

**CITY OF MILWAUKIE
PLANNING COMMISSION
MINUTES
Milwaukie City Hall
10722 SE Main Street
TUESDAY, August 11, 2015
6:30 PM**

COMMISSIONERS PRESENT

Shaun Lowcock, Vice Chair
Shane Abma
Shannah Anderson
Scott Barbur
Greg Hemer

STAFF PRESENT

Denny Egner, Planning Director
Li Alligood, Senior Planner
Brett Kelter, Associate Planner
Shelby Rihala, City Attorney

COMMISSIONERS ABSENT

Sine Bone, Chair

1.0 Call to Order – Procedural Matters*

Vice Chair Lowcock called the meeting to order at 6:30 p.m. and read the conduct of meeting format into the record.

***Note:** The information presented constitutes summarized minutes only. The meeting video is available by clicking the Video link at <http://www.ci.milwaukie.or.us/meetings>.*

2.0 Planning Commission Minutes

3.0 Information Items

Denny Egner, Planning Director, introduced Shelby Rihala of Jordan Ramis. She would now be acting as City Attorney for the Planning Commission in place of Peter Watts.

4.0 Audience Participation –This is an opportunity for the public to comment on any item not on the agenda. There was none.

5.0 Public Hearings

- 5.1 Summary: 3 Parks Master Plans
Applicant/Owner: North Clackamas Park & Recreation District/City of Milwaukie
Addresses: Balfour Park, Bowman-Brae Park, Kronberg Park
File: CPA-2015-002
Staff: Brett Kelter

Vice Chair Lowcock called the hearing to order and read the conduct of legislative hearing format into the record.

Brett Kelter, Associate Planner, presented the staff report via PowerPoint. The application was for adoption of master plans for three City parks. He described the process for master plans and reminded that at this point, the proposed plans were conceptual. He oriented the Commission to the parks and displayed the proposed concept plans. The Comprehensive Plan map would need to be updated for the use designation for Bowman-Brae Park and Balfour Park.

Mr. Kelter noted the key issue to address was if the proposed master plans were consistent with the relevant goals, objectives, and policies of the Comprehensive Plan. He reviewed the decision-making options and noted staff recommendation was for the Commission to recommend approval to the City Council.

Staff responded to questions from the Commission.

- The park properties were owned by the City of Milwaukie.
- The goal for Kronberg Park was more of a natural area with a focus on preservation for those parts in the natural resource areas. If the lake changed into a creek with the removal of the dam, those areas would continue to be protected natural areas. A concept of a walking trail or the like could be considered later on if the creek was restored.
- These master plans were being done now as the City had owned Kronberg Park for a number of years but no master planning had been done, and only recently were Balfour and the Bowman-Brae Parks acquired by the City. All other parks in the city had adopted master plans.

Katie Dunham, North Clackamas Parks and Recreation District (NCPRD), and Kurt Lango, Lango Hansen Landscape Architects, gave the applicant's presentation. NCPRD was responsible for maintenance and operation of all City of Milwaukie parks under an Intergovernmental Agreement. The City and NCPRD partnered together for land use applications for parks.

Ms. Dunham reviewed the project's timeline and public outreach. She described the context and elements of each of the master plans, and noted the next steps regarding process and funding.

The applicant answered questions from the Commission.

- Funding for planning was through the NCPRD Systems and Development Charge fund and the General Fund.
- The location of the community garden in Balfour Park was based on accessibility with regard to grade change, location to the street, and water source.
- Maintenance access for Kronberg Park was specifically for NCPRD, although TriMet and ODOT had easement agreements on the north side of the park.
- Some tax lots for Kronberg Park cross over into Kellogg Lake and Dogwood Park.
- The intent was not to disturb the soils under Kellogg Lake as Kronberg Park was developed. Soil sampling and subsequent steps would be done prior to construction.
- After much discussion, it was decided that the focus should remain on Kronberg Park and not include Dogwood Park at this time.

Vice Chair Lowcock called for public testimony.

In Support:

Mike Miller, 4206 SE Somewhere Dr, was on the NCPRD advisory board for these parks and was in support of the parks and the planning process. He reminded that there was opportunity for more public input and changes once there was funding for construction.

Beverly Curtis, 13182 SE Pennywood Ct, lived just north of Bowman-Brae Park and was in support of the park.

Richard Shook, 4815 SE Casa Del Rey Dr, Clackamas County, was representing the Friends of Kellogg Creek and Mt. Scott Watersheds in support of the proposed Kronberg Park. Improvements to the park would help the restoration of the area for wildlife move forward.

Emily Reynolds, 13242 SE Freeman Rd, was in support of Bowman-Brae Park. She and a neighbor in attendance represented 7 of the 11 children that lived adjacent to the park. The park would benefit the neighborhood and new young families moving into the area greatly. She asked if the speed limit would be reduced or if kids-at-play signage would be installed.

Neutral:

Vincent Alvarez, 12671 SE Where Else Ln, Lake Road Neighborhood District Association (NDA) Chair, was part neutral and part in opposition to the proposals and noted that the Lake Road NDA contributed funds to the purchase of the Bowman-Brae Park property. He was concerned about the proposed multiuse trail promoting more foot traffic, and was in favor of soft surface pathways. The Oak Lodge pump house property should be deeded to the City to add to the park property.

Margie Port, 4411 SE Bowman St, noted although she was in favor of Bowman-Brae Park generally, she was concerned about how the park would be funded, what impact of additional traffic to the park would have on the quiet neighborhood, and that there was no parking indicated.

Bill Lown, 4206 SE Bowman St, was in support of Bowman-Brae Park although he was concerned about continued maintenance. He was not in favor of the proposed multiuse path.

Melanie Downs-Phillips, 13230 SE Where Else Ln, noted she owned properties adjacent to Bowman-Brae Park where the west entrance of the proposed multiuse path would be. She said the ownership and maintenance of that part of Where Else Ln was unclear. There had been a recent geocaching event that was disruptive, and there had been no neighborhood notice for the event. She was concerned about privacy and liability with regard to the path and access to her property. She was in support of the park as long as some specifics and safety measures were addressed.

Vice Chair Lowcock called for staff comment.

Mr. Kelter entered a public comment into the record from Lisa Gunion-Rinker, who was on the Park and Recreation Board (PARB) and involved in the Ardenwald NDA. She requested clarification from the City regarding the proposed pathway through Bowman-Brae Park to Where Else Ln and the history of the right-of-way of Where Else Ln.

Mr. Kelter noted previous research showed that there was in fact public right-of-way at the end of Where Else Ln. He displayed the current tax map and historical deed documents showing the land in question deeded to the public right-of-way for road purposes. There was a small portion of private property between the end of the right-of-way and the proposed park property where an access easement would be needed in order to develop the multiuse path.

Mr. Egner added that the multiuse path was included in the Transportation System Plan (TSP) as a future-planned pedestrian connection between Rowe Middle School and North Clackamas

Park; therefore, the multiuse path proposed for the park was required for the documents to be consistent.

Vice Chair Lowcock called for the applicant's rebuttal.

Ms. Dunham addressed specific issues:

- Regarding the geocaching event, neither NCPRD nor the City were involved, although it was a Clackamas County Tourism event. NCPRD would discuss the issue with that department. There was no current policy regarding geocaching in NCPRD parks, but she felt that was an event that should require a permit.
- The goal for the Kronberg Park Master Plan was to be cohesive with whatever future changes may occur with the lake (i.e. rehabilitation into a creek, etc.) and so that part of the proposed park was planned to be a natural area above the bank line. The plan could be revisited if and when those changes were to occur.
- Regarding neighborhood parking, prior to any construction NCPRD would work with the neighbors on appropriate signage. The intent for these parks was for more passive neighborhood use and therefore more neighborhood and walking access.
- Relatedly, the request of the multiuse path through Bowman-Brae Park was to improve neighborhood connectivity and was also in response to the TSP.
- Generally, concrete or asphalt trails were easier to maintain than a soft or gravel surface and also was preferred for ADA access.
- The pump house and fence would be followed up on.
- NCPRD would work with the City to improve signage to reduce vehicle speed near the parks as well as private property signs.
- Currently these parks were maintained as "undeveloped park sites" and mowed seasonally.
- The primary pathway proposed for Kronberg Park was hard surface; however, the pathways closer to the lake were soft pathways due to being in a natural resource zone that limited and encouraged permeability for pathways.

Staff answered questions of the Commission:

- The City would not pay for water for the Balfour Park community garden for Balfour Park unless the City took operational ownership of the gardening activity. As development of the park got closer, interest in and ownership of a community garden would be assessed.
- The Bowman-Brae Park multiuse path should be included in the plan as it would implement and be consistent with the TSP.
- **Mr. Kelter** reiterated that these were conceptual plans. The details could be worked out or changed later on in the process during development review.

Vice Chair Lowcock closed the public testimony.

The Commission entered deliberation.

The Commission agreed there were no issues with the Balfour Park or Kronberg Park Master Plans.

The Commission agreed that although there were issues with the multiuse path, the need for consistency between the TSP and the Bowman-Brae Park Master Plan was important. The issue of the path crossing private property and therefore needing an easement could be addressed later on in the construction planning process. The maintenance of SE Where Else Ln needed to be further examined, outside of the scope of this application.

It was moved by Commissioner Hemer and seconded by Commissioner Barbur to recommend approval to City Council of CPA-2015-002 for the 3 Parks Master Plans with the recommended findings and conditions as presented. The motion passed unanimously.

6.0 Worksession Items

- 6.1 Summary: Moving Forward Milwaukie Neighborhood Main Streets Code
Amendments #1
Staff: Li Alligood

Mr. Egner proposed to reschedule the worksession to September 8, 2015. The Commission agreed.

7.0 Planning Department Other Business/Updates

8.0 Planning Commission Discussion Items

9.0 Forecast for Future Meetings:

- | | |
|-------------------|--|
| August 25, 2015 | 1. Worksession: MFM Neighborhood Main Streets Code
Amendments #2 <i>tentative</i> |
| | 2. Worksession: Ethics Training <i>tentative</i> |
| September 8, 2015 | 1. TBD |

Meeting adjourned at approximately 8:35 p.m.

Respectfully submitted,

Alicia Martin, Administrative Specialist II


Sine Bone, Chair



AGENDA

MILWAUKIE PLANNING COMMISSION Tuesday, August 11, 2015, 6:30 PM

**MILWAUKIE CITY HALL
10722 SE MAIN STREET**

- 1.0 Call to Order - Procedural Matters**
- 2.0 Planning Commission Minutes** – Motion Needed
- 3.0 Information Items**
- 4.0 Audience Participation** – This is an opportunity for the public to comment on any item not on the agenda
- 5.0 Public Hearings** – Public hearings will follow the procedure listed on reverse
 - 5.1 Summary: 3 Parks Master Plans
Applicant/Owner: North Clackamas Parks & Rec District/City of Milwaukie
Sites: Balfour Park, Bowman & Brae Park, Kronberg Park
File: CPA-2015-002
Staff: Brett Kelter
- 6.0 Worksession Items**
 - 6.1 Summary: Moving Forward Milwaukie Neighborhood Main Streets Code Amendments #1
Staff: Li Alligood
- 7.0 Planning Department Other Business/Updates**
- 8.0 Planning Commission Discussion Items** – This is an opportunity for comment or discussion for items not on the agenda.
- 9.0 Forecast for Future Meetings:**
 - August 25, 2015
 - 1. Worksession: MFM Neighborhood Main Streets Code Amendments #2 *tentative*
 - 2. Worksession: Ethics Training *tentative*
 - September 8, 2015
 - 1. TBD

Milwaukie Planning Commission Statement

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

1. **PROCEDURAL MATTERS.** If you wish to speak at this meeting, please fill out a yellow card and give to planning staff. Please turn off all personal communication devices during meeting. For background information on agenda items, call the Planning Department at 503-786-7600 or email planning@ci.milwaukie.or.us. Thank You.
2. **PLANNING COMMISSION MINUTES.** Approved PC Minutes can be found on the City website at www.cityofmilwaukie.org
3. **CITY COUNCIL MINUTES** City Council Minutes can be found on the City website at www.cityofmilwaukie.org
4. **FORECAST FOR FUTURE MEETING.** These items are tentatively scheduled, but may be rescheduled prior to the meeting date. Please contact staff with any questions you may have.
5. **TIME LIMIT POLICY.** The Commission intends to end each meeting by 10:00pm. The Planning Commission will pause discussion of agenda items at 9:45pm to discuss whether to continue the agenda item to a future date or finish the agenda item.

Public Hearing Procedure

Those who wish to testify should come to the front podium, state his or her name and address for the record, and remain at the podium until the Chairperson has asked if there are any questions from the Commissioners.

1. **STAFF REPORT.** Each hearing starts with a brief review of the staff report by staff. The report lists the criteria for the land use action being considered, as well as a recommended decision with reasons for that recommendation.
2. **CORRESPONDENCE.** Staff will report any verbal or written correspondence that has been received since the Commission was presented with its meeting packet.
3. **APPLICANT'S PRESENTATION.**
4. **PUBLIC TESTIMONY IN SUPPORT.** Testimony from those in favor of the application.
5. **NEUTRAL PUBLIC TESTIMONY.** Comments or questions from interested persons who are neither in favor of nor opposed to the application.
6. **PUBLIC TESTIMONY IN OPPOSITION.** Testimony from those in opposition to the application.
7. **QUESTIONS FROM COMMISSIONERS.** The commission will have the opportunity to ask for clarification from staff, the applicant, or those who have already testified.
8. **REBUTTAL TESTIMONY FROM APPLICANT.** After all public testimony, the commission will take rebuttal testimony from the applicant.
9. **CLOSING OF PUBLIC HEARING.** The Chairperson will close the public portion of the hearing. The Commission will then enter into deliberation. From this point in the hearing the Commission will not receive any additional testimony from the audience, but may ask questions of anyone who has testified.
10. **COMMISSION DISCUSSION AND ACTION.** It is the Commission's intention to make a decision this evening on each issue on the agenda. Planning Commission decisions may be appealed to the City Council. If you wish to appeal a decision, please contact the Planning Department for information on the procedures and fees involved.
11. **MEETING CONTINUANCE.** Prior to the close of the first public hearing, *any person* may request an opportunity to present additional information at another time. If there is such a request, the Planning Commission will either continue the public hearing to a date certain, or leave the record open for at least seven days for additional written evidence, argument, or testimony. The Planning Commission may ask the applicant to consider granting an extension of the 120-day time period for making a decision if a delay in making a decision could impact the ability of the City to take final action on the application, including resolution of all local appeals.

The City of Milwaukie will make reasonable accommodation for people with disabilities. Please notify us no less than five (5) business days prior to the meeting.

Milwaukie Planning Commission:

Sine Bone, Chair
Shaun Lowcock, Vice Chair
Shane Abma
Shannah Anderson
Scott Barbur
Greg Hemer

Planning Department Staff:

Denny Egner, Planning Director
Li Alligood, Senior Planner
Brett Kelter, Associate Planner
Vera Kolias, Associate Planner
Alicia Martin, Administrative Specialist II



MILWAUKIE

Dogwood City of the West

To: Planning Commission

Through: Dennis Egner, Planning Director

From: Brett Kelter, Associate Planner

Date: August 4, 2015, for August 11, 2015, Public Hearing

Subject: File: CPA-2015-002

Applicant: North Clackamas Parks & Recreation District

Owner: City of Milwaukie

Addresses: Balfour Park (3103 SE Balfour St)
 Bowman-Brae Park (no address, NW corner of Bowman St & Brae St)
 Kronberg Park (11910 SE McLoughlin Blvd)

Legal Description (Map & Tax Lot): Balfour Park = 1S1E25CA, tax lots 6900 & 7000
 Bowman-Brae Park = 2S2E06BC, tax lot 3100
 Kronberg Park = 1S1E36CB, tax lots 2800, 2801, 3000, 3100, 3300, & 4500

NDAs: Ardenwald-Johnson Creek (Balfour Park), Lake Road (Bowman-Brae Park), Island Station & Historic Milwaukie (Kronberg Park)

ACTION REQUESTED

Recommend that City Council approve application CPA-2015-002 and adopt the recommended Findings in Support of Approval found in Attachment 1.

The proposal is to adopt master plans for three parks (Balfour, Bowman-Brae, and Kronberg Parks) and include them as ancillary documents to the City's Comprehensive Plan (Comp Plan). In addition, the land use designation shown on Comp Plan Map 7 (Land Use) for both Balfour and Bowman-Brae Parks would be changed from Low Density (LD) to Public (P).

BACKGROUND INFORMATION

Balfour and Bowman-Brae Parks were acquired fairly recently by the City—Balfour Park in 2008 and Bowman-Brae Park in 2011. The bulk of the Kronberg Park property was deeded to the City in 1991. Over the past several years, the North Clackamas Parks & Recreation District (NCPRD) has worked with the City, the relevant Neighborhood District Associations (NDAs), and community residents to develop master plans to guide the physical development and

programming for each park site. Although there is no requirement in the City's zoning code that a park have a master plan, it has been the City's practice over time to develop park master plans and to include them in the Comp Plan as ancillary documents. This practice is one way to validate and institutionalize the public involvement process and preserve the vision of how each park can best serve its immediate neighborhood and the community as a whole.

A. Site and Vicinity

Balfour Park is located at 3103 SE Balfour Street and is comprised of two lots from Plat No. 4 of the Bonnie View Acres subdivision of 1923. The property is rectilinear in shape, approximately 144 ft wide and 240 ft deep. One of the two lots was previously occupied by a single-family detached dwelling, but the home was removed in 2006-07 and the site has remained vacant since (zoned R-7). The site slopes gently downhill from the northeast corner to the southwest corner and includes a few mature trees. The surrounding area consists primarily of single-family detached dwellings.

Bowman-Brae Park is located at the northwest corner of SE Bowman Street and SE Brae Street. The site is a single tax lot that has never been developed and has no street address. After the property was partitioned into three developable residential lots (zoned R-7), local residents and the Lake Road NDA persuaded the City to purchase the property as a park site. The property is rectilinear in shape, approximately 250 ft wide and 125 ft deep. The site is mostly flat and vegetated primarily with ground cover, except for one large, mature conifer tree along the Bowman St frontage. Preservation of this tree was the subject of much public comment during the partition process, as City staff recommended removing the tree in order to construct the required street improvements. The surrounding area consists primarily of single-family detached dwellings.

Kronberg Park is located at 11910 SE McLoughlin Boulevard and is comprised of multiple tax lots adjacent to Kellogg Lake, between the lake and SE McLoughlin Boulevard. The site has never been developed for on-site uses, though a railroad trestle and the new elevated light rail alignment both traverse it on the north. The northern part of the site is mostly flat with ground cover except near the bank of the lake, with a forested slope on the southern portion sloping down from McLoughlin Blvd to the lake. The property includes designated natural resource areas along the lake, where some restoration and mitigation work is being conducted in connection with the light rail construction. A new pedestrian bridge under the light rail bridge provides an opportunity to connect the park with downtown, and a safe crossing at McLoughlin Blvd will provide a better connection with the Island Station neighborhood.

B. Current Zoning Designation

Balfour Park = Residential R-7

Bowman-Brae Park = Residential R-7

Kronberg Park = Downtown Open Space (DOS)

C. Current Comprehensive Plan Designation

Balfour Park = Low Density (LD)

Bowman-Brae Park = Low Density (LD)

Kronberg Park = Public (P)

D. Land Use History

Balfour Park – There is no history of land use applications for this site.

Bowman-Brae Park – In 2010, a 3-lot partition was approved through file #MLP-10-01. A final plat was submitted in 2011 (land use file #FP-11-01) and an extension to the original preliminary plat was granted, but the final plat was never completed because the required street improvements were never built. Following a strong push by the Lake Road NDA, the City bought the property for a future park in 2011.

Kronberg Park – Historically, the bulk of the park site was first zoned Residential R-7 and then R-5. In 1991, an application for Planned Development (PD) was submitted with applications for Willamette Greenway review and Natural Resource review (file #s PD-91-01, CU-91-01, and NR-91-01). The proposal was to develop the site with 15 attached residential dwellings. The Planning Commission approved the PD concept plan in principle and continued action on the related applications until such time as the PD final plan was submitted and had been changed to address issues identified at the concept plan hearing. A final PD plan was never submitted or adopted, and the property was deeded to the City with the condition that it be developed as a park. The site was rezoned to Downtown Open Space when the Downtown zones were established in 2000.

E. Proposal

The North Clackamas Parks & Recreation District (NCPRD) and the City are seeking land use approval to adopt master plans for three City parks as ancillary documents to the City's Comprehensive Plan (Comp Plan). In addition, the land use designation shown on Comp Plan Map 7 (Land Use) for two of the park sites will be changed from Low Density (LD) to Public (P). The proposal includes the following:

1. Adopt the Balfour Park Master Plan as an ancillary document to the Comp Plan and change the land use designation on Comp Plan Map 7 (Land Use) from Low Density (LD) to Public (P).
2. Adopt the Bowman-Brae Park Master Plan as an ancillary document to the Comp Plan and change the land use designation on Comp Plan Map 7 (Land Use) from Low Density (LD) to Public (P).
3. Adopt the Kronberg Park Master Plan as an ancillary document to the Comp Plan.

The project requires approval of the following application:

- Comprehensive Plan Text and Map Amendments (land use file #CPA-2015-002)

KEY ISSUES

Summary

Staff has identified the following key issues for the Planning Commission's deliberation. Aspects of the proposal not listed below are addressed in the Findings (see Attachment 1) and generally require less analysis and discretion by the Commission.

- A. Are the proposed park master plans sufficiently consistent with the relevant Comp Plan goals, objectives, and policies?

Analysis

A. Are the proposed park master plans sufficiently consistent with the relevant Comp Plan goals, objectives, and policies?

As addressed in Findings 5 and 6 of the Recommended Findings in Support of Approval (see Attachment 1), all three of the proposed park master plans are consistent with the relevant goals, objectives, and policies of the Comp Plan.

The master plans themselves have been developed in conjunction with an active public involvement process conducted by NCPRD as the co-applicant. In addition, the process to adopt the master plans as ancillary documents to the Comp Plan has been conducted in accordance with the Type V land use process that is typical for legislative amendments.

The master plans are intended to guide future physical and programmatic development of each of the three park sites, to ensure that adjacent neighborhoods and the community as a whole have improved access to recreational facilities and open space. Where designated natural resources and the Willamette Greenway are at issue for Kronberg Park, the master plan focuses on maintaining views and access to Kellogg Lake and incorporates protection and enhancement of Water Quality Resources and Habitat Conservation Areas into the park design.

In short, staff believes that the proposed park master plans are consistent with the relevant Comp Plan goals, objectives, and policies and are adequate to guide the next steps of each park's development.

CONCLUSIONS

A. Staff recommendation to the Planning Commission is as follows:

1. Recommend that City Council approve the proposed amendments as text and map amendments to the Comprehensive Plan. This will allow for the adoption of master plans for three City parks as ancillary documents to the City's Comprehensive Plan, as well as for changing the land use designation shown for two of the park sites on Comprehensive Plan Map 7 (Land Use) from Low Density (LD) to Public (P).
2. Recommend that City Council adopt the attached Findings in Support of Approval.

CODE AUTHORITY AND DECISION-MAKING PROCESS

The proposal is subject to the following provisions of the Milwaukie Municipal Code (MMC).

- MMC Subsection 19.902.3 Comprehensive Plan Text Amendments
- MMC Subsection 19.902.4 Comprehensive Plan Map Amendments
- MMC Section 19.1008 Type V Review

This application is subject to Type V review, which requires the Planning Commission to consider whether the applicant has demonstrated compliance with the code sections shown above and make a recommendation to City Council for a final decision. In Type V reviews, the Commission and Council both assess the application against review criteria and development standards and evaluate testimony and evidence received at public hearing.

The Commission has 4 decision-making options as follows:

- A. Recommend that City Council approve the application upon finding that all approval criteria have been met.
- B. Recommend that City Council approve the application with modified Findings and/or Conditions of Approval. Such modifications need to be read into the record.
- C. Recommend that City Council deny the application upon finding that it does not meet approval criteria.
- D. Continue the hearing.

Because the proposed amendments are legislative in nature, there is no deadline for a final decision on this application.

COMMENTS

Notice of the proposed changes was given to the following agencies and persons: City of Milwaukie Building and Engineering Departments, Clackamas Fire District #1, Ardenwald-Johnson Creek Neighborhood District Association (NDA), Historic Milwaukie NDA, Island Station NDA, Lake Road NDA, Clackamas County, Metro, Oregon Department of Transportation, and TriMet. The following is a summary of the comments received by the City.

- **Rebecca Hamilton, Regional Planner, Metro:** No conflicts with the Metro [Urban Growth Management] Functional Plan.

ATTACHMENTS

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

	Early PC Mailing	PC Packet	Public Copies	E-Packet
1. Recommended Findings in Support of Approval	☐	☒	☒	☒
2. Proposed Changes to Comp Plan Map 7 (Land Use)	☐	☒	☒	☒
3. Applicant's Narrative and Supporting Documentation dated May 19, 2015.				
a. Balfour Park submittal	☒	☐	☒	☒
b. Bowman-Brae Park submittal	☒	☐	☒	☒
c. Kronberg Park submittal	☒	☐	☒	☒
d. Notes from Preapplication Conference on January 15, 2015	☒	☐	☒	☒

Key:

Early PC Mailing = paper materials provided to Planning Commission at the time of public notice 20 days prior to the hearing.

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

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

E-Packet = packet materials available online at <http://www.milwaukieoregon.gov/planning/planning-commission-131>.

Recommended Findings in Support of Approval
File # CPA-2015-002
3 Parks Master Plans

Sections of the Milwaukie Municipal Code not addressed in these findings are found to be inapplicable to the decision on this application.

1. The applicant, North Clackamas Parks & Recreation District (NCPRD), on behalf of the City of Milwaukie (co-applicant and property owner), has applied for approval to adopt master plans for three City parks as ancillary documents to the City's Comprehensive Plan. The three sites are Balfour Park (Residential R-7 zone), Bowman-Brae Park (Residential R-7 zone), and Robert Kronberg Park (Downtown Open Space zone). The land use application file number is CPA-2015-002.
2. The proposal is to adopt master plans for each of the three parks and include them as ancillary documents to the City's Comprehensive Plan. The three sites are Balfour Park (3103 SE Balfour Street), Bowman-Brae Park (no site address, located at the northwest corner of SE Bowman Street and SE Brae Street), and Kronberg Park (11910 SE McLoughlin Boulevard). In addition, the land use designation shown on Comprehensive Plan Map 7 (Land Use) for both Balfour and Bowman-Brae Parks will be changed from Low Density (LD) to Public (P).
3. The proposal is subject to the following provisions of the Milwaukie Municipal Code (MMC):
 - MMC Subsection 19.902.3 Comprehensive Plan Text Amendments
 - MMC Subsection 19.902.4 Comprehensive Plan Map Amendments
 - MMC Section 19.1008 Type V Review
4. The application has been processed and public notice provided in accordance with MMC Section 19.1008 Type V Review. An initial public hearing was held by the Planning Commission on August 11, 2015, as required by law.
5. MMC Subsection 19.902.3 Comprehensive Plan Text Amendments
 - a. MMC 19.902.3.A establishes the review process for making changes to the text of the Milwaukie Comprehensive Plan (Comp Plan), including the addition of ancillary documents to the Comp Plan. Text amendments to the Comp Plan are evaluated through the Type V process as outlined in MMC Section 19.1008.
The proposed amendments include text amendments to the Comp Plan and are therefore subject to Type V review.
 - b. MMC 19.902.3.B establishes the approval criteria for Comp Plan text amendments as follows:
 - (1) The proposed amendment is consistent with the goals and policies of the Comp Plan, as proposed to be amended.
 - (a) There are a number of goals, policies, and objectives within the Comp Plan that are relevant to all three proposed park master plans.
 - (i) Chapter 2 (Plan Review and Amendment Process)
 The goal of Chapter 2 is to establish a Comp Plan review and amendment process as a basis of land use decisions, provide for participation by citizens and affected governmental units, and ensure

a factual base for decisions and actions. Objective 1 focuses on amending the plan, and Policies 3-7 relate directly to the amendment process.

The proposal to include park master plans for Balfour, Bowman-Brae, and Kronberg Parks as ancillary documents to the Comp Plan is an effort that was initiated jointly by the City of Milwaukie and NCPRD. For each of the park sites, NCPRD conducted at least two public meetings to discuss design options and gather neighbor feedback. As a matter of course, a site analysis and existing conditions summary, along with three initial master plan concepts, were presented at the first meeting for each of the park sites. An active group discussion generated comments and feedback that were compiled and incorporated into the design process. A final draft master plan concept was presented at a second public meeting.

As addressed in Finding 7, notice of the proposed amendments was provided to the various relevant local and State agencies, with the opportunity to receive a full copy of the application if desired. The proposed amendments have been processed per the Type V review procedures established in MMC 19.1008 and evaluated using the approval criteria established in MMC 19.902.3.B. The proposed amendments were considered at a public hearing before the Planning Commission on August 11, 2015, as well as at a public hearing before City Council on October 6, 2015.

The Planning Commission finds that the proposed amendments are consistent with the goals and policies of Chapter 2 that are relevant to all three park master plans.

(ii) Chapter 4 (Land Use)

The goal of the Recreational Needs Element of Chapter 4 calls for the City to provide for the recreational needs of present and future City residents by maximizing the use of existing public facilities. Objective 1 establishes different classifications for a variety of parks and public open spaces throughout the city. Objective 3 emphasizes that the City should work with other governmental agencies in providing park and recreational facilities and services. Objective 5 calls for the development of a citywide park and recreation system that meets the needs of the various neighborhoods and the City as a whole.

The three parks are located in different parts of the city and are each part of the City's larger network of public parks that serves the whole community. Balfour and Bowman-Brae Parks are both classified as neighborhood parks and will primarily serve residents within approximately a half mile. Kronberg Park is classified as a natural preserve with a linear park running through it, connecting downtown Milwaukie with the Island Station neighborhood.

The City and NCPRD have an intergovernmental agreement (IGA) for NCPRD to manage and maintain the City's various public parks. Both Balfour and Bowman-Brae Parks were acquired by the City with funding from a Metro bond measure approved by voters in 2006.

Development of all three master plans has been funded by NCPRD and done in partnership with the City.

As proposed, all three park master plans include some combination of recreational components such as play structures or areas, walking paths or trails, picnic tables, benches and other seating areas, and interpretive facilities. Each park serves a distinct geographic area of the City.

The Planning Commission finds that the proposed amendments are consistent with the goals and objectives of Chapter 4 that are relevant to all three park master plans.

The Planning Commission finds that the proposed amendments are consistent with the goals, policies, and objectives within the Comp Plan that are relevant to all three proposed park master plans.

- (b) In addition, the Natural Resource and Willamette Greenway designations that overlay Kronberg Park make several other goals, policies, and objectives specifically relevant to the proposed master plan for Kronberg Park.

(i) Chapter 3 (Environmental and Natural Resources)

- The goal of the Natural Hazards Element of Chapter 3 is to prohibit development in known areas of natural disasters and hazards without appropriate safeguards. Objective 1 addresses the floodplain, and Policies 1-4 relate to development.

Most of the proposed park elements at Kronberg Park will be located outside the 100-year floodplain. Where the support structure for the elevated multiuse path will be within the floodplain, the applicable requirements of MMC Title 18 Flood Hazard Regulations will be enforced to ensure that the capacity of the floodplain will not be reduced. As proposed, construction materials that may be inundated will be of sufficient strength and quality that they will not deteriorate. As proposed, the floodplain will be retained as open space and used for primarily passive recreation, wildlife areas, or trails.

- The goal of the Open Spaces, Scenic Areas, and Natural Resources Element of Chapter 3 is to conserve open space and protect and enhance natural and scenic resources. Objective 1 focuses on protecting open space, Objective 2 on preserving natural resources, and Objective 3 on preserving scenic areas.

Kronberg Park is designated as a Public space for land use and is zoned as Downtown Open Space; it is currently and will remain an open space. Development of the park will occur in accordance with adopted parks and recreation policies, the Willamette Greenway zoning overlay, and applicable standards of the Natural Resources overlay. In particular, the designated natural resource areas along Kellogg Lake will be protected and improved by the proposed park development and in accordance with the standards of MMC Section 19.402 Natural Resources. The proposed

improvements will also preserve and improve views of Kellogg Lake.

The proposed multiuse path through the park will connect to the Trolley Trail (part of the 40-Mile Loop system) via a signalized crossing of McLoughlin Blvd at SE River Road. The new path will connect to downtown Milwaukie via the new pedestrian bridge under the light rail line over Kellogg Lake, and has the potential to be part of the conceptual trail system along Kellogg Creek that would link to North Clackamas Park.

The Planning Commission finds that the proposed amendments are consistent with the goals and policies of Chapter 3 that are relevant to the proposed master plan for Kronberg Park.

(ii) Chapter 4 (Land Use)

The goal of the Willamette Greenway Element of Chapter 4 is to protect, conserve, and enhance the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River. Objective 3 encourages public and private cooperation to provide compatible land uses within the Willamette Greenway. Objective 4 aims to maximize the recreational use of lands within the Willamette Greenway. Objective 5 emphasizes public access and views to the Willamette River and Kellogg Lake. Objective 7 encourages development in the central riverfront area that is consistent with the City's Downtown and Riverfront Land Use Framework Plan.

The proposed master plan for Kronberg Park is consistent with the Downtown and Riverfront Land Use Framework Plan, which shows Kronberg Park as recreational and open space. The actual design of the park will be reviewed at a later stage for consistency with the Willamette Greenway standards established in MMC Section 19.401 as part of the Community Service Use review process. As addressed in Finding 5-b-(1)-(a)-(ii), the proposed master plan provides primarily passive recreational components within the Willamette Greenway boundary, including a multiuse path, interpretive facilities, and viewing opportunities to Kellogg Lake.

The Planning Commission finds that the proposed amendments are consistent with the goals and policies of Chapter 4 that are relevant to the proposed master plan for Kronberg Park.

The Planning Commission finds that the proposed amendments are consistent with the goals, policies, and objectives within the Comp Plan that are specifically relevant to the proposed master plan for Kronberg Park.

The Planning Commission finds that the proposed amendments are consistent with the relevant goals, policies, and objectives within the Comp Plan.

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

The proposed amendments will result in the adoption of a master plan for each of the three parks (Balfour, Bowman-Brae, and Kronberg). Each master plan will guide the development of new park facilities at each site, which will benefit the surrounding neighborhoods and the community as a whole by increasing and improving recreational opportunities.

At present, the Ardenwald and Lake Road neighborhood areas where Balfour and Bowman-Brae Parks are located, respectively, are currently underserved by the City's parks system, as residents have no easy access to a neighborhood park. The Kronberg Park site has been in the City's possession for nearly 25 years but has remained undeveloped. With the recent addition of the pedestrian bridge under the new light rail bridge, the site has become more accessible. The Kronberg Park master plan will facilitate active development of the site to make it more functional for primarily passive recreational activities, provide increased connectivity between downtown and the Island Station neighborhood, and aid efforts to protect and enhance the designated natural resource areas on the site.

The Planning Commission finds that the proposed amendments are in the public interest with regard to neighborhood or community conditions.

- (3) The public need is best satisfied by this particular proposed amendment.

The proposed amendments will result in the adoption of park master plans that provide visions for how each of the three parks will be developed as public resources. The Balfour and Bowman-Brae sites were acquired by the City only recently, and none of the three sites has had an adopted master plan to date. The new master plans will facilitate the physical development that will actualize the recreational potential for each site. Adopting the master plans as ancillary documents to the Comp Plan is an important way to preserve the vision for each park that was developed as a result of extensive community input.

The Planning Commission finds that the proposed amendments best satisfy the public need for adequate park facilities.

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

Title 12 (Protection of Residential Neighborhoods) of the Metro Urban Growth Management Functional Plan provides for making parks accessible to residents. Each of the three master plans provides for establishing recreational facilities and maintaining public open space that is accessible to surrounding neighborhoods. Balfour and Bowman-Brae Parks are new park sites in locations where residents have not had other parks nearby; the Kronberg Park site has been in the City's possession for nearly 25 years but has not been developed for active use. The new master plans will facilitate the physical development of each site, with the result that more parks will be available for public use.

The Planning Commission finds that the proposed amendments are consistent with the Metro Urban Growth Management Functional Plan and relevant regional policies.

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

Several of the Statewide Planning Goals are relevant to the proposed amendments.

- Goal 1 (Citizen Involvement) aims to insure the opportunity for citizens to be involved in all phases of the planning process.
- Goal 2 (Land Use Planning) establishes a land use planning process and policy framework as a basis for all decisions and actions related to the use of land.
- Goal 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces) provides for the protection of natural resources and the conservation of scenic and historic areas and open spaces.
- Goal 6 (Air, Water, and Land Resources Quality) focuses on maintaining and improving the quality of the air, water, and land resources of the state.
- Goal 7 (Areas Subject to Natural Hazards) is intended to protect people and property from natural hazards.
- Goal 8 (Recreational Needs) aims to satisfy the recreational needs of the citizens of the state and visitors, including siting recreational facilities.
- Goal 12 (Transportation) aims to provide and encourage a safe, convenient, and economic transportation system. The Transportation Planning Rule implements Goal 12 and includes a requirement for local jurisdictions to establish and maintain a Transportation System Plan (TSP).
- Goal 15 (Willamette River Greenway) is intended to protect, conserve, enhance, and maintain the natural, scenic, historic, agricultural, economic, and recreational qualities of lands along the Willamette River.

Each of the three park master plans was developed with an extensive public involvement process directed by the North Clackamas Parks and Recreation Department (NCPRD). The procedures for the legislative land use process being used to adopt the master plans as ancillary documents to the Comp Plan are established in MMC Section 19.1008; they allow for public notice of the proposed amendments and opportunities to participate in public hearings before both the Planning Commission and City Council.

Where designated natural resource areas are identified at Kronberg Park, the master plan calls for avoiding impacts by park development and for protecting and enhancing water quality resources and associated buffer areas. The impacts of any new structures placed within the designated floodplain at Kronberg Park will be reviewed and mitigated as per the standards of MMC Title 18 Flood Hazard Regulations. As addressed in Finding 5-b-(1), the new park master plans will facilitate the development of recreational facilities available to the community, and in such a way as to satisfy the intent of the Willamette Greenway regulations of MMC Section 19.401.

With respect to transportation, all three park master plans are consistent with the overall goals of the City's TSP, which include improving community livability by providing safe transportation choices. Balfour and Bowman-Brae Parks are neighborhood parks intended to serve nearby residents without depending on

vehicle travel. Balfour Park is near the proposed 29th Avenue Neighborhood Greenway, which is intended to provide a safe route for pedestrians and bicycles in addition to vehicle traffic. Bowman-Brae Park is along the route of a proposed pedestrian connection between Rowe Middle School and North Clackamas Park. The proposed multiuse path through Kronberg Park will provide a connection between downtown Milwaukie and the Island Station neighborhood, with access to the light rail system. All three sites are positioned to both benefit from and enhance the community's transportation network.

The Planning Commission finds that the proposed amendments are consistent with relevant State statutes and administrative rules, including the Statewide Planning Goals and Transportation Planning Rule.

The Planning Commission finds that the proposed amendments meet the approval criteria for Comp Plan text amendments as established in MMC 19.902.3.B. This standard is met.

The Planning Commission recommends that City Council approve the proposed amendments as text amendments to the Comp Plan and adopt all three park master plans as ancillary documents to the Comp Plan.

6. MMC Subsection 19.902.4 Comprehensive Plan Map Amendments

The proposed amendments include changing the land use designation shown on Comp Plan Map 7 (Land Use) for both the Balfour and Bowman-Brae Park sites from Low Density (LD) to Public (P).

- a. MMC 19.902.4.A establishes the review process for making changes to the maps of the Milwaukie Comprehensive Plan (Comp Plan). Generally, map amendments to the Comp Plan that involve five or more properties or encompass more than 2 acres of land are considered legislative in nature and are evaluated through the Type V process as outlined in MMC Section 19.1008.

Together, the two properties encompass approximately 1.5 acres (0.8 acres for Balfour Park and 0.69 acres for Bowman-Brae Park). Ordinarily, the proposed Comp Plan map amendments would be subject to Type IV review; however, as per MMC Subsection 19.1001.6.B.1, concurrent applications are processed according to the highest numbered review type. The proposed Comp Plan map amendments are concurrent with the proposed Comp Plan text amendments addressed in Finding 5, which are subject to Type V review. Therefore, the proposed map amendments are also subject to Type V review.

- b. MMC 19.902.4.B establishes the approval criteria for Comp Plan map amendments as being the same as those provided in MMC 19.902.3.B for Comp Plan text amendments.

The responses provided in Finding 5-b for the Comp Plan text amendments are applicable and sufficient for the proposed map amendments as well, with relevant additions noted below.

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

See the response to Finding 5-b-(1).

In addition, Policy 11 of Objective 1 (Open Space) within the Open Spaces element of Chapter 3 (Environmental and Natural Resources) calls for

designating as Public Lands those areas that are existing parks or publicly utilized areas, and for identifying them as Public Lands on the Land Use Map (Map 7). Both the Balfour and Bowman-Brae sites are former residential properties that were acquired by the City within the past few years. The proposed amendment will change the current land use designation of Low Density (LD) to Public (P) for both sites.

The Planning Commission finds that the proposed amendments are consistent with the relevant goals, policies, and objectives within the Comp Plan.

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

See the response to Finding 5-b-(2).

The proposed amendments will clarify that the Balfour and Bowman-Brae sites are intended for public use.

The Planning Commission finds that the proposed amendments are in the public interest with regard to neighborhood or community conditions.

- (3) The public need is best satisfied by this particular proposed amendment.

See the response to Finding 5-b-(3).

The Planning Commission finds that the proposed amendments best satisfy the public need for adequate park facilities.

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

See the response to Finding 5-b-(4).

The Planning Commission finds that the proposed amendments are consistent with the Metro Urban Growth Management Functional Plan and relevant regional policies.

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

See the response to Finding 5-b-(5).

The Planning Commission finds that the proposed amendments are consistent with relevant State statutes and administrative rules, including the Statewide Planning Goals and Transportation Planning Rule.

The Planning Commission finds that the proposed amendments meet the approval criteria for Comp Plan map amendments as established in MMC 19.902.4.B. This standard is met.

The Planning Commission recommends that City Council approve the proposed amendments as map amendments to the Comp Plan and change the land use designation shown on Comp Plan Map 7 (Land Use) for both the Balfour and Bowman-Brae Park sites from Low Density (LD) to Public (P).

7. The application was referred to the following departments and agencies on July 8, 2015:

- Milwaukie Building Department
- Milwaukie Engineering Department

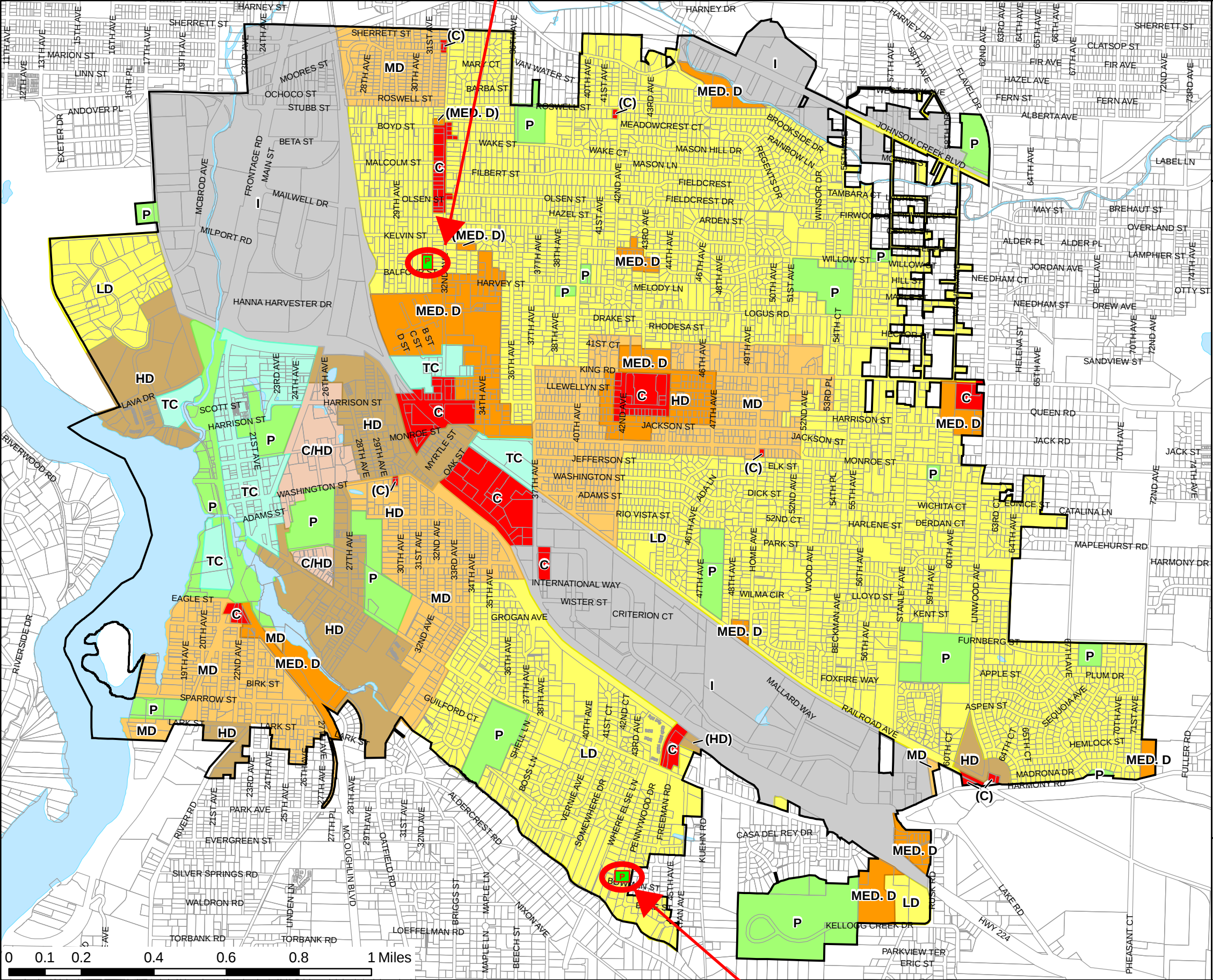
- Clackamas Fire District #1
- Neighborhood District Association (NDA) Chairperson and Land Use Committee for the following NDAs:
 - Ardenwald-Johnson Creek
 - Historic Milwaukie
 - Island Station
 - Lake Road
- Clackamas County
- Metro
- Oregon Department of Transportation (ODOT)
- TriMet

The comments received are summarized as follows:

- **Rebecca Hamilton, Regional Planner, Metro:** No conflicts with the [Urban Growth Management] Functional Plan.

Change designation from Low Density (LD) to Public (P)

Change designation from Low Density (LD) to Public (P)



LAND USE

Milwaukie Comprehensive Plan Map 7

- City Boundary
- Water Body
- LD - Low Density
- MD - Moderate Density
- MED. D - Medium Density
- HD - High Density
- C - Commercial
- C/HD - Mixed Use
- I - Industrial
- P - Public
- TC - Town Center

Rev. as of Ord. #1987 Oct. 21, 2008

Data Sources: City of Milwaukie GIS
Clackamas County GIS
Metro Data Resource Center

The information depicted on this map is for general reference only. The City of Milwaukie cannot accept any responsibility for errors, omissions or positional accuracy. There are no warranties, expressed or implied, including the warranty of merchantability or fitness for a particular purpose, accompanying this product. However, notification of errors would be appreciated.

Please check with Planning Department for most up-to-date information.
503-786-7630
planning@ci.milwaukie.or.us





PLANNING DEPARTMENT
6101 SE Johnson Creek Blvd
Milwaukie OR 97206

PHONE: 503-786-7630
FAX: 503-774-8236
E-MAIL: planning@milwaukieoregon.gov

Application for Land Use Action

Master File #: CPA-2015-002

Review type*: ☐ I ☐ II ☐ III ☐ IV ☒ V

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

RESPONSIBLE PARTIES: Katie Dunham and Jason Rice

APPLICANT (owner): City of Milwaukie	
Mailing address: 6101 SE Johnson Creek Boulevard, Milwaukie, OR	Zip: 97206
Phone(s): 503-786-7652	E-mail: floresa@milwaukieoregon.gov
APPLICANT'S REPRESENTATIVE (if different than above): North Clackamas Parks and Recreation District	
Mailing address: 150 Beavercreek Road, Oregon City, Or	Zip: 97045
Phone(s): 503-742-4358	E-mail: kdunham@clackamas.us

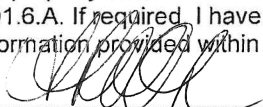
SITE INFORMATION:

Address: 3103 SE Balfour, Bowman-Brae (No Situs), 11910 SE McLoughlin Blvd. <u>Map & Tax</u> Lot(s): See attached sheets
Comprehensive Plan Designation: LD, LD, P, <u>Zoning: R-7, R-7, DOS</u> Size of property: .80 acres, .69 acres, 6.48 acres

PROPOSAL (describe briefly):

Master Plan for the enhancement of Balfour Park, Bowman-Brae Park, and Robert Kronberg Nature Park to be adopted as ancillary documents to the City of Milwaukie's comprehensive plan.
--

SIGNATURE:

ATTEST: I am the property owner or I am eligible to initiate this application per Milwaukie Municipal Code (MMC) Subsection 19.1001.6.A. If required, I have attached written authorization to submit this application. To the best of my knowledge, the information provided within this application package is complete and accurate.	
Submitted by: 	Date: 5/19/15

IMPORTANT INFORMATION ON REVERSE SIDE

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

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

Type V applications may be initiated by any individual.

PREAPPLICATION CONFERENCE:

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

REVIEW TYPES:

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

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

THIS SECTION FOR OFFICE USE ONLY:

FILE TYPE	FILE NUMBER	FEE AMOUNT*	PERCENT DISCOUNT	DISCOUNT TYPE	DEPOSIT AMOUNT	DATE STAMP
Master file		\$			\$	RECEIVED MAY 19 2015 CITY OF MILWAUKIE PLANNING DEPARTMENT
Concurrent application files		\$			\$	
		\$			\$	
		\$			\$	
		\$			\$	
SUBTOTALS		\$			\$	
TOTAL AMOUNT RECEIVED: \$			RECEIPT #:		RCD BY:	
Associated application file #s (appeals, modifications, previous approvals, etc.):						
Neighborhood District Association(s):						
Notes:						

*After discount (if any)

CITY OF MILWAUKIE

Application for the Adoption of the Balfour Park Master Plan as an Ancillary Document to the City of Milwaukie Comprehensive Plan

Date: May 12, 2015

Applicant: North Clackamas Parks and Recreation District
150 Beaver Creek Road
Oregon City, Oregon 97045

Contact: Katie Dunham
503-742-4358
kdunham@clackamas.us

Property Owner: City of Milwaukie

Property Address: Balfour Park
3103 SE Balfour Street
Milwaukie, Oregon 97222

MAP & Tax lot #s: Township 1 South, Range 1 East, Section 25CA, Tax Lot 6900 & 7000; Latitude 45° 27' 6.7764" N, Longitude 122° 37' 52.3091" W

Comprehensive Plan Designation: Low Density (LD)

Zoning Designation: R-7

Property Size: 0.80 acres

Request: Adoption of the Balfour Park Master Plan as an ancillary document to the City of Milwaukie Comprehensive Plan

INTRODUCTION

Action Requested

Adoption of the Balfour Park Master Plan as an ancillary document to the City of Milwaukie Comprehensive Plan.

Background and Site Description

Balfour Park is a .80 acre undeveloped neighborhood park site located in the Ardenwald/Johnson Creek neighborhood at 3103 S.E. Balfour St. in Milwaukie. The City of Milwaukie purchased the land in 2008 with funds from Metro's voter-approved 2006 natural areas bond measure. The property is owned by the City of Milwaukie and managed by the North Clackamas Parks and Recreation District (NCPRD) in accordance with an intergovernmental agreement. The site's existing steep topography and mature canopy of trees provide a unique opportunity for recreation on a site very special to the neighborhood.

Public Involvement and Planning Process

The site is an opportunity to create a neighborhood park for the residents of the area. Through a public process, NCPRD built consensus among interested parties around a common vision for the park. NCPRD and the City hosted two meetings during the fall of 2014 to discuss the park site and develop a park master plan. The public meetings were devoted exclusively to this subject and were held on September 24 and November 3, 2014. At the first public meeting site analysis and existing conditions materials were presented along with three initial master plan concepts. Meeting attendees were asked to actively participate in the group discussion and a breakout session with consultants and staff. After the first public meeting and throughout the project NCPRD and the City placed information on their websites for review and comment. Comments and suggestions were compiled, discussed, and incorporated into the design process. A final draft master plan was presented at the second public meeting. Interested citizens had the opportunity to provide additional input and the general consensus was positive. The project was also discussed numerous times with the Milwaukie Park and Recreation Board and the North Clackamas Park District Advisory Board. The public process is further described in the response to Chapter 4, Recreational Needs Element, Objective 3, within this document.

Proposal

The key goal of the master planning process for the Balfour Park was to develop a plan that protects the existing character of the site while accommodating the neighborhood needs for an interesting and engaging place for flexible active and passive recreation, provides for ease of maintenance and longevity, while providing a safe and enjoyable experience for the community. Based on field observations, site analysis, background data collection, and input from NCPRD, the City of Milwaukie, community groups and public at-large, the master plan was developed and refined to achieve this goal. There was clear support for keeping the existing character of the park intact. Elements of the plan are listed below. Additional details about proposed improvements are included in the attached master plan document submitted as part of this application.

Balfour Park Master Plan Elements:

- A nature play area
- A seating area with bench and picnic table
- A small ornamental planning area with educational signage or edible native plants
- A flexible open lawn area
- A community garden area

- A looped concrete pathway
- A small picnic area
- A stormwater swale with native planting
- Low retaining wall/seal walls
- New evergreen and deciduous trees
- Low maintenance, native landscape plants
- Half-street improvements
- Bike parking
- Drinking fountain
- Perimeter fencing

Plan Adoption Process

Since the City does not have a “Parks” or “Open Space” zone, except within downtown, the City employs the following two-step process to designate and develop publicly-owned parks.

Step 1—Master Plan Adoption. Master plan adoption, a legislative action requiring approval from City Council, is the process by which the City formally identifies a long range plan for a park. A master plan provides the conceptual framework for future development and investment and is the first step toward implementing the community’s vision for specific park improvements. Park development, which occurs in the second step, generally does not occur until the City has adopted a master plan.

Step 2—Master Plan Implementation. Master plan implementation generally occurs after master plan adoption and requires minor quasi-judicial review by the Planning Commission. Development plans submitted during this step must conform to the adopted master plan.

The requested action only relates to Step 1 of this two-step process, namely the adoption of the *Balfour Park Master Plan*. This master plan adoption process is to affirm the public’s future use of the site as a park and to guide future park funding, development, and investment.

In order to adopt the proposed master plan, the plan must conform to the City’s existing adopted policies and meet all relevant approval criteria contained in the Milwaukie Comprehensive Plan (MCP) and the Milwaukie Municipal Code (MMC).

The applicable MCP and MMC criteria are contained in the following sections and addressed below:

- MMC 19.902.3, including MCP Chapter 2 and Chapter 4
- MMC 19.902.4

Additionally, NCPRD must address the relevant aspects of the Metro Urban Growth Management Functional Plan and the relevant Statewide Planning Goals

CITY OF MILWAUKIE COMPREHENSIVE PLAN GOALS AND POLICIES

NCPRD is seeking adoption of the Balfour Park Master Plan as an ancillary document to the City of Milwaukie Comprehensive Plan (MCP). Per city staff, the applicable code criteria NCPRD must address for the text amendment and map amendment are MMC Chapter 19.902.3.B, and MMC 19.902.4. These are addressed below.

MMC 19.902.3 COMPREHENSIVE PLAN TEXT AMENDMENTS

Section 19.902.3 Comprehensive Plan Text Amendments

Changes to the text of the Milwaukie Comprehensive Plan shall be called Comprehensive Plan text amendments.

A. Review Process

Changes to the text of the Milwaukie Comprehensive Plan described in Subsection 19.902.2.A shall be evaluated through a Type V review per Section 19.1008

B. Changes to the Milwaukie Comprehensive Plan may be approved if the following criteria are met:

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

The applicable components relevant to address are:

Chapter 2, PLAN REVIEW AND AMENDMENT PROCESS

Milwaukie Comprehensive plan (MCP) Chapter 2 – Plan Review and Amendment Process. GOAL STATEMENT: Establish a Plan review and amendment process as a basis for land use decisions, provide for participation by citizens and affected governmental units, and ensure a factual base for decisions and actions. Objective 1, Policies 3-7 are applicable:

- *Objective 1 Policy 3 – Individuals, the Planning Commission, or the City Council may request plan amendments at any time separate from the normal Comprehensive Plan Amendment application process...***

Response: The City of Milwaukie and North Clackamas Parks and Recreation District are requesting this plan amendment under an intergovernmental agreement. The City and District have requested that the Planning Commission and City Council review this application and hold a public meeting to discuss the application as part of the review process.

- *Objective 1 Policy 4 – Submit copies of proposed Plan change to affected government units at the draft amendment stage and following final adoption of changes.***

Response: This step will be completed by the City as part of the review process.

- *Objective 1 Policy 5 – All proposed Comprehensive Plan text and map amendments will be considered at advertised public hearings before the Planning Commission and City Council***

Response: This step will be completed by the City as part of the review process.

- *Objective 1 Policy 6 – All proposed Comprehensive Plan text and map amendments will be processed per the procedures in the Zoning Ordinance.***

Response: This step will be completed by the City as part of the review process

- **Objective 1.7 – All Comprehensive Plan text and map amendments will be evaluated based on the approval criteria in the Zoning Ordinance for approval of Comprehensive Plan amendments:**

Response: This step will be completed by the City as part of the review process. The current designation on Comprehensive Plan Map 7 (Land Use) for Balfour Park is Low Density (LD) and needs to be changed to Public (P) to further designate this property as a future park and prepare the property for future Community Service Use (CSU) approvals that will be needed for future development. NCPRD and the City are applying for both the comprehensive plan text and map approvals at this time. The Balfour Park property is suitable for a neighborhood park and to be designated as Public. The property is in an area planned for a neighborhood park within the NCPRD Master Plan and is developable as a neighborhood park.

Chapter 4, RECREATIONAL NEEDS ELEMENT, Objective 1, 3, and 5:

Milwaukie Comprehensive plan (MCP) Chapter 4 – Recreational Needs Element.

GOAL STATEMENT: To provide for the recreational needs of present and future City residents by maximizing 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.

- **Objective 1 PARK CLASSIFICATIONS**

Response: Balfour Park is identified in the proposed Master Plan as a neighborhood park – A “Neighborhood Park typically serves one neighborhood (within ½ mile radius), is often located by a school, and provides short duration activities (field sports, play, leisure time, etc.). Minimum size is (typically) one acre. The standard is 1 acre of neighborhood park per 1,000 residents”. The plan is specifically consistent with this objective because Balfour Park is an existing public property, currently owned by the City of Milwaukie, is .80 acres, and the Master Plan provides for park elements that typically serve one neighborhood. Ardenwald and Water Tower Park are the two other neighborhood parks located within ½-mile of the proposed Balfour Park in the Ardenwald-Johnson Creek neighborhood. The neighbors, District, and City purposefully proposed park elements that are different from the two other developed parks within the neighborhood while planning for Balfour Park. The proposed elements of the park include a Nature Play area, small seating and picnic areas, landscaping, a flexible open lawn area for informal play and gatherings, a community garden with a perimeter fence and gate, and a looped concrete pathway. These are all elements that facilitate activities that will provide places for the neighborhood to gather, play, and relax.

- **Objective 3 INTERGOVERNMENTAL COOPERATION**

Response: The Balfour Park Master Plan meets the goal of Objective 3 through the partnership between NCPRD and the City of Milwaukie strengthened by the Intergovernmental Agreement with the City. The property was originally acquired in 2008 by the City of Milwaukie in partnership with Metro and funded by the Metro 2006 voter-approved bond measure. NCPRD is currently maintaining and managing the future park site through the intergovernmental agreement. This master plan was completed through funding provided by NCPRD and in partnership with the City of Milwaukie. Citizen involvement was instrumental in developing the Balfour Park Master Plan (the Plan). NCPRD and City staff worked with park neighbors and the neighborhood association and park users played a major role in developing the Plan. NCPRD organized two public meetings to obtain input and ideas for park improvements. The public meetings were devoted exclusively to this subject and were held on September 24 and November 3, 2014. Following each public meeting plans were posted to an online project website and advertised by both the City and NCPRD. The project was also discussed and shared with the Milwaukie Park and

Recreation Board and the NCPRD District Advisory Board. The District Advisory Board reviewed the Balfour Park Master Plan on January 15, 2015 and endorsed moving forward with this application. In addition to public meetings, neighbors, and park users were encouraged to voice their comments and concerns throughout the design process. Many comments were received via phone conversation, e-mail, and comment cards and incorporated into the plan whenever possible. The key goal of the planning process was to develop a plan that minimizes environmental and property impacts, provides for ease of maintenance and longevity, while providing a safe and enjoyable experience for the community. NCPRD and the City are committed to working together toward future implementation of the plan and partnership in managing the park.

- **Objective 5 NEIGHBORHOOD AND COMMUNITY PARKS**

Response: The City and NCPRD share the goal of developing a City-wide park and recreation system which meets the needs of neighborhoods, the City, and the District as a whole. As stated in Policy #1, Balfour Park is in a location that is convenient for residents of the neighborhood, and has access to Balfour Road, a public street.

As stated in Policy #2, the proposed Balfour Park Master Plan park elements are intended to serve the needs of residents of that neighborhood only and will not contain large, highly structured facilities which may attract users from outside the neighborhood. Additionally, it is the intention of neighbors and community members that attended the public meetings and submitted comments during the public process that the park not include a basketball court or park picnic shelter, which are located at other nearby neighborhood parks (Ardenwald Park and Water Tower Park), and which neighbors believed would draw people from areas other than the directly surrounding neighborhood.

The proposed plan is also consistent with Policy #4, as the Balfour Park Master Plan does not propose any major structured recreational facilities (including lighted baseball and soccer fields, pools, tennis courts, etc.), which would be more appropriate for a community park or special use facility.

The change is in conformance with applicable Statewide planning goals:

Response: The plan is consistent with the following applicable statewide planning goals:

Goal 1: Citizen Involvement. Citizen involvement was instrumental in developing the Balfour Park Master Plan (the Plan). Please see the response to Chapter 4, Recreational Needs Element, Objective 3, Intergovernmental Cooperation, above. NCPRD strives to develop plans that minimize environmental and property impacts and provide for ease of maintenance and longevity while providing a safe and enjoyable experience for the community.

Goal 2: Land Use Planning. See response to MCP Chapter 4 – Land Use, above.

Goal 5: Open Space, Scenic, and Historic Spaces, and Natural Resources. The proposed Balfour Park Master Plan will serve to conserve Balfour Park as open space and preserve and enhance it as a park. There are no identified riparian values on the site. The proposed plan strives to protect this site's wildlife habitat values through preserving significant habitat trees along the north edge of the park and along the park boundaries. Additionally, the plan includes planting additional native plants within the park.

Goal 8: Recreational Needs. See response to Chapter 4, Recreational Needs Element, Objective 1, 3, and 5 above.

The proposed enhancements outlined in the Plan will comply with all applicable regional, state and federal regulations prior to and during any construction activity. There are no floodplains, creeks, wetlands, or designated Habitat Conservation Areas identified within the park site. Any work performed will comply with all applicable City regulations in effect at the time of land use application.

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

Response: The Plan conforms to the Metro Growth Management Functional Plan, specifically, Title 12, Protection of Residential Neighborhoods, Access to Parks and Schools. The proposed Balfour Park will meet a level of service standard of ½-mile access for neighborhood residents. The park is accessible by walking, biking and transit. TriMet bus 75 stops .10 miles away from the proposed park, at SE 32nd Avenue & SE Harvey Street.

Title 3 (Water Quality and Flood Management) and Title 13 (Habitat Conservation Areas) don't apply to the Balfour Park site.

MMC 19.902.4 COMPREHENSIVE PLAN MAP AMENDMENTS

Changes to the maps of the Milwaukie Comprehensive Plan shall be called Comprehensive Plan map amendments.

A. Review Process

Changes to the maps of the Milwaukie Comprehensive Plan described in Subsection 19.902.2.C shall be evaluated through either a Type IV review per Section 19.1007, or Type V Review, per Section 19.1008...Generally, Comprehensive Plan map amendments that involved 5 or more properties or encompass more than 2 acres of land are legislative and nature and subject to Type V review. Comprehensive Plan map amendments that involve fewer properties and encompass a smaller area of land are quasi-judicial in nature and subject to Type IV review.

Response: The proposed changes to the Milwaukie Comprehensive Plan, Comprehensive Plan Map 7, to reclassify Balfour Park from Low Density (LD) to Public (P) falls under a Type IV review because the amendment only involves one property containing two tax lots and is only 0.80 acres of land.

B. Changes to the maps of the Milwaukie Comprehensive Plan shall be evaluated against the approval criteria in Subsection 19.902.3.B...

Response: The plan conforms to the approval criteria in Subsection 19.902.3B, as outlined in the application responses above.



CITY OF MILWAUKIE & NORTH CLACKAMAS PARKS AND RECREATION DISTRICT

BALFOUR PARK MASTER PLAN

FINAL REPORT 04.20.2015

lango.hansen



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ACKNOWLEDGEMENTS

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CITY OF MILWAUKIE

Steve Butler, Community Development Director
Jason Rice, Engineering Director

SPECIAL THANKS TO:

Residents of NCPRD and the City of Milwaukie who
contributed to this master planning process.

For more Information, contact:
NCPRD
150 Beavercreek Road, 4th Floor
Oregon City, OR 97045
503-742-4348
www.ncprd.com

INTRODUCTION

INTRODUCTION

This master plan was developed in partnership between the City of Milwaukie and North Clackamas Parks and Recreation District (NCPRD). Balfour Park is a 0.8-acre, undeveloped neighborhood park site located in the Ardenwald - Johnson Creek neighborhood at 3103 S.E. Balfour St. in Milwaukie, Oregon. The City of Milwaukie purchased the land in 2008 with funds from Metro's voter-approved 2006 natural areas bond measure. The site's existing steep topography and mature canopy trees provide a unique opportunity for recreation on a site very special to the neighborhood.

MISSION STATEMENT

Protect the existing character of the site while accommodating the neighborhood needs for an interesting and engaging place for flexible active and passive recreation. Through design, promote a sense of ownership by neighbors.

SCOPE OF PROJECT

The Balfour Park property offers the potential for a much needed place for neighbors to come together and enjoy both active and passive recreation. The master plan for the park addresses the functional needs of the park site such as circulation and Right-of-Way improvements, and provides a framework for reshaping the site so that it can meet the neighborhood's recreation needs. An open and interactive approach to the master planning process engaged City and District staff as well as neighbors and community members to create a lasting plan to guide future implementation of the park.

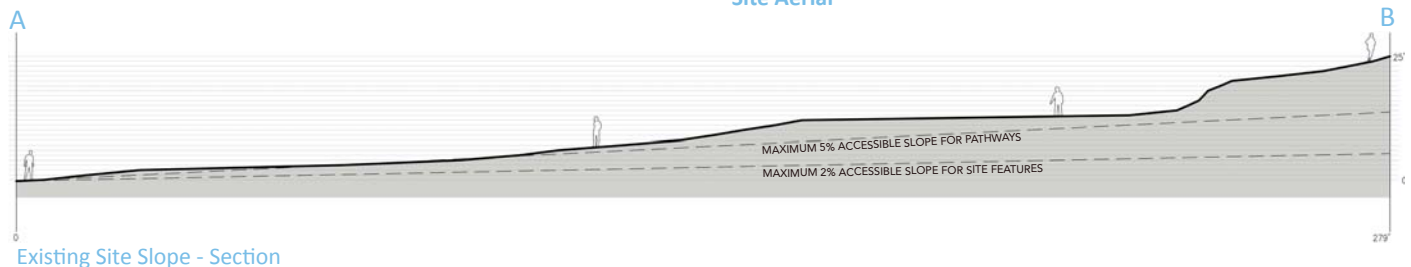
The Master Plan for the park includes active recreational use areas, passive use areas, storm water treatment, signage, landscaping, accessible pathways and site features including benches and picnic tables, an accessible play area, a possible community garden space, fencing and maintenance vehicle access.



Context Aerial



Site Aerial



Existing Site Slope - Section

SITE DESCRIPTION

PARK CLASSIFICATION

NCPRD defines a neighborhood park with the following:

- Serves as the recreational and social space of the neighborhood
- May provide opportunities for natural areas, informal activities, and passive recreation
- Typically includes playgrounds, picnic areas, natural areas, trails, open grass areas for passive use, outdoor basketball courts, and/or multi-use sports fields
- On-site parking and restrooms are not typically provided
- Typically serve an area of an approximately 1/2 to 1-mile radius
- Typically vary in size from 1/2 to 5 acres
- Examples of neighborhood parks are Water Tower Park and Ardenwald Park

NCPRD and the City of Milwaukie strive to use native plants whenever possible and provide long-lasting and easy to maintain site furnishings within parks.

MASTER PLANNING : SITE ASSESSMENT

The first step in the Master Planning process was to gather information related to the existing conditions of the site and City Code requirements. Using GIS information, a site analysis aerial was compiled for use throughout the master planning process. Site visits were conducted to gather information about existing site features including fencing and tree species. Interviews with City and District staff to understand site specific issues were performed. KPFF Civil Engineers provided resources related to storm water treatment requirements.

Information gathered during the initial phase was compiled into a single site analysis drawing along with existing site photos to illustrate the existing conditions and opportunities and constraints. The site analysis drawing and site photos were shared with City and District Staff for comments prior to the initial public meeting.

MASTER PLANNING : SITE ANALYSIS

The existing site is bordered by single family residences on the north, east and west sides. The south edge of the site is adjacent to the SE Bowman Street Right-of-Way. Existing fences line the majority of the park property. The northwest corner of the site is not fenced. Several large significant trees exist on the site included in a tree inventory completed as part of this project, as well as many smaller shrubs and fruit trees. The site slopes about 24' from the northeast corner down to the southwest corner. Because of the steepness of the site, several trees located in the middle of the site may need to be removed to accommodate site grading that is necessary to make the site usable and accessible. NCPRD will prioritize protection of the most significant trees. An official site survey documenting the location and species of all trees will be conducted once the District has funding for construction and moves toward development. Additionally it is recommended that an arborist be consulted to verify the health of existing trees and future maintenance requirements.

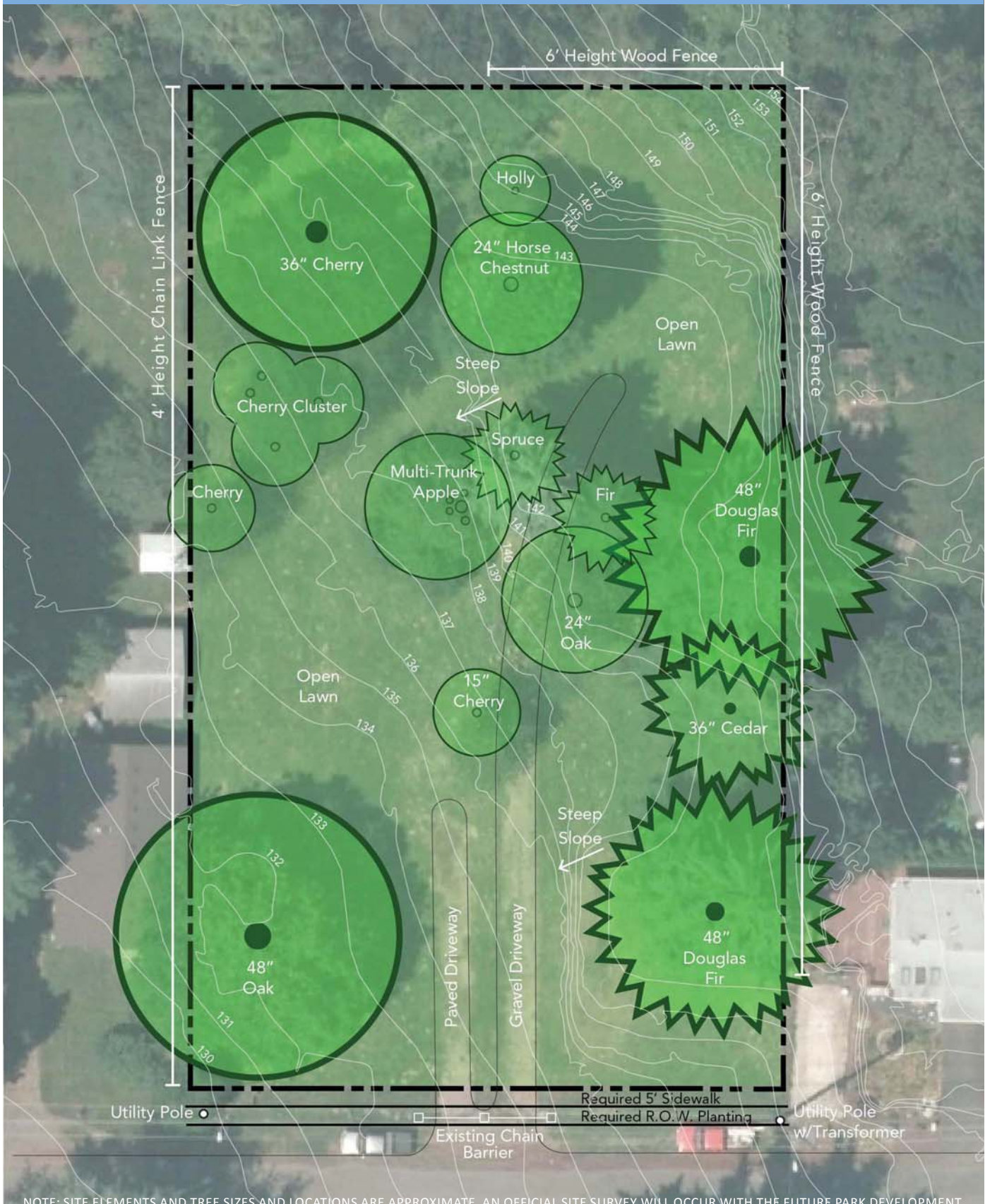
HISTORY : EARLY NEIGHBORHOOD INVOLVEMENT

As part of the site analysis, we reviewed the previous master plan concept that was developed by the Neighborhood Association in 2011. The Ardenwald - Johnson Creek Neighborhood Association is very interested in and committed to the future development of this park site. To promote awareness of the park property, over the past several years, they have been holding native plant sales and other events to raise money to support the future development of the park. The neighborhood association used funds they had raised to commission a design for the park from Mayer/Reed Landscape Architects. This preliminary design was a compilation of site elements neighbors were interested in seeing within the park. It was meant to show a range of possibilities for site elements and express the feel of the park the neighbors were interested in. To attain neighbor interest, the Neighborhood Association held a survey and questioned neighbors at a movie night at nearby Ardenwald Park and at the Milwaukie Farmers Market. This early concept plan was not a part of the City or District's official public process.

As part of this master planning process, the neighborhood's early concept plan developed by

BALFOUR PARK MASTER PLAN

EXISTING CONDITIONS & OPPORTUNITIES AND CONSTRAINTS



SITE DESCRIPTION, CONT.

Mayer/Reed was adjusted to fit the actual site dimensions, and amended to show the existing site contours received from GIS data. The early design concept was then redrawn with the new site context data to show how the site dimensions and contours affected the initial proposed concept.

To ensure the park design relates to the existing site conditions and appeals to a wide variety of users, three initial design options were developed to include a wide array of site elements that might typically be found within a neighborhood park in Milwaukee.



Early Concept Plan - Commissioned in 2011 by Neighborhood Association

MAINTENANCE CONSIDERATIONS

Throughout the design process, NCPRD maintenance staff were consulted so that the park would be designed to facilitate maintenance requirements. In addition to a pathway for maintenance vehicle access, the location of site furnishings and types of plant material were coordinated with maintenance staff.

PUBLIC PROCESS

PUBLIC PROCESS

As part of this master planning process, two public meetings were held to discuss design options and gather neighbor feedback. At the first public meeting, the site analysis and existing conditions materials were presented along with three initial master plan concepts. Meeting attendees were asked to actively participate in the group discussion and a breakout session with consultants and staff. After the first public meeting, comments were compiled and discussed with the City and NCPRD and incorporated in the design process. A final draft master plan concept was presented at the second public meeting.

NEIGHBORHOOD FEEDBACK

In general, the neighbors like the natural feel of the existing park site and want to protect as many of the existing mature trees as possible. Native planting is important to them, and there is a desire for edible plants if possible. The neighbors also expressed an interest in community gardens, an open flexible lawn, contemplative areas, areas for all ages of children to play, a unique nature play area with places for climbing, and places for sitting such as picnic tables and benches. There was also an interest in a drinking fountain located near the sidewalk. There was consensus for keeping a smaller looped pathway similar to the pathway in Option 1, located farther to the south. The neighbors also had a preference for locating the play area on the north side of the site in order to incorporate the slope with the open lawn in the center.

There was also a general consensus that structured active recreation such as a half basketball court was not desired.

MASTER PLAN CONCEPT

MASTER PLANNING : CONCEPT DEVELOPMENT

The City will require half-street development standards as part of the future site development. NCPRD and the City have a number of park and site development standards that must be included in all concept plan development; therefore, all three of the initial concept plans included the following: a curb cut to allow maintenance vehicles to access the site, a removable bollard to prevent unauthorized vehicles from entering the site, three bike racks, an entry sign, and low perimeter screening shrub planting to delineate and soften the park boundary while maintaining views into the park from the street frontage.

Design of the park master plan incorporates principles from Crime Prevention Through Environmental Design (CPTED) which includes keeping planting low to allow views into and through the park, keeping evergreen trees limbed up to prevent hiding spots, and maintaining clear entrances.

DEVELOPMENT PROPOSAL / ELEMENTS

The final master plan site improvements include:

- A nature play area with built-in slide and rock climbing slope
- A seating area with bench and picnic table near the play area
- A small ornamental planting area next to the play area with potential for educational signage and/or edible native plants
- A flexible open lawn area for informal play and gatherings
- A small flexible community garden area with a perimeter fence and gate
- A looped concrete pathway, wide enough to accommodate maintenance access to the play area
- A small paved area with a picnic table adjacent to the lawn
- A stormwater swale with native planting
- Low retaining/seat walls to hold the grade and provide seating opportunities
- New evergreen and deciduous trees
- Low-maintenance, native landscape plants
- Half-Street improvements
- Bike parking
- Drinking fountain
- Perimeter fencing

The design for the community garden, planting, and play area are general in nature and intended to be refined further with specific elements and locations once the District has funding for the park and moves toward development. Development of the community garden area will be based on neighborhood demand and the commitment by a group to assume management and maintenance responsibilities.

SUMMARY

NCPRD will make improvements to the park when funding for the whole park is available. This plan will make it possible for NCPRD to apply for grants and solicit partnerships to help complete improvements. Initial cost estimates were developed and provided to NCPRD to provide an initial estimate for future budgeting and planning purposes. The cost estimates and project elements are subject to change due to further refinements that may occur as the final park design is completed.

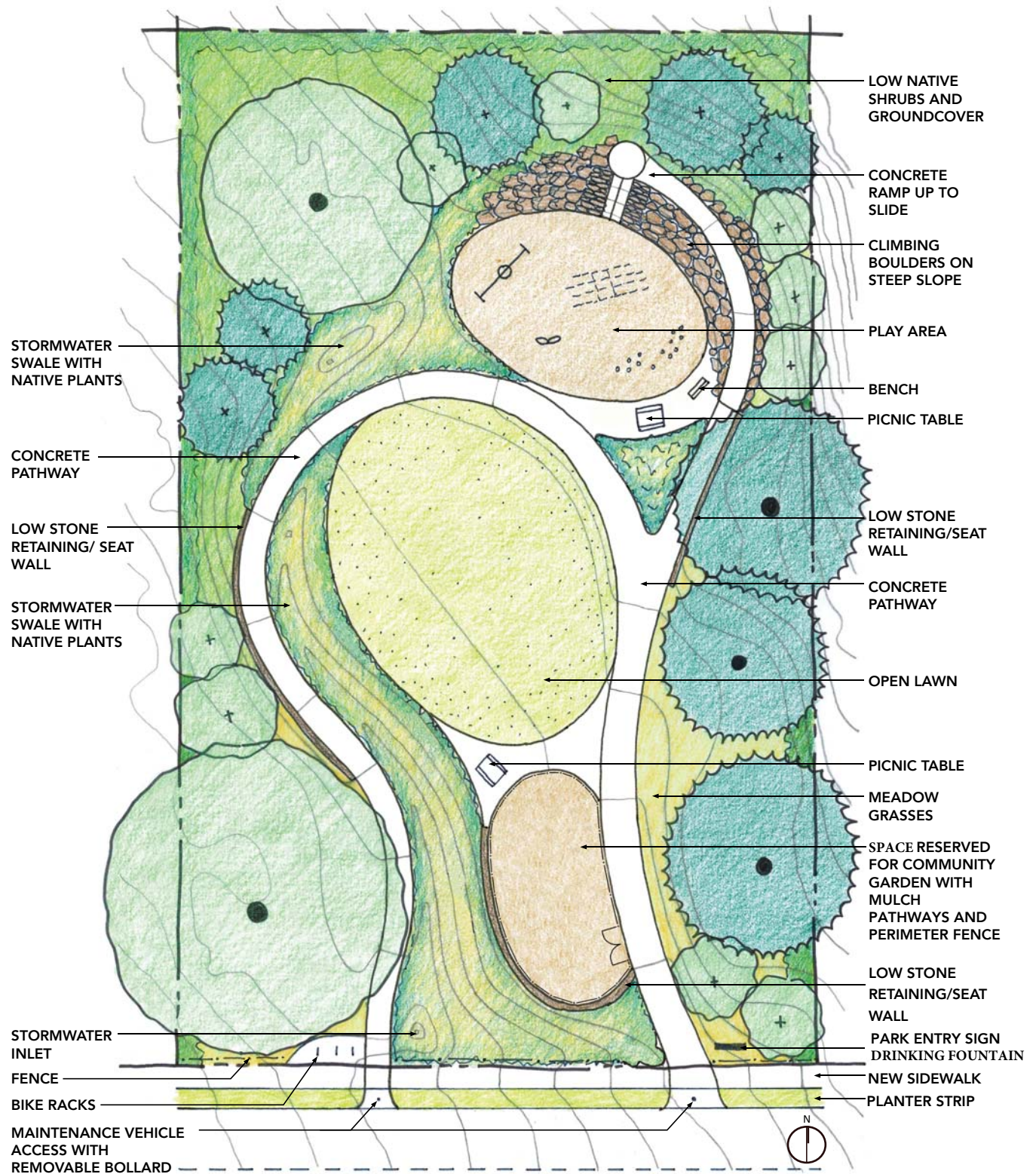
This plan is conceptual in nature. Final decisions regarding dimensions, materials and precise locations of improvements will be determined per all applicable regulatory requirements and as funding is available.

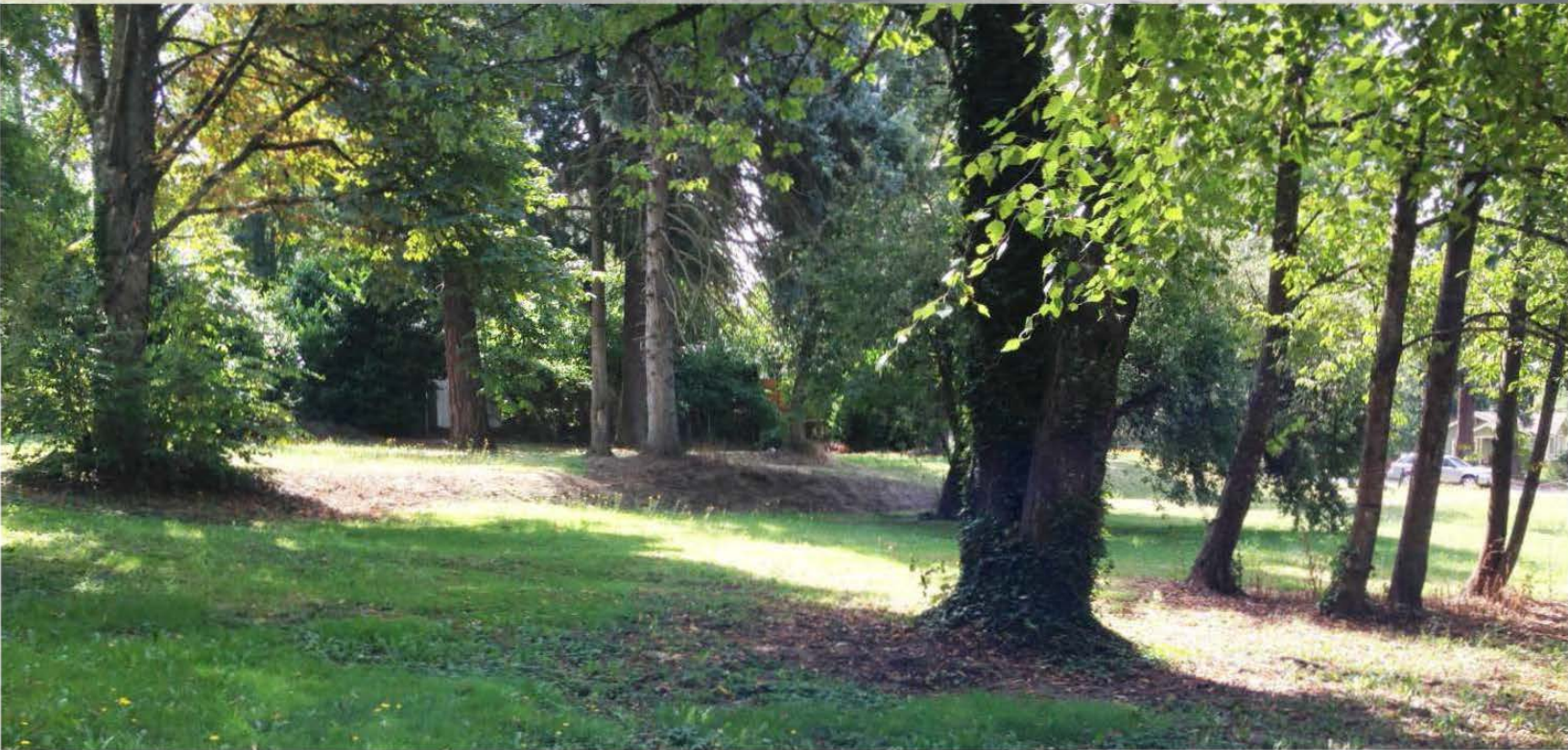
NCPRD will coordinate improvements with the City of Milwaukie and will follow necessary land use processes to ensure elements are consistent with all City policies and codes.

BALFOUR PARK MASTER PLAN

REFINED CONCEPT

APRIL 20, 2015





CITY OF MILWAUKIE

Application for the Adoption of the Bowman - Brae Park Master Plan as an Ancillary Document to the City of Milwaukie Comprehensive Plan

Date: May 12, 2015

Applicant: North Clackamas Parks and Recreation District
150 Beaver Creek Road
Oregon City, Oregon 97045

Contact: Katie Dunham
503-742-4358
kdunham@clackamas.us

Property Owner: City of Milwaukie

Property Address: Bowman - Brae Park
No Situs
Milwaukie, Oregon 97222

MAP & Tax lot #s: Township 2 South, Range 2 East, Section 6BC, Tax Lot 3100
Latitude 45° 25' 40.2982" N, Longitude 122° 37' 7.7759"
W

**Comprehensive
Plan Designation:** Low Density (LD)

Zoning Designation: R-7

Property Size: 0.69 acres

Request: Adoption of the Bowman and Brae Park Master Plan as an ancillary document to
the City of Milwaukie Comprehensive Plan

INTRODUCTION

Action Requested

Adoption of the Bowman-Brae Park Master Plan as an ancillary document to the City of Milwaukie Comprehensive Plan.

Background and Site Description

Bowman-Brae Park is a .69 acre undeveloped neighborhood park site located in the Lake Road neighborhood at the intersection of SE Bowman Street and SE Brae Street in Milwaukie. The City of Milwaukie purchased the land in 2011 with assistance from Metro's voter-approved 2006 natural areas bond measure. The property is managed by the North Clackamas Parks and Recreation District (NCPRD) in accordance with an intergovernmental agreement with the City as an undeveloped open space. The site's existing open nature and level topography, along with its location within the community provides an opportunity for flexible recreation on a site very special to the neighborhood.

Public Involvement and Planning Process

The site is an opportunity to create a neighborhood park for the residents of the area. Through a public process, NCPRD built consensus among interested parties around a common vision for the park. NCPRD and the City hosted two meetings during the fall of 2014 to discuss the park site and develop a park master plan. The public meetings were devoted exclusively to this subject and were held on September 29 and November 6, 2014. At the first public meeting site analysis and existing conditions materials were presented along with three initial master plan concepts. Meeting attendees were asked to actively participate in the group discussion and a breakout session with consultants and staff. After the first public meeting and throughout the project NCPRD and the City placed information on their websites for review and comment. Comments and suggestions were compiled, discussed, and incorporated into the design process. A final draft master plan was presented at the second public meeting. Interested citizens had the opportunity to provide additional input and the general consensus was positive. The project was also discussed numerous times with the Milwaukie Park and Recreation Board and the North Clackamas Park District Advisory Board. The public process is further described in the response to Chapter 4, Recreational Needs Element, Objective 3, within this document.

Proposal

The key goal of the master planning process for the Bowman-Brae Park was to develop a plan that accommodates the neighborhood needs for an interesting and engaging place for flexible active and passive recreation and provides for ease of maintenance and longevity, while providing a safe and enjoyable experience for the community. Based on field observations, site analysis, background data collection, and input from NCPRD, the City of Milwaukie, community groups, and the public at-large, the master plan was developed and refined to achieve this goal. Elements of the plan are listed below. Additional details about proposed improvements are included in the attached master plan document submitted as part of this application.

Bowman-Brae Park Master Plan Elements:

- An accessible play area
- A small picnic shelter
- A meandering concrete pathway
- A multi-use trail connection
- Designated park entrances

- Bike parking
- Picnic tables and benches
- Perimeter fencing
- Evergreen and deciduous trees and native ornamental shrub planting
- A small stormwater detention area
- An area for a possible season toilet

Plan Adoption Process

Since the City does not have a “Parks” or “Open Space” zone, except within downtown, the City employs the following two-step process to designate and develop publicly-owned parks.

Step 1—Master Plan Adoption. Master plan adoption, a legislative action requiring approval from City Council, is the process by which the City formally identifies a long range plan for a park. A master plan provides the conceptual framework for future development and investment and is the first step toward implementing the community’s vision for specific park improvements. Park development, which occurs in the second step, generally does not occur until the City has adopted a master plan.

Step 2—Master Plan Implementation. Master plan implementation generally occurs after master plan adoption and requires minor quasi-judicial review by the Planning Commission. Development plans submitted during this step must conform to the adopted master plan.

The requested action only relates to Step 1 of this two-step process, namely the adoption of the *Bowman-Brae Park Master Plan*. This master plan adoption process is to affirm the public’s future use of the site as a park and to guide future park funding, development, and investment.

In order to adopt the proposed master plan, the plan must conform to the City’s existing adopted policies and meets all relevant approval criteria contained in the Milwaukie Comprehensive Plan (MCP) and the Milwaukie Municipal Code (MMC).

The applicable MCP and MMC criteria are contained in the following sections and addressed below:

- MMC 19.902.3, including MCP Chapter 2 and Chapter 4
- MMC 19.902.4

Additionally, NCPRD must address the relevant aspects of the Metro Urban Growth Management Functional Plan and the relevant Statewide Planning Goals

CITY OF MILWAUKIE COMPREHENSIVE PLAN GOALS AND POLICIES

NCPRD is seeking adoption of the Bowman-Brae Park Master Plan (the Plan) as an ancillary document to the City of Milwaukie Comprehensive Plan (MCP). Per city staff, the applicable code criteria NCPRD must address for the text amendment and map amendment are MMC Chapter 19.902.3.B, and MMC 19.902.4. These are addressed below.

MMC 19.902.3 COMPREHENSIVE PLAN TEXT AMENDMENTS

Section 19.902.3 Comprehensive Plan Text Amendments

Changes to the text of the Milwaukie Comprehensive Plan shall be called Comprehensive Plan text amendments.

A. Review Process

Changes to the text of the Milwaukie Comprehensive Plan described in Subsection 19.902.2.A shall be evaluated through a Type V review per Section 19.1008

B. Changes to the Milwaukie Comprehensive Plan may be approved if the following criteria are met:

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

The applicable components relevant to address are:

Chapter 2, PLAN REVIEW AND AMENDMENT PROCESS

Milwaukie Comprehensive plan (MCP) Chapter 2 – Plan Review and Amendment Process. GOAL STATEMENT: Establish a Plan review and amendment process as a basis for land use decisions, provide for participation by citizens and affected governmental units, and ensure a factual base for decisions and actions. Objective 1, Policies 3-7 are applicable:

- *Objective 1 Policy 3 – Individuals, the Planning Commission, or the City Council may request plan amendments at any time separate from the normal Comprehensive Plan Amendment application process...***

Response: The City of Milwaukie and NCPRD are requesting this plan amendment under an intergovernmental agreement. The City and District have requested that the Planning Commission and City Council review this application and hold a public meeting to discuss the application as part of the review process.

- *Objective 1 Policy 4 – Submit copies of proposed Plan change to affected government units at the draft amendment stage and following final adoption of changes.***

Response: This step will be completed by the City as part of the review process.

- *Objective 1 Policy 5 – All proposed Comprehensive Plan text and map amendments will be considered at advertised public hearings before the Planning Commission and City Council***

Response: This step will be completed by the City as part of the review process.

- *Objective 1 Policy 6 – All proposed Comprehensive Plan text and map amendments will be processed per the procedures in the Zoning Ordinance.***

Response: This step will be completed by the City as part of the review process

- **Objective 1.7 – All Comprehensive Plan text and map amendments will be evaluated based on the approval criteria in the Zoning Ordinance for approval of Comprehensive Plan amendments:**

Response: This step will be completed by the City as part of the review process. The current designation on Comprehensive Plan Map 7 (Land Use) for Bowman-Brae Park is Low Density (LD) residential and needs to be changed to Public (P) to further designate this property as a future park and prepare the property for future Community Service Use (CSU) approvals that will be needed for future development. NCPRD and the City are applying for both the comprehensive plan text and map approvals at this time. The Bowman-Brae Park property is suitable for a neighborhood park and to be designated as Public. The property is in an area planned for a neighborhood park within the NCPRD Master Plan and is developable as a neighborhood park.

Chapter 4, RECREATIONAL NEEDS ELEMENT, Objective 1, 3, and 5:

Milwaukie Comprehensive plan (MCP) Chapter 4 – Recreational Needs Element.

GOAL STATEMENT: To provide for the recreational needs of present and future City residents by maximizing 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.

- **Objective 1 PARK CLASSIFICATIONS**

Response: Bowman-Brae Park is identified in the proposed Master Plan as a neighborhood park – A *“Neighborhood Park typically serves one neighborhood (within ½ mile radius), is often located by a school, and provides short duration activities (field sports, play, leisure time, etc.). Minimum size is (typically) one acre. The standard is 1 acre of neighborhood park per 1,000 residents”*. The plan is specifically consistent with this objective because Bowman-Brae Park is an existing public property, currently owned by the City of Milwaukie, is .69 acres, and the Master Plan provides for park elements that typically serve one neighborhood. There are currently no other neighborhood parks located within ½-mile of the proposed Bowman-Brae Park in the Lake Road neighborhood. The closest neighborhood park is Homewood Park, .85 miles away. However, North Clackamas Park, a community park, is located 1/3-mile east of the proposed park. The neighbors, District, and City purposefully proposed park elements that are appropriate for a small neighborhood park while planning for Bowman-Brae Park. The proposed elements of the park include an accessible play area, picnic tables and benches, a meandering concrete pathway, A multi-use trail connection, three designated park entrances, bike parking, a small picnic shelter, perimeter fencing and plantings, evergreen and deciduous trees and native shrub planting, a small stormwater detention area, and an area for a possible seasonal toilet. These are all elements that facilitate activities that will provide places for the neighborhood to gather, play, and relax.

- **Objective 3 INTERGOVERNMENTAL COOPERATION**

Response: The Plan meets the goal of Objective 3 through the partnership between NCPRD and the City of Milwaukie strengthened by the Intergovernmental Agreement with the City. The property was originally acquired in 2011 by the City of Milwaukie in partnership with Metro and funded by the Metro 2006 voter-approved bond measure. NCPRD is currently maintaining and managing the future park site as an open space through the intergovernmental agreement. This master plan was completed through funding provided by NCPRD and in partnership with the City of Milwaukie. Citizen involvement was instrumental in developing the Plan. NCPRD and City staff worked with park neighbors and the Lake Road Neighborhood Association and park users played a major role in developing the Bowman-Brae Park Master Plan. NCPRD organized two public meetings, on September 29 and November 6, 2014, to

obtain input and ideas for park improvements. Following each public meeting plans were posted to an online project website and advertised by both the City and NCPRD. The project was also discussed and shared with the Milwaukie Park and Recreation Board and the NCPRD Advisory Board. The District Advisory Board reviewed the Bowman-Brae Park Master Plan on January 15, 2015 and endorsed moving forward with this application. NCPRD staff also attended a Lake Road Neighborhood Association meeting to gather additional information and feedback. In addition to public meetings, neighbors and park users were encouraged to voice their comments and concerns throughout the design process. Many comments were received via phone conversation, e-mail, and comment cards and incorporated into the plan whenever possible. The key goal of the planning process was to develop a plan that minimizes environmental and property impacts, provides for ease of maintenance and longevity, while providing a safe and enjoyable experience for the community. NCPRD and the City are committed to working together toward future implementation of the plan and partnership in managing the park.

- **Objective 5 NEIGHBORHOOD AND COMMUNITY PARKS**

Response: The City and NCPRD share the goal of developing a City-wide park and recreation system which meets the needs of neighborhoods, the City, and the District as a whole. As stated in Policy #1, Bowman-Brae Park is in a location that is convenient for residents of the neighborhood, and has access points at SE Bowman Street and SE Brae Streets, both public streets. Additionally, there is the opportunity to develop a multi-use trail through the park in the future that will connect to SE Where Else Lane.

As stated in Policy #2, the proposed park elements are intended to serve the needs of residents of that neighborhood only and will not contain large, highly structured facilities which may attract users from outside the neighborhood. Additionally, it is the intention of neighbors and community members that attended the public meetings and submitted comments during the public process that a basketball court or skatepark not be included in the park. The neighbors also preferred a small playground and picnic shelter, appropriately sized to the small park and located away from residential homes.

The proposed plan is also consistent with Policy #4, as the Bowman-Brae Park Master Plan does not propose any major structured recreational facilities (including lighted baseball and soccer fields, pools, tennis courts, etc.), which would be more appropriate for a community park or special use facility.

The change is in conformance with applicable Statewide planning goals:

Response: The plan is consistent with the following applicable statewide planning goals:

Goal 1: Citizen Involvement. Citizen involvement was instrumental in developing the Bowman-Brae Park Master Plan (the Plan). Please see the response to Chapter 4, Recreational Needs Element, Objective 3, Intergovernmental Cooperation, above. NCPRD strives to develop plans that minimize environmental and property impacts and provide for ease of maintenance and longevity while providing a safe and enjoyable experience for the community.

Goal 2: Land Use Planning. See response to MCP Chapter 4 – Land Use, above.

Goal 5: Open Space, Scenic, and Historic Spaces, and Natural Resources. The proposed Plan will serve to conserve Bowman-Brae Park as community open space and preserve and enhance it as a park. There

are no identified riparian values on the site. The proposed plan strives to protect this site's wildlife habitat values through preserving a significant existing cedar tree along the southern edge of the park. Additionally, the plan includes planting additional native plants and trees within the park.

Goal 8: Recreational Needs. See response to Chapter 4, Recreational Needs Element, Objective 1, 3, and 5 above.

The proposed enhancements outlined in the Plan will comply with all applicable regional, state and federal regulations prior to and during any construction activity. There are no floodplains, creeks, wetlands, or designated Habitat Conservation Areas identified within the park site. Any work performed will comply with all applicable City regulations in effect at the time of land use application.

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

Response: The Plan conforms to the Metro Growth Management Functional Plan, specifically, Title 12, Protection of Residential Neighborhoods, Access to Parks and Schools. The proposed Bowman-Brae Park will meet a level of service standard of ½-mile access for neighborhood residents. The park is accessible by walking, biking and transit. TriMet bus 29 stops ½-mile away from the proposed park, at SE Lake Road & SE Freeman Road.

Title 3 (Water Quality and Flood Management) and Title 13 (Habitat Conservation Areas) don't apply to the Bowman-Brae Park site.

MMC 19.902.4 COMPREHENSIVE PLAN MAP AMENDMENTS

Changes to the maps of the Milwaukie Comprehensive Plan shall be called Comprehensive Plan map amendments.

A. Review Process

Changes to the maps of the Milwaukie Comprehensive Plan described in Subsection 19.902.2.C shall be evaluated through either a Type IV review per Section 19.1007, or Type V Review, per Section 19.1008...Generally, Comprehensive Plan map amendments that involved 5 or more properties or encompass more than 2 acres of land are legislative and nature and subject to Type V review. Comprehensive Plan map amendments that involve fewer properties and encompass a smaller area of land are quasi-judicial in nature and subject to Type IV review.

Response: The proposed changes to the Milwaukie Comprehensive Plan, Comprehensive Plan Map 7, to reclassify Bowman-Brae Park from Low Density (LD) to Public (P) falls under a Type IV review because the proposed amendment only involves one property that is only 0.69 acres of land.

B. Changes to the maps of the Milwaukie Comprehensive Plan shall be evaluated against the approval criteria in Subsection 19.902.3.B...

Response: The plan conforms to the approval criteria in Subsection 19.902.3B, as outlined in the application responses above.



CITY OF MILWAUKIE & NORTH CLACKAMAS PARKS AND RECREATION DISTRICT

BOWMAN-BRAE PARK MASTER PLAN

FINAL REPORT 4.20.2015

lango . hansen



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ACKNOWLEDGEMENTS

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SPECIAL THANKS TO:

Residents of NCPRD and the City of Milwaukie who
contributed to this master planning process.

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INTRODUCTION

INTRODUCTION

This master plan document for Bowman-Brae Park was developed in partnership between the City of Milwaukie and North Clackamas Parks and Recreation District (NCPRD). Bowman-Brae Park is a 0.69-acre undeveloped neighborhood park located at the intersection of SE Bowman Street and SE Brae Street in Milwaukie, OR. The City purchased the land in 2011 with assistance from Metro's voter-approved 2006 natural areas bond measure. Currently the undeveloped park site is maintained by NCPRD through an intergovernmental agreement with the City as an undeveloped open space. The open nature of the site and its location provide an exciting opportunity to meet the neighborhoods needs for flexible recreation.

MISSION STATEMENT

Create an attractive neighborhood park that offers a variety of outdoor recreation opportunities for everyone living in the neighborhood.

SCOPE OF PROJECT

Bowman-Brae Park is a well-used property within the Lake Road Neighborhood that offers a much needed place for neighbors to come together and enjoy both active and passive recreation. The master plan for the park addresses the functional needs of the park site such as circulation and Right-of-Way improvements, and provides a framework for organizing the site so that it can meet the neighborhood's recreation needs. An open and interactive approach to the master planning process engaged neighbors, community members, City and NCPRD staff as well as the opportunity to create a lasting plan to guide future implementation by the City and District.

The Master Plan for the park includes open lawn, a small picnic shelter, storm water treatment, signage, landscaping, accessible pathways and site features including benches and picnic tables, an accessible play area, fencing and maintenance vehicle access.



Context Aerial

SITE DESCRIPTION

PARK CLASSIFICATION

NCPRD defines a neighborhood park with the following:

- Serves as the recreational and social space of the neighborhood
- May provide opportunities for natural areas, informal activities, and passive recreation
- Typically includes playgrounds, picnic areas, natural areas, trails, open grass areas for passive use, outdoor basketball courts, and/or multi-use sports fields
- On-site parking and restrooms are not typically provided
- Typically serve an area of an approximately 1/2 to 1-mile radius
- Typically vary in size from 1/2 to 5 acres
- Examples of neighborhood parks are Homewood Park and Ardenwald Park

NCPRD and the City of Milwaukie strive to use native plants whenever possible and provide long-lasting and easy to maintain site furnishings within neighborhood parks.

SITE ASSESSMENT

The first step in the Master Planning process was to gather information related to the existing conditions of the site and City Code requirements. Using GIS information, a site analysis aerial was compiled for use throughout the master planning process. Site visits were conducted to gather information about existing site features including fencing and tree species. LHHA performed interviews with City and NCPRD staff to understand specific site issues. KPFF Civil Engineers provided resources related to storm water treatment requirements.

Information gathered during the initial phase was compiled into a site analysis drawing along with existing site photos to illustrate the existing conditions and opportunities and constraints. The site analysis drawing and site photos were shared with City and District Staff for comments prior to the initial public meeting.

SITE ANALYSIS

The site is currently vacant and being used actively by the neighbors for picnics, informal sports and dog walking. The site slopes minimally from the northeast corner to the southwest corner of the site. The southeast edge of the site is bordered by approximately 170 feet of the SE Bowman St public right-of-way. The remaining 50' of the southwest edge of the site is bordered by an Oak Lodge Water District property, which contains a pump house that is no longer being used by the Water District.

The east edge of the park is bordered by 124' of private roadway, the north edge of the park is 237 feet long and bordered by two private single family residences with existing privacy fencing. The west edge of the park is bordered by a 13' wide swath of privately owned land. The Where Else Lane right-of-way ends at the west edge of the privately owned land. There is currently no publicly-owned connection to the park's west side, but it is being used by neighbors as a park entrance at this time.

The park has a variety of perimeter fencing ranging from weathered wood picket fencing on the south side along SE Bowman Street to wood post and cable fencing along the east and west boundaries. One mature cedar is located on the south edge of the site. It will be protected. A previous development application for three single-family homes had been strongly opposed by neighbors because it would have required removal of this tree.

MAINTENANCE CONSIDERATIONS

Throughout the design process, District maintenance staff were consulted so that the park would be designed with maintenance in mind. In addition to a pathway for maintenance vehicle access to the play area, the location of future site furnishings, features and types of plant material were coordinated with maintenance staff.

SITE ANALYSIS



PUBLIC PROCESS

Two public meetings were held to discuss design options and gather neighbor feedback. At the first public meeting, the site analysis and existing conditions materials were presented along with three initial master plan concepts. Meeting attendees were asked to actively participate in the group discussion, a breakout session with consultants and staff, review materials, and place their comments on notes directly on the plans. Public comments from the first meeting were incorporated into a final master plan concept that was presented at the second public meeting.

NEIGHBORHOOD FEEDBACK

Comments from the first public meeting significantly influenced the design of the final master plan. From the public meetings we heard that in general, the neighbors want to keep the feel of the park simple, without a lot of programmed elements. Protecting the existing cedar is important to them, and they like the size and feel of the existing open lawn area, but would like to see perimeter planting as a buffer between the park and adjacent residences. The neighbors want to keep the multi-use trail connection as minimal as possible so as to preserve as much of the site for park use.

At the final master plan community meeting, neighbors expressed interest in keeping the open lawn area as large as possible, locating a small play area on the south edge of the site near SE Bowman St., including a small shelter for gatherings, creating opportunities for relaxation, and including a meandering walking pathway that was not too close to the residences on the north edge of the park. The neighbors also want to deter parking along SE Bowman Street and along the private road for park use by including signage, and include perimeter fencing to delineate the park boundary on all sides. The final master plan incorporates neighbor feedback from the first public meeting. The final draft master plan was presented to the neighbors at a second public meeting, and an overall consensus in favor of the plan was reached.

MASTER PLANNING : CONCEPT DEVELOPMENT

The City will require right-of-way improvements which include a new concrete sidewalk, a planter strip, and new curb along the publicly owned portion of SE Bowman Street right-of-way as part of the future site development. The City will also require the ability to construct a future multi-use trail connection from SE Bowman Street to SE Where Else Lane. The multi-use trail is not currently shown connecting to Where Else Lane because the adjacent property is privately owned, but ultimately a future connection is planned to provide improved cross-circulation through the neighborhood.

NCPRD will require a curb cut at the main park entrance which is located at the corner of SE Bowman and SE Brae Streets to allow park maintenance vehicles to access the site. A removable bollard will be installed to prevent unauthorized vehicles from entering the site. In addition to these requirements, design options included three bike racks, a paved area to accommodate a temporary/seasonal portable restroom, a waste receptacle, and an entry sign at the main park entrance adjacent to the SE Bowman and SE Brae intersection. All design options include low screening shrub planting at the north park boundary to delineate and soften the park boundary.

Design of the park master plan incorporates principles from Crime Prevention Through Environmental Design (CPTED) which includes keeping planting low to allow views into and throughout the park, keeping evergreen trees limbed up to prevent hiding spots, and maintaining clear entrances. Planting shown on all options takes this need for site visibility into account. Trees shown will be limbed up as they become established. Evergreen trees shown are spaced 20' apart at a minimum. Any shrub and groundcover planting would be low, not higher than 3', to allow views into the park and avoid creation of hiding places.

The District's dedication to planting native species will be integral to the planting design. Native plants provide important habitat for wildlife and are easier to maintain.

DEVELOPMENT PROPOSAL / ELEMENTS

The final master plan site improvements include:

- A designated park entrance at the corner of SE Brae and SE Bowman Streets

- A park entry sign
- Bike parking with 3 bike racks
- A small shelter with 2-3 picnic tables
- Accessible play area with adjacent curb cut for maintenance vehicle access
- 2 picnic tables adjacent to the play area
- A meandering concrete pathway around the perimeter of the site
- A multi-use trail connection from the west end of SE Bowman St to the end of SE Where Else Lane. Construction of this element will depend on ownership and timing of the neighborhood cross-circulation plan
- Perimeter Fencing
- Evergreen and Deciduous trees, scattered around the perimeter of the site near the pathway to keep the central lawn area open for informal active use
- A small storm water detention area with native planting to treat and collect storm water runoff from the site
- Native ornamental shrub planting
- Low native evergreen screening shrubs on the north edge of the park
- An area for a possible seasonal toilet
- 2 Benches

SUMMARY

NCPRD will make improvements to the park when funding for the whole park is available. Initial cost estimates were developed and provided to NCPRD to provide an initial estimate for future budgeting and planning purposes. The cost estimates and project elements are subject to change due to further refinements that may occur as the final park design is completed. Funding for construction of this park is not available at this time. This plan will make it possible for NCPRD to apply for grants and solicit partnerships to help complete improvements.

This plan is conceptual in nature. Final decisions regarding dimensions, materials and precise locations of improvements will be determined per all applicable regulatory requirements and as funding is available.

NCPRD will coordinate improvements with the City of Milwaukie and will follow necessary land use processes to ensure elements are consistent with all City policies and codes. NCPRD is also committed to making sure all regulatory permits have been acquired prior to project commencement (eg. Army Corps of Engineers, Division of State Lands, etc.)

BOWMAN-BRAE PARK MASTER PLAN

REFINED CONCEPT

APRIL 20, 2015





CITY OF MILWAUKIE

Application for the Adoption of the Robert Kronberg Nature Park Master Plan as an Ancillary Document to the City of Milwaukie Comprehensive Plan

Date:	May 12, 2015
Applicant:	North Clackamas Parks and Recreation District 150 Beaver Creek Road Oregon City, Oregon 97045
Contact:	Katie Dunham 503-742-4358 kdunham@clackamas.us
Property Owner:	City of Milwaukie
Property Address:	Robert Kronberg Nature Park 11910 SE McLoughlin Blvd. Milwaukie, Oregon 97222
MAP& Tax lot #s:	Township 1 South, Range 1 East, Section 36CB, Tax Lots 2800, 2801, 3000, 3100, 3300, 4500; Latitude 45° 26' 20.6015" N, Longitude 122° 38' 25.3711" W
Comprehensive Plan Designation:	Public (P)
Zoning Designation:	Downtown Open Space (DOS) Additional overlays include: Habitat Conservation Areas (HCA), Willamette Greenway, and Vegetated Corridors
Property Size:	6.48 acres; 4.5 acres above Kellogg Lake.
Request:	Adoption of the Robert Kronberg Nature Park Master Plan as an ancillary document to the City of Milwaukie Comprehensive Plan

INTRODUCTION

Action Requested

Adoption of the Robert Kronberg Nature Park Master Plan as an ancillary document to the City of Milwaukie Comprehensive Plan.

Background and Site Description

Robert Kronberg Nature Park is a 4.5 acre undeveloped natural area located in the Ardenwald/Johnson Creek neighborhood at 11910 SE McLoughlin Boulevard in Milwaukie. The site is made up of 6 tax lots that encompass a total 6.48 acres, approximately 2 acres is currently covered by Kronberg Lake, leaving 4.5 acres that is designed as part of the Robert Kronberg Park Master Plan. Three parcels were deeded to the City in 1991 by Robert and Dena Swanson. In 2005, Mrs. Swanson requested that the park be formally named after Robert Kronberg. In 1996, a parcel to the north of the trestle was purchased by the City of Milwaukie with funds from Metro's voter-approved 1995 natural areas bond measure. In addition, at some point before the Swanson's donation, a parcel to the south of their property was conveyed to the City. The property is owned by the City of Milwaukie and managed by the North Clackamas Parks and Recreation District (NCPRD) in accordance with an intergovernmental agreement. The site's central location, high visibility, intrinsic natural resources, potential for improvements, and citizen interest and investment in the site all provide an excellent opportunity for the creation of a truly unique and important nature park within downtown Milwaukie.

Public Involvement and Planning Process

The site is an opportunity to create a mostly passive recreation lineal nature park. Through an intensive public process, NCPRD built consensus among interested parties around a common vision for the future park.

NCPRD and the City hosted three meetings during the fall of 2014 to discuss the park site and develop a refined master plan. The public meetings were devoted exclusively to this subject and were held on October 1, November 5, and December 9, 2014. At the first public meeting, the site analysis and existing conditions materials were presented. Meeting attendees were asked to actively participate in the group discussion and a breakout session with consultants and staff, ensuring that all pertinent site information was received from neighbors. After the first public meeting, comments were compiled and discussed and incorporated into the design process. Three concept plan options were presented at the second meeting and attendees chose park elements that, in their opinion, best fit the site and the community's needs. A final draft master plan was presented at the third public meeting. The public response at the final community meeting was favorable, and consensus was reached in favor of the plan presented. The master plan was discussed numerous times throughout the project with the Milwaukie Park and Recreation Board and the North Clackamas Park and Recreation District Advisory Board. The District Advisory Board reviewed the Robert Kronberg Nature Park Master Plan on January 15, 2015 and endorsed moving forward with this application. The public process is further described in the response to Chapter 4, Recreational Needs Element, Objective 3, within this document.

Proposal

The key goal of the master planning process for the Robert Kronberg Nature Park was to develop a plan that protects the existing character of the site through preserving and restoring the vital habitats of this natural area while accommodating the community needs for a linear park to act as a link between downtown Milwaukie to the northeast, and the Island Station Neighborhood to the southwest. NCPRD

and City staff, along with consultants Lango Hansen Landscape Architects, strived to create a plan for an interesting and engaging place for active and passive recreation that provides for ease of maintenance and longevity, while providing a safe and enjoyable experience for the community. Based on field observations, site analysis, background data collection, and input from NCPRD, the City of Milwaukie, community groups and public at-large, the master plan was developed and refined to achieve this goal. There was clear support for keeping the existing character of the park intact, capitalizing on the view of Kellogg Lake (or a future restored Kellogg Creek), improving natural resources on-site, and improving access to and through the park. Elements of the plan are listed below. Additional details about proposed improvements are included in the attached master plan document submitted as part of this application.

Robert Kronberg Nature Park Master Plan Elements:

- Multi-Use Pathway
- Soft surface pathways
- Experiential nodes
- Habitat preservation and restoration
- Maintenance Access

Plan Adoption Process

Since the City does not have a “Parks” or “Open Space” zone, the City employs the following two-step process to designate and develop publicly-owned parks.

Step 1—Master Plan Adoption. Master plan adoption, a legislative action requiring approval from City Council, is the process by which the City formally identifies a long range plan for a park. A master plan provides the conceptual framework for future development and investment and is the first step toward implementing the community’s vision for specific park improvements. Park development, which occurs in the second step, generally does not occur until the City has adopted a master plan.

Step 2—Master Plan Implementation. Master plan implementation generally occurs after master plan adoption and requires minor quasi-judicial review by the Planning Commission. Development plans submitted during this step must conform to the adopted master plan.

The requested action only relates to Step 1 of this two-step process, namely the adoption of the *Robert Kronberg Nature Park Master Plan*. This master plan adoption process is to affirm the public’s use of the site as a park and to guide future development and investment.

In order to adopt the proposed master plan, the plan must conform to the City’s existing adopted policies and meet all relevant approval criteria contained in the Milwaukie Comprehensive Plan (MCP) and the Milwaukie Municipal Code (MMC).

The applicable MCP and MMC criteria are contained in the following sections and addressed below:

- MMC 19.902.3.B
- MCP Chapter 2 , Chapter 3, and Chapter 4

Additionally, NCPRD must address the relevant aspects of the Metro Urban Growth Management Functional Plan and the relevant Statewide Planning Goals.

CITY OF MILWAUKIE COMPREHENSIVE PLAN GOALS AND POLICIES

NCPRD is seeking adoption of the Robert Kronberg Nature Park Master Plan as an ancillary document to the City of Milwaukie Comprehensive Plan (MCP). Per city staff, the applicable code criteria NCPRD must address for the text amendment and map amendment are MMC Chapter 19.902.3.B, and MCP Chapters 2,3,and 4, objectives and policies. These are addressed below.

MMC 19.902.3 COMPREHENSIVE PLAN TEXT AMENDMENTS

Section 19.902.3 Comprehensive Plan Text Amendments

Changes to the text of the Milwaukie Comprehensive Plan shall be called Comprehensive Plan text amendments.

A. Review Process

Changes to the text of the Milwaukie Comprehensive Plan described in Subsection 19.902.2.A shall be evaluated through a Type V review per Section 19.1008

B. Changes to the Milwaukie Comprehensive Plan may be approved if the following criteria are met:

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

The applicable components relevant to address are:

Chapter 2, PLAN REVIEW AND AMENDMENT PROCESS

Milwaukie Comprehensive plan (MCP) Chapter 2 – Plan Review and Amendment Process.

GOAL STATEMENT: Establish a Plan review and amendment process as a basis for land use decisions, provide for participation by citizens and affected governmental units, and ensure a factual base for decisions and actions. Objective 1, Policies 3-7 are applicable:

- *Objective 1 Policy 3 – Individuals, the Planning Commission, or the City Council may request plan amendments at any time separate from the normal Comprehensive Plan Amendment application process...***

Response: The City of Milwaukie and NCPRD are requesting this plan amendment under an intergovernmental agreement. The City and District have requested that the Planning Commission and City Council review this application and hold public meetings to discuss the application as part of the review process.

- *Objective 1 Policy 4 – Submit copies of proposed Plan changed to affected government units at the draft amendment stage and following final adoption of changes.***

Response: This step will be completed by the City as part of the review process.

- *Objective 1 Policy 5 – All proposed Comprehensive Plan text and map amendments will be considered at advertised public hearings before the Planning Commission and City Council***

Response: This step will be completed by the City as part of the review process.

- *Objective 1 Policy 6 – All proposed Comprehensive Plan text and map amendments will be processed per the procedures in the Zoning Ordinance.***

Response: This step will be completed by the City as part of the review process

- ***Objective 1.7 – All Comprehensive Plan text and map amendments will be evaluated based on the approval criteria in the Zoning Ordinance for approval of Comprehensive Plan amendments:***

Response: The current designation on Comprehensive Plan Map 7 (Land Use) for Robert Kronberg Nature Park is Public (P) and the property is zoned Downtown Open Space (DOS). The Park property is suitable for a Natural Preserve and Linear Park as defined by the City of Milwaukie Comprehensive Plan and is already designated as a public space. The property is identified natural area park within the Downtown and Riverfront Land Use Framework Plan and the Town Center Master Plan. The property is identified as a park within the Draft NCPRD Parks and Recreation Master Plan (2014) and is developable as a natural preserve and linear park.

Chapter 3, ENVIRONMENTAL AND NATURAL RESOURCES

Natural Hazards Element

GOAL STATEMENT: To prohibit development that would be subject to damage or loss of life from occurring in known areas of natural disasters and hazards without appropriate safeguards.

- ***Objective 1 FLOODPLAIN***

Response:

Policy #1 - The Master Plan, as proposed, will not increase water flow. No work is proposed within the waterway, and the capacity of the floodplain will not be reduced by the proposed development activities. The proposed park elements, with the exception of the support structure for the elevated multi-use path, will be placed above the 100-year flood plain.

Policy #2 – NCPRD will work with qualified engineers to ensure that the future design documents identify construction materials that may be inundated will be of such strength and quality that they will not deteriorate, and they must be able to withstand the pressure and velocity of flowing water and prolonged inundation. Construction contractors will be specifically qualified to use these construction materials and build long-lasting structures that may be inundated with water.

Policy #3 – The finished elevation of the elevated multi-use path, paved multi-use path, and experiential nodes are proposed to be located a minimum of 1.0 foot above the 100 year flood elevation.

Policy #4 – The on-site floodplain of Robert Kronberg Nature Park will be retained as open space and used for recreation, wildlife areas, and trails, as identified in the master plan and defined by the Natural Preserve and Linear Park definitions in Chapter 4 of the Milwaukie Comprehensive Plan. Existing habitat areas within the floodplain will be preserved and habitat restoration will be enhanced.

Chapter 3, ENVIRONMENTAL AND NATURAL RESOURCES,

Open Spaces, Scenic Areas, and Natural Resources Element

GOAL STATEMENT: To conserve open space and protect and enhance natural and scenic resources in order to create an aesthetically pleasing urban environment, while preserving and enhancing significant natural resources.

- ***Objective 1 OPEN SPACE***

Response:

Policy #1 – Robert Kronberg Nature Park is designated Public and Downtown Open Space in the Milwaukie Comprehensive Plan and Milwaukie Zoning Ordinance. The site is currently an open space and proposed to be improved according to parks and recreation policies, natural area policies, and the Willamette Greenway Program, as adopted by the City of Milwaukie and NCPRD. This master planning project was implemented with these policies in mind and implementation of the park master plan will not move forward without consultation with the appropriate agencies that developed these policies.

Policy #2 – Does not apply, as the park is a city-owned open space property.

Policy #3 – The natural resources along Kellogg Lake are proposed to be improved as part of the master plan, according to their special importance to all City residents. Passive recreational public use of this property for walking trails, experiential nodes with interpretive opportunities, and environmental education is proposed as part of this nature park. The proposed Robert Kronberg Nature Park and improvements are adjacent to and include Kellogg Lake. This is an open space of special importance to all City residents and the proposed master plan addresses this very special place and proposes to improve the site for habitat and human use.

Policy #4, #5 – Do not apply to this property.

Policy #6 – The Robert Kronberg Nature Park Master Plan proposes to connect with the Trolley Trail, part of the 40-Mile Loop system, via a multi-use path through the park that will cross Highway 99E at a crosswalk and light at the intersection of SE River Road. The Portland-Milwaukie Light Rail pedestrian bridge will also connect Robert Kronberg Nature Park to downtown Milwaukie and on-surface bike lanes, which connects to the Springwater Corridor, north of downtown.

Policy #7 – The City of Milwaukie and TriMet are currently constructing a pedestrian bridge that will link the Willamette River, Trolley Trail, and Robert Kronberg Nature Park over Kellogg Lake to Dogwood Park and Lake Road, and could be a piece of a future connection to North Clackamas Park via the conceptual Willamette Greenway Trail and conceptual North Clackamas Greenway Trail identified in the NCPRD Master Plan (2014) and the Metro Regional Trails Plan.

Policy #8 - Does not apply, as the park is a city-owned open space property.

Policy #9 – The Robert Kronberg Nature Park was obtained by the City through a donation in 1991 and an acquisition by Metro in 1996 following public methods for acquiring new public open space.

Policy #10 – The Robert Kronberg Nature Park Master Plan identifies floodplains, regulatory constraints, and natural resources as identified on the Natural Resources Map (Map 5) and implementation of the proposed master plan will improve natural resources within the site.

Policy #11 – Robert Kronberg Nature Park is designated as Public Land and owned by the City of Milwaukie. NCPRD currently manages the site under an Intergovernmental Agreement (IGA) with the City of Milwaukie according to open space policies, natural resource policies, and parks and recreation policies, and will continue to do so when the property is further improved and developed according to the Robert Kronberg Nature Park Master Plan as a natural area park. The properties included in the

Robert Kronberg Nature Park are designated Downtown Open Space (DOS) in the City of Milwaukie Zoning Ordinance and maps and identified on the Land Use Map (Map 7).

Policy #12 - This policy does not apply to the Robert Kronberg Nature Park site, but is specifically written to require the City to participate with the appropriate agencies in implementing the Elk Rock Island Natural Area Management Plan.

- **Objective 2 NATURAL RESOURCES**

Response:

Policy #1 – The goal of the Robert Kronberg Nature Park Master Plan is to protect natural resources within and adjacent to the site through preservation, intergovernmental coordination, conservation and mitigation. The property is owned by the City of Milwaukie and was acquired through a donation and purchased using Metro Local share funds. NCPRD has an intergovernmental agreement that outlines planning, development, and maintenance of parks within the City. A recommendation of the plan is to provide fencing and signage where appropriate to discourage the public from entering critical habitat areas; for instance, split-rail wood fencing is proposed for the north and south borders of the south forest area to discourage access. The only public access to that section of the site is proposed to be on the elevated multi-use path. Additionally, NCPRD plans to improve the Kellogg Lake frontage and continue natural area plantings with the goal of creating an open woodland along the west portion of the lake. Human access to this section of the park will be limited to the experiential nodes and a soft-surface path. This will encourage use of the area by wildlife. NCPRD will work with the City to notify and coordinate review of future developmental proposals and plans within natural resource areas on-site with affected State, local, and federal regulatory agencies. NCPRD and the City will also pursue funding for the enhancement of natural resources on-site with non-profit environmental groups and federal and State agencies through grant applications and partnerships. Human activities within the natural resources on-site will be limited so that they are not detrimental to the provision of food, water, and cover for wildlife. All active recreational activity on-site will be limited to the trails and experiential nodes.

Policy #2 - NCPRD proposes to provide protection to important wetland and water bodies, specifically Kellogg Lake and the wetlands on the southeast portion of the site. These areas are protected by natural resources policies within the City and management activities performed by NCPRD.

Policy #3 – Stormwater drainage facilities for the park and trail, as required for future design and construction work, will be planned and designed in partnership with local partners, including the City, regulatory agencies, and consultants.

Policy #4 – NCPRD plans to increase vegetation on-site for wildlife habitats, specifically the central bluffs adjacent to Kellogg Lake, the south forest, and the area north of the train trestles. Following recommendations of NCPRD Natural Areas staff, the central meadow could support plantings to emulate oak savanna (i.e. concentrations of native trees/shrubs with wide spaces between). This would give wildlife places to hide and nest. Steep slopes may be improved and protected from erosion through native plantings. Appropriate trees could include additional Red alder, Oregon ash, and Pacific ninebark, which are currently present at the base of the slope. Willows, red-osier dogwood, four line honeysuckle, Nootka rose, tall Oregon grape, black hawthorn, and snowberry could be suitable to various positions along the slope to decrease erosion. The Robert Kronberg Nature Park is well protected from other urban development because of its unique location between Highway 99E, Kellogg Lake, and one private

residential property to the south. Park improvements as identified in the Robert Kronberg Nature Park Master Plan will further protect the site from the vehicular activity of Highway 99E.

Policy #5 – This policy does not apply, as the park property is not along Johnson Creek.

Policy #6 – There is currently existing stormwater treatment within the site that services Highway 99E (ODOT). NCPRD will maintain and improve these newly constructed systems to ensure that the impact of park development doesn't degrade water quality and wildlife habitat. NCPRD will work with ODOT, TriMet, the City, and other partners in the future to improve drainage along Highway 99E and throughout the site.

Policy #7 – This policy does not apply, as the property is within the City, in the Island Station Neighborhood.

- **Objective 3 SCENIC AREAS**

Response:

Policy #1 – The Robert Kronberg Nature Park Master Plan includes maintenance of public access and opportunities for viewing Kellogg Lake. The plan includes additional plantings throughout the park, but view sheds will be retained and experiential nodes will provide opportunities to see the lake. Final landscape improvements will be designed for public safety and sightlines.

Policy #2 - This policy does not apply to this site.

Chapter 4, LAND USE

Recreational Needs Element, Objective 1, 3, and 5:

Milwaukie Comprehensive plan (MCP) Chapter 4 – Recreational Needs Element.

GOAL STATEMENT: To provide for the recreational needs of present and future City residents by maximizing 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.

- **Objective 1 PARK CLASSIFICATIONS**

Response:

Robert Kronberg Nature Park was confirmed through the master plan community involvement process and is identified in the proposed Master Plan as a "Natural Preserve" with a "Linear Park" running through the property – A *"Natural Preserve is a publicly owned area of scenic or natural character serving the entire community, for environmental education and contemplative opportunities. Preservation and enhancement of the resource is the primary objective. Access is primarily by foot or bike, with limited provisions for auto parking. Amenities may include permeable pathways, seating as viewing locations, interpretive displays or markers"*. A Linear Park is *"a linear strip of land or walking or bicycling connecting activity centers and/or other parks or points of interest. Minimum 8 foot pathways. Amenities may include signage and rest opportunities at ¼ mile minimum intervals"*. The plan is specifically consistent with these objectives because Robert Kronberg Nature Park is an existing public facility, owned by the City of Milwaukie, contains 6.48 acres, of which approximately 2 acres are under water, providing for a 4.5 acre park, and the Master Plan provides for park elements that will serve the entire community while preserving the natural habitats within the site and making connections between downtown Milwaukie and the Island Station neighborhood. Other parks located within a half-mile of Robert Kronberg Nature Park, within downtown Milwaukie, include Dogwood Park, Milwaukie

Riverfront Park, Spring Park, and the Trolley Trail. The neighbors that took part in the master plan process, District, and City staff purposefully proposed park elements that are different from the four other parks within a ½-mile planning area for Robert Kronberg Nature Park. The proposed elements of the park include a multi-use pathway, soft surface pathways, experiential nodes, habitat preservation and restoration, and maintenance access. These are all activities that will provide contemplative activities and assist with preservation and enhancement of the onsite natural resources, while focusing human interaction in the site and movement through the park on paved and soft surface trails.

- ***Objective 3 INTERGOVERNMENTAL COOPERATION***

Response:

The Robert Kronberg Nature Park Master Plan meets the goal of Objective 3 through the partnership between NCPRD and the City of Milwaukie strengthened by the Intergovernmental Agreement. The property was originally acquired by the City and NCPRD is currently maintaining and managing the natural area / future park site. This master plan was completed through funding provided by NCPRD and in partnership with the City. Citizen involvement was instrumental in developing the Robert Kronberg Nature Park Master Plan (the Plan). NCPRD and City staff worked with advisory committees and area residents, and park users played a major role in developing the Plan. NCPRD organized three public meetings (on September 22, October 2, and November 19, 2014) to obtain input and ideas for park improvements. Following each public meeting plans were posted to an online project website and advertised by both the City and NCPRD. The project was also discussed and shared with the Milwaukie Park and Recreation Board and the NCPRD District Advisory Board. The District Advisory Board reviewed the Balfour Park Master Plan on January 15, 2015 and endorsed moving forward with this application. In addition to public meetings, neighbors and park users were encouraged to voice their comments and concerns throughout the design process. Many comments were received via phone conversation, e-mail, (mail and onsite) surveys, comment cards and incorporated into the plan whenever possible. NCPRD staff also met with neighbors and community members on-site to discuss site specifics and proposed improvements. The key goal of the planning process was to develop a plan that minimizes environmental and property impacts, provides for ease of maintenance and longevity, and allows for an important bicycle and pedestrian connection, while providing a safe and enjoyable experience for the community. NCPRD and the City are committed to working together toward future implementation of the plan and partnership in managing the park.

Policy #2 – NCPRD and the City participate in regional recreation planning and implementation programs through Metro, and coordinate activities with Clackamas County and other state and federal agencies. This plan has been presented at the Metro Quarterly Trails meeting and the multi-use trail will be part of the regional trail system when complete.

- ***Objective 5 NEIGHBORHOOD AND COMMUNITY PARKS***

Response:

The City and NCPRD share the goal of developing a City-wide park and recreation system which meets the needs of neighborhoods, the City, and the District as a whole. Although Robert Kronberg Nature Park is not a neighborhood park, as stated in Policy #1, the park is in a location that is convenient for residents of the Island Station neighborhood, and has pedestrian access to McLoughlin Boulevard, a state highway, and will soon have access to downtown, light rail, and SE Lake Road via a new pedestrian bridge, providing access to Lake Road Neighborhood residents and others throughout the City and District.

As stated in Policy #2 and Policy #4, the proposed Robert Kronberg Nature Park Master Plan park elements will not contain large, highly structured facilities. Additionally, it is the intention of neighbors and community members that attended the public meetings and submitted comments during the public process that the park not include a playground or park picnic shelter, which are located (or planned) at other nearby parks (Milwaukie Riverfront Park and Spring Park), and which neighbors believed would interfere with the natural area preservation and restoration efforts at the park.

The proposed plan is also consistent with Policy #3, and the Robert Kronberg Nature Park Master Plan will be a community park as defined under the policy and serve a special function within the City and District's park system. It is located on an arterial and will be easily accessible via bicycle or pedestrian access. It also contains unique habitat and views of Kellogg Lake.

Chapter 4, LAND USE,

Willamette Greenway Element, Objective 3, 4, 5, 7:

GOAL STATEMENT: To protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

- ***Objective 3 LAND USE***

Response:

Policy #2 - The Robert Kronberg Nature Park Master Plan is consistent with the City's adopted Willamette Greenway Element, the Greenway Design Plan, the Downtown and Riverfront Land Use Framework Plan, and the Town Center Master Plan. These plans will be addressed further when NCPRD and the City move forward with design, permitting, and construction of the park.

Policy #3 – NCPRD will apply for a Willamette Greenway Conditional Use Permit after developing park design and construction documents, and when preparing for construction of the future park, and as funding is secured.

Policy #4 – The Robert Kronberg Nature Park Master Plan directs human access and use of the park away from Kellogg Lake and the river except where experiential nodes are provided. Signage will be provided to encourage park users to stay on the paved and soft-surface trails. Trail and site improvements are proposed outside of the Water Quality Resources (WQR) vegetated corridor, Habitat Conservation Area (HCA), 100 year flood line, except for the elevated path and experiential nodes, which will go through the Willamette Greenway Conditional Use process.

- ***Objective 4 RECREATION***

Response:

Policy #1 – NCPRD and the City will apply the Greenway Design Plan as necessary when further designing improvements to Robert Kronberg Nature Park.

Policy #2 - Please see the responses to the Chapter 4, LAND USE, Recreational Needs Element, Objective 1, 3, and 5, above. NCPRD and the City propose that Robert Kronberg Nature Park be considered a "Natural Preserve" with elements of a "Linear Park". NCPRD and the City of Milwaukie will continue to work together under an intergovernmental agreement in providing park and recreational facilities and services, and will continue to partner with other governmental agencies to identify funding to construct and maintain the future park. The park is best identified as a community park within the objective #5 – neighborhood and community parks, as it will serve a special function in connecting downtown

Milwaukie and the Island Station neighborhood within the City and has unique locational characteristics including Kellogg Lake view access and distinctive vital habitats.

- **Objective 5 PUBLIC ACCESS AND VIEW PROTECTION**

Response:

Policy #1 – Approval of the Robert Kronberg Nature Park Master Plan is the first step toward providing additional public access to the site and along Kellogg Lake. After approval of the Master Plan, based upon circumstances including funding and other considerations, and with mutual agreement by NCPRD and the City of Milwaukie, future steps could include applying for park construction grants and forming development partnerships. When funding has been secured, NCPRD will work with the City to develop final construction plans and specifications. Construction could follow after construction drawings and permits have been completed. Completion of the park as planned will provide for more extensive use of the Park public lands.

Policy #2 - The City and NCPRD will undertake efforts to make new points of public access to the site more accessible and usable through maintenance and signing. Public access to the site will not be encouraged until a pedestrian connection to the crosswalk crossing of SE 99E at SE River Road is established. Wayfinding signage will connect pedestrians through the park to the light rail pedestrian bridge, and to the Trolley Trail west of the park. Direct access to the lake is not anticipated as part of the Robert Kronberg Nature Park Master Plan. Direct water access (to the Willamette River) is provided at the boat launch at nearby Milwaukie Riverfront Park.

Policy #3 – NCPRD will maintain and improve access to the visual corridor to Kellogg Lake. This will be done through strategic plantings throughout the site, and the addition of experiential nodes that could include overlooks, bird blinds, interpretive signage, and benches.

- **Objective 7 CENTRAL RIVERFRONT**

Response:

Policy #1 – The Robert Kronberg Nature Park Master Plan addresses the Downtown and Riverfront Land Use Framework Plan through the following actions:

- Public access will be provided to this nature park that isn't currently available. The multi-use trail will connect the site to downtown Milwaukie via the Light Rail Pedestrian Bridge and safe pedestrian access will be provided to the Trolley Trail, Island Station neighborhood, and the Willamette River via a crosswalk across McLoughlin Boulevard at River Road.
- The Plan provides for public recreational use at completion of park construction. Safe public recreational use is not currently available at the site.
- The Plan provides for natural resource protection through the following actions: habitat preservation and restoration throughout the site, and a new split-rail fencing that separates the lower south forested area from the more active central meadow area. Interpretive and regulatory signage will inform visitors of appropriate actions to take and how to be sensitive to the needs of wildlife and plants throughout the park.
- The Robert Kronberg Nature Park is believed to be the historic site of a flour mill and Kellogg Lake was used for recreational purposes in the early 1900s. Although the historic resources are no longer present, the park site could provide for historical interpretation through signage within the experiential nodes.

- Visual access to Kellogg Lake will be provided through a view shed through the park from McLoughlin Boulevard and through the trails and two experiential nodes that are proposed for the park site.
- Transportation to and through the site will be provided to pedestrians and cyclists through the multi-use trail. No motor vehicle access will be provided except for maintenance vehicles.
- Public-private partnerships will be evaluated while seeking construction funding and development opportunities.

Policy #2 - The City acquired the Robert Kronberg Nature Park site through donations and Metro Local Share acquisitions with the intention of providing trails and opportunities for future active and passive recreation.

Policy #3 – Public-private partnerships will be evaluated by NCPRD and the City while seeking funding and development opportunities for the park.

Policy #4 – Public trails are included in the Robert Kronberg Nature Park Master Plan; a multi-use trail travels from the north of the site at the Kellogg Lake Light Rail Pedestrian Bridge, becomes elevated in the south forest, and meets up with the Trolley Trail via a sidewalk and lighted intersection at River Road and McLoughlin Boulevard. Soft surface pathways are intended to form a secondary circulation system within the park and will also provide access to the experiential nodes.

The change is in conformance with applicable Statewide planning goals:

Response:

The plan is consistent with the following applicable statewide planning goals:

Goal 1: Citizen Involvement. Citizen involvement was instrumental in developing the Robert Kronberg Nature Park Master Plan (the Plan). Advisory committees, park neighbors, and park users played a major role in developing the Robert Kronberg Nature Park Master Plan. NCPRD and the City of Milwaukie staff hosted three public meetings to obtain input and ideas for park improvements. Please see the response to Chapter 4, Land Use, Recreational Needs Element, Objective 3, Intergovernmental Cooperation, above.

Goal 2: Land Use Planning. See response to MCP Chapter 4 – Land Use, above.

Goal 5: Open Space, Scenic, and Historic Spaces, and Natural Resources: The proposed Robert Kronberg Nature Park Master Plan will serve to conserve the site as open space and preserve and enhance it as a park. See responses to Chapter 3, Environmental and Natural Resources, Open Spaces, Scenic Areas, and Natural Resources Elements, above.

Goal 8: Recreational Needs. See response to Chapter 4, Recreational Needs Element, Objective 1, 3, and 5 above.

The proposed enhancements outlined in the Plan will comply with all applicable regional, state and federal regulations prior to and during any construction activity. Any work performed will comply with all applicable City regulations in effect at the time of land use application.

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

Response:

The Plan conforms to the Metro Growth Management Functional Plan, specifically, Title 12, Protection of Residential Neighborhoods, Access to Parks and Schools. The proposed Robert Kronberg Nature Park will meet a level of service standard of ½-mile access for neighborhood residents and serves the entire Milwaukie and NCPRD community as a unique Nature Park. The park is accessible by walking, biking and transit. TriMet bus 33 stops .25 miles away from the proposed park, at 12200 Block SE McLoughlin Northbound, and the new downtown Milwaukie Max Light Rail Orange Line is located .12 miles north of the site, and the Park Avenue stop is located .66 miles south of the park, a quick walk or bike ride along the Trolley Trail.

The Robert Kronberg Nature Park Master Plan also conforms to Title 3 (Water Quality and Flood Management) and Title 13 (Habitat Conservation Areas). See responses to Chapter 3, Environmental and Natural Resources (Natural Hazards Element), and Chapter 4, Willamette Greenway Element, above.



CITY OF MILWAUKIE & NORTH CLACKAMAS PARKS AND RECREATION DISTRICT

ROBERT KRONBERG NATURE PARK MASTER PLAN

FINAL REPORT 04.20.2015

lango.hansen



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ACKNOWLEDGEMENTS

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SPECIAL THANKS TO:

Residents of NCPRD and the City of Milwaukie who
contributed to this master planning process.

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INTRODUCTION

Robert Kronberg Park is an undeveloped natural area park located just south of downtown Milwaukie, Oregon. The property is owned by the City of Milwaukie and maintained by North Clackamas Parks and Recreation District (NCPRD). The central location of the park site, intrinsic natural resources, potential for improvements, and citizen interest and investment in the site all provide an excellent opportunity for the creation of a truly unique and important natural area park close to downtown Milwaukie. This Master Plan will provide direction for future improvements and restoration efforts, will help establish a framework for visitor use and appropriate activities within the park, and will provide a basis for securing funding for park development.

MISSION STATEMENT

The purpose of this Master Plan process is two-fold: first, to create a linear park and link between downtown Milwaukie and the Island Station Neighborhood; and second, to preserve and restore the vital habitats in this natural area park.

This Master Plan community involvement process confirmed that Robert Kronberg Park is a Natural Area, as defined within the NCPRD Master Plan: “Natural areas are minimally developed and primarily intended to conserve land for environmental benefit. Many of the sites conserve habitat for wildlife...passive recreation uses are secondary to protecting natural resources, but natural areas may include picnic facilities, trails, interpretive signage, and view points.”



Vicinity Map

SITE DESCRIPTION

SITE HISTORY* AND NATURAL ELEMENTS



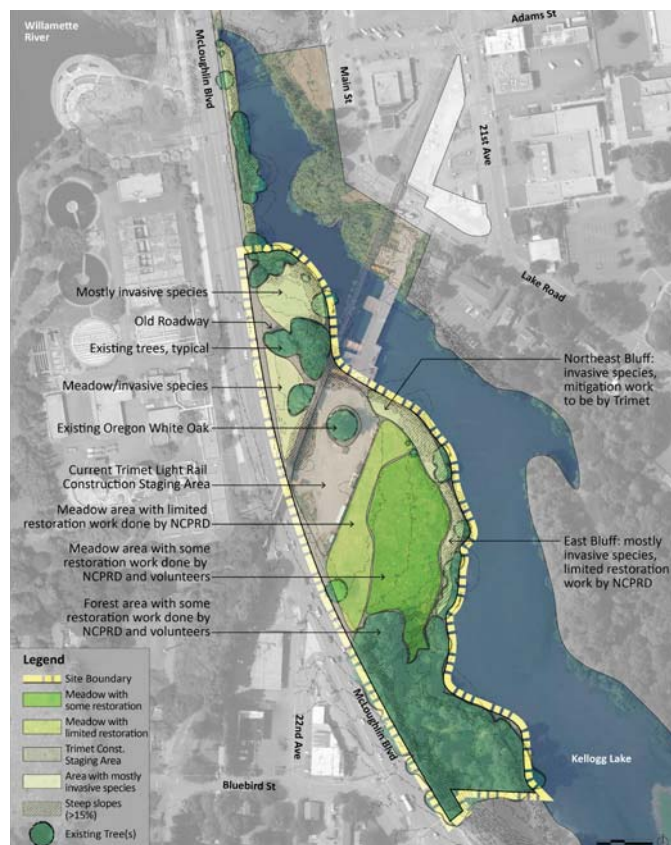
Photo of Kellogg Lake, early 20th century

Prior to American settlement, the park site contained a variety of upland, wetland and estuary habitats where Kellogg Creek met the Willamette River. Habitat areas in the project site included upland mixed Oregon white oak and Douglas fir woodland, Oregon ash and cottonwood riparian floodplain forest, and creek and wetland habitats. The creek provided habitat for anadromous and freshwater fish species, waterfowl, beaver, and other animals. Kellogg Lake was created in 1858 when the creek was dammed to power a flour mill. The original dam was replaced with a concrete dam in the 1930's when McLoughlin Boulevard was widened to a four-lane highway.

The lake had some recreational and scenic appeal in the early 1900's, but it deteriorated beginning in the 1950's as some of the properties on the lake were filled with concrete, gravel, rock, and other fill. The extent and makeup of the fill at the site is unknown and may impact future development. There has also been significant sedimentation of the lakebed; a 2002 Army Corps of Engineers study estimated that the original creek bed is now covered by 17,500 cubic yards of contaminated sediment.

At present, all of the existing habitats in the site have all been classified as habitats in decline or of concern within state and regional conservation strategies. Each type of habitat is currently in degraded condition within the site area, due in part to the neglect noted above but also including widespread colonization of the site by invasive plant species. There have also been issues with transients camping on site, illegal dumping, and vandalism.

In the 1970's, citizen groups successfully lobbied for preservation of the area around the lake as a natural area. These efforts took another step forward in 1991 when Robert and Dena Kronberg deeded three properties to the City with the understanding that the properties would be used to create a park named after Robert Kronberg. More cohesive restoration efforts become possible when the City purchased three additional properties adjacent to the lake. Restoration of the park site above the waterline began in earnest in 2008 with work by NCPRD staff, adjacent landowners, and other volunteers. These restoration activities included invasive species control, trash removal, and planting events. These activities, along with increased patrols by the Milwaukie Police Department, have helped to ameliorate some of the problems affecting the site. The City and Wildlands have also begun planning for the future removal of the Kellogg dam and restoration of the creek.

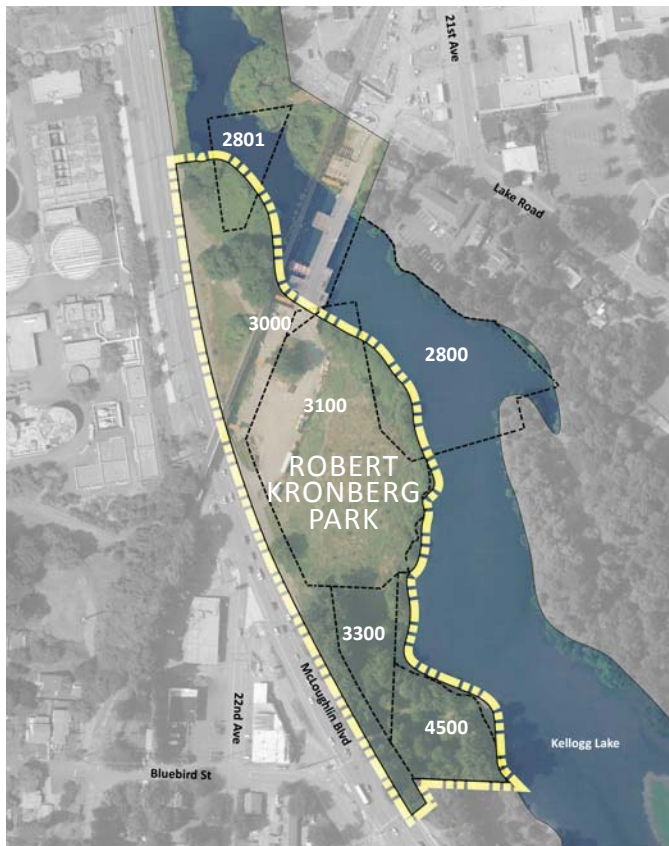


Existing Conditions

*Site history from An Oral History of Kellogg Lake, City of Milwaukie, 2010:
<http://www.milwaukieoregon.gov/sites/default/files/fileattachments/oralhistory.pdf>

SITE DESCRIPTION

SITE DESCRIPTION AND EXISTING CONDITIONS



Site Aerial and Property Map

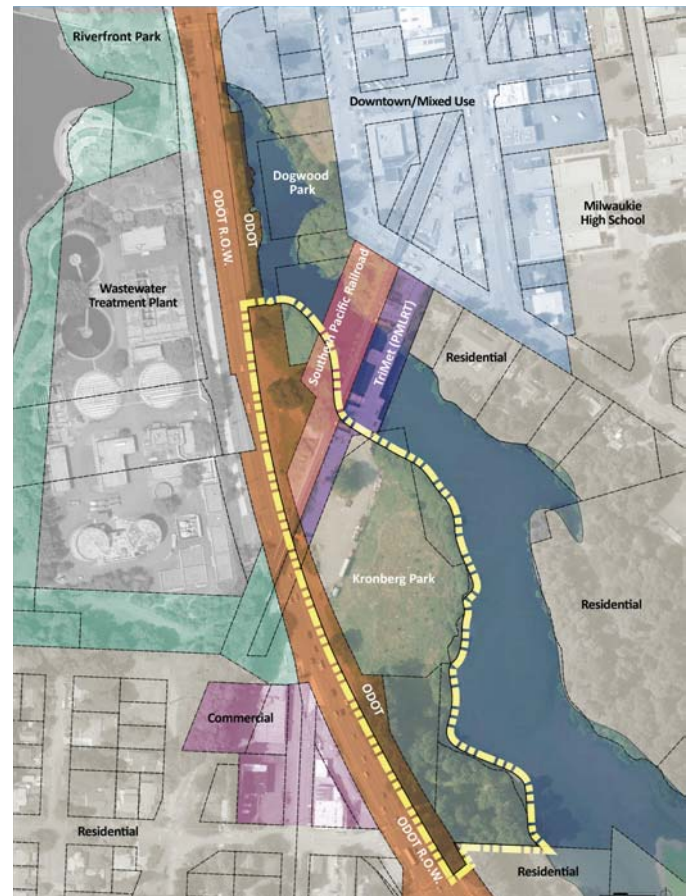
The park site is bounded on the west side by McLaughlin Boulevard, on the east and north sides by Kellogg Lake, and on the south side by private residential property. The site is also bisected by the Union Pacific/Portland-Western Railroad (UPRR) trestle and the TriMet Portland-Milwaukie light rail line (PMLRT). The site is composed of six parcels which are owned by the City of Milwaukie and are zoned as Downtown Open Space (DOS): Tax Assessor Map 11E36CB Lots 2800, 2801, 3000, 3100, 3300, and 4500. The six City-owned parcels total 6.48 acres; approximately 2 acres is currently covered by Kellogg Lake, leaving about 4.5 acres of land to be planned as part of this process. The site also includes properties and right-of-ways which are owned by Oregon Department of Transportation (ODOT), TriMet, and Union Pacific/Portland-Western Railroad, respectively. The northernmost parcel (lot 2801) is separated from the rest of the park properties by the railroad and TriMet properties.

The three parcels (4.75 acres) that make up the central part of the site were deeded to the City by Robert and Dena Kronberg in 1991. Of the three Kronberg-deeded properties, the largest (lot 3100) makes up the central part of the site and is primarily open meadow with

some existing trees, including a large Oregon white oak and many small trees which have been planted as part of habitat restoration efforts over the last ten years. Lot 2800 is mostly covered by the lake, and the remaining portions are generally steep hillside with varying plant types and conditions. Lot 3000 is a very small triangular parcel adjacent to the TriMet property which is primarily steep hillside, most of which will be replanted as part of TriMet habitat mitigation requirements.

The two lots on the south end of the park site (lots 3300 and 4500, 1.25 acres) are wooded areas that are as much as 20 feet lower than both the central part of the site and McLaughlin Boulevard. This is the only part of the site that currently allows direct access to the lake. There is also an unimproved dirt trail which was blocked by NCPRD to limit illegal dumping on the site. NCPRD has also done restoration and cleanup work in this area over the last ten years, including removal of trash and invasive species and planting of native species.

The last parcel (lot 2801, 0.5 acres) is located on the north side of the railroad trestle and was purchased with Metro local share funds in 1998; according to the IGA with Metro, this parcel must be used for open space. The parcel is bisected by the lake, with steep



Properties and Zoning

SITE ASSESSMENT AND ANALYSIS

hillsides on both sides of the lake; the south side is mostly invasive plants, while the north side is a highly-disturbed wooded hillside that is part of Dogwood Park. Given the physical separation of the northern part of lot 2801 from the rest of the site and the proximity to Dogwood Park, NCPRD staff will not consider this portion of the property as part of Kronberg Park for the purposes of this Master Plan.

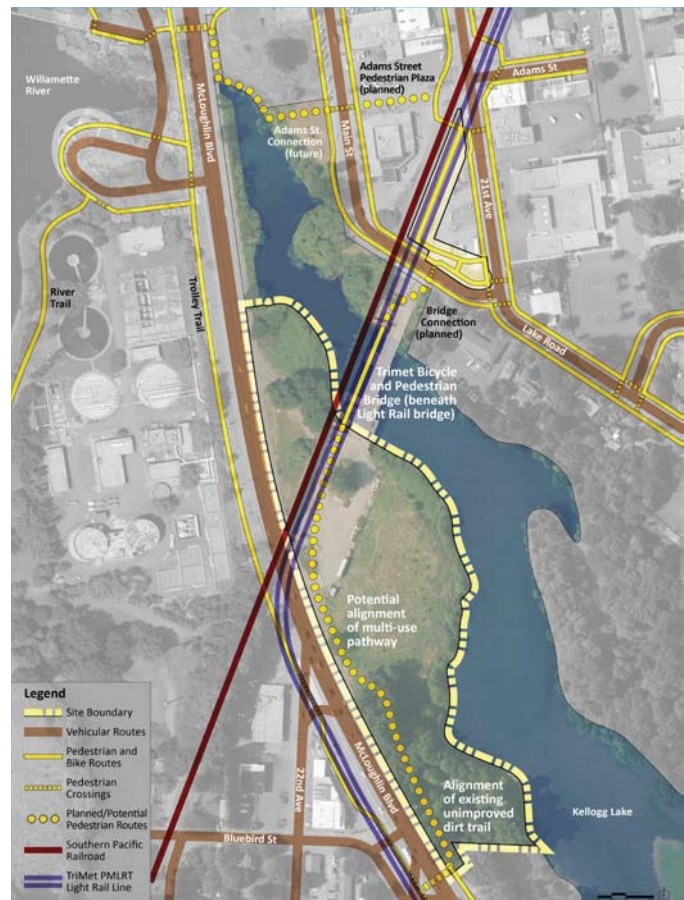
The portion of the park property currently beneath Kellogg Lake is planned to be restored as part of a separate creek and wetlands restoration project that will be developed by Wildlands for the City. The possibility for dam removal and improvement of Kellogg Creek was considered as part of this plan project process. The Robert Kronberg Natural Area Master Plan is designed to coexist with these future improvements regardless of when these future improvements occur. The land below the current lake would be restored as a riparian zone and not developed further.



Existing Sequoia at the south end of the site

SITE ACCESS

Access to the site is very limited. There is no formal vehicular access, although there is currently a construction entrance used by TriMet for the PMLRT construction on the south side of the railroad trestle. There is also an ODOT access and a TriMet/UPRR permanent access easement on the north side of the railroad trestle, but use of this access point is currently limited to emergency and maintenance vehicles. There is currently on-street parking north of the park on the other side of Kellogg Lake and to the southwest of the park on the other side of McLoughlin Blvd. On-street ADA public parking spaces could be provided in those areas in the future to provide ADA access for park users. Parking is anticipated to be limited in and around the park into the future and there are no plans to add parking as a part of this future park project.



Transportation and Site Access

There is currently no direct pedestrian access to the site, in part because there is not an existing sidewalk on the east side of McLoughlin adjacent to the park. The shoulder/bike lane on McLoughlin is occasionally used by pedestrians as a route to downtown, but it is not a safe route for walking. There are two potential pedestrian access points to the site. At the south end of the site, a curb-tight sidewalk on the east side of McLoughlin Boulevard meets a crosswalk that connects to River Road, Bluebird Street, and the Trolley Trail on the west side of McLoughlin. At present, the sidewalk does not continue north of that intersection, and direct connection to the site is inhibited to the north and east of the crosswalk by a guardrail, a steep embankment, and many existing trees, including a very large mature sequoia directly north of the sidewalk.

On the north side of the main part of the park site, a bicycle-pedestrian bridge was installed beneath the light rail viaduct and over Kellogg Lake as part of the Portland-Milwaukie light rail line work which will eventually connect to downtown Milwaukie. However, there is currently no path connection at either end of the bridge; once the connections are made at both ends of the bridge, it will function as the north entrance

SITE ASSESSMENT AND ANALYSIS

to the future park. There is currently no funding or timetable for the completion of this work. There is also an existing underpass beneath the railroad trestle which could potentially allow access to the north parcel of the site, but due to ODOT, TriMet, and Railroad restrictions, it cannot currently be used as an access point and is unlikely to be available for use in the foreseeable future.

CONSTRAINTS TO PARK DEVELOPMENT

Regulatory Constraints

There are a number of local, state, and federal regulations that currently apply to the site. The restrictions noted here are current as of 2015, but may change in the future. Future park development should refer to current standards. A summary of these regulations are as follows.

The entire site is within the Willamette Greenway Overlay Zone (City of Milwaukie Code Chapter 19.401). Significant portions of the site are also covered by Natural Resource Overlay Zones (City of Milwaukie Code Chapter 19.402) that designates Water Quality Resource Areas (WQR) and Habitat Conservation Areas (HCA). Portions of the site also are within the FEMA-designated 100-year flood zone, so any improvements within these areas must comply with the requirements of City of Milwaukie Code Chapter 18.04 – Flood Hazard Areas.



Water Quality Resource and Habitat Conservation Areas

Any development which impacts the lake itself will require permits from Oregon Department of State Lands, the U.S. Army Corps of Engineers, and potentially the Oregon Department of Environmental Quality. Any habitat restoration work should be coordinated with the Oregon Department of Fish and Wildlife, planned Kellogg Creek restoration work by Wildlands, and related work done by other groups (e.g., the Portland Harbor Draft Restoration Plan produced by the Portland Harbor National Trustee Council).

Another consideration is that any park improvements should be planned to avoid significant grading, particularly excavation in the central part of the site where the majority of the concrete and rubble fill was placed. Disturbance of these materials may trigger additional mitigation or remediation.



TriMet pedestrian bridge at north end of the site

Restrictions to Site Access

In addition to regulatory restrictions, there are limitations to park development that are governed by the agencies which control the right-of-ways and properties adjacent to park property. Access to the site will need to be coordinated with ODOT, TriMet and/or Union Pacific/Portland and Western Railroad. Any park improvements on adjacent properties, including planting and maintenance, will also require an Intergovernmental Agreement (IGA) with the agency or organization that owns the property. A summary of these restrictions is as follows:

- ODOT controls the right-of-way along McLoughlin. Any park improvements, including vehicular and pedestrian access to the site, will be strictly limited per ODOT guidelines. Any improvements within the park and the ODOT Right-of-Way need to consider possible future highway widening.

SITE ASSESSMENT AND ANALYSIS

- TriMet owns the bicycle-pedestrian bridge and the property below the PMLRT viaduct. Any improvements in this area will need to be coordinated with TriMet. As of March 2015, TriMet and the City were coordinating design, construction and funding of the landings of the bicycle and pedestrian bridge to the north of the park and Kellogg Lake near Lake Road, and at the south end of the bridge within Robert Kronberg Natural Area.
- The railroad right-of-way is owned by Union Pacific Railroad and leased by Portland and Western Railroad. They currently do not allow any public access or park improvements on their property.

SAFETY AND EMERGENCY ACCESS

Safety and emergency access are a major considerations for the park. The park design and future management of the park should consider CPTED (Crime Prevention Through Environmental Design) techniques to help maintain the park as a safe environment, day or night. Some of these considerations include:

- Visibility is very important. This includes visibility both into the site from roadways and within the site from pathways and other site amenities. To the greatest extent practicable, vegetation will need to be both planned and managed to limit hiding spots near publicly accessible areas.
- The park should have amenities which attract the general public. If the park is used on a daily basis by the general public, it is less likely that it will be used or abused by transients or vandals.
- Areas which are not publicly accessible need to be clearly demarcated to discourage access. These areas will need to be checked periodically for undesirable activity.
- Lighting is another consideration. Providing lighting will provide additional security at night and will also help encourage use of the park by the general



McLoughlin Boulevard right-of-way



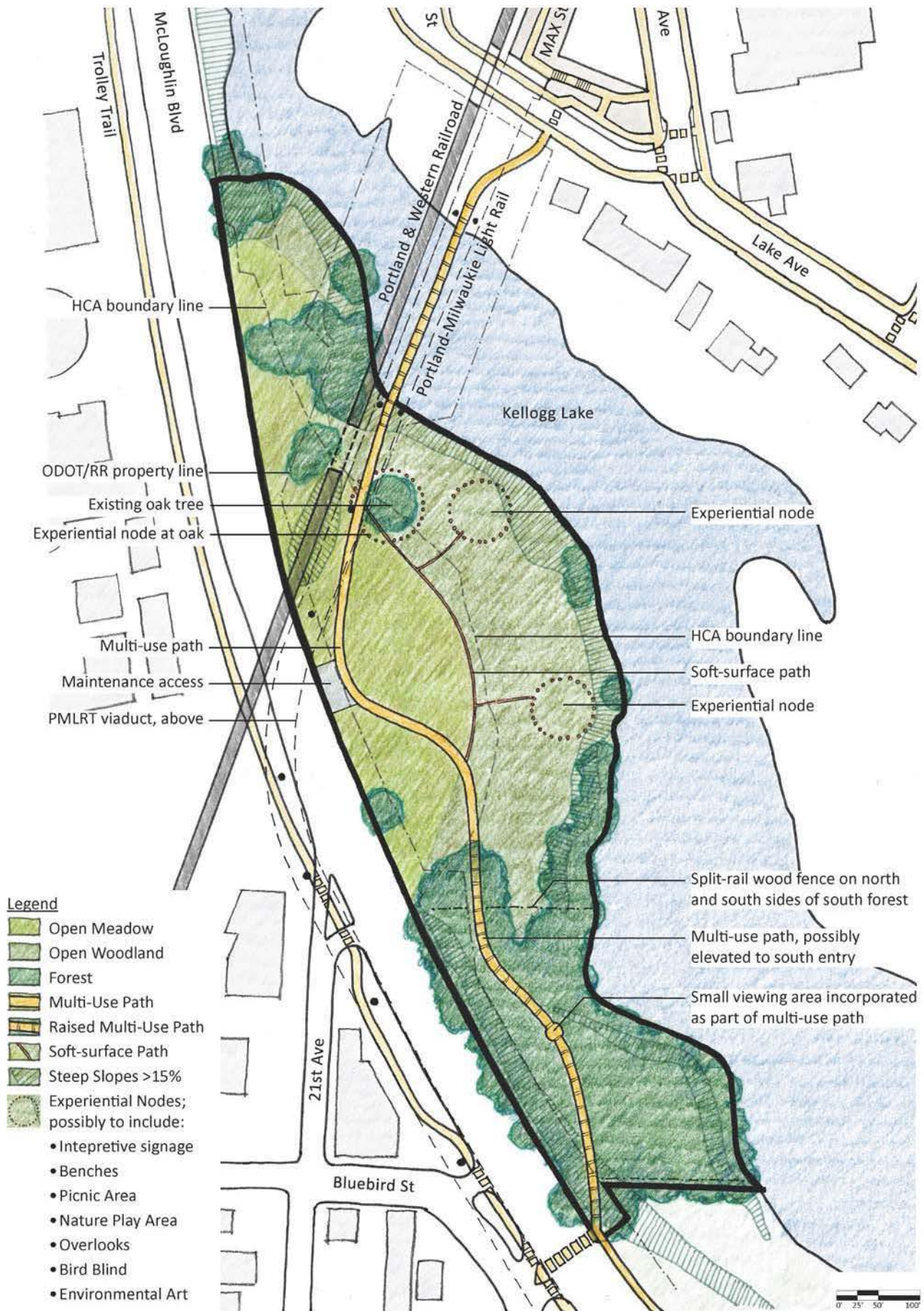
Railroad bridge and access road at north end of site

public after sunset. However, lighting will need to be balanced with habitat restoration requirements.

- The entire site must be accessible by emergency vehicles including police, fire, and ambulance.

Each part of the park site has different safety and access characteristics. The general security and accessibility of each area of the site is as follows:

- The central portion of the site generally offers good visibility from McLoughlin, with the exception of the steep bank at the edge of the lake. Visibility into the site is constrained in areas closer to the railroad trestle and the TriMet bridge. The TriMet pedestrian bridge and approaches are visible from Lake Road. In terms of access, the central portion of the site can be accessed directly from McLoughlin. It will also be accessible from the north once the connection to the TriMet pedestrian bridge is completed.
- The south forested area is largely hidden by both the existing vegetation and the steep embankment along McLoughlin. This portion of the site has historically had the most problems with transients, illegal dumping, and vandalism. As previously noted, these problems have been mitigated somewhat with increased police patrols. Some additional improvement may also be possible through the removal of invasive trees and shrubs, but in general the south forest will remain relatively hidden. This part of the site currently can only be accessed via the central part of the site.
- Although it is visible from McLoughlin and accessible via an existing ODOT service road, the north parcel is overgrown with invasive plants which will need to be removed to open up the site. The bank along the lake is mostly hidden from view. There is also an informal path down to the lake adjacent to McLoughlin in the ODOT right-of-way which is hidden by the embankment and vegetation.



MASTER PLAN PROCESS AND SCOPE

Lango Hansen Landscape Architects, NCPRD staff, and City staff met to discuss project scope and goals in August, 2014. At that time it was decided that the primary scope of the project would be on the parcels to the south of the trestle, with the option of including the north parcel if desired and if found to be feasible for future development. It was also agreed that there would be three public meetings, both to present information on the park planning process and to provide an opportunity for the public to provide input.

The first meeting was conducted on October 1st, 2014, and focused on site assessment and analysis. The second meeting on November 5th, 2014, focused on presentation of three options for park development which ranged from a fairly minimal level of improvements to a highly developed program. Some suggestions from the public, such as sound-mitigating berms, were found to be infeasible or unnecessary and were not included in the preferred park master plan. The preferred park master plan, based on public feedback and input from NCPRD and City staff, was presented in the final public meeting on December 9th, 2014.

As part of this master plan process, the future park was confirmed and identified as a “Natural Preserve” with a “Linear Park” running through the property, as identified in the Milwaukie Comprehensive Plan, Chapter 4, Land Use. The future park will also be defined as a “Natural Area” in the NCPRD system.

PREFERRED MASTER PLAN PARK ELEMENTS

The physical and programmatic elements in the Preferred Park Master Plan are as follows:

Multi-use pathway. This is the highest priority for park development. This paved pathway will connect the TriMet bicycle-pedestrian bridge and downtown Milwaukie with the sidewalk, crosswalk and Trolley Trail at the south end of the park. The width of the pathway should be designed so that the path can accommodate both bicycle and pedestrian traffic; a 12' width is preferred, but the width may be adjusted through future design processes. Where the multi-use path traverses the south part of the site, some or all of the pathway will be elevated to limit disturbance within the south forest area, provide a consistent and gentle grade to the south entrance of the park, achieve accessibility standards, and set the path above the 100-year flood line. The exact alignment of the path through the south forest will need to avoid existing trees to the greatest extent possible, especially the sequoia near the south



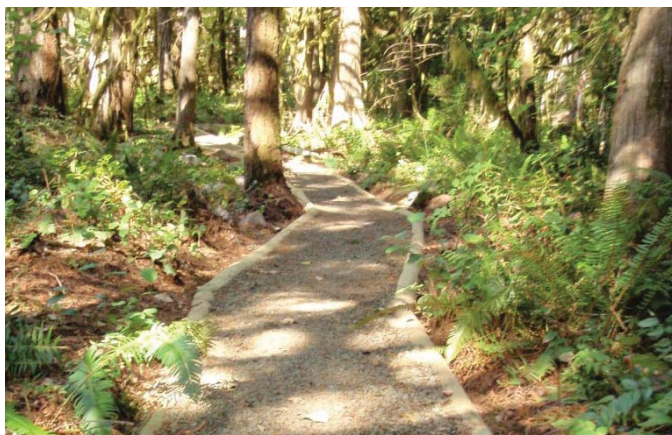
Example of a multi-use pathway at grade



Example of a multi-use pathway, elevated through south forest area

park entry. The elevated portion of the path could also include a wider viewing area, generally located where the elevated path is closest to the lake. Lighting is preferred for safety along the entire length of the path, and would need to be designed to balance the need for user safety with habitat requirements. Lighting will be considered as part of future planning and design. Finally, the design and construction of the pathway will need to be coordinated with the connection to the TriMet bridge.

Maintenance access. A right-in-right-out maintenance-only access will need to be provided to connect McLoughlin to the multi-use pathway. The maintenance access will need to be sized to accommodate a typical NCPRD maintenance truck and trailer. It will also allow TriMet to access the bicycle-pedestrian bridge. The access will include a typical concrete driveway apron (width to be determined), and may include a vehicle-rated permeable unit paving, grasscrete, or similar permeable treatments to limit the visual impact of the maintenance access point on the site. The access will be signed to show that no public parking is allowed.



Example of a soft-surface path through forest area

Soft surface pathways. The soft surface pathways are intended to form a secondary circulation system within the park and will also provide access to the experiential nodes. They are proposed to be gravel paths, although the width and material may be adjusted through future design processes. While the paths are primarily shown outside of the Habitat Conservation Area (HCA), the exact alignment of the paths may be adjusted to include more or less of the HCA. There was also public interest in creating a soft-surface pathway connection to the north parcel; if the opportunity becomes available, NCPRD could work with others to create the preferred soft-surface pathway connection to the north portion of the site.

Experiential nodes. These may include any of the following elements: interpretive signage, benches, picnic tables, a single small nature play area, overlooks, bird blinds, and/or environmental art. The exact makeup, size, and location of each of these elements within the experiential nodes will be determined at the time of park design. If the elements in the experiential nodes are situated within HCA's, care should be taken to minimize the impact of the element within the HCA.



Example of a nature play element

Habitat preservation and restoration. Existing habitat areas on site will be preserved and habitat restoration will be enhanced. Fencing and signage will be added where appropriate to discourage the public from entering critical habitat areas; for instance, split-rail wood fencing is proposed for the north and south borders of the south forest area to discourage access.



Example of interpretive signage

Phasing of Park Development. Park improvements will likely need to be implemented in phases, depending on the availability of funding, coordination with partners and stakeholders, and regulatory requirements. The multi-use pathway and the secondary loop path could be Phase 1 improvements. The Experiential Node improvements could be built in future phases. Habitat restoration may occur in all phases; for instance, habitat improvements for the north parcel could be done with cooperation from neighbors and stakeholders, independent of development elsewhere in the park.

This plan is conceptual in nature. Initial cost estimates were developed and given to NCPRD to provide an assessment of construction cost for project budgeting and planning purposes. The cost estimates and project elements are subject to change due to further refinements that may occur as the final park design is completed. Final decisions, materials and precise locations of improvements will be determined per all applicable regulatory requirements and as funding is available.



Example of a picnic area

NEXT STEPS

The final step of this master plan process is to submit the Master Plan for review and approval by the City Planning Commission and City Council and adoption into the City's comprehensive plan. After approval of the Master Plan, based upon circumstances including funding and other considerations, and with mutual agreement by NCPRD and the City of Milwaukie, future steps could include:

1. NCPRD and the City can use the approved Master Plan to apply for grants and solicit partnerships to help complete improvements. Possible funding sources include NCPRD, the City of Milwaukie, Oregon Parks and Recreation grants, and/or Metro Nature in Neighborhood grants.
2. When funding has been secured, NCPRD will work with the City to develop final construction plans and specifications. This phase will include Intergovernmental Agreements (IGAs/MOUs), soil testing, and permitting and fees. NCPRD will follow necessary land use processes to ensure elements are consistent with all City policies and codes. NCPRD is also committed to acquiring all other regulatory permits as necessary prior to project commencement (e.g. Army Corps of Engineers, Division of State Lands, etc.).
3. Construction will follow after construction drawings and permits have been completed. This will include a Request for Proposals (RFP), selection of a contractor, and the construction of park improvements.

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January 30, 2015

Katie Dunham
North Clackamas Parks and Recreation District
150 Beavercreek Rd
Oregon City, OR 97045

Re: Preapplication Report

Dear Katie:

Enclosed is the Preapplication Report Summary from your meeting with the City on January 15, 2015, concerning your proposal for action at Balfour Park, Bowman-Brae Park, and Robert Kronberg Park.

A preapplication conference is required prior to submittal of certain types of land use applications in the City of Milwaukie. Where a preapplication conference is required, please be advised of the following:

- Preapplication conferences are valid for a period of 2 years from the date of the conference. If a land use application or development permit has not been submitted within 2 years of the conference date, the Planning Director may require a new preapplication conference.
- If a development proposal is significantly modified after a preapplication conference occurs, the Planning Director may require a new preapplication conference.

If you have any questions concerning the content of this report, please contact the appropriate City staff.

Sincerely,

Blanca Marston
Administrative Specialist II

Enclosure

cc: Jeroen Kok
File

PRE-APPLICATION CONFERENCE REPORT

This report is provided as a follow-up to a meeting that was held on **1/15/2015** at **10:00 AM**

Applicant Name: Katie Dunham
Company: North Clackamas Parks and Recreation District
Applicant 'Role': Legal Rep
Address Line 1: 150 Beaver Creek Rd
Address Line 2:
City, State Zip: Oregon City OR 97045
Project Name:
Description:
Project Address: 3 Parks (Balfour, Bowman-Brae, Kronberg)
Zone: Balfour & Bowman-Brae = R-7
Occupancy Group:
Construction Type:
Use: Balfour & Bowman-Brae Parks = Low Density (LD)
Occupant Load:
Apps Present: Katie Dunham & Jeroen Kok
Staff Attendance: Steve Butler, Brett Kelter, Jason Rice, Chrissy Dawson

BUILDING ISSUES

ADA: At least one accessible route shall connect accessible buildings, accessible facilities, accessible elements and accessible spaces that are on the same site.

Structural: A permit is required for all structures over 120 square feet in area of over 10 feet in height.

Mechanical:

Plumbing:

Plumb Site Utilities:

Electrical:

Notes:

Please note all drawings must be individually rolled. If the drawings are small enough to fold they must be individually folded.

FIRE MARSHAL ISSUES

Fire Sprinklers:

Fire Alarms:

Fire Hydrants:

Turn Arounds:

Addressing:

Fire Protection:

Fire Access:

Hazardous Mat.:

Fire Marshal Notes: See attached.

PUBLIC WORKS ISSUES

Water: Bowman and Brae Park

There is an existing 16-inch water main that is available to serve the proposed development. This line sits to the west of the property within the narrow taxlot at the end of Where Else Lane. The City of Milwaukie Operations Department will install up to a 2-inch water service. Water service installation fees are due at issuance of building permits. Also, the most current water service installation fees are available on the City of Milwaukie website.

Balfour Park

There is an existing 16-inch water main that is available to serve the proposed development. This line sits within Balfour Street. The City of Milwaukie Operations Department will install up to a 2-inch water service. Water service installation fees are due at issuance of building permits. Also, the most current water service installation fees are available on the City of Milwaukie website.

Kronberg Park

There is an existing 10-inch water main that is available to serve the proposed development. This line sits across McLoughlin Blvd near the Trolley Trail. Due to the amount of coordination with the Oregon Department of Transportation, the City would request that any water services be installed by the contractor selected to do the on-site work.

System Development Charges (Water)

The water System Development Charge (SDC) is based on the size of water meter serving the property. The corresponding water SDC will be assessed with installation of a water meter. Water SDC credit will be provided based on the size of any existing water meter serving the property removed from

service. The water SDC will be assessed and collected at the time the building permits are issued.

Sewer:

General

Wastewater connections shall be required for water fountains.

Bowman and Brae Park

There is an existing 8-inch wastewater main that is available to serve the proposed development. This line sits eastern edge of the site within an easement.

Balfour Park

There is an existing 8-inch wastewater main that is available to serve the proposed development. This line sits within Balfour Street.

Kronberg Park

There is an existing wastewater main on-site. This line is owned and operated by Clackamas County Water Environment Services. Any connection and/or fee discussions would need to take place with that entity.

System Development Charges (Milwaukie Wastewater)

Currently, the wastewater System Development Charge (SDC) is comprised of two components. The first component is the City's SDC charge of \$893.00 and the second component is the County's connection fee for treatment of \$5,670 that the City collects and forwards to the County. Both charges are per connection unit. The wastewater SDC will be assessed and collected at the time the building permits are issued.

Storm:

Submission of a storm water management plan by a qualified professional engineer is required as part of the proposed development. The plan shall conform to Section 2 - Stormwater Design Standards of the City of Milwaukie Public Works Standards.

The storm water management plan shall demonstrate that the post-development runoff does not exceed the pre-development, including any existing storm water management facilities serving the development property. Also, the plan shall demonstrate compliance with water quality standards. The City of Milwaukie has adopted the City of Portland most current Stormwater Management Manual for design of water quality facilities.

All new impervious surfaces, including replacement of impervious surface with new impervious surfaces, are subject to the water quality standards. See City of Milwaukie Public Works Standards for design and construction standards and detailed drawings.

The storm SDC is based on the amount of new impervious surface constructed at the site. One storm SDC unit is the equivalent of 2,706 square feet of impervious surface. The storm SDC is currently \$823 per unit. The storm SDC will be assessed and collected at the time the building permits are issued.

Street:

Frontage:

Chapter 19.700 of the Milwaukie Municipal Code, hereafter referred to as "Code", applies to partitions, subdivisions, and new construction. This code does not apply to City of Milwaukie Public Capital Improvement Projects.

At the moment it is premature to say which entity will take ownership of the project, it may not ever matter. The City would not allow for the construction of these public facilities without addressing the

ADA access components the site brings with it. These conversations will need to continue once a Development Review permit is submitted for review.

Right of Way:

Right-of-way shall be dedicated in accordance with Code Chapter 19.700, Code Table 19.708.2.

Bowman and Brae Park

The on-site design was coordinated with the City in order to provide the necessary improvements. At the moment, no right-of-way would be required to be dedicated. If the plan were to change, the question of dedication may arise.

Balfour Park

The current width of Balfour is 50 feet. This width already meets the needs of the City. No right-of-way dedication.

Kronberg Park

Kronberg Park fronts SE McLoughlin Blvd. This right-of-way is owned and operated by the Oregon Department of Transportation. Conversations regarding dedication would need to take place with that entity.

Driveways:

Code Section 12.16.040.A states that access to private property shall be permitted with the use of driveway curb cuts and driveways shall meet all applicable guidelines of the Americans with Disabilities Act (ADA). Driveway approaches shall be improved to meet the requirements of Milwaukie's Public Works Standards. The proposed development will not be able to meet the access spacing targets required on an arterial roadway in Code Section 12.16.040.C.

Erosion Control:

Per Code Section 16.28.020(C), an erosion control permit is required prior to placement of fill, site clearing, or land disturbances, including but not limited to grubbing, clearing or removal of ground vegetation, grading, excavation, or other activities, any of which results in the disturbance or exposure of soils exceeding five hundred square feet.

Code Section 16.28.020(E) states that an erosion control permit is required prior to issuance of building permits or approval of construction plans. Also, Section 16.28.020(B) states that an erosion control plan that meets the requirements of Section 16.28.030 is required prior to any approval of an erosion control permit.

Traffic Impact Study:

No studies will be required under the current "Neighborhood Park" designs. However, if there were to be an intensification of parking on site, a Traffic Impact Study may be required.

PW Notes:

All of the Engineering notes contained with this review are usually provided at the time of development review and are somewhat premature.

TRANSPORTATION SDC

The Transportation SDC is based on the increase in trips generated per the Trip Generation Handbook from the Institute of Transportation Engineers. The SDC for transportation is \$1,676 per trip generated. Credit is applied to any demolished structures and is based upon the existing use of the structures. The Transportation SDC is assessed and collected at the time the building permits are issued.

PARKS & RECREATION SDC

The Parks and Recreation SDC is based on an increase number of employees. Employee data is calculated using Table 5-4 of North Clackamas Parks & Recreation District System Development Charges Update Methodology Report dated September 28, 2007. The employment data of Table 5-4 is

based on an increase in floor area and/or change in use for a proposed development. The SDC for parks and recreation is \$60.00 per additional employee. The Parks and Recreation SDC is assessed and collected at the time the building permits are issued.

PLANNING ISSUES

- Setbacks:** (These comments are more relevant at later review stages, beyond the master plan level.)
Except for a small picnic shelter at Bowman-Brae Park, no new structures are proposed near a property boundary. As per Milwaukie Municipal Code (MMC) Subsection 19.904.4.A, the proposed picnic shelter must have setbacks equal to at least those of the underlying zone (R-7)---20 ft front and rear, 5 ft on one side, and 10 ft on the other side. In addition, MMC Subsection 19.904.9.C requires setbacks equal to at least two-thirds of the structure height. The more restrictive standard shall control.
- Landscape:** (These comments are more relevant at later review stages, beyond the master plan level.)
The Residential R-7 zone (Balfour and Bowman-Brae Parks) requires a minimum of 30% of the total lot area of the site to be landscaped, with a maximum lot coverage allowance of 30%. The Downtown Open Space (DOS) zone (Kronberg Park) requires a minimum of 20% landscaping, with no lot coverage maximum.
- Parking:** (These comments are more relevant at later review stages, beyond the master plan level.)
MMC Chapter 19.600 provides standards for off-street parking. Balfour and Bowman-Brae Parks are neighborhood parks intended to serve residents in the immediate vicinity, generating relatively little vehicular traffic, so no off-street parking is proposed. Kronberg Park is primarily a natural preserve, with pedestrian and bicycle access via a multiuse path and proximity to the downtown light rail station. Vehicular access to Highway 99E (McLoughlin Blvd) is limited by ODOT, and no on-site parking is proposed. The subsequent Community Service Use and Design Review processes will confirm whether any off-street parking will be required.
- Transportation Review:** (These comments are more relevant at later review stages, beyond the master plan level.)
If park development is conducted by the City as a public capital improvement project, the standards of MMC Chapter 19.700 Public Facility Improvements are not applicable, as per MMC 19.702.4.G. If not a capital improvement project, the standards of MMC 19.700 are applicable to new construction as per MMC 19.702.1.D, and a variance request may be necessary if the applicant proposes not to construct required street improvements. Contact the City's Engineering Department for more information.
- Application Procedures:** The proposal involves the following land use applications:
Comprehensive Plan Text Amendment
Comprehensive Plan Map Amendment
- Comprehensive Plan Text Amendment (MMC 19.902.3) = All three parks master plans must be adopted as ancillary documents in the Comprehensive Plan (Comp Plan); this constitutes a text amendment that requires the Type V legislative process. The approval criteria are provided in MMC Subsection 19.902.3.B.
- One particular criterion (B-1) is demonstrated compliance with the goals and policies of the Comp Plan. For all three of the proposed master plans, the following Comp Plan components (Chapters, Objectives, and Policies) would be particularly relevant to address:
- * Chapter 2 (Plan Review and Amendment Process) = Objective 1 (Amending the Plan, particularly Policies 3-7)
 - * Chapter 4 (Land Use), Recreational Needs Element = Objective 1 (Park Classifications), Objective 3 (Intergovernmental Cooperation), Objective 5 (Neighborhood and Community Parks)

In addition, specifically for the Kronberg Park master plan, the following additional Comp Plan components would also be relevant:

- * Chapter 3 (Environmental and Natural Resources), Natural Hazards Element (Objective 1, Floodplain), Open Spaces, Scenic Areas, and Natural Resources Element (all 3 objectives)

- * Chapter 4 (Land Use), Willamette Greenway Element = Objective 3 (Land Use, particularly Policies 2-4), Objective 4 (Recreation, Policy 2 refers back to Recreational Needs element), Objective 5 (Public Access and View Protection), Objective 7 (Central Riverfront)

The application narrative should also address the relevant aspects of the Metro Urban Growth Management Functional Plan and the relevant Statewide Planning Goals.

Comprehensive Plan Map Amendment (MMC 19.902.4) = For the Balfour Park and Bowman-Brae Park properties, the designation on Comp Plan Map 7 (Land Use) needs to be changed from Low Density (LD) to Public (P), in order to bolster the case for the future Community Service Use (CSU) approvals that will be needed for park development. The map amendments also require Type V legislative review, with the approval criteria provided in MMC Subsection 19.902.4.B (which are the same criteria as for the Comp Plan text amendment).

Kronberg Park already has a Public designation on the Land Use map and does not require a map amendment.

Natural Resource Review: Neither Balfour Park nor Bowman-Brae Park includes any designated natural resources. Kronberg Park is bordered by Kellogg Lake along the north and east and includes a riparian area along the shore that includes both Water Quality Resource (WQR) and Habitat Conservation Area (HCA) designations.

Lot Geography: Balfour Park is rectilinear and is comprised of two subdivision lots from the Bonnie View Acres Plat No. 4 (from 1923), with a total width of 144 ft and depth of 240 ft. Bowman-Brae Park is a primarily rectilinear lot that is approximately 237 ft wide and 125 ft deep, with a small inverted curve at its southeast corner where street right-of-way curves south onto Brae St. Kronberg Park is an irregular shaped site comprised of 6 tax lots, bounded on the north and east by Kellogg Lake, on the south by a residential property, and on the west by McLoughlin Blvd.

Planning Notes: After the master plans are adopted, the next steps will be Type III review by the Planning Commission for approval of specific park development plans, followed by Type I development review of final plans prior to construction. For Balfour and Bowman-Brae Parks, the Type III review will be for Community Service Use (CSU) approval of the parks in their respective residential zones, as per MMC 19.904. For Kronberg Park, the Type III process will be for Downtown Design Review to show compliance with the relevant downtown development standards and guidelines, as per MMC 19.304.6 and 19.907, in addition to Willamette Greenway review (as per MMC 19.401) and Natural Resource review (as per MMC 19.402). Preapplication conferences are required for each of the parks projects prior to Type III review.

ADDITIONAL NOTES AND ISSUES

County Health Notes:

Other Notes:

This is only preliminary preapplication conference information based on the applicant's proposal and does not cover all possible development scenarios. Other requirements may be added after an applicant submits land use applications or building permits. City policies and code requirements are subject to change. If you have any questions, please contact the City staff that attended the conference (listed on Page 1). Contact numbers for these staff are City staff listed at the end of the report.

Sincerely,

City of Milwaukie Development Review Team

BUILDING DEPARTMENT

Samantha Vandagriff - Building Official - 503-786-7611

Bonnie Lanz - Permit Specialist - 503-786-7613

ENGINEERING DEPARTMENT

Jason Rice - Engineering Director - 503-786-7605

Brad Albert - Civil Engineer - 503-786-7609

Adriana Slavens - Civil Engineer - 503-786-7602

Chrissy Dawson - Engineering Technician II - 503-786-7610

Alex Roller - Engineering Technician I - 503-786-7695

COMMUNITY DEVELOPMENT DEPARTMENT

Stephen Butler - Comm. Dev. Dir. - 503-786-7652

Marcia Hamley - Admin Specialist - 503-786-7656

Alicia Martin -Admin Specialist - 503-786-7600

Blanca Marston -Admin Specialist - 503-786-7600

PLANNING DEPARTMENT

Dennis Egner - Planning Director - 503-786-7654

Li Alligood - Senior Planner - 503-786-7627

Brett Kelter - Associate Planner - 503-786-7657

Vera Kolas - Associate Planner - 503-786-7653

CLACKAMAS FIRE DISTRICT

Mike Boumann - Lieutenant Deputy Fire Marshal - 503-742-2673

Clackamas Fire District #1

Fire Prevention Office



E-mail Memorandum

To: Milwaukie Planning Department
From: Matthew Amos, Fire Inspector, Clackamas Fire District #1
Date: 1/30/2015
Re: Balfour Park, Bowman-Brae Park, Robert Kronberg Park

This review is based upon the current addition of the Oregon Fire Code. This review is limited to fire apparatus access and water supply. The following items should be addressed by the applicant:

Clackamas Fire District #1 has no comments regarding this proposal.



MILWAUKIE

Dogwood City of the West

To: Planning Commission

Through: Dennis Egner, Planning Director

From: Li Alligood, Senior Planner

Date: August 4, 2015, for August 11, 2015, Worksession

Subject: Moving Forward Milwaukie:
Draft Neighborhood Main Streets Code Amendments Briefing #1

ACTION REQUESTED

None. This is a briefing for discussion only. Staff is seeking feedback about draft code amendments for the "neighborhood main streets" of 32nd and 42nd Avenues, specifically related to use, development, and design standards. A second briefing is tentatively scheduled for August 25 to allow staff to follow up on any questions or concerns raised by the Planning Commission.

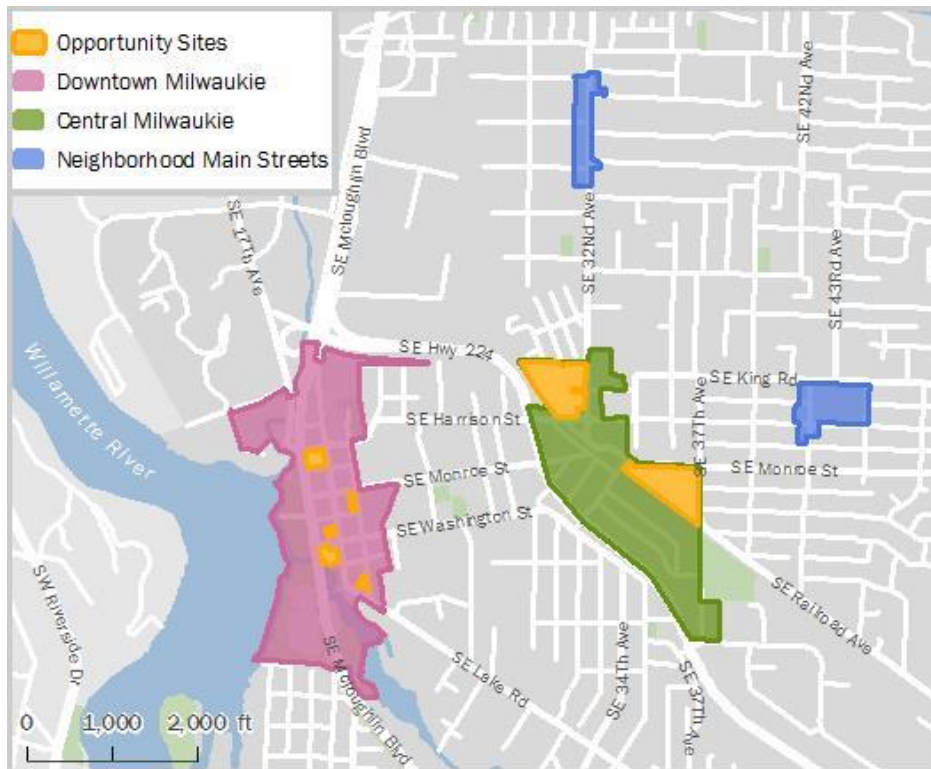
BACKGROUND INFORMATION

A. Moving Forward Milwaukie Project Goals

The *Moving Forward Milwaukie: Enhancing our Commercial Districts* (MFM) project began in July 2013 and is expected to wrap up by the end of 2015. The goal of the MFM project is to achieve appropriate development and redevelopment in the city's commercial areas by removing barriers and creating incentives.

The MFM project is focused on bringing new activity to Milwaukie's commercial districts: downtown, central Milwaukie, and the neighborhood main streets of 32nd & 42nd Avenues. See Figure 1 for an overview of project areas.

The downtown plan and code amendments (File #CPA-14-02) are being prepared for adoption by City Council at its August 18, 2015, public hearing. Central Milwaukie plan and code amendments (File #CPA-2015-001), including the first adopted vision for Central Milwaukie, have been recommended for adoption by the Planning Commission and will be presented to City Council at public hearings this fall. The neighborhood main streets code amendments are the final package of amendments to be generated by the Moving Forward Milwaukie project.

Figure 1. Moving Forward Milwaukie Project Areas

The goals of the Moving Forward Milwaukie project are to:

- *Remove barriers.* Provide enough flexibility to allow for market-driven development while ensuring that new development meets the community's expectation.
- *Create incentives.* Provide regulatory and/or financial incentives to encourage development that implements the community's vision— encourage developers to go "above and beyond" what the market might support.
- *Allow good things to happen.* Support new life for existing buildings and new development that provides the amenities and activity the community desires in these "neighborhood main street" areas.

The draft amendments seek to implement the project goals through the following objectives:

- *Provide more clarity and flexibility on allowed development.* Clearly communicating the community's expectations of the form new buildings will take through reorganization of the affected code sections and establishment of clear and objective standards for building size and design. Update allowed uses to ensure that neighborhood-serving business are allowed, those that may be appropriate in some places and not others are allowed conditionally, and those that are not desirable are prohibited.
- *Ensure development is attractive and pedestrian-friendly.* Make sure development and design standards support a pedestrian-friendly streetscape and walking experience.

The three focus areas of the Moving Forward Milwaukie serve complementary roles:

- *Downtown Milwaukie* is envisioned as a vibrant destination for visitors from throughout the region, an employment center, and a desirable place to live. Downtown is the home

to unique specialty retail and restaurant uses, as well as regional attractions like Riverfront Park.

- *Central Milwaukie* serves the daily needs of both local and regional residents. Central Milwaukie contains a mix of local and chain businesses providing goods and services for households and businesses.
- *Neighborhood Main Streets* serve the daily needs of the surrounding neighborhoods. These neighborhood hubs are convenient, pedestrian-friendly, and provide a range of goods and services.

A. Vision for the Neighborhood Main Streets

The Neighborhood Main Streets code update is the third and final phase of the Moving Forward Milwaukie project. The draft code amendments are based on recommendations from the 2012 [Neighborhood Main Streets Project](#), which was completed by Horizon Planning, a group of graduate planning students from Portland State University. The purpose of the Neighborhood Main Streets Project was to develop a community vision for the commercial areas around 32nd and 42nd Avenues and provide recommendations for solutions to implement the vision.

The PSU project team conducted public outreach through an online community survey, a public open house, a community visioning workshop, and interviews with business owners. The outreach was synthesized into a vision statement for the neighborhood main streets:

"In the future, the commercial areas on 32nd and 42nd Avenues in Milwaukie are Neighborhood Main Streets. They are hubs of activity – places where local residents gather to shop, dine, and socialize. Tree-lined streets and attractive storefronts create a pleasant environment, and a mix of small-scale and locally-owned businesses fit in well to their established residential neighborhoods. Connections to these main streets from the surrounding areas allow people to safely and easily reach their destinations whether on foot, by bicycle, or by car."

The vision also includes three major goals for the neighborhood main streets:

- Goal 1: a vibrant, local economy
 - A variety of locally-owned, small businesses to meet every day shopping and convenience needs for neighborhood residents
 - A few specialty retailers to draw from a larger area
- Goal 2: safe, accessible streets
 - Safe and comfortable pedestrian environment
 - Safe routes for walking, driving, bicycling, and public transportation
 - Adequate parking for businesses (but not too much)
- Goal 3: Neighborhood-scale identity
 - Small-scale businesses oriented toward the "main streets"
 - Gathering places for nearby residents
 - Attractive streetscapes

The 2012 Neighborhood Main Streets Project team prepared a number of recommendations to implement the vision and goals for these areas; the recommendations

address policy, land use, economic development, and transportation issues. This project focuses on implementation of the recommended land use revisions:

1. Create a new neighborhood commercial zone with uses that are specific to Milwaukie's small-scale commercial areas
2. Establish development standards in the new commercial zone to ensure that new construction projects are pedestrian-scale
3. Expand the new commercial zone along 42nd and 32nd Avenues

The draft amendments focus on implementation of the zoning recommendations, with the exception of expanding the new commercial zone. This expansion may be appropriate to implement in the future, when underutilized properties within the existing zone have been repurposed, but expanding the commercial zones would require a policy discussion that is outside of the scope of the Moving Forward Milwaukie project.

The MFM project team discussed the project recommendations and draft proposals with the Project Advisory Committee (PAC) on April 1, 2015; held a kickoff event to receive feedback from the public on May 6, 2015; discussed the public feedback and direction with the PAC on May 21, 2015; and presented the draft amendments to the public at an open house on June 3, 2015. The draft amendments in Attachment 1 have been refined as a result of this feedback. See Attachment 1 for a compilation of public input received to date.

See below for details regarding proposed amendments to the zoning, use standards, development standards, and design standards in these areas.

B. History of Prior Actions and Discussions

- **2013 - 2014:** Staff provided a number of briefings on the Moving Forward Milwaukie project. This is the first briefing specific to the Neighborhood Main Street commercial areas.

KEY DISCUSSION ITEMS

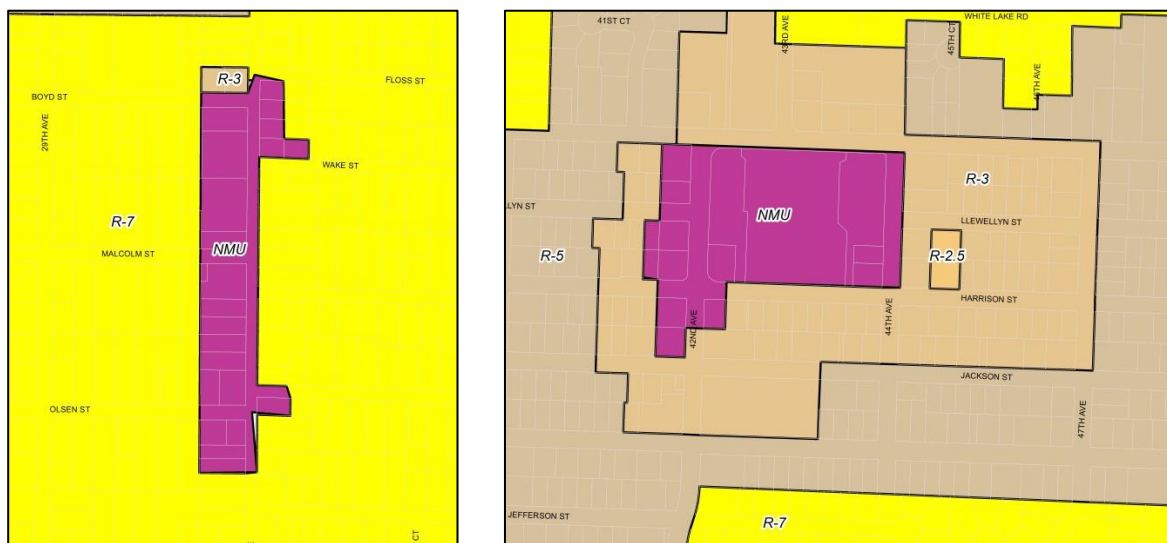
The land use recommendations of the 2012 Neighborhood Main Streets Project will be implemented through a combination of zoning code use, development, and design standards. The sections below provide an overview of the recommendation being implemented and the revisions being proposed.

A. Zoning and Use Standards

Recommendation: Create a new neighborhood commercial zone with uses that are specific to Milwaukie's small-scale commercial areas

The 32nd Ave commercial area is currently zoned Limited Commercial C-L, and the 42nd Ave commercial area is currently zoned General Commercial C-G. Both are surrounded by residential neighborhoods. See Figure 2.

Figure 3. Proposed zoning



The proposed neighborhood main street use standards are intended to allow a broad range of office, retail, residential, and services that can meet the daily needs of the surrounding neighborhood.

Permitted Uses

Currently, permitted uses in the 32nd Ave commercial area are limited to office, retail, and personal/business services. Desired uses, such as coffee shops and restaurants, are not permitted throughout most of this area.

The 42nd Ave commercial area permits a broad range of uses, some of which create tension with adjacent residential neighborhoods. Table 1 provides an overview of proposed revisions to the 32nd Ave and 42nd Ave commercial area use standards.

Table 1. Overview of proposed revisions to use standards.

Use	Existing – C-L	Existing – C-G	Proposed – NMU
Mixed-Use	Not permitted	Not permitted	Permitted outright
Live/Work Units	Not permitted	Not permitted	Permitted outright
General office	Permitted	Permitted	Permitted up to 10,000 sq ft per use; larger than 10,000 sq ft permitted as a Conditional Use
Indoor recreation	Not permitted	Permitted as a Conditional Use	Permitted up to 10,000 sq ft per use; larger than 10,000 sq ft permitted as a Conditional Use
Retail-oriented sales	Permitted	Permitted	Permitted up to 10,000 sq ft per use; larger than 10,000 sq ft permitted as a Conditional Use ¹
Eating Establishments	Not permitted (with exception of corner of 32 nd and Olsen)	Permitted	Permitted
Medical Marijuana Facility	Permitted	Permitted	Permitted
Personal service oriented	Permitted	Permitted	Permitted up to 10,000 sq ft per use; larger than 10,000 sq ft permitted as a Conditional Use
Repair-oriented	Not permitted	Permitted	Permitted up to 10,000 sq ft per use; larger than 10,000 sq ft permitted as a Conditional Use
Day Care	Community Service Use or home occupation	Community Service Use or home occupation	Permitted up to 5,000 sq ft

¹ The existing Safeway at 42nd Ave and King Rd would exceed this area, and would become nonconforming.

Use	Existing – C-L	Existing – C-G	Proposed – NMU
Commercial lodging	Not permitted	Not permitted	Permitted up to 10,000 sq ft per use; larger than 10,000 sq ft permitted as a Conditional Use
Boarding, lodging, or rooming house	Not permitted	Not permitted	Permitted up to 10,000 sq ft per use; larger than 10,000 sq ft permitted as a Conditional Use

Currently, there is no maximum size for any permitted uses in the neighborhood main street areas. The proposed approach would allow permitted non-residential uses of up to 10,000 sf per use. If the use is larger than 10,000 sf, it would need to be permitted through Type III Conditional Use review.

Prohibited and Limited Uses

No additional prohibited uses are being proposed. Some uses are proposed to shift from outright permitted to conditional uses. See Table 2 for an overview.

Table 2. Overview of proposed limited and prohibited uses.

Use	Existing – C-L	Existing – C-G	Proposed – NMU
Single-family detached	Permitted as a Conditional Use	Not permitted	Permitted as a Conditional Use
Rowhouse	Permitted as a Conditional Use (single-family or multifamily)	Not permitted	Permitted as a Conditional Use
Multifamily	Permitted as a Conditional Use	Not permitted	Permitted as a Conditional Use
Senior and retirement housing	Permitted as a Conditional Use	Not permitted	Permitted as a Conditional Use
Drinking Establishments	Not permitted	Permitted as Conditional Use	Permitted as Conditional Use
Vehicle sales and rentals	Not permitted	Permitted	Prohibited
Vehicle repair and service	Not permitted	Permitted	Permitted as a Conditional use
Parking facility	Not listed	Not listed	Permitted as a conditional use
Manufacturing and production	Not permitted	Not permitted	Limited to 5,000 sq ft in floor area per use on the ground floor when associated with, and accessory to, a retail oriented sales or eating/drinking establishment use

C. Development standards

Recommendation: Establish development standards in the new commercial zone to ensure that new construction projects are pedestrian-scale

Development standards control the location and size of new development through setback requirements (how far a building must be set back from property lines); height requirements (how tall a building can be); floor area ratios (how much of the site can or must be utilized for development); and massing requirements (how large the building appears). Pedestrian-scale design is modest in height and allows for numerous small-scale businesses with ground-floor interest.

Key components of pedestrian-scale and comfortable urban spaces are:

- Build to the sidewalk (implemented through maximum setbacks)
- Make the street front permeable (implemented through minimum ground floor transparency requirements)
- Put parking to the side or in the rear of a building, not in front (implemented through maximum setbacks and parking location standards)

The draft development standards are intended to result in a comfortable and visually cohesive pedestrian environment. See Table 3 for an overview.

Table 3. Overview of proposed revisions to development standards.

Development Standard	Existing – C-L	Existing – C-G	Proposed
Minimum lot size	Minimum: 5,000 sf	None	Minimum: 1,500 sf
Minimum street frontage	35 ft	35 ft	25 ft
Floor area ratio	None	None	0.5:1 (50%)
Building height	Maximum: 45 ft	Maximum: 45 ft	No change; no allowances for height bonuses
Street setbacks	Minimum: None Maximum: None	Minimum: None Maximum: None	Minimum: None Maximum: 10 ft
Primary entrances	None	None	Must face the primary street
Residential density requirements	None	None	Stand-alone residential: 11.6-14.5 dwelling units/acre Mixed use buildings: None
Transition area measures	Transition area measures apply to any development adjacent to lower-density residential areas.		Does not apply when separated from residential zones by a public right-of-way (affects 32 nd Ave)

D. Design standards

Recommendation: Establish design standards in the new commercial zone to ensure that new construction projects are pedestrian-scale

Design standards are intended to establish a baseline level of design for new development to ensure that new development is attractive and provides ground floor/pedestrian-level interest. There are currently no design standards for new development in the neighborhood main street areas. As proposed, the design standards of MMC 19.505.7 Nonresidential Development would apply to development in the NMU Zone as well as the General Mixed-Use Zone GMU. See Table 4. These standards are expected to be adopted as part of the Central Milwaukie code amendment package (file #CPA-2015-001).

Table 4. Overview of proposed design standards.

Design Standard	Intent	Existing	Proposed
Corners	Reinforce intersections as an important place for people to gather	None	New buildings must locate the primary entry at the corner, include an architectural element, or cut the corner at a 45 degree angle
Weather protection	To protect pedestrians from rain to provide shade; to encourage window shopping and lingering; and create visual interest on the ground floor of a building	None	All ground floor entries must be protected from the weather by canopies or recessed at least 3 ft
Exterior building materials	Provide a sense of permanence; provide articulation and visual interest to larger buildings; and allow for a variety of materials and designs.	None	Identify primary, secondary, accent, and prohibited materials
Windows and doors	Enhance street safety and provide a comfortable pedestrian environment by providing ground-level transparency	None	At least 30% of ground-floor street wall must consist of windows or glazed doors.
Roofs	Enliven the pedestrian experience and create visual interest.	None	Wide range of roof forms permitted; requirements for "finished" appearance
Rooftop equipment and screening	Integrate mechanical equipment into the overall building design	None	Require screening for rooftop equipment (with the exception of solar panels, wind generators, and green roof features)
Ground-level screening	Maintain a tidy, attractive streetscape	None	Ground-level equipment, storage, and garbage/recycling areas must be screened

E. Discussion

Staff is seeking Planning Commission feedback about the proposed revisions to the use, development, and design standards for the neighborhood main street areas. Are the proposals appropriate? Are there any concerns or issues that are not being addressed by the proposal?

NEXT STEPS

If the Planning Commission would like to have additional discussion about the draft amendments, staff will return to the August 25 worksession. Feedback from the Planning Commission will be incorporated into the adoption draft of the amendments.

Public hearings on the amendments are tentatively scheduled to begin on October 13, 2015. This timing will allow the final Central Milwaukie code amendments to be incorporated into the adoption draft of the neighborhood main streets amendments.

ATTACHMENTS

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

	PC Packet	Public Copies	E- Packet
1. Proposed Code Amendments and Commentary, dated August 4, 2015	☒	☒	☒
2. Public Input Received to Date	☒	☒	☒

Key:

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

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

E-Packet = packet materials available online at <http://www.milwaukieoregon.gov/planning/planning-commission-131>.



MILWAUKIE
Dogwood City of the West

Neighborhood Main Streets Use, Development, and Design Standards

Proposed Code Amendments

August 4, 2015, Draft

Title 19 Zoning Ordinance

Chapter 19.303 General Mixed-Use Zone

Chapter 19.500 Supplementary Development Regulations

Please contact Li Alligood, Senior Planner with the City of Milwaukie Planning Department, at 503-786-7627 or alligoodl@milwaukieoregon.gov with questions or comments about the proposed code amendments and/or the code adoption process.

Reader Guide

Commentary

A commentary section precedes each section of code amendments. The commentary provides a non-technical summary of the proposed amendments and highlights proposed policy changes. The commentary section is labeled as commentary and presented in Comic Sans font (the same font of this sentence).

Amendments

Unless otherwise noted in the document, underlined text is proposed text, and ~~strike through~~ text is existing code language proposed for deletion.

Context/Surrounding Code

The chapter, section, and subsection for the proposed code amendments are listed for reference in this document. Line breaks, like the one below, between subsequent amendments indicate that there is a there is intervening text within the section or subsection that is not included in this document.

Please be advised that this document shows only sections of code for which amendments are proposed, along with limited surrounding sections for context. It does not include all sections of the Milwaukie Comprehensive Plan or Municipal Code.

COMMENTARY**TITLE 19 ZONING****CHAPTER 19.300 BASE ZONES****CHAPTER 19.303 GENERAL MIXED-USE ZONE****Overview**

The following pages contain recommended amendments to the base zone use and development standards for the City's "neighborhood main street" commercial areas of 32nd and 42nd Avenues. The amendments are intended to broaden the permitted uses in these areas as well as to strengthen pedestrian-friendly development standards for new development.

The 32nd Ave commercial area is currently zoned Limited Commercial C-L, and the 42nd Ave commercial area is currently zoned General Commercial C-G. Generally, the proposed amendments expand the permitted uses in the 32nd Ave commercial area and revise the permitted uses in the 42nd Ave commercial area.

19.303.1 Purpose

This section has been revised to reflect the addition of a new Neighborhood Mixed-Use Zone NMU. New language describes the intended characteristics of each of this zone.

19.303.2 Uses

Currently, any alteration or expansion of a nonconforming use, structure, or development in the C-L and C-G zones is subject to Type III Nonconforming Use Alteration review. New language states that alteration or expansion of nonconforming use, structure, or development in the NMU Zone that brings the nonconformity closer to compliance may be reviewed through Type II Development Review rather than Type III Nonconforming Use Alteration Review. Alterations or expansions that do not bring the nonconformity closer to compliance would continue to be reviewed through a Type III Nonconforming Use Alteration review.

New language clarifies that drive-through facilities are permitted as conditional uses in the NMU Zone. These facilities are currently prohibited in the 32nd Ave commercial area and permitted outright in the 42nd Ave commercial area.

Table 19.303.2

- A new column is added for the NMU Zone.
- Several revisions to permitted uses are proposed:
 - A size restriction for non-residential uses is proposed. New non-residential uses permitted outright would be restricted to 10,000 sf per use; uses larger than

Proposed Code Amendment with Commentary

10,000 sf would require Type III Conditional Use review and approval by the Planning Commission. This restriction applies to each use, not the size of the building itself. Uses larger than 10,000 sq ft would become nonconforming uses. Currently, the only use that would be affected is Safeway at 42nd Ave and King Rd.

- Single-family detached and multifamily development is permitted as a conditional use in the C-L Zone, and is not allowed in the C-G Zone. Single-family detached and multifamily residential would continue to require Type III Conditional Use in the 32nd Ave area, and would be now permitted as a conditional use in the 42nd Ave area.
- Vehicle repair and service are permitted in both areas through Type III Conditional Use review, and must be conducted within a completely enclosed building.
- Several new types of uses are added as outright permitted uses:
 - Mixed-use development. This type of development includes a combination of residential uses with commercial uses (e.g. office, retail, or services) on a site or in a building.
 - Live/Work Units. These types of units combine living space with business space. Generally, the living space is above the business (on the second or higher level) while the business is on the ground floor.
 - Day care uses of up to 5,000 sq ft. Currently, day care uses (other than home occupations) require Type III Community Service Use review.
 - Commercial lodging, such as bed and breakfast establishments.
 - Manufacturing and production of up to 5,000 sq ft when associated with, and accessory to, a related retail or eating establishment. Examples include brew pubs or commercial bakeries with a retail storefront.
- Some new types of uses are allowed conditionally (through Type III review):
 - Single-family and multifamily development (3 or more units). They are currently allowed as conditional uses in the 32nd Ave commercial area and will now be allowed in the 42nd Ave commercial area.
 - Rowhouse. This type of development can be either a single-family or multifamily (3 or more units) type of development.
 - Boarding, Lodging, or Rooming House. This type of use would be permitted through Type III Conditional Use review and approval by the Planning Commission. These types of facilities could provide low-cost housing options in the neighborhood main street areas.
 - Drinking establishments are currently not permitted in the 32nd Ave commercial area and are permitted in the 42nd Ave commercial area as a conditional use. They would now be permitted in both areas through Type III Conditional Use review.

- Some uses are prohibited:
 - Vehicle sales and rentals. This activity is currently permitted in the 42nd Ave area, and would be prohibited. Any existing vehicle sales and rentals business would become a nonconforming use.

19.303.3 Development Standards

Table 19.303.3 Mixed Use Zones – Summary of Development Standards

- A new column is added for the NMU Zone.
- Minimum lot size. Current minimum lot size requirements are 5,000 sf. A standard minimum lot size of 1,500 sf is proposed to allow for a range of development options, including rowhouses and live/work units as well as small commercial occupancies.
- Minimum street frontage. Current minimum street frontage is 35 ft. A street frontage of 25 ft is proposed to permit smaller lot sizes.
- Minimum floor area ratio (FAR). A minimum of 0.5:1 (50% of the lot area) is established to ensure efficient use of the commercial areas.
- Building height. No change. Buildings in the NMU Zone would not be eligible for height bonuses.
- Street setbacks. A maximum street setback of 10 ft is established to ensure a pedestrian-friendly environment.
- Frontage occupancy requirements. As proposed, this requirement would not be applicable in the NMU Zone.
- Maximum lot coverage. No change.
- Minimum vegetation. No change.
- Primary entrances. A requirement that primary entrances face key public streets is established to provide easy pedestrian access.
- Off-street parking required. New language prohibits off-street parking between a building and street-facing lot line. Off-street parking must be located adjacent to or behind a building.
- Transit street. Adds cross-reference to building orientation standards that apply to buildings facing 32nd Ave and Harrison St.
- Transition measures. Adds cross-reference to transition area measures. See the code and commentary for Chapter 19.500 for further details.
- Residential density. A minimum residential density is established for stand-alone residential development (there is no minimum residential density required for mixed-use development). The proposed density range of 11.6-14.5 dwelling units per acre is equal to the R-3 Zone, which is adjacent to the 42nd Ave commercial area.

CHAPTER 19.300 BASE ZONES**19.303 GENERAL COMMERCIAL MIXED-USE ZONES GMU****19.303.1 Purpose**

- A. General Mixed-Use. The General Mixed-Use (GMU) Zone is intended to recognize the importance of Central Milwaukie as a primary commercial center and promote a mix of uses that will support a lively and economically robust district. It is also intended to ensure high quality urban development that is pedestrian-friendly and complementary to the surrounding area.
- B. Neighborhood Mixed-Use. The Neighborhood Mixed-Use (NMU) Zone is intended to recognize 32nd and 42nd Avenues as neighborhood commercial centers. This zone allows for a mix of small-scale retail and services, along with residential uses, that meet the needs of nearby residents and contribute to a vibrant, local economy. It is also intended to provide a safe and pleasant pedestrian environment while maintaining a neighborhood-scale identity.

19.303.2 Uses**A. Permitted Uses**

Uses allowed outright in the GMU zone commercial mixed-use zones are listed in Table 19.303.2 with a "P." These uses are allowed if they comply with the development and design standards and other regulations of this title.

B. Conditional Uses

Uses listed in Table 19.303.2 as "CU" are permitted only as conditional uses in conformance with Section 19.905.

C. Nonconforming Uses, Structures, and Development

Existing structures and uses that do not meet the standards for the commercial mixed-use zones GMU zone may continue in existence. Alteration or expansion of a nonconforming use, structure or development that brings the use, structure or development closer to compliance may be allowed through Type II Development Review pursuant to Section 19.906. Alteration or expansion of a nonconforming use or structure that does not bring the use or structure closer to compliance may be allowed through a Type III Variance pursuant to Section 19.911. Except where otherwise stated in this section, the provisions of Chapter 19.800 Nonconforming Uses and Development apply.

D. Prohibited Uses

Uses not listed in Table 19.303.2, and not considered accessory or similar pursuant to (E) and (F) below, are prohibited. Uses listed with an "N" in Table 19.303.2 are also prohibited.

E. Accessory Uses

Uses that are accessory to a primary use are allowed if they comply with all development standards. ~~For the purposes of this section, drive-through facilities are considered an accessory use and must conform to Section 19.606.3.~~

F. Similar Uses

The Planning Director, through a Type I review per 19.903.4, may determine that a use that is not listed is considered similar to an example use listed in Table 19.303.2. The unlisted use shall be subject to the standards applicable to the similar example use.

Proposed Code Amendment with Commentary

G. Drive-through Uses. For the purpose of this section, drive-through uses are not considered an accessory use and must be approved through a conditional use review in the NMU Zone in conformance with Section 19.905. Drive-through facilities must also conform to Section 19.606.3.

Proposed Code Amendment with Commentary

Table 19.303.2 General Mixed Use Zone Uses			
Uses and Use Categories	GMU	NMU	Standards/Additional Provisions
Residential			
Single-family Detached	<u>N</u>	<u>CU</u>	Subsection 19.505.1 Single Family Dwellings Section 19.905 Conditional Uses
Rowhouse ¹	P	<u>CU</u>	Subsection 19.505.5 Standards for Rowhouses Section 19.905 Conditional Uses
Multifamily	P	<u>CU</u>	Subsection 19.505.3 Design Standards for Multifamily Housing Section 19.905 Conditional Uses
Mixed use ²	P	<u>P</u>	Subsection 19.505.6 Commercial & Mixed Use Development
Live/work units	P	<u>P</u>	Subsection 19.505.6 Standards for Live/Work Units
Senior and retirement housing	P	<u>CU</u>	Subsection 19.505.3 Design Standards for Multifamily Housing Section 19.905 Conditional Uses
Commercial³			
General office. General office means professional, executive, management, or administrative offices of firms or organizations. Examples include: professional services such as lawyers, architects or accountants; financial businesses such as lenders, brokerage houses, banks or credit unions; headquarters , or real estate agents; sales offices; government offices and public utility offices; and medical and dental clinics.	P	<u>P</u>	
Indoor recreation. Indoor recreation consists of facilities providing active recreational uses of a primarily indoor nature. Examples include: gyms, dance studios, tennis, racquetball and soccer centers, recreational centers, skating rinks, bowling alleys, arcades, shooting ranges, and movie theaters.	P	<u>P</u>	

Proposed Code Amendment with Commentary

Retail-oriented sales. Sales-oriented retail firms are involved in the sale, leasing, and rental of new or used products to the general public. Examples include: stores selling, leasing, or renting consumer, home, and business goods including art, art supplies, bicycles, clothing, dry goods, electronics, fabric, gifts, groceries, hardware, household products, jewelry, pets and pet products, pharmaceuticals, plants, printed materials, stationery, and printed and electronic media. May also include car sales and other auto-oriented retail uses.	P	<u>P</u>	
Drinking establishments. Drinking establishments primarily involve the sale of alcoholic beverages for consumption on-site. Examples include: tavern, bar, or cocktail lounge.	<u>P</u>	<u>CU</u>	Section 19.905 Conditional Uses
Eating and drinking establishments. Eating and Drinking E-establishments primarily involve the sale of prepared food and beverages for consumption on-site or take-away. Eating establishments may include incidental sales of alcoholic beverages. Examples include: restaurants, delicatessens, retail bakeries, taverns, brew pubs, coffee shops, concession stands, and espresso bars.	P	<u>P</u>	
Medical marijuana facility⁶. Medical marijuana facility means a business that dispenses medical marijuana in accordance with the regulations set forth by ORS Chapter 475 and related Oregon Administrative Rules. State-registered grow sites are not considered to be medical marijuana facilities and are not permitted under the City of Milwaukie's medical marijuana facility regulations.	<u>P</u>	<u>P</u>	Subsection 19.303.6 Standards for Medical Marijuana Facilities
Vehicle sales and rentals. Vehicle sales and rentals means a business that sells or leases consumer vehicles including passenger vehicles, motorcycles, light and medium trucks, boats and other recreational vehicles.	<u>P</u>	<u>N</u>	

Proposed Code Amendment with Commentary

Personal service oriented. Personal service oriented firms are involved in providing consumer services. Examples include: hair, tanning and spa services, pet grooming, photo and laundry drop-off, dry cleaners, and quick printing.	P	<u>P</u>	
Repair-oriented. Repair-oriented uses are establishments providing product repair of consumer and business goods. Examples include: repair of televisions and radios, bicycles, clocks, jewelry, guns, small appliances, office equipment, tailors and seamstresses, shoe repair, locksmiths, <u>and upholsterers</u>, and some automobile and boat service and repair.	P	<u>P</u>	
Vehicle repair and service. ⁴ Firms <u>servicing passenger vehicles, light and medium trucks and other consumer motor vehicles such as motorcycles, boats and recreational vehicles. Also includes quick-servicing activities where the driver generally waits in the car before and while the service is performed.</u> <u>Examples include gas stations, quick oil change shops, car washes, vehicle repair, transmission or muffler shop, auto body shop, alignment shop, auto upholstery shop, auto detailing, and tire sales and mounting.</u>	<u>P</u>	<u>CU</u>	Section 19.905 Conditional Uses
Day care. ⁵ Day Care is the provision of regular child care, with or without compensation, to four or more children by a person or person(s) who are not the child's parent, guardian, or person acting in place of the parent, in a facility meeting all state requirements. Examples include: nursery schools, before-and-after school care facilities, and child development centers.	P	<u>P</u>	
Commercial lodging. Commercial Lodging includes for-profit residential facilities where tenancy is typically less than one month. Examples include: hotels, motels, and bed-and-breakfast establishments. Does not include senior and retirement housing.	P	<u>P</u>	

Proposed Code Amendment with Commentary

Boarding, lodging, or rooming house. Generally means a private home where lodgers rent one or more rooms for one or more nights, and sometimes for extended periods of weeks, months, and years. The common parts of the house are maintained, and some services, such as laundry and cleaning, may be supplied. Examples include: Boarding house and cooperative housing	CU	<u>CU</u>	Section 19.905 Conditional Uses
Commercial parking Parking facility. Parking facilities provide parking that is not accessory to a specific use. A fee may or may not be charged. A facility that provides both accessory parking for a specific use and regular fee parking for people not connected to the use is also classified as a Commercial Parking facility. Examples include structured parking, short- and long-term fee parking facilities, commercial district shared parking lots and commercial shuttle parking.	CU	<u>CU</u>	Section 19.905 Conditional Uses Subsection 19.611 Parking Structures
Manufacturing and Production			
Manufacturing and production. ¹ Uses are involved in the manufacturing, processing, fabrication, packaging, or assembly of goods. Natural, man-made, raw, secondary, or partially completed materials may be used. Examples include processing of food and related products; catering establishments; breweries, distilleries, and wineries; weaving or production of textiles or apparel; woodworking, including cabinet makers; manufacture or assembly of machinery, equipment, instruments, including musical instruments, vehicles, appliances, precision items, and other electrical items; and production of artwork and toys.	P	<u>P</u>	
Institutional			
Community service uses	CSU	<u>CSU</u>	Section 19.904 Community Service Uses

P = Permitted.

N = Prohibited.

CSU = Permitted with Community Service Use approval subject to provisions of Section 19.904. Type III review required to establish a new CSU or for major modification of an existing CSU. Type I review required for a minor modification of an existing CSU.

CU = Permitted with conditional use approval subject to the provisions of Section 19.905. Type III review required to establish a new CU or for major modification of an existing CU. Type I review required for a minor modification of an existing CU.

Proposed Code Amendment with Commentary

1. The limit of 4 consecutive row houses established in 19.505.5 does not apply in the GMU zone. In the GMU zone, there is no limit on the number of consecutive row houses.
2. Residential uses built as part of a vertical mixed-use building are not subject to conditional use review.
3. In the NMU Zone, unless otherwise specified in this section, all non-residential uses listed in Table 19.303.2 shall be no greater than 10,000 square feet in area per use. A non-residential use greater than 10,000 square feet in area may be approved through a conditional use review pursuant to Section 19.905.
24. Repair oriented uses are permitted in the GMU Zone only when conducted within a completely enclosed building.
35. Day care and childcare uses are limited to 5,000 sq. ft.
6. Medical marijuana facilities shall meet the following standards:
 - a. As set forth by Oregon Administrative Rules, a medical marijuana facility shall not be located within 1,000 ft of the real property comprising a public or private elementary, secondary, or career school attended primarily by minors or within 1,000 ft of another medical marijuana facility.
 - b. A medical marijuana facility shall not be co-located with another business.
 - c. Display of marijuana or marijuana products that are visible from outside of the facility is prohibited.
 - d. The hours of operation for medical marijuana facilities shall be limited to the hours between 8:00 a.m. and 10:00 p.m.
- 4.7. Manufacturing and production uses are limited to 5,000 sq ft in floor area per use on the ground floor and are only permitted when associated with, and accessory to, a related retail oriented sales or eating/drinking establishment use. For purposes of this subsection, manufacturing and production involve goods that are sold or distributed beyond or outside of the associated on-site eating or drinking establishment or retail trade use. For example, a brewing facility that distributes or sells its products elsewhere would be considered a manufacturing and production use, while a restaurant kitchen that prepares food that is purchased on-site would not be considered manufacturing or production.

19.303.3 Development Standards

These development standards are intended to ensure that new development in the commercial mixed-use zones ~~GMU zone~~ is appropriate for a ~~mixed-use district~~ in terms of building mass and scale, how the building addresses the street, and where buildings are located on a site.

Table 19.303.3 summarizes some of the development standards that apply in the commercial mixed-use zones ~~GMU zone~~. Development standards are presented in detail ~~full~~ in Section 19.303.4. ~~Subsection 19.313.3 (B).~~

Table 19.303.3 General Mixed Use Zones—Summary of Development Standards			
Standard	GMU	NMU	Standards/ Additional Provisions
A. Lot Standards			
1. Minimum lot size (sq ft)	1,500	<u>1,500</u>	
2. Minimum street frontage (ft)	25	<u>25</u>	
B. Development Standards			
1. Minimum floor area ratio ¹	0.5:1	<u>0.5:1</u>	Section 19.303.4.A Floor Area Ratio
2. Building height (ft)			Section 19.303.4.B Building Height
a. Base maximum	45	<u>45</u>	
b. Maximum with height bonus	57	<u>Height bonus not available</u>	
3. Street Setbacks (ft)			Section 19.501.2 Yard Exceptions
a. Minimum street setback	0-15 ²	<u>None</u>	Section 19.303.4.C Street
b. Maximum street setback	10-20 ³	<u>10</u>	

Proposed Code Amendment with Commentary

c. Side and rear setbacks	None	<u>None</u>	Setbacks
4. Frontage occupancy	50%	<u>None</u>	Section 19.303.4.D Frontage Occupancy Requirements Figure 19.303.4.D Frontage Occupancy Requirements
5. Maximum lot coverage	85%	<u>85%</u>	Section 19.303.4.E Lot Coverage
6. Minimum vegetation	15%	<u>15%</u>	Section 19.303.4.F Minimum Vegetation
7. Primary entrances	Yes	<u>Yes</u>	Section 19.303.4.G Primary Entrances
8. Off-street parking required	Yes	<u>Yes</u>	Chapter 19.600 Off-Street Parking and Loading
9. Transit Street	Yes	<u>Yes</u>	Subsection 19.505.8 Building Orientation to Transit
910. Transition Measures	Yes	<u>Yes</u>	Subsection 19.504.6 Transition Area Measures
C. Other Standards			
1. Residential density requirements (dwelling units per acre)			Subsection 19.202.4 Density Calculations Subsection 19.303.4.H Residential Density Subsection 19.501.4 Density Exceptions
a. Stand-alone residential			
(1) Minimum	25	<u>11.6</u>	
(2) Maximum	50	<u>14.5</u>	
b. Mixed-use buildings	None	<u>None</u>	
2. Signs	Yes	<u>Yes</u>	Section 14.16.040 Commercial Zone

- ~~Commercial parking~~ Parking facilities and public parks and plazas are exempt from the minimum floor area ratio requirement.
- Residential edge standards apply to properties as shown on Figure 19.303.5.
- Commercial edge standards apply to properties as shown on Figure 19.303.4.~~C.2.b.~~

19.303.4 Detailed Development Standards

The following detailed development standards describe additional allowances, restrictions, and exemptions related to the development standards of Table 19.303.3

A. Floor Area Ratio

1. Intent

The floor area ratio (FAR) is a tool for regulating the intensity of development. Minimum floor area ratios help to ensure that the intensity of development is controlled and that more intense forms are confined to appropriate mixed use zones. ~~areas of the downtown. In some cases, FAR densities are provided for provision of a public benefit or amenity to the community.~~

2. Standards

- The minimum floor area ratio in Table 19.303.3 applies to all nonresidential building development.

Proposed Code Amendment with Commentary

- b. Required minimum floor area ratio shall be calculated on a project-by-project basis and may include multiple contiguous parcels. In mixed-use developments, residential floor space will be included in the calculations of floor area ratio to determine conformance with minimum FAR.
- c. If a project is to be developed in phases, the required FAR must be met for the land area in the completed phase(s), without consideration of the land area devoted to future phases.

3. Exemptions

The following are exempt from the minimum floor area ratio requirement.

- a. Parking facilities
- b. Public parks and plazas

B. Building Height

1. Intent

~~Minimum and m-Maximum~~ building height standards ~~serve several purposes. They~~ promote a compatible building scale and relationship of one structure to another. A ~~minimum building height is established to ensure that the traditional building scale for the downtown area is maintained.~~

2. Base Maximum Building Height Standard

- a. The base maximum building height in the GMU zone is 3 stories or 45 feet, whichever is less, unless the height bonus in (b) Subsection 3 below is applied.
- b. The base maximum building height in the NMU zone is 3 stories or 45 feet, whichever is less. No building height bonus is available in the NMU zone.

3. Height Bonuses

A building can utilize one of the development incentive bonuses of this subsection.

a. Residential

New buildings that devote at least 1 story or 25% of the gross floor area to residential uses are permitted 1 additional story or an additional 12 ft of building height, whichever is less.

b. Green Building

Project proposals that receive certification (any level) under an ANSI-approved green building rating system (e.g., LEED, Green Globes or Earth Advantage certified) are permitted an additional story or an additional 12 ft of building height, whichever is less, ~~is allowed.~~

~~4. Exemptions~~

~~The following are exempt from the minimum building height standards.~~

- ~~a. Additions to existing buildings.~~
- ~~b. Accessory structures.~~
- ~~c. Buildings with less than 1,000 sq ft of floor area.~~

C. Street Setbacks

Proposed Code Amendment with Commentary

1. Intent

Buildings are allowed and encouraged to build up to the street right-of-way in the mixed-use zones. ~~GMU zone~~. This ensures that buildings engage the street right-of-way.

2. Standards

- a. No minimum street setbacks are required, except for Residential Street Edges in Figure 19.303.5.
- b. In the GMU zone, the ~~M~~maximum street setback is 20 feet. For properties shown as having a commercial edge on Figure 19.303.4.C.2.b, the following standards apply.
 - (1) No minimum street setback is required. Maximum street setback is 10 feet.
 - (2) The area within the street setback, if provided, shall be landscaped.
- c. In the NMU zone, the maximum street setback is 10 feet unless the yard exception standards of Section 19.501.2 apply.
- d. When a building is set back from the sidewalk, the setback area must be landscaped.
 - (1) The setback area may include usable open space such as plazas, courtyards, terraces and small parks.
 - (2) Usable open space may be counted toward the minimum vegetation requirement in Subsection (F) below.
- ~~de.~~ No vehicle parking is permitted between the building and the street. Vehicle parking must be located behind and/or to the side of buildings except in cases of a through-lot or lots which front on 3 or more streets, in which case this standard applies to 2 streets.

Proposed Code Amendment with Commentary

D. Frontage Occupancy Requirements

The intent of this standard is to establish a consistent "street wall" along key streets. Minimum frontage occupancy requirements are established for block faces identified on Figure 19.303.4.D. The requirements apply as follows:

1. For block faces identified on Figure 19.303.4.D, 50 percent of the site frontage must be occupied by a building or buildings. If the development site has frontage on more than one street, the frontage occupancy requirement must be met on one street only.
- ~~2. Building facades with recesses incorporated to comply with façade articulation requirements are considered to be occupying the site frontage if the recesses do not exceed 24 inches.~~

E. Lot Coverage

The maximum area that may be covered by primary and accessory buildings shall not exceed 85 percent of the total lot area.

F. Minimum Vegetation

The minimum vegetation area that shall be retained or planted in trees, grass, shrubs, bark dust for planting beds, etc., shall be 15 percent of the total lot area.

G. Primary Entrances

1. Intent

To promote pedestrian-friendly development by providing building entrances that are oriented to the sidewalk or other public space and connected with clearly-marked pedestrian walkways.

2. Standards

- a. All new buildings shall have at least one primary entrance facing an abutting public street (i.e., within 45 degrees of the street property line); or, if the building entrance must be turned more than 45 degrees from the public street (i.e., front door is on a side or rear elevation) due to the configuration of the site or similar constraints, a pedestrian walkway must connect the primary entrance to the sidewalk.
- b. Where a development contains multiple buildings and there is insufficient public street frontage to meet the above building orientation standards for all buildings on the subject site, a building's primary entrance may orient to plaza, courtyard, or similar pedestrian space containing pedestrian amenities. When oriented this way, the primary entrance(s), plaza, or courtyard shall be connected to the street by a pedestrian walkway.
- c. If a development is on a corner in the GMU zone, the primary entrance may be oriented toward either street.
- d. If a development is on a corner in the NMU zone, the primary entrance must be oriented toward 32nd Ave or 42nd Ave.

Proposed Code Amendment with Commentary

H. Residential Density**1. Intent**

Minimum densities are applied to residential development in the ~~GMU zone~~ commercial mixed-use zones to assure efficient use of land at densities that support transit use and nearby businesses.

2. Standards

a. Minimum density for stand-alone residential development in the GMU zone is 25 units per acre and maximum density is 50 units per acre.

b. Minimum density for stand-alone residential development in the NMU zone is 11.6 units per acre and maximum density is 14.5 units per acre.

~~b. There are no minimum density requirements when residential units are developed as part of a mixed-use building or development.~~

~~c. Maximum residential densities for mixed-use buildings are controlled by height limits.~~

3. Exemption

There are no minimum or maximum density requirements when residential units are developed as part of a mixed-use building. Maximum residential densities for mixed-use buildings are controlled by height limits.

19.303.5 Standards for Residential Street Edges

For properties shown as having a residential edge on Figure 19.303.5, and for development that occurs adjacent to or abutting an R-3 or an R-5 zone, the following standards apply.

- A. A minimum setback of 15 feet shall apply.
- B. Along the property line adjacent to the residential zone, buildings within 50 feet of 37th Ave and Monroe St shall provide a step back of at least 6 feet for any portion of the building above 35 feet.
- C. A height bonus consistent with Section 19.303.3.B(4)(b) may only be applied to buildings or portions of a building that are at least 50 feet away from the adjacent residential zone.

Proposed Code Amendment with Commentary

19.303.6 Additional Provisions

Depending upon the type of use and development proposed, the following sections of the Milwaukie Code may apply. These sections are referenced for convenience, and do not limit or determine the applicability of other sections within the Milwaukie Municipal Code.

A. Section 19.500 Supplementary Development Regulations

This section contains standards for site and building design that will apply to most new types of development, including residential and commercial. Relevant sections include:

1. 19.501 General Exceptions
2. 19.502 Accessory Structures
3. 19.503 Accessory Uses
4. 19.504 Site Design Standards
5. 19.505 Building Design Standards
6. 19.507 Home Occupation Standards

B. Section 19.600 Off-Street Parking and Loading

Contains standards for vehicle and bicycle parking, including required number of spaces and design standards for parking and loading areas.

C. Section 19.700 Public Facility Improvements

Contains standards for transportation, utility and other public facility improvements that may be required as part of development.

CHAPTER 19.500 SUPPLEMENTARY REGULATIONS

19.504.6 Transition Area Measures

This section has been revised to exempt the 32nd Ave commercial area from the transition area measures where it is separated from lower-density residential zones but a public right-of-way. The transition area measures would still apply to development next to or behind lower-density residential zones.

19.505.7 Nonresidential Development

The design standards of this section would apply to the new NMU Zone. These standards will be adopted as part of the Central Milwaukie code package.

CHAPTER 19.500 SUPPLEMENTARY DEVELOPMENT REGULATIONS

19.504.6 Transition Area Measures

Where commercial, mixed-use, or industrial development is proposed abutting or adjacent to properties zoned for lower-density residential uses, the following transition measures shall be required. These additional requirements are intended to minimize impacts on lower-density residential uses.

- A. All yards that abut, or are adjacent across a right-of-way from, a lower-density zone shall be at least as wide as the required front yard width of the adjacent lower-density zone. This additional yard requirement shall supersede the base zone yard requirements for the development property where applicable. This standard is not applicable in the NMU Zone where commercial, mixed-use, or industrial development is separated from lower-density zones by a public right-of-way.
- B. All yards that abut, or are adjacent across a right-of-way from, a lower-density zone shall be maintained as open space. Natural vegetation, landscaping, or fencing shall be provided to the 6-ft level to screen lower-density residential uses from direct view across the open space.

19.505.7 Nonresidential Development

A. Purpose

The design standards contained in this section are intended to encourage building design and construction with durable, high-quality materials. The design standards support development of an attractive, cohesive and pedestrian-friendly commercial area. The design standards do not prescribe a particular building or architectural style.

B. Applicability

- 1. The design standards in this section generally apply to the street-facing facades of new commercial, institutional, manufacturing and mixed-use buildings within the GMU and NMU zones.
- 2. The standards in this section do not apply to rowhouses or live/work units. Rowhouses and live/work units are subject to the design standards in Section 19.505.6 Live/Work Units.
- 3. The standards in this section do not apply to stand-alone multifamily housing. Stand-alone multifamily buildings are subject to the design standards in Section 19.505.3 Multifamily Housing.

DATE: April 1, 2015
TO: City of Milwaukie
FROM: ECONorthwest
SUBJECT: MEETING MINUTES FROM MOVING FORWARD MILWAUKIE
PROJECT ADVISORY COMMITTEE MEETING #10

Location: Milwaukie Public Safety Building

Date: April 1, 2015

Time: 6:00pm-7:30pm

Attendees

Advisory Committee Members Present:

- David Aschenbrenner, South Downtown Planning
- Dion Shepard, Historic Milwaukie NDA
- Sine Bone, Planning Commission
- Betty Fulmore, Ardenwood NDA
- Lars Campbell, Hector Campbell NDA
- Paul Lisac, 32nd Ave Business/Property Owner
- Greg Hemer, Linwood NDA
- Sherry Grau, Design and Landmarks Committee
- DJ Heffernan, Central Milwaukie Business / Property Owner
- Neil Hankerson, Downtown Business /Property Owner
- Alicia Hamilton, Island Station NDA
- Paul Klein, Lewelling NDA

City of Milwaukie:

- Dennis Egner – Planning Director
- Li Alligood – Senior Planner/Project Manager
- Vera Kolas –Associate Planner

Consultant Team

- Nick Popenuk, ECONorthwest
- Mary Dorman, Angelo Planning Group

Overview

Denny provided a welcome.

Nick described the adoption process for Downtown and Central Milwaukie Plan and code amendments, and how Neighborhood Main Streets fits into the bigger picture.

Recap of the 2012 Neighborhood Main Streets Project

Nick provided a recap of the 2012 Horizon Planning study on Neighborhood Main Streets, including key recommendations.

- **Dion:** Is the small commercial area in Island Station is part of the Neighborhood Main Street project?
 - **Li:** Island station is not part of the neighborhood main streets project area, but the same zone could potentially be applied there after discussion with the community
- **DJ:** Is there a plan to go back and look at economic development or transportation aspects of 32nd and 42nd Ave?
 - **Li:** Economic development efforts are ongoing, but not part of Moving Forward Milwaukie, because they tend to require additional resources and funding.
 - **Denny:** The PAC can make recommendations related to economic development and transportation that the City can consider in the future, but the focus of MFM is planning and zoning.
- **Patrick Finn, community member:** Would like the ability to convert existing single-family home on 32nd Ave., north of this zone (close to the Tacoma Street MAX station) to a café or coffee shop. That is where the demand is.
 - **Li:** There is a recommendation in the 2012 study to expand the geographic boundary of the 32nd Ave commercial zone. However, that requires a significant amount of staff time, public outreach, and technical analysis, and therefore is not part of the scope of the MFM project. That does not mean that it cannot be considered by the City at a later date.

Neighborhood Main Streets Draft amendments

Mary provided an overview of the key changes in the first draft of the proposed plan and code changes for Neighborhood Main Streets.

- **Betty:** Question about 50% less parking. 50% of what?
 - **Mary:** Same parking requirements that exist today. There are certain off-street parking standards that apply to different development types citywide. For example X spaces per 1,000 SF of a given use. In this area, new development is

only required to provide 50% of the parking specified in these citywide standards.

- **Paul:** How would the maximum setback affect my building on 32nd Ave, if I wanted to expand and add an adjacent use? Could I build closer to the street?
 - **Li:** Your building would be non-conforming and would be grandfathered in. You would be allowed to expand your building, keeping the same setback as your current building. You could build closer to the street.
- **Greg:** question on definitions of coffee shops and restaurants as far as zoning goes.
 - **Li:** There is no difference between these two as far as zoning goes.
- **Don Sparks, community member:** Would like to see flexibility in the zoning and parking reductions.
 - **Li** there is a process to have a variance, to do something other than what is permitted by code.

PAC input on key issues

Allowed uses: Drinking establishments and auto sales?

- **Sine:** What happens to business that are non-conforming? For example the existing auto sales business in the 42nd area?
 - **Li:** Any existing business will become nonconforming or "grandfathered in." Only causes issues if they want to expand their existing use.
- **DJ:** Is there a way to write code to prohibit liquor sales but not beer and wine?
 - **Li:** That's an OLCC issue, not City.
- **Neil:** Could zoning be structured such a way that alcohol can't be sold after 10 or 11 PM?
 - **Nick:** Not looking for ways to distinguish between "bars" and "brewpubs." Staff and the consultants can do that. Instead looking for direction on whether or not this is a good idea?
- **Betty:** Yes, we want family-oriented brewpubs but not bars and strip clubs.
 - **Li:** Strip clubs would definitely be prohibited.

Vote:

Do you want to allow brewpubs but prohibit bars and taverns? 8 of 12 yes.

Limit non-residential uses to less than 10,000 to 15,000 SF?

- **Greg:** Concerned about impact on Safeway.
 - **Nick/Li:** Would only kick in if they wanted to expand.

Vote:

Do you want individual uses to have a cap on maximum SF? 10 of 12 yes.

Stand alone residential uses: Permitted? Conditional? Not Allowed?

- **DJ:** You need to have additional rooftops in this area to create the customer base that will support these business. Residential should be permitted.
- **Paul:** There's probably a market to tear down these existing buildings (both residential and commercial) and replace them with rowhouses, but does that give us the type of neighborhoods that we want? The gathering places that we want?

Vote:

Stand alone residential should be a conditional use? 10 yes.

Stand alone residential should not be allowed? One-half vote.

Stand alone residential should be permitted? One vote.

Should off-street parking requirements be removed?

- **David:** There's no on-street parking on these streets, because they're so narrow. So if you don't require off-street parking, where are people going to park? The only place they can is on the side streets in front of people's homes.

Vote:

No off-street parking requirements? 3.5 votes

Require some amount of off-street parking? 6.5 votes.

No response: 1

Should there be a maximum setback?

Li provided an explanation of the current street width vs the planned right-of-way width, and how setbacks are applied based on the future street width, so a zero setback may actually be a 12 or 16 foot setback today, depending on exactly how wide the street is in that location.

Vote

Should we have a maxim setback (specific number of feet to be determined by staff/consultant)? 11 yes

Should 42nd Ave and 32nd Ave be treated differently?

David: disappointed that not looking at expanding these areas. Not a lot of land in the 42nd Ave area. And much of it has limited uses, because of negotiated agreement with Safeway developer (i.e., no coffee shops allowed, because they would compete with Safeway). We should expand the zone.

Greg: The two areas should be treated the same except for the size limitation. SE 42nd should allow larger uses, so that Safeway does not become non-conforming.

Vote:

Should zones be exactly the same? 7

Should they be exactly the same except for 42nd allowing larger uses? 3

Should they include differences other than the maximum size of uses? 2

- **Dion:** 42nd feels different because of it being a main transportation route. Different types of businesses could locate there.

Questions or comments from audience?

Don Sparks: There is a difference between 32nd and 42nd. They have a different feel, a different scale, and different transportation infrastructure. I see more the need for more flexibility on 42nd, in terms of building size, and perhaps other measures.

Brian Brenneman, community member: We own a mixed-use building on 32nd Ave. We were concerned that the zoning changes might be more restrictive, and might cause us to lose our commercial tenant. We are glad to hear that's not the case, and that the proposed changes would provide additional flexibility vs the current zoning.

Closing notes:

Upcoming Public Event on May 6

Final PAC meeting - May 21, 2015

Session Name

Neighborhood Main Streets Workshop 5-6-2015

Date Created

5/6/2015 5:55:29 PM

Active Participants

12

Total Participants

12

Average Score

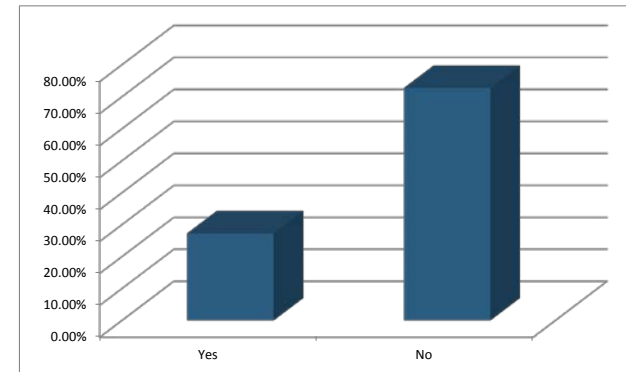
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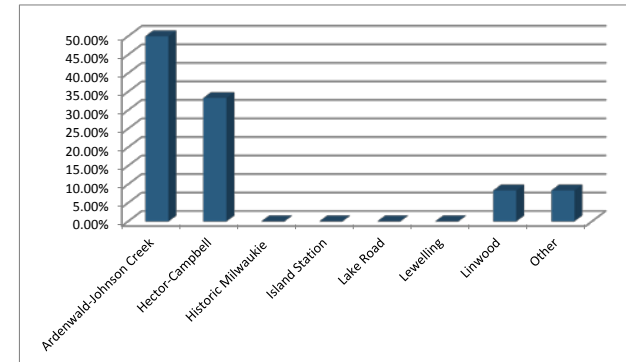
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Results by Question**1. Is this your first time participating in a meeting for Moving Forward Milwaukee or Neighborhood Main Streets? (Multiple Choice)**

	Responses	
	Percent	Count
Yes	27.27%	3
No	72.73%	8
Totals	100%	11

**2. Where do you live? (Multiple Choice)**

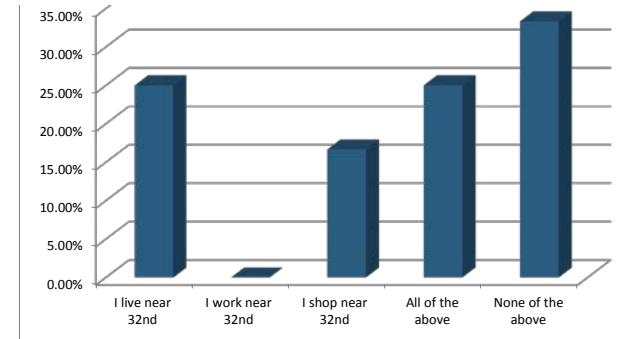
	Responses	
	Percent	Count
Ardenwald-Johnson Creek	50.00%	6
Hector-Campbell	33.33%	4
Historic Milwaukee	0.00%	0
Island Station	0.00%	0
Lake Road	0.00%	0
Lewelling	0.00%	0
Linwood	8.33%	1
Other	8.33%	1
Totals	100%	12

**3. How do you currently use 32nd Avenue? (Multiple Choice)**

Responses

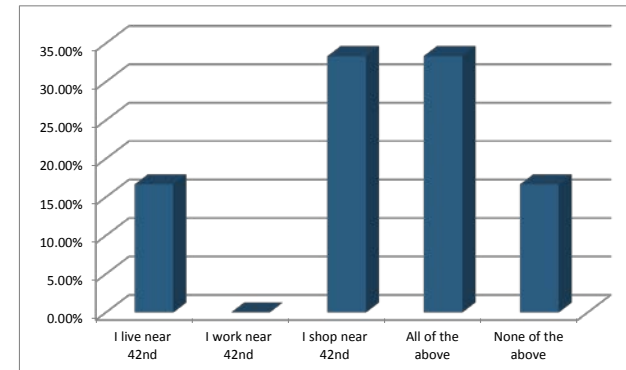


	Percent	Count
I live near 32nd	25.00%	3
I work near 32nd	0.00%	0
I shop near 32nd	16.67%	2
All of the above	25.00%	3
None of the above	33.33%	4
Totals	100%	12



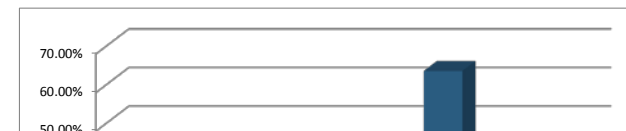
4. How do you currently use 42nd Avenue? (Multiple Choice)

	Responses	
	Percent	Count
I live near 42nd	16.67%	2
I work near 42nd	0.00%	0
I shop near 42nd	33.33%	4
All of the above	33.33%	4
None of the above	16.67%	2
Totals	100%	12

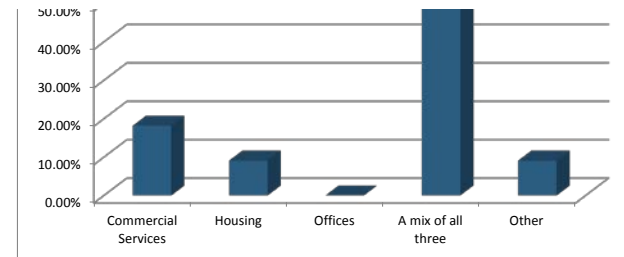


5. How do you want to use the 32nd Ave commercial area? (Multiple Choice)

	Responses	
	Percent	Count
Commercial Services	18.18%	2
Housing	9.09%	1

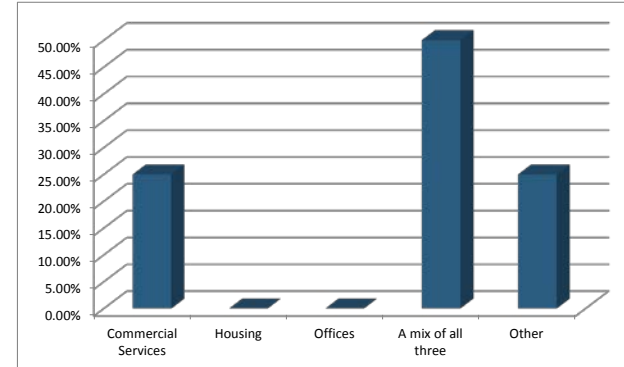


Offices	0.00%	0
A mix of all three	63.64%	7
Other	9.09%	1
Totals	100%	11



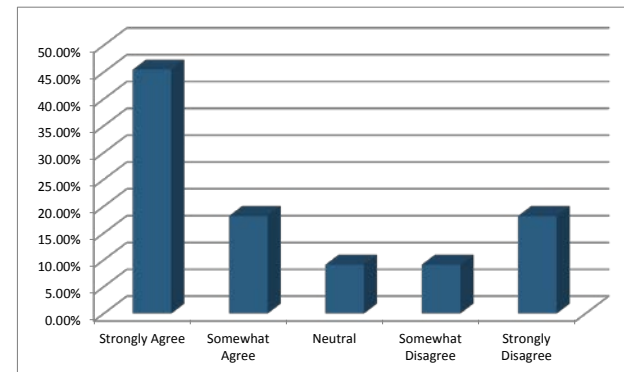
6. How do you want to use the 42nd Ave commercial area? (Multiple Choice)

Responses		
	Percent	Count
Commercial Services	25.00%	3
Housing	0.00%	0
Offices	0.00%	0
A mix of all three	50.00%	6
Other	25.00%	3
Totals	100%	12



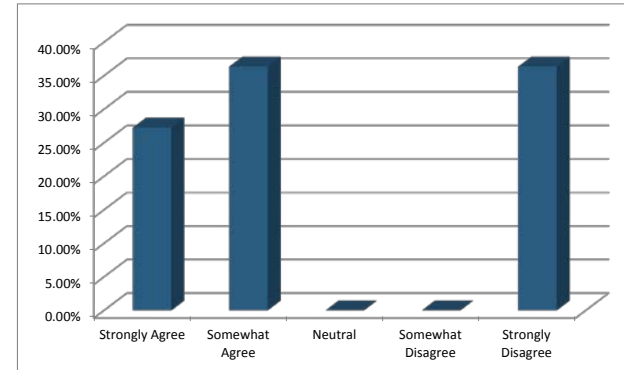
7. The size of individual businesses should be limited in the 32nd Ave commercial area. (Multiple Choice)

Responses		
	Percent	Count
Strongly Agree	45.45%	5
Somewhat Agree	18.18%	2
Neutral	9.09%	1
Somewhat Disagree	9.09%	1
Strongly Disagree	18.18%	2
Totals	100%	11



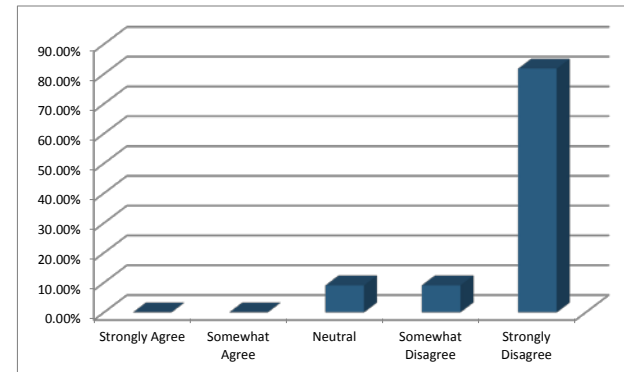
8. The size of individual businesses should be limited in the 42nd Ave commercial area. (Multiple Choice)

	Responses	
	Percent	Count
Strongly Agree	27.27%	3
Somewhat Agree	36.36%	4
Neutral	0.00%	0
Somewhat Disagree	0.00%	0
Strongly Disagree	36.36%	4
Totals	100%	11



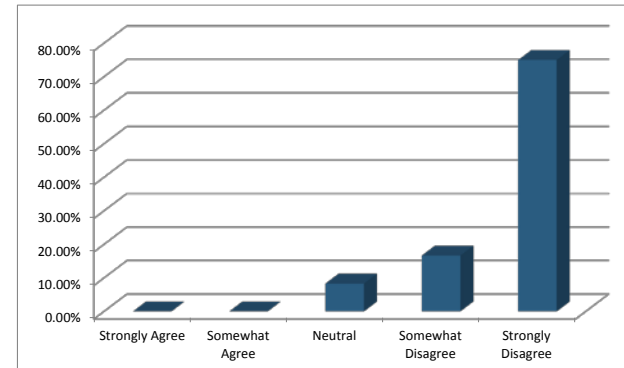
9. I would like to see auto sales in the 32nd Ave commercial area (Multiple Choice)

	Responses	
	Percent	Count
Strongly Agree	0.00%	0
Somewhat Agree	0.00%	0
Neutral	9.09%	1
Somewhat Disagree	9.09%	1
Strongly Disagree	81.82%	9
Totals	100%	11



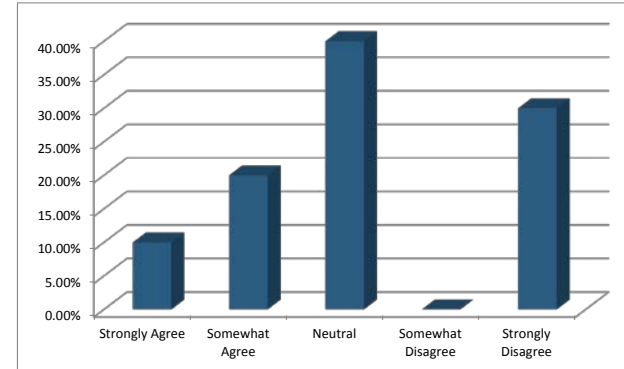
10. I would like to see auto sales in the 42nd Ave commercial area (Multiple Choice)

	Responses	
	Percent	Count
Strongly Agree	0.00%	0
Somewhat Agree	0.00%	0
Neutral	8.33%	1
Somewhat Disagree	16.67%	2
Strongly Disagree	75.00%	9
Totals	100%	12



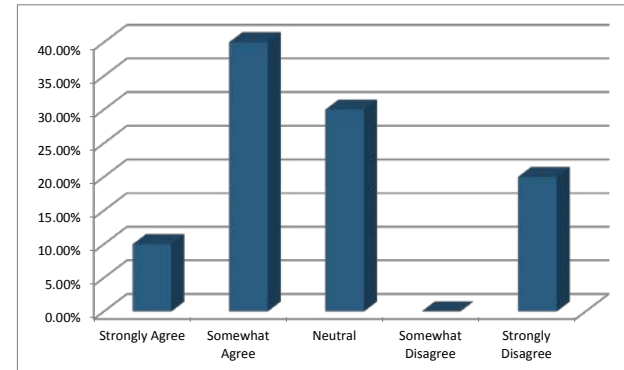
11. I would like to see businesses that primarily serve alcohol in the 32nd Ave commercial area. (Multiple Choice)

Responses		
	Percent	Count
Strongly Agree	10.00%	1
Somewhat Agree	20.00%	2
Neutral	40.00%	4
Somewhat Disagree	0.00%	0
Strongly Disagree	30.00%	3
Totals	100%	10



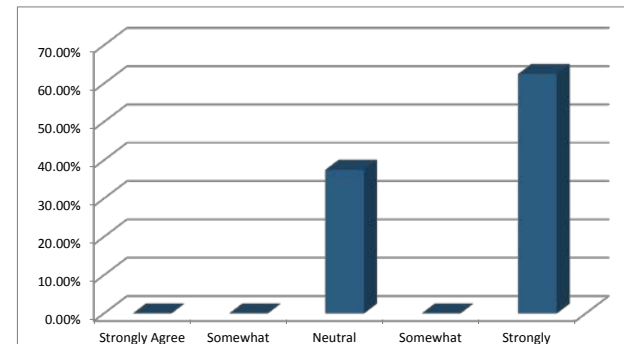
12. I would like to see businesses that primarily serve alcohol in the 42nd Ave commercial area. (Multiple Choice)

Responses		
	Percent	Count
Strongly Agree	10.00%	1
Somewhat Agree	40.00%	4
Neutral	30.00%	3
Somewhat Disagree	0.00%	0
Strongly Disagree	20.00%	2
Totals	100%	10



13. Stand-alone residential development should be allowed in the 32nd Ave commercial area. (Multiple Choice)

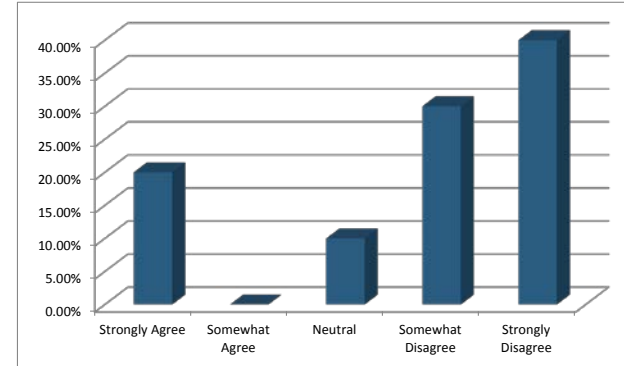
Responses		
	Percent	Count
Strongly Agree	0.00%	0
Somewhat Agree	0.00%	0
Neutral	37.50%	3
Somewhat Disagree	0.00%	0
Strongly Disagree	62.50%	5
Totals	100%	8



14. Stand-alone residential development should be allowed in the 42nd Ave commercial area. (Multiple Choice)

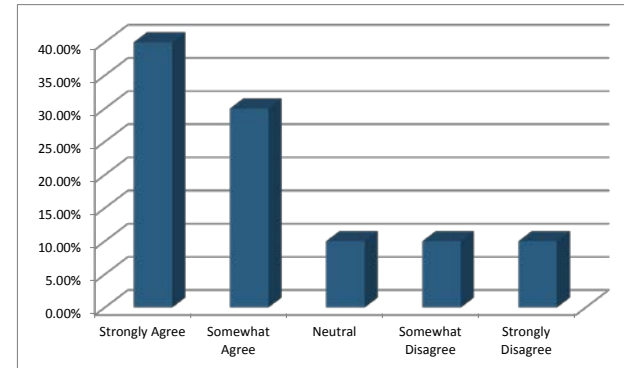
Responses		
	Percent	Count
Strongly Agree	20.00%	2
Somewhat Agree	0.00%	0
Neutral	10.00%	1
Somewhat Disagree	30.00%	3
Strongly Disagree	40.00%	4
Totals	100%	10

Agree Disagree Disagree



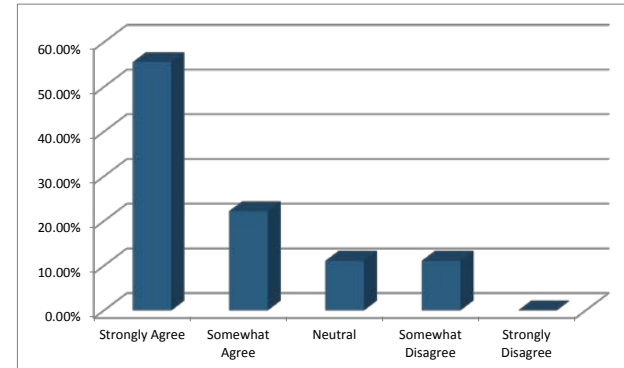
15. New development in the 32nd Ave commercial area should not have parking lots between the building and the sidewalk. (Multiple Choice)

Responses		
	Percent	Count
Strongly Agree	40.00%	4
Somewhat Agree	30.00%	3
Neutral	10.00%	1
Somewhat Disagree	10.00%	1
Strongly Disagree	10.00%	1
Totals	100%	10



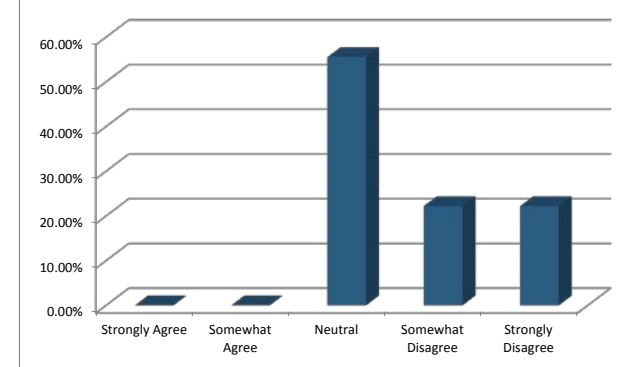
16. New development in the 42nd Ave commercial area should not have parking lots between the building and the sidewalk. (Multiple Choice)

Responses		
	Percent	Count
Strongly Agree	55.56%	5
Somewhat Agree	22.22%	2
Neutral	11.11%	1
Somewhat Disagree	11.11%	1
Strongly Disagree	0.00%	0
Totals	100%	9



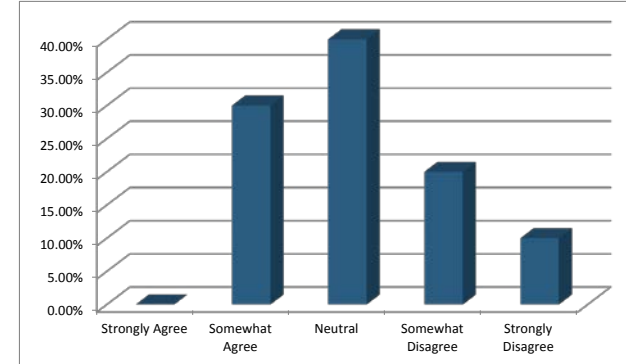
17. I would like to see drive thrus in the 32nd Ave commercial area. (Multiple Choice)

Responses		
	Percent	Count
Strongly Agree	0.00%	0
Somewhat Agree	0.00%	0
Neutral	55.56%	5
Somewhat Disagree	22.22%	2
Strongly Disagree	22.22%	2
Totals	100%	9



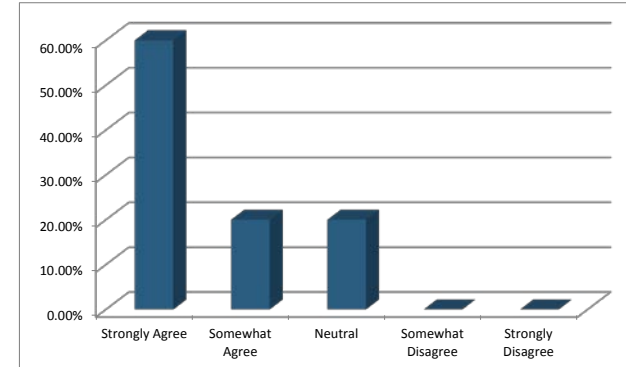
18. I would like to see drive thrus in the 42nd Ave commercial area. (Multiple Choice)

Responses		
	Percent	Count
Strongly Agree	0.00%	0
Somewhat Agree	30.00%	3
Neutral	40.00%	4
Somewhat Disagree	20.00%	2
Strongly Disagree	10.00%	1
Totals	100%	10



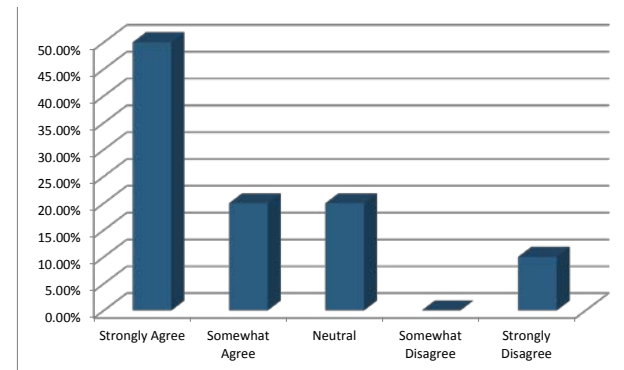
19. New development in the 32nd Ave commercial area should have maximum setbacks. (Multiple Choice)

Responses		
	Percent	Count
Strongly Agree	60.00%	6
Somewhat Agree	20.00%	2
Neutral	20.00%	2
Somewhat Disagree	0.00%	0
Strongly Disagree	0.00%	0
Totals	100%	10



20. New development in the 42nd Ave commercial area should have maximum setbacks. (Multiple Choice)

Responses		
	Percent	Count
Strongly Agree	50.00%	5
Somewhat Agree	20.00%	2
Neutral	20.00%	2
Somewhat Disagree	0.00%	0
Strongly Disagree	10.00%	1
Totals	100%	10



Neighborhood Main Streets Kickoff Event

May 6, 2015

Comments Received

What recommendation presented tonight do you support the most? Why?

- That something is actually happening – it's exciting. Excited about the possibilities for the neighborhood.
- No car dealerships.
- Maximum setbacks, parking behind.

What recommendation are you most concerned about? Why?

- None at this time.
- Do not support drive thru's in these areas – not good for peds/bikes.
- Drive throughs – would like a drive-through library but not restaurants.

What recommendation do you still have questions about? Why?

- N/A
- Maximum sizes – don't want to limit types of businesses – however I don't want a big pharmacy etc.

Did we miss anything?

- N/A
- The difference between the shape and scope of 42nd and 32nd creates a bit of a difference in how to treat the areas.
- Will design be addressed later?
- Would like sidewalk seating, benches, etc.

How did you hear about this event?

- Friend

How would you rate this event?

- Very Useful
- Very Useful
- Very Useful
- Somewhat Useful