



Regular Session

RS

Milwaukie City Council

- | | Page # |
|--|--------|
| 1. CALL TO ORDER – 6:00 p.m. | |
| Pledge of Allegiance | |
| 2. PROCLAMATIONS, COMMENDATIONS, SPECIAL REPORTS, AND AWARDS | |
| A. Milwaukie High School (MHS) Outstanding Student Achievement Award for February 2018 presented to Tessa Reiter | |
| Presenter: Mark Pinder, MHS Principal | |
| 3. CONSENT AGENDA | |
| These items are considered routine, and therefore, will not be allotted discussion time on the agenda; these items may be passed by the Council in one blanket motion; any Councilor may remove an item from the "Consent" agenda for discussion by requesting such action prior to consideration of that part of the agenda. | |
| A. Approval of Council Meeting Minutes of: | 2 |
| 1. January 16, 2018, Regular Session. | |
| B. Approval of the Cemetery Trust Distribution – Resolution | 9 |
| C. Accepting the Recommendation of the Kellogg Good Neighbor Committee (KGNC) for Landscape Work – Resolution | 13 |
| D. Approval of a new Intergovernmental Agreement (IGA) with Portland State University's (PSU) Institute of Portland Metropolitan Studies to Prepare a Housing Affordability Strategy – Resolution | 16 |
| E. Approval of a Low-Income Housing Property Tax Exemption Request by Northwest Housing Alternatives (NHA) – Resolution | 25 |
| 4. AUDIENCE PARTICIPATION | |
| The presiding officer will call for citizen statements regarding City business. Pursuant to Milwaukie Municipal Code (MMC) Section 2.04.140, only issues that are "not on the agenda" may be raised. In addition, issues that await a Council decision and for which the record is closed may not be discussed. Persons wishing to address the Council shall first complete a comment card and submit it to the City Recorder. Pursuant to MMC Section 2.04.360, "all remarks shall be directed to the whole Council, and the presiding officer may limit comments or refuse recognition if the remarks become irrelevant, repetitious, personal, impertinent, or slanderous." The presiding officer may limit the time permitted for presentations and may request that a spokesperson be selected for a group of persons wishing to speak. | |
| 5. PUBLIC HEARING | |
| Public Comment will be allowed on items under this part of the agenda following a brief staff report presenting the item and action requested. The presiding officer may limit testimony. | |
| A. Deletion of Milwaukie High School (MHS) from the Historic Resources List (File #HR-2017-002) – Ordinance | 45 |
| Staff: Brett Kelter, Associate Planner | |
| B. North Milwaukie Industrial Area (NMIA) Comprehensive Plan Zoning Code Amendments (File #s CPA-2017-002, ZA-2017-003) – Ordinance, Continued from February 6, 2018 | 181 |
| Staff: Amy Koski, Economic Resources Coordinator | |

6. OTHER BUSINESS

These items will be presented individually by staff or other individuals. A synopsis of each item together with a brief statement of the action being requested shall be made by those appearing on behalf of an agenda item.

A. Council Input on Legislative, Regional, and County Issues

Staff: Kelly Brooks, Assistant City Manager

7. INFORMATION

The Council and City Manager will provide brief reports on City and community events, projects, and programs.

8. ADJOURNMENT

Americans with Disabilities Act (ADA) Notice

The City of Milwaukie is committed to providing equal access to all public meetings and information per the requirements of the ADA and Oregon Revised Statutes (ORS). Milwaukie City Hall is wheelchair accessible and equipped with Assisted Listening Devices; if you require any service that furthers inclusivity please contact the Office of the City Recorder at least 48 hours prior to the meeting by email at ocr@milwaukieoregon.gov or phone at 503-786-7502 or 503-786-7555. Most Council meetings are streamed live on the City's website and cable-cast on Comcast Channel 30 within Milwaukie City Limits.

Executive Sessions

The City Council may meet in Executive Session pursuant to ORS 192.660(2); all discussions are confidential and may not be disclosed; news media representatives may attend but may not disclose any information discussed. Executive Sessions may not be held for the purpose of taking final actions or making final decisions and are closed to the public.

Meeting Information

Times listed for each Agenda Item are approximate; actual times for each item may vary. Council may not take formal action in Study or Work Sessions. Please silence mobile devices during the meeting.



CITY OF MILWAUKIE
COUNCIL REGULAR SESSION

City Hall Council Chambers
 10722 SE Main Street
www.milwaukieoregon.gov

2263rd Meeting

MINUTES

FEBRUARY 20, 2018

Mayor Mark Gamba called the Council meeting to order at 6:02 p.m.

Present: Council President Lisa Batey; Councilors Angel Falconer, Wilda Parks, Shane Abma

Staff: Assistant City Manager Kelly Brooks Community Development Director Alma Flores
 Associate Planners Vera Kolas and Brett Kelter Economic Resources Coordinator Amy Koski
 City Attorney Tim Ramis Planning Director Denny Egner
 City Manager Ann Ober Senior Planner David Levitan
 City Recorder Scott Stauffer

1. CALL TO ORDER

Pledge of Allegiance.

2. PROCLAMATIONS, COMMENDATION, SPECIAL REPORTS AND AWARDS

~~**A. Milwaukie High School (MHS) Outstanding Student Achievement Award for February 2018 presented to Tess Reiter (removed from the agenda)**~~

Mayor Gamba announced that due to inclement weather Ms. Reiter was unable to join Council and would be recognized at the March 6, 2018, Regular Session.

3. CONSENT AGENDA

It was moved by Council President Batey and seconded by Councilor Falconer to approve the consent agenda as presented:

A. City Council Meeting Minutes:

1. January 16, 2018, Regular Session.

B. Resolution 9-2017: A Resolution of the City Council of the City of Milwaukie, Oregon, terminating the 2004 and 2005 agreements with the Milwaukie Pioneer Cemetery Association, authorizing a new agreement with the Cemetery Association for water service to the Milwaukie Pioneer Cemetery, and expending the funds bequeathed by Leona Knudsen for care and upkeep of the Milwaukie Pioneer Cemetery.

C. Resolution 10-2017: A Resolution of the City Council of the City of Milwaukie, Oregon, accepting the recommendation of the Kellogg Good Neighbor Committee to commit up to \$11,540 from the Good Neighbor Fund for landscape work within the open space park area along the westside of the Kellogg Treatment Plant.

D. Resolution 11-2017: A Resolution of the City Council of the City of Milwaukie, Oregon, to approve a new intergovernmental agreement with Portland State University's Institute of Portland Metropolitan Studies to prepare a Housing Affordability Strategy for the City of Milwaukie.

E. Resolution 12-2017: A Resolution of the City Council of the City of Milwaukie, Oregon, granting an exemption from property taxes under ORS 307.540 to ORS 307.548 for a 28-unit low-income housing development owned and operated by Northwest Housing Alternatives, Inc.

Motion passed with the following vote: Councilors Falconer, Batey, Parks, and Abma and Mayor Gamba voting "aye." [5:0]

4. AUDIENCE PARTICIPATION

Mayor Gamba reviewed the Audience Participation procedures. **Ms. Ober** reported that staff had taken into consideration remarks from the February 6, 2018, Audience Participation about the open position on the Kellogg Good Neighbor Committee (KGNC).

Kiran Bala, Milwaukie resident, commented on issues she was having with the United States Internal Revenue Service (IRS). **Mayor Gamba** suggested that the IRS would be the most appropriate government entity to address her tax issues.

5. PUBLIC HEARING

A. Deletion of Milwaukie High School (MHS) from the Historic Resources List (File #HR-2017-002) – Ordinance

Opening: **Mayor Gamba** called the hearing on the requested deletion of MHS from the City's Historic Resources List, File #HR-2017-002, to order at 6:11 p.m.

Purpose: **Mayor Gamba** reviewed the hearing purpose and applicable standards.

Conflicts of Interest: it was noted that no Council member declared any conflicts of interest. **Council President Batey** noted that the engineering firm working on the MHS project had done work on her home in the past.

Ex-Parte Conflicts: it was noted that no Council member had any ex-parte conflicts.

Site Visits: it was noted that all Council members had visited the site and no one at MHS had described the site in a way that was different than how the site had been described in the staff report.

Ability and Impartiality: it was noted that no audience member challenged a Council member's impartiality or ability to participate in the hearing.

Staff Presentation: **Mr. Kelver** reported that the Design and Landmark Committee (DLC) and Planning Commission had recommended that MHS be removed from the City's Historic Resources List (HRL). He explained the decision-making process, and described the site and North Clackamas School District's (NCSD) reconstruction plans.

Correspondence: **Mr. Kelver** noted the correspondence that had been received.

Questions for Staff: it was noted that Council had no questions for staff.

Conduct of Hearing: **Mayor Gamba** reviewed the hearing conduct procedures.

Applicant Testimony: **Andrew Tull**, Principal Planner with 3J Consulting, explained that he represented NCSD, the applicant, and introduced David Houf, NCSD's Capital Projects Director. He reviewed the processes the applicant had gone through to request that MHS be deleted from the HRL and to demolish the building. He noted the involvement of the State Historic Preservation Office (SHPO) and local stakeholder groups in the project. He reported that alternatives to demolishing the building had been explored and it had been determined that renovating the existing building was not feasible or in the best interest of the students. He explained that historic elements of the building would be incorporated in the new facility.

Councilor Falconer and **Mr. Tull** clarified that the City did not own the MHS building as had been suggested in some social media comments. **Mr. Houf** confirmed that a community survey had been done to solicit feedback on how the MHS building should

be handled in the reconstruction project. He confirmed that NCSD had taken the survey results into consideration.

Councilor Abma asked about the criteria used in the 1980s to get the MHS building on the HRL. **Mr. Tull** and **Council President Batey** commented that the school had been placed on the HRL because of a Comprehensive Plan-related property inventory process. The group noted that the process for adding a property to the City's HRL was voluntary where the process for adding public buildings to the State's HRL was automatic once the building was 50 years old.

Other Testimony in Support of the Application: it was noted that no audience member offered other testimony in support of the application.

Testimony of those Opposed to the Application: **Annabelle Gelmetti**, MHS student, reviewed her work with the preservation group Restore Oregon to save MHS from demolition. She urged Council to keep the school on the HRL and suggested that the architects had made promises about preserving elements of the building that could not be kept. She noted there had been negative feedback about the demolition plan.

Shelly Kellems, Milwaukie resident, noted that Portland Public Schools had preserved historic building while conducting major renovation projects. She urged Council to not allow MHS to be torn down.

Neutral Testimony: it was noted that no audience member offered neutral testimony.

Staff Response to Testimony: **Mr. Kelter** addressed Councilor Abma's question about HRL criteria by reporting that the Milwaukie Municipal Code (MMC) offered no criterion for adding or removing a property from the HRL. He explained that the demolition section of the MMC had been used as a guide for the removal process. **Councilor Abma** and **Mr. Kelter** remarked on differences between the City's HRL and State's HRL and the related processes to remove a listing from either list.

Questions from Council to Staff: **Mayor Gamba** asked what would happen if Council denied the request to remove MHS from the HRL. **Mr. Kelter** explained that if Council denied the request, the applicant could go through a demolition permit process which could take up to a year. He noted that although the City could delay the permit, the City could not ultimately deny the permit or stop the building from being demolished.

Council President Batey asked if NCSD had any plans about preserving the trees on the site. **Mr. Kelter** reported that the application for the HRL removal focused on the building and not the trees. He suggested that tree removals would be part of the renovation application that the Planning Commission would consider.

Council President Batey and **Mr. Kelter** noted that the application for the HRL removal did not include any financial feasibility analysis of preserving the building versus demolishing the building.

Applicant Rebuttal: **Mr. Houf** reported that the MHS renovation plan called for the removal of one tree which would be repurposed and included, with other historic elements, in the new building. He discussed NCSD's financial consideration of the renovation projects scheduled to occur at all the District's buildings, which included weighing the option of renovating MHS. **Mr. Tull** thanked those who had offered testimony, noted that there were no HRL removal criteria, and reported that an arborist had been consulted on how to preserve existing trees. He asked Council to accept the recommendation to remove MHS from the HRL.

Councilor Abma and **Mr. Houf** noted that the MHS renovation project budget was approximately \$60 million. They remarked on differences in how schools were built in 2018 versus how they were built in 1925 and the impact on education and learning.

Councilor Falconer asked why the one tree would be removed and **Mr. Houf** explained that the tree was in a bad central location related to the grade of the building.

Close Public Hearing: It was moved by Councilor Abma and seconded by Council President Batey to close the public hearing. Motion passed with the following vote: Councilors Falconer, Batey, Parks, and Abma and Mayor Gamba voting "aye." [5:0]

Mayor Gamba closed the public hearing on the requested deletion of MHS from the City's Historic Resources List, File #HR-2017-002, at 7:00 p.m.

Council Discussion: **Councilor Abma** thanked Ms. Gelmetti for speaking and commented on the importance of schools meeting the needs of modern learning. He expressed reluctant approval of the request to remove MHS from the HRL.

Councilor Falconer remarked that MHS was not suited to be retrofitted to modern standards. She expressed reluctant approval of the HRL removal request.

Councilor Parks commented on the loss of an historic structure and encouraged the architects to give the new building a less ordinary look.

Council President Batey noted the need for more classrooms that a new building could provide and the importance of meeting seismic safety standards. She also expressed reluctant approval of the request to remove MHS from the HRL.

Mayor Gamba commended Ms. Gelmetti for her remarks. He commented on society's lack of value for beauty and need for modern facilities. He noted the City would not be able to stop the demolition of the building and expressed reluctant approval of the request to remove MHS from the HRL.

Council Decision: It was moved by Councilor Abma and seconded by Councilor Parks to approve the Ordinance deleting the Milwaukie High School (addressed as 11300 SE 23rd Avenue) from the City's Historic Resources List. (File #HR-2017-002). Motion passed with the following vote: Councilors Falconer, Batey, Parks, and Abma and Mayor Gamba voting "aye." [5:0]

Ms. Ober read the ordinance two times by title only.

Mr. Stauffer polled the Council with Councilors Falconer, Batey, Parks, and Abma, and Mayor Gamba voting "aye." [5:0]

ORDINANCE 2159:

AN ORDINANCE OF THE CITY OF MILWAUKIE, OREGON, DELETING THE MILWAUKIE HIGH SCHOOL (ADDRESSED AS 11300 SE 23RD AVENUE) FROM THE CITY'S HISTORIC RESOURCES LIST. (FILE #HR-2017-002)

B. North Milwaukie Industrial Area (NMIA) Comprehensive Plan Zoning Code Amendments (File #s CPA-2017-002, ZA-2017-003) – Ordinance, Continued from February 6, 2018

Call to Order: **Mayor Gamba** called the hearing on the North Milwaukie Industrial Area Plan and Code Amendments, File #s CPA-2017-002 and ZA-2017-003, to order at 7:14 p.m.

Conflicts of Interest: it was noted that no Council member declared a conflict of interest.

Jurisdictional Issues: it was noted that no audience member challenged Council's jurisdiction to conduct the hearing.

Staff Presentation: **Ms. Kolias** reviewed the NMIA amendment process. She reported that staff had prepared information requested by Council at the February 6, 2018, hearing, including a Johnson Economics memo, input from Americold Logistics, and data on noise concerns and residential zone capacity. She noted the existing natural resource (NR), water quality resource (WQR), and habitat conservation areas (HCAs) along the Johnson Creek riparian buffer area, and discussed related floodplain issues at the Mill End Store (MES) site. **Mr. Egner** and **Ms. Kolias** reported that the proposed replacement MES building would not have a negative impact on the floodplain area.

Ms. Kolias summarized other proposed NMIA-related amendments to the MMC and reviewed the current and proposed zoning in the area. She presented key questions for Council to consider regarding the proposed Milport Mixed-Use Overlay, the uses allowed on the MES site and in the Mixed-Use Tacoma Station Area (MUTSA), and the minimum building height standard. She noted Council's decision-making options.

Councilor Parks and **Ms. Kolias** discussed the need to address issues related to maximum noise levels in the NMIA. The group remarked on industrial noise concerns.

Councilor Parks asked why an overlay was being proposed for an entire area when the request to build housing was only related to a single property. **Ms. Kolias** reported that the Planning Commission had reservations about creating spot zoning that benefits one property. She confirmed that the proposal included a yet-undefined sunset period.

Councilor Abma and **Ms. Kolias** discussed the concept of asking property owners and residential tenants to sign a declaration acknowledging they live in an industrial area.

Council President Batey and **Ms. Kolias** commented on the potential impacts of a lower maximum building height on future redevelopment uses of the MES site. They noted that if directed by Council, staff could prepare code language that would allow MES to rebuild as a permitted use.

The group reviewed a map of Johnson Creek showing buildings and WQR buffer zones.

Jerry Johnson, Principal at Johnson Economics, discussed the development feasibility study done by ECONorthwest that he believed understated the potential of the NMIA. He remarked on the area's limitations related to the floodplain and WQR issues, noise and traffic concerns, and limited pedestrian and residential amenities. He suggested the area would be more suitable for office rather than residential use. **Council President Batey** and **Mr. Johnson** commented on the market pressures that affect the viability of industrial lands and whether industrial users require large amounts of land to thrive.

Mr. Johnson addressed questions that dealt with noise issues between industrial and residential users, and the impact of mixed-use developments on Downtown Milwaukie. He concluded that Downtown would not be impacted by mixed-use development in the NMIA given the amenities and transit options available in Downtown. He noted concerns about building in a floodplain and spot zoning, and suggested it would be hard for industrial uses to be located on the MES site.

Mayor Gamba and **Mr. Johnson** commented on the regional need for industrial lands as market pressures increased demand for office space and housing. They remarked on the calculations made by property owners about leasing out building space. They discussed the feasibility of industrial users operating out of multi-story buildings.

Mayor Gamba recessed the Regular Session at 8:13 p.m. and reconvened the Regular Session at 8:21 p.m.

Mayor Gamba announced that because of the inclement weather and where Council was in the hearing process, Council would take testimony from those present and not deliberate at the present meeting.

Correspondence: staff distributed new correspondence that had been received from Precision Castparts and Denise Emmerling-Baker.

Conduct of Hearing: **Mayor Gamba** reviewed the hearing conduct procedures.

Audience Testimony: **Troy Thomas**, General Manager at Americold Logistics, expressed concern about potential traffic issues between his company's trucks, customers, and new residential tenants. He explained that Americold currently had 2 shifts operating from 6:00 a.m. to approximately 2:00 a.m. and that they may move to a 24-hour operation based on customer needs.

Jerry Baysinger, Senior Principal at Baysinger Partners, discussed floor and ceiling heights, the bottom floor parking lot and the floodplain, the WQR buffer zone, and noise concerns related to the proposed MES replacement building. **Mayor Gamba** and **Mr. Baysinger** discussed the impact of market pressures on land values for housing and industrial uses, and how passive house construction could minimize outside noises.

Council President Batey and **Mr. Baysinger** commented on the concerns expressed about truck and traffic noises conflicting with residential tenants on the MES site. **Mr. Baysinger** suggested the noise concerns were overstated and that tenants facing Johnson Creek would enjoy the sound of the creek, which he played an audio clip of.

Councilor Abma asked about the traffic impact of the 140 new housing units proposed for the new MES building. **Mr. Baysinger** remarked on the increase of industrial and residential units in Portland's Central Eastside area and deferred to Peter Stark, Principal at Stark Design, to comment about the traffic impact of the proposed building.

Councilor Parks and **Mr. Baysinger** discussed the noise samples taken at the MES site that showed the existing ambient noise levels from McLoughlin Boulevard traffic and Johnson Creek to be above the City's allowed decibel level.

Eric Hovee, Principal at E. D. Hovee and Company, commented on the NMIA market viability opinions offered by the City's and MES' economic development consultants. He suggested that everyone agreed the MES site was not suitable for industrial use. He disagreed about current and future market demands for the NMIA. He discussed regional demand for office space, housing, and industrial land, and suggested that Council take note that a property owner was ready to invest in a site. **Mayor Gamba**, **Mr. Hovee**, and **Councilor Abma** remarked on how the proposed MES replacement building's mix of commercial and residential users would be financially feasible while meeting floodplain requirements. The group remarked on the financial costs of structured parking.

Tim Pfeifer, Broker with Norris and Stevens Investment Real Estate Services, spoke about the popularity of residential-over-commercial development in the region. He noted that many mixed-use developments were located next to major highways. He discussed regional market demand for office and housing. The group discussed market and developer interest in the MES and other opportunity sites in the City.

Mr. Stark reported that noise levels at City Hall exceeded those at the MES site. He suggested the City needed to change the MMC related to housing issues. He commented on costs associated with elevating the MES building. He reported that he had spoken with business owners in the NMIA and Downtown Milwaukie and all were in support of the proposed Overlay. He explained that in response to Americold's concern about traffic, a study had been done that had determined that residential use would result in less traffic than an office park. He suggested that if the MES could not redevelop then it would leave the City, resulting in a vacant industrial site.

Councilor Abma asked Mr. Stark if the City should rezone more land from industrial to residential use. **Mr. Stark** replied that not all industrial land should be rezoned and suggested that there was a need for the MES site specifically to be rezoned given the issues related to the floodplain.

Mayor Gamba and **Mr. Stark** commented on the parking study Mr. Stark had mentioned. It was noted that Mr. Stark would provide Council a copy of the study.

Howard and Nancy Dietrich, MES owners, discussed the development limitations and possibilities of the MES site. They expressed their interest in keeping the MES at its current location, noted their interest in building residential units above a new MES, and remarked on the need for parking and access to public transportation. They suggested a redeveloped MES building would include some low-income housing. They suggested that there had been no business opposition to the proposed Overlay. **Council President Batey** and **Councilors Falconer and Parks** noted that several businesses and a community survey had expressed opposition to residential zoning in the NMIA.

Councilor Falconer asked where MES would temporarily relocate if the site were to be redeveloped. **Mr. Dietrich** explained that a realtor was looking at temporary relocation sites. **Councilor Falconer** asked Mr. Dietrich how many properties he owned in the City and **Mr. Dietrich** reported that they owned five properties worth between \$12-15 million.

Ed Zumwalt, Milwaukie resident, remarked on the MES as a destination for visitors.

Denise Emmerling-Baker, NMIA Project Advisory Group member, noted that many housing developments were located near industrial zones and had noise issues. She discussed the Planning Commission's recommendation to adopt an Overlay and noted the amenities located near the site. She remarked that Mr. Dietrich had taken steps to care for Johnson Creek over the years and that the MES attracted innovators.

Staff Response to Testimony: it was noted that staff had no response to the testimony.

Questions from Council to Staff: **Councilor Falconer** asked for clarification as to whether staff had recommended the Overlay. **Ms. Kolias** reported that staff had only reflected Planning Commission's recommendation in the staff report.

Close Public Hearing: It was moved by **Councilor Parks** and seconded by **Councilor Falconer** to close the public hearing. Motion passed with the following vote: **Councilors Falconer, Batey, Parks, and Abma** and **Mayor Gamba** voting "aye." [5:0]

Mayor Gamba closed the public hearing on North Milwaukie Industrial Area Plan and Code Amendments, File #s CPA-2017-002 and ZA-2017-003, at 9:26 p.m.

Council Discussion: The group reviewed the primary policy decisions and follow-up questions for Council to consider. **Councilor Parks** and **Mr. Egner** commented on the impact of including a sunset date on the Overlay. The group remarked on the possible outcomes of the decisions Council would make in terms of the types of uses and redevelopment allowed in the NMIA and on the MES site.

Council President Batey expressed support for making the Overlay site-specific with an indefinite ability for the current owner to rebuild.

Councilors Parks expressed support for keeping the MES in Milwaukie. **Councilor Falconer** concurred with Councilor Parks and noted that there had been community opposition to allowing residential zoning in the NMIA. **Council President Batey** concurred with Councilor Falconer about the public opposition to residential zoning in the NMIA. **Councilor Parks** reviewed the objections to residential zoning in the NMIA made by the NMIA Project Advisory Group and Council. She expressed concern about losing employment areas and allowing housing in an industrial area.

Mayor Gamba discussed the relationship between the allowed maximum building height and the number of jobs that a multi-story building, with residential units on top, could bring to the City. He suggested that Council should focus on increasing employment density. He stated that he was not sure if housing should be allowed on the MES site, but the market would determine what a redeveloped site would look like. The group discussed the feasibility of attracting multi-story industrial uses or creator spaces, and noted examples where such development had occurred. They remarked on the goals of the NMIA and where the market could take development in the future. **Councilor Abma** expressed concern about mandating specific types of development that would take years to be financially feasible while a property sat vacant.

Ms. Ober noted the time and that Council would need to vote to extend the meeting past 10:00 p.m. She reported on the street conditions given the inclement weather.

Councilor Parks asked if staff needed more input from Council. She wanted to know the type of code language necessary to allow the MES to rebuild. **Mayor Gamba** agreed with Councilor Parks' request. He suggested Council would want code language that would allow the MES to continue as a permitted use even after an Overlay had met its sunset date.

The group noted that the hearing could be continued to March 6, 2018, where staff could address Council's questions.

Councilor Parks asked for more information about possible changes to the City's noise code and what a five-year sunset for the Overlay would look like.

Councilor Falconer and **Council President Batey** asked for more information about the proposed tenant acknowledgement about living in an industrial area. The group remarked on the feasibility of asking residential tenants on the MES site and at the northern end of the NMIA to sign such a statement.

Councilor Falconer asked for staff guidance on NR and WQR zone setbacks for buildings and what could be required if an eco-district were set-up. **Mayor Gamba** suggested Council would want to know more about the type of eco-district in the Lloyd Center area of Portland.

Councilor Falconer and **Ms. Kolias** noted that Milport Road was not currently highlighted as a key street but would be if the Overlay were approved.

Council President Batey referenced Mayor Gamba's remarks about multi-story industrial buildings and asked if the City could set a minimum employment-per-acre requirement. The group discussed how to identify and enforce a minimum employment density requirement.

Ms. Ober suggested Council motion to continue the hearing to March 6, 2018, where additional written testimony would be taken based on the present hearing's discussion.

The group remarked on whether Council had any additional requests for staff to follow-up on for the next hearing.

Council Decision: It was moved by Council President Batey and seconded by Councilor Falconer to continue the hearing on the North Milwaukie Industrial Area Plan and Code Amendments (File #CPA-2017-002, ZA-2017-003), to a date certain of March 6, 2018, allowing for additional staff information to be presented and then a public hearing limited to those items and limited public comment on that new information. Motion passed with the following vote: Councilors Falconer, Batey, Parks, and Abma and Mayor Gamba voting "aye." [5:0]

Mr. Dietrich commented on the MES' financial ability to stay in Milwaukie. **Mayor Gamba** noted that the public comment part of the hearing had ended.

It was moved by Council President Batey and seconded by Councilor Abma to extend the Regular Session to 10:05 p.m. Motion passed with the following vote: Councilors Falconer, Batey, Parks, and Abma and Mayor Gamba voting "aye." [5:0]

6. OTHER BUSINESS

A. Council Input on Legislative, Regional, and County Issues (removed from the agenda due to time constraints)

7. INFORMATION

Mayor Gamba reported that the next Open Streets event would be held in 2019 and he asked for community participation in the planning process. He announced upcoming events including a Library Improvement Project Community Meeting, a work party at Spring Park, the 20th Annual Johnson Creek Watershed Wide Event, a community tour of MHS, and Ardenwald Elementary School's Silent Auction.

8. ADJOURNMENT

It was moved by Councilor Parks and seconded by Councilor Abma to adjourn the Regular Session. Motion passed with the following vote: Councilors Falconer, Batey, Parks, and Abma and Mayor Gamba voting "aye." [5:0]

Mayor Gamba adjourned the Regular Session at 10:05 p.m.

Respectfully submitted,



Scott Stauffer, City Recorder

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**Regular Session
Agenda Item No.**

3

Consent Agenda

 CITY OF MILWAUKIE
COUNCIL REGULAR SESSION

City Hall Council Chambers
10722 SE Main Street
www.milwaukieoregon.gov

2261st Meeting

MINUTES

JANUARY 16, 2018

Mayor Mark Gamba called the Council meeting to order at 6:05 p.m.

Present: Council President Lisa Batey; Councilors Angel Falconer, Wilda Parks, Shane Abma

Staff: City Manager Ann Ober	Assistant City Manager Kelly Brooks
City Attorney Tim Ramis	Public Works Director Peter Passarelli
City Recorder Scott Stauffer	Economic Resources Coordinator Amy Koski
Planning Director Denny Egnor	Community Development Director Alma Flores
Senior Planner David Levitan	Right-of-Way (ROW) Coordinator Reba Crocker
Development Manager Leila Aman	Associate Planners Brett Kelter and Vera Kolias

1. CALL TO ORDER

Pledge of Allegiance.

2. PROCLAMATIONS, COMMENDATION, SPECIAL REPORTS AND AWARDS

A. Milwaukie High School (MHS) Outstanding Student Achievement Award for January 2018 presented to Amy Wenger

Mark Pinder, MHS Principal, introduced Ms. Wenger and Council congratulated her on her academic and extra-curricular activities.

B. North Clackamas School District (NCSD) Construction Bond Update

Mr. Pinder provided an update on the MHS reconstruction project and announced an open house for the community to tour the old MHS building.

3. CONSENT AGENDA

Councilor Abma asked that Item 3. F. related to the Municipal Court Judge's contract be removed from the Consent Agenda for separate consideration.

It was moved by Council President Batey and seconded by Councilor Parks to approve the Consent Agenda Items A through E and G.

A. City Council Meeting Minutes:

1. December 5, 2017, Work Session;
2. December 5, 2017, Regular Session;
3. December 12, 2017, Study Session;
4. December 19, 2017, Work Session; and
5. December 19, 2017, Regular Session.

B. Resolution 1-2018: A Resolution of the City Council of the City of Milwaukie, Oregon, designating the first and third Tuesdays of each month as the regularly scheduled City Council meeting dates, establishing the times of said meetings, and repealing Resolution 1-2017.

C. Resolution 2-2018: A Resolution of the City Council of the City of Milwaukie, Oregon, designating *The Clackamas Review*, *The Oregonian*, and *The Daily Journal of Commerce* as the papers of record for the City of Milwaukie.

D. Resolution 3-2018: A Resolution of the City Council of the City of Milwaukie, Oregon, making appointments to the City's Climate Action Plan Committee.

E. Resolution 4-2018: A Resolution of the City Council of the City of Milwaukie, Oregon, approving the proposed transfer of Mel Deines Sanitary Service, Inc.'s franchise area to Hoodview Disposal & Recycling, Inc., amending the list of franchised haulers to reflect the transfer.

~~F. Resolution 5-2018: A Resolution of the City Council of the City of Milwaukie, Oregon, extending the Municipal Court Judge Services Contract and clarifying payment terms.~~ (removed from the Consent Agenda for separate consideration)

G. Oregon Liquor Control Commission (OLCC) Applications for:

- 1. Casa Bruno, 9304 SE Main Street – Change of Warehouse Location; and**
- 2. King Curry Thai Cuisine, 4208 SE King Road – Greater Privileges.**

Motion passed with the following vote: Councilors Parks, Abma, Falconer, and Batey, and Mayor Gamba voting “aye.” [5:0]

3. F. Extension of Municipal Court Judge Kimberly Graves' Contract – Resolution
(removed from Consent Agenda for separate consideration)

The group noted that per Council discussion with Judge Graves, the word “truancy” should be replaced with “attendance” in the Judge’s contract.

It was moved by Councilor Falconer and seconded by Councilor Parks to approve the Resolution extending the Municipal Court Judge Services Contract and clarifying payment terms with the noted change of the word “truancy” being replaced with “attendance.” Motion passed with the following vote: Councilors Parks, Abma, Falconer, and Batey, and Mayor Gamba voting “aye.” [5:0]

4. AUDIENCE PARTICIPATION

Mayor Gamba reviewed the Audience Participation procedures. **Ms. Ober** briefly reported on the status of the City’s Emergency Operations Center and Plan that had been referenced in comments made at the December 19, 2017, Audience Participation.

5. PUBLIC HEARING

A. Kellogg Creek (Rusk Road) Planned Development (PD-2017-001) Continued from November 21, 2017

Mayor Gamba called the hearing on the Kellogg Creek Planned Development, File #PD-2017-001, started on September 5, 2017, and continued to September 26, 2017, November 21, 2017, and January 16, 2018, to order at 6:27 p.m.

Opening: **Mayor Gamba** reviewed Council’s previous hearings on the development application and noted that the purpose of the hearing was to receive any new information from the developer.

Conflicts of Interest: **Mayor Gamba** noted that no Council member wished to declare any new ex-parte contacts or conflicts of interests. It was also noted that no audience member wished to challenge Council’s ability to participate in the hearing.

Jurisdiction Challenges: **Mayor Gamba** noted that no audience member wished to challenge Council’s jurisdiction over the hearing topic.

Applicant Report on Status of Application: it was noted that neither the applicant nor a representative of the applicant were present.

Staff Comments: **Mr. Kelter** commented on staff's interactions with the applicant. He reported that staff understood the applicant had intended to be present.

The group remarked on Council's next steps given the applicant's absence from the hearing and staff's uncertainty as to the status of the application. **Mr. Egner** noted that if Council decided to deny the application, staff would need to prepare findings for denial for Council to consider at a future meeting.

The group discussed the need to establish a timetable to conclude Council's consideration of the application. **Mr. Egner** and **Mr. Ramis** commented on the possibility that a substantially different application would need to go through the Planning Commission process again.

Close Public Hearing: **It was moved by Council President Batey and seconded by Councilor Parks to close the public hearing. Motion passed with the following vote: Councilors Parks, Abma, Falconer, and Batey, and Mayor Gamba voting "aye." [5:0]**

Mayor Gamba closed the public hearing on the Kellogg Creek Planned Development, File #PD-2017-001 at 6:46 p.m.

Council Discussion and Decision: **Council President Batey and Mr. Ramis** noted that staff would communicate to the applicant Council's expectations for the application.

It was moved by Council President Batey and seconded by Councilor Parks to continue the hearing on the Kellogg Creek Planned Development, File #PD-2017-001 to a date certain of February 6, 2018, with instructions to staff to prepare Findings for Denial of the application should the applicant not be prepared to move forward on that date. Motion passed with the following vote: Councilors Parks, Abma, Falconer, and Batey, and Mayor Gamba voting "aye." [5:0]

6. OTHER BUSINESS

A. North Milwaukie Industrial Area (NMIA) Comprehensive Plan Zoning Code Amendments

Ms. Koski noted previous Council discussions about the NMIA. She reviewed the proposed amendments to the Comprehensive Plan and Milwaukie Municipal Code (MMC), including zoning changes and streamlined language.

Ms. Kolias provided an overview of the proposed changes to the NMIA Development Standards that would affect building setbacks, design standards, and street designations. She noted that the amended standards would impact major exterior alterations done on existing buildings. She presented and discussed zoning maps and the Planning Commission's recommendation to create a 10-year Milport Mixed Use Overlay Zone. **Councilor Abma** and **Ms. Kolias** remarked on when flooding would trigger a rebuild of the Mill End Store as it is currently configured.

The group discussed the Planning Commission's recommendation to allow retail in the NMIA. It was noted that Council would hear public testimony and consider the recommended allowance of retail use at the February 6, 2018, Regular Session.

Mayor Gamba and **Ms. Kolias** discussed how the proposed amendments would impact the allowed minimum building heights and flex spaces in the NMIA.

Mayor Gamba expressed concern about heavy industrial users operating near residential zones. The group remarked on the possibility that a residential development

could be located next to industrial uses. They noted that there would likely be conflict between residential occupants and industrial users. They noted the industrial uses currently allowed in the NMIA and suggested that the proposed uses be reviewed for compatibility with residential zones. **Ms. Ober** confirmed that staff would bring Council information related to transit oriented development and how to manage residential and industrial zoning conflicts.

Mayor Gamba and **Ms. Koski** noted that the sunset date for ending the proposed overlay zone had been left for Council to determine.

Mayor Gamba asked about the proposal to limit the size of restaurants and bars. The group noted the current commercial space limits and remarked on the size of the historic Oregon Department of Transportation (ODOT) building located in the NMIA.

Mayor Gamba, **Ms. Kolias**, and **Ms. Koski** noted that residential uses were currently allowed in some zones in the NMIA.

Council President Batey, **Ms. Koski**, and **Ms. Aman** noted that the City was in the process of finishing an office market study.

The group discussed current and proposed parking ratios for residential developments in Downtown Milwaukie, Central Milwaukie, and the NMIA. **Mayor Gamba** expressed concern that the same parking requirements for other parts of the City would not be applied to the NMIA.

The group remarked on how staff would track changes to the proposed amendments. They noted the upcoming schedule of Council hearings on the NMIA.

B. Council Goal Update: Completion of Milwaukie Bay Park

Ms. Brooks introduced Katherine Krygier, Planning and Development Manager with the North Clackamas Parks and Recreation District (NCPRD). **Ms. Krygier** noted design changes made to the Milwaukie Bay Park scope of work based on previous Council feedback. She discussed the organizational structure and project timelines. She reported that Phase 3 of the Park would cost an estimated \$3 million. She commented on possible funding sources, including NCPRD system development charges (SDCs), general obligation bonds, and grants. She provided an overview of the nine park elements the group had previously discussed and asked if Council had any additional feedback.

Council President Batey asked about the inclusion of a non-interactive water fountain as recommended in the original Park plan. **Ms. Krygier** noted that the nearby South Downtown Plaza may also include a water feature. **Ms. Ober**, **Ms. Krygier**, and **Councilor Falconer** suggested that the public would interact with any fountain and that the City should build a water feature that is able to handle public interaction. The group remarked on the potential visibility of a fountain in the Park from McLoughlin Boulevard.

Mayor Gamba commented on the lack of parking and asked if the City should consider adding some type of boat storage. **Ms. Ober** remarked on the challenges associated with the lack of parking and adding significant design elements to the plan. She noted minor changes that could enhance the Park experience for non-motorized boat users.

Mayor Gamba asked if the Park's resiliency to withstand increasingly violent storms had been considered. He noted that the original plan included a boat dock. **Ms. Ober** and **Ms. Krygier** confirmed that the boat dock had been removed from the Plan because the U. S. Army Corps of Engineers (USACE) had deemed it to not be possible.

Mayor Gamba commented on the value of shade trees around an amphitheater area and suggested the City consider adding trees to the Park.

Ms. Krygier and **Ms. Ober** discussed feasible next steps in vetting Council's list of revised elements through a public process given funding and timeline restrictions. **Ms. Ober** asked if the group was comfortable holding off on boat storage until a future development phase. **Mayor Gamba** and **Council President Batey** recalled the intensive public engagement process for the original plan.

The group noted the importance of completing the Park within the approved USACE permit timeframe. They discussed the type of boat storage and whether it would be feasible for the City to operate a boat storage facility. They commented on the impacts of asking for public input about boat storage, given permit deadlines and lack of funding. It was Council consensus to consider some type of temporary boat storage in a future phase and to not seek public input on that element for Phase 3.

Ms. Krygier and **Ms. Ober** reviewed changes made to the project's organizational structure, noting the revised make-up of the project Steering Committee, Technical Advisory Committee, and Executive Committee.

Ms. Krgier summarized the project schedule and noted permitting, funding, and design review challenges. She reported that NCPRD would be hiring a project manager and would be presenting the City an intergovernmental agreement related to the project.

Councilor Abma, **Ms. Krygier**, and **Scott Archer**, NCPRD Director, noted the amount of NCPRD SDC zone and district-wide funding available for the Park. They discussed how SDC funds had been allocated historically, remarked on recent allocation changes, and considered the potential impacts of the lawsuit between the City of Happy Valley and NCPRD.

Mr. Archer distributed a flyer explaining NCPRD's partnership with the North Clackamas School District (NCSD) related to the exchange and sale of certain park and school properties. He reported that the exchanges would be completed in February 2018 and that there would be a public discussion around use of the facilities. He noted that the current services offered at the properties would continue to be provided until 2020, when facility plans for each site could be developed.

Council President Batey and **Mr. Archer** noted that NCPRD Zone 1 included the City and the City's urban growth management area (UGMA). They remarked on the regional use of the Park and the availability of funding from outside Zone 1.

Council President Batey noted upcoming work parties at the 3-Creeks and Spring Park nature areas. She asked about the status of the Wichita Park project and **Ms. Krygier** reported that the goal was for construction to be completed by fall 2018.

Gary Klein, PARB member, expressed support for completing Phase 3 of Milwaukie Bay Park. He discussed the City's partnership with the Oregon Solutions Project to fund earlier phases. He remarked on previous plans to include a water fountain and boat storage at the Park, and encouraged the City to complete the project before the USACE permits expired. He commented on other possible funding sources. **Council President Batey** commented on the need re-engage in fundraising efforts and noted potential funding availability.

Mayor Gamba recessed the Regular Session at 8:34 p.m. and reconvened the Regular Session at 8:41 p.m.

C. Review 2018 Council Committee Assignments

Ms. Brooks asked for Council input on the draft 2018 committee assignments matrix.

Councilor Abma noted that the Regional Wastewater Advisory Committee (RWAC) had been replaced by a regional elected official's forum (REOF) which all members of Council had been invited to attend. The group agreed to replace the RWAC with the REOF on the matrix and assign Councilor Abma as the Council designee.

The group noted that the Riverhealth Advisory Board (RAB) may have been merged with other regional groups. **Ms. Brooks** noted she would check with Clackamas County Water Environment Services (WES).

Council President Batey and **Mayor Gamba** discussed Milwaukie's representation on the North Clackamas Urban Watershed Council (NCUWC). They suggested that the NCUWC Citizen Advocate position on the matrix be removed.

Councilor Parks commented on the status of the City's Rotary Club corporate membership. She noted the City staff that attended and the Club's new meeting location. **Ms. Brooks** noted she would add the Council and staff Rotary Club members on the matrix.

The group noted that Siri Bernard, Milwaukie resident, was the City's representative on the Milwaukie Center/Community Advisory Board (MC/CAB). Staff noted they would check with Ms. Bernard about her C/CAB status and ask her to provide Council reports.

Council President Batey and **Mayor Gamba** commented on the City's participation on the Oregon Passenger Rail Leadership Council (OPRLC) and asked staff to look into whether that group would be meeting again.

The group noted that matrix should be updated to show that Council President Batey and Mayor Gamba attend Kellogg for Coho meetings on behalf of Council.

Councilor Abma asked about the City's Hospital Facility Authority (HFA). The group discussed why the HFA had been created and agreed to leave it on the matrix.

D. Council Input on Legislative, Regional, and County Issues

Ms. Brooks provided an overview of the State Legislature's 2018 Short Session, noting the policy priority issues she would track that could impact the City. The group discussed the status of policy topics that could be on the Legislature's agenda, including health care funding, the Public Employees Retirement System (PERS), cap and invest carbon pricing, the opioid epidemic, building code changes, and gun safety regulations.

Ms. Brooks discussed how Council could track legislation during the session, including use of the bill tracking system operated by the League of Oregon Cities (LOC). **Ms. Ober**, **Ms. Brooks**, and **Mayor Gamba** talked about the possibility of hiring a lobbyist to represent the City's interest during future legislative sessions.

Mayor Gamba commented on the policy work done through the LOC. The group noted which LOC committees Council members served on and whether there would be an LOC Lobby Day at the Capitol during the 2018 session.

Council President Batey and **Councilor Abma** remarked on tracking legislation related to the opioid epidemic. The group discussed the logistics of drug turn-in programs.

Council President Batey noted that the Portland City Council would be voting to reduce residential street speed limits to 20 miles per hour. She suggested Milwaukie's

Council consider passing a resolution to urge the Oregon State Legislature to grant that ability to all cities. The group discussed the State's control of roadway speed limits and how the City of Portland lobbied the Legislature for the ability to change speed limits.

Ms. Ober reported that the NCSD Board had delayed their vote on a request for a low-income tax exemption for the Northwest Housing Alternatives (NHA) development project next to MHS. Council directed staff to prepare a letter for Mayor Gamba to sign and send to the NCSD Board regarding NHA's request.

7. INFORMATION

Mayor Gamba announced upcoming events, including the dedication of a new building at the Clackamas Community College (CCC) Harmony Campus, the Pond House Bookstore close-out sale, and several work parties at natural areas around the City.

Councilor Abma commented on the high quality of the candidates recently interviewed for the Climate Action Plan (CAP) Committee and Planning Commission. **Council President Batey, Mayor Gamba, and Ms. Ober** noted that the City was accepting nominations for the 2017 Volunteer of the Year Award.

Mayor Gamba announced that upon adjournment of the Regular Session, Council would meet in Executive Session pursuant to Oregon Revised Statute (ORS) 192.660(2)(e) to deliberate with persons designated by the governing body to negotiate real property transactions.

8. ADJOURNMENT

It was moved by Council President Batey and seconded by Councilor Falconer to adjourn the Regular Session. Motion passed with the following vote: Councilors Parks, Abma, Falconer, and Batey, and Mayor Gamba voting "aye." [5:0]

Mayor Gamba moved to adjourn the regular session at 9:23 p.m.

Respectfully submitted,

Scott S. Stauffer, City Recorder

 CITY OF MILWAUKIE
COUNCIL STAFF REPORT

To: Mayor and City Council
Through: Ann Ober, City Manager
Reviewed: City Attorney (as to form),
From: Haley Fish, Finance Director
Subject: **Distribution of Bequeathed Funds for Cemetery Care and Upkeep to the Milwaukie Pioneer Cemetery Association**

Date: February 14 for February 20, 2018

ACTION REQUESTED

Approve the resolution which authorizes staff to distribute the balance of the bequeathed funds to be used for care and upkeep of Milwaukie Pioneer Cemetery to the Milwaukie Pioneer Cemetery Association (the Association), a non-profit formed for the purpose of maintaining the Milwaukie Pioneer Cemetery.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

Leona Knudson bequeathed funds (\$36,000) to the City for the care and upkeep of Milwaukie Pioneer Cemetery in 1994. Distribution from her estate was executed by the County in 1995. The City entered into agreements with the Association in 2004 and 2005 in which the Association was designated sole responsibility for the care, maintenance and upkeep of the Cemetery and the City has made distributions from the bequeathed funds as requested by the Association.

ANALYSIS

The Association has requested that the City distribute the funds to them to be used in accordance with their purpose of maintaining the Milwaukie Pioneer Cemetery. Staff, the City Attorney and the Association have reviewed the bequest documents, the bylaws of the Association and the agreements between the City and the Association and find that a distribution to the Association for the sole purpose of use in accordance with the Association's charitable purpose of care and upkeep of the Cemetery would comply with the City's fiduciary responsibility of the bequeathed funds and provide administrative ease for both the City and the Association. Additionally, under the current agreements the city provides water service to the Cemetery free of charge so the resolution allows the City Manager to execute an agreement with the Association that maintains this service.

BUDGET IMPACTS

Current balance of funds held for cemetery care and upkeep is \$32,379. The city only budgeted \$10,000 in the biennium for distributions to the Association. Therefore, to maintain compliance with local budget law the resolution includes an appropriations transfer for the balance of the funds held (\$22,379).

WORKLOAD IMPACTS

Reduces City workload to maintain, budget, reconcile annually and distribute funds to the Association as requested.

COORDINATION, CONCURRENCE, OR DISSENT

The City Attorney and the Association concur with the recommended action.

ALTERNATIVES

Not approve resolution and continue to administer funds in accordance with bequest and agreements with the Association.

ATTACHMENTS

1. Resolution



CITY OF MILWAUKIE

COUNCIL RESOLUTION No.

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF MILWAUKIE, OREGON, TERMINATING 2004 AND 2005 AGREEMENTS WITH THE MILWAUKIE PIONEER CEMETERY ASSOCIATION, AUTHORIZING A NEW AGREEMENT WITH THE CEMETERY ASSOCIATION FOR WATER SERVICE TO THE MILWAUKIE PIONEER CEMETERY, AND EXPENDING THE FUNDS BEQUESTED BY LEONA KNUDSEN FOR CARE AND UPKEEP OF THE MILWAUKIE PIONEER CEMETERY.

WHEREAS, Ms. Leona Knudsen (“Knudsen”) died in the spring of 1994, leaving 25% of the residue of her estate (the “Knudsen Estate”) to the City of Milwaukie (the “City”), pursuant to the following bequest (the “Bequest”):

“City of Milwaukie, Oregon, Parks and Recreation Dept., for care and upkeep of Milwaukie Pioneer Cemetery – Twenty-Five percent of the residue of the estate,”
and

WHEREAS, on or around January 20, 1995, the Multnomah County Circuit Court entered an order distributing 25% of the residue of the Knudsen Estate to the City, totaling at the time of distribution approximately \$36,000.00; and

WHEREAS, on February 7, 1995, the City, pursuant to ORS 294.326 (since renumbered ORS 294.338; governing the expenditure of City funds from such Bequests, and requiring a City resolution for the same), passed Resolution 7-1995 (the “Resolution”), creating Expendable Trust Fund 81, thereafter titled the Pioneer Cemetery Maintenance Fund (the “Fund”), limiting the use of the Fund to provide for the care and upkeep of the Milwaukie Pioneer Cemetery (the “Cemetery”); and

WHEREAS, an Expendable Trust Fund does not create a Trust governed by the Oregon Uniform Trust Code (ORS Chapter 130), and is a City budgetary line item that creates a fund used for specified purposes, from which principal and income may be spent for such purposes, and which does not require perpetual accumulation; and

WHEREAS, the Milwaukie Pioneer Cemetery Association, Inc. (the “Association”), an Oregon nonprofit corporation exempt from taxation pursuant to section 501(c)(3) of the Internal Revenue Code, was formed on December 2, 2003, for the charitable purpose of care and upkeep of the Cemetery and is required by law to utilize funds given to it in accordance with its charitable purposes, according to the direction of its officers and directors, who are bound by fiduciary duties of care and loyalty; and

WHEREAS, by order of the Clackamas County Circuit Court dated April 19, 2004, the Association is also the successor trustee of the Milwaukie Pioneer Cemetery Trust, which Trust is the owner of the Cemetery; and

WHEREAS, pursuant to the terms of those specific agreements between the City and the Association dated May 4, 2004, and January 5, 2005, (the "Agreements"), the Association has been solely responsible for the care, maintenance, and upkeep of the Cemetery from that time to the present day, and the City has provided proceeds from the Fund to the Association to aid in those purposes; and

WHEREAS, the City has determined that the Association is in a more expert, experienced, and efficient position than the City to continue such care, maintenance, and upkeep, and that a single expenditure of the remaining proceeds in the Fund to the Association to aid the Association's continued responsibilities as it, in its best judgment, sees fit, is in the best interests of the City, the Association, and the Cemetery; and

WHEREAS the City is satisfied that the Association, and its officers and directors, are bound by law to use the remaining proceeds of the Fund according to its charitable purposes, and not for private benefit, which purposes are consistent with original Bequest, and the original Resolution establishing the Fund, for such funds to be used solely for the care and upkeep of the Cemetery; and

WHEREAS, the current remaining proceeds of the Fund total \$32,379, and that expenditure of the remaining proceeds of the Fund to the Association requires a City resolution pursuant to ORS 294.338; and

WHEREAS, the City had budgeted materials and service expenditures of only \$10,000 to fund requests from the Association maintaining the balance in contingency for future periods therefore to maintain compliance with budget law council needs to transfer appropriations from general fund contingency to non-departmental materials and services for the balance of funds held (\$22,379);

Now, Therefore, be it Resolved by the City of Milwaukie, Oregon:

Section 1. All agreements between the City and the Association regarding the use of funds and the maintenance of the Cemetery, including specifically those dated May 4, 2004, and January 5, 2005, are hereby terminated.

Section 2. The City Manager is authorized to enter into an agreement with the Association for the provision of water to the Cemetery free of charge under such terms mutually agreeable to the City and the Association.

Section 3. The City hereby expends the amount of \$32,379 from Expendable Trust Fund 81, which amount represents the entirety of proceeds available in such fund, to the Association for the sole purpose of use in accordance with the Association's charitable purpose of care and upkeep of the Cemetery and execute a transfer appropriations from General Fund Contingency to Non-departmental Materials and Services in the amount of 22,379.

Section 4. Expendable Trust Fund 81 is hereby terminated.

Introduced and adopted by the City Council on **February 20, 2018.**

This resolution is effective on **February 20, 2018.**

Mark Gamba, Mayor

ATTEST:

APPROVED AS TO FORM:
Jordan Ramis PC

Scott S. Stauffer, City Recorder

City Attorney

To: Mayor and City Council

Date: February 5, 2018, for February 20, 2018.

Through: Ann Ober, City Manager

Reviewed: Blanca Marston (as to form), Administrative Specialist

From: Peter Passarelli, Public Works Director

Subject: **Kellogg Good Neighbor Committee (KGNC) Landscape Work**

ACTION REQUESTED

The Kellogg Good Neighbor Committee (KGNC) is requesting that City Council approve a resolution requesting that Clackamas County Service District #1 (CCSD#1) commit up to \$11,540 for landscape work within open space park area along the westside side of the Kellogg Treatment Plant.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

July 19, 2016: City Council accepted recommendation of the Kellogg Good Neighbor Committee to use \$60,000 from the Kellogg Good Neighbor Fund for path lighting and path repair and requested that the Clackamas County Office of Water Environment Services (WES) process the funding request.

August 1, 2017: City Council accepted the recommendation of the Kellogg Good Neighbor Committee to use \$6,000 from the Kellogg Good Neighbor Fund for two additional park benches and a garbage can for the park area adjacent to the Kellogg Treatment Plant. Council also requested that the Clackamas County Office of Water Environment Services (WES) process the funding request.

ANALYSIS

The wastewater treatment agreement between the City and CCSD#1 (section 4.11) provides that \$1.00 per EDU paid by the City for treatment, be set aside in a "Good Neighbor Fund that shall be used for the purpose of mitigating the impact of the Kellogg Plant on the surrounding neighborhoods, which may include, for example, buffer acquisitions and/or landscaping within 200 yards of the plant property line, improvement on the Kellogg Plant property, or neighborhood sewer infrastructure projects (a "Fund Approved Purpose").

The KGNC was established in March 2013 to meet the agreement stipulation that projects and/or efforts to be undertaken with Good Neighbor Fund monies include participation by City citizen groups representing areas near the Kellogg Treatment Plant. This year, the group decided that funding for landscaping around the plant is a priority.

Over several meetings this Fall, the KGNC has discussed the need for the continued focus on the maintenance of the vegetation and landscaping around the Kellogg Plant and in the adjacent park area to the west of the plant. Greg Eyerly from WES, contacted Kellogg Treatment Plant's current landscape contractor (Earthworks Landscape Service) and requested pricing for the additional services described below.

The requested landscape project, pricing provided by Earthwork Landscape Service, includes the removal of dead plants, the addition and replacement of approximately 59 shrubs, bushes and trees (\$4,995), the installation of a vegetative screen or a metal panel screen with vines outside

the north-west corner of the treatment plant (up to \$3,295) and the trimming and pruning of trees in the park area (up to \$3,250).

BUDGET IMPACTS

The KGNC provides oversight to the Good Neighbor Fund. The fund is administered by WES and receives funding from \$1 set aside each month per EDU paid by the City for wastewater treatment service. The fund receives about \$11,147 per month from the City's EDU payment and as of January 2018 had a balance of approximately \$129,998.

WORKLOAD IMPACTS

City staffing is minimal for this project with involvement from the Public Works Director as the KGNC liaison.

COORDINATION, CONCURRENCE, OR DISSENT

The KGNC is made up of Milwaukie citizens and meets with CCSD#1 representatives monthly. They have reached agreement on the importance of the landscaping project after preliminary work on a design and much discussion.

STAFF RECOMMENDATION

City Council approve a resolution requesting that Clackamas County Service District #1 (CCSD#1) commit up to \$11,540 for landscape work within open space park area along the westside side of the Kellogg Treatment Plant.

ALTERNATIVES

If Council does not approve this project funding, the \$11,540 dollars in the Kellogg Good Neighbor Fund intended to be used on this project could be used for future projects.

ATTACHMENTS

1. Resolution



CITY OF MILWAUKIE
"Dogwood City of the West"

Resolution No.

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF MILWAUKIE, OREGON, accepting the recommendation of the Kellogg Good Neighbor Committee to commit up to \$11,540 from the Good Neighbor Fund for landscape work within the open space park area along the westside side of the Kellogg Treatment Plant.

WHEREAS, City Council approved an intergovernmental agreement with Clackamas County Service District #1 (CCSD#1) in December 2012 for provision of wastewater treatment services; and

WHEREAS, this agreement with CCSD #1 established a Kellogg Good Neighbor Fund which receives \$1 per EDU per month from all City sewer connections; and

WHEREAS, Council appointed the Kellogg Good Neighbor Committee to advise on the use of the Good Neighbor Fund; and

WHEREAS, the Good Neighbor Committee has recommended the use of up to \$11,540 in funds from the Kellogg Good Neighbor Fund for landscape work within the open space park along the westside of the Kellogg Treatment Plant,

Now, Therefore, be it Resolved that City Council accepts the recommendation of the Kellogg Good Neighbor Committee for the use of up to \$11,540 in funds from the Kellogg Good Neighbor Fund for landscape work within the open space park along the westside of the Kellogg Treatment Plant and requests that the Clackamas County office of Water Environment Services processes the funding request.

Introduced and adopted by the City Council on _____.

This resolution is effective on _____.

 Mark Gamba, Mayor

ATTEST:

APPROVED AS TO FORM:
 Jordan Ramis PC

 Scott Stauffer, City Recorder

 City Attorney

To: Mayor and City Council
Through: Ann Ober, City Manager

Date: February 13, 2018 for February 20, 2018

From: Alma Flores, Community Development Director

Subject: **Approval of New IGA with Portland State University's Institute of Portland Metropolitan Studies to Prepare Housing Affordability Strategy**

ACTION REQUESTED

Adopt a resolution approving a new IGA with Portland State University's Institute of Portland Metropolitan Studies (IMS) to prepare a Housing Affordability Strategy for the City, which accounts for an expanded scope of work and a new project deadline of June 30, 2018.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

April 19, 2016: The City Council declared a housing emergency ([Resolution 46-2016](#)) in response to metropolitan area growth and increasing rents and approved a 90-day No Cause Eviction notification requirement ([Ordinance 2118](#)).

March 7, 2017: The City Council held a work session to discuss whether to extend the housing emergency for an additional six months from the scheduled expiration date of April 19, 2017 and to maintain the 90-day no cause eviction provisions in MMC 5.60.

April 18, 2017: The City Council adopted resolutions to extend the declared housing emergency for a period of six months, and to maintain the 90-day no cause eviction provisions in MMC 5.60.

April 23, 2017: The City Council held a goal setting session and voted unanimously to bring forth actions toward achieving a housing affordability goal for the residents of Milwaukie.

June 6, 2017: City Council discussion of the Housing Affordability Goal and Council's desired approach and strategy for achieving and implementing this goal.

August 1, 2017: First update provided to Council on the actions taken to date on the development of the Housing Affordability Council goal.

October 3, 2017: Staff provided an update on efforts to date to prepare a Housing Affordability Strategy, in support of City Council Goal #1.

December 5, 2017: The City Council adopted resolutions to extend the declared housing emergency for a period of six months, and to maintain the 90-day no cause eviction provisions in MMC 5.60.

December 19, 2017: The City Council adopted [Resolution 101-2017](#), approving an IGA with PSU to prepare a Housing Affordability Strategy for the City.

ANALYSIS

On October 3, the Community Development Director briefed the Council on the steps that had been taken towards the development of a Housing Affordability Strategy, in support of [Council Goal 1](#). The City has convened a Housing Affordability Work Group (HAWG) that includes several housing experts, workforce development, school, state, and county partners to work through the specifics of Milwaukie's housing situation and develop ideas and actions that the city can take to address these pressing issues such as homelessness, affordable housing development tools and resources, and others. The HAWG has met four times and has made

progress in identifying strengths, weaknesses, opportunities, and threats as well as discussing issue areas that require a bit more refinement such as homelessness and workforce development.

Based on input from the HAWG, City staff developed a draft Scope of Work for the development of the Housing Affordability Strategy. The strategy will expand upon work completed for the Goal 10 [Housing Needs Analysis](#) and [Housing Strategies Report](#), with a focus on identifying community needs, best practices, and tools related to housing affordability and synthesizing those into an Action Plan that can be implemented by the City and its community partners.

Given the project's need for a detailed assessment of local trends and best practices, staff proposed entering into an intergovernmental agreement (IGA) with Portland State University's [Institute of Portland Metropolitan Studies](#) (IMS) to prepare the Housing Affordability Strategy. Housed within PSU's College of Urban and Public Affairs, the mission of IMS is to "convene regional partners, curate credible information, and conduct objective policy research to stimulate dialogue and action that address critical regional issues". On December 19, 2017, the City Council adopted Resolution 101-2017, approving the IGA.

The current deadline for the IGA is March 31, 2018. Given staff workloads, the strategy is scheduled to be adopted by the City Council in April 2018, requiring an extension to the project deadline. In addition, City staff, with input from the HAWG, has determined that the strategy would be greatly aided by holding focus groups with three different sets of stakeholders: residents (renters and owners), landlords, and developers. PSU has submitted a revised scope of work to cover these three focus groups, at an expense of \$6,600.

The Community Development Department has existing resources within its FY 2018 budget to cover this scope amendment. However, per Section 10.075 of the [City's Public Contracting Rules](#) (PCR), amendments to existing contracts (including IGAs) may not exceed 25% of the total value of the contract. The three focus groups will result in an approximately 32% increase to the contract amount. As such, staff is requesting that the Council approve a new IGA with PSU, with a contract amount of \$27,060 and a project deadline of June 30, 2018.

BUDGET IMPACTS

The proposed contract amendment is for \$6,600 to add three focus groups to PSU's scope of work that was approved as part of Resolution 101-2017. The Community Development Department has funding in its existing FY 2018 budget to cover these additional costs.

WORKLOAD IMPACTS

The Community Development Director is managing this work within her regular schedule.

COORDINATION, CONCURRENCE, OR DISSENT

Not applicable

STAFF RECOMMENDATION

Approve a new IGA with the Institute of Portland Metropolitan Studies to complete a Housing Affordability Strategy. The Strategy is currently scheduled to be adopted in April 2018, but staff is proposing for the new IGA to be through June 30, 2018, in order to capture any potential delays to the timeline that may result from the three focus groups that have been added to the Scope of Work.

ALTERNATIVES

The City Council can choose to decline to adopt the new IGA, which will require work on the

Housing Affordability Strategy to proceed according to the existing IGA. If the timeline is not extended via a separate resolution, City and PSU staff will need to expedite work on the strategy so that it can be completed and presented to Council by March 31, 2018.

ATTACHMENTS

1. Resolution approving a new Intergovernmental Agreement (IGA) with PSU
2. Resolution 101-2017, approving the current IGA with PSU for the Housing Affordability Strategy
3. New IGA with PSU



CITY OF MILWAUKIE

COUNCIL RESOLUTION No.

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF MILWAUKIE, OREGON, TO APPROVE A NEW INTERGOVERNMENTAL AGREEMENT WITH PORTLAND STATE UNIVERSITY'S INSTITUTE OF PORTLAND METROPOLITAN STUDIES TO PREPARE A HOUSING AFFORDABILITY STRATEGY FOR THE CITY OF MILWAUKIE.

WHEREAS, in response to rapidly rising residential rents and a lack of affordable housing options, the Milwaukie City Council declared a housing emergency in the City of Milwaukie on April 19, 2016; and

WHEREAS, the Council has extended the housing emergency on two occasions, most recently on December 5, 2017; and

WHEREAS, as part of its 2017-2018 Biennium Goals, the City Council adopted Goal 1: Housing, which directed the City Manager and her staff to develop a strategy to address the current housing crisis and provide housing options that are affordable to Milwaukians at every income level and stage of life; and

WHEREAS, the City has convened a Housing Affordability Work Group (HAWG) made up of City staff and community partners with expertise in housing, which has provided guidance on the preparation of a Housing Affordability Strategy; and

WHEREAS, the City identified Portland State University's Institute of Portland Metropolitan Studies as having the expertise needed to help the City develop a strategy and action plan to help address the current housing affordability crisis, and adopted Resolution 101-2017, approving an Intergovernmental Agreement (IGA) to prepare the strategy by March 31, 2018; and

WHEREAS, City staff, with input from the HAWG, has determined that the strategy would be greatly aided by direct input from a variety of different housing stakeholders in Milwaukie, and has instructed PSU staff to include three additional focus groups in their scope of work; and

WHEREAS, the Housing Affordability Strategy is now scheduled to be presented to the City Council for their review in April 2018, requiring an extension of the IGA timeline; and

WHEREAS, Public Contracting Rules Section 10.075 limits contract amendments to amounts less than or equal to 25% of the total contract amendment, thereby requiring a new IGA to complete the revised scope of work.

Now, Therefore, be it Resolved that the City Council approves a new Intergovernmental Agreement between the City of Milwaukie and Portland State University's Institute of Portland Metropolitan Studies to prepare a Housing Affordability Strategy for the City of Milwaukie, with three focus groups added to the scope of work and a new project completion date of June 30, 2018.

Introduced and adopted by the City Council on _____.

This resolution is effective on _____.

Mark Gamba, Mayor

ATTEST:

APPROVED AS TO FORM:
Jordan Ramis PC

Scott S. Stauffer, City Recorder

City Attorney

 CITY OF MILWAUKIE
COUNCIL RESOLUTION No. 101-2017

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF MILWAUKIE, OREGON, TO ENTER INTO AN INTERGOVERNMENTAL AGREEMENT WITH PORTLAND STATE UNIVERSITY'S INSTITUTE OF PORTLAND METROPOLITAN STUDIES TO PREPARE A HOUSING AFFORDABILITY STRATEGY FOR THE CITY OF MILWAUKIE.

WHEREAS, in response to rapidly rising residential rents and a lack of affordable housing options, the Milwaukie City Council declared a housing emergency in the City of Milwaukie on April 19, 2016; and

WHEREAS, the Council has extended the housing emergency on two occasions, most recently on December 5, 2017; and

WHEREAS, as part of its 2017-2018 Biennium Goals, the City Council adopted Goal 1: Housing, which directed the City Manager and her staff to develop a strategy to address the current housing crisis and provide housing options that are affordable to Milwaukians at every income level and stage of life; and

WHEREAS, the City has convened a Housing Affordability Work Group made up of City staff and community partners with expertise in housing, which has provided guidance on the preparation of a Housing Affordability Strategy; and

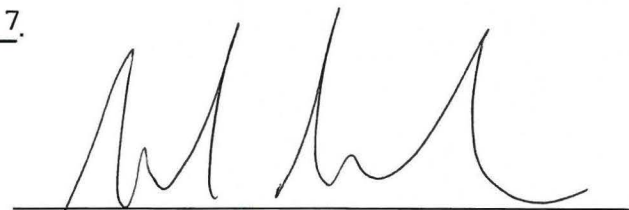
WHEREAS, the City has identified Portland State University's Institute of Portland Metropolitan Studies as having the expertise needed to help the City develop a strategy and action plan to help address the current housing affordability crisis; and

WHEREAS, the Housing Affordability Strategy will be presented to the City Council for their review in early 2018.

Now, Therefore, be it Resolved that the City Council approves an Intergovernmental Agreement between the City of Milwaukie and Portland State University's Institute of Portland Metropolitan Studies to prepare a Housing Affordability Strategy for the City of Milwaukie.

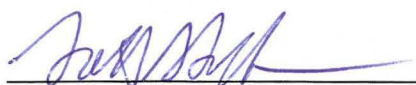
Introduced and adopted by the City Council on 12/19/17

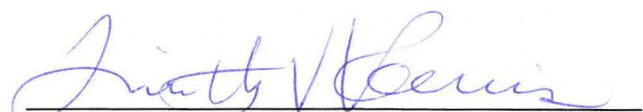
This resolution is effective on 12/19/17.


 Mark Gamba, Mayor

ATTEST:

APPROVED AS TO FORM:
Jordan Ramis PC


 Scott S. Stauffer, City Recorder


 City Attorney



**INTERGOVERNMENTAL AGREEMENT
BETWEEN THE CITY OF MILWAUKIE, OREGON
AND INSTITUTE OF PORTLAND METROPOLITAN STUDIES
FOR HOUSING AFFORDABILITY STRATEGY**

THIS AGREEMENT is made and entered into this 20th day of February, 2018 by and between the City of Milwaukie, a municipal corporation of the State of Oregon, hereinafter called City, and the Institute of Portland Metropolitan Studies on behalf of Portland State University, hereinafter called Institution, individually the "Party," collectively the "Parties," hereinafter, and replaces the agreement adopted by the City Council on December 19, 2017 via Resolution 101-2017.

WHEREAS, the City has determined that the Institute is qualified and capable of performing the services required, under those terms and conditions set forth.

Now, therefore, be it agreed as follows:

1. SERVICES TO BE PROVIDED

Institute shall provide services as specified in the Scope of Work, a copy of which is attached hereto, labeled Exhibit A and hereby incorporated by reference. Institute shall initiate services immediately upon receipt of City's notice to proceed, together with an executed copy of this Agreement.

2. EFFECTIVE DATE AND DURATION

This Agreement shall become effective upon the date of final signature, and shall expire, unless otherwise terminated or extended, by June 30, 2018. All work under this Agreement shall be completed prior to the expiration of this Agreement.

3. COMPENSATION

City agrees to pay Institute not to exceed twenty-seven thousand and sixty dollars (\$27,060) for performance of those services described in the Scope of Work. Payment shall be made in installments based on Institute's invoice, subject to the approval of the City, and not more frequently than monthly. Payment shall be made only for work actually completed as of the date of invoice.

4. AMENDMENTS

The terms of this Agreement shall not be waived, altered, modified, supplemented or amended in any manner whatsoever, except by written Amendment signed by both Parties.

5. TERMINATION

It is agreed that neither any termination of this Agreement nor completion of the acts performed under this Agreement shall release either party from the obligation to indemnify the other as to any claim or cause of action which occurred, or is alleged to have occurred, prior to the effective date of such termination or completion.

6. FORCE MAJEURE

Neither Party shall be considered in default because of any delays in completion and responsibilities hereunder due to causes beyond the control and without fault or negligence on the part of the parties so disenabled, including but not restricted to, an act of God or of a public enemy, civil unrest, volcano, earthquake, fire, flood, epidemic, quarantine restriction, area-wide strike, freight embargo, unusually severe weather or delay of subcontractor or supplies due to such cause; provided that the Parties so disenabled shall

within ten (10) days from the beginning of such delay, notify the other Party in writing of the cause of delay and its probable extent. Such notification shall not be the basis for a claim for additional compensation. Each Party shall, however, make all reasonable efforts to remove or eliminate such a cause of delay or default and shall, upon cessation of the cause, diligently pursue performance of its obligation under the Agreement.

7. INDEMNIFICATION

Either Party shall be liable to third parties for any act or omission of the other. Subject to the conditions and limitations of the Oregon Constitution, Article XI, Section 9, and the Oregon Tort Claims Act (ORS 30.260 to ORS 30.300), each Party will mutually indemnify and hold harmless the other Party from and against any and all liability arising out of their failure to comply with the terms of this Agreement and any injury, loss, claims, or damages arising from its negligent operations, acts, or omissions of its employees, agents relating to or arising out of its services under this Agreement and reasonable costs and expenses incurred by the other Party in connection with the defense of such claims.

8. METHOD & PLACE OF SUBMITTING NOTICE, BILLS AND PAYMENTS

All notices, bills and payments shall be made in writing and may be given by personal delivery, mail, or email. Payments may be made by personal delivery, mail, or electronic transfer. The following addresses shall be used to transmit notices, bills, payments, and other information:

City	Institute
City of Milwaukie	Company: Institute of Portland Metropolitan Studies at Portland State University
Attn: Accounts Payable	Attn: Liza Morehead
10722 SE Main Street	Address: PO Box 751
Milwaukie, Oregon 97222	Portland, OR 97207-0751
Phone: 503-786-7594	Phone: 503-725-5170
Fax: 503-786-7528	Fax: 503-725-5199
Email Address: ap@milwaukieoregon.gov	Email Address: more@pdx.edu

9. NON-DISCRIMINATION

Institute agrees to comply with all applicable requirements of federal and state civil rights and rehabilitation statutes, rules, and regulations. Institute also shall comply with the Americans with Disabilities Act of 1990, ORS 659A.142, and all regulations and administrative rules established pursuant to those laws.

10. EXTRA (CHANGES) WORK

Only the Community Development Director, Alma Flores, may authorize extra (and/or change) work. Failure of Institute to secure authorization for extra work shall constitute a waiver of all right to adjustment in the contract price or contract time due to such unauthorized extra work and Institute thereafter shall be entitled to no compensation whatsoever for the performance of such work.

11. GOVERNING LAW

The provisions of this Agreement shall be construed in accordance with the provisions of the laws of the State of Oregon. Any action or suits involving any question arising under this Agreement must be brought in the appropriate court of the State of Oregon.

12. COMPLIANCE WITH STATE AND FEDERAL LAWS/RULES

Institute shall comply with all applicable federal, state and local laws, rules and regulations, including, but not limited to, the requirements concerning working hours, overtime, medical care, workers compensation

insurance, health care payments, payments to employees and subcontractors and income tax withholding contained in ORS Chapters 279A and 279B, the provisions of which are hereby made a part of this agreement.

13. CONFLICT BETWEEN TERMS

It is further expressly agreed by and between the parties hereto that should there be any conflict between the terms of this instrument in the proposal of the contract, this instrument shall control and nothing herein shall be considered as an acceptance of the said terms of said proposal conflicting herewith.

14. AUDIT

Institute shall maintain records to assure conformance with the terms and conditions of this Agreement, and to assure adequate performance and accurate expenditures within the contract period. Institute agrees to permit City, the State of Oregon, the federal government, or their duly authorized representatives to audit all records pertaining to this Agreement to assure the accurate expenditure of funds.

15. COMPLETE AGREEMENT

This Agreement and attached exhibits constitutes the entire Agreement between the parties. No waiver, consent, modification, or change of terms of this Agreement shall bind either party unless in writing and signed by both parties. Such waiver, consent, modification, or change if made, shall be effective only in specific instances and for the specific purpose given. There are no understandings, agreements, or representations, oral or written, not specified herein regarding this Agreement. Institute, by the signature of its authorized representative, hereby acknowledges that he has read this Agreement, understands it and agrees to be bound by its terms and conditions.

IN WITNESS WHEREOF, City has caused this Agreement to be executed by its duly authorized undersigned officer and Institute has executed this Agreement on the date hereinabove first written.

CITY OF MILWAUKIE

INSTITUTE

Signature

Signature

Printed Name & Title

Printed Name & Title

Date

Date

 CITY OF MILWAUKIE
COUNCIL STAFF REPORT

To: Mayor and City Council
Through: Ann Ober, City Manager
Reviewed: David Levitan, Senior Planner

Date: February 13 for February 20, 2018

From: Alma Flores, Community Development Director

Subject: **Approve Low-Income Housing Property Tax Exemption Request by Northwest Housing Alternatives**

ACTION REQUESTED

Adopt a resolution approving the low-income housing property tax exemption request from Northwest Housing Alternatives for their new 28-unit housing development, which will serve families with incomes under 60% of area median income.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

[December 12, 2017](#): Staff from the City and Northwest Housing Alternatives (NHA) gave a presentation on the state's low-income housing property tax exemption program and NHA's request to be approved for the program. The Council was unanimous in their support for providing a property tax exemption to NHA, and directed staff to work with the North Clackamas School District (NCSD) to pursue the "local option," which would exempt NHA from all property taxes.

ANALYSIS

On December 12, the City Council held a study session to hear NHA's request for a property tax exemption for its 28-unit low-income housing development, which will be breaking ground later this year as part of its campus redevelopment. Staff provided an overview of [Sections 307.540-548](#) of the Oregon Revised Statutes (ORS), which permit local jurisdictions to grant property tax exemptions to "low income" developments that serve residents with incomes at or below 60 percent of the area median income. NHA is currently the only housing provider in the City of Milwaukie that qualifies for this exemption. The City Council expressed unanimous support for NHA's exemption request, and directed staff to develop an application consistent with the requirements of [ORS 307.545](#), and to review and approve exemption requests on an individual basis, to be adopted by resolution.

Over the past two months, City staff has worked with NHA and the North Clackamas School District (NCSD) to pursue the "local option" described in [ORS 307.543\(2\)](#). The local option allows for all property taxes that apply to a certified property to be exempted if the combined rate of taxation of the City and the boards of other agencies that agree to the provisions make up at least 51% of the total combined rate of taxation on the property that is granted the exemption. For NHA's property, the combined tax levy rate for the City and NCSD is approximately 60% of the total property tax rate. Based on an estimated assessment of \$1.4 million, the exemption would save NHA approximately \$28,000 in total property taxes in FY 2019, including just over \$6,600 in city property taxes.

The NCSD Board of Directors held study sessions on [January 11](#), [January 25](#), and [February 8](#) to discuss NHA's property tax exemption request. The Council submitted a letter of support to

the NCSD Board in advance of the January 25 meeting (Attachment 3), which Councilor Falconer and Community Development Director Alma Flores attended. The NCSD Board had several rounds of questions for NHA about their request, which NHA staff responded to on January 17 (Attachment 4) and February 5 (Attachment 5). The NCSD Board also brought up concerns raised by the Clackamas Fire District, which had submitted a letter that noted that while they were not opposed to NHA's request per se, they were concerned about the impact to their tax base if additional requests were approved for other properties in the future.

On February 5, Community Development Director Flores submitted a follow-up email, noting the City's need for affordable housing units and the importance of the property tax exemption for NHA's project financing. Following its discussion on February 8, the NCSD Board adopted a resolution (Attachment 7) approving NHA's property tax exemption at the same meeting.

With the NCSD Board's approval of their resolution, the City is now being asked to adopt a resolution approving NHA's property tax exemption request, which will exempt it from all property taxes through the local option. NHA has filled out the required application form (Attachment 2), which staff has reviewed and determined meets all requirements of ORS 307.545. City staff has prepared a resolution that approves NHA's property tax exemption request (Attachment 1), which the Council is being asked to adopt at their February 20 meeting.

BUDGET IMPACTS

Since this is a request Based on an estimated assessed value of \$1.4 million for NHA's development, approval of a low-income property tax exemption would see the City forego property tax revenue of approximately \$6,608 in FY 2019. Administration of the low-income housing property tax exemption program can be handled by existing staff in the Community Development Department at no additional cost.

WORKLOAD IMPACTS

The Community Development Department has adequate staffing to support a low-income housing tax exemption program. Renewal of NHA's property tax exemption will require adoption of a resolution each year, with little impact on staff workloads.

COORDINATION, CONCURRENCE, OR DISSENT

City staff worked with staff from the North Clackamas School District (NCSD) to introduce the program to the NCSD Board of Directors, who adopted a resolution approving NHA's property tax exemption request on February 8, 2018. City staff is committed to working with other agencies, including the Clackamas Fire District, to address their concerns about future exemption requests and their impacts on agency tax revenue.

STAFF RECOMMENDATION

Staff recommends that the Council adopt a resolution approving the low-income housing property tax exemption request for Northwest Housing Alternatives.

ALTERNATIVES

The City Council can elect to deny the property tax exemption request from NHA, which will result in approximately \$28,000 in total property tax liability for NHA in FY 2019.

ATTACHMENTS

Attachment 1 – Resolution approving Low-Income Housing Property Tax Exemption for NHA

Attachment 2 – Application for Low-Income Housing Property Tax Exemption for NHA

Attachment 3 – City Council Letter of Support to NCSD Board of Directors

Attachment 4 – January 17 NHA Letter to NCSD Board of Directors

Attachment 5 – February 5 NHA Letter to NCSD Board of Directors

Attachment 6 – Clackamas Fire District Letter regarding Property Tax Exemption Request

Attachment 7 – NCSD Board of Directors Resolution Approving Property Tax Exemption



CITY OF MILWAUKIE

COUNCIL RESOLUTION No.**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF MILWAUKIE, OREGON, GRANTING AN EXEMPTION FROM PROPERTY TAXES UNDER ORS 307.540 TO ORS 307.548 FOR A 28-UNIT LOW-INCOME HOUSING DEVELOPMENT OWNED AND OPERATED BY NORTHWEST HOUSING ALTERNATIVES, INC.**

WHEREAS, in response to rapidly rising residential rents and a lack of affordable housing options for low income families, the Milwaukie City Council declared a housing emergency in the City of Milwaukie on April 19, 2016, and continues to explore opportunities to provide affordable housing across a range of different income spectrums, and

WHEREAS, Northwest Housing Alternatives (NHA), a not-for-profit organization, is constructing a 28-unit development for families with incomes at or below 60% of the county's median income for 60 years at 2316 SE Willard Street as part of its campus redevelopment; and

WHEREAS, ORS 307.540 to 307.548 authorizes property tax exemptions for affordable housing owned by not-for-profit corporations and occupied by low-income persons and the City of Milwaukie wishes to adopt the policy set forth in those sections; and

WHEREAS, the City of Milwaukie and North Clackamas School District property tax levies jointly comprise more than 51% of the total combine rate of taxation for NHA's development; and

WHEREAS, on February 8, 2018, the North Clackamas School District Board of Directors adopted a resolution approving a property tax exemption for NHA's development, unless and until it is terminated, pursuant to ORS 307.548; and

WHEREAS, NHA has submitted an application for property tax exemption that has been determined by the City to meet the requirements of ORS 307.545 and will be required to submit an application annually to retain the exemption.

Now, Therefore, be it Resolved as follows:

Section 1: The City of Milwaukie adopts the provisions of ORS 307.540 to 307.548.

Section 2: NHA qualifies for a property tax exemption for its 28-unit development at 2316 SE Willard St, pursuant to ORS 307.540 to 307.548.

Section 3: The Finance Director is directed to request the Clackamas County Assessor to exempt the development from taxation by all taxing jurisdictions, pursuant to ORS 307.543(2), commencing on the first day of the tax assessment year beginning July 1, 2018.

Section 4: This Resolution is to remain in effect unless and until termination occurs pursuant to ORS 307.548.

Section 5: This resolution is effective upon adoption.

Introduced and adopted by the City Council on _____.

This resolution is effective on _____.

Mark Gamba, Mayor

ATTEST:

APPROVED AS TO FORM:
Jordan Ramis PC

Scott S. Stauffer, City Recorder

City Attorney

**COMMUNITY DEVELOPMENT**6101 SE Johnson Creek Blvd
Milwaukie OR 97206

PHONE: 503-786-7600

FAX: 503-774-8236

E-MAIL: communitydevelopment
@milwaukieoregon.gov

Low Income Housing Property Tax Exemption Certification Form

Please complete all sections by **February 9, 2018** by notarized, hard copy to the address listed above. Any applications received after this date will not be accepted or eligible for exemption.

Please choose one: ☒ Original Application ☐ Renewal Application

Section A: General Information	Page 2
Section B: Property Considered for Exemption	Page 3
Section C: Eligible Property Checklist	Page 4
Section D: Description of Project Benefit	Page 4
Section E: Declarations	Page 5

Section A: GENERAL INFORMATION

Applicant/Sponsor Name: Northwest Housing Alternatives, Inc.		SSN/Tax ID:
Address: 13819 SE McLoughlin	City/State: Milwaukie, OR	Zip: 97229 97222
Project Contact: Christopher Hulette	Phone: 503-654-1007x106	Fax: 503-654-1319
E-mail: hulette@nwhousing.org	Additional Contact (as needed):	
Property Owner (if other than Applicant/Sponsor)		
Entity Name:	Signatory Name & Title:	
Address:	City/State:	Zip:
Contact Person:	Phone:	Fax:
Email:	Additional Contact (as needed):	

Briefly describe your organization's charitable purpose:

Northwest Housing Alternatives, founded in 1982, is Oregon's largest and most successful nonprofit developer and owner of affordable housing. On this site for over 30 years, we have operated our staff offices, transitional housing, and the Annie Ross House emergency shelter for families experiencing homelessness in Clackamas County. This application for tax exemption is in conjunction with the comprehensive redevelopment of the site, which will build new offices, new housing (28 permanent affordable units), and a new shelter (8 units). To date, the site has always received a tax exemption. This application is in regards specifically to the new 28 units of permanent affordable housing.

RECEIVED

FEB - 8 2018

**CITY OF MILWAUKIE
COMMUNITY DEVELOPMENT**

Section B: PROPERTY CONSIDERED FOR EXEMPTION

Property Tax Account #	Taxlot Account #	Address	Record Owner	Total Units	Total Low Income Units	Total SF	Total SF (Res.Use)	Total SF (Low Income Res. Use)*
The property is 10 parcels that have always been tax-exempt; these 10 parcels are now in a replat process and there will only be one tax account in the future (which will be exempt)	11E36BC06300	2316 SE Willard St., Milwaukie, OR 97222	Northwest Housing Alternatives	28	28	48084 (total housing footprint)	29851 interior sqft	29851 interior sqft
	11E36BC06400							
	11E36BC06500							
	11E36BC06600							
	11E36BC06700							
	11E36BC06800							
	11E36BC06900							
	11E36BC06000							
	11E36BC06100							
	11E36BC06200							

*Areas that are occupied by or used for providing housing for low-income tenants are eligible for exemption. This includes hallways, bathrooms, laundry rooms, on-site manager units, community rooms, etc.

Section C: ELIGIBLE PROPERTY CHECKLIST

1. Do you own the property in question?	☒ YES	☐ NO
2. If you do not own the property, do you have a leasehold interest in the property? If yes, describe your interest and include a statement describing how you are obligated under the terms of the lease to pay the ad valorem taxes on this property or other contractual arrangement such that the property tax exemption benefits accrue to the nonprofit agency and the residential tenants rather than the owner or corporation from whom you lease:	☐ YES	☐ NO
3. If you lease the property identified in the application, please explain to what extent your lease agreement coincides with the timeframe of the qualifying tax year:	☐ YES	☐ NO
4. If your organization is not the property owner, but has an ownership interest in the property, describe your interest in the property. NOTE: Your nonprofit organization must be responsible for day-to-day operations to be eligible for exemption in this program:	☐ YES	☐ NO
5. Are you applying for an exemption for vacant land being held for the development of low-income housing for residents with incomes of less than 60% MFI? - If yes, provide the below information for each piece of land being held: i. When did you originally purchase the land? The holding period may not exceed six years: ii. Describe in detail your plans for this property including the income levels served by the development, number of units and unit types, available amenities, and your estimated time frame for completion of this plan:	☐ YES	☒ NO
6. Is all or a portion of the property being used for charitable purpose? If a portion, approximately what percentage of the property?	☒ ALL	☐ PORTION
7. Will any property on the list be purchased prior to July 1, 2018? If yes, please list:	☐ YES	☐ NO

Section D: DESCRIPTION OF PROJECT BENEFIT

Will the cost savings resulting from the proposed tax exemption enable you to do the following?

1. Reduce rents that your very low income residential tenants pay on the property? If yes, by approximately how much? This property redevelopment is financed with public financing sources for affordable housing (LIHTC, HOME, etc) and NHA's own charitable cash contributions. If we have to budget for property taxes, we lose \$360,000 in debt because our debt coverage ratio (DCR) drops to a 1.00 in year 1. To offset the loss in debt we have to increase rents from \$860 on 1bdrs to \$925; 2 bdrs from \$1009 to \$1,185. As a result, all of these units no longer qualify for LIHTCs, the primary financing source for the 28 units of permanent affordable housing.	☒ YES	☐ NO
2. Provide greater services to your very low income residential tenants? If yes, please explain:	☐ YES	☒ NO
3. Provide any other benefit to your very low income residential tenants? If yes, please explain:	☐ YES	☒ NO

Section E: DELCARATIONS

Please read carefully and sign before a notary.

1. I declare that my organization has been granted an exemption from income taxes under 26 U.S.C. Section 501(c)(3) or (4) as amended before December 1, 1984, and submit proof of that status with this application.
2. I have attached documentation as proof of the owner relationship to the name of the applicant.
3. I am aware that the income-qualifying tenants must meet the income guidelines in accordance with 42 U.S.S. Section 1437 (a) (b)(2) as amended.
4. I am aware of all requirements for tax exemption imposed by ORS 307.540-407.548 (Chapter 660 Oregon Laws 1985, as amended by Chapter 756 Oregon Laws 1987), and implemented by the City of Milwaukie.
5. The above described property or properties qualify or will qualify upon completion of any improvement or construction and subsequent occupancy for property tax exemption within 30 days of the March 1 application or the date of approval.
6. All the information in this application is true to the best of my belief and knowledge, and is for all purposes of determining eligibility for the tax exemption program authorized by City of Milwaukie.

Northwest Housing Alternatives

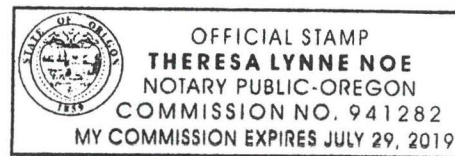
For: Organization's Name

[Signature]

By: Organization's Chief Executive Officer (signature)

Martha McLennan

Organization's Chief Executive Officer (print)



SUBSCRIBED AND SWORN before me this 6 day of Feb, 2018

[Signature]

Notary Public for Oregon (signature)

Theresa Lynne Noe

Notary Public for Oregon (print or type name)

My Commission Expires: 7/29/2019



OGDEN UT 84201-0029

In reply refer to: 4077967774
Jan. 19, 2018 LTR 4168C 0
93-0814473 000000 00
00024132
BODC: TE

NORTHWEST HOUSING ALTERNATIVES INC
2316 SE WILLARD ST
MILWAUKIE OR 97222-7740



010930

Employer ID Number:
Form 990 required: Yes

Dear Taxpayer:

This is in response to your request dated Dec. 06, 2017, regarding your tax-exempt status.

We issued you a determination letter in December 1985, recognizing you as tax-exempt under Internal Revenue Code (IRC) Section 501(c)(3).

Our records also indicate you're not a private foundation as defined under IRC Section 509(a) because you're described in IRC Sections 509(a)(1) and 170(b)(1)(A)(vi).

Donors can deduct contributions they make to you as provided in IRC Section 170. You're also qualified to receive tax deductible bequests, legacies, devises, transfers, or gifts under IRC Sections 2055, 2106, and 2522.

In the heading of this letter, we indicated whether you must file an annual information return. If a return is required, you must file Form 990, 990-EZ, 990-N, or 990-PF by the 15th day of the fifth month after the end of your annual accounting period. IRC Section 6033(j) provides that, if you don't file a required annual information return or notice for three consecutive years, your exempt status will be automatically revoked on the filing due date of the third required return or notice.

For tax forms, instructions, and publications, visit www.irs.gov or call 1-800-TAX-FORM (1-800-829-3676).

If you have questions, call 1-877-829-5500 between 8 a.m. and 5 p.m., local time, Monday through Friday (Alaska and Hawaii follow Pacific Time).



January 18, 2018

North Clackamas School District Board of Directors
12400 SE Freeman Way
Milwaukie, OR 97222

Re: City Council Support of Property Tax Exemption for Northwest Housing Alternatives

The Milwaukie City Council is writing to express its unanimous support of the low-income housing property tax exemption that Northwest Housing Alternatives (NHA) is requesting from the NCSD Board of Directors. The Board's adoption of a resolution approving the exemption, when combined with the City Council's adoption of a similar resolution, will exempt NHA's affordable housing development from approximately \$28,000 in local property taxes per year by utilizing the "local option" outlined in ORS 307.543(2). A property tax exemption for the affordable housing component of their campus property- which is already exempt from property taxes for its administrative offices and the Annie Ross House- will allow NHA to fill its financing gaps and reduce rents by an average of \$116 per month for the 28 families that would otherwise be spending more on housing than they can afford.

In April 2016, the City Council adopted Resolution 46-2016, which declared a housing emergency in the City of Milwaukie. The City's 2016 Housing Needs Analysis (HNA) found that nearly 45% of Milwaukie renters spend more than 30% of their income on housing (the generally accepted "housing affordability quotient"), with this number significantly higher for households making less than \$20,000 (82%) or between \$20,000 and \$35,000 (69%). The HNA also found that the City currently has a deficit of nearly 1,500 housing units that would be considered affordable to households making less than \$35,000 per year, which make up a large percentage of the population that NHA serves. In response, the Council made the development of an Affordable Housing Strategic Plan its #1 goal for 2017-2018.

Housing stability has proven to be a key indicator of student performance. The 28 units of one, two, and three-bedroom housing are geared towards families, many of which are likely to have students in NCSD schools. According to December 2017 district data, 36% of NCSD students currently qualify for free or reduced-price lunch, with higher percentages at nearby schools serving the development: Milwaukie Elementary School (48%), Rowe Middle School (60%), and Milwaukie High School (50%). In addition, 2017 McKinney-Vento data showed that 394 NCSD students were classified as homeless.

The City of Milwaukie is committed to working collaboratively with NCSD and our other agency partners to address the housing emergency that is affecting local residents. Moving forward, City Council supports meeting with the School District, Fire District, County and other taxing agencies to arrange a broader discussion about how we increase the number of affordable and obtainable units in Milwaukie. Please reach out to Ann Ober, City Manager, at 503-753-6608 to arrange a meeting if you are interested. We will also be reaching out separately to the Fire District to further discuss this application specifically. Thank you for considering the input of the City of Milwaukie, and we look forward to answering any questions you may have.

Sincerely,

Mark Gamba, Mayor

MILWAUKIE CITY HALL
10722 SE Main Street
Milwaukie, Oregon 97222
www.milwaukieoregon.gov

RS35



2316 SE Willard Street
Milwaukie, Oregon 97222-7740
phone: 503-654-1007

web: www.nwhousing.org
email: info@nwhousing.org
fax: 503-654-1319

January 17, 2018

MEMORANDUM

To: Chair Vaga & Members of the School Board
Matt Utterback, Ron Stewart, Mary Knigge

From: Martha McLennan, Executive Director
Stephen McMurtrey, Director of Housing Development

RE: Northwest Housing Alternatives Campus Housing
Property Tax Exemption Q & A

Thank you for the opportunity to speak at your Board meeting on January 11, 2018. We appreciate your willingness to consider joining with the City of Milwaukie in approving a property tax exemption for the NHA Campus Affordable Housing. As a follow up, we wanted to summarize some of the questions that were discussed that evening and provide answers to a few additional questions.

If there is any other information that would be helpful as you consider this request, please feel free to reach out to us. We will also be available to answer questions at your follow up meeting scheduled for January 25, 2018.

NHA is excited to provide affordable family housing that can serve students of the North Clackamas School District. With more than 35 years of experience in providing affordable housing, we know that children need a place to call home to succeed in school and life. Thank you for your support of this important project.

Question 1: What is the proposed re-development of the NHA Campus?

The current campus consists of the Annie Ross House shelter, two office buildings, a storage building, two cottages, three duplexes and two single family homes.

The new campus will consist of a new Annie Ross House shelter, an office building and 28 units of affordable rental housing.

All the current buildings will be replaced.

The housing will be occupied by families with incomes below 60% of the area median income. For a family of one that is \$31,380 per year; for a family of four that is \$44,820. The project will have rents of \$796 for one bedroom units and \$946 for two bedroom units.

Question 2: What property taxes are currently paid?

None. The campus currently qualifies for property tax exemption under ORS 307.130. This is the general tax exemption for charitable organizations. Tax exemptions under this statute are available by right to properties that qualify.

Question 3: What parts of the new campus will be exempt from property taxes?

The redeveloped shelter and office uses will continue to qualify for property tax exemptions under ORS 307.130.

The housing on the new campus does not qualify for this exemption. The new housing, while owned by a non-profit and offered at below market rents, will be offered under a traditional lease. The housing on the old campus was exempt under 307.130 because it was not offered under a traditional lease; instead it was programmed with specific services as transitional or permanent supportive housing.

Question 4: What is the statute that could provide property tax exemption for the rental housing at the new campus?

ORS 307.540 et seq provides a local option property tax exemption for affordable rental housing that is owned by non-profit organizations. This program can be adopted by local governments. In order for a property to receive full exemption, taxing bodies representing at least 51% of the millage rate must approve of the exemption.

Question 5: How do the mechanics of an exemption work?

The City of Milwaukie is proposing that exemptions be granted on a case by case basis. That means that the City will take separate action for any proposed property. It will also ask other jurisdictions to take action to approve exemptions on each individual property.

The City will review/renew its action on an annual basis. Other jurisdictions will not need to take an action each year, but may revoke their approval at any time.

NHA will be required to submit information to the City each year demonstrating that the property continues to meet the qualification required by statute.

The proposed NHA campus housing is the only property currently in Milwaukie that could qualify for this exemption.

A variety of jurisdictions provide exemptions under 307.540 including Beaverton, North Plains, Tigard, Bend, and Portland. In Clackamas County, Wilsonville provides these exemptions with approval coming from the City and the West Linn-Wilsonville School District. NHA has three multi-family properties in Wilsonville that receive these exemptions through the local option.

Question 6: What does this exemption mean to the NHA Campus Housing?

If NHA had to pay full property taxes for the NHA Campus Housing it would cost approximately \$28,000 in the first year. The Clackamas County Assessor does not provide assessment value estimates for properties that have yet to be built. To arrive at our estimate we have looked at other NHA properties in the County that pay property taxes and applied the millage rate for Milwaukie (Tax Code No- 012-002, page 34).

If the property is granted a full property tax exemption, the savings will increase the capacity of the property to secure additional private debt of approximately \$360,000. This helps to fill a funding gap in the project that is a result of construction costs increases.

If the property does not receive property tax exemption, the funding gap can only be filled by raising the rents to pay for more private debt. NHA estimates that the average rent would be increased by \$116 per month. This calculation is not as simple as dividing the annual payment by the number of unit and months. Because the funds are borrowed, the increased loan fees, the lender required debt service coverage ratio, and escalating taxes over time create additional expenses that must be accounted for.

Question 7: What does this exemption mean to jurisdictions?

As a reminder, the property has not been paying property taxes for many years (see Question 2 above), so no jurisdiction will lose current funding by granting the exemption.

Instead, jurisdictions are being asked to forego future revenues.

The percentage of property taxes for each jurisdiction is estimated below:

Jurisdiction	Percent of Tax Per Jurisdiction	Estimated Property Tax for NHA Campus Housing – 2018
N Clack School District	36.3%	\$10,164.00
City of Milwaukie	23.6%	\$6,608.00
Clackamas County	14.2%	\$3,976.00
Fire District	12.5%	\$3,500.00
Community College	3.8%	\$1,064.00
N Clack Parks	2.7%	\$756.00
Metro	2.0%	\$560.00
Library	2.0%	\$560.00
ESD	1.9%	\$532.00
Port of Portland	.3%	\$84.00
Soils Conservation	.2%	\$56.00
County Extension & 4 H	.2%	\$56.00
Vector Control	.1%	\$28.00
Total Property Taxes	100% (off by .2 from rounding)	\$28,000



2316 SE Willard Street
Milwaukie, Oregon 97222-7740
phone: 503-654-1007

web: www.nwhousing.org
email: info@nwhousing.org
fax: 503-654-1319

Monday, February 5, 2018

MEMORANDUM

To: Chair Vaga & Members of the School Board
Matt Utterback, Ron Stewart, Mary Knigge

From: Martha McLennan, Executive Director
Stephen McMurtrey, Director of Housing Development

RE: Northwest Housing Alternatives Campus Housing
Responses to follow-up questions sent on 2/2/18

I'd like to start by thanking you for the continued dialogue regarding our request for a property tax exemption at our headquarters in Milwaukie. As we've discussed with the board previously, our campus has been in operation for over thirty-five years serving Clackamas County residents and their families and we are thrilled at the opportunity to provide additional affordable housing stock that will serve our community for generations to come.

Affordable housing financing is complex. In the case of this project, it includes seven different public and private funding sources. With multiple attorneys, accountants and business partners, the documentation regarding all of these sources is likely to exceed 750 pages, and will have taken 3 years from the first financing application to the start of construction. Each of these partners will require that NHA comply with the many regulations regarding rents and the incomes of the residents, and will routinely monitor our compliance for decades to come.

Each affordable housing project is unique in the blend of financing that is available and the market conditions at the time the project is developed. Factors such as competition for subsidies, mortgage interest rates, pricing of tax credits, labor and material costs, etc. will determine whether the budget for a project is adequately funded or falls short.

In the case of our Campus Housing project, the high costs of construction and recent changes in the financial markets have created a deficit in our budget. Joining with the City of Milwaukie and granting NHA a property tax exemption will help us close this budgetary hole and ensure we can keep rents low for the families we serve; families that attend schools in your district.

Below are our responses to the follow-up questions we received from Superintendent Utterback. We look forward to continuing this dialogue and appreciate your attention to our request.

Question 1: We heard there would be a savings of \$158.00 +/- per month, but we do not know if that is for all 28 units or just the seven section 8 units and the two Veteran units. Please explain.

If the property tax exemption is granted the anticipated savings would be \$116.00 per unit per month. This savings would be applied to all housing units in our development.

Question 2: Will 100% of the savings generated by the tax exemption be passed on to the tenants only?

Yes. Because the costs associated with real estate taxes would be removed from our expense budget, we can carry additional permanent debt. The beneficial financing we receive in the form of permanent debt is very low-interest in return for our commitment to lowered rents.

Question 3: Will any of the savings be realized by any other business or organization?

No.

Question 4: If savings are listed in \$xx.xx format, then how does NHA pass along the full savings to the tenant?

The savings are passed through to the tenant by committing to a rent that is at or below the level required by our financing sources; for our campus redevelopment, rents must be at or below 60% area median income. Our funding partners at the County, State and Federal level all require rents below this level.

Question 5: How do we know these savings are going to be passed on to the tenants long-term?

The affordability period for the housing is a 60 year covenant that runs with the land. While rents will gradually rise, throughout the affordability period they cannot ever rise about the 60% of median income level.

Question 6: How are monthly rate increases determined in the future?

NHA will make an annual assessment to determine whether a rent increase is needed to meet increasing operating expenses. If necessary, the proposed rent increase will be reviewed and approved by the Housing Authority of Clackamas County. Again, in no case can the rent exceed 60% of the area median income.

Question 7: Do we have an example of a different county that has provided a tax exemption for a similar project?

Please find accompanying this write up, two examples from the City of Wilsonville and the West Linn-Wilsonville School District granting property tax exemptions under ORS 307.540.

We know that this statute is also used in Tigard, Beaverton, Portland and Bend.

Clackamas Fire District #1



January 11, 2018

Matt Utterback, Superintendent
North Clackamas School District
12400 SE Freeman Way
Milwaukie, OR 97222

Dear Matt:

This letter is in reference to our discussion in December 2017 regarding the proposed request from the Northwest Housing Alternatives (NHA) to the City of Milwaukie for a low-income housing property exemption under ORS 307.540-548. As we discussed, Clackamas Fire District #1 (CFD1) has been and will continue to be very concerned about any limitations and or reductions in our ability to receive property tax revenue throughout our service area. Our services are primarily funded on property tax revenue and any erosion of that revenue causes challenges in meeting the needs of our community with regards to providing fire and life safety emergency response.

The City of Milwaukie staff reached out to the Fire District in mid-December 2017 and notified us verbally that a property tax exemption was being requested and that the North Clackamas School District (NCSD) is considering helping make up the required 51% of combined tax levy rate resulting in all overlapping taxing districts not receiving any property tax revenue from the proposed 28-unit NHA development in Milwaukie. The only information that CFD1 has found regarding this proposal is the December 12, 2017 City of Milwaukie Council Staff Report. We have not been contacted by the NHA to further fully understand their needs, strategies to ensure low-income families are cared for and the financial impact this may have on CFD1.

The Fire District appreciates the City of Milwaukie's goal to increase affordable housing in Milwaukie. However, the funding mechanism, no property taxes for such units, unfairly places the burden of supporting that goal on CFD1 and overlapping Districts. We are dependent on property taxes and are directly affected by the additional housing in the area, whether tax exempt or otherwise. NHA is a valuable partner in the community, but CFD1 has concerns regarding the implementation of this proposal and its impact.

Clackamas Fire is asking the NCSD that you please take this matter under consideration and we appreciate your support.

Sincerely,

Fred Charlton
Fire Chief

NORTH CLACKAMAS SCHOOL DISTRICT NO. 12

RESOLUTION R17/18-66

A RESOLUTION OF THE BOARD OF DIRECTORS OF NORTH CLACKAMAS SCHOOL DISTRICT NO. 12, CLACKAMAS COUNTY, OREGON AUTHORIZING AN EXEMPTION FROM PROPERTY TAXES UNDER OREGON REVISED STATUTES FOR NORTHWEST HOUSING ALTERNATIVE CAMPUS REDEVELOPMENT APARTMENTS, AN AFFORDABLE APARTMENT DEVELOPMENT, TO BE OWNED AND OPERATED BY NORTHWEST HOUSING ALTERNATIVES, INC.

WHEREAS, affordable housing provides permanent stable housing options for low-income families; and

WHEREAS, affordable housing provides school age children experiencing homelessness with transitional housing, through eviction prevention and rapid re-housing services; and

WHEREAS, stable housing reduces student mobility, improves school effectiveness, addresses attendance challenges and inhibits malnutrition; and

WHEREAS, Northwest Housing Alternatives (NHA), a not-for-profit organization, plans to break ground for the NHA Campus Redevelopment Apartments, an affordable housing development located on S.E. Willard Street in Milwaukie, Oregon; and

WHEREAS, a property tax exemption is essential to the development of the NHA Campus Redevelopment as affordable housing; and

WHEREAS, NHA, will direct 100% of the tax savings to the tenants located at S.E. Willard Street in Milwaukie, Oregon; and

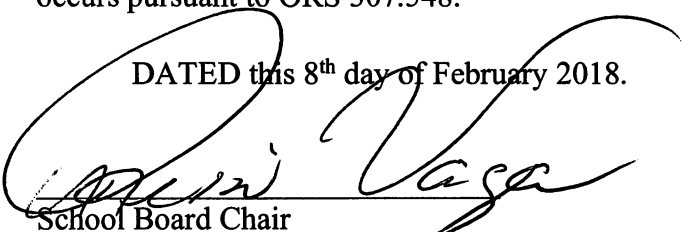
WHEREAS, ORS 307.540 to 307.548 authorizes property tax exemptions for affordable housing owned by not-for-profit corporations and occupied by low-income persons; and

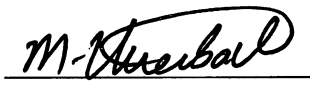
WHEREAS, the District wishes to exercise the options set forth in those sections; and

WHEREAS, NHA has requested a property tax exemption for its Campus Redevelopment Apartments, located in Milwaukie, Oregon pursuant to ORS 307.543(2);

NOW, THEREFORE, BE IT RESOLVED THAT, the applicant, NHA, and its affordable housing development, Campus Redevelopment, qualify for a property tax exemption pursuant to ORS 307.540 to 307.548 and that this resolution remain in effect unless and until termination occurs pursuant to ORS 307.548.

DATED this 8th day of February 2018.


School Board Chair

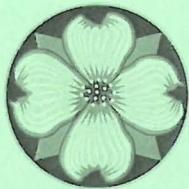

District Superintendent / Clerk



**Regular Session
Agenda Item No.**

4

**Audience
Participation**



CITY OF MILWAUKIE CITY COUNCIL

10722 SE Main Street
P) 503-786-7502
F) 503-653-2444
ocr@milwaukieoregon.gov

Speaker Registration

The City of Milwaukie encourages all citizens to express their views to their city leaders in a **respectful** and **appropriate** manner. If you wish to speak before the City Council, fill out this card and hand it to the City Recorder. Note that this Speakers Registration card, once submitted to the City Recorder, becomes part of the public record.

Name: MS. KIRAN BALA

Organization:

Address:

Phone:

Email:

Meeting Date: 02-20-18 **Topic:** J.R.S. send 4 letter

Agenda Item You Wish to Speak to:

☒ #4 Audience Participation

☐ #5 Public Hearing, Topic:

☐ #6 Other Business, Topic:

You are Speaking...

☐ in Support

☐ in Opposition

☐ from a Neutral Position

☐ to ask a Question

Comments:

to me I do
not know
why
I call the
hang phone on
me



**Regular Session
Agenda Item No.**

5

Public Hearing

 CITY OF MILWAUKIE
COUNCIL STAFF REPORT

To: Mayor and City Council

Date: February 13, 2018 for February 20,
2018 Regular Session

Through: Ann Ober, City Manager

Reviewed: Alma Flores (as to form), Community Development Director, and
Denny Egner, Planning Director

From: Brett Kelter, Associate Planner

Subject: **Deletion of Milwaukie H.S. from Historic Resources list (#HR-2017-002)**

ACTION REQUESTED

Approve the request to delete Milwaukie High School (addressed as 11300 SE 23rd Ave) from the City's list of Historic Resources. This would remove the Historic Preservation overlay from the site on the City's Zoning Map as well as from Map 4 (Historic Resources) in the City's Comprehensive Plan.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

No City Council action or discussion has occurred. The Council is the final decision-maker in Type IV land use review; the following summarizes the action of other City committees and commissions relevant to the review process.

December 2017: The Design and Landmarks Committee (DLC) held a public meeting to consider the deletion request and recommended approval, with several suggestions regarding the repurposing of historic elements and materials as well as for public involvement in the historic documentation process. (<https://www.milwaukieoregon.gov/planning/design-and-landmarks-committee-76>)

January 2018: The Planning Commission held a public hearing to consider the deletion request and recommended approval, acknowledging the suggestions of the DLC and other public commenters. (<https://www.milwaukieoregon.gov/planning/planning-commission-185>)

ANALYSIS

The requested deletion has been presented to both the DLC and Planning Commission for consideration and a recommendation to the Council. See Attachments 2 and 3 for the reports prepared for the DLC and Planning Commission, respectively.

BUDGET IMPACTS

The requested action will have no fiscal impacts on the City.

WORKLOAD IMPACTS

Workload impacts will be limited to staff's administration of the Zoning Map and Comprehensive Plan to reflect the deletion.

COORDINATION, CONCURRENCE, OR DISSENT

Staff received comments reflecting no opposition to the proposed deletion from Metro, the Historic Milwaukie Neighborhood District Association, Milwaukie Historical Society, and DLC (see Attachment 4).

STAFF RECOMMENDATION

Staff recommends approval of the request to delete Milwaukie High School from the City's list of Historic Resources. Given that the request is part of a larger phased project to renovate the school

campus, staff recommends that the ordinance approving the requested deletion not become effective until the building is in fact demolished.

Beyond the amendment process, staff will initiate a formal request to the State Historic Preservation Office (SHPO) to have the City participate as a consulting party in the process to finalize a Memorandum of Agreement regarding documentation of the historic building.

ALTERNATIVES

The Council may opt to make the deletion effective immediately, which would remove the school from the Historic Resources list regardless of whether the proposed demolition occurs.

If the Council denies the request, the renovation project will be delayed while the applicant goes through the Type III process for demolition of a historic resource. That process requires that the property be listed for sale for at least 90 days, including at least 30 days before a public hearing with the Planning Commission. The Commission can suspend the demolition permit up to 120 days after the hearing but cannot ultimately prevent demolition if no plan emerges to relocate the historic building within that timeframe. Following demolition, the Type IV deletion process would be required to officially remove the property from the Historic Resources list.

ATTACHMENTS

1. Ordinance
Exhibit A. Findings in Support of Approval
2. Staff report to DLC (Dec 2017)
3. Staff report Planning Commission (Jan 2018)
4. Comments received
5. Applicant materials



CITY OF MILWAUKIE

COUNCIL ORDINANCE No.**AN ORDINANCE OF THE CITY OF MILWAUKIE, OREGON, DELETING THE MILWAUKIE HIGH SCHOOL (ADDRESSED AS 11300 SE 23RD AVE) FROM THE CITY'S HISTORIC RESOURCES LIST. (FILE #HR-2017-002)**

WHEREAS, the main classroom building at Milwaukie High School is designated as a "significant" historic resource on the City's Zoning Map and Comprehensive Plan Map 4 (Historic Resources); and

WHEREAS, the building was constructed in 1925, does not meet current codes for seismic stability, and is critically in need of either substantial renovation or complete replacement; and

WHEREAS, the North Clackamas School District has determined that demolition and complete replacement of the historic building is the most reasonable and cost-effective option for improving the school facility and bringing it up to the District's standards; and

WHEREAS, voters in the District approved a bond measure in 2016 to fund a major renovation of the Milwaukie High School campus; and

WHEREAS, the City has determined that the economic consequences of preserving and renovating the structure would place an undue burden on the District, and that such consequences effectively outweigh the social, environmental, and energy benefits of preserving the structure, provided that efforts are made to document the historic building prior to its demolition;

Now, Therefore, the City of Milwaukie does ordain as follows:

Section 1. The Findings in Support of Approval and attached as Exhibit A are hereby adopted.

Section 2. The approved deletion from the City's Historic Resources list, as well as from the Zoning Map and Comprehensive Plan Map 4 (Historic Resources) shall become effective upon actual demolition of the historic building.

Read the first time on _____, and moved to second reading by _____ vote of the City Council.

Read the second time and adopted by the City Council on _____.

Signed by the Mayor on _____.

 Mark Gamba, Mayor

ATTEST:

 APPROVED AS TO FORM:
 Jordan Ramis PC

 Scott S. Stauffer, City Recorder

 City Attorney

**Recommended Findings in Support of Approval
Master File #HR-2017-002, Milwaukie High School deletion**

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, the North Clackamas School District (represented by Heery International and 3J Consulting, Inc.), has applied for approval to delete Milwaukie High School from the City's Historic Resources property list, where it is categorized as a "significant" resource. On the list, the subject property is addressed as 11300 SE 23rd Ave, though it has also been addressed as 11200 SE 23rd Ave and was recently assigned a new address of 2301 SE Willard St. The site is in the Residential R-2 zone, though a portion of the fine arts building on the southwestern portion of the larger campus is zoned Downtown Mixed Use (DMU) and a parking lot at the northwestern corner of the site is zoned R-1-B. The land use application master file number is HR-2017-002, with ZA-2017-004 and CPA-2017-003.
2. The applicant has proposed to delete the school from the City's historic properties list in preparation for a major renovation of the high school campus that includes the demolition and replacement of the school's existing main building. The larger renovation project is being reviewed concurrently as a major modification to the school's existing Community Service Use (file #CSU-2017-007). Deletion from the historic properties list will remove the historic designation from the school on the City's Zoning Map and relevant Comprehensive Plan Map (Map 4 Historic Resources).
3. The proposal is subject to the following provisions of the Milwaukie Municipal Code (MMC):
 - MMC Section 19.1007 Type IV Review
 - MMC Section 19.403 Historic Preservation Overlay Zone HP
 - MMC Section 19.902 Amendments to Maps and Ordinances
4. The application has been processed and public notice provided in accordance with MMC Section 19.1007 Type IV Review. As required by MMC Subsection 19.1002.2, a preapplication conference was held on June 12, 2017. Public notice was sent to property owners and current residents within 400 ft of the subject property as required by MMC Subsection 19.1007.3.D. Notice of the application was also provided to the State Department of Land Conservation and Development and to Metro as required by MMC Subsections 19.1007.3.A and 3.B, respectively. The City's Design and Landmarks Committee held a public meeting to discuss the application on December 4, 2017. As required by law, a public hearing with the Planning Commission was held on January 23, 2018, resulting in a recommendation for final decision by the City Council. A public hearing with the City Council was held on February 20, 2018, as required by law.
5. MMC Section 19.403 Historic Preservation Overlay Zone HP
MMC 19.403 establishes requirements intended to identify, protect, and preserve landmarks that reflect Milwaukie's unique architectural, archaeological, and historical heritage. The standards include provisions for designating or deleting landmarks from the City's local list of landmarks, as well as for alteration and demolition of designated landmarks.

Specifically, MMC Subsection 19.403.4 establishes the process for designation or deletion of a landmark, although the standards do not include criteria for approval. The procedures

for amending the zoning map and Comprehensive Plan map provide approval criteria and are addressed in Finding 6.

a. Application Request

Any property owner may make application for designation or deletion of that property with respect to the City's local list of landmarks. The application shall be processed with MMC Section 19.1007 Type IV review.

The applicant is the owner of the subject property and has proposed to delete the property from the City's list of historic resources, where it is listed as a "significant" property. The request is being processed with Type IV review in conjunction with the necessary amendments to the zoning map and Comprehensive Plan map (Map 4 Historic Resources), as discussed in Finding 6.

b. Planning Commission

The Planning Commission shall conduct a public hearing to evaluate the request. The Commission shall enter findings and make a written recommendation to the City Council.

The Planning Commission held a public hearing on January 23, 2018, to evaluate the request and voted to recommend approval of the proposed deletion.

c. City Council

The City Council shall conduct a public hearing to consider the recommendation of the Planning Commission on the request and shall either approve, approve with conditions, or deny the request.

The City Council held a public hearing on February 20, 2018, to consider the recommendation of the Planning Commission and voted to approve the proposed deletion.

d. Pending Permits

No new construction, exterior alteration, demolition, or removal permits for any improvement, building, or structure relative to a proposed landmark shall be issued while any public hearing or any appeal affecting the proposed action is pending.

The applicant has not submitted a demolition permit or any other permit related to construction or alteration of the structure.

e. Interim Measures

Upon a request for new construction, exterior alteration, or demolition of a resource which is on the inventory but designated as "unrankable," for lack of information regarding location, quality, or quantity, the applicant shall be required to first complete the designation process for the resource as outlined in this subsection.

The subject property is designated as "significant" and not "unrankable." This standard is not applicable.

The City Council finds that the applicant has followed the applicable procedures for requesting that the subject property be deleted from the City's local list of landmarks, as established in MMC 19.403.4.

6. MMC Section 19.902 Amendments to Maps and Ordinances

MMC 19.902 establishes the process for amending the City's Comprehensive Plan and land use regulations, including the zoning map.

a. MMC Subsection 19.902.4 Comprehensive Plan Map Amendments

MMC 19.902.4 establishes the review process and approval criteria for Comprehensive Plan map amendments.

(1) MMC Subsection 19.902.4.A Review Process

MMC 19.902.4.A provides that, generally, changes to the zoning map that involve 5 or more properties or encompass more than 2 acres of land are legislative and are therefore subject to Type V review; otherwise, they are quasi-judicial in nature and subject to Type III review. The City Attorney has the authority to determine the appropriate review process for each proposed zoning map amendment.

The proposed Comprehensive Plan (Comp Plan) map amendment encompasses a single property of approximately 14.6 acres and is related to a proposal to remove an existing building from the City's local list of landmarks. The City Attorney has confirmed that the proposed Comp Plan map amendment is quasi-judicial in nature and would ordinarily require Type III review. However, the concurrent historic deletion request requires Type IV review, which is also a quasi-judicial process.

The City Council finds that the Type IV review process is appropriate for the proposed Comp Plan map amendment.

(2) MMC Subsection 19.902.4.B Approval Criteria

MMC 19.904.2.B establishes the same approval criteria for Comp Plan map amendments as those established in MMC Subsection 19.902.3.B for Comp Plan text amendments, which include the following:

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

Within the City's Comp Plan, the subject property is designated for Public (P) use on the Land Use Map (Map 8) and as a "Significant Resource" on the Historic Resources Map (Map 4). The proposed amendment would remove the "Significant Resource" designation from the subject property and effectively remove it from Map 4 (Historic Resources). The proposed amendment would not result in any changes to Map 8 (Land Use).

The Comp Plan includes several goals and policies that are applicable to the proposed development.

(i) Chapter 1 Citizen Involvement

The goal of Chapter 1 is to encourage and provide opportunities for citizens to participate in all phases of the planning process. The proposed amendment is being processed with Type IV review as per MMC Section 19.1007, which provides public notice of the proposed amendment to property owners and residents within 400 ft of the site, as well as to the relevant Neighborhood District Association(s) (NDAs) for the area where the property is located. In addition to that

opportunity to comment, the Type IV process provides at least two public hearings where interested persons are invited to present testimony on the project. A public hearing on the proposed development was held by the Planning Commission on January 23, 2018. A public hearing was held by the City Council on February 20, 2018. The Commission and Council considered testimony from citizens en route to reaching the decision reflected in these findings.

Prior to submitting the application, the applicant held an open meeting on June 27, 2017, to present and discuss the project with the community. According to the applicant's submittal materials, more than 400 invitations were sent to neighbors residing within 400 ft of the subject property, as well as to members of the City's Design and Landmarks Committee (DLC), Planning Commission, and City Council. Nearly 20 people signed in on the attendance sheets for that meeting.

Once the application was submitted and deemed complete, the DLC held a public meeting (on December 4, 2017) to consider the proposal and provide a recommendation to the Planning Commission and City Council. The DLC was supportive of the requested deletion and provided several recommendations related to the SHPO process of historic evaluation, including a suggestion that the City and/or Milwaukie Historical Society be involved in finalizing the necessary Memo of Agreement. Other DLC recommendations included consideration of opportunities to reuse or repurpose some of the historic and natural elements from the building and site that will be affected by the demolition.

The Milwaukie Historical Society and the Land Use Committee of the Historic Milwaukie NDA also submitted comments prior to the Planning Commission hearing. The comments focused on maintaining a meaningful level of public involvement throughout the process of demolishing the historic building.

(ii) Chapter 2 Plan Review and Amendment Process

The goal of Chapter 2 is to establish a process for review and amendment of the Comp Plan, as a basis for land use decisions and with public participation. Policies related to the objective of implementing the Comp Plan include a requirement that changes to the zoning map and Comp Plan maps be consistent with the intent of the Comp Plan. The applicant's narrative and supporting materials are evidence of the required review process at work, with opportunities for public involvement at Commission and Council hearings as noted above.

(iii) Chapter 3 Environmental and Natural Resources

Chapter 3 focuses on conservation of the City's natural resources, which include historic resources.

- Natural Hazards Element*

The goal of the Natural Hazards element is to prohibit development that would be subject to damage or loss of life in known areas of natural hazards without appropriate safeguards. This includes an objective related to seismic conditions, to regulate the structural integrity of all developments within the City consistent with the Earthquake Regulations provisions of the Uniform Building Code.

The proposal to delete the subject property from the City's Historic Resources list is directly related to the larger proposal to demolish the existing historic school building, which does not meet current codes for seismic stability, and to replace it with a newer structure that does. The applicant's submittal materials indicate that options for retrofitting the existing building have been explored but have been determined to be infeasible alternatives to demolition.

- **Historic Resources Element**

The goal of the Historic Resources element is to preserve and protect significant historical and cultural sites, structures, or objects of the City. Policies include requiring City review of plans for any alteration to or demolition of a protected resource, encouraging restoration and maintenance of historic structures for compatible uses where appropriate, encouraging appropriate memorialization of historic sites, and coordinating all historic preservation activities with the Milwaukie Historic Society.

The applicant has made a request to delete the subject property from the City's list of Historic Resources and informed the City of its intention to demolish the historic building. In addition, the applicant has submitted plans for the overall campus renovation project, which are being reviewed concurrently by the City. The applicant's submittal materials indicate that alternatives to demolition have been explored, such as restoration of the existing building, but have been deemed infeasible. For approximately 2.5 months, the applicant listed the historic building for sale (with a condition of sale that it be moved from the school property) but received no responses.

The proposed amendment is consistent with the goals and policies of the Comp Plan.

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

As proposed, the existing building will be demolished and replaced with a new building that is seismically sound. The new structure will be designed to withstand the kind of significant earthquake that is forecast to strike the region within the next several decades and will be a community resource for shelter and emergency operations when such an event does occur. In addition, the design of the new building will provide more comfortable and usable space, better natural light, and more efficient lighting and heating/cooling, which will benefit students and faculty alike. Denial of the

request to delete the historic designation of the subject property and demolish the building would require a more costly retrofit at taxpayer expense that would be constrained by the limitations of the existing building.

The proposed amendment is in the public interest with regard to neighborhood and community conditions.

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

The applicant is committed to providing comparably excellent facilities across the breadth of the District. The main classroom building at Milwaukie High School is not seismically sound and no longer provides the quality of space and amenities that the applicant regards as fundamental. The applicant has explored other options for renovating the existing building but has concluded that the costs and physical limitations of reusing the existing structure far outweigh the value of retaining it.

The applicant asserts that the public need is better served by demolishing the historic building and replacing it with a modern structure that will serve the community for years to come.

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

The Metro Urban Growth Management Functional Plan does not directly address historic preservation, though it does generally promote the importance of focusing urban development within well-defined boundaries to make the most efficient use of land and promote sustainable communities. The subject property is a compact, urban high school campus that depends on an efficient use of space to provide standard educational amenities. Allowing the historic building to be demolished and replaced will allow the improvement of facilities and usable space without increasing the structural footprint.

The proposed amendment is consistent with the Functional Plan and relevant regional policies.

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

Statewide Planning Goal 5 focuses on the protection of natural resources, open space, and scenic and historic areas. Goal 5 outlines a specific process for inventorying and evaluating resources. After a resource has been inventoried and found to be of significance, local governments are required to conduct an analysis of Economic, Social, Environmental, and Energy (ESEE) consequences to determine whether the resource should be included in the plan inventory and protected or managed in a way that limits conflicting uses.

This same process is necessary when a property or site is proposed to be removed from a plan inventory. The City must evaluate the ESEE consequences of continuing to protect versus removing protection. Demolition and new construction on site are considered the conflicting use

for purpose of this analysis. The following table (Table 6-a-2(e)) provides the City's ESEE analysis for the subject property:

Table 6-a-2(e). ESEE Analysis for Subject Property

Category	Analysis of Consequences	
	Maintaining Historic Designation Protection or Limiting Conflicting Uses	Removing Historic Designation Protection
Economic	Pro(s) = Undetermined Con(s) = Need for costly retrofit of existing building for seismic upgrades, more usable space, and removal & abatement of hazardous materials	Pro(s) = Lower cost to construct new building, with flexibility to provide additional space, more amenities, and greater capacity for future needs Con(s) = Undetermined
Social	Pro(s) = Preservation of historic resource Con(s) = Will need to make upgrades to bring facilities up to District standards	Pro(s) = New facilities comparable with other high schools within the District; historical artifacts displayed within new building Con(s) = Loss of historic resource
Environmental	Pro(s) = Preservation of large, existing cedar tree in front of building Con(s) = Still need to make seismic upgrades and remove/abate hazardous materials	Pro(s) = New structure will provide better light, more space, and no hazardous materials Con(s) = Removal of large existing cedar tree in front of existing building
Energy	Pro(s) = Conservation of embedded energy within existing structure Con(s) = Undetermined	Pro(s) = Higher efficiency in new building (heating/cooling, lighting, water use, etc.) Con(s) = Undetermined

In sum, the City's ESEE analysis shows that removal of the historic designation and demolition of the existing building provides more positive consequences than maintenance of the historic designation and preservation of the existing building.

As proposed, the amendment is consistent with relevant State statutes and administrative rules.

As proposed, the amendment is consistent with the applicable criteria as provided in MMC 19.902.4.B.

The City Council finds that the proposed amendment has been processed and meets all applicable criteria for Comp Plan map amendments as outlined in MMC 19.902.4.

b. MMC Subsection 19.902.6 Zoning Map Amendments

MMC 19.902.6 establishes the review process and approval criteria for zoning map amendments.

(1) MMC Subsection 19.902.6.A Review Process

MMC 19.902.6.A provides that, generally, changes to the zoning map that involve 5 or more properties or encompass more than 2 acres of land are legislative and are therefore subject to Type V review; otherwise, they are quasi-

judicial in nature and subject to Type III review. The City Attorney has the authority to determine the appropriate review process for each proposed zoning map amendment.

The proposed zoning map amendment encompasses a single property of approximately 14.6 acres and is related to a proposal to remove an existing building from the City's local list of landmarks. The City Attorney has confirmed that the proposed zoning map amendment is quasi-judicial in nature and would ordinarily require Type III review. However, the concurrent historic deletion request requires Type IV review, which is also a quasi-judicial process. The City Council finds that the Type IV review process is appropriate for the proposed zoning map amendment.

(2) MMC Subsection 19.902.6.B Approval Criteria

MMC 19.906.2.B establishes the following approval criteria for zoning map amendments:

- (a) The proposed amendment is compatible with the surrounding area based on the following factors:

- (i) Site location and character of the area
- (ii) Predominant land use pattern and density of the area
- (iii) Expected changes in the development pattern for the area

These criteria are not as relevant to the proposed amendment because it will not affect the current or future use of the subject property but only addresses an historical designation. The site has been in use for decades as a public high school, and the deletion of the historic designation will not change the use.

The proposed zoning amendment will not affect the character, predominant land use pattern, or density of the area.

- (b) The need is demonstrated for uses allowed by the proposed amendment.

The proposed amendment will not allow a new or different use on the site, simply the demolition of the historic school building and replacement with a new school building.

- (c) The availability is shown of suitable alternative areas with the same or similar zoning designation.

The proposed amendment relates only to the historic designation of the subject property and will not affect the underlying zoning designation.

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

The proposed amendment relates only to the historic designation of the subject property and will not affect public transportation facilities, public utilities, or other supporting services.

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

The proposed amendment relates only to the historic designation of the subject property and will not affect the functional classification, capacity, or level of service of the transportation system.

- (f) The proposed amendment is consistent with the goals and policies of the Comp Plan, including the Land Use Map.

See Finding 6-a-2(a) for a discussion of how the proposed amendment is consistent with the relevant goals and policies of the Comprehensive Plan. The proposed amendment does not affect the property's "Public" designation on the Land Use Map.

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

The Metro Urban Growth Management Functional Plan does not include any titles that address preservation of historic resources. This criterion is met.

- (h) 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 amendment:

- (i) *Goal 1 Citizen Involvement*

The intent of Goal 1 is to develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process. As discussed in Finding 6-a-2(a)(i), the City's Type IV review process provided ample opportunities for public involvement and participation in the planning process.

- (ii) *Goal 5 Natural Resources, Scenic and Historic Areas, and Open Spaces*

The objectives of Goal 5 include the conservation of historic areas. See Finding 6-a-2(e) for a discussion of the City's ESEE analysis and the proposed amendment's consistency with Goal 5.

- (iii) *Goal 7 Areas Subject to Natural Hazards*

The intent of Goal 7 is to protect people and property from natural hazards. The proposed amendment is directly related to the larger proposal to demolish the existing historic school building, which does not meet current codes for seismic stability, and to replace it with a newer structure that does. The applicant's submittal materials indicate that options for retrofitting the existing building have been explored but have been determined to be infeasible alternatives to demolition. The proposed amendment, along with the demolition and replacement of the existing historic building, will provide a higher level of protection from future earthquakes.

The proposed amendment is consistent with relevant State statutes and administrative rules.

The proposed amendment is consistent with the applicable criteria as provided in MMC 19.902.6.B.

The City Council finds that the proposed amendment has been processed and meets all applicable criteria for zoning map amendments as outlined in MMC 19.902.6.

The City Council finds that the proposed amendment to the City's zoning map and Comp Plan map (Map 4 Historic Resources) is approvable.

7. The application was referred to the following departments and agencies on December 11, 2017:

- Historic Milwaukie Neighborhood District Association (NDA) Chairperson and Land Use Committee (LUC)
- Lake Road NDA Chairperson and Land Use Committee
- Metro

The comments received are summarized as follows:

- **Rebecca Hamilton, Regional Planner, Metro:** The proposal does not change Milwaukie's compliance with Metro requirements, so there are no additional comments.
- **Greg Hemer, Vice President, Milwaukie Historical Society:** While the Milwaukie Historical Society would prefer to see historic buildings restored and repurposed, they understand the need to demolish and replace the existing building with a newer one. The group recommends a condition of approval that the Society receive a small historic memento from the building. The Society also suggests that a small portion of the library or other student-accessible area be dedicated to a display of historic artifacts and/or information.
- **Design and Landmarks Committee (DLC):** At its regular meeting on December 4, 2017, the DLC held a public meeting to consider the proposed deletion. The group agreed to recommend approval with the following specific recommendations: (1) include the City and/or the Milwaukie Historical Society as a consulting entity in the process of finalizing the SHPO (State Historic Preservation Office) Memorandum of Agreement, to have a local point of contact and local input as a stakeholder throughout the process; (2) consider using some of the existing building features or elements for things like site walls, planting beds, gateway elements, etc.; (3) repurpose elements from the building and from other natural resources or elements from the site (especially the large cedar tree) for things such as furniture, benches, etc.; and (4) take advantage of opportunities to improve the exterior of the Commons building.
- **Ray Bryan, for LUC of Historic Milwaukie NDA:** The LUC values a safe and seismically resilient environment for the community's students. The history and architecture of the high school building are important, and the group supports reusing and repurposing as much of the structure and contents as reasonable. They support the idea that a specific committee or group (e.g., the DLC or Milwaukie Historical Society) be involved with any repurposing efforts. They also support the recommendations of the DLC and ask to be kept informed and involved in the process moving forward.



To: Design and Landmarks Committee

Through: Dennis Egner, Planning Director

From: Brett Kelter, Associate Planner

Date: November 27, 2017, for December 4, 2017, Public Meeting

Subject: Proposed Deletion of Milwaukie High School from Historic Properties List
(land use file #HR-2017-002)

ACTION REQUESTED

Recommend that the Planning Commission, and ultimately the City Council, approve the request by the North Clackamas School District to delete Milwaukie High School from the City's Historic Properties List (land use file #HR-2017-002).

BACKGROUND INFORMATION

The main classroom building of Milwaukie High School (11300 SE 23rd Ave) was constructed in 1925 and is listed as a "significant" historic resource on the City's Historic Properties List. "Significant" resources have the most protection under the Historic Preservation provisions of Milwaukie Municipal Code (MMC) Section 19.403. Requests for major alterations or demolition of "significant" resources require review and approval by the Planning Commission, and requests to add or remove properties from the list are decided by the City Council as amendments to the City's Zoning Map and Comprehensive Plan Map.

In 2016, voters passed a bond measure to provide funding to the North Clackamas School District (the District) to make capital improvements to several schools, including Milwaukie High School. After consideration of various options for modernizing the main classroom building, the District decided that the most practical and affordable alternative is to demolish the old classroom building and replace it with a new, seismically sound structure. The project also involves the replacement of the softball field and tennis courts on Willard St with off-street parking areas, but the historic resource designation applies only to the old classroom building.

A. Historic Properties List

Although the Historic Preservation Overlay portion of the zoning code establishes a process for demolition of historic structures (MMC Subsection 19.403.7), there is a separate process for adding or removing properties from the list (MMC Subsection 19.403.4). When an historic property is demolished, it is not automatically removed from

the list, as that requires a separate land use process to amend the zoning and Comprehensive Plan maps that show the historic designation.

The proposed renovation of the high school involves demolishing the main classroom building, so it stands to reason that the District would follow the demolition procedures outlined in MMC 19.403.7, which include listing the property for sale for at least 90 days, ostensibly to give someone the opportunity to purchase the building and relocate it to another site. And the District did begin the process of listing the building for sale. However, given the unlikelihood of the building being purchased and relocated and the near inevitability of the proposed demolition, City staff recommended that the District move directly to a request that the school be removed from the list, to avoid the extra process step after the building is demolished.

B. Deletion Process

There is no argument that the main classroom building has historical significance for Milwaukie. However, the District's decision to replace it with a building that is seismically safer and technologically improved mean that the historic building will be demolished and so should be removed from the Historic Properties list as well as the zoning and Comprehensive Plan maps.

The deletion or de-listing process is essentially a map amendment, which requires Type IV review. The Planning Commission will hold a public hearing and make a recommendation to the City Council, which will hold a second public hearing to make the decision. Although the Design and Landmarks Committee does not have a formal role in this process per the code, the Planning Director has determined that it is appropriate and important for the Committee to consider the requested deletion and make its own recommendation to the Commission and Council. See Attachment 1 for the applicant's submittal and narrative address of the relevant approval criteria.

In this case, the process is more of a formality than anything else, but staff believes it is fitting that the Committee have an opportunity to participate directly in these kinds of land use applications. The group may have questions or suggestions that can be passed along the decision-making chain for consideration.

ATTACHMENTS

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

	DLC Packet	Public Copies	E- Packet
1. Application Submittal	☒	☒	☒

Key:

DLC Packet = paper materials provided to the Design & Landmarks Committee 7 days prior to the meeting.

Public Copies = paper copies of the packet available for review at City facilities and at the Design & Landmarks Committee meeting.

E-Packet = packet materials available online at <https://www.milwaukieoregon.gov/planning/design-and-landmarks-committee-76>.



MILWAUKIE

Dogwood City of the West

To: Planning Commission

Through: Dennis Egner, Planning Director

From: Brett Kever, Associate Planner

Date: January 16, 2018, for January 23, 2018, Public Hearing

Subject: **File(s):** HR-2017-002 (master file), ZA-2017-004, CPA-2017-003
Applicant: North Clackamas School District (represented by Heery International and 3J Consulting, Inc.)
Owner(s): North Clackamas School District
Address: 11300 SE 23rd Ave (also addressed as 11200 SE 23rd Ave and 2301 SE Willard St)
Legal Description (Map & Tax Lot): 1S1E36BC05600
NDA: Historic Milwaukie (and within 300 ft of Lake Road NDA boundary)

ACTION REQUESTED

Recommend that the City Council approve application HR-2017-002 and adopt the recommended Findings and Conditions of Approval found in Attachments 1 and 2. This action would remove the main classroom building at Milwaukie High School from the City's list of Historic Resources.

BACKGROUND INFORMATION

In 2016, voters approved a bond measure for the North Clackamas School District to make capital improvements at a number of area schools. The work at Milwaukie High School includes demolishing and replacing the existing main classroom building (see Figure 1), which is designated as a "Significant" historic property. The building is on the list of Historic Resources in the City's Comprehensive Plan and is shown with a Historic Preservation overlay on the zoning map.



Figure 1. Milwaukie High School (main classroom building)

The main classroom building was constructed in 1925, remodeled to meet current fire and safety codes in 1970-71, and updated on the interior in 2000. However, it does not meet current codes for seismic stability and is critically in need of either substantial renovation or complete replacement. The applicant has concluded that demolition and replacement is the most reasonable, cost-effective option for improving the school facility, as it would be much more expensive to refurbish it in the ways necessary to bring it up to the District's standards

The applicant has explored and analyzed alternatives to demolition. The District listed the building itself for sale and relocation, but the sheer size and material nature of the structure make moving it infeasible. An Economic, Social, Environmental, and Energy (ESEE) analysis of the consequences of continuing to protect the existing building would show that the costs of renovating and retrofitting it far outweigh the value to the community of replacing it with a new building. The presence of hazardous materials (e.g., building materials that are no longer approved for construction, such as asbestos), the low floor-to-ceiling heights, and the lack of seismic stability all make the existing historic building a liability for further use. The building has been modified many times over the course of its 90-plus years of service, and many of the original architectural and design elements have already been significantly modified.

At the suggestion of City staff, the applicant has initiated the deletion process outlined in Milwaukie Municipal Code (MMC) Subsection 19.403.4, which would be needed anyway following demolition. The District could have gone through the formal demolition process established in MMC Subsection 19.403.7, which essentially allows a demolition permit to be issued no later than 120 days after a public hearing with the Planning Commission. The “waiting period” is intended to allow time for a reasonable effort to relocate the landmark or allow it to be publicly acquired for preservation. In this case, given that the school is already publicly owned and that the building's nature and size make it a highly unlikely candidate for relocation, demolition appears to be a likely result of any demolition application process. Since the deletion process will be needed anyway to update the City's Historic Resource list and remove the subject property, City staff recommended that the applicant move directly to request deletion, to avoid the need for a duplicative process and any potential procedural delays that could affect the larger project timeline.

A. Site and Vicinity

The Milwaukie High School campus comprises approximately 14.6 acres nestled between Downtown Milwaukie and the Historic Milwaukie neighborhood. The site is compact and includes multiple buildings, athletic fields, and off-street parking areas. The main building and original boiler room building were constructed in 1925. The gymnasium, grandstand, and athletic fields were added in 1938; the fine arts building in 1970-71; the Commons building in 1993.

The campus is roughly bounded by 21st Ave on the west, Washington St and 23rd Ave on the north, residential properties that front on 27th Ave to the east, and Willard St and 25th Ave on the south (see Figure 2).

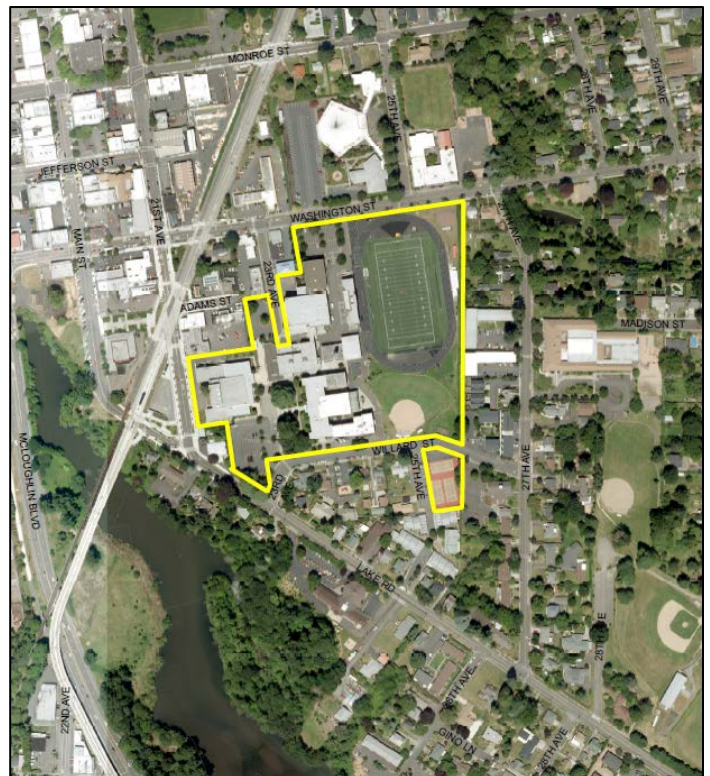


Figure 2. Site and vicinity

The light rail station and mixed commercial and office uses of Downtown are along the western and northwestern perimeter. To the north, just across Washington St, are St. Johns the Baptist Catholic Church and School. Along the eastern boundary, the site is adjacent to a combination of single-family homes, multifamily apartments, and St. Stephans Orthodox Serbian Church. And the campus of Northwest Housing Alternatives, with offices, shelter, and rental housing, is across Willard St to the south.

B. Zoning Designation

Residential R-2, with small areas of Downtown Mixed Use (DMU) and R-1-B (see Figure 3)

C. Comprehensive Plan Designation

Public (P)

D. Land Use History

- **August 1986:** Planning Commission approved a modification of the school's de facto Community Service Overlay (CSO) to add off-street parking at the southwest corner of the site (file #CSO-86-04).
- **July 1988:** Planning Commission approved a CSO modification to allow temporary placement of 2 modular classrooms behind the main school building (file # CSO-88-02).
- **March 1993:** Planning Commission approved a CSO modification for construction of the Commons building (file # CSO-93-02).
- **June 2000:** Planning Commission approved a CSO modification for a major remodel of the entire school (file # CSO-99-05).
- **March 2008:** Planning Commission approved a major modification to the school's Community Service Use (CSU) status for substantial upgrades to the fine arts building, gymnasium, and athletic fields (file # CSU-07-05).
- **June 2009:** Planning Director approved a minor modification to the CSU to allow the replacement and expansion of an equipment shed near the athletic fields (file # CSU-09-07).
- **September 2011:** Planning Director approved a minor modification to the CSU to replace the scoreboard at the softball field (file #CSU-11-10).

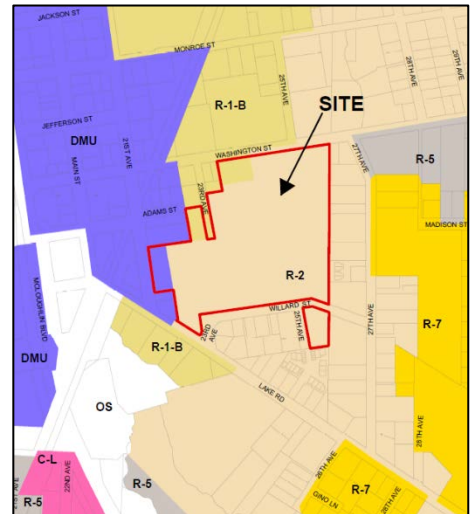


Figure 3. City zoning designations

E. Proposal

The applicant has proposed to remove the school from the City's Historic Resources list in preparation for a major renovation of the high school campus that includes the demolition and replacement of the school's existing main school building. The larger renovation project is being reviewed concurrently as a major modification to the school's existing Community Service Use (land use master file #CSU-2017-007). Deletion from the historic properties list will remove the historic designation from the school on the City's Zoning Map and relevant Comprehensive Plan Map (Map 4 Historic Resources).

This portion of the larger campus renovation project requires approval of the following land use applications:

1. Historic Review (master file #HR-2017-002)

2. Zoning Map Amendment (file #ZA-2017-004)
 3. Comprehensive Plan Map Amendment (file #CPA-2017-003)
- See Attachment 3 for a list of the applicant's materials.

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 there conditions that could be attached to approval of the Deletion request that would mitigate the loss of the historic structure?

Analysis

- A. Are there conditions that could be attached to approval of the Deletion request that would mitigate the loss of the historic structure?**

The City's Design and Landmarks Committee (DLC), the Milwaukie Historical Society, and the Land Use Committee of the Historic Milwaukie Neighborhood District Association (NDA) all reviewed the application. The DLC held a public meeting to discuss the proposed amendment—see Attachment 4 for the staff report prepared in advance of that meeting. All 3 groups provided recommendations related to ensuring some local participation in the ongoing SHPO process of determining what to do about preserving artifacts from the school and making them available for interpretive and educational displays in the new building and community at large. City staff believes that these suggestions, regarding public involvement and repurposing of historic elements and materials, are worthwhile and warrant some address in the form of conditions that encourage the applicant's consideration.

CONCLUSIONS

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

1. Recommend that the City Council approve the request to delete the subject property from the City's Historic Resources list.
2. Recommend that Council approve the request to amend the City's zoning map by removing the Historic Preservation overlay from the site.
3. Recommend that Council approve the request to amend the City's Comp Plan Map (Map 4 Historic Resources) by removing the "significant" historic designation from the site.
4. Recommend that Council adopt the attached recommended Findings and Conditions of Approval.

- B. Staff recommends the following key conditions of approval** (see Attachment 2 for the full list of recommended Conditions of Approval):

- Coordinate with the Milwaukie Historical Society prior to demolition of the building on the inventory, processing, and final disposition of school artifacts, including any proposed display(s) within the new building.

- Include the City as a consulting entity in the process of finalizing the SHPO Memo of Agreement. City staff will coordinate with the Design and Landmarks Committee and/or the Milwaukie Historical Society as appropriate.
- Consider opportunities to use some of the existing building features or elements for things like site walls, planting beds, gateway elements, etc. Where possible, repurpose elements from the building and from other natural resources or elements from the site (especially the large cedar tree proposed for removal) for things such as furniture and benches on the campus.

CODE AUTHORITY AND DECISION-MAKING PROCESS

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

- MMC Section 19.1007 Type IV Review
- MMC Section 19.403 Historic Preservation Overlay HP
- MMC Section 19.902 Amendments to Maps and Ordinances

This application is subject to Type IV 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 the City Council for a final decision. In Type IV reviews, Council assesses the application against review criteria and development standards, considers the Commission's recommendation, and evaluates testimony and evidence received at the public hearings.

The Commission has 5 recommendation-making options as follows:

- A. Recommend that Council approve the application upon finding that all approval criteria have been met. The recommended Findings in Support of Approval would need to be adjusted to reflect that no Conditions of Approval are necessary.
- B. Recommend that Council approve the application subject to the recommended Findings and Conditions of Approval.
- C. Recommend that Council approve the application with modified Findings and Conditions of Approval. Such modifications need to be read into the record.
- D. Recommend that Council deny the application upon finding that it does not meet approval criteria.
- E. Continue the hearing.

The final local decision on this application must be made by March 16, 2018, in accordance with the Oregon Revised Statutes and the Milwaukie Zoning Ordinance. The applicant can waive the time period in which the application must be decided.

COMMENTS

Notice of the proposed changes was given to the following agencies and persons: Historic Milwaukie Neighborhood District Association (NDA), Lake Road NDA, and Metro. The following is a summary of the comments received by the City. See Attachment 5 for further details.

- **Rebecca Hamilton, Regional Planner, Metro:** The proposal does not change Milwaukie's compliance with Metro requirements, so there are no additional comments.
- **Greg Hemer, Vice President, Milwaukie Historical Society:** While the Milwaukie Historical Society would prefer to see historic buildings restored and repurposed, they

understand the need to demolish and replace the existing building with a newer one. The group recommends a condition of approval that the Society receive a small historic memento from the building. The Society also suggests that a small portion of the library or other student-accessible area be dedicated to a display of historic artifacts and/or information.

Staff Response: *A condition has been proposed to require that the applicant coordinate with the Milwaukie Historical Society prior to demolition of the building on the inventory, processing, and final disposition of school artifacts, including any proposed display(s) within the new building.*

- **Design and Landmarks Committee (DLC):** At its regular meeting on December 4, 2017, the DLC held a public meeting to consider the proposed deletion. The group agreed to recommend approval of the request, with the following specific recommendations: (1) include the City and/or the Milwaukie Historical Society as a consulting entity in the process of finalizing the SHPO (State Historic Preservation Office) Memorandum of Agreement, to have a local point of contact and local input as a stakeholder throughout the process; (2) consider using some of the existing building features or elements for things like site walls, planting beds, gateway elements, etc.; (3) repurpose elements from the building and from other natural resources or elements from the site (especially the large cedar tree) for things such as furniture, benches, etc.; and (4) take advantage of opportunities to improve the exterior of the Commons building.

Staff Response: *Conditions have been proposed that incorporate the DLC's recommendations, except for the suggestion to improve the exterior of the Commons building because it is not directly related to the historic designation on the site.*

- **Ray Bryan, for LUC of Historic Milwaukie NDA:** The LUC values a safe and seismically resilient environment for the community's students. The history and architecture of the high school building are important, and the group supports reusing and repurposing as much of the structure and contents as reasonable. They support the idea that a specific committee or group (e.g., the DLC or Milwaukie Historical Society) be involved with any repurposing efforts. They also support the recommendations of the DLC and ask to be kept informed and involved in the process moving forward.

Staff Response: *As noted in response to other comments above, conditions have been proposed that will involve the City in finalizing the SHPO Memo of Agreement. Staff will endeavor to keep the NDA informed as the historic inventory and the overall campus renovation projects move forward and will encourage the applicant to do the same.*

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. Recommended Conditions of Approval	☐	☒	☒	☒
3. Applicant's Narrative and Supporting Documentation, (stamped received November 16, 2017, by the Planning Department)				
a. Applicant's Narrative	☒	☐	☒	☒
b. Preapplication Notes & Materials	☒	☐	☒	☒

	Early PC Mailing	PC Packet	Public Copies	E- Packet
c. Neighborhood Meeting Materials	☒	☐	☒	☒
d. Supporting Report (SHPO & historic designation)	☒	☐	☒	☒
4. Staff Report to DLC (Dec 2017)	☐	☒	☒	☒
5. Comments Received	☐	☒	☒	☒

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 <https://www.milwaukieoregon.gov/planning/planning-commission-185>.

ATTACHMENT 4

Brett Kelter

From: Rebecca Hamilton <Rebecca.Hamilton@oregonmetro.gov>
Sent: Monday, December 11, 2017 1:59 PM
To: Brett Kelter
Cc: Paulette Copperstone
Subject: RE: Notice of proposed amendments (Milwaukie Comp Plan Map and Zoning Map)

Hello Brett,

As this proposal does not change Milwaukie's compliance with Metro requirements, we do not have any comments to make on it. Thanks for keeping us posted on the project's progress.

Thank you,

Rebecca Hamilton
Regional Planner
Metro
600 NE Grand Ave., Portland, OR 97232
(503) 797-1721
rebecca.hamilton@oregonmetro.gov

Metro | Making a great place

From: Brett Kelter [mailto:KelterB@milwaukieoregon.gov]
Sent: Thursday, December 07, 2017 4:28 PM
To: Rebecca Hamilton
Cc: Paulette Copperstone
Subject: Notice of proposed amendments (Milwaukie Comp Plan Map and Zoning Map)

Rebecca,

Please see the attached letter to Metro providing notice of small amendments proposed to the City of Milwaukie's Comprehensive Plan Map and Zoning Map, related to a project to substantially renovate the Milwaukie High School campus. The changes involve removing the main classroom building from the City's list of historic resources, as the building will be demolished as part of the project.

Please let me know if you have any questions, and we'll keep you posted as the project moves forward.

A hard copy of the attached materials will be sent to Martha Bennett in today's mail.

BRETT KELVER
Associate Planner
City of Milwaukie
o: 503.786.7657 f: 503.774.8236
6101 SE Johnson Creek Blvd • Milwaukie, OR 97206

Disclaimer

Brett Kelter

From: Milwaukie Museum <milwaukiemuseum@gmail.com>
Sent: Thursday, December 21, 2017 7:42 PM
To: Brett Kelter
Cc: David Aschenbrenner; Michelle Hemer; Dennis Egner; Jeff Odegaard
Subject: Referral for Milwaukie HS delisting (file #HR-2017-002)
Attachments: delisting MHS.pdf

Brett,
Please see the attachment for Milwaukie Historical Society response to Milwaukie HS delisting.
Thanks
Greg Hemer
Vice-President
Milwaukie Historical Society
milwaukiemuseum@gmail.com
971-202-6100



Milwaukie Historical Society

3737 SE Adams St. Milwaukie, OR 97222

www.milwaukiehistoricalsociety.com

milwaukiemuseum@gmail.com

December 21, 2017

To: Brett Kelter
Associate Planner
City of Milwaukie

RE: Referral for Milwaukie HS delisting (file #HR-2017-002)

Although Milwaukie Historical Society as general practice would rather see historic buildings restored and repurposed, Milwaukie Historical Society understands the need for demolition and historical delisting of the old high school to make way for a new building due to disrepair, lack of internal building technology, and expense of repair versus building a new high school.

Milwaukie Historical Society would request, as a condition of approval, before demolition begins, Milwaukie Historical Society receives a small memento that reflects the historical nature of the building. For example an old microphone for announcements, a plaque, or any small item that will not be used inside the new high school. Milwaukie Historical Society has talked to Principal Pender about this issue and we have received positive feedback. Mr. Aschenbrenner, President of Milwaukie Historical Society or Mrs. Hemer, Secretary of Milwaukie Historical Society, will be happy to pick up the item.

Milwaukie Historical Society would also request, but not as a condition of approval, the new high school dedicate a small portion of its library or other student accessible area to the history of the old building, WPA projects, local historical facts and figures, and other historical aspects of Milwaukie High School. Milwaukie Historical Society will be more than happy to aid or allow archival material to be used from Clair Kuppenbender Research Library located inside Milwaukie Museum for this endeavor.

Thank you
Greg Hemer
Vice-President
Milwaukie Historical Society
milwaukiemuseum@gmail.com
971-202-6100

Preserving Milwaukie's history for future generations

RS69

**CITY OF MILWAUKIE
DESIGN AND LANDMARKS COMMITTEE
NOTES**

**Milwaukie City Hall
10722 SE Main St
Monday, December 4, 2017
6:30 PM**

COMMITTEE MEMBERS PRESENT

Michael Corrente, Vice Chair
Cynthia Schuster
Mary Neustadter
Kyle Simukka

MEMBERS ABSENT

Lauren Loosveldt, Chair

STAFF PRESENT

Brett Kelter, Associate Planner (staff liaison)
Vera Kolias, Associate Planner

OTHERS PRESENT

Andrew Tull, 3J Consulting
Matt Jacoby, BRIC Architecture
Gordon Odette, Heery International
Marc Bargenda, Heery International

1.0 Call to Order – Procedural Matters

Vice Chair Michael Corrente called the meeting to order at 6:30 p.m.

2.0 Design and Landmarks Committee Notes

2.1 November 13, 2017

Vice Chair Corrente called for any revisions to the notes from the November meeting. There were none and the notes were approved unanimously.

3.0 Information Items

Associate Planner Brett Kelter proposed shifting the debrief of the November 14 public hearing training to later in the meeting. **Committee Member Cynthia Schuster** suggested instead that the item should be delayed until the next meeting so that Chair Loosveldt could participate—the group agreed.

4.0 Audience Participation – None

5.0 Public Meetings

5.1 Recommendation Hearing: Request to delete Milwaukie High School from the City's list of Historic Resources (land use master file #HR-2017-002)
Staff Person: Brett Kelter, Associate Planner

Mr. Kelter provided some background on the upcoming renovation of the Milwaukie High School campus, which is part of a larger package of improvements across the North Clackamas School District that were funded by a voter-approved bond measure in 2016. The project involves demolishing the old school building, which is locally designated as a historic property. He gave a simple explanation of the processes for demolishing an historic resource as well as for officially deleting one from the City's list. Essentially, the City's code requires a waiting period before demolishing the resource, to offer time and opportunity for someone to purchase and/or relocate the structure. If there appears to be a reasonable project to acquire the resource, the Planning Commission can suspend the demolition permit, but for no more than 120 days after the required public hearing—after that, the demolition may proceed.

A demolished resource remains on the City's list until it is removed through a process to amend the zoning map and applicable Comprehensive Plan map. In this case, because the expectation is that the building will be demolished (i.e., the District will not sell the school property and the building cannot be easily or affordably moved), staff suggested that the applicant pursue the deletion process from the outset, to avoid a repetitive review for demolition. **Committee Member Kyle Simukka** asked about the significance of the school and whether there were options for including any noteworthy elements or commemoration in the new building. **Mr. Kelter** deferred those questions to the applicant team.

Representing the District, **Andrew Tull** (3J Consulting) explained that the District had contacted the State Historic Preservation Office (SHPO) to discuss the proposed demolition in advance of the bond measure. The project team had explored multiple alternatives to demolition and met with stakeholder groups to discuss the future of the school. Once the preferred option was confirmed, they went through the initial steps in the City's demolition request process, including listing the building for sale and relocation for almost 3 months (there were no responses).

For buildings in Oregon that are more than 50 years old, SHPO has a process for identifying options to mitigate any inadvertent impacts, such as by preserving significant elements where possible or documenting the historic aspects. To date, the findings of the process are confirmations (1) that the building is historic and noteworthy and (2) that its removal will have a significant impact to the property. The consulting architect and the District are developing a Memorandum of Agreement that will formalize the agreed-upon mitigation measures. Ideas include a thorough documentation of the exterior and interior of the building with digital photography, interpretive displays of physical history, and online materials and information. During the demolition itself, they will explore for any other artifacts and repurpose within the new building those that can be salvaged.

Matt Jacoby (BRIC Architecture) came forward to discuss the proposed design and layout of the new school building, referring to the images in a PowerPoint presentation as needed. He explained that the project team had explored a number of options for saving the building or at least some parts of it. Key factors in the determination that demolition was the most feasible alternative included the need for seismic upgrades, the presence of hazardous materials that could not be fully abated by remodeling, and low floor/ceiling heights dictated by existing structures and columns. He noted that the new building would have the same footprint as the old building; that the commons building would remain but be renovated; and that the performing arts building, gym, and grandstand by the athletic field would all remain as they are.

Mr. Jacoby explained that in fact very few of the original architectural features remain in the old school, as there have been many remodeling efforts over time. He indicated that the south entry maintains some of the original aspect and that they would try to reinstall it somewhere inside the new building as part of the mitigation discussed by Mr. Tull. **Vice Chair Corrente** asked whether the exterior of the old building was concrete—**Mr. Jacoby** responded that it was. **Vice Chair Corrente** suggested that some of the significant exterior features could perhaps be repurposed and used along a path or in planters outside.

Mr. Jacoby shared some of the other repurposing ideas the project team has been developing, including for using chunks of the existing wood columns in a display in the community room. He showed renderings of a possible “past-present-future” wall that would connect to the commons building. There could be a history wall inside the new building where artifacts would be displayed. Rather than attempting to display an artifact in every classroom, they were thinking of focusing on 3 to 5 display areas within the building.

Vice Chair Corrente noted that the existing building sits up prominently on a shelf, and he wondered whether the new building would be as visible. **Mr. Jacoby** explained that the new building will be a full 3 stories and thus a bit taller than the old building. **Committee Member Mary Neustadter** asked how long it would take to build the new structure—**Mr. Jacoby** responded that the construction would take approximately 2 years, plus site work. Noting that at least one of the large existing cedar trees in front of the old school would be cut down, **Vice Chair Corrente** asked whether any other trees would be removed. **Mr. Jacoby** indicated that some other smaller trees would likely be cleared out and that they were evaluating whether a large maple would remain near the southwest corner of the new building. He confirmed that the one large cedar was the most significant tree that would be removed. **Member Simukka** asked whether the wood from the big cedar tree would be repurposed for furniture or some other use on the site. **Mr. Jacoby** indicated that the wood would be available for reuse—it would likely be used for benches and perhaps other furniture and could be made available to local artists.

Member Neustadter asked who had been identified as stakeholders in the historic review process. **Mr. Tull** responded that a lot of the outreach had occurred prior to the bond's passage and that he was not sure about the exact list. But a lot of organizations had been contacted and notified about the project, including the Milwaukie Historical Society and all of the Milwaukie Neighborhood District Associations, and over 440 invitations were sent for the open house event held at the high school. **Member Neustadter** asked about any public outreach efforts conducted as part of the SHPO Memorandum of Agreement. **Mr. Tull** indicated that there had been no formal outreach related to the Memorandum of Agreement, that they had been focusing on the City's process related to Historic Resource demolition. **Member Neustadter** suggested that it would be nice to have a local entity such as the City or the Historical Society involved in the SHPO process, to establish some local buy-in and accountability regarding the agreed-upon mitigation measures.

Mr. Kelter asked whether there were any other comments or questions from the group, and he created a simple document to capture the Committee's essential recommendations on the project for the Planning Commission and City Council. **Member Schuster** noted that she wished the commons building was the one being demolished or significantly improved instead of the historic classroom building, as the commons building is not particularly appealing aesthetically and yet it will be tied in to the new structure. **Mr. Jacoby** reported that the District agrees that some minor improvements to the commons building are warranted and will likely be funded—exterior paint, new doors, and perhaps some new "skin" or a panel where the commons building meets the new building.

The list of essential recommendations from the Committee was determined to be as follows:

1. Include the City and/or the Milwaukie Historical Society as a consulting entity in the SHPO Memo of Agreement process, to have a local point of contact and local input as a stakeholder throughout the process.
2. Consider using some of the existing building features or elements for things like site walls, planting beds, gateway elements, etc.
3. Repurpose elements from the building and from other natural resources or elements from the site (especially the large cedar tree) for things such as furniture, benches, etc.
4. Take advantage of opportunities to improve the exterior of the commons building.

Brett Kelter

From: Ray Bryan <ray1bryan2@gmail.com>
Sent: Monday, January 08, 2018 9:13 PM
To: Brett Kelter
Cc: Tom Madden; Mike Park; k1ein23; Donald S
Subject: Re: Historic Milwaukie Land Use/Milwaukie High
Attachments: Historic Milwaukie Land Use Comments.docx

Hi Brett,

Here are our comments on the application to remove Milwaukie High from the historical resources inventory. Thank you for the flexibility in submitting our comments after the holidays. We were fortunate to have representatives from the school district as well as their engineering and architect contractors at tonight's regular meeting.

We had a short discussion on preserving and repurposing parts of the building. Their focus was on the original parts of the building, which may be scarce due to remodeling and updating.

I can not speak for the committee but I wonder if there is value in preserving any parts of the building even if not part of the original school?

Thank you,

Ray Bryan

503-593-3336

January 7, 2018

The entire Historic Milwaukie Land Use Committee met on January 7 to discuss the removal of Milwaukie High from the historic resources inventory. Our comments and thoughts are below:

We all agree that we want our children educated in a safe environment that includes the best seismic resilient construction available.

We also appreciate the history of Milwaukie High, its important architecture and that it has been declared a historic resource for valid reasons. We support reusing and repurposing as much as the structure and contents as is reasonable, both in the new building and other locations throughout the community.

We like the idea that a specific committee be involved with the repurposing. Whether that be the Design and Landmarks Commission, the Milwaukie Historical Society, or possibly a combination of members from both, along with interested residents, alumni, and others with a passion for preserving historical items.

We support the DLC's conclusions from their December 4th meeting and are interested in being kept informed and involved as the process moves forward.

Thank you for this opportunity to comment on HR-2017-002.

Ray Bryan

For the Historic Milwaukie Land Use Committee



MILWAUKIE HIGH SCHOOL

11300 SE 23RD AVENUE, MILWAUKIE, OR 97222

APPLICANT:

NORTH CLACKAMAS SCHOOL DISTRICT
1245 SE FULLER ROAD
MILWAUKIE, OR 97222
CONTACT: DAVID HOBBS

PLANNING CONSULTANT

3J CONSULTING, INC.
5075 SW GRIFFITH DRIVE, SUITE 150
BEAVERTON, OR 97005
CONTACT: ANDREW TULL
PHONE: (503) 545-1907

APPLICATION TYPE

HISTORIC RESOURCE REVIEW

SUBMITTAL DATE

OCTOBER 2017

3J CONSULTING

5075 SW GRIFFITH DRIVE, SUITE 150
BEAVERTON, OREGON 97005
PH: (503) 946.9365
WWW.3J-CONSULTING.COM

November 15, 2017

Mr. Denny Egner
Planning Director
City of Milwaukie
6101 SE Johnson Creek Boulevard
Milwaukie, OR 97206

Milwaukie High School
Historic Resource Review Application

Dear Denny,

This office represents the North Clackamas School District. This letter has been prepared in order to request an amendment to the City's Comprehensive Plan Map and Zoning Map to delete the Milwaukie High School from the City's Inventory of Historic Resources. In 2016, the District passed a Bond Measure to allow for the funding of new facilities and infrastructure throughout the District. The replacement and modernization of Milwaukie High School was included among the list of bond-funded projects and the removal of the existing main building on campus from the City's Historic Resource Inventory is the first step towards the construction of a new high school.

The Applicant has prepared the attached materials to formally request an Historic Resource Review to delete the property from the City's Inventory, and a Comprehensive Plan Map Amendment and Zoning Map Amendment. Within this document, the Applicant has identified and addressed the applicable approval criteria related to this request.

Please feel free to give me a call if you have any questions or need any additional clarification.

Sincerely,



Andrew Tull
Principal Planner
3J Consulting, Inc.



GENERAL INFORMATION

Applicant:

North Clackamas School District

12451 SE Fuller Road
Milwaukie, OR 97222
Contact: David Hobbs
Capital Projects Manager

Program Manager:

Heery International

Two Centerpointe Drive, Suite 250
Lake Oswego, OR 97035
Contact: Steve Nicholas
Phone: 503-431-6180
Email: snichola@heery.com

Architect:

Dull Olson Weekes-IBI Group Architects, Inc.

907 SW Stark Street
Portland, OR 97205
Contact: Matt Jacoby
Phone: 503-226-6950
Email: matt.jacoby@ibigroup.com

Planning Consultant:

3J Consulting, Inc.

5075 SW Griffith Drive, Suite 150
Beaverton, OR 97005
Contact: Andrew Tull
Phone: 503-545-1907
Email: andrew.tull@3j-consulting.com

SITE INFORMATION

Parcel Number:

11E36BC 5600

Address:

11200 SE 23rd Avenue

Size:

14.7 acres

Zoning Designation:

R-2 and R-1-B

Existing Use:

Milwaukie High School

Street Functional

SE Washington Street is classified as a collector. SE 23rd Avenue, SE Willard Street and SE 25th Avenue are classified as local roads.

Classifications:

Surrounding Zoning:

The properties to the south and east are zoned R-2. The properties to the west are zoned R-1-B and DMU. The properties to the north are zoned R-1-B and R-2.

APPLICANT'S REQUEST

The North Clackamas School District is proposing to construct a new high school on the existing Milwaukie High School Campus and seeks approval of an application for an Historic Resource Review to allow for the deletion of Milwaukie High School from the City's Historic Resource Inventory. This narrative has been prepared to describe the proposed development and to document compliance with the relevant sections of Milwaukie's Development Code.

SITE DESCRIPTION/SURROUNDING LAND USE

Milwaukie High School is located at 11300 SE 23rd Avenue within the City of Milwaukie. The site consists of one tax lot, 1S1E36BC 5600, which is traversed by SE Willard Road. The site is approximately 14.7 acres and is primarily zoned R-2, with a small portion of the site west of 23rd Avenue zoned R-1-B. The existing school consists of a primary academic and administrative building, with several connecting additions made to the campus over the years.

STATE HISTORIC PRESERVATION OFFICE PROCESS

Because the North Clackamas School District is a public agency, it is required to consult with the State Historic Preservation Office (SHPO) regarding the site's historic structures. The District is currently working towards a Memorandum of Agreement with the SHPO which will eventually implement several mitigation measures to be undertaken by the NCSD. The latest correspondence from the State indicates that mitigation will mostly likely need to include the following measures:

- State-level documentation including exterior and interior digital photography prior to demolition;
- Physical history and interpretation including interpretive displays and information to be located on campus;
- Digital research and interpretation including historic background and research materials available online; and
- Artifacts which will be salvaged and re-purposed from the old academic building.

The District is amenable to the points requested by the Historic Preservation Office and intends to continue working with the State to reach an agreement.

CHAPTER 19.400 OVERLAY ZONES AND SPECIAL AREAS

19.403 HISTORIC PRESERVATION OVERLAY ZONE HP

19.403.1 Purpose

The intent and purpose of this section is to promote the general welfare by providing for the identification, protection, enhancement, perpetuation, and use of sites, structures, districts, objects, and buildings within the City that reflect the City's unique architectural, archaeological, and historical heritage, and to facilitate preservation of such properties in order to:

- A. Safeguard the City's heritage as embodied and reflected in such resources;**
- B. Encourage public knowledge, understanding, and appreciation of the City's history and culture;**
- C. Foster community and neighborhood pride and sense of identity based on recognition and use of cultural resources;**



- D. Promote the enjoyment and use of cultural resources appropriate for the education and recreation of the people of the City;**
- E. Preserve diverse and significant architectural styles reflecting phases of the City's history, and encourage complementary design and construction relative to cultural resources;**
- F. Enhance property value and increase economic and financial benefits to the City and its residents;**
- G. Identify and resolve conflicts between the preservation of cultural resources and alternative land uses;**
- H. Integrate the management of cultural resources and relevant data into public and private land management and development processes; and**
- I. Implement the goals and policies of the Comprehensive Plan.**

19.403.2 Applicability

- A. Section 19.403 shall apply to all historic resources within the City as identified in the Historic Resources Element of the Comprehensive Plan.**
- B. An historic resource may be designated HP on the Zoning Map and placed on the City historic and cultural resources inventory following the procedures of Subsection 19.403.4 of this section.**

Applicant's Facts and Findings: The City's Historic Resource Overlay applies to this site as the City's Comprehensive Plan lists the Milwaukie High School as a Significant Resource within the City's Historic Inventory under Appendix 1, also shown on Map 4.

19.403.4 Process for Designation or Deletion of a Landmark

- A. Application Request**
The owner of record, contract purchaser, or an agent of any of the foregoing, of property within the City may make application for resource designation or deletion. The application shall be in such form and detail as the Planning Director prescribes and processed per Section 19.1007 Type IV Review. The application shall be submitted to the Planning Director. The Planning Commission or the City Council may also initiate such proceedings on their own motion.
- B. Planning Commission**
The Commission shall conduct a public hearing to evaluate the request. The Commission shall enter findings and make a written recommendation to the City Council.
- C. City Council**
The City Council shall conduct a public hearing to consider the recommendation of the Planning Commission on the request and shall either approve, approve with conditions, or deny the request.

Applicant's Facts The Applicant has proposed to amend the City's Comprehensive Plan by

and Findings: removing the Milwaukie High School from the City's Historical Resource Inventory. The process for review of this application will include a review by the Planning Commission, resulting in a recommendation to the City Council. The Council will render a final decision on the combined application.

There are no approval criteria associated with a request to delist a Resource from the City's Inventory. The Applicant has addressed the City's Comprehensive Plan and Map Amendment criteria as a concurrent Amendment to the Comprehensive Plan has been requested. In the absence of criteria for approval, the City can approve the Applicant's request for delisting upon receipt of a formal request.

19.403.7 Demolition

A. Notification of Demolition Request

If an application is made for a building permit to demolish all or part of a designated cultural resource, to the extent that the historic designation is affected, the building official shall, within 7 days of the receipt of an application, transmit a copy of the application to the Commission. This review applies to all resources determined to be "significant" or "contributing" on the inventory. Resources determined to be "unrankable" shall first complete the process referred to in Subsection 19.403.4.

Applicant's Facts and Findings: The Applicant has proposed to remove the Milwaukie High School from the City's Historical Resource inventory and to delete the resource from the City's Comprehensive Plan Map. No formal request for a demolition permit has been submitted at this time. As a demolition permit has not been requested, the provisions of this section do not apply to this application.

Despite the fact that an application for demolition has not been filed, the Applicant has followed many of the provisions listed within this section which would require an owner's action in recognition of the fact that the Milwaukie High School is listed as an Historic Resource within the City. The following comments detail the steps which the District has undertaken to provide notice to the public of the planned demolition and replacement of the Milwaukie High School's main building.

B. Property Owner Action

For a period of not less than 30 days prior to the public hearing the property owner shall do as follows:

- 1. List the property for sale with a real estate agent for a period not less than 90 days with the intent of selling or relocating the resource intact. Such real estate agent shall advertise the property in local and state newspapers of general circulation in the area. This listing requirement can be reduced if the Commission approves the demolition request;**

Applicant's Facts The Milwaukie High School Building was listed for sale. The advertisement

and Findings: was also listed on the State's Oregon Procurement Information Network – ORPIN, and in the Clackamas Review from July through August. No responses to the advertisement of the property's removal were received by the district.

2. **Give public notice by posting a visible "For Sale" sign on the property which shall be in bold letters, no less than 6 in. in height, and shall read as a minimum: HISTORIC BUILDING FOR SALE—WILL BE DEMOLISHED UNLESS MOVED;**

Applicant's Facts and Findings: In July, the Applicant posted a For Sale sign on the property. The sign met all of the dimensional criteria listed within this section. No responses to the advertisement of the property's removal were received by the district.

3. **Prepare and make available any information related to the history and sales of the property to all individuals, organizations, and agencies who inquire.**

Applicant's Facts and Findings: The Applicant received no inquiries about the property during the public advertisement period.

C. Public Hearing Review

The Commission shall hold a public hearing within 45 days of application. The procedures shall be the same as those in Section 19.1006 Type III Review.

Applicant's Facts and Findings: The Applicant has applied for a Type V Application which seeks to amend the City's Comprehensive Plan by deleting an Historic Resource from the City's registry. As the Applicant has not yet applied to demolish the structure, the process for review of these applications will include a review by the Planning Commission which will result in a recommendation to the City Council. The Council will render a final decision on the Applications.

D. Review Criteria and Findings

In determining the appropriateness of the demolition, as proposed in an application for a building permit, the Commission shall consider the following:

1. **All plans, drawings and photographs as may be submitted by the applicant;**
2. **Information presented at a public hearing held concerning the proposed work;**
3. **The City Comprehensive Plan, including the economic, social, environmental and energy consequences;**
4. **The purpose as set forth in Subsection 19.403.1;**
5. **The criteria used, and findings and decisions made, in the original designation of the landmark or historic district in which the property under consideration is located;**
6. **The historical and architectural style, design, arrangement, materials, or its appurtenant fixtures; the relationship of such features to similar features of other**



- buildings within the district; and the position of the building or structure in relation to public rights-of-way and to other buildings and structures in the area;**
- 7. The effects of the proposed work upon the protection, enhancement, perpetuation, and use of the district which cause it to possess a special character or special historic or aesthetic interest or value;**
 - 8. Whether denial of the permit would involve substantial hardship to the applicant, and whether issuance of the permit would act to the substantial detriment of the public welfare and would be contrary to the intent and purposes of this title.**

Applicant's Facts and Findings: As described above, these criteria do not apply to this application because the Applicant has applied to delete a Historic Resource from the City's Inventory and not demolish a resource. Demolition of the structure will only occur after the request for delisting of the resource has been approved by the City.

Although these criteria do not apply, the Applicant has undertaken a long and thoughtful process to identify and evaluate options associated with the Milwaukie High School Building. The district has prepared several materials which demonstrate that the decision to request deletion of one of the Historic Resources from the Inventory and Comprehensive Plan Map has not been taken lightly. The following is a description of the District's process in arriving at the decision to demolish and replace the existing High School Building.

In November of 2016, the electorate passed a school bond to allow for district-wide construction, maintenance, and replacement of multiple facilities. The replacement or renovation of Milwaukie High School was listed as a high priority project. After passage of the bond, the District engaged DOWA-IBI Group to evaluate options associated with modernization of the existing building. The District also initiated a significant public outreach process which involved consultation and meetings with several recognized neighborhood associations, students, and the general public and discussed options for demolition, retention and replacement.

The District also engaged Peter Meier Architects (PMA), a professional architecture firm specializing in historic preservation and preservation planning to evaluate the potential for preservation of the existing building and to work with the State Historic Preservation Office (SHPO). PMA produced a SHPO Clearance Application which encapsulated the building's history and additions and which described the significant architectural features of the structure. The SHPO Clearance forms are located within Appendix D.

On June 27, the Applicant and the District met with members of the community at Milwaukie High School to discuss the plans for removal of the

existing building and to illustrate the conceptual plans for the new facilities. More than 400 mailed invitations were sent to neighbors residing within 400 feet of the property. Invitations were also mailed to members of the City's Planning Commission, Design and Landmarks Committee, and the City Council. At the June 27th meeting, the DOWA-IBI Group and the District presented the site's conceptual designs and discussed the project's timelines.

Although these criteria do not apply to this application, the Applicant has used these criteria as a guide in preparing to request the delisting of the resource from the City's inventory and the proposed Amendment to the Comprehensive Plan Map to remove the structure from the City's Historic Resource Inventory. The City can find that the Applicant has gone to great lengths to evaluate alternatives to delisting and to involve the public in the decision making process. Ultimately, the decision to demolish the existing Milwaukie High School building and to replace the structure with a new and modern high school will provide the best possible level of service to the District's students and the residents of Milwaukie.

The requirements of this section do not apply to this application; however, the District has followed these guidelines for demolition of an Historic Resource in recognition of building's status as a historic structure.

CHAPTER 19.900 LAND USE APPLICATIONS

19.902 AMENDMENTS TO MAPS AND ORDINANCES

19.902.1 Purpose

This section establishes the process for amending the City's Comprehensive Plan and land use regulations within the Milwaukie Municipal Code. The approval process related to Comprehensive Plan amendments is intended to ensure compliance with State laws and administrative rules, including the 19 Statewide Planning Goals and the Metro Urban Growth Management Functional Plan, Chapter 3.07, Title III of the Metro Code. The approval process related to land use amendments is intended to ensure compliance with the Comprehensive Plan.

The goals and policies of the Comprehensive Plan are implemented, in part, through the land use regulations of the Milwaukie Municipal Code. The sections of the Municipal Code that most directly relate to implementation of the Comprehensive Plan are Title 14 Signs, Title 17 Land Division, and Title 19 Zoning.

19.902.2 Applicability

The requirements of Section 19.902 apply to the amendments described below.

- A. Amendments to add, modify, or delete the text of the Milwaukie Comprehensive Plan or its ancillary documents.
- B. Amendments to add, modify, or delete the text of Titles 14, 17, and 19 of the Milwaukie Municipal Code, or any other portion of the Milwaukie Municipal Code that constitutes a land use regulation per ORS 197.015.

- C. Amendments to change the maps of the Milwaukie Comprehensive Plan, including maps within ancillary documents. Changes to these maps resulting from actions taken by Section 19.1104 Expedited Process are exempt from the requirements of Section 19.902.**
- D. Amendments to change the “Zoning Map of Milwaukie, Oregon,” which is the map established by Subsection 19.107.2. Changes to this map resulting from actions taken by Section 19.1104 Expedited Process are exempt from the requirements of Section 19.902.**

Applicant’s Facts and Findings: Milwaukie High School is listed as a significant property within the City’s Comprehensive Plan Appendix 1 - Historic Resources Property List, as well as Map 4 of the Comprehensive Plan. The Applicant has requested removal of the High School from the City’s Resource List and Map 4. The provisions of this section apply to the project because the Applicant has proposed a amendments to the City’s Comprehensive Plan Appendices.

19.902.3 Comprehensive Plan Text Amendments

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

A. Approval Criteria

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.**

Applicant’s Facts and Findings: The City’s Comprehensive Plan addresses schools in the City’s Recreation and Intergovernmental Cooperation Objectives. The Plan mentions the need to support work with other governmental agencies towards the provision of publicly useable open spaces. The document references the fact that Milwaukie’s schools play an important role in providing open space within the community. The proposed relocation of a main building for a new high school on the grounds of the old school are consistent with the City’s Comprehensive Plan.

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

Applicant’s Facts and Findings: North Clackamas School District is pleased to be able to provide education for Milwaukie’s high school students near the center of Milwaukie’s downtown. Having students embedded near the urban center helps to ensure that students, parents, and administrators are integrated within the community. The proposed amendment enables improvements to the existing High School’s campus which are certainly in the best interest of the

public.

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

Applicant's Facts and Findings: Prior to the replacement of an Historic Resource, an applicant must apply to delist the property from the City's Inventory. As alteration of the resource is required in order to continue the provision of services within the community, the public need is satisfied by the proposed amendment.

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

Applicant's Facts and Findings: Metro's Urban Growth Management Functional Plan calls for institutional uses, including schools, to be located within Centers, Corridors, Station Communities and Main Streets (3.07.640.b.2). The proposed amendment allows for the redevelopment of a site located within the Town Center and adjacent to a MAX Light Rail Station. The proposed amendment is consistent with Metro's Functional Plan.

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

Applicant's Facts and Findings: The Oregon Statewide Planning Goals define schools as one of a series of Key Facilities which are primarily planned for by local governments. Key Facilities are described as being essential to the support of more intensive development. The Transportation Planning Rule (TPR) requires any property owner proposing a Comprehensive Plan Amendment or Zoning Map Amendment to assess whether the amendment will have a significant impact on the surrounding transportation network. As this Comprehensive Plan Map Amendment and Zoning Map Amendment application does not include a change of use, the reasonable worst case trip generation on the site has not changed and, therefore, the proposal is compliant with the TPR.

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. The City Attorney shall have the authority to determine the appropriate review process for each Comprehensive Plan map amendment. The City Attorney's review process determination is not a land use decision per ORS 197.015 and is not subject to appeal.

Generally, Comprehensive Plan map amendments that involve 5 or more properties or encompass more than 2 acres of land are legislative in 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.

Applicant's Facts and Findings: The Applicant acknowledges the Type V process requirement.

B. Approval Criteria

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

Applicant's Facts and Findings: The Applicant has addressed the approval criteria in Subsection 19.902.3.B as it relates to the proposed Comprehensive Plan Map Amendment.

19.902.6 Zoning Map Amendments

Changes to the Zoning Map of Milwaukie, Oregon, shall be called Zoning Map amendments.

A. Review Process

Applicant's Facts and Findings: The Applicant acknowledges the Type V process requirement.

B. Approval Criteria

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

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

Applicant's Facts and Findings: The proposed Zoning Map Amendment is necessary to allow for the deletion of a historic resource from the City's Inventory to provide for a modernized high school. The overall use of the site will remain the same, therefore the use is compatible with the surrounding area.

The requirements of this section have been met.

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

Applicant's Facts and Findings: In November of 2016, the electorate passed a school bond to allow for district-wide construction, maintenance, and replacement of multiple facilities. The replacement or renovation of Milwaukie High School was listed as a high priority project. The proposed amendment is necessary to

allow for the deletion of a Historic Resource from the City's Inventory to construct a modernized high school, a need demonstrated by the electorate.

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

Applicant's Facts and Findings: A suitable alternative area is not applicable in a deletion of a historic resource from the City's Inventory, as the historic resource overlay zone is used selectively for specific structures.

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

Applicant's Facts and Findings: The existing high school has adequate public transportation facilities, public utilities, and services to support the school. The use of the site will remain the same, therefore adequate facilities exist to serve the new school.

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

Applicant's Facts and Findings: The proposed deletion of a historic structure from the City's inventory will not impact the existing transportation system.

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

Applicant's Facts and Findings: The City's Comprehensive Plan addresses schools in the City's Recreation and Intergovernmental Cooperation Objectives. The Plan mentions the need to support work with other governmental agencies towards the provision of publicly useable open spaces. The document references the fact that Milwaukie's schools play an important role in providing open space within the community. The proposed relocation of a main building for a new high school on the grounds of the old school are consistent with the City's Comprehensive Plan.

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

Applicant's Facts and Findings: Metro's Urban Growth Management Functional Plan calls for institutional uses, including schools, to be located within Centers, Corridors, Station Communities and Main Streets (3.07.640.b.2). The proposed amendment allows for the redevelopment of a site located within the Town Center and

adjacent to a MAX Light Rail Station. The proposed amendment is consistent with Metro's Functional Plan.

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

Applicant's Facts and Findings: The Oregon Statewide Planning Goals define schools as one of a series of Key Facilities which are primarily planned for by local governments. Key Facilities are described as being essential to the support of more intensive development. The Transportation Planning Rule (TPR) requires any property owner proposing a Comprehensive Plan Amendment or Zoning Map Amendment to assess whether the amendment will have a significant impact on the surrounding transportation network. As this Comprehensive Plan Amendment and Zoning Map Amendment application does not include a change of use, the reasonable worst case trip generation on the site has not changed and, therefore, the proposal is compliant with the TPR.

SUMMARY AND CONCLUSION

Based upon the materials submitted herein, the Applicant respectfully requests approval from the City Council of this Application for the deletion of Milwaukie High School from the City's Comprehensive Plan Inventory of Historic Resources. We trust that the materials submitted herewith document that the applicant has satisfied the burden of proof in illustrating that the City's standards and codes either have been met or can be met through conditions of approval.

OREGON SHPO CLEARANCE FORM

Determination of Eligibility

Do not use this form for ODOT or Federal Highway projects or to record archaeological sites

This form is for: federal cultural resource reviews (Section 106); state cultural resource reviews (ORS 358.653)					
SECTION 1: PROPERTY INFORMATION				SHPO Case Number:	
Property Name: Milwaukie High School					
Street Address: 11300 SE 23 rd Avenue					
City: Milwaukie			County: Clackamas County		
Agency Project #			Project Name: Milwaukie High School Modernization		
If there is not a street address, include the Township, Range, and Section, cross streets, or other address description					
Owner:	☐ Private	☐ Local Gov	☐ State Gov	☐ Federal Gov	☒ Other: School District
Are there one or more buildings or structures? ☒ YES ☐ NO – If no, skip to Section 2 and append photo(s)					
Is the property listed in the National Register of Historic Places? ☐ YES – Individually ☐ YES – In a district ☒ NO					
Original Construction date: 1925 ☐ Check box if date is estimated					
Siding Type(s) and Material(s): painted concrete stucco			Window Type(s) and Material(s): aluminum double-hung & fixed		
Has the property been physically altered? ☐ No Alterations ☐ Few Alterations ☒ Major / Many Alterations					
SECTION 2: APPLICANT DETERMINATION OF ELIGIBILITY - Check the appropriate box					
<i>The purpose of this review is to avoid impacts to properties that are "eligible" (historic) or already listed in the National Register of Historic Places. Fully establishing historic significance can be very costly and time consuming. Therefore initial evaluations are based on age (50 years or greater) and integrity (historic appearance), which are the minimum qualifications for listing in the National Register. Additional documentation may be needed further in the process, but typically initial evaluations allow the review process to proceed expeditiously.</i>					
☒ The property is considered Eligible at this time because it is already listed in the National Register or • is at least 50 years old and retains its historic integrity (minimal alterations to key features) • has potential significance (architectural or historical)					
☐ The property is considered Not Eligible at this time because it: • is less than 50 years old or is 50 years or older but there have been major alterations to key features • is known to have no significance, based on National Register-level documentation and evaluation					
SECTION 3: APPLICANT DETERMINATION OF EFFECT - Check the appropriate box					
☐ The project has NO EFFECT on historic properties, either because there is no eligible property involved or because the property will not be impacted physically or visually.					
☐ The project will have a minor impact on a property that is eligible or already listed in the National Register, and therefore there is NO ADVERSE EFFECT . Minor impacts include replacement of some, but not all, siding, doors, or windows, etc.					
☐ The project will have a major impact on a property that is eligible or already listed in the National Register, therefore there is an ADVERSE EFFECT . Major impacts include full or partial demolition, complete residing, full window replacement, etc.					
STATE HISTORIC PRESERVATION OFFICE COMMENTS – Official use only					
Eligibility: ☐ Concur with the eligibility determination above. ☐ Do not concur with the eligibility determination above.					
Effect: Signed: _____ Date: _____					
				RLS	
				ILS	
CONTACT INFORMATION STAMP Comments:					

OREGON SHPO CLEARANCE FORM

Determination of Eligibility

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SECTION 4: PREVIOUS ALTERATIONS TO THE BUILDING OR STRUCTURE

Only complete this section for buildings that are 50 years old or older. Describe any alterations that have already occurred to the building, such as material replacement, including siding, windows, and doors; any additions, including garages; and any removal or addition of architectural details, such as brackets, columns, and trim. Provide estimated dates for the work. Attach additional pages as necessary.

Please see continuation sheets for Section 4 (page 10).

SECTION 5: PROJECT DESCRIPTION

Describe what work is proposed, including what materials will be used and how they will be installed. Specifically identify what historic materials will be retained, restored, replaced, or covered. Include drawings, photos, cut sheets (product descriptions), additional sheets, and other materials as necessary. For vacant lots, please describe the intended use.

Section 5 to be added in Findings of Effect phase.

SECTION 6: FUNDING SOURCE

☐ ARRA ☐ FCC ☐ FERC ☐ HUD ☐ ODOE ☐ USDARD ☐ USFS
☐ Other: _____

SECTION 7: AGENCY CONTACT INFORMATION

Name of Organization Submitting the Project: North Clackamas School District

Project Contact Name and Title: Matthew Utterback, Superintendent

Street Address, City, Zip: 12400 SE Freeman Way, Milwaukie, OR 97222

Phone: _____ Email: _____

Date of Submission: _____

SECTION 8: ATTACHMENTS

REQUIRED

☐ 3 – 4, color, 4 x 5 photographs of the subject property, digital or print.
One photo is sufficient for vacant property

AS NEEDED

Contact SHPO staff with questions

☐ Project area map, for projects including more than one tax lot

☐ Additional drawings, reports, or other relevant materials

☐ Continuation sheet for sections 4 or 5, or additional context to determine National Register Eligibility.

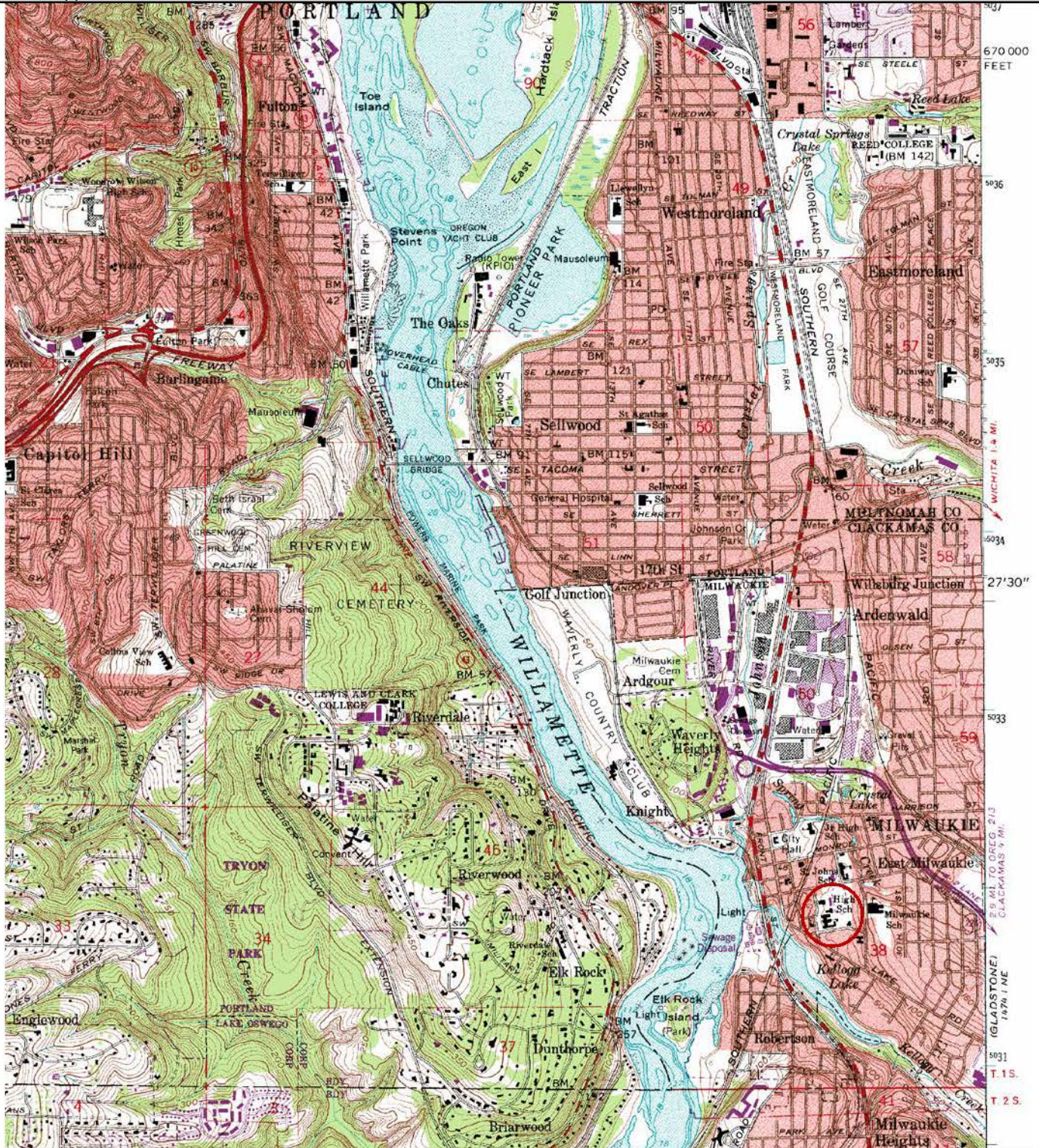
SHPO Mailing Address: Review and Compliance, Oregon SHPO, 725 Summer St. NE, Suite C, Salem, OR 97301
Documents meeting all aspects of the digital submission policy may be submitted by email to
ORSHPO.Clearance@oregon.gov

OREGON SHPO CLEARANCE FORM CONTINUATION SHEET

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CONTINUATION SHEET

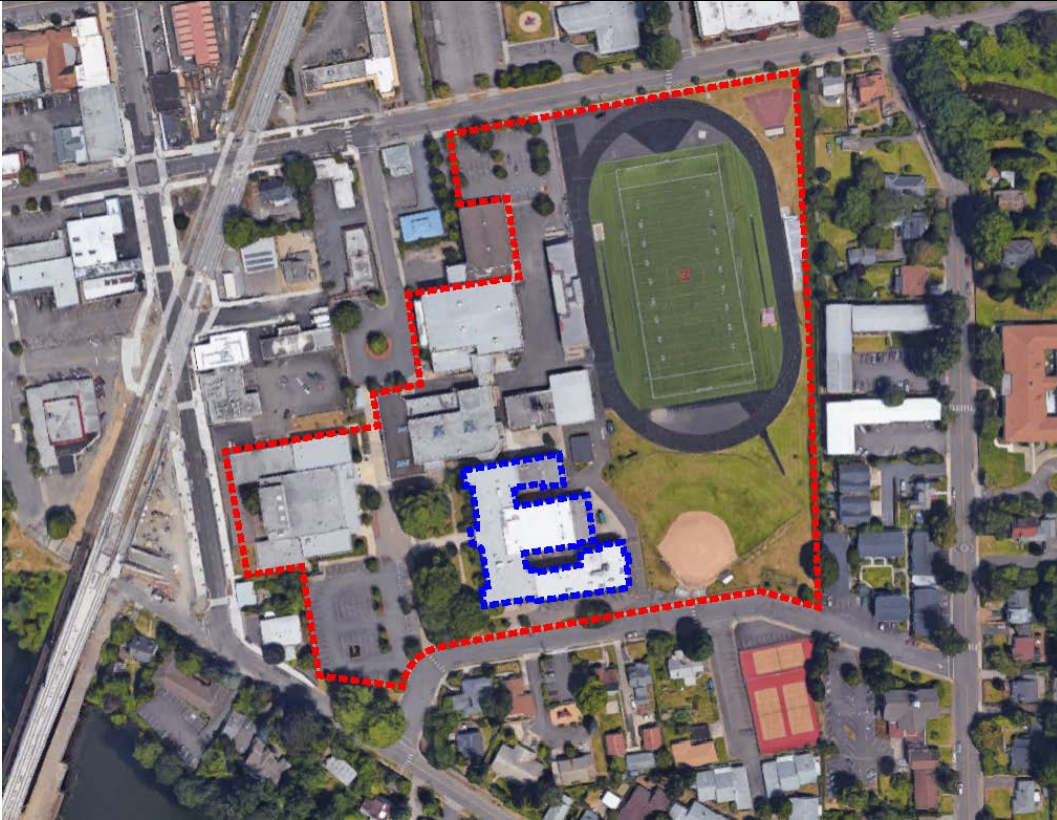
- Include additional documentation for Section 4 or 5 as necessary. Attach maps, drawings, and reports as needed to illustrate current conditions and the planned project. If submitting this form by email, photos and maps may be inserted into continuation sheets.
- If completing a complete Determination of Eligibility (DOE) or Finding of Effect (FOE), use continuation sheets as necessary or include appendixes.



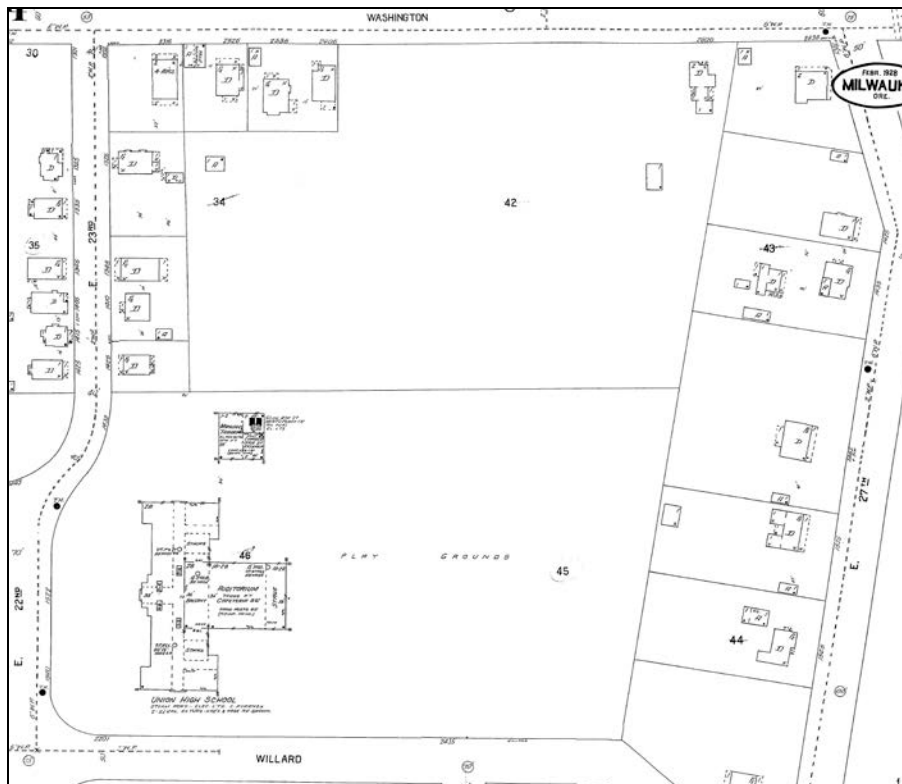
View 1: USGS Map; "Lake Oswego" quadrangle. Site is circled in red.

OREGON SHPO CLEARANCE FORM CONTINUATION SHEET

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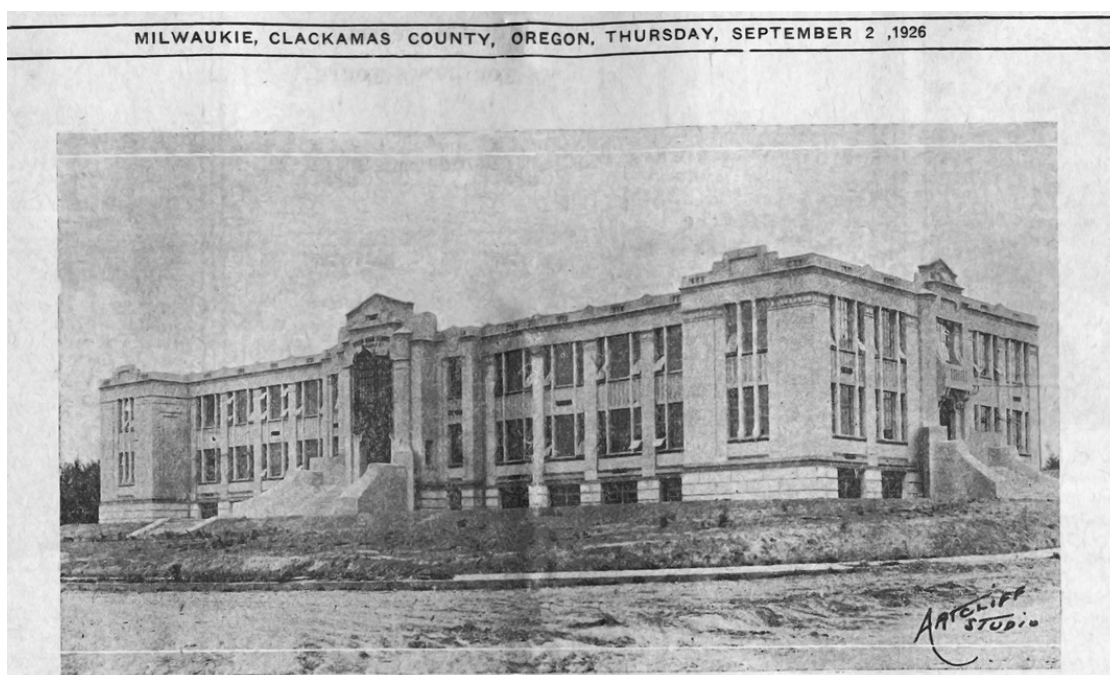
View 2: Site map diagram of Milwaukie High School taken from *Google Maps*. The school's approximate property line is in red. The main academic building is outlined in blue.



View 3: Sanborn Map of Milwaukie Union High School, 1928

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View 4: 1926 photo of Milwaukie Union High School, taken from the front page of *The Milwaukie Review*.



View 5: Front entry of Milwaukie Union High School (left: c1940, North Clackamas School District; right: 1956, *Oregon Historical Society* archives)

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View 6: 1965 view of Milwaukie Union High School, *Oregon Historical Society* archives



View 7: A photograph looking east at the current Milwaukie High School's main façade

OREGON SHPO CLEARANCE FORM CONTINUATION SHEET

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View 8: The southern façade of the Commons Building that includes Administration offices and guidance services.



View 9: A portion of the southern façade of the gymnasium, the oldest section of this building.

OREGON SHPO CLEARANCE FORM

CONTINUATION SHEET

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View 10: At left: looking up at the south side of the paired chimneys at the Arts & Crafts/ boiler building. At right: The eastern façade of the J.C. Lillie Auditorium.

IDENTIFICATION AND DESCRIPTION OF THE HISTORIC RESOURCE:

Description:

The existing campus is 14.65 acres and is located in Young's Addition in SE Milwaukie, Oregon. Originally, 6 ½ acres were purchased on Young's Addition, Milwaukie. The high school takes up about 3 to 4 traditional city-blocks east to west and approximately 3 blocks north to south, although the campus itself has never had a traditional city grid. There is an area of residential houses on the eastern side of campus that fills the rest of the block and fronts SE 27th Avenue.

The campus lies at a close proximity to the northern end of Kellogg Creek where the creek flows into the Willamette River. The Milwaukie/Main St. MAX Station for the Orange Line is located directly west of campus on the other side of SE 21st Avenue, and the line runs northbound along the west side of campus. SE Washington Street and SE Willard Street serve as the campus' northern and southern boundaries as they run parallel to each other, and SE 21st Avenue marks the campus' western boundary. SE 23rd Avenue—a street that was vacated in 1985 through the approval of a conditional-use permit by the City—runs south to north along the west edge of the Commons building. It ends abruptly at the northern face of the Commons building and then begins again on the southern side of campus.

As it currently stands, the main academic building of the high school is three stories in height and faces west toward the J.C. Lillie Auditorium and Performing Arts Building. It is located on the southern side of campus with the auditorium to its northwest corner, the Commons and Arts & Crafts buildings to its north, and the athletic fields to its east. The gymnasium sits on the northern side of the Commons and Arts & Crafts/ boiler building. The band building was replaced

OREGON SHPO CLEARANCE FORM

CONTINUATION SHEET

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by a concrete block storage shed, and the Student Health and Wellness Center is at the southeastern corner of the Arts & Crafts/ boiler building. Please refer to *Views 7-10*.

Behind the front façade of the main building, there are three wings that extend laterally to the east. The front section of the building contains labs, classrooms, teacher resource rooms, the main entry and lobby space, and a production room on the first floor. Its second level contains more classrooms and offices, and another computer lab. The third level contains more classrooms and teacher resource rooms. The North Wing of the main building contains a game room and student resource center on the first floor, computer labs on the second floor, and a combined total of four classrooms split between the second and third floors. The central wing of the main building contains classrooms, an auxiliary space, and custodial rooms on the first floor. The second floor contains the library's media center and small classrooms, and is double-height as the central wing does not contain a third level. The south wing contains classrooms on the first and second floors, and specialized science classrooms on the third floor.

Significance:

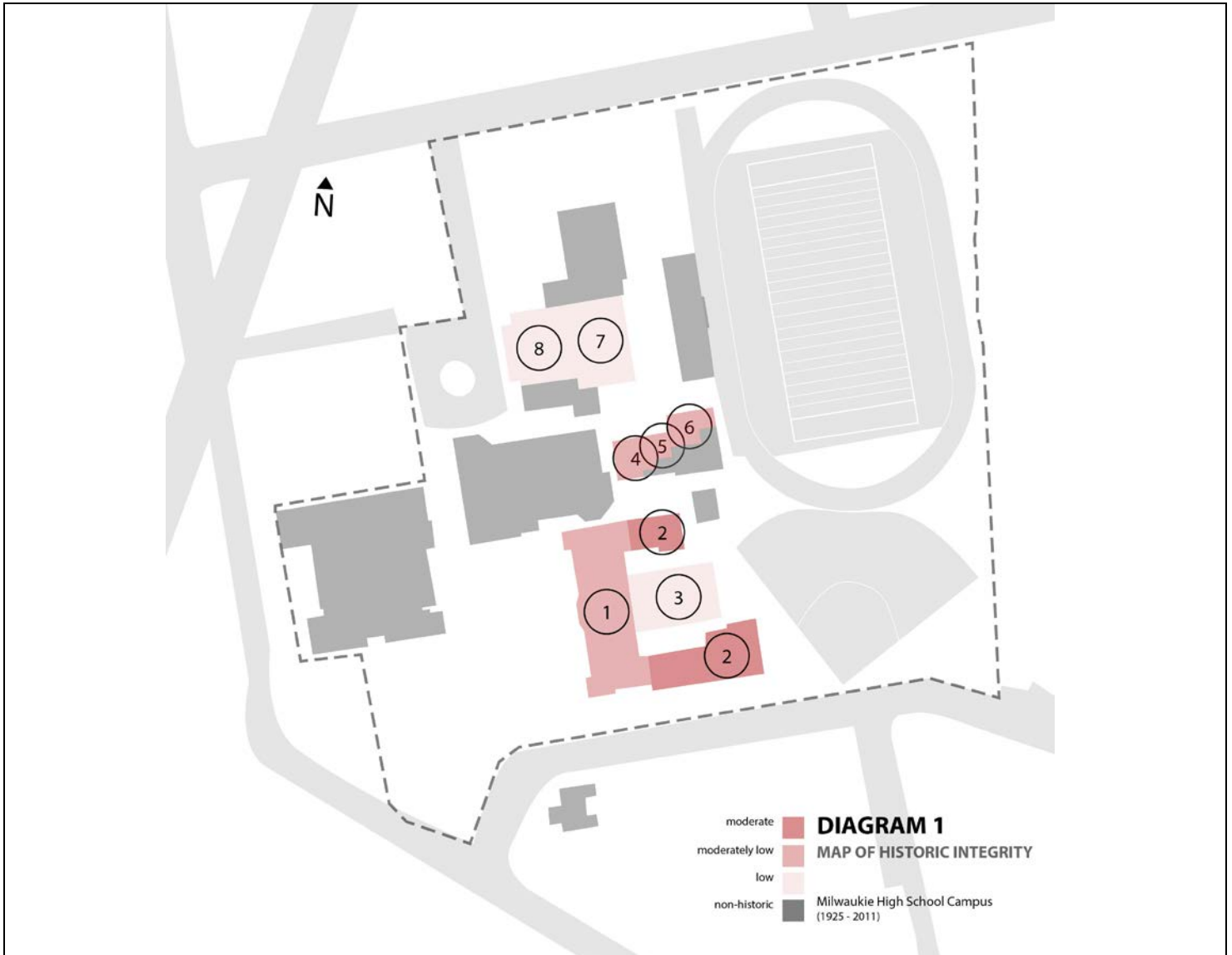
Milwaukie High School is listed in the city of Milwaukie's Historic Resource Inventory as a "significant property." The school was inventoried in 1983, but has undergone additional changes since that time. The primary building and the original boiler room building still retain sufficient integrity to be potentially eligible for the National Register under criterion C, for their architectural merit. The gymnasium building, though originally constructed in 1938, has been so enlarged, encased, and altered as to be ineligible for historic listing. Other buildings on the campus were constructed less than 50 years ago and are therefore not considered historic (as of 2017). One of these newer structures does affect the setting and integrity of the primary building; the 1993 commons addition. This large new building volume was added at the northwest corner of the primary building, cutting off SE 23rd Avenue and creating a confusing campus layout which hides the original high school building from the major streets on the north.

The 1925 primary building's west-facing volume with central main entry retains much of its original exterior features and materials. The front entry bay was remodeled several times; most significantly in 1958 and in 2000. See *Views 5 and 7*. Despite these changes, this front "bar" volume has its original pattern of openings and decorative features in the Art Deco style. The interior retains its general central corridor layout with classrooms and primary stairs. In 2000, windows were all replaced from the original steel multi-pane windows of varying operation (fixed, hopper, casement) to aluminum windows with insulating glass and applied multi-pane divisions. Some windows may have been replaced prior to that date as well. In most cases, the drawings show a new aluminum frame encasing the original steel frame. The original auditorium volume in the center was radically altered in 1971 to become a media center. None of the interior is identifiable as the original stage & proscenium, raked seating and balcony, or other features. The 1938 north wing retains its original interior layout for the most part. The 1949 south wing also retains its original corridor layout, though the classrooms have been enlarged into what was initially corridor (2000).

The Arts & Crafts/ boiler building has been enlarged and altered significantly, but still retains original features such as the decorative chimney. The earliest, 1925 portion of the building is the square volume furthest to the west, which originally had only one chimney (see *View 2, Sanborn map*). The 1949 addition was larger than the original volume, and T-shaped in footprint. It added a second chimney attached to the first, which matches the first but lacks some of the finest-scale decorative embellishment. The Arts & Crafts/ boiler building has only fair integrity overall, but could be considered a contributing outbuilding to the primary school building.

OREGON SHPO CLEARANCE FORM CONTINUATION SHEET

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View: Diagram of Historical Integrity illustrating major reconstructions (vs minor renovations)

Diagram notes: 1: Exterior façades maintain good to fair integrity. Interior has good integrity. 2: Wings have good exterior and interior integrity. 3: Central volume has fair integrity at exterior; poor integrity at interior. 4/5/6: Exteriors of Arts & Crafts/ boiler building have good to fair integrity, depending on the location and level of change. Interiors have fair integrity. The Health and Wellness Center area is contemporary. 7/8: Despite two facades of the gym having good integrity and the interior of this original volume (7) having fair integrity, it has been overwhelmed by the large additions surrounding it.

History and Context:

Milwaukie High School is one of only two schools listed on the city's Historic Resource Inventory, and it is more than a decade older than the other, the 1937 Milwaukie Junior High Waldorf School. However, secondary education was in existence in Milwaukie long before the 1925 construction of the Milwaukie Union High School building. In 1907, classes were offered for the first time in a building located where the present Milwaukie City Hall stands. When the population of students had increased to 40 a few years later, the high school was accredited and students no longer had to travel to Oregon City or to Lincoln High School in Portland to earn a high school diploma. The first graduating class of the Milwaukie school held commencement on May 22, 1914.

OREGON SHPO CLEARANCE FORM

CONTINUATION SHEET

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By 1924, 976 students were split between the two school districts, Ardenwald and Milwaukie in school district no. 1, and there was a growing demand to build a fireproof, modern high school building in Milwaukie. The district spent \$12,000 on 6 ½ acres in Young's Addition in Milwaukie to build the new Union High School building in 1925.

Francis Marion Stokes, a prominent architect who designed many school buildings around the state, designed the new school. Stokes had attended the Oregon Agricultural College in Corvallis, Oregon, after which he took over his father's company Stokes & Zeller Co. in 1915. Although Richard Zeller appears to have left the firm in 1922, Stokes continued to practice under the same business title until 1937 when he began to practice under his own name. It was in this period of solo practice that Stokes designed the original Milwaukie Union High School along with the school's first renovation in 1927 and the addition of the original gymnasium in 1938. After the end of World War II in 1945, F.M. Stokes partnered with Frederick Stanley Allyn to create the firm Stokes & Allyn, which continued until Allyn's retirement in 1958. Together, Stokes & Allyn designed many school buildings, including the addition of the South Wing to the main building at Milwaukie Union High School and the large addition to the school's boiler room building in 1949.

Many other architects have contributed designs to the development of Milwaukie High School since its original construction. In 1941, the architect Walter E. Kelly designed the Vocational Agricultural Building that was located northeast of the main academic building. In 1953, Richard Wilhelm Sundeleaf designed the first addition to the existing gymnasium as well as the remodels to the older portion of the gymnasium and a remodel of the boiler building to create a shop space. Five years later, the firm Freeman, Hayslip, Tuft, & Hewlett continued the expansion of Milwaukie High School by designing a major renovation of the main academic building and renovating the boiler building again to create the Arts & Crafts use within the boiler building. This firm also designed the addition of the vocal room to the main building and converted the Vocational Agricultural Building into a band building in this expansion project. Many of these architects had been known for their specialization in school design throughout the state of Oregon.

SECTION 4

Exterior Alterations:

The Milwaukie Union High School primary building was constructed in 1925 in an Art Deco design by the architect Francis Marion Stokes. Since 1925, the main building has undergone many additions and alterations, and the campus has expanded to include four more major buildings. These four buildings are the J.C. Lillie Auditorium, the gymnasium, the Commons building, and the Arts & Crafts/ boiler building that includes the Student Health and Wellness Center.

The original campus footprint consisted of the main building, a manual training room and boiler building, and an "athletic field" with minimal landscaping. In 1927, F.M. Stokes completed a preliminary design for a future gymnasium on the eastern side of the main building, but the first portion of the gymnasium was ultimately built in 1938 north of the boiler room in a style similar to that of the main building. That same year, the North Wing was added to the main building. In 1941, the Vocational Agricultural Building was built northeast of the main building. For the next eight years, the site plan remained static with minor alterations, potentially due to the lack of student population growth in the years leading up to World War II. In 1949, a South Wing was added to the main building to accommodate an influx of students. In 1953, a western addition to the gymnasium was constructed that doubled the existing building in size; it included new classrooms, relocated locker rooms and dry areas, and a wrestling room. The older half of the gym underwent a major renovation that included the addition of a tumbling room and the implementation of a new riser seat system. Furthermore, the old boiler room was converted into a shop building with boilers. In 1958, the main building underwent a second major renovation, comprising of the addition of a choir or "vocal" room to the eastern side of the building's central wing. Additionally, the Arts & Crafts/ boiler building continued its transformation with the addition of an arts and crafts classroom, and the Vocational Agricultural Building was converted into a band building.

In 1971, a new auditorium was built in a more modern architectural style with a smaller freestanding Business Education building adjacent to its southeastern corner. The main building underwent many minor interior alterations, the vocal room

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was converted into the library administration offices, the old auditorium became a library resource center and reading room, and a smaller administration building came into use southwest of the main building on the other side of Willard Street. A softball field was developed where the original tennis court used to be, and a new grandstand structure was built immediately west of the football field. In 1981, a new electrical lighting system was installed in the football field. The main building underwent reroofing in 1985. In 1993, a new Commons building was built west of the Arts and Crafts/ boiler building. In 2000, the second addition to the gymnasium was built on the north side of the existing building. The gymnasium was now three times larger than it had been when it was originally built. In 2008, the original auditorium was expanded to become the J.C. Lillie Auditorium and Performing Arts Building. Both the band room and drama room were remodeled and additions included a new black box theater, a lobby on the eastern entrance, a new art department, and a dance studio. Sometime after this point, it is assumed that the band building was replaced by an equipment storage shed for the football field. In 2011, the Arts & Crafts/ boiler building was renovated to include the Student Health and Wellness Center in the southeastern portion of the building, completing the site plan of the current campus footprint.

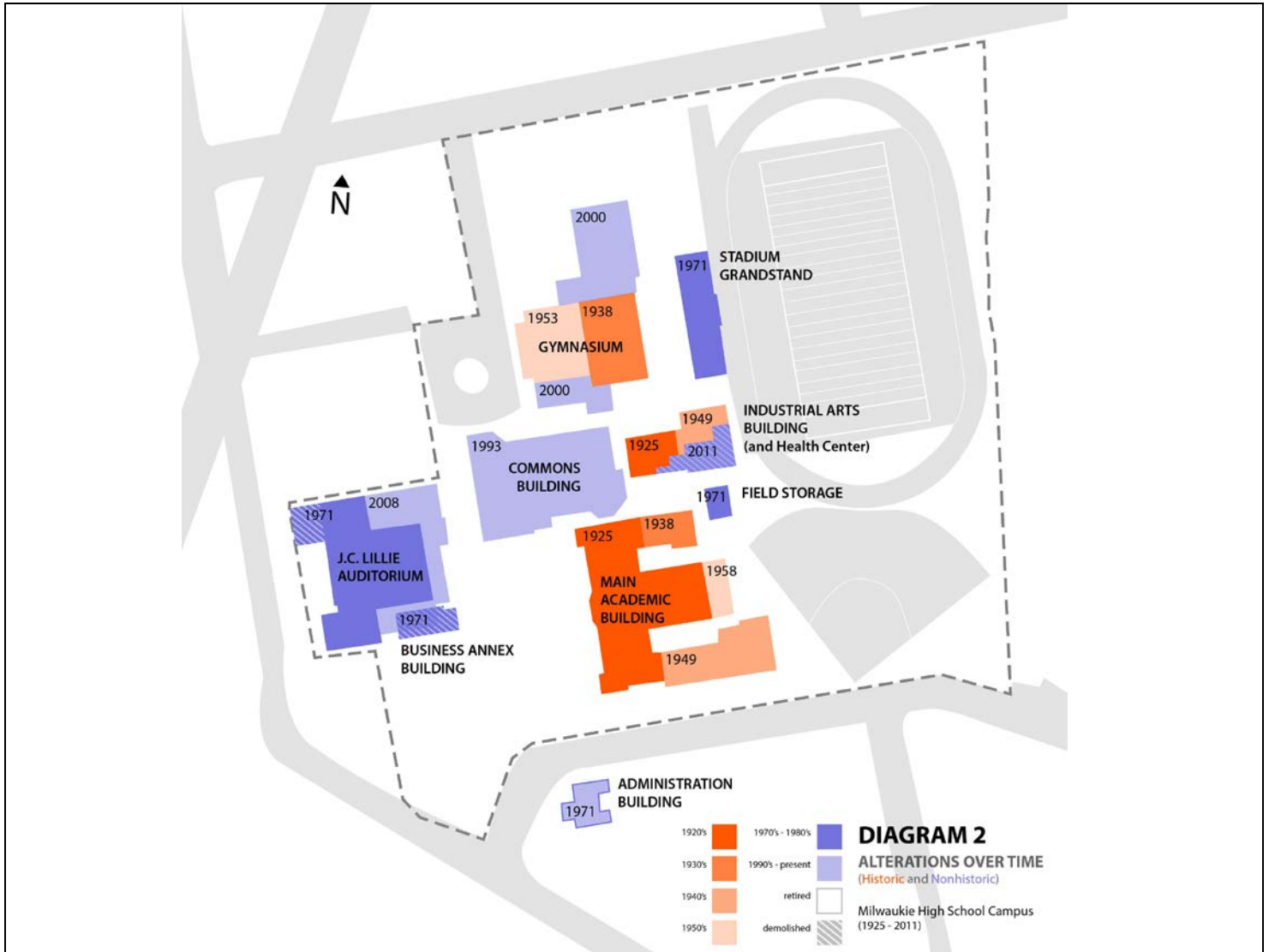
In general, the main academic building maintains the aesthetics of the 1920's Art Deco style, but certain portions have drastically changed since its primary construction. The most drastic changes are associated with the main entrance, which first had a projecting wood bay removed at the second level sometime prior to 1955. The entry was lowered during the 1958 renovation when the basement level became the main point of entry to increase the number of classrooms on the first floor. The main entryway that had exhibited a recessed metal-frame double door was replaced with a metal-cladded bay window with a decorative framework. This bay window was replaced sometime before 1965 with a large gridded, tripartite single-hung window that mimicked the one located above it. The building's foundation is no longer a heavy-weighted concrete mass, but now contains a corridor that runs alongside the building that was carved out around the same time that the main entrance was renovated. A gridded double door now serves as the current entrance at the lowered level and is recessed under the corridor's protruding overhang. The original wide cement steps that led up to the original entrance and were contained by flaring white stucco walls were flattened out when the ground level was brought down to the basement.

Alterations to the upper portion of the main façade have preserved the building's original appearance and continue to emphasize the verticality of the Art Deco style. A pair of enlarged trapezoidal pilasters frame the two central windows above the main entrance, the original parapet wall extends upward from behind the central frieze, a series of staggered cornices border the entire expanse of the building, and an array of evenly-spaced full-height pilasters with decorative plaster capitals step along the main elevation. The original cream-colored, steel multi-pane windows that ran along the entire façade between these pilasters in a 1956 photograph have been replaced with gridded aluminum-sash, single-hung windows with operable side hoppers. These windows are lined at their bases with a continuous brick sill that appears to be the same one present in 1925. The original lettering on the frieze that once read "Union High School District 5" was replaced sometime after 1974 but before 1983 with lettering in a similar font style that reads "Milwaukie High School". The school's name also read less visibly directly above the current entrance doors, but has been taken down within the past decade.

The buildings north of the main academic building that were built before 1958, including the gymnasium and the portion of the Arts & Crafts/ boiler building, are similar in style to the architectural style of the main building. Modifications include the replacement single-hung and slider windows. The Commons Building, built in 1993, exhibits the same stucco exterior as the main building, and is featureless but for its rows of slider windows. The J.C. Lillie Auditorium also reflects the more contemporary architectural style of its time period.

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View: Diagram of Significant Additions Since 1925

A more detailed list of alterations made to each building since 1925 includes:

Main Building (1925), North Wing (1938), South Wing (1949)

1925—original construction of the main building contained a basement level, a ground level, and an upper floor. The basement level consisted of a boys' locker room on the northern end, a girls' locker room on the southern end, an unexcavated area on the eastern portion of the building underneath the main entrance, and a large cafeteria in the central portion of the building. The ground level consisted of the main entrance and lobby space on the east side of the building, a clinic directly north of the lobby, eight classrooms along the eastern side and northern and south ends, and a large centralized auditorium above the cafeteria. The second level contained a library above the main lobby, six major classrooms within the northern and southern ends, and a large open space above the auditorium below.

1938—The North Wing was added to the main building, complete with three classrooms on the first level and two new classrooms and a band room on the second level. The basement level contained a "play room", which may have been accessible through an exterior side entrance to the auditorium and utilized for theatrical purposes. The connecting portion of the former basement layout on the north end was renovated with a new locker room to accompany this play room.

1949—The South Wing was added to the southeastern corner of the main building. It included three new classrooms, a home-making room, and a dining room on the ground floor level and a combined total of ten new classrooms on the first

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and second levels.

1958—The main building underwent a major reconfiguration of its electrical, gas, ventilation, and structural systems throughout the entire building and a riser system was implemented in a new vocal room, added at the east end of the central auditorium volume. The basement level became the ground level to make way for more classrooms on the first floor, and the main entrance was lowered on the exterior façade to accommodate this alteration.

1971—Many minor alterations to floor and wall heights, the relocation of doors to change circulatory patterns, the installation of furring on existing walls, and the implementation of new lighting and fire sprinkler systems occurred on all levels of the original portion of the main building and its central wing. The vocal room was converted into the library administration offices, and the auditorium into a library resource center and reading room.

1985, 1987—Re-roofing took place on the main building, which included the renovation of parapet walls, existing skylights, flashing, gutters, fascia, downspouts, and other exterior roof components.

2000—Several minor alterations were completed in the main building, the most significant being the reconstruction of the main entry façade and the installation of new windows.

Athletics

1925—Basic landscaping of an “athletic field” east of the main building was included in the original construction.

1949—The track and football field was constructed northwest of the main building extending north to Washington Street, and a tennis court was created directly east of the new South Wing.

1962—The Columbus Day storm leveled the old covered bleachers at the football field. A new steel covered grandstand was constructed in 1964.

1971—A softball field was constructed east to the main building where the tennis court used to be, and a grandstand was constructed between the gym and football field.

1981—An electrical system in the football field was remodeled to add new pole lights around its perimeter.

Gymnasium (1938)

1938—The original gymnasium was constructed to the north of the main building and boiler room, with 23rd Avenue on its west side and its entrance located on its southern side facing the original buildings. The gymnasium contained girls’ and boys’ locker rooms, dry rooms, a balcony space, an apparatus room, and a small corrective exercise room.

1953—The new western addition to the old gymnasium contained new classrooms, relocated locker rooms and dry areas, and a wrestling room, practically doubling the building in size. Both portions of the gymnasium were remodeled to include a single wrap-around interior balcony with access to a new tumbling room over the original southern entrance.

1963-64—A fire in July 1963 caused major damage to the gym, “gutting” it and destroying the roof and interiors. An article in the Oregonian (September 20, 1964) notes that a “new gymnasium- which replaces one destroyed in a fire two years ago- is about ready for occupancy.” Drawings or information on what was lost or rebuilt are not available.

2000—A second addition to the gym was constructed on the north side of the existing building. After this addition, the gymnasium was a little more than three times the size of when it was first built.

2008—The locker room and team rooms were remodeled and new restrooms were added to the gymnasium.

Evolution of the Arts & Crafts/ Boiler Building

1925—A *Manual Training and Boiler Room* was constructed northeast of the main building in the current location of the Milwaukie High School’s Health and Wellness Center.

1949—A large addition with T-shaped floor plan was attached to the east side of the boiler building to create a “Boiler House and Shop” building.

1953—The boiler/ shop building was renovated to better define spaces for a classroom, paint room, and woodshop.

1958—The building was renovated again to create the Arts & Crafts/ boiler building. It contained a larger art area, an office, a ceramics room, an intricate riser system, and girls’ and boys’ toilets on the first level. A mezzanine was also added which included a work shop, dark room, and photography room.

2011—The southeastern corner of the Arts & Crafts/ boiler building that had included a classroom, kiln, storage space, and an office was demolished for the addition of a single-level *Health and Wellness Center* in its place. The new health center included a large classroom, the existing boiler room, office spaces, an infirmary, exam rooms, and a conference room.

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Vocational Agricultural Building (1941)

1941—Architect Walter E. Kelly's design created the Vocational Agricultural Building northeast of the main academic building. This one-story, hipped-roof building contained a large classroom with maple floors, metal and wood working shops, and a small laboratory space. The entry was located on the western façade that faced the north wing of the main building.

1958—The Vocational Agricultural Building was converted into a “band building” at the same time that the vocal room was added to the main building at a close proximity to it.

1971—It is assumed that the band building was replaced sometime after this date by a concrete masonry unit structure.

New Auditorium (1971)

1971—The original construction of the auditorium was northwest of the main building on the other side of the vacated SE 23rd Street.

2008—The auditorium was converted into the *J.C. Lillie Performing Arts Building* with the addition of a new art department and dance studio section on the northeastern corner of the building, a renovation of the band room on the northwestern corner, drama room remodel on the building's southern side, the addition of a black box theater on the southeastern corner, and a new lobby addition on eastern face of the auditorium. The Business Education Building that was located immediately southeast of the auditorium was demolished to make way for these additions.

Business Education Building (1971)

1971—The Business Education Building was constructed directly southeast of the new auditorium with the vacated 23rd Street on its east side.

Commons (1993)

1993—The Commons building was constructed as an addition to the north side of the main building. It had a “bridge” connection to the main building at the second floor level, and also a connection directly to the Gym. The Commons included a kitchen with cooking, preparation, serving, and dishwashing area, as well as the commons space and administration offices. The second floor was developed with a teachers' lounge, a balcony, and open sky-lit space.

Administration (1993)

1971—An “administration building” that was acknowledged on the 1971 plot plans was located southwest of the main building on the other side of Willard Street at the intersection of 23rd Avenue and Willard Street. It is assumed that this building served as the administration office before administration offices were constructed as part of the Commons addition.

1993—The school administration moved into newly constructed offices in the new Commons building.

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CONTINUATION SHEET

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Sources:

Bayer, Patricia. *Art Deco Architecture: Design, Decoration and Detail from the Twenties and Thirties*. London: Thames & Hudson Ltd., 1992.

Clackamas County; Department of Assessment and Taxation. *Clackamas Maps* [map]. Map Number 11E36BC. Accessed online at <http://cmap.clackamas.us/maps/cmap?address=11200 SE 23rd Ave, Milwaukie, 97222>.

Clackamas County; Department of Planning and Zoning. "A Guide to Historic Building Types and Architectural Styles in Clackamas County" accessed through <http://www.clackamas.us/planning/historicclackamas.html>.

Committee on Agricultural Education in Secondary Schools, Board on Agriculture, and National Research Council. *Understanding Agriculture: New Directions for Education*. United States of America: National Academy of Sciences, 1988.

Maroon (school yearbook), dates 1974, 1975.

Milwaukie, City of; Department of Planning. "Historic Resources & Preservation." Various links including the City's Zoning Map, 1988 Historic Inventory, and a presentation of the Milwaukie Design and Landmarks Committee's Significant Historic Resources.

Milwaukie Municipal Code, Comprehensive Plan, Appendix 1, Historic Resources Property List. Accessed online at http://www.qcode.us/codes/milwaukie/view.php?topic=comprehensive_plan-introduction&frames=off.

"Milwaukie, OR." Map. *Google Maps*. Google, April 2017. Web. April 2017.

"Milwaukie, OR." Interactive Map. *Google Earth*. Google, April 2017. Web. April 2017.

Milwaukie Review, 2 September 1926. Historic image of the Milwaukie Union High School.

Oregon Historical Society; Archives (Davies Family Research Library). Various archived photographs of the historic Milwaukie Union High School.

Oregonian, various dates 1915-1985.

Oregon State Historic Preservation Office; Oregon Parks & Recreation Department. Historic Site Record and 1983 Cultural Resource Inventory Form of Milwaukie High School accessed online through the Oregon Historic Sites Database at <http://heritagedata.prd.state.or.us/historic/>.

Ritz, Richard Ellison. *Architects of Oregon, A Biographical Dictionary of Architects Deceased- 19th and 20th Centuries*. Portland, OR: Lair Hill Publishing, 2002.

Various archived Milwaukie High School architectural drawing sets accessed via North Clackamas School District archives.



CITY OF MILWAUKIE

PREAPPLICATION APPOINTMENT WORKSHEET

6101 SE Johnson Creek Blvd. - Milwaukie, OR 97206 Tel.: (503) 786-7600

A preapplication appointment is strongly recommended, and in some cases is required, for development proposals that require land use approvals and for major commercial building improvements. The purpose of the appointment is to help the applicant through the land use and permit process.

☐ **Preapplication Meeting – First meeting free, second meeting \$50.00, third and subsequent meetings \$100.00/mtg.**

- Optional meeting with 2 City staff. No meeting notes are provided by staff.
- Appointments should be made at least one week in advance of the desired meeting date. Check with staff for available meeting times.
- Requires 3 copies of the Submittal Information listed on the back of this page.

☐ **Preapplication Conference – \$200.00**

- Optional or required meeting with 3 or more staff. Meeting notes are provided within 2 weeks.
- The City is represented by staff from the following departments: Planning, Building, and Engineering. Other public agencies (such as the Fire District) may attend as necessary.
- Appointment times are Thursdays from 10:00 a.m.–11:00 a.m.
- Appointments must be made no less than two weeks in advance of the desired meeting date.
- Requires 8 copies of the Submittal Information listed on the back of this page.

☐ **Traffic Impact Study Review – \$100.00**

- Mandatory second meeting if the project requires a Traffic Impact Study.
- To be scheduled after completion of a Traffic Impact Study by the applicant.

To be completed by the Applicant

Today's Date: May 5, 2017 Time: _____

Project Address: 11300 SE 23rd Ave and Lake Road at 28th Ave.

Name: Andrew Tull

Company: 3J Consulting for North Clackamas School District

Applicant role: ☐ Owner ☐ Legal Representative

☐ Architect ☐ Contractor ☐ Other: Land Use Planner

Address: 5075 SW Griffith Drive, Suite 150

City, State, Zip code: Beaverton, Oregon 97007

Phone: 503-545-1907 Mobile: 503-545-1907

Fax: _____ E-mail: andrew.tull@3j-consulting.com

Number of Persons Expected to Attend: 6-8

Office staff:

Receipt Number: _____

Received by: _____

Appointment Date: _____

Appointment Time: _____

cc: Building

cc: Engineering

cc: Fire

cc: Planning

cc: Public Works

cc: File

Brief Proposal Description: This Pre-App request has been submitted for two of the district's properties within the City of Milwaukie, the Milwaukie High School and the Lake Road Sports Fields. Please see the attached preliminary development plans and the attached letter for more information.

May 15, 2017

Mr. Denny Egner
Planning Director
City of Milwaukie
6101 SE Johnson Creek Boulevard
Milwaukie, OR 97206

Milwaukie High School and Lake Road Sports Complex
Pre-Application Conference Request
Milwaukie, Oregon

Dear Denny,

This office represents the North Clackamas School District. This letter has been prepared in order to request a pre-application conference to discuss two projects within the City of Milwaukie related to the District's facilities at the Lake Road Sports Complex and at Milwaukie High School. The district is proposing to complete several bond related improvements to both sites and requests a meeting with the City's planning and engineering staff to discuss the submission requirements and approval process for both projects.

Provided below is a description of each project and a list of questions for staff's consideration prior to the pre-application conference meeting:

Milwaukie High School

Milwaukie High School is located at 11300 SE 23rd Avenue within the City of Milwaukie. The site in question consists of taxlot 1s1e36bc 05600. The site is approximately 14.7 acres and is primarily zoned R-2. A small portion of the site west of 23rd Avenue is zoned R1B.

The project at Milwaukie High School involves the demolition of the original school structures (from 1925 to 1949). A new school facility will be constructed in the similar location – which will contain the academic and administrative functions. The existing Commons Building (constructed in 1993) will remain and be extensively remodeled. The new school will be physically joined to the Commons – to provide a more cohesive and connected campus.

Also under consideration is the possible removal of one or more of the existing large, mature trees located on the west side of the original school building. This existing area will be redeveloped to include a new main entry plaza, improved pedestrian circulation, improved vehicular circulation and new landscaping.

The overall scope of work includes various building improvements (both interior and exterior) and site improvements. The list below describes the current anticipated on-site schedule of improvements:

- Replace Main Academic Building
- Remodel Existing Commons Building
- Food Service / Kitchen Remodel and Improvements



- Technology Improvements
- Seismic Improvements
- Accessibility (ADA) Improvements
- Emergency Generator Replacement
- Re-Roof Auditorium and Commons Building
- Parking Lot Repairs and Improvements
- Stadium Field Turf Replacement
- Athletic Track Resurfacing
- New Stadium Scoreboards
- A New Electronic Reader Board Facing Willard Street
- Exterior and Interior Painting
- New Landscaping
- New Parking Areas

The project scope involves work beyond the main campus. Athletic field improvements and replacements will occur at Lake Road Facility, Rowe Middle School and Milwaukie Elementary. The proposed improvements to the Lake Road Facility are anticipated to progress along a similar timeline therefore this request for a pre-application conference covers both properties and projects. The proposed improvements to the Lake Road Facilities are described below.

Lake Road Sports Facilities

The Lake Road Sports Complex is located along Lake Road at approximately 28th Avenue within the City of Milwaukie. The site in question consists of taxlot 1s1e36ca 01200. The site is approximately 9.6 acres and is primarily zoned R-7.

The project scope for the sports complex includes the construction of a new varsity baseball field and a new varsity softball field. Other improvements on the property will include the creation of improved parking facilities, new concessions, and new dugouts and backstops.

Questions for Staff

The following questions have been prepared in order for staff's consideration:

- Please provide us copies of the staff reports associated with the most recent Community Use Applications for either the Lake Road Facility or the High School.
- Please confirm the overall land use review process and anticipated timeline for review for the required applications.
- Please review and confirm whether the City is comfortable receiving concurrent applications for Historic Demolition Review, Amendment of the City's Comprehensive Plan Map to remove the Historic Overlay from the High School Site, and the proposed modification to the Community Service Use. We understand that the required Design Review Application for both sites is to be submitted following the approval of the Community Service Use Applications.
- Please review and comment on the Overall Site Constraints/Challenges – which include the following:
 - Site will be fully occupied during the construction phases
 - Campus will need to be accessed by busses, emergency vehicles and pedestrians



- Daily classes, special events and athletic events will be occurring
- Modular classrooms will need to be used to accommodate students during construction
- The CM/GC will have limited site area for construction related activities, storage, vehicles, etc.
- In reference to Site Study 1: Please review the proposed new Bus Lane. Would this configuration be acceptable on SE Willard Street?
- In reference to Site Study 2: Please review the configuration / layout of the proposed new Bus Lane on the east side of the school property. Would (2) new driveways/curb cuts be allowed on this section of SE Willard Street?
- In reference to Site Study 2: Please review the proposed new Parent Drop-Off/Pick-Up Lane. Would this configuration be acceptable on SE Willard Street?
- What is the City's permit process for Tree Removal?
- What is the City's permit process for Modular Buildings? (non-permanent installation)
- Due to the project phasing, separate permit packages will be submitted for the Lake Road Facility Field Improvements and for the High School. Please confirm whether the City supports separate submissions for these projects.
- What is the City's permit process for adding exterior lighting to play fields and/or tennis courts?

We genuinely appreciate the City's assistance with these projects and we look forward to working with staff throughout this process. Please feel free to give me a call if you have any questions or need any additional clarification.

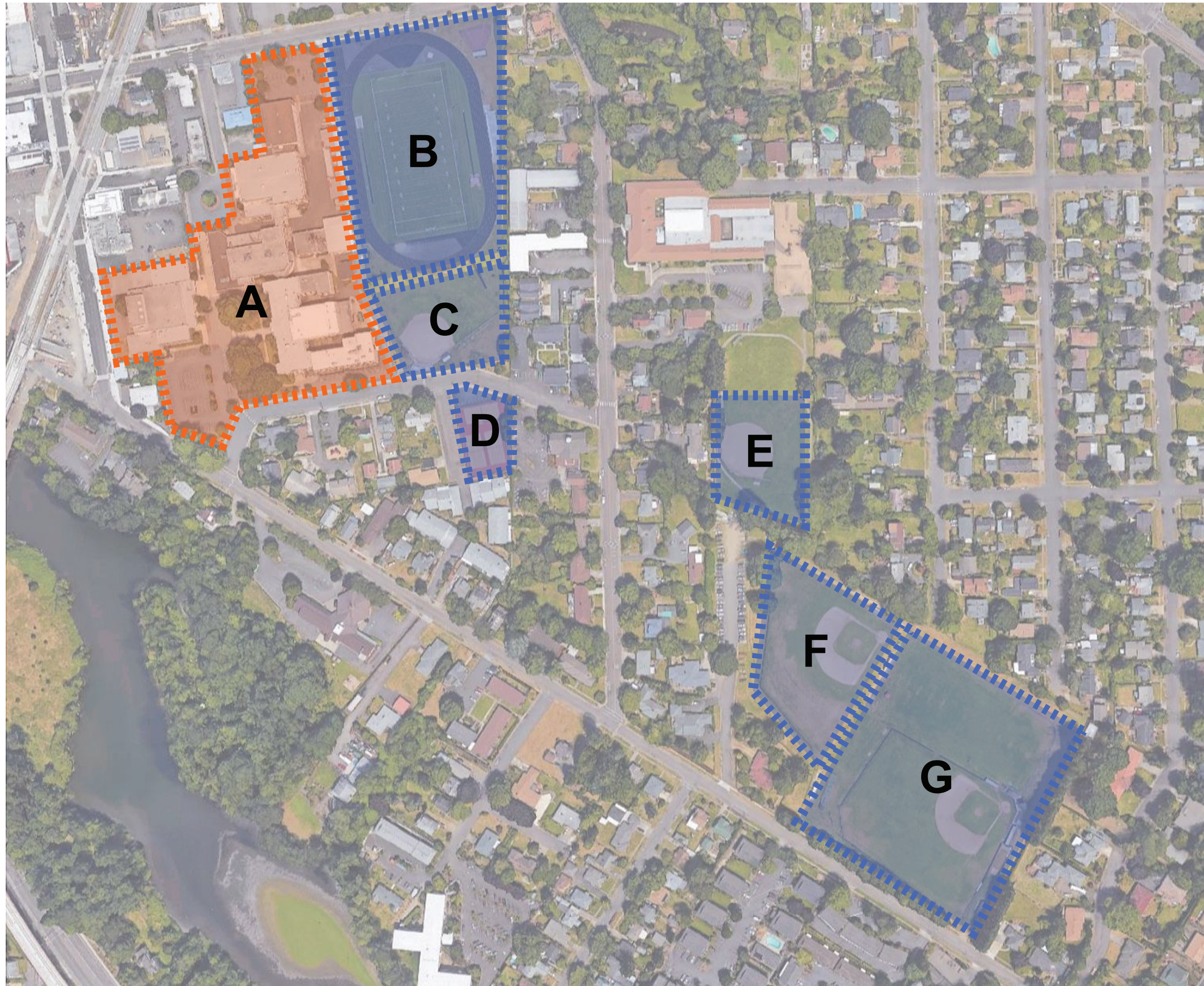
Sincerely,



Andrew Tull
Principal Planner
3J Consulting, Inc.

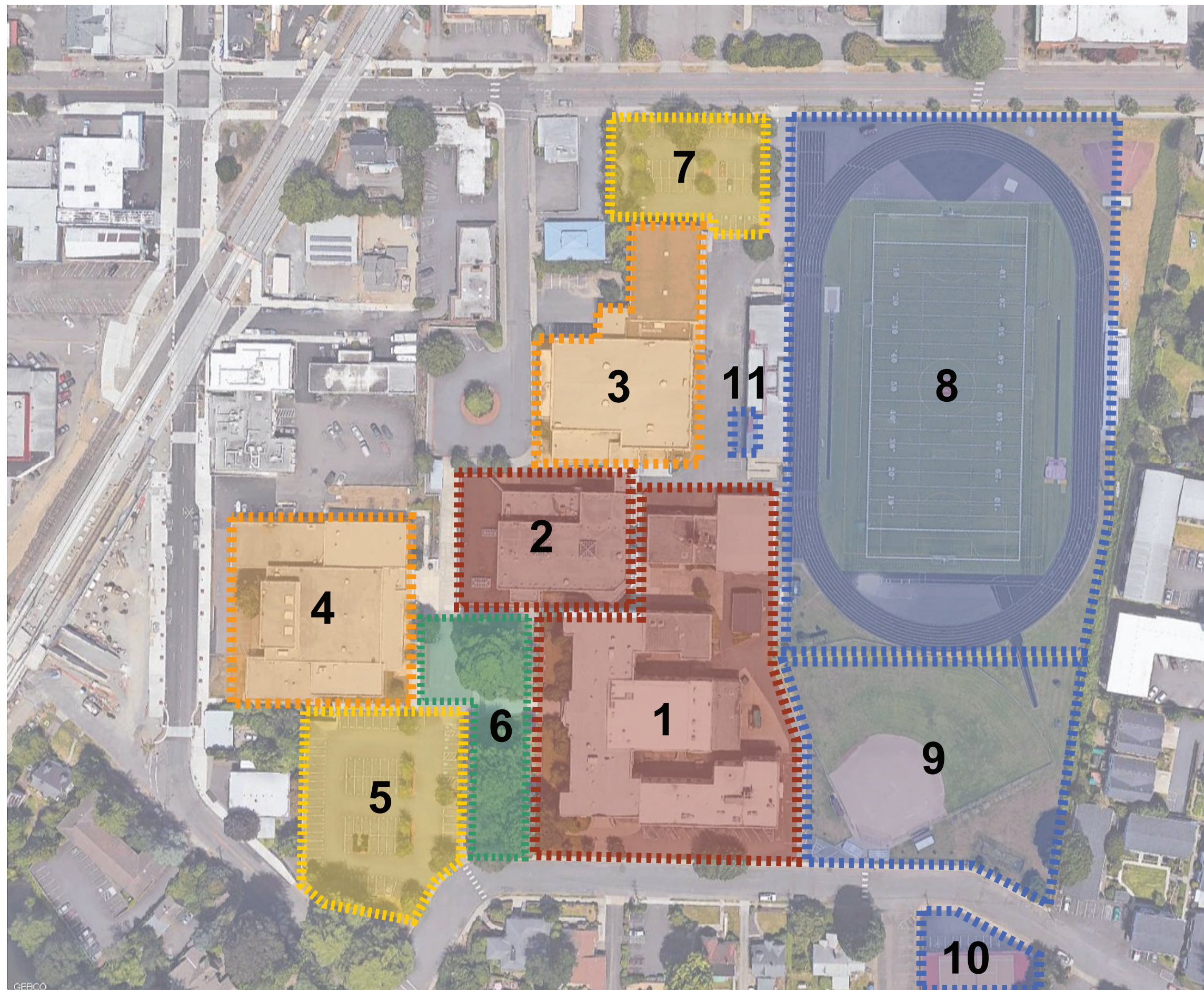
copy: Mr. Garry Kryszak, North Clackamas School District
Mr. Steven Nicholas – Heery International
Mr. Matt Jacoby, DOWA Architects - IBI Group
Mr. Dan Hess, DOWA Architects, IBI Group

File 17398



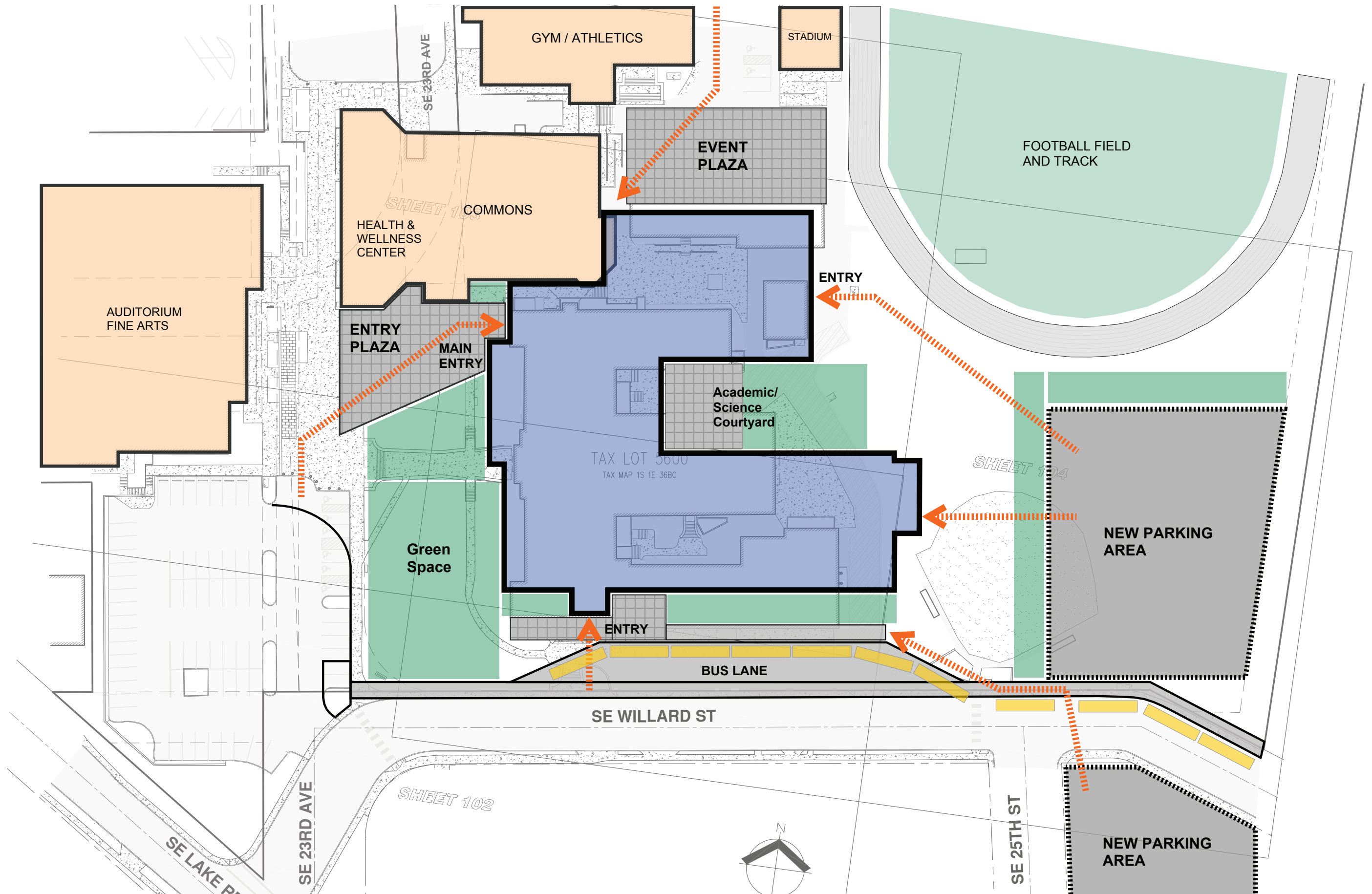
PRELIMINARY PROJECT SCOPE

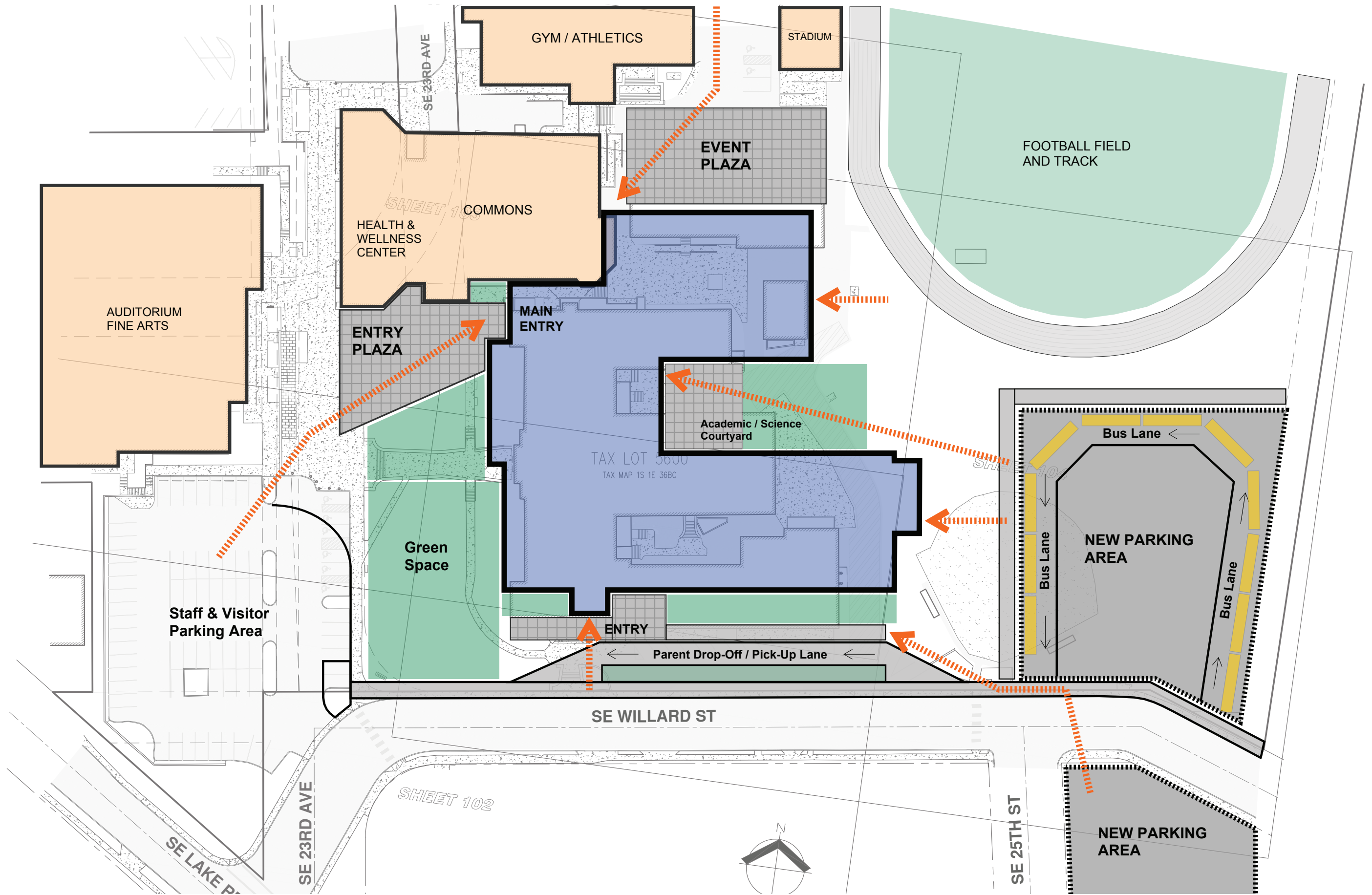
- A** Campus Improvements
Main Building Replacement
(See Enlarged Diagram)
- B** Running Track Resurfacing
Running Track Striping
Field Turf Replacement
New Stadium Scoreboards
- C** Relocate Varsity Softball Field to
Lake Road Facility
- D** Remove Existing Tennis Courts
New Parking Lot
- E** Improvements to JV Softball Field
at Milwaukie ES
- F** New Varsity Softball Field
- G** New Varsity Baseball Field
(Relocate Field Adjacent to Soft
ball Field)

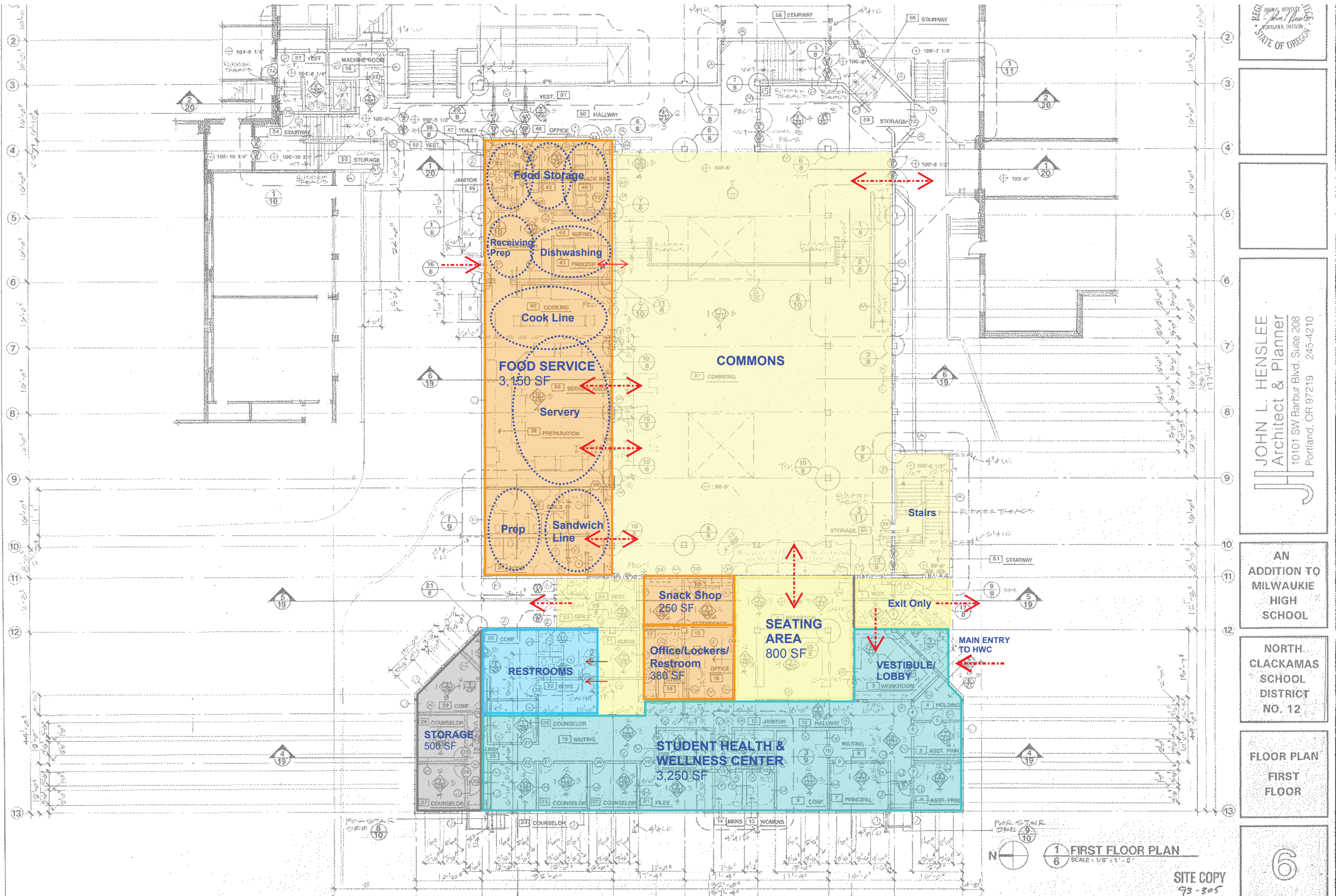


PRELIMINARY PROJECT SCOPE

- 1** Main Building Replacement
Remove Boiler Building and
Health & Wellness Center
- 2** Commons Improvements
Kitchen Remodel
Remodel Office Area
Re-Roof Commons Building
- 3** Gym Interior Improvements
Painting, Scoreboards
Refinish Gym Flooring
New Athletic Lockers
- 4** Re-Roof Auditorium
- 5** Main Parking Lot Improvements
- 6** Main Entry Plaza Improvements
- 7** North Parking Lot Improvements
- 8** Running Track Resurfacing
Running Track Striping
Field Turf Replacement
New Stadium Scoreboards
- 9** Remove Varsity Softball Field
Replace with New Parking Lot
- 10** Remove Existing Tennis Courts
Replace with New Parking Lot
- 11** ADA Improvements to Stadium
New Elevator to Press Box







REG. ARCHITECT
John L. Henslee
PORTLAND, OREGON
STATE OF OREGON

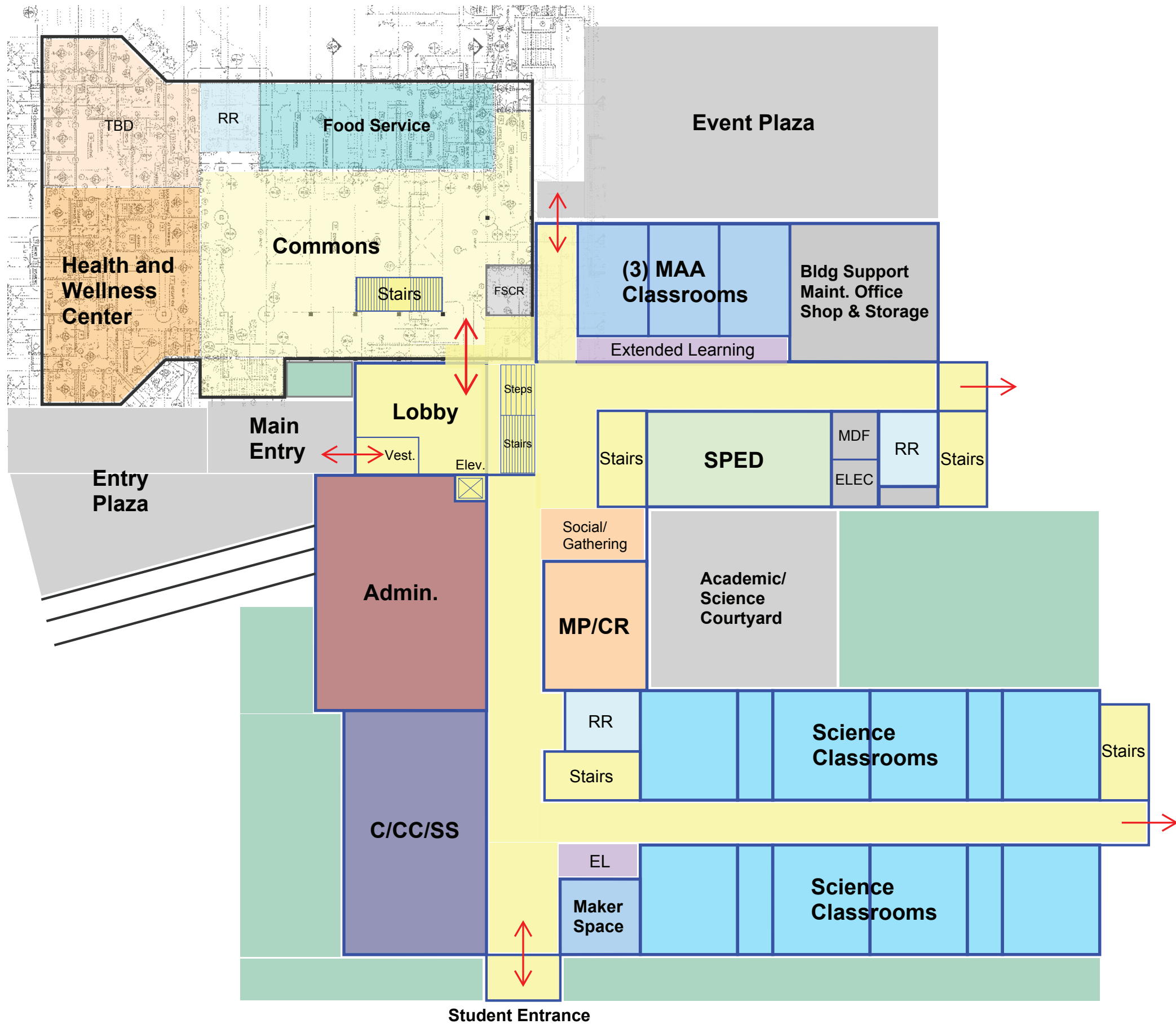
JOHN L. HENSLEE
Architect & Planner
10101 SW Barbur Blvd, Suite 208
Portland, OR 97219 245-4210

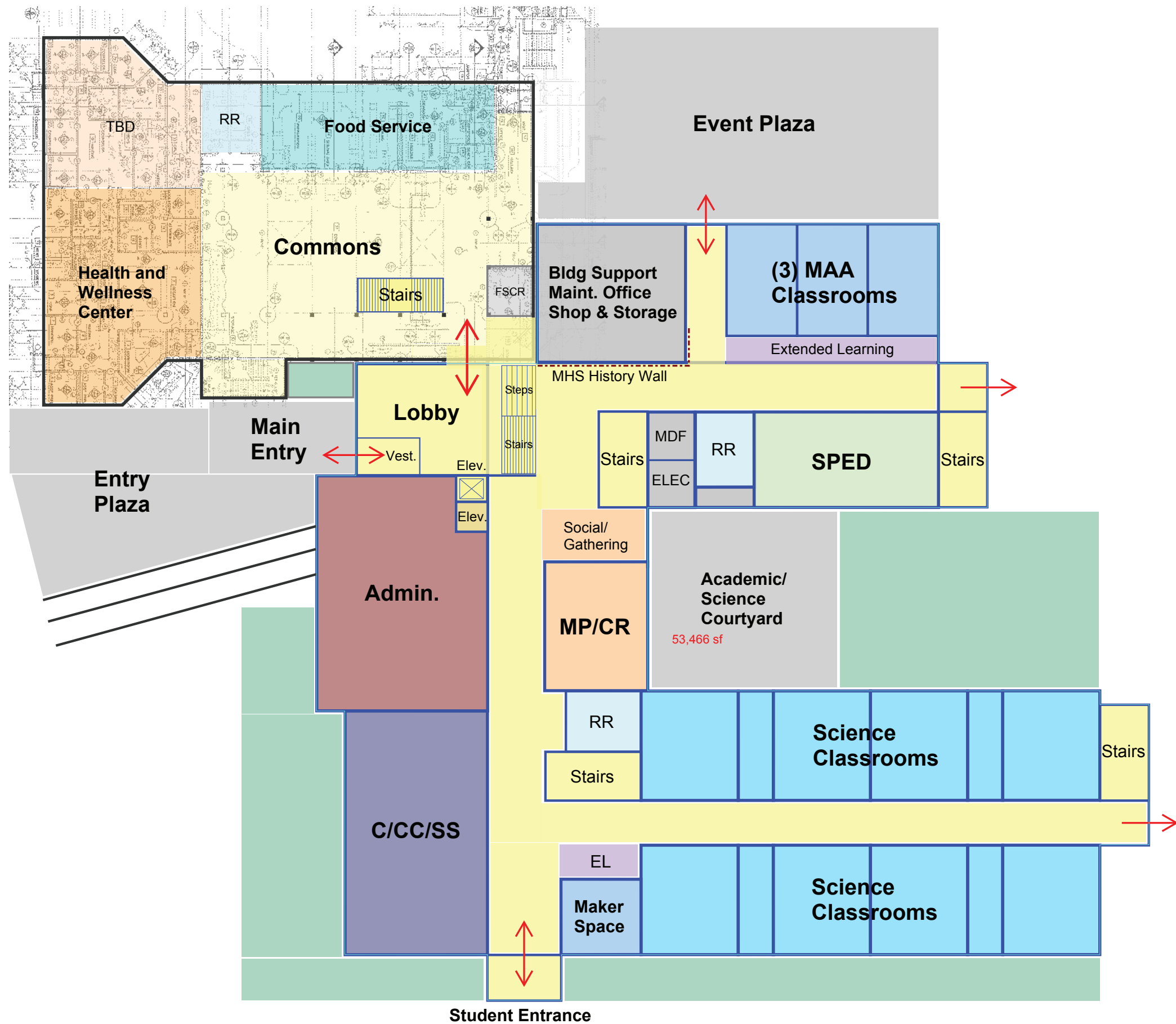
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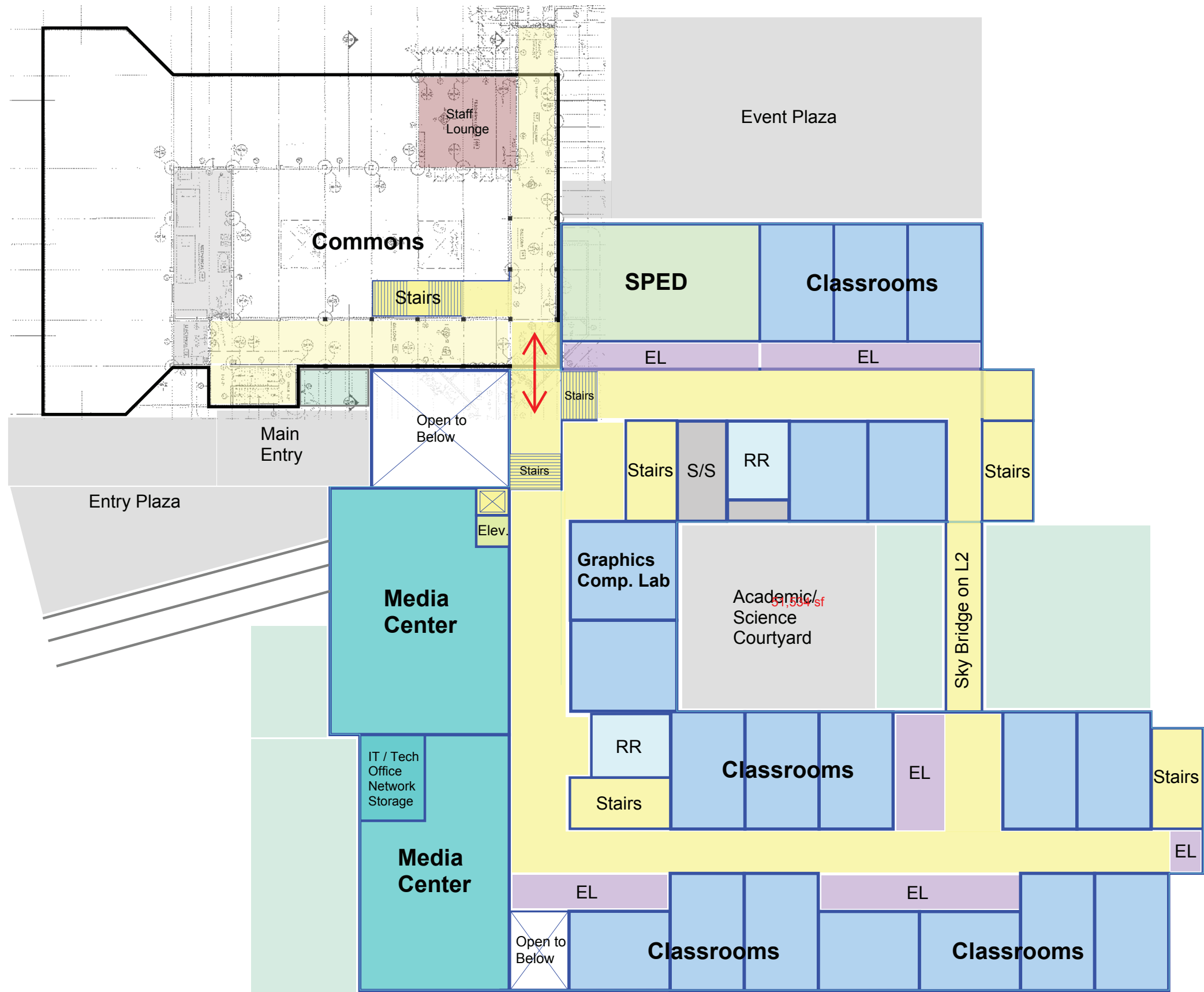
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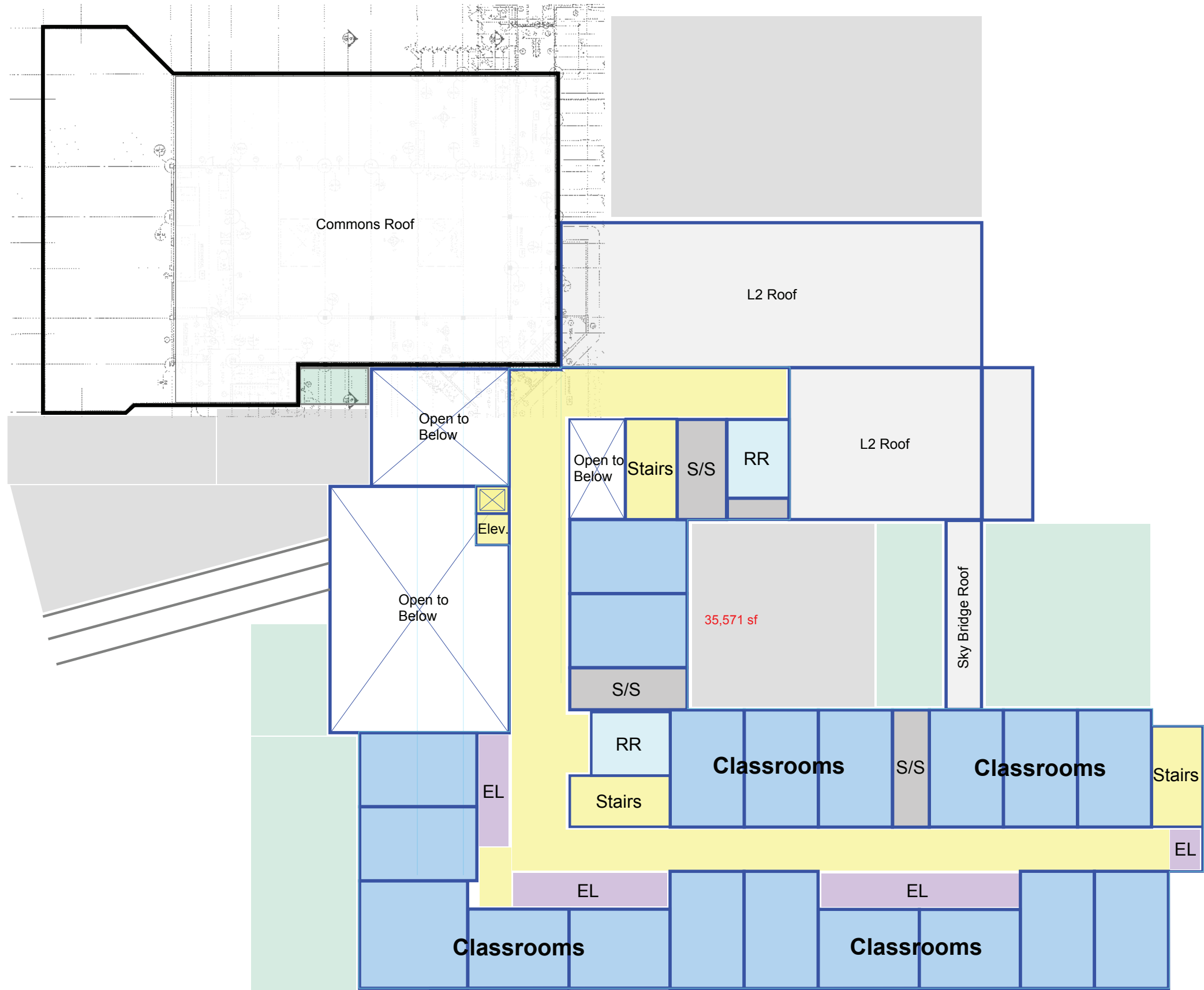
FLOOR PLAN
FIRST
FLOOR

6











June 26, 2017

Andrew Tull
3J Consulting
5075 SW Griffith Dr, Ste 150
Beaverton OR 97007

Re: Preapplication Report

Dear Andrew:

Enclosed is the Preapplication Report Summary from your meeting with the City on June 12, 2017, concerning your proposal for action on property located at 11300 SE 23rd Ave, and Lake Rd and 28th Ave.

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,

Alicia Martin
Administrative Specialist II

Enclosure

cc: Garry Kryszak, North Clackamas School District
HHPR
3J Consulting
KPF
Heery International
Matt Jacoby, DOWA-IBI Group

PRE-APPLICATION CONFERENCE REPORT

This report is provided as a follow-up to a meeting that was held on **6/12/2017** at **10:00am**

Applicant Name: Andrew Tull

Company: 3J Consulting, Inc.

Applicant 'Role': Other

Address Line 1: 5075 SW Griffith Drive, Ste 150

Address Line 2:

City, State Zip: Beaverton OR 97005

Project Name: Milwaukie High School and Lake Road Sports Fields

Description: Bond-related improvements to both sites. MHS-demolition of original school structures, new construction of school facilities, and remodeling of remaing Commons Building. Sports Fields-new baseball/softball fields and improved amenities including parking facilities.

ProjectAddress: 11300 SE 23rd Ave and Lake Rd/28th Ave

Zone: Residential R-2, R-1-B, and Downtown Mixed Use (DMU) on main campus

Occupancy Group:

ConstructionType:

Use: Primarily Public (P), with Mixed Use (C/HD), High Density (HD), and Transit Center (TC)

Occupant Load:

AppsPresent: Daniel Chin, Steve Nicholas, Garry Kryszak, Dan Houf, Jeffery Creel, Matt Jacoby, Andrew Tull, Ben Austin, Mercedes Smith, Mark Wharry, Eric Melle

Staff Attendance: Brett Kelter, Alex Roller, Samantha Vandagriff, Keith Liden

BUILDING ISSUES

ADA: The new building will need to be fully ADA compliant. 25% of the project costs for the other buildings will need to go toward the removal of architectural barriers (ADA compliance). An ADA improvement plan can be submitted incorporating the various projects and sites and utilized to show compliance with this requirement.

Structural: Separate permits for each building will be required at time of submittal.

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 sprinklers may be required based on the floor design.

Fire Alarms:

Fire Hydrants:

Turn Arounds:

Addressing:

Fire Protection:

Fire Access:

Hazardous Mat.:

Fire Marshal Notes: See attached.

PUBLIC WORKS ISSUES

Water: City of Milwaukie 6-inch and 10-inch water mains on SE Washington and an 8-inch lines in Willard provide service to the property currently. 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.

Applicant expressed interest in connecting the performing arts building to the main building with an enclosed structure. There is currently a City water main running between these building, preventing any building from being constructed here. Applicant expressed interest in abandoning this portion of the main. The connection locations to the main for domestic and fire are unclear at this point. Further discussions with City staff will be required to establish how the abandonment process may be completed.

Sewer: Two City of Milwaukie wastewater mains provide service to property. A clay 8-inch wastewater main on SE Willard and an HDPE 8" main on SE 23rd Avenue. The city would like to vacate the southern approximately 150-feet of SE 23rd Avenue. Currently the City wastewater main extends through this portion. High school property is the only property accessing these last 150-feet. With vacation of the end of 23rd Avenue, applicant would be responsible for constructing a new manhole at the end of the new right of way, and the existing manhole and main now on High School property will become private. With this 23rd Avenue vacation, the City would require the High School to dedicate a 25-feet

width to extend the Adams Street right-of-way. The wastewater System Development Charge (SDC) is comprised of two components. The first component is the City's SDC charge of \$1,075 and the second component is the County's SDC for treatment of \$6,130 that the City collects and forwards to the County. Both SDC charges are per connection unit. The wastewater SDC is assessed using a plumbing fixture count from Table 7-3 of the Uniform Plumbing Code. The wastewater SDC connection units are calculated by dividing the fixture count of new plumbing fixtures by sixteen. The wastewater SDC will be assessed and collected at the time the building permits are issued. Existing fixture count will need to be submitted to the City, which will provide credit. Applicant will only be charged for new fixtures.

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 2008 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 \$845 per unit. The storm SDC will be assessed and collected at the time the building permits are issued.

Street:

The proposed development fronts the south side of SE Washington Street, a Collector street. The portion of SE Washington Street fronting the proposed development has a right-of-way width of 60 feet and a paved width of 36 feet with curb on both sides and sidewalk improvements on the south side.

The proposed development fronts the north side of SE Willard Street, a local road. The portion of SE Willard Street fronting the proposed development has a right-of-way width of 50 feet, a paved width of 36 feet, and has sidewalk on both sides of the road.

The proposed development fronts the east side of SE 23rd Avenue, a local road. The portion of SE 23rd Avenue fronting the proposed development has a right-of-way width of 40 feet, a paved width of 26 feet, and sidewalk on both sides of the road.

The proposed development fronts the east side of SE 21st Avenue, a local road. The portion of SE 23rd Avenue fronting the proposed development has a right-of-way width of 60 feet, a paved width of 34 feet, and sidewalk on both sides of the road.

Frontage:

Chapter 19.700 of the Milwaukie Municipal Code, hereafter referred to as "Code", applies to partitions, subdivisions, and new construction.

Transportation Facility Requirements, Code Section 19.708, states that all rights-of-way, streets, sidewalks, necessary public improvements, and other public transportation facilities located in the public right-of-way and abutting the development site shall be adequate at the time of development or shall be made adequate in a timely manner.

SE Willard Street

According to Code Table 19.708.2 and the Transportation Design Manual, the local street cross section

includes the following:

- 10-foot travel lanes
- 6-foot parking strips with curb
- 5-foot landscape strips
- 5-foot setback sidewalks

Applicant is proposing a different cross section with a pull-out area with setback curb for parent drop off. Final design will need approval by the engineering director. Applicant will construct these improvements.

SE Lake Road

The necessary improvements to Lake Road in front of Rowe Middle School were previously constructed with a Capital Improvement Project. The applicant is not responsible for any additional improvements. Property on Lake near 28th Avenue has already dedicated, and will not require any other improvements.

West of Willard/Lake Road intersection: The final cross section of Lake road includes a center turn lane.

Required improvements on Lake Road are as follows:

- 6-foot setback sidewalk
- 5-foot planter strip
- curb & gutter
- connect to existing asphalt

Improvements will be constructed to the west to meet with improvements previously constructed with the PMLR project.

Adams Street

Improvements required in the newly dedicated Adams Street right-of-way will be a pedestrian connection from 23rd to Adams Street.

25th Avenue

Parking will be restriped from head in to angled parking. Striping will face the cars northeast.

Right of Way:

Applicant will be responsible for 25-foot right-of-way dedication to extend Adam Street's right-of-way to connect to SE 23rd Avenue. Upon receipt of this dedication, the City will initiate full right-of-way vacation of approximately 150-feet of the south end of SE 23rd Avenue.

Applicant will be responsible for 9.18-foot right-of-way dedication of existing tennis court lot on Willard frontage.

The remaining existing right-of-way on SE Willard, SE Washington Street, and SE Lake Road fronting the proposed development properties (including Rowe, and 28th Ave facility) is of adequate width and no right-of-way dedication is required.

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. Dual driveways with signage indicating ingress and egress are approvable without a variance to driveway spacing standards, as they will function as one driveway.

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: Code Section 19.704.1(A) states that the City will determine whether a transportation impact study (TIS) is required. In the event the proposed development will significantly increase the intensity of use; a transportation impact study will be required. The Engineering director has determined that a TIS will not be required.

PW Notes:

TRANSPORTATION SDC

The Transportation SDC will be based on the increase in trips generated by the new use per the Trip Generation Handbook from the Institute of Transportation Engineers. The SDC for transportation is \$1,921 per trip generated. Credits will be given for any demolished structures, which shall be based upon the existing use of the structures.

PARKS & RECREATION SDC

The parks & recreation System Development Charge (SDC) is triggered when application for a building permit on a new dwelling is received. Currently, the parks and recreation SDC for each employee is \$60.00. Credit is applied to any demolished structures and is based upon the existing use of the structures. The parks and recreation SDC will be assessed and collected at the time the building permits are issued.

REQUIREMENTS AT FINAL PLAT

- Engineered plans for public improvements (street, sidewalk, and utility) are to be submitted and approved prior to start of construction. Full-engineered design is required along the frontages of the proposed development.
- The applicant shall pay an inspection fee of 5.5% of the cost of public improvements prior to start of construction.
- The applicant shall provide a payment and performance bond for 100% of the cost of the public improvements prior to the start of construction.
- The applicant shall provide a final approved set of Mylar "As Constructed" drawings to the City of Milwaukie prior to the final inspection.
- The applicant shall provide a 1 year maintenance bond for 100% of the cost of the public improvements prior to the final inspection.

PLANNING ISSUES

Setbacks:

Yard requirements for the Residential R-2 and R-1-B zones are established in Milwaukie Municipal Code (MMC) Subsection 19.302.4. Minimum front and rear yards are 15 ft, side yards (for other than rowhouses) must be at least 5 ft, and street-side yards (for corner lots) are 15 ft. There are additional yard setback requirements for Lake Road and Washington Street, but the proposed buildings and areas of work are not located near these frontages.

For side yards in the R-2 and R-1-B zones, there is a building height plane limit of 25 ft at the minimum setback, with a slope of 45 degrees. See the definition of "side yard height plane" in MMC Section 19.201 for an illustration of this principle. MMC Subsection 19.501.3.B establishes some allowable exceptions to the side yard height plane, including limited minor encroachments for roof overhangs or eaves, gable ends of roofs, and dormers.

Yard setbacks for accessory structures are established in MMC Subsection 19.502.2 and depend on the size and height of the proposed structure, varying from 3 to 5 ft to the same standards as the base R-2 and R-1-B zones. Accessory structures must be located beyond the front yard of the primary structure, unless they are at least 40 ft from the front lot line. Utility apparatus, such as air conditioners, must be at least 3 ft away from side and rear property lines and are not permitted in any required front yard setback or street-side yard setback.

The maximum building height in the R-2 and R-1-B zones is 3 stories or 45 ft, whichever is less.

Based upon the description of the proposed improvements, the setback and building height requirements in the DMU, R-7, and R-10 zones are not anticipated to be relevant.

Landscape:

In the R-2 and R-1-B zones, a minimum of 15% of the site must be landscaped. In addition, at least 40% of the front yard area must be vegetated (measured from the front property line to the front face of the house). Vegetated areas may be planted in trees, grass, shrubs, or bark dust for planting beds, with no more than 20% of the landscaped area finished in bark dust (as per MMC Subsection 19.504.7). A maximum of 30% of the site may be covered by structures, including decks or patios over 18 inches above grade. Note that artificial turf does not count toward the required landscape area.

Parking:

As per the off-street parking standards of MMC Chapter 19.600, a high school must provide at least 1 off-street parking space per 0.25 students plus 1 space per staff member. Sport field parking will require a formal determination of the minimum and maximum quantities, in accordance with MMC Subsection 19.605.2. Bicycle parking is required at a rate of 10% of the required number of vehicle parking spaces. The standards for parking areas are established in MMC Section 19.606 and include requirements for stall and drive aisle dimension, perimeter and interior landscaping, pedestrian walkways, and lighting. See the various figures provided throughout MMC 19.600 for more information regarding vehicular and bicycle parking standards.

Transportation Review:

The proposed subdivision triggers the requirements of MMC Chapter 19.700 Public Facility Improvements. The high school campus has frontage on Willard Street and Lake Road. Please see the Public Works notes or contact the City's Engineering Department for more information about the requirements of MMC 19.700.

Application Procedures:

An Historic Resource review is required to address the designation of the original high school building as a "significant" historic resource. MMC Subsection 19.403.7 establishes a procedure for demolition of historic resources, but demolition does not remove the property from the historic and cultural resources inventory or change its designation on the zoning map or in the Comprehensive Plan. The applicant must go through the process outlined in MMC Subsection 19.403.4 to delete the property from the inventory, which will eliminate the need for the demolition review outlined in MMC 19.403.7. The deletion application will be processed with Type IV review (in accordance with the procedures established in MMC Section 19.1007) and will include amendments to both the Comprehensive Plan and the zoning map. MMC 19.403 does not include criteria for approval of deletion requests; the application should address the approval criteria for Comprehensive Plan text and map amendments (provided in MMC Subsection 19.902.3.B) and those for zoning map amendments (provided in MMC Subsection 19.902.6.B).

Applications for major modification to existing Community Service Uses (CSUs) are subject to Type

III review as per MMC Subsection 19.904.3. The proposed development involves three distinct sites (high school campus, sports fields on Lake Road, and Rowe Middle School tennis courts), and three distinct applications for major modification to a CSU will be required: (1) high school replacement and remodel, (2) renovation of the Lake Road sports fields, and (3) placement of tennis courts at the Rowe site. The procedures for Type III review are established in MMC Section 19.1006.

MMC Table 19.605.1 does not provide quantity requirements for athletic fields, so a Type II application for parking quantity determination will be required for the Lake Road sport fields. Application requirements and approval criteria are established in MMC Subsection 19.605.2. If a Traffic Impact Study (TIS) is required for any component of the project, a Transportation Facilities Review (TFR) application will be required, as per MMC Subsection 19.703.2.B. Otherwise, compliance with the relevant standards of MMC Chapter 19.700 will be included with the review of any concurrent applications.

Variances to any relevant standards will be subject to the provisions of MMC Section 19.911 and processed with either Type II or Type III review accordingly.

Current application fees are \$1,000 for Type II review, \$2,000 for Type III review, and \$5,000 for Type IV review. Multiple applications for one project component (i.e., high school campus, Lake Road sports fields, or Rowe tennis courts) can be reviewed concurrently as per MMC Subsection 19.1001.6.B, with the highest numbered review type determining the process for all concurrent applications. For multiple applications processed concurrently, there is a 25% discount for all application fees after the most expensive one.

Note: There are pro's and con's for packaging the historic inventory deletion with the CSU application package for the high school campus, due to the different timelines for Type III and IV review. On one hand, it makes sense to submit the historic inventory deletion as part of the CSU package for the high school campus, so the deletion request can be considered in the context of the overall remodel. If submitted concurrently, the CSU decision would be made by the Planning Commission with approval contingent on the City Council's approval of the requested deletion from the historic inventory, which adds at least 20 days to the process. If the deletion request were to be denied, the applicant could then pursue the demolition process. Or for more certainty in the process timeline, the historic inventory deletion application could be submitted in advance of the high school campus CSU package. Regardless, no development permits will be issued until the end of the appeal period for the overall final decision.

For the City's initial review, the applicant should submit 5 complete copies of the application materials, including all required forms, checklists, narrative, and plans. (Note: Disregard the call for 12 copies noted in the code and on several checklists.) A determination of the application's completeness will be issued within 30 days. If deemed incomplete, additional information will be requested. If deemed complete, additional copies of the application may be required for referral to other departments, the Historic Milwaukie Neighborhood District Association (NDA), Lake Road NDA, and other relevant parties and agencies. City staff will inform the applicant of the total number of copies needed.

Prior to submitting the application, the applicant is encouraged to present the project at a regular meeting of the Historic Milwaukie and Lake Road NDAs. The Historic Milwaukie NDA meets at 6:30 p.m. on the second Monday of most months at Libbie's Restaurant (11056 SE Main St); the Lake Road NDA meets at 6:30 p.m. on the second Wednesday of most months at Rowe Middle School (3606 SE Lake Rd).

Once the application is deemed complete, a public hearing with the Planning Commission will be scheduled. Staff will determine the earliest available date that allows time for preparation of a staff

report (including a recommendation regarding approval) as well as provision of the required public notice to property owners and residents within 300 ft of the subject property, at least 20 days prior to the public hearing. A sign giving notice of the application must be posted on the subject property at least 14 days prior to the hearing.

Issuance of a decision starts a 15-day appeal period for the applicant and any party who establishes standing. The appeal period must have ended without event before permits for development on any of the new lots will be issued.

Natural Resource Review: The Milwaukie High School, the Lake Road sports fields, and Rowe Middle School tennis court sites do not include any designated natural resource areas.

Lot Geography: The three school properties in question are all largely rectilinear but irregular in shape. The Milwaukie High School main campus occupies much of the block bounded by Willard Street and Lake Road on the south, 21st Avenue on the west, Washington Street on the north, and residential properties along 27th Avenue on the east. An additional lot south of Willard Street and west of 25th Avenue is developed with tennis courts for the high school. The athletic fields complex has frontage on Lake Road at 28th Avenue and is surrounded by residential properties, with the Milwaukie Elementary School campus adjacent to the northwest. The Rowe Middle School tennis courts are at the northeast corner of the Rowe campus, at Lake Road and Shell Lane.

Planning Notes: For the overall project, staff recommends as much communication between the project management team and the NDAs and immediate neighbors as possible, so that people in the community understand the project, its timeline and phases, and the impacts it is likely to have on the neighborhood. It would be useful to have a follow-up meeting with the City to discuss project phasing, proposed location of modular classrooms, and similar details related to how the project will impact the neighborhood and larger community during construction.

For the high school replacement and remodel, the applicant is advised to consider the following:

- * Within the application narrative, provide information that describes the extent of the work, including phasing and overall timeline, use of modular classrooms (number, location, etc.), proposed landscaping and tree removal, access and circulation, and field lighting.
- * In particular, provide the rationale for removing the historic building and significant trees, including evaluation of any alternatives that were considered.
- * Even if a TIS is not required, there are several circulation issues that should be addressed regarding buses, cars, pedestrians, and cyclists. The aim is to keep the site simultaneously safe and accessible during and after construction. An analysis of parking should compare existing and proposed off-street parking for vehicles and bicycles, including access to all parking areas.
- * In addressing the CSU approval criteria (MMC Subsection 19.904.4), the narrative should clarify the hours and levels of operation of both the main campus in general and the football field in particular.
- * See the Public Works/Engineering notes for more information on the potential requirement for dedication to extend Adams Street as well as for a City-initiated vacation of a portion of 23rd Avenue.

For the Lake Road sports fields:

- * The proposed new field lighting and artificial turf will expand the intensity of use of the site throughout the day and year. The narrative should address this issue in the context of the evaluation of public benefits versus negative impacts on the neighborhood (MMC Subsection 19.904.4.D). Elaborate on how impacts will be mitigated.
- * In the past, the City has received complaints related to overflow parking along the narrow accessway leading from Lake Road up to the parking area. The parking quantity determination component of the application should include an analysis of historical parking demand at the site and should demonstrate that the existing parking area is adequate or will be made adequate to meet parking demand without compromising the accessway.

For the Rowe tennis courts:

* In the narrative, explain whether or how the intensity of use of the existing courts will change. For example: What will be the timing and nature of any high school matches or tournaments that will occur at Rowe? Will the courts be lighted, thus expanding the intensity of use?

The City strongly recommends a second formal preapplication conference for review and comment on plans as revised after this preapplication conference. A formal follow-up conference would provide a structured opportunity for various departments to evaluate and comment consistently on revisions, with written notes as documentation.

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

**Chuck Eaton - Engineering Director - 503-786-7605
Richard Nasiombe - Associate Engineer - 503-786-7694
Alex Roller - Engineering Tech II - 503-786-7695**

COMMUNITY DEVELOPMENT DEPARTMENT

**Alma Flores - Comm. Dev. Director - 503-786-7652
Alicia Martin - Admin Specialist - 503-786-7600**

PLANNING DEPARTMENT

**Dennis Egner - Planning Director - 503-786-7654
David Levitan - Senior Planner - 503-786-7627
Brett Kelter - Associate Planner - 503-786-7657
Vera Kolias - Associate Planner - 503-786-7653
Mary Heberling - Assistant Planner - 503-786-7658**

CLACKAMAS FIRE DISTRICT

**Mike Boumann - Lieutenant Deputy Fire Marshal - 503-742-2673
Matt Amos - Fire Inspector - 503-742-2661**

Clackamas County Fire District #1

Fire Prevention Office



E-mail Memorandum

To: City of Milwaukie Planning Department
From: Matt Amos, Fire Inspector, Clackamas Fire District #1
Date: 6/26/2017
Re: Milwaukie High School 11300 SE 23rd Ave 17-011PA

This review is based upon the current version of the Oregon Fire Code (OFC), as adopted by the Oregon State Fire Marshal's Office. The scope of review is typically limited to fire apparatus access and water supply, although the applicant must comply with all applicable OFC requirements. When buildings are completely protected with an approved automatic fire sprinkler system, the requirements for fire apparatus access and water supply may be modified as approved by the fire code official. The following items should be addressed by the applicant:

A Fire Access and Water Supply plan is required for subdivisions and commercial buildings over 1000 square feet in size or when required by Clackamas Fire District #1. The plan shall show fire apparatus access, fire lanes, fire hydrants, fire lines, available fire flow, FDC location (if applicable), building square footage, and type of construction. The applicant shall provide fire flow tests per NFPA 291, and shall be no older than 12 months. Work to be completed by experienced and responsible persons and coordinated with the local water authority.

Access:

- 1) No part of a building may be more than 150 feet from an approved fire department access road.
- 2) Buildings exceeding 30 feet in height shall require extra width and proximity provisions for aerial apparatus.

Water Supply:

- 1) Fire Hydrants, Commercial Buildings: Where a portion of the building is more than 400 feet from a hydrant on a fire apparatus access road, as measured in an approved route around the exterior of the building, on-site fire hydrants and mains shall be provided.

Note: This distance may be increased to 600 feet for buildings equipped throughout with an approved automatic sprinkler system.

- 2) The fire department connection (FDC) for any fire sprinkler system shall be placed as near as possible to the street, and within 100 feet of a fire hydrant.

Note:

Comments may not be all inclusive based on information provided.



Milwaukie High School Community Meeting



North Clackamas School District
Dull Olson Weekes - IBI Group Architects
May 24, 2017

- **Project Timeline**
- **Overall Bond Scope of Work**
- **Current Design Concepts**
- **Area Program / Educational Specs**
- **Questions & Answers**

Project Timeline



Design Phase: April 2017 to June 2018

Permitting: Spring / Summer 2018

Final Costing: Spring 2018

Abatement / Demolition: Summer 2018

Start of Construction Phase: Summer 2018

Construction Complete: Late 2020 / Early 2021



Dull Olson Weekes – IBI Group Architects
North Clackamas School District



Milwaukie High School – Community Meeting
May 24, 2017

Overall Bond Scope of Work



Scope Diagram



PRELIMINARY PROJECT SCOPE

- A** Campus Improvements
Main Building Replacement
(See Enlarged Diagram)
- B** Running Track Resurfacing
Running Track Striping
Field Turf Replacement
New Stadium Scoreboards
- C** Relocate Varsity Softball Field to
Lake Road Facility
- D** Remove Existing Tennis Courts
New Parking Lot
- E** Improvements to JV Softball Field
at Milwaukie ES
- F** New Varsity Softball Field
- G** New Varsity Baseball Field
(Relocate Field Adjacent to Soft
ball Field)



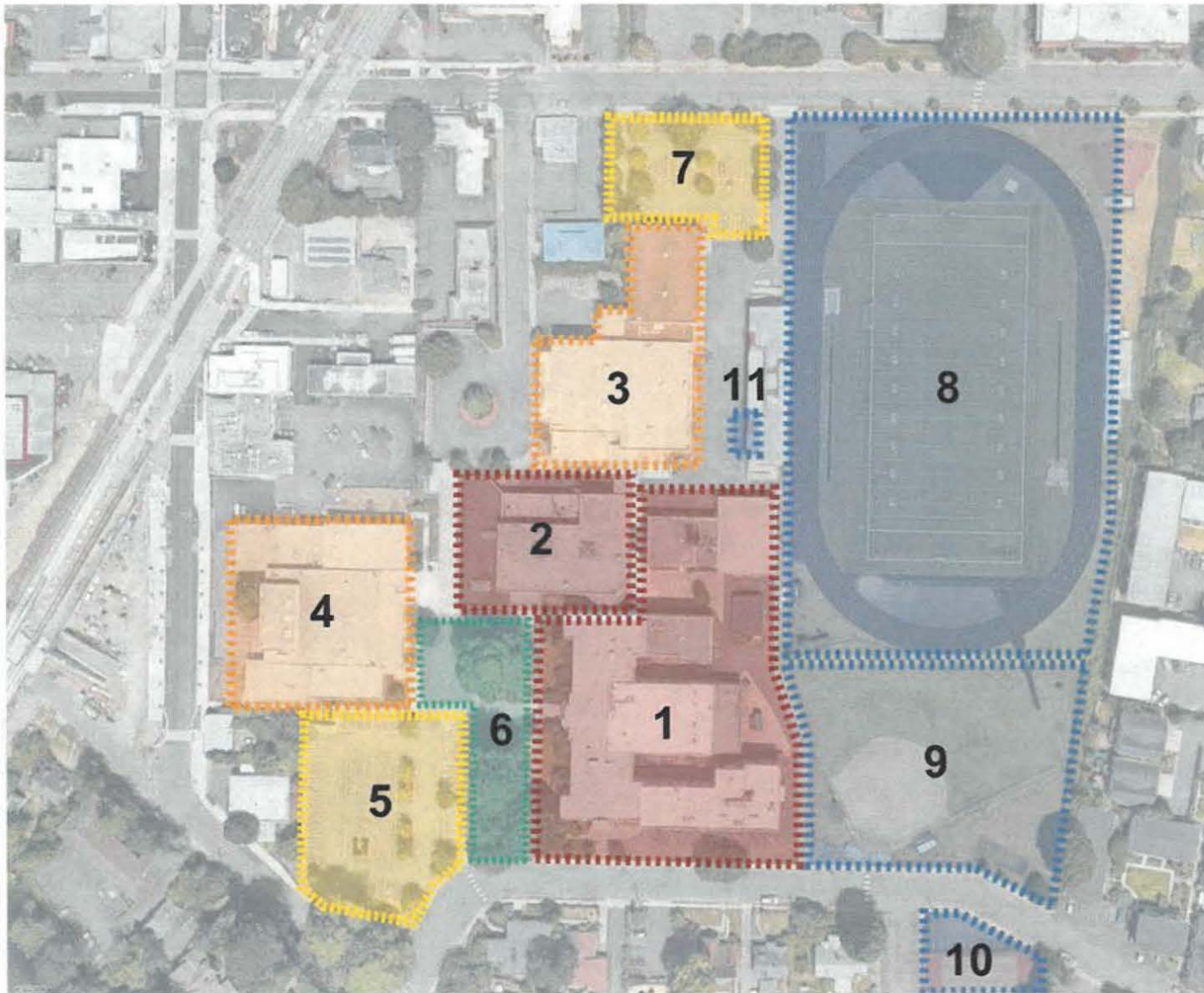
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May 24, 2017

RS136

Scope Diagram



PRELIMINARY PROJECT SCOPE

- 1 Main Building Replacement
Remove Boiler Building and
Health & Wellness Center
- 2 Commons Improvements
Kitchen Remodel
Remodel Office Area
Re-Roof Commons Building
- 3 Gym Interior Improvements
Painting, Scoreboards
Refinish Gym Flooring
New Athletic Lockers
- 4 Re-Roof Auditorium
- 5 Main Parking Lot Improvements
- 6 Main Entry Plaza Improvements
- 7 North Parking Lot Improvements
- 8 Running Track Resurfacing
Running Track Striping
Field Turf Replacement
New Stadium Scoreboards
- 9 Remove Varsity Softball Field
Replace with New Parking Lot
- 10 Remove Existing Tennis Courts
Replace with New Parking Lot
- 11 ADA Improvements to Stadium
New Elevator to Press Box



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RS137

Current Design Concepts



Site Plan Study 1



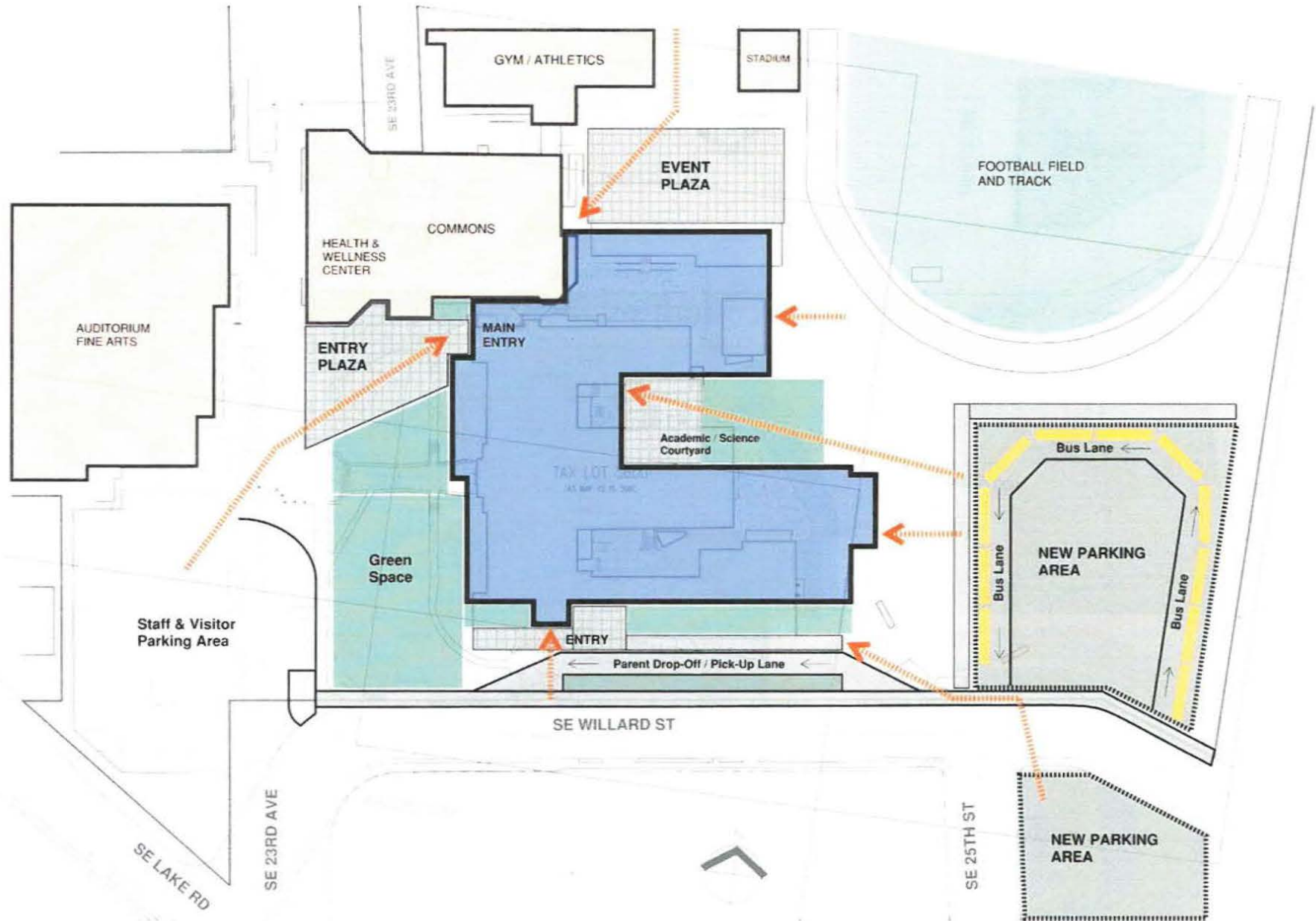
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North Clackamas School District



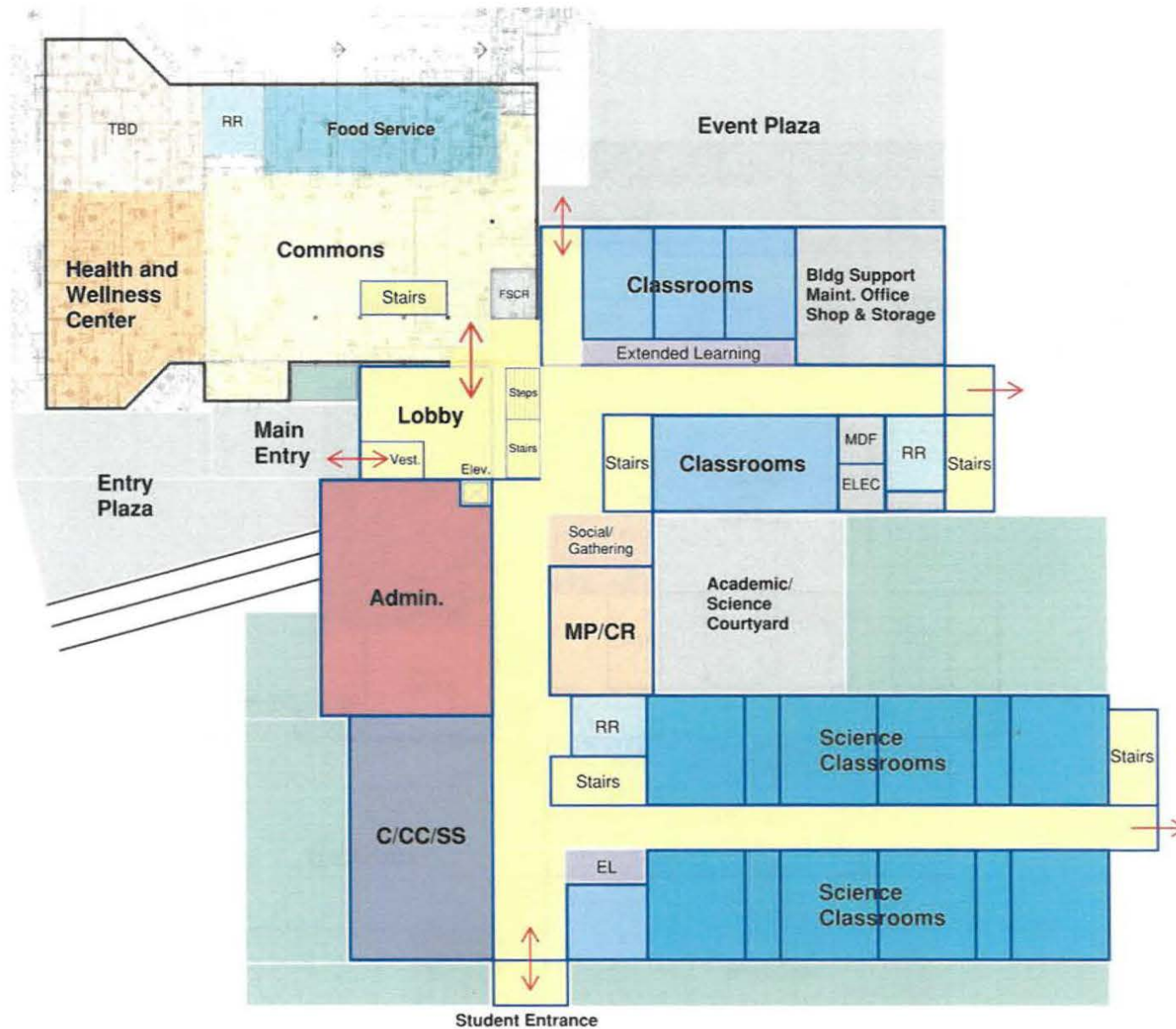
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RS139

Site Plan Study 2



Level 1 Diagram



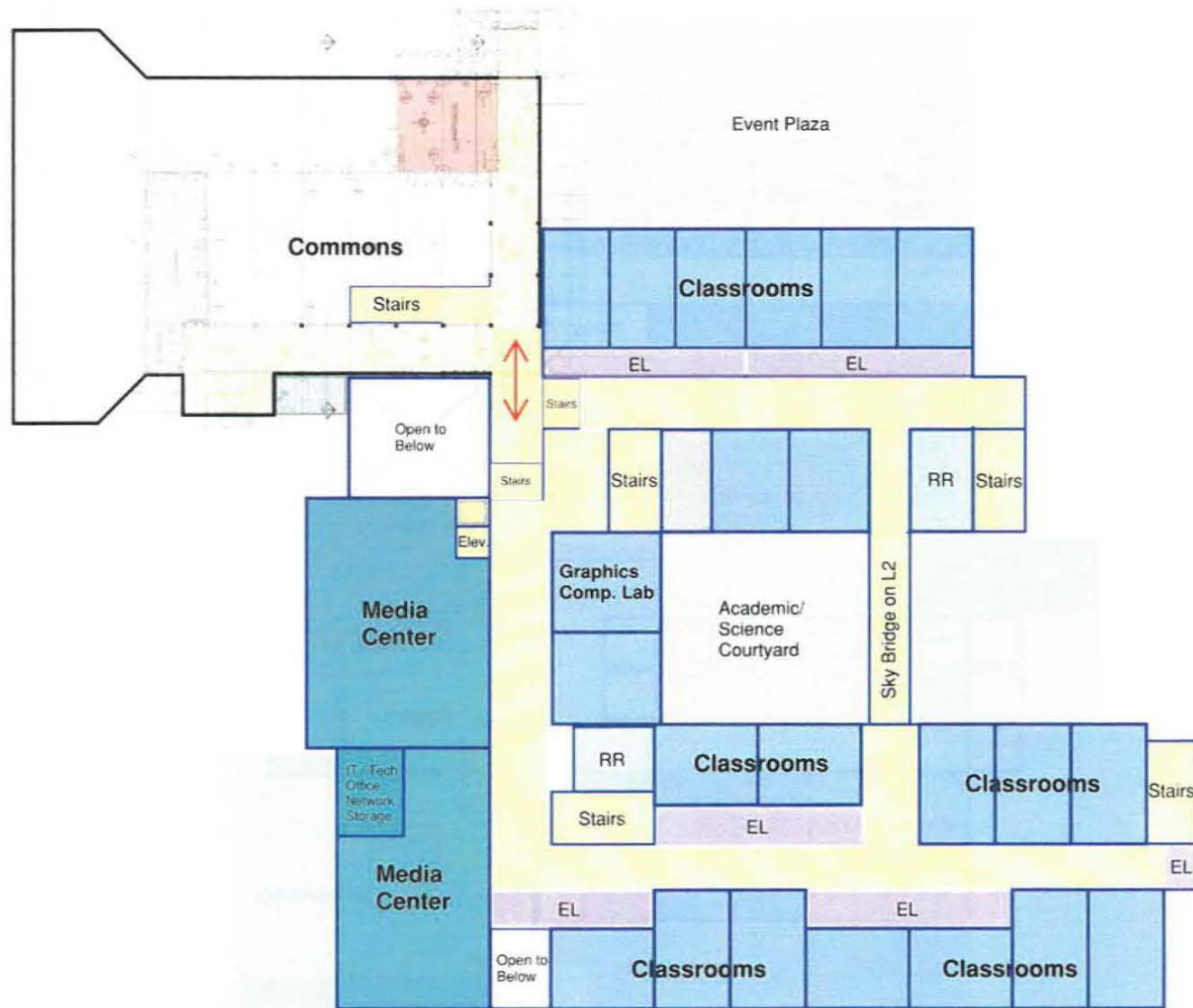
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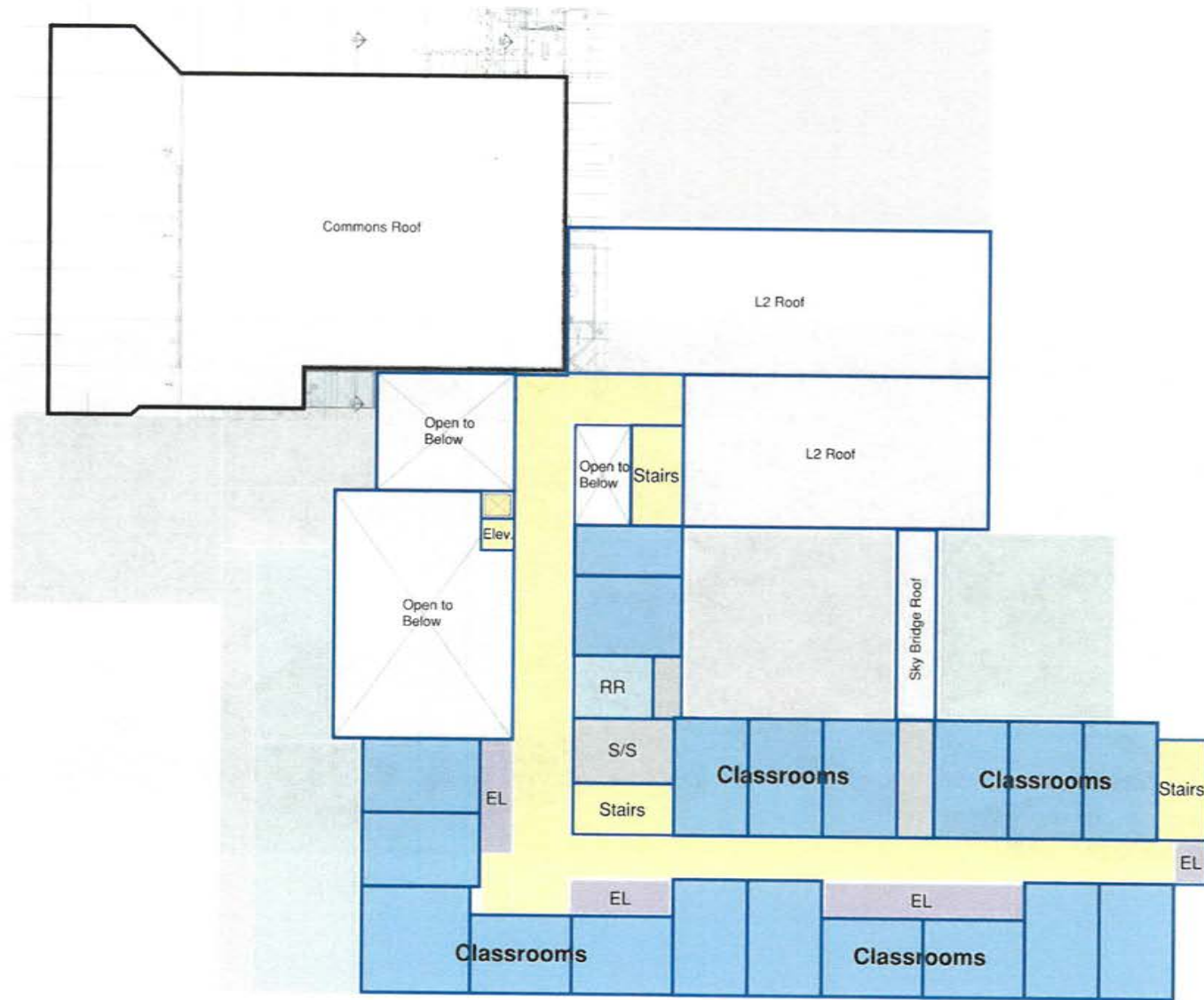
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RS141

Level 2 Diagram



Level 3 Diagram



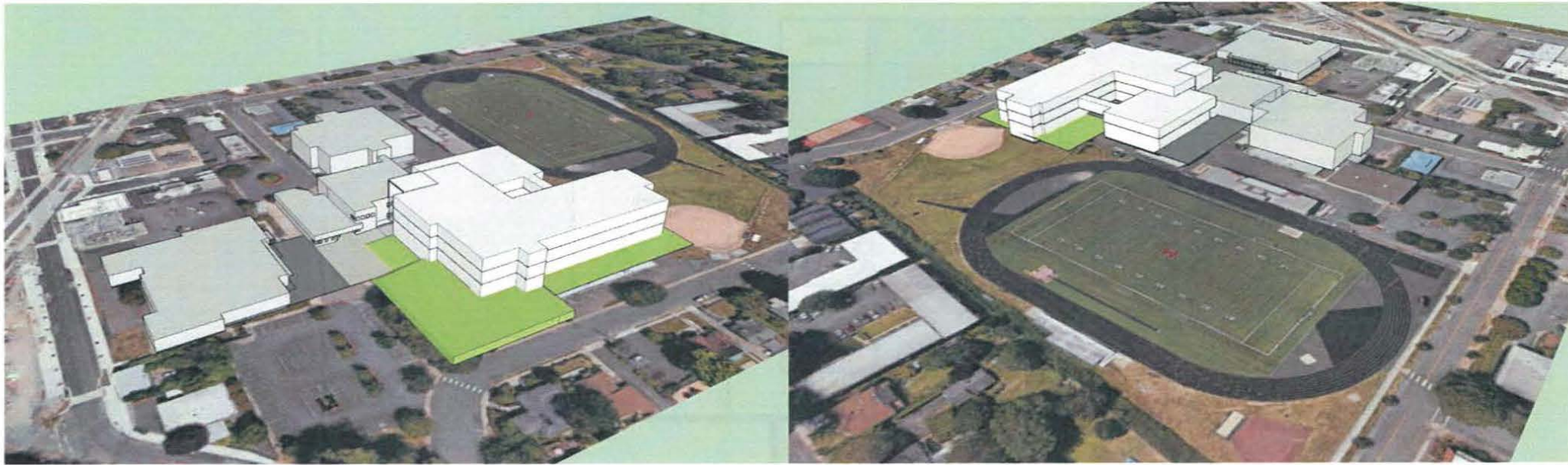
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RS143

Concept Design Study



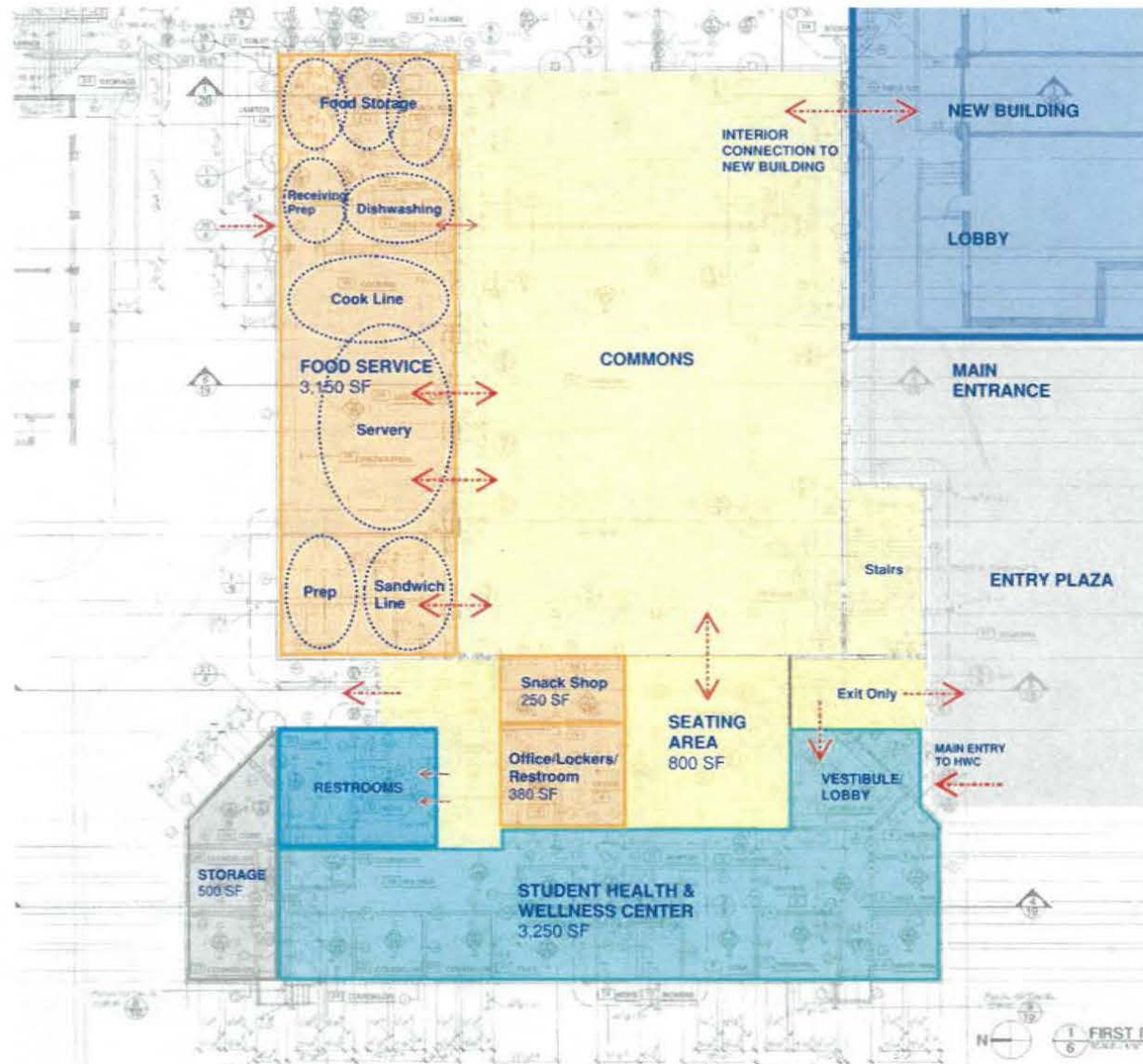
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RS144

Commons Remodel - Overall Floor Plan



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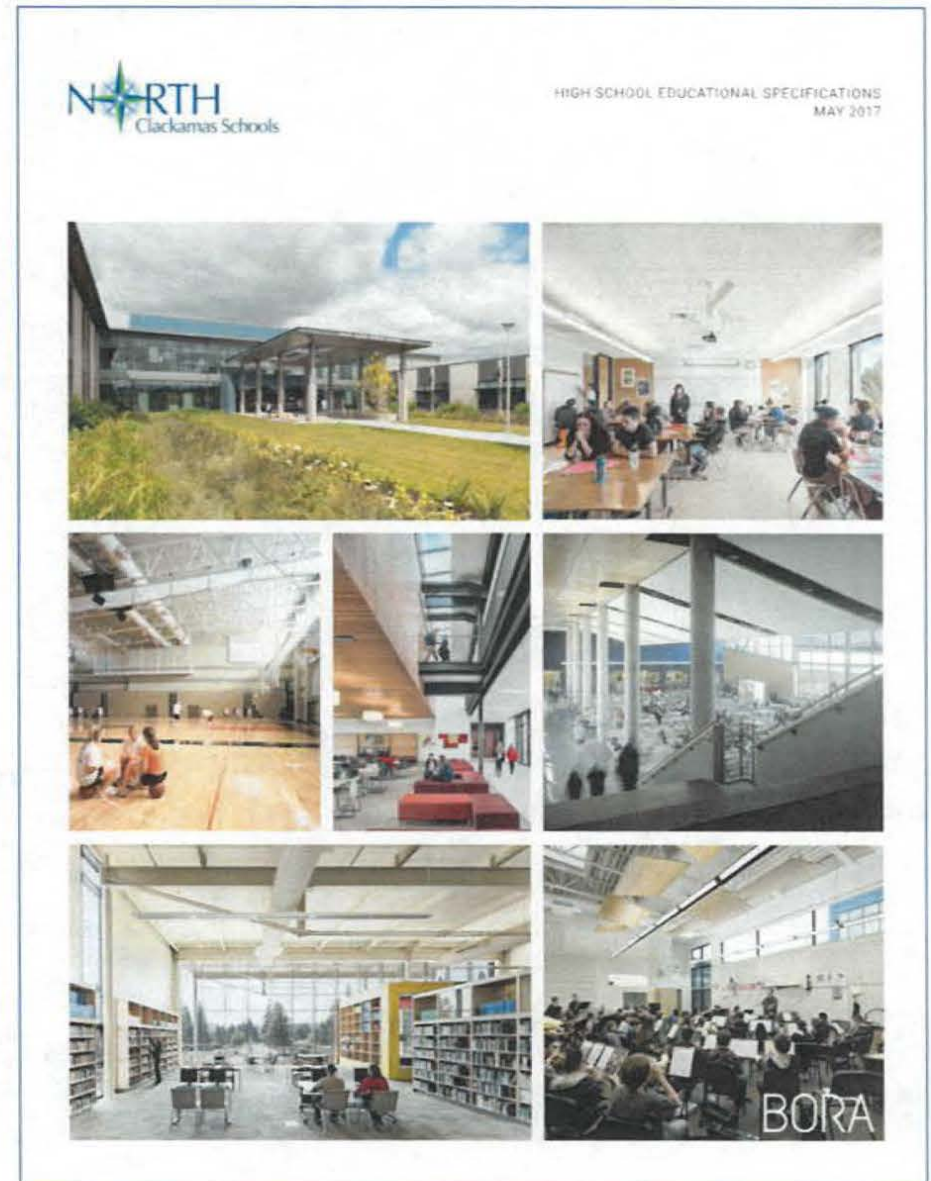
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RS145

Area Program / Educational Specs



- North Clackamas School District's High School Educational Specifications are complete.
- The MHS area program for the new building mirrors Ed Specs, with some customization based on school needs.
 - Classroom organization and use of extended learning areas
 - Teacher planning rooms
 - Minor Adjustments to Admin, SPED and Library areas.
- Limited ability to align commons building with Ed Specs due to size of existing building.



Q & A





Milwaukie High School Community Meeting



North Clackamas School District
Dull Olson Weekes - IBI Group Architects
May 24, 2017

Bond Information

2016 CAPITAL CONSTRUCTION BOND

The Milwaukie High School and Lake Road Sports facilities are both enabled by the passage of the 2016 capital construction bond measure. With a passage rate of 62%, this measure will positively impact 17,324 students and our community through major facilities renovations, safety upgrades, and new construction.

PROJECT LIST:

Alder Creek Middle School
Athletic Fields / Clackamas High West and Rex Putnam
Ardenwald Elementary School
Bilquist Elementary School
Campbell Elementary School
Clackamas High School East / Phase One
Clackamas High School East / Phase Two
Clackamas High School West
Clackamas High School West Student Health Center
Facilities Operations
Happy Valley Elementary School
Happy Valley Middle School Classroom Addition
Happy Valley MS Covered Play and Interior
Lake Road Sports Facilities
Land Lab
Lewelling Elementary School
Linwood / Sojourner Elementary School
Milwaukie / El Puente Elementary School
Milwaukie High School
Mount Scott Elementary School Classroom and Cafeteria

Mount Scott Elementary School Improvements
New Elementary School
New High School in Rock Creek Area
New Urban High School
Oak Grove Elementary School
Oregon Trail Elementary School
Rex Putnam High School
Rex Putnam High School Health Center
Riverside Elementary School
Rowe Middle School
Sabin Professional Technical Center
Schellenberg Professional Technical Center
Scouters Mountain Elementary School
Spring Mountain Elementary School
Sunnyside Elementary School
Verne Duncan Elementary School
View Acres Elementary School
Whitcomb Elementary School
Wichita Family Support Center



3J CONSULTING, INC.

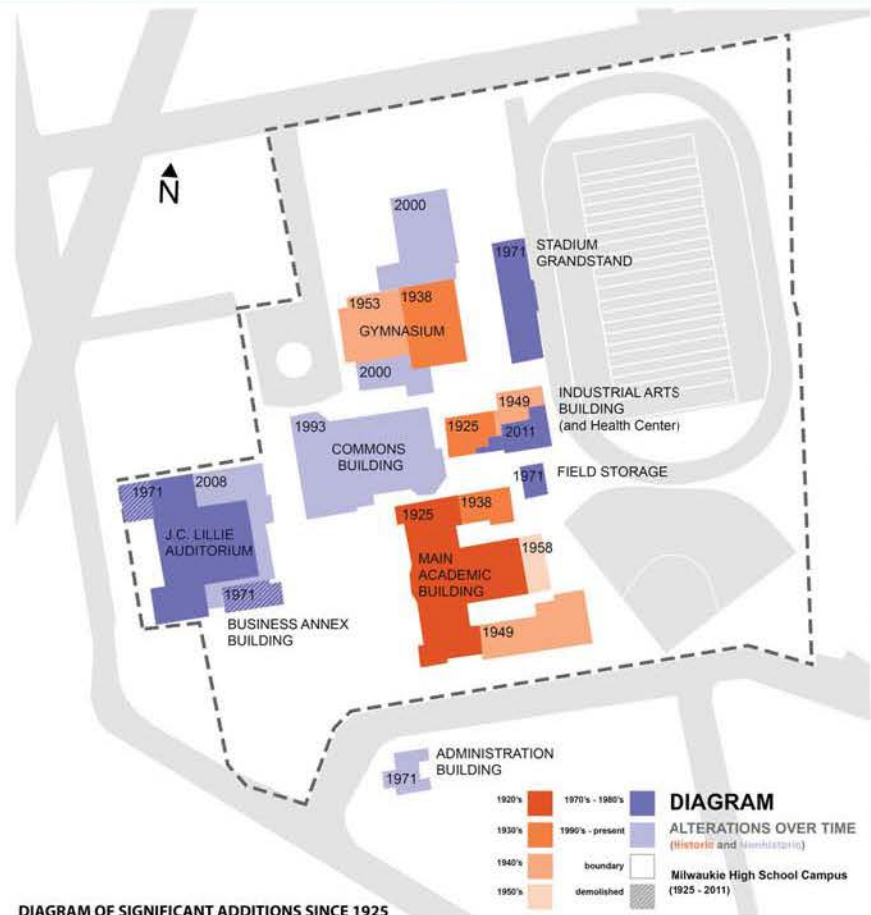
Dull Olson Weekes – IBI Group Architects
North Clackamas School District

RS151



Milwaukie High School – Community Meeting

Historical Context



RENOVATION TIMELINE

1925 STOKES & ZELLER CO.

Main academic building and manual training & boiler building

1938 STOKES & ZELLER CO.

Gymnasium and north wing

1941 WALTER E. KELLY

Vocational agricultural building

1949 STOKES & ALLYN

Addition of south wing to main building, addition to schools boiler room, track & field and tennis court addition.

1953 RICHARD WILHELM SUNDELEAF

Addition and remodel to the gymnasium and remodel to boiler building to create shop.

1958 FREEMAN, HAYSLIP, TUFT & HEWLETT

Major renovation of the main academic building, renovation to the boiler building to create an arts & crafts use, addition of the vocal room to the main building, conversion of the vocational agricultural building into a band building.

1971

Business Education Building, conversion of vocal room into library administrative offices and the auditorium into a library resource center and reading room, replacement of the band building, original construction of the auditorium.

1993

The Commons Building and relocation of the school administration into the commons building.

2000

Second addition to the gym on the north side of the building, minor alterations to the main building, reconstruction of the main entry facade and installation of new windows

2008

Conversion of the auditorium into the J.C. Lillie Performing Arts Building with an addition of a new art department and dance studio, renovations to the band room and drama room, addition of a black box theater, new lobby, demolition of the Business Education Building, remodel of locker room and team rooms.

2011

Demolition of the southeastern corner of the Arts & Crafts/boiler building and replaced with the Health and Wellness Center



1956 photograph of Milwaukie Union High School
Oregon Historical Society archives



A photograph looking east at the current Milwaukie High School's main facade.



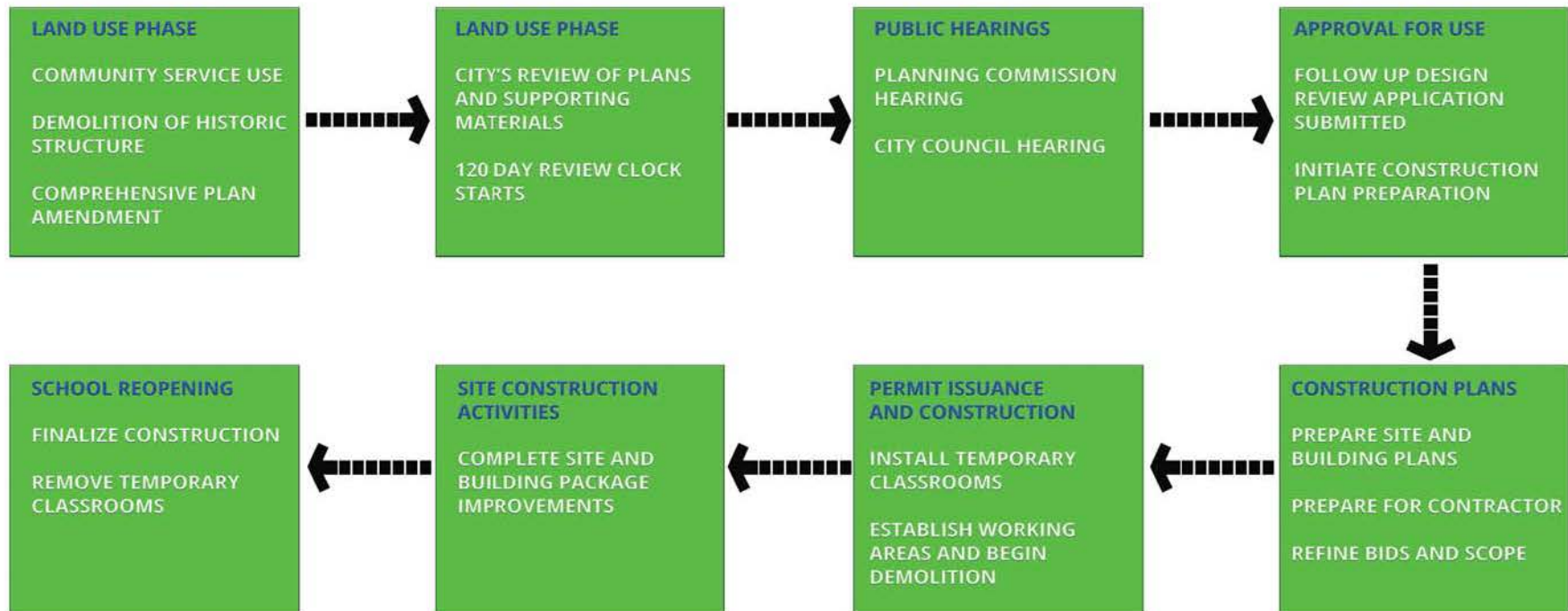
1956 photographs of Milwaukie Union High School
Oregon Historical Society archives



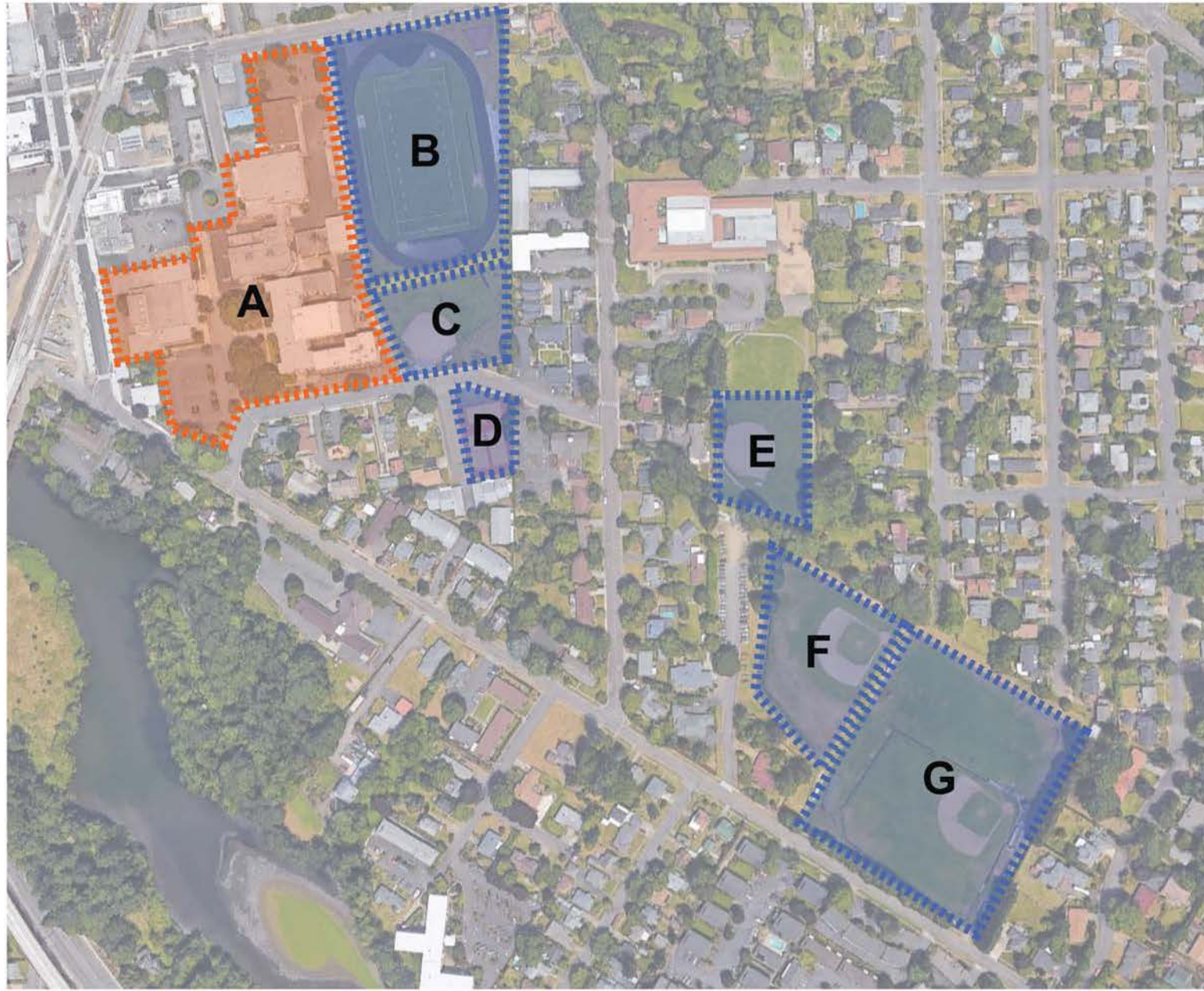
1926 photographs of Milwaukie Union High School
The Milwaukie Review, 1926

Process and Timeline

Process and Timeline



Scope Diagram

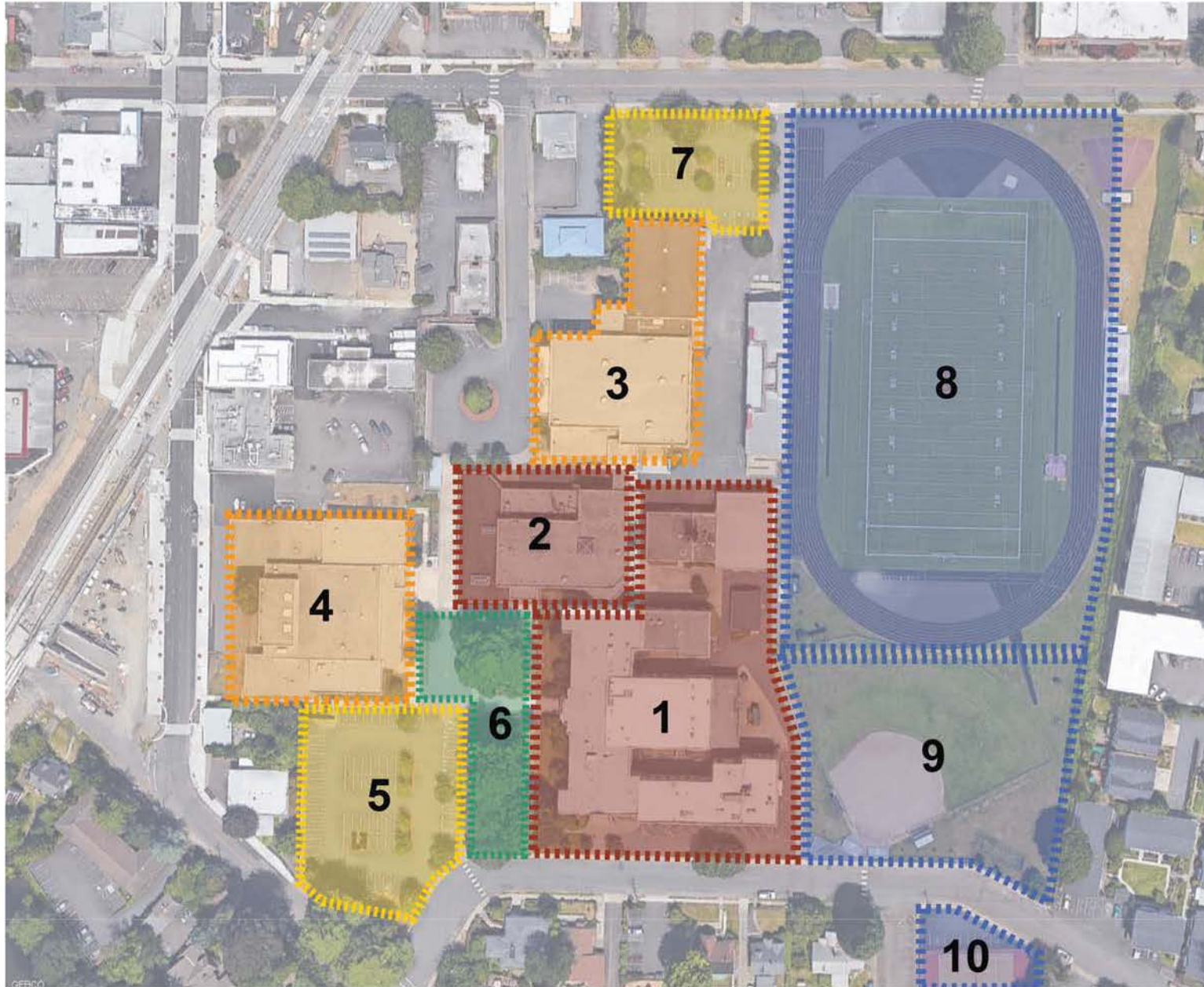


PRELIMINARY PROJECT SCOPE

- A** Campus Improvements
Main Building Replacement
(See Enlarged Diagram)
- B** Running Track Striping
Field Turf Replacement
New Stadium Scoreboards
- C** Relocate Varsity Softball Field to
Lake Road Facility
Add (4) New Tennis Courts
- D** Remove Existing Tennis Courts
New Parking Lot
- E** New JV Softball Field at
Milwaukie ES
- F** New Varsity Softball Field
- G** New Varsity Baseball Field
(Relocate Field Adjacent to Soft
ball Field)



Scope Diagram | Main Campus



PRELIMINARY PROJECT SCOPE

- 1** Main Building Replacement
Remove Boiler Building and
Health & Wellness Center
- 2** Commons Improvements
Kitchen Remodel
Remodel Office Area
Re-Roof Commons Building
- 3** Gym Interior Improvements
Painting, Scoreboards
Refinish Gym Flooring
New Athletic Lockers
- 4** Re-Roof Auditorium
- 5** Main Parking Lot Improvements
- 6** Main Entry Plaza Improvements
- 7** North Parking Lot Improvements
- 8** Running Track Striping
Field Turf Replacement
New Stadium Scoreboards
- 9** Remove Varsity Softball Field
(4) New Tennis Courts
- 10** Remove Existing Tennis Courts
New Parking Lot





RS156



MILWAUKIE HIGH SCHOOL LAKE ROAD SPORTS COMPLEX

The North Clackamas School District cordially invites you to attend an Open House to discuss proposals for the new Milwaukie High School and improvements to the Lake Road Sports Complex.

The meeting will be held at the Milwaukie High School Library on Tuesday, June 27th from 6:00pm to 8:00pm.

No RSVP is required.



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MILWAUKIE, OR 97222

HASSEN HECTOR & HALA H
12798 SE NORMANDY DR
CLACKAMAS, OR 97015

HAYES LILLICE K
11637 SE 32ND AVE
MILWAUKIE, OR 97222

HEALD JANICE L TRUSTEE
1632 VILLAGE PARK PL
WEST LINN, OR 97068

HEALY RYAN & HILARY
11552 SE 32ND AVE
MILWAUKIE, OR 97222

HESPEN BRETT D & MARGARET
C
11584 SE 32ND AVE
MILWAUKIE, OR 97222

HICKMAN DARLENE ROBERTA
11580 SE 31ST AVE
MILWAUKIE, OR 97222

HUGHES RACHEL
11366 SE 27TH AVE
MILWAUKIE, OR 97222

INGELS FRANK B III
11526 SE 30TH AVE
MILWAUKIE, OR 97222

JAGER ALTON L
12106 SE 31ST PL #45
MILWAUKIE, OR 97222

JAYNES BRUCE D & SUZANNE K
12082 SE NIKLAS LN
HAPPY VALLEY, OR 97086

JOHNSON BENJAMIN A & KELLY
L SULLIVAN
11470 SE 30TH AVE
MILWAUKIE, OR 97222

JUNG DANIEL N
11676 SE 31ST AVE
MILWAUKIE, OR 97222

KAUSCH-DALE MAREN TRUSTEE
11607 SE 33RD AVE
MILWAUKIE, OR 97222

KELLEY BRIAN TY
3152 SE LAKE RD
MILWAUKIE, OR 97222

KELLY MAURA F
11636 SE 32ND AVE
MILWAUKIE, OR 97222

KLINKER JOHN W JR TRUSTEE
8700 SW 54TH AVE
PORTLAND, OR 97219

KNIGHT JAMES
10987 SE 28TH AVE
MILWAUKIE, OR 97222

KORINEK EVA M
9700 SW EAGLE CT
BEAVERTON, OR 97008

LAKE ROAD PROPERTIES LLC
2647 SE LAKE RD
MILWAUKIE, OR 97222

LAMASCUS JAMES PRESTON
11870 SE 28TH AVE
MILWAUKIE, OR 97222

LANDIS CAROL S
11363 SE 30TH AVE
MILWAUKIE, OR 97222

LANGE ANDREW E & PATRICIA R
PO BOX 22497
MILWAUKIE, OR 97269

LARKINS PAITHEN & KATHRYN
PO BOX 68076
OAK GROVE, OR 97268

LAUZON GALE S
3180 SE LAKE RD
MILWAUKIE, OR 97222

LEAMY NANCY JOAN
1235 13TH ST
PORT TOWNSEND, WA 98368

LEFORS LAURIE J
11480 SE 27TH AVE
MILWAUKIE, OR 97222

LINENKO LARRY & ANN
2705 SE LAKE RD
MILWAUKIE, OR 97222

LOKAN DENNIS G & SHEILA M
3036 SE SELLWOOD ST
MILWAUKIE, OR 97222

LOOS ROBERT K
11585 SE 32ND AVE
MILWAUKIE, OR 97222

LUFKIN JACK E
11858 SE 28TH AVE
MILWAUKIE, OR 97222

LUFT CONNIE M
10167 SE 45TH AVE
MILWAUKIE, OR 97222

MAXWELL RICHARD A
2502 LINCOLN AVE
VANCOUVER, WA 98660

MCCAUSLAND GREGORY S
2706 SE LAKE RD
MILWAUKIE, OR 97222

MCENANY SAMUEL ALBERT
771 NW ANGEL HEIGHTS RD
STEVENSON, WA 98648

MCKENNA AMBER
3120 SE LAKE RD
MILWAUKIE, OR 97222

MCKEON JOHN J
5416 SE KNIGHT ST
PORTLAND, OR 97206

MCNAUGHTON ASHLEY E
11622 SE 31ST AVE
MILWAUKIE, OR 97222

MENELY SARAH K & MATTHEW A
2816 SE LAKE RD
MILWAUKIE, OR 97222

METRO 11525 SE 32ND AVE LLC
3914 SW MARTINS LN
PORTLAND, OR 97239

MOHR RACHEL M
3168 SE LAKE RD
MILWAUKIE, OR 97222

MONTGOMERY ANN MARIE
12101 SE 33RD PL
MILWAUKIE, OR 97222

MORAN JOHN H & JENNIFER L
11693 SE 32ND AVE
MILWAUKIE, OR 97222

MORRIS TIMOTHY R & NANCY E
11548 SE 31ST AVE
MILWAUKIE, OR 97222

MULKEY WILLIAM
11654 SE 31ST AVE
MILWAUKIE, OR 97222

NELSON JANIS E
3174 SE LAKE RD
MILWAUKIE, OR 97222

NIELSEN BENJAMIN
3148 SE LAKE RD
MILWAUKIE, OR 97222

OFSTEAD HEATH T & JULIE M
11698 SE 31ST AVE
MILWAUKIE, OR 97222

OLSEN CHARLES WESLEY JR
TRUSTEE
PO BOX 4803
PARKER, CO 80134

ONCEA CHARLES W IV
11658 SE 32ND AVE
MILWAUKIE, OR 97222

PERRY ROBERT
601 SW ASHDOWN CIR
WEST LINN, OR 97068

PHILLIPS RICK DEAN
3236 SE WISTER ST
MILWAUKIE, OR 97222

RAGLAND ANDREW J &
KATHLEEN M INNES
12331 SE 25TH AVE
MILWAUKIE, OR 97222

RICHARDS CHRISTINE JOANNE
PO BOX 22856
MILWAUKIE, OR 97269

RICHARDS ELIZABETH
3202 SE LAKE RD
MILWAUKIE, OR 97222

ROUSSEAU BENJAMIN T &
LORENA A
3264 SE LAKE RD
MILWAUKIE, OR 97222

RUPP DAVID & MARYLOU
3154 SE LAKE RD UNIT 18
MILWAUKIE, OR 97222

SCHABER JOANNE M
17702 SE HOWARD ST
MILWAUKIE, OR 97222

SCOTT WILLIAM C JR &
DEBORAH L
11554 SE 27TH AVE
MILWAUKIE, OR 97222

SENGER GAYLEN J & SANDRA M
11649 SE 31ST AVE
MILWAUKIE, OR 97222

SHEARER CASSANDRA D
2716 SE LAKE RD
MILWAUKIE, OR 97222

SHEARER SHERYL J
3124 SE LAKE RD
MILWAUKIE, OR 97222

SHELBY WILLIAM C & ELVA M
11805 SE 28TH AVE
MILWAUKIE, OR 97222

SHIELDS BONNIE S
3156 SE LAKE RD
MILWAUKIE, OR 97222

SIMUKKA KYLE
2806 SE LAKE RD
MILWAUKIE, OR 97222

STAI DUWAYNE L
11917 SE 33RD AVE
MILWAUKIE, OR 97222

STANIELS EMMA
11558 SE 30TH AVE
MILWAUKIE, OR 97222

ST STEPHEN SERBIAN ORTH CH
11447 SE 27TH AVE
MILWAUKIE, OR 97222

SUMMERS STEPHEN P
3140 SE LAKE RD UNIT 11
MILWAUKIE, OR 97222

SUN I PARK
4401 FREEMONT ST NE
LACEY, WA 98516

SUTHERLAND ANDREA & JAY
3255 SE LAKE RD
MILWAUKIE, OR 97222

TESCH DOUGLAS A
319 PALOS VERDES BLVD APT
201
REDONDO BEACH, CA 90277

TESCH DOUGLAS A
3178 SE LAKE RD
MILWAUKIE, OR 97222

TOBLER RANDY E JR TRUSTEE
678 NORTH FORK RD
CHEHALIS, WA 98532

VANBERGEN GLENN ALAN
11610 SE 30TH AVE
MILWAUKIE, OR 97222

VANBERGEN KATHLEEN
11576 SE 30TH AVE
MILWAUKIE, OR 97222

VAUGHAN JANICE E CO-
TRUSTEE
PO BOX 25
COUPEVILLE, WA 98239

WACEK HAROLD J LIVING TRUST
PO BOX 171
CLACKAMAS, OR 97015

WATERMAN RONALD L &
CATHERINE L
11774 SE 32ND AVE
MILWAUKIE, OR 97222

WATSON DOROTHY
11662 SE 27TH AVE
MILWAUKIE, OR 97222

WESTERGREN CRAIG B
TRUSTEE
2711 SE LAKE RD
MILWAUKIE, OR 97222

WHEELER BARBARA E
3146 SE LAKE RD
MILWAUKIE, OR 97222

WIEGE RENE E
11855 SE 32ND AVE
MILWAUKIE, OR 97222

WILLIS BRENT T & LINDA
3277 SE LAKE RD
MILWAUKIE, OR 97222

WILSON HEIDI LAND
PO BOX 181500
CORONADO, CA 92178

YARNO SANDRA L
11448 SE 30TH AVE
MILWAUKIE, OR 97222

ZANNI LAURIE MAY
PO BOX 220044
MILWAUKIE, OR 97269

ADLER DONALD H
PO BOX 12507
PORTLAND, OR 97212

AMATO/CRAIG PROPERTIES INC
412 NE ROYAL CT
PORTLAND, OR 97232

ATHERTON RICHARD & ALICE
11464 SE 27TH AVE
MILWAUKIE, OR 97222

AUSTEN JONATHAN THOR &
RACHEL
11448 SE 27TH AVE
MILWAUKIE, OR 97222

B37 MILWAUKIE OWNER LLC
760 SW 9TH AVE STE 2200
PORTLAND, OR 97205

BACHHUBER THOMAS E JR
2236 SE WASHINGTON ST
MILWAUKIE, OR 97222

BERGERON JOYCE C
PO BOX 1338
GRESHAM, OR 97030

BERNARD SIRI
2437 SE LAKE RD
MILWAUKIE, OR 97222

BJORNSON BRIAN
621 SW MORRISON ST STE 800
PORTLAND, OR 97205

BLALOCK SHIRLEY A
2445 SE LAKE RD
MILWAUKIE, OR 97222

BLUESTONE & HOCKLEY RE
SERVICES
9320 SW BARBUR BLVD STE 300
PORTLAND, OR 97219

BLUESTONE HOMES INC
704 MAIN ST STE 301
OREGON CITY, OR 97045

BRINK JAMES E & VIVIAN J
11188 SE 27TH AVE
MILWAUKIE, OR 97222

BRYAN RAYMOND D
11416 SE 27TH AVE
MILWAUKIE, OR 97222

BUCHWALTER MARIANNE
TRUSTEE
135 SE HAWTHORNE BLVD
PORTLAND, OR 97214

CARLETON MARY PATRICIA
11512 SE 27TH AVE
MILWAUKIE, OR 97222

CHURCHILL SCOTT PERRY & N C
MONAGHAN
2708 SE MONROE ST
MILWAUKIE, OR 97222

CHURCHILL SCOTT PERRY &
NINA C M
2708 SE MONROE ST
MILWAUKIE, OR 97222

CITY OF MILWAUKIE
10722 SE MAIN ST
MILWAUKIE, OR 97222

COGGIN DANIELLE
2505 SE LAKE RD
MILWAUKIE, OR 97222

COLLINS JOHN C
11329 SE 27TH AVE
MILWAUKIE, OR 97222

COLPO DAVID A & LYNNE M
11625 SE 27TH AVE
MILWAUKIE, OR 97222

COLUMBIA PACIFIC INVSTMNT
PROP LLC
11165 SE 23RD AVE
MILWAUKIE, OR 97222

COSSETTE DANIEL L & DONNA L
2502 SE LAKE RD
MILWAUKIE, OR 97222

DANGELO VINCENT ALI
2455 SE LAKE RD
MILWAUKIE, OR 97222

DANIEL-HOFFMAN DILLON D &
KAIIA
2425 SE LAKE RD
MILWAUKIE, OR 97222

DANIELSEN ANNE-LISE
11598 SE 27TH AVE
MILWAUKIE, OR 97222

DANTAS BETO
1811 NW ROSEFINCH LN
PORTLAND, OR 97229

DECRISTOFORO MERENO
11358 SE 21ST AVE
MILWAUKIE, OR 97222

DEVILLIERS SYLVIA TRUSTEE
11177 SE 27TH AVE
MILWAUKIE, OR 97222

DUPASQUIER KATHLEEN ANN
11155 SE 27TH AVE
MILWAUKIE, OR 97222

EISWERTH BRENDAN E & TRACY
MANDEL
11009 SE 28TH AVE
MILWAUKIE, OR 97222

FIELDS JACK E & LINDA L
11593 SE 27TH AVE
MILWAUKIE, OR 97222

FISHER DEBBIE C
PO BOX 220395
MILWAUKIE, OR 97269

FLYNN CASEY R
11394 SE 27TH AVE
MILWAUKIE, OR 97222

FRANZ MARTHA S
2429 SE LAKE RD
MILWAUKIE, OR 97222

GAFFNEY JOHN W
1155 CLAYTON WAY
GLADSTONE, OR 97027

GODZYK ANDREW & BARBARA
11162 SE 23RD AVE
MILWAUKIE, OR 97222

GODZYK ANDREW & BARBARA
679 S STONEHENGE TER
WEST LINN, OR 97068

GRIFFITH RANDALL SCOTT
11630 SE 27TH AVE
MILWAUKIE, OR 97222

HARLAN DALE M
1952 NE SPINDRIFT CT
LINCOLN CITY, OR 97367

HASSEN HECTOR & HALA H
12798 SE NORMANDY DR
CLACKAMAS, OR 97015

HILLYER JANICE B LESSOR
TRUSTEE
2427 SE LAKE RD
MILWAUKIE, OR 97222

HORTON FAMILY LTD PRTRNSHP
PO BOX 145
CANBY, OR 97013

HORTON JEFFREY M
4188 SE PINEHURST AVE
MILWAUKIE, OR 97267

HUGHES RACHEL
11366 SE 27TH AVE
MILWAUKIE, OR 97222

ISOM RUSSELL DUANE
11201 SE 27TH AVE
MILWAUKIE, OR 97222

JAMES PHILIP G
2433 SE LAKE RD
MILWAUKIE, OR 97222

JENKINS SUSAN
2431 SE LAKE RD
MILWAUKIE, OR 97222

JOYCE EDWARD D
13500 SW 72ND AVE STE 210
TIGARD, OR 97223

KAFKA COLIN J & SANDRA M
2626 SE WASHINGTON ST
MILWAUKIE, OR 97222

KANA LLC
155 B AVE STE 100
LAKE OSWEGO, OR 97034

KILBY CONSTANCE L
2451 SE LAKE RD
MILWAUKIE, OR 97222

KING SANDRA J
2439 SE LAKE RD
MILWAUKIE, OR 97222

LAKE ROAD PROPERTIES LLC
2647 SE LAKE RD
MILWAUKIE, OR 97222

LEE LOUANN
2449 SE LAKE RD
MILWAUKIE, OR 97222

LEFORS LAURIE J
11480 SE 27TH AVE
MILWAUKIE, OR 97222

LIEBERT DANIEL B & KAREN K
PO BOX 2633
CLACKAMAS, OR 97015

LUPER JOSHUA K
11325 SE 27TH AVE
MILWAUKIE, OR 97222

MACLEOD CONOR M
5409 SE 37TH AVE
PORTLAND, OR 97202

MACLEOD FAMILY LLC
5409 SE 37TH AVE
PORTLAND, OR 97202

MAJORS JAMES A JR TRUSTEE
102 NE 62ND AVE
PORTLAND, OR 97213

MARSDEN CYRIL B TRUSTEE
2335 SE LAKE RD
MILWAUKIE, OR 97222

MARSH JUDITH M
2447 SE LAKE RD
MILWAUKIE, OR 97222

MATTESON BONNIE L
2453 SE LAKE RD
MILWAUKIE, OR 97222

MCKEON JOHN J
5416 SE KNIGHT ST
PORTLAND, OR 97206

MEADS DANIEL W
2046 SE LAKE RD
MILWAUKIE, OR 97222

MILWAUKIE LUMBER
INVESTMENTS LLC
13113 NE FOURTH PLAIN
VANCOUVER, WA 98682

MORSE STEVEN K
13113 NE FOURTH PLAIN BLVD
VANCOUVER, WA 98682

NAVARRO ELENA
2405 SE LAKE RD
MILWAUKIE, OR 97222

NEWBERG BRANDON C & ANNE
C
6403 SE 21ST
PORTLAND, OR 97202

NW HOUSING ALTERNATIVES INC
2316 SE WILLARD ST
MILWAUKIE, OR 97222

ODONNELL HOLDINGS LLC
PO BOX 22311
MILWAUKIE, OR 97269

OTSYULA JOHN G TRUSTEE
2514 SE LAKE RD
MILWAUKIE, OR 97222

PARK MICHAEL LEE & SHIRLEY A
2460 SE WILLARD ST
MILWAUKIE, OR 97222

RANDALL ELIZABETH & JASON
2636 SE WASHINGTON ST
MILWAUKIE, OR 97222

RIPLEY-WOOD JENNIFER C &
JEREMY E WOOD
2136 SE LAKE RD
MILWAUKIE, OR 97222

SCHABER JOANNE M
17702 SE HOWARD ST
MILWAUKIE, OR 97222

SCOTT WILLIAM C JR &
DEBORAH L
11554 SE 27TH AVE
MILWAUKIE, OR 97222

SEABORG LEONA MAY TRUSTEE
2443 SE LAKE RD UNIT 1
MILWAUKIE, OR 97222

SKIPWITH DONALD L
2435 SE LAKE RD
MILWAUKIE, OR 97222

ST JOHN THE BAPTIST
CATHOLIC CHURCH
10955 SE 25TH AVE
MILWAUKIE, OR 97222

STONE MAUREEN L
PO BOX 82545
PORTLAND, OR 97282

ST STEPHEN SERBIAN ORTH CH
11447 SE 27TH AVE
MILWAUKIE, OR 97222

THE PRESBYTERY OF
PORTLAND
2416 SE LAKE RD
MILWAUKIE, OR 97222

TRI-COUNTY METRO TRANS
DISTRICT OF OR
710 NE HOLLADAY ST
PORTLAND, OR 97232

TRI-COUNTY METRO TRANS
DISTRICT OF OR
1800 SW 1ST AVE STE 300
PORTLAND, OR 97201

WALCKER WANDA J
2441 SE LAKE RD
MILWAUKIE, OR 97222

WALKER JAY WALLACE
1213 9TH ST
WEST LINN, OR 97068

WEBER DANIEL D & KELLIE J
7115 SE FURNBERG ST
PORTLAND, OR 97222

WELCH RANDALL
2244 SE LAKE RD
MILWAUKIE, OR 97222

WHEELER RICHARD K
11380 SE 21ST AVE
MILWAUKIE, OR 97222

ADLER DONALD H TRUSTEE
PO BOX 12507
PORTLAND , OR 97212

BABBITT DONALD D & CONSTANCE A
11661 SE 32ND AVE
MILWAUKIE , OR 97222

BUCKLEY KATHLEEN
11421 SE 30TH AVE
MILWAUKIE , OR 97222

ADLER RESIDENTIAL PROPERTIES LLC
PO BOX 12507
PORTLAND , OR 97212

BARGENDER STEPHEN J & JUDITH A
3105 SE LAKE RD
MILWAUKIE , OR 97222

BULLARD MATTHEW A
11633 SE 33RD AVE
MILWAUKIE , OR 97222

ALLEN KAREN L
11987 SE 28TH AVE
MILWAUKIE , OR 97222

BARRIENTOS SERGIO & JENNIFER L
11573 SE 31ST AVE
MILWAUKIE , OR 97222

BURT BARBARA A TRUSTEE
11814 SE 28TH AVE
MILWAUKIE , OR 97222

ALVARADO VICTOR E
11763 SE 33RD AVE
MILWAUKIE , OR 97222

BARTON BRAD & CASSANDRA
14845 SW 100TH AVE
TIGARD , OR 97224

BURT WARREN R
11667 SE 31ST AVE
MILWAUKIE , OR 97222

ANDERSON JERRY A & ARIJA
11611 SE 33RD AVE
MILWAUKIE , OR 97222

BERTRAND MELISSA D
3172 SE LAKE RD #27
MILWAUKIE , OR 97222

CAMPBELL SALLY
3128 SE LAKE RD
MILWAUKIE , OR 97222

ANDREW WILLIAM N
11827 SE 28TH AVE
MILWAUKIE , OR 97222

BIGGS JENNIFER KAY & LLOYD S
WOLFE III
3115 SE LAKE RD
MILWAUKIE , OR 97222

CANNONBALL RUN LLC
2906 SE MADISON ST
MILWAUKIE , OR 97222

ANGELL DALE & CONNIE
11951 SE 33RD AVE
MILWAUKIE , OR 97222

BLUESTONE & HOCKLEY RE SERVICES
9320 SW BARBUR BLVD STE 300
PORTLAND , OR 97219

CARLETON MARY PATRICIA
11512 SE 27TH AVE
MILWAUKIE , OR 97222

ATHERTON RICHARD & ALICE
11464 SE 27TH AVE
MILWAUKIE , OR 97222

BOLEY RONALD J & VICTORIA D
11563 SE 30TH AVE
MILWAUKIE , OR 97222

CARTASEGNA CAROL JEAN
11973 SE 33RD AVE
MILWAUKIE , OR 97222

AUSTEN JONATHAN THOR & RACHEL
11448 SE 27TH AVE
MILWAUKIE , OR 97222

BRODY BENJAMIN L
2725 SE LAKE RD
MILWAUKIE , OR 97222

CHALE LUANNE KENNA
11531 SE 30TH AVE
MILWAUKIE , OR 97222

BABBITT CONSTANCE A
11661 SE 32ND AVE
MILWAUKIE , OR 97222

BRYAN RAYMOND D
11416 SE 27TH AVE
MILWAUKIE , OR 97222

CLARK MARY S
11742 SE 32ND AVE
MILWAUKIE , OR 97222

CLAYTON ADAM E
3126 SE LAKE RD
MILWAUKIE , OR 97222

DOWELL WILLIAM L & HEATHER D
3182 SE LAKE RD
MILWAUKIE , OR 97222

FOSTERLING CHARLES D TRUSTEE
11901 SE 32ND AVE
MILWAUKIE , OR 97222

COLPO DAVID A & LYNNE M
11625 SE 27TH AVE
MILWAUKIE , OR 97222

DOWNS DAVID J & KRISTA J
13114 SE KUEHN RD
MILWAUKIE , OR 97222

FOWLER DENNIS Z
3164 SE LAKE RD
MILWAUKIE , OR 97222

COXEN PETER E
82-5824 NAPOOPOO RD
CAPTAIN COOK , HI 96704

DURRE DAWN M
11635 SE 31ST AVE
MILWAUKIE , OR 97222

FOZ ALEXANDER A & JOHANNA K
TWIGG
2636 SE GINO LN
MILWAUKIE , OR 97222

CRABB LARRY BRIAN
11423 SE 30TH AVE
MILWAUKIE , OR 97222

EDDY JANET C & RODGER
2582 NW LOVEJOY ST
PORTLAND , OR 97210

FULWIDER MICHAEL H & KATHIE S NYE
16525 SE WARNOCK LN
MILWAUKIE , OR 97267

CRONK ROBERT K
3570 SW RIVER PKWY #1711
PORTLAND , OR 97239

ESTABROOK TODD A
11659 SE 32ND AVE
MILWAUKIE , OR 97222

GAGE LYNDA M
11665 SE 33RD AVE
MILWAUKIE , OR 97222

DAMIAN ANTHONY TRUSTEE
11846 SE 32ND AVE
MILWAUKIE , OR 97222

FAST CHRISTOPHER
3144 SE LAKE RD
MILWAUKIE , OR 97222

GIBSON KENDALL J & TERRI B
3015 SE SELLWOOD ST
MILWAUKIE , OR 97222

DAMON EMILY COLLEEN
3016 SE SELLWOOD ST
MILWAUKIE , OR 97222

FAUST LAND TRUST
11571 SE 32ND AVE
MILWAUKIE , OR 97222

GOOD ALLISON M
11519 SE 30TH AVE
MILWAUKIE , OR 97222

DANIELSEN ANNE-LISE
11598 SE 27TH AVE
MILWAUKIE , OR 97222

FIELDS JACK E & LINDA L
11593 SE 27TH AVE
MILWAUKIE , OR 97222

GREEN DAVID
5040 SE TOLMAN ST
PORTLAND , OR 97206

DEARDORFF MARIA G
11690 SE 32ND AVE
MILWAUKIE , OR 97222

FISHER DEBBIE C
PO BOX 220395
MILWAUKIE , OR 97269

GRIFFITH RANDALL SCOTT
11630 SE 27TH AVE
MILWAUKIE , OR 97222

DONNERBERG GEORGE W & LINDA A
17809 NE MARINE DR SLIP A13
PORTLAND , OR 97230

FLYNN CASEY R
11394 SE 27TH AVE
MILWAUKIE , OR 97222

GROSKLOS BRIAN M
11603 SE 32ND AVE
MILWAUKIE , OR 97222

GUNDERSON TIMOTHY V & TINA M
11415 SE 30TH AVE
MILWAUKIE , OR 97222

INGELS FRANK B III
11526 SE 30TH AVE
MILWAUKIE , OR 97222

KORINEK EVA M
9700 SW EAGLE CT
BEAVERTON , OR 97008

HAMBLEY KIRK & KAYLA
3216 SE WISTER ST
MILWAUKIE , OR 97222

JAGER ALTON L
12106 SE 31ST PL #45
MILWAUKIE , OR 97222

LAKE ROAD PROPERTIES LLC
2647 SE LAKE RD
MILWAUKIE , OR 97222

HASSEN HECTOR
12798 SE NORMANDY DR
CLACKAMAS , OR 97015

JAYNES BRUCE D & SUZANNE K
12082 SE NIKLAS LN
HAPPY VALLEY , OR 97086

HASSEN HECTOR & HALA H
12798 SE NORMANDY DR
CLACKAMAS , OR 97015

JOHNSON BENJAMIN A & KELLY L
SULLIVAN
11470 SE 30TH AVE
MILWAUKIE , OR 97222

LAMASCUS JAMES PRESTON
11870 SE 28TH AVE
MILWAUKIE , OR 97222

HAYES LILLICE K
11637 SE 32ND AVE
MILWAUKIE , OR 97222

JUNG DANIEL N
11676 SE 31ST AVE
MILWAUKIE , OR 97222

LANDIS CAROL S
11363 SE 30TH AVE
MILWAUKIE , OR 97222

HEALD JANICE L TRUSTEE
1632 VILLAGE PARK PL
WEST LINN , OR 97068

KAUSCH-DALE MAREN TRUSTEE
11607 SE 33RD AVE
MILWAUKIE , OR 97222

LANGE ANDREW E & PATRICIA R
PO BOX 22497
MILWAUKIE , OR 97269

HEALY RYAN & HILARY
11552 SE 32ND AVE
MILWAUKIE , OR 97222

KELLEY BRIAN TY
3152 SE LAKE RD
MILWAUKIE , OR 97222

LANGE ANDREW & PATRICIA
PO BOX 22497
MILWAUKIE , OR 97269

HESPEN BRETT D & MARGARET C
11584 SE 32ND AVE
MILWAUKIE , OR 97222

KELLY MAURA F
11636 SE 32ND AVE
MILWAUKIE , OR 97222

LARKINS PAITHEN & KATHRYN
PO BOX 68076
OAK GROVE , OR 97268

HICKMAN DARLENE ROBERTA
11580 SE 31ST AVE
MILWAUKIE , OR 97222

KLINKER JOHN W JR TRUSTEE
8700 SW 54TH AVE
PORTLAND , OR 97219

LAUZON GALE S
3180 SE LAKE RD
MILWAUKIE , OR 97222

HUGHES RACHEL
11366 SE 27TH AVE
MILWAUKIE , OR 97222

KNIGHT JAMES
10987 SE 28TH AVE
MILWAUKIE , OR 97222

LEAMY NANCY JOAN
1235 13TH ST
PORT TOWNSEND , WA 98368

LEFORS LAURIE J
11480 SE 27TH AVE
MILWAUKIE , OR 97222

MCKEON JOHN J
5416 SE KNIGHT ST
PORTLAND , OR 97206

NIELSEN BENJAMIN
3148 SE LAKE RD
MILWAUKIE , OR 97222

LINENKO LARRY & ANN
2705 SE LAKE RD
MILWAUKIE , OR 97222

MCNAUGHTON ASHLEY E
11622 SE 31ST AVE
MILWAUKIE , OR 97222

NORTH CLACKAMAS SD #12
12400 SE FREEMAN WAY
MILWAUKIE , OR 97222

LOKAN DENNIS G & SHEILA M
3036 SE SELLWOOD ST
MILWAUKIE , OR 97222

MENELY SARAH K & MATTHEW A
2816 SE LAKE RD
MILWAUKIE , OR 97222

OFSTEAD HEATH T & JULIE M
11698 SE 31ST AVE
MILWAUKIE , OR 97222

LOOS ROBERT K
11585 SE 32ND AVE
MILWAUKIE , OR 97222

METRO 11525 SE 32ND AVE LLC
3914 SW MARTINS LN
PORTLAND , OR 97239

OLSEN CHARLES WESLEY JR
TRUSTEE
PO BOX 4803
PARKER , CO 80134

LUFKIN JACK E
11858 SE 28TH AVE
MILWAUKIE , OR 97222

MOHR RACHEL M
3168 SE LAKE RD
MILWAUKIE , OR 97222

ONCEA CHARLES W IV
11658 SE 32ND AVE
MILWAUKIE , OR 97222

LUFT CONNIE M
10167 SE 45TH AVE
MILWAUKIE , OR 97222

MONTGOMERY ANN MARIE
12101 SE 33RD PL
MILWAUKIE , OR 97222

PERRY ROBERT
601 SW ASHDOWN CIR
WEST LINN , OR 97068

MAXWELL RICHARD A
2502 LINCOLN AVE
VANCOUVER , WA 98660

MORAN JOHN H & JENNIFER L
11693 SE 32ND AVE
MILWAUKIE , OR 97222

PHILLIPS RICK DEAN
3236 SE WISTER ST
MILWAUKIE , OR 97222

MCCAUSLAND GREGORY S
2706 SE LAKE RD
MILWAUKIE , OR 97222

MORRIS TIMOTHY R & NANCY E
11548 SE 31ST AVE
MILWAUKIE , OR 97222

RAGLAND ANDREW J & KATHLEEN M
INNES
12331 SE 25TH AVE
MILWAUKIE , OR 97222

MCENANY SAMUEL ALBERT
771 NW ANGEL HEIGHTS RD
STEVENSON , WA 98648

MULKEY WILLIAM
11654 SE 31ST AVE
MILWAUKIE , OR 97222

RICHARDS CHRISTINE JOANNE
PO BOX 22856
MILWAUKIE , OR 97269

MCKENNA AMBER
3120 SE LAKE RD
MILWAUKIE , OR 97222

NELSON JANIS E
3174 SE LAKE RD
MILWAUKIE , OR 97222

RICHARDS ELIZABETH
3202 SE LAKE RD
MILWAUKIE , OR 97222

ROUSSEAU BENJAMIN T & LORENA A
3264 SE LAKE RD
MILWAUKIE , OR 97222

STAI DUWAYNE L
11917 SE 33RD AVE
MILWAUKIE , OR 97222

VANBERGEN KATHLEEN
11576 SE 30TH AVE
MILWAUKIE , OR 97222

RUPP DAVID & MARYLOU
3154 SE LAKE RD UNIT 18
MILWAUKIE , OR 97222

STANIELS EMMA
11558 SE 30TH AVE
MILWAUKIE , OR 97222

VAUGHAN JANICE E CO-TRUSTEE
PO BOX 25
COUPEVILLE , WA 98239

SCHABER JOANNE M
17702 SE HOWARD ST
MILWAUKIE , OR 97222

ST STEPHEN SERBIAN ORTH CH
11447 SE 27TH AVE
MILWAUKIE , OR 97222

WACEK HAROLD J LIVING TRUST
PO BOX 171
CLACKAMAS , OR 97015

SCOTT WILLIAM C JR & DEBORAH L
11554 SE 27TH AVE
MILWAUKIE , OR 97222

SUMMERS STEPHEN P
3140 SE LAKE RD UNIT 11
MILWAUKIE , OR 97222

WATERMAN RONALD L & CATHERINE L
11774 SE 32ND AVE
MILWAUKIE , OR 97222

SENGER GAYLEN J & SANDRA M
11649 SE 31ST AVE
MILWAUKIE , OR 97222

SUN I PARK
4401 FREEMONT ST NE
LACEY , WA 98516

WATSON DOROTHY
11662 SE 27TH AVE
MILWAUKIE , OR 97222

SHEARER CASSANDRA D
2716 SE LAKE RD
MILWAUKIE , OR 97222

SUTHERLAND ANDREA & JAY
3255 SE LAKE RD
MILWAUKIE , OR 97222

WESTERGREN CRAIG B TRUSTEE
2711 SE LAKE RD
MILWAUKIE , OR 97222

SHEARER SHERYL J
3124 SE LAKE RD
MILWAUKIE , OR 97222

TESCH DOUGLAS A
319 PALOS VERDES BLVD APT 201
REDONDO BEACH , CA 90277

WHEELER BARBARA E
3146 SE LAKE RD
MILWAUKIE , OR 97222

SHELBY WILLIAM C & ELVA M
11805 SE 28TH AVE
MILWAUKIE , OR 97222

TESCH DOUGLAS A
3178 SE LAKE RD
MILWAUKIE , OR 97222

WIEGE RENE E
11855 SE 32ND AVE
MILWAUKIE , OR 97222

SHIELDS BONNIE S
3156 SE LAKE RD
MILWAUKIE , OR 97222

TOBLER RANDY E JR TRUSTEE
678 NORTH FORK RD
CHEHALIS , WA 98532

WILLIS BRENT T & LINDA
3277 SE LAKE RD
MILWAUKIE , OR 97222

SIMUKKA KYLE
2806 SE LAKE RD
MILWAUKIE , OR 97222

VANBERGEN GLENN ALAN
11610 SE 30TH AVE
MILWAUKIE , OR 97222

WILSON HEIDI LAND
PO BOX 181500
CORONADO , CA 92178

YARNO SANDRA L
11448 SE 30TH AVE
MILWAUKIE , OR 97222

ZANNI LAURIE MAY
PO BOX 220044
MILWAUKIE , OR 97269

5075 SW GRIFFITH DRIVE, SUITE 150
BEAVERTON, OREGON 97005
PH: (503) 946.9365
WWW.3J-CONSULTING.COM

MILWAUKIE HIGH SCHOOL
SIGN-IN SHEET
JUNE 27, 2017

[illegible]

3J CONSULTING

5075 SW GRIFFITH DRIVE, SUITE 150
BEAVERTON, OREGON 97005
PH: (503) 946.9365
WWW.3J-CONSULTING.COM

MILWAUKIE HIGH SCHOOL
SIGN-IN SHEET
JUNE 27, 2017

NAME	ADDRESS	EMAIL & PHONE
		503-794-9354
Ray Bryan	11416 SE 27th Ave	raylbryan2@gmail.com
Donel & Skipwith	2435 SE Lake	503-303-5438 nmskip@gmail.com
Lisa Batey	11912 SE 19th Ave	lisabatey@msn.com
chelsea botteron		chelseabotteron@gmail.com
Kim Kerr	22821 SE Tillamook Damascus OR	kim@acmeadapters.com
Rene Wieg MARTIN CASILLAS	11855 SE 32nd Ave	reneu25@gmail.com
JIM OSTERMAN	28150 N ALMA SCHOOL PARKWAY SCOTTSDALE AZ	JSOVENTURES@GMAIL.COM



3J CONSULTING

5075 SW GRIFFITH DRIVE, SUITE 150
BEAVERTON, OREGON 97005
PH: (503) 946.9365
WWW.3J-CONSULTING.COM

MILWAUKIE HIGH SCHOOL SIGN-IN SHEET JUNE 27, 2017

NAME	ADDRESS	EMAIL & PHONE
Ceci Denovo		cecidenovo@gmail.com
Siri Bernaert	By The Tennis Courts	siribernaert@comcast.net
Yvonne McVay		Yvonne.McVay@clacknet.com
Bill Corti	3943 SE Lake Rd Milwaukie	WillCorti@AOL.com
Haz Wacek	P.O. Box 171 CLACKAMAS, OR 97015	(N/A)
Stephen McMurtry	Northwest Housing Alternatives	503-654-1007 x122 mcmurtry@nwhousing.org
Freya Soper		freya411@yahoo.com





February 16, 2018

Mayor and City Council
City of Milwaukie
10722 SE Main St.
Milwaukie, OR 97222

Re: Milwaukie High School Historic Resource Deletion – HR-2017-002

Dear Mayor and Councilors,

Restore Oregon opposes the proposed removal of Milwaukie High School from the City of Milwaukie's list of Historic Resources. Furthermore, we strongly recommend against this landmark's demolition and urge the City of Milwaukie and the North Clackamas School District to seek alternatives which will enhance rather than detract from the community's architectural and historical heritage. We would further recommend that the city draft and implement additional protections within city ordinance for the preservation of this and other vulnerable historic places. We're ready to assist you in this endeavor to the extent we are able.

Restore Oregon is a statewide historic preservation non-profit representing thousands of local supporters working to protect and restore the historic places that make our state like no place else. For some time, we have worked to draw attention to the rapid loss of historic fabric throughout the greater Portland metropolitan area. Acceleration in the growth of the region's population has spurred a spike in the demolition of historic homes and structures and resulted in a loss of architectural character, a waste of quality building materials, and an irrevocably diminished historical record.

Constructed in 1925, Milwaukie High School has been a local landmark since it was built. Its architectural and cultural significance to the community was cemented with a visit by presidential candidate John F. Kennedy in 1960. The building's historic significance and its Art Deco architecture were recognized when it was listed as a Historic Resource by the City of Milwaukie. While it requires maintenance, and retrofitting to meet the needs of contemporary education, the school is no less significant today than when it was declared a city Historic Resource.

That the demolition of the Milwaukie High School is proposed and will likely be granted, despite its designation as a local Historic Resource, speaks to the shortcomings of city ordinance to protect these clearly vulnerable and precious places. Many jurisdictions across the state have carefully drafted and enacted policies which protect places that have been documented and recognized through local or national designation. The City of Milwaukie should consider updates to its own ordinances which strengthen the protections afforded to historic places.

Restore Oregon and its partners and members appreciate your consideration of our comments. While opposed to the demolition and Historic Resource deletion of Milwaukie High School, we would be happy to meet with you and your staff to better explain our interests in a revision to city code protecting historic places and our abilities to assist in this process. Milwaukie High School and every historic site within the City of Milwaukie deserve your attention and investment of your time. We trust you will agree.

Sincerely,

Dan Everhart

Preservation Programs Representative

Scott Stauffer

From: Brett Kelter
Sent: Tuesday, February 20, 2018 8:58 AM
To: OCR
Cc: Dennis Egner
Subject: FW: HR-2017-002, Milwaukie High School

Scott,

See below for comments received over the weekend for the Milwaukie High School hearing tonight. At this point, shall I simply print copies to bring to the meeting, or do you want me to forward it electronically to the Council, or something else?

BRETT KELVER
Associate Planner

-----Original Message-----

From: Camron Settlemier [mailto:csettlemier@highdeftrains.com]
Sent: Monday, February 19, 2018 10:39 PM
To: Brett Kelter <KelterB@milwaukieoregon.gov>
Subject: HR-2017-002, Milwaukie High School

Brett,

I am opposed to the removal of the Milwaukie High School from the City's list of Historic Properties. The high school building still maintains historic integrity, and it's removal from the list of Historic Properties is without merit. Destruction of Milwaukie's historic architecture robs not only this generation of citizens and high school students of their heritage, but also all generations to come. If the city government is not willing to be a responsible citizen body of its properties, maybe the school should be sold to a different entity, and a new high school built at a different location. Take Albany for example. The High School my grandmother attended still stands and functions as a private school, with the "new" high school built on a different location in the 50s. It is not fair to rob future generations of the gift previous generations have given us.

Sincerely,
Camron

Camron Settlemier

Scott Stauffer

From: Karen Peinl <kpeinl@earthlink.net>
Sent: Tuesday, February 20, 2018 2:45 PM
To: Scott Stauffer
Subject: Milwaukie High School

Dear Mr. Stauffer,

I am a graduate of Milwaukie High School (Class of 1972). I am writing to express my opposition to the removal of Milwaukie High School from the city's historic properties list. I am especially opposed to the proposed demolition of the school. The plans I have seen of the building that will replace it shows it to lack human scale and without a sense of history. In short, it looks like a fancy warehouse.

Tearing down the school will waste a tremendous amount of embodied energy. To define what that is, here is a quote from Richard Moe, former President of the National Trust for Historic Preservation, "It takes energy to manufacture and to extract building materials, more energy to transport them to a construction site, still more energy to assemble them into a building. All of that energy is embodied in the finished structure and if the structure is demolished and landfilled, the energy locked up in it is totally wasted. Building a new 50,000 square foot office structure releases the same amount of carbon into the atmosphere as driving a car 2.8 million miles."

As for the belief that new buildings are more energy efficient, here's a quote from Preservation Magazine, published by the National Trust for Historic Preservation, "Commercial buildings constructed before 1920 have an average energy consumption of 80,127 BTUs per square foot. For buildings built since 2000, that number is 79,703 BTUs," a difference of only 424 BTUs.

I totally get that it will take a very large amount of money to fix Milwaukie High School. Is the cost of fixing it that much more than a new building..? Why not consider spending the same amount of money to fix up a historic building in the heart of Milwaukie, that doesn't waste the building that is already there? Why tear down one building only to build another? You still will only have one building when you're done. The new building will lack the history and character the present building has. Please reconsider the decision to remove it from the historic properties list and its demolition.

Thank you,

Karen Dobroth Peinl

Scott Stauffer

From: Angel Falconer
Sent: Wednesday, February 21, 2018 6:02 PM
To: Scott Stauffer
Subject: Fwd: the future of the Milwaukee High School "Save the Milwaukie High School"

Angel Falconer
Sent from my iPhone

Begin forwarded message:

From: Susan Cole <Susan.Cole@alaskaair.com>
Date: February 21, 2018 at 9:09:07 AM PST
To: "falconera@milwaukieoregon.gov" <falconera@milwaukieoregon.gov>
Subject: Re: the future of the Milwaukee High School "Save the Milwaukie High School"

Dear Ms.Falconer, (and all Milwaukie city council members);

My name is Susan Cole.

I live in S.W. Washington (South Bend)-in a Heritage Queen Anne Victorian home that I researched, sought to be placed on the Registry of Historic Places for Washington State, and was successful in doing so.

I attended Queen Anne High School in Seattle, that proudly sits atop of Queen Anne Hill. In 1979 it was repurposed (verses being demolished)-as condominiums- which beckoned a long list of interested buyers—folks with appreciation of historic places, architectural renderings and the materials and artisans that built them. It was a successful undertaking. A “win-win”.

I see Tacoma’s Stadium High School in continuance- preserved with pride- from a community who cares about preservation of historic places.

I related to the Milwaukie student’s testimony of appreciation for the art, artisan craftsmanship, culture and history that the Milwaukie High School brings to your city.

Over two years ago, I purchased a heritage barn in Carlton Oregon. The last of an agricultural building in a residential neighborhood- 4 blocks from Main Street.

I have been working with different preservation groups since my purchase- within the state of Oregon, the city of Carlton, the elders of Carlton who have given so much to enrich the community, Restore Oregon, and SHPO, and the Lafayette Historical Society.

Two years ago I was blessed with working with a graduate student from U.of O’s masters program in Conservation of Architectural Structures.

He worked diligently on the initial application to SHPO - which lead to a “dedication” and a rewrite to encompass more length of time in use as an agricultural structure- and last Friday (February 16,2018)- we met before the SHPO advisory for a second hearing and revote-(in Carlton)- to determine whether

the historic John B. Wennerberg Barn should be dedicated to United States Parks and Recreation - within the Department of the Interior- for hopeful “placement “ onto the National Registry of Historic Places.

If we succeed in this final step- Oregon has many grants within many groups- that can make the preservation process feasible.

I’m sharing all this, to encourage a “re-thinking” of Milwaukie’s plans to demolish a vital and living part of the American city landscape and culture, as I feel it would be an absolute travesty if those plans came to fruition.

Thank you for your time.

Sincerely,

Susan Cole

Scott Stauffer

From: Angel Falconer
Sent: Wednesday, February 21, 2018 6:02 PM
To: Scott Stauffer
Subject: Fwd: Stadium High School - Wikipedia

Angel Falconer
Sent from my iPhone

Begin forwarded message:

From: Susan Cole <Susan.Cole@alaskaair.com>
Date: February 21, 2018 at 9:11:48 AM PST
To: "falconera@milwaukieoregon.gov" <falconera@milwaukieoregon.gov>
Subject: Stadium High School - Wikipedia

https://en.wikipedia.org/wiki/Stadium_High_School

Sent from my iPhone

Scott Stauffer

From: Angel Falconer
Sent: Wednesday, February 21, 2018 6:03 PM
To: Scott Stauffer
Subject: Fwd: Queen Anne High School, Seattle - Wikipedia

Angel Falconer
Sent from my iPhone

Begin forwarded message:

From: Susan Cole <Susan.Cole@alaskaair.com>
Date: February 21, 2018 at 9:18:35 AM PST
To: "falconera@milwaukieoregon.gov" <falconera@milwaukieoregon.gov>
Subject: Queen Anne High School, Seattle - Wikipedia

Ms. Falconer,

My date of 1979 was wrong for repurposing- 1981 was the last year Queen Anne operated as a school- word was out at that time- that there were future "plans" for the school. I was there with hundreds of past students/teachers for an open house, and a ceremony to honor its closure.

All were happy it wasn't being demolished!

https://en.wikipedia.org/wiki/Queen_Anne_High_School,_Seattle

Sent from my iPhone

Scott Stauffer

From: Angel Falconer
Sent: Friday, February 23, 2018 1:07 PM
To: Scott Stauffer
Subject: Fwd: the future of the Milwaukee High School "Save the Milwaukie High School"

I don't know what difference there might be, just sending along.

Angel Falconer
Sent from my iPhone

Begin forwarded message:

From: Susan Cole <Susan.Cole@alaskaair.com>
Date: February 23, 2018 at 12:20:03 PM PST
To: "falconera@milwaukieoregon.gov" <falconera@milwaukieoregon.gov>
Subject: Fwd: the future of the Milwaukee High School "Save the Milwaukie High School"

Updated version.

Sent from my iPhone

Begin forwarded message:

From: Susan Cole <Susan.Cole@alaskaair.com>
Date: February 23, 2018 at 12:18:28 PM PST
To: "joy.Sears@oregon.gov" <joy.Sears@oregon.gov>, Peggy Moretti
<PeggyM@restoreoregon.org>
Subject: Fwd: the future of the Milwaukee High School "Save the Milwaukie High School"

Sent from my iPhone

Begin forwarded message:

From: Susan.Cole@alaskaair.com
Date: February 21, 2018 at 9:09:04 AM PST
To: falconera@milwaukieoregon.gov
Subject: Re: the future of the Milwaukee High School "Save the Milwaukie High School"

Dear Ms.Falconer, (and all Milwaukie city council members);

My name is Susan Cole.
I live in S.W. Washington (South Bend)-in a Heritage Queen Anne Victorian home that I researched, sought to be placed on the Registry of Historic Places for Washington State, and was successful in doing so.

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I related to the Milwaukie student’s testimony of appreciation for the art, artisan craftsmanship, culture and history that the Milwaukie High School brings to your city.

Over two years ago, I purchased a heritage barn in Carlton Oregon. The last of an agricultural building in a residential neighborhood- 4 blocks from Main Street.

I have been working with different preservation groups since my purchase- within the state of Oregon, the city of Carlton, the elders of Carlton who have given so much to enrich the community, Restore Oregon, and SHPO, and the Lafayette Historical Society.

Beginning two years ago I was blessed to be paired with a graduate student from U.of O’s Historic Preservation Program.

He worked diligently on the initial application to SHPO - which lead to a “nomination” and later a rewrite to encompass more length of time in use as an agricultural structure- and last Friday (February 16,2018)- we met before the SHPO advisory for a second hearing and revote-(in Carlton)- to determine whether the historic John B. Wennerberg Barn should be dedicated to United States Parks and Recreation - within the Department of the Interior- for hopeful “placement “ onto the National Registry of Historic Places. We were successful in that next step!

If we succeed in this final step- Oregon has many grants within many groups- that can help make the preservation process economically feasible, and provide a viable option.

I’m sharing all this, to encourage a “re-thinking” of Milwaukie’s plans to demolish a vital and living part of the American city landscape, Milwaukie’s historic infrastructure and culture, as I feel it would be an absolute travesty if those plans came to fruition.

I would also like to encourage you to seek state or national placement onto respective Registry’s of Historical Places- to protect your city’s precious landmark from groups or peoples from

destruction.

Thank you for your time.

Sincerely,

Susan Cole

Scott Stauffer

From: Angel Falconer
Sent: Friday, February 23, 2018 10:42 AM
To: Scott Stauffer
Subject: Fwd: High School demolition

Wasn't sure if you got this one.

Angel Falconer
Sent from my iPhone

Begin forwarded message:

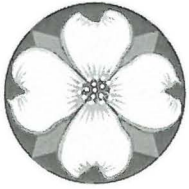
From: "D. Baker" <artcompassionededucation@gmail.com>
Date: February 20, 2018 at 6:58:33 PM PST
To: gambam@milwaukieoregon.gov, falconera@milwaukieoregon.gov, bateyl@milwaukieoregon.gov,
"Parks, Wilda" <parksw@milwaukieoregon.gov>, Shane Abma <abmas@milwaukieoregon.gov>
Subject: High School demolition

As a former high school teacher, friend on MSA students and teachers union president, please, look beyond the emotional plea for historic architecture and tree removal, and approve the demolition for the safety of our students and the technological advances needed for 21st century globally literate students. Retrofitting costs more, offers less new innovation, and leaves our students at risk to unwelcome intruders, earthquakes, and other challenges. New buildings can incorporate safety features and technological advances which retrofitting cannot. Trees will be planted and grow for our future students.

Thank you,
Denise Emmerling-Baker EdD
503-407-1940

artcompassionededucation.com

"Do anything, but let it produce joy."-Walt Whitman



PUBLIC HEARING ATTENDANCE SIGN-UP SHEET

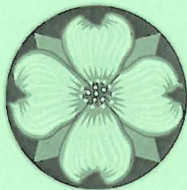
If you wish to have standing and/or to be on the mailing list for Council information from tonight's hearing, please sign-in below.

2/20/18

**Deletion of Milwaukie High School (MHS) from the
Historic Resources list**

Land Use File No. HR-2017-002

NAME	ADDRESS	PHONE	EMAIL
Annabella Guimetti		971-279-0422	annabellaguimetti@gmail.com



CITY OF MILWAUKIE CITY COUNCIL

10722 SE Main Street
P) 503-786-7502
F) 503-653-2444
ocr@milwaukieoregon.gov

Speaker Registration

The City of Milwaukie encourages all citizens to express their views to their city leaders in a **respectful** and **appropriate** manner. If you wish to speak before the City Council, fill out this card and hand it to the City Recorder. Note that this Speakers Registration card, once submitted to the City Recorder, becomes part of the public record.

Name: Annabella Gelmetti

Organization: Milwaukie High
Student

Address:

Phone:

Email:

Meeting Date: 2/20/13

Topic: MHS City's List of Historic Prop.

Agenda Item You Wish to Speak to:

☐ #4 Audience Participation

☒ #5 Public Hearing, Topic:

☐ #6 Other Business, Topic:

You are Speaking...

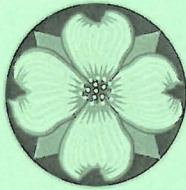
☐ in Support

☒ in Opposition to removal of MHS

☐ from a Neutral Position from the

☐ to ask a Question List

Comments:



CITY OF MILWAUKIE CITY COUNCIL

10722 SE Main Street
P) 503-786-7502
F) 503-653-2444
ocr@milwaukieoregon.gov

Speaker Registration

The City of Milwaukie encourages all citizens to express their views to their city leaders in a **respectful** and **appropriate** manner. If you wish to speak before the City Council, fill out this card and hand it to the City Recorder. Note that this Speakers Registration card, once submitted to the City Recorder, becomes part of the public record.

Name: ANDREW TULL

Organization:

Address: 3J CONSULTING, INC.
5075 SW ~~WESLEY~~ DRIVE.
GRIFATH
Phone: 503-545-1907
Email:

Meeting Date: 2/20/2018 Topic: HRC @ MHS.

Agenda Item You Wish to Speak to:

- ☐ #4 Audience Participation
- ☒ #5 Public Hearing, Topic: A. MHS
- ☐ #6 Other Business, Topic:

You are Speaking...

- ☒ in Support
- ☐ in Opposition
- ☐ from a Neutral Position
- ☐ to ask a Question

Comments: APPLICANT



RS 5. A.

2/20/18

Staff

Presentation

Historic Resource Deletion Milwaukie High School

Master File #HR-2017-002
(with ZA-2017-004 and CPA-2017-003)

City Council

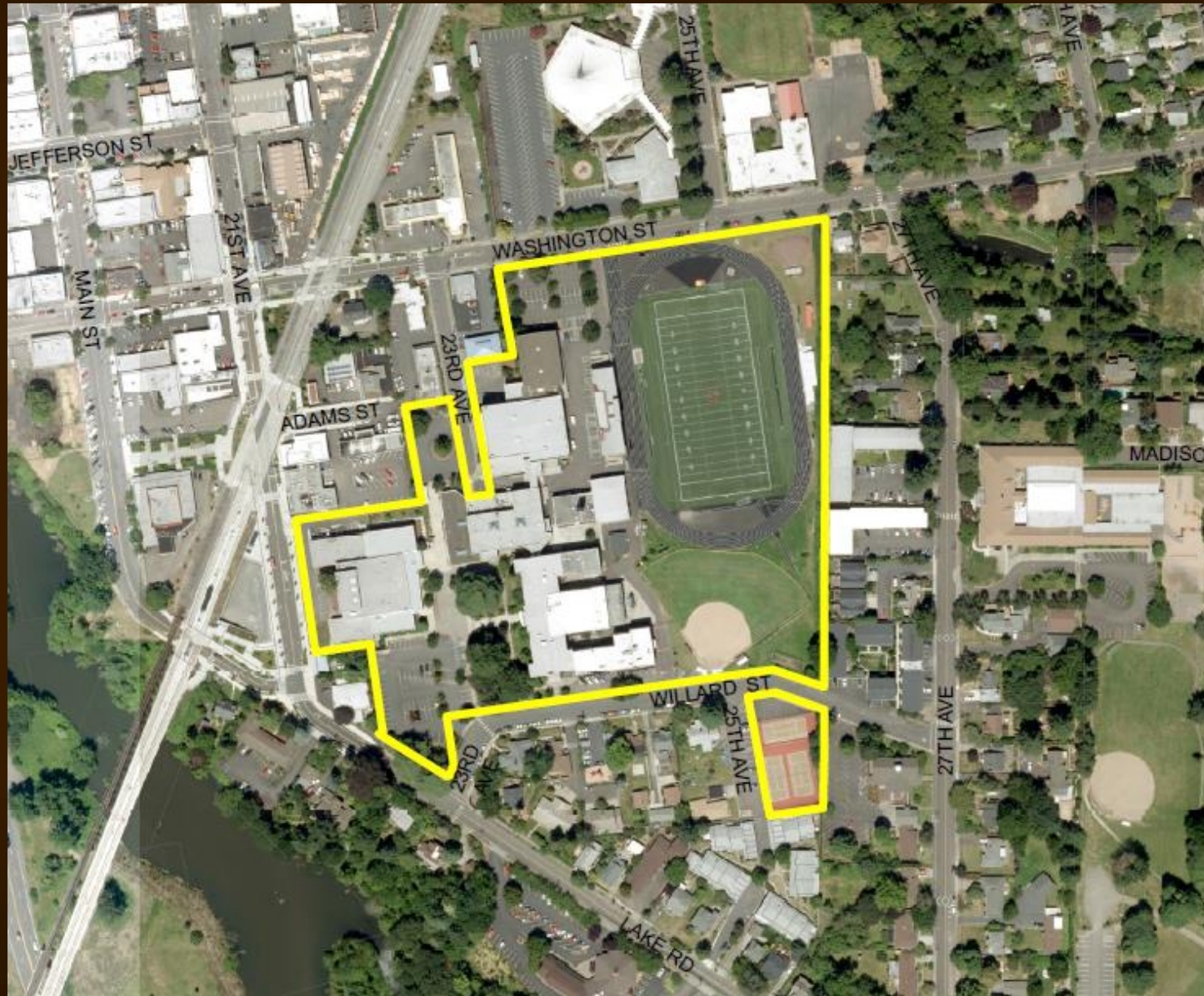
February 20, 2018

Staff Presentation by Brett Kelter, Associate Planner

Milwaukie High School



Project Location & Vicinity



Cultural Resource Inventory (1988)

Cultural Resource Survey Form

CLACKAMAS COUNTY

T. D. NUMBER M-36-225

PHOTO INFORMATION:

ROLL: XIX
FRAME: 19

STUDY AREA: MILWAUKIE

LEGAL: T. 1 R. 1E SEC. 36E

TAX (LOTS): 5700

ZONE School SIZE

IDENTIFICATION:

COMMON/HISTORICAL NAME: MILWAUKIE HIGH SCHOOL

ADDRESS: 11300 S.E. 23rd AREA: MILWAUKIE

CURRENT OWNER: N. Clackamas School Dist. #12 USE: school

OWNER'S ADDRESS: 4444 Lake Road, Milwaukie 97222

ORIGINAL OWNER: USE: school

AREA OF SIGNIFICANCE: TOWN: X COUNTY: CITY: NATION:

HISTORIC INTEREST:

THEME: cultural/education DATE: 1925

DESCRIPTION: In 1938 Architect F. M. Stokes added a wing to the building,
2 stories and basement, providing for six additional classrooms.

ARCHITECTURAL INTEREST:

STYLE: Moderne CONDITION: Good ARCHITECT: STORIES: 2

DATE: 1925

SIDING: Stucco

ROOF: Parapet wall with corbelled roof at entrances.

DOORS:

WINDOWS: Multi-light with spandrels.

MAIN ENTRANCE: Corbelled gable with full height trapezoidal pilasters with decorative capitals. Balcony supported by consoles.

NOTES: Outbuildings of similar architectural style are found adjacent to the main high school building.



BIBLIOGRAPHY:

39

DATE: 9/26/83

RECORDER: PH, JA

85

CITY OF MILWAUKIE CULTURAL RESOURCE INVENTORY Statement of Significance

ADDRESS: 11300 S.E. 23rd Avenue

Milwaukie High School was constructed in 1925 in the Half Modern Style. The original architect is unknown; however, the 1938 addition was designed by F.M. Stokes, a prominent Portland architect who designed school buildings around the state. The massive entrance culminates in a compound, corbelled gable. It is further enhanced by full-height trapezoidal pilasters with decorative capitals. The doors in the main entrance have been replaced; other alterations are minor.

The school is one of only two school buildings in Milwaukie which date to the historic period. The subject building is the oldest of the two; the junior high was constructed in 1937.

The school is located in a residential neighborhood consisting of early to mid 20th century homes.

BIBLIOGRAPHY:

DATE: 3/88

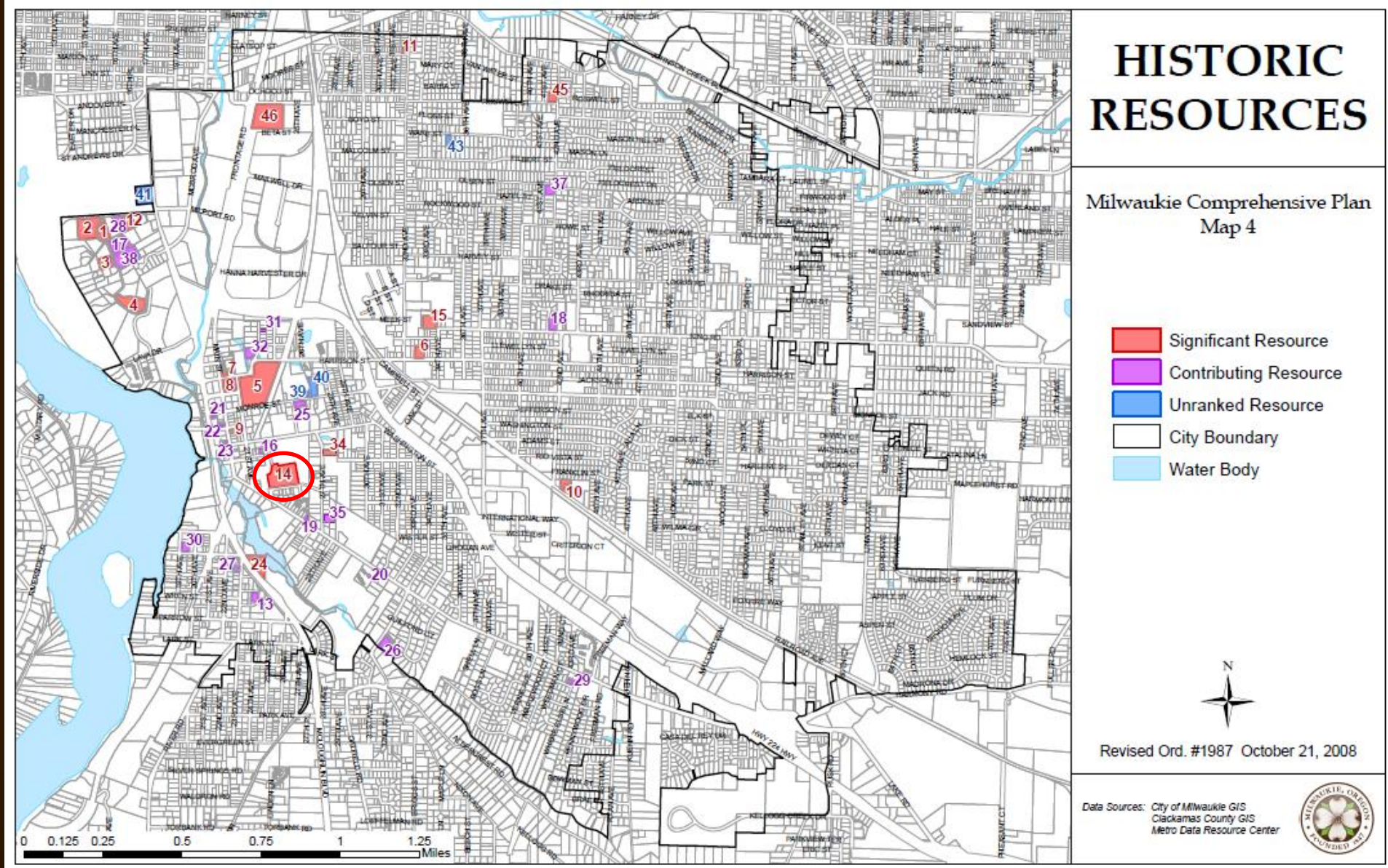
RECORDER: Koler/Morrison Consultants

Historic Resource List

APPENDIX 1 — HISTORIC RESOURCES PROPERTY LIST

<u>SITE NO./ADDRESS/(YEAR BUILT)***</u>	<u>TYPE</u>	<u>SCORE</u>
<u>“Significant” properties:</u>		
1 9712 SE Cambridge Lane (1941)*	House	56
2 9717 SE Cambridge Lane (1938)	House	52
3 9911 SE Cambridge Lane (1923)*	House	50
4 10200 SE Cambridge Lane (1915)*	House	45
5 2300 SE Harrison (1937)*	Milwaukie Jr. High School	60
6 3235 SE Harrison (1888)*	House	42
7 10636 SE Main (1925)*	Milwaukie Masonic Lodge	58
8 10722 SE Main (1938)*	Milwaukie City Hall	59
9 11008 SE Main (1905)*	Commercial Building	43
11 3125 SE VanWater (1886)*	Ardenwald Cong. Church	62
12 1620 SE Waverly Dr. (1922)*	House	54
14 11300 SE 23rd (1925)*	Milwaukie High School	53
15 10399 SE 34th (1912)*	House	46
24 12006 SE McLoughlin**	House	32
34 11188 SE 27th**	House	52
45 8835 SE 42nd (1923)	House	67
46 9002 SE McLoughlin (1938)	Commercial Building	71

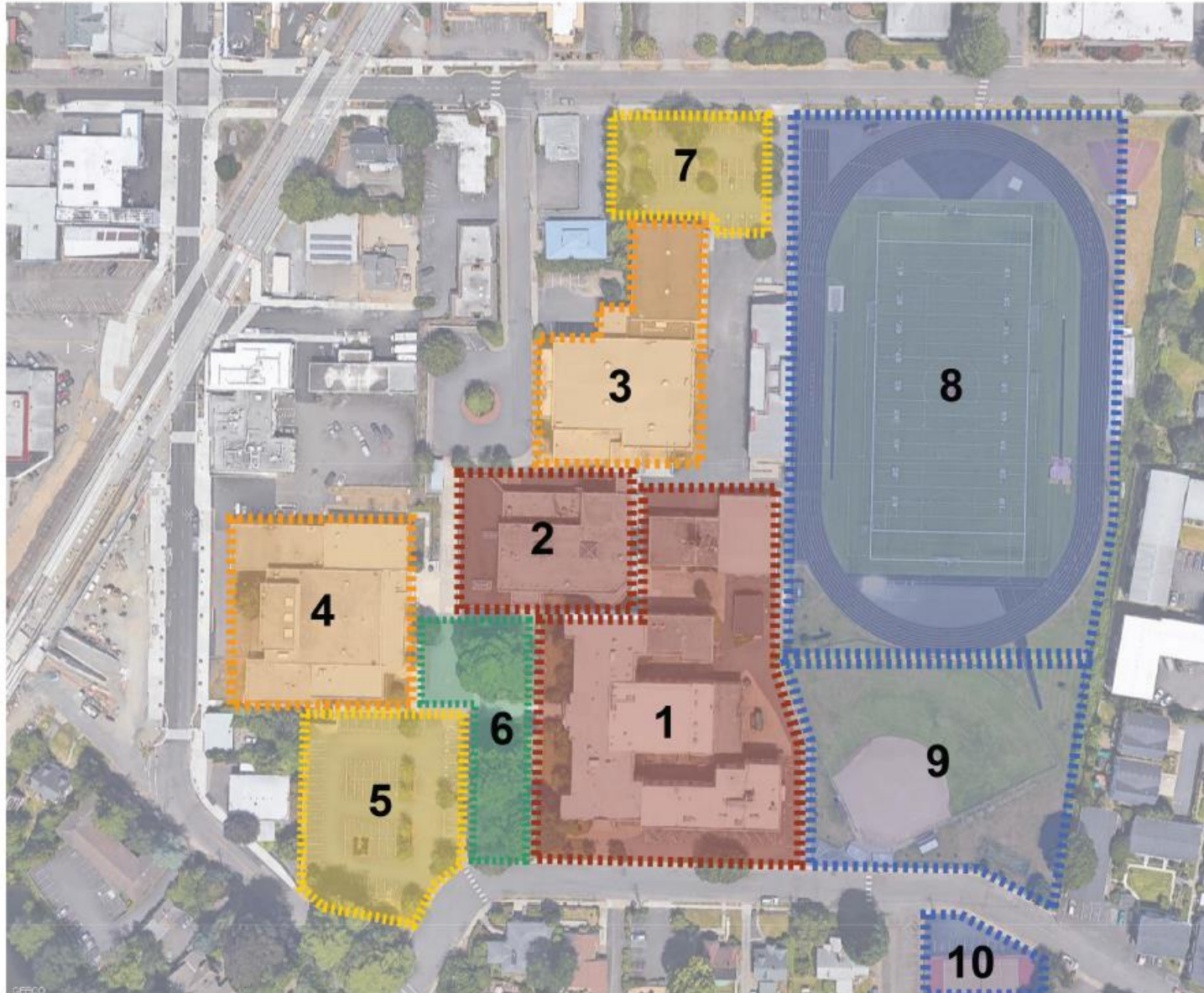
Comp Plan Map Designation



Zoning Map Designation



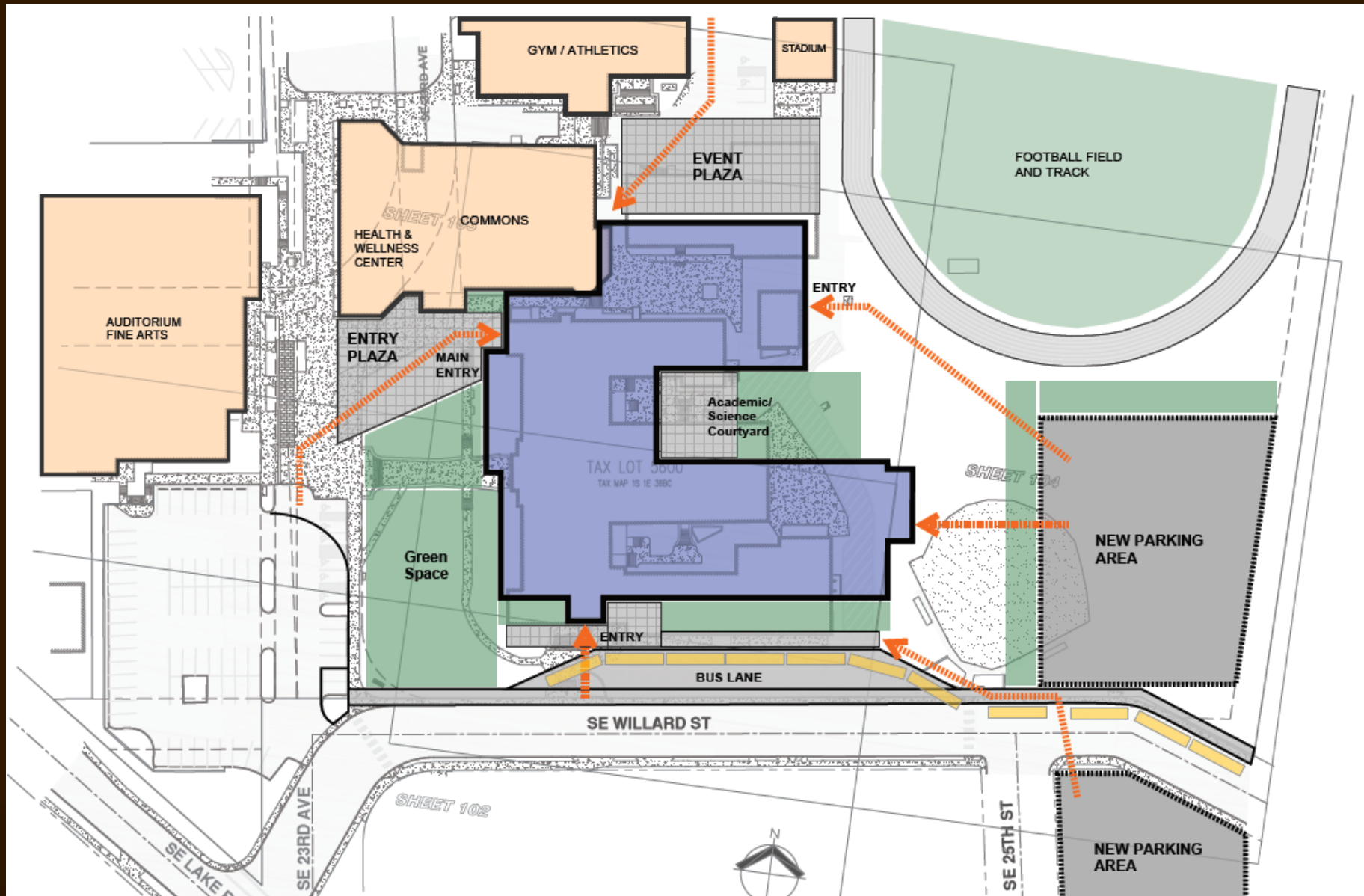
Campus Renovation Project



PRELIMINARY PROJECT SCOPE

- 1** Main Building Replacement
Remove Boiler Building and
Health & Wellness Center
- 2** Commons Improvements
Kitchen Remodel
Remodel Office Area
Re-Roof Commons Building
- 3** Gym Interior Improvements
Painting, Scoreboards
Refinish Gym Flooring
New Athletic Lockers
- 4** Re-Roof Auditorium
- 5** Main Parking Lot Improvements
- 6** Main Entry Plaza Improvements
- 7** North Parking Lot Improvements
- 8** Running Track Striping
Field Turf Replacement
New Stadium Scoreboards
- 9** Remove Varsity Softball Field
(4) New Tennis Courts
- 10** Remove Existing Tennis Courts
New Parking Lot

Replacement of Main Building



Historic Resource Listing

- Demolition involves Type III process (delay to give time for alternatives)
- Demolition does not automatically remove property from zoning map and Comp Plan (needs Type IV process)



Public Comments

From: Design & Landmarks Committee, Milwaukie Historical Society, Historic Milwaukie NDA

- ❖ Coordinate with City on finalizing SHPO Memo of Agreement
- ❖ Consider opportunities to repurpose existing features or materials



Staff Recommendation

- Approve request to delete the property from local list—effective once demolition is complete.



Questions?





Historic Resource Deletion Milwaukie High School

Master File #HR-2017-002
(with ZA-2017-004 and CPA-2017-003)

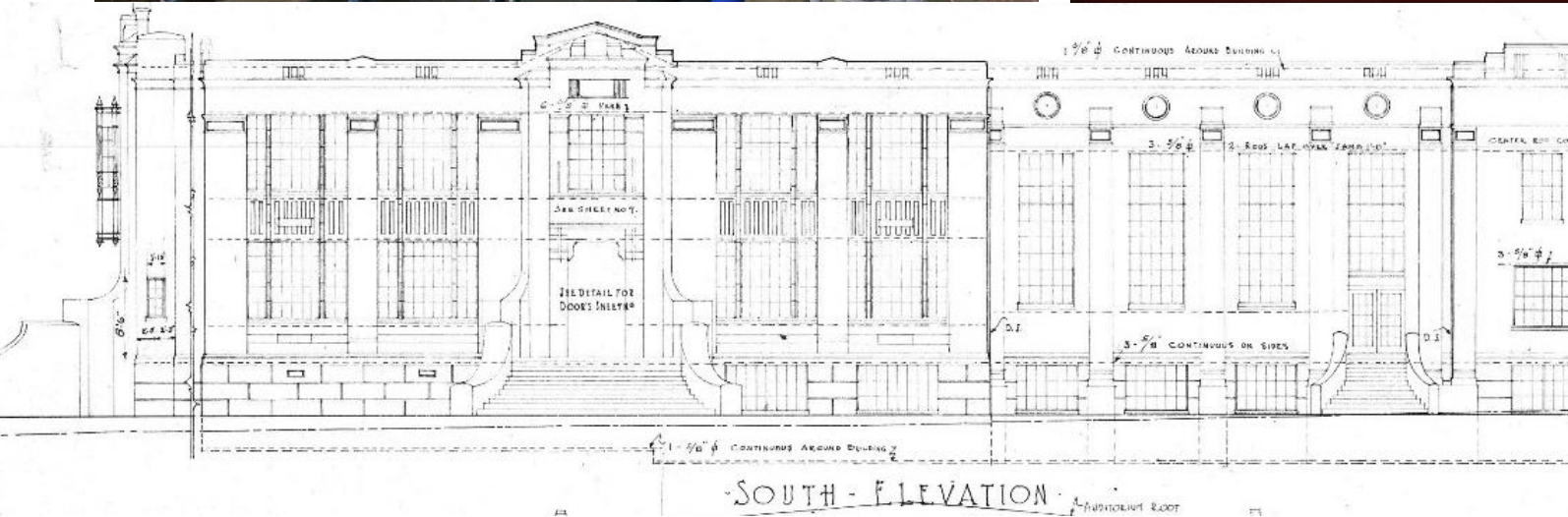
City Council
February 20, 2018
Staff Presentation by Brett Kelter, Associate Planner

- ORIGINAL WOOD COLUMNS
- ORIGINAL CROWN MOLDING
- ORIGINAL CHALKBOARD AND TRIM
- ORIGINAL WOOD ENTRY TRIM
- BRONZE PLAQUE / MEMORIAL
- INTERIOR AND EXTERIOR SIGNAGE
- OLD BOILER STACK (SAVE SECTION)

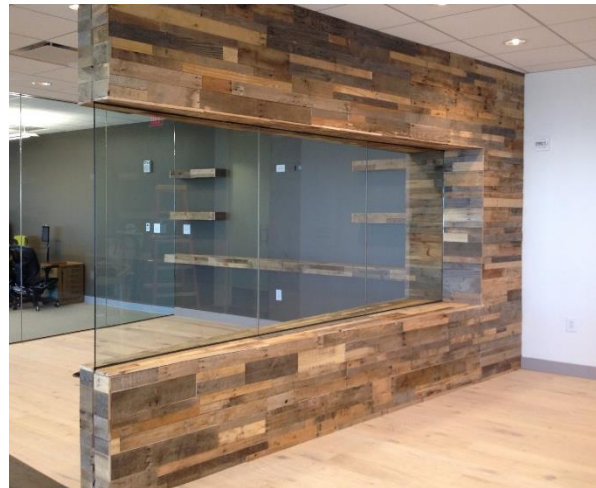
HISTORICAL FEATURES:

- HISTORY WALL: PHOTOS, ARTIFACTS...
- TREE MEMORIAL: PLAQUE, SALVAGED WOOD
- EXG MONUMENTS SIGN: RELOCATE, INCORPORATE INTO NEW WALLS
- VETERAN'S MEMORIAL

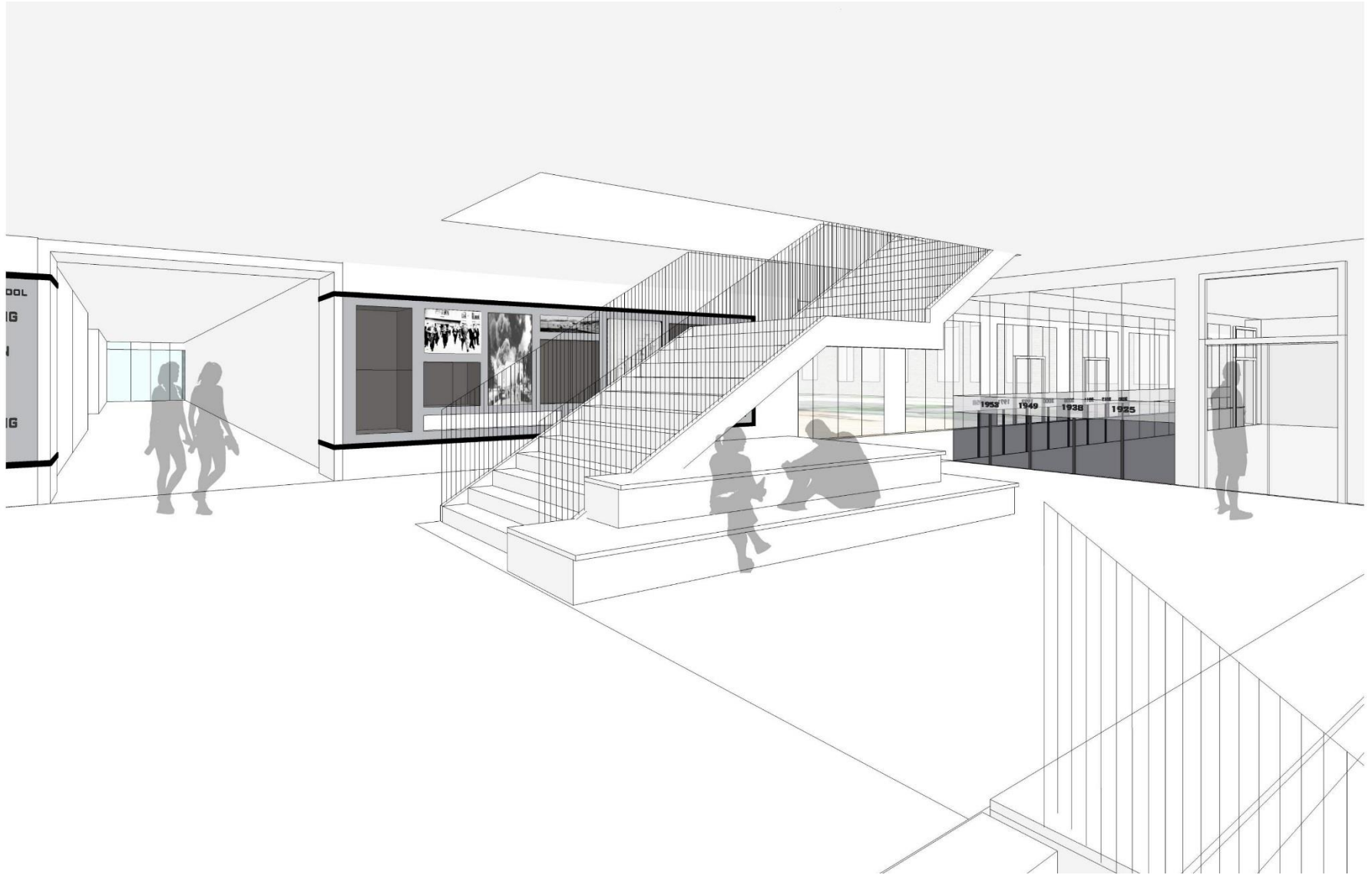


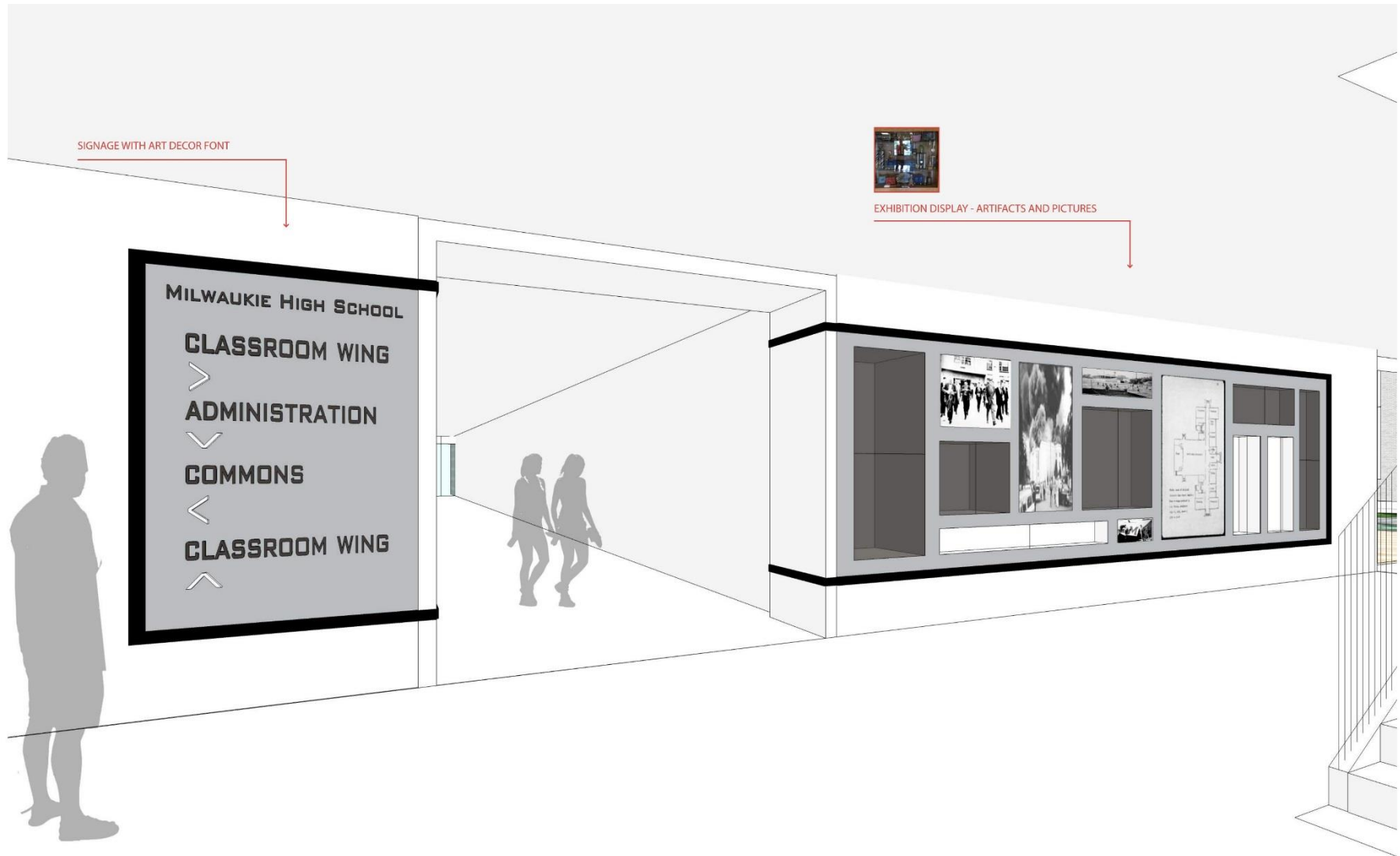












Exterior View



Milwaukie High School
North Clackamas School District



BRIC Architecture
January 23, 2018

Exterior View



Milwaukie High School
North Clackamas School District



BRIC Architecture
January 23, 2018

 CITY OF MILWAUKIE
COUNCIL STAFF REPORT

To: Mayor and City Council

Date: February 12, 2018 for February 20,
2018 Regular Session

Through: Ann Ober, City Manager

Reviewed: Alma Flores, Community Development Director, and
Denny Egner, Planning Director

From: Amy Koski, Economic Development Coordinator, and
Vera Kolas, Associate Planner

Subject: **North Milwaukie Industrial Area (NMIA) Plan and Code Amendments**

ACTION REQUESTED

Reopen the public hearing for application CPA-2017-002, ZA-2017-003 and discuss the proposed amendments to Milwaukie Comprehensive Plan Chapter 4, Tacoma Station Area Plan, Transportation System Plan and the North Milwaukie Industrial Area (NMIA) Plan, ancillary documents to the Comprehensive Plan. Take public testimony and make a preliminary decision outlining any desired revisions to the proposed amendments.

This is the second of two scheduled hearings. Staff requests that Council finalize discussion on the proposed Milport Mixed Use Overlay from the first hearing and focus on the permitted use table and design and development standards. Assuming the Council reaches a preliminary decision on the plan and code amendments on February 20, the Council should continue the hearing to March 6, 2018 for final ordinance adoption

For history of prior actions and background information, please refer to the staff report for the [February 6, 2018](#) public hearing.

The staff report covers two main topic areas:

- Follow-up to questions raised at the February 6, 2018 public hearing. Some questions require additional research and will be answered at the February 20 public hearing.
- Discussion of the proposed code amendments – design and development standards.

Part 1 - Additional information, Key Issues and Questions from the February 6, 2018 public hearing

1. Requested exhibits or information:

- How does Milwaukie compare to other cities in terms of percentage of land for industrial vs. residential?*** Based on Metro data for gross zoned land area, 12 of 24 cities within the Metro region have 18% or more land zoned industrial compared to only seven cities with more than 77% of land zoned residential. Cities with a higher percentage of industrial land include Forest Grove, Sherwood, Portland, Fairview, Wilsonville, and Tualatin to name a few. Jurisdictions with a higher percentage of residential land include Gladstone, King City, Lake Oswego, and West Linn, Rivergrove, Maywood Park, and Johnson City.
- What were the specific results of the survey?*** The public outreach process for the NMIA Framework Plan included three public meetings and an online survey. The results can be found online here: [Framework plan public input](#).
- Provide an assessment of office vs. residential use for development feasibility.*** Information will be presented on February 20.

2. Industrial-residential conflict

- a. **Testimony/usage of the Americold facility.** Staff is contacting Americold.
- b. **Input from other industrial users in the NMIA regarding the introduction of residential use.** Staff is contacting other industries and will provide an update at the February 20 hearing. The City has received testimony from Precision Cast Parts that is now included in the packet.
- c. **New Issue.** Noise ordinance issue – MMC 8.08. Following the hearing, it was brought to the attention of staff that the Noise Control section of the Municipal Code may currently represent a significant barrier for any industries that are located near residential uses. This potential conflict exists for our existing MTSA zones that allow residential use near the Tacoma Station in addition to any new areas that would allow residential use. The ordinance is written in a way that appears to significantly limit the noise as measured by a “receiving land use” such as a residential dwelling or apartment. The ordinance provides a decibel limit of 55 during the day and 50 at night (measured at the property line). This is an extremely low limit for an area that includes commercial and industrial uses. If the City wants residential use to coexist with industrial uses anywhere in the NMIA, this section of the Municipal Code needs to be revised so that limits are clearly set by zone district rather than by receiving land use.
- d. **Provide links to journal articles:**
 - Jones, A. 2014. [Industrial Decline in an Industrial Sanctuary Portland's Central Eastside Industrial District, 1981-2014](#). *PDXScholar*.
 - Lester, T.W. 2014. [Making Room for Manufacturing: Understanding Industrial Land Conversion in Cities](#). *Journal of the American Planning Association*, 79(4):295-313.
 - Chapple, K. 2014. [The Highest and Best Use? Urban Industrial land and Job Creation](#). *Economic Development Quarterly*, 28(4):300-313.
 - Hum, T. 2016. [The Hollowing-Out of New York City's Industrial Zones](#). *Planetizen*.

3. Zoned capacity for housing in downtown – Would adding residential to the NME dilute the demand for downtown housing?

The 2016 Housing Needs Analysis shows a need for 1,150 new housing units by 2036. Of the new units needed, roughly 71% are projected to be ownership units, while 29% are projected to be rental units. The greatest need for both ownership and rental units is found at lower price points than what is currently available. As to housing type, 46% of the new units are projected to be single family detached homes, 54% is projected to be some form of attached housing, and 30% of all needed units are projected to be multi-family in structures of 5+ attached units.

It is difficult to predict if adding housing in the overlay area would make a difference relative to housing starts in the downtown. However, the Tacoma station area, downtown and central Milwaukie are where the Council has focused the growth through past and recent policy decisions.

4. Question about riparian buffer along Johnson Creek

A question was raised during public testimony about a required buffer or setback along Johnson Creek. The City's Natural Resources code (MMC 19.402) has extensive language about development occurring either in or within 100 ft of a mapped resource area. The Water Quality Resource area are the areas that are within 50 ft on either side of the creek, and the area also includes Habitat Conservation Area.

The regulations are comprehensive and govern a whole host of activities, including tree removal, development, required minimum mitigation, etc. The code also has a hierarchy

within the required alternatives analysis in order of priority: Avoid, Minimize, Mitigate.

The Natural Resources code is sufficient for ensuring that development that might occur adjacent to the creek will be regulated to ensure that no impacts occur or, if they do, they are amply mitigated and existing conditions are improved.

5. Additional clarification about the floodplain

A question was asked by Council about the base flood elevation (BFE), the requirement for reconstruction, and the approximate flood heights along the building walls. The proposed Mill End Store building plan as presented at the February 6, 2018 City Council public hearing by the Mill End Store owners is shown in Figure 1 superimposed over the existing building with 1-foot contour lines and the BFE floodplain line established by FEMA at an elevation of 36 feet. This figure indicates that the water elevation during the base flood would reach a height of approximately 1 to 4 feet along the exterior of the existing building. The proposed new building, as presented, is located in the northeast corner of the site and would have less overall impact on the floodplain given its slightly smaller footprint and location at higher elevations. When compared with the location and footprint of the existing building, staff does not see any greater negative impact to the floodplain by allowing the new building to be built in the proposed location. As depicted, it could be built near surface grade with minimal fill to raise the finished floor to one-foot above BFE. The fill would be balanced by the cut resulting from removal of the existing building at lower elevations. It appears that the new building would not displace any more flood water than would be displaced by the existing Mill End store and therefore it could be built in a manner that complies with all local, regional, and federal requirements without the need for structured parking.

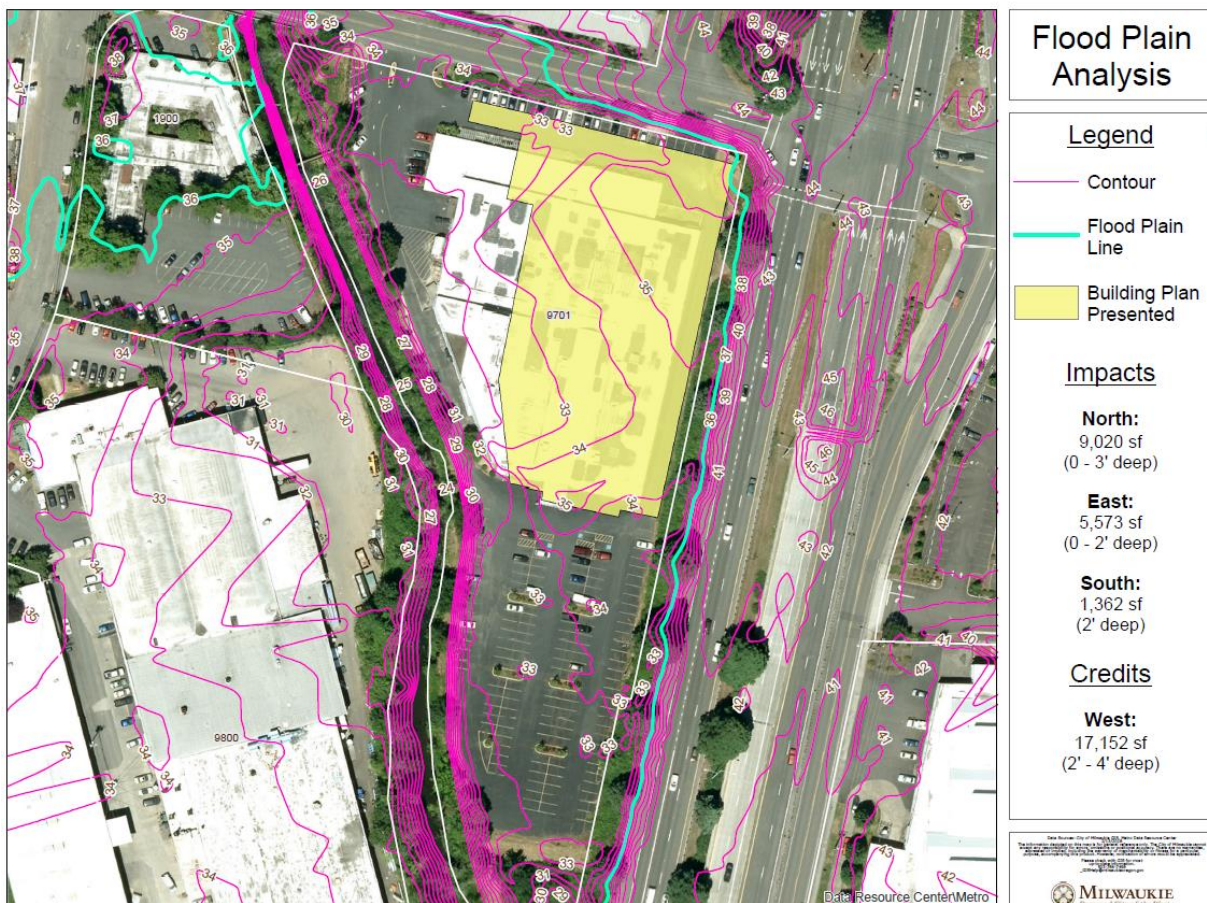


Figure 1. Building plan presented by Mill End Store property owners overlaying existing site

Part 2 – Code Amendment Discussion

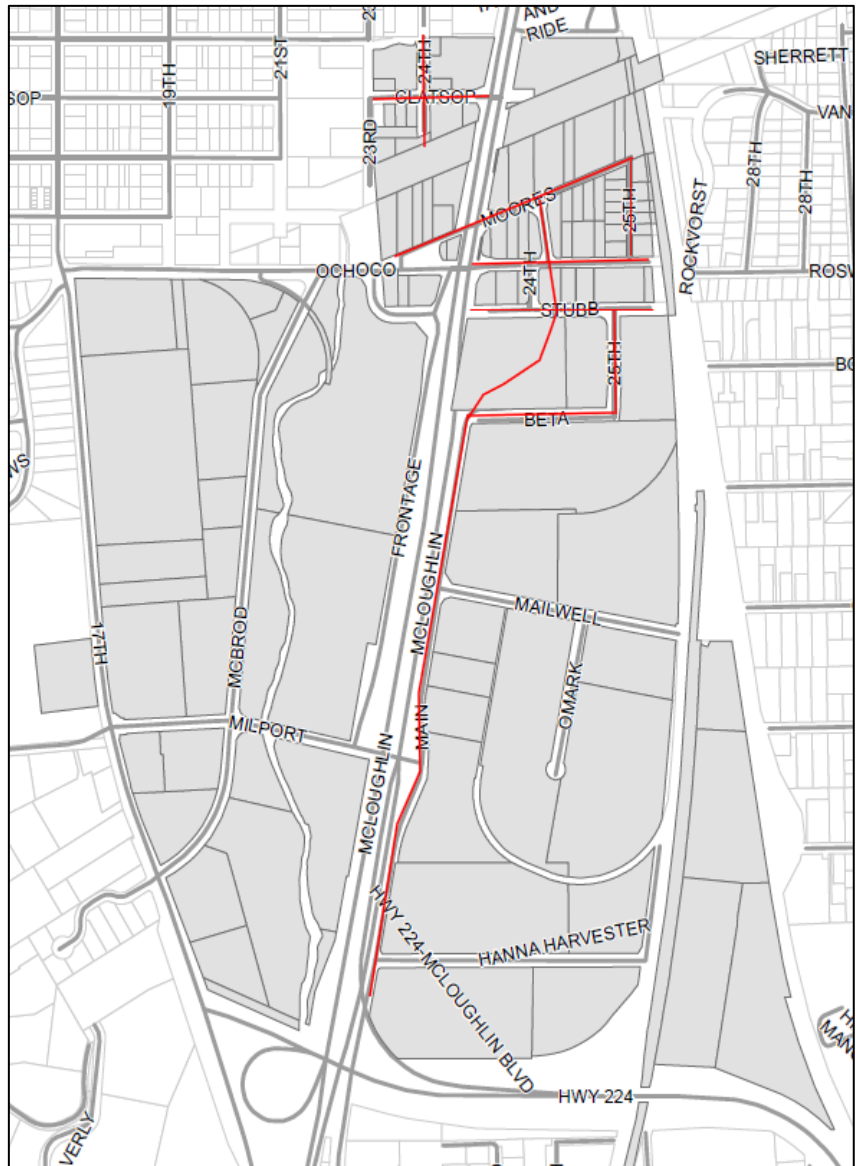
Design and Development Standards

The proposed code language includes a table summarizing the development standards that apply to the MUTSA and the NME zones. This streamlines the code by identifying the standards in a table rather than in narrative text that currently exists in the current base and overlay zones.

The proposal includes additional details regarding specific standards that apply to uses in the MUTSA and NME zones, including landscaping, screening, and design standards. The purpose of this section is to streamline the code by combining standards currently found in both the base M-TSA zone and the TSA Overlay Zone with some revisions to reflect potential retrofit of existing buildings and new construction in the future. Staff has proposed deviations from the existing code to reflect the longer-term, planned future of the NMIA while balancing the retrofit of existing buildings that will more likely occur in the near-term. The proposal streamlines the code by incorporating the overlay zone standards in the base zone rather than requiring an additional applicable set of standards.

The proposed design and development standards can drive the new building form in the NMIA and set up the future of the area. One of the goals of the NMIA is to promote high quality construction and design in both the mixed use and industrial areas. The proposal identifies basic design standards, including building materials, minimum percentage of glass on street-facing walls, and weather protection requirements. This promotes a base level of architectural design and construction, and helps create a more comfortable pedestrian environment.

The MUTSA and NME are both part of the same overall mixed industrial-commercial area, but development in these zones could be quite different, particularly in scale. An objective of the proposed amendments is to regulate design to ensure that new development and major renovations meet minimum design standards, but that minor modifications and improvements to existing buildings does not place an undue burden on business operations and expansions.



Key Streets

The proposed amendments tie the standards to key streets in the NMIA to require development that is more focused on pedestrian amenities along those streets. The current M-TSA zone applies these standards in the northeast portion of the district and to development along Main St (Figure 2). In addition to this, the proposed MUTSA code also proposes pedestrian oriented development standards along key streets but revises some of the standards, including exterior building materials, to be more consistent with the General Mixed Use Zone and the Flex Space Overlay standards found in Central Milwaukie.

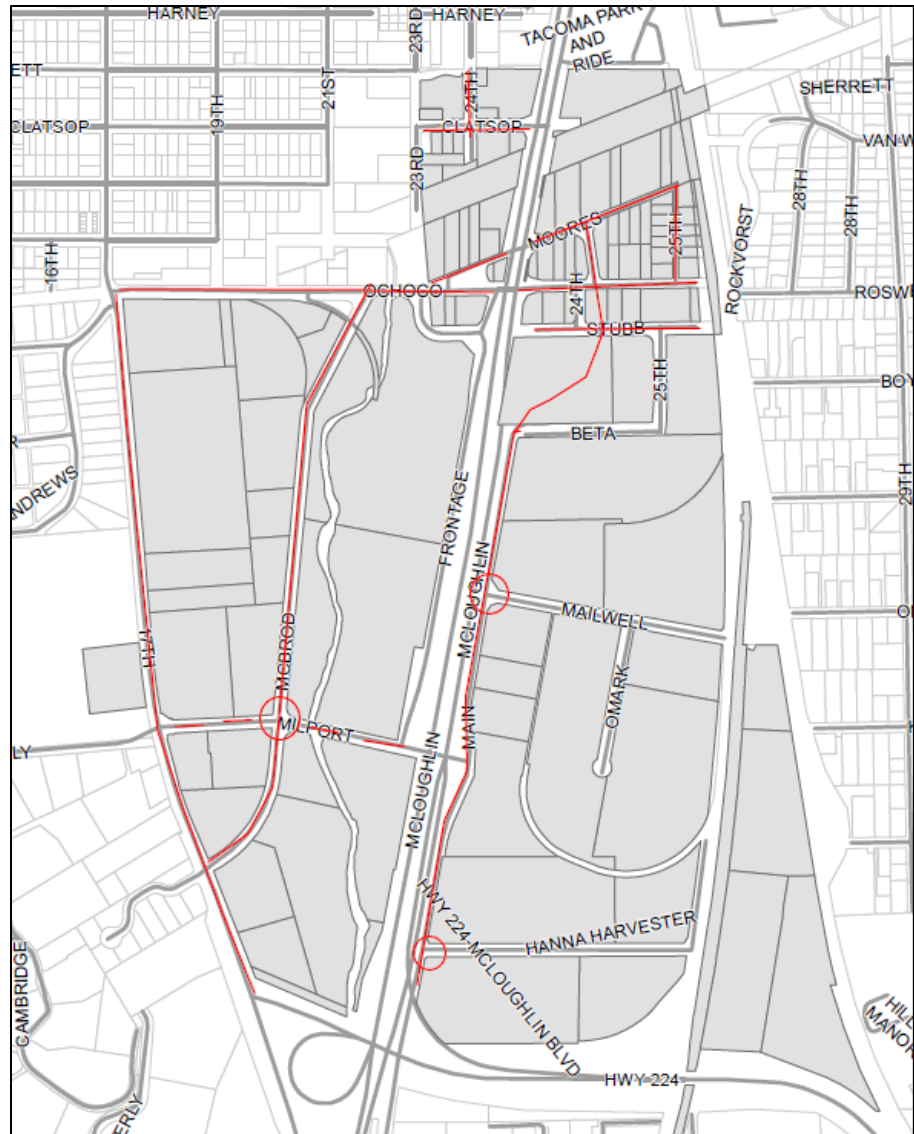


Figure 3. Proposed key streets and corners

The MUTSA proposal includes standards for flexible ground-floor space (taller ceilings) that would apply to new development and to applicable redevelopment on the street-facing facades along the key streets (see Figure 3). Staff notes that if the Milport Mixed Use Overlay is adopted, then the key street provisions should apply to the south side of Milport Rd to the west of McLaughlin Blvd.

Because the MUTSA zone is intended to promote a mix of uses that includes commercial, industrial, and residential, the pedestrian experience is critical and design standards are intended to support that objective.

However, the NME zone likely will continue to function as a predominantly industrial area. Pedestrian safety along public streets is necessary, but we should consider to what extent pedestrian-oriented design standards should be imposed for buildings that utilize loading docks and a high level of truck traffic. The proposal recognizes that certain streets should be designed to continue to accommodate these truck-dependent warehouse uses.

Key Issues

1. Should the NMIA include the Milport Mixed Use Overlay, thereby allowing residential uses in the southwest portion of the district?
 - a. The Mill End Store, as a standalone retail use, is a non-conforming use in the Manufacturing zone. Should this use (a retail bulky fabric and textile sales use) be permitted outright in the NME in its current location?
 - b. What are the implications of a future vacancy of the Mill End Store building?
2. Are there any questions or concerns about the proposed NMIA Plan?
3. Are there any questions or concerns about the revisions to the Comprehensive Plan or Transportation System Plan, including compliance with Goal 12 – Transportation?
4. Are there any questions or concerns about the proposed changes to the Tacoma Station Area?
5. Should there be a different list of permitted industrial uses in the MUTSA? Light industrial vs heavy industrial?
6. Should there be a different minimum building height standard?

Analysis

1. **Should the NMIA include the Milport Mixed Use Overlay, thereby allowing residential uses in a larger portion of the district?**

The MUTSA district is intended to take advantage of its unique location near the Tacoma light rail station and provide opportunities for a wide range of uses. The primary uses in this zone include housing, limited commercial and service-related office use, high intensity office employment, and industrial uses including uses involved in production, manufacturing and processing, of goods.

Conversely, the primary uses in the NME zone are intended to be uses involved in production, manufacturing, processing, and transportation of goods, as well as uses providing opportunities for higher intensity employment such as production-related office, laboratories, and research and development uses. Service-related office and commercial uses are intended to be incidental uses that are minor in relation to the industrial uses on a site and should be subordinate and accessory to the industrial uses in the zone.

During the NMIA Plan process, there was extensive discussion about the area around McBrod Ave, Milport Rd, and McLoughlin Blvd because the area is subject to floodplain and natural resource constraints and construction within this area may be limited. On May 9, 2017, staff held a worksession with City Council for guidance on allowing additional residential in the southwest portion of the NMIA. The worksession was scheduled after staff heard from a property owner located in the M (Manufacturing) Base Zone who wanted more flexibility to allow residential use. Council provided direction to the NMIA project management team to focus employment uses in this area and not allow additional residential use.

Council's policy direction was based on several factors:

- A. Only 18.4 percent of the city is zoned for industrial/employment use. Approximately 75 percent of the city is currently zoned residential with 12.3 percent of that zoned medium and high density residential; this does not include residential uses allowed in mixed use zones. The NMIA is one of three employment districts that, in total, provide more than 12,300 jobs, and is critical to the jobs/housing balance.
- B. A secondary reason for separating residential uses from the traditional manufacturing

and warehouse/distribution use was concern about encroachment issues associated with residential adjacency to heavier manufacturing uses.

- C. Through the year-long NMIA planning and outreach process, the recommendation pointed to limiting residential to where it is currently allowed in the north portion of the district in proximity to Tacoma Light Rail Transit Station.

At the June 27, 2017 public hearing, the Planning Commission voted to recommend that the NMIA Framework Plan include an M-TSA (now proposed as MUTSA) overlay without standalone multi-family residential with a 10-year sunset for the area bounded by Milport Rd, McLoughlin Blvd, and 17th Ave. The reasons for this recommendation were in response to testimony regarding construction limitations of the floodplain and a consideration for transportation connections and proximity of the area to downtown.

At the July 18, 2017 City Council public hearing, Council voted to adopt the NMIA Plan maintaining the NMIA (now proposed as NME) Zone throughout the entire southern portion of the district without the recommendation from Planning Commission for an overlay including residential. Council was interested in the reasons for Planning Commission's recommendation but based their decision on the following: public input received during the planning process in public workshops about not allowing additional housing, compatibility of residential surrounded by industrial, 75 percent of the city is currently zoned residential with additional units in the pipeline, the primary goal of the plan was to protect jobs, competition with downtown, and how additional residential use would impact transportation. It was also mentioned that all the reasons mentioned for why the southwest quadrant was good for residential would also be good reasons for maintaining employment land for office users.

Throughout the Planning Commission review process, testimony was provided in support of the mixed-use overlay, and the existing retail development. Testimony was provided by property owners, downtown business owners, and other interested parties. No one testified in opposition to the mixed-use overlay. Staff conducted outreach to stakeholders and property owners to discuss the overlay code language as well as the implications of the floodplain in the area. The proposed MMU Overlay code language is a product of this outreach and the testimony provided. The proposed overlay provides specific language allowing an existing non-conforming development to rebuild. Per MMC 19.800, non-conforming development may be rebuilt if destroyed by natural causes, such as a flood, but the proposed overlay allows the property owner to initiate rebuilding without destruction due to natural causes.

The Planning Commission's recommendation to include the overlay was based on the following information and conclusions:

- There are significant economic impacts of redevelopment due to the Johnson Creek floodplain. Coupled with the low achievable rents of industrial space, residential development can make redevelopment economically feasible.
- Proximity of the proposed area to the downtown, existing residential areas, and the 17th Ave bikepath, warrant a wider range of uses, including residential. Also, Johnson Creek, while a development constraint, is also an amenity which could be particularly advantageous for mixed use development.
- The proposed overlay reflects the geography and specific circumstances of the area and is not a policy statement to allow residential development throughout the NMIA. The Commission believes that a limited opportunity for redevelopment of potentially catalytic development in this area is warranted, and it does not remove critical employment land from the City.

The Mill End Store, as a standalone retail use, is a non-conforming use in the Manufacturing zone. Should the use (a retail bulky fabric and textile sales use) be permitted outright in the NME in its current location?

Testimony was provided at the Planning Commission hearings about the importance of the Mill End Store in Milwaukie. It has been described as a unique retail destination as well as an important employer.

The proposed code provides specific language allowing an existing non-conforming development to rebuild in the Milport Mixed Use Overlay. Per MMC 19.800, non-conforming development may be rebuilt if destroyed by natural causes, such as a flood, but the proposed overlay allows the property owner to initiate rebuilding without destruction due to natural causes. This question relates to adding language to the NMIA which would list bulky fabric stores and retail textile (the Mill End Store) as permitted uses in the NME, thereby allowing it to rebuild in the future in its current location up to its current size whether or not the mixed-use overlay exists.

What are the implications of a future vacancy of the Mill End Store as part of a mixed-use development?

During testimony in support of the MMU Overlay, a great deal of discussion from the owners of the Mill End Store included proposed plans for a mixed-use development with the Mill End Store on the ground floor and multiple floors of housing above. This raises the question of the future of the development relative to reuse or repurposing the space if the Mill End Store were to close. If the site redevelops per the MMU Overlay Zone, then development on the Mill End Store site would be required to meet the flexible ground floor standard of 14-ft ceiling heights. This ceiling height would result in a space not easily reused by a manufacturing or other industrial use, which usually require a minimum of 24 ft.

Would the Council like to consider specific design standards to ensure a broader re-use potential for the future Mill End Store? Is the Council comfortable knowing that the space would likely remain in a large format commercial/retail use or possibly vacant?

2. Are there any questions or concerns about the proposed NMIA Plan?

The Council did not direct staff to provide any alternative approaches to the policies contained in the NMIA Plan. Does the Council support the vision and key components of the NMIA?

3. Are there any questions or concerns about the revisions to the Comprehensive Plan or Transportation System Plan, including compliance with Goal 12 – Transportation?

The Council is being asked if they concur with these essential elements, or whether changes or additional elements should be considered for inclusion. Specifically, does the Council concur with the proposed improvements for vehicular, bicycle and pedestrian connectivity as proposed in the Transportation System Plan amendments?

A trip generation analysis was prepared as part of the NMIA Plan process. The purpose of the analysis, using a reasonable worst-case development scenario, was to determine whether further traffic impact evaluation would be required based on the Transportation Planning Rule (TPR) 660-012-0060. The analysis was based on buildable acreage and an assumption of land uses and FAR. The analysis took into account that a portion of the area is a Station Area. Based on the proposed development requirements, there are changes to the reasonable worst-case development assumptions, including a reduction in office use and an increase in industrial use. This resulted in a reduction of peak hour trips between existing and proposed zoning requirements and no net increase in trip generation. The analysis concluded that no further TPR analysis is necessary and is not proposed.

The existing Tacoma Station Area as identified on Map 8 of the Comprehensive Plan, shares the boundary of the entire M-TSA zone. However, much of this area is well outside the typical ½-mile radius from the Tacoma light rail station. Staff proposes to revise this boundary to only include properties within ½-mile of the station (see Figures 4 and 5).



5. Should there be a different list of permitted industrial uses in the MUTSA? Light industrial vs heavy industrial?

At the January 16 worksession, Council expressed concern about the mix of uses permitted in the proposed MUTSA. In particular, there was concern about heavy industrial uses being allowed in an area that also permits residential and commercial uses. A suggestion was made that perhaps an alternative list of permitted industrial and manufacturing uses specific to the MUTSA would be appropriate, which would prohibit heavy industrial uses.

The proposed code includes language in various sections that address this concern:

- In the MUTSA purpose statement, staff has added language that describes the intent of light manufacturing uses in the MUTSA and the general expectation that external impacts will be minimized.
- Footnote #1 associated with residential development, includes language requiring that a declaration of use be signed and recorded which is to serve as notice that the residential development is located within a zone that permits and encourages industrial uses.
- Manufacturing, Production, and Service and Repair uses are identified as Limited Uses in the MUTSA. Associate language prohibits certain uses in the MUTSA, such as fuel oil distributors, solid fuel yards, and manufacturing of such products as chemicals, paints, adhesives, steel, aluminum, and nonferrous metal.
- A detailed development standard has been added to residential development, requiring that new residential development that is adjacent to existing industrial uses install visual screening where adjacent to loading docks, truck delivery areas, and other potentially conflicting areas.

6. Should there be a different minimum building height standard?

The proposed code language includes a minimum building height of 25 ft. It has been suggested that this minimum should be taller, effectively requiring multi-story development, including industrial development, in the NMIA. Staff does not recommend a taller minimum height as it creates a disincentive for new industrial development in the NMIA. Further, the development feasibility analysis prepared by ECONorthwest indicated that multi-story industrial development would not be feasible.

Staff also notes that the Downtown Mixed Use Zone requires a minimum building height of 25 ft and the General Mixed Use Zone does not have a minimum building height. For comparison, staff notes that Portland does not require a minimum building height in the employment and industrial zones.

BUDGET IMPACTS

The amendments are not expected to significantly alter the cost of administering the code. In fact, they are intended to simplify the process by providing more clarity.

WORKLOAD IMPACTS

The amendments are expected to simplify and thereby potentially reduce some of the work load of the Planning Department for administration of the code.

COORDINATION, CONCURRENCE, OR DISSENT

The Planning Commission held 2 work sessions and 3 public hearings to discuss the amendments and staff also met with the Design and Landmarks Committee to discuss the proposed design standards. The Planning Commission voted to recommend approval to City Council at the January 9, 2018 public hearing.

STAFF RECOMMENDATION

Staff recommends adoption of the NMIA Plan and code amendment package.

ALTERNATIVES

Alternatives for City Council include:

- A. Adopt the Plan with all recommendations from Planning Commission.
- B. Adopt the Plan with all recommendations from Planning Commission and modifications based on comments received to date.
- C. Adopt the Plan with all recommendations from Planning Commission with modifications to the way the southwestern quadrant is addressed:
 - 1. No residential
 - 2. Modified overlay
 - 3. Other
- D. Suggest additional editorial changes to the Plan.

ATTACHMENTS

- 1. NMIA Plan, Revised Draft, February 2018



NMIA PLAN



CITY OF MILWAUKIE

Adopted by City Council on July 18, 2017.



North Milwaukie Industrial Area Plan

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EXECUTIVE SUMMARY

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ACKNOWLEDGMENTS

MILWAUKIE CITY COUNCIL

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Councilor Lisa Batey
Councilor Angel Falconer
Councilor Wilda Parks

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Councilor Carlotta Colette, Metro
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Bill Schuette, Oregon Liquor Control Commission
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CITY OF MILWAUKIE

NMIA FRAMEWORK PLAN PREPARED BY



In association with

DKS Associates | ECONorthwest | Puttman Infrastructure

This project was funded by a Metro Community Development and Planning Grant and was conducted in partnership with Clackamas County Business and Economic Development.

EXECUTIVE SUMMARY



Pendleton Woolen Mills

The North Milwaukie Industrial Area presents opportunities for innovative redevelopment that takes advantage of a unique location that offers a variety of transportation options. This plan identifies policies and projects that are intended to encourage appropriate redevelopment in a thoughtful and focused way.

The North Milwaukie Industrial Area (NMIA) is one of three industrially zoned areas in Milwaukie that is experiencing high demand for space and is an important location for the region's food processing industry cluster, warehousing and distribution functions, and incubator for future entrepreneurs. Building on this energy and these opportunities can create new activity and increased employment for the region.

The City, in partnership with Clackamas County and Metro, created this plan to understand how the NMIA is currently functioning as an employment hub and how to support and help guide its growth and evolution as a 21st century innovation district that meets the needs of diverse employment options over the next 20 years.

Vision

The North Milwaukie Industrial Area capitalizes on the District’s strategic location to attract **innovative and entrepreneurial businesses** to create a strong regional center for **next-generation traded sector employment, manufacturing, makers and doers**. The area supports existing and future businesses that provide family-wage jobs accessible by all modes of travel, respects the natural environment and incorporates sustainable design to reduce demand on citywide infrastructure.

The North Milwaukie Industrial Area Plan (the Plan) is focused on:

- Increasing job density for the area;
- Providing much needed commercial amenities to serve employees; and
- Accommodating office and industrial flex space for Milwaukie’s broader community’s growing and changing population.

The City is proud of the NMIA’s history, providing jobs that match the city’s demographic: blue collar work done by the hard-working men and women residing in and around the city. However, the city and region are changing with demographic shifts, a strengthening business market, and a diminishing number of commercial and industrial properties to provide the space and services that entrepreneurs seek.

The Plan builds upon the work of the 2013 Tacoma Station Area Plan (TSAP) that recommended improved multimodal connections and a greater mix of land uses that take advantage of the Tacoma light rail station at the north end of

the NMIA. This Plan incorporates that planning area and adds areas west of McLoughlin Blvd to create an entire district made up of 200 acres. Additionally, the Plan has been informed by the City’s recently completed economic opportunities analysis, guiding the economic feasibility analysis and recommendations for the Plan.

The Plan establishes a vision for how we get there, with specific implementation strategies that:

- Identify connections and development potential created on both sides of McLoughlin Blvd;
- Incorporate the TSAP into the NMIA Plan including concepts and projects to create a mixed use district in close proximity to the light rail station. With adoption, the NMIA Plan repeals and replaces the TSAP;
- Identify and analyze sites that can catalyze development within the NMIA;

- Capitalize on Johnson Creek as a character-defining amenity that attracts new investment covering a mix of uses;
- Integrate McLoughlin Blvd as both a transportation hub and gateway opportunity into Milwaukie that supports employment growth in the NMIA;
- Develop an identity and brand for the NMIA that supports the district;
- Incorporate existing development, infrastructure and transportation systems, identifying expansion or modification of those systems, as needed, to attract the next generation of employers; and
- Identify phasing, funding and prioritization of projects to implement the vision.

The City, with the help from its partners, will treat this plan as a living document and work to move the needle toward achieving the vision.

chapter 1: introduction

PURPOSE

The North Milwaukie Industrial Area Plan (the Plan) positions the North Milwaukie Industrial Area (NMIA) to leverage its strategic location and attractiveness as an employment center as well as an innovative, dynamic location for the next generation of entrepreneurs.

The Plan provides recommendations and strategies to increase employment opportunities and support existing businesses through in-depth technical analysis or land use, development feasibility, open space, transportation and infrastructure. The Plan is a long-term vision that identifies regulatory, programmatic and infrastructure investments and is anticipated to be implemented over the next 20 years.

The Plan builds upon the work completed through the 2013 Tacoma Station Area Plan recommendations to improve multimodal connections and create a mix of land uses that take advantage of the Tacoma

light rail station at the north end of the NMIA and the City's 2017 community vision process. This project incorporates that planning area and adds areas west of McLoughlin Blvd to create an entire district. Additionally, the City's 2016 economic opportunities analysis, that has been incorporated into the Plan and guiding the economic feasibility analysis and recommendations for the Plan.

In addition, the NMIA Plan serves as the Station Area Plan for the purposes of Title 6 of Metro's Urban Growth Management Functional

In this chapter:

- Purpose
- Project Area
- Existing Land Use and Conditions
- Area History, Parcels and Buildings

Plan. The actual Station Area is identified as the portion of the NMIA district within approximately ½ mile of the light rail station.



Tacoma Light Rail Station

FIGURE 1: REGIONAL CONTEXT



The Plan includes an implementation strategy designed to help catalyze the NMIA's vision, providing a general trajectory for the area for the next 20 years. This strategy will guide economic development programs and tools as well as branding of the district, in light of the area's history as a traditional warehouse and distribution hub. It will also encourage catalytic opportunities, expanding upon the strengths as a key industrial district for Milwaukie and the region.

PROJECT AREA

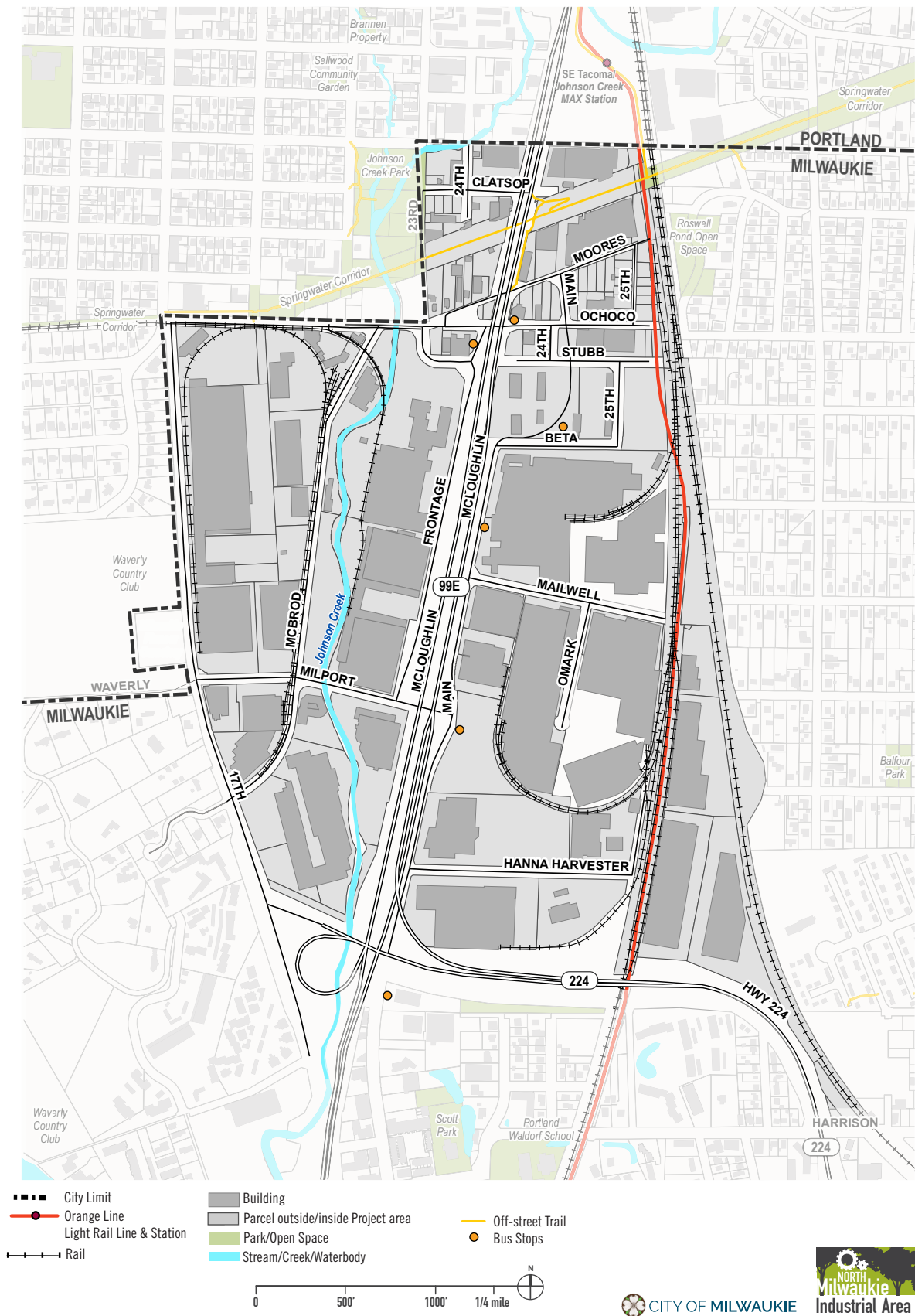
The NMIA is centrally located in the region shown in **Figure 1**. It is one of the City of Milwaukie's three major industrial centers. It has a long history of industrial uses with good access to the regional transportation network. The NMIA is a distinctive district with clearly defined political and physical boundaries (**Figure 2**):

- Portland City Limits to the north;
- 17th Ave to the west;
- Hwy 224 to the south;

- Union Pacific railroad and MAX Orange Line to the east; and
- Springwater bicycle and pedestrian corridor as an east-west connection.

McLoughlin Blvd (OR 99E) and Johnson Creek are also major defining characteristics in the center of the area.

FIGURE 2: PROJECT AREA



EXISTING LAND USE AND CONDITIONS

In 2017 as this plan was prepared, most of the approximately 195 acres in the NMIA is used for industrial purposes (57 percent) with various types of manufacturing, distribution, storage and similar uses. Approximately one-third of all parcels are vacant (**Table 1**), although many are used by adjacent businesses for surface storage. Nine vacant parcels totaling 4.4 acres are rights-of-way, with Metro's Springwater Trail accounting for 3.7 acres.

The project area also includes multiple publicly owned parcels, including the Oregon Liquor Control Commission offices, a TriMet park-and-ride and the Clackamas County Community Corrections Center and Women's Center. Fronting the east side of McLoughlin Blvd, the former ODOT offices sit adjacent to approximately eight acres of outdoor storage.

In 2017, the NMIA contained around 3.4 million square feet of rentable commercial space, supporting approximately 9.5 employees per acre. Most of this rentable area is classified as industrial space, with the industrial subcategories of distribution and warehousing comprising over 80 percent of the total square footage. The remaining rentable area in the NMIA is classified as flex office/industrial, general office and general retail.



*Top: Historic photo of ODOT facility under construction
Right: Present-day photo of the ODOT site*



AREA HISTORY, PARCELS AND BUILDINGS

Over the last 100 years, the NMIA has developed as a warehousing and manufacturing district built around its easy access to heavy rail and McLoughlin Blvd. Many of the buildings in the area retain rail spurs, some of which are used today, although most shipping is now done via truck and many of the rail spurs have been vacated.

The NMIA is generally composed of smaller parcels, shown in **Figure 3**. Most parcels (56 percent) are half an acre or smaller. Larger parcel sizes (sites over four acres) account for only 12 percent of the total parcels.

Some buildings in the NMIA are nearly 100 years old and have been continually repurposed. This includes the ODOT facility, a now vacant 1938 Works Progress Administration Project. The building initially housed State Highway Division engineers, support staff, and State Police for the Portland area. The building is eligible but not listed on the National Register of Historic Places. It is listed as a historic local resource in Milwaukie.

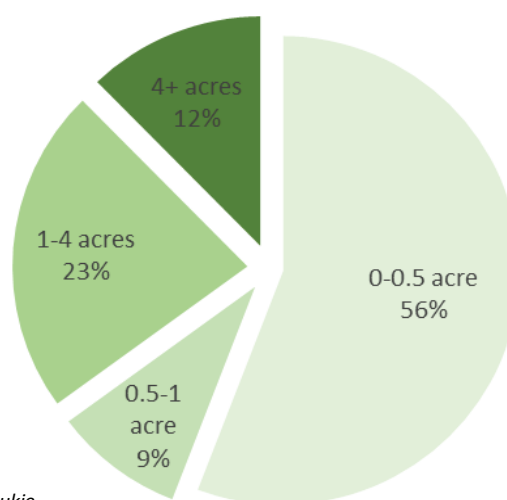
Other buildings reflect different eras and types of development. Of the 54 buildings in the project area, nine were built between 1918–1949, 29 were built from 1950–1969 and the remaining 16 were built from 1970–1982. No buildings have been constructed since the 1990s although some buildings are transitioning from single large tenants to flex space uses, where a single building holds multiple tenants and often through short-term leases.

As of 2014, there were 65 firms with 1,833 total employees within the project area. According to Hoovers and ReferenceUSA, top employers in the NMIA are Portland Mechanical Construction, Alpine Food Distributing, Goodwill, PCC Structural, Stoner Electric, Advanced Entry Systems and the Oregon Liquor Control Commission.

TABLE 1: NMIA PARCELS BY 2017 LAND USE AND SIZE (ACREAGE)

Commercial	10	8%	6.1
Industrial	75	57%	174.6
Residential	4	3%	1.3
Vacant	42	32%	13.4
Total	131	100%	195.4

FIGURE 3: NMIA PARCEL SIZES AND PERCENT OF TOTAL NMIA ACREAGE



Source: City of Milwaukie

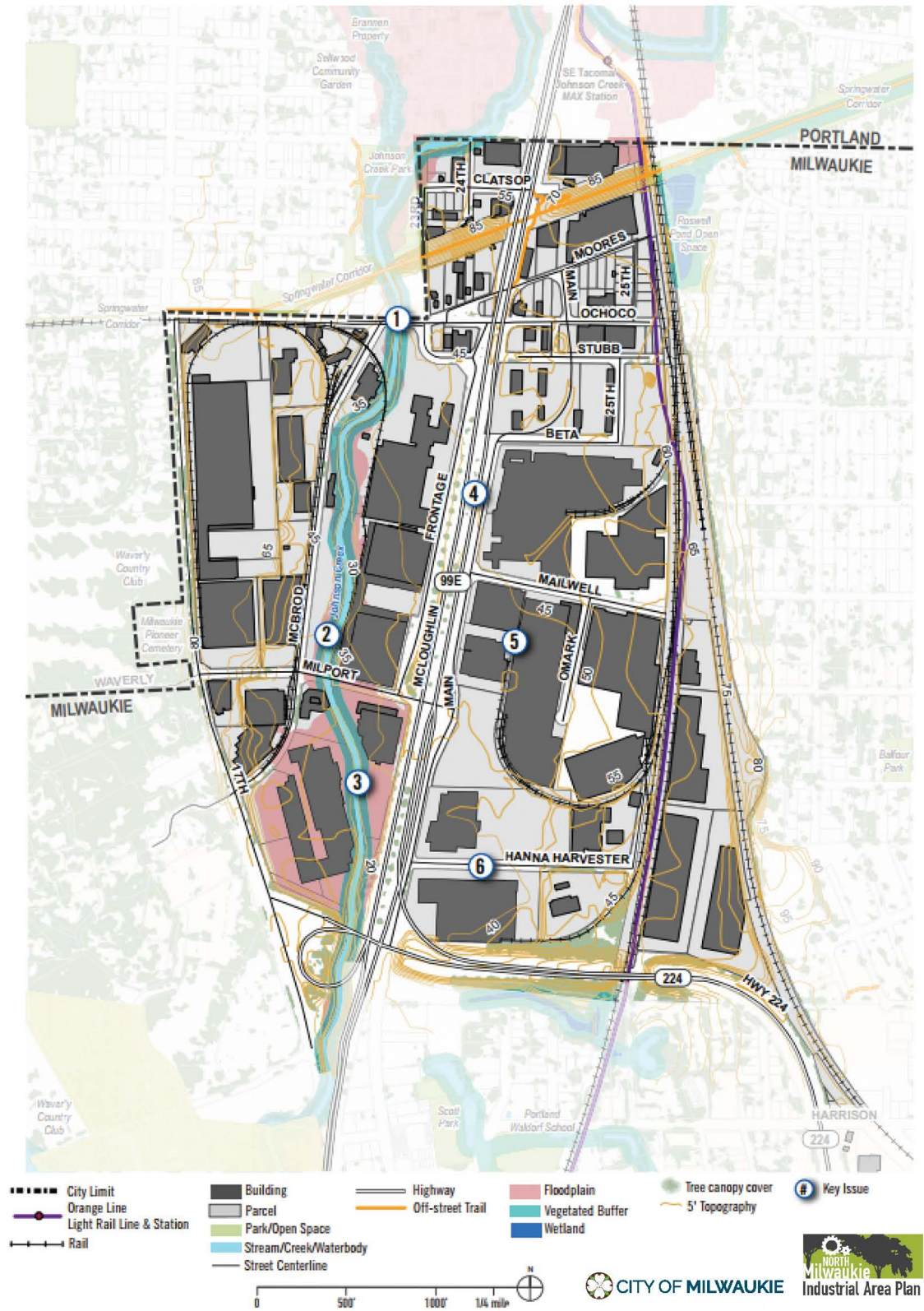
NATURAL RESOURCES AND INFRASTRUCTURE

As the North Milwaukie Industrial Area redevelops, there will be opportunities to upgrade and improve existing infrastructure and restore natural areas.

Stormwater management, drinking (potable) water, wastewater and communications infrastructure are located within the study area. To the west, Johnson Creek serves as a unique natural feature coursing through the district. **Figure 4: Natural Features** identifies key opportunities and constraints based on each infrastructure type. Numbers on the map correspond to the list below. Each location identifies where general issues exist, but could also apply to larger areas where infrastructure improvements are likely needed throughout the NMIA. There are several opportunities and constraints related to existing infrastructure and stormwater, as indicated by the corresponding numbers on **Figure 4**.

- **Johnson Creek Stormwater Outfall at Ochoco St:** As the north end of the project area redevelops, stormwater control and water quality improvements will improve the quality of stormwater runoff that enters the creek at this outfall. The catchment area for this outfall extends beyond the study area boundary. Within the project area, individual parcels can reduce impervious surfaces by adding more vegetation and stormwater controls.
- **Johnson Creek Stormwater Outfall at Milport Rd:** As the project area redevelops, stormwater control and water quality improvements will improve the quality of stormwater runoff that enters the creek at this outfall. Green infrastructure, including green roofs and vegetated stormwater facilities, can reduce impervious surfaces and pollutants that enter the creek. Due to the size of the existing parcels, there is significant potential for stormwater mitigation, though the existing pipe network may need to be reconfigured to accommodate changes in land use.
- **Johnson Creek:** Johnson Creek has a large watershed that extends beyond the Milwaukie city limits. This portion of the creek is the last segment before it discharges into the Willamette River. There may be opportunities to improve the function and riparian habitat of the creek. However, there are also potential challenges regarding redevelopment of parcels adjacent to the creek channel, including building setbacks and buffer restoration. Johnson Creek is part of the Habitat Conservation Area designation that limits and/or requires mitigation for new development to occur. In addition, Johnson Creek includes land within the base flood area identified on FEMA floodplain maps. The base flood area is the area that has a 1% chance of flooding in any given year. The area to the south of Milport Rd is impacted by flood levels from the Willamette River.
- **Trees and vegetated stormwater facilities:** As both public and private improvements are made to parcels and the public rights-of-way, elements such as street trees, landscaping and vegetated stormwater facilities can be incorporated to reduce impervious surfaces or mitigate runoff. Installing these facilities will require coordination with existing utility locations to meet setback requirements for installation.
- **Wastewater:** Wastewater from the study area is conveyed to the Kellogg Treatment Plant just south of the planning area. Improvements to existing mainlines and service lines may be required to update alignment and materials to meet current standards. As parcels redevelop, further reduction in wastewater flows could occur with water saving fixtures and water reclamation.
- **Drinking (potable) water:** The water supply for Milwaukie is provided by the Troutdale Gravels Aquifer through seven wells located within the city. Upgrades to materials and service connections may be needed based on land use and fire system requirements.

FIGURE 4: NATURAL FEATURES



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chapter 2: plan vision, goals and objectives

VISION

The future success of the NMIA depends on a shared long-term vision as a diverse employment area that is inspiring and supported by the community. This vision sets forth specific goals and objectives that lead to short and long-term actions.

The vision was created by the community after an open house, online survey, stakeholder interviews, and input from a project advisory group made up of businesses, community members, technical staff and area residents.

Vision

The North Milwaukie Industrial Area capitalizes on the District’s strategic location to attract innovative and entrepreneurial businesses to create a strong regional center for next-generation traded sector employment, manufacturing, makers and doers. The area supports existing and future businesses that provides family-wage jobs accessible by all modes of travel, respects the natural environment and incorporates sustainable design to reduce demand on citywide infrastructure.

GOALS AND OBJECTIVES

The goals and objectives of the Plan guide future development and infrastructure improvements in the NMIA. In turn, these strategic decisions will ultimately serve to support and increase employment and economic opportunities in the district.

The following five goals and related objectives provide a comprehensive approach to achieve the envisioned future, providing implementable actions that can be completed as single projects or phased over time.

Chapter 7 presents specific actions to implement the goals and objectives.

- Goal 1:
Economic Development and Employment
- Goal 2:
Infrastructure
- Goal 3:
Land Use and Urban Design
- Goal 4:
Transportation and Mobility
- Goal 5:
Community Supported Vision

In this chapter:

- Station Area Plan

GOAL 1

Economic Development and Employment.

Encourage a balance of employment-focused land uses, programs and resources that increase private capital investment and family-wage jobs.

Objective 1.1. Support existing businesses as the district evolves over time.

Objective 1.2. Build upon the locational advantages of the NMIA and its role within the region to increase employment density.

Objective 1.3. Support catalytic development of identified opportunity sites by incentivizing cluster-style development for multiple businesses to locate and grow.

Objective 1.4. Support creative re-use of existing buildings that permit flex-space uses.

Objective 1.5. Attract development and users that will take advantage of existing transit and non-motorized travel options.

Objective 1.6. Create an environment where a variety of small, medium and large businesses thrive and co-exist.

Objective 1.7. Support emerging small businesses, including small-scale manufacturing and “maker” spaces.

Objective 1.8. Actively recruit target industries while also assisting existing businesses that want to expand employment.

Objective 1.9. Identify strategies to fund public improvements through a combination of public and private sources.

Objective 1.10. Develop a parking management plan for the district.

GOAL 2

Infrastructure.

Identify infrastructure improvements necessary to meet existing and future planned development needs.

Objective 2.1. Create a phased infrastructure improvement program that upgrades existing infrastructure to meet current and future demand, including facilities for electric vehicle charging, leverages private investment that embodies the vision for the area and provides a strong return on investment.

Objective 2.2. Explore strategies for infrastructure that reduce demand on citywide systems, such as on-site or district-wide stormwater and wastewater treatment.

Objective 2.3. Extend high speed fiber optic service to the NMIA.

Objective 2.4. Increase the use of solar energy and related infrastructure that reduces energy/resource use for existing building retrofits and new building construction.

Objective 2.5. Identify landscape and streetscape enhancements that help address flooding, and enhance key gateways to the NMIA District and near significant public use areas such as the Johnson Creek corridor.

Objective 2.6. Coordinate infrastructure improvements, including parking management, across agencies to implement infrastructure goals.

Objective 2.7. Increase and protect tree canopy along Johnson Creek, parking areas and streets where right-of-way is available.

GOAL 3

Land Use and Urban Design.

Provide for a diverse array of land uses that create an active employment center and facilitate commercial and mixed-use development that supports the employment focus of the district.

Objective 3.1. Identify land use strategies that increase employment densities and encourage cluster uses.

Objective 3.2. Enhance Johnson Creek as an open space amenity and important natural resource that helps attract new and more intensive development, through measures such as riparian restoration and possible creation of a linear park in the open area on the west side of the creek, consistent with the City's designated Habitat Conservation Area requirements.

Objective 3.3. Ensure that land use and urban design requirements permit multi-story buildings to accommodate "vertical industrial" and manufacturing uses.

Objective 3.4. Focus on branding, public art and wayfinding to create distinct, identifiable features of the NMIA as a true district.

Objective 3.5. Through zoning, restrict residential development to areas where it is already permitted.

GOAL 4

Transportation and Mobility. Create a transportation system that provides safe and direct connections for bicycles and pedestrians while also providing for efficient truck access and circulation.

Objective 4.1. Create safer and more efficient transportation connections within the district, to Downtown and the neighborhoods and across busy corridors, especially McLoughlin Blvd.

Objective 4.2. Maintain access to heavy rail service where appropriate.

Objective 4.3. Develop a street grid that provides options for transit, vehicles, pedestrians and bicyclists to connect to and through the District, where appropriate.

Objective 4.4. Provide safe, direct connections to the Tacoma/Johnson Creek light rail station and Springwater Corridor from both the east and west sides of McLoughlin Blvd.

GOAL 5

Community Supported Vision. Create opportunities for NMIA businesses, landowners, employees and the greater community to stay informed and involved in the ongoing development of the District.

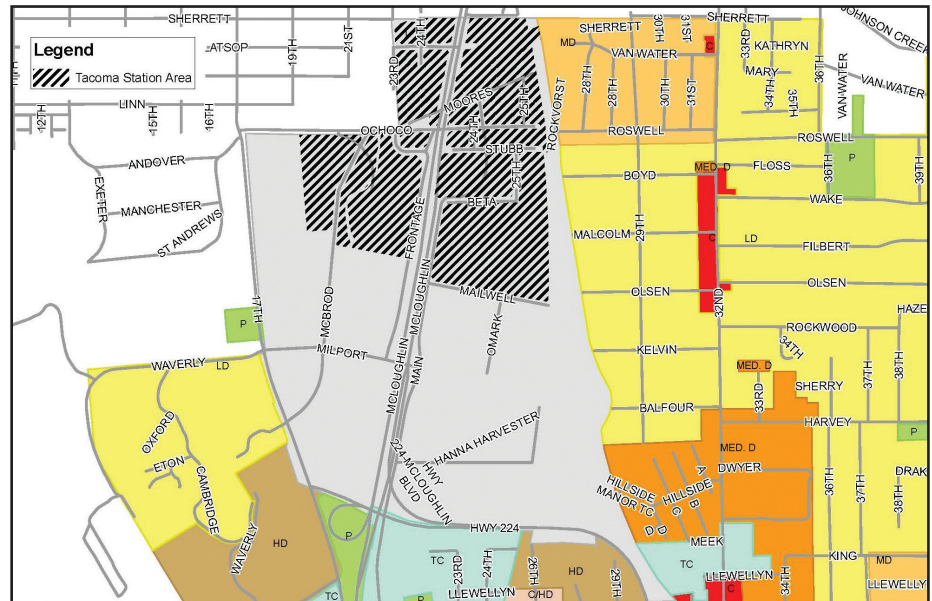
Objective 5.1. Continue to engage businesses and employees in the NMIA and the Milwaukie community in a conversation about the NMIA and its role as an employment and mixed-use district.

Objective 5.2. Maintain ongoing communications with existing businesses and landowners to identify potential opportunities and issues in implementing the Plan.

STATION AREA PLAN

The NMIA Plan serves as the City of Milwaukie's Station Area Plan for the purpose of meeting Title 6 requirements of Metro's Urban Growth Management Functional Plan. The Station Area boundary for planning purposes is the area within approximately ½ mile of the Tacoma Light Rail Station as depicted in **Figure 5**. The NMIA Plan provides policies, projects, and programs aimed at enhancing the area around the Tacoma light rail station as a mixed-use district providing opportunities for housing, commercial, and employment uses. Projects focus on creating a pedestrian friendly environment in this area with strong connections to surrounding neighborhoods.

FIGURE 5: PROPOSED TACOMA STATION AREA



chapter 3: ecodistrict framework

The NMIA is an active employment center that takes advantage of its proximity to Portland, light rail and surrounding neighborhoods in Milwaukie and Clackamas County.

More recently, long time uses have shifted to include increasingly in-demand flex space, where current buildings are being converted from a single large use to multiple smaller uses that share facilities and equipment like forklifts or other machinery. This flexibility allows new businesses to start in small spaces and then expand as they grow with smaller overhead commitments. The challenge for the NMIA is that many similar areas around the region are also competing for similar tenants, so attracting both the makers and doers as well as traditional manufacturing requires a plan that differentiates it from other areas.

Given the NMIA's proximity to South Waterfront and Central Eastside in Portland, a focus on sustainable design, attractions and innovative

infrastructure development can attract new tenants who are looking to be in a forward-thinking ecodistrict but may be priced out of other locations. Developing the Plan through ecodistrict lenses also aligns future tenants with the current City trajectory of increased sustainable measurable action.

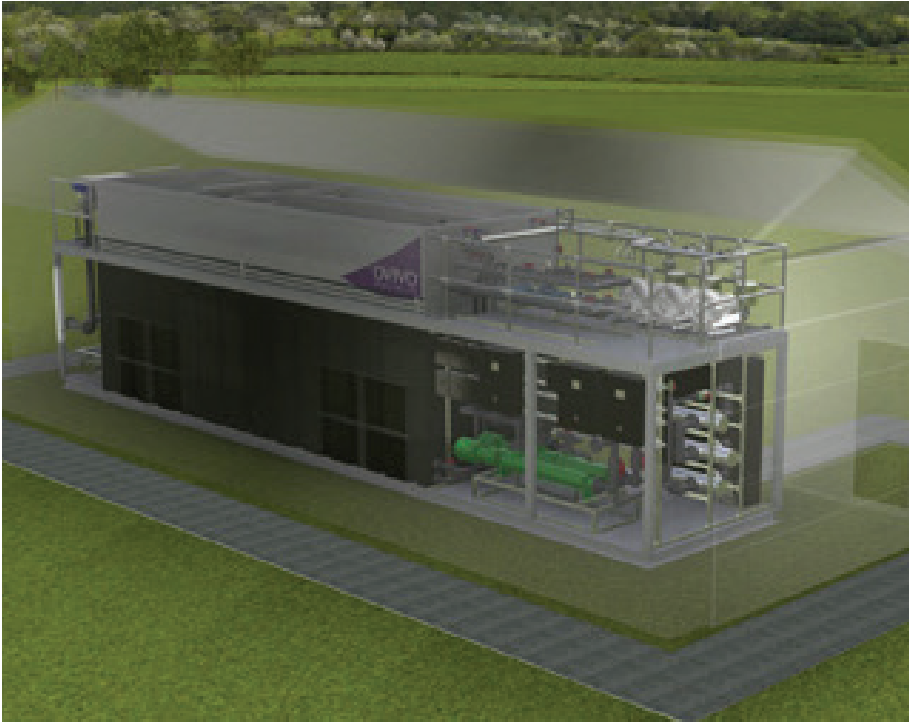
The ecodistrict framework for the NMIA is an incremental approach and different than ecodistricts developed on a greenfield (see **Chapter 6: Infrastructure**). Ecodistrict implementation must work with existing infrastructure and strategies need to encourage a transition over time. Creating an ecodistrict, even incrementally, will require a commitment from the City, land and building owners to make it happen.

There are many actions needed to implement an ecodistrict, either directly through projects (identified in this chapter) or indirectly through land use action, funding and financing support or other types of incentives.

In this chapter:

- Integrating Natural Resources
- Addressing Infrastructure Needs
- Making Transportation Work for Everyone
- Creating a NMIA Brand
- Putting It All Together

An ecodistrict is a holistic approach that creates a more sustainable, ecologically sensitive development pattern, focusing on sustainable infrastructure systems that also provide financial benefits to businesses that locate in the area. It is also an important marketing tool for attracting future businesses to the NMIA. It works in tandem with other parts of the Plan.



Top: Conceptual diagram of sewer mine
Bottom: Sewage and effluent samples

INTEGRATING NATURAL RESOURCES

The NMIA is both natural and urban. The NMIA ecodistrict should demonstrate the benefits of this human/nature connection by reconnecting with Johnson Creek as a functioning natural resource as well as a recreation attraction. Success will require collaboration between City, local and state agencies and non-profits, such as the Johnson Creek Watershed Council. There are several actions needed to transform Johnson Creek from what it is today to become a district amenity:

- Complete a Johnson Creek Corridor Plan that identifies both water quality and physical improvements to the corridor. The focus should be on improving watershed health and stormwater management from adjacent right-of-way and development (**Action 2.2.2**).
- Identify partnership opportunities, including with the Johnson Creek Watershed Council, to identify and develop grant applications to fund riparian area and stormwater improvements (**Action 3.2.1**).
- Improve access and viewing opportunities along Johnson Creek by designing existing vacant land east of McBrod Ave for recreation. Add viewpoints at the existing bridge crossings (**Action 3.2.2**).

ADDRESSING INFRASTRUCTURE NEEDS

Industry is about efficiency and reducing the cost to run a business, to make products and deliver services. The NMIA ecodistrict can create a competitive advantage compared to competing districts by identifying and implementing efficient energy, water and stormwater systems to help reduce operating costs. While some of these recommendations may add complexity to building design, short-term costs for sustainable systems

can often pay off over time as reduced operating costs over the life of the project.

Energy

Creating a district energy system can be challenging to successfully implement, even incrementally, where there is already existing infrastructure and development. District energy systems are often created in new development or through a phased development plan where the district energy system is designed along with the buildings.

However, there may be opportunities to incorporate solar energy. The large roof areas of the industrial businesses may provide opportunity for solar panels. Portland General Electric provides power to the project area and the State of Oregon's net metering program is an option for customers to get credit for excess energy produced at their facility. Solar and other energy conservation measures can be implemented over time as buildings are redeveloped or building owners choose to install systems. The large number of existing buildings may be able to support some solar installations for building owners who may be interested, but the age of the roof, weight bearing capacity and the impact of drilling many holes into a roof to anchor a solar project need to be considered. Another factor to consider is shading. As the

area develops, new taller buildings might create shading on existing single story buildings and that would decrease the amount of energy that solar panels produce. With those considerations, the ecodistrict can implement solar energy project through the following actions:

- Assist existing businesses in applying for renewable energy grants, using the NMIA District Coordinator position (**Action 1.1.3**) as the point person to aid in applying for grant funding for solar energy (**Action 2.4.3**).
- Integrate renewable energy consumption and production goals for energy into a future Climate Action Plan (**Action 2.4.1**).
- Retrofit existing streetlights with LED lighting to reduce energy consumption (**Action 2.4.2**).

Sewer and Water Infrastructure

Based on the existing conditions analysis and mapping completed for the NMIA and proposed zoning densities, no significant infrastructure upgrades are anticipated other than projects already identified in existing capital improvement programs. Additionally, installation of new sewer and water infrastructure requires reconstructing existing roadways, but this infrastructure may remain unused for many years before new development occurs.

A more cost-effective approach is to focus on incentivizing building retrofits to reduce water usage and install greywater recycling systems either when extensive remodeling is completed or new buildings are constructed. Greywater is safe for use in toilets, for irrigation and other facilities where it is not consumed. Water and wastewater implementing actions for the ecodistrict include:

- Update existing building standards to encourage all new buildings or significant remodels to double plumb buildings for greywater recirculation and install fixtures with low-flow and other water saving devices (**Action 2.2.5**).
- Provide incentives for existing businesses to replace existing plumbing with low flow and/or greywater recirculation systems (**Action 2.2.6**).

The existing wastewater trunk line is located at the southwestern end of the NMIA. There may be an opportunity to create a **"sewer mining district"** (**Action 2.2.8**) that connects to the sewer trunk line to reduce wastewater flow to the City's main treatment system. A sewer mining system extracts sewage directly from the sewer, treats it to produce recycled water and then discharges residual wastes back to the sewer. The recycled water



SE Tacoma/Johnson Creek light rail station

can then be piped back to existing buildings for use in a greywater system. The most likely location for installing this type of system is the western side of McLoughlin Blvd, where greywater circulation systems could be installed when McBrod Ave is reconstructed or located on the shoulder without affecting the existing right-of-way. As buildings are redeveloped or remodeled, they would be connected to the greywater system.

Stormwater

Perhaps one of the biggest opportunities to create a sustainable, visually distinctive district is to address stormwater management on site and within the public right-of-way. There are several actions that will be required, from short-term planning actions to long-term district wide solutions. These include:

- Develop a stormwater master plan (**Action 2.2.4**) that identifies both short and long-term actions to manage stormwater for the NMIA. This should include short-term actions that are property-focused and can be implemented immediately, particularly adjacent to Johnson Creek. The Plan should also identify locations and sizing for one or more regional facilities on the west side of McLoughlin Blvd; explore an integrated street/shared facility approach and
- Partner with ODOT to develop a green street demonstration project for McLoughlin Blvd between Downtown Milwaukie and the Springwater Corridor Pedestrian Bridge (**Action 2.2.1**). This project can showcase the specific ecodistrict approaches, improve the attractiveness of the corridor and create a visual demarcation of the district through stormwater management and design.

provide funding options such as public/private partnerships and fee-in-lieu approaches.

- Assist in identifying funding sources to retrofit existing buildings with green/eco roofs. Through updated design standards, encourage all new buildings to integrate green stormwater infrastructure into the building and/or site design (**Action 2.2.7**).
- Address regional and onsite and/or regional detention for stormwater to reduce untreated runoff from entering Johnson Creek. This should include green street and streetscape enhancements to address flooding and enhance key gateways, using the stormwater management system also as a branding element for the district (**Objective 2.5**).

- Redesign McBrod Ave as a demonstration project that integrates green street/shared stormwater facility approaches to treat both right-of-way and adjacent development (**Action 2.2.3**). Treating adjacent development in the street as opposed to on site may spur development because it reduces the cost to developers to develop or redevelop property to modern stormwater standards. If this action is undertaken, it should be combined with stormwater reduction techniques such as eco roofs (**Action 2.2.7**) to reduce stormwater flows entering the street.

MAKING TRANSPORTATION WORK FOR EVERYONE

Transportation connections must be safe, convenient and efficient for all modes of travel. Additionally, providing usable multimodal connections helps reduce the carbon footprint of vehicles and ties directly to a future citywide Climate Action Plan. As a branded district that focuses on sustainable development, providing multiple options for people to get to work and for businesses to receive materials and ship products is essential. Today, the NMIA is dominated by vehicles and is not a safe environment for people to ride their bikes to work or walk

to transit. If they do drive, parking can be challenging. Creating a more connected environment will require several actions:

- Develop and implement a parking management plan that addresses several issues, including parking management and transportation demand strategies that permit centralized parking in specific locations and/or offering flexible parking options for new construction to locate parking on-site or through a district parking program (**Action 1.10.3**).
- Create a Transportation Management Association (TMA Based on the Transportation Demand Management & Parking Strategy Memo, October 4, 2017) that manages parking, transit and non-automobile circulation (**Action 1.10.1**). Potential roles for the TMA could include creating and managing an incentive program that provides free or reduced cost bus passes for NMIA employees and/or commuter incentives for those walking, carpooling or riding bicycles to work (**Action 1.10.5**). The TMA could also act as the lead for creating and managing a local circulator system that connects shared parking locations with employers and Downtown Milwaukie (**Action 1.10.4**).

- Implement improved vehicle, bicycle and pedestrian connectivity between the Tacoma light rail station and Downtown Milwaukie (**Action 4.1.3**).
- Partner with ODOT to extend/improve bicycle and pedestrian connections throughout the NMIA, including across McLoughlin Blvd, and connecting to the Tacoma light rail station, Downtown Milwaukie and Sellwood (**Actions 4.3.1–4.3.4**).
- Integrate the NMIA Business Association recommendation (**Action 1.1.1**) and the City economic development coordinator for the NMIA (**Action 1.1.3**) as part of the TMA management structure.



Top: Build on specific elements in the NMIA to brand the area.

Bottom: Example of a branded water tower

CREATING A NMIA BRAND

Many people drive through the NMIA and know it only as that space “in between Portland and Downtown Milwaukie.” While it is an in-demand area, attracting new businesses and development will require a branding strategy to increase the visibility of and competitiveness of the area. Creating a district brand will require several actions, including:

- Build local energy within the NMIA and City through the creation of a NMIA Business Association that will advocate for the needs of existing and future businesses (**Action 1.1.1**), and hire or assign a City economic development coordinator for the NMIA to be the single point of contact for all business activity in the district (**Action 1.1.3**).

- Develop a wayfinding and branding strategy that builds upon the historic industrial, rail and natural resources of the NMIA (e.g. the ODOT building, Johnson Creek and water tower) and focuses on businesses that encourage transit use, pedestrian and bicycling as modes of travel (**Actions 1.2.1**).
- Visually demarcate the NMIA through gateway elements and wayfinding signage that identifies the area as a unique district identifiable from McLoughlin Blvd and identifies paths from the NMIA to the Tacoma light rail station, Downtown Milwaukie and Sellwood (**Action 1.2.1**).

Together, these strategies form the basis of an implementation strategy to make the ecodistrict more visible. The branding strategy should also be organized in a manner that facilitates its use for marketing to attract future businesses.

PUTTING IT ALL TOGETHER

Creating an ecodistrict will take time, but several of the initial actions can be implemented easily now, with more focused design and construction of major infrastructure occurring later as the district evolves and funding is identified. Creating a place, at least initially, is as much about branding, business engagement and recruitment as it is about the projects that create the infrastructure to achieve the vision of a sustainable, employment-focused district.

chapter 4: transportation

The NMIA's access to transportation routes like McLoughlin Blvd and the heavy rail system has made it a desirable business location for many years. The transportation infrastructure recommendations support the vision for the NMIA, calling for better connectivity within the district, to Downtown Milwaukie and to the adjacent neighborhoods.

The future street network for NMIA builds on previous planning efforts. Street types for the Plan are consistent with the 2013 Tacoma Station Area Plan (TSAP). The projects in the Plan improve vehicle, bicycle and pedestrian connectivity in the NMIA.

The existing NMIA transportation network works for vehicles and freight, but lacks sufficient sidewalks and bike facilities. Additionally, there are a few connections for pedestrians either because there are no sidewalks or the long block lengths make it difficult to navigate by foot.

Key elements of the future system are shown in **Figure 4** and **Figure 7** and include:

- **McLoughlin Blvd Safety Improvements:** Safety improvements include creating safer and more efficient transportation connections for all modes across McLoughlin Blvd in the NMIA, including maintaining freight access to businesses. The Milport Rd and Ochoco St intersections at McLoughlin Blvd should be designed to permit better multimodal movements (including freight) and increase pedestrian safety and accessibility for businesses along Frontage Dr and Main St.
- **Maximum block lengths:** Establishing a maximum block length standard for future streets will identify potential areas where roads can be located when new development occurs. The industrial and employment area should have larger block length standards (600–1200 ft) and the mixed use area should have tighter blocks (300–530 ft).

In this chapter:

- Future Street Network
- Future Bike and Pedestrian Circulation
- Transit Access Considerations



McLoughlin Blvd and Highway 224



Wheel stops provide physical separation for pedestrians and delineate the travel way.



In the interim, streets can be re-channelized between existing curbs to begin the behavior change process as the City anticipates future roadways built out to the specifications. For example, Dexter Street, Seattle WA (before-after pictures above) include paint to delineate and channelize narrowed travel lanes in addition to bus stop bulb-outs and buffered bike lanes.

- **Transitional Streets:** Developing a transitional street design allows for low-cost, interim improvements to address existing network deficiencies and complete connections for people traveling by foot or bike. Transitional streetscape improvements can enhance walkability by providing continuous pedestrian access while still providing vehicle mobility as the NMIA redevelops. Transitional street modifications can also begin to engender behavior change amongst roadway users consistent with the streetscape characteristics planned for full build out. **Figure 15 (Future Street Network)** shows the proposed transitional street designation applied on four streets including McBrod Ave and three other future local street connections. **Figures 18 and 19** show how McBrod Ave could change over time with a transitional street approach.

FUTURE STREET NETWORK

Figure 15 shows the future street network and builds on several opportunities that exist in the NMIA. Table 2 summarizes the future street network.

Collector Streets

- **Ochoco Street:** The role of Ochoco St in the NMIA will evolve to serve a variety of land uses. Ochoco St is currently classified in the Transportation System Plan (TSP) as part local and part collector (at the McLoughlin Blvd/99 E. intersection). Its future design should provide multimodal access.

The cross section for Ochoco St, shown in **Figures 6 and 7**, west and east of McLoughlin Blvd generally depicts the recommendation of this Plan, and requires 10' of additional right-of-way to be dedicated west of McLoughlin Blvd. Minimum 8 ft wide sidewalks are required along key streets, including Ochoco St. Street trees should have columnar form to prevent trucks from clipping their drip lines. **Figures 8 and 9** include conceptual designs developed by ODOT Region 1 in March 2013 as part of the TSAP and were a set of many different concepts considered. This could be considered a solution to Ochoco St if the configuration shown in **Figure 6** and **Figure 7** is not constructed.

FIGURE 6: CONCEPTUAL CROSS-SECTION FOR OCHOCO ST - WEST OF MAIN ST
WITHIN EXISTING RIGHT-OF-WAY (LOOKING EAST).

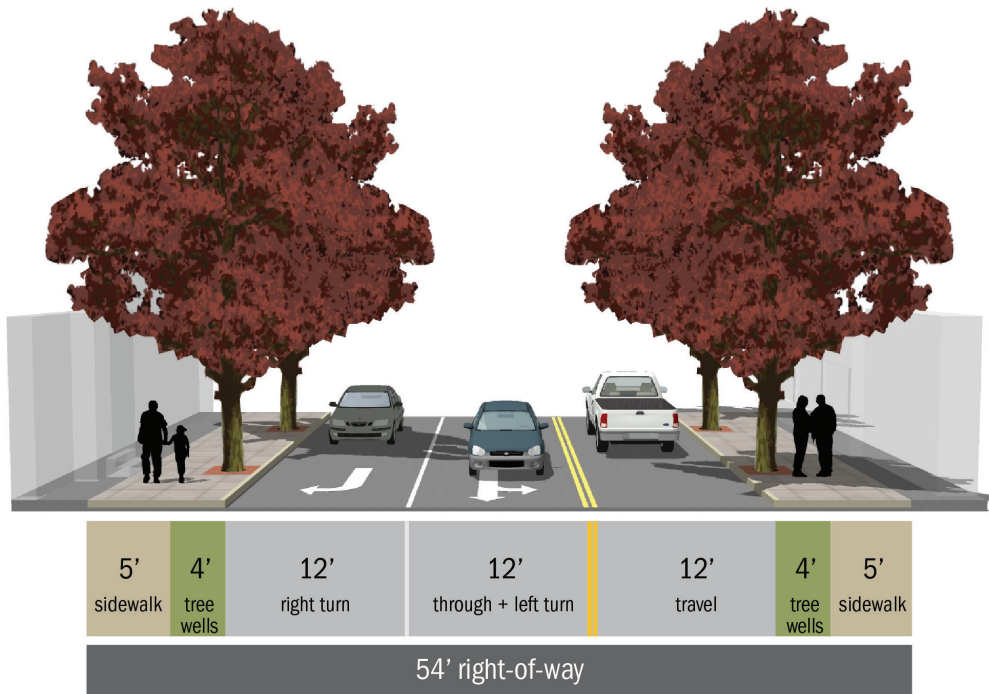


FIGURE 7: CONCEPTUAL CROSS-SECTION FOR OCHOCO ST - EAST OF MAIN ST
WITHIN EXISTING RIGHT-OF-WAY (LOOKING EAST)

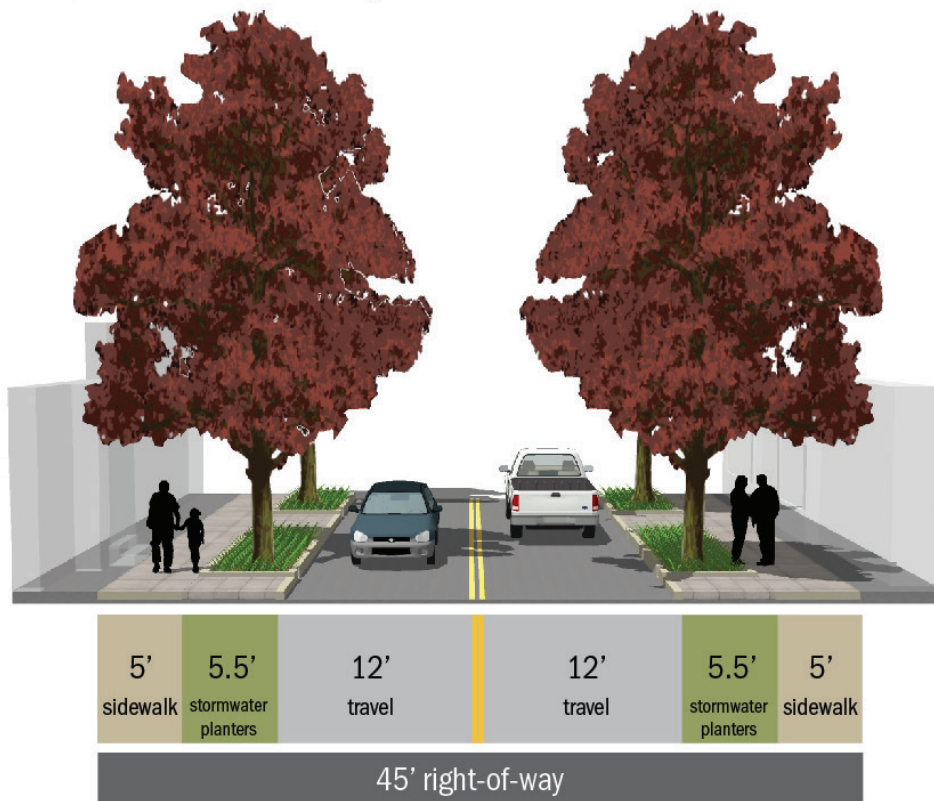


FIGURE 8: INDIRECT LEFT PEDESTRIAN ENHANCEMENTS CONCEPTUAL DESIGN

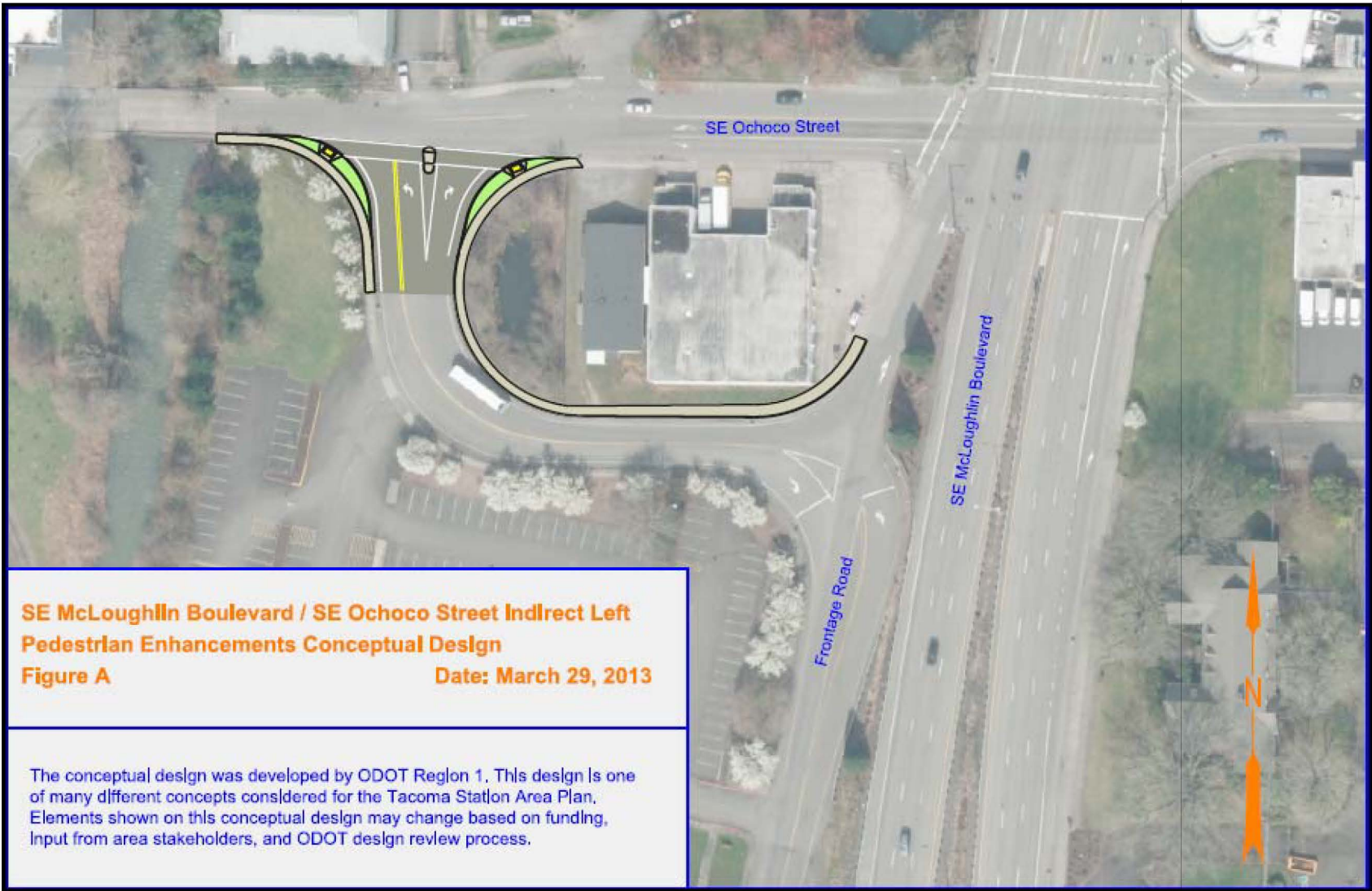
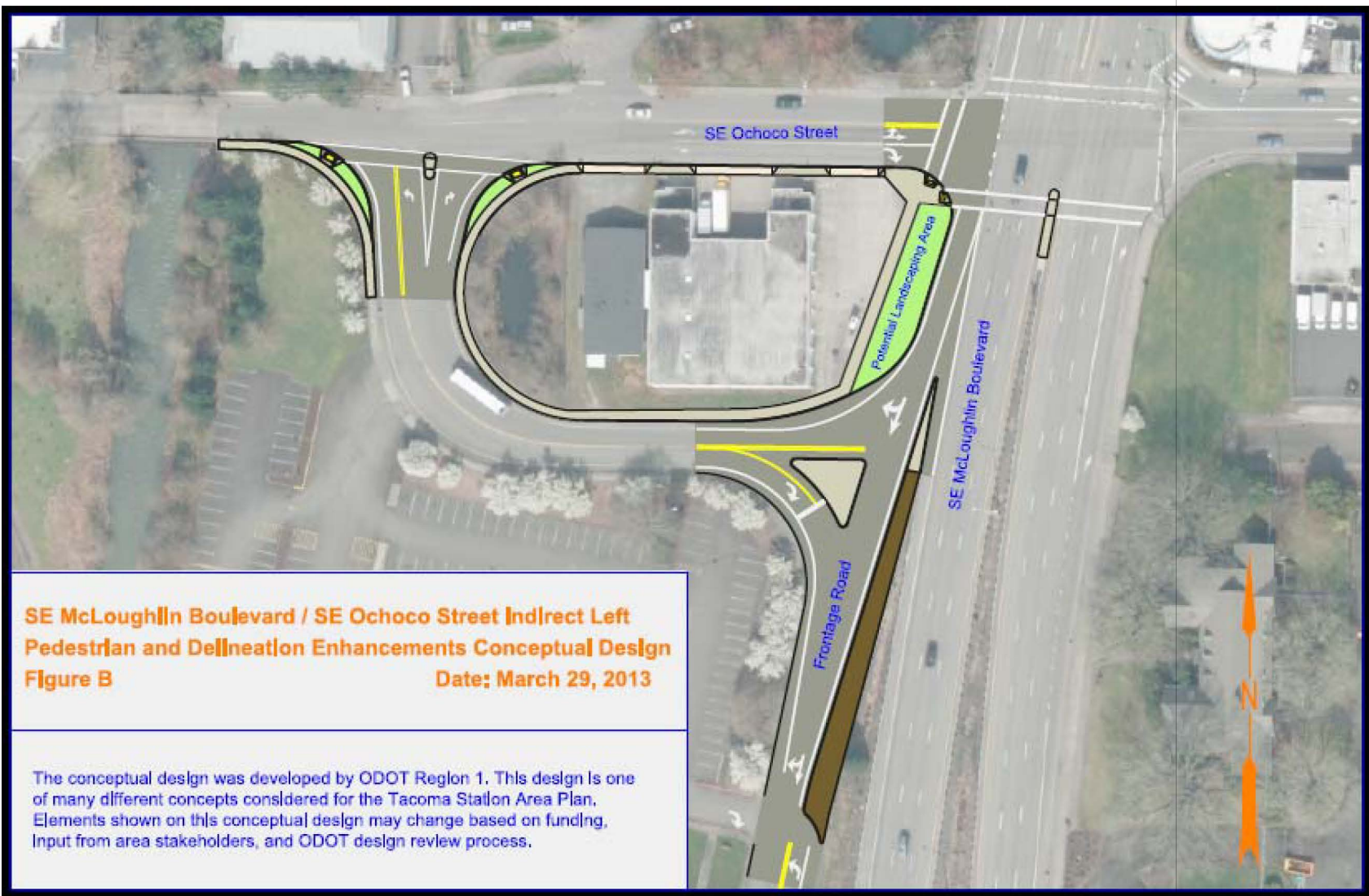


FIGURE 9: INDIRECT LEFT PEDESTRIAN AND DELINEATION ENHANCEMENTS CONCEPTUAL DESIGN



RS222

The Ochoco corridor is a gateway from the Sellwood neighborhood to the heart of the district.

Johnson Creek is an important feature on the west side of the NMIA.

Where Ochoco St crosses Johnson Creek, viewing areas should be included at the bridge and green street design should incorporate, to the extent possible, native vegetation that is also appropriate to the riparian area along the creek.

- **Main Street:** The Plan provides a cross section, shown in **Figures 10, 11, 12, 13, and 14**, for a separated 12-14 ft wide multi-use path. In addition, the Plan also recommends an improved pedestrian path under the Springwater Trail at Main St, connecting pedestrians and bicyclists to the LRT station. The Plan provides for minimum 8 ft wide sidewalks along Main St with special paving, wayfinding signage and public art.

TABLE 2: PROPOSED NMIA PLAN STREET TYPES

Street Name	Regional Route	Arterial	Collector	Local Industrial	Transitional Street Approach
McLoughlin Boulevard/99E	X				
Highway 224	X				
17th Avenue		X			
Main Street			X	X	
Ochoco Street			X	X	
Beta Street				X	
Clatsop Street				X	
Frontage Road				X	
Hanna Harvester Drive				X	
Mailwell Drive				X	X
Milport Road				X	
McBrod Avenue				X	X
Moore's Street				X	
Omark Drive				X	X
Stubb Street				X	
24th Avenue				X	
25th Avenue				X	
New streets				X	X

FIGURE 10: CONCEPTUAL CROSS-SECTION FOR MAIN ST - MILPORT RD TO BETA ST
WITHIN EXISTING RIGHT-OF-WAY (LOOKING NORTH)

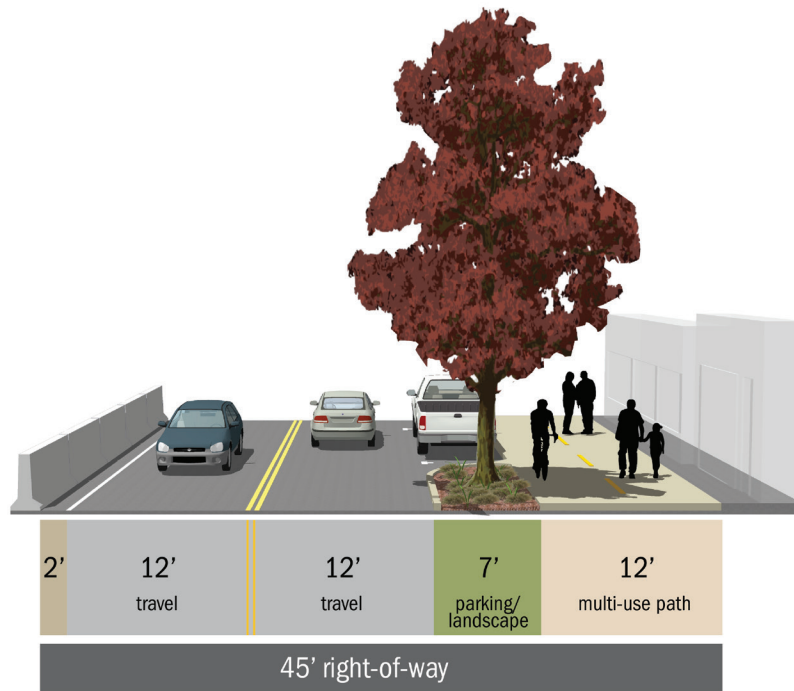


FIGURE 11: CONCEPTUAL CROSS-SECTION FOR MAIN ST - NORTH OF BETA ST
WITHIN EXISTING RIGHT-OF-WAY (LOOKING NORTH)

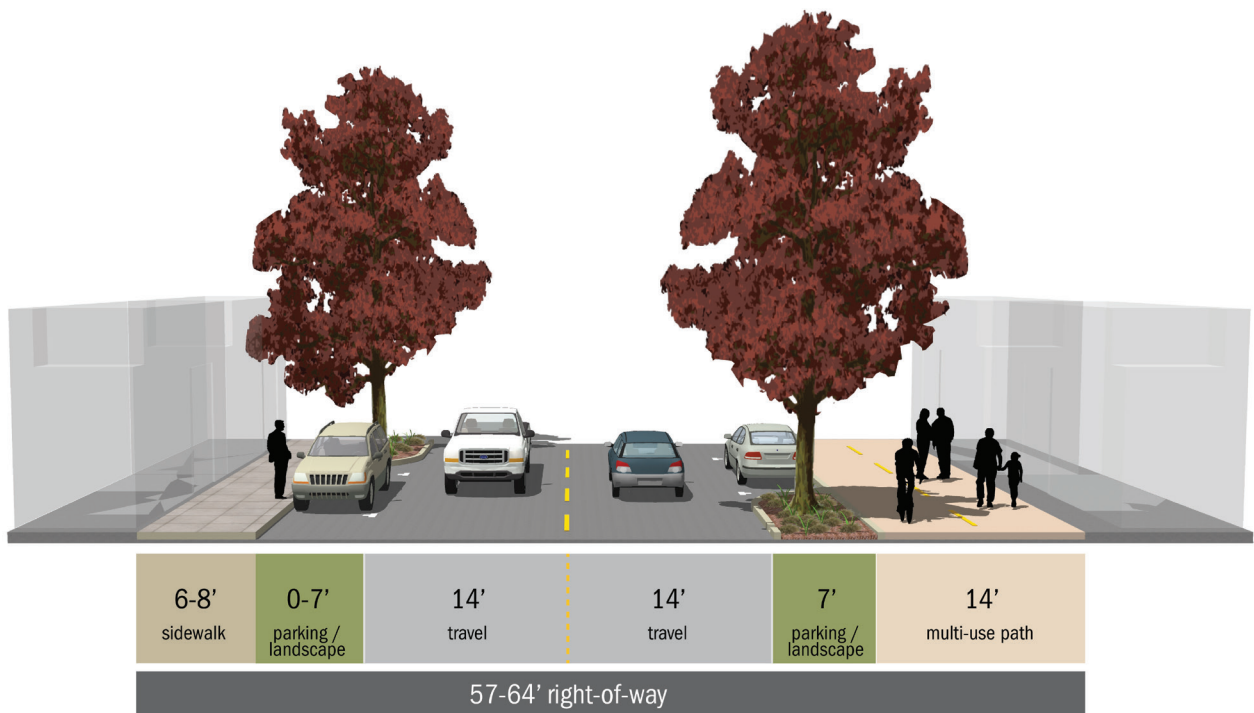


FIGURE 12: CONCEPTUAL DESIGNS FOR MAIN ST EXISTING AND PROPOSED ALIGNMENT

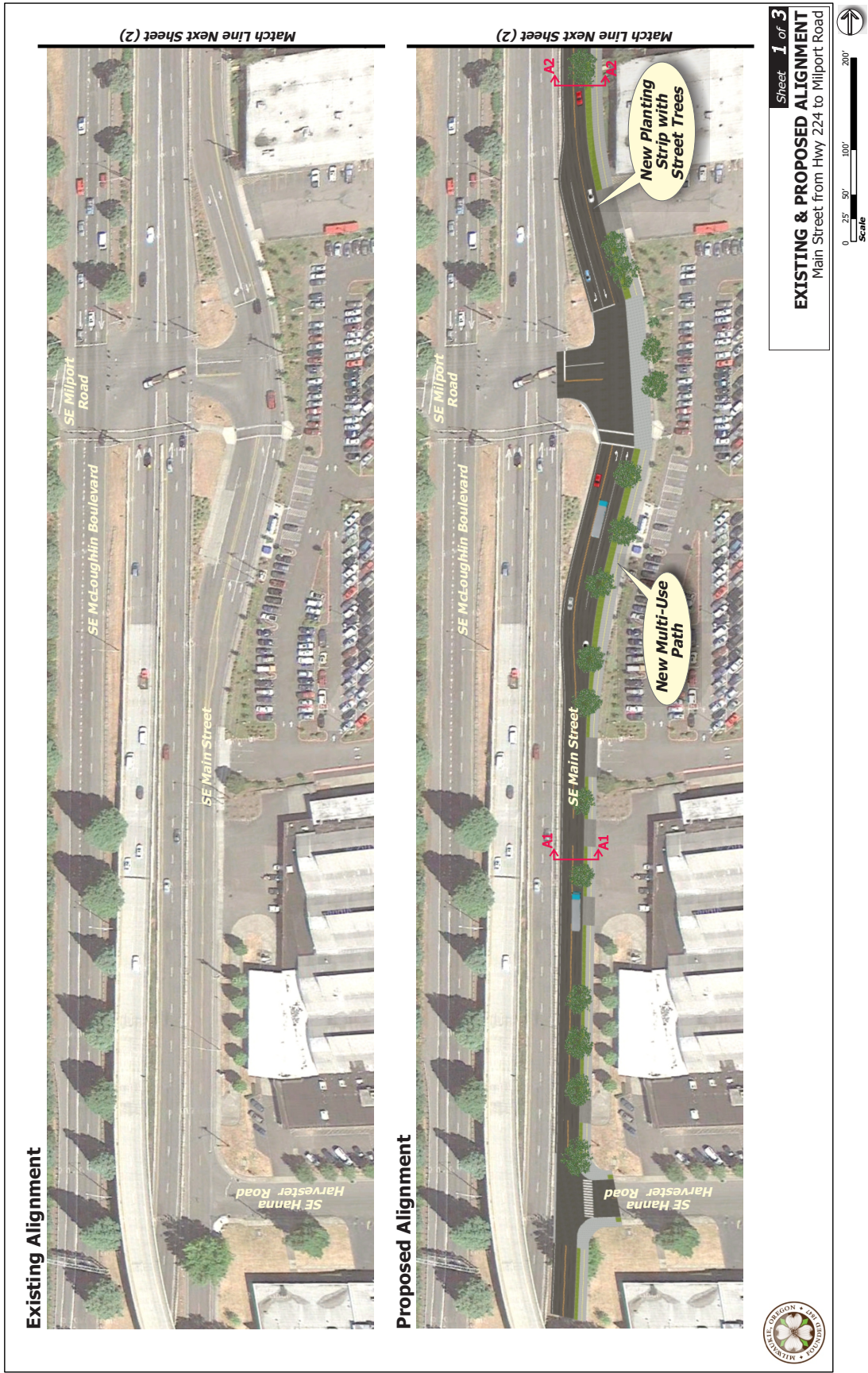


FIGURE 13: CONCEPTUAL DESIGNS FOR MAIN ST EXISTING AND PROPOSED ALIGNMENT

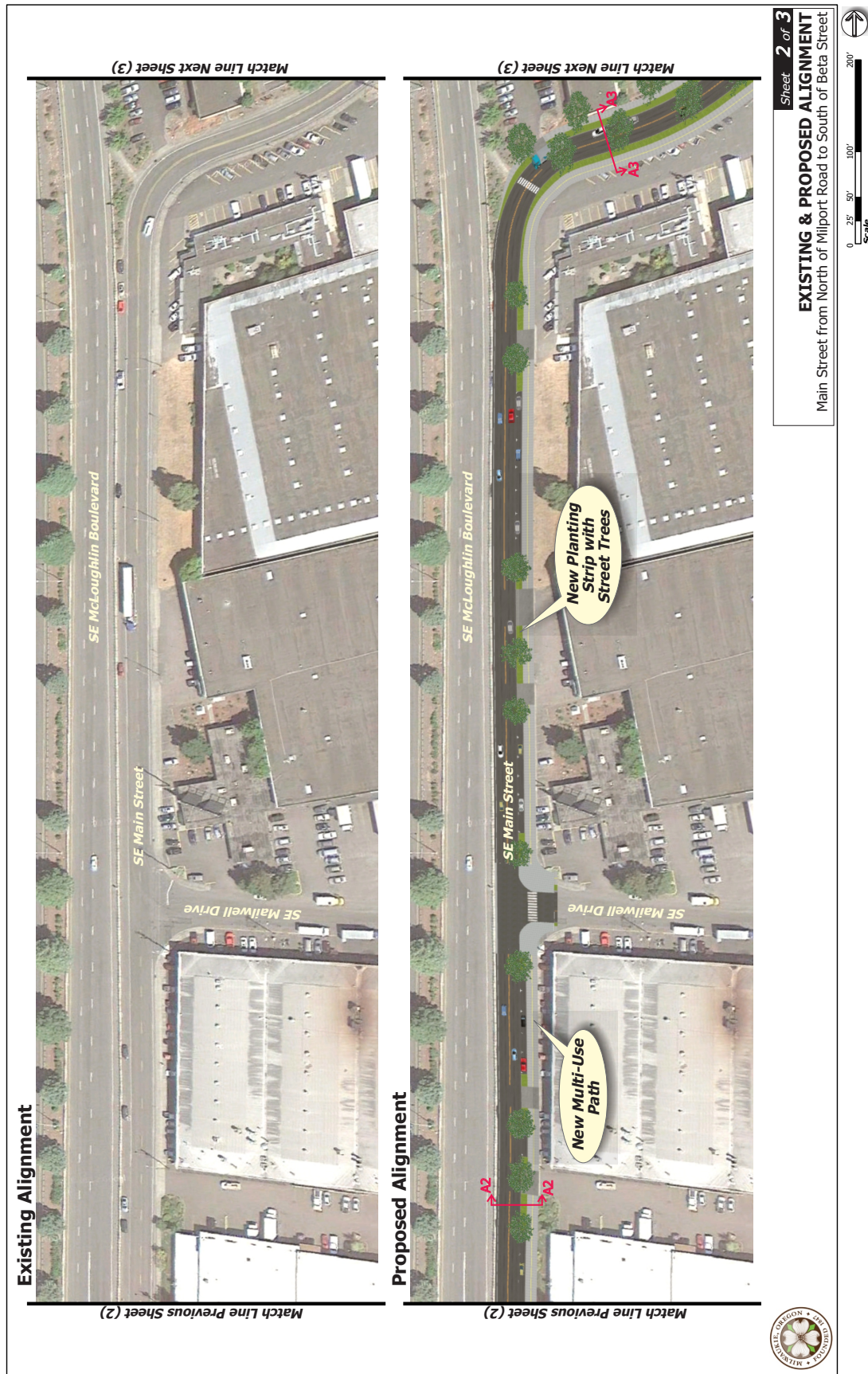


FIGURE 14: CONCEPTUAL DESIGNS FOR MAIN ST EXISTING AND PROPOSED ALIGNMENT

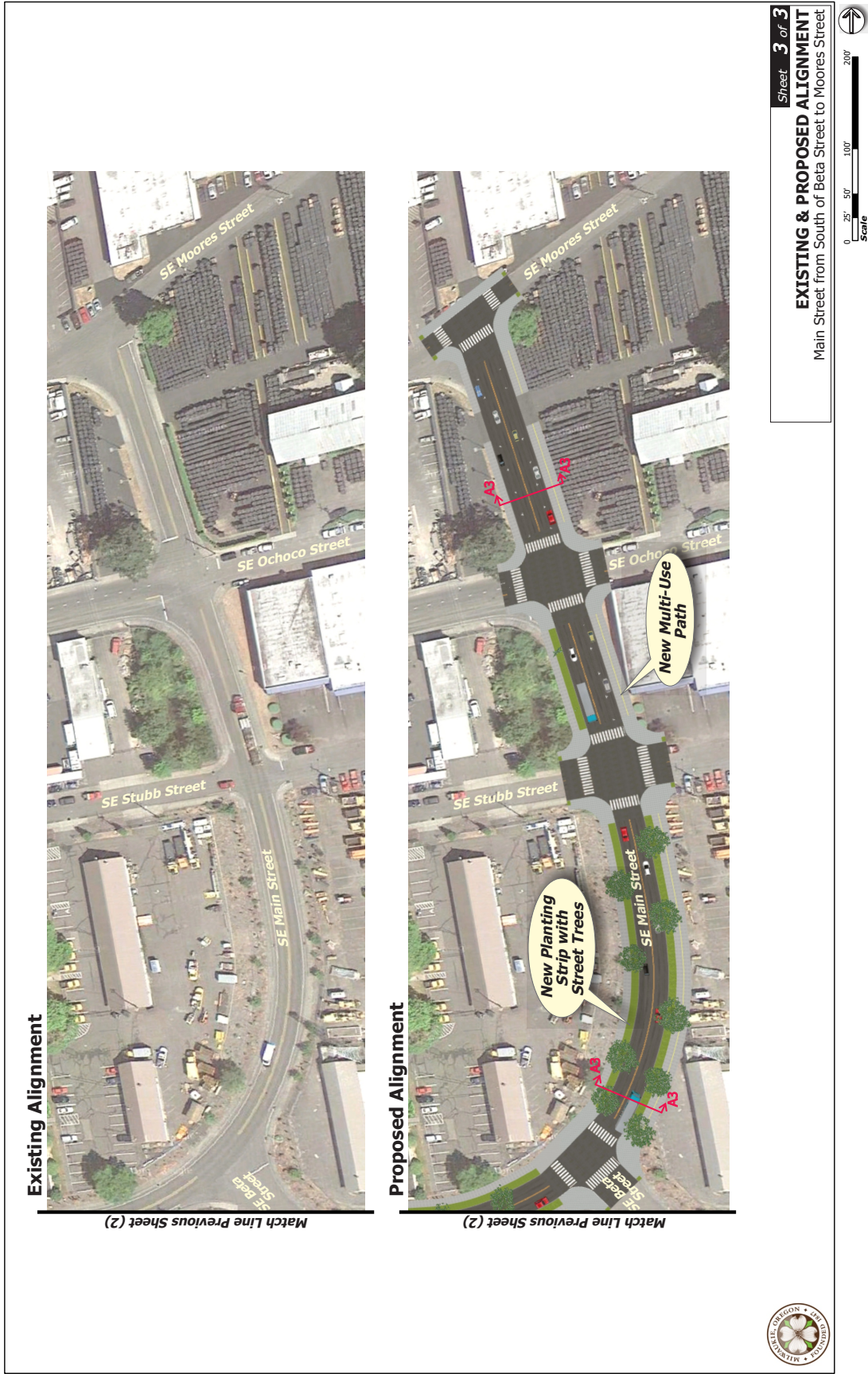
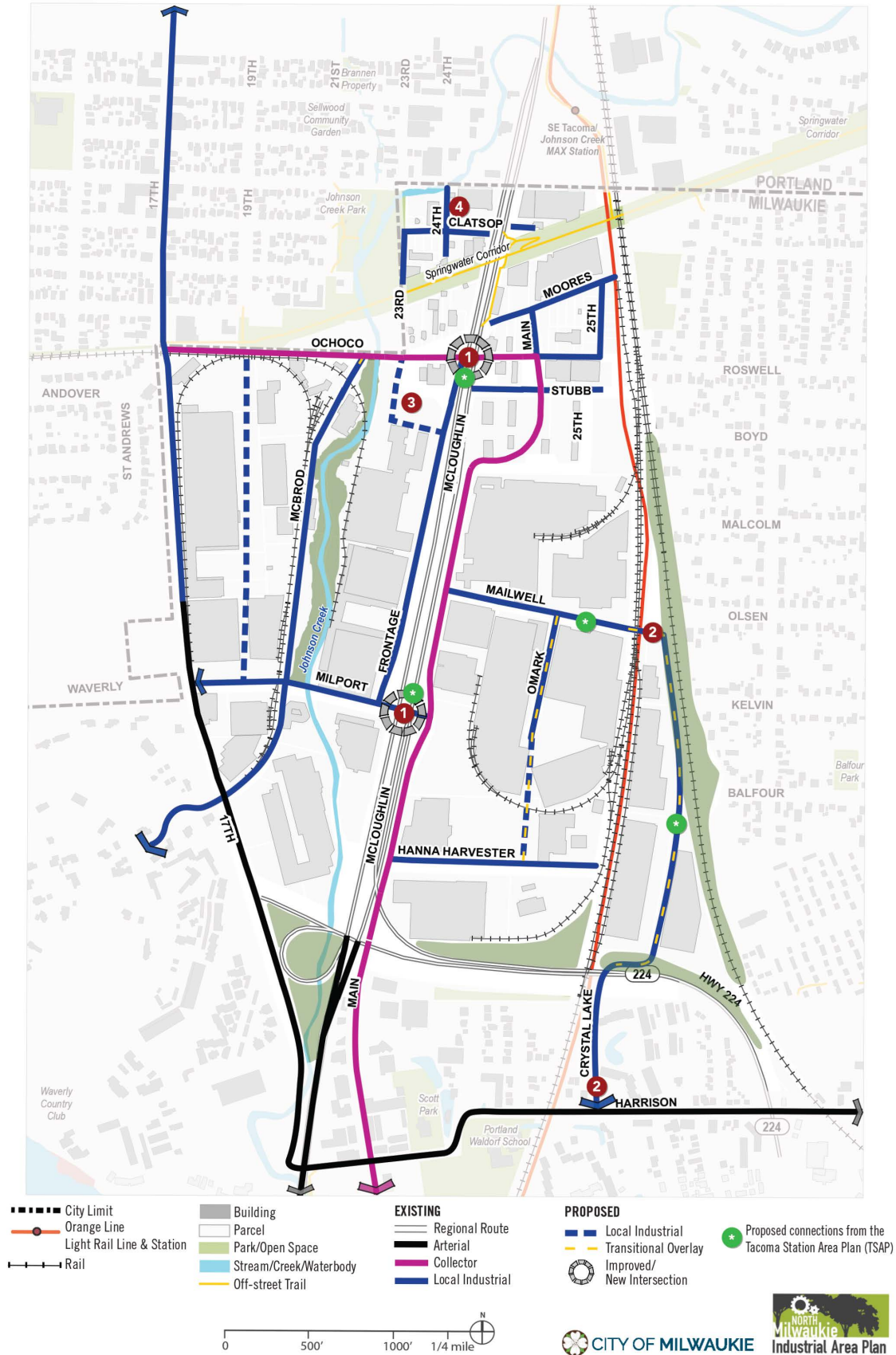


FIGURE 15: FUTURE STREET NETWORK



FUTURE VEHICULAR STREET NETWORK AND IMPROVEMENTS

- 1 Improve circulation and/or make geometric and wayfinding/signage improvements at the Ochoco St and Milport Rd intersections at McLoughlin Blvd that improves freight access and other modes.
- 2 Extend Mailwell Dr east across the MAX line connecting to Harrison St via the Hwy 224 underpass. Acquire right-of-way along private parking and loading dock area and also design road to restrict large trucks from entering the adjacent neighborhoods.
- 3 Reconfigure the street network at Moores/Ochoco/23rd Ave to open up the area for a potential development site at the intersection and remove the turning movements that are dangerous for pedestrians.
- 4 Provide a road connection for an alternative egress from the area to accommodate future redevelopment.

District-wide: Develop a parking management plan, including shared on-street facilities.

District-wide: As redevelopment occurs, create a local street network to support a more walkable development pattern.

District-wide: Maintain efficient freight access.



Mailwell Dr is the only street in the NMIA that crosses the LRT line. Though it could offer opportunities for enhanced connectivity, it ends at a private road immediately east of the tracks. The private road (also known as Mailwell Dr) runs south through industrial loading sites in the southeast corner of the project area and subsequently ends under the Hwy 224 overpass, where it connects with Crystal Lake Dr. The private section of street should be dedicated as a public right-of-way by extending Mailwell Dr to connect to Harrison St via Crystal Lake Dr. The cross section for this street should be designed to restrict large trucks from entering adjacent neighborhoods.

- **Stubb St:** The cross section and recommendation (Figure 17 shown on next page) for Stubb St is incorporated into this Plan. When redevelopment opportunities arise for adjacent properties, continuous access for head-in parking should be replaced with a 12' travel lane, a 5' sidewalk and 4' planting.

Local Industrial Streets

- **Mailwell Dr:** Cross sections for Mailwell Dr (between Main St and the railroad track) include bicycle and pedestrian facilities to establish direct connections for pedestrians and bicyclists between the project area and the Ardenwald neighborhood. The Plan incorporates Figure 16 (as shown on next page) which reconciles truck and pedestrian uses. The 12-14' multi-use path should designate bike and pedestrian-only zones to minimize potential conflicts.



Top: Renton, WA has integrated heavy rail into its Downtown to carry 737 fuselages.
Bottom: Rail and other uses can function together if properly designed.

FIGURE 16: CONCEPTUAL CROSS-SECTION FOR MAILWELL DR WITH CONTINUOUS ACCESS (LOOKING EAST)

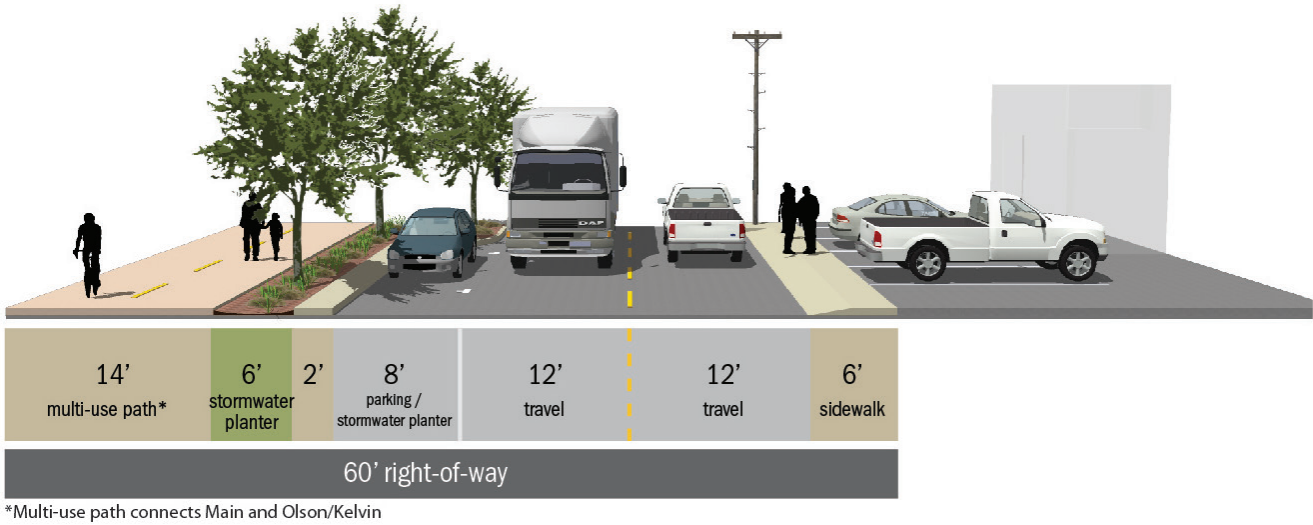


FIGURE 17: CONCEPTUAL CROSS-SECTION FOR STUBB ST WITH CONTINUOUS ACCESS (LOOKING EAST)

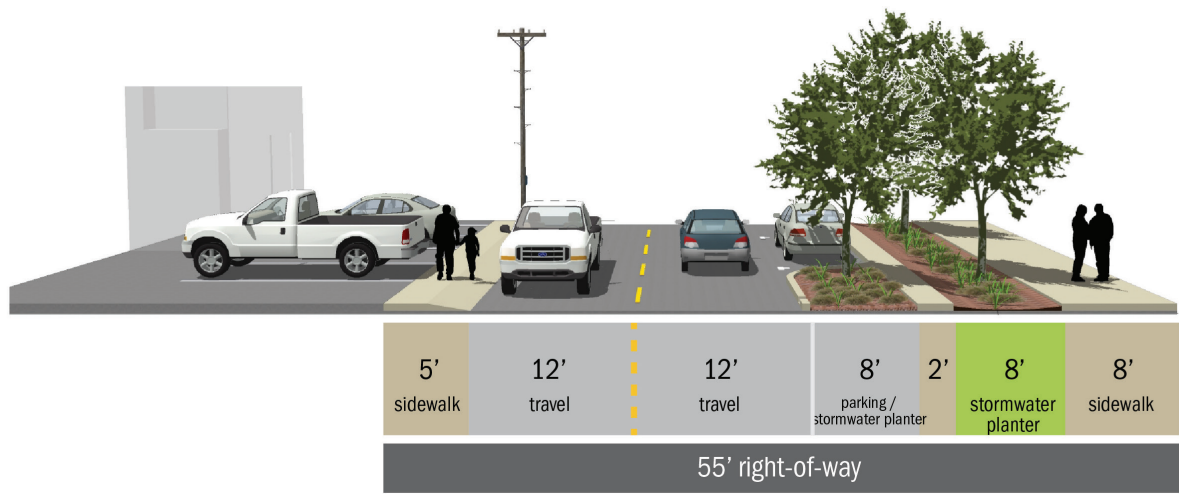


FIGURE 18: INTERIM IMPROVEMENTS ON MCBROD AVE (TRANSITIONAL STREET)

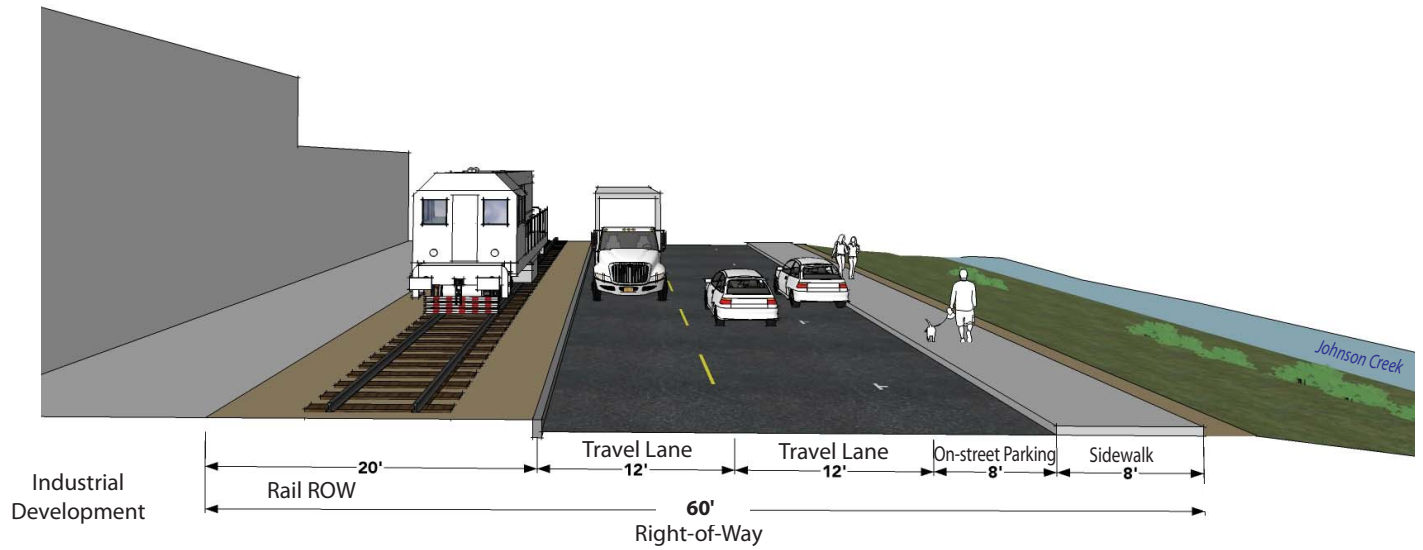
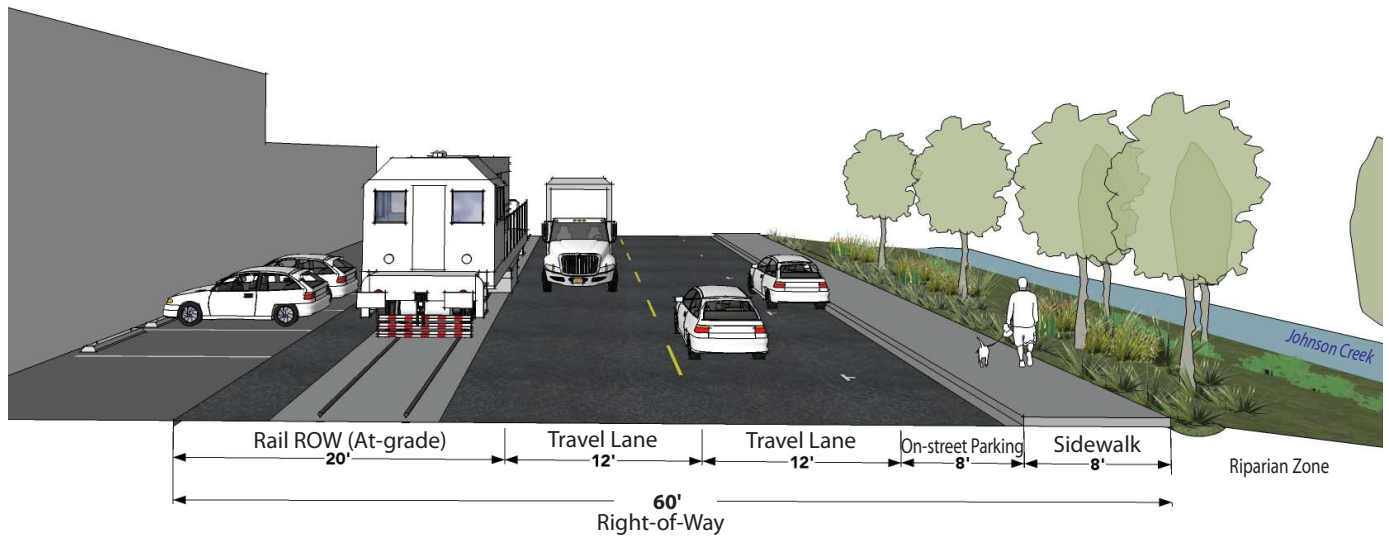


FIGURE 19: FULL BUILD-OUT OF MCBROD AVE



- **Other streets:** Other local streets within the project area vary in right-of-way width from 40'–60.' For streets that are not anticipated to carry additional pedestrian load, the cross sections of 40' and 60' (Figures 20 and 21) are adequate. All sidewalks should be 8 ft wide and stormwater planters should also be at least 5 ft wide to function as designed (preferably wider). These streets should meet the desired intersection spacing standards and maximum block length recommendations described in **Chapter 5: Land Use**.

Transitional Street-Phasing

Creating a transitional street is one way to complete initial modifications that enhances mobility, particularly for pedestrians and bicyclists, but the cost of completely rebuilding the street is high.

Example

McBrod Ave, which is essentially the recommended transitional street, has approximately 60' right-of-way with an active rail spur. At present, cars and trucks park on-street in the right-of-way. **Figure 18** illustrates what a transitional street might include. The City of Milwaukie is already planning on improving the roadway, which will address stormwater treatment for the rail line and add sidewalks

to the east side of McBrod Ave. A future modification (**Figure 19**) should create an at-grade rail line to provide better access to the adjacent buildings, and incorporate stormwater, open space and riparian area improvements to Johnson Creek.

FUTURE BIKE AND PEDESTRIAN CIRCULATION

Figure 22 shows the non-motorized street network, which would provide better access to MAX, the Springwater Corridor, and areas within and outside the project area.

- **Better east-west connections to the Tacoma LRT station:** Future redevelopment of the NMIA should improve bike and pedestrian circulation to take better advantage of the Tacoma LRT station by addressing the barriers to reaching the station and the challenging pedestrian environment along McLoughlin Blvd and Ochoco St. This includes adding bike lanes and signage along Ochoco St and an improved intersection at Ochoco St and McLoughlin Blvd for all modes of travel.

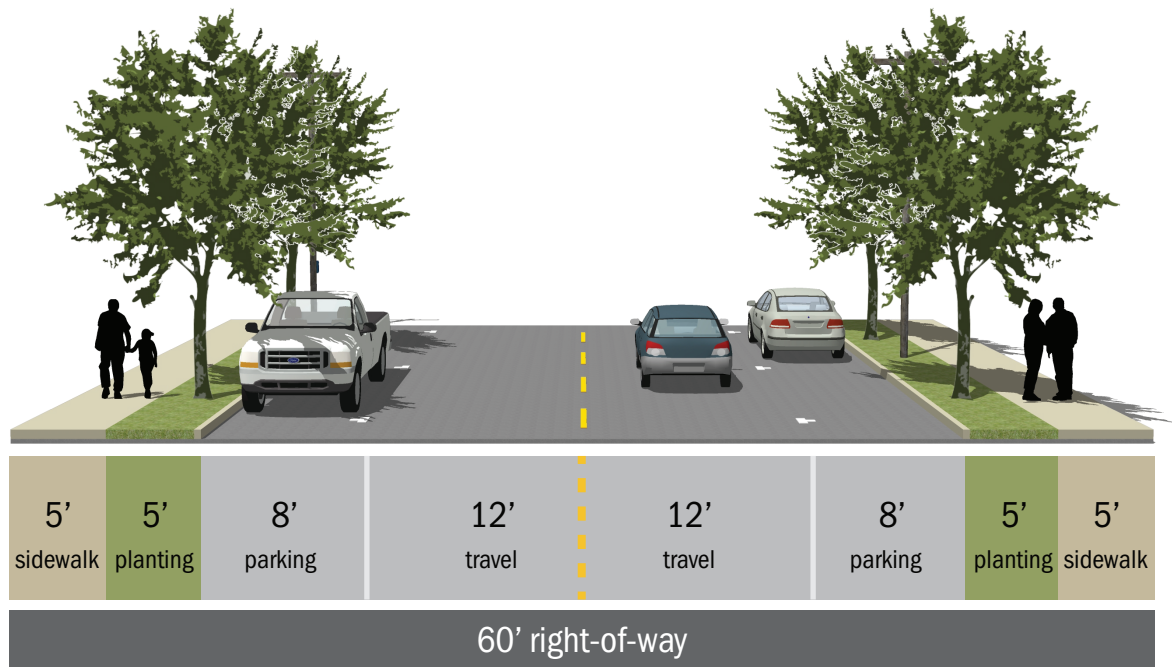
- **Improved access to the Springwater Corridor:** The Plan recommends the creation of a separated multi-use path. This path will eliminate gaps in the pedestrian network to establish a seamless connection between the Springwater Corridor (as well as the Tacoma LRT station) and other parts of the NMIA, to separate bicycles and pedestrians from freight traffic along the roadway.
- **Creating connections adjacent to the project area as well as within the district:** Better connections for bikes and pedestrians from the Ardenwald neighborhood (east of project area) at Mailwell Dr and Ochoco St/Roswell St.

On the west side of the NMIA, a multi-use path is proposed along McBrod Ave adjacent to Johnson Creek. This new path will make it possible for people traveling along the Springwater Corridor to access the lower reach of Johnson Creek, as well as tie into the 17th Ave multi-use path that connects to Downtown Milwaukie.

FIGURE 20: PROPOSED CONCEPTUAL CROSS-SECTION FOR LOCAL STREETS WITH A 40' RIGHT-OF-WAY



FIGURE 21: PROPOSED CONCEPTUAL CROSS-SECTION FOR LOCAL STREETS WITH A 60' RIGHT-OF-WAY



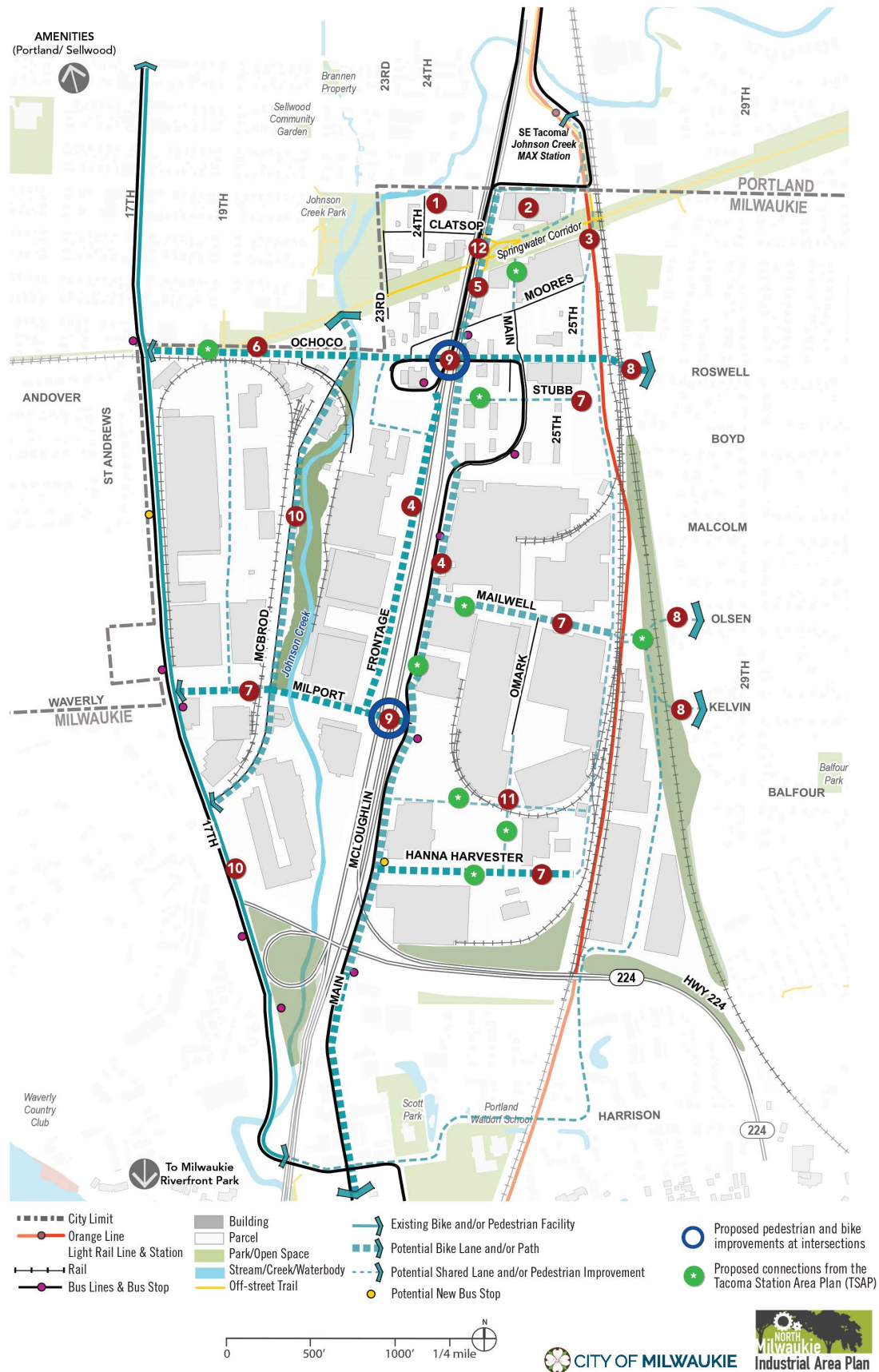
TRANSIT ACCESS CONSIDERATIONS

TriMet bus routes 70 (along 17th Ave) and 30, 34, and 99 (along Main St) serve the project area. The project area is also served by the Tacoma/Johnson Creek MAX Station, located north of the project boundary.

New smaller-scale, flexible industrial and incubator spaces (without accompanying residential) on both west and east sides of the project area will bring more workers to NMIA. While some NMIA employees will use personal vehicles, a portion of them will rely on transit to get to and from work. Improving connections to adjacent neighborhoods can provide nearby residents access to work,

transit, and recreation. Additionally, the Plan recommends creating a transportation management association (TMA) to coordinate transportation and parking issues within the NMIA. This includes researching other successful TMAs and considering the addition of time limits or metered parking. The goal of the TMA is to reduce single occupancy vehicle use, support businesses in the NMIA, and coordinate and manage transportation and parking needs. Implementation of an NMIA parking management plan will further support this effort.

FIGURE 22: NON-MOTORIZED STREET NETWORK



NON-MOTORIZED STREET NETWORK AND IMPROVEMENTS

- 1 Provide a pedestrian connection over Johnson Creek within the area.
- 2 Extend the pedestrian path from the Springwater Trail near Clatsop St to circle the Pendleton site and connect to the LRT station.
- 3 Create a future separated pathway upon redevelopment on the west side of the LRT track from Ochoco St north crossing the Springwater Trail and connecting to the LRT station or use the existing proposed connection on Main St.
- 4 Enhance pedestrian and bicycle facilities on Main St and Frontage Rd with multi-use paths.
- 5 Add buffer and signage to protect pedestrians and bicycles along McLoughlin Blvd north of Main St to the LRT station as a current/interim connection.
- 6 Provide bike lanes along the length of Ochoco St.
- 7 Improve Stubb St, Milport Rd, Hanna Harvester Dr and Mailwell St for pedestrian and bicycle access and develop a future connection from each of these to a north/south access from Ochoco St to Hanna Harvester Dr along the west side of the LRT track, upon redevelopment.
- 8 Develop at-grade bicycle/pedestrian connection across the railroad tracks at Kelvin St or Olsen St and at Roswell St.
- 9 Create a safe crossing for bicyclists and pedestrians at the Ochoco St and Milport Rd intersections at McLoughlin Blvd.
- 10 Connect Johnson Creek Park to Riverfront Park via greenway trail along Johnson Creek or along McBrod Ave South of Milport Rd, trail follows McBrod Ave to 17th Ave.
- 11 Develop pedestrian linkages or path upon redevelopment.
- 12 As an interim measure to connect the light rail station to the NMIA south of the Springwater Corridor, add bicycle/pedestrian improvements of existing right-of-way along McLoughlin Blvd under the Springwater Corridor. Include a stairway from the Springwater Corridor to McLoughlin Blvd on the west side of the NMIA.

District-wide: Provide pedestrian and bicycle connections along new local streets and fill gaps in the sidewalk system on one or both sides of these streets.

chapter 5: land use

Creating an innovative and diverse business mix in the NMIA requires both a commitment to creating and implementing an economic development strategy and implementing a land use regulatory system that is flexible.

The Land Use balances new and existing uses, but also promotes higher density employment with greater flexibility for permitted uses. **Figure 8** illustrates the land use zoning for the NMIA. The figure depicts two zones. The Mixed Use Tacoma Station Area (MUTSA) zone allows a broad mix of residential, commercial, and employment uses. The North Milwaukie Employment (NME) zone allows a mix of manufacturing, distribution, and production office uses.

LAND USES

Table 3 summarizes the primary land uses envisioned for NMIA and indicates whether these uses are permitted as a primary use or as an accessory or conditional use. Primary land uses include similar uses in the North Milwaukie Employment (NME) zone include manufacturing and distribution as well as additional uses that are more flexible in creating employment uses.

The primary land uses in **Table 3** have been translated into zoning and site design standards as part of project implementation.

The plan combines three former Tacoma Station Area subareas (Areas 1, 2, and 3), into a single zone (MUTSA) and combines the former Tacoma Station Area subarea 4 with areas formerly zoned M-Manufacturing to create the NME zone (**Figure 28**). This reduces the number of zones within the NMIA to two districts.

In this chapter:

- Land Uses
- Zoning
- Desired Built Form
- Site Design Elements



Hood River Industrial Area mixes traditional warehousing and manufacturing with office mixed-use.

ZONING

The MUTSA district will take advantage of the area's strategic location near the Tacoma MAX Station, the Sellwood neighborhood, Johnson Creek and the Springwater Corridor. The general purpose of the district is to still allow some commercial and residential uses as well as intensive employment uses.

Design considerations within the district include the following:

- 19.303.3 Development Standards regarding commercial mixed-use zones;
- Building heights: minimum of 25 ft and maximum of 90 ft, allowing for multistory mixed use buildings;
- Street frontage: development should be oriented to the local street network where there are strong pedestrian connections
- Maximum block length: 300–530 ft

DESIRED BUILT FORM

The NME zone would permit existing industry, but also increase the type and extent of employment uses. Future design considerations should include the following:

- Emphasis on increasing employment density with varied uses and building types, potentially using incentives;
- Priority for flex space, light manufacturing (including maker space), research & development (R&D);
- Building heights: minimum of 25 ft and maximum of 90 ft. Mixed use and vertical industrial permitted;
- Street frontage;
- Maximum block length: 600 to 1,200 ft; and
- Parking standards recommended in the Transportation Demand Management and Parking Strategy.

Future streets and buildings should blend the physical design of buildings in relationship to the street front, and consider a range of factors such as density, public spaces and natural features, and green building design and development. Specific applications can include:

FIGURE 23: INCORPORATING EXISTING ELEMENTS SUCH AS LOADING DOCKS AND COVERED BAYS



SITE DESIGN ELEMENTS

- **Building setbacks:** Landscaped building setbacks can create a layer of semi-public space inviting to pedestrians and create a sense of enclosure along the sidewalk. Forecourts and other public spaces along the sidewalk should be allowed and potentially encouraged along key streets, including adjacent to Main St associated with proposed civic/gathering spaces there, and where sidewalks are narrower than ideally desired. On-site surface parking will be oriented to secondary streets rather than to key streets, wherever possible.
- **Building Orientation and Entrances:** New buildings will be oriented to and provide entrances that are directly connected to public sidewalks. Building entrances should provide lighting that is architecturally consistent with the overall building design. For corner parcels (particularly at important corners along key streets), buildings should ideally orient to the corner and/or provide architectural elements that address the corner. This may include projecting bays or articulated elements (as seen in Figure 23), chamfered corners, or changes in color/material.



- **Landscaping:** Where on-site surface parking is located adjacent to a sidewalk, dense landscaping should be provided in order to create a visual buffer.
- **Weather Protection:** At a minimum, building entrances should provide ample weather protection in the form of horizontal awnings; more continuous awnings that extend beyond the building entrance may also be provided (both

variations are shown in Figure 23). Retrofitting existing industrial buildings to accommodate retail, office, or other commercial or employment uses may also create opportunities to incorporate other industrial building elements such as loading docks and covered bays, as shown in Figure 23.

- **Fenestration:** When retrofitting existing industrial buildings, increasing ground floor transparency is crucial in terms of improving the pedestrian experience along the sidewalk. In many instances this may require increasing the size and number of ground floor windows. Figure 24 illustrates the importance of avoiding blank walls along the sidewalk. A minimum transparency requirement along ground floors can ensure that windows are provided; the minimum will be higher in more pedestrian-oriented portions of the Station Area.

FIGURE 24: EXAMPLES OF RETROFITTED INDUSTRIAL BUILDINGS



FIGURE 24: EXAMPLES OF RETROFITTED INDUSTRIAL BUILDINGS (CONTINUED)



- **Building Materials and Articulation:** A variety of materials and color and/or changes in building articulation should be provided to visually break up large building planes and to create visual interest. **Figure 25** illustrates how articulated ground floor bays can create visual interest along the sidewalk by avoiding large, uninterrupted building planes.
- **Design of industrial uses.** Design standards for new or redeveloped industrial uses will be less strict than for commercial or retail uses and would focus primarily on landscaping, street design, parking area and building entrances, as illustrated in **Figure 27**. Some window coverage requirements also will be implemented.
- **Illumination of Potential Gateway Features.** At least two areas can serve as future gateways to the MUTSA – the existing stone building on the ODOT site and the intersection of Ochoco St and McLoughlin Blvd. Illuminating these areas at night would help attract people into the area and highlight these features and points of access.

FIGURE 25: RETROFITTED INDUSTRIAL BUILDING WITH HORIZONTAL AWNINGS



- **Building Signage:** Pedestrian-oriented building signage in the form of blade signs, awning signs, building signs, or projecting signs will be provided where uses are transitioning to retail or commercial uses (see **Figure 26**).

FIGURE 26: RETROFITTED INDUSTRIAL BUILDINGS WITH PEDESTRIAN-ORIENTED SIGNS



- » Main building entrances should be located on the street (as opposed to a parking lot);
 - » New buildings should meet minimum transparency requirements for the building's primary frontage. This can include glass doors and windows, transparent garage doors and other elements that reduce the monolithic features of large buildings (including warehouses);
 - » Require varied façade treatments to reduce the monolithic qualities of a building. Typical requirements found in mixed-use and employment areas require changes in building façade every forty feet;
 - » Building materials. While this is an employment district, tilt up concrete construction should only be permitted if it can meet materials and transparency requirements described above. Raw concrete exteriors should be painted.
- Public Spaces and Natural Features: NMIA is well suited to build on unique and district-defining features to create an identity and brand. Existing water towers, historic machinery and rail materials, and Johnson Creek can all be used to better define the unique character of the area. These features should be enhanced, showcased and integrated into the design of new site amenities and public spaces, creating a common identity for NMIA.
 - Reuse and Repurposing: Many of the buildings in the NMIA are very old (more than 50 years), but are well maintained and fully utilized. Older buildings can be creatively and adaptively reused as new office space, flex-space and small scale manufacturing. Sites such as the former ODOT building should be preserved and enhanced to protect the character of the NMIA (Figures 29, 30, and 31). The Pendleton Woolen Mills adjacent to the Tacoma LRT station is a prime development opportunity.
 - Green Design and Development: Green infrastructure includes alternative energy sources, a healthy urban forest, on-site stormwater management such as green roofs, regional stormwater retention in planted areas, pervious paving, rain barrels and on-site detention tanks, and reuse of stormwater and greywater for irrigation, toilets and heat recovery. Energy consumption can be reduced by adaptively reusing existing buildings and requiring that all new construction and major remodels meet the goals of the greater NMIA as an ecodistrict.
 - Restoration and Integration of Johnson Creek: **Chapter 7** provides several actions to improve Johnson Creek, an important local and regional asset that provides a contrasting natural green space to the surrounding industrial lands within NMIA. New development along Johnson Creek should be oriented to the water, including building entrances and pedestrian areas. Other improvements could include stormwater infrastructure, native plant and tree restoration, public trail or interpretive sites and impervious surface reduction projects.

FIGURE 27: IMPROVEMENTS IN AN EXISTING INDUSTRIAL AREA



TABLE 3: PRIMARY LAND USES AND ZONING

Primary Land Use Category (with examples)	Zoning	
	MUTSA	NME
MANUFACTURING		
Manufacturing and Production	•	•
Creative space; studios	•	•
Repair and Service; Construction-related businesses	•	•
Waste Management		• ⁴
DISTRIBUTION		
Wholesale Trade	•	•
Warehousing and Storage	• ¹	•
OFFICE		
Service Office <i>High level of face to face interaction with customers</i>	•	•
Production Office; Research and Development <i>Limited face to face interaction with customers</i>	•	•
COMMERCIAL/RETAIL		
Retail Sales; Personal Service; Repair Businesses	• ³	• ³
Eating and Drinking Establishments	•	• ³
Health Club/Gym	• ^{3,4}	• ^{3,4}
COMMUNITY SERVICE USE		
Government offices	• ⁴	•
Transit Facilities	• ⁴	• ⁴
Schools (public or private)	• ⁴	• ⁴
Recreation facilities (public or private)	• ⁴	• ⁴
Parks and open space	•	•
Utilities (pumping stations, water wells); communication facilities	• ⁴	•
RESIDENTIAL		
Multifamily/Mixed Use	•	
¹ Warehouse must be accessory to an industrial use or other permitted use		
² See definitions for Service Office and Production Office		
³ Limited Uses: Limitations on size, location, and/or review process; primarily intended to serve district employees		
⁴ Conditional Use or Community Service Review (Type III)		

FIGURE 28: PROPOSED ZONING

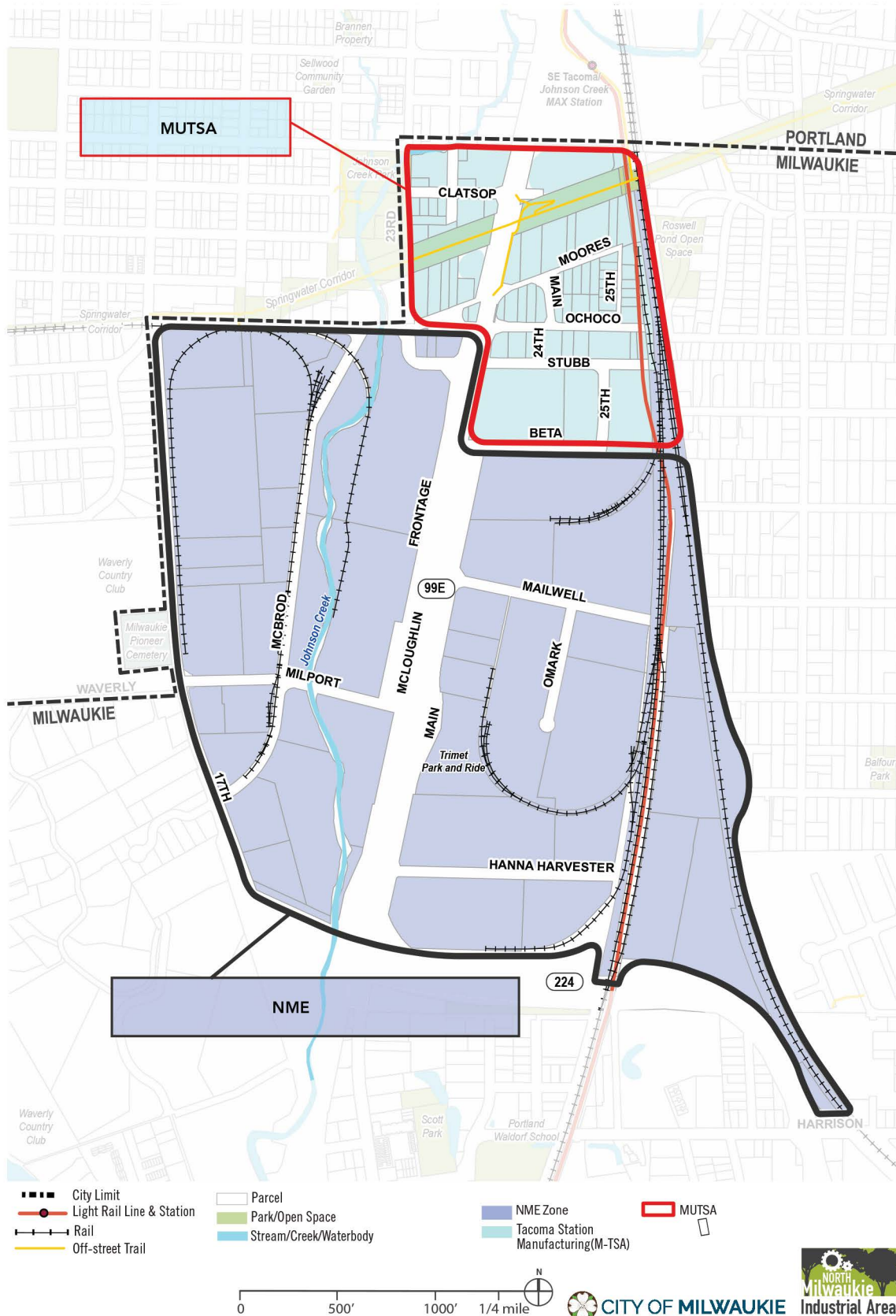


FIGURE 29: ODOT SITE EXISTING AND CONCEPTUAL

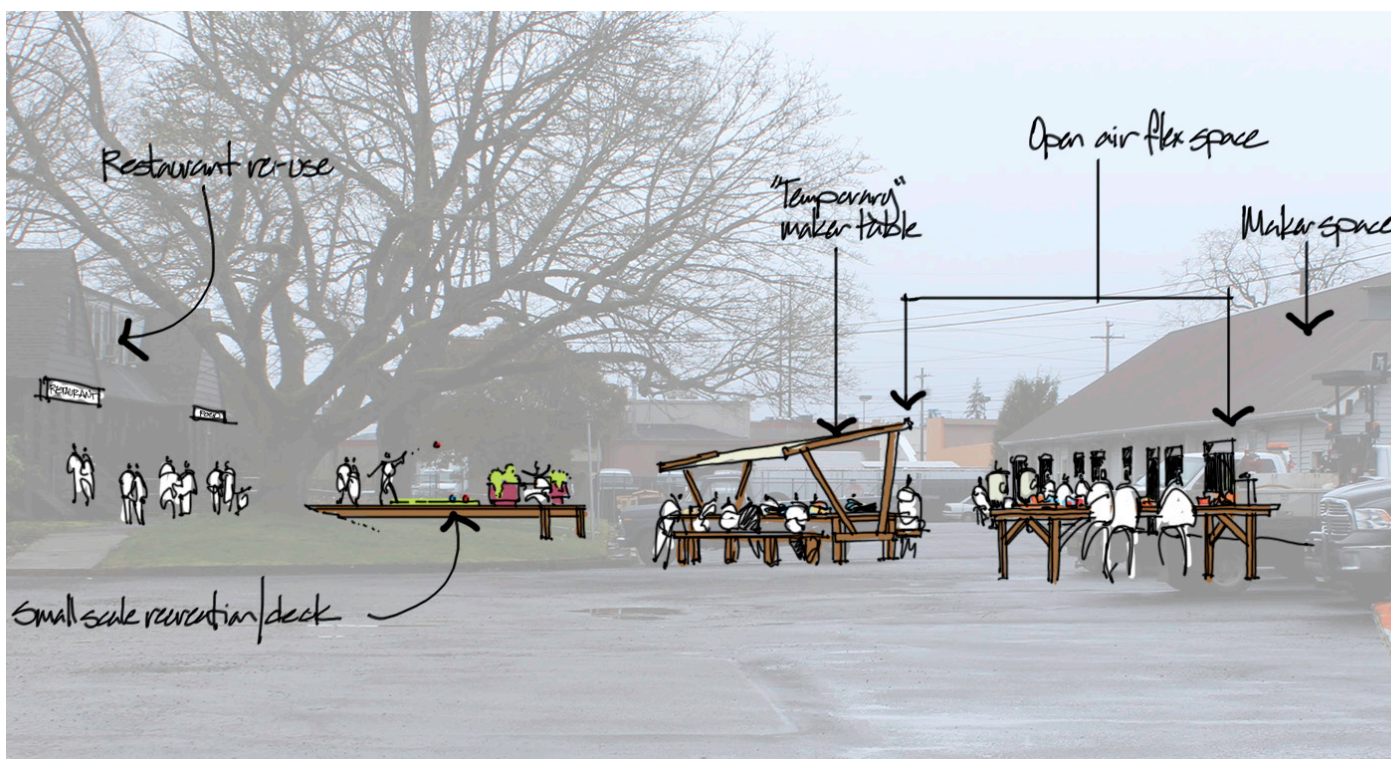


FIGURE 30: MCBROD AVE NORTH EXISTING AND CONCEPTUAL

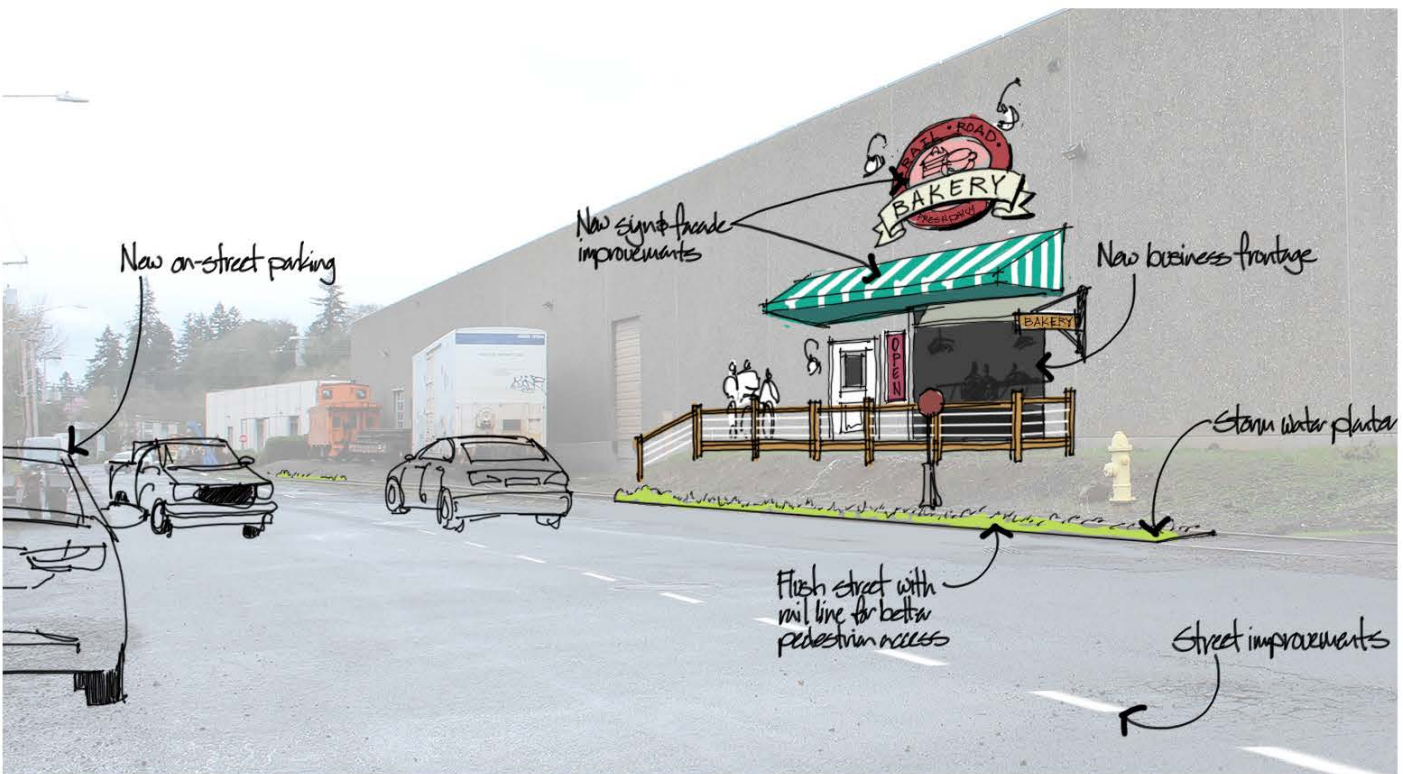
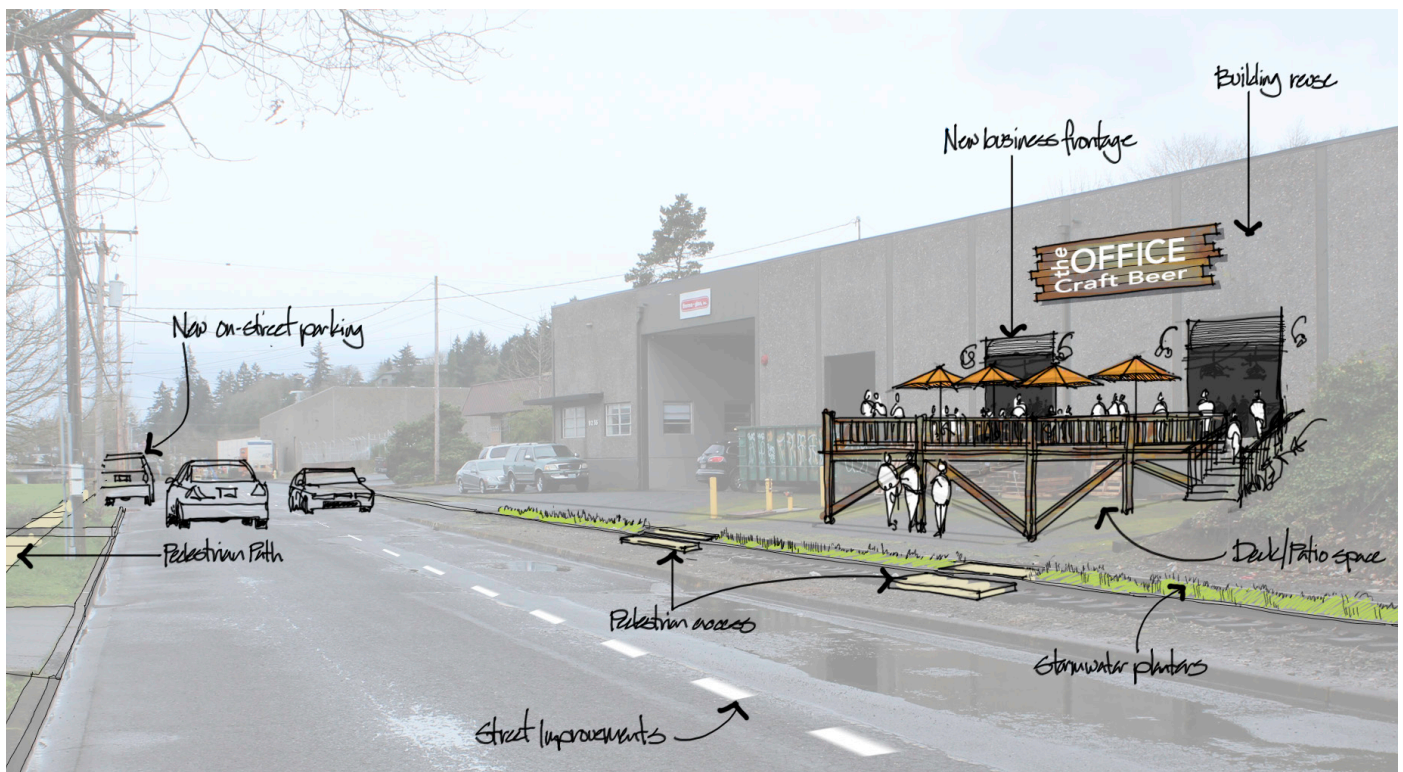


FIGURE 31: MCBROD AVE SOUTH EXISTING AND CONCEPTUAL



chapter 6: infrastructure

As the NMIA redevelops, there will be opportunities to upgrade and improve existing infrastructure systems and restore natural areas.

Specific strategies for stormwater management and district-level services will help support existing businesses as well as redefine the area as an ecodistrict (see **Chapter 3: Ecodistrict**) and attractive environment for future development. Infrastructure improvements focus on implementable strategies that can be reasonably developed without significant changes to existing buildings, while still providing infrastructure to support future uses and construction that implements the sustainability goals of the Plan.

Retrofitting areas with more sustainable and resource reducing systems, such as greywater systems, can be challenging when an area is already highly developed. Incremental infrastructure improvements are more likely to occur. For the NMIA, a combination of building focused systems that can be developed at the individual site

level in combination with systems that are easier to create incrementally through public investment and development fees, such as regional or district level stormwater and green streets, are often more feasible and have greater branding and economic development potential.

Generally, existing infrastructure is located within existing rights-of-way. As new development occurs in the NMIA on existing vacant parcels or through redevelopment of existing buildings, water and sewer infrastructure would be extended from the existing system to serve new development. New public roads should include infrastructure to serve future development.

In this chapter:

- Sewer and Water
- Stormwater and Johnson Creek
- District Energy
- Fiber and High Speed Internet



Johnson Creek near Ochoco St

SEWER AND WATER

The 2010 Water System Master Plan states that there is generally capacity in the existing system for build out based on the current zoning. Upgrades to existing sewer and water lines are not assumed to be necessary under the proposed land use mix for this plan.

However, water saving features should be required in all new development to reduce water and sewer demand. Greywater systems should be encouraged (through incentives, such as reduced fees or rates) for new buildings.

The 2011 Wastewater Master Plan states that the system has capacity based on the existing zoning, although there are some failing or damaged pipes that need to be replaced within the NMIA. This would not necessarily limit redevelopment within the area.

There is an existing sewer main along McBrod Ave that could provide an opportunity to treat wastewater and redistribute it back within the industrial area. A membrane

bioreactor (MBR) facility (sewer mine) would treat the water for non-potable uses such as irrigation or toilet flushing in new buildings or retrofitted existing buildings. Non-potable uses are distributed in a separate purple pipe system to differentiate from potable uses.

STORMWATER AND JOHNSON CREEK

According to the Department of Environmental Quality, Johnson Creek exceeds the total maximum daily loads for bacteria, temperature, mercury, PCBs, PAHs, DDE, DDT, and Dieldrin, which can originate from untreated stormwater entering Johnson Creek from adjacent areas. Reducing the amount of untreated stormwater can be a challenge if both on site and regional stormwater options are not considered.

Onsite stormwater systems can be challenging to develop, particularly on smaller sites where a high percentage of building coverage can limit stormwater retention and treatment options. An additional challenge is that any new development will trigger the current stormwater code that requires on site treatment. Regional stormwater treatment should be considered for the following reasons:

- Creating regional facilities represents a potential cost savings to individual development projects, insofar as the regional facility creates economies of scale.
- It is an opportunity (with one or more regional facilities) to treat multiple properties in a single facility. These can include detention ponds, bioswales or

similar facilities without needing redevelopment to occur to address the stormwater issue onsite.

- Regional stormwater is an opportunity to pursue grant funding through partnerships with other organizations interested in improving conditions along the Johnson Creek corridor, in conjunction with land use changes and infrastructure improvements including roads and natural areas.
- Developing a stormwater treatment project can improve the quality of Johnson Creek, benefiting existing businesses and helping to develop a brand for the area through the project outcome, catalyzing redevelopment along McBrod Ave.
- Existing Johnson Creek riparian and stream buffers could be locations for low impact facilities to treat stormwater runoff and where the City could allow properties to mitigate for on-site stormwater off site in a regional facility.

Regional stormwater facilities may require a variance from the City's "Design and Performance Criteria for Stormwater Detention and Water Quality Treatment Facilities Constructed on Private Property," which states:

"Except as permitted by the Engineering Director, as provided by the Public Works Standards, on-site mitigation facilities shall be located on private property and shall not be located on property that will become a public right-of-way, public stormwater easement, or future street plan."

The Johnson Creek Watershed Council has been working to promote stewardship and restoration of Johnson Creek. There are precedent examples where they have coordinated with businesses and property owners in the project area to restore and improve Johnson Creek and its associated riparian corridor. Working as a partner, the City can coordinate and partner with this group to identify additional restoration efforts that could both meet the needs of Johnson Creek and provide a positive impact to property owners and as a catalyst project for the NMIA.

Potential projects related to Johnson Creek include channel and buffer restoration and upstream stormwater quality improvements to reduce quantity of polluted runoff into the stream.

DISTRICT ENERGY

Creating a district energy system can be challenging to successfully implement, even incrementally, where there is already existing infrastructure and development. District energy systems are often created in new development or through a phased development plan where the district energy system is designed along with the buildings.

However, there are opportunities to incorporate renewable energy, specifically solar energy. The large roof areas of the industrial businesses may provide opportunity for solar panels. Portland General Electric provides power to the project area and individual properties and may provide buy back opportunities for excess energy produced in the district. Solar and other energy conservation measures can be implemented over time as buildings are redeveloped or building owners choose to install systems. The large number of existing buildings could support a significant amount of renewable energy.

FIBER AND HIGH SPEED INTERNET

Fiber and high speed internet (wired or wireless) are essential for future businesses, particularly those with a web presence or where large amounts of data are shared between offices. From a NMIA marketability standpoint, access to high speed internet is something that businesses expect. While some businesses might add their own service if there are other features of the NMIA that make it attractive and affordable, easy access to this infrastructure is a basic component of any modern employment area.

chapter 7: interventions, prioritized actions and funding

The Plan provides a framework for short- and long-term actions to implement the vision, goals, and objectives through specific actions that will be accomplished over the life of the Plan. Change happens slowly, and for dramatic long term change to happen, many factors will need to be addressed.

The Plan focuses on incremental actions and strategic policy initiatives such as zoning, forging key partnerships, and appropriate infrastructure investments scaled to the City's limited resources. The NMIA will not change overnight, nor is the intent to force unwanted change on existing property owners. The aim is to strengthen the best aspects of the area, take advantage of opportunities as they arise, and gradually move towards the aspirations set forth in the vision and goals.

Understanding that the market can change at any time, the City wants to

be ready and poised for change in a strategic way that responds to the public feedback received through this process, and in a way that adequately contributes to a healthy jobs/housing balance for the City as whole, providing increased employment density and living wages for a variety of skills and education. In turn, this will allow the City to move toward the aspirations set by the vision and goals as market and opportunities allow.

PRIORITIZED IMPLEMENTATION MATRIX

This chapter identifies the specific action items necessary to implement the Plan with approximate timing and potential funding resources. Advancing the broad range of goals, strategies and projects included in the Plan will require the thoughtful and collaborative implementation of numerous specific actions. In some cases, regulatory actions may be the best ways to facilitate implementation. In other instances, public, private or public-private investment may be required. The City can also facilitate change directly through use of public property (existing or acquired)

In this chapter:

- Prioritized Implementation Matrix
- Funding and Financing
- Tax Credits and Abatements
- Other Incentives

and/or to help broker property transactions based on implementation strategies. As always, good working collaboration between the City, other public agencies and key stakeholders will be crucial, and where gaps in partnerships exist, the formation of new partnerships will be needed.

Table 4 summarizes the prioritized plan recommendations.

This Implementation Plan will be used by the City throughout the life of the Plan and should be periodically reviewed and updated to reflect conditions as they change over time. Some funding sources, such as Local or Businesses Improvement Districts and Urban Renewal, will require additional analysis to determine if they are appropriate for the NMIA.

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
	Goal 1: Economic Development and Employment. Encourage a balance of employment-focused land uses, programs and resources that increase private capital investment and family-wage jobs.				
	Objective 1.1. Support existing businesses as the district evolves over time.	<i>See actions for this objective</i>			
•	Action 1.1.1. Create a NMIA Business Association that will advocate for the needs of existing and future businesses.	2-5 years	NA	Business and Property Owners, City Staff	Business or Economic Improvement District, General Fund
	Action 1.1.2. Maintain a current business contact list, including those in flex space locations to be used to inform businesses of relevant NMIA and citywide issues.	Ongoing	NA	Community Development Department	General Fund, BID/EID
•	Action 1.1.3. Hire or assign a City economic development coordinator for the NMIA to be the single point of contact for all businesses activity in the district.	1-3 years	NA	Community Development Department	General Fund, BID/EID
	Objective 1.2. Build upon the locational advantages of the NMIA and its role within the region to increase employment density.	<i>See actions for this objective</i>			
•	Action 1.2.1. Develop a branding strategy that highlights the industrial history of the area. Specific elements should include: » The historic ODOT building, the water tower on Hanna Harvester Dr, mechanical infrastructure on Frontage Rd, and Johnson Creek as branded elements; » Identifies the area as a unique district and identifiable from McLoughlin Blvd; » Focuses on taking advantage of the district's proximity to transit and TOD supportive zoning.	1-3 years	50-100K	Community Development Department	Urban Renewal, Local Improvement District, (LID), City CIP/Grants
	Action 1.2.2. Develop and implement a business recruitment strategy that targets businesses identified in the City's Economic Opportunities Analysis.	1-3 years	TBD. Dependent on strategy developed.	Community Development Department	General Fund

“•” denotes Ecodistrict-related element

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX (CONTINUED)

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
	Objective 1.3. Support catalytic development of identified opportunity sites by incentivizing cluster-style development for multiple businesses to locate and grow.	<i>See actions for this objective</i>			
	Action 1.3.1. Coordinate with Clackamas County and the State of Oregon to relocate OLCC, County correctional facilities, TriMet and ODOT facilities and acquire properties.	ODOT:1-2 years; Others: TBD	TBD. Dependent on property costs.	Community Development Department, Clackamas County Economic Development	Urban Renewal, General Fund or GO Bonds
	Action 1.3.2. Develop a revenue source, such as urban renewal to devote money to acquiring and controlling land within the NMIA for future development.	2-5 years	50K (for Urban Renewal Study)	Community Development Department	Urban Renewal, General Fund or GO Bonds
	Objective 1.4. Support creative re-use of existing buildings that permit flex-space uses.	<i>See actions for this objective</i>			
	Action 1.4.1. Create a funding and incentive program to assist existing building owners to complete low-cost upgrades to systems that increase usage for flex space.	2-5 years	50-100K	Community Development Department	Tenant Improvement Grants could be funded by Urban Renewal, CDBG Loans or grants, or tax exempt bonds. Microenterprise and Small Business Loans
	Objective 1.5. Attract development and users that will take advantage of existing transit and non-motorized travel options.	Ongoing	NA	Community Development Department	General fund
	Objective 1.6. Create an environment where a variety of small, medium and large businesses thrive and co-exist.	<i>See actions for this objective</i>			
	Action 1.6.1. Modify zoning to allow multi-story buildings	6-12 months	10K	Community Development Department	General fund
	Action 1.6.2. Permit small scale retail uses in conjunction with other employment or residential development. Retail development should not be the primary use in any portion of the NMIA.	6-12 months	NA	Community Development Department	General fund

"•" denotes Ecodistrict-related element

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX (CONTINUED)

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
	Objectives 1.7. Support emerging small businesses, including small-scale manufacturing and “maker” spaces.	<i>See actions for this objective</i>			
	Action 1.7.1. Fund and implement a “storefront improvement program” to fund small-scale improvements of existing buildings.	5-10 years	50K	Community Development Department	Urban Renewal, General Fund, BID/EID
	Action 1.7.2. Partner with the Portland Community College and Clackamas Community College to provide small business training assistance for emerging small businesses.	2-5 years	TBD	Community Development Department, Clackamas and Portland Community Colleges, Clackamas County	General Fund, BID
	Objective 1.8. Actively recruit target industries while also assisting existing businesses that want to expand employment.	Ongoing	NA	Community Development Department	General Fund, BID, EID
	Objective 1.9. Identify strategies to fund public improvements through a combination of public and private sources.	<i>See actions for this objective</i>			
	Action 1.9.1 Encourage the use of local and/or business improvement districts to fund projects.	5-10 years	NA	Community Development and Finance Departments	NA
	Objective 1.10 Develop a parking management plan for the district.	<i>See actions for this objective</i>			
•	Action 1.10.1. Create a Transportation Management Association (TMA) that coordinates with the City on managing parking, transit and non-automobile circulation for the workers it serves.	5-10 years	TBD	Community Development Department, City of Milwaukie	Transportation Management Area (TMA), General Fund
•	Action 1.10.2. Acquire or lease land for centralized parking locations.	2-5 years	TBD. Dependent on terms.	Community Development and Finance Departments, City of Milwaukie	Urban Renewal, LID, General fund or GO Bonds

“•” denotes Ecodistrict-related element

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX (CONTINUED)

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
•	Action 1.10.3. Offer flexible parking options for new construction to locate parking on-site or through a district parking program.	1-5 years	NA	Community Development Department, City of Milwaukee	Transportation Management Area (TMA), General Fund
•	Action 1.10.4. Through a TMA, create a local circulator system that connects shared parking locations with employers and Downtown Milwaukee.	5-7 years	TBD. Dependent on TMA funding.		TMA, BID, General Fund
•	Action 1.10.5. Through a TMA, create an incentive program that provides free or reduced cost bus passes for NMIA employees and/or commuter incentives for those walking, carpooling or riding bicycles to work.	5-7 years	10K		TMA, BID, General Fund
Goal 2: Infrastructure. Identify infrastructure improvements necessary to meet existing and future planned development needs.					
	Objective 2.1. Create a phased infrastructure improvement program that upgrades existing infrastructure to meet current and future demand, including facilities for electric vehicle charging, leverages private investment that embodies the vision for the area and provides a strong return on investment.	See actions for this objective			
•	Action 2.1.1. On an annual basis, the City planning and public works staff should review the prioritized project list within this Plan to identify projects to include within the City's Capital Improvement Program.	Ongoing	NA	Community Development, Finance and Public Works departments	General Fund
	Objective 2.2. Explore strategies for infrastructure that reduce demand on citywide systems, such as on-site or district-wide stormwater and wastewater treatment.	See actions for this objective			
•	Action 2.2.1. Partner with ODOT to develop a green street demonstration project for McLoughlin Blvd between Downtown Milwaukee and the Springwater Corridor Pedestrian Bridge.	10-15 years	\$4,120-4,820 per linear ft	Public Works and ODOT	Urban Renewal; Regional & State Grants

"•" denotes Ecodistrict-related element

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX (CONTINUED)

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
•	Action 2.2.2. Develop a Johnson Creek Corridor Plan that identifies both water quality and physical improvements to the corridor. The focus should be on improving watershed health and stormwater management from adjacent right-of-way and development.	3-5 years	75-150K	Community Development Department, Watershed Council	Grants, Urban Renewal, General Fund
•	Action 2.2.3. Develop McBrod Ave as a demonstration project that integrates green street/shared facility approaches to treat both right-of-way and adjacent development.	5-10 years	\$1,135 per linear ft (pavement / roadway) \$185 per linear ft (green infrastructure/ landscape)	Public Works Department (Integrate with current project) Adjacent businesses	Grants, LID, Urban Renewal
•	Action 2.2.4. Develop a stormwater master plan for the NMIA that addresses the following: » Focus on short-term actions that are property focused and can be implemented immediately, particularly adjacent to Johnson Creek. » Identifies locations and sizing for one or more regional facilities on the west side of McLoughlin Blvd. » Explores an integrated street/shared facility approach. » Identifies green or eco roof options to treat stormwater on-site » Explores funding options such as public/private partnerships and fee-in-lieu approaches.	2-5 years	100-150K	Community Development and Public Works Departments Adjacent Businesses DEQ Johnson Creek Watershed Council	Grants, General Fund
•	Action 2.2.5. Update existing building standards to encourage all new buildings or significant renovations to double plumb buildings for greywater recirculation.	3-5 years	NA	Community Development Department	General Fund
•	Action 2.2.6. Provide incentives for existing businesses to replace existing plumbing fixtures with low-flow and other water saving materials.	3-5 years	100K	Community Development Department	Grants, BID, Private Businesses

“•” denotes Ecodistrict-related element

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX (CONTINUED)

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
•	Action 2.2.7. Encourage green/eco roof retrofits for existing buildings. Encourage all new buildings to integrate green stormwater infrastructure into the building and/or site design.	Ongoing	NA	Community Development Department	Grants, LID, Urban Renewal
•	Action 2.2.8. Create a "sewer mining district" that connects to the sewer main line at the southwest corner of the NMIA to reduce wastewater flow to the City main treatment system.	10-15 years	\$6.5M (plant) \$1M (distribution system)	Public Works Department	Grants, Urban Renewal, Private Businesses
	Objective 2.3. Extend high speed fiber optic service to the NMIA.	3-5 years	TBD. Dependent on extension limits.		Business Oregon, LID, Urban Renewal
	Objective 2.4. Increase the use of solar energy and related infrastructure that reduces energy/resource use for existing building retrofits and new building construction.	See actions for this objective			
•	Action 2.4.1. Identify a goal for energy consumption in the NMIA that will originate from renewable sources as part of a future citywide Climate Action Plan.	3-5 years	NA	Community Development Department	General Fund
•	Action 2.4.2. Retrofit existing streetlights with LED lighting.	5-10 years	\$450 per cobrahead \$800-1000 per ornamental	Public Works Department, ODOT	LID, Urban Renewal
•	Action 2.4.3. Through the NMIA coordinator position, aid in securing grant funding for solar energy.	Ongoing	NA	Community Development Department	Energy Trust of Oregon
•	Objective 2.5. Identify landscape and streetscape enhancements that help address flooding and enhance key gateways to the NMIA District and near significant public use areas such as the Johnson Creek corridor.	3-5 years	TBD. Dependent on level of enhancement.	Community Development and Public Works Departments Johnson Creek Watershed Council	General Fund, BID, Grants

"•" denotes Ecodistrict-related element

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX (CONTINUED)

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
	Objective 2.6. Coordinate infrastructure improvements, including parking management, across agencies to implement infrastructure goals.	Ongoing	NA	Community Development, Public Works and Finance Departments ODOT TMA	TMA, Private Businesses, General Fund
•	Objective 2.7. Increase and protect tree canopy along Johnson Creek, parking areas and streets where right-of-way is available.	5-10 years	25-50K	Community Development, Public Works and Finance Departments Johnson Creek Watershed Council Regional Organizations Partnership	Grants, LID, BID
Goal 3: Land Use and Urban Design. Provide for a diverse array of land uses that create an active employment center and facilitate commercial and mixed-use development that supports the employment focus of the district.					
	Objective 3.1. Identify land use strategies that increase employment densities and encourage cluster uses.	See actions for this objective			
	Action 3.1.1. Review zoning periodically to ensure that code language does not create a significant barrier to appropriate redevelopment.	Annually	NA	Community Development Department	General Fund
	Objective 3.2. Enhance Johnson Creek as an open space amenity and important natural resource that helps attract new and more intensive development, through measures such as riparian restoration and possible creation of a linear park in the open area on the west side of the creek, consistent with the City's designated Habitat Conservation Area requirements	See actions for this objective			
•	Action 3.2.1. Identify partnership opportunities, including with the Johnson Creek Watershed Council, to identify and develop grant applications to fund riparian area and stormwater improvements.	Ongoing	NA	City of Milwaukie Johnson Creek Watershed Council	Metro Natural Areas Grant; Foundations

“•” denotes Ecodistrict-related element

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX (CONTINUED)

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
	Action 3.2.2. Improve access and viewing opportunities along Johnson Creek by designing existing vacant land east of McBrod Ave for passive recreation. Add viewpoints at the existing bridge crossings.	5-7 years	75-100K (design)	Community Development Department North Clackamas Parks and Recreation District Johnson Creek Watershed Council	Grants, LID, Urban Renewal
	Objective 3.3. Ensure that land use and urban design requirements permit multi-story buildings to accommodate "vertical industrial" and manufacturing uses.	6-12 months	NA	Community Development Department	General Fund
	Objective 3.4. Focus on branding, public art and wayfinding to create distinct, identifiable features of the NMIA as a true district.	1-5 years	NA	Community Development Department	General Fund, Urban Renewal, LID
	Objective 3.5. Through zoning, restrict residential development except in areas near the Tacoma light rail station that are zoned for mixed use.	Ongoing	NA	Community Development Department	General Fund
Goal 4: Transportation and Mobility. Create a transportation system that provides safe and direct connections for bicycles and pedestrians while also providing for efficient truck access and circulation.					
	Objective 4.1. Create safer and more efficient transportation connections within the district, to Downtown and the neighborhoods and across busy corridors, especially McLoughlin Blvd.	See actions for this objective			
	Action 4.1.1. Complete a traffic study to identify potential actions to reduce speeds on McLoughlin Blvd to 30-35 miles per hour and reconfigure the Ochoco St and Milport Rd intersections to be more accessible for pedestrians and cyclists.	7-10 years	30-50K	Community Development and Public Works Departments ODOT TMA	General Fund, ODOT, TMA

"•" denotes Ecodistrict-related element

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX (CONTINUED)

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
	Action 4.1.2. Based on the outcomes of Action 4.1.1, redesign the Ochoco St and Milport Rd intersections to improve wayfinding, circulation and pedestrian safety. Improvements should include geometric and wayfinding/signage improvements.	10-15 years	TBD	Community Development and Public Works Departments ODOT	LID, Urban Renewal, MTIP and CIP
•	Action 4.1.3. Implement recommendations from the Tacoma Station Area Plan that address improved vehicle, bicycle and pedestrian connectivity between the Tacoma light rail station and Downtown Milwaukie.	5-10 years, ongoing	See Tacoma Station Area Plan Project List	Community Development and Public Works Departments ODOT	LID, Urban Renewal, MTIP and CIP
	Action 4.1.4. Create a public right-of-way from Mailwell St through the existing loading docks to 26th Ave. Road design should restrict large trucks from entering the adjacent neighborhoods south of the project area.	5-10 years	TBD. Dependent on level of design.	Community Development and Public Works Departments Private Businesses TriMet UP/P & W Railroads Neighborhoods	LID, Urban Renewal, CIP
	Objective 4.2. Maintain access to heavy rail service where appropriate.				
	Objective 4.3. Develop a street grid that provides options for transit, vehicles, pedestrians and bicyclists to connect to and through the District, where appropriate.	10-20 years, or as development warrants new road construction	TBD. Assumes most improvements occur as part of private development.	Community Development and Public Works Departments Private Businesses TriMet UP/P & W Railroads Neighborhoods	Grants, Urban Renewal, Private Development, MTIP and CIP

"•" denotes Ecodistrict-related element

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX (CONTINUED)

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
•	Action 4.3.1. Extend bicycle and pedestrian connections along Ochocho St to Roswell St across the railroad tracks to improve connectivity and circulation to/from the project area.	5-10 years, or as new development creates connections	\$435 per linear ft	Community Development and Public Works Departments Private Businesses UP and P&W Railroads Neighborhoods	Grants, LID, Urban Renewal, MTIP and CIP
•	Action 4.3.2. Extend the Main St multi-use path from Beta St to the light rail station.	3-5 years	\$425 per linear ft	Community Development and Public Works Departments ODOT TriMet	Grants, LID, Urban Renewal, MTIP and CIP
•	Action 4.3.3. Develop a bicycle and pedestrian connection across the railroad tracks at approximately Kelvin St or Olsen St to connect to 29th St.	5-10 years, or as new development creates connections	\$525 per linear ft	Community Development and Public Works Departments TriMet UP/P&W Railroad Neighborhoods	Grants, LID, Urban Renewal, MTIP and CIP
•	Action 4.3.4. Connect Johnson Creek Park to Riverfront Park via a greenway trail along Johnson Creek and McBrod Ave. The trail would terminate at the multi-use path along 17th Ave.	5-10 years	Included in cost for McBrod Ave. (see Action 2.2.3)	Community Development and Public Works Departments Johnson Creek Watershed Council	Grants, LID, Urban Renewal

"•" denotes Ecodistrict-related element

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX (CONTINUED)

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
	Action 4.3.5. Provide sidewalks along Milport Rd, Ochoco St and new local streets. This includes filling gaps in the sidewalk network.	5-20 years, as development occurs	\$860 per linear ft	Community Development and Public Works Departments	Grants, LID, Urban Renewal, MTIP and CIP
	Action 4.3.6. Reconfigure the Moores/Ochoco/23rd Ave area to be more navigable and easier to develop adjacent properties.	10-15 years	TBD. Dependent on traffic analysis completed under Action 4.1.1.	Community Development and Public Works Departments ODOT	Grants, LID, Urban Renewal, MTIP and CIP
	Objective 4.4. Provide safe, direct connections to the Tacoma light rail station and Springwater Corridor from both the east and west sides of McLoughlin Blvd.	5-15 years	See Tacoma Station Area Plan Project List	Community Development and Public Works Departments ODOT TriMet	Grants, LID, Urban Renewal
Goal 5: Community Supported Vision. Create opportunities for NMIA businesses, landowners, employees and the greater community to stay informed and involved in the ongoing development of the District.					
	Objective 5.1. Continue to engage businesses and employees in the NMIA and the Milwaukie community in a conversation about the NMIA and its role as an employment and mixed use district.	See actions for this objective			
	Action 5.1.1. Maintain and regularly update an NMIA website that identifies ongoing projects, new businesses and actions.	Ongoing	5-10K (annual)	Community Development Department	General Fund
	Objective 5.2. Maintain ongoing communications with existing businesses and landowners to identify potential opportunities and issues in implementing the Plan.	See actions for this objective			

"•" denotes Ecodistrict-related element

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX (CONTINUED)

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
	Action 5.2.1. Develop and maintain an NMIA email list that is regularly updated with changing businesses to provide district information (see also Objective 1).	Ongoing	NA	Community Development Department	General Fund

"●" denotes Ecodistrict-related element

FUNDING AND FINANCING

Encouraging new development and redevelopment of properties in the NMIA and improving infrastructure to meet the needs of new and existing users will require financial tools to fill feasibility gaps (especially in the near future when redevelopment is financially challenged), and capital funding programs to construct infrastructure projects. Filling these gaps and financing infrastructure could take several forms and come from several sources. Every community is different, and have difference assumptions, expectations, and capacities to support private development and fund public infrastructure projects.

This chapter contains a library of potential programs and tools that could be used by public and private stakeholders to support existing business, assist with new developments, and finance needed infrastructure. Some of these tools may not be attractive, feasible, or realistic for each private development or infrastructure project. Nevertheless, few areas that have undergone significant redevelopment have relied on a single source of funds or a single public financing tool. It is through the collaboration of multiple stakeholders working in partnership that successful area rejuvenation happens.

Below are four criteria for use when evaluating programs and tools to identify the most appropriate tool for each project. These criteria are focused on public investments and tools, but also provide a helpful framework for any funding mechanism.

1. Economic feasibility. This category covers everything related to creating and maintaining net revenues as efficiently as possible. Efficiency can be broken down into four subcategories: (1) revenue-generating capacity, (2) administrative costs, (3) revenue stability, and (4) revenue flexibility:
 - » Revenue-generating capacity considers how much money the source can generate.
 - » Administrative cost considers the portion of gross revenues that will be spent on administration. The easier it is to administer the tax or fee, the more of the gross revenue collected that will be available as net revenue for transportation projects and programs in the corridor.
 - » Revenue stability and predictability considers whether the source is likely to avoid large fluctuations each year and whether the source is likely to be close to the forecasts analysts might make.

- » Revenue flexibility considers limitations on the types of projects that can be funded with a given source. A funding source may be a little less useful to jurisdictions if its use is limited to certain types of projects.
- » Return on investment. To justify the use of public funds, whether directly as part of a public-private partnership or indirectly in the form of infrastructure investment, the public funds should generate a considerably higher return over time. That is, for every public dollar of investment, the project generates several dollars or more of property tax revenues over time. Other measures, may be considered, such as jobs created or value of private investment.

2. Political acceptability. Will stakeholders accept or support the tool? Political acceptability considers whether elected officials and the public at large are likely to support the funding source. This depends to a large extent on the efficiency components described above: if a revenue source is legal, efficient, and fair, then it should get political support from the public, advisory groups, and decision makers. For this analysis, we evaluate whether a source is politically acceptable using two approaches: (1) is the source widely used elsewhere in Oregon? And (2) does the source collect revenue mostly from non-locals (as opposed to local residents)?
3. Fairness. In the context of infrastructure funding, the key question related to fairness is “who pays?” A standard definition of fairness in public finance, especially relating to transportation infrastructure, is that the charges that fund the infrastructure system are tied to the users who receive benefits from (or impose costs on) the system. Fairness may also be referred to as equity.
4. Legality. All the benefits of a funding source are moot if the source is not legal or cannot become legal within the desired timeframe. If the source is currently prohibited by State statute, then there is a very big administrative hurdle to be surmounted up front.

Using the above criteria identified a range of potential funding tools. The tools outlined below are grouped into the following funding categories:

- Local Financing – Development Driven
- Tax Abatements and Credits

TABLE 5: LOCAL FINANCING - DEVELOPMENT DRIVEN

1. URBAN RENEWAL / TAX INCREMENT FINANCE (TIF)	
How It Works	Tax increment finance revenues are generated by the increase in total assessed value in an urban renewal district from the time the district is first established. As property values increase in the district, the increase in total property taxes (i.e., city, county, school portions) is used to pay off the bonds. When the bonds are paid off the entire valuation is returned to the general property tax rolls. Urban renewal funds can be invested in the form of low interest loans and/or grants for a variety of capital investments: » Redevelopment projects, such as public/private, mixed-use or infill housing developments. » Economic development strategies, such as capital improvement loans for small or startup businesses which can be linked to family-wage jobs. » Streetscape improvements, including new lighting, trees and sidewalks. » Land assembly for public as well as private re-use. » Transportation enhancements, including intersection improvements. » Historic preservation projects. » Parks and open spaces.
Fund Sources	Local taxing jurisdictions' permanent rate property taxes.
Benefits	» Over the long term (most districts are established for a period of 20 or more years), the district could produce significant revenues for capital projects. » TIF can be used to help pay for infrastructure improvements (including parking garages), and provide loans/grants for adaptive re-use and new development. » Among the most flexible incentives. » Option exists to have a single project-based TIF district
Drawbacks	» Defers incremental property tax accumulation by the city and county until the urban renewal district expires or pays off bonds. » Due to the sometimes slow or indirect nature of property tax growth in relation to targeted projects, urban renewal can often take five or more years to produce meaningful levels of revenue resulting in loss of project alignment. » Complex process requires extensive public involvement and community support, especially from other taxing jurisdictions. The City would need to explore options with county officials and elected leadership, tracking legislative changes in urban renewal law, and meeting with adjacent jurisdictions and overlapping taxing entities. » Use of urban renewal can be politically contentious because of its impact on funds available to overlapping taxing districts, and because of the perception that the school districts are adversely impacted. » Investing over \$750,000 in TIF directly into a new or rehab private project may trigger prevailing wage requirements, which can increase overall project costs by 10 – 20%.

TABLE 5: LOCAL FINANCING - DEVELOPMENT DRIVEN (CONTINUED)

2. LOCAL IMPROVEMENT DISTRICT (LID)	
How It Works	A special assessment district where property owners are assessed a fee to pay for capital improvements, such as streetscape enhancements, underground utilities, or shared open space. LIDs must be supported by most affected property owners.
Fund Sources	LID bonds are backed by revenue committed by property owners (which can be public as well as private).
Benefits	» Organizes property owners around a common goal. » Allows property owners to make payments over time to bring about improvements quickly that benefit them individually. » Improvements within smaller areas can enhance catalytic and redevelopment value of the area. » LIDs can be bundled with other resources such as TIF.
Drawbacks	» Setting up fair LID payments for various property owners, who are located different distances from the improvement, is challenging. » Some lenders insist that LIDs be paid off when properties are transferred. » Small geographic areas may not have sufficient LID revenues to support bonds for the desired improvement.
3. ECONOMIC IMPROVEMENT DISTRICT (EID) / BUSINESS IMPROVEMENT AREA (BID)	
How It Works	An EID is a funding mechanism designed to enable a community to fulfill its commercial revitalization goals and plans; and is established as an assessment to property owners for use in promoting and improving the defined business district. A BID is a funding mechanism designed to enable a community to fulfill its commercial revitalization goals and plans; and is established as an assessment (surcharge on business licenses) to business owners for use in promoting and improving the defined business district
Fund Sources	EID (property owners), BID (Business Owners)
Benefits	» Flexible source of funding that organizes property owners around a common goal. » Allows property owners to make payments over time to bring about improvements quickly that benefit them individually. » Improvements within smaller areas can enhance catalytic and redevelopment value of the area. » Like LID's, can be bundled with other resources such as TIF. » A BID can be renewed indefinitely, but an EID has a term limit of 5 years.
Drawbacks	» Can be disestablished with property or business owner petition. » Does not fund capital improvements.

TABLE 5: LOCAL FINANCING - DEVELOPMENT DRIVEN (CONTINUED)

4. MICROENTERPRISE AND SMALL BUSINESS LOANS	
How It Works	Direct loans to help start-ups, micro-enterprises and small businesses expand or become established.
Fund Sources	Urban Renewal (capital projects only), CDBG.
Benefits	» Targeted to support small businesses and start-ups » Can be tailored to support local economic development strategies
Drawbacks	» Requires careful underwriting and program administration to reduce public sector risk
5. TENANT IMPROVEMENT GRANTS/LOANS	
How It Works	Assist property owners and new business owners with tenant improvements to the interiors of commercial spaces. Used for office and industrial assistance in addition to retail.
Fund Sources	Urban Renewal and CDBG loans or grants, tax exempt revenue bonds.
Benefits	» Reduces costs of tenant improvements
Drawbacks	» Often tied to job goals » In some cases, prevailing wage would apply
6. SDC FINANCING OR CREDITS	
How It Works	SDC financing enables developers to stretch their SDC payment over time, thereby reducing upfront costs. Jurisdictions may opt to subordinate financed SDCs to other debt, potentially making this tool even more beneficial. Alternately, credits allow developers to make necessary improvements to the site in lieu of paying SDCs. Note that the City can control its own SDCs, but often small cities manage them on behalf of other jurisdictions including the County and special districts.
Fund Sources	SDC fund / general fund. In some cases, there may be no financial impact.
Benefits	» Reduced up-front costs for developers can enable quicker development timeframe and increase the availability of property to be taxed.
Drawbacks	» Reduces the availability of SDC funds over the short term.

TABLE 6: TAX CREDITS AND ABATEMENTS

7. ELECTRONIC COMMERCE ZONE (STATE OF OREGON ENABLED, LOCALLY ADOPTED)	
How It Works	Qualifying businesses in the zone receive a credit against the business's annual state income or corporate excise tax liability based on 25% of the investment cost made in capital assets used in electronic-commerce operations.
Fund Sources	State general fund (via income tax), and local general fund (via property taxes)
Benefits	» Reduces the costs of operating a business, which increases the business' financial viability
Drawbacks	» Limited to supporting just electronic commerce (transactions via the internet or an internet-based computer platform)
8. ENTERPRISE ZONE (STATE OF OREGON ENABLED, LOCALLY ADOPTED)	
How It Works	Enterprise zones exempt businesses from local property taxes on new investments for a specified amount of time (3-5 years). Qualified investments include a new building/structure, structural modifications or additions, or newly installed machinery and equipment but not land, previously used property value and miscellaneous personal items. Eligible businesses include manufacturers, processors, and shippers. Retail, construction, financial and certain other defined activities are ineligible. The NMIA is currently inside the North Clackamas Enterprise Zone.
Fund Sources	Foregone revenue from general funds of local taxing jurisdictions that agree to participate—cities, school districts, counties, etc.
Benefits	» Targeted tool to support businesses that is already adopted.
Drawbacks	» Entails foregone general fund revenue funds for all overlapping taxing districts.
9. INDUSTRIAL DEVELOPMENT BONDS	
How It Works	Tax-exempt bonds issued by the state of Oregon that provide long-term financing for land, buildings and equipment for manufacturers.
Fund Sources	Bonds are purchased by institutional investors
Benefits	» Lower interest rates and tax-exempt status assist in reducing capital expenses. » Generally, provide the greatest benefit to the borrower for bonds of \$5 million or more. The Oregon Express Bond program is available for loans between \$500,000 and \$5 million. » Can pay for up to 100% of project's development costs
Drawbacks	» Requires State backing » Must have identified end user (can't be used for speculative development)

TABLE 6: TAX CREDITS AND ABATEMENTS (CONTINUED)

10. STRATEGIC INVESTMENT PROGRAM (STATE OF OREGON)	
How It Works	Exempts a portion of very large (100M+) capital investments from property taxes, most often used for manufacturing firms and other “traded-sector” businesses.
Fund Sources	Foregone revenue from local taxing jurisdictions’ general funds—cities, school districts, counties, etc.
Benefits	» Targeted specifically to support traded-sector firms » Can be very beneficial for businesses, depending on the investment size, in terms of net present value
Drawbacks	» Revisitation clause is necessary to ensure that the program is functioning for the jurisdiction and the business. » Foregone revenue from general funds for all overlapping taxing districts.
11. VERTICAL HOUSING TAX ABATEMENT (STATE OF OREGON ENABLED, LOCALLY ADOPTED)	
How It Works	Subsidizes “mixed-use” projects to encourage dense development or redevelopment by providing a partial property tax exemption on increased property value for qualified developments. The exemption varies in accordance with the number of residential floors on a mixed-use project with a maximum property tax exemption of 80 percent of improvement value over 10 years. An additional property tax exemption on the land may be given if some or all the residential housing is for low-income persons (80 percent of area is median income or below). The proposed zone must meet at least one of the following criteria: » Completely within the core area of an urban center. » Entirely within half-mile radius of existing/planned light rail station. » Entirely within one-quarter mile of fixed-route transit service (including a bus line). » Contains property for which land-use comprehensive plan and implementing ordinances effectively allow “mixed use” with residential. State program webpage: http://www.oregon.gov/OHCS/Pages/HFS_Vertical_Housing_Program.aspx
Fund Sources	Foregone revenue from general funds of local taxing jurisdictions that agree to participate—cities, school districts, counties, etc.
Benefits	» Targeted tool to support mixed-use development in places with locational advantages. » City may control on project-by-project basis, or it may create a zone as allowed by right.
Drawbacks	» Entails foregone revenue from general fund for all overlapping taxing districts. » Requires a lengthy approval process with taxing districts.

TABLE 6: TAX CREDITS AND ABATEMENTS (CONTINUED)

The list of tax credits and abatements can be used for industrial and economic development, and mixed-use buildings.

12. LAND BANKING (STATE OF OREGON ENABLED FOR BROWNFIELD REDEVELOPMENT)	
How It Works	Municipalities purchase or acquire real property in anticipation of a future public/private partnership for private development or other public/community use. Property acquisition is most advantageous in down market cycles or before property values have appreciated to high levels.
Fund Sources	Urban Renewal or general funds
Benefits	» City-controlled development process » Ability to achieve community goals after land prices have appreciated, e.g. affordable housing, or park development.
Drawbacks	» Can be costly » There may be legal restrictions on land acquisition or future disposition.
13. EPA BROWNFIELDS GRANTS	
How It Works	EPA funds several grant programs that help to pay for assessment, planning, remediation, revolving loan funds and environmental job training for sites identified as brownfields. EPA collaborates with other federal partners and state agencies to leverage resources for a variety of brownfields activities. These grants include: » Cleanup Grants. Directly fund remediation of brownfield sites. » Area-Wide Planning Grants. Grants fund research, planning and development of implementation strategies for areas affected by brownfields. Plans should inform the assessment, cleanup and reuse of brownfields and promote area-wide revitalization. » Cleanup Grants. Directly fund remediation of brownfield sites. » Environmental Workforce Development and Job Training Grants. Provide funding for recruitment, training and placement of low-income, minority, unemployed and under-employed residents of solid and hazardous waste-impacted communities with the skills needed to secure full-time, sustainable employment in environmental fields, including the assessment and cleanup work taking place in their communities. » Training, Research and Technical Assistance Grants. Provide funding to eligible organizations to facilitate brownfields revitalization. » More information: https://www.epa.gov/brownfields/types-brownfields-grant-funding#tab-5 In 2016, Clackamas County received EPA Assessment grant funds to identify brownfields in 5 communities, including Milwaukie, along McLoughlin Blvd.
Fund Sources	Federal and State funds
Benefits	» Direct public investment into private projects. » Does not impact City funds.
Drawbacks	» Highly competitive and must meet EPA-identified criteria (varies by program).

TABLE 6: TAX CREDITS AND ABATEMENTS (CONTINUED)

14. AFFORDABLE HOUSING PROPERTY TAX ABATEMENT (LOCALLY MANAGED, ENABLED BY STATE OF OREGON)	
How It Works	Since 1985, the State of Oregon has allowed for affordable housing property tax abatements when they are sought separately by non-profits that develop and operate affordable rental housing. Only the residential portion of a property located within a City that is used to house very low-income people, or space that is used directly in providing housing for its low-income residents is eligible for a property tax exemption.
Fund Sources	Local taxing jurisdictions' general funds—cities, school districts, counties, etc.
Benefits	» Targeted tool to support multi-family rentals or mixed-use development in places with locational advantages. » The affordable housing tax abatement can stand alone (without tax credits). For example, if a non-profit housing provider were to use bonds, it could still be eligible for an abatement, but it must apply for them separately. » Can be blended with other resources such as TIF, tax credits, housing bonds.
Drawbacks	» Reduces general fund revenues for all overlapping taxing districts if property tax abatement is sought by affordable housing providers and approved by local jurisdictions.
15. OREGON AFFORDABLE HOUSING TAX CREDIT (OAHTC)	
How It Works	Provides a state income tax credit for affordable housing equity investments that help reduce the financing costs for multi family rental units. Applications must demonstrate a 20 year term that the benefit of the tax credit will be entirely passed on to reduce rents for the tenants. Program webpage: http://www.oregon.gov/ohcs/pages/hrs_oahtc_program.aspx
Fund Sources	Institutional investors or high net worth individuals makes investments. State general fund is impacted.
Benefits	» Targeted tool to support multi-family rentals or mixed-use development in places with locational advantages. » The credit contributes to project equity, reducing developer's out-of-pocket investment and can be a significant incentive for the provision of affordable housing.
Drawbacks	» The state allows for affordable housing property tax abatements. These are applied for separately. » Entails foregone revenue from general fund. » Highly competitive process.

TABLE 6: TAX CREDITS AND ABATEMENTS (CONTINUED)

16. LOW-INCOME HOUSING TAX CREDIT (FEDERAL PROGRAM, ADMINISTERED BY STATE OF OREGON)	
How It Works	Provides federal and state income tax credit for affordable housing equity investments that help reduce the financing costs for multi-family rental units. Applications must demonstrate that the project will be maintained as affordable housing for a minimum 30-year term. To be eligible, at least 20% of units must be at or below 50% or AMI, OR 40% must be at or below 60% AMI. There are two rates: » The “9%” credit rate. New construction and substantial rehabilitation projects that are not otherwise subsidized by the federal government earn credits at a rate of approximately 9% of qualified basis, each year for a 10-year period. “9%” credits are more powerful but also more competitive. » The “4%” credit rate. The 4% rate applies to acquisition of eligible, existing buildings and to federally-subsidized new construction or rehabilitation. The 4% rate also applies to all eligible bases in projects that are financed through the issuance of volume-cap multi-family tax-exempt bonds (the associated LIHTCs are sometimes called “as of right” credits because they are automatically attached to the volume-cap bonds). State program webpage: http://www.oregon.gov/OHCS/Pages/HRS_LIHTC_Program.aspx
Fund Sources	Institutional investors or high net worth individuals make investments by purchasing tax credits, which infuses cash equity into a project that does not require repayment. Income tax receipts are impacted because investors’ income tax payments are reduced.
Benefits	» Targeted tool to support multi-family rentals or mixed-use development in places with locational advantages. The credit contributes to project equity, reducing developer’s out-of-pocket investment and can be a significant incentive (particularly at the 9% level) for the provision of affordable housing. » Can be blended with other resources such as TIF, property tax abatements, and housing bonds.
17. EB5	
How It Works	Attracts investment dollars for new commercial enterprises that will benefit the US economy primarily by creating new jobs for US citizens. There are two versions of the program: 1) the original program that requires foreign investor to commit \$1 million for eligible projects that create at least 10 full-time direct jobs, and 2) the newer program that allows foreign investors to commit \$500,000 in eligible projects within Targeted Employment Areas that create at least 10 direct and/or indirect jobs. In return for these investments, foreigners are eligible for US citizenship.
Fund Sources	Foreign investors
Benefits	» Relatively low-cost source of equity for appropriate projects. Projects can be construction (new or rehabilitation), or direct investments into businesses that will create required jobs. » EB5 can be bundled with many other funding sources such as TIF. » Among the most commonly sought-after projects are hotels and senior housing developments since both generate considerable jobs.
Drawbacks	» \$500,000 program investor projects must be in an EB-5 eligible “targeted employment area” or TEA. TEAs are areas that have unemployment rates in excess of 150% of the federal rate for a given year. TEAs are established and adjusted by the governors of each state. » Must meet job generation requirements within 2.5 years. » Investors expect to get their equity investment repaid at the end of five years. » It takes added time to secure EB5 funds due to federally required process.

TABLE 6: TAX CREDITS AND ABATEMENTS (CONTINUED)

18. LAND ASSEMBLY AND PROPERTY PRICE BUY DOWN	
How It Works	The public sector sometimes controls land that has been acquired with resources that enable it to dispose of that land for targeted private and/or nonprofit redevelopment. Land acquired with funding sources such as urban renewal, EB5, or through federal resources such as CDBG or HUD Section 108 can be sold or leased at below market rates for various projects to help achieve redevelopment objectives. Publicly owned parcels can often be disposed of at lower costs or more flexible terms to induce redevelopment. The public sector can provide technical assistance with the process of acquiring a private parcel for redevelopment or combining parcels together into one developable site. Other times, the public sector acquires the parcel(s), combines them, and sells to a private party.
Fund Sources	Urban Renewal, CDBG/HUD 108
Benefits	» Can help overcome development feasibility challenges by creating more viable redevelopment sites. Public ownership of assembled land makes land write-downs or ground leases more viable. » Increases development feasibility by reducing development costs. » Gives the public sector leverage to achieve its goals for the development via development agreement process with developer.
Drawbacks	» Public agencies sometimes buy land at the appraised value because they want to achieve multiple goals – which can impact costs of future public and private acquisitions. » Requires careful underwriting and program administration to reduce public sector risk and ensure program compliance.
19. WORKFORCE DEVELOPMENT PROGRAMS	
How It Works	Specially designed workforce training programs that cities, community colleges and workforce training entities help to jointly provide to businesses to train existing and potential employees.
Fund Sources	Various
Benefits	» Reduces difficulty of recruiting and cost of training staff » Creates opportunities to partner with community colleges and other educational institutions » Creates lasting benefits for individuals
Drawbacks	» No clearly-delineated source of funds » May require re-tooling of existing programs to ensure that the training programs are targeted to local industry needs

TABLE 6: TAX CREDITS AND ABATEMENTS (CONTINUED)

20. PRE-DEVELOPMENT ASSISTANCE	
How It Works	Pre-development assistance. Grants or low interest loans for pre-development (evaluation of site constraints and opportunities, development feasibility, conceptual planning, etc.) to reduce pre-development costs.
Fund Sources	CDBG, General Fund, Urban Renewal
Benefits	» Reduces what are often risky pre- development costs for developments that fulfill community goals. » Enables developers and communities to explore wider range of project possibilities, particularly those that can meet more community as well as private sector objectives.
Drawbacks	» Can be perceived as favoring particular developers or property owners. » CDBG and Urban Renewal are only available in eligible areas
21. NEW MARKETS TAX CREDITS (FEDERAL PROGRAM, ADMINISTERED BY A COMMUNITY DEVELOPMENT ENTITY)	
How It Works	The New Markets Tax Credits (NMTC) program is designed to attract capital investment to low-income communities by allowing investors to receive a tax credit (against their Federal income tax) in return for equity investments in Community Development Entities (CDEs), which invest in low-income communities. The tax credit is 39% of the original investment, claimed over seven years.
Fund Sources	Investors
Benefits	» Relatively low-cost source of equity for appropriate projects. » Projects can be construction (new or rehabilitation). » NMTC can be bundled with many other funding sources such as TIF.
Drawbacks	» NMTC are only available for use in areas identified as distressed within a community. » Requires partnership with a CDE to receive the NMTC. » Costly and complex to use » It takes added time to secure NMTC due to federally required process.
22. MICROENTERPRISE AND SMALL BUSINESS LOANS	
How It Works	Direct loans to help start-ups, micro-enterprises and small businesses expand or become established.
Fund Sources	Urban Renewal (for capital only), CDBG
Benefits	» Targeted to support small businesses and start-ups » Can be tailored to support local economic development strategies
Drawbacks	» Requires careful underwriting and program administration to reduce public sector risk





MEMORANDUM

DATE: February 16, 2018

TO: Alma Flores
City of Milwaukie

FROM: Jerry Johnson
JOHNSON ECONOMICS, LLC

SUBJECT: Review of North Milwaukie Industrial Area Development Feasibility Study and E.D Hovee Memo

JOHNSON ECONOMICS was asked by the City of Milwaukie to review two documents pertaining the development potential in the North Milwaukie Industrial Area (NMIA). These include the development feasibility study conducted for the North Milwaukie Industrial Area (NMIA) by ECONorthwest in 2017, as well as a memorandum from E.D. Hovee & Company included in a 2018 presentation submitted by Baysinger Partners pertaining to the Oregon Worsted site. Our firm recently completed an overview of market opportunities for office development within the City of Milwaukie, which informs our assessment outlined in this memorandum. The focus of this memo is to provide our perspectives on the approach and findings of the studies in light of our observations from the local real estate market and our involvement with the local development community over the past decades.

ECONORTHWEST STUDY

The ECONorthwest study, presented in a memo dated 3/28/17, found commercial redevelopment beyond very low-cost retrofits to be infeasible within the district.

The NMIA Feasibility Study relies heavily on the MapCraft model, a predictive development model similar to what our firm uses for certain types of analysis. Based on the model's description, we regard this tool to represent a sound approach to modeling development feasibility at a point in time on a district level. Our main point of criticism is that the point-in-time approach, with inputs reflecting current market conditions, is too shortsighted for long-term planning purposes, as it does not account for changes in market conditions over time. Ideally, the model would include a time dimension, incorporating dynamic market metrics that change in response to assumed future supply and demand conditions.

This modeling approach has particular difficulty in an area with rapidly shifting dynamics, which can rapidly change key assumptions. Portland's Central Eastside is a recent example of an area where market conditions changed over the course of a few years from not supporting to supporting commercial redevelopment. The shift could have been predicted with a model that estimates the pricing impact of the anticipated supply-demand balance, though static market assumptions from before the shift took place might have deemed development infeasible. The NMIA is one of the areas within the region that would be most likely to experience a rapid shift in achievable pricing and developer interest, as it has excellent transportation infrastructure and is proximate to the already maturing Central Eastside.



In addition to the market inputs possibly misrepresenting future conditions, it is also possible that the market inputs misrepresent the revenue potential of new projects that differ in character from the existing stock of space. A source like CoStar, which was used in the feasibility study as well as the preceding market study, provides rent data for existing projects in the market, but not achievable rent levels for new projects. In markets without recently constructed projects, even the highest observed rent levels will likely understate the rent potential of a new project. The new project may not just capture a premium for its newer vintage, but also for offering features not currently offered in the market. Estimating the appropriate premiums to apply in such cases requires analyses of analogous situations in other markets.

There are several recent examples of the latter in the Portland Metro Area. A unique apartment project in East Vancouver leased up at around \$2.00 per square foot in 2015, in a market that two years earlier averaged rents well below \$1.00, and where the highest rents at the time were just above \$1.00. A feasibility analysis that relies too narrowly on data from the existing market may therefore underestimate the potential for new development. This issue, as well as the lack of dynamic modeling of future conditions, may have contributed to reduce the development potential in the feasibility study conducted by ECONorthwest.

In summary, we feel that the ECONorthwest analysis significantly understates development potential in the district, both over the short and longer-term horizon. The reliance on a static modeling structure such as MapCraft does not account for shifting market conditions. In addition, the assumed achievable rent levels in the area likely understate achievable pricing, leading to an underestimation of development potential in the district.

E.D. HOVEE MEMORANDUM

Eric Hovee of E.D. Hovee prepared a memorandum for Peter T. Stark discussing likely redevelopment options of the Oregon Worsted Property (dated May 25, 2017). Mr. Hovee makes an assumption that any redevelopment of the site would require structured parking beneath above-grade development. As this is not an area of expertise, I will assume that is a correct understanding of the floodplain regulations.

The memorandum states that “land prices in the Milwaukie area” are not “high enough to support the substantial added cost of structured rather than surface parking”. This statement misstates the causality, in that land prices reflect achievable pricing. While we would expect that structured parking would yield a lower relative yield than surface parking with local achievable rent levels and parking charges, it is not clear that such a use is not feasible. While structured parking solutions have not historically been seen in the Milwaukie area, shifting market conditions could support such a solution. This is certainly true within a long-term planning horizon, and may be true under a shorter development window.

The memorandum also states that residential development has demonstrated an ability to support structured parking solutions in a broader range of locations. We accept this, but at the same time don't view the Oregon Worsted site as representing a strong residential location. It is isolated within an industrial area, with significant exposure to Highway 99E, as well as elevated ramps linking Highway 99 and Highway



224. In addition, access to commercial amenities and the light rail station is poor and would require crossing the highway. We would expect that achievable pricing at this location for residential uses would be too low to support the development outlined in the presentation.

As I understand it, a redevelopment of the Oregon Worsted property would be able to replace the current tenant in the ground floor or develop a ground floor structured parking podium with wood frame development above. The unused portion of the site in the floodplain could still be used for surface parking, limiting the amount of parking that would need to be met through expensive structured solutions.

The memorandum asserts that industrial development would not be viable with structured parking, which I would agree with. What is of interest is the potential viability of office space with a partial structured parking solution. We have worked recently in Portland's Central Eastside, with market conditions shifting to favor speculative office development over rental apartments. This reflects both an increase in the desirability and acceptance of the area as an office location, as well as an impending overbuild in the rental apartment market.

The following is a summary of a simplified pro forma evaluating a speculative office development over a ground floor podium. The project assumes only partial coverage of the site, with the remainder used to supplement parking requirements with surface parking.

Project Name: HYPOTHETICAL OFFICE OVER RETAIL
 Project Description: Office over Structured Parking Deck
 Date: February 16, 2018

SUMMARY OF PROJECT AND RETURNS

AREA SUMMARY:				EQUITY ASSUMPTIONS:				
Site Size (SF):				194,048	Total Development Costs			\$47,642,944
Building Size (SF):				180,000	(-) Permanent Loan			(\$35,732,208)
FAR (Excluding Parking):				0.93	Net Permanent Loan Equity Required			25.0% \$11,910,736
Building Efficiency:				90%	PERMANENT FINANCING ASSUMPTIONS:			
Saleable and Leasable Area (SF):				162,000				
INCOME COMPONENT SUMMARY:				Interest Rate	DCR	LTV	LTC	
	Leasable SF	Average Rent/SF	Income	Term (Years)	5.50%	5.50%	5.50%	
				Debt-Coverage Ratio	30	30	30	
Retail/Commercial (NNN)				Loan Limitations	1.25			
Office (NNN)	0	\$18.00	\$0	Stabilized NOI (Year 3)		75%	75%	
Parking	162,000	\$24.00	\$3,888,000	CAP Rate	\$3,712,035	\$3,712,035		
Operating Expenses			\$176,400	Supportable Mortgage	6.72%			
Vacancy/Collection		5.3%	(\$216,167)	Annual Debt Service	\$43,584,682	\$41,424,595	\$35,732,208	
		9.9%	(\$403,740)		\$2,969,628	\$2,822,452	\$2,434,603	
TOTAL	162,000	\$21.26	\$3,444,494	MEASURES OF RETURN, INCOME COMPONENTS:				
COST SUMMARY:				Indicated Value @ Stabilization	\$55,232,793			
	PerSF		Total	Value/Net Cost	116%			
Property Acquisition	\$8		\$1,500,000	Return on Cost (ROC)	7.79%			
Hard Costs	\$159		\$28,531,000	ESTIMATION OF VIABILITY GAP				
Soft Costs	\$98		\$17,611,944	Targeted Return on Cost/Income (ROC)	7.73%			
TOTAL	\$265		\$47,642,944	Calculated Gap/Income Components	(\$385,571)			
Net Income Properties Cost			\$47,642,944	Overall Indicated Viability Gap	(\$385,571)			
				Indicated Residual Value Per Square Foot	\$9.72			

Achievable rents were set at \$ 24 per square foot, consistent with the findings of our market analysis. Under these assumptions, it would appear that an office solution may be viable on the site. The study did not differentiate between achievable rents within the NMIA, but this site will offer outstanding visibility from Highway 99E, regional access via 99E and Highway 224, although lacking convenient light rail access.



ADDITIONAL QUESTIONS

The City has also requested that we respond to a series of additional questions.

- What percentage of industrial land (versus residential) is healthy for a community?
 - There is no magical number for a community, particularly in a jurisdiction that is part of a larger metropolitan area. Jurisdictions tend to desire proximate employment opportunities for residents, which reduces the need for long commutes. From a fiscal perspective, communities often favor industrial and commercial development, as the relationship between local taxes paid tends to exceed associated service needs.
- Why are industrial uses typically in the floodplain or highly constrained parcels?
 - Floodplain areas tend to be viewed as a potential life and safety risk, and it is typical to try to distance households from these risk areas. In addition, industrial uses tend to be less sensitive to issues of noise and nuisance.
- What would the inclusion of housing in an industrial area just outside of our downtown do to the mixed-use zoning in our downtown?
 - While we don't view the Oregon Worsted site as a strong residential location, jurisdictions tend to limit the intrusion of residential uses in industrial areas as they often find industrial operations a nuisance, and often complain about pre-existing uses and patterns. This is why areas such as the Central Eastside Industrial District have opposed residential encroachment. Increasing the allowed residential density in the NMIA has the potential to diminish the demand for residential in downtown Milwaukie, even if the site is inferior.
- What is the delta between building in the floodplain versus not?
 - a. The impact of the floodplain on land values is largely attributable to what Eric Hovee notes in his memo. It often requires a structured parking solution or reducing the footprint of the building if possible. This tends to diminish returns, as the cost of structured parking is below what can be recovered by rent. While likely reducing the value, significant value may remain in the land.
- How will more stringent floodplain regulations coming from the federal government affect available employment land?
 - a. This is a legitimate issue, and one I don't know how to address. I know of no jurisdiction that has made land use decisions based on anticipated federal actions, but certainly once these regulations are known, the local BLI could be updated and planning findings adjusted accordingly.
- Would three or four stories of office over a Mill Ends store have a funding gap?
 - a. We ran these numbers and believe that format would work. Nonetheless, we doubt that a Mill Ends store could pay market rents for new construction retail space.

February 20, 2018

Mayor Mark Gamba
Councilor President Lisa Batey
Councilor Angel Falconer
Councilor Wilda Parks
Councilor Shane Abma

Re: North Milwaukie Industrial Area Plan

Dear City Council Members:

We have contacted a number of NMIA committee members and local businesses that support Planning Commission's Milport Overlay (see list below).

Thank you for considering our request.



Peter T Stark, AIA
Design, Architecture and Planning

The following individuals and NMIA Committee Members support allowing residential use on the Oregon Worstest Site:

Rick Anderson, NMIA Committee Member, Anderson Die
Support, via phone call, letter and testimony

Dan Canfield, NMIA Committee Member, Alpha Stoneworks
Support, via phone call and letter

Greg Carlston, NMIA Committee Member, Alpine Food Distributing, Inc.
Support, via phone call

Jimmy Bruce, NMIA Committee Member, NW Flex Space
Support, via phone call and testimony

Denise Emmerling-Baker, NMIA Committee Member, Historic Milwaukie
Support, via phone call, letter and testimony

Neil Hankerson, Dark Horse
Support, letter

John P. Bishop, Pendleton
Support, via letter

Troy Thomas, General Manager Americold

Support, via phone call and email

NOTE: Support as long as addition traffic doesn't burden Milport Road. This comment prompted a traffic analysis showing Apartment would have less impact than Office.

Will Wright representing owners of "NW Flex Space Building

Support, via phone calls

Tennant Investors, Properties include the Goodwill and Darigold sites

Support, via phone call and email

Robb Pickens, Carpet Mill Outlet

Support, via phone call

Kim Cairo, Owner Enchante

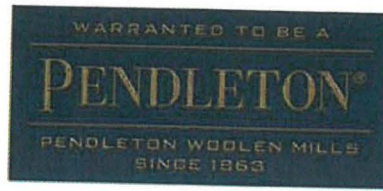
Support, via phone call

Kelly Keaner, Downtown Milwaukie Business Association

Support, via testimony

Ed Zumwalt, NMIA Committee Member

Support, via testimony



February 5, 2018

City Council
City of Milwaukie
10722 SE Main Street
Milwaukie, OR 97222

Dear Council:

I am writing to express Pendleton Woolen Mill's support for the Mill Ends Store's proposal to improve their property at 9701 SE McLoughlin Boulevard with mixed use of housing and retail.

The Mill Ends Store is a strategic neighbor of Pendleton's Woolen Mill Store located approximately 2/3's away at the north end of Milwaukie. These two stores are destination locations that pull in significant numbers of out of area shoppers and benefit each other because their combined presence increases the total number of visitors. Failure to approve the Mill Ends Store's redevelopment proposal threatens its existence and, therefore, the health of Pendleton's nearby Woolen Mill Store.

Further, the Portland metro area suffers from a shortage of housing. The solution to this problem is to increase the housing stock. The Mill Ends proposal does this without removing any land for other purposes because retail use will occupy the footprint below the residential space.

Please give these factors careful consideration and approve the Mill Ends Store's proposal.

Sincerely,
Pendleton Woolen Mills, Inc.

John P. Bishop
President

Cc: Howard Dietrich (email)

PENDLETON WOOLEN MILLS

220 N W BROADWAY | P.O. BOX 3030
PORTLAND, OR 97208-3030
PHONE 503.226.4801 | FAX 503.535.5599
PENDLETON-USA.COM



On Jan 30, 2018, at 1:26 PM, Troy Thomas <Troy.Thomas@americold.com> wrote:

Peter,

As long as project doesn't burden Milport Rd. or the nearby intersections with additional traffic that negatively affects the ability of Americold to provide service to our customers, I personally don't have any issues with this project.

Thank you,



Troy Thomas

General Manager

Americold

Milwaukie, Oregon

Office: 503-654-3124 Shoretel: 14514

Mobile: 503-709-3318

eMail: troy.thomas@americold.com

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[Visit our Careers Page](#)

Peter---

Letter looks ok, but would refer to us as Tennant Investors (as opposed to Tennant Family Holdings)

Joseph P. Tennant

937 SW 14th Avenue, Suite 200
Portland, OR 97205
(503) 241-1255 Office
(503) 887-1255 Cell

-----Original Message-----

From: Peter Stark <ptstark@gmail.com>

To: joetpacmar <joetpacmar@aol.com>; enchantekim <enchantekim@aol.com>; rickanderson8 <rickanderson8@gmail.com>; jncdavis <jncdavis@comcast.net>; deniseemmerlingbaker <deniseemmerlingbaker@gmail.com>; dan <dan@alphastoneworks.com>; pemczum <pemczum@comcast.net>; troy.gagliano <troy.gagliano@pgn.com>

Cc: Mr. Howard N. Dietrich <millendstr@aol.com>

Sent: Mon, Jun 26, 2017 2:56 pm

Subject: NMIA DRAFT testimony

Thank you for supporting the Mill End Store. I've attached the letter I plan to submit for testimony at the Milwaukie Planning Commission Hearing tomorrow. Your name is listed in support at the end of the letter. I've also attached the two consultant reports that led to the request for residential on the site.

If you have comments/concerns - please contact me no later than tomorrow morning.

Thank you again.

Peter

Peter T Stark, AIA
Design Architecture Planning
2939 NW Cornell Road, Portland OR 97210
503/274-4111
503/274-4409 fax
503/805-4141 cell

Richard Anderson <rick@andersonpots.com>

Date: Wed, Feb 7, 2018 at 1:11 PM

Subject: Re: North Milwaukie Industrial Area Hearing

To: Ann Ober <OberA@milwaukieoregon.gov>

Cc: Christopher Anderson <chris@andersonpots.com>

Dear Ann,

Thanks for your message. I will definitely plan to attend the February 20 Public Hearing.

Peter is correct in mentioning that I support the new Mill End Store with Housing plans in the designated overlay area.

Howard Dietrich's revitalization plans for this area seem like a good solution to a long-term flood plain problem.

It would be great to see some actual new development in the NMIA area, after the hearing the NMIA consultants suggest no new development could currently pencil out without a city subsidy.

See you next Tuesday,

RICK

Rick Anderson
Anderson Die & Manufacturing Company
2425 SE Moores Street
Portland, OR 97222
[503-654-5629](tel:503-654-5629)
rick@andersonpots.com

On Wed, Feb 7, 2018 at 12:35 PM, Ann Ober <OberA@milwaukieoregon.gov> wrote:
Hi Rick-

I hope you are doing well. I am writing at the request of Council. Last night, the City heard testimony about utilizing lands within the North Milwaukie Industrial Area for housing. Peter Stark mentioned that you are supportive of this move, at least in the designated overlay area. Per his statement, Council is wondering if you would attend the February 20 Council Public Hearing at 6pm – would that be possible?

Thanks for considering the request.

Ann

ANN OBER
City Manager
o: [503.786.7501](tel:503.786.7501) c: [503.753.6608](tel:503.753.6608)
City of Milwaukie
10722 SE Main St • [Milwaukie, OR 97222](http://Milwaukie,OR97222)



February 20, 2018

Mayor Mark Gamba
Councilor President Lisa Batey
Councilor Angel Falconer
Councilor Wilda Parks
Councilor Shane Abma

Mayor Gamba and respected Council members,

This letter expresses our support for the Planning Commission's proposed Milport Overlay on properties impacted by the floodplain. It is our understanding this overlay will allow housing uses in conjunction with employment.

Further we understand if this overlay is **NOT** initiated – the Mill End Store and other buildings may be demolished with the next flood. Given the cost to build in the floodplain is substantial – the city would lose the Mill End Store. The Mill End Store is popular and brings shoppers to the Milwaukie area.

We are surprised City Council is willing to risk that loss including its employees and the many years of support the owners have shown to the community. Similar the Mill End Store, Dark Horse has a long history with the community and City of Milwaukie. This is our home and we hope it will continue to be a home for the Mill End Store.

We urge City Council support the Planning Commission's proposed Milport Overlay.

Thank you for your consideration,

Sincerely,

Neil Hankerson
Executive Vice President

February 16, 2018

Project #: 22547

Peter T Stark, AIA
Design Architecture Planning
2939 NW Cornell Road
Portland, Oregon 97201

RE: Trip Generation Assessment for Mill End Store Site Redevelopment Scenarios – Portland, OR

Dear Mr. Stark,

This letter presents the results of a trip generation assessment for two hypothetical development scenarios prescribed by you for the Mill End Store site on the southwest corner of the SE Milport Road/McLoughlin Boulevard intersection in Portland, OR. More specifically, this letter summarizes and compares the differences in trip generation potential for separate apartment and office developments with identical building area on this site. As described herein, the results of the analysis indicate that a 140,000 SF office building would generate more vehicle trips than a 140-unit apartment complex having the same building size of 140,000 SF over an average weekday, as well as for the weekday AM and PM peak hours of adjacent street traffic.

TRIP GENERATION SUMMARY

Trip generation estimates were prepared for two hypothetical development scenarios using the trip rates contained in the standard reference manual, *Trip Generation, 9th Edition*, published by the Institute of Transportation Engineers (ITE, Reference 1). Table 1 summarizes the trip generation results for the average daily, as well as weekday AM and weekday PM peak hour conditions, along with comparative differences.

Table 1: Trip Generation Summary

Land Use	ITE Code	Size (SF)	Total Daily Trips	Weekday AM Peak Hour			Weekday PM Peak Hour		
				Total Trips	In	Out	Total Trips	In	Out
Apartments	220	140	931	71	14	57	87	57	20
General Office	710	140,000	1,544	218	192	26	209	36	173
Difference (Office – Apartments)			+613	+147	+178	-31	+122	-21	+153

As shown, a 140,000 SF office building would generate 613 more average daily trips, 178 more weekday AM peak hour trips and 122 more weekday PM peak hour trips than a 140-unit apartment complex of identical building size.

We hope this letter provides an adequate summary of the trip generation characteristics of the two hypothetical development scenarios you prescribed for us. If you have questions or comments pertaining to our findings please give us a call at (503)-228-5230.

Sincerely,

KITTELSON & ASSOCIATES, INC.

A handwritten signature in blue ink, appearing to read "Brian J. Dunn".

Brian J. Dunn, P.E.
Associate Engineer

Cc: Howard N. Dietrich

Reference: 1. Institute of Transportation Engineers. *Trip Generation, 9th Edition*. 2012.



AACOUSTICS
9324 SW CAMILLE TER.
PORTLAND, OR. 97223 - 7043
(503) 977 - 2690
olki@aacoustics.com
www.acousticalengineering.net

February 16, 2018

Peter T Stark, AIA
Design Architecture Planning
2939 NW Cornell Road, Portland OR 97210
503/274-4111
503/805-4141 cell
ptstark@gmail.com

Introduction

At the request of *Peter T Stark*, *AAcoustics* has provided sound pressure level recordings and analysis on the parking lot of the *Mill End Store* in 9701 SE McLoughlin Boulevard Milwaukie, Oregon.

It is my understanding the client is interested in developing housing at the northwest corner of the site (the location of the Mill End Store) and needs to determine if sound from adjacent industrials uses poses an issue for housing at this location. A conclusion based on analysis is provided at the end of this report.

Figure 1
Site



The red dots mark the recording position

The recordings were made to determine the ambient sound pressure levels from various sources such as I-224, SE McLoughlin Boulevard (99E) and the industrial building west of Johnson Creek.

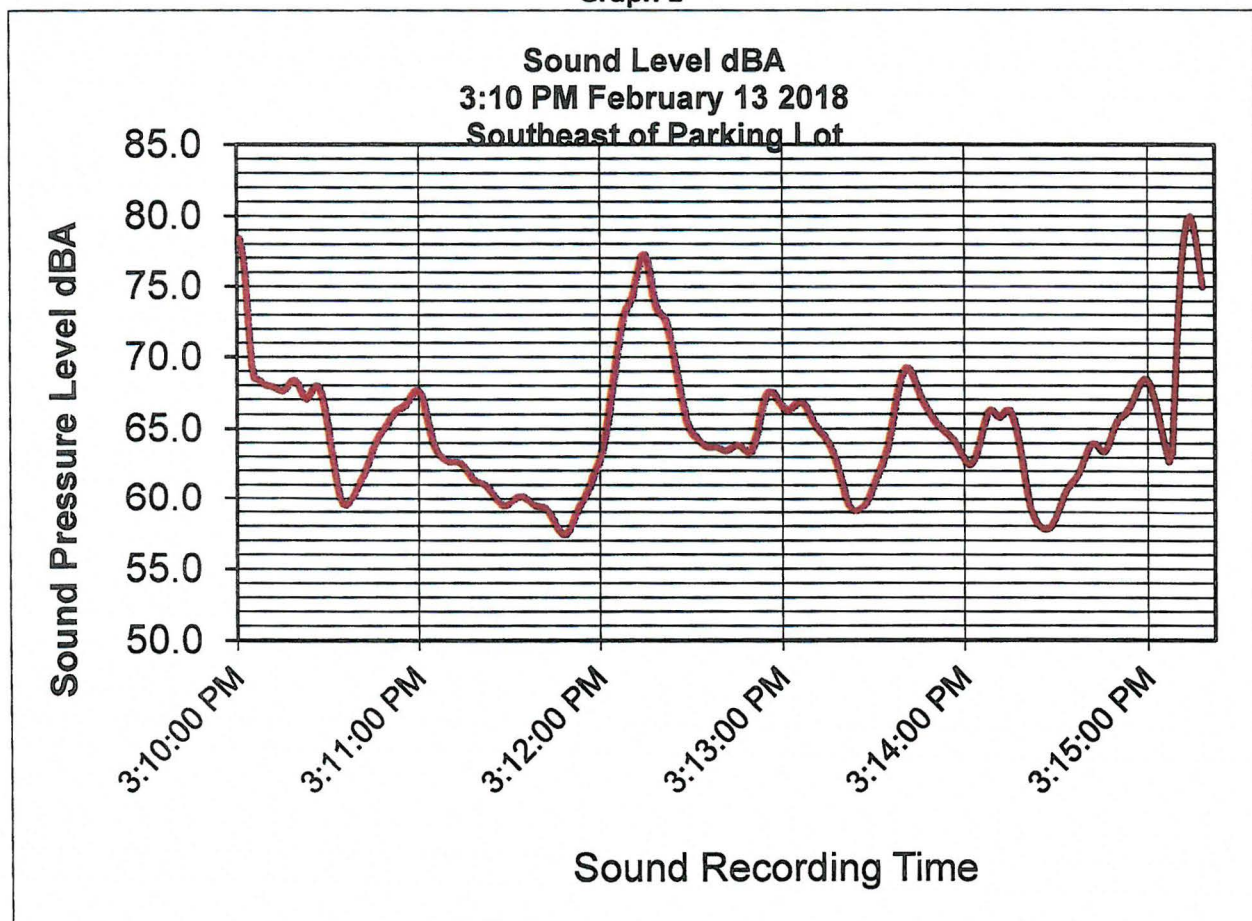
Sound Recording

The data were gathered using a General Radio Precision Sound Level Meter (SLM) and analyzer (Type, I) Model 1982 Serial #0657982. The unit was calibrated on the site just prior to use. During data collection, the weather was sunny and warm without rain or perceptible wind and the air temperature was 61° F. The microphone of the sound level Meter is omni directional, so it pick-up the sound from all the direction.

Position 1

The sound of recording level in position 1 (see Figure 1), as shown in Graph 1, is dominated by the traffic volume on 99E and 244. The sound pressure level peak at about 80 dBA, and the Bottom Level, 57 dBA. The lowest sound recorded is from the study state sound pressure level of the industrial building west of Johnson Creek.

Graph 1



Photograph 1

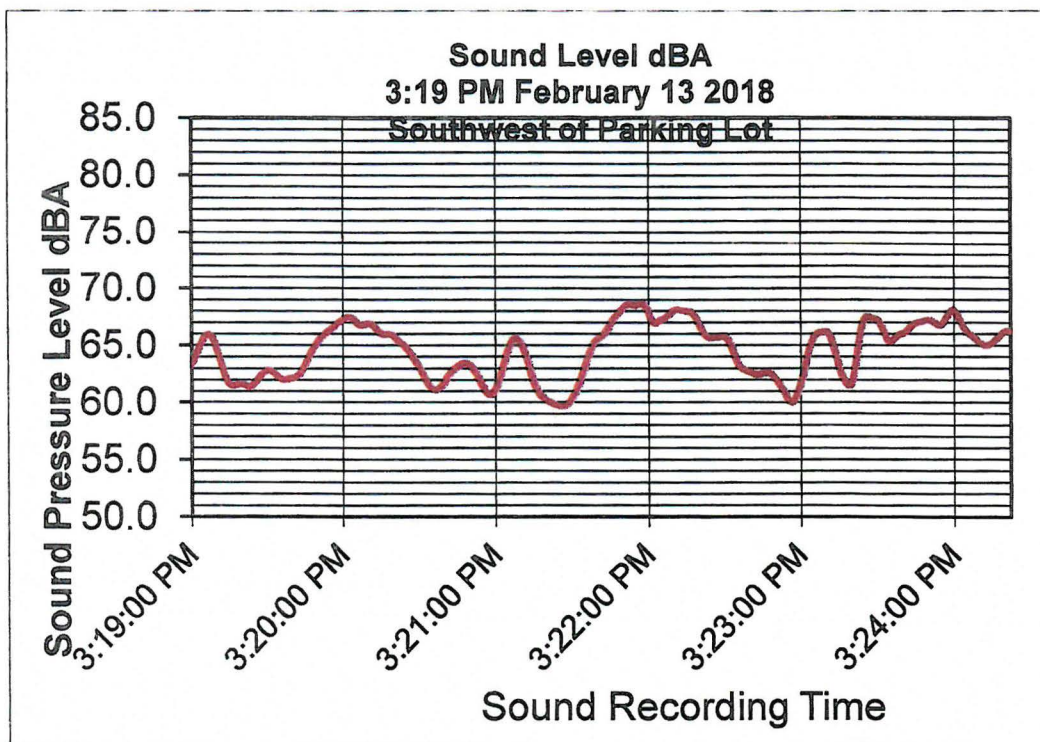
Position 1



Position 2

On the top eastern bank of Johnson Creek on the southwest of the parking lot. The traffic sound pressure level peaks at 69 dBA, and the industrial sound pressure level is at steady 60 dBA, three decibels louder than at the eastern side of the parking lot. At this location, the industrial noise is loudest because of air intake fan across the Creek, please see Photograph 2.

Graph 2



Photograph 2



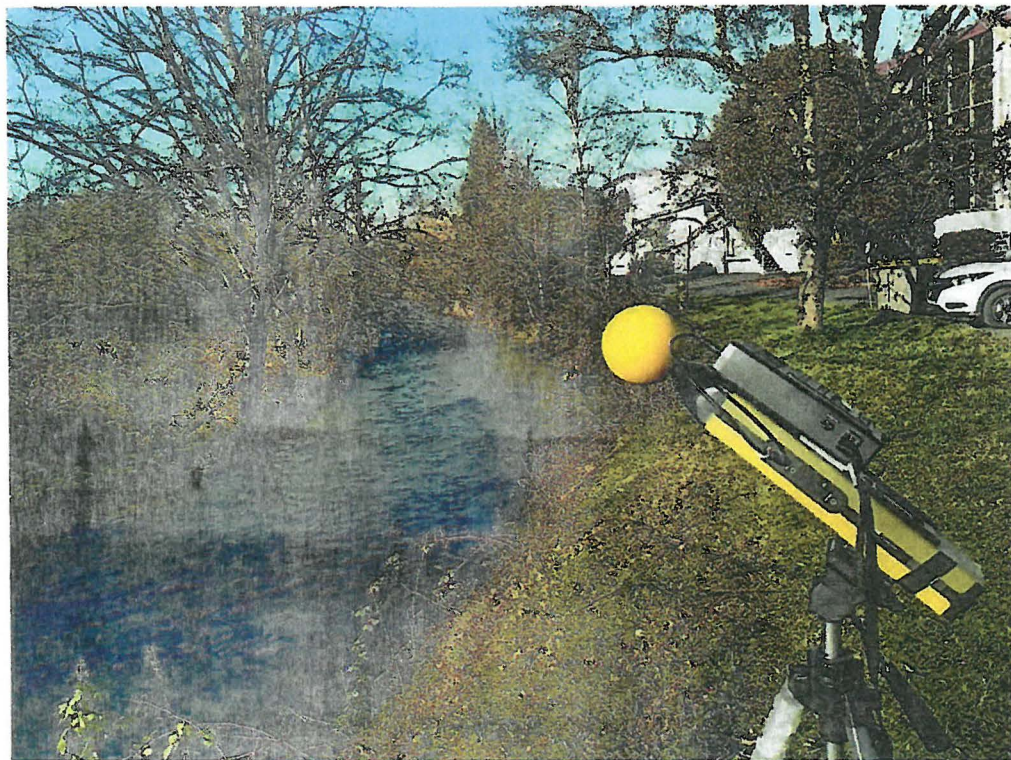
Position 3

The dominating sound pressure level is a constant 63 dBA from the creek. Please see the attached file (Creek Pos 3.wav) of the Creek Sound.

Photograph 3.1



Photograph 3.2



Position 4

The dominating sound is the creek sound only. Please see the attached (Creek Pos 4.wav) File.
The creek sound pressure level is 55 dBA.

Position 5 and Position 6

The traffic sound pressure level was like position 1.

Findings

It is my expert opinion if housing were constructed on the northeast corner of the site, adjacent industrial uses pose little or no sound impact. Industrial sources were found south of the proposed site - but at levels that are tolerable for housing. In fact, sound samples taken where industrial sounds could be measured (position 2), were primarily masked by the creek and the surrounding traffic noise.

As noted in the analysis most the sound peaks originate from traffic volume on 99E and 224. Those sounds can be masked by implementing construction standards specific to reducing ambient noise.

Sincerely,

A ACOUSTICS



Elki M. Lahav P.E.



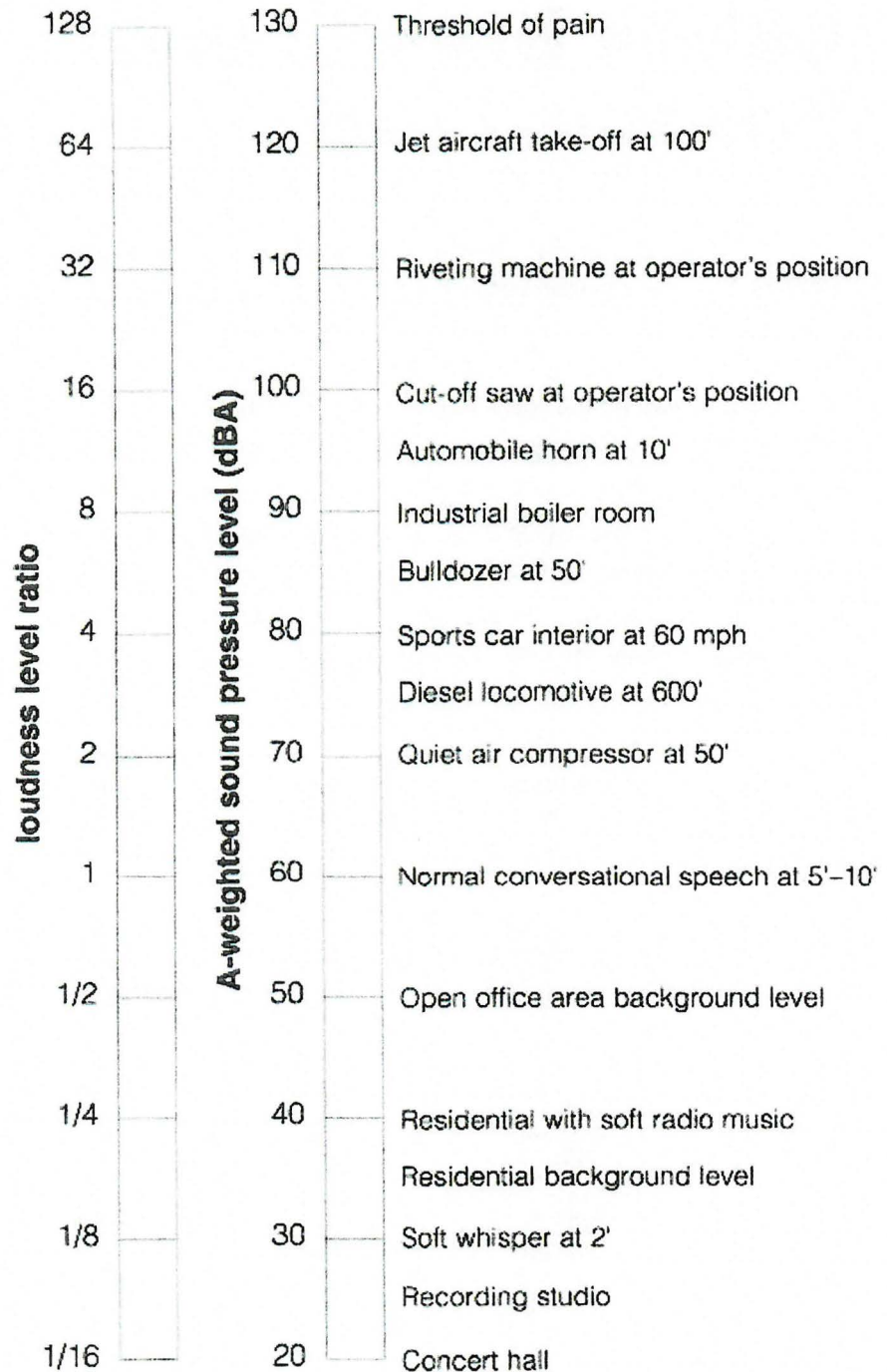
APPENDIX

A-weighting

Generally, the sensitivity of human hearing is restricted to the frequency range of 20 Hz to 20,000 Hz. The human ear, however, is most sensitive to sound in the 500 to 8,000 Hz frequency range. Above and below this range, the ear becomes progressively less sensitive. To account for this feature of human

hearing, sound level meters incorporate a filtering of acoustic signals according to frequency. This filtering is devised to correspond to the varying sensitivity of the human ear to sound over the audible frequency range. This filtering is called A-weighting. Sound pressure level values obtained using this weighting are referred to as A-weighted sound pressure levels and are signified by the identifier dBA. To provide some perspective, The following figure gives typical A-weighted sound pressure levels of various common sounds.

An important feature of the human perception of continuous sound is that an increase or decrease in sound pressure level by 3 dB or less is barely perceptible; an increase or decrease of 5 dB is clearly perceptible; and an increase or decrease of 10 dB is perceived as a doubling or halving of the noise level.



Octave Band Sound Pressure Level

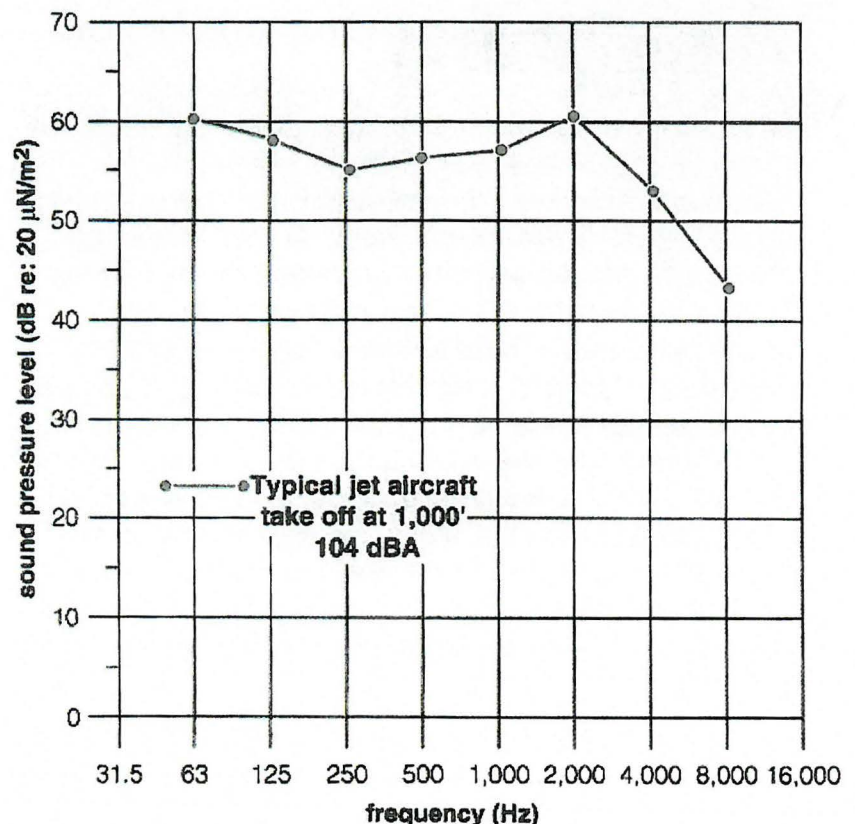
For general environmental sounds, inside and outside of buildings, acoustic analysis usually involves determining the sound pressure level in-groups or bands of frequencies. It is customary to divide the audible frequency range into octave frequency bands. The following figure provides a list of octave band frequencies which have been defined in ANSI Standard S1.6-1984 Preferred Reference Quantities for Acoustical Measurements [10]. The ANSI standard does not define octave band numbers. These have been given in the following figure as they are commonly used in technical literature, particularly information pertinent to buildings.

Octave Band No.	Low Frequency Limit (Hz)	Center Frequency* (Hz)	High Frequency Limit (Hz)
	22.4	31.5	44.7
1	44.7	63.0	89.1
2	89.1	125.0	178.0
3	178.0	250.0	355.0
4	355.0	500.0	708.0
5	708.0	1,000.0	1,413.0
6	1,413.0	2,000.0	2,818.0
7	2,818.0	4,000.0	5,623.0
8	5,623.0	8,000.0	11,200.0
9	11,220.0	16,000.0	22,387.0

*Nominal Values

Sound level meters often are outfitted with octave band measurement capabilities. This allows the instrument user to directly measure the sound pressure level in each octave band. Although this data can be listed in tabular form, it is more useful to graph octave band values on a chart, as shown in the next figure. This allows the user to more easily identify specific features of background noise, which might be of concern. Data presented in this fashion are referred to as an **octave band spectrum**. Also shown in the Graph is an octave band spectrum of noise produced by an aircraft taking off at a distance of 1,000 feet.

Under certain circumstances, more frequency resolution in acoustical data is needed so that one-third-octave band sound level spectrum is used. For example, the 1,000 Hz octave band is divided into one-third octave bands with center frequencies at 800 Hz, 1,000 Hz, and 1,250 Hz





February 15, 2017

Mayor Mark Gamba
City of Milwaukie
10722 SE Main St.
Milwaukie, OR 97222

Dear Mayor Gamba,

In recent years, the City of Milwaukie has made excellent progress on many fronts. Among the notable, the central core of the city has been revitalized, greenspaces and Johnson Creek have been improved, and the light rail corridor development provides additional access and opportunities. As outlined in the city's "Milwaukie All Aboard" vision adopted last fall, there are also many other opportunities ahead.

Among these opportunities, one in particular stands out. The North Milwaukie Industrial Area (NMIA) Plan is an integral part of the future of the city. A well thought out industrial area plan will further expand the employment opportunities within the city and provide additional local access to family-wage jobs.

As the NMIA Plan is being finalized, I urge you to reconsider one part of the Plan. I am writing today to oppose the Milport Mixed Use Overlay outlined in the Plan. Regardless of the few arguments made in support of the mixed-use overlay, incorporating residential or multi-family units within an industrial district is ill-conceived.

The city, industry, and residents will face many challenges if the Plan progresses as outlined with the mixed-use overlay. It is difficult for industry and residential/multi-family units to exist in close proximity. We believe the city will see a sharp increase in complaints due to noise, truck and car traffic, and other likely challenges of competing uses.

Please reconsider the Milport Mixed Use Overlay and focus on residential and multi-family housing expansion closer to the city's core and other areas. Maintaining existing industrial areas is integral to the future of the city. Once gone, industrial zones are unlikely to return, which limits the future potential for local, family-wage jobs in the city.

PCC Structural has been a part of the Milwaukie business community for many decades. We value the city and our partnership as we seek to grow our business. We appreciate your consideration of our perspective on the NMIA Plan.

Kind regards,

A handwritten signature in black ink that reads "Tom Trotter".

Tom Trotter
General Manager, Large Parts Campus

cc: Ann Ober, City Manager, City of Milwaukie

From: D. Baker <artcompassioneducation@gmail.com>
Sent: Tuesday, February 20, 2018 4:20 PM
To: OCR; Alma Flores; Ann Ober; Mark Gamba; Wilda Parks; Shane Abma; Angel Falconer; Lisa Batey
Subject: Re: NMIA: Johnson Economics Memo

Thank you for sharing the NMIA memo from Johnson Economics. I do understand that reputable specialists have presented different opinions on economic feasibility of building a mixed use residence as opposed to industry only in the Milport overlay area. I also understand that there are unique nuances to the Milport area Floodplain and the Historic Mill End business.

I do have issue with a couple of things mentioned.

1. I disagree that possible Milport Overlay residences are not accessible to downtown or amenities. The Milport Overlay residential is as accessible to downtown Milwaukie and services as the over 300 highly sought after apartments at Waverly Commons, and the two condominium complexes on Lava Drive, as well as some of the most beautiful, high end homes in Milwaukie at Waverly Golf course. Potentail Mill End apartment dwellers could cross 17th Avenue at the current stop light on Milport and 17th, then they would have access to the terrific pedestrian and bike trail on 17th to downtown Milwaukie, crossing at the light where the Waverly apartment residents and condo residents cross now. Also, 17th Ave has terrific access to the TriMet bus line both toward Milwaukie and Portland.
2. I appreciate that Jerry Johnson of Johnson Economics mentioned in the letter that he does not have expertise about building in a Flood Plain area. I also trust Jerry Johnson's research related to the need for more apartments and a panels recommendation for apartments near work ,as is mentioned in recent articles. Jerry Johnson cited some information in recent articles and speeches that indicate our economy and growth rate in the greater Portland Metro area would support an apartment complex, such as one in the Milport Overlay area. In a speech at the Mac Club, May, 2017, Jerry Johnson said that rents are popular in Urban areas (like the Milport Overlay) and the vacancy rate is still incredibly low in the greater Portland Metro area. He said that suburban rentals are growina as well (<https://www.youtube.com/watch?v=fprzln4iDAQ>), He said the demographics have favored apartments (see slide shot below) and people love urban housing (I would suggest the Milport Overlay proposed apartments would be urban housing).

SUMMARY

- Economy Healthy
- Demographics have favored apartments
- Metro Area now viewed as "Investment Grade"
- Late Cycle for Urban Housing
- Opportunities in Suburbs
- Replacement Costs Going Up
 - Construction Costs
 - Inclusionary Zoning
- Interest and cap rates?



2. From a June 2017 Article (see attached) . Jerry Johnson, of Johnson Economics, reported that the Portland Metro area is still experiencing a lack of housing.

<http://portlandtribune.com/but/239-news/362917-242699-a-home-is-a-key-component-to-economic-vitality>

"During the Housing Summit, Economist Jerry Johnson talked not only about the lack of supply when it comes to housing, but about the lack of trained construction workers, who are needed to build homes."

The panelists also reported the benefits of housing near work.

"The Portland region has continued to grow both in population and in jobs. It's difficult though to attract employees if housing in the area is too expensive for the workers. If they live farther away from work, then there is an added weight to the transportation system "

It is obvious there are mixed reviews of what is best for the Milport Overlay area. I hope our city, the city of Milwaukie, will look more closely at the input from Milwaukie planning staff, Milwaukie Planning Commission, Milwaukie Business owners, Milwaukie residents, experts hired to facilitate a historic Milwaukie Landmark business and property investor in a floodplain area, than that of "experts" who don't live here, work here, and are not financially invested here. I keep hearing from "experts" outside of Milwaukie that our industrial area could allow them to bring investors and developers to us, when we already have an investor with funds willing to build something beautiful and useful in the Milport Overlay area.

Thank you for your further consideration of multiple points of view, even from the same people.

Sincerely,

On Tue, Feb 20, 2018 at 12:36 PM, OCR <OCR@milwaukieoregon.gov> wrote:

Greetings,

You are receiving this email because you testified before the Milwaukie City Council at the February 6, 2018, public hearing on proposed code and zoning changes to the North Milwaukie Industrial Area (NMIA). Attached, please find a memorandum prepared by Johnson Economics related to the NMIA Development Feasibility Study and the E. D. Hovee Memo. Printed copies of this memo will also be available at this evening's meeting.

If you have any questions, please contact us.

SCOTT STAUFFER, CMC

City Recorder

p: [503.786.7502](tel:503.786.7502)

City of Milwaukie

Disclaimer

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--

Denise Emmerling-Baker, EdD

Director, Art, Compassion, Education

<http://www.artcompassioneducation.com/>

[\(503\) 407-1940](tel:(503)407-1940)

"Compassion, empathy, and love are the real pillars we need to build within ourselves to become human."-Loknath

Vera Kolias

From: D. Baker <artcompassioneducation@gmail.com>
Sent: Tuesday, February 13, 2018 8:26 AM
To: Mark Gamba; Angel Falconer; Lisa Batey; Wilda Parks; Shane Abma
Cc: Brett Kelter; David Levitan; Mary Heberling; Amy Koski; Ann Ober; Dennis Egner; Vera Kolias
Subject: Re: Research related to the proposed Flood plain Milport Overlay
Attachments: 2-13 Research to support the Milport Overlay.docx

1. **Correction:** Please find attached another copy of the research I sent previously with a few spelling corrections "lose" as opposed to "loose" and other minor corrections. This corrected version is title 2-13 Research to support Milport Overlay.

2. Additionally, please find this link to an article I recently read about the benefits of remote, home offices; such as I believe the Mill End apartments would attract, thereby supporting job creation in the area.

<https://www.inc.com/brian-de-haaff/3-ways-remote-workers-outperform-office-workers.html>

Thank you for all of your thoughtful consideration about the NMIA proposal, the Milport Overlay and all of the pending projects in Milwaukie. I can imagine decision making can be difficult with information from various potential stakeholders coming forth. While Milwaukie sometimes benefits as being part of the greater Portland Metro area, Milwaukie is different than the rest of close in SE Portland, because we have our own unique small town history, beauty, goals and people who choose to live and invest here. Thank you for believing in Milwaukie, the people who have made it great and will continue to do so, and your planning staff who support the Milport Overlay.

Denise Emmerling-Baker, EdD
Director, Art, Compassion, Education
<http://www.artcompassioneducation.com/>
[\(503\) 407-1940](tel:5034071940)

"Compassion, empathy, and love are the real pillars we need to build within ourselves to become human."- Loknath

2-9-2018

Denise Emmerling-Baker EdD
Director of Art, Compassion, Education
<http://www.artcompassioneducation.com/>
10824 SE Oak St. #157
Milwaukie, OR 97222
(503) 407-1940

Dear esteemed Milwaukie Mayor and City Councilors,

Thank you for continuing the hearing regarding the North Main Industrial Area,

I have been a resident of the Historic Downtown Neighborhood Association of Milwaukie and owned an education and arts consulting company in Milwaukie for over 4 years. I have been active with many city hall issues, the neighborhood association, the Downtown Business Association, the city artMOB, on the board of two different downtown condos, and a member of the North Main Industrial Area (NMIA) Advisory Committee since its inception. I care about Milwaukie, its liveliness, sustainability, economic growth and development with maintenance of its rich history and small-town charm. It is my opinion, the opinion of many Milwaukie residents and business owners that I have spoken to, the opinion presented by Milwaukie's own planning staff, and an opinion supported by research and articles cited below, that the Milport Mixed Use Overlay at the Johnson Creek Flood Plain area in NMIA be approved by the Milwaukie City Council so that Mill End may build a mixed use residential, parking, and Mill End Bulk Fabrics Retail store.

To address some of the questions and concerns raised by council at the February 6, 2018 meeting. I have completed some research cited below and made suggestions following blue font, which might request to reduce concerns and benefit city. The research articles are listed with highlights in Addendum A, with Photos in Addendum B.

i. If we allow for housing at the Mill End site, will we reduce our goal of creating employment for that area?

No, according to **article 1**. Below: well-done residential at the location of a landmark, successful industry (such as Mill End Fabrics and Carpet Mill) will encourage future development (jobs), create pedestrian friendly environments, increase potential for home offices (jobs) within the residences that have a more commercial address, and has the added benefit of reducing traffic for those choosing to work in the NMIA. Research shows that home offices are on the rise, as well as partial commute positions. **Article 8** shows that makers and small-industry need to connect to historical landmark companies (such as Mill End) and build off their success. This is economically good for businesses and cities and adds diversity to the real estate market.

i. What the city might ask for within the Mill End new construction to encourage home office jobs: That the apartment building have within it a shared meeting space, foyer, common to many new buildings, that encourages home offices.

ii. What about the zoning for industrial use and resident complaints? According to **article 2** below, cities are by definition multi-use projects, residential currently abuts our NMIA on the Eastern and Western borders and will more so with the Tacoma Mixed use area proposal. Zoning and appropriate use codes need to be in place for mixed industries and offices anyway, as mentioned at the Feb. 6th meeting by the manager of Flex Spaces, nobody wants noxious fumes or too loud of noises next to their quiet business. Rental agreements should reflect careful consideration of neighboring businesses.

Every location has imperfections, and humans complain. I lived above restaurants on North Main and residents complained of food smells, patron noise, and the noise from commercial kitchen fans. As condo board member, I reminded residents that they knew they were moving above restaurants and they might want to look for housing elsewhere if this became a problem for them, that we lived in a mixed-use home, welcoming our commercial neighbors with our residences. The city planning staff are able to provide zoning codes and language.

Plus, **article 3**, indicates that the tendency for toxic producing industry is changing, technology has created cleaner industry which we want in Milwaukie anyway, so near Johnson Creek, Waverly homes, and our downtown.

ii *What the city might ask for related to residential air/noise quality and benefits to the city:*

The city might ask the builder to put in air filtered air conditioning and fans in all units and come up with explicit language reminding tenants of the industries nearby. The city might use this Mill End Apartment building as a model and information gathering for future residential to be built in the Tacoma mixed use area.

iii. **We want NMIA to be an innovation area, not a residential area.** Articles 4 and 7 below show that artisans and innovators are drawn to live in mixed use industrial/residential areas, near other makers and innovators. Many are seeking an affordable apartment near other innovators walking distance to their affordable maker space. I personally know two artists in NW Portland who moved from their artist maker space loft to a separate apartment and leased a separate maker space in walking distance because they wanted it out of their residence, but within walking distance. Plus, a makers and innovators supply store such as Mill End, attracts artisans to the area.

What the city might ask for to further attract artisans and innovators to the residences at the Mill End

Site: That Mill End plan for a public display site of rotating artisan work and/or portfolios of innovative residents either in the lobby of the apartments, or even in the retail location, thus encouraging artists and makers to move in. Local industries might offer a transportation incentive for residents who walk to work and do not need parking.

iv. **What about Johnson Creek, setbacks and trees?** The Mill End site is situated to become the best example of how to develop around Johnson Creek. Already the owner, Howard Dietrich, has established the Johnson Creek Watershed offices, the only pedestrian bridge over the Creek in the Downtown Milwaukie Area, and Mill End already includes some nice setbacks along the creek and the parking with many trees. The owner of the Mill End Site has a solid history of supporting Milwaukie above and beyond, I imagine he would meet any guidelines for beautifying and sustaining Johnson Creek. In fact, this construction could serve as a model for how other developers should enhance Johnson Creek as a pedestrian friendly, sustainable asset. **Article 5** shows higher income generated from mixed use can then be used to offset money spent on environmental remediation, site preparation and habitat restoration. Of course, the owner will maintain the landscape to benefit tenants and in turn, residents (as opposed to workers) are more likely to keep the area clean and report issues.

v. **What the city might ask for related to Johnson Creek, and how the city will benefit:** The city might ask the builder/owner to work with the Johnson Creek Watershed Council to make sure that development is to the benefit of the creek, to maintain and improve the creek area near the development and add pedestrian elements like benches, etc. This could serve as a model to other developers near the creek.

vi. **How does this Millport area overlay including apartments benefit the North Main Industrial Area?**

Besides enticing artists and other innovative makers to move in, serving as a model for aesthetic and sustainable building development, a model for Johnson Creek improvement, and encouraging creative home offices. Providing housing at this spot, the Southwest region of NMIA offers the area security of an in-residence population, keeping eyes and ears on the area 24 hours. This residential security will be provided at all other corners of NMIA: NW and NE by the Tacoma mixed use area and SE by the proposed mixed-use development at Pietro's. **Article 6a and 6b**, below indicate that neighborhood associations are vigilant security guards to their areas. Also, they complement the industries around them with their vigilance toward crime, cleanliness, and aesthetics.

vi. **What the city might ask for to assist in area security:** Residents might be provided with an industrial area map, outlining businesses, hours, and appropriate uses, at business locations and along Johnson Creek. See something, say something could be outlined: here might be clear guidelines of what to do, who to call if they see something.

vii. **Won't these apartments compete with the apartments being built downtown?** Several research studies, including one provided to the city of Milwaukie in 2016, indicate the ridiculously low vacancy rate in the greater Portland area, including Milwaukie. Research presented below in 9a-9d, shows that the current closet apartment building manager does not consider this apartment structure as competition, that Milwaukie is one of the top neighborhoods to live in, and will continue to need over 1000 new residences by 2036. Whomever chooses to live above Mill End, is most likely a different person than who will choose to live downtown. The owner has already committed to offering some low-cost housing in his building, which is sorely needed.

vii. What about AmeriCold across Milport from Mill End, is it compatible? Please see the photos provided in **Addendum B**. Not only is AmeriCold compatible as a building across the street from apartments, but it offers another model location for innovative murals and landscaping. There are semi mature pines and deciduous trees aligning a giant cement wall (possibly 40 feet by 300 feet). There are no window, doors, or truck loading bays on the Milport side of AmeriCold. As a muralist, I could see a gradation of natural colors from greens at the ground level to sky blue at the top, allowing for trees to grow and be a part of the natural colors. It might open itself to further detailed murals later. I have provided other photos with explanations of why an apartment building in this area makes sense.

viii. What will Milwaukie lose if council does not approve the Milport Flood Plain Mixed-Use Overlay?
Milwaukie may lose a historic, prosperous, innovative, maker supply store that brings in shoppers from around the region, who spend time shopping at other Milwaukie locations and eating/drinking at Milwaukie establishments while they are here. We may lose the investment in Milwaukie from a developer/owner who currently has the funds to do this construction, is willing to meet standards to design a model building with model sustainability along Johnson Creek. We may lose the reputation that Milwaukie cares about maintaining its history along with welcoming progress. We may lose the diversity of makers and doers who choose to live in an industrial setting so near our tiny downtown, industry, and mass transit. We may lose money willing to be invested in a known floodplain, money that may never be offered by another developer who sees the studies done indicating the cost to build in a flood plain would require mixed use. We may lose our reputation as caring about building to accommodate climate change, knowing that climate change in our area affects Johnson Creek flooding potential. We may lose one of the most longstanding guardians of the Johnson Creek Watershed, providing an example of business and waterfront stewardship. We may lose the opportunity to begin work on a project that will serve as a model for other NMIA mixed use development that will come at the Tacoma area. We may nurture the notion that Milwaukie government is not willing to compromise with businesses, look out for their best needs, be willing to think outside the box, maintain its own separate identity focusing on its own historical and creative assets unique from those in other greater Metro Portland area.

It is worth repeating that we are talking about at flood plain, just googling building on a flood plain you will find most articles discourage doing so. The costs of doing so properly are prohibitive for most. I believe the only reason that we have a developer willing to spend the money to build on this known flood plain is because of the history of his successful business there, and his love for Milwaukie. I truly believe we will not get another investor to this flood plain area for many years to come. None of the young, Portland planning employees who came to the Feb. 6th meeting mentioned development on a flood plain. I feel this important element is being overlooked. See **article 10**.

ix. What will Milwaukie gain from allowing a mixed-use overlay at the Milport Flood plain area?
Many benefits of allowing the Milport Flood plain overlay have been mentioned previously. And, most importantly, we should not forget, Milwaukie gets to keep the same historical, nationally famous, maker supply store with more benefits added: we gain residences, parking, a more modern, beautiful building representing our history and our progress, our industrial area and our innovation. We gain the only downtown pedestrian friendly pathway along and over Johnson Creek. We gain an aesthetic, parking, and landscape model for further NMIA development. We gain respect from our business community supporting this endeavor. We gain confidence in believing that downtown Milwaukie is such a draw that all our apartments will be filled. We gain a few more affordable residences as promised by the owner. We gain so much more than the fears of what we might lose.

Please accept the Milport Overlay as part of the North Milwaukie Industrial Area Plan and Code Amendments.

Sincerely,
Denise Emmerling-Baker EdD
Denise Emmerling-Baker EdD

Addendum A: Recent Research related to Statements Above: Key points highlighted.

1. <https://www.pinpointcommercial.com/blog/2014/06/30/the-benefits-of-mixed-use-properties/>

The benefits of mixed-use buildings and properties include the following:

- Stimulating more variety in the design of and options for single and multifamily housing;
- Encouraging development within dense, more compact areas of land;
- Reducing traffic and pollution by allowing residents to use their cars less;
- Creating pedestrian-friendly environments thanks to the short distances between living, work, commercial and recreational destinations.

2. **The Milport Overlay area is a transportation hub with the pedestrian/bike path, the bus system on 17th and proximity to the Max. And there is a demographic change in the world. Many people are choosing mixed use urban areas. Welcoming diversity of people includes offering diversity of residential locations.** While a group of people may prefer a less industrial area to live in, it is exclusive not to consider that others prefer this lifestyle.

Additionally, a city, by definition, is a mixed-use project. Milwaukie has and will have a natural edge from industrial to residential. High end homes are across 17th avenue from currently zoned industrial use. Industrial areas from North Main back up to residences East of the industrial area. The newly proposed Tacoma Mixed use area will have similar considerations related to noise, air quality, and traffic as the proposed Milport Overlay. Any zoning issues related to the mix of residential and light industrial already exist and will exist more in the Mixed use proposed areas at Tacoma, and as buildings rise and new industries arrive near the East and West edges which currently exist between this industrial area and current residents.

<https://www.constructiondive.com/news/building-a-sense-of-community-why-mixed-use-developments-are-sprouting-u/421386/>

"Everyone really wants that walkable, amenity-rich environment where there's a feeling of community," Burick said. A compact place like Rosslyn, which is also a transportation hub, makes that goal more achievable for everyone. **"It's really about that accessibility to the place and accessibility to the amenities that are within the place."**

Breclaw added, "It's just a demographic change in the world." Overall, the country is becoming more urban, he said, with more than 50% of people in the U.S. living in cities or urban areas. After all, Breclaw said, **"a city, by definition, is a mixed-use project."**

3. **The tendency for toxic light industry is reducing, and mixed use residential/industrial often leads to home offices in buildings with a commercial address and especially modern residential structures with shared meeting rooms and foyers.** <http://theconversation.com/a-place-to-live-work-and-play-why-mixed-use-developments-are-making-a-comeback-73142>

People don't like the idea of sharing their residential spaces with industrial and commercial uses. Issues such as noise, smells and loss of privacy prevent some buyers from investing in mixed use schemes. But this tendency **is gradually changing**. Examples across the globe are showing that living, working, socializing and entertaining locally **has multiple benefits** such as shorter commuting times and a more active and engaged social life. This is true in both large cities and lower density areas.

What's more, mixed use developments can help residents to establish frequent contact and long-term relationships with others. Virtual reality and global communication systems are connecting people around the world. But they also **detach people from those they are closest to**. A built environment that keeps people together and offers more opportunities to meet could mitigate this problem.

4. **Examples of codes enabling safe residential/industrial uses, and the allure of innovation and artisans in mixed use Industrial/residential areas**

<http://www.placemakers.com/2014/11/06/mixing-light-industrial-with-residential-the-artisans-delight/>

We've talked extensively here on PlaceShakers about [how to integrate industrial](#) uses into walkable neighborhoods. And the sorts of land use modifications, often via form-based codes, that are necessary to enable these uses within safe parameters... The following images are from other manufacturers and shops in Hackeschen Höfe, a few of whom have been there since the beginning of the development, over 100 years. You'll see a tile store, a chocolate factory, a food shop, a housewares purveyor, and a clothier, which are a small sampling from the eight courtyards.

Often the manufacturing element is in the basement if it is more dangerous to guests, like the chocolate shop. Or on street level if it's both mesmerizing and needs the storekeeper to make something when not selling something.

5. 21st Century Waterfronts: mixed use as a means to remediate and sustain vital waterways such as Johnson Creek:

<https://www.djc.com/news/re/12012183.html>

From an economic standpoint, cross-subsidizing land uses makes sense as it preserves water-dependent uses that may produce lower yields while generating higher income from non-water-dependent uses.

The higher income generated can then be used to offset money spent on environmental remediation, site preparation and habitat restoration. From the sustainability perspective, the introduction of a greater mix of uses on the urban waterfront adheres to smart-growth principles by making more efficient use of a precious and rare resource.

6. The residential portion of mixed use in the Milport Overlay, done right, would complement the area by providing the residential aesthetic to maintaining and sustaining the Johnson Creek front and offer 24-hour presence for security of the area. With Mixed use at the Tacoma area, North end of North Main on both sides of McLoughlin, and near the South End of Main Street (the Pietro's Area), adding residential to the south end at the Milport Overlay offers a complimentary level of positive elements brought by residents who choose to live near industrial areas to the south end on the West side of McLoughlin.

6a. <http://www.digitaljournal.com/article/267690>

The neighborhood association has achieved its primary goal of reducing the crime rate in the neighborhood to almost zero during the past three months in contrast with the number of crimes committed in the area before the residents have organized themselves into a neighborhood association

6b. <https://www.fortunebuilders.com/the-5-must-haves-of-a-successful-mixed-use-development-project/>

In most cases, the outcome of a mixed-use development is determined on a combination of factors like the location and [quality of tenants](#), and how each use — whether [residential](#), [commercial](#) or industrial — compliments the others. Done right, a successful mixed-use development project will not only promote greater housing variety and affordability but revitalize surrounding communities and neighborhoods.

7. Many artists and innovative makers choose to live near affordable maker spaces, and other creatives. Mill End is a legendary, historical, artist and craftsman supply store. The very nature of its longevity, huge size and reputation draw artists and craftsmen to visit.

<http://www.soapboxmedia.com/features/011916-artist-housing-new-normal.aspx>

The presence of artists and other creatives, she adds, is an economic engine in both urban and rural communities... Since then, demand for such projects has only continued to grow. Across the country, in addition to new Artspace projects in New York City and throughout Colorado, other developers have been restoring former warehouses, breweries and sundry industrial structures into affordable artist live/work housing. In the Twin Cities, for example, the developer Dominion recently opened the [A-Mill Artists' Lofts](#), carved out of the former Pillsbury flourmill, and the [Schmidt Artists' Lofts](#) in the former Schmidt Brewery.

8. Makers and small-industry need to connect to historical landmark companies (such as Mill End) and build off their success. This is economically good for businesses and cities and adds diversity to the real estate market.

<https://smartgrowthamerica.org/economic-opportunity-small-scale-manufacturing/>

Connect your history to new technology: New small-scale industrial space needs to connect to the community's unique history of production and manufacturing...Many businesses are built off of skills developed at larger local industries. Cities should harness the power of the unique local skill base in any effort to grow the production sector.

Building mixed-use industrial products in our cities is a key step to diversifying our real estate market and our employment base. It also makes our local economies and markets more resilient in the long-term.

People as an Amenity: Small-scale producers and manufacturers attract people who want to be a part of the Maker community and support locally made products. Events to showcase new products and new business workshops on techniques within the development can help bring people together, strengthen the community of producers and promote it as an employment avenue to more neighbors.

9. The Mill End will NOT compete with apartments and Condos being built in downtown Milwaukie. There is a different aesthetic to each location and different renters will choose each location. The current market and many research studies show that greater Portland rental vacancy rate is one of the lowest in the US and will continue to remain so. Affordable rentals are harder to come by. <https://www.portlandoregon.gov/phb/article/468119>

9a. We continue to contend with one of the **tightest rental markets** in the county and a region that keeps growing. The **U.S. Census Bureau** places Portland's rental housing vacancy rate at 3.4%. **National studies** indicate a growing demand for both rentals and homes for sale.

9b. As of November 2017, Milwaukie is considered one of the top 15 in demand neighborhoods.

http://www.oregonlive.com/front-porch/index.ssf/2017/11/portland-area_real_estate_15_m_1.html

I presume this will only increase as downtown Milwaukie amenities increase due to recent slated development and the improvement of Milwaukie Bay park. Even with 5 more apartment complexes built in the downtown and North Main Industrial areas, there will still be more demand than vacant spaces. Milwaukie is a choice destination for renters.

9c. I spoke with the **property manager for Waverly Greens Apartments** in Milwaukie, near the Mill End site. She said she supports the construction of residential with Mill End and **feels no competition at all.** With over 300 apartments in Waverly Greens, they often have a two-month waiting list. Apartments vary in cost and size, and she said that the largest, most expensive apartments at about \$2400.00 are never vacant for more than two weeks.

9d. The CITY OF MILWAUKIE, OR HOUSING AND RESIDENTIAL LAND NEEDS ASSESSMENT

(OREGON STATEWIDE PLANNING GOAL 10)20-YEAR HOUSING NEED2016 – 2036, prepared August 2016

https://www.milwaukieoregon.gov/sites/default/files/fileattachments/economic_development/page/46061/milwaukie_housing_needs_analysis.pdf

The results show a need for 1,150 new housing units (in Milwaukie) by 2036.

10. Most research indicates a high cost for design considerations to build on a flood plain, yet we have a successful, landmark business willing to do so.

<https://www.prospectmagazine.co.uk/politics/big-question-should-we-build-on-the-floodplain-storm-desmond-eva-frank-climate-change>

Whether or not to build on flood plains is a phony question. The real question is who pays?

Technically it is possible to defend developments on flood plains—look at Holland with stilts and dykes—but developers should not be allowed to avoid the cost and detailed consideration should be given to where diverted waters will then go and who else will be affected.

Addendum B: Photographs: Mill End and Surroundings



Photo 1. North Side of Mill End. The AmeriCold building facing the Mill End Store across Milport. Please note the lack of window and doors on AmeriCold thereby reducing any noxious noise or odors. Also, please note the trees and potential for further landscaping and paint which would enhance the view for residents in the proposed Mill End Apartments.



Photo 2: West side of Mill End. Between Mill End and Johnson Creek. Please note the grass and trees along Johnson creek at this area. With the under-building parking proposed for the Mill End development, de-paving and more landscape and tree planting might occur along the Johnson Creek bank providing pedestrian access and ecological sustainability.



The pedestrian bridge across Johnson Creek at North End of Mill End. This is a fabulous asset to improving and sustaining our Johnson Creek waterway and provides a beautiful setting on the West side of the proposed Mill End apartments.



Photo 4: An example of the current residential/industrial line that we have already. Industry is directly across 17th avenue from single family homes. As buildings become multi-story and industry changes, we will have the same considerations for compatibility between these residences and industry and we do for the Mill End residences.

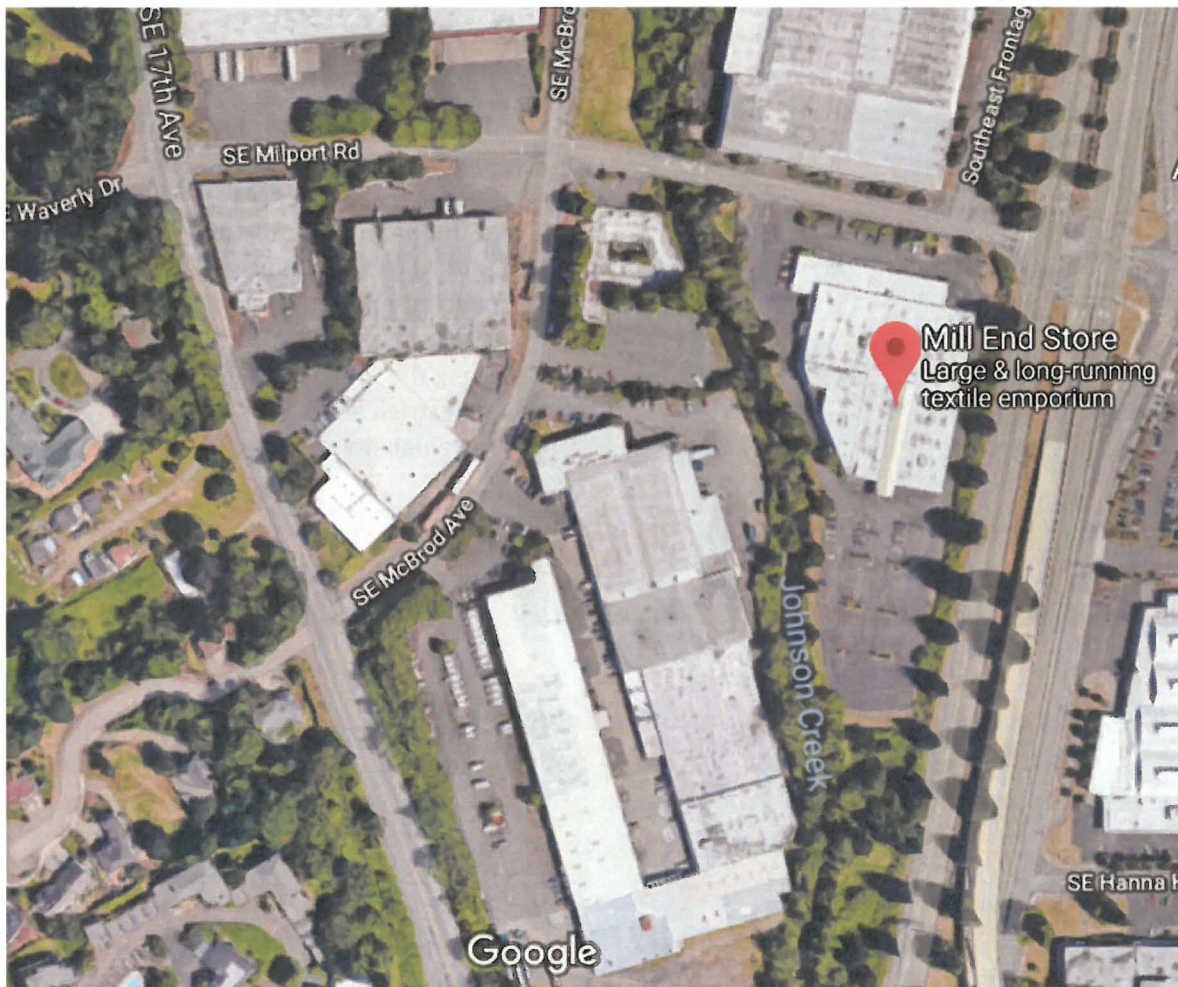
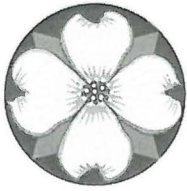


Photo 5. Google Map picture of Mill End showing it is surrounded on the West and most of south end with Johnson Creek and mature trees. Please note mature trees on the East end between Mill End and McLoughlin. Also note, there are home in Waverly and across from 17th that are almost as close to the NMIA as Mill End.

I have been driving through this area on the way to my home off Lava Drive, and I have not noticed any odors or noise of any note. I drove by at 10:45 pm recently and found all the buildings abutting Mill End to be quiet, without noise or movement, many appeared to be closed. Note too, that because of the geographic position of Mill End between Johnson Creek and McLoughlin, there is not much to worry about related to large truck movement affecting pedestrians or bikes. And, the pedestrian bridge across Johnson Creek provides another path away from Milport.



PUBLIC HEARING ATTENDANCE SIGN-UP SHEET

If you wish to have standing and/or to be on the mailing list for Council information from tonight's hearing, please sign-in below.

2/20/18

**North Milwaukie Industrial Area (NMIA)
Comprehensive Plan Zoning Code Amendments,
Continued from 2/6/18**

Land Use File No. CPA-2017-002, ZA-2017-003

NAME	ADDRESS	PHONE	EMAIL
Tripp Dredrick			



**CITY OF MILWAUKIE
CITY COUNCIL**

10722 SE Main Street
P) 503-786-7502
F) 503-653-2444
ocr@milwaukieoregon.gov

Speaker Registration

The City of Milwaukie encourages all citizens to express their views to their city leaders in a **respectful** and **appropriate** manner. If you wish to speak before the City Council, fill out this card and hand it to the City Recorder. Note that this Speakers Registration card, once submitted to the City Recorder, becomes part of the public record.

Name: Troy Thomas

Organization: Americold

Meeting Date: 2.26.18

Topic: NWIA (SB)

Address: 9501 SE McLoughlin Blvd

Phone: 503.654.3124

Email: troy.thomas@americold.com

Agenda Item You Wish to Speak to:

☐ #4 Audience Participation

☒ #5 Public Hearing, Topic:

☐ #6 Other Business, Topic:

You are Speaking...

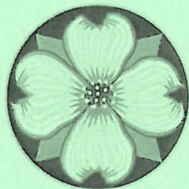
☐ in Support

☐ in Opposition

☒ from a Neutral Position

☐ to ask a Question

Comments:



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Name:

JERRY BAYSINGER

Organization:

BAYSINGER PARTNERS
ARCHITECTURE

Address:

1006 SE GRAND AVE STE 300

Phone:

(503) 546-1600 PORTLAND OR

Email:

jerry@baysingerpartners.com 97214

Meeting Date:

2/20/18

Topic:

SB

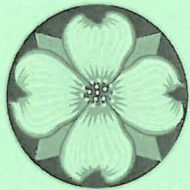
Agenda Item You Wish to Speak to:

- ☐ #4 Audience Participation
- ☐ #5 Public Hearing, Topic:
- ☐ #6 Other Business, Topic:

You are Speaking...

- ☒ in Support
- ☐ in Opposition
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- ☐ to ask a Question

Comments:



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Name: Eric Hovee

Organization:

Address: 2408 Main Vancouver

Phone: (503) 230-1414

Email: ehovee@erhovee.com

Meeting Date: 2/24/18

Topic: Milport Mixed Use

Agenda Item You Wish to Speak to:

- ☐ #4 Audience Participation
- ☐ #5 Public Hearing, Topic:
- ☐ #6 Other Business, Topic:

You are Speaking...

- ☒ in Support
- ☐ in Opposition
- ☐ from a Neutral Position
- ☐ to ask a Question

Comments:



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Name: Tim Pfeiffer

Organization: Norris & Stevens

Address: 22432 S. Falkows Rd
Beavercreek, OR 97004
Phone: 503-475-2908
Email: tim@norris-stevens.com

Meeting Date: 2-20-18

Topic: SB

Agenda Item You Wish to Speak to:

- ☐ #4 Audience Participation
- ☒ #5 Public Hearing, Topic:
- ☐ #6 Other Business, Topic:

You are Speaking...

- ☒ in Support
- ☐ in Opposition
- ☐ from a Neutral Position
- ☐ to ask a Question

Comments:



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Name: PIETER STARK

Organization:

Address: 2939 NW CARMEN RD

Phone: PORTLAND

Email:

Meeting Date: _____

Topic: SB NMIA

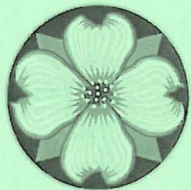
Agenda Item You Wish to Speak to:

- ☐ #4 Audience Participation
☒ #5 Public Hearing, Topic: B
☐ #6 Other Business, Topic:

You are Speaking...

- ☒ in Support
☐ in Opposition
☐ from a Neutral Position
☐ to ask a Question

Comments:



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Name: Howard Dietrich

Organization: Waves
Mill End Store

Meeting Date: 2-20

Topic: Overlay

Address: mill End store

Phone: 995-3578

Email:

Agenda Item You Wish to Speak to:

☐ #4 Audience Participation

☐ #5 Public Hearing, Topic:

☐ #6 Other Business, Topic:

You are Speaking...

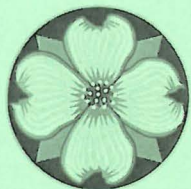
☒ in Support

☐ in Opposition

☐ from a Neutral Position

☐ to ask a Question

Comments:



**CITY OF MILWAUKIE
CITY COUNCIL**

10722 SE Main Street
P) 503-786-7502
F) 503-653-2444
ocr@milwaukieoregon.gov

Speaker Registration

The City of Milwaukie encourages all citizens to express their views to their city leaders in a **respectful** and **appropriate** manner. If you wish to speak before the City Council, fill out this card and hand it to the City Recorder. Note that this Speakers Registration card, once submitted to the City Recorder, becomes part of the public record.

Name: ED ZUYWART

Organization:

Address: 12880 S.E. 29TH

Phone: 604-2499

Email:

Meeting Date: 2/20/16 **Topic:** MILL END - NHA

Agenda Item You Wish to Speak to:

☐ #4 Audience Participation

☒ #5 Public Hearing, Topic:

NHA Overlay

☐ #6 Other Business, Topic:

You are Speaking...

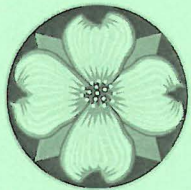
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Comments:



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Name:

Denise E. Baker

Address:

Downtown Milwaukie

Organization:

Art, Compassion Education

Phone:

Email:

milwaukie@artcompassion.org

Meeting Date:

2/20/2018

Topic:

Support Milwaukie Overlay

Agenda Item You Wish to Speak to:

☐ #4 Audience Participation

☐ #5 Public Hearing, Topic: B N M I A

☐ #6 Other Business, Topic:

You are Speaking...

☒ in Support

☐ in Opposition

☐ from a Neutral Position

☐ to ask a Question

Comments:



RS 5. B.

2/20/18

Presentation

ZA-2017-003; CPA-2017-002

NMIA Code and Plan Amendments

Presentation to the
Milwaukie City Council

Amy Koski, Economic Development Coordinator

Vera Kolas, Associate Planner

February 20, 2018

Code Amendment Process to Date and Next Steps

- 10/10: PC worksession #1
- 10/24: PC worksession #2
- 11/13: DLC worksession #1
- 11/28: PC hearing #1 – plan amendments
- 12/4: DLC worksession #2
- 12/12: PC hearing #2 – zoning code amendments
- 12/19: Council work session #1
- 1/9: PC hearing #3 - vote
- 1/16: Council work session #2
- 2/6: Council hearing #1
- 2/20: Council hearing #2
- 3/6: Council hearing #3



Presentation Outline

1. Follow-up from February 6 hearing
2. Code amendments
3. Key Questions



Additional information requested – Feb 6th

- Municipal Statistics – industrial v residential zoning
- NMIA survey results
- Development feasibility: Office v residential use

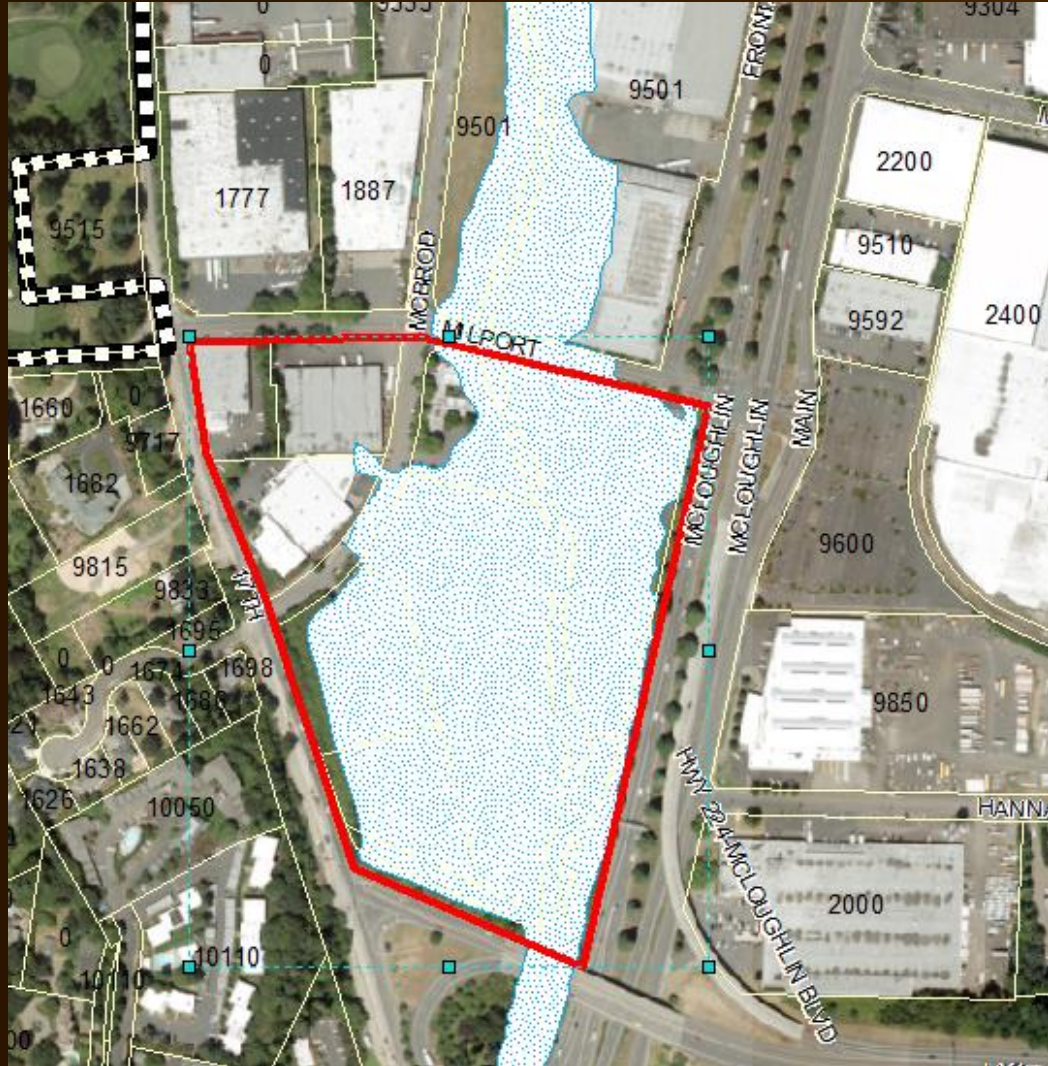


Additional information requested – Feb 6th

- Industrial-residential conflict
 - Testimony
 - Noise ordinance
 - Journal articles
- Zoned capacity for housing
- Riparian buffer along Johnson Creek



Floodplain Issues

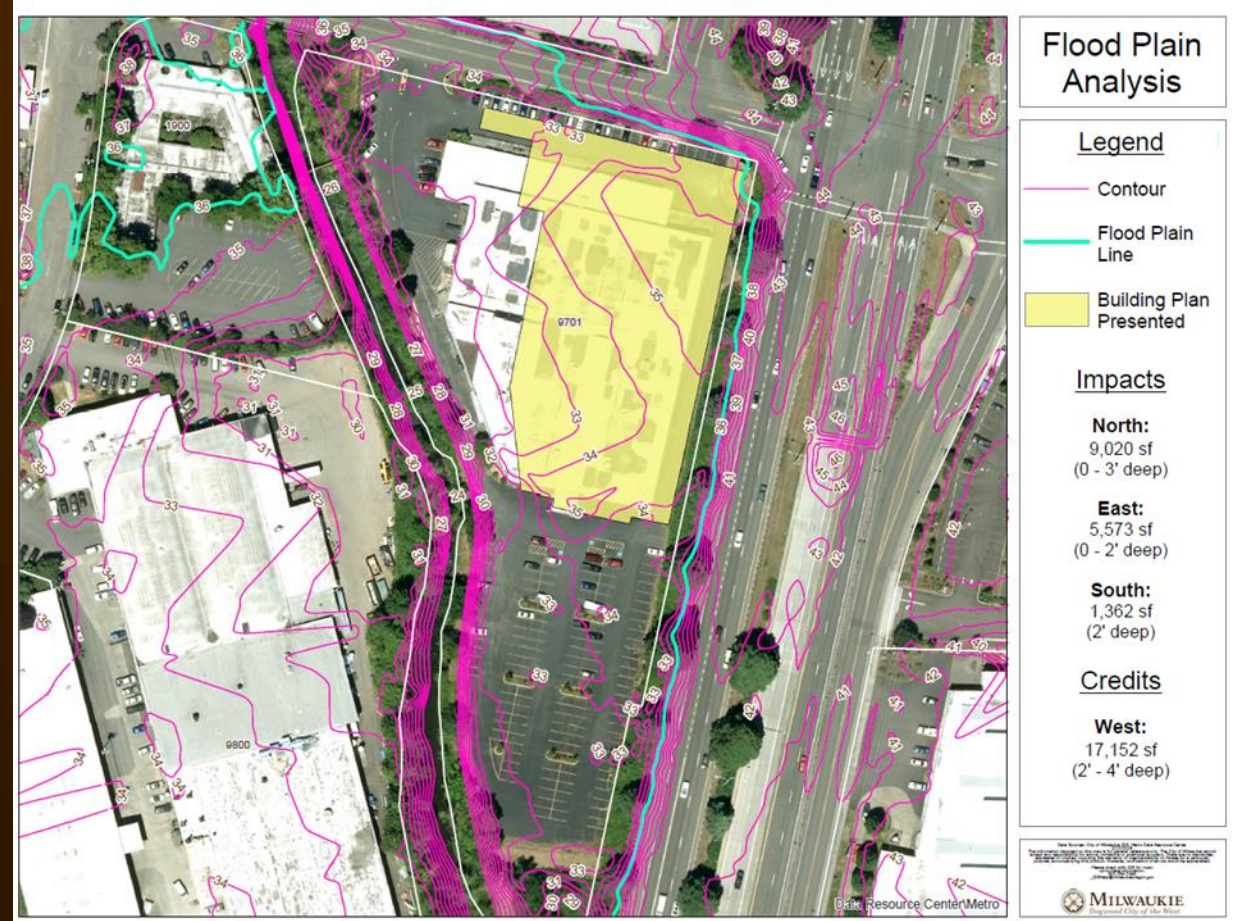


- Properties in the MMU are in the floodplain
- The floodplain code allows reconstruction within the floodplain if displacement is no greater with the new construction.



Additional information requested – Feb 6th

- Floodplain clarification

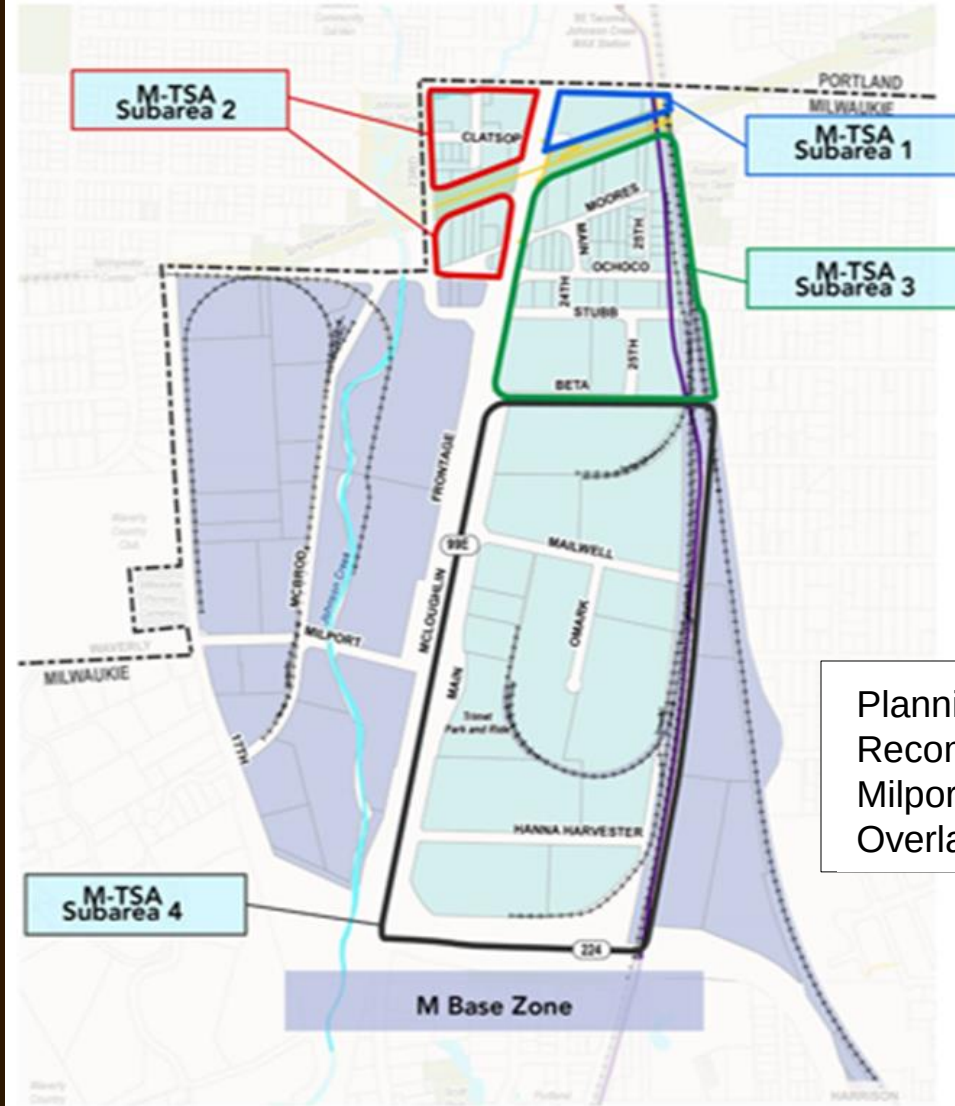


Summary of Code Amendments

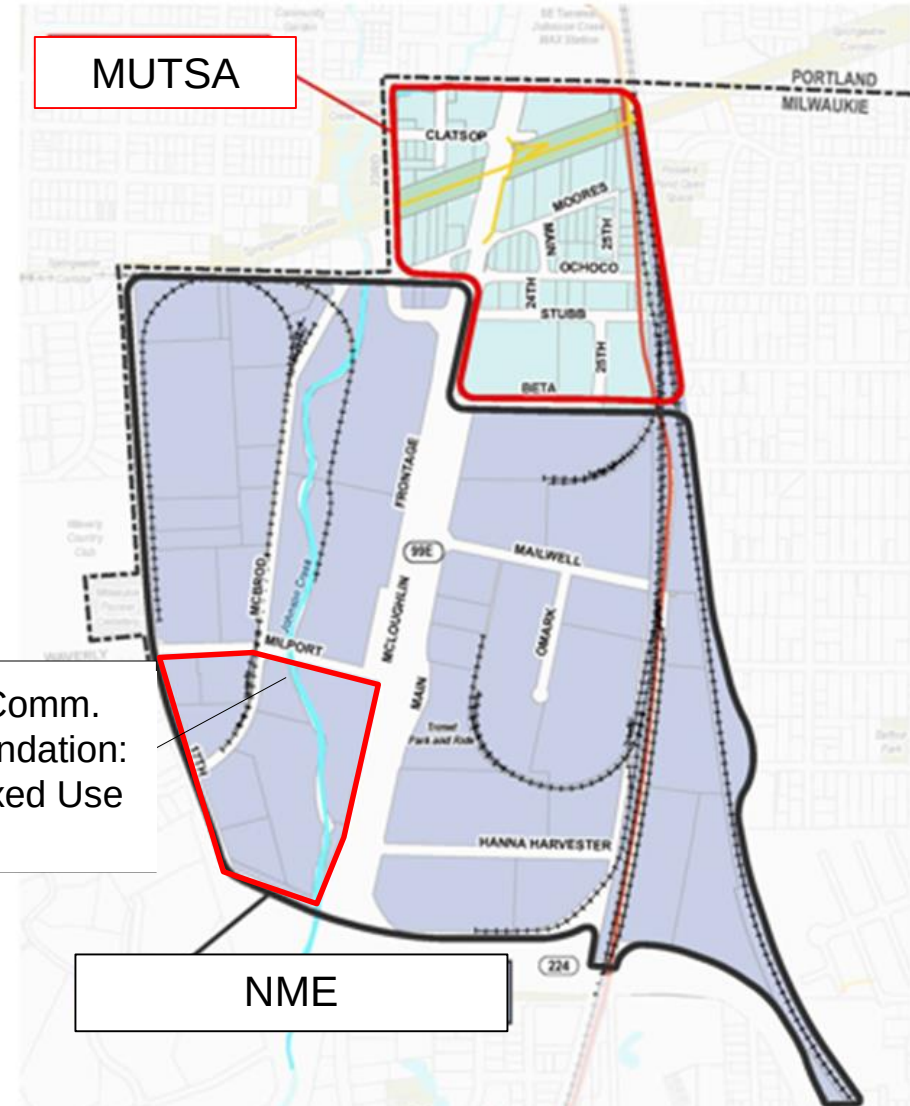
- Reduce total number of zones in the NMIA from 5 to 2
 - new North Milwaukie Employment Zone (NME)
 - new Tacoma Station Area Mixed-Use Zone (MUTSA)
- Delete the Tacoma Station Area Overlay Zone
- Code language consistent with the Commercial Mixed-Use Zones
- Planning Commission recommendation: Milport Mixed-Use Overlay



Current Zoning



Proposed Zoning



Planning Comm.
Recommendation:
Milport Mixed Use
Overlay



Key Questions for Council

Staff has identified three key questions related to the Mill End Store:

1. Should the NMIA include the Milport Mixed Use Overlay, thereby allowing the store along with residential uses in the southwest portion of the district?



Key Questions for Council

2. The Mill End Store, as a standalone retail use, is a non-conforming use in the Manufacturing zone. As an alternative to the overlay concept, should this use (a retail bulky fabric and textile sales use) be permitted outright in the NME in its current location?



Key Questions for Council

3. Both of the previous approaches will make the Mill End Store a conforming use and allow it to be demolished and rebuilt on the site.

Are there other standards, such as minimum floor-to-ceiling height dimensions, that should be required in the event that the Mill End Store closes?



Key Questions for Council

- Council was given a newly edited copy of the NMIA Plan. Are there any questions or concerns about the proposed Plan?



Key Questions for Council

- Should there be a more restricted list of permitted industrial uses in the new MUTSA zone?
- Proposed code includes:
 - MUTSA purpose statement
 - Requires a signed declaration of uses for residential development
 - Industrial uses are limited uses in the MUTSA; some specific uses prohibited.
 - Require screening for new residential development near industrial use



Key Questions for Council

- Should there be a different minimum building height standard?
 - Proposed minimum building height = 25 ft



Decision-Making Options

- A. Recommend approval of the application subject to the recommended Findings of Approval
- B. Recommend approval of the application with modified Findings of Approval
- C. Recommend denial of the application upon finding that it does not meet approval criteria
- D. Continue the hearing



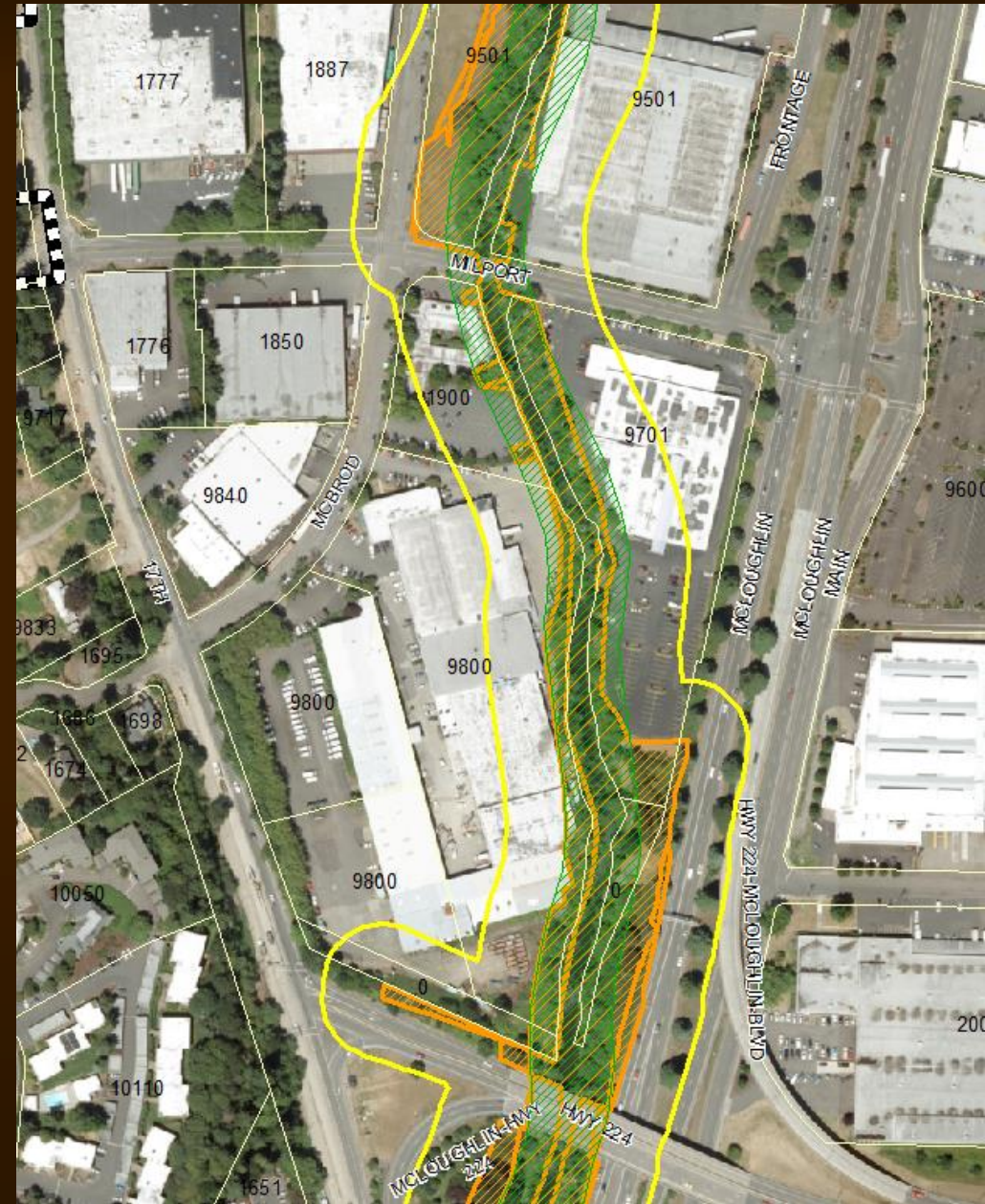
**NORTH
Milwaukie
Industrial Area Plan**



ADDITIONAL SLIDES IF NEEDED DURING TESTIMONY



Riparian Buffer

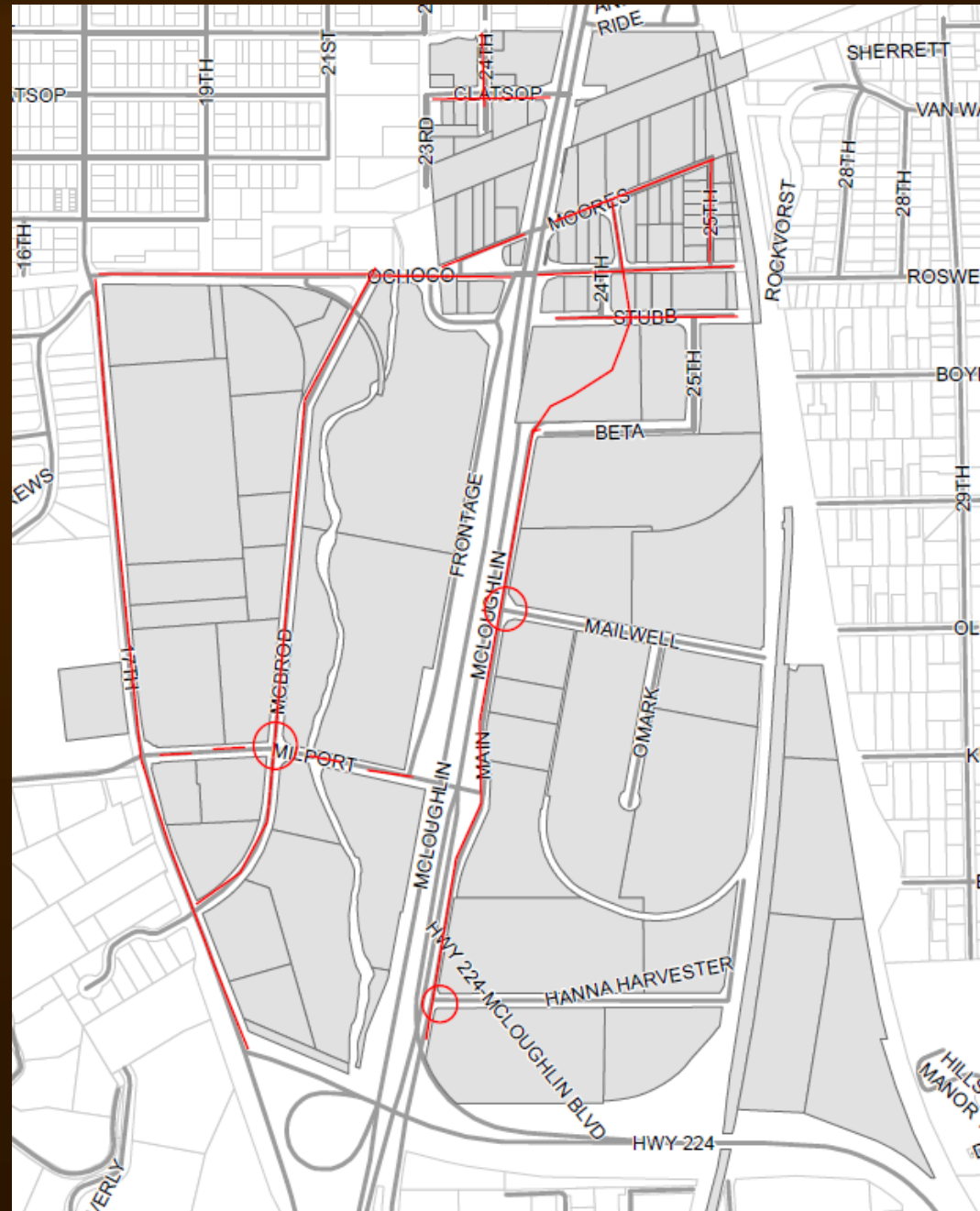


Permitted Uses and Development Standards

- Permitted uses generally reflect the existing zoning
 - Office uses and limited commercial uses are permitted in NME
- Summary of development standards
 - Establish key streets and urban design standards
 - Include minimum setbacks; parking restrictions; frontage occupancy
 - Height bonus available



Proposed key streets



Design Standards

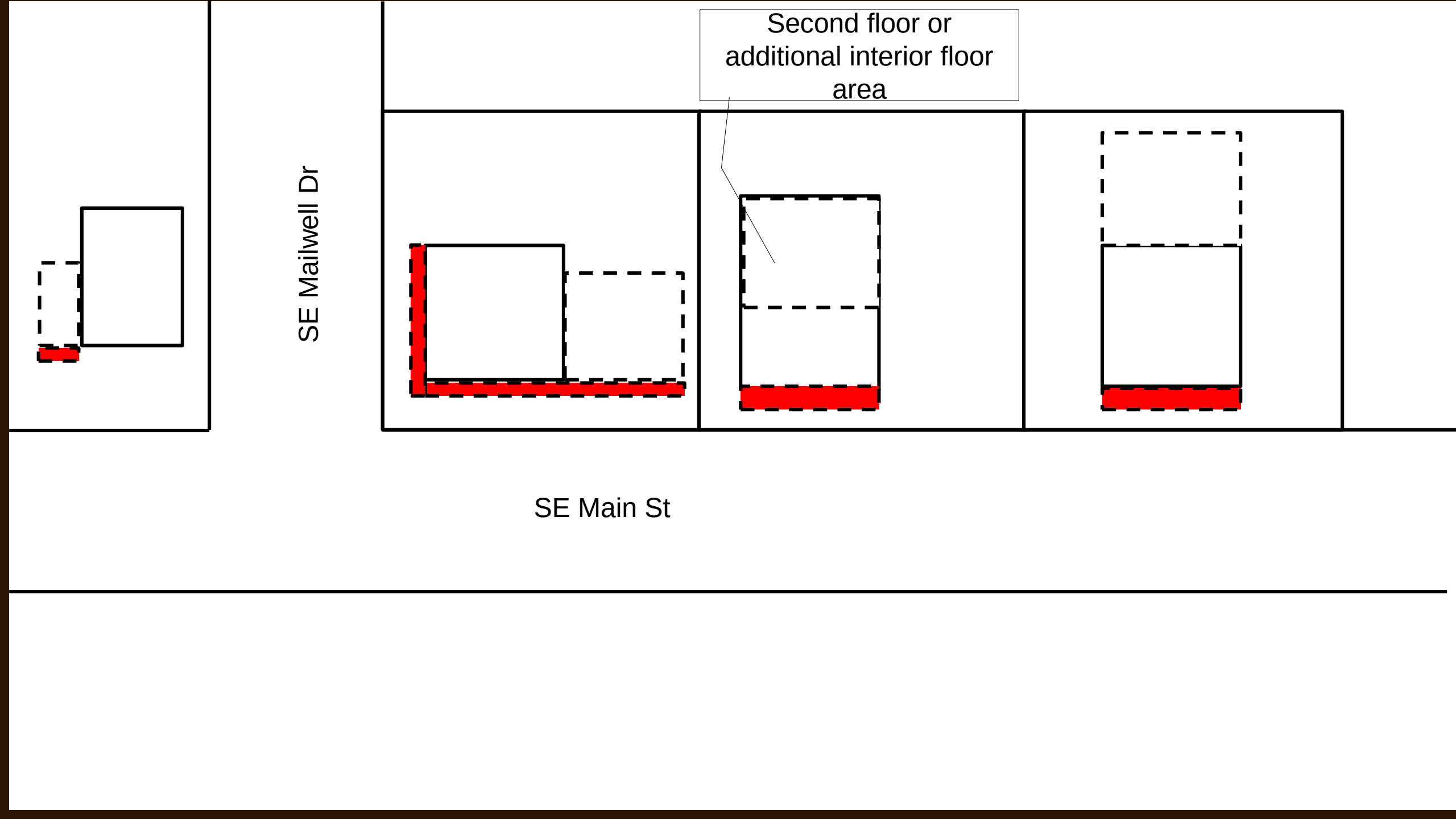
- Ground floor and street-facing windows and doors
- Building orientation
- Corners
- Weather protection
- Walls – construction materials



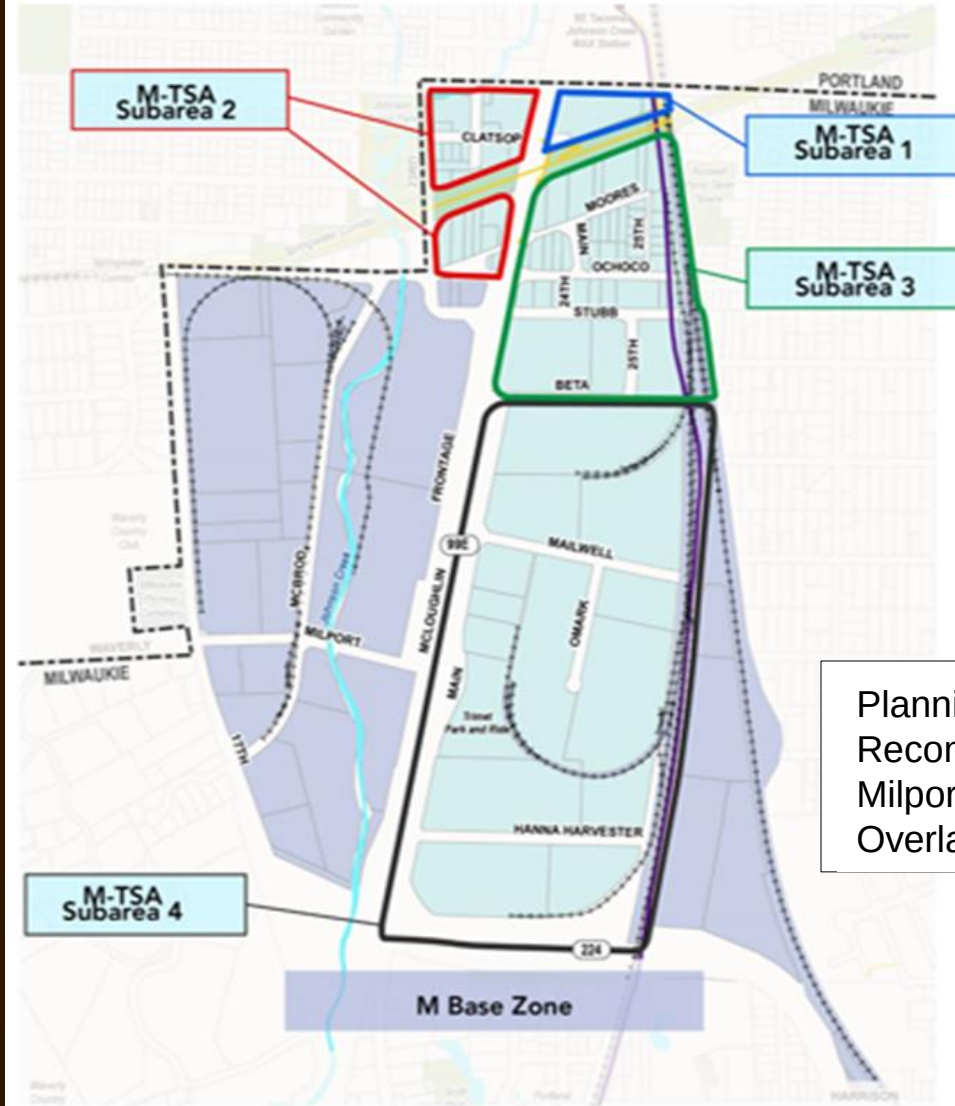
Key Streets – Design Standards - Applicability

- Clarify applicability of design and development standards
 - Demo or replacement of more than 50% of a wall or roof
 - MUTSA: floor area additions (both interior and exterior) that exceed 50% of the existing floor area or demo/replace 50% of the existing floor area
 - NME: floor area additions (both interior and exterior) that exceed 75% of the existing floor area or demo/replace 75% of the existing floor area

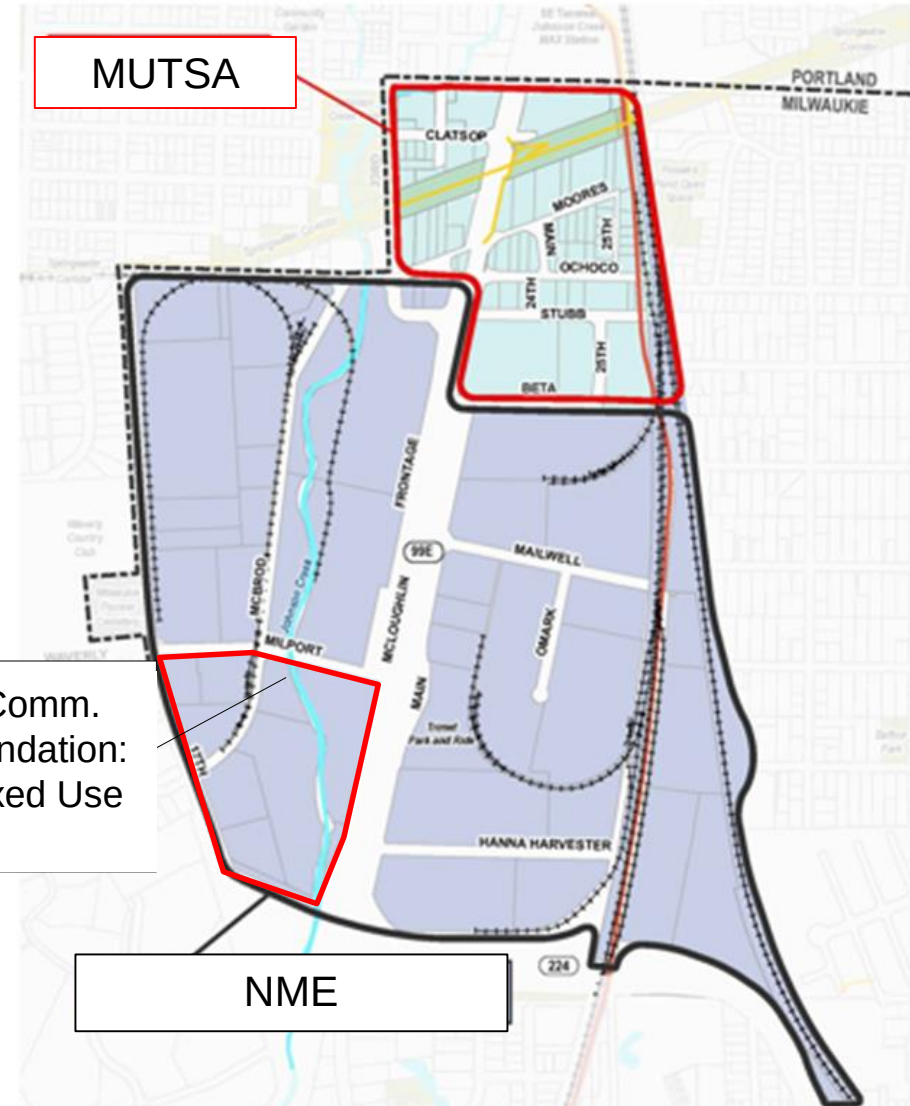




Current Zoning



Proposed Zoning



Planning Comm.
Recommendation:
Milport Mixed Use
Overlay

NME



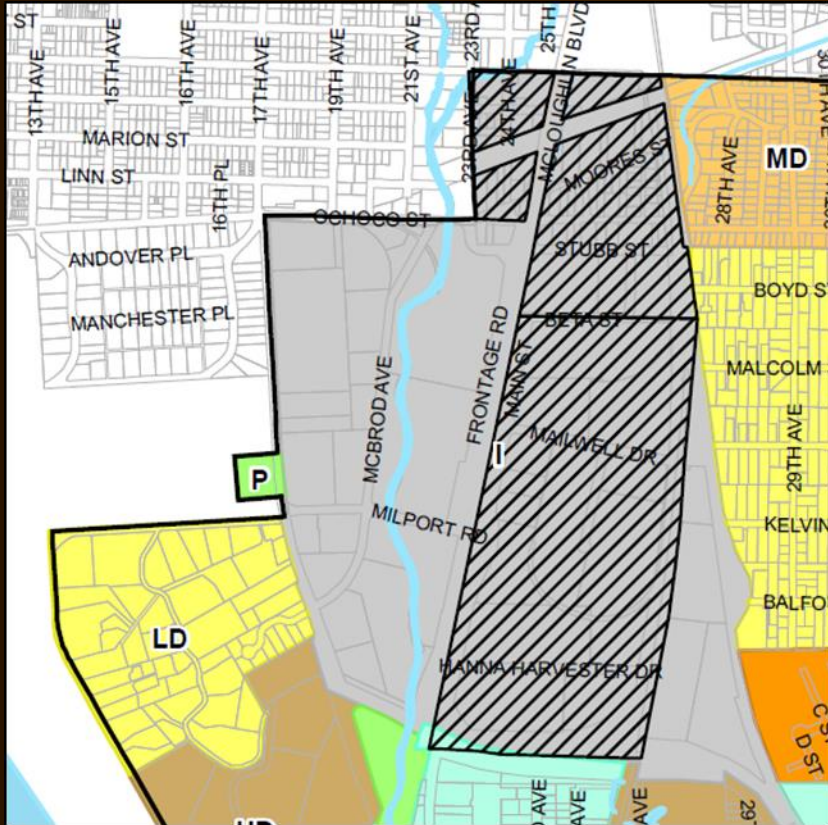
Key Questions for Council

- Are there any questions or concerns about the revisions to the Comprehensive Plan or Transportation System Plan, including compliance with Goal 12 – Transportation?

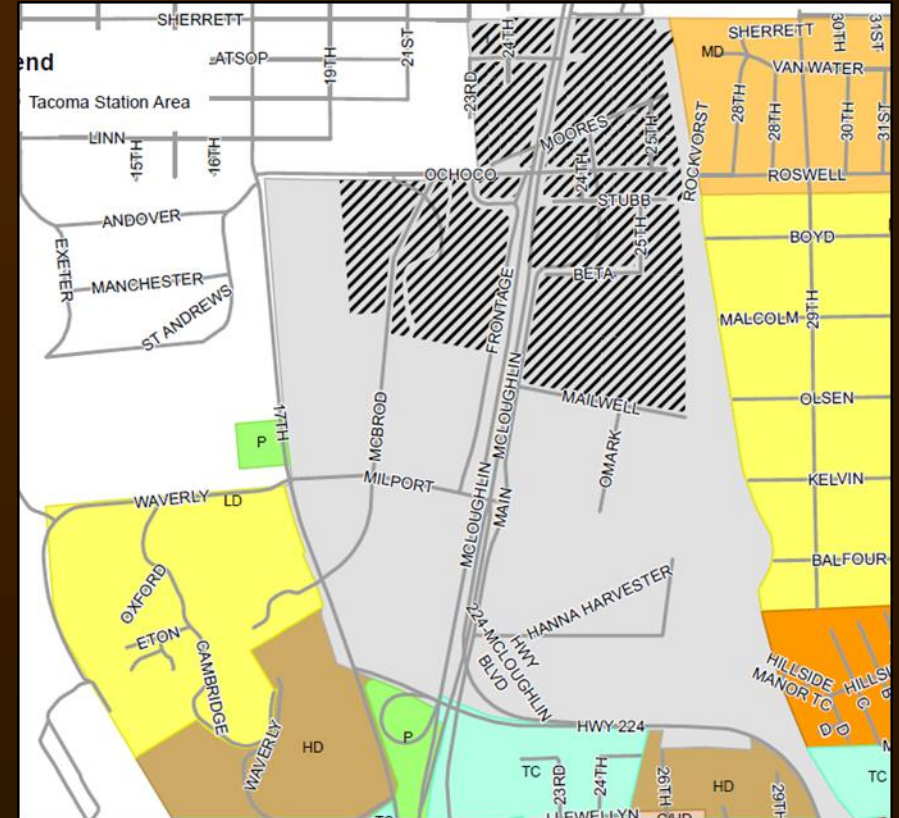


Key Questions for Council

- Are there any questions or concerns about the proposed changes to the Tacoma Station Area?



Existing Map 8 – Land Use



Proposed Map 10 – Tacoma Station Area



NMIA Economic Feasibility Analysis

- Retail rents from January-October 2016 = average \$14.98/sf for Milwaukie; \$19.72 in areas surrounding NMIA
- Office rents = \$19.55 for Milwaukie; \$13.67 in the NMIA
- Industrial rents = \$5.65 for Milwaukie; \$5.13 in the NMIA

North Milwaukie Industrial Area

Market Study and Economic Feasibility Analysis

Introduction

The purpose of this market study is to inform an analysis of adaptive reuse and potential redevelopment of the properties within the North Milwaukie Industrial Area (NMIA) Study Area. In this report, we identify industry and tenant types that are appropriate for the NMIA as it stands today, or in potentially redeveloped properties in the near to mid-term, to long term. This study will also summarize the current and potential near future demand for properties in the subject area.

This market study is listed in the North Milwaukie Industrial Area (NMIA) scope of work in Exhibit A, Task 5. Elements of Task 5 can be found in this study as follows:

- Item i – Demographic and Economic Research, pages four to 16
- Item ii – Identified Possible Anchor Tenants, pages 17 to 19
- Item iii – Identified uses for Sites, pages 17 to 19
- Item iv – Assumptions and recommendations, pages 17 to 20

A later project task, Task 8, will provide a thorough economic and development feasibility analysis. Using financial modeling tools, this task will address redevelopment feasibility for future development within the NMIA.

Also included with this study is a summary of a discussion with local commercial real estate brokers. This discussion helped form findings in this report and provides additional context to current market activity in the NMIA.

Background

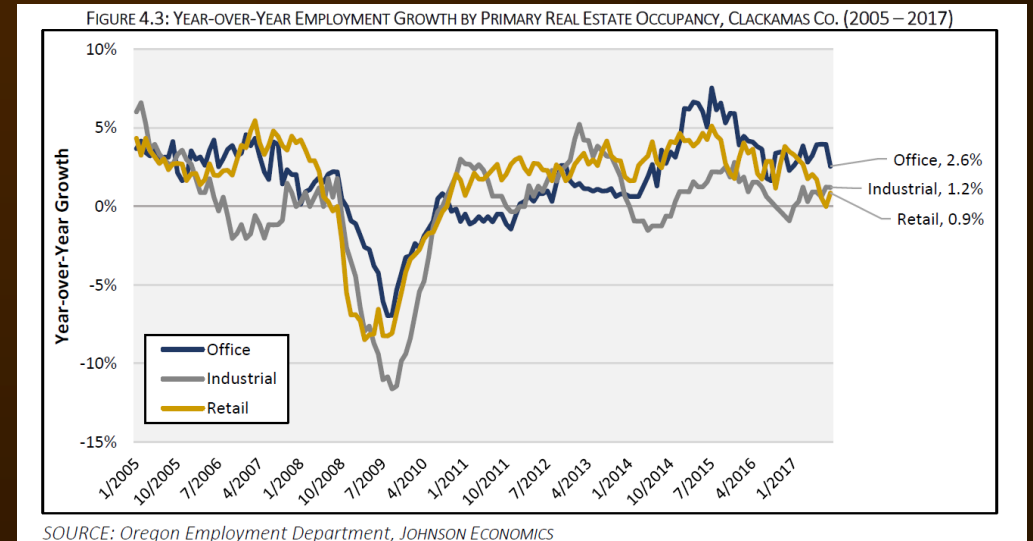
This section builds upon the market and other existing conditions provided in the Existing Conditions Report (October 2016). The market-related existing conditions for the North Milwaukie Industrial Area are summarized as follows:

- The NMIA contains over 3.4 million square feet of rentable commercial space. Over 80 percent of the total area is composed of distribution and warehouse industrial space. The remaining 20 percent is flex office/industrial, general office, and general retail.
- As of 2014, there were 65 firms with 1,833 total employees in the NMIA. Top employers in the area include Portland Mechanical Construction, Alpine Food



Milwaukie Market Analysis for Office Space

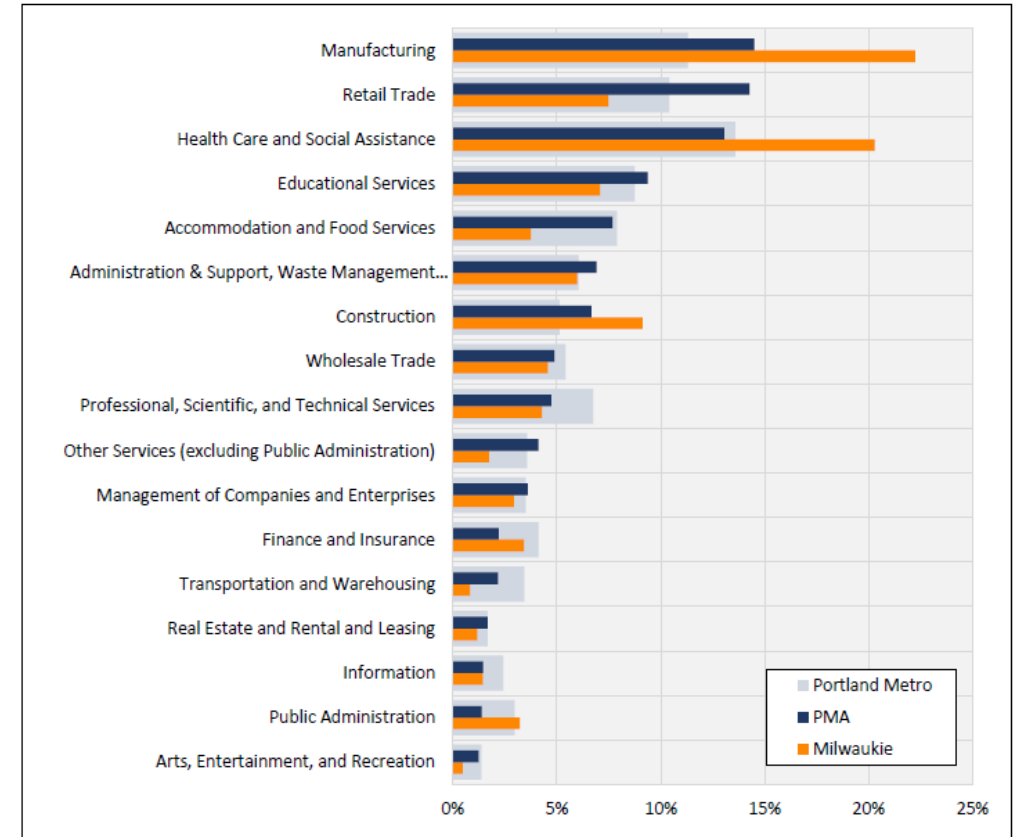
- Challenges to development in the NMIA included lacking amenities, a dated industrial environment, fragmented ownership, and relatively strong economics for existing uses – though it represents a low-cost alternative to Portland in terms of land prices.



Milwaukie Market Analysis for Office Space

- Vacancy rates in Milwaukie area = peaked at 8.2%; below 5.0% since late 2012
- Lease rates in Downtown Milwaukie = \$22.00-24.50 today, \$26-29 NNN next two years

FIGURE 4.6: EMPLOYMENT DISTRIBUTION BY INDUSTRY (2015)



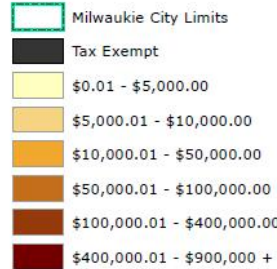
SOURCE: Oregon Employment Department, JOHNSON ECONOMICS



Gross Property Tax Assessment



Milwaukie Gross Property Tax Assessment 2017



Note: Clackamas County Assessor gross property tax data is recent as of 5/1/2017.



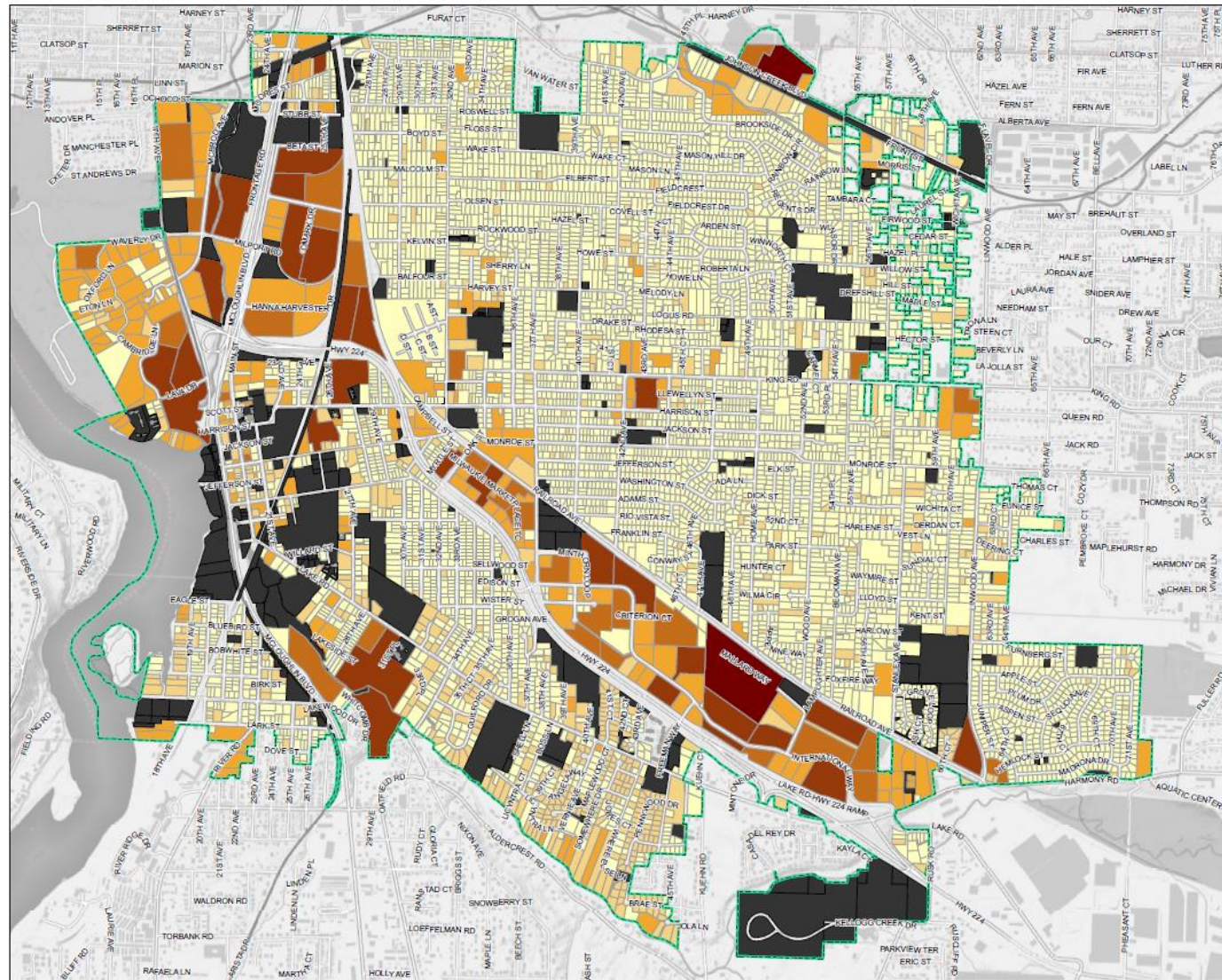
Data Sources: City of Milwaukie GIS, Clackamas County Assessor, Metro Data Resource Center;

Date: Tuesday, May 02, 2017

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.

GIS Coordinator
City of Milwaukie
6101 SE Johnson Creek Blvd.
Milwaukie, OR 97126
(503) 766-7498

0 0.25 0.5
Miles



Dietrich-Owned Sites in Milwaukie

