

MINUTES OF THE JOINT MEETING
OF THE
CITY COUNCIL AND PLANNING COMMISSION
July 26, 1979

Councilmembers in attendance

Allen Manuel, Mayor
Joy Burgess
Anne Nickel
Bob Ewald

Members absent

Mel Paulson

Planning Commission members in attendance

Mark Landis, President
Tom Foeller, Vice President
Louie Monetti
Tom Bond
Jim Lotz
Bob Gudgel

Members absent

Bob Kennedy, excused

Staff in Attendance

Jon Stein, Assistant Planner
Tim Holder, Wilsey & Ham

The July 26, 1979 joint meeting of the City Council and Planning Commission began at 7:00 p.m.

Tim Holder presented a memorandum dated July 26, 1979 entitled "Important Points of the Draft Community Development Manual." It is attached as part of the minutes. He explained that the manual reflects changes in terminology and clarifications needed for administrative purposes as a translation of policies in the Comprehensive Plan into ordinance form.

It was explained that structure types will be different in the new Zoning Ordinance than in the past; this allows for more attached structures. The definitions on Page 28 in the Draft Comprehensive Plan are the key to allowed uses in each zone. The rewording of outright uses permitted, to include single family attached structures (as well as single family detached) within 500 feet of major/minor arterials or commercial zones, brings about a deletion of a duplex as a conditional use. The definition was changed to conform to the Comprehensive Plan. Slight density increases along arterials would increase transit efficiency and provide affordable and environmentally-conscious housing.

Housing densities were discussed considerably. It was explained that a triplex will not increase the density--the only thing changed is the housing type. Joy Burgess expressed concern about retaining single family residential character in the Island Station area and other members expressed similar concerns in other parts of the City. Questions arose regarding the effectiveness of buffer areas, allowing limited commercial uses in certain zones, the use of ownership in the definition of housing types, the method of calculating parking requirements, and reduction in variance criteria. More information is needed explaining the difference between standard multi-family, townhouse and common walled units.

Minutes of Joint City Council/Planning Commission Meeting
July 26, 1979

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The Neighborhood Commercial zone (CN) has been deleted, so the small "Mom & Pop" grocery stores will be nonconforming uses within each zone.

It was suggested that a metric conversion table be included in the ordinance.

The Planning Department overlay zone concept was explained: it allows a particular developer to redeem some flexibility from the Zoning Ordinance requirements with an incentive of increased density--reduced from 25 percent to 15 percent increase.

The notification procedure for public hearings will be changed to a distance 5 lots from the subject property. It was stressed that some measures should be taken to ensure that property owners and/or residents are notified and not the banks or mortgage companies who finance a loan. Concern was expressed that the 5-lot notification area was not enough for a subdivision application.

Proposed changes to the Zoning Map were discussed. Potential zone changes on Page 96 of the Development Manual are not required; it was felt that they may be useful to understand why there are new zones. It was felt there will not be any big problems downzoning, but it may be chaotic for upgrading zoning. It was explained that the upzoning would be handled on a case-by-case basis by the applicant.

The meeting was adjourned at 9:20 P.M.

WILSEY & HAM... **MEMORANDUM**

July 23, 1979

TO: Planning Commission Members

FROM: John C. Spencer
Wilsey & Ham

RE: Planning Commission Public Hearing Comments on Revised Draft
Comprehensive Plan

Attached are summaries of comments heard during the public hearings. Under each comment, I have indicated possible courses of action that may be taken to respond to the issues raised. Please plan to discuss these actions as well as any concerns you may have at the meeting tomorrow night.

JCS:kdh
Attachment

MILWAUKIE COMPREHENSIVE PLANNING PROGRAM
City of Milwaukie, Oregon
July 19, 1979

PLANNING COMMISSION PUBLIC HEARINGS

ENVIRONMENT & NATURAL RESOURCES DIVISION

Open Spaces, Scenic & Historic Areas, and Natural Resources Element

- Objective #2, Policies 5 & 6, pg. 16

Comments

Considerable resident testimony against a public access along the north side of Kellogg Creek connecting the Willamette Riverfront to North Clackamas Park. Commission acted to ~~delete policies 5 and 6 from the Revised Draft Plan.~~

Action

~~Delete all references to continuous walkway along Kellogg Creek.~~

~~Include as a policy statement: The city will work with Clackamas County and local residents to establish a continuous pedestrian connection linking the Willamette River and the North Clackamas Park.~~

~~Add to Policy 7: The city will encourage the dedication of public easements to and through open space areas. A system of incentives for private developers...~~

↳ what kind

~~Substitute for Policy 8: The city will establish a public awareness program to encourage the dedication of open space and public easements along Kellogg Creek, Kellogg Lake, Johnson Creek and Willamette River. Incentives will be provided to encourage open space and public easement dedication.~~

Air Water and Land Resources Quality Element

- Objective #3 - Noise, pg. 21

Comments

~~Noise section should be strengthened, particularly when noise sensitive land uses are in close proximity to noise generators such as expressways. Methods for noise control including traffic management should be encouraged. "Noise congested areas" (Policy 4) is not well defined.~~

Action

Add a new policy: The city will work with ODOT to implement traffic management measures ~~designed to improve traffic flow on the Milwaukie Expressway, McLoughlin Boulevard and major arterials.~~ In considering alternative management measures, excessive stopping and starting (which create considerable noise) are to be minimized.

~~Add a new policy:~~ All new residential development adjacent to the Milwaukie Expressway and McLoughlin Boulevard must, through site planning or building design, ^{building enclosure} ensure interiors and private outdoor areas are protected from excessive noise intrusion. Possible noise mitigating techniques include: building location out of sight of the noise source, landscape, berm or wall creating a dense barrier between the noise source and private areas, locating garages between private areas and the noise source, use of double glazing and acoustically adequate wall materials facing the noise source, etc.

Lake Rd + R.R. Ave or other high noise arterial

Modify Policy 4: Delete "proposed in noise congested areas or".

COMMUNITY CONSERVATION AND DEVELOPMENT DIVISION

Housing and Residential Land Use Element

- Objective 2, pgs. 26, 27, 28, 29

Comments

The density ranges under Policy 1 are confusing, and don't relate specifically to minimum lot sizes which may be allowed in that range.

Definition of housing types and typical densities for each appear inconsistent with density ranges allowed in the plan.

~~In Low, Medium and Moderate Density areas where alternative housing types are allowed within 500 feet of arterials, higher densities should be allowed instead of maintaining density standards of that area.~~

Action

~~Density ranges:~~ Density factors have been recalculated so that they can be multiplied by ~~gross site area rather than net site area~~ to determine the number of units allowed. This will simplify the arithmetic. In addition, the factors have been adjusted to better relate to the minimum lot sizes found in applicable zones: ~~Low Density - 7,000 square feet, Moderate Density - 5,000 square feet, Medium Density - 3,000 square feet, and High Density - 1,400 square feet.~~

1. Residential densities will be based on the following density ranges:

- Low Density - ~~up to 4.7 units per acre~~
- Moderate Density - ~~4.8 to 7.0 units per acre~~
- Medium Density - ~~7.1 to 11.6 units per acre~~
- High Density - ~~11.7 to 24.7 units per acre~~

~~Density standards will be applied to gross parcel areas to determine the maximum number of dwelling units allowed. Density standards account for a reduction in the gross site area due to roads according to the following schedule:~~

- Twenty five percent (25%) for site area that is devoted to single family detached units.
- Twenty percent (20%) for site area that is devoted to single family attached, townhouse or multifamily units.

Definitions: The following definitions of housing types are meant to clarify the ownership of each type. Typical density is omitted to avoid confusion with density standards.

A general definition of housing types are:

Single family detached - a house occupied by one family with no structural connection to adjacent units. The unit may be situated at a specified distance from lot lines, or with one wall on a side property line. ~~The dwelling and lot are under one ownership.~~

Single family attached - two or three houses, each occupied by one family, sharing common structural walls. ~~Each dwelling and lot are under one ownership.~~

~~Townhouse - four or more houses, usually two story and each occupied by one family, sharing common structural walls. Each dwelling and lot are under one ownership.~~
usually separately under separate ownership

Multifamily (Condominium) - a single structure containing a number of individually owned dwelling units, with all other common elements, including lot, jointly owned on a specified basis.

Multifamily (Apartment) - a single structure containing a number of dwelling units, usually for rent. Each structure and lot are under one ownership.

mixed use

Higher Densities: ~~Policy #2b, 3b and 4b allow variety of housing types within density ranges provided underlying density standards are met. Goal #2 suggests that higher densities will be allowed to support public transit. Bus routes are allowed along arterials and collectors. Three alternative approaches are available: 1) leave as is to allow housing type variety without density increase. 2) Allow a 25% increase in density within 500' of arterials and commercial center as well as housing type variety. This density increase will be consistent with Residential Design Policy 2C, page 30. 3) Allow densities up to the next highest density range within the 500' limit as well as housing type variety. Residential Design Policies would still be applicable, but more flexibility for higher densities would be achieved.~~

Below are examples of language for Policy 3 pg. 28 illustrating the three approaches. Once an approach is agreed, policy 2, 3 and 4 will require modification.

Approach 1 - leave as is.

Approach 2 - Policy 3a and c is OK.

Policy 3b - Townhouse units will be allowed. A density bonus of ~~twenty-five (25) percent~~ will be allowed providing policies under Objective #3 Residential Land Use: Design are met.

Approach 3 - Policy 3a and c - OK

Policy 3b - Townhouse units will be allowed. A ~~density bonus~~ equal to the number of units allowed in the next highest zone will be allowed providing policies under Objective #3 Residential Land Use: Design are met.

Economic Base and Industrial/Commercial Land Use Element

- Objective #2 - Commercial Land Use: Convenience Centers, pg. 38

Comments

~~Flexibility should be allowed to locate local convenience centers within development projects.~~

Action

Two approaches may be considered: 1) locate local convenience centers next to district centers, 2) allow ~~local convenience centers in neighborhoods~~ providing criteria are met. The first approach is that noted in Policies 1 through 4, pg. 38. ~~Policies~~ for approach 2 may be:

1. Local convenience centers may be located within ~~each~~ neighborhood area.

2. ~~Pedestrian, bicycle, and other people-oriented types of access will be the primary design consideration.~~
3. ~~Neighborhood area improvements such as sidewalks, bike trails, park paths, etc., will be focused on the local convenience center. Local convenience center developments may be required to provide off-site neighborhood area improvements.~~ How? Steve
4. ~~Convenience centers will be designed to minimize the impacts on adjacent properties through visual screening, lighting controls, etc.~~

Recreational Needs Element

→ page 45 Obj 3 pol #1

- Objective #6 - Riverfront Recreation, pg. 46

Reduce 4 to:

Comments

Relating to Policy 3 and "convention facilities." This policy was requested at the Commission/Council workshop. The Downtown Plan (CH2M) proposes a restaurant, motel and marina on the waterfront. Lord & LeBlanc thought a motel was not feasible, and the Port of Portland feasibility study did not consider a motel for the site. Including reference to a motel or convention facilities depends on the eventual level of development along the river. The Port and Lord & LeBlanc saw a minimal waterfront development with almost half the area taken up by auto and trailer parking. The CH2M study saw structured parking and a higher level of development.

Action

Definition "convention facilities" - motel with related meeting rooms.

TRANSPORTATION, PUBLIC FACILITIES & ENERGY CONSERVATION DIVISION

→ R Transit
Transportation Element

P 68

- Table 4A: ~~Design Criteria for Urban Streets, pg. 68~~

Comments

More flexibility for local street right-of-way required.

Action

Public Works Director needs coordination. Minimum right-of-way for local streets ~~may be reduced to 40 feet, if the pavement width is 26 feet,~~ leaving 7 feet on either side of the roadway.

↑
Concurrence of P.W.

● Objective #3 - Roadway Construction & Improvements, pg. 69

Comments

Policy 1 is too restrictive which may be in conflict with possible traffic problem solutions such as improving the Harrison/King intersection.

Action

Substitute for policy 1: ~~The city will emphasize improving the utilization and efficiency of existing roadway corridors for all local and in-city traffic movement.~~

Page 70
encourage

The City will ~~design~~ ^{design} development that ~~is~~ ^{is} transit
* pedestrian ~~friendly~~ ^{friendly} access.
designed for convenient
& transit ~~friendly~~ ^{friendly} streets