

CITY OF MILWAUKIE
PLANNING COMMISSION MINUTES
TUESDAY, MARCH 28, 2000

COMMISSIONERS PRESENT

Donald Hammang, Chair
Judith Borden
Barbara Cartmill
Tracy Cook
Mike Miller
Doug Ouderkirk

STAFF PRESENT

Alice Rouyer,
Planning Director
Don Arambula,
Urban Design Consultant
Shirley Richardson,
Hearings Reporter

COMMISSIONERS ABSENT

Howard Steward

1.0 CALL TO ORDER

The meeting was called to order at 6:30 p.m.

2.0 PROCEDURAL QUESTIONS -- None.

3.0 PLANNING COMMISSION MINUTES

Doug Ouderkirk moved to approve the Planning Commission minutes of March 14, 2000, as presented. **Judy Borden** seconded. MOTION CARRIED 5-0.

Ayes: Hammang, Borden, Cartmill, Cook, Miller, Ouderkirk, Steward; Nays None.

4.0 INFORMATION ITEMS -- City Council Minutes

- 4.1 March 6, 2000, City Council Worksession Minutes
March 7, 2000, City Council Minutes

5.0 PUBLIC COMMENT

A member of the audience asked if the boat ramp would be discussed tonight? **Alice Rouyer** stated that staff would be introducing the Downtown Plan to the Commission. While the boat ramp is not a central part of the discussion, the land uses around the Riverfront Park are part of the Downtown Plan. She stated that

the boat ramp would not be a specific issue tonight, but invited him to stay to listen to the Downtown Plan worksession.

6.0 PUBLIC HEARINGS -- None.

7.0 WORKSESSION

7.1 Downtown/Riverfront Plan

Alice Rouyer reported that over the past year City staff, project consultant, and the public have been meeting in town hall meetings at the Milwaukie High School to discuss the future and vision for downtown and the Riverfront Park. The next step of the process is taking the vision and fitting it into the Comprehensive Plan and the Zoning Ordinance. The next three Worksessions will be spent with the Planning Commission to review the project. prior to public hearings offering a recommendation to City Council. There has been great public interest in the Downtown Plan.

The schedule for the Downtown Plan is as follows:

Internal Staff Project Work and Review	March 9 – April 28, 2000
First Planning Commission Worksession	March 28, 2000
Second Planning Commission Worksession	April 25, 2000
Public Outreach/Comment Period	May 18 – June 27, 2000
Open House	May 31, 2000
Planning Commission Hearing	June 27, 2000
City Council Public Hearings	July 18 and August 1, 2000

Alice Rouyer reported that Don Arambula and George Crandall have been the project consultants on the Downtown Project since January 1999. The project boundaries extend from Highway 224 to McLoughlin Blvd. through Riverfront Park down past the existing sewage treatment plant, extending along McLoughlin to the south along Kellogg Lake, then extending to the railroad tracks up to Monroe Street, past the Junior High site, along Spring Creek back to Highway 224. The Junior High site was excluded from the boundaries in early 2000 in order to allow for a separate study and public process to consider future land uses on that site.

The land use map in the Comprehensive Plan identifies public property in the downtown area. There are public lands along the riverfront, along McLoughlin

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Blvd., and 17th Street. The rest is a commercial mixed-use land use designation. Metro has recently defined Milwaukie as a Town Center. The Comprehensive Plan defines it now as a Regional Center, which is a blanket designation for more of a mixed-use orientation.

There are a number of different commercial designations and overlays in the Downtown area. One of the objectives of this project is to clean up the zoning. There is a C-G Zone, which is a general commercial zone that is on the southeast side of Downtown.. The CC Zone (Central Commercial) encompasses a lot of the area along Main Street. The Commercial Limited Zone extends along the West Side of McLoughlin. The MC designation is a McLoughlin Overlay and R1B designation, which is mixed-use zone. In the downtown area there are four overlay districts and four zones.

The current zones do not represent the market or character of what the City wants to achieve in the downtown both economically and aesthetically. There is a need to get a Zoning Ordinance and Comprehensive Plan that represents the design and character that developers can use to create the downtown that is a vital place.

Don Arambula stated that the ideas that they are proposing are very bold. The City wants a downtown that is acceptable to the community as a whole and viable in the marketplace. This plan will draw developers with confidence and certainty that their investments will be successful.

One of the questions being posed tonight is whether the areas of land use designations (changes proposed) are appropriate for downtown. He asked the Commission to think of how the downtown will look in 10-15 years. Once the zoning is in place, all the Comprehensive Plan changes are made, the design guidelines in place, and proposed street standards approved, the downtown will have the character that the community wants.

When the process was started, an analysis was done on what makes a downtown work or not work. First, the greatest problem area is McLoughlin, because it creates a barrier between the downtown and the Willamette River. The goal is to tie the downtown to the Willamette River. Secondly, there is a retail component (Main Street) which is struggling. How can this be strengthened and made to work better? The central theme is to create a strong Main Street that has small shops anchored at the north end and at the south end. What is being proposed is a campus at the south end for office (arts and entertainment development). An appropriate anchor on the north end of Harrison Street would be a grocery store (Safeway). While a pedestrian environment is desired, it is important to keep

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enough parking for a grocery store, but not create a dead space. Between the blocks of Monroe and Jefferson Streets, there will be a bridge and a greenway, a gentle slope that would connect Main Street with the Plaza, down to the riverfront. This would lead to a large festival lawn. This would be a good location for events, large fairs, concerts, etc.

The Marine Board requires that the boat ramp must stay until another site is found. In the first phase of the development of this park, it is suggested that the boat ramp remain and the lower parking lot be developed. The ramp will not go away until there is another location for the boaters.

There is strong support for the restoration of Kellogg and Johnson Creeks, which has spurred the idea of an open space system. Survey responses indicated that the public is very interested in preservation and restoration of the creeks. It was suggested that the dam and fish ladder be removed on Kellogg Creek and restore the area as a wetland. Another suggestion was to reserve and provide for the opportunity for the potential of another park. This may not be feasible for the long run, but in the short term a space can be earmarked to provide more play-fields for the downtown area.

The water treatment plant area is a good place for a hotel in the lodge tradition. It would be very residential in character, something like Crater Lake Lodge. This would fit in nicely with the residential character of that site. The intentions for Spring Creek are to daylight the area and return it to its natural course and tie it up to Crystal Creek. There is a small stream by the swimming pool that could be brought through the middle of town, through the park, to a drain system.

The intent is to develop a series of amenity packages that provide a reason to be there. The housing should have good views, greenspaces, and places that are enjoyable to live. The lumberyard and Washington Mutual Bank is a good area for multi-family housing. Housing is suggested at the north end of the City. This is a significant change from what is currently zoned.

The transit center will be paired with housing and retail development. Throughout downtown there will be predominately ground floor retail, with existing uses (church, city hall, etc.). The plan is for infill development and redevelopment with ground floor retail with office or housing above those uses.

Staff is suggesting a series of changes that will amend the Comprehensive Plan and the Zoning Ordinance. These would include housing, storefront, main street retail, arts entertainment office, a riverfront park area, a commercial area, and a

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hotel. All of these amenities would have unique and distinctive regulations that would go with them. This will maintain the overall livability for the overall community and be more attractive for the developers so more investments can be brought into the downtown.

The storefront Main Street piece, from 21st Street to McLoughlin, will be more retail-oriented than it is today. This will change from offices that close at five to retail that is open in the evenings. This will allow the town to stay open after five and have things to do and places to go throughout the evening. Office use will be maintained on the upper floors. The office use on the south end would include entertainment or campus activities (community college, movie theatres, museums, and office buildings). It is found that office development that is most successful has address appeal. They want the key address, 1000 McLoughlin Blvd versus 21st Street and Lake Road. A quick, identifiable address so people know where you are. This will draw Class-A office space.

Commercial is more of an auto-oriented nature and is kept more in the northern end. It will not be compatible with a pedestrian-oriented downtown. The transit center should be zoned as commercial. Amendments can be made to make the commercial use have a permitted use of transit. If the hotel area does not work out, that area would also provide for other commercial and office uses as permitted uses in that zone.

Alice Rouyer submitted a copy of the mailer with a comment card that was sent out to all the residents in the City of Milwaukie. A table was created of the opinions received from that mailing. There were 1,162 responses and more is expected.

She asked that the Commission discuss whether they feel the locations for the different land uses are appropriate; what they think of the key land-use features; and if there are any questions or comments on the land use areas identified.

QUESTIONS FROM THE COMMISSIONERS

Chair Hammang asked if there were concerns about regulatory issues with the ball fields in the Kellogg Lake area. **Don Arambula** stated that they did have concerns about the wetlands, permitting, etc. In the lower area, you generally want to stay above the 100-year flood plain. The City owns a portion between the railroad that is a little higher. There may be an ability to build a ball-field in this area. There needs to be a detailed study for that area before anything can go forward there.

Mike Miller noted that on 17th, there is a historical house between the railroad and the end the plan boundary. He asked if this Sweetland property was taken into consideration in the Downtown Plan. **Don Arambula** stated that he would take a look at that and see if there are any impacts.

Chair Hammang noted that the Regional Center Overlay was placed on the downtown area in 1997. Will this process simplify the situation, or will the Commission have to start over? **Alice Rouyer** stated that there is a Mixed Use Overlay that was put in place as an interim regulation as a means to begin to implement a Regional Center Master Plan. The Downtown Plan concept is more permanent. The ultimate decision that City Council makes will be the final concept. The mixed-use overlay has been the most difficult for people to grasp. This vision is more conducive to what's happening in the marketplace and will place uses in designated areas. There will be a range of uses that are needed to have a viable downtown. There will be more options rather than the existing prescriptive Mixed-Use Overlay regulations. Removing the mixed-use overlay will be a good thing for Milwaukie.

Don Arambula stated that it is easier to develop a strong retail ground floor with office space over the top, rather than residential space over the top. For housing, you need a strong amenity package with greenspaces, etc., a place where people want to live. Over time, if there is enough activity on Main Street, it becomes a place to be all the time. This would draw more people who want to live on the upper levels. Living space above retail does not have to happen right now. If sub-areas are created that have strong residential focus, downtown living can be achieved without forcing the use.

Chair Hammang asked if there is a size or type of office buildings that will be proposed for McLoughlin Blvd? **Don Arambula** stated that they envision a four or five story corporate headquarters hotel on the corner of Washington and McLoughlin. The appeal can be for an office building with a Kruse Way type setting, with a lot of greenway. Kellogg Creek can be opened up to get a natural setting. On the Washington side there will be more of an urban setting. With 40,000 trips going by a day, there is a highly addressable street for an office building. This is a sloped side and parking can very easily be underground. The land uses that are proposed are very carefully considered from the community and developer's viewpoint.

Barbara Cartmill asked if a market study was done in conjunction with this project. **Don Arambula** stated that a market study was done extensively as part

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of the Regional Center Plan. They have built from those plans. The Regional Study Master Plan indicates that there is a strong market in this region to support the proposed uses. These uses are very similar to what was suggested for Sub-Area One of the Regional Center Plan.

Mike Miller asked if the proposed housing area is presently zoned manufacturing and industrial? **Alice Rouyer** stated that the area south of Highway 224 is general commercial.

Mike Miller noted that in some of their discussions with Metro, Milwaukie was informed that there was not enough industrial and manufacturing to support the population of the City to meet their target. If this area is changed to housing, would this result in even less industrial and manufacturing land that is already insufficient. **Alice Rouyer** stated that no industrial zones would be changed in this project. Staff is in the process of reviewing the numbers for Metro that were envisioned in the Regional Center Master Plan and make sure that the targets are being met or exceeded. This is something staff has to deal with internally.

Don Arambula stated that part of the issue of meeting Metro's targets, is a bigger issue of what are the mix of uses that will create a vibrant downtown. If you can get housing close to the jobs, which is being suggested on Main Street or down at the south anchor, it will mix the uses and create a better downtown. The intent is to add more housing so you get more people downtown, close to the jobs and close to the retail.

Chair Hammang asked how the job market compared to the job targets? **Alice Rouyer** stated that the numbers exceed the target for this sub-area of the Regional Center Master Plan. There are about 450 units anticipated and this Plan is running about 565 housing units. Job numbers have not yet been run.

Chair Hammang asked if these uses would generate more jobs per square foot than the current industrial use? **Don Arambula** stated that Milwaukie has exceeded the target that Metro is anticipating for this sub-area.

Alice Rouyer stated that discussions tonight centered on whether the locations of these land uses are appropriate and whether they are appropriate for the future of downtown. One of the issues that will come up in public discussion are the impacts associated with the placement of land uses, particularly housing. Questions will be asked on what kind of impacts can be anticipated on adjacent neighborhoods. These questions will not only be on housing, but all of the uses

downtown. She asked for the Commission's input on what they think about the mixture of uses.

Chair Hammang stated that the only housing area that will have an affect on adjacent neighborhoods would be the now commercially zoned lumberyard site. There may be some issues with traffic filtering through that surrounding neighborhood. He feels the new uses are much better than what is there now.

Don Arambula stated that the community would want to have assurances that this is going to be quality housing. An ordinance and companion piece will have design guidelines that will give a certainty of housing that is high quality and compatible with the neighborhood and character. Consideration will be given to scale, transitions, open space, buffers, on-site parking, etc. People are not as much concerned about unit count as they are with the character of the buildings and what it does to the neighborhood.

Chair Hammang noted that the consensus of the community is that people wanted new density downtown and not out in the neighborhood. If this meets that desire, it will satisfy the community need. **Don Arambula** stated that there is a social component to consider as the regional housing prices escalate. There will be more and more unmet demand for housing. If quality housing is created close to downtown and close to all these services, it will be very attractive, a place where people want to live.

Alice Rouyer stated that one of the first projects coming is the Transit Center. Tri-Met and 2001 will fund this. Staff is working on the Safeway site to make sure the land exchange happens. In time, as this plan gets oriented and people start to see interest, it is hoped that there will be developer interest on this.

Don Arambula reviewed with the Commission the land use areas as outlined on Page 21 through 26 of the packet. The Housing North Area is better suited for housing than the current commercial designation requires visibility. It is a difficult place to develop long-term viable commercial uses. A redeveloped Spring Creek and green space amenities would make this area suitable for housing. A new courtyard townhouse development can be used as a transition area to the single-family neighborhood towards the east. As you go further east, there would be higher density housing with parking internalized.

The Housing South Area will have more of an urban character with a series of buildings arranged around the new creek-way or greenbelt that connects down to the waterfront. Because this site is close to the railroad tracks, there is a need for

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a sound buffering and a greenspace as a transition from the neighborhoods that are also to the east of the tracks.

The main focus of the Storefront Main Street Areas is getting the connection to the waterfront. A Plaza Area is being suggested for multi-use. This is meant to be the retail street that use to be in the 1950's before there was a lot of competition from the suburban shopping centers. The ground floor retail component will be strengthened. The block across from City Hall would be a great redevelopment site for ground floor retail. Main Street could have one-way traffic south with wider sidewalks. Additional on-street angled parking is suggested on the east/west streets. The idea is to create an environment where people will want to come and spend their money. A campus environment can be created. The main transit street will be the extension of 21st Street to the new Transit Center. There will be one compacted retail zone from Market to Harrison Streets with a grocery store anchor.

The riverfront Parks and Open Space is a series of mixed use. The intent is for a very passive space. There is a concern about the environment and not a lot of development on the waterfront side. It is clear from the public that everything west of McLoughlin, with the exception of the water treatment plant, should be a public area.

A large hotel is suggested for the replacement of the Sewage Treatment Plant. The Hotel Area will have a festival lawn, and will allow for a walkway for concerts, fairs, and carnivals along the waterfront. A destination hotel is planned that will benefit from the best views up and down the Willamette. It will be adjacent to a park, within walking distance of an entertainment anchor, and within walking distance of downtown. The intent is to have a very natural setting that is compatible with the greenway and riverfront parks. The hotel will be set back from the River so to maintain public access along the waterway.

A marina is planned that will have a boat ramp and rowing facility. There has been interest expressed for a rowing crewhouse near the existing log dump. This area would also be good for a small destination restaurant with windows on the edges with an overview for sitting outside on nice days.

The Commercial Area will encompass the grocery store and transit center. A character can be established in the paving of sidewalks, transit shelters, signs, etc. Tri-Met can create the momentous. Between Harrison and Jackson Streets a theme could be used all the way through Main Street.

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Chair Hammang asked if there was a design for the Transit Center and how will it affect the library and library parking? **Alice Rouyer** stated that currently staff, Tri-Met and the Library Board are beginning to look at some preliminary site plans for this area. Preliminary site plans are being reviewed to see if the Safeway site accommodates the transit center or will more property be needed from the north. Studies are being done on the impacts this use would have on the library.

Tri-Met is ready to begin acquiring property, developing a site plan, and to begin building as early as September/October. It will be important to have these regulations in place so that they can follow the guidelines.

Chair Hammang stated that he hopes that the library gets fair treatment in the process. **Don Arambula** stated that some of the concerns raised were parking, access, noise and visual impacts, loitering, etc. The key is to create a new extension from 21st Street into the north towards the new housing areas and re-introduce the historic street grid. A new roadway will give better access to the library. This will create a physical separation from the transit center and the library's new roadway. A green vegetative fence will connect from the transit center to the front door of the library, the Transit Oriented Development (TOD) site, and the new grocery store. Staff has been working with Tri-Met on bus routes.

Mike Miller noted that Tri-Met does not want to have restrooms at the Transit Center. He asked if the library would be used as a restroom facility? **Don Arambula** stated that there would be a portion of land left over from the TOD site. Drawings have been created for a building next to the Masonic Temple. Staff has made it clear that restroom facilities are needed in this area for transit users. A series of bike routes is planned for the downtown. It is important that these bike routes be tied into the bathroom facilities at this site.

Barbara Cartmill asked if the library had considered relocating? **Alice Rouyer** stated that one of the deed restrictions on the library site is that it be a library use. The property was donated to the City and that was the request of the benefactor. Suggestions were made to create a satellite library on the junior high site or some other place in the City for expansion. **Don Arambula** stated that this area can be developed as a Civic District with the City Hall, the Junior High (civic or community uses), and the Library, They work good together. Hopefully the post office will move to this end.

Barbara Cartmill asked if there are long-term plans for a parking structure? **Don Arambula** stated that detailed schemes have been done for each block. Parking will generally be along McLoughlin Blvd. and 21st Street.

Judith Borden asked how many daily train trips go down the Union Pacific Line? **Alice Rouyer** stated that there are three or four trains per day.

Chair Hammang asked if there is any single-family residential housing in this planned area? **Alice Rouyer** stated that there is none. There is a small R-1-B Zone located on the south side of Lake Road that will be affected by this property. This area includes some single-family residential along that stretch of Lake Road.

Alice Rouyer stated that at the next work session, the Commission will be reviewing two documents, Public Area Requirements (streetscape standards) and draft copy of the Visions for Land Use Zoning Ordinance Amendments and Development Standards. Design Guidelines will also be discussed.

Chair Hammang asked if the Hobie Study indicate how many people are needed to support this Plan? **Don Arambula** stated that this information is available. Staff will make the study available for the Commissioners at the next meeting.

Doug Ouderkirk asked if there is a definite character/design theme with this Plan. **Don Arambula** stated that there would be no theme. There are some historic precedents that create a theme. There are some examples of the northwest lodge feel in Milwaukie, but not in the downtown area. Some design elements that are characteristic of the downtown can be maintained. City Hall is a brick building. The preference would be for more brick building versus lap siding or vinyl siding buildings. These are the characteristic envisioned, not a specific design.

8.0 DISCUSSION ITEMS

Alice Rouyer stated that there is a master planning process going on for Menthorne Springs. An Advisory Committee is forming and they are requesting a volunteer representative from the Planning Commission. **Chair Hammang** stated that he is already working with this Committee. He volunteered to take the Planning Commission representative slot and will stand-down during the hearing on this issue.

9.0 OLD BUSINESS -- None

10.0 OTHER BUSINESS/UPDATES

10.1 Matters from the Planning Director

Alice Rouyer reported that the next meeting for Historic Resources Commission would be April 24, 2000. The High School will be discussed and come back to the Commission on May 9th.

Alice Rouyer updated the Commission on the status of the Urban Forestry Ordinance. She reported that at the City Council hearing there were about 15 members of the public that testified in opposition. Donald Hammang and Mike Miller came and answer questions. Council discussed the Ordinance and decided to table the item until September 19, 2000. The public process was extended to incorporate more public outreach to find out what the public vision on what they want with urban Forestry. A worksession is scheduled with May 1, 2000 to try to get direction on how to proceed.

Barbara Cartmill stated that on that she would like some sort of goal from the Council that can be used as a base for the Commission's recommendation. She voiced concern that she has not ever seen incentives and regulations mixed in the same ordinance. **Chair Hammang** stated that there was little connection to the fact that there were two separate parts to the Urban Forestry Ordinance. One was the Park and Recreation function of incentives, education, and public events. The other portion is the legal regulations.

Alice Rouyer reviewed with the Commission the hearings scheduled for the next meeting on April 10, 2000. She noted that the Davidson property at 4586 SE Ryan is not visible from the road. Staff has received permission from the property owner to let the Commissioners enter the site during prescribed times to view the property.

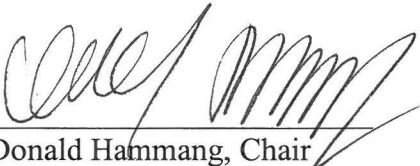
A member from the audience asked if the design considerations for the waterfront include the boat ramp? The City has contracts with the State Marine Board. These are 20-year contracts that will expire in two years. About one in five houses in Milwaukie own a boat. The boat ramp is a big concern. Without something developed into the Downtown Plan, he fears that when the contracts expire, they will lose the boat ramp. **Alice Rouyer** stated that she would review the contract situation and report back to the Commission. She explained that there would be two other opportunities for public input at the Planning

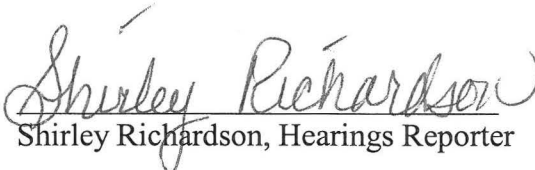
Commission and City Council hearings. The boat ramp may never be moved if another facility cannot be found to replace the existing ramp.

Notice will be sent out in May on the Downtown Plan. The Planning Commission hearing for public input will be held on June 27th and the City Council hearing will be held on July 18, 2000.

- 11.0 NEXT MEETING -- April 10, 2000
- 11.1 NR-00-01 - Davidson - 4586 SE Ryan
- 11.2 MU-00-01/NR-00-02/TPR-00-01/VR-00-01/WG-00-01 - ODS Health Plan
- 11.3 CSO-99-10/VR-99-09 - Air Touch
- 11.4 CSO-99-04/MLP-99-07/NR-99-04/TPR-99-05/VR-99-08 - Clackamas County Corrections

Doug Ouderkirk moved to adjourn the last meeting of March 28, 2000. **Mike Miller** seconded. MOTION PASSED UNANIMOUSLY. The meeting adjourned at 8:20 p.m.


Donald Hammang, Chair


Shirley Richardson, Hearings Reporter

AGENDA
MILWAUKIE PLANNING COMMISSION
Milwaukie City Hall
10722 SE Main Street
Tuesday, March 28, 2000
6:30 pm

		ACTION REQUIRED
1.0	Call to Order	
2.0	Procedural Questions	
3.0	Planning Commission Minutes	Motion Needed
3.1	March 14, 2000	
4.0	Information Items – To PC members only	Information Only
4.1	March 6, 2000 – City Council Worksession Minutes (upon approval by Council)	
4.2	March 7, 2000 - City Council Minutes (upon approval by Council)	
4.3	Arbor Day Celebration	
5.0	Public Comment This is an opportunity for the public to comment on any item not on the agenda	
6.0	Public Hearings - None	
7.0	Worksession	
7.1	Downtown / Riverfront Plan	
8.0	Discussion Items This is an opportunity for comment or discussion by the Planning Commission for items not on the agenda.	Review and Decision
9.0	Old Business	
10.0	Other Business/Updates	Information Only
10.1	Matters from the Planning Director	Review and Comment
10.2	Historic Resources Commission Report	

11.0	Next Meeting:	
11.1	NR-00-01 – Davidson – 4586 SE Ryan	
11.2	MU-00-01/NR-00-02/TPR-00-01/VR-00-01/WG-00-01 – ODS Health Plans – 10505 SE 17th	
11.3	CSO-99-10/VR-99-09 – Air Touch – 3701 SE Int'l Way (Continued from 2/14/00)	
11.4	CSO-99-04/MLP-99-07/NR-99-04/TPR-99-05/VR-99-08 – Clackamas County Corrections– 9501 SE McLoughlin (Continued from 2/14/00)	
	The above items are tentatively scheduled, but may be rescheduled prior to the meeting date. Please contact staff with any questions you may have.	

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

Milwaukie Planning Commission Statement

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

Public Hearing Procedure

1. **STAFF REPORT.** EACH HEARING STARTS WITH A BRIEF REVIEW OF THE STAFF REPORT BY STAFF. THE REPORT LISTS THE CRITERIA FOR THE LAND USE ACTION BEING CONSIDERED, AS WELL AS A RECOMMENDED DECISION WITH REASONS FOR THAT RECOMMENDATION.
2. **CORRESPONDENCE.** THE STAFF REPORT IS FOLLOWED BY ANY VERBAL OR WRITTEN CORRESPONDENCE WHICH HAS BEEN RECEIVED SINCE THE COMMISSION WAS PRESENTED WITH ITS PACKETS.
3. **APPLICANT'S PRESENTATION.** WE WILL THEN HAVE THE APPLICANT MAKE A PRESENTATION, FOLLOWED BY:
4. **PUBLIC TESTIMONY IN SUPPORT.** TESTIMONY FROM THOSE IN FAVOR OF THE APPLICATION.
5. **COMMENTS OR QUESTIONS.** COMMENTS OR QUESTIONS FROM INTERESTED PERSONS WHO ARE NEITHER IN FAVOR NOR OPPOSED TO THE APPLICATION.
6. **PUBLIC TESTIMONY IN OPPOSITION.** WE WILL THEN TAKE TESTIMONY FROM THOSE IN OPPOSITION TO THE APPLICATION.
7. **QUESTIONS FROM COMMISSIONERS.** WHEN YOU TESTIFY, WE WILL ASK YOU TO COME TO THE FRONT PODIUM AND GIVE YOUR NAME AND ADDRESS FOR THE RECORDED MINUTES. PLEASE REMAIN AT THE PODIUM UNTIL THE CHAIR PERSON HAS ASKED IF THERE ARE ANY QUESTIONS FOR YOU FROM THE COMMISSIONERS.
8. **REBUTTAL TESTIMONY FROM APPLICANT.** AFTER ALL TESTIMONY, WE WILL TAKE REBUTTAL TESTIMONY FROM THE APPLICANT.
9. **CLOSING OF PUBLIC HEARING.** THE CHAIR PERSON WILL CLOSE THE PUBLIC PORTION OF THE HEARING. WE WILL THEN ENTER INTO DELIBERATION AMONG THE PLANNING COMMISSIONERS. FROM THIS POINT IN THE HEARING WE WILL NOT RECEIVE ANY ADDITIONAL TESTIMONY FROM THE AUDIENCE, BUT WE MAY ASK QUESTIONS OF ANYONE WHO HAS TESTIFIED.
10. **COMMISSION DISCUSSION/ACTION.** IT IS OUR INTENTION TO MAKE A DECISION THIS EVENING ON EACH ISSUE BEFORE US. DECISIONS OF THE PLANNING COMMISSION MAY BE APPEALED TO THE CITY COUNCIL. IF YOU DESIRE TO APPEAL A DECISION, PLEASE CONTACT THE COMMUNITY DEVELOPMENT DEPARTMENT DURING NORMAL OFFICE HOURS FOR INFORMATION ON THE PROCEDURES AND FEES INVOLVED.
11. **MEETING CONTINUANCE.** THE PLANNING COMMISSION MAY, IF REQUESTED BY ANY PARTY, ALLOW A CONTINUANCE OR LEAVE THE RECORD OPEN FOR THE PRESENTATION OF ADDITIONAL EVIDENCE, TESTIMONY OR ARGUMENT. ANY SUCH CONTINUANCE OR EXTENSION REQUESTED BY THE APPLICANT SHALL RESULT IN AN EXTENSION OF THE 120-DAY TIME PERIOD FOR MAKING A DECISION.

The Planning Commission's decision on these matters may be subject to further review or may be appealed to the City Council. For further information, contact the Milwaukie Planning Department office at 786-7600.

Milwaukie Planning Commission:

Donald Hammang, Chair
Judith Borden, Vice Chair
Barbara Cartmill
Tracy Cook
Mike Miller
Doug Ouderkirk
Howard Steward

Community Development Department Staff:

Martha Bennett, Community Development Director
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Doug Strickler, Associate Planner
Jeanne Garst, Office Assistant
Marcia Hamley, Office Assistant
Shirley Richardson, Hearings Reporter



To: Planning Commission

From: Alice Rouyer, Planning Director *AR*

Subject: Downtown Plan Work Session

Meeting Date: March 28, 2000

Date: March 21, 2000

Action Requested

Hear a staff presentation about the project, scope and schedule. Ask questions and provide initial policy direction.

Background

Over the past 11 months, the community has been meeting to develop a new vision for downtown and the riverfront. The City has hosted five Town Hall meetings between March 1999 – February 1999 to gather input from citizens about ways to create more vitality in the downtown core, provide for a mixture of land uses, and connect the riverfront to downtown. In the summer, the City set up kiosks in different locations, allowing citizens to vote on four different downtown/riverfront design options. From this, the City's consultant developed the overall framework plan.

A color flier was mailed to all postal customers in the city in February (see attached) outlining the different components of the plan, and seeking more comments from citizens. The City hosted the last Town Hall meeting on February 23, 2000. Staff and project consultants are now drafting documents to implement the vision for the downtown and riverfront discussed in the previous meetings. These are:

1. A new land use framework
2. Public area standards (right-of-way/streetscape standards)
3. Development Standards (including a new Design Review process); and
4. Design Guidelines

The Comprehensive Plan and Land Use Map, Zoning Ordinance, and Zoning Map will all need to be amended to adopt new regulations for downtown. These are Major Quasi-Judicial and Legislative actions. As such, the Planning Commission is charged

illustrative maps for Commission review at the March 28 meeting). It is important to note that the Milwaukie Junior High site is not covered by this plan. This property was removed from the plan boundaries in early 2000 in order to allow for a separate study and public process to consider future land uses on that site.

Some policy issues to consider and be prepared to discuss at the work session:

1. ***Are the proposed locations for different land uses appropriate?***
See the color flier and Land Use Framework Plan page 12.
 - Commercial Areas?
 - Housing Areas (north and south)?
 - Storefront Main Street?
 - Arts/Entertainment/Office?
 - Riverfront Park?

2. ***Does the Commission have any question or comment on the Key Land Use Features?***
See Land Use Framework Plan page 13.

3. ***Does the Commission have any question or comment on the Land Use Areas?***
See Land Use Framework Plan page 15 – 22.

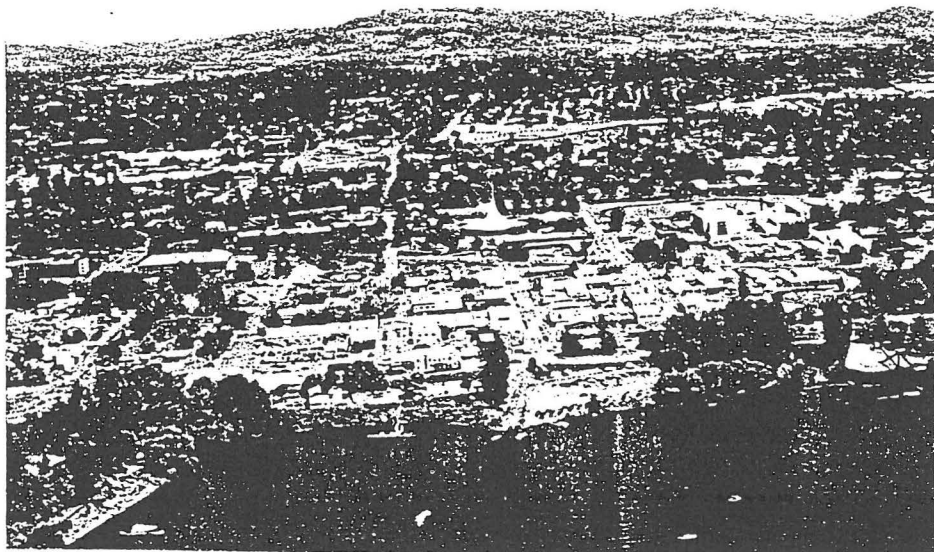
Attachments:

Attachment A: DRAFT Milwaukie Downtown and Riverfront Park Land Use Framework Plan

Attachment B: Color Downtown Plan mailer/flier (mailed to all Milwaukie postal customers in February 2000)

DRAFT
MILWAUKIE DOWNTOWN
AND
RIVERFRONT PARK

MILWAUKIE, OREGON



CRANDALL ARAMBULA PC

March 9, 2000

Downtown and Riverfront Plan

Land Use Framework:

- 1.1 Preface
- 1.2 Acknowledgments
- 1.3 A Land Use Framework
- 1.4 Aerial Photograph of Existing Downtown
- 1.5 Downtown Planning Area Map
- 1.6 Illustrative Plan
- 1.7 Plan Elements
- 1.9 Our Guiding Principles - A Touchstone
- 1.10 Fundamental Concepts Map
- 1.11 Fundamental Concepts
- 1.12 Land Use Framework
- 1.13 Key Land Use Features
- 1.14 Land Use Descriptions

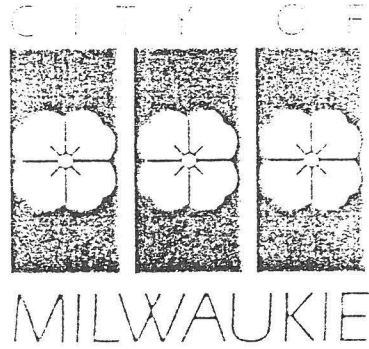
Land Use Areas:

- 1.15 Civic Area
- 1.16 Housing North Area
- 1.17 Housing South Area
- 1.18 Storefront Main Street Area
- 1.19 Arts/Entertainment/Office Area
- 1.20 Parks and Open Space Areas
- 1.21 Commercial Areas
- 1.22 Hotel Area
- 1.23 Amenities and Open Space Framework Map
- 1.24 Amenities and Open Space Framework

Implementation:

- 1.25 Implementation Plan
- 1.26 Phasing Plan Diagram
- 1.27 Phasing and Financing Strategy

1.1 Preface



Letter from the Mayor

Effort of Citizens, staff
Purpose to provide a blueprint for the continued economic and cultural growth of the heart of Milwaukie.
Innovation
Provides for all people of Milwaukie
Regional Attractions
Public spaces
etc.

signed,
Mayor Tomei

1.2 Acknowledgments

Milwaukie council
Planning Commission
Project Staff
Riverfront committee
Advisory

(get list from Milwaukie)

1.3 A Land Use Framework

The Milwaukie Downtown and Riverfront Plan represents a major opportunity to reinvigorate downtown Milwaukie. With aggressive and focused efforts from both the public and private sectors over the coming years, downtown Milwaukie will be revitalized. This Plan outlines the components necessary to make such a vision of Milwaukie a reality. It foremost builds upon existing assets, capitalizes upon significant existing uses, and features the natural environment. It also establishes a realistic agenda and implementation program for new private development and public investment.

This land use framework is a vision of what can occur in the downtown and riverfront area; it does not amend City code. Any amendments to Milwaukie's existing Comprehensive Plan or Development Code initiated to implement this Plan will be adopted pursuant to the usual City procedures for such amendments.

What This Framework Does

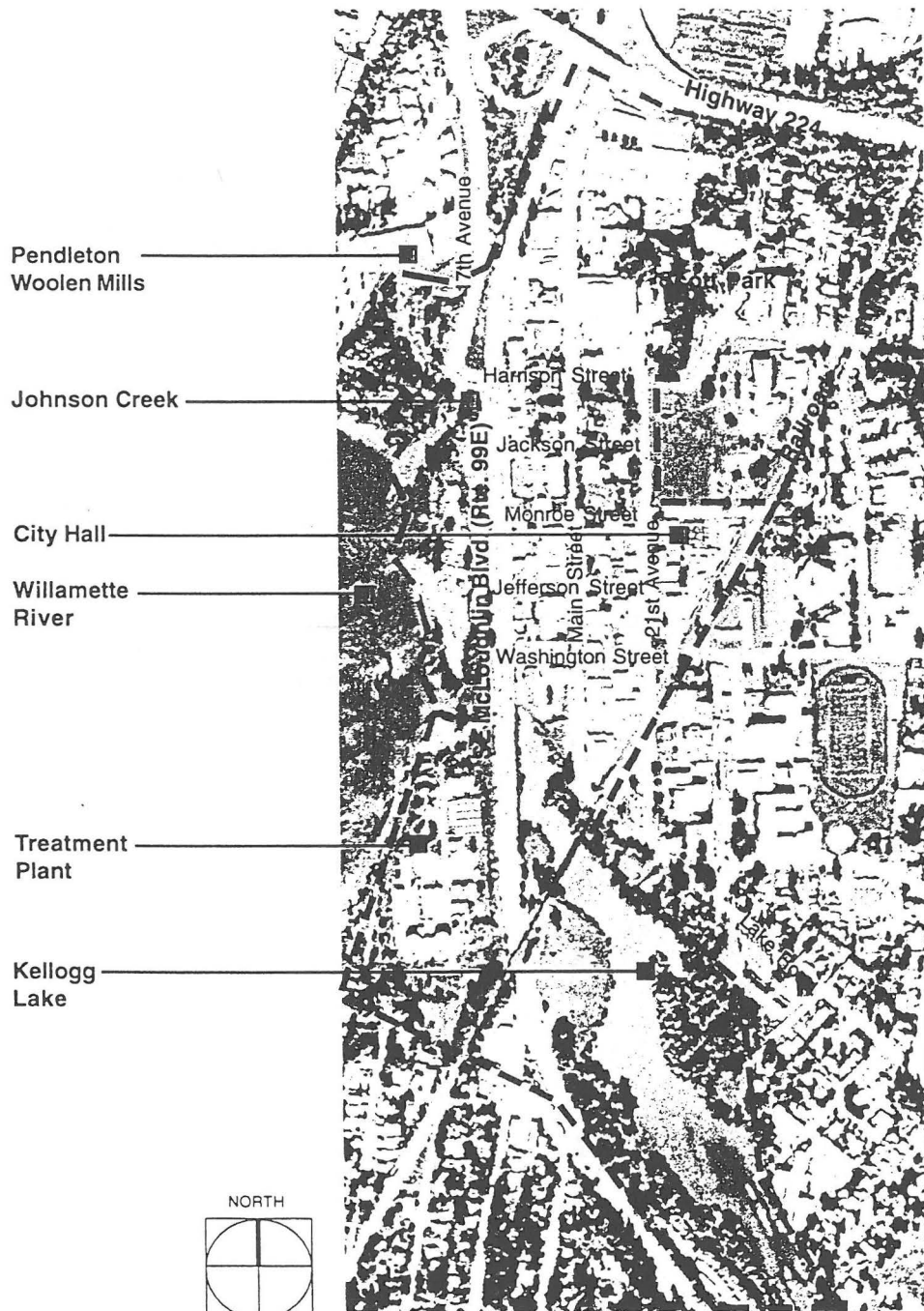
This document guides the development of publicly and privately owned parcels of land, and outlines specific land uses. It is to be used in conjunction with the Public Area Requirements and the Zoning Ordinances. Together, these make up the parts of Milwaukie's Downtown and Riverfront Plan which are regulatory documents. These are in turn supplemented by a fourth document, the Design Guidelines, which are discretionary, and overseen by a Design Review Commission.

The Downtown and Riverfront Plan suggests a change to the existing Regional Plan Subarea 1: "planning areas" or "special purpose zones" are identified to incorporate existing zoning

where appropriate and create new zoning where no current applicable city zoning category exists. The new land use zones have been tailored to meet Milwaukie's social, economic and development goals and policies while responding to market conditions and the City's overall vision for future growth.

The Downtown and Riverfront Plan allows existing businesses to remain as long as their owners wish. If an existing business does not conform to the new planning area's allowable uses, development regulations, and design guidelines, it will be allowed to continue to operate, as well as to expand and rebuild, in accordance with the existing policies of the City of Milwaukie's Comprehensive Plan. However, should a non-conforming use expand or rebuild, it must conform to development standards of this plan.

1.4 Aerial Photograph of Existing Downtown



Pendleton Woolen Mills

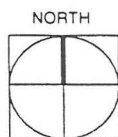
Johnson Creek

City Hall

Willamette River

Treatment Plant

Kellogg Lake

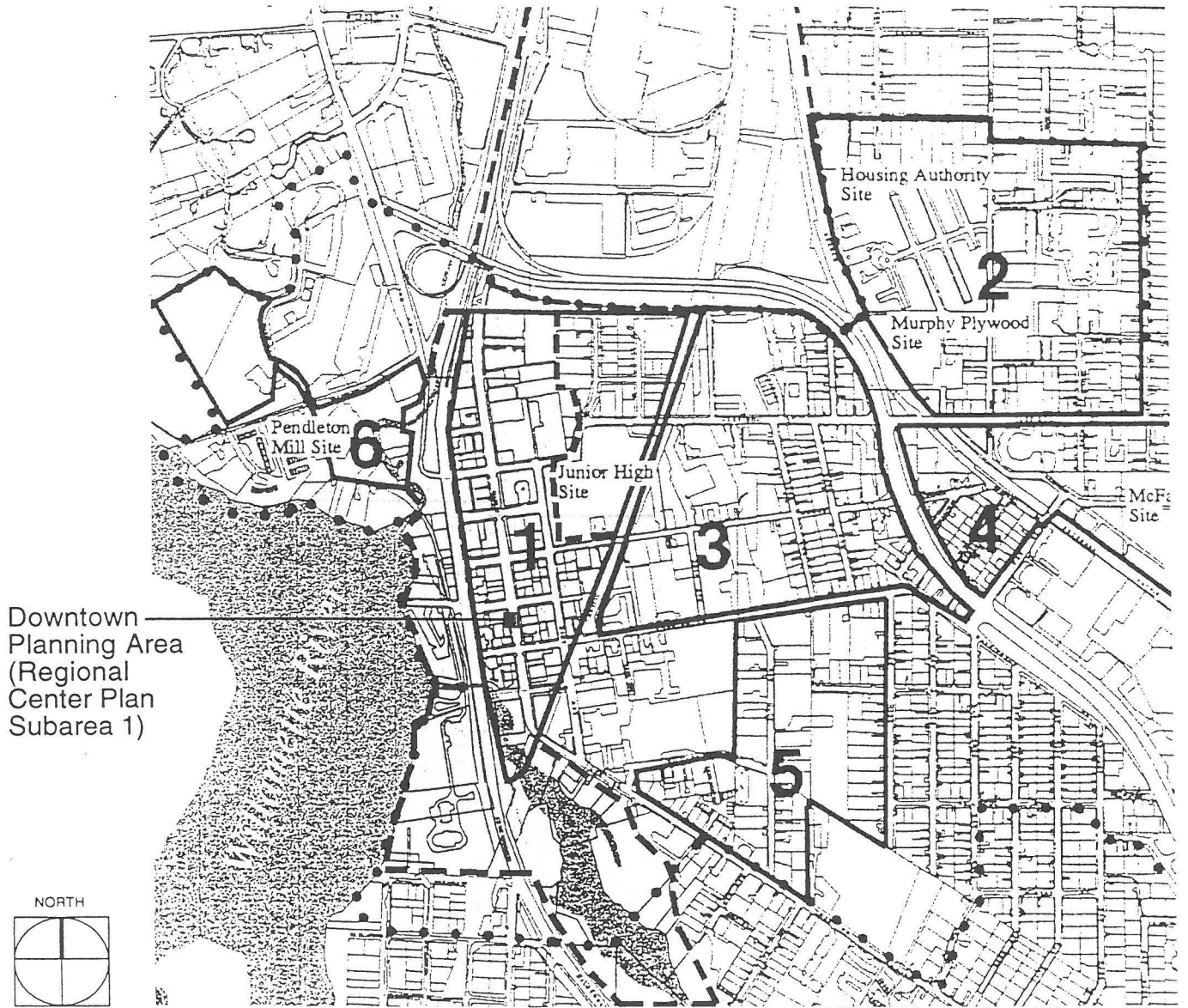


Downtown Milwaukie 2000

Planning Area Boundary
 (Regional Center Plan
 Subarea 1) - - - - -

1.5 Downtown Planning Area Map

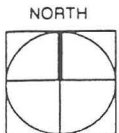
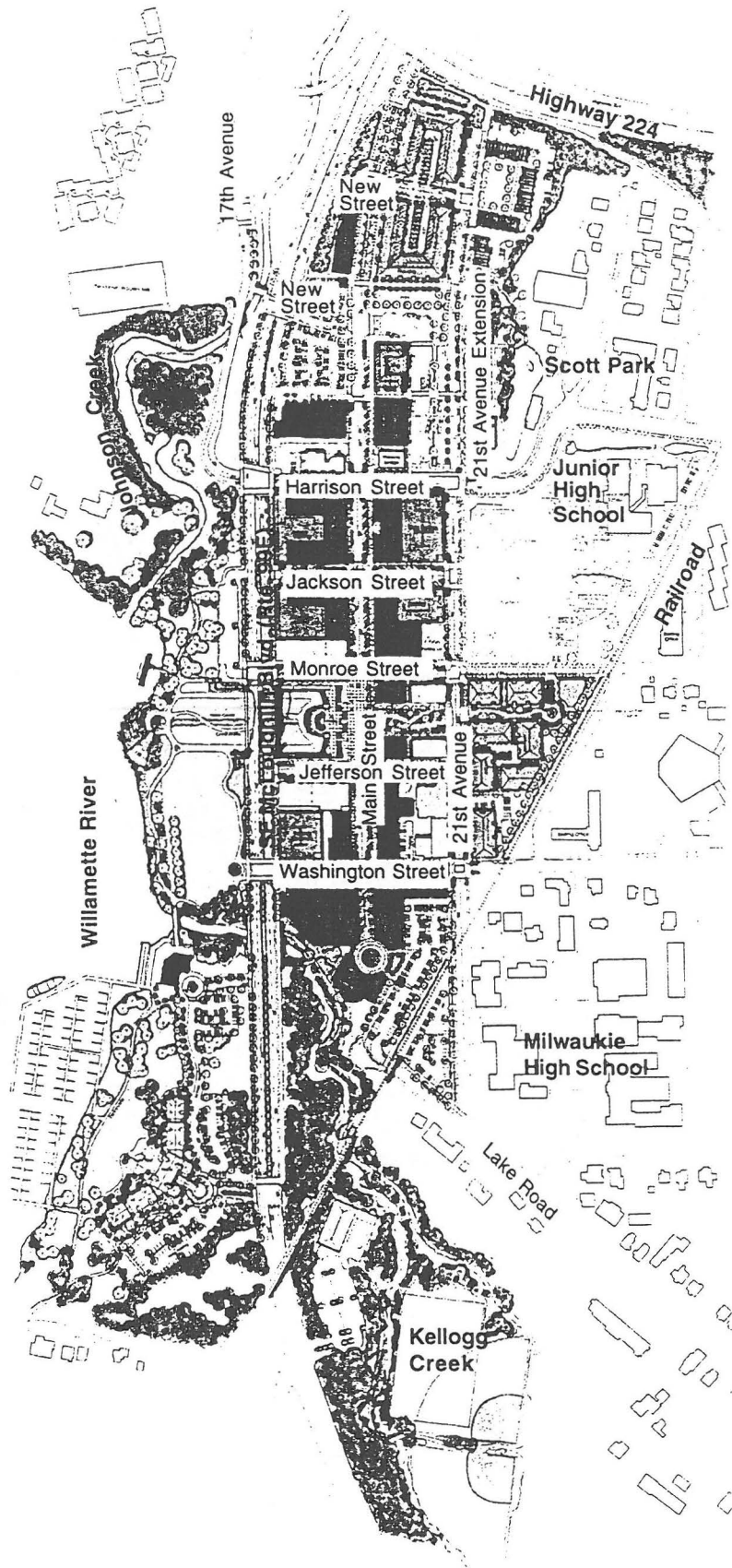
Subarea 1 of the Regional Center Master Plan



Milwaukie Regional Center Plan
1997

1.6 Illustrative Plan

-  Civic Area
-  Retail Mixed Use Area
-  Housing Area
-  Hotel Area
-  Arts/Entertainment Area
-  Parking



1.7 Plan Elements

The Milwaukie Downtown and Riverfront Plan recognizes and builds upon the rich character and history of our town. It celebrates the diversity and spirit of the people and places of Milwaukie, and reinforces those special qualities.

City officials, community leaders and area businesses have known for a long time that Milwaukie's historic downtown, nestled at the edge of the Willamette River, can and should be a vital center for the community's economic and social activity. Starting in 1999, the City of Milwaukie began a process to develop a concept for downtown Milwaukie that reflects the vision of the people who live and work there. During a number of community design forums, citizens have tested various aspects of the plan, with local residents ranking their priorities for the downtown area.

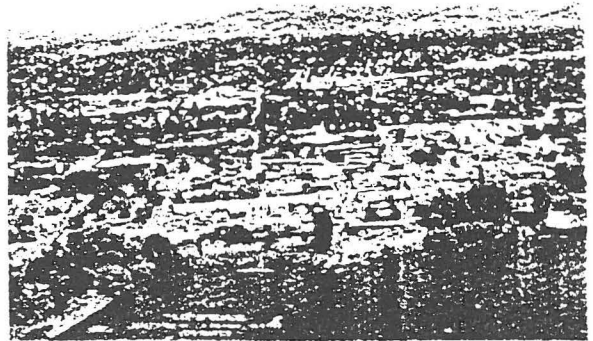
This plan represents the leadership of a skilled volunteer Riverfront Board and the input of the more than 2000 community members who have attended meetings, returned surveys, provided focus and ideas, and directed the plan.

The Recipe that Works

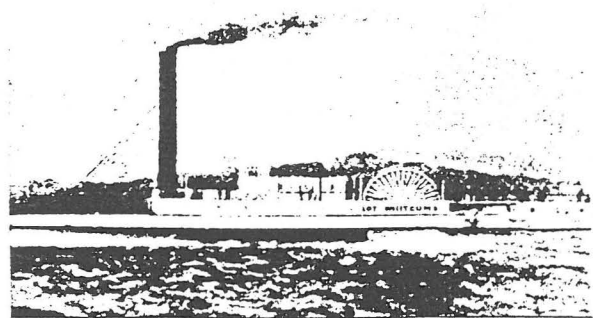
This Plan represents a process derived from a recipe of fundamental concepts that has worked successfully in other cities, equal in size to Milwaukie and with similar challenges. In those cities, the public and private sectors worked together to make revitalization happen. They developed a plan, and subsequently residents and government officials did what it took to make their plans work. Their efforts paid off. This Plan will do the same for Milwaukie.

Fundamental Concepts

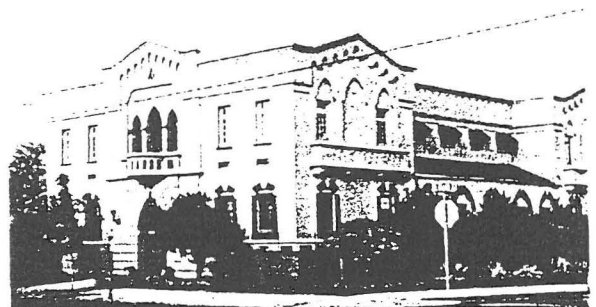
Milwaukie's unique character is at the heart of the Downtown and Riverfront Plan. The Plan reconnects Milwaukie to the Willamette River, knitting together the seam of McLoughlin Boulevard. It creates the new Riverfront Park as the city's "living room." And it calls for revitalizing historic buildings while designing new



Downtown view from Willamette River



Lot Whitcomb, 1850



Historic Masonic Lodge

structures to harmonize with the town's historic character.

Anchors and attractors are used to build upon existing resources, and to strengthen the Main Street "retail armature." Thus the Plan is a blueprint to make Milwaukie and its downtown a vital, livable and sustainable community.

Amenities and Open Spaces

Milwaukie is fortunate to have a setting that inspires its citizens, that offers history, beauty and vitality. The Willamette River, Johnson Creek, and Kellogg Creek all provide beautiful natural borders to the downtown area. The Milwaukie Downtown and Riverfront Plan capitalizes on these natural resources, by restoring the creeks and connecting the river to the historic blocks of downtown. Thus both the town and the natural areas are reinvigorated.

Implementation

This Plan coordinates with the other, existing planning efforts and regulations. Within Milwaukie itself; the Milwaukie Comprehensive Plan provides the guiding policies to manage the city's physical elements. Ancillary planning documents may be attached to this Comprehensive Plan; these include the Milwaukie Vision Statement of 1995 and the Regional Center Master Plan of 1997. The latter responds to Milwaukie's designation as one of Metro's 2040 Growth Concept Regional Centers.

The Downtown and Riverfront Plan responds to environmental policies including Metro's Title 3 Requirements and Federal Endangered Species Act.

Phasing and Financing Strategy

The Plan makes this bold statement: that investing in the future of Milwaukie

makes sense. Investment offers employment and opportunity for all the citizens of Milwaukie; it enriches the town literally and figuratively. Smart public improvements stimulate substantial private investment. Thus, investing today in a better quality of life for downtown Milwaukie makes sense for the whole town, for years to come.

The Plan identifies various ways to stimulate market demand for downtown investment. Providing financial incentives like special loan programs and tax breaks, for instance, or designating downtown as an "urban renewal district" are some of the options. Funding Milwaukie's downtown and riverfront improvements will tap into a combination of such sources.

The Downtown and Riverfront Plan provides a schedule and action plan that describes and assigns responsibilities - ensuring that the community's carefully-considered vision of a revitalized Milwaukie becomes a reality.

1.9 Our Guiding Principles - A Touchstone

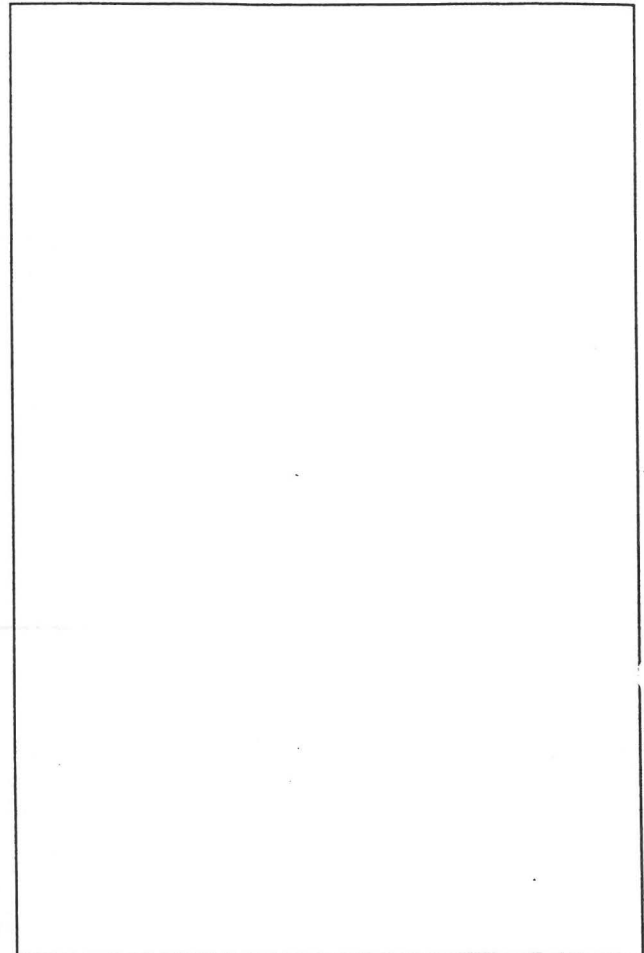
In 1999, the City of Milwaukie began a process to develop its vision of the downtown and riverfront. Throughout this community effort, the Plan was developed in accordance with and responded to the following guiding principles:

Creating a livable community:

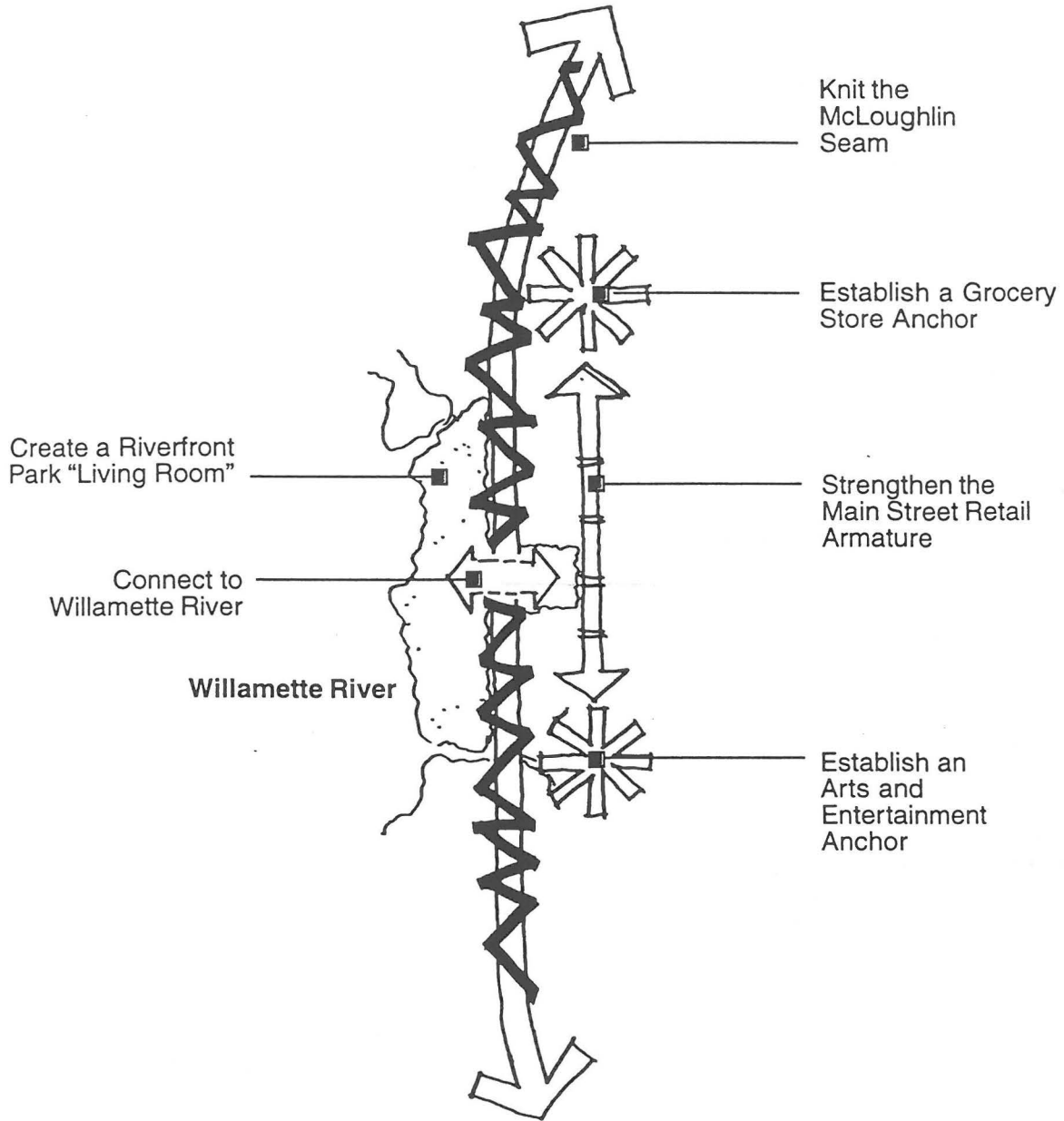
- Provide for residents, workers and visitors alike.
- Provide for people of all ages, cultures, ethnic groups and incomes.
- Provide cultural arts and entertainment facilities.
- Provide significant open spaces and connections to the riverfront.
- Provide for specific "programmatic" requirements, such as parking or visibility from major roadways.

Ensuring economic success:

- Efficiently maximize current investment in infrastructure.
- Spur further private investment.
- Recognize and respond to the current marketplace.
- Establish a strategy for capturing unrealized market niches.
- Complement, protect and promote the continued growth and vitality of current businesses.



1.10 Fundamental Concepts Map



1.11 Fundamental Concepts

Anchors and Attractors

The keystone to building a successful downtown is to build upon existing resources - the quality stores and offices that we already have - and supplement these with anchors and attractors - places used by hundreds of people on a daily basis. A grocery store, for example, will generate considerable foot traffic, which will in turn provide additional customers for downtown businesses.

The plan includes the key elements which will be necessary to achieve these goals. New "anchor" uses are as follows:

- Bus transit center.
- Grocery store across Main Street from the transit center.
- Arts, entertainment and office "campus" of buildings at the southern end of Main Street.

The Main Street "Retail Armature"

Reactivating Main Street is a major focus - re-establishing and strengthening a lively storefront retail character with a pedestrian emphasis and 24-hour use.

The plan establishes a framework in which people can shop, work, live and socialize along Main Street. It addresses and repairs the fundamental problems that have drained downtown of its vitality. The Plan suggests adding to or filling in blocks with new uses and in some instances tearing down buildings and starting over again.

In the four blocks between these two anchors, the fabric of ground floor retail establishments will create a lively flow of

pedestrian activity. The Main Street retail armature ensures that a healthy retail street includes:

- Retail on both sides of the street.
- Continuous retail facades with no interruptions.
- On-street parking in front of retail.
- Anchor retail at both ends of Main Street.
- Retail on all four corners of intersections.
- A pedestrian loop.
- Safe, signalized pedestrian crossings.
- Pedestrian-friendly amenities - wide sidewalks, landscaping, benches.

This north-south flow of activity will be further enlivened where it intersects with the new Main Street Plaza - in the block between Monroe and Jefferson Streets and leading directly to the Willamette River and the new Riverfront Park.

Connecting to the River

The new Riverfront Park will be the location for special events such as "Festival Daze," holiday celebrations and community assemblies. At its southern end will be a new hotel, adjacent to the new public marina and rowing facility.

1.12 Land Use Framework

Use Zones:



Civic



Housing



Storefront Main Street



Arts/Entertainment/Office



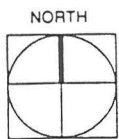
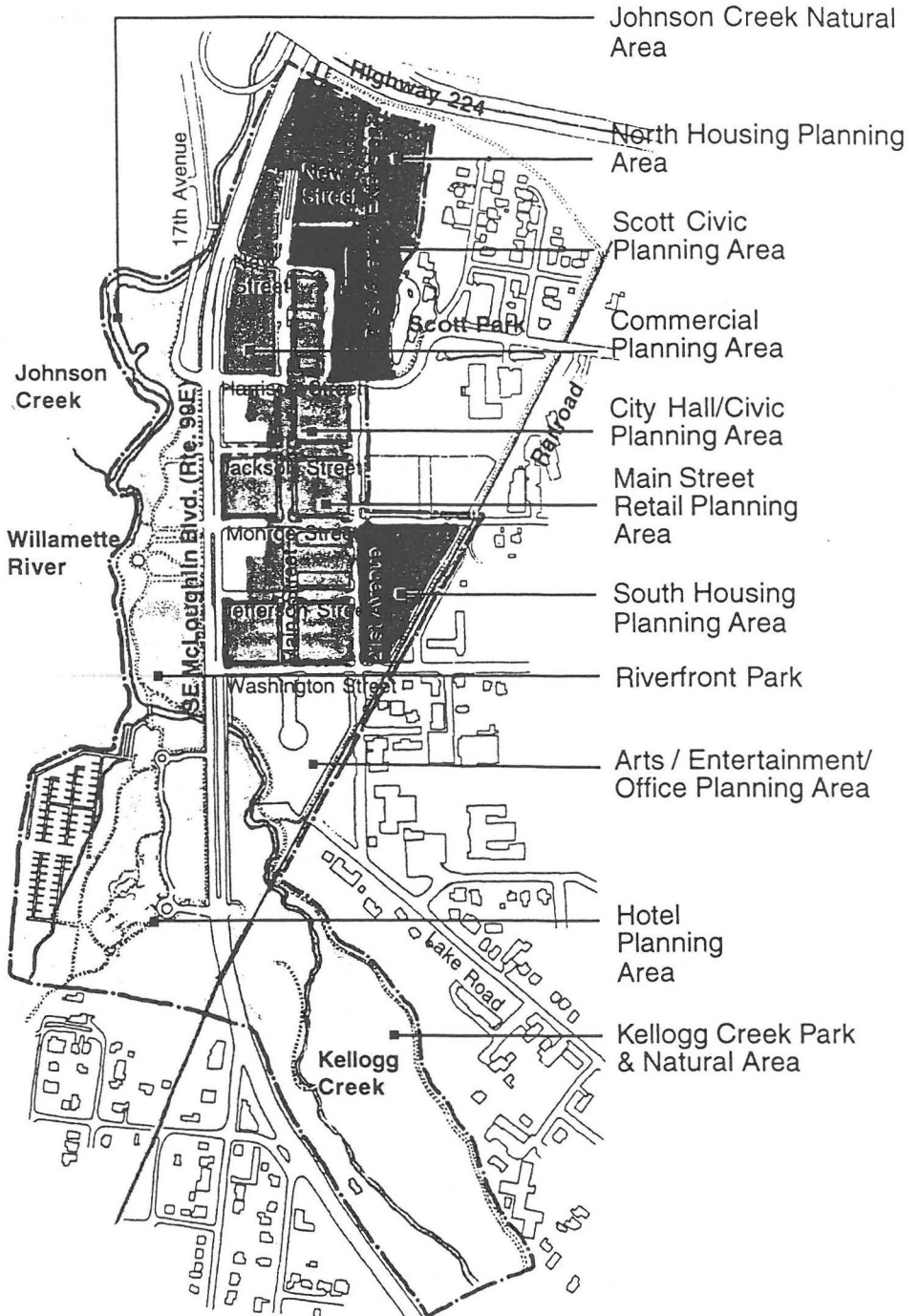
Riverfront Park



Commercial



Hotel



1.13 Key Land Use Features

Revitalizing Main Street and downtown:

- Main Street improvements - shops, services, and family wage jobs
- Save Landmarks - to preserve history and heritage
- New Grocery Store - to anchor Main Street
- New Tri-Met Bus Transit Center
- Junior High Reuse Study
- New Arts and Entertainment Campus

Reconnecting to the River:

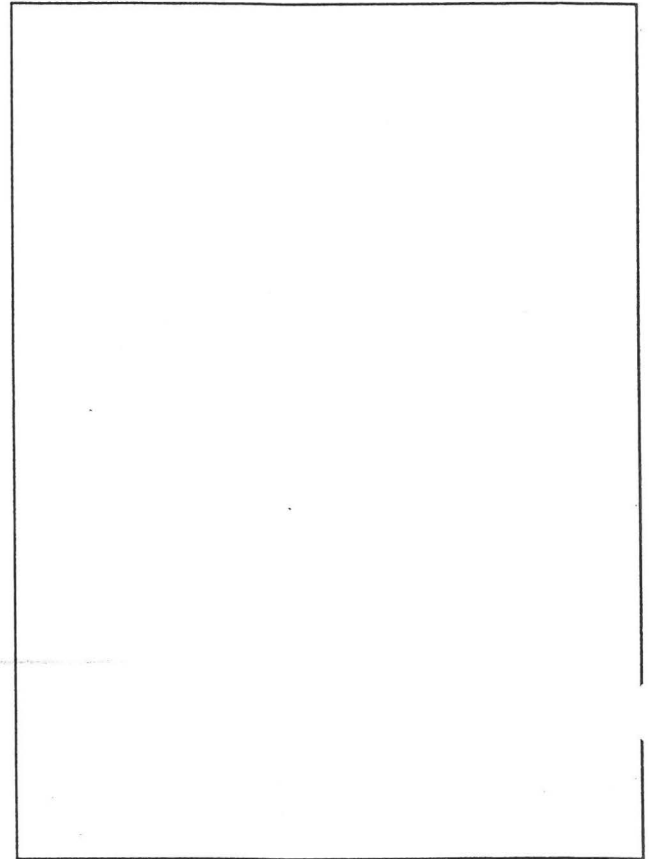
- New McLoughlin Bridge - to knit the seam between the downtown and the river
- New Riverfront Park - the City's living room
- New Public Marina and restaurant
- New Riverfront hotel - to replace the water treatment plant

Restoring Natural Areas and Parks:

- Downtown stream - divert part of Spring Creek into downtown park
- Restore Spring Creek
- Restore Johnson Creek
- Restore Kellogg Creek
- Provide playing fields and outdoor spaces

Providing Quality Housing:

- To the North, townhomes and apartments engaging new parks, near Spring Creek and trail to Spring Water Corridor
- To the South, townhomes and apartments along landscaped creek and Rail Trail.



1.14 Land Use Descriptions

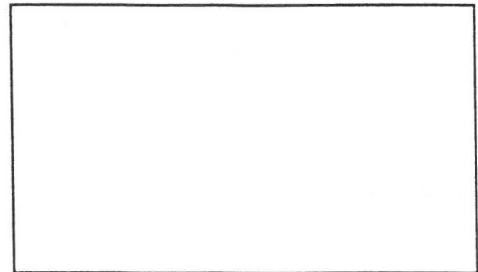
Downtown Milwaukie includes six established and emerging planning areas, each with distinctive physical characteristics and varying uses. While they share a singular overall area - the downtown of Milwaukie - they serve various social, cultural, and economic roles. The goal of the Downtown and Riverfront Plan is to secure a future which binds all of these existing and potential areas into a coherent downtown while enabling each individual area to maintain or develop a distinctive identity.



Bus Transit Center



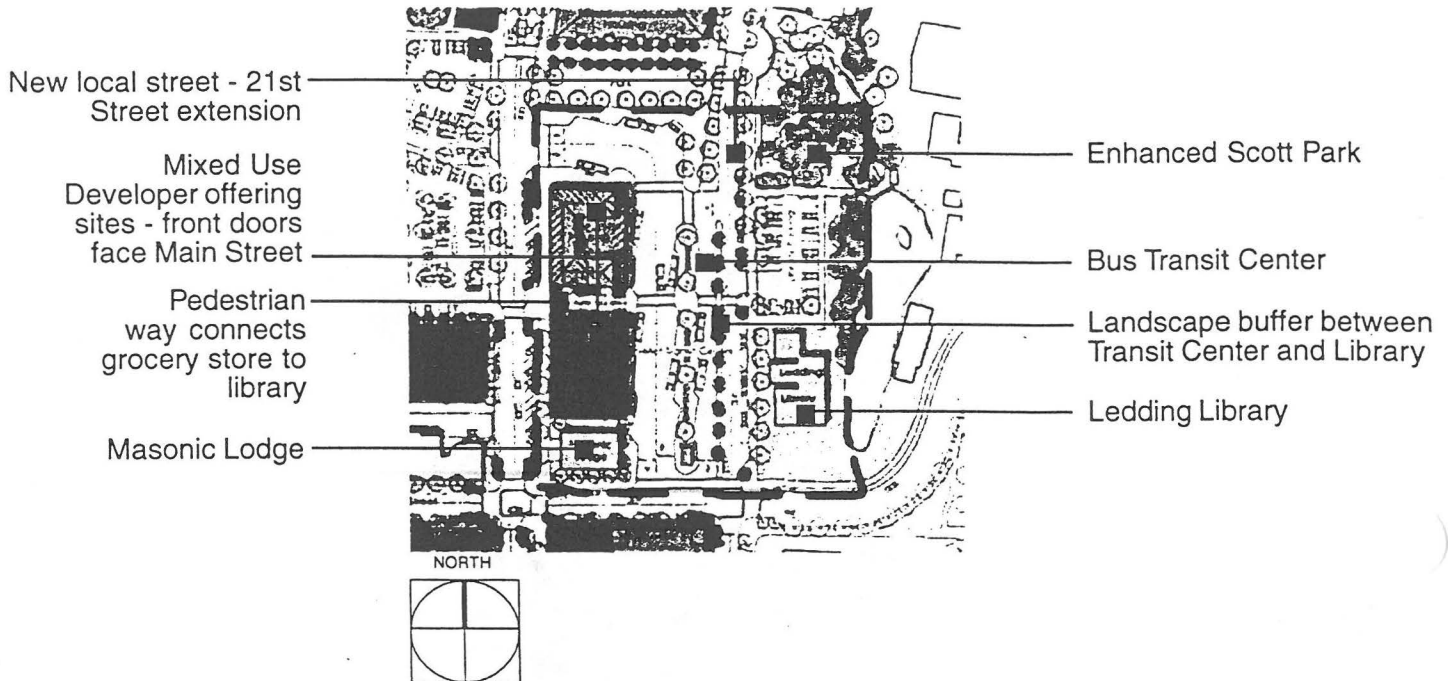
Apartments - North Housing



Storefront Main Street

1.15 Land Use Areas

Civic Area



Character:

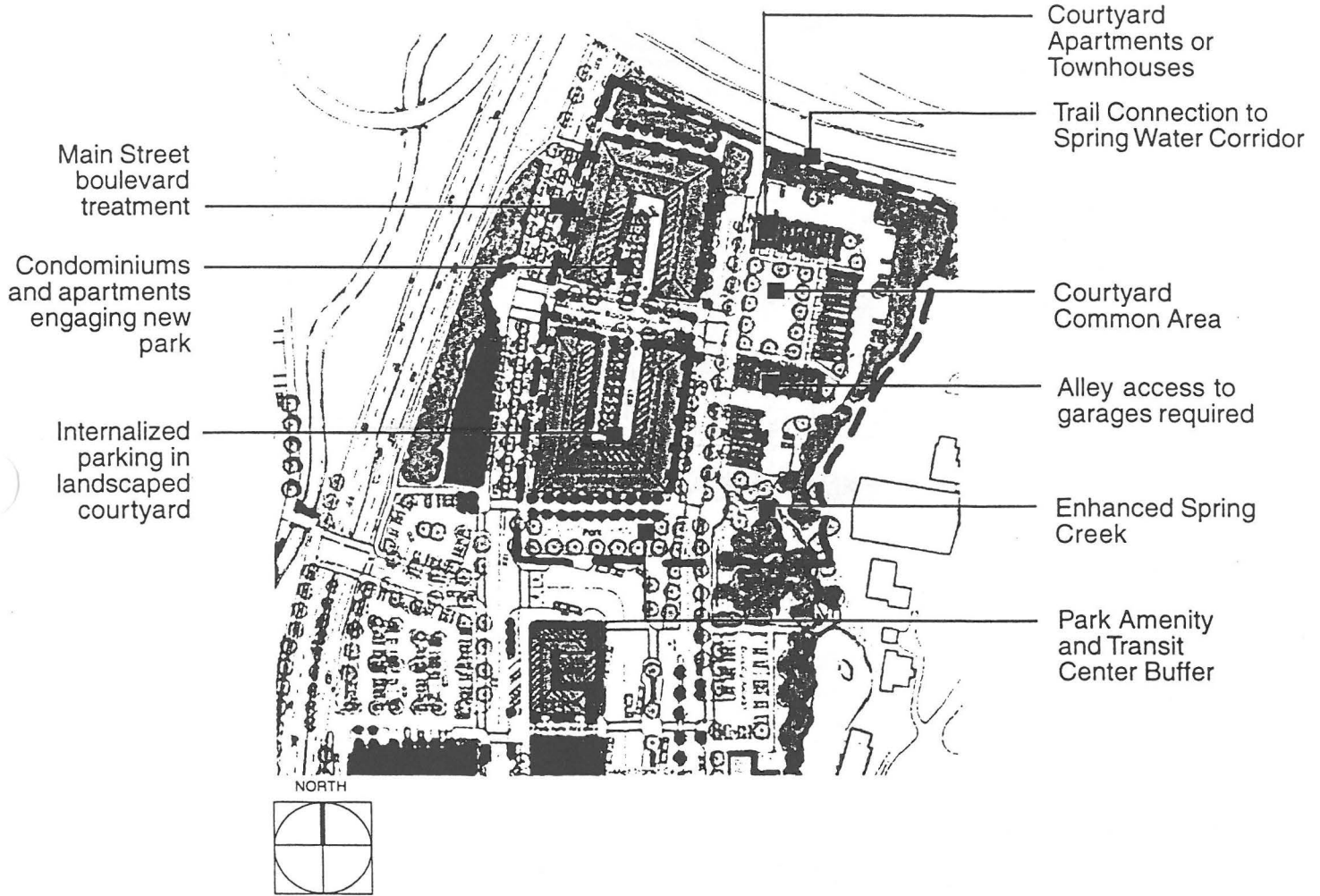
The Civic area is where public facilities are concentrated. These facilities include City Hall; Ledding Library, which is adjacent to Scott Park; and the Tri-Met Bus Transit Center.

Approximate Area: 5 acres

Proposed Use: 8,000 SF retail (target)
40 units (target)

1.16 Land Use Areas

Housing North Area



Character:

Multiple-family residences: ownership/condominiums and rental (including townhouses and apartments).

Approximate Area:

9 acres

Proposed Use:

25 townhouse units (target)

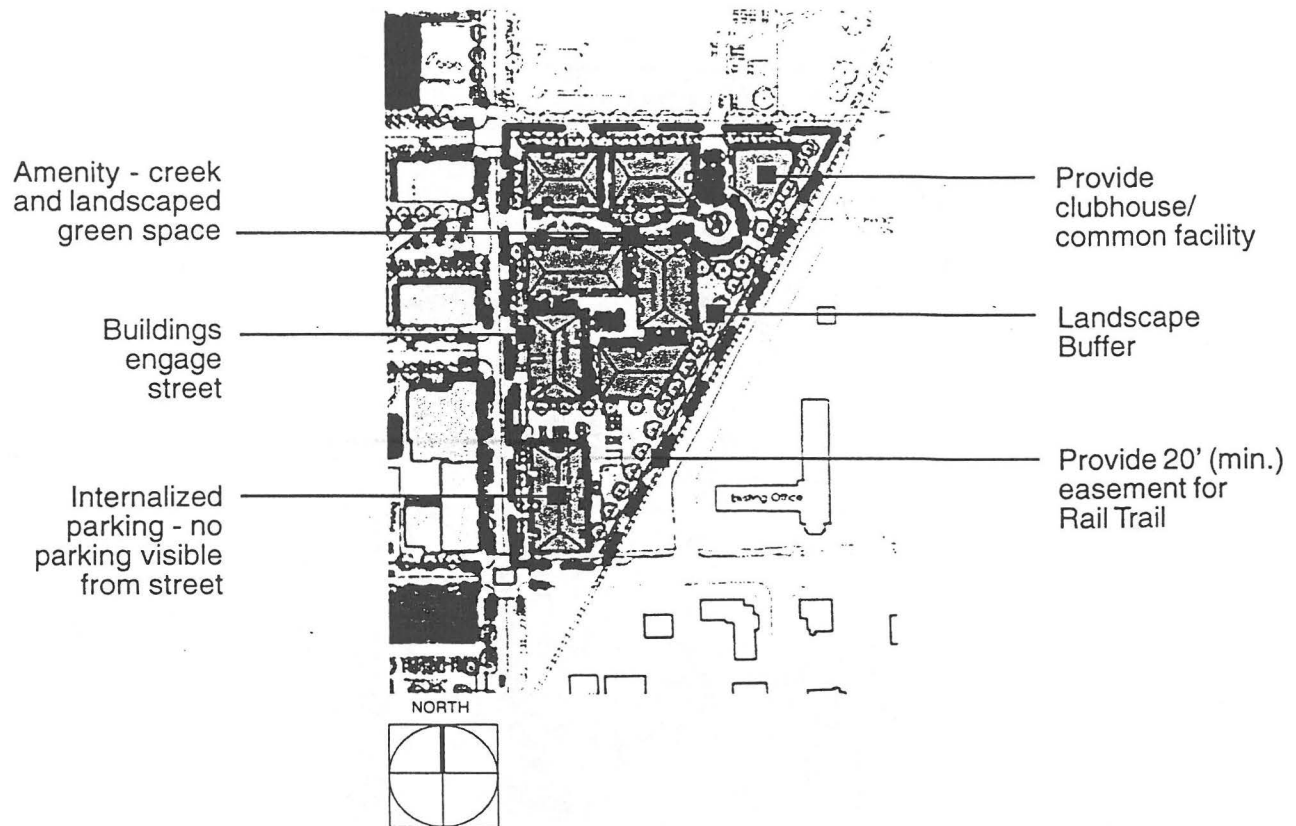
200 units apts/condominiums (target)

Total units:

225 (target)

1.17 Land Use Areas

Housing South Area

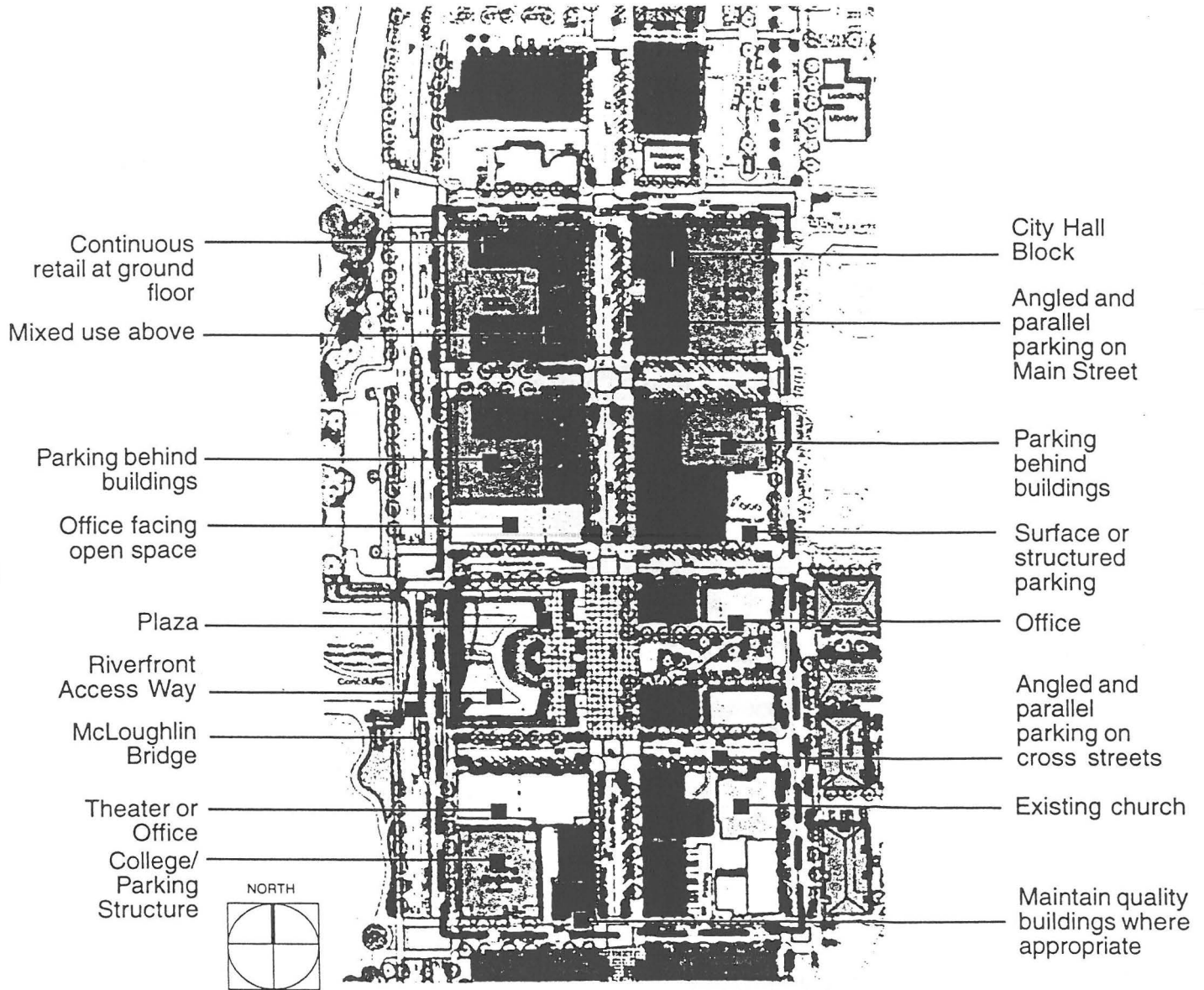


Character:
 Multiple-family residence types: rental apartments or condominiums.

Approximate Area: 2 acres
Proposed Use: 200 units (target)

1.18 Land Use Areas

Storefront Main Street Area

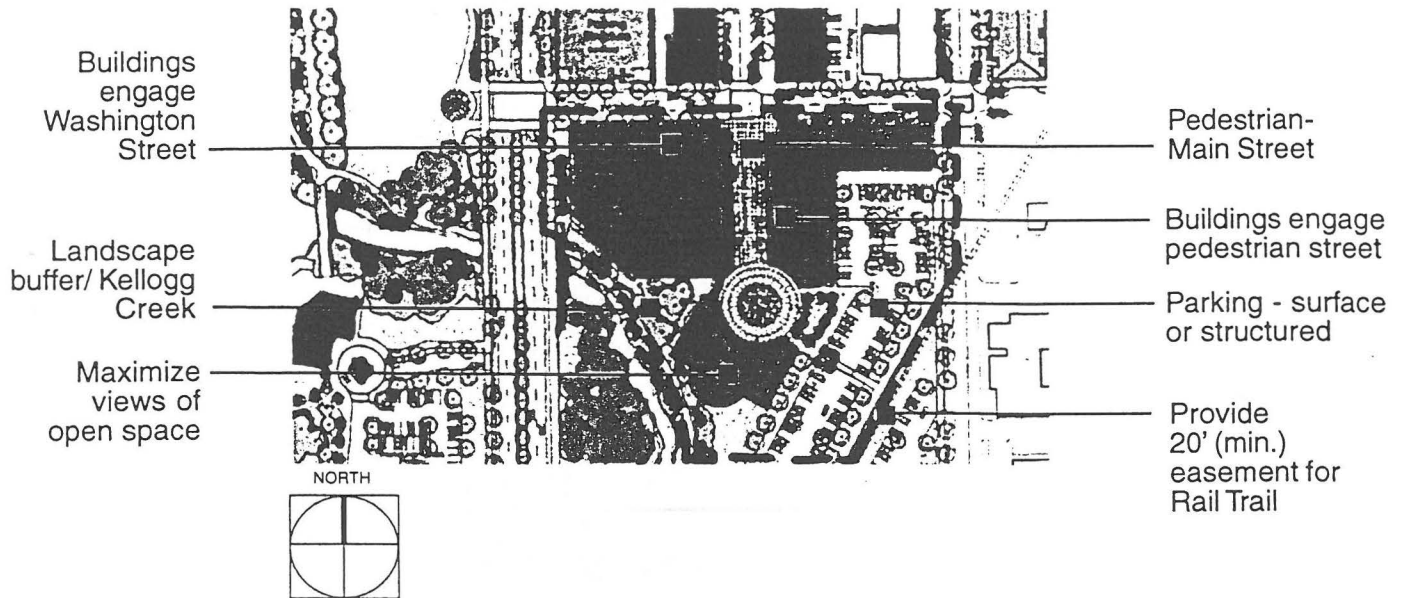


Character:
 One block deep along Main Street, and including parking areas behind buildings. Retail uses at ground floor and second floor, and mixed uses of office and residential above. Maintains pedestrian orientation throughout.

Approximate Area: 6.5 acres
Proposed Use:
 retail: 100,000 SF (target)
 office: 75,000 SF (target)
 residential: 100 units (target)
 theater: 25,000 SF

1.19 Land Use Areas

Arts/Entertainment/Office Area



Character:

Envisioned as a campus to anchor the Main Street retail armature. The area will be highly visible from McLoughlin Boulevard, and buildings will address the street. To the south, the campus will be adjacent to the park at Kellogg Creek.

Approximate Area:

4 acres

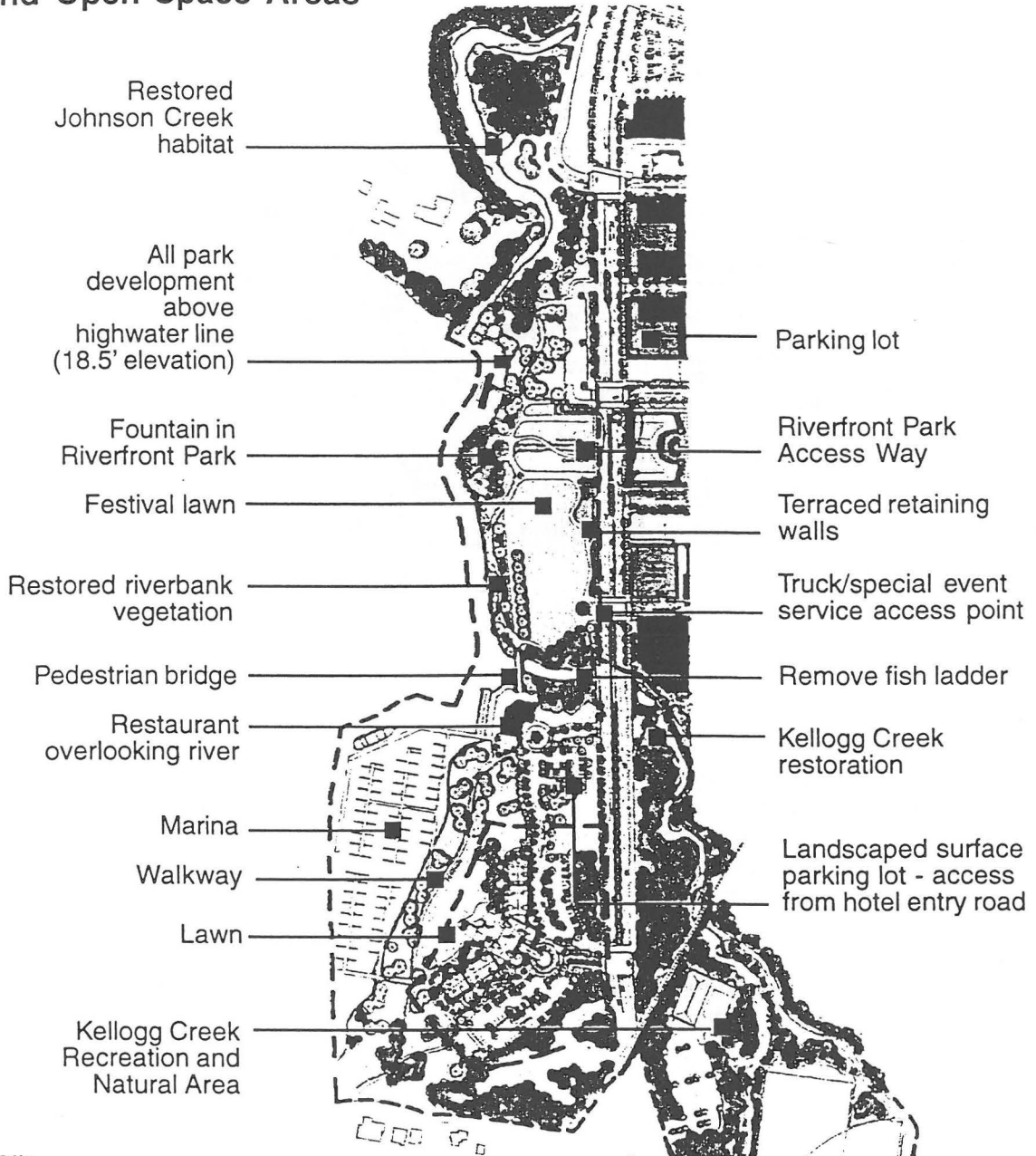
Proposed Use:

Retail 50,000 SF (target)

Office 100,000 SF (target)

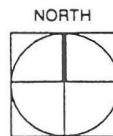
1.20 Land Use Areas

Parks and Open Space Areas



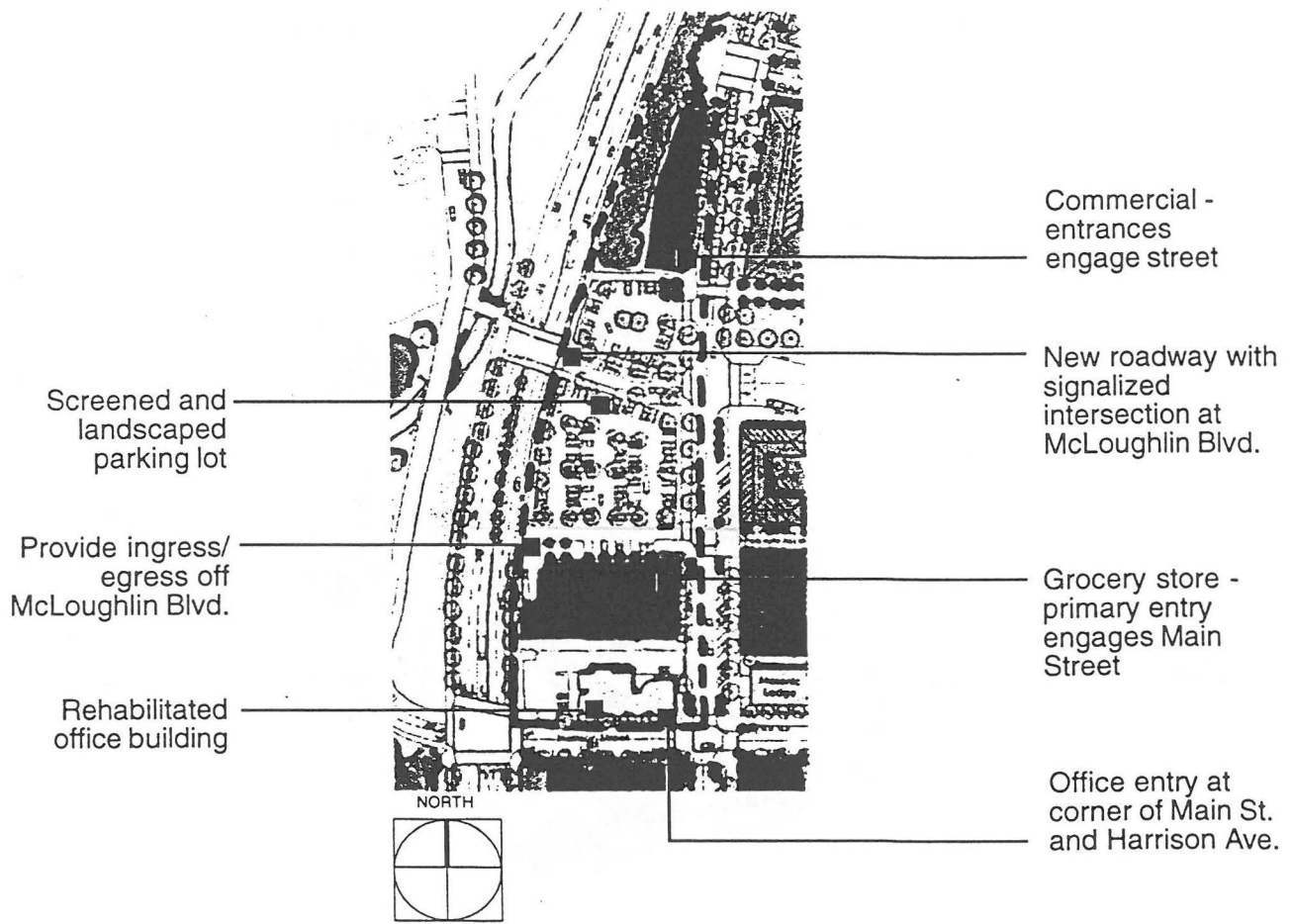
Character:
 Connects to downtown by the new McLoughlin Bridge. Park includes a "festival lawn" for assembly, as well as walkways, seating areas, waterways, and enhanced wetlands.

Approximate Area: 25 acres
Restaurant: 5,000 SF (max.)



1.21 Land Use Areas

Commercial Area



Character:

An area for commercial development which is auto-accommodating yet maintains a pedestrian-orientation at least at one entrance, and still engages the street right-of-way.

Approximate Area:

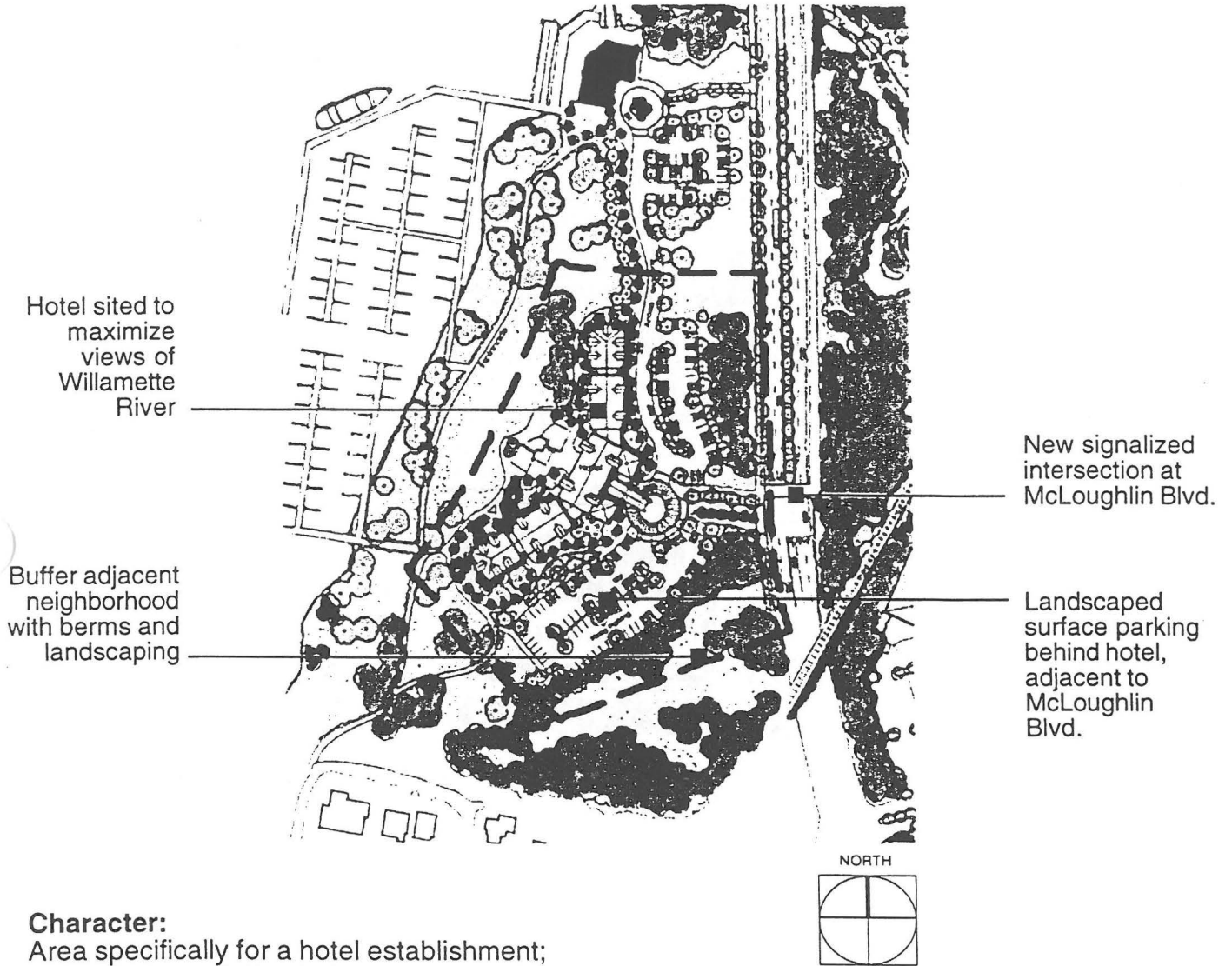
3 acres

Proposed Use:

Commercial 30,000 SF (target)
Office 20,000 SF (target)

1.22 Land Use Areas

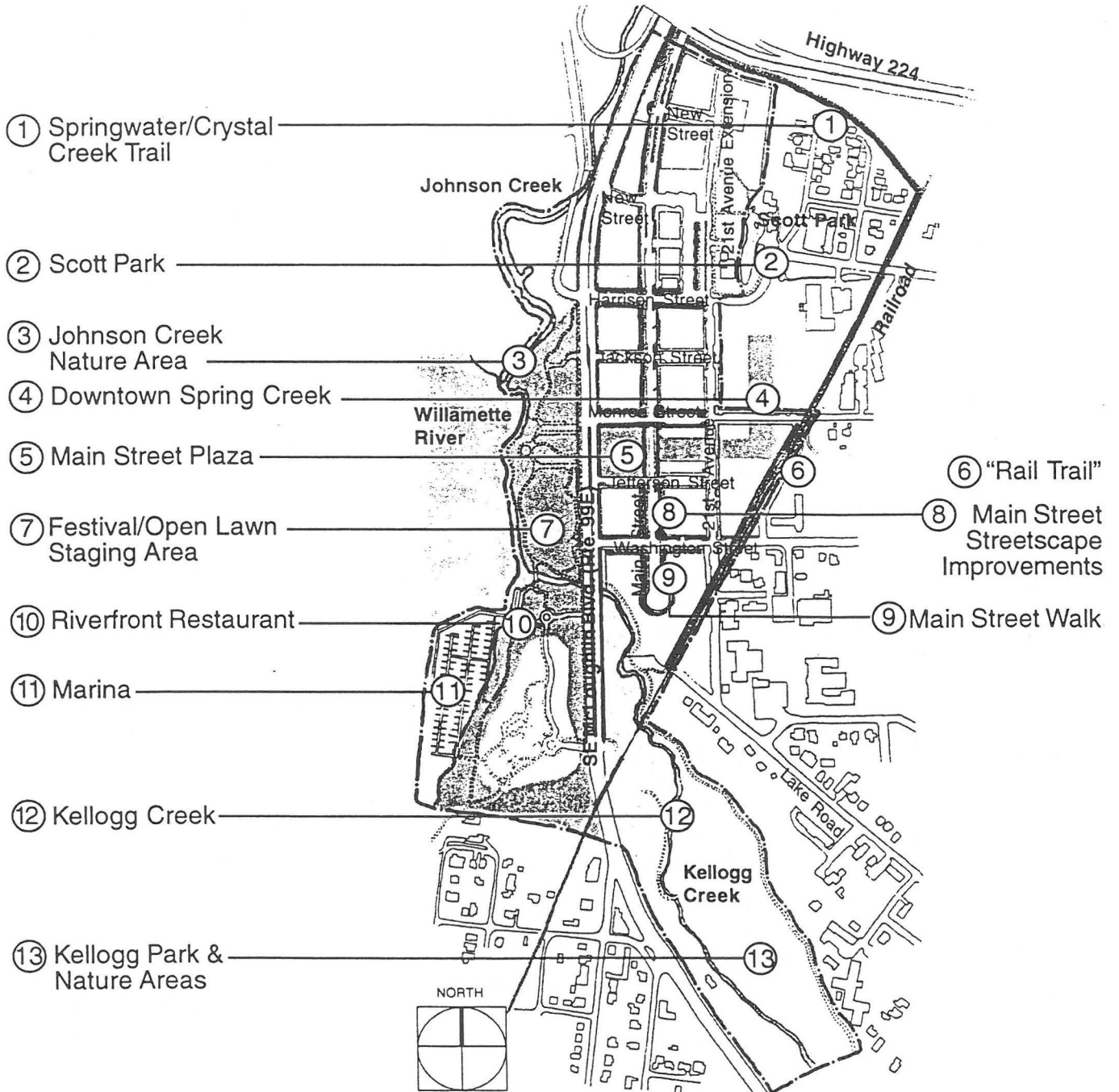
Hotel Area



Character:
 Area specifically for a hotel establishment;
 auto-accommodating but well-landscaped and
 pedestrian-friendly.

Approximate Area: 5 acres
Hotel units: 200 rooms (target)

1.23 Amenities and Open Space Framework Map



1.24 Amenities and Open Space Framework

The Milwaukie Downtown and Riverfront Plan includes a system of outdoor open and green spaces weaving around and through the city. There are creeks, restored wetlands, the Willamette River, and a landscaped urban plaza.

Springwater/Crystal Creek Trail -

Connects the northern end of Milwaukie's downtown with the Portland metro area's Springwater Corridor.

Scott Park - Adjacent to the Ledding Library and the Transit Center Park, as well as to the North Downtown Housing, Scott Park will offer lawn and play areas for children and adults. Scott Lake will be improved, and the natural stream connecting it to Crystal Creek restored.

Johnson Creek Nature Area - The creek will be brought back to its natural state, with major changes being where it meets the Willamette River. The creek will connect the Springwater/Crystal Creek Trail to the north with the Riverfront Park and downtown.

Downtown Spring Creek - A small portion of Spring Creek will be diverted into downtown, streaming from the railroad tracks and new "Rail Trail" to the east, through the new Main Street Plaza, to the Riverfront Park.

Main Street Plaza - A paved and landscaped open public gathering space at the center of town, connecting the primary retail street to the Riverfront Park.

"Rail Trail" - Along the railroad tracks will be a trail that, when combined with the Riverfront Park pathways, completes a loop around downtown. The Rail Trail will also link the Kellogg Creek area in southern Milwaukie to the Springwater/Crystal Creek Trail to the north, and will provide a green edge to the east side of downtown.

Festival/Open Lawn Staging Area - A part of the Riverfront Park will be landscaped to accommodate public festivals and assembly.

Main Street/Streetscape Improvement - From the Transit Center south to Washington Street, Main Street will benefit from special sidewalk treatments, crosswalks, curb extensions, pedestrian-scaled lighting, street furniture, street trees and planting beds.

Main Street Walk - A pedestrian street with special paving, crosswalks, curb extensions, lighting and street furniture, Main Street Walk will terminate in a circle at the arts/office/entertainment campus in the south side of downtown.

Riverfront Restaurant - In Riverfront Park will be a new restaurant, overlooking the Willamette River and adjacent to the new marina.

Marina - A new public marina and rowing facility will be located near the new restaurant and hotel buildings which replace the wastewater treatment plant. The marina will also house a riverboat or similar vessel.

Kellogg Creek - The creek and wetlands will be restored to their original salmon-friendly state.

Kellogg Park and Nature Areas - Part of the Kellogg Creek area will be the home of new all-weather playing fields and courts, a swimming pool, and a recreation center. Another portion will be restored to its natural state, with the lake drained and wetlands returned.

1.25 Implementation Plan

Existing Plans and Policies

- Comprehensive Plan Consistency
- Regional Plan Consistency
- Environmental Plan and Policies

add Mary Dorman text

1.26 Phasing Plan

