



CITY OF MILWAUKIE

To: Neighborhood District Associations
Through: Laura Weigel, Planning Manager
From: Vera Kolas, Senior Planner
Date: June 2, 2021
Subject: Comprehensive Plan Implementation Project

This memo is an update on the Comprehensive Plan Implementation Project in preparation for a series of meetings with each NDA in the city. This is a follow-up to the presentations and staff reports provided to each NDA in March (see Attachment 1).

BACKGROUND INFORMATION

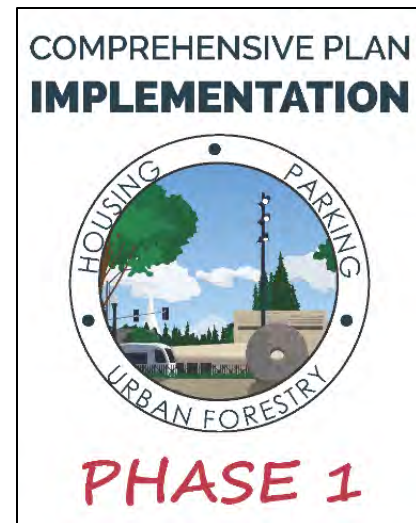
Creating and supporting housing opportunities, primarily middle housing options in all neighborhoods, has been a key goal for Council and the community. The adopted [Comprehensive Plan](#) policies call for expanded housing opportunities throughout the city and House Bill 2001 (HB 2001), passed by the state legislature in July 2019, requires the expansion of middle housing options throughout the state.

With this guidance the City is focused on creating more housing options throughout the City, with a focus on duplex, triplex, quadplex, townhouse, and cottage cluster development (middle housing) – the types of housing that fill the gap between single-unit housing and apartment or mixed-use buildings.

The focus of this phase of plan implementation is housing, but it also includes related changes to parking requirements in residential areas and tree protection and preservation related to residential land. The outcome will be code amendments that balance the city's goal for a 40% tree canopy and implementation of the housing policies outlined in the plan in compliance with HB 2001.

The policy mandates for this project come from the Comprehensive Plan:

1. Increase the types of housing in different neighborhoods throughout Milwaukie so residents have as many choices available as possible.
2. Support the City's goal of a 40% tree canopy.



3. Manage parking to enable middle housing and protect trees.

City staff and the consultant team have been working since September 2020 with the Comprehensive Plan Implementation Committee (CPIC) made up of city residents, and the community at large through an engagement process, to get direction on the proposed code amendments.

Findings from Open House #2

In March and April, community outreach was conducted for the Milwaukie Comprehensive Plan Implementation Project. This outreach included a series of meetings in a box and a virtual open house on the Engage Milwaukie site. The virtual open house was available from March 22 through April 15, 2021. In total, we received 121 completed surveys and 149 people either providing comments and/or completing the survey. As with all engagement activities, the findings provide direction for the proposed code amendments. An analysis of the findings from this effort is included in Attachment 2, but a couple of key findings from the survey and comments are:

- When considering the trade-offs between housing, trees and parking, people appeared to **prioritize trees and housing over on-site parking**. People did not question the concept that trade-offs are required.



Figure 1: Survey Response to Question on Parking Reductions

- People generally **support a change in the existing parking location** requirements, but **not necessarily a significant change in the number of parking spaces required**. There are concerns that the existing car ownership trends and available transit do not support a reduction in parking spaces required.
- **Flexibility is important to encourage middle housing**. In the comments provided, many people mentioned that how development fits in to the existing neighborhood is important and that application of the code should be flexible to encourage the right type of development in each neighborhood.

Project Schedule

Table 1. Project overview and timeline – Part 1			
September 2020	January – April 2021	March – May 2021	May - June 2021
<p>Code Audit</p> <p>Identified existing policies and regulations that prevent implementation of the Comprehensive Plan.</p>	<p>Code Concepts</p> <p>Based on the code audit findings, described six multi-faceted approaches for amending Milwaukie’s implementing ordinances.</p>	<p>Community Testing</p> <p>Specifically identifies which code sections will be amended to remove barriers associated with building middle housing, and residential parking.</p> <p>Open House #2</p>	<p>Milestone: Adoption-ready draft amendments</p> <p>Presentations to NDAs</p> <p>Open House #3</p>
Code Adoption Process			
July – Aug 2021	September 2021	Oct - Nov 2021	December 2021
<p>Planning Commission worksessions</p> <p>Engage Milwaukie</p> <p>Written comments–tracked in spreadsheet</p>	<p>Revised draft code and maps</p> <p>35-day public notice</p> <p>Code posted</p> <p>Social media; postcards; Engage Milwaukie</p>	<p>Planning Commission public hearings</p> <p>Public testimony</p> <p>Spreadsheet tracking written comments</p> <p>Final Draft Code and Maps</p>	<p>City Council public hearings</p> <p>Public testimony</p> <p>Spreadsheet tracking written comments</p> <p>Adopted Code and Maps</p>

Key Code Amendments

1. Simplify the number of residential zones (from eight to two)
This amendment is not strictly needed to comply with HB 2001, but may help the city implement Comprehensive Plan goals for equitable distribution of housing choices.

The amendment, based on discussions with the project committee, City Council, and Planning Commission is to consolidate the eight zones into two:

Two new proposed residential zones:

- Residential 1 – Consolidation of R-3, R-2.5, R-2, R-1, and R-1-B zones (medium and high density residential zones).

- Residential 2 – Consolidation of R-5, R-7, and R-10 zones (low density residential zones).

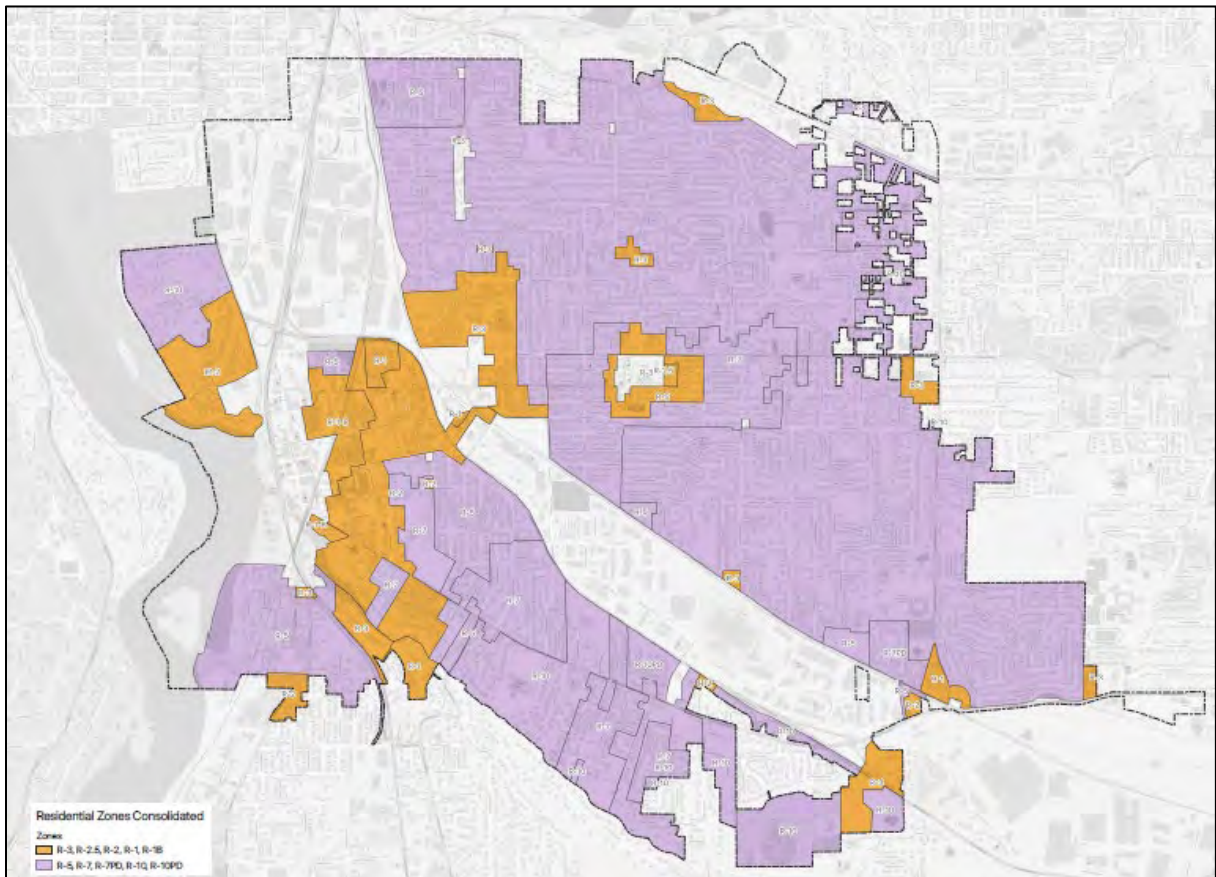


Figure 2. Proposed residential zoning map – two consolidated zones

2. Revise allowed housing types

Table 2 is an example of the types of housing that would be permitted on lots of a range of sizes and the types of housing that would be permitted on lots meeting those minimum sizes. HB 2001 requires middle housing to be allowed in more zones than were previously permitted. These housing types are highlighted in Table 2 in blue. A column is included showing what the current code would permit.

Development standards, such as maximum lot coverage, maximum building height, and minimum setbacks will be part of the code amendments to ensure that new middle housing is part of the fabric of the surrounding neighborhood.

Table 2. Proposal for current Low Density Residential Zones (R-5, R-7, R-7PD, R-10, and R-10PD)			
	Lot size	Permitted housing types	Current Zoning Code
New Zone: Residential 2	1,500 sq ft – 2,999 sq ft	<ul style="list-style-type: none"> · Rowhouse (Townhouse) · Cottage¹ 	N/A
	3,001 sq ft – 4,999 sq ft	<ul style="list-style-type: none"> · Detached single dwelling · Detached single dwelling with ADU · Duplex 	Detached single dwelling if a legal lot of record
	5,001 sq ft – 6,999 sq ft	<ul style="list-style-type: none"> · Detached single dwelling · Detached single dwelling with ADU · Duplex · Triplex 	Detached single dwelling with ADU
	7,001 sq ft or greater	<ul style="list-style-type: none"> · Detached single dwelling · Detached single dwelling with ADU · Duplex · Triplex · Quadplex · Cottage Clusters 	- Detached single dwelling with ADU - Duplex if lot is 10,000 sq ft or greater

¹ For a Cottage within a Cottage Cluster only

Figures 3 and 4 are illustrations showing how properties in Milwaukie could be redeveloped with middle housing.



Figure 3. Triplex on a 5,000 sq ft lot



Figure 4. Quadplex on a 7,000 sq ft lot

3. Adopt a Tree Code applicable to private property in residential zones.

This amendment is not required for HB 2001 compliance but is required for Comprehensive Plan implementation and helps achieve the goals outlined in the Climate Action Plan and Urban Forest Management Plan. The city's goal is 40% tree canopy citywide. The tree code is designed to:

- Ensure the preservation and planting of priority tree canopy with development and redevelopment of housing in residential zones.
- Regulate the removal, replanting, and management of trees prior to and following development and redevelopment in residential zones.
- Regulate tree removal on residential property when not part of a development project.

4. Revise on-site parking requirements

One of the policy mandates for this project is to manage parking to provide flexibility for middle housing and to protect trees. Additionally, Goals 6 – Climate Change and Energy - and 8 -Urban Design and Land Use of the [comprehensive plan](#), along with strategies identified in the [Climate Action Plan](#) and [Milwaukie Housing Affordability Strategy](#), offer strong support for minimizing parking in new developments in order to reduce vehicle emissions and encourage the use of alternate transportation.

The community has expressed a clear desire to increase its share of people who don't have to own cars, who own fewer cars, and who bike or walk for many of their needs. That said, it will continue to be important to consider parking that allows people to store their cars at or near their homes for the foreseeable future.

Parking requirements in the current zoning code ([MMC 19.600 Off-Street Parking and Loading](#)) place burdens on middle housing. Parking requirements can impact the affordability of housing in a number of ways. Currently the requirement for a minimum of one space per dwelling unit in single unit dwellings and duplexes, and 1.25 spaces for housing that includes 3 or more dwelling units that are over 800 square feet can make many forms of middle housing infeasible, financially and physically.

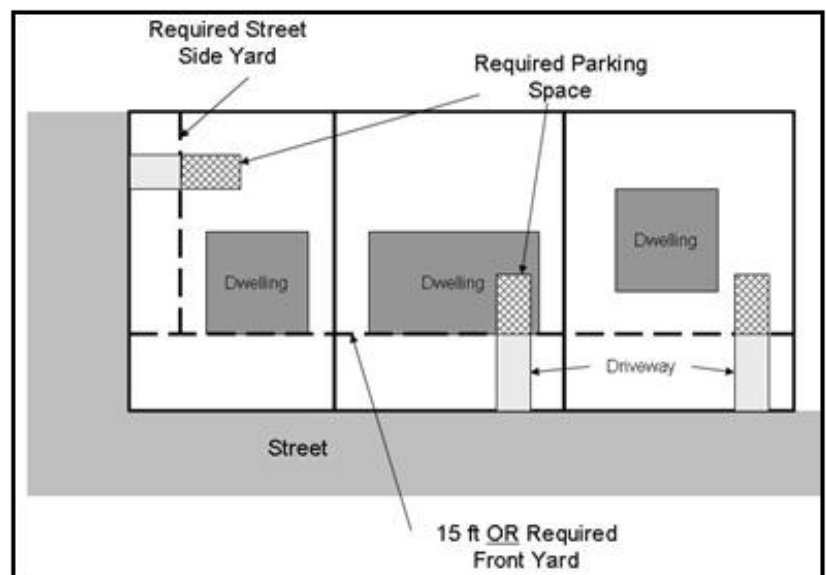


Figure 5. MMC 19.607.1.B.2 - Existing code on required parking space location

On-site parking is expensive to build and reduces the area available for a dwelling or living space. In order to comply with HB 2001, only one parking space per unit may be required for middle housing.

Additional design standards in [Section 19.607](#) further regulate the location and design of parking and have an impact on the feasibility and cost of developing middle housing. For example, off-street parking is not permitted within the required front or side yard or within 15 feet of the front lot line. This requirement essentially requires two parking spaces for each unit as the parking cannot be provided in the first 15 feet of the driveway approach. This standard has been a barrier to the conversion of garages as ADUs or additional living space and reduces the potential developable area for middle housing types. HB 2001 also states that on-street parking may be allowed to count toward the parking requirement.

Proposed Amendments:

To address the goals of the comprehensive plan and to comply with HB 2001, the amendments to MMC 19.600 are:

- Amend Table 19.605.1 to reduce parking minimums for newly defined middle housing types to one space per dwelling unit
- Amend 19.607 to remove requirement that precludes vehicle parking space being located a) inside of front setback or within 15 feet of front lot line b) inside street side yard

Next Steps

Public Engagement Event #3

The purpose of this engagement event is to share the key aspects of the proposed code, provide a summary of the public process that led to the draft code, and to explain the code adoption process so that the public knows how to participate and engage in the next phase of the process. The Engage Milwaukie site will be used to share this information starting in mid-June (<https://engage.milwaukieoregon.gov/>). The city's social media outlets and The Pilot will also include information to help get the word out on the process, as well as staff at the community booth at the Farmers Market providing information and answering questions.

Code Adoption Process

As noted in the beginning of this memo, the overall code adoption process can be summarized as follows:

- July-August: Worksessions with the Planning Commission focusing on blocks of code
 - Written comments from public accepted and tracked
- September: Proposed code package posted for public review
- October: Public hearings with Planning Commission
 - Public testimony opportunity; comments tracked
- November: Revised code package posted for public review
- December: Public hearings with City Council

- Public testimony opportunity; comments tracked
- December/January: Final code package adopted

ATTACHMENTS

1. Memo to NDAs dated March 1, 2021
2. Community Engagement Survey Summary dated May 11, 2021



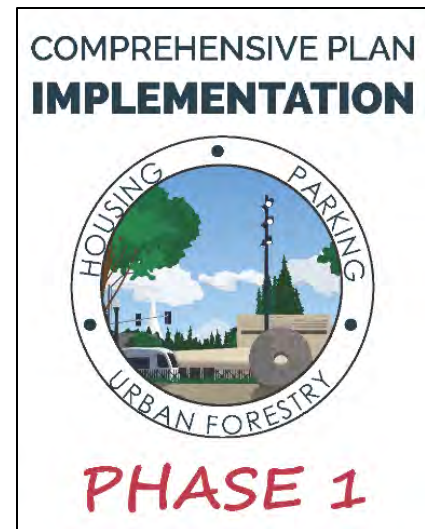
CITY OF MILWAUKIE

To: Neighborhood District Associations
Through: Laura Weigel, Planning Manager
From: Vera Kolas, Senior Planner
Date: March 1, 2021
Subject: Comprehensive Plan Implementation Project

This memo is an introduction to the Comprehensive Plan Implementation Project and serves as a cover memo for the attached packet of reading material in preparation for a series of meetings with each NDA in the city.

BACKGROUND INFORMATION

Creating and supporting housing opportunities, primarily middle housing options in all neighborhoods, has been a key goal for Council and the community. On August 18, 2020, the City Council adopted a full update to the policies that make up the [Comprehensive Plan](#), a feat that hasn't been done in over 30 years. The update process took 2 ½ years to complete with countless staff and community member volunteer hours. The adopted Comprehensive Plan (Plan) policies call for expanded housing opportunities throughout the city and House Bill 2001 (HB 2001), passed by the state legislature in July 2019, requires the expansion of middle housing options. With this guidance the City is focused on creating more housing options throughout the City, with a focus on duplex, triplex, quadplex, townhouse, and cottage cluster development (middle housing) – the types of housing that fill the gap between single-unit housing and apartment or mixed-use buildings.

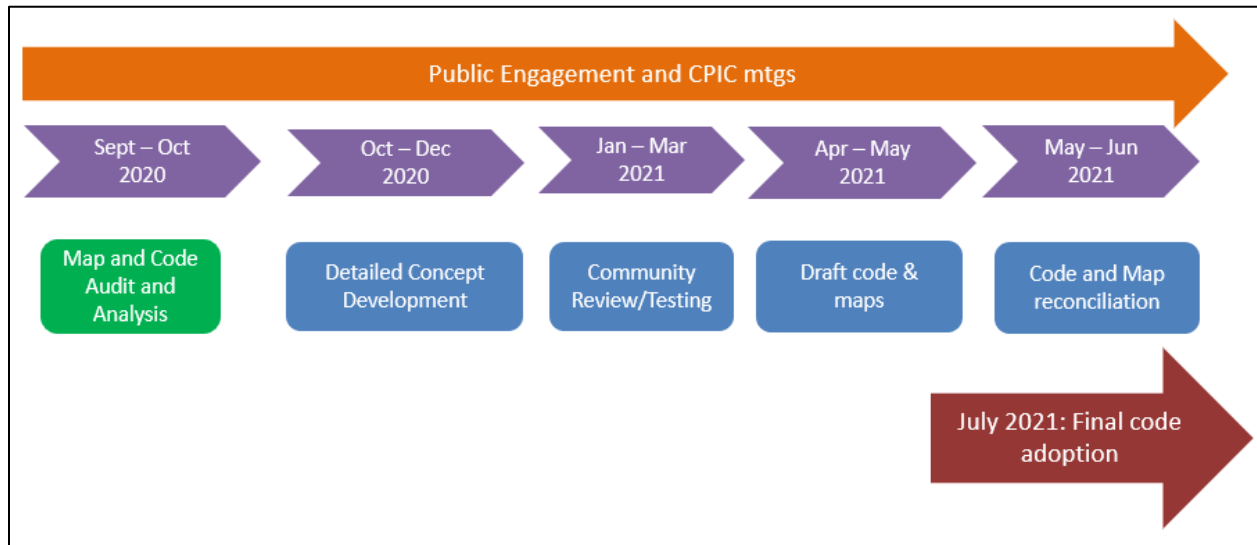


The Plan will take multiple years to implement and the focus of this phase of plan implementation is housing, but it also includes related changes to parking requirements in residential areas and tree protection and preservation related to residential land. The outcome will be municipal code amendments that achieve the city's goal for a 40% tree canopy and that create opportunities for different housing types throughout the City.

In August 2020 the City hired a consultant, Urbsworks, to assist with the first phase of the plan implementation. In addition to extensive community engagement throughout the project,

Urbsworks will be assisting staff in updating the residential designations on the plan map, making corresponding changes to the zoning map, and making changes to the zoning and land division ordinances related to housing, parking, and the protection and preservation of trees on private property and in the public right-of-way.

General Project Timeline



What is this project about and why is it important?

Changes to Milwaukie’s zoning are focused on a singular aspect of American cities from a certain era: single family zoning. Most western US cities and suburban areas developed after regulations were adopted in the mid-19th century that dictated the size of residential lots; the form and shape of dwellings; the types and numbers of households that could live in them; and requirements for providing parking on-site. In effect, single family zoning created large areas with only one kind of housing, which many Americans could not afford. These neighborhoods became monocultures of housing, and by extension, monocultures of people, segregated by age, race, income, and household type. Single family zoning enacts systemic exclusion that still exists today.

Milwaukie’s history in this regard is not unique; every metropolitan city in America had similar laws and practices in place. Milwaukie is unique, however, in setting a vision for a more diverse community and articulating policies to accomplish this vision in its Comprehensive Plan.

The Comprehensive Plan Implementation Project in Milwaukie is about choice. Today you typically pick your housing based on its price and the needs of your household. But you may not have much choice in the location as different types of housing are not available throughout all of Milwaukie. Given where you might find the type of housing you need, you may find that you do not have the access to schools, stores, parks, or other essential amenities that residents in other neighborhoods have. Through this project the City will look at how to increase the types of housing in different neighborhoods throughout Milwaukie, so residents have as many choices available as possible.

Demographics are shifting. Household sizes are shrinking and changing in composition. Households also evolve as their members pass through different phases of life, and housing should be adaptable. For example, many older Americans would like to stay in their community as long as they can – yet they can only find one size or type of housing in their community and that may not meet their needs.

Historically, neighborhoods throughout America were made up of many different types of housing all mixed together. This meant that both renters and owners from a wide variety of ages and family composition were able to live near the services they needed in the same neighborhoods. The City’s Community Vision adopted in September 2017 is based on the idea that this will be true by 2040 (see Attachment 1).

This project looks at expanding housing options in Milwaukie so can we expand the meaning of what housing for everyone can be. This is especially important during this unique moment in time, when our homes are serving as more than just a place to live. They serve as our workplaces, our schools, and where we take care of our families and friends. They also may be our main financial investment.

Public Engagement

Community involvement and engagement is an essential element of this project including a particular emphasis on outreach to under-represented communities.

Work sessions and public hearings with the Planning Commission and City Council will be a critical component of this process. Public outreach in the form of virtual town halls, focus groups, stakeholder interviews, online surveys, and other forms of outreach to educate, inform, and receive feedback from the public on code concepts and plan and zoning map changes will be another key aspect of this process.

In addition to the general public engagement strategy it was determined that a **Comprehensive Plan Implementation Committee (CPIC)** should be formed to assist with the analysis of the project. The CPIC, who meets on a monthly basis, is responsible for reviewing code concepts with staff and providing input on proposed amendments to the Milwaukie Municipal Code (MMC). The CPIC webpage is here:

<https://www.milwaukieoregon.gov/planning/comprehensive-plan-advisory-committee-cpic>.

Code Audit

The purpose of the code audit is to identify which zoning and other code provisions fall short of, or prevent the city from, meeting the goals of Comprehensive Plan and, by extension, the requirements of HB 2001 (see Attachment 3 for the summary report). The code audit provides the basis for the development of the code concepts that will address the findings of the code audit.

Code Concepts

Types of Zoning Code Amendments and Associated Changes

Code concepts are potential ways to approach code amendments that will achieve the goals of the project and will be organized into a set of alternatives that can be evaluated and presented to the community for testing and review.

This list of concepts is based on the initial recommendations outlined in the Code Audit and a number of questions that have been raised since the Code Audit was published. This list covers amendments of various kinds—from those that are structural, and are needed to enable the other amendments, to those that were identified in the Code Audit package. Some of these amendments will involve re-mapping zones, and some amendments involve projects outside of the scope of this project, such as public works standards. The list also includes amendments that will be needed to allow the code to be published by the city's online publishing contractor. Most of these amendments are interdependent, but they are listed here as discrete amendments.

1. Simplify the number of residential zones (from eight to three, or one)
This amendment is not strictly needed to comply with HB 2001, but may help the city implement Comprehensive Plan goals for equitable distribution of housing choices. There are a few implementation options that go beyond HB 2001 compliance, and would implement the Comprehensive Plan.
2. Selectively apply existing development standards that currently provide additional building capacity ("bonuses") to duplexes.
To comply with HB 2001, the code must permit duplexes on all lots. Amend existing "bonus" allowances, e.g., the 20% additional lot coverage granted to duplexes, and instead of applying to all duplexes, grant these bonuses selectively to dwelling units within and around neighborhood hubs or other areas such as those served by transit. Note that this project would amend the application of the "bonuses" but not identify where they apply. Identifying the areas that these bonuses would apply to is a separate project – the Neighborhood Hubs project.
3. Adopt a form-based approach for the code amendments.
 - a. A form-based code approach focuses on the form of development (not the use), emphasizes the design of buildings, and uses illustrations to support the text of the regulation. It connects urban form and land use. The approach pays more attention to the buildings, which will last many years, instead of the uses, which change over time. This approach makes the code easier to understand, focuses on what the community wants and prioritizes, and can make the code more predictable. The city's code already uses this approach in a number of ways, such as maximum lot coverage and the side yard height plane standards.
 - b. An example of this type of amendment would be to remove housing types from the land use table, and instead handle them in a development standards section of the zoning code. This would involve amending definitions and including a separate housing types table that is associated with the development standards, i.e.

dimensional standards that specify minimum lot size, setbacks, height, and maximum lot coverage for each housing type. This amendment is needed to comply with HB 2001, and also enables other amendments that will implement the City's Comprehensive Plan.

4. Adopt a Tree Code applicable to private property in residential zones.

This amendment is not required for HB 2001 compliance but is required for Comprehensive Plan implementation and helps achieve the goals outlined in the Climate Action Plan and Urban Forest Management Plan. It will ensure that certain trees on private lots are handled in one of several ways: the tree is either subject to preservation, or its removal triggers replacement or payment of "in lieu" funds. This would be after an existing tree is determined to be a tree that meets a Comprehensive Plan goal, e.g., contributes to the city's goal for increased tree canopy.

5. Amend (restrict) on-site parking requirements to one per dwelling unit. Provide additional parking choices, i.e., for parking to be provided on the street, instead of on-site.

6. Establish a pattern guide or menu illustrating clear and objective standards

7. Adopt an additional street standard for compliance with street improvements (the "lighter, greener, cheaper" option).

Note: The development and approval of this public works standard would occur in a separate project.

8. Structure zoning code figures, tables and text for online code publishing.

The results of community testing of the code concepts through a public engagement process will directly inform the development of specific code language for the code and map amendments.

Next Steps

CPIC

The Comprehensive Plan Implementation Committee (CPIC) met on [February 25](#) to review and discuss the code concepts and implementation options. A series of interactive exercises in break-out groups will help the committee members work through the options to help finalize the concepts for the larger public participation event in March. However, in general, the implementation options that the committee discussed are summarized as follows:

- Simplify the number of residential zones
- Consider new minimum and/or maximum on-site parking requirements. Provide additional parking choices, i.e., for parking to be provided on the street, instead of on-site.
- Establish a pattern guide or menu illustrating how clear and objective standards can be responded to in different contexts.
- Adopt a form-based approach for the code amendments.

Public Engagement Event #2

The City's focus is on the livability and the form and function of housing and associated amenities such as parking, trees and landscaping within a neighborhood, which vary greatly across the city. The next public engagement effort is focused on livability issues (<https://engage.milwaukieoregon.gov/>).

Think about where you live:

- How much space is used for your home, landscaping, parking, trees, etc.?
- If a duplex or a triplex is built on your street, what else would need to change in comparison to a single-unit dwelling?
 - The location of the parking?
 - The number of trees?
 - The amount of space between the home and the street, or between the homes and a neighbor? Or can the home be taller so there is the same amount of space for other features?

ATTACHMENTS

1. Community Vision
2. Milwaukie Housing Infographics
3. Code Audit Summary Report
4. Code and Map Concepts Memo
5. Project FAQs
6. Project Definitions and Acronyms



Project Memorandum

May 11, 2021

To: Milwaukie Comprehensive Plan Implementation Project Management Team

From: Kimi Sloop, Barney & Worth, Inc.

Re: Community Engagement Spring 2021 Survey Summary

In March and April, community outreach was conducted for the Milwaukie Comprehensive Plan Implementation Project. This outreach included a series of meetings in a box and a virtual open house on the Engage Milwaukie site. The virtual open house was available from March 22 through April 15, 2021. In total, we received 121 completed surveys and 149 people either providing comments and/or completing the survey.

In an effort to encourage as many people as possible to take the survey, city staff facilitated ten virtual discussions about the project and the open house with each NDA at their regular monthly meetings as well as an open meeting via Zoom that was advertised on Nextdoor and the city's Facebook and Instagram sites. Additionally, staff facilitated two virtual small group discussions: one entirely in Spanish, and one with BIPOC community members. Also included in this effort were: bookmarks at the Ledding Library, articles in the Pilot, email blasts, and numerous posts on city social media outlets.

Spanish language small group meeting

On April 14, city staff and a professional Spanish language interpreter, facilitated a virtual small group discussion for people who preferred to engage in Spanish. The meeting included a PowerPoint presentation (in Spanish) that summarized the project goals and process and the entire discussion was held in Spanish with city staff providing answers to questions in English, which were then translated into Spanish. Twelve people participated in the meeting, including a member of CPIC. The participants asked a lot of questions and shared many thoughts about housing in Milwaukie, and housing in general:

- Support for ADUs and multiple ADUs on properties for multigenerational or larger families
- Support for allowing a cottage cluster on the same property as a single-family home
- Duplexes and triplexes are very important for larger families
- Participants preferred to not have a parking maximum, as larger families may have multiple vehicles
- Access to trees and parks in all neighborhoods is very important
- The American Dream is to be a homeowner, and participants really want the opportunity to be able to how their own home. Affordability is a key concern because housing is so expensive in the Portland region.
 - Several comments included the lack of resources for first time Latinx homebuyers and those without documentation, such as credit or a social security number

- The participants greatly appreciated the opportunity to hear about the project, to share their thoughts, and that they could do so in Spanish

BIPOC small group meeting

On April 1, city staff, including the city’s Equity Manager, facilitated a virtual small group discussion for BIPOC community members. The meeting included a PowerPoint presentation that summarized the project goals and process as part of a larger open discussion. Three people participated in the meeting. The participants asked many questions and shared many thoughts about housing in Milwaukie, and housing in general:

- Encouraged the city to provide an arborist assistance program for residents to help take care of the trees on their property.
 - Offering help will encourage people to preserve their trees.
 - Provide incentives to help plant more trees and help maintain the trees.
- Affordability is very important to the BIPOC community.
- The group encouraged the city to look at successful examples of where these kinds of codes have worked.
- The group encouraged the city to include deconstruction requirements like the city of Portland does.

The following summary provides the key takeaways from the community survey, demographics of survey respondents, and a summary of the input received.

Key Takeaways

- When considering the trade-offs between housing, trees and parking, people appeared to prioritize trees and housing over on-site parking. People did not question the concept that trade-offs are required.

“I strongly support allowing on-street parking to count towards parking requirements. Preserving lot area for trees and homes is a much more important use of space.”

“It seems a good compromise for human & tree living space”

“Maintaining trees, reducing concrete (high embodied carbon) and use of valuable site area with parking should be the top priorities.”

- **Preserving trees, open space and yards is a benefit that resonates with people.** In the written open-ended comments, over 435 responses included the term “trees” or “open space.”

“Trees are necessary infrastructure for communities and their preservation should be prioritized over aesthetic or convenience “

“Please save our trees”

“Trees provide more public benefit than cars and pavement for parking”

- **Flexibility is important to encourage middle housing.** In the comments provided, many people mentioned that how development fits in to the existing neighborhood is important and that the application of the code should be flexible to encourage the right type of development in each neighborhood.

“We need more flexibility to accommodate new housing options”

“I think its most important to make parking, height and yards sizes requirements as flexible as possible to maximize tree protections.”

“Let’s allow more flexibility for individual applicants that are trying to help the City meet its middle housing goals on a micro level, rather than heavily favoring developers on a macro level.”

“Flexibility is key to successful growth. Allowing for taller buildings and a variety of styles that can consume up to 35-75% of a lot and be able to provide affordable housing.”

- People generally support a change in the existing parking location requirements, but not necessarily a significant change in the number of parking spaces required. There are concerns that the existing car ownership trends and available transit do not support a reduction in parking spaces required.

“Most Milwaukians have to drive for work, shopping, family activities. Most families have 2 or more cars”

“People need their own space for their cars, and is best if it is on their own property (rented or owned) so that there is no competition for public parking space”

“I don’t believe that Milwaukie currently has the public transportation infrastructure to support less than one parking space per dwelling unit”

“I am in support of a future with less cars and more human-propelled transportation, but we are not there yet.”

- **Counting on-street parking as part of the required parking has mixed reviews.** Some people are in support of counting the on-street parking if it means that the site can be developed with more efficiently. Many have concerns about neighborhood aesthetics and pedestrian and bicycle safety with on-street parking, in addition to the logistics of on-street parking for residents and visitors.

“Too crowded, not safe for pedestrians, bicyclists, children.”

“I don’t want to live in a neighborhood where everyone parks on the street”

“As a previous renter (and female), that can create a potentially dangerous situation with street parking”

- People seemed to prefer the opportunity for creative design with multiple buildings on a site for multi-plex middle housing rather than having one long and skinny structure. Key benefits cited include privacy and autonomy for residents as well as neighbors, preservation of trees and the ability for buildings to blend into the neighborhoods more seamlessly.

“The ability for multiple stories and multiple buildings per lot allows for greater variation in design. It also allows for more space for gardens, green space, trees, etc.”

“I really think smaller detached homes is the way of the future. It provides more feelings of autonomy for those who live in them. Aesthetically the preservation of trees makes a neighborhood feel more protected.”

“Multiple buildings and more trees is nicer for the trees and those living in those homes – more privacy, more trees, more interesting shape.”

Survey Demographics

- There were 121 completed surveys, including one Spanish survey and one paper copy.
- Of the responses, 81 people stated that they live in Milwaukie, 79 people stated they own a home in Milwaukie while 9 people stated they rent a home in Milwaukie. Note that people could select more than one response or could choose to select just one response.
- The neighborhoods with the most responses included Ardenwald-Johnson Creek, Lake Road and people who live outside Milwaukie (Oak Grove, unincorporated Clackamas County and Portland). Eighteen percent of the respondents did not specify the neighborhood they live in.
- The age of the participants was well spread out: 11% under the age of 34; 26% between the ages of 35 and 44; 17% between the ages of 45 and 54; 13% between the ages of 55 and 64; and 26% over the age of 65.
- Approximately 84% of the respondents self-identified as Caucasian, 12% as people of color and 3% as other.

Survey Responses

Parking Questions

Survey responses and comments related to parking indicated a clear preference for modifying the current parking requirements. There was not clear direction on whether fewer parking spaces should be required.

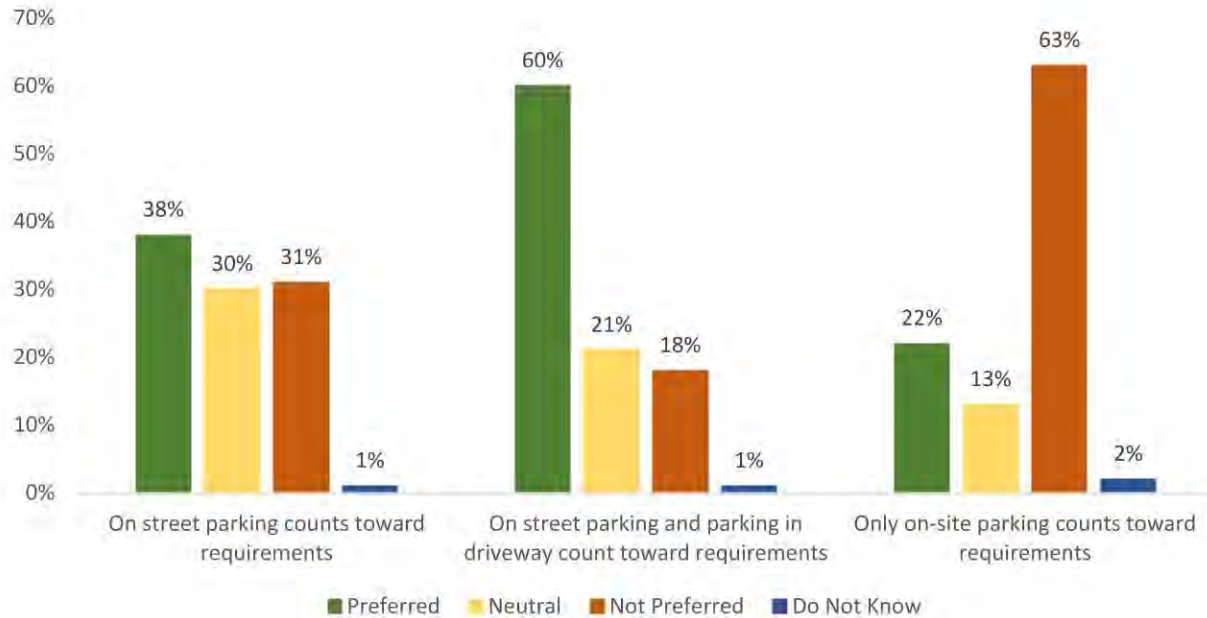
Location of Parking

When asked about preferences for parking, three options were given:

1. On-street parking counts toward requirements
2. On-street parking and parking in the driveway count toward requirements
3. Only on-site parking counts toward requirements

Most respondents preferred being able to include on-street parking and/or driveways as part of the parking requirements. The current code requirement of only counting on-site parking was significantly the least preferred.

Preferences for Parking Location Requirements



Respondents mentioned the following reasons why either on-street parking and/or parking in driveway should count toward the parking requirements:

- protect greenspace and saving trees
- create more livable spaces on the lots, increase the efficiency of space
- increase the flexibility for developers and site development (assuming that developers are not prohibited from building more parking spaces on site if they want)
- provide options for people who do not drive

Concerns about on-street parking and parking in the driveway followed several themes:

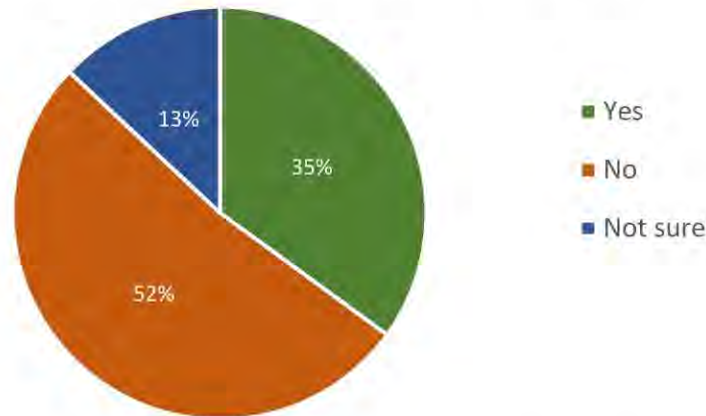
- access to properties – cars on the street blocking driveways
- pedestrian and bicycle safety – cars blocking sidewalks, unsafe walking environment next to street edge, reduced visibility for both drivers and pedestrians
- aesthetics – streets being lined with cars
- daily logistics of parking – distance of the on-street parking space to the home, challenge of parking in a different on-street location each day, electric vehicle plug-ins, safety of walking from parking to homes, visitor/guest parking

The flexibility to provide different parking standards in different locations was also mentioned in the comments. For example, allowing on-street parking to count toward parking requirements in areas near transit, or requiring off street parking where sidewalks do not exist.

Number of Parking Spaces

When asked whether they support less than one parking space per dwelling unit, 52% said that they would *not* support less than one parking space per dwelling unit. Thirty-five percent said they would support less than one parking space per dwelling unit.

Do you support allowing less than one parking space per dwelling unit?



Reasons cited for not supporting fewer than one parking space per dwelling unit included:

- lack of available transit throughout Milwaukie
- perceived current car ownership trends of people owning more than one car per dwelling unit – cars would have to park on the street
- perceived street conditions, aesthetics and safety of cars being parked on the streets
- perceived lack of available parking for visitors, care providers, etc.

Building Form

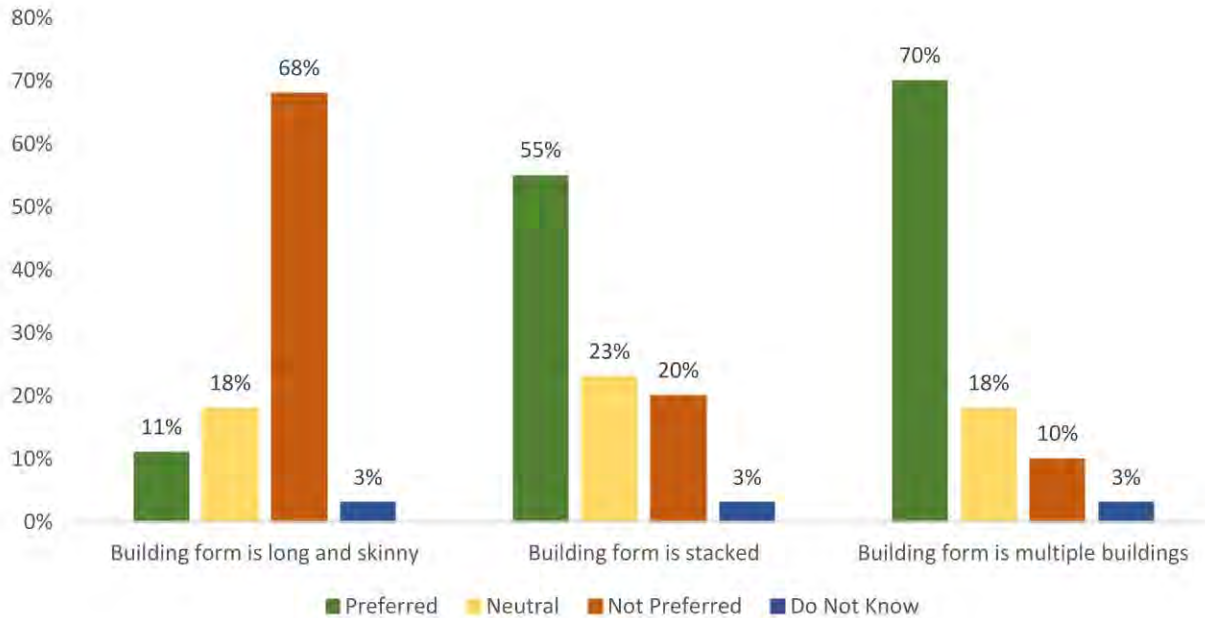
Survey responses and comments related to building form indicated a clear preference for stacked or multiple buildings on a lot. They are not supportive of long skinny buildings.

Building Form on Sites

When asked about preferences for building form, three options were given:

1. Building form is long and skinny
2. Building form is stacked
3. Building form is multiple buildings

Preferences for Building Form

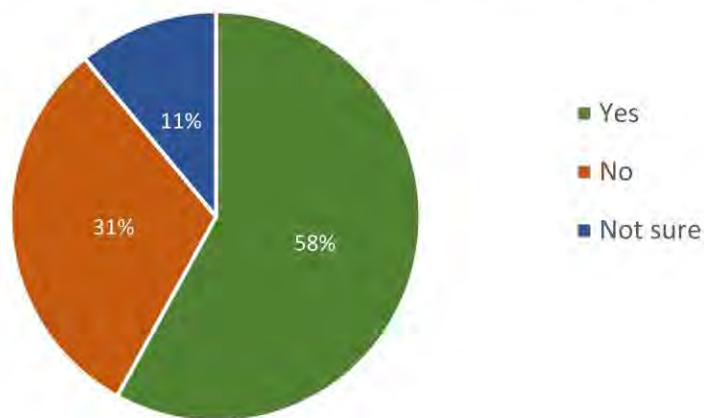


The primary reason that people preferred stacked buildings is the ability to preserve and maintain landscaping, green space, and trees. People preferred multiple smaller buildings because it provides privacy and autonomy for residents, better quality of life with not having another dwelling above or below your unit, creative use of space and design, preserving trees and green space, and blending in better with the neighborhood.

Building Height

When asked if they would support the building height going up to three stories if it meant a tree on the site could be preserved, 58% said that they would.

Do you support allowing a three story building to preserve a mature tree?



People are generally supportive of taller buildings to preserve mature trees, with many comments related to the importance of preserving trees. Concerns about the building height noted were:

- impacts to view corridors and sight lines
- privacy of adjacent neighbors
- solar access on adjoining lots
- consistency with neighborhood style and feel

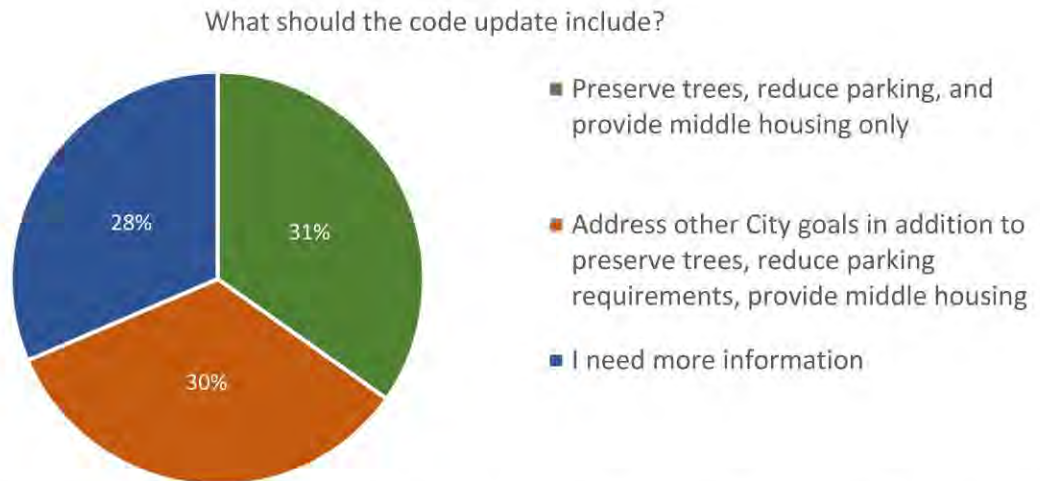
Comments were also made regarding the ability to count the basement as a third story and allowing three stories based on specific location and consistency with the existing neighborhood feel.

Code Flexibility

Survey participants were asked to weigh in on what the code update should include:

- Option 1: Flexibility to preserve trees on site and reduce parking requirements in addition to the state mandated middle housing requirements, only when certain conditions are met.
- Option 2: Flexibility to address other City goals, in addition to providing middle housing, preserving trees, and reducing parking requirements, only when certain conditions are met.

Responses were split evenly between the two options and needing more information to give an opinion.



When asked what conditions needed to be met, many of the responses related to conditions to allow for parking reductions. People suggested that parking reductions could be granted if the following conditions were met:

- increase in outdoor space
- cohousing situation with access to car sharing
- near transit, specifically high frequency transit
- near neighborhood greenways, bikeable/walkable area
- provision for bike parking/facilities
- parking study that adequate street parking is available
- preservation of trees

- addition to the social/ecological well-being of the community (i.e., bioswale, community garden)
- specialized housing for those who may not drive

Respondents identified the following topics as other City goals that could met by the code update related to middle housing, parking, and trees:

- green building practices (i.e., solar panels, stormwater treatment)
- affordable housing
- walkability
- passive house design
- sidewalk and street frontage improvements

Envisioning Your Neighborhood

To get a better understanding of the elements that are important to define the look and feel of neighborhoods, the public’s input on the importance of certain site design features was sought. The following includes the percentage of respondents who noted each photo as being important for their household.

Size/width of yard (front, back, side setbacks)



37%
Small yard



79%
In between small and large



19%
Large yard

Location of parking



42%
In the front of the house



53%
In the front of house & on-street



64%
In an alley or behind the house

The amount/ size the building takes up on a lot (lot coverage)



24%

Building covers over 50% of lot



72%

Building covers 35% - 50% of lot



43%

Building covers 35% of lot

Height of building(s)



50%

Maximum two and one-half stories (current code)

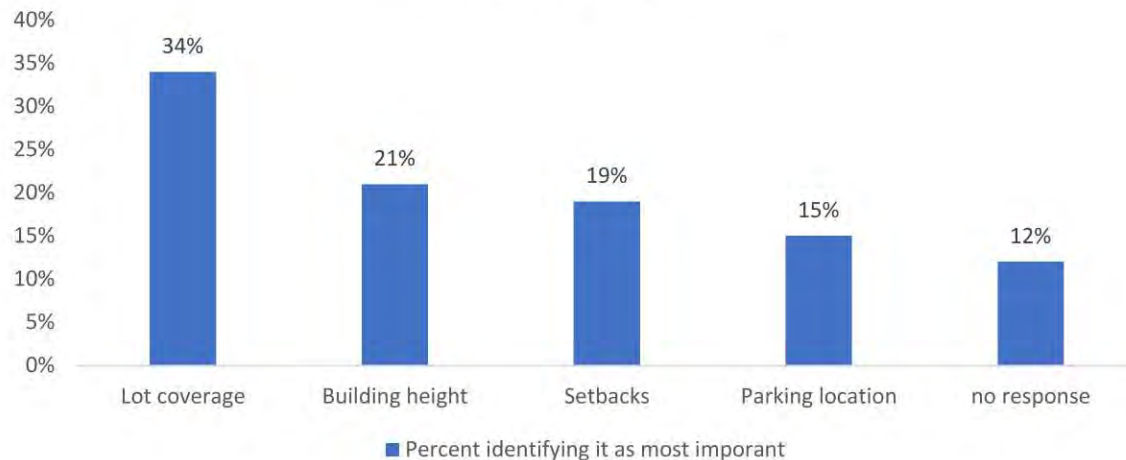


57%

Maximum three stories

Participants were asked to identify their most important design feature. Overall, lot coverage was the most important design feature to people. Many people also noted that, regardless of the design standards, it is the quality of design and the ability for the building to fit into the aesthetics of the neighborhood that is most important element.

Most Important Design Feature



Individual comments

People who viewed the virtual open house had the opportunity to provide comments through the community survey or within each station of the open house. In addition to the over 450 open ended survey responses received, there were over 130 station comments. The themes of the comments included:

- Clarification of the middle housing requirements in Oregon HB 2001
- Role of the City regarding tree regulation on private property, including replacement and maintenance
- Areas within Milwaukie for future development
- Development review process, including the difficulty of developing middle housing currently and public review of plans
- Loss of green space around the city due to development and need for more green space
- Housing needs and types of housing in Milwaukie, including affordable housing and home ownership
- Examples/discussion of housing developments that people like or do not like
- Concerns about higher density housing, Airbnb use, etc.
- Importance of the Vision and Comprehensive Plan and relationship to other City goals
- Importance of linking the transportation infrastructure (transit, biking, and walking) to housing
- On-street parking, existing street improvements and parking requirements
- Design features of middle housing
- Neighborhood livability
- Green buildings
- Need for regulation and flexibility (both in support and opposition)
- Appreciation for communication, open house materials and survey
- Technical difficulty related to the survey and open house (note: staff responded and fixed the issues immediately)

Next Steps

The information from the community survey has been reviewed and discussed by the Project Team. The feedback, along with the CPIC direction and city priorities, will be reflected in the recommendations presented to the CPIC for the code update.

Before the code amendments are presented to the Planning Commission in July, the public will be given an opportunity to review the draft amendments. The public will have an opportunity to comment through the code adoption process.