

An aerial photograph of a city, likely Hillside, showing a dense residential area with many houses and a few larger buildings. The city is set against a backdrop of rolling hills and a prominent mountain peak in the distance. The left side of the image is overlaid with a semi-transparent blue vertical bar. The title 'HILLSIDE MASTER PLAN' is written in white, bold, sans-serif capital letters across the middle of the blue bar. The year '2021' is written in white, sans-serif capital letters at the bottom left of the blue bar.

HILLSIDE MASTER PLAN

2021

PROJECT TEAM

Property Owner: **Housing Authority of Clackamas County**

Architecture: **Scott I Edwards Architecture**

Landscape Architecture: **Walker I Macy**

Economic Analysis: **ECONorthwest**

Sustainability: **Brightworks**

Civil Engineering: **Humber Design Group**

Transportation Engineer: **Lancaster**

Acoustician: **Listen Acoustics**

Development Consultant: **Structure PDX**

Public Engagement: **EnviroIssues**

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Master Plan



Milwaukie, Oregon

01. INTRODUCTION

Project Programming

PROJECT PROGRAMMING

Kickoff

The Housing Authority of Clackamas County (HACC) requested Master Planning Services for Hillside Park, a 16-acre public housing community in Milwaukie, Oregon, to create a mixed-use, mixed-income community. The resulting Master Plan would identify the steps necessary to transform the existing underutilized site into a vibrant community that provides up to 400 new affordable housing units within the Milwaukie community. The HACC awarded Scott|Edwards Architecture (SIE A) from a pool of qualified responses resulting from a competitive Request for Proposal (RFP) process.

HACC was awarded funding from Metro in November of 2017 to complete a community plan for the Hillside Park. SIE A would provide and coordinate Master Planning services for

the redevelopment plan. The final product would be a plan that establishes the preferred concept for the future of the site.

Hillside is a low-income housing development with 200 units that currently serve a population making 30% or less of the area median income. Within the site there are two distinct residential areas. The first is the nine-story “Manor”. The Manor is comprised of 100 residential units. The Manor is also currently undergoing a complete renovation and structural upgrade. However, the renovation is not a part of this master plan. The Manor will remain after the completion of the master plan. The second residential area is known as “The Park.” The Park is comprised of 100 single family units and duplexes which are dispersed throughout the site. It is anticipated

that the Park units will be demolished as a result of the master plan, and residents will be relocated until replacement units are available on the site.

For the master plan the Housing Authority established the following goals for the project team:

- Development of up to 400 new affordable housing units.
- Provide opportunities for mixed income development within the site. (30%, 60%, and 80% AMI)

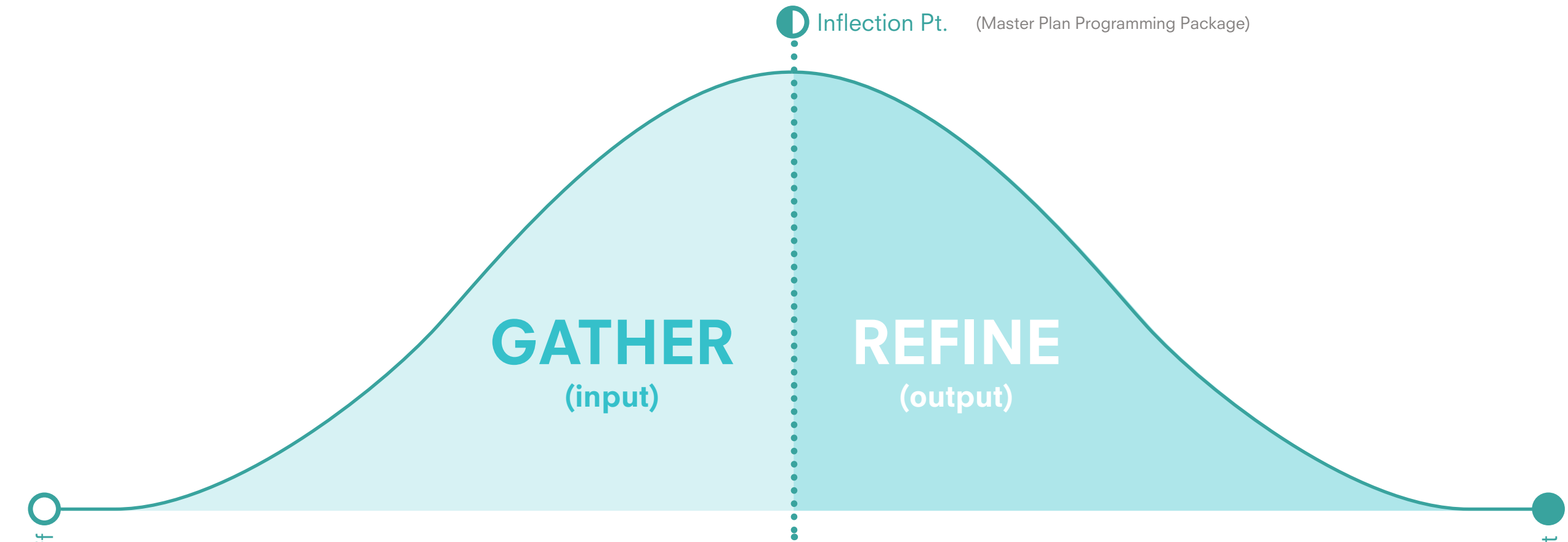
- Create a community gathering space.
- Enhance the site’s connection to the surrounding Ardenwald Neighborhood and the City of Milwaukie.

- Provide enhanced outdoor recreation areas.

- Define amenities that will serve both Hillside residents and neighbors.

- Allow for a mixed-use community with potential new retail and office space.

In order to meet these goals, the team developed a project schedule that divided the master plan into two major phases; gather and refine. This document is a summary of the tasks and analysis that were conducted as a part of the master plan’s **gathering phase**.



GATHER

- Demographic Analysis
- Market Analysis
- Traffic Analysis
- Stakeholder Interviews
- Site Research
- Zoning Study
- Listening Sessions
- Outreach & Engagement Plan
- Sustainability Charrette
- Visioning Workshops

REFINE

- Internal Design Workshops
- Community Design Workshops
- (3) Concept Design Options
- Open House & Online Open House
- Revise (1) Concept Design
- Presentations
- Master Plan Book

Kickoff

Gather

Refine

Closeout

02. Gather

Diagrams

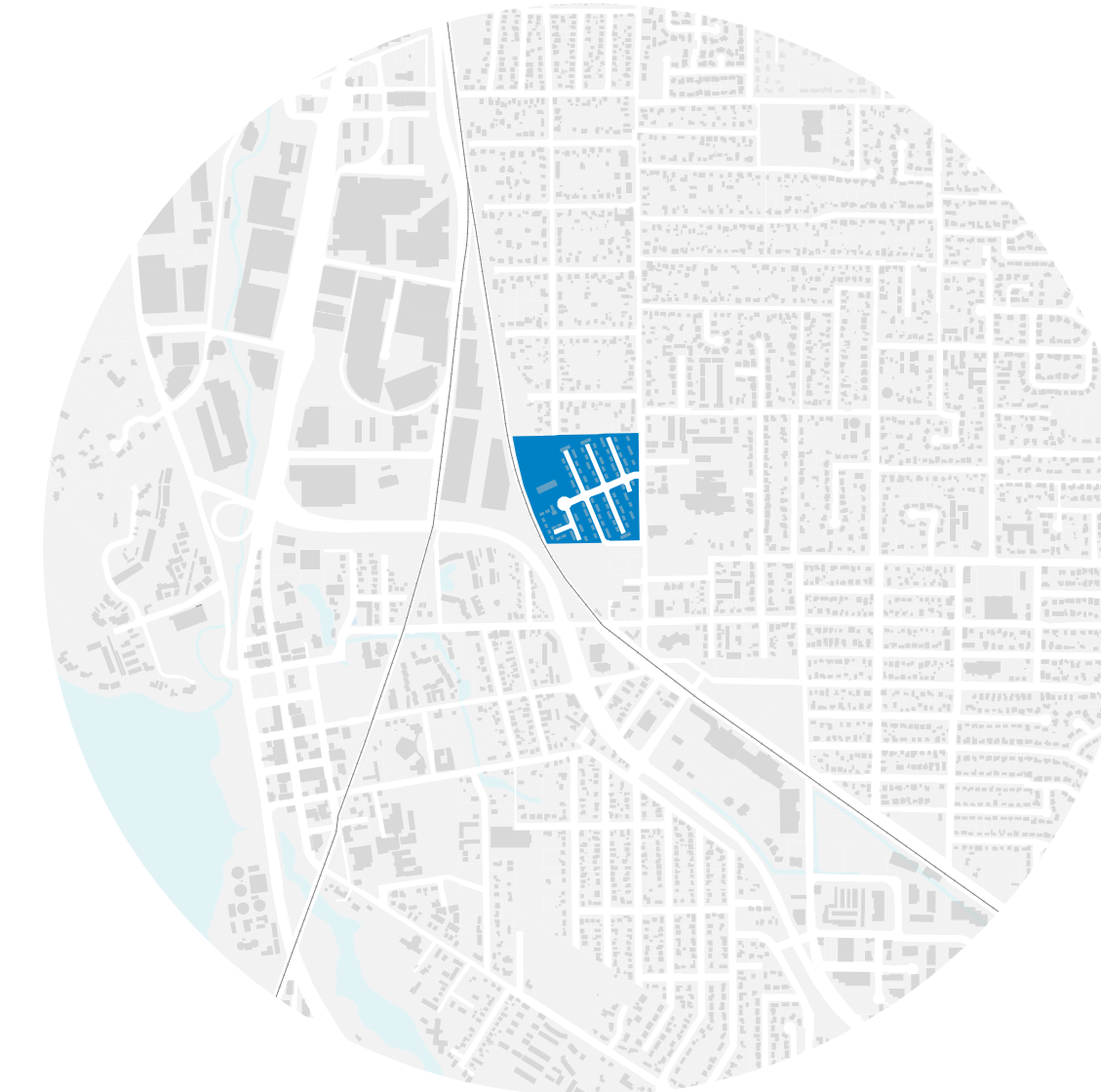
CONNECTIVITY DIAGRAMS

Site Location

Hillside is located one mile east of downtown Milwaukie in the Ardenwald Neighborhood. The property is bounded by the railroad tracks to the west and SE 32 Ave. to the east. A large property to the south of the site (referred to as “The Murphy site”) is undeveloped at this time. However, in discussions with the City of Milwaukie it is understood that a potential development could correspond with the completion of this master plan. The north boundary of the property is defined by a single-family residential neighborhood.



FIGURE GROUND



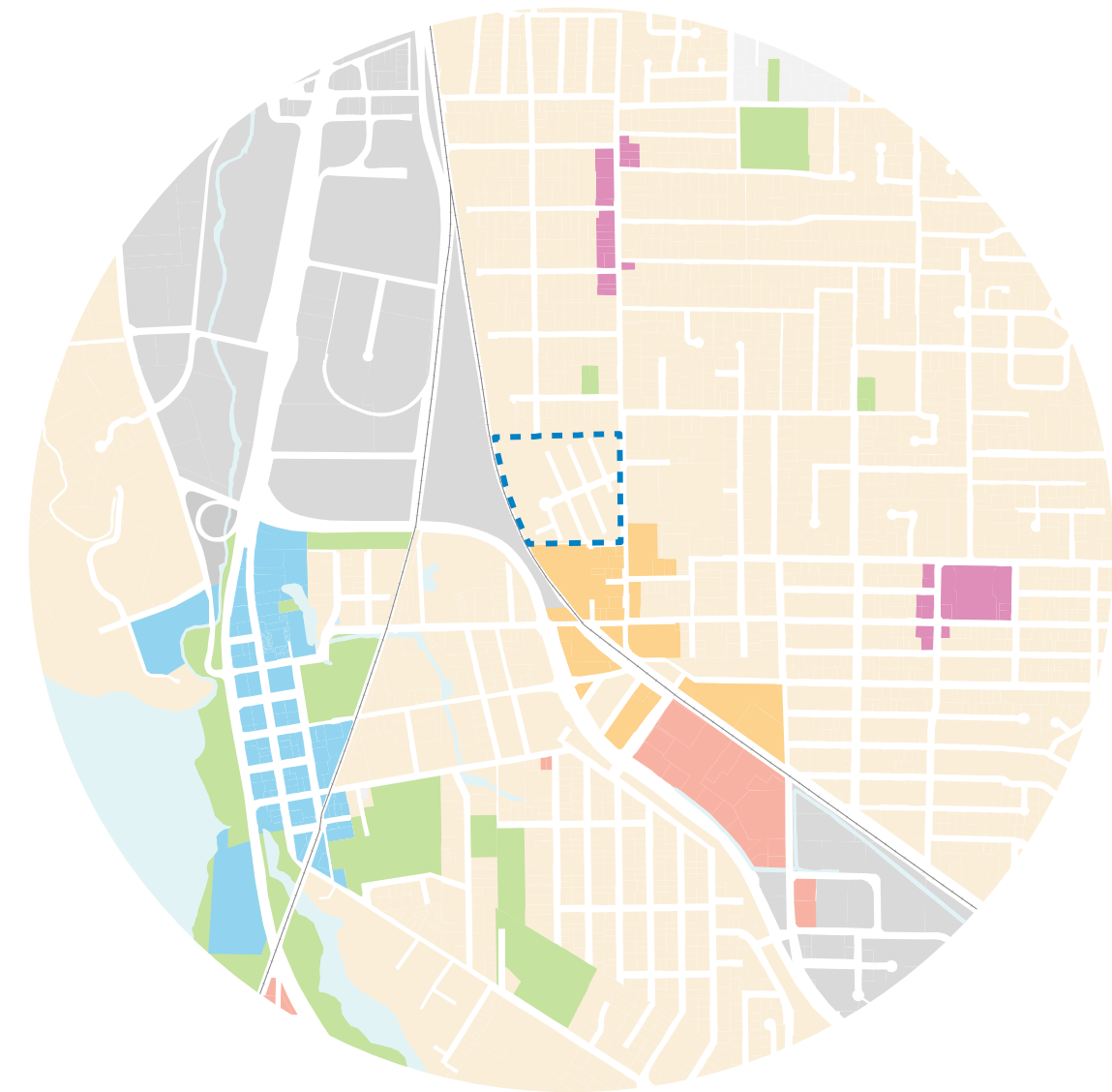
- Building
- Land
- Water
- Train Tracks

NEIGHBORHOODS



CONNECTIVITY DIAGRAMS

LAND USE



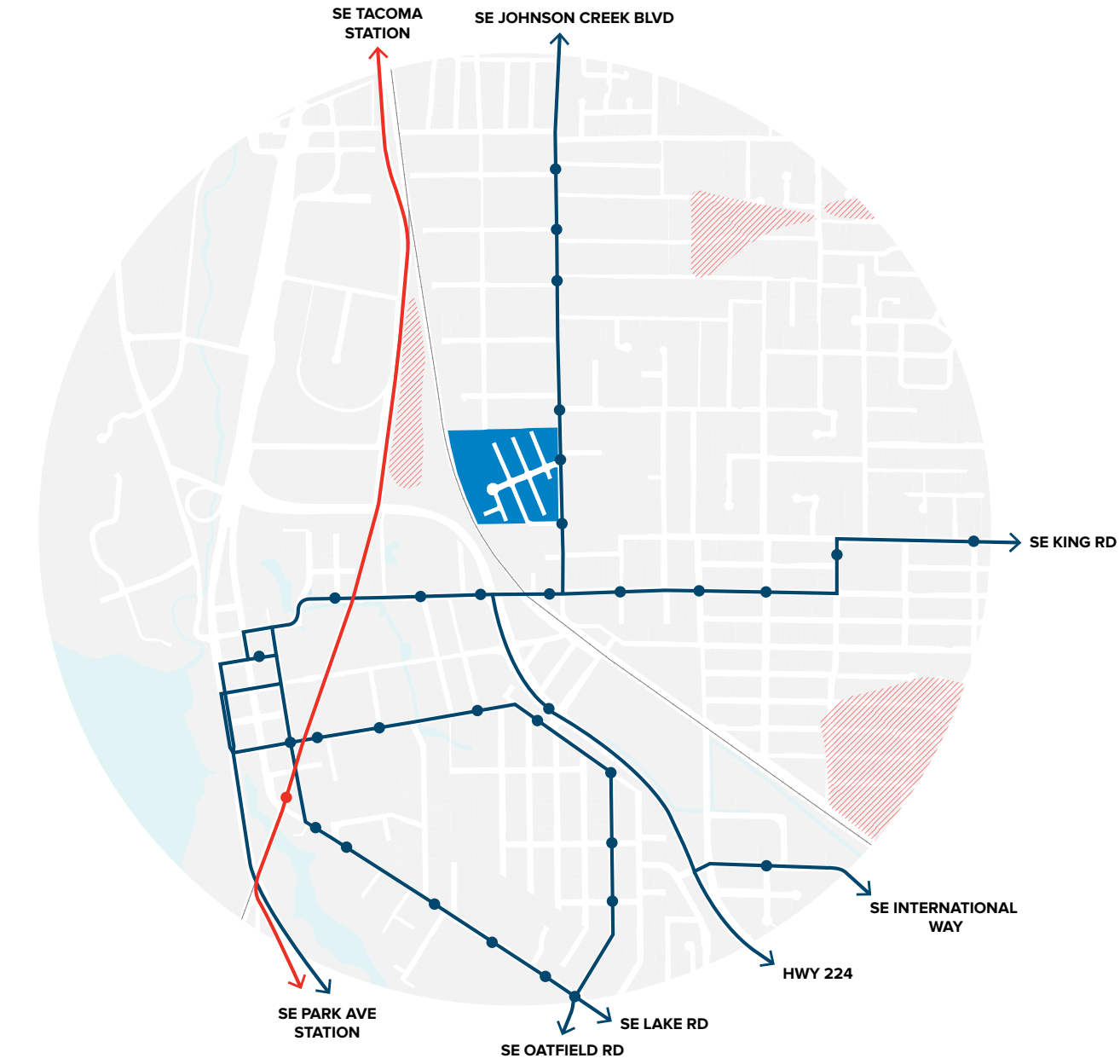
- Commercial
- Mixed Use
- Residential
- Open Space
- Downtown
- Neighborhood Mixed Use
- Industrial

ARTERIALS



- Highways
- Major Roads

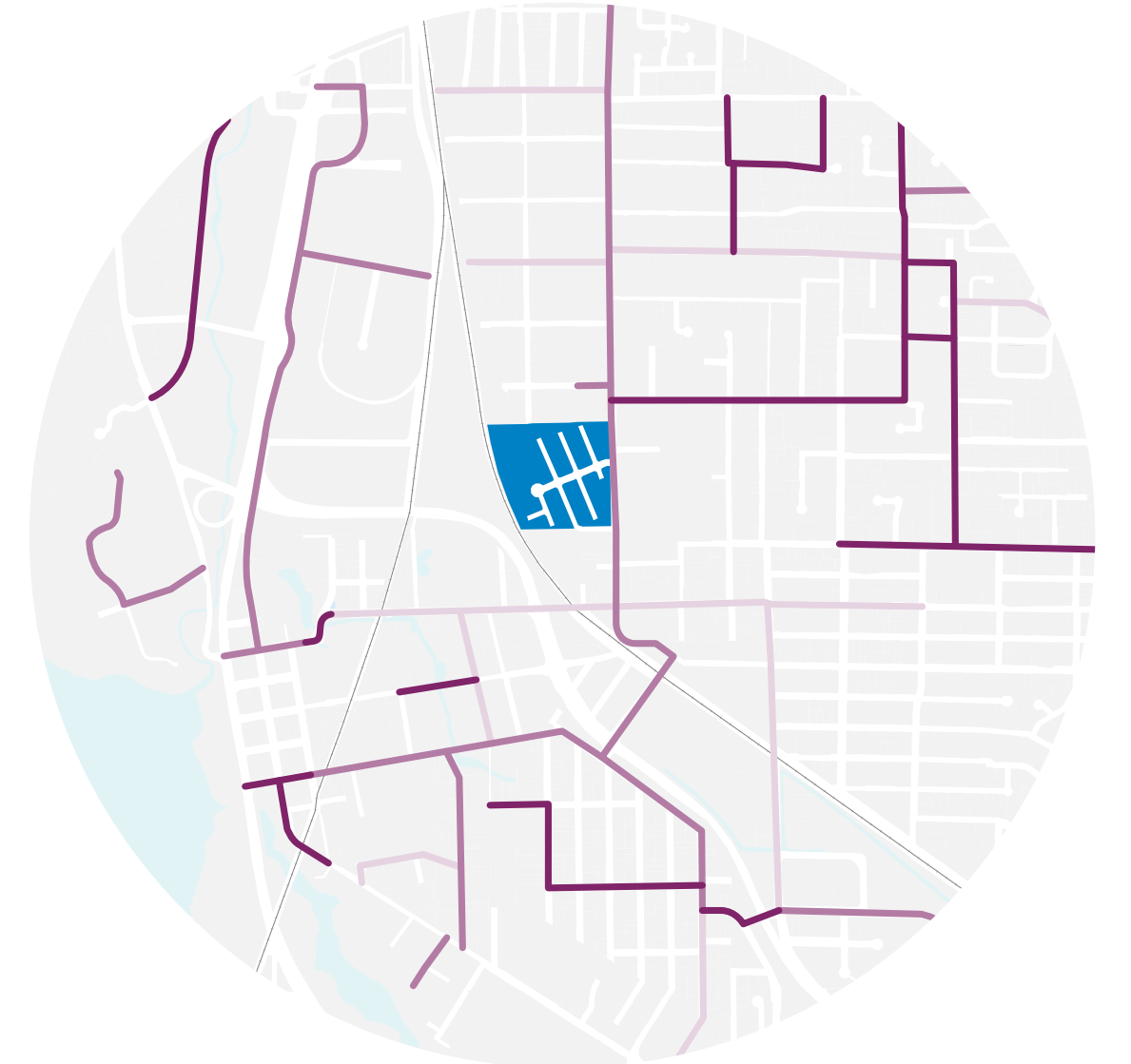
PUBLIC TRANSIT



- Bus Stop
- Max Stop
- Transit Disadvantaged (more than a 1/4 mile walk from bus stop)

S.A.F.E. (SAFE ACCESS FOR EVERYONE) PROJECTS*

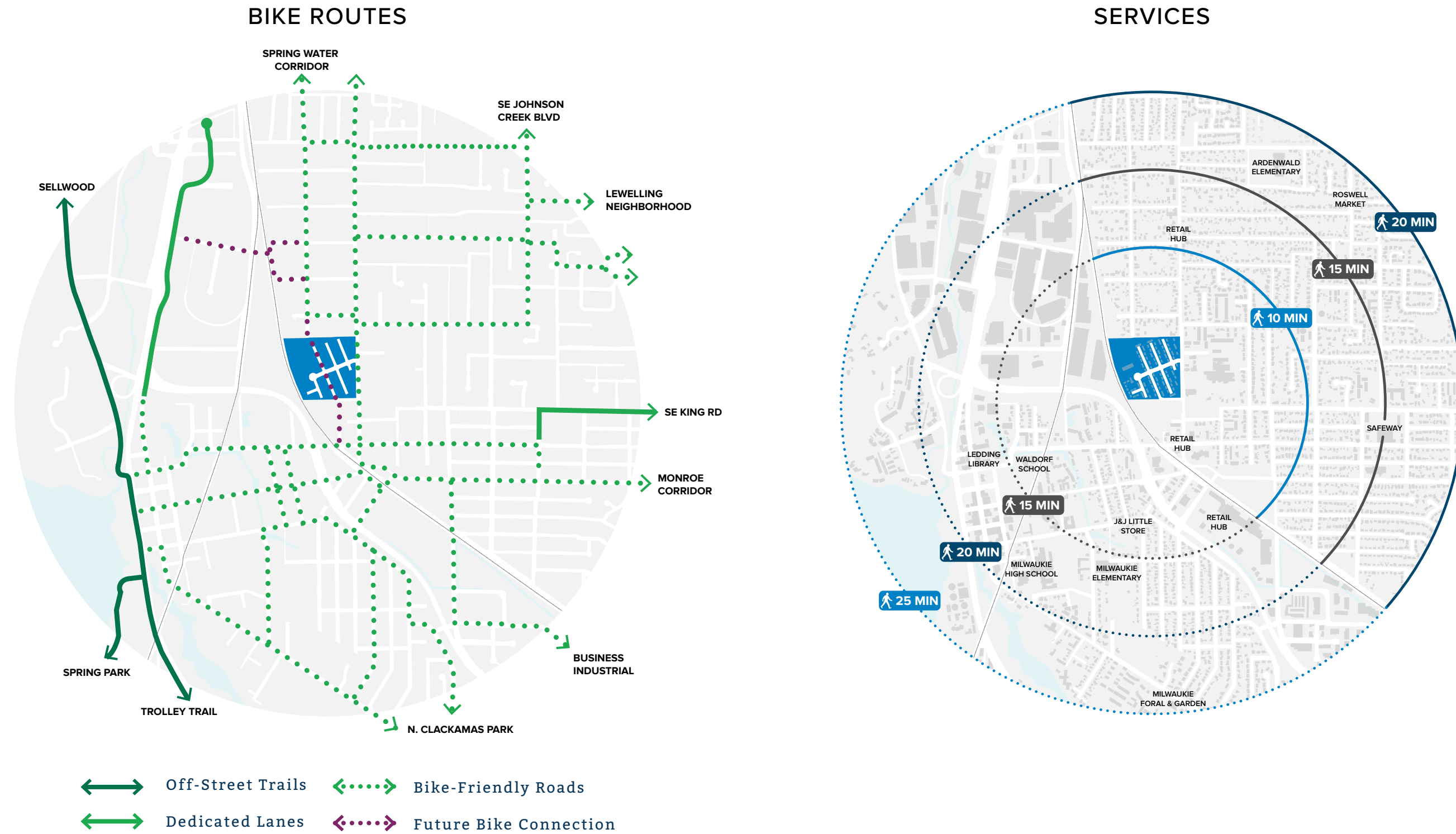
*...the city's program to improve safety for people walking, biking and more" (City of Milwaukie)



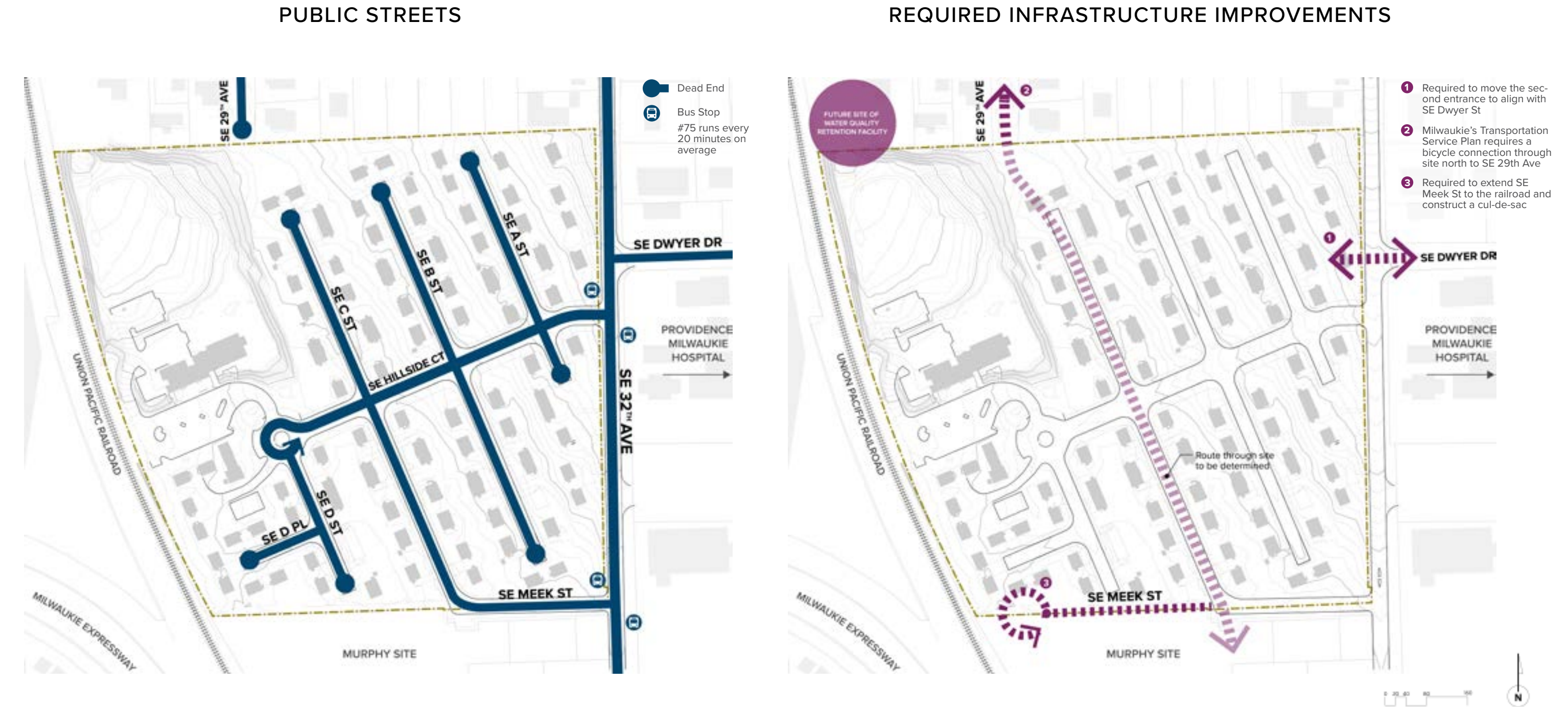
- SAFE Phase 1
- SAFE Phase 2
- SAFE Phase 3

*Refer to Appendix A

CONNECTIVITY DIAGRAMS

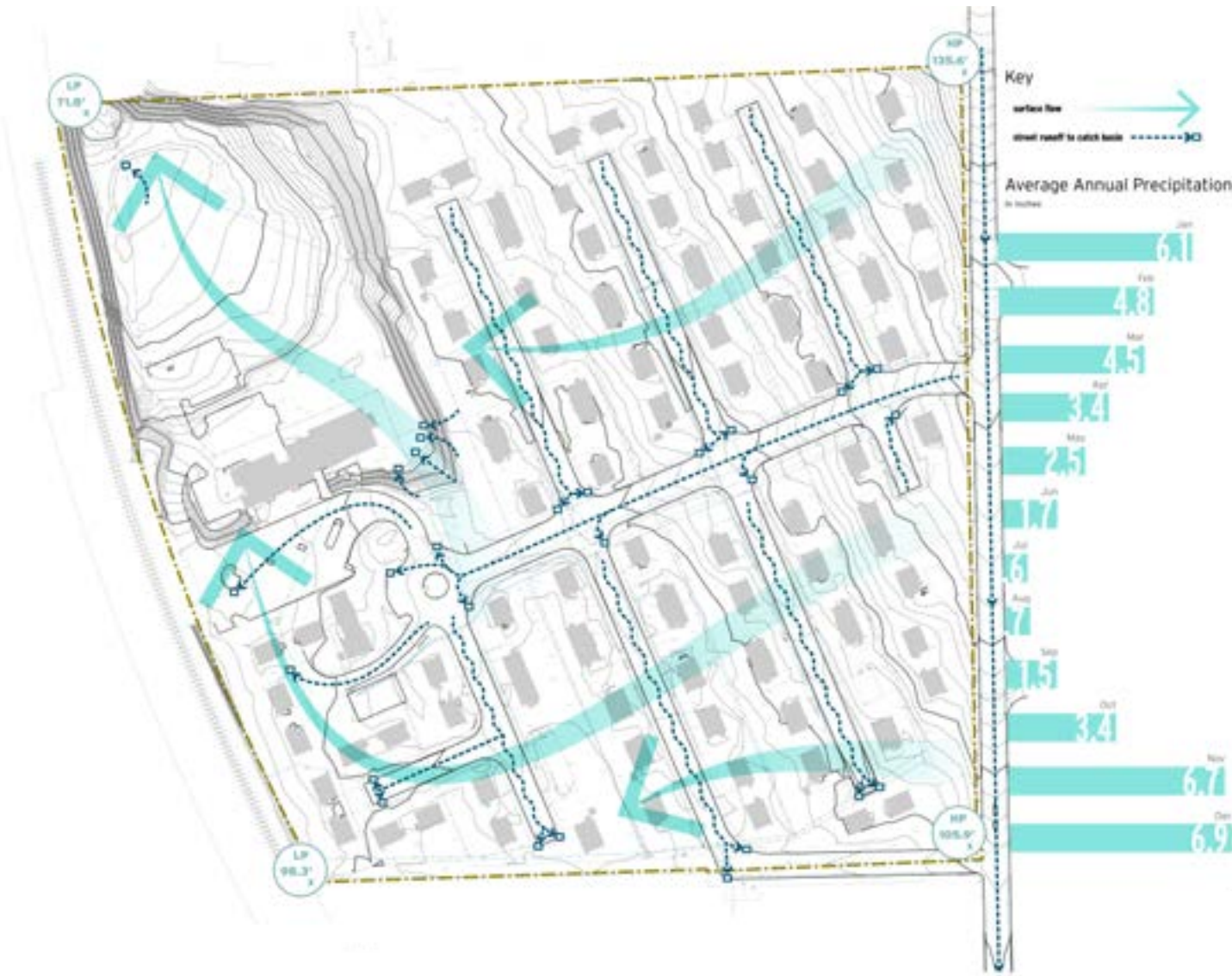


CONTEXT DIAGRAMS

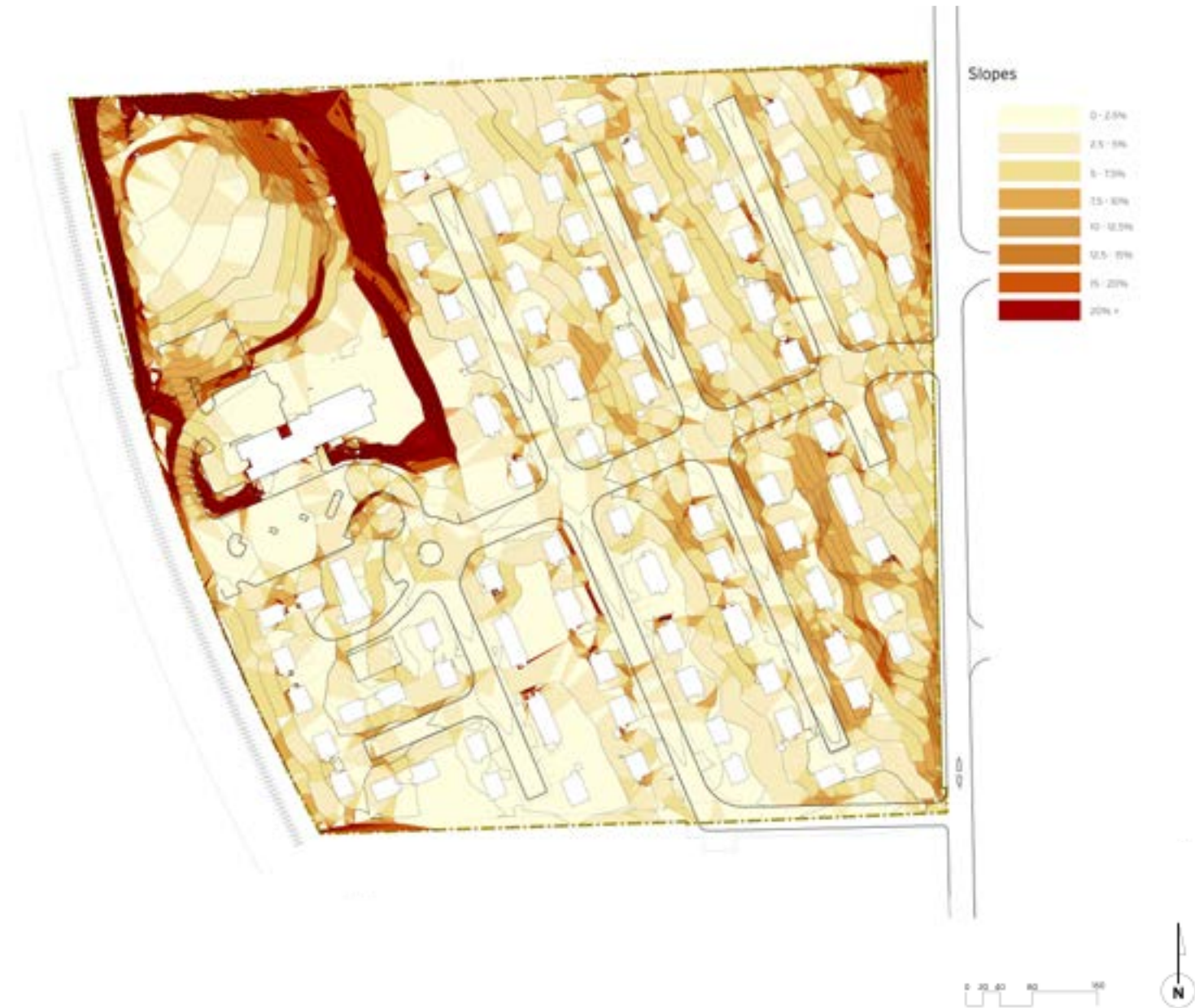


CONTEXT DIAGRAMS

SITE DRAINAGE



SLOPES ANALYSIS



SUN AND WIND



TREE INVENTORY



CONTEXT DIAGRAMS

SENSE OF OWNERSHIP



NOISE*



Notes
 0-55 dBA = Acceptable
 55-65 dBA = Normally Acceptable
 75+ dBA = Unacceptable

*Refer to Appendix B for the complete report

02. Gather Analysis

TRAFFIC ANALYSIS

The analysis includes capacity and level-of-service analysis for the nearby facilities and intersections, including formal analysis of the intersections of SE 32nd Avenue at SE Johnson Creek Boulevard/ SE Tacoma Street, SE 32nd Avenue at SE Harrison Street, and SE 42nd Avenue at SE Harrison Street; a study of the trip generation associated with the proposed development; an analysis of the multimodal safety of the site and surrounding area; discussion of transportation issues and future plans near the site; and discussion of the proposed development as it relates to Oregon's Transportation Planning Rule. The complete analysis can be found in Appendix C of this document.

- The study assumed a public housing development of 300 to 500 mid-rise multi-family units is planned for the property located at 2889 SE Hillside Court in Milwaukie, Oregon. A zone change to the property will likely be required.
- Based on the trip generation calculations, up to **132** trips could be generated by the development in the morning peak hour, and up to **220** could be generated in the evening peak hour.
- All three of the study intersections are projected to fail to meet jurisdictional operational standards under 2038 planning horizon conditions, with or without the proposed development. Improvements to one

- of them are planned in the City of Milwaukie's Transportation System Plan. Mitigation at the other intersections will require consideration at the time of a zone change to the property.
- A detailed examination of the crash history at the study intersections shows no significant safety hazards or trends indicative of design deficiencies.
- Ample transit options are available to serve the development.
- Planned improvements to the bicycle infrastructure in the site vicinity will further improve safety and access to transit.

300 Units

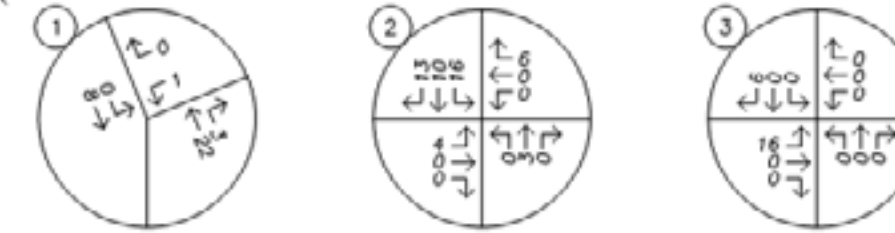
LEGEND

XXX% PERCENT OF PROJECT TRIPS*

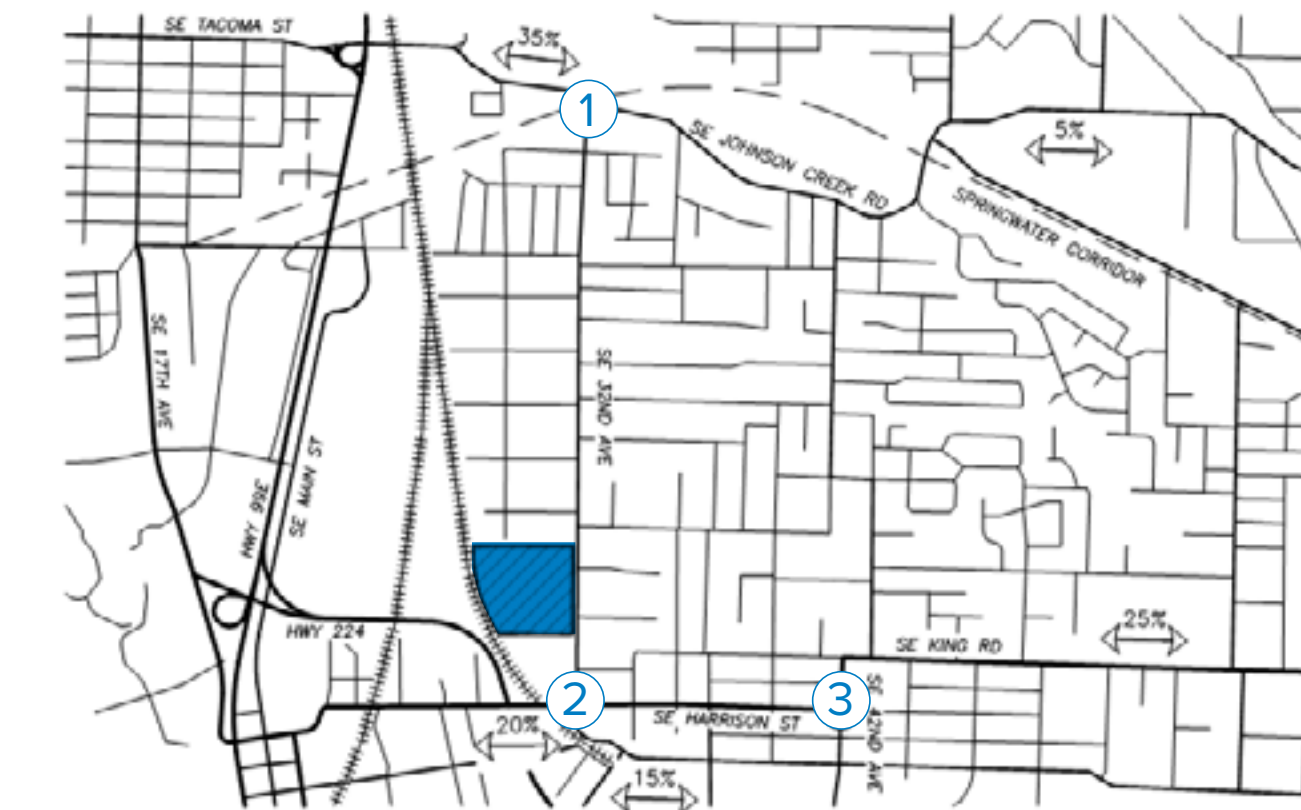
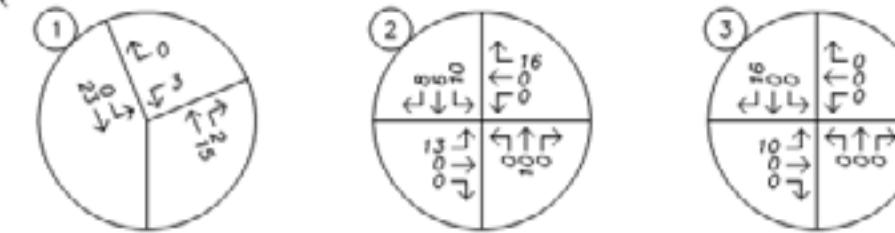
TRIP GENERATION			
	IN	OUT	TOTAL
AM	28	80	108
PM	81	51	132

*MODE SPLIT: 80% OF SITE TRIPS ASSUMED TO BE VEHICLE TRIPS

AM PEAK HOUR



PM PEAK HOUR



500 Units

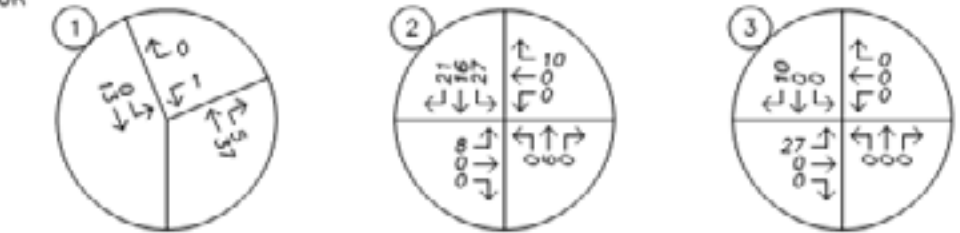
LEGEND

XXX% PERCENT OF PROJECT TRIPS*

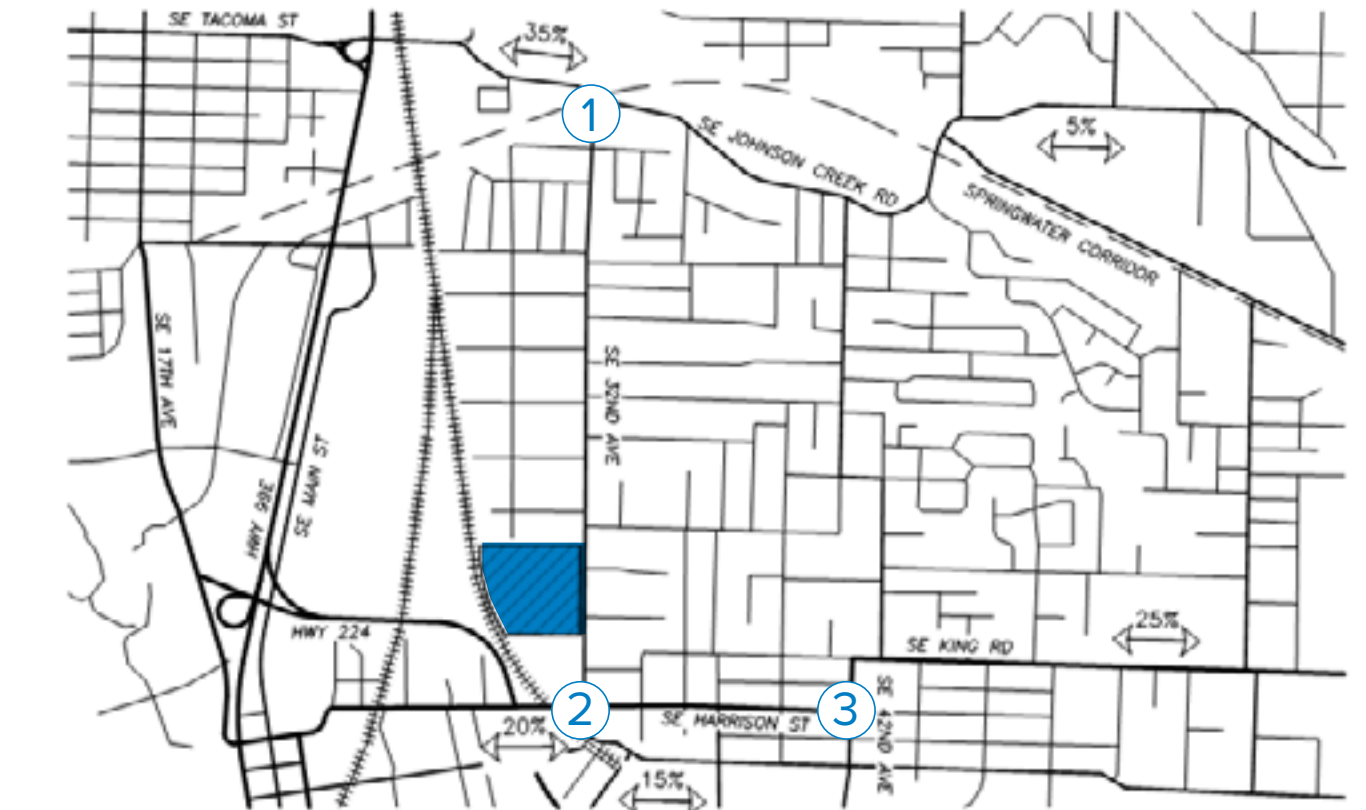
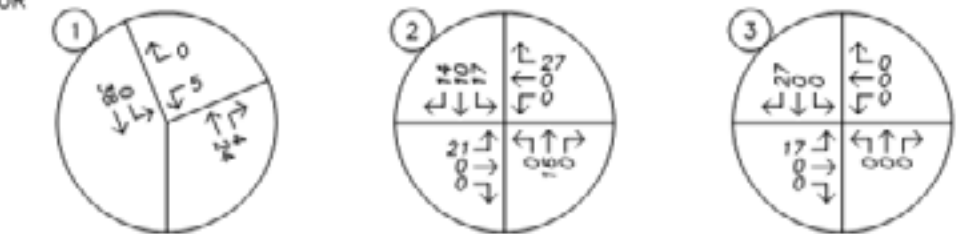
TRIP GENERATION			
	IN	OUT	TOTAL
AM	47	133	180
PM	134	86	220

*MODE SPLIT: 80% OF SITE TRIPS ASSUMED TO BE VEHICLE TRIPS

AM PEAK HOUR



PM PEAK HOUR



DEMOGRAPHIC ANALYSIS

The Demographic Analysis of the Hillside community, Ardenwald-Johnson Creek neighborhood and City of Milwaukie is used to inform the development of equitable engagement strategies for the Hillside Master Plan project. The complete analysis can be found in Appendix D of this document.

As a result of the analysis, EnviroIssues developed outreach considerations and recommendations for the Master Plan project:

- Outreach tactics and messaging must be sensitive to the lived experiences and challenges faced by Hillside residents
 - Many Hillside residents are managing disabilities, earn little or no income and have experienced significant instability in their lives. All outreach

efforts must be sensitive to the diverse range of experiences, backgrounds and circumstances represented in the Hillside community.

- Many residents have lived at Hillside for a long period of time; anxieties around relocation and change should be expected and respected

- The following accommodations should be made whenever possible to increase accessibility:
 - Translation of materials into Russian and Spanish
 - Provision of childcare for residents and community members with children
 - Accommodations for individuals with

vision, hearing and mobility challenges

- Provision of food at in person events (when possible, consider stipends for regular or in-depth participation in engagement activities)

- Project materials must be accessibly written, avoiding jargon and technical language

- Languages spoken at home and educational levels vary across Hillside residents and the surrounding neighborhood. Limiting complex language will reduce barriers to participation.

- A range of engagement approaches and tools will be needed to appeal to different age groups and learning styles

- The average age of Hillside residents is much higher than the surrounding community. A multi-faceted engagement strategy that allows people to plug-in in several ways will help the project team reach individuals across the age spectrum.

Household size - Hillside

	Hillside Park		Hillside Manor		Total Hillside Community	
	Number of households	Percentage of households	Number of households	Percentage of households	Number of households	Percentage of households
1	41	42%	84	87%	125	64%
2	37	38%	11	11%	48	25%
3	12	12%	0	0%	12	6%
4	5	5%	2	2%	7	4%
5	2	2%	0	0%	2	1%

Number of children - Hillside

	Hillside Park		Hillside Manor		Total Hillside Community	
	Number of households	Percentage of households	Number of households	Percentage of households	Number of households	Percentage of households
0	77	79%	95	98%	172	89%
1	10	10%	2	2%	12	6%
2	6	6%	0	0%	6	3%
3	3	3%	0	0%	3	2%
4	1	1%	0	0%	1	1%

Households and individuals with a disability - Hillside

	Hillside Park		Hillside Manor		Total Hillside Community	
	Number	Percent	Number	Percent	Number	Percent
Households	68	70%	79	81%	147	76%
Individuals	74	41%	82	72%	156	53%

Length of residence - Hillside

	Hillside Park		Hillside Manor		Total Hillside Community	
	Number of households	% of households	Number of households	% of households	Number of households	% of households
Median length of residence	7 years		5 years		6 years	
Less than 2 years	17	18%	20	21%	37	19%
2 – 5 years	22	23%	31	32%	53	27%
5 – 10 years	29	30%	20	21%	49	25%
More than 10 years	29	30%	26	27%	55	28%

Unit size - Hillside

	Hillside Park		Hillside Manor		Total Hillside Community	
	Number of households	% of households	Number of households	% of households	Number of households	% of households
1 bedroom	24	25%	93	96%	117	60%
2 bedrooms	73	75%	4	4%	77	40%

Monthly Rent - Hillside

	Hillside Park		Hillside Manor		Total Hillside Community	
	Number of households	% of households	Number of households	% of households	Number of households	% of households
\$0 or less	7	7%	3	3%	10	5%
\$1 - \$100	29	30%	6	6%	35	18%
\$101 - \$400	43	44%	73	75%	116	60%
\$401 - \$800	13	13%	14	14%	27	14%
More than \$800	5	5%	1	1%	6	3%

Household Income - Hillside

	Hillside Park		Hillside Manor		Total Hillside Community	
	Number of households	% of households	Number of households	% of households	Number of households	% of households
\$0-\$9,999	48	49%	50	52%	98	51%
\$10,000-\$19,999	26	27%	37	38%	63	32%
\$20,000-\$29,999	12	12%	9	9%	21	11%
\$30,000-\$39,999	6	6%	1	1%	7	4%
\$40,000-\$49,999	2	2%	0	0%	2	1%
\$50,000-\$59,999	2	2%	0	0%	2	1%
\$60,000-\$69,999	1	1%	0	0%	1	1%



DEMAND ANALYSIS

In response to the Demographic Analysis, ECONorthwest developed a Demand Analysis which informs the master planning process with data and analysis of current real estate market conditions and implications for the development of a mixed-use, mixed income community. The complete analysis can be found in Appendix E of this document. The demand analysis has two main objectives:

- First, the analysis evaluates the types of units needed to replace the existing affordable housing units. Specifically, the analysis will consider the unit sizes and affordability levels needed for the replacement units.
- Second, the analysis assesses the potential for market-rate development (particularly multifamily housing, mixed-use, and medical

office uses) at the site. This evaluation would include determining what uses and product types are the most viable and what rents or sales price product types could realize.

In response to the replacement unit analysis, ECONorthwest developed the affordable housing needs. HACC has the goal of at least replacing all 100 affordable housing units as part of and redevelopment of the Hillside Park site and adding, at minimum, an additional 100 affordable units on site.

Affordable Housing Needs

Between the current needs for Hillside Park residents and households on the waitlist, the affordable housing needed on the site will need to have a much higher share of studios and/or one-bedroom units. Larger units will likely be a smaller share, but will need to include two-, three-, and potentially four-bedroom units. The estimated share unit types for new affordable housing on the Hillside site is outlined below.

- **Studios can potentially be 40 to 60 percent of units.** The largest share of current and waitlist households are one-person households. Forty percent of current households and 60 percent of waitlist households consist of one person.
- **One-bedroom units can potentially be a similar share (25 to 30 percent) as the number of**

one-bedroom units currently on the site. One- and two-person households (especially without children) are the most likely to need a one-bedroom unit. Two-person households were the second largest share of households.

- **Two or more bedroom units can potentially be 20 percent or less of future units.** Households with three or more people represent about 20 percent of current residents and 11 percent of waitlist households. In addition, only seven of the 37 two-person households currently living in Hillside Park have children. Lastly, three-bedroom units may need to be at around three to five percent of all units to meet the needs of larger households (those with more than three persons).
- **Units will still need to be affordable for very**

low-income households. Of those currently living in Hillside Park, about half have income below \$10,000 a year. An even higher share (60 percent) of those on the waitlist had annual incomes below \$10,000.

Estimated Replacement Unit Needs by Type

	Studio or 1-Bed	2-Bed	3-Bed or more	Total
Total	71	22	4	97
Percent	73%	23%	4%	100%

Source: ECONorthwest, Housing Authority of Clackamas County

Waitlist Households, Number of People by Current Unit Type, 2018

Current Unit Type	Households	People	Children	Over 62 years
1 Bedroom	696	754	24	142
2 Bedrooms	292	633	299	19
3 Bedrooms	60	197	130	3
4 Bedrooms	13	56	34	0
Total	1,061	1,640	487	164
Percent	100.0%	100.0%	29.7%	10.0%

Source: Housing Authority of Clackamas County

Waitlist Households, Family Size by Current Unit Type, 2018

Current Unit Type	Family Size						Total	Percent
	1	2	3	4	5	6		
1 Bedroom	642	49	5	0	0	0	696	65.6%
2 Bedrooms	1	247	38	6	0	0	292	27.5%
3 Bedrooms	0	3	41	14	0	2	60	5.7%
4 Bedrooms	0	0	0	9	4	0	13	1.2%
Total	643	299	84	29	4	2	1,061	100.0%
Percent	60.6%	28.2%	7.9%	2.7%	0.4%	0.2%	100.0%	

Source: Housing Authority of Clackamas County

Waitlist Households, Family Size by Annual Income, 2018

Annual Income	Monthly Affordable Housing Costs	Family Size						Total	Percent
		1	2	3	4	5	6		
< \$10,000	<\$250	418	170	43	10	1	2	644	60.7%
\$ 10,000-19,999	\$250-\$500	188	94	18	17	3	0	320	30.2%
\$ 20,000-29,999	\$500-\$750	34	31	17	1	0	0	83	7.8%
\$30,000-40,000	\$750-\$1,000	3	4	6	1	0	0	14	1.3%
Total		643	299	84	29	4	2	1,061	100.0%
Percent		60.6%	28.2%	7.9%	2.7%	0.4%	0.2%	100.0%	

Source: Housing Authority of Clackamas County

MARKET ANALYSIS

The market analysis section evaluates the market trends and identifies comparable developments for a range of market-rate uses that could potentially be developed at the Hillside site. The analysis focuses on the current real estate market fundamentals (absorption, prices, and vacancies) for multifamily housing (rental and for-sale) and commercial uses (local-serving retail and medical office uses). The section then identifies recent development projects in the local area (Milwaukee and the surrounding area) and other suburban regional locations close light-rail stations to evaluate the potentially achievable rents or sales prices from market rate development.

Summarized results of the current real estate market conditions and trends are found below:

- Milwaukee has been growing slowly for the last 15 years
- There is limited residential development
- Home sales prices have increased
- Increase in apartment rentals and declining vacancies
- Need for more mixed retail market
- Improving fundamentals for office space

Market Demand Outlook

ECONorthwest completed a market demand outlook based on the current market conditions and trends. The analysis finds that as the Portland region continues to grow and land values increase, locations with close proximity to major

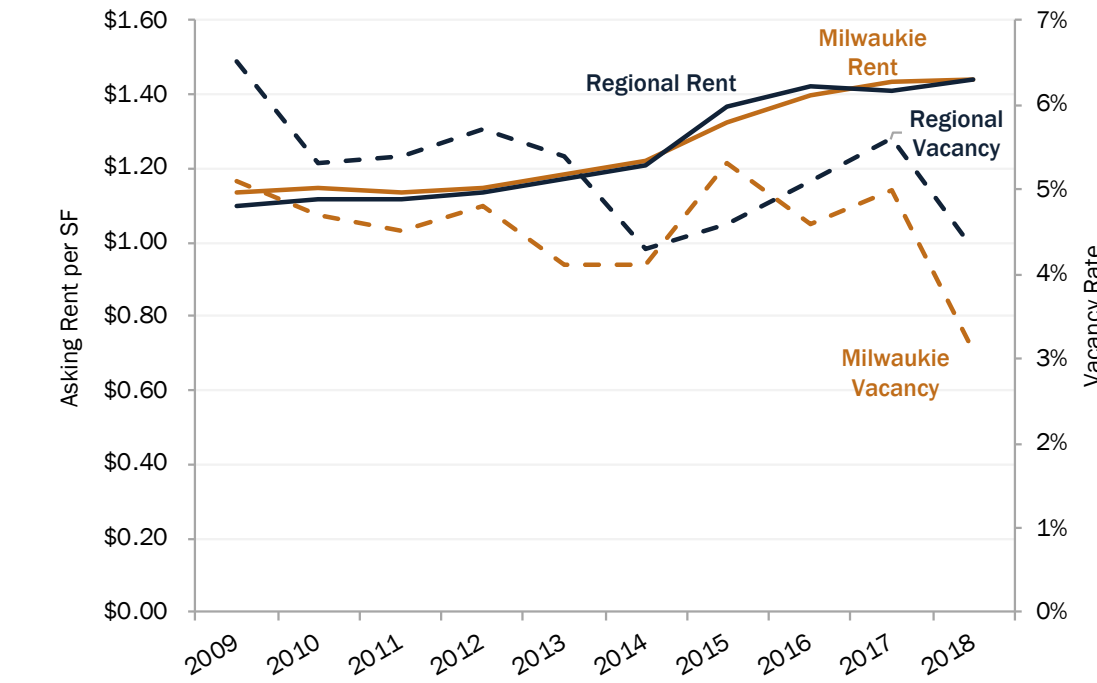
urban centers and good transit service, such as Milwaukee, are increasingly attractive places for development. Detailed reports of the demand outlook by use can be found in section 3.3 of Appendix E. The market demand outlook is summarized below:

- Multifamily housing is most likely to be the predominant market-rate use viable at the site. Future market conditions will dictate if rental or for-sale products are the most viable. In addition, the future land values and achievable rents will dictate the building type (including parking) that can be built at the site.
- Market-rate, mixed use development may be viable if rents or sale prices for the residential unit are high enough to justify the more costly building form. Ground floor commercial uses

(retail or office) would be accessory uses. Given the low vacancy rate for retail and office uses in Milwaukee, there would likely be demand for small commercial spaces. However, potential local tenants for the commercial space may not be able to pay the market-rate rents developers are seeking.

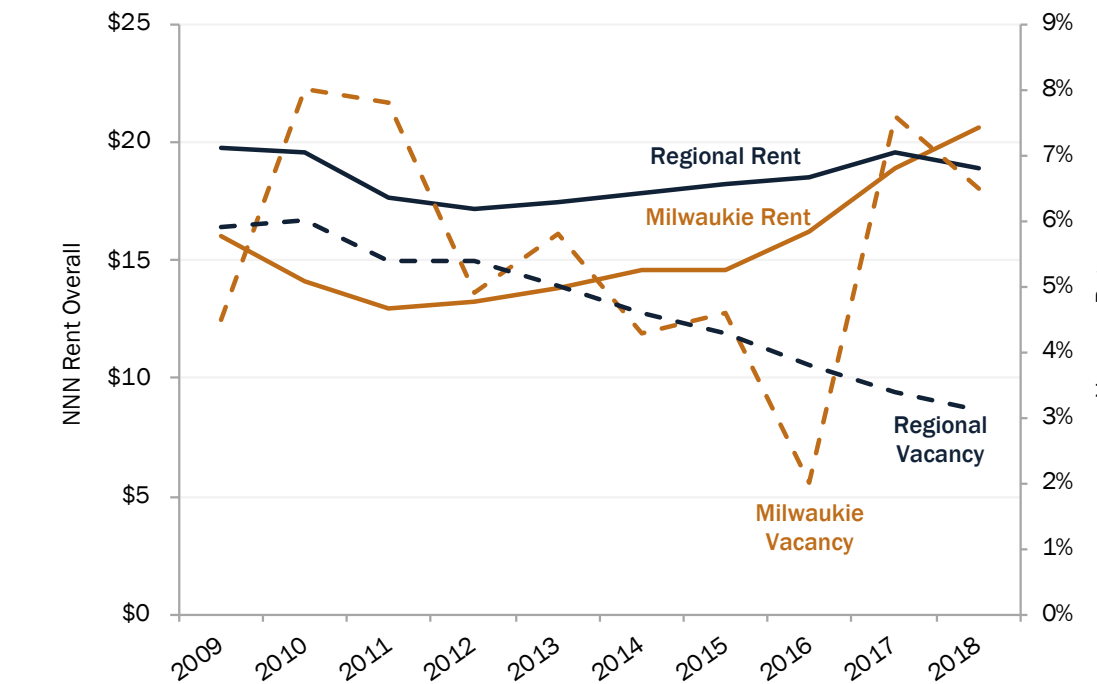
- Medical office buildings are also potentially viable uses at the site. Total demand may be limited. Absorption of medical office space has been modest in Milwaukee and the surrounding area and the population has not increased over the last decade. As a result, the scale of a future medical office building may be fairly small to meet the modest amount of demand.

Average Annual Multifamily Asking Rent (per square foot per month) and Vacancy Rate, 2018 Dollars, 2009-2018 (August)



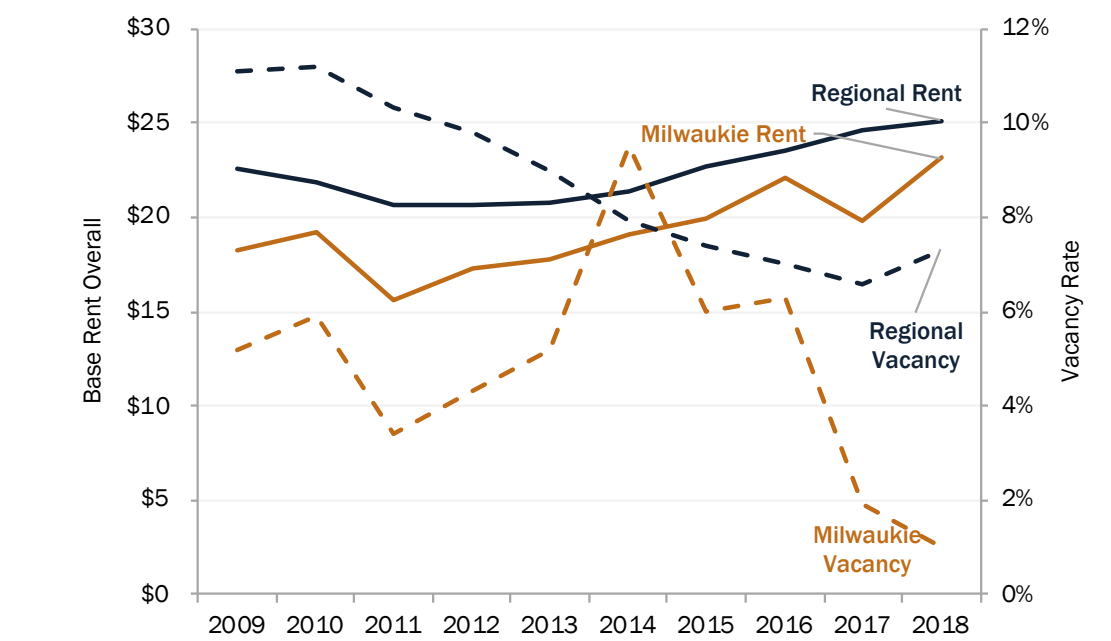
Source: CoStar

Average Annual Retail Rent (per square foot, Triple-Net) and Retail Vacancy, 2018 Dollars, 2009-2018 (August)



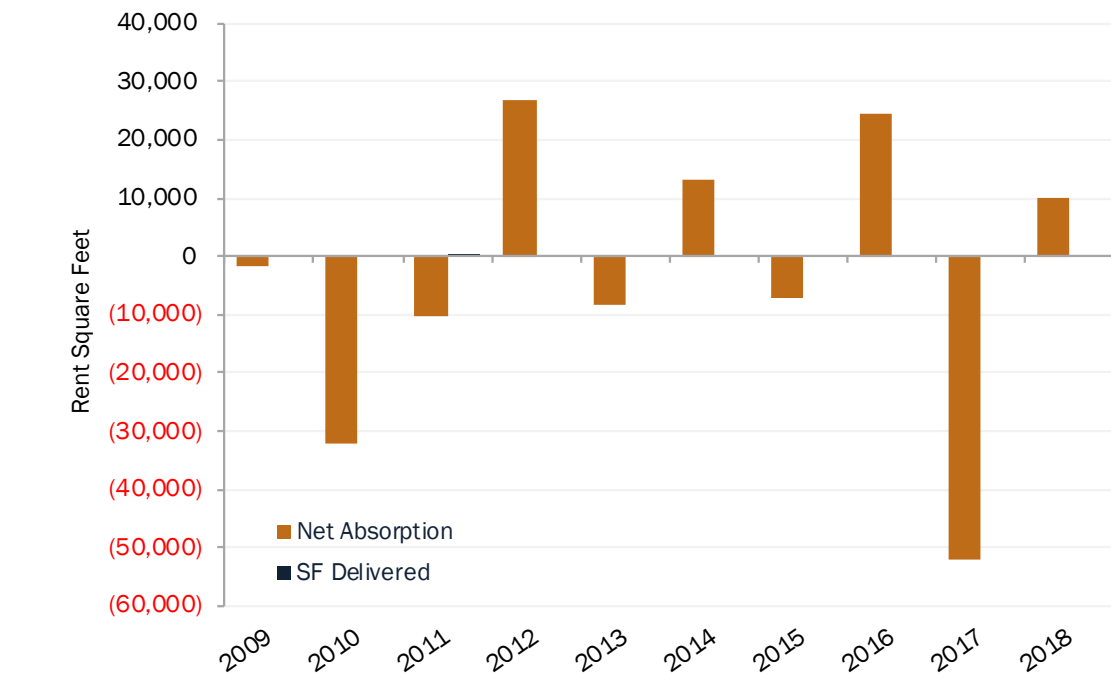
Source: CoStar

Average Annual Office Rent (base rent per square foot per year) and Vacancy, 2018 Dollars, 2009-2018 (August)



Source: CoStar

Retail Space Leased and Built in Milwaukee, 2009-2018 (August)



Source: CoStar

02. Gather

Outreach

OUTREACH & ENGAGEMENT PLAN

This document describes the strategy for engaging residents, neighbors and the broader community in the Hillside Master Plan process. This community engagement plan was informed by the Demographic analysis of the Hillside site and broader City of Milwaukie (Appendix D), interviews with seven key stakeholder groups conducted in August 2018 (Appendix H), and the resident listening session held on September 5, 2018, attended by just over 40 people (Appendix I). The engagement plan is comprised of five sections:

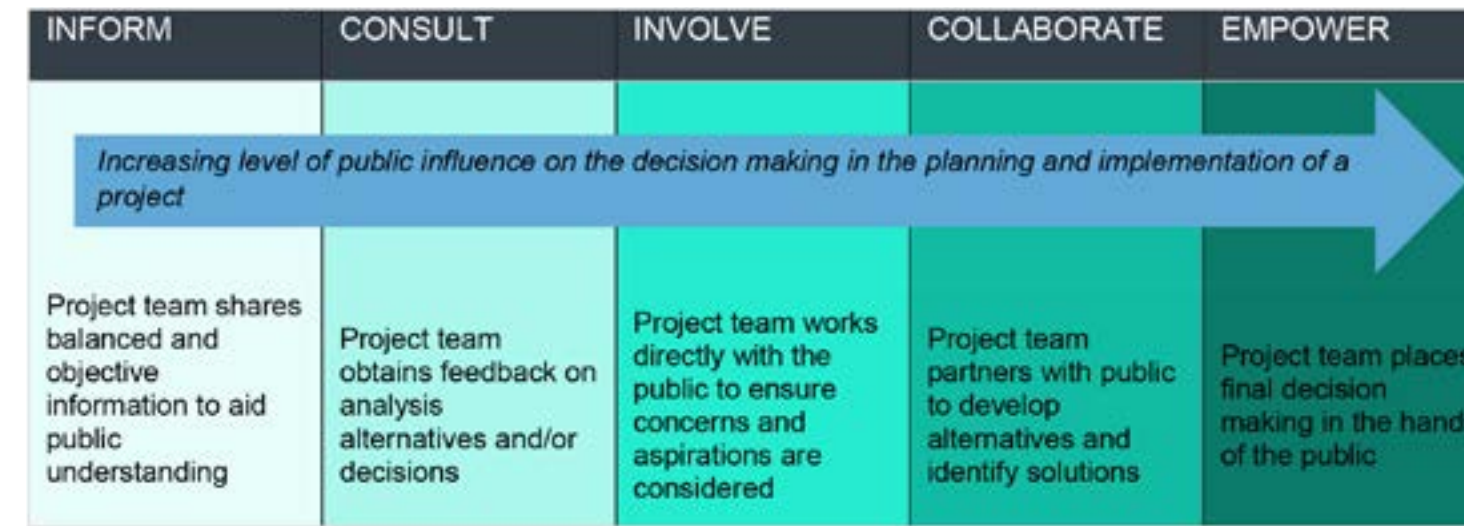
- Community engagement goals and objectives
- Key messages
- Stakeholder interests and needs
- Engagement tools and tactic
- Evaluation and metrics

To ensure the Hillside Master Plan project employs community engagement best practices, this strategy has been prepared in alignment with the principles and values of the International Association for Public Participation (IAP2).

The IAP2 spectrum of public participation classifies the level of public influence on decision making in the planning and implementation of a project (adapted spectrum shown in Figure 1; full IAP2 spectrum presented in Appendix E).

At various points in this process and when dealing with different stakeholder groups, public engagement will occur at the **inform**, **consult**, **involve** and **collaborate** levels. At the far right-hand side of the spectrum, “empower” refers to having the public make the final decision on the project. While the project team will collaborate

IAP2 Spectrum of Public Involvement



with stakeholders to help develop and identify solutions, final decision-making authority lies with the County.

Throughout this plan, these terms are used to indicate which level of the spectrum is applicable. The complete plan can be found in Appendix F of this document.

Community engagement goals and needs

The community engagement goals and objectives were developed to compliment the overall goals of the master plan project:

Engagement goals:

1. Raise awareness and understanding
2. Conduct an accessible, inclusive engagement process
3. Build trust, credibility and relationships
4. Authentically and transparently incorporate community feedback into design
5. Close the feedback loop

Project goals:

- Comprehensive public engagement
- Procurement of highly qualified development and design team
- Creation of physically and financially viable master plan
- Land use approval and alignment with City of Milwaukie Comprehensive Plan
- Successful funding awards



LISTENING SESSION

On September 5, 2018, residents of Hillside Manor and Park were invited to a listening session in the Hillside Fellowship room as part of the Hillside Master Plan for Housing Opportunity, and was led by EnviroIssues. The purpose of the event was to raise awareness of the master plan project; build trust and encourage continued participation among Hillside residents; and gather feedback to inform the project community engagement plan.

Approximately 42 people attended the two-hour event. A majority of those attending live in Hillside Manor, while fewer than ten said they live in Hillside Park. Food, childcare and simultaneous translation in Russian and Spanish were provided. Attendees received a brief introduction to the master plan project and the concurrent Health Impact Assessment (HIA) effort from project staff before engaging in small group discussions for

the majority of the program. Each small group was guided by a staff discussion leader, and all tables discussed the following questions:

Part 1: How do you want to be involved?

- How much do you know about the master plan project? How have you been informed so far?
- How do you want to stay up to date on this project?
- In what ways do you want to participate in this project?
- What kinds of events would you like to attend?

Part 2: What are your goals for this process?

- What do you like about living at Hillside and what would make it better?

- What is your vision for the Hillside community and site?
- What questions or concerns do you have about this project?

- Anything else we should know?

At the conclusion of the event, each table group reported their top takeaways from Part 1 and Part 2 to the wider group. The detailed results from Parts 1 and 2 of the listening session can be found in Appendix G of this document. **Key conclusions from the event include the following:**

- Direct, focused outreach to Park residents is needed to boost their participation.
- A range of traditional and electronic information sharing tactics should be used to spread the word to residents.

- Consistent, relevant information should be readily accessible via the property management office and project website; resident-wide communication should be frequent enough to reduce confusion and keep people informed, but not too frequent to cause anxiety.

- Accessibility should be thoroughly considered for all future engagement opportunities (e.g. vision, mobility and language needs).

- Steps should be taken to make Hillside events inclusive and ensure everyone feels welcome.

- Residents look forward to future opportunities to share their perspective and ideas.

- The project team should develop materials and resources to address key questions and

concerns related to project timescale, scope, relocation and rent impacts.

The feedback provided at the listening session will be used to develop key messages and answers to frequently asked questions for the project, to select information sharing tactics, feedback mechanisms and engagement events for the community engagement plan, and to inform the project schedule.



SUSTAINABILITY WORKSHOP

Members of the Hillside Master Plan project team participated in a sustainability workshop on November 7, 2018. The primary purpose of the charrette was to identify, evaluate and prioritize sustainability strategies for the design, construction and operations of the redeveloped Hillside neighborhood.

Interdisciplinary project team representatives participated in interactive sessions, spending most of the meeting in focused working groups to brainstorm and vet sustainability strategies. Participants identified sustainability strategies for Hillside Master Plan to pursue or to explore further.

Workshop participants engaged in an interactive exercise intended to identify which sustainability strategies are central to supporting Hillside’s priorities, why they are important, and next steps

to turn the most important items from ideas into reality.

Small-table working groups each focused on a sustainability category: Energy, Health & Wellness, and Sense of Place/Green Infrastructure. The working groups were tasked with identifying the Top Ten Best Strategies for their category, and to plot each strategy as “Baseline,” “Targeted,” or “Aspirational.”

- **“Best Strategies”** = the most meaningful, most impactful, and in line with the project’s goals
- **“Baseline”** = deemed as meaningful, impactful and feasible to be included in the project
- **“Targeted”** = deemed as meaningful and impactful, but with some challenges to overcome

- **“Aspirational”** = deemed as meaningful and impactful, but with some significant challenges to overcome

After each working group completed the two-step exercise, everyone came together for a round-robin report-out by a chosen speaker from each group to share and discuss their recommendations.

The complete report can be found in Appendix H of this document.



	ENERGY	HEALTH & WELLNESS	PLACE / GREEN INFRASTRUCTURE
BASELINE Deemed as meaningful, impactful and feasible to be included in the project	<ul style="list-style-type: none"> - Tree canopy area enhancements - Pavement use limited to reduce heat island effect - EV charging infrastructure - Vehicular trip reduction due to mixed-use - Community Solar - Demand Response program with PGE - Green certification for future buildings - High-performance building envelopes (strive to meet Passive House principles) - Water fixtures & features – high-performance and water efficient - Energy sub-metering & monitoring systems - Occupant education and engagement - Street lighting with adaptive LEDs 	<ul style="list-style-type: none"> - Multifunctional outdoor green spaces - Multifunctional indoor/outdoor community spaces - Food systems – gardens, markets, community kitchens, rooftop and balcony gardens - Public transit with easy access - Active transportation – walkable, bikable - On-site resident services (child care, social services, microenterprise support) - Good relations and partnerships with law enforcement - Noise mitigation through high performance building envelopes - Building HVAC supply air filtration for healthy indoor air quality - Technology and internet access - Sense of safe community – lighting, visibility 	<ul style="list-style-type: none"> - Landscaping with native/adapted/drought-tolerant - Neighborhood hubs - Vibrant, integrated, coherent neighborhood - Play/Educational indoor/outdoor spaces for youth and teens - Community gardens near dwellings and throughout - Lyft-Uber shared pick-up areas - Less impactful pavement alternatives - Limited vehicle parking - Safe networks for pedestrians - Safe networks for bicyclists - Bicycle storage and repair stations - Equitable access for disabled - Education and celebration of cultural and natural resources - Active composting system - Wetlands for on-site stormwater management - Sense of safe community
TARGETED Deemed as meaningful and impactful, but with some challenges to overcome	<ul style="list-style-type: none"> - Net-Zero Energy - Solar-covered parking, awnings & other surfaces - Micro-grids of on-site renewables & storage - Heat pump hot water systems - Energy “allowances” & incentives for residents 	<ul style="list-style-type: none"> - RideShare programs - Drop-in clinic services - Service options & relationships 	<ul style="list-style-type: none"> - People-centric (not car-centric) streets -- woonerfs - Limited vehicle access to neighborhood core - Recreational spaces for elders - Food Forest - Tree canopy 40% - Porous concrete - On-site stormwater management for 98th percentile of events - Comprehensive recycling-reuse programs - Full participation in food waste/green waste collection, composting - Community Tool-Equipment share programs
ASPIRATIONAL Deemed as meaningful and impactful, but with some significant challenges to overcome	<ul style="list-style-type: none"> - District hot water system - District Heat/Cool (solar thermal, geothermal) - EV bicycle share - EV scooter share - EV car share - On-site blackwater treatment system 	<ul style="list-style-type: none"> - Connection to downtown - Pedestrian overpass to-from downtown - Food delivery services 	<ul style="list-style-type: none"> - Tree canopy 50% - No black asphalt - EV-Ready infrastructure for 100% solar EV - On-site blackwater treatment system

COMMUNITY VISIONING WORKSHOPS

On October 24th and 25th, 2018, residents of Hillside, the community and local service providers were invited to participate in a visioning session in the Mother Gamelin room at Providence Milwaukie as part of the Hillside Master Plan for Housing Opportunity. The purpose of the event was to begin the discussion of what the community and residents envision for the redevelopment of the Hillside site; and to gather feedback to help inform the upcoming community work sessions.

A total of three sessions were held over the course of the two days. Two sessions were held on the 24th (9:30-11:00 and 5:00 – 7:30) and were focused on gathering input from the community and the existing Hillside residents. While the last session on the 25th (3:30 -5:00) solicited feedback from local service providers. The sessions on the 24th had a total of 50 participants (20 and 30 respectively).

While the 25th had ten individuals in attendance.

All three sessions were similarly arranged and formatted. Upon arrival attendees were given a comment form and color-coded stickers (red, yellow and green). After a short project introduction and explanation, the attendees were encouraged to move throughout the room to visit four stations addressing the following categories;

- Housing Density and Style
- Neighborhood Character
- Healthy Community
- Open Space

Each station had 18 images for participants to “vote” on by applying stickers to the image. A green sticker represented what the individual liked, a

yellow sticker represented they were unsure, while the red sticker indicated a dislike.

After participants had a chance to visit all four stations the group reconvened to review summarize the group’s likes and dislikes. People were then asked to comment on why they felt strongly in favor for or against an image. All the comments were recorded by the design team to be incorporated into the final report.



VISIONING WORKSHOPS SUMMARY

A series of graphs were created to summarize each session's votes and graphically display which images received the most likes and dislikes. The graphs summarized vote tallies, broken down tallies per session and summarized the comment forms collected from the sessions. Participate comment forms were also compiled and assigned a value. The images were then scaled to the corresponding percentage of comments that each image received. The series of graphs created for the event have been attached as Appendix.



Most liked



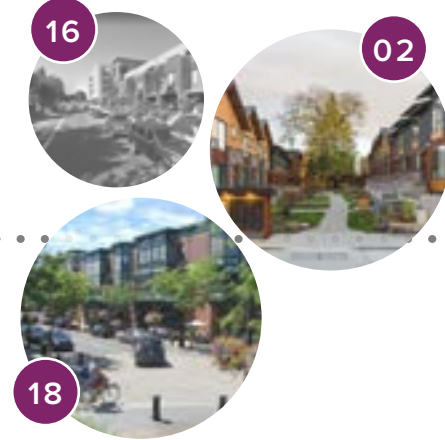
Most disliked



HOUSING DENSITY & STYLE



NEIGHBORHOOD CHARACTER



HEALTHY COMMUNITY



OPEN SPACE



GROUPS 1 & 2

Hillside Residents and the Milwaukee community

GROUP 3

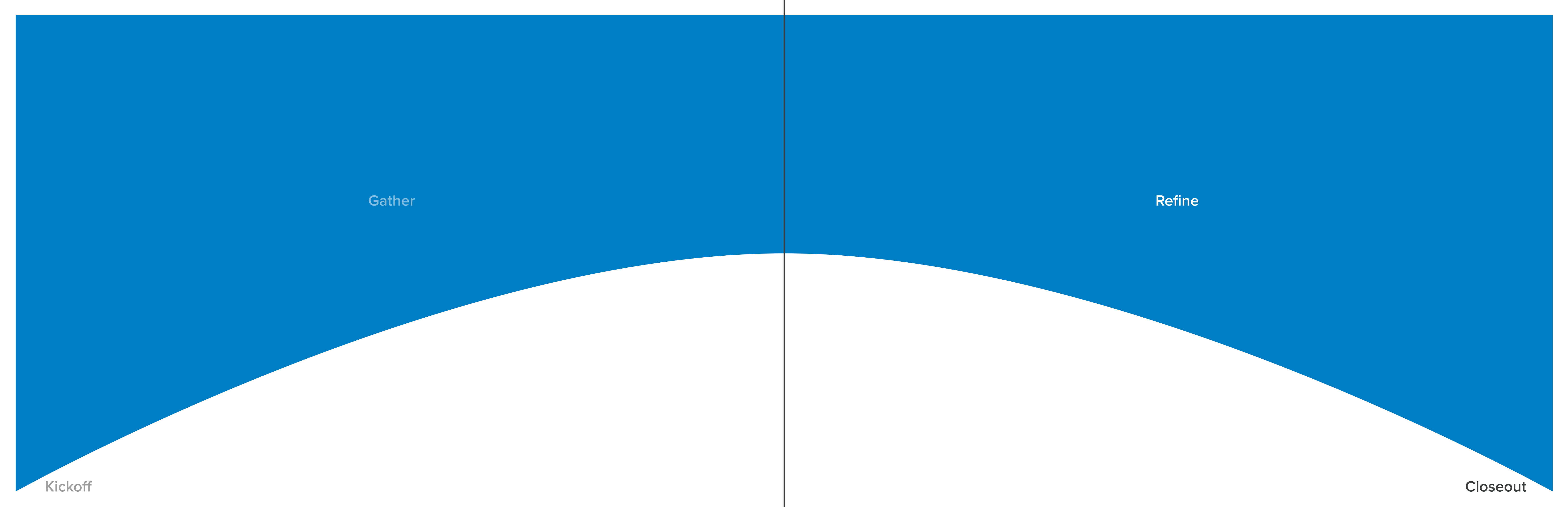
Service Providers

Kickoff

Gather

Refine

Closeout



03. Refine

Design & Development

PROJECT ASSESSMENT

Where We Have Been

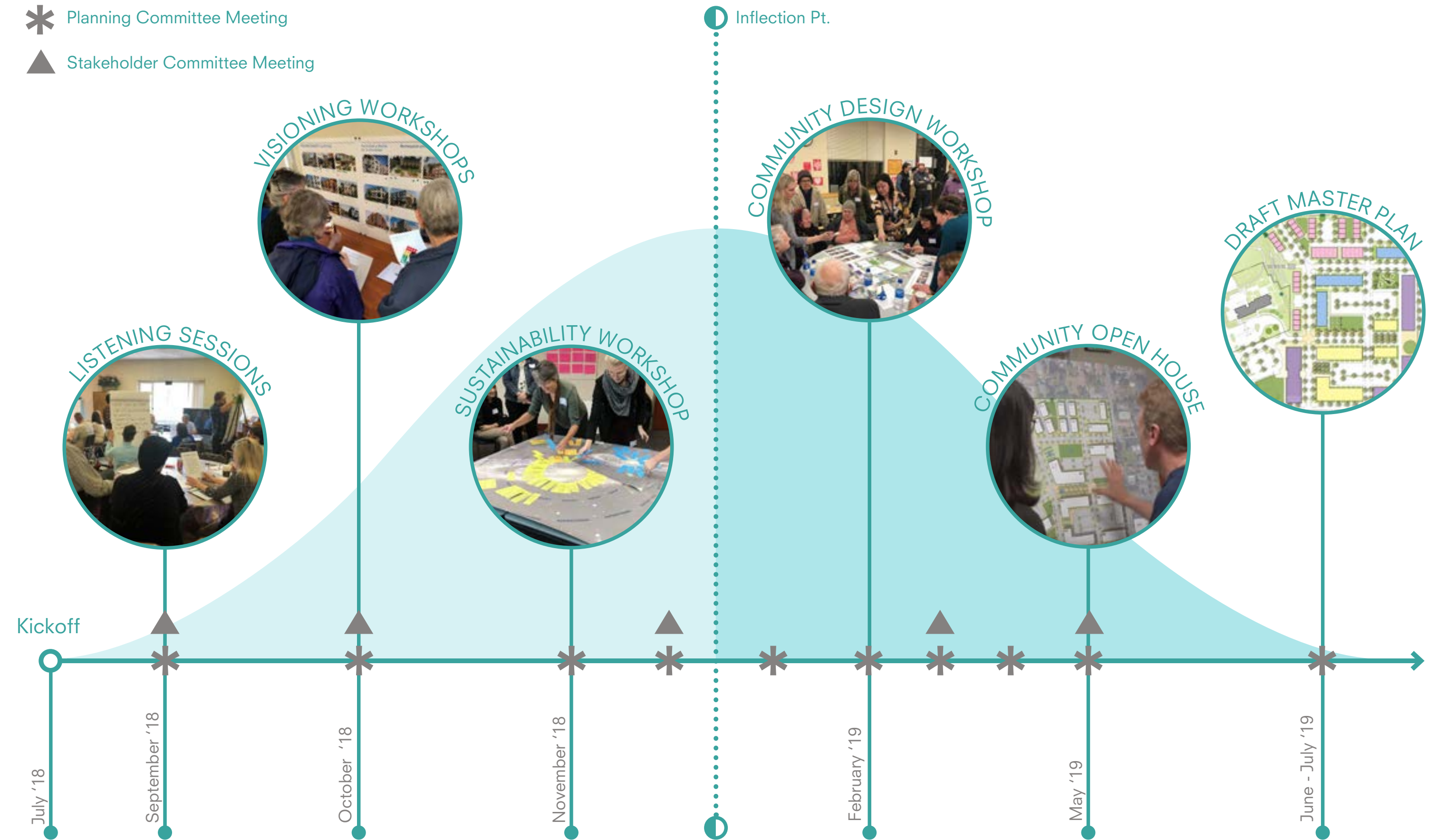
The Gather Phase of the master plan comprised of:

- site connectivity and context analyses
- traffic, demographic, demand, and market analyses
- outreach and engagement with Hillside residents and the Milwaukie community
- listening sessions with Hillside residents
- sustainability workshop with relevant committees
- community visioning workshops with residents, community members, and service providers



Image Below:
Visioning session with Hillside residents and community members

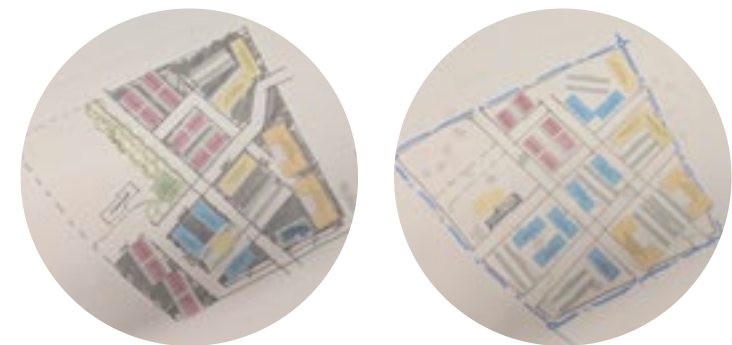
- * Planning Committee Meeting
- ▲ Stakeholder Committee Meeting



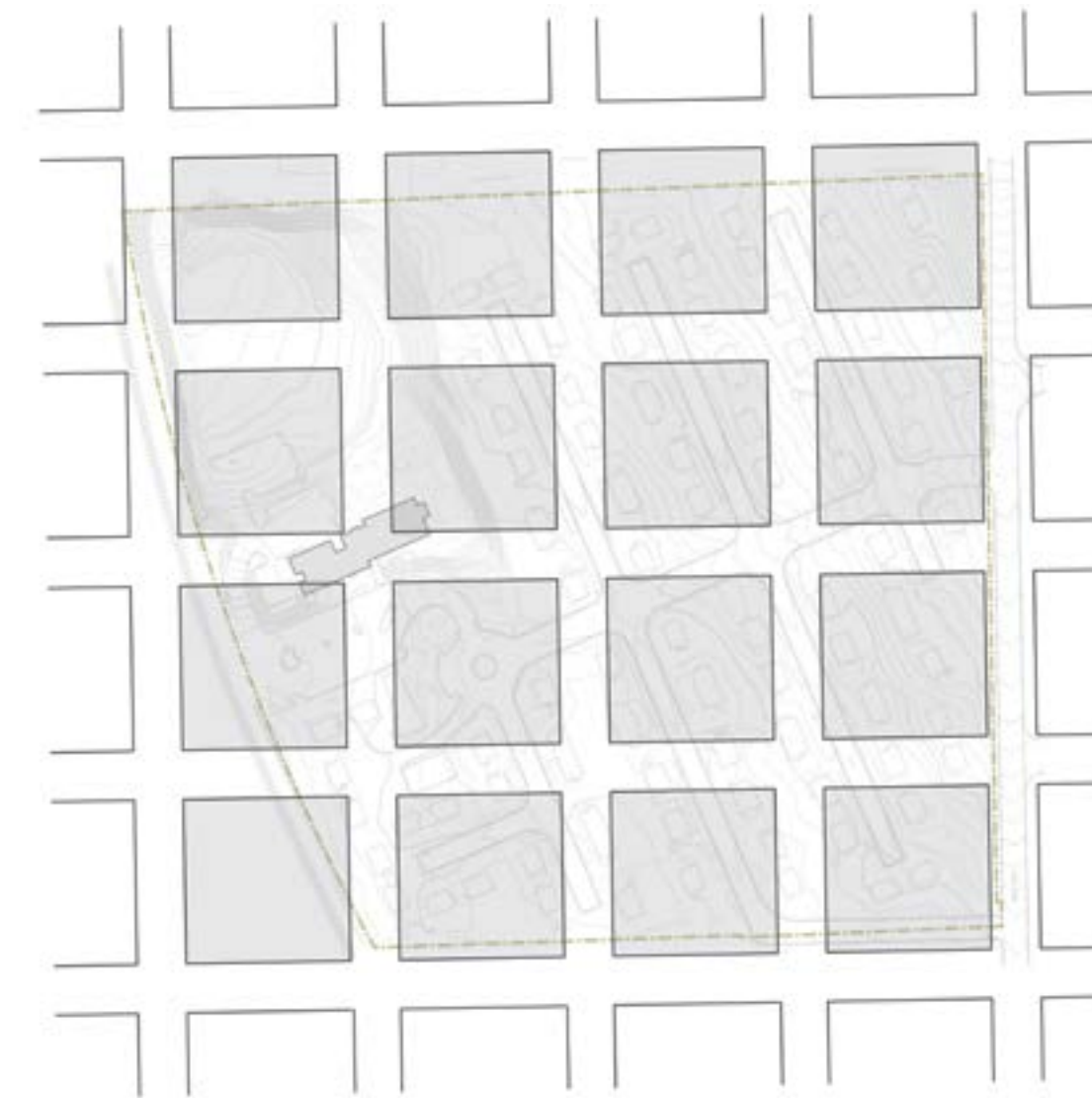
SCHEMATIC SITE FRAMEWORK

Site Constraints

The knowledge acquired from the Gather phase enabled the design team to build the schematic masterplan framework. Site constraints and **typical building typologies** (mixed-use building, walk-up apartment building, and townhome) informed the site framework and reaching the goal of **100** replacement units and **400** new units. Below are preliminary sketches from the design team.

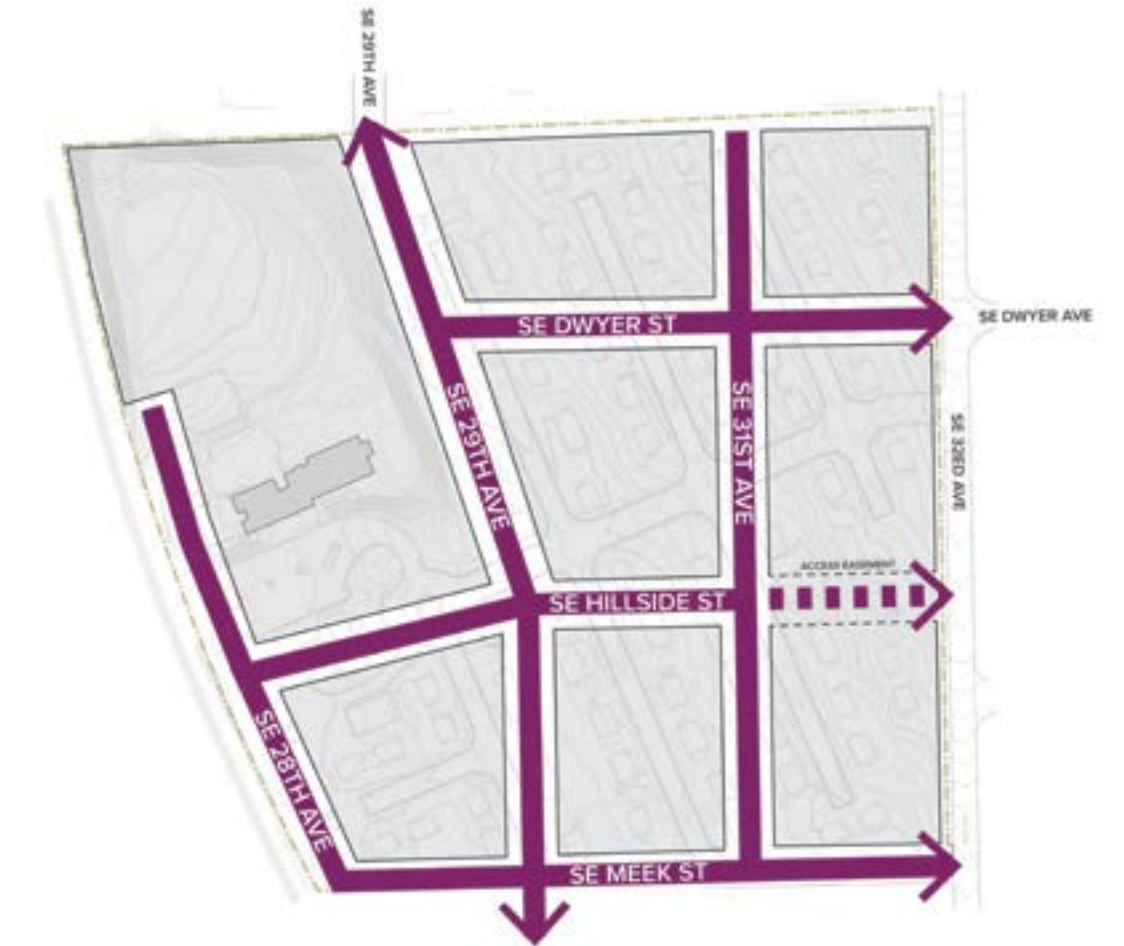


TYPICAL GRID SCHEME



200' x 200' grid with 60' street widths superimposed over existing site

GRID + SITE CONSTRAINTS



Grid adjusted to enhance the potential for developable blocks and increase connections to the neighborhood

INTERNAL DESIGN WORKSHOPS

Committee Design Workshops

The schematic site framework was first tested at the internal design workshops in December 2018 for the Planning and Stakeholder Committees.

Presentations were given to both committees where SIEA presented a summary of the site conditions and constraints that lead to the development of the proposed site layout. Each committee was divided into smaller groups and asked to develop potential site layouts with typical building typologies that could be feasible on this site.



Image below:
Design team member moderating a group at the Planning Committee internal workshop

Planning Committee



376 units, 381 parking stalls



600 units, no parking



474 units, 379 parking stalls

Important items to consider were:

- community gathering space(s)
- enhanced outdoor recreation areas
- other amenities that will serve both Hillside residents and neighbors
- a mixed-use community with potential new retail and office space
- parking - off-street parking for multifamily buildings can be reduced by 20% within 500' of a transit stop

Trends in how the two committees developed their sites were identified after the workshops - as illustrated in the graphic on page 13.

Stakeholder Committee



438 units, 439 parking stalls



400 units, 356 parking stalls

COMMUNITY DESIGN WORKSHOP

Building Blocks

Around 60 community members and Hillside residents attended the community design workshop at the Linwood Middle School in Milwaukee in February 2018.

Participants were provided with the tools to move 3D building blocks around on a site plan to create one's vision of the future Hillside site. Participants were broken into eight small groups with members of the design team as moderators. Translations for all documents were available in English, Russian, and Spanish - Russian and Spanish translators were also provided.

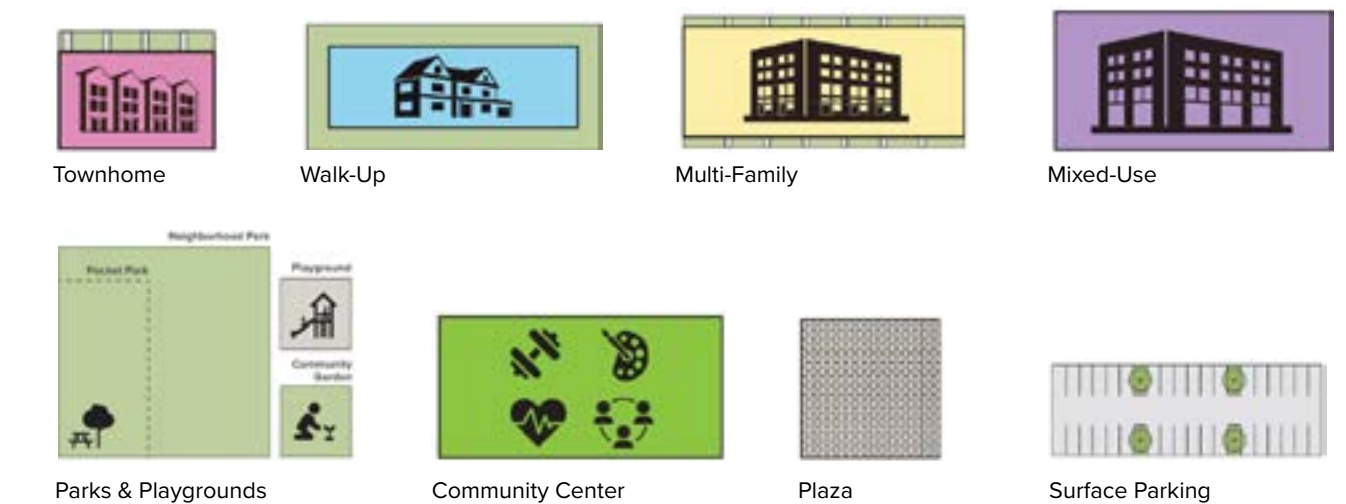
The image to the right shows a moderator assisting participants.



Workshop site plan



Developing the site



COMMUNITY DESIGN WORKSHOP

Image below:

Around 60 community members and Hillside residents attended the event



Participants' Concepts



431 units, 335 parking stalls



404 units, 295 parking stalls



361 units, 372 parking stalls



679 units, 347 parking stalls



401 units, 387 parking stalls



397 units, 252 parking stalls



382 units, 312 parking stalls



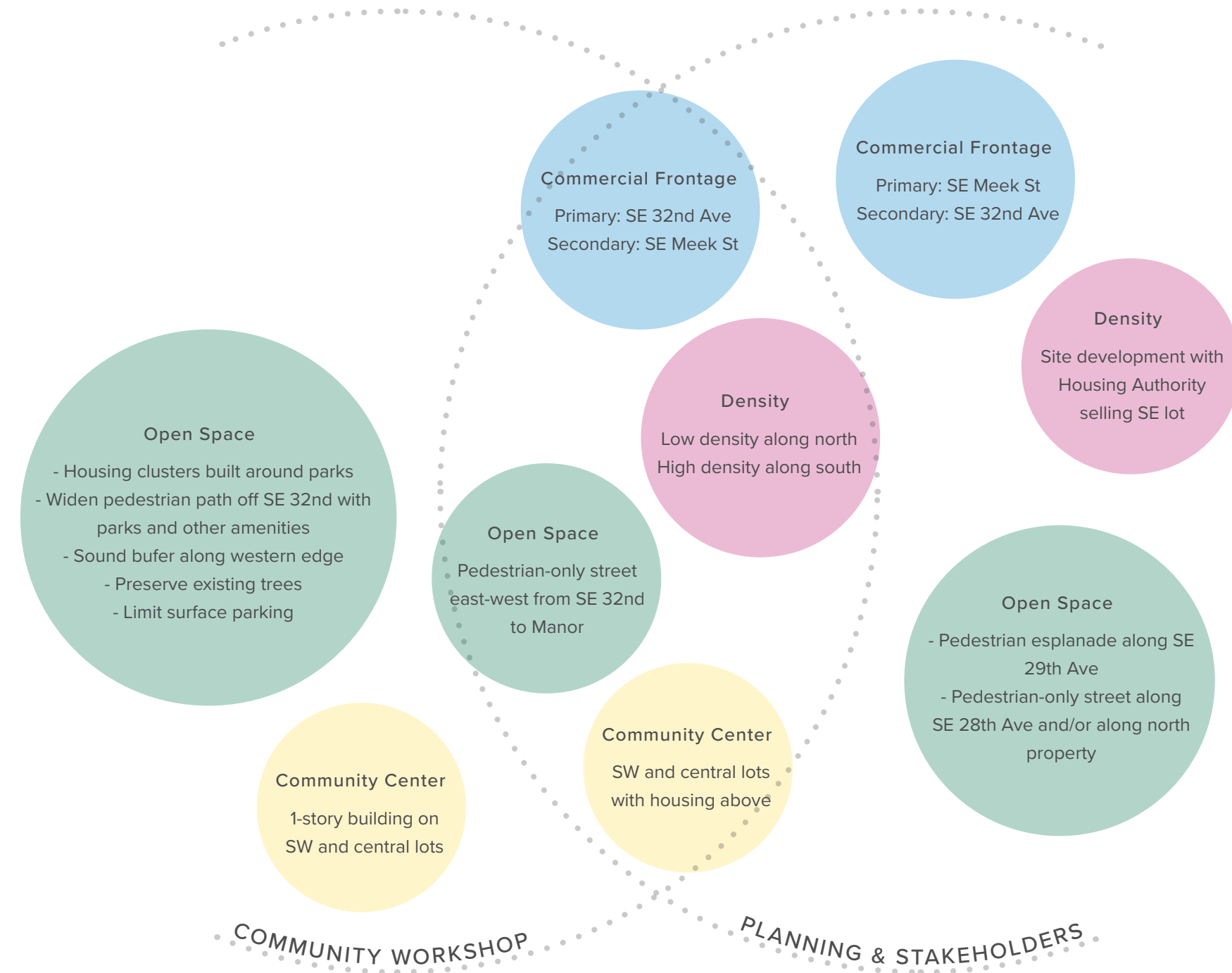
435 units, 300 parking stalls

CONCEPT DESIGN OPTIONS

What We Heard

The graphic to the right demonstrates the similarities and differences between the committees and the community. A key take away from the community workshop was the importance of **open space**. People favored concentrating high density in a small area to achieve more low density buildings and open space throughout the site.

The design team took what they heard from the internal and community workshops to develop **three design concepts** from February to May 2018. These options were presented to both committees and revised before presented to the community.



Concept 1: Community Heart



- **Density:** along SE 32nd Ave with commercial frontage, SE Meek St, and SE Hillside St
- **Community Center:** 1-story building in central lot with large plaza off SE Hillside St
- **Open Space:** large play field faces low-density units along SE Dwyer St

Concept 2: Promenade



- **Density:** Along SE 32nd Ave and SE Meek St with commercial frontage
- **Community Center:** 1-story building in central lot with promenade along SE 29th Ave and large plaza off SE Hillside St
- **Open Space:** series of large play fields along SE 31st St

Concept 3: Green Network



- **Density:** along SE 32nd Ave with commercial frontage, SE Meek St, and SE Hillside St
- **Community Center:** ground floor of building in SW corner - encourages visitor foot traffic further inside the development
- **Open Space:** parks distributed throughout

OPEN HOUSE + ONLINE OPEN HOUSE

Concept Feedback

Around **65 individuals** attended the open house where attendees could view the 3 design options, talk with members of the design team, and provide feedback on 8 design features.

The online open house had **277** unique visitors; **249** visited the English site, **20** visited the Russian site, and **8** visited the Spanish site. The site enabled those not able to attend the in-person open house to provide feedback.

To provide directed feedback on the 3 concept designs, participants were asked which of 8 “features” in each concept plan came closest to meeting their vision.

These 8 features included:

1. Locations/amount of commercial space
2. Street layout (pedestrian experience)
3. Street layout (bicycling experience)
4. Street layout (driving experience)
5. Location of density
6. Mix of housing types (townhomes, walk-up apartments, mixed-use apartments)
7. Community center location
8. Open space (parks, plazas, gardens, playgrounds, etc.)



Image below:

Design team member reviewing Concept 1 to a community member at the Open House

Concept 1: Community Heart



Feedback

Most favorable design alternative for:

2. Location/amount of commercial space
5. Location of density
6. Mix of housing types (tied with Green Network”)
7. Community center location (tied with “Promenade”)

Salient comment points:

- Appreciate commercial space along

32nd; this is the appropriate location to “attract the community”

- Respondents have a desire for community that is inclusive to both residents and non-residents
- Emphasis on the pedestrian experience, safety, and walkability
- Belief that the design will aid in congestion management and traffic flow
- Design promotes community activities



OPEN HOUSE
+
ONLINE OPEN HOUSE

Concept 2: Promenade



Feedback

Least favorite overall design concept

favors 29th as a bike route

Most favorable design alternative for:

- 7. Community center location (tied with "Community Heart")

- Open space design provides private green space to residents

Salient comment points:

- Belief that smaller blocks will increase the walkability of the design
- Desire for connected bike routes;



Concept 3: Green Network



Feedback

Most favorable overall design concept

Most favorable design alternative for:

- 2. Street layout (pedestrian experience)
- 3. Street layout (bicycling experience)
- 4. Street layout (driving experience)
- 6. Housing mix (tied with "Community Heart")
- 8. Open space

Salient comment points:

- Concerns regarding congestion management and road infrastructure
- Project will lead to a "concentration of poverty"
- Desire for off-road bicycle trails
- Concern that apartments on 32nd will be an "eyesore"
- Design creates a neighborhood feel



03. Refine

Closeout

MASTER PLAN DESIGN CONCEPT

Revised Concept Design

Following the open house the preferred design, **Concept 3: Green Network**, was revised per comments from the community, Hillside residents, and recommendations from the Health Impact Assessment Report.

The site can be broken into three sections:

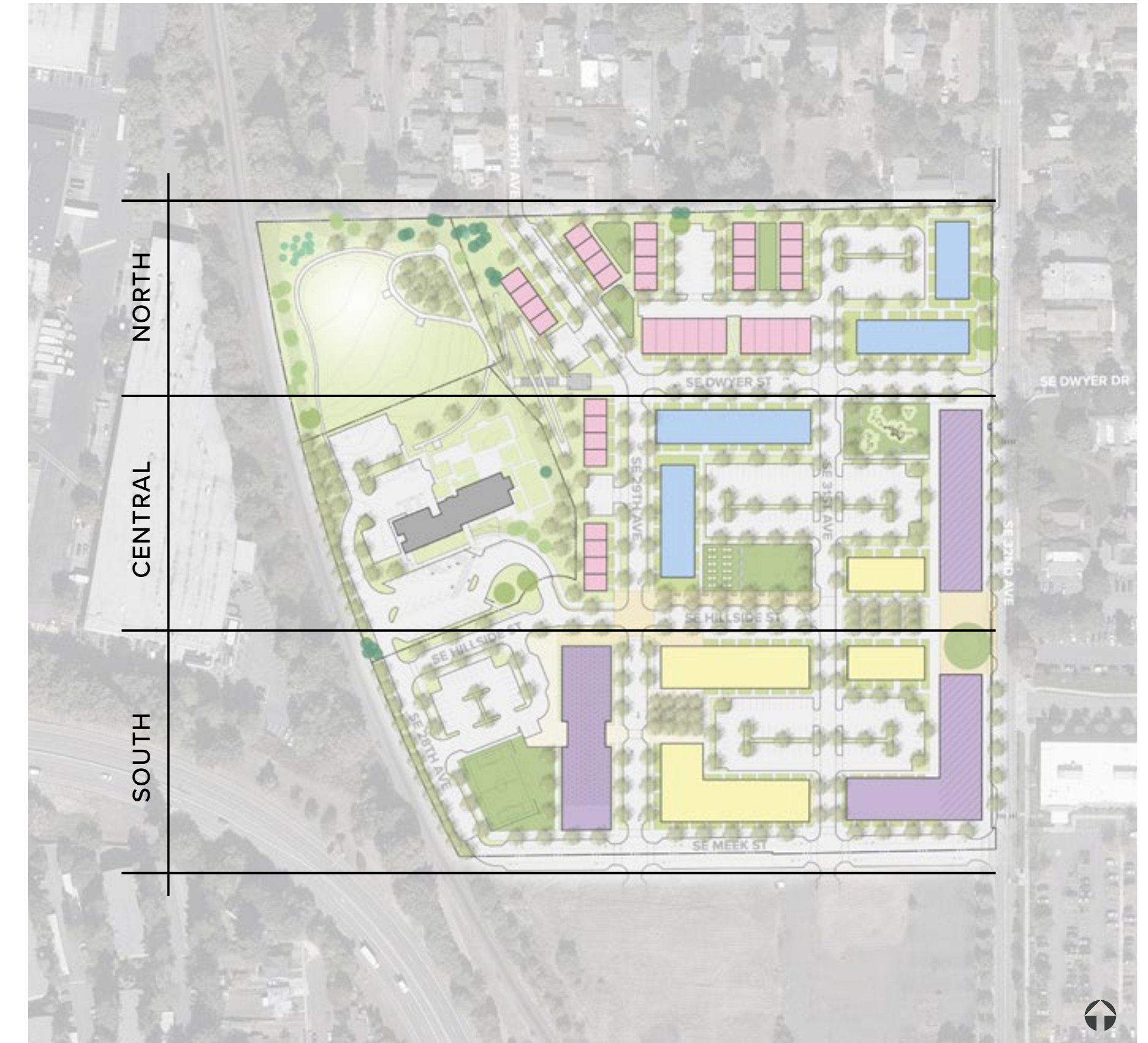
- North: The Neighborhood
- Central: The Heart
- South: The Hub

The following spreads dive into detail of each section.



Image below:
Design team member reviewing Concept 3 to a community member at the Open House

- Townhouse
- Walk-Up Apartment
- Apartment Building (residential all floors)
- Mixed-Use Apartment Building
- Commercial Ground Floor
- Community Center Ground Floor



NORTH SECTION

Bridging Neighborhoods

The north section of the site is adjacent to the **Ardenwald neighborhood**, which is comprised of single family homes and multi-family housing. It was heard throughout the master plan process that the community wanted **low-density housing** up against the neighborhood. Hence, two-story townhomes and three-story walk-ups make up the north section.

This portion of the site can be accessed at two locations: SE Dwyer St and SE 29th Ave. SE Dwyer St is the primary vehicular entry and is on access with the large open space. 29th is the pedestrian, cycling, and **slow** vehicular connection to this neighborhood.



Image below:
Existing open space north of Hillside Manor



CENTRAL SECTION

The Heart

In the central section, a **plaza** with commercial spaces off of SE 32nd Ave draws the pedestrian in, as well as on-street parking for those unable to walk to the site.

Moving west from the plaza, a grove of trees offers seating and respite from the sun. Crossing SE 31st Ave, a **large boardwalk** with seating (shown in the image to the right) flanks the **gathering space and community garden**.

This street is on axis with the **Hillside Manor and the community center**, offering residents easy access to these amenities.



Image below:
Rendered view of SE Hillside St looking east



SOUTH SECTION

The Hub

The south section of the site developed as the “hub” due to these factors:

- Murphy site south of SE Meek St is zoned as “General Mixed Use,” where one is able to develop **4-6 story buildings** maximum with a variety of commercial uses and housing
- Southeast corner lot has the potential to be the most **commercially profitable**
- Positioning the **community center** across from the Manor for easy accessibility, but to also **draw the outside** community into the site



Image below:

Rendered view of SE 29th Ave looking south towards the community center



CIRCULATION

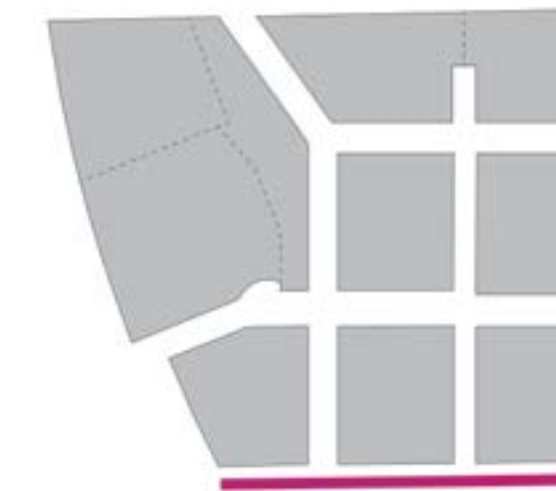
Street Sections

The guidelines below steered the design team to create this site as a new hub for Milwaukee and a seamless extension of the existing neighborhood:

- developing a permeable site in which there are multiple vehicular, pedestrian, and bicycle connections
- setting the framework for future public transit and/or paratransit
- integrating traffic calming measures that foster safe walking environments
- streets that activate the social realm and bring the outside community into the site



Neighborhood Street

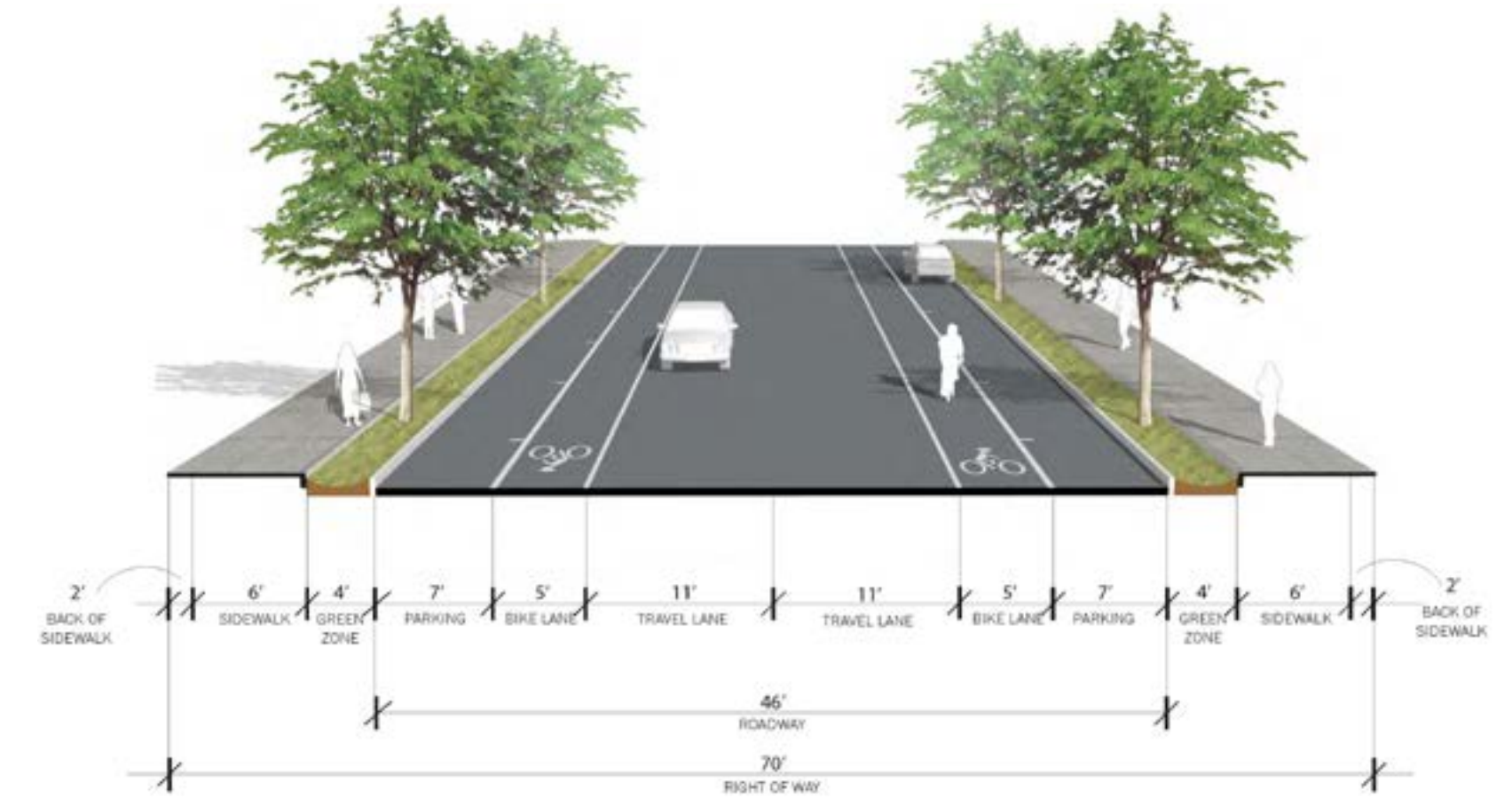


KEY PLAN

This street section is only found on SE Meek St. It is considered a moderate volume street in this development as it provides access to the densest part of the site and the Hillside Manor.

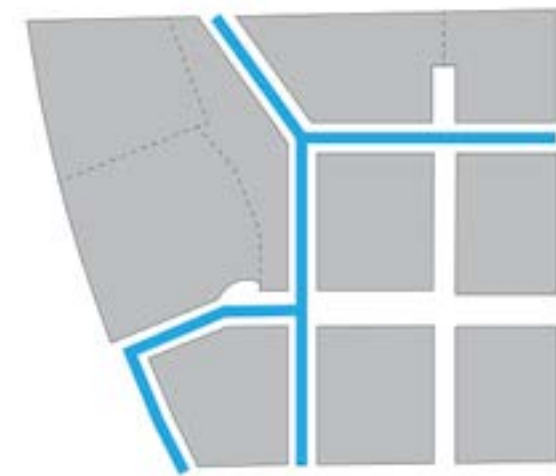
This street type contains:

- 2 travel lanes
- bike lanes
- on-street parking
- green zone and sidewalk



CIRCULATION

Local Street

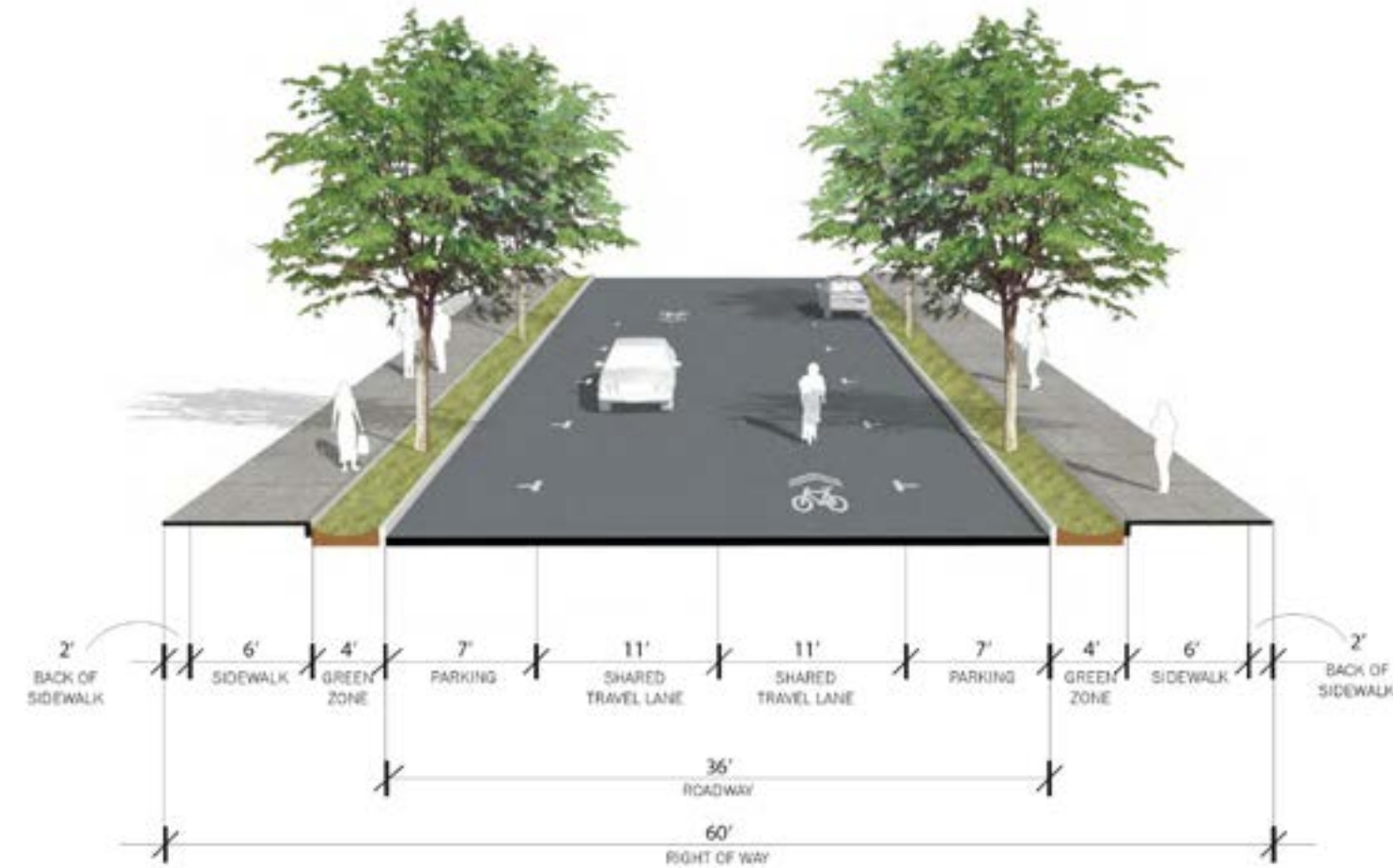


According to the Milwaukie TSP, a local streets are “low volume, low speed streets that emphasize access to adjacent land uses over mobility.”

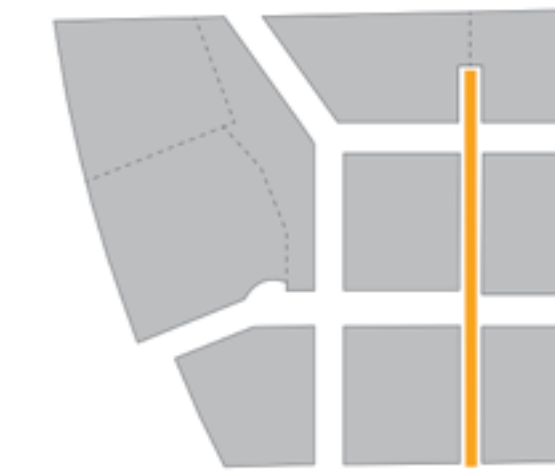
This street type contains:

- two lanes shared roadway with bicyclists
- on-street parking
- green zone and sidewalk

KEY PLAN



Alley Street

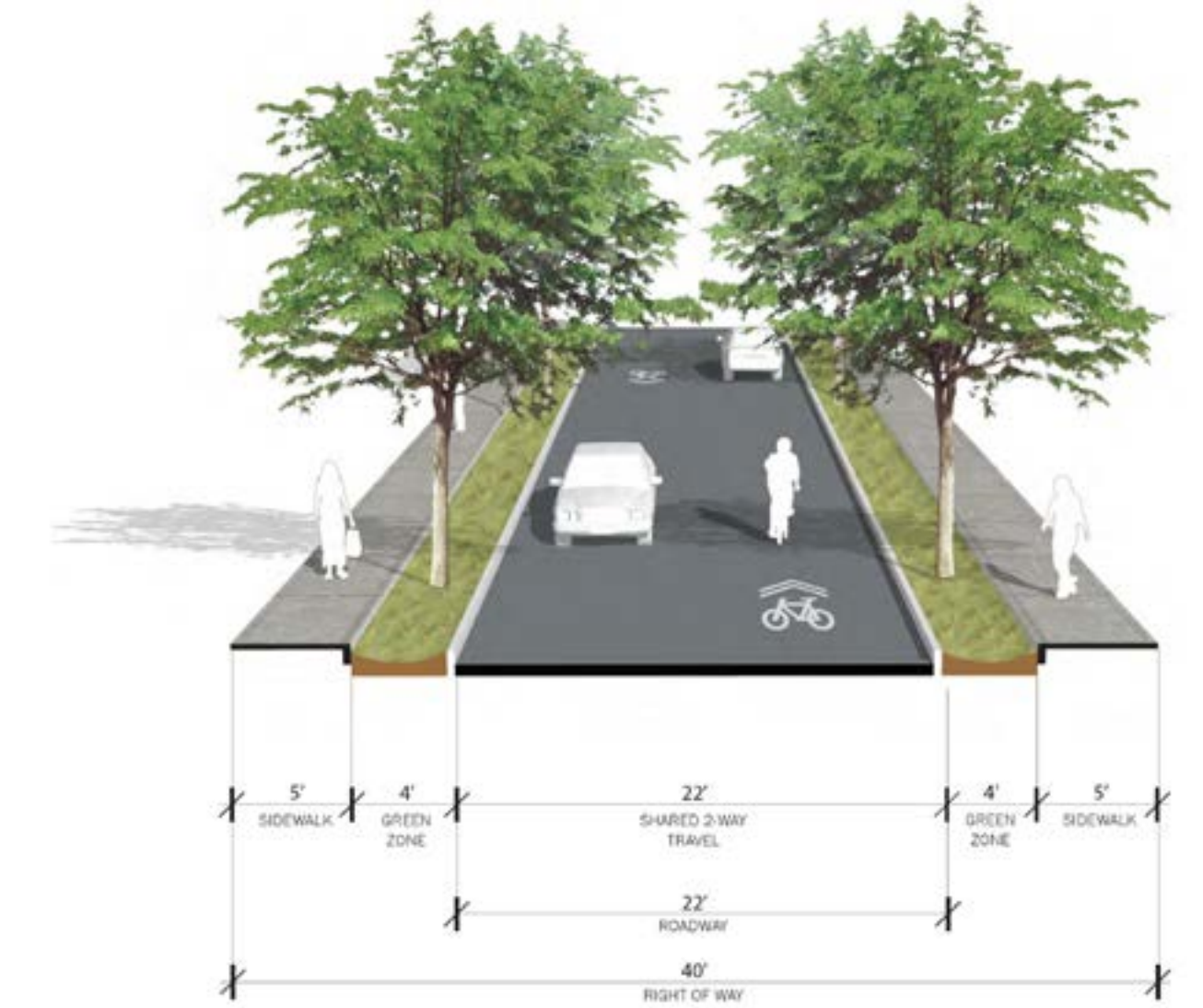


This street section is only found on SE 31st St. It is a **low volume street** as it accesses residential surface parking and loading zones. Additionally, the assumed high volume of pedestrian traffic crossing 31st from SE Hillside St creates slow vehicular travel.

This street type contains:

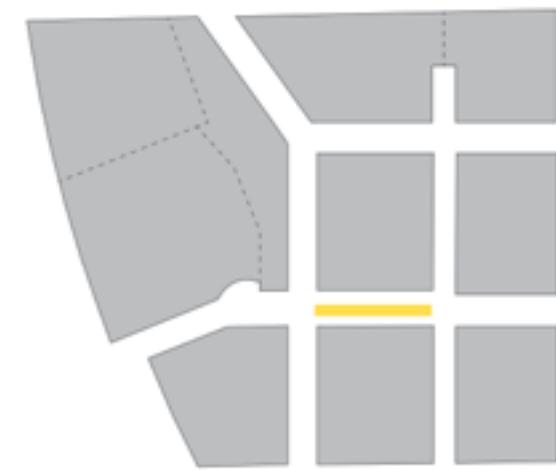
- 2 travel lanes
- green zone and sidewalk

KEY PLAN



CIRCULATION

Living Street



KEY PLAN

This street section is based on the “woonerf” - a Dutch term for “living street.” It is a street that caters to social space more than the vehicle.

This street type contains:

- two lanes shared roadway with bicyclists
- integrated plantings with on-street parking
- sidewalk with planting and seating



Green Street

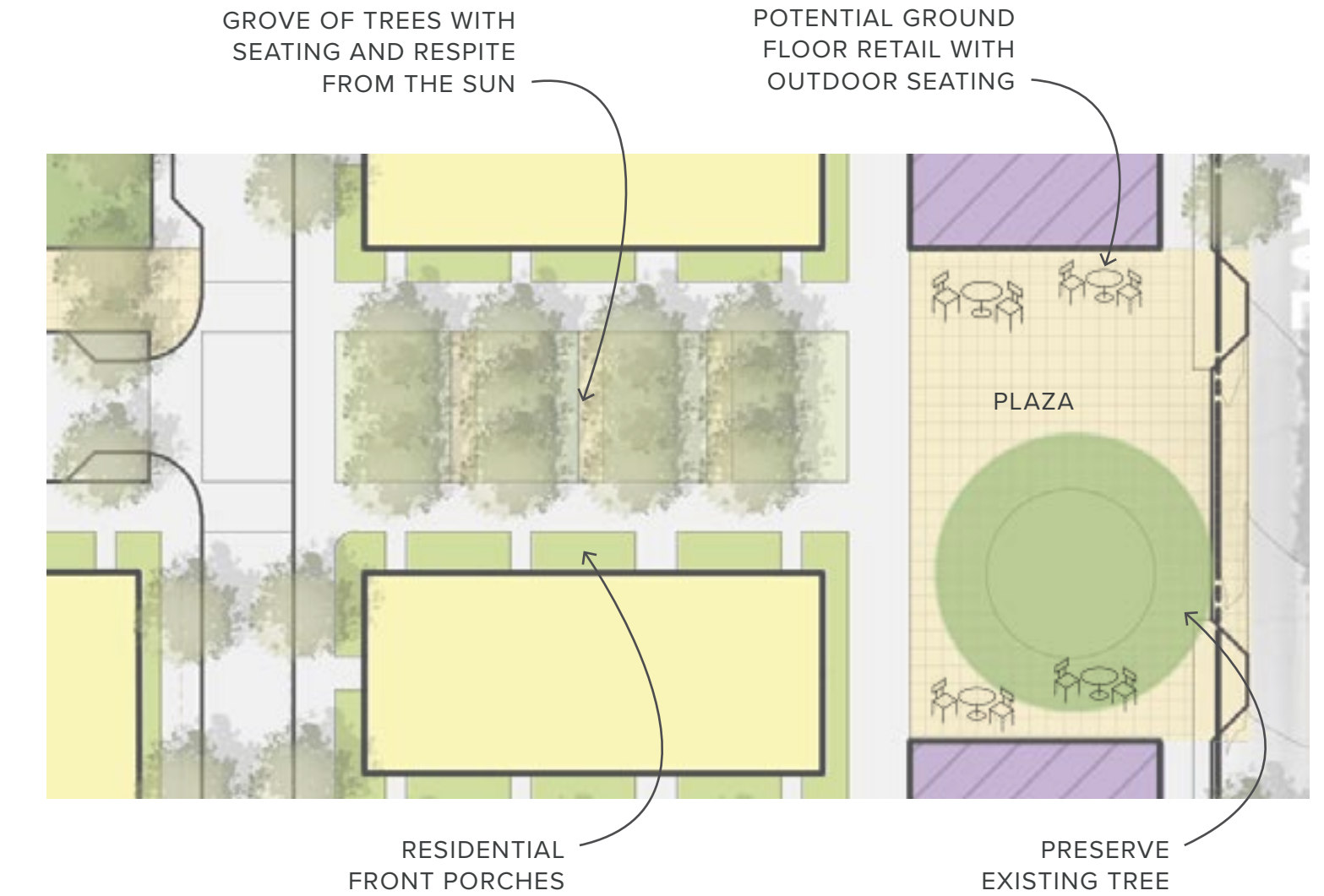


KEY PLAN

This is a pedestrian-only street that acts as the third entrance to the site off SE 32nd Ave and flows into SE Hillside St.

This street type contains:

- large plaza with commercial ground floor adjacent to SE 32nd Ave
- residential porches with a grove of tree plantings in front to provide shade and seating to the public



URBAN TREE CANOPY

Forest Growth

The first of Milwaukie's Urban Forest Management Plan Strategy goals is "forest size: foster urban forest growth to achieve **40%** canopy coverage by 2040 and sustain that level through time."

The sustainability workshop conducted during the Gather Phase listed 40% tree canopy as a targeted goal under the Place and Infrastructure category. Based on an average 30' mature tree canopy, the design team was able to achieve a:

- **40% tree canopy** and
- **43% open space.**



Image below:
Aerial of Milwaukie, Oregon looking north

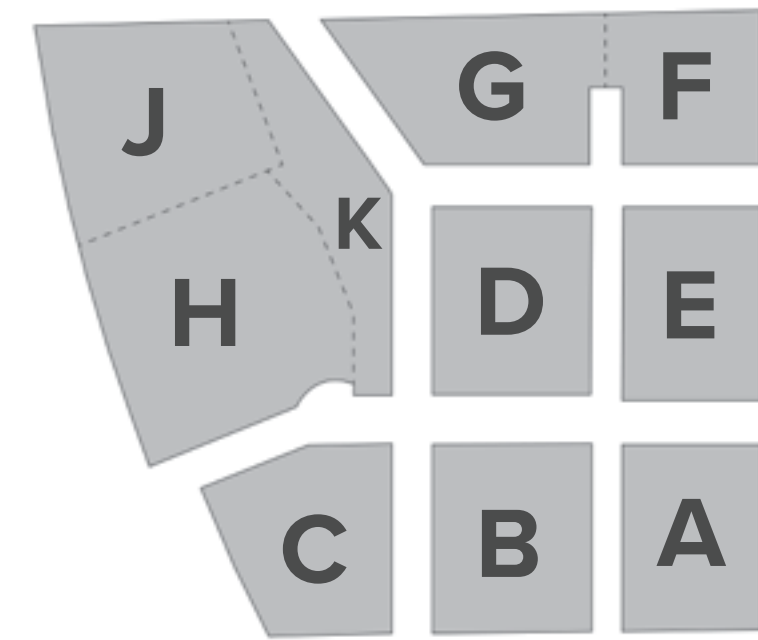


FINAL CONCEPT DESIGN

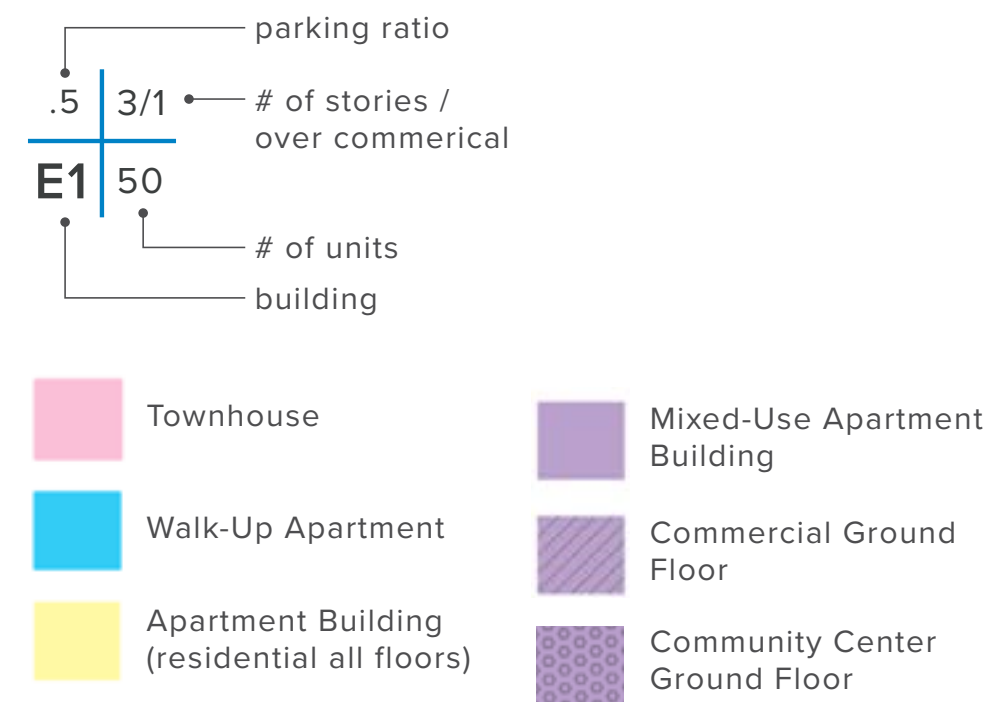
Presentation

The design team presented the final concept design to the Hillside residents in December 2019 at Providence Milwaukie Hospital.

Following a short presentation, members of the design team and HACC were available to answer questions about the final concept design. Translations for all documents were available in English, Russian, and Spanish - Russian and Spanish translators were also provided.



KEY PLAN



LEGEND

Tabulations

Lot A	100 du/ac	= 1.25 ac
Lot B	71 du/ac	= 1.39 ac
Lot C	40 du/ac	= 1.36 ac
Lot D	34 du/ac	= 1.38 ac
Lot E	81 du/ac	= 1.29 ac
Lot F	38 du/ac	= 1.05 ac
Lot G	17 du/ac	= 1.52 ac
Lot H	37 du/ac	= 2.68 ac
Lot J	0 du/ac	= 1.95 ac
Lot K	14 du/ac	= 0.85 ac

Total Area = 14.72 ac

Hillside Manor (existing) = 100 units

Hillside Park (replacement units) = 100 units

Net New Units = 400 units
(to be developed)

Total Units = 600 units

Off-street parking = 327 stalls

On-street parking = 163 stalls

Total Parking = 500 stalls



PLANNED DEVELOPMENT

Past & Future

There are currently 200 units of affordable housing at the existing Hillside Manor and Park. The masterplan will bring:

- 400 new units to the site,
- community gathering space and enhanced outdoor recreation areas, other amenities that will serve both Hillside residents and neighbors, and
- potential new retail and office space.

The Hillside Master Plan will set the vision for a vibrant mixed-use, mixed-income community that preserves and rebuilds existing affordable housing at the 16 acre site, while creating new opportunities for expanding housing options and type.



Image below: Existing Hillside Manor and Park

Image right: Rendered aerial view of the Hillside site



PHASING

Planned Development

The project will follow a series of steps and approvals to become a planned development:

- Preliminary & Final Development Plan approved by the City Council and Planning Commission
- Preliminary Plat (Phase 1) approved by the City Council and Planning Commission
- Final Plat (Phase 1) by staff approval
- Preliminary Plat (Phase 2 & 3) approved by the City Council and Planning Commission
- Final Plat (Phase 2&3) by staff approval

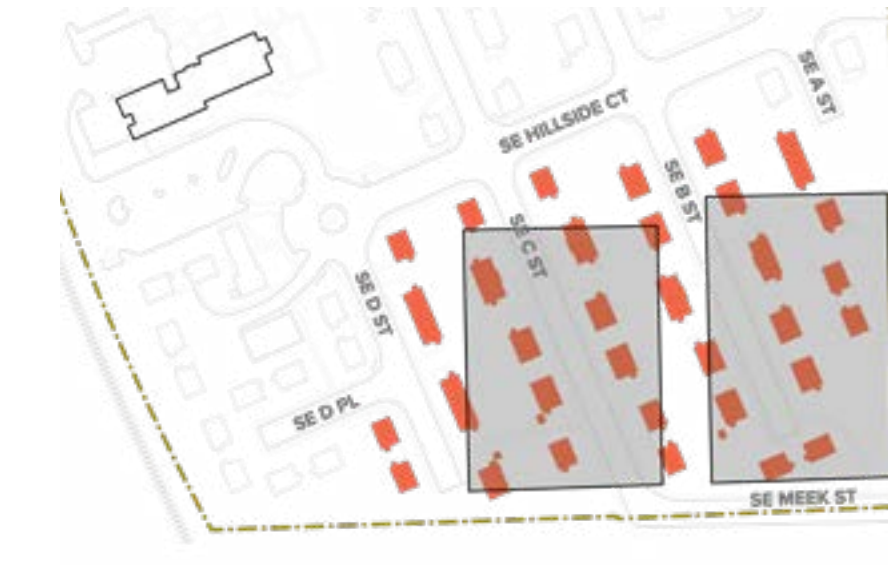


Phase 01: Lots A & B



KEY PLAN

DEMOLITION



- Statistics
- 37 structures (40 dwelling units) to be demolished

STREETS TO VACATE



- Statistics
- SE B St and SE C St south of SE Hillside Ct to be vacated

NEW STREETS



- Statistics
- All streets surrounding Lots A and B, and right of way improvements along SE 32nd Ave to be developed
 - New streets extend to SE Hillside Ct to maintain access to the Hillside Manor

PHASING

DEMOLITION



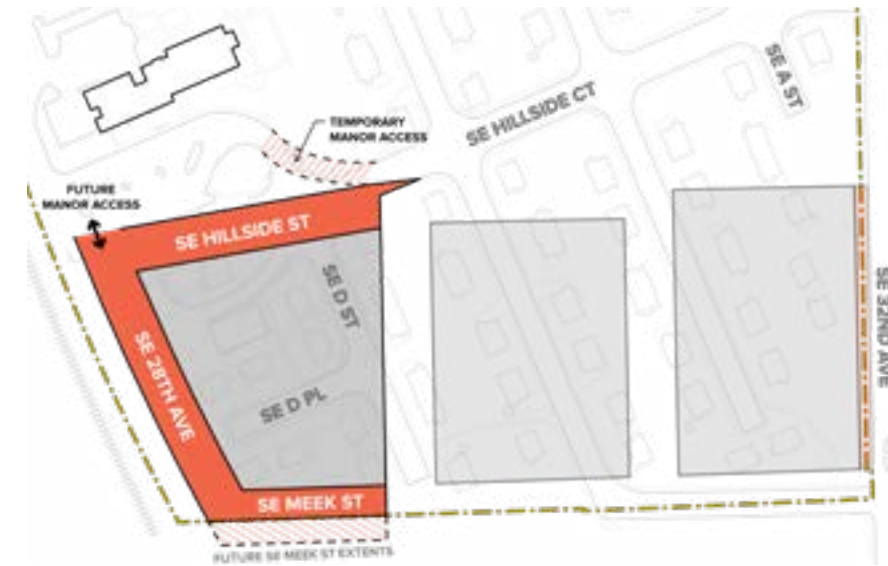
- Statistics
- 14 structures (12 dwelling units) to be demolished

STREETS TO VACATE



- Statistics
- SE D St, SE D Pl, and unnamed road to be vacated

NEW STREETS



- Statistics
- All streets surrounding Lots A and B, and right of way improvements along SE 32nd Ave to be developed
 - New streets extend to SE Hillside Ct to maintain access to the Hillside Manor

Phase 02: Lot C



KEY PLAN

DEMOLITION



- Statistics
- 47 structures (48 dwelling units) to be demolished

STREETS TO VACATE



- Statistics
- SE Hillside Ct and all streets north of SE Hillside Ct to be vacated

Phase 03: Lots D-K



KEY PLAN

NEW STREETS



- Statistics
- All streets surrounding Lots D through G and right of way improvements along SE 32nd Ave to be developed
 - Connect to streets constructed in previous phases



04. Appendix