

## Underline/Strikeout Amendments

### Comprehensive Plan

#### CHAPTER 4 — LAND USE

#### RESIDENTIAL LAND USE AND HOUSING ELEMENT

##### OBJECTIVE #2 — RESIDENTIAL LAND USE: DENSITY AND LOCATION

To locate higher density residential uses so that the concentration of people will help to support public transportation services and major commercial centers and foster implementation of the Town Center Master Plan, Downtown and Riverfront Land Use Framework Plan, and Central Milwaukie Land Use and Transportation Plan.

##### Planning Concept

The most basic concept underlying residential land use policy in Milwaukie is that the City is and will continue to be composed primarily of single family neighborhoods. Housing types resulting in higher densities are to be concentrated in order to support public transportation services and major commercial centers, have close proximity to major streets, and to lessen the impact of through traffic on single family areas. A range of housing types is encouraged in all areas of the City, as long as the character of existing neighborhoods is not dramatically altered by new development. The Land Use Plan for the City, Map 7, shows how residential areas of differing density will be distributed throughout the City.

~~Table 2 summarizes the amount of vacant buildable land within each residential land use category and the total number of new dwelling units which would result from full development of these vacant buildable lands. These figures do not include density bonuses which may be available in development of high quality, nor the total variety of housing types which may result from Planned Unit Developments or application of the residential density policies. Residential design policies have little or no effect on the number of new units calculated in Table 2. At the time of full development, some 2,827 potential new dwelling units, added to the approximately 8,377 existing dwelling units, will result in 11,204 total dwelling units. The Town Center is anticipated to accommodate 1,773 new units (approximately 63 percent of the new units) primarily through infill and redevelopment, while vacant land outside the Town Center is anticipated to accommodate 1,054 new units. Because nearly all of the remaining buildable vacant land in Milwaukie is designated as low and moderate density land, distribution of future housing types within Milwaukie will be primarily single family outside the Town Center, with high density housing occurring on redevelopable land in the Town Center. In addition to these estimates, Milwaukie has the capacity for an estimated 198 secondary dwelling units to be developed on existing and future single family lots.~~

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Zone Abbr.	Gross Unconstrained Vacant Land (Gross Vacant Buildable Land—Outside Town Center)	Gross Unconstrained Vacant Land Minus Needed Schools, Park, Church, and Street (Net Vacant Buildable Land—Outside Town Centers)	Min. Lot Area Per Unit	Max. Res. DU Per Net Acre	With Underbuild (DU Per Net Acre × .97)	DU Estimate (Outside Town Center)	Addnl. DU from Possible Infill (Outside Town Center)	DU Estimate from Vacant Redevelopable Land in the Town Center
R-10	8.31	7.41	10,000	4.36	4.23	36	83	
R-7	19.53	17.95	7,000	6.22	6.04	113	550	
R-5	6.37	5.55	5,000	8.71	8.45	50	221	
R-3	0.12	0.12	3,750	11.62	11.27	4	0	
R-2.5	0.00	0.00	2,000	21.78	21.13	0	0	
R-2	0.00	0.00	2,000	21.78	21.13	0	0	
R-1	0.00	0.00	2,000	21.78	21.13	0	0	
R-1-B	0.00	0.00	2,000	21.78	21.13	0	0	
<b>Totals</b>	<b>34.33</b>	<b>31.03</b>				<b>200</b>	<b>854</b>	<b>1,773</b>

Table 2 methodology summary (detailed methodology in *Technical Appendix C, City of Milwaukie Metro Functional Plan Compliance Report*:

- Dwelling unit capacity was estimated on a parcel-by-parcel basis.
- *The City of Milwaukie 1998 Housing Inventory* was used to identify vacant residential land in the city.
- Environmentally constrained land, as defined by Metro, was subtracted from gross vacant land to arrive at gross vacant buildable land.
- Gross vacant buildable land was reduced by 5% to account for future needed schools, local and regional parks, and churches.
- A second gross-to-net reduction of 10% or 20% was made for right-of-way, depending on the size of the lot.
- The minimum lot size of each zone was used to determine the maximum dwelling units per acre.
- To account for underbuild, the capacity was reduced by 3% based on a study of actual built densities for housing in Milwaukie (see *Technical Appendix B, City of Milwaukie Metro Functional Plan Compliance Report*).
- To calculate dwelling unit estimate per vacant lot, the acreage of net vacant buildable land was multiplied by the maximum dwelling units per acre and the underbuild factor.
- Additional units were added to Milwaukie's housing capacity for dwelling units likely to be constructed through infill development. The rate of infill used in the above estimates is based on a local study of partitioning trends in the city.
- Estimates for new dwelling units on vacant and redevelopable land in the Town Center were added separately. See the *City of Milwaukie Town Center Master Plan* for the methodology used to estimate new dwelling units in the Town Center.

### Policies

1. Residential densities will be based on the following net\* density ranges:
  - Low Density (Zones R-10, R-7) - up to 6.2 units per net acre
  - Moderate Density (Zone R-5) - 6.3 to 8.7 units per net acre
  - Medium Density (Zones R-3, R-2.5, R-2) - 8.8 to 21.1 units per net acre
  - High Density (Zones R-1, R-1-B) - 21.2 to 24.0 units per net acre
  - Town Center (Zone DMU) – 10 to 40+ units per net acre
  - Town Center: Outside of Downtown (Zone GMU) (~~Zone R-O-C~~) - 25 to 50 units per net acre
  - Commercial (Zone GMU) – 25 to 50 units per net acre

\*In calculating buildable lands, density standards will be applied to net parcel areas to determine the maximum number of dwelling units allowed. Gross site area will be reduced to net site area according to the following schedule:

- Areas one acre or larger will be reduced by twenty percent (20%) for the purposes of right-of-way dedication.
- Areas greater than 3/8 of an acre and less than one acre will be reduced by ten percent (10%) for the purposes of right-of-way dedication. Areas less than or equal to 3/8 of an acre (16,335 s.f.) are assumed to be platted and receive zero reduction for right-of-way.

A general definition of housing types are:

Single family detached - a house normally occupied by one family with no structural connection to adjacent units. The unit may be situated at a specified distance from lot lines, or with one wall on a side property line. Typical density is 4 to 6.2 units per acre.

Cottage cluster - a grouping of individual, detached single-family dwelling units. The units are smaller than a typical single-family dwelling, and are located on their own lot with a limited amount of private yard surrounding the structure. The dwellings are arranged around a central, common open space.

Duplex - two units within one dwelling structure, each normally occupied by one family, sharing common structural walls. For purposes of buildable land inventories and needed housing types related to state statutes and statewide planning goals, duplexes are considered as a form of single-family attached housing.

Rowhouse - an attached residential structure which retains private ownership of a portion of the land around it, generally in the form of a small front and/or rear yard. Rowhouses on interior lots may have a zero side yard setback.

Multifamily - a single structure containing 3 or more dwelling units on a lot.

2. Areas may be designated Low Density residential if any of the following criteria are met:
  - a. The predominant housing type will be single family detached.
  - b. Low Density areas are residential areas which are developed at Low Density and little need for redevelopment exists.
  - c. Within Low Density areas, transportation routes are limited primarily to collectors and local streets.
  - d. Low Density areas may include sites where sensitivity to the natural environment or natural hazards necessitate a reduced density.
3. Areas may be designated Moderate Density Residential based on the following policies:
  - a. The predominant housing types will be single family detached on moderate to small lots, and duplex units.
  - b. Moderate Density areas are residential areas which are currently developed at Moderate Density and little need for redevelopment exists.
  - c. Within Moderate Density areas, convenient walking distance to a transit stop or close proximity to major trip generators shall be considered.
4. Areas may be designated Medium Density residential based on the following policies:
  - a. The predominant housing types will be duplexes.

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- b. Medium Density areas are residential areas with access primarily to major or minor arterials. Siting should not result in increased traffic through Low Density Residential areas.
  - c. Medium Density areas are to be located near or adjacent to commercial areas, employment concentrations or transit stops.
  - d. Medium Density areas may include areas of deteriorating dwellings or structures in neighborhoods in order to stimulate private investment, infilling and redevelopment, provided one or more of the preceding policies apply.
5. Areas may be designated High Density Residential based on the following policies:
- a. The predominant housing types will be multifamily units.
  - b. High Density Residential areas shall be located either adjacent to or within close proximity to the downtown or district shopping centers, employment concentrations and/or major transit centers or transfer areas.
  - c. Access to High Density areas should be primarily by major or minor arterials.
6. High Density in Mixed Use Areas will be based on the following policies:
- a. Within the Mixed Use Area designated on Map 7, a range of different uses including residential, commercial and office are allowed and encouraged. It is expected that redevelopment will be required to implement these policies, and that single structures containing different uses will be the predominant building type.
  - b. Commercial uses will be allowed at the ground floor level, and will be located relative to the downtown area so that pedestrian access between areas is convenient and continuous.
  - c. Office uses will be allowed at the ground and first floor levels.
  - d. High Density residential uses will be allowed on all levels. ~~At least fifty (50) percent of the floor area within a project must be used for residential purposes.~~
  - ~~e. Within the Mixed Use Area, a residential density bonus of fifteen (15) percent over the allowable density may be granted in exchange for exceptional design quality or special project amenities.~~
  - f. ~~e.~~ All parking must be contained within a project.
7. Town Center Areas will be designated based on the following policies:
- a. Town Center areas are those sites identified within the subareas depicted on the Subareas Map in the Town Center Master Plan as suitable for redevelopment. Within the Town Center areas designated on Map 7, mixed use development combining residential high density housing with retail, service commercial, and/or offices is encouraged. For a very limited area within Central Milwaukie, as identified in the Central Milwaukie Land Use and Transportation Plan, some employee-intensive uses are also appropriate. This is intended to foster a Town Center environment in accordance with the Town Center Master Plan and Central Milwaukie Land Use and Transportation Plan.
  - b. The Downtown and Riverfront Land Use Framework Plan and the Downtown Mixed Use Zone shall implement Subarea 1 of Town Center Master Plan.

- ~~c. Outside of the Downtown and Riverfront Land Use Framework Plan area, the Residential-Office-Commercial (R-O-C) Zone is the most appropriate zone for the Town Center Area.~~
- ~~d c. The Town Center Area shall be served by multimodal transportation options; therefore, on-street parking, shared parking, and enclosed parking are the most appropriate parking options in the Town Center Area. Off-street surface parking is to be discouraged.~~
- ~~e-d. A variety of higher density housing is desired in a designated Town Center Areas, and the City shall work cooperatively with the private sector to provide a diverse range of affordable housing.~~
- ~~f. Residential densities in the Downtown Mixed Use Zone are in the range of 10 to 40 dwelling units per net acre. Residential densities in the portion of the Town Center outside of Downtown are in the range of 25 to 50 units per net acre.~~

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### OBJECTIVE #5 — HOUSING CHOICE

To continue to encourage an adequate and diverse range of housing types and the optimum utilization of housing resources to meet the housing needs of all segments of the population.

#### Planning Concept

While the predominant housing type is expected to continue to be single family detached, the City will encourage a wide range of housing types and densities in appropriate locations within individual neighborhood areas including duplexes, rowhouses, cottage clusters, accessory dwelling units, live/work units, multifamily, manufactured housing, and mobile home parks.

The City of Milwaukie will not immediately zone all high density or Town Center land for maximum development. Some areas involved are already predominantly developed at a lower density, leaving only pockets of vacant land currently suitable for immediate density increases. The rezoning will occur over time, and will be consistent ~~with the Town Center Master Plan based on applications which can demonstrate consistency with plan policies, as with policies set forth in the City's Comprehensive Plan and, with public facility plans and standards, adequate to support maximum development.~~ This process will ensure that development will occur with a timely, orderly, and efficient provision of public facilities and services as required by State Goal 11.

#### Policies

1. The City will encourage the development of infill housing that uses innovative development techniques for the purpose of reducing housing costs as well as creating an attractive living environment. Such techniques may include the reduction of lot size standards in established neighborhoods; allowing duplex housing units in appropriate areas; and encouraging the construction of small housing units. The Milwaukie Zoning Code has development and design standards that help ensure infill development is compatible with its surroundings. ~~A design review process shall be used within the Mixed Use Overlay Zone to assure that infill development is suitable in a given location.~~
2. The City will encourage the development of larger subdivisions and PUDs that use innovative development techniques for the purpose of reducing housing costs as well as creating an attractive living environment. Such techniques to reduce costs may include providing a variety of housing size, type, and amenities. The City may provide density bonuses, additional building height allowances, or other such incentives for the provision of

affordable housing in residential development projects. Overall project density may not exceed the allowable density plus ten (10) percent, which may be added to the Planned Unit Development bonus.

3. Manufactured housing is encouraged and allowed wherever single-family housing is permitted in the city as long as density standards and other applicable policies are met. The City will encourage the provision of housing at types and densities indicated in the City's housing needs assessments summarized in Table 2.
4. Mobile home parks will be allowed in Low, Moderate, and Medium Density areas in zones allowing development at 6-12 units per acre, and will be subject to park design and appearance standards and review in a public hearing.
5. Although not all higher density and Town Center lands will immediately be zoned for maximum permissible densities, the rezoning of these lands will be approved when it can be demonstrated that adequate public facilities exist or can be provided in accordance with City plans and standards to support increased development.

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## ECONOMIC BASE AND INDUSTRIAL/ COMMERCIAL LAND USE ELEMENT

### OBJECTIVE #1 — ECONOMIC DEVELOPMENT

The City will encourage an increase in the overall economic development activity within the City, will strive to retain existing businesses as well as actively attract new businesses, particularly those identified as having growth potential.

#### Planning Concepts

Milwaukie relies on a strong industrial tax base to keep residential tax rates low. The outlook for continued growth in industrial development, given the present City boundaries, is limited, as much of the vacant industrial land may be difficult to develop. Some opportunities for redevelopment exist in the Johnson Creek Industrial Area. The City will strive to ensure that existing industrial facilities continue to be adequately served by roads, drainage, water and sewer. The following economic development policies are derived from recommended policies found in the Lord and LeBlanc report and recommendations from the City's Comprehensive Plan Review Committee. Policy 10 is derived from the Town Center Master Plan, Central Milwaukie Land Use and Transportation Plan, and supporting documentation such as the Hovee report cited above.

#### Policies

1. The City will ensure that there is adequate land available with public services provided to meet the need for economic growth and development.
2. The City will review national, state and local trends for major categories of commercial and industrial uses that could be expected to locate in the City, identify local businesses which may expand and types of sites that are likely to be needed. This review will be conducted on the same schedule as the major plan review and interim plan review. (See Chapter 2, Plan Review and Amendment Process.)
3. The City will actively and aggressively encourage new industries identified through the process outlined in #2, which provide an increased tax base and local employment opportunities.
4. The City will investigate opportunities and mechanisms to preserve a mix of site sizes desirable for targeted growth industries which are expected to locate in the planning area, and will facilitate assemblage of sites for large scale project development. State redevelopment laws, non-profit corporations, tax increment financing and other techniques will be evaluated.
5. The City will explore opportunities for using local, regional, state, or federal funds to support or stimulate economic development programs, and will work with regional and state agencies and the business community to identify opportunities to locate new industries in the City.
6. The City will ensure that public services now serving industrial areas are adequately maintained to serve industrial needs. Public services and facilities will be upgraded as necessary.
7. The City will ensure, through the provision of public services and facilities, that existing businesses are retained and enhanced within the City. When the needs of businesses or industries cannot be met at their present location, the City may provide assistance in identifying alternative sites and relocating the enterprise elsewhere within the City.

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8. The City will lobby strongly for roadway and other improvements outside of the City that bear heavily on the community's industrial complex, such as efforts to reduce congestion on McLoughlin Boulevard and Hwy. 224, improvement of public transit service, improved access for the Johnson Creek Industrial Area to I-205 and improved connections between Milwaukie and downtown Portland.
9. The City will coordinate its Urban Growth Management Plan for the unincorporated area with its economic development plans to ensure that City growth will retain an economically advantageous balance of land use.
10. The City will implement the Town Center Master Plan and Central Milwaukie Land Use and Transportation Plan to promote economic development based on compatible mixed uses within the designated Town Center areas.
11. The City will implement the Tacoma Station Area Plan to promote economic development and employment opportunities.

### OBJECTIVE #2 — EMPLOYMENT OPPORTUNITY

To continue to support a wide range of employment opportunities for Milwaukie citizens.

#### Policies

1. The City will give a high priority, first, to the retention of existing businesses and, second, to the recruitment of new businesses which provide long-term employment opportunities.
2. The City will encourage new professional and service-oriented employment opportunities to meet the diverse needs of City residents.
3. The City will encourage private or semi-public day care centers in various areas of Milwaukie.
4. The City will support home occupations (income-producing activities in the home) as long as these activities do not detract from the residential character of the area.
5. The Downtown Mixed Use and General Mixed Use Zones, and the Flex Space Overlay Zone ~~Mixed Use Overlay Zone and the Residential Office-Commercial Zone~~ shall be applied to lands designated within the Town Center Area to foster economic opportunity.

### OBJECTIVE #3 — COORDINATION

To continue to participate in economic development and employment programs and develop a working partnership with the private sector and various agencies to meet the economic development needs of Milwaukie.

#### Policies

1. The City will participate in and coordinate with other governmental agencies including Clackamas County, Metro, Port of Portland, the Oregon Economic Development Department, and other state and federal agencies in planning and implementing economic development and employment programs.
2. The City will cooperate with the private sector to achieve economic development in the City by streamlining development processes, providing site service and facilities information, identifying vacant lands and providing market information.

OBJECTIVE #4 — INDUSTRIAL LAND USE

To encourage new industries to locate within the three major industrial areas of the City, in order to take maximum advantage of existing access and public facilities serving industry.

Policies

1. New industrial uses will be confined to the three major industrial areas in the City: Milwaukie Industrial Park, Omark industrial area, and the Johnson Creek industrial area, as shown on Map 7.
2. Properties adjacent to the three major industrial areas and those annexed properties not zoned industrial will be evaluated against the following criteria when considering an industrial designation: (a) those having an historical commitment to industrial use; (b) access to a regional transportation network which should include one or more of the following: freeway, major or minor arterial access, or rail service; (c) significant traffic increase shall not result on streets of collector or less status serving low density residential areas; (d) areas with sites large enough to accommodate expansion of individual establishments or serve several establishments within one district, and (e) compliance with all applicable Plan policies.
3. Lands designated for industrial use as shown on Map 7, Land Use, should be reserved for industrial, manufacturing, distribution, and supporting land uses, except where otherwise indicated in the Tacoma Station Area Plan and the Central Milwaukie Land Use and Transportation Plan.
4. Lands located in "Employment" and "Industrial" areas shown on the Milwaukie Comprehensive Plan Title 4 Lands Map are reserved for manufacturing, industrial, distribution, and supporting land uses, for the purpose of preserving land supply for industrial uses and ensuring adequate opportunity for uses with high employment density. Development of large-scale retail uses is inappropriate on these lands.

OBJECTIVE #5 — INDUSTRIAL IMPACTS

To minimize the adverse effects of industrial and employment center development and operation on surrounding areas.

Policies

1. Industrial development adjacent to existing or planned residential areas will be conditioned to ensure that:
  - The specific proposed use will be compatible with adjacent uses,
  - The design of the facility and its site will not place visual or physical burdens on the surrounding areas,
  - The operational characteristics of the facility will be compatible with surrounding uses and include consideration of: 1) hours of operation, 2) delivery and shipping characteristics, 3) noise, 4) lighting, and 5) other use characteristics.
2. Policies in the Air, Water and Land Resources Quality Element are particularly relevant to industrial facility operation, and will be considered when reviewing economic development proposals.

### OBJECTIVE #6 — COMMERCIAL LAND USE

To encourage new commercial uses to locate within designated commercial areas of the City, in order to take maximum advantage of existing access and public facilities serving these areas.

#### Planning Concepts

Commercial land use policies are based on the assumption that most comparison goods purchases will be made at major regional shopping centers, day-to-day shopping needs will be met by local shopping centers, and that small convenience commercial centers will provide for frequent, one-stop shopping needs. For the purpose of categorizing and establishing commercial centers in Milwaukie, the following types of centers are defined:

- Regional Shopping Centers - A major commercial facility serving about 250,000 people primarily for comparison shopping for clothes, household goods and furniture. Examples include Lloyd Center, Washington Square, Downtown Portland and Clackamas Town Center. None are currently located within Milwaukie.
- Community Center - A commercial shopping center providing limited comparison shopping and day-to-day shopping serving (generally) 90,000 people on 15-30 acres, and containing at least 200,000 square feet of leasable space. The center should contain a department store (soft goods/clothing), a drug/variety or discount store, a supermarket, retail shops, and related uses. The City currently has one site, the Milwaukie Marketplace, located at Hwy. 224 and Oak St.
- District Center - A commercial site or area serving 6,000-10,000 people on 5-15 acres for regular shopping needs. A district center would likely contain a supermarket, drug and variety store, bank, gas station, etc. Examples include ~~Food Warehouse~~ Safeway/King Road shopping center, S.E. 82nd Avenue/King Road, the Oak Grove Fred Meyer, and the Wichita Town Center.
- Local Convenience Center - A commercial facility to provide for frequent, convenient shopping needs. Local convenience centers serve from 2,000-4,000 people on 1/4 to 1/2 acre individual sites or may be adjacent in a strip. Typical uses may include a quick-stop grocery, laundry, fast-food restaurant, etc. The business at the intersection of Linwood and Harmony Road is an example.
- Highway Oriented Center - A commercial node or strip development dependent upon street traffic for business. Highway oriented centers are normally located along freeways or expressways at interchanges or along major or minor arterials and are generally service-oriented, providing for limited needs of nearby residents or people driving through the area. Examples include portions of McLoughlin Boulevard outside downtown and Harrison St. at Hwy. 224.
- Town Center Areas - ~~The downtown and parts of Central Milwaukie area is a~~ are unique mixed use and commercial centers. ~~This area is~~ These areas are designated as a Town Center by the Metro 2040 Growth Concept. ~~It-They~~ provides area-wide services as well as limited neighborhood services. Commercial uses are primarily office, service, and retail, providing financial, personal, and business services, governmental and cultural services. Some employment-intensive uses may also be appropriate in parts of Central Milwaukie. The emphasis is on creating a compact mixed use environment with pedestrian amenities and high quality transit service and multimodal street networks.

Policies

1. New commercial developments or redevelopments shall be located in designated areas unless expansion or creation of a new commercial designated area is justified as per Policy 2, below.
2. Expansion or creation of commercial designated areas will be evaluated against the following criteria: (a) those having an historical commitment to commercial use, (b) access to a transportation network appropriate for the scale of development proposed, (c) significant traffic increase shall not result on streets of collector or less status serving low density residential areas, (d) that no more suitable location(s) exist within the City for this designation, (e) that zoning allowed by the designation is compatible with adjacent uses, and (f) compliance with all applicable Plan policies, including the Town Center Master Plan.

OBJECTIVE #7 — COMMERCIAL LAND USE: REGIONAL SHOPPING CENTERS

To accommodate major comparison shopping needs within existing regional shopping centers.

Planning Concepts

Regional shopping centers serve a large area (about 250,000 people) and are normally located on sites with a high amount of visual exposure and major arterial and/or freeway access. Several regional shopping centers provide shopping opportunities in the metropolitan area surrounding Portland.

Policies

1. The City recognizes and supports the Clackamas Town Center as the primary regional commercial shopping center serving the Milwaukie area.

OBJECTIVE #8 — COMMERCIAL LAND USE: COMMUNITY CENTER

To provide for the weekly and comparison goods shopping needs of the City's and surrounding areas' residents.

Policies

1. The City's Community Shopping Center will be located on Highway 224, between Oak and 37th Streets.
2. The Community Shopping Center will be designed to be an attractive community focal point.
3. The Center will be designed and constructed so that all portions of the overall development are consistent in style and function.
4. The Center will increase comparative and one-stop shopping services, thereby reducing vehicular trips outside the City, and providing better shopping services to the area.
5. The Zoning Ordinance will contain a Community Shopping Center district with specific standards for development. The provisions will implement these Plan policies.
6. ~~The Town Center Master Plan design guidelines shall apply to major renovations undertaken within the C-CS Zone.~~

OBJECTIVE #9 — COMMERCIAL LAND USE: DISTRICT CENTERS

To provide maximum convenience to City residents for regular and convenience shopping needs by concentrating commercial uses into selected commercial clusters.

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### Planning Concepts

Two District Centers currently serve as the primary commercial centers within the City: ~~Food Warehouse Safeway~~/King Road Shopping Center at King Road and S.E. 42nd Avenue, and the Wichita Town Center at King and Linwood. Others in the Milwaukie area: 82nd Avenue at King Road, the intersection of Thiessen and Webster Roads, and the area near the Oak Grove Fred Meyer on McLoughlin Blvd.

### Policies

1. The two District Centers within the City, shown on Map 7, will be the primary commercial areas providing for the day-to-day shopping needs of City residents.
2. The City will cooperate with interested property owners and business persons to ensure that streets and other facilities, conveniences, and amenities are adequate.
3. The City will ensure that future improvements and land use changes provide adequate visual buffers to adjacent residential areas, including such devices as landscaping and fencing.

### OBJECTIVE #10 — COMMERCIAL LAND USE: CONVENIENCE CENTERS

To limit intrusion of commercial uses into neighborhood areas, while providing easy accessibility for residents.

### Policies

1. New local convenience centers will be located only within or adjacent to district commercial centers.
2. Local convenience centers will be designed as complementary to district centers. Traffic movement to and from the site will be the primary consideration.
3. Local convenience centers will be designed to minimize the impacts on adjacent properties through visual screening, lighting controls, etc.
4. The expansion of commercial facilities not within or adjacent to district commercial centers will not be allowed.

### OBJECTIVE #11 — COMMERCIAL LAND USE: HIGHWAY ORIENTED CENTER

To recognize commercial areas dependent upon street traffic for business and to provide locational standards for these centers.

### Planning Concepts

Street and highway oriented commercial centers are important for providing goods or services to people generally traveling through the City or to nearby neighborhoods. These centers are normally oriented around the interchanges of freeways and expressways, the intersections of major and/or minor arterials, and in strip developments along major or minor arterials. These uses tend to bring outside dollars into the community. Buffering measures are necessary to protect adjacent residential areas.

### Policies

1. Expansion of existing highway oriented centers must provide adequate buffers for adjacent residential areas.
2. Access to highway oriented centers may not be by way of collector or less status streets serving residential areas.

3. Development and signage orientation, design, and lighting shall not produce adverse impacts upon adjacent residential areas.
4. Highway oriented commercial centers should locate at freeway interchanges or major arterial intersections instead of in strip development patterns.
5. Strip development patterns may be continued in areas already developed as such if adequate site development design, access coordination, and buffering measures are provided.

#### OBJECTIVE #12 — TOWN CENTER

To emphasize downtown Milwaukie and the expanded city center as a Town Center with the major concentration of mixed use and high density housing, office, and service uses in the City.

##### Planning Concepts

Downtown Milwaukie and parts of Central Milwaukie are is designated by Metro as a Town Center typified by a mix of residential and commercial uses.

The future role for the downtown as a Town Center will revitalize the area as a focus of community identity and pride. The community also realizes the potential for waterfront development as a downtown focal point for enhancing existing and attracting new businesses and residential development within the Town Center. The role of Central Milwaukie as a Town Center is specified in Objective #16.

The following policies are derived in part from policies recommended in the Town Center Master Plan and the Downtown and Riverfront Land Use Framework Plan.

##### Policies

1. Downtown Milwaukie, and specifically those lands designated as Town Center on Map 7, will be considered a Town Center, serving area-wide needs as well as the needs of local residents.
2. Through adoption of the Downtown and Riverfront Land Use Framework Plan, implementing zones and other measures, opportunity for mixed use development will be ensured to establish downtown Milwaukie as a Town Center.
3. The City will focus redevelopment efforts in the Town Center Area and on the waterfront. The City will develop improvement and management programs for the downtown and waterfront area. Various methods for local and outside funding, including grants and tax increment financing, will be explored for improvements deemed necessary such as parking, street lighting, landscaping, street furniture, paving and traffic management.
4. Downtown public improvements will be coordinated with private improvement efforts by local property owners, consistent with the Downtown and Riverfront Public Area Requirements. The aim of all public improvements will be to stimulate and support private investments in the area.
5. In its planning for downtown, the City will establish location(s) for major public transit stations or interchange facilities. The City will continue to work closely with Metro and Tri-Met in planning for transit improvements (see Transportation Element and Downtown and Riverfront Public Area Requirements).

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### **OBJECTIVE #13 — MCLOUGHLIN BOULEVARD**

To provide for limited highway service uses along McLoughlin Boulevard while improving the visual and pedestrian-oriented linkages between downtown and the Willamette River, and making McLoughlin Blvd. more attractive.

#### **Planning Concepts**

The highway service uses currently located along McLoughlin Boulevard through downtown are service oriented rather than retail shopping in that they are designed to serve the needs of people moving through the community rather than local residents. Numerous driveways and curb cuts allow traffic turning movements which contribute to congestion along the highway. Both sides of McLoughlin Boulevard lack aesthetic treatment and pedestrian facilities resulting in a visual, functional and psychological barrier between downtown and the Willamette River. Future transportation improvements along the McLoughlin corridor may provide an opportunity to reduce these barriers.

#### **Policies**

1. The City will work with the Oregon Department of Transportation (ODOT) and Metro during their transportation planning programs to identify appropriate land uses and access arrangements along McLoughlin Boulevard. The City will integrate its own downtown improvement plans and waterfront plans with these regional transportation planning programs (see Transportation Element).
2. The opportunity will be taken during any improvement or modification of the McLoughlin corridor to create new and more efficient vehicular access to the riverfront, as well as pedestrian access not in conflict with motorized transportation.
3. Improved pedestrian and bicycle connections will be provided between downtown and the riverfront through the provision of pedestrian paths, amenities, signals, separated crossings, etc. designed to ensure the safety of pedestrians and bicyclists.
4. The visual and land use relationship between the downtown area of Milwaukie and its waterfront will be improved.
5. Visual and pedestrian amenities will be required along the "downtown" portion of McLoughlin Blvd. These include street trees, landscaped medians, turn bays rather than continuous turn lanes and pedestrian supportive features on the right of way.
6. The City will work with ODOT to provide a long term solution to McLoughlin Blvd. problems in Milwaukie. Redesign shall incorporate recommendations from the Downtown and Riverfront Land Use Framework Plan and the Downtown and Riverfront Public Area Requirements.

### **OBJECTIVE #14 — MILWAUKIE EXPRESSWAY**

To ensure that the Milwaukie Expressway continues to effectively serve adjacent employment centers.

#### **Policies**

1. The City will work with the Oregon Department of Transportation and Clackamas County to ensure that highway service uses are not allowed direct access to the Milwaukie Expressway.
2. The City will urge the Oregon Department of Transportation and Clackamas County to continue to provide adequate access points for industrial and commercial areas adjacent to

Hwy. 224 as well as improved direct access to Portland and the 212/224 industrial area in Clackamas County.

**OBJECTIVE #15 TACOMA STATION AREA**

To adopt and implement the Tacoma Station Area Plan as an ancillary document to the Comprehensive Plan and acknowledge the Tacoma station area boundary as shown on Map 7.

**Planning Concepts**

The Tacoma Station Area Plan establishes a future land use framework for the Tacoma station area that promotes the following:

- An active station area employment district
- Multimodal access to the Tacoma light rail station and enhanced connections within the station area
- Increased employment intensity and number of high-paying jobs in the area
- Support for existing businesses
- Complementing development goals in the nearby downtown area
- A more transit-supportive mix of employment uses in the long term
- A balanced approach to parking demand management

**Policies**

1. The Tacoma Station Area Plan is hereby adopted as an ancillary document to the Comprehensive Plan and will be implemented through these policies and associated Tacoma Station Area Overlay Zone in the Zoning Ordinance.
2. The Tacoma Station Area Overlay Zone boundary includes those lands shown on Map 7.
3. The City will strive to increase employment densities in the Tacoma station area by attracting high-employment businesses and supporting existing businesses.
4. The City will work to increase bicycling and walking trips between the Tacoma light rail station, the Springwater Corridor, and downtown Milwaukie.
5. The City will strive to improve Main St through the Tacoma station area to better serve all transportation modes by the year 2035.
6. The City will encourage and support formation of a transportation management association (TMA) among businesses within the Tacoma station area to increase transit use and multiple occupant trips and to manage parking supply/demand. At the time the TMA is established, the City may wish to include the downtown area businesses as well. Additionally, the City will work to bring on-street parking into conformance with City standards to increase driver, pedestrian, and cyclist safety.
7. The City will actively foster and support redevelopment of Opportunity Site B and the existing TriMet park-and-ride located in Subarea 4 consistent with the Tacoma Station Area Plan.
8. The City supports the recommended improvements to the intersection of Highway 99E and Ochoco St as proposed by ODOT, as described in Appendix G of the Tacoma Station Area Plan.

### OBJECTIVE #16 CENTRAL MILWAUKIE

To adopt and implement the Central Milwaukie Land Use and Transportation Plan as an ancillary document to the Comprehensive Plan and acknowledge the Central Milwaukie boundary as shown on Map 10.

#### Planning Concepts

The Central Milwaukie Land Use and Transportation Plan establishes a future land use framework that is intended to enhance economic opportunities and improve Central Milwaukie as the City's primary commercial center. This includes improving access to the area for pedestrians, cyclists and vehicles and fostering a mix of uses. The Plan also recognizes the importance of protecting nearby residential neighborhoods.

#### Policies

1. The Central Milwaukie Land Use and Transportation Plan is hereby adopted as an ancillary document to the Comprehensive Plan and will be implemented through these policies and associated General Mixed Use Zone and Flex Space Overlay in the Zoning Ordinance.
2. The City will encourage development of the Murphy and McFarland opportunity sites with a mix of uses, including opportunities for some employment uses on the Murphy site.
3. Future development on the Murphy opportunity site will be guided by the Flex Space Overlay, which will ensure appropriate scale of industrial uses on that site.
4. The City will promote high-quality, urban design in Central Milwaukie that is complementary and protective of the surrounding area.
5. The City will encourage a mix of uses, including commercial, office, institutional and a range of housing types, within Central Milwaukie.
6. The City will work to improve connectivity to and within Central Milwaukie, particularly for pedestrians and cyclists.
7. The City will encourage high quality urban design and traffic management.