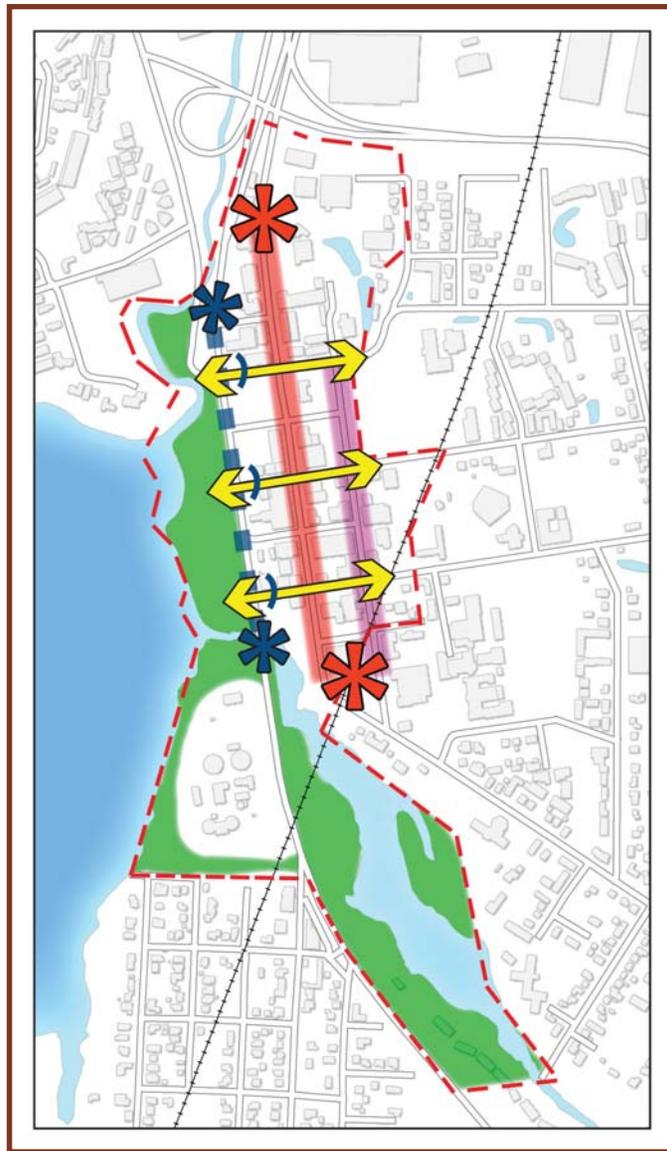


# Milwaukie Downtown and Riverfront Land Use Framework Plan

Ancillary Document to the  
Milwaukie Comprehensive Plan



Adopted Ord. #1880 September 19, 2000  
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**Title page and/or  
Mayor's letter placeholder**



# Acknowledgements placeholder



# Table of Contents

## Chapter 1—Land Use Framework

1.1	What this Framework Does .....	1
	<i>Figure 1.1.a Aerial Photograph of Existing Downtown</i> .....	2
	<i>Figure 1.1.b Downtown Planning Area</i> .....	3
1.2	Framework Elements .....	4
1.3	Our Guiding Principles—A Touchstone .....	6
1.4	Fundamental Concepts .....	7
	<i>Figure 1.4 Fundamental Concepts</i> .....	10
	<i>Figure 1.4.a South Downtown Concept Plan Area</i> .....	11
1.5	Key Land Use and Placemaking Features .....	12
1.6	Amenities and Open Space Framework .....	14
	<i>Figure 1.6 Amenities and Open Space Framework</i> .....	16

## Chapter 2—Implementation

2.1	Projects .....	17
	<i>Figure 2.1 Projects</i> .....	19



# Chapter 1—Land Use Framework

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

## 1.1 What This Framework Does

The Land Use Framework is a vision of what can occur in the downtown and riverfront area. It has been tailored to meet Milwaukie’s social, economic and development goals and policies while responding to market conditions and the City’s overall vision for future growth.

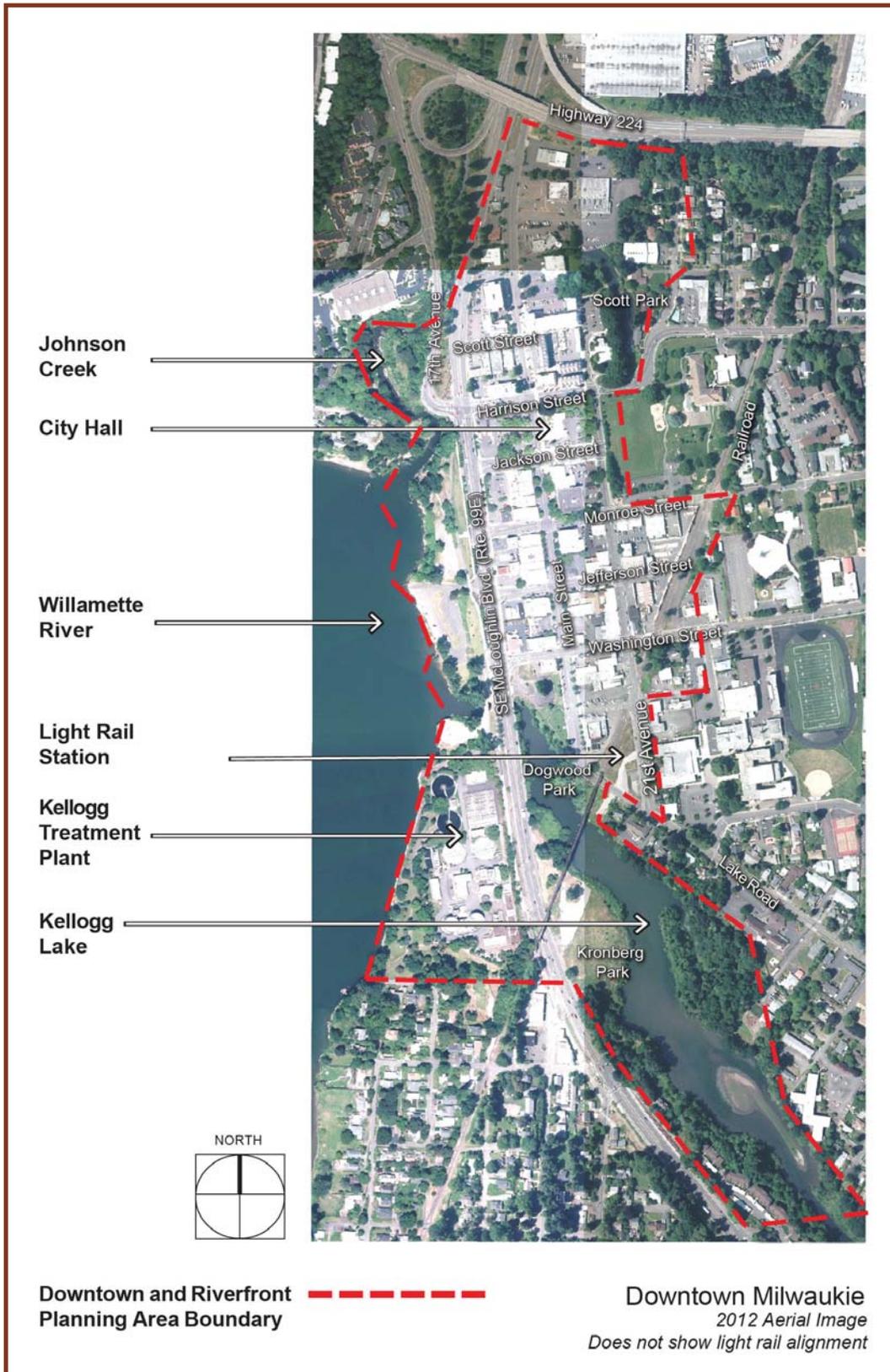
This document serves as an ancillary document to the Milwaukie Comprehensive Plan. On its own, this Framework is not a regulatory document. Any part of the Framework that is intended to have a binding effect will have to be adopted as part of, or pursuant to, a code to have regulatory effect.

This Framework establishes and guides the development of publicly and privately owned parcels of land. Nothing in this framework authorizes public use of private property. The Zoning Ordinance provisions regarding permissible uses prevail over any inconsistent provision in this Downtown and Riverfront Land Use Framework.

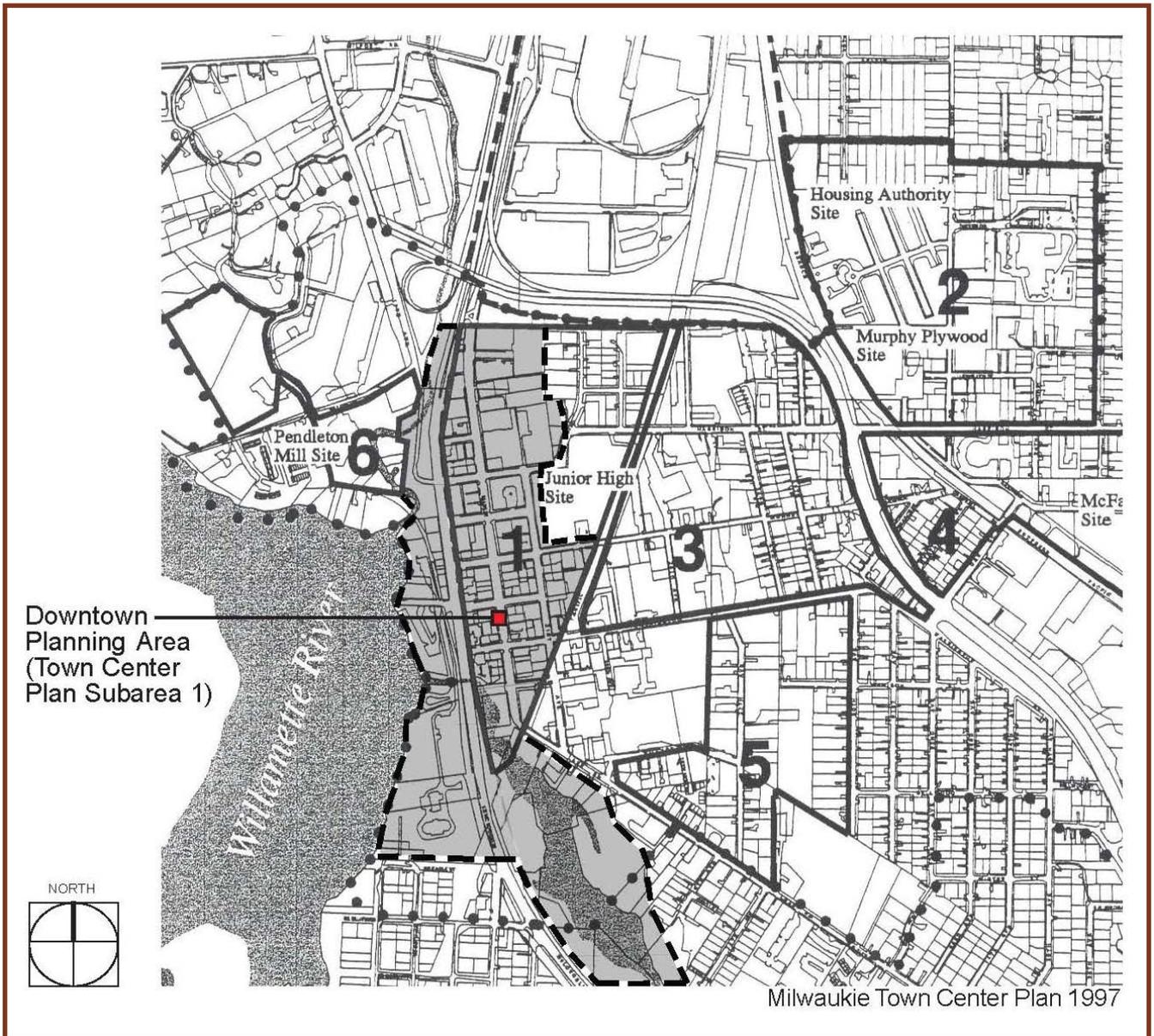
This Land Use Framework allows existing businesses to remain as long as their owners wish. All privately owned property designated as a public use in this Framework - for example, parks or trails - will continue to be in a “private ownership” zoning category, and will not be rezoned for public use until it is acquired by a public entity.

If an existing business does not conform to the new planning area’s allowable uses and development regulations, it will be allowed to continue to operate, as well as to expand and rebuild, in accordance with the Downtown Design Standard Threshold Regulations of the City of Milwaukie’s Zoning Ordinance.

### 1.1.a Aerial Photograph of Existing Downtown



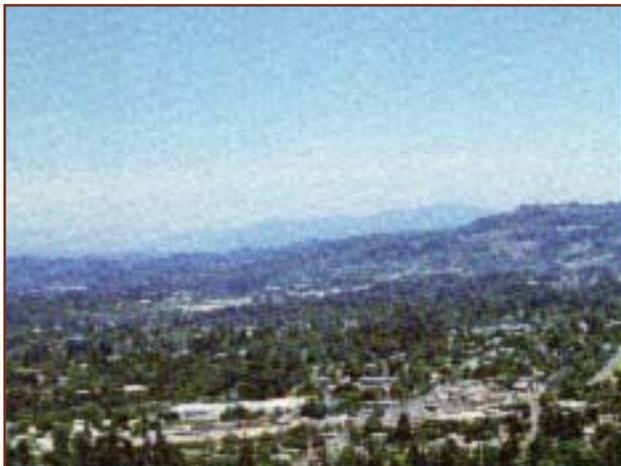
### 1.1.b Downtown Planning Area Subarea 1 of the 1997 Town Center Master Plan



## 1.2 Framework Elements

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

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



*Downtown view from Willamette River*

This Land Use Framework represents the leadership of a skilled volunteer Riverfront Board and the input of the more than 2000

community members who have attended meetings, returned surveys, provided focus and ideas, and directed the plan.

### Fundamental Concepts

Milwaukie’s unique character is at the heart of the Downtown and Riverfront Framework. The Framework reconnects Milwaukie to the Willamette River, knitting together the seam of McLoughlin Boulevard. It creates the new Riverfront Park as the city’s “living room.” And it calls for revitalizing historic buildings while designing new structures to harmonize with the town’s historic character.

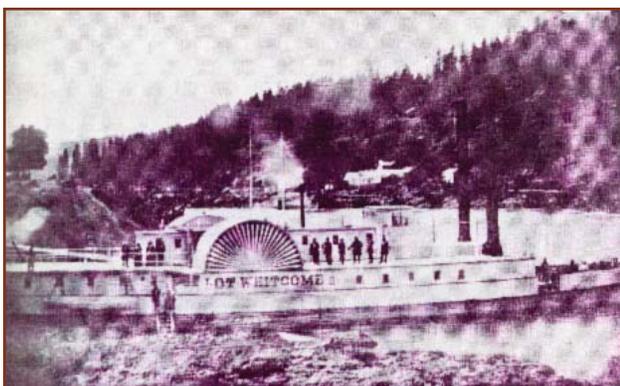


*Historic Masonic Lodge*

Anchors and attractors are used to build upon existing resources, and to strengthen the Main Street “retail spine.” South Downtown is refreshed with a new public plaza and light rail station. Thus the Framework is a blueprint to make Milwaukie and its downtown a vital, livable and sustainable community.

## Amenities and Open Spaces

Milwaukie is fortunate to have a setting that inspires its citizens, that offers history, beauty and vitality. The Willamette River, Johnson Creek, and Kellogg Creek all provide beautiful natural borders to the downtown area. The Milwaukie Downtown and Riverfront Framework capitalizes on these natural resources, by restoring the creeks and improving the riverfront for public use. Thus both the town and the natural areas are reinvigorated.



*Lot Whitcomb, 1850*

## Implementation

This Framework coordinates with Milwaukie's existing planning efforts and regulations. The Milwaukie Comprehensive Plan provides the guiding policies to manage the city's physical elements. Ancillary planning documents are part of the Comprehensive Plan. These include the Milwaukie Vision Statement of 1995 and the Town Center Master Plan of 1997. The latter responds to Milwaukie's designation as one of Metro's 2040 Growth Concept Town Centers. The Downtown and Riverfront Framework is a conceptual document. Therefore, various sections have

been adopted as part of, or referenced by the existing Milwaukie Zoning Ordinance, Subdivision Ordinance, or Municipal Code to be effective as a regulatory document.

The Downtown and Riverfront Framework responds to environmental policies including Metro's Titles 3 and 13 requirements and the Federal Endangered Species Act.

This Framework also reflects the adopted South Downtown Concept Plan, which serves as a refinement plan to the area south of Washington Street that will be most directly influenced by the new light rail station.

## Phasing and Financing Strategy

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

## 1.3 Our Guiding Principles—A Touchstone

The community's vision for downtown was reaffirmed through public outreach in 2013. In 1999, the City of Milwaukie began a process to develop its vision of the downtown and riverfront. Throughout this community effort, the Framework was developed in accordance with and responded to the following guiding principles:

### Creating a livable community:

- Provide for residents, workers and visitors alike.
- Provide for people of all ages, cultures, ethnic groups and incomes.
- Provide cultural arts and entertainment facilities.
- Provide significant open spaces and connections to the riverfront.

- Provide for specific “programmatic” requirements, such as parking or visibility from major roadways.

### Ensuring economic success:

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



## 1.4 Fundamental Concepts

### Anchors and Attractors

The keystone to building a successful downtown is to build upon existing resources - the quality stores and offices that we already have - and supplement these with anchors and attractors - places used by hundreds of people on a daily basis. A grocery store, for example, could generate considerable foot traffic, which would in turn provide additional customers for downtown businesses. A public plaza at the south end of Main Street, as depicted in the South Downtown Concept Plan, will provide gathering and event space, revitalize the area, and complement surrounding commercial uses.

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

- Village housing opportunity area north of Harrison St.
- New light rail station and public plaza in South Downtown.

### The Main Street "Retail Spine"

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

The framework establishes an environment in which people can shop, work, live and socialize along Main Street. It addresses and repairs the fundamental problems that have drained downtown of its vitality. The Framework suggests adding to or filling

in blocks with new uses enhancing those buildings and uses that already exist.

Along Main Street, the fabric of ground floor retail establishments will create a lively flow of pedestrian activity. The retail spine promotes a healthy retail street that includes:

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

This north-south flow of activity will be further enlivened where it intersects with the new Main Street Plaza at Main Street and Adams Street, which provides views of the Willamette River and a location for events and activities such as the Farmers Market.



## McLoughlin Blvd Commercial Corridor

Enhancing McLoughlin Blvd as the primary entry point to downtown Milwaukie from the north, south, and riverfront trails provides a sense of place for visitors to downtown and provides a visual connection between downtown and the riverfront.

The framework establishes an environment that is visually attractive and accommodates the pedestrian. Along McLoughlin Blvd, new buildings will provide a comfortable pedestrian environment while welcoming visitors to the riverfront into downtown. The framework promotes a healthy commercial corridor that includes:

- Parking beside or behind buildings
- Locate significant uses and buildings at key signalized intersections along McLoughlin Blvd.
- Entryway treatments, such as signage, public art, and/or landscaping north of Harrison St and south of Washington St to signal to visitors that they are entering downtown Milwaukie
- Gateway treatments, such as landscaping, signage, structural gateways, prominent building features, and/or public art, at Harrison Street, Monroe Street and Washington Street to draw visitors into downtown Milwaukie from Riverfront Park and McLoughlin Blvd

## 21st Ave Mixed Use Corridor

With the construction of the light rail station, 21st Ave is a key pedestrian connection between the station and the bus shelter area on Jackson St. It is also a direct connection

to key civic institutions including Milwaukie High School, City Hall, and Ledding Library.

The framework establishes an environment that is pedestrian-friendly, vibrant, and attractive, while focusing retail uses on the Main St "spine." The 21st Ave corridor includes:

- A combination of live/work units, residential, and mixed use development
- Continuous "street wall"
- Pedestrian-friendly amenities such as wider sidewalks, landscaping, benches, and street lights.

## Connecting to the River

Riverfront Park will be the location for special events such as "Festival Daze," holiday celebrations and community assemblies. Safe pedestrian and bicycle crossings between downtown and Riverfront Park and multiuse trails are important. Pedestrian connections will be strengthened at key east/west streets to enhance pedestrian and bicycle access to the park.

## South Downtown Planning Area

The 2011 South Downtown Concept Plan refined the vision for the area south of Washington St. The essential elements of the Plan include:

- An active, vibrant public plaza provides the central anchor for South Downtown, and provides views to the Willamette River.
- The light rail station is integrated into the fabric of South Downtown
- The Adams Street Connector pedestrian

street connects the light rail station with the Plaza and Main Street

- South Downtown is located in close proximity to several natural areas, including Kellogg Lake, Dogwood Park, Kronberg Park, and Riverfront Park. These natural areas should be enhanced, and improved access to these natural areas should be provided via walking trails and/or McLoughlin Blvd crossings.



## 1.4 Fundamental Concepts



### 1.4.a South Downtown Concept Plan Area



## 1.5 Key Land Use and Placemaking Features

The Fundamental Concepts are achieved through key land use and placemaking features. These features build on what is unique about Milwaukie by drawing pedestrians along a revitalized Main Street, reconnecting downtown Milwaukie to the Willamette River, enhancing existing natural areas in and near downtown, and providing quality housing for new downtown residents.



### Revitalizing Main Street and downtown:

- Main Street improvements - shops, services, and family wage jobs
- Save landmarks - to preserve history and heritage
- Pedestrian friendly improvements throughout downtown
- New light rail station
- New South Downtown plaza



### Reconnecting to the River:

- New Riverfront Park - the City's living room
- New and enhanced pedestrian crossings



### Restoring Natural Areas and Parks:

- Restore Spring Creek
- Continue to maintain completed Johnson Creek restoration
- Continue efforts to restore Kellogg Creek



### Providing Quality Housing:

- Provide a variety of quality housing types including rowhouses, apartments and condominiums (both stand-alone and as part of mixed use development) and live/work spaces.

## 1.6 Amenities and Open Space Framework

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

Many of the areas are subject to various municipal, state and federal regulations intended to protect environmental and natural resource values; the elements of this framework are intended to be consistent with those regulations.

### 1 Scott Park

Adjacent to the Ledding Library and North Main Village, Scott Park offers lawn and play areas for children and adults.

### 2 Johnson Creek Nature Area

The creek is restored to its natural state, and a viewpoint in Riverfront Park allows visitors to experience the creek at the mouth of the Willamette River.

### 3 City Hall Plaza and Sculpture Garden

The City Hall plaza and Sculpture Garden provide places to stop, rest, and people-watch.

### 4 Streetscape Improvements

Downtown streets benefit from wider sidewalks, crosswalks, curb extensions, pedestrian-scaled lighting, street furniture,

street trees and planting beds. Main Street is emphasized as the primary retail street with special sidewalk treatments and wider sidewalks allowing for sidewalk café seating and retail displays.

### 5 Riverfront Park

The improved park is the City's "living room." Riverfront Park is the focus of Milwaukie's open space framework due to its location adjacent to downtown and nestled between the Willamette River, Kellogg Creek and Johnson Creek.

### 6 South Downtown Plaza and Adams Street Connector

A major plaza forms the core and focus of the South Downtown. The plaza has views to the Willamette River, retail spaces to the east, connections to natural areas, and Main Street running through the center. During events, the plaza and a portion of Main Street will be closed to vehicular traffic. The Adams Street Connector is a pedestrian green street that provides a pedestrian connection between the light rail station and the South Downtown Plaza.

### 7 Dogwood Park

An expanded Dogwood Park is integrated to the north and east with the South Downtown Plaza and Main Street streetscape improvements, and to the south and west with the Kellogg Nature Area.

### ⑧ Kellogg Bicycle and Pedestrian Bridge

Connecting the open spaces of Dogwood Park and Kronberg Park and the Trolley Trail beyond with a bicycle/pedestrian bridge.

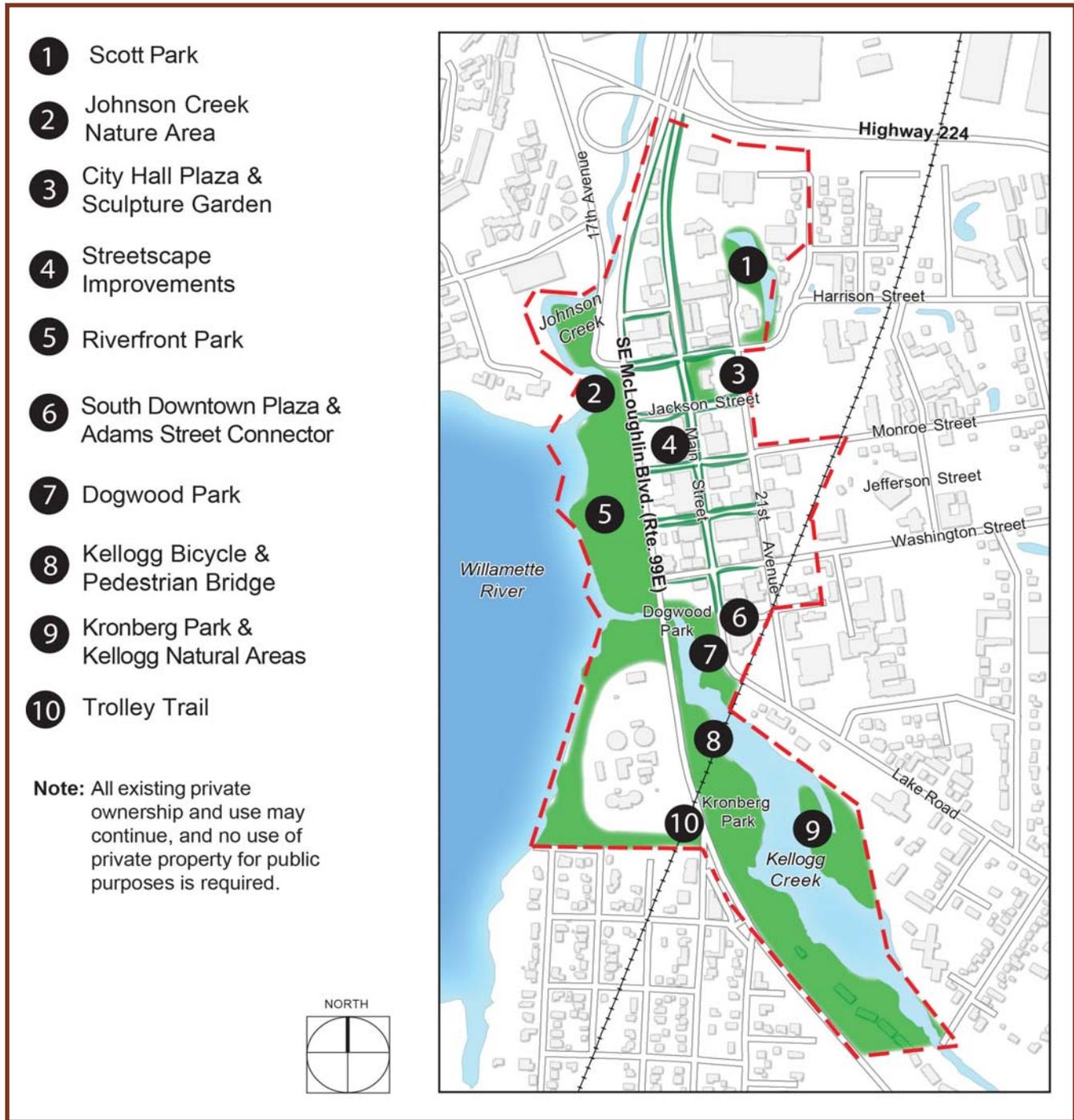
### ⑨ Kronberg Park and Kellogg Natural Areas

Kronberg Park is improved, and the creek and wetlands are restore to a salmon-friendly state. Restoration of Kellogg Creek provides nature trails through native riparian banks and along the restored stream

### ⑩ Trolley Trail

The 6-mile Trolley Trail multiuse path stretches between the 17th Avenue multiuse trail and Riverfront Park in downtown Milwaukie to Gladstone to the south.

## 1.6 Amenities and Open Space Framework



## Chapter 2—Implementation

**A** key component of the Land Use Framework Plan is implementation. Public investment in infrastructure sets the stage for private investment in rehabilitation of existing buildings and development of new buildings and amenities.

### 2.1 Projects

**T**his section sets forth key projects for the Land Use Framework Plan. The first key projects will establish a climate of positive change and growth, while larger or more costly projects would occur later.

Prioritization of these projects will occur during a subsequent process, prior to inclusion in the Capital Improvement Plan

#### ① Scott Park improvements

The 1990 Master Plan for Scott Park should be revisited and updated. Construction of Scott Park improvements will enhance the system of downtown amenities and open spaces.

#### ② 17th Avenue Bicycle & Pedestrian Connection

The Transportation System Plan identifies 17th Avenue as a bicycle and pedestrian route. The City has received grant funds for the design and construction of a multimodal connection between the Trolley Trail in downtown Milwaukie and the Springwater

Corridor. Design work is underway, and construction is anticipated in early 2016.

#### ③ Gateway and Entryway Improvements

This plan identifies key entrances to downtown and intersections along McLoughlin Blvd. The appropriate gateway improvements will be identified, designed, and constructed.

#### ④ Riverfront Park Phases 3-4

A master plan for Riverfront Park was adopted in 2010. Phase 1 of Riverfront Park (the Klein Point overlook) was completed in 2012, and Phase 2 is underway. The City is seeking funding for completion of Phases 3 and 4, which include a plaza, an amphitheater, a fountain, and additional landscaping.

#### ⑤ Streetscape improvements

The City adopted specific streetscape designs for downtown Milwaukie in 2000, and they have been incorporated incrementally since

that time. Pedestrian-friendly amenities, such as wider sidewalks, landscaping, benches, and streetlights, will enhance the pedestrian experience downtown.

### ⑥ McLoughlin Boulevard improvements and McLoughlin Bridge

McLoughlin Blvd was improved from Harrison St in the north to the UPRR bridge to the south. The section north of Harrison St remains unimproved. Improvements of this section would provide a signal to visitors that they are entering downtown, and would enhance pedestrian safety.

### ⑦ South Downtown Plaza and Adams Street Connector

The South Downtown Plaza and Adams Street Connector are key infrastructure in South Downtown. Construction of the Adams Street Connector is scheduled for Spring/Summer 2015. Refined design for the South Downtown Plaza is needed.

### ⑧ Dogwood Park improvements

Refined design for the South Downtown Plaza will include integration with Dogwood Park and will identify key improvements for the area.

### ⑨ Kronberg Park improvements

The master planning process for Kronberg Park is underway, and construction will begin when funding is available. The park provides a key connection between the

Kellogg Bicycle/Pedestrian Bridge and the Island Station neighborhood.

### ⑩ Dam removal and restoration of Kellogg Creek

The Kellogg-for-Coho project has been ongoing since 2008. Design, permitting, and construction are needed to restore Kellogg Creek to a natural condition.

## 2.1 Projects

