Central Milwaukie Land Use and Transportation Plan

City of Milwaukie
January 2015

Content Overview

This plan includes fundamental concepts identified as key to Central Milwaukie's success as well as an accompanying land use framework, transportation framework, and strategies through which these concepts will be implemented. Ultimately, this plan will guide amendments to the Milwaukie Comprehensive Plan and Zoning Ordinance through adoption as an ancillary document to the Comprehensive Plan.

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1. INTRODUCTION

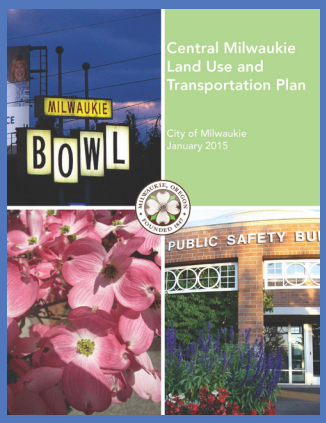
WHAT THE FRAMEWORK DOES

This document presents a land use and transportation framework for development and circulation in Central Milwaukie. Its purpose is to provide a cohesive vision for the area and facilitate future private and public investment that will meet community needs and desires while also achieving economic success.

What is the purpose of this Plan?

The primary purpose of this document is to guide future development of Central Milwaukie.

Who will use this Plan?



DEVELOPMENT COMMUNITY

The Plan will provide the development community with a set of clear and understandable expectations that describe the type of development that is expected within the Central Milwaukie district.

CITY COUNCIL

The Plan will provide some basic considerations for Council and staff to help foster and develop a vibrant walkable community.

COMMUNITY AT LARGE

The Plan is a vision for how Central Milwaukie will grow and develop in the future to meet the needs of the community through jobs, public amenities, and improved public facilities that create greater connectivity for the community.

Central Milwaukie Planning Area

Central Milwaukie serves as both a commercial hub for the city as well as a crossroads for several neighborhoods.

The approximately 75 acre area is located at the junction of several neighborhoods and is a location where numerous commercial, housing, medical, and civic activities coincide.

The *Moving Forward Milwaukie: Enhancing Our Commercial Districts* project was the first official City project to define a boundary for the Central Milwaukie district, which is separated from Historic Downtown Milwaukie by Hwy 224. The residential neighborhoods of Lake Road, Ardenwald, Lewelling, and Hector Campbell are located directly east and west of the district and industrial/employment districts are located northwest and southeast.

Guiding Principles

Guiding Principles are high-level statements about Central Milwaukie's future and are intended to capture the community's values and priorities. They are the parameters with which the concepts must be consistent. Guiding Principles also help ensure the planning process for Central Milwaukie moves forward in a predictable manner consistent with the community's shared vision for the area.

- **Maintain and improve Central Milwaukie as the city's primary commercial center**
- **Foster a sense of place in Central Milwaukie by promoting an identity and a vision**
- **Enhance economic opportunities in the area**
- **Add a mix of uses to support a district that is lively and active**
- **Maintain an overall character complementary to and protective of surrounding neighborhoods**
- **Improve access to and within the area for pedestrians, cyclists, and vehicles**

Fundamental Concepts

Fundamental Concepts are a step between Guiding Principles and Implementation Strategies. They must be consistent with the Guiding Principles, as they describe the approaches that can be used to realize them. The Concepts are used to craft specific implementation strategies and action plans necessary for moving the community's vision for Central Milwaukie from ideas to reality.

- **Facilitate development of the Murphy and McFarland opportunity sites**
- **Promote high-quality, urban design that is complementary to the surrounding area**
- **Encourage a range of housing types as a part of new mixed use development**
- **Improve connectivity within the district with easily-accessible multimodal pathways that are safe and attractive**
- **Improve external connections to the district**

2. LAND USE & TRANSPORTATION

PLANS & URBAN DESIGN

This plan takes the perspective that land use and transportation are inextricably linked, and therefore must be considered together in the planning for Central Milwaukie. Urban design also plays an important role and is integrated throughout the plan – many times how development looks is more important that what happens inside the building.

FRAMEWORK PLAN FOR CENTRAL MILWAUKIE

This section describes the policies used to implement the fundamental concepts (listed on page 6) identified as critical for successful development of Central Milwaukie. These frameworks will guide revisions to codes and regulations for development in the area, and plans for future public investments in Central Milwaukie. Descriptions of the previous zoning in Central Milwaukie are also provided to highlight the differences and similarities between new and old policies.

Land Use and Urban Design

Central Milwaukie is a focal point of the surrounding neighborhoods. It's a place where people carry out various forms of commerce – buying, selling, and making goods and services – and also a place where people will live. People can access the area with many modes of travel, and they are all accommodated with ease and comfort. This is a place that will evolve – not change radically. While some of the area will remain stable over the planning period, it is recognized by this plan that several sites can change dramatically, especially the two opportunity sites.

Central Milwaukie already has a variety of uses but they are generally separated. The land use diagram is intended to promote a mix of uses that allow for greater flexibility and added connectivity within the area. The Land Use Concepts Diagram (see page 16) illustrates this general concept, and how the transportation, land use, and urban design components coalesce into the desired future for the area.

New Zoning

Below is a description of the updated zones for Central Milwaukie and the types of development they allow.

- General Mixed Use Zone

Buildings in areas zoned as Mixed Use will be allowed and encouraged to accommodate a greater variety of uses than allowed in the previous General Commercial (GC) Zone. Mixed use buildings in Central Milwaukie may consist of commercial on the ground floor with office and/or residential on the upper levels or vertically-integrated, side by side uses. Parking in these mixed use buildings generally consists of either tuck-under or surface lots, or some combination thereof. The expectation is that buildings will be between 2 and 5 stories tall. While development in the General Mixed Use Zone may include housing (especially live/work units), it will likely consist largely of commercial uses.

- High Density Residential

The High Density Residential area is the existing residential area east of Hwy 224 and west of Oak St (Myrtle St and Penzance St). No zoning changes are proposed for this area. Although this is a residential area surrounded by mixed use zoning, high density residential (which allows offices as a conditional use) is a transition area that melds the character of both single-family housing and multi-family development to create a soft, rather than hard transition between land uses.

The main types of housing in the High Density Residential areas will consist of small-lot, attached rowhouses, apartments/condominiums, and a mix of single- and multifamily structures. Home occupations are allowed in all residential zones, which can also contribute to this transition area by allowing small scale business activity within existing homes.

- Flex Space Overlay

The Flex Space overlay covers a section of the Murphy site, replacing the previous R-O-C zoning and Mixed Use overlay designations. The Flex Space overlay is a designation added to the General Mixed Use Zone to allow for flexible uses (including office, light manufacturing or warehousing). This overlay does not preclude residential development, which is allowed in the General Mixed Use Zone.

Though a wider range of uses is allowed in areas with the Flex Space overlay than the previous R-O-C Zone, development should be small-scale and in keeping with the character of the surrounding areas, limiting impacts to nearby residences.

- Community Shopping Commercial (C-CS Zone)

The Community Shopping Center Zone that applies to the Milwaukie Marketplace remains unchanged. Maintaining this designation fosters continued use of this area as the commercial hub of Central Milwaukie. Development in this area may include a variety of commercial uses, but precludes residential or light industrial activities.

Public/private partnerships may result in additional uses on the site such as open gathering spaces and areas for outdoor commercial activities such as eating and drinking. These types of uses allow for and encourage public social gatherings and events such as festivals and carnivals to take place in Central Milwaukie.

New Park

There is potential for a new public park at Railroad Ave and Oak St. The land is owned by Union Pacific as part of the rail line's right-of-way, but is currently vacant. There are several large conifers that could be incorporated into a park design. The City will explore a partnership with Union Pacific to turn the small area into a public park.

Neighborhood Transition Area

The Plan promotes harmony among buildings so that new buildings are attractive and compatible in size and scale with adjacent structures. Design standards for new development activity will ensure that building envelopes and transitions between structures preserve access to light and air and limit negative off-site impacts of non-residential uses.

Residential Edge Treatment

This streetscape design standard is applied to areas where development is located across from an established neighborhood. These standards reinforce the classical residential design, which is a pattern of buildings set back from the street a consistent distance, low landscaping in the front yards, and walkways from the sidewalk to the front door. A repeating pattern of street trees may be included. In this manner new, non-residential development will be compatible with residential surroundings and provide a smooth aesthetic transition between land uses.

Commercial Edge Treatment

This streetscape design standard is applied to businesses fronting a major road (such as 32nd Ave) to reinforce multimodal access and create an inviting environment for pedestrians. Commercial streets that are pedestrian-friendly have a similar, consistent design. Pedestrian-friendly commercial areas have a sidewalk along the road, buildings that are fairly close to the sidewalk, and no large parking lots adjacent to the sidewalk. In the same way as the Residential Edge Treatment, the Commercial Edge Treatment establishes design standards that make the area an attractive, functional commercial district for all modes of travel.

Policies for new development:

1. Be of a compatible scale and character with the existing neighborhood.
2. Provide respectful transitions between new and existing structures.
3. Conform to building envelopes that preserve access to light and air and require appropriate setbacks along neighborhood streets, transitioning in size and scale toward adjacent residential structures.
4. Provide ground level open space.
5. Development within the Flex Space overlay should be small-scale and limit impacts to nearby residential areas.
6. Compose building facades with a substantial area of transparent windows or doors to provide visual connection between activities inside and outside the building.
7. Orient buildings' primary entrances toward the front property line.
8. Provide landscaping in the area between the building and the street.
9. Limit parking in the yard between the building and the street.
10. Include street trees on the street frontage.
11. In neighborhood transition areas:
    a. Orient buildings' primary entrance toward the residential street. The primary entrance should be readily apparent as a prominent architectural component and visible from the street.
    b. Limit uses that would have off site impacts due to uses on site, such as vibration, noise, dust, outdoor lighting, and hours of operation.

Options for the Opportunity Sites

Due to their visibility and potential, development on these sites should be pedestrian friendly and attractive, especially when viewed from adjacent streets.

Basic design standards for Central Milwaukie:

- Commercial buildings should be located close to the street, ensuring that parking lots are not a prominent feature.
- Pedestrians and bicyclists should be able to access and traverse the sites safely and comfortably.
- Buildings that face a public street should have transparent windows, doors, and entrances.
- Attractive landscaping should be provided.
- Larger setbacks may be appropriate where development is adjacent to residential areas to provide a more comfortable transition from residential homes.

Previous Zoning

The previous base zones within Central Milwaukie included:

- Residential-Office-Commercial (R-O-C Zone): The R-O-C Zone wa a high-density mixed use zone intended to implement the Town Center Master Plan. It permitted a broad range of commercial, office, and residential uses.

- General Commercial (CG Zone): The CG Zone allowed a range of commercial and office uses; residential uses were not allowed.

- Community Shopping Commercial (C-CS Zone): The C-CS Zone was applied to the Milwaukie Marketplace site and allowed a specific mix of uses and development types. This Plan does not make any changes to the C-CS Zone by this Plan.

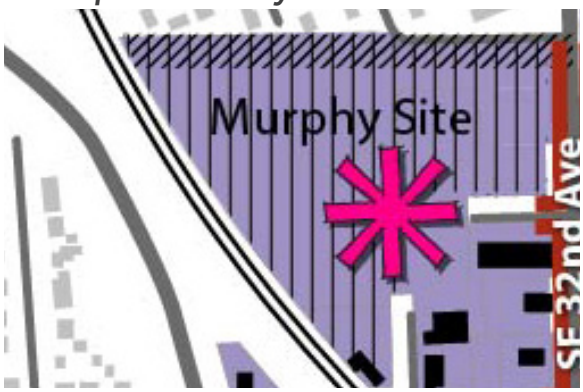
- Overlays in Central Milwaukie included: Mixed Use overlay

LAND USE & URBAN DESIGN CONCEPTS DIAGRAM

General Mixed Use

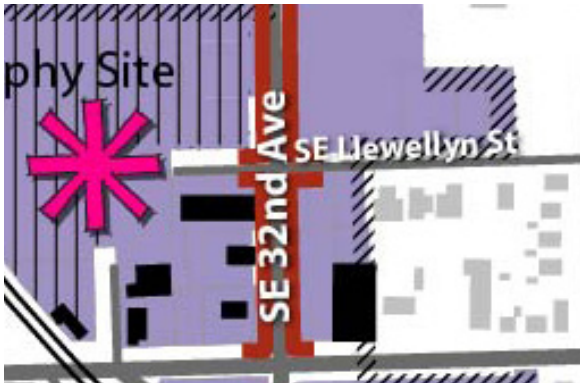
General Mixed Use allows for a broad range of commercial, office, and residential uses throughout Central Milwaukie.

Flex Space Overlay



General Mixed Use with a Flex Space overlay allows additional employment uses on the Murphy site.

Commercial Edge Treatment



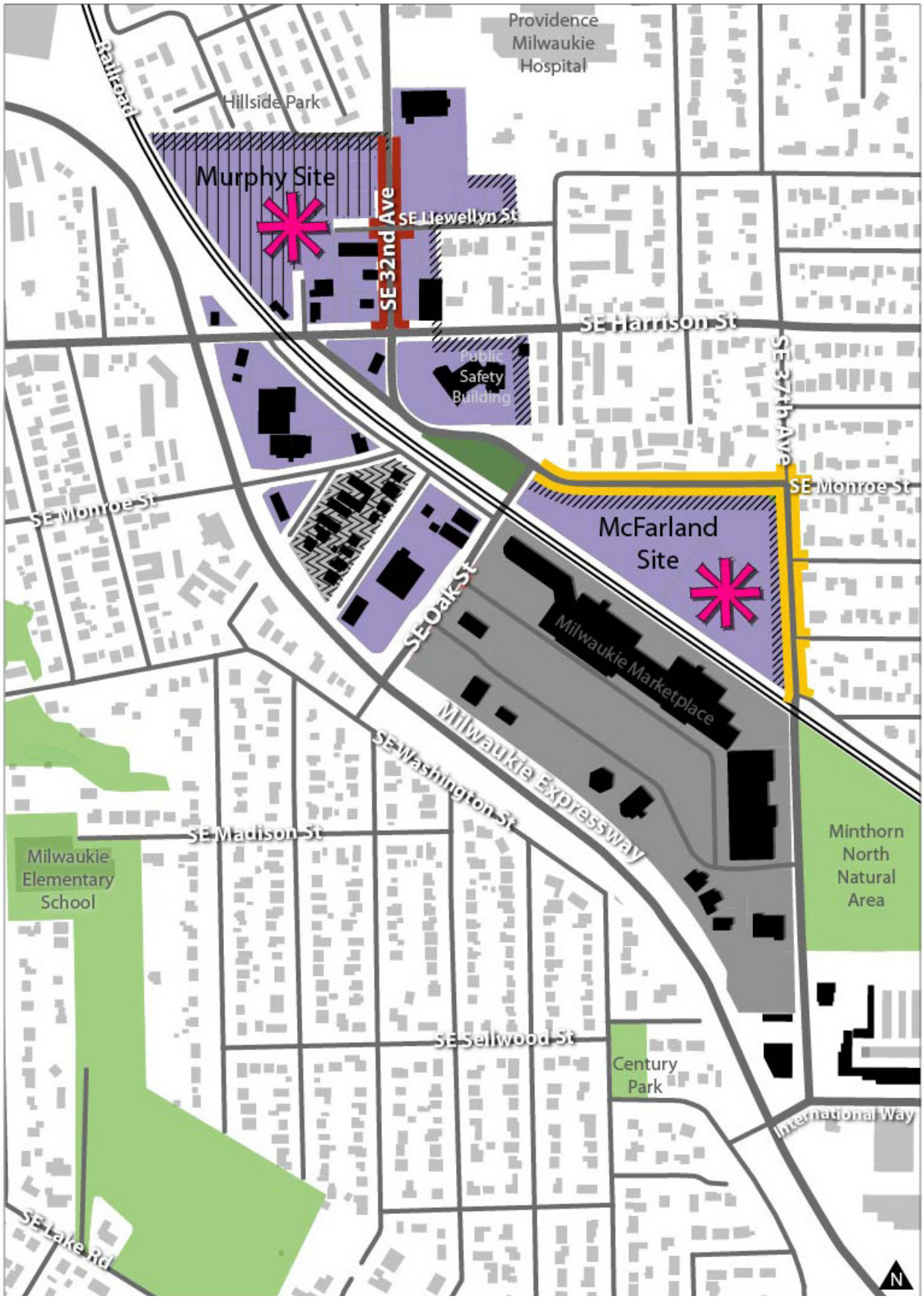
The Commercial Edge Treatment on 32nd Ave allows multimodal access and creates a pedestrian-friendly environment.

Key

- Catalyst sites
- General Mixed-Use
- Commercial - no change to existing zoning
- Flex Space Overlay
- Neighborhood Overlay
- Parks/Open Space/Schools
- New Parks/Open Space

Unifiying Treatments:

- Commercial Edge Treatment
- Residential Edge Treatment
- Neighborhood transition area


Providence
Milwaukie
Hospital
Railroad
Hillside Park
Murphy Site
SE 32nd Ave
SE Llewellyn St
SE Harrison St
Public
Safety
Building
SE 37th Ave
SE Monroe St
SE Monroe St
McFarland
Site
SE Oak St
Milwaukie Marketplace
Milwaukie Expressway
SE Washington St
SE Madison St
Milwaukie
Elementary
School
Minthorn
North
Natural
Area
SE Sellwood St
Century
Park
International Way
SE Lake Rd
N

TRANSPORTATION CIRCULATION AND INFRASTRUCTURE

The transportation framework presented here identifies the overarching goals for improving access to and movement within the Central Milwaukie, and follows with specific solutions to achieve those goals.

The main goal of the Central Milwaukie transportation network, described below, is to increase connections within the area as well as to Downtown and neighborhoods to the east. This goal aligns with Milwaukie's Transportation System Plan (TSP) Goal #5 (Reliability and Mobility), which is to "develop and maintain a well-connected transportation system that reduces travel distance, improves reliability, and manages congestion" (Milwaukie TSP, 2013).

The transportation network in Central Milwaukie will accommodate multimodal movement around and through the area—including travel by car, transit, bike or foot. As discussed in the Lessons Learned section of Appendix A, inadequate site access and transportation infrastructure have been a major barrier to quality development in Central Milwaukie.

Walking

Many area residents visit Milwaukie Marketplace and Oak St Square on foot. It is critical that pedestrians are able to move within, to and from Central Milwaukie safely and comfortably.

Walking Plan

Pedestrian access to and circulation within Central Milwaukie is critical, and the major improvements will result from the enhanced crossings of Hwy 224 and the Monroe St Neighborhood Greenway project. Additional north-south pedestrian connections will be implemented with the development of the opportunity sites. A proposed new pedestrian access point will connect 31st Ave and Meek St through the Murphy site, while a proposed pedestrian route across the southern edge of the McFarland site will extend the Railroad Ave alignment from Oak St to the west to Railroad Ave to the east.

32nd Ave is a key north-south pedestrian connection between the residential areas to the north and the Milwaukie Marketplace. As of 2014, the intersection of 32nd Ave and Harrison St had marked pedestrian crosswalks and phasing on only three of the four segments. Because intersection capacity analysis from the Transportation System Plan (TSP) assumed full pedestrian access for this intersection, it is assumed that at this location there is sufficient capacity now (and that there will be in 2035 as well) to add a marked pedestrian crosswalk and phasing to the west segment. This will significantly improve pedestrian connectivity and convenience by reducing out-of-direction travel and delay at this location.

Several improvements - upgrades along 32nd Ave and its intersections with Oak Ave and Railroad Ave; upgrades to 31st Ave; the new pedestrian crossing of Harrison St from Campbell St to Oak Ave - will function to create a stronger pedestrian connection between Providence Hospital and housing to the north and Milwaukie Marketplace to the south.

Biking

An adopted goal of the TSP is to establish one safe and comfortable bike route within Central Milwaukie and between Central Milwaukie, neighborhoods, and downtown. Realizing this goal will create a strong bicycle connection between these areas. The planned Monroe St Neighborhood Greenway is key to improving the bike-accessibility of the area.

Biking Plan

There are planned bicycle routes to and through the study area along Harrison St, Monroe St, 37th Ave, and Railroad Ave. Both the Harrison St bike lanes and the Monroe St Neighborhood Greenway will provide high-quality east-west connections between Central Milwaukie and Downtown Milwaukie and the neighborhood main street area of 42nd Ave. On the eastern edge of the study area north-south bike connectivity will be improved through the addition of bike lanes to 37th Ave and Railroad Ave. Both bike lane additions are components of the TSP.

Additional northwest-to-southeast connectivity is available through the Milwaukie Marketplace, and should be maintained if and when the Marketplace redevelops. North-south connectivity through the Murphy and McFarland opportunity sites should be integrated into development. An expansion of the City's existing bicycle wayfinding signage program will improve Central Milwaukie's position as a key nexus in the bike infrastructure system. Although not identified in the TSP as a bicycle infrastructure element, Railroad Ave between Harrison St and Monroe St is the natural direct bicycle connection between the two opportunity sites. The TSP should be amended to include Railroad Ave in plans for future improvements.

The MAX light rail station is about a mile from most locations in Central Milwaukie, which is further than the standard walking access distance (about a half mile) for high capacity transit. A high-visibility, direct and comfortable bicycle route to the light rail station, via the Monroe St Neighborhood Greenway, will offer the best chance for encouraging access from Central Milwaukie.

Transit

Transit will likely play a bigger role in Central Milwaukie over time. As the area continues to develop, and the level of activity in the area grows, the City will to work with TriMet to enhance transit access and frequency by public transportation.

Transit Plan

The Harrison St/32nd Ave intersection provides frequent service bus transit connections to Downtown Milwaukie and MAX light rail. This provides the Murphy site with excellent transit connectivity. Additionally, the Milwaukie Shuttle provides shopping service to the Milwaukie Marketplace from both Downtown Milwaukie and the Clackamas Town Center. This service may be re-routed to serve the opportunity sites as well. Regional transit integration is provided through bus connections at the Milwaukie Bus Shelter Area on Jackson St and via the downtown MAX light rail, located less than a mile from Central Milwaukie.

Motor Vehicles

The auto-accessibility of the area from Hwy 224 is one of Central Milwaukie's strengths. Cars will continue to be an important mode of transportation for this area. The area primarily serves a retail function, providing for the needs of residents throughout Milwaukie. Proximity to Hwy 224 allows businesses in Central Milwaukie to capitalize on customers from out of town who drive through the area every day.

Motor Vehicle Plan

Both the Murphy site and the McFarland site require new street access locations and internal vehicle circulation upon development.

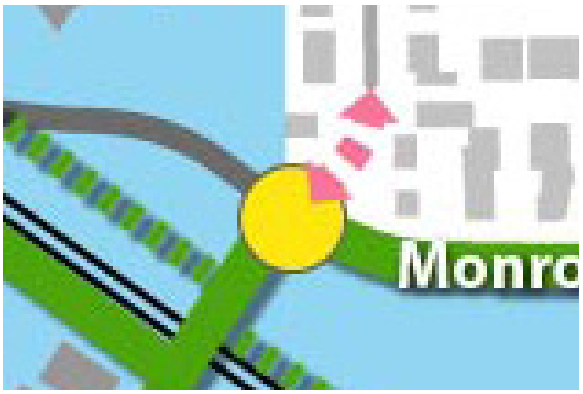
The Murphy site has the ability to support three new access points. Llewellyn St is currently a stub

street that may be extended west into the site. Meek St, on the north side of the site, offers an opportunity for a through connection at C St.

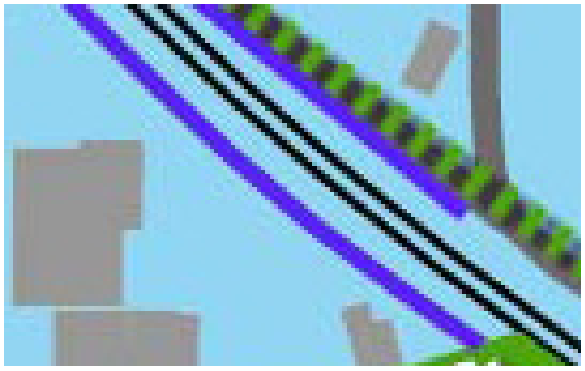
The McFarland site can support two new access points, one on 37th Ave at Jefferson St and one near the center of the site on Monroe Street. These access points will provide internal circulation while still leaving enough room for the Oak St/Monroe St intersection and railroad crossing to function optimally.

Proposed Multimodal improvements to the Central Milwaukie area are summarized in the table below

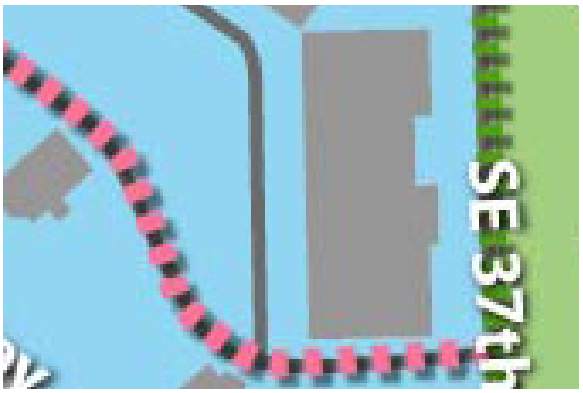
Name	Description	Status (as of 12/14)
Monroe St Neighborhood Greenway	Bicycle and Pedestrian treatments (shared lane, sidewalks) on low volume residential roads. Connects east-west to downtown.	Planning in progress
Harrison St Bike Lanes	Bike lanes on a major road, part of a grid of bike lanes. Connects east-west to downtown.	TSP project
37th Ave Bike Lanes	Bike lanes on a major road, part of a grid of bike lanes. Connects north-south.	TSP project
Railroad Ave Bike Lanes	Bike lanes on a major road, part of a grid of bike lanes. Continues to the south-east.	TSP project
Intersection Improvements	As part of the Hwy 224 / 99E corridor plan, improve bike and pedestrian crossings at Oak, Monroe, and Harrison.	TSP action plan project
Murphy Site Internal Circulation	Provide auto, bike, and pedestrian circulation.	Provided during development
McFarland Site Internal Circulation	Provide auto, bike, and pedestrian circulation.	Provided during development
Harrison / 32nd Ave Intersection	Open the currently closed pedestrian crosswalk on the west leg of the intersection.	New Proposal
Oak St / 34th Ave Connection	Provide pedestrian / bike connection between study area and nearby residential neighborhood.	New Proposal
Northern Bike Connection	Bicycle connection through the Murphy site north to 29th Ave. Exact location to be determined.	New Proposal



Enhancing key intersections with improved crossings will improve the pedestrian experience.



Improved street design along commercial streets with business frontage will help to attract developer investment and local customers.



Providing pedestrian & bicycle facilities is important in creating successful multi use districts.

TRANSPORTATION/ CIRCULATION DIAGRAM

Key

- Study Area
- Primary Connections
- Key intersections
- Potential Access Points
- Primary Bicycle Routes
- Monroe St Neighborhood Greenway
- Ped/Bike Connection Opportunities
- New Public Streets
- Street Upgrades

Hillside Park
Providence Milwaukie Hospital
Exact location to be determined
SE 32nd Ave
SE Llewellyn St
SE Harrison St
Public Safety Building
SE Monroe St
Monroe St Nbrhd Greenway
SE Oak St
Milwaukie Marketplace
SE Washington St
Milwaukie Expressway
SE 37th Ave
Minthorn North Natural Area
SE Madison St
Milwaukie Elementary School
SE Sellwood St
Century Park
International Way
SE Lake Rd
N

3. IMPLEMENTATION

BUILDING THE FUTURE

This section builds on the Guiding Principles and Fundamental Concepts to describe revisions to the policies and regulations guiding development in Central Milwaukie, as well as public investments that will enhance Central Milwaukie. The goal of these public investments and updated policies and regulations is to spur new private development that aligns with the community's vision for the area.

CENTRAL MILWAUKIE PLAN IMPLEMENTATION STRATEGIES

The section describes strategies for implementing the vision for Central Milwaukie set out in the Fundamental Concepts. Strategies for each Concept are organized into the categories of Land Use, Transportation and Finance/ Economic Development.

Adoption of this document does not itself implement these strategies. Various sections must be adopted as part of, or referenced by, the Comprehensive Plan, Zoning Ordinance, and/or Transportation System Plan for full implementation.

Fundamental Concept #1: Facilitate Development of the Murphy and McFarland Opportunity Sites

Land Use

- **Use General Mixed Use zoning throughout Central Milwaukie** (with the exception of the Milwaukie Marketplace, which will retain its current C-CS Zone) to allow a broader range of office, commercial, and residential uses in the area.
- **Allow Flex Space use on the Murphy site.** Public input has been supportive of a wide range of uses in Central Milwaukie, as long as the buildings are attractive. One use, however, that is only allowed on a portion of the Murphy site (as opposed to throughout Central Milwaukie) is employment flex space. This allows for a wider range of development options on a portion of the Murphy site, while maintaining the mixed use, pedestrian-friendly character envisioned throughout Central Milwaukie.
- **Allow by-right development throughout Central Milwaukie.** Development that implements the community's vision, as identified in the Central Milwaukie Land Use and Transportation Plan, should be permitted through Type I Development Review.

Finance/Economic Development

- **Invest in high-priority projects with Public-Private Partnership (PPP) tools.** The Murphy and McFarland sites have been identified as key development sites. However, there is a significant financial gap for new development to be feasible in Milwaukie. The City has access to many different tools for investing in high-priority projects. The City should identify which of these tools they are comfortable using, identify criteria for when and where to use these tools, and then explore potential catalytic development options to invest in with these tools.

Fundamental Concept #2: Promote high quality urban design that is complementary to surrounding area

Land Use

- **Use residential edge treatment design standards on Monroe St and 37th Ave** to ensure streetscape compatibility and a smooth aesthetic transition between any McFarland site development and the residential properties it faces. Building setbacks should be consistent and should reinforce the classical residential design.
- **Use commercial edge treatment design standards on 32nd Ave** adjacent to and across from the Murphy site to ensure the streetscape is pedestrian friendly and compatible with the surrounding area. Building setbacks should be limited, and primary entrances should be prominent and facing the commercial street. A substantial

amount of ground floor transparency should also be required to provide visual connections between indoor and outdoor activities.

Edge Treatment standards include:

- Integrate appropriate transitions between new and existing structrures into site and building design for new development.
- Create a gradual transition in height and density between commercial/ office and residential uses

- **Apply Neighborhood Transition Area standards to reduce any negative impacts of development on adjacent residential uses.** Neighborhood Transition Areas include additional residential edge treatment design standards. Transition Area standards contain additional requirements intended to minimize impacts on lower density residential uses.
- **Use development and design standards to ensure development is attractive and pedestrian-friendly.** Development and design standards should be used to ensure high-quality development, while still being flexible enough to allow potential developers substantial freedom to design buildings that work best for their tenants. These standards are especially important for buildings fronting main streets such as 32nd Ave, or Harrison St.

Design standards include:

- Preserve access to light and air when new development occurs.
- Provide ground-level open space.
- Ground floor transparency.
- Encourage site design that easily accommodates pedestrian and bicycle access

Development standards include:

- Maximum setbacks ensure buildings are located close to sidewalk
- Parking is located at the side or rear of buildings.
- Building heights should be consistent within the area and appropriate in the context of existing adjacent uses.

Transportation

- **Employ parking management measures as needed.** Future development in Central Milwaukie could result in parking issues, for example the impact of employee and visitor parking on nearby residential areas. The City should monitor parking impacts in Central Milwaukie and adjacent neighborhoods and address any issues as they arise.

Finance/Economic Development

- **Create public open space.** Explore public-private partnerships to provide additional public open space in Central Milwaukie. One example could include creating a new park on the small vacant parcel between Monroe St and the railroad, just south of the Public Safety Building. Another example would be to encourage development of public/open space in Milwaukie Marketplace, as a part of a private redevelopment effort, if and when redevelopment of that site occurs.

Fundamental Concept #3: Encourage a range of housing types as part of a new mixed use development

Land Use

- **Provide a height bonus** for projects that include residential development or are certified green buildings.

Transportation

- **Add pedestrian connections through McFarland site**

Finance/Economic Development

- **Institute a vertical housing tax credit**

Fundamental Concept #4: Improve Connectivity Within the District with Easily-Accessible Multimodal Pathways that are Safe and Attractive

Land Use

- **Use development standards along multimodal public pathways** to encourage "eyes on the street" and enhance pedestrian safety

Transportation

- **Address transportation infrastructure deficiencies for Central Milwaukie.** The Murphy and McFarland sites in Central Milwaukie are large and have no internal street network. Many intersections in Central Milwaukie are shared with Hwy 224 and have congestion issues that are expected to worsen in the future. The City should ensure that new development on the Murphy and McFarland sites provides for adequate transportation connections through these sites, and intersection improvements at congested intersections throughout the area.

Transportation Actions

GENERAL CONCEPTS FOR THE TRANSPORTATION PLAN

- Implement the Monroe Street Neighborhood Greenway
- Add more pedestrian connections and more and improved bike trails and facilities.
- Implement features to enhance pedestrian and cyclist safety
- Add enhanced crossings at key intersections
- Provide for better and safer crossings over Hwy 224 and the railroad tracks

SPECIFIC IMPLEMENTATION CONCEPTS

- Designate and improve Primary Bicycle Routes
- Identify and develop Pedestrian and Bicycle Connection Opportunities
- Add new connections between Oak St and Myrtle and Penzance Sts
- Develop design standards for a Commercial Edge Treatment where businesses front on an important road
- Develop design standards for Residential Edge Treatment where development is across from

Examples of improved transportation access to the Murphy and McFarland sites include:

- Extend Llewellyn St (currently a "stub" street) into the Murphy site
- Create a through connection from Meek St to C St on the north end of the area (adjacent to the Murphy site).
- Create access point to McFarland site at 37th Ave and Jefferson St.
- Create access point to McFarland site at Monroe St near the midpoint of the site's north edge.

- **Enhance pedestrian connections and improve bike trails and facilities** to increase safe and convenient multimodal access throughout the district. Specific improvements include:
  - Designate and improve Primary Bicycle Routes along Harrison St, Railroad Ave, Oak St, 37th Ave and a northern route.
  - Create a pedestrian connection through the Murphy site from 31st Ave to Meek St
  - Create a pedestrian connection through the McFarland site from Railroad Ave to Oak St.
  - Implement features to enhance pedestrian and cyclist safety
  - Add enhanced crossings at key intersections
  - Create pedestrian connections between Oak St, Myrtle and Penzance Sts, and Milwaukie Marketplace.
  - Add marked pedestrian crosswalk and phasing to the west leg of the intersection at Harrison St and Monroe St

- **Explore Multimodal Mixed Use Area (MMA) designation for Central Milwaukie.** An MMA designation allows greater flexibility for new development by lifting a requirement of the state Transportation Planning Rules (TPR) to apply automobile congestion standards to the review of certain land use changes. An MMA designation in Central Milwaukie would mean that changes to City land use plans would not need to be evaluated using congestion performance standards. In short, added congestion in Central Milwaukie from new development would not be an impediment to that development.

Fundamental Concept #5: Improve External Connections to the District

Transportation

- **Create more bicycle and pedestrian connections**

- **Enhance transit connections to the area.** Collaborate with TriMet to enhance transit access and frequency in the long-term. Explore the potential to reroute the Milwaukie Shuttle to create transit connections between opportunity sites in Downtown Milwaukie and Clackamas Town Center in addition to the Milwaukie Marketplace. Emphasize the Monroe St Neighborhood Greenway as a route providing pedestrian and bicycle access to the Downtown Light Rail station.

IMPLEMENTATION MATRIX

Fundamental Concept	Strategy Category	Strategy
#1 Facilitate development of the Murphy and McFarland sites	Land Use	1.1 Mixed Use Zoning Use Mixed Use zoning throughout Central Milwaukie allowing for a broader range of uses
	Land Use	1.2 Employment Overlay Allow Flex Space use on the Murphy Site to accommodate potential light industrial flex space uses
	Land Use	1.3 By-Right Development Allow by-right development (via Type I Development Review) throughout Central Milwaukie to simplify the permitting process for new development proposals that are in keeping with the community vision for the District
	Finance/Economic Development	1.4 Public-Private Partnership Tools Invest in high-priority projects with Public-Private Partnership (PPP) Tools to make high quality development in the District more financially feasible
#2 Promote high quality urban design complementary to surrounding area	Land Use	2.1 Residential Edge Treatment Use residential edge treatment design standards such as consistent building setbacks and appropriate frontage orientation to ensure streetscape compatibilty and a smooth aesthetic transition between McFarland development and nearby residential properties
	Land Use	2.2 Commercial Edge Treatment Use commercial edge treatment design standards such as gradual height transitions and ground floor transparency to ensure a pedestrian-friendly and visually engaging streetscape
	Land Use	2.3 Neighborhood Transition Areas Apply neighborhood transition area standards to reduce any negative impacts of development on adjacent residential uses by limiting uses that are overly dense compared to surrounding area or produce excessive noise or dust.
	Land Use	2.4 Pedestrian-Friendly Development and Design Standards Use development and design standards such as provision of ground-floor open space and access to light and air to ensure development is attractive and pedestrian-friendly.
	Transportation	2.5 Parking Management Employ parking management measures as needed to limit potential negative impacts of new development on residential parking needs
	Finance/Economic Development	2.6 Open Space Explore public-private partnerships to provide additional public space in Central Milwaukie.

Location	Implementation Mechanism
Throughout District (except Milwaukie Marketplace)	Zoning Map/Text Amendment
Murphy Site	Zoning Map/Text Amendment
Throughout District	Zoning Text Amendment
Throughout District (with emphasis on Murphy and McFarland Opportunity Sites)	Financial Tools (to be identified using criteria based on established City goals)
Monroe St and 37th Ave adjacent to/across from McFarland site	Zoning Map/Text Amendment
37th Ave adjacent to/across from Murphy site	Zoning Map/Text Amendment
Areas that are adjacent to residential zones	Zoning Text Amendment
Throughout District	Zoning Text Amendment
Throughout District	Monitor parking
Throughout District. Possiblities include the vacant parcel between Monroe St and the railroad, or somewhere within Milwaukie Marketplace	Capital Improvement Plan (CIP), Financial Tools (tbd)

Fundamental Concept	Strategy Category	Strategy
#3 Encourage range of housing types as part of new mixed use development	Land Use	3.2 Height Bonus Provide a height bonus for projects that include residential development or are certified green buildings.
	Transportation	3.3 Pedestrian Connections Add pedestrian connections through McFarland site to increase multimodal access within and through the area for existing and future residents
	Finance/Economic Development	3.4 Vertical Housing Tax Credit Institute a vertical housing tax credit to incentivize the addition of residential units to mixed use development
#4 Improve connectivity within District with easily-accessible multimodal pathways that are safe/ attractive	Land Use	4.1 Multimodal Pathway Development Standards Use development standards along multimodal pathways to encourage "eyes on the street" and enhance pedestrian safety
	Transportation	4.2 Address transportation infrastructure deficiencies for Central Milwaukie Facilitate creation of a more connected and complete street network within the District, especially through the Murphy and McFarland, sites to address potential future congestion issues Specific projects: • Extend Llewellyn St into Murphy site • Create through connection from Meek St to C St on north end of the area (adjacent to Murphy site) • Create access point to McFarland site at 37th Ave and Jefferson St • Create access point to McFarland site at Monroe St near the midpoint of the site's north edge
	Transportation	4.3 Enhance pedestrian connections and improve bike trails and facilities Enhance pedestrian and bike trails and connections to increase safe and convenint multimodal access.
	Transportation	4.4 Explore Multimodal Mixed Use Area (MMA) designation An MMA designation in Central Milwaukie would mean that changes to City land use plans would not need to be evaluated using congestion performance standards. Added congestion from new development would not be an impediment to that development.

Location	Implementation Mechanism
Throughout District (except Milwaukie Marketplace where residential uses are not permitted).	Zoning Text Amendment
McFarland Site	Site planning in coordination with future developer (tbd)
Throughout District (except Milwaukie Marketplace where residential uses are not permitted).	Adopt Vertical Housing Zone
Throughout District	
• Extend Llewellyn St into Murphy site • Create through connection from Meek St to C St on north end of the area (adjacent to Murphy site) • Create access point to McFarland site at 37th Ave and Jefferson St • Create access point to McFarland site at Monroe St near the midpoint of the site's north edge	TSP implementation and update (see summary table of proposed improvements on pg. 20)
• Bicycle routes along Harrison St, Railroad Ave, Oak St, 37th Ave and north through Murphy site to 29th. • Pedestrian connection through Murphy site from 31st Ave to Meek St • Features to enhance pedestrian and cyclist safety throughout District • Enhanced crossings at key intersections (see diagram on pg. 22) • Pedestrian connections between Oak St, Myrtle and Penzance Sts, and Milwaukie Marketplace • Marked pedestrian crosswalk at west leg of intersection at Harrison St and Monroe St	TSP update and implementation (see summary table of proposed improvements on pg. 20)
Throughout District	Comprehensive Plan Amendment

Fundamental Concept	Strategy Category	Strategy
#5 Improve external connections to District	Transportation	5.1 Create more bicycle and pedestrian connections Adding and enhancing multimodal facilities at the perimeter of Central Milwaukie will make entering and exiting the District safer and more convenient
	Transportation	5.2 Enhance transit connections to the area Collaborate with TriMet to enhance transit access and frequency in the long-term, exploring to increase access by rerouting the Milwaukie Shuttle and emphasizing the Monroe St Neighborhood Greenway as a path with multimodal access to Downtown Light Rail Station

Location	Implementation Mechanism
Key intersections for improving multimodal access at the perimeter of the District include: Hwy 224 and Oak St, Hwy 224 and Harrison St; Monroe and Oak St Primary Connections to the District include: 32nd Ave to the north; Harrison St to the east and west; Monroe St to the east and west; Oak St to the west; International way to the east and west; 37th Ave to the north and south; Railroad Ave to the southeast	TSP update and implementation (see summary table of proposed improvements on pg. 20)
Milwaukie Marketplace (for rerouting Milwaukie Shuttle); Monroe St	Collaborate with TriMet

A. BUILDING THE PLAN & LESSONS LEARNED

HOW WE GOT HERE

This section presents the steps in the planning process for Central Milwaukie and summarizes the Lessons Learned through the process.

BUILDING THE PLAN

This section describes the planning process for Central Milwaukie, and methods used in each step to contribute to the final land use and transportation concept and plan.

Developer Interviews

Developer interests play a key role in determining what kinds of development are occurring within Central Milwaukie. An early dialogue with interested developers to better understand their needs and concerns for what is feasible in the current market formed a foundation for moving ahead with the community's vision.

Market Analysis

A market analysis was conducted in 2013 that evaluated demographic and market trends and examined development opportunities and barriers for two opportunity sites in Central Milwaukie. The resulting report outlined key findings for each study area (the market analysis was conducted for Downtown, Central Milwaukie, and CItywide). The analysis found that Central Milwaukie has many strengths that will be advantageous to development of the opportunity sites. Additional findings included:

- Hwy 224 provides great accessibility to Central Milwaukie
- There was a lack of consensus among the community, developers, and private property owners on the preferred type of new development on Central Milwaukie's opportunity sites
- Previous zoning for the area was conflicting and confusing, and required Planning Commission review and approval for any type of development on the opportunity sites.

Opportunity Sites

Opportunity sites are key properties in a larger district or neighborhood that have the potential to "unlock" or catalyze additional investment and achieve development goals of the City and community.

The Murphy and McFarland opportunity sites, which together make approximately 18% of the area in Central Milwaukie, were chosen as early examples that could be highlighted through the planning process and used as examples of development potential. Sites were chosen based on their identification as having redevelopment potential in the Town Center Master Plan. They are both currently under-utilized, and have potential to contribute to the economic revitalization of the surrounding area.

The lessons learned from the development concepts have informed the final land use and transportation framework, and will inform the zoning code revisions for this area.

Strength-Weakness-Opportunity-Threat (SWOT) Analysis

A SWOT analysis was conducted for each of the opportunity sites; findings are briefly described below:

Murphy Site Findings

Given market conditions, light industrial or flex space development are likely feasible uses for the site. As of this Plan's writing, market demand for office and retail space in the Milwaukie area is insufficient to develop a site as large as the Murphy Site. Heavy industrial uses would be inconsistent with the nearby residential uses. The property owner has been eager to explore any and all feasible development possiblities for the site.

McFarland Site Findings

Viable uses for the McFarland Site included small lot residential (such as apartments or rowhomes), office, or mixed use office with a small amount of retail. Feedback from developer interviews

implied the site would be most appropriate for employment-based development based on the large size, proximity to Hwy 224, and perceived weak market demand for other uses. However, the adjacent single-family homes, the railroad "quiet zone," and proximity to retail along Hwy 224 led some developers to suggest the site may be most appropriate for residential or mixed use development.

Building Prototypes

Using the Envision Tomorrow suite of planning tools, the planning team tested a range of building prototypes possible in Central Milwaukie, ranging from adaptive reuse of existing buildings to new mixed use buildings, apartments and office buildings. The team tested the long-term financial performance of different building types using a Return on Investment (ROI) model, similar to the tool a developer uses when deciding to pursue a project or not. Using local rents, construction costs and land costs, the team was able to better understand the challenges for financial feasiblity of new development.

Development Concepts

Using the building prototypes as a framework, draft plans for the opportunities sites were prepared and presented to the public and stakeholders for feedback. The initial concepts were narrowed down to three for each site that demonstrate a range of uses and site designs.

These development concepts are summarized on page 54. Though the development concepts will not dictate how the opportunity sites are ultimately developed, they served as an exercise to understand the development obstacles and opportunities for these sites under current and potential zoning designations. The lessons learned from the development concepts have been folded into the final land use framework for the area, illustrated by the map on page 14.

Lessons Learned

Findings from the preceeding steps were synthesized and distilled into essential "lessons learned." These conclusions form the foundation of the Land Use and Transportation Framework. Conclusions pertain to all of Central Milwaukie unless noted.

The district needs an identity. This is created through clear design standards for non-residential uses, which the area was previously lacking. Design standards help create a visual sense of continuity and coherence in an area. They can promote compatibility with surrounding

areas through use of similar materials, building design and landscaping. Design guidelines will ultimately be codified through amendments to the zoning ordinance. However, this Plan puts forth several Guiding Principles and Fundamental Concepts that focus on using consistent design standards to create a distinct and welcoming identity for Central Milwaukie.

Both internal and external connectivity need improvement if Central Milwaukie is to redevelop successfully. The railroad tracks and Hwy 224 pose significant barriers for people traveling to and through the area, by all modes of transportation. Additionally, many intersections in the area are projected to experience significant congestion in the future (although 32nd and Harrison currently has sufficient capacity). The Framework Plan includes infrastructure enhancements such as new intersection treatments, internal roadways, and external vehicle access points.

Pedestrian, bicycle, and motor vehicle transportation infrastructure needs improvement. The area lacks clear north/south pedestrian and vehicular connections through Central Milwaukie. Though north-south vehicular access will continue to be a challenge due to the heavy rail line, additions of pedestrian and bicycle networks throughout the area will make these active means of transportation more appealing for moving through Central Milwaukie. Improvements to Railroad and Campbell streets will improve connectivity in and through the area for all modes.

Heavy rail is not necessarily an obstacle to development. An active heavy rail line runs through Central Milwaukie. The rail line is an obstacle to connectivity through the area, including bike, pedestrian, and auto connections. Additionally, train traffic through the area generates noise and vibration, which could act as a deterrent for new development. A quiet zone that is now in effect will mitigate the noise impact extent with the elimination of train horns. Though vibrations and other associated sounds may still be objectionable to some, there are examples of successful development near rail lines. Locally, the Brooklyn neighborhood in SE Portland is adjacent to a heavy rail line, features a quiet zone and is experiencing renewed neighborhood investment. Union Pacific's Intermodal Rail Yard site sits in the heart of this thriving neighborhood. Over the past several years there have been several new apartments, townhomes and condos developed in the area.

A more streamlined development process would encourage development of the opportunity sites. The Mixed Use overlay that currently applies to the Murphy and McFarland sites and portions of the Providence Hospital site require Type III Planning Commission review for all development. This is a subjective process, which adds uncertainty and cost to the development review. The current process has the potential to create lengthy delays or costly changes to a proposed development program. Additionally, the MU overlay requires compliance with the Town Center Master Plan, which was adopted in 1997 and is out of date. To address this problem this plan recommends more permissive zoning to these two sites A proposed Flex Space overlay on portions of the Murphy site would expand allowable development to include flex space uses, providing developers with more options for financially feasible projects.

B. EXISTING CONDITIONS

WHAT IS ON THE GROUND NOW

This section provides: a general overview of previous zoning and a description of existing physical and market conditions in Central Milwaukie.

Previous Planning Efforts

COMPREHENSIVE PLAN (1989)
The 1989 plan was the first to address concepts for Central Milwaukie, and assumed a future light rail alignment along Hwy 224. The policies adopted in 1989 continue to guide development in Central Milwaukie today.

TOWN CENTER MASTER PLAN (1997)
The plan was adopted in response to Metro's designation of Milwaukie as a Regional Center in the 2040 Framework Plan. The Murphy & MacFarland sites were identified as having substantial redevelopment opportunity. At the City's request, Milwaukie was redesignated as a Town Center in 1999 and the plan was renamed.

MIXED USE OVERLAY (1998)
Adopted in order to both accommodate growth in housing and jobs to capture the desired urban design of a Town Center

TRANSPORTATION SYSTEM PLAN (2013 UPDATE)
Contains several long-term transportation goals and policies as well as transportation infrastructure projects that will shape Central Milwaukie.

COMPREHENSIVE PLAN

The previous Comprehensive Plan designations for the Central Milwaukie area were: Commercial (C), Town Center (TC), Medium Density Residential (MED. D), and High Density Residential (HD). Outside of downtown, the Comprehensive Plan designated Central Milwaukie as the area of the highest intensity land uses within the city. The goals and policies in the Comprehensive Plan established Milwaukie Marketplace's status as the primary community shopping center in the city, while the Town Center land use designation identified the area as appropriate for mixed use development as described in the Town Center Master Plan (1997).

Previous Zoning

The base zones within Central Milwaukie included:

- R-O-C: The R-O-C Zone was a high-density mixed use zone intended to implement the Town Center Master Plan. It permitted a broad range of commercial, office, and residential uses.

- CG: The CG Zone allowed a range of commercial and office uses; residential uses are not allowed.

- C-CS: The C-CS Zone was applied to the Milwaukie Marketplace site and allowed a specific mix of uses and development types. No changes to the C-CS Zone are proposed by this Plan.

- Overlay Zones in Central Milwaukie included: Mixed Use Overlay

The R-O-C, MU overlay and the C-CS Zone were unique to the central Milwaukie area, and not found elsewhere within the city.

Review of the C-CS Zone and the Milwaukie Marketplace development will be appropriate when or if redevelopment of the site is proposed, and is not addressed in this plan.

The R-O-C Zone and MU overlay applied only to the Murphy and McFarland sites and a portion of the

Providence Hospital site. Though the R-O-C Zone permitted a range of commercial, office, and residential uses, the MU overlay required specific uses and development types on the Murphy and McFarland sites.

Current Land Use

The area is characterized by diverse land uses including single family dwellings, apartment buildings, medical services, commercial uses, and sizeable areas of vacant land.

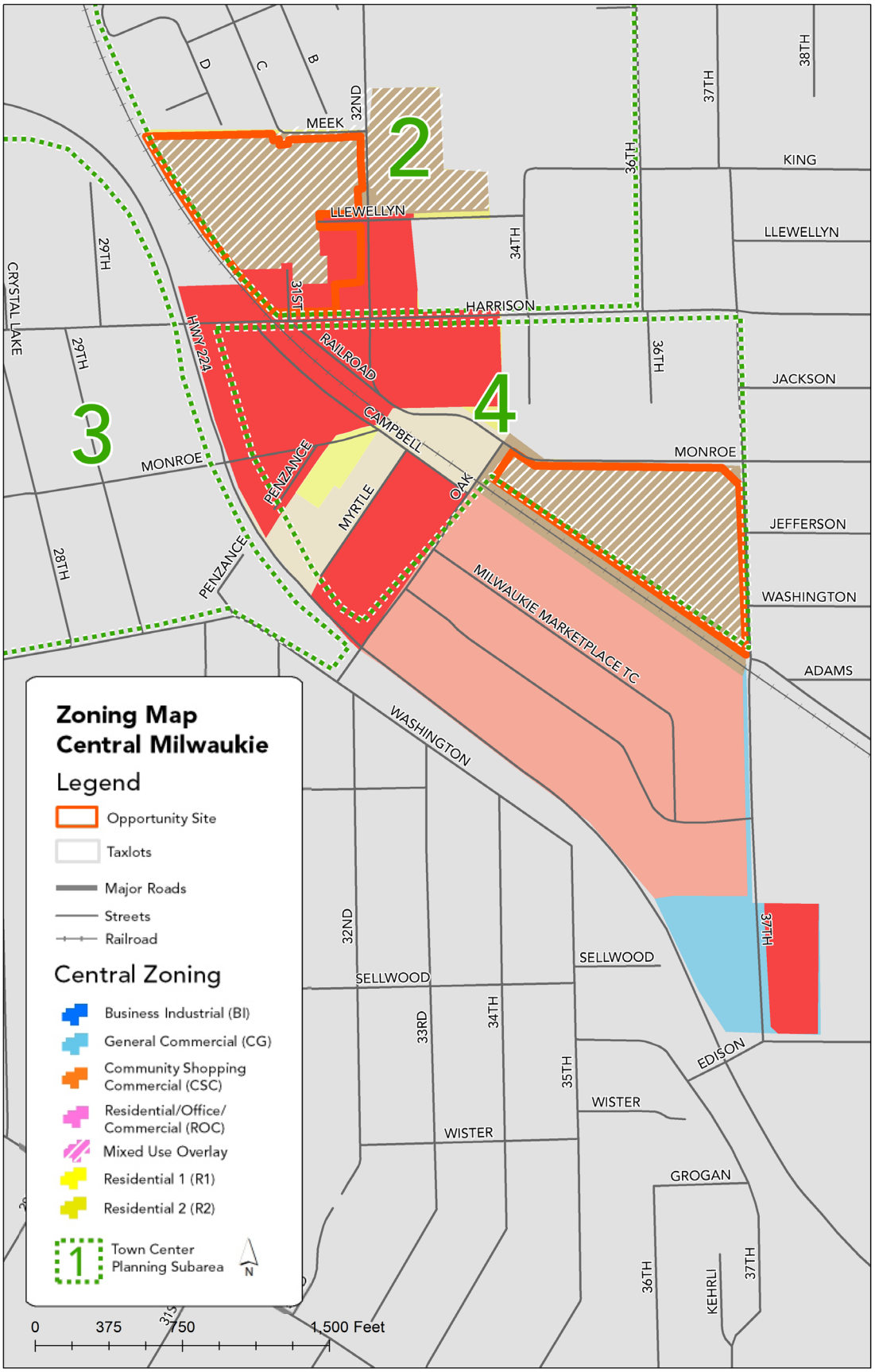
Environmental features

The primary environental feature in Central Milwaukie is the Minthorn Springs Natural Area. Minthorn Springs is a 6.52 -acre forested, and open water wetland just east of the Milwaukie Marketplace. Over the past15 years, the wetland has been restored from a degraded blackberry and reed canary grass-infested area to a thriving, healthy wetland, home to birds, mammals, snakes, salamanders, butterflies and dragonflies.

Cultural features

Civic and cultural features in Central Milwaukie include the Milwaukie Museum, the Bertman House (Theatrical House) and the Public Safety Building. Identifying these cultural features and highlighting them can create interest for residents and visitors to the area.

Minthorn Springs offers a unique restored habitat just steps away from Central Milwaukie


Zoning Map
Central Milwaukie
Legend
Opportunity Site
Taxlots
Major Roads
Streets
Railroad
Central Zoning
Business Industrial (BI)
General Commercial (CG)
Community Shopping Commercial (CSC)
Residential/Office/ Commercial (ROC)
Mixed Use Overlay
Residential 1 (R1)
Residential 2 (R2)
Town Center Planning Subarea
N
0
375
750
1,500 Feet
1
2
3
4
MEEK
LLEWELLYN
HARRISON
RAILROAD
CAMPBELL
MONROE
PENZANCE
MYRTLE
OAK
WASHINGTON
JEFFERSON
ADAMS
KING
JACKSON
SELLWOOD
WISTER
GROGAN
EDISON
MILWAUKIE MARKETPLACE TC
HWY 224
CRYSTAL LAKE
KEHRLI
32ND
34TH
35TH
36TH
37TH
38TH
33RD
31ST
29TH
28TH

The streetscape on Campbell St adjacent to the railroad provides an opportunity for improvements to help define the character of the area.

The railroad crossing at SE Harrison St requires improvements to increase pedestrian safety.

Commercial development at Oak St is easily accessible from Hwy 224.

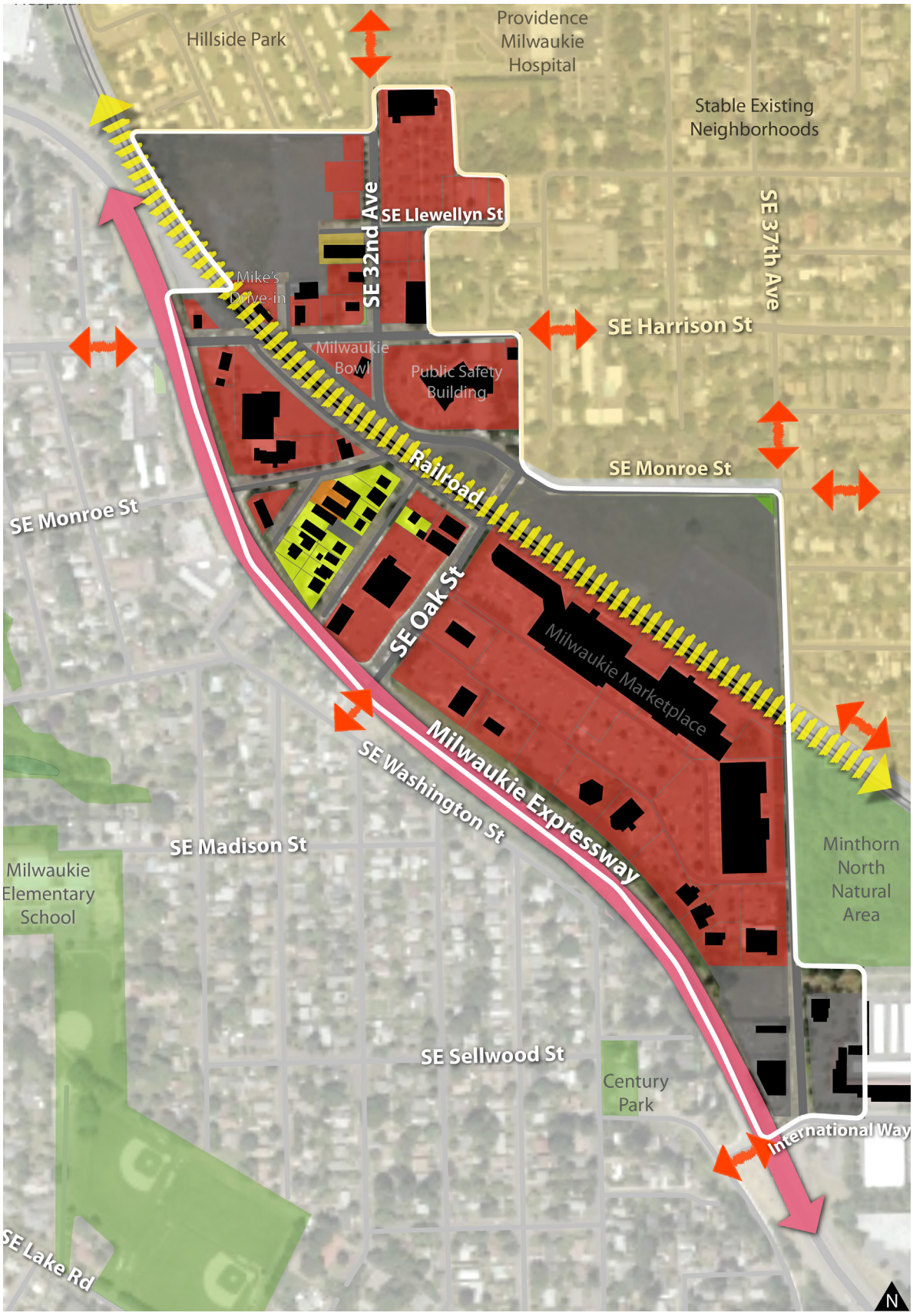
EXISTING CONDITIONS DIAGRAM

Key

- Central Milwaukie
- Railroad Tracks (Circulation Barrier)
- Milwaukie Expressway/Hwy 224 (Circulation Barrier)
- Primary Connections
- Stable Existing Neighborhoods

Existing Land Use:

- Commercial
- Single-Family Residential
- Multi-Family Residential
- Industrial
- Vacant
- Park/Open Space



- Transportation connectivity is currently constrained across the district going east to west.
- The railroad cutting through the center of the district creates a constraint for future development.
- Intersections along Hwy 224 are near or at capacity, creating traffic bottlenecks in the area.

Transportation Infrastructure and Circulation Patterns

Anticipated development in Central Milwaukie will increase travel to and from the area, including the two opportunity sites. This increased demand across all modes may result in impacts to the transportation system in locations that have been identified as deficient in the Milwaukie Transportation System Plan (TSP).

Motor Vehicle

The primary vehicle capacity bottlenecks in the area are the intersections along Hwy 224 at Harrison Street, Oak Street, and 37th Ave (i.e., every intersection providing access to Central Milwaukie). In the Milwaukie TSP, these intersections are forecast to fail to meet mobility targets by 2035 even with planned minor improvements. As these intersections provide connections to Downtown Milwaukie, as well as regional east-west access along Hwy 224, it is expected that vehicular traffic from development in Central Milwaukie will increase future motor vehicle volumes at these intersections.

Per the TSP, planning for capacity mitigations for Hwy 224 intersections is to be deferred until the City of Milwaukie and ODOT complete a Hwy 99E/Hwy 224 corridor refinement plan. The refinement plan is intended to evaluate the corridor from a comprehensive system perspective, and may include the development of alternative mobility targets for the corridor as well as projects to increase capacity at critical intersections. It should also be noted that there is a 10-ton weight restriction on 37th Ave. During this planning process, the City of Milwaukie will have the opportunity to prioritize and promote solutions that reduce the barrier effect of Hwy 224 between Central Milwaukie and Downtown Milwaukie.

Pedestrian and Bicycle

As shown in the Transportation/Circulation Diagram on page 20, the Hwy 224 intersections with Harrison Street, Monroe Street, and Oak St are identified for priority enhanced pedestrian crossings. These locations provide the most direct pedestrian and bicycle connections between Central and Downtown Milwaukie and also serve as key gateways to Central Milwaukie. Oak St serves as a "Main Street" of the study area, providing critical circulation from Hwy 224 to Railroad Ave and the planned Monroe St Neighborhood Greenway to the north. The project will provide a high-quality bicycle and pedestrian connection through Central Milwaukie. When complete this will be a clear, direct, and appealing route from Central Milwaukie to the new MAX Light Rail station in Downtown Milwaukie, as well as to points east. The McFarland Site, specifically, will benefit from the access and exposure provided by this greenway.

Improvements have been made to increase connectivity within Central Milwaukie but further investment is needed.

CENTRAL MILWAUKIE PROJECT AREA
Milwaukie Expressway
Murphy Opportunity Site
SE 32nd Ave
Harrison St
Monroe St
Monroe St
McFarland Opportunity Site
SE Oak St
SE Railroad Ave
SE 37th Ave

Murphy Opportunity Site

Site History and Description

The privately owned Murphy Site is a 7.5 acre site owned by the Murphy family. The site is actually a collection of 14 parcels under a single ownership; 6.2 acres of the site are undeveloped. General boundaries of the site include the railroad tracks to the west, SE Meek St to the north, SE 32nd Ave to the east, and SE Harrison St to the south. Currently a convenience store, the parcel on the northwest corner of SE 32nd Ave and SE Harrison St is not owned by the Murphy family and is not included as part of this Opportunity Site.

Zoning on the Murphy site is mixed. The northwest two-thirds of the site (~270,000 sq ft) is zoned Residential-Office-Commercial (ROC) with a Mixed Use overlay (MU). Remaining lots (~55,000 sq ft) are zoned General Commercial (CG). Current zoning permits mixed use or light industrial development, though any development in the MU Overlay must be consistent with the 1997 TCMP.

Though a former brownfield site, the Murphy site requires no further action for new development. An internal street network will likely be required to support redevelopment.

McFarlandOpportunity Site

Site History and Description

The privately-owned McFarland Site is a 7.3 acre site which is currently vacant. The site is comprised of two parcels, both controlled by the McFarland family but under separate ownership. The northwestern parcel (Parcel 1) is privately owned by the LD McFarland Company LTD. The southeastern parcel (Parcel 2) is privately owned by Tyee Management Company LLC.

The site is triangular in shape, with boundaries defined by SE Monroe St to the north, SE 37th Ave to the east, SE Oak St to the west, and the railroad tracks to the south. The site is adjacent to a single family residential neighborhood to the north and east, and the back of a retail center to the southwest. The site is zoned Residential-Office-Commercial (ROC) with a Mixed Use (MU) overlay.

Parcel 1, to the northwest, is not contaminated; where Parcel 2, to the southeast, is a brownfield. It has been temporarily capped and will require additional remediation as a component of any new development in that area of the property. Because of past contamination, Parcel 2 is not suitable for residential development.

C. DEVELOPMENT CONCEPTS

WHAT SHOULD GET BUILT

Development types were designed and then tested against market realities for each of the opportunity sites.

SE DIVISION ST
SE 44TH AV
STATION FOR LEASE

MURPHY SITE

Acres: 6.6

Opportunity:
New Construction/ redevelopment

Current Zoning:
R-O-C with MU overlay

Proposed Zoning:
Mixed Use with Flex Space overlay

Three story residential on the western half of the site, three-story office on the eastern half of the site. Ground floor commercial with the office buildings along 32nd Ave/Harrison frontages. Uses existing parking standards.

One story flex on the western half of the site, three-story MFR on the eastern half (with ground floor office/commercial on 32nd Ave). Uses existing parking standards.

The entire site is one-story flex space. Uses existing parking standards.

MCFARLAND SITE

Acres: 7.2

Opportunity:
New Construction

Current Zoning:
Mixed Use w/ commercial & 50% dedication to residential

Proposed Zoning:
Dedication to residential

The entire site is residential, with a mix of housing types (MFR/townhouse/SFR). Uses existing parking standards.

Mostly residential, with a mix of housing types (MFR/townhouse/SFR); small commercial/office adjacent to Oak St Uses existing parking standards.

Multi-stage senior housing (independent living through Alzheimer's care facilities). Uses existing parking standards.

D. COMMUNITY INPUT

WHAT THE COMMUNITY SAID

BEN

Feedback received to date on the Central Milwaukie Land Use and Transportation Plan

This Plan is the result of a rigorous planning and public involvement process emphasizing the involvement of local community members and leaders through a variety of engagement tools. Milwaukie citizens shared many ideas that will guide the future of the area. Listed below are some of the most popular ideas among community members for future development in Central Milwaukie:

- Creating an accessible, multi-modal area that encourages pedestrians, bicycles and automobiles.
- Improve the overall appearance and feel of the Central Milwaukie by bringing some vitality to the area.
- Central Milwaukie should continue to be the commercial service center for much of the City.
- As Central Milwaukie develops over time, it should start to become more of a mixed use center.
- Central Milwaukie should be a place where people want to be, where they can work, live, shop, play, or all of the above.
- Creating safe connections and pathways through the area for pedestrians and bikes is important.
- Protect and enhance the character of existing adjacent neighborhoods.
- Expand the range of housing, employment and commercial options.

Outreach efforts for the Moving Forward Milwaukie project included public meetings and workshops, advisory committees, online surveys and in-depth interviews. Through the use of these engagement tools, this project gathered meaningful input from the community to help define a vision of Central Milwaukie as an integral place within the City.

Input from the Community Workshop

During the workshop, participants were asked specifically how they would like Central Milwaukie to change. In thinking about the area, participants were asked to consider what transportation and other improvements they would like to see.

How do you use Central Milwaukie?	%
1. I live in Central Milwaukie	10
2. I work in Central Milwaukie	14
3. I shop in Central Milwaukie	38
4. All of the above	14
5. None of the above	24

What is the highest priority for Central Milwaukie?	%
1. New housing	21
2. New businesses	26
3. Street and roadway improvements	5
4. Landscaping improvements	5
5. More retail variety	26
6. More recreation-oriented uses	11
7. Other	5

What type of housing is most needed in Central Milwaukie?	
1. Mixed Use Housing	25
2. Multifamily Housing	15
3. Rowhouses	5
4. Senior Housing	20
5. Single-Family Homes	25
6. No new housing is needed	10

What type of jobs are most needed in Central Milwaukie?	
1. Retail and Service jobs	30
2. Arts and Entertainment Jobs	10
3. Industrial jobs	5
4. Medical jobs	25
5. Manufacturing jobs	20

6. Financial Services jobs	5
7. Hospitality and Tourism jobs	5
8. No new jobs are needed	0

Would you support or oppose new senior housing in Central Milwaukie?

1. Strongly support	38
2. Somewhat support	24
3. Neutral	29
4. Somewhat oppose	5
5. Strongly oppose	5

Would you support or oppose new affordable housing in Central Milwaukie?

	%
1. Strongly support	19
2. Somewhat support	19
3. Neutral	29
4. Somewhat oppose	19
5. Strongly oppose	14

Would you support or oppose new restaurants and retail shops in Central Milwaukie?

	%
1. Strongly support	75
2. Somewhat support	15
3. Neutral	10
4. Somewhat oppose	0
5. Strongly oppose	0

Would you support or oppose new office space in Central Milwaukie?

	%
1. Strongly support	38
2. Somewhat support	38
3. Neutral	24
4. Somewhat oppose	0
5. Strongly oppose	0

Would you support or oppose new light industrial in Central Milwaukie?

	%
1. Strongly support	43
2. Somewhat support	38
3. Neutral	10
4. Somewhat oppose	10
5. Strongly oppose	0

What is the most important goal for the Murphy site?

	%
1. Provide a high number of family wage jobs	29
2. Provide housing choice options	29
3. Let the private sector develop whatever they want	24
4. Ensure attractive, high-quality development – even if there is no market demand at this time	19

What would you most like to see develop on the Murphy site?

	%
1. Mixed use residential/retail	26
2. Retail	5
3. Office	0
4. Light industrial / flex space	26
5. Residential	11
6. A mix of all of the above	32
7. Other	0

What is the most important goal for the McFarland site?

	%
1. Provide a high number of family wage jobs	37
2. Provide housing choice options	16
3. Let the private sector develop whatever they want	21
4. Ensure attractive, high-quality development – even if there is no market demand at this time	26

What would you most like to see develop on the McFarland site?

	%
1. Mixed use residential/retail	15
2. Retail	10
3. Office	0
4. Light industrial / flex space	30
5. Residential	5
6. A mix of all of the above	35
7. Other	5

My vision for Central Milwaukie is closest to:

1. Shopping Center	15
2. Residential Neighborhood	25
3. Office and Industrial Area	25
4. Medical District	20
5. None of the above	15

General Comments from the Community Workshop about Central Milwaukie:

- Implement Monroe St Neighborhood Greenway (bikes)
- Food co-op @ Milwaukie Marketplace would be nice
- Add planting strips & street trees along 32nd Ave
- Save Mike's
- Senior housing with some retail
- The addition of a Hotel/motel
- Increase Medical use - lab/office/health services
- New park or plaza
- Courtyard housing
- Small grocery is desired
- Light industrial is a good use
- Community garden and greenway
- Live/work units
- Deli/bakery/coffee
- Fitness center
- Office/industrial
- Other medical - dental/massage/ orthopedic
- Bus service on RR Ave, sidewalk, bike trail

General Comments from the Community Workshop about the Murphy Site:

- New N/S street on 31st
- New E/W street on Llewellyn; extension heading NW
- Light industrial as RR buffer - 4 stories to block noise
- Park & garden for senior housing
- Deli/bakery - small-scale
- Senior housing near hospital
- Parking lot for visitors
- Housing over retail (senior housing over retail)
- Shops/plaza in SE corner
- Industrial - surface [parking]
- On-site senior housing - tuck-under [parking]
- Car wash stays
- Additional parking at 32nd intersection
- Housing over community spaces
- Flex space and green space buffer for the railroad
- Trees of a larger size and properly placed
- Sound barrier
- Higher density housing

General Comments from the Community Workshop about the McFarland Site:

- Save Centennial dogwood trees (in pocket park on corner of 37th and Monroe)
- Jefferson St extension
- New internal streets
- 6-story aquaponic farming along the tracks
- Keep pocket park on corner of 37th and Monroe
- Make a bigger bike/ped trail parallel to tracks
- Neighborhood park or sports facility (community-based – soccer or tennis)

Input from PAC Meeting #7:

- Dedicated bike/ped pathway top connect to other parts of the city
- 32nd need improvements, sidewalks and bike paths are needed
- Milwaukie bowl is an area for new development, possible redevelopment
- The neighborhood is potential for redevelopment
- The area to the north (housing authority) should be redeveloped
- Lots of parking, maybe reduce the parking

standards
- Identity = the shopping area
- Problem is connections for all modes of transport
- Oak St is not good for pedestrians
- 224 is clear a major barrier as is the railroad
- Live work or redevelopment
- Identity = retail, shopping, medical, some recreation (bowling)
- Connection of 4 neighborhoods – family oriented to draw in people
- Recreational opportunities on the McFarland site. Outdoor courts?
- Auto centric, designed for cars
- Sidewalk improvements should be more open and park like, setbacks are important, not parking but open space
- Possible community center on the McFarland site
- Central Milwaukie is all about convenience! One stop shopping
- Crossing 224 is very difficult to pedestrians
- Tree area owned by the RR is probably not developable but its empty
- The providence vacant lot is good for redevelopment
- Bowling alley and gas station could be redesigned or redeveloped
- The residential area could convert to live-work
- The area is a necessity, it's convenient
- The identity that it is really not so bad
- Potential for food carts or events
- Higher quality retailers would be nice

Key Questions Exercise During PAC Meeting #7:

1. What are the major landmarks and activity areas here?

- Hwy 224 – barriers to bikes and pedestrians; prevents people from continuing to downtown or to outside areas; lights and access; concerns about walk signal length; per TSP all three Hwy 224 intersections need improvement
- 37th and Railroad not a ped/bike friendly area; getting into Marketplace is difficult
- Railroad crossings are barriers and difficult for bikes and peds
- Monroe St – more stop signs; longer signal
- 32nd to Oak St needs improvement – N/S connection
- 37th and Oak St main access to services but difficult access
- Bike Connections - No bike connection from north downtown into central Milwaukie via 32nd Ave; want for bike path along tracks from 29th Ave (end of bikeway) to Railroad Ave; general need for more connections
- Better connections with downtown for specialty retail, etc.
- Connections through Murphy site – issue at Harrison St.

2. Are there other development opportunities besides the Murphy and McFarland sites?

- Residential area, housing block/more intense housing, cottage cluster/incubator space
- Providence Hospital area: parking lot, co-locate medical/hospital support services
- Milwaukie Bowl/Oak St area – redevelopment/something bigger? Better cross access
- Hillside Park redevelopment
- Vacant site south of marketplace on 37th
- Upgrade 32nd to encourage more activity
- Comments: Need for public spaces and recreation facilities for community; high parking standards and regulation impediment

3. What is the identity of this area? What can help create identity here?

Identity:
- Convenient, everyday commercial area: shopping, medical offices, restaurants
- Family-oriented area: bowling, shopping, Mike's Drive-In
- Nexus of four neighborhoods: like a hub or junction for Milwaukie
- Car-centric, boring, one-stop necessity area

What could help create more identity:

- More accessible and friendlier for pedestrians and bikes; less car-centric
- More density and activity: higher-quality businesses, food carts or other draw, events, focal point (like the Bomber)
- Residential housing block, neighborhood hub
- Wider, more parkway-like sidewalks and features; landscaping along building frontages

Input from PAC Meeting #8:

Discussing the guiding principles and the fundamental concepts.

Live polling, 12 respondents

Guiding Principles

1. Foster a sense of place in Central Milwaukie, promote an identity and a vision.

Responses	Percent	Count
Strongly support	67%	8
Somewhat support	25%	3
Neutral	8%	1
Somewhat oppose	0%	0
Strongly oppose	0%	0
Totals	100%	12

2. Maintain and improve Central Milwaukie as the City's primary commercial center.

Responses	Percent	Count
Strongly support	58%	7
Somewhat support	33%	4
Neutral	8%	1
Somewhat oppose	0%	0
Strongly oppose	0%	0
Totals	100	12

3. Enhance the area's value to the community?

Responses	Percent	Count
Strongly support	64%	7
Somewhat support	9%	1
Neutral	27	3
Somewhat oppose	0%	0
Strongly oppose	0%	0
Totals	100%	11

4. Enhance economic opportunities in the area.

Responses	Percent	Count
Strongly support	75%	9
Somewhat support	25%	3
Neutral	0%	0
Somewhat oppose	0%	0
Strongly oppose	0%	0
Totals	100%	12

5. Add residential uses to create a district that is lively and active.

Responses	Percent	Count
Strongly support	50%	6
Somewhat support	33%	4
Neutral	8%	1
Somewhat oppose	0%	0
Strongly oppose	8%	1
Totals	100%	12

6. Maintain an overall character complementary to and protective of surrounding neighborhoods.

Responses	Percent	Count
Strongly support	42%	5
Somewhat support	25%	3
Neutral	33%	4
Somewhat oppose	0%	0
Strongly oppose	0%	0
Totals	100%	12

Fundamental Concepts

1. Improve access to and within the area for pedestrians, cyclists and vehicles.

Responses	Percent	Count
Strongly support	58%	7
Somewhat support	25%	3
Neutral	17%	2
Somewhat oppose	0%	0
Strongly oppose	0%	0
Totals	100%	12

2. Facilitate development of the Murphy and McFarland opportunity sites.

Responses	Percent	Count
Strongly support	83%	10
Somewhat support	8%	1
Neutral	8%	1
Somewhat oppose	0%	0
Strongly oppose	0%	0
Totals	100%	12

3. Promote high-quality, human-scale urban design that is complementary to the surrounding area.

Responses	Percent	Count
Strongly support	58%	7
Somewhat support	25%	3
Neutral	17%	2
Somewhat oppose	0%	0
Strongly oppose	0%	0
Totals	100%	12

4. Integrate a range of housing types into new mixed use development.

Responses	Percent	Count
Strongly support	42%	5
Somewhat support	17%	2
Neutral	25%	3
Somewhat oppose	17%	2
Strongly oppose	0%	0
Totals	100%	12

5. Improve connectivity within the district with easily-accessible multimodal pathways that are safe and attractive.

Responses	Percent	Count
Strongly support	55%	6
Somewhat support	9%	1
Neutral	27%	3
Somewhat oppose	9%	1
Strongly oppose	0%	0
Totals	100%	11

6. Improve external connections to the district.

Responses	Percent	Count
Strongly support	58%	7
Somewhat support	8%	1
Neutral	33%	4
Somewhat oppose	0%	0
Strongly oppose	0%	0
Totals	100%	12

Map Exercise

Post it notes and markers next to maps of the transportation/circulation diagram and the proposed land use and urban design diagram.

Transportation/Circulation Diagram Comments:

- Concerned about additional crosswalk across Oak St from Oak St Square to Milwaukie Marketplace, it's dangerous to pull out in a car already.

Transportation Projects Comments:

- Add marked pedestrian crosswalk and phasing to the west of the intersection at Harrison St and 32nd Ave "This would be safe for pedestrians, right turn from 32nd onto Harrison."
- I feel like there is a lot of discussion about bike and pedestrian improvements but there are vehicular safety improvements to consider too.
- Railroad Property; don't do anything to encourage trespassing on the railroad tracks.
- Improve pedestrian crossings between Oak St Square and Milwaukie Marketplace. "Too dangerous for pedestrians to cross Oak St from Milwaukie Marketplace."

Land Use and Urban Design Diagram Comments:

- Murphy Site: Screen commercial and flex space from Clackamas County Housing Authority units.
- Return ROW of 31st St to the owner if the road is closed when development occurs.
- Murphy Site: Do we need more than one way for bikes to travel? Can't they have their

own pathway through the site?
- Both Murphy and McFarland Sites: Do not bring buildings to the sidewalk, leave space for plantings, grass and landscaping.
- McFarland Site: I dislike the idea of multifamily housing so close to the railroad tracks.
- Split Monroe bikes off Oak, use Harrison/ Railroad east bound and 32nd to Harrison west bound.
- McFarland Site: It's very important to apply the residential edge treatment. It should improve livability, not detract.

Land Use and Urban Design Concepts Comments:
- Maintain lawn, landscaping and plantings between buildings and sidewalk.
- Apply Flex/Industrial Overlay to a portion of the Murphy site. Change to: "Apply Flex/ Industrial Overlay all the way to Harrison on the Murphy site."

Stakeholder Input

Coordination between private property owners, neighborhood and community stakeholders and the City Council is important to the success of the Central Milwaukie. Engagement between these groups early on in the planning process means that issues and concerns were identified and addressed early on, mitigating problems down the road. The City conducted numerous stakeholder interviews to gain insight into the needs of property owners, community groups and key stakeholders and to gather ideas for how the opportunity sites can be developed to help meet their needs and concerns.

Central Milwaukie Land Use & Transportation Plan

City of Milwaukie
January 2015