

Underline/Strikeout Amendments

Comprehensive Plan

CHAPTER 4 — LAND USE

RESIDENTIAL LAND USE AND HOUSING ELEMENT

OBJECTIVE #2 — RESIDENTIAL LAND USE: DENSITY AND LOCATION

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

Planning Concept

The most basic concept underlying residential land use policy in Milwaukie is that the City is and will continue to be composed primarily of single family neighborhoods. Housing types resulting in higher densities are to be concentrated in order to support public transportation services and major commercial centers, have close proximity to major streets, and to lessen the impact of through traffic on single family areas. A range of housing types is encouraged in all areas of the City, as long as the character of existing neighborhoods is not dramatically altered by new development. The Land Use Plan for the City, Map 78, shows how residential areas of differing density will be distributed throughout the City.

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

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Zone Abbr.	Gross Unconstrained Vacant Land (Gross Vacant Buildable Land—Outside TownCenter)	Gross Unconstrained Vacant Land Minus Needed Schools, Park, Church, and Street (Net Vacant Buildable Land—Outside Town-Centers)	Min. Lot Area Per Unit	Max. Res. DU Per Net Acre	With Underbuild (DU Per Net Acre × .97)	DU Estimate (Outside Town Center)	Addnl. DU from Possible Infill (Outside Town Center)	DU Estimate from Vacant Redevelopable Land in the Town Center
R-10	8.31	7.41	40,000	4.36	4.23	36	83	
R-7	19.53	17.95	7,000	6.22	6.04	113	550	
R-5	6.37	5.55	5,000	8.71	8.45	50	221	
R-3	0.12	0.12	3,750	11.62	11.27	1	0	
R-2.5	0.00	0.00	2,000	21.78	21.13	0	0	
R-2	0.00	0.00	2,000	21.78	21.13	0	0	
R-1	0.00	0.00	2,000	21.78	21.13	0	0	
R-1-B	0.00	0.00	2,000	21.78	21.13	0	0	
Totals	34.33	31.03				200	854	1,773

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

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

Policies

1. Residential densities will be based on the following net* density ranges:

Low Density (Zones R-10, R-7) - up to 6.2 units per net acre

Moderate Density (Zone R-5) - 6.3 to 8.7 units per net acre

Medium Density (Zones R-3, R-2.5, R-2) - 8.8 to 21.1 units per net acre

High Density (Zones R-1, R-1-B) - 21.2 to 24.0 units per net acre

Town Center: Downtown Mixed Use Zone (Zone DMU) - 10 to 40+ units per net acre

Town Center: Outside of Downtown (Zone GMU) (~~Zone R-O-C~~) - 25 to 50 units per net acre

Commercial (Zone GMU) – 25 to 50 units per net acre

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

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

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6. High Density in Mixed-Use Areas will be based on the following policies:
- a. Within the Mixed Use Area designated on Map 78, a range of different uses including residential, commercial and office are allowed and encouraged. It is expected that redevelopment will be required to implement these policies, and that single structures containing different uses will be the predominant building type.
 - d. High Density residential uses will be allowed on all levels. ~~At least fifty (50) percent of the floor area within a project must be used for residential purposes.~~
 - e. ~~Within the Mixed Use Area, a residential density bonus of fifteen (15) percent over the allowable density may be granted in exchange for exceptional design quality or special project amenities.~~
 - f. All parking must be contained within a project.
7. Town Center Areas will be designated based on the following policies:
- a. Town Center areas are those sites identified within the subareas depicted on the Subareas Map in the Town Center Master Plan as suitable for redevelopment. Within the Town Center areas designated on Map 78, mixed-use development combining residential high density housing with retail, service commercial, and/or offices is encouraged. For a very limited area within Central Milwaukie, as identified in the Central Milwaukie Land Use and Transportation Plan, some employee-intensive uses are also appropriate. This is intended to foster a Town Center environment in accordance with the Town Center Master Plan and Central Milwaukie Land Use and Transportation Plan. For properties in Central Milwaukie, the vision and policies in the Central Milwaukie Land Use and Transportation Plan supersede any specific site design schematics in the Town Center Master Plan.
 - b. The Downtown and Riverfront Land Use Framework Plan and the Downtown Mixed Use Zone shall implement Subarea 1 of the Town Center Master Plan.
 - e. ~~Outside of the Downtown and Riverfront Land Use Framework Plan area, the Residential-Office-Commercial (R-O-C) Zone is the most appropriate zone for the Town Center Area.~~
 - e. The Town Center Area shall be served by multimodal transportation options; therefore, on-street parking, shared parking, and enclosed parking are the most appropriate parking options in the Town Center Area. ~~Off-street surface parking is to be discouraged.~~
 - e. A variety of higher density housing is desired in a designated Town Center Area, and the City shall work cooperatively with the private sector to provide a diverse range of affordable housing.
 - f. ~~Residential densities in the Downtown Mixed Use Zone are in the range of 10 to 40+ dwelling units per net acre. Residential densities in the portion of the Town Center outside of Downtown are in the range of 25 to 50 units per net acre.~~

OBJECTIVE #5 — HOUSING CHOICE

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

Planning Concept

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

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

Policies

1. The City will encourage the development of infill housing that uses innovative development techniques for the purpose of reducing housing costs as well as creating an attractive living environment. Such techniques may include the reduction of lot size standards in established neighborhoods; allowing duplex housing units in appropriate areas; and encouraging the construction of small housing units. The Milwaukie Zoning Code has development and design standards that help ensure infill development is compatible with its surroundings. ~~A design review process shall be used within the Mixed Use Overlay Zone to assure that infill development is suitable in a given location.~~

ECONOMIC BASE AND INDUSTRIAL/ COMMERCIAL LAND USE ELEMENT

OBJECTIVE #1 — ECONOMIC DEVELOPMENT

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

Planning Concepts

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

Policies

10. The City will implement the Town Center Master Plan and Central Milwaukie Land Use and Transportation Plan to promote economic development based on compatible mixed uses within the designated Town Center areas. For properties in Central Milwaukie, the vision and policies in the Central Milwaukie Land Use and Transportation Plan supersede any specific site design schematics in the Town Center Master Plan.

OBJECTIVE #2 — EMPLOYMENT OPPORTUNITY

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

Policies

5. The Downtown Mixed Use and General Mixed Use Zones, and the Flex Space Overlay Zone ~~Mixed Use Overlay Zone and the Residential Office Commercial Zone~~ shall be applied to lands designated within the Town Center Area to foster economic opportunity.

OBJECTIVE #4 — INDUSTRIAL LAND USE

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

Policies

1. New industrial uses will be confined to the three major industrial areas in the City: Milwaukie Industrial Park, Omark industrial area, and the Johnson Creek industrial area, as shown on Map 78.
3. Lands designated for industrial use as shown on Map 78, Land Use, should be reserved for industrial, manufacturing, distribution, and supporting land uses, except where otherwise

indicated in the Tacoma Station Area Plan and the Central Milwaukie Land Use and Transportation Plan.

OBJECTIVE #6 — COMMERCIAL LAND USE

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

Planning Concepts

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

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

Policies

1. New commercial developments or redevelopments shall be located in designated areas unless expansion or creation of a new commercial designated area is justified as per Policy 2, below.
 2. Expansion or creation of commercial designated areas will be evaluated against the following criteria: (a) those having an historical commitment to commercial use, (b) access to a transportation network appropriate for the scale of development proposed, (c) significant traffic increase shall not result on streets of collector or less status serving low density residential areas, (d) that no more suitable location(s) exist within the City for this designation, (e) that zoning allowed by the designation is compatible with adjacent uses, and (f) compliance with all applicable Plan policies, ~~including the Town Center Master Plan.~~
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OBJECTIVE #8 — COMMERCIAL LAND USE: COMMUNITY CENTER

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

Policies

- ~~6. The Town Center Master Plan design guidelines shall apply to major renovations undertaken within the C-CS Zone.~~
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OBJECTIVE #9 — COMMERCIAL LAND USE: DISTRICT CENTERS

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

Planning Concepts

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

Policies

1. The two District Centers within the City, shown on Map ~~7~~8, will be the primary commercial areas providing for the day-to-day shopping needs of City residents.
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OBJECTIVE #12 — TOWN CENTER

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

Planning Concepts

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

The future role for the downtown as a Town Center will revitalize the area as a focus of community identity and pride. The community also realizes the potential for waterfront

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development as a downtown focal point for enhancing existing and attracting new businesses and residential development within the Town Center. The role of Central Milwaukie as a Town Center is specified in Objective #16.

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

Policies

1. Downtown Milwaukie, and specifically those lands designated as Town Center on Map 78, will be considered a Town Center, serving area-wide needs as well as the needs of local residents.
2. Through adoption of the Downtown and Riverfront Land Use Framework Plan, implementing zones and other measures, opportunity for mixed-use development will be ensured to establish downtown Milwaukie as a Town Center.

OBJECTIVE #15 TACOMA STATION AREA

To adopt and implement the Tacoma Station Area Plan as an ancillary document to the Comprehensive Plan and acknowledge the Tacoma station area boundary as shown on Map 78.

Policies

2. The Tacoma Station Area Overlay Zone boundary includes those lands shown on Map 78.

OBJECTIVE #16 – CENTRAL MILWAUKIE

To adopt and implement the Central Milwaukie Land Use and Transportation Plan as an ancillary document to the Comprehensive Plan and acknowledge the Central Milwaukie boundary as shown on Map 7.

Planning Concepts

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

Policies

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

5. The City will encourage a mix of uses, including commercial, office, institutional and a range of housing types, within Central Milwaukie.
6. The City will work to improve connectivity to and within Central Milwaukie, particularly for pedestrians and cyclists.
7. The City will encourage high-quality urban design and traffic management.

Updates for Section References and Housekeeping Only

CHAPTER 3 — ENVIRONMENTAL AND NATURAL RESOURCES

OPEN SPACES, SCENIC AREAS, AND NATURAL RESOURCES ELEMENT

OBJECTIVE #1 — OPEN SPACE, second paragraph

Within this plan, the term “open space” is intended to define and designate vacant land which will remain undeveloped in accordance with the Willamette Greenway Program, natural area designation, or other land use requirements. Open space includes those areas designated as Public on the Land Use Map (Map 78) and as “water quality resources” and “habitat conservation areas” on the Natural Resources Map (Map 5). Public open spaces include existing City-owned parks and City-owned lands in natural areas. Development in these areas would be subject to Zoning Ordinance requirements for natural resources, if in a natural area, and/or the Parks and Recreation Master Plan, which guides park development within the City.

OBJECTIVE #1 — OPEN SPACE, Policy 11

11. With the exception of the Kellogg Wastewater Treatment Plant and the land surrounding the plant, the City will designate as Public Lands those areas which are existing parks or publicly utilized areas, or City owned properties containing natural resources, and will assure that these areas are managed according to open space policies, natural resource policies, and parks and recreation policies, as appropriate. Areas designated Public Lands shall be identified on the Land Use Map (Map 78).
-

CHAPTER 4 — LAND USE

ECONOMIC BASE AND INDUSTRIAL/ COMMERCIAL LAND USE ELEMENT

Background and Planning Concepts, last paragraph

Policies in this Economic Base and Industrial/Commercial Land Use Element together with technical studies and inventories found in the Industrial and Commercial Land Use working paper, the Community Needs Survey, “Community Development in Milwaukie: Problems, Prospects, Policies,” by Lord and LeBlanc, 1977, “Economic Development Commission Recommendations,” 1979, the Economic Background and Discussion Document, 1987, the Community Questionnaire and the Portland General Electric Business Retention and Expansion Assessment and the Riverfront Market Analysis, 1986, address the Statewide Planning Goals 2 and 9. The Town Center Master Plan contains guidance for identifying select sites for mixed-use commercial development in the expanded city center. The Plan was influenced by the “Commercial, Housing and Transportation Working Groups Report,” 1997, and the “Economic Development Assessment for Milwaukie Regional Center Study Area” (Hovee) 1997.

RECREATIONAL NEEDS ELEMENT

Background and Planning Concepts, second paragraph

The recreational needs most often identified by City residents are parks and facilities for adults wanting active recreational opportunities. North Clackamas Park, a 45 acre site containing facilities for baseball, soccer, equestrian activities, picnicking, and a community center, is the major City-owned park facility meeting many of these needs. In addition, several school sites throughout the City provide open space, and play areas. Agreements between North Clackamas School District and the City have resulted in the construction of tennis courts on school property for joint school/community use. The Parks and Recreation Master Plan will contain a more complete description of current City-owned parks and other public facilities, as well as demand for park facilities now and in the future. Map 78 shows the location of existing public park and other facilities.

OBJECTIVE #7 — RIVERFRONT RECREATION, Planning Concepts

The Willamette River shoreland and waterways offer the most significant potential to improve recreational opportunities in Milwaukie. A 1979 Port of Portland report and a 1986 Marketing Study analyzed the feasibility for developing the City boat launch area as a marina. A marina near downtown, linked with public lands such as the grounds of the Kellogg Wastewater Treatment Plant, Elk Rock Island, and Spring Park would form a riverfront corridor providing a variety of river-oriented experiences. Even more significant is the notion of the riverfront area linked to the proposed 40-mile loop trail system (see Map 89) with potential for a southern arm extending to North Clackamas Park.

OBJECTIVE #7 — RIVERFRONT RECREATION, Policy 3

3. Public and private uses shall be combined in any mixed-use development in the commercial area along the Willamette River. Any mixed-use development shall include public access and open space considerations along the length of the riverfront connecting to existing paths. Other public uses may include a public gathering place, such as an amphitheater, or a marina or other special use facilities.
-

WILLAMETTE GREENWAY ELEMENT

OBJECTIVE #3 — LAND USE, Policy 1

1. The land use designations on Map 78 will serve as guidelines for establishing the Greenway Design Plan.
-

NEIGHBORHOOD ELEMENT

OBJECTIVE #3 — KING ROAD NEIGHBORHOOD CENTER, Policy 1

1. The area shown on the King Road Neighborhood Center Map (Map 89) provides conceptual boundaries for the neighborhood center. Comprehensive Plan map or text

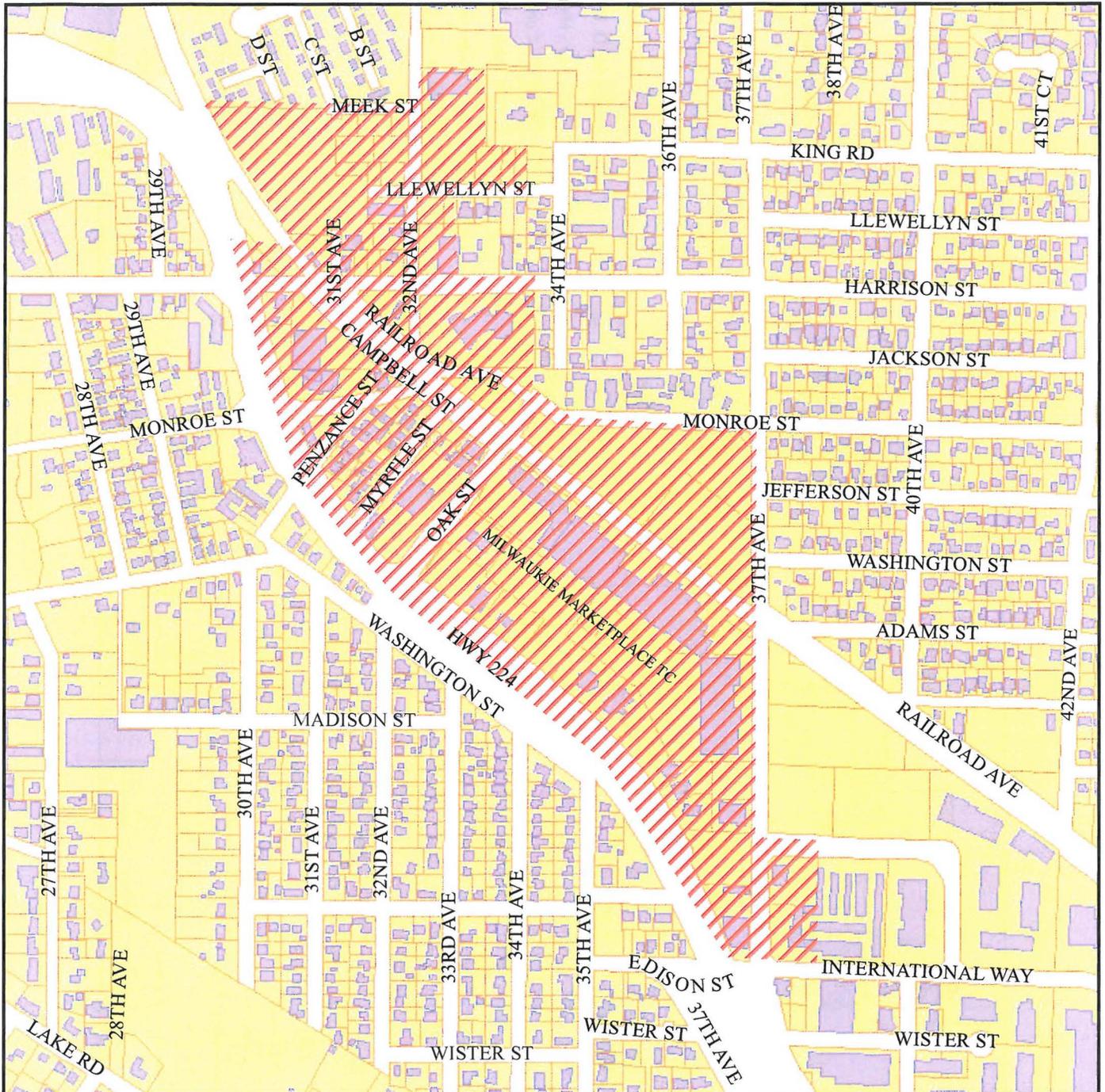
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amendments or future zoning map text or map amendments in the area should be consistent with the neighborhood center policies

CENTRAL MILWAUKIE PROJECT AREA

Milwaukie Comprehensive Plan

Map 7



Adopted Ord. # _____, effective DATE

 Central Milwaukie Project Area



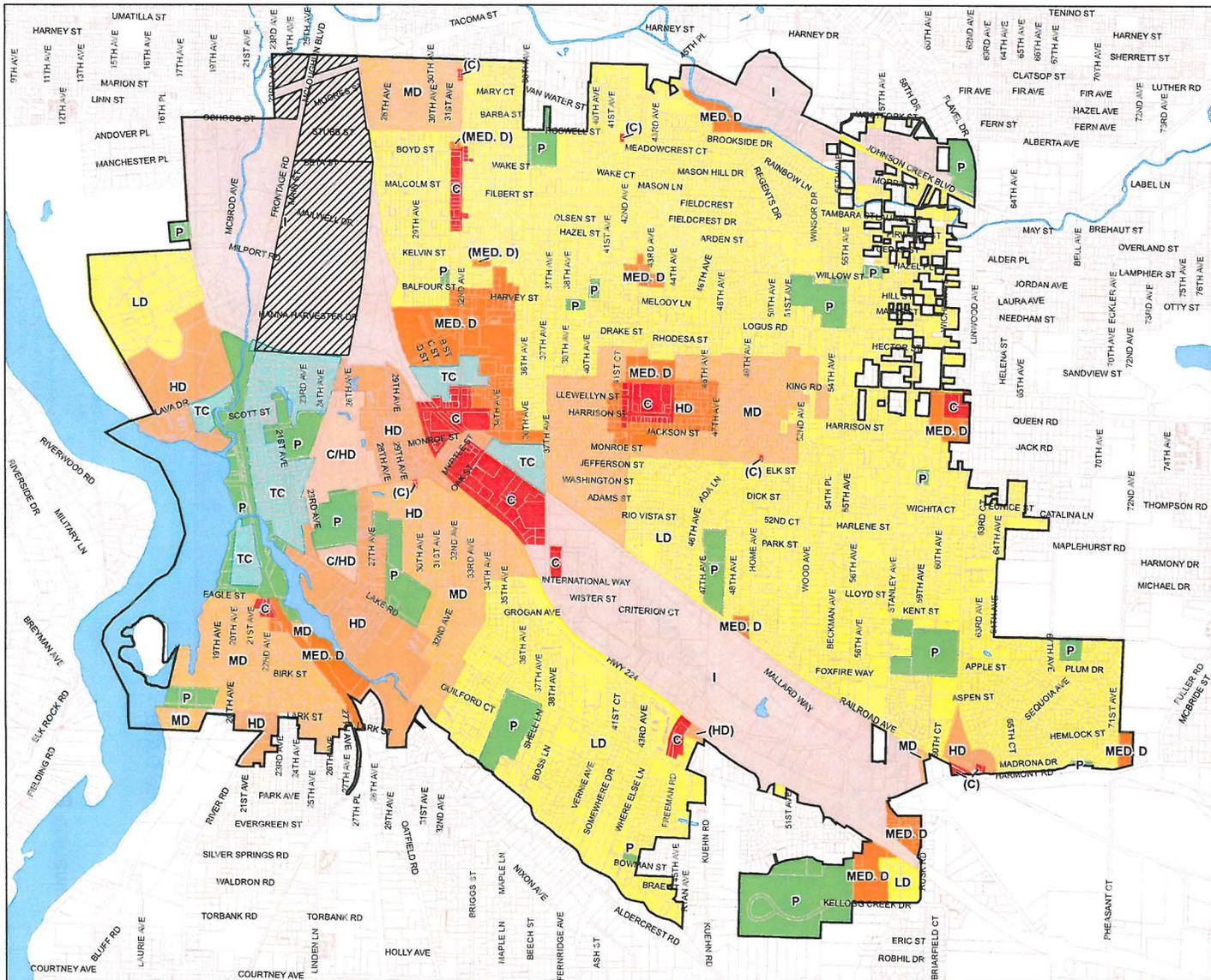
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Data Sources: City of Milwaukie GIS
Clackamas County GIS
Metro Data Resource Center

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LAND USE

Milwaukie Comprehensive Plan Map 8.7

- City Boundary
- Water Body
- LD - Low Density
- MD - Moderate Density
- MED. D - Medium Density
- HD - High Density
- C - Commercial
- C/HD - Mixed Use
- I - Industrial
- P - Public
- TC - Town Center
- Tacoma Station Area Overlay



Revised Ord. # _____, effective DATE

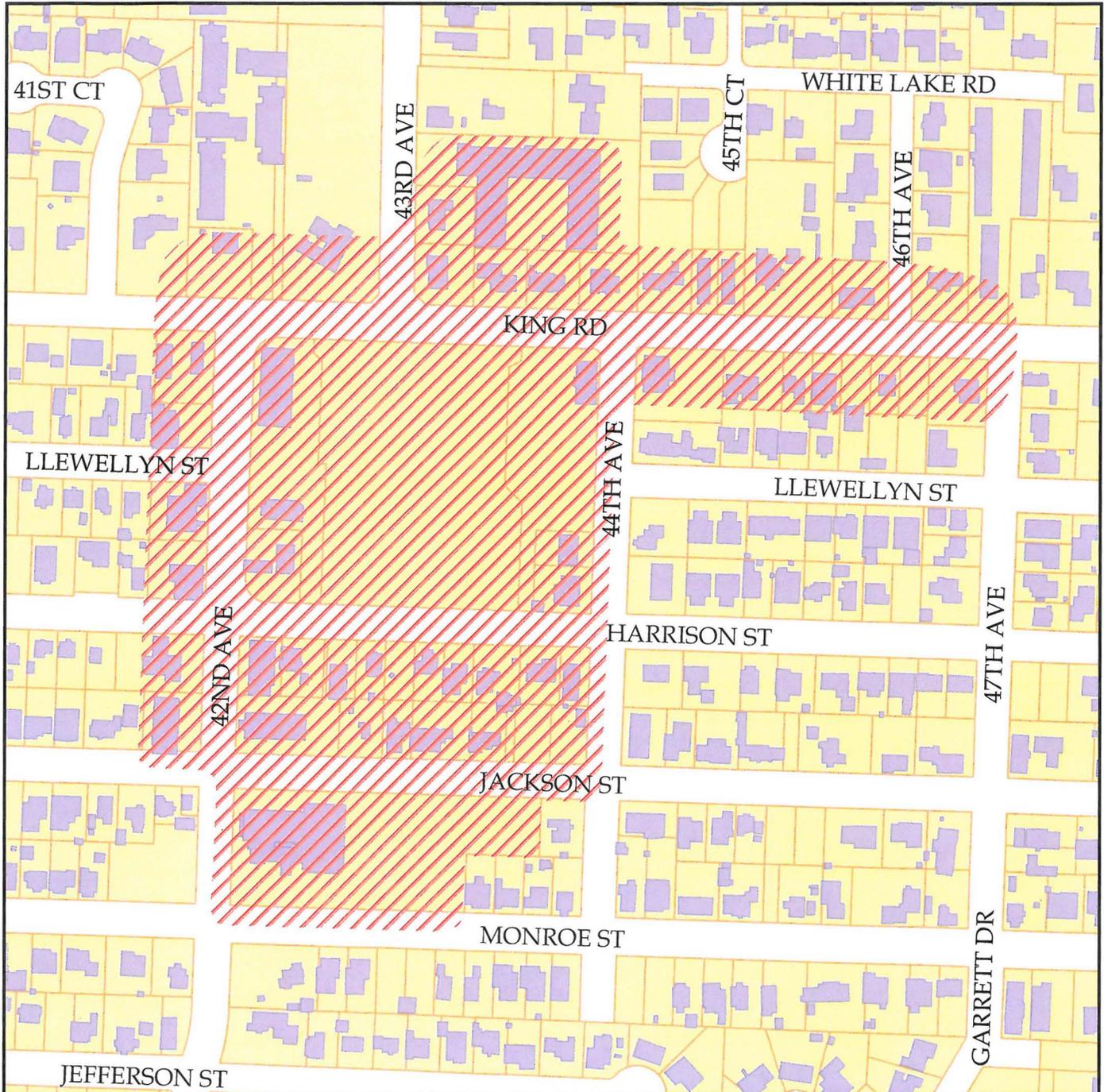
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KING ROAD NEIGHBORHOOD CENTER

Milwaukie Comprehensive Plan

Map 9-8



Adopted Ord. #1877, effective Sept. 28, 2000
 Revised Ord. # _____, effective DATE

 Area of Neighborhood Center Plan



Path: M:\all_projects\comp_plan\map9 Proposed.mxd

Data Sources: City of Milwaukie GIS
 Clackamas County GIS
 Metro Data Resource Center

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