
Milwaukie CCEP: Background Memo

August 15, 2013

Prepared for:

The City of Milwaukie

Preliminary Draft Report

For Discussion Only. Do Not Cite or Quote.

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1 Introduction

This Background Memo was written for the City of Milwaukie Commercial Core Enhancement Program (CCEP), Task 1: Project Launch. The primary purpose of the document is to educate the CCEP Consultant Team on the various studies that have been conducted over the past two decades that provide a foundation for the CCEP analysis. An additional purpose of this document is to provide the City of Milwaukie and other interested parties with one comprehensive document that summarizes all of these past studies in a consistent manner.

For this Background Memo, the Consultant Team reviewed 53 documents ranging in length from a single page to more than 500 pages, and dating as far back as June of 1997, and as recently as June of 2013. The remainder of this report is organized with a report section dedicated to each of the documents. Each report section shares a similar format, describing the contents of each document as they relate to four general topic areas: (1) Goals, vision, and policies, (2) Land Use, (3) Transportation, and (4) Development Feasibility. Each section is specific about which geographic areas are of relevance, including Downtown Milwaukie, Central Milwaukie, Neighborhood Main Streets, and Opportunity Sites.¹ Attached to this document is a matrix that provides a summary of how these many documents are related to the various geographies and issues that are central to the CCEP project.

Although each document is not necessarily specific to one geographic area (for example the Transportation System Plan provides guidance on transportation issues for the entire City of Milwaukie), we have organized the report as best as possible according to geography, with reports presented in chronological order. Below is a list of the documents described in this Background Memo.

Downtown and/or citywide

- Removal of Code Obstacles to Smart Development, City of Milwaukie, Final Report. June 30, 1997. Lennertz Coyle & Associates. 68 pages.
- Economic Development Assessment for Milwaukie Regional Center Study Area. August 1997. E.D. Hovee & Company. 42 pages.
- Regional Center Master Plan. December 2, 1997. City of Milwaukie. 131 pages.
- Milwaukie Downtown and Riverfront Land Use Framework Plan. September 19, 2000. City of Milwaukie. 26 pages.
- Milwaukie Downtown and Riverfront Plan. Public Area Requirements. September 19, 2000. City of Milwaukie. 98 pages.

¹ At the time this Background Memo was written, five Opportunity Sites had been identified for the CCEP project: (1) Murphy, (2) McFarland, (3) Texaco, (4) Cash Spot, and (5) Triangle.

- Focused Phase 1 Environmental Site Assessment McLoughlin Boulevard Retrofit Project. Otak and HWA GeoSciences, Inc. May 4, 2001. 36 pages.
- Milwaukie Downtown Design Guidelines. City of Milwaukie. April 1, 2003. 64 pages.
- Downtown Plan Implementation (Graphic). 1 page.
- Elements of Plan to Revisit (Graphic). 1 page.
- Milwaukie's Next Steps Project: An Implementation Plan for Downtown Revitalization: Addendum to Report. October 2003. 14 pages.
- An Assessment of the Marginal Impact of Urban Amenities on Residential Pricing. June 2007. Johnson Gardner. 53 pages.
- City of Milwaukie, Transportation System Plan. December 4, 2007. DKS Associates.
- Parking Standards/Site Development Analysis (Memo). From Jeff Tashman, Nancy Guitteau (Urban Land Economics), Allison Wildman (SERA Architects) to Alex Campbell, Kenny Asher, and Katie Mangle. July 27, 2009. 20 pages.
- City of Milwaukie Code Assessment Final Report. Angelo Planning Group. August 2009. 89 pages.
- Downtown Milwaukie Market Analysis & Business Development Strategy. Marketek. September 2009. 62 pages.
- Milwaukie Urban Renewal District Feasibility Study: Deliverable #1: Market Analysis and Projected Redevelopment. May 2009. Urban Land Economics, Tashman Johnson, Elaine Howard Consulting. 26 pages.
- Milwaukie Urban Renewal District Feasibility Study: Deliverable #2: Tax Increment Revenue Projections. September 2009. Tashman Johnson, Urban Land Economics, Elaine Howard Consulting, SERA Architects. 13 pages.
- Milwaukie Urban Renewal Feasibility Study. Deliverable #3: Priority Urban Renewal Projects. May 2010. Tashman Johnson, Urban Land Economics, Elaine Howard Consulting, SERA Architects. 5 pages.
- Downtown Milwaukie Retail Strategy (Memo). From Jon Kellogg, Commercial Realty Advisors NW to Tad Savinar. June 1, 2010. 7 pages.
- Downtown Plan Refresh Background Memo #1: Summary of Milwaukie's Downtown Plan (Memo). From Katie Mangle to Kenny Asher. June 8, 2010. 8 pages.
- Downtown Plan Refresh Background Memo #2: History of Downtown Milwaukie Programs, Studies, and Plans (Memo). From Li Alligood to Kenny Asher and Katie Mangle. May 24, 2010. 7 pages.
- Downtown Plan Refresh Background memo #3: Metro Functional Plan Compliance History (Memo). From Li Alligood to Katie Mangle. June 18, 2010. 8 pages.
- Downtown Plan Refresh Background Memo #4: Historic Downtown Development Patterns (Memo). From Li Alligood to Katie Mangle. September 1, 2010. 33 pages.
- Downtown Plan Refresh Background Memo #5: Milwaukie Light Rail Station Area Zoning Analysis (Memo). From Li Alligood to Kenny Asher. August 17, 2012. 22 pages.

- History of Planning in Central Milwaukie (Memo). From Ryan Marquardt to Kenny Asher and Katie Mangle. February 25, 2011. 12 pages.
- Overview of PARs in the Milwaukie Area. Li Alligood, City of Milwaukie. August 28, 2012. 2 pages.
- Milwaukie City Council Ordinance No. 2059, and Downtown Zoning Code Amendment. February 14, 2013. 6 pages.
- Fresh Look Milwaukie: Downtown Road Map: Policy Recommendations Report. Align Planning. June 2013. 68 pages.
- Fresh Look Milwaukie: Downtown Road Map: Existing Conditions Report: Appendix D. Align Planning. June 2013. 43 pages.
- Fresh Look Milwaukie: Downtown Road Map: Public Outreach Findings Report: Appendix E – Volume 1 (Findings). 58 pages.

Light rail and South Downtown

- Light Rail and Development Perspectives (Memo). From Kim Knox, David Davies (SOJ) to Kenny Asher. July 14, 2008. 3 pages.
- Recommendations to the City of Milwaukie, Oregon for the South Downtown Project. Johnson Reid LLC, Structura Naturalis Inc., Citiventure Associates LLC. June 28, 2010. 8 pages.
- South Corridor Portland-Milwaukie Light Rail Project: Final Environmental Impact Statement. October 2010. Metro, TriMet, and the Federal Transit Administration. 579 pages.
- South Downtown Concept Plan. Walker Macy. August 2011. 40 pages.
- South Downtown Concept Plan – Res. 82-2011, Attachment 1 Exhibit C. September 2011. City of Milwaukie. 4 pages.
- Tacoma Station Area Plan. June 5, 2013. City of Milwaukie. 156 pages.

Neighborhood Main Streets

- Neighborhood Main Streets Existing Conditions Report. June 2012. Horizon Planning. 63 pages.
- Neighborhood Main Streets Project: Public Involvement Report. June 2012. Horizon Planning. 77 pages.
- Neighborhood Main Streets Project: Final Recommendations. June 2012. Horizon Planning. 58 pages.
- Neighborhood Main Streets: A Plan for Revitalizing Milwaukie’s Neighborhood Commercial Areas. June 2012. Horizon Planning. 46 pages.

Opportunity Sites

Texaco Site

- Milwaukie Texaco Site, Mixed Use. Metro. Ankrom Moisan Associated Architects. June 22, 2006. 10 pages.

Cash Spot

- Cash Spot Title. First American Title Insurance Company of Oregon. 11 pages.
- Cash Spot Development Concept. December 9, 2010. Cavanaugh & Cavanaugh LLC. 12 pages.

McFarland

- City of Milwaukie Pre-Application Conference Report (Project ID#: 06-019PA). June 22, 2006. City of Milwaukie. 9 pages.
- Environmental Cleanup Site Information (ECSI) Database: Site Summary Report – Details for Site ID 3331. December 5, 2006. Oregon DEQ. 1 page. Final memo and Recommendations – Highway 224/Oak Street Study Area(s) (Memo). From Angelo Planning Group to Katie Mangle. January 24, 2007. 13 pages.

Murphy

- Letter from Bogle & Gates to City of Milwaukie Regarding: City Community Development File No. CPA 97-01; Regional Center Master Plan/Murphy Plywood Site Alternative Request for Exclusion from Regional Center Boundary or for Simultaneous Business Industrial Designation. November 25, 1997. Bogle & Gates. 6 pages.
- Environmental Cleanup Site Information (ECSI) Database: Site Summary Report – Details for Site ID 280. August, 2010. Oregon DEQ. 1 page.
- City of Milwaukie Pre-Application Conference Report (Project ID#: 07-014PA). June 7, 2007. City of Milwaukie. 7 pages.

Triangle/TOD Site

- TOD Potential at Milwaukie South Downtown Station. September 12, 2009. PB PlaceMaking. 3 pages.
- City of Milwaukie Pre-Application Conference Report (Project ID#: 11-007PA). August 24, 2011. City of Milwaukie. 9 pages.
- Light Rail Station Building Joint Development Offering MOU Memo. August 26, 2011. Kenny Asher, City of Milwaukie. 12 pages.
- Milwaukie Light Rail Station Building Traffic Impact Study. January 2012. DKS Associates. 52 pages.

2 City of Milwaukie Comprehensive Plan

Date: 1989

Author: City of Milwaukie

The Comprehensive Plan is fundamentally a guide to the physical development of Milwaukie. It is the translation and reflection of the community's social and economic values into a scheme that describes where to build, what to preserve and conserve, where to rebuild, and how to direct growth. Plans are made to reach goals that are generally years away, but are useful as a guide in helping to make decisions today.

The Plan establishes broad City goals, and specific policies, which will realize or achieve those goals. The Plan contains six chapters, each having policy elements:

- Chapter 1. Citizen Involvement
- Chapter 2. Plan Review and Amendment Process
- Chapter 3. Environmental and Natural Resources
- Chapter 4. Land Use
- Chapter 5. Transportation, Public Facilities and Energy Conservation
- Chapter 6. City Growth and Governmental Relationships

2.1 Goals, vision, and policies

Citywide

Overriding management policies:

- Public and private actions will result in a net benefit for existing City residents and will contribute to the improvement of the local business and industrial economy.
- Existing natural resources and developments of character will be preserved, and new development will contribute to improving the quality of the living environment, and to a sense of citywide identity and pride.
- Neighborhoods, their identity, and security, will be maintained and enhanced by all actions resulting from public and private activities.
- Public facilities and services will adequately serve existing residents and businesses, and not be overburdened by new public or private development.

Objective number six of Chapter 4, Land Use, is 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. There are two policies to support this objective:

- New commercial developments or redevelopments shall be located in designated areas unless expansion or creation of new commercial designated area is justified as per Policy 2 below.
- 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 locations 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.

Downtown

The Land Use chapter of the Plan has an objective for “Town Center,” which includes Downtown and central Milwaukie. The objective is 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. The future role for the Downtown as a Town Center will revitalize the area as a focus of community identity and pride. The community also realizes the potential for waterfront development as a Downtown focal point for enhancing existing and attracting new businesses and residential development within the Town Center.

Central Milwaukie

Planning for Central Milwaukie has been done within the context of the City Comprehensive Plan and through the 1997 Regional Center Master Plan (described later in this document). Although the most recent version of the Comprehensive Plan is dated 1989, the original Comprehensive Plan was written in 1969, and has evolved over time. The 1969 Plan does not have specific recommendations for Central Milwaukie. The map that accompanied the Plan shows a mix of land uses for Central Milwaukie, including medium-density residential, industrial, high-density (presumably residential), commercial, and apartment/office/residential.

The 1979 Comprehensive Plan did not change significantly from the 1969 version, with regard to land uses for Central Milwaukie. Key provisions of the Plan with regard to industrial designations are:

- New industrial uses are encouraged to locate in the three major existing industrial areas.

The industrial site at 32nd and Harrison (Murphy site) is not identified as one of the areas appropriate for new industrial uses.

The 1989 Comprehensive Plan contained one major change from the 1979 plan. The area on the north side of Highway 224 and east of Oak Street changed from Industrial to Commercial. The Milwaukie Market Place site was designated as the one and only “Community Center” in the

Plan, which is a category of shopping center one step below a regional shopping center, and one step above a district center.

Neighborhood Main Streets

Key provisions of the 1979 Comprehensive Plan with regard to various land use designations are:

- Commercial – the commercial area on 32nd Ave. is identified as a commercial district center. Regarding the mixed-use nature of the area, the plan states it is the City’s intent to allow the zone to remain but not expand. Conversion from residential to commercial uses in this area are discouraged.

Chapter 4 of the 1989 Plan (Land Use) has a Neighborhood Element and defines five neighborhood areas. For “Neighborhood Area #2” (boundaries defined as the City limits to the north, SE 42nd Ave. to the east, King Road/Harrison Street on the south, and the Southern Pacific Railroad to the west), the Plan notes that a small commercial convenience center is located on SE 32nd Ave. Regarding the commercial area, the Plan includes a guideline to limit the 32nd Ave. commercial area to its present location, and encourage maintenance and rehabilitation of existing commercial facilities and surrounding areas.

For “Neighborhood Area #4” (boundaries defined as Harrison Street/King Road on the north, SE Wood Avenue on the east and Milwaukie Expressway/Hwy 224 to the south and west), the Plan notes that the Food Warehouse,² a district commercial center, is located south of King Road and serves the day-to-day shopping needs of many east Milwaukie residents. There are no guidelines related to this commercial center.

Chapter 4: Neighborhood Element - Objective #3 – King Road Neighborhood Center identifies the King Road Neighborhood Center as an area bounded by 44th Ave to the east, Monroe St to the south, ½ block west of 42nd Ave to the west, and ½ block north of King Rd to the north. The area also includes a multifamily development on 43rd Ave and extends ½ block on either side of King Rd to 47th Ave. This section recommends key considerations for future planning for the area, and the provision of:

- A mix of neighborhood scale retail, professional services, eating establishments, and entertainment uses
- Development standards that encourage building design and placement that enhances pedestrian access
- Mix of housing types
- Development standards that ensure adequate parking will be provided
- Incentives for transit oriented development.

² Now the Safeway site, included in the King Road Neighborhood Center area.

3 Removal of Code Obstacles to Smart Development

Date: June 30, 1997

Author: Lennertz, Coyle & Associates & SRI Shapiro

This study was funded by the Transportation Growth Management (TGM) program of the Oregon Department of Transportation and the Department of Land Conservation and Development. The intention of the project was to establish guidelines and principles for growing sustainable communities throughout Oregon. This study addresses the removal of regulatory code obstacles in the Milwaukie Zoning Ordinance.

3.1 Goals, vision, and policies

The State identified smart growth as:

- Using land and resources efficiently
- Providing a range of transportation choices
- Attractive to people

The State identified obstacles to smart development as:

- Local regulations
- Market conditions
- Development and process costs
- Financing
- Community opposition

The document includes an extensive section on case studies of various areas and buildings within Milwaukie. These case studies describe how smart growth principles could be applied to achieve more desirable future development. Based on those case studies, the Milwaukie zoning and subdivision ordinances were reviewed to target obstacles for smart development. Changes to the ordinances were identified. The proposed changes address commercial and residential development.

Proposed changes for commercial development

- Design standards:
 - Amend code requirements to incorporate principles of the “50% Rule” in Neighborhood Commercial and Limited Commercial zones.
 - Adopt design standards for public streets in commercial districts to incorporate on-street parking, landscaping between curb and sidewalk, wider sidewalks, and compatibility with adjacent residential uses.

- Provide a staff decision process for compliance with design standards, but allow a discretionary review process before the Planning Commission or an Architectural Review Board as an alternate track.
- Neighborhood Commercial
 - Small-scale retail and service businesses should be allowed as outright permitted uses.
 - Pedestrian-oriented home businesses and mixed-use buildings with a retail street frontage and residential uses above or behind the commercial space should be encouraged.
 - Revise yard and site design requirements to produce buildings with a strong pedestrian orientation and a relationship with streets and sidewalks.
 - Parking or drive aisles should not be allowed between a building and the primary pedestrian street.
 - Provide incentives for shared driveways between buildings, with parking located at the rear or sides.
 - Adopt compatibility standards to address building size, orientation, setbacks, and screening needs adjacent to residentially zoned properties.
- Limited Commercial
 - Allow mixed-use development with residential uses above or behind ground-floor commercial space as an outright permitted use.
 - Allow multiple-unit residential uses.
 - Limit the size of buildings to maintain a scale compatible with adjacent residential areas.
 - Adopt design requirements that ensure compatibility of commercial uses with adjacent residentially zoned areas.

Residential Development

- Land Use/Density
 - Attached complexes should be allowed in all residential zones, subject to compatibility standards.
 - Single-family dwellings should be a conditional use in high-density zones.
 - Secondary dwellings should be allowed in all zones and in separate buildings in all zones. The size limitation of the secondary dwelling should be more flexible.
 - The minimum SF per dwelling requirement should be reduced in the R-7 and R-5 zones. The minimum lot size should be reduced in the multifamily districts.
 - The density limitation (densities greater than 1 unit per 3,000 SF in R-1 and R-2 zones is only permitted when traffic does not go through a lower density area) should be eliminated.

- Lot depth/width requirements should be based on an average dimension. Width requirements should be eliminated for single-family attached development with access provided via permanent easements.
- Rear yard requirements in higher density zones should be reduced and modified to provide a usable yard area meeting certain dimensional requirements.
- Access
 - Access requirements should be changed to allow access onto private drives.
 - Standards requiring development to abut the street should be modified to require development to take access from a street or easement.
 - Flag lot standards should be amended to provide shared opportunities to access property with new private drive standards allowing access to multiple lots.
- Compatibility/Streetscapes
 - Eliminate the transition area requirement and address density transition through a design compatibility section.
 - Landscaping standards should be established to provide buffers between uses.
 - Street trees should be required along streets and accessways along flag lots.

4 Economic Development Assessment for Milwaukie Regional Center Study Area

Date: August 1997

Author: E.D. Hovee & Company

This study is intended to further the Milwaukie Regional Center concept by focusing on an assessment of current business mix and potential development scenarios, as well as achievable strategies for business recruitment and implementation. Specific purposes are to:

- Inventory existing retail/commercial uses within two Regional Center subareas (traditional downtown core and the hospital area).
- Formulate two alternative development scenarios for these areas reflecting an ideal mix of uses.
- Identify probable uses as part of a business mix targeted expansion and recruitment.
- Outline implementation strategies necessary to achieve selected redevelopment scenarios.

4.1 Development feasibility

Downtown

Inventory of existing retail/commercial uses

- Within the downtown subarea, 104 employers have been identified. The composition of employers includes: 27 retailers (including restaurants), 76 service sector firms, and 4 public sector entities. Employers downtown constitute a total downtown job base of 695 employees.
- With an estimated 170 employees at three locations, Dark Horse Publications is by far the single largest employer in the downtown. Dark Horse and their affiliated companies account for 25% of downtown area employment.
- After Dark Horse, the next largest employers are the Edwards Enterprise (50 employees), Milwaukie Junior High School (42 employees), and Libby's Restaurant & Lounge (25 employees).
- A complete list of all employers and their number of employees is included in the document.
- Downtown's business district is relatively compact, with most business activities occurring on or within one block of Main Street. The area of business use is clearly separated by housing to the northeast, McLoughlin Boulevard to the west, and public open space on the south.
- Property condition issues include:
 - Northbound drivers on McLoughlin Boulevard are presented with few opportunities to access Downtown.

- Only one convenient route connects downtown to the Willamette River.
- A substantial portion of ground floor retail space is occupied by non-retail uses.

Alternative scenarios for future development

- The document identifies numerous retail centers that compete with Downtown Milwaukie, including Clackamas Crossings, Clackamas Square, Clackamas Town Center, Clackamas Promenade, and others.
- The document provides a breakdown of demographic characteristics of the Milwaukie primary market area.
- The document provides a comparison of retail potential and current sales.
- The document defined two alternative development scenarios, including: Scenario A: Retail focused development and Scenario B: Mixed commercial office/retail development.
 - Scenario A: Retail focused development suggests:
 - Priority to fill existing and develop new ground floor space for pedestrian-oriented retail along Main Street.
 - Anchoring the district with a major retail tenant (e.g., full service grocery).
 - Developing the area between City Hall and McLoughlin Boulevard as a park.
 - Recruiting retail uses to replace non-retail uses.
 - Scenario B: Mixed commercial office/retail development suggests:
 - Recruiting more intensive employment uses.
 - Infill and intensified use of existing space along Main Street.
 - Relatively dispersed retail throughout the Main Street area.
 - Developing the area between City Hall and McLoughlin Boulevard as a park.
 - Position Milwaukie as a recreational center, including development of a marina.

Target business recruitment strategy

- The document only provides a cursory overview of business recruitment strategies.

Implementation strategy

- The document identifies four implementation strategies:
 - Convenience commercial strategy.
 - Comparison retail strategy.
 - Mixed commercial/regional niche strategy
- Early implementation strategy

5 Regional Center Master Plan

Date: December 2, 1997

Author: City of Milwaukie

The Milwaukie Regional Center Master Plan establishes the framework for the city center referenced in the Milwaukie vision statement (an ancillary document to the Comprehensive Plan). The Master Plan compiles the objectives for housing, transportation, commercial, urban design, and general land use changes in the Regional Center. A Land Use Concept map provides guidance for future land use decisions and rezoning of portions of the area. A Design Diagram illustrates the key features of the Regional Center to help guide future decisions. The report outlines basic implementation steps for short-, medium-, and long-term actions. Site-specific schematic master plans of the Murphy and McFarland sites identify desired development and use types.

5.1 Goals, vision, and policies

Citywide

The document evaluates the following key issues:

- Urban design and design review within the Regional Center
- Economic development to attract a mix of residential, diverse commercial, and mixed uses to the Regional Center
- Changes in the current land use ordinances and development standards to implement goals
- Transitions between established neighborhoods and higher density housing
- Walkable and bikeable neighborhoods
- Emphasis on the importance of public places, such as streets, as the determinant of “quality of place”
- Further study of existing infrastructure
- Enhancement and protection of existing natural resources

The Master Plan is organized around five major topics: urban design, land use, infill and redevelopment opportunities, economic development strategies, and transportation. For each of these topic areas, the report lists specific actions (short-, medium-, and long-term). These actions include:

Urban Design

- Develop design review guidelines or standards
- Establish design review board
- Apply design review to specific redevelopment sites

- Apply design review to regional center subareas
- Revisit urban design guidelines/standards
- Work with the school district to improve playing fields to meet open space needs of the community.

Land use

- Adopt Regional Center Master Plan as ancillary document to the Comprehensive Plan
- Revise Comprehensive Plan to incorporate RCMP policies
- Analyze progress toward Metro Functional Plan target numbers
- Review Station Area and Main Street design types in accordance with Metro 2040 Plan

Infill and redevelopment opportunities

- Create new or amend existing Zoning Ordinance to improve mixed-use zone and higher density residential/commercial uses
- Rezone selected high priority areas (i.e. downtown and the Murphy/McFarland sites)
- Apply new land use zones to appropriate areas within subareas
- Review land use concept and development activity on high priority sites
- Review land use concept and development activity in subareas

Economic development strategies

- Study infrastructure and utility needs of Regional Center for future development
- Assemble specific properties for project meeting Regional Center objectives
- Provide financial underwriting of all or part of demonstration project to encourage appropriate types of development
- Retain an economic development coordinator; provide technical assistance to illustrate the design, market, infrastructure requirements, and financial feasibility of projects.

Transportation

- Support light rail or rapid transit through Milwaukie
- Designate Station Areas around light rail and rapid transit stations
- Prioritize transportation improvements in Regional Center not already in TSP
- Develop and implement a funding source for Regional Center transportation improvements
- Work with ODOT to complete the McLoughlin Boulevard feasibility study and implement recommendations
- Amend parking standards in Zoning Ordinance as recommended
- Facilitate a local improvement district or fee-in-lieu of parking to create centrally located parking lots

- Consider location and funding mechanisms for a parking structure in Subarea 1 (Downtown Milwaukie)
- Review Station Area and Main Street design types in accordance with Metro 2040 Plan; revise road standards as necessary

5.2 Land Use

Subarea 1 (Downtown Milwaukie)

Downtown CBD is contemplated as a focal point for higher densities and mixed uses within the Regional Center. Higher density residential uses and civic uses should be permitted, particularly in mixed-use buildings. Minimum densities and floor area ratios should be specified. Auto-oriented uses should be restricted, particularly in the core retail area along Main Street. It may be appropriate to step-down building heights toward the river, with four-story buildings allowed fronting on Main Street, and two to three-story buildings allowed on the east side of McLoughlin Boulevard and facing the river.

Subarea 2 (Murphy site and others)

It is anticipated that Subarea 2 will have a primarily institutional/ employment emphasis shaped by the presence of the hospital and access and visibility to Highway 224 and South/North Light-Rail Transit (planned). The Economic Development Assessment (E.D. Hovee and Company, June 1997) states that there are 13 employers in the area with a total job base of 466. Providence Milwaukie Hospital is the largest employer with 370 employees. Health-care-related employers account for 94 percent of the employment in this subarea. The main line railroad tracks (Union Pacific/Southern Pacific) should be used as a boundary for the industrial district, and the Murphy Plywood site has been targeted as a priority location for higher density office development.

Subarea 4 (McFarland site and others)

Subarea 4 is currently designated for medium density, high density, and commercial uses. The McFarland site is designated for high-density residential development and has been identified as a key opportunity site for even higher residential densities (up to 50 units per acre) that could be oriented to a proposed light-rail transit (LRT) station. Opportunities for pedestrian and other connections to the LRT station, master planning of the site, and potential for joint development should be explored. Parcels between the highway and the railroad may be more appropriate for employment uses. Uses for the traveling public, including hotel and motel accommodations, should be encouraged.

6 Milwaukie Downtown and Riverfront Land Use Framework Plan

Date: September 19, 2000

Author: City of Milwaukie

The Land Use Framework (“Framework Plan”) is a vision of what can occur in Downtown and the Riverfront area, and suggests changes to Subarea 1 of the RCMP. The document is an ancillary document to the Milwaukie Comprehensive Plan. The Framework Plan establishes and guides the development of publicly- and privately-owned parcels of land, and outlines specific land uses.

6.1 Goals, vision, and policies

Downtown

Guiding Principles:

- Create a livable community
- Ensure economic success

Fundamental Concepts:

- Milwaukie’s unique character is at the heart of the Downtown and Riverfront Framework.
- It reconnects Milwaukie to the Willamette River.
- It creates the new Riverfront Park as the city’s “living room.”
- It calls for revitalizing historic buildings while designing new structures to harmonize with the town’s historic character.
- Anchors and attractors are used to build upon existing resources, and to strengthen the Main Street “retail armature.”

6.2 Land use

Downtown

The document includes an illustrative plan of downtown with eight distinct land uses:

- Retail/Mixed-Use
- Housing
- Office
- Civic
- Arts/Entertainment

- Hotel
- Parking Structure
- Recreation and Open Space

And six planning areas:³

- Commercial
- Housing
- Storefront Main Street
- Arts/Entertainment/Office
- Public Park
- Hotel

6.3 Development feasibility

Downtown

The document lists the following priority projects:

- Riverfront Park Phase 1
- Bus Transit Center and transit-oriented development
- Grocery store and parking
- Arts/entertainment/office complex
- McLoughlin Boulevard improvements, McLoughlin Bridge and parkway connection from Main Street to Riverfront Park
- Main Street streetscape improvements
- Residential, commercial and hotel and open space development may occur at any time throughout Downtown's revitalization

The document assumes that smart public investments will stimulate substantial private investment.

³ These are the same planning areas that are identified in the 2003 Design Guidelines document.

7 Milwaukie Downtown and Riverfront Plan: Public Area Requirements

Date: September 19, 2000

Author: City of Milwaukie

This document defines all elements of the circulation framework for the Downtown and Riverfront Plan. It guides the development of capital improvement programs for public right-of-way areas, and provides standards and requirements for improvements at the time of development or redevelopment of key private parcels adjacent to the right-of-way. Note that these standards have been incorporated into the City's Public Works Standards, so this document is a reference document now.

7.1 Transportation

The document provides a very detailed Circulation Framework (e.g., what species of tree may be planted along each street in Downtown). We summarize the key points here:

- General Circulation Requirements identify all components, location, requirements, and restrictions of the Downtown and Riverfront Plan. The requirements describe all proposed improvements, and identify special areas of concern.
- Street Standards establish all public right-of-way dimensions and components within the Downtown and Riverfront planning areas. The street standards set forth requirements for:
 - Travel lanes
 - Medians
 - On-street parking
 - Type and location of parallel or angled on-street parking
 - Bicycle lanes
 - Sidewalks
 - Pathways
- Design details provide specific construction details and design criteria that ensure that a consistent high-quality public right-of-way is designed throughout the Downtown and Riverfront planning areas. This includes details on:
 - Streets
 - Sidewalks
 - Landscape
 - Street lights
 - Street furniture
 - Bicycle facilities

8 Focused Phase 1 Environmental Site Assessment, McLoughlin Boulevard Retrofit Project

Date: May 4, 2001

Author: HWA GeoSciences, Inc. (prepared for Otak)

This document described the results of a focused Phase 1 Environmental Site Assessment in support of the McLoughlin Boulevard Retrofit Project, involving improvements to 0.8 miles of SE McLoughlin Boulevard running from SE River Road to Highway 224. This segment of McLoughlin Boulevard spans the entirety of Downtown Milwaukie, including two opportunity sites: the Cash Spot, and the Texaco Site.

8.1 Development feasibility

Downtown

- **Soils:** The area is largely covered by impervious surfaces that obscure or alter the soils so that identification is not feasible. Well log records indicate a wide range of shallow soil types, from clay to cobbles. There are unconfirmed claims that much of the area is underlain by several feet of fill material placed in the early 1900s, which could explain the wide range of soil types reported.
- **Geology:** The area is underlain by Pleistocene age alluvial deposits, consisting of complexly interlayered silts, sands, and gravels. Well logs indicate that these deposits are typically 20 to 40 feet thick. Several logs show the sediments to be underlain by basalt.
- **Hydrology:** Kellogg Lake is located South of Downtown (adjacent to the Cash Spot opportunity site), and flows into Kellogg Creek, which passes under McLoughlin Blvd, over a small dam, and into the Willamette River.
- **Hydrogeology:** Wells logs in the area report shallow ground water is present at a depth of approximately 15 to 20 feet below ground surface, in the alluvial deposits underlying the area.

Opportunity sites

Texaco Site

- At the time the report was written, this was an active service station, with six decommissioned tanks at the site, and three active tanks. Cleanup of contamination associated with the leaking underground storage tanks began in 1992, but DEQ did not indicate that cleanup was complete.
- Previous phase 1 studies in the area indicate that information on the vertical and horizontal extent of contamination associated with leaking underground storage tanks on the Texaco Site had not been determined, and areas of soil contamination at the bottom of the tank excavation were left in place.

Cash Spot

- The owner of the Cash Spot was contacted and asked about the purpose of a large (35' by 12') concrete slab and a six-foot deep, twelve-inch diameter, cased hole near the southeast corner of the building. The owner of the Cash Spot indicated that the slab was the top of the basement, which extended beyond the footprint of the building, and the hole was a disposal well for his footing drains. To the best of his knowledge, there was not and had not been an underground storage tank on the property.

9 Milwaukie Downtown Design Guidelines

Date: April 1, 2003

Author: City of Milwaukie

The Design Guidelines provide a framework to review projects in Downtown, aiding designers and developers in understanding the City's urban design expectations.

9.1 Goals, vision, and policies

Downtown

- The document includes a Design Review Checklist
- There are two guiding principles:
 - Create a livable community
 - Ensure economic success
- There are three fundamental concepts (the same concepts as in the Framework Plan):
 - Anchors and Attractors: places used by hundreds of people on a daily basis (e.g., a grocery store).
 - Main Street “Retail Armature”: Lively storefront retail character with a pedestrian emphasis and 24-hour use.
 - Connecting to the River.
- All new development, additions, remodels and renovations with the Downtown Zones are subject to design review determination of consistency with these design guidelines.
- The document is divided into five sections (guideline elements), each addressing a particular set of design concerns. Visual examples are included in each guideline element.⁴ These guideline elements are:
 - Milwaukie character
 - Pedestrian emphasis
 - Architecture
 - Lighting
 - Signs

⁴ Note that an issue for the CCEP project is that the visual examples do not actually reflect Milwaukie's current desires, and in some cases are counter to the regulations.

9.2 Land use

Downtown

The Land Use Framework consists of six land use districts:

- Commercial
- Housing
- Storefront Main Street
- Arts/Entertainment/Office
- Public Park
- Hotel

10 Downtown Plan Implementation (Graphic)

Date: September 2010

Author: Katie Mangle, former Planning Director, City of Milwaukie

This one page graphic shows an aerial view illustration of Downtown Milwaukie, identifying implemented components of the Downtown Plan. Thought bubbles on the graphic call out key features of redeveloped Downtown. These include:

- Johnson Creek Confluence project underway to restore this section of the creek (2009-2010)
- McLoughlin Blvd streetscape improvements completed in 2006
- Riverfront Park plans [adopted in 2009] are implementing this vision
- North Main development built 99 units of housing in mixed-use building
- New restaurants, retail, and offices in Downtown
- Jackson Street project will dissolve the [bus] transit center
- Main Street streetscape improvements installed on some blocks
- South Downtown planning will refine vision for development in this area
- Kellogg for Coho and other efforts underway to restore Kellogg Creek

11 Elements of Plan to Revisit (Graphic)

Date: September 2010

Author: Katie Mangle, former Planning Director, City of Milwaukie

This one page graphic shows an aerial view illustration of Downtown Milwaukie. Thought bubbles on the graphic call out key elements of the Downtown Plan that should be revisited. These include:

- Plaza location would damage existing fabric and introduce gap in Main Street
- McLoughlin underpass – reinforcing safe, pedestrian-oriented at-grade crossings will be more effective
- Kellogg Plant site visioning will explore alternative plans for development of this area
- 21st Ave Extension would go through Scott Park
- [Bus] Transit Center location outdated/wrong
- Many existing retail and office uses are nonconforming
- Light rail station location should be included. Zoning should allow more retail and residential uses
- Closing Main Street at Lake Street would limit access to South Downtown

12 Milwaukie's Next Steps Project: An Implementation Plan for Downtown Revitalization: Addendum to Report

Date: October 2003

Author: Shiels Obletz Johnsen (SOJ)

The City asked SOJ to assist in identifying tools for bringing new public and private investments to Downtown Milwaukie. The purpose of this memo is to:

- Advance the City's understanding of the total public and private investment needed to accomplish its vision for Downtown development.
- Identify potential regulatory and financial tools to accomplish the development vision, and prioritize their immediate usefulness to the City.
- Identify a process for engaging Downtown stakeholders in the establishment of a Downtown Investment Strategy that can stimulate the City's vision for Downtown development.

12.1 Goals, vision, and policies

A key implication of this document is that for the City to achieve the desired level of new private development the City would need to be an active participant in the development process. To that end, the document:

- Describes initiatives underway that could serve as catalysts (Project Clearwater, light rail, and North Main Village)
- Identifies numerous public investment projects needed to support private investment (these transportation projects are identified below in section 12.2)
- Lists several sources for investment in public projects:
 - Local Improvement District (LID)/Business Improvement District (BID)
 - Urban Renewal
 - Grants
 - System Development Charges (SDCs)/Capital Improvement Plan (CIP)
 - Fees
 - Tax Abatements
 - City Policies
 - Regulatory Tools

12.2 Transportation

Downtown

The document identifies several transportation projects and policies described as “public investment needed to support private investment.” Those projects include:

- Improvements to the intersection of Harrison, McLoughlin, and 17th Avenue.
- New and relocated traffic signals.
- Neighborhood traffic calming measures for the historic Milwaukie neighborhood east of Downtown.
- Parking analyses should be prioritized to address promotion of new mixed-use urban investment in downtown while also including a component to address shorter-term issues for existing local businesses.
- Identify an appropriate approach to reshape future transit service to promote Downtown Milwaukie as an urban destination.

12.3 Development feasibility

Downtown

The document provides a list of high-, medium-, and low-priority public investment strategies for implementation of Downtown redevelopment. High-priority projects include:

- North Main Site, Former Safeway Lot: SE Main & Harrison
- Strauss-Southwell, 2/3 block: SE Main/McLoughlin between Scott & Harrison, and Peake Funeral Home: Scott Street between McLoughlin and SE Main
- Parker/City Lot, ABC Kitchen – 85% block: SE Main and McLoughlin between Jackson and Monroe
- Bowling Alley/Pietro’s Pizza: SE Main, just beyond 224 overpass.
- Nelson Nautilus site: SE main between North Main Redevelopment project and Bowling Alley/Pietro’s Pizza.
- Bernard block – Bernard’s garage owned section of block between SE Main and 21st, bounded by Washington & Adams.
- Texaco/City Parking Lot – Across from City Hall between SE Main & McLoughlin

13 An Assessment of the Marginal Impact of Urban Amenities on Residential Pricing

Date: June 2007

Author: Johnson Gardner

The purpose of the study was to document the pricing effects of urban living infrastructure. The two primary objectives were to:

- Document current trends and development patterns in districts where robust urban amenities exist and appear to have facilitated private mixed-use development.
- Determine the extent, if any, that urban amenities have on housing prices and the extent to which the urban amenity mix influences pricing.
- Determine if government can cost-effectively stimulate pricing effects that will allow for mixed-use development by investing in enhancements to the urban living infrastructure.

This document is not specifically related to Milwaukie or the CCEP project. However, the document includes an evaluation of multiple case studies, one of which is in Milwaukie.

13.1 Development feasibility

Hedonic statistical modeling of 2006 home transactions proximate to various urban amenities revealed a range of price premium estimates for recent home sales, all else equal. The results of this study did not confirm this relationship for all categories of tenants surveyed, which may be explained by the limited range of the study.

The results of the study indicate that the proximate availability of a range of urban amenities have a substantive impact on achievable residential pricing. Financial viability has been consistently identified as the primary obstacle to achieving higher density urban development forms in many markets. As achievable pricing is directly related to project viability, this study indicates that a strategy to support and expand the urban amenity base in an area is supportive of realizing more urban residential development patterns.

The report recommends two major roles for Metro's TOD and Centers program. The first would be "proof of concept" investments, supporting projects that test and hopefully demonstrate market support and achievable pricing for a targeted development form. North Main Village in Milwaukie, which demonstrated that significant premium could be achieved for untested urban development forms in this market.

As part of the analysis, the study relied on case studies of three centers, which identify existing gaps in the current urban infrastructure of each area. In addition, the study discusses what the market is likely to do without public involvement and assesses the opportunities available for

investment in the areas. The Milwaukie center was one of these case studies, and generally shares the same boundary as Downtown Milwaukie.

Downtown

Overview

- Two highways provide good regional access and exposure, but also isolate the center from much of the area's demographic strength.
- Major employers include the City of Milwaukie, the Ledding Library, Dark Horse Comics, and Milwaukie Lumber.
- The area includes the Portland Waldorf School.
- Events include a summer concert series in Scott Park, and the Milwaukie Farmer's Market on Sundays from May through October.
- Milwaukie has recently made substantive improvements to its waterfront park on the Willamette, improving the linkages across Highway 99E to downtown.

Existing amenity mix

- The area has a limited range of urban amenities, including: several restaurants, coffee shops, a fitness club, and a bar/pub. The area also includes the Milwaukie Cinemas.
- The area is proximate to more extensive amenities offered in the Sellwood/Moreland district, roughly three minutes to the northwest of the area.
- Major retail concentrations are located on Highway 224 and Highway 99E, with the limited natural trade area of the center precluding a number of amenity types that would require a more extensive population base.

Current market expectations

- Achievable pricing in the area is consistent with suburban pricing.
- North Main Village is demonstrating some market support for a more urban pricing model for residential product.
- Residential rent levels in the area are well below what is necessary to support mid-rise construction.
- Retail space in Downtown Milwaukie is leasing from \$12 to \$16 per SF triple net.
- Office space in the area has been largely limited to owner-occupied space.

Potential areas of opportunity

- Milwaukie enjoys a strong regional location. The key challenge will be to find ways to capitalize on its location and the traffic on adjacent highways.
- The City's recent moves to more tightly incorporate the waterfront into the downtown area can be seen as increasing the available amenities in the area.

- Redevelopment of the former Texaco site provides a critical opportunity to provide an appealing entry into the area.
- The area is never expected to have the critical mass necessary to support an amenity like a specialty grocer.
- Increasing the local population base and better facilitating the capture of drive-by trips will be critical in boosting retail viability.
- Until the local amenity base increases to a level consistent with areas like Sellwood/Moreland, we would expect that Downtown Milwaukie will trade at a discount relative to more urban areas.
- The Portland-Milwaukie Light Rail project would represent an amenity that could bridge some of that gap.

14 Transportation System Plan

Date: December 4, 2007⁵

Author: City of Milwaukie and DKS Associates

The Milwaukie Transportation System Plan (TSP) is the City's long-term plan for transportation improvements and includes policies and projects that could be implemented through the City Capital Improvement Plan, development review, or grant funding. It includes the following sections:

- Chapter 1. Executive Summary
- Chapter 2. Goals and Policies
- Chapter 3: Existing Conditions
- Chapter 4: Future Forecasting Process
- Chapter 5: Pedestrian Element
- Chapter 6: Bicycle Element
- Chapter 7: Public Transit Element
- Chapter 8: Auto Street Network Element
- Chapter 9: Freight Element
- Chapter 10: Street Design Element
- Chapter 11: Neighborhood Traffic Management Element
- Chapter 12: Downtown Parking
- Chapter 13: Funding and Implementation Plan
- Chapter 14: Transportation Planning Rule Implementation

The document also has several appendices, including Prioritized Master Plan Project List (Appendix B).

14.1 Goals, vision, and policies

Citywide:

The City's nine transportation goals are:

- Goal 1, Livability: Design and construct transportation facilities in a manner that enhances the livability of Milwaukie's community.
- Goal 2, Safety: Develop and maintain a safe and secure transportation system.

⁵ Note that the TSP is currently being updated.

- Goal 3, Travel Choices: Plan, develop, and maintain a transportation system that provides travel choices and allows people to reduce the number of trips made by single-occupant vehicles.
- Goal 4, Quality Design: Establish and maintain a set of transportation design and development regulations that are sensitive to local conditions.
- Goal 5, Reliability and Mobility: Develop and maintain a well-connected transportation system that reduces travel distance, improves reliability, and manages congestion.
- Goal 6, Sustainability: Provide a sustainable transportation system that meets the needs of present and future generations.
- Goal 7, Efficient and Innovative Funding: Efficiently allocate available funding for recommended transportation improvements, and pursue additional transportation funding that includes innovative funding methods and sources.
- Goal 8, Compatibility: Develop a transportation system that is consistent with the City's Comprehensive Plan and coordinates with County, State, and regional plans.
- Goal 9, Economic Vitality: Promote the development of Milwaukie's, the region's, and the state's economies through the efficient movement of people, goods, and services, and the distribution of information.

Participants in the planning process created a set of recommendations that implement state and regional policies, but are tailored to Milwaukie's current and future needs. Input from citizens and businesses provided clear messages on the highest priorities for improving transportation in Milwaukie:

- Improve pedestrian and bicycle facilities throughout the City.
- Enhance public transit service.
- Maintain existing facilities.
- Manage traffic in neighborhoods (Address "cut-through" traffic) as regional traffic volumes increase.
- Improve safety and accessibility of crossings over major corridors.

The following geographic areas were also identified as priorities:

- Downtown
- Milwaukie Marketplace area
- Railroad Ave.
- Railroad crossings throughout the City

Below, we list key recommendations from the TSP for each element of the transportation system.

- Pedestrian
 - Arterial and collector street improvements: Construct walkways along key collector and arterial streets, especially when project is publicly-funded.

- Local Street Improvement: Walkways on local streets will be mostly constructed by new/infill development.
- Intersection improvements: Construct intersection improvements to improve pedestrian safety near Highway 224 and the Milwaukie Marketplace.
- Develop and distribute walking maps that show routes to major destinations such as parks, schools, commercial areas, and trails.
- Enforce laws against motorists who speed and run stop signs.
- Bicycle
 - Bike boulevard improvements: Prioritize “Bike Boulevards” as a method for providing safe bikeway connections to other transportation modes and between parks, schools, activity centers, and regional destinations.
 - Bikeway improvements: Improve existing bikeways by paving, striping, adding signage, establishing bike lanes where appropriate, etc.
 - Intersection improvements: Make key intersections safer and more functional for cyclists with treatments such as improved striping, accessible signal buttons, and bicycle detection devices.
 - Education: Improve education for cyclists and drivers and encourage cycling through planned cycling events.
 - Maintenance: Keep bike lanes clear of debris
 - Coordination with other jurisdictions: Work with other jurisdictions on long-range projects, and improve response on day-to-day issues such as sweeping out bike lanes and enforcing traffic and parking laws.
- Public transit
 - Service Enhancements:
 - Add a bus route on Railroad Ave.
 - Add a bus route on Johnson Creek Blvd.
 - Reduce headways to less than 30 minutes on all routes
 - Enhance service on north-south routes
 - Improve reliability of all routes
 - Capital Improvements:
 - Install shelters at bus stops that meet TriMet criteria
 - Improve downtown bus stops and shelters, and include ample bike parking
 - Construct a new bus layover facility at the Southgate Park-and-Ride
 - Policy Recommendations:
 - Eliminate the layover function of the downtown transit center
 - Expand transit service: provide service in “transit disadvantaged” areas, and fund local service enhancements through savings made from transit capacity improvements

- Provide appropriately located and sized park-and-ride facilities
 - Improve transit safety
 - Reinvest transit “savings” within Milwaukie
- Motor vehicles
 - Use transportation system management to get the most out of the existing system.
 - Improve substandard streets and intersections to accommodate traffic and improve safety.
 - Enhance neighborhood character and livability through well-designed street improvements.
 - Leverage street surface maintenance projects to bring roads up to standards when possible.
 - Initiate a Hwy 99E/Hwy 224 Refinement Plan with ODOT to define the future conditions of this corridor.
 - Implement capacity improvement projects on key corridors as needed.
- Freight
 - Improve access to the North Industrial Area, potentially with an overpass of Highway 99E at Ochoco Street.
 - Light rail, if built on the 2003 “LPA” alignment, almost inevitably degrades access in and out of the east side.
 - Rail crossings: Improve the quality of the materials at at-grade crossings and pursue the grade separation of key crossings.
 - Street reclassification: Designate International Way as a freight route.
- Street Design
 - Standards: Development a baseline cross section for each street functional classification and a street design prioritization approach for when the baseline design elements do not fit.
 - Flexibility: Built more flexibility into street design standards to:
 - Allow for local design preferences
 - Increase bicycle and pedestrian safety
 - Avoid costly and time-consuming variance process requirements
 - Alternative designs: Develop street design standards for green streets, skinny streets, and alternative pedestrian facilities.
 - Balance: Balance the larger community’s needs, local design preferences, and best practices when developing street design standards.
 - Landscaping: Provide for landscaping (including street trees) wherever feasible.
 - Maintenance: Consider maintenance costs and issues when developing design standards and design alternatives.
- Neighborhood Traffic Management

- Funding: The City should annually fund the Neighborhood Pedestrian and Traffic Safety Program. The City should develop a process that ensures neighborhood traffic management funding is equitably distributed throughout the City.
- Investment: Allocate money each year to install selected neighborhood traffic management projects. Encourage implementation of neighborhood traffic management projects by private development.
- Variety: Allow for a wide variety of traffic management measures.
- Effectiveness: Ensure that the chosen measure addresses the identified problem.
- Neighborhood Input: Involve affected neighborhoods when designing neighborhood traffic management measures.
- Landscaping: Neighborhood traffic management solutions need to provide for landscaping wherever feasible.
- Maintenance: Consider maintenance needs and issues when designing traffic management measures and ensure long-term maintenance needs can be met.
- Downtown Parking
 - Manage parking to support downtown revitalization, according to the vision in the Downtown and Riverfront Plan. Manage on-street parking to serve adjacent ground-floor uses.
 - Keep an updated parking inventory and conduct periodic parking use studies to understand how parking areas are used.
 - When parking areas are over 85% full, adjust parking management practices to make the best use of available parking.
 - Require the private sector to identify sufficient parking for residential and commercial uses, but do not ask developers to “over-build” parking. Encourage shared parking arrangement.
 - Provide public off-street parking for downtown employees as funds and property availability allows. First priority will be given to buildings and businesses existing in 2007.
 - Work with property and business owners to decrease employees’ need for auto parking as downtown transitions to a multimodal environment.
 - Develop a plan to finance and locate a public parking structure to support downtown.

The City of Milwaukie relies on a variety of funding sources for maintaining and improving its transportation infrastructure. The City has identified 11 transportation funding sources that are currently and potentially available (most of these sources are constrained, meaning that they can only be used for a specific function, like expanding the system’s capacity):

- Grants/Competitive Programs
 - Metropolitan Transportation Improvement Program (MTIP)
 - Congressional Appropriations
 - Statewide Transportation Improvement Program (STIP)

- City share of State Highway Trust Fund (vehicle fuel tax, weight-mile charge on heavy trucks, and vehicle registration fees)
- Local funds – fees and taxes
 - Franchise fees
 - PGE Privilege Tax
 - Local gas tax
 - Street surface maintenance fee
 - Local Improvement Districts (LIDs)
- Local Funds – Development Contributions
 - System Development Charges (SDCs)
 - Fee in Lieu of Construction

From the combination of sources listed above, the TSP estimated Milwaukie would generate \$60 million in transportation funding (in constant 2007 dollars) from 2008 to 2030. This includes funds for capital projects and maintenance.

Over that same time period (2008 to 2020), the TSP estimated that the bulk of the revenue would be needed for operations & maintenance. The TSP forecasts \$53 million for operations and maintenance, and \$7 million for capital projects.

Due to the relatively low level of projected funding for capital projects, the Master Plan project lists in the TSP include a large number of unfunded projects and programs. Absent an increase in funding, the City will be unable to address these projects.

Appendix B to the TSP is the Prioritized Master Plan Project List. It identifies 27 high-priority projects, with a total cost of \$96.8 million. These project costs far exceed the projected funding available for capital projects. And this does not include the dozens of other medium- and low-priority projects on the Master Plan Project List, or the Regional Projections within or through the City of Milwaukie. Of the high-priority projects, the ones with the largest cost estimates are:

- Harrison Street Railroad Crossing Separation: \$28 million
- Railroad Avenue Capacity Improvements: \$13 million
- Linwood Avenue Capacity Improvements (south): \$11 million
- Linwood Avenue Capacity Improvement (north): \$9 million
- Kellogg Creek Dam Removal and Hwy 99E Underpass: \$9 million

15 Parking Standards/Site Development Analysis

Memo

Date: July 27, 2009

Author: Tashman Johnson, LLC & SERA Architects

The purpose of this memorandum is to summarize the examination of the current and proposed parking standards as they impact the financial feasibility and optimal use of redevelopment sites in various downtown Milwaukie land use zones.

15.1 Goals, vision, and policies

Downtown

Current parking standards include:

- Retail: 3.6 spaces / 1,000 SF
- Restaurant: 9.0 spaces / 1,000 SF
- Office: 2.4 spaces / 1,000 SF
- Residential (DR Zone): 1 space / unit
- Residential (DS Zone): None

Proposed parking standards include:

- Retail: None
- Restaurant: None
- Office: None
- Residential (DR Zone): 1 space / unit
- Residential (DS Zone): 1 space / unit

15.2 Development feasibility

Downtown

The memo defines three development prototypes that are intended to reflect likely future Downtown projects. Variables considered in these prototypes include site size, zoning, access, and frontage. An additional prototype was added to consider potential major renovation of the building at 10818 SE Main Street (one of the Dark Horse Comics buildings).

The memo describes development programs for each of these prototypes, and conducts a financial feasibility analysis. After evaluating the development feasibility of these prototypes, the memo draws the following conclusions:

- Minimum parking requirements can result in much less development than otherwise permitted, or reduce the feasibility of residential, mixed-use buildings on small lots.
- The proposed change in parking requirements shifts the parking burden from commercial to residential development and would reduce the likelihood of residential development.
- Residential development is a key component for the revitalization of Downtown Milwaukie.
- In the absence of parking requirements, developers would almost certainly provide some on-site parking, due to market demand. If on-site parking were insufficient, then the City would need to provide supplementary off-site parking.

The memo makes the following recommendations:

- Create a plan with specific locations for street, surface, and structured public parking to accommodate the needs of future Downtown employees, shoppers, residents, and visitors, with an emphasis on shared parking.
- Maintain the current parking standard (none required) for residential development in the DS zone.
- Require residential developers in the DS zone to work with transportation management to prepare a parking and trip reduction plan.
- Allow resident on-street parking permits Downtown.

16 City of Milwaukie Code Assessment: Final Report

Date: August 2009

Author: Angelo Planning Group

Over the past few years, the Milwaukie Planning Commission, City Council, and planning staff have identified numerous problems with the City's Zoning and Land Division codes. These problems include outdated review procedures, confusing language, and building standards that don't always provide the aesthetic desired by the community. In 2009 the Transportation and Growth Management (TGM) program awarded Milwaukie a grant to fund a phased code evaluation and amendment program. The TGM code assistance program is intended to help local jurisdictions modernize their codes to address the principles of smart development. This final report compiles the various deliverables for the Phase 1 work, including:

- Code Evaluation Memo
- Action Plan
- Presentation Materials
- Meetings Summaries

16.1 Land Use

Citywide

The City's zoning code could be improved. Specific improvements to city code could include:

- Develop a table of contents and overall format for the code.
- Update the chapter on land use procedures.
- Consolidate all applications into a single chapter of the code, and use a standard format for headings.
- Include a new section of code on development review.
- Revise use requirements and development standards in the downtown zones to provide greater flexibility.
- Consider using land use categories instead of lists of specific uses to identify permitted land uses for all zones.

Note that all of those actions except for the last two bullet points were completed through earlier projects from 2010 to 2012.

Downtown Milwaukie

- The specific and prescriptive standards of the Downtown zones do not provide enough flexibility to accommodate a gradual transition between existing uses and buildings and the future vision.

- Many of the existing uses in the Downtown Storefront zone are non-conforming.
- Downtown zones are very prescriptive regarding use and are unclear as to what would constitute an allowed use in some instances.
- The minimum height requirement (35-feet, 3-stories) for buildings fronting Main Street in the Downtown Storefront zone is aggressive when compared to other designated town centers within the region.
- The Design Standards section is difficult to follow and understand.
- Major exterior alterations and construction of new buildings in the Downtown zones must go through a discretionary design review process, with guidelines that do not provide sufficient direction to developers or review bodies to determine compliance.
- The public area requirements that apply only in the Downtown zones may be acting as a disincentive to new investment in Downtown.

Central Milwaukie

- Some newer types of businesses are not explicitly listed in code.
- Some definitions are overly broad and/or outdated.
- Milwaukie has minimal design standards for commercial development.
- Transition Area Review only applies to commercial development next to lower density zones.

Neighborhood Main Streets

- Use lists are quite limited for CN and CL zones.
- All uses in the CN zone require conditional approval.
- Some newer types of businesses are not explicitly listed in code.
- Some definitions are overly broad and/or outdated.
- Milwaukie has minimal design standards for commercial development.
- Transition Area Review only applies to commercial development next to lower density zones.

17 Downtown Milwaukie Market Analysis & Business Development Strategy

Date: September 2009

Author: Marketek

The purpose of the market analysis is to develop a market-based Business Development Plan that directly addresses Milwaukie's desire to have a strong and vital downtown. The analysis looked at a 10-year timeframe, from 2009 to 2019. The document:

- Provides a comprehensive assessment of potential market support for retail uses in Downtown.
- Creates an accurate picture of Milwaukie's retail industry.
- Provides the City with a factual basis for developing strategies to strengthen and diversify the downtown retail base.
- Recommends business development and marketing strategies to strengthen Downtown.

17.1 Development feasibility

Downtown

The document is organized into five main sections:

- Retail Market Analysis
- Opinion Research
- Competitive Assessment
- Retail Development Strategy
- Business Development Action

Retail market analysis

- This section describes demographic indicators for the City of Milwaukie, the Milwaukie Market Area (Defined as an 8 to 10 minute drive-time from Downtown Milwaukie, constrained by the Willamette River and I-205), the Portland MSA, and the State of Oregon.
 - Median household income for the Market Area trails the MSA.
 - In terms of race, the Market Area is somewhat less diverse than the MSA (87% of the Market Area population are White).
- This section provides a breakdown of businesses by industry sector within a 2-mile radius of Downtown.
 - The services industry compose the largest share of business (41.1% of total), and employees (38.9% of total). Retail trade is second largest, with 21.8% of businesses and

19.8% of employees. Notably, manufacturing composes 15.8% of employees in this area.

- The report provided an estimate of potential supportable retail space in the Milwaukie Market Area from 2009 to 2019, projecting total demand for 195,000 SF of new retail space by 2019. The report stated that if Downtown Milwaukie captured 20% of the Market Area demand, then it would amount to 53,500 SF of retail space by 2019.
- Milwaukie's success in capitalizing on these opportunities will be highly dependent on a number of factors, including the commitment to quality new development in Downtown, property redevelopment, aggressive marketing and strong management of the downtown business district.

Opinion research

- Marketek conducted two electronic surveys (one for shoppers and one for businesses) in the months of April and May 2009.
- The shopper survey found:
 - Clackamas Town Center is the most popular non-grocery shopping destination, followed by the 82nd Ave. Corridor.
 - Only 8.7% of respondents shopped in Downtown Milwaukie.
 - Respondents suggested a grocery store would help bring more people to Downtown.
 - 81.5% of respondents desired a bakery in downtown Milwaukie, 59.1% desired a brewpub, and 47.9% desired a new movie theater.
 - 49.8% of respondents would not consider living in Downtown Milwaukie. 28.6% would consider living in Downtown.
- The business survey found:
 - Nearly 1/3 of respondents listed parking as a disadvantage.

Competitive assessment

- The competitive assessment described the strengths/assets of Downtown Milwaukie, as well as the challenges and opportunities (similar to a SWOT analysis).
- Strengths/assets include:
 - Compact, linear, walkable business district.
 - Numerous downtown business anchors
 - Civic community anchors
 - Highly successful Farmer's Market
- Challenges include:
 - Competition from nearby neighborhood and regional shopping centers.
 - Uneven building quality.
 - Perception of Downtown parking limitations.

- Lack of existing retail in Downtown.
- Opportunities include:
 - Light rail station anticipated to anchor South Downtown.

Retail development strategy

- The document provides retail development strategies for Downtown Milwaukie, related to:
 - Market position
 - Business mix and targets
 - Business clustering
 - Property development

Business development action

- The document describes a Business Development Action Plan, including the following actions:
 - Package and promote the Downtown vision.
 - Prepare and develop your real estate product.
 - Strengthen existing business.
 - Business recruitment.

18 Deliverable #1: Market Analysis and Projected Redevelopment, Milwaukie Urban Renewal District Feasibility Study

Date: May 2009

Author: Urban Land Economics, Tashman Johnson LLC, and Elaine Howard Consulting, LLC

The document has two basic components: (1) a methodology for projecting new development within the urban renewal study area and within the typical time-frame for an urban renewal program, and (2) a projection of real market values and assessed value.

18.1 Goals, vision, and policies

Citywide

The proposed Urban Renewal Study Area was very large, including 698 acres with a total market value of \$842 million, and assessed value of \$403 million. This area includes some of the areas of concern for the CCEP, including Downtown Milwaukie and Central Milwaukie, but not the Neighborhood Main Street Commercial Areas.

18.2 Development feasibility

Citywide

The report includes the following market data:

- Historical population data for the City of Milwaukie, Clackamas County, the Portland MSA and the State of Oregon for 1990 and each year from 2000 through 2008.
- The S&P Case-Schiller Housing Index for the Portland MSA and the Composite 10 from 1994 to 2009.
- Median housing prices in the fourth quarter of 2008, and historical change in median housing prices for various time periods, for various market areas: Portland MSA, Clackamas County, Milwaukie, and the Hector Campbell, Lake Road, Lewelling, and Linwood neighborhoods. Data from Zillow.
- Survey of selected market-rate apartment properties in the Milwaukie Market area, including breakdown of units by size and type, and rent per square foot.
- Various data on the local office and retail markets.

The study identified numerous opportunity sites, including Murphy and McFarland in Central Milwaukie, and the Texaco Site in Downtown Milwaukie. The study did not identify the Cash Spot or Triangle Site as opportunity sites.

The study forecast that the opportunity sites in the Urban Renewal Study Area would accommodate new development including 160,200 SF of retail development, 148,500 SF of office development, 200 hotel rooms, and 574 housing units through the year 2029. However, these projections were based largely on what zoning would allow, with very little basis in market realities.

19 Milwaukie Urban Renewal Feasibility Study: Deliverable #2: Tax Increment Revenue Projections

Date: September 2009

Author: Tashman Johnson LLC, Urban Land Economics, Elaine Howard Consulting, LLC, and SERA Architects

This memo summarizes the tax increment revenue projections for the Milwaukie Urban Renewal Feasibility Study Area.

19.1 Goals, vision, and policies

This document recommends an urban renewal boundary that is smaller than the total Study Area, and would consist of the Waverly, Historic Downtown Commercial, Historic Downtown Residential, and Ardenwald subareas. These areas account for approximately \$220 million in assessed value, just under 15% of the total AV of the City of Milwaukie.

19.2 Development feasibility

The study reached the following conclusion: Over an approximately 20-year period, it is reasonable to project that development within the Urban Renewal Feasibility Study Area, primarily on the identified “opportunity sites,” would result in a stream of tax increment revenues that would support debt totaling \$61.3 million.

20 Milwaukie Urban Renewal Feasibility Study: Deliverable #3: Priority Urban Renewal Projects

Date: May 2010

Author: Tashman Johnson LLC, Urban Land Economics, Elaine Howard Consulting LLC, and SERA Architects

This memorandum summarizes the analysis, evaluation, and suggested prioritization of potential urban renewal projects and programs for an urban renewal plan in Milwaukie.

20.1 Goals, vision, and policies

The document asserts that not all projects are equally suitable for urban renewal funding:

- Projects that provide community-wide public benefits, without generating user revenues are most appropriately funded by voter-approved general obligation bonds. These types of projects include:
 - Parks
 - Libraries
 - Community Centers
 - Etc.
- Investments in regional transportation improvements are most appropriately funded by the federal and state governments, as that funding is allocated by regional authorities like Metro. These types of projects include:
 - McLoughlin Boulevard improvements
 - Highway 224
 - Portland-Milwaukie Light Rail
- Investments in sewer and water facilities are commonly funded by revenue bonds, paid from the ongoing user fees revenues collected by these utilities.

The study suggests that the highest priority urban renewal projects at the beginning of the urban renewal program are those that provide direct benefits for – and are necessary for the feasibility of – private real estate investments on the opportunity sites.

Suggested high-priority projects for urban renewal funding at the beginning of the plan are:

- Public Area Requirements (PARs) in downtown
- Murphy/McFarland Planning/Infrastructure/Quiet Zone⁶

⁶ The City is currently implementing quiet zones within the City limits.

- Site Acquisition/Opportunity Sites
- Storefront Program
- Development Incentive Fund
- Downtown Parking Structure
- McLoughlin Over-Crossing

21 Downtown Milwaukie Retail Strategy Memo

Date: June 1, 2010

Author: Jon Kellogg, Commercial Realty Advisors NW, LLC

This memorandum describes the preliminary findings of Commercial Realty Advisors (CRA) on recommendations to enhance the vitality of the retail environment in Downtown Milwaukie.

21.1 Development feasibility

Downtown

- Positive attributes of Downtown:
 - Good building stock
 - Diverse customer base
 - Successful existing businesses
 - Beneficial connections to the natural environment
 - Availability of developable land
 - Proximity to downtown Portland
 - Proximity to affordable, nearby residential stock
 - Future light rail access
 - Proposed linkages to Kellogg Creek and the Willamette Waterfront Park
- CRA's recommendations for enhancing the vitality of the retail core are focused on four major themes:
 - Storefront improvements/activation
 - Streetscape enhancements
 - Marketing/merchandising
 - Identification and pursuit of targeted tenants
- Properties that would have the strongest initial impact through renovation are:
 - Dietrich Building between Monroe and Jackson
 - Milwaukie Tri-Cinema Building at Jefferson and Main
 - Dark Horse Comics' buildings

22 Downtown Plan Refresh Background Memo #1: Summary of Milwaukie's Downtown Plan

Date: June 8, 2010

Author: Katie Mangle, former Planning Director, City of Milwaukie

This document summarizes the Milwaukie Downtown and Riverfront Land Use Framework Plan that guides development of public and private land in Downtown Milwaukie.

22.1 Goals, vision, and policies

Downtown

- The Downtown Plan was written in 1999 and 2000, with the input of more than 2,000 citizens.
- The Downtown Plan is really a collection of five documents, including:
 - Comprehensive Plan Land Use Element
 - Milwaukie Downtown and Riverfront Land Use Framework Plan
 - Public Area Requirements
 - Downtown Design Guidelines
 - Milwaukie Municipal Code Section 19.304 – Downtown Zones
- The vision established in the Framework Plan was built on just a few key principles:
 - Build on existing assets, existing uses, the few remaining historic buildings, and the town's unique character.
 - Feature the natural environment, especially the Willamette River.
 - Strengthen Main Street as a source of community pride and to ensure economic success.
- Fundamental concepts for the community vision for downtown from the Downtown Framework Plan include:
 - Reconnect Milwaukie to the River
 - Revitalize historic buildings
 - Design new buildings that harmonize with the town's character
 - Create anchors and attractors, such as a transit center, grocery store, or arts/entertainment/office campus
 - Strengthen the Main Street "retail armature"
- The Zoning Code Section 19.304 – Downtown Zones implements the Framework Plan by defining:
 - Development standards
 - Land uses

- Public improvements
- Design standards
- The Public Area Requirements document directs the City to implement a high-quality, balanced streetscape that emphasizes walking, but also provides “front-of-store” on-street parking. This document includes both general plans for multimodal circulation and specific designs for each block of Main Street.
- The Downtown Design Guidelines describe what it means for new buildings to “harmonize with the town’s character.” It is the responsibility of the Design and Landmarks Committee to review new construction and “major exterior alteration” projects.
- City staff believe the following aspects of these Downtown Plan documents could be updated or refined:
 - Refine vision in the Framework Plan. Update the details in the illustrative plan.
 - Refresh the code. Allow for a little more flexibility as Downtown and its real estate market evolves.
 - Add incentives for development to support private investment in Downtown, including new tools such as urban renewal.
 - Consider a technical clean up of existing policies and documents.

23 Downtown Plan Refresh Background Memo #2: History of Downtown Milwaukie Programs, Studies, and Plans

Date: May 24, 2010

Author: Li Alligood, City of Milwaukie Planning Staff

The purpose of this memo is to provide an overview of historical and current plans for Downtown Milwaukie. The memo includes a brief history of the development of these plans and highlights key dates and policy decisions.

A number of studies have been conducted, committees formed, and programs established to address the problem of Milwaukie's struggling downtown, but implementation has been incremental and slow. This is due in part to political fragmentation, lack of a funding mechanism for needed public improvements, and loss of momentum.

23.1 Goals, vision, and policies

Downtown

- History: Milwaukie was established in 1848. Milwaukie saw a great deal of development activity in the 1950s. By the mid-1970s, Milwaukie had effectively become a suburb of Portland. By the late 1970s, Downtown Milwaukie had entered a period of economic and physical decline from which it is just beginning to emerge.
- The document provides a timeline of Downtown programs, studies, and plans, from 1968 through 2011. Notable recent efforts include:
 - 1989 Current Comprehensive Plan adopted.
 - 1997 Adoption of Regional Center Master Plan as an ancillary document of the Comprehensive Plan
 - 1999 City of Milwaukie redesignated as a Town Center by Metro Growth Management Committee at the City's request
 - 2000: Adoption of Downtown and Riverfront Plan Land Use Framework Plan, Public Area Requirements, and Downtown Zones.
 - 2003: Adoption of Milwaukie Downtown Design Guidelines, and Design Review applicability and requirements.
 - 2003: Milwaukie's Next Steps Project: An Implementation Plan for Downtown Revitalization.
 - 2007: Updated Transportation System Plan adopted.

- 2009: Main Street Milwaukie program convened by the City's Community Development Department⁷
- 2011: South Downtown Concept Plan adopted.

⁷ This program is now inactive. The City does not currently participate in the program.

24 Downtown Plan Refresh Background Memo #3: Metro Functional Plan Compliance History

Date: June 18, 2010

Author: Li Alligood, City of Milwaukie Planning Staff

The purpose of this memo is to provide an overview of amendments to the Zoning Ordinance and Comprehensive Plan adopted for the purpose of remaining compliant with the Metro Urban Growth and Management Functional Plan. This memo includes a brief history of the development of these plans and highlights key dates and policy decisions.

Milwaukie has struggled with how to comply with Metro growth management policies, leaving a trail of recommendations never adopted and a zoning code that was surgically amended to maintain minimum compliance with Metro requirements.

24.1 Goals, vision, and policies

Citywide

- The City adopted the Regional Center Master Plan (RCMP) in 1997 to comply with the Functional Plan. The RCMP established six subareas.

Downtown

- RCMP Subarea 1 includes downtown, the Central Business District, the “Civic Center” and the riverfront. The RCMP recommended several policies for this subarea:
 - Design review
 - Mixed use zoning
 - Higher density
- In 1999, at the request of the City, Milwaukie was redesignated as a “Town Center” rather than a “Regional Center” in the Functional Plan. The contents of the RCMP and the City’s density requirements established in the zoning code were unchanged.

Central Milwaukie

Central Milwaukie is located within the Town Center; RCMP Subareas 2 & 4 contain the Murphy and McFarland sites and specific schematic plans for the development of each, as well as the CG-zoned properties and the high-density residential properties between Myrtle and Penzance streets.

25 Downtown Plan Refresh Background Memo #4: Historic Downtown Development Patterns

Date: September 1, 2010

Author: Li Alligood, Assistant Planner, City of Milwaukie

The purpose of this memo is to provide an overview of the historic development patterns and architecture of downtown Milwaukie, and to provide context for future development in Downtown.

25.1 Goals, vision, and policies

Downtown

The document identifies the following next steps to encourage compatible, incremental development while protecting the City's few historic structures:

- Update the 1988 Milwaukie Historic Inventory
- Update the Historic Preservation Overlay
- Implement a Storefront Improvement Program for downtown buildings
- Prepare a National Register of Historic Places Downtown Historic District nomination
- Prepare individual National Register nominations for buildings identified by the RLS

25.2 Land use

Downtown

- Milwaukie's physical development patterns have been incremental, small-scale, and eclectic.
- Early development patterns were low-density.
- Physical constraints (forest to the north and east, Willamette River to the west, and Kellogg Lake to the south) resulted in a compact city center.
- Downtown blocks generally retain their original dimensions of 200 by 200 feet square, resulting in a compact, walkable area.
- Early development in downtown included a mix of uses, including residential, commercial, and industrial.

25.3 Development feasibility

Citywide

- Development in Milwaukie has historically been incremental and small scale. Development in Milwaukie has also tended to replace the old with the new, resulting in very few physical ties to the community's history.

Downtown

- A historic downtown core like Milwaukie's provides many advantages: it offers a physical environment that cannot be reproduced today; it is composed of compact, fine-grained, human-scale buildings; it provides a view into what makes the city unique; and it reminds residents and visitors of the dynamic nature of the community.

26 Downtown Plan Refresh Background Memo #5: Milwaukie Light Rail Station Area Zoning Analysis

Date: August 17, 2012

Author: Li Alligood, Associate Planner, City of Milwaukie

The purpose of this analysis is to examine the existing conditions and regulations for the area within ½ mile of the downtown Milwaukie light rail station. This memo describes desired future conditions for a typical walk-up light rail station, and identifies issues and policy gaps between the existing and desired conditions.

26.1 Goals, vision, and policies

Downtown

- The Milwaukie light rail station site is located in an area known as the South Downtown blocks, which is roughly the area bounded by Washington Street to the north, McLoughlin Blvd./Kellogg Creek to the west, Lake Rd./Kellogg Lake to the south, and 21st Ave. to the east.
- The area is identified as an Arts and Entertainment Anchor area in the Framework Plan.
- The guiding policy documents agree on the overall vision for downtown, but disagree on how it should be achieved. The Framework Plan includes a new TriMet Bus Transit Center and the closure of Main Street to the south of Washington Street.⁸ The South Downtown Concept Plan retains Main Street as a through street, and includes a light rail platform and station building at the intersection of Lake Road, Main Street, and 21st Ave.

26.2 Land use

Downtown

- Within ½ mile of the future Milwaukie light rail station at Lake Road, there are currently approximately 1,900 employees and 1,510 residents. Residential density in this area is 8.1 dwelling units per net acre. The existing commercial FAR is 0.16 to 1.
- The existing zoning regulations for the land around the station should be reviewed, because they do not allow for the mix of residential, commercial, and retail uses that would be necessary to create a vital and comfortable area, and off-street parking requirements are so high they could effectively block development around the station.

⁸ Note that the North Main Village development occurred on the site that was planned for the new TriMet Bus Transit Center.

- To encourage development that supports the future light rail station, transit-supportive zoning should **allow** the following:
 - Mixed-use buildings
 - Multifamily housing as stand-alone uses
 - Lots smaller than 5,000 SF
 - Transit facilities
 - Informal commercial uses (e.g., food carts)
 - Amenities like health clubs, restaurants, theaters, etc.
 - Light industrial and creative uses such as bookbinding to support live/work spaces
 - Parking facilities to serve residents, employees, and visitors
- To encourage development that supports the future light rail station, transit-supportive zoning should **require** the following:
 - Minimum residential densities of 12 units per net acre
 - FARs of 0.5 to 1 and higher
 - Design standards for all commercial and residential development
 - Active ground-floor uses
- To encourage development that supports future light rail station, transit-supportive zoning should **prohibit** the following:
 - Single-family detached housing
 - Auto-oriented uses
 - Large-scale or heavy industrial uses
 - Development that does not meet adopted design standards
- One zoning issue related to the planned Milwaukie light rail station is that the DO zone surrounding the site does not allow multifamily housing, and restricts retail and commercial uses.

26.3 Transportation

Downtown

Bicycle and pedestrian

- Limited bicycle facilities exist to serve the station.
- Kellogg Creek Trail provides a pedestrian/bicycle route behind the treatment plant, providing access from the Island Station neighborhood.
- Bike lanes exist on McLoughlin Blvd. between the Kellogg Lake trestle and Adams Street, and on Lake Road.
- Monroe Street is a bike boulevard.
- A complete sidewalk network exists throughout the study area.

- Pedestrian connections to adjacent neighborhoods are challenging.
- The City has received funding to construct a pedestrian /bicycle bridge across Kellogg Lake.

Transit

- Downtown transit needs are served by the Jackson Street bus hub, located on Jackson Street between Main and 21st.
- The Southgate Park and Ride was completed at the north end of downtown in 2010.
- There are several bus stops in the study area.

Parking

- The City has a downtown parking management plan.
- Some uses in downtown zones (DC, DR, DOS, and portions of the DO zone) require development to provide off-street parking.
- On-street parking and three permit parking lots are managed by the City.
- Current off-street parking regulations include provisions for reduced minimum parking within 1,000 ft of a light rail station.
- Consideration should be given to City-funded parking facilities downtown, or a fee in lieu of construction option that could be directed at the development of a downtown parking garage.

26.4 Development feasibility

Downtown

- The memorandum summarizes results from a 2009 technical memorandum prepared by Urban Land Economics et al, which identified 10 opportunity sites within the study area. These opportunity sites include Murphy and McFarland in Central Milwaukie, and the Texaco Site in Downtown Milwaukie. The study did not identify the Cash Spot or Triangle Site as opportunity sites. The identified opportunity sites generally shared the following characteristics:
 - Known development program from property owner
 - Active effort and/or assistance by City for specific property
 - Low improvement-to-land ratio
 - Proximity to light rail (MAX) station
 - Minimum 10,000 SF
 - Current land use nonconforming to development code
 - Age and condition of improvements
 - High potential of zoning standard vs. current use

- Parking requirements for the downtown zones have the potential to make the redevelopment of the areas in the DO, DR, and DC zones less feasible, as structured parking would often be necessary to meet the minimum parking requirements.
- Currently, there is no existing structured parking facility in the downtown area.
- Public incentives (e.g., streetscape improvements, utilities, other infrastructure) may be necessary to encourage new development that meets minimum transit-supportive FAR and residential densities.

27 History of Planning in Central Milwaukie

Date: February 25, 2011

Author: Ryan Marquardt, Associate Planner, City of Milwaukie

The purpose of this memo is to provide an overview of historical and current plans for Central Milwaukie. This memo includes a brief history of the development of these plans and highlights key dates and policy decisions.

27.1 Goals, vision, and policies

Central Milwaukie

- Central Milwaukie is not a cohesive or easily identifiable geographic area. As such, there have not been planning efforts specifically directed at the area.

27.2 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.
- The ROC/MU zoning is a direct result of the planning from the RCMP, and applies only to the Murphy and McFarland sites, and a few properties owned by Providence as well. The zoning in effect for these sites is very prescriptive in that proposed development must conform to the RCMP. The combination of zones and the interrelatedness to the RCMP makes the zoning applicable to these sites the most perplexing within the zoning code. The zoning is essentially an “all or nothing” scenario where a developer can construct the basic development program envisioned by the RCMP for the site or construct nothing at all.
- The memorandum also includes brief summaries of other documents that were reviewed as part of this background memo, and therefore we do not restate the conclusions of these other documents here.
- Appendix A to this memorandum includes a detailed breakdown of assessment data for Central Milwaukie.
- The history of planning in Central Milwaukie is summarized below:
 - The 1969 Comprehensive Plan is the earliest master planning document on file for Milwaukie. The text does not have specific recommendations for Central Milwaukie. The map that accompanied the 1969 Comprehensive Plan called for a very diverse mix of land uses within the relatively small Central Milwaukie area, including:
 - Medium Density Residential
 - Industrial
 - High Density Residential

- Commercial
- Apartment, Office, Residential
- The Comprehensive Plan was updated in 1979, but did not change significantly with regard to land uses for Central Milwaukie.
- In 1989 the Comprehensive Plan was updated, and changed the area on the north side of Highway 224 and east of Oak Street from Industrial to Commercial.
- The Regional Center Master Plan (RCMP) in 1997 identified large portions of Central Milwaukie as redevelopment opportunity areas, including the Murphy and McFarland sites.
- In 1998 the City adopted the Mixed Use overlay zone, which was applied to Downtown and Central Milwaukie⁹
- The Current Comprehensive Plan for Central Milwaukie contains a mix of medium density residential, commercial, and mixed use town center areas.
- The base zones within Central Milwaukie include: R7, R3, R2, R1, Residential Office Commercial zone with a Mixed Use overlay, Commercial General, and Commercial – Community Shopping Center.

⁹ The Mixed Use zone in downtown was replaced by the downtown zones in 2000.

28 Overview of PARs in the Milwaukie Area

Date: August 28, 2012

Author: Li Alligood, Associate Planner, City of Milwaukie

The document examines the Public Area Requirements (PARs) of five case study cities (Gresham, Troutdale, Fairview, Oregon City, and Wood Village).

28.1 Goals, vision, and policies

Citywide

General findings include:

- All communities have authority to require safety improvements through development.
- All communities have authority to require transportation system improvements necessitated by development or change of use, where exaction is roughly proportional with impact of development.
- Public area requirements generally apply to new development or large additions.
- Most cities with public area requirements support Downtown development through urban renewal or other incentives.

29 Ordinance No. 2059 – Amending Downtown Zoning Ordinance

Date: February 19, 2013

Author: City of Milwaukie

The ordinance amends Title 19, Zoning Ordinance for the purpose of:

- Relieving changes of use and minor additions in Downtown Milwaukie from requirements for street frontage improvements (e.g. PARs)
 - This reduced the applicability of the PARs so that it no longer applies to changes of use, and only applies to new development or additions of more than 1,500 sf
- Allowing a wider array of uses for ground-floor storefronts along portions of Main Street
- Allowing greater flexibility for retail and restaurant uses in the Downtown Office zone
- Ensuring new development along Main Street constructs ground-floor spaces that facilitate future conversion to restaurant and retail uses
- Clarifying Downtown zoning regulations

30 Fresh Look Milwaukie: Downtown Road Map Policy Recommendations Report

Date: June 2013

Author: ALIGN planning

The Fresh Look Milwaukie: Downtown Roadmap (“Fresh Look”) project was a recent Downtown planning effort that identified shared community values and analyzed how those values interact with current Downtown plans and current economic and physical conditions. The document resulted in a set of recommendations and strategies to support a vibrant Downtown in the short- and long-term.

30.1 Goals, vision, and policies

Downtown

The Fresh Look project identified the following key findings:

- A new community with values that echo those of the past. The top qualities people value about Downtown are: preservation of the small town feel, growth of locally-owned businesses, celebrations focused on local culture, and improved connections to the river.
- Implementation strategies need updating. Current plans and regulations were adopted more than a decade ago and do not reflect current physical or economic conditions.
- Milwaukie needs more people Downtown. There is a chicken-and-the-egg conundrum for getting more people Downtown. More people will come Downtown if there are more enticing shops and activities. On the other hand, these shops and activities depend on having a sizeable number of nearby residences.

The Fresh Look project resulted in a set of five policy recommendations:

- Promote and enhance shared community values.
- Facilitate economic development.
- Increase community cohesion.
- Bring “sexy” back to McLoughlin Blvd.
- Identify and prioritize short-term projects.

The Fresh Look project conducted a Strengths, Weaknesses, Opportunities, and Challenges (“SWOC”) analysis through an extensive community engagement process. Key results of the SWOC analysis are:

- Strengths
 - Events
 - Small town character

- Local businesses
- Ledding Library
- Parks and open space
- Weaknesses
 - Lack of shopping variety
 - Need for economic development
 - McLoughlin Boulevard
 - Difficult local access to Downtown
- Opportunities
 - Local restaurants
 - Public and green space
 - Grocery store
 - Light rail
 - Downtown Milwaukie's local identity
 - Ground level uses
- Challenges
 - Parking
 - Downtown tensions

30.2 Development feasibility

Downtown

What is working?

- Ground floor retail with residential housing has been well received. People like the North Main Village project and new ground floor retail and dining options.
- People believe Downtown is a generally walkable environment and newer streetscape improvements are well received.
- Residents are excited about the Riverfront Park project.

What is not working?

- Frustration with Downtown planning not yielding results.¹⁰
- Concern that use restrictions block ground floor retail on several blocks along Main Street.

¹⁰ See Downtown Code Refresh Memo #2.

Short-term priority projects

The Fresh Look identified the following short-term high-priority projects:

- Restart a program for small-scale renovation and façade improvements.
- Install signage
- Parking permit program adjustments

Other key findings

- Downtown is well-positioned to be both a local and regional destination. The north-south travel corridors to and through Downtown offer easy access, though Hwy 224 makes east-west connections more difficult. Milwaukie is centrally and conveniently located to attract visitors from the Sellwood and Eastmoreland neighborhoods, as well as Oak Grove and Oregon City.
- Since the inception of the Framework Plan, there has been a strong desire for a grocery store Downtown. The desire has yet to be realized, suggesting market conditions in Downtown may be unfavorable to a grocer. The Fresh Look project suggests conducting market research to assess the market feasibility for a local, financially viable grocery store.

31 Fresh Look Milwaukie: Downtown Road Map

Appendix D – Existing Conditions Report

Date: June 2013

Author: ALIGN planning

This report is an appendix to the Fresh Look recommendations. The purpose of the Existing Conditions report was to inform ALIGN Planning’s engagement strategy for the Fresh Look project, provide background information, and inform the recommendations portion of the final road map document. In addition to a description of existing plans that guide Downtown Milwaukie (described in the body of the Fresh Look Road Map report, and not repeated in this section of the Background Memo), the Existing Conditions report also provides a snapshot of the social, economic, and physical environment of Downtown, including socio-economic demographic trends, and an exploration of the built environment.

31.1 Land use

Downtown

ALIGN planning conducted first-hand observation of ground floor uses in the Downtown study area. Uses were recorded on the 133 parcels and 77 structures in the study area. ALIGN observed 113 uses in the area, those uses include:

- 23 retail
- 20 office
- 19 restaurant
- 16 service
- 15 surface parking
- 6 bank
- 6 civic
- 8 other

ALIGN planning conducted a survey of building heights in the Downtown study area, and found:

- One-story buildings: 55%
- Two-story buildings: 35%
- Three-story buildings: 9%
- Four-story buildings: 1%

31.2 Development feasibility

Citywide

The Existing Conditions Report provides detailed demographic data on the City of Milwaukie, with Clackamas County and the Portland MSA as areas of comparison. Key findings include:

- The population of Milwaukie declined 1.00% from 2000 to 2010, compared to 10% growth in Clackamas County, and 12.1% growth in the Portland MSA.
- Comparing Milwaukie's population in 2010 to the year 2000, Milwaukie's 2010 population is older, with lower household income, and a smaller percentage of married adults.
- Milwaukie's non-white population increased from 9% in 2000 to 11% in 2010.
- 12,717 employees live outside of Milwaukie and commute to Milwaukie for work. 790 Milwaukie residents work at jobs in Milwaukie. 9,865 Milwaukie residents commute to jobs outside of the City of Milwaukie.

32 Fresh Look Milwaukie: Downtown Road Map

Appendix E – Public Outreach Findings Report

Date: June 2013

Author: ALIGN planning

This report is an appendix to the Fresh Look Milwaukie: Downtown Road Map project. During April and May, ALIGN planning conducted numerous community engagement efforts. This appendix summarizes the key findings from these community engagement efforts.

32.1 Goals, vision, and policies

Downtown

Community engagement efforts collected feedback from over 300 people, and included the following:

- Kickoff meeting
- Community conversations
- Stakeholder interviews
- Online surveys
- Community workshop

Kickoff meeting

- 33 community members participated in the open house
- I love Milwaukie because...
 - Retains its own identity
 - Transit hub
 - Local businesses
 - Safe, quiet, friendly
 - Small town feel, big city fun
 - Historical background
 - View of the river
- Themes that emerged during group discussions:
 - Connecting to riverfront
 - Improve perception of Downtown, branding of Downtown
 - Drawing people in, signature events
 - Urban design, limit buildings to three stories
 - Destination location

- Property maintenance, civic pride
- Accessibility
- Business development, economic resource

Online surveys

- Over 130 surveys received.
- Would shop Downtown more often if:
 - 71% - more variety of places to shop
 - 60% - more places to shop
 - 43% - more events Downtown
 - 27% - more pleasant to walk in
 - 23% - more parking
 - 11% - other
- Small pocket parks and plazas should be encouraged Downtown:
 - 72% - Agree or Strongly Agree
 - 18% - Disagree or Strongly Disagree
- I visit Downtown to:
 - 85% - Eat
 - 68% - Use public resources (library)
 - 63% - Attend events
 - 62% - Shop

One-on-one interviews with community members

- Contacted 50+ community members for one-on-one conversations. Key findings were:
 - Transit services are impractical in comparison to driving.
 - Regulations are generally too prescriptive and not sensitive to market realities.
 - Need for marketing and branding to attract more foot traffic.
 - Funding mechanisms may be required to provide services, as most business owners don't want to pay.

One-on-one interviews with stakeholders

- Contacted 30 stakeholders for one-on-one conversations.
- Top three obstacles to getting things done in Downtown Milwaukie:
 - 29% - Getting past negative perceptions
 - 25% - Reduce roadblocks imposed by regulations
 - 18% - Marketing and branding

Business owner “coffee klatches”

- 17 business owners participated.
- 76% believed there is a parking issue for businesses, especially lack of employee parking.

Community workshop

- 43 community members participated
- Priority Area: South Downtown. Desire to protect community values in the built environment. Strategies could include design guidelines, public art programming, business recruitment. Incentivize and encourage development that meets the community’s needs.
- Priority Street: McLoughlin Boulevard. Improve the face through signage, reduced building setbacks, façade improvements, increased access points to Downtown.

33 Light Rail and Development Perspectives

Date: July 14, 2008

Author: Shiels Oblatz Johnsen (SOJ)

The purpose of this memo is to test the conventional wisdom that the presence of light rail supports private investment. The memo summarizes a series of conversations held with local developers on the relative value of light rail in their investment considerations. SOJ spoke with five individuals who have been involved in a variety of urban mixed-use projects throughout the region, including: Loren Waxman, John Carroll, Ed McNamara, Doug Oblatz, and Carter MacNichol.

33.1 Development feasibility

Downtown

- There was a consensus among all of the developers interviewed that the presence of light rail service would be an enhancement to attracting development investment.
- Light rail can provide cost-efficient transportation for employees, supporting retail and office uses.
- Light rail can enhance existing retail, but is less likely to create a market for retail on its own.
- Light rail expands transportation and access options for residents and employees in a building which in turn creates value.
- When gas prices rise, having the option to not drive to work will become increasingly valuable.
- People are more likely to use light rail than buses.
- The substantial public investment in infrastructure tends to attract (or at least appeal to) national investors and developers.
- Proximity to light rail provides a financial benefit to developers as it reduces a businesses' requirement for parking.

34 Recommendations to the City of Milwaukie for the South Downtown Project

Date: June 28, 2010

Author: Johnson Reid LLC, Structura Naturalis Inc., and Citiventure Associates LLC

This document describes the recommendations of a board of development advisors regarding the South Downtown area. The board of development advisors toured the site; met with stakeholders, City staff, and consultants; reviewed previous materials; and engaged in a discussion regarding implementation.

34.1 Goals, vision, and policies

Downtown

General recommendations:

- The pattern language approach is compatible with economic opportunities in Milwaukie.
- It is critical to work with local businesses and cultural assets, using the “economic gardening” approach.
- The South Downtown project is integral to a larger strategy for all of Downtown.
- Start with on-street and tuck-under parking, and secondarily, unobtrusive surface parking lots.
- Structured parking will not be economically feasible until late in the project, but the location for a structured parking garage should be identified early and designated in City plans.

Implementation mechanisms:

- City should set up a development entity.
- City should look at incentives for development.
- Public investment by the City will likely be required at some level to realize the type of development called for in the South Downtown Plan.

34.2 Development feasibility

Downtown

- The commercial market in this area is limited by the relatively small number of residences in the catchment area.
- There are opportunities for residential development, as well as certain types of commercial: destination retail, outlet stores, small family businesses.

Potential catalysts for new development include:

- If the Farmer's Market is moved to this area.
- If City Hall and/or the library is moved to this area.
- Thoughtful development of the station building (i.e. the Triangle Site).
- If Dark Horse and other distinctive local businesses open an outlet facility.
- If the waste treatment plant is modified.

35 South Corridor: Portland-Milwaukie Light Rail Project, Environmental Impact Statement

Date: October 2010

Author: Metro, TriMet, and the Federal Transit Administration

TriMet proposes to construct and operate 7.3 miles of light rail transit and related facilities between downtown Portland, Oregon, the City of Milwaukie, and north Clackamas County. The Portland-Milwaukie Light Rail (PMLR) Project Final Environmental Impact Statement (FEIS) updates information contained in the PMLR Project Supplemental Draft EIS. It also considers findings from the South Corridor SDEIS published in December 2002, and the South/North Corridor Project Draft EIS published in February 1998. The FEIS also examines a No-Build Alternative, which is compared to the project's Locally Preferred Alternative (LPA). The FEIS addresses long-term, short-term, and cumulative effects on:

- Transit service
- Ridership
- Accessibility
- Traffic
- Regional and local roadways
- Freight movements
- Acquisitions and displacements
- Land use
- Economics
- Neighborhoods
- Visual and aesthetic resources
- Ecosystems
- Water quality and hydrology
- Geology and seismology
- Air quality
- Hazardous materials
- Noise and vibration
- Energy
- Hazardous materials
- Parklands
- Safety and security
- Utilities
- Historic and cultural resources
- Public services

Due to the substantial length of this document, and its relatively minor importance to the CCEP project, we do not provide a thorough review of all elements of the FEIS in this background memo. Instead, we provide a brief summary of the PMLR project elements that will impact Milwaukie's commercial core.

35.1 Transportation

- The LPA includes approximately 7.3 miles of light rail with ten stations, five shelters, two park-and-rides, and a new bridge across the Willamette River.
- The route would begin near PSU at the southern end of downtown Portland, and end in unincorporated Clackamas County at SE Park Ave.
- The three southernmost stations would serve Milwaukie, including (from South to North) the line's terminus at Park Ave. in unincorporated Clackamas County, the Lake Street station in South Downtown Milwaukie, and the Tacoma Street station, just north of the City of Milwaukie.
- The Tacoma Street station would include an 800-space parking garage, though initial phasing would provide only 320 surface park-and-ride spaces.
- South of the Tacoma Street station, the line would cross under the Springwater Corridor trail bridge, cross over the Tillamook Branch line railroad tracks, and cross under Highway 224. The alignment would remain along the east side of the Tillamook Branch line, separated by a 25-foot offset through Milwaukie.
- The Lake Road (now Main Street) station would be located at the intersection of SE Lake Road and SE 21st Ave.
- South of the Lake Road station, the tracks would cross over SE Lake Road and Kellogg Lake on a new bridge along the east side of the existing freight rail trestle, within the railroad right-of-way. The alignment would cross over SE McLoughlin Boulevard to run along the west side of the roadway until the terminus at SE Park Ave.
- Up to 25,570 daily trips on light rail would be expected in the Portland-Milwaukie Corridor by the year 2030.

36 South Downtown Concept Plan

Date: August 2011 (adopted September 6, 2011)

Author: Walker Macy

The purpose of the project was to design three potential concept plans for South Downtown, and to present these concept plans to a Steering Committee for review and comment.

36.1 Goals, vision, and policies

Downtown

A Pattern Language developed through a previous planning process is the guiding document for the South Downtown project and supports the community's goal to create a welcoming place for citizens and visitors. These patterns include:

- Relationship of the South Downtown to its surrounding areas.
- A Major Plaza forms the core and focus of the South Downtown.
- The Plaza lies at the head of Main Street.
- From the Plaza there are views of the Willamette River and the western setting sun.
- The Transit Station leads directly into the Plaza.
- The Plaza is given its shape and character by an inner frontage ring of two-story buildings.
- There is a second, wider and deeper outer ring of land, containing more loosely placed, one, two, and three story buildings. In this outer ring there is a tangled network of narrow lanes and buildings.
- 25% of the land that surrounds the Plaza will be restored to its natural state.
- The prevailing form of buildings are ShopHouses (small mixed-use buildings containing both dwellings and workplaces, and are owner occupied).
- Overall building density will be limited to an FAR of 1.51.
- All buildings will be built by individual craftspeople working in a masonry tradition that emphasizes brickwork and cast stone.
- Owners and occupiers will be encouraged to ornament their own buildings.
- There is a web of connected paths, roads, and other transportation modes.

The study area is situated within an incredible confluence of urban amenities and proposed improvements, including:

- The site terminates at Main Street, the central spine of downtown Milwaukie.
- A new light rail station will open in Fall 2015.
- Kellogg Lake will be drained and restored as a functional salmon stream and natural area with public trails to the stream's edge.

- The site features views of the Willamette River and the setting sun.
- The Trolley Trail will provide bicycle and pedestrian connections to Oregon City.
- A possible reconfiguration of the wastewater treatment plan could significantly reduce odor and aesthetic impacts.

Elements from the three concepts were combined into a single, refined concept plan. Some important features of the plan are:

- Designed to be safe and comfortable, with special focus paid to Milwaukie High School.
- Main Street remains open through the district, but traffic is calmed.
- Four development sites are established:
 - Cash Spot
 - Bernard Block
 - Shipley Block
 - Triangle or Station Site
- A plaza at Main Street and Adams has views to the Willamette.
- A pavilion sits in the southwest corner of the plaza, looking out over Kellogg Creek.
- The plaza's edges are occupied by retail uses or cafes.
- Buildings of up to 4 stories will provide a transition to adjacent residential uses (note – a departure from the Pattern Language)

36.2 Land use

Analysis of the existing buildings and property patterns in Downtown led the team to conclude that a finer-grained approach to development will establish this district's character. Such an approach might feature individual buildings on tighter lots, developed incrementally over time.

36.3 Development feasibility

Downtown

The document describes a work program to increase the likelihood that the City will realize the South Downtown vision. Some of the key steps in the work program include:

- Work with private property owners to create redevelopment plans for their properties.
- Continue predevelopment planning for the Triangle Site.
- Use urban renewal as a means for funding portions of the South Downtown Plan.
- Establish a redevelopment agency that will assume ongoing responsibility for coordinating development efforts in the South Downtown.
- Coordinate with TriMet to ensure light rail design is consistent with the South Downtown Plan.

- Seek regional transportation funds for streetscape enhancement.
- Continue to work on the Kellogg-for-Coho Initiative.
- Advance the design work on the plaza and other public spaces in more detail.
- Recruit potential tenants, builders and designers.
- Launch a “Small Moves” program to implement inexpensive improvements for public spaces.
- Review and update the zoning code.
- Study related transportation requirements and plans that must be reconciled.
- Use the Downtown Code Refresh to update and improve development standards.
- Work to update Milwaukie’s Downtown Design Guidelines to better align with the design character identified in the South Downtown Plan.
- Amend the Downtown Plan and Comprehensive Plan if necessary.
- Support property owners with regulatory requirements on development proposals.
- Ensure the light rail project takes into account the community vision for South Downtown.

37 South Downtown Preliminary Implementation Plan (Res. 82-2011, Attachment 1. Exhibit C.)

Date: September 6, 2011

Author: Kenny Asher, former Community Development Director, City of Milwaukee

This document provides a proposed list of tasks for the Planning and Community Development departments to pursue in the short-term to move the South Downtown Concept Plan toward reality. It was adopted by Council as an attachment to the South Downtown Concept Plan.

37.1 Goals, vision, and policies

Downtown

The document recommends several amendments to planning and transportation policies, including:

- Downtown and Riverfront Land Use Framework Plan: The South Downtown Plan calls for a live/work neighborhood with many smaller buildings, instead of an arts and entertainment anchor with one large campus. This should be updated in the Framework Plan. Other updates include the location of the plaza, the circulation plan, and the light rail station location.
- Zoning Map. The South Downtown study area should be rezoned from Downtown Office to another zone (e.g., Station community, South Downtown, etc.).

The document proposes some “small moves” that can be undertaken by the Community Development Department to turn the area into more of a destination in the short-term. These include:

- Identify a location and vendors to entice food carts to the area.
- Establish a mid-week Farmer’s Market in South Downtown.
- Organize private property owners to convert their properties to uses that support more pedestrian activity.
- Develop the Triangle Site.
- Study ways to make Dogwood Park more attractive.
- Conduct a refined study of the plaza.
- Continue efforts to attract an anchor office user to one of the viable development sites.
- Make restoration of the north bank of Kellogg Lake a City priority.
- Design the new Adams Street Pedestrian Way.
- Install signage.
- Bring programming to the area, string lights along the street, install temporary art exhibits and landscaping features.

Two projects that should be prioritized, but will take significant resources, are completion of the Kellogg-for-Coho Initiative and installation of the bike/ped bridge over Kellogg Lake, underneath the light rail structure.

37.2 Transportation

- In the course of rezoning the area, the City needs to assess the impact on the transportation system.
- To allow for implementation of the public spaces called for in the South Downtown Plan, the following changes will be required:
 - TSP. Reclassify Main Street west of 21st Ave. from an arterial to a local street.
 - Public Works Standards. Add a new street cross-section design for Main Street west of 21st Ave for a two-way, pedestrian-oriented street.
 - Public Works Standards. Change the street designs for Main Street south of Washington Street and Adams Street west of 21st Ave.
 - Public Works Standards. Add standards to allow the plaza to be built in the public right-of-way.

38 Tacoma Station Area Plan

Date: June 5, 2013

Author: City of Milwaukie

This plan provides a foundation for future development in the Tacoma Station Planning area – located in the City of Milwaukie south of the future Tacoma Light Rail Station. It incorporates a set of recommendations for future land uses, new and improved transportation facilities, design concepts and standards for future development in the area. It also includes a set of strategies to implement the Plan.

38.1 Goals, vision, and policies

The Tacoma Station Planning area does not overlap with the geographies under evaluation for the Commercial Core Enhancement Program (i.e., Downtown Milwaukie, Central Milwaukie, or the Neighborhood Main Street Commercial Areas). Thus, this document is not directly applicable to the CCEP project.

However, the implementation steps described in the Tacoma Station Area Plan are similar to some of the tasks included in the CCEP, and therefore lessons learned by the City on the Tacoma Station Area Plan may be applicable to the CCEP project. In particular, the Tacoma Station Area Plan called for the following implementation strategies:

- Comprehensive Plan amendments
- Zoning ordinance amendments
- Transportation System Plan updates
- Transportation and parking demand management
- Funding strategies
- Marketing and development partnerships

Comprehensive Plan and zoning ordinance amendments were adopted with the TSAP, and TSP updates are being incorporated into the 2013 updates.

39 Neighborhood Main Streets Existing Conditions Report

Date: June 2012

Author: Horizon Planning

The purpose of the Neighborhood Main Streets Project is to assist the City in developing a vision for neighborhood commercial areas, and to devise potential collaborative solutions to reach that vision. The Existing Conditions Report provides a foundation of data and information for the Neighborhood Main Streets Project.

39.1 Land use

Neighborhood Main Streets

Existing uses within the zones conform fairly well to the permitted and conditional uses for the area.

Existing development does not conform very well to the form and design criteria provided by code (height and setback requirements, landscaping requirements, and parking standards).

32nd Ave.

The 32nd Ave. commercial area is zoned Limited Commercial (C-L), which permits a wide variety of office, retail, and personal service uses, with single-family and multifamily residential uses allowed conditionally.

Eating/drinking establishment uses are not permitted in the C-L zone.

42nd Ave.

The 42nd Ave. commercial area is zoned General Commercial (C-G), and permits a greater variety of uses including eating establishments, larger retail stores, and a variety of auto-oriented businesses, though no residential uses.

The area is surrounded by a number of home businesses.

39.2 Transportation

Neighborhood Main Streets

The areas within a 20-minute walk of 32nd and 42nd Ave. commercial areas have relatively low sidewalk coverage and poor street connectivity. Other barriers in the area include steep grades, and, in the 42nd Ave. area, Highway 224 and railroad tracks.

Bicycle access to these areas is somewhat better.

Transit access to both areas is fairly good.

Both areas have somewhat limited parking for automobile access, though the large Safeway parking lot in the 42nd Ave. area provides parking supply for the entire area.

39.3 Development feasibility

Neighborhood Main Streets

- The market areas for the neighborhood main streets include the Ardenwald, Lewelling, and Ardenwald - Johnson Creek neighborhoods. These neighborhoods are somewhat older and less ethnically diverse than the regional overall, and have a higher share of middle income residents.
- There is purchasing power to support more business activity, particularly in the 32nd Ave. commercial area.
- There are gaps in the business mix: 32nd Ave. has a lack of food service establishments¹¹, and there are no banks in either of the neighborhood main street areas.
- Vacancy rates in the King Road Center /Safeway development cast doubt on the viability of increasing commercial space.

¹¹ This can largely be blamed on the prohibition of food service establishments in the C-L zone. However, it is uncertain whether market forces would deliver food service establishments in this location if the zoning restrictions were eliminated.

40 Neighborhood Main Streets Project: Public Involvement Report

Date: June 2012

Author: Horizon Planning

This report documents the public involvement and outreach tools used to collect community input for the Neighborhood Main Streets Project. The main involvement activities were:

- Two walking tours
- An online community survey
- A community visioning workshop
- Interviews with current and prospective business owners
- Focus group at Hillside Manor resident association meeting
- "I Want..." posters at community sites
- Public open house

40.1 Goals, vision, and policies

Neighborhood Main Streets

Survey results

- Important characteristics of a Neighborhood Main Street:
 - Pleasant walking area
 - Attractive and maintained buildings
 - Street trees and landscaping
 - Variety of businesses
- Kinds of businesses you would like to see in the neighborhood main street commercial areas:
 - Restaurants
 - Food stores
 - Specialty retail
- Kinds of businesses you would not like to see in the neighborhood main street commercial areas:
 - Vehicle sales or services
 - Other services (electronics, repair, dry cleaning, etc.)
 - Medical offices
 - Business and professional services

- Percent of survey respondents that visit the neighborhood main street commercial areas at least a few times a week:
 - 42nd Ave: 59%
 - 32nd Ave: 31%
- Percent of survey respondents that never visit the neighborhood main street commercial areas:
 - 42nd Ave: 1%
 - 32nd Ave: 32%
- 47% of respondents listed damaged or incomplete sidewalks as a reason for not walking or biking to the commercial areas.

A public open house asked whether various uses should be allowed in the neighborhood commercial zones. The results were:

- Second floor housing: 10 yes, 0 no
- Bar/Pub: 6 yes, 2 no
- Food carts: 4 yes, 1 no
- Child care: 3 yes, 0 no
- Auto service / repair: 0 yes, 4 no

Hillside Manor is a an affordable housing development owned and operated by the Housing Authority of Clackamas County, within ½ mile of both the 32nd and 42nd Ave. commercial areas. Hillside Manor has 100 housing units. Neighboring Hillside Park also has 100 units. Some residents of Hillside Manor participated in a conversation with Horizon Planning staff about this project. Key findings were:

- Residents of Hillside Manor do not go to businesses on 32nd Ave.
- Residents of Hillside Manor do go to businesses on 42nd Ave. (predominantly to the Safeway).

32nd Ave.

A visioning workshop identified the following strengths and weaknesses of the area:

Strengths:

- Stable neighborhood with long-time residents
- Presence of sidewalks on 32nd Ave.
- Residential-commercial mix
- Greenery
- Lisac's is a regional draw

Weaknesses:

- Busy traffic
- No identity
- Poor building maintenance
- Lack of multi-modal access
- Limited space for parking

Comments from Hillside Manor residents on 32nd Ave. area:

- Sidewalks on 32nd Ave. not ADA accessible, not wide enough, limited curb ramps.
- The area has parking issues (limited on-street parking)
- Would like to see crosswalk from coffee shop to Erik's market
- Want better streetlights

42nd Ave.

Strengths:

- Restaurants
- Availability of parking
- Active community center
- Attractive design of Safeway

Weaknesses:

- Not designed for pedestrians
- Bad circulation in parking lot
- Confusing intersections
- Lack of greenery
- Used car lot is an eyesore

Comments from Hillside Manor residents on 42nd Ave. area:

- Doesn't feel safe (No sidewalks or streetlights)
- Safeway did a good job of updating shopping center
- 42nd Ave. is difficult to access (uphill, not the best transit)

41 Neighborhood Main Streets Project: Final Recommendations

Date: June 2012

Author: Horizon Planning

This document presents Horizon Planning's recommendations for the Neighborhood Main Streets Project. Recommendations are divided into three main sections: (1) changes to zoning code, (2) changes to the TSP, and (3) economic development programs.

41.1 Goals, vision, and policies

Neighborhood Main Streets

Zoning code recommendations:

- Create a new commercial zone with neighborhood-serving uses
- Establish development standards for the new zone
- Expand the spatial extent of the new zone

Transportation recommendations:

- Make sidewalks on the neighborhood main streets safer and more comfortable
- Improve connections to surrounding neighborhoods
- Improve pedestrian crossings at key intersections
- Add bicycle parking on the neighborhood main streets
- Improve on-street parking

Economic development recommendations:

- Start a seasonal farmers market on underutilized parking lots
- Fill vacant storefronts with non-traditional uses such as co-working spaces, business incubators, pop-up shops, and cooperatives
- Start a parking lot conversion program
- Create places for people to gather
- Support community events
- Promote local businesses through buy-local campaigns
- Strengthen commercial identity through place-making
- Provide economic development technical assistance
- Establish a storefront improvement program

42 Neighborhood Main Streets: A Plan for Revitalizing Milwaukie's Neighborhood Commercial Areas

Date: June 2012

Author: Horizon Planning

The purpose of the Neighborhood Main Streets Project was to assist the City of Milwaukie in developing a vision for main streets, then to devise collaborative solutions to reach that vision.

42.1 Goals, vision, and policies

Neighborhood Main Streets

Community outreach on the project resulted in the following Community Vision Statement:

- In the future, the commercial areas on 32nd and 42nd Avenues in Milwaukie are Neighborhood Main Streets. They are hubs of activity – places where local residents gather to shop, dine, and socialize. Tree-lined streets and attractive storefronts create a pleasant environment, and a mix of small-scale and locally-owned business fit in well with their established residential neighborhoods. Connections to these main streets from the surrounding areas allow people to safely and easily reach their destinations whether on foot, by bicycle, or by car.”

The vision includes three major goals for neighborhood main streets:

- A vibrant local economy
- Safe, accessible streets
- Neighborhood-scale identity

The Neighborhood Main Streets Project resulted in a set of recommendations to achieve these goals. These recommendations are described in Section 40 of this report, and are not repeated here.

Challenges for the Neighborhood Main Streets areas include:

- Inadequate zoning standards
- Slow population growth
- Modest residential density
- Auto-oriented development
- Poor pedestrian and bicycle connectivity
- Narrow right-of-way on 32nd Ave.
- Limited or less-than-ideal spaces for new businesses

- Absence of active business association or alliance to promote local businesses
- Spread-out commercial uses on 32nd Ave.

Opportunities for the Neighborhood Main Streets areas include:

- Thousands of people within walking distance
- Unmet demand for restaurants and other services and retail goods
- Pedestrian-scale development already in place
- Abundance of home-based businesses
- City funding program for small-scale pedestrian improvements
- Active community and civic organizations
- High-volume transportation corridors
- Proximity of Springwater Corridor Multi-Use Trail
- Future light rail station

43 Milwaukie Texaco Site, Mixed Use

Date: June 22, 2006

Author: Metro & Ankrom Moisan Architects

This document shows three options for mixed-use redevelopment of the Texaco Site.

43.1 Development feasibility

Opportunity sites

Texaco Site

- Option 1 would be a four-story building, with two towers, separated by an “amenity deck” atop a ground-floor podium. The ground floor would include structured parking for 68 cars, and 12,600 SF of retail space. Each tower would include three stories of residential, with 14,000 SF on each floor, for a total of 84,000 GSF of residential space (72 total residential units).
- Option 2 features below-grade parking for 130 cars, and two mixed-use towers separated by a courtyard. One of the towers would be four stories tall, and the other would be six stories. Excluding parking, the project would be 141,520 SF, including 78 housing units, 8,300 SF of retail, and 32,000 SF of office.
- Option 3 would be similar to Option 2, but with additional density, and an emphasis on residential, and no office. The two towers would be five and eight stories, with a total of 131 housing units and 8,300 SF of retail.
- The document includes one-page summaries of four comparable projects, either completed, under construction, or in design-review. These projects are:
 - SE 23rd and Belmont Condominiums (Portland)
 - The Vaux Condominiums (NW 23rd and Raleigh – Portland)
 - The Sitka Apartments (NW 11th and Northrup – Portland)
 - 10th and Hoyt Apartments (Portland)

44 Cash Spot Title Information

Date: 2006

Author: *First American Title Insurance Company of Oregon*

This is the title for the Cash Spot opportunity site, located at 11100 SE McLoughlin Blvd., Milwaukie, OR 97222.

44.1 Development feasibility

Opportunity sites

Cash Spot

- Owner: GRS Properties, LLC
- Statutory Warranty Deed on September 4, 2002 transferred ownership from Glen R. Smith and Doris L. Smith to GRS Properties, LLC. This was a transfer from the Grantors as individuals to a limited liability company and no monetary consideration was involved.

45 Cash Spot: Development Concept

Date: December 9, 2010

Author: Cavanaugh & Cavanaugh LLC

Conceptual designs for new development on the Cash Spot opportunity site. Targeted tenants appear to be Dark Horse Comics, Things From Another World, Bishops Barbershop, Crema, TENpod, and Por Que No?

45.1 Development feasibility

Opportunity Sites

The Cash Spot

- Four story building.
- Large, artistic “light wall” facing McLoughlin Boulevard.
- The bulk of the document consists of illustrations of the proposed development.
- 48,000 gross square feet
- NNN rent assumed to be \$12 - \$15 per leasable SF
- Hard construction costs of \$107 per SF
- Soft construction costs of \$36.77 per SF
- Total construction costs of \$142.77 per SF (excluding land acquisition costs)

46 City of Milwaukie Pre-Application Conference Report (Project ID#: 06-019PA)

Date: June 22, 2006

Author: City of Milwaukie

This report describes various issues related to proposed new development. The report is for development proposed by Nick Stearns Inc., for a proposed condominium development on SE 37th Ave. and Monroe Street (i.e., the McFarland Site).

46.1 Development feasibility

Opportunity Sites

McFarland Site

- Proposed 150-unit condominium project.
- Zone: R-O-C with Mixed Use Overlay
- Occupancy Group: R-2
- Water Issues:
 - 12" water mains on SE 37th Ave. and SE Monroe Street are available to serve the proposed development.
 - An existing 8" water transmission line on SE 37th Ave. and SE Monroe Street is not available for water service.
 - Existing 6" water main on SE Stanley Ave. and 8" water main on SE Logus Road are available to serve the proposed development.
- Sewer Issues:
 - Existing 12" to 8" wastewater main on SE Monroe Street and an 8" wastewater main on SE 37th Ave. are available to serve the proposed development.
- Storm Issues:
 - Existing 15" to 12" storm main on SE Monroe Street is currently at capacity and is slated for improvement as part of Meek Street Phase V. This project is currently unfunded and not included in the five-year CIP.
 - City of Milwaukie is currently developing storm water standards for development that may not be ready for use prior to design of the proposed development. Staff recommends that the applicant use Western Environment Services (WES) storm water standards for any necessary analysis of the development site.
- Frontage Issues:

- The proposed development will require a Transportation Impact Analysis. Adequacy Requirements will apply and right-of-way dedication and frontage improvements will be required.
- Of-site improvements will be required as part of the development if warranted by the Transportation Impact Analysis.
- Staff recommends the applicant complete construction of half street improvements on SE Monroe Street between the existing improvements and SE Oak Street, SE 37th Ave. fronting the proposed development, and SE Oak Street. These improvements include: 11-foot travel lanes, 6-foot bike lanes with curb, 5-foot landscape strip (can request an adjustment to reduce landscape strip width to 3-feet), 6-foot setback sidewalk, (when no landscape strip is provided) an 8-foot curb tight sidewalk is required. For 37th Ave., the recommended cross section does not fit within the existing right-of-way, and adjustments would be needed.
- Staff recommends the construction of a 25-foot curb return radius at the intersection of SE Monroe Street and SE 37th Ave., as well as the intersection of SE Monroe Street and SE Oak Street.
- Setbacks: No yard setbacks are required.
- Landscape: Minimum vegetation requirement is 30%.
- Parking: Minimum required parking is 1.25 spaces per unit (1 of which must be covered). Additionally, one 10-foot by 25-foot parking space is required for every 12 dwelling units. There are various reasons for new development to receive a reduction in the required minimum amount of parking.
- Planning notes:
 - Building height is limited within 50 feet of SE 37th Ave. and SE Monroe Streets rights-of-way to the lesser of 35 feet or two stories. Building height for the remainder of the site is limited to the lesser of 45-feet or three stories.

47 Environmental Cleanup Site Information (ECSI) Database: Site Summary Report – Details for Site ID 3331

Date: December 5, 2006

Author: Oregon DEQ

This report contains information on the environmental cleanup of the McFarland site.

47.1 Development feasibility

Opportunity Sites

McFarland Site

- Site ID: 3331
- Site Name: Catellus Development Corp.
- Address: SE 37th Ave. & SE Monroe St., Milwaukie OR 97222
- Investigation status: No further action required
- Brownfield Site: No
- Contamination Information: Environmental investigations conducted since 1989 have revealed the presence of PAH contamination in on-site soils and off-site soils beneath the adjacent SPTCo railroad right-of-way, and on the Milwaukie Marketplace. The investigations have also revealed the presence of elevated PAHs in on-site groundwater (ECSI #887).
- Hazardous Substances: F034, creosote, PAHs
- Status of Investigative or Remedial Action: 5/1/02. The seven-acre site was divided into two parcels. Parcel 1 (Tax lot 3003) is the subject ECSI site (#3331). The Record of Decision and Consent Decree requires Parcel 1 soils to be cleaned up to levels that are protective for residential use. This soil cleanup was performed in the fall of 2001. 7/18/02. The public comment period was June 1 to July 1, 2002. No comments received. DEQ has removed Parcel 1 – ECSI #3331 – from the Confirmed Release List and Inventory, and has issued a Certificate of Completion for the Phase 1 work.

48 Final Memo and Recommendations – Highway 224/Oak Street Study Area(s)

Date: January 24, 2007

Author: Angelo Planning Group

This memorandum describes the existing characteristics, issues, opportunities and constraints associated with potential zoning text and/or map changes in the Highway 224/Oak Street study area(s). These study areas include:

- Area A – Myrtle Street
- Area B – Murphy & Providence
- Area C - McFarland

The memo also summarizes a review of existing policies and ordinance provisions that are applicable to the study areas, and provides a brief zoning history for the study areas, dating back to 1968.

48.1 Goals, vision and policies

Opportunity sites

- Jobs and housing targets for Central Milwaukie described in the (Regional) Town Center Master Plan were based on the designation of Milwaukie as a “Regional Center” in Metro’s 2040 Growth Concept. This designation has since changed to a “Town Center,” and therefore it may be appropriate to revisit the employment and housing targets.
- The Murphy and McFarland sites have been identified as key opportunity sites for more than 10 years, yet no development has occurred.

Murphy

- The Town Center Master Plan identifies the Murphy & Providence site as a priority location for higher density office development with an institutional emphasis.
- Uses that are supportive of the hospital (e.g., medical office, congregate care) should be encouraged in this area.
- The Town Center Master Plan encourages a Main Street character along 32nd Ave., with a diverse mix of uses and buildings close to the sidewalk.
- The Town Center Master Plan identifies the potential for about 650 new jobs in the Murphy & Providence site.

McFarland

- The Town Center Master Plan identifies the McFarland site as a key opportunity site for high residential densities (up to 50 units per acre) that could be oriented to a LRT station.¹²
- The Town Center Master Plan identifies the potential for about 250 new dwelling units.

48.2 Land use

Central Milwaukie

Opportunities and constraints include:

- Area A is an isolated pocket of High Density Residential zoning bounded by commercial zoning and development on two sides and by major transportation facilities on the other two sides.
- Area A may be more appropriate for employment rather than housing.
- Area A has no direct access to Highway 224.

Opportunity sites

- The Comprehensive Plan text includes the following objectives for the Town Center areas outside of Downtown (i.e., the Murphy and McFarland sites).
 - A mixed use zone will be applied as an interim tool.
 - The Residential Office Commercial (R-O-C) Zone is the most appropriate zone.
 - Residential densities are in the range of 25 to 50 units per acre.
- The regulations applicable to Areas B & C are complicated by the overlapping nature of the R-O-C Zone and the Mixed Use Overlay.
- The code requirement that at least 50% of the “floor area within a project” shall be used for residential purposes is unclear, and mandating mixed use for each “project” may inhibit development.
- Some design requirements of the Mixed Use Overlay (e.g., 60% ground floor windows) may be unduly restrictive for these sites.

¹² The light rail station is no longer planned for this location. The 2008 Locally Preferred Alternative located the light rail station in South Downtown.

49 Letter from Bogle & Gates Regarding City Community Development File No. CPA 97-01; Regional Center Master Plan/Murphy Plywood Site Alternative Request for Exclusion from Regional Center Boundary or for Simultaneous Business Industrial Designation

Date: November 25, 1997

Author: Bogle & Gates P.L.L.C.

This letter supplements testimony previously presented on behalf of the Murphy Company. It includes a real estate analysis performed by Hobson Johnson & Associates on the Murphy Plywood site.

49.1 Goals, vision, and policies

Opportunity Sites

Murphy Site

The analysis concludes:

- Development of the “high density office” use envisioned for the site in the Master Plan, or other uses under a commercial/retail designation, are not feasible over the 20-year planning period.
- Imposition of the Master Plan designation on this manufacturing site will render it non-conforming into the foreseeable future and ensure that no redevelopment can take place.
- The highest and best feasible use for the property for the foreseeable future is light industrial (warehouse and distribution).
- The Murphy Company does not wish to become part of the Regional Center until appropriate light industrial comprehensive plan designation and zoning districts are adopted for the site, with appropriate development standards.

50 Environmental Cleanup Site Information (ECSI) Database: Site Summary Report – Details for Site ID 280

Date: August 25, 2010

Author: Oregon DEQ

This report contains information on the environmental cleanup of the Murphy site.

50.1 Development feasibility

Opportunity Sites

Murphy Site

- Site ID: 280
- Site Name: Murphy Plywood Company - Milwaukie
- Address: 3105 SE Harrison Street
- Investigation status: No further action required
- Brownfield Site: Yes
- Summary Information: Based on the information provided regarding the remedial investigations and remedial actions conducted at the Site, DEQ has determined that a no-further-action determination is appropriate for the site.

51 City of Milwaukie Pre-Application Conference Report (Project ID#: 07-014PA)

Date: June 7, 2007

Author: City of Milwaukie

This report describes various issues related to proposed new development. The report is for development proposed by Main Street Partner, LLC. (Tom Kemper), for a proposed development on the Texaco Site. The proposal would have required revisions to the zoning ordinance to allow the proposed five-story structure.

51.1 Development feasibility

Opportunity Sites

Texaco Site

- Water:
 - Existing 6" water main on the north side of SE Harrison Street, 8" water main on the east side of SE Main Street, and a 6" water main on the south side of SE Jackson Street available to serve the proposed development.
 - The City will install water service up to two inches in diameter to the property. The current cost for a 2" water meter is \$625, and \$3,067 for installation of a 2" water service line.
- Sewer:
 - There is an existing 8" wastewater main running north to south and crossing the center of the proposed development property. Construction of a new building over an existing wastewater main is prohibited. The applicant is responsible for relocating the 8" wastewater main within the SE Main Street right-of-way.¹³
- Frontage:
 - It is likely that access will be limited to SE Jefferson Street only. The access may consist of one in and out driveway approach or a combination one in driveway approach and one out driveway approach.
 - The applicant is responsible for all street improvements on all streets fronting the proposed development.
- Setbacks:

¹³ Note that the relocation of this wastewater main has subsequently occurred as part of a City capital project.

- As requested by the Town Center selection committee, a small public courtyard on SE Main Street is included in the design.
- Parking:
 - Parking is not required in the DS Zone.
- Planning notes:
 - Height standards are a minimum of 35' and a maximum of the lesser of three stories or 45'.

52 TOD Potential at Milwaukie South Downtown Station (Memo)

Date: September 12, 2009

Author: PB PlaceMaking

The purpose of this memorandum is to discuss the potential for Transit Oriented Development (TOD) at the TriMet owned parcel on SE 21st Ave., and SE Lake Road (i.e., the Triangle Site).

52.1 Development feasibility

Opportunity Sites

Triangle Site

- Key Assumptions:
 - The Station will have side platforms.
 - The Station will not be a park-and-ride station.
 - The Triangle Site is viewed as an opportunity for TOD.
 - Water quality facilities for the LRT project will not be on the Triangle Site.
 - Existing freight rail line will remain active.
- Constraints
 - Small, triangular parcel shape
 - Limited vehicular access
 - Poor visibility of the site to the greater community
 - Sloping site topography
 - Irregular intersection at SE 21st Ave. and Adams Street
 - Active freight line along west edge of site.
 - Recent market trends in this part of Milwaukie.
- Opportunities
 - The return of a strong housing market
 - Political support for planning and development efforts in South Downtown
 - The possibility of a non-traditional (i.e., not market based) implementation strategy
 - Community delivered TOD building (e.g., visitor center) or a landscape-based solution (e.g., plaza and plantings) might be the best site options.

53 City of Milwaukie Pre-Application Conference Report (Project ID#: 11-007PA)

Date: August 24, 2011

Author: City of Milwaukie

This report describes various issues related to proposed new development. The report is for a proposed light rail station building development on the Triangle Site located at SE 21st Ave. and SE Lake Road.

53.1 Development feasibility

Opportunity Sites

Triangle Site

- Proposed floor areas devoted to each use are: restaurant: 1,154 SF, Office: 5,393 SF, and retail: 1,470, for a total of 8,017 SF.
- Setbacks: No minimum or maximum setbacks along northwest property line, adjacent to the light rail platform. Setbacks on Lake Rd. and 21st Ave frontages are maximum of 10-feet (no minimum set back).
- Landscape: No minimum landscaping required.
- Parking:
 - Not exempt from minimum parking requirements.
 - Applicable minimum/maximum parking ratios are: Office – 2.0/3.4 per 1,000 SF, Retail 2.0/5.0 per 1,000 SF, restaurants – 4.0/15.0 per 1,000 SF. Thus, minimum amount of parking for the proposed development program would be 18 spaces, and maximum would be 31 spaces. 25% reduction in minimum due to proximity to light rail stop results in minimum of 14 spaces.
 - Parking could be provided off-site, and off-street through a shared parking agreement.
- Transportation: A Transportation Impact Study would be required.
- Application Procedures: The project would be subject to Downtown Design Review and a Transportation Facilities Review.
- Planning Notes:
 - The proposed development may not be able to meet the 10-foot maximum setback along Lake Rd. Could be addressed through a Type III variance based on topography of the site.
 - The proposed development may not be able to meet the off-street parking requirements. This could be addressed through a Parking Quantity Modification application.

- The proposed development may not be able to meet the minimum FAR in the DO zone. This could be addressed by adjusting the lot size, or a Type III variance could be requested.
- The proposed development could meet design standards with one possible exception. Design standards prohibit decorative roofs on buildings less than three-stories in all downtown zones.

54 Light Rail Station Building Joint Development Offering MOU – Council Resolution

Date: August 26, 2011

Author: Kenny Asher, City of Milwaukie

Staff requested authorization from the City Council for the City Manager to sign a Memorandum of Understanding (MOU) with TriMet for the development of a light rail station building adjacent to the Downtown Milwaukie/SE 21st Ave. station.

54.1 Goals, vision, and policies

Opportunity Sites

Triangle Site

- TriMet and City staff have collaborated on the MOU. The development concept has the support of the Design and Landmarks Committee, PSAC and members of the community that have commented as part of the light rail process.
- The proposed schedule called for issuing an RFQ to select a developer in March 2012, with the developer selected by June of 2012. Furthermore, the schedule called for TriMet and the developer executing the development agreement in March 2013.

54.2 Development feasibility

Opportunity sites

Triangle Site

- The Light Rail project requires acquisition of property located at SE 21st Ave. and SE Lake Road to accommodate the Downtown Milwaukie MAX station.
- The property, known as the Triangle Site, will be purchased by TriMet with Federal Transit Administration (FTA) New Starts funds. Because the Triangle Site will be purchased with FTA funds, it will be subject to FTA's joint development rules.
- Approximately 8,600 SF of the Triangle Site will not be occupied by light rail facilities.
- TriMet's technical roles and responsibilities:
 - Acquisition of the property
 - Preparation/distribution of development solicitation, and selection of developer
 - Negotiation of development agreement
 - Preparation of materials to seek FTA concurrence with disposal of the Site

- Design and construction of station improvements in a manner that preserves the developable area of the Site consistent with the 60% Final Design plans.
- TriMet's financial responsibilities include:
 - Write-down of property value, subject to FTA rules.
- Milwaukie's technical roles and responsibilities:
 - Evaluation and adoption of TOD-friendly zoning code amendments necessary to allow a project consistent with the conceptual design to be permitted.
 - Promotion of the vision for the future of South Downtown area, by:
 - Meeting with developers and potential tenants to elevate interest in the Triangle Site
 - Implementing the South Downtown Plan by updating city planning documents and continuing to work with property owners in the South Downtown area to coordinate private redevelopment and/or real estate plans and aspirations.
 - Amending parts of the zoning code that impede the revitalization of Main Street
 - Providing input on the development solicitation, and participating on the source evaluation panel.
- Milwaukie's financial responsibilities:
 - Fee waivers, tax abatement programs, frontage improvement subsidies, SDC waivers and other incentives that the City determines are necessary and appropriate to achieve the development described in the development solicitation.

55 Milwaukie Light Rail Station Building: Traffic Impact Study

Date: January 2012

Author: DKS Associates

This study evaluates the traffic impacts associated with the proposed Milwaukie Light Rail building located on the Triangle Site at the intersection of SE 21st Ave. and SE Lake Road.

55.1 Transportation

Opportunity Sites

Triangle Site

- Key assumptions:
 - Building will be located southeast of the planned Portland Milwaukie Light Rail (PMLR) station, west of SE 21st Ave. and north of SE Lake Road.
 - Project is currently zoned as Downtown Office (DO).
 - Proposed site plan includes 12,380 SF building, including 4,044 SF of retail space on the first floor and two floors of office space above (8,336 SF of office).
- Intersections that were analyzed:
 - SE 21st Ave and SE Lake Road
 - SE 21st Ave and SE Washington Street
 - SE Main Street and SE Washington Street
 - SE McLoughlin Boulevard and SE Washington Street
- The project is estimated to generate a total of 84 PM peak-hour trips per day.
- Traffic impacts were evaluated for PM peak hour conditions. Standards (for City of Milwaukie and ODOT) for intersection operations were met with and without the project.
- To provide for adequate multi-modal connectivity to the site, the following series of mitigation measures are recommended:
 - Complete all required frontage improvements on SE 21st Ave. and SE Main Street.
 - Provide pedestrian access to parking areas west and north of the proposed project site.
 - Provide on-site bicycle parking as required by City code.

Attachments

1. Summary of #2 7-11 2018 Issues 1/4 10 2
2. Background Document Matrix

Attachment 1: Summary of Policies & Issues by Area

Project Area	Policies	Issues
Downtown	<ul style="list-style-type: none"> • Development in the Town Center will focus on downtown and Riverfront Park • Focus on Main St as the “retail armature” 	<ul style="list-style-type: none"> • Ground floor use restrictions are not flexible • Code does not permit transit-supportive uses in light rail station area • Minimum off-street parking requirements can make development infeasible • Minimum height requirements are aggressive • Nonconforming uses • PARs require a high level of finishes and investment, but no funding mechanism is in place
Central	<ul style="list-style-type: none"> • Murphy and McFarland sites are key sites for meeting Town Center housing & employment targets 	<ul style="list-style-type: none"> • Conflicting zoning and overlay on opportunity sites • Current zoning & plans for the sites is based on outdated assumptions • Milwaukie has minimal design standards for commercial development. • Transition Area Review only applies to commercial development next to lower density zones. • Sites may require additional environmental remediation at the time of development
Neighborhood Main Street: 32 nd Ave	<ul style="list-style-type: none"> • Limit the 32nd Ave commercial area to its present location • Conversion of property to commercial use subject to historical commercial use, adjacency to existing commercial uses, and need for additional commercial land 	<ul style="list-style-type: none"> • Desired uses (such as restaurants or coffee shops) are not permitted • No design standards • Development standards are not pedestrian-oriented • Zone is on one side of the street, not both • Some sites may require environmental remediation
Neighborhood Main Street: 42 nd Ave	<ul style="list-style-type: none"> • King Road Neighborhood Center Concept calls for pedestrian-oriented center 	<ul style="list-style-type: none"> • No design standards • Development standards are not pedestrian-oriented • Broad range of permitted uses, including auto sales and others the neighborhood does not want to continue

Project Area	Policies	Issues
Market Analysis	<ul style="list-style-type: none"> • No clear policy regarding the market position of the city's commercial areas 	<ul style="list-style-type: none"> • Perception of parking issues in downtown • No coordinated downtown business association
Development Feasibility	<ul style="list-style-type: none"> • Public Area Requirements outline a high level of public amenities to be constructed with new development 	<ul style="list-style-type: none"> • PARs include undergrounding utilities, bulb-outs, light fixtures, etc. and must be privately funded.
Transportation	<ul style="list-style-type: none"> • Transportation policies contained in the 2007 TSP and currently being updated • TSP identifies downtown as a priority area • TSP identifies "Milwaukie Marketplace" area as a priority area 	<ul style="list-style-type: none"> • Texaco and Cash Spot site face access challenges due to location on McLoughlin Blvd • Development of Murphy and McFarland sites may trigger substantial infrastructure requirements

Attachment 2: Matrix of Documents


#	Document	Citywide							Downtown							Central Milwaukie					Neighborhood Main Streets								
		Community vision	Urban design/code issues	Economic development	Implementation Strategies	Town Center designation	Transportation choices	Public Improvements	Regional connections	Community vision	Urban design/code issues	Implementation Strategies	Allowed uses	Development feasibility	Public Area Requirements	Transportation choices	Parking	Opportunity sites	South Downtown - TOD	Community vision	Urban design/code issues	Implementation Strategies	Allowed Uses	Development feasibility	Opportunity sites	Transition Areas	Community vision	Urban design/code issues	Allowed Uses
2	Comprehensive Plan, 1989																												
3	Removal of Code Obstacles to Smart Dev., 1997																												
4	Ec Dev Assessment for Regional Center, 1997																												
5	Regional Center Master Plan, 1997																												
6	Downtown and Riverfront Land Use Framework Plan, 2000																												
7	Downtown and Riverfront Plan: Public Area Reqs., 2000																												
8	Phase 1 ESA McLouglin Blvd. Retrofit Project, 2001																												
9	Downtown Design Guidelines, 2003																												
10	Downtown Plan Implementation (Graphic), 2010																												
11	Elements of Plan to Revisit (Graphic), 2010																												
12	Milwaukie's Next Steps Project, 2003																												
13	Assessment of Marginal Impact of Urban Amenities, 2007																												
14	Transportation System Plan, 2007																												
15	Parking Standards/Site Dev. Analysis, 2009																												
16	Code Assessment Final Report, 2009																												
17	Downtown Market Analysis & Business Dev. Strategy, 2009																												
18	Urban Renewal District #1: Market Analysis, 2009																												
19	Urban Renewal District #2: Tax Increment Projections, 2009																												
20	Urban Renewal District #3: Priority Projects, 2010																												
21	Downtown Retail Strategy, 2010																												
22	Downtown Plan Refresh Background Memo #1, 2010																												
23	Downtown Plan Refresh Background Memo #2, 2010																												
24	Downtown Plan Refresh Background Memo #3, 2010																												
25	Downtown Plan Refresh Background Memo #4, 2010																												
26	Downtown Plan Refresh Background Memo #5, 2012																												
27	History of Planning in Central Milwaukie, 2011																												
28	Overview of PARs in Milwaukie Area, 2012																												
29	Downtown Zoning Code Amendment, 2013																												
30	Fresh Look, Downtown Road Map: Policy Recommendations, 2013																												
31	Fresh Look, Downtown Road Map: Existing Conditions, 2013																												
32	Fresh Look, Downtown Road Map: Public Outreach, 2013																												
33	Light Rail and Development Perspectives, 2008																												
34	Recommendations for the South Downtown Project, 2010																												
35	Portland-Milwaukie Light Rail: Final EIS, 2010																												

■ Highly relevant

▨ Somewhat relevant

□ Not relevant

#	Document	Citywide							Downtown							Central Milwaukie					Neighborhood Main Streets									
		Community vision	Urban design/code issues	Economic development	Implementation Strategies	Town Center designation	Transportation choices	Public Improvements	Regional connections	Community vision	Urban design/code issues	Implementation Strategies	Allowed uses	Development feasibility	Public Area Requirements	Transportation choices	Parking	Opportunity sites	South Downtown - TOD	Community vision	Urban design/code issues	Implementation Strategies	Allowed Uses	Development feasibility	Opportunity sites	Transition Areas	Community vision	Urban design/code issues	Allowed Uses	Transition Areas
36	South Downtown Concept Plan, 2011																													
37	South Downtown Plan, Res. 82-2011, 2011																													
38	Tacoma Station Area Plan, 2013																													
39	Neighborhood Main Streets Existing Conditions, 2012																													
40	Neighborhood Main Streets Public Involvement, 2012																													
41	Neighborhood Main Streets Final Recommendations, 2012																													
42	Neighborhood Main Streets Plan, 2012																													
43	Milwaukie Texaco Site, Mixed Use, 2006																													
44	Cash Spot Title																													
45	Cash Spot Development Concept, 2010																													
46	Pre-Application Conference Report: 06-019PA, 2006																													
47	ECSI Database: Site Summary Report: 3331, 2006																													
48	Final Memo and Recommendations - Hwy 224/Oak Street, 2007																													
49	Letter from Bogle & Gates - Murphy Site, 1997																													
50	ECSI Database: Site Summary Report: 280, 2010																													
51	Pre-Application Conference Report: 07-014PA, 2007																													
52	TOD Potential at Milwaukie South Downtown Station, 2009																													
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54	Light Rail Station Building Joint Dev. MOU, 2011																													
55	Milwaukie Light Rail Station Building Traffic Impact Study, 2012																													

 Highly relevant
  Somewhat relevant
  Not relevant