



CITY OF MILWAUKIE

AGENDA

February 25, 2020

PLANNING COMMISSION

City Hall Council Chambers
10722 SE Main Street
www.milwaukieoregon.gov

1.0 Call to Order - Procedural Matters — 6:30 PM

2.0 Planning Commission Minutes — Motion Needed

2.1 January 28, 2020

2.2 February 11, 2020

3.0 Information Items

4.0 Audience Participation — This is an opportunity for the public to comment on any item not on the agenda

5.0 Public Hearings — Public hearings will follow the procedure listed on the reverse side

5.1 Summary: SE 55th Ave & SE Railroad Ave Subdivision

Applicant: I&E Construction, Inc.

Address: Taxlot 12E31DD03000

File: S-2018-001

Staff: Mary Heberling, Assistant Planner

5.2 Summary: Comprehensive Plan Draft Policy Document

Applicant: City of Milwaukie

Address: 10722 SE Main St

File: CPA-2019-001

Staff: David Levitan, Senior Planner

6.0 Planning Department Other Business/Updates

7.0 Planning Commission Committee Updates and Discussion Items — This is an opportunity for comment or discussion for items not on the agenda.

8.0 Forecast for Future Meetings

March 10, 2020 No items are currently scheduled for this meeting.

March 24, 2020 1. Hearing Item: CSU-2020-001, Ardenwald Elementary Parking

2. Worksession Item: PC Bylaws; NDA Leadership Meeting

April 14, 2020 No items are currently scheduled for this meeting.

Milwaukie Planning Commission Statement

The Planning Commission serves as an advisory body to, and a resource for, the City Council in land use matters. In this capacity, the mission of the Planning Commission is to articulate the Community's values and commitment to socially and environmentally responsible uses of its resources as reflected in the Comprehensive Plan

- 1. PROCEDURAL MATTERS.** If you wish to speak at this meeting, please fill out a yellow card and give to planning staff. Please turn off all personal communication devices during meeting. For background information on agenda items, call the Planning Department at 503-786-7600 or email planning@milwaukieoregon.gov. Thank you.
- 2. PLANNING COMMISSION and CITY COUNCIL MINUTES.** City Council and Planning Commission minutes can be found on the City website at www.milwaukieoregon.gov/meetings.
- 3. FORECAST FOR FUTURE MEETING.** These items are tentatively scheduled, but may be rescheduled prior to the meeting date. Please contact staff with any questions you may have.
- 4. TIME LIMIT POLICY.** The Commission intends to end each meeting by 10:00pm. The Planning Commission will pause discussion of agenda items at 9:45pm to discuss whether to continue the agenda item to a future date or finish the agenda item.

Public Hearing Procedure

Those who wish to testify should come to the front podium, state his or her name and address for the record, and remain at the podium until the Chairperson has asked if there are any questions from the Commissioners.

- 1. STAFF REPORT.** Each hearing starts with a brief review of the staff report by staff. The report lists the criteria for the land use action being considered, as well as a recommended decision with reasons for that recommendation.
- 2. CORRESPONDENCE.** Staff will report any verbal or written correspondence that has been received since the Commission was presented with its meeting packet.
- 3. APPLICANT'S PRESENTATION.**
- 4. PUBLIC TESTIMONY IN SUPPORT.** Testimony from those in favor of the application.
- 5. NEUTRAL PUBLIC TESTIMONY.** Comments or questions from interested persons who are neither in favor of nor opposed to the application.
- 6. PUBLIC TESTIMONY IN OPPOSITION.** Testimony from those in opposition to the application.
- 7. QUESTIONS FROM COMMISSIONERS.** The commission will have the opportunity to ask for clarification from staff, the applicant, or those who have already testified.
- 8. REBUTTAL TESTIMONY FROM APPLICANT.** After all public testimony, the commission will take rebuttal testimony from the applicant.
- 9. CLOSING OF PUBLIC HEARING.** The Chairperson will close the public portion of the hearing. The Commission will then enter into deliberation. From this point in the hearing the Commission will not receive any additional testimony from the audience, but may ask questions of anyone who has testified.
- 10. COMMISSION DISCUSSION AND ACTION.** It is the Commission's intention to make a decision this evening on each issue on the agenda. Planning Commission decisions may be appealed to the City Council. If you wish to appeal a decision, please contact the Planning Department for information on the procedures and fees involved.
- 11. MEETING CONTINUANCE.** Prior to the close of the first public hearing, any person may request an opportunity to present additional information at another time. If there is such a request, the Planning Commission will either continue the public hearing to a date certain, or leave the record open for at least seven days for additional written evidence, argument, or testimony. The Planning Commission may ask the applicant to consider granting an extension of the 120-day time period for making a decision if a delay in making a decision could impact the ability of the City to take final action on the application, including resolution of all local appeals.

The City of Milwaukie will make reasonable accommodation for people with disabilities. Please notify us no less than five (5) business days prior to the meeting.

Milwaukie Planning Commission:

Robert Massey, Chair
Lauren Loosveldt, Vice Chair
Joseph Edge
Greg Hemer
Kim Travis
John Henry Burns

Planning Department Staff:

Denny Egner, Planning Director
David Levitan, Senior Planner
Brett Kelter, Associate Planner
Vera Koliass, Associate Planner
Mary Heberling, Assistant Planner
Dan Harris, Administrative Specialist II
Alicia Martin, Administrative Specialist II

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Dan Harris, Administrative Specialist II
Alicia Martin, Administrative Specialist II



CITY OF MILWAUKIE

PLANNING COMMISSION MINUTES

City Hall Council Chambers
10722 SE Main Street
www.milwaukieoregon.gov

January 28, 2020

Present: Robert Massey, Chair
Lauren Loosveldt, Vice Chair
Joseph Edge
Greg Hemer
Kim Travis
John Henry Burns

Staff: Ann Ober, City Manager
Denny Egner, Planning Director
David Levitan, Senior Planner
Mary Heberling, Assistant Planner
Justin Gericke, City Attorney

Absent:

1.0 Call to Order – Procedural Matters*

Chair Massey called the meeting to order at 6:30 pm and read the conduct of meeting format into the record.

Note: The information presented constitutes summarized minutes only. The meeting video is available by clicking the Video link at <http://www.milwaukieoregon.gov/meetings>.

2.0 Information Items

Denny Egner, Planning Director, provided information about two items:

- On January 21, the City Council passed a resolution declaring a climate emergency
- Applications for the Comprehensive Plan Implementation Committee (CPIC) were being accepted until February 10

3.0 Audience Participation

Ken Kraska, 9975 SE 36th Ave, read a selection from an article about zoning.

4.0 Public Hearings

4.1 Summary: Continuation of Comprehensive Plan Draft Policy Document Hearing
Applicant: City of Milwaukie
Address: 10722 SE Main St
File: CPA-2019-001
Staff: David Levitan, Senior Planner

Chair Massey reopened the hearing, limited public comment to three minutes per person, and read the conduct of quasi-judicial hearing format into the record. He asked if any commissioner wished to declare any bias, ex parte contact, or conflict of interest. None of the commissioners acknowledged any bias or conflict of interest regarding ex parte contacts.

Mr. Egner began the staff report presentation by providing information about the next planning department's proposed next steps in the deliberation process that the Planning Commission would go through. He also spoke about the Diversity Equity and Inclusion Committee (DEIC), and the Community Involvement Advisory Committee (CIAC). He gave an overview of the Comprehensive Plan implementation process, including the role that the CPIC would play in that process.

Ann Ober, City Manager, extended thanks to the Comprehensive Plan Advisory Committee (CPAC) for the work they had done in making sure to advance the goals and values of the diversity, equity, and inclusion (DEI). She advised the Planning Commission that the city would be hiring a consultant specifically experienced with DEI and including that experience as part of the request for proposal.

David Levitan, Senior Planner, described differences between the original meeting packet distributed on January 21, the updated packet distributed on January 24, and additional public comments that were received after January 24. Mr. Levitan confirmed that all public comments submitted by the time of the meeting on January 28 had been provided to the commissioners.

Mr. Egner, responding to a question from Commissioner Hemer, indicated that there was not a fixed time table for a Planning Commission decision, but that it had been the hope of city staff that the commissioners would have a recommendation for the City Council by the end of their February 11 meeting.

Ronelle Coburn, 9114 SE 29th Ave, provided testimony about the capacity and willingness of the Planning Commission to act as a CIAC, the necessary frequency of CIAC meetings, and the inability of the NDAs to act as an effective CIAC replacement.

Mr. Kraska, using a PowerPoint, provided testimony about his concerns regarding housing development in Portland.

Chris Ortolano, 11088 SE 40th Ave, provided testimony about his concerns regarding the current draft of the Comprehensive Plan including Section 8, Urban Design. He requested that the CPAC be reconvened with the participation of NDA leaders for another meeting to discuss Section 8.

Eugene Trapp, 9819 SE 36th Ave, provided testimony about his concerns that Milwaukie was becoming too much like Portland and that increased density would lead to an increase in violent crime such as rape and murder.

Barrett Kenney, 9992 SE 48th Ave, provided testimony about his concern that Milwaukie should have more sidewalks, that homeowners in Milwaukie should not have to pay for new development, and that there was insufficient parking for the MAX in Milwaukie.

Celestina DiMauro, 9557 SE 32nd Ave, provided testimony regarding the DEIC and its place in the Comprehensive Plan, as well as its wider role in the community.

In response to a question from Commissioner Hemer, Ms. DiMauro testified that the

DEIC should not apply only to land use, and that she did not believe that inclusion of the DEIC as part of the Comprehensive Plan would limit its scope to just land use.

Rob Garmon and Anna Garmon, 3525 SE Wake St, provided testimony about his concerns regarding housing development in Milwaukie and Portland. They also expressed concern about the quality of the roads and sidewalks in Milwaukie. Mr. Garmon indicated that he believed that talk of climate change was a sign of political corruption and asked whether the Planning Commission was being controlled by some outside force. He accused Commissioner Burns of smirking at the implication. Mrs. Garmon indicated that there had been insufficient communication with the public about the Comprehensive Plan.

Michelle Greeley, 2924 SE Malcolm St, provided testimony about her history of civic engagement and her interest in maintaining the status quo in her neighborhood. She also indicated that there had been insufficient communication with the public about the Comprehensive Plan.

City Staff Response to Public Testimony

Mr. Egner stated that there had been extensive public outreach in the form of mailings, notices in the Pilot newsletter, open houses, online surveys, television and internet broadcasts, Planning Commission meetings, City Council meetings, and web postings. He indicated that door-to-door outreach was generally not feasible for a citywide project. In speaking about the Comprehensive Plan, he noted that the intention of form-based zoning being included was to help ensure that new development was compatible with the existing neighborhoods while still creating new opportunities for housing.

- **Ms. Ober** confirmed that information about the Comprehensive Plan development process had been shared in each of the last four Pilots.

Commissioner Burns apologized for having been perceived as smirking. He stated that his reaction was a response to the notion of outside powers forcing the hand of the Planning Commission. He stated that the commissioners are volunteers who care about the City of Milwaukie and who often disagree with one another. He further noted that Planning Commissions deliberations are influenced by public testimony. He stated that the impassioned testimony of that evening would need to be weighed against the two years of public process and input that preceded the testimony of this evening. He thanked the public for their input.

Ms. Ober provided information about the relationship between city staff, the City Council, and the Planning Commission. She also talked about the relationship between the Community Vision and the Comprehensive Plan. She discussed the ongoing work around the City Council's Community Engagement goal and affirmed the importance of DEI and the supporting administrative infrastructure to city staff.

Mr. Levitan pointed out that "middle housing" was not the multi-story apartments that the residents were concerned about and that were depicted in Mr. Kraska's slides. He stated that middle housing as it was proposed in the Comprehensive Plan consisted of duplexes, triplexes, and, at the densest, cottage clusters. He repeated Mr. Egner's point that one benefit of the proposed changes was increasing density

without radically altering the appearance of the existing neighborhoods.

Mr. Trapp was allowed by Chair Massey to ask a question, and instead stated that with increased density there would not be enough room for parking. He repeated his concern that violent crime would increase with density.

Chair Massey closed the public testimony portion of the application and reminded the members of the public that there would be additional opportunity for testimony when the Comprehensive Plan went before City Council in the coming weeks.

Planning Commission Deliberation

Comprehensive Plan Section 3

The Planning Commission and city staff discussed Section 3 of the Comprehensive Plan Policy Document. The discussion included:

- Zoning changes being part of the Comprehensive Plan implementation phase except for changes proposed to align the plan's zoning description for the R-1 and R-1b zones with the existing zoning code as required by state law
- The regulatory hierarchy surrounding development affecting natural resources
- The appropriate uses of grammar and language in the plan
- Clarification of the terms "climate change" and "heat island" in the context of this document
- The role of the city in collecting data about fish populations in the North Clackamas Watershed
- Tree and water protection
- Energy efficiency
- The practicality of charging fees for the demolition of buildings

Comprehensive Plan Section 4

Commissioner Hemer noted inconsistencies in language in this section including some regarding Peter Kerr Park and Elk Rock Island. This led to a discussion between Commissioner Hemer and Mr. Egner about the correct language to describe the role of park master plans in the Comprehensive Plan.

The Planning Commission broadly agreed that formatting of this section differed so significantly from the rest of the document that this section would be discussed at the next Planning Commission meeting after the formatting had been revised by city staff.

Comprehensive Plan Section 5

The Planning Commission and city staff discussed Section 5 of the Comprehensive Plan Policy Document. The discussion included:

- The legal challenges related to the Takings Clause inherent in restricting development, specifically development in the floodplain

- The role of interested parties, such as the North Clackamas Watershed Council, at the preapplication phase of development

Comprehensive Plan Section 8

The Planning Commission discussed the merits of reconvening the CPAC as requested by Mr. Ortolano, and ultimately declined to request that the CPAC be reconvened.

Comprehensive Plan Section 6

The Planning Commission and city staff discussed Section 6 of the Comprehensive Plan Policy Document. The discussion included:

- Whether the city could require the use of "innovative design and building materials" to increase energy efficiency and minimize environmental impacts
- Whether the Climate Action Plan should be an ancillary document to the Comprehensive Plan
- The best way to define active transportation and how that should be reflected in the Comprehensive Plan in relation to energy conservation
- Vegetation and open space as mitigating factors for the heat island effect (*The Effect of Urban Density and Vegetation Cover...*, Chapman et al., 2008)

During the Section 6 discussion, Commissioner Edge moved to extend the meeting to 10:15 pm to allow the Planning Commission an opportunity to conclude discussion. Commissioner Burns seconded the motion. The Planning Commission voted 5-1 in favor of the motion, with Commissioner Travis as the sole dissenting vote.

Commissioner Hemer motioned to continue the hearing to a date certain of February 11, 2020. Commissioner Edge seconded the motion. The Planning Commission voted 6-0 in favor of continuing the hearing.

5.0 Planning Department Other Business/Updates

Mr. Egner reminded the commissioners that one of them was still needed to serve on the CPIC. He also noted that two of the commissioners' terms were expiring on March 31, 2020.

Commissioner Edge and **Vice Chair Loosveldt** volunteered to serve as the primary and backup representatives to the CPIC respectively.

6.0 Planning Commission Committee Updates and Discussion

There were no updates for this section of the meeting

7.0 Forecast for Future Meetings

- | | | |
|-------------------|----|---|
| February 11, 2020 | 1. | Hearing Item: CPA-2019-001, Comprehensive Plan Policy Document |
| February 25, 2020 | 1. | Hearing Item: CPA-2019-001, Comprehensive Plan Policy Document Recommendation |
| | 2. | Hearing Item: S-2018-001, Railroad Ave Subdivision |
| | 3. | Work Session Item: PC Bylaws; Annual NDA Meeting |
| March 10, 2020 | | No agenda items are currently scheduled for this meeting. |

Meeting adjourned at approximately 10:15 PM

Respectfully submitted,
Dan Harris
Administrative Specialist II

Robert Massey, Chair



CITY OF MILWAUKIE

PLANNING COMMISSION MINUTES

City Hall Council Chambers
10722 SE Main Street
www.milwaukieoregon.gov

February 11, 2020

Present: Robert Massey, Chair
Lauren Loosveldt, Vice Chair
Joseph Edge
Greg Hemer
John Henry Burns

Staff: Ann Ober, City Manager
Denny Egner, Planning Director
David Levitan, Senior Planner
Mary Heberling, Assistant Planner
Justin Gericke, City Attorney

Absent: Kim Travis

1.0 Call to Order – Procedural Matters*

Chair Massey called the meeting to order at 6:30 pm and read the conduct of meeting format into the record.

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2.0 Planning Commission Minutes

2.1 January 14, 2020

Commissioner Hemer moved to approve the minutes as submitted. Commissioner Burns seconded the motion. The Planning Commission voted 5-0 in favor of the motion.

3.0 Information Items

Denny Egner, Planning Director, stated that the window for Comprehensive Plan Implementation Committee (CPIC) applications had closed on Monday, February 10, and that there had been 29 applicants. These applications would be forwarded to the City Council for review.

Commissioner Hemer reminded the Planning Commission to return their disclosure forms to the Office of the City Recorder as soon as possible.

4.0 Audience Participation

Ken Kraska, 9975 SE 36th Ave, provided testimony about parking, waterways, heat islands, and "land grabs". He rebutted city staff's response to testimony submitted by a city resident at the previous Planning Commission meeting.

Elvis Clark, 3536 SE Sherry Ln, asked whether public comments about the Comprehensive Plan would be accepted at this meeting.

Chair Massey indicated that the public comment portion of this hearing was closed, but that he would allow Mr. Clark to testify with the understanding that his comments would not influence deliberation on the Comprehensive Plan as part of the hearing record.

Mr. Clark provided testimony about climate change, zoning, and the speed of development in single-family neighborhoods.

5.0 Public Hearings

Summary: Continuation of Comprehensive Plan Draft Policy Document Hearing

Applicant: City of Milwaukie

Address: 10722 SE Main St

File: CPA-2019-001

Staff: David Levitan, Senior Planner

Chair Massey reopened the hearing and read the conduct of quasi-judicial hearing format into the record. He asked if any commissioner wished to declare any bias, ex parte contact, or conflict of interest. None of the commissioners acknowledged any bias or conflict of interest regarding ex parte contacts.

David Levitan, Senior Planner, presented the staff report. He summarized the January 28 meeting and described the discussion framework for the remainder of the hearing proposed by Chair Massey and agreed to by the Planning Commission at the prior meeting. He noted changes made by city staff to Sections 3, 5, and 6 based on comments from the Planning Commission at the previous meeting.

Comprehensive Plan Section 4

The Planning Commission and city staff discussed Section 4 of the Comprehensive Plan Policy Documents. The discussion included:

- The use of legally recorded property names and declarative language in the Comprehensive Plan
- The relationship between park master plans and the city's Greenway Design Plan
- No changes to Section 4 goals and policies were requested by the Commission.

Comprehensive Plan Section 9

The Planning Commission and city staff discussed Section 9 of the Comprehensive Plan Policy Documents. The discussion included:

- The use of participial phrases consistently throughout the document
- Splitting Policy 9.4.5 into two policies
- Utilizing the Community Service Use process to amend park master plans
- Replacing references to North Clackamas School District to refer more broadly to school providers

Comprehensive Plan Section 10

The Planning Commission and city staff discussed Section 10 of the Comprehensive Plan Policy Documents. The discussion included:

- Encouraging waste haulers to collect non-standard recyclable materials and to use low-emission or clean-fuel vehicles
- Assessing the sanitary sewer system annually
- Developing long-term plans for the Kellogg Water Resource Recovery Plant
- Preventing crime through environmental design in the public realm

Comprehensive Plan Section 1

The Planning Commission and city staff discussed Section 1 of the Comprehensive Plan Policy Documents. The discussion included:

- Creating a Community Involvement Advisory Committee that meets *or exceeds* the state requirement and includes NDA leadership
- Prioritizing funding for community engagement in the planning budget
- Evaluating the success of community engagement activities not less than annually
- Establishing the appropriate role of a Diversity, Equity, and Inclusion Committee in the land use process

Comprehensive Plan Section 11

The Planning Commission had no new comments on Section 11.

Comprehensive Plan Section 12

The Planning Commission had no new comments on Section 12.

Comprehensive Plan Section 7

The Planning Commission and city staff discussed Section 7 of the Comprehensive Plan Policy Document. The discussion included a line-by-line examination of policies under Goals 7.1, 7.2, and 7.3 based on edits proposed by Commissioner Edge, which resulted in proposed changes to Goal 7.1 and Policies 7.1.2, 7.1.6, 7.1.8, 7.1.9, 7.2.2, 7.2.4, 7.2.5, 7.2.6, 7.2.8, and 7.3.3.

During the deliberation about Section 7, Commissioner Edge moved to extend the meeting to 10:15. Commissioner Hemer seconded the motion. The Planning Commission voted 4-1 in favor of the motion with Vice Chair Loosveldt as the sole dissenting vote.

Commissioner Hemer moved to continue the hearing to a date certain of February 25, 2020. Commissioner Burns seconded the motion. The Planning Commission voted 5-0 in favor of the motion.

7.0 Planning Department Other Business/Updates

There were no updates for this section.

8.0 Planning Commission Committee Updates and Discussion

Commissioner Hemer made a statement about the high value that the Milwaukie Historical Society put on diversity, equity, and inclusion, and about a celebration of Black History Month being held by the Milwaukie Historical Society on March 4 at the Ledding Library at 6:00 pm.

9.0 Forecast for Future Meetings

- | | |
|-------------------|--|
| February 25, 2020 | 1. Hearing Item: CPA-2019-001, Comprehensive Plan Policy Document |
| | 2. Hearing Item: S-2018-001, Railroad Ave Subdivision |
| March 10, 2020 | No agenda items are currently scheduled for this meeting. |
| March 24, 2020 | 1. Hearing Item: CSU-2020-001, Ardenwald Elementary Parking |
| | 2. Work Session Item: Planning Commission Bylaws; NDA Leadership Meeting |

Meeting adjourned at approximately 10:15 PM

Respectfully submitted,
Dan Harris
Administrative Specialist II

Robert Massey, Chair



CITY OF MILWAUKIE

Memorandum

To: Planning Commission

From: Mary Heberling, Assistant Planner

CC: Denny Egner, Planning Director

Date: February 25, 2020

Re: Railroad Subdivision Update - S-2018-001

Action Requested: Continue the hearing until March 24, 2020.

Background:

This memo provides an update regarding the Railroad Ave Subdivision land use application. The hearing on this application has been continued multiple times and needs to be continued again. The applicant requests that the commission re-open the hearing and continue until March 24th.

The applicant has needed more time to complete some missing narrative for their proposal, in particular a Natural Resource Impact Evaluation and Alternatives Analysis. City staff has updated the applicant stating that if this missing information is not provided in time for the March 24th public hearing, staff will have to recommend denial for the application.



CITY OF MILWAUKIE

To: Planning Commission
Through: Dennis Egner, Planning Director
From: David Levitan, Senior Planner
Date: February 18, 2020, for February 25, 2020 Public Hearing
Subject: Continued Public Hearing for CPA-2019-001 (Comprehensive Plan Update)

ACTION REQUESTED

Continue the public hearing for application CPA-2019-001, which as proposed would update the Comprehensive Plan policy document, with the exception of the Transportation section. Continue and conclude Commission deliberation on the goals and policies in Sections 7 and 8, including discussion of the oral and written testimony provided to date and staff's proposed edits to the goals and policies. Provide direction on any additional changes needed to the goal/policy language or background information in the policy document prior to the March 10 meeting, when Planning Commission will be asked to recommend City Council approval of application CPA-2019-001 and adopt the recommended Findings of Approval. City Council is tentatively scheduled to hold their public hearing on April 7, 2020.

History of Prior Actions and Discussions

- [May 22, 2018](#): The Commission provided feedback on the block 1 policies.
- [June 26, 2018](#): The Commission provided additional feedback on the block 1 policies, which were later "pinned down" by City Council resolution on [August 21, 2018](#).
- [November 27, 2018](#): The Commission provided feedback on the block 2 policies, which were later "pinned down" by City Council resolution on [January 15, 2019](#).
- [June 11, 2019](#): The Commission provided feedback on the housing block policies, which were later "pinned down" by City Council resolution on [July 16, 2019](#).
- [June 25, 2019](#): The Commission provided their initial feedback on the public facilities, natural resources, and environmental quality policies.
- [July 9, 2019](#): The Commission reviewed the urban design policies.
- [August 13, 2019](#): The Commission was updated on the status of the block 3 policies, which were subsequently "pinned down" by City Council resolution on [August 20, 2019](#).
- [August 27, 2019](#): The Commission provided more comments on the urban design policies.
- [November 12, 2019](#): Staff provided an update on the process to adopt the Comprehensive Plan policy document and discussed upcoming implementation work for 2020-2022.

- [December 10, 2019](#): The Commission reviewed and provided feedback on the layout and non-policy content of the Comprehensive Plan policy document.
- [January 14, 2020](#): The Commission opened the public hearing for CPA-2019-001, took oral testimony, and identified key issues for staff to explore and report back about on January 28.
- [January 28, 2020](#): The Commission continued the public hearing, took additional oral testimony, closed the public hearing, and began discussion and deliberation.
- [February 11, 2020](#): The Commission continued their deliberations and proposed edits to goals and policies in Sections 1, 4, 8, 10, 11, 12 and the majority of Section 7.

BACKGROUND

On February 11, 2020, Planning Commission held a continued public hearing for CPA-2019-001 to resume their deliberations on the updated Comprehensive Plan policy document. Commissioners began by reviewing and verbally approving edits made by staff to the goals and policies in the four sections on which commissioners had deliberated at their January 28 meeting (Sections 2, 3, 5 and 6). The Commission then continued their review of the remaining eight sets of goals and policies, completing six sections (Sections 1, 4, and 9-12) as well as the majority of Section 7.

Staff has incorporated commissioners' comments and proposed edits from their February 11 meeting into an updated track-changes version of the goals and policies (Attachment 1). Changes include several new policies (1.2.5, 9.2.8, 10.5.9, and 10.5.10) as well as edits to 20 policies and Goal 7.1. Commissioners are asked to review Attachment 1 in advance of their February 25 meeting and provide any remaining comments or proposed edits to Sections 1-6 and 9-12 of the goals and policies at the beginning of the meeting.

During the remainder of their February 25 meeting, commissioners will be asked to:

- Review and provide comments/edits on the goals and policies in Section 7.4 (Housing) and Section 8 (Urban Design and Land Use). Commissioners are encouraged to continue to use Commissioner Edge's January 28 email on the housing policies (distributed at the January 28 meeting) and the matrix of public comments and staff responses (Item 5.1, Page 65 of the [February 11 meeting packet](#)) when deliberating on the goals and policies.
- Review and provide comments on any proposed changes to the overarching section goals. As staff noted on February 11, topics included in Block 1 and the Housing Block did not originally include overarching goals, and as such they were added in recent months and not fully vetted by the Comprehensive Plan Advisory Committee (CPAC). Commissioner Edge has prepared a matrix of the 12 section goals that includes relevant language from the 2017 Community Vision, which is included on Item 5.1, Page 99 of the [February 11 meeting packet](#) and could serve as a useful guide.
- Provide comments on any desired changes to the document introduction, background sections, maps/graphics, and glossary.

Staff is proposing that commissioners conclude most, if not all, of their deliberation on February 25. This would allow staff to respond to comments provided and prepare an updated version of the policy document in advance of the March 10 meeting, at which the Commission would be asked to make their recommendation to City Council. City Council is tentatively scheduled to hold

their public hearing on April 7, 2020. In addition to the updated policy document, the March 10 meeting packet would also include the findings of approval for the application, as required by [MMC 19.902.3](#).

QUESTIONS FOR COMMISSIONERS

1. The remaining sections that commissioners need to review – 7.4 (Housing, Livability) and 8 (Urban Design and Land Use) - have received extensive public comments, largely on issues related to neighborhood compatibility and protection. As noted in the January 28 and February 11 staff reports, the CPAC discussed similar policy concepts during the development of the Section 7 housing policies in January-June 2019 and during their initial review of the draft urban design policies at their September 5, 2019 meeting, and were generally opposed to language that could be used to limit new housing opportunities. Are their concepts that commissioners believe needed to be added to these sections?
2. Attachment 1 includes a list of recommended edits to the policies based on public comments received through January 28, 2020, and feedback from commissioners at the January 28 and February 11 public hearings. Are there additional edits to the policies that commissioners believe are still needed?

ATTACHMENTS

Attachments are provided as indicated by the checked boxes. All material is available for viewing upon request.

	PC Packet	Public Copies	E-Packet
1. Track Changes Version of Recommended Policy Edits	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

Key:

PC Packet = paper materials provided to Planning Commission 7 days prior to the meeting.

Public Copies = paper copies of the packet available for review at City facilities and at the Planning Commission meeting.

E-Packet = packet materials available online at <https://www.milwaukieoregon.gov/bc-pc/planning-commission-45>.

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Comprehensive Plan Land Use Designations

The following list of land use designations are carried over, with minor edits, from the previous iteration of the Comprehensive Plan's Land Use Chapter and reflect changes through Ordinance 2163. The geographic location and distribution of the eight land use designations are illustrated on the Comprehensive Plan Land Use Map.

The list of permitted housing types and density ranges under each land use designation have been slightly revised from previous Comprehensive Plan policy language in order to match the uses and standards already permitted by the implementing zoning districts, which can be found in Title 19 of the Milwaukie Municipal Code. These land use designations will be further updated to comply with the requirements of House Bills 2001 and 2003, which must occur by June 30, 2022.

Low Density Residential: Zones R-10 (3.5 - 4.4 units/acre) and R-7 (5.0 - 6.2 units/acre)

- a. Permitted housing types include single family detached, accessory dwelling units, and duplexes on large lots.
- b. Access from transportation routes are limited primarily to collectors and local streets.
- c. Sites with natural resource or natural hazard overlays may require a reduction in density.

Moderate Density Residential: Zone R-5 (7.0 - 8.7 units/acre)

- a. Permitted housing types include single family detached on moderate to small lots, accessory dwelling units, and duplexes.
- b. Convenient walking distance to a transit stop or close proximity to commercial and employment areas distinguish moderate density residential from low density residential.

Medium Density Residential: Zones R-3 (11.6 - 14.5 units/acre) and R-2.5/R-2 (11.6 - 17.4 units/acre)

- a. Permitted housing types include single family detached on small lots, duplexes, accessory dwelling units, cottage clusters, and multi-family development.
- b. These areas typically have access to major or minor arterials. Siting should not result in increased traffic through Low Density Residential areas.
- c. Medium Density areas are to be located near or adjacent to commercial areas, employment areas or transit stops.

High Density: Zones R-1 and R-1-B (25.0 - 32.0 units/acre)

- a. A wide variety of housing types are permitted, with the predominant housing type being multifamily units.
- b. These areas should be adjacent to or within close proximity to the downtown or commercial centers, employment areas and/or major transit centers or transfer areas.
- c. Access to High Density areas should be primarily by major or minor arterials.
- d. Office uses are outright permitted in limited areas within close proximity of downtown.

Town Center: Zones DMU and GMU

- a. Mixed-use development combining residential high-density housing with retail, service commercial, and/or offices is encouraged in these districts.
- b. The Downtown and Riverfront Land Use Framework Plan and the Downtown Mixed-Use Zone implement Subarea 1 of the Town Center Master Plan.
- c. Downtown Milwaukie is part of the Milwaukie Town Center, which is a regional destination in the Metro 2040 Growth Concept.
- d. The Town Center Area shall be served by multimodal transportation options; therefore, on-street parking, shared parking, and enclosed parking are the most appropriate parking options in the Town Center

Area.

- e. A variety of higher density housing is desired in the Town Center Area, and the City shall work cooperatively with the private sector to provide a diverse range of affordable housing.
- f. Downtown public improvements should be coordinated with private improvement efforts by local property owners and should aim to stimulate and support private investments in the area.
- g. Central Milwaukie is part of the Milwaukie Town Center that serves the larger Milwaukie community with goods and services and seeks to provide opportunities for a dense combination of commercial retail, office, services, and housing uses.
- h. The City will continue to work closely with Metro and Tri-Met in planning for transit improvements.
- i. More detailed design concepts and principles for these areas are included in the Urban Design section.

Commercial: Zones NMU, C-N, C-L, C-G, C-CS

- a. The City's commercial areas aim to meet a wide variety of local and regional needs for shopping and services.
- b. Larger commercial centers are located along arterials and state highways
- c. Neighborhood Mixed Use Areas are located primarily along collector or arterial roads and provide opportunities for a mixture of neighborhood commercial services and housing which are well-connected to the surrounding neighborhoods by sidewalks and bikeways
- d. Neighborhood hubs are dispersed throughout Milwaukie and provide opportunities for the development of neighborhood commercial services and the provision of amenities and gathering places for nearby residents.
- e. Corridors are located along existing or planned frequent transit lines and provide opportunities for higher intensity development in areas within walking distance of existing or planned frequent transit service.
- f. More detailed design concepts and principles for these areas are included in the Urban Design section.

Industrial: Zones M, BI, MUTSA and NME

- a. Industrial uses are concentrated in three major areas:
 - i. The **North Milwaukie Innovation Area** along McLoughlin Boulevard is one of the City's main employment areas that has identified redevelopment opportunities.
 - ii. The **Johnson Creek Industrial Area** is an important employment area within close proximity of Johnson Creek Boulevard and residential neighborhoods
 - iii. The **International Way Business District** is a major employment area off of International Way and Highway 224
- b. More detailed design concepts and principles for these areas are included in the Urban Design section.

Public: Zone OS and as allowed through Community Service Use process

- a. The Public land use designation is intended for schools, parks, public open space, and other community uses.
- b. With the exception of the downtown Open Space (OS) zone, the City currently lacks a zoning district for public uses. Public parks are approved through park master plans, while schools are approved through the community service use land use process.
- c. The City shall explore the creation of zoning districts that outright permit public uses such as parks and schools.

Section 1: Community Engagement

Overarching Section Goal – Engage community members in city decision-making processes in an inclusive, collaborative, transparent, accountable, and equitable manner through a broad range of strategies that inform and involve a full spectrum of community members, including established neighborhood organizations and other groups, as well as people and groups who have been traditionally left out of the planning process.

Goal 1.1 - Foster Broad, Effective and Collaborative Community Participation: Implement and encourage practices that increase community participation by providing thorough information, consulting with the community, and fostering collaborative partnerships.

Policy 1.1.1: Generate interest and encourage diverse participation in City boards, committees and commissions through broad outreach.

Policy 1.1.2: Ensure publications ~~and~~ printed and digital materials regarding current issues and proposed policies are readily accessible for all ages and abilities, allowing for equitable engagement and informed dialogue between policy-makers and the community.

Policy 1.1.3: Keep the community informed of opportunities for involvement using a range of outreach tactics that may include media, presenting information at fairs and events, and direct outreach to existing organizations.

Policy 1.1.4: Enhance and extend community involvement by using emerging technologies, methods and techniques.

Policy 1.1.5: Improve engagement and dialogue with property owners, tenants, and employees in Milwaukie's commercial and employment areas.

Goal 1.2 - Promote Inclusion and Diversity: Involve a diverse cross-section of the community in community events and decision making related to land use and comprehensive planning, including people from a variety of geographic areas, interest areas, income, races, ethnicities, genders, sexual orientations, and all ages and abilities.

Policy 1.2.1: Build engagement across Milwaukie's diverse communities by notifying and facilitating participation in all land use and Comprehensive Plan related activities.

Policy 1.2.2: Provide information to the community in multiple languages where appropriate.

Policy 1.2.3: Seek public input on major land use issues through community organizations, such as faith groups, business associations, school districts, non-profits, service organizations and other bodies to encourage broad participation.

Policy 1.2.4: Reduce barriers to participation by considering language, meeting time, location, and required level of involvement.

Policy 1.2.5: Consider diversity, equity and inclusion when making land use decisions related to map or text amendments to the Comprehensive Plan and any codes or maps implementing the Comprehensive

Plan.

Goal 1.3 - Maintain Transparency and Accountability: Ensure transparency and accountability in City and land use policy decision-making by maintaining access to City leadership, providing timely and respectful responses to public inquiries, and making a commitment to equitable engagement practices.

Policy 1.3.1: ~~Recognize the Planning Commission as the City's~~ City Council will appoint and maintain a Community Involvement Advisory Committee (CIAC) ~~to evaluate community involvement practices related to land use and comprehensive planning. The CIAC shall meet annually to specifically review community involvement practices~~ that meets or exceeds the requirements of Statewide Planning Goal 1.

Policy 1.3.2: Establish a Comprehensive Plan Advisory Committee (CPAC) to assist in periodic review or major updates of the Plan that includes representatives from all neighborhoods, groups that have been historically underrepresented, and that reflect a variety of interests and perspectives.

Policy 1.3.3: Evaluate the success of community involvement activities regularly and make results available to the community no less than annually.

Policy 1.3.4: Maintain an online portal and notification process that makes pre-application conference materials available for public review.

Policy 1.3.54: Prioritize funding in the planning budget to support inclusive community engagement and participation.

Goal 1.4 - Uphold Neighborhood District Associations (NDA): Continue to support, inform, consult, and empower community members through the Milwaukie Neighborhood District Associations (NDAs).

Policy 1.4.1: Encourage and support NDA leadership to develop and implement strategies to nurture new leaders and increase participation while intentionally reflecting the diversity in each neighborhood.

Policy 1.4.2: Provide opportunities for NDAs to give relevant and effective testimony to the City Council and Planning Commission on matters affecting their neighborhoods.

Policy 1.4.3: Assist NDAs by providing financial assistance, subject to budgetary allocations as approved by the City Council.

Policy 1.4.4: Notify NDAs and solicit feedback on proposed land use actions and legislative changes as required by ordinances.

Section 2: History, Arts and Culture

Overarching Section Goal – Encourage and implement arts, cultural and history-based programs, projects, and spaces that celebrate Milwaukie’s diversity and its unique historic, archaeological, and cultural heritage.

Goal 2.1 - Milwaukie’s Heritage: Research, celebrate, document, and protect Milwaukie’s unique and diverse historic, archaeological, and cultural heritage

Policy 2.1.1: Work with local residents, businesses, and organizations to document and preserve Milwaukie’s diverse history.

Policy 2.1.2: Recognize the Milwaukie area’s indigenous cultures, people, and history that existed prior to the establishment of the city and ensure that historic preservation and documentation programs are representative of all cultures and time periods in the area’s history.

Policy 2.1.3: Appropriately memorialize historic sites, objects, or structures through signs or plaques which convey the historic significance of a resource.

Policy 2.1.4: Provide educational materials and information regarding preservation to property owners and other interested persons and assist property owners in applying for designation as a locally significant historic resource.

Policy 2.1.5: Provide land use flexibility for properties with historic resources to encourage the restoration and maintenance of historic resources for both continuing uses and the adaptive reuse of properties.

Policy 2.1.6: Pursue partnerships and private and public sources of funding for use by property owners in the renovation and maintenance of historic or cultural resources.

Policy 2.1.7: Maintain an official inventory of Milwaukie’s historic and cultural resources and regularly update the inventory as additional properties become eligible and are nominated for designation.

Policy 2.1.8: Ensure that City processes for inventorying, altering, removing, or demolishing historic and cultural resources remain consistent with state and federal criteria as well as community priorities.

Policy 2.1.9: Coordinate historic preservation activities with the Milwaukie Historical Society and the Oregon State Historic Preservation Office and follow all state and federal regulations for identifying and protecting archaeological resources.

Goal 2.2 - Art that Reflects the Community: Collaborate with community partners to create art and programs that reflect Milwaukie’s diversity.

Policy 2.2.1: Provide opportunities and programs for art and cultural events to be located throughout Milwaukie.

Policy 2.2.2: Prioritize the commissioning of art that reflects the diversity of Milwaukie’s community.

Policy 2.2.3: Promote visual art as a means of defining vibrant public and private spaces and

neighborhood identity.

Policy 2.2.4: Incentivize development sites to include spaces conducive to public events, community gathering, and the provision of public art.

Policy 2.2.5: Support a wide variety of community events that integrate the arts, showcase Milwaukie's diverse culture and history, and bring recognition and visitors to Milwaukie.

Policy 2.2.6: Encourage a diverse range of community event types and event participants throughout Milwaukie by reducing barriers for holding community events.

Policy 2.2.7: Encourage and support arts education in Milwaukie schools and other community organizations.

Goal 2.3 - Fostering Creative Spaces: Encourage the development of creative spaces throughout Milwaukie.

Policy 2.3.1: Make visual and performing art spaces more accessible to a diverse range of artists and residents throughout Milwaukie.

Policy 2.3.2: Assist in the identification of properties with the potential for artists and other creative spaces which are financially, geographically, and spatially accessible.

Policy 2.3.3: Partner with the [Milwaukie Arts Committee \(artMOB\)](#), local organizations, and educational institutions to market Milwaukie as a place that values the arts.

Section 3: Natural Resources and Environmental Quality

Overarching **Section Goal**: Protect, conserve and enhance the quality, diversity, **quantity** and resiliency of Milwaukie's natural resources and ecosystems, and maintain the quality of its air, land and water. Utilize a combination of development regulations, incentives, education and outreach programs, and partnerships with other public agencies and community stakeholders.

Goal 3.1: Prioritize the protection of Milwaukie's natural resources and environmental quality through the use of best available science **and management practices** and increased community awareness and education.

Policy 3.1.1: Partner with community groups, environmental organizations, and others to pursue legislative and administrative rule changes and regional, state, and federal funding for the acquisition, protection, or enhancement of natural resources.

Policy 3.1.2: Promote public education and encourage collaboration with community partners and organizations when developing strategies to protect air and water quality and other natural resources.

Policy 3.1.3: Support the clean-up and remediation of brownfields and other potentially contaminated land by identifying and pursuing available resources for such work in an effort to protect natural resources and the City's groundwater supply.

Policy 3.1.4: Periodically update the City's inventory of wetlands, floodplains, fish and wildlife habitat and corridors, and other natural resources through both technology and in-field verification.

Goal 3.2: Enhance **water the quality and of Milwaukie's water resources and ensure they have adequate flows and quantity to support their long-term health**.

Policy 3.2.1: Support programs and regulations to enhance and maintain the health and resilience of watersheds, riparian and upland zones, and floodplains.

Policy 3.2.2: Support efforts to restore Kellogg and Johnson Creeks and their tributaries and ~~remove~~ **restore a free-flowing Kellogg Creek at the Kellogg Dam site**.

Policy 3.2.3: Improve and expand coordination with adjacent jurisdictions on the protection and restoration of local rivers, creeks, and other natural resources.

Policy 3.2.4: ~~Maintain the City's regulatory hierarchy that requires~~ **Require** a detailed analysis, including alternatives, of how development will 1) avoid, 2) minimize, and 3) mitigate for impacts to natural resources.

Policy 3.2.5: Regulate floodplains to protect and restore associated natural resources and functions, increase flood storage capacity, provide salmon habitat, minimize the adverse impacts of flood events, and promote climate change resiliency.

Policy 3.2.6: When considering development proposals, take into account changes in water flow, ~~and~~ **quantity and duration of flow** associated with **both development and** climate change and evaluate the downstream impacts of development in upland areas.

Policy 3.2.7: Protect water quality of streams by using best available science to help control the amount, temperature, turbidity, duration and quality of runoff that flows into them, in partnership with other regulatory agencies.

Policy 3.2.8: Improve stormwater detention and treatment standards through the use of best available science, technology, and management practices to meet water quality standards and achieve wildlife habitat protection and connectivity goals and standards.

Policy 3.2.9: Establish the City's preference for sustainable stormwater facilities that utilize natural systems and green technology through the use of incentives as well as future code changes.

Policy 3.2.109: Monitor water table levels and ensure protection of the City's groundwater supply, particularly those water resources that provide the City with potable water.

Policy 3.2.110: Coordinate and partner with State and federal regulatory programs to protect the quality of the City's groundwater resources from potential pollution, including potential impacts associated with infiltration from water, wastewater and stormwater pipes.

Goal 3.3: Protect and conserve fish and wildlife habitat.

Policy 3.3.1: Protect habitat areas for indigenous fish and wildlife species that live and move through the City, especially those subject to Native American fishing rights. Focus these efforts on habitat that is part of or helps create an interconnected system of high-quality habitat, and also considers downstream impacts of activities within Milwaukie.

Policy 3.3.2: Consider impacts to habitat connectivity when reviewing development proposals.

Policy 3.3.3: Work with regulatory agencies and private property owners to remove barriers to fish passage and wildlife movement corridors between the Willamette River and its tributaries.

Policy 3.3.4: Protect and enhance riparian vegetation that provides habitat and improves water quality along creeks and streams through the use of best available science and management practices to promote beneficial ecosystem services, such as managing water temperature and providing woody debris for habitat.

Policy 3.3.5: Require mitigation that restores ecological functions and addresses impacts to habitat connectivity as part of the development review process.

Policy 3.3.6: Encourage and incentivize voluntary restoration of natural resource areas, including removal of invasive-species vegetation, on-site stormwater management, and planting of native-species or climate-adapted vegetation.

Policy 3.3.7: Develop a habitat connectivity analysis and strategic action plan that incorporates best practices and identifies critical connections between greenspaces and areas of natural habitat.

Goal 3.4: Develop a healthy urban forest in Milwaukee.

Policy 3.4.1: Implement and maintain an urban forestry program.

Policy 3.4.2: Pursue the City's goal of creating a 40% tree canopy through a combination of development code and other strategies that lead to preservation of existing trees and planting of new trees and prioritize native and climate-adapted species, while also considering future solar access.

Policy 3.4.3: Provide flexibility in the division of land, the siting and design of buildings, and design standards in an effort to preserve the ecological function of designated natural resources and environmentally-sensitive areas and retain native vegetation and trees.

Policy 3.4.4: Prioritize increased tree canopy in areas that are currently canopy-deficient, vulnerable to urban heat island effect and low air quality, and that can help provide a more equitable distribution of trees in the city, including street trees.

Policy 3.4.5: Enhance Through the development code, ~~protections for~~ existing native-species and climate-adapted trees and create incentives for the retention of large and old-growth trees that contribute to a diverse and multi-aged tree canopy.

Policy 3.4.6: Evaluate the stormwater and water quantity impacts associated with tree removal as part of the development review process.

Policy 3.4.7: Explore and pursue public-private partnerships that can help reduce or share the costs of tree planting and maintenance for lower income residents.

Goal 3.5: Encourage and incentivize sustainable design and development practices.

Policy 3.5.1: Provide information about alternatives to conventional construction and site planning techniques that can help increase energy efficiency, utilize existing buildings and reclaimed materials, and reduce long-term costs

Policy 3.5.2 Incorporate sustainable and low-impact building- and site-planning technologies, habitat-friendly development strategies, and green infrastructure into City codes and standards.

Policy 3.5.3: Identify and develop strategies to remove barriers to sustainable design and development, including affordability and regulatory constraints.

Policy 3.5.4: Identify additional opportunities for partner agencies and environmental organizations to provide early feedback and recommendations on reducing environmental impacts associated with development.

Policy 3.5.5: Examine development code changes that help reduce impacts on wildlife, such as bird-friendly building design and wildlife corridors.

Goal 3.6: Maintain a safe and healthy level of air quality and monitor, reduce, and mitigate noise and light pollution.

Policy 3.6.1: Coordinate with federal and state agencies to help ensure compliance with state and federal air quality standards, while advocating for improved regional air quality standards.

Policy 3.6.2: Advocate for a consistent, effective level of environmental monitoring of local industrial activities by state and federal agencies to ensure that applicable State and federal air quality standards are met.

Policy 3.6.3: Support local efforts such as good-neighbor agreements and partner with community organizations and/or governments that aim to evaluate and reduce local sources of air and noise pollution and their impacts on local residents.

Policy 3.6.4: Encourage or require building and landscape design, land use patterns, and transportation design that limit or mitigate negative noise impacts to building users and residents, particularly in areas near freeways, regional freight ways, rail lines, major city traffic streets, and other sources of noise.

Policy 3.6.5: Continue to enforce and enhance noise standards and pursue other nuisance codes such as odor to address the adverse impacts of industries and vehicles.

Policy 3.6.6: Evaluate impacts to both humans and wildlife related to light and noise pollution and require appropriate mitigation.

Policy 3.6.7: Create standards and best practices for the demolition of buildings to reduce impacts associated with creation or release of dust and air pollutants.

Policy 3.6.8: Incorporate emission reduction and other environmental requirements into the city's contracting process to reduce air quality impacts associated with use of city equipment and activities on city-owned properties or developments.

Section 4: Willamette Greenway

Overarching ~~Chapter-Section~~ Goal: Protect, conserve, enhance, and maintain the lands and water that comprise the City's portion of the Willamette River Greenway in a manner that recognizes the unique natural, scenic, historical, economic, and recreational qualities that exist along the Willamette River.

Goal 4.1 - Willamette Greenway Boundary: Maintain the Willamette Greenway Boundary and utilize a Greenway Compatibility Review Boundary to implement Statewide Planning Goal 15.

Policy 4.1.1: Utilize the Greenway Compatibility Review Boundary to identify where the highest level of compatibility review will occur. The Greenway Compatibility Review Boundary will apply within 150 feet of the ordinary high-water line of the Willamette River and in other adjacent areas that have been identified as being in the 100-year floodplain of the Willamette River or areas that have unique or significant environmental, social, or aesthetic qualities. The Greenway Compatibility Review Boundary is depicted on Map XX.

Policy 4.1.2: Include Kronberg Park and the area occupied by Kellogg Lake ~~are included~~ within the Willamette River Greenway Boundary.

Goal 4.2 - Greenway Design Plan: Allow preparation of a Greenway Design Plan within the Willamette Greenway Boundary.

Policy 4.2.1: Utilize tThe adopted park master plans for Kronberg Park and Spring Park, the downtown design review approval for Milwaukie Bay Park, and the management plan for Peter Kerr Park at Elk Rock Island ~~management plan will serve the same purpose as the~~ Greenway Design Plan for each of the parks. All Adopt future park master plans or amendments to plans ~~will be adopted~~ through the community service use process.

Policy 4.2.2: Consider preparing and adopting a Greenway Design Plan ~~may be prepared and adopted~~ as an ancillary plan to the Comprehensive Plan. The Greenway Design Plan may apply to the entire Willamette Greenway or any portion of the greenway. An adopted Greenway Design Plan may provide an alternative review process for development within the greenway provided it is consistent with the adopted plan, and should be updated periodically to reflect best available science and changing conditions along the greenway, including those induced by climate change.

Goal 4.3 - Land Use Review Process: Coordinate public and private land uses and ensure compatibility of uses within the Willamette Greenway.

Policy 4.3.1: Utilize the Willamette Greenway Zone in combination with underlying land use designations to manage uses and implement City Willamette Greenway objectives and Statewide Planning Goal 15.

Policy 4.3.2: Employ the following tTwo levels of review ~~will be employed~~ to determine the appropriateness and compatibility of new or intensified uses with the Willamette Greenway.

- a. Within the Greenway Compatibility Review Boundary, require a Willamette Greenway Conditional Use Permit ~~must be obtained~~ prior to new construction or intensification of an existing use when

the new or intensified use is not identified as a permitted planned use within an adopted park master plan or the Greenway Design Plan. Special criteria addressing use, siting, size, scale, height, and site improvements will be used to review and guide development within the Compatibility Review Boundary.

- b. Outside of the Greenway Compatibility Review Boundary, allow new construction and intensification of uses ~~will be allowed~~, provided that the scale and nature of the use meets the standards specified in the Willamette Greenway Zone. ~~Employ d~~Development standards for these uses ~~will be used~~ to allow certain forms of development as a use by right.

~~The review process will R~~require consistency with the following plans in the review process: Willamette Greenway Chapter of the Comprehensive Plan, parks master plans, the Greenway Design Plan, and the Downtown and Riverfront Land Use Framework Plan.

Policy 4.3.3: Where appropriate, establish sSetbacks for new or intensified uses ~~may be established~~ through the park master planning process or through a Greenway Design Plan. When not established through these plan processes, the Willamette River Greenway conditional use process will be used to establish setbacks. For uses that are not water-dependent or water related, setbacks will be determined on a case-by-case basis and the uses will be directed away from the river. Existing and proposed uses that are water-dependent and water-oriented may be permitted near or at the water's edge.

Goal 4.4 - Natural Resource Protection: Protect and conserve the natural resources within the Willamette River Greenway while recognizing recreation needs.

Policy 4.4.1: ~~Within the Willamette Greenway, P~~protect and conserve natural resources in the Willamette Greenway through the City's two Natural Resource overlay zones: WQR - Water Quality Resource and HCA – Habitat Conservation Area.

Policy 4.4.2: Promote an increase in tree canopy within the Willamette Greenway through tree planting programs and by mitigating for any lost tree canopy that occurs through development, while recognizing the importance of certain public views of the river.

Policy 4.4.3: Support the removal of the Kellogg Creek Dam ~~and the restoration of~~ other steps to support a free-flowing Kellogg Creek through revegetation of riparian areas with native species and other restoration techniques. Removal of the Kellogg Creek Dam is consistent with the greenway chapter of the plan and will not require greenway review.

Policy 4.4.4: Manage Peter Kerr Park at Elk Rock Island as a natural area park.

Policy 4.4.5: Allow and support environmental education and interpretative displays within the Willamette Greenway.

Goal 4.5 - Recreation: Enhance the recreational use of lands within the Willamette Greenway boundaries while protecting and conserving natural resources.

Policy 4.5.1: Use park master plans to outline the major recreational uses, activities, and conceptual design for each of the parks within the Willamette Greenway.

Policy 4.5.2: Define the primary intent and purpose of each park within the Willamette River Greenway in the Parks and Recreation Chapter of the Comprehensive Plan. The parks within the Willamette River Greenway will serve a variety of needs for the City including:

- Access to the Willamette River for water sports - boating, fishing, swimming, kayaking etc.,
- Recreational trails along the river,
- River and natural area viewing,
- Picnicking, and
- Community events.

~~The Parks and Recreation Chapter of the Comprehensive Plan will define the primary intent and purpose of each park.~~

Policy 4.5.3: Within the Willamette Greenway, accommodate a trail system along the river that is intended to connect with future Willamette Greenway trails to the north and south of the City. Develop a trail plan, acquire right-of-way, and build trail segments as funding becomes available.

Policy 4.5.4: Connect City bicycle and pedestrian trail systems with the trail system through the Willamette Greenway.

Goal 4.6 - Public Access and View Protection: Provide, improve, and maintain public access and visual access to the lands and water that make up the Willamette River Greenway.

Policy 4.6.1: Encourage new public access and views within the greenway and to the Willamette River, through dedications, easements, acquisitions or other means.

Policy 4.6.2: Undertake efforts to make existing points of public access more accessible and usable through maintenance and signing.

Policy 4.6.3: As part of the Greenway Compatibility Review process, evaluate proposals for new development and intensification of use for their effect on visual access to the Willamette River and Kellogg Creek from publicly owned land and the public right-of-way. Where impacts are significant, efforts will be made ~~make efforts~~ to preserve visual access to the river and creek through dedications, easements, acquisitions or other means.

Policy 4.6.4: As part of the planning effort for parks and other public improvements, ensure that trees and other features are intentionally placed to frame and enhance views of the Willamette River and Kellogg Creek. ~~Enhancing riparian vegetation along Kellogg Creek to improve aquatic habitat conditions for native species will be a higher priority than maintaining or improving views of the creek.~~

Policy 4.6.5: ~~Based on the Public Use Doctrine, the City acknowledges~~Acknowledge that the public has the right to recreate on land and water below the ordinary high-water line of the Willamette River, consistent with the Oregon Public Trust Doctrine.

Goal 4.7 – Downtown: Maintain Milwaukie Bay Park, Dogwood Park, and Kronberg Park as the key public amenities in the downtown that attract people to the area to enjoy the open space, public trails, riverfront access, and riverfront-related development, consistent with the Downtown and Riverfront Land Use Framework Plan and park master plans.

Policy 4.7.1: Provide safe pedestrian connections between the downtown Milwaukie and the Willamette River consistent with the Downtown and Riverfront Land Use Framework Plan.

Policy 4.7.2: Work with Clackamas County Water Environment Services to accommodate recreational and water-related uses at the treatment plant site. This could include full redevelopment and relocation of the facility, shrinking the footprint, adding wetland features, adding a community water quality education center, providing physical access to the river, or capping the treatment plant with park facilities over the plant.

Policy 4.7.3: Within the Willamette Greenway, provide opportunities for limited commercial and recreational services that are focused to support users of the river, the parks, or the trail systems.

Section 5: Natural Hazards

Overarching ~~Chapter~~-Section Goal: Protect the Milwaukie community from the threats of natural hazards, including those induced by climate change, through risk minimization, education, and adaptation.

Goal 5.1 – Identifying, Avoiding and Reducing Hazard Potential: Identify areas with high natural hazard potential and develop policies and programs to avoid or reduce potential negative impacts.

Policy 5.1.1: Ensure that City natural hazard maps stay updated and reflect the most recent information and best available science for natural hazard areas, including flooding, landslides, liquefaction, unstable soils, wildfire, earthquakes, drought and sea level rise.

Policy 5.1.2: Require the submittal and neutral third-party review of detailed technical reports for proposed development within high risk flood, liquefaction and landslide hazard areas.

Policy 5.1.3: Encourage and prioritize development in areas with low risk of natural hazards and restrict development in areas with high risk that cannot be adequately mitigated.

Policy 5.1.4: Regulate floodplain areas in a manner that protects the public, recognizes their natural functions as waterways and critical habitat, and provides open space/recreational opportunities.

Goal 5.2 - Partnerships and Education: Continue and expand partnerships with government agencies, utilities, and other groups that can help Milwaukie residents prepare for natural hazards.

Policy 5.2.1: Continue to coordinate with regional, state and federal agencies on disaster preparedness efforts

Policy 5.2.2: Work with agency partners to address and respond to increased episodes of poor air quality resulting from wildfires in the region.

Policy 5.2.3: Ensure that mapping of the 100- and 500-year floodplain areas stays current and accurate.

Policy 5.2.4: Work with the county, state, and regional partners to regularly update the City's Hazard Mitigation Plan.

Policy 5.2.5: Increase outreach and education for hazard awareness and natural disaster preparedness, especially for low-income, elderly, non-English speaking, and other vulnerable populations.

Goal 5.3 - Infrastructure and Building Resiliency: Ensure that the City's built environment and infrastructure are adequately prepared for natural disasters.

Policy 5.3.1: Ensure that relevant sections of the Milwaukie Municipal Code, most notably those that deal with Flood Hazards, Seismic Conditions, and Soils, are maintained to reflect best available science.

Policy 5.3.2: Increase the quality, resiliency, diversity and redundancy of utility and transportation infrastructure to increase chances of continued service following a natural disaster.

Policy 5.3.3: Promote the retrofitting of buildings for better natural disaster resiliency through education and potential incentives for residential and commercial property owners.

Policy 5.3.4: Encourage development that exceeds minimum building code standards and is built to withstand high intensity natural disasters.

Policy 5.3.5: Prohibit essential public facilities and uses ~~with that serve~~ vulnerable populations from being located within areas at high risk of flooding, landslides, liquefaction, and fire, and aim to relocate existing uses in these areas.

Goal 5.4 - Adaptation and Mitigation: Develop programs that inform the public about the increased risks from natural hazards and create strategies for how to deal with them.

Policy 5.4.1: In areas where there is a high risk of flooding or other natural hazards, support efforts by the City and other public and private entities to acquire properties for conservation purposes. Restrict development to uses that have a demonstrated community benefit and for which the natural hazard risks and environmental impacts can be adequately mitigated.

Policy 5.4.2: Increase requirements for protecting large trees, riparian vegetation and wetlands that have the potential to consume and retain large amounts of surface and storm-water.

Policy 5.4.3: Coordinate with local, regional, state and federal agencies on disaster preparedness efforts, including coordination for major seismic and flooding events.

Policy 5.4.4: Encourage, ~~and eventually require,~~ green infrastructure and development practices.

Policy 5.4.5: Support expansion of ~~the City's the Milwaukie~~ Community Emergency Response Team (CERT) to aid in responding to natural hazard events.

Policy 5.4.6: Create designated emergency routes and provide an array of disaster recovery facilities, with emergency supplies, that can withstand major natural hazard events, and keep the public informed of them through a variety of different outreach methods.

Policy 5.4.7: Ensure that proposed development in natural hazard areas is provided with consultation on green infrastructure and development best practices early in the application process.

Section 6: Climate Change and Energy

Overarching Section Goal: ~~Promote energy efficiency and mitigate~~ Conserve energy and be prepared for the anticipated impacts of climate change in Milwaukie through the use of efficient land use patterns, multimodal transportation options, wise infrastructure investments, and increased community outreach and education as outlined in the City's Climate Action Plan. ~~and incorporating strategies from the City's Climate Action Plan.~~

Goal 6.1 - Built Environment: Create a built environment that prioritizes energy efficiency and climate resiliency and seamlessly integrates the natural environment.

Policy 6.1.1: Encourage the use of innovative design and building materials that increase energy efficiency and natural resource conservation, and minimize negative environmental impacts of building development and operation.

Policy 6.1.2: Provide flexibility in development standards and permitted uses for projects that address climate change and energy conservation through strategies identified in the Climate Action Plan and/or best available science.

Policy 6.1.3: Advocate at the local, state, and federal level for building codes that increase energy conservation and facilitate emission reductions, and be a model for implementing these higher standards.

Policy 6.1.4: Develop standards and guidelines that contribute to a 40% citywide tree canopy.

Policy 6.1.5: Create a more energy efficient land use pattern that includes but is not limited to infill and cluster development, neighborhood hubs and increased density.

Policy 6.1.6: Encourage the creation of compact, walkable neighborhoods and neighborhood hubs throughout the city that provide a mix of uses and help reduce transportation emissions and energy usage.

Policy 6.1.7: Work with property owners and developers to facilitate the adaptive reuse of existing buildings.

Policy 6.1.8: Incorporate climate change criteria into city decision making processes, including land use applications and development review.

Policy 6.1.9: Streamline review for solar projects on rooftops, parking lots, and other areas with significant solar capacity.

~~Policy 6.1.10:~~ Prioritize natural stormwater management systems.

Goal 6.2 - Transportation and Utility Infrastructure: Maintain and expand Milwaukie's transportation and utility infrastructure in a manner that facilitates greater redundancy, [resiliency](#), energy conservation, and emissions reductions.

Policy 6.2.1: Increase the quantity, quality and variety of Milwaukie's [transit and](#) active transportation options, including trails, bike lanes, [and](#) sidewalks, ~~and transit~~.

Policy 6.2.2: Work with local businesses and regional partners to increase transit usage and develop last mile solutions to Milwaukie homes, businesses, and neighborhood hubs.

Policy 6.2.3: Identify desired transportation mode splits and use best available science to develop programs and standards to ensure that they are met.

Policy 6.2.4: Reduce barriers to developing [renewable carbon-free](#) energy projects [and systems, including distributed energy resources and storage](#).

Policy 6.2.5: Aim to increase the use of [renewable electric and other clean](#) energy vehicles through a mix of infrastructure improvements, incentives, and development requirements.

Policy 6.2.6: Account for rapidly changing technologies such as autonomous vehicles and other intelligent transportation systems during site development review and capital improvement planning.

~~**Policy 6.2.7:** Prioritize natural stormwater management systems.~~

Goal 6.3 - Adaptation and Mitigation: Ensure that the Milwaukie community is informed and prepared to address a changing climate and the need to modify historic norms and behavior.

Policy 6.3.1: Educate residents, businesses, developers and other community members on climate science and the most effective ways they can take action to adapt and mitigate for a changing climate, including transportation and energy choices, local food production and consumption, the sharing economy, sustainability at work programs and waste reduction.

Policy 6.3.2: Be an advocate and early adopter of emerging technologies and strive to be a model for how small cities can adapt to climate change.

Policy 6.3.3: Incorporate best available science related to energy conservation and climate change adaptation into planning and development review.

Policy 6.3.4: Regularly update the City's Climate Action Plan to identify strategies for addressing climate change and include emerging technologies and programs.

Policy 6.3.5: Promote climate-resilient vegetation, landscaping, and local food systems.

Policy 6.3.6: Pursue the development of heat shelters and shading sites, including indoor community spaces that can serve as clean air and cooling centers and shaded outdoor community spaces.

Policy 6.3.7: Encourage property owners to retrofit their properties to accommodate [renewable clean](#) energy production.

Policy 6.3.8: Explore opportunities for increasing distributed [carbon-free renewable](#) energy generation through community solar projects and other collective efforts.

Policy 6.3.9: Consider equity and affordability when developing city programs and development standards related to energy conservation and climate change and identify strategies for reducing potential impacts related to increased costs.

Policy 6.3.10: Consider increased population growth due to climate refugees, moving to the area to escape less hospitable climates, and identify metrics and triggers for when additional planning is needed to address potential impacts to housing, infrastructure, and the economy.

Policy 6.3.11: Encourage the use of materials and site development techniques that can mitigate for climate-change induced impacts such as heat island effect and increased flooding.

Section 7: Housing

Overarching Section Goal – Provide opportunities for development of a variety of housing types at a range of price levels that enhances the community’s livability and meets the needs of a full spectrum of Milwaukee residents in an environmentally sustainable and equitable manner.

Goal 7.1 - Equity: ~~Provide~~ Enable and encourage housing options ~~and reduce housing barriers for people of that meet the needs of all ages and abilities residents~~, with a ~~specific~~ focus on uplifting historically disenfranchised communities and eliminating disparities for populations with special needs or on people of color, aging populations, and people with lower incomes.

Policy 7.1.1: Provide the opportunity for a wider range of rental and ownership housing choices in Milwaukee, including additional middle housing types in low and medium density zones.

Policy 7.1.2: Establish development standards that ~~focus more on regulating~~ regulate size, shape, and form and ~~less on the number of housing units~~ are not exclusively focused on regulating density.

Policy 7.1.3: Promote zoning and code requirements that remove or prevent potential barriers to home ownership and rental opportunities for people of all ages and abilities, including historically marginalized or vulnerable populations such as people of color, aging populations, and people with low incomes.

Policy 7.1.4: Leverage resources and programs that aim to keep housing (including existing housing) affordable and available to residents in all residential neighborhoods of Milwaukee.

Policy 7.1.5: Encourage development of new homes and modification of existing homes to accommodate people of all ages and abilities through use of universal design.

Policy 7.1.6: Consider cultural preferences and values as well as diversity, equity and inclusion when adopting development and design standards, including but not limited to the need to accommodate extended family members and provide opportunities for multi-generational housing.

Policy 7.1.7: Support the Fair Housing Act and other federal and state regulations that aim to affirmatively further fair housing.

Policy 7.1.8: Collaborate with community partners to provide a continuum of programs that address the needs of unhoused persons and families, including temporary shelters, alternative shelter models, long-term housing, and supportive services.

Policy 7.1.9: Implement and support programs to rReduce the displacement of renters ~~through tenant protection policies~~.

Policy 7.1.10: Develop, monitor and periodically update metrics that evaluate the City’s success in achieving Goal 7.1.

Goal 7.2 - Affordability: Provide opportunities to develop housing that is affordable at a range of income levels.

Policy 7.2.1: Continue to research, leverage and implement housing affordability strategies that meet the needs of Milwaukie households and can adapt to changing market conditions.

Policy 7.2.2: Allow and encourage the development of housing types ~~with lower construction costs and sales prices per unit that can help meet the needs of that are affordable to~~ low or moderate-income households, including middle housing types in low and medium density zones as well as larger apartment and condominium developments in high-density and mixed-use zones.

Policy 7.2.3: Consider programs and incentives that reduce the impacts that development/design standards and fees have on housing affordability, including modifications to parking requirements, system development charges, and frontage improvements.

Policy 7.2.4: Provide a simplified permitting process for the development of accessory dwelling units (ADUs) or conversion of single-family homes into duplexes or other “middle housing” types.

Policy 7.2.5: Expand and leverage partnerships with non-profit housing developers and other affordable housing providers and agencies that preserve or provide new low to moderate income-housing units, create opportunities for first-time homeownership, and help vulnerable homeowners maintain and stay in their homes.

Policy 7.2.6: Support the continued use and preservation of manufactured homes, both on individual lots and within manufactured home parks as an affordable housing typechoice.

Policy 7.2.7: Support the use of tiny homes as an affordable housing choice~~type~~, while addressing adequate maintenance of these and other housing types through the City’s code enforcement program.

Policy 7.2.8: ~~Clearly define and i~~implement development code provisions to permit shelters and transitional housing for people without housing.

Policy 7.2.9: Monitor and regulate vacation rentals to reduce their impact on availability and long-term affordability of housing.

Policy 7.2.10: Work with other jurisdictions as well as regional and state agencies to identify the region’s housing needs and pursue a shared approach to improve housing affordability across all household income ranges.

Policy 7.2.11: Develop, monitor and periodically update metrics that evaluate the City’s success in achieving Goal 7.2.

Goal 7.3 – Sustainability: Promote environmentally and socially sustainable practices associated with housing development and construction.

Policy 7.3.1: Ensure that the scale and location of new housing is consistent with city goals to preserve open spaces, achieve a 40% citywide tree canopy, and protect wetland, floodplains, and other natural resource or hazard areas.

Policy 7.3.2: Provide additional flexibility in site design and development standards in exchange for increased protection and preservation of trees and other natural resources.

Policy 7.3.3: ~~Use incentives to encourage~~Incentivize, and where appropriate require, new housing development, redevelopment, or rehabilitation projects to include features that increase energy efficiency, improve building durability, produce or use renewable clean energy, conserve water, use deconstructed or sustainably produced materials, manage stormwater naturally, and/or employ other environmentally sustainable practices.

Policy 7.3.4: Promote the use of active transportation modes and transit to provide more reliable options for neighborhood residents and help reduce driving.

Policy 7.3.5: Increase economic opportunities for locally owned and operated businesses by encouraging the development and redevelopment of more housing near transit, shopping, local businesses, parks, and schools.

Policy 7.3.6: Encourage the adaptive reuse of existing buildings in residential and mixed-use areas that can help meet Milwaukie's housing needs.

Policy 7.3.7: Prepare, regularly monitor and periodically update an inventory of the buildable supply of residential land that can help meet the City's future housing needs in an efficient and sustainable manner.

Policy 7.3.8: Allow for a reduction in required off-street parking for new development within close proximity to light rail stations and frequent bus service corridors.

Policy 7.3.9: Advocate for additional frequent transit service in areas with the potential for significant residential growth.

Policy 7.3.10: Develop, monitor and periodically update metrics that evaluate the City's success in achieving Goal 7.3.

Goal 7.4 - Livability: Enhance the ability of Milwaukie’s neighborhoods to meet community members’ economic, social, and cultural needs, and promote their contributions to health, well-being, and universal access and design.

Policy 7.4.1: Implement land use and public investment decisions and standards that foster creation of denser development in centers and neighborhood hubs and along corridors, and that foster development of accessible neighborhood hubs to support community gathering places, commercial uses, and other amenities that give people provide opportunities for people to socialize, shop, and recreate together.

Policy 7.4.2: Require that new housing projects improve the quality and connectivity of active transportation modes by providing infrastructure and connections that make it easier and more direct for people to walk or bike to destinations such as parks, schools, commercial services, and neighborhood gathering places.

Policy 7.4.3: Administer development code standards that require new housing to engage with the public realm and provide for appropriate setback and lot coverage standards.

Policy 7.4.4: Require that multi-family housing units have access to adequate and usable open space, either on-site or adjacent to the site.

Policy 7.4.5: Implement development or design requirements to help create transitions between lower and higher density residential development areas where the mass, size or scale of the developments differ substantially. Requirements could include massing, buffering, screening, height, or setback provisions.

Policy 7.4.6: Reduce development code barriers to cohousing and other types of intentional communities that help foster a sense of community.

Policy 7.4.7: Create and monitor performance measures and metrics that track the City’s 1) success in developing new housing and preserving existing housing for households of all income levels, household sizes, and housing tenure and 2) infrastructure improvements needed to accommodate future growth targets.

Policy 7.4.8: Develop, monitor and periodically update metrics that evaluate the City’s success in achieving Goal 7.4.

Section 8: Urban Design and Land Use

Overarching Section Goal – Foster the design of private development and public spaces and facilities in a way that enhances community livability, environmental sustainability, social interaction, connectivity for all modes of travel, and high-quality landscape and architectural design, and supports the unique form and function of all Milwaukie neighborhoods.

Goal 8.1 - ~~Design~~- Use a design framework that considers location and development typology to guide urban design standards and procedures that are customized by zoning district.

Policy 8.1.1: Downtown Milwaukie Policies

- a) Allow for a variety of dense urban uses in multi-story buildings that can accommodate a mix of commercial, retail, office and higher density residential uses.
- b) Provide a high-quality pedestrian environment that supports safe, convenient access to the area's multiple transportation modes.
- c) Prioritize pedestrian access and movement in the downtown while also improving safety and access for cyclists. Establish mode split targets in the Transportation System Plan (TSP) for alternative transportation modes.
- d) Encourage development that takes advantage of proximity to and views of the Willamette River and the Willamette Greenway.
- e) Ensure that buildings are designed with storefront windows and doors, weather protection, and details that contribute to an active, pedestrian oriented streetscape.
- f) Ensure that design standards and guidelines reflect a well-defined community vision for the downtown.
- g) Encourage a diverse mix of commercial services and amenities that serve downtown residents and employees as well as local and regional visitors.
- h) Support uses that contribute to the vibrancy of the downtown area, including special events and outdoor uses such as the Milwaukie Farmer's Market.

Policy 8.1.2: Central Milwaukie Policies

- a) Ensure that new development and redevelopment supports better transportation connectivity through the Central Milwaukie district, especially for pedestrians and cyclists. Increased connectivity should include pedestrian and bicycle improvements through large sites.
- b) Enhance Highway 224 intersections to increase the safety and comfort for pedestrians and cyclists traveling on cross streets. Implement these safety improvements through the Transportation Systems Plan.

- c) Ensure buildings and sites are designed to support a pedestrian-friendly streetscape and establish a storefront environment along key streets as set out in the Central Milwaukie Land Use and Transportation Plan.
- d) Manage the bulk and form of buildings to provide a transition between Central Milwaukie and adjacent areas with a lower density residential comprehensive plan designation.
- e) Broaden the scope of the Central Milwaukie Land Use and Transportation Plan to include the Milwaukie Market Place, Providence Hospital, and the Hillside Development.

Policy 8.1.3: Neighborhood Mixed Use (NMU) Policies

- a) Provide opportunities for a mixture of neighborhood commercial services and housing which are well-connected to the surrounding neighborhoods by sidewalks and bikeways.
- b) Ensure that development is designed to minimize impacts to surrounding residential areas through appropriate setbacks, building placement, buffers, and landscaping.
- c) Require that new development connect to surrounding neighborhoods for pedestrians and others using active transportation modes to travel to and within the district.
- d) Ensure that new mixed use and commercial buildings provide a commercial storefront environment with sidewalks and amenities appropriate to create an active, pedestrian-focused streetscape.
- e) Ensure that new development is designed to create a transition to adjoining residentially zoned properties in terms of height, massing, setbacks and building form.

Policy 8.1.4: Neighborhood Hubs (outside of NMU areas) Policies

- a) Provide opportunities for the development of neighborhood commercial services and the provision of amenities and gathering places for residents of the surrounding area.
- b) Ensure that new development projects are at a scale that fits with the height, bulk and form of development that have been historically permitted in the neighborhood.
- c) Ensure new development contributes to a pedestrian friendly environment along the property frontage, recognizing that a storefront environment is not mandatory in a neighborhood hub setting.
- d) Encourage development of multi-season outdoor seating areas and pedestrian plazas.
- e) Provide for a high level of flexibility in design and incentives to accommodate a variety of start-up uses and explore innovative techniques for waiving or deferring full site development and parking requirements.
- f) Provide a process to allow start-up and temporary uses that take advantage of incentives and deferral programs to make a smooth transition to status as a permanent use.

Policy 8.1.5: North Milwaukie Innovation Area Policies

- a) Provide opportunities for a wide range of employment uses including manufacturing, office, and limited retail uses, as well as mixed-use residential in the area close to the Tacoma Station Area.
- b) Ensure that the design of new development and redevelopment projects contribute to a pedestrian and bike friendly environment within the Tacoma Station Area.
- c) Provide for active transportation connections throughout the NMIA.
- d) Implement provisions of the North Milwaukie Innovation Plan.

Policy 8.1.6: International Way Business District Policies

- a) Provide flexibility to allow a wide variety of employment uses including industrial, research, office, and limited commercial in the district.
- b) Protect natural resources in the district including Minthorn Natural Area and the waterways that connect to it. Daylight the creek where feasible.
- c) Require landscaping along street frontages in the district.
- d) As new development and redevelopment occurs, require pedestrian and active transportation improvements throughout the district.
- e) Work to ensure that the district is well-served by public transportation options and that transit stops and shelters are safe, comfortable, and easy to access.

Policy 8.1.7: Johnson Creek Industrial Area Policies

- a) Provide opportunities for a wide variety of manufacturing, industrial, production and warehousing uses as well as more limited office and commercial uses.
- b) Protect Johnson Creek and the adjacent riparian areas.
- c) Consider the impacts of business operations on adjacent residential areas, including to air and water quality
- d) Encourage development that takes advantage of the area's access to transit and the Springwater Trail and helps improve the pedestrian environment.

Policy 8.1.8: Corridors Policies

- a) Provide opportunities for higher intensity development in areas within walking distance of existing or planned frequent transit service.
- b) Ensure that design standards require direct pedestrian connections to the closest transit line.
- c) If new development includes a commercial component, require a storefront design.

- d) Ensure that all new development contributes to a safe, well-connected, and attractive pedestrian environment.
- e) Maintain development and design standards that provide for a transition in development intensity between the development site and adjoining areas designated or planned for lower density residential uses.

Policy 8.1.9: Regional Center Policies

- a) Develop and adopt a planning framework and zoning for the Clackamas Regional Center recognizing that this area is within the area subject to the Milwaukie Urban Growth Management Agreement and will eventually be annexed to the City.
- b) Within the Regional Center:
 - Provide for high-intensity development to accommodate projected regional increases in housing and employment, including mixed-use development;
 - Provide for and capitalize on frequent and dependable transit service;
 - Allow for a mix of land uses to support public transportation and bicycle and pedestrian usage;
 - Provide for the open space and recreation needs of residents and employees of the area; and
 - Support a multimodal street network.

Goal 8.2 – ~~Livability~~: Enhance livability by establishing urban design concepts and standards that help improve the form and function of the built environment.

Policy 8.2.1: ~~Policies to promote a great P~~pedestrian and bicycle environment ~~for all include:~~design policies

- a) Prioritize enhancement of the environment for pedestrians, bicyclists and people using other active transportation modes when expending public funds on street improvements.
- b) Ensure that improvements are inclusive and provide access for people of all ages and abilities
- c) Require new development and public improvements to be designed in a manner that contributes to a comfortable and safe environment for everyone, including pedestrians and other non-motorized users in the public right-of-way.
- d) Enhance pedestrian spaces through adequate landscaping, trees, public art, and amenities such as benches and lighting.
- e) Encourage small-scale storefront retail to be developed along street frontages in commercial and mixed-use districts.
- f) Provide for pedestrian connectivity and access by other active transportation modes.
- g) Use urban design features to reduce trips or slow traffic through areas where pedestrian safety is especially a concern, e.g. NMU districts and neighborhood hub areas.

- h) To enhance the pedestrian experience, explore opportunities for woonerf and living street designs in areas with appropriate traffic volumes.
- i) Prioritize the safety of pedestrians and bicyclists when designing and improving the public right of way.
- j) Provide a regularly scheduled review process that evaluates pedestrian comfort, safety, and accessibility using the best available science.

Policy 8.2.2: ~~Policies related to parking design include~~ Parking design policies:

- a) Establish parking standards that rely on higher levels of active transportation and increased use of transportation demand management programs to achieve community design patterns that are more sustainable.
- b) As technology, development patterns, and transportation options evolve, plan for the potential conversion of parking spaces within the public right-of-way and encourage the redevelopment or conversion of existing private and public parking lots to other uses.
- c) In the town center, buffer parking lots from the pedestrian environment with a combination of landscaping, stormwater facilities, public art, or decorative walls.
- d) Encourage on-street parking on frontages that have commercial storefronts.
- e) Ensure that public and private parking remains available for those that cannot walk or bike
- f) Maintain lighting, walkway, and other design standards that contribute to improved public safety
- g) Restrict off-street parking between the public sidewalk and the front of any new commercial retail or mixed-use building.
- h) Expand the number of electric vehicle charging stations in both public and private parking areas
- i) Require canopy trees and swales in parking lots to reduce stormwater runoff and better manage urban temperatures.
- j) Prioritize pedestrian and bicycle safety over parking convenience to minimize conflicts between modes.

Policy 8.2.3: ~~Policies to enhance integration of the urban and natural environment include~~ Natural environment integration policies:

- a) Maintain landscaping design standards that require landscape plan approval as part of the development review process.
- b) Use the landscape plan review process to ensure that new development provides tree canopy cover consistent with city urban forestry objectives and to achieve better habitat connectivity throughout the City.

- c) Allow for vertical landscaping or green roofs to substitute for ground landscaping in situations where sites are constrained and there is a public benefit associated with the project.
- d) Encourage, and in the case of new development require, the undergrounding of utilities.
- e) Ensure that street trees are climate resilient, consistent with the City’s urban forestry goals, and consider potential benefits to pollinators and local wildlife.
- f) Utilize green infrastructure (bioswales, rain gardens, pervious pavement, and green roofs) to minimize impervious surfaces and to capture and treat stormwater on site.
- g) Where appropriate, integrate natural features such as trees, creeks, wetlands, and riparian areas into the site planning process while also ensuring that designated natural resources are protected and conserved.
- h) Encourage the daylighting of creeks and drainages.

Policy 8.2.4: ~~Policies for the design of public spaces include:~~ Public space design policies

- a) Provide clear standards for the design and improvement of public spaces and streets as set forth in design objectives of adopted project plans or special area plans.
- b) Design streets to provide for the equitable allocation of space for different modes including pedestrians, bicycles, and transit.
- c) Provide multi-season seating in public spaces where people are intended to gather. Areas of public seating should have access to direct sunlight and shade as well as options for rain protection.

Policy 8.2.5: ~~Policies to promote community character include:~~ Community character design policies

- a) Limit the size and display characteristics of commercial signage, especially along Highway 224 and Highway 99E.
- b) Where feasible, design of buildings should include views and orientation toward the Willamette river or other waterways.
- c) Encourage green buildings through a program that allows extra building height with the development of a green building.
- d) Ensure that policies and codes related to urban design are consistently and regularly enforced.

Goal 8.3 –~~Process:~~ **Provide a clear and straight forward design review process for development in Milwaukie along with incentives to achieve desired outcomes.**

Policy 8.3.1: Use a two-track Development Review process to ensure that new non-residential development and redevelopment projects are well designed. Provide a clear and objective set of standards as well as an optional, discretionary track that allows for greater design flexibility provided design objectives are satisfied.

Policy 8.3.2: Ensure that a clear and objective process is available for all housing types that meet design standards, provide adequate open space, and fit into the community, while offering an alternative discretionary path for projects that cannot meet these standards.

Policy 8.3.3: Expand opportunities for neighborhood district associations (NDAs) and other stakeholders to review and provide feedback early in the development process and respond to community concerns with clear, concise, objective information.

Policy 8.3.4: Expand incentives and refine development standards that help to:

- a) Provide flexibility for commercial use of existing residential structures within Neighborhood Hubs and Neighborhood Mixed Use districts.
- b) Provide flexibility for the types of uses permitted as home occupations where it can be demonstrated that the home occupation will help meet the daily needs of residents in the surrounding neighborhood.
- c) Consider the use of vertical housing tax abatements and other financial tools to encourage development in Neighborhood Hubs
- d) Improve housing affordability
- e) Incorporate universal design standards that improve access for people of all ages and abilities and expand opportunities for aging in place

Policy 8.3.5: Require that comprehensive plan amendment applications to medium density residential, high density residential, and mixed-use residential consider walkability, access to frequent transit service, and proximity to parks, schools and commercial services.

Section 9: Parks and Recreation

Overarching ~~Chapter~~ Section Goal: ~~To p~~rovide for the recreational needs of present and future City residents, while also preserving natural areas. The City will maximize the use of existing public facilities, encourage development of indoor public or private recreational facilities and trails, support dedication and acquisition of land for recreational use and/or habitat conservation, and maintain, expand, and establish new existing natural areas for conservation. Future expansion and development of recreational uses and natural areas should be encouraged and focused in existing underserved areas of the Milwaukie community and accessible for all ages and abilities.

Goal 9.1 – Partnerships and Funding: Continue to work with the City’s parks and recreation provider, other public and governmental agencies, and private organizations in providing park and recreational facilities and services, and habitat conservation.

Policy 9.1.1: Work with the City’s “parks and recreation provider” to complete, adopt, and maintain an overall parks comprehensive plan and a trails master plan.

Policy 9.1.2: ~~The City will e~~Continue to initiate and support joint-use construction and maintenance agreements with ~~the North Clackamas School District (NCSD)~~school providers and work to provide recreational opportunities on school properties.

Policy 9.1.3: ~~The City will p~~Participate in regional recreation planning and implementation programs through Metro, and will coordinate activities with Clackamas County parks and utility providers and relevant state and federal agencies.

Policy 9.1.4: Pursue prioritizing proportional contributions from new development and redevelopment for the expansion of public recreation opportunities in underserved areas of Milwaukie.

Policy 9.1.5: Maintain a flexible system with the City’s park provider where the City can accept land or developed park and trail facilities, when appropriate, in lieu of System Development Charges (SDCs).

Policy 9.1.6: Continue to support and work with public or private organizations on habitat conservation and rehabilitation of natural areas.

Goal 9.2 – Planning and Design: Plan, develop, and enhance natural areas, parks, and recreation opportunities that meet the needs of community members of all ages, abilities, cultures, and incomes while creating solutions that are environmentally sustainable.

Policy 9.2.1: Tailor the eExpansion and/or redevelopment of parks and new recreation opportunities ~~shall be tailored~~ towards the needs and abilities of diverse communities.

Policy 9.2.2: Pursue solar power and other forms of renewable-clean energy with updates to and expansions of existing parks and recreation opportunities and the creation of new parks and recreation opportunities.

Policy 9.2.3: Investigate the feasibility of providing park and open space amenities on land owned by other public agencies, considering safety and security of users and facilities.

Policy 9.2.4: Work with local, regional, state, and federal partners to plan, design and protect areas for habitat viability, including the safe movement of wildlife necessary to maintain biodiversity and ecological balance.

Policy 9.2.5: Pursue the creation of community gardens and urban food forests in public parks and on land owned by the City and partner agencies.

Policy 9.2.6: Explore conversion of parking lots to parks and recreation opportunities when parking demand decreases.

Policy 9.2.7: Enhance community use of the open space at Kellogg Water Treatment Plant site and consider options for park uses covering treatment plant facilities. Incorporate a public education component at the treatment plant site.

Policy 9.2.8: Use the community service use process to adopt and amend park master plans.

Goal 9.3 – Transportation and Connectivity: Increase safe and convenient access to and between natural areas, parks, and recreation opportunities for community members of all ages and abilities through a variety of transportation options.

Policy 9.3.1: Provide an active transportation network to increase connectivity and access between natural areas, parks, and recreation opportunities, including routes identified in the City’s Transportation System Plan and Metro Regional Trails System Plan.

Policy 9.3.2: Ensure that bBicycle trails, sidewalks, and walking trails provide convenient access for pedestrians and bicyclists to natural areas, parks, and recreation opportunities.

Policy 9.3.3: Encourage transit access to community parks and facilities.

Policy 9.3.4: Encourage North/South trail connections along the Willamette River.

Goal 9.4 – Park Development and Maintenance: Maintain, develop, and expand a City-wide park and recreation system which meets the needs and delivers services for all neighborhoods and members of the City as a whole.

Policy 9.4.1: Establish a Parks, Recreation, and Open Space zone within the Municipal Zoning Code.

Policy 9.4.2: Utilize the park classifications in Appendix XX to guide maintenance, development, and expansion.

Policy 9.4.3: Encourage interim recreation opportunities on vacant and underutilized sites on private or public land to be community member initiated, with a fixed time frame for the proposed use.

Policy 9.4.4: ~~The City will w~~Work with the parks providerdistrict to acquire land for parks, trails, recreational uses, and habitat conservation.

Policy 9.4.5 – Encourage Pprivate industry ~~will be encouraged~~ to provide recreation opportunities and facilities for employees in employment areas and -n~~New commercial development is encouraged to provide parks and other recreational amenities for the general enjoyment of the public.~~

Policy 9.4.6: Encourage new commercial development to provide parks and other recreational amenities for the general enjoyment of the public.

Policy 9.4.76: When appropriate, require ~~N~~new residential projects ~~may be required~~ to dedicate land or build facilities for public park, green space, or public open space uses if the development corresponds to areas where park deficiencies, natural areas, or habitat linkages have been identified.

Policy 9.4.87: In exchange for the dedication of park land, ~~the allowable~~allow increases in density on the remaining lands ~~may be increased~~, so that the overall parcel density remains the same. When appropriate, allow a density bonus ~~may be allowed~~ for including larger proportions of land dedication for open spaces that protect and conserve habitat or provide identified needs in public park and recreational uses by the park district or the parks comprehensive plan.

Section 10: Public Facilities and Services

Overarching ~~Chapter~~ Section Goal – Plan, develop and maintain an orderly and efficient system of public facilities and services to serve urban development.

Goal 10.1: Provide high quality public services to current and future Milwaukie residents.

Policy 10.1.1: Maintain and enhance levels of public facilities and services to City residents, businesses, and vulnerable populations as urban development or growth occurs.

Policy 10.1.2: Ensure that existing residents and taxpayers do not pay for services that don't directly benefit Milwaukie residents.

Policy 10.1.3: As an element of the Comprehensive Plan, maintain a Public Facilities Plan, in conformance with Statewide Planning Goals, that incorporates key components of the master plans for water, wastewater, stormwater, and other public facilities under City control.

Policy 10.1.4: Use the Public Facilities Plan to help guide the programing of improvements as the City's Capital Improvement Plan is updated, and to establish Public Work Standards that identify the public facilities improvements that are required for properties to develop.

Policy 10.1.5: Use public facilities to strategically invest in different parts of the City and to help reduce disparities, enhance livability, promote growth and redevelopment, and to maintain affordability.

Policy 10.1.6: Require developers to pay their proportionate share of the cost of utilities and facilities needed to support their developments, except in such cases where the City may provide specified incentives to achieve priorities outlined in the City's vision.

Policy 10.1.7: To maximize the efficient provision of all services and to encourage cooperation and coordination, maintain up-to-date intergovernmental agreements with all public service agencies and service agreements with the providers of private services.

Policy 10.1.8: Work with other regional service providers in to plan for supply security, new technologies, and resiliency in the delivery of urban services.

Policy 10.1.9: Provide infrastructure, facilities and systems that are resilient to changes in climate, can reasonably withstand natural or man-made disasters, and will continue to function during an emergency event.

Policy 10.1.10: Design, upgrade and maintain systems to ensure that they are sustainable and resilient and utilize best available science and technology.

Goal 10.2: Provide an adequate supply and efficient delivery of water services.

Policy 10.2.1: Maintain and safeguard clean groundwater as the primary water supply source for the community. Utilize wellhead protection zones and land use restrictions to avoid impacts on wells and to maintain water quality.

Policy 10.2.2: Increase storage capacities and provide interconnections with the water systems of other providers in the region to ensure a reliable water supply for use during emergencies or periods of extremely high demand and to mitigate the impacts of climate change.

Policy 10.2.3: Continue to develop water storage and well sources to provide adequate water supply and water pressure in all areas of the City, including levels sufficient for firefighting throughout the City.

Policy 10.2.4: Provide a self-sufficient and resilient water system that meets the demands of current and future City residents.

Policy 10.2.5: Develop programs and establish targets for water conservation by customers of the City's water system and achieve them through community outreach and education, clearly identified metrics, and incentives.

Policy 10.2.6: Encourage and remove code barriers to the use of grey water systems and rainwater collection, with clear strategies and targets for expanding water supply and reducing the demand for water provided by the City.

Goal 10.3: Continue to provide adequate wastewater collection and treatment services to all Milwaukee residents.

Policy 10.3.1: Comply with federal and State clean water requirements in managing the wastewater collection system.

Policy 10.3.2: Maintain and improve the existing sanitary sewer collection system through preventive maintenance and ongoing ~~appraisal~~assessment.

Policy 10.3.3: Encourage alternative distributed ~~edive~~ systems and other wastewater microsystems that help increase the efficiency and resiliency of the wastewater system.

Policy 10.3.4: Encourage the optimization and improvement of the Kellogg Water Resource Recovery Facility (the sewage treatment plant). ~~Encourage~~Reduce the need for capacity expansion through water conservation and the use of pre-treatment by heavy users.

Policy 10.3.5: Work with plant operators to minimize or eliminate external impacts of the wastewater treatment process by reducing the overall physical footprint of the plant, covering portions of the plant, reducing vehicle trips, eliminating odors, or other viable strategies.

Policy 10.3.6: Participate in developing long-term plans for the treatment plant, including examining the potential for generating energy from plant and system operations, recovery of nutrients and other resources, ~~and~~ the possible acquisition of the plant by the City, and the potential decommissioning and removal of the plant.

Goal 10.4: Maintain and improve the City's stormwater management system to ensure that waterways are clean and free flowing.

Policy 10.4.1: Preserve and restore natural functioning and historic floodplains and healthy uplands to better manage flood events, provide and enhance wildlife habitat, improve water quality, ensure late season water availability, and increase climate change resiliency.

Policy 10.4.2: Require that stormwater be managed and treated on-site, except where to the City determines it to be infeasible.

Policy 10.4.3: To the extent possible, stormwater should be managed with green infrastructure such as green roofs, water quality swales, rain gardens, and the intentional placement of appropriate trees.

Policy 10.4.4: Restrict development within drainageways and their buffers to prevent erosion, regulate stormwater runoff, protect water quality, and protect and enhance the use of drainageways as wildlife corridors.

Policy 10.4.5: Provide resources and tools to facilitate stormwater retrofits for existing development.

Policy 10.4.6: Consider potential stormwater impacts during the land use review process.

Policy 10.4.7: Examine the feasibility of daylighting creeks that provide opportunities to conserve or enhance vegetation and wildlife habitat.

Policy 10.4.8: Expand public outreach and education programs on how the community can help protect Milwaukie waterways.

Policy 10.4.9: Encourage, ~~and~~ incentivize and identify targets for the reduction of impervious surfaces for both existing development and redevelopment.

Policy 10.4.10: Collaborate with jurisdictions upstream in the Kellogg-Mt Scott, Johnson Creek, and Willamette watershed to reduce downstream impacts in Milwaukie through a series of watershed protections related to land use, impervious surfaces, stormwater management, water quality, and water quantity.

Goal 10.5: Improve and expand solid waste services available to City residents.

Policy 10.5.1: Utilize franchise agreements with private operators to coordinate the collection of solid waste, recyclable materials, and yard/food waste, reduce environmental impacts, identify strategies to reduce waste generation, and provide educational materials and programs to Milwaukie residents.

Policy 10.5.2: Manage and monitor the adequacy of the solid waste hauler service and communicate with private operators when problems arise.

Policy 10.5.3: Require solid waste haulers to provide curbside or onsite recycling and composting services.

Policy 10.5.4: Examine and pursue strategies to reduce food waste and expand opportunities for composting.

Policy 10.5.5: Require new development to provide on-site and enclosed space for recycling.

Policy 10.5.6: Create an equity and inclusion strategy that aims to increase opportunities for underrepresented groups and reduce the potential for monopolies through implementation and enhancement of the City's solid waste franchise system.

Policy 10.5.7: Work with partners, including haulers, to educate residents on recycling and waste reduction.

Policy 10.5.8: Establish clear targets for waste reduction by residential, commercial, and industrial customers.

Policy 10.5.9: Encourage waste haulers to develop programs for the collection of non-standard recyclable materials.

Policy 10.5.10: Encourage the use of low or zero-emission vehicles for waste collection.

Goal 10.6: Maintain facilities and personnel to respond to public safety needs quickly and efficiently.

Policy 10.6.1: Support efforts to implement Crime Prevention Through Environmental Design (CPTED) principles in building and site design and ~~transportation corridors~~ the public realm.

Policy 10.6.2: Increase public awareness of crime prevention methods and involve the community in crime prevention programs.

Policy 10.6.3: Coordinate with the fire department to address fire safety in the design of buildings and through site planning, consistent with state fire code requirements and other best practices for fire protection.

Policy 10.6.4: Distribute resources throughout the city for responding to fires, floods, and other natural and human-induced disasters, including staff designated to help coordinate the city's response.

Policy 10.6.5: Work with partners to require streets be designed and maintained to meet the minimum needs of emergency services providers while also ensuring that street widths are appropriate and create a quality, safe and usable environment for pedestrians and bicycles.

Goal 10.7: Coordinate with local partners in planning for schools, medical facilities, and other institutional uses.

Policy 10.7.1: Coordinate community development activities and public services with the school district.

Policy 10.7.2: Work with the district, in coordination with the City's park and recreation provider, to meet community and neighborhood recreational and educational needs.

Policy 10.7.3: Provide transportation improvements such as sidewalks and bikeways that promote safe access to schools.

Policy 10.7.4: Support creation of a master plans for institutional uses such as parks, schools and hospitals.

Policy 10.7.5: Support the provision of temporary housing for the families of local medical patients.

Policy 10.7.6: Establish a Transportation Demand Management (TDM) program for schools and other large institutions and businesses.

Goal 10.8: Provide high quality administrative services to the people of Milwaukie while maintaining cost-effectiveness and convenience.

Policy 10.8.1: Maintain the efficiency of the City's land development processing, including provision of a one-stop development permit center.

Policy 10.8.2: Maintain and improve library service levels and facilities that keep pace with the demands of existing and future residents.

Policy 10.8.3: Maintain a public safety building which houses City police services.

Policy 10.8.4: Strive to consolidate public-facing city services (other than public safety) in one city facility.

Goal 10.9: Ensure that energy and communications services are adequate to meet residential and business needs.

Policy 10.9.1: Coordinate with public utility and communications companies to provide adequate services, while minimizing negative impacts on residential neighborhoods, natural and scenic resources, and recreational areas.

Policy 10.9.2: Encourage grid modernization to promote energy security and grid resiliency and to work toward producing enough [renewable-clean](#) energy to fully meet the community's energy demand.

Policy 10.9.3: Encourage the provision of electric vehicle charging stations in appropriate locations.

Policy 10.9.4: Explore opportunities to create a public communications utility to expand equitable access to high speed broadband internet service.

Policy 10.9.5: Work with utility companies to underground utility systems and infrastructure to improve aesthetics and reduce damage from storm events and other natural disasters.

Policy 10.9.6: Promote and prioritize [renewable-clean](#) energy production and use.

Section 11: Economic Development

Overarching Section Goal: Support a vibrant, resilient, and inclusive local economy that enhances the prosperity and economic well-being of Milwaukie businesses, workers and residents.

Goal 11.1 - Current and Future Economic Land Use: Provide a diverse range of uses, services and amenities that contribute to a sustainable, equitable and resilient economy and are adaptable to changing land uses and technology.

Policy 11.1.1: Coordinate the City's economic strategies and targeted industries with those in the Milwaukie Planning Area and surrounding communities.

Policy 11.1.2: Adapt to industry trends and emerging technologies that have the potential to affect employment, land use, and infrastructure needs, such as automation, the sharing economy, autonomous vehicles and other future technological advances.

Policy 11.1.3: Develop strategies to help stabilize existing businesses and mitigate displacement in areas experiencing increased investment and redevelopment.

Policy 11.1.4: Work to maintain a diverse set of local businesses and traded sector industries in an effort to strengthen economic resiliency in the event of a natural disaster or economic collapse.

Policy 11.1.5: Focus industrial and manufacturing uses in the City's three existing major industrial and employment areas along Johnson Creek Blvd, Highway 99-E and Highway 224, with limited light manufacturing uses permitted in the City's mixed-use and commercial zones.

Policy 11.1.6: Allow shared spaces, co-location, artist space and other emerging uses in industrial areas.

Policy 11.1.7: Encourage the creation of community amenities such as green spaces and gathering places within commercial and employment areas.

Policy 11.1.8: Facilitate the development of housing that meets the needs of local employees across a wide range of price ranges and housing types in zones that allow residential development.

Policy 11.1.9: Foster a series of distinct neighborhood hubs that include services and amenities such as child care, gathering places, restaurants and fresh food sources to which residents can walk, bike, or ride transit.

Policy 11.1.10: Make Downtown Milwaukie a regional destination with uses and amenities that capitalize on its proximity to the Willamette waterfront and multimodal transportation options.

Policy 11.1.11: Aim to reduce Milwaukie's carbon footprint by encouraging local food production, import substitution, rail access, [low-carbon and renewable clean and carbon-free](#) energy, and active transportation.

Goal 11.2 - Economic Land Supply: Ensure the City has an adequate supply of land with access to reliable public services that meets the City's economic and employment needs.

Policy 11.2.1: Frequently monitor the City's vacant employment land to help inform short- term and long-term economic growth.

Policy 11.2.2: Improve infrastructure and utilities throughout the City in a manner that facilitates greater economic development

Policy 11.2.3: Help businesses flourish in Milwaukie, either on their current site or on sites that provide more opportunity for growth and expansion.

Policy 11.2.4: Support increased employment density in the City's industrial and commercial areas.

Policy 11.2.5: Support more of the City's projected employment growth within home-based businesses.

Policy 11.2.6: Pursue the study and clean-up of brownfields and other contaminated sites.

Policy 11.2.7: Assist existing and new employers in identifying and/or assembling properties that meet their needs and support economic development goals.

Goal 11.3 - Workforce, Training, and Collaboration: Help local businesses attract and develop a skilled workforce that positions Milwaukie to be one of the strongest economies in the region.

Policy 11.3.1: Partner with state and regional agencies, local businesses, non-profits, and educational institutions to help provide the workforce and training needed to make Milwaukie businesses competitive in the region and beyond.

Policy 11.3.2: Focus recruiting and marketing efforts on businesses that can capitalize on Milwaukie business clusters (groups of businesses in the same industry) or serve an identified community need.

Policy 11.3.3: Attract and foster businesses that hire local residents and provide job training, continuing education opportunities and family-wage jobs for employees in a variety of different industries.

Policy 11.3.4: Support programs that encourage entrepreneurship, business incubation, business retention and expansion and the sharing of ideas and resources.

Section 12: Urban Growth Management

Overarching Section Goal: Coordinate future urban growth, development and provision of city services in a logical, cost-effective, and livable manner, in cooperation with other local, regional and state government agencies and service providers.

Goal 12.1 - Regional Coordination: Coordinate with Metro, Clackamas County, Happy Valley, Portland, and other governmental agencies to plan for and manage growth and development in Milwaukie and the surrounding area.

Policy 12.1.1: Utilize the Urban Growth Management Agreement (UGMA) with Clackamas County as an effective tool to guide planning and growth management decisions in the area surrounding Milwaukie.

Policy 12.1.2: Maintain Urban Service Agreements with special service districts to ensure that the ability of the City to provide its residents with urban services is not compromised while ensuring that the community has access to excellent urban services at reasonable costs.

Policy 12.1.3: Maintain Intergovernmental Agreements with the cities of Portland and Happy Valley to clearly establish urban service area boundaries.

Goal 12.2 - Milwaukie Planning Area: Identify the future urban service area and jurisdictional boundary for the City of Milwaukie in order to better coordinate planning actions.

Policy 12.2.1: Maintain a Milwaukie Planning Area (MPA) map that is included as part of the UGMA with Clackamas County, urban service agreements with special districts, and IGA's with adjoining cities to identify the areas for which the City of Milwaukie will be the ultimate provider of urban services or will be the coordinating body for the delivery of the services. The MPA map identifies the areas that, over time, are expected to annex to the City of Milwaukie.

Policy 12.2.2: Identify a Jurisdictional Impact Area (JIA) on the MPA map. The JIA is generally the area within a ½ mile of the MPA boundary and is an area under the jurisdiction of Clackamas County or a neighboring city and where their land use and transportation decisions may have a significant impact on the City of Milwaukie.

Goal 12.3 - Urban Growth Management Agreement with Clackamas County: Use the Urban Growth Management Agreement (UGMA) with Clackamas County to enable the City to work toward annexation of areas within the MPA and to better coordinate regarding County land use and transportation decisions in the area surrounding the City.

Policy 12.3.1: Within the UGMA, define the procedures and responsibilities for City and County staff for the review of plans and development applications for the unincorporated areas identified in the MPA and the JIA. The UGMA may define subareas within the MPA where the City Comprehensive Plan and implementation ordinances apply and where development applications are reviewed by the City. In the areas where subareas are not designated, County planning documents and procedures shall apply.

Policy 12.3.2: ~~Ensure that t~~The UGMA ~~shall~~ clearly acknowledges that the MPA represents the area that is envisioned as the area that will ultimately be annexed to the City and come under City jurisdiction.

Goal 12.4 - Annexation: Annex lands within the Milwaukie Planning Area.

Policy 12.4.1: Maintain a proactive annexation program that encourages and promotes annexation to the City of Milwaukie.

Policy 12.4.2: Develop annexation plans and consider the use of financial and service incentives to promote annexation of land within the MPA.

Policy 12.4.3: Ensure that annexation programs respect Milwaukie's community identity and maintain levels of service for current Milwaukie residents.

Policy 12.4.4: As part of the overall annexation program, prioritize annexation of properties that are surrounded by land within the incorporated city limits.

Policy 12.4.5: Require annexation where properties receive or utilize City utilities or where intergovernmental agreements allow for annexation in exchange for providing City services.

Policy 12.4.6: Support City annexation of property within the MPA and oppose annexation of land within the MPA by another city.

Goal 12.5 - Urban Services: The City of Milwaukie will coordinate the provision of urban services for land within the MPA.

Policy 12.5.1: Coordinate with special districts to ensure that the full range of urban services are available while ensuring that the City's ability to provide services within the MPA is not compromised.

Policy 12.5.2: ~~Unless created in partnership with the City,~~ Oppose any new special service district or the expansion of a special service district within the MPA unless it is created in partnership with the city.

Policy 12.5.3: ~~Unless established through an intergovernmental agreement,~~ Oppose efforts by another City to provide urban services within the MPA unless such services are set forth through and intergovernmental agreement.

Policy 12.5.4: ~~While implementing the community vision to create a highly livable city,~~ Seek cost-effective means of providing urban service to properties within the MPA while also ensuring that Milwaukie remains a highly livable city consistent with the community vision.

Policy 12.5.5: Coordinate with Clackamas County and special service districts to maintain an integrated public facilities plan (PFP) for the MPA. The PFP shall clearly state who has responsibility for each urban service in the MPA.

Goal 12.6 - Urban Form: Ensure that the City of Milwaukie (City) maintains an urban form that supports a highly livable community and the efficient use of land and resources.

Policy 12.6.1: Support and implement key aspects of the Metro 2040 Growth Concept for Milwaukie and the surrounding area (see map) that help protect resource lands outside of the regional urban growth boundary (UGB) and achieve an efficient and transit-friendly urban form inside the UGB.

Policy 12.6.2: To use land more efficiently, encourage infill on underutilized parcels and encourage intensification or redevelopment of land and buildings in the downtown, mixed use districts, and areas designated for commercial, industrial or employment use.