



AGENDA

March 10, 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 **Information Items**
- 3.0 **Audience Participation** — This is an opportunity for the public to comment on any item not on the agenda
- 4.0 **Public Hearings** — Public hearings will follow the procedure listed on the reverse side
 - 4.1 Summary: Comprehensive Plan Draft Policy Document
 - Applicant: City of Milwaukie
 - Address: 10722 SE Main St
 - File: CPA-2019-001
 - Staff: David Levitan, Senior Planner
- 5.0 **Planning Department Other Business/Updates**
- 6.0 **Planning Commission Committee Updates and Discussion Items** — This is an opportunity for comment or discussion for items not on the agenda.
- 7.0 **Forecast for Future Meetings**
 - March 24, 2020
 - 1. Hearing Item: CSU-2020-001, Ardenwald Elementary Parking
 - 2. Hearing Item: S-2018-001, Railroad Ave Subdivision
 - April 14, 2020 No items are currently scheduled for this meeting.
 - April 28, 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 Kelder, Associate Planner
Vera Koliass, Associate Planner
Mary Heberling, Assistant Planner
Dan Harris, Administrative Specialist II
Alicia Martin, Administrative Specialist II



CITY OF MILWAUKIE

To: Planning Commission
Through: Dennis Egner, Planning Director
From: David Levitan, Senior Planner
Date: March 3, 2020, for March 10, 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. Review the edits made by staff to policy language in Sections 7.4 and 8, which incorporate Commission comments from the February 25 meeting. Continue and conclude Commission deliberation on the overarching section goals and any requested changes to the policy document's introduction, background sections, graphics, and glossary. 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.
- [February 25, 2020](#): The Commission concluded their deliberations on Sections 7 (Housing) and 8 (Urban Design), and instructed staff to prepare updated versions of the policy document for them to review on March 10, 2020, on which they will be asked to make a recommendation to City Council.

BACKGROUND

On February 25, 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 seven sections on which commissioners had deliberated at their February 11 meeting (Sections 1, 4, 9, 10, 11, 12, and the majority of Section 7). The Commission then completed their review of the remainder of Section 7 as well as Section 8, which resulted in numerous edits that are shown as track changes in Attachment 1. Some of the more prominent changes include:

- Deletion of Policy 7.4.7
- Addition of Policies 8.1.5(d), 8.1.9(b), 8.2.5(e), and 8.3.7
- Replacing Policy 8.1.2(d) with identical language from Policy 8.1.3(e)
- Rewriting Policy 8.2.5(c)
- Splitting several existing policies into multiple policies, including former Policies 8.1.9(b) and 8.3.4
- Adding call-out boxes for Policies 7.4.6 (intentional communities) and 8.1.6(b) (daylighting of creeks)

Staff has also incorporated these changes into an updated version of the policy document (Attachment 3). The updated policy document incorporates comments on the overall document provided by commissioners and the public during the public hearings, including updates to the buildable lands inventory (BLI) map and removal of the neighborhood district association (NDA) map. Staff has also expanded the discussion of environmental justice in the background section of Section 3 (Environmental Quality and Natural Resources), incorporating language provided by the Public Works Direction and Climate Action and Sustainability Coordinator.

On March 10, commissioners are scheduled to review the overarching section goals, using an email from Commission Edge (provided at the February 11 hearing) as a guide for evaluating the

potential need for changes to the goals. For reference, the overarching section goals for seven sections were pinned down by City Council, while five (Sections 1, 2, 7, 8 and 12) were not. Commissioners will then be asked to provide any final comments on the policy document as a whole.

Upon conclusion of their deliberations, commissioners will be asked to make their formal recommendation to City Council, which is tentatively scheduled to hold their first public hearing on April 7, 2020. Staff has prepared recommended findings of approval for the application (Attachment 2), as required by [MMC 19.902.3](#). City Council will take formal action on the Commission’s recommendation at their public hearing.

QUESTIONS FOR COMMISSIONERS

1. Are there additional edits to the policies or other sections of policy document 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"/>
2. Recommended Findings for Approval	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
3. Updated Comprehensive Plan Policy Document	<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-46>.

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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 1.3.5: 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 thea 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. [Employed](#) development standards for these uses ~~will be used~~ to allow certain forms of development as a use by right.

~~The review process will~~ [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](#) ~~s~~ setbacks 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,~~ [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~~ [for 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:

- a) Access to the Willamette River for water sports - boating, fishing, swimming, kayaking etc.,
- b) Recreational trails along the river,
- c) River and natural area viewing,
- d) Picnicking, and
- e) 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 Milwaukee 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:**~~ **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:

- a) foster creation of denser development in centers, neighborhood hubs and along corridors, and
- a)b) ~~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~~development improves 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~~complement~~ 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 an adequate amount of usable open space, either on-site or adjacent to the site.

Policy 7.4.5: Implement development ~~or and~~ design ~~requirements standards~~ 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~~for 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 7.4.78: 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-all 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~~ farmers markets and festivals.

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~~ TSP.

- 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.~~ Ensure that new development is designed to create a transition to adjoining residentially zoned properties in terms of height, massing, setbacks and building form.
- 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~~ is compatible with the height, ~~bulk massing~~ and building form of ~~development that have been historically permitted in the neighborhood~~ adjacent residential properties.
- 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-ups, temporary uses and incremental expansions 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) [Protect Johnson Creek and the adjacent riparian areas.](#)

e) 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: Clackamas 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.

a)b) ~~Protect the 3-Creeks Natural Areas, including the adjacent riparian areas and tributaries.~~

b) ~~Within the Regional Center:~~

- c) Provide for high-intensity development to accommodate projected regional increases in housing and employment, including mixed-use development.;
- d) Provide for and capitalize on frequent and dependable transit service.;
- e) Allow for a mix of land uses to support public transportation and bicycle and pedestrian usage.;
- f) Provide for the open space and recreation needs of residents and employees of the area.;
- g) 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 e~~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~~contribute to 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 r~~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~~adequate seating in public spaces where people are intended to gather, with consideration of weather protection as appropriate. ~~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-sustainable buildings ~~through a program that allows extra building height with the development of a green building~~ in accordance with the Climate Action Plan.
- d) Ensure that policies and codes related to urban design are consistently and regularly enforced.

e) Utilize standards for size, bulk, and scale to encourage compatibility with surrounding uses.

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

Policy 8.3.1: Use a two-track ~~d~~Development ~~r~~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 r~~efine development standards ~~in order 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)c) 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: Expand the use of incentives and other financial tools that serve to:

a) Encourage development in neighborhood hubs.

b) Improve housing affordability.

Policy 8.3.65: Require that comprehensive plan amendment applications ~~to medium density residential, high density residential, and mixed-use residential that would allow increased density or development intensity~~ consider walkability, access to frequent transit service, and proximity to parks, schools and commercial services.

Policy 8.3.7: Evaluate transportation concurrency and utility availability when considering comprehensive plan amendments.

Section 9: Parks and Recreation

Overarching ~~Chapter~~ Section Goal: ~~To p~~Provide 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 b](#)bicycle 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 P](#)private industry [will be encouraged](#) to provide recreation opportunities and facilities for employees in employment areas. [–nNew 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 Nnew 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 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 corridorsthe 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.

**Recommended Findings in Support of Approval
File #CPA-2019-001, Comprehensive Plan Policy Document Adoption**

Sections of the Milwaukie Municipal Code not addressed in these findings are found to be inapplicable to the decision on this application.

1. The applicant, the City of Milwaukie, proposes to amend the Milwaukie Comprehensive Plan (MCP) policy document. The land use application file number is CPA-2019-001.
2. The purpose of the proposed amendments is to amend the MCP's goals and policies, the majority of which have not been changed since the last major update to the plan in 1989. The proposed amendments also include a new introduction, background sections, graphics, and glossary. The proposed amendments *do not* result in any immediate changes to the MCP's land use map.
3. The proposal is subject to the criteria and procedures outlined in the following sections of the Milwaukie Municipal Code (MMC):
 - MMC Section 19.902 Amendments to Maps and Ordinances
 - MMC Chapter 19.1000 Review Procedures
4. Sections of the MCP and MMC not addressed in these findings are found to be not applicable to the decision on this land use application.
5. The application has been processed and public notice provided in accordance with MMC Section 19.1008 Type V Review. Public hearings were held before Planning Commission on January 14, January 28, February 11, February 25, and March 10, 2020, and before City Council on April 7, 2020, as required by law.
6. MMC Chapter 19.1000 establishes the initiation and review requirements for land use applications. The City Council finds that these requirements have been met as follows.
 - a. MMC Subsection 19.1001.6 requires that Type V applications be initiated by the Milwaukie City Council, Planning Commission, Planning Director, or any individual.
The amendments were initiated by the Planning Director on December 5, 2019.
 - b. MMC Section 19.1008 establishes requirements for Type V review. The procedures for Type V Review have been met as follows:
 - (1) Subsection 19.1008.3.A.1 requires opportunity for public comment.
Opportunity for public comment and review has been provided. The draft goals and policies have been posted on the City's web site since October 23, 2019, and a complete draft of the policy document was posted on December 5, 2019. On December 13, 2019 staff e-mailed NDA leaders and the project's email list with information about the Planning Commission hearings and a link to the draft proposed amendments. Oral testimony was taken at the January 14 and January 28, 2020 Planning Commission public hearings and will be permitted at the April 7, 2020 City Council public hearing.

As the policies have been developed over the past two years, there have been numerous opportunities for public comment, including:

- *3 Town Halls and 2 Open Houses*
- *4 Online Open Houses/Surveys*
- *Spanish language focus groups*
- *Presentations and updates to neighborhood district associations (NDAs)*
- *13 work sessions with Planning Commission*
- *19 meetings with City Council, including 5 work sessions to review draft policies and 4 meetings to “pin down” the policies*

- (2) Subsection 19.1008.3.A.2 requires notice of public hearing on a Type V Review to be posted on the City website and at City facilities that are open to the public at least 30 days prior to the hearing.

A notice of the Planning Commission’s January 14, 2020 hearing was posted as required on December 13, 2019. A notice of the City Council’s April 7, 2020 hearing was posted as required on March 6, 2020.

- (3) Subsection 19.1008.3.A.3 requires notice be sent to individual property owners if the proposal affects a discrete geographic area or specific properties in the City.

The Planning Director has determined that the proposal affects a large geographic area (the entire city). However, in the interest of informing the Milwaukie community, a postcard with information about the upcoming public hearings was mailed to all households and businesses in the city on December 30, 2019.

- (4) Subsection 19.1008.3.B requires notice of a Type V application be sent to the Department of Land Conservation and Development (DLCD) 35 days prior to the first evidentiary hearing.

Notice of the proposed amendments was sent to DLCD on December 10, 2019.

- (5) Subsection 19.1008.3.C requires notice of a Type V application be sent to Metro 35 days prior to the first evidentiary hearing.

Notice of the proposed amendments was sent to Metro on December 10, 2019.

- (6) Subsection 19.1008.3.D requires notice to property owners if, in the Planning Director’s opinion, the proposed amendments would affect the permissible uses of land for those property owners.

The proposed amendments generally do not further restrict the use of property.

- (7) Subsection 19.1008.4 and 5 establish the review authority and process for review of a Type V application.

The Planning Commission held duly advertised public hearings on January 14, January 28, February 11, February 25, and March 10, 2020 and passed a motion recommending that the City Council approve the proposed amendments. The City Council held duly advertised public hearing on April 7, 2020 and approved the amendments.

7. MMC 19.902 Amendments to Maps and Ordinances

- a. MMC Subsection 19.902.3.A requires that changes to the text of the MCP shall be evaluated through a Type V review per Section 19.1008.

The Planning Commission held duly advertised public hearings on January 14, January 28, February 11, February 25, and March 10, 2020. City Council held a public hearing on April 7, 2020 to consider Planning Commission's recommendation. Public notice was provided in accordance with MMC Subsection 19.1008.3.

- b. MMC Subsection 19.902.3.B contains approval criteria for changes to the text of the MCP.

- (a) MMC Subsection 19.902.3.B.1 requires that the proposed amendment be consistent with the goals and policies of the Comprehensive Plan, as proposed to be amended.

The proposed amendment will replace the goals and policies of the MCP, with the exception of the Transportation section. As such, it will not conflict with the goals and policies of the MCP.

- (b) MMC Subsection 19.902.3.B.2 requires that the proposed amendment is in the public interest with regard to neighborhood or community conditions.

The proposed amendment is the result of over two years of public outreach and engagement with the Milwaukie community to update the MCP in a manner that reflects community priorities and helps implement the 2017 Community Vision. Hundreds of Milwaukie community members participated in the process to update the MCP's goals and policies, which have been "pinned down" by a series of City Council resolution starting in late 2018. Members of the public have provided both written and oral testimony on the proposed amendments.

- (c) MMC Subsection 19.902.3.B.3 requires the public need be best satisfied by this particular proposed amendment.

As noted above, the proposed amendments are the result of over two years of public outreach and community engagement. Goals and policies were developed in four distinct blocks of work, each of which included an open house or town hall as well as an online survey to gather public feedback. The Comprehensive Plan Advisory Committee (CPAC), Planning Commission and City Council held dozens of public meetings to discuss the goals and policies and provided hundreds of edits and comments on the proposed amendments to the MCP's goals and policies.

- (d) MMC Subsection 19.902.3.B.4 requires that the proposed amendment is consistent with the Metro Urban Growth Management Functional Plan and relevant regional policies.

The proposed amendments to the text of the MCP's goals and policies were reviewed by Metro in October 2019; staff subsequently sent a complete draft of the policy document on December 10, 2019. On October 25, 2019, Rebecca Small with Metro informed city staff that the proposed amendments "are consistent with the spirit and intent of Functional Plan requirements," and requested that staff prepare a Findings of Compliance (demonstrating how the plan complies with the Functional Plan) as the city gets closer to City Council adoption.

Staff has included the Metro findings as Exhibit A of this attachment. The Metro findings were also forwarded to Metro on March 11, 2020.

- (e) MMC Subsection 19.902.3.B.5 requires that the proposed amendment be consistent with relevant State statutes and administrative rules, including the Statewide Planning Goals and Transportation Planning Rule.

Staff reviewed the proposed amendments to the text of the MCP's goals and policies in late September 2019 with DLCD staff and sent a complete draft of the policy document to DLCD on December 10, 2019. DLCD has not identified any areas where the proposed amendments are inconsistent with State statutes and administrative rules, including the Statewide Planning Goals and Transportation Planning Rule.

Exhibit B to this attachment has been prepared to illustrate how the proposed amendment is consistent with all relevant State statutes and administrative rules. The findings in Exhibit B were forwarded to DLCD on March 11, 2020.

UGMFP Findings for Milwaukie Comprehensive Plan Update

The Metro Urban Growth Management Functional Plan (UGMFP) provides tools to meet regional goals and objectives adopted by Metro Council, including the 2040 Growth Concept and the Regional Framework Plan. Under the Metro Charter, the City of Milwaukie's Comprehensive Plan and implementing ordinances are required to comply and be consistent with the UGMFP. The UGMFP consists of 11 code titles with policies and compliance procedures for the following topics:

- Title 1: Housing Capacity
- Title 3: Water Quality and Flood Management
- Title 4: Industrial and Other Employment Areas
- Title 6: Centers, Corridors, Station Communities and Main Streets
- Title 7: Housing Choice
- Title 8: Compliance Procedures
- Title 10: Definitions
- Title 11: Planning for New Urban Areas
- Title 12: Protection of Residential Neighborhoods
- Title 13: Nature in Neighborhoods
- Title 14: Urban Growth Boundary

Metro requires "substantial compliance" with requirements in the UGMFP. Per the definition in Title 10, "substantial compliance" means that the City's Comprehensive Plan conforms with the purposes of the performance standards in the functional plan "on the whole." Any failure to meet individual performance standard requirements is considered technical or minor in nature.

Based on the findings described below, the proposed Comprehensive Plan Update substantially complies with all applicable titles of the Urban Growth Management Functional Plan.

Title 1: Housing Capacity

Finding: Title 1 of the UGMFP is intended to promote efficient land use within the Metro urban growth boundary (UGB) by increasing the capacity to accommodate housing. Title 1 requires the City to adopt minimum residential development density standards by March 2011. If the City did not adopt a minimum density by March 2011, the City must adopt a minimum density that is at least 80 percent of the maximum density. Title 1 also provides measures to decrease development capacity in selected areas by transferring the capacity to other areas of the community. This may be approved as long as the community's overall capacity is not reduced.

Milwaukie has established minimum densities in the its Zoning Code (Title 19 of the Municipal Code) (Code) for each residential base zone. These minimum and maximum

densities comply with Title 1 for all zones where dwelling units are authorized. The Comprehensive Plan Update is for the text of the Comprehensive Plan and does not reduce densities or make any changes to land use designations or zoning. The policies in the Comprehensive Plan continue to promote a diversity of housing types and efficient residential development. The Plan includes several policies that recommend expanding the range of housing types allowable in traditionally single-family zones and in areas in close proximity to transit and urban services. The findings for Statewide Planning Goal 10 (found in Exhibit B of the findings) include information from the Housing Needs Analysis evaluating housing capacity and demonstrates how the Comprehensive Plan Update supports compact, dense development, especially in the city's mixed use and high-density residential zones.

Based on the findings above, the Comprehensive Plan Update is consistent with Title 1.

Title 3: Water Quality and Flood Management

Finding: Title 3 includes requirements “to protect the beneficial water uses and functions and values of resources within the Water Quality and Flood Management Areas by limiting or mitigating the impact on these areas from development activities and protecting life and property from dangers associated with flooding.”

The City may demonstrate compliance with Title 13 in one of three ways:

1. Adopt all or part of the Title 3 Model Ordinance and the Metro Water Quality and Flood Management Area Map; or
2. Demonstrate that existing city and county comprehensive plans and implementing ordinances and maps substantially comply with the performance standards in Section 3.07.340; or
3. Any combination of the above that substantially complies with all performance standards in Section 3.07.340.

Compliance with the Metro Water Quality and Flood Management Area map in Milwaukie is achieved through the City's Natural Resources (NR) Overlay Zone and associated regulations in Section 19.402 of the Zoning Code. Milwaukie's adopted Natural Resource Administrative Map designates water quality resources (WQRs), which include protected surface water features and their associated vegetated corridors. The Natural Resources Administrative Map substantially complies with the Metro Water Quality and Flood Management Area Map.

NR zone regulations in the Code are intended to protect the functions and values of riparian and wetland resources from impacts of development. The NR zone also provides mitigation standards for the replacement of ecological functions and values lost through development in the WQRs. The NR zone development standards substantially comply with the performance standards and the intent of Title 3, as affirmed by Metro's 2016

Compliance Report, which concludes that Milwaukie is in compliance for the City's Title 3 responsibilities. The Comprehensive Plan Update does not propose any changes to the NR zone. It does include a variety of policies which provide a foundation for the approach currently taken by the City and which continue to support requirements of Title 3, as well as the statewide planning goals associated with protection of natural resources and water quality.

Chapter 18.04 of the Milwaukie Municipal Code, titled "Flood Hazard Areas," contains provisions that ensure compliance with Title 3 by reducing the potential for flood damage and limiting development in areas subject to flooding. The provisions of Chapter 18.04 include standards to ensure development does not negatively impact "areas of special flood hazard" or "flood management areas." Areas of special flood hazard are identified by the Federal Emergency Management Agency's (FEMA) Flood Insurance Rate Maps (FIRM), which Milwaukie has adopted by reference. Flood management areas are identified in the Metro Water Quality and Flood Management Areas Maps, which the City has also adopted by reference. The Comprehensive Plan Update does not propose any changes to Milwaukie's flood hazard regulations. It does include a variety of policies which provide a foundation for the approach currently taken by the City and which continue to support requirements of Title 3, as well as the statewide planning goals associated with protection of natural resources, water quality, and potential natural hazard areas, including floodplains.

Based on the findings above, the Comprehensive Plan Update is consistent with Title 3.

Title 4: Industrial and Other Employment Areas

Finding: The purpose of Title 4 is to maintain a regional supply of existing industrial and employment land in Regionally Significant Industrial Areas, Industrial, and Employment Areas, as identified by Metro in the "Industrial and Other Employment Areas" map (also known as the Title 4 Lands Map). Milwaukie contains land identified on the map as Industrial Areas and Employment Areas, but contains no Regionally Significant Industrial Areas. Title 4 requires cities and counties to limit the type and scale of non-industrial uses (including retail, professional services, schools, places of assembly, and parks) in these areas and also establishes guidelines for land division in these areas. As such, Title 4 supports Title 6 by encouraging the location of retail and commercial uses in Centers, Corridors, Main Streets, and Station Communities to implement the desired future growth pattern depicted in the Region 2040 Growth Concept.

The City of Milwaukie complies with Title 4 through application of the Industrial land use designation on its Comprehensive Plan Map and several zoning designations: the Tacoma Station Area Mixed Use Zone (MUTSA), North Milwaukie Employment Zone (NME), Manufacturing Zone (M), and Business Industrial Zone (BI). Each of these zoning designations coincides with Metro-identified Industrial and Employment Areas for a

portion of the zones. Regulations for each of these zones, as codified in Zoning Code Chapter 19.300, limit the type and size of non-industrial uses in Industrial and Employment Areas consistent with the Title 4 requirements. The M zone (Section 19.309) applies specific use limitations in areas identified the Title 4 Lands Map, and the other zones apply the use limitations throughout the zone. Milwaukie's Comprehensive Plan Update does not propose any changes that would allow competing uses or make any other changes to land use designations or zoning. The Comprehensive Plan Update also includes policies aimed at protecting the City's supply of industrial and other employment lands, including the following:

Economic Development Policy 10.1.5: 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.

Economic Development Policy 10.1.4: 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.

Based on the findings above, the Comprehensive Plan Update is consistent with Title 4.

Title 6: Centers, Corridors, Station Communities and Main Streets

Finding: Title 6 requires that the City take actions and make investments backing regional investments that recognize the Centers, Corridors, Main Streets, and Station Communities established in the Region 2040 Growth Concept as the principal centers of urban life in the region.

The area including Downtown and Central Milwaukie is designated as a Town Center. In addition, the Downtown Milwaukie and Tacoma Station light rail station areas are identified by Metro as Station Community areas. The City of Milwaukie prepared and adopted the *Milwaukie Downtown and Riverfront Land Use Framework Plan* in 2000 to help plan for higher density, mixed use development in its Town Center area. It subsequently adopted the *Milwaukie Downtown Design Guidelines* in 2003 to help implement the design objectives included in the Downtown Plan.

Planning for the recently completed TriMet Orange Line included stations at the northern edge of Milwaukie (Tacoma Station) and in the Downtown. In 2013, the City adopted the *Tacoma Station Area Plan*, which encouraged a broader range of land uses in the vicinity of the station, as well as a series of transportation system improvements to improve bicycle and pedestrian access to the station and between the station and Downtown Milwaukie. In 2018, the City repealed and replaced the Tacoma Station Area Plan with the North Milwaukie Innovation Area Plan (NMIA Plan). The NMIA Plan incorporated much of

what was in the Tacoma Station Area Plan but took a broader look at the rest of the manufacturing and employment areas in north Milwaukie.

The comprehensive plan includes an outdated Town Center Plan that was adopted in 1997 as an ancillary document to the Comprehensive Plan. This document has been superseded by Downtown and Riverfront Land Use Framework Plan and the Central Milwaukie Land Use and Transportation Plan.

The proposed Comprehensive Plan Update includes policy recommendations to update the Downtown and Central Milwaukie Plans to enhance the City's ability to meet local and regional objectives for Town Centers. The Plan also includes the following urban design policies to promote high quality, dense, mixed use development in these areas.

Policy 8.1.1: Apply the following design and land use strategies in Downtown Milwaukie.

- 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: Apply the following design and land use strategies in Central Milwaukie.

- 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.

Based on the findings above, the Comprehensive Plan Update is consistent with Title 6.

Title 7: Housing Choice

Finding: Title 7 is designed to ensure the production of affordable housing within the UGB. Under Title 7, the City is required to ensure that its Comprehensive Plan and implementing ordinances include strategies to: ensure the production of a diverse range of housing types, maintain the existing supply of affordable housing, increase opportunities for new affordable housing dispersed throughout the City, and increase opportunities for households of all income levels to live in affordable housing (3.07.730).

The findings for Goal 10 Housing, based on the City's 2016 Housing Needs Analysis (HNA), include findings that demonstrate that Milwaukie currently has a range of housing types, including single-family detached and attached homes, duplexes, multi-family, and mixed-use developments, and has sufficient capacity to provide for needed housing during the next 20 years. The City plans to update the HNA in advance of adopting its Comprehensive Plan to further solidify these findings. The findings for Statewide Planning Goal 10 also illustrate the policies in the Comprehensive Plan Update supporting a diverse range of housing types, with a focus on housing affordability, equity, sustainability and livability. The policies related to housing affordability and equity in particular encourage a variety of housing options for households of all incomes, ages and living patterns, sited in a dispersed manner throughout the City to help ensure access to services, community

amenities, and employment centers. A mix of housing types combined with the higher densities will support development of smaller units with lower land costs and increased opportunities for transit, all of which can facilitate more affordable housing.

In addition to the Comprehensive Plan policies supporting housing affordability, equity and choices, the City has conducted several recent planning efforts aimed at addressing similar goals. The *Milwaukie Housing Affordability Strategy* and *Equitable Housing Policy & Implementation Plan* identify a variety of specific strategies to further these goals, many of which are already being implemented by the City and its local and regional partners. The City also has recently evaluated potential amendments to its zoning ordinance to reduce barriers to and encourage development of smaller, potentially more affordable housing types such as accessory dwelling units, cottage cluster housing, and other “middle” housing types. Further refinement and adoption of these zoning ordinance amendments will occur after adoption of the Comprehensive Plan Update. Further, Metro’s 2016 Compliance Report concludes that Milwaukie is in compliance for the City’s Title 7 responsibilities.

Based on the findings above, the Comprehensive Plan Update is consistent with Title 7.

Title 8: Compliance Procedures

Finding: Title 8 establishes a process for ensuring compliance with requirements of the UGMFP. An amendment to the City comprehensive plan or land use regulations is deemed to comply with the UGMFP only if the City provided notice to Metro as required by section 3.07.820(a). The City of Milwaukie provided Metro a set of draft Comprehensive Plan Update policies on September 26, 2019 and provided Metro with a copy of the draft Comprehensive Plan Update on December 10, 2019, both of which were more than 35 days prior to the first evidentiary hearing, scheduled for January 14, 2020.

Based on the findings above, the Comprehensive Plan Amendment is consistent with Title 8.

Title 10: Definitions

Finding: Title 10 contains definitions for terms used in the UGMFP. The terms used in the Comprehensive Plan Update have the same meaning as, or are consistent with, the definitions provided in Title 10.

Based on the findings above, the Comprehensive Plan Update is consistent with Title 10.

Title 11: Planning for New Urban Areas

Finding: Title 11 of the UGMFP provides guidance on the conversion of land from rural to urban uses. Land brought into the Metro UGB is required to be maintained at rural densities until the completion of a concept plan and annexation into the municipal

boundary. Concept planning and comprehensive plan provisions must ensure that areas brought into the UGB are urbanized efficiently and become or contribute to mixed-use, walkable, transit-friendly communities. Title 11 also guides long-range planning for urban reserves.

Title 11 addresses planning for urban reserves and areas added to the UGB. When the UGB was established in 1979, it was drawn well outside of the Milwaukie city limits. As such, many of the provisions of Title 11 are not directly applicable to Milwaukie and the areas within its future urban area. However, the City entered into an urban growth management agreement (UGMA) with Clackamas County in 1990 regarding planning for the area outside Milwaukie's city limits (the Milwaukie Planning Area or MPA). The UGMA generally assumes that the City of Milwaukie ultimately will expand into this area. However, it also gives Clackamas County continued land use planning and permitting authority in this area and assumes that the North Clackamas Urban Area Public Facilities Plan would guide public facility improvements for the area. The proposed Comprehensive Plan Update includes several policies that would be consistent with and support the provisions of Title 11, including recommendations to continue to apply the UGMA in coordination with Clackamas County; to seek cost-effective means of providing urban service to properties within the MPA while implementing the community vision to create a highly livable city; and to coordinate with Clackamas County and special service districts to maintain an integrated public facilities plan (PFP) for the Milwaukie Planning Area.

Based on the findings above, the Comprehensive Plan Update is consistent with Title 11.

Title 12: Protection of Residential Neighborhoods

Finding: Title 12 protects existing residential neighborhoods from air and water pollution, noise, and crime and ensures neighborhoods are provided adequate levels of public services. Title 12 ensures that residents have access to schools and parks by:

- providing opportunities for walking, biking, and transit;
- encouraging shared use of school and park facilities; and
- prioritizing school sites in close proximity to residents with opportunities for walking, biking, and transit.

The North Clackamas Park and Recreation District is the primary provider of park and recreation facilities and programs in Milwaukie, although Milwaukie owns the park properties. The North Clackamas School District is the public school provider in Milwaukie. The proposed updated Comprehensive Plan includes a variety of policies aimed at implementing City initiatives and partnering with the parks and school districts and others to address the goals noted above, including but not limited to the following:

Natural Resources and Environmental Quality 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.

Natural Resources and Environmental Quality Policy 3.2.10: 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.

Natural Resources and Environmental Quality 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.

Natural Resources and Environmental Quality 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.

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

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

Parks and Recreation Policy 9.1.2 –Continue to initiate and support joint-use construction and maintenance agreements with the North Clackamas School District (NCSD) and work to provide recreational opportunities on school properties.

Parks and Recreation 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.

In addition, although the City is not updating the Transportation System Plan or Transportation element of its Comprehensive Plan at this time, the proposed Comprehensive Plan Update includes a variety of policies directed at improving opportunities for walking, biking and using transit, including but not limited to the following:

Urban Design Policy 8.1.1.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.

Urban Design Policy 8.1.2.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.

Urban Design Policy 8.1.3.a – Provide opportunities for a mixture of neighborhood commercial services and housing which are well-connected to the surrounding neighborhoods by sidewalks and bikeways.

Urban Design Policy 8.1.8.b – Ensure that design standards require direct pedestrian connections to the closest transit line.

Urban Design Policy 8.2.4.b – Design streets to provide for the equitable allocation of space for different modes including pedestrians, bicycles, and transit.

Further, the City uses a Neighborhood Mixed Use (NMU) zoning designation to promote development of a mix of small-scale retail and commercial services within and in close proximity to the city’s residential neighborhoods. The updated Comprehensive Plan also includes a series of policies to use this designation and other strategies to create a series of “Neighborhood Hubs” that would act as gathering places and include opportunities to meet a variety of shopping and other commercial needs within walking or bicycling distance of every neighborhood. The Urban Design section of the Plan includes the following policies related to NMU areas and Neighborhood Hubs.

Urban Design Policy 8.1.3: Apply the following design and land use strategies in Neighborhood Mixed Use (NMU) Zones.

- 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.

Urban Design Policy 8.1.4: Apply the following design and land use strategies to Neighborhood Hubs (outside of NMU areas).

- 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.

Additional Comprehensive Plan policies related to Neighborhood Hubs also are included in the Housing, Urban Design, Economy and other chapters.

Based on the findings above, the Comprehensive Plan Update is consistent with Title 12.

Title 13: Nature in Neighborhoods

Finding: The purpose of Title 13 is twofold: (1) to conserve, protect, and restore a continuous ecologically viable streamside corridor system in a manner that is integrated with upland wildlife habitat and with the surrounding urban landscape; and (2) to control

and prevent water pollution for the protection of the public health and safety, and to maintain and improve water quality and prevent water pollution. The City is required to comply with Title 13 for all mapped resources located within the City. By meeting the requirements of Title 13, the City also complies with Statewide Planning Goal 5 for riparian areas and wildlife habitat.

Title 13 provides two maps: (1) the Regionally Significant Fish and Wildlife Habitat Inventory Map, which divides habitat into riparian and upland categories, and further differentiates each habitat category into low, medium, and high value habitats; and (2) the Habitat Conservation Areas Map, which identifies the areas that are subject to the performance standards and best management practices in Title 13. Metro provides three options for cities and counties to comply with Title 13:

1. Adopt and apply Metro's Title 13 Model Ordinance;
2. "Substantially comply" with the performance standards and best practices in Metro Code Section 3.07.1340; or
3. Demonstrate that jurisdictions have implemented an alternative program that will achieve protection and enhancement of resources comparable with the protection and restoration that would result from one of the two previous approaches.

In response to Metro's Title 13 provisions, in 2011 the City of Milwaukie adopted provisions in the Zoning Code that substantially comply with the performance standards and best management practices (BMPs) of Metro Code Section 3.07.1340. These provisions are contained within Milwaukie Code Section 19.402, which implements the City's Natural Resources (NR) Overlay Zone and associated regulations. The NR zone is described above in the findings for Title 3, in relation to designated water quality resources (WQRs). In addition to WQRs, Milwaukie's adopted Natural Resource Administrative Map designates Habitat Conservation Areas (HCAs), consistent with Metro's HCAs Map. HCAs are designated based on a combination of inventory of vegetative cover and analysis of habitat value and urban development value.

Consistent with the Title 13 performance standards and BMPs, Milwaukie's NR zone and associated provisions are structured to minimize, minimize to the extent practicable, and avoid potential adverse impacts of development activities within HCAs based on level of protection and proposed use and size of disturbance. The Code provides nondiscretionary approval standards for proposals subject to Type I review which protect HCAs but allow limited development. Also consistent with Title 13, the Code establishes a discretionary review process by which the impacts of development on HCAs (and WQRs) are analyzed, and measures to prevent negative impacts or to mitigate impacts are applied. Milwaukie's standards and procedures remove regulatory barriers to, and encourage and facilitate the use of, Habitat Friendly Development and Sustainable Development practices and techniques. Metro's 2016 Compliance Report concludes that Milwaukie is in compliance with Title 13.

The Comprehensive Plan Update does not propose any changes to the City's habitat protection program or inventory of habitat resources. Further the Update strengthens the City's approach to habitat conservation with a new goal to "Protect and conserve fish and wildlife habitat" and associated policies calling for enhancement of habitat connectivity and incentives for restoration of habitat areas, among others. Habitat conservation and promotion of habitat-friendly development are also reflected in many other areas of the Comprehensive Plan Update. The findings for Statewide Planning Goal 5 include more detail about the natural resources inventory and how the Comprehensive Plan Amendment protects natural resources.

Based on the findings above, the Comprehensive Plan Update is consistent with Title 13.

Title 14: Urban Growth Boundary

Finding: UGMFP Title 14 prescribes criteria and procedures to amend the UGB, to provide a clear transition from rural to urban development, to ensure an adequate supply of urban land to accommodate long-term population and employment, and to achieve a compact urban form. The Comprehensive Plan Update does not propose a change to the UGB. The findings for Statewide Planning Goal 14 describe how the Comprehensive Plan Update provides for the efficient use of land.

Based on the findings above, the Comprehensive Plan Update is consistent with Title 14.

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Statewide Findings for Milwaukie Comprehensive Plan Update

This memo summarizes consistency of updated Comprehensive Policies with the following statewide goals, as well as key Oregon Revised Statutes (ORSs) and Oregon Administrative Rules (OARs):

- Goal 1: Citizen Involvement
- Goal 2: Land Use Planning
- Goal 5: Natural and Historic Resources
- Goal 6: Air, Land and Water
- Goal 7: Natural Hazards
- Goal 8: Parks and Recreation
- Goal 9: Economic Development
- Goal 10: Housing
- Goal 11: Public Facilities
- Goal 12: Transportation
- Goal 13: Energy
- Goal 14: Growth Management

Other Statewide Planning Goals are not directly applicable to the proposed Comprehensive Plan Update. Goals related to agriculture and forestry do not apply to land intended for future urbanization within the urban growth boundary. Additionally, the proposed amendments do not involve land or resources designated as part of Oregon's coastal zone.

Consistency with the applicable goals is a requirement for any amendment to a City's Comprehensive Plan.

Based on the findings described below, the proposed Comprehensive Plan Update complies with all applicable Statewide Goals and associated ORS and OAR provisions.

Goal 1: Citizen Involvement

Finding: Goal 1 requires the City to employ an appropriately-scaled involvement program to ensure the opportunity for meaningful public involvement throughout the land use planning process. Goal 1 requires the City to incorporate six key components in its public involvement program:

- Citizen Involvement: An officially-recognized committee for public involvement broadly representative of geographic areas and interests related to land use and land-use decisions to provide for widespread public involvement;
- Communication: Mechanisms for effective two-way communication between the public and elected/appointed officials;
- Influence: Opportunities for the public to be involved in all phases of the planning and decision-making process including developing, evaluating, and amending plans;

- Technical Information: Access to technical information used in the decision-making process, provided in an accessible and understandable format;
- Feedback Mechanisms: Programs to ensure that members of the public receive responses from policy-makers and that a written record for land-use decisions is created and made accessible; and,
- Financial Support: Adequate resources allocated for the public involvement program as an integral component of the planning budget.

Following is a summary of activities undertaken by the City associated with each of these elements of the City's community engagement effort undertaken to support the Comprehensive Plan Update.

Citizen Involvement – Committees and Public Meetings

For the purposes of the Comprehensive Plan Update, the City established a Comprehensive Plan Advisory Committee (CPAC). The City solicited members of the CPAC through a community-wide application process with a goal of including representatives from throughout the City as well as from a diverse range of ages, ethnicities, genders, and backgrounds. The City received over 70 applications for CPAC membership and representatives to the group were appointed by the City Council. The CPAC met 19 times over the course of approximately two years. In addition, the City established a Housing Subcommittee of the CPAC which ultimately included a majority of CPAC members. This group held an additional five (5) meetings to review and discuss draft housing goals and policies for the Comprehensive Plan Update. All meetings of the CPAC were open to the public and time was reserved at each meeting for non-committee members to comment.

The City conducted three Town Halls and public forums during the course of the project. Each Town Hall focus on a "Block" or group of Comprehensive Plan topics and included opportunities to review and discuss key policy issues and questions. Approximately 100 or more people attended each of these meetings which included translation service for Spanish speakers. In addition to these Town Hall meetings, the City conducted a fourth general public meeting after completion of the third (and last) Block of policies was drafted to orient community members to the organization of the Comprehensive Plan and encourage them to review and comment on its draft policies. The City also conducted additional focus group meetings with Spanish speaking residents associated with each Town Hall.

In addition to these public and advisory committee meetings, the City conducted work sessions with the City's Planning Commission and City Council to review each Block of draft policies upon their completion. These meetings also were open to the public.

Online Communication

The City made extensive use of online communication tools to broaden participation in the Comprehensive Plan Update process. The City hosted a robust set of Webpages on its Website

to provide information about the Comprehensive Plan Update process, with links to information about the project featured in multiple Website locations, including:

- Featured as a project on the Website Home Page
- Project-specific page with background information about the planning process and access to all project-related work products
- Separate pages for each CPAC meeting, including meeting day, time and location and agenda packets
- Prominent link featured on the Planning Department Webpage

The City also created and publicized three Online Open Houses to coincide with each Town Hall. A fourth online open house addressed issues specific to housing. The Online Open Houses gave people a chance to review and comment on similar topics and questions as people who attended the open houses. All of the online open houses were translated into Spanish. Between 100 and 200 people participated in each of the first three online open houses, with about 60 people completing the online survey associated with housing issues.

The City also created an additional online survey regarding the topic of Neighborhood Hubs, a key concept identified in the City's Community Visioning process and addressed in a variety of Comprehensive Plan Update policies. Approximately 400 people responded to the Neighborhood Hubs online survey which was heavily promoted through a variety of neighborhood and other community events.

Additional Information-Sharing Activities

In addition to the activities described above, the City conducted a number of other community engagement activities to encourage participation in the Comprehensive Plan Update process, including:

- Meetings with Neighborhood District Associations and information and canvassing at Community Events, reaching another 300+ people.
- Articles in the Milwaukie Pilot newsletter.
- Communication with City interested parties email list (of 500+ individuals).
- Multiple work sessions with the City's Planning Commission and City Council, all of which were video recorded and available for public viewing after the meetings.

The Comprehensive Plan Update includes a variety of goals and policies aimed at continuing to provide community members with opportunities to participate in and influence implementation of the Comprehensive Plan. The policies are centered around the following four goals:

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

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.

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 and making a commitment to equitable engagement practices.

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

Each of those goals includes an accompanying set of more specific policies which will help ensure that the City continues to provide a variety of opportunities to inform and engage Milwaukie community members in its planning processes and meet the objectives and requirements of Statewide Planning Goal 1.

In addition, the Comprehensive Plan Update includes the following two policies specifically related to future use of a Citizens Involvement Advisory Committee and Comprehensive Plan Advisory Committee:

Community Engagement Policy 1.3.1: Recognize the Planning Commission as the City's 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.

Community Engagement Policy 1.3.2: Establish a Comprehensive Plan Advisory Committee (CPAC) to assist in periodic review or major updates of the Plan.

Based on the findings above, the Comprehensive Plan Update is consistent with Oregon Statewide Planning Goal 1.

Goal 2: Land Use Planning

Goal 2. To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

Finding: Goal 2 requires the City to establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions. While Goal 2 includes three parts, the City is not requesting a Part II Exception to any Statewide Planning Goal and the Oregon Legislature has nullified the requirement to demonstrate consistency with the Part III Guidelines [see: ORS 197.015(9), Churchill v. Tillamook County, 29 Or LUBA 68 (1995) and People for Responsible Prosperity v. City of Warrenton, 52 Or LUBA 181 (2006)]. Therefore, only Part I Planning applies to this

ordinance, which requires that the Comprehensive Plan be coordinated with the plans of other governments. The Comprehensive Plan Amendment has been developed with the assistance of several technical and advisory committees that include government partners.

The City of Milwaukie is part of the larger Portland Metropolitan region and collaborates and coordinates with a variety of other public agencies to provide services and infrastructure to residents and businesses in the community, including:

- Parks and Recreation. The North Clackamas Park and Recreation District provides park and recreation services to Milwaukie residents, including through facilities and programming within parks owned by the City of Milwaukie.
- Wastewater Treatment. Clackamas County Water Environment Services (WES) operates the Kellogg Creek Wastewater Treatment Plant in Milwaukie which treats much of the wastewater generated in Milwaukie. This plant has adequate capacity to process projected increased in wastewater during the next 20 years based on local and regional population growth projections. In addition, other WES facilities have the capacity to provide additional treatment if needed.
- Clackamas County provides a number of social services to Milwaukie residents through its Department of Health and Human Services. The County also regulates land use and development in the area between the City of Milwaukie and the region's urban growth boundary (UGB) which is planned to ultimately be annexed into the City of Milwaukie.
- The North Clackamas School District owns and operates public schools for children in Milwaukie.
- The Metro Regional Government coordinates a number of regional services and planning processes in Milwaukie, including solid waste management, population forecasting, a regional open space and natural areas program, and affordable housing programs and facilities funded by the recent regional housing bond measure.
- The Oregon Department of Environmental Quality monitors and enforces air and water quality requirements.
- The Oregon Department of State Lands manages wetland fill and removal permitting and regulates use of submerged and submersible lands, including within and along the banks of the Willamette River.

The City's Comprehensive Plan Update process has been coordinated with these agency stakeholders and their planning programs and documents through the following actions:

- 35-day notices were provided to Metro and DLCD on December 10, 2019. Drafts of the goals and policies were provided to each agency in September 2019, and city staff met with DLCD and Metro staff in October 2019 to discuss the upcoming adoption process.
- Notice of the January 14 public hearing was provided to Clackamas County and the cities of Portland, Happy Valley, Gladstone and Lake Oswego on January 7, 2020.

The City regularly communicates and coordinates with these partnering organizations through a combination of participation on local and regional advisory committees and boards, direct

staff-to-staff communication regarding provision of public programs and facilities, and through additional direct communication regarding the City's Comprehensive Plan Update process. In addition, the Comprehensive Plan Update includes a variety of policies that will continue to support and provide the land use planning framework for regional coordination and collaboration. Examples include but are not limited to the following:

Economic Development Policy 10.1.1: Coordinate the City's economic strategies and targeted industries with those in the Milwaukie Planning Area and surrounding communities.

Economic Development Policy 10.3.1: 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.

Urban Growth Management Policy 14.1.1: 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.

Urban Growth Management Policy 14.1.2: 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.

Urban Growth Management Policy 14.1.3: Maintain Intergovernmental Agreements with the cities of Portland and Happy Valley to clearly establish urban service area boundaries.

Urban Growth Management Policy 14.2.1: 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.

Urban Growth Management Policy 14.3.1: 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.

Urban Growth Management Policy 14.4.2: Develop annexation plans and consider the use of financial and service incentives to promote annexation of land within the MPA.

Urban Growth Management Policy 14.5.1: 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.

Urban Growth Management Policy 14.5.5: 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.

Parks and Recreation Policy 4.1.1: Work with the City's "parks and recreation provider" to complete, adopt, and maintain an overall parks comprehensive plan and a trails master plan.

Parks and Recreation Policy 4.1.2: The City will continue to initiate and support joint-use construction and maintenance agreements with the North Clackamas School District (NCSD) and work to provide recreational opportunities on school properties.

Parks and Recreation Policy 4.1.3: The City will 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.

Natural Hazards Policy 7.2.1: Continue to coordinate with regional, state and federal agencies on disaster preparedness efforts

Natural Hazards Policy 7.2.2: Work with agency partners to address and respond to increased episodes of poor air quality resulting from wildfires in the region.

Natural Hazards Policy 7.2.4: Work with the county, state, and regional partners to regularly update the City's Hazard Mitigation Plan.

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

Natural Resources Policy 3.2.10: 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.

Natural Resources 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.

Adequate Factual Basis

Goal 2 also requires that a decision to amend the comprehensive plan be supported by an adequate factual base. The factual basis for the Comprehensive Plan Amendment in this case includes analyses and background research identifying issues and trends and providing a framework for policy development. The City prepared a background report to accompany each set of policies to fulfill the state's requirement that a comprehensive plan be rooted in a factual base and supported by accurate and current information and data. The background reports provide detailed descriptions of local, regional and state requirements; opportunities and challenges; community assets; and key issues based on research and analysis of these planning considerations, as well as current best practices. Each report presents a series of policy questions and recommendations that were used to inform development of the goals and policies in the proposed Comprehensive Plan Update.

The findings for Goals 9, and 10 provide more detailed information about the background analyses and inventories and rely on specific data to establish findings that provide a technical basis for developing policy recommendations. The analysis and inventories include:

- **Buildable Lands Inventory**, which analyzes existing development patterns and intensity, land and development values, existing land use designations and zoning, and building constraints to determine where there is vacant land and/or land that is likely to be redeveloped, and compares the existing supply of land to emerging trends and indicators for future estimates of demand (included as part of the Economic Opportunities Analysis and Housing Needs Analysis);
- **Economic Opportunities Analysis**, which provides information about the factors that could affect economic development in Hillsboro, including demographics, industry and workforce trends, market health, and regulatory structure (see findings for Goal 9); and
- **Housing Needs Analysis**, which provides information about the factors that could affect housing development, including demographics, affordability trends, workforce housing availability, market health, and regulatory structure (see findings for Goal 10).

Based on the findings above, the Comprehensive Plan Update is consistent with Oregon Statewide Planning Goal 2.

Goal 5: Natural and Historic Resources

Goal 5. To protect natural resources and conserve scenic and historic areas and open spaces.

Finding: Goal 5 directs the City to inventory, evaluate, and develop conservation programs for specific natural and cultural resources. Particularly in urban areas, the emphasis of Goal 5 is on the inventory and conservation of wetlands, riparian zones, and wildlife habitats. State and/or federal programs are already in place to govern some Goal 5 resources, and in such cases, compliance with the associated state and/or federal program may be sufficient to comply with Goal 5 for that resource.

Additionally, the City is required to comply with Metro Title 13 for all mapped resources located within the UGB. By meeting the requirements of Title 13, the City also complies with Goal 5 for riparian areas and wildlife habitat. Metro Title 13 is addressed in the findings for the Urban Growth Management Functional Plan.

Scope of City's Goal 5 Resources

Milwaukie's Goal 5 Natural Resources include the following:

- **Riparian Corridors:** The water areas, fish habitat, adjacent riparian areas, and wetlands within the riparian area boundary as defined in OAR 660-023-0090.
- **Wetlands:** Defined in OAR 660-023-0100 as areas that are "inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances does support, a prevalence of vegetation typically adapted for life in saturated soil conditions".
- **Wildlife Habitat:** An area upon which wildlife depends in order to meet their requirements for food, water, shelter, and reproduction as defined in OAR 660-023-0110.
- **Historic and Cultural Resources (optional):** Those buildings, structures, objects, sites, or districts that potentially have a significant relationship to events or conditions of the human past as defined in OAR 660-023-0200.
- **Open Space (optional):** Includes parks, forests, wildlife preserves, nature reservations or sanctuaries, and public or private golf courses, as defined in OAR 660-023-0220.

Milwaukie initiated a natural resources review process in 1987. An inventory was completed, analyzing and rating 26 different natural resource sites either within or adjacent to the City. The City did an Economic, Social, Environmental, and Energy (ESEE) analysis for all sites inventoried. Some sites were dropped as designated natural areas because of other values (i.e., economic, social). The inventory of natural resources was incorporated into the existing Milwaukie Comprehensive Plan. Subsequently, the Natural Resources (NR) Overlay Zone was created indicating the appropriate levels of resource protection as determined through the ESEE analysis to implement goals and policies of the program (see the findings for OAR 660, Division 023 below).

Procedures and Requirements for Complying with Goal 5: OAR 660, Division 023

19.402 of the Milwaukie Municipal Code (MMC) contains the Natural Resources (NR) Overlay Zone. This zoning overlay was adopted by the City to provide protection for Significant Natural Resources under Statewide Planning Goal 5 and to comply with the provisions of OAR 660, Division 23. The Intent language for the NR District states:

"Section 19.402 also provides protection for designated natural resources that have been identified for the purposes of implementing Statewide Planning Goal 5 relating to significant natural riparian, wildlife, and wetland resources and Title 13 of the UGMFP."

Milwaukie's adopted Natural Resource Administrative Map designates water quality resources (WQRs) and habitat conservation areas (HCAs). WQRs are intended to protect the functions and values of riparian and wetland resources from impacts of development; they include protected surface water features and their associated vegetated corridors. HCAs are intended to protect riparian areas and fish and wildlife habitat, as required by Title 13 of Metro's UGMFP. HCAs also protect significant local Goal 5 resources, such as wetlands. The intent of the NR zone is to protect these water quality and habitat resources while allowing appropriate and habitat-friendly development. The NR zone also provides mitigation standards for the replacement of ecological functions and values lost through development in the WQRs and HCAs.

Based on the above findings, the Comprehensive Plan Update is consistent with OAR 660, Division 23.

Natural Resources

Milwaukie has a wealth of natural resources that shape the city's character. The city contains wetlands, riparian zones, salmon-bearing creeks, terrestrial habitats, tree canopy, and a diversity of plant and animal species. These resources provide a variety of important ecosystem services, floodwater management, outdoor recreation opportunities, and contribute to a sense of place and community. Section 3: Natural Resources & Environmental Quality of the Comprehensive Plan Update includes policy language supporting environmental quality, fish and wildlife habitat, watersheds, and the urban forest.

The Comprehensive Plan Update includes a variety of goals and policies aimed at protecting, conserving and enhancing the quality, diversity, and resiliency of Milwaukie's natural resources and ecosystems. The policies are centered around the following five goals:

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

Goal 3.2: Enhance water quality and water resources.

Goal 3.3: Protect and conserve fish and wildlife habitat.

Goal 3.4: Develop a healthy urban forest in Milwaukie.

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

Each of those goals includes an accompanying set of more specific policies which will help ensure that the City continues to protect and enhance natural resources using a combination of development regulations, incentives, education and outreach programs, and partnerships with other public agencies and community stakeholders.

Historic Areas

Milwaukie maintains a list of historic and cultural resources throughout the city that serves to document the architectural and cultural history of the city. The most recent inventory was completed in 1988 and currently has 44 sites, ranging from local landmarks to modest homes with unique features or construction techniques. The inventory assigns the following designations or “ranks”:

- Significant resources are distinguished by outstanding qualities of architecture, relationship to environment, and/or historic associations. To be designated as “significant,” a resource must be at least 50 years old, be listed on the National Register of Historic Places, or receive a certain score when the resource is evaluated for the inventory. Significant resources are subject to Planning Department review for most exterior alterations.
- Contributing resources are less significant examples of architecture or of lesser historical association. Contributing resources are subject only to demolition review.
- Unrankable resources lack sufficient information to be ranked. When that information is available, those found to be “significant” or “contributing” will be designated as such.

Historic resources are currently regulated under MMC Section 19.403 Historic Preservation (HP) Overlay Zone. The overlay zone applies to all designated resource sites.

Section 19.403.4 contains the process and criteria for the addition of new sites to or removal from the overlay zone and inventory. Designation or removal of a resource is processed as a Type IV Review and the ultimate decision is made by the City Council. Section 19.403.5 sets out the regulations for Type I and Type III alterations to “significant” resources, including procedural types, submittal requirements, and approval criteria. Section 19.403.7 sets out the procedures for notification of requests for demolition of “significant” or “contributing” resources. Section 19.403.8 identifies uses which would not be allowed in the underlying zones, but may be allowed when such use would preserve or improve a historic or cultural resource which would probably not be preserved or improved otherwise.

Section 2: History, Arts and Culture of the Comprehensive Plan Update includes policy language supporting preservation of Milwaukie’s Goal 5 historic resources. Goal 2.1 – Milwaukie’s Heritage – calls for the City to “Research, celebrate, document, and protect Milwaukie’s unique and diverse historic, archaeological, and cultural heritage.”

The following policies most directly address preservation of Milwaukie’s historic resources in compliance with Goal 5:

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.

Open Space

The City uses the term “open space” to define and designate vacant land which will remain undeveloped in accordance with the Willamette Greenway Program, natural area designation, or other land use requirements. Open space includes those areas designated as Public on the City’s Comprehensive Plan Map and as “water quality resources” and “habitat conservation areas” on the Natural Resource Administrative Map. Public open spaces include existing City-owned parks and City-owned lands in natural areas.

Goals and policies supporting the provision of open space are included in several sections of the Comprehensive Plan Update. These include, but are not limited to:

Section 4: Willamette Greenway

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

Policy 4.4.4: Manage Elk Rock Island as a natural area park.

Section 9: Parks and Recreation

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 9.2.7 – 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 9.4.1 – Establish a Parks, Recreation, and Open Space zone within the Municipal Zoning Code.

The findings for Goal 8 include more information about how the Comprehensive Plan Update supports recreation and trails.

Conclusion

The Comprehensive Plan Update does not propose any changes to the adopted inventories, the Comprehensive Plan Map, or the Natural Resource Overlay in the Milwaukie Municipal Code. Goal 5 does not directly apply to the proposed ordinance because no new Goal 5 program is

advanced by this ordinance and no existing Goal 5 program is changed by this ordinance. The policies adopted in the Comprehensive Plan Update will be applied in support of the Goal 5 program requirements and will not create any conflicts in future application of Goal 5.

Based on the findings above, the Comprehensive Plan Update is consistent with Goal 5 Natural Resources, Scenic and Historic Areas, and Open Spaces and OAR 660, Division 023.

Goal 6: Air, Water, and Land Resources Quality

Goal 6. To maintain and improve the quality of the air, water, and land resources of the state.

Finding: Goal 6 requires cities and counties to ensure that solid waste, thermal, noise, atmospheric, or water pollutant and contaminant process discharges from existing and future developments do not violate state or federal environment environmental quality standards or degrade the quality of air, water, or land resources. Comprehensive Plans must demonstrate consistency with the administrative rules related to air, water, and land quality established by the Environmental Quality Commission (EQC).

Air and Water – Under the oversight of the EQC, the Oregon Department of Environmental Quality (DEQ) regulates air, water, and land through its permitting actions under the federal Clean Water Act and Clean Air Act. The Department of State Lands and the Army Corps of Engineers regulate jurisdictional wetlands and waters of the state and the country, respectively. The City of Milwaukie Public Works department regulates impervious surface and stormwater runoff throughout the City. The Clackamas County Sewer District #1 manages wastewater treatment facilities while the City of Milwaukie maintains facilities for wastewater conveyance. While air quality is largely regulated by DEQ, the City can impose conditions of approval on land use approvals that require minimizing air pollution and carbon emission impacts through actions such as vegetative plantings and conservation.

Noise – The Federal Transit Administration and Federal Highway Administration enforce noise standards for federally-funded rail and highway projects. The Oregon Noise Control Act authorizes cities and counties to adopt and enforce noise ordinances and standards of their own. Milwaukie regulates noise through the MMC Chapter 8.08 Noise Control, which designates prohibited noises and maximum permissible environmental noise and sound levels. Milwaukie’s Zoning Code (Title 19) also includes noise-related provisions in several sections of the code, often referring to the City’s Noise Ordinance in Chapter 8.08.

All future public and private development and infrastructure projects will need to comply with these local, state, and national regulations and protections for air, water, and land resource quality. In addition, Milwaukie’s Natural Resources Overlay Zone provides protection for surface water quality resources under Goal 6 and Metro Title 3.

Section 3: Natural Resources and Environmental Quality of the Comprehensive Plan Update policy language for maintaining and improving the quality of the air, water, and land resources of the state. Many of the goals and policies aimed at protecting water resources serve the dual

function of protecting Goal 5 natural resources. The goals and policies in support of Goal 6 include but are not limited to:

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

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.

Goal 3.2: Enhance water quality and water resources.

Policy 3.2.7: Protect water quality of streams by using best available science to help control the amount, temperature, turbidity, 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. 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 3.2.9: 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 3.2.10: 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 3.6: 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 3.6.5: Continue to enforce and enhance noise standards and pursue other nuisance codes such as odor to address the adverse impacts of industries and vehicles.

Policies in several other sections of the Comprehensive Plan Update also support environmental quality through the efficient use and/or preservation of land and air resources through compact development patterns and carbon emissions reductions.

Based on the findings above, the Comprehensive Plan Update is consistent with Goal 6 Air, Water, and Land Resource Quality.

Goal 7: Natural Hazards

Goal 7. To protect people and property from natural hazards.

Finding: Goal 7 requires Comprehensive Plans to reduce the risk to people and property from natural hazards, including floods, landslides, earthquakes, tsunamis, coastal erosion, and wildfires. Local governments should consider the following in adopting policies to protect people and property from natural hazards:

- Benefits of maintaining natural hazard area as open space, recreation, or other low-density use.
- Potential positive outcomes of natural hazards on the environment.
- Effects of hazard mitigation measures on natural resource management.

Natural hazards applicable to Milwaukie include floods, landslides, weak foundation soils, earthquakes (and related hazards such as liquefaction), and wildfires. Goal 7 calls for local governments to respond to new hazard inventory information provided by federal and state agencies by adopting or amending plan policies and implementing measures as needed. For riverine flood hazards, local governments must adopt and implement local floodplain regulations that meet the minimum National Flood Insurance Program (NFIP) requirements. In implementing natural hazard plans and policies, the State goal urges local governments to do the following: coordinate plans with emergency preparedness and recovery programs; consider stormwater management as a means to address flood and landslide hazards; consider nonregulatory approaches to implementing hazard plans; and to require technical reports when reviewing development requests in hazard areas.

The City of Milwaukie complies with Goal 7 by regulating development in hazard-prone areas through the Municipal Code. Code sections address the following types of natural hazard conditions: seismic hazards (Chapter 16.12), weak foundation soils (Chapter 16.16), and flood hazard areas (Chapter 18.04). Each of these is elaborated below.

Seismic Hazards – Chapter 16.12 requires new construction to conform to the requirements of the Oregon Structural Specialty Code related to seismic zones and categories.

Weak Foundation Soils – Chapter 16.16 requires applications for building permits in areas with weak foundation soils to be accompanied by a report by a qualified soils engineer or engineering geologist.

Flood Hazard Areas – Chapter 18.04 contains provisions that ensure compliance with Goal 7 and Metro Title 3 by reducing the potential for flood damage and limiting development in areas subject to flooding. The provisions of Chapter 18.04 include standards to ensure development does not negatively impact “areas of special flood hazard” or “flood management areas.” Areas of special flood hazard are identified by the Federal Emergency Management Agency’s (FEMA) Flood Insurance Rate Maps (FIRM), which Milwaukie has adopted by reference. Flood management areas are identified in the Metro Water Quality and Flood Management Areas Maps, which the City has also adopted by reference.

In addition, the U.S. Army Corps of Engineers (Corps) manages and administers a permit program overseeing activities that affect our nation’s waterways, such as piers, outfalls, dredging, excavation, or depositing of fill. In Oregon, permits for development are issued jointly by the Oregon Division of State Lands and the Corps, and water quality certification is also required by the Oregon Department of Environmental Quality.

All future public and private development and infrastructure projects will need to comply with these local, state, and national regulations and protections related to earthquake, flood, and other hazards. The Comprehensive Plan Update does not propose any changes to Milwaukie’s earthquake, flood, landslide or other hazard regulations. However, it does include a variety of policies which provide a foundation for the approach currently taken by the City, and for potential enhancements to the City’s hazard protections.

Section 5: Natural Hazards in the Comprehensive Plan Update includes aimed at protecting the Milwaukie community from the threats of natural hazards, including those induced by climate change, through risk minimization, education, and adaptation. The policies are centered around the following four goals:

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

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.

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

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.

Each of those goals includes an accompanying set of more specific policies intended to reduce the vulnerability of people, property, and the environment to natural hazards.

Based on the findings above, the Comprehensive Plan Update is consistent with Goal 7 Areas Subject to Natural Hazards.

Goal 8: Parks and Recreation

Goal 8. To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Finding: Goal 8 requires the City to coordinate planning for recreation areas, facilities, and opportunities with private enterprise and provide them in such quantity, quality, and location, consistent with the availability of resources, to meet established needs.

The City of Milwaukie has a robust system of parks, recreation facilities and trails, including 16 neighborhood parks and natural areas, two community parks and one community garden. All of Milwaukie's parks are owned by the City but managed by the North Clackamas Parks & Recreation District (NCPRD) in coordination with the City under an intergovernmental agreement. NCPRD was formed in 1990 and serves residents of a 36 square mile area of north Clackamas County that includes Happy Valley (which as of late 2019 was in the process of leaving the District), Milwaukie, and a large unincorporated urban portion of the county. The agency manages the operations, maintenance, and programming of all its parks, including Milwaukie's parks. Funding for the agency is provided through property taxes and system development charges (SDCs). The District updated its Parks and Recreation System Master Plan in 2015 to address long-term needs for park and recreation facilities. The City also has a joint use agreement with the North Clackamas School District which allows for community use of school facilities for recreational use. This represents a significant asset and opportunity for the City, given the extent of facilities owned by the District.

The City will continue to plan for, operate, and maintain future local park and recreation facilities consistent with Goal 8 requirements. The City has completed Park Master Plans for most of the City's parks between 1990 and 2015. The oldest Master Plan is for Scott Park (1990) and the most recent are for Balfour, Bowman-Brae and Kronberg (2015). Several park enhancement or development projects are planned for completion during the next five years, consistent with these master plans, including at Wichita, Balfour, Bowman-Brae and the Robert Kronberg Nature Park, as well as the City's Waterfront Park.

The City also is working to enhance bicycle and pedestrian connections to parks by improving sidewalks, pathways, greenways and bike facilities. This is done primarily through the City's Bicycle and Pedestrian Accessibility Program that is being funded by the Safe Access For Everyone (SAFE) program. These improved connections will provide safer and more convenient access to parks for more of Milwaukie's residents. In turn, park trails and pathways

provide key connections within the City's overall bicycle and pedestrian networks, as is the case with the Kronberg Park multi-use walkway.

Continued coordination and partnership with NCPRD will be essential to providing Milwaukie residents with adequate access to and programs and facilities within local parks. The District has noted challenges in continuing to maintain existing levels of service and has identified finding new funding sources for both capital improvements and strengthened programming and ongoing operations as key action items. The Master Plan also identified the need to update its intergovernmental agreement with Milwaukie to reflect current priorities and operational inefficiencies.

The Comprehensive Plan Update includes a variety of goals and policies aimed at continuing to provide Milwaukie residents with a high-quality, accessible system of parks, natural areas and trails. Policies are centered around the following goals:

Overarching Park and Recreation Goal: To provide 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 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.

Park and Recreation 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.

Park and Recreation 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.

Park and Recreation 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.

Park and Recreation 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.

Based on the findings above, the Comprehensive Plan Update is consistent with Oregon Statewide Planning Goal 8.

Goal 9: Economic Development

Goal 8. To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

Finding: Goal 9 requires the City to maintain and plan for an adequate land supply to accommodate at least 20 years of future growth, ensuring citizens have adequate opportunities for a variety of economic activities vital to the health, welfare, and prosperity of Oregon. Comprehensive plans are required to include an analysis of a community's economy related to state and national trends, an assessment of economic development potential, and an inventory of employment land, contain policies for economic opportunities based on that analysis, provide for an adequate supply of a variety of sites supporting employment consistent with identified policies, and ensure designated employment sites and adjacent sites include compatible uses.

The City of Milwaukie prepared an Economic Opportunities Analysis (EOA) in 2015, which is adopted by reference in the Comprehensive Plan Amendment and provided as Exhibit __ to the Ordinance. The EOA is consistent with state requirements and provides information about the factors that could affect economic development in Milwaukie, including demographics, industry and workforce trends, market health, and regulatory structure, and includes the City's buildable lands inventory (BLI) for employment within the UGB. The BLI is required by Goal 9 to ensure that current use designations provide an adequate short- and long-term land supply for employment development for meeting existing needs and those of projected growth. It analyzes existing development patterns and intensity, land and development values, existing land use designations and zoning, and building constraints to determine where there is vacant land and/or land that is likely to be redeveloped and compares the existing supply of land to emerging trends and indicators for future estimates of demand.

The EOA included the following overall findings and conclusions:

Strong Economic Base. The City of Milwaukie is a first-tier suburb within the Portland metropolitan area with a strong economic base. It is centrally located, with close proximity to Downtown Portland, Highway 224, Highway 99E, and Interstate 5 and Interstate 205. It is a net importer of labor, with an estimated 3,300 more jobs than there are city residents active in the workforce. It has several flourishing employment areas, including the Milwaukie Business Industrial Area (Highway 224), North Milwaukie Innovation Area (McLoughlin Blvd), Johnson Creek Blvd Manufacturing Area, and Downtown and Central Milwaukie. Its UGMA extends to Interstate 205 and provides thousands of additional jobs that are closely integrated with the City and region's economic activities.

The City's Target Industry Analysis found that the City and its UGMA have significant strength in the following key industry clusters:

- Food Processing and Storage
- Metals, Machinery and Transportation Equipment

- Health Services and Continuing Care
- Warehouse and Distribution
- Business, Professional, and Information Services
- Maker Manufacturing and Amenity Retail/Hospitality

Affordable Space for Industrial and Manufacturing Uses. Rents in the North Milwaukie Innovation Area and along Johnson Creek Blvd and Highway 224 are generally much lower than those in the Central Eastside of Portland and in newer industrial areas in suburbs such as Beaverton and Hillsboro. This allows for a variety of manufacturing and industrial uses that typically require lower rents to operate.

Opportunity Sites. The City has identified a number of publicly and privately owned opportunity sites throughout the City with the potential to accommodate some of the City's long-term economic development needs. These include downtown sites owned by the City (Coho Point, Harrison and Main), privately owned sites in the Central Milwaukie area (Murphy and McFarland sites), and sites owned by other public agencies with redevelopment potential (ODOT, OLCC).

An Educated Population and Workforce. Milwaukie and its UGMA are served by a strong local school district (North Clackamas School District), several local private schools, and the recently expanded Harmony campus of Clackamas Community College. Milwaukie residents are highly educated, with college graduation rates above the state and federal averages.

Employment Growth Projections. The City is projected to add between 6,000 and 8,000 jobs by 2035. Such growth is estimated to require approximately 1,000 acres of employment land.

Land Supply. The City has very little vacant employment land, particularly on large sites, and hasn't for several decades, meaning economic growth will largely rely on redevelopment and infill growth.

Economic Development Strategies. The EOA notes that future economic development in the City depends largely on strategies that improve quality of life, leverage local resources, and support key industries. To ensure a high quality of life for all residents is pivotal for economic development and prosperity. Efforts to support and utilize existing natural, aesthetic, and cultural resources will strengthen Milwaukie's unique character, encouraging investment, local spending, and the retention of residents and businesses. Given the City's limited capacity, efforts to support existing industries are also necessary for economic development. Specific strategies should vary by geographic area, with a focus on the following five districts:

- North Milwaukie Innovation Area (NMIA)
- Johnson Creek Boulevard
- Highway 224 Corridor
- Central Milwaukie (Downtown)
- Clackamas Regional Center

The proposed Comprehensive Plan Update includes a variety of goals and policies to help achieve the City's economic development objectives. They are centered around the following goals:

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

Economic Development 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.

Economic Development 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.

Economic Development 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.

Based on the findings above, the Comprehensive Plan Update is consistent with Oregon Statewide Planning Goal 9.

Goal 10: Housing

Goal 10: To provide for the housing needs of citizens of the state.

Finding: Goal 10 requires the City to maintain and plan for an adequate land supply to accommodate at least 20 years of future growth, providing flexibility in housing location, type, and density (specifically at an overall density of 10 or more units/acre with the opportunity for 50 percent of new units to be attached single family or multifamily) to ensure the availability and prices of housing units are commensurate with the needs and financial capabilities of Oregon households. Comprehensive plans are required to include an analysis of community housing needs by type and affordability, an assessment of housing development potential, and an inventory of residential land; contain policies for residential development and supportive services based on that analysis that increase the likelihood that needed housing types will be developed; and provide for an adequate supply of a variety of housing types consistent with identified policies and meeting minimum density and housing mix requirements (established by OAR 660, Division 007).

The findings for Goal 10 Housing, based on the City's 2016 Housing Needs Analysis (HNA), include findings that demonstrate that Milwaukie currently has a range of housing types, including single-family detached and attached homes, duplexes, multi-family, and mixed-use developments, and has sufficient capacity to provide for needed housing during the next 20 years. provides information about the factors that could affect housing development, including

demographics, affordability trends, workforce housing availability, market health, and regulatory structure. The HNA includes the City's buildable lands inventory (BLI) for housing within the UGB. The BLI is required by Goal 10 to ensure that current use designations provide an adequate short- and long-term land supply for housing development for meeting existing needs and those of projected growth. It analyzes existing development patterns and intensity, land and development values, existing land use designations and zoning, and building constraints to determine where there is vacant land and/or land that is likely to be redeveloped and compares the existing supply of land to emerging trends and indicators for future estimates of demand.

The City plans to update the HNA in advance of adopting its Comprehensive Plan to further solidify these findings. The findings for Goal 10 also illustrate the policies in the Comprehensive Plan Amendment supporting a diverse range of housing types, with a focus on housing affordability, equity, sustainability and livability. The policies related to housing affordability and equity in particular encourage a variety of housing options for households of all incomes, ages and living patterns, sited in a dispersed manner throughout the City to help ensure access to services, community amenities, and employment centers. A mix of housing types combined with the higher densities will support development of smaller units with lower land costs and increased opportunities for transit, all of which can facilitate more affordable housing.

Key findings from the City's HNA include the following:

- Milwaukie experienced very flat growth between 2000 and 2016, adding only an estimated 60 people in that time, a less than one percent growth rate. In contrast, Clackamas County and the state experienced population growth of 17.5% and 17.3% respectively. (US Census and PSU Population Research Center. However, current data suggests that this trend is changing in Milwaukie and other first-tier suburbs in the Portland region.
- The projected growth in the number of non-group households over 20 years (2016-2036) is roughly 1,070 households, with accompanying population growth of 2,150 new residents. (The number of households differs from the number of housing units, because the total number of housing units includes a percentage of vacancy.)
- As demand increases, prices rise, and remaining land within the UGB is developed, denser forms of development and creative reuse of parcels through infill and redevelopment become more economically viable. This is increasingly the case for developed parts of the Metro area such as Milwaukie, which offer few opportunities for large-scale development of single-family subdivisions. Any growth that occurs will largely be accommodated by new housing within the current city boundary.
- Baby boomer households will have a preference towards aging in place as long as possible, particularly for homeowners, and will on average be healthier longer than previous generations. When they do transition to other housing, their stock of older existing single-family homes will be attractive starter and move-up homes to younger family households.

- Milwaukie is likely to be attractive to 20-something residents seeking relatively affordable living near transportation options and employment centers. The city can continue to attract this cohort by encouraging mixed use areas and urban-style amenities such as multi-modal environments, shopping and entertainment, and open space. Some in this generation is already starting young families and will be well into middle age during the 20-year planning period. More of these households may move from areas like central Portland to communities like Milwaukie for affordable housing, more space, and schools.
- Milwaukie has a modest foreign-born population at 7%, less than the statewide percentage. As with the rest of the state and nation, immigrants will continue to make up an increasing share of households in coming decades. While not homogeneous, these household on average tend to be larger, have lower incomes and are more likely to rent their homes than the average household.
- Milwaukie, like many Metro-area communities, currently has an estimated shortage of housing available to the lowest-income households, particularly rental units.

Projected 20-year housing needs in Milwaukie (2016-2036) are summarized in the tables on the following page. These tables and the HNA report indicate the following future needs:

- Of the new units needed, roughly 71% are projected to be ownership units, while 29% are projected to be rental units. This is because the homeownership rate in Milwaukie is expected to rise modestly over the 20-year period. Therefore, the net new units represented are more greatly weighted towards ownership units.
- The table shows no new need for housing the middle of the pricing spectrum. This is because these are the price levels where a majority of the city's housing is currently found. Therefore, the majority of units are needed at higher and lower price points.
- The greatest need for both ownership and rental units is found at lower price points than what is currently available. This reflects the findings shown in Figure 2.6 that an estimated 37% of Milwaukie households currently pay more than 30% of their income towards housing costs. It is a pattern seen across many Metro area communities.
- 46% of the new units are projected to be single family detached homes, while 54% is projected to be some form of attached housing, and under 1% are projected to be mobile homes.
- Single family attached units (townhomes on individual lots) are projected to meet over 15% of future need. These are defined as units on separate taxlots, attached by a wall but separately metered, the most common example being townhome units.

OWNERSHIP HOUSING										
Price Range	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units	Cummulative %
			2-unit	3- or 4-plex	5+ Units MFR					
\$0k - \$90k	0	0	0	0	13	10	0	23	2.7%	2.7%
\$90k - \$130k	94	13	18	18	73	0	0	215	26.2%	29.0%
\$130k - \$190k	47	43	0	0	3	0	0	92	11.3%	40.2%
\$190k - \$240k	153	103	0	0	0	0	0	257	31.3%	71.6%
\$240k - \$300k	0	0	0	0	0	0	0	0	0.0%	71.6%
\$300k - \$380k	0	0	0	0	0	0	0	0	0.0%	71.6%
\$380k - \$490k	0	0	0	0	0	0	0	0	0.0%	71.6%
\$490k - \$580k	30	0	0	0	0	0	0	30	3.7%	75.3%
\$580k - \$770k	156	0	0	0	0	0	0	156	19.1%	94.4%
\$770k +	46	0	0	0	0	0	0	46	5.6%	100.0%
Totals:	527	160	18	18	88	10	0	820	% All Units:	71.3%
Percentage:	64.3%	19.5%	2.2%	2.1%	10.7%	1.2%	0.0%	100.0%		

RENTAL HOUSING										
Price Range	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units	Cummulative %
			2-unit	3- or 4-plex	5+ Units MFR					
\$0 - \$400	0	0	0	0	141	0	0	141	42.8%	42.8%
\$400 - \$600	0	0	0	4	99	0	0	103	31.2%	74.0%
\$600 - \$900	0	0	11	31	10	0	0	52	15.8%	89.8%
\$900 - \$1100	0	0	0	0	0	0	0	0	0.0%	89.8%
\$1100 - \$1400	0	0	0	0	0	0	0	0	0.0%	89.8%
\$1400 - \$1800	0	2	15	0	8	0	0	26	7.8%	97.5%
\$1800 - \$2300	0	0	0	0	0	0	0	0	0.0%	97.5%
\$2300 - \$2700	0	0	0	0	0	0	0	0	0.0%	97.5%
\$2700 - \$3600	0	3	0	0	0	0	0	3	1.0%	98.5%
\$3600 +	0	5	0	0	0	0	0	5	1.5%	100.0%
Totals:	0	10	27	36	258	0	0	330	% All Units:	28.7%
Percentage:	0.0%	3.0%	8.0%	10.8%	78.1%	0.0%	0.0%	100.0%		

TOTAL HOUSING UNITS									
	Single Family Detached	Single Family Attached*	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	527	170	44	53	346	10	0	1,150	100%
Percentage:	45.8%	14.8%	3.8%	4.6%	30.1%	0.9%	0.0%	100.0%	

Sources: PSU Population Research Center, Claritas Inc., Census, Johnson Economics

* Uses Census definition, including townhomes/rowhouses and duplexes attached side-by-side, seperately metered.

- Duplex through four-plex units are projected to represent an additional 9% of the total need. Duplex units would include a detached single-family home with an accessory dwelling unit on the same lot, or with a separate unit in the home (for instance, a rental basement unit.)
- 30% of all needed units are projected to be multi-family in structures of 5+ attached units.
- There is also a strong current need for more affordable units. In order for all households, current and new to pay 30% or less of their income towards housing in 2036, a total of 1,189 rental units affordable at \$900 or less would be required. This indicates that some of the current supply, while it shows up as existing available housing, would need to become less expensive to meet the needs of current households.
- There is a lack of new need in the middle home price and rental spectrum (\$900 to \$1,400 and \$1,800 to \$2,700). As was discussed in the comparison of current need and supply, this reflects where the majority of market-rate rent levels are at the current time. As with the 2016 comparison, a future need is projected for both low-rent, but also higher rent units including single-family homes for rent. This analysis shows that some renter households have the ability pay for a larger, newer and/or higher quality unit than may be currently available.

The HNA also included the following findings associated with a comparison of projected need for housing and supply of residential land to accommodate it based on the Buildable Lands Inventory conducted as part of the HNA.

- The supply of buildable land includes properties zoned to accommodate a variety of housing types. Single-family residential zones with larger minimum lot sizes (e.g., R5, R7 and R10 zones) will accommodate single-family detached housing. Medium density residential zones (R2 and R3) will accommodate single-family attached homes (e.g., townhomes or rowhouses, duplexes and triplexes) and multi-family and mixed-use zones can accommodate high density housing (apartments).
- A significant portion of the supply (approximately 80%) is in the form of properties with the potential for infill or redevelopment. This percentage is even higher for land zoned primarily for single family detached development. Stated differently, only 20% of the land capacity is found on completely vacant parcels, with relatively few larger parcels available for “greenfield” development of single-family detached homes.
- The predominance of redevelopment capacity over vacant capacity has potential policy and cost implications for future residential development. For example, it can be more challenging to develop on infill sites for a variety of reasons. Sites may only be suitable for small partitions or flag lots which impact the efficiency of and access to new development and homes. Infill development often generates opposition from surrounding property owners, particularly if the scale or density of the new development differs from the look and feel of the surrounding neighborhood. At the

same time, some infrastructure is less costly to provide, given that local streets, water and sewer lines are often already in place to serve the new development.

- The bulk of the capacity for new multi-family residential development is found in the City's mixed-use zones (DMU and GMU), with a substantial portion of the capacity (about 40%) found on two large vacant sites adjacent to Railroad Avenue – the Murphy and McFarland sites. The fact that these are large, vacant sites makes them good candidates for future development; the McFarland site has a pending land use application for a 234-unit apartment complex. However, the fact that such a small number of property owners control a significant portion of this capacity could represent a challenge. Other sites with capacity for multi-family development are primarily made up of surface parking areas or other underdeveloped portions of properties within the City's downtown. These sites have locational advantages for development of higher density housing, particularly in relation to trends and housing preferences described earlier in this report (e.g., proximity to commercial services and other amenities, as well as access to light rail transit). At the same time, they may face impediments to this type of development.
- There is generally adequate capacity to meet projected future housing needs within the existing city limits and this housing needs analysis is focused on that area. At the same time, additional capacity exists in the Urban Growth Management Area (UGMA), with several large, vacant parcels directly adjacent to the city limits having the capacity for a significant number of detached single-family units. To the extent that obstacles to development associated with infill properties within the city limits serve as impediments to realizing development capacity within the planning horizon, annexation of these parcels could provide additional capacity for future housing.

In addition to the Comprehensive Plan policies supporting housing affordability, equity and choices, the City has conducted several recent planning efforts aimed at addressing similar goals, including the following.

The **Milwaukie Housing Affordability Strategy (MHAS)** was adopted by the Milwaukie City Council in 2018 after the Council identified housing affordability as its number one priority for the 2017–2018 biennium. The MHAS is a blueprint for providing equitable affordable housing opportunities and is intended to help increase the amount of affordable housing in the City. It serves as an overarching framework, combining existing land uses, needs assessments, housing policy analysis, and an analysis of best practices from peer cities. The MHAS includes a total of 31 proposed actions or programs focused around the following three goals:

- Develop New Units
- Prevent Displacement and Keep Affordable Units Affordable
- Connect People to Existing Affordable Housing

The **Milwaukie Housing Equity Policy Implementation Plan (EHPIP)** was prepared in 2019 with funding provided through a grant from the Oregon Department of Land Conservation and

Development. The EHPIP builds on the work conducted for the MHAS, as well as other housing affordability and equity initiatives in Milwaukie. It identifies a variety of specific strategies to further these goals, with a strong focus on how they will promote geographic, racial, and income equity in Milwaukie. The EHPIP also includes a cross-referencing of EHPIP strategies with draft Comprehensive Plan goals and policies.

The **Accessory Dwelling Unit (ADU) Code Audit** was undertaken by the City in 2018-2019 as part of implementation of the MHAS. This project included an assessment of the existing zoning code standards and fees related to ADUs and develop recommendations aimed at enabling the development of more cost-effective ADUs in the City. Recommendations from an ADU working group composed of City staff and stakeholders will be incorporated in amendments to the City's Development Code as a follow-up to adoption of the Comprehensive Plan Update.

The **Cottage Cluster Feasibility Study** was conducted by the City in 2018-2019 and was funded through Metro's Equitable Housing Strategies grant. Cottage Cluster housing is a way to provide housing that is affordable for groups that have been identified by community partners as having a demonstrated need for equitable housing in Milwaukie. The purpose of the study was to understand what code changes might be needed to make cottage cluster housing possible in Milwaukie. The project team conducted a financial feasibility analysis and preliminary site design work for 4 real-world test sites to assess their potential to provide a cottage cluster development. Recommendations from the study will be incorporated in amendments to the City's Development Code as a follow-up to adoption of the Comprehensive Plan Update.

The proposed Comprehensive Plan Update incorporates a variety of proposed updated goals and policies related to housing and which will support consistency with Statewide Planning Goal 10. They are centered around the following four goals and enable and promote actions to be undertaken by the City and a variety of public agency, non-profit, and private development partners:

Overarching Housing Goal – To provide opportunities for development of housing of a variety of types and at a range of price levels that enhances the community's livability and meets the needs of a full spectrum of Milwaukie residents in an environmentally sustainable and equitable manner.

Housing Goal 7.1 - Equity: Provide housing options and reduce housing barriers for people of all ages and abilities, with a special focus on people of color, aging populations, and people with low incomes.

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

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

Housing 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.

Based on the findings above, the Comprehensive Plan Amendment is consistent with Statewide Planning Goal 10.

Goal 11: Public Facilities

Goal 11: To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Finding: Goal 11 requires the City to “*plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.*” As described in the findings associated with Statewide Planning Goal 2, the City of Milwaukie coordinates with several other local service providers to ensure timely, orderly and efficient arrangement and provision of public services to serve development within the City of Milwaukie and its planning area between the city limits and UGB. The City of Milwaukie provides planning and zoning services inside the city limits, as well as provision of water, conveyance of wastewater, transportation facilities on city-owned facilities, law enforcement, and library services. The City’s coordinates with other local service providers through intergovernmental agreements to provide the following additional public services and facilities in Milwaukie:

- Parks and Recreation. The North Clackamas Park and Recreation District provides park and recreation services to Milwaukie residents, including through facilities and programming within parks owned by the City of Milwaukie.
- Fire Protection. Clackamas County Fire District #1 provides fire protection and other emergency services.
- Wastewater Treatment. Clackamas County Water Environment Services (WES) operates the Kellogg Creek Wastewater Treatment Plan in Milwaukie which treats much of the wastewater generated in Milwaukie.
- Social Services. Clackamas County provides a number of social services to Milwaukie residents through its Department of Health and Human Services.
- Schools. The North Clackamas School District owns and operates public schools for children in Milwaukie.

In the areas outside the city limits but within Milwaukie’s urban growth management area within the UGB, Clackamas County regulates land use and development in the area between the City of Milwaukie and the region’s urban growth boundary (UGB) which is planned to ultimately be annexed into the City of Milwaukie pursuant to its Urban Growth Management

Agreement (UGMA) with Clackamas County in coordination with the City. In addition, eight special districts provide public facilities services in this area.

- North Clackamas Parks and Recreation District (NCPRD)
- Clackamas County Fire District #1
- Clackamas River Water District
- Clackamas County Service District #1 (Water Environment Services)
- Clackamas County Service District for Enhanced Law Enforcement
- Clackamas County Service District No. 5 for Streetlights
- Oak Lodge Water District #4
- Sunrise Water Authority

The proposed Comprehensive Plan Update includes a robust set of policies regarding future provision of public facilities and services organized around the following topics and goals:

Overarching Public Facilities 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.

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

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

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

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

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

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

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

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

OAR 660, Division 011

OAR 660-011 requires the City to complete and adopt a PFP as a technical and implementing report of the Comprehensive Plans only when in periodic review. The City is updating the Comprehensive Plan outside of periodic review and, as such, is not required to complete a PFP at this time. However, the City expects to prepare and adopt a PFP as a follow-up to adoption of the Comprehensive Plan Update and preparation and adoption of updated specific facility master plans for water, wastewater and stormwater which are underway at this time.

Based these findings, the Comprehensive Plan Amendment is consistent with OAR 660, Division 011.

Based on the findings above, the Comprehensive Plan Amendment is consistent with Goal 11 Public Facilities and Services and OAR 660, Division 011.

Goal 12: Transportation

Goal 12: To provide and encourage a safe, convenient and economic transportation system.

Finding: Goal 12 and the State Transportation Planning Rule (TPR; OAR 660, Division 012) require cities to provide and encourage a safe, convenient, and economic transportation system. Together, they require the City to develop and maintain a Transportation System Plan (TSP), which must be incorporated as part of the Comprehensive Plan. A local TSP acts as a guiding policy document for long-term transportation planning and presents the City's goals and policies while outlining and prioritizing proposed improvements for pedestrian, bicycle, public transit, motor vehicle, and freight systems; downtown parking; and neighborhood traffic management.

The City of Milwaukie last completed a full-scale update of its TSP in 2007. In 2013, the City conducted a smaller-scale update to the TSP in order to maintain compliance with Metro's 2035 Regional Transportation Plan (RTP). The City has made a number of minor amendments since that time, with the most recent change in 2018. The amendments primarily have been undertaken to incorporate recommended transportation projects from local area planning processes into the TSP, including those from the Tacoma Station Area Plan, Central Milwaukie Land Use and Transportation Plan, and North Milwaukie Innovation Area Plan. The City plans to conduct a full-scale update of the TSP as a follow-up to adoption of the updated Comprehensive Plan. Until that time, the Comprehensive Plan will reference the current TSP as the transportation element of the Comprehensive Plan.

The 2007 TSP was adopted in compliance with Goal 10 and the Oregon Transportation Planning Rule. As noted above, the 2013 update was conducted to ensure compliance with regional planning requirements. As both processes, the City also adopted amendments to its Development Code and transportation facility design standards to ensure consistency with the Transportation Planning Rule and the Metro Regional Transportation Functional Plan.

Goal 12 requires that the land uses in the Comprehensive Plan and the supporting transportation facilities in the TSP are coordinated and compatible. The proposed Comprehensive Plan update does not include an updated Transportation Chapter but relies on the current adopted TSP for this purpose. No changes to Comprehensive Plan land use designations are being proposed as part of the current Comprehensive Plan Update, other than condensing into a single area. The previous updates of the TSP relied on and are consistent with the City's existing Comprehensive Plan land use designations.

The TSP contains a comprehensive set of policies to guide development of the future transportation system which are focused around the following nine goals:

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

The proposed Comprehensive Plan Update does not include a set of updated goals and policies related to transportation because they will be prepared in conjunction with the upcoming planned TSP update. However, other elements of the Comprehensive Plan Update include policies which support development of a well-connected, safe and efficient multi-modal transportation system. Examples include but are not limited to the following:

Housing 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.

Housing 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.

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

Housing 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.

Urban Design Policy 8.1.1.a 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. (Note: The Plan includes similar policies for other specific areas of the City.)

Urban Design Policy 8.1.2.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.

Urban Design Policy 8.1.9.b Allow for a mix of land uses to support public transportation and bicycle and pedestrian usage.

Urban Design Policy 8.2.2.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.

Urban Design Policy 8.2.2.h Expand the number of electric vehicle charging stations in both public and private parking areas.

Parks and Recreation 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.

Parks and Recreation Policy 9.3.3 – Encourage transit access to community parks and facilities.

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

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

Climate Change and Energy Overarching Chapter Goal: Conserve energy and be prepared for the anticipated impacts of climate change in Milwaukie through efficient land use patterns, multimodal transportation options, wise infrastructure investments, increased community education and incorporating strategies from the City’s Climate Action Plan.

Climate Change and Energy 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.

Climate Change and Energy Policy 6.2.1: Increase the quantity, quality and variety of Milwaukie’s active transportation options, including trails, bike lanes, sidewalks, and transit.

Climate Change and Energy Policy 6.2.1: Increase the quantity, quality and variety of Milwaukie’s active transportation options, including trails, bike lanes, sidewalks, and transit.

Economic Development Policy 11.1.11: Aim to reduce Milwaukie’s carbon footprint by encouraging local food production, import substitution, rail access, low carbon and renewable energy, and active transportation.

Based on the findings above, in the Comprehensive Plan Amendment is consistent with Goal 12 Transportation and the Transportation Planning Rule.

Goal 13: Energy

Goal 13: To conserve energy.

Finding: Goal 13 requires that any spatial changes to future patterns of allowed land uses must conserve energy. The Comprehensive Plan recognizes that a cleaner and more efficient energy system that generates fewer emissions contributing to climate change is necessary to achieve environmental sustainability and community resiliency. Therefore, the Plan maximizes efficiency in energy utilization, conservation of all forms of energy, renewable energy capacity, and land use and transportation patterns that minimize the depletion of non-renewable sources of energy. Section 16, Climate Change and Energy, as well as other sections of the Comprehensive Plan Update include the following policy language supporting energy conservation.

Overarching Climate Change and Energy Goal: Conserve energy and be prepared for the anticipated impacts of climate change in Milwaukie through efficient land use patterns,

multimodal transportation options, wise infrastructure investments, increased community education 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 6.1.5: 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 6.1.9: Streamline review for solar projects on rooftops, parking lots, and other areas with significant solar capacity.

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

Policy 6.2.1: Increase the quantity, quality and variety of Milwaukie's active transportation options, including trails, bike lanes, 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 6.2.4: Reduce barriers to developing renewable energy projects.

Policy 6.2.5: Aim to increase the use of renewable energy vehicles through a mix of infrastructure improvements, incentives, and development requirements.

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 6.3.7: Encourage property owners to retrofit their properties to accommodate renewable energy production.

Policy 6.3.8: Explore opportunities for increasing distributed 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.

Natural Resources and Environmental Quality 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.

Natural Resources and Environmental Quality 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.

Housing Policy 7.3.3: Use incentives to encourage, 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 energy, conserve water, use deconstructed or sustainably produced materials, manage stormwater naturally, and/or employ other environmentally sustainable practices.

Housing 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.

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

Public Facilities 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.

Public Facilities Policy 10.9.2: Encourage grid modernization to promote energy security and grid resiliency and to work toward producing enough renewable energy to fully meet the community's energy demand.

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

Public Facilities Policy 10.9.6: Promote and prioritize renewable energy production and use.

Based on the findings above, the Comprehensive Plan Amendment is consistent with Statewide Planning Goal 13.

Goal 14: Growth Management

Goal 14: To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

Finding: As noted in the findings for Title 14 of the Metro Urban Growth Management Functional Plan (UGFMP), the entirety of the city and its Municipal Planning Area (MPA) is located within the Urban Growth Boundary (UGB). As such, this amendment will not result in the transition of any land from rural to urban uses or result in population or employment growth outside of the UGB.

The proposed Comprehensive Plan Amendments do include a number of goals and policies in Section 8 (Urban Design and Land Use) and other sections that aim to “ensure efficient use of land and to provide for livable communities.” These include:

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

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.

Section 7: Housing

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 7.3.7: 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 7.3.9: Advocate for additional frequent transit service in areas with the potential for significant residential growth.

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

Overarching Urban Design and Land Use Goal: To 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 Milwaukee 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.

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 pedestrian and bicycle environment for all include:

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

Overarching Public Facilities and Service Goal – Plan, develop and maintain an orderly and efficient system of public facilities and services to serve urban development.

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.

Based on the findings above, the Comprehensive Plan Amendments are consistent with Statewide Planning Goal 14.

ATTACHMENT 3

CITY OF MILWAUKIE COMPREHENSIVE PLAN



MARCH 2020 PUBLIC REVIEW DRAFT

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CITY OF MILWAUKIE COMMUNITY VISION

In 2040, Milwaukie is a flourishing city that is entirely equitable, delightfully livable, and completely sustainable. It is a safe and welcoming community whose residents enjoy secure and meaningful work, a comprehensive educational system, and affordable housing. A complete network of sidewalks, bike lanes, and paths along with well-maintained streets and a robust transit system connect our neighborhood centers. Art and creativity are woven into the fabric of the city.

Milwaukie's neighborhoods are the centers of daily life, with each containing amenities and community-minded local businesses that meet residents' needs. Our industrial areas are magnets for innovation, and models for environmentally-sensitive manufacturing and high wage jobs. Our residents can easily access the training and education needed to win those jobs.

Milwaukie nurtures a verdant canopy of beneficial trees, promotes sustainable development, and is a net-zero energy city. The Willamette River, Johnson Creek, and Kellogg Creek are free flowing, and accessible. Their ecosystems are protected by a robust stormwater treatment system and enhanced by appropriate riparian vegetation. Milwaukie is a resilient community, adaptive to the realities of a changing climate, and prepared for emergencies, such as the Cascadia Event.

Milwaukie's government is transparent and accessible, and is committed to promoting tolerance and inclusion and eliminating disparities. It strongly encourages engagement and participation by all and nurtures a deep sense of community through celebrations and collective action. Residents have the resources necessary to access the help they need. In this great city, we strive to reach our full potential in the areas of education, environmental stewardship, commerce, culture, and recreation; and are proud to call it home.



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THE MILWAUKIE COMMUNITY

A special thanks to all of the **600+ Milwaukie community members** who have spent countless hours of their time providing input at town halls, open houses, online surveys, focus groups, public hearings, and so much more. This document would not exist without their input and hard work.



All Photos: Hamid Shibata Bennett

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ABOUT MILWAUKIE: OUR HISTORY & FUTURE



Photo: Hamid Shibata Bennett

“In 2040, Milwaukie is a flourishing city that is entirely equitable, delightfully livable, and completely sustainable.”

- Milwaukie 2040 Community Vision



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ABOUT MILWAUKIE

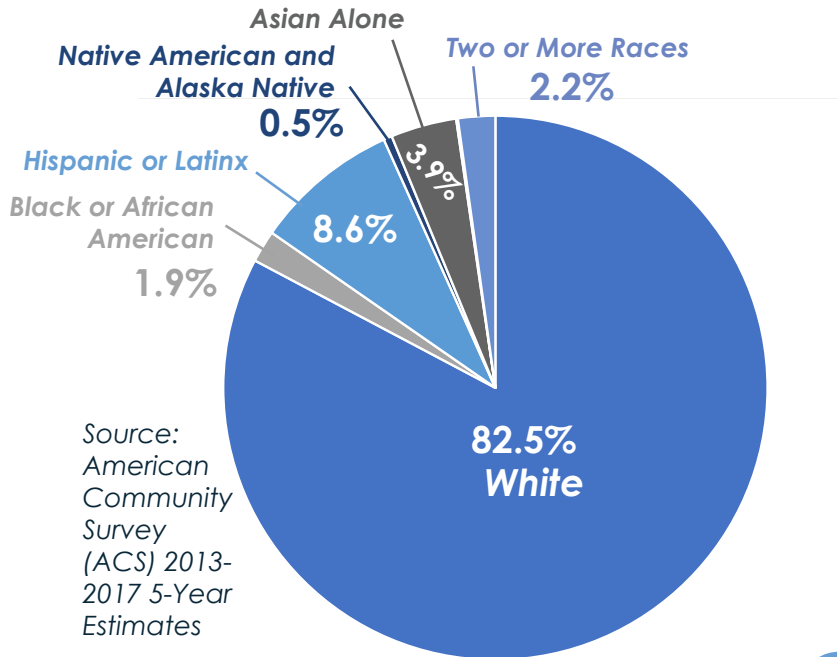
Milwaukie is a small city of about 20,500¹ people located on the shores of the Willamette River in the northwestern corner of Clackamas County, just south of Portland (**Map 1**). Milwaukie offers an active small-town feel with a charming downtown, a wealth of parks and natural resources, and easy access to the regional activities and services of the Portland metropolitan area. Milwaukie residents are proud of its strong community culture, which represents a range of backgrounds, ethnicities, and experiences that add value and diversity to the community. The city boasts a dynamic economy, with over 1,000 businesses employing approximately 13,000 people in a wide variety of industries. Milwaukie also benefits from a highly engaged community that is interested and involved in decision-making for the city.

¹ 2019 Population Estimates, Population Research Center, Portland State University.

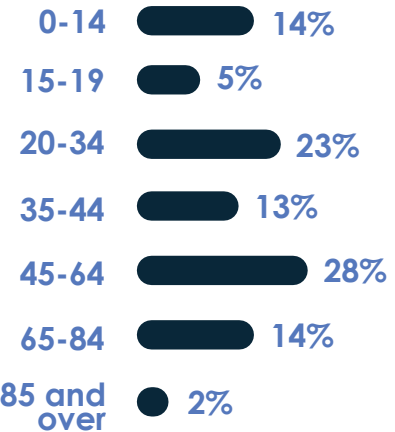


Photo: Hamid Shibata Bennett

Milwaukie Demographics



AGE



Source: ACS 2013-2017 5-Year Estimates

EDUCATION



Number of K-12 Schools: 8



Number of K-12 Students: 2,476

94% Percent of population with a high school degree or higher

29% Percent of population with a Bachelor's Degree or higher

Source: Oregon Department of Education, North Clackamas School District



\$63,421

MEDIAN HOUSEHOLD INCOME

Source: United States Census Quickfacts (2018)



12.2%

INDIVIDUALS BELOW THE POVERTY LINE

Source: ACS 2013-2017 5-Year Estimates



TOP 3 INDUSTRIES

EDUCATION

METAL MANUFACTURING

GOVERNMENT, HEALTHCARE, PROFESSIONAL SERVICES

Source: Milwaukie Economic Opportunities Analysis

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Complete Neighborhoods

Economic Development & Growth

Transportation

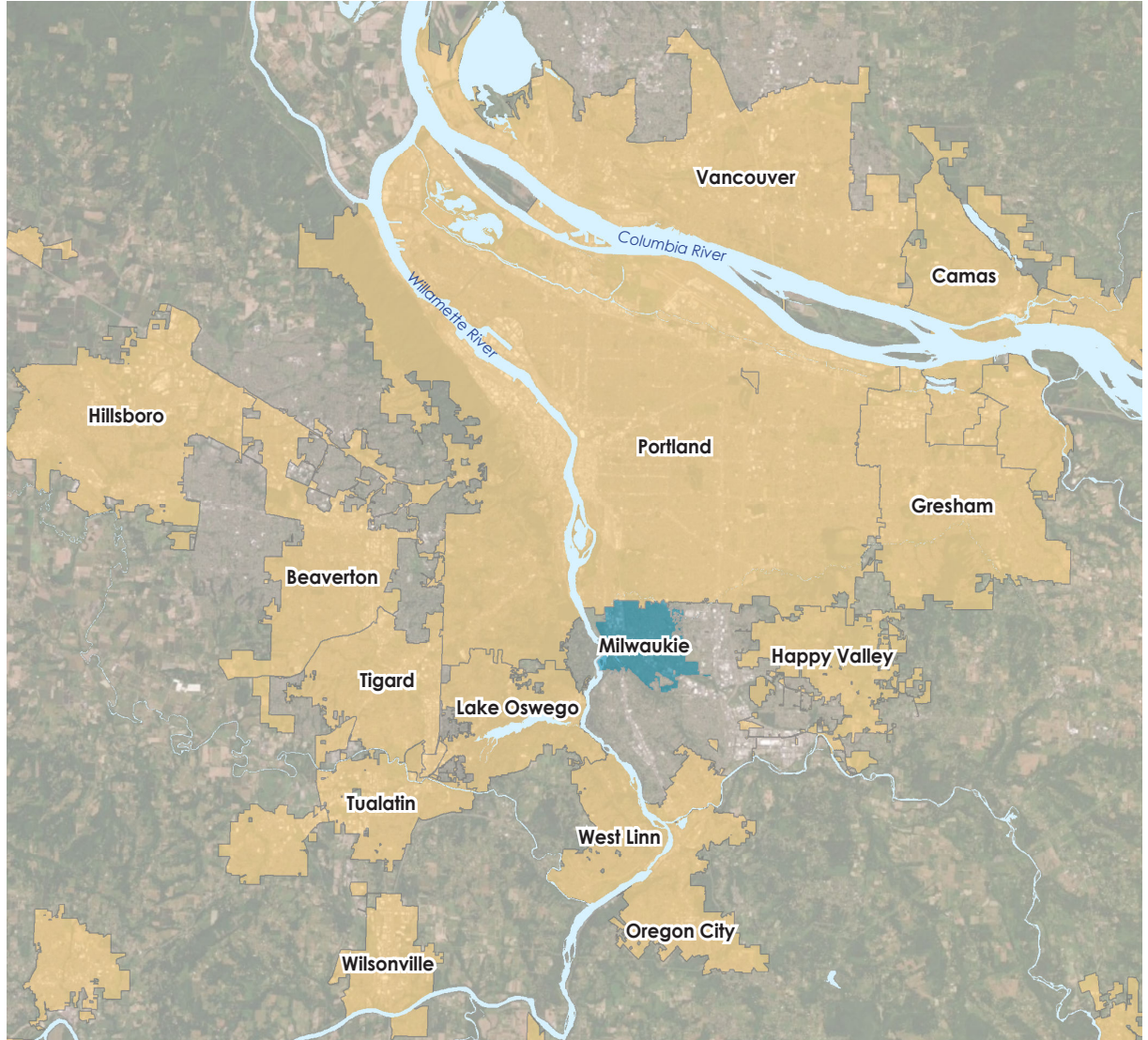
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Location Map



Legend

-  River or Stream
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-  City Boundaries



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MILWAUKIE'S HISTORY

The story of Milwaukie begins with the people of the Clackamas tribe, who arrived thousands of years before there was an organized Oregon Territory. The Clackamas lived on the east bank of the Willamette River (including Milwaukie) below Willamette Falls and into the foothills of the Cascade Mountains, in villages with populations that could number in the hundreds and swell further during fishing seasons. By the time settlers first began arriving via the Oregon Trail in 1841, the Clackamas population had been devastated by diseases such as smallpox and malaria that had been introduced by European explorers and fur traders, leading to a 98% reduction in the local population by 1853. In 1857, the remaining 78 tribe members were forced to relocate to Grand Ronde Federation land.

Milwaukie's history as an organized settlement dates back to the 1840s. In 1847, Lot Whitcomb made a donation land claim which encompassed Milwaukie Bay. He built a sawmill at Johnson Creek, a grist mill at Spring Creek, a flour mill at Kellogg Creek, and established a shipping empire. On his claim he platted the town of Milwaukie in 1848, which by 1850 had 500 residents and helped establish Milwaukie Bay as the first official port on the Willamette River. Orchardists Henderson Luelling and William Meek soon arrived via the Oregon Trail and

brought with them 700 grafted fruit trees, establishing Milwaukie as the agricultural center of Clackamas for years to come.

Luelling's brother, Seth (Lewelling), arrived a few years later. The 1850s also brought several thousand Chinese laborers to Oregon, including several dozen that worked for Lewelling in his Milwaukie orchards. One of these laborers was Ah Bing, who decades later was recognized as the creator of the Bing cherry.

In 1892, an electric trolley line connected Milwaukie to Oregon City and Portland, which attracted Portland elites who built summer homes around Kellogg Lake and near Elk Rock Island. Immigrants – primarily Germans, Italians, and Japanese – also arrived in larger numbers during this time to establish family farms. Milwaukie was incorporated as a city in 1903, and developers soon began plotting land for homes.

The Great Depression resulted in an economic downturn in Milwaukie as it did the rest of the country, but also led to New Deal programs that helped create McLoughlin Boulevard, which provided direct automobile access to Portland and Oregon City. The onset of World War II led to the creation of thousands of jobs in shipyards and other wartime industries in the region, and a major uptick in the city's population, which reached 5,000 people by the end of the war. It also resulted in the internment of residents of Japanese descent, very few of which returned after the war due to loss of their private property.

Milkewa Mill



Industrial Buildings on the Willamette River



Main Street Founders Parade 1950

All Photos: Milwaukie Historical Society

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MILWAUKIE'S HISTORY

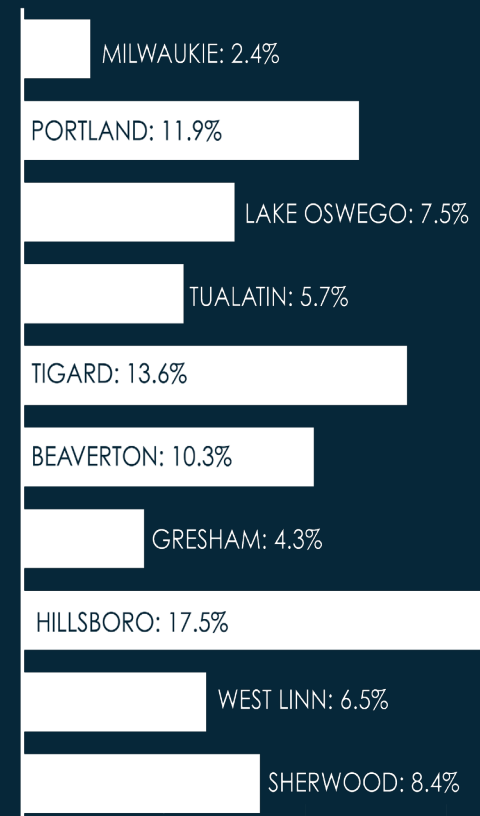
During the 1950s, suburban growth fueled by the rise of the automobile spread to Milwaukie and to the south and east of its boundaries, while the trolley line was shut down in 1958. New suburbanites and large annexations added to the city's growth into the 1960s, and the city's population reached 16,000 by 1970. The Kellogg Park housing development, which was created as worker housing during World War II, was converted into industrial lands and is now the North Milwaukie Innovation Area. 1970 also saw the construction of Hillside Manor, a nine-story affordable development owned by the Housing Authority of Clackamas County, on the site of their existing Hillside Park housing complex, which had also been built and served as working and military housing during World War II.

Interstate 205 was completed in 1983, which provided a new route to the east of the city and a connection to Highway 224, which had opened in 1969. The 1980s saw the creation of a new industrial and employment area along International Way, but also saw the opening of Clackamas Town Center and other regional malls contribute to an economic downturn for Downtown Milwaukie that lasted several decades. The following years were accompanied by slowing residential growth, with the city growing by just over 10% between 1980 and 2000, and experiencing no population

growth between 2000 and 2015.

The city is now bordered by developing or fully developed residential areas, and Milwaukie itself is largely built out and reliant primarily on infill and redevelopment opportunities. 2015 saw the opening of the Metropolitan Area Transit (MAX) Orange Line light rail service and an uptick in residential development that is anticipated to continue into the near future.

POPULATION GROWTH IN THE METRO AREA (2010-2019)



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MILWAUKIE'S FUTURE

According to the city's 2016 Housing Needs Analysis (HNA), Milwaukie's population is projected to grow by approximately 14% by the year 2040². However, this projection is derived from a regional population forecast, and is influenced by the city's historically low population growth rates, making future growth in Milwaukie difficult to project. There has been an uptick in residential development since TriMet began the MAX Orange Line light rail service in 2015, a trend that the city expects to continue in the near future as several public and private opportunity sites identified by the city are expected to be developed. The city will also be considering changes to its zoning code to allow for additional housing options throughout Milwaukie, which will influence growth in Milwaukie. The city must also prepare for the potential impacts of a changing climate on its future growth, as the Pacific Northwest has been identified as a likely destination for people looking to escape dryer and warmer climates.

The Housing Needs Analysis (HNA) assessed the City's 20-year supply of buildable land and whether it is sufficient to meet the City's projected residential growth. The HNA showed that the City has adequate land supply to meet its 20-year housing demand across a variety of housing types and household incomes, as required by Statewide Planning Goal 10.

² Source: U.S. Census, PSU Population Research Center, and Johnson Economics - Milwaukie Housing Needs Analysis, 2016

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MILWAUKIE'S COMMUNITY VISION

In late 2015, the city undertook a process, entitled Milwaukie All Aboard, to update its 20-year old Vision Statement. The 1995 Vision Statement was aspirational and ambitious in its vision of Milwaukie in 2015, calling for, among other things, an expanded city center, a renaissance of urban design, improved pedestrian and bicycle connections, and the return of public rail transit, which was realized with the opening of the MAX Orange Line in September 2015. However, with the Vision having reached its horizon, and the city experiencing new economic and housing pressures to grow, City Council called for the creation of a new Community Vision that would reflect community priorities and help guide city investments as it pursues the ideal Milwaukie of 2040.

The process to develop a new Community Vision was led by the Vision Advisory Committee (VAC), a group of Milwaukie residents appointed by City Council. The process resulted in the engagement of hundreds of residents and other community stakeholders via a series of town halls, meetings with neighborhood district associations (NDAs) and other groups, web-based surveys, and a variety of other outreach efforts. Based on this community feedback, the VAC crafted a new Community Vision, a series of Goal Statements, and an Action Plan comprised of

dozens of action items designed to help the city realize its Community Vision. City Council adopted the new Community Vision in September 2017.

The Comprehensive Plan is one of the key policy documents that guides implementation of Milwaukie's Community Vision as it relates to land use, the built and natural environments, and transportation. The Comprehensive Plan sets the policy framework for implementation of the vision, most notably through the development (zoning) code. The development code translates the vision into land use regulations that guide how land is developed in the city (**Figure X**).

Milwaukie's Comprehensive Plan has undergone numerous incremental changes over the past several decades, but the City has not completed a major update since 1989. The 2020 Comprehensive Plan update takes community priorities established in the 2015 Community Vision and translates them into goals and policies to guide growth and development in the city over the next 20 years.

FIGURE X: City land use hierarchy



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WHAT IS A COMPREHENSIVE PLAN & WHY DO WE PLAN?

The Comprehensive Plan is Milwaukie's primary land use document and includes a series of goals and policies that guide growth and development over a 20-year period. The Comprehensive Plan is a long-term plan that provides a foundation for decision-making on important issues and translates and reflects the community's social and economic values into a framework to guide future growth and development in the city. This includes activities related to the development of natural systems, the built environment, and associated services. The Comprehensive Plan is for all those who participate in the city's land use planning process, including local officials, persons with development interests, government agencies, neighborhood and community groups, and citizens representing all interests.

The Comprehensive Plan establishes a policy framework that helps inform other critical planning and regulatory documents used by the city to guide growth and development in Milwaukie. The Comprehensive Plan is primarily implemented through the Zoning Code, Land Division Code, and other city codes and ordinances, as illustrated in **Figure X**. Standards in those documents provide the

decision-making criteria that are used to make most land use decisions by the City of Milwaukie. However, consistency and compliance with the Comprehensive Plan is incorporated into legislative and quasi-judicial land use decisions. A primary purpose of Comprehensive Plan policies is to direct legislative decisions such as Comprehensive Plan and Zoning Map amendments, special area plan adoption, and adoption of development regulations.

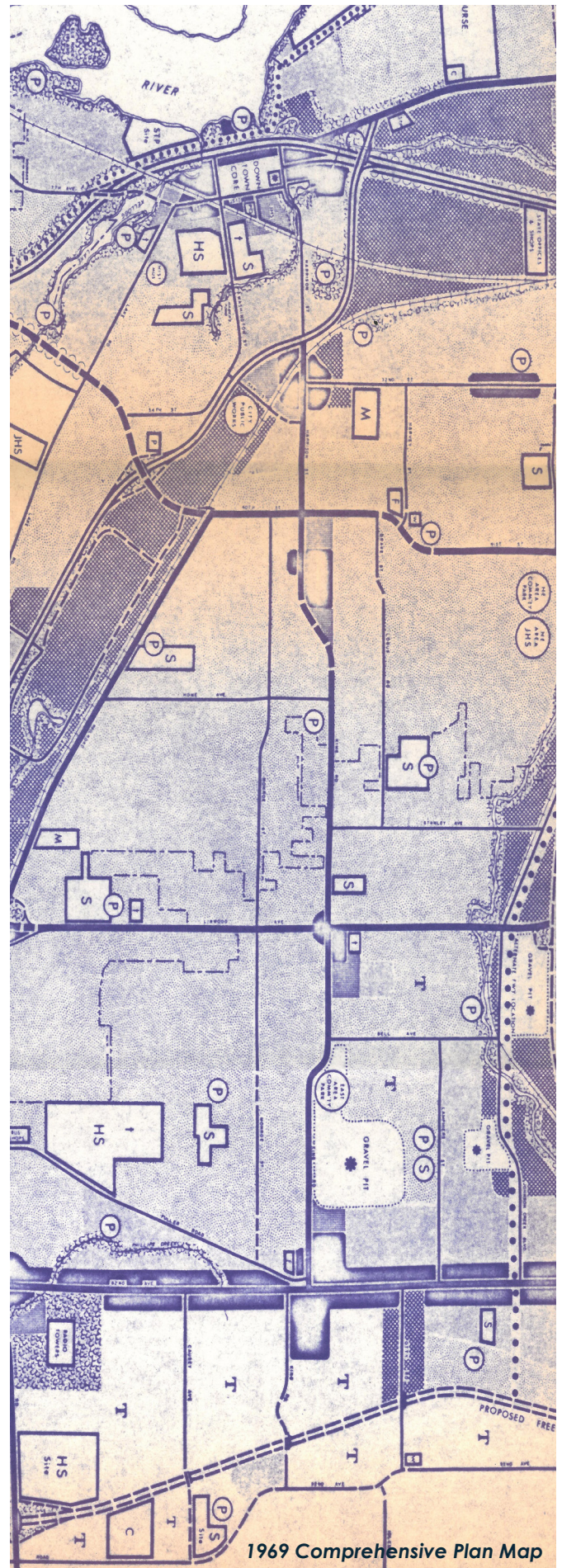
State and Metro Requirements

Oregon state law requires that all cities and counties adopt comprehensive plans that are consistent with the state's 19 Statewide Planning Goals, which were established in 1973 by the Oregon State Legislature. These goals set broad statewide policy direction for land use planning, citizen involvement, housing supply, economic development, transportation systems, public facilities and services, natural resources management, recreation, and more. They also direct the content within local jurisdictions' comprehensive plans. Under state law, all area and community plans, zoning codes, permits, and public improvement must be consistent with the Comprehensive Plan. This structure ensures that cities implement the state's policy goals first through the Comprehensive Plan, and then by more detailed supporting and implementing documents, which are in turn consistent with the

Comprehensive Plan. Comprehensive plans are reviewed for compliance with the statewide planning goals by the state's Land Conservation and Development Commission (LCDC) through the state's acknowledgment process.

There are thirteen Statewide Goals that Milwaukie's Comprehensive Plan must comply with:

- 1 CITIZEN INVOLVEMENT
- 2 LAND USE PLANNING
- 5 NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES
- 6 AIR, WATER, AND LAND RESOURCES QUALITY
- 7 AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS
- 8 RECREATIONAL NEEDS
- 9 ECONOMIC DEVELOPMENT
- 10 HOUSING
- 11 PUBLIC FACILITIES AND SERVICES
- 12 TRANSPORTATION
- 13 ENERGY CONSERVATION
- 14 URBANIZATION
- 15 WILLAMETTE RIVER GREENWAY



1969 Comprehensive Plan Map

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In addition to the Statewide Planning Goals, a comprehensive plan must also comply with the requirements of Metro, the regional government agency for Clackamas, Multnomah, and Washington Counties. Metro is responsible for managing the Portland Metropolitan Area's UGB and implements a coordinated plan for managing growth within the UGB. The UGB serves to control urban expansion onto rural (farm and forest) lands, and to instead focus growth in existing urban areas. Metro does this through the 2040 Growth Concept (adopted in 1995), which identifies a series of urban design components that serve as the focal points for growth. The 2040 Growth Concept places a priority on accommodating growth through infill development and redevelopment so that the region can maintain its rural and natural areas that residents cherish.

Local jurisdictions such as Milwaukie use their comprehensive plans to show how they comply with the 2040 Growth Concept and Statewide Planning goals. The Urban Growth Management Functional Plan (UGMFP) includes directives for changes to a local government's comprehensive plan, development code, and associated maps, and provides the tools and guidance for local jurisdictions to implement the regional policies outlined in the 2040 Growth Concept and Regional Framework Plan. The UGMFP consists of 12 code titles

pertaining to compliance procedures, as well as regulations for a range of topics covering many sections of Milwaukie's Comprehensive Plan.

Milwaukie's Transportation System Plan (TSP), a component of the Comprehensive Plan, must also comply with the requirements of Metro's Regional Transportation Plan (RTP). The RTP is used to coordinate and plan investments to the transportation system for metropolitan region and was most recently updated in December 2018. As further detailed at the end of Section 1.4, the city will be updating its TSP in 2021, and will be updating the transportation chapter (Chapter 6) when the new TSP is adopted.

The 2040 Growth Concept was adopted by the Metro Council in 1995 and provides a framework for growth in the Portland metropolitan region, with ten urban design categories serving as the focal points for growth.

Plan Background

It has been nearly 30 years since the City of Milwaukie has updated the Comprehensive Plan. Since the last update Milwaukie has experienced a number of significant changes, including the emergence of new housing types, evolving industry and employment trends, and the opening of the MAX Orange Line light rail service. In the 30 years since the last major update, the city has also transitioned from a full-service city to one that now utilizes special service districts for fire protection and parks and recreation services.

LCDC has historically required cities to update their comprehensive plan and land use regulations through a process known as “periodic review.” Periodic review was adopted by the state legislature in an effort to ensure that local comprehensive plans are updated periodically to respond to changes in conditions, coordinate with other comprehensive plans and investments, and maintain compliance with statewide planning goals, statutes, and rules. The state works with local jurisdictions to develop a work program that addresses topics to be covered as well as public outreach.

Oregon Revised Statutes (ORS) Section 197.629 calls for cities in the Portland metropolitan areas with over 2,500 residents to conduct periodic review every seven years, according to a schedule established by LCDC. However, the state’s periodic review program has not been consistently funded or enforced in recent years, and periodic review requirements were scaled back in 2011 by the state legislature to address only economic development, needed housing, transportation, public facilities, and urban growth.

Outside of periodic review, local cities are able to update their comprehensive plans through a process known as a post-acknowledgment plan amendment (PAPA), the requirements for which can be found in ORS Sections 197.610 through 197.615. This Comprehensive Plan document was adopted through the PAPA process, and until LCDC establishes a formal schedule for periodic review, the city intends to review its Comprehensive Plan every 7-10 years and make necessary PAPAs to ensure it stays current and reflects community priorities.

While the Comprehensive Plan itself has not been updated in several decades, the city has done significant long-range planning work in the intervening years **(see Figure X for a timeline)**. This includes adoption of master plans, subarea plans, and other studies that have become ancillary documents to Comprehensive Plan and/or incorporated in the Comprehensive Plan itself. Examples of these efforts from the last several years include the Moving Forward Milwaukie project (2015), which saw the adoption of the Central Milwaukie Land Use and Transportation Plan and updates to the Downtown and Riverfront Land Use Framework Plan (first adopted in 2000); adoption of the Tacoma Station Area Plan (2013); and several updates to the Transportation System Plan (last update in 2018). A complete update to the Comprehensive Plan serves to create a central document that reflects the 2040 vision for the entire Milwaukie community.

The city began work on updating the Comprehensive Plan in late 2017 and spent two years completely updating the Plan’s goals and policies, with the exception of the Transportation chapter and land use designations, which will be updated as part of a separate process. This update is based on a robust community engagement process led by the Comprehensive Plan Advisory

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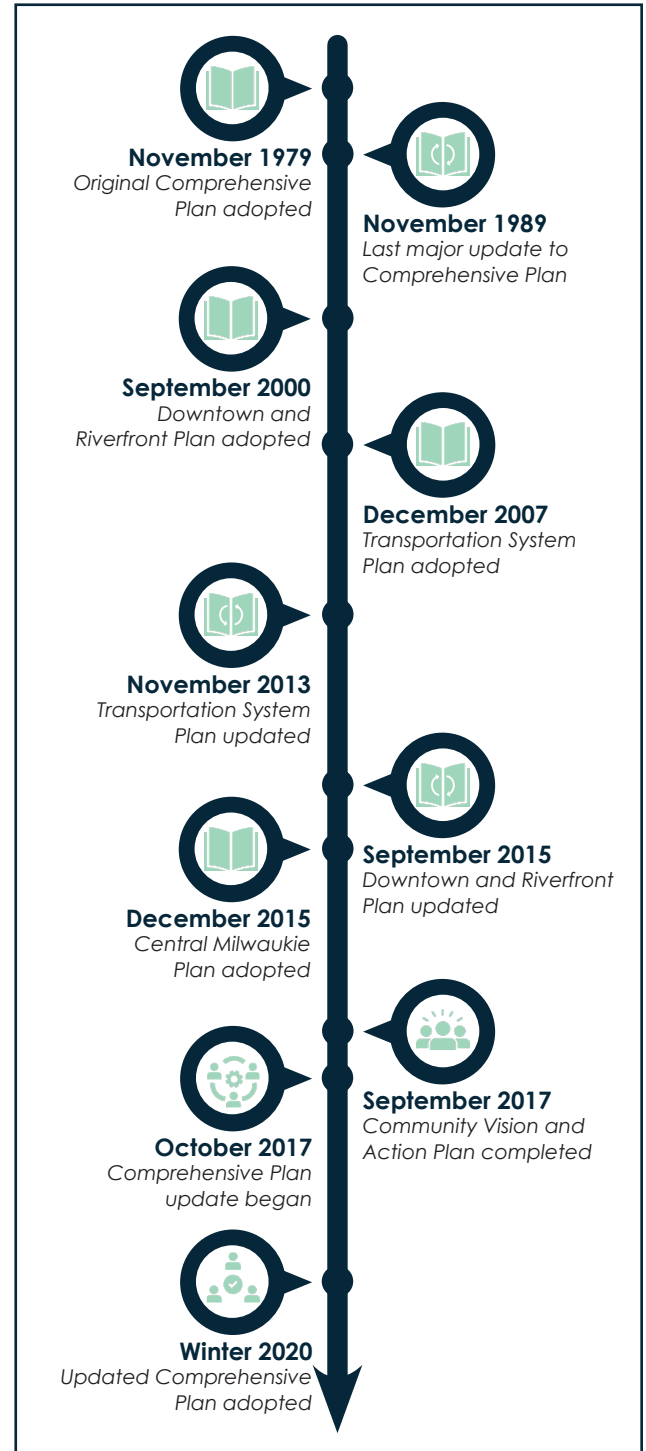
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Committee (CPAC), a group of local residents appointed by City Council that helped craft the goal and policy language and facilitate conversations with the community. Policy language is based on input from hundreds of Milwaukie stakeholders that participated in the process through a series of neighborhood meetings, town halls, open houses, and online surveys.

The process was broken up into four blocks of work, with 3-4 topic areas within each block (with the exception of housing, which had a dedicated block of work). Each block of work had an open house or town hall, an accompanying online survey, other public events, and multiple work sessions before Planning Commission and City Council. At the conclusion of each block, City Council adopted a resolution “pinning down” the draft policies. Prior to the adoption of the document, the community had additional opportunities to comment on the updated Comprehensive Plan, including at public hearings before Planning Commission and City Council.

FIGURE X: City's Long Range Planning Work Timeline



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HOW THIS DOCUMENT IS STRUCTURED

Utilizing the Vision's Format in the Comprehensive Plan

Milwaukie's Community Vision was developed around a set of four lenses – the “4 P's” of People, Place, Planet, and Prosperity (Figure 2) – that sought to illustrate how actions taken by the city and its partners can achieve multiple objectives and manage growth in a considerate, equitable, and cost-effective way. Utilizing a framework based on these four lenses, the VAC then developed a Vision Action Plan that was organized around a series of three goal statements per lens, with 6-10 individual action items falling under each goal statement.

The Vision Action Plan is comprised of nearly 100 action items grouped under 12 goal statements. With input and analysis from the community, city staff, and the VAC, action items were prioritized and organized under a series of five “Super Actions”.

The Community Vision calls for Milwaukie to promote sustainable development practices that integrate the built and natural environments, to prioritize life-sustaining natural resources, to be a net-zero consumer of energy, and to be resilient in the face of climate change. The Comprehensive Plan reflects this desire for sustainable growth and development through goals and policies that foster community,

create complete neighborhoods, and promote environmental stewardship and community resiliency. In developing the updated goals and policies, the CPAC utilized a modified version of the Vision's four lenses, evaluating the policies for how they might help achieve 1) equity, 2) affordability, 3) sustainability, and 4) livability.

Format for Document: Chapters, Topics, Goals, Policies

Chapters and Topics

The five Super Actions in the Community Vision provide an organizational framework and natural bridge to the Comprehensive Plan. As shown in **Figure X**, the Comprehensive Plan includes five chapters (Chapters 2-6) that are directly derived from the Community Vision's five Super Actions. Each chapter includes one or more topic areas (housing, economic development, natural resources, etc.) that address the requirements of Oregon's Statewide Planning Goals and Metro's UGMFP and aim to reflect community priorities identified in the Community Vision. Each chapter includes a brief introduction addressing the topics covered and why the topics have been grouped together. For each topic area within a chapter, there is a brief summary of the regulatory framework and key issues related to that topic.

Goals and Policies

The core of the Comprehensive Plan lies in the goals and policies developed for each topic area. Each topic area in the Comprehensive Plan starts with an overarching goal that establishes the general purpose for that topic. For example,

the Housing overarching goal calls for a “range of housing types and options that meet the needs of Milwaukie residents of all household sizes, incomes, and preferences.”

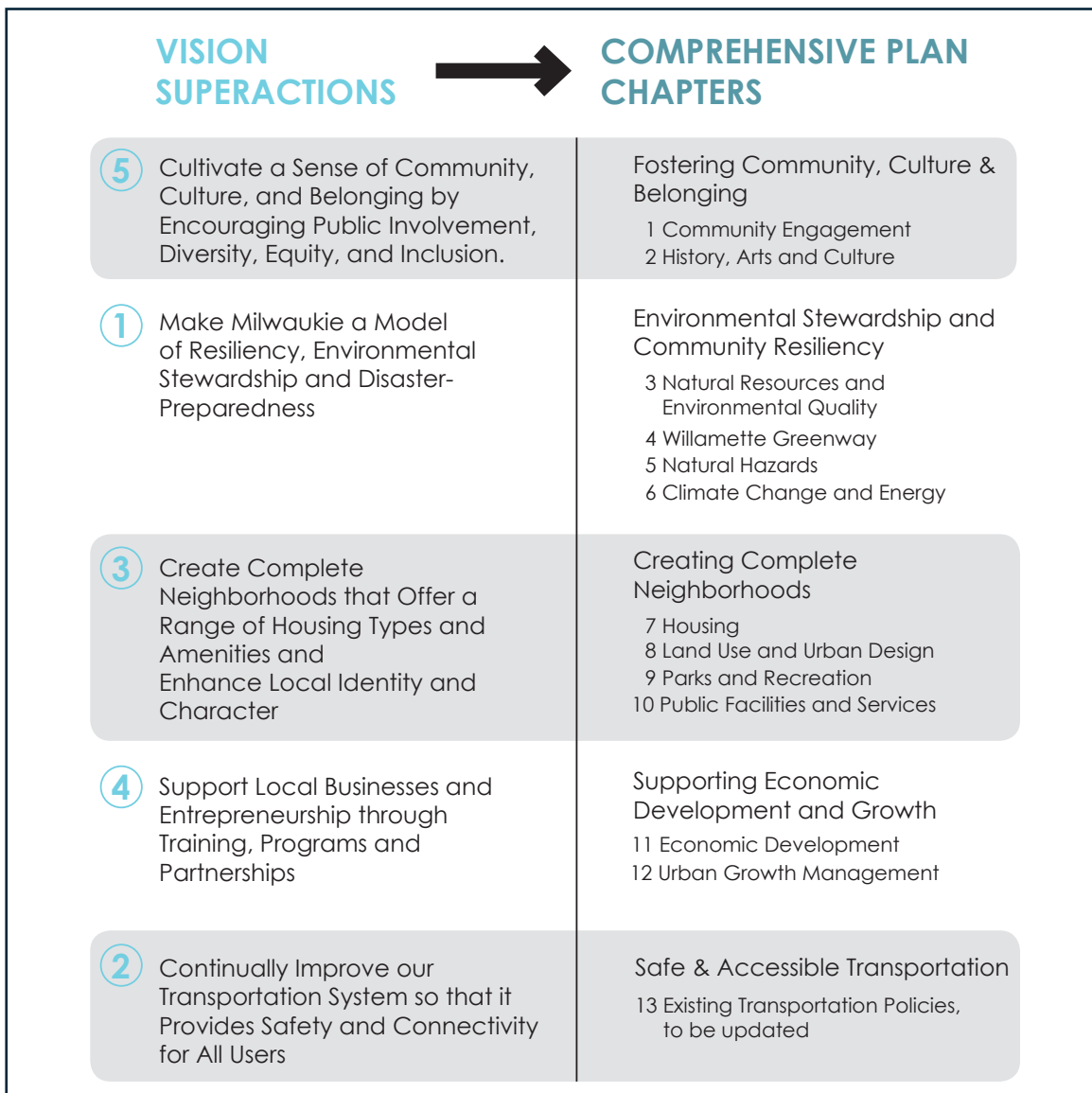
Beneath the overarching goal, each topic area then includes several goals that outline the city’s long-term aspirations in meeting that overarching goal. Again, using the Housing example, the city has four goals related to housing: affordability, equity, sustainability, and livability. Finally, beneath each goal are a series of policies designed to help achieve that goal. Policies provide the legislative framework for programs, code language, and other items that help

implement the Comprehensive Plan and serve as the roadmap within the land use and transportation planning process for arriving at the destination called out in the Community Vision and Comprehensive Plan goals.

Future Work

As noted above, this Comprehensive Plan includes transportation goals and policies that have been carried forward from the last update to the Transportation System Plan in 2013. When the city updates the TSP , those goals and policies will be amended via a separate ordinance. In addition, the city has not made any amendments to the Comprehensive Plan land use map, Comprehensive Plan land

Figure X: Vision to Comprehensive Plan Diagram



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use designations, or subarea plans such as the Town Center Plan as part of this update, or to its public facility master plans. These components and documents have been carried forward as part of this process and will be updated in 2020 and beyond, as the city considers amendments to its Zoning Code and other documents. Zoning code amendments will address a variety of topics, such as expanding housing options in residential neighborhoods, protecting natural resources, expanding the city's tree canopy, and updating flood management standards.

HOW TO USE THIS DOCUMENT

Chapter identifier. The overarching theme for the chapter under which similar sections are located.

Section identifier. Each section is in numbered order and includes a title describing the purpose of the section.

Overarching Section Goal. Each section has a broad overarching goal that defines the purpose of that section.

Goal Identifier. Each goal is in numbered order and includes a title describing the purpose of the goal

Goal Statement. A goal is a broad statement of purpose that defines the community's ideal future.

Policy Identifier. Each policy is preceded by a number based on the goal and policy order

Policy Statement. A policy is a clear statement guiding a course of action for decision-makers to achieve a desired goal.

Defined Term. Terms that are defined in the glossary are signified by an underline (in the first occurring instance in a goal).

Call Out Box. When there are statements or processes that need extra clarification beyond a glossary definition.

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3 NATURAL RESOURCES & ENVIRONMENTAL QUALITY GOALS & POLICIES

OVERARCHING SECTION GOAL

Protect, conserve and enhance the quality, diversity, and resiliency of Milwaukee'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 - AWARENESS AND EDUCATION

Prioritize the protection of Milwaukee's natural resources and environmental quality through the use of best available science 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, an other natural resources through both technology and in-field verificatio

CALL OUT BOX

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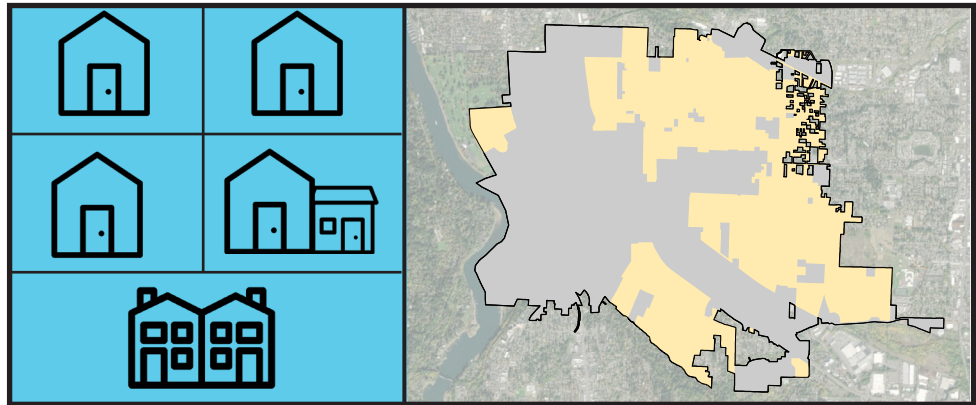
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LAND USE DESIGNATIONS

The following list of land use designations is 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 (8) land use designations are illustrated on the Comprehensive Plan Land Use Map (Map XX).

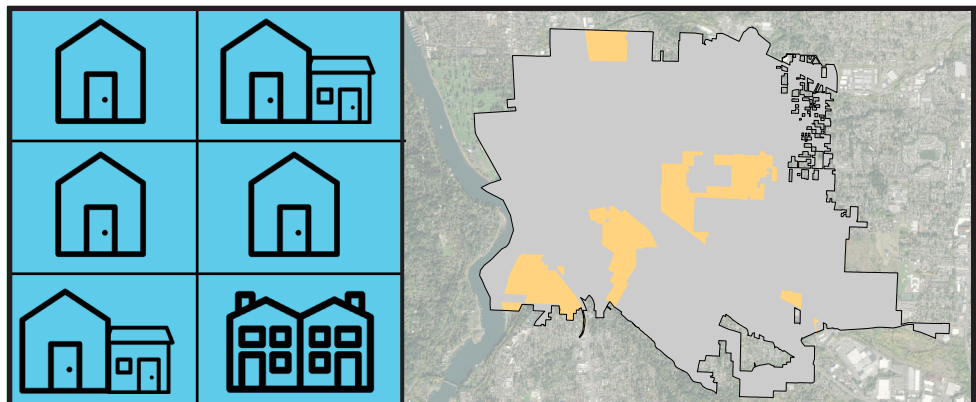
The list of permitted housing types and density ranges under each land use designation have been slightly revised from previous Comprehensive Plan policy language in order to match the uses and standards already permitted by the implementing zoning districts, which can be found in Title 19 of the Milwaukie 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) & R-7 (5.0-6.2 units/acre)



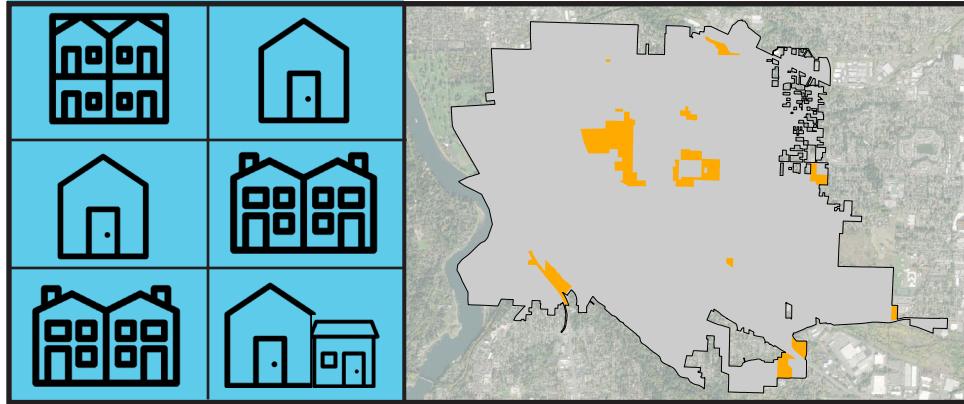
- a. Permitted housing types include single family detached, accessory dwelling units, and duplexes on large lots.
- b. Transportation routes are limited primarily to collectors and local streets.
- c. Sites with natural resource or natural hazard overlays may require a reduction in density.

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



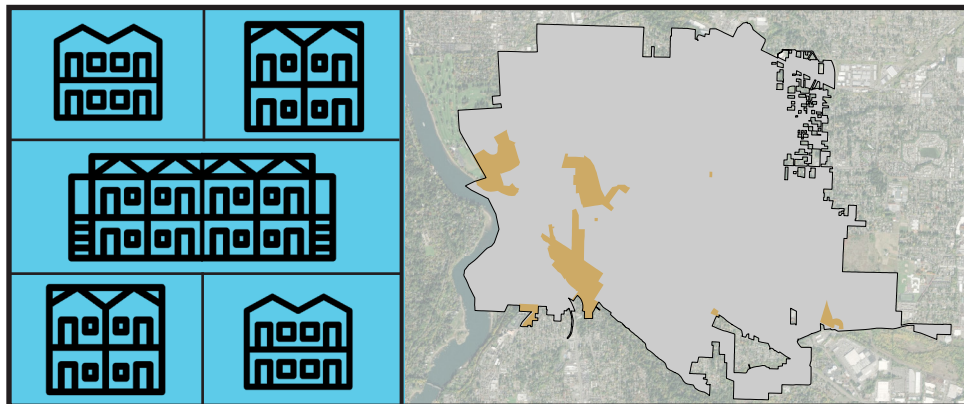
- a. Permitted housing types include single family detached on moderate to small lots, accessory dwelling units, and duplexes.
- b. Convenient walking distance to a transit stop or close proximity to commercial and employment areas distinguish moderate density residential from low density residential.

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



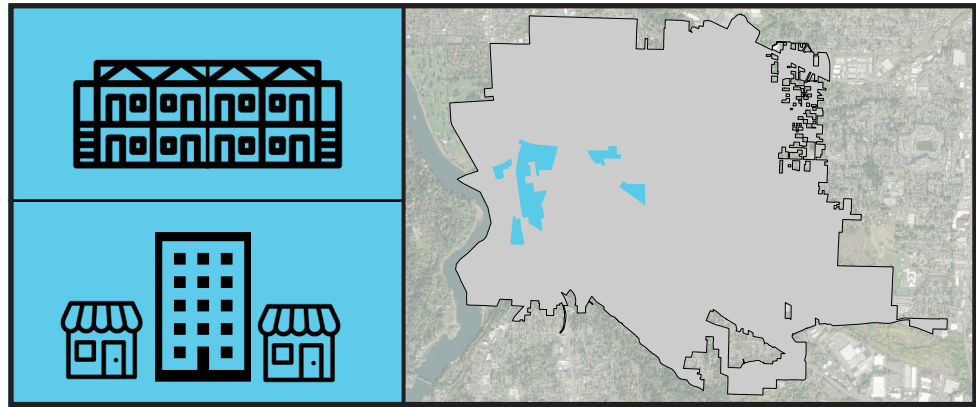
- a. Permitted housing types include single family detached on small lots, duplexes, accessory dwelling units, cottage clusters, and in limited areas, multi-family development.
- b. These areas typically have access to major or minor arterials. Siting should not result in increased traffic through Low 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 & R-1-B (25.0-32.0 units/acre)



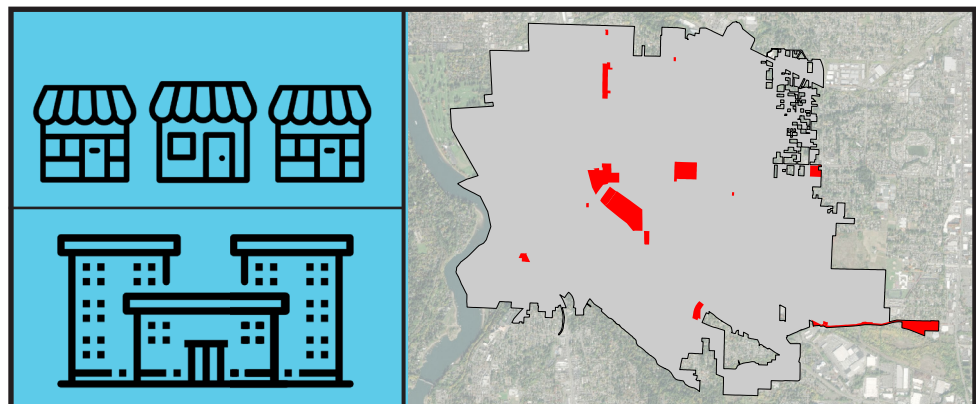
- a. A wide variety of housing types are permitted, with the predominant housing type being multifamily units.
- b. These areas should be adjacent to or within close proximity to downtown or district shopping centers, employment areas and/or major transit centers or transfer areas.
- c. Access to High 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 & GMU



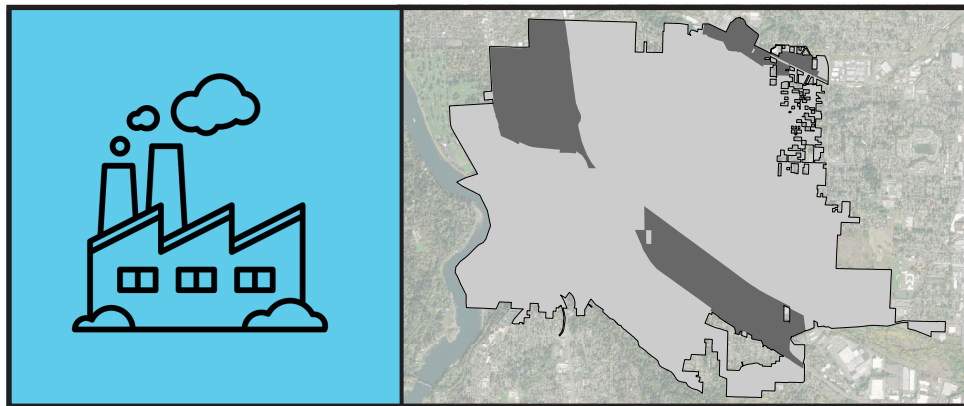
- a. Mixed-use development combining residential high-density housing with retail, personal service, commercial, and/or offices, is encouraged.
- b. The Downtown and Riverfront Land Use Framework Plan and the Downtown Mixed -Use Zone shall implement Subarea 1 of the Town Center Master Plan.
- c. Downtown 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. 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 TriMet 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.

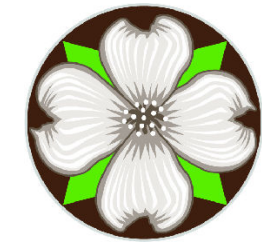
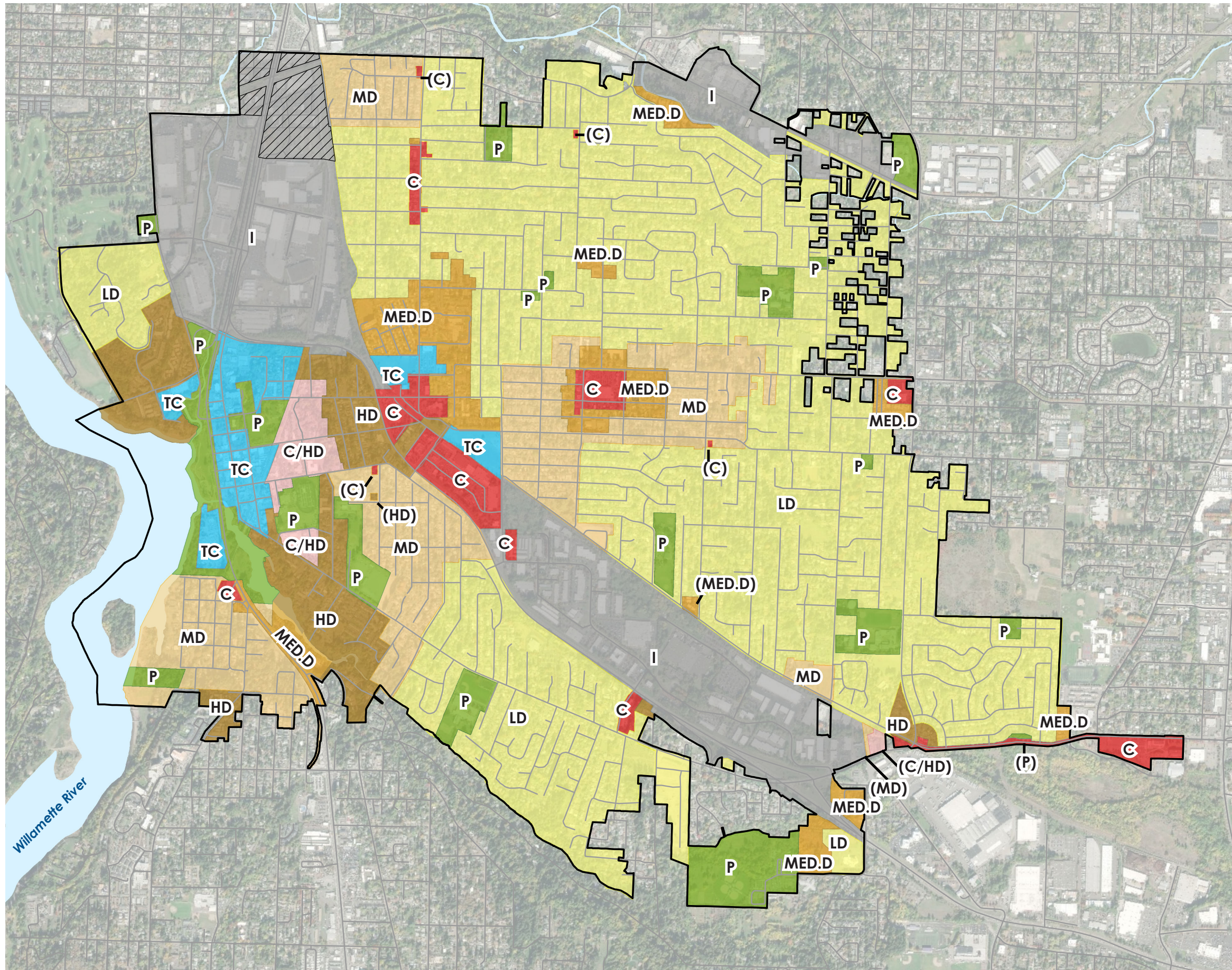
Industrial Zones: M, BI, MUTSA, NME



- a. Industrial uses are concentrated in three major areas:
 - i. The North Milwaukie Innovation Area (NMIA) along Hwy 99 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 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 & 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.



Land Use

Legend

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

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



FOSTERING COMMUNITY, CULTURE & BELONGING



“Milwaukie is an inclusive community of diverse people from a variety of backgrounds that honors our differences and shared similarities. We are engaged and come together in many ways through various events and community gathering places, where we can celebrate our interests and passions.”

- Milwaukie 2040 Community Vision



Photo: Hamid Shibata Bennett

FOSTERING COMMUNITY, CULTURE & BELONGING

What makes Milwaukie a unique, engaged, and welcoming community? How do we recognize and cherish our past, while ensuring that the city's diverse stakeholders have a voice in identifying community priorities and planning for our future?

This chapter includes two sections that include a series of goals and policies that aim to answer these questions. The chapter is derived from Super Action 5 in the 2017 Milwaukie Community Vision, which calls for the city to "Cultivate a Sense of Community, Culture, and Belonging by Encouraging Public Involvement, Diversity, Equity, and Inclusion." The Super Action provides policy direction for complying with Statewide Planning Goals 1 (Citizen Involvement) and 5 (Historic Areas). It also addresses topics such as arts and culture that, while not required to be included in a Comprehensive Plan, are integral in shaping the development of Milwaukie.

STATEWIDE PLANNING GOALS ADDRESSED

- 1 CITIZEN INVOLVEMENT
- 2 LAND USE PLANNING
- 5 NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES

The State of Oregon has 19 total statewide planning goals. All comprehensive plans in the state must show they meet all relevant planning goals.

SECTIONS INCLUDED IN THIS CHAPTER

- 1 COMMUNITY ENGAGEMENT
- 2 HISTORY, ARTS & CULTURE



Carefree Sunday 2019



Halloween in Downtown Milwaukie



Community Members at a Movies in the Park event

1 COMMUNITY ENGAGEMENT BACKGROUND SUMMARY

CONTEXT

Milwaukie is fortunate to have a community that is engaged in a wide variety of issues that affect the city. For topics related to land use planning, which can be technical and complex in nature, the Comprehensive Plan provides the policy framework for community engagement, and serves to identify opportunities and processes to inform, involve, listen, and respond to the public.

Statewide Planning Goal 1 (Citizen Involvement) helps guide the city's community engagement. Goal 1's guidelines call for the creation of a citizen involvement program that "insures the opportunity for citizens to be involved in all phases of the planning process," and covers everything from a minor design review land use application to a full update of the Comprehensive Plan. Milwaukie complies with this requirement through robust community engagement that varies based on the scope and complexity of the project. Examples include:

- Coordination with and support of the city's neighborhood district associations (NDAs). The city's seven (7) active NDAs help organize neighborhood events, comment on land

use applications, and keep their neighbors involved and informed of local and regional plans and projects.

- Regular meetings of volunteer citizen boards and committees such as the Milwaukie Arts Committee, Planning Commission and Design and Landmarks Committee.
- Extensive use of the city's website and social media platforms to provide information about city projects, programs, meetings, and other events.
- Coordination with local and regional partners.
- Outreach and engagement activities at local community and neighborhood events.

Community Visioning

In 2016-2017, the City of Milwaukie underwent an extensive public process to craft a Community Vision. The process resulted in a new vision statement and a set of action items that were designed to achieve a series of goals over the next 20 years. The outcomes of that process – which incorporated input from a community advisory group, partners agencies, and a diverse set of Milwaukie residents and stakeholders- strongly informed the goals and policies of the Comprehensive Plan.

KEY ISSUES

The following key issues were identified and addressed during the 2019 Comprehensive Plan update:

- **Planning for Diversity**

Milwaukie is not currently a racially diverse community; 82% of Milwaukie's population was non-Hispanic white, according to 2017 US Census data. However, the city is likely to become more diverse in the future. Planning for the future should include ways to increase and engage more racially and ethnically diverse communities. It is also important to ensure that voices from community members, across a full spectrum of ages, incomes, and perspectives and in all of Milwaukie's neighborhoods, are being heard equally in planning activities. In addition, the city is also trying to create a community that is inclusive and attractive to people of all kinds.

- **Digital Technology**

The introduction and widespread use of smartphones and the Internet have fundamentally changed the way we communicate and conduct business. These technological innovations can now be used as community

engagement tools, but there is still a divide between those that have access to digital technology and those that do not. The city will continue to conduct outreach that does not require use of a smartphone or internet to ensure it is reaching a broad cross section of community members, but also continue using innovative technology to engage the community.

- **Changing Engagement Needs and Strategies**

Traditional community engagement in the past has largely involved events such as town halls or public hearings, which require the physical presence of participants and significant time commitment. While still important, the city has begun to use a wider range of tools to engage the community, including online surveys, events tailored to families with children, and the use of translation services to facilitate participation for non-native English speakers. The city has also worked with community groups and partners to help engage a wider range of community members and meet them where they gather. This allows better engagement through sensitivity to different cultural needs.



Photo:
Hamid Shibata
Bennett

Community members
discussing topics at a
Comprehensive Plan
Update Town Hall

1 COMMUNITY ENGAGEMENT GOALS & POLICIES

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 committees and commissions through broad outreach.

POLICY 1.1.2 Ensure publications, 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.

Diversity, Equity & Inclusion (DEI)

Diversity and Inclusion is the concept of engaging and involving a wide variety of stakeholders with different backgrounds in land use related activities and decision-making, while **Equity** deals with providing access and opportunities to groups that have historically experienced obstacles to participation.

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 of 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 City Council will appoint and maintain a Community Involvement Advisory Committee (CIAC) 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 to the Plan that includes representatives from all neighborhoods, groups that have been historically underrepresented, and that reflect a variety of interests and perspectives.

Community Involvement Advisory Committee (CIAC)

Statewide Planning Goal 1 calls for cities' land use programs to include an officially recognized committee for citizen involvement that is broadly representative of geographic areas and interests related to land use and land use decisions.

1 COMMUNITY ENGAGEMENT GOALS & POLICIES

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 1.3.5 Prioritize funding in the planning budget to support inclusive community engagement and participation.

GOAL 1.4 - UPHOLD NEIGHBORHOOD DISTRICT ASSOCIATIONS (NDAs)

Continue to support, inform, consult, and empower community members through the Milwaukie 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.

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2 HISTORY, ARTS & CULTURE BACKGROUND SUMMARY

CONTEXT

Milwaukians are proud of our history, heritage and culture, and appreciate the influence that creativity has on our city and our lives. City residents represent a variety of backgrounds, ethnicities, and experiences that add value and diversity to our community. As detailed in the Community Vision, art is also an important community priority and component of the built environment, adding cultural, economic, visual and emotional value to the city while supporting economic growth and livability.

While historic areas and resources are a component of Statewide Planning Goal 5, the topics of history, arts and culture are not otherwise required to be addressed in comprehensive plans. However with the Community Vision, community members recognized the interconnection between the arts, our past, and our future and therefore these topics have been incorporated as a new section of the Comprehensive Plan. This section provides a set of goals and policies that aim to outline how history, the arts, and culture can be integrated into the land use planning process.

KEY ISSUES

The following issues related to Arts and Community Culture were identified and addressed through the city’s 2019 Comprehensive Plan update:

- **Historic Resources and Preservation**
Milwaukie maintains a list of historic resources throughout the city that serves to document the architectural and cultural history of the city. However, the most recent inventory was completed in 1988. Updating the inventory would likely capture additional resources that now qualify as historic resources. The City also has an opportunity to strengthen its current mechanisms for protecting historic resources—potentially through enhanced preservation programs or incentives—to better meet the requirements of Statewide Planning Goal 5.
- **Community/Special Events**
In addition to its historical resources, Milwaukie is also home to a range of activities and resources that embrace and celebrate arts and culture within the community. Weekly and monthly reoccurring events such as the Farmer’s Market and First Fridays, and annual celebrations such as the Umbrella Parade and Tree Lighting, bring community members together in a way that fosters our small-town appeal.

Throughout the year, the Milwaukie Arts Committee, works to support artists and connect community members with art by sponsoring a range of events and activities.

- **Celebrating Diverse Cultures**

Exploring each other's stories and experiences via art helps us understand the context and diversity of our community at the same time it strengthens our sense of shared culture. For example, the Milwaukie Museum, run by the Milwaukie Historical Society, is also dedicated to all aspects of Milwaukie's history and will continue to do so. This section emphasizes the importance of celebrating diversity in art and culture through programs, events, and incentives supporting art that reflects the diversity of Milwaukie's community.



Photo: Milwaukie Historical Society *Portland To Milwaukie On The Interurban, 1954*



Photo: Milwaukie Historical Society

**Henneman's Farm
1885-1905**

2 HISTORY, ARTS & CULTURE GOALS & POLICIES

OVERARCHING SECTION GOAL

Encourage and implement arts, cultural and history-based programs, projects, and spaces that celebrate Milwaukie's diversity and it's 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.

Historic and Cultural Resource Inventories

Historic and cultural resources are sites, structures, districts, objects, and buildings within Milwaukie that reflect the city's unique architectural, archaeological, and historical heritage. The city maintains an **inventory** of historic and cultural sites, consistent with state and federal regulations.

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.

Public Art: Murals in Milwaukie

Public art adds color, vibrancy, and character to the urban environment while creating a sense of place for the community and a destination for visitors. In 2014, the Milwaukie City Council adopted an ordinance establishing a process for reviewing large **murals** that cover full building walls, and a simpler public process for permitting smaller murals.

2 HISTORY, ARTS & CULTURE GOALS & POLICIES

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, local organizations, and educational institutions to market Milwaukie as a place that values the arts.

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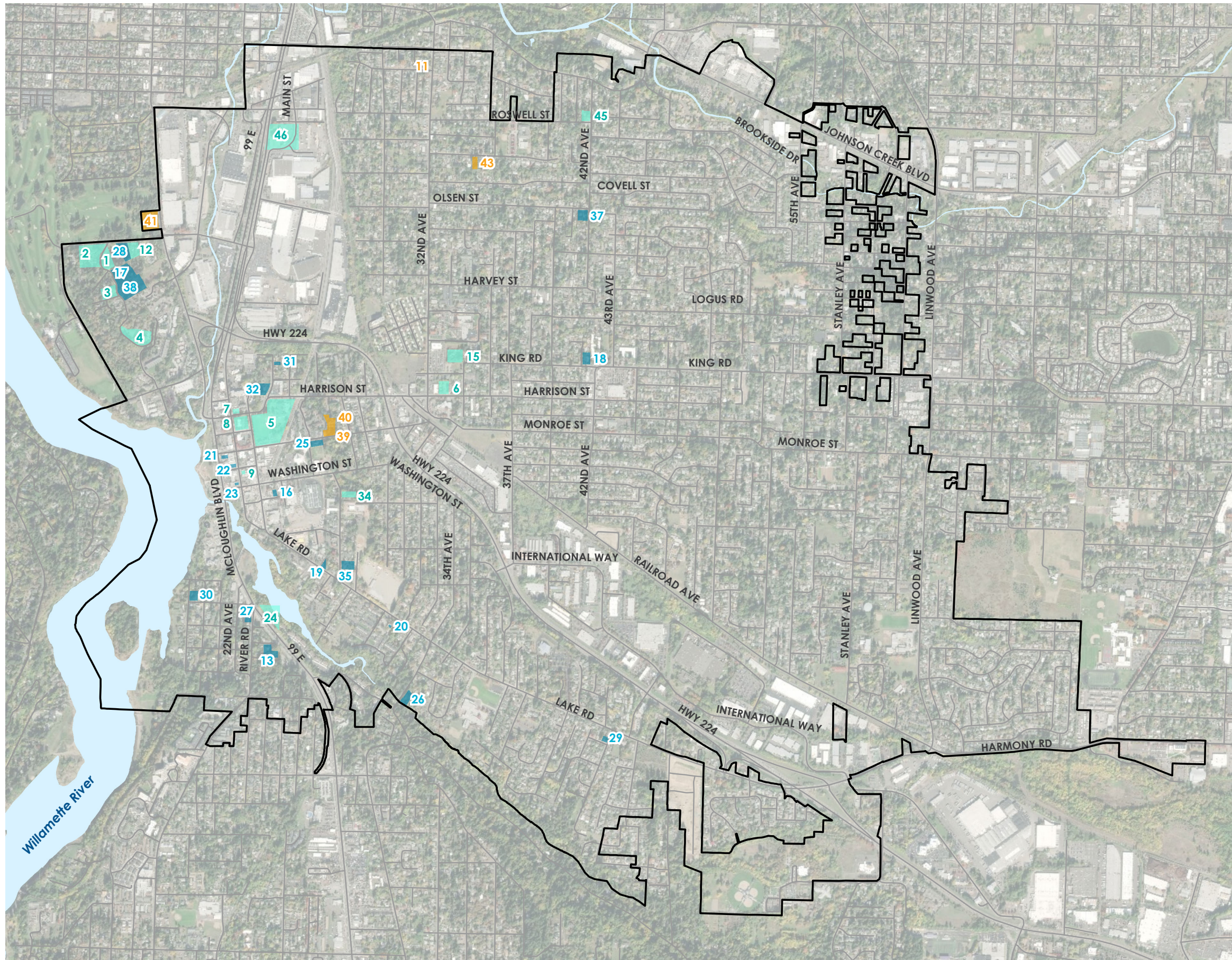
Historic Resources Inventory

Legend

-  Significant Resource
-  Contributing Resource
-  Unranked Resource
-  Historic Property List Number*
-  Milwaukie City Limits
-  Street

*The Historic Properties list is included in Appendix B of the Comprehensive Plan

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



ENVIRONMENTAL STEWARDSHIP & COMMUNITY RESILIENCY



Photo: Mark Gamba

“Milwaukie nurtures a verdant canopy of beneficial trees, promotes sustainable development, and is a net-zero energy city. The Willamette River, Johnson Creek, and Kellogg Creek are free flowing, and accessible. Their ecosystems are protected by a robust stormwater treatment system and enhanced by appropriate riparian vegetation. Milwaukie is a resilient community, adaptive to the realities of a changing climate, and prepared for emergencies, such as the Cascadia Event.”

- Milwaukie 2040 Community Vision



ENVIRONMENTAL STEWARDSHIP & COMMUNITY RESILIENCY

As the city continues to grow, how do we accommodate new businesses and residents while preserving the natural resources that Milwaukians value and cherish? How do we adapt to a changing climate and increased threats of natural disasters, such as floods and wildfires?

This chapter includes four sections that include a series of goals and policies that aim to answer these questions. The chapter is derived from Super Action 1 of the 2017 Milwaukie Community Vision, which calls for the city to “Make Milwaukie a Model of Resiliency, Environmental Stewardship, and Disaster-Preparedness.” It includes traditional topics covered by the statewide planning goals, such as natural resources and the Willamette River Greenway, as well as important issues that have gained prominence more recently, such as climate change adaptation and mitigation.

STATEWIDE PLANNING GOALS ADDRESSED

- 5** NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES
- 6** AIR, WATER AND LAND RESOURCES QUALITY
- 7** AREAS SUBJECT TO NATURAL HAZARDS
- 13** ENERGY CONSERVATION
- 15** WILLAMETTE RIVER GREENWAY

The State of Oregon has 19 total statewide planning goals. All comprehensive plans in the state must show they meet all relevant planning goals.

SECTIONS INCLUDED IN THIS CHAPTER

- 3** NATURAL RESOURCES AND ENVIRONMENTAL QUALITY
- 4** WILLAMETTE GREENWAY
- 5** NATURAL HAZARDS
- 6** CLIMATE CHANGE AND ENERGY



Arbor Day Event 2019



Electric Avenue Opening



Opening of Wichita Park

All Photos:
Hamid Shibata Bennett

3 NATURAL RESOURCES & ENVIRONMENTAL QUALITY

BACKGROUND SUMMARY

CONTEXT

Natural resources and environmental quality are interrelated topics that share many common goals, challenges, and regulatory approaches. Milwaukie has a wealth of natural resources that shape the city's character. The Willamette River—one of Oregon's greatest natural resources—forms the city's western boundary. The city also contains wetlands, riparian zones, salmon-bearing creeks, terrestrial habitats, tree canopy, and a diversity of plant and animal species. These resources provide a variety of important ecosystem services, floodwater management, outdoor recreation opportunities, and contribute to a sense of place and community.

Environmental quality looks beyond specific natural resources, and incorporates the protection of air quality, water quality, soils, and other land resources and systems. Maintaining and enhancing environmental quality is critical to achieving Milwaukie's vision for a healthy community and healthy ecosystem.

Regulations

There are many federal, state, regional, and local regulations

that help conserve and protect natural resources and ensure adequate environmental quality for Milwaukie. Statewide Planning Goal 5 addresses Open Spaces, Scenic and Historic Areas, and Natural Resources, and identifies resources which must be inventoried, protected, and conserved. Goal 6 covers Air, Water, and Land Resources Quality, and guides local jurisdictions in protecting these resources from pollution and pollutants, including solid waste, water waste, groundwater pollution, noise and thermal pollution, air pollution, and industry-related contaminants.

Milwaukie complies with Goals 5 and 6 through the use of Natural Resource (NR) overlay zones to designate and protect water quality resources (WQRs) and habitat conservation areas (HCAs). WQRs are intended to protect the functions and values of riparian and wetland resources from impacts of development, while HCAs are intended to protect riparian areas and fish and wildlife habitat, as required by Title 13 of Metro's Urban Growth Management Functional Plan (UGMFP). HCAs also protect significant local Goal 5 resources, such as wetlands. The city also implements Metro Title 3, Water Quality and Flood Management, and Title 13, Nature in Neighborhoods, of the UGMFP through its NR overlay zones.

KEY ISSUES

The following issues related to Natural Resources and Environmental Quality were identified and addressed through the city's 2019 Comprehensive Plan update:

- **North Milwaukie Area and Johnson Creek**

The North Milwaukie Innovation Area (NMIA) is a major local and regional asset for manufacturing, transportation and jobs. However, Johnson Creek flows through the NMIA and poses both challenges and opportunities for the area. Much of the area adjacent to the creek is within the city's HCA, and the area also includes land within the base flood area identified on FEMA floodpl maps. The NMIA Plan (2017) includes a number of policies and strategies to protect and restore natural resources and improve water quality, while still attracting a variety of new employment and residential uses.

- **Mapping and Inventory updates**

The City currently does not have a Local Wetlands Inventory (LWI) that is approved by the Oregon Department

of State Lands (DSL). An LWI aims to map all wetlands at least 0.5 acres or larger at an accuracy of approximately 25 feet on a parcel-based map, and to classify wetlands by type. The results of an LWI may necessitate changes to the City's NR Overlay zones.

- **Climate change impacts on Environmental Quality**

Expected increases in severity of storm events is likely to produce more stormwater runoff and strain the city's stormwater management system. Higher regional temperatures caused by climate change pose challenges to natural water systems and drinking water quality. Natural resources provide valuable ecosystem services that mitigate climate change and help the community adapt by sequestering carbon, reducing urban heat island effects, and providing shading and cooling of vulnerable communities.

- **Balancing Natural Resources Protection and Development**

While protection of natural resources is highly valued by the Milwaukie



Photo: Mark Gamba

Smoke in Milwaukie during a wildfire in the state

3 NATURAL RESOURCES & ENVIRONMENTAL QUALITY

BACKGROUND SUMMARY

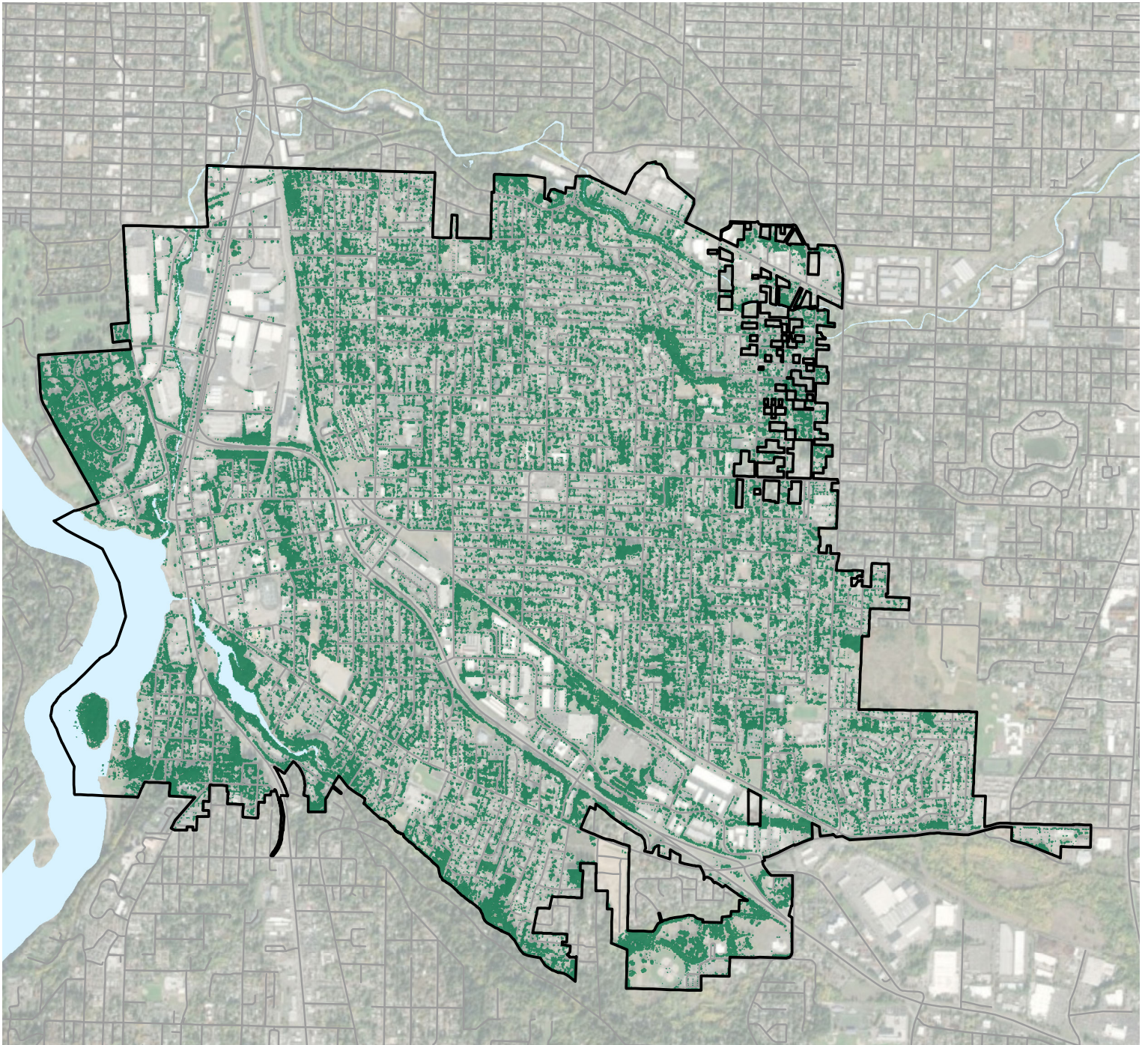
community, the city must balance this with the need to provide an adequate supply of jobs and housing to accommodate future growth. These goals can sometimes be in conflict, as Milwaukie has a limited land supply and natural resource protections can reduce or constrain development opportunities. Areas where this could play out are the industrial area along Johnson Creek Boulevard and the NMIA. Similarly, the Urban Forestry Management Plan (2019) calls for increasing the tree canopy from 26% to 40% by 2040, which may impact the intensity and form of future development.

- **Health**
Environmental health is closely linked to human health. Poor air quality can exacerbate human health conditions such as asthma and lung disease, and urban heat island effects can contribute to respiratory difficulties, heat-stroke and heat exhaustion. Negative health outcomes associated with poor air quality tend to disproportionately impact those with lower incomes and communities of color.





Tree Canopy Coverage



0 0.25 0.5 0.75 1 Miles



Legend

- | | |
|---|---|
|  River or Stream |  Milwaukie City Limits |
|  2014 Tree Canopy |  Street |

3 NATURAL RESOURCES & ENVIRONMENTAL QUALITY GOALS & POLICIES

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 - AWARENESS AND EDUCATION

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.

Brownfields

*Cleaning up **brownfields** – properties with actual or perceived environmental contamination limiting their use or redevelopment – can be beneficial to both natural resource protection and economic development.*

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

Wildlife Habitats and Corridors

Wildlife habitat is an area upon which wildlife depends in order to meet their requirements for food, water, shelter, and reproduction. A **wildlife corridor** connects two or more larger areas of wildlife habitat and facilitates wildlife migration. **Habitat connectivity** is the degree to which areas of wildlife habitat are connected.

GOAL 3.2 - WATER QUALITY AND RESOURCES

Enhance the quality 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 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 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, 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.

Natural Resource Protection Hierarchy: Avoid, Minimize, Mitigate

Natural resource protection in Milwaukie is based on the concept that projects should seek to **avoid** impacts to natural resources whenever possible; **minimize** impacts when impacts are unavoidable; and adequately **mitigate** for any impacts created.

3 NATURAL RESOURCES & ENVIRONMENTAL QUALITY GOALS & POLICIES

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 3.2.10 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 3.2.11 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 - FISH AND WILDLIFE HABITAT

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 its 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 - HEALTHY URBAN FOREST

Develop a healthy urban forest in Milwaukie.

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 Through the development code, protect 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.

3 NATURAL RESOURCES & ENVIRONMENTAL QUALITY GOALS & POLICIES

POLICY 3.4.6 Evaluate the stormwater 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 - SUSTAINABLE DESIGN AND DEVELOPMENT

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 - AIR, NOISE, AND LIGHT QUALITY

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.

4 WILLAMETTE GREENWAY

BACKGROUND SUMMARY

CONTEXT

The Willamette River is among Oregon's greatest natural resources. The river and its banks form Milwaukie's western boundary and provide the city with tremendous opportunities for recreation, active transportation, access to nature and scenic beauty, as well as tourism and economic development.

Regulations

In 1967, the Oregon legislature established the Willamette River Greenway Program, which aimed to protect, conserve, and enhance areas along a 3,800-acre corridor of the Willamette River between Portland and Eugene. The Willamette River Greenway was added as Statewide Planning Goal 15 in 1975, and seeks to "protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway."

Milwaukie complies with Goal 15 through its Willamette Greenway overlay zone, which establishes a greenway boundary (illustrated on the city's zoning map) within which greenway compatibility review is required for development projects.

Milwaukie's greenway boundaries include all land within 150 feet of the ordinary low water line of the Willamette River, plus additional land including Kellogg Lake and lands along its southern shore. Milwaukie's greenway regulations have historically required a conditional use permit for any intensification, change of use, or development within the greenway. Milwaukie's Downtown and Riverfront Land Use Framework – an ancillary document to the Comprehensive Plan last updated in 2015 – also provides some guidance for greenway-related development and activities. A fundamental concept of the Framework Plan is creating stronger connections between downtown Milwaukie to the riverfront and enhancements to Milwaukie Bay Park.

Access to the Willamette River is one of Milwaukie's key assets, and the city owns three parks that help provide this access: Milwaukie Bay Park, Elk Rock Island, and Spring Park. In addition, visual access to the river is available from the trail through the Kellogg Creek Water Resource Recovery Facility property and along the 19th Ave Neighborhood Greenway and its cross streets Eagle St, Bluebird St, Bobwhite St, and Wren St. Public access to the river is crucial to preserving this community asset. The area within the greenway represents an opportunity to improve recreational riverfront access as well as meet the City's goals for natural area restoration.

The greenway extends southeast from McLoughlin Boulevard and includes Kellogg Lake, which was partially created by a dam that is part of the support structure for the McLoughlin Blvd bridge that crosses Kellogg Creek as it enters the Willamette River. The City has long-term plans to remove the dam to allow the Kellogg Creek to better function as a fish-bearing stream. Two city-owned parks abut Kellogg Lake and are located within the greenway boundary. Dogwood Park is located high on the bank at the south end of the downtown and provides an impressive view of Kellogg Lake, while Kronberg Park is located on the south shore of Kellogg Lake and is connected to the downtown via a pedestrian bridge under the light rail line.

KEY ISSUES

The following issues related to Willamette River Greenway and Statewide Planning Goal 15 were identified and are addressed through the City's 2019 Comprehensive Plan update:

- **Willamette Greenway Zone Boundary** The Milwaukie Municipal Code implements greenway regulations through the Willamette Greenway (WG) overlay zone. In some areas, the boundary for the WG overlay zone is further inland than the state regulated 150 feet from the ordinary low water line minimum requirement. The city has identified ways to focus greenway review on its intended purpose, areas in close proximity to and visible from the river, with a less stringent review process for minor additions and areas further from the river.
- **Regulating for View Protection** View protection under Milwaukie's greenway process has historically been highly discretionary, since the city has not completed an inventory of important views and there is no differentiation



Photo: Mark Gamba

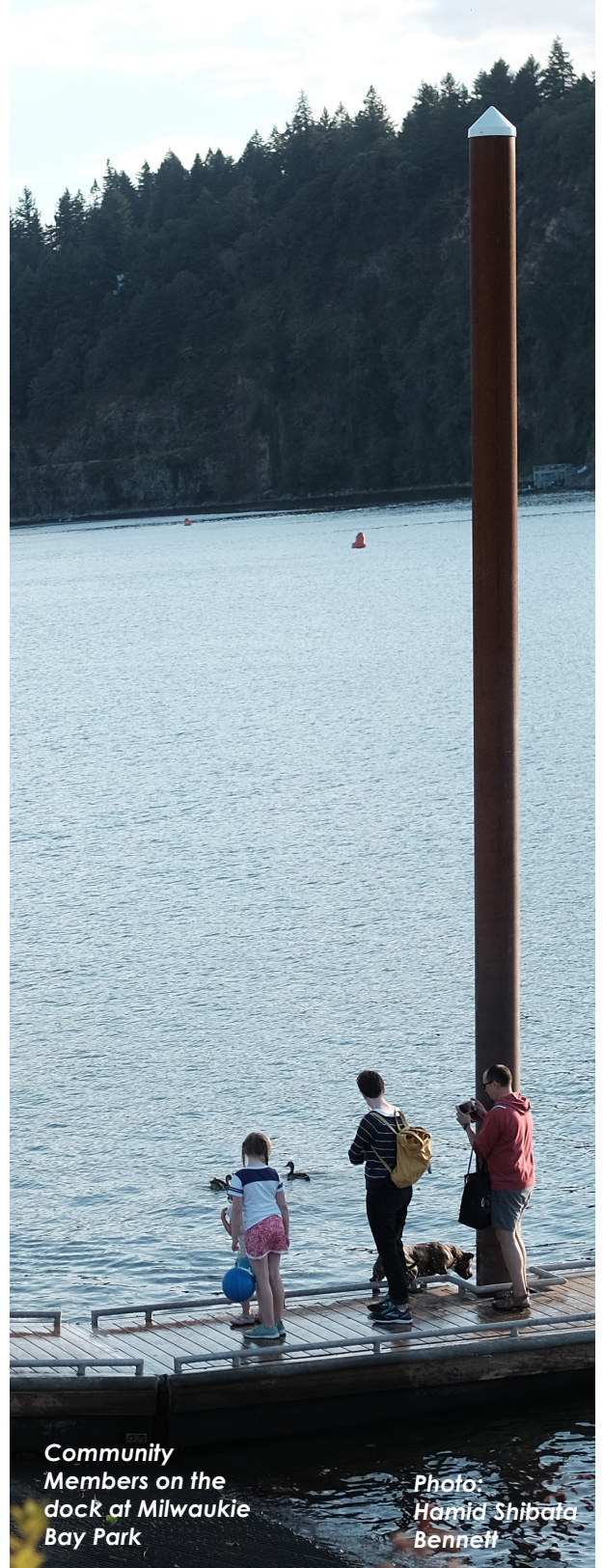
Kellogg Park on the Willamette River

4 WILLAMETTE GREENWAY

BACKGROUND SUMMARY

between private and public views.

- **Federal Regulations**
Willamette River Greenway planning is closely associated with floodplain management. As federal laws change regarding floodplain management, the city may need to make additional adjustments to the WG overlay zone.



*Community
Members on the
dock at Milwaukie
Bay Park*

*Photo:
Hamid Shibata
Bennett*

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4 WILLAMETTE GREENWAY GOALS & POLICIES

OVERARCHING 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 within the Willamette River Greenway Boundary.

What are some key benefits of the Willamette River Greenway?

- **Environmental** – preserving open space helps protect wildlife habitat, stormwater management, carbon sequestration, cooling paved areas, and much more.
- **Recreational** – the greenway provides a variety of recreational opportunities and amenities, such as boating and paddling, walking trails, bicycle trails, viewing areas, and picnicking.
- **Economic** – the riverfront is a key public amenity that attracts visitors to downtown Milwaukie, supporting local businesses and commerce in the area.
- **Access and Views** – greenway regulations provide opportunities to expand public access to, and protect views of, the Willamette River.

GOAL 4.2 - GREENWAY DESIGN PLAN

Allow preparation of a Greenway Design Plan within the Willamette Greenway Boundary.

POLICY 4.2.1 Utilize the 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 as the Greenway Design Plan for each of the parks. Adopt future park master plans or amendments to plans through the community service use process.

POLICY 4.2.2 Consider preparing and adopting a Greenway Design Plan 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 two levels of review 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 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.

Two-tiered approach to planning in the WG Zone

The Comprehensive Plan proposes amending the city's zoning code to continue requiring a conditional use permit (and Planning Commission public hearing) for proposals close to the river (within the Greenway Compatibility Review Boundary), while having a clear and objective process for properties outside of the review boundary.

4 WILLAMETTE GREENWAY GOALS & POLICIES

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

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 setbacks for new or intensified uses 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 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 or other steps to support a free-flowing Kellogg Creek through revegetation of riparian areas with native species and other resortation 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.

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.

4 WILLAMETTE GREENWAY GOALS & POLICIES

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, 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 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 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.

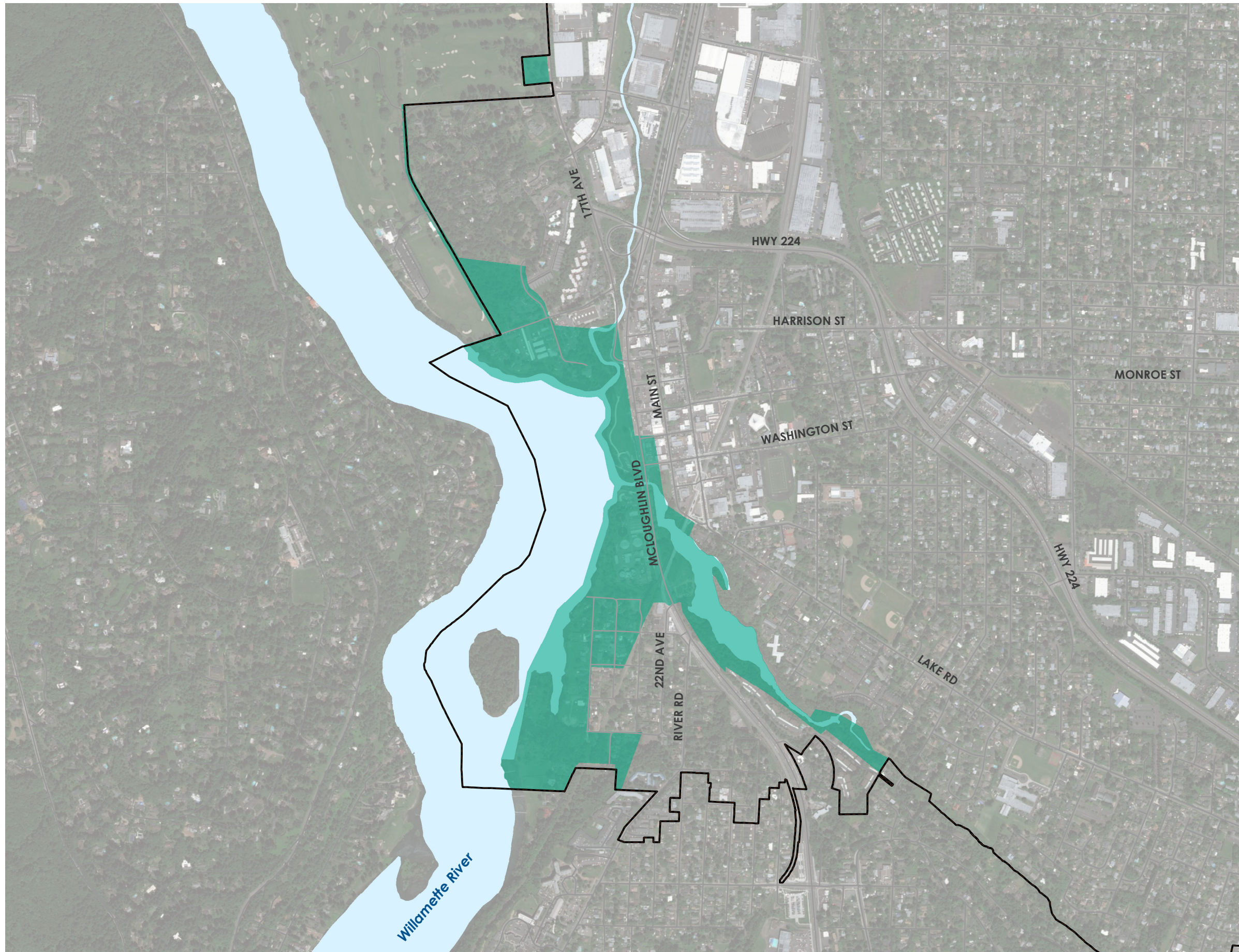
POLICY 4.7.3 Within the Willamette Greenway, provide opportunities for limited commercial and recreational services that are focused to support users of the river, the parks, or the trail systems.



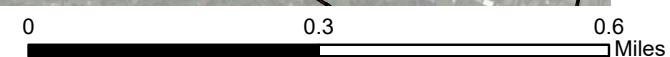
Willamette Greenway Boundary

Legend

-  River or Stream
-  Willamette Greenway Area
-  Milwaukie City Limits
-  Street



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



5 NATURAL HAZARDS

BACKGROUND SUMMARY

CONTEXT

Milwaukie is fortunate to be located in a region with beautiful scenery and natural resources. However, these same conditions create potential risks for a variety of natural hazards, including flooding, landslides, weak foundation soils, earthquakes, high winds, and wildfires. Natural hazard planning is critical to preventing the loss of life, property, and economic well-being as a result of extreme environmental forces. By regulating land uses within areas subject to these natural hazards, the city can reduce risks to property, environmental quality and human safety. This section provides a brief introduction to natural hazards and policies to address them. More in-depth information can be found in the Milwaukie Climate Action Plan (2018), Milwaukie Hazard Mitigation Plan (2020), and Clackamas County Multi-Jurisdictional Hazard Mitigation Plan (2019).

Regulations

Natural hazards are regulated by Statewide Planning Goal 7 (Areas Subject to Natural Hazards), which seeks to “protect people and property from natural hazards” and calls for cities to respond to

new hazard inventory information provided by federal and state agencies by adopting or amending plan policies and implementing measures as needed. Other applicable state and regional regulations include:

- **Title 3 of the Metro Urban Growth Management Functional Plan**
Requires the city to balance any fill in the floodplain with corresponding cut that excavates an equal amount of material. In addition, Title 3 requires the city to regulate the area of inundation from the 1996 flood in addition to the area with a 1% chance of flooding as identified on National Flood Insurance Program (NFIP) maps.
- **Floodplain regulations**
FEMA administers the NFIP and periodically makes changes to their requirements, which in turn require local governments to update their local floodplain regulations.
- **Steep slopes and landslide hazard areas**
The Oregon Department of Geology and Mineral Industries (DOGAMI) periodically generates and updates information related to steep slopes, landslide hazard areas, and other potential hazards and resources.

Regulations continue to evolve as advancing technology and research

results in new and updated information. In addition, regional collaboration is crucial when assessing hazard risks and developing and implementing mitigation strategies.

KEY ISSUES

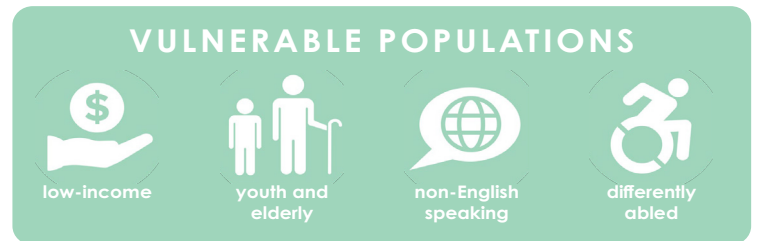
The following issues related to Natural Hazards and Statewide Planning Goal 7 were identified and addressed through the City's 2019 Comprehensive Plan update:

- **Climate Change**
Climate change is expected to exacerbate several natural hazards. Increased intensity of storms will increase flood and landslide hazard risks, while hotter weather and droughts are likely to increase wildfire risk
- **Cascadia Subduction Zone Earthquake**
For some years, scientists have been warning of the potential for a major earthquake along the Cascadia subduction zone. Scientists predict an earthquake could be as powerful as 9.0 on the Richter scale. An earthquake of this magnitude is likely to have a

devastating impact on communities throughout the state and Portland region, and will require additional emergency preparedness, building standards, and infrastructure resiliency so that public services and the city's building stock can withstand a major natural disaster.

- **Hazards and Vulnerable Populations**
Vulnerable populations, see figure X, are often more affected by natural hazards and are less able to recover. It is vital to provide education and support to these groups as part of emergency preparedness and response efforts.

Figure X: Vulnerable Populations



Milwaukie Community Emergency Response Team (CERT) members



Photo: Hamid Shibata Bennett

5 NATURAL HAZARDS GOALS & POLICIES

OVERARCHING 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.

The role of floodplains

Floodplains are areas next to rivers, creeks, and streams that become inundated with water when the capacity of the water body's channel is exceeded. Floodplains provide storage for flood waters, help control erosion, provide fish and wildlife habitat, and maintain open space.

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 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.

5 NATURAL HAZARDS GOALS & POLICIES

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, green infrastructure and development practices.

POLICY 5.4.5 Support expansion of the Milwaukie Community Emergency Response Team (CERT) to aid in responding to natural hazard events.

Community Emergency Response Team (CERT)

The Milwaukie CERT program was founded in 2010 and includes active and reserve members that meet periodically for training and to conduct drills that prepare them to help in responding to natural hazards – such as flooding, earthquakes, and snow/ice – that impact Milwaukie.

- 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.

6 CLIMATE CHANGE & ENERGY

BACKGROUND SUMMARY

CONTEXT

The earth's climate is changing at an accelerating pace. There is nearly universal agreement among the world's climate scientists that humans are contributing to climate change, and that it is starting to have direct impacts on communities throughout the world. Recognizing that the city must take action to address the threats of climate change and the need for increased resiliency and greater energy conservation, in May 2017 the City Council deemed climate change to be the "single largest threat to the future of citizens of Milwaukie," and called for the creation and adoption of a Climate Action Plan (CAP). Adopted in 2018, the CAP's stated goal is for Milwaukie to be a net zero building energy city by 2040, and fully carbon neutral by 2050.

While the CAP focuses on short- and medium-term actions for climate change mitigation and adaptation, the Comprehensive Plan has a broader and longer-term focus. However, the CAP provides a framework, background information, and policy direction that informs the Comprehensive Plan's long-term climate change and energy goals and policies within the context of the built environment

and multimodal transportation system.

Regulations

Oregon's Statewide Planning Goals were created in 1973 and do not specifically reference climate change. However, Goal 13 Energy Conservation, calls for conservation of all forms of energy, implemented at the local level through development standards and regulations. While the language in Goal 13 is largely outdated, the state continues to develop laws, guidelines, and targets to address climate change, energy conservation, and community resiliency. This includes Oregon Senate Bill 1059 (2010), which directed the Oregon Department of Transportation (ODOT) and Department of Land Conservation and Development (DLCD) to work with local governments in metropolitan areas on ways to reduce greenhouse gas emissions (GHGs). Metro has also developed a number of programs that encourage cities to address climate change and increase energy efficiency, such as the Climate Smart Strategy.

KEY ISSUES

The following issues related to climate change were identified and addressed through the City's 2019 Comprehensive Plan update and the development of the Climate Action Plan:

- **Scale of Climate Change**
Milwaukie is a small city whose individual actions will have a minor impact on climate change and energy conservation. Further, many of the issues related to climate change are not delineated by city boundaries. However, the City has the opportunity to set an example for other jurisdictions, as well as to partner with local, regional, and state agencies whenever possible.
- **Population Growth and Climate Change Impacts**
It has been projected that the Pacific Northwest will experience population growth directly related to climate change, as residents of other climate-change affected areas (such as drought) move to the region. Milwaukie will need to plan strategically in order to accurately estimate and accommodate this growing population, as well as to minimize its environmental impact through energy efficient land use patterns such as compact, walkable neighborhoods.

- **Resiliency and Adaptation**
As described in the CAP, Milwaukie faces a variety of climate change-related threats, such as increased flooding, droughts, and heat waves. The city must ensure its residents, infrastructure, and built and natural environments can withstand these impacts to the extent possible.
- **Uncertain Outcomes**
Small variations in future temperature increases tied to climate change can result in a wide spectrum of potential impacts, as well as the associated costs to mitigate these impacts. The Comprehensive Plan must provide adequate flexibility to address these future impacts.
- **Cost and Capacity**
Emerging technologies to address climate change and energy conservation can have large upfront costs for residents and businesses but may provide significant cost savings in the long term. The city will need to consider and balance economic concerns and adequately budget for climate change.

Photo:
Hamid Shibata Bennett

2018 Climate Action Plan Summit



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6 CLIMATE CHANGE & ENERGY GOALS & POLICIES

OVERARCHING SECTION GOAL

Promote energy efficiency and mitigate 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.

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.

The role of tree canopy in combatting climate change

Tree canopy is the layer of leaves, branches, and stems of trees that cover the ground when a tree is viewed from above. Milwaukie's goal for its urban forest is to achieve 40% canopy coverage citywide by 2040. Expanding the city's urban forest can help capture CO2 in our atmosphere, conserve energy, provide shade, capture stormwater runoff, and curb the impacts of flooding.

- 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.
- 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 carbon-free energy projects and systems, including distributed energy resources and storage.
- POLICY 6.2.5** Aim to increase the use of 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.

6 CLIMATE CHANGE & ENERGY GOALS & POLICIES

GOAL 6.3 - ADAPTION 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.

Climate Change Adaptation vs. Mitigation

Climate change mitigation deals with actions and strategies the city can take to reduce the impacts of climate change, such as reducing greenhouse gas emissions. Adaptation is the process to prepare for a changing climate, such as amending city codes and developing strategies to be better prepared for more frequent flooding and wildfires.

- 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 clean energy production.
- POLICY 6.3.8** Explore opportunities for increasing distributed carbon-free 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

CREATING COMPLETE NEIGHBORHOODS



“Milwaukie invests in housing options that provide affordability, high quality development and good design, promoting quality living environments. It maintains the small neighborhood feel through creative use of space with housing options that embrace community inclusion and promotes stability.”

- Milwaukie 2040 Community Vision



CREATING COMPLETE NEIGHBORHOODS

What makes Milwaukie a place where people want to live, work, or visit? Is it the range of housing options, parks, and open spaces? The neighborhoods and their design character? The quality public services and infrastructure?

This chapter includes four sections that include a series of goals and policies that aim to answer these questions. The chapter is derived from Super Action 3 in the 2017 Milwaukie Community Vision, which calls for the city to “Create Complete Neighborhoods that Offer a Range of Housing Types and Amenities and Enhance Local Identity and Character.” Taken collectively, these four topics will help shape the built environment of Milwaukie over the next 20 years.

STATEWIDE PLANNING GOALS ADDRESSED

- 2** LAND USE PLANNING
- 8** RECREATIONAL NEEDS
- 10** HOUSING
- 13** PUBLIC FACILITIES AND SERVICES

The State of Oregon has 19 total statewide planning goals. All comprehensive plans in the state must show they meet all relevant planning goals.

SECTIONS INCLUDED IN THIS CHAPTER

- 7** HOUSING
- 8** URBAN DESIGN AND LAND USE
- 9** PARKS AND RECREATION
- 10** PUBLIC FACILITIES AND SERVICES

Milwaukie Police Officer
at a Concert in the Park



Carefree Sunday
2019



Wichita
Park

All Photos:
Hamid Shibata Bennett

7 HOUSING BACKGROUND SUMMARY

CONTEXT

Milwaukie has historically been a working-class suburb of Portland, with relatively affordable home prices and rents and a mix of housing types. Population growth was essentially flat between 1990 and 2015, and the city saw little residential development during this period. As of 2016, the city had approximately 9,300 housing units, with about 58% being owner-occupied (primarily detached single family residences) and 42% being renter-occupied (in a mix of single-family and multifamily housing types).

However, between 2000 and 2018, the median home price for Milwaukie increased by 58%. For comparison, the median home price during this time frame increased by 122% in the State of Oregon. Also, by 2018 more than half (51%) of Milwaukie renters were considered housing-cost burdened (defined as spending more than 30% of income on housing). In April 2016 the City Council declared a housing emergency in Milwaukie, and in May 2017 it identified housing affordability as the number one priority for the 2017-2018 biennium.

The city has undertaken a number of planning efforts

related to housing in recent years, including the 2016 Milwaukie Housing Strategies Report and the 2018 Milwaukie Housing Affordability Strategy (MHAS). The 2017 Community Vision called for expanding “middle housing ” options throughout the entire city. The city has also implemented a number of programs aimed at increasing housing supply and addressing housing affordability. These include a construction excise tax (CET) dedicated to affordable housing, property tax abatements for low-income housing or mixed-use developments in Downtown and Central Milwaukie, and feasibility studies and code audits for cottage clusters and accessory dwelling units (ADUs).

Middle Housing Types

The term “middle housing” or “missing middle housing” applies to housing types that fall between detached single-family residences and large apartment complexes. They include duplexes, triplexes, quadplexes, townhouses, cottage clusters, and courtyard and garden apartment complexes.

Regulations

Policies related to housing are guided by Statewide Planning Goal 10 (Housing), which seeks to “provide for the housing needs of citizens of the state” and which establishes

guidelines for how local jurisdictions can achieve the goal. Milwaukie complies with Goal 10 by preparing a Housing Needs Analysis (HNA), which is used to help develop Comprehensive Plan goals and policies that are consistent with the HNA and which reflect city priorities and strategies. The city last completed an HNA in 2016, which include an inventory of buildable land and how that buildable land translates to a 20-year supply of housing, as well as the city's projected needs (demand) for housing over the same 20-year period. As required by Goal 10, the HNA analyzes the supply of and demand for housing across a variety of housing types, household sizes, and household incomes.

KEY ISSUES

In developing the housing goals and policies to reflect community priorities and comply with Goal 10, the city utilized the following four lenses to frame the discussion:

- **Affordability**

As noted above, housing affordability has become a major issue in Milwaukie in

recent years, leading to the declaration of a housing emergency in 2016. However, the city has limited tools when trying to address and influence housing affordability. The city must be efficient, resourceful and responsible when developing housing affordability programs, and rely on a variety of partners to help implement these programs.

- **Equity**

Like most jurisdictions in the region and the country, institutional racism through a variety of policies, practices and programs, was established to the benefit of white people and the detriment of people of color. This includes the permitted housing types and development standards in Milwaukie's residential zones that have resulted in neighborhoods dominated by single housing types (detached single family residences, apartment units, etc.). The Community Vision called for Milwaukie to be an entirely equitable community, and specifically for expanding housing options in all of Milwaukie's neighborhoods to offer opportunities for Milwaukie



Photo: Sebrina Mortensen

Four-plex in Milwaukie

7 HOUSING BACKGROUND SUMMARY

households across a range of incomes and household sizes.

- **Livability**
As a city that has experienced little growth over the last several decades but that has started to see an increase in housing production, the city needs to consider the impacts of growth and development on existing residents, while affording ample and equitable opportunities for new residents. Addressing concerns about traffic, tree protection, and quality design will be vital as the city grows.
- **Sustainability**
Located along the banks of the Willamette River and several creeks, there are likely to be conflicts between housing needs and natural resource protection. The city must also consider potential impacts resulting from a changing climate, and integrate other city goals, such as a 40% tree canopy, when evaluating its housing needs and developing housing standards and programs.



Photo:
Mark Gamba

Mixed Use Building
in Downtown
Milwaukie

HOUSING COST BURDEN



Cost Burdened Households are households spending more than 30 percent of gross household income on monthly housing and utility expenses.



Increase in median home price in Milwaukee from 2000 to 2018
(source: US Census)



Increase in median sale price for a small multifamily unit in Milwaukee between 2012 and 2018



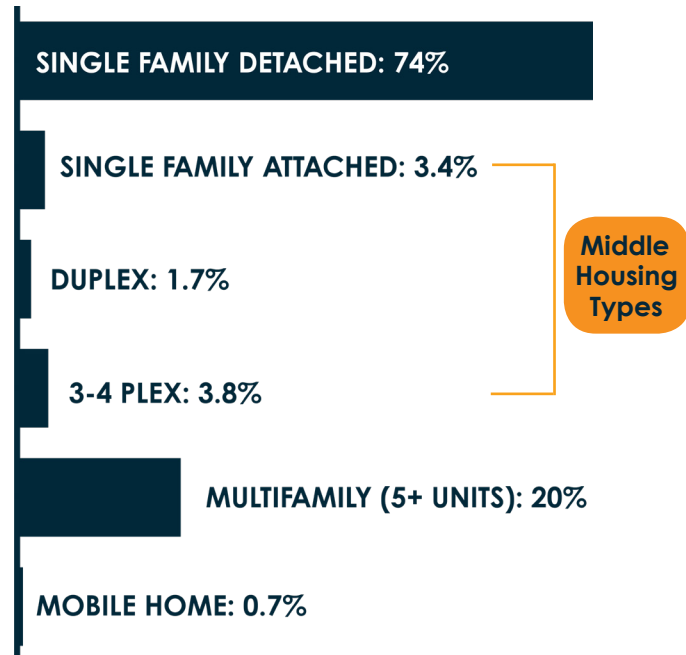
51% of renters are cost burdened according to the most recent Census data (2010)



32% of homeowners are cost burdened according to the most recent Census data (2010)

Source: Milwaukee Housing Affordability Strategy (MHAS)

MILWAUKIE'S HOUSING SPREAD



Source: Milwaukee Housing Affordability Strategy (MHAS)

7 HOUSING GOALS & POLICIES

OVERARCHING SECTION GOAL

To provide opportunities for development of housing of a variety of types and at a range of price levels that enhances the community's livability and meets the needs of a full spectrum of Milwaukie residents in an environmentally sustainable and equitable manner.

GOAL 7.1 - EQUITY

Enable and encourage housing options that meet the needs of all residents, with a specific focus on uplifting historically disenfranchised communities and eliminating disparities for populations with special needs or lower incomes.

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

POLICY 7.1.2 Establish development standards that regulate size, shape, and form and 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 Milwaukie.

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.

Universal Access and Design: Planning for Everyone

Universal access and design is the concept that buildings should be designed to meet the needs of people of all ages and abilities. Concepts include single story development, wider doorways and hallways, and the use of ramps and elevators.

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 reduce the displacement of renters.

POLICY 7.1.10 Develop, monitor and periodically update metrics that evaluate the City's success in achieving Goal 7.1.

Alternative Shelter Models

Types of alternative shelter models include conestoga huts and sleeping pods. They are typically small-scale structures that provide shelter for those who are houseless.

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 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.

7 HOUSING GOALS & POLICIES

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 type.

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

POLICY 7.2.8 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.

Housing Affordability and Housing Cost Burden

The U.S. Department of Housing and Urban Development (HUD) defines housing as "affordable" when households spend no more than 30% of their income on housing costs. Households that spend 30% or more of their income on housing are considered "moderately cost burdened" and those spending 50% or more are "severely cost burdened."

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 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 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.

7 HOUSING GOALS & POLICIES

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:

a) foster creation of denser development in centers, neighborhood hubs and along corridors; and

b) foster development of accessible community gathering places, commercial uses, and other amenities provide opportunities for people to socialize, shop, and recreate together.

POLICY 7.4.2 Require that new development improves 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 complement 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 an adequate amount of usable open space, either on-site or adjacent to the site.

POLICY 7.4.5 Implement development and design standards to transition 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 for intentional communities.

POLICY 7.4.7 Develop, monitor, and periodically update metrics that evaluate the city's success in achieving Goal 7.4.

Intentional Communities

Types of intentional communities include: rural land trusts, urban group houses, cohousing neighborhoods, student co-ops, or ecovillages.

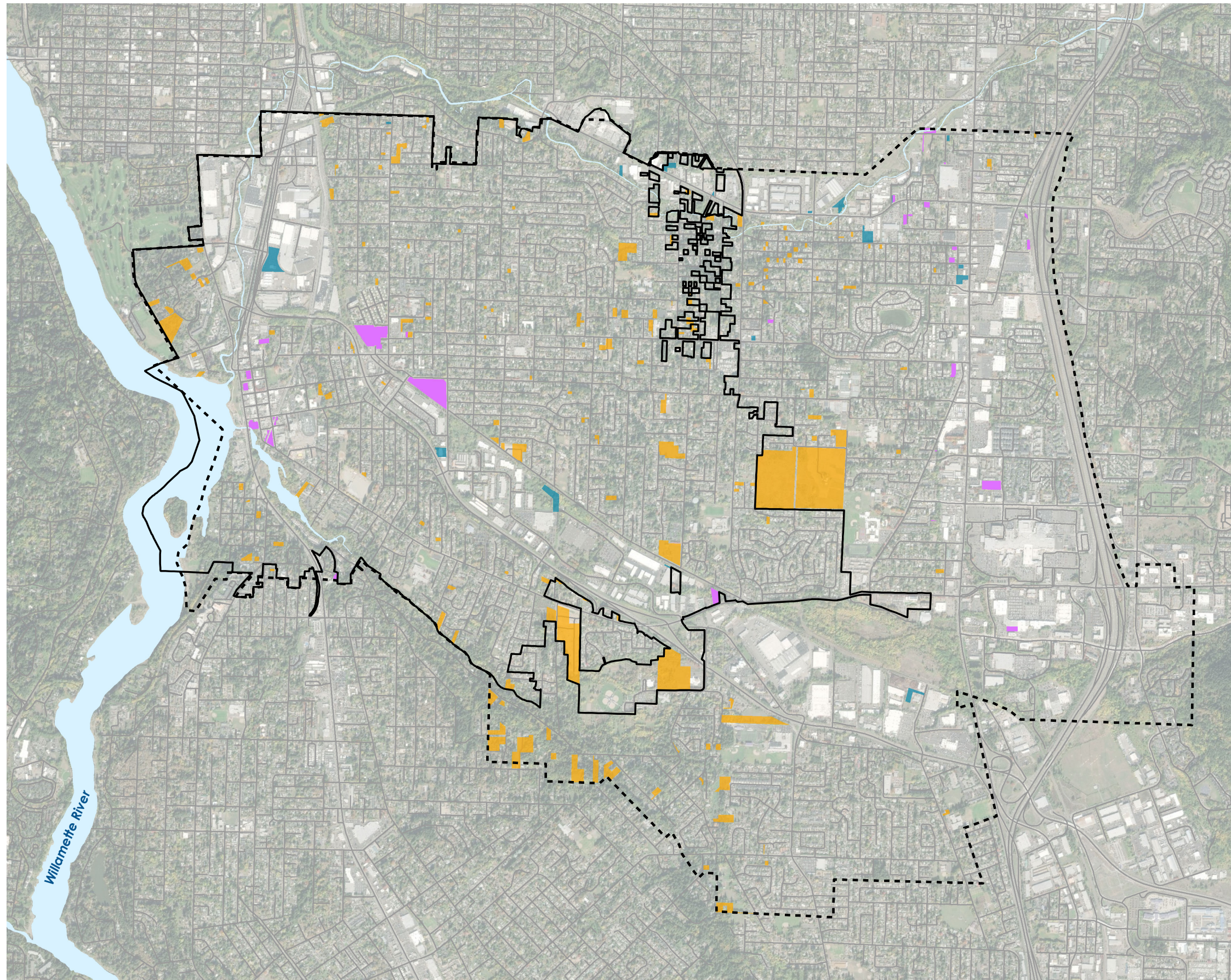


2018 Buildable Lands

Legend

-  River or Stream
-  Vacant Low and Medium Density Residential
-  Vacant High Density Residential and Mixed Use
-  Vacant Employment Land
-  Milwaukie City Limits
-  Milwaukie UGMA Limits
-  Street

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



0 3,200 6,400 Feet

8 URBAN DESIGN & LAND USE BACKGROUND SUMMARY

CONTEXT

Urban design addresses the various components of the built environment, including buildings, parks/open spaces, amenities, and transportation systems. It is an essential practice that, if done properly, can help to enhance livability and maintain the identity and character of Milwaukie as it experiences growth and development over the next several decades. Land use refers to the uses that are permitted in a particular location and the relationship of uses to one another.

Identifying clear goals and policies related to urban design and land use will help advance the city's vision by enhancing the appearance and vibrancy of its distinct neighborhoods and helping to foster a strong sense of place. Milwaukie has integrated urban design practices into past planning efforts and land use decisions on development applications. Over the last two decades, the city has focused on two major components related to urban design. The first has been to create opportunities for new mixed use, pedestrian-oriented development in areas such as Downtown Milwaukie and Central Milwaukie. The second has been to improve the quality of design for infill development in Milwaukie's existing single family

and multifamily neighborhoods.

“Neighborhood hubs” is a more recent concept that emerged during the development of Milwaukie’s Community Vision and Action Plan and aims to enhance livability and provide residents with access to amenities and services close to where they live. Design and future development or redevelopment of these hubs will vary and will reflect the characteristics, scale and needs of the adjacent neighborhoods.

Regulations

Urban design standards and land use considerations are not called out specifically in any Oregon Statewide Planning Goal but are addressed indirectly by a variety of goals. These include Goal 5 (Open Spaces, Scenic and Historic Areas, and Natural Resources), Goal 8 (Recreation Needs), Goal 10 (Housing), Goal 12 (Transportation), and Goal 14 (Urbanization).

In addition to addressing the statewide planning goals, Milwaukie must also comply with Metro’s Urban Growth Management Functional Plan (UGMFP), which details how cities in the Portland metropolitan area can meet the goals of Metro’s 2040 Growth Concept. The 2040 Growth Concept highlights the need to plan for compact and accessible urban forms when considering how to accommodate future growth in the region. It calls for the

prioritization of development and design of centers, corridors, station communities, and main streets to serve local and regional populations and economic growth. Quality urban design will help the city to meet the functional plan objectives as well as the statewide planning goals.

KEY ISSUES

The following issues related to urban design were identified and addressed through the City's 2019 Comprehensive Plan update:

- **Local Barriers to Innovative Design**

The City has a two-track design review process for development. The first provides clear and objective building design standards that, if met, allow for a straightforward administrative process. The second track occurs through a discretionary review of design objectives or guidelines that require a more complex analysis of how the development provides quality design. The two-track system for development and design standards has led to tension between ensuring quality design and allowing for design flexibility.

- **Accommodating Growth through Infill Residential Density**

Population forecasts show the Portland Metro region and Milwaukie will continue to grow. The city lacks large, undeveloped sites, so projected population growth will need to be accommodated primarily through infill housing in existing neighborhoods. To promote infill development, Milwaukie must examine allowing for a greater variety of housing types in existing neighborhoods, which would be consistent with the Community Vision and recent state legislation such as House Bill 2001 (2019)

- **Neighborhood Hubs**

The city anticipates working with local residents, property owners, businesses, and others to create a series of neighborhood hubs intended to improve neighborhood livability by providing ready access to places to eat, drink, shop, gather, and play.



Photo: Mark Gamba

Neighborhood in Milwaukie

8 URBAN DESIGN & LAND USE GOALS & POLICIES

OVERARCHING SECTION GOAL

To 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 targets in the Transportation System Plan (TSP) for all 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 visitors.

h) Support uses that contribute to the vibrancy of the downtown area, including special events and outdoor uses such as farmers markets and festivals.

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 TSP.

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) Ensure that new development is designed to create a transition to adjoining residentially zoned properties in terms of height, massing, setbacks, and building form.

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.

8 URBAN DESIGN & LAND USE GOALS & POLICIES

● **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 is compatible with the height, massing and building form of adjacent residential properties.
- c) Ensure new development contributes to a pedestrian friendly environment along the property frontage.
- 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-ups, temporary uses and incremental expansions 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.

What are Neighborhood Hubs?
Neighborhood Hubs are intended to provide neighborhood gathering places and locations where residents have relatively easy access to a variety of services or goods near their homes. Hubs are envisioned to vary in size and intensity.

POLICY 8.1.5 North Milwaukie Innovation Area (NMIA) 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) Protect Johnson Creek and the adjacent riparian areas.
- e) Implement provisions of the North Milwaukie Innovation Plan.

Active Transportation Modes

Active transportation includes non-motorized forms of transportation including biking and walking. Improving active transportation infrastructure is an important component of creating compact and walkable neighborhoods and employment areas.

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.

8 URBAN DESIGN & LAND USE

GOALS & POLICIES

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 Clackamas 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) Protect the 3-Creeks Natural Areas, including the adjacent riparian areas and tributaries.
- c) Provide for high-intensity development to accommodate projected regional increases in housing and employment, including mixed-use development.
- d) Provide for and capitalize on frequent and dependable transit service.
- e) Allow for a mix of land uses to support public transportation and bicycle and pedestrian usage.
- f) Provide for the open space and recreation needs of residents and employees of the area.
- g) 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 Pedestrian and bicycle environment 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) 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 Parking design policies:

- a) Establish parking standards that contribute to 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.

8 URBAN DESIGN & LAND USE GOALS & POLICIES

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 Natural environment integration policies:

a) 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.

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 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 adequate seating in public spaces where people are intended to gather, with consideration of weather protection as appropriate.

POLICY 8.2.5 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 sustainable buildings in accordance with the Climate Action Plan.
- d) Ensure that policies and codes related to urban design are consistently and regularly enforced.
- e) Utilize standards for size, bulk, and scale to encourage compatibility with surrounding uses.

8 URBAN DESIGN & LAND USE GOALS & POLICIES

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 Refine development standards in order 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.

Design Review: Clear and Objective vs. Discretionary

State law requires certain land uses, such as housing, to offer a "clear and objective" review process with clearly outlined development and design standards for development proposals. Cities may also offer a second "discretionary" track that evaluates projects based on a more subjective set of design guidelines.

c) 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 Expand the use of incentives and other financial tools that serve to

a) Encourage development in Neighborhood Hubs.

b) Improve housing affordability.

POLICY 8.3.6 Require that comprehensive plan amendment applications that would allow increased density or development intensity consider walkability, access to frequent transit service, and proximity to parks, schools, and commercial services.

POLICY 8.3.7 Evaluate transportation concurrency and utility availability when considering comprehensive plan amendments.

9 PARKS & RECREATION BACKGROUND SUMMARY

CONTEXT

Milwaukie has a robust system of parks, recreation facilities, and trails. Parks are owned by the city, while the North Clackamas Parks & Recreation District (NCPRD) manages park operations, maintenance, and programming. Funding for NCPRD is provided through property taxes and system development charges (SDCs).

Statewide Planning Goal 8 (Recreational Needs) seeks to “satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.” Milwaukie complies with Goal 8 by working with NCPRD to continue to plan for, operate, and maintain local park and recreation facilities. The city’s role in coordinating with NCPRD and Milwaukie residents is crucial, especially as recreational demand and park usage is impacted by evolving trends and demographics.

NCPRD has a master plan for all recreational facilities in the district (including Milwaukie). The master plan establishes a desired level of service for parks and recreation facilities and programs throughout the district. Historically, the city has

developed park master plans for individual parks in Milwaukie and adopted those plans as ancillary documents to the Comprehensive Plan. This approach has been found to lack the flexibility needed for adjustments during park design and construction. To add flexibility, policies call for creation of a new park zone with park facilities allowed outright when conforming to master plans adopted through the community service use process.

KEY ISSUES

The following issues related to Parks and Recreation and Statewide Planning Goal 8 were identified and addressed through the City’s 2019 Comprehensive Plan update:

- ***Transit, Pedestrian, and Bike Connections to Parks***
The city continues to work towards enhancing bicycle and pedestrian connections to parks and improving connections to regional trail networks through improvements to its sidewalks, pathways, neighborhood greenways, and bike facilities. The city has also identified improving transit service to new and existing parks as an important community priority.
- ***Available Land for Parks***
Milwaukie is generally built out and has limited land available for new parks. As the city continues to

grow, it may be challenging to serve its growing population with adequate park space. The city can look to alternative parks and recreation opportunities as the industry trends shift.

- **Partnership with NCPRD**

The city's partnership with NCPRD can be seen as both an asset and a challenge. Although Milwaukie saves money by delegating parks management to NCPRD, the City has limited control over how parks are operated and programmed. NCPRD has also faced significant parks funding challenges, and the NCPRD master plan identifies the need to update its IGA with Milwaukie to reflect current priorities and operational inefficiencies.

- **Status of Individual Park Master Plans**

The manner in which parks have historically been regulated in Milwaukie poses a challenge to parks planning. Master plans for each park are adopted as ancillary documents to the Comprehensive Plan. This means that any major change to a park requires a Comprehensive Plan amendment,

which is a significant barrier to efficient planning.

- **Kellogg Wastewater Treatment Plant**

The treatment plant is an important public facility but also a recreational asset, with its location near downtown on the banks of the Willamette River. Milwaukie has identified additional parks and recreation opportunities that need to be balanced against the site's primary function as a water treatment plant.

- **Relationship to the Willamette River Greenway**

The Willamette River forms Milwaukie's western boundary and provides the city with tremendous opportunities for recreation, access to nature and scenic beauty, as well as tourism and economic development. Enhancements to Milwaukie Bay Park have provided city residents with improved access to the riverfront, serving as a focal point for community gathering and recreation in the downtown area. Peter Kerr Park (Elk Rock Island) and Natural Area and Spring Park Natural Area are also key assets on the river.

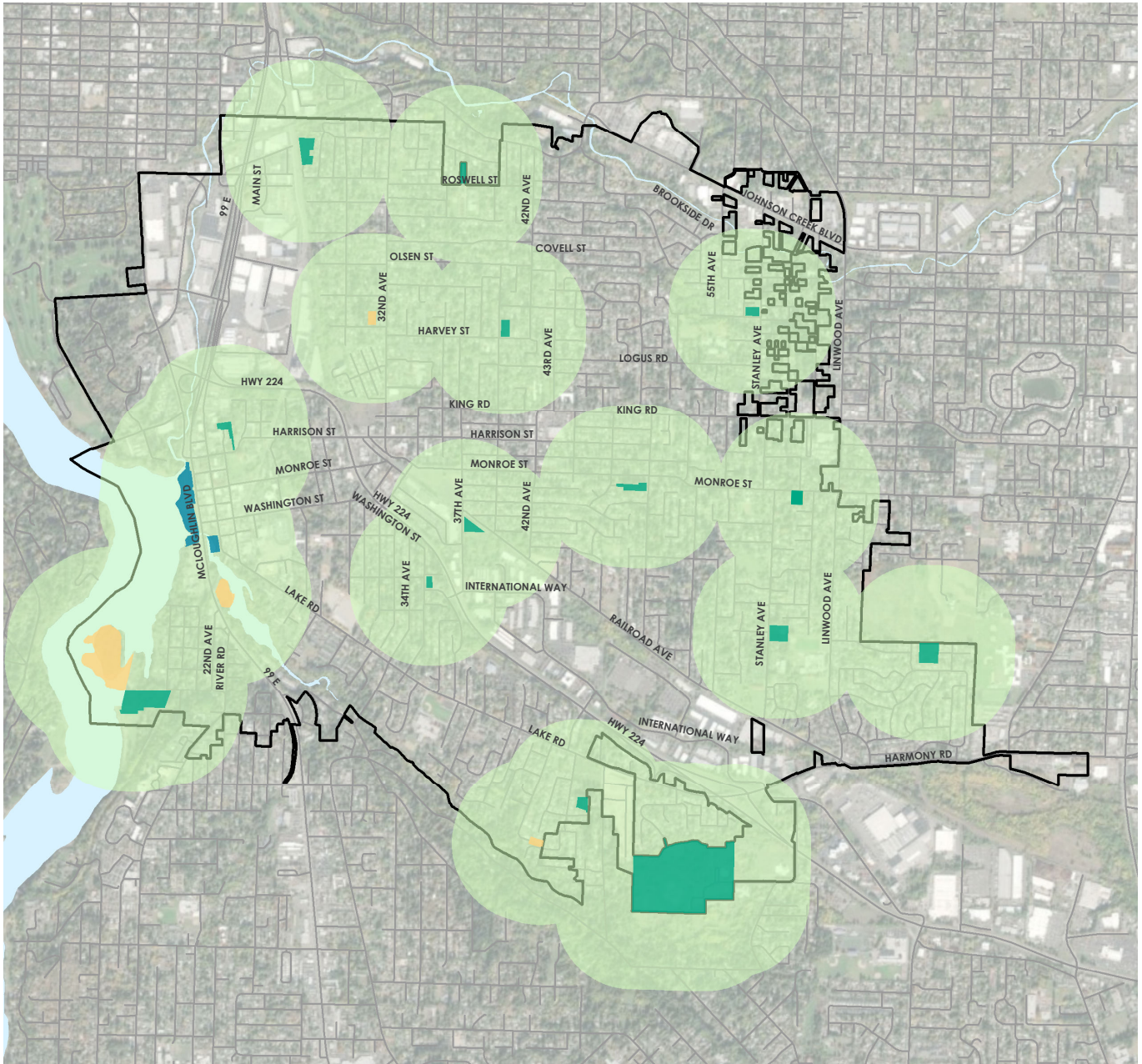


Photo:
Hamid Shibata Bennett








Movies in the Park at
North Clackamas Park



Areas Within 1/4 Mile of a Park



Legend

- | | | |
|---|--|---|
|  River or Stream |  Partially Completed Park |  Area Within 1/4 Mile of a Park |
|  Completed Park |  Undeveloped Park |  Milwaukie City Limits |
| | |  Street |

9 PARKS & RECREATION GOALS & POLICIES

OVERARCHING SECTION GOAL

Provide 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 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 Continue to initiate and support joint-use construction and maintenance agreements with school providers and work to provide recreational opportunities on school properties.

POLICY 9.1.3 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.

The importance of partnerships for parks and recreation

Milwaukie is not a full-service city and relies on partnerships with the parks district and school district to meet the recreational needs of the Milwaukie community. Strong partnerships and communication will be integral to meeting recreational demand as the city continues to grow.

- **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.

How can the city promote more inclusive recreational opportunities?

Comprehensive plan goals policies call for expanding recreational opportunities in underserved areas (Policy 9.1.4), ensuring facilities and programs meet the needs of residents of all ages, abilities, cultures and incomes (Goal 9.2), and increasing transportation options to nature resource areas, parks, and recreation opportunities (Goal 9.4).

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 expansion and/or redevelopment of parks and new recreation opportunities towards the needs and abilities of diverse communities.

POLICY 9.2.2 Pursue solar power and other forms of 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.

9 PARKS & RECREATION GOALS & POLICIES

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 bicycle 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 Work with the parks provider to acquire land for parks, trails, recreational uses, and habitat conservation.

POLICY 9.4.5 Encourage private industry to provide recreation opportunities and facilities for employees in employment areas.

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

POLICY 9.2.7 When appropriate, require new residential projects 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 9.2.8 In exchange for the dedication of park land, allow increases in density on the remaining lands, so that the overall parcel density remains the same. When appropriate, allow a density bonus 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.

10 PUBLIC FACILITIES & SERVICES

BACKGROUND SUMMARY

CONTEXT

Consistent and reliable public facilities and services are integral to the future growth, development, and livability of Milwaukie. While the city has experienced little residential growth over the past several decades, it is projected to grow by at least 3,000 people by 2040 as well as experience continued employment growth. This growth will result in increased demand for a variety of public services such as fire protection, police services, water, and sewer. To prepare for additional growth, the city must evaluate demand for services and the capacity of its public facilities infrastructure systems. The city updates its facility plans on a regular basis and encourages the use of innovative, modern, cost-effective technologies that improve public facilities and services for the community.

As a sole operator or partner, the city manages several types of public utility facilities and services, including sewer collection, water storage and distribution, and stormwater management. The Kellogg Water Resource Recovery Facility, operated by Clackamas County Water Environmental Services (WES), is located in Milwaukie and treats wastewater generated by Milwaukie residents and businesses, as well as, others

outside the city. The city owns and maintains approximately 75 miles of wastewater lines, 1600 manholes, and five sewage pumping stations; 112 miles of water lines, five water wells, and three water storage tanks. In addition, the city owns and operates a variety of other public facilities, including City Hall, the Public Safety Building, Ledding Library, and the Johnson Creek Public Works offices.

Regulations

Statewide Planning Goal 11, Public Facilities and Services, includes guidelines on how to “plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.” Local jurisdictions comply with Goal 11 by developing a public facilities plan. Milwaukie currently does not have a consolidated public facilities plan. Instead, the city has master plans for individual public utilities including the Stormwater Master Plan (2014), Wastewater Master Plan (2010), and Water Master Plan (2010).

What are system development charges (SDCs)?

SDCs are one-time charges assessed on new development, additions, and changes of use to pay for the costs of expanding public facilities. Growth creates additional infrastructure demands; SDCs provide a mechanism to allow new growth in a community to pay for the new demand placed on storm and sanitary sewer systems, parks and recreation facilities, water, and street systems.

KEY ISSUES

The following issues related to Public Facilities and Services were identified and addressed through the City's 2019 Comprehensive Plan update:

- **Threats to Milwaukie's Water Source**
As Milwaukie continues to urbanize, increased and emerging contaminants can impact water systems. Milwaukie relies on groundwater that is supplied by a series of wells, which may be vulnerable to a variety of contaminants. As pollutants and demand on surface water sources increase, other regional water providers that currently rely on surface water may shift to groundwater sources, potentially threatening Milwaukie's long-term supply.
- **Growth and Public Facilities Master Planning**
During the process to develop the 2040 Community Vision, the community identified increased affordability and availability of housing as a major priority. To reach this goal, additional housing development within in the city is needed.

This will result in a corresponding increase in demand for public facilities and services. The city must anticipate and plan for the additional capacity needed to ensure continued quality of provision of services to current and future residents. One of the restrictive services - in terms of growth and additional capacity - is sewage treatment at the Kellogg Water Resource Recovery Facility.

- **Resiliency**
Climate resiliency and disaster preparedness need to be incorporated into the design, operation, and maintenance of public facilities. There are a number of potential natural disaster threats to public facilities systems infrastructure and sources, including earthquakes, flooding, and groundwater depletion and pollution. It is vital for public facilities and services to be operational in the aftermath of a natural disaster in order to serve the community.

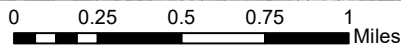
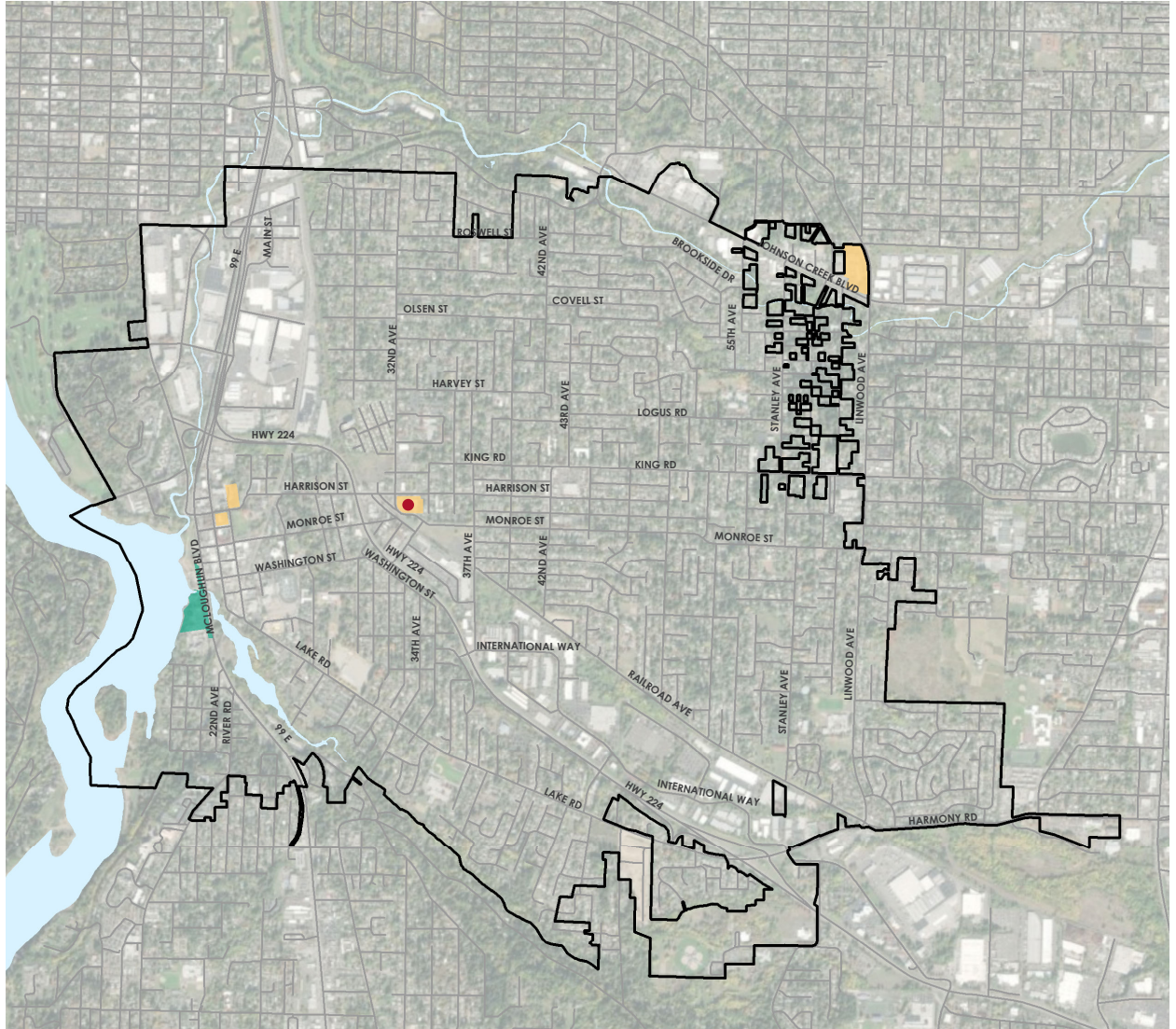


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





City of Milwaukie
Public Works Employees



Public Facilities



Legend

-  River or Stream
-  Wastewater Treatment Plant
-  Fire District Station
-  Public Facility
-  Milwaukee City Limits
-  Street

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10 PUBLIC FACILITIES & SERVICES

GOALS & POLICIES

OVERARCHING SECTION GOAL

Plan, develop and maintain an orderly and efficient system of public facilities and services to serve urban development.

GOAL 10.1 - PUBLIC SERVICES

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 programming 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 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 - WATER SERVICES

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.

10 PUBLIC FACILITIES & SERVICES

GOALS & POLICIES

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 - WASTEWATER

Continue to provide adequate wastewater collection and treatment services to all Milwaukie 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 assessment.

POLICY 10.3.3 Encourage alternative distributed 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). 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, the possible acquisition of the plant by the city, and the potential decommissioning and removal of the plant.

GOAL 10.4 - STORMWATER

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.

10 PUBLIC FACILITIES & SERVICES

GOALS & POLICIES

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

POLICY 10.4.9 Encourage, 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 - SOLID WASTE

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 - FACILITIES AND PERSONNEL

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 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.

10 PUBLIC FACILITIES & SERVICES

GOALS & POLICIES

GOAL 10.7 - LOCAL PARTNERS

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 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.

Safe Routes to School

*As part of the City's **Safe Access for Everyone (SAFE)** program, the city will be making a number of sidewalk and street improvements that improve the pedestrian and bicycle infrastructure throughout Milwaukie, including near several local schools.*

Transportation Demand Management

***Transportation demand management (TDM)** programs seek to reduce travel demand on local streets, especially during peak travel hours. They are often utilized by large institutions and employers and include components such as incentives to encourage carpooling and transit use.*

GOAL 10.8 - ADMINISTRATIVE SERVICES

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 - ENERGY AND COMMUNICATION SERVICES

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 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 clean energy production and use.

SUPPORTING ECONOMIC DEVELOPMENT & GROWTH



“Milwaukie offers numerous pathways to prosperity through an excellent education system and training programs that are connected to local businesses. Residents of all ages and backgrounds feel supported to pursue and attain success in our local community.”

- Milwaukie 2040 Community Vision



SUPPORTING ECONOMIC DEVELOPMENT & GROWTH

How do we build upon Milwaukie's vibrant economic base and pursue new industries? How can we support the training and education of the next generation of employees? What opportunities are there for the city to grow in a sustained yet fiscally responsible manner?

This chapter includes two sections with goals and policies focused on economic development and urban growth management derived from Super Action 4 in the 2017 Milwaukie Community Vision, which calls for the city to "Support Local Businesses and Entrepreneurship through Training, Programs, and Partnerships." Section 11 outlines the city's goals and policies for supporting future economic growth, while Section 12 acknowledges the importance of nearby unincorporated areas, given the built-out nature of the city. The goals and policies provide a framework for Milwaukie to pursue new industry and business, and support the training and education of the next generation of employees that allows the city to grow as a sustaining economic force in the region.

STATEWIDE PLANNING GOALS ADDRESSED

- 9** ECONOMIC DEVELOPMENT
- 14** URBANIZATION

The State of Oregon has 19 total statewide planning goals. All comprehensive plans in the state must show they meet all relevant planning goals.

SECTIONS INCLUDED IN THIS CHAPTER

- 11** ECONOMIC DEVELOPMENT
- 12** URBAN GROWTH MANAGEMENT



Milwaukie Farmers Market



Bob's Red Mill Employees at Carefree Sunday 2019



Milwaukie Station Food Carts

All Photos: Hamid Shibata Bennett

11 ECONOMIC DEVELOPMENT BACKGROUND SUMMARY

CONTEXT

Milwaukie has a dynamic economy, with over 1,000 businesses employing approximately 13,000 people in a wide variety of industries. The city is home to a number of regionally significant businesses, hundreds of small and emerging businesses, a regional shopping center, and an emerging downtown core. Historically a working-class town, recent years have seen an influx of new residents which has resulted in rising income levels and home values.

The city has undertaken a number of recent planning efforts to help shape economic development in Milwaukie, including in Downtown and Central Milwaukie and the North Milwaukie Innovation Area (NMIA). The city has also implemented a number of programs and incentives geared towards attracting additional employment and development and improving quality of life in Milwaukie. This chapter provides a brief introduction to issues, requirements and strategies related to Milwaukie's economy.

Policies related to economic development are guided by Statewide Planning Goal 9 Economic Development, which seeks to "provide adequate

opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens." Milwaukie complies with Goal 9 by preparing an Economic Opportunities Analysis (EOA), which is used to help develop Comprehensive Plan goals and policies that are consistent with the EOA and which reflect city priorities and strategies. The city last completed an EOA in 2016 and includes specific recommendations for the city's major employment areas, including the NMIA, Johnson Creek Industrial Area, International Way Business District, and Downtown and Central Milwaukie.

KEY ISSUES

The following issues related to Milwaukie's economy and Statewide Planning Goal 9 were identified and addressed through the City's 2019 Comprehensive Plan update:

- **Cost of Housing**
Milwaukie has historically been a working class town that has offered housing opportunities to people across all income levels. That has changed rapidly in recent years, with housing prices increasing 50% between 2013 and 2019 while wages have been relatively flat. Increased housing prices have forced many Milwaukie residents to move elsewhere or to cut back on spending on other items.

- **Employment Land**

The city has a very limited supply of vacant employment land, meaning economic growth will largely rely on redevelopment and infill growth and increased employment density in existing commercial and industrial areas.

- **Inflow/Outflow of Jobs**

Milwaukie has a significant employment base, with a very high “jobs/housing” balance compared to other similarly sized cities. However, as of 2016, only 7% of employed city residents worked in Milwaukie. This means that the overwhelming majority of local employees must commute into the city, while residents commute to their jobs in other parts of the Metro region. Nearly 45% of residents work in Portland. Milwaukie continues to pursue both family-wage job growth and housing development, with the goal that more Milwaukie residents will be able to find employment close to home.

- **Purchasing Power**

The median household income for Milwaukie residents in 2016 (\$57,000) was 3% lower than the Metro area median, 12% less than the county median, and 25% less than the “self-sufficiency standard” for a family of four. This results in less purchasing power for City residents and challenges in obtaining local, affordable housing.

- **Organization**

There is no organized voice (Chamber of Commerce, Neighborhood District Association (NDA)) for the employment areas outside of Downtown Milwaukie.

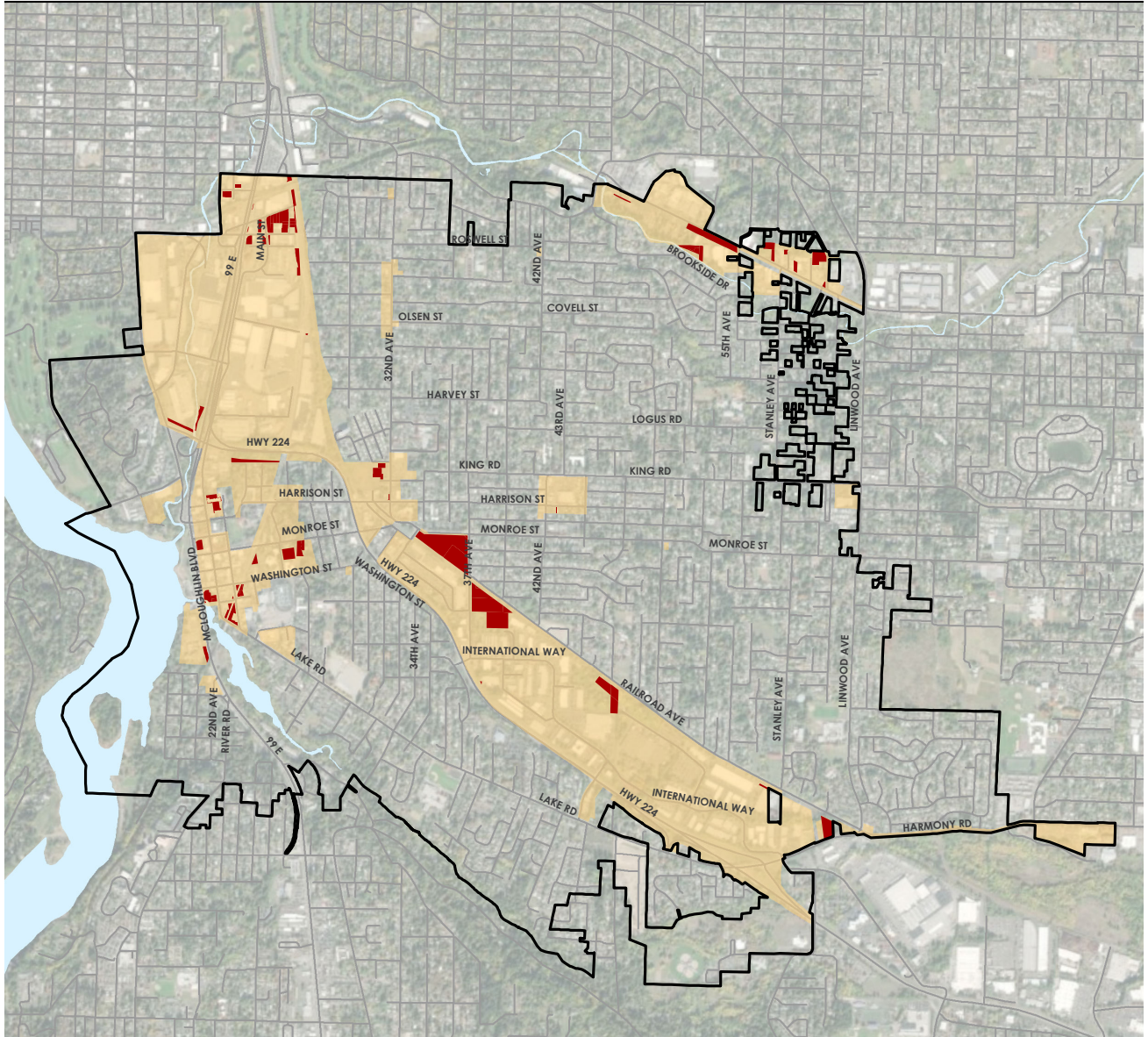


Photo:
Sebrina Morfensen

Industrial Use in the North Milwaukie
Innovation Area



Vacant Employment Land



0 0.25 0.5 0.75 1 Miles



Legend

- River or Stream
- Vacant Employment Land
- Street
- Employment Land
- Milwaukie City Limits

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11 ECONOMIC DEVELOPMENT GOALS & POLICIES

OVERARCHING SECTION GOAL

To 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 (MPA) 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.

Targeted Industries

The city's Economic Opportunities Analysis (EOA) includes an analysis of targeted industries and industry clusters, which are similar and related businesses that are mutually supportive, regionally competitive, and encourage entrepreneurship. The EOA analyzes targeted industries within the city and the Milwaukie Planning Area (MPA).

Minimizing Displacement of Existing Businesses

Increased economic investment brings many positives but can also result in higher rents and other costs. As Milwaukie sees more development, it will need to develop strategies and programs that minimize the displacement of existing businesses.

- 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, clean and carbon-free energy, and active transportation.

Jobs-Housing Balance

For a city of just over 20,000 people, Milwaukie has a very healthy local economy, with over 1,000 businesses and 13,000 workers. However, under 5% both live and work in Milwaukie. Meeting the housing needs of local workers has many potential benefits, including reduced commute times and greenhouse gas emissions.

11 ECONOMIC DEVELOPMENT GOALS & POLICIES

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.

12 URBAN GROWTH MANAGEMENT BACKGROUND SUMMARY

CONTEXT

Urban Growth Management is the process by which Milwaukie and the greater metropolitan region plan for future growth. As of July 2019, Milwaukie had an estimated population of 20,535 people, or just under 1% of the seven-county metropolitan area’s total population of 2.5 million people. According to Metro, the agency charged with managing the overall growth of the region through the Regional Urban Growth Management Functional Plan and the regional urban growth boundary (UGB), the region is expected to surpass 3 million residents by 2040, an increase of about 20%.

Urban Growth Boundary (UGB)
A regional boundary, set in an attempt to control urban sprawl by, in its simplest form, mandating that the area inside the boundary be used for urban development and the area outside be preserved in its natural state or used for agriculture.

Metro’s last forecast model from 2016 anticipates that Milwaukie will increase by about 13% by 2040, to just over 23,000 people. Milwaukie is a landlocked and built out community, meaning that the city does not have a border that abuts open land

at the edge of the UGB and that future population growth will rely primarily on infill development and redevelopment. However, the city believes this forecast underestimates growth in Milwaukie, as it is largely based on past trends (Milwaukie experienced little growth between 1990 and 2015), and the city has seen an uptick in development between 2017 and 2019.

Regulations

Several of Oregon’s Statewide Planning Goals provide guidance for how comprehensive plans should help manage urban growth and development. They include Goal 2 Land Use Planning, Goal 11 Public Facilities, and Goal 14 Urbanization. In order to show compliance with these goals, Milwaukie is required to enter into an Urban Growth Management Agreement (UGMA) with Clackamas County that describes how land planning and facility provision would occur for properties outside city limits.

The Urban Growth Management Agreement (UGMA)

The County and City entered into an UGMA in July of 1990. The UGMA established a planning area boundary, with I-205 generally serving as the eastern edge of the city’s future urban service area. This agreement and Milwaukie’s Comprehensive Plan policies have long called for the city to ultimately expand to include this area, which would effectively double the size

of the city. However, no mechanism was developed to encourage or enable the city to annex these properties.

Annexations

From 2010 through 2019, the city annexed approximately 160 properties into Milwaukie from an area to the northeast of the city limits through a program to provide sanitary sewer service to these properties. The city has continued to annex properties that are redeveloping or need to connect to sewer service, but numerous islands of unincorporated properties (approximately 100 properties in total) surrounded by city limits remain in this area. The city has taken a passive approach to annexation of these properties and has not forcibly annexed any islands in recent years. Milwaukie is continuing to work with Clackamas River Water and Clackamas County's Water Environment Services (WES) to amend service agreements so that land that is currently outside the city limits and within the Milwaukie Planning Area (MPA) boundary (**Map XX**) will need to annex to receive development approval.

KEY ISSUES

The following issues related to Urban Growth Management and Statewide Planning Goals 2, 11, and 14 were identified and addressed through the City's 2019 Comprehensive Plan update.

- **Residential Development**

Most of the residentially zoned parcels in Milwaukie and in the MPA have long been built out, and many of the remaining undeveloped parcels will be challenging to develop for various reasons.

- **Service Districts**

Several of Milwaukie's services are offered in partnerships with service districts such as North Clackamas Parks and Recreation District, Clackamas River Water, WES, and Clackamas Fire District #1. Although there are benefits to service districts, such as greater resources which can often return cost benefits, these partnerships still represent a loss of local control by the city.

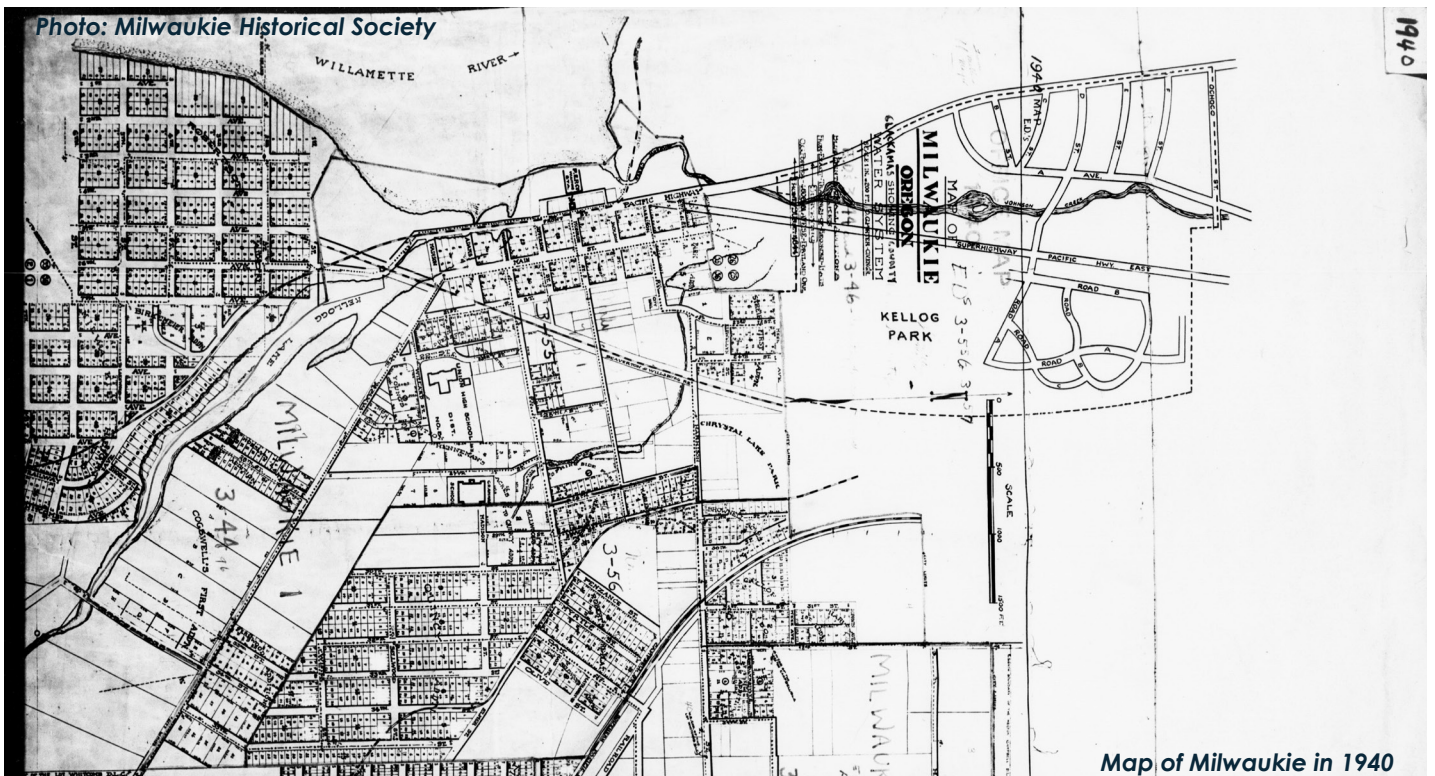


Photo: Milwaukie Historical Society

Map of Milwaukie in 1940

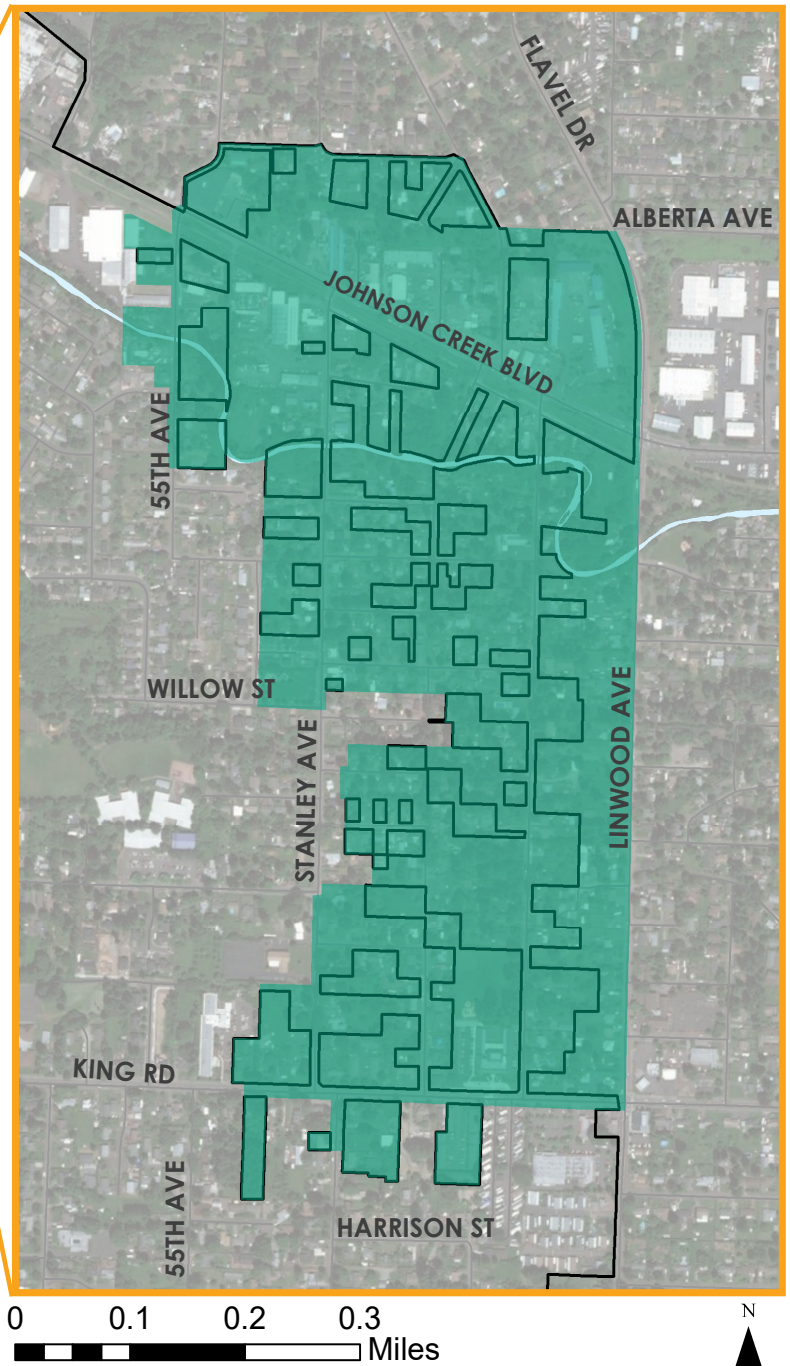
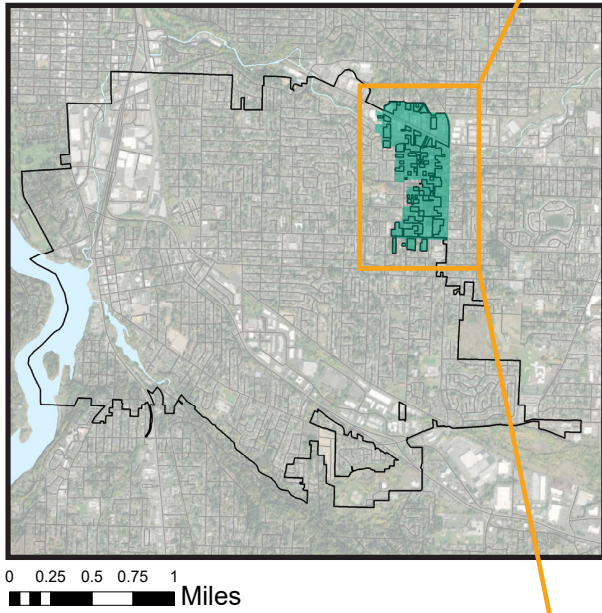
12 URBAN GROWTH MANAGEMENT BACKGROUND SUMMARY

- UGMA Complications**
Provisions of the 1990 UGMA limited which areas would ultimately be served by city water and sewer service, keeping much of it served by county special service districts. It also provided Clackamas County with lead planning authority for areas outside the city limits and inside the areas governed by the UGMA. Given these parameters, Milwaukie has had a passive approach to annexation, and instead focused its efforts over the past 30 years on its existing urban areas, rather than on the growing commercial and mixed-use development along 82nd Ave and within the Clackamas Regional Center. The city is currently working with the County to amend the UGMA to provide a more active role for the City in planning for growth in the MPA.
- Development Review**
Under the UGMA, the city and county are required to coordinate development review for property within the MPA. However, strict adherence to county standards for development can lead to inconsistencies with Milwaukie's development goals and standards. City and county

staff have worked on language to better define procedures and responsibilities related to the review of plans and development applications within the MPA.



UGMA Dual Interest Area A



Legend



River or Stream



UGMA Dual Interest Area A



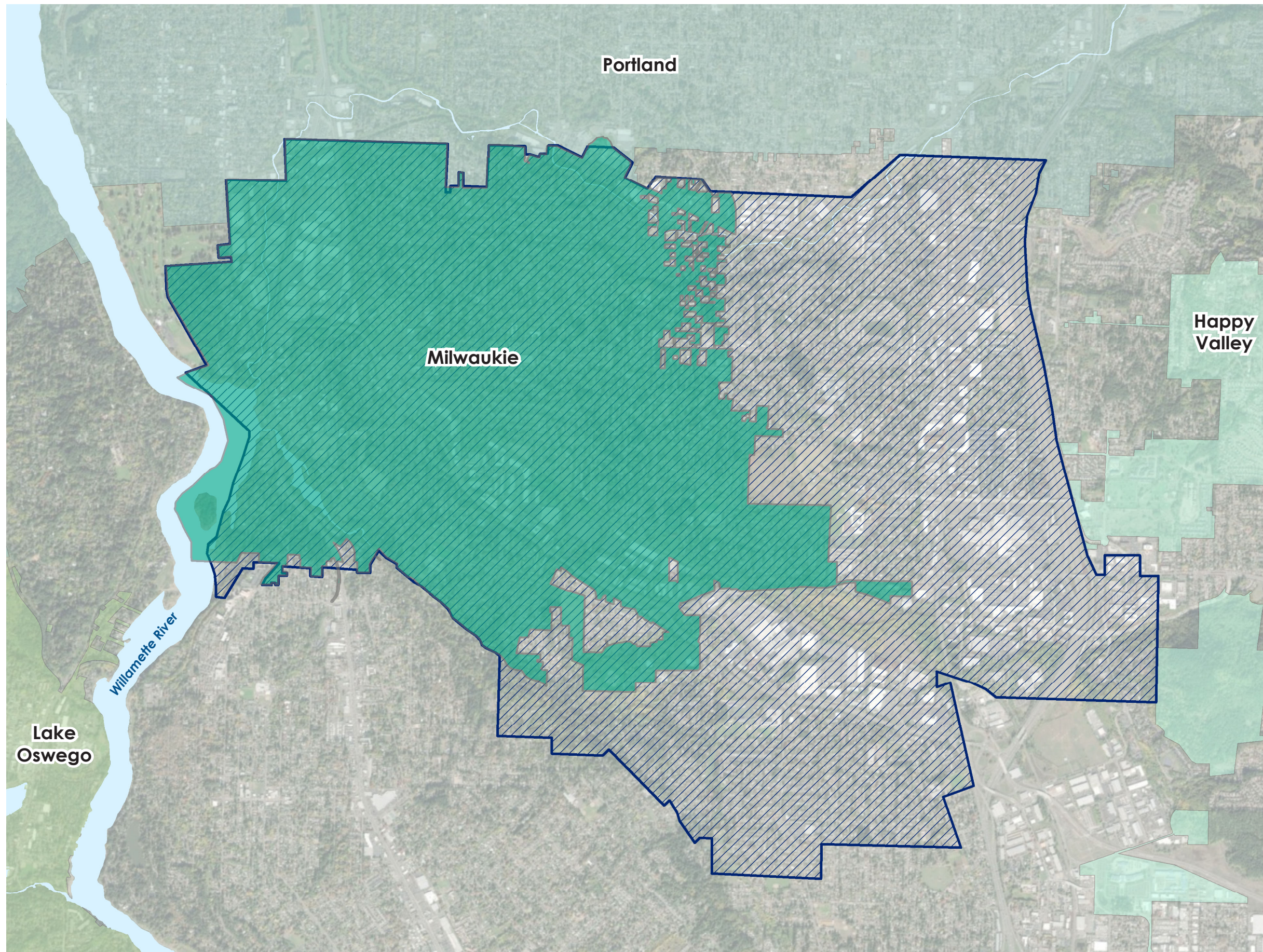
Milwaukie City Limits



Street



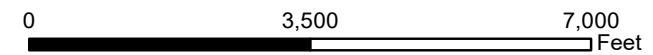
Milwaukie Planning Area Boundary



Legend

- River or Stream
- City of Milwaukie
- Happy Valley
- Portland
- Lake Oswego
- Milwaukie Planning Area

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



12 URBAN GROWTH MANAGEMENT

GOALS & POLICIES

OVERARCHING SECTION GOAL

To 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 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.

The Milwaukie Planning Area (MPA)

The Milwaukie Planning Area (MPA) is an area of unincorporated Clackamas County to the east of the city's current boundaries that extends to Interstate 205. It is served by a full suite of urban services, and if fully annexed, would double the size and population of the city.

GOAL 12.3 - URBAN GROWTH MANAGEMENT AGREEMENT

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 the UGMA 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.

12 URBAN GROWTH MANAGEMENT

GOALS & POLICIES

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 into 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** 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** Oppose efforts by another city to provide urban services within the MPA unless such services are set forth through an intergovernmental agreement.

- POLICY 12.5.4** 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.

What is a special service district?

The City of Milwaukie provides the majority of city residents with public services such as water, wastewater conveyance, police services, and permitting. Other public services, such as fire protection, wastewater treatment, and parks and recreation services are provided by special service districts. Comprehensive Plan policies call for the city to oppose any new special service districts within the MPA.

12 URBAN GROWTH MANAGEMENT

GOALS & POLICIES

GOAL 12.6 - URBAN FORM

Ensure that Milwaukie 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 or 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.

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SAFE & ACCESSIBLE TRANSPORTATION



“Milwaukie has a complete, clean and attractive network of sidewalks, bike lanes and paths that enable accessibility, mobility and safety for all. Streets are tree-lined, well-lit and designed to promote a healthy and active lifestyle. There is a seamless transition between walking, biking and transit to key amenities and neighborhood centers.”

- Milwaukie 2040 Community Vision



SAFE & ACCESSIBLE TRANSPORTATION

As noted in Chapter 1 of this document, the City's Transportation Systems Plan (TSP) and the Comprehensive Plan transportation goals and policies were not updated as part of the 2019 plan adoption. Work on the updated TSP is expected to commence in 2020, at which point this chapter will incorporate the updated transportation goals and policies. In the interim period, the City is carrying forward the existing TSP and Comprehensive Plan policies, which saw its last major update in 2007 and additional changes in 2013 and 2016.

The TSP is the City's long-term plan for transportation improvements and includes policies and projects that could be implemented through the City Capital Improvement Plan (CIP), development review, or grant funding. The TSP fulfills the requirements of Statewide Planning Goal 12 (Transportation), which is largely implemented through the state's Transportation Planning Rule (TPR).

STATEWIDE PLANNING GOALS ADDRESSED

12 TRANSPORTATION

The State of Oregon has 19 total statewide planning goals. All comprehensive plans in the state must show they meet all relevant planning goals.

SECTIONS INCLUDED IN THIS CHAPTER

13 TRANSPORTATION



13 TRANSPORTATION GOALS

OVERARCHING SECTION GOAL

Transportation goals form the basis for how the local transportation system will be developed and maintained over the long term. Given their importance, the City involved agency, business, and citizen stakeholders in developing goals that support a multimodal approach to transportation planning that reflects how citizens think about and experience the transportation system. Since they are equally important in different ways, they are not listed in order of importance or priority.

GOAL 13.1 - LIVABILITY

Design and construct transportation facilities in a manner that enhances the livability of Milwaukie's community.

GOAL 13.2 - SAFETY

Develop and maintain a safe and secure transportation system.

GOAL 13.3 - TRAVEL CHOICES

Plan, develop, and maintain a transportation system that provides travel choices and allows people to reduce the number of trips made by single-occupant vehicles.

GOAL 13.4 - QUALITY DESIGN

Establish and maintain a set of transportation design and development regulations that are sensitive to local conditions.

GOAL 13.5 - RELIABILITY AND MOBILITY

Develop and maintain a well-connected transportation system that reduces travel distance, improves reliability, and manages congestion.

GOAL 13.6 - SUSTAINABILITY

Provide a sustainable transportation system that meets the needs of present and future generations.

GOAL 13.7 - EFFICIENT AND INNOVATIVE FUNDING

Efficiently allocate available funding for recommended transportation improvements, and pursue additional transportation funding that includes innovative funding methods and sources.

GOAL 13.8 - COMPATIBILITY

Develop a transportation system that is consistent with the city's Comprehensive Plan and coordinates with County, State, and regional plans.

GOAL 13.9 - ECONOMIC VITALITY

Promote the development of Milwaukie's, the region's and state's economies through the efficient movement of people, goods and services, and the distribution of information.

The 2007 Transportation System Plan (TSP) Advisory Committee and Working Groups assisted city staff in refining and developing policies that further define the nine multimodal goals listed above. They also translated transportation needs and improvements into mode-specific master plans that prioritize the improvements the City should undertake in the short and long term. Refer to the TSP for additional detail, as it is the city's guiding transportation document.

GLOSSARY

Access/accessible

1) The ability to make use of the built environment, including transportation facilities, parks and open space, public infrastructure, housing, or businesses and services that are open to the public. 2) Making a wide variety of information and involvement opportunities, activities, and settings available to members of the public.

Accessory dwelling unit (ADU)

A self-contained home with its own kitchen, bathroom, and sleeping area, located on the same property as a larger, principal dwelling. Also known as a granny flat, carriage house, in-law unit, accessory apartment, au-pair suite, guest house, or backyard cottage.

Active transportation

Transportation that involves physical activity, including walking, biking, and using wheelchairs or other mobility devices.

Adaptive reuse

Modifying an existing site or building for a purpose other than that for which it was built or designed. This is commonly done to preserve the structure while allowing a contemporary use.

Biodiversity

The variety of living species in a given physical environment, including plants, animals, bacteria, and fungi.

Brownfield

Real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant.

Built environment

The physical components of an environment in which people live and work, including buildings, infrastructure, streets, and open spaces.

Capital improvement

Physical improvements and assets used to provide public services or infrastructure, such as water, wastewater, drainage and flood control, transportation, emergency services, and parks and recreation.

Carbon footprint

The total inventory of greenhouse gas emissions within a geographic area.

Center

Places with concentrations of commercial and community services, housing, gathering places, and transit connections. Centers provide services to surrounding neighborhoods and are intended to be enhanced as places because they are a focus of housing and job growth. Metro's 2040 Growth Concept, a long-range plan for the Portland Metropolitan Region, defines three types of centers that are applicable to Milwaukie, each of which has varying functions, levels of activity, and scales and intensities of development:

- Town Centers serve a broad area and have an important role in accommodating growth. They provide a full range of commercial

and community services, high-density housing, mid-rise commercial and mid-rise mixed-use buildings (typically up to five to seven stories in height), are served by high-capacity transit connections, and have a substantial employment component. Town Centers provide housing opportunities for enough population to support a full-service business district. Downtown Milwaukie is a designated Town Center.

- Neighborhood Centers primarily serve adjacent neighborhoods and provide opportunities for additional housing and low- to mid-rise commercial and mixed-use buildings (typically up to three to five stories in height). They provide a range of local commercial and community services and transit connections. Neighborhood Centers provide housing opportunities for about half the population needed to support a neighborhood business district.
- Regional Centers are hubs of commerce and local government services serving hundreds of thousands of people. They are characterized by two- to four- story, compact employment and housing development served by high-quality transit. Clackamas Town Center is a regional center in Clackamas County.

Climate adaptation

Actions and efforts directed at increasing community and operational functionality and resiliency to extreme events or during prolonged economic, environmental and social system changes due to climate change.

Climate change

Climate change refers to a change in the state of the climate (the prevailing weather conditions of a region, including precipitation, sunshine, wind, etc.) that can be identified by measurable changes of its properties and that persists for an

extended period of time. Climate change may be due to natural environmental processes or external forces, such as human-caused changes to the composition of the atmosphere or land use, leading to generation of greenhouse gas emissions and impacts on natural systems.

Climate mitigation

Actions directed toward reducing greenhouse gas emissions that contribute to climate change.

Cluster development

Development that locates multiple structures within close proximity of one another in exchange for preserving larger areas of open space and natural resources.

Cohousing

A nontraditional but emerging housing model that is designed to foster an intentional community and cooperation. Typically involves privately-owned residences and shared community or dining spaces.

Corridor

Streets that serve as major transportation routes for people and goods and are extensively served by transit.

Critical habitat

A term defined and used in the Endangered Species Act, it refers to specific geographic areas that contain features essential to the conservation of an endangered or threatened species and that may require special management and protection.

Cultural resource

(see Historic and cultural resources)

Daylighting

In the context of water resource management, daylighting is when streams that have been piped underground in

the past are restored to a more natural condition and are visible from the surrounding environment.

Dedication

A transfer of property or property rights as a condition of development approval to the City of Milwaukie for public facilities such as streets, utilities, pathways, sidewalks, surface water management, and street trees for open space protection.

Density

A measure of the intensity of development on a net acre of developable land. Residential density is typically measured in number of dwelling units per net acre.

Development code

Also known as the Zoning Code and included as Title 19 of the Milwaukie Municipal Code, it regulates the processes, permitted uses, and standards for development in Milwaukie.

Displacement

Households or businesses involuntarily forced to move from a neighborhood because of increasing market values, rents, or changes in the neighborhood’s ability to meet basic needs in the case of households, or erosion of traditional client base in the case of businesses.

Diverse/diversity

The variance or difference among people, including race, ethnicity, gender, age, religion, nationality, language preference, socioeconomic

status, disability, sexual orientation, gender identity and others.

Easement

A right to use property owned by another party for specific purposes or to gain access to some portion of another’s property.

Ecosystem

A biological community of interacting organisms and their physical environment.

Employment area

The area that supports the city’s economy, providing land primarily for office, research, education, and industrial uses.

Equity/equitable

When everyone - regardless of race, ethnicity, age, gender, sexual orientation, religion, zip code, health and ability status, or any other consideration - have equal and inviolable dignity, value, and opportunity to participate justly, fairly, and fully in all dimensions of civic and economic life to advance their wellbeing and achieve their full potential.

Family-wage

The minimum income necessary, depending on family size, for a person working 40 hours a week to meet their household’s basic needs, such as housing, food, health care, childcare, and transportation.

Floodplain

The area subject to inundation by the base flood as identified on the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Map (FIRM). The base flood is one that has a 1% chance of being equaled or exceeded in any given year, also referred to as the “100-year flood.”

Franchise agreement

An agreement between the city and a public or private utility (trash and recycling, telephone, television, internet) that may address services, rates, and how the utility utilizes the public right-of-way.

Frequent transit service

Service that runs every 15 minutes or better, as defined by the Tri-County Metropolitan Transit District (TriMet).

Good-neighbor agreement

A negotiated agreement, typically between a neighborhood group and a business or industry, which works to address specific issues of concern in a collaborative way. Good-neighbor agreements can be legally-binding or non-binding.

Green infrastructure

Public or private assets, either natural resources or engineered green facilities, that protect, support, or mimic natural systems to provide stormwater management, water quality, public health and safety, open space, and other complementary ecosystem services. Examples include trees, green roofs, green street facilities, wetlands, and natural waterways.

Green roof

Also called “ecoroofs,” they replace conventional roofing with a vegetated roof system

Greywater

Shower and bath wastewater, bathroom sink wastewater, kitchen sink wastewater, and laundry wastewater.

Groundwater

Water under the earth’s surface, often confined in aquifers, capable of supplying wells and springs. Currently the main water supply for the city.

Habitat connectivity

The degree to which areas of wildlife habitat are connected.

Heat island effect

A measurable increase in ambient urban air temperatures resulting primarily from the replacement of vegetation with buildings, roads, and other heat-absorbing infrastructure.

High-capacity transit

Public transit service in which vehicles make fewer stops, travel at higher speeds, have more frequent service, and carry more people than local service transit such as typical bus lines.

Historic and cultural resources

Sites, structures, districts, objects, and buildings within the city that reflect the city’s unique architectural, archaeological, and historical heritage.

Housing affordability

As defined by the US Department of Housing and Urban Development (HUD), the availability of housing that costs an owner or renter no more than 30 percent of gross household income, including utilities.

Impervious surface

Hard manmade surfaces such as driveways, parking lots, roads, sidewalks, and rooftops that prevent stormwater from being absorbed (infiltrating) into the ground (infiltration).

Inclusion/inclusive

The degree to which diverse individuals are able to participate fully in the decision-making process within an organization or group.

Incorporated area

Land within the Milwaukie city limits under the city’s jurisdiction. In contrast, the unincorporated area within Milwaukie’s planning area lies outside of the city limits

and is under the jurisdiction of Clackamas County.

Infill development

Additional development on already developed lots, achieved through subdividing lots or otherwise increasing their density.

Infrastructure

Necessary municipal or public services provided by the government or by private companies, including streets, bridges, tunnels, drainage systems, water and sewer lines, parks, pump stations and treatment plants, dams, and lighting systems.

Intentional Communities

A planned residential community designed from the start to have a high degree of social cohesion and teamwork.

Intergovernmental agreement (IGA)

A legal agreement between two or more units of local government (such as cities, counties, public service agencies, etc.) allowing one agency to perform functions or activities that another agency has the authority to perform.

Last mile

A term used to describe the first or last leg of a transit trip between a transit stop and a person's place of origin or destination.

Liquefaction

A process in which loose, granular soils below the ground water table temporarily lose strength during strong

earthquake shaking.

Livable/livability

The ability to meet community members' economic, social, and cultural needs and to promote their health, safety and well-being.

Low-carbon energy

Low carbon energy sources produce little to no carbon dioxide emissions. Examples include solar, wind, biomass, geothermal, and hydropower.

Low-impact development Strategies and building types that reduce the environmental impact of development on natural systems, including hydrology and vegetation.

Low-income/moderate-income

Typically based on annual Median Family Income (MFI) limits published by HUD. Households earning: 0-30 percent MFI are "extremely low-income"; 31-50 percent MFI are "very low-income"; 51-80 percent MFI are "low-income"; 81-120 percent MFI are "moderate-income".

Middle housing

Housing types that fall between detached single-family residences and large multifamily residential developments, including duplexes, triplexes, quadplexes, row houses, cottage clusters, and garden apartments.

Mixed-use development

The development of a property with more than one complementary and integrated use, such as residential, office, retail, public, or entertainment land uses.

Mode split

The percentage of travelers using various modes of transportation (walking, biking, driving, taking transit,

etc.).

Multimodal transportation

Facilities that support a variety of transportation modes (walking, biking, driving, transit, etc.).

Natural hazard

A natural phenomenon that might have a negative effect on humans or the environment. Examples include floods, landslides, earthquakes, wildfires, and severe weather events (droughts, winter storms, etc.).

Natural hazard area

Land prone to natural hazards, such as those whose geologic conditions predispose them to earthquake, landslide, or sinkhole impacts, or whose location, within a 100-year floodplain or adjacent to wildlands, that increases the likelihood of flood or wildfire.

Natural resource

A functioning natural system, such as a wetland or a stream, wildlife habitat or material in the environment used or capable of being used for some purpose.

Neighborhood District Association (NDA)

Official neighborhood groups that advise the city on matters affecting their neighborhoods and carry out community building projects and events.

Neighborhood hubs

Intended to provide neighborhood gathering places and locations where residents have relatively easy access to a variety of services or goods near their homes. Hubs are envisioned to vary in size and intensity. They could be as small as a neighborhood tool library or as large as a cluster of mixed-use buildings with housing located above shops and services.

Public facilities

Facilities intended to serve the public and consisting of either City-owned or other publicly-owned streets, right-of-

way, storm drainage systems, water systems, bus stops, sanitary sewer systems, street lighting, sidewalks, bicycle paths, treatment plants, street trees, public accessways, utility easements, traffic controls, and their associated facilities.

Public facilities plan (PFP)

A support document or documents to a comprehensive plan that complies with Statewide Planning Goal 11 (OAR 660-11-45), by describing the water, sanitary sewer, stormwater management, and transportation facilities needed to support the land uses designated in the Comprehensive Plan.

Public right-of-way

Land that by deed, conveyance, agreement, easement, dedication, usage, or process of law, is conveyed, reserved for, or dedicated to the use of the general public for street, road, or highway purposes, including curbs, gutters, parking strips, pedestrian ways, and sidewalks and bicycle trails.

Public services

Services provided by the city or other public agency, including fire protection, police, library, parks and recreation, transportation, senior service, development and plan review, water, sanitary sewer, storm drainage, treatment, and similar services.

Redevelopment

Construction of new structures or expansion or change to existing structures on an already developed site.

Resilient/resiliency

The capacity for a socio-ecological system to absorb stresses and maintain function in the face of external stresses imposed upon it.

Retrofit/retrofitting

Renovating or otherwise modifying an existing building, typically to withstand a natural disaster such as an earthquake.

Riparian

Areas associated with streams, lakes, and wetlands where vegetation communities are predominately influenced by their association with water.

Setback

The distance between a structure and the property lines of the lot, parcel, or tract on which it is located.

Special service district

A unit of local government (other than a city, county, or metropolitan service district) that is authorized to provide special services to the public. This includes but is not limited to: water control districts, domestic water associations and water cooperatives, irrigation districts, port districts, regional air quality control authorities, fire districts, school districts, hospital districts, mass transit districts and sanitary sewer districts.

Stakeholders

Those who have a compelling and significant interest in a planning effort, or who may be affected by a planning effort.

Stormwater

Water that originates from precipitation events and snow or ice melt.

Stormwater management

Collecting, filtering, retaining or detaining surface water runoff during and after a storm event for the purpose of water quality improvement.

Surface water

Water that appears on or originates from the land surface of the earth, as opposed to under the earth (groundwater).

Sustainable/sustainability

Planning for the future and changing behaviors today that ensure a healthy planet, people, and places tomorrow. Sustainable communities are neighborhoods, cities, and regions that take action to ensure their communities will thrive for generations to come.

System Development Charges (SDCs)

One-time charges assessed on new development, additions, and changes of use to pay for the costs of expanding public facilities such as transportation, water, sewer, stormwater, and parks and recreation.

Traded sector

Industries and firms that produce goods and services sold outside the region.

Transit

Scheduled passenger transportation services provided by public, private, or non-profit entities. Examples of transit include bus service, bus rapid transit, commuter rail, high-capacity transit, light rail transit, and streetcar transit.

Transparency

Providing reliable, relevant, and timely information about government activities and decision-making.

Underrepresented group

People and communities that historically and currently do not have an equal voice in institutions and policy-making and have not been served equitably by programs and services historically and/or currently.

Underserved

People and places that historically and currently do not have equitable resources, access to infrastructure, healthy environments, housing choices, etc.

Underutilized site

A site with physical improvements that are far below the site's development potential.

Universal design

The principle that buildings and their sites should be built or renovated in ways that can work for all, for a "universal" population. This includes people with varying abilities, temporary or permanent, throughout life.

Upland zone

In contrast to riparian zones, areas of the watershed that do not receive regular flooding by a stream

Urban forest

A collection of trees that grow within a city or town.

Urban Growth Management Agreement (UGMA)

An agreement between the City of Milwaukie and Clackamas County that describes how land planning and facility provision would occur for properties currently outside the city limits but within the city's planning area. The agreement established a boundary whose eastern edge is generally I-205, and called for the city to ultimately expand to include land within the boundary.

Urban service

As defined in ORS 195.065, urban services include sanitary sewers, water, fire protection, parks, open space, recreation, and streets, roads, and mass transit.

Urban service agreement

An agreement between units of local government or special service districts for the provision of urban services which

specifies the future roles, responsibilities, and service area for the urban service.

Vulnerable population

Populations that are disproportionately impacted by economic or natural hazards, including people of color, aging populations, people with low incomes, and those with disabilities.

Watershed

The area that catches rain and snow and drains into a corresponding river, stream, or waterbody.

Wellhead protection zone

A land area regulated to prevent contamination of a well or well-field supplying a public water system.

Wetland

Areas inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas.

Wildlife corridor

A portion of wildlife habitat, generally of vegetated land cover, which joins two or more larger areas of wildlife habitat and facilitates wildlife migration.

Wildlife habitat

An area upon which wildlife depends in order to meet their requirements for food, water, shelter, and reproduction.

Willamette River Greenway

A specially designated area along the banks of the Willamette River. Under State law, the qualities of the land along the Willamette River are to be protected, conserved, and enhanced for natural, scenic, historic, and recreational land uses.

APPENDIX A: List of Acronyms

ADA – Americans with Disabilities Act

CAP – Climate Action Plan

CERT – Community Emergency Response Team

CET – Construction Excise Tax

CIAC – Community Involvement Advisory Committee

CPAC – Comprehensive Plan Advisory Committee

DEQ – Oregon Department of Environmental Quality

DLCD – Oregon Department of Land Conservation and Development

DOGAMI – Oregon Department of Geology and Mineral Industries

EOA – Economic Opportunities Analysis

FEMA – Federal Emergency Management Act

GHG – Greenhouse Gas Emissions

HCA – Habitat Conservation Area

HNA – Housing Needs Analysis

JCWC – Johnson Creek Watershed Council

LCDC – Oregon Land Conservation and Development Commission

LWI – Local Wetland Inventory

MAX – Metropolitan Area Express Light Rail

Metro – Metropolitan Planning Organization for Portland Region

MHAS – Milwaukie Housing Affordability Strategy

MPA – Milwaukie Planning Area

NCPRD – North Clackamas Parks and Recreation District

NCSD – North Clackamas School District

NCWC – North Clackamas Watershed Council

NDA – Neighborhood District Association

NMIA – North Milwaukie Innovation Area

NR – Natural Resource

ODOT – Oregon Department of Transportation

OHCS – Oregon Housing and Community Services

PARB – Parks and Recreation Board

PSAC – Public Safety Advisory Committee
RTP – Regional Transportation Plan
SAFE – Safe Access for Everyone
SDC – System Development Charge
SHPO – State Historic Preservation Office
SSMP – Street Surface Management Program
TSP – Transportation Systems Plan
UGB – Urban Growth Boundary
UGMA – Urban Growth Management Agreement
UGMFP – Metro Urban Growth Management Functional Plan
VAC – Vision Advisory Committee
WES – Clackamas County Water Environment Services
WG – Willamette Greenway
WQR – Water Quality Resource