

## RECREATIONAL NEEDS (PARKS AND RECREATION)

**GOAL STATEMENT:** To provide for the recreational needs of present and future City residents by maximizing the use of existing public facilities, encouraging the development of private recreational facilities, and preserving the opportunity for future public recreational use of vacant private lands.

### OBJECTIVE #1 — PARK CLASSIFICATIONS

Establish the following park classification and standards to guide provision of parks and other public open space throughout the City:

- Mini-Park, Playlot, or Totlot: A park serving specialized, concentrated populations such as seniors or small children. These are usually conveniently located at nursery or elementary school sites, or at easily accessible neighborhood lots. These lots can range between 2,500 square feet and one acre in size. The standard is one such lot per 2,000 persons.
- Vestpocket Park: Small, open, pedestrian areas, typically located in downtown areas, densely populated residential areas or industrial areas. Serves primarily an adult population within 1/4 mile radius from the site.
- Neighborhood Park: Typically serves one neighborhood (within a 1/2 mile radius), is often located by a school, and provides short duration activities (field sports, play, leisure time, etc.). Minimum size is 1 acre. The standard is 1 acre of neighborhood park per 1,000 residents.
- Community Park: Serves all City residents (within a 2 mile radius) for fairly intensive activity. The standard is 2.5 acres for every 1,000 persons.
- Neighborhood Playfield: Each playfield serves a population of 4,000—6,000 for casual, unscheduled, self-regulated athletic activities. Facilities may include softball/ baseball fields or tennis courts. Access is by foot, bicycle, or auto with provisions for permanent off-street parking. Spectator areas provided.
- Natural Preserve: A publicly owned area of scenic or natural character serving the entire community, for environmental education and contemplative opportunities. Preservation and enhancement of the resource is the primary objective. Access is primarily on foot or bike, with limited provisions for auto parking. Amenities may include permeable pathways, seating at viewing locations, interpretive displays or markers. No specified minimum size.
- Cultural, Historical Resource Area: An area of historic value to be preserved and enhanced, serving all members of the community. Access is primarily on foot or bike with provision for auto drop-off and/or parking. Minimum size is 2,500 square feet. Amenities may include pathways, monuments, period landscape elements, seating areas.
- Linear Parks: A linear strip of land for walking or bicycling connecting activity centers and/or other parks or points of interest. Minimum 8 foot pathways. Amenities may include signage and rest opportunities at 1/4 mile minimum intervals.

## Existing Comprehensive Plan Goals and Policies

- Special-Use Areas: Includes facilities such as marinas, swimming pools, tennis complexes, baseball and soccer facilities which could accommodate public performances or afford specialized recreation opportunities to the public. No site or facility standards are applicable.

### OBJECTIVE #2 — PARKS AND RECREATION MASTER PLAN

#### Policies

1. A detailed Parks and Recreation Master Plan will be prepared based on the need identified for the City as a whole, and for each park planning sub-area. The standards noted previously in this element will serve as guidelines for the master plan.
2. To prepare a City-wide master plan for parks and recreation facilities, services and programs that provides for a wide range of recreation opportunities for residents of the City.
3. Neighborhood groups will have opportunities to evaluate the adequacy of their recreation facilities as a part of the total evaluation of neighborhood needs and priorities.
4. The Parks and Recreation Master Plan will include consideration of a number of implementation techniques including but not limited to the following: annual budgeting, bonds, special levies, grants, dedications, systems development charges, the formulation of a special park and recreation district, the usage of street vacations for providing park land, and development regulations for the Willamette Greenway and other open spaces as described elsewhere in the Recreational Needs Element.

### OBJECTIVE #3 — INTERGOVERNMENTAL COOPERATION

To continue to work with other governmental agencies in providing park and recreational facilities and services.

#### Policies

1. The City will continue to initiate and support joint-use construction and maintenance agreements with the North Clackamas School District No. 12.
2. The City will participate in regional recreation planning and implementation programs through Metro, and will coordinate activities with Clackamas County, other state and federal agencies.
3. The City will investigate the feasibility of providing park and open space amenities on land owned by other public agencies, considering the safety and security of users and facilities.
4. The City will encourage participation in the County's open space tax deferral program as a means for preserving open space, and preserving the future opportunity for public use.

OBJECTIVE #4 — PRIVATE RECREATION OPPORTUNITIES

To ensure that new development does not overburden existing recreation facilities.

Policies

1. New residential projects may require the dedication of land for public park or open space uses if the development corresponds to areas where park deficiencies have been identified in the Parks and Recreation Master Plan.
2. In exchange for the dedication of park land, the allowable density on the remaining lands may be increased, so that the overall parcel density remains the same.
3. New residential projects not corresponding to areas of deficient park land as identified in the Parks and Recreation Master Plan will ensure adequate space and/or facilities are provided to meet the recreational needs of residents of the project, especially children. New projects may also be subject to a systems development charge for park and recreation improvements. Standards for private playlots will be established in the Parks and Recreation Master Plan. If playlots are required by the Planning Commission, the allowable density on the remaining lands may be increased, so that overall parcel density remains the same.
4. Private industry will be encouraged to provide recreation opportunities and facilities for their employees. New commercial development is encouraged to provide vestpocket parks and other street amenities for the general enjoyment of the public.

OBJECTIVE #5 — NEIGHBORHOOD AND COMMUNITY PARKS

To develop a City-wide park and recreation system which meets the needs of neighborhoods and the City as a whole.

1. A neighborhood park will be provided in a convenient location for the residents of each neighborhood, preferably on collector or minor arterial streets.
2. Neighborhood parks will serve the recreational needs of residents of that neighborhood only and will not contain large, highly structured facilities which may attract users from outside the neighborhood.
3. Community parks will be large City-wide facilities, will serve a special function, or will take advantage of unique locational characteristics. They should preferably be located on arterials or other major routes for easy accessibility from all parts of the City. North Clackamas Park is designated a community park.
4. Major structured recreational facilities such as lighted baseball and soccer fields, swimming pools, marinas, tennis complexes, etc., will be encouraged at community parks or special use facilities.

OBJECTIVE #6 — MAXIMIZATION OF EXISTING PARKS

To maximize the use of existing City parks consistent with their natural features and carrying capacity.

Policies

1. Through its Parks and Recreation Master Plan, the City will strive to develop appropriate facilities, improve access to existing parks and enlarge existing parks when feasible.

OBJECTIVE #7 — RIVERFRONT RECREATION

To maximize the recreational use of the Willamette River shoreland and waterways.

Policies

1. The City will develop a Greenway Design Plan to guide the implementation of its Willamette Greenway Program.
2. Existing waterfront park lands will be developed to maximize use and enjoyment of the river, while maintaining the environmental integrity of sensitive areas (See corresponding policies in Open Space, Natural Resources and Greenway Elements).
3. Public and private uses shall be combined in any mixed-used development in the commercial area along the Willamette River. Any mixed-use development shall include public access and open space considerations along the length of the riverfront connecting to existing paths. Other public uses may include a public gathering place, such as an amphitheater, or a marina or other special use facilities.
4. The City will cooperate with the City of Portland to encourage suitable recreational use of Elk Rock Island.
5. The Downtown and Riverfront Land Use Framework Plan anticipates redevelopment of the Kellogg Wastewater Treatment Plant site. The City will make reasonable efforts to reduce the area of land devoted to the Kellogg Wastewater Treatment Plant or bring about the decommissioning of the Kellogg Wastewater Treatment Plant. The City will make these efforts in an expeditious but orderly fashion that assures proper sewage treatment for Milwaukie citizens while effectuating a transition to treatment at another location. Reasonable efforts may include revising the Zoning Ordinance to make the existing facility a nonconforming use and restricting any modification of the sewage treatment use at that site. Riverfront access will be maintained with any redevelopment of the treatment plant site.
6. The Parks and Recreation Master Plan should address the idea of connecting the riverfront area to the proposed 40-mile loop trail system with a southern arm extending to North Clackamas Park.

## **WILLAMETTE GREENWAY**

**GOAL STATEMENT:** 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.

### OBJECTIVE #1 — WILLAMETTE GREENWAY BOUNDARY

To maintain the Willamette Greenway Boundary, including Kellogg Lake and lands south of the lake, as shown in Map 5.

#### Policies

1. The City will maintain the Willamette Greenway Boundary by complying with Statewide Planning Goal requirements.

### OBJECTIVE #2 — GREENWAY DESIGN PLAN

To prepare a design plan for all lands within the Willamette Greenway Boundary and related waterways.

#### Policies

1. A detailed Greenway Design Plan will be prepared based on the needs identified within each Neighborhood Area, policies contained in the Recreational Needs Element, the "Marina Feasibility Study" by the Port of Portland, 1978, "Community Development in Milwaukie: Problems, Prospects, Policies," by Lord and LeBlanc, 1977, the Milwaukie Riverfront Market Analysis, 1986, by The Benkendorf Associates, and the Greenway Inventory, 1987.
2. The Greenway Design Plan will be coordinated with the city-wide Parks and Recreation Master Plan.
3. The Greenway Design Plan will include the following elements:
  - Text describing the actions allowed under the Plan which will include such items as residential density, building bulk, and the appearance and height of buildings and other structures.
  - Graphics showing the location and nature of public access, location of existing buildings and future types of development, areas where natural vegetation will be kept or new vegetation is needed, setback line to establish how close to the river structures may be located, location of significant natural and cultural resources, location of public facilities, location of uses and activities allowed in water areas beyond the ordinary low water line, and location of areas (if any) to be designated for public acquisition.

## Existing Comprehensive Plan Goals and Policies

- Text describing alternative implementation techniques including annual budgeting, bonds, special levies, grants, dedications, development corporation, special development regulations, transfer of development rights and other methods.
- 4. The Greenway Design Plan will be coordinated with affected public agencies including ODOT, Division of State Lands, Port of Portland, Metro, Clackamas County, and City of Portland.
- 5. The Greenway Design Plan, when approved and adopted, will replace the Willamette Greenway Conditional Use Process with a Greenway Design Review Process.

### OBJECTIVE #3 — LAND USE

To encourage the cooperation of public and private ownerships to provide compatible uses within the Willamette Greenway.

#### Policies

1. The land use designations on Map 8 will serve as guidelines for establishing the Greenway Design Plan.
2. Intensification of uses, changes in use, or development of new uses are permitted only when consistent with the City's adopted Willamette Greenway Element, the Greenway Design Plan, the Downtown and Riverfront Land Use Framework Plan, and the Town Center Master Plan.
3. Within the Willamette Greenway Boundary, a Willamette Greenway Conditional Use Permit must be obtained prior to any new construction or intensification of an existing use. This policy applies until the Greenway Design Plan is adopted.
4. Through the Willamette Greenway conditional use process, setbacks shall be established on a case-by-case basis for uses not water-dependent or water related so that they are 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. This policy applies until the Greenway Design Plan is adopted.
5. New development within the commercial area west of McLoughlin shall be guided by an adopted design plan or redevelopment plan. If none exist, the developer of proposed new development shall prepare a design plan. The Plan shall show how all properties in the area can be integrated in a coordinated manner. The Plan shall show public and private areas and may be phased. The Plan shall incorporate the policies of the Willamette Greenway Element, the Economic Base, Industrial and Commercial Land Use Element, and the Transportation Element as a basis and standard for its design.

OBJECTIVE #4 — RECREATION

To maximize the recreational use of lands within the Willamette Greenway boundaries and the related waterways.

Policies

1. The Greenway Design Plan will provide for the further development and more extensive use of the public lands within the Greenway boundary.
2. Policies contained in the Recreational Needs Element will serve as guidelines for recreational planning within the Greenway.

OBJECTIVE #5 — PUBLIC ACCESS AND VIEW PROTECTION

To provide, improve, and maintain public access and visual access within the Greenway and to the Willamette River and Kellogg Lake.

Policies

1. The City will encourage new public access within the Greenway and to the Willamette River, through dedications, easements, or other means.
2. The City will undertake efforts to make existing points of public access more accessible and usable through maintenance and signing.
3. The City will evaluate all proposals within the vicinity of the Greenway for their effect on access to the visual corridors to the Willamette River and Kellogg Lake.

OBJECTIVE #6 — MAINTENANCE OF PRIVATE PROPERTY

To ensure the rights of private landowners are enforced.

Policies

1. The City will cooperate with the State in its programs designed to restrict access between public and private land. Nothing within the State of Oregon or City of Milwaukie Greenway program is intended to authorize the unrestricted public use of private land.

OBJECTIVE #7 — CENTRAL RIVERFRONT

To acquire property necessary for public open space, public trails, riverfront access and riverfront-related development, consistent with the Downtown and Riverfront Land Use Framework Plan.

Policies

1. The City has adopted a Downtown and Riverfront Land Use Framework Plan to reconnect downtown Milwaukie to the Willamette River. The Willamette River, Johnson Creek, and Kellogg Creek all provide beautiful natural borders to the downtown area. The Downtown and Riverfront Land Use Framework Plan capitalizes on these natural resources, by restoring the creeks and connecting the river to the historic blocks of downtown. The plan implements updated designations for the riverfront and addresses the following issues:
  - Public access.
  - Safe pedestrian access across McLoughlin Boulevard.
  - Public recreational use.
  - Natural resource protection.
  - Historic resource protection.
  - Visual access.
  - Transportation.
  - Riverfront-related commercial development and redevelopment.
  - Public-private partnerships for the riverfront.
  - Redevelopment of Kellogg Wastewater Treatment Plant.
2. The City will acquire appropriate property within the central riverfront area for trails, public access to the riverfront, and other uses identified in the Downtown and Riverfront Land Use Framework Plan.
3. The City will participate in appropriate public-private partnerships to develop property in the central riverfront area for uses identified in the Downtown and Riverfront Land Use Framework Plan.
4. The City will endeavor, by other appropriate means, to provide for public trails in the central riverfront area, public access to the riverfront, and other uses identified in the Downtown and Riverfront Land Use Framework Plan.

## **NATURAL HAZARDS**

**GOAL STATEMENT:** To prohibit development that would be subject to damage or loss of life from occurring in known areas of natural disasters and hazards without appropriate safeguards.

### OBJECTIVE #1 — FLOODPLAIN

To manage identified 100 year floodplains in order to protect their natural function as waterways, and to protect the lives and property of those individuals and concerns currently located within and along the floodplain boundary.

#### Policies

1. New construction and development will be regulated so that water flow will not be increased. The capacity of the floodplain shall not be reduced by development activities.
2. Construction materials which may be inundated will be of such strength and quality that they will not deteriorate, and they must be able to withstand the pressure and velocity of flowing water.
3. The finished elevations of the lowest floor of buildings and streets will be a minimum of 1.0 foot above the 100 year flood elevation.
4. Whenever possible, the floodplain will be retained as open space and used for recreation, wildlife areas, or trails. Dedication of lands or public easements within the floodplain is encouraged when indicated by the Recreational Needs Element, and may be required as a condition of development along creeks and rivers or other water bodies or wetlands.
5. The City will continue to participate in the FEMA Flood Insurance Program and will update its current flood hazard ordinance as necessary to comply with future revisions to that program.

### OBJECTIVE #2 — SEISMIC CONDITIONS (NO POLICIES)

Regulate the structural integrity of all developments within the City consistent with the provisions of the Uniform Building Code, Earthquake Regulations.

OBJECTIVE #3 — WEAK FOUNDATION SOILS

To ensure that adequate measures are undertaken to mitigate the structural limitations of soils.

Policies

1. When developments are proposed for areas identified as having a severe construction rating (See Map 3), a special report, (completed by a qualified soils engineer or engineering geologist), must accompany the application indicating proposed building techniques to mitigate soil limitations. Examples of appropriate mitigative techniques include:

- Excavating and backfilling where appropriate
- Special footing and foundation designs
- Special construction techniques such as pilings, etc.

## **ENERGY CONSERVATION (NO EXISTING CLIMATE CHANGE SECTION)**

**GOAL STATEMENT:** To conserve energy by encouraging energy efficient land use patterns and transportation systems, and by encouraging the construction industry and private homeowners to participate in energy conservation programs.

### OBJECTIVE #1 — LAND USE

To encourage an energy efficient land use pattern.

#### Policies

1. Through its Land Use Chapter policies, the City will encourage the following:
  - In-filling of developable lands in order to take advantage of previously constructed public facilities and services,
  - Location of industries and employment centers in close proximity to local neighborhoods, providing nearby employment opportunities. Potential to reduce long commuting trips is thereby established,
  - Increased density and intensity of residential development in areas adjacent to transit corridors, employment and commercial centers.

### OBJECTIVE #2 — TRANSPORTATION SYSTEM

To encourage an energy efficient transportation system.

#### Policies

1. Through policies contained in the Transportation Element, the City will encourage the following:
  - Improvements to improve the efficiency of major highways and arterials,
  - Improvements to the regional and local public transit system including passenger waiting facilities to encourage transit usage for appropriate trips,
  - Improvements to the pedestrian and bicycle system linking neighborhood and community facilities, and improving access to transit corridors.

OBJECTIVE #3 — CONSTRUCTION

To encourage the construction industry to construct energy efficient residential, commercial and industrial facilities.

OBJECTIVE #4 — SITE AND BUILDING DESIGN

To encourage site design practices resulting in energy efficiency.

Policies

1. The City will review and consider adoption of the results of the Metropolitan Solar Access Committee recommendations when they become available.
2. The City will encourage street and site design which allows the orientation of structures to take maximum advantage of solar energy potential. Access to sunlight will be safeguarded.
3. The City will encourage the innovative use of alternative energy sources such as solar, wind, etc., on all existing and new residential, commercial and industrial developments.
4. The City will, when practicable, make energy efficiency and the use of renewable resources a regular practice in its design and operation of buildings, equipment, and public facilities and services.
5. The City will establish an energy program aimed at ensuring the conservation of energy, utilizing alternative energy sources, and safeguarding the community's access to direct energy resources.

OBJECTIVE #5 — COORDINATION

To participate in local, regional and state-wide energy conservation programs.

Policies

1. The City will encourage residents and local businesses to conserve energy, to use renewable resources, and to recycle materials. The City will coordinate its efforts with those of local organizations, special districts, utility companies and State, regional and federal agencies.