



MILWAUKIE
Dogwood City of the West

Memorandum

To: Moving Forward Milwaukie Project Advisory Committee (PAC)

From: Li Alligood, Senior Planner (Project Manager)

Date: September 22, 2014

Re: Preparation for September 29, 2014, PAC Meeting

Greetings!

The 8th meeting of the Moving Forward Milwaukie: Enhancing Our Commercial Districts project advisory committee (PAC) is **Monday, September 29, 6:00-8:30 pm** at the Public Safety Building, 3200 SE Harrison St. A light dinner will be provided.

At the August PAC meeting, you provided general feedback about the current and desired conditions in Central Milwaukie. At this meeting, we will be discussing the draft Central Milwaukie Land Use and Transportation Plan (Attachment 3) and reviewing the key concepts included in the plan.

I have enclosed some documents for you to review prior to the meeting.

- **Meeting agenda**

There will be a lot of opportunity to provide feedback on the draft Plan. Please come prepared to share your thoughts and perspectives!

- **Minutes from the 8/13/14 PAC Meeting**

Including the results of the small group discussions about Central Milwaukie.

- **Central Milwaukie Land Use and Transportation Plan**

The document provides information about the existing conditions, identified needs, and the guiding principles informing proposed implementation strategies. I hope you have time to review the entire plan, but if you are short on time you may wish to focus your attention on 5 key areas:

- Guiding Principles and Fundamental Concepts (page 15): Did we get this right?
- Fundamental Concepts Diagram (pages 16-17): Is anything missing?
- Land Use and Urban Concepts Diagram (pages 38-39): Any thoughts/concerns about the proposed approach?
- Transportation/Circulation Diagram (pages 42-43): Did we capture all of the areas of concern?
- Implementation strategies (page 47): are we approaching these in the right way?

- **Questions?**

Additional information about the project and past efforts is available on the City's project web site at <http://www.milwaukieoregon.gov/planning/movingforward>. Information specific to the Central Milwaukie Land Use and Transportation Plan is available at <http://www.milwaukieoregon.gov/planning/central-milwaukie-land-use-and-transportation-plan>.

Please let me know if you have any questions, and thanks again for helping us with this important project. I can be reached at 503-786-7627 or alligoodl@milwaukieoregon.gov.

ATTACHMENTS

1. Meeting Agenda
2. Minutes from the 8/13/14 PAC Meeting
3. DRAFT Central Milwaukie Land Use and Transportation Plan

AGENDA

Moving Forward Milwaukie: Enhancing Our Commercial Districts

Project Advisory Committee Meeting #8

Monday, September 29th 2014

6:00 P.M. – 8:30 P.M.

Public Safety Building, Community Room, 3200 SE Harrison Street

Welcome to the eighth Project Advisory Committee (PAC) Meeting for *Moving Forward Milwaukie*. We appreciate your continued involvement in this exciting project!

There will be opportunities for public participation throughout the meeting. A light dinner will be served.

The guidelines for participating in the Advisory Committee from the first meeting are again included on the back of this page for reference.

- | | |
|---|------|
| 1. Welcome and Overview of Meeting Agenda/Format | 6:00 |
| • Presentation: 5 min | |
| 2. Project Update/Schedule | 6:05 |
| • Presentation: 5 min | |
| 3. Presentation to introduce the draft Central Milwaukie Plan | 6:10 |
| • Presentation: 20 min | |
| 4. Google Earth tour of Central Milwaukie | 6:30 |
| • Virtual Tour & Discussion: 60 min | |
| 5. Prioritizing the Guiding Principles and the Fundamental Concepts | 7:30 |
| • Instant Polling and Discussion: 40 min | |
| 6. Public Comments | 8:10 |
| • Discussion: 15 min | |
| 7. Wrap up and next steps | 8:25 |
| • Discussion: 5 min | |
| 8. Adjourn | 8:30 |

Moving Forward Milwaukee: Enhancing Our Commercial Districts

Project Advisory Committee

Guidance for Participating on the Advisory Committee

The following guidance is provided to help Advisory Committee members understand their responsibilities and the ground rules for participating in the Committee. These rules are design to encourage civil discussion and decision-making.

Roles and Responsibilities

All advisory group members should be provided some orientation to their responsibilities as members of the advisory group. Individual members generally should not speak for the advisory group, only for themselves, unless designated by the group as its spokesperson. At a minimum, members should:

- Commit to attend all seven meetings, or send an alternate in their place
- Read, learn and absorb information quickly and accurately
 - Review project deliverables and provide feedback
 - Provide guidance for the project team
- Articulate their interests, concerns and perspectives on any issue being addressed
- Maintain an open mind regarding other views
- Focus on the “big picture”
- Work as a team member
- Participate collaboratively in group decision-making
- Constructively manage conflict between themselves and others in the group.
- Act as liaison between the Committee and the broader community
- Take responsibility for the success of the meeting

The group should strive for consensus where possible, but establish a “fall back” method of a simple or super majority for cases where this is not possible. Minority reports may provide a mechanism for those with different views to express concerns.

Ground Rules

The group should agree to some basic ground rules for their discussions. Post the ground rules at every meeting, so that if discussion gets off track or someone is dominating the discussion, the chair or facilitator can remind the group of previously agreed-to-ground rules. Examples include:

- Listen carefully and speak honestly
- Respect the views of others
- Keep an open mind
- Critique issues, not people
- Allow everyone to speak without dominating the conversation

Notes from Moving Forward Milwaukie Project Advisory Meeting #7

Location: Milwaukie Public Safety Building

Date: August 13, 2014

Time: 6:00-8:30pm

Attendees

Advisory Committee Members present:

- David Aschenbrenner, South Downtown Committee
- Lisa Batey, Island Station NDA (Alternate)
- Sine Bone, Planning Commission
- Lars Campbell, Hector Campbell NDA
- Jordan Carter, Central Milwaukie Business/Property Owner
- Larry Cole, Downtown Business/Property Owner
- Mark Gamba, City Council (Alternate)
- Neil Hankerson, Downtown Business/Property Owner
- DJ Heffernan, Central Milwaukie Business/Property Owner
- Greg Hemer, Linwood NDA
- Betty Fulmore, Ardenwald NDA
- Sherry Grau, Design and Landmarks Committee
- Kimberly Keehner, Downtown Business/Property Owner
- Paul Klein, Lewelling NDA
- Liz Martin, 32nd Ave Business/Property Owner (Alternate)
- Debby Patten, Lake Road NDA
- Dion Shepard, Historic Milwaukie NDA
- Brian Sims, 42nd Ave Business/Property Owner

City of Milwaukie

- Steve Butler – Community Development Director
- Dennis Egner – Planning Director
- Li Alligood – Senior Planner/Project Manager
- Vera Koliass – Associate Planner

Consultant Team:

ECONorthwest

- Nick Popenuk, Project Manager

Fregonese Associates

- John Fregonese
- Scott Fregonese, Project Manager

Welcome and Overview of Meeting Agenda

Steve Butler welcomed all to the meeting and provided an overview of objectives for the meeting. The project team would report on policy direction on the downtown public area requirements (PARs), confirm PAC direction on downtown plan and code amendments, and kick off planning for central Milwaukie.

Steve noted that the PAC had originally been asked to participate in 7 meetings, and this was the 7th meeting. However, the project team still had several issues for the PAC to review related to Central Milwaukie and the neighborhood main streets. He asked if the PAC would be willing to meet a few more times. The PAC agreed.

Overview of Downtown Public Area Requirements

Nick provided an overview of the PARs. PARs were policies for downtown and infrastructure requirements. They were not land use requirements or part of any Comprehensive Plan or code amendments. Key questions included what they should include, who should pay for them, and when they should be constructed.

Nick reviewed PAC input to date, and presented the results of the online "mini-survey" that had been sent to the PAC the previous week. All PAC members and alternates had received the survey (27 total) and 18 had responded. The group reviewed the responses to the survey.

Discussion

- Undergrounding utilities was voted the most important but overall was only average, showing that those who thought it was important felt it was VERY important
- Discussion about how removing bulb-outs downtown would affect on-street parking
- Option to pay a fee in lieu of construction (FILOC), frustration that the money goes elsewhere in the city and not to their specific block or even in Downtown
- Should it really be up to the private developer to pay or should the City take on some of the cost? Seems to be some agreement that the cost should be shared

- Question about Council deciding not to pursue urban renewal in 2009? Lots of misinformation about what “urban renewal” really is. There was a request to develop a white paper for the PAC and the public explaining urban renewal.

Downtown Plan and Code Revisions

Nick noted that the objective was to confirm PAC direction regarding downtown plan and code revisions. This was the last time the PAC would be talking about downtown; the next step was to start discussing the details with the Planning Commission in preparation for a public event.

Discussion

He reviewed PAC input related to Comprehensive Plan policies and code revisions in downtown. The PAC did not have any questions.

- David A asked about implementing Multimodal Mixed-Use Area (MMA) designation in both downtown and/or central Milwaukie.
 - Denny noted that we may need it if we plan to increase density substantially, but that is not currently planned.
 - David A noted that there was no TSP update or plan amendment coming up that we could do the MMA. Maybe when we consolidate zoning, are we increasing trips?
 - Denny responded that the MMA is up in the air. Downtown and Central Milwaukie are probably both eligible, but the issue whether or not it’s even necessary.

Central Milwaukie Concepts

John presented an overview of past events related to Central Milwaukie and how they had informed the draft concepts provided to the PAC. He provided an overview of what the Land Use and Transportation Plan would include. This meeting would focus on the draft fundamental concepts, existing conditions, proposed land uses, and circulation and infrastructure.

The group broke into 3 smaller groups to discuss 4 key questions:

1. What are the major landmarks and activity areas here?
2. Where are connections needed – both within and outside of Milwaukie
3. Are there other development opportunities besides the Murphy and McFarland sites?
4. What is the identity of this area? How can we create identity here?

Discussion

The groups reconvened after 45 minutes and shared their responses with the larger group.

1. What are the major landmarks and activity areas here?

- | |
|---|
| <ul style="list-style-type: none"> • Minthorn Springs Natural Area (Group 1 noted it has issues) |
|---|

- Milwaukie Bowl
- Mike's Drive-In
- Public Safety Building
- Hospital
- Marketplace
- Milwaukie Museum (Groups 1 & 2)
- Bertman House-Theatrical House/office (Group 1)
- Triangle park area at 37th and Monroe (Group 1)
- Oak St Intersection – provides activity (Group 1)
- Carwash/gas station (Group 2)

2. Where are connections needed – both within and outside of Central Milwaukie?

- Hwy 224 – barriers to bikes and pedestrians; prevents people from continuing to downtown or to outside areas; lights and access; concerns about walk signal length; per TSP all three Hwy 224 intersections need improvement
- 37th and Railroad not a ped/bike friendly area; getting into Marketplace is difficulty
- Railroad crossings barriers and difficult for bikes and peds
- Monroe St – more stop signs; longer signal
- 32nd to Oak St needs improvement – N/S connection
- 37th and Oak St main access to services but difficult access
- Bike Connections - No bike connection from north downtown into central Milwaukie via 32nd Ave; want for bike path along tracks from 29th Ave (end of bikeway) to Railroad Ave; general need for more connections
- Better connections with downtown for specialty retail, etc.
- Connections through Murphy site – issue at Harrison St

3. Are there other development opportunities besides the Murphy and McFarland sites?

- Residential area, housing block/more intense housing, cottage cluster/incubator space
- Providence Hospital area: parking lot, co-locate medical/hospital support services
- Milwaukie Bowl/Oak St area – redevelopment/something bigger? Better cross access
- Hillside Park redevelopment
- Vacant site south of marketplace on 37th
- Upgrade 32nd to encourage more activity
- Comments: Need for public spaces and recreation facilities for community; high parking standards and regulation impediment

4. What is the identity of this area? What can help create identity here?

- Identity:
 - Convenient, everyday commercial area: shopping, medical offices, restaurants
 - Family-oriented area: bowling, shopping, Mike's Drive-In
 - Nexus of four neighborhoods: like a hub or junction for Milwaukie ("Milwaukie Junction")

- Car-centric, boring, one-stop necessity area
- What could help create more identity:
 - More accessible and friendlier for pedestrians and bikes; less car-centric
 - More density and activity: higher-quality businesses, food carts or other draw, events, focal point (like the Bomber)
 - Residential housing block, neighborhood hub
 - Wider, more parkway-like sidewalks and features; landscaping along building frontages

PAC Representative

Nick noted that the project was moving into implementation with the discussion of the Action and Implementation Plan for Downtown and Central Milwaukie and upcoming downtown plan and code amendments. Council needed to hear from the PAC about what their recommendations were, and why.

The group nominated David A. as the PAC representative, and Lisa Batey offered to serve as an alternate as needed. Sine Bone noted that she would attend the next Council meeting if possible.

Upcoming Meetings & Events

Steve provided an overview of upcoming meetings and events. The project team would be attending the August 19 Council worksession to discuss the Action and implementation plan. The PAC agreed that the next meeting would be held on Monday, September 29.



Central Milwaukie Land Use & Transportation Plan DRAFT

City of Milwaukie
September 2014

DRAFT



Reserved for Mayor's
letter

DRAFT

Reserved for
Acknowledgements

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Content Overview

This plan includes fundamental concepts identified as key to the area's success as well as an accompanying land use framework, transportation framework and implementation strategies through which these concepts will be manifested. Ultimately, this plan will guide amendments to comprehensive plan and any future zoning changes in this area. It will be adopted as an ancillary document to the City's comprehensive plan.

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1. INTRODUCTION

WHAT THE FRAMEWORK DOES

This document presents a land use and transportation framework for development and circulation in Central Milwaukie. Its purpose is to provide a cohesive vision for the area and facilitate future private and public investment that will meet community needs and desires while also achieving economic success.

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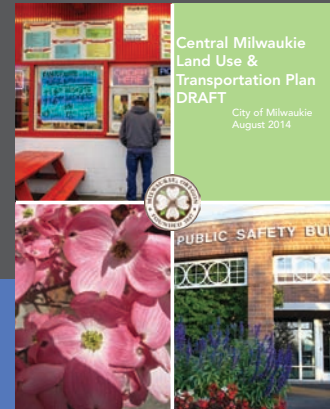
What is the purpose of this document and who will use it?

The primary purpose of this document is to help guide and provide resources for the future development of the Central Milwaukie.

The primary objectives for development in Central Milwaukie include:

- Encourage development of the Opportunity Sites (Murphy and McFarland)
- Ensure development is attractive and pedestrian- and bicycle-friendly
- Provide adequate infrastructure and public amenities to support new development
- Add housing to the area
- Strengthen connections to Downtown and surrounding neighborhoods to the east
- Strengthen internal connections within the area
- Foster a sense of place in Central Milwaukie; promote an identity and a vision

Who will use the Plan?



DEVELOPMENT COMMUNITY

The Plan will provide the development community with a set of clear and understandable expectations that describe the type of development that is expected within the Central Milwaukie district.



LOCAL GOVERNMENT

The Plan will provide some basic considerations for local government and planners to help foster and develop vibrant walkable communities.



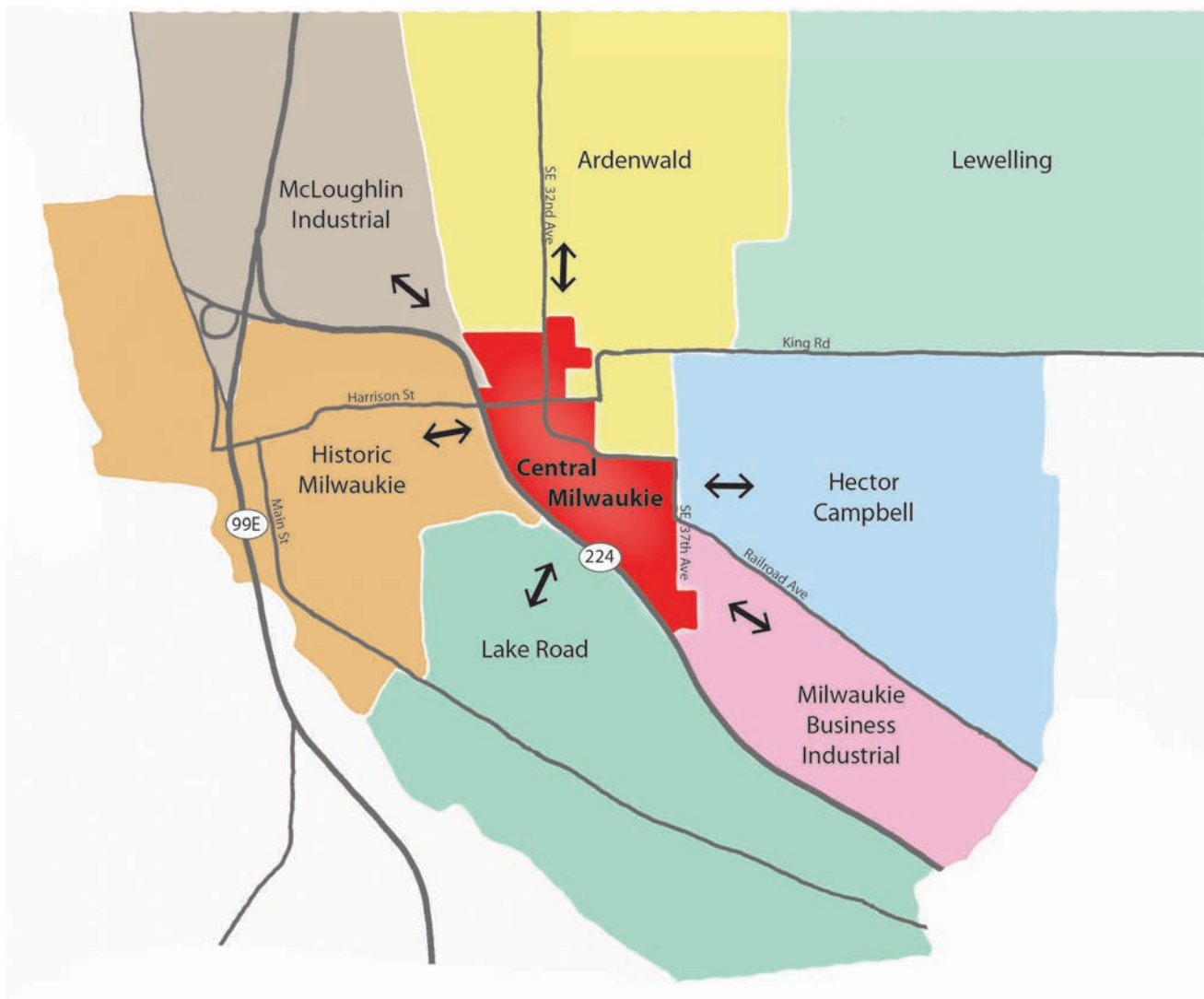
COMMUNITY AT LARGE

The Plan will provide a vision for how Central Milwaukie will grow and develop in the future to meet the needs of the community through jobs, public amenities, and improved public facilities that create greater connectivity for the community.

Central Milwaukie Planning Area

Central Milwaukie serves as a major commercial center for the entire city. The approximately 75 acre Central Milwaukie area is located at the junction of several neighborhoods and it is a location where numerous commercial, housing, medical and civic activities coincide. This area is viewed as the commercial hub of the city and is shared by three neighborhood associations. It serves as a sort of crossroads for Milwaukie's neighborhoods. In 1998, two Central Milwaukie opportunity sites were identified as critical to implementing the Town Center

Master Plan. The Moving Forward Milwaukie: Enhancing Our Commercial Areas Project was the first official City project to define a boundary for the Central Milwaukie district, which is separated from Historic Downtown Milwaukie by Highway 224. The residential neighborhoods of Lake Road, Ardenwald, Lewelling, and Hector - Campbell are located directly east and west of the district and industrial/employment districts are located northwest and southeast.



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2. PLAN OVERVIEW

WHAT'S IN THE PLAN?

This plan includes fundamental concepts identified as key to the area's success as well as an accompanying land use framework, transportation framework and implementation strategies through which these concepts will be manifested. Ultimately, this plan will guide amendments to comprehensive plan and any future zoning changes in this area. This Plan is an ancillary document to the City's Comprehensive Plan, and as such is the basis for development standards, zoning, and projects in the area.

BUILDING THE PLAN

This section describes the planning process for Central Milwaukie, and methods used in each step to contribute to the final land use and transportation concept and plan. It includes a description of public outreach and stakeholder involvement, and the analytical methods (such as opportunity site planning, SWOT analysis and prototype development) used to create feasible development concepts and implementation strategies.

Following are brief descriptions of each step involved in creating the final land use and transportation plan for Central Milwaukie.

MARKET ANALYSIS

Central Milwaukie has many strengths that will be advantageous to any future development that occurs on the opportunity sites. It has large vacant parcels, a central location near good transportation infrastructure, and able to accommodate a range of uses.

The market study outlined key findings for each of the study areas. Key results from the market study are outlined below by study area.

Central Milwaukie features important regional transportation facilities including Hwy 224 and rail connections.



Citywide

- Average rents for office and retail spaces are too low to entice private development without some form of public-private partnership.
- Milwaukie's residents are older with lower incomes than the rest of the Portland region as a whole, which is a challenge for new market-rate residential development.
- Milwaukie has experienced very little new development over the past decade, and Milwaukie's population actually declined from 2000 to 2010.
- Milwaukie's short commute time to Portland, and affordable housing stock should make it an attractive location for residential development.

Central Milwaukie

- Hwy 224 provides easy car and truck access to Central Milwaukie.
- There is a lack of consensus among the community, developers, and private property owners on the preferred type of new development on the opportunity sites in Central Milwaukie.
- Zoning for the **opportunity sites** is conflicting and confusing, and any development on the opportunity sites requires Planning Commission review and approval.

STAKEHOLDER INPUT

Coordination between private property owners within central Milwaukie, neighborhood and community stakeholders and the City Council is an important component in the success of the area. The more engagement between these groups that occurs early on in the process means that issues and concerns can be identified and addressed early on and thus mitigate problems down the road. For this reason the City conducted numerous stakeholder interviews to gain insight into the needs of community groups and to gather ideas for how the opportunity sites can be developed to help meet their needs and concerns.

Developer Interviews

Developer interests play a key role in determining what kinds of development will occur within Central Milwaukie. An early dialogue with interested developers to better understand their needs and concerns for what is feasible in the current market formed a foundation for moving ahead with the community's vision.



A meeting with developers to discuss the potential of Milwaukie.

Strength-Weakness-Opportunity-Threat (SWOT) Analysis

Each of the Opportunity sites has its own history, strengths, weaknesses, and opportunities. Research and analysis was conducted of the site conditions and local context enabling the strengths of each site to be highlighted and enhanced while mitigating potential weaknesses, thus allowing for specific development types to be identified as good matches with the sites and jump starting the development process. Such analysis also assists in making sure that future developments fit within the context of the community's vision for the area.

Community Workshops and Online Surveys

The prospect of major redevelopment of Central Milwaukie will provides a good opportunity to engage the community to develop a strong shared vision and identity for the area . Before developers get involved with specific site plans the community has the opportunity through the planning process to express their desire for what redevelopment means and could look like in Central Milwaukie. Through the use of a variety of engagement tools, surveys, events, and community workshops, this project has gathered meaningful input from the community to help define a vision and ultimately help to define Central Milwaukie as an integral place within the City. More information is provided in Appendix C.

Building Prototypes

Using the Envision Tomorrow suite of planning tools, the planning team tested a range

of building prototypes possible in Central Milwaukie, ranging from adaptive reuse of existing buildings to new mixed-use buildings, apartments and office buildings. The team tested the long-term financial performance of different building types using a Return on Investment (ROI) model, similar to the tool a developer uses when deciding to pursue a project or not. Using local rents, construction costs and land costs, the team was able to better understand which building types were feasible today and which were more challenging.

Development Concepts

Using the building prototypes as a framework, draft plans for the opportunities sites were prepared and presented to the public and stakeholders for feedback. The initial concepts were narrowed down to three for each site that demonstrate a range of uses and densities that could be accommodated. The plans take into account public comment, site context, and financial feasibility and market analysis to create development plans that fit within the land use and transportation framework. These development concepts are summarized in the Lessons Learned subsection starting on page 30, with full documentation found in Appendix B. Though the development concepts will not dictate how the opportunity sites are ultimately developed, they served as an exercise to understand the development obstacles and opportunities for these sites under current and possible future zoning designations. The lessons learned from the development concepts have been folded into the final land use framework for the area, illustrated by the map on page 37.



Guiding Principles

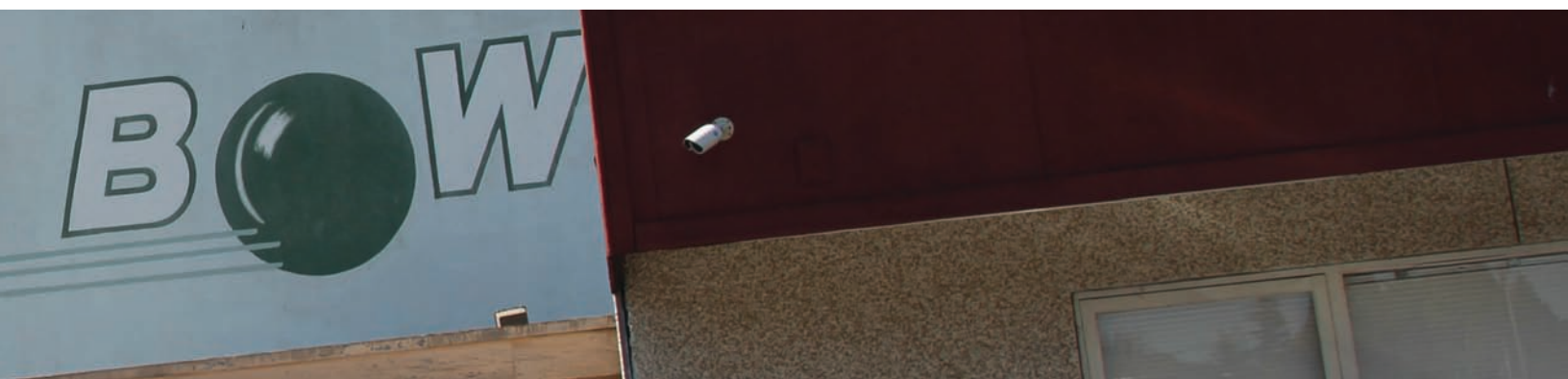
Guiding Principles are high-level statements about Central Milwaukie's future, intended to capture citizen's values and priorities. They are the parameters with which the concepts must be consistent. Guiding Principles also help ensure the planning process for Central Milwaukie moves forward in a predictable manner consistent with the community's shared vision for how the area can evolve to enhance the City as a whole.

- **Maintain and improve Central Milwaukie as the City's primary commercial center**
- **Enhance the area's value to the community**
- **Enhance economic opportunities in the area**
- **Add residential uses to create a district that is lively and active**
- **Maintain an overall character complementary to and protective of surrounding neighborhoods**
- **Improve access to and within the area for pedestrians, cyclists and vehicles**

Fundamental Concepts

Fundamental Concepts are a step between Guiding Principles and Implementation Strategies. They must be consistent with the Guiding Principles, as they describe the approaches that can be used to realize the Guiding Principles. These Concepts are then used to craft highly specific implementation strategies and action plans necessary moving the community vision for Central Milwaukie from ideas to reality.

- **Facilitate development of the Murphy and McFarland opportunity sites**
- **Promote high-quality, human-scale urban design that is complementary to the surrounding area**
- **Integrate a range of housing types into new development**
- **Improve connectivity within the district with easily-accessible multimodal pathways and crossings that are safe and attractive**
- **Improve external connections to the district**

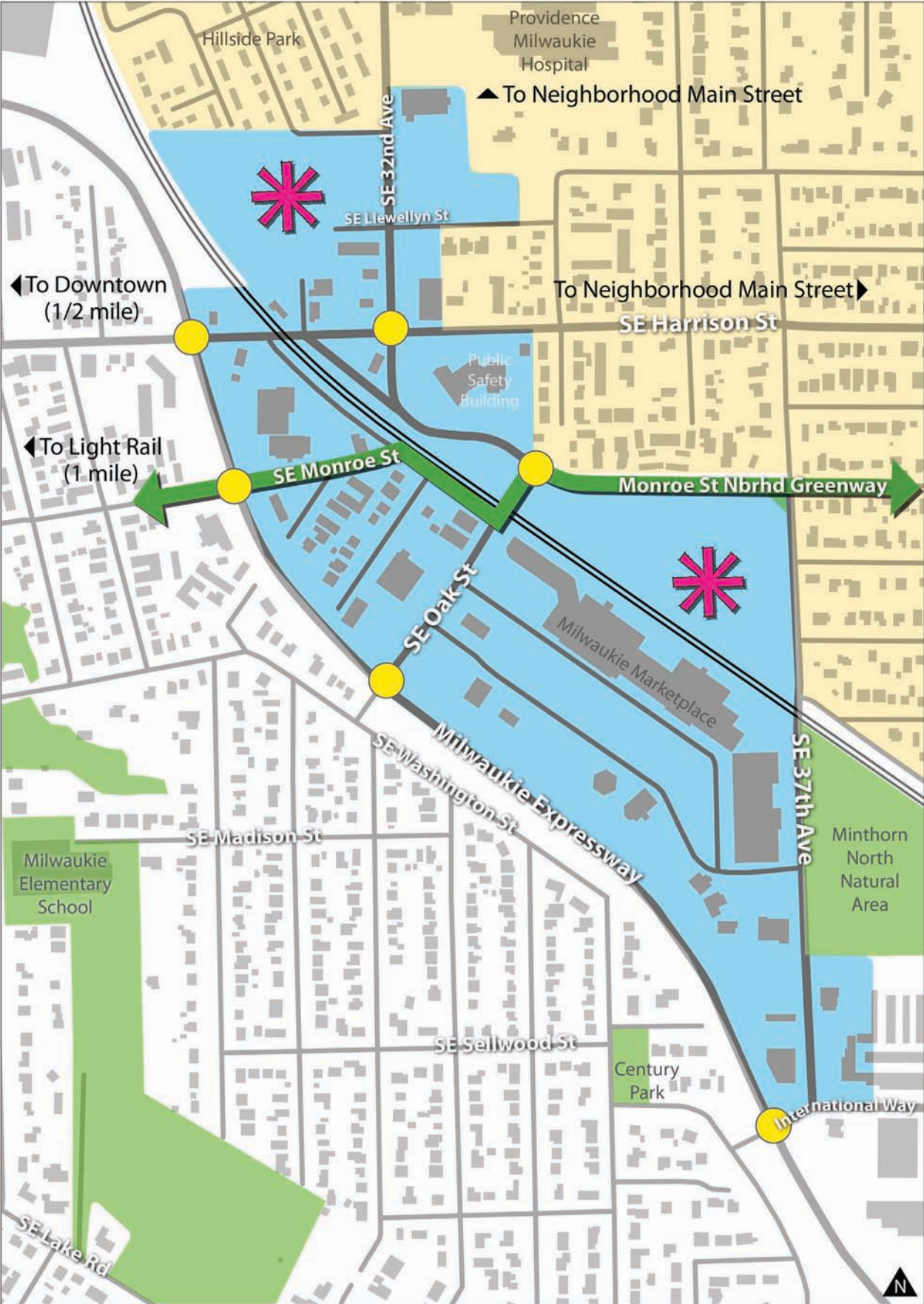


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FUNDAMENTAL CONCEPTS DIAGRAM

Key

-  Study Area
-  Stable Existing Neighborhood
-  Ped/Bike Greenway
-  Priority enhanced pedestrian crossings
-  Catalyst sites





3. CURRENT CONDITIONS

WHAT'S ON THE GROUND NOW?

This section provides a general overview of current zoning, physical and market conditions in Central Milwaukie. In addition, a more detailed description of the physical, regulatory, and market context is given for each of the two Opportunity Sites in the planning area (referred to as the Murphy and McFarland Opportunity Sites). Also included is a description of the existing transportation conditions in and around the area.

CENTRAL MILWAUKIE PROJECT AREA



Previous Planning Efforts



COMPREHENSIVE PLAN (1989)

The 1989 plan was the first to address concepts for Central Milwaukie, calling for light rail along Hwy 224.

TOWN CENTER MASTER PLAN (1997)

The plan designated Milwaukie as a Regional Center in the 2040 Framework Plan. The Murphy & MacFarland sites were identified as having substantial redevelopment opportunity. There were aggressive job & housing growth assumptions for the area that were adjusted downward when the area was redesignated as a Town Center in 1999.

MIXED USE OVERLAY ZONE (1998)

Adopted in order to both accommodate growth in housing & jobs & to capture the desired urban design of a Town Center

TRANSPORTATION SYSTEM PLAN (2013 UPDATE)

Contains several long-term transportation goals & policies as well as projects that will shape Central Milwaukie.

COMPREHENSIVE PLAN

The current Comprehensive Plan designation for the central Milwaukie area designates a mixture of medium density and high density residential, commercial, and mixed use town center areas. Outside of downtown, the Comprehensive Plan designates central Milwaukie as the area of the highest intensity land uses within the city. The goals and policies in the plan maintain Milwaukie Marketplace's designation as the primary community shopping center in the city while the town center designation maintains the policy that town center areas are appropriate for mixed use development as described in the TCMP.

Current Zoning

The base zones within central Milwaukie include:

- **R2:** Residential zone (11 - 17 DU/Acre)
- **R1:** Residential zone (25 - 32 DU/Acre)
- **ROC/MU:** Residential Office Commercial zone with a Mixed Use overlay (25-50 DU/Acre)
- **CG:** **General** Commercial General
- **CSC:** Commercial – Community Shopping Center (Milwaukie Marketplace)

The **ROC/MU overlay zone** and the **CSC zone** are unique to the central Milwaukie area, and not found elsewhere within the city. The other zones in the central Milwaukie area are traditional Euclidean use zones that prescribe the uses that can locate in each zone and generally aim to keep different land uses separated. These zones have not resulted in development benefits or hindrances different from other similarly zoned areas in the city.

Review of the CSC zone and the Milwaukie Marketplace development will be appropriate when or if redevelopment of the site is proposed, and is not addressed in this plan.



The **ROC zone, MU overlay** applies only to the Murphy and McFarland sites and a portion of the Providence Hospital site.

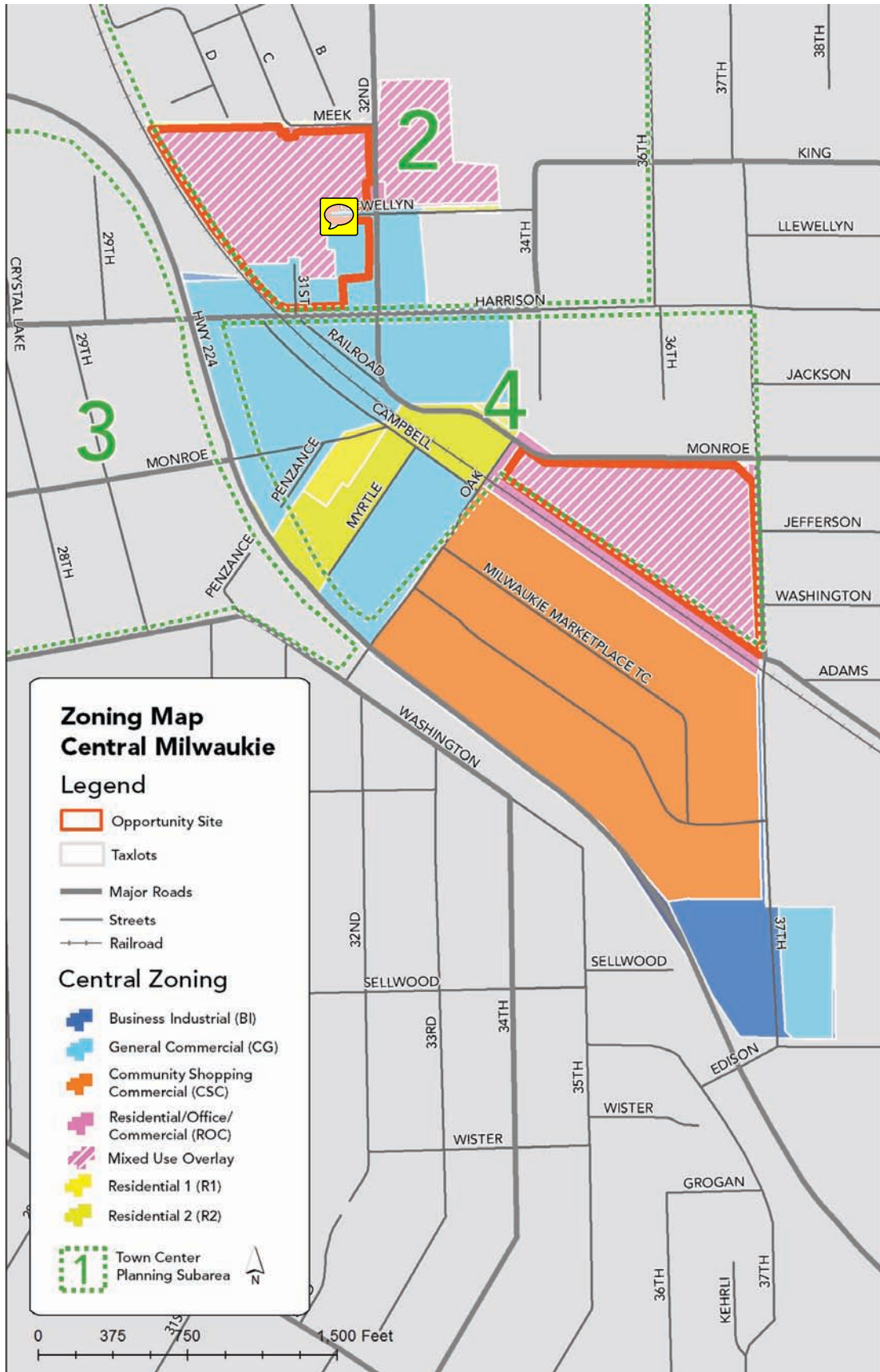
For the two opportunity sites (Murphy and McFarland) the zoning requires that the jobs, housing, and general development on the site match what is described in the TCMP.

Current Land Use

The area is characterized by diverse land uses including single family dwellings, apartment buildings, medical services, commercial uses, and sizeable areas of vacant land. Appendix D describes the current land uses and property ownership in the area.

Transportation Infrastructure and Circulation Patterns

Anticipated development in Central Milwaukie will increase travel to and from the area, including the two opportunity sites. This increased demand across all modes may result in impacts to locations on the transportation system that have already been identified as deficient in the Milwaukie Transportation System Plan (TSP).





The streetscape on Campbell St adjacent to the railroad is almost non-existent, providing an opportunity for needed improvements to help define the character of the area.



The railroad crossing at SE Harrison St received improvements to increase pedestrian safety.



Commercial retail development exists along much of Hwy 224, allowing high visibility for the businesses located in Central Milwaukie.

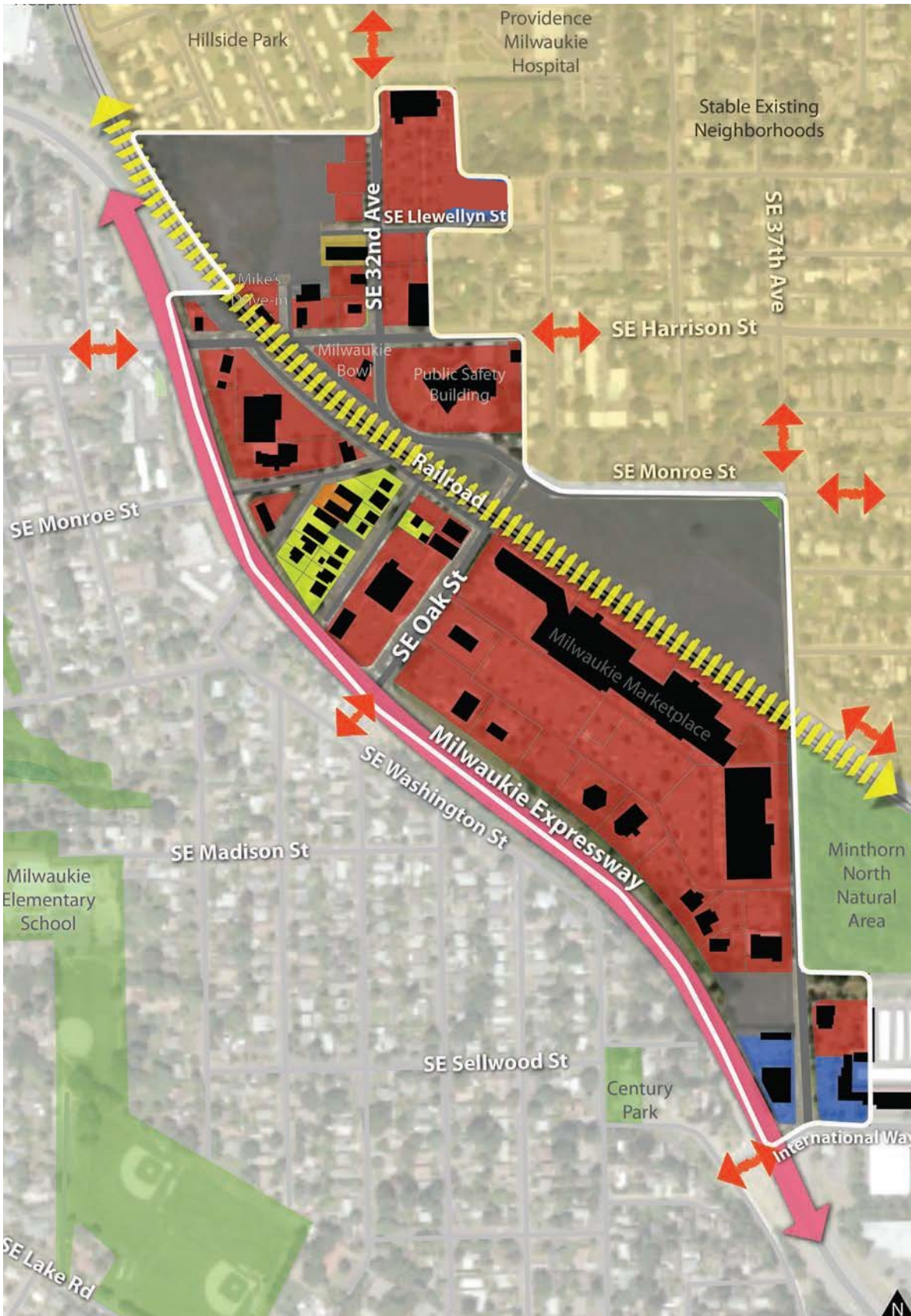
EXISTING CONDITIONS DIAGRAM

Key

-  Study Area Boundary
-  Railroad Tracks (Circulation Barrier)
-  Milwaukie Expressway/Hwy 224 (Circulation Barrier)
-  Primary Connections
-  Stable Existing Neighborhoods

Existing Land Use:

-  Commercial
-  Single-Family Residential
-  Multi-Family Residential
-  Industrial
-  Vacant
-  Park/Open Space



- Transportation connectivity is currently constrained across the district going east to west.
- The railroad cutting through the center of the district creates both a constraint and opportunity for future development.
- Current zoning in the area doesn't support the desired increase in housing and employment opportunities.
- Intersections along Hwy 224 are near or at capacity, creating traffic bottlenecks in the area.

Motor Vehicle

The primary vehicle capacity bottlenecks in the area are the intersections along Highway 224 at Harrison Street, Oak Street, and 37th Avenue (i.e., every intersection providing access to Central Milwaukie). In the Milwaukie TSP, these intersections are forecast to fail to meet mobility targets by 2035 even with planned minor improvements. As these intersections provide connections to Downtown Milwaukie, as well as regional east-west access along Highway 224, it is expected that vehicular traffic from development in Central Milwaukie will increase future motor vehicle volumes at these intersections.

Per the TSP, planning for capacity mitigations for Highway 224 intersections is to be deferred until the City of Milwaukie and ODOT complete a Highway 99E/Highway 224 corridor refinement plan. The refinement plan is intended to evaluate the corridor from a comprehensive system perspective, and may include the development of alternative mobility targets for the corridor as well as projects to increase capacity at critical intersections. During this planning process, the City of Milwaukie will have the opportunity to prioritize and promote solutions that reduce the barrier effect of Highway 224 between Central Milwaukie and Downtown Milwaukie.

Pedestrian and Bicycle

As shown in the Fundamental Concept Diagram on page 17, the Highway 224 intersections with Harrison Street, Monroe Street, and Oak Street are identified for priority enhanced pedestrian crossings. These locations provide the most direct connections between Central and Downtown Milwaukie and also serve as key gateways to Central Milwaukie. Oak Street serves as a “Main Street” of the study area, providing critical circulation from Highway 224 and across the railroad and serving as a business

corridor. Monroe Street is the location of the Monroe Street Neighborhood Greenway Project, currently being planned through a separate effort. The project will provide a high-quality, bicycle and pedestrian connection through Central Milwaukie. When complete this will be a clear, direct, and appealing route from Central Milwaukie to the new MAX Light Rail station in Downtown Milwaukie, as well as to points east. The McFarland Site, specifically, will benefit from the access and exposure provided by this greenway.

Market Conditions

While the Portland area is experiencing a healthy amount of growth and development there is limited recent development in Milwaukie that can act as an indicator of the local development environment. Current market conditions in Milwaukie show soft demand for all types of development and low rents compared to the region as a whole. Low rents mean that developers face rates of return on their invested capital that are insufficient to meet the requirements for obtaining financing to fund a project. Some form of public-private partnership model could be used to entice developers into investing in Milwaukie. On top of a soft real estate market the population of Milwaukie has grown slowly or stagnated in recent years with the census showing a slight decline in the population between 2000 and 2010. A growing population represents growing demand for housing but without population growth the prospects of the real estate market picking up are low. Additionally, Milwaukie’s mostly built-out nature means that properties must be mostly redeveloped at higher densities if the population is to see any meaningful growth.

Improvements have been made to increase connectivity within Central Milwaukie but further investment is encouraged.

Demographics

Milwaukie's population is slightly older while also earning lower incomes than the region as a whole. This presents Milwaukie with both challenges and opportunities. New market-rate developments are hindered by Milwaukie's current demographics. However, Milwaukie's relatively low-priced real estate, strong school system and proximity to Portland represent an opportunity to attract seniors and young families. Both groups are showing increasing preferences for living close to urban amenities and services such as restaurants, public parks, healthcare facilities and light rail.

The presence of relatively inexpensive real estate and low cost living is also attractive to seniors looking to downsize their housing and for young couples looking to start families. While the median age of residents has continued to climb in the last three decades, indicating strong demand from retirees, school enrolments have also increased in the last several years, indicating young families are moving to the area.

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4. LAND USE & TRANSPORTATION

PLANS & DESIGNS

This section illustrates the plans and designs for the area. It uses the perspective that the land use and transportation are inextricably linked, and therefore must be considered together in the planning for the area. Urban design also plays an important role and is integrated throughout the plan – many times how development looks is more important than what happens inside the building.

LESSONS LEARNED

This section presents conclusions reached through the Opportunity Site planning process. These conclusions—combined with stakeholder input—form the foundation of the Land Use and Transportation Framework. Conclusions pertain to all of Central Milwaukie unless noted.

The district needs an identity. This is created through clear design guidelines for non-residential uses, **which the area is currently lacking.** Design guidelines help create a visual sense of continuity and coherence in an area.

Design guidelines will ultimately be codified through zoning language amendments. However, this Plan puts forth several Guiding Principles and Fundamental Concepts that focus on using consistent design standards to create a distinct and welcoming identity for Central Milwaukie. Specifically, this includes “unifying treatments” for the edges of commercial properties and commercial-residential transitions areas.

Site access and transportation infrastructure.

In addition to accessibility issues caused by the rail line, the Murphy Site also cannot be accessed from SE Harrison Street due to heavy traffic volumes and the close spacing of existing intersections. This factor could also impact redevelopment of the Milwaukie Bowl site (see

the Existing Conditions Diagram on page 25). Additionally, many intersections in the area are projected to experience significant congestion in the future (although 32nd and Harrison currently has sufficient capacity). Both internal and external connectivity need improvement if Central Milwaukie is to redevelop successfully. The Framework Plan includes infrastructure enhancements such as new intersection treatments, internal roadways, and external vehicle access points.

Pedestrian, bicycle and vehicular networks.

The area lacks clear north/south pedestrian and vehicular connections through Central Milwaukie. Though north-south vehicular access will continue to be a challenge due to the heavy rail line (see below), additions of pedestrian and bicycle networks throughout the area will make these active means of transportation more appealing for moving through Central Milwaukie. Improvements to Railroad and Campbell Streets will improve connectivity in and through the area for all modes.

Close proximity to heavy rail line. An active heavy rail line runs through Central Milwaukie. The rail line is an obstacle to connectivity through the area, including bike, pedestrian, and auto connections. Additionally, train traffic through the area generates unwanted noise and vibration, which is a deterrent for new development. A quiet zone that is now in effect will mitigate the noise impact to a certain extent with the elimination of train horns. Though vibrations and other associated sounds may still be objectionable to some, there are examples of successful development near rail lines. Locally, the Brooklyn neighborhood in SE Portland is adjacent to a heavy rail line, features a quiet zone and is experiencing renewed neighborhood investment. Union Pacific’s Intermodal Rail Yard site sits in the heart of this thriving neighborhood.

Over the past several years there has been several new apartments, townhomes and condos developed in the area.

Add certainty to the development process.

(Murphy/McFarland Sites). The Mixed-Use Overlay that currently applies to the area requires Type III Planning Commission review for all development. This is a subjective process, which adds uncertainty and cost to the development process. The current process has the potential to create lengthy delays or costly changes to a proposed development program. Additionally, the overlay requires compliance with the Town Center Master Plan, which is 17 years old, and out of date. To address this problem the Framework Plan applies more permissive zoning to these two sites than currently exists, including an additional flex-industrial overlay zone. This zone, applied to a portion of the Murphy site, expands allowable development to include light industrial uses, providing developers with more options for financially feasible projects.

Environmental contamination limits

development options (McFarland Site). A portion of the McFarland site is contaminated from previous industrial use. This contamination has been remediated to allow for non-residential development, but any residential development is prohibited on this portion of the site. This limits the range of options for potential development. The Framework Plan applies a Neighborhood Mixed-Use zone in other portions of the area in order to provide ample opportunity for integration of residential uses elsewhere.

Opportunity Sites and Prototyping

Opportunity sites are key properties in a larger district or neighborhood that have the potential to “unlock” or catalyze additional investment

and achieve development goals of the City and community. In central Milwaukie, two opportunity sites were selected for their size, current vacancy, and strategic location.

The opportunity sites, which together make approximately 18% of the area in Central Milwaukie, were chosen as early examples that could be highlighted through the planning process and used as examples of development potential. Sites were chosen based on their identification as having redevelopment potential in the Town Center Master Plan. They are both currently underutilized, and have potential to contribute to the economic revitalization of the surrounding area. As part of this planning effort, site development plans will be created for seven properties: five properties in Downtown and two in Central Milwaukie. The opportunity sites give the City enormous potential to showcase development opportunities in the central city. Successful implementation in Central Milwaukie can act as a catalyst for investment and economic revitalization.

Opportunity site analysis is a planning tool used to better understand market dynamics and test project feasibility on specific sites, and it is useful to inform policy decisions about to catalyze development. The two Opportunity Sites in Central Milwaukie—Murphy and McFarland—were identified by City staff as privately-owned land parcels ripe for development. In collaboration with the property owners, the planning team worked to develop several feasible development concepts to illustrate the potential outcomes of different uses and land configurations on these parcels. The lessons learned from the development concepts have informed the final land use and transportation framework, and will inform the zoning code revisions for this area.

The Murphy site looking North
from SE Harrison St

Opportunity Site 1 (Murphy)

Site History and Description

The privately owned Murphy Site is a 7.5 acre site owned by the Murphy family. The site is actually a collection of 14 parcels under a single ownership; 6.2 acres of the site are undeveloped. General boundaries of the site include the railroad tracks to the west, SE Meek St to the north, SE 32nd Ave to the east, and SE Harrison St to the south. Currently a convenience store, the parcel on the northwest corner of SE 32nd Ave and SE Harrison St is not owned by the Murphy family and is not included as part of this Opportunity Site.

According to the Clackamas County Assessor, the 2012 Real Market Value of the combined tax lots on site is \$3,859,628. Zoning on the Murphy site is mixed. The northwest two-thirds of the site (~270,000 sq ft) is zoned Residential-Office-Commercial (ROC) with a Mixed Use overlay (MU). Remaining lots (~55,000 sq ft) are zoned General Commercial (CG). Current zoning permits mixed use or light industrial development.

Though a former brownfield site, the Murphy site requires no further action for new development of industrial uses. It is not known whether additional remediation will need to be conducted in order to develop the site for other uses. An internal street network will likely be required to support redevelopment.

Strengths, Weaknesses, Opportunities, and Threats (SWOT Analysis)

While developers understood the benefits of developing the site as residential (potentially senior housing or affordable housing), the site was viewed as less competitive for these uses than the Downtown Opportunity Sites. Given market conditions, light industrial or flex space development are likely feasible uses for the site. City plans have long identified the site as a location for high-density institutional or employment uses due to its proximity to Providence Hospital; however, they also assumed the location of a light rail transit station on the site. The property owner for the site is actively participating in the Moving Forward Milwaukie project, and is eager to explore opportunities for development.

Market demand for office and retail space in the Milwaukie area appears to be insufficient to develop a site as large as the Murphy Site. Industrial uses are more feasible based on market conditions, but heavy industrial uses would be inconsistent with the nearby residential uses, and light industrial uses (like warehouses) have relatively low density of employment (jobs per acre).



The McFarland site looking east from SE Oak St

Opportunity Site 2 (McFarland)

Site History and Description

The privately-owned McFarland Site is a 7.3 acre site which is currently vacant. The site is comprised of two parcels, both controlled by the McFarland family but under separate ownership. The northwestern parcel (Parcel 1) is privately owned by the LD McFarland Company LTD. The southeastern parcel (Parcel 2) is privately owned by Tye Management Company LLC.

The site is triangular in shape, with boundaries defined by SE Monroe St to the north, SE 37th Ave to the east, SE Oak St to the west, and the railroad tracks to the south. The site is adjacent to a single family residential neighborhood to the north and east, and the back of a retail center to the southwest. The Real Market Value from the Clackamas County Assessor for the McFarland site is \$1,222,837. The site is zoned Residential-Office-Commercial (ROC) with a Mixed Use (MU) overlay. Relevant zoning information includes:

- MU overlay standards supersede those of the ROC zone
- The combination of the ROC zone and MU overlay is extremely confusing and potentially conflicting
- All development on the site requires Planning Commission approval
- Off-street parking requirements apply

Parcel 1, to the northwest, is not contaminated; where Parcel 2, to the southeast, is a brownfield. It has been temporarily capped and will require additional remediation as a component of any new development in that area of the property. Because of past contamination, Parcel 2 is not suitable for residential development.

Strengths, Weaknesses, Opportunities, and Threats (SWOT Analysis)

Viable uses for the McFarland Site include small lot residential (such as apartments or rowhomes), office, or mixed-use office with a small amount of retail. Feedback from the developer interviews recommend the site would be most appropriate for light industrial development based on the large size, proximity to Hwy 224, and perceived weak market demand for other uses. However, the adjacent single-family homes, the “quiet zone” for the railroad, and proximity to retail shopping opportunities along Hwy 224 led some developers to suggest the site would be most appropriate for residential or mixed-use development.

City plans have long identified the site as a location for high-density residential with structured parking and limited retail. Feedback from the Project Advisory Committee suggested that the adjacent residential areas are one of the quietest neighborhoods in Milwaukie, and therefore residential development on the site could be the most appropriate use.

FRAMEWORK PLAN FOR CENTRAL MILWAUKIE

This section describes the fundamental concepts (including an illustrated map) identified as critical for successful development of Central Milwaukie. These frameworks will serve as guides for revisions to zoning codes in the area, and plans for future public investments in Central Milwaukie.

Land Use and Urban Design

Central Milwaukie is a focus of the surrounding neighborhoods. It's a place where people carry out various forms of commerce – buying, selling, and making goods and services – and also a place where people will live. People can access the area with many modes of travel, and they are all accommodated with ease and comfort. This is a place that will evolve – not change radically. While some of the area will remain stable over the planning period, it is recognized by this plan that several sites can change dramatically, especially the two Opportunity sites.

Central Milwaukie already has a variety or mix of uses, but they are generally separated. The proposed land use diagram is intended to promote a mix of uses that allow for greater

flexibility and added connectivity within the area. The Land Use Concepts Diagram (see page 37) illustrates this general concept, and how the transportation, land use, and urban design components coalesce into the desired future for the area.

Mixed-use buildings in Central Milwaukie will consist of commercial on the ground floor with office and/or residential on the above ground levels. Parking in these mixed-use buildings generally is either tuck under or surface lots, or some combination of both. Mixed-use buildings should be allowed to accommodate a greater variety of uses and can be sited on either of the two opportunity sites or any other site that is primed for redevelopment.

General Mixed Use

Buildings in areas zoned as General Mixed Use should be allowed and encouraged to accommodate a greater variety of uses than the General Commercial zone. Mixed-use buildings in Central Milwaukie will likely consist of commercial on the ground floor with office and/or residential on the upper levels. Parking in these mixed-use buildings generally is either tuck under or

Options for the Opportunity Sites

The two opportunity sites are viewed as key to the area. All the investigation and input gleaned from the planning process leads to the conclusion that several options are possible for these sites, and that the list of permitted uses should be broad. The mixed use designations are intended to allow a broad variety of uses, allowing the eventual builders and occupants of the site the flexibility to be creative and responsive to opportunities that may arise. Therefore, a fairly broad range of uses and densities is allowed.



surface lots, or some combination thereof. The expectation is that buildings will be between .5 and 1.0 FAR with a height of up to 4 stories. While development in the General Mixed Use zone may include housing (especially live/work units), it will likely consist largely of buildings dominated by commercial uses.

Neighborhood Mixed Use

Areas zoned as Neighborhood Mixed Use will be similar to General Mixed Use, but will engender a more residential feel throughout the area while helping to knit the urban fabric of Central Milwaukie with the surrounding residential pattern. While building types may still include commercial uses and live/work units, they may also include purely residential uses.

Site designs may include more space for yards and resident parking, and could incorporate materials and designs similar to, or compatible with, those of existing housing nearby so as to maintain coherence with the surrounding area. The main types of housing in Central Milwaukie, and especially in the Neighborhood Mixed Use zones, will consist of small-lot, attached rowhouses, apartments/condominiums and live/

work units, with a mix of single- and multifamily structures. Live/work units would include a separate entrance for residents. They may be created through adaptive reuse of existing multistory single family homes, where the ground floor is converted to a commercial use while the upper story is maintained as a residence.

Flex Space Overlay

The Flex Space Overlay will be a designation added to the General Mixed Use zone to allow light industrial uses (light manufacturing or warehousing). However this does not preclude residential development which is allowed in General Mixed Use. This designation will apply only to a portion of the Murphy site [see the map on page 39], replacing the previous Residential/Office/Commercial or (ROC) zoning designation. In addition to light industrial uses, variations of flex space development may include commercial uses related to light industrial activities and processing. The majority of the total floor space will be dedicated to light industrial, while a smaller portion may be used for other commercial uses (likely to be supporting activities such as research and development, office, or retail of related goods and services).

The Murphy Site has additional flexibility. While flex space is not compatible with the entire area, it is compatible with the Murphy site, especially the portion which is adjacent to the railroad. This area is also designated in the Land Use Concept map.

While the use options are broad, each site has a specific urban design that needs to be addressed in the City's development code. Considering the variety of uses allowed on the site, the design should be pedestrian friendly and attractive, especially when viewed from adjacent streets.

Basic design standards are needed for Central Milwaukie, which should follow the following recommendations:

- Buildings should be located close to the street, ensuring that parking lots are not a prominent feature, but rather partially shielded from view by buildings.
- Designing the site so that pedestrians and bicyclists can access and traverse the sites with safety and comfort is essential.
- Developing standards ensuring that buildings that face a public street have windows, doors, and entrances.
- Ensuring that attractive landscaping is provided.
- Setting appropriate front yard setbacks in the areas where residential uses are across the street from the sites, to provide a more comfortable transition from residential homes.



Minthorn Springs offers a unique restored habitat just steps away from Central Milwaukie

Community Shopping Commercial (CSC)

Community Shopping Commercial is the zone that currently applies to the location of the Milwaukie Marketplace. Maintaining this designation will foster continued use of this area as the commercial hub of Central Milwaukie. This development could include a variety of commercial uses, but precludes residential or light industrial activities. In the future, underutilized space on the Milwaukie Marketplace sites could include open gathering spaces and areas for outdoor commercial activities such as eating and drinking. These types of uses would allow for and encourage public social gatherings and events such as festivals and carnivals to take place in Central Milwaukie.

New Pocket Park

There is potential for a new Pocket Park at Railroad Ave and Oak St. The land is currently owned by Union Pacific as part of the rail line's right of way. The land currently sits vacant and there are several large conifers that could be incorporated into a park design. The city should explore a partnership with Union Pacific to turn the small area into a Pocket Park.

Residential transition to existing neighborhood

The plan promotes harmony among buildings so that new buildings are attractive and compatible in size and scale with adjacent structures. New development activity will ensure that building envelopes and transitions between structures preserve access to light and air. Strong parking management measures will be implemented to provide additional parking for residents and limit the impact of visitor and employee parking on nearby areas.

Recommendations for new development:

1. Be of a compatible scale and character with the existing neighborhood.
2. Provide respectful transitions between new and existing structures.
3. Conform to building envelopes that preserve access to light and air and require appropriate setbacks along neighborhood streets, transitioning in size and scale toward adjacent residential structures
4. Provide ground level open space



Environmental features

As the area develops, its environment will be decidedly urban. In order to maintain the environmental features of this area, good urban design will be the key. The exception to this is the Minthorn Springs Natural Area. Minthorn Springs is a 6.52 -acre forested, and open water wetland just east of the Milwaukie Marketplace. Over the past fifteen 15 years, the wetland has been restored from a degraded blackberry and reed canary grass infested wet place to a thriving, healthy wetland, home to lots of birds, mammals, snakes, salamanders, butterflies and dragonflies.

Cultural features

In every community that strives to sustain or revive itself over time, there are cultural factors that contribute to the vitality of the people living there. The area's civic and cultural features include the Milwaukie Museum, the small triangle area at the corner of 37th and Monroe, the Bertman House (Theatrical House), Milwaukie Bowl, Mike's Drive In, and the Public Safety Building. Identifying these cultural features and highlighting them as a critical element in the community can create interest for residents and visitors to the area.

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General Mixed Use



General Mixed Use allows for increased residential and commercial intensity on the McFarland Opportunity site.

Neighborhood Mixed Use



Neighborhood Mixed Use allows for mixed use urban form that is primarily residential in use and feel.

Flex Space Overlay



Designated Mixed Use with a Flex Space Overlay allows The Murphy site light industrial to take advantage of the regional railroad connection.

Community Shopping Commercial

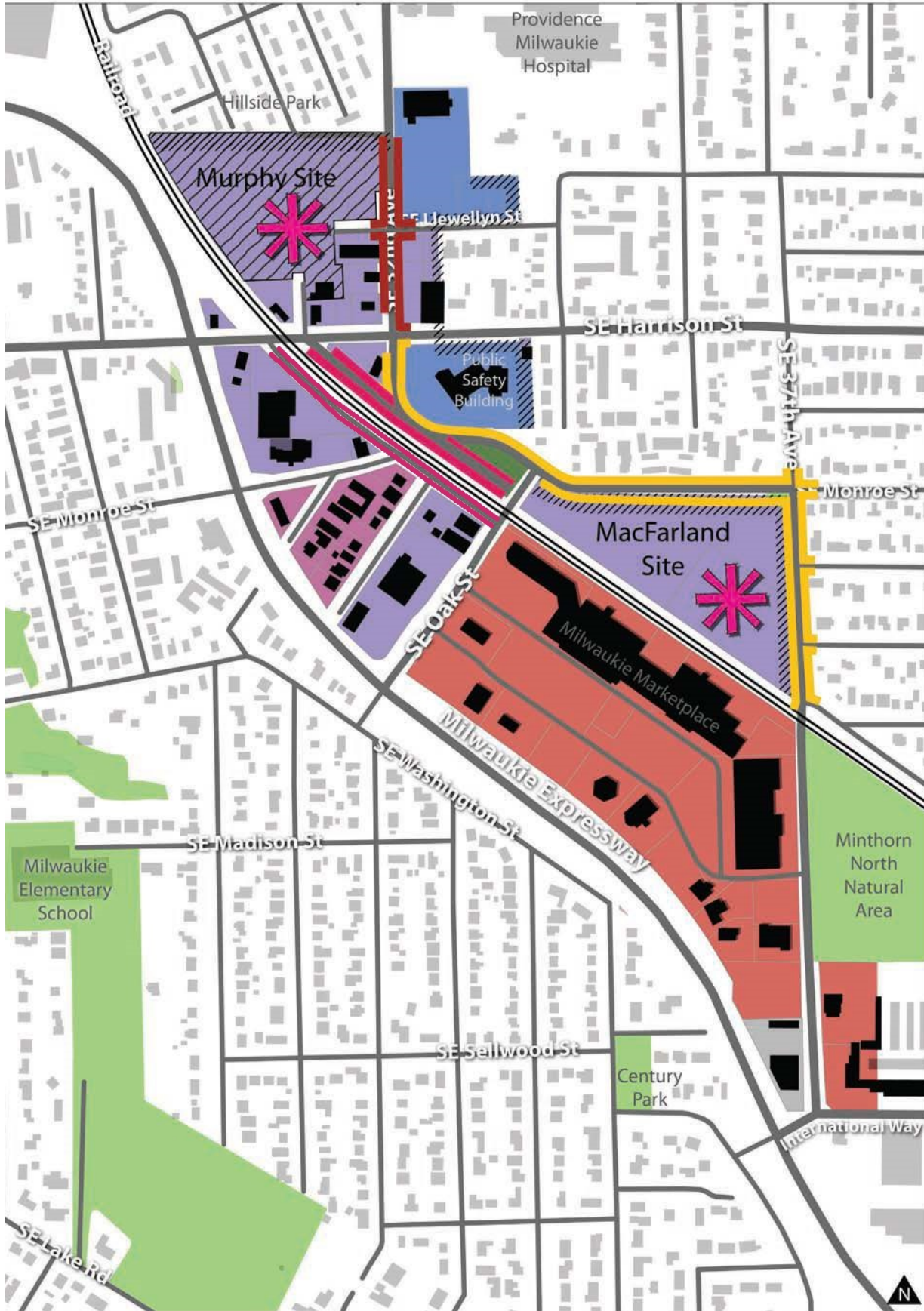


The CSC zone allows Milwaukie Marketplace's current use to be maintained & additional intensity to be added to the area over time.

LAND USE & URBAN DESIGN CONCEPTS DIAGRAM

Key

-  Catalyst sites
 -  General Mixed-Use
 -  Neighborhood Mixed Use
 -  Mixed-Use with Flex Space Overlay
 -  Commercial
 -  Institutional
 -  Industrial
 -  Parks/Open Space/Schools
 -  New Parks/Open Space
- Unifying Treatments:**
-  Commercial Edge Treatment
 -  Residential Edge Treatment
 -  Recommended Street Upgrade
 -  Neighborhood transition area



TRANSPORTATION CIRCULATION AND INFRASTRUCTURE

This section contains the transportation concepts for the site – basically how people and goods move about and through the area.

Transportation Goals

A main goal for transportation is to increase connections within the area as well as to Downtown and neighborhoods to the east of Central Milwaukie. Making the area safer, more convenient and more enjoyable to walk and bike can change the reception of the area and make it a more desirable place to live, work and shop. Maintaining and enhancing vehicle access is also important, particularly within the Murphy and McFarland sites that don't currently have internal connections.

Economic and Quality of Life Impacts

The future transportation network in Central Milwaukie should accommodate multimodal movement around and through the area—including travel by car, transit, bike or foot. As discussed in the previous section, inadequate site access and transportation infrastructure have been a major barrier to quality development in Central Milwaukie. The transportation framework presented here identifies the overarching goals for improving access to and movement within the area, and follows with specific solutions to achieve those goals.

Walking

Walking in Central Milwaukie is important. Currently most of the places where people walk are to the retailers in the Milwaukie Marketplace.

Solutions

Pedestrian access to and circulation within Central Milwaukie is critical, and the major improvements will come from the Highway 224 enhanced crossings and Monroe Street Neighborhood Greenway projects previously discussed. Additional internal circulation improvements will come from north-south pedestrian access through the opportunity sites. Through the Murphy Site new pedestrian access will connect 31st Avenue and Meek Street, while the McFarland site will be connected with a pedestrian route extending the Railroad Avenue alignment to Oak Street.

The intersection of Harrison Street and 32nd Avenue is the key north-south pedestrian connection between the two opportunity sites, and connects the Monroe Street Neighborhood Greenway with development north of Harrison Street. Currently, the intersection only has marked pedestrian crosswalks and phasing on three of the four legs. Because intersection capacity analysis from the TSP assumed full pedestrian access for this intersection, it is assumed that there is sufficient capacity now, and in 2035, at this location to add a marked pedestrian crosswalk and phasing to the west leg. This would significantly improve pedestrian connectivity and convenience by reducing out-of-direction travel and delay at this location.

Biking

Bikes are an ideal mode of transportation for Central Milwaukie and are crucial for establishing strong connections between Central Milwaukie and Downtown, particularly the light rail station. For many people Downtown is just too far of a walk, and barriers like Hwy 224 and the railroad tracks may seem more daunting to cross on foot than by bike. The surrounding neighborhoods

will also benefit from better biking facilities to and through Central Milwaukie. Establishing one or two premium bike routes between adjacent neighborhoods, downtown and Central Milwaukie is important. Ideally Central Milwaukie will develop in a bike-friendly way; this would help create a strong connection between the two areas. The planned Monroe Street Neighborhood Greenway is key to improving the bike-accessibility of the area.

Biking Plan

There are planned bicycle routes to and through the study area along Harrison Street, Monroe Street, 37th Avenue, and Railroad Avenue. Both the Harrison Street bike lanes and the Monroe Neighborhood Greenway will provide high-quality east-west connections between Central Milwaukie and Downtown Milwaukie and the neighborhood main street area of 42nd Ave for people on bicycles. North-south bike connectivity will be provided by 37th Avenue and Railroad Avenue, both of which are planned for bike lanes in the Milwaukie TSP. **Improvements to 32nd Ave to create additional bike connectivity are recommended.**

Additional northwest-to-southeast connectivity is available through the Milwaukie Marketplace, and should be maintained if and when the Marketplace redevelops. North-south connectivity will also be provided on the street network through the opportunity sites. Bicycle wayfinding signage will be critical to making Central Milwaukie a useful nexus in the bike infrastructure system. Although it is not identified in the TSP as bicycle infrastructure, Railroad Avenue between Harrison Street and Monroe Street is the natural direct bicycle connection between the two opportunity sites. Plans are already in the works to amend the TSP to include Railroad Ave in plans for future improvements.

Transit

Transit will likely play a bigger role in Central Milwaukie over time. As the area continues to develop, and the level of activity in the area grows, the City needs to work with TriMet to enhance transit access and frequency by bus or perhaps even bus rapid transit.

Transit Plan

The Harrison Street/32nd Avenue intersection currently provides frequent service bus transit connections to Downtown Milwaukie and MAX light rail. This provides the Murphy site with excellent transit connectivity. Additionally, the Milwaukie Shuttle provides shopping service to the Milwaukie Marketplace from both Downtown Milwaukie and the Clackamas Town Center that could be re-routed to serve the opportunity sites as well. Regional transit integration is provided through bus connections at the Milwaukie Bus Shelter Area on Jackson St and via the downtown MAX light rail.

The MAX light rail station is about a mile from most locations in Central Milwaukie, which is further than the standard walking access distance (about a half mile) for high capacity transit. A high-visibility, direct and comfortable pedestrian and bicycle route to the light rail station, via the Monroe Street Neighborhood Greenway, offers the best chance for encouraging access from Central Milwaukie.



Enhancing key intersections with improved crossings will help to add to a comfortable pedestrian experience.






Improved street design along commercial streets with business frontage will help to attract developer investment and local customers.

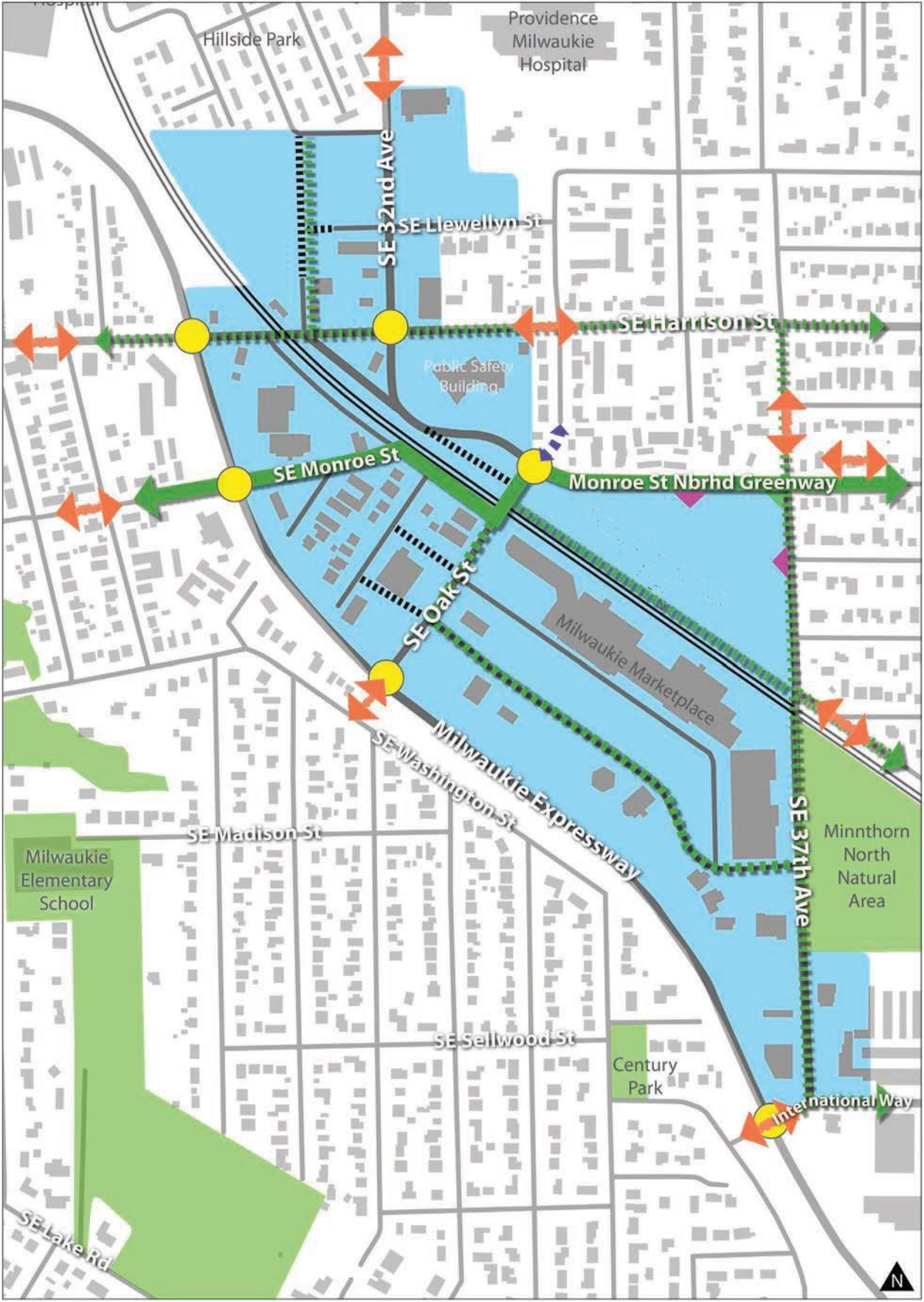


Providing pedestrian & bicycle facilities is important in creating successful multi use districts.

TRANSPORTATION/ CIRCULATION DIAGRAM

Key

-  Study Area
-  Primary Connections
-  Key intersections
-  Potential Access Points
-  Primary Bicycle Routes
-  Ped/Bike Connection Opportunities
-  New connections



Motor Vehicles

Cars will always be an important mode of transportation for this area. The area primarily serves a retail function, providing for the needs of residents throughout Milwaukie. Because of its proximity to Hwy 224 it has great auto access; the area can capitalize on customers from out of town who drive through the area every day. The auto-accessibility of the area from Hwy 224 is one of Central Milwaukie’s strengths.

Motor Vehicle Plan

Both the Murphy Site and the McFarland Site will require new street access locations and internal roads as a part of site development.

The Murphy site has the ability to support three new access points (represented on the map by bright the pink triangles). Llewellyn Street is currently a stub street that can be extended into the site. Meek Street, on the north side of the site, offers an opportunity for a through connection at D C Street.

The McFarland Site can support two new access points, one on 37th Avenue at Jefferson Street and one near the center of the site on Monroe Street. These would provide internal circulation while still leaving enough room for the Oak/Monroe intersection and railroad crossing to function optimally.

Transportation Actions



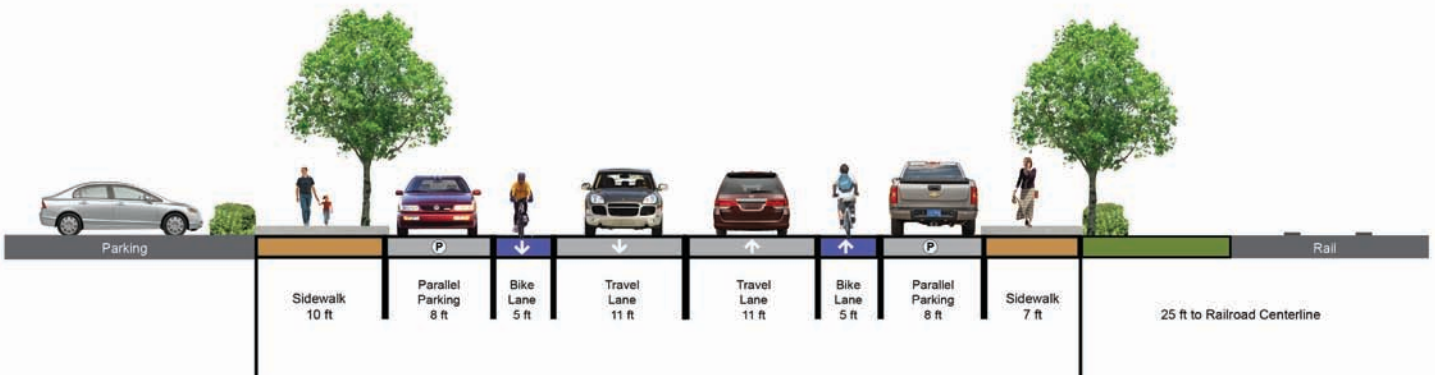
GENERAL CONCEPTS FOR THE TRANSPORTATION PLAN

- Implement the Monroe Street Neighborhood Greenway
- Add more pedestrian connections and more and improved bike trails and facilities.
- Implement features to enhance pedestrian and cyclist safety
- Add enhanced crossings at key intersections
- Provide for better and safer crossings over Hwy 224 and the rRailroad tracks



SPECIFIC IMPLEMENTATION CONCEPTS

- Develop design standards for a Commercial Edge Treatment where businesses front on an important road
- Develop design standards for Residential Edge Treatment where development is across from established neighborhoods
- Designate and improve Primary Bicycle Routes
- Identify and develop Pedestrian and Bicycle Connection Opportunities
- Add new connections between Oak Street and Neighborhood Mixed Use area.



This conceptual cross section of Campbell Street/Railroad Avenue includes two travel lanes, on-street parking and sidewalks on both sides of the street. The recommended

on-street parking creates a buffer for pedestrians and the street trees provide an added buffer as well as shelter from the sun.

Multimodal improvements to the Central Milwaukie area are summarized in the table below.

Name	Description	Status
Monroe St. Neighborhood Greenway	Bicycle and Pedestrian treatments (shared lane, sidewalks) on low volume residential roads. Connects east-west to downtown.	Planning in progress
Harrison Street Bike Lanes	Bike lanes on a major road, part of a grid of bike lanes. Connects east-west to downtown.	TSP project
32nd Ave Bike Lanes	Bike lanes on a major road, part of a grid of bike lanes. Connects north-south.	New proposal
Railroad Ave Bike Lanes	Bike lanes on a major road, part of a grid of bike lanes. Continues to the south-east.	TSP project
Intersection Improvements	As part of the Highway 224 / 99E corridor plan, improve bike and pedestrian crossings at Oak, Monroe, and Harrison.	TSP action plan project
Murphy Site Internal Circulation	Provide auto, bike, and pedestrian circulation.	Provided during development
McFarland Site Internal Circulation	Provide auto, bike, and pedestrian circulation.	Provided during development
Harrison / 32nd Ave Intersection	Open the currently closed pedestrian crosswalk on the west leg of the intersection.	New Proposal
Oak St / 34th Ave Connection	Provide pedestrian / bike connection between study area and nearby residential neighborhood.	New Proposal

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5. IMPLEMENTATION

BUILDING THE FUTURE

This section lays out concrete steps and policies that the City of Milwaukie can take, both in the short and long-term, that can help to achieve the urban design, development and employment goals of this Plan.

**THIS SECTION IS
CURRENTLY UNDER
DEVELOPMENT**

CENTRAL MILWAUKIE PLAN RECOMMENDATIONS

Facilitate development of the Murphy and McFarland opportunity sites

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Apply Mixed Use Zones

- Apply General Mixed Use zone to Murphy and McFarland sites, in addition to several other small areas on south side of the railroad. This allows for increased residential and commercial intensity on McFarland.

- Provide a bonus for new development projects that include a residential component.
- Apply Flex-Industrial Overlay to a large portion of the Murphy site, adjacent to the railroad. This allows Murphy site light industrial to take advantage of the regional railroad connection

Integrate a range of housing types into new mixed-use development

Apply Neighborhood Mixed Use Zone

- Apply Neighborhood Mixed Use zone to area with existing residential between Monroe and Oak Streets, on south side of railroad. This allows for mixed-use urban form that is primarily residential in use and feel in this area.

Maintain and improve Central Milwaukie as the City’s primary commercial center

Maintain CSC Zoning

- Maintain CSC Zoning around Milwaukie Marketplace – allows Milwaukie Marketplace’s current use to be maintained, and additional intensity to be added to the area over time

Promote high-quality, human-scale urban design that is complementary to the surrounding area

Create Design Guidelines

General:

- Integrate appropriate transitions between new and existing structures into site and building design for new development
- New development should be designed to preserve access to light and air
- Create a gradual transition in height and density between commercial/industrial and residential uses
- Appropriate setbacks along neighborhood streets

- Provide ground-level open space

Create unifying edge treatments (commercial, residential, and transition):

- Apply commercial edge treatment to:
 - Section of 32nd Ave. on east side of Murphy site
- Apply Neighborhood Transition Area standards to:
 - Northern and eastern edges of McFarland site (Monroe and 37th)
 - Northern edge of Murphy site
- Apply residential edge treatment to
 - Sections of Monroe Street and 37th Ave. bordering the McFarland site
 - Section of Monroe St. adjacent to proposed pocket park
 - Section of 32nd Ave. on west side of Public Safety building

Murphy Site:

- Locate buildings close to street (small setbacks, avoid huge parking lots between street and buildings)
 - Encourage site design that easily accommodates pedestrian and bicycle access to and within the site
 - Require windows, doors and entrances on street-facing facades
 - Integrate high quality landscaping
 - Utilize larger-than-normal setbacks across the street from residential uses (on north and east sides of the site)

Create Open Space

- Encourage development of public/open space in Milwaukie Marketplace
- Create a new pocket park/open space on the small vacant parcel between Monroe St. and the Railroad , just south of the Public Safety building

Employ Strong Parking Management Measures

- Limiting impact of employee and visitor parking on nearby residential areas
- Provide dedicated parking for residents

Highlight and Call attention to Environmental and Cultural Features

- Minthorn Springs Natural Area
- Milwaukie Museum
- Triangle area at 37th and Monroe
- Bertman House (Theatrical House)
- Public Safety Building

Improve connectivity within the district with easily-accessible multimodal pathways that are safe and attractive

Make Targeted Street Upgrades

- Improve Section of Railroad Ave. between Harrison and Oak St.

Create more pedestrian connections within the area

- Continued construction of Monroe Neighborhood Greenway improvements
- Create a pedestrian connection through the Murphy site from 31st Ave. to Meek St.
- Create a pedestrian connection through the McFarland site from Railroad Ave. to Oak St.

Create more bike connections within the area

- Continue construction of planned bicycle routes along Harrison St., Monroe St., 37th Ave, and Railroad Ave.; **32nd Ave bicycle upgrades**
- Create pedestrian connections between Oak Street, the new neighborhood mixed use area, and Milwaukie Marketplace

Create more vehicle connections within the area

- Extend Llewellyn Street (Currently a stub street) into the Murphy site

Improve external connections to the district

Create more pedestrian connection to the area

- Continued construction of Monroe Street Neighborhood Greenway improvements
- Add marked pedestrian crosswalk and phasing to the west leg of the intersection at Harrison St. and Monroe

Create more vehicle access points to the area

- Create a through connection from Meek Street to D or C Street, on the north end of the area (adjacent to the Murphy site)
- Create access point to McFarland site at 37th and Jefferson
- Create access point to McFarland site at Monroe St., near the midpoint of the site's north edge

Enhance Transit Connections to the Area

- Collaborate with TriMet to, over a longer period of time, enhance transit access, frequency by bus or perhaps bus rapid transit
- Re-route the Milwaukie Shuttle to create transit connections between opportunity sites and Downtown Milwaukie/Clackamas Town Center (rather than just Milwaukie Marketplace)
- Emphasize Monroe Street Neighborhood Greenway as a path providing pedestrian and bicycle access to high-capacity transit (via the Downtown Light Rail station, about a mile from most places in Central Milwaukie)