



## AGENDA

### MILWAUKIE PLANNING COMMISSION Tuesday, December 8, 2015, 6:30 PM

MILWAUKIE CITY HALL  
10722 SE MAIN STREET

- 1.0 Call to Order - Procedural Matters**
- 2.0 Planning Commission Minutes** – Motion Needed
  - 2.1 April 28, 2015
  - 2.2 November 10, 2015
- 3.0 Information Items**
- 4.0 Audience Participation** – This is an opportunity for the public to comment on any item not on the agenda
- 5.0 Public Hearings** – Public hearings will follow the procedure listed on reverse
- 6.0 Worksession Items**
  - 6.1 Summary: Comprehensive Plan Update Discussion  
Staff: Li Alligood
- 7.0 Planning Department Other Business/Updates**
  - 7.1 Planning Commission Notebook Update Pages
- 8.0 Planning Commission Discussion Items** – This is an opportunity for comment or discussion for items not on the agenda.
- 9.0 Forecast for Future Meetings:**
  - January 12, 2015 1. Public Hearing: MLP-2015-002/VR-2015-006 5445 SE King Rd
  - January 26, 2015 1. Public Hearing: ZA-2015-003 Short-term Rentals Code Amendments

### Milwaukie Planning Commission Statement

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

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

#### **Public Hearing Procedure**

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

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

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

#### **Milwaukie Planning Commission:**

Sine Bone, Chair  
Shaun Lowcock, Vice Chair  
Shane Abma  
Shannah Anderson  
Adam Argo  
Scott Barbur  
Greg Hemer

#### **Planning Department Staff:**

Denny Egner, Planning Director  
Li Alligood, Senior Planner  
Brett Kelter, Associate Planner  
Vera Kolias, Associate Planner  
Alicia Martin, Administrative Specialist II

**CITY OF MILWAUKIE  
PLANNING COMMISSION  
MINUTES  
Milwaukie City Hall  
10722 SE Main Street  
TUESDAY, April 28, 2015  
6:30 PM**

**COMMISSIONERS PRESENT**

Sine Bone, Chair  
Shaun Lowcock, Vice Chair  
Shannah Anderson  
Scott Barbur  
Greg Hemer

**STAFF PRESENT**

Denny Egner, Planning Director  
Vera Kolas, Associate Planner  
Peter Watts, City Attorney

**COMMISSIONERS ABSENT**

Gabe Storm

**1.0 Call to Order – Procedural Matters\***

**Chair Bone** called the meeting to order at 6:30 p.m. and read the conduct of meeting format into the record.

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

**2.0 Planning Commission Minutes**

2.1 January 27, 2015

**It was moved by Commissioner Hemer and seconded by Commissioner Anderson to approve the January 27, 2015 Planning Commission minutes as presented. The minutes passed unanimously.**

**3.0 Information Items**

**Denny Egner, Planning Director**, noted the first public meeting for the Neighborhood Main Streets phase of the Moving Forward Milwaukie project was scheduled for May 6, 2015.

**4.0 Audience Participation** –This is an opportunity for the public to comment on any item not on the agenda. There was none.

**5.0 Public Hearings**

5.1 Summary: Moving Forward Milwaukie Central Milwaukie Plan and Code Amendments #1

Applicant: City of Milwaukie

File: CPA-2015-001

Staff: Vera Kolas and Denny Egner

**Chair Bone** called the hearing to order and read the conduct of legislative hearing format into the record.

**Vera Kolias, Associate Planner**, presented the staff report via PowerPoint. Central Milwaukie was Phase 2 of the Moving Forward Milwaukie project. This first hearing would focus on the Comprehensive Plan, Transportation System Plan (TSP), and the Central Milwaukie Land Use and Transportation Plan. She described the relationship between the Central Milwaukie Land Use and Transportation Plan and the Comprehensive Plan, and how the plans guided the Zoning Ordinance.

**Ms. Kolias** reviewed the Central Milwaukie Land Use and Transportation Plan, which was the first planning document for central Milwaukie that defined a boundary and established a vision for the area. It also created a framework for transportation, development, and circulation to guide future development. She reviewed the Guiding Principles which were high-level statements about the area's future and were intended to capture the community's values and priorities. The Fundamental Concepts were the steps between the Guiding Principles and Implementation which was through the Zoning Ordinance.

The Key Changes and Proposals would include a new General Mixed Use Zone, more development flexibility, streamlined permitting for the Opportunity Sites, a Flex Space Overlay Zone on the Murphy Opportunity Site, new design and development standards and edge treatments, and improved multimodal connectivity.

**Ms. Kolias** noted the steps of the proposed amendments. The Central Milwaukie Land Use and Transportation Plan would be adopted as an ancillary document into the Comprehensive Plan, and some revisions would be made to the Comprehensive Plan and the Transportation System Plan (TSP). She reviewed the key amendments to the TSP with proposed projects and improved bicycle and pedestrian connections.

**Ms. Kolias** asked for feedback from the Commission on key issues.

- Did the Commission support the vision and key components of the Central Milwaukie Land Use and Transportation Plan?
- Should there be a revision of the proposed Flex Space Overlay Zone to exclude frontage on 32<sup>nd</sup> Ave or redraw the boundary to line up between 31<sup>st</sup> Ave and C St? How should connections through the site be addressed with regard to bicycle and pedestrian connectivity?
- Did the Commission support the proposed revisions and improvements to be included in the Comprehensive Plan or TSP?

**Ms. Kolias** reviewed staff recommendation for the Commission to reach consensus on this part of the amendment package and then take a vote for the complete package at the final public hearing.

**Chair Bone** called for public testimony.

**Daniel Heffernan, 2525 NE Halsey Portland OR**, was representing John Murphy and family who were the owners of the Murphy Opportunity Site. He was supportive of the connectivity plan for access through the site, particularly for alternative modes of transportation. He was concerned about some of the design and development standards in terms of frontage and setback requirements, parking, etc., and how those work with flex space development. However, he would like the focus to be on where the flex space overlay zone boundary was. He believed it should be pushed back from 32<sup>nd</sup> Ave and Meek St, as the proposed design and development standards would not apply well to flex space development.

**Lisa Gunion-Rinker, 3012 SE Balfour St**, lived in the Ardenwald neighborhood which included much of Central Milwaukie. She had participated in the community workshops early on in the project. She thought the project was more about promoting business, but as she read it now it seemed to be more focused on housing. With regard to connectivity between Harrison St and 29<sup>th</sup> Ave, she was concerned about vehicular traffic and impact on neighborhood livability since that connection was only into the neighborhood and not a through street.

**Betty Fulmore, 3356 SE Rockwood St**, was concerned about 32<sup>nd</sup> Ave and did not want the changes to result in a lot of small housing units. She would like to see more business rather than more low-income housing. The area needed the income.

**Ms. Koliass** responded and clarified housing and density in the Comprehensive Plan. Although some expanded residential uses were being proposed to allow for mixed-use development, the focus of the proposals was on expanding allowed commercial uses and streamlining the permitting process to encourage more development.

**Mr. Egner** added that a portion of the McFarland site was a brownfield and residential was not allowed on it. Also, the proposals allowed for affordable housing but consistent with state law, there was no requirement for affordable housing to be included. Regarding bicycle connectivity through the Murphy site, if that was not possible through development, the connection would have to be taken over to 32<sup>nd</sup> Ave down to Harrison St.

**Chair Bone** closed public testimony.

**The Commissioner** entered into deliberation.

**Commissioner Anderson** felt that it was difficult to discuss the flex space boundary until after the design and development standards were discussed at the next hearing.

**The Commission** agreed.

**Commissioner Hemer** would like to see clarification regarding the bicycle connectivity through the Murphy site, as he was concerned about safety if it was to be directed through flex space businesses with heavy truck traffic. He thought it would be beneficial to add language to better explain the intent and flexibility of the proposed bikeways through the Murphy and McFarland sites.

**The Commission** agreed.

**It was moved by Commissioner Hemer and seconded by Commissioner Storm to continue the public hearing for CPA-2015-001 Moving Forward Milwaukie Central Milwaukie Plan and Code Amendments to a date certain of May 12, 2015. The motion passed unanimously.**

## **6.0 Worksession Items**

### **7.0 Planning Department Other Business/Updates**

**Mr. Egner** noted that the Ethics Training was purchased but would not be available for viewing

until around June.

## **8.0 Planning Commission Discussion Items**

**Commissioner Hemer** reminded that the grand opening of Riverfront Park was scheduled for May 1<sup>st</sup> followed by First Friday. The Farmers Market was opening on Sunday May 3<sup>rd</sup>.

## **9.0 Forecast for Future Meetings:**

- |              |  |
|--------------|--|
| May 12, 2015 | 1. Public Hearing: CPA-2015-001 MFM Central Milwaukie Plan and Code Amendments #2                    |
|              | 2. Public Hearing: CSU-2015-001 Gracepointe Church Parking Expansion                                 |
| May 26, 2015 | 1. Public Hearing: CPA-2015-001 MFM Central Milwaukie Plan and Code Amendments #3 <i>tentative</i> : |

Meeting adjourned at approximately 8:11 p.m.

Respectfully submitted,

Alicia Martin, Administrative Specialist II

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Sine Bone, Chair

**CITY OF MILWAUKIE  
PLANNING COMMISSION  
MINUTES  
Milwaukie City Hall  
10722 SE Main Street  
TUESDAY, November 10, 2015  
6:30 PM**

**COMMISSIONERS PRESENT**

Sine Bone, Chair  
Shaun Lowcock, Vice Chair  
Shane Abma  
Shannah Anderson  
Adam Argo  
Greg Hemer

**STAFF PRESENT**

Denny Egner, Planning Director

**COMMISSIONERS ABSENT**

Scott Barbur

**1.0 Call to Order – Procedural Matters\***

**Chair Bone** called the meeting to order at 6:30 p.m. and read the conduct of meeting format into the record.

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

**2.0 Planning Commission Minutes**

- 2.1 March 11, 2015
- 2.2 April 14, 2015
- 2.3 August 11, 2015
- 2.4 October 27, 2015

**It was moved by Commissioner Hemer and seconded by Commission Argo to approve the four sets of minutes as a consent package, with the amended August 11, 2015, minutes as noted. The motion passed unanimously.**

**3.0 Information Items**

**Denny Egner, Planning Director**, briefed the Commission on upcoming items scheduled for City Council, including Moving Forward Milwaukie Neighborhood Main Streets, the Parklet Program, a grant-funded shared street project in Island Station, Central Milwaukie Plan and Code Amendments, and the Monroe Street Neighborhood Greenway Concept Plan.

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

**Ms. Kiran Das Bala, 9725 SE 29<sup>th</sup> Ave**, noted that the electric company had cut back an evergreen tree in her yard so far that it was now leaning.

**Mr. Egner** noted that he would follow up with Ms. Bala.

## **5.0 Public Hearings**

## **6.0 Worksession Items**

- 6.1 Summary: Ethics Training – *This item was taken out of order.*  
Staff: Denny Egner

**The Commission** viewed a recording of a presentation by the American Planning Association titled *Ethics of Planning Commissioners*, presented at the National Planning Conference on April 20, 2105.

**The Commission** discussed the presentation.

- 6.2 Summary: Planning Commission Work Program *This item was taken out of order.*  
Staff: Denny Egner

**Mr. Egner** noted that the Commission was scheduled for a joint session with City Council on December 1<sup>st</sup>. He reviewed the draft staff report for the meeting which included the projects that the Commission and staff have worked on in the past year as well as upcoming projects. He summarized the current Council goals that included improving pedestrian and bikeway connections, library expansion, urban renewal, the Kellogg-for-Coho Initiative, construction of neighborhood parks, and a proactive economic development strategy.

**Mr. Egner** noted that the Commission would have a minimal role in most of those goals but for urban renewal and economic development. The City had hired a consultant to help prepare an economic opportunities analysis and an advisory committee would be formed as part of that process. A member of the Commission should be involved in that committee. The project could lead to recommendations for policy changes in Goal 9 of the Comprehensive Plan.

**Mr. Egner** also noted ongoing and upcoming projects and explained how the projects would relate to the Commission.

- The Monroe Street Neighborhood Greenway Concept Plan and the 19<sup>th</sup> Ave and Sparrow St shared street project were Transportation System Plan projects.
- Code Maintenance was due, but the scope was still to be determined.
- Short-term rentals code amendments were beginning to be formed.
- Recreational marijuana was upcoming and would have different regulations than medical marijuana.
- North Milwaukie Industrial Area (NMIA) – The County and City partnered to apply for a Metro Community Planning and Development Grant to look at the NMIA, the Tacoma Station Area Plan, and the west side of McLoughlin. This would involve a public conversation about what should be in that area. This would also involve an advisory committee that should include a Commissioner.
- Comprehensive Plan Update – During the last budget cycle, Council directed staff to start the process, which would be a large undertaking. The result from the economic opportunities analysis and housing needs analysis would help guide the policy discussions for the update, as those two areas that were most out of date in the Comprehensive Plan. Staff was scheduled to discuss with Council how broad the update should be on December 15<sup>th</sup>.



**Mr. Egner** also noted that he would be requesting a planner position to be budgeted for the next fiscal year.

**The Commission** discussed some possible projects and issues.

- **Chair Bone** asked about downtown parking issues and request that be added to the staff report to City Council about the group's work program.
- **Commissioner Hemer** felt that with regard to the trend in Portland of demolition of older homes, building bigger homes on smaller lots, and the rising interest in Milwaukie, forming regulations to preserve neighborhood character should be on the Commission's radar.
- **Commissioner Argo** noted that Design and Landmarks Committee (DLC) had discussed a comprehensive historic study being part of their work plan. The DLC could be used as an arm for that project. The goals of the Comprehensive Plan update would come from the community and an update would be a great opportunity.

## 7.0 Planning Department Other Business/Updates

## 8.0 Planning Commission Discussion Items

**Commissioner Hemer** noted the Umbrella Parade was scheduled for December 5<sup>th</sup> and the Christmas Ships were scheduled for December 19<sup>th</sup> at Riverfront Park. He also thanked Grady Wheeler, Information Specialist, who was leaving for a position with Metro, for his years with the City.

## 9.0 Forecast for Future Meetings:

November 24, 2015	1. Cancelled
December 1, 2015	1. Joint Session with City Council
December 8, 2015	1. TBD

Meeting adjourned at approximately 9:04 p.m.

Respectfully submitted,

Alicia Martin, Administrative Specialist II

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Sine Bone, Chair



# MILWAUKIE

*Dogwood City of the West*

**To:** Planning Commission

**Through:** Dennis Egner, Planning Director

**From:** Li Alligood, Senior Planner

**Date:** December 1, 2015, for December 8, 2015, Worksession

**Subject:** Comprehensive Plan Update - Overview

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## **ACTION REQUESTED**

None. This is a briefing for discussion only. Staff will be discussing the process and scope of the planned Comprehensive Plan update with City Council at the December 15, 2015, worksession.

## **BACKGROUND INFORMATION**

The purpose of this memo is to outline the current state of the Milwaukie Comprehensive Plan ("Comp Plan"), and to provide an evaluation of work that has been done in anticipation of an update of the Comp Plan.

Each jurisdiction in the State of Oregon is required to adopt a Comprehensive Plan and implementing ordinances, and to maintain compliance with the Statewide Planning Goals. The Statewide Planning Goals are administered by the Department of Land Conservation and Development (DLCD). Specifically, Goal 2 - Land Use Planning, requires that local governments maintain and update their Comprehensive Plans regularly.

The City's current Comprehensive Plan was adopted in 1989, and has been updated incrementally since that time. The current Comprehensive Plan indicates that it will be reviewed and updated every 10 years. However, the last major update was in 2000, with the adoption of the Downtown and Riverfront Land Use Framework Plan as an ancillary document of the Comprehensive Plan.

Until early 2007, the DLCD required all communities in Oregon to conduct regular review of their Comprehensive Plans and policies through a process called Periodic Review, which is the periodic evaluation and revision of the Comp Plan according to a schedule established by the Oregon Land Conservation and Development Commission (LCDC). The fundamental purpose of Periodic Review is to ensure that local comprehensive plans are:

- Updated to respond to changes in local, regional and state conditions,

- Coordinated with other comprehensive plans and investments; and
- In compliance with the statewide planning goals, statutes and rules.

In 2007, the Oregon Legislature amended state law (ORS 197.628 - to revise the scope of Periodic Review to cities with populations greater than 10,000, and to reduce the scope of Periodic Review to the 5 basic “building blocks” of local planning: housing, economic development, transportation, public facilities and services, and urban land supply.

In May 2008, the City received notice Periodic Review was scheduled begin in January 2009; however, in spring 2009, the DLCD notified the City that Periodic Review was on hold indefinitely. Technically, Milwaukie is still subject to the Periodic Review schedule and requirement; however, because DLCD has very limited funding for communities conducting Periodic Review, it is not required. Therefore, any updates to the Comprehensive Plan are voluntary and would be received through the standard "post acknowledgement" plan amendment (PAPA) process. However, any updates should address the 5 “building blocks.”

All amendments to the Comprehensive Plan are reviewed by DLCD for compliance with the Statewide Planning Goals (see Attachment 1). In addition to the Statewide Planning goals, jurisdictions in the Portland metropolitan region are required to comply with the 13 titles of the Metro Urban Growth and Management Functional Plan (“Functional Plan”). See Attachment 2. Finally, all Comprehensive Plan amendments must comply with applicable federal requirements.

#### **A. Current Efforts**

The Comprehensive Plan consists of two parts: the background information, or inventory; and the policy, which is adopted by ordinance. The background inventory consists of an economic opportunities analysis; buildable lands inventory; housing needs analysis; natural resources inventory; and historic resource inventory.

Inventories currently underway include:

- Update of the Economic Opportunities Analysis (EOA): October 2015-June 2016
- Update of the Buildable Lands Inventory: in process as part of Metro's Regional Transportation Plan update
- Update of the Housing Needs Analysis (NHA): anticipated Spring – Summer 2016
- North Milwaukie Industrial Area (NMIA) planning: Fall 2015-Summer 2016

### **STATE OF THE COMPREHENSIVE PLAN**

During 2009 and 2010, the Planning Director drafted a number of staff reports and memos identifying issues with the Comprehensive Plan, as well as areas where it was working well (see Attachment 3). Generally, she concluded:

- Most of the goals and policies in the Plan (i.e. small town culture and community heritage), seem consistent with the community’s aspirations today.
- Other elements, such as the natural resources inventories, economic opportunities analysis, housing needs analysis, and buildable lands inventories were out of date.
- The Comprehensive Plan update would provide an opportunity for the community to reaffirm its values and vision while updating information to make the plan easier to implement.

- The areas where policies are still generally aligned with the community’s vision included:
  - NDA formation, boundaries, and roles in public engagement
  - Environmental protection (water and habitat)
  - Residential land use
  - Downtown planning and development, including construction of Riverfront Park
  - Annexation

#### **A. Known Issues**

During staff evaluation of the current Comprehensive Plan, the following issues were identified:

- In some cases, an inventory has been adopted as part of the Milwaukie Comprehensive Plan, when it is more appropriate as a background document. Examples include:
  - Estimate of Dwelling Unit Capacity on Vacant Lands by Zone (Table 2)
  - Historic Resources Property List (Appendix 1)
  - Natural Resources Property List (Appendix 2)
- Several background elements and inventories are significantly out of date, including:
  - Historic Resources<sup>1</sup>
  - Buildable/developable lands
  - Parks
  - Needed housing
- Areas where the Comp Plan is out of date or has insufficient policy direction include:
  - Employment/commercial land use (what do we want to see where?)
  - Coordination of services with the County, including urbanization and the UGMA and a unified government
  - Willamette Greenway Overlay
  - Air and water quality
  - Schools
- The Comp Plan does not address several important areas:
  - Fiscal realities and choices
  - Public health
  - Sustainable urban development
- Outstanding questions (“messy stuff”) include:
  - Why so many land use classifications?
  - The Plan is hard to use and understand, and the formatting is unfriendly.

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<sup>1</sup> Goal 5 updates (historic and natural resources) do not need to be updated outside of Periodic Review.

- It includes many policies that should be in implementing documents (development standards, etc.).
- Zones don't entirely follow the Comp Plan designations.

In anticipation of Periodic Review, each chapter and element of the Comp Plan was shared with relevant City departments during April and May 2009, and the comments were included in a series of Evaluation Memos. The Memos were updated in November 2012 to reflect code, Comp Plan, and master plan revisions made between May 2009 and November 2012.

The largest policy questions are related to the City's policies related to growth, fiscal realities and the choices that must be made when balancing needs against resources; the desired outcome for the Kellogg Treatment Plant; and UGMA policies. The remaining issues are related to outdated inventories, improved consistency between the Comp Plan and the code related to density ranges and zoning/land use; and targeted revisions to outdated plans.

A general overview of major issues (if any), recommended approaches, and required level of public involvement (PI) is provided in Attachment 4.

## POTENTIAL APPROACHES

The cities of Forest Grove, Troutdale, and Lake Oswego were scheduled to begin Periodic Review in 2009. Each took a slightly different approach to updating their Comprehensive Plans, but all were expected to complete Periodic Review in 3 years. All but Lake Oswego were able to meet that timeline.

Generally, the visioning process is not part of Periodic Review; however communities choose to conduct a visioning process before beginning Period Review. An overview of the various approaches is provided below, and descriptions follow.

City	Approach	Duration	Staffing	Cost
Forest Grove	Vision + Comprehensive Update	3 years	1.3 FTE	\$125,000+
Troutdale	Two-Track	3 years	0.75	\$155,000+
Lake Oswego	Vision + Comprehensive Update	4 years	2.5 FTE	\$300-400,000

### A. Forest Grove

The City of Forest Grove began the 3-year Periodic Review process in 2010. The city has approached Periodic Review as an opportunity for a comprehensive review of the entire plan, including the addition of a community sustainability element. A visioning process was completed in 2007, and the resulting community vision statement and action plan are informing the Comprehensive Plan update. The mandated and optional components of the Comprehensive Plan update are fully integrated.

The City of Forest Grove completed its Comprehensive Plan update in early 2014.

**B. Lake Oswego**

Lake Oswego began the 3-year Periodic Review process in July 2010. The city approached Periodic Review as an opportunity for a comprehensive review of the entire plan. The review was divided into 3 phases. City Council adopted a vision statement in 2008 with minimal public involvement; the first phase of the planning process focused on sharing the vision statement with the public, updating the vision, and creation of a 2035 Vision Statement and Map.

The second phase of the project focused on drafting the plan, called “We Love Lake Oswego: Planning for People, Places and Prosperity.” The draft plan was structured around 8 “action areas,” each of which contains a number of related elements. There was an intensive public involvement process; each action area was subject to an internal review before going out to the public for comment and feedback. The internal review groups consisted of the Technical Advisory Committee (TAC), Citizen Advisory Committee (CAC), the Planning Commission, and City Council.

The third phase of the plan, action planning for implementation, was intended to result in amendments to the development code. This phase was anticipated to last 1-2 years, for a total of 5 years. However, a shift in the Lake Oswego City Council several months prior to adoption of the plan resulted in significant changes to the draft plan, and the third phase has not occurred.

**C. Troutdale**

The City of Troutdale began the 3-year Period Review process in April 2010. The city took a 2-track approach to Periodic Review. Track 1 focused on the updates required by Periodic Review and funded through a Period Review grant, specifically related to Goals 9, 10, 11, 12, and 14. Track 2 focused on the Statewide Planning Goals that were outside Periodic Review. The 2 tracks were parallel but not integrated.

Staff reviewed policies and determined which should be updated, modified, or eliminated, and drafted revisions to the narrative and policy statements. These drafts were vetted by a standing Citizen Advisory Committee (CAC). Outreach efforts consist of the CAC as well as public meetings before decision-making bodies. The Comprehensive Plan update process was completed in Spring 2014.

**NEXT STEPS****A. Project Scope**

In preparation for Periodic Review, the Planning Director prepared a draft work program in 2008. Generally, the work program includes three phases (see Attachment 5):

- Phase A – Comp Plan Evaluation (6 months)
  - Staff review of Comp Plan: this initial step was initiated in April and May 2009, but should be revisited.
  - Public involvement: to date, there has been no public involvement.
  - Agency coordination: Metro, DLCD, Clackamas County, etc.
- Phase B - Work Program Preparation (7 months)

- Draft work program
- Public involvement
- Agency coordination
- Phase C - Complete work program (3 years)
  - No scope prepared

Because the City is not required to conduct Periodic Review, a work program does not need to be submitted to and approved by the DLCD. However, the City may wish to informally include DLCD in review of the work plan program in order to ensure compliance with relevant statutes before beginning the Comprehensive Plan update process. This request is not expected to delay the project timeline.

## **B. Potential Approaches**

As described above, there are several potential approaches to a Comprehensive Plan update:

- “Housekeeping amendments”: This entails updating the background information/inventories (EOA is currently underway); updating plans as needed; and making minimal policy changes. It could also include reformatting of the Comprehensive Plan document for ease of use.

Advantages of this approach are that it is lower-cost and requires less staff commitment; disadvantages are that it solves some problems but leaves many in place.

Estimated time: 1-2 years

- “Two-Track” approach: Separate the areas that are required (policies and inventories related to housing, transportation, economic development, and urbanization) from those that are not (historic and natural resources, policies regarding growth, additional areas such as schools, public health, and sustainable development) and move forward in a “two-track” process.

Advantages of this approach are that those policies that are likely to be more controversial can be separated from those that are not. Disadvantages of this approach are that it is not a comprehensive approach and momentum could stall, leading to much longer project duration.

Estimated time: 2-3 years

- “Vision + Comprehensive” approach: Use the adopted Milwaukie Vision Statement as a starting point for a community discussion about a vision for 2035, and use it to inform a wholesale overhaul of the Comprehensive Plan. Establish a robust public involvement program and establish policy direction through technical and citizen advisory committees.

Advantages of this approach are that it is inclusive and allows for significant public engagement; disadvantages are that it would be the longest-duration, most staff-intensive and highest-cost option.

Estimated time: 3 years

The total cost of the update will depend on the level of analysis; amount of public outreach; consultant role in meeting setup and facilitation; production of graphics and materials; use of sophisticated web-based communication; and computer modeling. Staff estimates that the update will cost at least \$100,000 for the updates to the inventories and an additional \$100-200,000 for public outreach and technical analysis.

**ATTACHMENTS**

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

	PC Packet	Public Copies	E- Packet
1. Statewide Planning Goals	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
2. Metro Functional Plan Titles	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
3. Background Information	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
A. Staff Report for March 3, 2009, Council Worksession	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
B. October 2010 Comprehensive Plan Summary	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
4. Overview of Issues and Recommendations	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
5. Draft Project Scope	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

Key:

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

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

E-Packet = packet materials available online at <http://www.milwaukieoregon.gov/planning/planning-commission-139>.





## A Summary of Oregon's Statewide Planning Goals

1. **CITIZEN INVOLVEMENT** Goal 1 calls for "the opportunity for citizens to be involved in all phases of the planning process." It requires each city and county to have a citizen involvement program containing six components specified in the goal. It also requires local governments to have a committee for citizen involvement (CCI) to monitor and encourage public participation in planning.
2. **LAND USE PLANNING** Goal 2 outlines the basic procedures of Oregon's statewide planning program. It says that land use decisions are to be made in accordance with a comprehensive plan, and that suitable "implementation ordinances" to put the plan's policies into effect must be adopted. It requires that plans be based on "factual information"; that local plans and ordinances be coordinated with those of other jurisdictions and agencies; and that plans be reviewed periodically and amended as needed. Goal 2 also contains standards for taking exceptions to statewide goals. An exception may be taken when a statewide goal cannot or should not be applied to a particular area or situation.
3. **AGRICULTURAL LANDS** Goal 3 defines "agricultural lands." It then requires counties to inventory such lands and to "preserve and maintain" them through farm zoning. Details on the uses allowed in farm zones are found in ORS Chapter 215 and in Oregon Administrative Rules, Chapter 660, Division 33.
4. **FOREST LANDS** This goal defines forest lands and requires counties to inventory them and adopt policies and ordinances that will "conserve forest lands for forest uses."
5. **OPEN SPACES, SCENIC AND HISTORIC AREAS AND NATURAL RESOURCES** Goal 5 covers more than a dozen natural and cultural resources such as wildlife habitats and wetlands. It establishes a process for each resource to be inventoried and evaluated. If a resource or site is found to be significant, a local government has three policy choices: preserve the resource, allow proposed uses that conflict with it, or strike some sort of a balance between the resource and the uses that would conflict with it.
6. **AIR, WATER AND LAND RESOURCES QUALITY** This goal requires local comprehensive plans and implementing measures to be consistent with state and federal regulations on matters such as groundwater pollution.
7. **AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS** Goal 7 deals with development in places subject to natural hazards such as floods or landslides. It requires that jurisdictions apply "appropriate safeguards" (floodplain zoning, for example) when planning for development there.
8. **RECREATION NEEDS** This goal calls for each community to evaluate its areas and facilities for recreation and develop plans to deal with the projected demand for them. It also sets forth detailed

standards for expedited siting of destination resorts.

9. ***ECONOMY OF THE STATE*** Goal 9 calls for diversification and improvement of the economy. It asks communities to inventory commercial and industrial lands, project future needs for such lands, and plan and zone enough land to meet those needs.
10. ***HOUSING*** This goal specifies that each city must plan for and accommodate needed housing types, such as multifamily and manufactured housing. It requires each city to inventory its buildable residential lands, project future needs for such lands, and plan and zone enough buildable land to meet those needs. It also prohibits local plans from discriminating against needed housing types.
11. ***PUBLIC FACILITIES AND SERVICES*** Goal 11 calls for efficient planning of public services such as sewers, water, law enforcement, and fire protection. The goal's central concept is that public services should to be planned in accordance with a community's needs and capacities rather than be forced to respond to development as it occurs.
12. ***TRANSPORTATION*** The goal aims to provide "a safe, convenient and economic transportation system." It asks for communities to address the needs of the "transportation disadvantaged."
13. ***ENERGY*** Goal 13 declares that "land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles."
14. ***URBANIZATION*** This goal requires cities to estimate future growth and needs for land and then plan and zone enough land to meet those needs. It calls for each city to establish an "urban growth boundary" (UGB) to "identify and separate urbanizable land from rural land." It specifies seven factors that must be considered in drawing up a UGB. It also lists four criteria to be applied when undeveloped land within a UGB is to be converted to urban uses.
15. ***WILLAMETTE GREENWAY*** Goal 15 sets forth procedures for administering the 300 miles of greenway that protects the Willamette River.
16. ***ESTUARINE RESOURCES*** This goal requires local governments to classify Oregon's 22 major estuaries in four categories: natural, conservation, shallow-draft development, and deep-draft development. It then describes types of land uses and activities that are permissible in those "management units."
17. ***COASTAL SHORELANDS*** The goal defines a planning area bounded by the ocean beaches on the west and the coast highway (State Route 101 ) on the east. It specifies how certain types of land and resources there are to be managed: major marshes, for example, are to be protected. Sites best suited for unique coastal land uses (port facilities, for example) are reserved for "water-dependent" or "water related" uses.
18. ***BEACHES AND DUNES*** Goal 18 sets planning standards for development on various types of dunes. It prohibits residential development on beaches and active foredunes, but allows some other

types of development if they meet key criteria. The goal also deals with dune grading, groundwater drawdown in dunal aquifers, and the breaching of foredunes.

19. ***OCEAN RESOURCES*** Goal 19 aims "to conserve the long-term values, benefits, and natural resources of the

nearshore ocean and the continental shelf." It deals with matters such as dumping of dredge spoils and discharging of waste products into the open sea. Goal 19's main requirements are for state agencies rather than cities and counties.



# Urban Growth Management Functional Plan

PLANNING AND CONSERVATION › PLANNING LIBRARY › URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN

The functional plan provides tools that help meet goals in the 2040 Growth Concept, Metro's long-range growth management plan.

The Urban Growth Management Functional Plan is Section 3.07 of the Metro Code. The 13 titles in that section are summarized below.

[Download the Urban Growth Management Functional Plan](#)

## Title 1 (Metro Code Sections 3.07.110 – 3.07.170) – Requirements for Housing and Employment Accommodation

This section of the Functional Plan facilitates efficient use of land within the Urban Growth Boundary (UGB). Each city and county has determined its capacity for providing housing and employment which serves as their baseline and if a city or county chooses to reduce capacity in one location, it must transfer that capacity to another location. Cities and counties must report changes in capacity annually to Metro.

## Title 2 (Metro Code Sections 3.07.210 – 3.07.220) – Regional Parking Policy

The Metro 2040 Growth Concept calls for more compact development to encourage more efficient use of land, promote non-auto trips and protect air quality. In addition, the federally mandated air quality plan adopted by the state relies on the 2040 Growth Concept fully achieving its transportation objectives. This title establishes regionwide parking policies that set the minimum number of parking spaces that can be required by local governments for certain types of new development. It does not affect existing development. Parking maximums are also specified. By not creating an over supply of parking, urban land can be used most efficiently.

## Title 3 (Metro Code Sections 3.07.310 – 3.07.370) – Water Quality, Flood Management and Fish and Wildlife Conservation

The goal of the Stream and Floodplain Protection Plan (Title 3) is to protect the region's health and public safety by reducing flood and landslide hazards, controlling soil erosion and reducing pollution of the region's waterways. Title 3 specifically implements the Oregon Statewide Land Use Goals 6 and 7 by protecting streams, rivers, wetlands and floodplains by avoiding, limiting or mitigating the impact on these areas from development.

Title 3 contains performance standards to protect against flooding. The standards limit development in a manner that requires balanced cut and fill and requires floor elevations at least one foot above the flood hazard standard. The areas subject to these requirements have been mapped and adopted by the Metro Council, specifically, the FEMA 100-year floodplain and the area of inundation for the February 1996 flood.

Title 3 also contains performance standards related to streams, rivers and wetlands. The purpose of these standards is to protect and allow enhancement of water quality. The water quality areas are rivers and streams with a protected vegetated corridor width depending on the slope of the stream and the number of acres drained by the stream. Typically, the vegetated corridor is 50 feet wide. The performance standards require erosion and sediment control, planting of native vegetation on the stream banks when new development occurs and prohibition of the storage of new uses of uncontained hazardous material in water quality areas.

Finally, Title 3 directs Metro to establish performance standards to protect regionally significant fish and wild habitat areas. This work is underway and will implement Oregon Statewide Land Use Goal 5.

## Title 4 (Metro Code Sections 3.-07.410 – 3.07.440) – Industrial and Other Employment Areas

Title 4 places restrictions of certain uses in three designations on the 2040 Growth Concept Map.

In Regionally Significant Industrial Areas, non-industrial uses are limited to:

- Retail uses less than 20,000 square feet and amounting to only 5 percent of the contiguous Regionally Significant Industrial Area
- Commercial office uses that are not accessory to the industrial uses with the exception of large corporate headquarters, and;
- Uses necessary to serve the needs of businesses and employees of the Regionally Significant Industrial Area.

In Industrial Areas, non-industrial uses are limited to less than 20,000 square feet and amount to 10 percent of the Industrial Area.

In Employment Areas, retail uses are limited to less than 60,000 square feet. This can be increased if it is demonstrated that transportation facilities are adequate to serve the retail use and to serve other planned uses in the Employment Area.

#### Title 5 (Metro Code Sections 3.07.510-3.07.540) – Neighbor Cities and Rural Reserves

This section of the Functional Plan directs Metro to work with its neighbor cities to protect common locations for green corridors along transportation corridors connecting the Metro region and each neighboring city. The intent is to protect the land along these corridors from continuous strip development to maintain their rural character and agricultural economy. Metro's neighboring cities are Canby, Sandy and North Plains.

Title 5 requests that the counties and the cities adjacent to green corridors and rural reserves adopt comprehensive plan policies to reflect the rural reserve policies contained in the 2040 Growth Concept.

#### Title 6 (Metro Code Sections 3.07.610 – 3.07.650) – Central City, Regional Centers, Town Centers and Station Communities

The intention of Title 6 is to enhance the Centers designated on 2040 Growth Concept Map by encouraging development in these Centers. Metro will work with cities and counties to implement development strategies which will include an analysis of the barriers to development, an accelerated review process for preferred types of development, an analysis of incentives to encourage development and a program to adopt the incentives. Cities and counties are encouraged to site government offices in Centers and are required to report on the progress made in their Centers to Metro every two years.

#### Title 7 (Metro Code Sections 3.07.710-3.07.760) – Affordable Housing

This section of the functional plan will ensure that all cities and counties in the region are providing opportunities for affordable housing for households of all income levels.

The intent of Title 7 is to provide a choice of housing types, reduce barriers to sufficient and affordable housing for all income levels in the region, create housing opportunities commensurate with the wage rates of jobs available across the region, initiate a process for addressing current and future needs for affordable housing, and reduce concentrations of poverty.

Local jurisdictions are required to report on land-use and non-land-use tools and strategies they have considered for adoption by January 31, 2002; to report on status of comprehensive plans amendments and adoption of affordable housing land-use tools by December 31, 2003; and to report on the amendments to comprehensive plans, outcomes of affordable housing tools implemented and any other affordable housing developed and expected by June 30, 2004.

#### Title 8 (Metro Code Sections 3.07.810-3.07.890) – Compliance Procedures

This title ensures that all cities and counties in the region are fairly and equitably held to the same standards and that the Metro 2040 Growth Concept is implemented. It sets out compliance procedures and establishes a process for time extensions and exemptions to Metro Code requirements.

#### Title 9 (Metro Code Sections 3.07.910-3.07.920) – Performance Measures

This title ensures that progress or lack of progress is measured in the implementation of the Urban Growth Management Functional Plan (UGMFP) and the 2040 Growth Concept. This will help ensure better program

management. Indicators for monitoring and evaluating policies and requirements in each Functional Plan title will be identified and reviewed by the Metro Policy Advisory Committee (MPAC), the Joint Policy Advisory Committee on Transportation (JPACT) and adopted by the Metro Council. Metro will gather the data necessary for measuring progress with the assistance of the local jurisdictions. Analysis of the data will include reporting at the regional level, jurisdiction levels and Growth Concept design type boundaries or center areas.

Where appropriate, benchmarks will be formulated for key indicators to, at very least, gauge advancement towards the goals of each of the above titles and those in the 2040 Growth Concept. Each biennium, Metro will gather and analyze data and determine the level of progress towards the goals. Policies will be developed for adjusting the regional plans based on actual performance.

#### **Title 10 (Metro Code Section 3.07.1010) – Definitions**

This title defines the words and terms used in the document.

#### **Title 11 (Metro Code Sections 3.07.1105 – 3.07.1140) – Planning for New Urban Areas**

The purpose of this title is to guide planning of areas brought into the UGB for conversion from rural to urban use. All land added to the UGB shall be included within a city's or county's comprehensive plan prior to urbanization. The comprehensive plan amendment must be consistent with all applicable titles of this Functional Plan. Title 11 lists ten provisions that need to be addressed in the comprehensive plan amendment including an urban growth plan diagram and policies consistent with the Regional Framework Plan and adopted 2040 Growth Concept design types.

#### **Title 12 (Metro Code Sections 3.07.1210 – 3.07.1240) – Protection of Residential Neighborhoods**

The purpose of this title is to protect the region's existing residential neighborhoods from air and water pollution, noise and crime, and to provide adequate levels of public services.

#### **Title 13 (Metro Code Sections 3.07.130 - 3.07.1370) - Nature in Neighborhoods**

The purpose of this title is to conserve, protect and restore a continuous ecologically viable streamside corridor system that is integrated with upland wildlife habitat and the surrounding urban landscape.

Revised/Updated 12/5/07





2.



**To:** Mayor and City Council

**Through:** Mike Swanson, City Manager  
Kenneth Asher, Community Development and Public Works Director

**From:** Katie Mangle, Planning Director

**Subject:** Long-Range Planning Projects: Comprehensive Plan Update and Local Aspirations

**Date:** February 16, 2009 for March 3, 2009 Work Session

### **Action Requested**

None. This is a briefing for discussion only. The purpose of this briefing will be to inform Council about the upcoming Comprehensive Plan Update project and a related effort to define Milwaukie's local aspirations for managing growth. In October 2009, Council will be asked to approve a work program to guide the Comprehensive Plan update process over the next three years.

### **History of Prior Actions and Discussions**

**May 2008:** Planning staff briefed Council on the Downtown Plan, Council concurred with the City's ongoing efforts to fund and implement this plan.

**February 2008:** Council directed staff to continue developing the Kellogg for Coho project.

**2007- 2008** - Various actions and discussions related to the South Corridor Phase 2 Light Rail Project, also called Portland-to-Milwaukie Light Rail, including adoption of a locally preferred alternative and an Umbrella Agreement with TriMet regarding transit improvements and expectations in the City of Milwaukie over the next ten years.

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**December 2007:** City Council adopted the Transportation System Plan by ordinance 1975.

**September 2000:** City Council adopted the Downtown and Riverfront Land Use Framework Plan and Public Area Requirements by ordinance 1880.

## **Background**

### **Comprehensive Plan Update Project**

This year Milwaukie is beginning a project to update its Comprehensive Plan. The Comprehensive Plan sets the course for many aspects of how the City is run, provides services, and grows. It is the City's 20-year policy document to plan for economic and physical development, protect natural resources, and provide public services. There are six chapters addressing various topics from citizen involvement to natural resources protection (see Attachment 1). The Plan includes both policy text and maps.

Milwaukie's last major Plan update was completed in 1989, though minor amendments have been adopted since then. In the almost 20 years since the original Plan was prepared, some things have changed a lot and many things have been accomplished. Some aspects, such as the community's heritage and "small town" culture, are still held in high regard. However, other elements such as the natural resources inventories and policies related to stormwater management are out of date. The Comprehensive Plan Update project will enable the community to reaffirm its values and vision while updating information to make the plan easier to implement.

The Comprehensive Plan Update project will be carried out as part of a state-mandated process to periodically review its Comprehensive Plan. Periodic Review is the name of the evaluation and update process administered by the Department of Land Conservation and Development (DLCD) and required by state law as described in ORS 197.628-197.644 and OAR 66, Division 25. Periodic Review requires that local governments review their plan to ensure that it continues to provide for the growth and development needs of the community and that the Plan and regulations remain consistent with Oregon Revised Statutes, Oregon Administrative Rules, programs of state agencies, and statewide planning goals. Because the project is mandated by the state, some steps of the project will need to follow procedures and deadlines established by the Oregon Legislature.

The schedule for this project follows:

**Phase A – Evaluation of the Existing Comprehensive Plan** (January – April 2009)

City staff is currently conducting an evaluation of the Plan. The staff-level evaluation will include an inter-departmental assessment of how the Plan addresses the following:

- Federal requirements such as the Fair Housing and Clean Air Acts.
- Changing trends in economic development.
- Climate change.
- Population growth and Milwaukie's capacity for development of housing and industry.
- Whether the Plan adequately reflects the current community vision, or if there are changes needed to guide community development for the next 20 years.
- Whether the existing public facility plans adequately support the City's development over the next 20 years.
- Whether the Urban Growth Management Area and annexation policies need to be updated.
- Whether implementing ordinances are obstacles to achieving local and state goals, or do not comply with state requirements.

Based on staff's preliminary work, and what was learned during the 2007 Transportation System Plan update project, most of the goals and policies in the Plan seem consistent with the community's aspirations today. However, many background elements and resource inventories are out-of-date. Staff will brief Council on the results of this evaluation prior to developing the work program for the project.

**Phase B - Work Program Preparation** (April 2009 – October 2009)

The City will prepare a work program that addresses the needs discussed during the Plan Evaluation. The work program must include work *needed to comply* with state requirements, but also may include work *desired* by the City. The work program should only include tasks that the City can complete within three years.

The City will provide opportunities for interested persons to participate in developing the work plan. At a minimum, this will include a public open house and hearings at Planning Commission and City Council. Both City Council and the County must adopt the work program. Then DLCD will approve it and grant approval to begin carrying out the work.

**Phase C – Undertake Work Program** (October 2009 – October 2012)

The City will complete the work program over three years. The outcome of the project will be a Comprehensive Plan that complies with state and regional requirements and is

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also a more effective plan to guide the City's growth and operations for the next 20 years. The plan will be more effective if it is easier to use, based on current conditions, and reflects Milwaukie's aspirations for shaping growth, protecting natural resources, and strengthening the social fabric of the community.

### **Milwaukie's Local Aspirations**

While evaluating the existing Comprehensive Plan, staff has also begun an effort to define Milwaukie's aspirations for growth. To help City and regional planners understand Milwaukie's aspirations for growth and development, the Planning Director prepared a memo that summarizes where and how Milwaukie aspires to grow and change over the next 20 years (see attachment 2), based on three resources:

- The *Milwaukie Vision Statement* adopted into the Comprehensive Plan in 1995 after extensive community involvement
- Community input received during the 2007 Transportation System Planning process
- Current planning and implementation projects underway in Milwaukie
- Elements of adopted plans that staff know to be the focus of implementation by City Council.

The attached memo describes where Milwaukie is planning to accommodate employment and population growth, how the City is protecting the environment, and what infrastructure investments are needed to support healthy development in the city.

### **Concurrence**

Though Planning staff will lead this evaluation, Community Development, Community Services, Engineering, and the Public Works departments are all participating in the initial evaluation of the Comprehensive Plan.

### **Fiscal Impact**

Work during the current fiscal year will be accomplished within the adopted budget for the involved departments. For phases B and C, the City will seek Periodic Review Grants from DLCD to help cover the costs of completing the work program and work tasks in the work program. The City will contribute staff time as its local match for these grants. Staff will apply for the grants while we develop our work program.

### **Work Load Impacts**

This project will be a significant focus for Planning and Community Development staff during 2009 and for the next several years.

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**Alternatives**

None. This is a briefing for information only.

**Attachments**

1. Table of Contents for the existing Comprehensive Plan
2. Local Aspirations Memo

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- Appendix 1—Historic Resources Property List..... APX1-1
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## ANCILLARY DOCUMENTS (not included in this document; available for additional charge):

- Ardenwald Park Master Plan
- Downtown and Riverfront Land Use Framework Plan
- Elk Rock Island Natural Area Management Plan
- Furnberg Park Master Plan
- Homewood Park Master Plan
- Johnson Creek Resources Management Plan
- Lake Road Multimodal Connection Plan
- Lewelling Community Park Master Plan
- Milwaukie Vision Statement
- North Clackamas Urban Area Public Facilities Plan (4 volumes)
- Regional Center Master Plan
- Scott Park Master Plan
- Spring Park Master Plan
- Springwater Corridor Master Plan
- Transportation System Plan
- Water Tower Park Master Plan
- Wichita Park Master Plan

## ANCILLARY MAPS (not included in this document; available for additional charge):

- Title 4 Lands Map



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**To:** Chris Deffebach, Metro

**Through:** Katie Mangle, Planning Director

**Date:** February 6, 2009

**Subject:** Local Aspirations Information Request

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This memo is in response to Metro's request that local jurisdictions prepare a summary of "local aspirations" to inform regional efforts to understand how the region will grow over the next 20 years. Metro's request asked the City to respond to the following questions:

1. What are your plans for growth in your city in general and in your centers, corridors and employment areas in particular?
  - What is your planned capacity? Is our understanding of your current planned capacity correct?
  - What are your aspirations for capacities beyond current adopted plans, if any?
  - What are your plans for growth in the 50 year timeframe, if any?
2. What kind of community are you planning for?
  - Are you planning for an 18- hour community or other community shown on the Activity Spectrum?
  - Are you planning for a particular quality of environment, such low-rise or high-rise?
3. What policy and investment choices will it take for you to achieve these aspirations?
  - What type of transportation or other infrastructure?
  - What type of financial assistance?
  - What type of regulatory or other tools?

The purpose of this memo is to address these questions with information currently available. Milwaukie is beginning Periodic Review of its Comprehensive Plan in 2009. During this process, the City will update both environmental and development information, and review policies to guide the growth and development of the city. The local aspirations described below are staff's summary of the following:

- a) Current projects underway in the city,
- b) Elements of adopted plans that staff know to be the focus of implementation by City Council, and
- c) Elements of the adopted plans that staff anticipates will be the subject of review during the upcoming Periodic Review process.

The Milwaukie Comprehensive Plan includes a Vision Statement that was prepared with extensive community input in 1995 (see Attachment 1). Though it was prepared many years

ago, it still captures the aspirations of the community and is the basis for ongoing planning and implementation work. Additional site-specific aspirations are described below, and illustrated in the attached diagram (see Attachment 2).

### **Where would Milwaukie like to encourage growth?**

#### Milwaukie Town Center

Employment and population growth will be focused in the designated Milwaukie Town Center area. Within this area, there are three distinct sub-areas – downtown, “Central Milwaukie”, and residential neighborhoods. The downtown and Central Milwaukie sub-areas are where growth is most encouraged.

- Downtown – The City is focused on supporting the realization of the *Downtown and Riverfront Land Use Framework Plan*, which envisions a lively downtown area that is a cultural and commercial center for the community, comprised of a welcoming and attractive mix of uses and amenities. Additionally, downtown is projected to be the location of significant residential and employment growth. People will come downtown to work and to experience an environment that is unique, active and diverse. The City is planning for Town Center/Station Community-level activity, as exemplified in the Sellwood /Moreland area today.
- Central Milwaukie (the eastern part of the Town Center area, east of Hwy 224) - The City is planning for a level activity similar to the Hollywood area today. This area includes many opportunity sites, including:
  - Hillside Park (owned by the Housing Authority of Clackamas County)
  - the vacant brownfield Murphy and McFarland sites
  - underutilized residential properties on Myrtle Street north of Hwy 224
- Some infill development is anticipated in the neighborhoods, but maintaining the neighborhood feel of these areas is a priority for the City. One of the City’s primary land use policies is to maintain stable, healthy residential neighborhoods. This policy includes allowing some infill residential development, primarily through land divisions and accessory dwelling units.

#### Industrial Areas

Employment growth will be encouraged through the development of industrial and office uses in the City’s three industrial areas: North Industrial Area, Johnson Creek Blvd, and International Way. The City considers the North Industrial Area, with access to both Hwy 99E and Hwy 224, to be a valuable location for centrally-located manufacturing and warehousing uses. There is some potential for redevelopment in this area due to the age of the existing facilities. However, it is limited due to access constraints. The ODOT maintenance facility represents a future redevelopment opportunity site. The City intends to protect and nurture the employment-intensive focus of the North Industrial Area. The Tacoma light rail station and park and ride will be just north of this area.

The International Way area, which is zoned BI – Business Industrial is zoned to allow taller buildings (up to 35 feet) and more employment density than is currently built. This capacity may be theoretical, however, because most buildings are relatively new and well-kept.

### Annexation

Over the next 20 years, the City intends to follow existing Comprehensive Plan policies and the existing Urban Growth Management Agreement with Clackamas County to provide urban services to and annex properties within Dual Interest Areas A and B.

### Corridor Development

Following the existing Comprehensive Plan and zoning, encourage neighborhood-oriented commercial development along 32<sup>nd</sup> Ave and in King Road Center area.

### **What is Milwaukie's planned capacity for growth?**

In 1997, the City of Milwaukie identified a capacity for 3,188 new dwelling units within the city limits.<sup>1</sup> This capacity was determined by looking at both the land available for new construction and development densities that were allowed by the various zoning codes in place throughout the City at the time.

Based on a recent review of Milwaukie's growth capacity, given both current zoning and the construction of new housing units between 1997- 2008,<sup>2</sup> staff can make the following conclusions about Milwaukie's planned capacity for growth. The conclusions that follow are not the result of an in-depth review of the housing capacity as determined by the Planning Staff back in 1998.

- The combination of current zoning and new units built since 1997 ensures a growth capacity in Milwaukie of approximately 3,233 housing units, or 45 more than the City's self-imposed requirement under the Functional Plan.<sup>3</sup>
- 2008 downtown zoning allows the construction of up to approximately 1,270 housing units.
- 2008 zoning of the larger Town Center area, excluding downtown, allows the construction of up to approximately 980 units.<sup>4</sup>
- 2008 zoning in the rest of the residential zones (R10, R7 and R5), allows the construction of up to approximately 680 units through partitions and subdivisions. We estimate that three percent of the 680 units will add accessory dwelling units, for an additional 20 dwelling units.
- Assuming every last one of these housing units were built, residential density in the City would generally range from between 3.5 to 4.0 units per acre, with actual densities differing around town based partially on where (i.e. in which zone) the housing was built.<sup>5</sup>

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<sup>1</sup> See the City of Milwaukie's Functional Plan Compliance Report, 1998.

<sup>2</sup> Since 1997, the City adopted the following changes to the base zones: in 2000, Downtown zoning was changed from General Commercial with Mixed Use Overlay to the current Downtown Zones; in 2005, a block northwest of the corner of Oak Street and Hwy 224 was re-zoned from R-2 to C-G.

<sup>3</sup> This estimate excludes potential redevelopment of public right-of-way, existing open space, religious and educational institutions, public facilities, historic properties, and lots significantly covered by water or wetlands. It also excludes lots of substandard size. It assumes new housing units would be built on lots that could meet current minimum standards for lot size and shape.

<sup>4</sup> Milwaukie's designated Town Center includes the area roughly between Bluebird Street to the south and Balfour Street to the north, from the Willamette River to 42<sup>nd</sup> Street.

<sup>5</sup> While this is generally true, some areas of Milwaukie have large lot sizes and would have fewer units per acre. Some parts of Downtown may ultimately average 60 units per acre, which is the average density of North Main Village.

In 1998, Milwaukie's Functional Plan Compliance Report estimated a 2017 capacity of 2,218 new jobs within the city. The report observes that the capacity for jobs growth is limited because there is little vacant commercial land available. The situation has not changed since then, but the City will review this as part of the upcoming Comprehensive Plan update.

**What locations are not achieving planned capacity?**

Existing development within several zones falls far short of planned capacity:

- Downtown zones – zoning for 2-5 story mixed use buildings; most buildings are one story; most land contains parking lots.
- Residential – Office- Commercial zone - zoning allows for 3 story mixed use buildings; land is vacant.

**Aspirations for capacities beyond current adopted plans?**

None.

**Do you have special planning areas or planned redevelopment areas?**

- Downtown Milwaukie Land Use Framework Plan was developed in 2000 for downtown Milwaukie. The City is actively implementing this plan through MTIP-funded streetscape projects, design review of development projects, and other capital improvement projects.
- The City is currently studying the South Downtown area and developing a concept plan to guide redevelopment and restoration of the urban and natural areas south of Washington Street.
- The City is beginning a master planning process for the southwest corner of the Ardenwald neighborhood to guide redevelopment of Hillside Park and the vacant Murphy site north of Harrison in the Central Milwaukie portion of the Town Center.
- City Council has directed staff to begin working on a preliminary urban renewal proposal and a public involvement strategy. An initial package will be presented in 2009, focusing on implementing the Downtown and Riverfront Framework Plan.
- The City is actively pursuing a Kellogg-for-Coho initiative, which includes removing the Kellogg Lake culvert at Hwy 99E and restoring the natural hydraulic function of Kellogg Creek. The goal of the project is removal of the temporal fish passage barrier constituted by the existing box culvert and fish ladder underneath the OR-99E bridge over Kellogg Lake. Secondary goals of the project include improved bike and pedestrian mobility and supporting downtown development.

**Do you have a completed a Goal 9 Economic Opportunities Analysis that you would like Metro to consider in estimating employment capacity?**

No – we will do this during Periodic Review.

**What aspirations do you have for your employment areas?**

- Strengthen the North Industrial area as an employment-intensive area.
- Strengthen the International Way as an office park and light industrial area.
- Strengthen downtown as an employment center and location for small retail stores.
- Redevelop Kellogg Treatment Plant for office or hotel use.

**Investment Actions needed to achieve Milwaukie's aspirations**

- Downtown area:
  - New 99E bridge over Kellogg Lake to replace the existing culvert.
  - High capacity transit service to downtown.
  - Removal of bus layovers and commuter parking from downtown.

- Decommissioning and removal of the Kellogg Treatment Plant to support revitalization of downtown and the livability of the Island Station neighborhood.
- Streetscape improvements (as defined in the Downtown and Riverfront Plan Public Area Requirements) to Main Street and 21<sup>st</sup> Ave.
- Development of Riverfront Park
- 17<sup>th</sup> Ave bicycle and pedestrian facility improvements to connect downtown with Sellwood
- Central Milwaukie area:
  - Grade separation of Highway 224 and Harrison St to support redevelopment in central Milwaukie and connections between the Town Center and the neighborhoods to the east.
  - Grade separation of the UPRR Railroad and street crossings.
  - Development of bicycle facilities on Monroe St and Lake Rd
  - Completion of Railroad Ave
  - Railroad crossing safety improvements necessary to achieve Quiet Zone status
- Throughout Milwaukie
  - Street improvements and sidewalks on most arterial, collector and local streets. The lack of facilities and need to provide street improvements has the effect of discouraging infill development.
  - Higher frequency bus service on Lake Road, Hwy 224, Johnson Creek Blvd, and King Road.
- North Industrial Area
  - Access improvements to the North Industrial area, such as a new overpass at Ochoco.

### Milwaukie's Aspirations for growth in Centers and Corridors

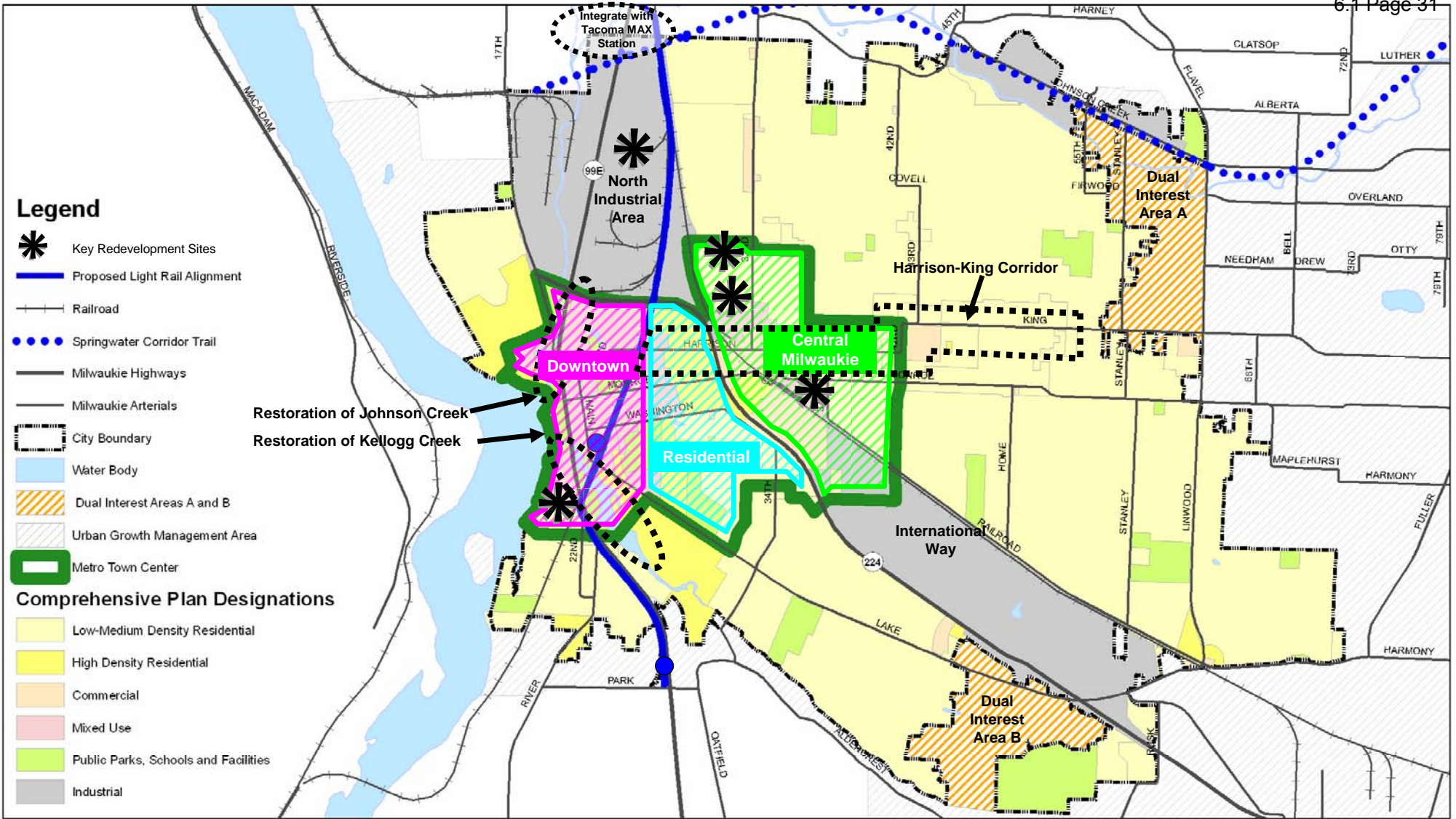
	Which type of community best reflects your aspirations?	What is the theme that your community wants to retain
<b>Town Center</b>		
● Downtown Milwaukie (between 99E and railroad)	Sellwood – specialty retail, office, vertically mixed uses	Vibrant small town downtown
● Historic Milwaukie (residential area between railroad and 224)	Hillsdale – mix of SFR, apartments	Historic single family neighborhood
● Central Milwaukie (east of 224)	Regional hospital and shopping center, some mixed use, office, and higher density residential	
<b>King Road corridor</b>	Hillsdale	
<b>North Industrial Area</b>	Industrial Sanctuary	
<b>City as a whole</b>		Small town feel – strong walkable neighborhoods with access to open space, retail services, and low traffic levels

**Policies and investment actions needed to achieve aspirations**

	<b>What kind of transit services?</b>	<b>Other infrastructure?</b>	<b>Financial Strategies</b>
<b>Town Center</b>			
<ul style="list-style-type: none"> <li>Downtown Milwaukie</li> </ul>	High capacity connections to downtown Portland and CTC. Frequent bus connections to neighborhoods.	Removal of Kellogg Treatment Plant	Local funding source, such as urban renewal.
<ul style="list-style-type: none"> <li>Historic Milwaukie (residential)</li> </ul>	Frequent bus connections		
<ul style="list-style-type: none"> <li>Central Milwaukie</li> </ul>	High capacity connection to downtown Milwaukie or Portland, and CTC. Frequent bus connections	<ul style="list-style-type: none"> <li>Hwy 224 – multimodal improvements to crossings</li> <li>Railroad crossings – safety/ quiet zone improvements</li> </ul>	
<b>King Road corridor</b>	Frequent bus connections	Sidewalks and pedestrian safety improvements	
<b>North Industrial Area</b>		Access improvements (overpass at Ochoco)	

**Attachments:**

1. Local Aspirations Map
2. 1995 Vision Statement





## *Milwaukie Vision Statement*

**In the year 2015**, Milwaukie is known as a friendly, full-service city where people want to live and visit. A legacy of established neighborhoods and a street grid system define Milwaukie as part of the region's inner core. The City has successfully transitioned to an urban character. This is a safe community where cultural and business diversity flourishes.

**Milwaukie's Expanded City Center** extends from the upland geography near 37th Avenue to the shoreline of the Willamette River. A larger-scale complex of housing units and medical facilities, linked by pedestrian networks, anchors this eastern edge. Typical commercial design for Milwaukie's Expanded City Center emphasizes retail on the first floor and office and/or residential on second or third floors. Parking is underground or in structures, which accommodates the pedestrian-oriented atmosphere.

**With the return of public rail transit to Milwaukie**, the Expanded City Center has taken on a bold look, with mixed office, commercial, and residential activity. People enjoy spending time in Milwaukie, strolling along the revitalized riverfront and taking advantage of a variety of options. Cultural events attract people from the region. The many public spaces are well used. Commercial activity mixes with residential use for people who now call city center "home." Transit options and commercial places keep the Expanded City Center alive after five o'clock. People feel secure and are surrounded with the positive energy that public places can provide.

**Milwaukie's stable neighborhoods offer diversity in housing.** These neighborhoods are linked through safe and attractive pedestrian and bicycle access. Because of the security and peace of its living areas, residents feel encouraged to be involved in neighborhood activities. Neighborhood associations participate with local governments in prioritizing services and needs. New housing areas are well-designed and blend into existing neighborhoods. Schools form a nucleus for neighborhood interest. Small commercial centers form a focus for public interaction in each of the neighborhoods. People watch out for one another.

**With a diverse range of economic options**, including home-based employment, people of many social and cultural backgrounds find Milwaukie a good place to work. New technologies continue to evolve in Milwaukie, especially in industrial areas. New business opportunities are expanded throughout the revitalized City.

**Aggressive pursuit of transportation** plan objectives have overcome barriers for vehicular travel and have created stronger east-west street connectors. Existing grid patterns carry many modes of transport. With new trails, sidewalks, bike lanes, and streets in place, Milwaukie is known as a community that is pedestrian-oriented with a city center that uses the human scale in its development designs. Good bus transit offers the option of getting to jobs in the City's commercial or industrial areas. Transportation facilities allow for freight movement on Highway 224 without adversely affecting the rest of the City. The small station for the regional high-speed rail line is integrated with the City's second light rail station at the eastern end of the Expanded City Center.

**People recognize that they are entering Milwaukie** by the tree-lined corridors. A network of pathways, parks, wetlands, and open spaces allow interaction between individual sections of the city and its neighborhoods. Johnson Creek is restored to a pristine urban stream, and its streambanks offer people and wildlife a natural refuge. An enhanced Kellogg Lake and the riverfront serve as a focal point for the City's park network.

**A renaissance of urban design** is resulting in a rebuilt physical environment that is timeless and serves economic needs. Milwaukie's residents carry a sense of pride of place, best symbolized by how the City has designed and taken care of its rebuilt city center, neighborhoods, and its open space areas.

City of Milwaukie—Adopted June 20, 1995



## ATTACHMENT 3B

**Overview of Milwaukie Comprehensive Plan**

Katie Mangle, Planning Director, October 2010

**History of major updates (not including ancillary docs):**

- **August 2007:** City Council adopted the Transportation System Plan as an ancillary document, and replaced the Transportation Element policies with a brief summary of the TSP goals and policies.
- **September 2000:** City Council adopted the Downtown and Riverfront Land Use Framework Plan and Public Area Requirements by Ord. 1880. Adopted into the Comprehensive Plan as ancillary documents, the Downtown Plan was the last major update to the Plan.
- **August 2000:** City Council adopted the King Road Neighborhood Center Comprehensive Plan Amendments.
- **December 1997:** City Council adopted the Regional Center Master Plan (later renamed Town Center Master Plan).
- **June 1995:** City Council adopted the Milwaukie Vision Statement into the Comprehensive Plan.
- **November 1989:** City Council adopted the last major update to the Comprehensive Plan during Periodic Review.
- **November 1979:** City Council adopted an updated Comprehensive Plan.
- **January 1970:** City Council adopted the first Comprehensive Plan.

**Important policy we are implementing:**

- NDA formation, boundaries, and roles
- Environmental protection (water and habitat)
- Residential land use
  - Higher design standards for multifamily
- Downtown
- Annexation
- Riverfront park

**Significantly out of date inventories:**

- Historic Resources
- Wetlands
- Buildable/developable lands
- Parks

**Out of date / insufficient policy:**

- Employment/commercial land use
- Coordination of services with the County
- Willamette Greenway

**Doesn't address:**

- Fiscal realities and choices
- Public health
- Schools
- Sustainable urban development

**Messy stuff:**

- Why so many land use classifications??
- Hard to use and understand.
- Includes many policies that should be in implementing documents.
- Zones don't entirely follow the Comp Plan designations

**Issues/ sections we will be addressing over 2010-2011:**

- Tune Up project: Refine & clean up policies for public involvement in land use process
- Natural Resources Overlay: Refine & update coordinating language
- Water Master Plan
- Wastewater Master Plan
- Residential Standards: minor clarifications
- Commercial Core Enhancement: major policy evaluation

**Comprehensive Plan Review & Update (2011-2014?)**

- State-mandated Periodic Review has been delayed "indefinitely"
- Plan is out of date and needs a thorough review – how to do it?



**Milwaukie Comprehensive Plan  
Overview of Issues and Recommended Approaches  
May 2009 & November 2012**

<b>Comp Plan Chapter</b>	<b>Major Issues (Briefly)</b>	<b>Recommendations</b>	<b>Level of PI</b>
1. Public Involvement	None	Improve consistency with code	Low
2. Plan Review and Amendment Process	None	Realign language with practice/code	Low
3. Environmental and Natural Resources	<ul style="list-style-type: none"> <li>Wetland, NR, and HR inventories outdated</li> <li>Outdated policies re: groundwater treatment, stormwater treatment, dry wells, etc.</li> <li>Kellogg Treatment Plant (KTP) policies need to be revisited</li> </ul>	<ul style="list-style-type: none"> <li>Update inventories</li> <li>Review approach to KTP</li> <li>Review information re: DEQ air &amp; water quality</li> </ul>	Med – High (KTP)
4. Land Use	<ul style="list-style-type: none"> <li>Buildable lands, parks, &amp; needed housing inventories outdated</li> <li>Policies regarding neighborhood character are out of date and overly specific</li> <li>Employment &amp; commercial land use policy direction insufficient</li> <li>Willamette Greenway policies outdated</li> <li>Neighborhood boundaries and characters have changed</li> </ul>	<ul style="list-style-type: none"> <li>Update inventories</li> <li>Revise for consistency with code</li> <li>Remove specific language more appropriate for code</li> <li>Strengthen employment &amp; commercial land use policies</li> <li>Update WG policies</li> <li>Reflect new NDA boundaries and roles</li> </ul>	Low – Med
5. Transportation, Public Facilities, and Energy Conservation	<ul style="list-style-type: none"> <li>Outdated policies re: groundwater treatment, stormwater treatment, dry wells, etc.</li> <li>Outdated descriptions/policies re: schools, police, fire, health care, gov't services, &amp; utilities</li> <li>Status of KTP?</li> <li>Outdated Public Facilities Plan;</li> </ul>	<ul style="list-style-type: none"> <li>Update/add new PCP</li> <li>Address light rail alignment and station areas</li> <li>Coordinate with Chapter 3 updates re: KTP</li> </ul>	Low – High (KTP)
6. City Growth and Government Relationships	<ul style="list-style-type: none"> <li>Poor policy document regarding growth and desired outcomes</li> <li>UGMA policies need to be revisited</li> <li>Policies re: unified system of gov't and coordination unclear/outdated</li> </ul>	<ul style="list-style-type: none"> <li>Update PCP</li> <li>Revisit UGMA policies</li> <li>Needs community discussion re: policy and what the City's position on growth should be</li> </ul>	High
Appendices	<ul style="list-style-type: none"> <li>HR Inventory &amp; NR Inventory are outdated</li> <li>Should not be included in the Comp Plan (background, not policy)</li> </ul>	<ul style="list-style-type: none"> <li>Update inventories</li> <li>Remove from Comp Plan</li> </ul>	Low



## **Periodic Review / Comprehensive Plan Update Project Summary of Project Purpose and Understanding December 2, 2008**

### ***Purpose***

- The purpose of periodic review is to ensure that local comprehensive plans and land use regulations are continuing to comply with the statewide planning goals. This is carried out according to state laws found in ORS 197.628 through 197.646.
- The City's obligation to begin periodic review is established by receipt of a periodic review notification letter from the Department of Land Conservation and Development (DLCD). Milwaukie will be required to begin the Periodic Review in January 2009.

### ***Project phases and schedule***

- A. Comprehensive Plan evaluation (October 2008 – April 2009)
- B. Prepare work program (April 2009 – October 2009)
- C. Complete work program (October 2009 – October 2012)

### ***Statutory Requirements***

- State law requires city and county periodic review to concentrate on urban growth management. State requirements for this process focus on updating the Comp Plan to comply with the following state goals:
  - Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces
  - Goal 9 – Economic Development
  - Goal 10 - Housing
  - Goal 11 – Public Facilities
  - Goal 12 – Transportation
  - Goal 14 - Urbanization
- For cities within the Portland Metro area, the following laws apply: Goal 10; OAR 660 division 7; and ORS 92.830-92.845, 197.295-197.314, 197.475-197.490, 197.660-197.670, 197.677-197.685, and 443.400-443.767. If Metro has more restrictive or specific rules, then the city also has to comply with them.
- DLCD will review plan policies for compliance with state laws; Metro will review for compliance with Metro rules.

### ***Draft Project Plan***

#### **Phase A – Comp Plan Evaluation (October 2008 – April 2009)**

1. **Staff Review of Comp Plan**
  - Staff will conduct an evaluation of the Comp Plan, using the DLCD's "Suggested Evaluation Questions" as a guide.
  - The staff-level evaluation will include an inter-departmental assessment of how the Comp Plan addresses or complies with the following:
    - Federal requirements such as the Fair Housing Act



- State requirements such as wellhead protection and wetlands inventories
  - Changing trends in economic development and climate change
  - Population growth and Milwaukie's capacity for development of housing and industry
  - Does the Comp Plan adequately reflect the current community vision or are there changes needed to guide community development for the next 20 years?
  - Are the existing public facility plans adequate to support the City's development over the next 20 years?
  - What aspects of the UGMA/ annexation policies need to be changed?
  - What aspects of the implementing ordinances are obstacles to achieving local and state goals, or do not comply with state requirements?
- Staff will prepare a summary of how the Plan and implementing regulations meet the following four periodic review conditions from state law (ORS 197.628):
    - Condition 1: Whether there has been a substantial change in circumstances including but not limited to the conditions, findings or assumptions upon which the comprehensive plan and land use regulations were based, so that the comprehensive plan or land use regulations do not comply with the statewide planning goals.
    - Condition 2: Whether decisions implementing acknowledged comprehensive plan and land use regulations are inconsistent with the goals;
    - Condition 3: Whether there are issues of regional or statewide significance, intergovernmental coordination or state agency plan or programs affecting land use which must be addressed in order to bring comprehensive plan and land use regulations into compliance with the goals; or
    - Condition 4: If the existing comprehensive plan and land use regulations are not achieving the statewide planning goals.

## **2. Public involvement**

- Provide opportunities for interested citizens and other interested persons to participate in the evaluation. Include briefings of Planning Commission, City Council.

## **3. Agency Coordination**

- Coordinate issues of local, regional or state concern with DLCD staff and the Periodic Review Assistance Team (PRAT). At least 21 days before sending the evaluation and work program to DLCD, need to send a copy of the evaluation to PRAT members and others who requested a copy in writing. These individuals may suggest changes that could influence your decision about a work program.

## **Phase B - Work Program Preparation (April 2009 – October 2009)**

### **1. Draft Work Program**

- City staff will work with Jennifer Donnelly at DLCD to draft a work program that addresses the needs identified in the Comp Plan evaluation.
- The periodic review statute requires cities to complete a work program within six months. Cities may request a 60-day extension to complete the work program.
- The work program:

- Must include work needed to comply with state requirements but also may include work desired by the local staff and community.
- Should be achievable within three years. Tasks may be completed one at a time or concurrently.
- Must be approved by City Council prior to submitting it to DLCD.

## 2. Public Involvement

- Develop an outreach and involvement plan for citizen and business involvement in creating the work plan.
- At a minimum, take public comment on the work plan through one or more hearings with the planning commission and provide a comment period of at least 21 days before Council makes a decision on the evaluation.
- Objective 2 of Milwaukie's Comp Plan requires that updates include the formation of a council-appointed Comprehensive Plan Review Committee (CPRC) to include:
  - One rep from each: Traffic Safety, Parks, and Center Advisory Board,
  - One from Planning Commission
  - One from City Council
  - One from business community
  - One from County planning organization

## 3. Agency Coordination

- Send a copy of the proposed evaluation and work program to the county for their comments. Both the City and the County need to approve the evaluation and work program.
- Submit the adopted material to DLCD pursuant to OAR 660-025-0090. DLCD will approve the work program and give us approval to begin work.

## Phase C - Complete work program (October 2009 – October 2012)

We have three years to complete the work program, resulting in a Comp Plan that complies with state and Metro requirements.

### **Grants**

- DLCD disburses Periodic Review Grants to help cover the costs of completing the evaluation and work program, and work tasks in the work program.
- The schedule for Periodic Review grants is the same as for TGM grants – funds will be allocated in Spring 2009.
- SHPO grants may be available for updating the historic properties inventory; this would not be funded by a DLCD grant.

### **Other Jurisdictions**

#### **Other Cities**

The following cities will be in periodic review on the same cycle as Milwaukie:

- Happy Valley
- Newberg

- Pendleton
- Sherwood
- Tualatin

The following cities are just ahead of Milwaukie in their Comprehensive Plan updates, and may be helpful resources for City staff:

- Troutdale (Rich Faith)
- Lake Oswego (Sid Sin)
- Portland

### **Coordination with Clackamas County**

- Under ORS 197.629(2) (passed in 1999), a county with a portion of its population within the urban growth boundary (UGB) of the city shall conduct periodic review for that portion of the county according to the periodic review work program approved for the city.

### **Metro's Role**

- Metro is responsible for ensuring regional coordination of local plans, and actively resolving conflicts between cities.
- Metro creates population forecast
- “An implied and commonly understood element of population coordination is the allocation of the forecast population among the cities and counties in the region. Metro makes an allocation every five years as part of the fulfillment of its responsibilities under the “needed housing” statutes<sup>3</sup> and Goal 14 (Urbanization). Metro makes the allocation through iterations between development of proposed growth management policies with cities and counties and evaluation of the effects of those policies as inputs to Metroscope, Metro’s econometric model, which distributes housing units and jobs around the region. Metro also makes allocations when it adds land to the UGB and estimates the population and employment capacities of the added land.” (memo from Dick Brenner)
- Metro ensures consistency with Functional Plan requirements. For example, if a city in the region amends an ordinance regulating development in riparian areas and the amendment is consistent with Metro Titles 3 and 13, the city should be able to assume that the ordinance complies with LCDC’s Goals 5 and 6.