

Block 2 Goals and Policies – “Pinned Down” Version

Parks and Recreation Policies

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

Goal 4.1 – Partnerships and Funding

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

Policy 4.1.1 – Work with the City’s “parks and recreation provider” to complete, adopt, and maintain an overall parks comprehensive plan and a trails master plan.

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

Policy 4.1.3 – The City will participate in regional recreation planning and implementation programs through Metro, and will coordinate activities with Clackamas County parks and utility providers and relevant state and federal agencies.

Policy 4.1.4 – Pursue prioritizing proportional contributions from new development and redevelopment for the expansion of public recreation opportunities in underserved areas of Milwaukie.

Policy 4.1.5 – Maintain a flexible system with the City’s park provider where the City can accept land or developed park and trail facilities, when appropriate, in lieu of System Development Charges (SDCs).

Policy 4.1.6 – Continue to support and work with public or private organizations on habitat conservation and rehabilitation of natural areas.

Goal 4.2 – Planning and Design

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

Policy 4.2.1 – Expansion and/or redevelopment of parks and new recreation opportunities shall be tailored towards the needs and abilities of diverse communities.

Policy 4.2.2 – Pursue solar power and other forms of renewable energy with updates to and expansions of existing parks and recreation opportunities and the creation of new parks and recreation opportunities.

Policy 4.2.3 – Investigate the feasibility of providing park and open space amenities on land owned by other public agencies, considering safety and security of users and facilities.

Policy 4.2.4 – Work with local, regional, state, and federal partners to plan, design and protect areas for habitat viability, including the safe movement of wildlife necessary to maintain biodiversity and ecological balance.

Policy 4.2.5 – Pursue the creation of community gardens and urban food forests in public parks and on land owned by the City and partner agencies.

Policy 4.2.6 – Explore conversion of parking lots to parks and recreation opportunities when parking demand decreases.

Policy 4.2.7 – Enhance community use of the open space at Kellogg Water Treatment Plant site and consider options for park uses covering treatment plant facilities. Incorporate a public education component at the treatment plant site.

Goal 4.3 – Transportation and Connectivity

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

Policy 4.3.1 – Provide an active transportation network to increase connectivity and access between natural areas, parks, and recreation opportunities, including routes identified in the City’s Transportation System Plan and Metro Regional Trails System Plan.

Policy 4.3.2 – Bicycle trails, sidewalks, and walking trails provide convenient access for pedestrians and bicyclists to natural areas, parks, and recreation opportunities.

Policy 4.3.3 – Encourage transit access to community parks and facilities.

Policy 4.3.4 – Encourage North/South trail connections along the Willamette River.

Goal 4.4 – Park Development and Maintenance

Maintain, develop, and expand a City-wide park and recreation system which meets the needs and delivers services for all neighborhoods and members of the City as a whole.

Policy 4.4.1 – Establish a Parks, Recreation, and Open Space zone within the Municipal Zoning Code.

Policy 4.4.2 – Utilize the park classifications in Appendix XX to guide maintenance, development, and expansion.

Policy 4.4.3 – Encourage interim recreation opportunities on vacant and underutilized sites on private or public land to be community member initiated, with a fixed time frame for the proposed use.

Policy 4.4.4 – The City will work with the parks district to acquire land for parks, trails, recreational uses, and habitat conservation.

Policy 4.4.5 – Private industry will be encouraged to provide recreation opportunities and facilities for employees in employment areas. New commercial development is encouraged to provide parks and other recreational amenities for the general enjoyment of the public.

Policy 4.4.6 – New residential projects may be required to dedicate land or build facilities for public park, green space, or public open space uses if the development corresponds to areas where park deficiencies, natural areas, or habitat linkages have been identified.

Policy 4.4.7 – In exchange for the dedication of park land, the allowable density on the remaining lands may be increased, so that the overall parcel density remains the same. A density bonus may be allowed for including larger proportions of land dedication for open spaces that protect and conserve habitat or provide identified needs in public park and recreational uses by the park district or the parks comprehensive plan.

Willamette Greenway Policies

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

Goal 15.1 – Willamette Greenway Boundary

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

Policy 15.1.1: Utilize the Greenway Compatibility Review Boundary to identify where the highest level of compatibility review will occur. The Greenway Compatibility Review Boundary will apply within 150 feet of the ordinary high-water line of the Willamette River and in other adjacent areas that have been identified as being in the 100-year floodplain of the Willamette River or areas that have unique or significant environmental, social, or aesthetic qualities. The Greenway Compatibility Review Boundary is depicted on Map XX.

Policy 15.1.2: Kronberg Park and the area occupied by Kellogg Lake are included within the Willamette River Greenway Boundary.

Goal 15.2 – Greenway Design Plan

To allow preparation of a Greenway Design Plan within the Willamette Greenway Boundary.

Policy 15.2.1: The adopted park master plans for Kronberg Park and Spring Park, the downtown design review approval for Milwaukie Bay Park, and the Elk Rock Island management plan will serve the same purpose as a Greenway Design Plan for each of the parks. All future park master plans or amendments to plans will be adopted through the community service use process.

Policy 15.2.2: A Greenway Design Plan may be prepared and adopted as an ancillary plan to the Comprehensive Plan. The Greenway Design Plan may apply to the entire Willamette Greenway or any portion of the greenway. An adopted Greenway Design Plan may provide an alternative review process for development within the greenway provided it is consistent with the adopted plan, and should be updated periodically to reflect best available science and changing conditions along the greenway, including those induced by climate change.

Goal 15.3 –Land Use Review Process

To coordinate public and private land uses and ensure compatibility of uses within the Willamette Greenway.

Policy 15.3.1: Utilize the Willamette Greenway Zone in combination with underlying land use designations to manage uses and implement City Willamette Greenway objectives and Statewide Planning Goal 15.

Policy 15.3.2: Two levels of review will be employed to determine the appropriateness and compatibility of new or intensified uses with the Willamette Greenway.

- a. Within the Greenway Compatibility Review Boundary, a Willamette Greenway Conditional Use Permit must be obtained prior to new construction or intensification of an existing use when the new or intensified use is not identified as a permitted planned use within an adopted park master plan or the Greenway Design Plan. Special criteria addressing use, siting, size, scale, height, and site improvements will be used to review and guide development within the Compatibility Review Boundary.
- b. Outside of the Greenway Compatibility Review Boundary, new construction and intensification of uses will be allowed, provided that the scale and nature of the use meets the standards specified in the Willamette Greenway Zone. Development standards for these uses will be used to allow certain forms of development as a use by right.

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

Policy 15.3.3: Setbacks for new or intensified uses may be established through the park master planning process or through a Greenway Design Plan. When not established through these plan processes, the Willamette River Greenway conditional use process will be used to establish setbacks. For uses that are not water-dependent or water related, setbacks will be determined on a case-by-case basis and the uses will be directed away from the river. Existing and proposed uses that are water-dependent and water-oriented may be permitted near or at the water's edge.

Goal 15.4 – Natural Resource Protection

To protect and conserve the natural resources within the Willamette River Greenway while recognizing recreation needs.

Policy 15.4.1: Within the Willamette Greenway, protect and conserve natural resources through the City's two Natural Resource overlay zones: WQR - Water Quality Resource and HCA – Habitat Conservation Area.

Policy 15.4.2: Promote an increase in tree canopy within the Willamette Greenway through tree planting programs and by mitigating for any lost tree canopy that occurs through development, while recognizing the importance of certain public views of the river.

Policy 15.4.3: Support the removal of the Kellogg Creek Dam and the restoration of Kellogg Creek through revegetation of riparian areas with native species. Removal of the Kellogg Creek Dam is consistent with the greenway chapter of the plan and will not require greenway review.

Policy 15.4.4: Manage Elk Rock Island as a natural area park.

Policy 15.4.5: Allow and support environmental education and interpretative displays within the Willamette Greenway.

Goal 15.5 – Recreation

To enhance the recreational use of lands within the Willamette Greenway boundaries while protecting and conserving natural resources.

Policy 15.5.1: Use park master plans to outline the major recreational uses, activities, and conceptual design for each of the parks within the Willamette Greenway.

Policy 15.5.2: The parks within the Willamette River Greenway will serve a variety of needs for the City including:

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

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

Policy 15.5.3: Within the Willamette Greenway, accommodate a trail system along the river that is intended to connect with future Willamette Greenway trails to the north and south of the City. Develop a trail plan, acquire right-of-way, and build trail segments as funding becomes available.

Policy 15.5.4: Connect City bicycle and pedestrian trail systems with the trail system through the Willamette Greenway.

Goal 15.6 – Public Access and View Protection

To provide, improve, and maintain public access and visual access to the lands and water that make up the Willamette River Greenway.

Policy 15.6.1: Encourage new public access and views within the greenway and to the Willamette River, through dedications, easements, acquisitions or other means.

Policy 15.6.2: Undertake efforts to make existing points of public access more accessible and usable through maintenance and signing.

Policy 15.6.3: As part of the Greenway Compatibility Review process, evaluate proposals for new development and intensification of use for their effect on visual access to the Willamette River and Kellogg Creek from publicly owned land and the public right-of-way. Where impacts are significant, efforts will be made to preserve visual access to the river and creek through dedications, easements, acquisitions or other means.

Policy 15.6.4: As part of the planning effort for parks and other public improvements, ensure that trees and other features are intentionally placed to frame and enhance views of the Willamette River and Kellogg Creek. Enhancing riparian vegetation along Kellogg Creek to improve aquatic habitat conditions for native species will be a higher priority than maintaining or improving views of the creek.

Policy 15.6.5: Based on the Public Use Doctrine, the City acknowledges that the public has the right to recreate on land and water below the ordinary high-water line of the Willamette River.

Goal 15.7 – Downtown

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

Policy 15.7.1: Provide safe pedestrian connections between the downtown Milwaukie and the Willamette River consistent with the Downtown and Riverfront Land Use Framework Plan.

Policy 15.7.2: Work with Clackamas County Water Environment Services to accommodate recreational and water-related uses at the treatment plant site. This could include full redevelopment and relocation of the facility, shrinking the footprint, adding wetland features, adding a community water quality education center, providing physical access to the river, or capping the treatment plant with park facilities over the plant.

Policy 15.7.3: Within the Willamette Greenway, provide opportunities for limited commercial and recreational services that are focused to support users of the river, the parks, or the trail systems.

Natural Hazards Policies

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

Goal 7.1: Identifying and Reducing Hazard Potential

Identify areas with high natural hazard potential and develop policies and programs to reduce potential negative impacts.

Policy 7.1.1: Ensure that City natural hazard maps stay updated and reflect the most recent information and best available science for natural hazard areas, including flooding, landslides, liquefaction, unstable soils, wildfire, earthquakes, drought and sea level rise.

Policy 7.1.2: Require the submittal and neutral third-party review of detailed technical reports for proposed development within high risk flood, liquefaction and landslide hazard areas.

Policy 7.1.3: Encourage and prioritize development in areas with low risk of natural hazards and restrict development in areas with high risk that cannot be adequately mitigated.

Policy 7.1.4: Regulate floodplain areas in a manner that protects the public, recognizes their natural functions as waterways and critical habitat, and provides open space/recreational opportunities.

Goal 7.2: Partnerships and Education

Continue and expand partnerships with government agencies, utilities, and other groups that can help Milwaukie residents prepare for natural hazards.

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

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

Policy 7.2.3: Ensure that mapping of the 100- and 500-year floodplain areas stays current and accurate.

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

Policy 7.2.5: Increase outreach and education for hazard awareness and natural disaster preparedness, especially for low-income, elderly, non-English speaking, and other vulnerable populations.

Goal 7.3: Infrastructure and Building Resiliency

Ensure that the City's built environment and infrastructure are adequately prepared for natural disasters.

Policy 7.3.1: Ensure that relevant sections of the Milwaukie Municipal Code, most notably those that deal with Flood Hazards, Seismic Conditions, and Soils, are maintained to reflect best available science.

Policy 7.3.2: Increase the quality, resiliency, and redundancy of utility and transportation infrastructure to

increase chances of continued service following a natural disaster.

Policy 7.3.3: Promote the retrofitting of buildings for better natural disaster resiliency through education and potential incentives for residential and commercial property owners.

Policy 7.3.4: Encourage development that exceeds minimum building code standards and is built to withstand high intensity natural disasters.

Policy 7.3.5: Prohibit essential public facilities and uses with vulnerable populations from being located within areas at high risk of flooding, landslides, liquefaction, and fire, and aim to relocate existing uses in these areas.

Goal 7.4: Adaptation and Mitigation

Develop programs that inform the public about the increased risks from natural hazards and create strategies for how to deal with them.

Policy 7.4.1: In areas where there is a high risk of flooding or other natural hazards, support efforts by the City and other public and private entities to acquire properties for conservation purposes. Restrict development to uses that have a demonstrated community benefit and for which the natural hazard risks and environmental impacts can be adequately mitigated.

Policy 7.4.2: Increase requirements for protecting large trees, riparian vegetation and wetlands that have the potential to consume and retain large amounts of surface and storm water.

Policy 7.4.3: Coordinate with local, regional, state and federal agencies on disaster preparedness efforts, including coordination for major seismic and flooding events.

Policy 7.4.4: Encourage, and eventually require, green infrastructure and development practices.

Policy 7.4.5: Support expansion of the City's Community Emergency Response Team (CERT) to aid in responding to natural hazard events.

Policy 7.4.6: Create designated emergency routes and provide an array of disaster recovery facilities, with emergency supplies, that can withstand major natural hazard events, and keep the public informed of them through a variety of different outreach methods.

Climate Change and Energy Policies

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

Goal 13.1: Built Environment

Create a built environment that prioritizes energy efficiency and climate resiliency and seamlessly integrates the natural environment.

Policy 13.1.1: Encourage the use of innovative design and building materials that increase energy efficiency and natural resource conservation, and minimize negative environmental impacts of building development and operation.

Policy 13.1.2: Provide flexibility in development standards and permitted uses for projects that address climate change and energy conservation through strategies identified in the Climate Action Plan and/or best available science.

Policy 13.1.3: Advocate at the local, state, and federal level for building codes that increase energy conservation and facilitate emission reductions, and be a model for implementing these higher standards.

Policy 13.1.4: Develop standards and guidelines that contribute to a 40% citywide tree canopy.

Policy 13.1.5: Create a more energy efficient land use pattern that includes but is not limited to infill and cluster development, neighborhood hubs and increased density.

Policy 13.1.6: Encourage the creation of compact, walkable neighborhoods and neighborhood hubs throughout the city that provide a mix of uses and help reduce transportation emissions and energy usage.

Policy 13.1.7: Work with property owners and developers to facilitate the adaptive reuse of existing buildings.

Policy 13.1.8: Incorporate climate change criteria into city decision making processes, including land use applications and development review.

Policy 13.1.9: Streamline review for solar projects on rooftops, parking lots, and other areas with significant solar capacity.

Goal 13.2: Transportation and Utility Infrastructure

Maintain and expand Milwaukie’s transportation and utility infrastructure in a manner that facilitates greater redundancy, energy conservation, and emissions reductions.

Policy 13.2.1: Increase the quantity, quality and variety of Milwaukie’s active transportation options,

including trails, bike lanes, sidewalks, and transit.

Policy 13.2.2: Work with local businesses and regional partners to increase transit usage and develop last mile solutions to Milwaukie homes, businesses, and neighborhood hubs.

Policy 13.2.3: Identify desired transportation mode splits and use best available science to develop programs and standards to ensure that they are met.

Policy 13.2.4: Reduce barriers to developing renewable energy projects.

Policy 13.2.5: Aim to increase the use of renewable energy vehicles through a mix of infrastructure improvements, incentives, and development requirements.

Policy 13.2.6: Account for rapidly changing technologies such as autonomous vehicles and other intelligent transportation systems during site development review and capital improvement planning.

Policy 13.2.7: Prioritize natural stormwater management systems.

Goal 13.3: Adaptation and Mitigation

Ensure that the Milwaukie community is informed and prepared to address a changing climate and the need to modify historic norms and behavior.

Policy 13.3.1: Educate residents, businesses, developers and other community members on climate science and the most effective ways they can take action to adapt and mitigate for a changing climate, including transportation and energy choices, local food production and consumption, the sharing economy, sustainability at work programs and waste reduction.

Policy 13.3.2: Be an advocate and early adopter of emerging technologies and strive to be a model for how small cities can adapt to climate change.

Policy 13.3.3: Incorporate best available science related to energy conservation and climate change adaptation into planning and development review.

Policy 13.3.4: Regularly update the City's Climate Action Plan to identify strategies for addressing climate change and include emerging technologies and programs.

Policy 13.3.5: Promote climate-resilient vegetation, landscaping, and local food systems.

Policy 13.3.6: Pursue the development of heat shelters and shading sites, including indoor community spaces that can serve as clean air and cooling centers and shaded outdoor community spaces

Policy 13.3.7: Encourage property owners to retrofit their properties to accommodate renewable energy production.

Policy 13.3.8: Explore opportunities for increasing distributed renewable energy generation through community solar projects and other collective efforts.

Policy 13.3.9: Consider equity and affordability when developing city programs and development standards related to energy conservation and climate change, and identify strategies for reducing potential impacts related to increased costs.

Policy 13.3.10: Consider increased population growth due to climate refugees, moving to the area to escape less hospitable climates, and identify metrics and triggers for when additional planning is needed to address potential impacts to housing, infrastructure, and the economy.

Policy 13.3.11: Encourage the use of materials and site development techniques that can mitigate for climate-change induced impacts such as heat island effect and increased flooding.