

CITY OF MILWAUKIE



Regional Center Master Plan

Comprehensive Plan Ancillary Document
Adopted December 2, 1997—Ord. #1826

This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. TGM grants rely on federal Intermodal Surface Transportation Efficiency Act and Oregon Lottery funds. The contents of this document do not necessarily reflect views or policies of the State of Oregon.

For more information contact

City of Milwaukie
Community Development Department
Maggie Collins, Director
6101 SE Johnson Creek Boulevard
Milwaukie, Oregon 97206
Telephone: (503) 786-7600
Facsimile: (503) 774-8236

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Acknowledgements

Regional Center Working Groups

Commercial

Teresa Bresaw, Co-Spokesperson
Pam Hodge, Co-Spokesperson
Shirley Reynolds
Jody Matlock
Karen O'Dowd
Neil Hankerson
Jay Horton
Katherine Jones
Eric Martin
Ed Martin
Larry Froland
George VanBergen

Housing

Julie Wisner, Spokesperson
Dolly Macken-Hambright
Kathleen Butler
Clair Kuppenbender*
Sharon VanHorn
Ann Stangel
Barbara Eiswerth
Greg Stone
Terry Simmons
Gary Michael
Katherine Jones
Father Richard Toll

*Resigned in April

Transportation

Venina Rondeau, Spokesperson
Susan Trotter
Ralph Rigdon
Athena Pogue
Rick Zinda
Christie Schaedtler
EG Poff
Margaret Poff
Katherine Jones
Forris Frick
Patty Wisner

Steering Committee members

Paul Graham, MDDA, Co-Chair
Michael Smith, Planning Commissioner
Co-Chair
Craig Lomnicki, Mayor
Jean Schreiber, City Councilor
Carolyn Tomei, City Councilor
Don Trotter, City Councilor
Rob Kappa, City Councilor
Bryan Cosgrove, Planning Commissioner
Terry LaRocque, Planning Commissioner
Pat Lent, Planning Commissioner
Tim Havel, Planning Commissioner
Charles Stoudt, Planning Commissioner
Rob Curtis, Parks and Recreation Board

Executive Summary

Milwaukie Vision

Milwaukie's 20-year vision statement created by its talented residents and utilizing sound growth management principles points the way to the community's future. The Milwaukie Vision Statement is summarized below:

By the year 2015, Milwaukie is a culturally and economically diverse City that capitalizes upon its role as a transportation and economic hub in the region. Milwaukie's established and stable neighborhoods connect to an expanded central civic, commercial, and cultural center. A wide mix of employment opportunities responds proactively to new technology and efficiently utilizes the City's human and natural resources. The riverfront, city center, and other neighborhood and employment centers are connected by a greenspace network. The City is easily walkable. Residents and visitors alike enjoy the vibrancy of a healthy commercial district, high quality schools, innovative urban design, and safe and attractive public spaces.

Milwaukie Vision Project, June 20, 1995

The Milwaukie Regional Center Master Plan establishes the framework for the city center referenced in the Milwaukie Vision statement. The Master Plan compiles the objectives for housing, transportation, commercial, urban design, and general land use changes in the Regional Center. A Land Use Concept Map (Figure ES-1, page ES-4) provides guidance for future land use decisions and rezoning of portions of the area. A Design Diagram (Figure ES-2, page ES-5) illustrates the key features of the Regional Center to help guide future decisions. The report outlines basic implementation steps for short-, medium-, and long-term actions.

Regional Center Planning Context

Local Planning Context

The Milwaukie Comprehensive Plan contains the authority and guiding policies for managing the physical city. The Milwaukie Vision Statement was adopted in 1995 as an ancillary document to the Comprehensive Plan. It calls for specific planning for an Expanded City Center to provide for compact, mixed use development options that will protect and enhance livability. The course set by the Comprehensive Plan, the Calthorpe Study, the Milwaukie Vision Statement, and the City's partnership commitments to the Metro 2040 Concept Plan is continued in the Regional Center Master Plan objectives.

After Milwaukie completes a study such as this one, the Planning Commission and City Council consider it for inclusion as an ancillary document in the Comprehensive Plan. Once a policy, such as the Regional Center Master Plan, is adopted for inclusion in the Comprehensive Plan, it in turn directs the development of implementation ordinances such as specific site overlays and zoning language. The implementing regulations are the subject of public review, consideration by the Planning Commission, and eventual adoption by the City Council into zoning, subdivision, or sign ordinances as appropriate. Further studies and actions will help the City achieve the recommendations of this plan.

Regional Planning Context

Milwaukie can meet over half of the household targets and about one-third of the employment (or jobs) targets.

Metro's Urban Growth Management Functional Plan (the Functional Plan), adopted by the Metro Council in November 1996, establishes employment and household targets for jurisdictions in the Metro area (Table ES-1, page ES-3), Milwaukie can meet over half of the household targets and about one-third of the employment (or jobs) targets in the Regional Center area. The City will continue to pursue ways to achieve the Metro targets, such as the Regional Center secondary study areas and further redevelopment opportunities in the industrial area north of the Regional Center along future high-speed transit lines.

Table ES-1: Metro Functional Plan Growth Targets for Milwaukie

Milwaukie Targets by Category (2017)	Existing Dwelling		New	
	Units (1994)	Existing Jobs (1994)	Dwelling Units	New Jobs (Total)
Mixed Use (MU) Areas (Regional Center)	1,464	3,442	2,571	6,444
Remainder of Milwaukie	8,446	13,593	943	1,034
Total Milwaukie	9,910	17,035	3,514	7,478
Regional Center Master Plan Projections (Table 4)			1,773	2,119
Percent MU achieved in Regional Center Master Plan			69%	33%
Number Remaining—MU			798	4,325
Number Remaining—rest of city			943	1,034
Total Remaining			1,741	5,359

Key Issues of the Milwaukie Regional Center Planning Process

- ✓ Urban Design and Design Review within Regional Center
- ✓ Economic Development to attract a mix of residential, diverse commercial, and mixed uses to the Regional Center
- ✓ Changes in the current land use ordinances and development standards to implement goals
- ✓ Transitions between established neighborhoods and higher density housing
- ✓ Walkable and bikeable neighborhoods
- ✓ Emphasis on the importance of public places, such as streets, as the determinant of “quality of place”
- ✓ Further study of existing infrastructure (transportation, sewer, water, stormwater)
- ✓ Enhancement and protection of existing natural resources

Figure ES-1, Land Use Concept Map (page ES-4), is intended as a guide to assist in future land use and rezoning decisions.

Regional Center Subareas

The Regional Center Master Plan contains a Design Diagram (Figure ES-1, page ES-4) that illustrates the significant physical components of the Regional Center. The Design Diagram also shows the location of six subareas, which function as a way to identify neighborhood

MILWAUKIE REGIONAL CENTER

- Attached Infill Residential
- MF Residential / Medium
- MF Residential / High
- MU Residential / Medium
- MU Residential / High
- MU Commercial / Low
- MU Commercial / Medium
- MU Commercial / High
- Office/Retail Opportunity Area
- Parks and Open Space
- Potential Civic Space
- Existing Zoning
- LD - Lower Density
- MD - Medium Density
- MED.D - Moderate Density
- HD - High Density
- C - Commercial
- C/HID - Mixed Use
- P - Public
- I - Industrial

Land Use Concept Plan

June 11, 1997 

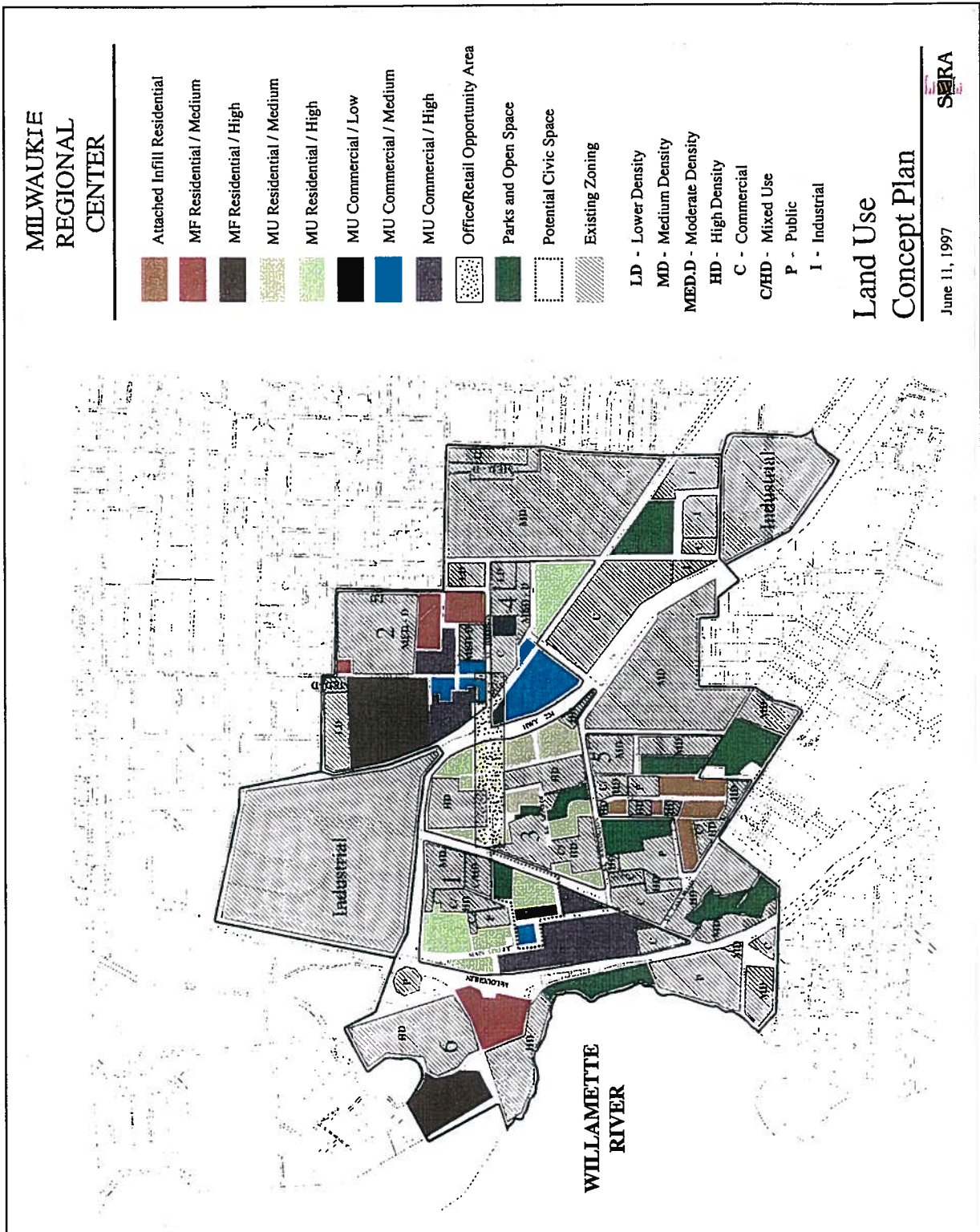


Figure ES-1: Land Use Concept Plan

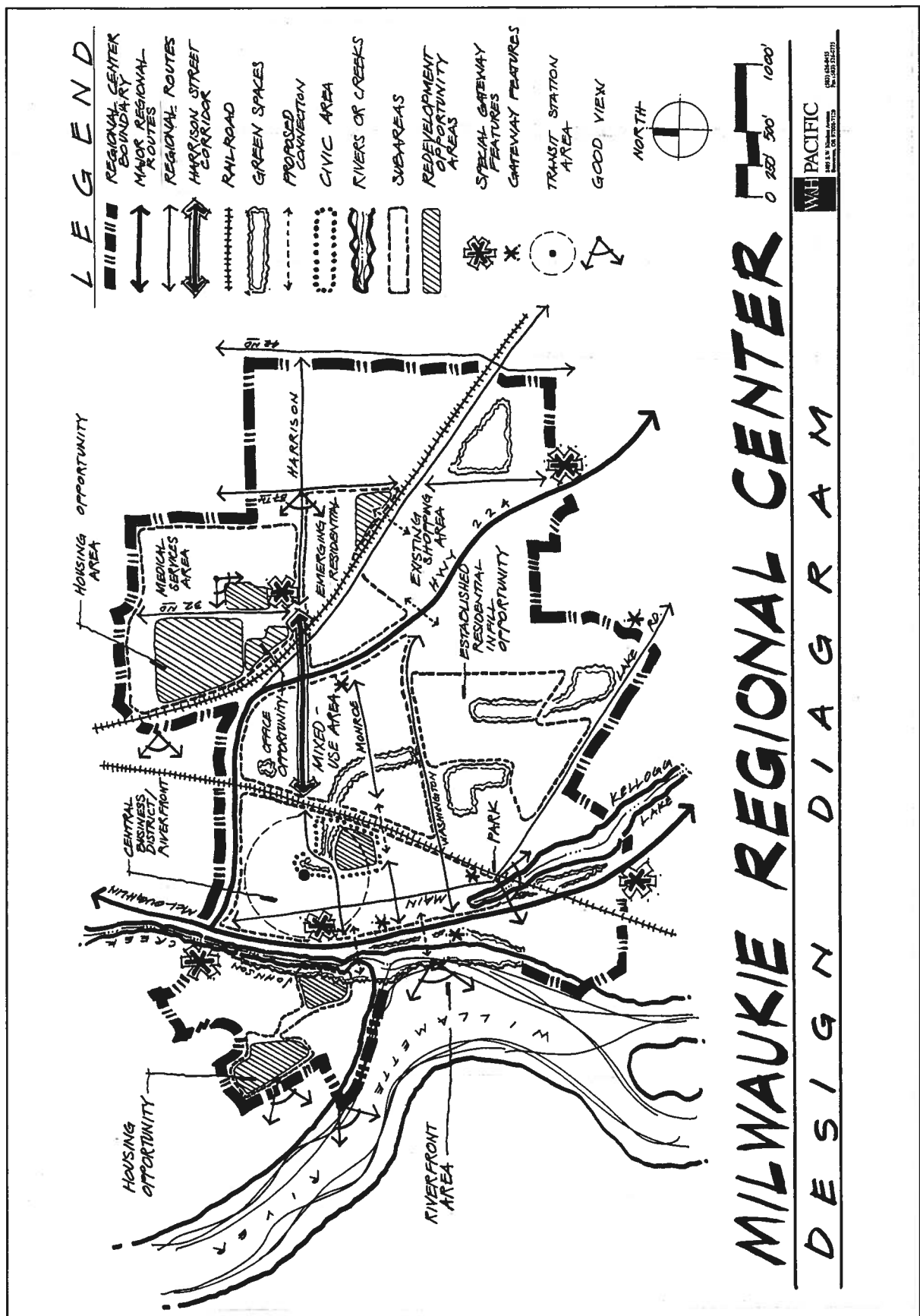


Figure ES-2: Milwaukie Regional Center Design Diagram

context and character, redevelopment and infill opportunities, and location of new zoning districts. In addition to the areawide policy changes presented in the report, the six subareas provide a basis for focused implementation strategies. The Regional Center Master Plan report is organized by subarea, giving a picture of existing conditions and land use concepts for each subarea in the Regional Center.

Summary of Implementation Items

The implementation or action items are listed in Table ES-2 (pages ES-7 and ES-8). The table summarizes actions and results by short-, medium-, and long-term timing. A key factor in the implementation phasing is the subarea concept described above. The following summary provides an outline of the major topic areas and the actions recommended in the Regional Center Master Plan.

Five major topics are discussed in the report: urban design, land use, infill and redevelopment opportunities, economic development strategies, and transportation.

Urban Design implementation could include creating base zone standards, using voluntary design guidelines, applying a design district overlay with specific compatibility standards, and/or creating a design district with discretionary review based on specific guidelines.

Land Use policy action items include permitting a broader range of mixed uses, establishing minimum densities, and implementing a design/development review process within the Regional Center.

Infill and Redevelopment Opportunities exist in specific subareas, as described in detail in Section 4 of this report. Within these subareas, there are specific sites that could be developed with assistance by City incentives and are ready for immediate action.

Economic Development Strategies could include infrastructure improvements; property assembly and land price reductions by the City, as well as financial underwriting; and technical assistance.

Transportation strategies include new projects and policies for vehicular, pedestrian, and bicycle circulation as well as parking. Much of the transportation policies and projects are analyzed in concurrent studies such as the Milwaukie Transportation System Plan and the Lake Road Multi-modal Connections Plan.

Table ES-2: Actions and Results

ACTION ITEM BY TOPIC (SHOWN BY <input type="checkbox"/>)	SHORT TERM (5 YR)	MEDIUM TERM (10 YR)	LONG TERM (20 YR)	RESULTS OF ACTIONS (SHOWN BY <input type="radio"/>)
URBAN DESIGN				
Develop Design Review guidelines or standards	<input type="radio"/> <input type="checkbox"/>	<input type="radio"/>	<input type="radio"/>	Compatible development blends into neighborhoods.
Establish Design Review Board	<input type="radio"/> <input type="checkbox"/>	<input type="radio"/>	<input type="radio"/>	New process does not add significant time to development review.
Apply Design review to specific redevelopment sites	<input type="radio"/> <input type="checkbox"/>	<input type="radio"/>		New projects provide examples of good design for other developers.
Apply Design Review to Regional Center subareas	<input type="checkbox"/>	<input type="radio"/>	<input type="radio"/>	Appropriate guidelines provide compatible infill and redevelopment.
Revisit urban design guidelines/standards.		<input type="radio"/> <input type="checkbox"/>	<input type="radio"/> <input type="checkbox"/>	Design Review guidelines and processes are changed as needed.
Work with North Clackamas School district work to improve the function of the playing fields in Subarea 5 so they function as athletic fields for the district and meet open space needs of the community as the area densifies	<input type="radio"/> <input type="checkbox"/>			Existing open spaces shared by students and residents.
LAND USE				
Adopt Regional Center Master Plan as ancillary document to Comprehensive Plan (RCMP)	<input type="radio"/> <input type="checkbox"/>			Code changes and rezones can take place immediately if they are consistent with adopted plan.
Revise Comprehensive Plan Text to incorporate RCMP policies, data, and maps	<input type="radio"/> <input type="checkbox"/>			Functional Plan requirements for code changes are met and development can occur.
Analyze progress towards Metro Functional Plan target numbers	<input type="radio"/> <input type="checkbox"/>	<input type="radio"/> <input type="checkbox"/>	<input type="radio"/>	Functional Plan review requirements are met, appropriate actions taken to correct.
Review Station Area and Main Street design types in accordance with Metro 2040 plan; revise zoning ordinance standards as necessary	<input type="radio"/> <input type="checkbox"/>	<input type="radio"/> <input type="checkbox"/>	<input type="radio"/> <input type="checkbox"/>	Functional Plan review requirements are met, appropriate actions taken to correct.
INFILL AND REDEVELOPMENT				
Create new or amend existing Zoning Ordinance to improve mixed use zone and higher density residential/commercial uses	<input type="radio"/> <input type="checkbox"/>	<input type="radio"/>		Development proceeds under increased densities and lack of obstacles to "smart development."
Rezone selected high priority sites	<input type="radio"/> <input type="checkbox"/>			Priority sites rezoned by City without owner costs make sites more attractive to develop.
Apply new land use zones to appropriate areas within subareas	<input type="checkbox"/>	<input type="radio"/>		Infill and redevelopment occurs in selected areas in subareas.
Review land use concept and development activity on high priority sites		<input type="radio"/> <input type="checkbox"/>	<input type="radio"/> <input type="checkbox"/>	Functional Plan review requirements are met, appropriate actions taken to correct.
Review land use concept and development activity in subareas		<input type="radio"/> <input type="checkbox"/>	<input type="radio"/> <input type="checkbox"/>	Functional Plan review requirements are met, appropriate actions taken to correct.

Table ES-2: (continued)

ACTION ITEM BY TOPIC (SHOWN BY □)	SHORT TERM (5 YR)	MEDIUM TERM (10 YR)	LONG TERM (20 YR)	RESULTS OF ACTIONS (SHOWN BY ○)
ECONOMIC DEVELOPMENT				
Study infrastructure and utility needs of Regional Center for future development (sewer, water, stormwater)	○ □	○	○	1) Improvements are identified and funding strategies put into place to provide adequate services. 2) Sewage treatment plant moved. All systems have capacity for new development.
Assemble specific properties for projects meeting Regional Center objectives	□	○	○	Developers seek out Milwaukie as a place to try new market concepts.
Provide financial underwriting of all or part of demonstration project to encourage appropriate types of development		○ □	○	Developers seek out Milwaukie as a place to try new market concepts.
Retain an economic development coordinator; provide some or part of technical assistance to illustrate the design, market, infrastructure requirements, and financial feasibility of projects	○ □	○		Developers seek out Milwaukie as a place to try new market concepts.
TRANSPORTATION				
Support light rail or rapid transit through Milwaukie	□	○	○	Light rail or rapid transit enables travelers to get to and from Regional Center more efficiently.
Designate Station Areas around light rail and rapid transit stations	□	○	○	Density is increased around transit stations.
Prioritize Transportation Improvements in Regional Center <i>not</i> already in TSP	□	○	○	Funding sources are identified and sought for key Regional Center projects.
Develop and implement a funding source for Regional Center transportation improvements.		○ □	○	Transportation improvements are constructed and new pathways for pedestrians and bicyclists created.
Work with ODOT to complete the McLoughlin Boulevard Feasibility Study and implement recommendations	□	○	○	Subarea 1 and riverfront have good pedestrian connections and visual.
Amend parking standards in Zoning Ordinance as recommended	○ □	○		Shared parking allows for more efficient use of land. Functional Plan (Title 62) Compliance.
Facilitate a local improvement district or fee-in-lieu of parking to create centrally located parking lots	□	○	○	Parking in Subarea 1 remains available for retail customers, residents, and employees; long-term parking garage is built.
Consider location and funding mechanisms for a parking structure in Subarea 1		○ □	○	Floor area ratios of 1:1 are achieved without structured parking underneath.
Review Station Area and Main Street design types in accordance with Metro 2040 plan; revise road standards as necessary		□	○	Street standards are amended to allow skinnier streets; pedestrian environments are enhanced to support these intensely developed and walked areas.

Conclusions

The Milwaukie Regional Center Master Plan is based on the community premise that "our core values of community, livability, and safety must be reflected in all aspects of Milwaukie's growth." It serves as a framework and general guide as Milwaukie enters the 21st century.

Phase One is the adoption of the Regional Center Master Plan as an ancillary document to the Milwaukie Comprehensive Plan.

Phase Two consists of applying the ideas and concepts outlined in this master plan to a series of amended and new planning policies, zoning guidelines, design criteria, economic development strategies, and a final land use assessment of ways to meet regional housing and job targets. Initial Phase Two efforts are already under way, with the development of a package of proposed Comprehensive Plan and Zoning Ordinance amendments (interim actions) that has been forwarded to the Milwaukie Planning Commission for public hearing in late October 1997. Further parking and transportation analyses are needed. Additional refinements of this Master Plan are anticipated to continue through calendar year 1998.

1. Introduction and Background



1. Introduction and Background

In 1996, the City of Milwaukie hired a consultant team under the auspices of a Transportation and Growth Management (TGM) grant. The team's assignment was to work with citizens and appointed and elected officials to plan for land use, housing, transportation, and urban design changes to the Expanded Center City portion of Milwaukie. Because the Expanded City Center physical area identified in Milwaukie's Vision Statement is nearly identical to the area designated for "Regional Center" purposes in the Metro growth management program, the Regional Center title was applied (Figure 1, page 2). What follows is background relating to the larger regional planning effort.

What Is a Regional Center ?

The Metro 2040 Growth Concept was adopted by the Metro Council for the long-term growth management of the Portland metropolitan region. It provides a general approach to approximately where and how much the region's urban growth boundary (UGB) should expand, the mix of uses and range of densities needed to accommodate projected growth within the boundary, and which areas to protect as open space. The bulk of future growth is anticipated to be directed to mixed use areas also known as urban centers.

Urban centers are key to successful achievement of Metro's Growth Concept. Creating higher density centers of employment and housing with high levels of transit service and compact development in a walkable environment will provide efficient access to goods and services and will enhance multi-modal transportation. The Growth Concept includes a hierarchy of centers that are interrelated: the Portland Central City, Regional Centers, and Town Centers. The Portland Central City is the largest market area, the region's employment and cultural hub.

Regional Centers serve large market areas outside the Central City and are connected to it by high-capacity transit, existing and planned, and by highways. Town Centers with local shopping and employment opportunities are connected to each Regional Center, by transit and by road. Similar to Town Centers, but on a smaller scale, are Main Streets that provide local services to the immediate neighborhood. Corridors are the major streets that are key connectors between the City Center, Regional Centers, Town Centers, and Main Streets. Planning for all of the centers, main streets, and corridors will include finding a balance



Figure 1: Regional Center Area within City of Milwaukie

between jobs and housing so that more transportation trips remain local and transit becomes a more viable mode of travel.

The Regional Centers identified in the adopted 2040 Growth Concept include:

- Hillsboro
- Gresham
- Gateway
- Washington Square area
- Oregon City
- Clackamas Town Center area
- Beaverton
- Milwaukie

These centers are envisioned as the focal points for compact development and redevelopment, high-quality transit service, and multi-modal street networks. They will also be major nodes along regional transportation routes.

The relatively few number of Regional Centers reflects not only the limited market for new development at planned higher densities, but also the limited transportation funding for the high-quality transit and roadway improvements envisioned for these areas. The Gresham and Gateway Regional Centers have light-rail connections to the Central City. The same service will be available to the Hillsboro and Beaverton Regional Centers in 1998. Transit improvements to the Milwaukie Regional Center may include light-rail connections to the Central City and to Clackamas Regional Center. Future connections may include extensions of the South/North Light-Rail line to the Oregon City Regional Center and a connection between the Beaverton and Washington Square Regional Centers. In addition, a dense network of multi-modal arterial and collector streets will need to be considered in order to tie the Regional Centers to the surrounding neighborhood and to other centers.

How Has Milwaukie Planned for Its Regional Center?

As mentioned earlier, the City of Milwaukie hired a consultant team to provide technical analyses in the areas of urban design, market feasibility (including a supply and demand analysis), land use, and transportation. In addition, Milwaukie's Community Development Department coordinated and conducted an extensive public involvement process over the course of six months. Three Working Groups, composed of 35 public volunteers, worked on issue-specific tasks: commercial, housing, and transportation. A Steering Committee composed of 12 elected and appointed officials guided the overall process. The groups were coordinated and kept focused by attending an orientation workshop and touring examples of mixed use and higher density areas that currently exist throughout the Portland region.

This report compiles all the work done to date in a single document to be considered for adoption as an ancillary document to the Milwaukie Comprehensive Plan.

Two open houses were held to present basic information to the general public in April 1997. Working Groups contributed objectives and recommendations to the staff and consultant teams. The text from the Working Groups appears throughout this document. This report compiles all the work done to date in a single document to be considered for adoption as an ancillary document to the Milwaukie Comprehensive Plan

The Steering Committee met with staff and consultants throughout the process, which concluded in June 1997 with the presentation of the final products from the consultant team. The Steering Committee also reviewed a Working Groups report in May 1997.

Steering Committee members were able to integrate the recently completed Riverfront Concept Plan into the Regional Center discussions and proposed actions, since basically the same group served as the Riverfront Steering Committee. Activity oriented to the riverfront is an important part of the Regional Center vision, as the remainder of this report presents. The Steering Committee identified secondary study areas, as shown in Figure 2 (page 5), for future consideration as part of the Regional Center area.

Local Planning Context

The Milwaukie Comprehensive Plan contains the authority and guiding policies for managing the physical city. The Milwaukie Vision Statement was adopted in 1995 as an ancillary document to the Comprehensive Plan. It calls for specific planning for an Expanded City Center to provide for compact, mixed use development options that will protect and enhance livability. The course set by the Comprehensive Plan, the Calthorpe Study, the Milwaukie Vision Statement, and the City's partnership commitments to the Metro 2040 Concept Plan is continued in the Regional Center Master Plan objectives.

While planning how a compact, mixed use urban form would work in Milwaukie, the City also has been planning additional important improvements. In many cases, these planning efforts result in ancillary documents to the Comprehensive Plan.

Milwaukie has been able to conduct many of its studies through grant funding from the State of Oregon and Metro. Public participation is an important part of every planning effort. As the various studies and their accompanying recommendations are completed, they are considered by the Planning Commission and City Council for inclusion in the Comprehensive Plan. Today, the Milwaukie Comprehensive Plan includes the following ancillary documents:

- ✓ North Clackamas Urban Area Public Facilities Plan
- ✓ Scott Park Master Plan

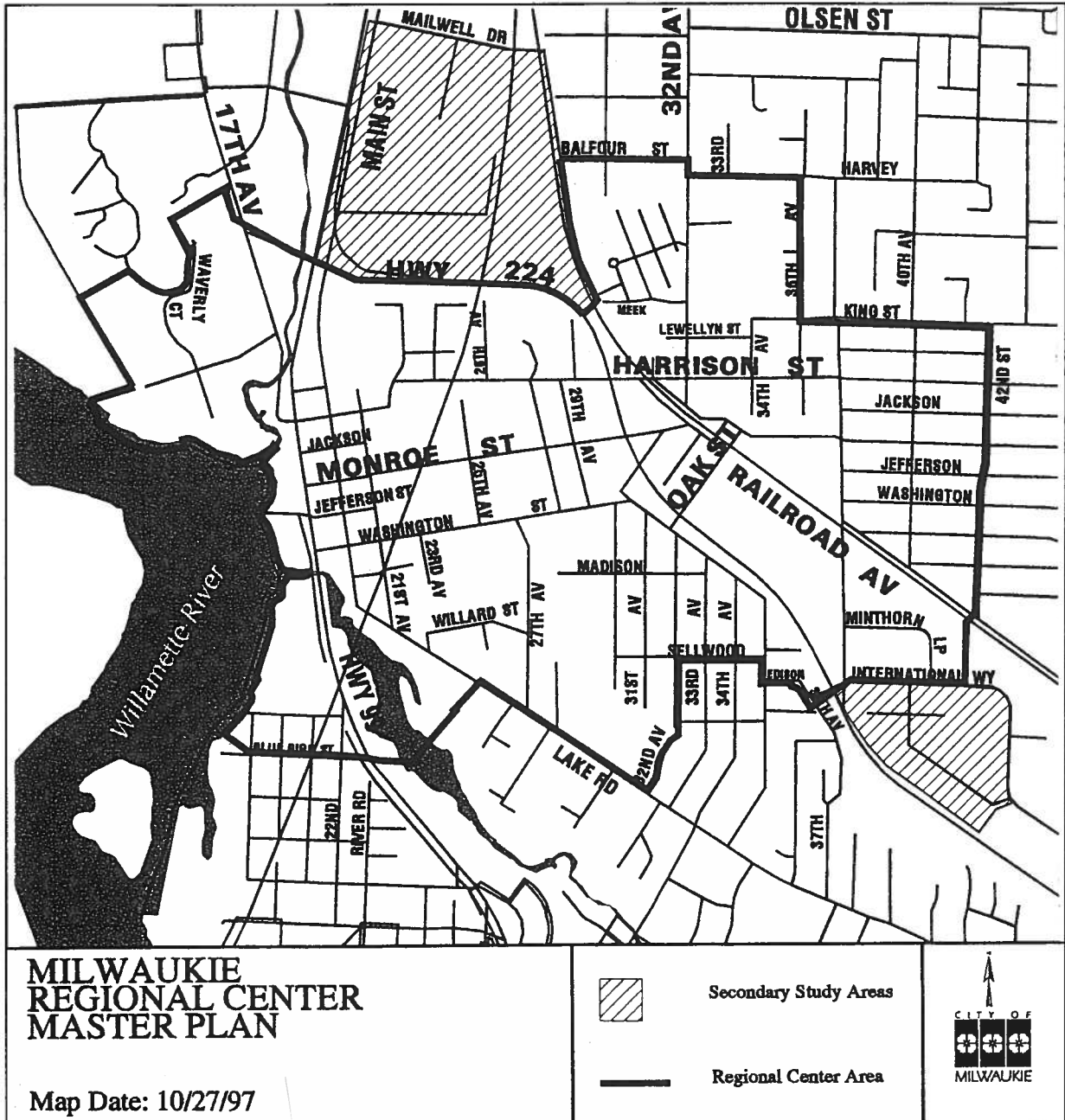


Figure 2: Detailed Street Map of Regional Center

- ✓ Ardenwald Park Master Plan
- ✓ Springwater Corridor Master Plan
- ✓ Elk Rock Island Natural Area Management Plan
- ✓ Johnson Creek Resources Management Plan
- ✓ Milwaukie Vision Statement
- ✓ Furnberg Park Master Plan
- ✓ Springwater Multiuse Path Plan
- ✓ Lake Road Multi-modal Connections Plan
- ✓ Milwaukie Transportation System Plan

In addition, the City is engaged in planning, partnerships, and jurisdictional responsibilities relating to the following studies:

- ✓ South/North Light-Rail Draft Environmental Impact Statement (DEIS)
- ✓ Clackamas Regional Center Plan
- ✓ Zoning Ordinance Review of Obstacles to Smart Development
- ✓ Senate Bill 122 - Consolidation of Services and Annexations
- ✓ South Willamette River Crossing Study

Integration of Studies

Each plan and study is reviewed for consistency with those that have already been adopted.

That review is documented in the staff report supporting the proposal at the time of the adoption review process. Plans that are being developed concurrently are reviewed for consistency by staff on a continual basis. In addition, some plans have hierarchical superiority relative to others; for example, the Lake Road Multi-modal Connections Plan must be consistent with the Transportation System Plan (TSP). The recommendations of plans with greater specificity generally take precedence on specific elements, or parts of a system, over plans that address whole system functions and design.

Once a policy, such as the Regional Center Master Plan, is adopted for inclusion in the Comprehensive Plan, it in turn directs the development of implementation ordinances such as specific site overlays and zoning language. The implementing regulations are the subject of public review, consideration by the Planning Commission, and eventual adoption by the City Council into zoning, subdivision, or sign ordinances as appropriate.

What Are the Key Issues?

The following list summarizes the significant issues raised by the Working Groups, Steering Committee, and staff during the process. These issues apply to all areas of the Regional

Center and are explored in the rest of this report through a detailed analysis of and suggestions for appropriate actions for each subarea.

- ✓ Urban design and design review within Regional Center
- ✓ Economic development to attract a mix of residential, diverse commercial, and mixed uses to the Regional Center
- ✓ Changes in the current land use ordinances and development standards to Implement goals
- ✓ Transitions between established neighborhoods and higher density housing
- ✓ Walkable and bikeable neighborhoods
- ✓ Emphasis on the importance of public places, such as streets, as the determinant of "quality of place"
- ✓ Further study of existing infrastructure (transportation, sewer, water, stormwater)
- ✓ Enhancement and protection of existing natural resources

Subarea Sections

Six subareas... will be the primary focus for implementation over the next ten years.

This report provides information in easy-to-use "chapters" that show the vision and implementation of the master plan in relation to six subareas, which will be the primary focus for implementation over the next 10 years. The six subareas were identified in the extensive public involvement process led by the City's Working Groups (Figure 3, page 8).

Each subarea is noted by an icon for easy reference. The subarea icons are used in Chapter 4 to provide visual identification of the particular subarea discussed in the text. Each subarea chapter contains the following:

- ✓ Maps of subareas and key redevelopment sites
- ✓ Existing conditions and vision for subarea
- ✓ Existing and future land uses
- ✓ Map of land use concepts
- ✓ Summary of applicable commercial, housing, and transportation recommendations
- ✓ List of implementation items by topic (urban design, land use, infill and redevelopment opportunities, economic development, and transportation) as they apply to the subarea.



Figure 3: Regional Center Subareas and Key Redevelopment Sites

Subarea 1

**Downtown/Civic Center/
Central Business District/
Riverfront**

Subarea 2

Medical Services

Subarea 3

**Mixed Use Area / Harrison
Street Corridor**

Subarea 4

**Emerging Residential /
Transit Station Area**

Subarea 5

Established Residential

Subarea 6

High Density Residential

Summary of Action Items

Implementation or action items are compiled in a matrix at the end of Section 3, showing actions and results over short-, medium-, and long-term time frames. The following icons are used to indicate implementation items relating to urban design, land use, and infill and redevelopment; economic development strategies; and transportation.



**Urban Design/
Land Use/Infill and
Redevelopment**



**Economic Development
Strategies**



Transportation

Technical Documentation

Technical documents, including work performed to determine the land uses, interim maps, land use and transportation analyses, density calculations, redevelopment alternatives, summary of the Working Group process (including meeting minutes), and other detailed project information are kept in a notebook available from City of Milwaukie Community Development Department offices at :

6101 SE Johnson Creek Boulevard
Milwaukie, Oregon 97206
Telephone: (503) 786-7650
Facsimile: (503) 774-8236

2. Vision and Existing Conditions



2. Vision and Existing Conditions

Vision of the Future

The following concepts from the Milwaukie Vision Project (an adopted part of the Milwaukie Comprehensive Plan) provide the basis for the General Regional Center vision:

Mixed uses and activity make the expanded City Center and the revitalized riverfront, the sites of cultural attractions and 24-hour activity.

- ✓ An Expanded City Center extends from 37th Avenue to the Willamette River.
- ✓ A greater range of uses are found within the Expanded City Center, including ground floor retail with office and/or residential uses on upper floors.
- ✓ Mixed uses and activity makes the Expanded City Center and the revitalized riverfront, the site of cultural attractions and 24-hour activity.
- ✓ Stable neighborhoods offer diversity in housing.
- ✓ New housing areas are well designed and blend into existing neighborhoods.
- ✓ Pedestrian and bicycle links of neighborhoods are strengthened.
- ✓ East-west street connections are stronger.
- ✓ City is pedestrian-oriented, with human-scale urban design.
- ✓ High-speed transit station is integrated with light-rail system and bus connections throughout the City.
- ✓ A restored Johnson Creek, enhanced Kellogg Lake and the Willamette River riverfront serve as focal points for the City's park system and community identity.
- ✓ Tree-lined corridors provide a sense of entry into Milwaukie.
- ✓ Renaissance of urban design and sense of place exists.

Working Groups' Objectives

Commercial Working Group

1. Mitigate sewerage treatment smell.
2. Promote diversity of commercial activity. Important points are:
 - ✓ Ability to walk to activities, shops, and cafes
 - ✓ Greater business diversity
 - ✓ More food places
 - ✓ More commercial rental properties
 - ✓ Development of night life in downtown Milwaukie with cultural activities and a youth area
3. Take advantage of property opportunities, including the Junior High site.
4. Improve the City image by fostering good streetscapes. Important points are:
 - ✓ Entry points on McLoughlin Boulevard, and on Highway 224
 - ✓ Inviting public areas
 - ✓ More streetscape area on the east side of McLoughlin Boulevard
 - ✓ Well-kept properties
 - ✓ Planned program of public investment in streets, lights, and undergrounding of utilities
5. Promote access to commercial areas by placement of parking areas and transit, and by connection of sidewalks. Important points are:
 - ✓ Transit center areas that are better designed
 - ✓ More free parking
 - ✓ Construction of a parking structure
6. Enhance greenspaces in Regional Center by improved landscaping and or park improvements.
7. Integrate riverfront planning (Figure 4, page 13).

Housing Working Group

1. Achieve transitions to higher density without destroying existing housing stock.
2. Achieve clarity about types and timing of density.
3. Promote walkable and bikeable neighborhoods.

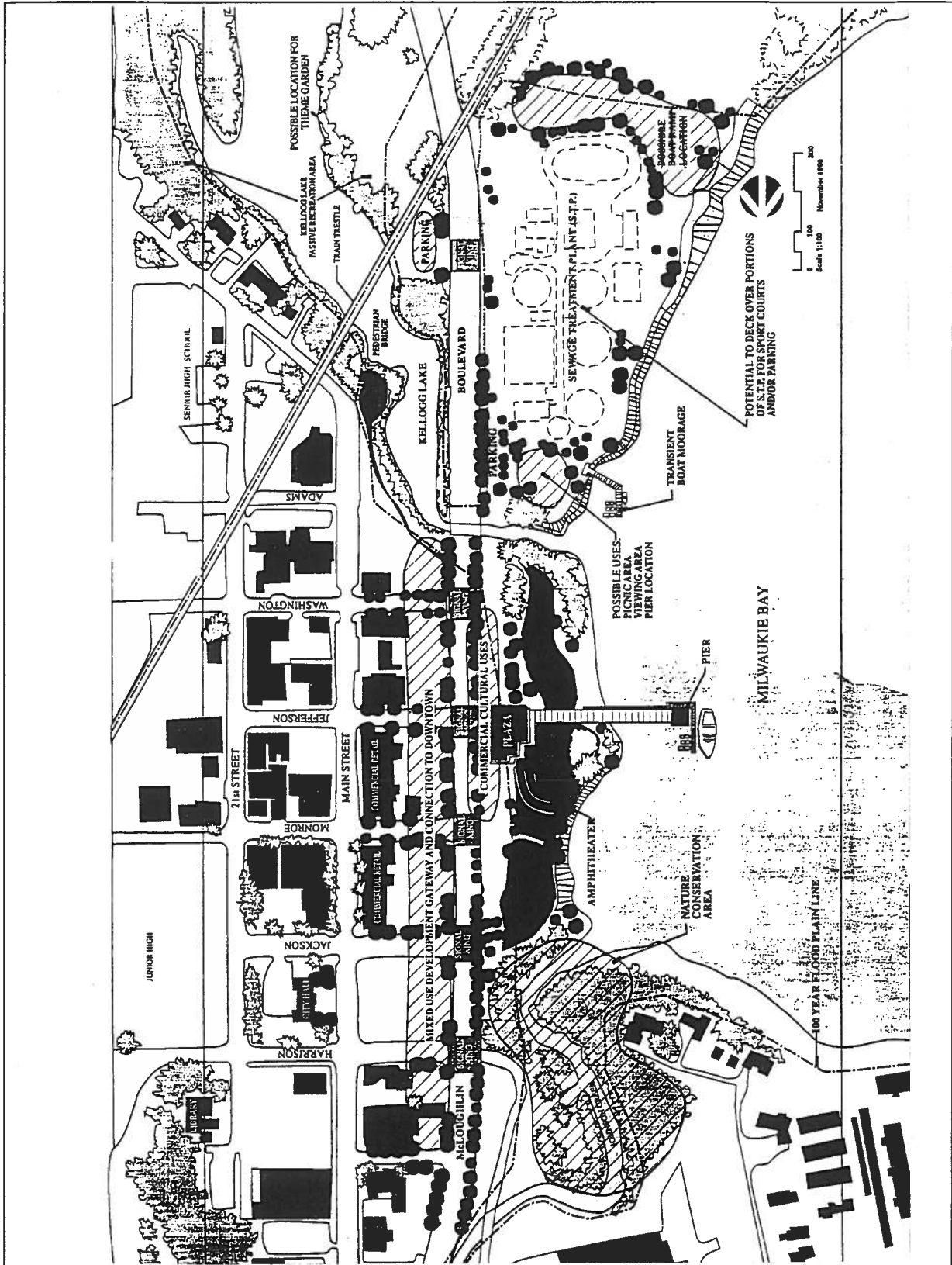


Figure 4: Adopted Riverfront Concept Plan (Phase 3)

Transportation Working Group

1. Provide safe pedestrian, bicycle, and vehicle routes. Mechanisms that can be used to achieve safe conditions include bicycle lanes, connecting sidewalk network traffic signing, lights and turning lanes, traffic calming devices, safe walking routes for students to and from school, and clean and unencumbered rights-of-way.

Enhance livability by protecting neighborhoods, facilitating efficient traffic movements, and supporting business and commercial activities. Mechanisms that could be used include mixed-use parking structures, underground parking, on-street parking, and sufficient access and dispersing connections.

3. Include public transit at adequate service levels. Mechanisms that could be used include weekend and evening schedules that accommodate noncommuter needs and transit stations/stops that consider the needs of riders.
4. Emphasize the importance of attractive public places and the role such places play in contributing to traffic calming, overall livability, and public use. "Does it feel good to walk on this street?"

Regional Center Steering Committee Objectives

In December 1996, the Regional Center Steering Committee established its objectives for the Regional Center Master Plan (Figure 5, page 15). They are as follows:

1. The Regional Center Master Plan should build on existing resources and opportunities.
2. The Plan should create a Regional Center that embodies:
 - ✓ Smart urban design
 - ✓ Diverse types and a range of affordable housing
 - ✓ Efficient and multi-modal transportation system
 - ✓ Economic revitalization
 - ✓ Preservation of natural resources
3. The Regional Center Master Plan should provide a clear foundation for future development through clearly defined concepts and expectations for Comprehensive Plan amendments and zoning changes.

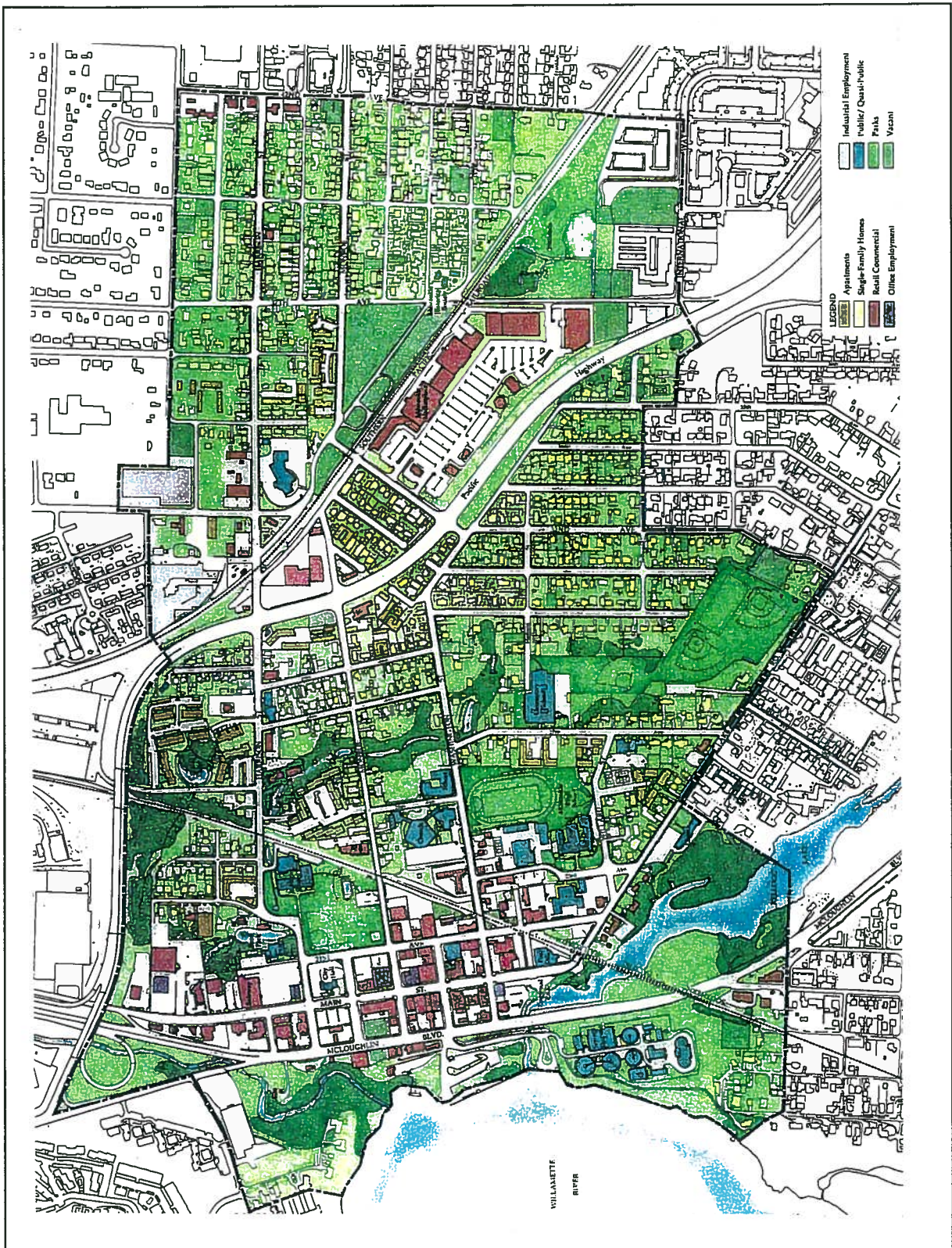


Figure 5: Milwaukie Regional Center Design Diagram

Existing Conditions of the Regional Center in 1997

Existing conditions in the Regional Center area, which occupies approximately 607 acres in downtown Milwaukie are depicted in Figure 6 (page 17). Of the 607 acres, approximately 142 acres are in public right-of-way; the remaining 465 acres are developed with and zoned for a variety of uses. The secondary Regional Center areas total 125 acres, including 28 acres of right-of-way. The primary physical features of the area are the natural resources, transportation, and existing commercial, residential, and public uses. The Willamette River borders the Regional Center on the west; Kellogg Lake drains into the Willamette River through the southern portion of the Regional Center; and Johnson Creek enters the Regional Center from the north, also draining into the Willamette.

The existing transportation network, which includes several railroad lines and spurs, as well as State Highways 224 and 99E, provides dominant features and dividing lines between distinct areas in the Regional Center. Existing retail and commercial uses are focused in the Central Business District (CBD) of downtown Milwaukie on Main Street, one block west of Highway 99E (McLoughlin Boulevard). Existing residential neighborhoods contain a mix of multifamily and single-family uses. Single-family uses are clustered in the southern, eastern, and northeastern parts, while multifamily units are generally located on major roads. Schools, government offices, and religious institutions occupy large pieces of land throughout the Regional Center including the Junior High School site on Harrison Street, which is possibly "up for sale" by North Clackamas School District 12.

Table 1 (page 18) summarizes the existing zoning by acre. The analysis in Section 3 details possible changes to these zoning districts, or possibly new zones. Section 4, describing the subareas, provides further detail on each subarea's existing conditions. Section 5 details the analysis of growth in the Regional Center, including a review of the impacts, opportunities, and challenges to developing the vision articulated above.

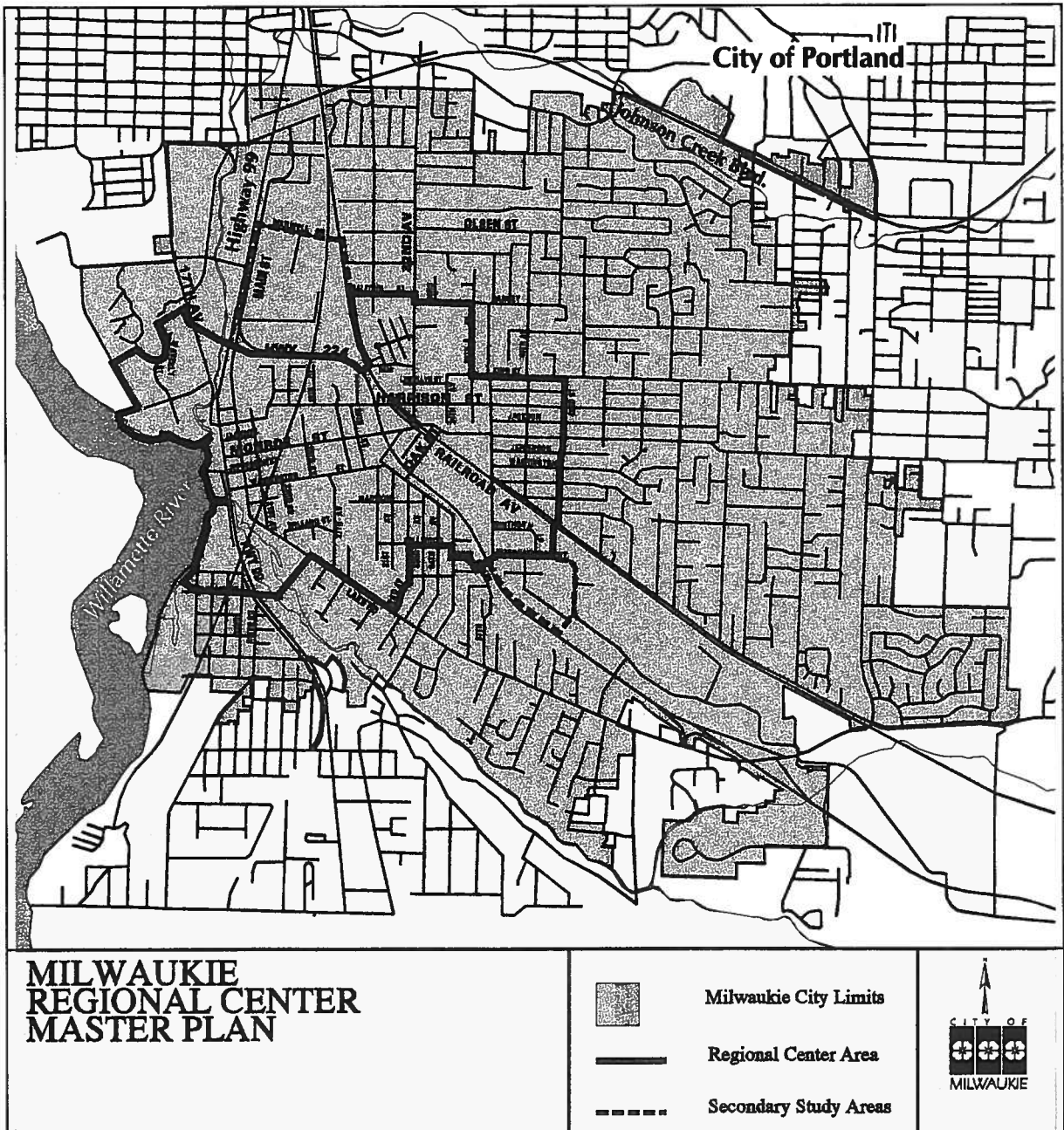


Figure 6: Existing Conditions—Regional Center Area

Table 1: Existing Zoning in Regional Center by Acre

Zone	Primary Regional Center Area	Secondary Regional Center Area	Total
Industrial Zones			
Business Industrial	18.5	22.7	41.2
Industrial	23.9	74.4	98.3
Subtotal	42.4	97.1	139.5
Commercial Zones			
Central Commercial (includes McLoughlin Corridor Overlay)	14.5	0	14.5
Community Shopping	20.8	0	20.8
General Commercial	22.0	0	22.0
Limited Commercial (includes McLoughlin Corridor Overlay)	26.5	0	26.5
Neighborhood Commercial	0.3	0	0.3
Subtotal	84.1	0	84.1
Residential Zones			
High Density Residential (R-1, R-2)	132.9	0	132.9
Medium Density Residential (R-3)	49.9	0	49.9
Moderate Density Residential (R-5)	86.8	0	86.8
Low Density Residential (R-7)	37.9	0	37.9
Subtotal	307.5	0	273.5
Mixed Use Zone			
Residential (High Density) Business - Office - Commercial (R-1-B)	30.9	0	30.9
Right-of-Way	142.4	27.9	170.3
Total	607.3	125.0	732.3

3. How Will Milwaukie Achieve the Regional Center Vision?



3. How Will Milwaukie Achieve the Regional Center Vision?

Urban Design Will Be Guided by New Policies and Land Use Concepts

The Milwaukie Regional Center Master Plan is based on the community premise that “our core values of community, livability, and safety must be reflected in all aspects of Milwaukie’s growth.” It serves as a framework and general guide as Milwaukie enters the 21st century.

Phase One is the adoption of the Regional Center Master Plan as an ancillary document to the Milwaukie Comprehensive Plan.

Phase Two consists of applying the ideas and concepts outlined in this and succeeding chapters to a series of amended and new planning policies, zoning guidelines, design criteria, economic development strategies, and a final land use assessment of ways to meet regional housing and job targets. Initial Phase Two efforts are already under way, with the development of a package of proposed Comprehensive Plan and Zoning Ordinance amendments (interim actions) that has been forwarded to the Milwaukie Planning Commission for public hearing in late October 1997. Further parking and transportation analyses are needed. Additional refinements of this Master Plan are anticipated to continue through calendar year 1998.

Comprehensive Plan Changes



The Milwaukie Comprehensive Plan was developed before a strong regional planning and growth management framework was in place. Therefore, several evolving land use and transportation concepts are not reflected in the existing adopted plan. However, many of the policies and objectives in the plan are consistent with the direction established in Metro’s 2040 Growth Concept and the Milwaukie Vision Statement.

Areas where changes in the Milwaukie Comprehensive Plan *may* be required to address land use and density objectives for the Regional Center are as follows:

1. Comprehensive Plan population and employment projections for Milwaukie will need to be updated. Table ES-1 lists "livability targets" for new housing and employment (to the year 2017) that have been adopted for Milwaukie in Metro's Urban Growth Management Functional Plan (the Functional Plan).

These targets apply to the entire City of Milwaukie; however, it is assumed that the majority of the new development will be accommodated within the Regional Center boundary. The projections of 1,773 new dwelling units and 2,119 new jobs in the Regional Center are the result of preliminary analysis of how growth can be accommodated (Table ES-1).

2. Reference to the "Regional Center" designation should be included in the Comprehensive Plan. Specific data will be needed to document how many dwelling units and jobs are targeted for the Regional Center boundary.
3. Current density ranges for new housing in the Regional Center boundary are lower than densities recommended in Metro's Functional Plan to meet an overall housing target (average of 44 units per acre). Specific data must be generated to provide an adequate density profile to guide future actions.
4. References to the light-rail alignment along McLoughlin Boulevard may need to be changed to reflect the alignment decisions in the draft environmental impact statement (DEIS).
5. Greater flexibility and opportunities for mixed use development in a larger area may be appropriate to implement Regional Center objectives.
6. The Comprehensive Plan emphasizes use of neighborhood design plans and corridor design plans to ensure that new development fits the existing community. The referenced design plans will likely be critical to successful transition to higher densities and greater mixed uses implied by the Regional Center designation.

Zoning Ordinance Changes



Areas where changes in the Milwaukie Zoning Ordinance may be appropriate to implement Regional Center land use and density objectives are introduced below:

1. The Zoning Ordinance includes numerous residential zones, many with very minor distinctions in terms of permitted uses, densities, and development standards. Simplification or consolidation of the numbers of zones may be appropriate.

2. Provisions for accessory living units (Figure 7) are not provided in all of the residential zones. The City may want to consider allowing different housing types on the same lot, subject to specific standards, rather than using a discretionary conditional use permit process. Furthermore, Title One of the Functional Plan requires local jurisdictions not to prohibit accessory living units in any zone that also allows single-family detached units.
3. The Residential - Business - Office (R-1-B) zone to the east of the Central Business District permits a broad range of uses. However, the Central Commercial (CC) zoning applied to the CBD does not provide for mixed commercial/residential uses.
4. The existing zoning ordinance does not include any provisions for "minimum" residential densities or minimum floor area ratios for nonresidential uses. As mentioned in the Comprehensive Plan discussion, maximum densities may be lower than needed to meet regional density targets. Title One of the Functional Plan requires that all local jurisdictions establish minimum densities in all residential zones.
5. The Zoning Ordinance does include provisions for density bonuses and density transfers to preserve sensitive lands.
6. The transition area standards are not clear, particularly as they relate to gradual density changes. Milwaukie should consider replacing the transition area standards with performance-based standards.

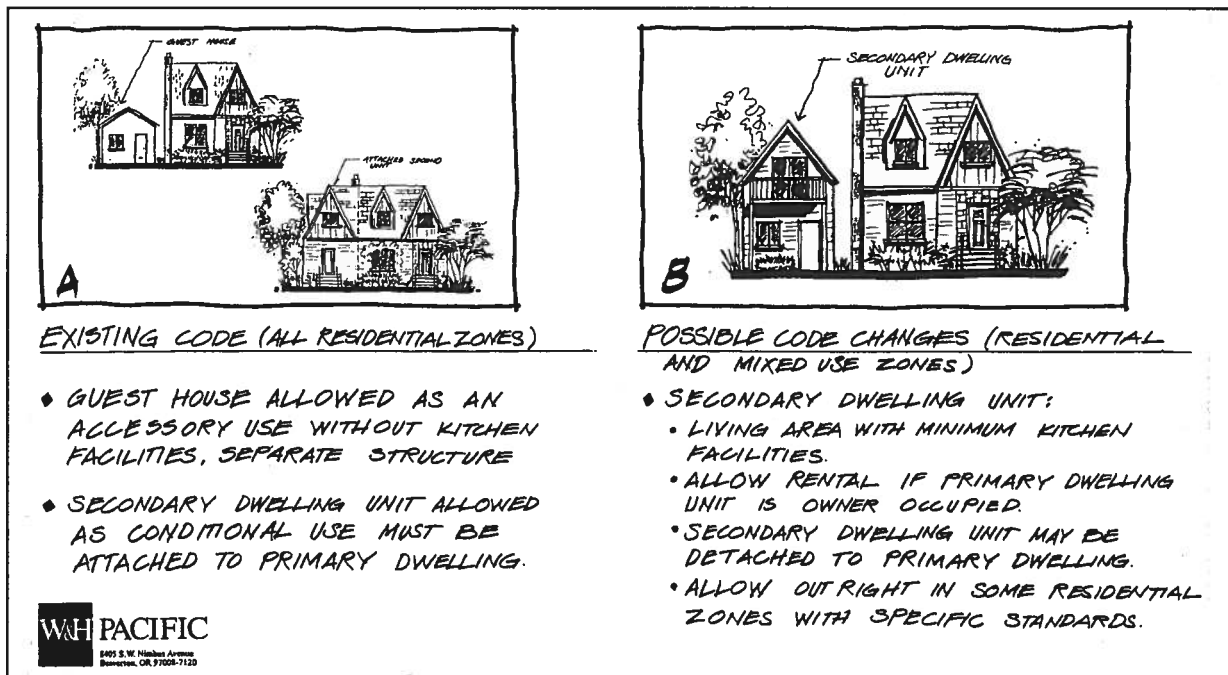


Figure 7: Illustration of Sensitive Accessory Living Units

7. The City may want to define and include performance standards in the Zoning Ordinance to provide clear and objective standards on building bulk, height, design, buffering, etc. Performance standards are typically illustrated and can minimize project delays associated with discretionary review.
8. The City will need to review consistency of the parking standards in Section 500 with the new regional parking ratios included in the Functional Plan.

Zoning Ordinance standards will provide the primary tool to implement the policies and concepts for the Regional Center that are included in the Milwaukie Comprehensive Plan. A variety of ordinance approaches can be developed for the Milwaukie Regional Center. The City should keep the following questions and issues in mind when deciding which approach to pursue:

Simplicity. Is the ordinance framework understandable and are the standards easy to apply and use? Simplicity should be a goal for staff, decision-makers, property owners, and developers.

Achievable. Are the standards (e.g., minimum densities and minimum floor area ratios) realistic and achievable in Milwaukie? If the standards are set too high, will they discourage development in the Regional Center? Is there an opportunity to phase in higher densities and mixed use requirements as land values increase and market conditions shift?

Balance. Does the ordinance framework provide a good balance between certainty and flexibility? If the City and property owners/developers want a great deal of certainty and predictability in the development process, the Zoning Ordinance will typically have to be both detailed and lengthy and include very specific standards for development. A desire for flexibility generally places greater emphasis on a site-by-site discretionary review of projects.

The City should decide whether to take a "standards" or a "guidelines" approach to design review.

Standards vs. Guidelines. Redevelopment and infill will require careful attention to urban design to ensure that new development fits the existing community. A stronger emphasis on design will likely be critical to successfully transition to the higher densities and mixed uses implied by the Regional Center designation. The City should decide whether to take a "standards" or a "guidelines" approach to design review. Additionally, it may make sense to target more rigorous design review to a certain type or scale of project, or limit the review to specific subareas within the Regional Center.

Format. The City should discuss whether existing zones should be modified or whether new zones should be drafted to implement the Regional Center concept plan. For example, the CC zone could be modified to permit mixed use projects with residential uses, restrict auto oriented uses, and specify minimum floor area ratios and densities. As an alternative, a mixed-use zone or an overlay could be developed to address these same issues.

Issues to be considered in zoning ordinance amendments are addressed in the following subsections.

Permit a Broader Range of Mixed Uses



Milwaukie's existing plan includes a "Mixed Use" Comprehensive Plan designation. The plan text states that a range of different uses, including residential, commercial, and office, are allowed and encouraged in this district. It is expected that redevelopment will be required, and that single structures containing different uses will be the predominant building type. The plan notes that at least 50 percent of the floor area within a project must be used for residential purposes. The mixed-use plan district is located to the east of the Central Business District and the spur line (Union Pacific/Southern Pacific Railroad).

Areas that are currently designated for Mixed Use Development are generally zoned R-1-B. This zone permits a wide variety of housing types and small-scale professional and administrative offices. A maximum residential density of approximately 21 units per net acre is permitted with a height limit of three stories. The existing zone does not address ground floor retail uses and there is no reference to a 50 percent residential requirement. The City may want to consider amendments to the Mixed Use District and R-1-B zone to accomplish the following:

- ✓ Permit small-scale retail uses at ground level
- ✓ Relax the requirement that 50 percent of each development include high density residential use
- ✓ Allow higher density residential development (up to 40 or 50 units/acre)
- ✓ Potentially increase the height limit to four to five stories
- ✓ Set minimum densities and floor area ratios
- ✓ Allow shared parking or off-site parking within a certain distance of the development
- ✓ Require design review

Milwaukie's existing Zoning Ordinance includes a Residential - Office - Commercial (R-O-C) zone. This zone permits a broad range of residential, office, and retail and service uses. Commercial uses are permitted on the ground floor only and at least 50 percent of the floor area within a project must be used for residential purposes. A three-story height limit is specified. The Zoning Map does not identify any sites currently zoned R-O-C. This zone could be used to implement the Mixed Use plan designation, and it is not clear why there is a need for both the R-1-B and R-O-C zones.

The Downtown CBD area is largely zoned for CC use. Professional and administrative offices, retail trade and personal service establishments, repair shops, eating establishments, and financial institutions are permitted outright. Drive-in uses and service stations are listed as conditional uses. Residential uses are not listed in the CC zone. The

Downtown CBD is contemplated as a focal point for higher densities and mixed uses within the Regional Center. Higher density residential uses and civic uses should be permitted, particularly in mixed use buildings (Figure 8). Minimum densities and floor area ratios should be specified. Auto-oriented uses should be restricted, particularly in the core retail area along Main Street. It may be appropriate to step-down building heights toward the river, with four-story buildings allowed fronting on Main Street, and two to three-story buildings allowed on the east side of McLoughlin Boulevard and facing the river (Figure 9, p. 25).

Establish Minimum Densities



Milwaukie's existing Zoning Ordinance sets maximum densities for development (units/acre, lot coverage, building heights, etc.) but does not establish minimum densities. The City will need to address the issue of minimum densities, particularly for key opportunity sites and areas planned for more intensive mixed use development. Setting the appropriate minimum density can be a difficult policy choice. Residential densities of 50 units per acre typically require very expensive underground or off-site structure parking. If a minimum density is set too low, key sites may be underutilized or developed prematurely. If the minimum density is set too high, the market may not respond and development may be directed to areas outside of the Regional Center where minimum density restrictions are not in place.

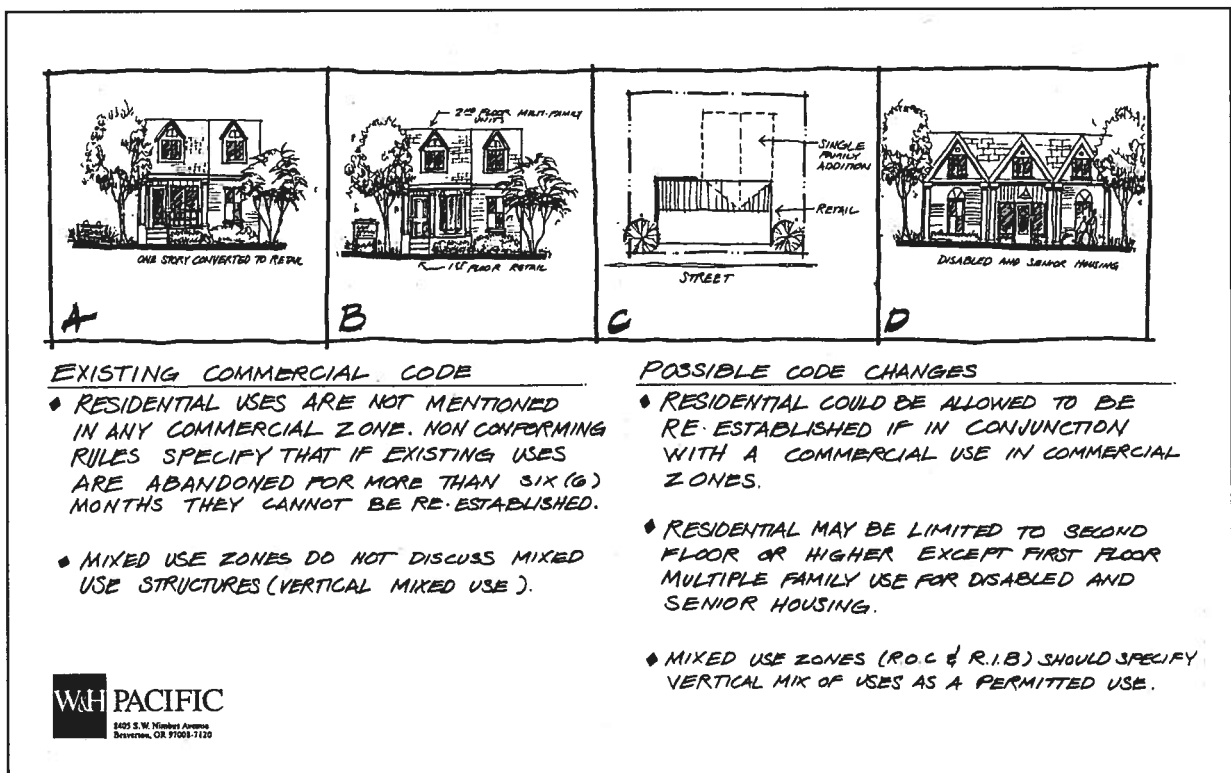


Figure 8: Illustration of Mixed Use Area

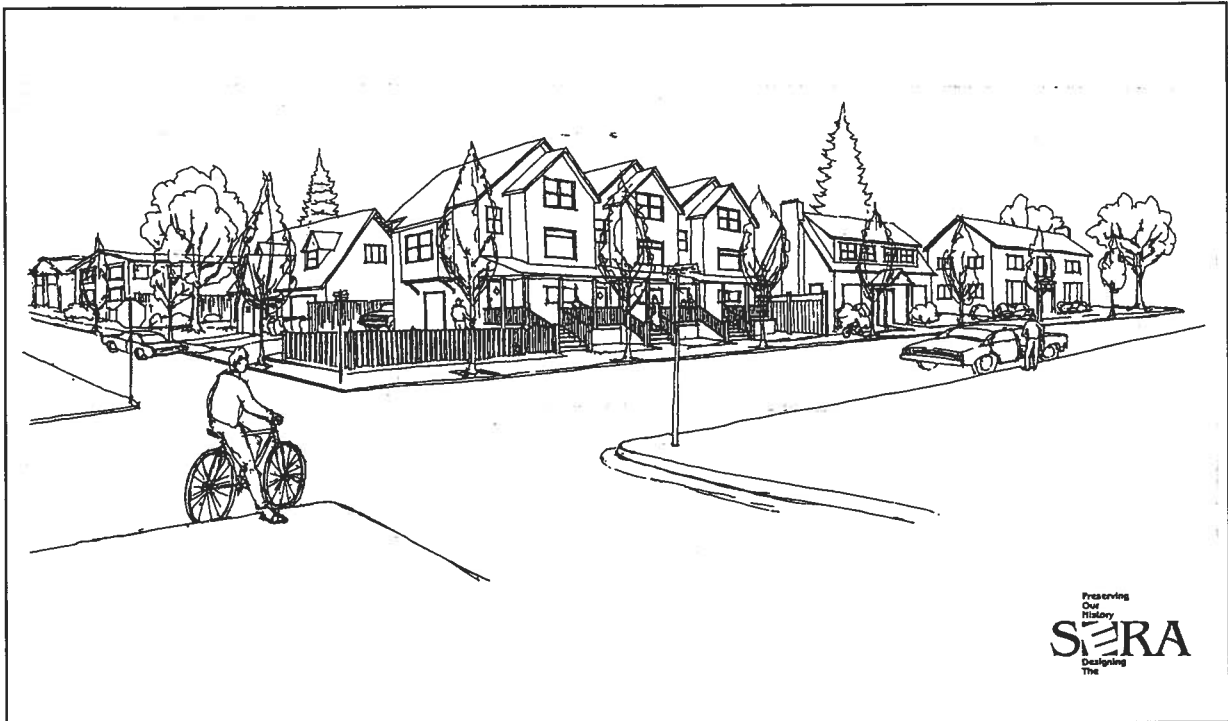


Figure 9: Illustration of Main Street Development

The City may want to evaluate a phase-in of minimum densities. For example, it may make sense to establish base minimum densities and then increase the minimum densities when funding is in place for South/North Light-Rail Transit. Furthermore, Title One of the Functional Plan requires local jurisdictions to establish minimum densities and sets forth a schedule for adoption and a means by which local jurisdictions must measure their progress toward meeting minimum densities.

Establish the Components for Desired Urban Design



Redevelopment and infill in established communities require careful attention to urban design. Milwaukie could establish a design overlay zone to apply to subareas within the Regional Center boundary. As an alternative, design review could be required for all projects over a specified size.

Imposing design review where it is not currently required can have significant time and cost implications for developers, City staff, and review commissions. Many jurisdictions within the region have focused efforts on streamlining the development review process and minimizing discretionary land use reviews. However, a number of jurisdictions have also been sensitive to community concerns regarding the importance of quality design and protection of natural resources to ensure a good fit of new development with established

communities. Figure 10 illustrates potential development in the Regional Center that is sensitive to protection of natural resources.

The Albina Community Plan and the Ten Essentials document have pioneered new techniques to deal with design issues. In Albina, the Ten Essentials document has been very effective in distilling critical design elements to ensure compatible infill development. Although the document provides voluntary guidelines only, they have been widely used and have resulted in positive design changes in the community. This "carrot" approach can avoid a regulatory solution to design.

The Albina Plan also introduced the compatibility standards concept. Supplemental compatibility standards have been adopted for single-dwelling zones, multidwelling zones, mixed use zones, and industrial zones. The compatibility standards are specific and inflexible. They provide an alternative to the design review process and offer certainty and the opportunity to avoid a discretionary review process, which may include hearings and appeals.

The City of Milwaukie should explore the least burdensome technique to implement design objectives important to the community. Several of the options are listed below, ranging from least burdensome (in terms of time, cost and discretion) to most burdensome.

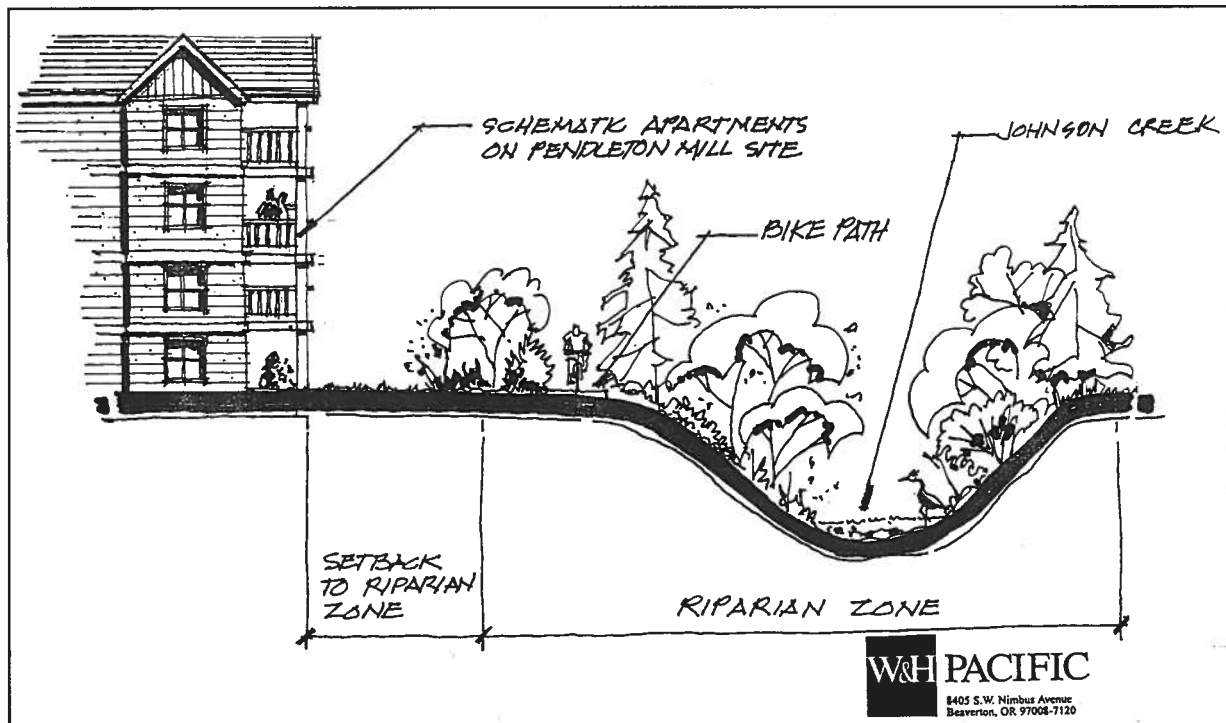


Figure 10: Illustration of Residential High Density Compatible with Natural Resources

- ✓ Base zone standards (applied at building permit plan check)
- ✓ Voluntary design guidelines (Ten Essentials concept)
- ✓ Design district overlay with specific compatibility standards (applied at building permit plan check)
- ✓ Design district with discretionary review based on specific guidelines (may require a Type II staff review or a Type III Design Commission)

New Land Use Categories Will Be Established



The land use categories used for the vacant and redevelopable sites are listed in Table 2.

Land Use Concept

The Conceptual Land Use Plan (Figure 11, page 29) shows the uses and densities assumed for each site to enable the consultants to analyze the degree to which the Plan met Metro 2040 targets, study the transportation impacts of such development, and recommend topics and areas in Milwaukie's land use regulations and policies that may need to be changed. For the most part, the direction from the Working Groups was that areas not designated as vacant or redevelopable land should not be planned for major changes in development type or density.

Planning Principles

The principles used to develop the land use designations are as follows:

- ✓ Intense development occurs in areas with good access and visibility. It is also attracted to areas with natural amenities. For instance, the intense retail, office, and residential development downtown is a response to the public street improvements, the future riverfront park, and future high-capacity transit. Denser development is also shown along Johnson and Spring Creeks, which could be wonderful natural amenities, and along Highway 224, which has good access and visibility.
- ✓ Stable existing residential neighborhoods can be infilled carefully with duplexes, triplexes, and row houses, provided that attention is paid to design compatibility.
- ✓ Opportunities should be provided for people to live and work in the same unit or parcel, as interest in this lifestyle grows.

Table 2: Proposed Land Use Designations

Land Use Type	Uses and Densities	Subareas With Land Use Type	Acres Proposed for Future Land Use Concept
Attached Infill Residential	Duplexes, triplexes, and rowhouses at 12 dwelling units per net acre	Subarea 5	9.6
Multifamily (MF) Residential/Medium Density	Apartments or condominiums at 25 units per acre, usually with surface parking	Subarea 2 Subarea 6	15.7
Multifamily Residential/High Density	Apartments or condominiums at 50 units per acre, requiring underground or off-site structured parking	Subarea 2 Subarea 6	24.4
Mixed Use Residential/Medium Density	Apartments or condominiums at 25 units per acre, usually with surface parking, with limited retail or service uses as secondary uses	Subarea 3	18.2
Mixed Use Residential/High Density	Apartments or condominiums at 50 units per acre, requiring underground or off-site structured parking with limited retail or service uses as secondary uses	Subarea 1 Subarea 4	24.0
Mixed Use Commercial/Low Density	Primarily office and retail uses with an FAR of about 0.25	Subarea 4	0.5
Mixed Use Commercial/Medium Density	Primarily office and retail uses with an FAR of .5 (about 20,000 sq ft of building area per net acre) with dwelling units as secondary uses	Subarea 1 Subarea 2 Subarea 4	12.8
Mixed Use Commercial/High Density	Primarily office and retail uses with an FAR of 1.0 (about 40,000 sq ft of building area per net acre) with dwelling units as secondary uses. In the downtown, the mix of uses may be as much as 50% residential and 50% commercial	Subarea 1 Subarea 2	20.8
Parks and Open Space	Existing or future areas to be protected from future development	Subarea 1 Subarea 3 Subarea 5 Subarea 6	37.9
Office/Retail Opportunity Area	Primarily residential area along Harrison Street in which small-scale commercial development will be encouraged to create a connection between downtown and the 32 nd Avenue/Main Street area	Subarea 2 Subarea 3 Subarea 4	N/A
		Total	163.9

MILWAUKIE REGIONAL CENTER

- Attached Infill Residential
- MF Residential / Medium
- MF Residential / High
- MU Residential / Medium
- MU Residential / High
- MU Commercial / Low
- MU Commercial / Medium
- MU Commercial / High
- Office/Retail Opportunity Area
- Parks and Open Space
- Potential Civic Space
- Existing Zoning
- LD - Lower Density
- MD - Medium Density
- MED.D - Moderate Density
- HD - High Density
- C - Commercial
- C/HD - Mixed Use
- P - Public
- I - Industrial

Land Use Concept Plan

June 11, 1997 

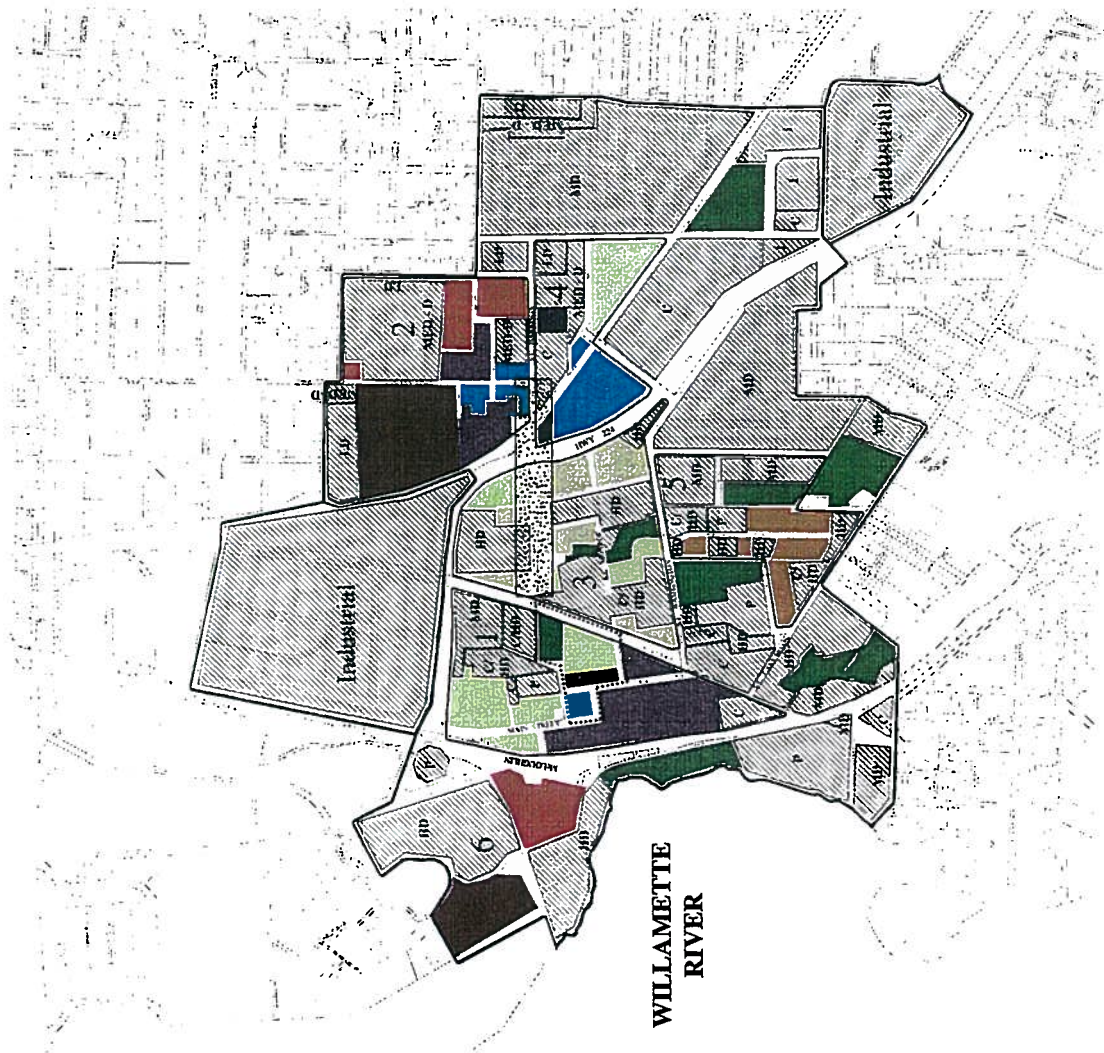


Figure 11: Land Use Concept Plan

Infill and Redevelopment of Existing Uses Will Occur



Because most of the Regional Center is developed with existing uses, redevelopment and infill of smaller sites will be their primary type of development. The Working Groups identified six distinct subareas with specific characteristics and opportunities for redevelopment. In addition to these subareas, the staff and Working Groups identified specific sites that provide immediate or near-term opportunities for redevelopment.

Table 3 lists redevelopment sites compiled by subarea. Each subarea is described in detail in Section 4 of the report, with maps showing the location of all redevelopment sites within each subarea.

Table 3: Projections of Dwelling Units and Jobs to Vacant or Redevelopable Parcels

Subarea and Redevelopment.	New Dwelling Units					Total New Dwell- ing Units		New Jobs			Total New Jobs	
	Site ID No	Gross Acres	Net Acres	High Density	Med. Density	Low Density	Existing Dwelling Units	High Density	Medium Density	Low Density	Existing Jobs	Existing Jobs
Subarea 1												
	1-1	1.6	0.0									
	1-2	4.1	3.1	154			154			46	46	47
	1-3	2.4	1.8	90			90			27	27	27
	1-4	6.2	1.9		23		20	124			124	74
	1-5	0.9	0.5						20		20	20
	1-6	10.4	7.8	156			156	622			622	312
	1-7	2.0	1.5	30			30	120			120	
	Subtotal	27.6	16.6	430	23	0	450	866	20	73	959	479
Subarea 2												
	2-1	6.1	4.6				2	608			608	5
	2-2	1.5	1.1			14	14		45		45	
	2-3	1.7	1.3				16		51		51	19
	2-4	16.7	12.5	626			626	200				
	2-5	0.9	0.8		20		20	3				
	2-6	3.5	2.6					349			349	
	2-7	1.0	0.8						30		30	25
	2-8	4.1	3.1		77		77	6				
	2-9	3.6	2.7		68		68	36				
	Subtotal	39.1	29.5	626	165	14	805	957	126	0	1,083	49

Table 3 (continued)

Subarea and Redevelopment							Total New	Existing			Total		
Site ID No.	Gross Acres	Net Acres	New Dwelling Units			Dwell- ing Units	Dwelling Units	New Jobs			New Jobs	Existing Jobs	
			High Density	Med. Density	Low Density			High Density	Medium Density	Low Density			
Subarea 3													
3-1	1.5	0.5		14		14	1					10	
3-2	1.6	1.2		30		30	1					5	
3-3n	5.0	3.8	188			188	94			56	56	50	
3-3s	4.0	3.0		75		75							
3-4	0.9	0.8		19		19							
3-5	2.7	2.0		51		51	5						
3-6	2.2	1.7		41		41	1						
3-7	2.1	1.6		39		39	4					10	
Subtotal	20	14.6	188	269	0	457	106	0	0	56	56	75	
Subarea 4													
4-1	5.0	3.5	175			175							
4-1	1.0	0.7	35			35							
4-2n	3.0	2.3					46			34	34	50	
4-2 s	4.0	3.0						399			399		
4-3	0.5	0.5						60			60		
4-4	1.0	0.5					8			8	8		
Subtotal	14.5	10.5	210	0	0	210	54	459	0	42	501	50	
Subarea 5													
5-1	0.9	0.8			10	10	2						
5-2	0.5	0.4			5	5	1						
5-3	2.0	1.5			18	18	3						
5-4	3.4	2.6			31	31	9						
5-5	2.2	1.7			20	20	13						
Subtotal	9	7	0	0	84	84	28	0	0	0	0	0	
Subarea 6													
6-1	8.1	4.1		101		101						250	
6-2	4.7	2.4	118			118							
Subtotal	12.8	6.5	118	101	0	219	0	0	0	0	0	250	
Total	123	84.7	1,571	558	98	2,226	453	2,282	146	171	2,599	904	
Total new dwelling units/ jobs with existing dwelling units/ jobs subtracted due to redevelopment.						1,773					1,695		
* 1,695 new jobs with floor space plus 424 new jobs with no floor space yields 3,023 jobs. The net total of new jobs in the Regional Center is 2,119, as noted in Table ES-1, because there are 904 existing jobs to subtract from the projection. Note: Home occupations are not included in these calculations. Metro employment data show that 3 percent of employment in Milwaukee is home-based.													

Table 4 (page 32) provides more details about jobs with and jobs without floor space breakdown.

Table 4: Metro Functional Plan Employment Targets Analysis

Milwaukie Targets by Category (2017)	New Jobs (Total)	Jobs with Floor Space	Jobs with No Floor Space (20% Total)
Mixed Use (MU) Areas (Regional Center)	6,444	5,155	1,289
Remainder of Milwaukie	1,034	827	207
Total Milwaukie	7,478	5,982	1,496
Regional Center Master Plan (Projections (Table 3)	2,119	1,695	424
Percent MU Achieved in Regional Center Master Plan	33%	33%	33%
Number Remaining—MU	4,325	3,460	865
Number Remaining—Rest of city	1,034	827	207
Total Remaining	5,359	4,287	1,072
Note: An overestimation of land needed to support employment will occur if part-time and shift workers are treated as regular employees. Therefore, a 20% allowance is made for those jobs that do not require additional floor space. State Bureau of Economic Analysis statistics show that 20% of the full-time workers do not work a regular daytime shift, and nearly 9% of Oregon workers hold more than one job. Also, these figures do not consider the rising trend in telecommuting.			

Economic Development Strategies Will Be Focused



Public/private partnerships that have been applied elsewhere and could be considered for Milwaukie are widely varied and could include the following:

- ✓ Infrastructure (e.g., upgrading of Regional Center water, sewer, private utility, and/or transportation, including parking infrastructure if needed).
- ✓ Property assembly and publicly owned land available at reduced costs (for projects meeting clearly specified Regional Center objectives).
- ✓ Financial underwriting (a portion or all of a demonstration project's costs with below market rates and terms).
- ✓ Technical assistance (e.g., providing or funding services to illustrate the design, market, and financial feasibility of higher density projects).
- ✓ Development of an Urban Renewal Agency and Urban Renewal Plan to provide tax increment financing that will enable the City to implement the above actions.

Transportation Improvements and Policy Changes Will Be Made ---

Recommended Roadway Network

With higher densities and concentrated traffic demand occurring in several areas of Milwaukie, some additional transportation improvements outside those identified in the Milwaukie Transportation System Plan may be required. The Milwaukie Regional Center Master Plan will focus additional traffic in and around Highway 99E south of

Harrison Street, Highway 224 Harrison Street, Highway 224 at Oak Street, and

Highway 224 at 37th Avenue. Recommended improvements to meet the future traffic demand are detailed in the subarea chapters in Section 4.

- ✓ All recommended street improvements shown in the Milwaukie Transportation System Plan should be constructed prior to the 2015 forecast year. This includes a study of the widening or grade separation of Highway 224 as described in the Milwaukie TSP.

Recommended Bicycle Facilities



The number of parking spaces required for the commercial/office area was reduced by approximately 325 spaces due to the projected increase in transit, pedestrian, and bicycle trips associated with the Milwaukie Regional Center plan compared to the existing mode split. In addition, opportunities for shared parking exist among the mix of residential, office, and recreational developments and can be reviewed at the time of the site plan review, which may further reduce the number of required parking spaces (Figure 12, page 34).

- ✓ Design any arterial or collector roadway improvement within the Regional Center to accommodate bicycle lanes.
- ✓ Consider narrow travel lanes on local streets within the Regional Center to allow construction of a minimum-width bicycle lane where the bicycle route provides connectivity of the system between residential and commercial area.
- ✓ Construct a bikeway on Harrison Street - Highway 99E to 42nd Avenue.
- ✓ Construct bicycle lanes on Lake Road.

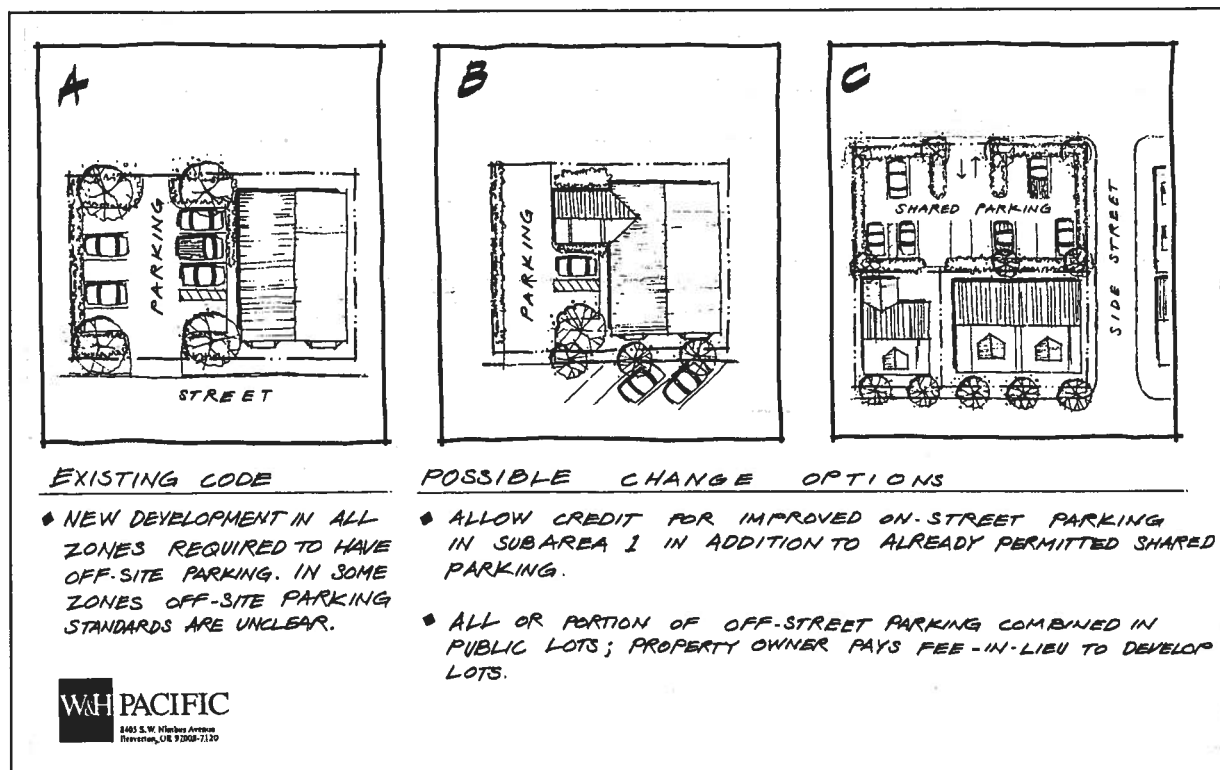


Figure 12: Illustration of Potential Parking Solutions

Recommended Pedestrian Facilities



Pedestrian facilities are an important part of the future Regional Center's infrastructure. Analysis of future travel habits shows that more people will choose to walk under the development scenario for a Regional Center with increased residential densities and employment opportunities. This analysis is detailed in Section 5 of this document. The following list provides specific suggestions to improve the existing pedestrian facilities.

- ✓ Sidewalks within established neighborhoods must be compatible with the neighborhood (i.e., sidewalk width and street width may both be compromised or one side only).
- ✓ A striped pathway may be an interim standard to provide a safe walking path on the edge of pavement where right-of-way is not attainable along a local street.
- ✓ Sidewalks and the upgrade of crosswalks must be completed with adjacent development.
- ✓ Upgrade the pedestrian crossings at high volume roadways as a top priority.
- ✓ Any arterial or collector roadways that are improved in Milwaukie, and in particular within the Regional Center, should automatically include sidewalks in the design.

Recommended Parking Strategies



The estimated parking requirements outlined in Chapter 5 (Table 26) were based on the existing City of Milwaukie Parking Code. Compliance with Metro's Functional Plan, however, may reduce the City's parking maximums due to Milwaukie's location in the Metro Growth Management Functional Plan's Zone A for parking requirements.

Further studies will examine the assumptions and methods by which parking demand is projected. In addition, more detailed examination of parking assumptions in the various subareas will change the overall projections in Table 26.

- ✓ An overall parking strategy should be developed for each subarea within the Milwaukie Regional Center at the initial development phase.
- ✓ Parking structures should be considered in Subareas 1, 2, and 4 and in the areas adjacent to (south of) Highway 224.
- ✓ Shared parking opportunities must be explored as development occurs. Such opportunities exist with office/commercial and adjacent park, recreation, church, or other type facility (Figure 12).
- ✓ Residential parking requirements and shared opportunities with adjacent developments must be identified and implemented during the site plan review phase.
- ✓ Parking maximum ratios in the Regional Center must match the Functional Plan standards (see Chapter 5, Table 27).

Summary of Implementation Items

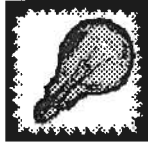
The implementation or action items are summarized in Table 5. The table summarizes actions and results by short-, medium-, and long-term timing. A key factor in the implementation phasing is the subarea concept described earlier. The following summary provides an outline of the major topic areas and the actions recommended in the Regional Center Master Plan.



Urban Design implementation could include creating base zone standards, using voluntary design guidelines, applying a design district overlay with specific compatibility standards, and/or creating a design district with discretionary review based on specific guidelines.



Land Use policy action items include permitting a broader range of mixed uses, establishing minimum densities, and implementing a design or development review process within the Regional Center.



Infill and Redevelopment Opportunities exist in specific subareas, as described in detail in Section 4 of this report. Within these subareas, there are specific sites that could be developed with assistance by City incentives and are ready for immediate action.



Economic Development Strategies include infrastructure improvements; property assembly and land price reductions by the City, as well as financial underwriting, and technical assistance.



Transportation strategies include new projects and policies for vehicular, pedestrian, and bicycle circulation as well as parking. Much of the transportation policies and projects are analyzed in concurrent studies such as the Milwaukee Transportation System Plan and the Lake Road Multi-modal Connections Plan.

Table 5: Actions and Results

ACTION ITEM BY TOPIC (SHOWN BY □)	SHORT TERM (5 YR)	MEDIUM TERM (10 YR)	LONG TERM (20 YR)	RESULTS OF ACTIONS (SHOWN BY ○)
URBAN DESIGN				
Develop Design Review guidelines or standards	○ □	○	○	Compatible development blends into neighborhoods.
Establish Design Review Board	○ □	○	○	New process does not add significant time to development review.
Apply Design review to specific redevelopment sites	○ □	○		New projects provide examples of good design for other developers.
Apply Design Review to Regional Center subareas	□	○	○	Appropriate guidelines provide compatible infill and redevelopment.
Revisit urban design guidelines/standards.		○ □	○ □	Design Review guidelines and processes are changed as needed.
Work with North Clackamas School district work to improve the function of the playing fields in Subarea 5 so they function as athletic fields for the district and meet open space needs of the community as the area densifies	○ □			Existing open spaces shared by students and residents.
LAND USE				
Adopt Regional Center Master Plan as ancillary document to Comprehensive Plan (RCMP).	○ □			Code changes and rezones can take place immediately if they are consistent with adopted plan.
Revise Comprehensive Plan Text to incorporate RCMP policies, data, and maps	○ □			Functional Plan requirements for code changes are met and development can occur.
Analyze progress towards Metro Functional Plan target numbers	○ □	○ □	○	Functional Plan review requirements are met, appropriate actions taken to correct.
Review Station Area and Main Street design types in accordance with Metro 2040 plan; revise zoning ordinance standards as necessary	○ □	○ □	○ □	Functional Plan review requirements are met, appropriate actions taken to correct.
INFILL AND REDEVELOPMENT				
Create new or amend existing Zoning Ordinance to improve mixed use zone and higher density residential/commercial uses	○ □	○		Development proceeds under increased densities and lack of obstacles to "smart development."
Rezone selected high priority sites	○ □			Priority sites rezoned by City without owner costs make sites more attractive to develop.
Apply new land use zones to appropriate areas within subareas	□	○		Infill and redevelopment occurs in selected areas in subareas.
Review land use concept and development activity on high priority sites		○ □	○ □	Functional Plan review requirements are met, appropriate actions taken to correct.
Review land use concept and development activity in subareas		○ □	○ □	Functional Plan review requirements are met, appropriate actions taken to correct.

Table 5: (continued)

ACTION ITEM BY TOPIC (SHOWN BY □)	SHORT TERM (5 YR)	MEDIUM TERM (10 YR)	LONG TERM (20 YR)	RESULTS OF ACTIONS (SHOWN BY ○)
ECONOMIC DEVELOPMENT				
Study infrastructure and utility needs of Regional Center for future development (sewer, water, stormwater)	○ □	○	○	1) Improvements are identified and funding strategies put into place to provide adequate services. 2) Sewage treatment plant moved. All systems have capacity for new development.
Assemble specific properties for projects meeting Regional Center objectives	□	○	○	Developers seek out Milwaukie as a place to try new market concepts.
Provide financial underwriting of all or part of demonstration project to encourage appropriate types of development		○ □	○	Developers seek out Milwaukie as a place to try new market concepts.
Retain an economic development coordinator; provide some or part of technical assistance to illustrate the design, market, infrastructure requirements, and financial feasibility of projects	○ □	○		Developers seek out Milwaukie as a place to try new market concepts
TRANSPORTATION				
Support light rail or rapid transit through Milwaukie	□	○	○	Light rail or rapid transit enables travelers to get to and from Regional Center more efficiently.
Designate Station Areas around light rail and rapid transit stations	□	○	○	Density is increased around transit stations.
Prioritize Transportation Improvements in Regional Center <i>not</i> already in TSP	□	○	○	Funding sources are identified and sought for key Regional Center projects.
Develop and implement a funding source for Regional Center transportation improvements.		○ □	○	Transportation improvements are constructed and new pathways for pedestrians and bicyclists created.
Work with ODOT to complete the McLoughlin Boulevard Feasibility Study and implement recommendations	□	○	○	Subarea 1 and riverfront have good pedestrian connections and visual.
Amend parking standards in Zoning Ordinance as recommended	○ □	○		Shared parking allows for more efficient use of land. Functional Plan (Title 62) Compliance.
Facilitate a local improvement district or fee-in-lieu of parking to create centrally located parking lots	□	○	○	Parking in Subarea 1 remains available for retail customers, residents, and employees; long-term parking garage is built.
Consider location and funding mechanisms for a parking structure in Subarea 1		○ □	○	Floor area ratios of 1:1 are achieved without structured parking underneath.
Review Station Area and Main Street design types in accordance with Metro 2040 plan; revise road standards as necessary		□	○	Street standards are amended to allow skinnier streets; pedestrian environments are enhanced to support these intensely developed and walked areas.

4. Subareas – How Will the Regional Center Affect Specific Areas?



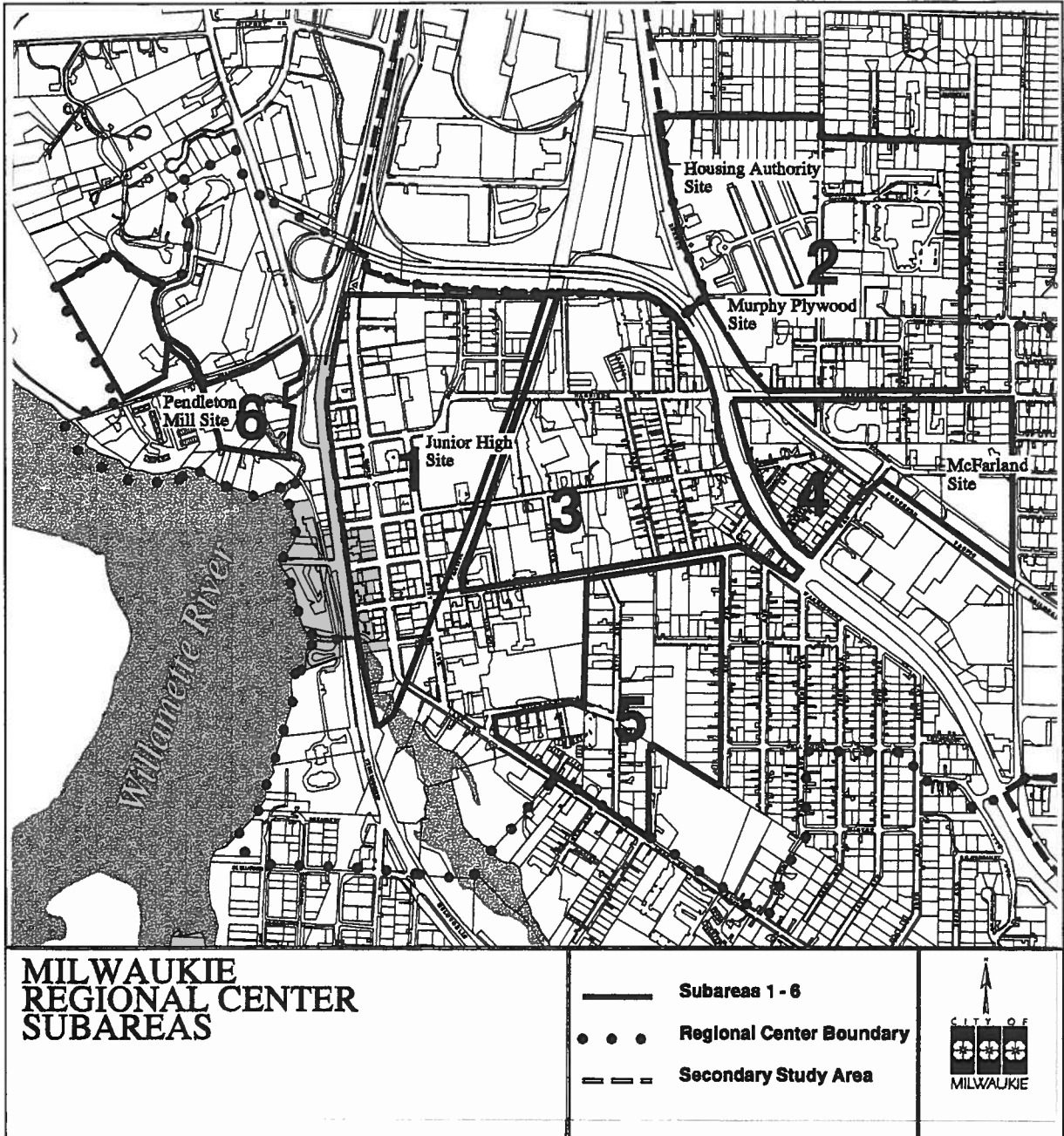


Figure 13: Regional Center Subareas and Key Redevelopment Sites

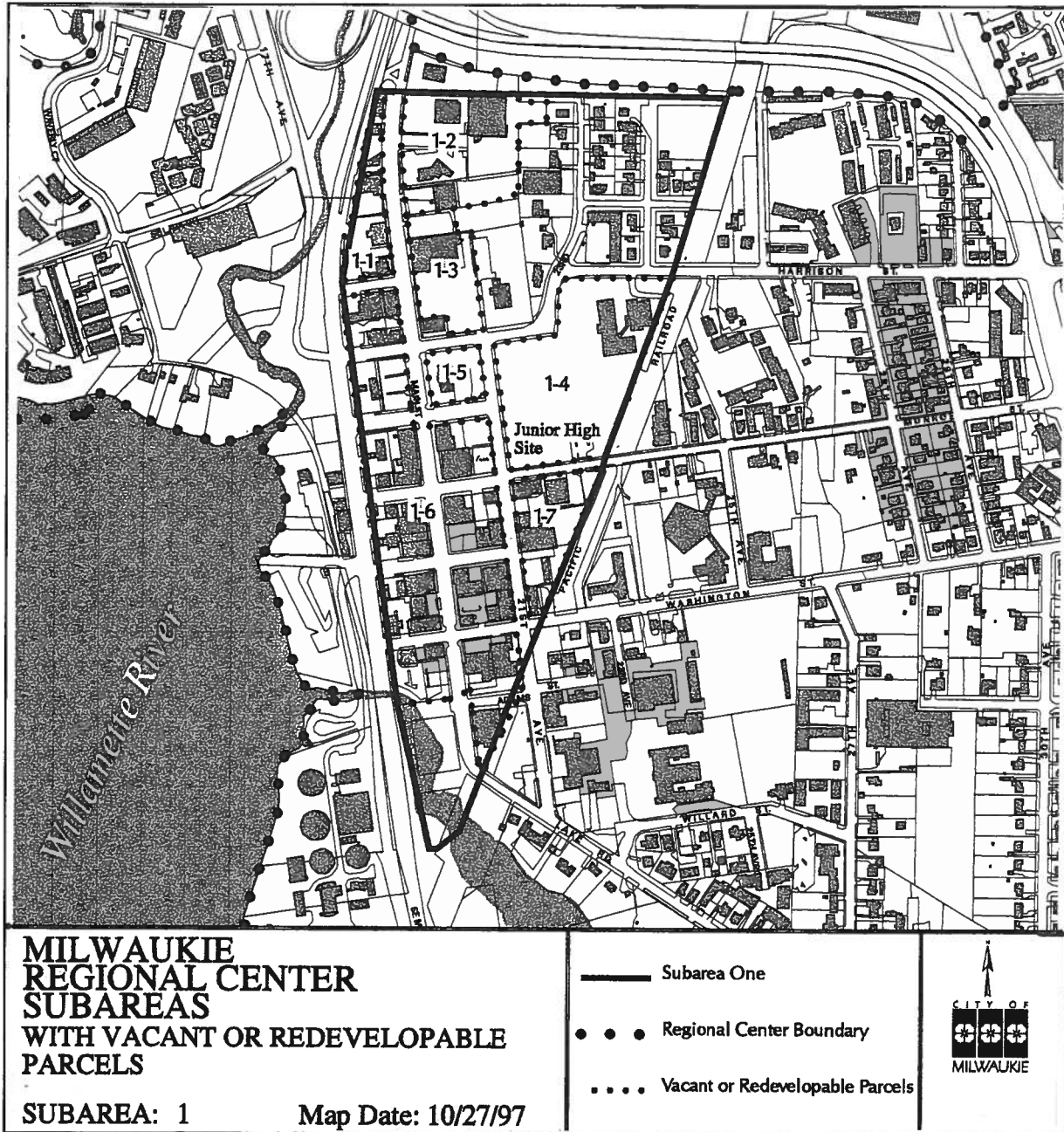


Figure 14: Subarea 1 Redevelopment Sites

Existing Conditions and Vision

It is anticipated that the highest densities and greatest mixture of land uses will be targeted to this subarea.

In Subarea 1, Highway 224, McLoughlin Boulevard, and the spur railroad tracks (Union Pacific/Southern Pacific) provide distinct boundaries to define the Central Business District. It is anticipated that the highest densities and greatest mixture of land uses will be targeted to this subarea. Storefront retail uses should be focused along Main Street. Three- to four-story buildings should be allowed along the Main Street frontage (Figure 15), with retail/service uses required or encouraged at street level. Uses for the traveling public, including hotel and motel accommodations, should be encouraged.

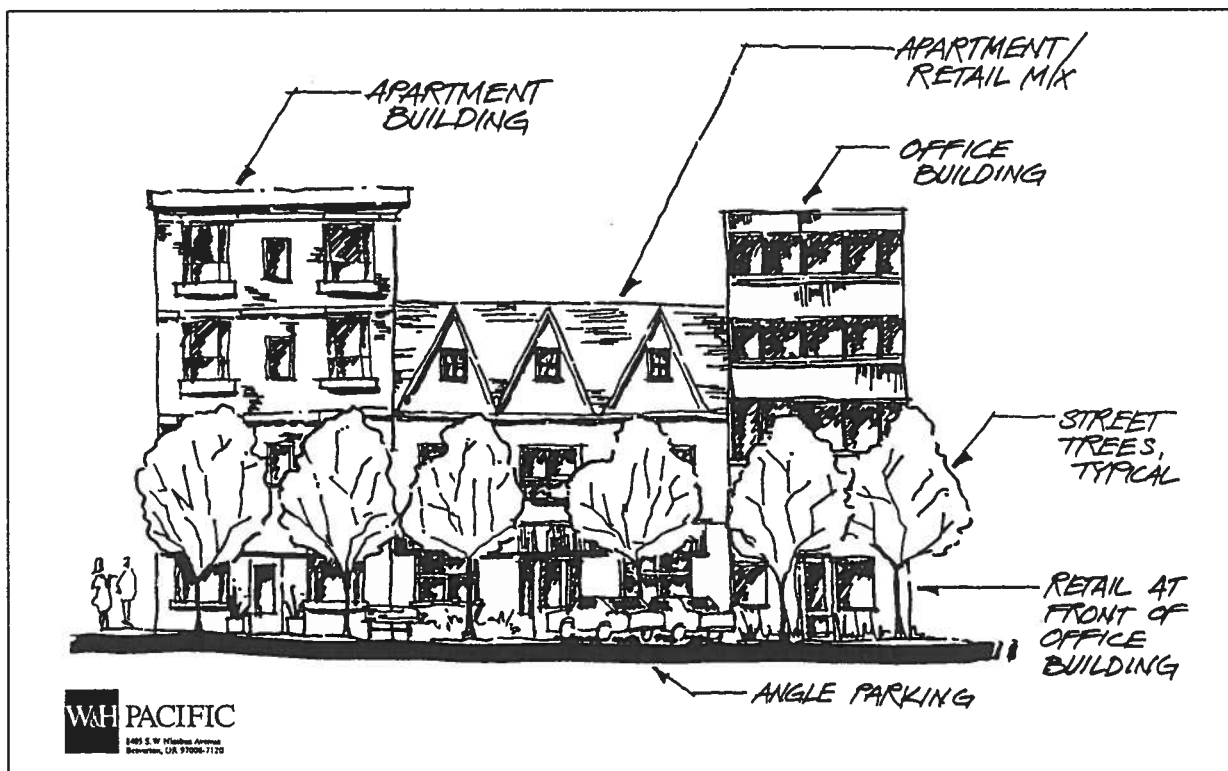


Figure 15: Illustration of Mixed Use in Downtown Area

Civic uses should also be encouraged to locate within Subarea 1 (Figure 16). Higher density residential and higher intensity office uses should be permitted, and lower intensity uses (e.g., auto-related, storage) should be restricted. *The Economic Development Assessment* (E.D. Hovee and Company, June 1997) states that there are 104 employers in this subarea with a total of almost 700 employees. Sixty-five percent of the employers are service sector firms, and 31 percent provide retail services.

Linkages of Subarea 1 to the Riverfront should be emphasized. Building heights should be "stepped down" from the downtown CBD toward the river. Two- to three-story buildings should be permitted along the east side of McLoughlin Boulevard. The northerly portion of this subarea should be oriented to the light-rail/transit station and allow high density residential and/or office uses with support commercial/retail. The Safeway site is available for redevelopment in connection with the above uses.

The Milwaukie Junior High School Site occupies a key location within Subarea 1. The school district plans to sell this property (current R-1-B zoning), and community interest in the site and buildings is strong. The City may want to be proactive and try to work with the North Clackamas School District, a developer, and community groups to prepare a coordinated master plan for the site. Uses to consider in developing a master plan include open space, high-density residential, ground floor retail, public plaza and cultural attractions, and retail uses on the street level on the site along SE 21st Street.

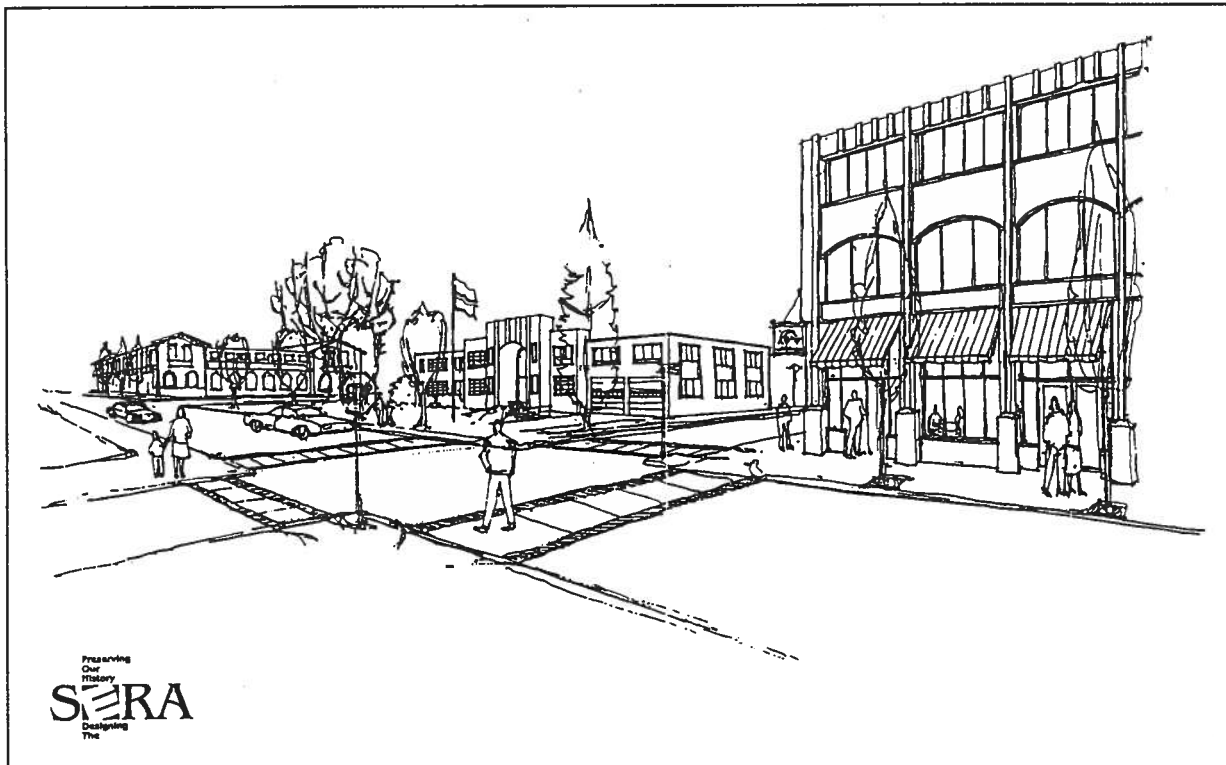


Figure 16: Illustration of Pedestrian Activity

Working Group Recommendations Applicable to this Subarea

The Working Groups identified the area around the Junior High School as significant for the "Civic Area" that exists and could be expanded in the future. The city hall, central fire station, and library are all located within blocks of each other, creating the potential for a civic square to be developed further. Other applicable recommendations from the Working Groups included:

- ✓ New mixed use and commercial/residential zones include a floor area ratio (FAR) of 1:0.5 to 1:2.0 (for each square foot of commercial, a minimum of .5 square foot of residential would be required and up to 2 square feet of residential would be permitted as a "right" of the zone).
- ✓ The Junior High School redevelopment site should include both open space and high density.
- ✓ New Zoning Ordinances for mixed use commercial/residential should recognize that adequate parking is an important element of livability and should consider the following:
 - Angle parking where street rights-of-way are wide enough
 - Shared or head-in parking where feasible
 - Short- and long-term parking
 - Structure parking that hides the mass of the structure by placing it in the middle of a block, by requiring commercial/retail at street level, and limits size
 - Smaller parking lots that are landscaped with trees, bushes, and sidewalks
 - Underground/below-grade parking for new development
 - Identified minimum and maximum parking spaces
 - Bicycle lanes and parking
- ✓ Commercial/residential mixed use ordinances should provide for a diversity of housing that will meet the needs of an aging population.
- ✓ Special landscaping and open space requirements, perhaps a public plaza, should be incorporated in the Master Plan for the area adjacent to the Junior High School building, and more general sensitivity and ordinance provisions for landscaping for certain infill sites (1-2, 1-3, 1-4, and 1-7).
- ✓ High density residential should be built on redevelopment sites 1-1, 1-2, and 1-3.
- ✓ Appropriate sites in the northern industrial area (secondary study area) should be analyzed for rezoning that would permit mixed use and higher density housing developments.
- ✓ Rights-of-way with the highest traffic volumes should receive pedestrian and bike improvements first. The priority areas are:

- McLoughlin Boulevard crossings at Harrison, Monroe, and Jefferson Streets
- Harrison Street corridor between McLoughlin Boulevard and 42nd Avenue
- Pedestrian crossings at railroad tracks
- Special multi-modal district encompassing an area bounded generally by the intersection at Harrison and 32nd Avenue south to Oak Street, west across Highway 224 to Washington Street, north to Harrison Street, and east across Highway 224 to 32nd Avenue.

Existing and Future Land Uses

Present and future zoning in Subarea 1 is outlined in Table 6 and shown in Figure 17 (page 45).

Table 6: Existing and Future Zoning/Land Use Concept for Subarea 1

Existing Zoning Districts		Acres
Moderate Density Residential (R-5)		4.8
High Density Residential - Business - Office - Commercial (R-1-B)		12.5
General Commercial (C-G)		5.0
Limited Commercial/McLoughlin Overlay (C-L/MC)		4.6
Central Commercial (includes McLoughlin Overlay area) (CC and CC/MC)		14.4
Right-of-Way		15.0
Total		56.3
Future Land Use Concept		Acres
Mixed Use Residential/High Density		12.7
Mixed Use Commercial/Medium Density		1.4
Mixed Use Commercial/High Density		12.6
Parks and Open Space		2.0
Total Acres Proposed for Future Land Uses		28.7

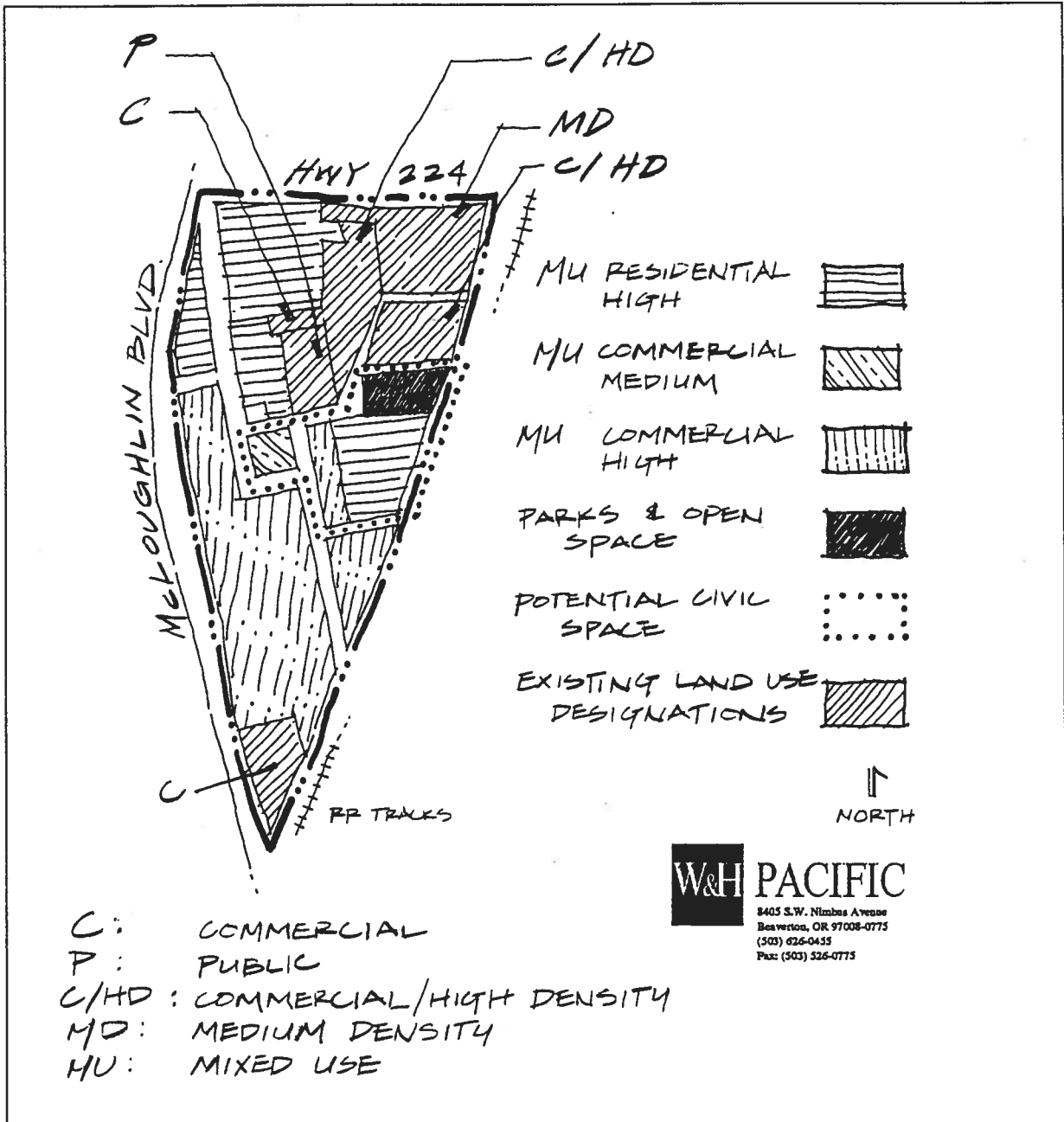


Figure 17: Subarea 1 with Land Use Concept Plan

Implementation Items

Urban Design



- ✓ The R-1-B zone to the east of the CBD permits a broad range of uses. However, the CC zoning applied to the CBD does not provide for mixed commercial/ residential uses.
- ✓ The existing zoning ordinance does not include any provisions for "minimum" residential densities or minimum floor area ratios for nonresidential uses. As mentioned under the Comprehensive Plan discussion, maximum densities may be lower than needed to meet regional density targets.
- ✓ The Zoning Ordinance does include provisions for density bonuses and density transfers to preserve sensitive lands.
- ✓ The City will need to review consistency of the parking standards in Section 500 of the Zoning Ordinance, with the new regional parking ratios included in the Urban Growth Management Functional Plan.
- ✓ The Downtown CBD area is largely zoned for CC. Professional and administrative offices, retail trade and personal service establishments, repair shops, eating establishments, and financial institutions are permitted outright. Drive-in uses and service stations are listed as conditional uses. Residential uses are not listed in the CC zone. The Downtown CBD is contemplated as a focal point for higher densities and mixed uses within the Regional Center. Higher density residential uses and civic uses should be permitted, particularly in mixed use buildings. Minimum densities and floor area ratios should be specified. Ground-floor retail uses should be encouraged, particularly in the core retail area along Main Street. Auto-oriented uses should be restricted. It may be appropriate to step-down building heights toward the river, with four-story buildings fronting on Main Street, and two- to three-story buildings allowed on the east side of McLoughlin Boulevard and facing the river.

Land Use

Future land uses in Subarea 1 are identified in Table 7 (page 47).

Subarea 1

Table 7: Land Use Concepts for Subarea 1

Land Use Type	Uses and Densities	Subareas With Land Use Type
Mixed Use Residential/High Density	Apartments or condominiums at 50 units per acre, requiring underground or off-site structured parking with limited retail or service uses as secondary uses.	Subarea 1 Subarea 3 Subarea 4
Mixed Use Commercial/Medium Density	Primarily office and retail uses with an FAR of .5 (about 20,000 sq ft of building area per net acre) with dwelling units as secondary uses.	Subarea 1 Subarea 2 Subarea 4
Mixed Use Commercial/High Density	Primarily office and retail uses with an FAR of 1.0 (about 40,000 sq ft of building area per net acre) with dwelling units as secondary uses. In the downtown, the mix of uses may be as much as 50% residential and 50% commercial.	Subarea 1 Subarea 2

Infill and Redevelopment Opportunities

Redevelopment sites in Subarea 1 are listed in Table 8.

Table 8: Redevelopment Potential for Subarea 1

Subarea and Redevelopment Site ID No.				New Dwelling Units			Total New Dwelling Units	Existing Dwelling Units	New Jobs			Total New Jobs	Existing Jobs
	Gross Acres	Net Acres	High Density	Med. Density	Low Density				High Density	Medium Density	Low Density		
1-1	1.6	0.0											
1-2	4.1	3.1	154				154				46	46	47
1-3	2.4	1.8	90				90				27	27	27
1-4	6.2	1.9		23			20		124			124	74
1-5	0.9	0.5								20		20	20
1-6	10.4	7.8	156				156		622			622	312
1-7	2.0	1.5	30				30		120			120	
Total	27.6	16.6	430	23	0	0	450	0	866	20	73	959	479
Note: Home occupations are not included in these calculations. Metro employment data show that 3 percent of employment in Milwaukee is home-based.													

Economic Development Strategies



- ✓ Prepare an economic development strategy to assist development of the urban design and land use elements of the Regional Center Master Plan. Economic development items could include property assembly by the City, as well as financial underwriting and technical assistance.

Transportation



- ✓ Evaluate the right-turn lane (eastbound to southbound) from 17th Street to Highway 99E (Figure 18, page 49). The analysis should include redirecting 17th Avenue traffic destined to/from the Sellwood Bridge to the Highway 99E/Tacoma interchange.
- ✓ Continue to evaluate removal of parking along west side of Highway 99E from Jackson Street to Washington Street.
- ✓ Develop textured pedestrian crossing treatment on McLoughlin Boulevard at the existing two signal locations.
- ✓ Develop an overall parking strategy for each subarea within the Milwaukie Regional Center at the initial development phase within each sector.
- ✓ Consider parking structures in Subareas 1, 2, and 4 and in the areas adjacent to (south of) Highway 224.
- ✓ Explore shared parking opportunities as development occurs. Such opportunities exist with office/commercial and adjacent park, recreation, church, or other type facility (Figure 19, page 50).
- ✓ Consider no parking requirements for studio apartments.
- ✓ Change current parking standards to match Metro's Functional Plan.

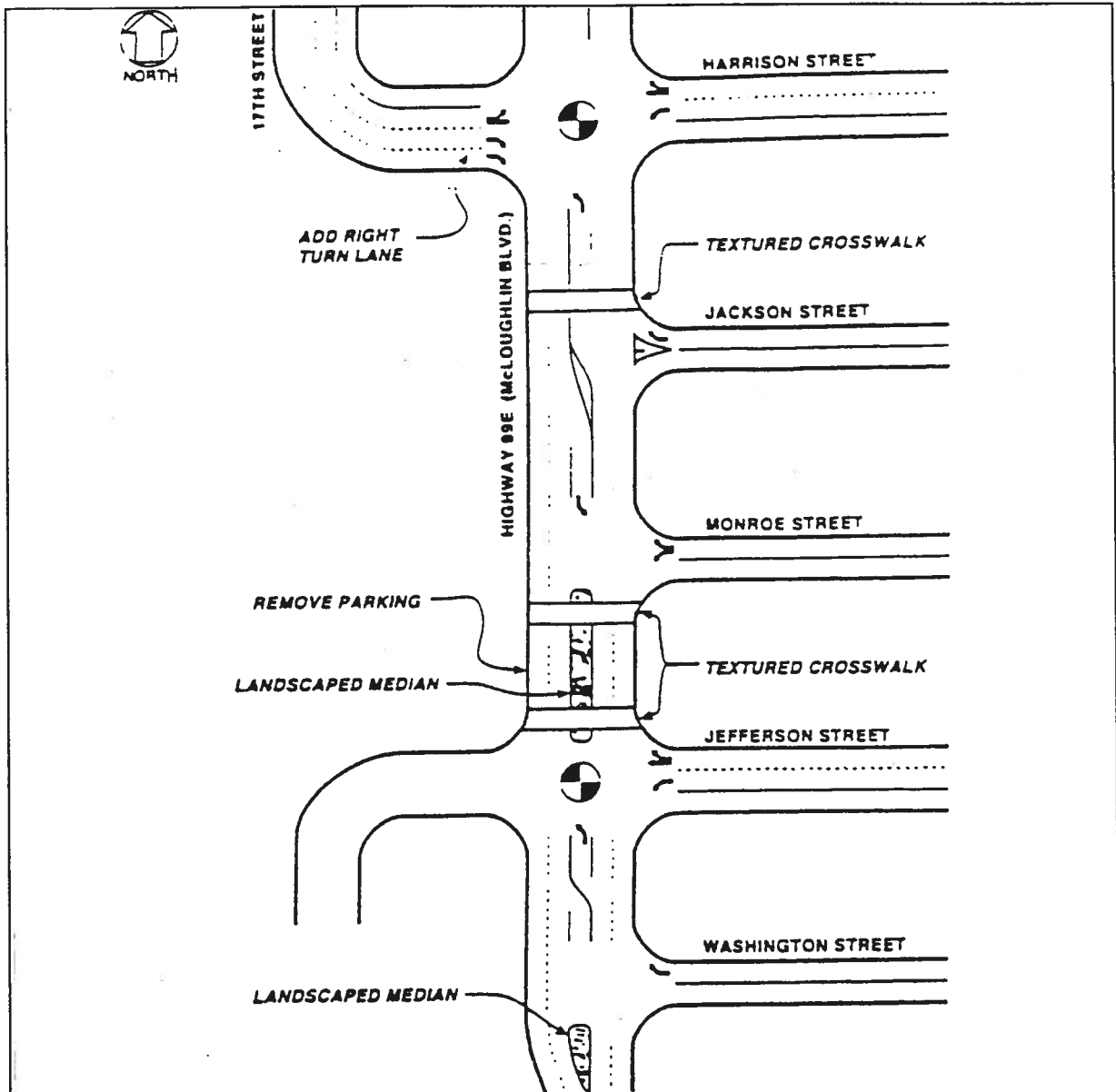


Figure 18: Suggested Improvements to Highway 99E

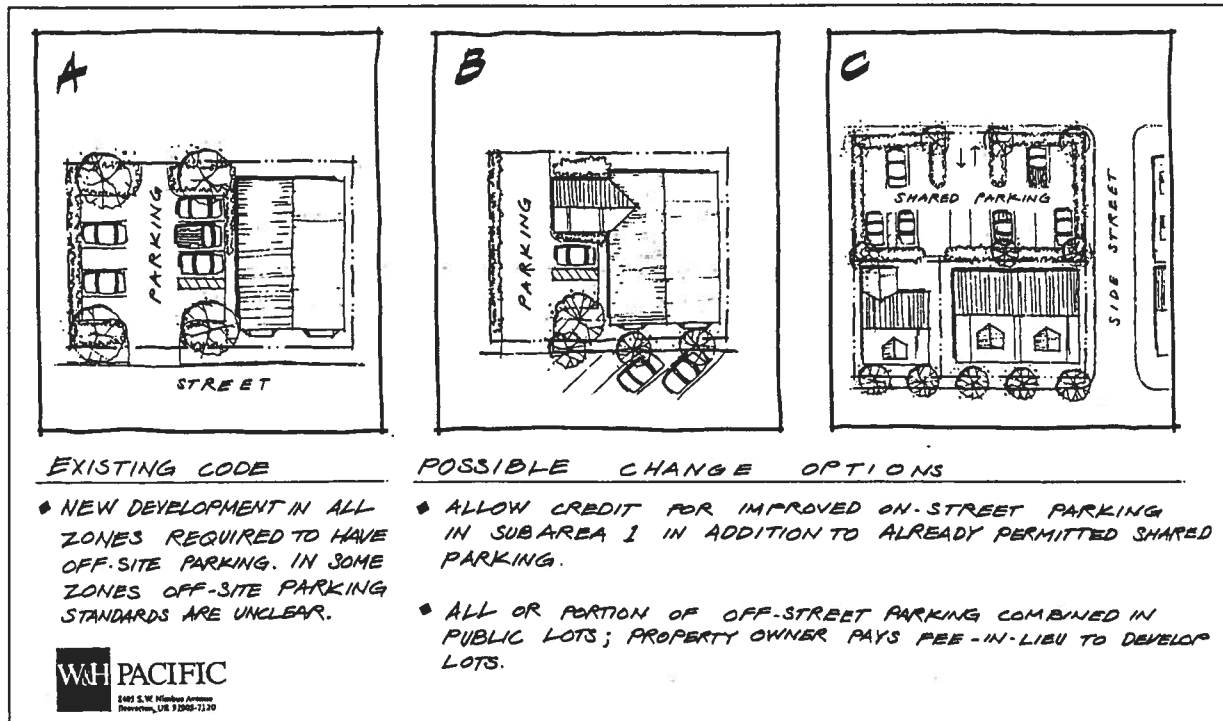


Figure 19: Strategies for Shared Parking

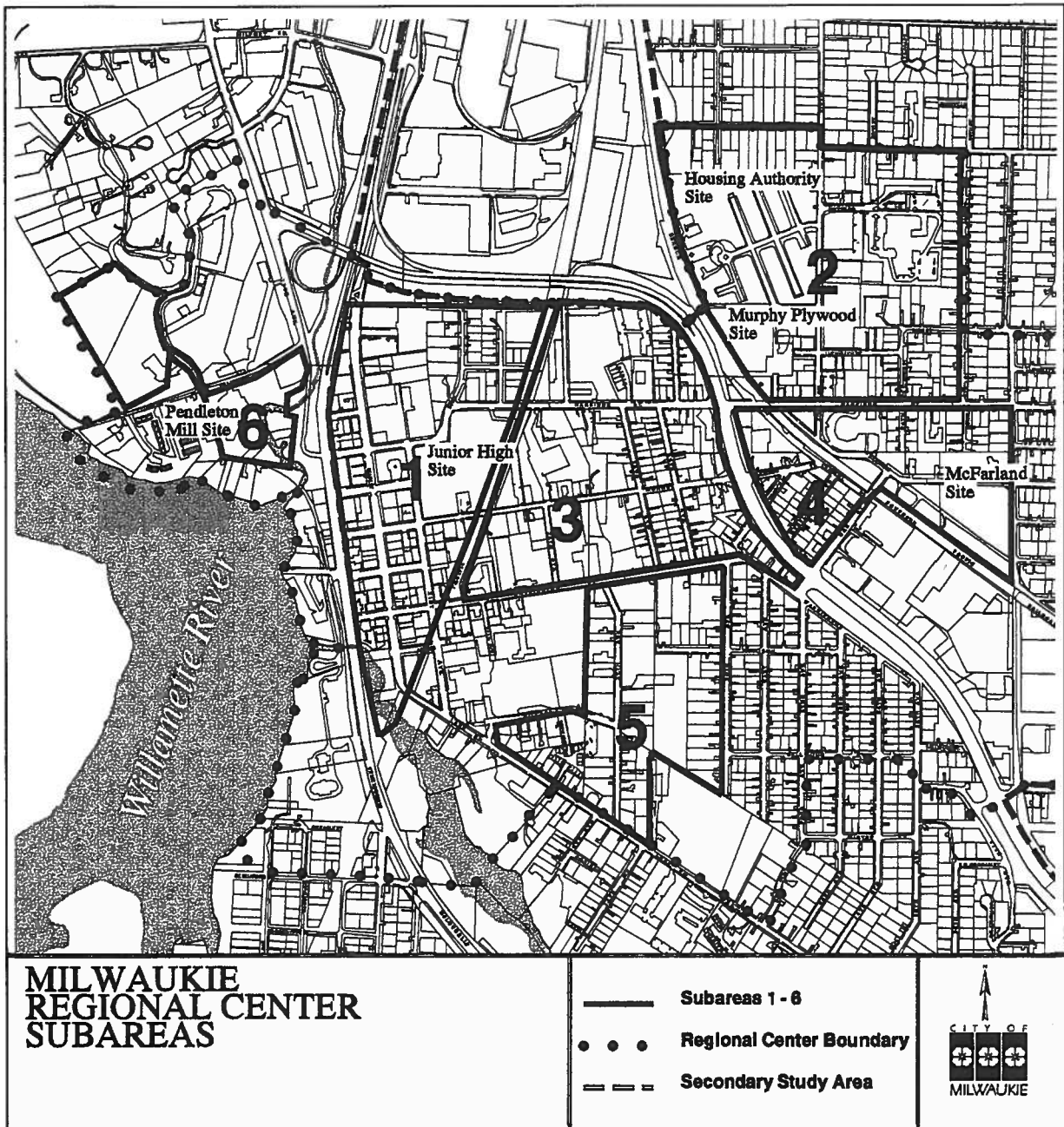


Figure 20: Regional Center Subareas and Key Redevelopment Sites

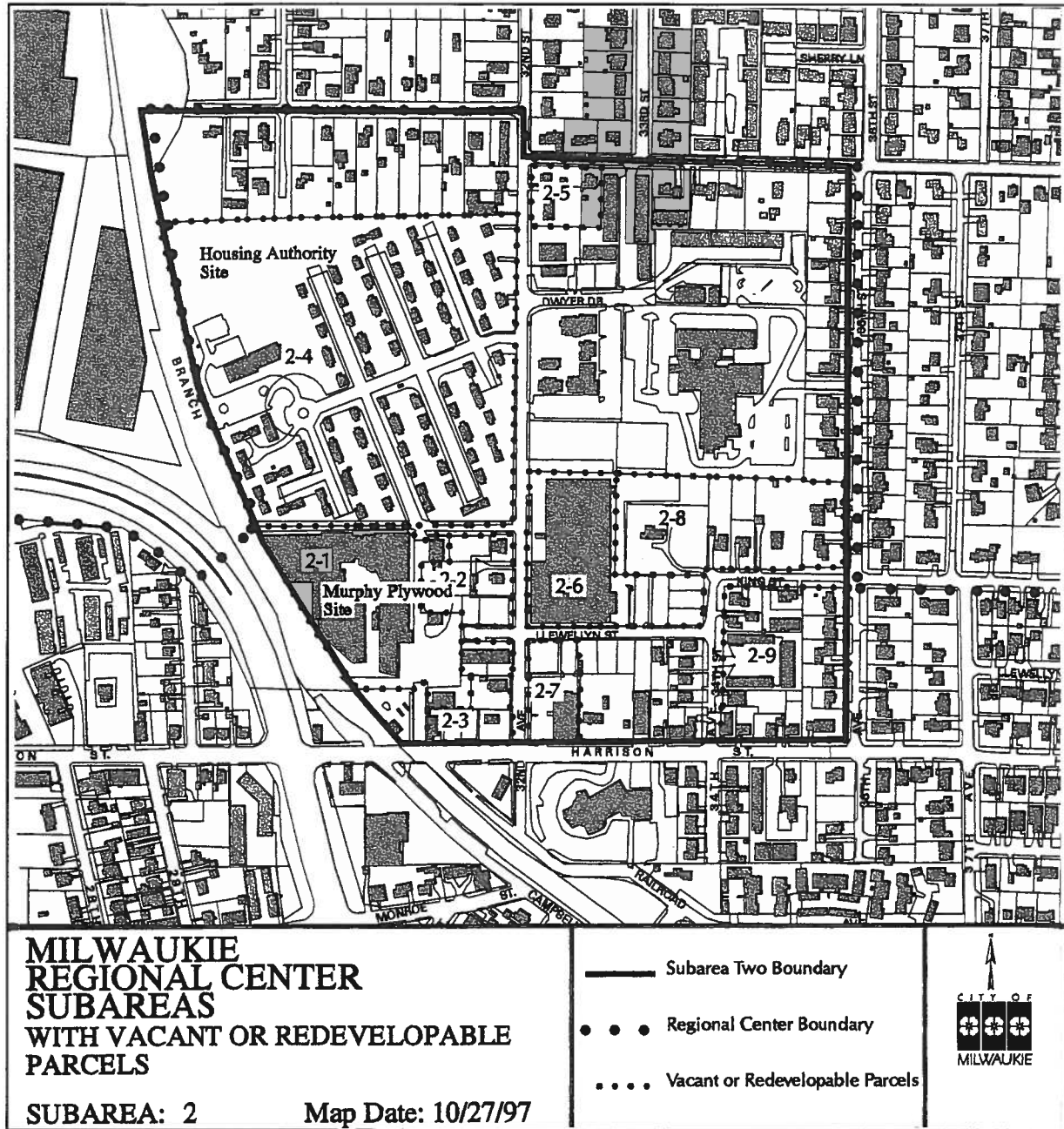


Figure 21: Subarea 2 Redevelopment Sites

Existing Conditions and Vision

It is anticipated that Subarea 2 will have a primarily institutional/ employment emphasis shaped by the presence of the hospital and access and visibility to Highway 224 and South/North Light-Rail Transit (planned). *The Economic Development Assessment* (E.D. Hovee and Company, June 1997) states that there are 13 employers in the area with a total job base of 466. Providence Milwaukie Hospital is the largest employer with 370 employees. Health-care-related employers account for 94 percent of the employment in this subarea.

The main line railroad tracks (Union Pacific/Southern Pacific) should be used as a boundary for the industrial district, and the Murphy Plywood site (Figure 22) has been targeted as a priority location for higher density office development.

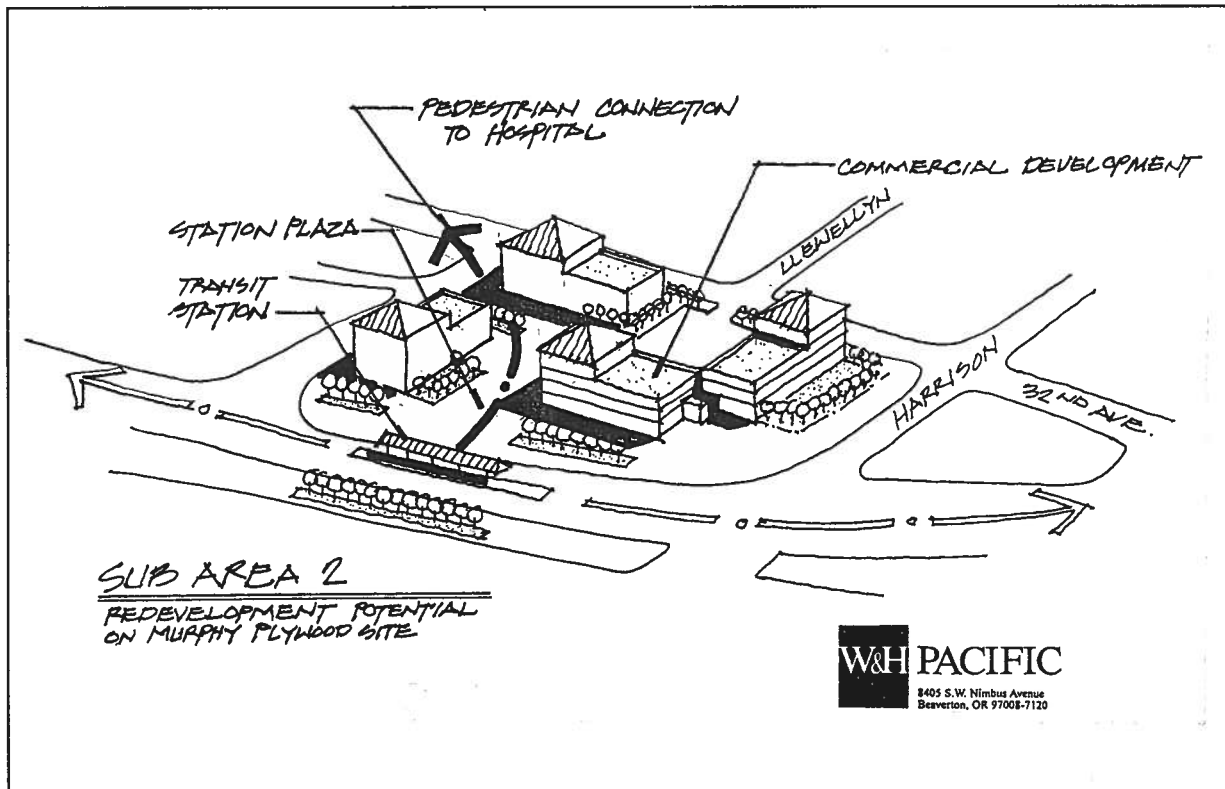


Figure 22: Illustration of Office Building on Subarea 2 Redevelopment Site

The Murphy Plywood site has been targeted as a priority location for higher density office development.

Support uses to the hospital (e.g., medical office, congregate care) should be encouraged in Subarea 2. Additionally, the City may want to consider amending designations along 32nd Avenue to encourage a Main Street character with a diverse mix of uses and buildings close to the sidewalk.

The Housing Authority site should be considered for redevelopment to higher density housing, possibly with a tie to the hospital use. Land uses should provide ability of the hospital to expand its campus by providing senior or disabled housing in the near vicinity, especially along 32nd Avenue.

Working Group Recommendations Applicable to this Subarea

- ✓ Rezone the area generally described as an expanded area around and including the Murphy plywood site bordered on the south by Harrison Street, on the west by the railroad tracks, on the east by the easterly property line of parcel with frontage on 32nd Avenue, and on the north at the northern boundary of property owned by the Housing Authority.



- ✓ Explore economic development options in the newly created rezoned area described above.
- ✓ In new mixed use and commercial/residential zones, include a floor area ratio of 1:0.5 to 1:2.0 (for each square foot of commercial, a minimum of .5 square foot of residential would be required and up to 2 square feet of residential would be permitted as a "right" of the zone).
- ✓ In new zoning ordinances for commercial/residential mixed use, recognize that adequate parking is an important element of livability and consider the following:
 - Angle parking where street rights-of-way are wide enough
 - Shared or head-in parking where feasible
 - Short- and long-term parking
 - Structure parking that hides the mass of the structure by placing it in the middle of a block, by requiring commercial/retail at street level, and limits size
 - Smaller parking lots landscaped with trees, bushes, and sidewalks
 - Underground/below-grade parking for new development
 - Identified minimum and maximum parking spaces
 - Bicycle lanes and parking
- ✓ Incorporate general sensitivity and ordinance provisions for landscaping for certain infill sites (2-4, 2-8, and 2-9).
- ✓ Construct high density residential on redevelopment site 2-4 (Housing Authority site).
- ✓ Assign rights-of-way with the highest traffic volumes priority for receiving pedestrian and bike improvements. The priority areas are:

Subarea 2

- Harrison Street corridor between McLoughlin and 42nd Street
- Pedestrian crossings at railroad tracks
- Special multi-modal district encompassing an area bounded generally by the intersection at Harrison Street and 32nd Avenue south to Oak Street, west across Highway 224 to Washington Street, north to Harrison Street, and east across Highway 224 to 32nd Avenue.

Existing and Future Land Uses

Present and future zoning in Subarea 2 is outlined in Table 9 and shown in Figure 23 (page 56).

Table 9: Existing and Future Zoning/Land Use Concept for Subarea 2

Existing Zoning Districts		Acres
Manufacturing (M)		9.1
Low Density Residential (R-7)		10.0
Medium Density Residential (R-3)		40.6
General Commercial (C-G)		2.9
Right-of-Way		11.0
Total		73.6
Future Land Use Concept		Acres
Multifamily Residential/Medium Density		8.5
Multifamily Residential/High Density		14.6
Mixed Use Commercial/Medium Density		3.6
Mixed Use Commercial/High Density		8.2
Total Acres Proposed for Future Land Uses		34.9

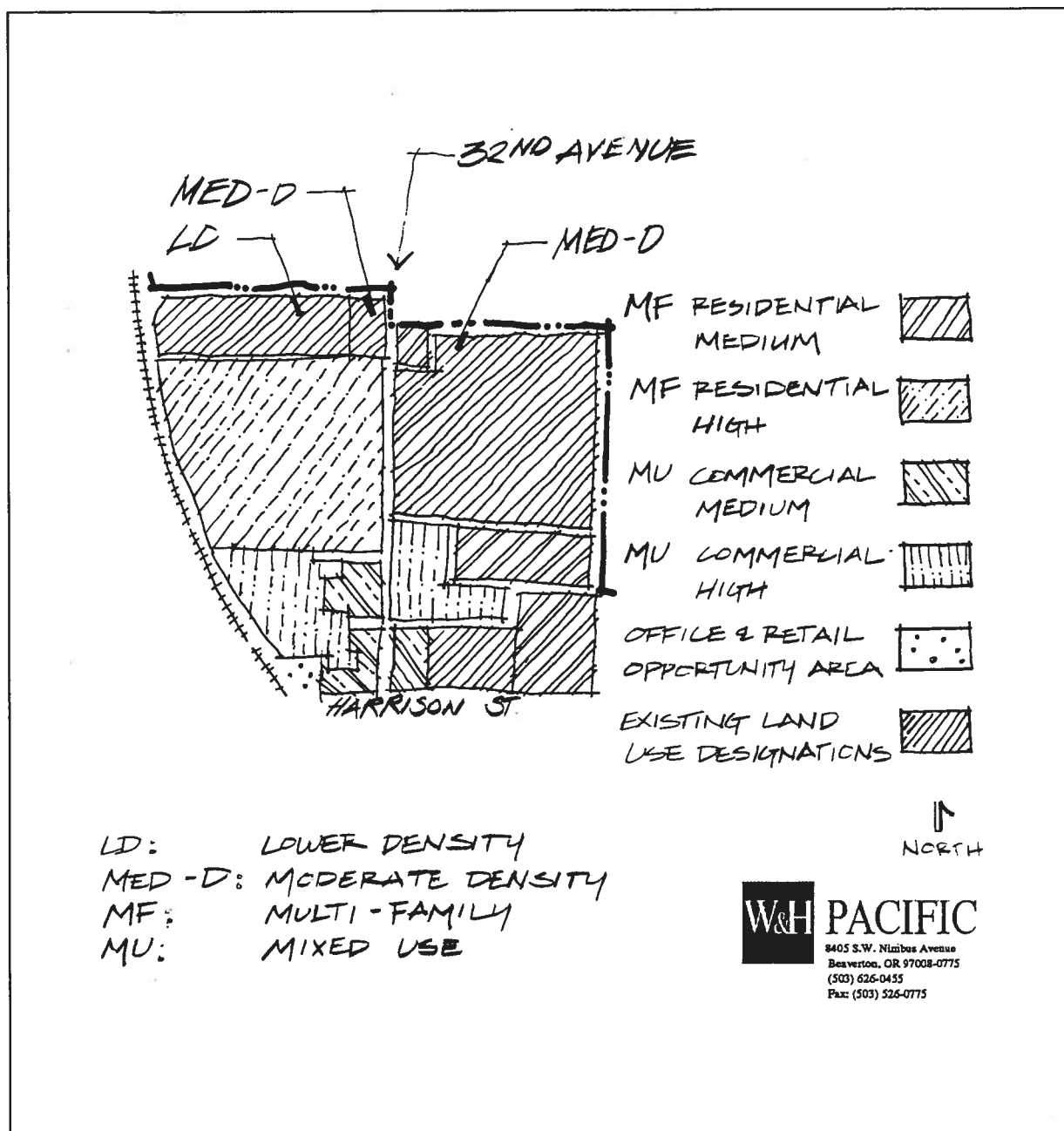


Figure 23: Subarea 2 with Land Use Concept Plan

Implementation Items

Urban Design



- ✓ Implement appropriate station area design guidelines around future light rail stations in this subarea.
- ✓ Explore a Main Street overlay on 32nd Avenue within the Regional Center area.
- ✓ Establish minimum densities. The City may want to evaluate a phase-in of minimum densities. For example, it may make sense to establish base minimum densities and then increase the minimum densities when funding is in place for South/North Light Rail.

Land Use

Future land uses in Subarea 2 are identified in Table 10 (page 58).

Table 10: Land Use Concepts For Subarea 2

Land Use Type	Uses and Densities	Subareas With Land Use Type
Multifamily (MF) Residential/Medium Density	Apartments or condominiums at 25 units per acre, usually with surface parking.	Subarea 2 Subarea 6
Multifamily Residential/High Density	Apartments or condominiums at 50 units per acre, requiring underground or off-site structured parking.	Subarea 2 Subarea 6
Mixed Use Commercial/ Medium Density	Primarily office and retail uses with an FAR of .5 (about 20,000 sq ft of building area per net acre) with dwelling units as secondary uses.	Subarea 1 Subarea 2 Subarea 4
Mixed Use Commercial/High Density	Primarily office and retail uses with an FAR of 1.0 (about 40,000 sq ft of building area per net acre) with dwelling units as secondary uses. In the downtown, the mix of uses may be as much as 50% residential and 50% commercial.	Subarea 1 Subarea 2
Office/Retail Opportunity Area	Primarily residential area along Harrison Street in which small-scale commercial development will be encouraged to create a connection between downtown and the 32 nd Avenue/Main Street area.	Subarea 2 Subarea 3 Subarea 4

Infill and Redevelopment Opportunities

Redevelopment sites in Subarea 2 are listed in Table 11.

Table 11: Redevelopment Potential for Subarea 2

Subarea and Redevelopment				New Dwelling Units			Total New Dwell- ing Unitss	Existing Dwell- ing Unitss	New Jobs			Total New Jobs	Existing Jobs
	Site ID No.	Gross Acres	Net Acres	High Density	Med. Density	Low Density			High Density	Medium Density	Low Density		
	2-1	6.1	4.6					2	608			608	5
	2-2	1.5	1.1			14	14	2		45		45	
	2-3	1.7	1.3					16		51		51	19
	2-4	16.7	12.5	626			626	200					
	2-5	0.9	0.8		20		20	3					
	2-6	3.5	2.6						349			349	
	2-7	1.0	0.8							30		30	25
	2-8	4.1	3.1		77		77	6					
	2-9	3.6	2.7		68		68	36					
	TOTAL	38.1	29.6	626	165	14	805	265	957	125	0	1,083	49

Note: Home occupations are not included in these calculations. Metro employment data show that 3 percent of employment in Milwaukie is home-based.

Economic Development Strategies



- ✓ Prepare an economic development strategy to assist in the development of the urban design and land use elements of the Regional Center Master Plan. Economic development items could include property assembly by the City, as well as financial underwriting and technical assistance.

Transportation



- ✓ Support light rail station in this general area.
- ✓ Develop an overall parking strategy for each subarea within the Milwaukie Regional Center at the initial development phase within each sector.
- ✓ Consider parking structures in Subareas 1, 2, 4, and the areas adjacent to (south of) Highway 224.
- ✓ Explore shared parking opportunities as development occurs. Such opportunities exist with office/commercial and adjacent park, recreation, church, or other type facility.

Subarea 2

- ✓ Add left-turn lane on Harrison Street (westbound to southbound) at Highway 224.
- ✓ Add dual left-turn lanes (eastbound to northbound) from Highway 224 to Harrison Street.
- ✓ Change current parking standards to match Metro's Functional Plan.

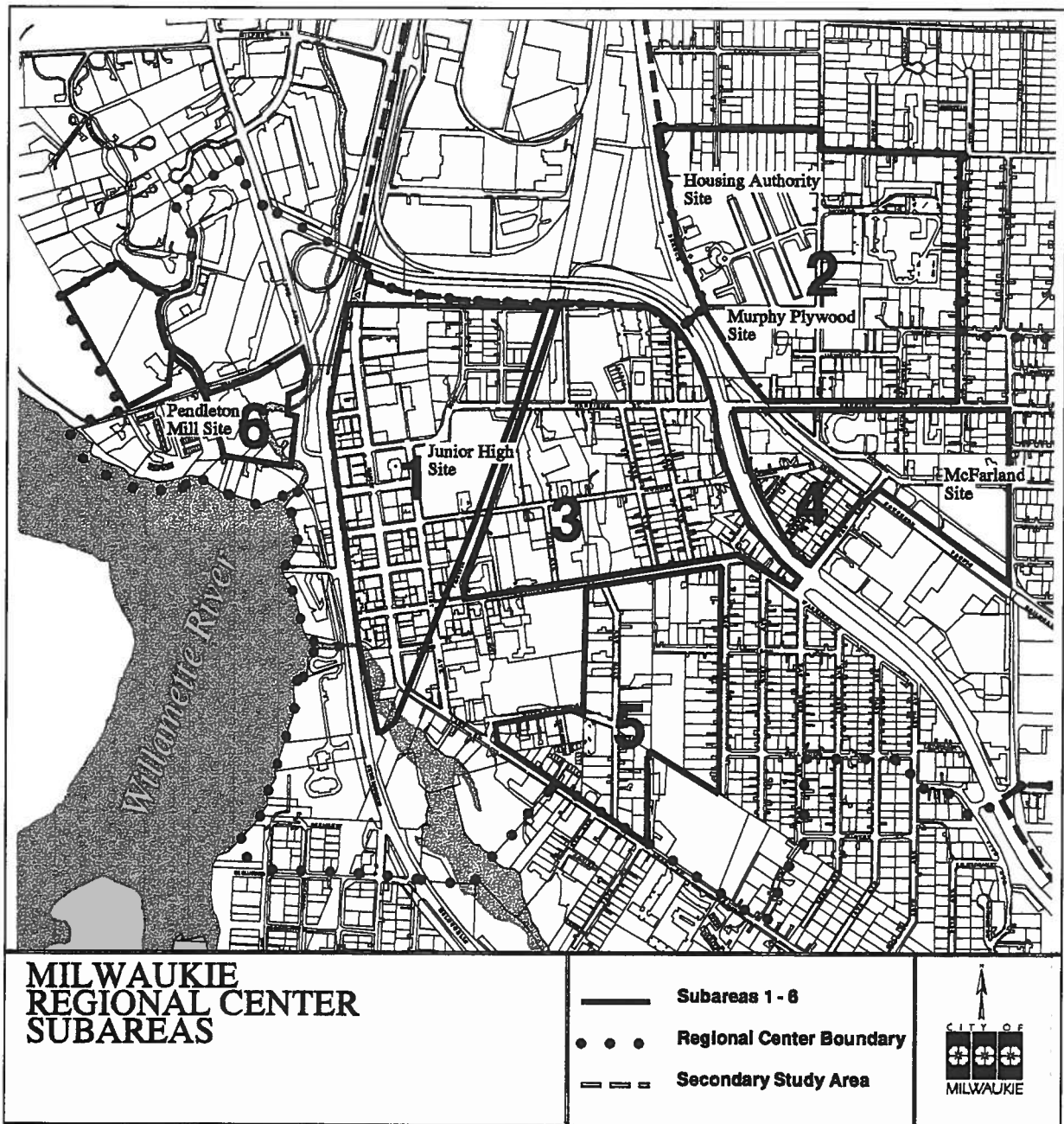


Figure 24: Regional Center Subareas and Key Redevelopment Sites

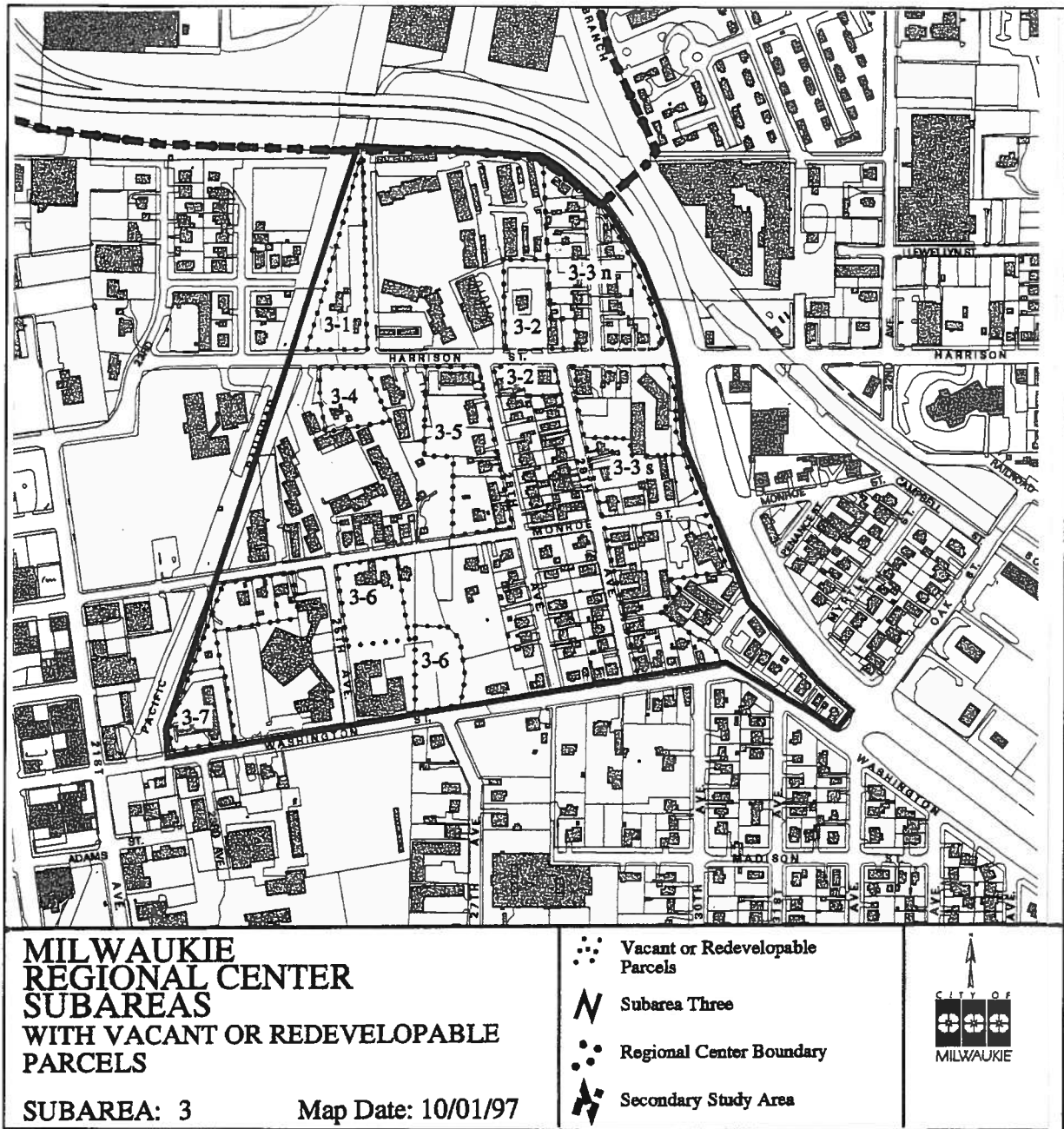


Figure 25: Subarea 3 Redevelopment Sites

Existing Conditions and Vision

No dramatic change in existing designations is required; however, it may be appropriate to highlight the lots fronting on Harrison Street as a retail opportunity corridor

Subarea 3 provides the opportunity for mixed uses and a link between the downtown CBD to the hospital area along Harrison Street. This subarea is currently designated for a mixture of high density and mixed use development. No dramatic change in existing designations is required; however, it may be appropriate to highlight the lots fronting on Harrison Street as a retail opportunity corridor. Live/work uses or "Hoffices" should be a permitted use along Harrison Street. Improvements to the right-of-way, such as enhanced streetscapes and consistent street lighting fixtures, would add to the feeling of place on Harrison Street (Figure 26).

Milwaukie's existing Comprehensive Plan includes a Mixed Use plan designation. The plan text states that a range of different uses, including residential, commercial, and office, are allowed and encouraged in these areas.

It is expected that redevelopment will be required and that single

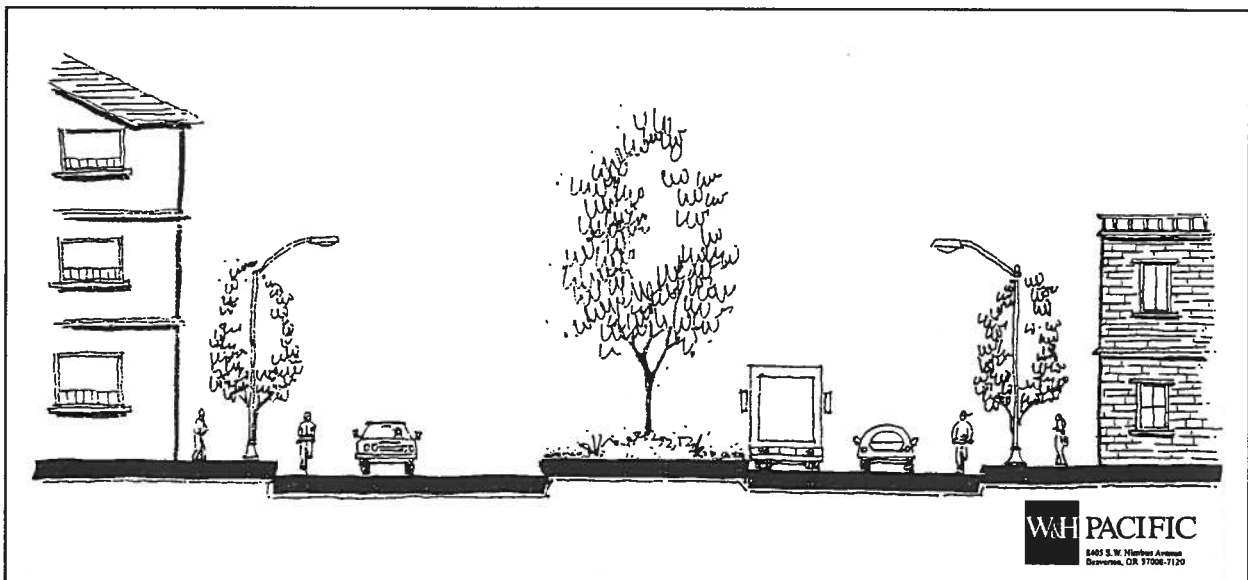


Figure 26: Potential Pedestrian-Friendly Streetscape

structures containing different uses will be the predominant building type. The plan notes that at least 50 percent of the floor area within a project must be used for residential purposes. The mixed use plan district is located to the east of the CBD and spur line railroad tracks.

Areas that are currently designated for mixed use development are generally zoned R-1-B. This zone permits a wide variety of housing types and small-scale professional and administrative offices. A maximum residential density of approximately 21 units per net acre is permitted, with a height limit of three stories. The existing zone does not address ground floor retail uses and there is no reference to a 50 percent residential requirement.

Modifications/improvements to the Harrison Street and Highway 224 intersection should be pursued to reduce the barrier effect of the highway and provide a safe pedestrian/bicycle link with subareas to the east and west of Highway 224.

The Working Groups identified this area as a key transition between the Central Business District and other commercial nodes, such as 32nd Avenue and Harrison Street, as well as to established single-family residential neighborhoods.

Working Group Recommendations Applicable to this Subarea

- ✓ Criteria for detached accessory living units should be developed (Figure 27, page 65).
- ✓ The neighborhoods adjacent to Monroe Street, west of Highway 224, and east of the church complex should not be included in a new higher density mixed use zone.
- ✓ New mixed use and commercial/residential zones include an FAR of 1:0.5 to 1:2.0 (for each square foot of commercial, a minimum of 0.5 square foot of residential would be required and up to 2 square feet of residential would be permitted as a "right" of the zone).
- ✓ New zoning ordinances for mixed use commercial/residential should recognize that adequate parking is an important element of livability and should consider the following:
 - Angle parking where street rights-of-way are wide enough
 - Shared or head-in parking where feasible
 - Short- and long-term parking
 - Structure parking that hides the mass of the structure by placing it in the middle of a block, by requiring commercial/retail at street level, and limits size
 - Smaller parking lots landscaped with trees, bushes, and sidewalks

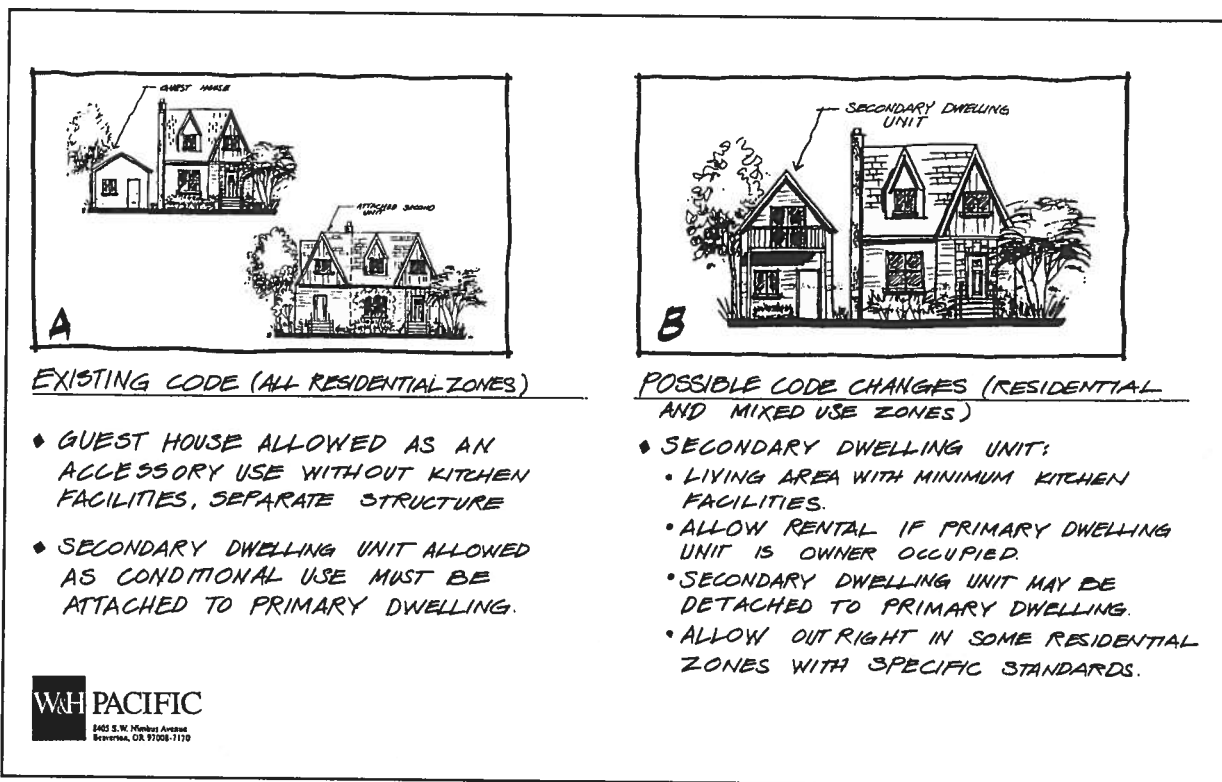


Figure 27: Illustration of Sensitive Accessory Living Units

- Underground/below-grade parking for new development
- Identified minimum and maximum parking spaces
- Bicycle lanes and parking
- ✓ Rights-of-way with the highest traffic volumes should receive pedestrian and bike improvements first. Priority areas include the Harrison Street corridor between McLoughlin Boulevard and 42nd Avenue.
- ✓ New residential zones contain performance standards for new development:
 - Additions, conversions, and multiplexing construction standards should include sound-insulating and energy-efficient materials.
 - Setbacks need to be compatible with the surrounding neighborhood.
 - Architectural design elements, such as roof line, siding materials, trim, and windows, all need to be compatible with the existing neighborhood, although flexibility could be provided as long as the result could be aesthetically pleasing.
 - Usable front porches should be encouraged where compatible with existing neighborhood.
 - Landscaping is not secondary and should be required as part of the development criteria.

Existing and Future Land Uses

Present and future zoning in Subarea 3 is outlined in Table 12 and shown in Figure 28 (page 67).

Table 12: Existing and Future Zoning/Land Use Concept for Subarea 3

Existing Zoning Districts	Acres
High-Density Residential (R-2)	32.2
High-Density Residential (R-1)	6.7
High-Density Residential - Business - Office - Commercial (R-1-B)	12.1
Right-of-way	10.2
Total	61.2
Future Land Use Concept	Acres
Mixed Use Residential/Medium Density	18.1
Mixed Use Residential/High Density	3.0
Total Acres Proposed for Future Land Uses Density	21.1

Implementation items

Urban Design



The City may want to consider amendments to the Mixed Use District and R-1-B zone to accomplish the following:

- ✓ Permit small-scale retail uses at ground level.
- ✓ Relax the requirement that 50 percent of each development must include high density residential use.
- ✓ Allow higher density residential development (up to 40 or 50 units/acre).
- ✓ Potentially increase the height limit to four to five stories.
- ✓ Set minimum densities and floor area ratios.
- ✓ Allow shared parking or off-site parking within a certain distance of the development.
- ✓ Require design review.

Subarea 3

- ✓ Milwaukie's existing Zoning Ordinance includes a Residential/Office/ Commercial (R-O-C) zone. This zone permits a broad range of residential, office, and retail and service uses. Commercial uses are permitted on the ground floor only, and at least 50 percent of the floor area within a project should be used for residential purposes. A three-story height limit is specified. The Zoning Map does not identify any sites currently zoned R-O-C. This zone could be used to implement the mixed use plan designation, and it is not clear why there is a need for both R-1-B and R-O-C zones.

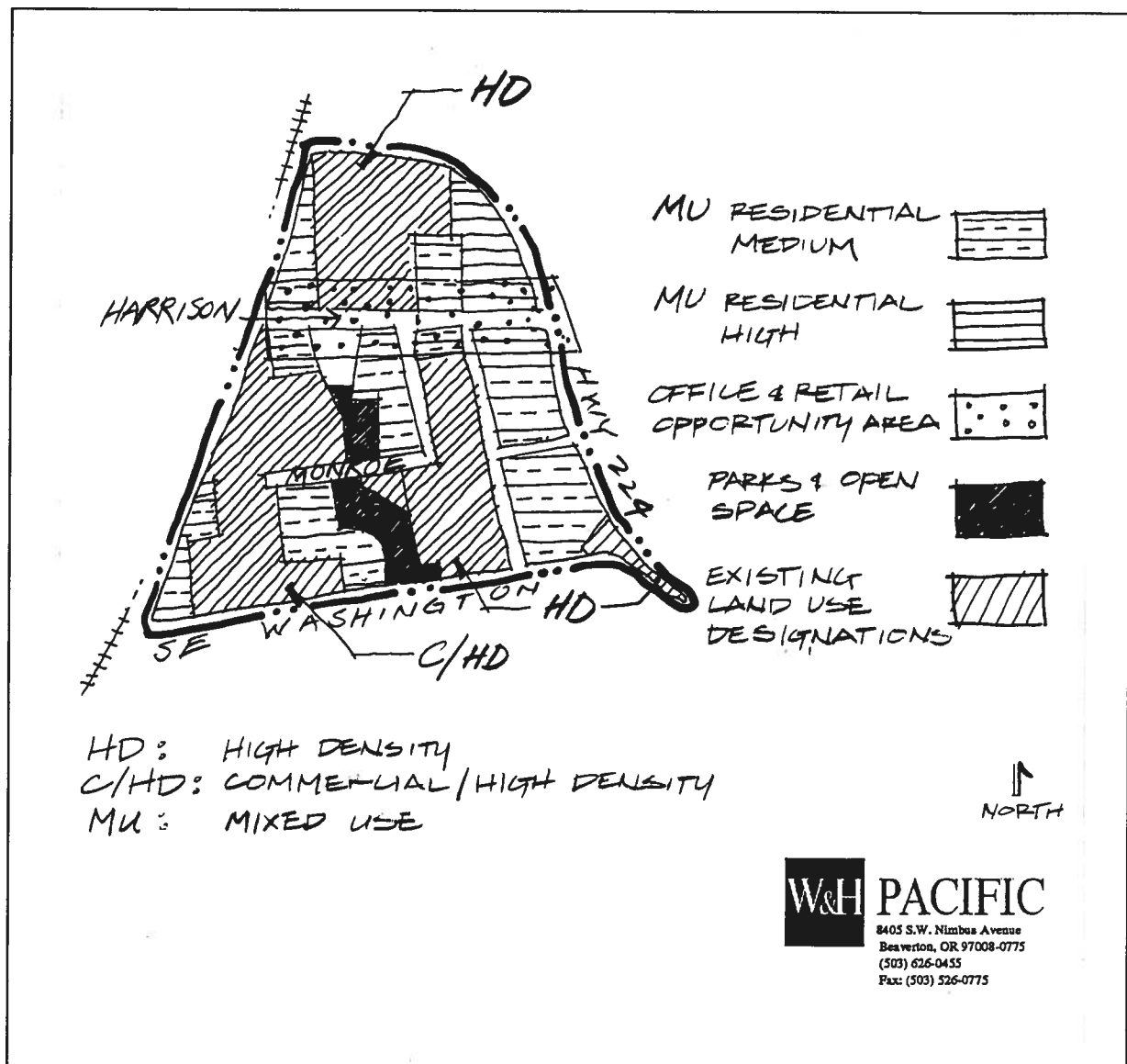


Figure 28: Subarea 3 with Land Use Concept Plan

Land Use

Future land uses in Subarea 3 are identified in Table 13 and illustrated in Figure 29.

Table 13: Land Use Concepts for Subarea 3

Land Use Type	Uses and Densities	Subareas With Land Use Type
Mixed Use Residential/Medium Density	Apartments or condominiums at 25 units per acre, usually with surface parking, with limited retail or service uses as secondary uses.	Subarea 3
Office/Retail Opportunity Area	Primarily residential area along Harrison Street in which small-scale commercial development will be encouraged to create a connection between downtown and the 32 nd Avenue/Main Street area.	Subarea 2 Subarea 3 Subarea 4
Mixed Use Residential/ High Density	Apartments or condominiums at 50 units per acre, requiring underground or off-site structured parking, with limited retail or service uses as secondary uses.	Subarea 1 Subarea 3 Subarea 4

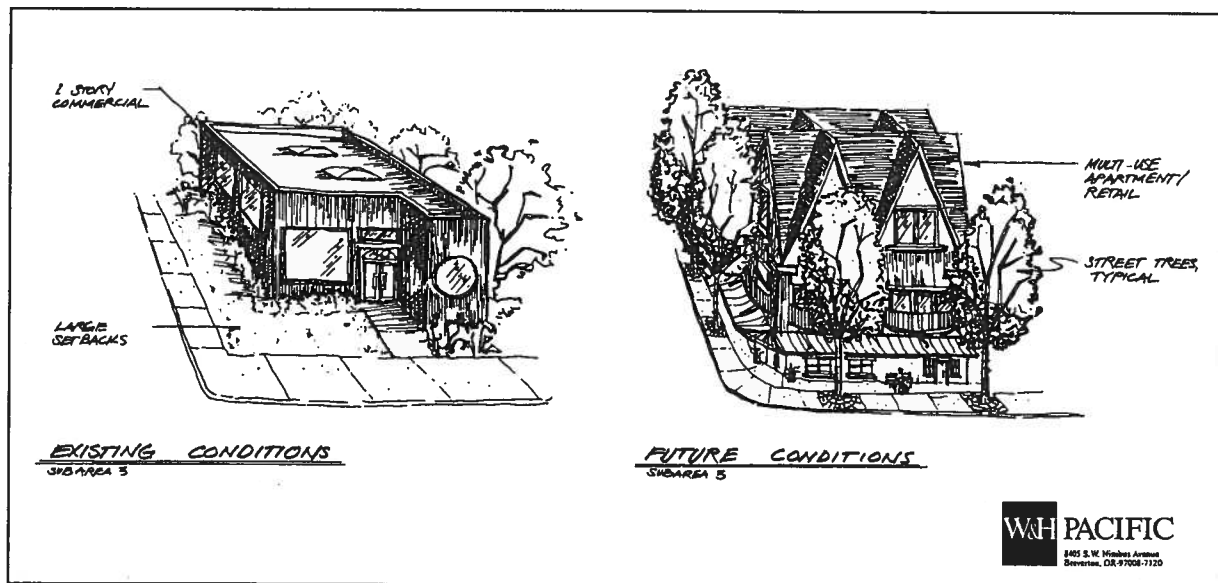


Figure 29: Illustration of Future Commercial Development

Infill and Redevelopment Opportunities

Redevelopment sites in Subarea 3 are listed in Table 14.

Table 14: Redevelopment Potential for Subarea 3

Subarea and Redevelopment	New Dwelling Units					Total New Dwell- ing Units	Existing Dwelling Units	New Jobs			Total	
	Site ID No.	Gross Acres	Net Acres	High Density	Med. Density	Low Density		High Density	Medium Density	Low Density	New Jobs	Existing Jobs
	3-1	1.5	0.5		14		14	1				10
	3-2	1.6	1.2		30		30	1				5
	3-3n	5.0	3.8	188			188	94			56	50
	3-3s	4.0	3.0		75		75					
	3-4	0.9	0.8		19		19					
	3-5	2.7	2.0		51		51	5				
	3-6	2.2	1.7		41		41	1				
	3-7	2.1	1.6		39		39	4				10
	Total	20	14.8	188	269	0	467	106	0	0	56	76

Note: Home occupations are not included in these calculations. Metro employment data show that 3 percent of employment in Milwaukie is home-based.

Economic Development Strategies



Prepare an economic development strategy to assist in the development of the urban design and land use elements of the Regional Center Master Plan. Economic development items could include property assembly by the City, as well as financial underwriting and technical assistance.

Transportation



Add left-turn lane on Harrison Street (westbound to southbound) at Highway 224.



Add dual left-turn lanes (eastbound to northbound) from Highway 224 to Harrison Street.



Remove the Highway 224/Monroe Street traffic signal and prohibit the left-turn from Monroe Street to Highway 224 and from Highway 224 onto Monroe Street.



Consider narrow travel lanes on local streets within the regional center to allow construction of a minimum-width bicycle lane where the bicycle route provides connectivity of the system between residential and commercial areas.



Construct a bikeway on Harrison Street - Highway 99E to 42nd Avenue.

- ✓ Ensure that sidewalks within established neighborhoods are compatible with the neighborhood (i.e., sidewalk width and street width may both be compromised or one side only).
- ✓ Develop an overall parking strategy for each subarea within the Milwaukie Regional Center at the initial development phase within each subarea.
- ✓ Explore shared parking opportunities as development occurs. Such opportunities exist with office/commercial and adjacent park, recreation, church, or other type of facility.
- ✓ Identify residential parking requirements and shared opportunities with adjacent developments during the site plan review phase.

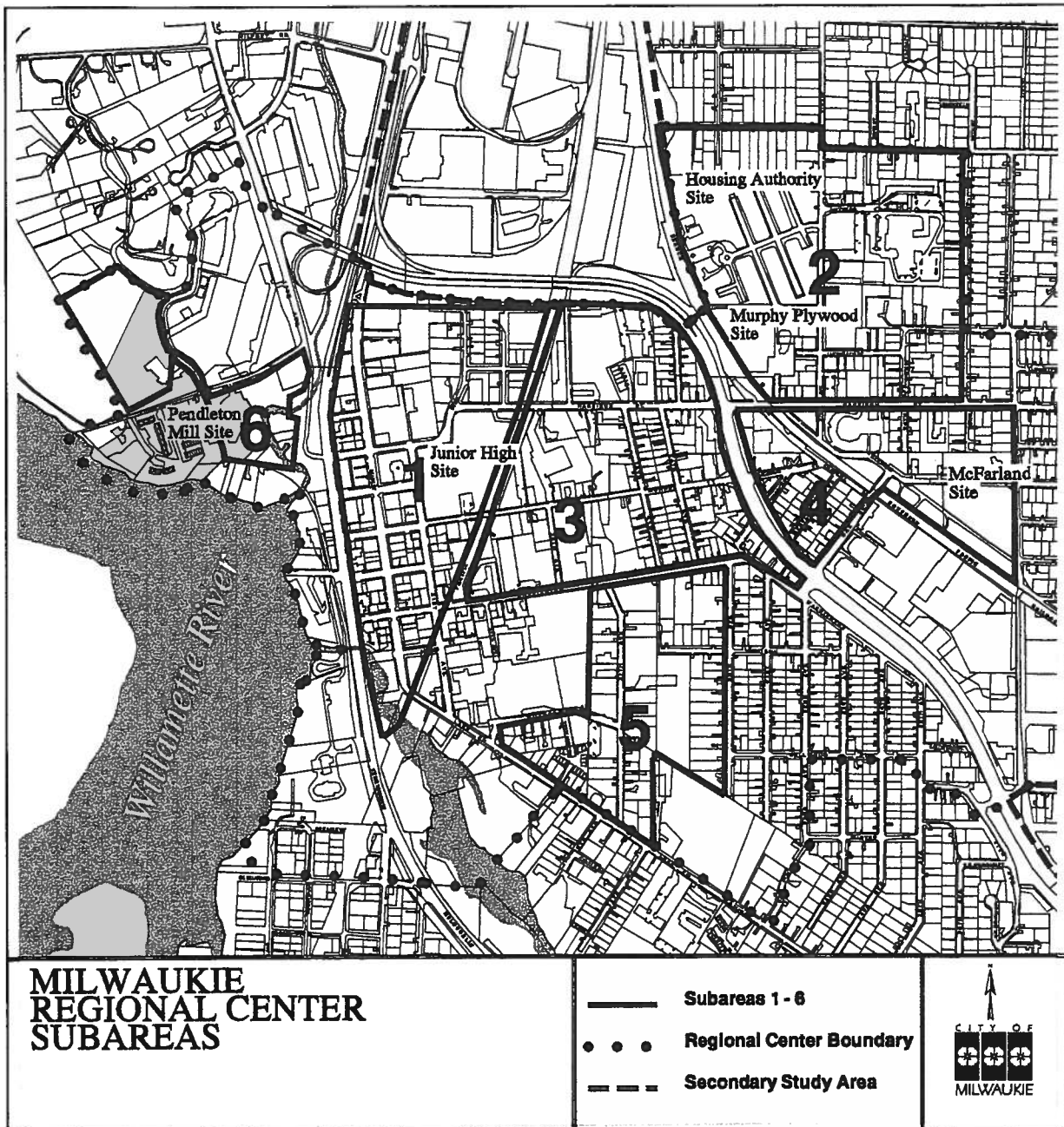


Figure 30: Regional Center Subareas and Key Redevelopment Sites

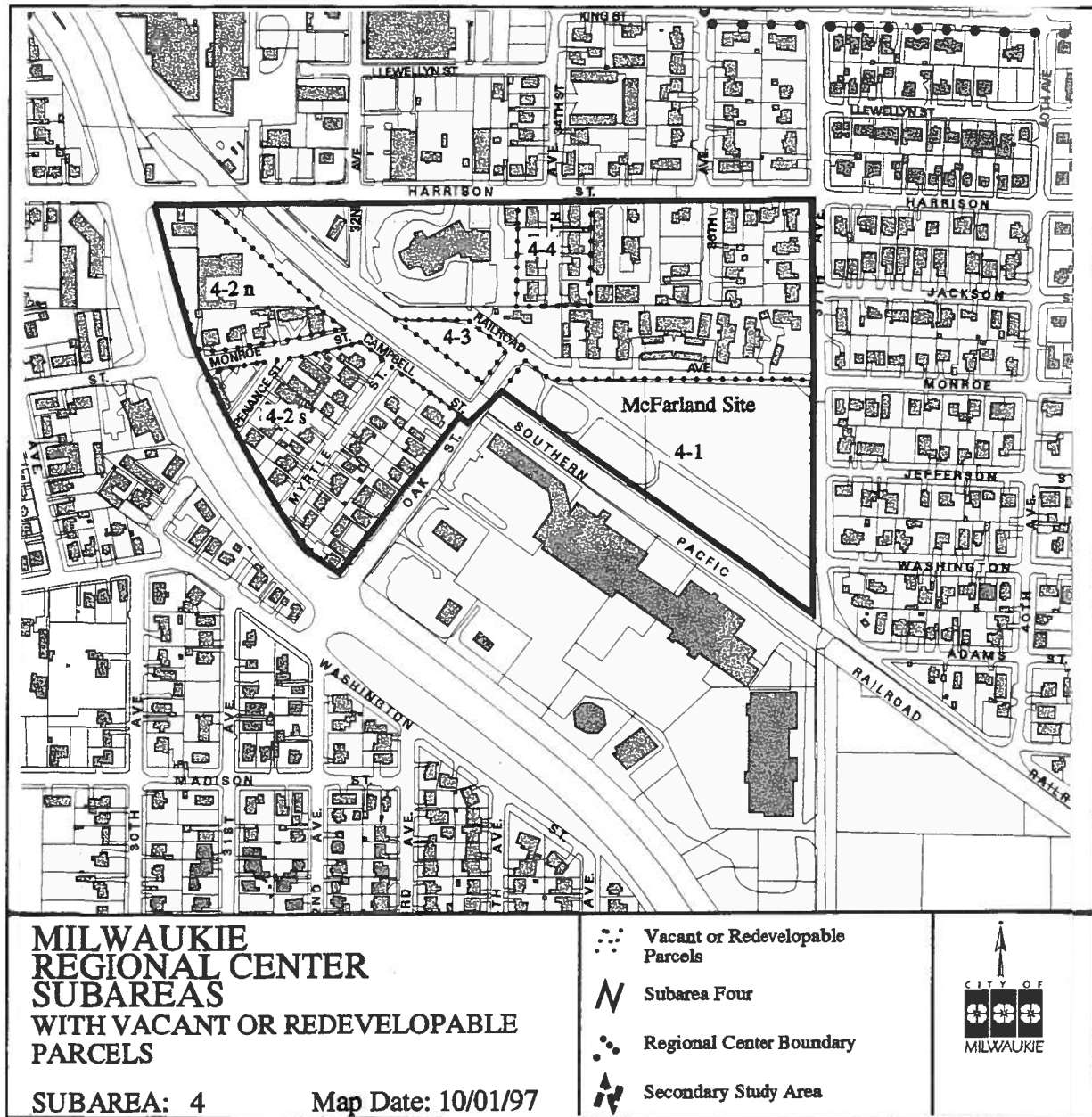


Figure 31: Subarea 4 Redevelopment Sites

Existing Conditions and Vision

Subarea 4 is currently designated for medium density, high density, and commercial uses. The McFarland site (Figure 32) is designated for high density residential development and has been identified as a key opportunity site for even higher residential densities (up to 50 units per acre) that could be oriented to a proposed light-rail transit (LRT) station. Opportunities for pedestrian and other connections to the LRT station, master planning of the site, and potential for joint development should be explored. Parcels between the highway and the railroad may be more appropriate for employment uses. Uses for the traveling public, including hotel and motel accommodations, should be encouraged.

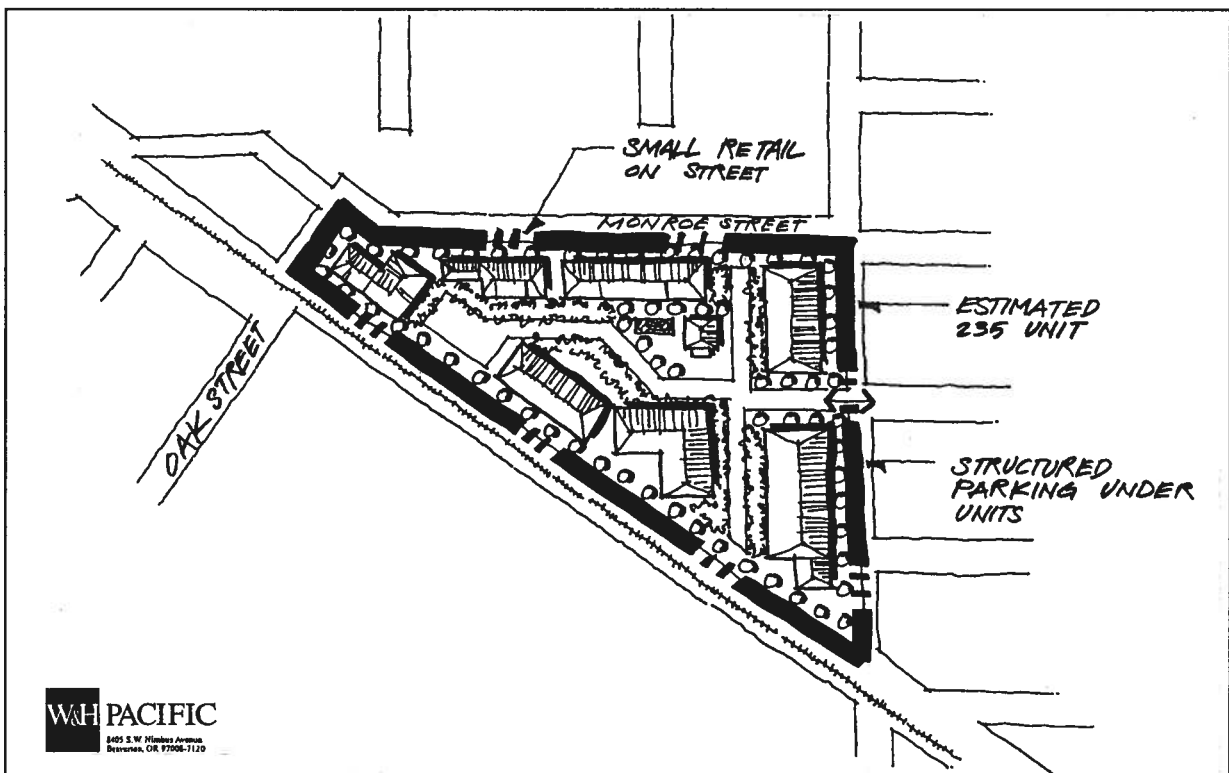


Figure 32: Schematic Master Plan of Subarea 4 Redevelopment Site

Working Group Recommendations Applicable to this Subarea

- ✓ New mixed use and commercial/residential zones include an FAR of 1:0.5 to 1:2.0 (for each square foot of commercial, a minimum of .5 square foot of residential would be required and up to 2 square feet of residential would be permitted as a “right” of the zone).
- ✓ New Zoning Ordinances for commercial/residential mixed use should recognize that adequate parking is an important element of livability and should consider the following:
 - Angle parking where street rights-of-way are wide enough
 - Shared or head-in parking where feasible
 - Short- and long-term parking
 - Structure parking that hides the mass of the structure by placing it in the middle of a block, by requiring commercial/retail at street level, and limits size
 - Smaller parking lots that are landscaped with trees, bushes, and sidewalks
 - Underground/below-grade parking for new development
 - Identified minimum and maximum parking spaces
 - Bicycle lanes and parking
- ✓ General sensitivity and ordinance provisions for landscaping for infill site (4-1).
- ✓ High-density residential on redevelopment site 4-1 (McFarland Site).
- ✓ Rights-of-way with the highest traffic volumes should receive pedestrian and bike improvements first. The priority areas are:
 - Harrison Street corridor between McLoughlin Boulevard and 42nd Avenue
 - Pedestrian crossings at railroad tracks
 - Special multi-modal district encompassing an area bounded generally by the intersection at Harrison Street and 32nd Avenue south to Oak Street, west across Highway 224 to Washington Street, north to Harrison Street, and east across Highway 224 to 32nd Avenue

Existing and Future Land Uses

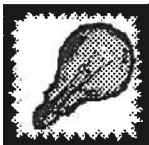
Present and future zoning in Subarea 4 is outlined in Table 15 (page 75) and shown in Figure 33 (page 76).

Table 15: Existing and Future Zoning/Land Use Concept for Subarea 4

Existing Zoning Districts		Acres
Low Density Residential (R-7)		1.7
Moderate Density Residential (R-3)		6.1
High Density Residential (R-2)		11.9
High Density Residential (R-1)		0.7
Neighborhood Commercial (CN)		6.3
Right-of-way		7.3
Total		34.0
Future Land Use Concepts		Acres
Mixed Use Commercial/Low Density		0.5
Mixed Use Commercial/Medium Density		7.8
Mixed Use Residential/High Density		7.2
Total Acres Proposed for Future Land Uses		15.5

Implementation Items

Urban Design



- ✓ The city should establish minimum densities. The City may want to evaluate a phase-in of minimum densities. For example, it may make sense to establish base minimum densities and then increase the minimum densities when funding is in place for South/North Light Rail.
- ✓ The City may want to consider amendments to the Mixed Use District and R-1-B zone to do the following:
 - Permit small-scale retail uses at ground level
 - Relax the requirement that 50 percent of each development include high density residential use
 - Allow higher density residential development (up to 40 or 50 units/acre)
 - Potentially increase the height limit to four to five stories
 - Set minimum densities and floor area ratios
 - Allow shared parking or off-site parking within a certain distance of the development
 - Require design review
- ✓ Milwaukie's existing Zoning Ordinance includes a Residential/Office/ Commercial (R-O-C) zone. This zone permits a broad range of residential, office, and retail and service uses. Commercial uses are permitted on the ground floor only, and at least 50 percent of the floor area within a project shall be used for residential purposes. A

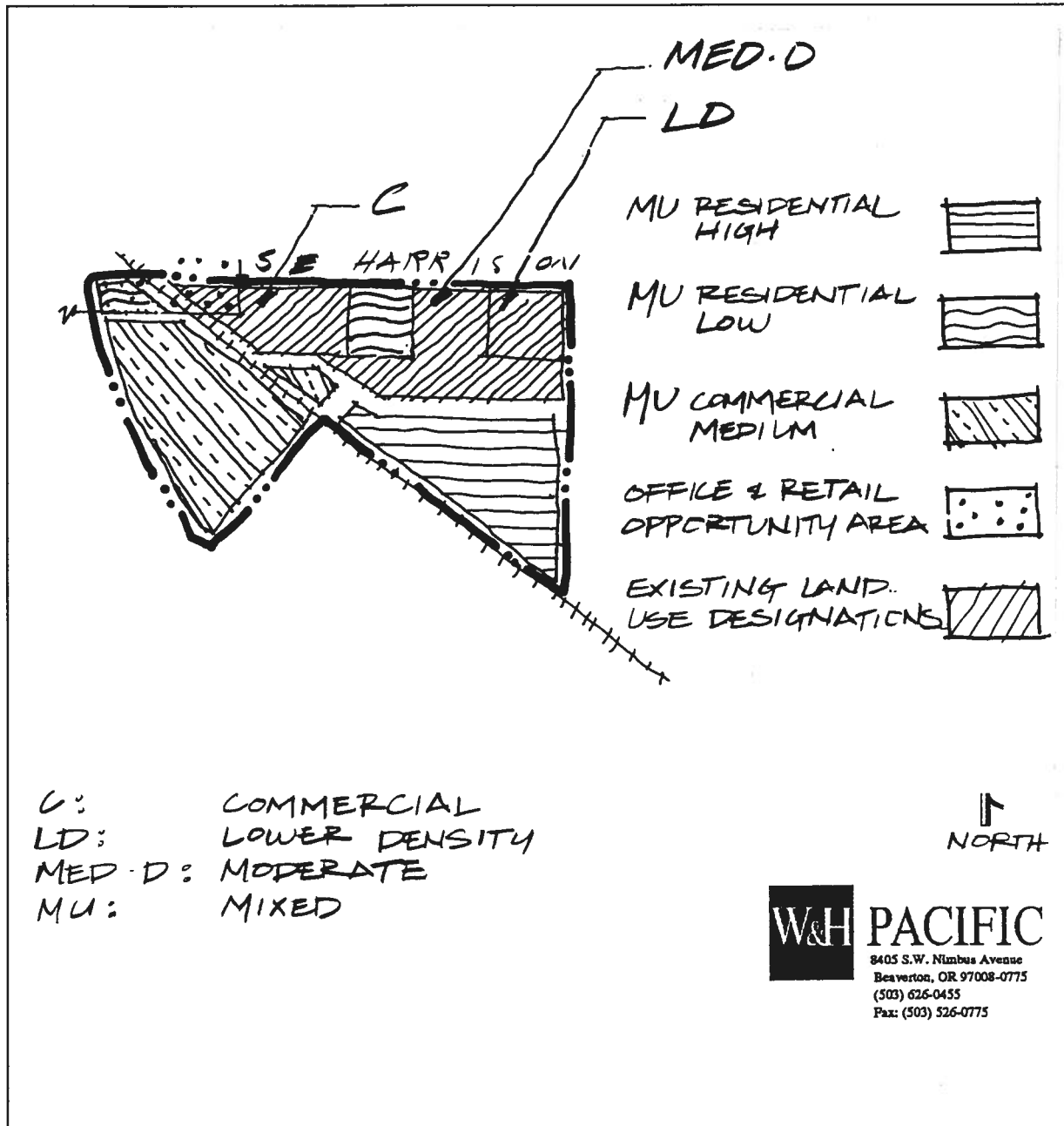


Figure 33: Subarea 4 with Land Use Concept Plan

Subarea 4

three-story height limit is specified. The Zoning Map does not identify any sites currently zoned R-O-C. This zone could be used to implement the mixed use plan designation, and it is not clear why there is a need for both the R-1-B and R-O-C zones.

Land Use

Future land uses in Subarea 4 are identified in Table 16.

Table 16: Land Use Concepts for Subarea 4

Land Use Type	Uses and Densities	Subareas With Land Use Type
Mixed Use Residential/ High Density	Apartments or condominiums at 50 units per acre, requiring underground or off site structured parking with limited retail or service uses as secondary uses.	Subarea 1 Subarea 3 Subarea 4
Mixed Use Commercial	Primarily office and retail uses with an FAR of .25 (about 10,000 sf of building area per net acre) with dwelling units as secondary uses.	Subarea 4
Mixed Use Commercial/ Medium Density	Primarily office and retail uses with an FAR of .5 (about 20,000 sf of building area per net acre) with dwelling units as secondary uses.	Subarea 1 Subarea 2 Subarea 4
Office/Retail Opportunity Area	Primarily residential area along Harrison Street in which small scale commercial development will be encouraged to create a connection between downtown and the 32 nd Avenue Main Street area.	Subarea 2 Subarea 3 Subarea 4

Infill and Development Opportunities

Redevelopment sites in Subarea 4 are listed in Table 17 (page 78).

Table 17: Redevelopment Potential for Subarea 4

Subarea and Redevelopment	New Dwelling Units						Total New		New Jobs			Total	
	Site ID No.	Gross Acres	Net Acres	High Density	Med. Density	Low Density	Dwelling Units	Existing Dwelling Units	High Density	Medium Density	Low Density	New Jobs	Existing Jobs
4-1		5.0	3.5	175			175						
4-1		1.0	0.7	35			35						
4-2n		3.0	2.3					46			34	34	50
4-2 s		4.0	3.0						399			399	
4-3		0.5	0.5						60			60	
4-4		1.0	0.5					8			8	8	
Total		14.5	10.5	210	0	0	210	54	459	0	42	501	50

Note: Home occupations are not included in these calculations. Metro employment data show that 3 percent of employment in Milwaukie is home-based.

Economic Development Strategies



- ✓ Prepare an economic development strategy to assist in the development of the urban design and land use elements of the Regional Center Master Plan. Economic development items could include property assembly by the City, as well as financial underwriting and technical assistance.

Transportation



- ✓ Upgrade the 37th Avenue approach to Highway 224.
- ✓ Develop an overall parking strategy for each subarea within the Milwaukie Regional Center at the initial development phase within each subarea.
- ✓ Consider parking structures in Subareas 1, 2, and 4 and in the areas adjacent to (south of) Highway 224.
- ✓ Explore shared parking opportunities as development occurs. Such opportunities exist with office/commercial and adjacent park, recreation, church, or other type facility.
- ✓ Add left-turn lane on Harrison Street (westbound to southbound) at Highway 224.
- ✓ Add dual left-turn lanes (eastbound to northbound) from Highway 224 to Harrison Street.
- ✓ Remove the Highway 224/Monroe Street traffic signal and prohibit the left turn from Monroe Street to Highway 224.
- ✓ Consider narrow travel lanes on local streets within the Regional Center to allow construction of a minimum-width bicycle lane where the bicycle route provides connectivity of the system between residential and commercial areas.

Subarea 4

- ✓ Construct a bikeway on Harrison Street - Highway 99E to 42nd Avenue.
- ✓ Ensure that sidewalks within established neighborhoods are compatible with the neighborhood (i.e., sidewalk width and street width may both be compromised or one side only).
- ✓ Identify residential parking requirements and shared opportunities with adjacent developments during the site plan review phase.

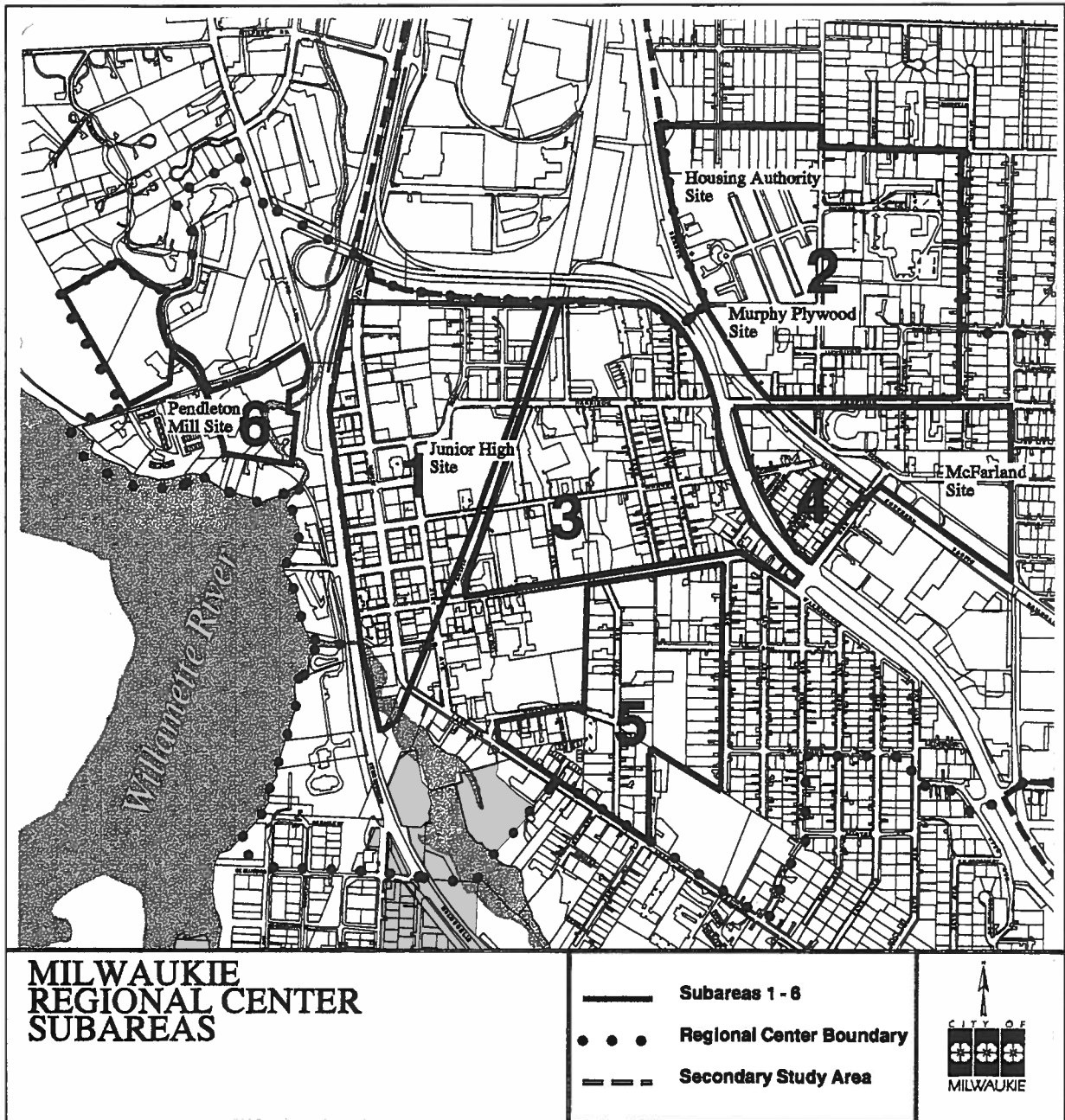


Figure 34: Regional Center Subareas and Key Redevelopment Sites

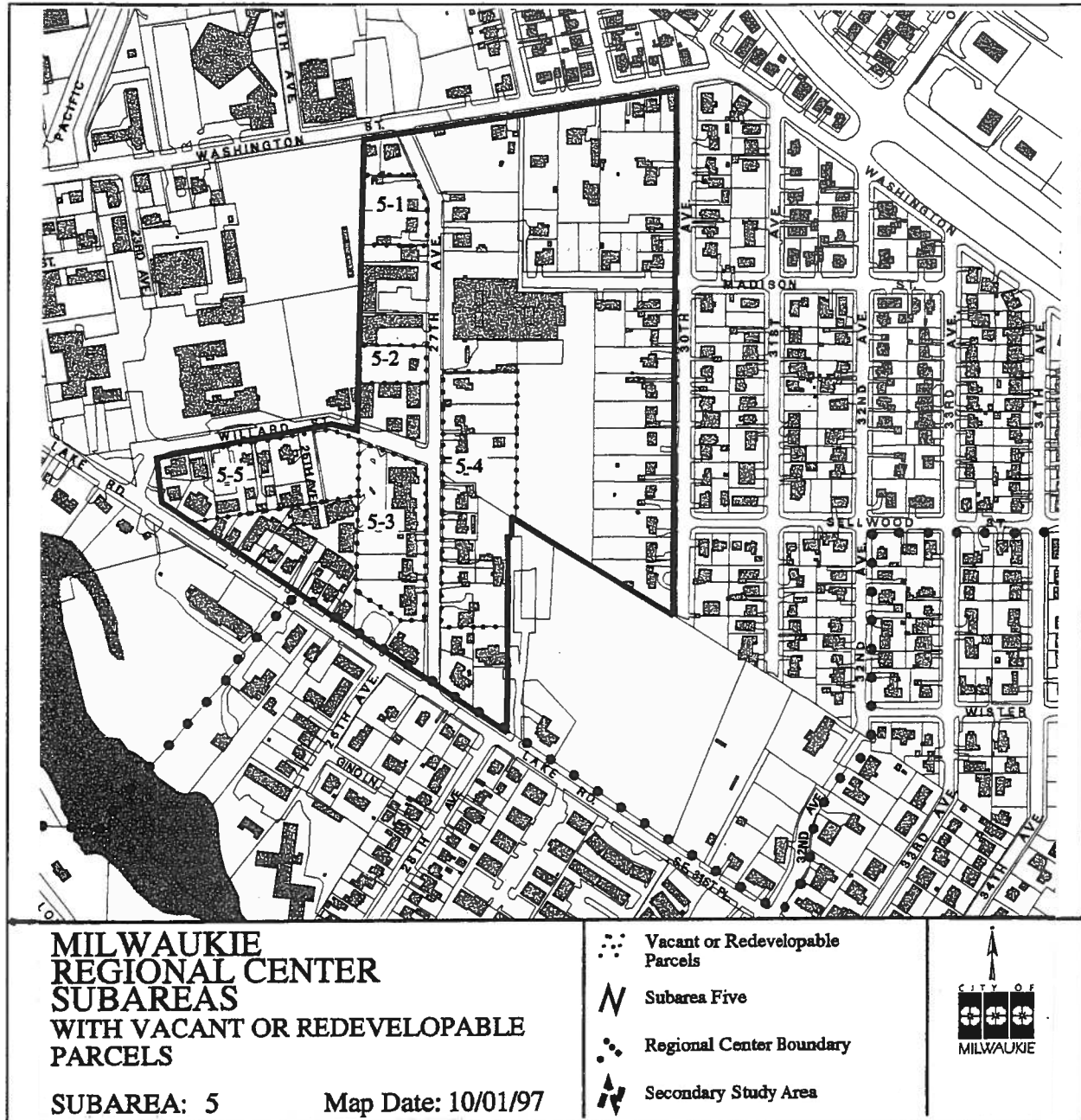


Figure 35: Subarea 5 Redevelopment Sites

Existing Conditions and Vision

The character of Subarea 5 is shaped by the presence of the public uses to the east and west of 27th Avenue. Vacant or redevelopment land within this subarea is limited, and it is anticipated that the predominant multifamily and public use character will continue. The area is primarily zoned and developed with residential uses. Expansion of the Commercial/High Density district along Lake Road may make sense at the south end of this subarea to provide greater incentive for mixed use development. Further study of market conditions should examine transitions from mixed use area to medium density residential.

The subarea is in the midst of educational facilities. The high school is located just to the west and the elementary school is located within the subarea. There are several athletic playing fields adjacent to these school facilities, creating the sense of large open spaces in this area. Lake Road, one of the major entrances to downtown Milwaukie, runs alongside the southern boundary. High traffic volumes and speeds on Lake Road prompted the City



Figure 36: Illustration of Attached Residential Infill

Council to adopt the Lake Road Multi-modal Connections Plan, which presents recommendations to improve the design of that roadway. Selected sites in the subarea are designated for attached residential infill (Figure 36). Design issues will be important for increased density in this subarea.

Working Group Recommendations Applicable to this Subarea

- ✓ Develop criteria for detached accessory living units (Figure 37).
- ✓ Allow garage conversions and multiplexing of existing structures if off-street parking for each dwelling is provided and setback compatibility in the neighborhood is maintained.
- ✓ Do not include the neighborhoods adjacent to Monroe Street, west of Highway 224, and east of the church complex in a new higher density mixed use zone.
- ✓ Assign rights-of-way with the highest traffic volumes to receive pedestrian and bike improvements first.
- ✓ Adopt the portions of the Lake Road Multi-modal connections plans that apply to areas within the Regional Center as part of the Regional Center Master Plan.

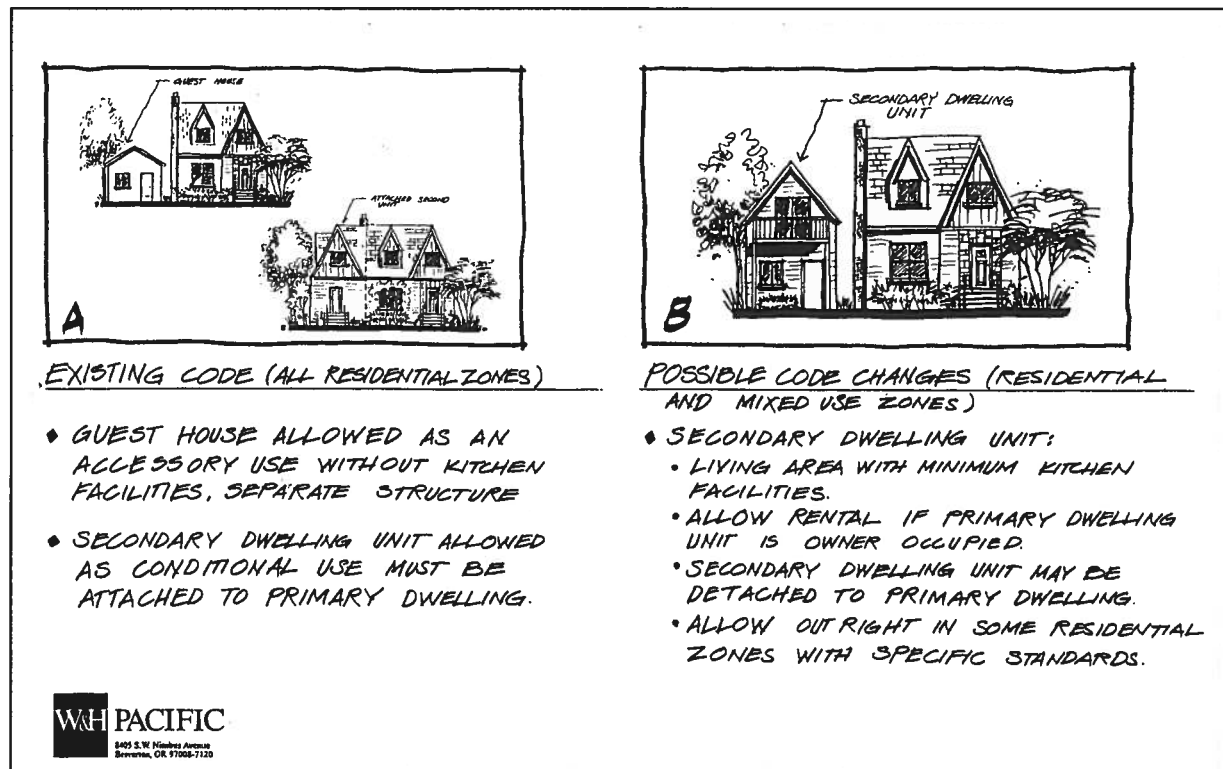


Figure 37: Possible Code Amendments for Accessory Living Units

Subarea 5

- ✓ Incorporate performance standards for new development in new residential zones:
 - Additions, conversions, and multi-plexing construction standards should include sound insulating and energy-efficient materials.
 - Setbacks need to be compatible with the surrounding neighborhood.
 - Architectural design elements, such as roof line, siding materials, trim, and windows all need to be compatible with the existing neighborhood although flexibility could be provided as long as the result would be aesthetically pleasing.
 - Usable front porches should be encouraged where compatible with existing neighborhood.
 - Landscaping is not secondary and should be required as part of the development criteria.

Existing and Future Land Uses

Present and future zoning in Subarea 5 is outlined in Table 18 and shown in Figure 38 (page 86).

Table 18: Existing and Future Zoning/Land Use Concept for Subarea 5

Existing Zoning Districts		Acres
Low Density Residential (R-7)		13.0
Moderate Density Residential (R-5)		5.0
High Density Residential (R-2)		15.7
Neighborhood Commercial CN)		0.3
Right-of-way		3.4
Total		37.4
Future Land Use Concepts		Acres
Parks and Open Space		4.0
Attached Infill Residential		9.6
Total Acres Proposed for Future Land Uses		13.6

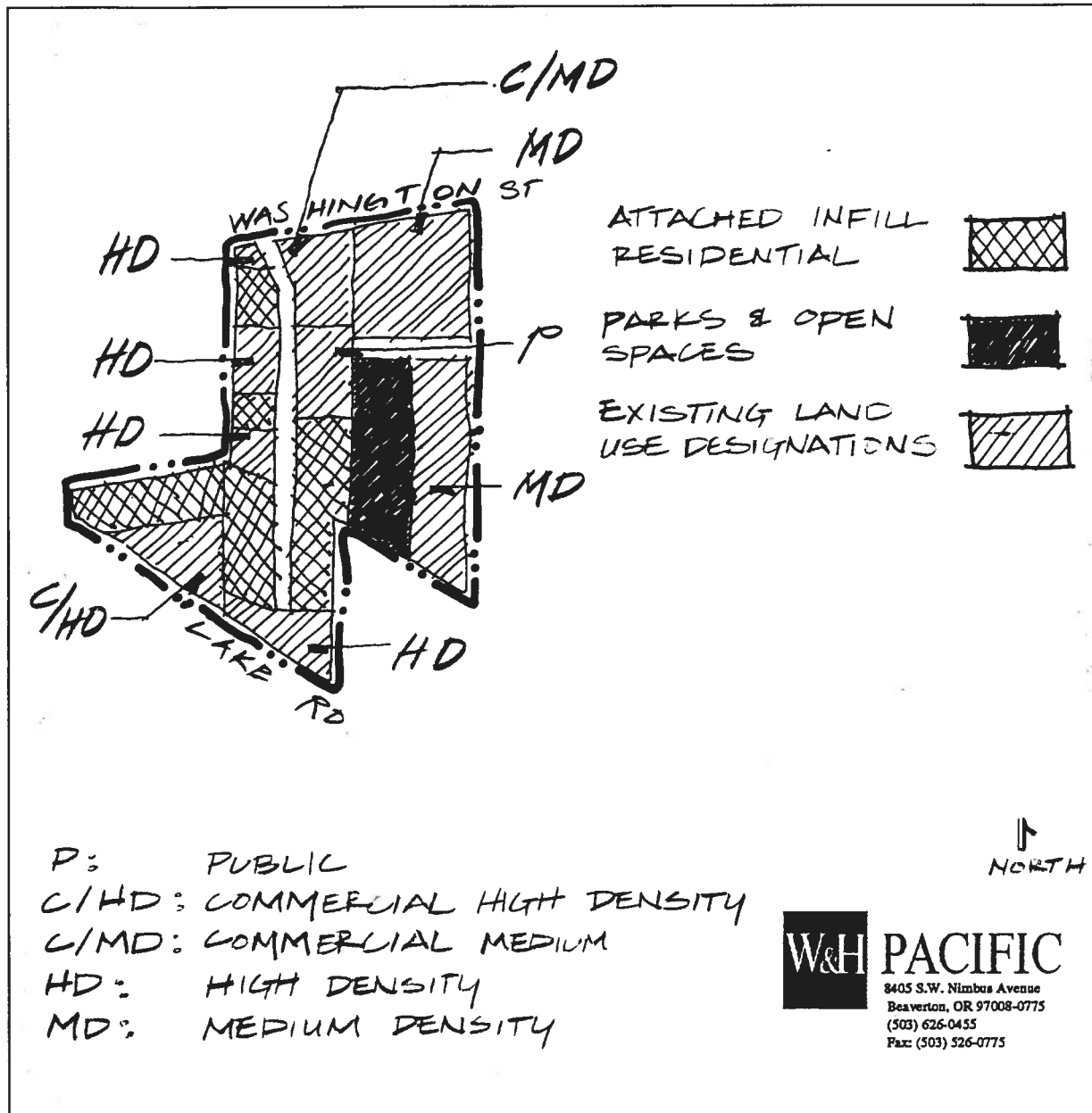


Figure 38: Subarea 5 with Land Use Concept Plan

Implementation Items

Urban Design



- ✓ The City should implement a Design/Development Review Process within the Regional Center. Participants in the Regional Center planning process were sensitive to community concerns regarding the importance of quality design to ensure a good fit of new development with established communities. The Albina Community Plan (City of Portland) and the Ten Essentials document have pioneered new techniques to deal with design issues. In Albina, the Ten Essentials document has been very effective in distilling critical design elements to ensure compatible infill development. Although the document provides voluntary guidelines only, they have been widely used and have resulted in positive design changes in the community. This "carrot" approach can avoid a regulatory solution to design.
- ✓ The City of Milwaukie and the North Clackamas School District should work together to improve the function of the playing fields in Subarea 5 so they function both as athletic fields for the school district and as open space for the community as the area densifies.
- ✓ The City of Milwaukie should explore the least burdensome technique to implement design objectives important to the community. Several of the options are itemized below, ranging from least burdensome (in terms of time, cost, and discretion) to most burdensome.
 - Base zone standards (applied at building permit plan check)
 - Voluntary design guidelines (Ten Essentials concept)
 - Design district overlay with specific compatibility standards (applied at building permit plan check)
 - Design district with discretionary review based on specific guidelines (may require a Type II staff review or a Type III Design Commission)

Land Use

Future land uses in Subarea 5 are identified in Table 19.

Table 19: Land Use Concept for Subarea 5

Land Use Type	Uses and Densities	Subareas With Land Use Type
Attached Infill Residential	Duplexes, triplexes, and row houses at 12 dwelling units per net acre	Subarea 5

Infill and Redevelopment Opportunities

Redevelopment sites in Subarea 5 are listed in Table 20.

Table 20: Redevelopment Potential for Subarea 5

Subarea and Redevel- opment Site ID No.	Gross Acres	Net Acres	New Dwelling Units			Total New Dwell- ing Units	Existing Dwelling Unitss	New Jobs			Total	
			High Density	Med. Density	Low Density			High Density	Medium Density	Low Density	New Jobs	Existing Jobs
5-1	0.9	0.8			10	10	2					
5-2	0.5	0.4			5	5	1					
5-3	2.0	1.5			18	18	3					
5-4	3.4	2.6			31	31	9					
5-5	2.2	1.7			20	20	13					
Total	9	7	0	0	84	84	28	0	0	0	0	0
Note: Home occupations are not included in these calculations. Metro employment data show that 3 percent of employment in Milwaukee is home-based.												

Transportation



Construct bicycle lanes on Lake Road and make other changes as prescribed in the Lake Road Multi-modal Connections Plan.

Subarea 6

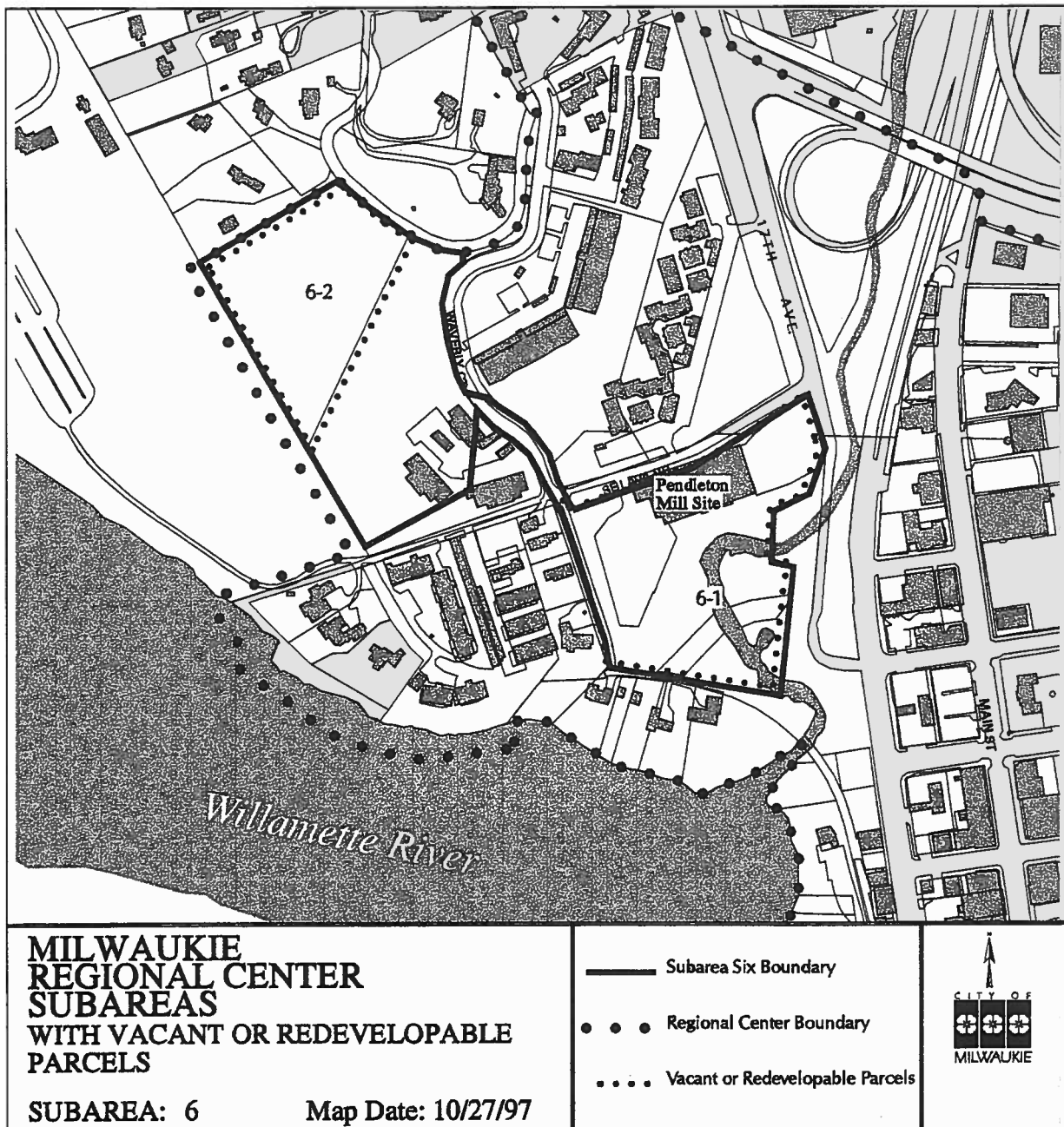


Figure 39: Regional Center Subareas and Key Redevelopment Sites

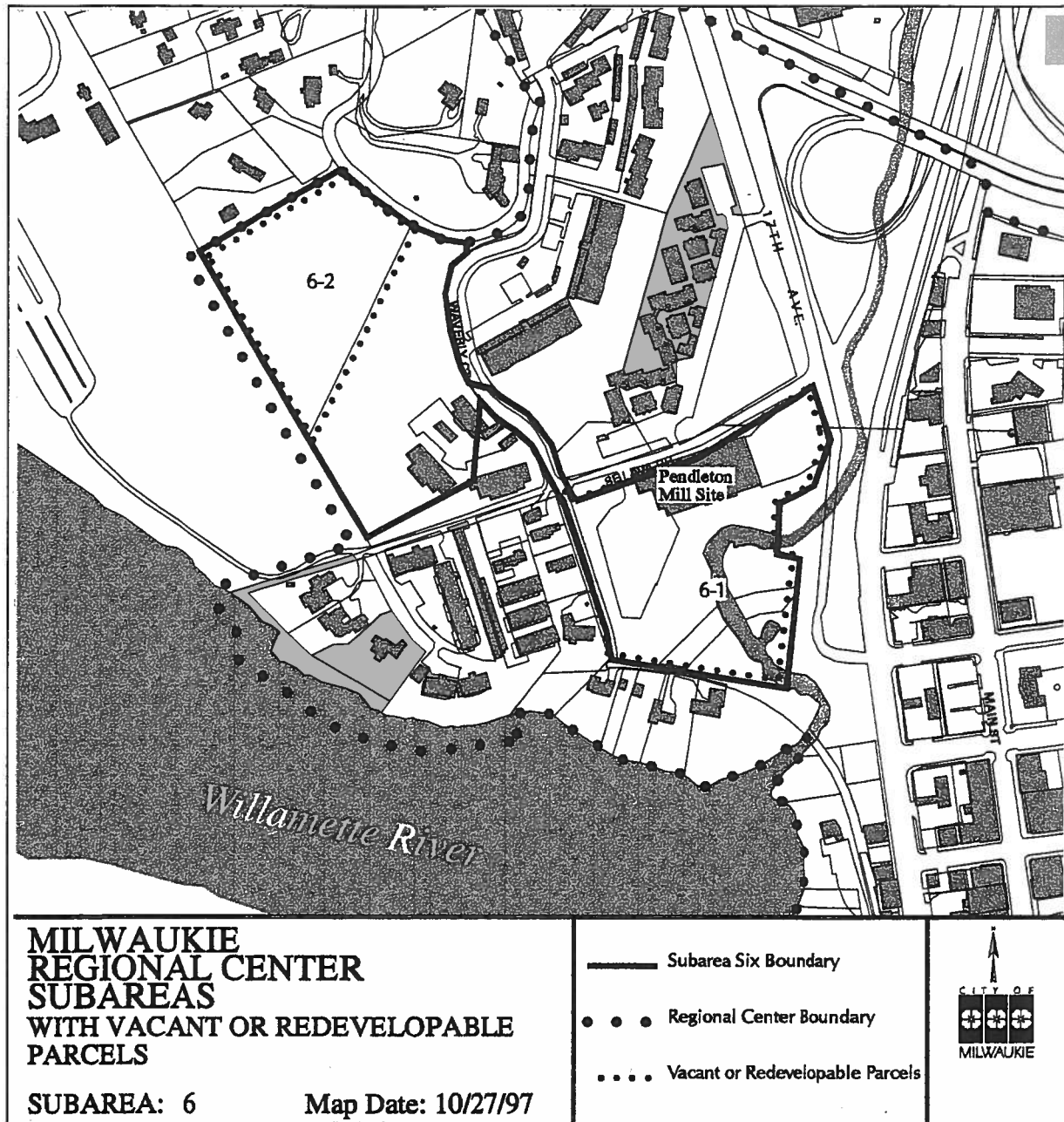


Figure 40: Subarea 6 Redevelopment Sites

Existing Conditions and Vision

Subarea 6 is defined by physical and natural boundaries, including the Willamette River, Johnson Creek, and McLoughlin Boulevard. The subarea is currently designated for High Density Residential and Industrial uses. The Pendleton site is recognized as a key opportunity site for redevelopment and a plan amendment from Industrial to Moderate/High Density Residential use is appropriate. The amenity value of the Willamette River and Johnson Creek and the proximity to the Downtown CBD are key factors supporting higher density residential uses at this location (Figure 41). Working group recommendations do not apply specifically to this subarea.

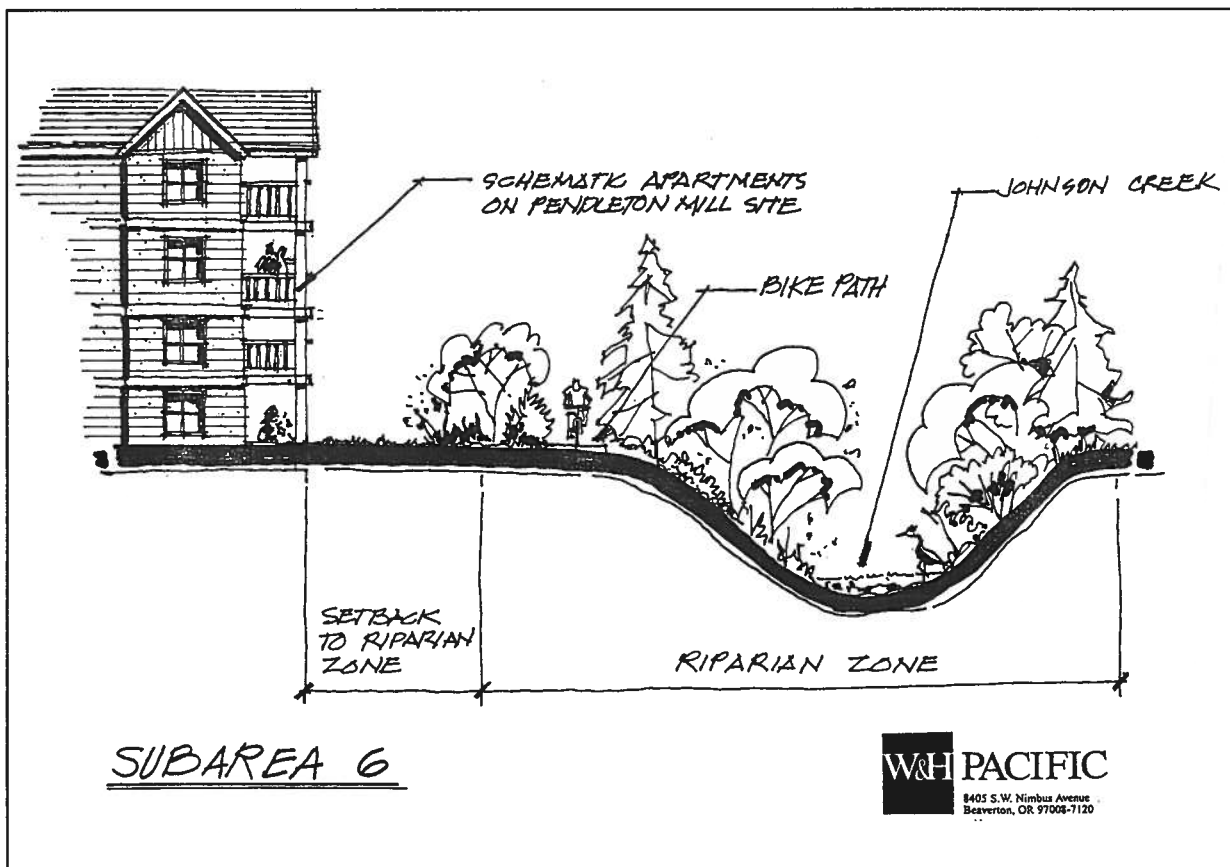


Figure 41: Illustration of Residential High Density Compatible with Natural Resources

Existing and Future Land Uses and Redevelopment Opportunities

Present and future zoning in Subarea 6 is outlined in Table 21 and shown in Figure 42 (page 93).

Table 21: Existing and Future Zoning/Land Use Concept for Subarea 6

Existing Zoning Districts		Acres
Manufacturing (M)		5.6
High Density Residential (R-2)		10.1
Limited Commercial/McLoughlin Overlay(C-L/MC)		0.7
Right-of-way		1.3
Total		17.7
Future Land Use Concepts		Acres
Multifamily Residential/Medium Density		607
Multifamily Residential/HighDensity		9.7
Total Acres Proposed for Future Land Uses		16.4

Implementation Items

Urban Design



The City may want to evaluate a phase-in of minimum densities.

Land Use

Future land uses in Subarea 6 are identified in Table 22 (page 94).

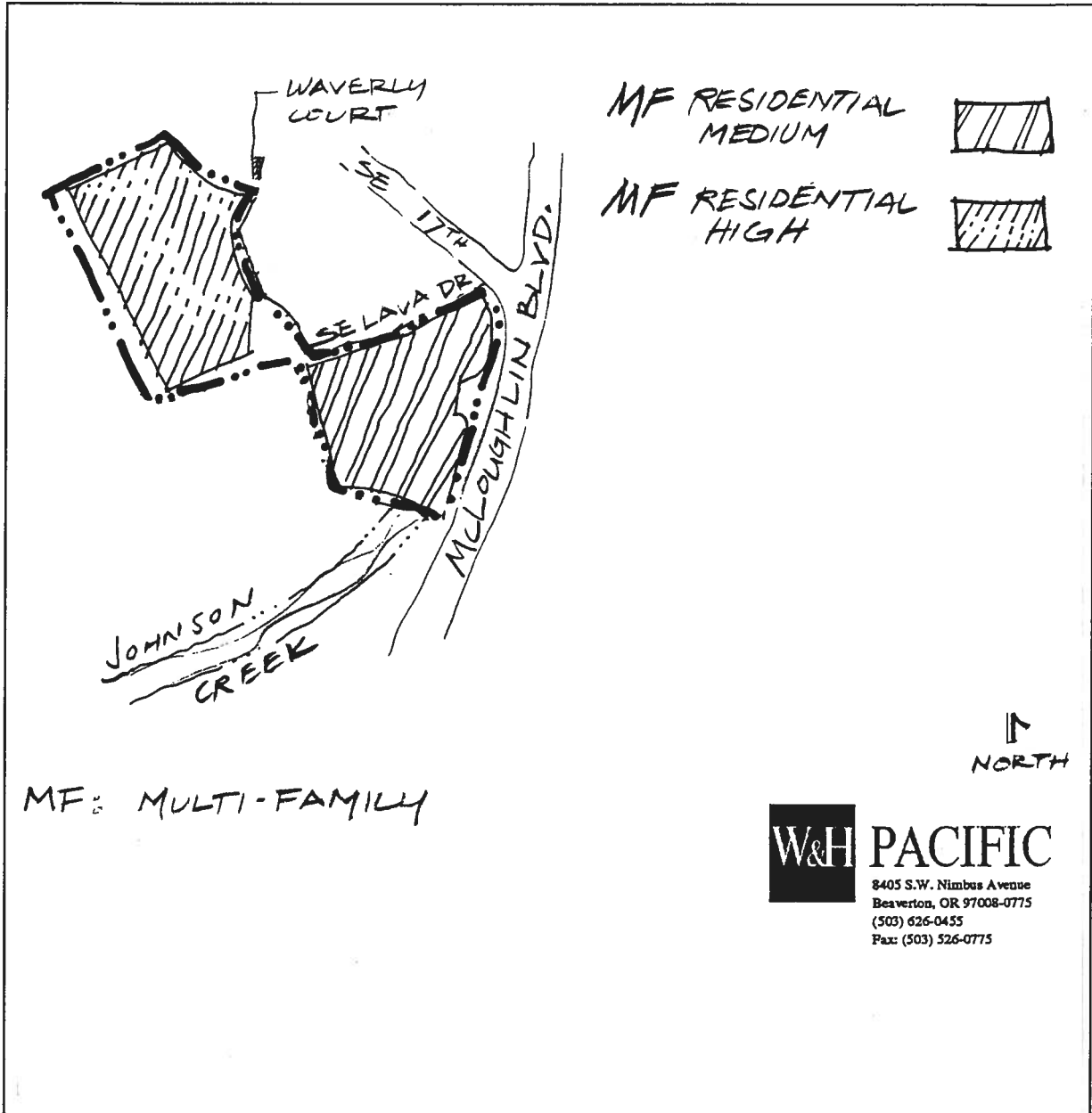


Figure 42: Subarea 6 with Land Use Concept Plan

Table 22: Land Use Concepts for Subarea 6

Land Use Type	Uses and Densities	Subareas With Land Use Type
Multifamily (MF) Residential/ Medium Density	Apartments or condominiums at 25 units per acre, usually with surface parking	Subarea 2 Subarea 6
Multifamily Residential/High Density	Apartments or condominiums at 40 to 50 units per acre, usually with structured parking	Subarea 2 Subarea 6

Infill and Development Opportunities

Redevelopment sites in Subarea 6 are listed in Table 23.

Table 23: Redevelopment Potential for Subarea 6

Subarea and Redevelopment	New Dwelling Units						Total New Dwelling Units	Existing Dwelling Units	New Jobs			Total New Jobs	Existing Jobs
	Site ID No.	Gross Acres	Net Acres	High Density	Med. Density	Low Density			High Density	Medium Density	Low Density		
6-1		8.1	4.1		101		101						250
6-2		4.7	2.4	118			118						
Total		12.8	6.5	118	101	0	219	0	0	0	0	0	250

Note: Home occupations are not included in these calculations. Metro employment data show that 3 percent of employment in Milwaukie is home-based

Economic Development Strategies



Prepare an economic development strategy to assist in the development of the urban design and land use elements of the Regional Center Master Plan. Economic development items could include property assembly by the City, as well as financial underwriting and technical assistance.

Transportation



Residential parking requirements and shared opportunities with adjacent developments must be identified and implemented during the site plan review phase

5. Analysis of Future Growth



5. Analysis of Future Growth

Future Regional Center Area Growth Impacts

The Milwaukie Regional Center Master Plan was developed with extensive input from a variety of sources, including public testimony, participation by community members in three Working Groups, Community Development staff planners, professional technical consultants, and a dedicated Steering Committee composed of elected and appointed officials. Earlier chapters of the plan describe the Working Groups' and Steering Committee's proposed Vision for the Regional Center. This section provides an overview of the technical analysis of the Regional Center over the next 20 years for future growth impacts on land use, population, employment, transportation, and market factors.

As part of a growing region, the City of Milwaukie will experience changes resulting from this growth. This Master Plan is based on projected growth changes over the next 20 years. The land use patterns within Milwaukie are expected to change based on the following assumptions:

- ✓ There will be an increase in population and jobs
- ✓ There will be a demand for more development
- ✓ Travel habits will be different
- ✓ Parking demands will increase

There Will Be an Increase in Population and Jobs

Currently, Metro has targeted 2,571 new dwelling units and 6,444 new jobs for the Milwaukie Regional Center by the year 2017. Metro has not been specific regarding the allocation of employment growth, except for the mix of retail versus nonretail job growth. This broad guidance from Metro allows local jurisdictions to refine the targets to match local needs. The Metro targets indicate that retail could account for an estimated 16 percent of Regional Center employment growth, with nonretail jobs accounting for the bulk (84 percent) of employment growth.

As shown in Table 24, the number of households within the Milwaukie Regional Center study area are expected to nearly double over the next 20 years. Employment is expected to increase by nearly 70 percent over the next 20 years.

Table 24: Existing and Forecast Households and Employment for the Milwaukie Regional Center Study Area (approximately divided by subarea)

Subareas	1994		2015 Milwaukie TSP		2015 Milwaukie Regional Center	
	Households	Employment	Households	Employment	Households	Employment
1	163	512	495	1,219	848	1,696
2	473	881	427	1,755	967	2,770
3	200	249	686	839	841	845
4	18	37	318	436	318	504
5	228	559	534	1,489	668	1,479
6	75	253	156	286	597	43
Remainder	1,018	4,686	1,497	6,029	1,707	6,411
Total	2,175	7,177	4,113	12,053	5,946	13,748

There Will Be a Demand for More Development

Residential demand will reflect the demographic trends analyzed for the Regional Center project (E. D. Hovee and Company, 1997). Using Metro's 2015 projections for Transportation Analysis Zones that overlap the Regional Center (406, 407, 408, 409, 410, 411, 413, 414, 557, 939, and 940), Hovee determined that the owner-to-renter proportion would be 56 percent to 44 percent for the new households in the Regional Center. Hovee's conclusions derived from the Regional Center data are summarized below:

- ✓ **Age of Householder:** Through 2015, the No.1 market for *owner-occupied* housing will be householders (i.e., persons making decisions about housing) who are age 55 to 64 (40 percent of added homeowner units), followed by those age 65 and older and, then by adults aged 25 to 54. For rental units, those 65 and older constitute the largest market segment (over 40 percent), followed by those in the 25-54 age group, and then householders aged 55 to 64.
- ✓ **Persons per Household:** The largest segment of added *owner-occupied* households (over 70 percent) will consist of two or more persons per household. For *rental* housing, the reverse is expected; close to 60 percent of rentals will be one-person households.
- ✓ **Household Income Range:** Again, a very different pattern is expected for homeowners versus renters. Over 50 percent of *homeowners* are projected to have household incomes of \$40,500 or more per household. With *renters*, the proportion

who have incomes of less than \$17,500 per year is double that of owners; however, a significant share of renters (nearly 45 percent) would have incomes of \$40,500 or more per year (in current dollars).

- ✓ **Type of Housing Structure:** More than 90 percent of the added units developed for both owners and renters is expected to consist of multifamily rather than single-family housing products. Based on these projections, it is clear that the mix of future residential products in Milwaukie's Regional Center may be considerably different from what has been developed in the past.
- ✓ **Homeowners:** For homeowners, new forms of attached and multifamily product will need to be developed to capture the interests of an emerging market, the majority of which will be relatively mature owners (55 and older), consisting of smaller households but relatively affluent.
- ✓ **Renters:** For renters, greater diversity in housing product and pricing is suggested. While over 95 percent of new renter households will consist of one or two persons, there will be considerable diversity in age and income. Consequently, each new rental project will need to be carefully *niched* to the needs and interests of a particular renter segment.

Travel Habits Will Be Different

Walk/bike trips are forecast to . . . triple with the planned development proposed by the Milwaukie Regional Center Plan.

Over the next 20 years, transit/carpool trips are expected to increase by over 75 percent for either the projected buildout in the TSP or Milwaukie Regional Center Plan land use concept and household/employment forecasts. Walk/bike trips are forecast to increase over 2.5 times in the next 20 years with the TSP assumptions and triple with the planned development proposed by the Milwaukie Regional Center Plan as indicated in Table 25.

Table 25: Existing and Future Mode Splits

Mode of Travel	Scenario		
	Existing 1994	Milwaukie TSP	Milwaukie Regional Center
Transit/Car Pool	2.6%	4.6%	4.7%
Walk/Bike	2.3%	5.8%	6.9%
Auto Trips	95.1%	89.6%	88.4%

Parking Demands Will Increase

The estimated parking requirements outlined in Table 26 were based on the existing City of Milwaukie Parking Code. Currently, the City of Milwaukie Code requires two off-street parking spaces for each dwelling unit. The code also requires 3 to 3.5 parking spaces per 1,000 square feet of floor area of office development. This parking code requirement is consistent with the parking requirements identified in *The Parking Generation - 2nd Edition*, prepared by the Institute of Transportation Engineers.

As shown in Table 26, by the year 2015 the demand for parking will increase by 113 percent with the Milwaukie TSP forecast and by 150 percent with the Milwaukie Regional Center forecast. Subarea 5 shows an extremely high demand for parking in the future, resulting from a forecast increase of 930 employees. Subarea 2, which has a large potential for development, is expected to increase by 874 employees with the TSP and by 1,889 employees with the Milwaukie Regional Center forecast.

Table 26 also shows the increased number of dwelling units within the Milwaukie Regional Center will require approximately 3,500 new parking spaces based upon the Milwaukie TSP forecast. Over 6,200 new parking spaces would be required to meet the current parking code requirement for the increased density of the Regional Center Plan. Most of the dwelling units are planned in Subareas 1, 2, 3, 5 and 6. The parking demand shown in Table 26 is consistent with the existing parking code.

Table 26: Parking Available-Required Includes Only Parking Related to Retail or Other Employment (approximate subareas used)

Subarea	Existing Parking		Required TSP ¹		Additional Parking ² MRC ³	
	Residential	Commercial/Office	Residential	Commercial/Office	Residential	Commercial/Office
1		564	660	420	1,110	610
2		240	NC	700	800	1,450
3		140	800	480	900	480
4		90	620	300	620	340
5		70+	400	740	760	740
6		45+	150	25	830	(-200)
Remaining		1,995	870	965	1,210	1,285
Total	0	3,099	3,500	3,630	6,230	4,705

¹ TSP=Milwaukie Transportation System Plan.

² Parking required for TSP and MRC show the requirements over and above existing parking.

³ MRC = Milwaukie Regional Center.

Note: Existing parking includes 400 on-street parking spaces.

The number of spaces required for commercial/office shown in Table 26 has been reduced by approximately 325 spaces due to the increase in transit, pedestrian, and bicycle trips

associated with the Milwaukie Regional Center Plan when compared to the existing mode split. In addition, opportunities for shared parking exist among the mix of residential, office, and recreational developments at the time of the site plan review, which may further reduce the number of required parking spaces. Without changes to the existing code and allowances for shared and reduced parking, the parking issues for the Regional Center will be overwhelming. Parking strategies are discussed in detail in Section 3 of this report as well as in each subarea chapter (Section 4). The Metro Functional Plan will require the city to set maximum parking ratios to meet or exceed those listed in Table 27 for the entire Regional Center area, which is totally within "Zone A."

Table 27: Metro Functional Plan Parking Ratios

Land Use	Minimum Parking Requirements (See Central City Transportation Management Plan for downtown Standards.	Maximum Permitted Parking - Zone A	Maximum Permitted Parking Ratios - Zone B
	Requirements may Not Exceed	Transit and Pedestrian Accessible Areas	Rest of Region
General Office (includes Office Park, "Flex-Space," Government Office, and misc. Services) (gsf)	2.7	3.4	4.1
Light Industrial Industrial Park Manufacturing (gsf)	1.6	None	None
Warehouse (parking ratios apply to warehouses 150,000 gsf or greater)	0.3	0.4	0.5
Schools: College/University & High School (spaces/number of students and staff)	0.2	0.3	0.3
Tennis Racquetball Court	1.0	1.3	1.5
Sports Club/Recreation Facilities	4.3	5.4	6.5
Retail/Commercial, including shopping centers	4.1	5.1	6.2
Bank with Drive-In	4.3	5.4	6.5
Movie Theater (spaces/number of seats)	0.3	0.4	0.5
Fast Food with Drive-Through	9.9	12.4	14.9
Other Restaurants	15.3	19.1	23
Places of Worship (spaces/seats)	0.5	0.6	0.8
Medical/Dental Clinic	3.9	4.9	5.9
Residential Uses			
Hotel/Motel	1.0	None	None
Single-Family Detached	1.0	None	None
Residential Unit, less than 500 sq ft per unit, one bedroom	1.0	None	None
Multifamily, townhouse, one bedroom	1.25	None	None

Table 27 (Continued)

Land Use	Minimum Parking Requirements (See Central City Transportation Management Plan for Downtown Standards.	Maximum Permitted Parking - Zone A	Maximum Permitted Parking Ratios - Zone B
	Requirements May Not Exceed	Transit and Pedestrian Accessible Areas	Rest of Region
Multifamily, townhouse, two bedrooms	1.50	None	None
Multifamily, townhouse, three bedrooms	1.75	None	None
Note: Parking ratios are based on spaces per 1,000 gross leasable area unless otherwise stated.			

Regional Density Targets

The "net new" jobs and dwelling units do not include any additional development that may occur in other mixed use areas . . .

Table 28 identifies the overall targets for all mixed use areas in Milwaukee. The number of dwelling units and jobs achieved by allocating the development shown is presented in Table 4 (Section 3), which lists specific vacant or redevelopable parcels.

The "net new" jobs and dwelling units do not include any additional development that may occur in other mixed use areas of Milwaukee, including portions of the 32nd Avenue Main Street, Station Areas or Milwaukee's industrially zoned areas outside the primary Regional Center boundaries.

Table 28: Metro Functional Plan Growth Targets for Milwaukee

Milwaukee Targets by Category (2017)	Existing Households (1994)	Existing Jobs (1994)	New Dwelling Units	New Jobs (Total)	Jobs with Floor Space	Jobs with No Floor Space (20% Total)
Mixed Use (MU) Areas (Regional Center)	1,464	3,442	2,571	6,444	5,155	1,289
Remainder of Milwaukee	8,446	13,593	943	1,034	827	207
Total Milwaukee	9,910	17,035	3,514	7,478	5,982	1,496
Regional Center Master Plan Projections (Table 4)			1,773	2,119	1,695	424
Percent MU achieved in Regional Center Master Plan			69%	33%	33%	33%
Number Remaining--MU			798	4,325	3,460	865
Number Remaining--rest of city			943	1,034	827	207
Total Remaining			1,741	5,359	4,287	1,072

The development allocations also assume the existence of light rail. High-capacity bus transit may or may not have the same effect in terms of stimulating development, but it is a concept that is untested for communities like Milwaukie.

Summary

Opportunities

There are several factors that suggest possible pathways to realizing opportunities for achieving vision being planned for the Milwaukie Regional Center:

- ✓ Demographics of a changing population, most specifically an aging population and smaller households, should be supportive of more urban scales of development provided that appropriate product types can be developed and marketed effectively.
- ✓ Urban scale amenities will justify greater rental rates required of higher density development. Portland's Central City (extended to include highly urban areas such as northwest Portland) currently commands significant rental rate premiums over most of the rest of the Metro market. The challenge is to provide comparable (or competitive) amenity packages for other portions of the region. Key amenity components are likely to focus on issues of multi-modal transportation access, personal safety, supportive localized mixed use development (live, work, shop, recreate), and enhancement or linkages to the natural environment (views, rails, parks, open space corridors). These amenities are inherently recognizable in Milwaukie's Vision Statement.
- ✓ A tighter urban growth boundary will limit the amount of available land for new development opportunities, which will make redevelopment in areas zoned for higher density commercial and residential uses more attractive.
- ✓ Amendments to the Comprehensive Plan and Zoning Code can direct the City's higher density commercial and residential development to the Regional Center.
- ✓ A proactive public strategy for land assembly and infrastructure development can take advantage of the redevelopment opportunities created by the UGB's limiting effect on land supply.
- ✓ Ownership will support higher per square foot property values than rental product (at least for residential units). Consequently, a key component of a Regional Center residential strategy is to cultivate opportunities for condominium and other less traditional homeowner opportunities for attached housing (e.g., townhouses, row houses, cooperatives). For office properties, the current shift in financing to favor owner-occupied (rather than speculative multitenant) properties also bears consideration as part of a Regional Center planning process.

Local Investments and Challenges

Citizens are especially concerned about the impact on existing residential neighborhoods

The City should try to resolve the basic conflict among Milwaukie residents about whether Milwaukie should or should not be a Regional Center. There is a range of public opinion on whether and how Milwaukie should or could be a Regional Center. Citizens in the Working Groups and in other forums have indicated real concerns about the effects of intense growth in the study area. Citizens are especially concerned about the impact on existing residential neighborhoods and the loss of what has been de facto open space (e.g., the Junior High School site). These underlying issues will need continued attention in the next phase of the work.

The key triggers for Regional Center development will require investment by the City and its citizens in terms of funds and political support. The ability of Milwaukie to achieve either a regional center level of development or a more limited revitalization of the existing downtown will depend on actions the City takes to create amenities for new development. The Riverfront Park and Kellogg Lake can be very significant amenities. Improved access to Spring Creek could also provide a natural amenity to which developers would respond. These projects can be planned and implemented to create a powerful natural environment in the midst of a vital city center. The location of these elements also allows for their development as a connected system of urban open spaces. And without public support, these projects will not happen. Without these projects, the Regional Center may not come close to reaching its potential.

If the City truly desires a revitalized and intensified regional center, it should consider itself to be a public partner in private development. There are a range of actions that can be taken by the City to encourage appropriate development, including the following:

- ✓ Assisting with financing of infrastructure improvements.
- ✓ Ensuring that the development review process is effective and does not result in excess cost or uncertainty to the developer.
- ✓ Making sure that the development community is aware of development opportunities in Milwaukie and that the City is willing to work with developers to achieve quality development.

The acceptance by the public of higher intensity development will hinge upon their belief that development will be high quality and compatible with Milwaukie's identity.

The City will have to be creative to achieve good design and at the same time not impede appropriate development. Much of the residential development in the Regional Center is at densities that are lower than those permitted by existing zoning. Yet to achieve Regional Center development objectives, rezoning that requires higher density residential and commercial development will have to occur. The acceptance by the public of higher intensity development will hinge upon their belief that development will be of high quality and compatible with Milwaukie's identity. The recommendation for a design review process is therefore a very important one.

South/North Light-Rail Transit or other rapid transit service is important to the City of Milwaukie's Regional Center. Good transit service allows movement of people to and from residential and employment areas. The City should continue its policies of strong support for the system and participate to the greatest extent in efforts to find funding for the project.

Financial Implications for Higher Density Prototypes. The higher density residential and office prototypes evaluated are not likely to prove financially feasible for private owners, developers and/or investors as a widely generalized approach to development outside Portland's Central City area — at least with current market conditions.

The primary obstacles to achieving financially feasible higher density development are:

- ✓ Costs per unit of usable space tend to increase rather than decrease with densities significantly above those currently being developed in the private market (without subsidy).
- ✓ Supportable rents may increase with higher density development, but so far have not appreciated in the Portland metropolitan market to adequately offset higher costs of construction.
- ✓ Land development with single-family residential uses (such as portions of the Regional Center) can be expensive due to relatively high assemblage and redevelopment costs.

An Urban Renewal Agency can help accomplish Regional Center Objectives.

Oregon law allows cities to create Urban Renewal Agencies to assist with the types of projects recommended in the Regional Center Master Plan. The types of improvements by an Urban Renewal Agency, which are funded through tax increment financing, can include:

- ✓ Construction or improvement of streets, utilities, and site improvements
- ✓ Acquisition and improvement of property
- ✓ Resale or lease of property
- ✓ Rehabilitation or conservation

Urban Renewal Agencies are established by cities, and must develop an Urban Renewal Plan prior to collecting tax increment funds or initiating projects.

Conclusions

This plan compiles the visions, recommendations, detailed analysis, and policy framework for future actions in Milwaukie's Regional Center area. The Master Plan concludes the first phase of implementing the Regional Center concept in Milwaukie. The second phase will apply the concepts outlined in this document, including a series of new and amended planning policies, zoning guidelines, design criteria, economic development strategies, and a final land use assessment of ways to meet regional housing and job targets. When these changes take place, and public and private investments occur, the Milwaukie Regional Center has the potential to become a vibrant focal point for both the community of Milwaukie and the Portland Metropolitan region, while preserving a family-oriented, livable, and safe community.

Appendix

Glossary

Accessory Living Unit: A dwelling that is located on the same lot as the main house but is clearly incidental and subordinate to it. The accessory living unit may be part of the main house or a detached structure, and in the context used for the Regional Center Master Plan includes guest houses and secondary dwellings, which are both specifically defined in the Milwaukie Zoning Ordinance. An accessory living unit may be permitted outright in some zones, and may require discretionary review such as a conditional use permit in other zoning districts.

Albina Community Plan: A plan and related design documents prepared by the City of Portland Bureau of Planning. The Plan addresses common community development issues within the North/Northeast neighborhoods collectively known as the Albina District which is located between NE Broadway, NE Columbia, NE 24th, and I-5. The area is typified by older low-income neighborhoods of similar architectural styles and scale dating from the turn of the 20th century. Because the Albina District has not attracted developer interest for decades it has maintained a remarkably consistent fabric of buildings with design features now featured or proposed for new development in other areas of Portland.

Calthorpe Study: A transit corridor study prepared by the urban design firm of Calthorpe and Associates in 1994 for the City of Milwaukie. The study illustrates how downtown Milwaukie would look 50 years into the future based on the suggestions elicited at a public design workshop.

Design Review: A process that can be used by a city to evaluate the suitability and compatibility of project in relation to architectural and similar standards or guidelines. Design review is often required for special plan districts, and can either be performed by city staff, or by a committee appointed by City Council.

Draft Environmental Impact Statement (DEIS): This process and the resulting technical analysis document that details the possible effects of different alternatives. The DEIS is required by the Federal National Environmental Policy Act of 1969 and the process applies to projects receiving Federal funding. The DEIS is distributed for review and comment by the public. The final document is the Environmental Impact Statement which addresses public comments.

Floor Area Ratio (FAR): The sum of the gross horizontal floor areas of a building(s) divided into the gross square footage of the lot. The Milwaukie Zoning Ordinance more specifically defines this term in Section 100 to exclude attic, basement and cellar space, uncovered steps, garages, carports, and porches.

Household: All the persons who occupy a dwelling unit although not necessarily constituting a family or being related to one another. The Bureau of the Census uses the term average household size to mean the number of persons per household divided into the total number of households. The

Milwaukie Zoning Ordinance contains a definition in Section 100 for Housekeeping Unit that is similar to this term.

Infill: Development that occurs on isolated vacant or redevelopable lots. Infill development conserves or reuses land, and makes more efficient use of existing utilities and other public services.

Land Write-Down: A way of making desired development more feasible by subsidizing the cost of the land for a project. One common method is for a jurisdiction to purchase a property and then resell it for less than the fair market value in exchange for development that meets jurisdictional objectives.

Live/Work: An arrangement that includes office or studio space within the dwelling unit, or within the same building. Sometimes taking the form of using converted loft space for the dwelling and the street level for the offices. One example of a live/work development in a suburban city center setting can be found at Tualatin Commons.

Main Street: A term used by Metro to denote neighborhood shopping areas along a main street or at an intersection, sometimes having a unique character that draws people from outside the area. Main streets are served by transit. NW 23rd Avenue and SE Hawthorne Boulevard are current examples of main streets.

Metro Growth Management Functional Plan: A plan developed by Metro and approved by the Metro Council on November 21, 1996 to guide early implementation of the 2040 Growth Concept and associated Regional Urban Growth Goals and Objectives. Functional Plans are a primary regional policy tool that may contain both recommendations and requirements for changes in local Comprehensive Plans and implementing ordinances. The Metro Growth Management Functional Plan contains the following 10 Titles: Requirements for Housing and Employment Accommodation, Regional Parking Policy, Water Quality and Flood Management Conservation, Retail in Employment and Industrial Areas, Neighbor Cities and Rural Reserves, Regional Accessibility, Affordable Housing, Compliance Procedures, Performance Measures, and Definitions.

Metro 2040 Targets: The capacities listed in Table 1 required to be demonstrated by the 24 cities and 3 counties within the Metro jurisdiction for compliance with Title 1, Section 2 of the Metro Growth Management Functional Plan. These targets are allocated so that each locality can plan to accommodate a share of projected regional growth through the year 2017.

Mixed Use (MU): A required combination of residential, commercial, and office uses within a building, project or district. The Regional Center Master Plan promotes Mixed Use zoning districts as a way make more efficient use of land and public services, and to create an urban flavor of development in the Milwaukie city center area.

Overlay: A zoning district that is applied over other zoning districts in order to accomplish specified public policies. A flood protection overlay zone is a common example. The overlay zone and the

underlying zone requirements both apply but the overlay zone requirements generally prevail if there is a conflict. Milwaukie uses the McLoughlin Corridor (MC) district and the Willamette Greenway as overlay zones.

Regional Center: A Metro designation for nine areas in the Portland region that will be typified by a mix of residential and commercial uses that will become the focus for compact development, redevelopment and high quality transit service and multimodal street networks.. Milwaukie is one of the nine regional centers designated by Metro.

Regional Transportation Plan (RTP): The official intermodal transportation plan for the metropolitan planning area. The RTP is developed and adopted through the metropolitan planning process and serves to guide funding decisions for proposed projects.

Station Area: The area generally within a quarter to half-mile radius of light rail stations or other high capacity transit. Station communities are planned for multimodal transportation and mixed uses that are typified by high quality pedestrian amenities.

Ten Essentials: Formally titled *The 10 Essentials for North/Northeast Portland Housing*, this publication was prepared by the Portland Chapter of the American Institute of Architects Housing Committee in 1991. The 34 page book provides 10 basic design guidelines and supporting background for making renovations and new construction. The book was used by the Milwaukie Regional Center Housing Working Group as a reference.

Town Center: A Metro designation for compact areas of local retailing and services that have transit service. Examples include the downtowns of Forest Grove and Lake Oswego.

Transportation System Plan (TSP): and concomitant process required of all cities and counties by State of Oregon to integrate the planning needs and projects for all the transportation modes. Milwaukie completed a TSP that was adopted by the City Council as an Ancillary Document to the Comprehensive Plan in July 1997.

Urban Growth Boundary (UGB): A boundary which identifies urban and urbanizable lands needed during the 20-year planning period to be planned and services to support urban development densities, and which separates urban and urbanizable lands from rural lands.

Abbreviations and Acronyms

CBD	-	Central Business District
CC	-	Central Commercial zone (City of Milwaukie)
DEIS	-	draft environmental impact statement
DU	-	dwelling unit
FAR	-	floor area ratio
MU	-	mixed use
R-I-B	-	Residential-Business-Office zone (City of Milwaukie)
R-O-C	-	Residential-Office-Commercial zone (City of Milwaukie)
RTP	-	Regional Transportation Plan
TGM	-	Transportation and Growth Management
TSP	-	Transportation System Plan
UGB	-	urban growth boundary

Related Documents

Urban Growth Management Functional Plan, Metro, November 21, 1996

Milwaukie Vision Project Final Summary, City of Milwaukie, June 20, 1995

Milwaukie South-North Corridor Study, Calthorpe Associates, November 1994

Milwaukie Riverfront Concept Plan, January 1997

Milwaukie Visual Preference Survey, A. Nelessen and Associates, June 1994

Lake Road Multi-modal Connection Plan, City of Milwaukie, June 1997

Milwaukie Transportation System Plan, City of Milwaukie, June 1997

Removal of Code Obstacles to Smart Development, City of Milwaukie, Draft Report, June 1997

Economic Development Assessment for Milwaukie Regional Center Study Area, Draft Report, E.D. Hooce and Company, June 1997

Credits

City of Milwaukie

Community Development Staff

Maggie Collins

Jane Leeson

Dan Pava

Stacy Lawson

Diana Myrvang

Jeanne Garst

Marcia Hamley

Susan Heiser

Milwaukie GIS Systems

Matt Fried

Gary Dunkley

Craig Holman

Transportation and Growth Management Consultant Team

Tashman Johnson LLC, Project Manager, Land Use Concept

Jeffrey Tashman

SERA Architects, Land Use Concept, Design Review

Bing Sheldon

Karen Moore

The Dorman Company, Code Review and Land Use Concept and Strategies

Mary Dorman

E.D. Hovee and Company, Market Analysis, Land Use Concept

Eric Hovee

Kittelson and Associates, Transportation, Land Use Concept

Gary Katsion

Tom Schwab

Project Consultant Team

W&H Pacific, Inc., Report Editing, Graphics, and Design Sketches

Chris Eaton, AICP

Carol Merrill

Ray Higa

Karen Reynolds

Jennifer Egusa

Ricki Hisaw

Metro

Growth Management Staff

Mary Weber

Brenda Bernards

Transportation Staff

Tom Kloster

Transportation and Growth Management - ODOT Liaisons

**Oregon Department of
Transportation, Region 1**

Lidwien Rahman

**Department of Land
Conservation and Development**

Tracy Lester

Oregon Department of Transportation

Dan Layden, Transportation Planner

Milwaukie Downtown Development Association
