

# **CITY OF MILWAUKIE COMPREHENSIVE PLAN**



**ADOPTED AUGUST 18, 2020  
ORD. 2196**

## Introduction

Land Use  
Categories

Community &  
Culture

Stewardship &  
Resiliency

Complete  
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# CITY OF MILWAUKIE COMMUNITY VISION

*In 2040, Milwaukie is a flourishing city that is entirely equitable, delightfully livable, and completely sustainable. It is a safe and welcoming community whose residents enjoy secure and meaningful work, a comprehensive educational system, and affordable housing. A complete network of sidewalks, bike lanes, and paths along with well-maintained streets and a robust transit system connect our neighborhood centers. Art and creativity are woven into the fabric of the city.*

*Milwaukie's neighborhoods are the centers of daily life, with each containing amenities and community-minded local businesses that meet residents' needs. Our industrial areas are magnets for innovation, and models for environmentally-sensitive manufacturing and high wage jobs. Our residents can easily access the training and education needed to win those jobs.*

*Milwaukie nurtures a verdant canopy of beneficial trees, promotes sustainable development, and is a net-zero energy city. The Willamette River, Johnson Creek, and Kellogg Creek are free flowing, and accessible. Their ecosystems are protected by a robust stormwater treatment system and enhanced by appropriate riparian vegetation. Milwaukie is a resilient community, adaptive to the realities of a changing climate, and prepared for emergencies, such as the Cascadia Event.*

*Milwaukie's government is transparent and accessible, and is committed to promoting tolerance and inclusion and eliminating disparities. It strongly encourages engagement and participation by all and nurtures a deep sense of community through celebrations and collective action. Residents have the resources necessary to access the help they need. In this great city, we strive to reach our full potential in the areas of education, environmental stewardship, commerce, culture, and recreation; and are proud to call it home.*



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# ACKNOWLEDGMENTS

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## THE MILWAUKIE COMMUNITY

A special thanks to all of the **600+ Milwaukie community members** who have spent countless hours of their time providing input at town halls, open houses, online surveys, focus groups, public hearings, and so much more. This document would not exist without their input and hard work.



All Photos: Hamid Shibata Bennett

Photos of CPAC members, consultants, Planning Commissioners, and Council members

- Land Use Categories
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- Stewardship & Resiliency
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# ABOUT MILWAUKIE: OUR HISTORY & FUTURE



*Photo: Hamid Shibata Bennett*

*“In 2040, Milwaukie is a flourishing city that is entirely equitable, delightfully livable, and completely sustainable.”*

*- Milwaukie 2040 Community Vision*



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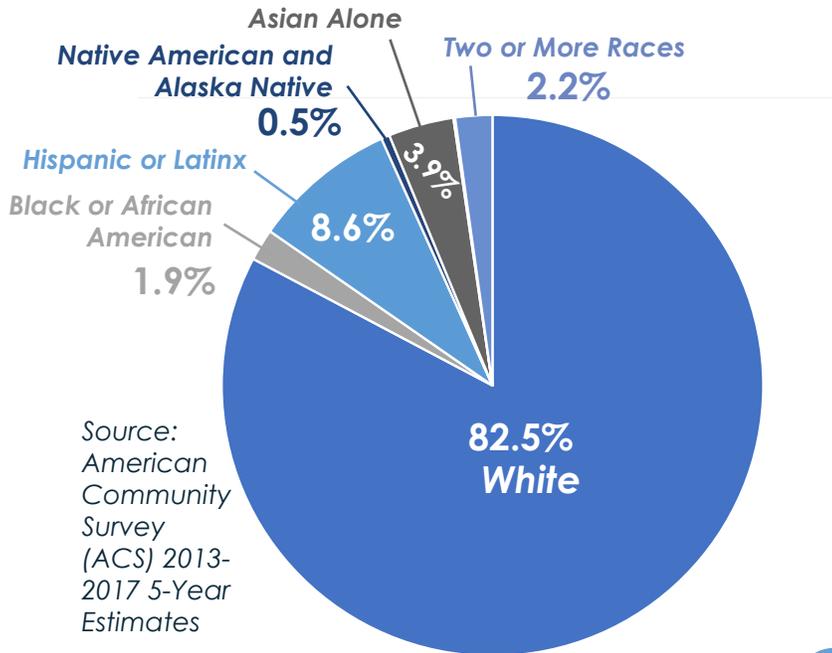
Milwaukie is a small city of about 20,990<sup>1</sup> people located on the shores of the Willamette River in the northwestern corner of Clackamas County, just south of Portland (Map 1). Milwaukie offers an active small-town feel with a charming downtown, a wealth of parks and natural resources, and easy access to the regional activities and services of the Portland metropolitan area. Milwaukie residents are proud of its strong community culture, which represents a range of backgrounds, ethnicities, and experiences that add value and diversity to the community. The city boasts a dynamic economy, with over 1,000 businesses employing approximately 13,000 people in a wide variety of industries. Milwaukie also benefits from a highly engaged community that is interested and involved in decision-making for the city.



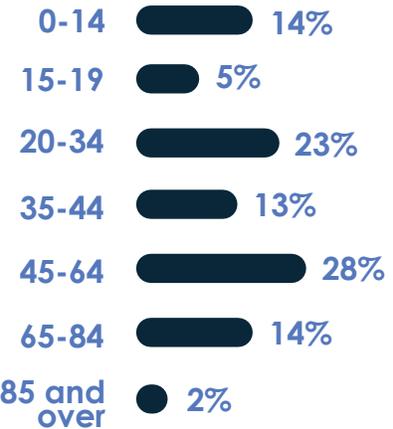
<sup>1</sup> 2018 US Census QuickFacts

Photo: Hamid Shibata Bennett

# Milwaukie Demographics



## AGE



Source: ACS 2013-2017 5-Year Estimates

## EDUCATION



Number of K-12 Schools: 8



Number of K-12 Students: 2,476

**94%** Percent of population with a high school degree or higher

**35%** Percent of population with a Bachelor's Degree or higher

Source: 2018 Oregon Department of Education, 2018 North Clackamas School District, & 2018 US Census QuickFacts



**\$63,421**

MEDIAN HOUSEHOLD INCOME

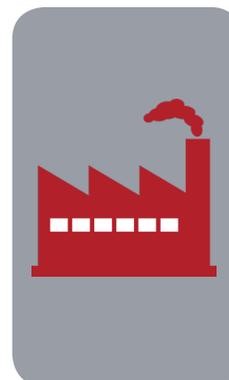
Source: United States Census Quickfacts (2018)



**12.2%**

INDIVIDUALS BELOW THE POVERTY LINE

Source: ACS 2013-2017 5-Year Estimates



## TOP 3 INDUSTRIES

EDUCATION

METAL MANUFACTURING

GOVERNMENT, HEALTHCARE, PROFESSIONAL SERVICES

Source: Milwaukie Economic Opportunities Analysis

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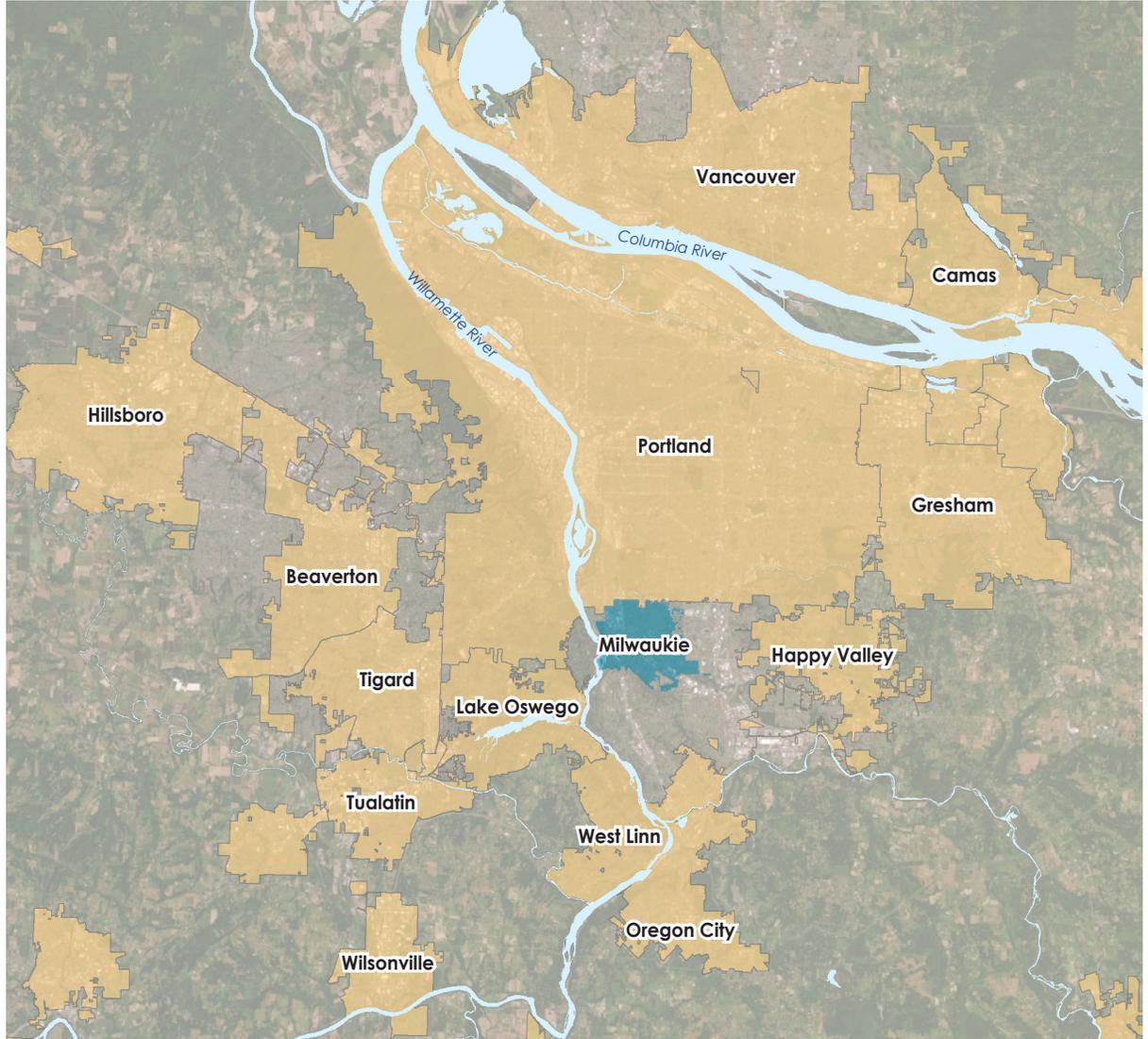
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## MAP 1: Location Map of Milwaukie



# Location Map



### Legend

-  River or Stream
-  Milwaukie City Limits
-  City Boundaries



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# MILWAUKIE'S HISTORY

## ***Native Lands***

The City of Milwaukie is located on the ancestral homeland of the Clackamas people, who lived in permanent winter villages and in seasonal settlements between Tumwata (Willamette Falls) and St. Johns on the east bank of the Willamette River and into the foothills of the Cascades. Clackamas were noted fishermen, hunters, and gatherers. Their life is described as one of the "seasonal round"; families and tribal groups would return to locations each year throughout their territory from the mountain tops to the river bottoms and all places in between. At each location, resources would be gathered and then brought back to their winter village. During the winter months they practiced their utilitarian art as well as shared stories.

In 1855, the remaining members of the Clackamas were among the tribes that signed the Willamette Valley Treaty, which ceded land to the federal government. In 1856, the Clackamas, along with other Tribes across Western Oregon, were forcibly removed to the Grand Ronde Indian Reservation.<sup>1</sup>

## ***White Settlers Begin Development of Milwaukie – 1840s***

In 1847 Lot Whitcomb made a land claim that encompassed Milwaukie Bay. On this claim, he platted the town of Milwaukie in 1848. Lot Whitcomb built a sawmill at Johnson Creek, a grist mill at Spring Creek, a flour mill at Kellogg Creek, and Milwaukie was established a shipping hub. By 1850, Milwaukie had 500 residents, which helped establish Milwaukie Bay as the first official port on the Willamette River. Orchardists soon arrived via the Oregon Trail and brought with them 700 grafted fruit trees, establishing Milwaukie as the agricultural center of the Clackamas area for years to come. Between 1850 and 1855, the Donation Land Claim Act introduced 30,000 White settlers who claimed 2.5 million acres of land.<sup>2</sup>

## ***National and State Exclusionary Laws – Mid-to-late 1800s***

The 1850s also brought several thousand Chinese laborers to Oregon mainly to work on the railroads. In Milwaukie, orchardist Seth Lewelling employed several dozen Chinese workers in his orchards. One of these laborers was Ah Bing, who is recognized as the creator of the Bing cherry. Between 1882-1902, the US Congress passed several Chinese exclusion laws that blocked Chinese immigration and prevented Chinese immigrants who were already living in the area from becoming citizens or having families. The laws banned Chinese from attending public

1

<https://www.grandronde.org/history-culture/history/our-story/>

2

[https://oregonencyclopedia.org/articles/oregon\\_donation\\_land\\_act/#.Xuj-k0VKjD4](https://oregonencyclopedia.org/articles/oregon_donation_land_act/#.Xuj-k0VKjD4)

Milkewa Mill



Industrial Buildings on the Willamette River



Main Street Founders Parade 1950

All Photos: Milwaukie Historical Society

# MILWAUKIE'S HISTORY

schools, serving on juries, voting or holding office, and they suffered from discrimination in finding housing.<sup>3</sup> Many Chinese immigrants were forced to leave Oregon. Ah Bing was one of thousands of Chinese immigrants who left during this time of racist laws and practices, which were not repealed until 1943. Ah Bing never returned to Milwaukie.

In 1844, the Provisional Government of Oregon passed the first of a series of "Exclusion Laws," which banned slavery, but also prohibited Black people from settling or remaining in the territory.<sup>4</sup> When Oregon became a state in 1859, its constitution forbade Black people from owning property or entering into contracts. This further enabled the exclusion of Black, Indigenous, and people of color in the state and in Milwaukie.

## ***Growth in Agriculture & Development – Late 1800s to early 1900s***

By 1887 the Oregon to California Railroad line was finished. It was the first line completing the connection from California to

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<sup>3</sup>  
[https://oregonencyclopedia.org/articles/chinese\\_americans\\_in\\_oregon/#.XujrP0VKjD4](https://oregonencyclopedia.org/articles/chinese_americans_in_oregon/#.XujrP0VKjD4)

[https://oregonencyclopedia.org/articles/exclusion\\_laws/#.XukCmEVKjD5](https://oregonencyclopedia.org/articles/exclusion_laws/#.XukCmEVKjD5)

<sup>4</sup>  
<https://www.opb.org/news/article/oregon-white-history-racist-foundations-black-exclusion-laws/>

Washington. It allowed goods and people to transport freely along the West Coast. This is the track that still runs parallel to Railroad Ave. In 1892, an electric trolley line connected Milwaukie to Oregon City and Portland, which attracted Portland elites who built summer homes around Kellogg Lake and near Elk Rock Island. Immigrants – primarily Germans, Italians, and Japanese – also arrived in larger numbers during this time. Many current areas of Milwaukie outside of downtown were active farmlands where those immigrant families created family farms that lasted for decades. In 1903, Milwaukie was incorporated as a city, and developers were platting new areas for single dwelling homes.

The Great Depression resulted in an economic downturn, which led to the creation of programs under President Franklin D. Roosevelt's New Deal. These programs helped create McLoughlin Boulevard, which provided direct automobile access to Portland and Oregon City, City Hall, and the building that houses Portland Wardolf School today. The onset of World War II led to the creation of thousands of jobs in shipyards and other wartime industries in the region, which dramatically increased Milwaukie's population. The City reached a population of 5,000 people by the end of the war.

## ***Rise of Suburban Growth & Continued Exclusion – Mid 1900s***

During the 1950s, suburban growth was fueled by the rise of the automobile and continued by federal investments in highway building and rail lines coupled with local

disinvestment in mass transportation. In 1958, the trolley line that connected Milwaukie to the region was shut down, increasing dependency on cars. This transportation change led to suburban style, low-density single-unit housing development, which continued through the 1960's and 70's.

Even with the post-war population increase, the city and region remained predominately White. The lack of diversity can be attributed to federal, state, and local discriminatory laws and practices, including explicitly racist deed restrictions (declared unenforceable in 1948) that encumbered many real estate transactions in Milwaukie and the region.<sup>5</sup> As a result, Milwaukie developed into a mostly White suburb of Portland, dominated by detached housing that excluded Black people and people of color through deed restrictions, redlining<sup>6</sup>, and low density zoning that prohibited more affordable housing types in most of the community.

---

5

Racial covenants were legal clauses written into a deed restricting who could own or live on the property based on race. Racially restrictive covenants were a national practice beginning in the early 1900s but were declared unenforceable in 1948 by the U.S. Supreme Court.

Source: Historical Context of Racist Planning, City of Portland (2019) <https://www.portland.gov/sites/default/files/2019-12/portlandracistplanninghistoryreport.pdf>

6

The Home Owners Loan Corporation (HOLC) assessed neighborhoods' desirability by assigning colors on a map (red, yellow, blue, and green). Categorization of neighborhoods was, in part, determined by the average income, racial, or ethnic makeup of the area. Redlined areas typically had concentrations of Black residents or other people of color. This made it difficult or impossible for residents living in "redlined" neighborhoods to receive residential and commercial loans.

Source: Historical Context of Racist Planning, City of Portland (2019) <https://www.portland.gov/sites/default/files/2019-12/portlandracistplanninghistoryreport.pdf>

In 1968, the Fair Housing Act was enacted to prohibit the discrimination of people based on race, color, national origin, and religion when selling or renting housing. It was later amended to include sex, familial status, and disability as protected classes as well. Black people and people of color were left with little opportunity to create wealth through homeownership and further segregated them into areas zoned for more affordable, higher density rental housing.

### ***Continued Employment Growth with Transportation Expansions – Late 1900s***

An influx of suburbanites and annexations added to the city's growth in the 1950s and 1960s, and the city's population expanded to 16,000 by 1970. The Kellogg Park housing development, which was created as worker housing during World War II, was converted into industrial lands and is now the North Milwaukie Innovation Area. The year 1970 also brought the construction of Hillside Manor, a nine-story affordable housing building owned by the Housing Authority of Clackamas County. This building is located on the site of the Hillside Park housing complex, which was constructed to serve as working and military housing during World War II.

In 1983, Interstate 205 was completed and provided a new route to the east side of the Milwaukie and a connection to Highway 224, which had opened in 1969. The 1980s saw the creation of a new industrial area along International Way. Clackamas Town Center and other regional malls were also built during this time period, contributing to the economic decline of downtown Milwaukie businesses.

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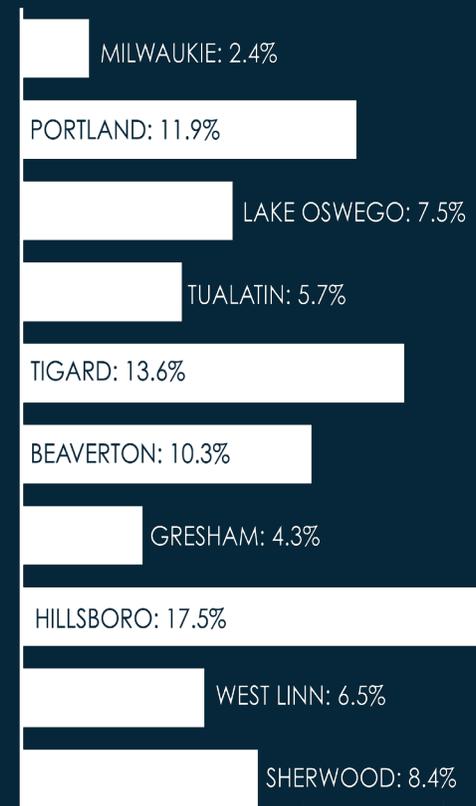
## ***Slow Residential Growth to Renewed Interest – Early 2000s to Present***

Milwaukie's population grew by just over 10% from 1980 to 2000 and experienced no net population growth between 2000 and 2015. In 2015, however, the Metropolitan Area Transit (MAX) Orange Line opened, providing light rail access to Milwaukie and a reconnection to the rest of the region. Since that time, the city has seen increased interest in the downtown area, including the development of new housing that is anticipated to continue into the future.

Today the city recognizes the historical exclusionary laws and other policies that created a city zoned with 70% low density, single-dwelling unit development. This Plan is designed to set Milwaukie on a path to be more inclusionary and expand opportunities for all residents regardless of color, race, religion, or economic/ social class.

*Note: Following the American Psychological Association's style rules, the City of Milwaukie (among others) has adopted the capitalization of Black and White in writing to call attention to the social construct of race.*

## POPULATION GROWTH IN THE METRO AREA (2010-2019)



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# MILWAUKIE'S FUTURE

Based on the growth forecasts in the 2018 Metro Urban Growth Report and PSU Population Research Center data, Milwaukie's population is projected to grow by approximately 14% by the year 2040<sup>2</sup>. However, this projection is derived from a regional population forecast, and is influenced by the city's historically low population growth rates, making future growth in Milwaukie difficult to project. There has been an uptick in residential development since TriMet began the MAX Orange Line light rail service in 2015, a trend that the city expects to continue in the near future as several public and private opportunity sites identified by the city are expected to be developed. The city will also be considering changes to its zoning code to allow for additional housing options throughout Milwaukie, which will influence growth in Milwaukie. The city must also prepare for the potential impacts of a changing climate on its future growth, as the Pacific Northwest has been identified as a likely destination for people looking to escape dryer and warmer climates.

<sup>2</sup> Source: U.S. Census, PSU Population Research Center, and Johnson Economics - Milwaukie Housing Needs Analysis, 2016



Photos: Hamid Shibata Bennett

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# MILWAUKIE'S COMMUNITY VISION

In late 2015, the city undertook a process, entitled Milwaukie All Aboard, to update its 20-year old Vision Statement. The 1995 Vision Statement was aspirational and ambitious in its vision of Milwaukie in 2015, calling for, among other things, an expanded city center, a renaissance of urban design, improved pedestrian and bicycle connections, and the return of public rail transit, which was realized with the opening of the MAX Orange Line in September 2015. However, with the Vision having reached its horizon, and the city experiencing new economic and housing pressures to grow, City Council called for the creation of a new Community Vision that would reflect community priorities and help guide city investments as it pursues the ideal Milwaukie of 2040.

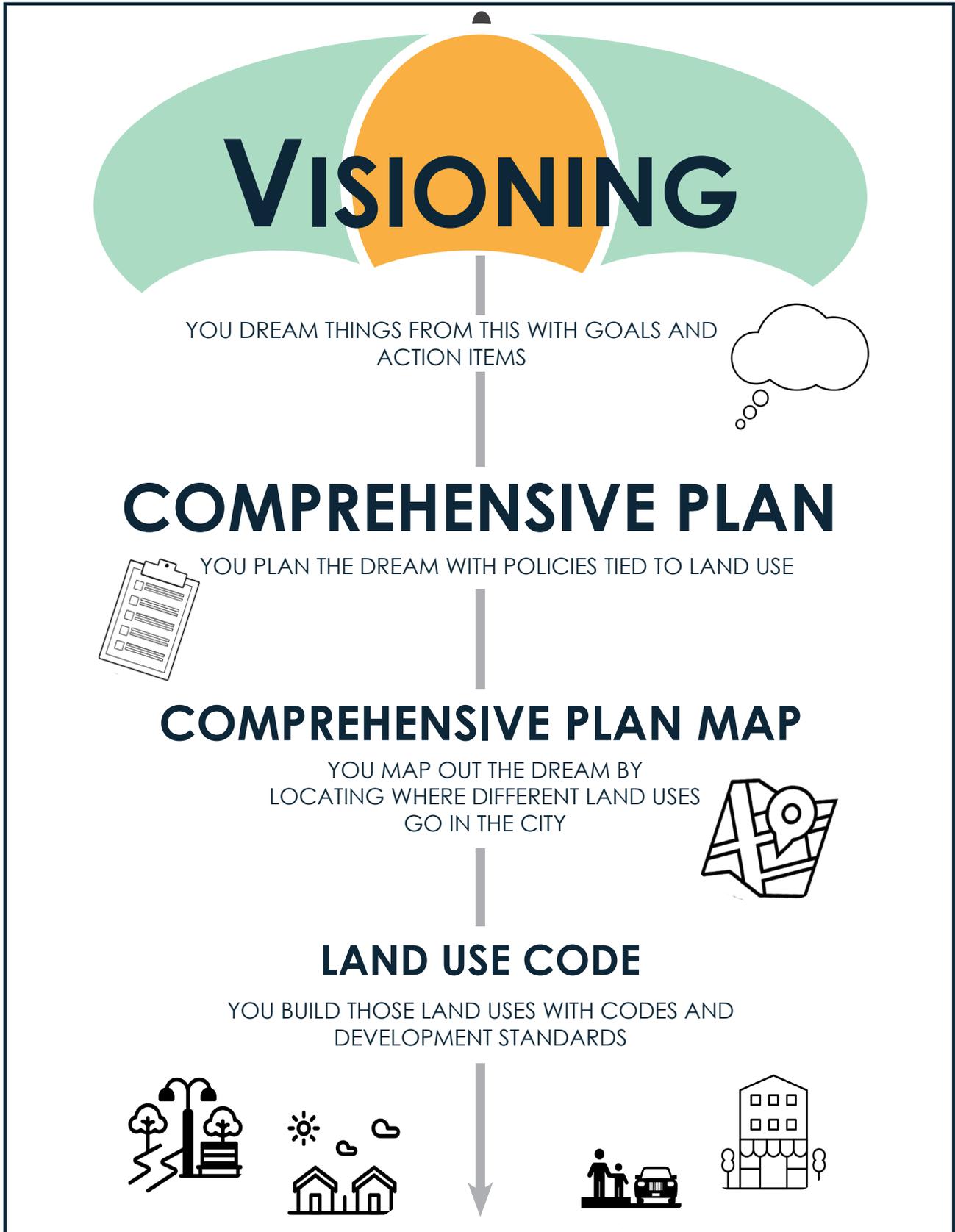
The process to develop a new Community Vision was led by the Vision Advisory Committee (VAC), a group of Milwaukie residents appointed by City Council. The process resulted in the engagement of hundreds of residents and other community stakeholders via a series of town halls, meetings with neighborhood district associations (NDAs) and other groups, web-based surveys, and a variety of other outreach efforts. Based on this community feedback, the VAC crafted a new Community Vision, a series of Goal Statements, and an Action Plan comprised of

dozens of action items designed to help the city realize its Community Vision. City Council adopted the new Community Vision in September 2017.

The Comprehensive Plan is one of the key policy documents that guides implementation of Milwaukie's Community Vision as it relates to land use, the built and natural environments, and transportation. The Comprehensive Plan sets the policy framework for implementation of the vision, most notably through the development (zoning) code. The development code translates the vision into land use regulations that guide how land is developed in the city (Figure 1).

Milwaukie's Comprehensive Plan has undergone numerous incremental changes over the past several decades, but the City has not completed a major update since 1989. The 2020 Comprehensive Plan update takes community priorities established in the 2015 Community Vision and translates them into goals and policies to guide growth and development in the city over the next 20 years.

FIGURE 1: City Land Use Hierarchy



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# WHAT IS A COMPREHENSIVE PLAN & WHY DO WE PLAN?

The Comprehensive Plan is Milwaukie's primary land use document and includes a series of goals and policies that guide growth and development over a 20-year period. The Comprehensive Plan is a long-term plan that provides a foundation for decision-making on important issues and translates and reflects the community's social and economic values into a framework to guide future growth and development in the city. This includes activities related to the development of natural systems, the built environment, and associated services. The Comprehensive Plan is for all those who participate in the city's land use planning process, including local officials, persons with development interests, government agencies, neighborhood and community groups, and citizens representing all interests.

The Comprehensive Plan establishes a policy framework that helps inform other critical planning and regulatory documents used by the city to guide growth and development in Milwaukie. The Comprehensive Plan is primarily implemented through the Zoning Code, Land Division Code, and other city codes and ordinances, as illustrated in Figure 1. Standards in those documents provide the

decision-making criteria that are used to make most land use decisions by the City of Milwaukie. However, consistency and compliance with the Comprehensive Plan is incorporated into legislative and quasi-judicial land use decisions. A primary purpose of Comprehensive Plan policies is to direct legislative decisions such as Comprehensive Plan and Zoning Map amendments, special area plan adoption, and adoption of development regulations.

## **State and Metro Requirements**

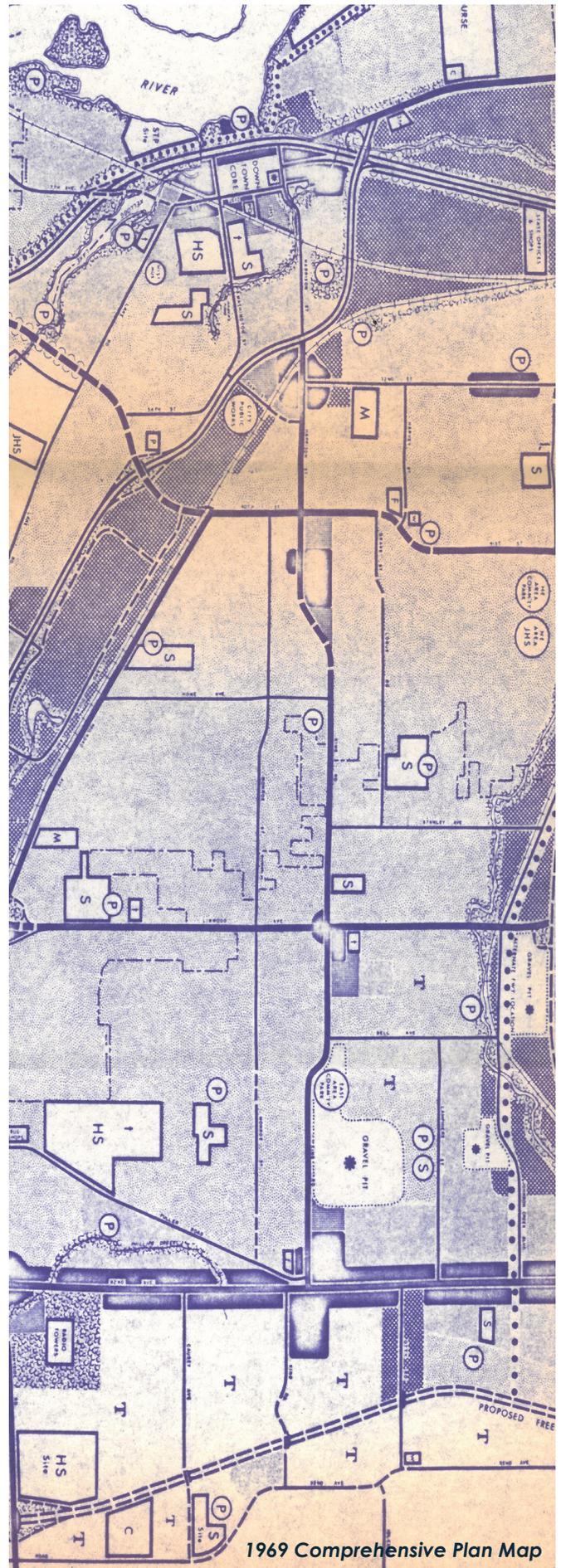
Oregon state law requires that all cities and counties adopt comprehensive plans that are consistent with 13 of 19 Statewide Planning Goals, which were established in 1973 by the Oregon State Legislature. These goals set broad statewide policy direction for land use planning, citizen involvement, housing supply, economic development, transportation systems, public facilities and services, natural resources management, recreation, and more. They also direct the content within local jurisdictions' comprehensive plans. Under state law, all area and community plans, zoning codes, permits, and public improvement must be consistent with the Comprehensive Plan. This structure ensures that cities implement the state's policy goals first through the Comprehensive Plan, and then by more detailed supporting and implementing documents, which are in turn consistent with the Comprehensive Plan. Comprehensive

plans are reviewed for compliance with the statewide planning goals by the state's Land Conservation and Development Commission (LCDC) through the state's acknowledgment process.

There are thirteen Statewide Goals<sup>3</sup> that Milwaukie's Comprehensive Plan must comply with:

- 1 CITIZEN INVOLVEMENT
- 2 LAND USE PLANNING
- 5 NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES
- 6 AIR, WATER, AND LAND RESOURCES QUALITY
- 7 AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS
- 8 RECREATIONAL NEEDS
- 9 ECONOMIC DEVELOPMENT
- 10 HOUSING
- 11 PUBLIC FACILITIES AND SERVICES
- 12 TRANSPORTATION
- 13 ENERGY CONSERVATION
- 14 URBANIZATION
- 15 WILLAMETTE RIVER GREENWAY

<sup>3</sup> The other six statewide goals are: (3) agriculture lands, (4) forest lands, (16) estuarine resources, (17) coastal shorelands, (18) beaches and dunes, (19) ocean resources; and are not applicable to Milwaukie.



1969 Comprehensive Plan Map

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In addition to the Statewide Planning Goals, a comprehensive plan must also comply with the requirements of Metro, the regional government agency for Clackamas, Multnomah, and Washington Counties. Metro is responsible for managing the Portland Metropolitan Area's Urban Growth Boundary (UGB) and implements a coordinated plan for managing growth within the UGB. The UGB serves to control urban expansion onto rural (farm and forest) lands, and to instead focus growth in existing urban areas. Metro does this through the 2040 Growth Concept (adopted in 1995), which identifies a series of urban design components that serve as the focal points for growth. The 2040 Growth Concept places a priority on accommodating growth through infill development and redevelopment so that the region can maintain its rural and natural areas that residents cherish.

Local jurisdictions such as Milwaukie use their comprehensive plans to show how they comply with the 2040 Growth Concept and Statewide Planning goals. The Urban Growth Management Functional Plan (UGMFP) includes directives for changes to a local government's comprehensive plan, development code, and associated maps, and provides the tools and guidance for local jurisdictions to implement the regional policies outlined in the 2040 Growth Concept and Regional Framework Plan.

The UGMFP consists of 12 code titles pertaining to compliance procedures, as well as regulations for a range of topics covering many sections of Milwaukie's Comprehensive Plan.

Milwaukie's Transportation System Plan (TSP), a component of the Comprehensive Plan, must also comply with the requirements of Metro's Regional Transportation Plan (RTP). The RTP is used to coordinate and plan investments to the transportation system for metropolitan region and was most recently updated in December 2018. As further detailed at the end of Section 1.4, the city will be updating its TSP in 2021, and will be updating the transportation chapter (Chapter 6) when the new TSP is adopted.

*The 2040 Growth Concept was adopted by the Metro Council in 1995 and provides a framework for growth in the Portland metropolitan region, with ten urban design categories serving as the focal points for growth.*

## **Plan Background**

It has been over 30 years since the City of Milwaukie has updated the Comprehensive Plan. Since the last update Milwaukie has experienced a number of significant changes, including the re-emergence of housing types other than single-unit housing, evolving industry and employment trends, and the opening of the MAX Orange Line light rail service. In the 30 years since the last major update, the city has also transitioned from a full-service city to one that now utilizes special service districts for fire protection and parks and recreation services.

LCDC has historically required cities to update their comprehensive plan and land use regulations through a process known as “periodic review.” Periodic review was adopted by the state legislature in an effort to ensure that local comprehensive plans are updated periodically to respond to changes in conditions, coordinate with other comprehensive plans and investments, and maintain compliance with statewide planning goals, statutes, and rules. The state works with local jurisdictions to develop a work program that addresses topics to be covered as well as public outreach.

Oregon Revised Statutes (ORS) Section 197.629 calls for cities in the Portland metropolitan areas with over 2,500 residents to conduct periodic review every seven years, according to a schedule established by LCDC. However, the state’s periodic review program has not been consistently funded or enforced in recent years, and periodic review requirements were scaled back in 2011 by the state legislature to address only economic development, needed housing, transportation, public facilities, and urban growth.

Outside of periodic review, local cities are able to update their comprehensive plans through a process known as a post-acknowledgment plan amendment (PAPA), the requirements for which can be found in ORS Sections 197.610 through 197.615. This Comprehensive Plan document was adopted through the PAPA process, and until LCDC establishes a formal schedule for periodic review, the city intends to review its Comprehensive Plan every 7-10 years and make necessary PAPAs to ensure it stays current and reflects community priorities.

While the Comprehensive Plan itself has not been updated in several decades, the city has done significant long-range planning work in the intervening years (see Figure 2 for a timeline). This includes adoption of master plans, subarea plans, and other studies that have become ancillary documents to Comprehensive Plan and/or incorporated in the Comprehensive Plan itself. Examples of these efforts from the last several years include the Moving Forward Milwaukie project (2015), which saw the adoption of the Central Milwaukie Land Use and Transportation Plan and updates to the Downtown and Riverfront Land Use Framework Plan (first adopted in 2000); adoption of the Tacoma Station Area Plan (2013); and several updates to the Transportation System Plan (last update in 2018). A complete update to the Comprehensive Plan serves to create a central document that reflects the 2040 vision for the entire Milwaukie community.

The city began work on updating the Comprehensive Plan in late 2017 and spent two years completely updating the Plan’s goals and policies, with the exception of the Transportation chapter and land use designations, which will be updated as part of a separate process. This update is based on a robust community engagement process led by the Comprehensive Plan Advisory

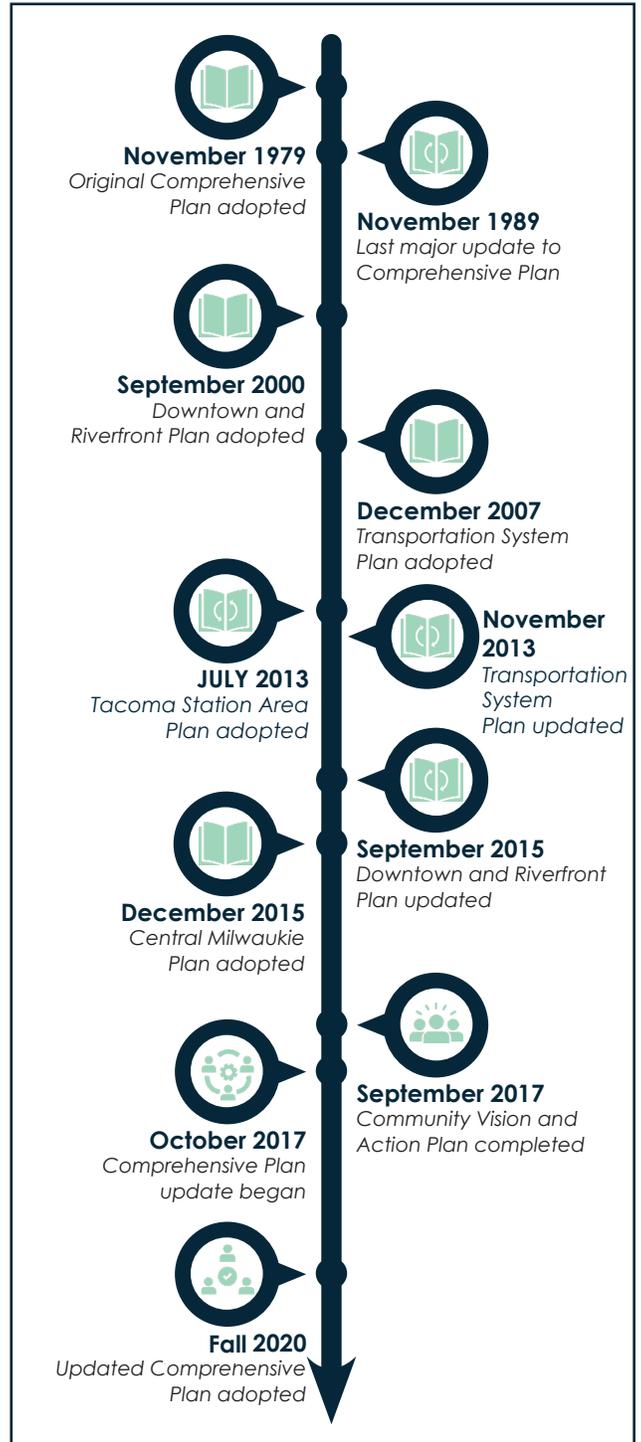
# Introduction

- Land Use Categories
- Community & Culture
- Stewardship & Resiliency
- Complete Neighborhoods
- Economic Development & Growth
- Transportation
- Glossary
- Appendices
- Ancillary Documents

Committee (CPAC), a group of local residents appointed by City Council that helped craft the goal and policy language and facilitate conversations with the community. Policy language is based on input from hundreds of Milwaukie stakeholders that participated in the process through a series of neighborhood meetings, town halls, open houses, and online surveys.

The process was broken up into four blocks of work, with 3-4 topic areas within each block (with the exception of housing, which had a dedicated block of work). Each block of work had an open house or town hall, an accompanying online survey, other public events, and multiple work sessions before Planning Commission and City Council. At the conclusion of each block, City Council adopted a resolution “pinning down” the draft policies. Prior to the adoption of the document, the community had additional opportunities to comment on the updated Comprehensive Plan, including at public hearings before Planning Commission and City Council.

**FIGURE 2: City’s Long Range Planning Work Timeline**



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Land Use  
Categories

Community &  
Culture

Stewardship &  
Resiliency

Complete  
Neighborhoods

Economic  
Development &  
Growth

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Documents

# HOW THIS DOCUMENT IS STRUCTURED

## ***Utilizing the Vision's Format in the Comprehensive Plan***

Milwaukie's Community Vision was developed around a set of four lenses – the “4 P’s” of People, Place, Planet, and Prosperity (Figure 2) – that sought to illustrate how actions taken by the city and its partners can achieve multiple objectives and manage growth in a considerate, equitable, and cost-effective way. Utilizing a framework based on these four lenses, the VAC then developed a Vision Action Plan that was organized around a series of three goal statements per lens, with 6-10 individual action items falling under each goal statement.

The Vision Action Plan is comprised of nearly 100 action items grouped under 12 goal statements. With input and analysis from the community, city staff, and the VAC, action items were prioritized and organized under a series of five “Super Actions”.

The Community Vision calls for Milwaukie to promote sustainable development practices that integrate the built and natural environments, to prioritize life-sustaining natural resources, to be a net-zero consumer of energy, and to be resilient in the face of climate change. The Comprehensive Plan reflects this desire for sustainable growth and development through goals and policies that foster community,

create complete neighborhoods, and promote environmental stewardship and community resiliency. In developing the updated goals and policies, the CPAC utilized a modified version of the Vision's four lenses, evaluating the policies for how they might help achieve 1) equity, 2) affordability, 3) sustainability, and 4) livability.

## ***Format for Document: Chapters, Topics, Goals, Policies***

### *Chapters and Topics*

The five Super Actions in the Community Vision provide an organizational framework and natural bridge to the Comprehensive Plan. As shown in Figure 3, the Comprehensive Plan includes five chapters (Chapters 2-6) that are directly derived from the Community Vision's five Super Actions. Each chapter includes one or more topic areas (housing, economic development, natural resources, etc.) that address the requirements of Oregon's Statewide Planning Goals and Metro's UGMFP and aim to reflect community priorities identified in the Community Vision. Each chapter includes a brief introduction addressing the topics covered and why the topics have been grouped together. For each topic area within a chapter, there is a brief summary of the regulatory framework and key issues related to that topic.

### *Goals and Policies*

The core of the Comprehensive Plan lies in the goals and policies developed for each topic area. Each topic area in the Comprehensive Plan starts with an overarching goal that establishes the general purpose for that topic. For example,

the Housing overarching goal calls for a “range of housing types and options that meet the needs of Milwaukie residents of all household sizes, incomes, and preferences.”

Beneath the overarching goal, each topic area then includes several goals that outline the city’s long-term aspirations in meeting that overarching goal. Again, using the Housing example, the city has four goals related to housing: affordability, equity, sustainability, and livability. Finally, beneath each goal are a series of policies designed to help achieve that goal. Policies provide the legislative framework for programs, code language, and other items that help

implement the Comprehensive Plan and serve as the roadmap within the land use and transportation planning process for arriving at the destination called out in the Community Vision and Comprehensive Plan goals.

*Future Work*

As noted above, this Comprehensive Plan includes transportation goals and policies that have been carried forward from the last update to the Transportation System Plan in 2013. When the city updates the TSP, those goals and policies will be amended via a separate ordinance. In addition, the city has not made any amendments to the Comprehensive Plan land use map, Comprehensive Plan land

**FIGURE 3: Vision to Comprehensive Plan Diagram**



## **Introduction**

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Categories**

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Resiliency**

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use designations, or subarea plans such as the Town Center Plan as part of this update, or to its public facility master plans. These components and documents have been carried forward as part of this process and will be updated in 2020 and beyond, as the city considers amendments to its Zoning Code and other documents. Zoning code amendments will address a variety of topics, such as expanding housing options in residential neighborhoods, protecting natural resources, expanding the city's tree canopy, and updating flood management standards.

# HOW TO USE THIS DOCUMENT

**Chapter identifier.** The overarching theme for the chapter under which similar sections are located.

**Section identifier.** Each section is in numbered order and includes a title describing the purpose of the section.

**Overarching Section Goal.** Each section has a broad overarching goal that defines the purpose of that section.

**Goal Identifier.** Each goal is in numbered order and includes a title describing the purpose of the goal

**Goal Statement.** A goal is a broad statement of purpose that defines the community's ideal future.

**Policy Identifier.** Each policy is preceded by a number based on the goal and policy order.

**Policy Statement.** A policy is a clear statement guiding a course of action for decision-makers to achieve a desired goal.

**Defined Term.** Terms that are defined in the glossary are signified by an underline (in the first occurring instance in a goal).

**Call Out Box.** When there are statements or processes that need extra clarification beyond a glossary definition.

Introduction

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## 3 NATURAL RESOURCES & ENVIRONMENTAL QUALITY GOALS & POLICIES

**OVERARCHING SECTION GOAL**

Protect, conserve and enhance the quality, diversity, and resiliency of Milwaukee's natural resources and ecosystems, and maintain the quality of its air, land and water. Utilize a combination of development regulations, incentives, education and outreach programs, and partnerships with other public agencies and community stakeholders.

**GOAL 3.1 - AWARENESS AND EDUCATION**

Prioritize the protection of Milwaukee's natural resources and environmental quality through the use of best available science and increased community awareness and education.

**POLICY 3.1.1** Partner with community groups, environmental organizations, and others to pursue legislative and administrative rule changes and regional, state, and federal funding for the acquisition, protection, or enhancement of natural resources.

**POLICY 3.1.2** Promote public education and encourage collaboration with community partners and organizations when developing strategies to protect air and water quality and other natural resources.

**POLICY 3.1.3** Support the clean-up and remediation of brownfields and other potentially contaminated land by identifying and pursuing available resources for such work in an effort to protect natural resources and the City's groundwater supply.

**POLICY 3.1.4** Periodically update the City's inventory of wetlands, floodplains, fish and wildlife habitat and corridors, and other natural resources through both technology and in-field verification.

CALL OUT BOX

24

33

MAP 2: Comprehensive Plan Land Use Map



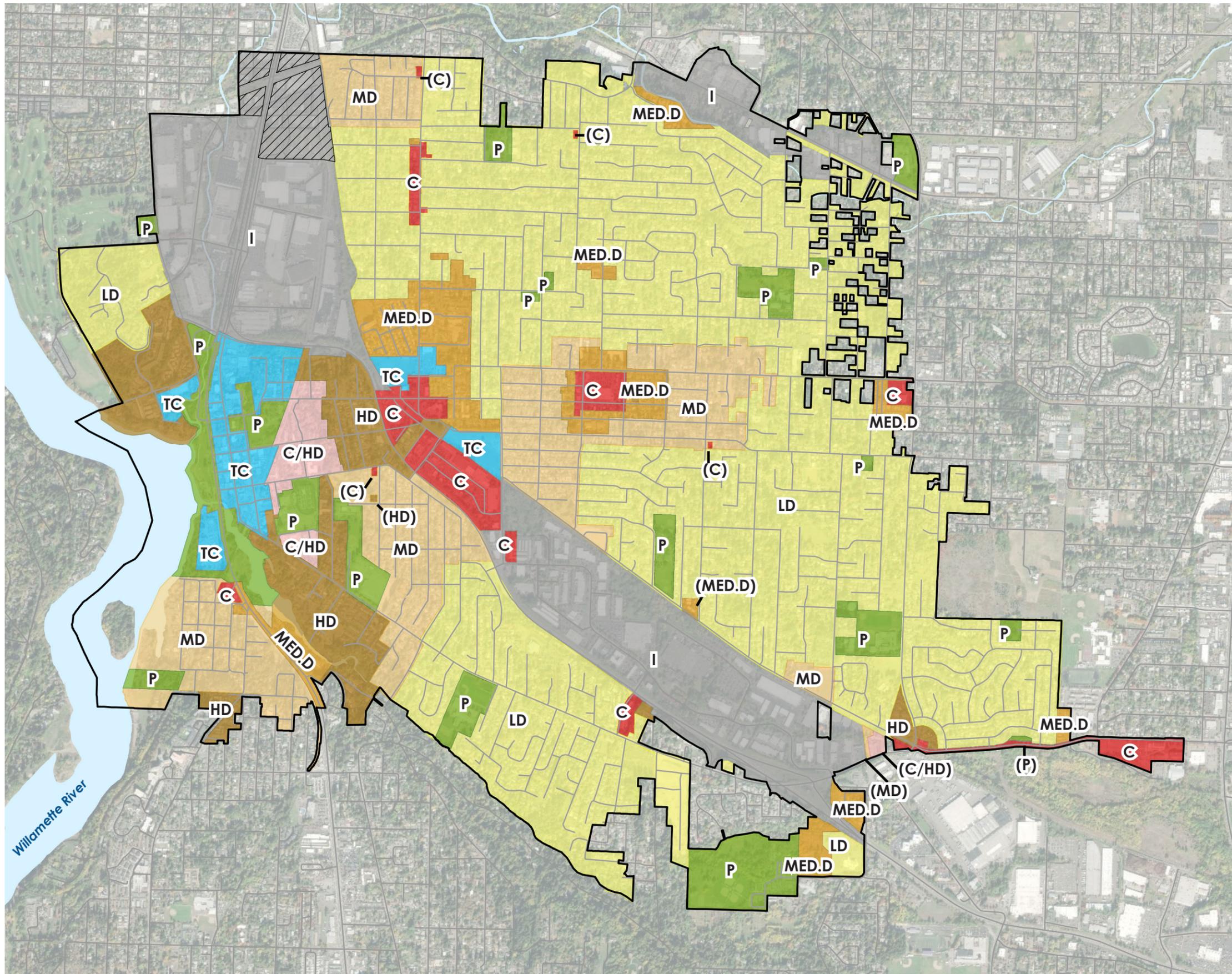
# Land Use

**TO BE UPDATED WITH POLICY IMPLEMENTATION PROJECTS**

## Legend

-  LD - Low Density
-  MD - Moderate Density
-  MED.D - Medium Density
-  HD - High Density
-  C - Commercial
-  C/HD - Mixed Use
-  I - Industrial
-  P - Public
-  TC - Town Center
-  Tacoma Station Area
-  Milwaukie City Limits
-  Street

Data Sources:  
City of Milwaukie GIS  
Clackamas County GIS  
Metro Data Resource Center





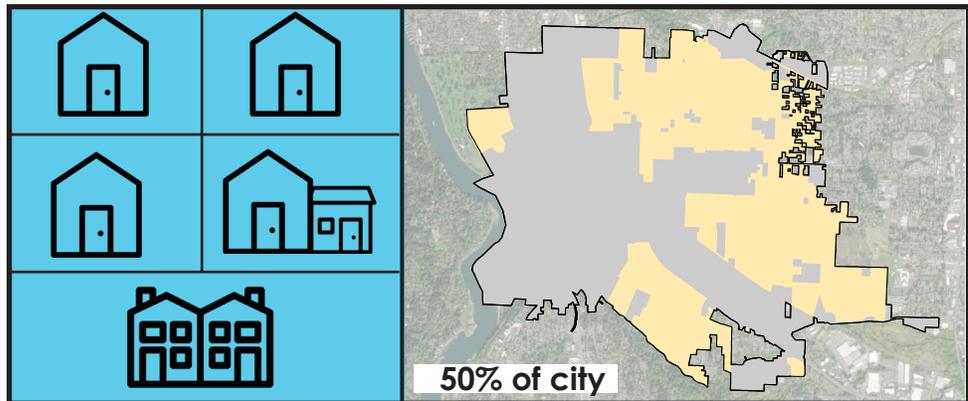
# EXISTING LAND USE DESIGNATIONS

The following lists and maps illustrate existing land use designations.

The permitted housing types and density ranges reflect the exclusionary zoning that was adopted in the middle of the last century. With almost 70% of residential areas dominated by detached single-unit homes, these designations have had the effect of severely restricting growth in the city, creating a shortage of supply and contributing to rising costs of housing. The maps and permitted housing types must be further updated in order to achieve the goals and policies outlined in Chapter 7 Housing and the 2040 Vision.

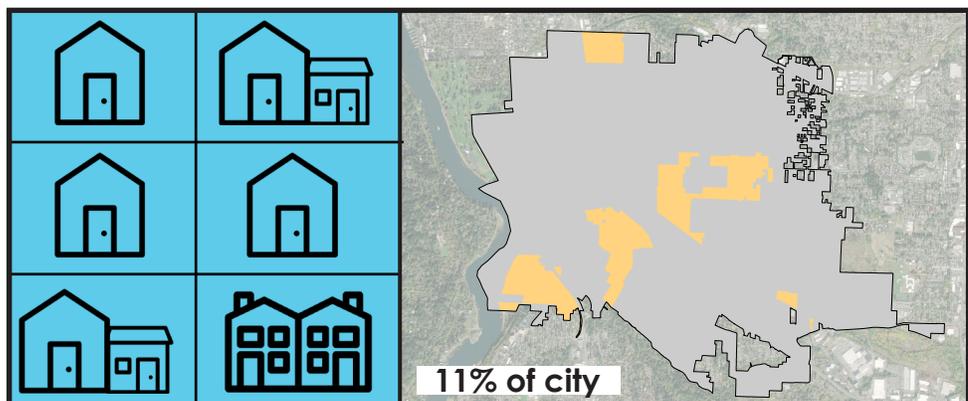
These land use designations will be further updated to comply with the Comprehensive Plan policies in this document and requirements of House Bills 2001 and 2003, which must occur by June 30, 2022.

## Low Density Residential: Zones R-10 (3.5-4.4 units/acre) & R-7 (5.0-6.2 units/acre) - 50% of City



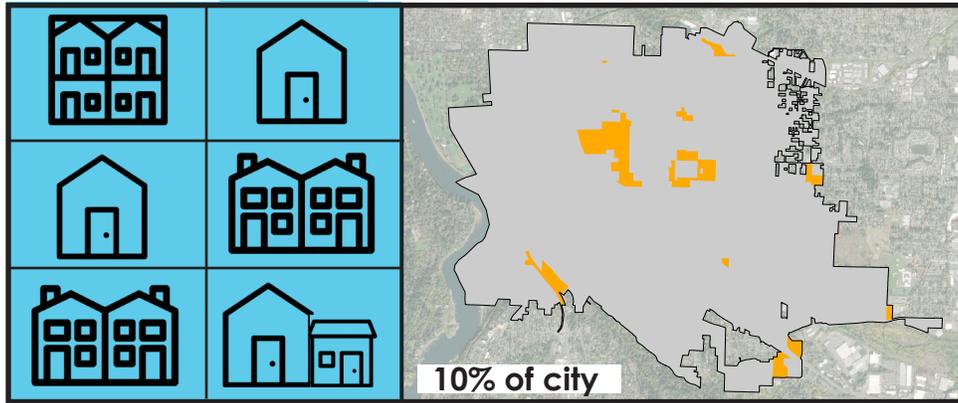
- a. Permitted housing types include single-unit detached, accessory dwelling units, and duplexes on large lots.
- b. Transportation routes are limited primarily to collectors and local streets.
- c. Sites with natural resource or natural hazard overlays may require a reduction in density.

## Moderate Density Residential: Zones R-5 (7.0-8.7 units/acre)



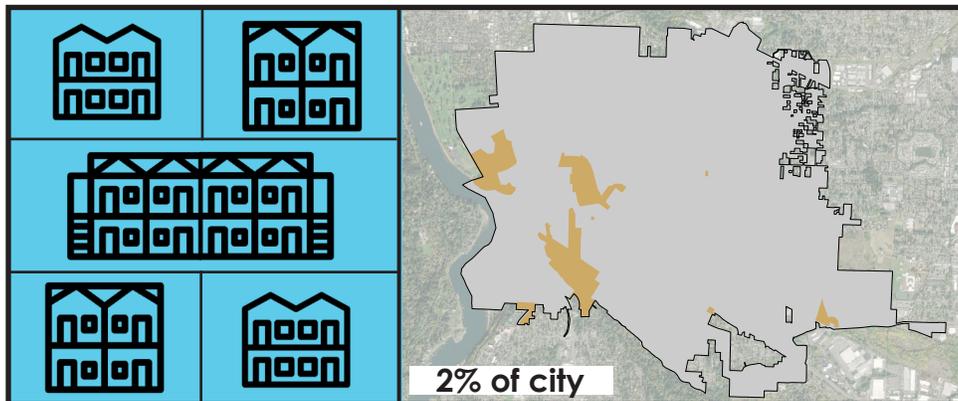
- a. Permitted housing types include single-unit detached on moderate to small lots, accessory dwelling units, and duplexes.
- b. Convenient walking distance to a transit stop or close proximity to commercial and employment areas distinguish moderate density residential from low density residential.

## Medium Density Residential: Zones R-3 (11.6-14.5 units/acre) & R-2.5, R-2 (11.6-17.4 units/acre)



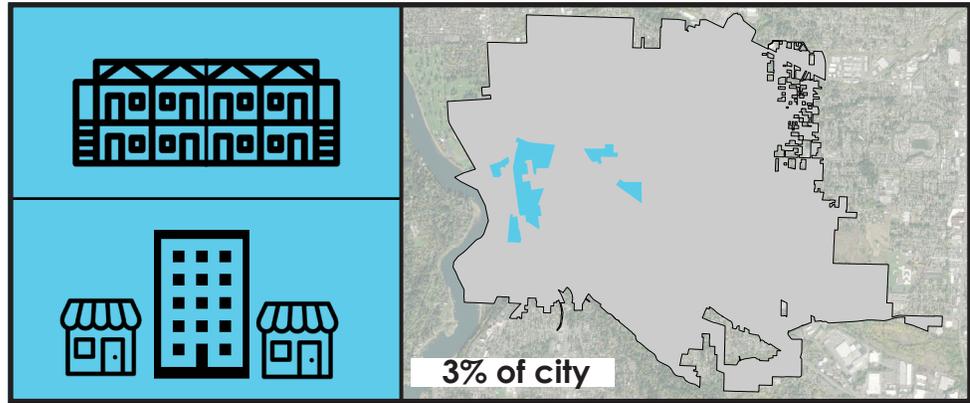
- a. Permitted housing types include single-unit detached on small lots, duplexes, accessory dwelling units, cottage clusters, and in limited areas, multi-unit development.
- b. These areas typically have access to major or minor arterials. Siting should not result in increased traffic through Low Density Residential areas.
- c. Medium Density areas are to be located near or adjacent to commercial areas, employment areas or transit stops.

## High Density: Zones R-1 & R-1-B (25.0-32.0 units/acre)



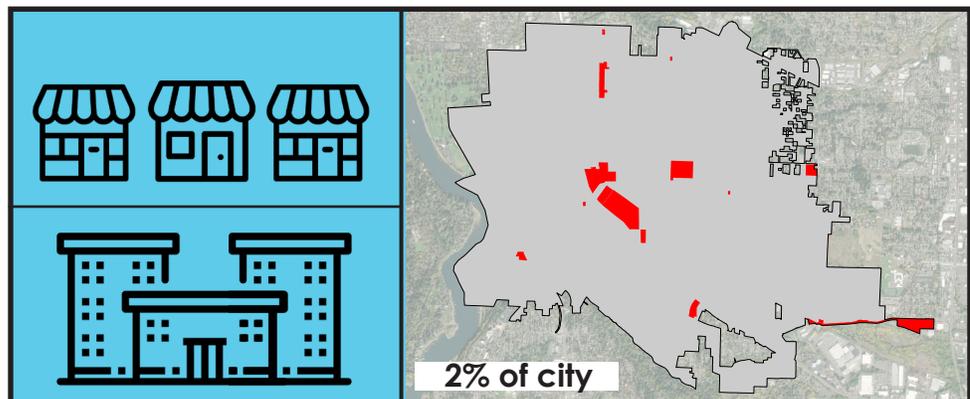
- a. A wide variety of housing types are permitted, with the predominant housing type being multi-unit development.
- b. These areas should be adjacent to or within close proximity to downtown or district shopping centers, employment areas and/or major transit centers or transfer areas.
- c. Access to High Density areas should be primarily by major or minor arterials.
- d. Office uses are outright permitted in limited areas within close proximity of downtown.

## Town Center: Zones DMU & GMU



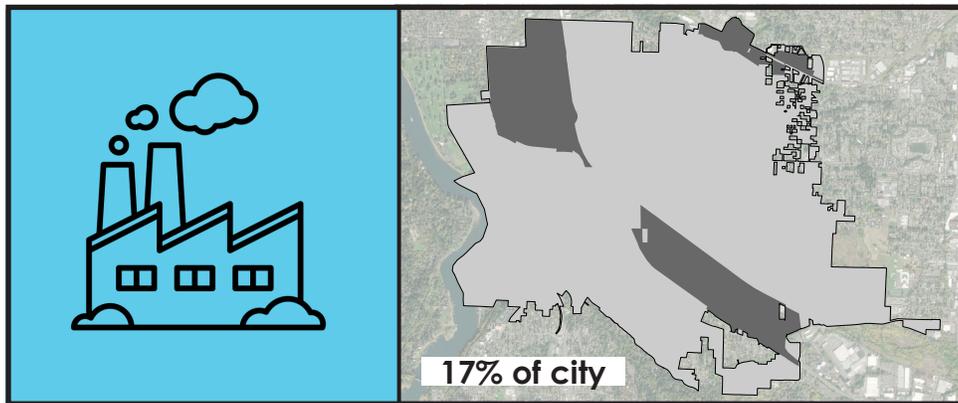
- a. Mixed-use development combining residential high-density housing with retail, personal service, commercial, and/or offices, is encouraged.
- b. The Downtown and Riverfront Land Use Framework Plan and the Downtown Mixed -Use Zone shall implement Subarea 1 of the Town Center Master Plan.
- c. Downtown Milwaukie is part of the Milwaukie Town Center, which is a regional destination in the Metro 2040 Growth Concept
- d. The Town Center Area shall be served by multimodal transportation options; therefore, on-street parking, shared parking, and enclosed parking are the most appropriate parking options in the Town Center Area.
- e. A variety of higher density housing is desired in the Town Center Area. The city shall work cooperatively with the private sector to provide a diverse range of affordable housing.
- f. Downtown public improvements should be coordinated with private improvement efforts by local property owners and should aim to stimulate and support private investments in the area.
- g. Central Milwaukie is part of the Milwaukie Town Center that serves the larger Milwaukie community with goods and services and seeks to provide opportunities for a dense combination of commercial retail, office, services, and housing uses.
- h. The city will continue to work closely with Metro and TriMet in planning for transit improvements.
- i. More detailed design concepts and principles for these areas are included in the Urban Design section.

## Commercial Zones: NMU, C-N, C-L, C-G, C-CS



- a. The city's commercial areas aim to meet a wide variety of local and regional needs for shopping and services.
- b. Larger commercial centers are located along arterials and state highways
- c. Neighborhood Mixed Use Areas are located primarily along collector or arterial roads and provide opportunities for a mixture of neighborhood commercial services and housing which are well-connected to the surrounding neighborhoods by sidewalks and bikeways
- d. Neighborhood hubs are dispersed throughout Milwaukie and provide opportunities for the development of neighborhood commercial services, and the provision of amenities and gathering places for nearby residents.
- e. Corridors are located along existing or planned frequent transit lines and provide opportunities for higher intensity development in areas within walking distance of existing or planned frequent transit service.
- f. More detailed design concepts and principles for these areas are included in the Urban Design section.

## Industrial Zones: M, BI, MUTSA, NME



- a. Industrial uses are concentrated in three major areas:
  - i. The North Milwaukie Innovation Area (NMIA) along Hwy 99 is one of the city's main employment areas that has identified redevelopment opportunities.
  - ii. The Johnson Creek Industrial Area is an important employment area within close proximity of Johnson Creek and residential neighborhoods
  - iii. The International Way Business District is a major employment area off of International Way and Highway 224
- b. More detailed design concepts and principles for these areas are included in the Urban Design section.

## Public Zone: OS & as allowed through Community Service Use process

- a. The Public land use designation is intended for schools, parks, public open space, and other community uses.
- b. With the exception of the downtown Open Space (OS) zone, the City currently lacks a zoning district for public uses. Public parks are approved through park master plans, while schools are approved through the community service use land use process.
- c. The City shall explore the creation of zoning districts that outright permit public uses such as parks and schools.

# FOSTERING COMMUNITY, CULTURE & BELONGING



*“Milwaukie is an inclusive community of diverse people from a variety of backgrounds that honors our differences and shared similarities. We are engaged and come together in many ways through various events and community gathering places, where we can celebrate our interests and passions.”*

*- Milwaukie 2040 Community Vision*



*Photo: Hamid Shibata Bennett*

# FOSTERING COMMUNITY, CULTURE & BELONGING

What makes Milwaukie a unique, engaged, and welcoming community? How do we recognize and cherish our past, while ensuring that the city's diverse stakeholders have a voice in identifying community priorities and planning for our future?

This chapter includes two sections that include a series of goals and policies that aim to answer these questions. The chapter is derived from Super Action 5 in the 2017 Milwaukie Community Vision, which calls for the city to "Cultivate a Sense of Community, Culture, and Belonging by Encouraging Public Involvement, Diversity, Equity, and Inclusion." The Super Action provides policy direction for complying with Statewide Planning Goals 1 (Citizen Involvement) and 5 (Historic Areas). It also addresses topics such as arts and culture that, while not required to be included in a Comprehensive Plan, are integral in shaping the development of Milwaukie.

## STATEWIDE PLANNING GOALS ADDRESSED

- 1** CITIZEN INVOLVEMENT
- 2** LAND USE PLANNING
- 5** NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES

*The State of Oregon has 19 total statewide planning goals. All comprehensive plans in the state must show they meet all relevant planning goals.*

## SECTIONS INCLUDED IN THIS CHAPTER

- 1** COMMUNITY ENGAGEMENT
- 2** HISTORY, ARTS & CULTURE



Carefree Sunday 2019



First Friday Event 2019



Community Members at a Movies in the Park event

All Photos:  
Hamid Shibata Bennett

# 1 COMMUNITY ENGAGEMENT BACKGROUND SUMMARY

## CONTEXT

Milwaukie is fortunate to have a community that is engaged in a wide variety of issues that affect the city. For topics related to land use planning, which can be technical and complex in nature, the Comprehensive Plan provides the policy framework for community engagement, and serves to identify opportunities and processes to inform, involve, listen, and respond to the public.

Statewide Planning Goal 1 (Citizen Involvement) helps guide the city's community engagement. Goal 1's guidelines call for the creation of a citizen involvement program that "insures the opportunity for citizens to be involved in all phases of the planning process," and covers everything from a minor design review land use application to a full update of the Comprehensive Plan. Milwaukie complies with this requirement through robust community engagement that varies based on the scope and complexity of the project. Examples include:

- Coordination with and support of the city's neighborhood district associations (NDAs). The city's seven (7) active NDAs help organize neighborhood events, comment on land

use applications, and keep their neighbors involved and informed of local and regional plans and projects.

- Regular meetings of volunteer citizen boards and committees such as the Milwaukie Arts Committee, Planning Commission and Design and Landmarks Committee.
- Extensive use of the city's website and social media platforms to provide information about city projects, programs, meetings, and other events.
- Coordination with local and regional partners.
- Outreach and engagement activities at local community and neighborhood events.

### **Community Visioning**

In 2016-2017, the City of Milwaukie underwent an extensive public process to craft a Community Vision. The process resulted in a new vision statement and a set of action items that were designed to achieve a series of goals over the next 20 years. The outcomes of that process – which incorporated input from a community advisory group, partners agencies, and a diverse set of Milwaukie residents and stakeholders- strongly informed the goals and policies of the Comprehensive Plan.

## KEY ISSUES

The following key issues were identified and addressed during the 2020 Comprehensive Plan update:

- **Planning for Diversity**

Milwaukie is not currently a racially diverse community; 82% of Milwaukie's population was non-Hispanic white, according to 2017 US Census data. However, the city is likely to become more diverse in the future. Planning for the future should include ways to increase and engage more racially and ethnically diverse communities. It is also important to ensure that voices from community members, across a full spectrum of ages, incomes, and perspectives and in all of Milwaukie's neighborhoods, are being heard equally in planning activities. In addition, the city is also trying to create a community that is inclusive and attractive to people of all kinds.

- **Digital Technology**

The introduction and widespread use of smartphones and the Internet have fundamentally changed the way we communicate and conduct business. These technological innovations can now be used as community

engagement tools, but there is still a divide between those that have access to digital technology and those that do not. The city will continue to conduct outreach that does not require use of a smartphone or internet to ensure it is reaching a broad cross section of community members, but also continue using innovative technology to engage the community.

- **Changing Engagement Needs and Strategies**

Traditional community engagement in the past has largely involved events such as town halls or public hearings, which require the physical presence of participants and significant time commitment. While still important, the city has begun to use a wider range of tools to engage the community, including online surveys, events tailored to families with children, and the use of translation services to facilitate participation for non-native English speakers. The city has also worked with community groups and partners to help engage a wider range of community members and meet them where they gather. This allows better engagement through sensitivity to different cultural needs.



Photo:  
Hamid Shibata  
Bennett

Community members  
discussing topics at a  
Comprehensive Plan  
Update Town Hall

# 1 COMMUNITY ENGAGEMENT GOALS & POLICIES

## OVERARCHING SECTION GOAL

Engage in inclusive, collaborative, transparent, accountable, and equitable decision-making through a broad range of strategies that inform and involve a full spectrum of community members, in particular those traditionally left out of the planning process.

## GOAL 1.1 - FOSTER BROAD, EFFECTIVE, AND COLLABORATIVE COMMUNITY PARTICIPATION

Implement and encourage practices that increase community participation by providing detailed information, consulting with the community, and fostering collaborative partnerships.

**POLICY 1.1.1** Utilize multiple outreach strategies, such as focus groups and fieldwork to meet underserved populations where they are, to encourage the full spectrum of community members to both serve on city committees and commissions and to provide input to shape the work of those bodies.

**POLICY 1.1.2** Ensure publications, printed and digital materials regarding current issues and proposed policies are readily accessible for all ages and abilities, and that procedures are in place to support equitable engagement and informed dialogue between policy-makers and a broad spectrum of community members.

**POLICY 1.1.3** Keep the community informed of opportunities for involvement using a range of outreach tactics that may include media, presenting information at fairs and events, and direct outreach to existing organizations.

**POLICY 1.1.4** Enhance and extend community involvement by using emerging technologies, methods, and techniques.

**POLICY 1.1.5** Improve engagement and dialogue with property owners, tenants, and employees in Milwaukie's commercial and employment areas.

## GOAL 1.2 - PROMOTE INCLUSION AND DIVERSITY

Involve a diverse cross-section of the community in community events and decision making related to land use and comprehensive planning, including people of a variety of geographic areas, interest areas, income, races, ethnicities, genders, sexual orientations, and all ages and abilities.

**POLICY 1.2.1** Develop and implement a strategy to guide equitable and inclusive engagement with Milwaukie residents, particularly historically marginalized communities, for all land use and Comprehensive Plan related activities.

**POLICY 1.2.2** Provide information to the community in multiple languages where appropriate, and the means to accept comments and questions in those languages at any point where public comment is requested.

**POLICY 1.2.3** Seek public input on major land use issues through community organizations, such as faith groups, business associations, school districts, non-profits, service organizations, and other bodies to encourage broad participation.

**POLICY 1.2.4** Reduce barriers to participation by considering language, meeting time, location, and required level of involvement.

**POLICY 1.2.5** Consider diversity, equity, and inclusion when making land use decisions related to map or text amendments to the Comprehensive Plan and any codes or maps implementing the Comprehensive Plan.

**POLICY 1.2.6** Track demographic information on participation in the city's community engagement efforts, and provide an annual report to City Council.

**POLICY 1.2.7** Define equity strategies and measurable outcomes to guide the city's programs, procedures, and policy documents.

### **Diversity, Equity & Inclusion (DEI)**

**Diversity and Inclusion** is the concept of engaging and involving a wide variety of stakeholders with different backgrounds in land use related activities and decision-making, while **Equity** deals with providing access and opportunities to groups that have historically experienced obstacles to participation.

# 1 COMMUNITY ENGAGEMENT GOALS & POLICIES

## GOAL 1.3 - MAINTAIN TRANSPARENCY AND ACCOUNTABILITY

Ensure transparency and accountability in city and land use policy decision-making by maintaining access to city leadership, providing timely and respectful responses to public inquiries, and making a commitment to equitable engagement practices.

**POLICY 1.3.1** City Council will appoint and maintain a Community Involvement Advisory Committee (CIAC) that meets or exceeds the requirements of Statewide Planning Goal 1.

**POLICY 1.3.2** Establish a Comprehensive Plan Advisory Committee (CPAC) to assist in periodic review or major updates to the Plan that includes representatives from all neighborhoods, groups that have been historically underrepresented, and that reflect a variety of interests and perspectives.

**POLICY 1.3.3** Evaluate the success of community involvement activities regularly and make results available to the community no less than annually.

**POLICY 1.3.4** Maintain an online portal and notification process that makes pre-application conference materials available for public review.

**POLICY 1.3.5** Prioritize funding in the planning budget to support inclusive community engagement and participation.

### **Community Involvement Advisory Committee (CIAC)**

*Statewide Planning Goal 1 calls for cities' land use programs to include an officially recognized committee for citizen involvement that is broadly representative of geographic areas and interests related to land use and land use decisions.*

## **GOAL 1.4 - UPHOLD NEIGHBORHOOD DISTRICT ASSOCIATIONS (NDAs)**

Continue to support, inform, consult, and empower community members through the Milwaukie NDAs.

**POLICY 1.4.1** Encourage and support NDA leadership to develop and implement strategies to nurture new leaders and increase participation while intentionally reflecting the diversity in each neighborhood.

**POLICY 1.4.2** Provide opportunities and training for NDAs to give relevant and effective testimony to the City Council and Planning Commission on matters affecting their neighborhoods.

**POLICY 1.4.3** Assist NDAs by providing financial assistance, subject to budgetary allocations as approved by the City Council.

**POLICY 1.4.4** Notify NDAs and solicit feedback on proposed land use actions and legislative changes as required by ordinances.

# 2 HISTORY, ARTS & CULTURE BACKGROUND SUMMARY

## CONTEXT

Milwaukians are proud of our history, heritage and culture, and appreciate the influence that creativity has on our city and our lives. City residents represent a variety of backgrounds, ethnicities, and experiences that add value and diversity to our community. As detailed in the Community Vision, art is also an important community priority and component of the built environment, adding cultural, economic, visual and emotional value to the city while supporting economic growth and livability.

While historic areas and resources are a component of Statewide Planning Goal 5, the topics of history, arts and culture are not otherwise required to be addressed in comprehensive plans. However with the Community Vision, community members recognized the interconnection between the arts, our past, and our future and therefore these topics have been incorporated as a new section of the Comprehensive Plan. This section provides a set of goals and policies that aim to outline how history, the arts, and culture can be integrated into the land use planning process.

## KEY ISSUES

The following issues related to Arts and Community Culture were identified and addressed through the city’s 2020 Comprehensive Plan update:

- **Historic Resources and Preservation**

Milwaukie maintains a list of historic resources throughout the city that serves to document the architectural and cultural history of the city. However, the most recent inventory was completed in 1988. Updating the inventory would likely capture additional resources that now qualify as historic resources. The City also has an opportunity to strengthen its current mechanisms for protecting historic resources—potentially through enhanced preservation programs or incentives—to better meet the requirements of Statewide Planning Goal 5.

- **Community/Special Events**

In addition to its historical resources, Milwaukie is also home to a range of activities and resources that embrace and celebrate arts and culture within the community. Weekly and monthly reoccurring events such as the Farmer’s Market and First Fridays, and annual celebrations such as the Umbrella Parade and Tree Lighting, bring community members together in a way that fosters our small-town appeal.

Throughout the year, the Milwaukie Arts Committee works to support artists and connect community members with art by sponsoring a range of events and activities.

- **Celebrating Diverse Cultures**

Exploring each other's stories and experiences via art helps us understand the context and diversity of our community at the same time it strengthens our sense of shared culture. For example, the Milwaukie Museum, run by the Milwaukie Historical Society, is also dedicated to all aspects of Milwaukie's history and will continue to do so. This section emphasizes the importance of celebrating diversity in art and culture through programs, events, and incentives supporting art that reflects the diversity of Milwaukie's community.



**Photo: Milwaukie Historical Society** *Portland To Milwaukie On The Interurban, 1954*



**Photo: Milwaukie Historical Society**

**Henneman's Farm in Milwaukie 1885-1905**

# 2 HISTORY, ARTS & CULTURE GOALS & POLICIES

## OVERARCHING SECTION GOAL

Encourage and implement projects and programs that weave history, art, and culture into the fabric of the city, and that celebrate Milwaukie's diversity and unique historic, archaeological, and cultural heritage.

## GOAL 2.1 - MILWAUKIE'S HERITAGE

Research, celebrate, document, and protect Milwaukie's unique and diverse historic, archaeological, and cultural heritage.

**POLICY 2.1.1** Work with local residents, businesses, and organizations to document and preserve Milwaukie's diverse history.

**POLICY 2.1.2** Recognize the Milwaukie area's indigenous cultures, people, and history, including the Clackamas Tribe, that existed prior to the establishment of the city and ensure that historic preservation and documentation programs are representative of all cultures and time periods in the area's history.

**POLICY 2.1.3** Appropriately memorialize historic sites, objects, or structures through signs or plaques which convey the historic significance of a resource.

**POLICY 2.1.4** Provide educational materials and information regarding preservation to property owners and other interested persons and assist property owners in applying for designation as a locally significant historic resource.

**POLICY 2.1.5** Provide land use flexibility for properties with historic resources to encourage the restoration and maintenance of historic resources for both continuing uses and the adaptive reuse of properties.

**POLICY 2.1.6** Pursue partnerships and private and public sources of funding for use by property owners in the renovation and maintenance of historic or cultural resources.

- POLICY 2.1.7** Maintain an official inventory of Milwaukie's historic and cultural resources and regularly update the inventory as additional properties become eligible and are nominated for designation.
- POLICY 2.1.8** Ensure that City processes for inventorying, altering, removing, or demolishing historic and cultural resources remain consistent with state and federal criteria as well as community priorities.
- POLICY 2.1.9** Coordinate historic preservation activities with the Milwaukie Historical Society and the Oregon State Historic Preservation Office and follow all state and federal regulations for identifying and protecting archaeological resources.

**Historic and Cultural Resource Inventories**

**Historic and cultural resources** are sites, structures, districts, objects, and buildings within Milwaukie that reflect the city's unique architectural, archaeological, and historical heritage, such as Milwaukie's Pioneer Cemetery. The city maintains an **inventory** of historic and cultural sites, consistent with state and federal regulations.

**GOAL 2.2 - ART THAT REFLECTS THE COMMUNITY**

Collaborate with community partners to create art and programs that reflect Milwaukie's diversity.

- POLICY 2.2.1** Provide opportunities and programs for art and cultural events to be located throughout Milwaukie.
- POLICY 2.2.2** Prioritize the commissioning of art that reflects the diversity of Milwaukie's community.

- POLICY 2.2.3** Promote visual art as a means of defining vibrant public and private spaces and neighborhood identity.

**Public Art: Murals in Milwaukie**

**Public art** adds color, vibrancy, and character to the urban environment while creating a sense of place for the community and a destination for visitors. In 2014, the Milwaukie City Council adopted an ordinance establishing a process for reviewing large **murals** that cover full building walls, and a simpler public process for permitting smaller murals.

# 2 HISTORY, ARTS & CULTURE GOALS & POLICIES

**POLICY 2.2.4** Incentivize development sites to include spaces conducive to public events, community gathering, and the provision of public art.

**POLICY 2.2.5** Support a wide variety of community events that integrate the arts, showcase Milwaukie's diverse culture and history, and bring recognition and visitors to Milwaukie.

**POLICY 2.2.6** Encourage a diverse range of community event types and event participants throughout Milwaukie by reducing barriers for holding community events.

**POLICY 2.2.7** Encourage and support arts education in Milwaukie schools and other community organizations.

## GOAL 2.3 - FOSTERING CREATIVE SPACES

Encourage the development of creative spaces throughout Milwaukie.

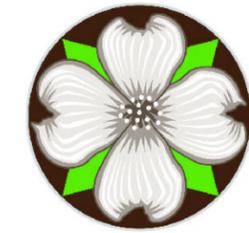
**POLICY 2.3.1** Make visual and performing art spaces more accessible to a diverse range of artists and residents throughout Milwaukie.

**POLICY 2.3.2** Assist in the identification of properties with the potential for artists and other creative spaces which are financially, geographically, and spatially accessible.

**POLICY 2.3.3** Partner with the Milwaukie Arts Committee, local organizations, and educational institutions to market Milwaukie as a place that values the arts.

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MAP 3: Historic Resources Inventory Map



# Historic Resources Inventory

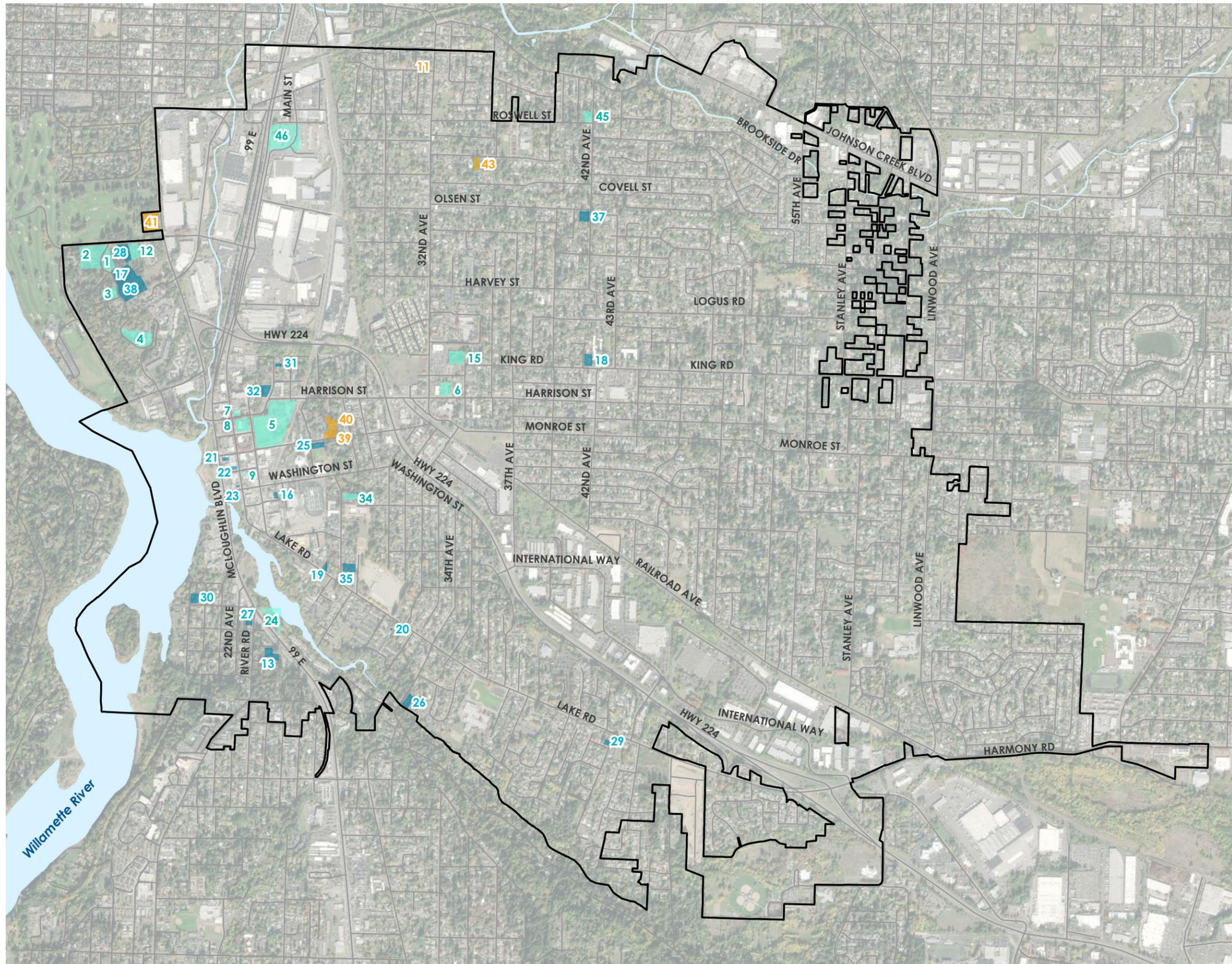
## Legend

- Significant Resource
- Contributing Resource
- Unranked Resource
- 1 Historic Property List Number\*
- Milwaukie City Limits
- Street

The last time a property was added to the Inventory was 1993.

\*The Historic Properties list is included in Appendix B of the Comprehensive Plan

Data Sources:  
 City of Milwaukie GIS  
 Clackamas County GIS  
 Metro Data Resource Center





# ENVIRONMENTAL STEWARDSHIP & COMMUNITY RESILIENCY



Photo: Mark Gamba

*“Milwaukie nurtures a verdant canopy of beneficial trees, promotes sustainable development, and is a net-zero energy city. The Willamette River, Johnson Creek, and Kellogg Creek are free flowing, and accessible. Their ecosystems are protected by a robust stormwater treatment system and enhanced by appropriate riparian vegetation. Milwaukie is a resilient community, adaptive to the realities of a changing climate, and prepared for emergencies, such as the Cascadia Event.”*

*- Milwaukie 2040 Community Vision*



# ENVIRONMENTAL STEWARDSHIP & COMMUNITY RESILIENCY

As the city continues to grow, how do we accommodate new businesses and residents while preserving the natural resources that Milwaukians value and cherish? How do we adapt to a changing climate and increased threats of natural disasters, such as floods and wildfires?

This chapter includes four sections that include a series of goals and policies that aim to answer these questions. The chapter is derived from Super Action 1 of the 2017 Milwaukie Community Vision, which calls for the city to “Make Milwaukie a Model of Resiliency, Environmental Stewardship, and Disaster-Preparedness.” It includes traditional topics covered by the statewide planning goals, such as natural resources and the Willamette River Greenway, as well as important issues that have gained prominence more recently, such as climate change adaptation and mitigation.

## STATEWIDE PLANNING GOALS ADDRESSED

- 5** NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES
- 6** AIR, WATER AND LAND RESOURCES QUALITY
- 7** AREAS SUBJECT TO NATURAL HAZARDS
- 13** ENERGY CONSERVATION
- 15** WILLAMETTE RIVER GREENWAY

*The State of Oregon has 19 total statewide planning goals. All comprehensive plans in the state must show they meet all relevant planning goals.*

## SECTIONS INCLUDED IN THIS CHAPTER

- 3** NATURAL RESOURCES AND ENVIRONMENTAL QUALITY
- 4** WILLAMETTE GREENWAY
- 5** NATURAL HAZARDS
- 6** CLIMATE CHANGE AND ENERGY



Arbor Day Event 2019



Electric Avenue Opening



Opening of Wichita Park

All Photos:  
Hamid Shibata Bennett

# 3 NATURAL RESOURCES & ENVIRONMENTAL QUALITY

## BACKGROUND SUMMARY

### CONTEXT

Natural resources and environmental quality are interrelated topics that share many common goals, challenges, and regulatory approaches. Milwaukie has a wealth of natural resources that shape the city's character. The Willamette River—one of Oregon's greatest natural resources—forms the city's western boundary. The city also contains wetlands, riparian zones, salmon-bearing creeks, terrestrial habitats, tree canopy, and a diversity of plant and animal species. These resources provide a variety of important ecosystem services, floodwater management, outdoor recreation opportunities, and contribute to a sense of place and community.

Environmental quality looks beyond specific natural resources, and incorporates the protection of air quality, water quality, soils, and other land resources and systems. Maintaining and enhancing environmental quality is critical to achieving Milwaukie's vision for a healthy community and healthy ecosystem.

### **Regulations**

There are many federal, state, regional, and local regulations

that help conserve and protect natural resources and ensure adequate environmental quality for Milwaukie. Statewide Planning Goal 5 addresses Open Spaces, Scenic and Historic Areas, and Natural Resources, and identifies resources which must be inventoried, protected, and conserved. Goal 6 covers Air, Water, and Land Resources Quality, and guides local jurisdictions in protecting these resources from pollution and pollutants, including solid waste, water waste, groundwater pollution, noise and thermal pollution, air pollution, and industry-related contaminants.

Milwaukie complies with Goals 5 and 6 through the use of Natural Resource (NR) overlay zones to designate and protect water quality resources (WQRs) and habitat conservation areas (HCAs). WQRs are intended to protect the functions and values of riparian and wetland resources from impacts of development, while HCAs are intended to protect riparian areas and fish and wildlife habitat, as required by Title 13 of Metro's Urban Growth Management Functional Plan (UGMFP). HCAs also protect significant local Goal 5 resources, such as wetlands. The city also implements Metro Title 3, Water Quality and Flood Management, and Title 13, Nature in Neighborhoods, of the UGMFP through its NR overlay zones.

## KEY ISSUES

The following issues related to Natural Resources and Environmental Quality were identified and addressed through the city's 2020 Comprehensive Plan update:

- **North Milwaukie Area and Johnson Creek**

The North Milwaukie Innovation Area (NMIA) is a major local and regional asset for manufacturing, transportation and jobs. However, Johnson Creek flows through the NMIA and poses both challenges and opportunities for the area. Much of the area adjacent to the creek is within the city's HCA, and the area also includes land within the base flood area identified on FEMA floodplain maps. The NMIA Plan (2018) includes a number of policies and strategies to protect and restore natural resources and improve water quality, while still attracting a variety of new employment and residential uses.

- **Mapping and Inventory updates**

The City currently does not have a Local Wetlands Inventory (LWI) that is approved by the Oregon Department

of State Lands (DSL). An LWI aims to map all wetlands at least 0.5 acres or larger at an accuracy of approximately 25 feet on a parcel-based map, and to classify wetlands by type. The results of an LWI may necessitate changes to the City's NR Overlay zones.

- **Climate change impacts on Environmental Quality**

Expected increases in severity of storm events is likely to produce more stormwater runoff and strain the city's stormwater management system. Higher regional temperatures caused by climate change pose challenges to natural water systems and drinking water quality. Natural resources provide valuable ecosystem services that mitigate climate change and help the community adapt by sequestering carbon, reducing urban heat island effects, and providing shading and cooling of vulnerable communities.

- **Balancing Natural Resources Protection and Development**

While protection of natural resources is highly valued by the Milwaukie



Photo: Mark Gamba

Smoke in Milwaukie during a wildfire in the state

# 3 NATURAL RESOURCES & ENVIRONMENTAL QUALITY

## BACKGROUND SUMMARY

community, the city must balance this with the need to provide an adequate supply of jobs and housing to accommodate future growth. These goals can sometimes be in conflict, as Milwaukie has a limited land supply and natural resource protections can reduce or constrain development opportunities. Areas where this could play out are the industrial area along Johnson Creek Boulevard and the NMIA. Similarly, the Urban Forestry Management Plan (2019) calls for increasing the tree canopy from 26% to 40% by 2040, which may impact the intensity and form of future development.

effects. Negative health outcomes associated with poor air quality tend to disproportionately impact those with lower incomes and communities of color. Poor air quality can exacerbate human health conditions such as asthma and lung disease. Urban heat island effects, the increased warming of areas with a high percentage of built environment, can contribute to respiratory difficulties, heat-stroke and heat exhaustion. Historically, zoning codes and land use practices have had the effect of hardening disparities and expressing forms of institutional racism in the built environment by limiting available homes and neighborhoods for marginalized and minority communities, resulting in lower quality of life and health impacts.

- **Environmental Justice and Health**  
Neighborhoods near polluting industries that impact air, water, and environmental quality generally have higher numbers of low-income residents and people of color. These same communities also live in neighborhoods with fewer trees compared to wealthier, whiter neighborhoods. Living close to highways, railroad corridors, and industrial areas with more pollution increases the exposure of residents and increases the risk of associated health

### **Environmental Justice (EJ)**

*The fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation and enforcement of environmental laws, regulations and policies.*

### **Fair Treatment**

*No group of people should bear a disproportionate share of the negative environmental consequences resulting from industrial, governmental and commercial operations or policies.*

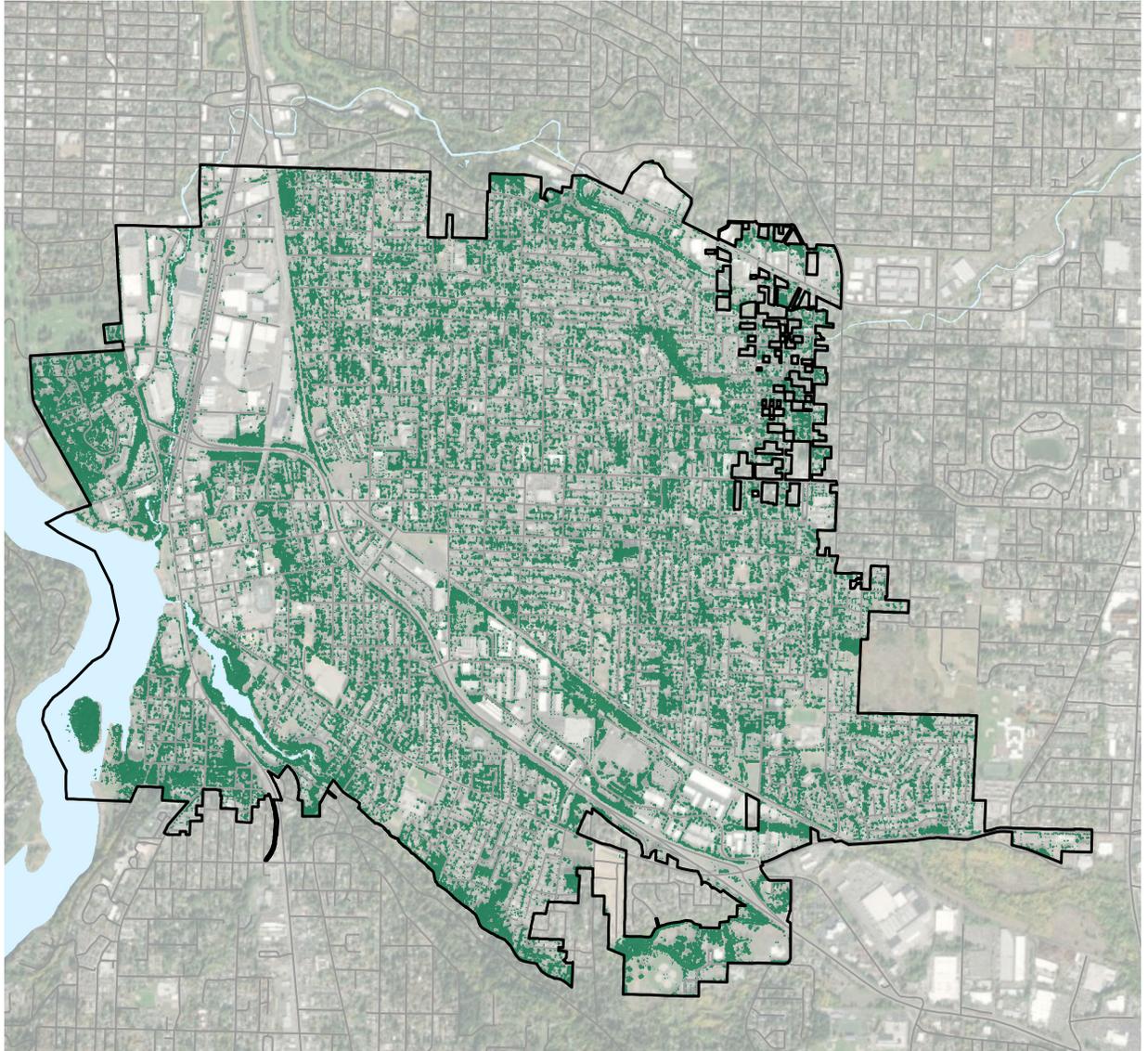
The city recognizes the disproportionate impacts of poor environmental quality on historically marginalized and minority communities and hopes to address both existing and future pollution sources concentrated in low-income communities and communities of color. The policies adopted within in this plan will work towards alleviating the real impacts of environmental injustice in our built environment.



**MAP 4: Tree Canopy Coverage Map**



**Tree Canopy Coverage**



0 0.25 0.5 0.75 1 Miles

**Legend**

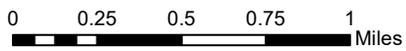
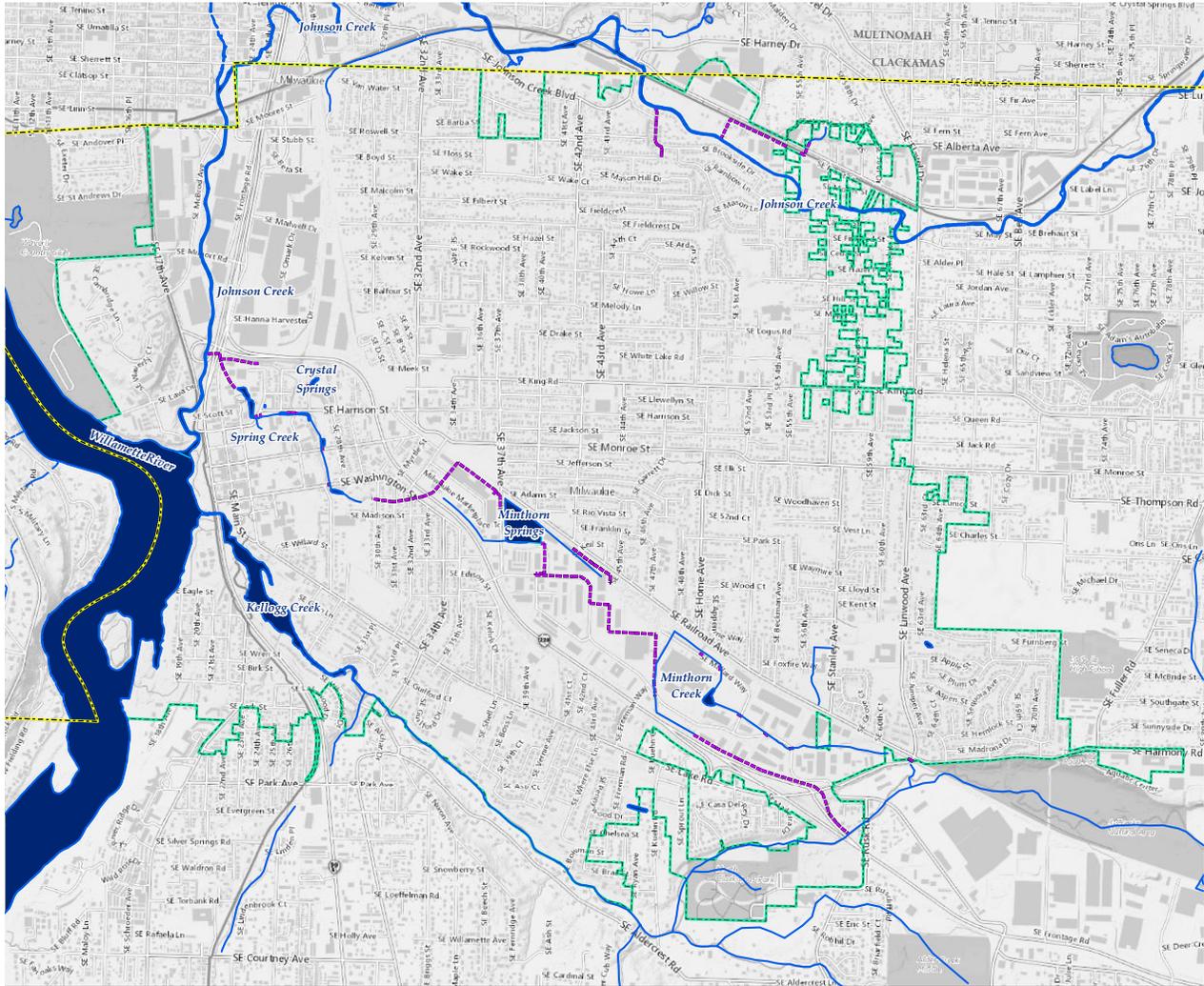
-  River or Stream
-  2014 Tree Canopy
-  Milwaukee City Limits
-  Street

Note: The tree canopy layer hides a majority of the creeks in the city

# MAP 5: Creeks and Streams within Milwaukie Map



## Creeks and Streams within Milwaukie



### Legend

- Streams
- Storm Piped Streams
- Milwaukie City Limits
- Water Bodies
- Street
- County Boundary

# 3 NATURAL RESOURCES & ENVIRONMENTAL QUALITY GOALS & POLICIES

## OVERARCHING SECTION GOAL

Protect, conserve, and enhance the quality, diversity, quantity and resiliency of Milwaukie’s natural resources and ecosystems, and maintain the quality of its air, land, and water. Utilize a combination of development regulations, incentives, education and outreach programs, and partnerships with other public agencies and community stakeholders.

## GOAL 3.1 - AWARENESS AND EDUCATION

Prioritize the protection of Milwaukie’s natural resources and environmental quality through the use of best available science and management practices and increased community awareness and education.

**POLICY 3.1.1** Partner with community groups, environmental organizations, and others to pursue legislative and administrative rule changes and regional, state, and federal funding for the acquisition, protection, or enhancement of natural resources.

**POLICY 3.1.2** Promote public education and encourage collaboration with community partners and organizations when developing strategies to protect air and water quality and other natural resources.

**POLICY 3.1.3** Support the clean-up and remediation of brownfields and other potentially contaminated land by identifying and pursuing available resources for such work in an effort to protect natural resources and the city’s groundwater supply.

### **Brownfields**

*Cleaning up **brownfields** – properties with actual or perceived environmental contamination limiting their use or redevelopment – can be beneficial to both natural resource protection and economic development.*

**POLICY 3.1.4** Periodically update the City's inventory of wetlands, floodplains, fish and wildlife habitat and corridors, and other natural resources through both technology and in-field verification.

**Wildlife Habitats and Corridors**

*Wildlife habitat is an area upon which wildlife depends in order to meet their requirements for food, water, shelter, and reproduction. A **wildlife corridor** connects two or more larger areas of wildlife habitat and facilitates wildlife migration. **Habitat connectivity** is the degree to which areas of wildlife habitat are connected.*

**GOAL 3.2 - WATER QUALITY AND RESOURCES**

Enhance the quality of Milwaukie's water resources and ensure they have adequate flows and quantity to support their long-term health.

**POLICY 3.2.1** Support programs and regulations to enhance and maintain the health and resilience of watersheds, riparian and upland zones, and floodplains.

**POLICY 3.2.2** Support efforts to restore Kellogg and Johnson Creeks and their tributaries and restore a free-flowing Kellogg Creek at the Kellogg Dam site.

**POLICY 3.2.3** Improve and expand coordination with adjacent jurisdictions on the protection and restoration of local rivers, creeks, and other natural resources.

**POLICY 3.2.4** Require a detailed analysis, including alternatives, of how development will avoid impacts to natural resources. If impacts cannot be avoided, include a detailed analysis of how development will minimize and mitigate impacts to the natural resources.

**POLICY 3.2.5** Regulate floodplains to protect and restore associated natural resources and functions, increase flood storage capacity, provide salmon habitat, minimize the adverse impacts of flood events, and promote climate change resiliency.

**POLICY 3.2.6** When considering development proposals, take into account changes in water flow, quantity and duration of flow associated with both development and climate change and evaluate the downstream impacts of development in upland areas.

**POLICY 3.2.7** Protect water quality of streams by using best available science to help control the amount, temperature, turbidity, duration and quality of runoff that flows into them, in partnership with other regulatory agencies.

**Natural Resource Protection Hierarchy: Avoid, Minimize, Mitigate**

*Natural resource protection in Milwaukie is based on the concept that projects should seek to **avoid** impacts to natural resources whenever possible; **minimize** impacts when impacts are unavoidable; and adequately **mitigate** for any impacts created.*

# 3 NATURAL RESOURCES & ENVIRONMENTAL QUALITY GOALS & POLICIES

**POLICY 3.2.8** Improve stormwater detention and treatment standards through the use of best available science, technology, and management practices to meet water quality standards and achieve wildlife habitat protection and connectivity goals and standards.

**POLICY 3.2.9** Establish the City's preference for sustainable stormwater facilities that utilize natural systems and green technology through the use of incentives as well as future code changes.

**POLICY 3.2.10** Monitor water table levels and ensure protection of the City's groundwater supply, particularly those water resources that provide the City with potable water.

**POLICY 3.2.11** Coordinate and partner with State and federal regulatory programs to protect the quality of the City's groundwater resources from potential pollution, including potential impacts associated with infiltration from water, wastewater and stormwater pipes.

## GOAL 3.3 - FLORA AND FAUNA HABITAT

Protect and conserve aquatic, aerial, arboreal, and terrestrial wildlife and plants habitat.

**POLICY 3.3.1** Protect habitat areas for native and non-invasive naturalized plants and wildlife that live and move through the City, especially climate-adapted species, pollinators, and indigenous species subject to Native American fishing rights. Focus these efforts on habitat that is part of or helps create an interconnected system of high-quality habitat, and also considers downstream impacts of activities within Milwaukie.

**POLICY 3.3.2** Consider impacts to habitat connectivity when reviewing development proposals.

**POLICY 3.3.3** Work with regulatory agencies and private property owners to remove barriers to fish passage and wildlife movement corridors between the Willamette River and its tributaries.

**POLICY 3.3.4** Protect and enhance riparian vegetation that provides habitat and improves water quality along creeks and streams through the use of best available science and management practices to promote beneficial ecosystem services, such as managing water temperature and providing woody debris for habitat.

**POLICY 3.3.5** Require mitigation that restores ecological functions and addresses impacts to habitat connectivity as part of the development review process.

**POLICY 3.3.6** Encourage and incentivize voluntary restoration of natural resource areas, including removal of invasive species vegetation, on its stormwater management, and planting of native species or climate-adapted vegetation.

**POLICY 3.3.7** Develop a habitat connectivity analysis and strategic action plan that incorporates best practices and identifies critical connections between greenspaces and areas of natural habitat.

## **GOAL 3.4 - HEALTHY URBAN FOREST**

Develop a healthy urban forest in Milwaukie.

**POLICY 3.4.1** Implement and maintain an urban forestry program.

**POLICY 3.4.2** Pursue the City's goal of creating a 40% tree canopy through a combination of development code and other strategies that lead to preservation of existing trees and planting of new trees and prioritize native and climate-adapted species, while also considering future solar access.

**POLICY 3.4.3** Provide flexibility in the division of land, the siting and design of buildings, and design standards in an effort to preserve the ecological function of designated natural resources and environmentally sensitive areas and retain native vegetation and trees.

**POLICY 3.4.4** Prioritize increased tree canopy in areas that are currently canopy-deficient, vulnerable to urban heat island effect and low air quality, and that can help provide a more equitable distribution of trees in the city, including street trees.

**POLICY 3.4.5** Through the development code, protect existing native species and climate-adapted trees and create incentives for the retention of large and old-growth trees that contribute to a diverse and multi-aged tree canopy.

# 3 NATURAL RESOURCES & ENVIRONMENTAL QUALITY GOALS & POLICIES

**POLICY 3.4.6** Evaluate the stormwater impacts associated with tree removal as part of the development review process.

**POLICY 3.4.7** Explore and pursue public-private partnerships that can help reduce or share the costs of tree planting and maintenance for lower income residents.

## GOAL 3.5 - SUSTAINABLE DESIGN AND DEVELOPMENT

Encourage and incentivize sustainable design and development practices.

**POLICY 3.5.1** Provide information about alternatives to conventional construction and site planning techniques that can help increase energy efficiency, utilize existing buildings and reclaimed materials, and reduce long-term costs.

**POLICY 3.5.2** Incorporate sustainable and low-impact building and site planning technologies, habitat-friendly development strategies, and green infrastructure into city codes and standards.

**POLICY 3.5.3** Identify and develop strategies to remove barriers to sustainable design and development, including affordability and regulatory constraints.

**POLICY 3.5.4** Identify additional opportunities for partner agencies and environmental organizations to provide early feedback and recommendations on reducing environmental impacts associated with development.

**POLICY 3.5.5** Examine development code changes that help reduce impacts on wildlife corridors, such as bird-friendly building design.

## GOAL 3.6 - AIR, NOISE, AND LIGHT QUALITY

Maintain a safe and healthy level of air quality and monitor, reduce, and mitigate noise and light pollution.

**POLICY 3.6.1** Coordinate with federal and state agencies to help ensure compliance with state and federal air quality standards, while advocating for improved regional air quality standards.

**POLICY 3.6.2** Advocate for a consistent, effective level of environmental monitoring of local industrial activities by state and federal agencies to ensure that applicable state and federal air quality standards are met.

**POLICY 3.6.3** Support local efforts such as good-neighbor agreements and partner with community organizations and/or governments that aim to evaluate and reduce local sources of odor, air, and noise pollution and their impacts on local residents.

**POLICY 3.6.4** Encourage or require building and landscape design, land use patterns, and transportation design that limit or mitigate negative noise impacts to building users and residents, particularly in areas near freeways, regional freight ways, rail lines, major city traffic streets, and other sources of noise.

**POLICY 3.6.5** Continue to enforce and enhance noise standards and pursue other nuisance codes such as odor to address the adverse impacts of industries and vehicles.

**POLICY 3.6.6** Evaluate impacts to both humans and wildlife related to light and noise pollution and require appropriate mitigation.

**POLICY 3.6.7** Create standards and best practices for the demolition of buildings to reduce impacts associated with creation or release of dust and air pollutants.

**POLICY 3.6.8** Incorporate emission reduction and other environmental requirements into the city's contracting process to reduce air quality impacts associated with use of city equipment and activities on city-owned properties or developments.

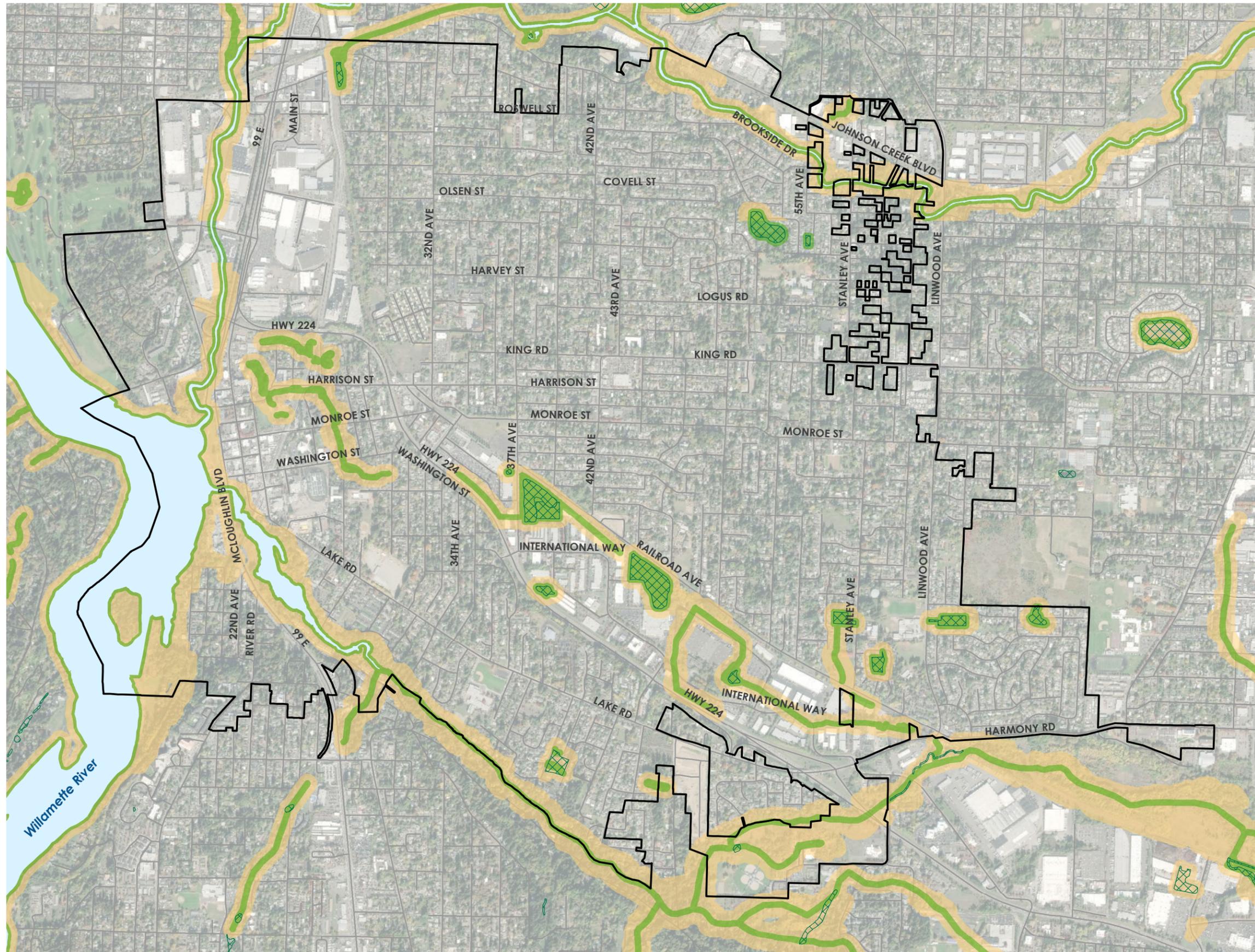
MAP 6: Natural Resources Inventory Map



# Natural Resources Inventory

## Legend

-  River or Stream
-  Habitat Conservation Areas
-  Vegetated Corridor
-  Wetland
-  Milwaukie City Limits
-  Street



Data Sources:  
 City of Milwaukie GIS  
 Clackamas County GIS  
 Metro Data Resource Center



0 2,250 4,500  
 Feet



# 4 WILLAMETTE GREENWAY

## BACKGROUND SUMMARY

### CONTEXT

The Willamette River is among Oregon's greatest natural resources. The river and its banks form Milwaukie's western boundary and provide the city with tremendous opportunities for recreation, active transportation, access to nature and scenic beauty, as well as tourism and economic development.

### Regulations

In 1967, the Oregon legislature established the Willamette River Greenway Program, which aimed to protect, conserve, and enhance areas along a 3,800-acre corridor of the Willamette River between Portland and Eugene. The Willamette River Greenway was added as Statewide Planning Goal 15 in 1975, and seeks to "protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway."

Milwaukie complies with Goal 15 through its Willamette Greenway overlay zone, which establishes a greenway boundary (illustrated on the city's zoning map) within which greenway compatibility review is required for development projects.

Milwaukie's greenway boundaries include all land within 150 feet of the ordinary low water line of the Willamette River, plus additional land including Kellogg Lake and lands along its southern shore. Milwaukie's greenway regulations have historically required a conditional use permit for any intensification, change of use, or development within the greenway. Milwaukie's Downtown and Riverfront Land Use Framework – an ancillary document to the Comprehensive Plan last updated in 2015 – also provides some guidance for greenway-related development and activities. A fundamental concept of the Framework Plan is creating stronger connections between downtown Milwaukie to the riverfront and enhancements to Milwaukie Bay Park.

Access to the Willamette River is one of Milwaukie's key assets, and the city owns three parks that help provide this access: Milwaukie Bay Park, Elk Rock Island, and Spring Park. In addition, visual access to the river is available from the trail through the Kellogg Creek Water Resource Recovery Facility property and along the 19th Ave Neighborhood Greenway and its cross streets Eagle St, Bluebird St, Bobwhite St, and Wren St. Public access to the river is crucial to preserving this community asset. The area within the greenway represents an opportunity to improve recreational riverfront access as well as meet the City's goals for natural area restoration.

The greenway extends southeast from McLoughlin Boulevard and includes Kellogg Lake, which was partially created by a dam that is part of the support structure for the McLoughlin Blvd bridge that crosses Kellogg Creek as it enters the Willamette River. The City has long-term plans to remove the dam to allow the Kellogg Creek to better function as a fish-bearing stream. Two city-owned parks abut Kellogg Lake and are located within the greenway boundary. Dogwood Park is located high on the bank at the south end of the downtown and provides an impressive view of Kellogg Lake, while Kronberg Park is located on the south shore of Kellogg Lake and is connected to the downtown via a pedestrian bridge under the light rail line.

## KEY ISSUES

The following issues related to Willamette River Greenway and Statewide Planning Goal 15 were identified and are addressed through the City's 2020 Comprehensive Plan update:

- **Willamette Greenway Zone Boundary** The Milwaukie Municipal Code implements greenway regulations through the Willamette Greenway (WG) overlay zone. In some areas, the boundary for the WG overlay zone is further inland than the state regulated 150 feet from the ordinary low water line minimum requirement. The city has identified ways to focus greenway review on its intended purpose, areas in close proximity to and visible from the river, with a less stringent review process for minor additions and areas further from the river.
- **Regulating for View Protection** View protection under Milwaukie's greenway process has historically been highly discretionary, since the city has not completed an inventory of important views and there is no differentiation

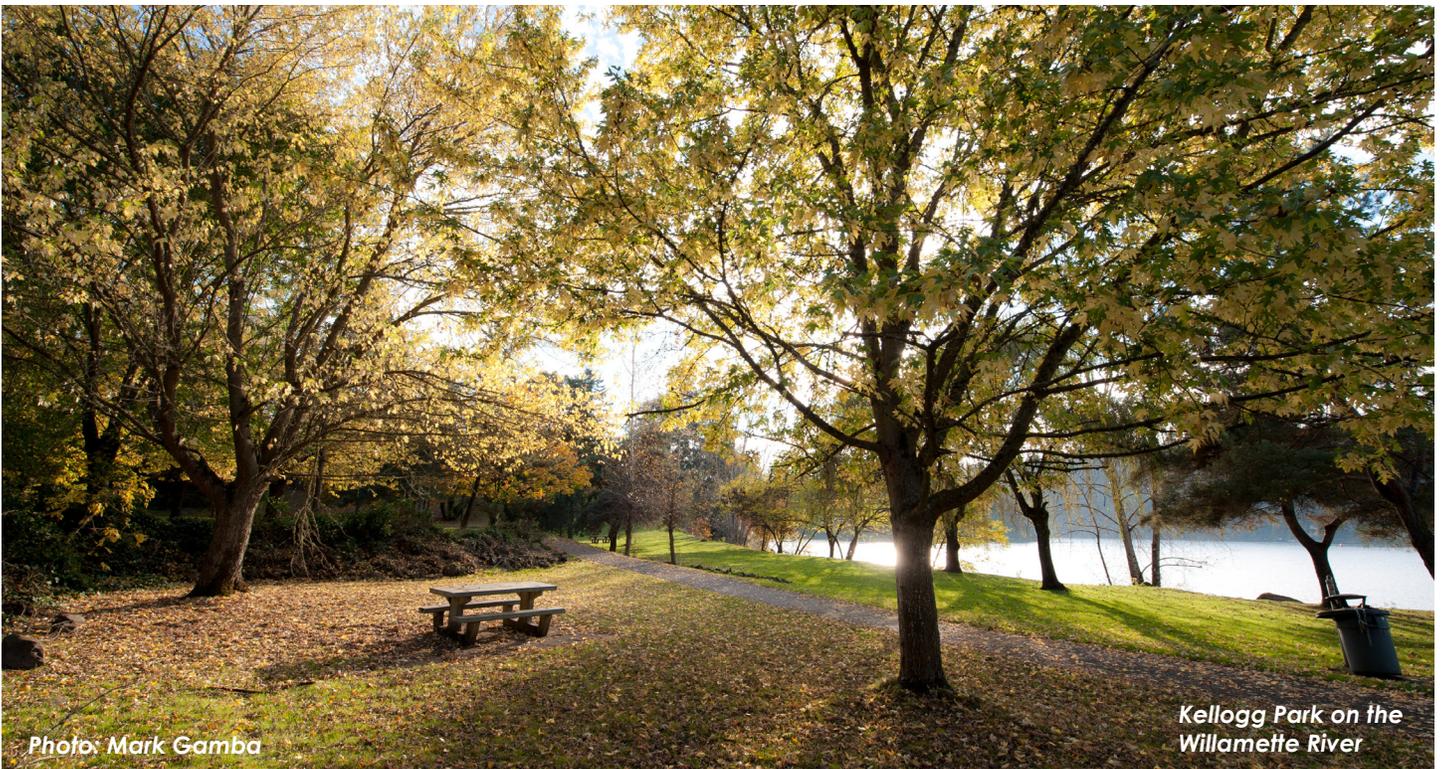


Photo: Mark Gamba

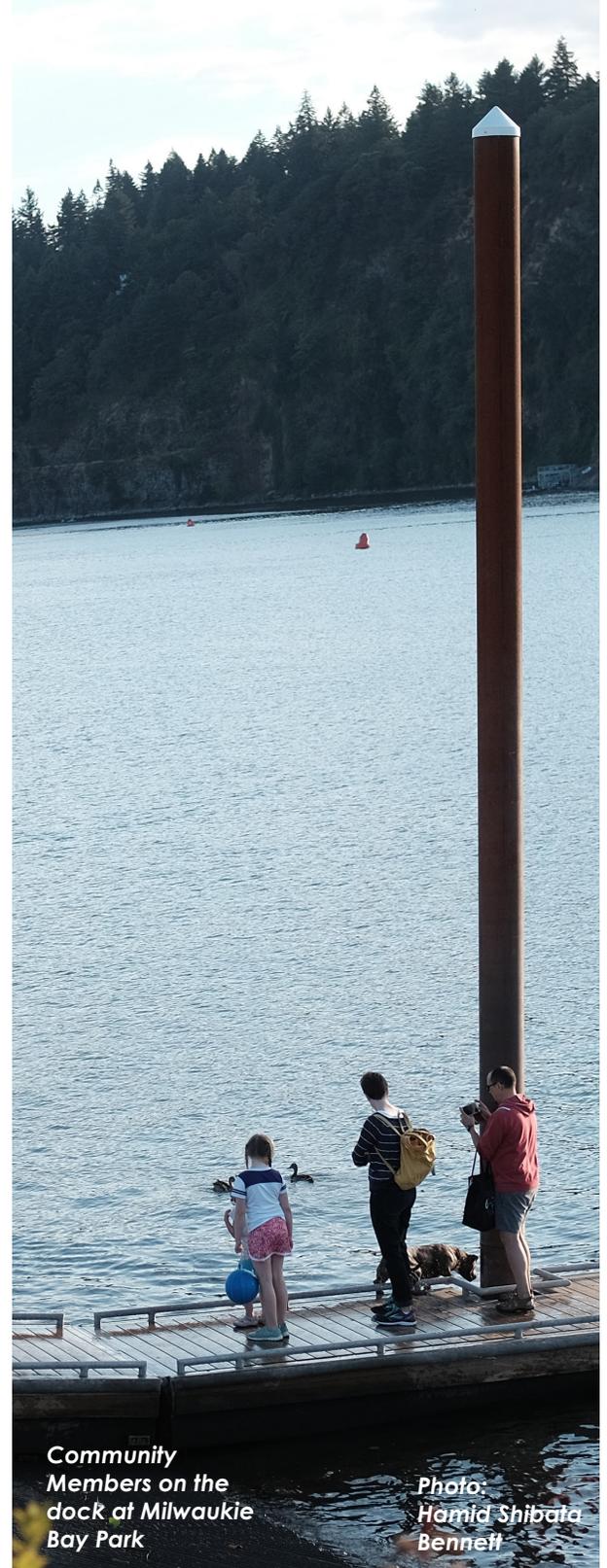
Kellogg Park on the Willamette River

# 4 WILLAMETTE GREENWAY

## BACKGROUND SUMMARY

between private and public views.

- **Federal Regulations**  
Willamette River Greenway planning is closely associated with floodplain management. As federal laws change regarding floodplain management, the city may need to make additional adjustments to the WG overlay zone.



*Community  
Members on the  
dock at Milwaukie  
Bay Park*

*Photo:  
Hamid Shibata  
Bennett*

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# 4 WILLAMETTE GREENWAY GOALS & POLICIES

## OVERARCHING SECTION GOAL

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

## GOAL 4.1 - WILLAMETTE GREENWAY BOUNDARY

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

**POLICY 4.1.1** Utilize the Greenway Compatibility Review Boundary to identify where the highest level of compatibility review will occur. The Greenway Compatibility Review Boundary will apply within 150 feet of the ordinary high-water line of the Willamette River and in other adjacent areas that have been identified as being in the 100-year floodplain of the Willamette River or areas that have unique or significant environmental, social, or aesthetic qualities. The Greenway Compatibility Review Boundary is depicted on Map 7.

**POLICY 4.1.2** Include Kronberg Park and the area occupied by Kellogg Lake within the Willamette River Greenway Boundary.

### What are some key benefits of the Willamette River Greenway?

- **Environmental** – preserving open space helps protect wildlife habitat, stormwater management, carbon sequestration, cooling paved areas, and much more.
- **Recreational** – the greenway provides a variety of recreational opportunities and amenities, such as boating and paddling, walking trails, bicycle trails, viewing areas, and picnicking.
- **Economic** – the riverfront is a key public amenity that attracts visitors to downtown Milwaukie, supporting local businesses and commerce in the area.
- **Access and Views** – greenway regulations provide opportunities to expand public access to, and protect views of, the Willamette River.

## GOAL 4.2 - GREENWAY DESIGN PLAN

Allow preparation of a Greenway Design Plan within the Willamette Greenway Boundary.

**POLICY 4.2.1** Utilize the adopted park master plans for Kronberg Park and Spring Park, the downtown design review approval for Milwaukie Bay Park, and the management plan for Peter Kerr Park at Elk Rock Island as the Greenway Design Plan for each of the parks. Adopt future park master plans or amendments to plans through the community service use process.

**POLICY 4.2.2** Consider preparing and adopting a Greenway Design Plan as an ancillary plan to the Comprehensive Plan. The Greenway Design Plan may apply to the entire Willamette Greenway or any portion of the greenway. An adopted Greenway Design Plan may provide an alternative review process for development within the greenway provided it is consistent with the adopted plan, and should be updated periodically to reflect best available science and changing conditions along the greenway, including those induced by climate change.

## GOAL 4.3 - LAND USE REVIEW PROCESS

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

**POLICY 4.3.1** Utilize the Willamette Greenway Zone in combination with underlying land use designations to manage uses and implement City Willamette Greenway objectives and Statewide Planning Goal 15.

● **POLICY 4.3.2** Employ the following two levels of review to determine the appropriateness and compatibility of new or intensified uses with the Willamette Greenway.

**A.** Within the Greenway Compatibility Review Boundary, require a Willamette Greenway Conditional Use Permit prior to new construction or intensification of an existing use when the new or intensified use is not identified as a permitted planned use within an adopted park master plan or the Greenway Design Plan. Special criteria addressing use, siting, size, scale, height, and site improvements will be used to review and guide development within the Compatibility Review Boundary.

### **Two-tiered approach to planning in the WG Zone**

*The Comprehensive Plan proposes amending the city's zoning code to continue requiring a conditional use permit (and Planning Commission public hearing) for proposals close to the river (within the Greenway Compatibility Review Boundary), while having a clear and objective process for properties outside of the review boundary.*

# 4 WILLAMETTE GREENWAY GOALS & POLICIES

**B.** Outside of the Greenway Compatibility Review Boundary, allow new construction and intensification of uses, provided that the scale and nature of the use meets the standards specified in the Willamette Greenway Zone. Employ development standards for these uses will be used to allow certain forms of development as a use by right.

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

**POLICY 4.3.3** Where appropriate, establish setbacks for new or intensified uses through the park master planning process or through a Greenway Design Plan. When not established through these plan processes, the Willamette River Greenway conditional use process will be used to establish setbacks. For uses that are not water-dependent or water related, setbacks will be determined on a case-by-case basis and the uses will be directed away from the river. Existing and proposed uses that are water-dependent and water-oriented may be permitted near or at the water's edge.

## **GOAL 4.4 - NATURAL RESOURCE PROTECTION**

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

**POLICY 4.4.1** Protect and conserve natural resources in the Willamette Greenway through the City's two Natural Resource overlay zones: WQR - Water Quality Resource and HCA – Habitat Conservation Area.

**POLICY 4.4.2** Promote an increase in tree canopy within the Willamette Greenway through tree planting programs and by mitigating for any lost tree canopy that occurs through development, while recognizing the importance of retaining certain public views of the river.

**POLICY 4.4.3** Support the removal of the Kellogg Creek Dam and other steps to support a free-flowing Kellogg Creek through revegetation of riparian areas with native species and other restoration techniques. Removal of the Kellogg Creek Dam is consistent with the greenway chapter of the plan and will not require greenway review.

**POLICY 4.4.4** Manage Peter Kerr Park at Elk Rock Island as a natural area park.

**POLICY 4.4.5** Allow and support environmental education and interpretative displays within the Willamette Greenway.

## **GOAL 4.5 - RECREATION**

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

**POLICY 4.5.1** Use park master plans to outline the major recreational uses, activities, and conceptual design for each of the parks within the Willamette Greenway.

**POLICY 4.5.2** Define the primary intent and purpose of each park within the Willamette River Greenway in the Parks and Recreation Chapter of the Comprehensive Plan. The parks within the Willamette River Greenway will serve a variety of needs for the City including:

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

**POLICY 4.5.3** Within the Willamette Greenway, accommodate a trail system along the river that is intended to connect with future Willamette Greenway trails to the north and south of the City. Develop a trail plan, acquire right-of-way, and build trail segments as funding becomes available.

**POLICY 4.5.4** Connect City bicycle and pedestrian trail systems with the trail system through the Willamette Greenway.

**POLICY 4.5.5** Work with state agencies and other partners to encourage equitable and safe use of the Willamette and to provide protections for the most vulnerable river users, including but not limited to swimmers, human-powered watercraft, and anglers.

# 4 WILLAMETTE GREENWAY GOALS & POLICIES

## GOAL 4.6 - PUBLIC ACCESS AND VIEW PROTECTION

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

**POLICY 4.6.1** Inventory existing and encourage new public access and views within the greenway and to the Willamette River, through dedications, easements, acquisitions or other means.

**POLICY 4.6.2** Undertake efforts to make existing points of public access more accessible and usable through maintenance and signing.

**POLICY 4.6.3** As part of the Greenway Compatibility Review process, evaluate proposals for new development and intensification of use for their effect on visual access to the Willamette River and Kellogg Creek from publicly owned land and the public right-of-way. Where impacts are significant, make efforts to preserve visual access to the river and creek through dedications, easements, acquisitions or other means.

**POLICY 4.6.4** As part of the planning effort for parks and other public improvements, ensure that trees and other features are intentionally placed to frame and enhance views of the Willamette River and Kellogg Creek. Enhancing riparian vegetation along Kellogg Creek to improve aquatic habitat conditions for native species will be a higher priority than maintaining or improving views of the creek.

**POLICY 4.6.5** Acknowledge that the public has the right to recreate on land and water below the ordinary high-water line of the Willamette River, consistent with the Oregon Public Trust Doctrine.

## **GOAL 4.7 - DOWNTOWN**

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

**POLICY 4.7.1** Provide safe pedestrian connections between downtown Milwaukie and the Willamette River consistent with the Downtown and Riverfront Land Use Framework Plan.

**POLICY 4.7.2** Work with Clackamas County Water Environment Services to accommodate recreational and water-related uses at the treatment plant site. This could include full redevelopment and relocation of the facility, shrinking the footprint, adding wetland features, adding a community water quality education center, providing physical access to the river, or capping the treatment plant with park facilities over the plant.

**POLICY 4.7.3** Within the Willamette Greenway, provide opportunities for limited commercial and recreational services that are focused to support users of the river, the parks, or the trail systems.

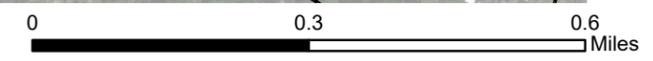
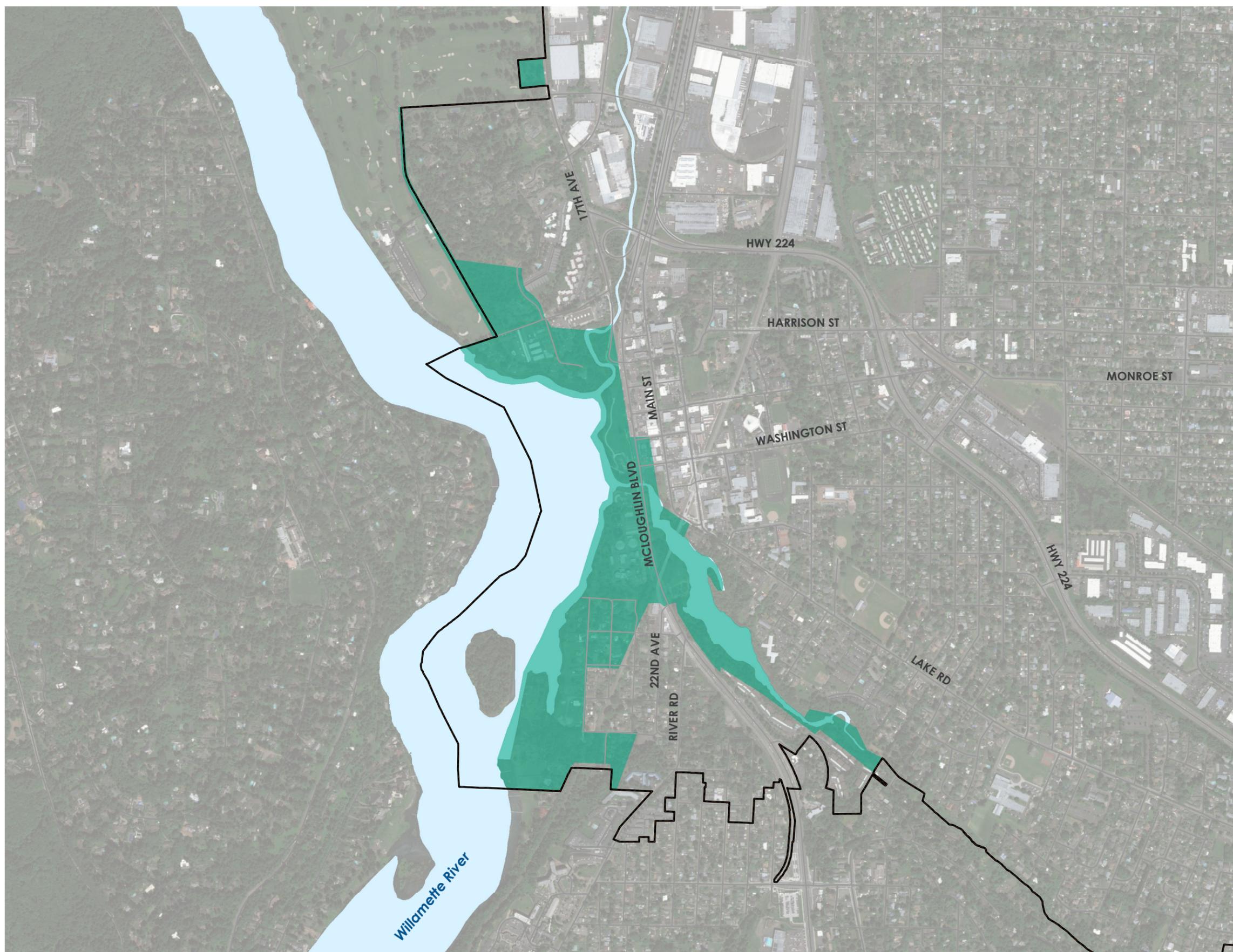
MAP 7: Willamette Greenway  
Boundary Map



# Willamette Greenway Boundary

## Legend

-  River or Stream
-  Willamette Greenway Area
-  Milwaukie City Limits
-  Street



Data Sources:  
City of Milwaukie GIS  
Clackamas County GIS  
Metro Data Resource Center



# 5 NATURAL HAZARDS

## BACKGROUND SUMMARY

### CONTEXT

Milwaukie is fortunate to be located in a region with beautiful scenery and natural resources. However, these same conditions create potential risks for a variety of natural hazards, including flooding, landslides, weak foundation soils, earthquakes, high winds, and wildfires. Natural hazard planning is critical to preventing the loss of life, property, and economic well-being as a result of extreme environmental forces. By regulating land uses within areas subject to these natural hazards, the city can reduce risks to property, environmental quality and human safety. This section provides a brief introduction to natural hazards and policies to address them. More in-depth information can be found in the Milwaukie Climate Action Plan (2018), Milwaukie Hazard Mitigation Plan (2020), and Clackamas County Multi-Jurisdictional Hazard Mitigation Plan (2019).

### Regulations

Natural hazards are regulated by Statewide Planning Goal 7 (Areas Subject to Natural Hazards), which seeks to “protect people and property from natural hazards” and calls for cities to respond to

new hazard inventory information provided by federal and state agencies by adopting or amending plan policies and implementing measures as needed. Other applicable state and regional regulations include:

- **Title 3 of the Metro Urban Growth Management Functional Plan**  
Requires the city to balance any fill in the floodplain with a corresponding cut that excavates an equal amount of material. In addition, Title 3 requires the city to regulate the area of inundation from the 1996 flood in addition to the area with a 1% chance of flooding as identified on National Flood Insurance Program (NFIP) maps.
- **Floodplain regulations**  
FEMA administers the NFIP and periodically makes changes to their requirements, which in turn require local governments to update their local floodplain regulations.
- **Steep slopes and landslide hazard areas**  
The Oregon Department of Geology and Mineral Industries (DOGAMI) periodically generates and updates information related to steep slopes, landslide hazard areas, and other potential hazards and resources.

Regulations continue to evolve as advancing technology and research

results in new and updated information. In addition, regional collaboration is crucial when assessing hazard risks and developing and implementing mitigation strategies.

## KEY ISSUES

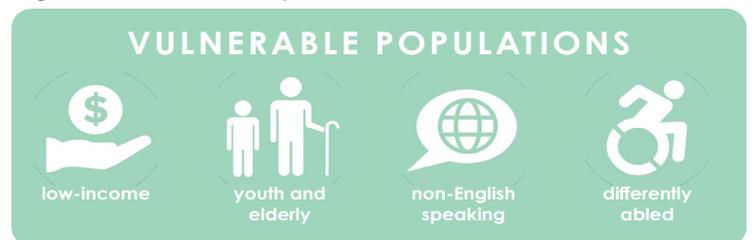
The following issues related to Natural Hazards and Statewide Planning Goal 7 were identified and addressed through the City's 2020 Comprehensive Plan update:

- **Climate Change**  
Climate change is expected to exacerbate several natural hazards. Increased intensity of storms will increase flood and landslide hazard risks, while hotter weather and droughts are likely to increase wildfire risk.
- **Cascadia Subduction Zone Earthquake**  
For some years, scientists have been warning of the potential for a major earthquake along the Cascadia subduction zone. Scientists predict an earthquake could be as powerful as 9.0 on the Richter scale. An earthquake of this magnitude is likely to have a

devastating impact on communities throughout the state and Portland region, and will require additional emergency preparedness, building standards, and infrastructure resiliency so that public services and the city's building stock can withstand a major natural disaster.

- **Hazards and Vulnerable Populations**  
Vulnerable populations, see figure 4, are often more affected by natural hazards and are less able to recover. It is vital to provide education and support to these groups as part of emergency preparedness and response efforts.

Figure 4: Vulnerable Populations



Milwaukie Community Emergency Response Team (CERT) members

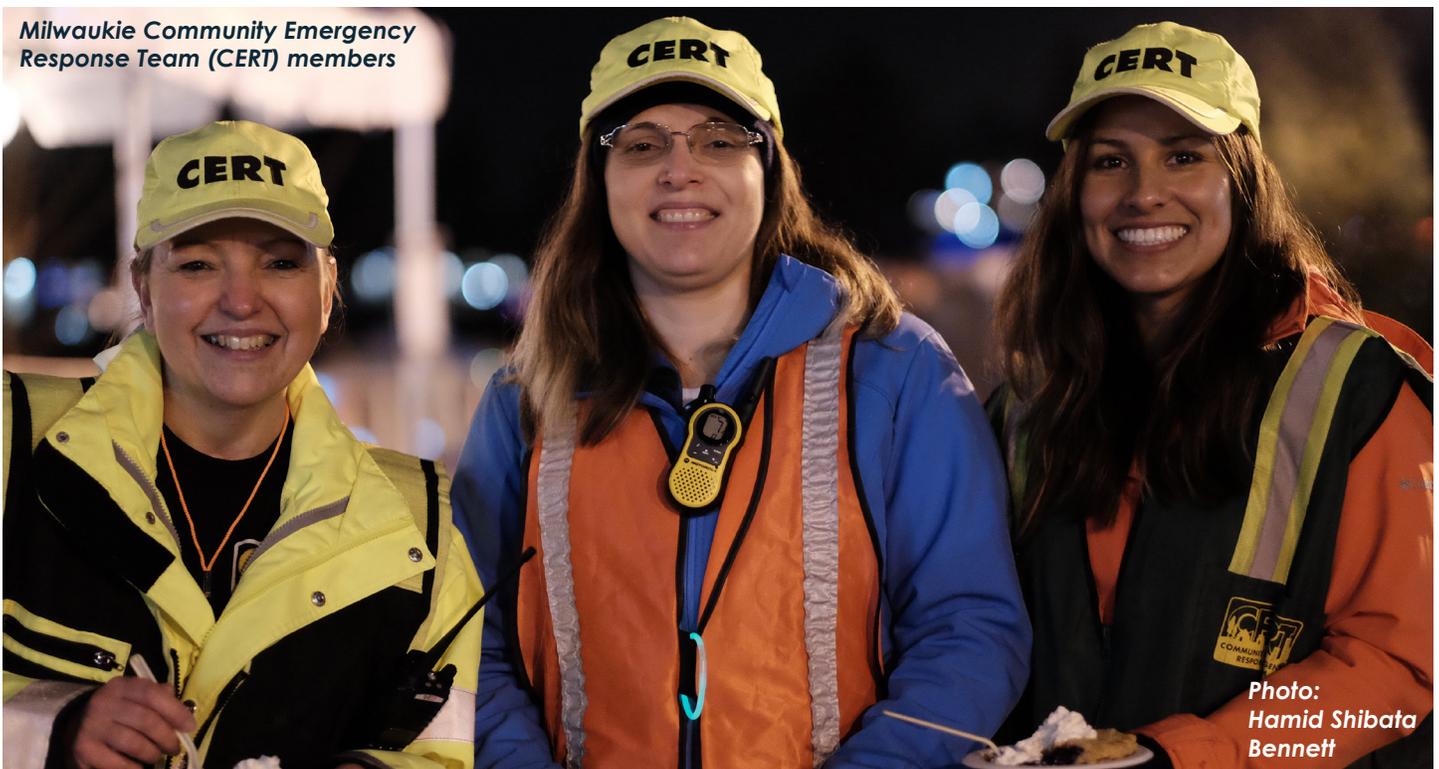


Photo:  
Hamid Shibata  
Bennett

# 5 NATURAL HAZARDS GOALS & POLICIES

## OVERARCHING SECTION GOAL

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

## GOAL 5.1 - IDENTIFYING, AVOIDING, AND REDUCING HAZARD POTENTIAL

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

**POLICY 5.1.1** Ensure that City natural hazard maps stay updated and reflect the most recent information and best available science for natural hazard areas, including flooding, landslides, liquefaction, unstable soils, wildfire, earthquakes, drought and sea level rise.

**POLICY 5.1.2** Require the submittal and neutral third-party review of detailed technical reports for proposed development within high risk flood, liquefaction and landslide hazard areas.

**POLICY 5.1.3** Encourage and prioritize development in areas with low risk of natural hazards and restrict development in areas with high risk that cannot be adequately mitigated.

**POLICY 5.1.4** Regulate floodplain areas in a manner that protects the public, recognizes their natural functions as waterways and critical habitat, and provides open space/ recreational opportunities.

### **The role of floodplains**

*Floodplains are areas next to rivers, creeks, and streams that become inundated with water when the capacity of the water body's channel is exceeded. Floodplains provide storage for flood waters, help control erosion, provide fish and wildlife habitat, and maintain open space.*

## **GOAL 5.2 - PARTNERSHIPS AND EDUCATION**

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

**POLICY 5.2.1** Continue to coordinate with regional, state and federal agencies on disaster preparedness efforts

**POLICY 5.2.2** Work with agency partners to address and respond to increased episodes of poor air quality resulting from wildfires in the region.

**POLICY 5.2.3** Ensure that mapping of the 100- and 500-year floodplain areas stays current and accurate.

**POLICY 5.2.4** Work with the county, state, and regional partners to regularly update the City's Hazard Mitigation Plan.

**POLICY 5.2.5** Increase outreach and education for hazard awareness and natural disaster preparedness, especially for low-income, elderly, non-English speaking, and other vulnerable populations.

## **GOAL 5.3 - INFRASTRUCTURE AND BUILDING RESILIENCY**

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

**POLICY 5.3.1** Ensure that relevant sections of the Milwaukie Municipal Code, most notably those that deal with Flood Hazards, Seismic Conditions, and Soils, are maintained to reflect best available science.

**POLICY 5.3.2** Increase the quality, resiliency, diversity, and redundancy of utility and transportation infrastructure to increase chances of continued service following a natural disaster.

**POLICY 5.3.3** Promote the retrofitting of buildings for better natural disaster resiliency through education and potential incentives for residential and commercial property owners.

**POLICY 5.3.4** Encourage development that exceeds minimum building code standards and is built to withstand high intensity natural disasters.

**POLICY 5.3.5** Prohibit essential public facilities and uses that serve vulnerable populations from being located within areas at high risk of flooding, landslides, liquefaction, and fire, and aim to relocate existing uses in these areas.

# 5 NATURAL HAZARDS GOALS & POLICIES

## GOAL 5.4 - ADAPTATION AND MITIGATION

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

**POLICY 5.4.1** In areas where there is a high risk of flooding or other natural hazards, support efforts by the City and other public and private entities to acquire properties for conservation purposes. Restrict development to uses that have a demonstrated community benefit and for which the natural hazard risks and environmental impacts can be adequately mitigated.

**POLICY 5.4.2** Increase requirements for protecting large trees, riparian vegetation and wetlands that have the potential to consume and retain large amounts of surface and storm water.

**POLICY 5.4.3** Coordinate with local, regional, state and federal agencies on disaster preparedness efforts, including coordination for major seismic and flooding events.

**POLICY 5.4.4** Encourage, green infrastructure and development practices.

**POLICY 5.4.5** Support expansion of the Milwaukie Community Emergency Response Team (CERT) to aid in responding to natural hazard events.

### Community Emergency Response Team (CERT)

*The Milwaukie CERT program was founded in 2010 and includes active and reserve members that meet periodically for training and to conduct drills that prepare them to help in responding to natural hazards – such as flooding, earthquakes, and snow/ice – that impact Milwaukie.*

- POLICY 5.4.6** Create designated emergency routes and provide an array of disaster recovery facilities, with emergency supplies, that can withstand major natural hazard events, and keep the public informed of them through a variety of different outreach methods.
- POLICY 5.4.7** Ensure that proposed development in natural hazard areas is provided with consultation on green infrastructure and development best practices early in the application process.
- POLICY 5.4.8** Require periodic updates to reevaluate the appropriateness of regulations in light of changing circumstances.



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# 6 CLIMATE CHANGE & ENERGY

## BACKGROUND SUMMARY

### CONTEXT

The earth's climate is changing at an accelerating pace. There is nearly universal agreement among the world's climate scientists that humans are contributing to climate change, and that it is starting to have direct impacts on communities throughout the world. Recognizing that the city must take action to address the threats of climate change and the need for increased resiliency and greater energy conservation, in May 2017 the City Council deemed climate change to be the "single largest threat to the future of citizens of Milwaukie," and called for the creation and adoption of a Climate Action Plan (CAP). Adopted in 2018, the CAP's stated goal is for Milwaukie to be a net zero building energy city by 2040, and fully carbon neutral by 2050.

While the CAP focuses on short- and medium-term actions for climate change mitigation and adaptation, the Comprehensive Plan has a broader and longer-term focus. However, the CAP provides a framework, background information, and policy direction that informs the Comprehensive Plan's long-term climate change and energy goals and policies within the context of the built environment

and multimodal transportation system.

### Regulations

Oregon's Statewide Planning Goals were created in 1973 and do not specifically reference climate change. However, Goal 13 Energy Conservation, calls for conservation of all forms of energy, implemented at the local level through development standards and regulations. While the language in Goal 13 is largely outdated, the state continues to develop laws, guidelines, and targets to address climate change, energy conservation, and community resiliency. This includes Oregon Senate Bill 1059 (2010), which directed the Oregon Department of Transportation (ODOT) and Department of Land Conservation and Development (DLCD) to work with local governments in metropolitan areas on ways to reduce greenhouse gas emissions (GHGs). Metro has also developed a number of programs that encourage cities to address climate change and increase energy efficiency, such as the Climate Smart Strategy.

### KEY ISSUES

The following issues related to climate change were identified and addressed through the City's 2020 Comprehensive Plan update and the development of the Climate Action Plan:

- **Scale of Climate Change**

Milwaukie is a small city whose individual actions will have a minor impact on climate change and energy conservation. Further, many of the issues related to climate change are not delineated by city boundaries. However, the City has the opportunity to set an example for other jurisdictions, as well as to partner with local, regional, and state agencies whenever possible.

- **Population Growth and Climate Change Impacts**

It has been projected that the Pacific Northwest will experience population growth directly related to climate change, as residents of other climate-change affected areas (such as drought) move to the region. Milwaukie will need to plan strategically in order to accurately estimate and accommodate this growing population, as well as to minimize its environmental impact through energy efficient land use patterns such as compact, walkable neighborhoods.

- **Resiliency and Adaptation**

As described in the CAP, Milwaukie faces a variety of climate change-related threats, such as increased flooding, droughts, and heat waves. The city must ensure its residents, infrastructure, and built and natural environments can withstand these impacts to the extent possible.

- **Uncertain Outcomes**

Small variations in future temperature increases tied to climate change can result in a wide spectrum of potential impacts, as well as the associated costs to mitigate these impacts. The Comprehensive Plan must provide adequate flexibility to address these future impacts.

- **Cost and Capacity**

Emerging technologies to address climate change and energy conservation can have large upfront costs for residents and businesses but may provide significant cost savings in the long term. The city will need to consider and balance economic concerns and adequately budget for climate change.

**Photo:**  
**Hamid Shibata Bennett**

**2018 Climate Action Plan Summit**



# 6 CLIMATE CHANGE & ENERGY GOALS & POLICIES

## OVERARCHING SECTION GOAL

Promote energy efficiency and mitigate the anticipated impacts of climate change in Milwaukie through the use of efficient land use patterns, multimodal transportation options, wise infrastructure investments, and increased community outreach and education as outlined in the City's Climate Action Plan.

## GOAL 6.1 - BUILT ENVIRONMENT

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

**POLICY 6.1.1** Encourage the use of innovative design and building materials that increase energy efficiency and natural resource conservation, and minimize negative environmental impacts of building development and operation.

**POLICY 6.1.2** Provide flexibility in development standards and permitted uses for projects that address climate change and energy conservation through strategies identified in the Climate Action Plan and/or best available science.

**POLICY 6.1.3** Advocate at the local, state, and federal level for building codes that increase energy conservation and facilitate emission reductions, and be a model for implementing these higher standards.

**POLICY 6.1.4** Develop standards and guidelines that contribute to a 40% citywide tree canopy.

### **The role of tree canopy in combatting climate change**

*Tree canopy is the layer of leaves, branches, and stems of trees that cover the ground when a tree is viewed from above. Milwaukie's goal for its urban forest is to achieve 40% canopy coverage citywide by 2040. Expanding the city's urban forest can help capture CO2 in our atmosphere, conserve energy, provide shade, capture stormwater runoff, and curb the impacts of flooding.*

- POLICY 6.1.5** Create a more energy efficient land use pattern that includes but is not limited to infill and cluster development, neighborhood hubs and increased density.
- POLICY 6.1.6** Encourage the creation of compact, walkable neighborhoods and neighborhood hubs throughout the city that provide a mix of uses and help reduce transportation emissions and energy usage.
- POLICY 6.1.7** Work with property owners and developers to facilitate the adaptive reuse of existing buildings.
- POLICY 6.1.8** Incorporate climate change criteria into city decision making processes, including land use applications and development review.
- POLICY 6.1.9** Streamline review for solar projects on rooftops, parking lots, and other areas with significant solar capacity.
- POLICY 6.1.10** Prioritize natural stormwater management systems.
- POLICY 6.1.11** Encourage community gardens and the conversion of lawns for food production and pollinator habitats.

## **GOAL 6.2 - TRANSPORTATION AND UTILITY INFRASTRUCTURE**

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

- POLICY 6.2.1** Increase the quantity, quality and variety of Milwaukie's transit and active transportation options, including trails, bike lanes, and sidewalks.
- POLICY 6.2.2** Work with local businesses and regional partners to increase transit usage and develop last mile solutions to Milwaukie homes, businesses, and neighborhood hubs.
- POLICY 6.2.3** Identify desired transportation mode splits and use best available science to develop programs and standards to ensure that they are met.
- POLICY 6.2.4** Reduce barriers to developing carbon-free energy projects and systems, including distributed energy resources and storage.

# 6 CLIMATE CHANGE & ENERGY GOALS & POLICIES

**POLICY 6.2.5** Aim to increase the use of electric and other clean energy vehicles through a mix of infrastructure improvements, incentives, and development requirements.

**POLICY 6.2.6** Account for rapidly changing technologies such as autonomous vehicles and other intelligent transportation systems during site development review and capital improvement planning.

## GOAL 6.3 - ADAPTION AND MITIGATION ●

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

**POLICY 6.3.1** Educate residents, businesses, developers and other community members on climate science and the most effective ways they can take action to adapt and mitigate for a changing climate, including transportation and energy choices, local food production and consumption, the sharing economy, sustainability at work programs and waste reduction.

**POLICY 6.3.2** Be an advocate and early adopter of emerging technologies and strive to be a model for how small cities can mitigate and adapt to climate change.

**POLICY 6.3.3** Incorporate best available science related to energy conservation and climate change adaptation into planning and development review.

### **Climate Change Adaptation vs. Mitigation**

*Climate change mitigation deals with actions and strategies the city can take to reduce the impacts of climate change, such as reducing greenhouse gas emissions. Adaptation is the process to prepare for a changing climate, such as amending city codes and developing strategies to be better prepared for more frequent flooding and wildfires.*

- POLICY 6.3.4** Regularly update the City's Climate Action Plan to identify strategies for addressing climate change and include emerging technologies and programs.
- POLICY 6.3.5** Promote climate-resilient vegetation, landscaping, and local food systems.
- POLICY 6.3.6** Pursue the development of heat shelters and shading sites, including indoor community spaces that can serve as clean air and cooling centers and shaded outdoor community spaces.
- POLICY 6.3.7** Encourage property owners to retrofit their properties to accommodate clean energy production.
- POLICY 6.3.8** Explore opportunities for increasing distributed carbon-free energy generation through community solar projects and other collective efforts.
- POLICY 6.3.9** Consider equity and affordability when developing city programs and development standards related to energy conservation and climate change and identify strategies for reducing potential impacts related to increased costs.
- POLICY 6.3.10** Consider increased population growth due to climate refugees, moving to the area to escape less hospitable climates, and identify metrics and triggers for when additional planning is needed to address potential impacts to housing, infrastructure, and the economy.
- POLICY 6.3.11** Encourage the use of materials and site development techniques that can mitigate for climate-change induced impacts such as heat island effect and increased flooding.

# CREATING COMPLETE NEIGHBORHOODS



*“Milwaukie invests in housing options that provide affordability, high quality development and good design, promoting quality living environments. It maintains the small neighborhood feel through creative use of space with housing options that embrace community inclusion and promotes stability.”*

*- Milwaukie 2040 Community Vision*



# CREATING COMPLETE NEIGHBORHOODS

What makes Milwaukie a place where people want to live, work, or visit? Is it the range of housing options, parks, and open spaces? The neighborhoods and their design character? The quality public services and infrastructure?

This chapter includes four sections that include a series of goals and policies that aim to answer these questions. The chapter is derived from Super Action 3 in the 2017 Milwaukie Community Vision, which calls for the city to “Create Complete Neighborhoods that Offer a Range of Housing Types and Amenities and Enhance Local Identity and Character.” Taken collectively, these four topics will help shape the built environment of Milwaukie over the next 20 years.

## STATEWIDE PLANNING GOALS ADDRESSED

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- 2** LAND USE PLANNING
- 8** RECREATIONAL NEEDS
- 10** HOUSING
- 13** PUBLIC FACILITIES AND SERVICES

*The State of Oregon has 19 total statewide planning goals. All comprehensive plans in the state must show they meet all relevant planning goals.*

## SECTIONS INCLUDED IN THIS CHAPTER

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- 7** HOUSING
- 8** URBAN DESIGN AND LAND USE
- 9** PARKS AND RECREATION
- 10** PUBLIC FACILITIES AND SERVICES

Milwaukie Police Officer  
at a Concert in the Park



Carefree Sunday  
2019



Wichita  
Park

All Photos:  
Hamid Shibata Bennett

# 7 HOUSING BACKGROUND SUMMARY

## CONTEXT

Milwaukie has historically been a working-class suburb of Portland, with relatively affordable home prices and rents. Population growth was essentially flat between 1990 and 2015, and the city saw little residential development during this period. As of 2016, the city had approximately 9,300 housing units, with about 58% being owner-occupied (primarily detached single-unit homes) and 42% being renter-occupied (in a mix of single-unit and multi-unit housing types).

However, between 2012 and 2018, the median home price for Milwaukie increased by 85%. For comparison, the median home price during this time frame increased by 65% in the State of Oregon. Also, by 2018 more than half (51%) of Milwaukie renters were considered housing-cost burdened (defined as spending more than 30% of income on housing). In April 2016 the City Council declared a housing emergency in Milwaukie, and in May 2017 it identified housing affordability as the number one priority for the 2017-2018 biennium.

The city has undertaken a number of planning efforts related to housing in recent years, including the 2016

Milwaukie Housing Strategies Report and the 2018 Milwaukie Housing Affordability Strategy (MHAS). The 2017 Community Vision called for expanding “middle housing” options throughout the entire city. The city has also implemented a number of programs aimed at increasing housing supply and addressing housing affordability. These include a construction excise tax (CET) dedicated to affordable housing, property tax abatements for low-income housing or mixed-use developments in Downtown and Central Milwaukie, and feasibility studies and code audits for cottage clusters and accessory dwelling units (ADUs).

### **Middle Housing Types**

*The term “middle housing” or “missing middle housing” applies to housing types that fall between detached single-unit residences and large apartment complexes. They include duplexes, triplexes, quadplexes, townhouses, cottage clusters, and courtyard and garden apartment complexes.*

## **Regulations**

Policies related to housing are guided by Statewide Planning Goal 10 (Housing), which seeks to “provide for the housing needs of citizens of the state” and which establishes guidelines for how local jurisdictions can achieve the goal. Goal 10

requires preparation of a Housing Needs Analysis (HNA) to help guide housing related planning efforts. The City will prepare a new HNA in conjunction with work to update the Comprehensive Plan map and the corresponding zoning. The HNA process involves the preparation of a buildable lands inventory (BLI). The City last updated its BLI in early 2020. The buildable land inventory is used to identify the City's 20-year supply of land for housing. The HNA will pair the inventory with the city's projected needs (demand) for housing over the same 20-year period. As required by Goal 10, the HNA will analyze the supply of and demand for housing across a variety of housing types, household sizes, and household incomes.

**The Housing Needs Analysis (HNA)** assessed the City's 20 year supply of buildable land and whether it is sufficient to meet the City's projected residential growth.

## KEY ISSUES

In developing the housing goals and policies to reflect community priorities and comply with Goal 10, the city utilized the following four lenses to frame the discussion:

- **Affordability**

As noted above, housing affordability has become a major issue in Milwaukie in recent years, leading to the declaration of a housing emergency in 2016. However, the city has limited tools when trying to address and influence housing affordability. The city must be efficient, resourceful and responsible when developing housing affordability programs and creating more housing. It will need to rely on a variety of partners and affordable housing developers to help implement these programs and build more affordable housing.

- **Equity**

Like most jurisdictions in the region and the country, institutional racism through a variety of policies, practices and programs, was established to the benefit of white people and the detriment of



Photo: Sebrina Mortensen

Four-plex in Milwaukie

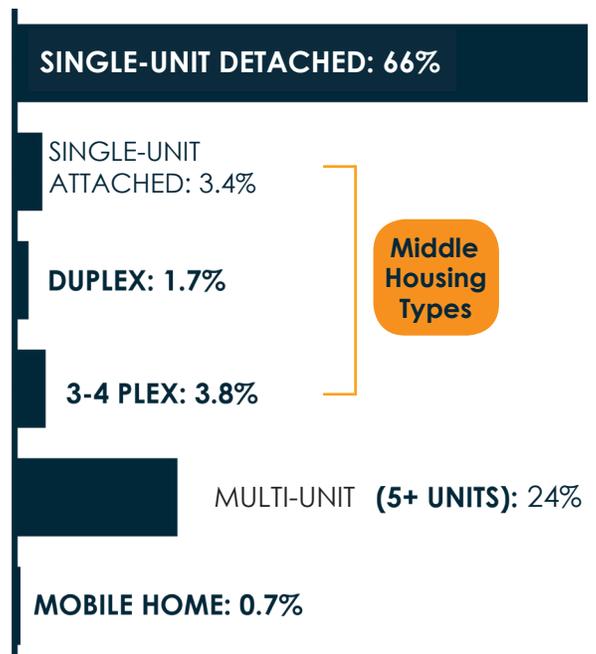
# 7 HOUSING BACKGROUND SUMMARY

people of color. This includes the permitted housing types and development standards in Milwaukie's residential zones that have resulted in neighborhoods dominated by single housing types (detached single-unit residences, apartment units, etc.). The Community Vision called for Milwaukie to be an entirely equitable community, and specifically for expanding housing options in all of Milwaukie's neighborhoods to offer opportunities for Milwaukie households across a range of incomes and household sizes.

- Livability**  
 As a city that has experienced little growth over the last several decades but that has started to see an increase in housing production, the city needs to consider the impacts and opportunities of growth and development on existing residents, while affording ample and equitable opportunities for new residents. Addressing concerns about traffic, tree protection, and quality design will be vital as the city grows.

- Sustainability**  
 Located along the banks of the Willamette River and several creeks, there are likely to be conflicts between housing needs and natural resource protection. The city must also consider potential impacts resulting from a changing climate, and integrate other city goals, such as a 40% tree canopy, when evaluating its housing needs and developing housing standards and programs.

## MILWAUKIE'S HOUSING SPREAD



Source: Milwaukie Housing Needs Analysis (2016)

# HOUSING COST BURDEN



**Cost Burdened Households** are households spending more than 30 percent of gross household income on monthly housing and utility expenses.



Increase in median home price in Milwaukie from 2012 to 2018



Increase in median sale price for a small multi-unit development in Milwaukie between 2012 and 2018



**51%** of renters are cost burdened according to the most recent Census data (2010)



**32%** of homeowners are cost burdened according to the most recent Census data (2010)

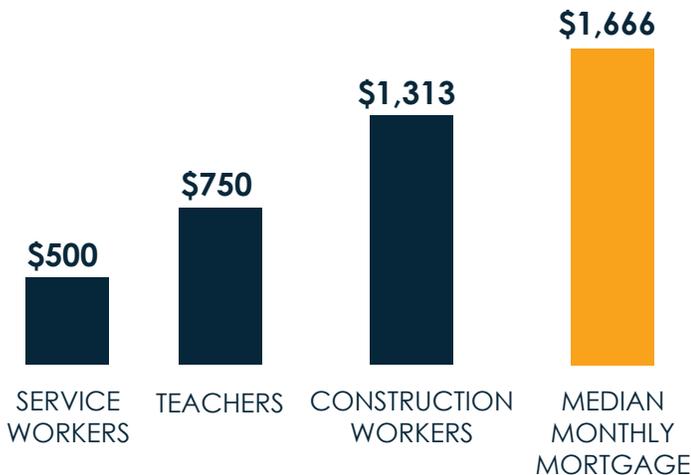
Source: Milwaukie Housing Affordability Strategy (MHAS) and Clackamas County Assessor Data (2012-2018)



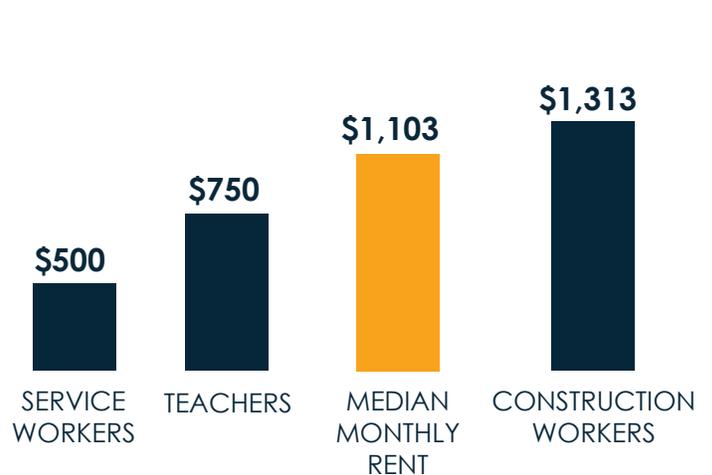
**MEDIAN SALE PRICE OF HOMES IN 2020**  
**\$395,200**

Source: Zillow.com, 97222 Home Prices & Value

## AVERAGE MORTGAGE AN INDIVIDUAL CAN AFFORD\* IN MILWAUKIE



## AVERAGE RENT AN INDIVIDUAL CAN AFFORD\* IN MILWAUKIE



\*Affordable = spending less than 30% of household income on monthly housing costs. Numbers are based on average salaries.

Source: 2018 American Community Survey (ACS) 5-year Estimate

# 7 HOUSING GOALS & POLICIES

## OVERARCHING SECTION GOAL

Provide safe, affordable, stable housing for Milwaukie residents of every socioeconomic status and physical ability within dwellings and neighborhoods that are entirely equitable, delightfully livable, and completely sustainable.

## GOAL 7.1 - EQUITY

Enable and encourage housing options that meet the needs of all residents, with a specific focus on uplifting historically disenfranchised communities and eliminating disparities for populations with special needs or lower incomes.

**POLICY 7.1.1** Provide the opportunity for a wider range of rental and ownership housing choices in Milwaukie, including additional middle housing types in low and medium density zones.

**POLICY 7.1.2** Establish development standards that regulate size, shape, and form and are not exclusively focused on regulating density.

**POLICY 7.1.3** Promote zoning and code requirements that remove or prevent potential barriers to home ownership and rental opportunities for people of all ages and abilities, including historically marginalized or vulnerable populations such as people of color, aging populations, and people with low incomes.

**POLICY 7.1.4** Leverage resources and programs that aim to keep housing (including existing housing) affordable and available to residents in all residential neighborhoods of Milwaukie.

**POLICY 7.1.5** Encourage development of new homes and modification of existing homes to accommodate people of all ages and abilities through use of universal design.

### **Universal Access and Design: Planning for Everyone**

*Universal access and design is the concept that buildings should be designed to meet the needs of people of all ages and abilities. Concepts include single story development, wider doorways and hallways, and the use of ramps and elevators.*

**POLICY 7.1.6** Consider cultural preferences and values as well as diversity, equity and inclusion when adopting development and design standards, including but not limited to the need to accommodate extended family members and provide opportunities for multi-generational housing.

**POLICY 7.1.7** Support the Fair Housing Act and other federal and state regulations that aim to affirmatively further fair housing.

**POLICY 7.1.8** Collaborate with community partners to provide a continuum of programs that address the needs of unhoused persons and families, including temporary shelters, alternative shelter models, long-term housing, and supportive services.

**POLICY 7.1.9** Implement and support programs to reduce the displacement of renters.

**POLICY 7.1.10** Develop, monitor and periodically update metrics that evaluate the City's success in achieving Goal 7.1.

**Alternative Shelter Models**

*Types of alternative shelter models include conestoga huts and sleeping pods. They are typically small-scale structures that provide shelter for those who are houseless.*

## GOAL 7.2 - AFFORDABILITY

Provide opportunities to develop housing that is affordable at a range of income levels.

**POLICY 7.2.1** Continue to research, leverage and implement housing affordability strategies that meet the needs of Milwaukie households and can adapt to changing market conditions.

**POLICY 7.2.2** Allow and encourage the development of housing types that are affordable to low or moderate-income households, including middle housing types in low and medium density zones as well as larger apartment and condominium developments in high-density and mixed-use zones.

**POLICY 7.2.3** Pursue programs and incentives that reduce the impacts that development/design standards and fees have on housing affordability, including modifications to parking requirements, system development charges, and frontage improvements.

**POLICY 7.2.4** Provide a simplified permitting process for the development of accessory dwelling units (ADUs) or conversion of single-unit homes into duplexes or other middle housing types.

# 7 HOUSING GOALS & POLICIES

**POLICY 7.2.5** Expand and leverage partnerships with non-profit housing developers and other affordable housing providers and agencies that preserve or provide new low to moderate income-housing units, create opportunities for first-time homeownership, and help vulnerable homeowners maintain and stay in their homes.

**POLICY 7.2.6** Support the continued use and preservation of manufactured homes, both on individual lots and within manufactured home parks as an affordable housing type.

**POLICY 7.2.7** Support the use of tiny homes as an affordable housing type, while addressing adequate maintenance of these and other housing types through the City's code enforcement program.

**POLICY 7.2.8** Implement development code provisions to permit shelters and transitional housing for people without housing.

**POLICY 7.2.9** Monitor and regulate vacation rentals to reduce their impact on availability and long-term affordability of housing.

● **POLICY 7.2.10** Work with other jurisdictions as well as regional and state agencies to identify the region's housing needs and pursue a shared approach to improve housing affordability across all household income ranges.

**POLICY 7.2.11** Develop, monitor, and periodically update metrics that evaluate the city's success in achieving Goal 7.2.

### **Housing Affordability and Housing Cost Burden**

*The U.S. Department of Housing and Urban Development (HUD) defines housing as "affordable" when households spend no more than 30% of their income on housing costs. Households that spend 30% or more of their income on housing are considered "moderately cost burdened" and those spending 50% or more are "severely cost burdened."*

- POLICY 7.2.12** When negotiating public-private land transactions, pursue the goal of reserving some portion for affordable housing where appropriate.
- POLICY 7.2.13** Continue to seek out opportunities to land bank for the purpose of affordable housing and perform necessary due diligence in property negotiations.

## **GOAL 7.3 - SUSTAINABILITY**

Promote environmentally and socially sustainable practices associated with housing development and construction.

- POLICY 7.3.1** Provide flexibility of footprint and placement of new housing to be consistent with city goals to preserve open spaces, achieve a 40% citywide tree canopy, and protect wetland, floodplains, and other natural resource or hazard areas.
- POLICY 7.3.2** Provide additional flexibility in site design and development standards in exchange for increased protection and preservation of trees and other natural resources.
- POLICY 7.3.3** Incentivize, and where appropriate require, new housing development, redevelopment, or rehabilitation projects to include features that increase energy efficiency, improve building durability, produce or use clean energy, conserve water, use deconstructed or sustainably produced materials, manage stormwater naturally, and/or employ other environmentally sustainable practices.
- POLICY 7.3.4** Promote the use of active transportation modes and transit to provide more reliable options for neighborhood residents and help reduce driving.
- POLICY 7.3.5** Increase economic opportunities for locally owned and operated businesses by encouraging the development and redevelopment of more housing near transit, shopping, local businesses, parks, and schools.
- POLICY 7.3.6** Encourage the adaptive reuse of existing buildings in residential and mixed-use areas that can help meet Milwaukie's housing needs.
- POLICY 7.3.7** Prepare, regularly monitor and periodically update an inventory of the buildable supply of residential land that can help meet the City's future housing needs in an efficient and sustainable manner.

# 7 HOUSING GOALS & POLICIES

**POLICY 7.3.8** Allow for a reduction in required off-street parking for new development within close proximity to light rail stations and frequent bus service corridors.

**POLICY 7.3.9** Advocate for additional frequent transit service in areas with the potential for significant residential growth.

**POLICY 7.3.10** Develop, monitor and periodically update metrics that evaluate the City's success in achieving Goal 7.3.

## **GOAL 7.4 - LIVABILITY**

Enhance the ability of Milwaukie's neighborhoods to meet community members' economic, social, and cultural needs, and promote their contributions to health, well-being, and universal access and design.

**POLICY 7.4.1** Implement land use and public investment decisions and standards that:

a) encourage creation of denser development in centers, neighborhood hubs and along corridors; and

b) foster development of accessible community gathering places, commercial uses, and other amenities provide opportunities for people to socialize, shop, and recreate together.

**POLICY 7.4.2** Require that new development improves the quality and connectivity of active transportation modes by providing infrastructure and connections that make it easier and more direct for people to walk or bike to destinations such as parks, schools, commercial services, and neighborhood gathering places.

**POLICY 7.4.3** Administer development code standards that require new housing to complement the public realm and provide for appropriate setback and lot coverage standards.

**POLICY 7.4.4** Require that multi-unit housing units have access to an adequate amount of usable open space, either on-site or adjacent to the site.

**POLICY 7.4.5** Implement development and design standards to transition between lower and higher density residential development areas where the mass, size or scale of the developments differ substantially. Requirements could include massing, buffering, screening, height, or setback provisions.

● **POLICY 7.4.6** Reduce development code barriers for intentional communities.

**POLICY 7.4.7** Develop, monitor, and periodically update metrics that evaluate the city's success in achieving Goal 7.4.

● ***Intentional Communities***

*A planned residential community designed from the start to have a high degree of social cohesion and teamwork. Types of intentional communities include: rural land trusts, urban group houses, cohousing neighborhoods, student co-ops, or ecovillages.*

MAP 9: Buildable Lands Inventory Map

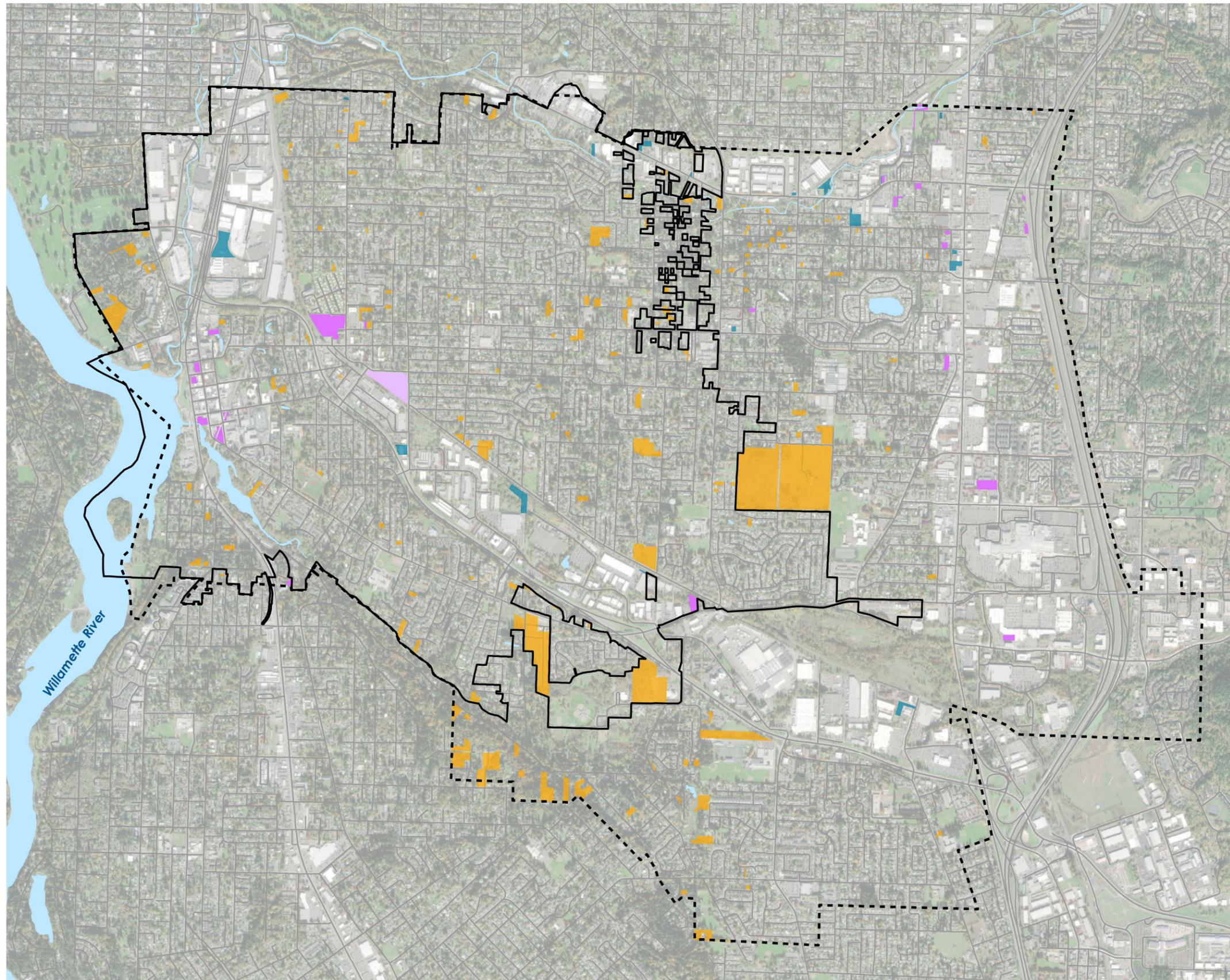


## 2018 Buildable Lands

### Legend

-  River or Stream
-  Vacant Low and Medium Density Residential
-  Vacant High Density Residential and Mixed Use
-  Vacant Employment Land
-  Vacant High Density Residential and Mixed Use - Under Construction
-  Milwaukie City Limits
-  Milwaukie UGMA Limits
-  Street

Data Sources:  
City of Milwaukie GIS  
Clackamas County GIS  
Metro Data Resource Center



0 3,200 6,400 Feet



# 8 URBAN DESIGN & LAND USE BACKGROUND SUMMARY

## CONTEXT

Urban design addresses the various components of the built environment, including buildings, parks/open spaces, amenities, and transportation systems. It is an essential practice that, if done intentionally, can help to enhance livability and support a thriving community as Milwaukie grows and develops over the next several decades. Land use refers to the uses that are permitted in a particular location and the relationship of uses to one another.

Identifying clear goals and policies related to urban design and land use will help advance the city's vision by enhancing the appearance and vibrancy of its distinct neighborhoods and helping to foster a strong sense of place. Milwaukie has integrated urban design practices into past planning efforts and land use decisions on development applications. Over the last two decades, the city has focused on two major components related to urban design. The first has been to create opportunities for new mixed use, pedestrian-oriented development in areas such as Downtown Milwaukie and Central Milwaukie. The second has been to improve the quality of design for infill development in Milwaukie's neighborhoods.

"Neighborhood hubs" is a more recent concept that emerged during the development of Milwaukie's Community Vision and Action Plan and aims to enhance livability and provide residents with access to amenities and services close to where they live. Design and future development or redevelopment of these hubs will vary and will reflect the scale and needs of the adjacent neighborhoods.

## Regulations

Urban design standards and land use considerations are not called out specifically in any Oregon Statewide Planning Goal but are addressed indirectly by a variety of goals. These include Goal 5 (Open Spaces, Scenic and Historic Areas, and Natural Resources), Goal 8 (Recreation Needs), Goal 10 (Housing), Goal 12 (Transportation), and Goal 14 (Urbanization).

In addition to addressing the statewide planning goals, Milwaukie must also comply with Metro's Urban Growth Management Functional Plan (UGMFP), which details how cities in the Portland metropolitan area can meet the goals of Metro's 2040 Growth Concept. The 2040 Growth Concept highlights the need to plan for compact and accessible urban forms when considering how to accommodate future growth in the region. It calls for the prioritization of development and design of centers, corridors, station communities, and

main streets to serve local and regional populations and economic growth. Quality urban design will help the city to meet the functional plan objectives as well as the statewide planning goals.

## KEY ISSUES

The following issues related to urban design were identified and addressed through the City's 2020 Comprehensive Plan update:

- **Local Barriers to Innovative Design**

The City has a two-track design review process for development. The first provides clear and objective building design standards that, if met, allow for a straightforward administrative process. The second track occurs through a discretionary review of design objectives or guidelines that require a more complex analysis of how the development provides quality design. The two-track system for development and design standards has led to tension between ensuring quality design and allowing for design flexibility.

- **Accommodating Growth through Infill Residential Density**

Population forecasts show the Portland Metro region and Milwaukie will continue to grow. The city lacks large, undeveloped sites, so projected population growth will need to be accommodated primarily through infill housing in existing neighborhoods. To promote infill development, Milwaukie must examine allowing for a greater variety of housing types in existing neighborhoods, which would be consistent with the Community Vision and recent state legislation such as House Bill 2001 (2019)

- **Neighborhood Hubs**

The city anticipates working with local residents, property owners, businesses, and others to create a series of neighborhood hubs intended to improve neighborhood livability by providing ready access to places to eat, drink, shop, gather, and play.



Photo: Mark Gamba

Neighborhood in Milwaukie

# 8 URBAN DESIGN & LAND USE

## GOALS & POLICIES

### OVERARCHING SECTION GOAL

Promote the design of private development and public spaces and facilities to enhance community livability, environmental sustainability, social interaction, and multimodal connectivity and support the unique function of Milwaukie neighborhoods as the centers of daily life.

### GOAL 8.1 - DESIGN

Use a design framework that considers location and development typology to guide urban design standards and procedures that are customized by zoning district.

#### POLICY 8.1.1 Downtown Milwaukie Policies

- a) Allow for a variety of dense urban uses in multi-story buildings that can accommodate a mix of commercial, retail, office and higher density residential uses.
- b) Provide a high-quality pedestrian environment that supports safe, convenient access to the area's multiple transportation modes.
- c) Prioritize pedestrian access and movement in the downtown while also improving safety and access for cyclists. Establish targets in the Transportation System Plan (TSP) for all transportation modes.
- d) Encourage development that takes advantage of proximity to and views of the Willamette River and the Willamette Greenway.
- e) Ensure that buildings are designed with storefront windows and doors, weather protection, and details that contribute to an active, pedestrian oriented streetscape.
- f) Ensure that design standards and guidelines reflect a well-defined community vision for the downtown.
- g) Encourage a diverse mix of commercial services and amenities that serve downtown residents and employees as well as visitors.

h) Support uses that contribute to the vibrancy of the downtown area, including special events and outdoor uses such as farmers markets and festivals.

#### **POLICY 8.1.2** Central Milwaukie Policies

a) Ensure that new development and redevelopment supports better transportation connectivity through the Central Milwaukie district, especially for pedestrians and cyclists. Increased connectivity should include pedestrian and bicycle improvements through large sites.

b) Enhance Highway 224 intersections to increase the safety and comfort for pedestrians and cyclists traveling on cross streets. Implement these safety improvements through the TSP.

c) Ensure buildings and sites are designed to support a pedestrian-friendly streetscape and establish a storefront environment along key streets as set out in the Central Milwaukie Land Use and Transportation Plan.

d) Ensure that new development is designed to create a transition to adjoining residentially zoned properties in terms of height, massing, setbacks, and building form.

e) Broaden the scope of the Central Milwaukie Land Use and Transportation Plan to include the Milwaukie Market Place, Providence Hospital, and the Hillside Development.

#### **POLICY 8.1.3** Neighborhood Mixed Use (NMU) Policies

a) Provide opportunities for a mixture of neighborhood commercial services and housing which are well-connected to the surrounding neighborhoods by sidewalks and bikeways.

b) Ensure that development is designed to minimize impacts to surrounding residential areas through appropriate setbacks, building placement, buffers, and landscaping.

c) Require that new development connect to surrounding neighborhoods for pedestrians and others using active transportation modes to travel to and within the district.

d) Ensure that new mixed-use and commercial buildings provide a commercial storefront environment with sidewalks and amenities appropriate to create an active, pedestrian-focused streetscape.

e) Ensure that new development is designed to create a transition to adjoining residentially zoned properties in terms of height, massing, setbacks, and building form.

# 8 URBAN DESIGN & LAND USE GOALS & POLICIES

## ● POLICY 8.1.4 Neighborhood Hubs (outside of NMU areas) Policies

- a) Provide opportunities for the development of neighborhood commercial services and the provision of amenities and gathering places for residents of the surrounding area.
- b) Ensure that new development is compatible with the height, massing and building form allowed by zoning on adjacent residential properties. A hub development need not be identical to the height, massing or form of buildings allowed by nearby zoning for a finding of compatibility.
- c) Ensure new development contributes to a pedestrian friendly environment along the property frontage.
- d) Encourage development of multi-season outdoor seating areas and pedestrian plazas.
- e) Provide for a high level of flexibility in design and incentives to accommodate a variety of start-ups, temporary uses and incremental expansions and explore innovative techniques for waiving or deferring full site development and parking requirements.
- f) Provide a process to allow start-up and temporary uses that take advantage of incentives and deferral programs to make a smooth transition to status as a permanent use.

**What are Neighborhood Hubs?**  
*Neighborhood Hubs are intended to provide neighborhood gathering places and locations where residents have relatively easy access to a variety of services or goods near their homes. Hubs are envisioned to vary in size and intensity.*

## POLICY 8.1.5 North Milwaukie Innovation Area (NMIA) Policies

- a) Provide opportunities for a wide range of employment uses including manufacturing, office, and limited retail uses, as well as mixed-use residential in the area close to the Tacoma Station Area.

b) Ensure that the design of new development and redevelopment projects contribute to a pedestrian and bike friendly environment within the Tacoma Station Area.

c) Provide for active transportation connections throughout the NMIA.

d) Protect Johnson Creek and the adjacent riparian areas.

e) Implement provisions of the North Milwaukie Innovation Plan.

**Active Transportation Modes**

*Active transportation includes non-motorized forms of transportation including biking and walking. Improving active transportation infrastructure has proven health benefits, reduces vehicle miles traveled, benefits the environment, and provides substantial economic benefit to communities.*

**POLICY 8.1.6 International Way Business District Policies**

a) Provide flexibility to allow a wide variety of employment uses including industrial, research, office, and limited commercial in the district.

b) Protect natural resources in the district including Minthorn Natural Area and the waterways that connect to it. Daylight the creek where feasible.

c) Require landscaping along street frontages in the district.

d) As new development and redevelopment occurs, require pedestrian and active transportation improvements throughout the district.

e) Work to ensure that the district is well-served by public transportation options and that transit stops and shelters are safe, comfortable, and easy to access.

**Daylighting Creeks in the International Way Business District**

*Mt. Scott Creek and Minthorn Creek runs through the International Way Business District, but unlike Johnson Creek and Kellogg Creek, almost all of it has been piped and buried below grade. Daylighting is the process of restoring a creek to an open, above-grade channel, which would provide an additional natural resource amenity in this important employment area.*

# 8 URBAN DESIGN & LAND USE

## GOALS & POLICIES

### **POLICY 8.1.7** Johnson Creek Industrial Area Policies

- a) Provide opportunities for a wide variety of manufacturing, industrial, production and warehousing uses as well as more limited office and commercial uses.
- b) Protect Johnson Creek and the adjacent riparian areas.
- c) Consider the impacts of business operations on adjacent residential areas, including to air and water quality
- d) Encourage development that takes advantage of the area's access to transit and the Springwater Trail and helps improve the pedestrian environment.

### **POLICY 8.1.8** Corridors Policies

- a) Provide opportunities for higher intensity development in areas within walking distance of existing or planned frequent transit service.
- b) Ensure that design standards require direct pedestrian connections to the closest transit line.
- c) If new development includes a commercial component, require a storefront design.
- d) Ensure that all new development contributes to a safe, well-connected, and attractive pedestrian environment.
- e) Maintain development and design standards that provide for a transition in development intensity between the development site and adjoining areas designated or planned for lower density residential uses.

### **POLICY 8.1.9** Clackamas Regional Center Policies

- a) Develop and adopt a planning framework and zoning for the Clackamas Regional Center recognizing that this area is within the area subject to the Milwaukie Urban Growth Management Agreement and will eventually be annexed to the city. (See page 164 for a map)
- b) Protect the 3-Creeks Natural Area, including the adjacent riparian areas and tributaries.

- c) Provide for high-intensity development to accommodate projected regional increases in housing and employment, including mixed-use development.
- d) Provide for and capitalize on frequent and dependable transit service.
- e) Allow for a mix of land uses to support public transportation and bicycle and pedestrian usage.
- f) Provide for the open space and recreation needs of residents and employees of the area.
- g) Support a multimodal street network.

## **GOAL 8.2 - Livability**

Enhance livability by establishing urban design concepts and standards that help improve the form and function of the built environment.

**POLICY 8.2.1** Pedestrian and bicycle environment design policies:

- a) Prioritize enhancement of the environment for pedestrians, bicyclists and people using other active transportation modes when expending public funds on street improvements.
- b) Ensure that improvements are inclusive and provide access for people of all ages and abilities.
- c) Require new development and public improvements to be designed in a manner that contributes to a comfortable and safe environment for everyone, including pedestrians and other non-motorized users in the public right-of-way.
- d) Enhance pedestrian spaces through adequate landscaping, trees, public art, and amenities such as benches and lighting.
- e) Encourage small-scale storefront retail to be developed along street frontages in commercial and mixed-use districts.
- f) Provide for pedestrian connectivity and access by other active transportation modes.
- g) Use urban design features to reduce trips or slow traffic through areas where pedestrian safety is especially a concern, e.g. NMU districts and neighborhood hub areas.
- h) Enhance the pedestrian experience, explore opportunities for woonerf and living street designs in areas with appropriate traffic volumes.
- i) Prioritize the safety of pedestrians and bicyclists when designing and improving the public right of way.
- j) Provide a regularly scheduled review process that evaluates pedestrian comfort, safety, and accessibility using the best available science.

# 8 URBAN DESIGN & LAND USE GOALS & POLICIES

## **POLICY 8.2.2** Parking design policies:

a) Establish parking standards that contribute to higher levels of active transportation and increased use of transportation demand management programs to achieve community design patterns that are more sustainable.

b) As technology, development patterns, and transportation options evolve, plan for the potential conversion of parking spaces within the public right-of-way and encourage the redevelopment or conversion of existing private and public parking lots to other uses.

c) In the town center, buffer parking lots from the pedestrian environment with a combination of landscaping, stormwater facilities, public art, or decorative walls.

d) Encourage on-street parking on frontages that have commercial storefronts.

e) Ensure that public and private parking remains available for those that cannot walk or bike.

f) Maintain lighting, walkway, and other design standards that contribute to improved public safety.

g) Restrict off-street parking between the public sidewalk and the front of any new commercial retail or mixed-use building.

h) Expand the number of electric vehicle charging stations in both public and private parking areas.

i) Require canopy trees and swales in parking lots to reduce stormwater runoff and better manage urban temperatures.

j) Prioritize pedestrian and bicycle safety over parking convenience to minimize conflicts between modes.

## **POLICY 8.2.3** Natural environment integration policies:

a) Require landscape plan approval as part of the development review process.

- b) Use the landscape plan review process to ensure that new development provides tree canopy cover consistent with city urban forestry objectives and to achieve better habitat connectivity throughout the city.
- c) Allow for vertical landscaping or green roofs to substitute for ground landscaping in situations where sites are constrained.
- d) Encourage, and in the case of new development require, the undergrounding of utilities.
- e) Ensure that street trees are climate resilient, consistent with the City's urban forestry goals, and consider potential benefits to pollinators and local wildlife.
- f) Utilize green infrastructure (bioswales, rain gardens, pervious pavement, and green roofs) to minimize impervious surfaces and to capture and treat stormwater on site.
- g) Where appropriate, integrate natural features such as trees, creeks, wetlands, and riparian areas into the site planning process while also ensuring that designated natural resources are protected and conserved.
- h) Encourage the daylighting of creeks and drainages.

**POLICY 8.2.4** Public space design policies:

- a) Provide clear standards for the design and improvement of public spaces and streets as set forth in design objectives of adopted project plans or special area plans.
- b) Design streets to provide for the equitable allocation of space for different modes including pedestrians, bicycles, and transit.
- c) Provide adequate seating in public spaces where people are intended to gather, with consideration of weather protection as appropriate.

**POLICY 8.2.5** Community design policies:

- a) Reduce the size and limit the display characteristics of commercial signage, especially along Highway 224 and Highway 99E.
- b) Where feasible, design of buildings should include views and orientation toward the Willamette river or other waterways.
- c) Encourage sustainable buildings in accordance with the Climate Action Plan.
- d) Ensure that policies and codes related to urban design are consistently and regularly enforced.

# 8 URBAN DESIGN & LAND USE GOALS & POLICIES

## GOAL 8.3 - PROCESS

Provide a clear and straight forward design review process for development in Milwaukie along with incentives to achieve desired outcomes.

● **POLICY 8.3.1** Use a two-track development review process to ensure that new non-residential development and redevelopment projects are well designed. Provide a clear and objective set of standards as well as an optional, discretionary track that allows for greater design flexibility provided design objectives are satisfied.

**POLICY 8.3.2** Ensure that a clear and objective process is available for all housing types that meet design standards, provide adequate open space, and fit into the community, while offering an alternative discretionary path for projects that cannot meet these standards.

**POLICY 8.3.3** Expand opportunities for neighborhood district associations (NDAs) and other stakeholders to review and provide feedback early in the development process and respond to community concerns with clear, concise, objective information.

**POLICY 8.3.4** Refine development standards in order to:

- a) Provide flexibility for commercial use of existing residential structures within Neighborhood Hubs and Neighborhood Mixed Use districts.
- b) Provide flexibility for the types of uses permitted as home occupations where it can be demonstrated that the home occupation will help meet the daily needs of residents in the surrounding neighborhood.

### **Design Review: Clear and Objective vs. Discretionary**

State law requires certain land uses, such as housing, to offer a "clear and objective" review process with clearly outlined development and design standards for development proposals. Cities may also offer a second "discretionary" track that evaluates projects based on a more subjective set of design guidelines.

c) Incorporate universal design standards that improve access for people of all ages and abilities and expand opportunities for aging in place.

**POLICY 8.3.5** Expand the use of incentives and other financial tools that serve to:

a) Encourage development in Neighborhood Hubs.

b) Improve housing affordability.

**POLICY 8.3.6** Require that comprehensive plan amendment applications that would allow increased density or development intensity consider walkability, access to frequent transit service, and proximity to parks, schools, and commercial services.

**POLICY 8.3.7** Consider the availability of public utilities and transportation facilities when reviewing comprehensive plan map amendments.

# 9 PARKS & RECREATION BACKGROUND SUMMARY

## CONTEXT

Milwaukie has a robust system of parks, recreation facilities, and trails. Parks are owned by the city, while the North Clackamas Parks & Recreation District (NCPRD) manages park operations, maintenance, and programming. Funding for NCPRD is provided through property taxes and system development charges (SDCs).

Statewide Planning Goal 8 (Recreational Needs) seeks to “satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.” Milwaukie complies with Goal 8 by working with NCPRD to continue to plan for, operate, and maintain local park and recreation facilities. The city’s role in coordinating with NCPRD and Milwaukie residents is crucial, especially as recreational demand and park usage is impacted by evolving trends and demographics.

NCPRD has a master plan for all recreational facilities in the district (including Milwaukie). The master plan establishes a desired level of service for parks and recreation facilities and programs throughout the district.

## KEY ISSUES

The following issues related to Parks and Recreation and Statewide Planning Goal 8 were identified and addressed through the City’s 2020 Comprehensive Plan update:

- ***Transit, Pedestrian, and Bike Connections to Parks***  
The city continues to work towards enhancing bicycle and pedestrian connections to parks and improving connections to regional trail networks through improvements to its sidewalks, pathways, neighborhood greenways, and bike facilities. The city has also identified improving transit service to new and existing parks as an important community priority.
- ***Available Land for Parks***  
Milwaukie is generally built out and has limited land available for new parks. As the city continues to grow, it may be challenging to serve its growing population with adequate park space. The city can look to alternative parks and recreation opportunities as the industry trends shift.
- ***Partnership with NCPRD***  
The city’s partnership with NCPRD can be seen as both an asset and a challenge. Although Milwaukie saves money by delegating parks management to NCPRD, the City has limited control over how parks are operated and programmed.

NCPRD has also faced significant parks funding challenges, and the NCPRD master plan identifies the need to update its IGA with Milwaukie to reflect current priorities and operational inefficiencies.

- **Status of Individual Park Master Plans**

Historically, park master plans for individual parks in Milwaukie have been adopted as ancillary documents to the Comprehensive Plan. This means that any major change to a park requires a Comprehensive Plan amendment, which is a significant barrier to efficient planning. This approach lacks the flexibility needed for adjustments during park design and construction. To add flexibility, policies call for creation of a new park zone with park facilities allowed outright when conforming to master plans adopted through the community service use process.

- **Kellogg Wastewater Treatment Plant**

The treatment plant is an important public facility but also a recreational asset, with its location near downtown on the banks of the Willamette River. Milwaukie has identified additional parks

and recreation opportunities that need to be balanced against the site's primary function as a water treatment plant.

- **Relationship to the Willamette River Greenway**

The Willamette River forms Milwaukie's western boundary and provides the city with tremendous opportunities for recreation, access to nature and scenic beauty, as well as tourism and economic development. Enhancements to Milwaukie Bay Park have provided city residents with improved access to the riverfront, serving as a focal point for community gathering and recreation in the downtown area. Peter Kerr Park (Elk Rock Island) and Natural Area and Spring Park Natural Area are also key assets on the river.



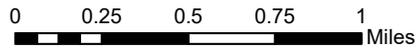
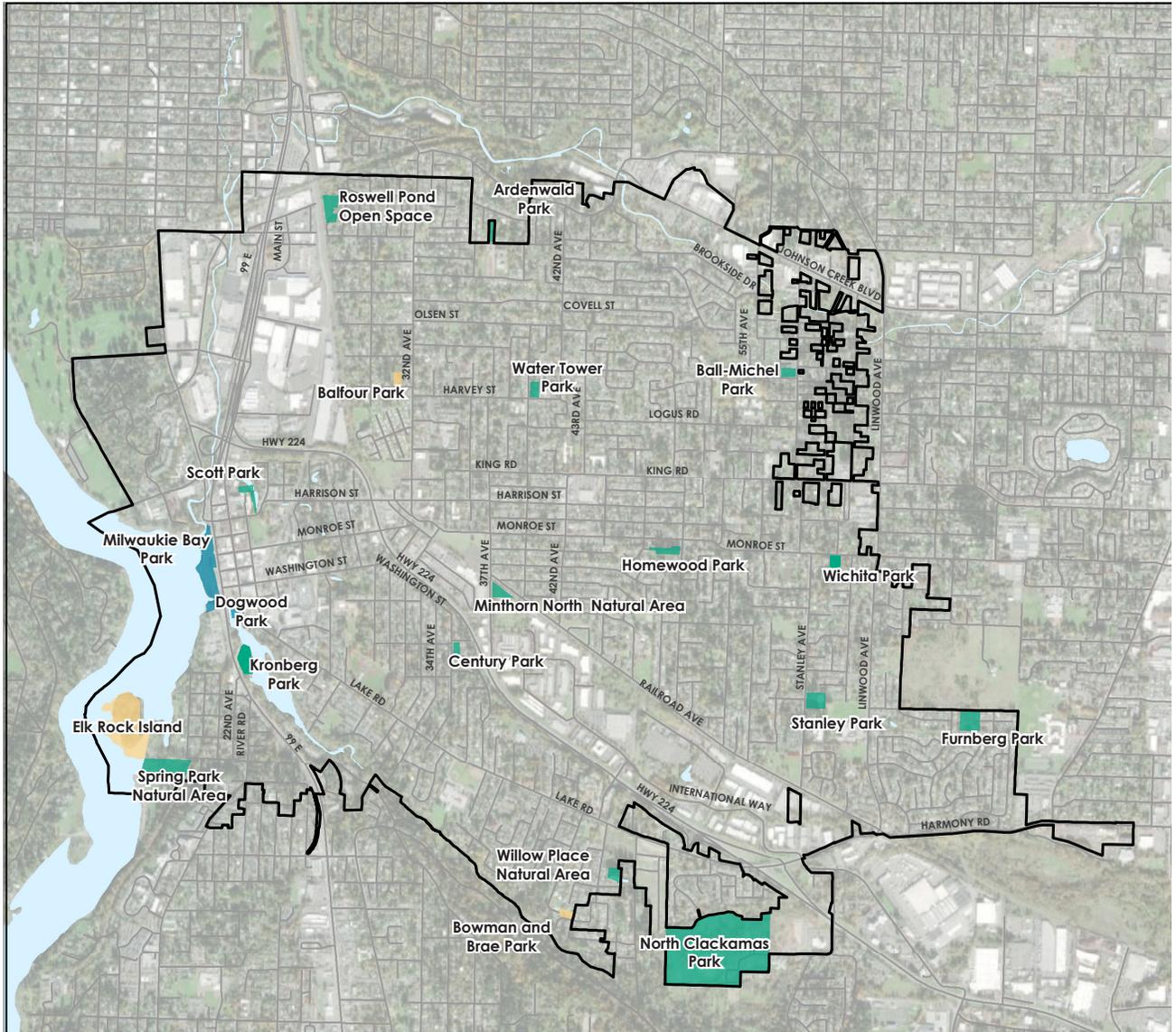
Photo:  
Hamid Shibata Bennett

Movies in the Park at  
North Clackamas Park

# MAP 10: Milwaukie Parks Inventory Map



## Parks Inventory



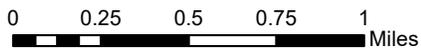
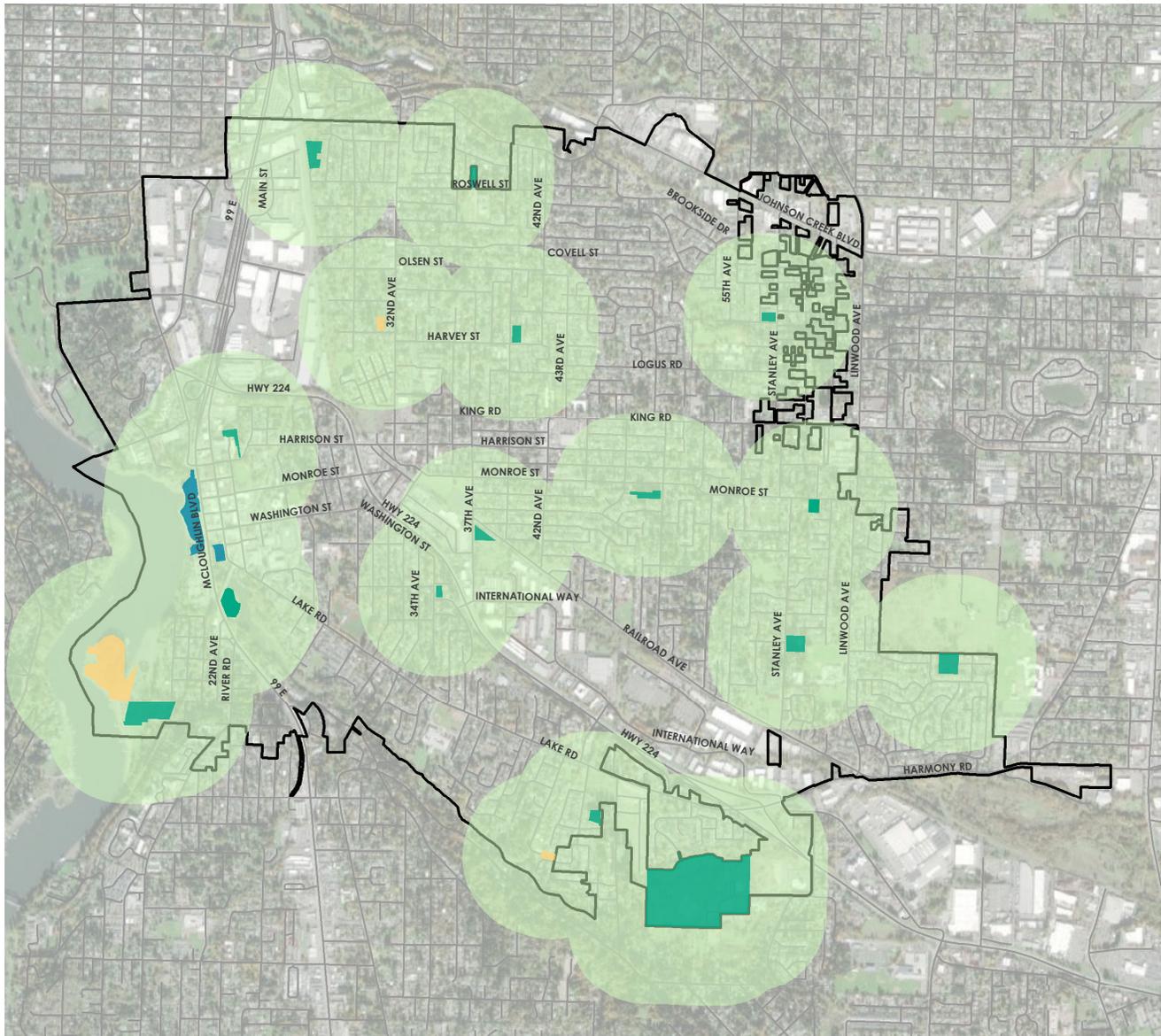
### Legend

-  River or Stream
-  Partially Developed Park
-  Milwaukie City Limits
-  Complete Park
-  Undeveloped Park
-  Street

MAP 11: Areas within Walking Distance from a Park Map



## Areas Within 1/4 Mile of a Park



### Legend

- |   |  |   |
|---|--|---|
|  River or Stream |  Partially Completed Park |  Area Within 1/4 Mile of a Park |
|  Completed Park  |  Undeveloped Park         |  Milwaukie City Limits          |
|   |  |  Street                         |

# 9 PARKS & RECREATION GOALS & POLICIES

## OVERARCHING SECTION GOAL

Enhance natural areas and provide for the recreational needs of present and future city residents of all ages and abilities with an emphasis on underserved communities.

## GOAL 9.1 - PARTNERSHIPS AND FUNDING

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

**POLICY 9.1.1** Work with the city's parks and recreation provider to complete, adopt, and maintain an overall parks comprehensive plan and a trails master plan.

**POLICY 9.1.2** Continue to initiate and support joint-use construction and maintenance agreements with school providers and work to provide recreational opportunities on school properties.

**POLICY 9.1.3** Participate in regional recreation planning and implementation programs through Metro, and coordinate activities with Clackamas County parks and utility providers and relevant state and federal agencies.

### ***The importance of partnerships for parks and recreation***

*Milwaukie is not a full-service city and relies on partnerships with the parks district and school district to meet the recreational needs of the Milwaukie community. Strong partnerships and communication will be integral to meeting recreational demand as the city continues to grow.*

- **POLICY 9.1.4** Pursue prioritizing proportional contributions from new development and redevelopment for the expansion of public recreation opportunities in underserved areas of Milwaukie.
- POLICY 9.1.5** Maintain a flexible system with the City's park provider where the City can accept land or developed park and trail facilities, when appropriate, in lieu of System Development Charges (SDCs).
- POLICY 9.1.6** Continue to support and work with public or private organizations on habitat conservation and rehabilitation of natural areas.

***How can the city promote more inclusive recreational opportunities?***

*Comprehensive plan goals policies call for expanding recreational opportunities in underserved areas (Policy 9.1.4), ensuring facilities and programs meet the needs of residents of all ages, abilities, cultures and incomes (Goal 9.2), and increasing transportation options to nature resource areas, parks, and recreation opportunities (Goal 9.4).*

## **GOAL 9.2 - PLANNING AND DESIGN**

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

**POLICY 9.2.1** Tailor the expansion and/or redevelopment of parks and new recreation opportunities towards the needs and abilities of diverse communities.

**POLICY 9.2.2** Pursue solar power and other forms of clean energy with updates to and expansions of existing parks and recreation opportunities and the creation of new parks and recreation opportunities.

**POLICY 9.2.3** Investigate the feasibility of providing park and open space amenities on land owned by other public agencies, considering safety and security of users and facilities.

**POLICY 9.2.4** Work with local, regional, state, and federal partners to plan, design and protect areas for habitat viability, including the safe movement of wildlife necessary to maintain biodiversity and ecological balance.

**POLICY 9.2.5** Pursue the creation of community gardens and urban food forests in public parks and on land owned by the city and partner agencies.

# 9 PARKS & RECREATION GOALS & POLICIES

**POLICY 9.2.6** Explore conversion of parking lots to parks and recreation opportunities when parking demand decreases.

**POLICY 9.2.7** Enhance community use of the open space at Kellogg Water Treatment Plant site and consider options for park uses covering treatment plant facilities. Incorporate a public education component at the treatment plant site.

**POLICY 9.2.8** Use the community service use process to adopt and amend park master plans.

**POLICY 9.2.9** Support the use of native or climate adaptive plant species in city parks.

## GOAL 9.3 - TRANSPORTATION AND CONNECTIVITY

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

**POLICY 9.3.1** Provide an active transportation network to increase connectivity and access between natural areas, parks, and recreation opportunities, including routes identified in the City's Transportation System Plan and Metro Regional Trails System Plan.

**POLICY 9.3.2** Ensure that bicycle trails, sidewalks, and walking trails provide convenient access for pedestrians and bicyclists to natural areas, parks, and recreation opportunities.

**POLICY 9.3.3** Encourage transit access to community parks and facilities.

**POLICY 9.3.4** Encourage North/South trail connections along the Willamette River.

## GOAL 9.4 - PARK DEVELOPMENT AND MAINTENANCE

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

**POLICY 9.4.1** Establish a Parks, Recreation, and Open Space zone within the Municipal Zoning Code.

**POLICY 9.4.2** Utilize the park classifications in **Appendix XX** to guide maintenance, development, and expansion.

**POLICY 9.4.3** Encourage interim recreation opportunities on vacant and underutilized sites on private or public land to be community member initiated, with a fixed time frame for the proposed use.

**POLICY 9.4.4** Work with the parks provider to acquire land for parks, trails, recreational uses, and habitat conservation.

**POLICY 9.4.5** Encourage private industry to provide recreation opportunities and facilities for employees in employment areas.

**POLICY 9.4.6** Encourage new commercial development to provide parks and other recreational amenities for the general enjoyment of the public.

**POLICY 9.4.7** When appropriate, require new residential projects to dedicate land or build facilities for public park, green space, or public open space uses if the development corresponds to areas where park deficiencies, natural areas, or habitat linkages have been identified.

**POLICY 9.4.8** In exchange for the dedication of park land, allow increases in density on the remaining lands, so that the overall parcel density remains the same. When appropriate, allow a density bonus for including larger proportions of land dedication for open spaces that protect and conserve habitat or provide identified needs in public park and recreational uses by the park district or the parks comprehensive plan.

# 10 PUBLIC FACILITIES & SERVICES

## BACKGROUND SUMMARY

### CONTEXT

Consistent and reliable public facilities and services are integral to the future growth, development, and livability of Milwaukie. While the city has experienced little residential growth over the past several decades, it is projected to grow by at least 3,000 people by 2040 as well as experience continued employment growth. This growth will result in increased demand for a variety of public services such as fire protection, police services, water, and sewer. To prepare for additional growth, the city must evaluate demand for services and the capacity of its public facilities infrastructure systems. The city updates its facility plans on a regular basis and encourages the use of innovative, modern, cost-effective technologies that improve public facilities and services for the community.

As a sole operator or partner, the city manages several types of public utility facilities and services, including sewer collection, water storage and distribution, and stormwater management. The Kellogg Water Resource Recovery Facility, operated by Clackamas County Water Environmental Services (WES), is located in Milwaukie and treats wastewater generated by Milwaukie residents and businesses, as well as, others

outside the city. The city owns and maintains approximately 75 miles of wastewater lines, 1600 manholes, and five sewage pumping stations; 112 miles of water lines, five water wells, and three water storage tanks. In addition, the city owns and operates a variety of other public facilities, including City Hall, the Public Safety Building, Ledding Library, and the Johnson Creek Public Works offices.

### Regulations

Statewide Planning Goal 11, Public Facilities and Services, includes guidelines on how to “plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.” Local jurisdictions comply with Goal 11 by developing a public facilities plan. Milwaukie currently does not have a consolidated public facilities plan. Instead, the city has master plans for individual public utilities including the Stormwater Master Plan (2014), Wastewater Master Plan (2010), and Water Master Plan (2010).

#### **What are system development charges (SDCs)?**

*SDCs are one-time charges assessed on new development, additions, and changes of use to pay for the costs of expanding public facilities. Growth creates additional infrastructure demands; SDCs provide a mechanism to allow new growth in a community to pay for the new demand placed on storm and sanitary sewer systems, parks and recreation facilities, water, and street systems.*

## KEY ISSUES

The following issues related to Public Facilities and Services were identified and addressed through the City's 2020 Comprehensive Plan update:

- **Threats to Milwaukie's Water Source**  
As Milwaukie continues to urbanize, increased and emerging contaminants can impact water systems. Milwaukie relies on groundwater that is supplied by a series of wells, which may be vulnerable to a variety of contaminants. As pollutants and demand on surface water sources increase, other regional water providers that currently rely on surface water may shift to groundwater sources, potentially threatening Milwaukie's long-term supply.
- **Growth and Public Facilities Master Planning**  
During the process to develop the 2040 Community Vision, the community identified increased affordability and availability of housing as a major priority. To reach this goal, additional housing development within in the city is needed.

This will result in a corresponding increase in demand for public facilities and services. The city must anticipate and plan for the additional capacity needed to ensure continued quality of provision of services to current and future residents. One of the restrictive services - in terms of growth and additional capacity - is sewage treatment at the Kellogg Water Resource Recovery Facility.

- **Resiliency**  
Climate resiliency and disaster preparedness need to be incorporated into the design, operation, and maintenance of public facilities. There are a number of potential natural disaster threats to public facilities systems infrastructure and sources, including earthquakes, flooding, and groundwater depletion and pollution. It is vital for public facilities and services to be operational in the aftermath of a natural disaster in order to serve the community.



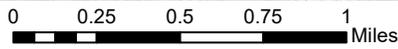
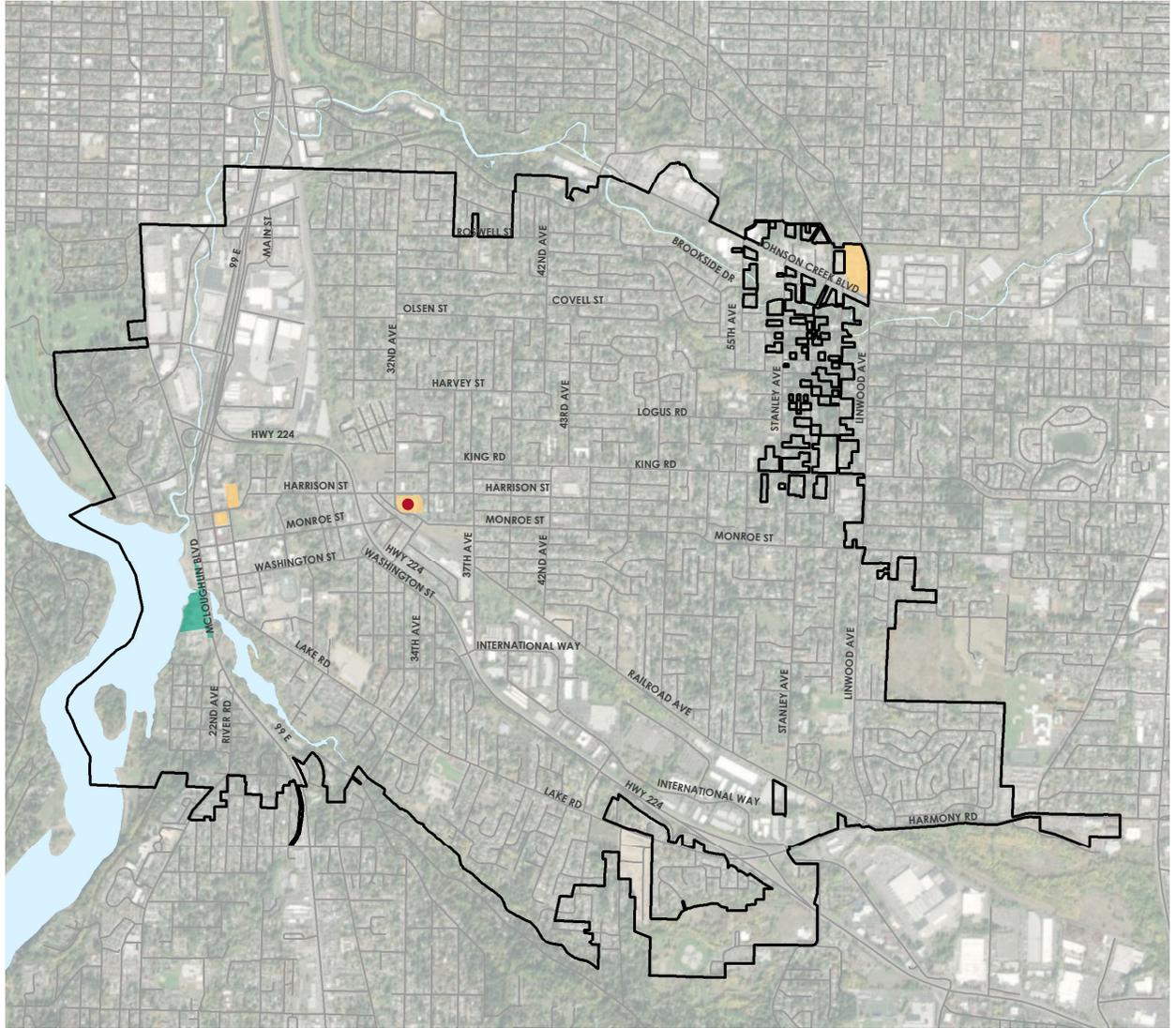
Photo:  
Hamid Shibata Bennett

City of Milwaukie  
Public Works Employees

### MAP 12: Milwaukie Public Facilities Map



## Public Facilities



### Legend

-  River or Stream
-  Wastewater Treatment Plant
-  Fire District Station
-  Public Facility
-  Milwaukie City Limits
-  Street

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# 10 PUBLIC FACILITIES & SERVICES

## GOALS & POLICIES

### OVERARCHING SECTION GOAL

Plan, develop and maintain an orderly and efficient system of public facilities and services to serve urban development.

### GOAL 10.1 - PUBLIC SERVICES

Provide high quality public services to current and future Milwaukie residents.

**POLICY 10.1.1** Maintain and enhance levels of public facilities and services to city residents, businesses, and vulnerable populations as urban development or growth occurs.

**POLICY 10.1.2** Ensure that existing residents and taxpayers do not pay for services that don't directly benefit Milwaukie residents.

**POLICY 10.1.3** As an element of the Comprehensive Plan, maintain a Public Facilities Plan, in conformance with Statewide Planning Goals, that incorporates key components of the master plans for water, wastewater, stormwater, and other public facilities under city control.

**POLICY 10.1.4** Use the Public Facilities Plan to help guide the programming of improvements as the city's Capital Improvement Plan is updated, and to establish Public Work Standards that identify the public facilities improvements that are required for properties to develop.

**POLICY 10.1.5** Use public facilities to strategically invest in different parts of the city and to help reduce disparities, enhance livability, promote growth and redevelopment, and to maintain affordability.

- POLICY 10.1.6** Require developers to pay their proportionate share of the cost of utilities and facilities needed to support their developments, except in such cases where the city may provide specified incentives to achieve priorities outlined in the city's vision.
- POLICY 10.1.7** To maximize the efficient provision of all services and to encourage cooperation and coordination, maintain up-to-date intergovernmental agreements with all public service agencies and service agreements with the providers of private services.
- POLICY 10.1.8** Work with other regional service providers to plan for supply security, new technologies, and resiliency in the delivery of urban services.
- POLICY 10.1.9** Provide infrastructure, facilities and systems that are resilient to changes in climate, can reasonably withstand natural or man-made disasters, and will continue to function during an emergency event.
- POLICY 10.1.10** Design, upgrade, and maintain systems to ensure that they are sustainable and resilient and utilize best available science and technology.

## **GOAL 10.2 - WATER SERVICES**

Provide an adequate supply and efficient delivery of water services.

- POLICY 10.2.1** Maintain and safeguard clean groundwater as the primary water supply source for the community. Utilize wellhead protection zones and land use restrictions to avoid impacts on wells and to maintain water quality.
- POLICY 10.2.2** Increase storage capacities and provide interconnections with the water systems of other providers in the region to ensure a reliable water supply for use during emergencies or periods of extremely high demand and to mitigate the impacts of climate change.
- POLICY 10.2.3** Continue to develop water storage and well sources to provide adequate water supply and water pressure in all areas of the city, including levels sufficient for firefighting throughout the city.
- POLICY 10.2.4** Provide a self-sufficient and resilient water system that meets the demands of current and future city residents.

# 10 PUBLIC FACILITIES & SERVICES

## GOALS & POLICIES

**POLICY 10.2.5** Develop programs and establish targets for water conservation by customers of the city's water system and achieve them through community outreach and education, clearly identified metrics, and incentives.

**POLICY 10.2.6** Encourage and remove code barriers to the use of grey water systems and rainwater collection, with clear strategies and targets for expanding water supply and reducing the demand for water provided by the city.

### GOAL 10.3 - WASTEWATER

Continue to provide adequate wastewater collection and treatment services to all Milwaukie residents.

**POLICY 10.3.1** Comply with federal and State clean water requirements in managing the wastewater collection system.

**POLICY 10.3.2** Maintain and improve the existing sanitary sewer collection system through preventive maintenance and ongoing assessment.

**POLICY 10.3.3** Encourage alternative distributed systems and other wastewater microsystems that help increase the efficiency and resiliency of the wastewater system.

**POLICY 10.3.4** Encourage the optimization and improvement of the Kellogg Water Resource Recovery Facility (the sewage treatment plant). Reduce the need for capacity expansion through water conservation and the use of pre-treatment by heavy users.

**POLICY 10.3.5** Work with plant operators to minimize or eliminate external impacts of the wastewater treatment process by reducing the overall physical footprint of the plant, covering portions of the plant, reducing vehicle trips, eliminating odors, or other viable strategies.

**POLICY 10.3.6** Participate in developing long-term plans for the treatment plant, including examining the potential for generating energy from plant and system operations, recovery of nutrients and other resources, the possible acquisition of the plant by the city, and the potential decommissioning and removal of the plant.

## **GOAL 10.4 - STORMWATER**

Maintain and improve the city's stormwater management system to ensure that waterways are clean and free flowing.

**POLICY 10.4.1** Preserve and restore natural functioning and historic floodplains and healthy uplands to better manage flood events, provide and enhance wildlife habitat, improve water quality, ensure late season water availability and increase climate change resiliency.

**POLICY 10.4.2** Require that stormwater be managed and treated on-site, except where the City determines it to be infeasible.

**POLICY 10.4.3** To the extent possible, stormwater should be managed with green infrastructure such as green roofs, water quality swales, rain gardens, and the intentional placement of appropriate trees.

**POLICY 10.4.4** Restrict development within drainage ways and their buffers to prevent erosion, regulate stormwater runoff, protect water quality, and protect and enhance the use of drainageways as wildlife corridors.

**POLICY 10.4.5** Provide resources and tools to facilitate stormwater retrofits for existing development.

**POLICY 10.4.6** Consider potential stormwater impacts during the land use review process.

**POLICY 10.4.7** Examine the feasibility of daylighting creeks that provide opportunities to conserve or enhance vegetation and wildlife habitat.

# 10 PUBLIC FACILITIES & SERVICES

## GOALS & POLICIES

**POLICY 10.4.8** Expand public outreach and education programs on how the community can help protect Milwaukie waterways.

**POLICY 10.4.9** Encourage, incentivize and identify targets for the reduction of impervious surfaces for both existing development and redevelopment.

**POLICY 10.4.10** Collaborate with jurisdictions upstream in the Kellogg-Mt Scott, Johnson Creek, and Willamette watershed to reduce downstream impacts in Milwaukie through a series of watershed protections related to land use, impervious surfaces, stormwater management, water quality, and water quantity.

### GOAL 10.5 - SOLID WASTE

Improve and expand solid waste services available to city residents.

**POLICY 10.5.1** Utilize franchise agreements with private operators to coordinate the collection of solid waste, recyclable materials, and yard/food waste; reduce environmental impacts; identify strategies to reduce waste generation; and provide educational materials and programs to Milwaukie residents.

**POLICY 10.5.2** Manage and monitor the adequacy of the solid waste hauler service and communicate with private operators when problems arise.

**POLICY 10.5.3** Require solid waste haulers to provide curbside or onsite recycling and composting services.

**POLICY 10.5.4** Examine and pursue strategies to reduce food waste and expand opportunities for composting.

**POLICY 10.5.5** Require new development to provide on-site and enclosed space for recycling.

**POLICY 10.5.6** Create an equity and inclusion strategy that aims to increase opportunities for underrepresented groups and reduce the potential for monopolies through implementation and enhancement of the city's solid waste franchise system.

**POLICY 10.5.7** Work with partners, including haulers, to educate residents on recycling and waste reduction.

**POLICY 10.5.8** Establish clear targets for waste reduction by residential, commercial, and industrial customers.

**POLICY 10.5.9** Encourage waste haulers to develop programs for the collection of non-standard recyclable materials.

**POLICY 10.5.10** Encourage the use of low or zero-emission vehicles for waste collection.

## **GOAL 10.6 - FACILITIES AND PERSONNEL**

Maintain facilities and personnel to respond to public safety needs quickly and efficiently.

**POLICY 10.6.1** Support efforts to implement Crime Prevention Through Environmental Design (CPTED) principles in building and site design and the public realm.

**POLICY 10.6.2** Increase public awareness of crime prevention methods and involve the community in crime prevention programs.

**POLICY 10.6.3** Coordinate with the fire department to address fire safety in the design of buildings and through site planning, consistent with state fire code requirements and other best practices for fire protection.

**POLICY 10.6.4** Distribute resources throughout the city for responding to fires, floods, and other natural and human-induced disasters, including staff designated to help coordinate the city's response.

**POLICY 10.6.5** Work with partners to require streets be designed and maintained to meet the minimum needs of emergency services providers while also ensuring that street widths are appropriate and create a quality, safe and usable environment for pedestrians and bicycles.

# 10 PUBLIC FACILITIES & SERVICES

## GOALS & POLICIES

### GOAL 10.7 - LOCAL PARTNERS

Coordinate with local partners in planning for schools, medical facilities, and other institutional uses.

**POLICY 10.7.1** Coordinate community development activities and public services with the school district.

**POLICY 10.7.2** Work with the district, in coordination with the City's park and recreation provider, to meet community and neighborhood recreational and educational needs.

**POLICY 10.7.3** Provide transportation improvements such as sidewalks and bikeways that promote safe access to schools.

**POLICY 10.7.4** Support creation of master plans for institutional uses such as parks, schools and hospitals.

**POLICY 10.7.5** Support the provision of temporary housing for the families of local medical patients.

**POLICY 10.7.6** Establish a Transportation Demand Management (TDM) program for schools and other large institutions and businesses.

#### **Safe Routes to School**

*As part of the City's **Safe Access for Everyone (SAFE)** program, the city will be making a number of sidewalk and street improvements that improve the pedestrian and bicycle infrastructure throughout Milwaukie, including near several local schools.*

#### **Transportation Demand Management**

***Transportation demand management (TDM)** programs seek to reduce travel demand on local streets, especially during peak travel hours. They are often utilized by large institutions and employers and include components such as incentives to encourage carpooling and transit use.*

## **GOAL 10.8 - ADMINISTRATIVE SERVICES**

Provide high quality administrative services to the people of Milwaukie while maintaining cost-effectiveness and convenience.

**POLICY 10.8.1** Maintain the efficiency of the city's land development processing, including provision of a one-stop development permit center.

**POLICY 10.8.2** Maintain and improve library service levels and facilities that keep pace with the demands of existing and future residents.

**POLICY 10.8.3** Maintain a public safety building which houses city police services.

**POLICY 10.8.4** Strive to consolidate public-facing city services (other than public safety) in one city facility.

## **GOAL 10.9 - ENERGY AND COMMUNICATION SERVICES**

Ensure that energy and communications services are adequate to meet residential and business needs.

**POLICY 10.9.1** Coordinate with public utility and communications companies to provide adequate services, while minimizing negative impacts on residential neighborhoods, natural and scenic resources, and recreational areas.

**POLICY 10.9.2** Encourage grid modernization to promote energy security and grid resiliency and to work toward producing enough clean energy to fully meet the community's energy demand.

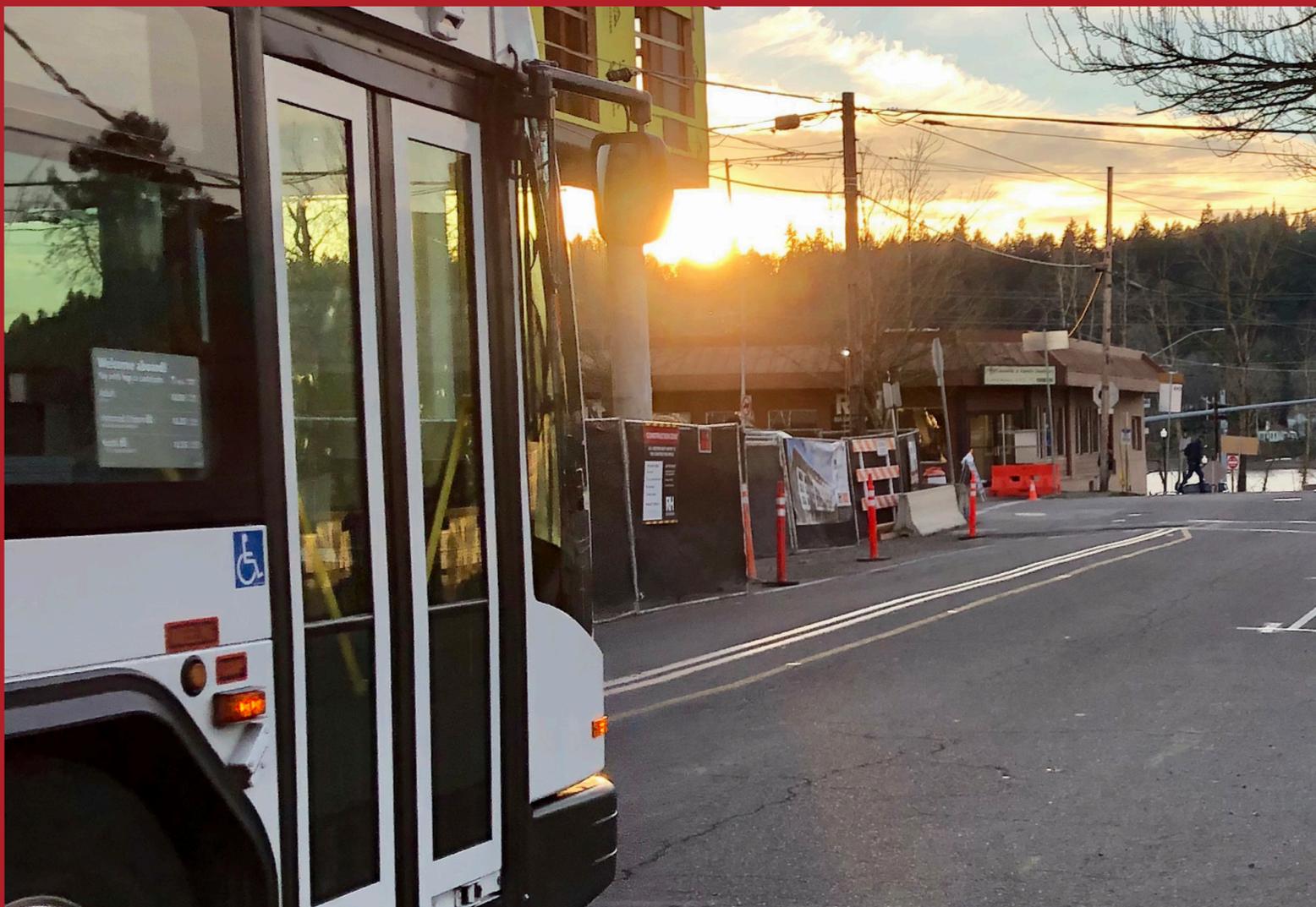
**POLICY 10.9.3** Encourage the provision of electric vehicle charging stations in appropriate locations.

**POLICY 10.9.4** Explore opportunities to create a public communications utility to expand equitable access to high speed broadband internet service.

**POLICY 10.9.5** Work with utility companies to underground utility systems and infrastructure to improve aesthetics and reduce damage from storm events and other natural disasters.

**POLICY 10.9.6** Routinely investigate opportunities to develop carbon free renewable resources utilizing city buildings and infrastructure.

# SUPPORTING ECONOMIC DEVELOPMENT & GROWTH



*“Milwaukie offers numerous pathways to prosperity through an excellent education system and training programs that are connected to local businesses. Residents of all ages and backgrounds feel supported to pursue and attain success in our local community.”*

*- Milwaukie 2040 Community Vision*



**OPEN  
FOR  
BUSINESS**

**SO  
DO**

# SUPPORTING ECONOMIC DEVELOPMENT & GROWTH

How do we build upon Milwaukie's vibrant economic base and pursue new industries? How can we support the training and education of the next generation of employees? What opportunities are there for the city to grow in a sustained yet fiscally responsible manner?

This chapter includes two sections with goals and policies focused on economic development and urban growth management derived from Super Action 4 in the 2017 Milwaukie Community Vision, which calls for the city to "Support Local Businesses and Entrepreneurship through Training, Programs, and Partnerships." Section 11 outlines the city's goals and policies for supporting future economic growth, while Section 12 acknowledges the importance of nearby unincorporated areas, given the built-out nature of the city. The goals and policies provide a framework for Milwaukie to pursue new industry and business, and support the training and education of the next generation of employees that allows the city to grow as a sustaining economic force in the region.

## STATEWIDE PLANNING GOALS ADDRESSED

- 9** ECONOMIC DEVELOPMENT
- 14** URBANIZATION

*The State of Oregon has 19 total statewide planning goals. All comprehensive plans in the state must show they meet all relevant planning goals.*

## SECTIONS INCLUDED IN THIS CHAPTER

- 11** ECONOMIC DEVELOPMENT
- 12** URBAN GROWTH MANAGEMENT



Milwaukie Farmers Market



Bob's Red Mill Volunteers at Carefree Sunday 2019



Milwaukie Station Food Carts

All Photos: Hamid Shibata Bennett

# 11 ECONOMIC DEVELOPMENT BACKGROUND SUMMARY

## CONTEXT

Milwaukie has a dynamic economy, with over 1,000 businesses employing approximately 13,000 people in a wide variety of industries. The city is home to a number of regionally significant businesses, hundreds of small and emerging businesses, a regional shopping center, and an emerging downtown core. Historically a working-class town, recent years have seen an influx of new residents which has resulted in rising income levels and home values.

The city has undertaken a number of recent planning efforts to help shape economic development in Milwaukie, including in Downtown and Central Milwaukie and the North Milwaukie Innovation Area (NMIA). The city has also implemented a number of programs and incentives geared towards attracting additional employment and development and improving quality of life in Milwaukie. This chapter provides a brief introduction to issues, requirements and strategies related to Milwaukie's economy.

Policies related to economic development are guided by Statewide Planning Goal 9 Economic Development, which seeks to "provide adequate

opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens." Milwaukie complies with Goal 9 by preparing an Economic Opportunities Analysis (EOA), which is used to help develop Comprehensive Plan goals and policies that are consistent with the EOA and which reflect city priorities and strategies. The city last completed an EOA in 2016 and includes specific recommendations for the city's major employment areas, including the NMIA, Johnson Creek Industrial Area, International Way Business District, and Downtown and Central Milwaukie.

## KEY ISSUES

The following issues related to Milwaukie's economy and Statewide Planning Goal 9 were identified and addressed through the City's 2020 Comprehensive Plan update:

- **Cost of Housing**  
Milwaukie has historically been a working class town that has offered housing opportunities to people across all income levels. That has changed rapidly in recent years, with median housing prices increasing 92% between 2012 and 2018 while wages have been relatively flat. Increased housing prices have forced many Milwaukie residents to move elsewhere or to cut back on spending on other items.

- **Employment Land**

The city has a very limited supply of vacant employment land, meaning economic growth will largely rely on redevelopment and infill growth and increased employment density in existing commercial and industrial areas (see Map 9 Buildable Lands Inventory).

- **Inflow/Outflow of Jobs**

Milwaukie has a significant employment base, with a very high “jobs/housing” balance compared to other similarly sized cities. However, as of 2016, only 7% of employed city residents worked in Milwaukie. This means that the overwhelming majority of local employees must commute into the city, while residents commute to their jobs in other parts of the Metro region. Nearly 45% of residents work in Portland. Milwaukie continues to pursue both family-wage job growth and housing development, with the goal that more Milwaukie residents will be able to find employment close to home.

- **Purchasing Power**

The median household income for Milwaukie residents in 2016 (\$57,000) was 3% lower than the Metro area median, 12% less than the county median, and 25% less than the “self-sufficiency standard” for a family of four. This results in less purchasing power for City residents and challenges in obtaining local, affordable housing.

- **Organization**

There is no organized voice (Chamber of Commerce, Neighborhood District Association (NDA)) for the employment areas outside of Downtown Milwaukie.



Photo:  
Sebrina Mofensen

Industrial Use in the North Milwaukie  
Innovation Area

# 11 ECONOMIC DEVELOPMENT GOALS & POLICIES

## OVERARCHING SECTION GOAL

Support a vibrant, resilient, inclusive, and environmentally sustainable local economy that promotes innovation and enhances the prosperity of Milwaukie businesses, workers, and residents.

## GOAL 11.1 - CURRENT AND FUTURE ECONOMIC LAND USE

Provide a diverse range of uses, services, and amenities that contribute to a sustainable, equitable, and resilient economy and are adaptable to changing land uses and technology.

**POLICY 11.1.1** Coordinate the city's economic strategies and targeted industries with those in the Milwaukie Planning Area (MPA) and surrounding communities.

**POLICY 11.1.2** Adapt to industry trends and emerging technologies that have the potential to affect employment, land use, and infrastructure needs, such as automation, the sharing economy, autonomous vehicles and other future technological advances.

**POLICY 11.1.3** Develop strategies to help stabilize existing businesses and mitigate displacement in areas experiencing increased investment and redevelopment.

### **Targeted Industries**

*The city's Economic Opportunities Analysis (EOA) includes an analysis of targeted industries and industry clusters, which are similar and related businesses that are mutually supportive, regionally competitive, and encourage entrepreneurship. The EOA analyzes targeted industries within the city and the Milwaukie Planning Area (MPA).*

### **Minimizing Displacement of Existing Businesses**

*Increased economic investment brings many positives but can also result in higher rents and other costs. As Milwaukie sees more development, it will need to develop strategies and programs that minimize the displacement of existing businesses.*

- POLICY 11.1.4** Work to maintain a diverse set of local businesses and traded sector industries in an effort to strengthen economic resiliency in the event of a natural disaster or economic collapse.
- POLICY 11.1.5** Focus industrial and manufacturing uses in the city's three existing major industrial and employment areas along Johnson Creek Blvd, Highway 99-E and Highway 224, with limited light manufacturing uses permitted in the city's mixed-use and commercial zones.
- POLICY 11.1.6** Allow shared spaces, co-location, artist space and other emerging uses in industrial areas.
- POLICY 11.1.7** Encourage the creation of community amenities such as green spaces and gathering places within commercial and employment areas.
- POLICY 11.1.8** Facilitate the development of housing that meets the needs of local employees across a wide range of price ranges and housing types in zones that allow residential development.
- POLICY 11.1.9** Foster a series of distinct neighborhood hubs that include services and amenities such as child care, gathering places, restaurants and fresh food sources to which residents can walk, bike, or ride transit.
- POLICY 11.1.10** Make Downtown Milwaukie a regional destination with uses and amenities that capitalize on its proximity to the Willamette waterfront and multimodal transportation options.
- POLICY 11.1.11** Aim to reduce Milwaukie's carbon footprint by encouraging local food production, import substitution, rail access, clean and carbon-free energy, and active transportation.

#### **Jobs-Housing Balance**

*For a city of just over 20,000 people, Milwaukie has a very healthy local economy, with over 1,000 businesses and 13,000 workers. However, under 5% both live and work in Milwaukie. Meeting the housing needs of local workers has many potential benefits, including reduced commute times and greenhouse gas emissions.*

# 11 ECONOMIC DEVELOPMENT

## GOALS & POLICIES

### GOAL 11.2 - ECONOMIC LAND SUPPLY

Ensure the city has an adequate supply of land with access to reliable public services that meets the city's economic and employment needs.

**POLICY 11.2.1** Frequently monitor the city's vacant employment land to help inform short- term and long-term economic growth.

**POLICY 11.2.2** Improve infrastructure and utilities throughout the city in a manner that facilitates greater economic development.

**POLICY 11.2.3** Help businesses flourish in Milwaukie, either on their current site or on sites that provide more opportunity for growth and expansion.

**POLICY 11.2.4** Support increased employment density in the City's industrial and commercial areas.

**POLICY 11.2.5** Support more of the city's projected employment growth within home-based businesses.

**POLICY 11.2.6** Pursue the study and clean-up of brownfields and other contaminated sites.

**POLICY 11.2.7** Assist existing and new employers in identifying and/ or assembling properties that meet their needs and support economic development goals.

### GOAL 11.3 - WORKFORCE, TRAINING AND COLLABORATION

Help local businesses attract and develop a skilled workforce that positions Milwaukie to be one of the strongest economies in the region.

**POLICY 11.3.1** Partner with state and regional agencies, local businesses, non-profits, and educational institutions to help provide the workforce and training needed to make Milwaukie businesses competitive in the region and beyond.

- POLICY 11.3.2** Focus recruiting and marketing efforts on businesses that can capitalize on Milwaukie business clusters (groups of businesses in the same industry) or serve an identified community need.
- POLICY 11.3.3** Attract and foster businesses that hire local residents and provide job training, continuing education opportunities, and family-wage jobs for employees in a variety of different industries.
- POLICY 11.3.4** Support programs that encourage entrepreneurship, business incubation, business retention, and expansion and the sharing of ideas and resources.

# 12 URBAN GROWTH MANAGEMENT BACKGROUND SUMMARY

## CONTEXT

Urban Growth Management is the process by which Milwaukie and the greater metropolitan region plan for future growth. As of July 2019, Milwaukie had an estimated population of 20,535 people, or just under 1% of the seven-county metropolitan area’s total population of 2.5 million people. According to Metro, the agency charged with managing the overall growth of the region through the Regional Urban Growth Management Functional Plan and the regional urban growth boundary (UGB), the region is expected to surpass 3 million residents by 2040, an increase of about 20%.

### **Urban Growth Boundary (UGB)**

*A regional boundary, set in an attempt to control urban sprawl by, in its simplest form, mandating that the area inside the boundary be used for urban development and the area outside be preserved in its natural state or used for agriculture.*

Metro’s last forecast model from 2016 anticipates that Milwaukie will increase by about 13% by 2040, to just over 23,000 people. Milwaukie is a landlocked and built out community, meaning that the city does not have a border that abuts open land

at the edge of the UGB and that future population growth will rely primarily on infill development and redevelopment. However, the city believes this forecast underestimates growth in Milwaukie, as it is largely based on past trends (Milwaukie experienced little growth between 1990 and 2015), and the city has seen an uptick in development between 2017 and 2020.

### **Regulations**

Several of Oregon’s Statewide Planning Goals provide guidance for how comprehensive plans should help manage urban growth and development. They include Goal 2 Land Use Planning, Goal 11 Public Facilities, and Goal 14 Urbanization. In order to show compliance with these goals, Milwaukie is required to enter into an Urban Growth Management Agreement (UGMA) with Clackamas County that describes how land planning and facility provision would occur for properties outside city limits.

### *The Urban Growth Management Agreement (UGMA)*

The County and City entered into an UGMA in July of 1990. The UGMA established a planning area boundary, known as the Milwaukie Planning Area (MPA), with I-205 generally serving as the eastern edge of the city’s future urban service area. This agreement and Milwaukie’s Comprehensive Plan policies have long called for the city to ultimately expand to include this area, which

would effectively double the size of the city. However, no mechanism was developed to encourage or enable the city to annex these properties.

### Annexations

From 2010 through 2019, the city annexed approximately 160 properties into Milwaukie from an area to the northeast of the city limits through a program to provide sanitary sewer service to these properties. The city has continued to annex properties that are redeveloping or need to connect to sewer service, but numerous islands of unincorporated properties (approximately 100 properties in total) surrounded by city limits remain in this area. The city has taken a passive approach to annexation of these properties and has not forcibly annexed any islands in recent years. Milwaukie is continuing to work with Clackamas River Water and Clackamas County's Water Environment Services (WES) to amend service agreements so that land that is currently outside the city limits and within the Milwaukie Planning Area (MPA) boundary (Map 14) will need to annex to receive development approval.

## KEY ISSUES

The following issues related to Urban Growth Management and Statewide Planning Goals 2, 11, and 14 were identified and addressed through the City's 2020 Comprehensive Plan update.

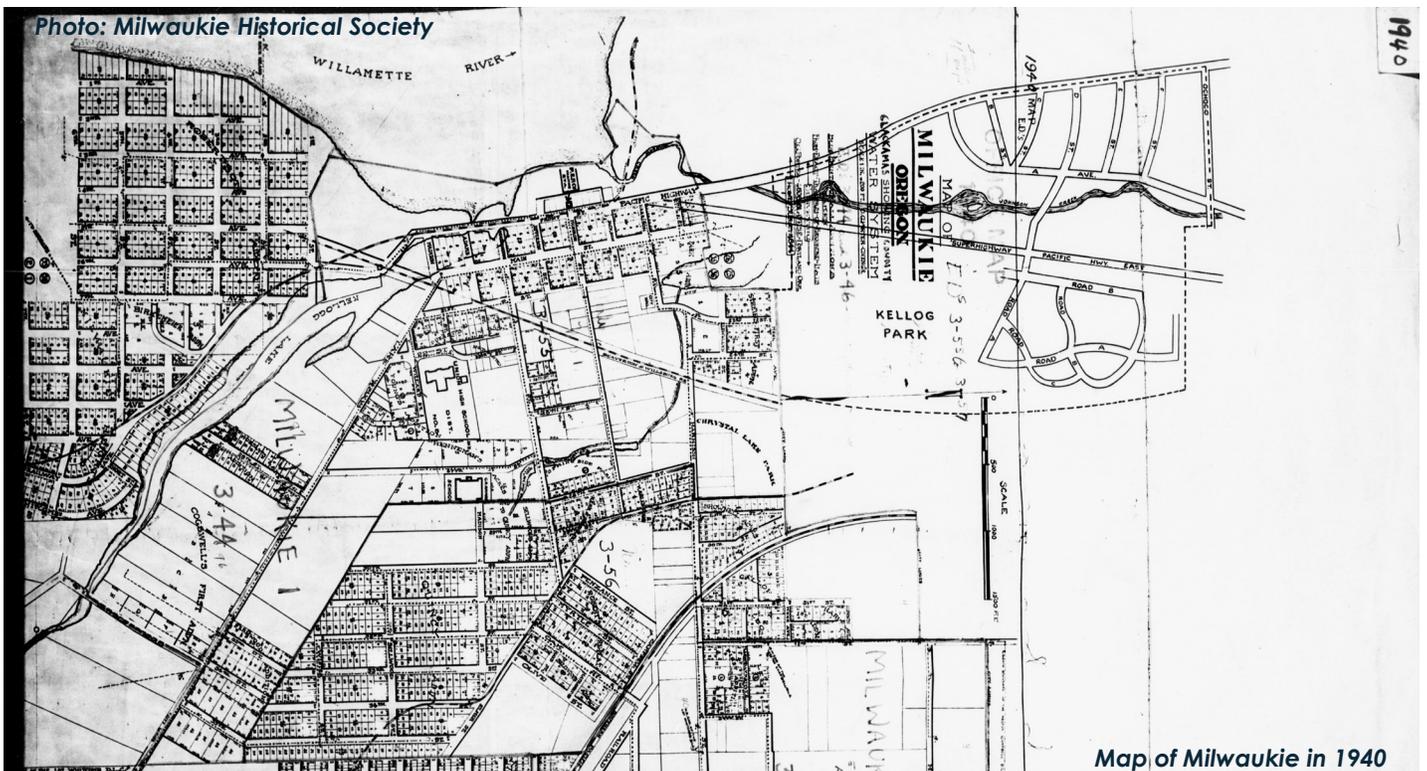
- **Residential Development**

Most of the residentially zoned parcels in Milwaukie and in the MPA have long been built out, and many of the remaining undeveloped parcels will be challenging to develop for various reasons.

- **Service Districts**

Several of Milwaukie's services are offered in partnerships with service districts such as North Clackamas Parks and Recreation District, Clackamas River Water, WES, and Clackamas Fire District #1. Although there are benefits to service districts, such as greater resources which can often return cost benefits, these partnerships still represent a loss of local control by the city.

- **UGMA Complications** Provisions of the 1990 UGMA limited which areas would



# 12 URBAN GROWTH MANAGEMENT BACKGROUND SUMMARY

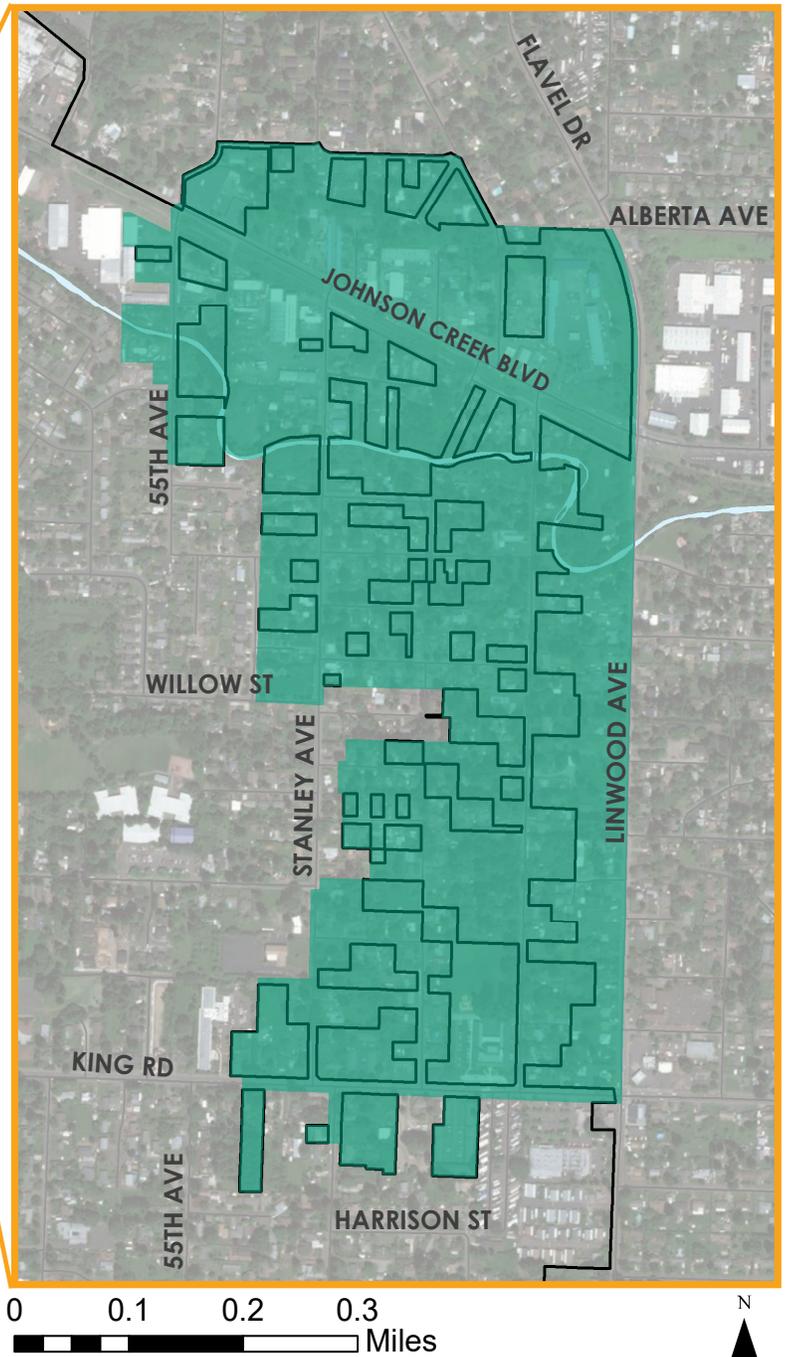
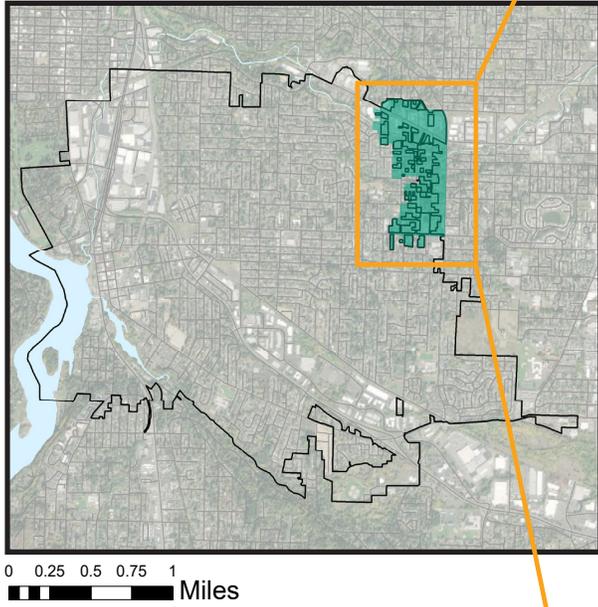
ultimately be served by city water and sewer service, keeping much of it served by county special service districts. It also provided Clackamas County with lead planning authority for areas outside the city limits and inside the areas governed by the UGMA. Given these parameters, Milwaukie has had a passive approach to annexation, and instead focused its efforts over the past 30 years on its existing urban areas, rather than on the growing commercial and mixed-use development along 82nd Ave and within the Clackamas Regional Center. The city is currently working with the County to amend the UGMA to provide a more active role for the City in planning for growth in the MPA.

and responsibilities related to the review of plans and development applications within the MPA.

- **Development Review**  
Under the UGMA, the city and county are required to coordinate development review for property within the MPA. However, strict adherence to county standards for development can lead to inconsistencies with Milwaukie’s development goals and standards. City and county staff have worked on language to better define procedures



# UGMA Dual Interest Area A



## Legend

-  River or Stream
-  UGMA Dual Interest Area A
-  Milwaukie City Limits
-  Street

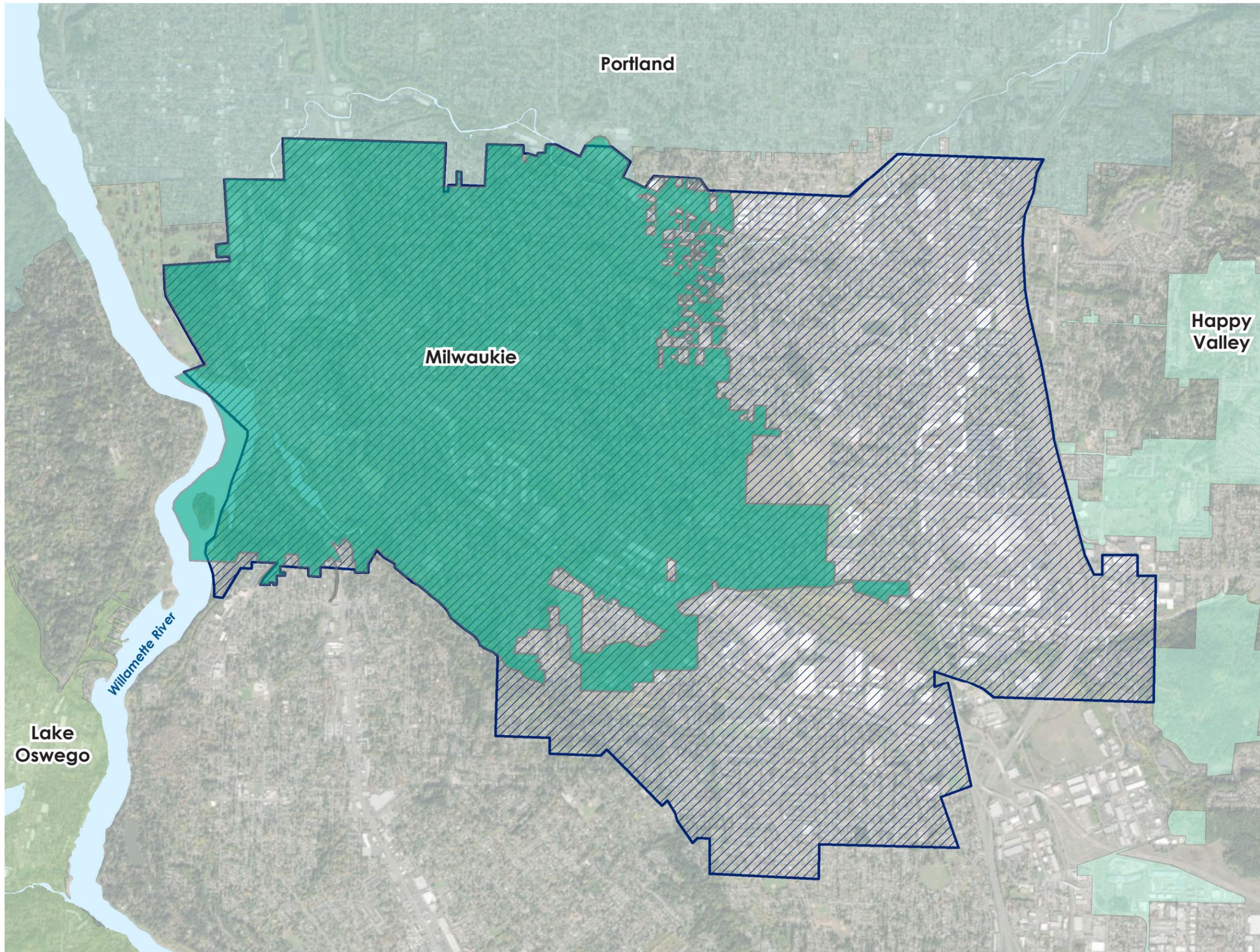
MAP 14: Milwaukie Planning Area Map



## Milwaukie Planning Area Boundary

### Legend

-  River or Stream
-  City of Milwaukie
-  Happy Valley
-  Portland
-  Lake Oswego
-  Milwaukie Planning Area



Data Sources:  
City of Milwaukie GIS  
Clackamas County GIS  
Metro Data Resource Center



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Feet



# 12 URBAN GROWTH MANAGEMENT

## GOALS & POLICIES

### OVERARCHING SECTION GOAL

Coordinate future urban growth, development, and provision of city services in an equitable, cost-effective, and sustainable manner, in cooperation with regional partners.

### GOAL 12.1 - REGIONAL COORDINATION

Coordinate with Metro, Clackamas County, Happy Valley, Portland, and other governmental agencies to plan for and manage growth and development in Milwaukie and the surrounding area.

**POLICY 12.1.1** Utilize the Urban Growth Management Agreement (UGMA) with Clackamas County as an effective tool to guide planning and growth management decisions in the area surrounding Milwaukie.

**POLICY 12.1.2** Maintain Urban Service Agreements with special service districts to ensure that the ability of the City to provide its residents with urban services is not compromised while ensuring that the community has access to excellent urban services at reasonable costs.

**POLICY 12.1.3** Maintain Intergovernmental Agreements with the cities of Portland and Happy Valley to clearly establish urban service area boundaries.

## GOAL 12.2 - MILWAUKIE PLANNING AREA

Identify the future urban service area and jurisdictional boundary for the City of Milwaukie in order to better coordinate planning actions.

- **POLICY 12.2.1** Maintain a Milwaukie Planning Area (MPA) map that is included as part of the UGMA with Clackamas County, urban service agreements with special districts, and IGA's with adjoining cities to identify the areas for which the City of Milwaukie will be the ultimate provider of urban services or will be the coordinating body for the delivery of the services. The MPA map identifies the areas that, over time, are expected to annex to Milwaukie.

- **POLICY 12.2.2** Identify a Jurisdictional Impact Area (JIA) on the MPA map. The JIA is generally the area within a ½ mile of the MPA boundary and is an area under the jurisdiction of Clackamas County or a neighboring city and where their land use and transportation decisions may have a significant impact on the City of Milwaukie.

### ***The Milwaukie Planning Area (MPA)***

*The Milwaukie Planning Area (MPA) is an area of unincorporated Clackamas County subject to the UGMA that is east of the city's current boundaries, extending to Interstate 205. It is served by a full suite of urban services, and if fully annexed, would double the size and population of the city.*

## GOAL 12.3 - URBAN GROWTH MANAGEMENT AGREEMENT

Use the Urban Growth Management Agreement (UGMA) with Clackamas County to enable the City to work toward annexation of areas within the MPA and to better coordinate regarding county land use and transportation decisions in the area surrounding the City.

- **POLICY 12.3.1** Within the UGMA, define the procedures and responsibilities for city and county staff for the review of plans and development applications for the unincorporated areas identified in the MPA and the JIA. The UGMA may define subareas within the MPA where the City Comprehensive Plan and implementation ordinances apply and where development applications are reviewed by the city. In the areas where subareas are not designated, county planning documents and procedures shall apply.

- **POLICY 12.3.2** Ensure that the UGMA clearly acknowledges that the MPA represents the area that is envisioned as the area that will ultimately be annexed to the city and come under city jurisdiction.

# 12 URBAN GROWTH MANAGEMENT

## GOALS & POLICIES

### GOAL 12.4 - ANNEXATION

Annex lands within the Milwaukie Planning Area.

**POLICY 12.4.1** Maintain a proactive annexation program that encourages and promotes annexation into Milwaukie.

**POLICY 12.4.2** Develop annexation plans and consider the use of financial and service incentives to promote annexation of land within the MPA.

**POLICY 12.4.3** Ensure that annexation programs maintain levels of service for current Milwaukie residents while providing an equitable level of service for properties being annexed.

**POLICY 12.4.4** As part of the overall annexation program, prioritize annexation of properties that are surrounded by land within the incorporated city limits.

**POLICY 12.4.5** Require annexation where properties receive or utilize City utilities or where intergovernmental agreements allow for annexation in exchange for providing city services.

**POLICY 12.4.6** Support city annexation of property within the MPA and oppose annexation of land within the MPA by another city.

## GOAL 12.5 - URBAN SERVICES

The City of Milwaukie will coordinate the provision of urban services for land within the MPA.

- **POLICY 12.5.1** Coordinate with special districts to ensure that the full range of urban services are available while ensuring that the city's ability to provide services within the MPA is not compromised.
  
- POLICY 12.5.2** Oppose any new special service district or the expansion of a special service district within the MPA unless it is created in partnership with the city.
  
- POLICY 12.5.3** Oppose efforts by another city to provide urban services within the MPA unless such services are set forth through an intergovernmental agreement.
  
- POLICY 12.5.4** Seek cost-effective means of providing urban service to properties within the MPA while also ensuring that Milwaukie remains a highly livable city consistent with the community vision.
  
- POLICY 12.5.5** Coordinate with Clackamas County and special service districts to maintain an integrated public facilities plan (PFP) for the MPA. The PFP shall clearly state who has responsibility for each urban service in the MPA.

### **What is a special service district?**

*The City of Milwaukie provides the majority of city residents with public services such as water, wastewater conveyance, police services, and permitting. Other public services, such as fire protection, wastewater treatment, and parks and recreation services are provided by special service districts. Comprehensive Plan policies call for the city to oppose any new special service districts within the MPA.*

# 12 URBAN GROWTH MANAGEMENT

## GOALS & POLICIES

### GOAL 12.6 - URBAN FORM

Ensure that Milwaukie maintains an urban form that supports a highly livable community and the efficient use of land and resources.

**POLICY 12.6.1** Support and implement key aspects of the Metro 2040 Growth Concept for Milwaukie and the surrounding area (**see map**) that help protect resource lands outside of the regional Urban Growth Boundary (UGB) and achieve an efficient and transit-friendly urban form inside the UGB.

**POLICY 12.6.2** To use land more efficiently, encourage infill on underutilized parcels and encourage intensification or redevelopment of land and buildings in the downtown, mixed use districts, and areas designated for commercial, industrial, or employment use.

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# SAFE & ACCESSIBLE TRANSPORTATION



*“Milwaukie has a complete, clean and attractive network of sidewalks, bike lanes and paths that enable accessibility, mobility and safety for all. Streets are tree-lined, well-lit and designed to promote a healthy and active lifestyle. There is a seamless transition between walking, biking and transit to key amenities and neighborhood centers.”*

*- Milwaukie 2040 Community Vision*



# SAFE & ACCESSIBLE TRANSPORTATION

As noted in Chapter 1 of this document, the City's Transportation Systems Plan (TSP) and the Comprehensive Plan transportation goals and policies were not updated as part of the 2020 plan adoption. Work on the updated TSP is expected to commence in 2021, at which point this chapter will incorporate the updated transportation goals and policies. In the interim period, the City is carrying forward the existing TSP and Comprehensive Plan policies, which saw its last major update in 2007 and additional changes in 2013 and 2016.

The TSP is the City's long-term plan for transportation improvements and includes policies and projects that could be implemented through the City Capital Improvement Plan (CIP), development review, or grant funding. The TSP fulfills the requirements of Statewide Planning Goal 12 (Transportation), which is largely implemented through the state's Transportation Planning Rule (TPR).

## STATEWIDE PLANNING GOALS ADDRESSED

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### 12 TRANSPORTATION

*The State of Oregon has 19 total statewide planning goals. All comprehensive plans in the state must show they meet all relevant planning goals.*

## SECTIONS INCLUDED IN THIS CHAPTER

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### 13 TRANSPORTATION



All Photos:  
Hamid Shibata  
Bennett

# 13 TRANSPORTATION GOALS

## OVERARCHING SECTION GOAL

Transportation goals form the basis for how the local transportation system will be developed and maintained over the long term. Given their importance, the City involved agency, business, and citizen stakeholders in developing goals that support a multimodal approach to transportation planning that reflects how citizens think about and experience the transportation system. Since they are equally important in different ways, they are not listed in order of importance or priority.

### GOAL 13.1 - LIVABILITY

Design and construct transportation facilities in a manner that enhances the livability of Milwaukie's community.

### GOAL 13.2 - SAFETY

Develop and maintain a safe and secure transportation system.

### GOAL 13.3 - TRAVEL CHOICES

Plan, develop, and maintain a transportation system that provides travel choices and allows people to reduce the number of trips made by single-occupant vehicles.

### GOAL 13.4 - QUALITY DESIGN

Establish and maintain a set of transportation design and development regulations that are sensitive to local conditions.

### GOAL 13.5 - RELIABILITY AND MOBILITY

Develop and maintain a well-connected transportation system that reduces travel distance, improves reliability, and manages congestion.

### GOAL 13.6 - SUSTAINABILITY

Provide a sustainable transportation system that meets the needs of present and future generations.

### **GOAL 13.7 - EFFICIENT AND INNOVATIVE FUNDING**

Efficiently allocate available funding for recommended transportation improvements, and pursue additional transportation funding that includes innovative funding methods and sources.

### **GOAL 13.8 - COMPATIBILITY**

Develop a transportation system that is consistent with the city's Comprehensive Plan and coordinates with County, State, and regional plans.

### **GOAL 13.9 - ECONOMIC VITALITY**

Promote the development of Milwaukie's, the region's and state's economies through the efficient movement of people, goods and services, and the distribution of information.

### **GOAL 13.10 - BARRIERS**

Update the Transportation System Plan (TSP) to address the transportation barriers and safety concerns resulting from Hwy 224, Hwy 99E, and the railroads bisecting the city

***The 2007 Transportation System Plan (TSP) Advisory Committee and Working Groups assisted city staff in refining and developing policies that further define the nine multimodal goals listed above. They also translated transportation needs and improvements into mode-specific master plans that prioritize the improvements the City should undertake in the short and long term. Refer to the TSP for additional detail, as it is the city's guiding transportation document.***

# GLOSSARY

## **Access/accessible**

1) The ability to make use of the built environment, including transportation facilities, parks and open space, public infrastructure, housing, or businesses and services that are open to the public. 2) Making a wide variety of information and involvement opportunities, activities, and settings available to members of the public.

## **Accessory dwelling unit (ADU)**

A self-contained home with its own kitchen, bathroom, and sleeping area, located on the same property as a larger, principal dwelling. Also known as a granny flat, carriage house, in-law unit, accessory apartment, au-pair suite, guest house, or backyard cottage.

## **Active transportation**

Transportation that involves physical activity, including walking, biking, and using wheelchairs or other mobility devices.

## **Adaptive reuse**

Modifying an existing site or building for a purpose other than that for which it was built or designed. This is commonly done to preserve the structure while allowing a contemporary use.

## **Biodiversity**

The variety of living species in a given physical environment, including plants, animals, bacteria, and fungi.

## **Brownfield**

Real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant.

## **Built environment**

The physical components of an environment in which people live and work, including buildings, infrastructure, streets, and open spaces.

## **Capital improvement**

Physical improvements and assets used to provide public services or infrastructure, such as water, wastewater, drainage and flood control, transportation, emergency services, and parks and recreation.

## **Carbon footprint**

The total inventory of greenhouse gas emissions within a geographic area.

## **Center**

Places with concentrations of commercial and community services, housing, gathering places, and transit connections. Centers provide services to surrounding neighborhoods and are intended to be enhanced as places because they are a focus of housing and job growth. Metro's 2040 Growth Concept, a long-range plan for the Portland Metropolitan Region, defines three types of centers that are applicable to Milwaukie, each of which has varying functions, levels of activity, and scales and intensities of development:

- Town Centers serve a broad area and have an important role in accommodating growth. They provide a full range of commercial

and community services, high-density housing, mid-rise commercial and mid-rise mixed-use buildings (typically up to five to seven stories in height), are served by high-capacity transit connections, and have a substantial employment component. Town Centers provide housing opportunities for enough population to support a full-service business district. Downtown Milwaukie is a designated Town Center.

- Neighborhood Centers primarily serve adjacent neighborhoods and provide opportunities for additional housing and low- to mid-rise commercial and mixed-use buildings (typically up to three to five stories in height). They provide a range of local commercial and community services and transit connections. Neighborhood Centers provide housing opportunities for about half the population needed to support a neighborhood business district.
- Regional Centers are concentrated areas of commerce and local government services serving hundreds of thousands of people. They are characterized by two- to four-story, compact employment and housing development served by high-quality transit. Clackamas Town Center is a regional center in Clackamas County.

### **Clackamas Regional Center**

An area of commercial development activity, employment and services in Clackamas County. This area includes the Clackamas Town Center and Clackamas Promenade off of Sunnyside Road and I-205.

### **Climate adaptation**

Actions and efforts directed at increasing community and operational functionality and resiliency to extreme events or during prolonged economic, environmental and social system changes due to climate change.

### **Clean Energy**

Energy that is produced through means that do not pollute the atmosphere.

### **Climate change**

Climate change refers to a change in the state of the climate (the prevailing weather conditions of a region, including precipitation, sunshine, wind, etc.) that can be identified by measurable changes of its properties and that persists for an extended period of time. Climate change may be due to natural environmental processes or external forces, such as human-caused changes to the composition of the atmosphere or land use, leading to generation of greenhouse gas emissions and impacts on natural systems.

### **Climate mitigation**

Actions directed toward reducing greenhouse gas emissions that contribute to climate change.

### **Cluster development**

Development that locates multiple structures within close proximity of one another in exchange for preserving larger areas of open space and natural resources.

### **Cohousing**

A nontraditional but emerging housing model that is designed to foster an intentional community and cooperation. Typically involves privately-owned residences and shared community or dining spaces.

### **Corridor**

Streets that serve as major transportation routes for people and goods and are extensively served by transit.

**Critical habitat**

A term defined and used in the Endangered Species Act, it refers to specific geographic areas that contain features essential to the conservation of an endangered or threatened species and that may require special management and protection.

**Cultural resource**

(see Historic and cultural resources)

**Daylighting**

In the context of water resource management, daylighting is when streams that have been piped underground in the past are restored to a more natural condition and are visible from the surrounding environment.

**Dedication**

A transfer of property or property rights as a condition of development approval to the City of Milwaukie for public facilities such as streets, utilities, pathways, sidewalks, surface water management, and street trees for open space protection.

**Density**

A measure of the intensity of development on a net acre of developable land. Residential density is typically measured in number of dwelling units per net acre.

**Development code**

Also known as the Zoning Code and included as Title 19 of the Milwaukie Municipal Code, it regulates the processes, permitted uses, and standards for development in Milwaukie.

**Displacement**

Households or businesses involuntarily forced to move from a neighborhood because of increasing market values, rents, or changes in the neighborhood's ability to meet basic needs in the case of households, or erosion of traditional client base in the case of businesses.

**Diverse/diversity**

The variance or difference among people, including race, ethnicity, gender, age, religion, nationality, language preference, socioeconomic status, disability, sexual orientation, gender identity and others.

**Easement**

A right to use property owned by another party for specific purposes or to gain access to some portion of another's property.

**Ecosystem**

A biological community of interacting organisms and their physical environment.

**Employment area**

The area that supports the city's economy, providing land primarily for office, research, education, and industrial uses.

**Equity/equitable**

When everyone - regardless of race, ethnicity, age, gender, sexual orientation, religion, zip code, health and ability status, or any other consideration - have equal and inviolable dignity, value, and opportunity to participate justly, fairly, and fully in all dimensions of civic and economic life to advance their wellbeing and achieve their full potential.

**Essential Public Facilities**

Facilities that are essential to the continued delivery of key government services, and/or that may significantly impact the public's ability to recover from an emergency. These facilities may include: city buildings such as the public safety building, city hall, and other public facilities such as schools.

**Family-wage**

The minimum income necessary, depending on family size, for a person working 40 hours a week to meet their household's basic needs, such as housing, food, health care, childcare, and transportation.

**Floodplain**

The area subject to inundation by the base flood as identified on the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Map (FIRM). The base flood is one that has a 1% chance of being equaled or exceeded in any given year, also referred to as the "100-year flood."

**Franchise agreement**

An agreement between the city and a public or private utility (trash and recycling, telephone, television, internet) that may address services, rates, and how the utility utilizes the public right-of-way.

**Frequent transit service**

Service that runs every 15 minutes or better, as defined by the Tri-County Metropolitan Transit District (TriMet).

**Good-neighbor agreement**

A negotiated agreement, typically between a neighborhood group and a business or industry, which works to address specific issues of concern in a collaborative way. Good-neighbor agreements can be legally-binding or non-binding.

**Green infrastructure**

Public or private assets, either natural resources or engineered green facilities, that protect, support, or mimic natural systems to provide stormwater management, water quality, public health and safety, open space, and other complementary ecosystem services. Examples include trees, green roofs, green street facilities, wetlands, and natural waterways.

**Green roof**

Also called "ecoroofs," they replace conventional roofing with a vegetated roof system

**Greywater**

Shower and bath wastewater, bathroom sink wastewater, kitchen sink wastewater, and laundry wastewater.

**Groundwater**

Water under the earth's surface, often confined in aquifers, capable of supplying wells and springs. Currently the main water supply for the city.

**Habitat connectivity**

The degree to which areas of wildlife habitat are connected.

**Heat island effect**

A measurable increase in ambient urban air temperatures resulting primarily from the replacement of vegetation with buildings, roads, and other heat-absorbing infrastructure.

**High-capacity transit**

Public transit service in which vehicles make fewer stops, travel at higher speeds, have more frequent service, and carry more people than local service transit such as typical bus lines.

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### **Historic and cultural resources**

Sites, structures, districts, objects, and buildings within the city that reflect the city's unique architectural, archaeological, and historical heritage.

### **Historically Marginalized Communities**

Groups who have been relegated to the lower or peripheral edge of society. Many groups were denied full participation in mainstream cultural, social, political, and economic activities. These communities can include people of color, immigrants, women, LGBTQ+, low-income individuals, prisoners, disabled persons, senior citizens, and more.

### **Housing affordability**

As defined by the US Department of Housing and Urban Development (HUD), the availability of housing that costs an owner or renter no more than 30 percent of gross household income, including utilities.

### **Impervious surface**

Hard manmade surfaces such as driveways, parking lots, roads, sidewalks, and rooftops that prevent stormwater from being absorbed (infiltrating) into the ground (infiltration).

### **Inclusion/inclusive**

The degree to which diverse individuals are able to participate fully in the decision-making process within an organization or group.

### **Incorporated area**

Land within the Milwaukie city limits under the city's jurisdiction. In contrast, the unincorporated area within Milwaukie's planning area lies outside of the city limits and is under the jurisdiction of Clackamas County.

### **Infill development**

Additional development on already developed lots, achieved through subdividing lots or otherwise increasing their density.

### **Infrastructure**

Necessary municipal or public services provided by the government or by private companies, including streets, bridges, tunnels, drainage systems, water and sewer lines, parks, pump stations and treatment plants, dams, and lighting systems.

### **Intentional Communities**

A planned residential community designed from the start to have a high degree of social cohesion and teamwork.

### **Intergovernmental agreement (IGA)**

A legal agreement between two or more units of local government (such as cities, counties, public service agencies, etc.) allowing one agency to perform functions or activities that another agency has the authority to perform.

### **Last mile**

A term used to describe the first or last leg of a transit trip between a transit stop and a person's place of origin or destination.

### **Liquefaction**

A process in which loose, granular soils below the ground water table temporarily lose strength during strong earthquake shaking.

**Livable/livability**

The ability to meet community members' economic, social, and cultural needs and to promote their health, safety and well-being.

**Low-carbon energy**

Low carbon energy sources produce little to no carbon dioxide emissions. Examples include solar, wind, biomass, geothermal, and hydropower.

**Low-impact development** Strategies and building types that reduce the environmental impact of development on natural systems, including hydrology and vegetation.

**Low-income/moderate-income**

Typically based on annual Median Family Income (MFI) limits published by HUD. Households earning: 0-30 percent MFI are "extremely low-income"; 31-50 percent MFI are "very low-income"; 51-80 percent MFI are "low-income"; 81-120 percent MFI are "moderate-income".

**Middle housing**

Housing types that fall between detached single-unit housing and large multi-unit residential developments, including duplexes, triplexes, quadplexes, row houses, cottage clusters, and garden apartments.

**Milwaukie Planning Area (MPA)**

The Milwaukie Planning Area (MPA) is an area of unincorporated Clackamas County subject to the UGMA that is east of the city's current boundaries, extending to Interstate 205. It is served by a full suite of urban services, and if fully annexed, would double the size and population of the city.

**Mixed-use development**

The development of a property with more than one complementary and integrated use, such as residential, office, retail, public, or entertainment land uses.

**Mode split**

The percentage of travelers using various modes of transportation (walking, biking, driving, taking transit, etc.).

**Multimodal transportation**

Facilities that support a variety of transportation modes (walking, biking, driving, transit, etc.).

**Natural hazard**

A natural phenomenon that might have a negative effect on humans or the environment. Examples include floods, landslides, earthquakes, wildfires, and severe weather events (droughts, winter storms, etc.).

**Natural hazard area**

Land prone to natural hazards, such as those whose geologic conditions predispose them to earthquake, landslide, or sinkhole impacts, or whose location, within a 100-year floodplain or adjacent to wildlands, that increases the likelihood of flood or wildfire.

**Natural resource**

A functioning natural system, such as a wetland or a stream, wildlife habitat or material in the environment used or capable of being used for some purpose.

**Neighborhood District Association (NDA)**

Official neighborhood groups that advise the city on matters affecting their neighborhoods and carry out community building projects and events.

**Neighborhood hubs**

Intended to provide neighborhood gathering places and locations where residents have relatively easy access to a variety of services or goods near their homes. Hubs are envisioned to vary in size and intensity. They could be as small as a neighborhood tool library or as large as a cluster of mixed-use buildings with housing located above shops and services.

**Public facilities**

Facilities intended to serve the public and consisting of either City-owned or other publicly-owned streets, right-of-way, storm drainage systems, water systems, bus stops, sanitary sewer systems, street lighting, sidewalks, bicycle paths, treatment plants, street trees, public accessways, utility easements, traffic controls, and their associated facilities.

**Public facilities plan (PFP)**

A support document or documents to a comprehensive plan that complies with Statewide Planning Goal 11 (OAR 660-11-45), by describing the water, sanitary sewer, stormwater management, and transportation facilities needed to support the land uses designated in the Comprehensive Plan.

**Public right-of-way**

Land that by deed, conveyance, agreement, easement, dedication, usage, or process of law, is conveyed, reserved for, or dedicated to the use of the general public for street, road, or highway purposes, including curbs, gutters, parking strips, pedestrian ways, and sidewalks and bicycle trails.

**Public Realm**

Areas open and accessible to the public, including streets, sidewalks, plazas, and parks.

**Public services**

Services provided by the city or other public agency, including fire protection, police, library,

parks and recreation, transportation, senior service, development and plan review, water, sanitary sewer, storm drainage, treatment, and similar services.

**Redevelopment**

Construction of new structures or expansion or change to existing structures on an already developed site.

**Resilient/resiliency**

The capacity for a socio-ecological system to absorb stresses and maintain function in the face of external stresses imposed upon it.

**Retrofit/retrofitting**

Renovating or otherwise modifying an existing building, typically to withstand a natural disaster such as an earthquake.

**Riparian**

Areas associated with streams, lakes, and wetlands where vegetation communities are predominately influenced by their association with water.

**Setback**

The distance between a structure and the property lines of the lot, parcel, or tract on which it is located.

**Special service district**

A unit of local government (other than a city, county, or metropolitan service district) that is authorized to provide special services to the public. This includes but is not limited to: water control districts, domestic water associations and water cooperatives, irrigation districts, port districts, regional air quality control authorities, fire districts, school districts, hospital districts, mass transit districts and sanitary sewer districts.

**Stakeholders**

Those who have a compelling and significant interest in a planning effort, or who may be affected by a planning effort.

**Stormwater**

Water that originates from precipitation events and snow or ice melt.

**Stormwater management**

Collecting, filtering, retaining or detaining surface water runoff during and after a storm event for the purpose of water quality improvement.

**Surface water**

Water that appears on or originates from the land surface of the earth, as opposed to under the earth (groundwater).

**Sustainable/sustainability**

Planning for the future and changing behaviors today that ensure a healthy planet, people, and places tomorrow. Sustainable communities are neighborhoods, cities, and regions that take action to ensure their communities will thrive for generations to come.

**System Development Charges (SDCs)**

One-time charges assessed on new development, additions, and changes of use to pay for the costs of expanding public facilities such as transportation, water, sewer, stormwater, and parks and recreation.

**Traded sector**

Industries and firms that produce goods and services sold outside the region.

**Transit**

Scheduled passenger transportation services provided by public, private, or non-profit entities. Examples of transit include bus service, bus rapid transit, commuter rail, high-capacity transit, light rail transit, and streetcar transit.

**Transparency**

Providing reliable, relevant, and timely information about government activities and decision-making.

**Underrepresented group**

People and communities that historically and currently do not have an equal voice in institutions and policy-making and have not been served equitably by programs and services historically and/or currently.

**Underserved**

People and places that historically and/or currently do not have equitable resources, access to infrastructure, healthy environments, housing choices, etc.

**Underutilized site**

A site with physical improvements that are far below the site's development potential.

**Universal design**

The principle that buildings and their sites should be built or renovated in ways that can work for all, for a "universal" population. This includes people with varying abilities, temporary or permanent, throughout life.

**Upland zone**

In contrast to riparian zones, areas of the watershed that do not receive regular flooding by a stream.

**Urban forest**

A collection of trees that grow within a city or town.

**Urban Growth Management Agreement (UGMA)**

An agreement between the City of Milwaukie and Clackamas County that describes how land planning and facility provision would occur for properties currently outside the city limits but within the city's planning area. The agreement established a boundary whose eastern edge is generally I-205, and called for

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the city to ultimately expand to include land within the boundary.

### **Urban service**

As defined in ORS 195.065, urban services include sanitary sewers, water, fire protection, parks, open space, recreation, and streets, roads, and mass transit.

### **Urban service agreement**

An agreement between units of local government or special service districts for the provision of urban services which specifies the future roles, responsibilities, and service area for the urban service.

### **Vulnerable population**

Populations that are disproportionately impacted by economic or natural hazards, including people of color, aging populations, people with low incomes, and those with disabilities.

### **Watershed**

The area that catches rain and snow and drains into a corresponding river, stream, or waterbody.

### **Wellhead protection zone**

A land area regulated to prevent contamination of a well or well-field supplying a public water system.

### **Wetland**

Areas inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted

for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas.

### **Wildlife corridor**

A portion of wildlife habitat, generally of vegetated land cover, which joins two or more larger areas of wildlife habitat and facilitates wildlife migration.

### **Wildlife habitat**

An area upon which wildlife depends in order to meet their requirements for food, water, shelter, and reproduction.

### **Willamette River Greenway**

A specially designated area along the banks of the Willamette River. Under State law, the qualities of the land along the Willamette River are to be protected, conserved, and enhanced for natural, scenic, historic, and recreational land uses.

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# APPENDIX A:

## List of Acronyms

**ADA** – Americans with Disabilities Act

**CAP** – Climate Action Plan

**CERT** – Community Emergency Response Team

**CET** – Construction Excise Tax

**CIAC** – Community Involvement Advisory Committee

**CPAC** – Comprehensive Plan Advisory Committee

**DEQ** – Oregon Department of Environmental Quality

**DLCD** – Oregon Department of Land Conservation and Development

**DOGAMI** – Oregon Department of Geology and Mineral Industries

**EOA** – Economic Opportunities Analysis

**FEMA** – Federal Emergency Management Act

**GHG** – Greenhouse Gas Emissions

**HCA** – Habitat Conservation Area

**HNA** – Housing Needs Analysis

**JCWC** – Johnson Creek Watershed Council

**LCDC** – Oregon Land Conservation and Development Commission

**LWI** – Local Wetland Inventory

**MAX** – Metropolitan Area Express Light Rail

**Metro** – Metropolitan Planning Organization for Portland Region

**MHAS** – Milwaukie Housing Affordability Strategy

**MPA** – Milwaukie Planning Area

**NCPRD** – North Clackamas Parks and Recreation District

**NCSD** – North Clackamas School District

**NCWC** – North Clackamas Watershed Council

**NDA** – Neighborhood District Association

**NMIA** – North Milwaukie Innovation Area

**NR** – Natural Resource

**ODOT** – Oregon Department of Transportation

**OHCS** – Oregon Housing and Community Services

**PARB** – Parks and Recreation Board

**PSAC** – Public Safety Advisory Committee  
**RTP** – Regional Transportation Plan  
**SAFE** – Safe Access for Everyone  
**SDC** – System Development Charge  
**SHPO** – State Historic Preservation Office  
**SSMP** – Street Surface Management Program  
**TSP** – Transportation Systems Plan  
**UGB** – Urban Growth Boundary  
**UGMA** – Urban Growth Management Agreement  
**UGMFP** – Metro Urban Growth Management Functional Plan  
**VAC** – Vision Advisory Committee  
**WES** – Clackamas County Water Environment Services  
**WG** – Willamette Greenway  
**WQR** – Water Quality Resource

# APPENDIX B:

## Historic Resources Inventory

The Milwaukie Historic Resources Inventory consists of "significant" and "contributing" historic resources within the city. The last major update was in 1989. A few properties have been added or removed since then, but a major update has not been completed since the inventory was developed in the late 1980s. The historic resources listed in the inventory were given scores to determine their significance. Scoring occurred in the late 1980s based on a list of criteria that included person/group/organization affiliated with property, event associated with property, pattern, style/building type/convention, design/artistic quality, material construction, integrity, rarity, landmark, setting, and continuity.

	Site No./ Address/ (Year Built)***	Common/ Alternate Names	Score	Neighborhood	Notes
<b>"Significant" Properties</b>					
1	9712 SE Cambridge Ln (1941)*	Jarman House	56	Historic Milwaukie	
2	9717 SE Cambridge Ln (1938)	Clarence E. Francis Residence	52	Historic Milwaukie	
3	9911 SE Cambridge Ln (1923)*	Parker House	50	Historic Milwaukie	
4	10200 SE Cambridge Ln (1915)*	Hall-Chaney Residence	45	Historic Milwaukie	
5	2300 SE Harrison (1937)*	Milwaukie Jr. High School	60	Historic Milwaukie	
6	3235 SE Harrison (1888)*	William Schindler House	42	Ardenwald	
7	10636 SE Main (1925)*	Milwaukie Masonic Lodge	58	Historic Milwaukie	
8	10722 SE Main (1938)*	Milwaukie City Hall	59	Historic Milwaukie	
9	11008 SE Main (1905)*	William Schindler Building	43	Historic Milwaukie	
11	3125 SE VanWater (1886)*	Ardenwald Cong. Church	62	Ardenwald	
12	1620 SE Waverly Dr. (1922)*	William MacMaster House	54	Historic Milwaukie	

\* Has a rating score with at least two 10's from the Evaluation Worksheet

\*\* Has a rating score with at least one 10 from the Evaluation Worksheet

\*\*\* Year built listed for significant structures only

15	10399 SE 34th (1912)*	Bardi Skulason Residence	46	Ardenwald	
24	12006 SE McLoughlin**	Birkemeier-Sweetland House	32	Island Station	Recategorized from "contributing" to "significant" on 8/18/98 by Ordinance 1841
34	11188 SE 27th**	Andrew Wilson House	52	Lake Road	Recategorized from "contributing" to "significant" 10/18/94 by Ordinance 1772
45	8835 SE 42nd (1923)	Mason Farm	67	Ardenwald	Added 10/5/93 by Ordinance 1749
46	9002 SE McLoughlin (1938)	ODOT Regional Office	71	North Milwaukie Innovation Area (NMIA)	DOE 10/28/81. Originally listed as 9002-9010 SE McLoughlin Blvd.
<b>"Contributing" Properties</b>					
13	2316 SE Wren St. (1922)*	Marker House	32	Island Station	Recategorized from "significant" to contributing on 10/18/94 by Ordinance 1772
16	2115 SE Adams**	Rev. Abraham Hager House	19	Historic Milwaukie	
17	9900 SE Cambridge Ln**	Wirt Minor Residence	27	Historic Milwaukie	
18	4141 SE King Rd.**	Mack House	36	Lewelling	
19	2515 SE Lake Rd.**	Pioneer-Failing House	33	Historic Milwaukie	
20	3182 SE Lake Rd.**	Dunning Residence	44	Lake Road	
21	10914 SE Main**	Murphy-Schindler Building	45	Historic Milwaukie	
22	10999 SE Main**	Grasle-Zander Building	38	Historic Milwaukie	
23	11073 SE Main**	Kellogg-Wetzler Building	39	Historic Milwaukie	
25	2526 SE Monroe**	Archdiocese of Portland Nunnery	33	Historic Milwaukie	Former address: 10902 SE Main St.

	Site No./ Address/ (Year Built)***	Common/ Alternate Names	Score	Neighborhood	Notes
26	12374 SE Oatfield**	House	35	Lake Road	
27	12021 SE River Rd.**	Fischer House	33	Island Station	
28	1612 SE Waverly Dr.**	Reade Ireland House	49	Historic Milwaukie	
29	12671 SE Where Else Ln**	House	36	Lake Road	
30	11912 SE 19th**	Fred Bailey House	38	Island Station	
31	10392 SE 23rd	W. F. Taylor House	37	Historic Milwaukie	
32	10565 SE 23rd	Philip Strieb House	50	Historic Milwaukie	
33	Deleted				
35	11630 SE 27th**	R. W. Henneman House	34	Lake Road	
36	Deleted by Ord. 1986	Ardenwald House			
37	9405 SE 42nd**	Ortley Plimpton Residence	36	Lake Road	
38	9908 SE Cambridge Ln	Murray House	36	Historic Milwaukie	Recategorized from "unrankable" to contributing on 10/19/04 by Ordinance 1937
	3737 SE Adams Ave	Milwaukie Historical Society		Hector Campbell	Former address: 3737 SE 37th Ave
<b>"Unrankable" Properties</b>					
39	2607 SE Monroe	Harry Burbank Residence		Historic Milwaukie	
40	2715 SE Monroe	Peter Mortensen House/City Water Works		Historic Milwaukie	
41	Pioneer Cemetery	Cemetery		North Milwaukie Innovation Area (NMIA)	
42	Milwaukie Riverfront Park from Johnson Creek to Jefferson St.	Portland Traction Line		Historic Milwaukie	Deleted by Ord. 1981

<b>43</b>	<b>3438 SE Wake St.</b>	<b>Appleby-Morris House</b>		<b>Ardenwald</b>	
<b>44</b>	<b>11022 SE 37th Ave</b>	<b>Bertman House</b>		<b>Hector Campbell</b>	<b>Deleted by Final Order of Council, April 3 2007</b>

	Site No./Address/ (Year Built)***	Common/ Alternate Names		Neighborhood	Notes
Removed from List					
	3924 SE Adams St	Lucy Shattuck House		Hector Campbell	Removed from 1989 List
	10127 SE Cambridge Lane	John Latta Residence		Historic Milwaukie	Removed from 1989 List
	12848 SE Freeman Way	Jackle House		Lake Road	Removed from 1989 List
	2105 SE Harrison St	Ledding Library		Historic Milwaukie	
	2515 SE Harrison St	George Wissinger Residence		Historic Milwaukie	Removed from 1989 List
	2566 SE Harrison St	Milwaukie Police Station		Historic Milwaukie	
	3436 SE Harvey St	Demuther Farm House		Ardenwald	Removed from 1989 List
	4340 SE Johnson Creek Blvd	Wills House		Lewelling	Removed from 1989 List Former address: 4340 SE 43rd Ave
	3445 SE King Rd	Pat King Residence		Ardenwald	Removed from 1989 List
	2136 SE Lake Rd	Gottlieb Keller House		Historic Milwaukie	Removed from 1989 List
	2419 SE Lake Rd			Historic Milwaukie	Removed from 1989 List
	2425 SE Lake Rd			Historic Milwaukie	Removed from 1989 List
	2505 SE Lake Rd			Historic Milwaukie	Removed from 1989 List
	2513 SE Lake Rd			Historic Milwaukie	Removed from 1989 List
	2506 SE Lake Rd	Kerr House		Historic Milwaukie	
	4182 SE Lake Rd	John G. Killgreen House		Lake Road	Removed from 1989 List
	4216 SE Lake Rd	Kroner Residence		Lake Road	Removed from 1989 List
	2336 SE Llewellyn St	Jameson Residence		Historic Milwaukie	Removed from 1989 List
	10883 SE Main St	First State Bank Building		Historic Milwaukie	Removed due to lack of integrity
	10937 SE McLoughlin Blvd	Gratton Hotel		Historic Milwaukie	
	2326 SE Monroe St			Historic Milwaukie	Removed from 1989 List
	2436 SE Monroe St			Historic Milwaukie	
	2512 SE Monroe St	Archdiocese of Portland Nunnery		Historic Milwaukie	Removed from 1989 List
	2607 SE Monroe St	Harry Burbank Residence		Historic Milwaukie	

	3924 SE Adams St	Lucy Shattuck House		Hector Campbell	Removed from 1989 List
	10127 SE Cambridge Lane	John Latta Residence		Historic Milwaukie	Removed from 1989 List
	12848 SE Freeman Way	Jackle House		Lake Road	Removed from 1989 List
	2105 SE Harrison St	Ledding Library		Historic Milwaukie	
	2515 SE Harrison St	George Wissinger Residence		Historic Milwaukie	Removed from 1989 List
	2566 SE Harrison St	Milwaukie Police Station		Historic Milwaukie	
	3436 SE Harvey St	Demuther Farm House		Ardenwald	Removed from 1989 List
	4340 SE Johnson Creek Blvd	Wills House		Lewelling	Removed from 1989 List Former address: 4340 SE 43rd Ave
	3445 SE King Rd	Pat King Residence		Ardenwald	Removed from 1989 List
	2136 SE Lake Rd	Gottlieb Keller House		Historic Milwaukie	Removed from 1989 List
	2419 SE Lake Rd			Historic Milwaukie	Removed from 1989 List
	2425 SE Lake Rd			Historic Milwaukie	Removed from 1989 List
	2505 SE Lake Rd			Historic Milwaukie	Removed from 1989 List
	2513 SE Lake Rd			Historic Milwaukie	Removed from 1989 List
	2506 SE Lake Rd	Kerr House		Historic Milwaukie	
	4182 SE Lake Rd	John G. Killgreen House		Lake Road	Removed from 1989 List
	4216 SE Lake Rd	Kroner Residence		Lake Road	Removed from 1989 List
	2336 SE Llewellyn St	Jameson Residence		Historic Milwaukie	Removed from 1989 List
	10883 SE Main St	First State Bank Building		Historic Milwaukie	Removed due to lack of integrity
	10937 SE McLoughlin Blvd	Grafton Hotel		Historic Milwaukie	
	2326 SE Monroe St			Historic Milwaukie	Removed from 1989 List
	2436 SE Monroe St			Historic Milwaukie	
	2512 SE Monroe St	Archdiocese of Portland Nunnery		Historic Milwaukie	Removed from 1989 List
	2607 SE Monroe St	Harry Burbank Residence		Historic Milwaukie	
	2715 SE Monroe St	Peter Mortensen House/City Water Works		Historic Milwaukie	

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	2836 SE Monroe St	Wilhelm Herrmann House		Historic Milwaukie	Removed from 1989 List
	4006 SE Monroe St	Frank W. Miller House		Hector Campbell	Removed from 1989 List
	5774 SE Monroe St			Linwood	Removed from 1989 List
	5821 SE Monroe St	A.A. Zanders Residence		Linwood	Removed from 1989 List
	5838 SE Monroe St			Linwood	Removed from 1989 List
	6136 SE Monroe St			Linwood	Removed from 1989 List
	10888 SE Oak St	Albert Wendel House		Historic Milwaukie	
	12365 SE Oatfield Rd	August Berg House		Lake Road	Removed from 1989 List
	1505 SE Oxford Ln	Biddle/Zilka Residence		Historic Milwaukie	
	4217 SE Railroad Ave	Keil-Hoesly Farm House		Hector Campbell	Removed 7/18/17 by Ordinance 2151
	2742 SE Roswell St	Mackey House		Ardenwald	Removed from 1989 List
	2122 SE Sparrow St	Fernwood Inn		Island Station	Removed from 1989 List
	3438 SE Wake St	Appleby-Morris House		Ardenwald	
	3614 SE Wake St			Ardenwald	
	2206 SE Washington St			Historic Milwaukie	Removed from 1989 List
	2746 SE Washington St	Philip J. Henneman House		Lake Road	Removed from 1989 List
	2936 SE Washington St	The Little Store		Lake Road	Removed from 1989 List
	3006 SE Washington St			Lake Road	Removed from 1989 List
	3813 SE Washington St	F. E. Farnsworth Residence		Hector Campbell	
	2308 SE Wren St	Birkemeier House		Island Station	Removed from 1989 List
	12206 SE 19th Ave	L.L. Gray House		Island Station	Removed from 1989 List
	12106 SE 21st Ave			Island Station	
	12210 SE 21st Ave	Zanders Residence		Island Station	
	11300 SE 23rd Ave	Milwaukie High School		Historic Milwaukie	Removed 2/20/18 by Ordinance 2159
	12320 SE 25th Ave	Mabel Green House		Island Station	Removed 3/3/92 by Ordinance 1719

	8705 SE 28th Ave		Ardenwald	
	10952 SE 28th Ave	Elsie Gallagher House	Historic Milwaukie	Removed from 1989 List
	8580 SE 32nd Ave	Lena Richmond Residence	Ardenwald	Removed from 1989 List
	8506 SE 32nd Ave		Ardenwald	Removed from 1989 List
	8730 SE 32nd Ave		Ardenwald	Removed from 1989 List
	9366 SE 32nd Ave		Ardenwald	Removed from 1989 List
	8950 SE 36th Ave	Ardenwald School	Ardenwald	Removed 10/7/08 by Ordinance 1986
	11022 SE 37th Ave	Bertman House	Homewood Park	Removed 4/3/07 by Final Order of Council
	11103 SE 37th Ave	Binn House	Milwaukie Business Industrial	Binn Bros. Celery Farm
	12171 SE 38th Ave		Lake Road	
	10115 SE 40th Ave		Ardenwald	
	9394 SE 42nd Ave		Lewelling	Removed from 1989 List
	9580 SE 42nd Ave		Lewelling	Removed from 1983 Inventory for integrity reasons or loss of resource
	10666 SE 42nd Ave	Milwaukie Community Center	Hector Campbell	Removed from 1989 List
	Milwaukie Riverfront Park from Johnson Creek to Jefferson St.	Portland Traction Line	Historic Milwaukie	Former streetcar line. Removed 4/1/08 by Ordinance 1981

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Documents**

# APPENDIX C:

## Ancillary Documents List

1. Central Milwaukie Land Use and Transportation Plan
2. Downtown and Riverfront Land Use Framework Plan
3. Elk Rock Island Natural Area Management Plan
4. North Clackamas Urban Area Public Facilities Plan (4 volumes)
5. North Milwaukie Innovation Area (NMIA) Plan
6. Stormwater Master Plan
7. Town Center Master Plan
8. Transportation System Plan (TSP)
9. Wastewater Master Plan
10. Water Master Plan