



CITY OF MILWAUKIE

AGENDA

December 10, 2019

PLANNING COMMISSION

City Hall Council Chambers
10722 SE Main Street
www.milwaukieoregon.gov

1.0 Call to Order - Procedural Matters — 6:30 PM

2.0 Planning Commission Minutes — Motion Needed

- 2.1 February 12, 2019
- 2.2 February 26, 2019
- 2.3 October 8, 2019
- 2.4 October 22, 2019

3.0 Information Items

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

5.0 Public Hearings — Public hearings will follow the procedure listed on the reverse side

- 5.1 Summary: SE 55th Ave & SE Railroad Ave Subdivision - No Staff Report Provided
(To be Continued to January 14, 2020)
Applicant: I&E Construction, Inc.
Address: Taxlot 12E31DD03000
File: S-2018-001
Staff: Mary Heberling, Assistant Planner

6.0 Worksession Items

- 6.1 Summary: NDA Leadership Meeting
Staff: Denny Egner, Planning Director
- 6.2 Summary: Comprehensive Plan Draft Document Review
Staff: David Levitan, Senior Planner

7.0 Planning Department Other Business/Updates

8.0 Planning Commission Committee Updates and Discussion Items — This is an opportunity for comment or discussion for items not on the agenda.

9.0 Forecast for Future Meetings

- January 14, 2020
 - 1. Hearing Item: S-2018-001, 55th & Railroad Subdivision
 - 2. Hearing Item: Comprehensive Plan Policies Adoption
- January 28, 2020
 - 1. Hearing Item: Comprehensive Plan Policies Adoption

Milwaukie Planning Commission Statement

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

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

Public Hearing Procedure

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

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

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

Milwaukie Planning Commission:

Kim Travis, Chair
John Henry Burns, Vice Chair
Joseph Edge
Greg Hemer
Lauren Loosveldt
Robert Massey

Planning Department Staff:

Denny Egner, Planning Director
David Levitan, Senior Planner
Brett Kever, Associate Planner
Vera Koliass, Associate Planner
Mary Heberling, Assistant Planner
Dan Harris, Administrative Specialist II
Alicia Martin, Administrative Specialist II



CITY OF MILWAUKIE

PLANNING COMMISSION MINUTES

City Hall Council Chambers
10722 SE Main Street
www.milwaukieoregon.gov

February 12, 2019

Present: Kim Travis, Chair
John Henry Burns, Vice Chair
Adam Argo
Joseph Edge
Sherry Grau
Greg Hemer
Robert Massey

Staff: Denny Egner, Planning Director
Brett Kelter Associate Planner
Vera Kolas, Associate Planner
Justin Gericke, City Attorney

1.0 Call to Order — Procedural Matters*

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

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

2.0 Planning Commission Minutes

2.1 August 14, 2018 (*postponed to 2/26/2019*)

3.0 Information Items

Dennis Egner, Planning Director, noted an upcoming cottage cluster tour in Portland that the Commissioners were invited to attend; however, notice would be needed if there was quorum in attendance.

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

5.0 Public Hearings

5.1 Summary: Washington Street Vacation Rental
Applicant/Owner: Pilar Pennel
Address: 3316 SE Washington Street
File: CU-2018-004
Staff: Vera Kolas, Associate Planner

Chair Travis called the hearing to order, read the conduct of quasi-judicial hearing format into the record.

Vera Kolas, Associate Planner, presented the staff report for a conditional use request for the property to be used as a vacation rental. Staff believed the applicant had shown the approval criteria had been met, and recommended approval with the findings and conditions as presented.

Chair Travis confirmed the home occupancy standards applied only to short-term rentals

(STRs). She noted the staff report included references to the Comprehensive Plan and home occupations, which she found confusing since Code 19.507.5, the home occupancy standards, was referenced, but not relevant to the application.

Ms. Koliass stated the references to the home occupancy standards in the staff report would be removed to avoid confusion.

Chair Travis called for the applicant's testimony.

Pilar Pennel, 4787 SE Concord Rd, stated the property for which she was seeking the conditional use was purchased to help pay for her son's tuition. The applicant had no further comments.

Chair Travis confirmed there were no questions for the applicant and no public testimony.

Commissioner Hemer moved and Commissioner Argo seconded to approve the application CU-2018-004, adopting the recommended Findings and Conditions of Approval found in Attachments 1 and 2. The motion passed unanimously.

Chair Travis read the rules of appeal into the record.

5.2 Summary: Appeal challenging MLP-2018-001
Appellant: Daniel Barela
Address: 10244 SE 43rd Ave
File: AP-2019-001
Staff: Brett Kolver, Associate Planner

Chair Travis called the hearing to order and read the conduct of quasi-judicial hearing format into the record.

Brett Kolver, Associate Planner, presented the staff report. The original Type II minor land partition decision included a request by the City to dedicate a portion of right-of-way for a possible future connection of White Lake Rd to 43rd Ave or, alternatively, a bike or pedestrian path according to the Transportation System Plan (TSP). However, no plans existed for an extension or connection. Staff recommended upholding the original decision, denying the appeal request, and proceeding with adopting the recommended findings and conditions.

Key discussion items and staff's responses to Commissioner questions were as follows:

- Without the right-of-way dedication, the R-7 zoning densities would have required the applicant to provide three dwellings; with the dedication, the lot size would be reduced to require only two dwellings.
- The applicants agreed with the reduction in lot size resulting from the right-of-way dedication, as their plan was to construct a new single-family house and an Accessory Dwelling Unit (ADU) on each lot. Staff clarified that an ADU was not considered a dwelling unit for the purposes of calculating density.
- Staff noted that, in this de novo hearing, the application should be reviewed as if it were new, though in the context of the proposed lot configuration with the City's requirement of right-of-way dedication. A partition of the property could be configured, but the question for the Commission was whether an error had been made in the original decision.
- Connectivity standards for a collector street call for no more than 600 ft to be between cross streets. The original proposal would allow for the White Lake Rd connection called for in the

TSP; the connection would also allow for a pedestrian connection.

- The City could not require both dedication and half-street improvements for the White Lake Rd right-of-way, as it would be disproportionate. If an access easement was not created for on Parcel 1 for Parcel 2, an access to Parcel 2 could be built within the White Lake Rd right-of-way. The applicant preferred to keep the existing landscaping and some of the structures in the White Lake Rd right-of-way, for which the City would provide an encroachment permit.
- Staff noted both lots would be accessed through the one driveway, which was a requirement for new single-family lots on a collector or arterial street.

Mr. Kelper noted the comments received. Two examples of recent right-of-way dedications were Melody Ln, which needed segments completed for the road to work, and a connection on Mullan St, which would allow redevelopment of some of the larger lots. Seeking connectivity was not uncommon for a City and the effort proceeded incrementally over time.

Chair Travis called for the applicant's testimony.

Michelle DaRosa, 10244 SE 43rd Ave, stated she and her husband Tony were requesting the minor partition of their property. She believed Mr. Barela's appeal reflected concerns the neighbors had about the future extension of White Lake Rd. Her application included the right-of-way dedication, as it seemed the most expedient option to develop their property. The initial plan for their property was a cottage cluster, but the City's consultants for the cottage cluster study found it would not work. Partitioning the land was a second choice and she hoped to "condominium-ize" the property after they built single-family homes or unattached homes.

- A 2016 preapplication conference report for the minor land partition summarized that the City would require 20 ft right-of-way dedication for the White Lake Rd connection, and full public improvements. Her consultants and surveyors estimated an amount of \$187,000 in 2016 and that did not include the value of the land.
- Although the City had adjusted the requirements since then, she believed that the right-of-way dedication was an unconstitutional taking and noted that the 20-ft dedication on her property, over 232 ft in length, amounted to 18% of the land.
- With the partition and dedication, a duplex could be built and it, along with the existing home, would meet the density requirement; however, the partition was not an ideal configuration.
- She asked the Planning Commission to approve the partition application but without the right-of-way dedication requirement.

Chair Travis called for the appellant's testimony.

Daniel Barela, 10194 SE 43rd Ave, stated his opposition to the original application and expressed concern that the City was going to take his property. He had spoken to Mr. Kelper about the road and understood that it would run right next to his garage. He asked for clarification on whether the connection would be a road or a sidewalk, about easement requirements, and whether a homeowner would have to pay for the public improvements. He was concerned the road extension might bring the homeless to his neighborhood. And he asked whether the City had considered the loss of his property value.

Chair Travis called for questions for the appellant.

Commissioner Edge asked Mr. Barela if he had received Mr. Kelper's letter that addressed many of the same questions that he was expressing tonight.

- **Mr. Barela** replied he did not believe the letter discussed the changing dynamics of his

property or property loss. He inquired about the requirement of a 10-ft easement for the road that would run next to his house.

- **Commissioner Edge** replied that exceptions were made for extenuating circumstances like an existing structure and a right-of-way dedication. That information was in Mr. Kelper's letter, so he would defer to staff and legal support to answer Mr. Barela's questions.

Chair Travis stated that staff would provide additional comments and address the appellant's questions after additional testimony was heard. She called for testimony in support of the appeal.

Michael Sims, 4480 SE White Lake Rd, noted the neighborhood was nice and quiet, with several dead-end streets that were safe for kids to play, etc. He was concerned about increased issues with homelessness and additional traffic if White Lake Rd was extended. He disagreed with staff's examples of other street extensions as they were not similar configurations. He believed it would be more cost effective to spend City money on other, more beneficial connectivity projects in the city.

Chris Leoni, 4471 SE White Lake Rd, was in opposition to the White Lake Rd connection. The neighbors desired clarity concerning the City's plans.

Lance Olander declined to testify.

Frank Fassold, 4446 SE White Lake Rd, noted he was a first-time home buyer and bought his house because it was at the end of a dead-end road. He thanked the DaRosas for improving the subject property. He was in favor of the proposal to add one or two homes with a private drive, .

- He was against any White Lake Rd or path extension to increase accessibility. Access was not an issue for residents and the current configuration reduced cut-through traffic.
- Extending White Lake Rd would create a street with sidewalks at their doorsteps and a loss of security and safety for the neighborhood. Green spaces allow for natural drainage instead of adding to storm drain runoff. He believed dollars could be better spent elsewhere.

Chair Travis verified with Mr. Fassold that he was the property owner referenced in the staff report and would be the one who effectively determined when any further action on this issue would occur.

Norm Hoelzer, 11959 SE Kehrl Dr, stated his neighborhood was similar to the appellant's and he knew the benefits of a closed neighborhood. He disagreed with the required dedication.

Chair Travis called for public testimony neutral to the appeal.

Ellen Campos, 4505 SE White Lake Rd, stated she did not live within the area discussed, but lived nearby. She and others in her neighborhood had not been informed of the application in a timely way, as she lived about 50 ft from the 300-ft public notice cutoff. White Lake Rd had cut-through traffic and foot traffic as well and was concerned about increased traffic and traffic speed on White Lake Rd if the connection was built.

William H. Schwindt, 4468 White Lake Rd, stated his questions had been answered and he had no further testimony.

Chair Travis called for the appellant's and applicant's rebuttal and final remarks.

Ms. DaRosa stated she understood the right-of-way dedication requirement was due to the connectivity standards but noted that the intersection-spacing measurement was barely over the 300-ft standard, at 307 ft. Granting a variance would have been more reasonable rather than taking 18% of their land.

- If her partition was not approved, she would need to reapply and would be faced with another delay in moving forward with the development.
- She referred to legislation passed last year requiring all residential zones to allow for ADU's. She asked the Planning Commission to consider the impact the public facilities improvements requirement had on housing and ADU development. To make it more cost effective, she would prefer to develop more than one ADU at a time. For other sites, however, requiring street improvements for only one ADU quashed affordable housing development.

Chair Travis called for comments from staff.

Mr. Kelper recognized that the dedication requirement merited a greater noticing area, though he confirmed that staff had followed the code requirements. He acknowledged the concern about the possibility of increased traffic on White Lake Rd.

- The findings dealt with the partition under consideration and the requirement of a right-of-way dedication that staff felt was justified, but staff recognized there may be other options.
- Development of a new house would require a setback. The setback for an existing structure could be reduced in the case of right-of-way dedication. The City would be responsible for the lot line adjustment for a right-of-way dedication.
- There were no current plans for the connection, but the City wanted to allow for a future connection based on the TSP.
- There was no assessment of the appellant's property as the City was not in an active process to condemn and acquire it.
- A Type III variance would still be needed for maximum distance between intersections on a collector, even if the right-of-way dedication was not required.

Mr. Egner stated that both the standards and the White Lake Rd connection had set the approach for the partition review, which differed from the applicant's regarding what constituted a legal exaction as opposed to a taking. Staff believed they had the grounds to do so and had verified with the City's attorneys at the time. He noted that a variance to the minimum density requirement also had to be considered. Several factors were involved to declare the construction of a street connection.

Chair Travis called for final remarks from the appellant and applicant.

Mr. Barela expressed concern and uncertainty about improving his home due to the possibility of losing property to the connection.

Chair Travis pointed out that staff had stated no plans or money were available to allow them to take action at this time.

Mr. Barela clarified the uncertainty was the concern, and whether he would be granted permits for another garage or a fence based on a possible road.

Ms. DaRosa stated the constitution declared private property could not be taken for public purpose without just compensation. If the City wanted the road they could condemn the property and pay for it. She wanted to assure her neighbors that the City would be required to justly

compensate them for any lost property. She understood that development beyond the proposed partition would require not only the right-of-way dedication but full public improvements as well. That cost would reduce the possible profit for an affordable housing developer.

Chair Travis called for questions of staff.

Staff addressed questions from the Commission with the following key comments:

- Staff had conducted a quantitative proportionality analysis on the value of the exaction for the partition and concluded that requiring a right-of way-dedication was not proportional with the addition of one new house. Staff understood there was value in the land, but no improvements were required if the applicants continued to use the land as they currently were.
- Chapter 19.700 of the code listed rough proportionality as one of the steps in doing an evaluation. Staff acknowledged that looking for an error in fact or law in the proportionality analysis was a route the Commissioners could take.
- Staff clarified that the right-of-way dedication could be denied without denying the partition. However, the cost of any other variances would be the applicant's burden.
- Another rough proportionality conclusion could involve some other finding.

Chair Travis asked whether the hearing would need to be extended and whether the rough proportionality assessment would be considered new evidence.

Mr. Kelper suggested that, as a de novo hearing, new testimony and new evidence could be submitted.

Mr. Egner stated it could be concluded that staff's rough proportionality findings were not adequate and, therefore, an error could be found. Another option would be to have staff return at a later date with rough proportionality findings that support the right-of-way dedication. Mr. Roller had clarified that the rough proportionality findings submitted were a set of reductions that worked back from requiring full improvements and did not conclude with an actual dollar amount.

- The hearing could be continued for the partition and not a denial to allow for additional variances without resubmitting a new partition application.
- He suggested continuing the hearing and extending the 120-day clock to allow staff and the applicant to explore options, and allow time for noticing.
- He clarified the Commission could decide the error was that Finding 11.d did not satisfy the requirements and needed to be supplemented.

Chair Travis closed the public hearing.

Planning Commission Deliberation

Commissioner Edge agreed there was not enough information to gauge whether there was an error in Finding 11.d with respect to rough proportionality.

- He understood the applicant's frustration in not having the ability to develop a third house on the land due to the right-of-way dedication and stated the Comprehensive Plan update should address that issue.
- Housing affordability did not have an impact on this application review or the existing approval criteria in place today.
- He was inclined to deny the appeal and uphold the original decision. However, he thought it

was appropriate to continue the hearing and request more data to justify the rough proportionality, and whether is supported finding an error or justified the original decision.

Commissioner Hemer provided detail on how Standards 5.d and 8.f had not been met with the following points:

- Standard 5.d had not been met due to the public not having interest in the White Lake Rd connection.
- He was uncertain if Standard 8.f had been met. If a street did not exist, how could right-of-way be required? The decision should be based off the original plot layout, although that evidence had not been provided.
- He supported the approval of the original partition application
- He supported continuing the hearing.

Commissioner Edge agreed with Commissioner Hemer. He clarified that the policies about connectivity and maximum distances on the classification of street were the issues at hand. He believed not enough compelling evidence existed to overturn Finding 11.d. He added that the adopted policies of the City indicated what would be good for the public interest.

Commissioner Hemer believed the surrounding neighborhood's desires were in the public interest as well and noted that the distance between 43rd Ave and Rhodesia St exceeded the standard for maximum distance by only 50 ft.

Commissioner Grau believed it unfortunate that no variance existed for this circumstance. She believed the issues raised tonight had had an impact on housing affordability, noting they were what affordable housing developers faced every day. She stressed this proposal was an opportunity for an affordable housing advocate to provide affordable housing.

Commissioner Argo noted that creating policy required trade-offs. The marriage between the City's connectivity goals and affordable housing goals was not perfect, though finding a balance could help determine what the Commission could agree on to move forward. An opportunity to create a basis could not be found in every case.

- From the testimony, it seemed the right-of-way dedication would be a encroachment on the neighborhood and its livability, and the property owner believed it constituted a taking and was onerous. However, he believed evidence, data, and studies about the value of connectivity and nexus between connectivity, safe access, sidewalks, and livability were available.
- He did not believe the evidence, testimony, and argument were compelling enough for the decision to be overturned.
- He cautioned the Commission about proclaiming this as an opportunity for a basis for affordable housing policy or for the discussion of Finding 5.d. A more common framework should be used when discussing the broad view of policy.
- He was interested in continuing the hearing to discuss the variance option.

Vice Chair Burns stated the decision to be made was whether errors of fact or law were found that would uphold the appeal. He recommended approval of the appeal with the finding that the rough proportionality analysis was incomplete and likely not proportional, though the information was insufficient to make that evaluation, which was the error he found. A flag lot would be adequate and would not trigger the rough proportionality complications. He favored continuing the hearing.

Chair Travis agreed that the error was the data existed but was not included in the materials.

Mr. Egner suggested that the Planning Commission make a preliminary decision as a final decision was not necessary at this time. That would allow staff to return with findings showing an error in the report, and to keep the partition application open yet allow the applicant to request additional variances.

Vice Chair Burns moved and Commissioner Grau seconded to continue the hearing to a date certain of March 12, 2019. The motion passed unanimously.

6.0 Worksession Items — None

7.0 Planning Department Other Business/Updates

Commissioner Massey introduced himself and provided a brief overview of what lead him to join the Planning Commission.

Mr. Egner noted the Comprehensive Plan Advisory Committee (CPAC) met on February 4, 2019 and had their first discussion about housing.

Commissioner Edge stated the housing discussion was good and he was very encouraged.

Chair Travis noted the CPAC meetings were held the first Monday of each month, and the Housing Committee meetings on the third Monday of each month. Planning Commissioners had an open invitation to attend those meetings.

Mr. Egner noted the Coho Point site would be discussed at the Design and Landmarks Committee (DLC) meeting in March. He confirmed the policy sections for Block 3 were Public Facilities, Natural Resources, and Urban Design.

8.0 Planning Commission Discussion Items – None

9.0 Forecast for Future Meetings

February 26, 2019 1. Public Hearing: CU-2018-003 (master file) Rusk Rd Senior Living Facility

March 12, 2019 1. Public Hearing: VR-2019-002 Harlene St Driveway Variance

Chair Travis noted March 12th would be busy with tonight's public hearing continued to the same meeting.

Meeting adjourned at approximately 9:42 p.m.

Respectfully submitted,

Alicia Martin, Administrative Specialist II

Kim Travis, Chair



CITY OF MILWAUKIE

PLANNING COMMISSION MINUTES

City Hall Council Chambers
10722 SE Main Street
www.milwaukieoregon.gov

February 26, 2019

Present: Kim Travis, Chair
John Henry Burns, Vice Chair
Adam Argo
Joseph Edge
Greg Hemer
Sherry Grau
Robert Massey

Staff: Denny Egner, Planning Director
Brett Kelter Associate Planner
Justin Gericke, City Attorney

1.0 Call to Order – Procedural Matters*

Chair Travis called the meeting to order at 6:30 pm and read the conduct of meeting format into the record.

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2.0 Planning Commission Minutes – None

3.0 Information Items

David Levitan, Senior Planner, stated the next meeting of the Comprehensive Plan Advisory Committee (CPAC) would be on March 4th, at 6 pm at the Public Safety Building. The Design and Landmarks Committee (DLC) would also meet that night at 6:30 pm in Council Chambers. He would provide an update at the next meeting on the Comprehensive Plan, specifically on the housing policies.

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

5.0 Public Hearings

5.1 Summary: Bonaventure Senior Housing Facility
Applicant/Owner: Bonaventure Senior Living/Turning Point Church
Address: 13333 SE Rusk Rd
File: CU-2018-003 (master file)
Staff: Brett Kelter, Associate Planner

Chair Travis called the hearing to order and read the conduct of quasi-judicial hearing format into the record.

Commissioner Edge declared that during a prior land use application for this same site two years ago when he volunteered with the Oak Grove Community Council (OGCC) and North Clackamas Urban Watersheds Council (NCUWC), he had reviewed the land use applications and given testimony before the Planning Commission. As a member of the Planning

Commission, he had recused himself from any of the discussions and from any of the material evidence related to this land use application. He believed that he had preserved his impartiality for this review.

Commissioner Hemer declared that at the Lake Road Neighborhood District Association (NDA) meeting, he had reminded the Chair that the project would be discussed at the Planning Commission tonight.

Brett Kelper, Associate Planner, presented the staff report via PowerPoint, and described the proposed Bonaventure Senior Housing Facility, its impacts to natural areas, public improvements proposed, amenities, variances requested, and considerations for the Commission. His key additional comments were as follows:

- He distributed additional testimony from Kathryn Krieger of North Clackamas Parks and Recreation District (NCPRD) regarding reducing impacts to the HCA and WQR and the potential for a trail connection along the creek to North Clackamas Park. Comment was also received from Caroline Bruneau, 12942 SE Rusk Rd.
- Two exhibits were distributed, one providing revised findings with language that was inadvertently omitted related to property line adjustments and impacts to HCA, and another with revised conditions.
- Staff recommended approval of the community service use and conditional use, and the Natural Resource review with some revisions to the site plan to further reduce impacts and make adjustments to the mitigation plan as needed, as well as approval of the other applications.

Staff answered questions from the Commission as follows:

- Title 18, the City's flood hazard regulations, required analyses to show a balance between the amounts of cut and fill for development in the floodplain. Staff confirmed that if the applicant wished to continue with the same design, they would have to return with a cut-and-fill plan.
- Staff had conditioned the bicycle path to be at least 10 ft wide to make it a two-way path as required by the City and County.
- Staff confirmed a recommendation was made to provide additional bicycle parking for residents of the independent living units and to provide additional carpool parking spaces.
- Regarding possible deposits of construction debris on the site in the past and its effects on the soil and stability of the building, staff concluded that the City could not require a full restoration nor verify the original state of the site.
- Manicured lawns would not be considered HCAs because HCAs would typically be planted with native species and most grasses were considered invasive.
- Staff would confirm whether the Commission was to approve an allowable range of parking spaces or a specific number of spaces allowed in consideration of the parking modification request.
- Although the proposal did not require compliance with multifamily design standards, staff recommended that they be considered due to the multifamily features and community service use aspects of the proposal.
- The Clackamas Fire District reviewed the project and provided comments to the applicant, which were included as part of the recommended conditions.

Chair Travis called for the applicant's testimony.

Serah Breakstone, Senior Planner, DOWL, Daniel Dobson, Bonaventure Senior Living, and John van Staveren, Pacific Habitat Services, responded to several conditions of approval as follows:

- Condition 1A. The applicant provided a preliminary revised site plan showing that 10 parking spaces were moved from the northern HCA area and relocated to the south outside of the HCA. Also, the three storm facilities currently inside the HCA were relocated to the outside, reducing the impacts by about 0.43. The applicant believed the condition had been met sufficiently but requested feedback from the Commission.
- Condition 2C required the bike path to be 10 ft wide, but the applicant requested the path remain at the proposed 5-ft width because it would not require removal of any trees. Clackamas County required an 8-ft minimum width for a two-way bike path, so, alternatively, the applicant requested a minimum width of 8 ft instead of 10 ft which would still allow the preservation of some trees.
- The applicant asked for Condition 3H requiring 24 additional bike parking spaces to be removed because the average age of residents was 86 and most were unlikely to ride a bike. Fourteen bike spaces would be sufficient for staff and visitors.

The applicants responded to Commissioner questions as follows:

- The number of employees on-site at any given time would range from 20 to 22.
- Transportation services would be provided for residents.
- The crossing at Kellogg Creek Dr was proposed to avoid extending the sidewalk on the north side of Kellogg Creek and to avoid removing several white oaks. No trees would be removed by creating the crossing. The applicant confirmed a meandering path had not been considered, however.
- Although the area north of the church may not be suitable for habitat conservation due to past disturbance, that area could be used as a mitigation planting area for the HCA impacts as pollinator habitat if the Planning Commission allowed it.
- Visitor parking would be located near amenities such as cafes and bowling alleys.
- No parking permitting system existed for residents and staff, but Bonaventure would solve any parking issues that arose.
- The building would be built at a higher elevation than the open space area, but the residents could be accommodated if they expressed a desire to walk the informal trail along the south side of the creek. Safety was a concern, however, with regard to creating concealed areas.
- The applicant confirmed they viewed the natural space as an asset.
- The applicant would work with a geotechnical firm to strip the soil to remove construction debris and replace the fill so the land would be structurally sound.
- The memory care unit wing was a secured area but had interior open space for the residents.
- Tuck-under parking was not economically feasible.

Chair Travis called for public testimony.

Wallace Brown, 5824 SE Kellogg Creek Dr, Milwaukie, OR, stated he lived on the corner of Kellogg Creek Dr and Rusk Rd. The site for the proposed project was isolated and connectivity for pedestrians was very poor. Limited mass transit was available during the weekdays only. The area was accessible mainly by motorized vehicles.

Dick Shook, 4815 SE Casa del Rey Dr, unincorporated Clackamas County, OR, stated he lived downstream from the applicant's site. He noted the large oak trees on Kellogg Creek Dr had a very significant understory of beautiful camas flowers in spring and wished it to remain

undisturbed. He was on the NCUWC board of directors and expressed appreciation of the applicant's strong support for the height variance for a fourth floor. The NCUWC strongly supported the request for a parking reduction and hoped any impact to the infant oak trees could be avoided. The social path along the north should be moved away from the creek outside of the riparian area if it was developed.

Neal Schulman, Executive Director, NCUWC, 2416 SE Lake Rd, Milwaukie, OR, stated his appreciation of the applicant's willingness to improve the proposal and for its creek and watershed friendliness. He highlighted that it was critical to consider the entire watershed and not just various sites. NCUWC supported the height variance because it shrunk the building's footprint and impervious surface but believed the parking could be realigned and reduced further and suggested shared parking with the church. The HCA with the mature oaks was an ecologically-valuable site that deserved permanent protection and was not suitable for development.

- He explained how "flashiness" referred to more extreme highs and lows in water flow and was increasingly seen due to increased impervious surfaces and climate change.
- He deferred to Bonaventure to address whether the bioswale could be moved and how many stormwater facilities were needed to treat the area. His main interest was to maximize the buffer along the riparian area, which was critical for the water quality of the creek and for the terrestrial animals that migrate along creeks.

Bob Bohanon, 13732 SE Laurie Ave, Oak Grove, OR, stated he was a member of the NCUWC and Oak Grove Community Council. He was pleased Bonaventure had been open to suggestions, made some changes, and was listening to the community and trying for a quality project that fit within the neighborhood and the environment.

Chris Runyard, NE Portland, OR, spoke of his concerns about building on fill in a wetland and noted flooding was already a huge problem. Pollinator habitat could be created anywhere, and riparian habitat should not be traded for it. Access should be available to the natural area for the residents, but it should not be paved and not too close to the creek. The natural area was an asset and should be managed well. Ideally, it would go into public or protected ownership. He added that plastic netting should be avoided in favor of biodegradable materials in construction and post-construction erosion control.

Joy Lustgraff, 13312 SE Rusk Rd, Milwaukie, OR, stated she was particularly concerned about geese in the area with regard to plastic erosion control netting. Traffic and parking had become an issue in the area between the nearby recovery home facility, the two churches, and emergency vehicles and school buses form the bus barn. She was also concerned about the bike path causing difficulty for drivers entering Kellogg Creek Dr from the proposed project. However, she was not opposed to the project. She noted flooding had also been increasing in her neighborhood.

Chair Travis called for the applicant's rebuttal.

The applicant provided the following rebuttal points:

- A social trail near the creek would result in an impact to the HCA, could be no more than 30 inches wide, and had to be soft-surfaced.
- Comments from the North Clackamas Parks and Recreation District were received earlier today regarding the social trail concept and management of the natural resource area that constitutes much of the western half of the site. The applicant would be willing to have conversations with the Park District about managing the natural resource areas of the

property. Most of the parking was designed to provide good access for residents to the primary building entrances. Staff parking was intended for the lot farthest away from the building entrances. It was unlikely shared parking with the church would work.

- The use of a social trail by residents and the preference of paved or soft-surfaced could be varied and there were risks involved for residents to use such a trail.
- The applicant confirmed they preferred not losing the 10 spaces to the north.

Staff provided the following responses and clarifications to questions raised during testimony:

- No public art requirement existed for multifamily housing.
- The code made some allowances for removal of nuisance trees and other plantings but removing all of the vegetation to create a lawn would not likely be allowed.
- The WQR and HCA requirements include a path that was pervious and no wider than 30 inches
- A reading of the parking code indicates that the intent of a parking modification was to propose a minimum and maximum parking ratio, which the applicant had done. With respect to the approval criteria, it was necessary to demonstrate both that the reduction was reasonable and that it was the minimum reduction necessary.
 - The applicant had proposed a specific number of parking spaces within the range proposed in their modification. Given the site context for this application, it might be reasonable to discuss going as far as possible below the minimum of the modified range, in an effort to reduce impacts to the natural resource areas.
 - The applicant's parking assessment memo stated that the 0.67 parking ratio at Gresham was too low and ultimately proposed 0.78, which would require a minimum of 133 spaces. At 139 spaces they were at a ratio of 0.82, which was still below the minimum parking code requirement when considering the different individual uses being proposed, which was why a modification to the code requirement was needed. Whether or not the Planning Commission could push for an even lower number was in question because the applicant was already proposing a parking number below the current code requirement, but it seemed a fair point of discussion.
- If the Commission required the establishment of a pollinator site, permanent protection for it would be required because it would not meet the requirements of an HCA and would not be protected by the existing HCA.
- If public amenities were included at the proposed site, additional traffic impact review would be needed as those uses would be different from the conditional use or community service use.
- Signage would be required around the western and northern portion of the perimeter loop to prohibit access into the natural areas under restoration.
- Additional language was included for biodegradable erosion control materials.
- The existing church driveway from Rusk Rd was intended to be an entrance only. A condition required some physical structures and signage to make it difficult to use that driveway as an exit in lieu of completely closing it.
- An 8-ft width for a two-way bicycle path was required, but Clackamas County's recommended condition was for a 10-ft wide path, which matched the City's standard. The County had jurisdiction for Rusk Rd, and much of the bike path would be on church property, but it was serving a public function and would need a public access easement.

Chair Travis closed the public hearing.

Planning Commission Deliberation

The following key points resulted from the Commission's discussion:

- Facilities that were open to the public were acceptable as a community service use and might have a positive impact on transportation and parking.
- Biodegradable materials for erosion control would leave the foliage remaining so no additional language was needed in Condition 1C.
 - Condition 1C would be revised to say that all stormwater facilities and the 10 parking spaces north of the access road on the revised plan must be outside of the HCA. This would give the applicant's engineers flexibility as to where to locate the spaces or to eliminate them.
- Regarding Condition 3H, the Commission agreed that 24 additional bike parking spaces was excessive and agreed to language providing 14 outdoor bike parking spaces and 10 indoor bike parking spaces in a secure room.
- To promote the possibility of the portion of the property north of the creek remaining natural, the Commission recommended that the applicant speak to the North Clackamas Parks District about integrating the area with the adjacent park and about assuming management of it.
- The bicycle path width was left as is due to the close proximity of a sidewalk.

Commissioner Hemer moved and Commissioner Burns seconded to approve land use application CU-2018-003 with the recommended findings and conditions as amended and adding Exhibits 1 and 2. Motion passed unanimously.

Commissioner Hemer moved and Commissioner Burns seconded the Planning Commission's recommendation to Bonaventure Senior Living and North Clackamas Parks District that North Clackamas Park District purchase or obtain the land to the west of the complex and east of North Clackamas Park, including the Mount Scott Creek Water Quality Resource. Motion passed unanimously.

6.0 Worksession Items – None

7.0 Planning Department Other Business/Updates

8.0 Planning Commission Committee Updates and Discussion Items – None

9.0 Forecast for Future Meetings

- | | |
|----------------|---|
| March 12, 2019 | 1. Public Hearing: VR-2019-002 Harlene St Driveway Width |
| | 2. Public Hearing: AP-2019-001 Appeal of MLP-2018-001 (continued) |
| | 3. Worksession: Comprehensive Plan Update –Housing |
| March 26, 2019 | 1. TBD |

Mr. Kelper noted the Elk Rock Estates application might be heard on March 26th.

Meeting adjourned at approximately at 10:41 pm.

Respectfully submitted,

Alicia Martin, Administrative Specialist II

Kim Travis, Chair



PLANNING COMMISSION MINUTES

City Hall Council Chambers
10722 SE Main Street
www.milwaukieoregon.gov

October 8, 2019

Present: John Henry Burns, Vice Chair
Joseph Edge
Greg Hemer
Robert Massey

Staff: David Levitan, Senior Planner
Vera Koliass, Associate Planner
Justin Gericke, City Attorney

Absent: Kim Travis, Chair
Lauren Loosveldt

1.0 Call to Order — Procedural Matters*

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

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

2.0 Information Items

David Levitan, Senior Planner, noted he was sitting in for Dennis Egner, Planning Director, and Mr. Egner was attending a joint session with City Council and the Clackamas County Board of Commissioners to discuss housing-related topics including the Hillside Master Plan. Mr. Levitan also reviewed upcoming meeting topics.

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

4.0 Public Hearings

- 4.1 Summary: Continuation of Elk Rock Estates
Applicant/Owner: Matthew Gillis, Gillis Properties
Address: 12205/12225 SE 19th Ave
File: NR-2018-005
Staff: Vera Koliass, Associate Planner

Vice Chair Burns called the continued hearing to order and read the conduct of quasi-judicial hearing format into the record. He noted that the hearing was initiated on July 23 and was continued to September 10 and again to this evening. Both the public hearing and testimony were closed. The Commission had a preliminary motion for denial on September 10.

Planning Commission Deliberation

Vice Chair Burns noted that on September 10, the Commission conducted preliminary deliberations and voted on a recommendation of denial based on a limited set of findings. The findings were focused on the flood hazards and the alternatives analysis for this cluster development.

Commissioners Massey, Edge, and Vice Chair Burns agreed with the findings. Commissioner Hemer stated he would not deny the application as he agreed that the alternatives analysis was sufficient.

Vice Chair Burns asked that the finding on mitigation plantings be struck as the Commission had not deliberated on that and it would not be necessary to do so based on the recommendation of denial.

Commissioner Edge moved and Commissioner Massey seconded to adopt the recommended findings of denial as amended of NR-2018-005 for 12205 and 12225 SE 19th Ave. The motion passed, with Commissioner Hemer opposed.

5.0 Worksession Items

- 6.1 Summary: Planning Commission Work Program
Staff: Dennis Egner, Planning Director

David Levitan, Senior Planner, presented the proposed work schedule through 2022 which focused on implementation of the updated Comprehensive Plan and asked for feedback from the Commission. He noted the schedule was ambitious, but considerable work had been done recently including the community visioning, Comprehensive Plan policy development, and on housing affordability. The next step was the code amendment process.

Mr. Levitan reviewed the work schedule tasks related to the Comprehensive Plan. Part 1 included map and related code amendments for neighborhood hubs, commercial and industrial zones, housing, parks and institutions zone, and updating the Town Center Plan. Part 2 included updates to the Transportation Systems Plan (TSP), Public Facilities Plan section of the Comp Plan, the natural resources and historic resources inventories, and updates to the TSP and Central Milwaukie Land Use and Transportation Plan. He reviewed the timeline for each of the tasks and phases and how they related to each other.

Mr. Levitan explained that the neighborhood hubs were a high priority as a result of the focus of the Comprehensive Plan Advisory Committee (CPAC) and interest by City Councilors. However, priorities were open for discussion. Currently, neighborhood hubs were at the conceptual level and would need to be implemented through the zoning ordinance and map. While the other tasks were refinements, the neighborhood hubs concept was new and was not included in other parts of the Comprehensive Plan or the zoning code as it currently existed.

Commissioner Massey was concerned about frontloading the schedule too much.

Commissioner Edge expressed that the housing policy work should take priority and begin sooner.

- **Mr. Levitan** explained that the delay was related to the state working on their own strategy and rulemaking for HB 2001 implementation.
- From a Comprehensive Plan policy perspective, the City was in a good position considering its work on the proposed housing policies that were consistent with the code requirements of HB 2001. However, implementation would need robust public engagement, particularly around middle housing options. Moving this work up in priority could be considered if the Commission and Council decide to do so.

- **Commissioner Edge** questioned why housing was not the priority considering the city was in what was declared a housing emergency. Housing policy and related code and map amendments should be wrapped together into as few amendment packages as possible.

Commissioner Hemer asked if the TSP would go hand-in-hand with housing policy and amendment work, considering how transportation and connectivity related to housing density.

- **Mr. Levitan** noted that there could be smaller amendments to the TSP with regard to street classifications, etc., if housing and transportation work were not done concurrently.
- He explained that work related to HB 2001 would revolve around what the city wanted the approach to be in how middle housing options were allowed in the zoning districts. For example, duplexes would be allowed on all residential parcels, but triplexes, fourplexes, and cottage cluster developments could be allowed on all lots, as well as in more focused areas such as hubs and corridors. That approach would then inform the TSP and utility impacts.
- In order to update the utility master plans, Public Works was currently performing GIS analysis on several potential growth scenarios (assuming a range of different options for complying with HB 2001) to evaluate their impacts on the public utility infrastructure.
- The TSP had been significantly updated recently, so those amendments could be delayed in order to allow for housing work as a higher priority.
- The neighborhood hubs concept was not only for mixed use development and each would be more specific to the intended use. There would be code and map amendments as a result of the neighborhood hubs implementation.

Mr. Levitan explained that HB 2001 called for removal of the owner-occupancy requirement and additional parking requirement of the Accessory Dwelling Unit (ADU) code language with a due date of January 2020. That code amendment hearing was scheduled for November 12.

- **Commissioner Edge** asked about the feasibility of including an amendment to allow duplexes by-right in all residential zones.
- **Mr. Levitan** responded that since the due date for the larger code changes was 2022, he would be more inclined to allow for more public outreach, education, and input during that time. The ADU amendment was a minor change. He added that duplexes were currently permitted but on larger lots.
- The HB 2001 work would take time with regard to developing the best approach for the city through public outreach and would call for assistance from the Department of Land Conservation & Development (DLCDD). Public input was crucial to successful development and implementation of new code.

Commissioner Massey suggested that perhaps smaller groups of the Commission or subcommittees in areas of expertise could work on different projects simultaneously in order to be more efficient.

Mr. Levitan agreed and noted there could be technical advisory groups, which would include members of the Commission.

Commissioner Hemer, in reference to the historic resources inventory update project, noted that the Milwaukie Historical Museum was conducting a research project on all homes and historic land divisions for Milwaukie up to 1970 with the hope to gather information back to the original family farms. Therefore, the Historic Museum was a willing partner for the inventory project.

The Commission discussed the bylaws and suggested updates as follows:

- To reduce the item for meeting with the Design and Landmarks Committee from two to one time per year.
- To add that the Commission meet with the NDA chairs and land use committees biennially.
- Although the bylaws stated that the Commission should “keep current the Comprehensive Plan,” an update had not been done in decades. **Mr. Levitan** noted that there had been numerous amendments to the Comprehensive Plan over the years but had not had a complete overhaul and update since the 1980s.

Mr. Levitan explained that adoption of the Comprehensive Plan policy document would not include changes to the existing land use designations, as they are implemented through the zoning map and need to be carried over until any updates to the land use designations and zoning districts are made in tandem. He identified some potential options for future map updates, including removing the moderate density land use designation and consolidating some of the city’s residential zoning districts. Any potential changes would need community feedback.

6.0 Planning Department Other Business/Updates

Mr. Levitan noted that an informational open house for the Comprehensive Plan Update project was scheduled for October 23rd. He added that CPAC members would be attending the NDA meetings to provide updates and materials.

7.0 Planning Commission Discussion Items

8.0 Forecast for Future Meetings:

- | | |
|-------------------|---|
| October 15, 2019 | 1. Joint Session with City Council: Planning Commission Work Program : |
| October 22, 2019 | 1. Public Hearing: MLP-2019-002 Two-Lot Partition at 5084 SE King Rd |
| | 2. Public Hearing: VR-2019-009 8949 SE 32 nd Ave Driveway Variance |
| | 3. Public Hearing: S-2018-001 55 th Ave & Railroad Ave Subdivision |
| | 4. Worksession: Comprehensive Plan Update – Final Policies |
| November 12, 2019 | 1. Public Hearing: Interim ADU Code Amendments to Comply with HB 2001 |
| | 2. Worksession: Joint Session with City Council – Comprehensive Plan Draft Review |

Meeting adjourned at approximately 7:49 p.m.

Respectfully submitted,

Alicia Martin, Administrative Specialist II

Kim Travis, Chair



CITY OF MILWAUKIE

PLANNING COMMISSION MINUTES

City Hall Council Chambers
10722 SE Main Street
www.milwaukieoregon.gov

October 22, 2019

Present: Kim Travis, Chair
John Henry Burns, Vice Chair
Joseph Edge
Greg Hemer
Robert Massey
Lauren Loosveldt

Staff: Denny Egner, Planning Director
Vera Kolias, Associate Planner
Brett Kelter, Associate Planner
Jennifer Backhaus, Engineering
Technician II
Justin Gericke, City Attorney

Absent: Adam Argo

1.0 Call to Order – Procedural Matters*

Chair Travis called the meeting to order at 6:30 PM and read the conduct of meeting format into the record.

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

2.0 Information Items

Denny Egner, Planning Director, offered a reminder that the Planning Department was hosting a Comprehensive Plan Open House on October 23 from 5:30 - 7:30 PM at the Public Safety Building.

3.0 Audience Participation

There were no public comments submitted for this portion of the meeting.

4.0 Public Hearings

4.1 Summary: Railroad Avenue Subdivision
Applicant: I&E Construction, Inc.
Address: Taxlot 12E31DD03000
File: S-2018-001
Staff: Mary Heberling, Assistant Planner

Chair Travis called the hearing to order and read the conduct of quasi-judicial hearing format into the record.

Commissioner Hemer moved to continue the hearing to the Planning Commission meeting on December 10, 2019. Vice Chair Burns seconded the motion. Chair Travis called for a vote. The Commissioners in attendance voted unanimously to continue the hearing to December 10, 2019.

4.2 Summary: Driveway Variance at 8949 SE 32nd Ave
Applicant: Alex Belza

Address: 8949 SE 32nd Ave
File: VR-2019-009
Staff: Vera Kolas, Associate Planner

Chair Travis called the hearing to order and read the conduct of quasi-judicial hearing format into the record. She asked if any Commissioner wished to declare any bias, ex parte contact, or conflict of interest. None of the commissioners acknowledged any bias or conflict of interest regarding ex parte contacts.

Vera Kolas, Associate Planner, and Jennifer Backhaus, Engineering Technician II, presented the staff report via PowerPoint noting features of the site and describing the circumstances of the application. Key points were as follows:

- The driveways did not align with the driveway apron necessitating that vehicles using the driveways jump the curb.
- All proposed adjustments to the driveway apron, as well as the currently existing apron, were within 7.5 feet of the property line; a violation of the Milwaukie Municipal Code's (MMC) minimum distance requirement.
- The widening of the driveway apron proposed by City staff would expand the width of the apron to 22.3 feet, surpassing the MMC maximum allowed apron width of 20 feet.
- An alternative to widening the driveway apron would be to narrow the southern driveway by cutting out a patch from the existing concrete.
- Although the house was adjacent to a collector street it did not feature an onsite turnaround; a violation of the MMC.
- Both the turnaround requirement and the distance of the driveway apron from the property line were missed during building plan review before construction.
- In reviewing these proposed variances, staff had identified no negative impacts as compared to the alternatives they had considered. Staff found the proposed variances to meet all approval criteria. The location of the side yard driveway relative to the house and the absence of a turnaround were consistent with other properties in the area. The extra width of the driveway was not anticipated to have an undue negative impact on the surrounding area.
- Staff recommended approval of the variances allowing the north end of the driveway apron to be within 1.5 feet of the property line, allowing the driveway apron to be 22.3 feet wide, and allowing the property to not have an on-site turnaround.
- The applicant had requested a variance allowing the driveway to remain as it was without any change to the apron.
- Staff recommended against this option because of potential traffic safety issues and the likely damage to the curb caused by the non-aligned driveway apron.

Staff responded to questions from the Commission as follows:

- Any of the proposed designs would have ADA compliant slopes on the wings of the driveway apron.
- Staff favored widening the driveway apron rather than narrowing the south driveway for both practical and aesthetic reasons.

- The non-alignment of the driveway apron with the driveway was missed by staff during the review process.

Applicant Testimony

Alex Belza, Applicant, testified that he was willing to bring the driveways and apron into compliance. In response to questions from the Planning Commission he indicated the following:

- He preferred the option of expanding the driveway apron rather than narrowing the driveway, but ultimately would prefer not to make any alteration at all.

Public Testimony

Members of the public expressed concern about the proximity of the driveway to the neighboring home. Planning staff noted that there were no code provisions which precluded the construction of a driveway directly against the property line, and that the neighboring home was unusually close to the property line.

Planning Commission Deliberation

The Planning Commission discussion was focused on two main issues:

- Without adjustments to the driveway apron, the curb would eventually need to be replaced because of cars driving over it.
- Planning staff and the applicant both preferred widening the driveway apron to narrowing the driveway.

Commissioner Hemer moved to approve the application with the conditions of approval listed in the staff report as “Option A”. Commissioner Edge seconded. The Planning Commission voted 6-0 in favor of this motion.

- 4.3** Summary: Two-Lot Partition Replat
Applicant: Lucica Muresan
Address: 5084 SE King Rd
File: R-2019-004
Staff: Brett Kelver, Associate Planner

Chair Travis called the hearing to order and read the conduct of quasi-judicial hearing format into the record. She asked if any Commissioner wished to declare any bias, ex parte contact, or conflict of interest. None of the commissioners acknowledged any bias or conflict of interest regarding ex parte contacts.

Brett Kelver, Associate Planner, presented the staff report via PowerPoint, noting features of the site and describing the circumstances of the application. Key points were as follows:

- The proposal was to split the subject property into two parcels (Parcel 1: 6,845 sq ft with access onto King Rd.; Parcel 2 would comprise 4,300 sq ft with access onto 51st Ave.)
- The application was for three total variances: two for the lot depth and area of Parcel 2 and one for the rear-yard setback for Parcel 1.

- Proposed improvements to the property as part of the replat were the closure of one of the two King Rd driveways currently serving the property, the expansion of front yard landscaping at the existing house, and the removal a deck and other structures to allow for development of Parcel 2.
- The alternatives analysis for these variances included building a duplex, which was deemed to be prohibitively expensive, and building an ADU, which would have come with significant size limitations.
- Staff recommended approval of the application with the following conditions:
 - Prohibit additional variances for development on Parcel 2
 - Limit the allowed 10-foot setback on Parcel 1 to the location of the existing patio and require a variance for any extension of the existing house
 - Provide a minimum six-foot-high sight-obscuring screen along the rear lot line of Parcel 1
 - Require that, at the time Parcel 1's second driveway on King Rd was closed, the proposed front yard landscaping be completed.

Mr. Kelter responded to questions from the Planning Commission as follows:

- The lots in the adjacent Mission Park subdivision all exceed the minimum square footage requirements for the R-5 zone.
- The house eventually built on the currently empty lot to the south of Parcel 2 could be oriented toward either 51st Ave or Llewellyn St.
 - **Mr. Egner** pointed out that there is a driveway cut for that future house to be oriented toward Llewellyn St.
- There are various protections available to ensure that the restriction on new variances for Parcel 2 are enforced, potentially including a deed restriction.
 - If the lots were to be re-consolidated in the future, that act should remove the deed restriction on Parcel 2.
- It appeared possible to divide the property in such a way as to meet the 5,000-sq-ft minimum lot size requirement, though that would result in little or no rear-yard setback for Parcel 1.

Applicant Testimony

Paul Roeger, Applicant's Representative, and **Lucica Muresan, Applicant,** responded to questions from the Planning Commission as follows:

- The proposed improvements would still meet minimum parking and turn-around requirements.
- The small lot size for Parcel 2 was a compromise intended to maximize rear-yard setback for Parcel 1 while still providing room for a house on Parcel 2.

Planning Commission Deliberation

The Planning Commission discussion was focused on the following issues:

- While the lot size for Parcel 2 was small, the applicant was the one proposing to live on Parcel 2 and so their preference for making the lot smaller instead of reducing the setback on Parcel 1 should be considered.
- The prohibition on future variances for Parcel 2 should be recorded as a deed restriction. The proposed Condition 1 would be revised to reflect this.

- While the historic norm was to require a sight-obscuring screen, because of the current common ownership of both parcels screening would not be required in this case. The proposed Condition 3-a would be deleted and the Findings adjusted as needed.
- There would be an added requirement that the proposed front yard landscaping be completed at the time the second driveway on King Rd was closed. The proposed Condition 3-b would be revised accordingly.

Commissioner Edge moved to approve the application with the conditions agreed upon in the Planning Commission's deliberation. Commissioner Hemer seconded. The Planning Commission voted 6-0 in favor of this motion.

5.0 Planning Department Other Business/Updates

Mr. Egner provided the following updates:

- It was anticipated that the applicant for file NR-2018-005, Elk Rock Estates, would be filing an appeal of the Planning Commission's October 8 decision to deny the application. This could come before the City Council as soon as December 17.
- December 17 was also the date tentatively scheduled for the Planning Commission/City Council annual work plan joint meeting.

Commissioner Hemer noted that the Planning Commission had previously proposed amending its bylaws to require a biennial meeting between the Neighborhood District Association land-use chairs and the Planning Commission.

- City staff and the Planning Commission agreed to try to organize the first of these meetings on December 10.

6.0 Planning Commission Committee Updates and Discussion

There were no additional discussion items.

7.0 Forecast for Future Meetings

November 12, 2019	1. Hearing Item: ZA-2019-002, Interim ADU Code Amendments to Comply with House Bill 2001
	2. Hearing Item: CU-2019-002, 3701SE International Way
	3. Worksession Item: Review Draft Comprehensive Plan
November 26, 2019	No agenda items are currently scheduled for this meeting.
December 10, 2019	No agenda items are currently scheduled for this meeting.

Meeting adjourned at approximately 8:23 PM

Respectfully submitted,
Dan Harris
Administrative Specialist II

Kim Travis, Chair



CITY OF MILWAUKIE

Memorandum

To: City of Milwaukie Planning Commission

From: Dennis Egner, Planning Director

Date: December 3, 2019

Re: Planning Commission Meeting with NDA Leadership

Below is the email that was sent to the NDA Chairs and Land Use Committee members inviting them to the December 10, 2019 Planning Commission meeting.

Hello NDA Leaders –

I'm writing on behalf of Planning Commission Chair Kim Travis and the members of the Planning Commission. In October, the Commission asked that I invite NDA leaders to the December 10 Planning Commission meeting for a discussion about planning and community engagement. The preliminary list of topics that were identified for discussion include:

- The Planning Commission would like to schedule an annual meeting with NDA leaders. Is that something you would find useful? Would you be a willing participant? Should others be invited?
- What are the roles and responsibilities of NDAs in the planning and public engagement process? What is required by City policies? How can NDAs help encourage diverse, equitable, and inclusive participation?
- What are the planning-related issues that are currently important to the NDAs? How closely have you been tracking work on the Comprehensive Plan?
- Do you have any suggestions or thoughts about what can be done to better inform community members about issues they might consider important?
- Is there anything the Planning Commission or the City staff could do to make it easier for NDA opinions to be heard?

What: NDA Leaders meeting with the Milwaukie Planning Commission

When: December 10, 2019 from 6:30 to 8:00 PM

Where: Milwaukie City Hall, Council Chambers

This invitation is being sent to the NDA chairs and to the chairs of the NDA land use committees. Please feel free to invite your other NDA officers to this meeting. If you have any question or need additional information, feel free to contact me.

We look forward to the discussion.



CITY OF MILWAUKIE

To: Planning Commission
Through: Dennis Egner, Planning Director
From: David Levitan, Senior Planner
Date: December 3, 2019, for December 10, 2019 Worksession
Subject: Draft Comprehensive Plan Document Review

ACTION REQUESTED

Review and provide feedback on a draft of the updated Comprehensive Plan policy document, which is a Type V legislative land use application that is scheduled for a first public hearing before the Planning Commission on January 14, 2020. A draft of the document will be available for Commission review by Thursday, December 5.

History of Prior Actions and Discussions

- [May 22, 2018](#): The Commission provided feedback on the block 1 policies.
- [June 26, 2018](#): The Commission provided additional feedback on the block 1 policies, which were later “pinned down” by the City Council on August 7, 2018.
- [November 27, 2018](#): The Commission provided feedback on the block 2 policies, which were later “pinned down” by the City Council on January 15, 2019.
- [June 11, 2019](#): The Commission provided feedback on the housing block policies, which were later “pinned down” by the City Council on July 16, 2019.
- [June 25, 2019](#): The Commission provided their initial feedback on the public facilities, natural resources, and environmental quality policies.
- [July 9, 2019](#): The Commission reviewed the urban design policies.
- [August 13, 2019](#): The Commission was updated on the status of the block 3 policies, and briefly discussed the urban design policies.
- [August 27, 2019](#): The Commission provided more in-depth comments on the urban design policies.
- [November 12, 2019](#): Staff provided an update on the process to adopt the Comprehensive Plan policy document and discussed upcoming implementation work for 2020-2022.

BACKGROUND

The City is currently undertaking the first major update to its Comprehensive Plan in 30 years. The Comprehensive Plan Update builds upon the community values and priorities that were established during the development of the [Community Vision](#), which was adopted by Council resolution in September 2017. In late 2017, the City began work on a complete update of the Comprehensive Plan's goals and policies, except for the Transportation section, which will be updated following work on the Transportation System Plan (TSP) in 2020/2021.

The updated goals and policies provide guidance for the City's growth and development over the next 20 years. They will replace the existing goals and policies for topics such as housing, natural resources, community engagement, and other topic areas that the [Oregon statewide land use planning goals](#) require to be addressed in comprehensive plans, as well as introduce new topics such as urban design and climate change. On [November 12](#), staff provided the Commission an overview of the outreach and work plan that resulted in the updated goals and policies for the 12 topic areas. With the exception of the urban design policies, the Council has "pinned down" these policies via a series of resolutions over the past 18 months.

Staff noted during the November 12 meeting that it was preparing a draft of the complete policy document, including introductory and background text, maps and images, call-out boxes, and a glossary. That document is now being completed and will be available for the Commission and public to review by Thursday, December 5 (Attachment 4); staff will provide an email update when the meeting packet has been updated to include the draft document. Staff will be issuing the required 35-day notices and a copy of the document to the Department of Land Conservation and Development (DLCD) and Metro by December 10, and a notice of public hearing for the January 14 Planning Commission public hearing by December 13.

The Commission is asked to provide feedback on the document's content, layout, and readability, so that staff can make any requested changes prior to the January 14 public hearing. As a Type V land use application, the Commission is responsible for making a recommendation to the City Council, which will consider this plan at a public hearing tentatively scheduled for March 3, 2020. The Comprehensive Plan Advisory Committee (CPAC) and City Council will also be reviewing the document and providing comments on December 16 and 17, respectively. The document will also be posted on the city website and [project website](#) for public review, and notice will be sent to all seven neighborhood district associations (NDAs).

In reviewing the document, the Commission is asked to consider the following:

- The updated goals and policies have been available for public review since October 24, during which time the City has received two sets of comments (Attachment 1). The CPAC also provided feedback on the policies during their November 6 meeting (Attachment 2), and staff has conducted an analysis of policy overlap for certain topic areas (Attachment 3).

Staff has not made any changes to the goals and policies made available for public review, with the exception of adding overarching chapter goals for the housing, community engagement, urban growth management, and history, arts and culture sections. These additions are called out in the draft document by a cloud outline around the new text.

Staff will provide a list of recommended changes to the goals and policies in the staff report for the January 14 public hearing, based on comments from the public (those received by December 29), Commission, CPAC, City Council, and an internal review. Commissioners are welcome to provide additional feedback on the policies in advance of the January 14 public hearing, but staff will not be making any actual revisions to the draft policies until after the hearing is opened and the Commission directs staff to make specific changes.

- Are the introductions to each section adequate? Is there other information that should be included?
- Are there images, graphics, or maps that should be added/deleted/revise to make the document more informative and/or easier to read?
- Is additional information needed to allow the Planning Commission to make a recommendation to the City Council?

ATTACHMENTS

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

	PC Packet	Public Copies	E-Packet
1. Public comments on policies received by November 24	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
2. CPAC comments from CPAC Meeting 18 (November 6)	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
3. Analysis of policy overlap for specific topics	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
4. Draft Comprehensive Plan Document (available by 12/5/19)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Key:

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

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

E-Packet = packet materials available online at <https://www.milwaukieoregon.gov/bc-pc/planning-commission-41>.

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ATTACHMENT 1

November 21, 2019

Comprehensive Plan Advisory Committee,
City of Milwaukie Officials and Staff,
and Others Whom This May Concern:

First, we would like to thank you for the thoughtful work you are all undertaking in this Comprehensive Plan process- thank you for your time and care!

Secondly, I would like to briefly explain why this feedback on the Draft Goals and Policies is being submitted. My name is Mikaila Smith, and I am an Outreach Specialist with Providence Better Outcomes thru Bridges Program, and a Co-Chair of the MACG Clackamas Housing Team. Specifically, my colleague Alex Gillow-Wiles and I work on a team dedicated to Providence's Clackamas Housing Project, in direct partnership with Metropolitan Alliance for Common Good (MACG). As there are currently zero year-round emergency shelters for people experiencing homelessness in Clackamas County (including approximately 55 individuals in Milwaukie, per the 2019 PIT count), we are tasked with seeking community partners interested in developing safe overnight shelter models. Particularly, we are hoping to assist interested churches, businesses and land-owners in developing scattered-site shelter models where shelter spaces in the form of safe parking, conestoga huts or sleeping pod structures can be provided in twos and threes throughout Clackamas County. Backed by grant funding from the Clackamas Housing Authority and Providence Innovation Funding, we (Better Outcomes thru Bridges and MACG Clackamas Housing Team) are dedicated to supporting the creation of such shelter programs and providing wrap-around case management services to shelter guests to assist their journey from homelessness to housing.

As we continue to seek community partners and pathways to initiate safe overnight shelter models in Clackamas County, we certainly have a great deal of interest in the City of Milwaukie's Comprehensive Plan and how these policies can be leveraged to better serve our unhoused neighbors in Milwaukie.

We have reviewed the drafted goals and policies (document dated 10/23/19), and would like to provide feedback about some gaps we have identified in the current plan.

Recommendation 1:

Policy 7.1.3 states "promote zoning and code requirements that remove or prevent potential barriers to home ownership." Policy 7.1.7. states: "Collaborate with community partners to provide a continuum of programs that address the needs of unhoused persons and families, including temporary shelters, long-term housing and supportive services."

While we certainly agree with and support both of those policies, what seems missing is a policy stating a commitment to promote zoning and code requirements that remove or prevent potential barriers to *temporary shelter/safe overnight shelter development*.

Our experience has shown that while municipalities may agree to the idea of allowing or supporting temporary shelter in their communities, there are often numerous zoning and coding barriers that make implementing any such programs in the community a practical impossibility. We request that City of Milwaukie set, as a policy, a degree of flexibility and reduction of barriers for shelter implementation in regards to zoning and coding for shelter models.

While a policy attending to code provisions for shelter is addressed under Goal 7.2: Affordability, we believe that the issues of coding and zoning barriers to shelter is at heart, an Equity issue, and pertinent to Goal 7.1.

Recommendation 2:

Under Goal 7.2- Affordability, there is language addressing ADUs, tiny homes, manufactured homes, shelters and transitional housing. We recommend that language be added to support alternative shelter models such as conestoga hut shelters and/or sleeping pod structures (8' X 12' insulated wooden structures).

In the past, zoning and coding has been a barrier to exploring if these structures could be used as a shelter model in City of Milwaukie. These structures are low-impact (no foundation, excavation, or permanent structures necessary), low cost and can be implemented in pre-existing spaces such as faith community parking lots and properties. If allowances for these structure types were added to building code, community partners would have a pathway to leverage their resources to create shelter programs at a fraction of the cost it would take to develop a traditional brick-and-mortar shelters.

Thank you again for your investment in this process! And thank you for your consideration.

In community,

Submitted by

Mikaila Smith, CSWA
Outreach Specialist, Providence BOB Program
and Co-Chair, Clackamas Housing Team

on behalf of

Clackamas Housing Team
Metropolitan Alliance for Common Good (MACG)

and

Providence Better Outcomes thru Bridges (BOB)

**Draft Comprehensive Plan Goals and Policies for Fostering Community and Culture,
Section 1: Community Engagement Preamble as follows:**

To fully realize the contributions of all residents, and promote diversity and inclusion of all points of view, it is incumbent upon the City of Milwaukie to invest in resources and software necessary for modern community engagement, create effective online engagement methods, and create an accessible, transparent, and easily searchable online portal of public documents and data.

As the Milwaukie Community Vision strongly encourages engagement and participation by all and nurtures a deep sense of community through celebrations and collective action, and as the City of Milwaukie recognizes the contributions of all residents are among our most valuable assets, the City of Milwaukie shall recognize and act upon its stated goal of increasing community engagement by adopting a modern digital engagement portal.

The online portal of easily searchable documents and data will promote the exchange of ideas, increase collaboration, and lead to the reconciliation of differences around the use of public spaces and public funds. Furthermore, the City shall establish a feedback mechanism to allow for continuous improvement to highlight public comment and incorporate public feedback into the design and continuous improvement of its online document and data portal.

In addition, the City shall effectively administer and manage the distribution of email newsletters and social media allowing for all residents to participate in the public process, regardless of their NDA participation, or the capacity of their NDA to publish and disseminate vitally important information deemed necessary for fostering and sustaining community engagement.

The implementation of this modern community engagement model shall be based on :

1. Easy access to register for the City of Milwaukie email newsletter via the city website, in the Pilot, and at any City of Milwaukie meeting or public event.
2. Improved navigation of the City website to include portals specific to land use and transportation projects with compilations from City meetings, packets, and resolutions.
3. Proper management of citizen email subscriptions to allow for subscription to emails on culture, land use and transportation, climate change, and housing etc.
4. Publishing a weekly digest of all meetings, announcements, and decisions specific to land use and transportation, all projects in all neighborhoods across the entire City.
5. Publish a glossary of terms and definitions that is easily accessible and allows community members to decipher policy language and planning jargon into easy to understand terms.

6. Define effectiveness standards and metrics for improving public outreach to new community members, encouraging diverse points of view, and establishing a Board, Committee, or Commission to enact broad and effective outreach efforts via established criteria and evaluation through measurement of all community engagement efforts.
7. Author and publish a Community Engagement Policy and Implementation Plan and Evaluation Standards to set goals and measure benchmarks required to exceed community involvement goals.

Section 1: Community Engagement

Goal 1.1 - Foster broad, **Effective**, and Collaborative Community Participation: Implement and encourage practices that increase community participation by providing **complete information**, consulting with the community, and fostering collaborative partnerships **with community leaders**.

Policy 1.1.1: Generate interest and encourage diverse participation in City **boards**, committees and commissions through broad **effective** outreach.

Policy 1.1.2: Ensure publications and printed materials regarding current issues and proposed policies are readily accessible, **as defined in the preamble**, for all ages and abilities, allowing for **equitable engagement** and **informed** dialogue between policy-makers and the community.

Policy 1.1.3: Keep the community informed of opportunities for involvement **through common and preferred surveyed modes of communication including:**

U.S. Postal Service, email newsletters, city website, social media (all regular city meetings listed as events on social media with effective informative lay-person friendly content and invitations sent), print and radio, flyers, mail back & online surveys, presenting information at fairs and events, and direct outreach to existing organizations and community leaders.

Policy 1.1.4: Enhance and extend community involvement by using emerging technologies, methods and techniques, **including the online portal, proper classification of documents, and effective email newsletter and notification management as described in the preamble.**

Policy 1.1.5: **Continuously** improve engagement and dialogue with property owners, tenants, and employees in Milwaukie's commercial and employment areas **through the most effective and preferred surveyed modes of communication and emerging technologies, methods and techniques.**

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 from a variety of geographic areas, interest areas, income, races, ethnicities, genders, sexual orientations, and all ages and abilities.

Policy 1.2.1: Build engagement across Milwaukie's diverse communities by notifying and facilitating participation in all land use and Comprehensive Plan related activities **using proven effective methods of outreach as defined in policy 1.1.3. and policy 1.1.4.**

Policy 1.2.2: Provide information to the community in multiple languages where appropriate.

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, **Neighborhood District Associations and established non-NDA citizen organizations**, and other bodies to encourage broad, **effective, and informed** participation.

Policy 1.2.4: Reduce barriers to participation by considering language, meeting time, location, and required level of involvement, **and effective two-way dialogue between citizens and the city.**

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, **timely and respectful response to citizen inquiries**, and making a commitment to **equitable engagement practices**

Policy 1.3.1: ~~Recognize the Planning Commission as the City's Community Involvement Advisory Committee (CIAC) to evaluate community involvement practices related to land use and comprehensive planning. The CIAC shall meet annually to specifically review community involvement practices.~~ **Per OAR 660-015-0000(1), establish and recognize a Commission for Citizen Involvement (CCI) to formulate and execute community involvement practices related to surveyed community values and communications with citizens on land use and comprehensive planning. The Citizen Involvement Program (CIP) shall be appropriate to the scale of the planning effort. The CCI shall include members from ALL neighborhoods and commercial districts of the city with seats for 2 representatives from each district (1 of which is reserved with first-right-of-refusal for an NDA member from each district). The CCI's community involvement practices and effectiveness will be evaluated annually by the City Council.**

Policy 1.3.1a: The city shall establish/assign a staff member who works with the CCI to regularly provide a representative voice for the citizens and various communities' concerns on all city matters at all meetings and in all city publications (online, print, and audio), including (but not limited to) City Council Regular Meetings and Planning Meetings and any other commissions or committees whose decisions impact the city, its neighborhoods, communities, and citizens. All councils, committees, and commissions are required

to take the CCI and staff member counterpart's recommendations into account in making decisions for the overall good of the city, its citizens, neighborhoods, and various communities.

Policy 1.3.2: Establish a Comprehensive Plan Advisory Committee (CPAC) to assist in periodic review or major updates of the Plan **that includes citizen representatives from ALL neighborhoods and commercial districts of the city and representation of a variety of interests from each district.**

Policy 1.3.3: **The CCI and City Staff Representative shall track and evaluate the success of community involvement activities based on established effectiveness goals and metrics and make results available to the community through a monthly (or quarterly) written report on achievements posted on the city's website, social media, and printed in the Milwaukie Pilot. Quarterly evaluations will be done and adjustments made to increase effectiveness of community involvement over time.**

Policy 1.3.4: Prioritize funding in the planning budget to support inclusive **effective** community engagement and participation.

Goal 1.4 - Uphold Neighborhood District Associations (NDA) and non-NDA community organizations: Continue to support, inform **in a timely manner**, consult, and empower community members through the Milwaukie Neighborhood District Associations (NDAs) and **other easily identifiable non-NDA community organizations.**

Policy 1.4.1: Encourage and support NDA **and non-NDA community** 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 for NDAs **and non-NDA community groups** 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 non-NDA community groups in a timely manner on all relevant land use and comprehensive planning matters** and solicit feedback on proposed land use actions and legislative changes as required by ordinances.



Milwaukie Comprehensive Plan Update
Comprehensive Plan Advisory Committee Meeting #18
November 6, 2019 6:00-9:00 pm

DRAFT MEETING SUMMARY

Members Present

Albert Chen, Ben Rousseau, Bryce Magorian, Daniel Eisenbeis, Everett Wild, Howie Oakes, Kim Travis, Liz Start, Matthew Bibeau, Rebecca Hayes, Sara Busickio, Stephan Lashbrook

Members Not Able to Attend

Celestina DiMauro, Jessica Neu, Neil Hankerson, Stacy Johnson

City of Milwaukie

Mark Gamba, Mayor; Councilor Lisa Batey
David Levitan, Denny Egner, and Mary Heberling, Planning Department

Angelo Planning Group

Matt Hastie

Conversation and questions/answers are summarized by agenda item below. Raw flipchart notes are attached as an appendix to this summary (Appendix A, respectively).

HIGH-LEVEL REVIEW OF DRAFT POLICIES

- **Table of Contents**
 - Bryce Magorian – Why is transportation its own section? I feel it belongs more under Complete Neighborhoods
 - David – Transportation was its own superaction in the Vision so it translated into its own chapter. We also haven't touched it knowing that we would be updating the TSP later on that would change some of our policies. We can note and look at it being under the Complete Neighborhoods chapter though.
 - Ben – I would suggest changing the chapter name of “Fostering Community and Culture” to “Fostering Community, Culture and Belonging.” Felt that distinction was important as it was part of the Vision.
 - Bryce – Add “Safe and Accessible” to the Transportation chapter name.
 - Everett Wild – Not sure if Parks and Recreation fits in the Creating Complete Neighborhoods chapter, but not sure if it fits in another chapter either.
- **Chapter 1 – Fostering Community and Culture**
 - **Section 1: Community Engagement**
 - Everett – Policy 1.3.1 wasn't sure if we settled as the PC for a CIAC. Thought the City Manager was concerned about this being the right body for that committee.

- Denny – It was proposed that way to City Council and was reviewed by the City Manager and it wasn't an issue.
 - Lisa – In Policy 1.3.1, the CIAC is a requirement by the State. Should be a call-out box on this to explain.
 - Ben – Wanted to know if there would be a diversity, equity, and inclusion committee included as a policy in Section 1. Would suggest this being a policy that is missing. 13 committee members agree with this comment.
 - Daniel – when we talk about a committee, let's make sure they have questions about equity that they always ask for any City changes.
- **Chapter 2 – Environmental Stewardship and Community Resiliency**
 - Everett – All of the policies that reference floodplains may be too many. Could be tightened. Like 5.1.4 and 10.4.1, very similar.
 - Mayor Gamba – I am a fan of redundancy and think it is important. Would push back on condensing some of those policies.
 - Howie Oakes – Goal 3.4, seems to be more about development. Don't see any sort of enforcement policies around this to drive code updates.
 - Howie – Policy 3.6.5, call out odor as a nuisance in this policy.
 - Stephan – Add that the City will take action to compel enforcement of laws
 - Stephan – There are lots of policies around tree canopy, but there needs to be something around terms of solar protection too. As they are in conflict together.
 - Stephan – discuss how 100, 500 yr floodplains need to change.
 - Stephan – Energy section, didn't see a mention of community solar. Needs a policy on this.
 - Mayor Gamba – Policy 6.3.8 mentions this, but it's very passive language.
 - Denny – Policy 5.3.4: language around “exceeds minimum building code standards” – have found this could be very hard to do. Not sure what we meant from this. May need to be re-looked. Staff may make a recommendation for change on this policy.
 - Lisa – State law could change around this to make it easier to do this. I think it's in the works at the state level around this.
- **CHAPTER 3 – CREATING COMPLETE NEIGHBORHOODS**
 - Howie – Goal 7.2, need stronger language around ADUs in this section. More encouragement of this.
 - Daniel – Land Use Designations – think there needs to be a lot more scrutiny around these designations and moving them forward. Not sure the permitted housing types reflect what will come in HB 2001 and the discussions that have taken place around the Comp Plan process. Worried that without updating this now, the City may be stuck with these land use designations.
 - Bryce – Policy 7.1.4, what do we mean by resources? Are they City resources? Are they non-profit resources? I think we need to be more specific on this about what the City needs to do to actually keep housing affordable.

- Kim Travis – Policy 7.2.4, is there a way to allow a priority permitting process for affordable housing projects? Would like to see something more about this here, such as, expedited permitting for affordable housing.
- Howie – Policy 8.4.1 add a noted about engaging with the neighborhood that the hub will be going into. Make sure the hub fits what the neighborhood wants.
- Rebecca Hayes– Policy 7.1.8, what about those that have already been displaced? Do they have priority to get housing first back here. Should there be a policy around that?
- Matthew Bibeau– Policy 7.2.7, rather than calling out adequate maintenance, would like to call out “tiny homes villages” as well as just tiny homes.
- Stephan – Goal 7.1, need a policy leading to an ordinance that would preclude developers from creating HOAs and CCNRs that restrict types of develop that is already allowed.
 - David – That is also included as a requirement in HB 2001, but always good to reiterate in our own policies.
- Stephan – Policy 7.4.2, 8.2, don’t see transit access as part of the policies. Is missing.
- Stephan – Define frequent transit in the glossary.
- Stephan – Section 8 references regional center. Is there a map for this?
 - Denny – The County has adopted a more precise definition of this.
- Albert Chen – Policy 7.1.9, add phrasing around proactively engaging a getting feedback and all of the other policies around this.
 - Everett – Should this policy be in the goal language rather than the same policies in every housing goal section?
 - Lisa – Maybe this language should be in every section, not just housing section.
 - Matthew – Add both “qualitative” AND “quantitative” metrics, focused on the intent of the policy
- Bryce – Goal 7.2, identify things that are adjacent to housing that make it affordable (affordable childcare, access to transit, etc.)
- **CHAPTER 4 – SUPPORTING ECONOMIC DEVELOPMENT AND GROWTH**
 - Bryce – Section 11, add language stating that workers are protected and provided for, especially when new businesses want to establish in Milwaukie. Make sure the workers are protected first.
 - Bryce – Policy 12.4.3, not sure the term “community identity” is necessary in this policy. Will cause issues when communities, areas want to annex into City.
 - Ben – what does implementation look like for the Ec Dev section?
 - There is an Economic Development Strategy that is supposed to be updated every 5 years. The City can add things in this to match what is in the updated Comp Plan. The rest are from City programs and what comes out of the City budget.

PROJECT NEXT STEPS & SCHEDULE

- David -

- City staff is working on the actual look/draft of the final document. This includes chapter introductions and background information that will be included in the document. A draft of this document will be completed in early/mid December.
- As of now, public comment is open on the draft policies. All comments received will be provided at PC and CC during their public hearings.
- Planning Commission will make a recommendation to the CC and then CC will hold public hearings on that PC recommendation. The plan is to have CC adopt the Comp Plan policies in March 2020.
- November 19, continued discussion with the CC on middle housing implementation and public outreach, as well as, the possible continuation of CPAC for the next steps beyond Comp Plan adoption (middle housing, N. Hubs, etc.)
- December 17, there will be a joint session of PC and CC on next steps after Comp Plan adoption and what implementation programs are priority. Things like N. Hubs, middle housing and HB 2001, etc.

CLOSING & ADJOURN

Closing remarks made by Councilor Batey.

Upcoming City events:

- Nov. 17th – Launch Party for Milwaukie Parks Foundation
- Nov. 21st – South Downtown Plaza Party
- December 4th – Planning 101

APPENDIX A – Raw Flipchart Notes

Table of Contents (TOC):

- Transportation own thing? In Creating Complete Neighborhoods chapter instead?
- Chapter 1 - +“Belonging”
- Transportation – +”Safe and Access”
- P & R seems different than other topics in Ch 3

Chapter 1 – Community and Culture

- (1.3.1) – PC as CIAC? Settled? Footnote re: this
- Community engagement – lots of overlap and connection to all sections/chapters
- Spacing issues
- Committee for diversity, equity, and inclusion? Not seeing structure for this.

Chapter 2 – Environmental Stewardship and Community

- Floodplains
 - several similar policies
 - cross reference + supplement where easy
 - But: some redundancy ok, not everyone will review/cross reference
- 3.4 Urb Forestry – other strategies (non-development) missing. E.g. enforcement (see 3.4.5, 3.4.2)
- 3.6 – call out odor as a nuisance
- Compel enforcement – missing language
- Solar access protection
- Discuss how 100, 500 yr floodplains change (example: effect on dogwood park)
- No community solar
- Floodplains – 5.3.4 – issue of exceeding minimum building code standards

Chapter 3 – Complete Neighborhoods

- Not seeing much/enough re: ADUs (e.g. lower SDCs)
- Comp Plan Designations
 - Don't just carry existing designations forward
 - Start by looking at residential densities and HB 2001 now – at least look at designations
 - Not consistent with policies and highly segregate housing types
 - Agree with this by timing issues
- 7.4 numbers issue
- Provide more clarity re: housing resources to create/ensure affordability
- Urban design – be clear
- Housing affordability goal
 - Priorities in permitting for affordable housing
- 8.1.4 – Engaging with NDAs
- 7.1.8 – How to address people already displaced – a way to create priority
- 7.2.7 – Tiny homes policy
 - Missing opportunity to create “villages” for tiny homes – would support more people
- Policy to restrict prohibiting CC&Rs (see HB 2001)
- 7.4, 8.2 – site changes – should re: transit access
- Frequent bus service – define
- Regional center – ID precise bounds
- Support things that help people stay in housing (transit, childcare, etc.)
- Consider set of equity lens questions

Chapter 4 – Economic Development + Growth Management

- Be clear about what adaptation means – ensure still priority for workers
- 12.4.3 – could cause to oppose annexation

- Special service district = ?
- Economic development implementation = ?
 - Carbon footprint?
 - N. Hubs?

DRAFT

Milwaukie Comp Plan Policy Synthesis
Key Areas of Overlap or Connection

Urban Forestry and Tree Canopy Protection

Natural Resources and Environmental Quality

3.4.1 Implement and maintain an urban forestry program.

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.

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.

3.4.4 Prioritize increased tree canopy in areas that are currently canopy-deficient and can help provide a more equitable distribution of trees in the city, including street trees.

3.4.5 Enhance protections for existing native-species and climate-adapted trees that contribute to a diverse and multi-aged tree canopy.

Climate Change

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

Willamette Greenway

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 certain public views of the river.

Urban Design and Land Use

8.2.3.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.

8.2.3.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.

Housing

7.3.1. Ensure that the scale and location of new housing is 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.

Riparian Area and Associated Habitat Protection

Natural Resources and Environmental Quality

- 3.2.1. Support programs and regulations to enhance and maintain the health and resilience of watersheds, riparian and upland zones, and floodplains.
- 3.2.2. Support efforts to restore Kellogg and Johnson Creeks and their tributaries and remove the Kellogg Dam.
- 3.2.3. Improve and expand coordination with adjacent jurisdictions on the protection and restoration of local rivers, creeks, and other natural resources.
- 3.2.7. Protect water quality of streams by using best available science to help control the amount, temperature, turbidity, and quality of runoff that flows into them, in partnership with other regulatory agencies.
- 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.

Willamette Greenway

Policy 4.4.1: Within the Willamette Greenway, protect and conserve natural resources through the City's two Natural Resource overlay zones: WQR - Water Quality Resource and HCA – Habitat Conservation Area.

Policy 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.

Public Facilities

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, and increase climate change resiliency.

Urban Design and Land Use

8.2.3.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.

Housing

7.3.1. Ensure that the scale and location of new housing is 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.

Floodplain Management and Protection

Natural Resources and Environmental Quality

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.

Natural Hazards

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.

Parks and Recreation

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.

Public Facilities

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, and increase climate change resiliency.

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

Housing

7.3.1. Ensure that the scale and location of new housing is 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.

Stormwater Detention and Management Using Natural Systems

Natural Resources and Environmental Quality

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. 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.

Climate Change

6.2.7: Prioritize natural stormwater management systems.

Public Facilities

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.

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

Urban Design and Land Use

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

8.2.3.f. Utilize green infrastructure (bioswales, rain gardens, pervious pavement, and green roofs) to minimize impervious surfaces and to capture and treat stormwater on site.

Renewable Energy Use

Climate Change

6.2.4: Reduce barriers to developing renewable energy projects.

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

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

Public Facilities

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

10.9.6. Promote and prioritize renewable energy production and use.

Parks and Recreation

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

Urban Design and Land Use

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

Promote Use of Active Modes of Transportation and Transit

Housing

7.3.4. Promote the use of active transportation modes and transit to provide more reliable options for neighborhood residents and help reduce driving.

7.4.2. Require that new housing projects improve 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.

Climate Change

6.2.1: Increase the quantity, quality and variety of Milwaukie's active transportation options, including trails, bike lanes, sidewalks, and transit.

Urban Design and Land Use

8.1.1: Downtown Milwaukie Policies

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 mode split targets in the Transportation System Plan (TSP) for alternative transportation modes.

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 Transportation Systems Plan.

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.

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.

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

8.1.5: North Milwaukie Innovation Area Policies

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.

8.1.6 International Way Business District Policies

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

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.

8.1.9 Regional Center Policies

b. Within the Regional Center:

- Provide for and capitalize on frequent and dependable transit service;
- Allow for a mix of land uses to support public transportation and bicycle and pedestrian usage;
- Support a multimodal street network.

8.2.1. Policies to promote a great Pedestrian and Bicycle Environment for All:

8.2.2 Policies for Parking-related design:

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

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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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ABOUT MILWAUKIE: OUR HISTORY & FUTURE



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

- Milwaukie 2040 Community Vision



Photo: Hamid Shibata Bennet

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ABOUT MILWAUKIE

Milwaukie is a small city of about 20,500 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.

Infographics on population and employment, acres of parks, number of schools ,etc.

Infographics on population and employment, acres of parks, number of schools ,etc.

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MILWAUKIE'S HISTORY

The story of Milwaukie begins with the people of the Clackamas tribe who arrived on the banks of the Willamette River thousands of years before there was an organized Oregon Territory. Sadly, the saga of those first peoples has been all but lost and most of the history passed to us details life in the area since the arrival of European explorers and American pioneers.

Milwaukie's written history as an organized settlement dates back to the 1840s, when Lot Whitcomb purchased approximately 600 acres of land from an earlier settler on the site. He chose the site on Milwaukie Bay and named the town after Milwaukee, Wisconsin, intending it to become the shipping and transportation hub for the Willamette Valley. The early prosperity of the city was driven by lumber, flour, agriculture, and shipbuilding; however, the town remained a small, rugged trade center reachable only by difficult roads, isolated in the winter, and without a city government until the early 1900s.

The electric interurban rail that began service between Portland and Oregon City in 1893 brought growth to Milwaukie in the early decades of the 20th century. However, until the 1940s it remained a small town of less than 2,000 people. With the war years came the development of the Milwaukie Industrial Park, and Milwaukie rapidly became a

city with local jobs and an industrial tax base. During the 1950s, suburban growth spread to Milwaukie and to the south and east of its boundaries. New suburbanites and large annexations added to the city's growth into the 1960s.

Although the city was growing, new residential development was occurring even more rapidly in adjacent undeveloped areas, aided by the growth of sewer, water, and fire service districts. Residential growth slowed in the last few decades of the 20th century, and Milwaukie's population was largely stagnant between 2000 and 2015. The city is now bordered by developing or fully developed residential areas, and Milwaukie itself is largely built out, and reliant primarily on infill and redevelopment opportunities.

Infographic of residential growth. Compare to Portland, Metro area, Lake Oswego, etc.



Main Street Founders
Parade 1950

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MILWAUKIE'S FUTURE

According to the city's 2016 Housing Needs Analysis, Milwaukie's population is projected to grow by approximately 14% by the year 2040. 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 the MAX Orange light rail line opened 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.

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. The HNA showed that the City has adequate land supply to meet its 20-year housing demand across a variety of housing types and household incomes, as required by Statewide Planning Goal 10.

*Infographic on past/
future population growth
chart with comparisons to
County, Portland, state (in
percentage increase)*

MILWAUKIE'S COMMUNITY VISION

In late 2015, the City of Milwaukie 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 Orange Line in September 2015. However, with the Vision having reached its horizon, and the city experiencing new economic and housing pressures to grow, the 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.

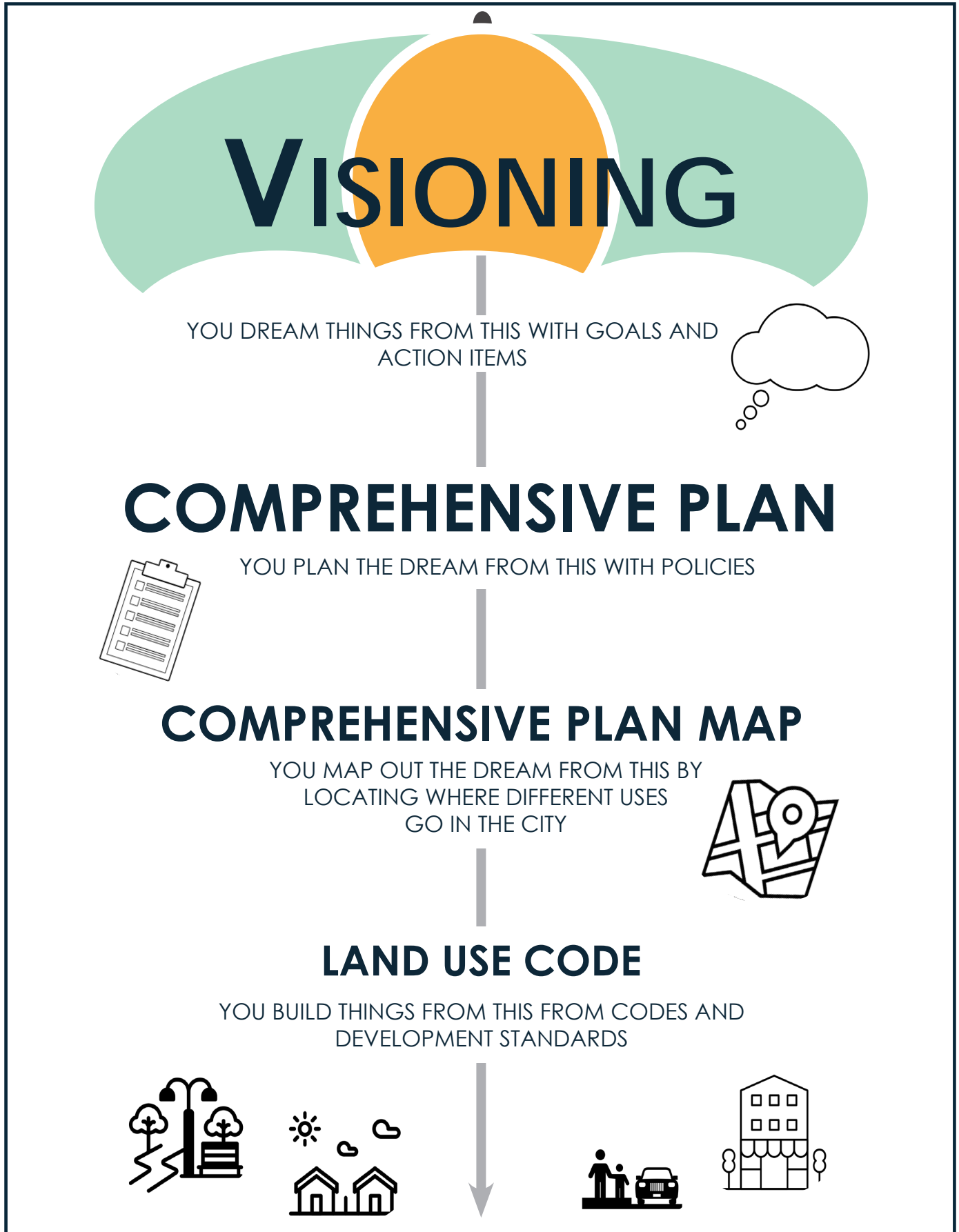
The process to develop a new Community Vision was led by the Vision Advisory Committee (VAC), a group of Milwaukie residents appointed by the City Council. The process resulted in the engagement of hundreds of residents and other community stakeholders via a series of Town Halls, meetings with neighborhood 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 Vision Statement, a series of Goal Statements, and an Action Plan comprised of dozens of

action items designed to help the City realize its Vision Statement. The 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 environment, 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 X).

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 X: City land use heirarchy



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 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 a long-term plan that provides a foundation for decision making on important issues related to how the City grows and develops over time.

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 (see above). 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.

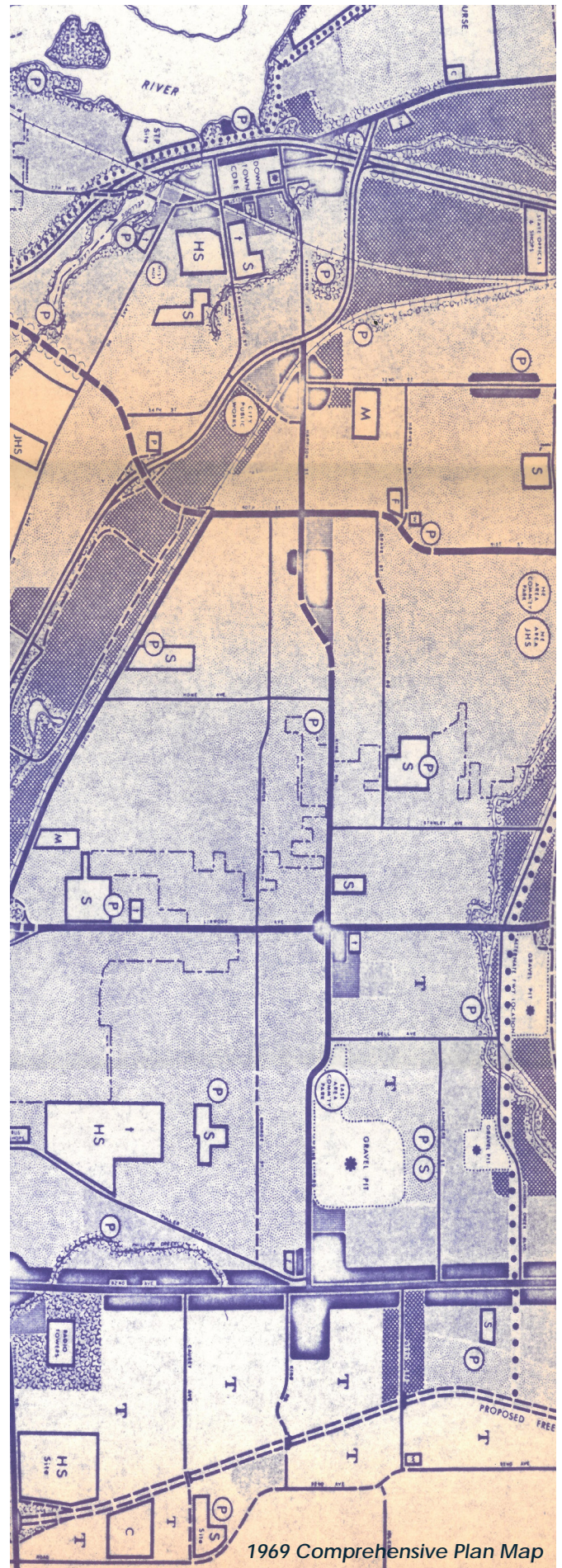
State and Metro Requirements

Oregon state law requires that all cities and counties adopt comprehensive plans that are consistent with the state's 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 acknowledgement process.

There are thirteen Statewide Goals 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



1969 Comprehensive Plan Map

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In addition to the Statewide Planning Goals, the 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 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 areas 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. 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 2020, and will be updating the Transportation chapter (Section 13) when the new TSP is adopted.

Call out box on the connection between UGBs and statewide planning goals.

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 nearly 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 emergence of new housing types, evolving industry and employment trends, and the opening of the MAX Light Rail Orange Line. 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.

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. 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 2013). 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 Committee (CPAC), a group of local residents appointed by the 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 the Planning Commission and City Council. At the conclusion of each block, the 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 the Planning Commission and City Council.

HOW THIS DOCUMENT IS STRUCTURED

Utilizing the Vision’s Format in the Comprehensive Plan

Milwaukie’s Community Vision was developed around a set of 4 lenses – the “4 P’s” of People, Place, Planet and Prosperity (**Figure X**) - 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 4 lenses, the VAC then developed a Vision Action Plan that was organized around a series of 3 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 statement. With input and analysis from the community, City staff, and VAC, action items were prioritized and organized under a series of 5 “Super Actions”.

The Community Vision calls for sustainable development practices that integrates the built and natural environments, prioritizes life-sustaining natural resources, is a net-zero consumer of energy, and is 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 5 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 5 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 4 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

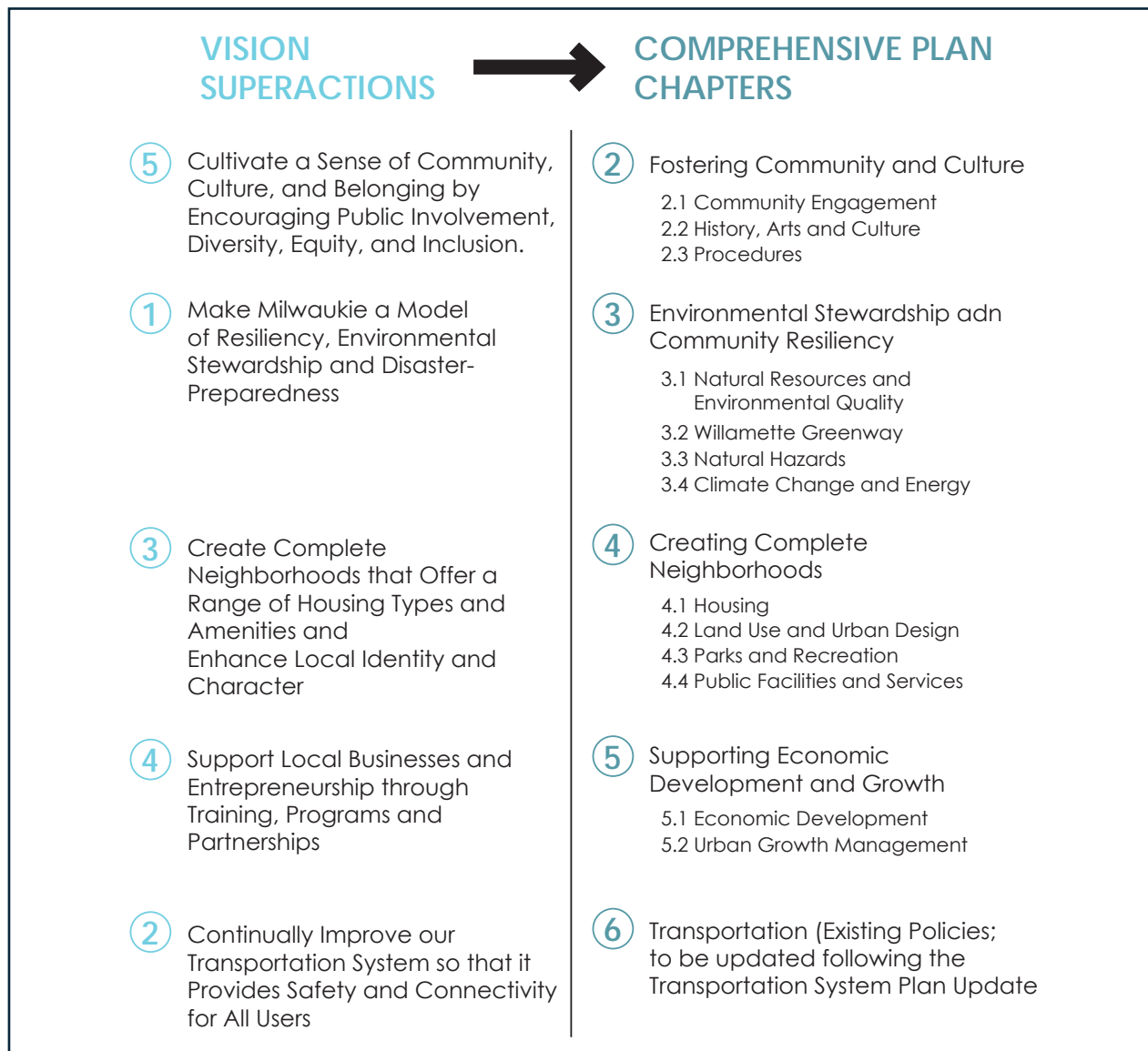
the roadmap within the land use and transportation planning process for arriving at the destination called out in the Community Vision and Comprehensive Plan goals.

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 Systems Plan in 2013. When the City updates the TSP (work is planned to start in 2020), those goals and policies will be amended via a separate ordinance.

In addition, the City has not made any amendments to the Comprehensive Plan

Figure X: Vision to Comprehensive Plan Diagram



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land use map, Comprehensive Plan land 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.

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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.

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.

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

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

<ul style="list-style-type: none"> Introduction Land Use Categories Community & Culture Stewardship & Resiliency Complete Neighborhoods Economic Development & Growth Transportation Glossary Appendices Ancillary Documents 	<h2 style="color: #4CAF50;">3 NATURAL RESOURCES & ENVIRONMENTAL QUALITY GOALS & POLICIES</h2> <p>OVERARCHING SECTION GOAL</p> <p>Protect, conserve and enhance the quality, diversity, and resiliency of Milwaukee's <u>natural resources</u> and <u>ecosystems</u>, 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 <u>stakeholders</u>.</p> <p>GOAL 3.1 - AWARENESS AND EDUCATION</p> <p>Prioritize the protection of Milwaukee's <u>natural resources</u> and environmental quality through the use of best available science and increased community awareness and education.</p> <p>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 <u>natural resources</u>.</p> <p>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.</p> <p>POLICY 3.1.3 Support the clean-up and remediation of <u>brownfields</u> 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.</p> <p>POLICY 3.1.4 Periodically update the City's inventory of <u>wetlands</u>, <u>floodplains</u>, fish and <u>wildlife habitat</u> and corridors, and other natural resources through both technology and in-field verification</p>
<p>24</p>	<div style="background-color: #C8E6C9; padding: 10px; border-radius: 10px; text-align: center; margin: 10px auto; width: 80%;"> <p>CALL OUT BOX</p> </div> <p>6.2 Page 48</p>

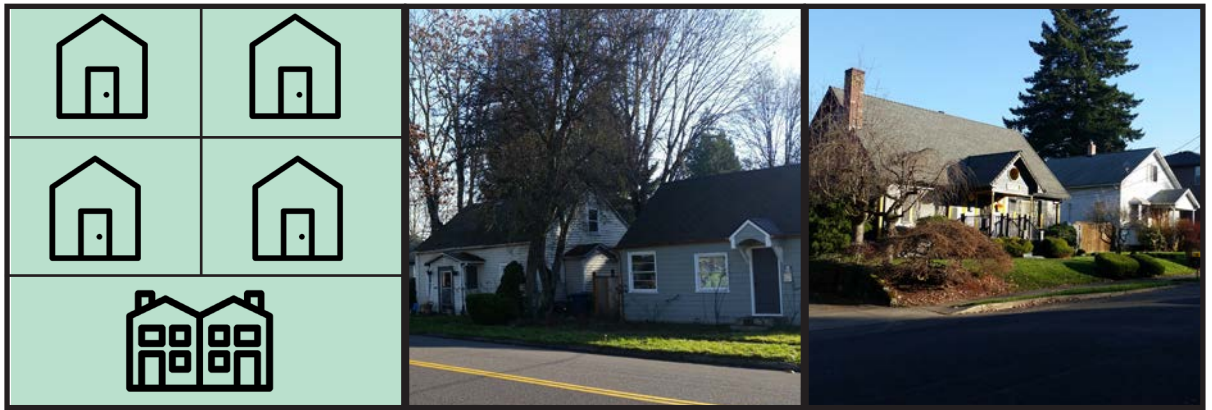
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LAND USE DESIGNATIONS

The following list of land use designations are carried over, with minor edits, from the previous iteration of the Comprehensive Plan's Land Use Chapter and reflect changes through Ordinance 2163. The geographic location and distribution of the eight 8 land use designations are illustrated on the Comprehensive Plan Land Use Map (Map XX).

The list of permitted housing types and density ranges under each land use designation have been slightly revised from previous Comprehensive Plan policy language in order to match the uses and standards already permitted by the implementing zoning districts, which can be found in Title 19 of the Milwaukie Municipal Code. These land use designations will be further updated to comply with the requirements of House Bills 2001 and 2003, which must occur by June 30, 2022.

Low Density Residential (Zones R-10, R-7) - up to 6.2 units per net acre



- a. Permitted housing types include single family 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 (Zone R-5) – 7.0 to 8.7 units per net acre



- a. Permitted housing types include single family 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, R-2.5, R-2) – 11.6 to 17.4 units per net acre



- a. Permitted housing types include single family 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.

High Density (Zones R-1, R-1-B) – 25.0 to 32.0 units per net acre



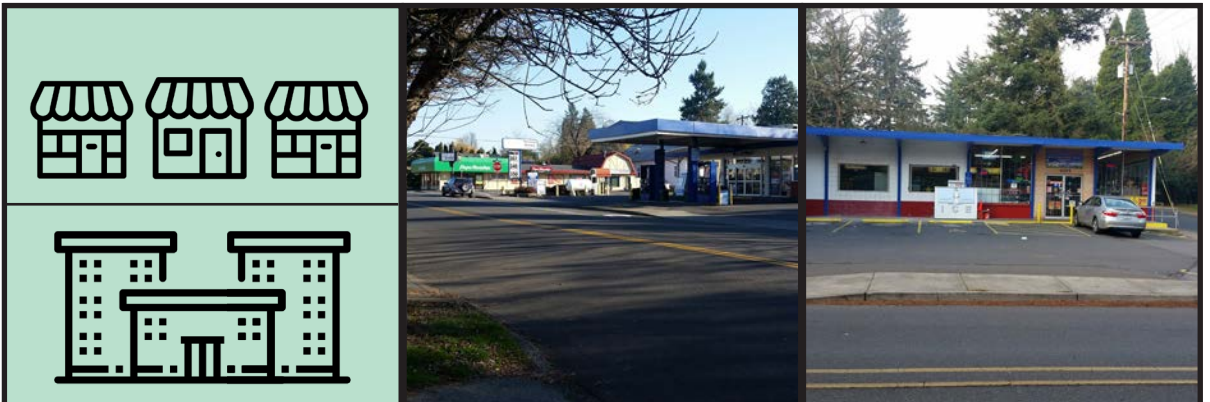
- a. A wide variety of housing types are permitted, with the predominant housing type being multifamily units.
- b. These areas should be adjacent to or within close proximity to the downtown or district shopping centers, employment areas and/or major transit centers or transfer areas.
- c. Access to 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 and GMU)



- a. Mixed-use development combining residential high-density housing with retail, 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, and 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 Tri-Met 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 and NME)



- a. Industrial uses are concentrated in three major areas:
 - i. The North Milwaukie Innovation Area along State Route 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 and 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
Bennet*

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. It 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.” It 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



Photo: Hamid Shibata Bennet

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 quite 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 of which include:

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

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

- Regular meetings of volunteer citizen boards and committees such as the 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 2019 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 rather than focusing on having them come to meet with the city. This allows better engagement through sensitivity to different cultural needs.



Photo:
Hamid Shibata
Bennet

Community members
discussing topics at a
Comprehensive Plan
Update Town Hall

1 COMMUNITY ENGAGEMENT GOALS & POLICIES

GOAL 1.1 - FOSTER BROAD AND COLLABORATIVE COMMUNITY PARTICIPATION

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

POLICY 1.1.1 Generate interest and encourage diverse participation in City committees and commissions through broad outreach.

POLICY 1.1.2 Ensure publications and printed materials regarding current issues and proposed policies are readily accessible for all ages and abilities, allowing for dialogue between policy-makers and the community.

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 decisions 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 Build engagement across Milwaukie's diverse communities by notifying and facilitating participation in all land use and Comprehensive Plan related activities.

POLICY 1.2.2 Provide information to the community in multiple languages where appropriate.

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.

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 and making a commitment to equitable engagement practices.

POLICY 1.3.1 Recognize the Planning Commission as the City's Community Involvement Advisory Committee (CIAC) to evaluate community involvement practices related to land use and comprehensive planning. The CIAC shall meet annually to specifically review community involvement practices.

POLICY 1.3.2 Establish a Comprehensive Plan Advisory Committee (CPAC) to assist in periodic review or major updates to the Plan.

POLICY 1.3.3 Evaluate the success of community involvement activities regularly and make results available to the community.

POLICY 1.3.4 Prioritize funding in the planning budget to support inclusive community engagement and participation.

GOAL 1.4 - UPHOLD NEIGHBORHOOD DISTRICT ASSOCIATIONS (NDAs)

Continue to support, inform, consult, and empower community members through the Milwaukie Neighborhood District Associations (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 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 2019 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, better known as ArtMOB, 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. 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.



Portland To Milwaukie On The Interurban, 1954



*Henneman's Farm
1885-1905*

2 HISTORY, ARTS & CULTURE GOALS & POLICIES

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 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.

CALL OUT BOX

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.

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.

2 HISTORY, ARTS & CULTURE GOALS & POLICIES

GOAL 2.3 - FOSTERING CREATIVE SPACES

Encourage the development of creative spaces throughout Milwaukee.

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

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 Arts Committee (artMOB), local organizations, and educational institutions to market Milwaukee as a place that values the arts.

CALL OUT BOX

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ENVIRONMENTAL STEWARDSHIP & COMMUNITY RESILIENCY



“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. It is derived from Super Action 1 in 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



Photo: Mark Gamba

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 Area 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 air, water, and land 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 2019 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 Habitat Conservation Area (HCA), and the area also includes land within the base flood area identified on FEMA floodplain maps. The NMIA Plan (2017) 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, while the 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 community, the City must



Photo: Mark Gamba

Smoke in Milwaukie during a wildfire in the state

3 NATURAL RESOURCES & ENVIRONMENTAL QUALITY

BACKGROUND SUMMARY

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. Development restrictions in areas such as 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.

- **Health** - Environmental health is closely linked to human health. Poor air quality can exacerbate human health conditions such as asthma and lung disease, and urban heat island effects can contribute to respiratory difficulties, heat-stroke and heat exhaustion. Negative health outcomes associated with poor air quality tend to disproportionately impact those with lower incomes and communities of color.



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3 NATURAL RESOURCES & ENVIRONMENTAL QUALITY GOALS & POLICIES

OVERARCHING SECTION GOAL

Protect, conserve and enhance the quality, diversity, 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 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

GOAL 3.2 - WATER QUALITY AND RESOURCES

Enhance water quality and water resources.

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 remove the Kellogg Dam.

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 Maintain the City's regulatory hierarchy that requires a detailed analysis, including alternatives, of how development will 1) avoid, 2) minimize, and 3) mitigate for impacts to 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 and quantity associated with 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, and quality of runoff that flows into them, in partnership with other regulatory agencies

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. 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 3.2.9 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 3.2.10 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

3 NATURAL RESOURCES & ENVIRONMENTAL QUALITY GOALS & POLICIES

GOAL 3.3 - FISH AND WILDLIFE HABITAT

Protect and conserve fish and wildlife habitat

POLICY 3.3.1 Protect habitat areas for indigenous fish and wildlife species that live and move through the City, especially those 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 Milwaukee.

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-site stormwater management, and planting of native-species or climate-adapted vegetation.

POLICY 3.3.7 Develop a habitat connectivity analysis and strategic action plan.

CALL OUT BOX

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.

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 and can help provide a more equitable distribution of trees in the city, including street trees.

POLICY 3.4.5 Enhance protections for existing native-species and climate-adapted trees that contribute to a diverse and multi-aged tree canopy.

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

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, such as bird-friendly building design.

3 NATURAL RESOURCES & ENVIRONMENTAL QUALITY GOALS & POLICIES

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 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.

CALL OUT BOX

- 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.

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."

The City of 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 south 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 from 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, 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 Blvd 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 2019 Comprehensive Plan update:

- ***Willamette Greenway Zone Boundary***
- The Milwaukie Municipal Code implements greenway regulations through the Willamette Greenway (WG) zone. In some areas, the boundary for the Willamette Greenway 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

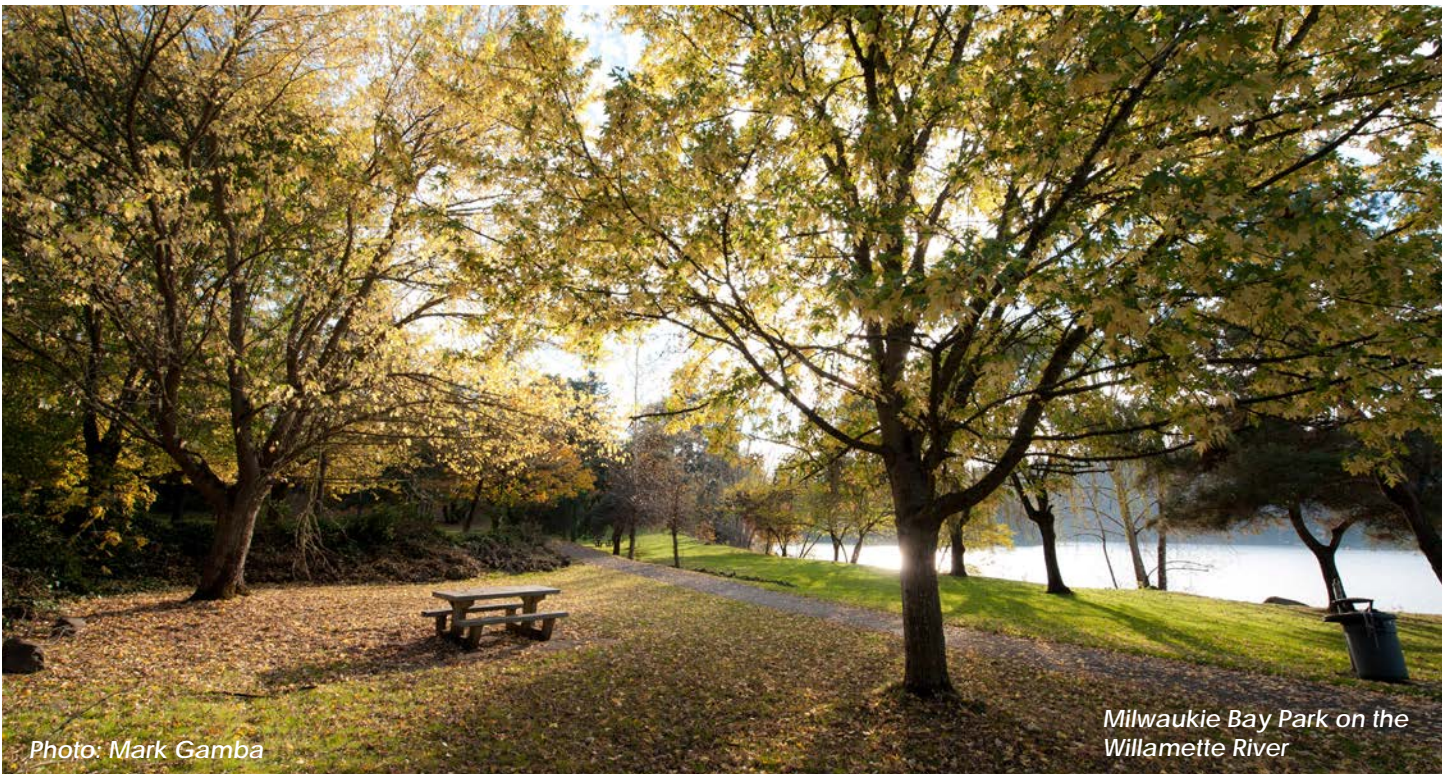


Photo: Mark Gamba

Milwaukie Bay 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 Willamette Greenway Overlay zone.



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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 XX**.

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

GOAL 4.2 - GREENWAY DESIGN PLAN

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

POLICY 4.2.1 The adopted park master plans for Kronberg Park and Spring Park, the downtown design review approval for Milwaukie Bay Park, and the Elk Rock Island management plan will serve the same purpose as a Greenway Design Plan for each of the parks. All future park master plans or amendments to plans will be adopted through the community service use process.

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

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

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

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

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

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

4 WILLAMETTE GREENWAY GOALS & POLICIES

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

POLICY 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 certain public views of the river.

POLICY 4.4.3 Support the removal of the Kellogg Creek Dam and the restoration of Kellogg Creek through revegetation of riparian areas with native species. Removal of the Kellogg Creek Dam is consistent with the greenway chapter of the plan and will not require greenway review.

POLICY 4.4.4 Manage 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.

CALL OUT BOX

POLICY 4.5.2 The parks within the Willamette River Greenway will serve a variety of needs for the City including:

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

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

POLICY 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.

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 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, efforts will be made 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 Based on the Public Use Doctrine, the City acknowledges that the public has the right to recreate on land and water below the ordinary high-water line of the Willamette River.

4 WILLAMETTE GREENWAY GOALS & POLICIES

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 the 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.



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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).

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 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 2019 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 in places susceptible to those risks.
- **Cascadia Subduction Zone Earthquake** - Since 2005, 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 – such as low-income, youth and elderly, non-English speaking, and disabled or differently abled populations - 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.



Flooding Neighborhood Street in Milwaukie

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 AND REDUCING HAZARD POTENTIAL

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

GOAL 5.2 - PARTNERHIPS 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, 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 with vulnerable populations from being located within areas at high risk of flooding, landslides, liquefaction, and fire, and aim to relocate existing uses in these areas

5 NATURAL HAZARDS GOALS & POLICIES

GOAL 5.4 - ADAPTION 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, and eventually require, green infrastructure and development practices.

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

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.

CALL OUT BOX

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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 does provide 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, entitled 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 2019 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

Photo:
Hamid Shibata Bennet

2018 Climate Action Plan
Summit



Introduction

Land Use
Categories

Community &
Culture

**Stewardship &
Resiliency**

Complete
Neighborhoods

Economic
Development &
Growth

Transportation

Glossary

Appendices

Ancillary
Documents

6 CLIMATE CHANGE & ENERGY

BACKGROUND SUMMARY

will need to consider and balance economic concerns and adequately budget for climate change adaptation and mitigation.

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6 CLIMATE CHANGE & ENERGY

GOALS & POLICIES

OVERARCHING SECTION GOAL

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

GOAL 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.

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

GOAL 6.2 - TRANSPORTATION AND UTILITY INFRASTRUCTURE

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

POLICY 6.2.1 Increase the quantity, quality and variety of Milwaukie's active transportation options, including trails, bike lanes, sidewalks, and transit.

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 renewable energy projects.

POLICY 6.2.5 Aim to increase the use of renewable 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.

POLICY 6.2.7 Prioritize natural stormwater management systems.

6 CLIMATE CHANGE & ENERGY GOALS & POLICIES

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 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.

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.

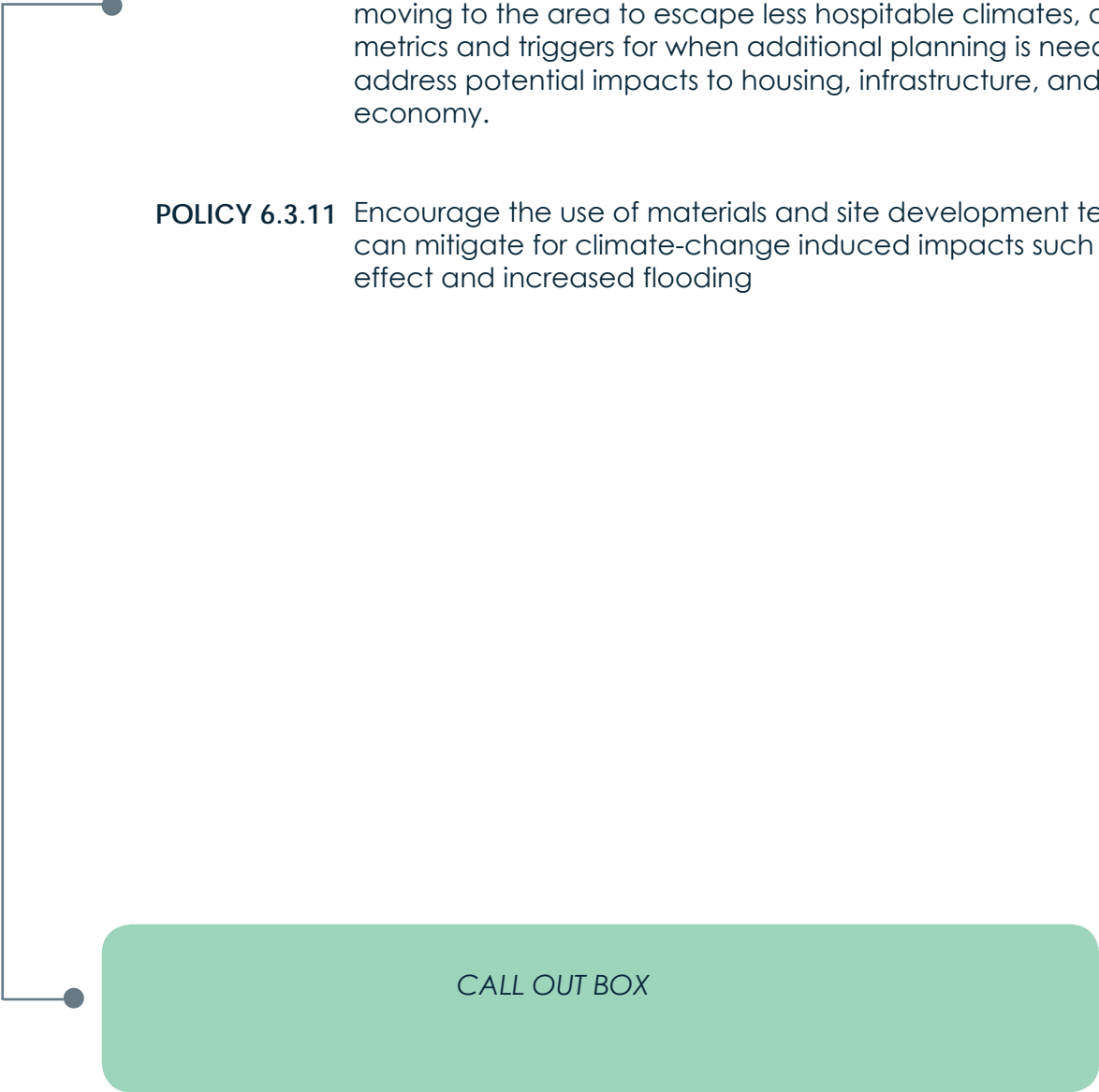
POLICY 6.3.7 Encourage property owners to retrofit their properties to accommodate renewable energy production.

POLICY 6.3.8 Explore opportunities for increasing distributed renewable 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



CALL OUT BOX

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. It 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

- 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

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



7 HOUSING BACKGROUND SUMMARY

CONTEXT

The City of Milwaukie has historically been a working-class suburb of Portland, with relatively affordable home prices and rents and a mix of housing types. 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 family residences) and 42% being renter-occupied (in a mix of single family and multifamily housing types).

However, between April 2012 and 2018, the median sale prices for single-family homes in Milwaukie increased by 92%, and by 2018 more than half (51%) of 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 (such as triplexes/quadplexes, cottage cluster developments, and townhouses) 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 as well as mixed-use developments in Downtown and Central Milwaukie, and feasibility studies and code audits of cottage clusters and accessory dwelling units (ADUs).

Middle housing call-out box

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. The City of Milwaukie complies with Goal 9 by preparing a Housing Needs Analysis (HNA), which is used to help develop Comprehensive Plan goals and policies that are consistent with the HNA and which reflect City priorities and strategies. The City last completed an HNA in 2016, which includes an inventory of buildable land and how that buildable land translates to a 20-year supply of housing, as well as the city's projected needs (demand) for housing over the same 20-year period. As required by Goal 10, the HNA analyzes the supply of and demand for housing across a variety of housing types, household sizes, and household incomes.

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 rely on a variety of partners to help implement these programs.

- **Equity** – Like most jurisdictions in the region and the country, permitted housing types and development standards in Milwaukie's residential zones have resulted in neighborhoods dominated by single housing types (detached single family residences, apartment units, etc.). The Community Vision called 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 of growth and development on existing residents,



Photo: Mark Gamba

Neighborhood in Milwaukie

7 HOUSING BACKGROUND SUMMARY

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.

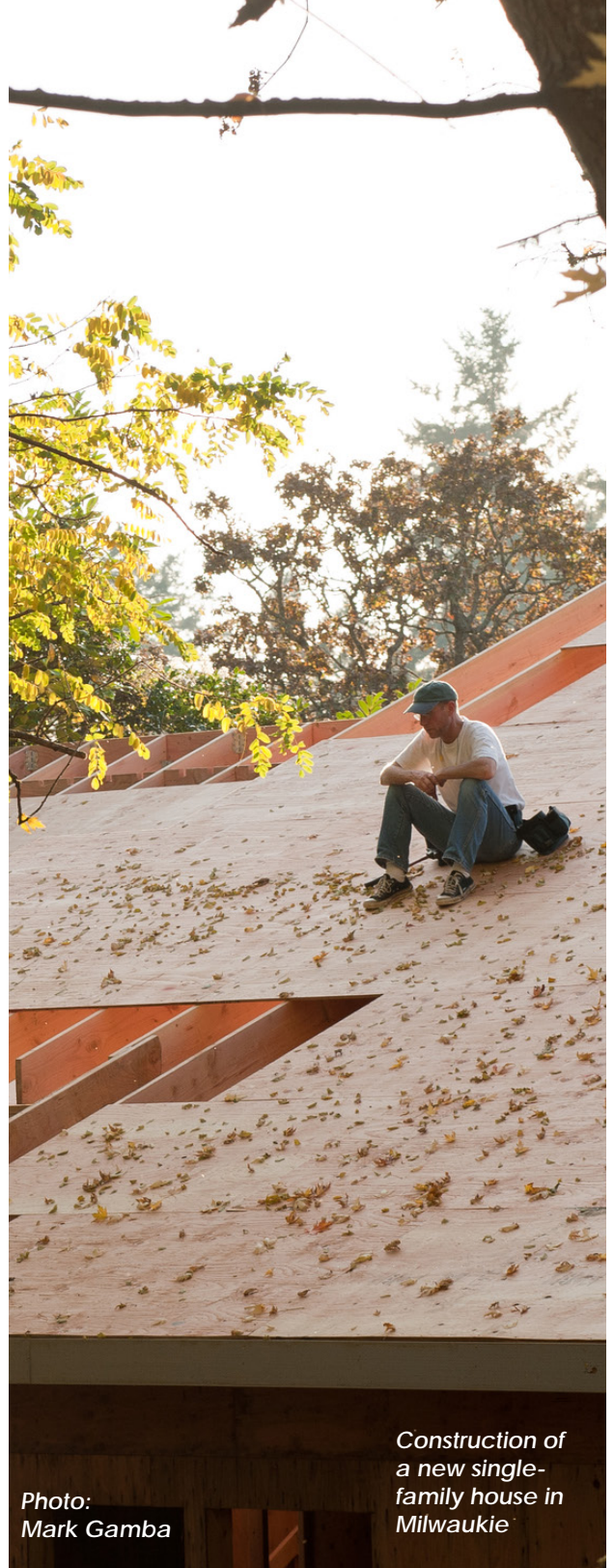


Photo:
Mark Gamba

Construction of
a new single-
family house in
Milwaukie

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- 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.
- POLICY 7.1.6** Consider cultural preferences and values 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, long-term housing, and supportive services.
- POLICY 7.1.9** Reduce the displacement of renters through tenant protection policies.
- POLICY 7.1.10** Develop, monitor and periodically update metrics that evaluate the City's success in achieving Goal 7.1.

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 development of housing types with lower construction costs and sales prices per unit that can help meet the needs of 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** Consider 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.

7 HOUSING GOALS & POLICIES

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

POLICY 7.2.5 Expand 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 choice.

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

POLICY 7.2.8 Clearly define and 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.



CALL OUT BOX

GOAL 7.3 - SUSTAINABILITY

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

POLICY 7.3.1 Ensure that the scale and location of new housing is 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 Use incentives to encourage, and where appropriate require, new housing development, redevelopment, or rehabilitation projects to include features that increase energy efficiency, improve building durability, produce or use renewable 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

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.

7 HOUSING GOALS & POLICIES

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 foster creation of denser development in centers, corridors, and neighborhood hubs to support community gathering places, commercial uses, and other amenities that give people opportunities to socialize, shop, and recreate together.

POLICY 7.4.2 Require that new housing projects improve 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 engage with the public realm and provide for appropriate setback and lot coverage standards.

POLICY 7.4.4 Require that multi-family housing units have access to usable open space, either on-site or adjacent to the site.

POLICY 7.4.5 Implement development or design requirements to help create transitions 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.

CALL OUT BOX

- POLICY 7.4.6** Reduce development code barriers to cohousing and other types of intentional communities that help foster a sense of community.
- POLICY 7.4.7** Create and monitor performance measures and metrics that track the City's 1) success in developing new housing and preserving existing housing for households of all income levels, household sizes, and housing tenure and 2) infrastructure improvements needed to accommodate future growth targets.
- POLICY 7.4.8** Develop, monitor and periodically update metrics that evaluate the City's success in achieving Goal 7.4.

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 properly, can help to enhance livability and maintain the identity and character of Milwaukie as it experiences growth and development 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 existing single family and multifamily neighborhoods.

“Neighborhood hubs” are 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 characteristics, scale and needs of the adjacent neighborhoods.

Regulations

Urban design standards and land use considerations are not called out specifically in any one specific 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 population 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 2019 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: Sebrina Mortensen

Four-plex in Milwaukie

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 local and regional visitors.

h) Support uses that contribute to the vibrancy of the downtown area, including special events and outdoor uses such as the Milwaukie Farmer's Market.

POLICY 8.1.2 Central Milwaukie

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 Transportation Systems Plan.

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) Manage the bulk and form of buildings to provide a transition between Central Milwaukie and adjacent areas with a lower density residential comprehensive plan designation.

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)

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.

8 URBAN DESIGN & LAND USE GOALS & POLICIES

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.

POLICY 8.1.4 Neighborhood Hubs (outside of NMU areas)

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 projects are at a scale that fits with the height, bulk and form of development that have been historically permitted in the neighborhood.

c) Ensure new development contributes to a pedestrian friendly environment along the property frontage, recognizing that a storefront environment is not mandatory in a neighborhood hub setting.

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-up uses 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.

POLICY 8.1.5 North Milwaukie Innovation Area (NMIA)

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.

CALL OUT BOX

- 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) Implement provisions of the North Milwaukie Innovation Plan.

POLICY 8.1.6 International Way Business District

- 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.

POLICY 8.1.7 Johnson Creek Industrial Area

- 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

- 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.

8 URBAN DESIGN & LAND USE

GOALS & POLICIES

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 Regional Centers

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.

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

CALL OUT BOX

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 Policies to promote a great pedestrian and bicycle environment for all include:

- 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) To 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.

POLICY 8.2.2 Policies related to parking design include:

- a) Establish parking standards that rely on 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.

8 URBAN DESIGN & LAND USE GOALS & POLICIES

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 Policies to enhance integration of the urban and natural environment include:

a) Maintain landscaping design standards that 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.

CALL OUT BOX

- c) Allow for vertical landscaping or green roofs to substitute for ground landscaping in situations where sites are constrained and there is a public benefit associated with the project
- 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 Policies for the design of public spaces include:

- 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 multi-season seating in public spaces where people are intended to gather. Areas of public seating should have access to direct sunlight and shade as well as options for rain protection.

POLICY 8.2.5 Policies to promote community character include:

- a) Limit the size and 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 green buildings through a program that allows extra building height with the development of a green building.
- d) Ensure that policies and codes related to urban design are consistently and regularly enforced.

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

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 Expand incentives and refine development standards that help 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.



CALL OUT BOX

c) Consider the use of vertical housing tax abatements and other financial tools to encourage development in Neighborhood Hubs

d) Improve housing affordability

e) 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 Require that comprehensive plan amendment applications to medium density residential, high density residential, and mixed-use residential consider walkability, access to frequent transit service, and proximity to parks, schools and commercial services.

9 PARKS & RECREATION BACKGROUND SUMMARY

CONTEXT

The City of 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.” The City of 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 program throughout the district.

Historically, the City has developed park master plans for individual parks in Milwaukie and adopted those plans as ancillary documents to the Comprehensive Plan. This approach has been found to lack 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.

KEY ISSUES

The following issues related to Parks and Recreation and Statewide Planning Goal 8 were identified and addressed through the City's 2019 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** – The manner in which parks have historically been regulated in Milwaukie poses a challenge to parks planning. Master plans for each park are 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.

- **Kellogg Water 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. Elk Rock Island Park and Natural Area and Spring Park Natural Area are also key assets on the river.



Photo: Mark Gamba

Dogwood Park

9 PARKS & RECREATION

GOALS & POLICIES

OVERARCHING SECTION GOAL

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

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

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



CALL OUT BOX

- 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.

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** Expansion and/or redevelopment of parks and new recreation opportunities shall be tailored towards the needs and abilities of diverse communities.
- POLICY 9.2.2** Pursue solar power and other forms of renewable energy with updates to and expansions of existing parks and recreation opportunities and the creation of new parks and recreation opportunities.
- POLICY 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.
- 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.

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, which 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. The City owns and maintains approximately 75 miles of wastewater sewer lines, 1,600 manholes, and five sewage pumping stations, 112 miles of water lines, and five water wells, and three water storage tanks. In addition, the City owns and operates a variety of other public facilities, including City Hall, 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).

KEY ISSUES

The following issues related to Public Facilities and Services were identified and addressed through the City's 2019 Comprehensive Plan update:

- **Threats to Milwaukie's Water Source** - As the City of 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 Bennet

City of Milwaukie Public Works
Employees

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.

CALL OUT BOX

- 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 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 in 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 appraisal.

POLICY 10.3.3 Encourage alternative distributive 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). Encourage capacity expansion through water conservation and the use of pre-treatment by heavy users.

CALL OUT BOX

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, and the possible acquisition of the plant by the City.

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, 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 drainageways 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 Milwaukee waterways.

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

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 Milwaukee 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.

CALL OUT BOX

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.

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 transportation corridors.

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 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 a 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.

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.

CALL OUT BOX

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 renewable energy to fully meet the community's energy demand.

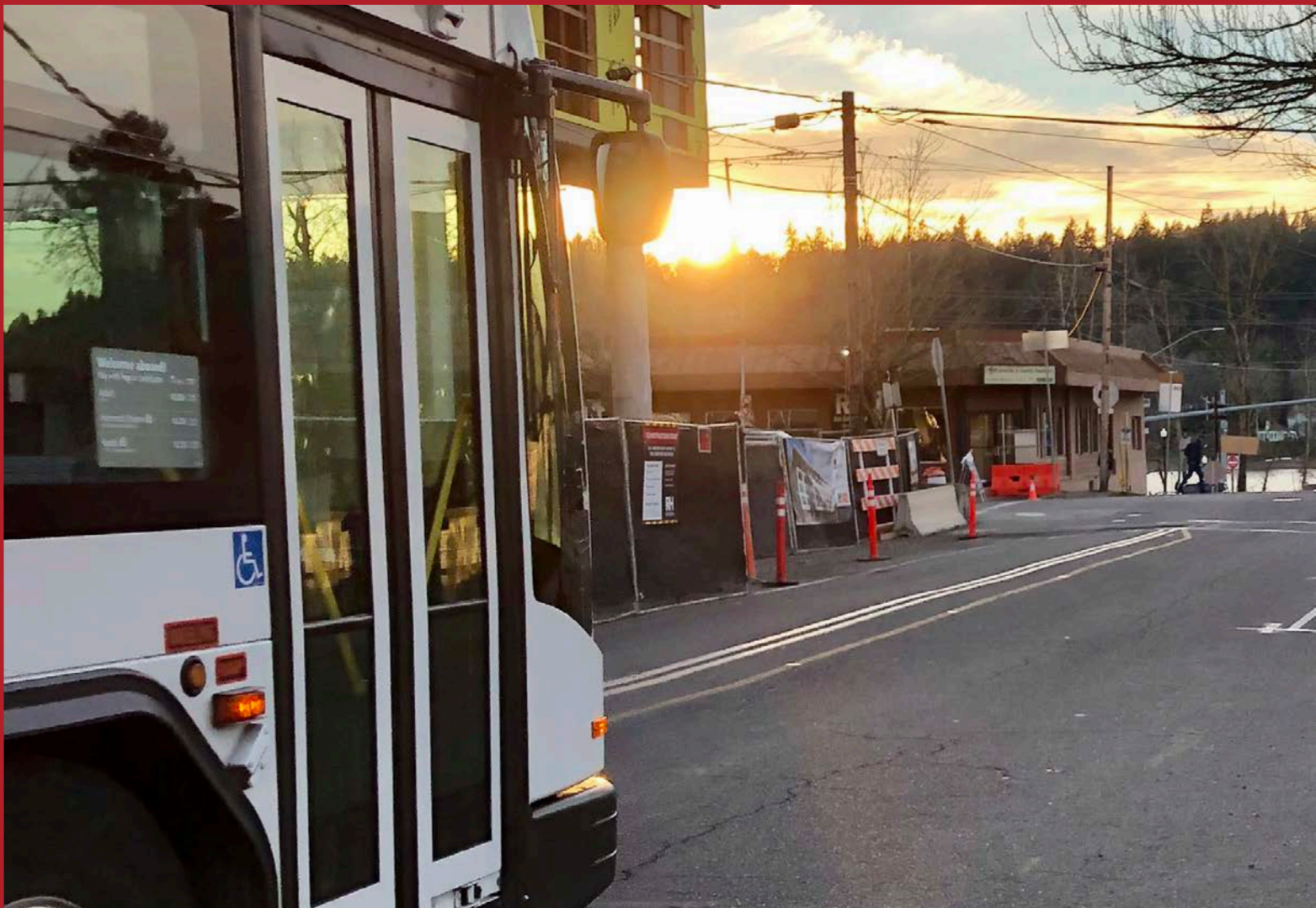
POLICY 10.9.3 Encourage the provision of electric vehicle charging stations in appropriate locations.

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 Promote and prioritize renewable energy production and use.

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



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 in a sustained yet fiscally responsible manner.

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



Photo: Hamid Shibata Bennet

11 ECONOMIC DEVELOPMENT BACKGROUND SUMMARY

CONTEXT

The City of 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. 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, called 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." The City of 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 North Milwaukie Innovation Area, 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 2019 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 housing prices increasing 50% between 2013 and 2019 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.
- **Inflow/Outflow of Jobs** – The City of Milwaukie has a significant employment base, with a very high “jobs/housing” balance compared to other similar 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 in the city, 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) for the employment areas outside of Downtown Milwaukie.



Photo:
Sebrina Mottensen

Industrial Use in the North Milwaukie
Innovation Area

- 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, low carbon and renewable energy, and active transportation.

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.

11 ECONOMIC DEVELOPMENT GOALS & POLICIES

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.



CALL OUT BOX

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 the City of 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 7-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%.

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 2019.



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, the City of 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, 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.

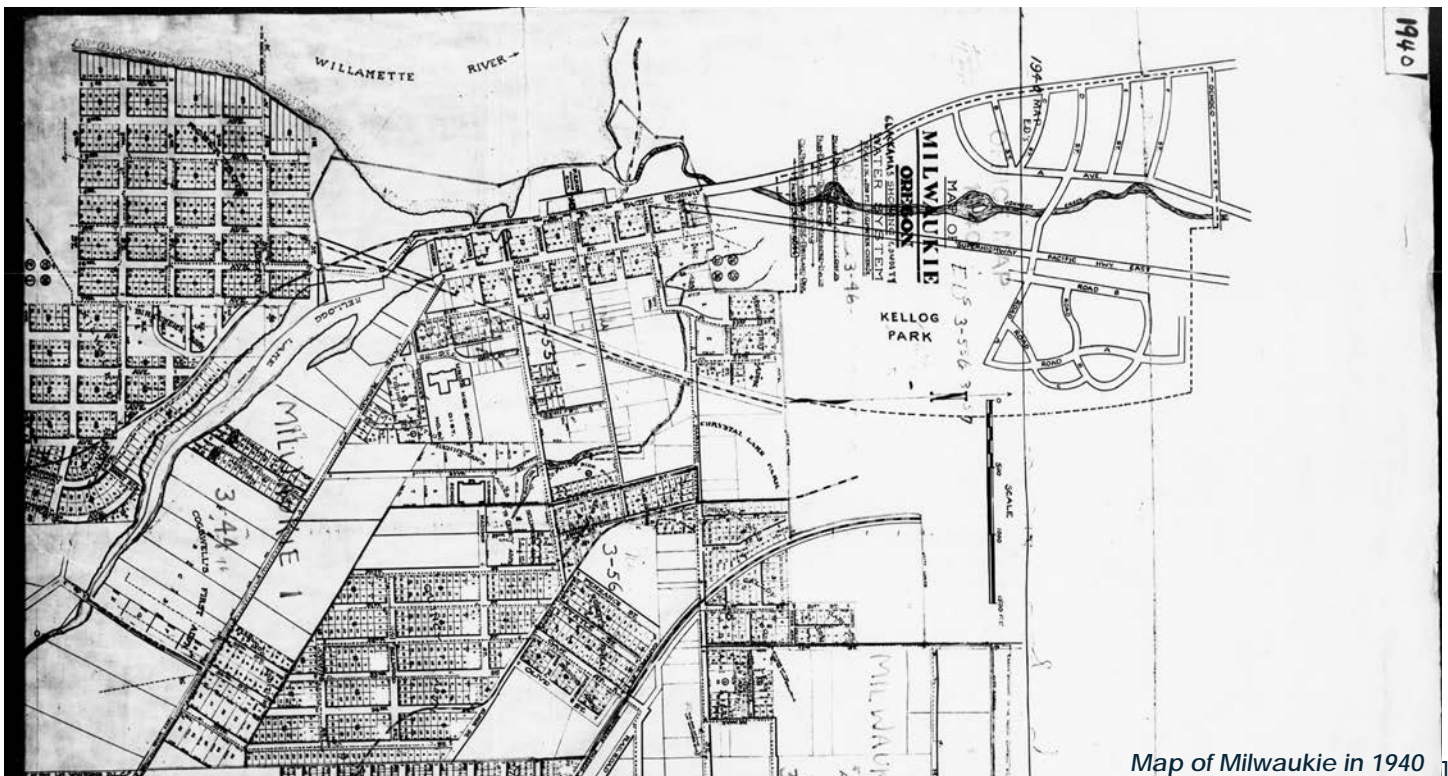
Annexations

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. The City of 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 XX) 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 2019 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 the 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 ultimately be served by City water and



12 URBAN GROWTH MANAGEMENT BACKGROUND SUMMARY

sewer service, keeping much of it served by County special service districts, and 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 Clackamas County to amend the UGMA to provide a more active role for the City in planning for growth in the Milwaukie Planning Area (MPA).

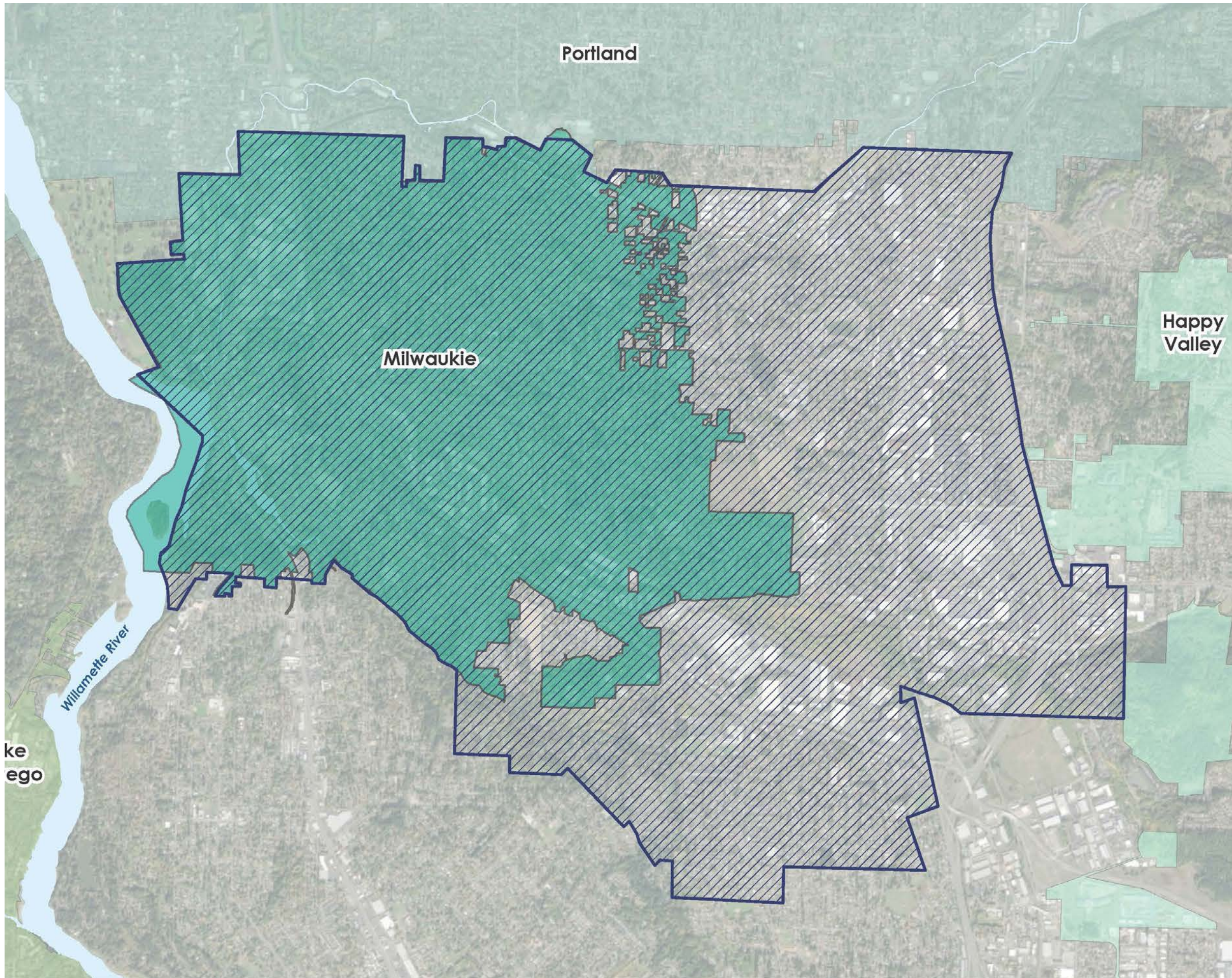
and responsibilities related to the review of plans and development applications within the MPA.

- **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

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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

12 URBAN GROWTH MANAGEMENT GOALS & POLICIES

OVERARCHING SECTION GOAL

XX
XX

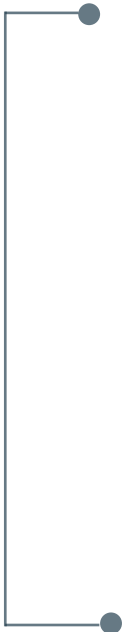
GOAL 12.1 - REGIONAL COORDINATION

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 the City of 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.

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 The UGMA shall clearly acknowledge 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 to the City of 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 respect Milwaukie's community identity and maintain levels of service for current Milwaukie residents.

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.

CALL OUT BOX

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** Unless created in partnership with the City, oppose any new special service district or the expansion of a special service district within the MPA.

- POLICY 12.5.3** Unless established through an intergovernmental agreement, oppose efforts by another City to provide urban services within the MPA.

- POLICY 12.5.4** While implementing the community vision to create a highly livable city, seek cost-effective means of providing urban service to properties within the MPA.

- 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.

GOAL 12.6 - URBAN FORM

Ensure that the City of Milwaukie (City) 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 underutilize 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.

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 2019 plan adoption. Work on the updated TSP is expected to commence in 2020, 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.

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

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

13 TRANSPORTATION



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 hubs 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.

Climate adaptation

Actions and efforts directed to increasing community and operational functionality and resiliency to extreme events or during prolonged economic, environmental and social system changes due to climate change.

Climate change

A continuous and evolving long-term change in average weather patterns.

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. (Portland BES modified)

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. (LO CP)

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. (LO CP)

Equity/equitable

When everyone has access to the opportunities necessary to satisfy their essential needs, advance their well-being, and achieve their full potential.

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 percent 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 discuss 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.

Historic and cultural resources

Sites, structures, districts, objects,

and buildings within the City that reflect the City’s unique architectural, archaeological, and historical heritage.

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 the lot or otherwise increasing its 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.

Intergovernmental agreement

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”. (Portland CP)

- Middle housing: Housing types that fall between detached single-family residences and large multifamily residential developments, including duplexes, triplexes, quadplexes, row houses, cottage clusters, and garden apartments.

- 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. (LO CP)
- 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 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.

- Renewable energy: Energy sources that can be used repeatedly because they are replenished naturally. Examples include solar, wind, biomass, geothermal, and hydropower.
- 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. (Beaverton CP modified)
- 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

Introduction

Land Use Categories

Community & Culture

Stewardship & Resiliency

Complete Neighborhoods

Economic Development & Growth

Transportation

Glossary

Appendices

Ancillary Documents

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 currently do not have equitable resources, access to infrastructure, healthy environments, housing choice, 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 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 another 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.