



Work Session

WS

Milwaukie City Council



MINUTES
MILWAUKIE CITY COUNCIL
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WORK SESSION
DECEMBER 15, 2015
City Hall Conference Room

Mayor Gamba called the Work Session to order at 4:00 p.m.

Council Present: Council President Lisa Batey and Councilors Scott Churchill (arrived at 4:21pm), Wilda Parks, and Karin Power

Staff Present: City Recorder Pat DuVal, Assistant to the City Manager Mitch Nieman, Library Director Katie Newell, Planning Director Denny Egner, Senior Planner Li Alligood, Engineering Director Chuck Eaton, and Community Development Director Alma Flores

Library Services Expansion Task Force (LSETF) Survey Update

Ben Patinkin from Patinkin Research and **Mike Selvaggio** from ProspectPDX gave background information on the online survey. They received qualitative data from 759 library users. The survey was available online from October 16th to October 20th 2015. A lot of open-ended questions resulted in detailed responses. The majority of survey respondents had access to a library card, only 2 percent did not. In addition to checking out items, many respondents went to the library for children's activities, adult learning programs and digital media.

Council President Batey commented that if the data results were extrapolated over the entire population of Milwaukie, the adult learning programs statistic, for example, was not as significantly valid.

Mr. Patinkin agreed, but noted that it was significant to have so many attending those programs. He continued explaining the results of how often respondents used the library, perceived the library, and what they liked most about the Ledding Library. The vast majority of respondents used the library often, and especially liked the location, books, staff, and children's library.

Council President Batey noted that on the graphic Mr. Patinkin showed, multiple types of children's services were mentioned. She suggested that if they were merged together, it may be one of the top items that respondents liked about the library.

Mr. Patinkin shared quotes from respondents, and noted that the top 3 items that were working well at the library were programs, the location, and book availability. He discussed the generational impact the library has had on people; the library has been a positive impact on the community. Mr. Patinkin showed that 75% of the respondents believed the library met the needs of the community. For the 8% that indicated the library was not meeting the needs, many people had concerns about space. Respondents noted that the library could be larger, have meeting spaces, and be newer. Mr. Patinkin reported that for a question regarding the general concerns of the library as a whole, the answers went to space; **the library's overall size was too small and crowded**. Parking was also a concern, especially when there were programs, and computer terminals were often full and felt crowded.

Councilor Power discussed the most recent design iteration which included a larger building at a more affordable price tag, but noted that specifics had not been laid out.

Mr. Patinkin reported on what respondents thought could be improved: more space, open more hours, better physical access to the collection and better parking. About 53% of the respondents said the building was at least in good condition. Mr. Patinkin discussed the impact of the results, noting many were not sure about the building

condition, and discussed the need to have more education about the general condition of the building in order to have better renovation discussions. He discussed the age range of the respondents.

Mr. Patinkin discussed that over the next few months the library would be engaging with the community in order to better understand the priorities regarding services. The library received 389 email addresses which could be used to provide the public with updates about the project, provide education, and potentially reach out for volunteers.

Council President Batey asked how many surveys were on paper versus online. **Ms. Newell** said surveys were handed out at programs and several hundred were paper.

Councilor Power explained that the reason Council was going forward on this was because they heard in the goal setting process that people wanted library expansion. But the strong community voice did not translate in the qualitative data.

Mr. Patinkin discussed the importance to see if there was a robust support to move forward. **Mr. Selvaggio** commented on the goal setting demographic versus the qualitative study respondents. He said that when digging into the specifics, people more readily acknowledged the needs. Those using the library trusted it, and when City Council decides on specifics, there would be built-in confidence for what the library does and can do.

Council President Batey discussed the possibility of some people not wanting to speak poorly of the library. Also, when comparing the survey to the goal setting, neither case was a scientific cross section of Milwaukie. **Councilor Churchill** noted that any poll could have those for and against it; surveys can go both ways.

Mr. Patinkin received emails and talked with members of the community and obtained a lot of good information that needed to be confirmed in a scientific setting. Mr. Patinkin and his team budgeted for a quantitative survey of 400 responses of likely voters. It still needed to be decided when the survey would go out.

The group discussed the primaries and what other measures might be on the ballot.

Mr. Selvaggio discussed next steps and noted that his team would shift gears to a more direct outreach and go out to a broad cross section of stakeholders. It was important to make sure Council had all the best information when making a decision. He discussed the outreach plan moving forward.

Councilor Power noted the LSETF was willing to help.

Mr. Patinkin discussed the formation of the quantitative survey and what it hoped to accomplish, specifically to help make the case for a library expansion bond.

Council President Batey noted that the results showed they should not be talking about expansion so much as preservation and modernization. She discussed the risk of overselling the expansion aspect in relation to the other improvement needs.

Mr. Patinkin noted the survey would be able to check out price sensitivity. He discussed looking at three tiers to put a dollar figure on it. The survey would also be designed to test words like "expansion" to describe what the community wanted to do for the facility. He discussed how the survey might say there was not an appetite for expansion. **Ms. Newell** added that they hoped the poll would provide direction of how quickly and when to move.

Councilor Power understood that Council would be able to see the questions, but not edit them, due to the need for the questions to remain neutral.

Council President Batey wanted the results to be made publicly available.

Mr. Patinkin confirmed that personal information would be kept confidential. The results should be completed prior to the end of January.

Councilor Power would share the talking points about how to talk about the process.

Comprehensive Plan Update

Ms. Alligood introduced the topic and provided background information. The Comprehensive Plan was outdated and needed updating.

Councilor Churchill asked about the data sources. The group discussed the data sources that were used to guide policy development.

Ms. Alligood explained the 3 applicable regulations when changing the Comprehensive Plan. Staff was seeking Council direction on the scope and timeline of the update. She outlined three potential approaches, listing the advantages and disadvantages as well as the timelines and staff time needed. She also discussed the visioning process that could go along with a Comprehensive Plan update.

Mr. Egner explained the City of Lake Oswego's Comprehensive Plan update process, and explained that their visioning process took a year. He also discussed future grant opportunities for the City of Milwaukie.

Ms. Alligood and **Mr. Egner** explained Staff's recommendation to use the post-acknowledgement plan amendment process, which was what the City typically utilized, rather than the periodic review process.

Ms. Alligood summarized Staff's questions for Council regarding the desired timeline of the Comprehensive Plan update, the desired scope of the update, and if Council wanted Staff to explore updating the "optional" inventories.

Council President Batey reacted that the visioning process should take 6 months rather than a year. The current vision statement was not bad and could be built upon.

Councilor Parks agreed that pieces of the current vision statement could serve as the foundation for developing a new version. She thought 6 – 8 months was more accurate than a year. Her basic thought was that creating a new Comprehensive Plan with a Vision Statement should take 3 years. A visioning process was important to see if certain areas still resonated with the community, so while it was like starting over, the bones of the current Vision could be utilized. Regarding the optional inventories, she discussed that open spaces and natural resources were very important in Milwaukie.

Ms. Alligood added that the Natural Resources update was completed fairly recently. Historic Resources would take some time. **Mayor Gamba** expressed interest in the Natural Hazard inventory.

Mr. Egner explained that not every inventory needed to be adopted at the same time. He suggested updating the basic part of the Comprehensive Plan, and then adjusting the other pieces. The main core of the Plan could be updated, setting up the framework to then plug other elements into a work plan. He clarified that the optional pieces were not standalones, but all refinements to what the City already had.

Council President Batey commented that Historic Resources was a big lift, but Natural Hazards not so much. She did not think Historic was the most pressing, but noted that the current list was not inclusive. She was concerned about the issue of teardowns and suggested a demolition permit for buildings constructed prior to 1950.

Mayor Gamba noted that people could not be forced people to participate. **Ms. Alligood** felt it would be a very controversial process and people were not likely to want to participate. She discussed the current inventory and noted that a citywide inventory would be a major undertaking.

Mr. Egner suggested public outreach and education related to preservation. He discussed the active outreach in Lake Oswego; noting it was public, not Staff, driven.

Councilor Power discussed signage of historic buildings and the improvements that could be made. **Councilor Parks** agreed, noting signs could also be related to wayfinding.

Mayor Gamba liked Mr. Egner's idea of having the historic preservation on a 5 year timeline, since it was less intrinsic to planning the future. **Councilor Power** discussed the importance of accomplishing this sooner than 5 years. She discussed adding visibility to older houses and was worried about houses being demolished.

Ms. Flores discussed accomplishing historic preservation in 2 different approaches. One approach involved having it a part of the Housing and Economy sections, with the Economy section including the Historic Perseveration Main Street model, and the Residential Historic areas a part of the Housing section. Another approach was to implement it along the way after the Comprehensive Plan process, utilizing action items like wayfinding signs and showcasing the areas and houses.

Councilor Churchill did not wish to ignore the urban growth boundary. The group discussed the Urban Growth Management Agreement (UGMA). **Ms. Flores** explained that the Housing Needs Analysis did not ignore the UGMA, and said Clackamas County was doing an analysis as well.

Councilor Churchill commented on a graphic shown earlier which stated King Road was the second Main Street, and he discussed how it was developing. **Mr. Egner** acknowledged that specific graphic showing King Road did not make sense.

Councilor Power was for the Comprehensive Plan approach #3, with a quicker visioning process. **Ms. Alligood** stated it would take an absolute minimum of 3 years, with the project starting in 2016.

Mr. Nieman understood Council's responses to the Staff questions were: a 3 year timeline for the Comprehensive Plan update; approach #3, a vision and comprehensive scope; and Staff to explore updating the Natural Hazards and Historic Resources.

Councilor Churchill was not bound to a 3 year limit; he did not want to do it poorly just to fit into the timeline. He commented on the importance of the citizen outreach process. **Ms. Alligood** added that the 3 year timeline was aggressive, and may take longer. **Councilor Churchill** would support approach #3 as long as it included looking at the UGMA, as that was the viable tax base increase and revenue source.

Mayor Gamba commented on annexation related to the Comprehensive Plan. **Ms. Alligood** said the policies in the Plan could consider future opportunities in the area.

Ms. Alligood understood the group mentioned the natural resources and hazards inventories. **Mayor Gamba** discussed Natural Hazards and the future of more dramatic 100 year events. **Ms. Alligood** would get back to Council regarding that timeline.

It was group consensus to push Open Spaces and Historic Resources out to 5 years. The group discussed open spaces in the City.

Mr. Egner summarized that Staff would come back to Council with a work plan and a visioning process plan in mid-January. The Housing Needs Analysis will move forward.

Riverfront Park Bridge Storm Damage Update

Mr. Nieman introduced the topic. Several areas of Riverfront Park had been compromised due to the heavy rains, specifically affecting the bridge which is the entrance into the park from the Kellogg Treatment Plant.

Mr. Eaton discussed the serious undermining on the southern approach of the bridge. Oregon Department of Transportation (ODOT) engineers inspected the bridge and found a 6 feet by 14 feet void under the structure. The structural integrity of the impact panel had been compromised. He explained the background of the City-owned bridge. ODOT confirmed the bridge was in danger of collapsing and should be closed to any traffic. The soil under the bridge was loose. He commented on pedestrian traffic and the risk of a fall related to the lack of a railing. **Mr. Nieman** said the bridge could be fenced off if Council wished.

Council was in favor of fencing the area for pedestrians.

Mr. Eaton discussed the bridge repair challenges. Staff was working on the assumption that Council wanted it open as soon as possible, as it was the only access between the two parts of the park, and the closure of the bridge was effectively closing the boat ramp. He estimated it would cost \$50,000 – \$100,000 to repair the bridge. The Department of State Lands (DSL) did not give the City an exemption to do work in the water. The City was getting Geotech on board to help analyze the situation.

Mr. Eaton explained he was putting \$100,000 into the budget forecast to get repairs completed, and would then continue to work expeditiously to get the bridge open. Right now the line item was coming out of the Community Development fund and could roll into the supplemental budget. He hoped a permanent fix could be completed outside the water. **Councilor Churchill** understood the cost could likely increase. **Mr. Eaton** was trying to be conservative and said it would be a matter of building as it goes, and said the scope could increase. Getting Geotech on board to look at the soil stability was important and a construction engineer would likely need to be involved as well.

Mr. Nieman discussed public access to the park. As Staff puts together a public relations plan, the current thought was to close the park to vehicular traffic in order to discourage drivers from entering the park through the exit. He discussed briefing committees and other agencies involved.

Councilor Power said the City should issue a press release stating that flood damage caused the closure, and send it out to the neighborhoods, boards, commissions, and committees, as well as the media. She discussed the need for barriers and signs that explain the closure related to structural problems.

It was Council consensus to issue a press release.

Mr. Eaton commented on the need to provide some park access for the North Clackamas Parks and Recreation District (NCPRD) to remove debris.

Councilor Power reiterated the importance of informing people about both the dangerous situation and alternative pedestrian access to the park.

Mr. Eaton stated it would likely be closed for 2 months for the short term fix. He would prefer to do a long term repair to avoid fixing the bridge twice, but would know more at the end of January after Geotech looked at it.

Mayor Gamba asked if the park design had to do with this issue. **Mr. Eaton** replied that the only thing that had been done was blackberry removal, which was a requirement. He added that the City was applying for disaster relief funds.

Mr. Nieman commented on NCPRD's work removing the logs against the boat ramp.

Mayor Gamba adjourned the Work Session at 6:00 p.m.

Respectfully submitted,



Amy Aschenbrenner, Administrative Specialist II

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Memorandum

To: City Council
From: Alma Flores, Community Development Director
CC: Bill Monahan, City Manager
Date: December 14, 2015
Re: Community Development Department Projects - City Council Update for December 15, 2015, Work Session

Community Development/Economic Development

- **Triangle Site RFQ for a Food Cart Pod**
- City Block 14 and Cash Spot sites
- Urban Renewal Planning
- Economic Opportunities Analysis/ED Strategy
- Partnerships
- Grants
- **Tools and Incentives/Business Workshops**
- Parklets
- **Wayfinding Systems Plan--Downtown**

Engineering

- **Riverfront Park**
- **17th Avenue Multi-Use Trail**
- Stanley Avenue Stormwater

Planning

- **Land Use and Development Review**
- Annexations
- Monroe Street Neighborhood Greenway
- **19th Avenue & Sparrow Street Greenway**
- Miscellaneous

Building

- **IGA**

Community Development/Economic Development

Triangle Site RFQ for a Food Cart Pod

- The final details of the RFQ are being put together. We hope to send this out by December 18, 2015.

Tools and Incentives/Business Workshops

- Held City Sponsored/ MercyCorp NW for a Small Business workshop on December 9 from 7:30-9 a.m. at the Pond House. We had over 14 people attend from existing small business owners in Milwaukie and SE Portland wanting to expand or learn about opportunities to folks looking to start a small business. Our prize goes to a couple who drove on that blustery day from Eugene, OR. A 6-week Business Fundamentals class will start in Milwaukie on February 25 from 5-8 pm. At City Hall and the Pond House. More information will be made available online and through email. The cost of the class will be \$175; the first 10 city of Milwaukie residents could receive a grant of \$25 toward the class.

Wayfinding Systems Plan

- An effective wayfinding system will increase the attractiveness of the City by helping visitors navigate efficiently to area destinations and amenities, create positive perceptions, and define a thematic and coherent district. The Community Development department sent the request for qualifications to 4 firms for consideration.

Engineering

Riverfront Park

- The recent rains have damaged portions of Riverfront Park, both new and existing areas. The roadway connecting the north and south parking lots across the existing bridge has been undermined by the high flows of Kellogg Creek. Currently we have the road closed to both Pedestrians and Vehicles which effectively closes the north end of the park. With the park closure the restrooms have also been closed. Pedestrians utilizing the park are to use the path next to the highway until the bridge reopens. Unfortunately, the road may be closed for some time as work to restore the roadway is performed.

17th Avenue Multi-Use Trail

- The last portion of waterline relocation to make way for the trail construction will begin in January, with construction anticipated during January and February. The work will involve the intersection of 224 and 17th and a portion of 17th near Milport.

Planning

Land Use and Development Review

- City Council:
 - December 15 – Moving Forward Milwaukie: The Council will consider the second reading of the ordinance for the Central Milwaukie amendments and will reopen the public hearing for the Neighborhood Main Street amendments presented in file #ZA-2015-002.
 - December 15 – Council worksession on a planned Comprehensive Plan update. Key questions include the process and scope of the update.
- Planning Commission:
 - No public hearings scheduled until January 2016.
- Land Use Applications¹:
 - Application for 2-lot partition on Rockwood St (at 44th Ct) submitted on November 18 and in completeness review. Includes Type III variance request for lot depth standard.
 - Application for 3-lot partition on King Rd deemed complete on December 3 and referred to the Lewelling and Hector-Campbell NDAs for comment. Includes Type III variance request for lot width standard.

19th Avenue & Sparrow Street Neighborhood Greenway

- Special neighborhood meeting to discuss the Sparrow Street design is scheduled for Monday, December 14. Staff will return to Council with an update on the preferred designs at its January 19 work session.

Building

- A mutual intergovernmental agreement with Clackamas County will be on the consent agenda for the regular session on December 15th. This improved agreement allows Milwaukie to provide services for Clackamas County as well as Clackamas County helping out Milwaukie. The agreement also addresses Milwaukie acquiring the administration of the electrical program so that all permits will now be obtained through the Milwaukie office for better customer service for our residence.

¹ Only those land use applications requiring public notice are listed here.

Perceptions of the City of Milwaukie's Leading Library



**PATINKIN
RESEARCH
STRATEGIES**



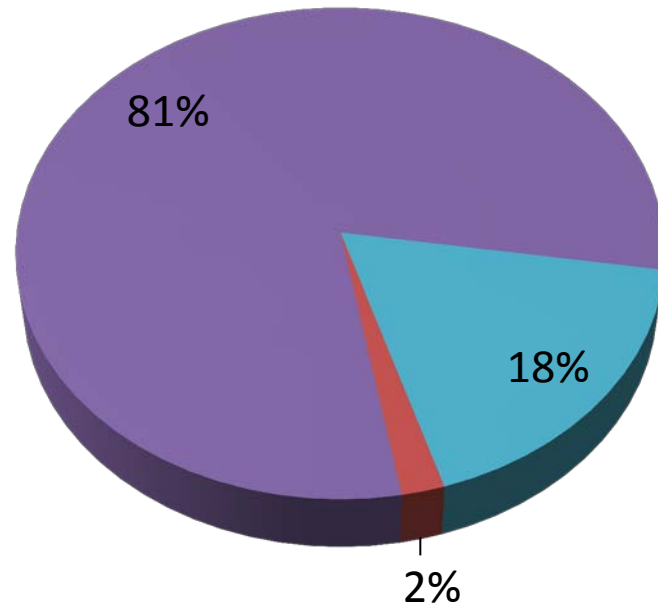
- **A survey of 759 library users in the City of Milwaukie was conducted online via Survey Monkey.**
- **The online survey was conducted from October 16th through November 20th, 2015.**
- **Survey respondents were gleaned from personal email appeals, a written survey available at the library, City and library email lists, and links provided on the City and library web pages.**
- **Verbatim responses are used throughout this report.**
- **Because this is qualitative data, it is not statistically representative of all residents and cannot be projected onto Milwaukie residents as a whole.**



The Lay of the Land



Most survey respondents personally have a library card



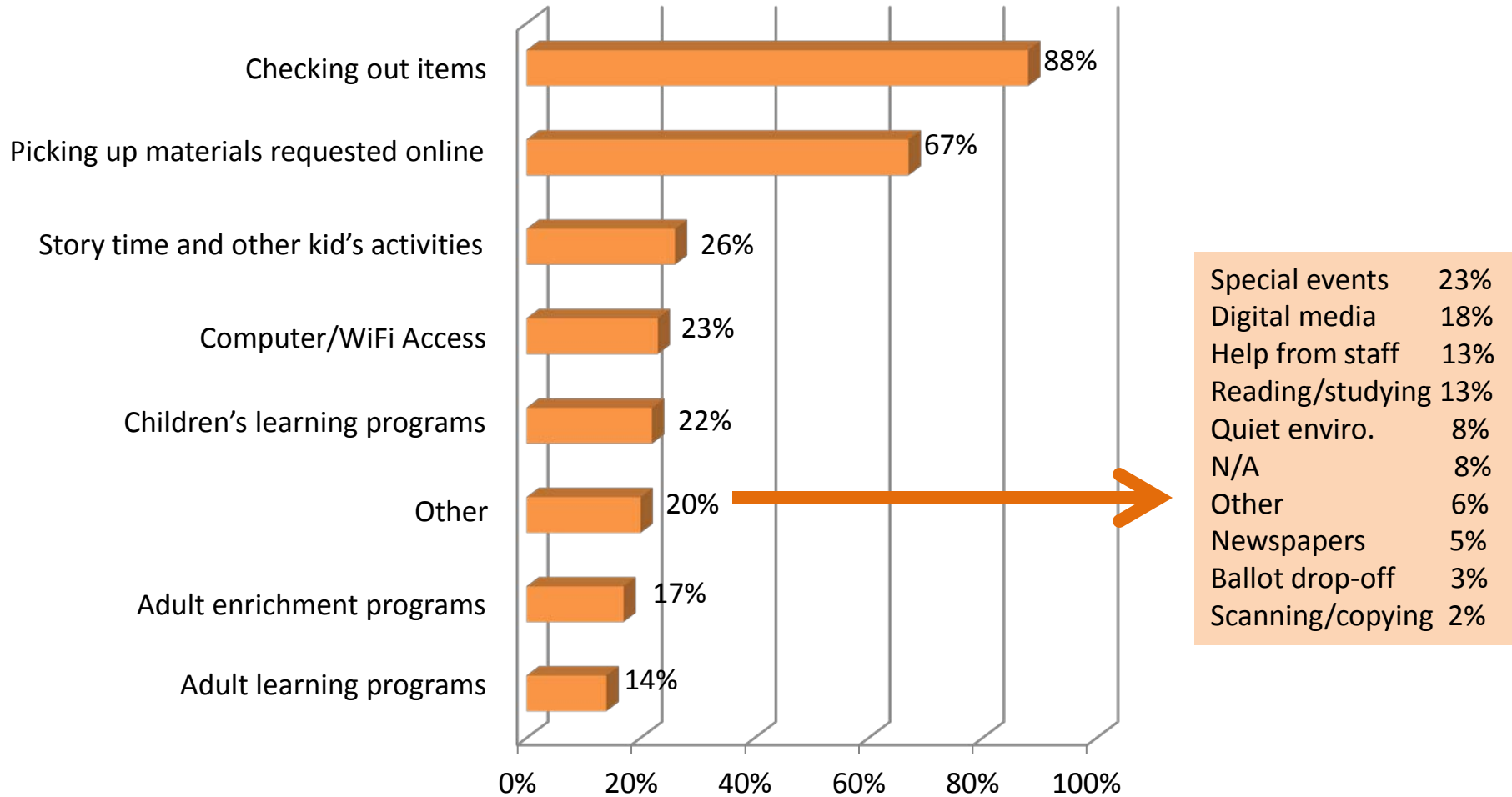
- Yes, self
- Yes, another member of the household
- No

Do you or does anyone in your household have a library card?

Most respondents go to the library to check out items or pick up materials requested online



This said, a large number use the library for other purposes as well.



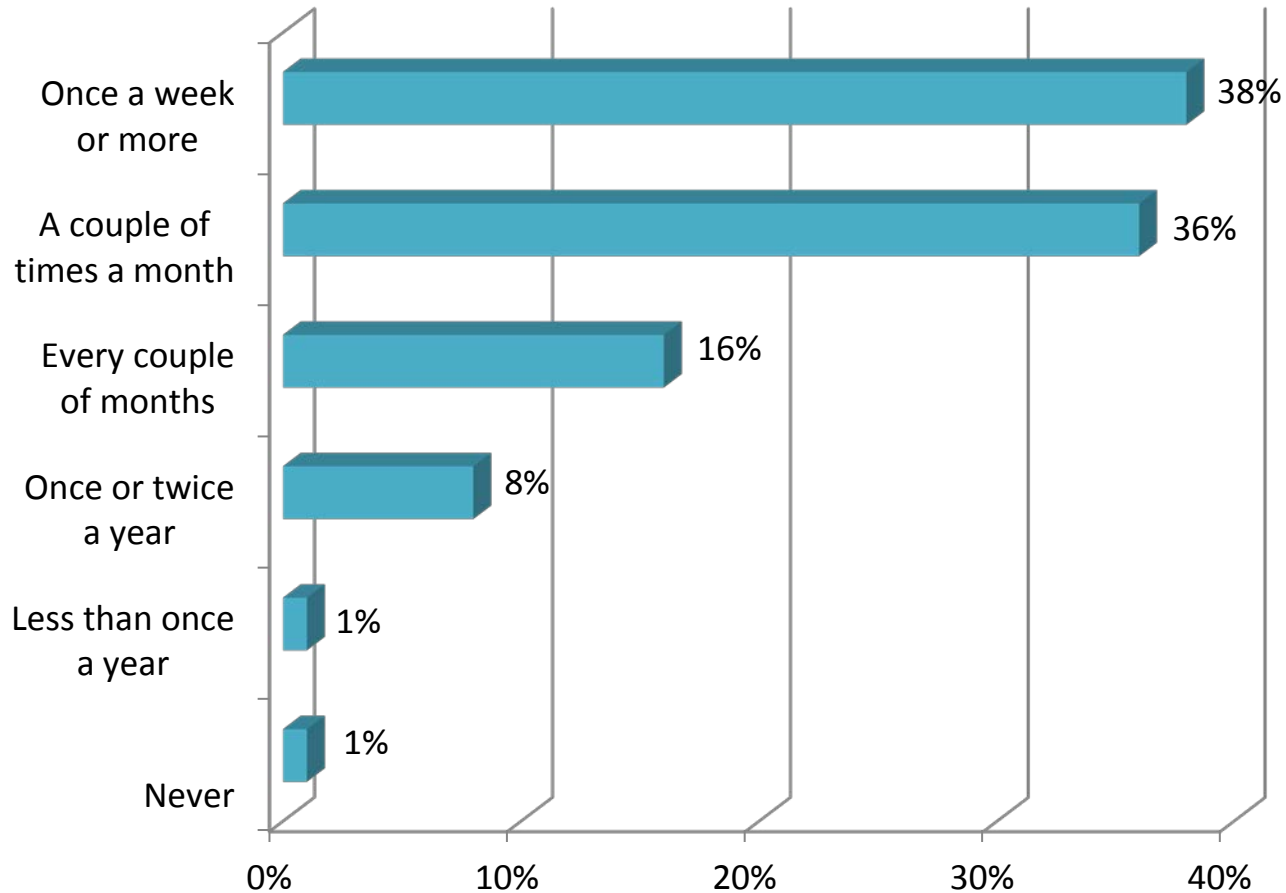
Which programs or services, if any, do you typically use at the Ledding Library?

Note: Multiple answers allowed.

These residents are big library users



Over two-thirds visit the library at least a couple of times a month.



How often do you visit the Ledding Library in Milwaukie?



Perceptions of the Library



Respondents like the location, staff, selection of books and kids oriented activities and programs



Children's Section **Setting** Comfortable Pond Good Hours
Children's Area Friendly People **Kids**
Close to Home Convenient **Staff** Items
Location Employees **Books**
Proximity **Children's Library** Story
Community Programs Layout **Place** Quiet **Librarians**

- ❑ “The location has a serene atmosphere with the trees, plants, flowing water behind the library.”
- ❑ “Access to a large selection of books both from the library and from the request system.”
- ❑ “The convenience of being in the old town and part of the walkable town environment. Also, the staff is so friendly and helpful.”

What do you like most about the Ledding Library?

What's working well for the library:



✓ Programs (mentioned 146 times)

"I love the programs , and keep meaning to take part in more of the adult programs."

"The programs are fantastic and serve a wide demographic."

"The programs are varied and of high quality - even more would be great."

✓ Location (mentioned 104 times)

"It is a charming building and location. It is so accessible."

"I like the location of the current building within the downtown area with the beautiful natural surroundings. It not only adds to the appeal of the library itself but also to the city's personality."

✓ Books (mentioned 49 times)

"We enjoy that the library almost always has a book that we want to borrow, and can find it online, have it sent over to our home library and read it, without having to go buy so many books."

When you think about the Ledding Library, what do you like about the building itself, the programs it offers, and its overall ability to serve your community?

Respondents have many personal stories to share:



Based on these responses it's clear the Ledding Library is a multigenerational institution with a deep fan base in the community.

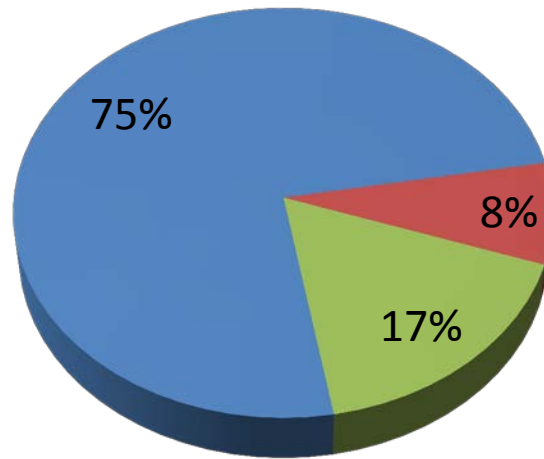
- "I've been going there since I was a child! Always did the Summer Reading program. In high-school I researched papers there. As an adult, I used it as an office for freelance work (wi-fi!). It's an essential part of Milwaukie!"
- "It was my first library. My grandparents used to take me and my siblings to check out books and feed the ducks."
- "I've been going to the Ledding Library to check out books since I was a kid! For over 30 years I have enjoyed visiting the library there."
- "When my son was 3, he got very interested in electricity and started asking questions we didn't know the answers to. We told him he should research it at the library and that a librarian could help him find the books he needed. He approached the librarian and asked her where he could find the books on electricity. She spoke so kindly and directly to him and went to great lengths to help him find what he needed while also allowing to him take ownership of his quest."
- "Staff is always kind, generous, helpful, patient. They won't go the extra mile to help, they'll go the extra city, country, and universe! After my mom and sister died, it was hard for me to get out for a while. Library was always comforting, safe, available."
- "My grandchildren love to go there. They love the children's area downstairs so much it is hard to get them to leave it."

Do you have any personal stories or experiences with the Ledding Library that you would like to share?

A majority believe the library meets the needs of the community



We have work to do creating awareness and a sense of urgency behind library needs.



■ Yes ■ No ■ Not sure

Generally speaking, do you think Milwaukie's Ledding Library meets the needs of the community?

For those who indicate it is *not meeting the needs of the community* it's all about the lack of space



Not Big Books Newer Library Public
Space Larger Needs Size Serves
Meeting Rooms Resource

- *"I'm assuming that the city will continue to grow with the addition of the light rail – the library needs to grow as well."*
- *"There is not enough space for a variety of activities and programs to take place at the same time while meeting all the needs of the community. It is my perception that many members of the library service area do not use the library because of the size limitations."*
- *"The size of the building and the lack of meeting rooms for community events and educational programs."*

What about Milwaukie's Ledding Library do you feel is not meeting the needs of the community?
Note: Only asked among those who said the library is not meeting the needs of the community [n=55].

General concerns include the library feeling “crowded” without enough space or parking



Access Internet Little Cut Location Overall Size

Funding **Books** Concerns Needs

Place **Library** Building is Too Small

Space **Parking** Not Big Crowded

Activities Traffic Room Number of People Serves

- ❑ “The size and age of the building and the inability to serve the growing population of Milwaukie and the outlying areas.”
- ❑ “I worry about space , both inside and out. Parking is very limited and inside it is becoming crowded too. This is especially true when there are programs inside.”
- ❑ “It always seems crowded at the terminals, which makes the upstairs feel congested. ”

When you think about the Ledding Library, including the building itself, the programs it offers, and its overall ability to serve your community, what concerns do you have?

Respondents would like to improve the physical space – which they feel needs to be bigger



Kids Book Drop Adult Longer Hours Needs Checkout
Reading Items Room Holds Library
Chairs Books Music Space Location
Parking Crowded Bigger Larger Building
Size Open More Hours Expand New Building

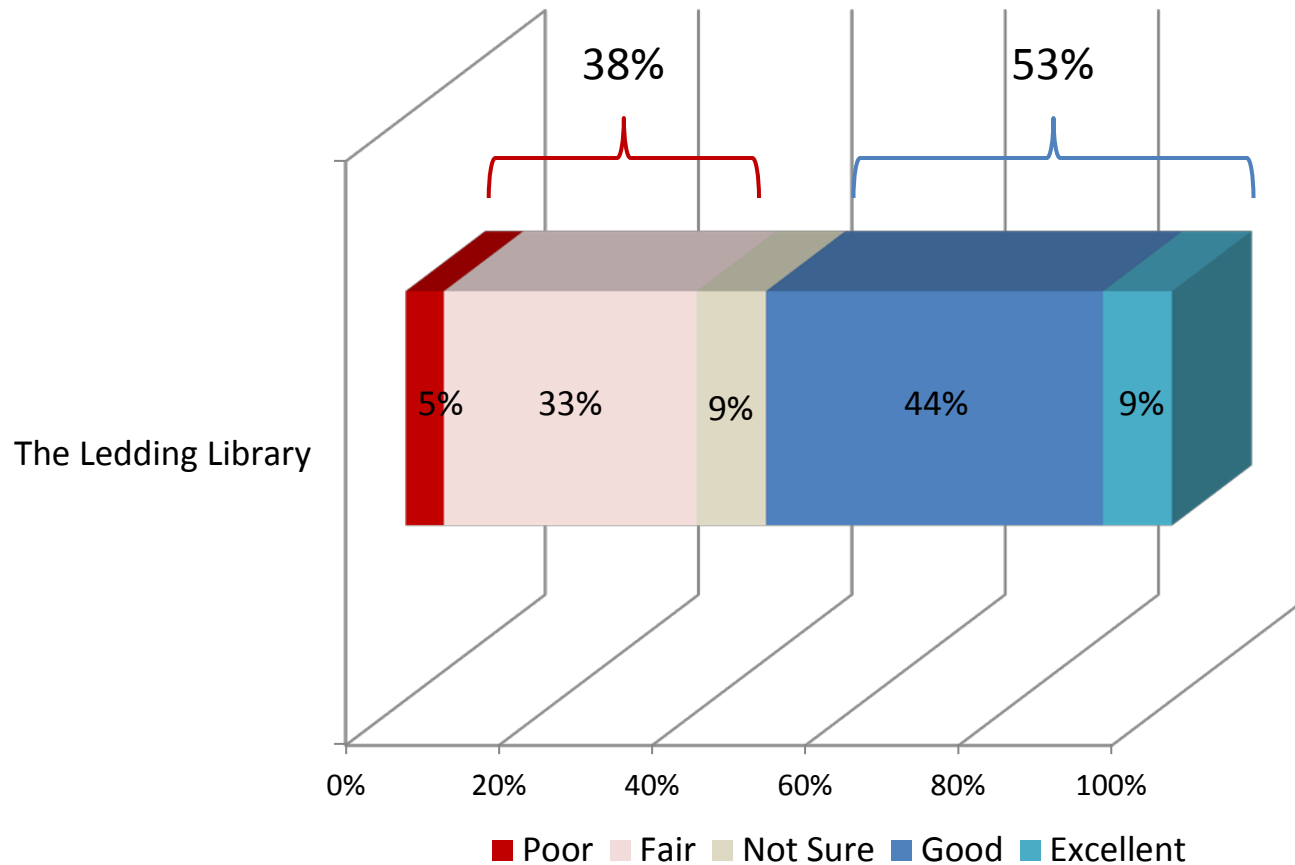
- ❑ “Enlarge it, open up spaces between departments.”
- ❑ “Better physical access to books collection. More space without tables crowded up against browsing areas.”
- ❑ “Better parking during summer months when the farmers market is open and during summer music events.”

If you could improve one thing about the Ledding Library, what would it be?

Over half have a positive impression of the library's condition



A little over one-third believe it's not in good shape. Based on these findings, it may be the library needs to make a case that focuses more on space and the additional programs and services it could provide.



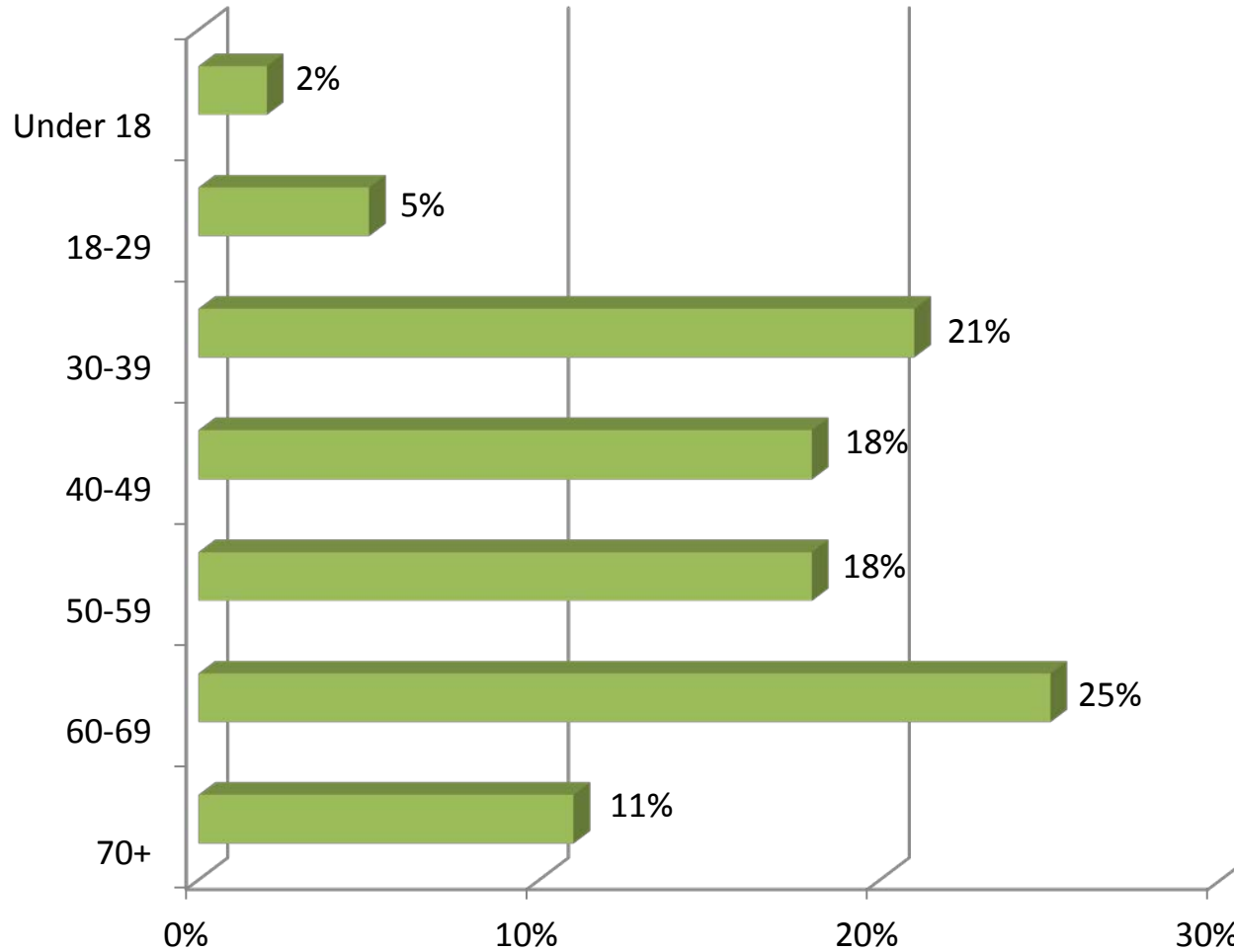
Do you think the City of Milwaukie's Ledding Library building is in excellent physical condition, good condition, fair condition, or poor physical condition?



Survey Demographics

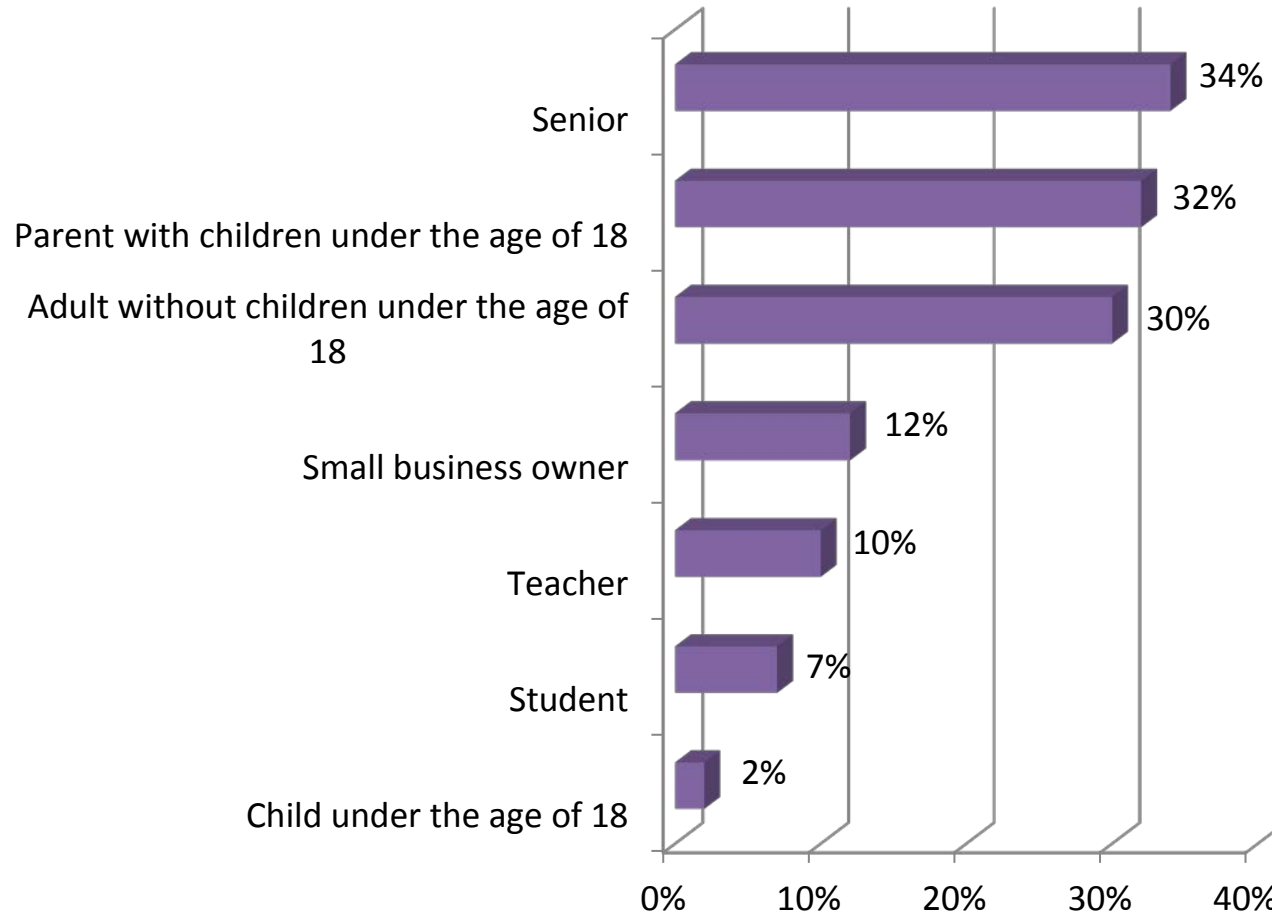


Age:



What is your age?

Self-identified descriptions:



Which of the following descriptions apply to you?

Note: Multiple answers allowed.



- We can't forget the major reason we embarked on this survey process: LIST BUILDING AND ENGAGEMENT
- As a result of this survey, we've been able to engage 759 Milwaukie residents in a conversation about their library, their concerns, their likes, and their aspirations for an institution in which they clearly find deep value.
- From these responses, we've been able to garner hundreds of heartfelt stories and anecdotes regarding the Ledding Library. The building is clearly one that has appeal for generations of Milwaukie residents and their families.
- We've solicited and received 389 email addresses that we can now use to build the foundation of a grassroots support effort for improvements to the Ledding Library.

Over the next few months, the Ledding Library will be engaging with the community in order to better understand the priorities regarding the services it provides the City of Milwaukie. As part of this process, we'd like to ask for your email address so we can keep you informed about events, meetings, and major decisions regarding the future of your library.



WS Exhibit
Dec. 15, 2015

Milwaukie Comprehensive Plan Update Briefing #1

**Presentation to Milwaukie City
Council**

**Li Alligood, Senior Planner
December 15, 2015, Worksession**

Overview

- The City's Comprehensive Plan was adopted in 1989
- Revisions since then have been minor, primarily related to adoption of ancillary documents
- Council has expressed an interest in updating the Comprehensive Plan



Background

- Comprehensive Plan is the “road map” for the future
- Written for 20-year time period
- Provides policy direction for:
 - Land use
 - Economic development
 - Transportation
 - Housing
 - Natural and historic resources



Background

- Since its adoption in 1989, it has been amended by many ancillary documents:
 - Milwaukie Vision Statement
 - Parks master plans
 - Utility master plans
 - Sub-area plans (Downtown, Tacoma Station Area, Town Center, Central Milwaukie – *pending*)



Background

- Plan consists of 2 parts:
 - Background information, or inventory
 - Housing Needs Analysis
 - Economic Opportunities Analysis
 - Buildable Land Inventory
 - Natural Resources inventory
 - Historic Resources inventory
 - Open Space inventory
 - Adopted Policy
 - Based on background information



Background

- Plan consists of 2 parts:
 - Background information, or inventory
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 - Buildable Land Inventory
 - Natural Resources inventory
 - Historic Resources inventory
 - Open Space inventory
 - Adopted Policy
 - Based on background information



Background

- Planned update is driven by many factors:
 - Population shifts
 - Demographic and economic changes
 - New transportation connections to Portland (PMLR)
 - Pressure on available land
 - Increased awareness of sustainability and resilience
 - Evolving approaches to managing urban growth



Applicable Regulations

- Statewide Planning Goals
- Metro Urban Growth Management Functional Plan
- Federal Regulations



Applicable Regulations

- Statewide Planning Goals – to be applied through an update
 - Goal 1 – Citizen Involvement
 - Goal 2 – Land Use Planning



Applicable Regulations

- Statewide Planning Goals – required for periodic review
 - Goal 9 – Economy of the State
 - Goal 10 – Housing
 - Goal 11 – Public Facilities and Services
 - Goal 12 – Transportation
 - Goal 14 – Urbanization



Applicable Regulations

- Statewide Planning Goals - optional
 - Goal 5 – Open Spaces, Scenic and Historic Areas and Natural Resources
 - Goal 6 – Air, Water and Land Resources Quality
 - Goal 7 – Natural Hazards



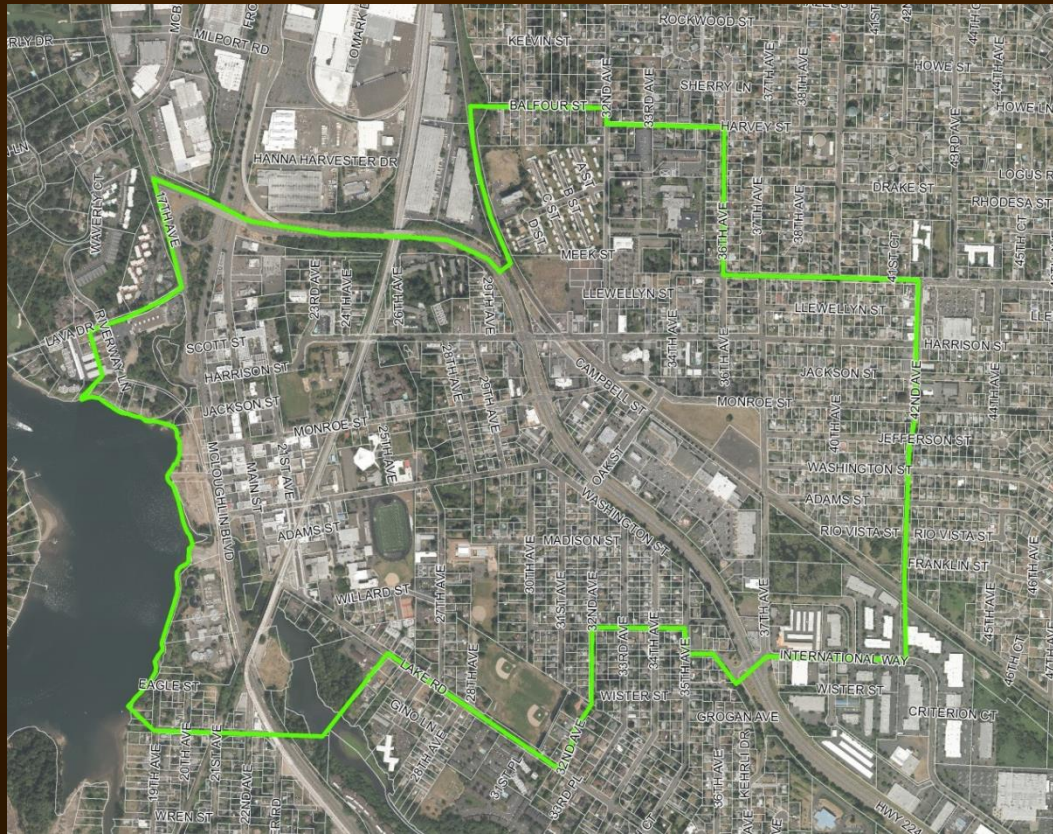
Applicable Regulations

- Metro Urban Growth Management Functional Plan
 - Milwaukie is a designated 2040 Town Center
 - Revisions must allow the Town Center area to accommodate the currently zoned capacity for employment and households
 - Milwaukie contains 2 “Main Streets”



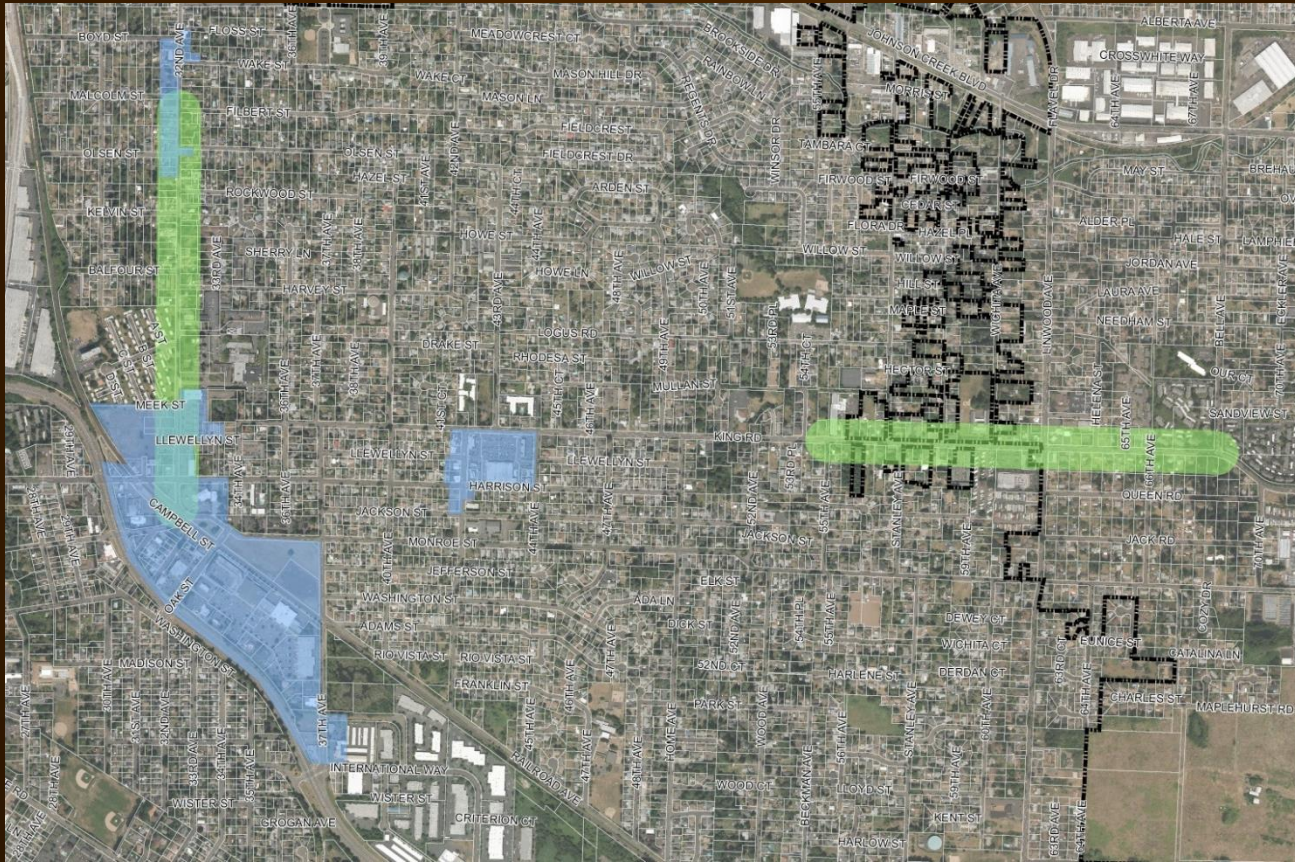
Applicable Regulations

Milwaukie Town Center Area



Applicable Regulations

2040 Main Streets and Moving Forward Milwaukie



Applicable Regulations

- Federal Regulations
 - Fair housing
 - Takings
 - Due process



Scope and Timeline

- Comp Plan update will require a great deal of staff time, public engagement, analysis, and consultant assistance
- Staff is seeking Council direction regarding the scope of the update
- Selected scope will drive the timeline



Scope and Timeline

Approach	Timeline (years)	Staff (FTE)	Advantages	Disadvantages
1. Housekeeping	1-2	1	Lower-cost and less staff commitment	Solves some problems but leaves many in place
2. Comprehensive	2.5-3	1-2	Streamlined timeline Comprehensive and integrated Allows for reorganization and redirection as needed	Assumes 1995 Milwaukie Vision Statement is still a shared vision
3. Vision + Comprehensive	3-4	2+	Establishes shared vision Inclusive Allows for significant public engagement	Longest duration (extended timeline) Most staff-intensive Highest cost



Questions

1. What is the desired timeline of the Comprehensive Plan update?
2. What is the desired scope of the update?
3. Does Council want staff to explore the additional time required to update the “optional” inventories?
 - Open Spaces, Scenic and Historic Areas, Natural Resources, Natural Hazards





MILWAUKIE CITY COUNCIL WORK SESSION

City Hall Conference Room
10722 SE Main Street
www.milwaukieoregon.gov

AGENDA DECEMBER 15, 2015

A light dinner will be served.

Page #

- | | | | |
|-----------|------------------|---|----------|
| 1. | 4:00 p.m. | Library Services Expansion Task Force (LSETF) Survey Update
Staff: Katie Newell, Library Director | 1 |
| 2. | 4:30 p.m. | Comprehensive Plan Update
Staff: Li Alligood, Senior Planner | 4 |
| 3. | 5:00 p.m. | Adjourn | |

Meeting Information

- The time listed for each item is approximate; the actual time each item is considered may change due to the length of time devoted to the previous item. The Council may vote in Work Session on non-legislative issues.
- Executive Sessions: The Milwaukie City Council may meet in executive session immediately following adjournment pursuant to ORS 192.660(2).
 - All Executive Session discussions are confidential and those present may disclose nothing.
 - Representatives of the news media are allowed to attend Executive Sessions as provided by ORS 192.660(3) but must not disclose any information discussed.
 - Executive Sessions may not be held for the purpose of taking final actions or making final decisions.
 - Executive Sessions are closed to the public.
- For assistance/service per the Americans with Disabilities Act (ADA), please dial TDD 503-786-7555. During meetings the Council asks that all pagers and cell phones be set on silent mode or turned off.



MILWAUKIE CITY COUNCIL
STAFF REPORT

Agenda Item: **WS 1.**
Meeting Date: **Dec. 15, 2015**

To: Mayor and City Council
Through: Bill Monahan, City Manager
Subject: **Ledding Library Survey Update**
From: Katie Newell, Library Director
Date: December 5, 2015

ACTION REQUESTED

Review results of the survey completed by Patinkin Research for the Ledding Library.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

Library Expansion Task Force (LETf) created by City Council March 15, 2011.

LETf recommended a 35,000 sq ft expansion/renovation to City Council August 6, 2013; project tabled until better financial climate.

LETf reconvened, February 4, 2015.

LETf name changed to Library Services Expansion Task Force (LSETf), R52-2015, May 19, 2015.

LSETf made recommendation to City Council to hire Patinkin Research and ProspectPDX to complete survey and polling of voters to determine advisability of going out to bond for a library expansion/renovation and when to do so, August 19, 2015.

BACKGROUND

October 19-November 25, Patinkin Research conducted an online survey to ask how people use the Library, what improvements need to be made, what services are lacking. This survey will help direct the polling to be conducted in January 2016 of voters in Milwaukie. People responding to the survey provided 3,124 comments or pieces of feedback on the survey. For brevity and to avoid publicly disclosing the personal information, comments and emails that were provided as part of survey responses, the complete survey results are not included in the packet.

CONCURRENCE

The Library Director concurs with the results of the survey conducted by Patinkin Research.

FISCAL IMPACTS

As noted at the Work Session on August 19, 2015, the consultant fee has not been budgeted and will have to be added in a supplemental budget.

WORK LOAD IMPACTS

The Library Director is working closely with the consultants.

ATTACHMENTS

1. Survey

PLEASE TAKE OUR LIBRARY SURVEY

Thank you for taking this opportunity to weigh in on the future of the City of Milwaukie's Ledding Library! We look forward to reviewing your input as part of this important process.

1. What do you like most about the Ledding Library?

2. Which programs or services, if any, do you typically use at the Ledding Library?

Please select all that apply.

- Computer/WiFi access (for research, job applications, household needs, school projects, etc.)
- Story time and other kids activities (including crafts, music, puppet shows, etc.)
- Adult enrichment programs (including poetry, book nights, crafting, etc.)
- Adult learning programs (including gardening, health classes, financial classes, adult summer reading, etc.)
- Children's learning programs (including summer reading, homeschool enrichment, book groups, etc.)
- Checking out items
- Picking up materials requested online
- Other (please specify _____)

3. When you think about the Ledding Library, including the building itself, the programs it offers, and its overall ability to serve your community, what concerns do you have?

4. If you could improve one thing for the Ledding Library, what would it be?

5. When you think about the Ledding Library, what do you like about the building itself, the programs it offers, and its overall ability to serve your community?

6. Do you have any personal stories or experiences with the Ledding Library that you would like to share?

7. Generally speaking, do you think Milwaukie's Ledding Library meets the needs of the community?

- Yes
- No
- Not sure

8. If "no" above: what about Milwaukie's Ledding Library do you feel is not meeting the needs of the community?

9. Do you think the City of Milwaukie's Ledding Library building is in excellent physical condition, good condition, fair condition, or poor physical condition?

- Excellent
- Good
- Fair
- Poor
- Not sure

Thank you. The last few questions are for demographic purposes only.

10. What is your age?

- Under 18
- 18-29
- 30-39
- 40-49
- 50-59
- 60-69
- 70+

11. Do you or does anyone in your household have a library card?

- Yes, self
- Yes, another member of the household
- No

12. How often do you visit the Ledding Library in Milwaukie?

- Once a week or more
- A couple times a month
- Every couple of months
- Once or twice a year
- Less than once a year
- Never

13. Which of the following descriptions apply to you? *Please select all that apply.*

- Small business owner
- Senior
- Parent with children under the age of 18
- Adult without children under the age of 18
- Teacher
- Student
- Child under the age of 18

14. Over the next few months the Ledding Library will be engaging with the community in order to better understand priorities regarding the services it provides the City of Milwaukie. As a part of this process, we'd like to ask for your email address so we can keep you informed about events, meetings, and major decisions regarding the future of your Library.



MILWAUKIE CITY COUNCIL
STAFF REPORT

Agenda Item: **WS 2.**
Meeting Date: **Dec. 15, 2015**

To: Mayor and City Council
Through: Bill Monahan, City Manager
Alma Flores, Community Development Director
Dennis Egner, Planning Director
Subject: **Milwaukie Comprehensive Plan Update Briefing**
From: Li Alligood, Senior Planner
Date: December 8, 2015, for December 15, 2015,
Worksession

ACTION REQUESTED

Provide direction to staff regarding the process for and scope of a planned Comprehensive Plan Update, which is being scheduled for 2016-2018.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

The Comprehensive Plan has been updated and revised numerous times since it was first adopted in 1970. Key amendments are noted below.

1970: Milwaukie's first Comprehensive Plan adopted.¹

1979: Comprehensive Plan updated to incorporate Statewide Planning Goals.²

1989: Current Comprehensive Plan adopted through Periodic Review.³

1995: The Milwaukie Vision Statement adopted.⁴

1997: Town Center Master Plan adopted as an ancillary document to the Comprehensive Plan.⁵

2000: Downtown and Riverfront Land Use Framework Plan adopted as an ancillary document to the Comprehensive Plan.⁶

2007: Transportation System Plan adopted as an ancillary document to the Comprehensive Plan.⁷

2009: Planning staff provided a briefing regarding a planned Comprehensive Plan Update project in advance of entering Periodic Review. Due to a loss of State funding, Periodic Review was put on hold.

¹ Resolution 2-1970, adopted January 12, 1970.

² Ordinance 1437, adopted November 5, 1979.

³ Ordinance 1666, adopted November 7, 1989.

⁴ Adopted June 20, 1995, and incorporated as an ancillary document to the Comprehensive Plan in 1997.

⁵ Ordinance 1826, adopted December 2, 1997.

⁶ Ordinance 1880, adopted September 19, 2000.

⁷ Ordinance 1975, adopted December 4, 2007.

2013: Tacoma Station Area Plan adopted as an ancillary document to the Comprehensive Plan.⁸

2015: Central Milwaukie Land Use and Transportation Plan adopted as an ancillary document to the Comprehensive Plan (pending).⁹

BACKGROUND

What is a Comprehensive Plan?

A Comprehensive Plan is the city's road map for the future. The plan is typically written for a 20-year time period from the date of adoption and provides long-range policy direction on matters including land use, economic development, transportation, housing, and natural and historic resources. Milwaukie's Comprehensive Plan¹⁰ contains the following elements:

- Citizen Involvement
- Plan Review and Amendment Process
- Environmental and Natural Resources
- Land Use
- Transportation, Public Facilities, and Energy Conservation
- City Growth and Governmental Relationships

The Comprehensive Plan has also been amended by a number of ancillary documents¹¹ that address:

- Milwaukie Vision Statement
- Parks master plans
- Utility master plans
- Sub-area plans (Downtown, Tacoma Station Area, Town Center, Central Milwaukie)

The City's Comprehensive Plan establishes policies related to public involvement, land use, housing, transportation, environmental quality, public facilities, cultural and natural resources, and economic development. The City's current Comprehensive Plan was adopted in 1989, and has been updated incrementally since that time. The current Comprehensive Plan indicates that it will be reviewed and updated every 10 years, but a comprehensive update has not occurred since 1989. However, although comprehensive updates have not occurred, the Comprehensive Plan has not remained static. Many sub-area plans, including plans for Downtown, the Tacoma Station Area, and Central Milwaukie, and parks Master Plans are adopted as "ancillary" documents to the Comprehensive Plan. To date, 24 ancillary documents have been adopted since 1989.

The Comprehensive Plan consists of 2 parts: the background information, or inventory; and the policy section, which is adopted by ordinance. Background information includes a Housing Needs Analysis (HNA); Economic Opportunities Analysis (EOA); and Buildable Lands Inventory (BLI); as well as inventories of natural, cultural, and historic resources. The Comprehensive Plan policies are implemented through the Zoning Ordinance and other City programs.

⁸ Ordinance 2071, adopted July 2, 2013.

⁹ First reading of the ordinance occurred on December 1, 2015; second reading anticipated on December 15, 2015.

¹⁰ Available online at www.gcode.us/codes/milwaukie/view.php?topic=comprehensive_plan&frames=off.

¹¹ Available online at www.milwaukieoregon.gov/planning/planning-documents-ordinances-plans-and-guidelines.

Why Update the Plan Now?

Since the current plan was adopted in 1989, many changes have occurred in the community, including population shifts, demographic and economic changes, and new transportation connections to Portland. The Portland-Milwaukie light rail alignment has been completed; the regional housing market is causing pressure on Milwaukie's limited available land; there is an increased awareness of sustainability and resilience; and approaches to managing urban growth continue to evolve.

A key benefit of updating the Comprehensive Plan would be to provide an opportunity for the community to reaffirm its values and vision while updating information to make the plan easier to read and implement.

APPLICABLE REGULATIONS

In addition to establishing the community's goals for its future development, the City's Comprehensive Plan must comply with relevant state, regional, and federal requirements as outlined below.

Statewide Planning Goals

Oregon's unique land use planning system began in 1973 with the adoption of the Statewide Planning Goals and the requirement for urban growth boundaries (UGBs). The intent of the 19 Statewide Planning Goals is to establish statewide policies on land use; citizen involvement; housing; and natural resources. See Attachment 1 for a summary of the goals.

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

Until early 2007, DLCD required all communities in Oregon to conduct regular review of their Comprehensive Plans and policies through a process called "Periodic Review," which is the periodic evaluation and revision of the Comprehensive Plan according to a schedule established by the Oregon Land Conservation and Development Commission (LCDC). In order to assist with conducting the background inventories required for Periodic Review, DLCD provided grant funds to support those activities. In May 2008, the City received notice that Periodic Review was scheduled to begin in January 2009; however, in spring 2009, DLCD notified the City that Periodic Review was on hold indefinitely due to a loss of funding.

Technically, Milwaukie is still subject to the Periodic Review schedule and requirement; however, because DLCD has very limited funding for communities conducting Periodic Review, it is not required. Therefore, any updates to the Comprehensive Plan are voluntary and would be received through the standard "post acknowledgement" plan amendment (PAPA) process, which applies to any amendments to the Comprehensive Plan, Zoning Ordinance, and Zoning Map.

While not mandated, a plan update outside of Periodic Review should still address the key requirements of periodic review. These include: the economy (Goal 9); housing (Goal 10); public facilities (Goal 11); transportation (Goal 12); and growth management (Goal 14).

Regional Regulations

All jurisdictions within the metropolitan Portland planning area must adopt Comprehensive Plans that comply with Metro's Urban Growth Management Functional Plan¹² ("Functional Plan") and the Regional Transportation Functional Plan (RTP). The Functional Plan establishes requirements to implement the Metro 2040 Concept, which is based on a network of Centers and Corridors and calls for compact development that uses public resources and land efficiently; a healthy economy; protection of agricultural and natural areas; a balanced transportation system; and housing for all incomes. Relevant concepts for Milwaukie include:

- Town Centers (Milwaukie is a designated 2040 Town Center)
- Main Streets
- Station Communities
- Neighborhoods
- Corridors
- Industrial areas and freight terminals
- Parks and natural areas

The 13 titles of the Functional Plan are intended to implement the urban design concepts of the 2040 Concept and the regional transportation networks of the RTP. See Attachment 2 for an overview of the Functional Plan titles.

Federal Regulations

In addition to State and regional regulations, the City's Comprehensive Plan must comply with federal regulations. Key federal regulations include the Fair Housing Act of 1988, which requires local governments to permit certain types of housing, such as manufactured homes, residential homes (such as assisted living facilities), and other facilities that serve at-risk populations.

In addition, the Comprehensive Plan must comply with the United States Constitution, specifically related to the Fifth Amendment (the "takings" clause) and the Fourteenth Amendment (the "due process" clause).

STATUS OF THE CURRENT PLAN

The working assumption is that the Comprehensive Plan contains existing policies and goals that remain consistent with the community's aspirations, including:

- Overarching policies of retaining a small town culture and respecting community heritage
- Community involvement policies related to Neighborhood District Association (NDA) formation and role
- Policies encouraging environmental protections (water and habitat)
- Policies prioritizing downtown planning and development, including the development of Riverfront Park
- Policies related to annexation and the provision of services

There are also several areas where the City's policies should be revisited and may require revision to reflect the community's current desires:

- How the community would like to grow

¹² Available online at <http://www.oregonmetro.gov/urban-growth-management-functional-plan>.

- The desired outcome for the Kellogg Treatment Plan (current policies focus on decommissioning)
- Planning for the UGMA area. A comprehensive overview of policies related to annexation and service provision in the Urban Growth Management Area (UGMA) has not been undertaken since the UGMA agreement was first formalized in 1988.
- Consistency between the Comprehensive Plan and the code related to residential density ranges and zoning
- Changes in technology
- Housing, population, and job growth needs
- Schools and education

There are also areas that are not addressed in the Comprehensive Plan but may warrant community discussion, including:

- Fiscal realities, including the prioritization of projects or programs when faced with limited resources and significant need
- Sustainability, including physical and economic resilience and equity

SCOPE AND TIMELINE

The key question regarding the Comprehensive Plan update is the desired scope of the update. Regardless of the scope, a Comprehensive Plan update is a significant undertaking that requires a great deal of staff time, public engagement, analysis, and consultant assistance.

Council has expressed a desire to complete a Comprehensive Plan update within a reasonable time frame. The standard timeline for a Comprehensive Plan update that builds on an existing vision is about 3 years. This timeline allows for focused work on key elements of the Comprehensive Plan (for instance, housing and economics), but would likely not allow for updates to all inventories and elements (natural resources and historic resources for example).

Some communities elect to undergo a visioning process before beginning the Comprehensive Plan update. A highly inclusive, comprehensive visioning process typically adds at least 1 year to a project timeline and would likely require additional staff support; the amount of time and staff support needed would depend on whether the City develops an entirely new vision and whether the vision includes the UGMA.

Existing Vision

The Milwaukie Vision Statement (see Attachment 3) was adopted in 1995 and envisioned the Milwaukie of 2015, which included an expanded City Center extending from the Willamette River to 37th Ave; the return of public rail transit; stable neighborhoods with a diversity of housing options; a wide range of economic options; reduced barriers to vehicular, pedestrian, and bicycle travel; a network of pathways, parks, and wetlands; and a high level of urban design. The visioning process took place during approximately 18 months in 1994 and 1995 and included numerous public events; surveys; workshops; and the establishment of a Vision Policy Committee to draft and refine the vision and present it to Council for adoption.

Potential Approaches

An overview of several approaches to the Comprehensive Plan update is provided in Table 2 and described in more detail below.

Table 2. Overview of Potential Approaches

Approach	Timeline	Staff	Advantages	Disadvantages
1. Housekeeping	1-2 years	1 FTE	Lower-cost and less staff commitment	Solves some problems but leaves many in place
2. Comprehensive	2.5-3 years	1-2 FTE	Streamlined timeline Comprehensive and integrated Allows for reorganization and redirection as needed	Assumes 1995 Milwaukie Vision Statement is still a shared vision
3. Vision + Comprehensive	3-4 years	2+ FTE	Establishes shared vision Inclusive Allows for significant public engagement	Longest duration (extended timeline) Most staff-intensive Highest cost

1. Housekeeping

This approach entails updating the background information/inventories; updating the plan and ancillary documents as needed; and making minimal policy changes. It could also include reformatting of the Comprehensive Plan document for ease of use.

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

2. Comprehensive

Utilize the current Milwaukie Vision Statement to undertake a comprehensive overview of the Comprehensive Plan. Update/refresh the vision as needed; conduct needed inventories and prepare plans; and include a robust public involvement program and discussion of policies and direction for the community.

Advantages of this approach are that it is a comprehensive, integrated overview and allows for reorganization and redirection as needed; potential disadvantages are that it assumes that with some minor adjustments the 1995 Milwaukie Vision Statement is still a shared vision.

3. Vision + Comprehensive

Conduct a new visioning process, and use it to inform a wholesale overhaul of the Comprehensive Plan. Establish a robust public involvement program and establish policy direction through technical and citizen advisory committees.

Advantages of this approach are that it is inclusive and allows for establishment of a new vision and significant public engagement; disadvantages are that it would require a longer duration, more intensive work by the community and staff, and higher costs.

Including the UGMA area in the visioning process would add at least 1 year to the process and would require a high level of coordination with Clackamas County as well as a high level of City staff support.

Questions for Council Discussion

- What is the desired scope and timeline of the Comprehensive Plan update?

CONCURRENCE

Planning, Community Development, and Public Works staff concur that an update of the Comprehensive Plan is needed.

FISCAL IMPACTS

The Planning Department estimates that at least \$125,000 per year will be needed for consultant assistance for the duration of the project. The Economic Opportunities Analysis (EOA) and Housing Needs Analysis (HNA) background documents will be completed during Fiscal Year 2015-2016.

WORK LOAD IMPACTS

It is anticipated that the Comprehensive Update process will require 1-2+ Planning Department FTE for the duration of the project, depending on the scope of updates selected. In addition, assistance from staff in the Community Development, Engineering, and Public Works departments will be needed to update economic and infrastructure background inventories.

ALTERNATIVES

Direct staff to discontinue the Comprehensive Plan update

Direct staff to move forward with a "housekeeping" approach

Direct staff to move forward with a "comprehensive" approach

Direct staff to move forward with a "vision + comprehensive" approach

ATTACHMENTS

1. Summary of Statewide Planning Goals
2. Overview of Functional Plan Titles
3. Milwaukie Vision Statement

A Summary of Oregon's Statewide Planning Goals

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

standards for expedited siting of destination resorts.

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

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

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

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

Urban Growth Management Functional Plan

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Title 10 (Metro Code Section 3.07.1010) – Definitions

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

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

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

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

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

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

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

Revised/Updated 12/5/07

Milwaukie Vision Statement

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

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

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

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

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

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

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

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

City of Milwaukie—Adopted June 20, 1995