CITY OF MILWAUKIE
PLANNING COMMISSION
Milwaukie City Hall
10722 SE Main Street
TUESDAY, November 28, 2017
6:30 PM

COMMISSIONERS PRESENT
Greg Hemer, Chair
Adam Argo, Vice Chair
John Burns
Kim Travis

STAFF PRESENT
Denny Egner, Planning Director
Vera Kolias, Associate Planner
Amy Koski, Resource and Economic Development Specialist

COMMISSIONERS ABSENT
Sherry Grau
Scott Jones

1.0 Call to Order – Procedural Matters*

Chair Hemer 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 Planning Commission Minutes

2.1 July 25, 2017
2.2 October 10, 2017

It was moved by Commissioner Travis and seconded by Vice Chair Argo to approve the July 25, 2017 and October 10, 2017 Planning Commission minutes as presented. The motion passed unanimously.

3.0 Information Items

Denny Egner, Planning Director, stated the first meeting of the Comprehensive Plan Advisory Committee was held last night and included an overview of the anticipated tasks. He confirmed the Planning Commissioners would be added to the email notification list for the Comprehensive Plan Advisory Committee meetings.

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: North Milwaukie Industrial Area (NMIA) Comprehensive Plan and Code Amendments
Applicant: City of Milwaukie
File: ZA-2017-003, CPA-2017-002
Staff: Amy Koski and Vera Kolias

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

Vera Kolias, Associate Planner, reviewed the project's background, goals, and site map. Staff anticipated three public hearings with tonight's hearing focusing on the Comprehensive Plan amendments. She noted the NMIA Plan would be reconciled with the Tacoma Station Area Plan (TSAP), which would be repealed and reconciled with the revised NMIA Plan. She reviewed the proposed amendments for the Transportation System Plan (TSP), the Comprehensive Plan, and Comprehensive Plan Map.

Amy Koski, Resource and Economic Development Specialist, reviewed the changes to the NMIA Plan, noting that a red-lined document was included in the packet with a subsequent list of edits. Staff would provide the Commission with the revised Plan that incorporated the changes by December 9th.

Ms. Kolias reviewed four key questions for the Commission's consideration. Comments and responses to key Commissioner questions were as follows:

- After reviewing the City's plans for handling the anticipated increased traffic, ODOT asked staff to include placing time limits on parking in the City's Transportation Demand Management (TDM) Strategy and research other successful Transportation Management Areas (TMA) in the vicinity to encourage other transportation choices.
- Station areas were identified by Metro and established a policy in relation to transit rather than zoning or land use. While the proposed Tacoma Station Area Mixed-Use (MUTSA) zone crossed over with the North Milwaukie Employment (NME) zone, both zones met two different types of goals: the overall proximity to transit, and the City's land use goals to ensure land was available for more employment/industrial/manufacturing use.
- There were no implications for having Johnson Creek in the Tacoma Station Area (TSA) because the protections would remain in place. The station area designation provided opportunities for regional funding and allowed the City to receive a 30% trip generation reduction in the area. It would also provide opportunities for access to the natural resource, and pedestrian connections along the creek frontage and to the station.

Chair Hemer called for public testimony in support, opposed, and neutral to the application.

In Support

Nabil Kanso, Sr., 10966 SE McLoughlin Blvd, owned the 76 Gas Station and supported keeping the Mill End Store in its current location. Many of his customers from outside the area asked for the location of the store. He believed the Mill End Store identified Milwaukie.

Kelli Keehner, Chair, Downtown Milwaukie Business Association (DMBA), read letters into the record from DMBA members who saw the Mill End Store as a community asset and supported keeping the store in its current location.

Roger C. Sutherland, 962 SW Ebb Ave, Lincoln City, supported residential zoning on the Mill End site. He was a water resources consultant and civil engineer and briefly described the results of a flood study he had done on Johnson Creek that related to the site. He believed an elevated structure with residential or mixed use was the only practical and economically viable use of the site and that industrial use of the site was not practical.

Eric Hovee, 2408 Main St, Vancouver, WA, agreed the only viable, economic use for the ground floor was parking, adding that with the resulting above-market rental rates, only multi-

family housing could pay for that cost without public subsidies. The existing Mill End building would eventually be removed. He supported a mixed-use overlay to allow for residential on the site, but without the proposed 10-year sunset provision.

Jerry Baysinger, Baysinger Partners Architecture, reviewed via PowerPoint a concept that would keep the Mill End Store and add 140 residential units on four or five floors above the retail use. Parking would be under the building on the current grade level and extend south. The concept supported the idea of allowing housing that would afford the amount of structured parking needed for potential tenants and the Mill End Store.

Peter Stark, 2939 NW Cornell Rd, Portland, represented the Dietrichs and the Mill End Store, and said he supported the MUTSA zoning for the site. He reiterated previous comments about the floodplain, current regulations, and how the higher cost of structured parking could be offset by mixed use. Employment was primary to the NMIA, and housing should be allowed where floodplains made traditional, industrial, or office uses impractical and cost prohibitive. Some type of use that would allow the Mill End Store to develop was necessary, or nothing could be developed on the site.

Nancy Bishop Dietrich and Howard Dietrich, Owners, Mill End Store, 9701 SE McLoughlin Blvd, asked the Commission to consider an exception or zoning overlay for their property. The City's rezoning efforts in 2016 were intended to help land owners with their businesses. The building was old, and could not be flood-proofed due to lack of pilings and the flood situation set them apart from other businesses. They had hired specialists to help determine how to keep their business viable on the current property. They noted the number of employees their businesses employed in the city.

Mr. Dietrich confirmed he had no issue with the 10-year sunset clause because he was 70 years old and wanted to complete the project before he died.

Neutral

Brian Gunier, Development Officer, Business Oregon, 121 SW Salmon St, Portland, noted little developable area existed in the Johnson Creek industrial area, and should remain for traded sector and employment opportunities. Industrial areas were critical for economic resiliency and were also difficult to replace. The state and Business Oregon would continue to work with the community on projects to address transportation access issues, and with individual business owners on business financing and helping with trade and exporting.

Opposed - None

Ms. Koski provided background and further details on the Development Feasibility Analysis conducted by ECONorthwest. While residential was the most feasible development, ultimately, the recommendation was not to use housing as a catalyst to spur additional development. Industrial development would require some type of subsidy, but no funding mechanism existed for that approach.

The Commission deliberated the four key questions posed by staff. Discussion points were as follows:

- The Commission supported Option 3, creating a new mixed-use overlay for the area bounded by Millport Rd, 17th Ave, and McLoughlin Blvd, and noted that testimony tonight

from the community and experts aligned with the NMIA Advisory Committee recommendations.

- Staff confirmed an overlay would not change the underlying NME Zone. While the overlay would allow some additional uses for 10 years, the percentage of zoned industrial land would not change.
- Findings regarding the 10-year sunset could be tied to the Development Feasibility Analysis by ECONorthwest.
- There had been no viable argument in opposition to the Mill End site being redevelopable without a residential element.
- The Commission acknowledged the overlay would apply mixed use to the entire subject area, not just the Mill End Store.
- Perhaps the original Commission recommendation to Council regarding the overlay was framed wrong initially; the redevelopment opportunity lies in supporting and building up some of the existing industrial uses and catalyzing that with residential, retail or commercial elements.
- Further research of the Development Feasibility Analysis was needed to understand the methodology, which seemed short-ranged.
- The current housing crisis would be addressed by units already in the pipeline, so it was important to not think short-term.
- If the area was removed from industrial use, it would never return to industrial use.
- Staff would prepare language to apply an overlay (Option 3) for consideration at the January 9th meeting.

- Comments regarding the NMIA Plan and revisions to Comprehensive Plan and TSP were:
  - The name of the proposed overlay area should be changed to Milport Mixed Use (MMU) because it was not located near the Tacoma Station Area.
  - Language requiring that all buildings three stories and above be able to supply their own power during peak hours of operation was suggested. Most industrial would be one or two stories, so the requirement would affect mixed-use or unique businesses with the resources to comply.
    - Staff suggested crafting a policy, goal, or aspiration statement to encourage that because it would be difficult to codify. The policy could be written similar to other sustainability requirements currently being discussed by Council and reviewed at the implementation stage to ensure consistency with other City sustainability programs.
  - The Commission discussed requiring that a quarter of all residential buildings have rentals dedicated to low income housing. Tying affordable housing in with the industrial area, especially next to a transit center, made a lot of sense, but there could be unintended consequences.
    - Staff would confer with Alma Flores, Community Development Director, for ideas on affordable housing and return to the Commission with information.
  - A housing allowance would build the kind of metrics to produce better, frequent transit service, which was a good reason for incentives for allowing mixed-use and residential.
  - Concerns about funding were alleviated knowing new funding options, like HB2017, would provide funding opportunities for NMIA projects in the TSP.

Commissioner Jones moved to continue applications ZA-2017-003, CPA-2017-002 to December 12, 2017; seconded by Vice Chair Argo. The motion passed unanimously.

6.0 Worksession Items - None

7.0 Planning Department Other Business/Updates

7.1 Planning Commission Notebook Code Supplemental – Postposed

8.0 Planning Commission Committee Updates and Discussion Items

The first Comprehensive Plan Update meeting was held last night with introductions of committee members and a review of the timeline and process.

Vice Chair Argo announced that he now worked for the ODOT Transportation Development Planning Section and would recuse himself from policy work or other items if a potential conflict existed.

Chair Hemer reminded that the Umbrella Parade and Holiday Tree lighting would be on December 2nd; on December 16th was Christmas at the Museum as well as the Winter Solstice Event, where attendees could see the Christmas ships.

9.0 Forecast for Future Meetings:

December 12, 2017	1.	Public Hearing: ZA-2017-003, CPA-2017-002 NMIA Comp Plan and Code Amendments
January 9, 2018	1.	TBD

Mr. Egner announced the Planning Commission would meet December 12th, but not December 26th.

Chair Hemer announced he would not be attending the December 12th meeting.

Meeting adjourned at approximately 8:56 pm.

Respectfully submitted,

Alicia Martin, Administrative Specialist II

Greg Hemer, Chair

INTERESTED PERSONS SIGN-UP SHEET

PLEASE SIGN THIS SHEET IF YOU WISH TO RECEIVE FOLLOW-UP MATERIALS

PLANNING COMMISSION

Meeting date: **November 28, 2017**

Name (please print)	**Mailing Address** (including Zip Code)	**Email**	**Agenda Item #**
Bryan Guiney	Business Oregon 121 SW Salmon St Portland	bryan.guiney@oregon.gov.	☐ 5.1
Nancy Bishop Dietrich Howard Dietrich	9701 SE McLoughlin Blvd. Milwaukie.	millendstr@aol.com	☐ 5.1
Peter Stark	2939 NW Cornell Rd, Portland		☐ 5.1
Jerry Baysinger	1006 SE Grand Ave, Ste 300 Portland 97214.	jerryb@baysingerpartners.com	☐ 5.1
Eric Hovee	240 S Main St. Vancouver	ehovee@edhovee.com	☐ 5.1
Roger Sutherland	962 SW Globe Ave Lincoln City OR 97367	Sutherland.roger1@gmail.	☐ 5.1
Kelli Koehner	Main St DMBA	kmariecontact@aol.com	☐ 5.1
Nabil Kanso	10966 SE McLoughlin Blvd.	kansosr@gmail.com	☐ 5.1
			☐ 5.1
			☐ 5.1
			☐ 5.1

MILWAUKIE PLANNING COMMISSION

Speaker Registration

The City of Milwaukie encourages all citizens to express their views to their city leaders in a **respectful** and **appropriate** manner. If you wish to speak before the Planning Commission, fill out this card and hand it to the Planning Director. Note that this Speakers Registration card, once submitted, becomes part of the public record.

Date: 11/29 Organization: Business Oregon

Name: Bryan Guiney Phone: 503 307 3667

Address: 121 SW Salmon St, Portland Email: bryan.guiney@oregon.gov

Agenda Item: ☐ Public Hearing ☐ Worksession

You are Speaking... ☐ in Support ☐ in Opposition ☒ Neutral ☐ to ask a Question

Comments: Support to City for biz dev Project.

MILWAUKIE PLANNING COMMISSION

Speaker Registration

The City of Milwaukie encourages all citizens to express their views to their city leaders in a **respectful** and **appropriate** manner. If you wish to speak before the Planning Commission, fill out this card and hand it to the Planning Director. Note that this Speakers Registration card, once submitted, becomes part of the public record.

Date: 11-28-17 Organization: Mill End Store

Name: NANCY BISHOP DIETRICH Phone: 503 786-1234
Howard Dietrich

Address: 9701 SE McLoughlin Email: millendstr@aol.com

Agenda Item: Mill End Store ☐ Public Hearing ☐ Worksession

You are Speaking... ☒ in Support ☐ in Opposition ☐ Neutral ☐ to ask a Question

Comments:

MILWAUKIE PLANNING COMMISSION

Speaker Registration

The City of Milwaukie encourages all citizens to express their views to their city leaders in a **respectful** and **appropriate** manner. If you wish to speak before the Planning Commission, fill out this card and hand it to the Planning Director. Note that this Speakers Registration card, once submitted, becomes part of the public record.

Date: 11/28/17 Organization: _____

Name: PETER STACK Phone: _____

Address: 2939 NW CORNELL RD PORTLAND. Email: _____

Agenda Item: ☒ Public Hearing ☐ Worksession

You are Speaking... ☒ in Support ☐ in Opposition ☐ Neutral ☐ to ask a Question

Comments:

MILWAUKIE PLANNING COMMISSION

Speaker Registration

The City of Milwaukie encourages all citizens to express their views to their city leaders in a **respectful** and **appropriate** manner. If you wish to speak before the Planning Commission, fill out this card and hand it to the Planning Director. Note that this Speakers Registration card, once submitted, becomes part of the public record.

Date: 11.28.2017 Organization: BAYSINGER PARTNERS ARCHITECTURE

Name: JERRY BAYSINGER Phone: (503)546-1600

Address: 1006 SE GRAND AVE. STE 300 PORTLAND. OR 97214 Email: jerryb@baysingerpartners.com

Agenda Item: ☑ Public Hearing ☐ Worksession

You are Speaking... ☑ in Support ☐ in Opposition ☐ Neutral ☐ to ask a Question

Comments:

MILWAUKIE PLANNING COMMISSION

Speaker Registration

The City of Milwaukie encourages all citizens to express their views to their city leaders in a **respectful** and **appropriate** manner. If you wish to speak before the Planning Commission, fill out this card and hand it to the Planning Director. Note that this Speakers Registration card, once submitted, becomes part of the public record.

Date: 11/28/17 Organization: E D Hovee & Co, LLC

Name: Ed Hovee Phone: (360) 696-9870

Address: 2408 Main St. Vancouver Email: ehovee@edhovee.com

Agenda Item: ☐ Public Hearing ☐ Worksession

You are Speaking... ☒ in Support ☐ in Opposition ☐ Neutral ☐ to ask a Question

Comments: Oregon United - NMIA

MILWAUKIE PLANNING COMMISSION

Speaker Registration

The City of Milwaukie encourages all citizens to express their views to their city leaders in a **respectful** and **appropriate** manner. If you wish to speak before the Planning Commission, fill out this card and hand it to the Planning Director. Note that this Speakers Registration card, once submitted, becomes part of the public record.

Date: 11-28-2017 Organization: Cascade Water Resources

Name: Roger C. Sutherland Phone: 503-704-0522

Address: 962 SW. Ebb Ave Lincoln City, OR 97367 Email: sutherland.roger1@gmail.com

Agenda Item: ☒ Public Hearing ☐ Worksession

You are Speaking... ☒ in Support ☐ in Opposition ☐ Neutral ☐ to ask a Question

Comments:

MILWAUKIE PLANNING COMMISSION

Speaker Registration

The City of Milwaukie encourages all citizens to express their views to their city leaders in a **respectful** and **appropriate** manner. If you wish to speak before the Planning Commission, fill out this card and hand it to the Planning Director. Note that this Speakers Registration card, once submitted, becomes part of the public record.

Date: 11.28.17

Organization: DOWNTOWN MILWAUKIE BUSINESS ASSOC.

Name: KELLI KEEHNER

Phone: 503.688.4352

Address: MAIN STREET

Email: kmariecontact@aol.com

Agenda Item: NMIA ☑ Public Hearing ☐ Worksession

You are Speaking... ☐ in Support ☐ in Opposition ☑ Neutral ☐ to ask a Question

Comments:

MILWAUKIE PLANNING COMMISSION

Speaker Registration

The City of Milwaukie encourages all citizens to express their views to their city leaders in a **respectful** and **appropriate** manner. If you wish to speak before the Planning Commission, fill out this card and hand it to the Planning Director. Note that this Speakers Registration card, once submitted, becomes part of the public record.

Date: 11/28/17

Organization: AM KANSO (76)

Name: NABIL KANSO

Phone: (503) 653-6909

Address: 10966 SE McLoughlin

Email: KANSOSR@GMail.com

Agenda Item: Mill Ed Study ☐ Public Hearing ☐ Worksession

You are Speaking... ☒ in Support ☐ in Opposition ☐ Neutral ☐ to ask a Question

Comments:

AGENDA

MILWAUKIE PLANNING COMMISSION
Tuesday, November 28, 2017, 6:30 PM

MILWAUKIE CITY HALL
10722 SE MAIN STREET

1.0 Call to Order - Procedural Matters

2.0 Planning Commission Minutes – Motion Needed

2.1 July 25, 2017

2.2 October 10, 2017

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 reverse

5.1 Summary: North Milwaukie Industrial Area (NMIA) Comp Plan and Code Amendments
Applicant: City of Milwaukie
File: ZA-2017-003, CPA-2017-002
Staff: Amy Koski and Vera Kolias

6.0 Worksession Items

7.0 Planning Department Other Business/Updates

7.1 Planning Commission Notebook Code Supplemental *tentative*

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:

December 12, 2017	1. Public Hearing: ZA-2017-003, CPA-2017-002 NMIA Comp Plan and Code Amendments
January 9, 2019	1. TBD

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 MINUTES.** Approved PC Minutes can be found on the City website at www.milwaukieoregon.gov.

3. **CITY COUNCIL MINUTES** City Council Minutes can be found on the City website at www.milwaukieoregon.gov/meetings

4. **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.

5. **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:

Greg Hemer, Chair
Adam Argo, Vice Chair
John Henry Burns
Sherry Grau
Scott Jones
Kim Travis

Planning Department Staff:

Denny Egner, Planning Director
David Levitan, Senior Planner
Brett Kelver, Associate Planner
Vera Kolias, Associate Planner
Mary Heberling, Assistant Planner
Alicia Martin, Administrative Specialist II

CITY OF MILWAUKIE
PLANNING COMMISSION
MINUTES
Milwaukie City Hall
10722 SE Main Street
TUESDAY, July 25, 2017
6:30 PM

COMMISSIONERS PRESENT
Greg Hemer, Chair
Adam Argo, Vice Chair
John Burns
Kim Travis

STAFF PRESENT
Denny Egner, Planning Director
David Levitan, Senior Planner
Brett Kelver, Associate Planner
Mary Heberling, Assistant Planner
Alex Roller, Engineering Technician II

COMMISSIONERS ABSENT
Sherry Grau
Scott Jones
Shannah Anderson

1.0 Call to Order – Procedural Matters*
Chair Hemer called the meeting to order at approximately 6:40 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 Planning Commission Minutes
2.1 May 23, 2017

It was moved by Commissioner Travis and seconded by Vice Chair Argo to approve the May 23, 2017 Planning Commission minutes as presented. The motion passed unanimously.

3.0 Information Items

Denny Egner, Planning Director, noted the City's meetings would be on YouTube. Also, on July 18th, Council adopted a resolution directing staff to move forward on the North Milwaukie Industrial Area (NMIA) Plan. Comprehensive Plan and code amendments would be presented to the Commission this fall. Council included the FAR and height bonuses as ecodistrict incentives. The Council action did not include the Commission's recommendation that the Mill Ends site be designated MTSA.

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 Worksession Items
5.1 Summary: Vision and Comprehensive Plan Update
Staff: David Levitan

David Levitan, Senior Planner, presented the staff report and updated the Commission on the Community Vision project and the early work being done on the Comprehensive Plan Update.

Mr. Levitan responded to questions from the Commission as follows:

- A 1995 vision document was used as a foundation for work on the current Vision. Direction from Council was for a robust visioning process to either move in a new direction or affirm the existing vision. No actual action plan accompanied the older vision, and this broader new vision included climate change, equality, and other issues that were not issues addressed 25 years ago. The new Vision was intended to support Council goal-setting over time.
- Increasing access, translation services, and engaging children, were included in the action plan to improve inclusivity and get input from a diverse group of stakeholders.
- With regard to Attachment 3 of the packet, the Goal Actions in bold were elevated by Council and the Vision Advisory Committee and were either related to Council goals or were underway.
- Biennial updates to the Action Plan would occur, but an annual progress reporting process would also be developed.
- **Mr. Egner** reviewed the expectations of Comprehensive Plan Review Committee members, and agreed to email the Commission about all the committees on which the City would request participation by a Commissioner over the next two years.

The Commission consented to appoint a Comprehensive Plan Review Committee liaison at its August 22nd meeting.

6.0 Public Hearings

6.1 Summary: Logus Road Subdivision
Applicant/Owner: Julian Illingworth
Address: 4543 SE Logus Rd
File: S-2016-002, VR-2016-010, PLA-2016-002
Staff: Mary Heberling/Brett Kelver

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

Mary Heberling, Assistant Planner, presented the staff report via PowerPoint and reviewed the key elements of the project, which included a proposed property line adjustment and three variances. She noted key issues related to street connectively requirements. She reviewed and summarized concerns expressed from two property owners east of the site as well as staff's responses, and distributed additional comments received before the meeting. Staff recommended approval with the attached findings and approval criteria

Ms. Heberling addressed clarifying questions from the Commission as follows:

- The 15-ft right-of-way (ROW) would be open to pedestrians even if not improved for motor vehicles.
- Based on proportionality tests, staff did not believe improvements to the pedestrian access could be requested, considering the applicant's required improvements to Melody Ln and other dedications with only three new dwelling units. Justification for additional improvements could be explored further. If the hearing was continued, other approaches could be explored, including clearly restricting or encouraging access to the unimproved pedestrian path.

- The setback issue for Lot 2, which had an accessory structure, was a temporary issue that would resolve itself once the structure was demolished, or Lot 2 was sold.
- While the City had the authority to require a 20-ft ROW to ensure an appropriate setback if the parcel ever redeveloped, a 15-ft ROW was being proposed to match the narrower frontage on Logus Rd.
- The connector street between Melody Ln and Logus Rd was required because Melody Ln was at its maximum 400 ft for a dead-end road. Without the ROW for the connector street, any property to the east that developed would require an access variance.
- Ms. Heberling confirmed Lots 2, 3, & 4 would have Melody Ln addresses. There would be no flag lots, which the City tried to avoid.

Chair Hemer called for the applicant's presentation.

Julian Illingworth, 6334 N Curtis Ave, Portland, OR, stated the variances were required for the density requirements due to constraints from the property dimensions, the Melody Ln improvements, and the 15-ft ROW. Options had been considered and this was the most reasonable design. He added that he would not support creating a barrier in order to allow or encourage pedestrian access, preferring instead to prohibit pedestrian access in recognition of the neighbors' wishes and the preferences of future residents.

Chair Hemer confirmed there was no public comment and closed the public hearing.

Planning Commission Deliberation

Commissioners Travis, Argo, and **Burns** believed the requested variances were reasonable and appropriate for the site's needs.

Commissioner Burns noted the City's Vision Action Plan included building connectivity for pedestrians and suggested adding a condition of approval requiring the dedicated ROW to be improved to ADA accessibility for pedestrians and that a reasonable screen be installed to protect the privacy of the adjacent property owner at 4591 SE Melody Ln.

The Commission discussed the necessity of requiring ADA compliance, since any future development of the 4591 Melody Ln property would require road improvements, and the importance of being consistent with the City's guiding documents. Screening both sides of the pedestrian access was also requested.

Mr. Egner suggested a continuance to allow staff to explore issues related to the proportionality analysis and the City's ability to require additional improvements, including screening the property. The continued hearing would only be opened to address the pedestrian access issue.

- He clarified ADA compliance would be necessary if the ROW was designated as a pedestrian access, which was different from making it available for pedestrian use without improvements.
- The issue was further complicated because the southern portion that approached Logus Rd was the driveway for the house; the driveway was in the ROW.

Commissioner Burns described how the subject site and pedestrian access would be similar to the area in the Ardenwald Neighborhood with the walkway to Ardenwald Elementary, so the suggestion was not without precedent. He strongly supported designating the access as an ADA pedestrian access.

Chair Hemer suggested installing a vehicle barrier and a manmade or natural barrier on both sides of the property or install a no walking sign. Creating a pathway that was not in the City's Transportation Systems Plan (TSP) was a waste of energy and resources.

Vice Chair Argo noted the upcoming Comprehensive Plan process might involve formulating strategic approaches to designating priorities for connections that would be done appropriately to ADA and City Standards. Building a path in the ROW was not an interim solution and could create liability issues for the City. He did not believe it was appropriate to condition this application with the path. A pedestrian connection would be provided when the appropriate cross section was built.

Commissioner Travis noted a connectivity analysis was needed if designating a pedestrian access and that was not readily available. Her involvement with Safe Routes to School and the Public Safety Advisory Committee had shown the need for pedestrians to safely get around the city and she did not want to miss an opportunity to push for connectivity.

It was moved by Commissioner Burns and seconded by Commissioner Travis to continue the hearing to August 22, 2017, leaving the record open for public testimony with regard to pedestrian access from the end of Melody Ln down the 15 ft right-of-way to Logus Rd. The motion passed unanimously.

Chair Hemer called for a brief recess and reconvened the meeting at approximately 8:40 pm.

6.2 Summary: Rusk Rd Planned Development
Applicant/Owner: Brownstone Development, Inc. / Turning Point Church
Address: 13333 SE Rusk Rd
File: PD-2017-001 (master file)
Staff: Brett Kelver *continued from 5/25/17*

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

Chair Hemer declared that while employed with Milwaukie Lumber five years ago, he used to sell material to Brownstone Development, Inc.; however, that would not influence him either way on this decision. He also declared that during his site visit, a Clackamas County Water Environment Services representative asked him about the site and whether it was developable for business. No other conflicts of interest or ex parte contacts were declared.

Brett Kelver, Associate Planner, presented the staff report and highlighted the key issues discussed at the May 25, 2017 hearing. He noted that staff and the applicant had worked to address key issues related to the proposed site plan that included the management and ownership of the open space tract, preservation of the white oak trees, floodplain impacts, and traffic issues. The traffic counts had been updated as requested. Key questions for the Commission regarded the closed-loop street system, whether components of the proposal warranted the density bonus, and if the project did enough to avoid and/or minimize impacts to the Water Quality Resource (WQR) and Habitat Conservation Area (HCA).

Mr. Kelver addressed clarifying questions:

- To meet the City's minimum street-spacing standards, staff had suggested widening the second 22-ft access into a 42-ft ROW where the City would require a sidewalk with two 11-ft

travel lanes, planters, and no parking. As proposed, the 22-ft-wide access would not look like a street for regular vehicle traffic and would be accessible only for pedestrians and emergency service vehicles. If widened, the second access would include a crosswalk similar to the primary access.

- The City Manager confirmed the City would be willing to accept the open space area if donated by the applicant. If the Commission found that the applicant's donation of the land would provide a public benefit worthy of the request for a density bonus, the Commission could make that recommendation to the City Council but could not guarantee the tract would be donated since City Council was the final decision maker.
- The North Clackamas Park property was composed of different tax lots, some of which were owned by the North Clackamas Parks and Recreation District (NCPRD). However, the majority of the property was owned by the City, making it consistent for the City to accept the open space tract if donated.
- The Commission could write a finding that if Council chose not to take ownership of the open space tract, a second option could be that it would be offered to NCPRD to ensure public ownership.
- The open space tract was part of the proposal, so the applicant would still meet the requirement for 1/3 of the net acreage being dedicated to open space even if final ownership of that tract was transferred to the City.

Chair Hemer called for the applicant's testimony.

Serah Breakstone, DOWL, 720 SW Washington St, Portland, OR 97205, noted that a new revised site plan had been submitted. She and Scott Emmens, also from DOWL, described the revisions made to the proposal in response to concerns expressed at the last hearing, including a revised traffic analysis that reflected the new counts done on June 1st and new floodplain calculations. Additional key comments and responses to questions from the Commission were as follows:

- Oregon Department of Transportation (ODOT) responded that the proposed northbound right-turn lane at Rusk Rd/Hwy 224 intersection would meet ODOT standards and would help to mitigate traffic impacts.
- The City's engineering staff did not oppose the one access point and one emergency access point, given the number of units in the revised site plan. The variance was requested because the proposal exceeded the number of units allowed for one access; however, an emergency access was also being provided. The applicant was brainstorming other ideas and the team would like to know about any related concerns.
- Egress would no longer be allowed at the church's southeast driveway, which would limit cut-through traffic. The applicant was willing to donate Tract E (the open space tract), a seven-acre area of land, to the City.

Mr. Kelver reviewed additional correspondence received from ODOT, Oregon Department of Fish & Wildlife (ODF&W), and DKS (the City's traffic consultant).

Chair Hemer called for public testimony.

In Opposition

Kirby Broderick, 6109 SE Eric St, Milwaukie, was not opposed to development of the site but believed the City and community could do something better with a smaller footprint on the site. He noted that part of the site had been zoned R-3 for senior living. He was concerned about the

care of the sensitive area and if donating land to the City and NCPRD relieved the applicant of liability. He questioned maximizing the density when the majority of the site was located within the 500-year floodplain. He encouraged the Commission to make the best decision for the community.

Wallace Brown, 5824 SE Kellogg Creek Dr, Milwaukie, questioned whether the outstanding design requirements for the density bonus applied to the surrounding unincorporated areas. He would like to see the neighborhood grow and develop but was concerned about flooding and traffic impacts.

- **Commissioner Burns** asked what Mr. Brown would consider outstanding for the site.
- **Mr. Brown** believed the additional right turn lane at the Rusk Rd/Hwy 224 intersection would help alleviate what was already a bad traffic situation. Anything the developer could do to go above and beyond would minimize impacts and risk. He also supported the idea of a walking path.

Vince Alvarez, Chairman/Treasurer, Lake Road Neighborhood District Association (NDA), 12671 Where Else Ln, Milwaukie, stated that concerns had been raised at NDA meetings about the development, but he liked some of the changes that have been made with the revised site plan. Although the land donation would benefit the developer, it would also attract potential buyers. Continued and worsening flooding was a concern with regard to development upstream and climate change, and he would prefer that the units to the west be removed. He added that the traffic congestion was bad already.

Chris Runyard, Portland, OR, said flooding along Mt. Scott and Kellogg Creeks was getting worse, in part due to development upstream. The City and County needed code changes and a better strategy for development along the creeks to provide some relief for residents downstream. The proposed mitigation for this development did not do enough for the watershed. He supported the ODF&W comments to not encroach on sensitive areas but felt they were being dismissed. He said the approach should be to first consider the areas to conserve and the wetlands to improve, and then look at the area to be developed and the number of units that could fit.

Dick Shook, 4815 SE Casa Del Ray Dr, Clackamas County, 97222, expressed concern about additional people impacting the park and the wildlife. He regretted the loss of open space at a pace more rapid than the city could afford. He would like to see developments be more practical and not consume all of the ground area.

Greg Bartz-Bowman, 10677 SE 28th Ave, Milwaukie, said he had filmed the work Mr. Runyard had done along the Kellogg-Mt Scott watershed and about the importance of protecting the watershed and white oaks for livability. He said the Commission should plan for the future and protect those areas.

Mr. Kelver responded to the testimony as follows:

- Staff was not certain that the original zone change to R-3 for the senior housing development had been contingent upon a conditional use for senior living. It was unusual and not good practice to condition a zone change on approval of a particular use and more common for use to be approved contingent upon a zone change. The land use narrative indicated there were 9.6 acres of R-3 and 4.4 acres of R-10.
- If the City had an intergovernmental agreement (IGA) for NCPRD to manage the donated land, NCPRD would ensure it was incorporated into the Park Master Plan. NCPRD seemed

open and eager to incorporate the management of the open space into what it was already working to achieve in their district, which mitigated some of the liability.
- The City would control access points and how parts of the open space were used through NCPRD, and the City would provide code enforcement for any issues on a complaint issues.

Chair Hemer called for applicant's rebuttal.

Ms. Breakstone clarified that a community garden and play structure were proposed on the site in the open space west of the cul-de-sac.

Chair Hemer closed the public hearing.

Planning Commission Deliberation

The Commission deliberated whether the proposed development provided enough benefits to warrant the additional 12 lots and staff's proposed condition regarding a second access. Key comments included the following:
- While WQAs and HCAs should be off limits to development, that was not the way the rules read. People should be able to do things on their private property.
- The site should not be zoned R-3. During the Comprehensive Plan update, the zoning of this site and all the City's natural resource areas should be reconsidered.
- The City obtaining and being able to preserve 7 acres of WQR, the white oaks, and habitat was a huge benefit, especially since no the trees were not currently protected.
- The development met the criteria for providing different housing types that the Vision Area Plan and the new Comprehensive Plan would require.
- As private land owners, nothing would require the homeowners' association (HOA) to be good stewards of the land. The density bonus was the only way for the City to negotiate public ownership and protect the open space tract.
- **Tim Ramis, City Attorney,** explained that, to force a dedication outside of the density bonus scenario, a proportionality analysis would be needed to show that the subdivision's impact created enough recreational demand to warrant it, which could be a difficult burden. A voluntary dedication by the applicant to receive a density bonus was an entirely different scenario.
- **Mr. Egner** noted a proposed condition required that the tract either be dedicated or a long-term maintenance program would need to be approved.
  - The Natural Resource designation provided some degree of protection over the area. A long-term maintenance program would likely require maintenance of the white oaks to prevent the HOA from cutting them down.
- The outstanding features included the community garden with the play structure, the ability to negotiate for public access to and ownership of the open space tract, and the sight lines available for the community to see into the natural area. However, were these outstanding enough to justify the 12 additional units and risk impacts to the natural resources?
- Without any outstanding feature, the developer's rights to develop would have many of the same impacts, but in a slightly different configuration. Approving 92 units and obtaining public ownership of the tract met the public benefit criterion.
- The difference between the impact of 80 and 92 units on the traffic study and trip generation was unclear. The proposal lacked other outstanding benefits such as better water quality and flood control features, pervious pavement for the ROW and sidewalks, and correct sizing of the stormwater facilities.

  - The prospect of losing the natural area as well as the impacts of the development were concerning; outstanding features should add value in protecting the resource and include treatments and practices that would address concerns about encroachment and water quality.
  - If the bonus units were not allowed, the outcome would be a non-outstanding development that was still within the 100-ft buffer that ODF&W noted in its concerns about the impact on the creek.
- The applicant had applied design solutions to try to address the existing lack of safe pedestrian access, particularly for those accessing the schools and parks.
- Denser communities are considered more sustainable. Outstanding features needed to be considered in the context of what was reasonable in the near future, as there were likely to be more developments like this.
- Protection of the natural resources and the creation of affordable housing units, a goal put forth by Council, were considered outstanding features of the development.
- Access was not much of an issue during discussion at the last hearing and the Commission consented to not include staff's proposed condition for a second street access.

It was moved by Vice Chair Argo and seconded by Commissioner Burns to recommend approval of PD-2017-001 to City Council with the recommended findings of approval and conditions in the staff report as amended. The motion passed 3 to 1 with Commissioner Travis opposed.

7.0 Planning Department Other Business/Updates There were none.

8.0 Planning Commission Committee Updates and Discussion Items

August 8, 2017	1. TBD
August 22, 2017	1. Public Hearing: DR-2017-001 2036 SE Washington St *tentative*
	2. Public Hearing: CSU-2017-004 10670 SE 52nd Ave *tentative*
	3. Public Hearing: WG-2017-002 Kellogg Creek Bridge Replacement

Chair Hemer announced the details for several upcoming events including the Gone but Not Forgotten event at the Milwaukie Pioneer Cemetery, the Trolley Trail Experience, Linwood Community Day at Wichita Park, and Movies in the Park. He reminded the Farmer's Market was held every Sunday.

Meeting adjourned at approximately 10:40 pm.

Respectfully submitted,

Alicia Martin, Administrative Specialist II

_____

Greg Hemer, Chair

CITY OF MILWAUKIE
PLANNING COMMISSION
Milwaukie City Hall
10722 SE Main Street
TUESDAY, October 10, 2017
6:30 PM

COMMISSIONERS PRESENT
Greg Hemer, Chair
Adam Argo, Vice Chair
John Burns
Kim Travis

STAFF PRESENT
Denny Egner, Planning Director
Vera Kolias, Associate Planner
Amy Koski, Economic Development Coordinator

COMMISSIONERS ABSENT
Scott Jones

1.0 Call to Order – Procedural Matters
Chair Hemer 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.*

Chair Hemer announced that due to the lack of a quorum, several agenda items would be taken out of order.

2.0 Planning Commission Minutes

2.1 May 25, 2017

2.2 June 27, 2017

This item was postponed to October 24, 2017.

3.0 Information Items – None

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 – None

6.0 Worksession Items
6.1 Summary: North Milwaukie Industrial Area (NMIA) Code Amendments
Staff: Vera Kolias/Amy Koski

This agenda item was addressed following Item 6.2 Comprehensive Plan Update.

Vera Kolias, Associate Planner, presented the staff report via PowerPoint, and reviewed the proposed code amendments needed to implement the NMIA Framework Plan. She identified key items for the Commission's input, and noted that the worksession for the Comprehensive Plan amendments and design and development standards for the project was scheduled for the next Commission meeting.

Chair Hemer called for public testimony.

Denise Emmerling-Baker, **10606 SE Main St, #213, Milwaukie,** stated she was a member of the Historic Milwaukie Neighborhood District Association (NDA) and the NMIA Advisory Committee. She said she was a strong proponent of making the area mixed-use. She noted that flooding would continue to occur and thought the best way to avoid damage and have a viable business was to have structured parking below the business; however, parking structures were expensive, so she believed residential use was needed. She added:

- Community input suggested improving Johnson Creek and making the area more mixed-use would promote that suggestion.
- The area was a prime location for residential with the bike path connecting Sellwood to Portland.
- She did not see how mixed-use could negatively affect Milwaukie's plans to increase employment or the look of the area. Many existing businesses would support and coexist with residences.

Chair Hemer noted the Commission agreed and had made the area between SE Milport Rd and Hwy 224 mixed-use, but Council had reversed the decision.

Ms. Kolias clarified the Comprehensive Plan amendment was part of the process, and Council had not agreed to mixed-use in the North Milwaukie Employment (NME) area, which the Plan language maintained as an employment zone that prohibited residential uses. The Commission could disagree and staff could present two versions to Council: one representing the Commission's recommendation to expand the Tacoma Station Area Mixed Use (MUTSA) Zone and one representing Council's direction.

Commissioner Travis asked about the timing of the Comprehensive Plan Update Project with the NMIA Framework Plan and the process if a neighborhood wanted to reconsider the uses of a node.

Mr. Egner replied by the time the neighborhood node discussion was in progress, the NMIA Framework Plan should be close to completion. He suggested further discussion about whether the neighborhood node concept was just about residential neighborhoods or did it also include industrial neighborhoods.

Ms. Emmerling-Baker said she wanted to ensure the floodplain liability issues that would render the land unusable had been carefully considered.

Mr. Egner said the amendments would update existing policies in the Comprehensive Plan that addressed the floodplain and protection of the natural area; he predicted that no radical changes would be made. The question was how to integrate the Plan and those policies in a better way.

Peter Stark, 2939 NW Cornell Rd, Portland, OR, stated he was on the NMIA Committee and wanted to specifically address the Mill End Store and surrounding property. The Dietrichs were the owners of the Mill End Store and were concerned about losing their store, which had already flooded twice. The Dietrichs were willing to commit to help develop the area by building a mixed-use development, the only type that would allow structured parking underneath. Zoning the property as MUTSA would allow the Dietrichs to proceed with their development. The Mill End Store had been around for 100 years and the Dietrichs wanted to continue to provide employment. He added that City Council had expressed concern about the proximity of residential to industrial uses, but housing already existed in the Plan and impacts could be addressed in the Code language. Council was also concerned about mixed-use competing with

downtown yet several mixed-uses existed in the area that might not be allowed with the proposed zoning. The current zoning would just be added to floodplain area.

A commercial corridor through industrial lands could be a benefit to the employees and businesses, such as coffee shops and daycare services, which were critical. Sprinkling residential in the industrial areas helped promote growth.

Amy Koski, NMIA Project Manager, explained Council believed more flexibility was being added to the NME area by allowing commercial uses, which currently were not allowed. Council also weighed the risk of putting residents and employees in a floodplain area. Council did not want the mixed-use in the southwest portion of the NME to impact development of residential mixed-use in the downtown area. Council's decision also regarded employment preservation, as roughly 75% of the city was zoned residential and only about 12% was industrial.

The Commission discussed the key issues staff sought input on with regard to uses in the NME with additional comments from members of the audience. Key comments and feedback were as follows:

Daycare: Staff confirmed daycare traffic trips could be absorbed into the worst-case traffic scenario, which had been based on office and industrial uses. The purpose of allowing a daycare was for its convenience to workers or close residents; it was not intended as a destination. The Commission agreed daycare facilities would be needed but should be incorporated into a business building for safety and security and not a standalone building.

Warehouse/Wholesale: As proposed, the MUTSA zone permitted both warehousing and wholesale uses. The characteristics of both could be similar and staff asked if the uses needed to be separated. Staff would return with trip generation data for warehouse and wholesale businesses, as well as the market demand for both uses.

High Impact Commercial: The Commission agreed to the proposed change to eliminate this category of conditional uses as staff believed it could be absorbed in the regular Table of Uses to simplify the Code language.

Hotel/Motel: The Code currently proposed that hotel/motel be allowed by conditional use in the MUTSA. The question was if hotel/motel uses should be allowed in the remainder of the NME area.

- **Ms. Emmerling-Baker** stated she thought the area was a prime location for a hotel, as there were no adequate hotels in the area, and Reed College, Waverly Country Club, and Providence Milwaukie Hospital were nearby.
- One concern was that hotel/motel would not produce the kind of industrial employment being sought in the zone.
- **Mr. Stark** said the Silver Cloud Inn was a good example because it was used primarily by business people coming to visit other businesses in Portland's northwest industrial area. Keeping a hotel/motel use in the MUTSA made sense. If the MUTSA was expanded to the southwest area, the Dietrichs were also prominent hotel owners and might be willing to consider the possibility of building a hotel on the Mill End property.

The Commission agreed to leave the language as is and table the issue for further discussion.

Building heights:

- Green building should be a criterion for a height bonus.
- Discussion regarded whether a bonus height should be allowed for residential in a residential zone. Defining public benefits, amenities, and exceptional design was difficult when deciding whether to allow variances.

The Commission supported a bonus height for green building and not requiring it as a variance to provide greater certainty.

- Staff would revise the language to clarify height was based on feet and not stories to accommodate higher ceilings for mixed and industrial uses.
- **Daniel Newberry, 1900 SE Millport, Milwaukie, OR,** expressed concern about taller, heavier structures in an earthquake hazard zone.

Staff would check if different standards were required in an earthquake hazard area and if additional building heights would require greater setbacks from Johnson Creek in the MUTSA and NME to prevent shadowing trees and the natural area.

Limit wholesale trade and warehouse distribution in the MUTSA: The 10,000 sq ft maximum was a placeholder. Warehouse distribution would be allowed throughout the NME, but the smaller MUTSA was intended to be a more mixed-use area. A warehouse that housed products for a business was not considered a warehouse use.

- **Mr. Stark** stated the market would determine what was successful or not. Businesses strictly for warehousing would not pay a premium for a location, but the Commission did not want to discourage a business like Amazon by creating zoning that would not allow them to locate there.
- In the smaller MUTSA, reducing the amount of commercial trip traffic was a beneficial feature. Wholesale trade and warehouse distribution should not be permitted due to heavy trip generation or make it a conditional use.
- Providing flexibility and allowing the market to decide seemed like the right approach. The MUTSA was a flexible area and would hopefully see some mixed-use and residential development. Anticipating the uses was difficult but high value warehousing should not be discouraged.

The Commission agreed to permit wholesale trade and warehouse distribution outright in the MUTSA with no references to a certain square footage.

Waste management: Staff said that Council wanted to find a way to allow the existing use to continue and modify without going through a conditional use process. In the rest of the district, some type of recycling/waste management might be appropriate through a conditional use process.

Mr. Newberry noted the NMIA stakeholder group discussed how the decision could have an impact on regional traffic, not just Milwaukie's. If too much focus was placed on jobs per square foot, the wholesale/warehouse businesses would be forced farther from the center of Portland causing an increase in traffic. Milwaukie was one of the closest areas to the center of Portland.

The Commission consented that waste management would be a conditional use in the NME.

Size limits for satellite campuses or labs and higher-education classrooms:
Mr. Newberry suggested clearly defining "trade school." Trying to make a distinction between schools and trade schools was problematic. American Medical Response (AMR) was already renting part of a building for training.

The Commission agreed staff should work on a better definition.

Different design standards for specific streets:

- Staff noted the proposed MUTSA currently called for more pedestrian-oriented street frontages, but on which streets should alternative design standards apply?

- Also, since much of the development in the near term would be retrofits, language was needed to ensure that compliance with the design standards was not triggered by small improvement projects. Thresholds for applicability were needed.
- Alternative standards were needed for street frontages to allow a discretionary approach for developers to create more active spaces that would complement the design characteristics of a warehousing building, for example.

Staff would return with design standards and suggestions as to where those standards should apply with input from the consultants at the next worksession.

Expansion of the MUTSA:

- The Commission discussed expansion of a mixed-use zone over the southwestern portion of the NMIA. Commission members said that if Council wanted affordable housing, more residential areas, and a mixed-use look, why were they concerned with competing with downtown? The area had walkability and livability and should have housing.
- The Commission supported allowing MUTSA zoning for the Mill End Store, which was a community-based employer, and the need for a structure for managing flood control in the future.
- Staff clarified the Housing Needs Analysis (HNA) estimated that about 1,200 dwelling units were needed for the 20-year planning period, but a number of those units were already coming online, so no overwhelming need existed currently for additional units.
- Local industrial employers wanted more training for and integration with residents to have access to a larger workforce. Expanding the definition of trade school and allowing MUTSA in the southwest area with the Employment Opportunity Analysis (EOA).
- The Commission questioned why the Council believed that allowing mixed-use would have a detrimental effect on the development downtown or that it would not pencil out economically.
    - **Mr. Egner** explained there was some concern about where residential development should be focused. Most of the discussion was about trying to preserve land for employment uses. Allowing housing everywhere would limit employment. Overall, housing demand was partially based on what land was available. A lot of land was small infill parcels, as shown in the Buildable Lands Inventory (BLI) and some sites could accommodate mixed-use. The EOA helped inform how to create the environment to attract the type of employment uses Milwaukie desired.
- Residential could be a catalyst to redevelopment, which was an opportunity for access to Johnson Creek and for restoration projects as a condition of redevelopment.
- Did the Johnson Creek Watershed Council have an opinion through the NMIA process on how the potential zoning scenarios would benefit or detract from Johnson Creek?
    - **Mr. Canfield** noted he saw nothing in the table about setbacks from Johnson Creek; however, it was discussed in the NMIA process. If improving that section of the creek was a priority, setbacks should be included in the Plan. The Commission should consider what zoning would most likely achieve the desired goals for Johnson Creek.
    - While 50-ft setbacks were required in the City's natural resource zones, 50 ft would probably not be enough to allow a bike or pedestrian path, for example, if Johnson Creek was to be a transportation or recreation corridor.
- Staff clarified there were multiple categories of CSUs and schools were called out as specific uses rather than the general term of "institutions." Charities and nonprofits were considered an institutional use under the CSU umbrella; however, they would probably be considered an office use.
- **Mr. Stark** acknowledged employment was the primary goal, but when a property could not be developed for employment use, what should happen? The owner of the Mill End Store was ready to develop and provide employment.

- **Ms. Kolias** confirmed staff would not go before Council until December 19th.

Following clarifications from staff, the Commission agreed to recommend expansion of the MUTSA in the southwest quadrant but not propose uses drastically different from the MUTSA in the northern area.

Staff agreed to look at the riparian buffer in the NMIA Plan to find more ways to call out the issues concerning Johnson Creek.

6.2 Summary: Comprehensive Plan Update
Staff: David Levitan/Denny Egner

Denny Egner, Planning Director, described a flow chart showing the proposed process for the Comprehensive Plan (Plan) Update to be completed in two years. The updates would be organized around the five Superactions in the Community Vision and Action Plan, and sustainability filters that consider People, Planet, Place, and Prosperity would also be applied. The focus would be on policy rather than addressing related Code work, Transportation Systems Plan (TSP) updates, and perhaps updating some of the City's inventories, all of which would occur later.

Key comments from the Commission and responses to Commissioner questions by staff were as follows:

- Major changes to the Comprehensive Plan Land Use Map would complicate the process. Map issues would be identified and addressed in each work block, and then synthesized in the final step. Changes to maps and zoning could be a key outcome of the process. The focus was to ensure the City's policies were sound and reflected the Vision. Some cleanup items related to the Plan maps were needed, such as on the Willamette Greenway map and issues regarding the CL Limited Commercial and GC Commercial-General Zones.Defining the neighborhood nodes or major commercial centers could result in map changes and would be part of the neighborhood meeting process.
- Commissioners could raise concerns about the Comprehensive Plan at the joint session with City Council next week.
- Sending the Comprehensive Plan Update to the NDAs to distribute to their members would help facilitate the City's meetings.
- While the neighborhood desires needed to be considered, setting the right expectations about the results of the process was important.

6.3 Summary: Planning Commission Workplan
Staff: Denny Egner

Denny Egner, Planning Director, noted the joint worksession with City Council next week and encouraged the Commissioners to attend. He highlighted key projects in the staff report, noting an application was received for the Milwaukie High School and that the application for the Ledding Library Expansion was expected at the beginning of the year.

Chair Hemer said he wanted to add a historic sign standard to the list, which could be a Design and Landmarks Committee (DLC) project. He believed the Planning Commission needed a better understanding of City Council's goals with regard to some Council decisions. He requested a review of the issues the Commission had sent to Council with a quick summary regarding the Council's decisions, including the NMIA Plan. If Council chooses a land use goal or project, the Commission should be told about it.

Mr. Egner agreed a briefing on land use issues would be good, noting staff could update the

Commission on affordable housing and the Climate Action Plan, which could eventually produce planning-related tasks.

7.0 Planning Department Other Business/Updates

Mr. Egner noted that there were three applicants for the vacant Commission position, and 67 people had applied for the Comprehensive Plan Advisory Committee. The Committee was to be comprised of 15 members, not counting Commissioner Travis and the Council members who would be liaisons.

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

Chair Hemer recognized Mr. Egner for receiving an Oregon APA Award for Outstanding Public Involvement on the Visioning Comprehensive Planning process.

Mr. Egner confirmed the appeal hearing at City Council for the Project Galaxy application would be October 17, 2017 regarding the 6-ft step back variance the Commission had allowed.

9.0 Forecast for Future Meetings:

October 17, 2017	1. City Council Joint Session: PC Workplan
October 24, 2017	1. Public Hearing: S-2017-003 11159 SE Maplehurst Rd Subdivision

Meeting adjourned at approximately at 8:43 pm.

Respectfully submitted,

Alicia Martin, Administrative Specialist II

_____

Greg Hemer, Chair

MILWAUKIE
Dogwood City of the West

To: **Planning Commission**

Through: **Denny Egner, Planning Director**

From: **Vera Kolias, Associate Planner**

Amy Koski, Economic Development Coordinator

Date: **November 21, 2017, for November 28, 2017, Public Hearing**

Subject:
File: CPA-2017-002, ZA-2017-003
North Milwaukie Industrial Area Plan and Code Amendments
Hearing 1
File Types: Comprehensive Plan Text Amendment, Comprehensive Plan Map Amendment, Zoning Ordinance Text Amendment, Zoning Ordinance Map Amendment
Applicant: Dennis Egner, Planning Director

ACTION REQUESTED

Open the public hearing for application CPA-2017-002, ZA-2017-003. Discuss the proposed amendments to Milwaukie Comprehensive Plan Chapter 4, Tacoma Station Area Plan (TSAP), Transportation System Plan (TSP), and the North Milwaukie Industrial Area (NMIA) Plan, both ancillary documents to the Comprehensive Plan. Take public testimony and provide direction to staff regarding desired revisions to the proposed amendments.

This is the first of two scheduled hearings on the NMIA Plan and code amendment package. The draft ordinance and Findings of Approval will be provided at the final hearing on the amendments.

HEARING SCHEDULE

Due to the complexity of the amendment package, the hearings on the NMIA Plan and code amendment package have been packaged into 2 dates, each with an anticipated focus on a specific section of the draft amendments.

The hearings schedule and anticipated topic of focus are as follows:

- November 28, 2017: Policies (*North Milwaukie Industrial Area Plan, Tacoma Station Area Plan, Transportation Systems Plan* and *Comprehensive Plan – Chapter 4*). This hearing will focus on the materials contained in Attachments 1 - 3.
- December 12, 2017: Use standards, development and design standards.

Although the Planning Commission discussion will focus on the topics listed above at each hearing, the full package of amendments is being provided at this time to allow substantial time for review of the proposal and to allow the Planning Commission to advance the discussion at any of the hearings if there is adequate time.

BACKGROUND INFORMATION

On July 18, 2017, after multiple advisory group meetings of the Project Advisory Group (PAG) and Technical Advisory Group (TAG), 3 public open houses, and 3 Planning Commission meetings, City Council adopted a resolution directing staff to prepare plan and code amendments to implement the draft NMIA Plan. The plan focuses on increasing employment density in the NMIA, providing amenities to serve employees, and accommodating office and industrial flex space.

The proposed amendment package is intended to implement the plan, as well as streamline and simplify the zoning code. The proposed amendments are the result of a 2015 grant from the Metro Community Planning and Development Grant program, which funded the preparation of the NMIA Plan. The plan was also conducted in partnership with Clackamas County.

The NMIA Plan establishes a future land use framework that is intended to enhance economic opportunities and capitalize on the district's strategic location to attract innovative and entrepreneurial businesses to create a strong regional center for next-generation traded sector employment and manufacturing as well as supporting commercial and service businesses. The vision for the area is to support and encourage existing and future businesses that provide family-wage jobs accessible by all modes of travel, and to respect the natural environment and incorporate sustainable design to reduce demand on citywide infrastructure. This includes improving access to the area for pedestrians, cyclists and vehicles and fostering a mix of industrial, commercial, and office uses with supportive residential uses in focused locations.

The project was led by staff, assisted by grant-funded land use and design consultants MIG, ECONorthwest, DKS Engineering, and Puttman Infrastructure. The project was overseen by a 19-member volunteer PAG that included representatives from City Council, Planning Commission, neighborhood associations, and state and regional agencies as well as business and property owners and a 14-member TAG made up of representatives from City departments, Clackamas County, Oregon Department of Transportation, Metro, TriMet, Oregon Department of Environmental Quality, Oregon Department of Land Conservation and Development, Portland General Electric, and City of Portland.

A. North Milwaukie Industrial Area – Project Area

The NMIA is a major local and regional asset for manufacturing, transportation and jobs. It is one of the city's three major industrial centers with a long history of industrial use and excellent access to the regional transportation network. With nearly 200 acres and 65 businesses, the area employs approximately 1,800 workers. A majority of land uses in the NMIA are currently industrial (57%) with various types of manufacturing, distribution, storage and similar uses.[1] The project area also includes multiple publicly owned parcels including the Oregon Liquor Control Commission offices, a TriMet park-and-ride, the Clackamas County Community Corrections Center and Women's Center and the vacant Oregon Department of Transportation offices and adjacent outdoor storage.

B. Planning Process

The Project Management Team comprised of City and County staff began meeting early in 2016 to handle the IGA development, finalize the scope of work, and develop a request for proposal (RFP) process. In June 2016, MIG was selected as the project consultant and the full Project Team held a kick-off meeting in July. Public outreach included:

- 5 Advisory Group Meetings

[1] North Milwaukie Industrial Area Plan Existing Conditions Report, October 2016

- 1 Online Survey
- 3 Public Open Houses
- Planning Commission and City Council Meetings

The timeline for development of the plan is as follows:

- **2003** – The North Industrial Area Land Use/Transportation Plan was completed.
- **2013** – The Tacoma Station Area Plan was completed and the new Tacoma Station Area Manufacturing (M-TSA) Zone was adopted.
- **2014** – The City Economic Development Team made a presentation to the Clackamas County Economic Development Commission and highlighted opportunities in the NMIA. The City Economic Development team, along with Clackamas County Business and Economic Development and Clackamas Small Business Development Center, led a discussion regarding employment land priorities and redevelopment opportunities in the NMIA.
- **2015** – Following a joint application for the Metro Community Planning and Development Grant for the NMIA Plan, Metro announced that Milwaukie and Clackamas County were awarded a $250,000 grant to develop a plan for the NMIA. Council approved Resolution No. 100-2015 authorizing execution of two Intergovernmental Agreements with Clackamas County and Metro to work with a consultant team to develop the NMIA Plan.
- **July 2016** – Council received an introduction to the new NMIA project team.
- **January 19, 2017 –** Council received a Mid-Term Progress Report on the NMIA planning process as part of the Metro Community Development and Planning Grant.
- **April 25, 2017** – Planning Commission received an overview of the NMIA planning process.
- **May 9, 2017** – Council provided guidance with a policy direction for the NMIA project management team not to allow additional residential in a newly-proposed NMIA zone.
- **May 25, 2017** – Planning Commission held a work session on the draft NMIA Plan to discuss land use and zoning related recommendations to City Council. The Commission discussion focused on the land use and transportation sections as they related to the potential modifications of the M-TSA Zone, Subareas 1, 2, 3, and 4 and consideration of a new NMIA Zone made up of M-TSA Subarea 4 and M Zone focused on employment.
- **June 27, 2017** – Planning Commission held a public hearing to recommend adoption of a City Council resolution with recommended amendments directing staff to prepare Comprehensive Plan and Zoning Code amendments for the concepts set forth in the NMIA Draft Framework Plan and Implementation Strategy.
- **July 18, 2017** – City Council held a public hearing and adopted Resolution 71-2017 directing preparation of plan and code amendments to implement the NMIA Framework Plan and Implementation Strategy.

C. North Milwaukie Industrial Area Plan and Tacoma Station Area Plan

The NMIA Plan builds on and incorporates much of the TSAP adopted in 2013 prior to the construction of the Tacoma Light Rail Station and MAX Orange line. The draft NMIA Plan

being presented to the Commission includes some remaining elements from the TSAP that were not specifically addressed during the NMIA Plan process. By incorporating these elements, the city can repeal the TSAP and its associated documents so that there is a single plan for this area. The general changes to the NMIA Plan adopted by City Council in July 2017 are outlined as follows:

- Inclusion of remaining TSAP items
- Additional items from the planning process not included or properly referenced in the first draft

The NMIA Plan informs the City's policies for the area, which in turn informs, and is implemented by, regulations. The plan document incorporates the direction and feedback received at 5 PAG and TAG meetings, 3 public meetings, a community survey, and stakeholder/developer focus group meetings.

A summary of the key concepts from the draft Plan is provided below to provide an outline for the Commission's review and discussion:

A. Ecodistrict Framework (Chapter 3)
   - Incorporate and enhance Johnson Creek as a natural amenity
   - Enhance the stormwater system through a variety of means to improve water quality
   - Improve McBrod Ave and integrate green street features
   - Incorporate solar energy systems
   - Develop greywater systems to reduce impacts on water supply and wastewater treatment facilities
   - Create a Transportation Management Association to manage parking and transit access
   - Create a NMIA brand

B. Transportation (Chapter 4)
   - Improve circulation and wayfinding at the Ochoco and Milport intersections with McLoughlin Blvd
   - Extend the public ROW for an extension of Mailwell St from the MAX line to Crystal Lake Dr and design the road to restrict large trucks from entering the adjacent neighborhoods
   - Reconfigure the street network at Moores St/Ochoco St/23rd Ave
   - Provide a road connection over Johnson Creek at 24th Ave
   - Develop a parking management plan, including shared on-street facilities
   - As redevelopment occurs, create a local street network to support a more walkable development pattern
   - Maintain efficient freight access
   - Improve bike and pedestrian connections throughout the district

C. Land Use (Chapter 5)
   - Consolidate the M-TSA Subareas 1, 2, and 3 into one MUTSA Zone
   - Create a new NME Zone that includes areas currently zoned M-Manufacturing and M-TSA Subarea 4. Allow a wider range of office and employment uses in the new zone
   - Prohibit residential use and limit retail and service uses in the NME Zone. Continue to allow warehouse and distribution uses
   - Increase maximum building height to 65 ft within the NME zone and consider requiring a minimum building height of 25 ft and consider height bonuses within the MUTSA to up to 90 ft

- Encourage active street frontages along key streets such as McBrod Ave and other key gateways

D. Infrastructure (Chapter 6)
   - Retrofit sites with regional or district level stormwater and green streets
   - Incorporate renewable energy
   - Allow for easy access to fiber and high-speed internet

E. Implementation Matrix (Chapter 7)
   - Short- and long-term actions are identified along with a proposed timeframe, estimated costs, potential funding sources, and the responsible agency/department.

D. Summary of Code Amendments

The proposed amendments are detailed, but the key changes are summarized here: (Please refer to Attachment 1 for draft language):

- Reduce the total number of zones in the NMIA from 5 to 2
  - Combine the Manufacturing Zone and Tacoma Station Area Overlay Zone Subarea 4 areas into a new North Milwaukie Employment Zone (NME)
  - Combine Tacoma Station Area Overlay Zone Subareas 1-3 into a single new Tacoma Station Area Mixed-Use Zone (MUTSA)
- Delete the Tacoma Station Area Overlay Zone
- Propose code language that is organized in a way that is more consistent with the Commercial Mixed-Use Zones

E. Proposed Comprehensive Plan Amendments

The Comprehensive Plan is the policy document which implements the vision for and guides the physical development of the City. Several amendments to the Comprehensive Plan are necessary to: formalize the area identified as the North Milwaukie Industrial Area; adopt the NMIA Plan as an ancillary document to the plan; repeal the TSAP; and incorporate recommendations of the NMIA Plan into the Transportation System Plan (TSP). Please refer to Figure 1 for the identified North Milwaukie Industrial Area.

Comprehensive Plan

The proposed amendments change existing policies that refer to the Tacoma Station area as it relates to the TSAP. A new objective is proposed in the Economic Base and Industrial/Commercial Land Use Element – Objective #17– North Milwaukie Industrial Area. This new objective adopts and implements the NMIA Plan. Amendments are also proposed for 2 comprehensive plan maps: an amendment to Map 8 Land Use to revise the boundary of the Tacoma Station Area and a new Map 10 identifying the North Milwaukie Industrial Area (see Figure 1). See Attachment 1 for the proposed amendments to the Comprehensive Plan in underline/strikeout format.

Transportation System Plan

The Transportation System Plan (TSP) is the City's long-term plan for transportation improvements and includes policies and projects that could be implemented through the Capital Improvement Plan (CIP), private development, or grant funding. It is the guiding policy document for long-term transportation planning and represents the City's goals and

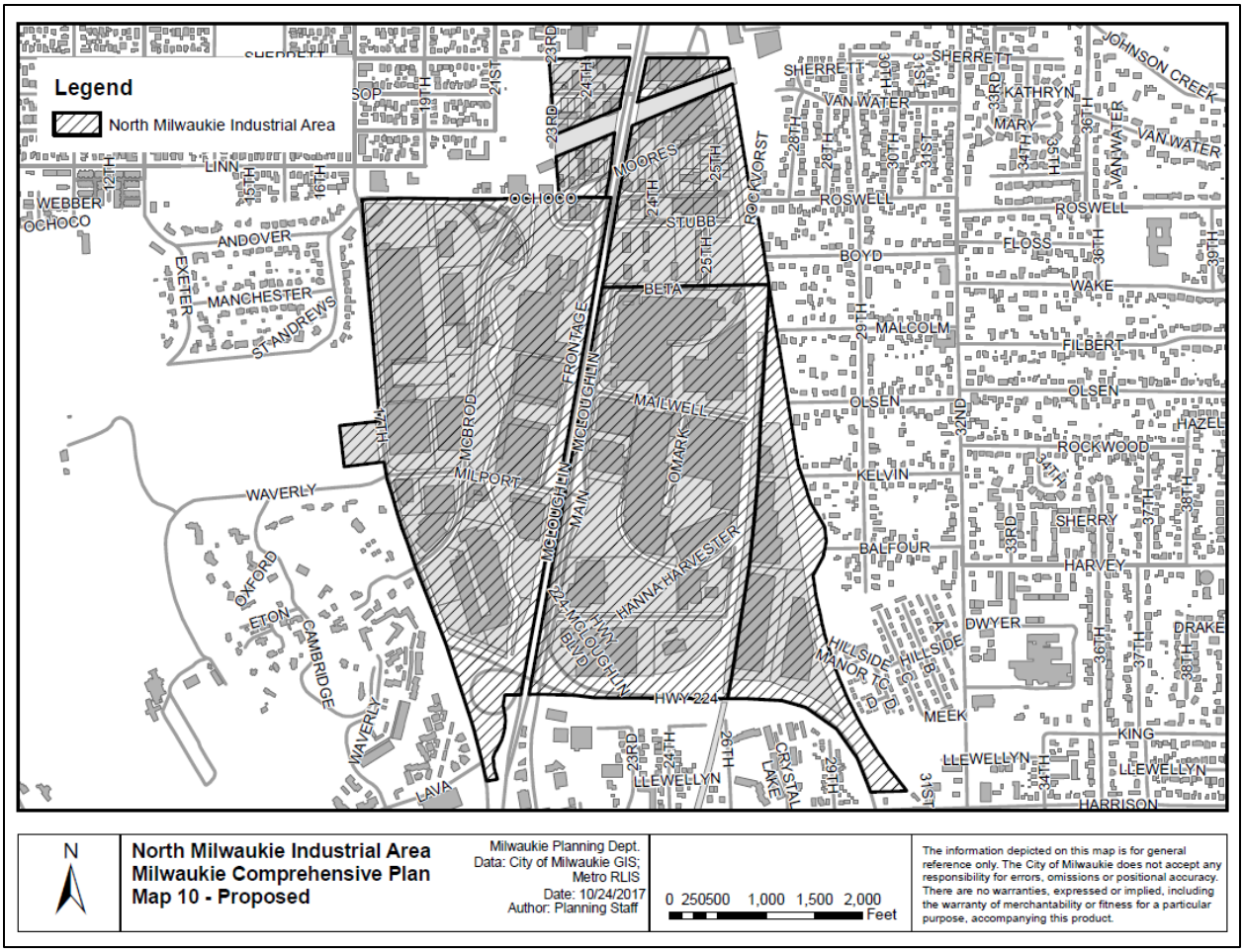


Figure 1. North Milwaukie Industrial Area

policies while outlining and prioritizing proposed improvements for pedestrian, bicycle, public transit, motor vehicle, and freight systems; downtown parking; and neighborhood traffic management.

The NMIA Plan includes several implementation strategies to improve circulation in the NMIA, including vehicular, pedestrian, and bicycle connectivity. In order to move these strategies forward, the projects must also be included in the TSP. The proposed projects will be added to the overall list of projects, but will not be prioritized at this point. See Attachment 1 for the proposed amendments to the TSP.

KEY ISSUES

Summary

The following key issues have been identified for the Planning Commission's deliberation. During worksession discussions leading up to the hearings on this proposal, the Planning Commission reviewed the draft amendments and provided direction to staff regarding potential revisions. Staff has highlighted policy choices as key issues on which Commission direction is being requested.

1. Should the boundary of the MUTSA be revised to include the area bounded by Milport Rd, 17th Ave, and McLoughlin Blvd?

a. Option 1: Maintain NME and MUTSA zones as proposed by the Plan and staff recommendation
b. Option 2: Apply MUTSA zoning
c. Option 3: Create a new MUTSA Overlay with no standalone multi-family residential and a 10-year sunset

2. Are there any questions or concerns about the proposed NMIA Plan?
3. Are there any questions or concerns about the revisions to the Comprehensive Plan or Transportation System Plan, including compliance with Goal 12 – Transportation?
4. Are there any questions or concerns about the proposed changes to the Tacoma Station Area?

Analysis

A. Should the boundary of the MUTSA be revised to include the area bounded by McBrod Ave, Milport Rd, and McLoughlin Blvd?

Figure 3 identifies the proposed zoning for the NMIA as directed by the City Council in July 2017. The MUTSA district is intended to take advantage of its unique location near the Tacoma light rail station and provide opportunities for a wide range of uses. The primary uses in this zone include housing, limited commercial and service-related office use, high intensity office employment, and industrial uses including uses involved in production, manufacturing and processing, of goods.

Conversely, the primary uses in the NME zone are intended to be uses involved in production, manufacturing, processing, and transportation of goods, as well as uses providing opportunities for higher intensity employment such as production-related office, laboratories, and research and development uses. Service-related office and commercial uses are intended to be incidental uses that are minor in relation to the industrial uses on a site and should be subordinate and accessory to the industrial uses in the zone.

During the NMIA Plan process, there was extensive discussion about the area around McBrod Ave, Milport Rd, and McLoughlin Blvd because the area is subject to floodplain and natural resource constraints and construction within this area may be limited. On May 9, 2017, staff held a worksession with City Council for guidance on allowing additional residential in the southwest portion of the NMIA. The worksession was scheduled after staff heard from a property owner located in the M (Manufacturing) Base Zone who wanted more flexibility to allow residential use. Council provided direction to the NMIA project management team to focus employment uses in this area and not allow additional residential use.

Council's policy direction was based on several factors:

1. Only 18.4% of the city is zoned for industrial/employment use. Approximately 75% of the city is currently zoned residential with 12.3% of that zoned medium and high density residential; this does not include residential uses allowed in mixed use zones. The NMIA is one of three employment districts that, in total, provide more than 12,300 jobs, and is critical to the jobs/housing balance.
2. A secondary reason for separating residential uses from the traditional manufacturing and warehouse/distribution use was concern about encroachment issues associated with residential adjacency to heavier manufacturing uses.

3. Through the year-long NMIA planning and outreach process, the recommendation pointed to limiting residential to where it is currently allowed in the north portion of the district in proximity to Tacoma Light Rail Transit Station.

At the June 27, 2017 public hearing, Planning Commission voted to recommend an M-TSA (now proposed as MUTSA) overlay without standalone multi-family residential with a 10-year sunset for the area bounded by Milport Rd, McLoughlin Blvd, and 17th Ave. The reasons for this recommendation were in response to testimony regarding construction limitations of the floodplain and a consideration for transportation connections and proximity of the area to downtown.

At the July 18, 2017 City Council public hearing, Council voted to adopt the NMIA Plan maintaining the NMIA (now proposed as NME) Zone throughout the entire southern portion of the district without the recommendation from Planning Commission for an overlay including residential. Council was interested in the reasons for Planning Commission's recommendation but based their decision on the following: public input received during the planning process in public workshops about not allowing additional housing, compatibility of residential surrounded by industrial, 75% of the city is currently zoned residential with additional units in the pipeline, the primary goal of the plan was to protect jobs, competition with downtown, and how additional residential use would impact transportation. It was also mentioned that all the reasons mentioned for why the southwest quadrant was good for residential would also be good reasons for maintaining employment land for office users.

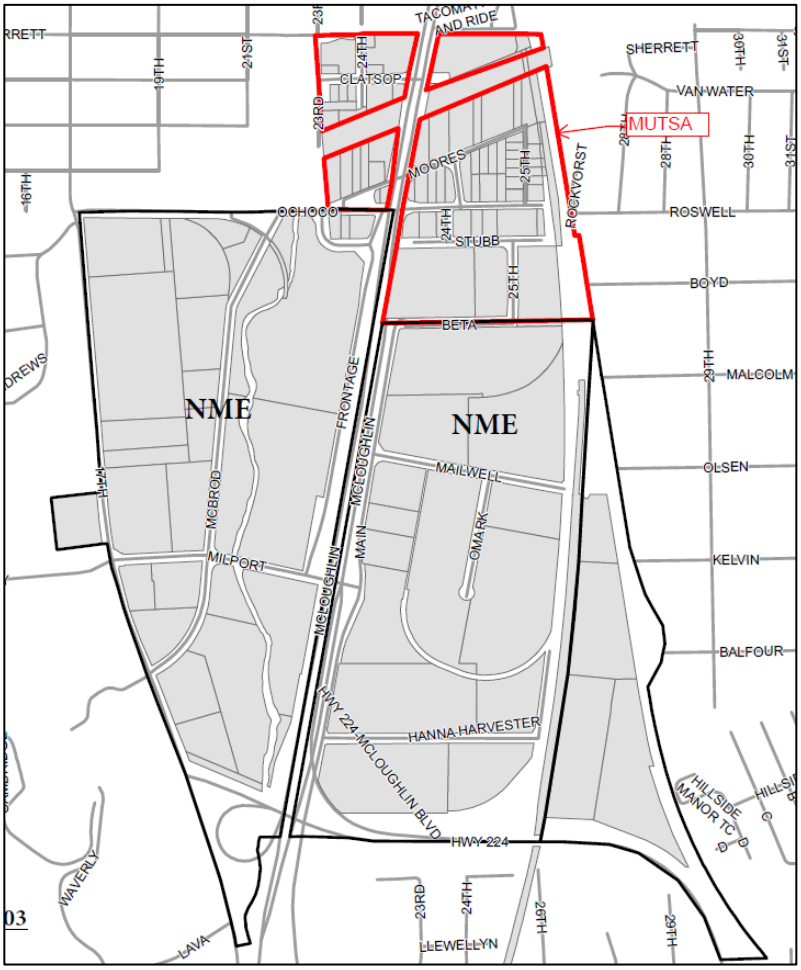


Figure 2. Proposed zoning

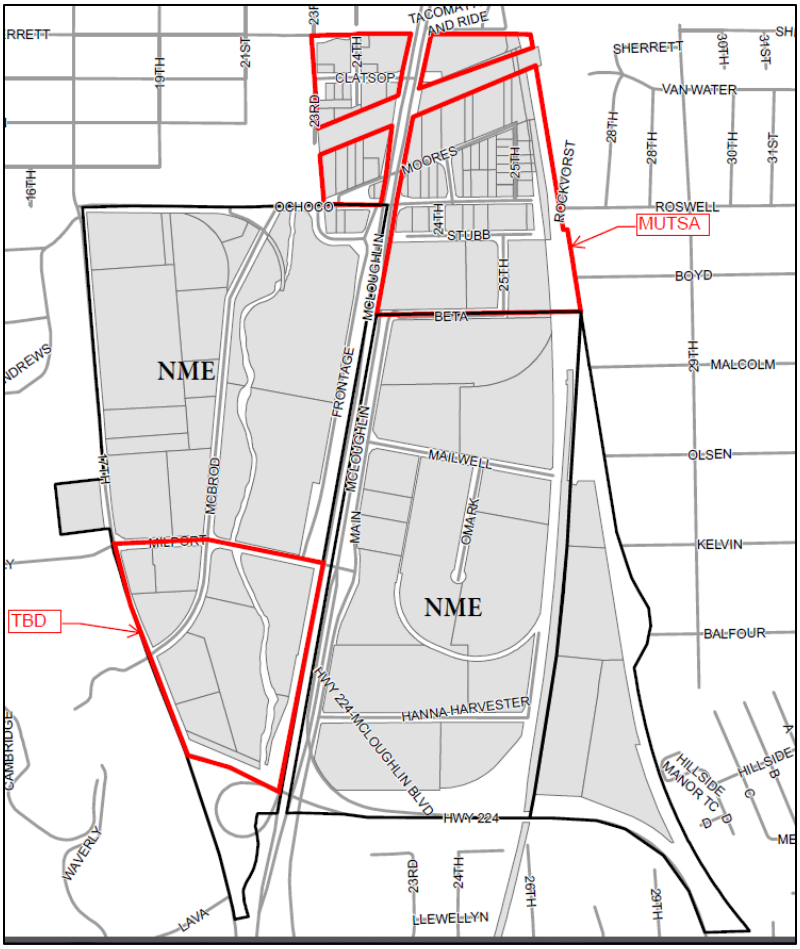


Figure 3. Alternative Zoning

Option 1: Maintain NME and MUTSA zones as proposed by the Plan and staff recommendation

Option 2: Apply MUTSA zoning

Option 3: Create a new MUTSA Overlay with no standalone multi-family residential and a 10-year sunset

B. Are there any questions or concerns about the proposed NMIA Plan?

The Commission did not direct staff to provide any alternative approaches to the policies contained in the NMIA Plan. Does the Commission support the vision and key components of this newly designated area?

C. Are there any questions or concerns about the revisions to the Comprehensive Plan or Transportation System Plan, including compliance with Goal 12 – Transportation?

The Commission is being asked if they concur with these essential elements, or whether changes or additional elements should be considered for inclusion. Specifically, does the Commission concur with the proposed improvements for vehicular, bicycle and pedestrian connectivity as proposed in the Transportation System Plan?

A trip generation analysis was prepared as part of the NMIA Plan process. The purpose of the analysis, using a reasonable worst-case development scenario, was to determine

whether further traffic impact evaluation would be required based on the Transportation Planning Rule (TPR) 660-012-0060. The analysis was based on buildable acreage and an assumption of land uses and FAR. The analysis took into account that a portion of the area is a Station Area. Based on the proposed development requirements, there are changes to the reasonable worst-case development assumptions, including a reduction in office use and an increase in industrial use. This resulted in a reduction of peak hour trips between existing and proposed zoning requirements and no net increase in trip generation. Therefore, no further TPR analysis is required.

D. Are there any questions or concerns about the proposed changes to the Tacoma Station Area?

The existing Tacoma Station Area as identified on Map 8 of the Comprehensive Plan, shares the boundary of the entire M-TSA zone. However, much of this area is well outside the typical ½-mile radius from the Tacoma light rail station. Staff proposes to revise this boundary to only include properties within ½-mile of the station (see Figure 4 and 5).

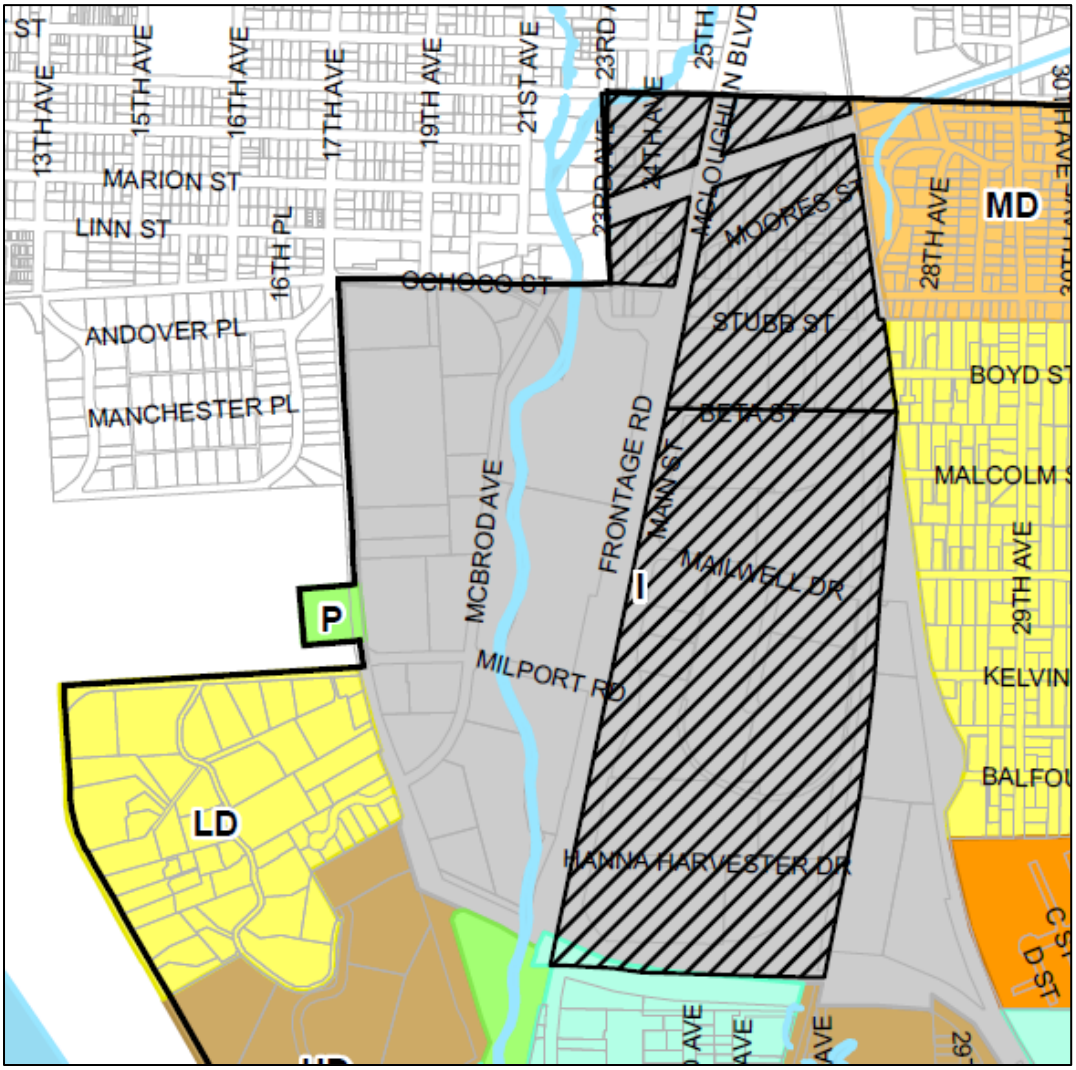


Figure 4 Comprehensive Plan - Existing Map 8 Land Use

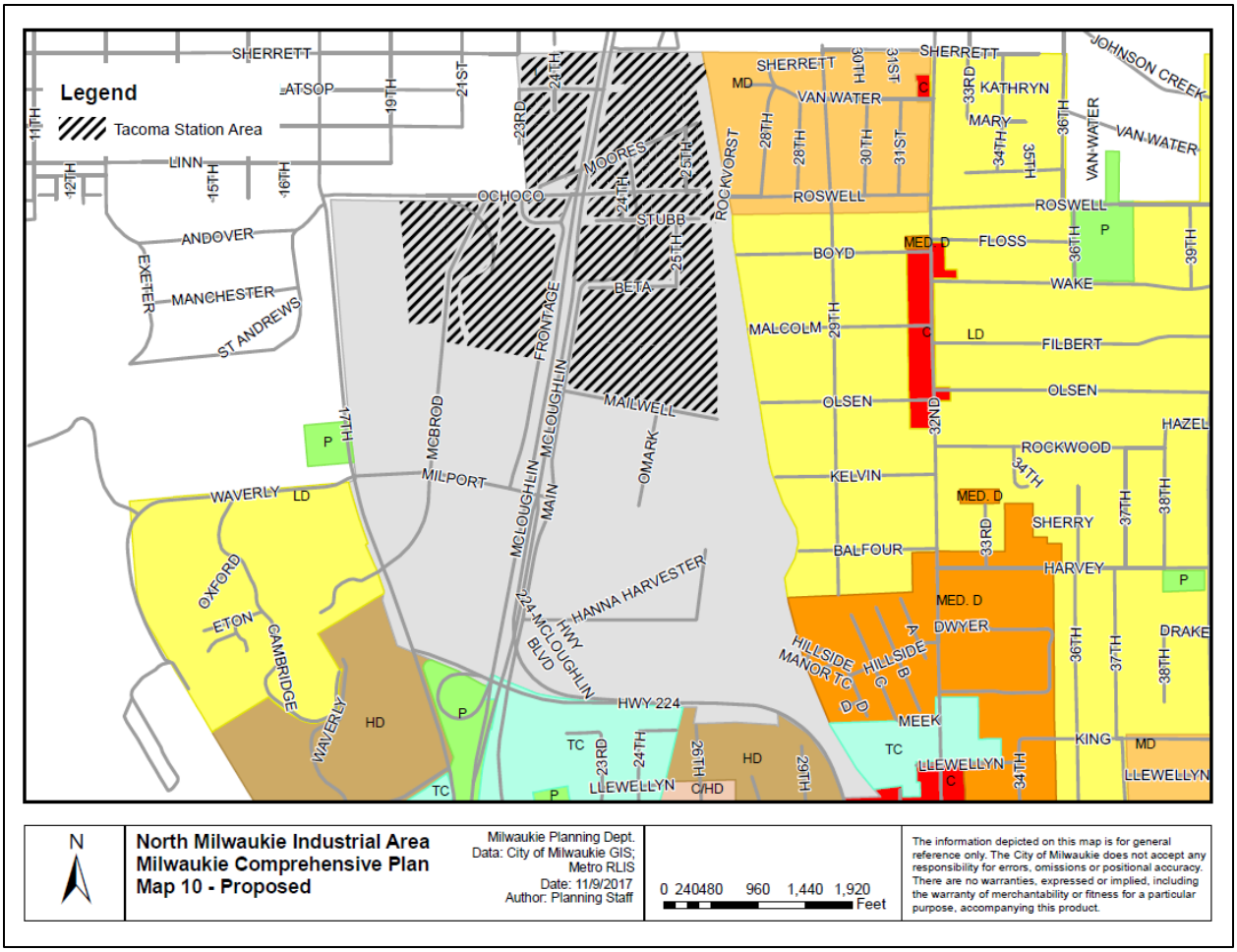


Figure 5 Comprehensive PLan - Proposed Map 10 - Tacoma Station Area

CONCLUSIONS

A. Staff recommendation to the Planning Commission is as follows:

Reach consensus on the recommended draft plan amendments and agreement on recommended actions in advance of the anticipated December 12, 2017, vote on the full amendment package.

COMMENTS

Notice of the proposed changes was given to the following agencies and persons: City of Milwaukie Building, Engineering, and Community Development Departments; all seven Neighborhood District Associations (NDAs); Oregon Department of Land Conservation and Development (DLCD); Metro; other Interested Persons; and participants in the Project and Technical Advisory Groups (PAGs) via email. A public hearing notice was posted at City Hall, Ledding Library, the Public Safety Building, and the Johnson Creek Facility, and was posted on the City's Planning Department web site home page. As required by Measure 56, notice of the Planning Commission hearing was mailed to the owners and tenants of all properties located in the NMIA (see Attachment 5).

No comments were submitted as of the date of this staff report. However, staff will collect comments until the public hearing.

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.	Proposed Plan Amendments (underline/strikeout and clean)	☒	☒	☒
	a. Comprehensive Plan text			
	b. Comprehensive Plan maps			
	c. Transportation Systems Plan			
2.	*North Milwaukie Industrial Area Plan*	☒	☒	☒
	Also found here: https://www.milwaukieoregon.gov/planning/za-2017-003			
3.	Draft Ordinance	☒	☒	☒
	a. Findings			
4.	List of additional edits to the *North Milwaukie Industrial Area Plan*	☒	☒	☒
5.	Trip Generation Analysis memorandum – DKS Associates (August 30, 2017)	☒	☒	☒
6.	Measure 56 Notice	☒	☒	☒

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

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 http://www.milwaukieoregon.gov/planning/planning-commission-182.

Underline/Strikeout Amendments

Comprehensive Plan

CHAPTER 4 — LAND USE

ECONOMIC BASE AND INDUSTRIAL/COMMERCIAL LAND USE ELEMENT

OBJECTIVE #1 — ECONOMIC DEVELOPMENT

Policies

11. The City will implement the ~~Tacoma Station Area~~ North Milwaukie Industrial Area Plan to promote economic development and employment opportunities.

OBJECTIVE #4 – INDUSTRIAL LAND USE

Policies

3. Lands designated for industrial use as shown on Map 8, Land Use, should be reserved for industrial, manufacturing, distribution, and supporting land uses, except where otherwise indicated in the ~~Tacoma Station Area~~ North Milwaukie Industrial Area Plan and the Central Milwaukie Land Use and Transportation Plan.

OBJECTIVE #15 – TACOMA STATION AREA

To ~~adopt and~~ implement the Tacoma Station Area Mixed Use Zone (MUTSA) concept, which is the zone that implements the Tacoma station area boundary, as identified in the ~~Tacoma Station Area~~ North Milwaukie Industrial Area Plan ~~as an ancillary document to the Comprehensive Plan~~ and acknowledge the Tacoma station area boundary as shown on Map 8, as a station area community under Title 6 of the Metro Urban Growth Management Functional Plan.

Planning Concepts

The ~~Tacoma Station Area~~ North Milwaukie Industrial Area Plan establishes a future land use framework for the Tacoma station area that promotes the following:

- An active station area mixed-use ~~employment~~ district with residential and employment uses
- Multimodal access to the Tacoma light rail station and enhanced connections within the station area and North Milwaukie Industrial Area
- ~~Increased employment intensity and number of high-paying jobs in the area~~
- Support for existing businesses while providing opportunities for a more transit-supportive mix of employment and residential uses in the long term
- ~~Complementing development goals in the nearby downtown area~~
- ~~A more transit-supportive mix of employment uses in the long term~~
- A balanced approach to parking demand management

Policies

~~1. The Tacoma Station Area Plan is hereby adopted as an ancillary document to the Comprehensive Plan and will be implemented through these policies and associated Station Area Overlay Zone in the Zoning Ordinance.~~

1. Implementing the MUTSA Zone will provide opportunities for a wide range of uses. The primary uses include residential, limited commercial, and service-related office use, high intensity office employment, and industrial uses including uses involved in production, manufacturing and processing, of goods.

2. The Tacoma s~~S~~tation a~~A~~rea ~~Overlay Zone boundary~~ includes those lands shown on Map 8.

~~3. The City will strive to increase employment densities in the Tacoma station area by attracting high-employment businesses and supporting existing businesses.~~

~~4. The City will work to increase bicycling and walking trips between the Tacoma light rail station, the Springwater Corridor, and downtown Milwaukie.~~

~~5. The City will strive to improve Main St through the Tacoma station area to better serve all transportation modes by the year 2035.~~

3~~6~~. The City will encourage and support formation of a transportation management association (TMA) among businesses within the Tacoma station area to increase transit use and multiple occupant trips and to manage parking supply/demand. At the time the TMA is established, the City may wish to include the downtown area businesses as well. Additionally, the City will work to bring on-street parking into conformance with City standards to increase driver, pedestrian, and cyclist safety.

~~7. The City will actively foster and support redevelopment of Opportunity Site B and the TriMet park-and-ride located in Subarea 4 the consistent with the Tacoma Station Area Plan.~~

~~8. The City supports the recommended improvements to the intersection of Highway 99E~~ and ~~Ochoco St as proposed by ODOT, as described in Appendix G of the Tacoma Station Area North Milwaukie Industrial Area Plan Tacoma Station Area Plan.~~

OBJECTIVE #17 – NORTH MILWAUKIE INDUSTRIAL AREA

To recognize and implement the North Milwaukie Industrial Area Plan as an ancillary document to the Comprehensive Plan and acknowledge the North Milwaukie Industrial Area boundary as shown on Map 10.

Planning Concepts

The North Milwaukie Industrial Area Plan establishes a future land use framework that is intended to enhance economic opportunities and capitalize on the district's strategic location to attract innovative and entrepreneurial businesses to create a strong regional center for next-generation traded sector employment and manufacturing as well as supporting commercial and service businesses. The vision for the area is to support and encourage existing and future businesses that provide family-wage jobs accessible by all modes of travel, and to respect the natural environment and incorporate sustainable design to reduce demand on citywide infrastructure. This includes improving access to the area for

pedestrians, cyclists and vehicles and fostering a mix of industrial, commercial, and office uses with supportive residential uses in focused locations.

Policies

1. The North Milwaukie Industrial Area Plan shall serve as an ancillary document to the Comprehensive Plan and will be implemented through these policies and associated Tacoma Station Area Mixed Use Zone and North Milwaukie Employment Zone in the Zoning Ordinance.
2. Incorporate existing development, infrastructure and transportation systems, identifying expansion or modification of those systems, as needed, to attract the next generation of employers.
3. The City will support creative re-use of existing buildings that permit flex-space uses and will actively recruit target industries while also assisting existing businesses that want to expand employment.
4. The City will coordinate infrastructure improvements, including parking management, across agencies to implement infrastructure goals.
5. Promote high-quality, urban design in the North Milwaukie Industrial Area.
6. The City will create an environment where a variety of small, medium and large businesses thrive and co-exist. The City will support emerging small businesses, including small-scale manufacturing and “maker” spaces.
7. The City will work to improve connectivity to and within the area, and will recognize the needs of freight vehicles in addition to personal vehicles, pedestrians and cyclists.
8. The City will strive to increase employment densities in the North Milwaukie Industrial Area by attracting high-employment businesses and supporting existing businesses.
9. The City will work to increase bicycling and walking trips between the Tacoma light rail station, the Springwater Corridor, and downtown Milwaukie.
10. The City will strive to improve Main St through the North Milwaukie Industrial Area to better serve all transportation modes by the year 2035.

Updates for Section References and Housekeeping Only

TABLE OF CONTENTS

ANCILLARY DOCUMENTS (not included in this document; available for additional charge):

- Ardenwald Park Master Plan
- Balfour Park Master Plan
- Bowman-Brae Park Master Plan
- Central Milwaukie Land Use and Transportation Plan
- Downtown and Riverfront Land Use Framework Plan
- Elk Rock Island Natural Area Management Plan
- Furnberg Park Master Plan
- Homewood Park Master Plan
- Johnson Creek Resources Management Plan
- Kronberg Park Master Plan
- Lake Road Multimodal Connection Plan
- Lewelling Community Park Master Plan
- Milwaukie Vision Statement
- North Clackamas Park North Side Master Plan
- North Clackamas Urban Area Public Facilities Plan (4 volumes)
- North Milwaukie Industrial Area Plan
- Scott Park Master Plan
- Spring Park Master Plan
- Springwater Corridor Master Plan
- Stormwater Master Plan
- ~~Tacoma Station Area Plan~~
- Town Center Master Plan
- Transportation System Plan
- Wastewater Master Plan
- Water Master Plan
- Water Tower Park Master Plan
- Wichita Park Master Plan

List of Tables and Maps

Maps		**~~After~~ Page**
Map 1	Location Map	Intro-5
Map 2	Neighborhood District Association Boundaries	1-5
Map 3	Natural Hazards	3-5
Map 4	Historic Resources	3-11
Map 5	Natural Resources	3-19
Map 6	Buildable Lands	4-17
Map 7	Central Milwaukie Project Area	4-51
Map 8	Land Use	4-53
Map 9	King Road Neighborhood Center	4-55
Map 10	North Milwaukie Industrial Area	4-57
Appendix 2 Map—Natural Resource Sites		APX2-5
Title 4—Lands Map		Ancillary

Clean Amendments

Comprehensive Plan

CHAPTER 4 — LAND USE

ECONOMIC BASE AND INDUSTRIAL/COMMERCIAL LAND USE ELEMENT

OBJECTIVE #1 — ECONOMIC DEVELOPMENT

Policies

11. The City will implement the North Milwaukie Industrial Area Plan to promote economic development and employment opportunities.

OBJECTIVE #4 – INDUSTRIAL LAND USE

Policies

3. Lands designated for industrial use as shown on Map 8, Land Use, should be reserved for industrial, manufacturing, distribution, and supporting land uses, except where otherwise indicated in the North Milwaukie Industrial Area Plan and the Central Milwaukie Land Use and Transportation Plan.

OBJECTIVE #15 – TACOMA STATION AREA

To implement the Tacoma Station Area Mixed Use Zone (MUTSA) concept, which is the zone that implements the Tacoma station area boundary, as identified in the North Milwaukie Industrial Area Plan and acknowledge the Tacoma station area boundary as shown on Map 8, as a station area community under Title 6 of the Metro Urban Growth Management Functional Plan.

Planning Concepts

The North Milwaukie Industrial Area Plan establishes a future land use framework for the Tacoma station area that promotes the following:

- An active station area mixed-use district with residential and employment uses
- Multimodal access to the Tacoma light rail station and enhanced connections within the station area and North Milwaukie Industrial Area
- Support for existing businesses while providing opportunities for a more transit-supportive mix of employment and residential uses in the long term
- A balanced approach to parking demand management

Policies

1. Implementing the MUTSA Zone will provide opportunities for a wide range of uses. The primary uses include residential, limited commercial, and service-related office use, high intensity office employment, and industrial uses including uses involved in production, manufacturing and processing, of goods.

2. The Tacoma station area includes those lands shown on Map 8.
3. The City will encourage and support formation of a transportation management association (TMA) among businesses within the Tacoma station area to increase transit use and multiple occupant trips and to manage parking supply/demand. At the time the TMA is established, the City may wish to include the downtown area businesses as well. Additionally, the City will work to bring on-street parking into conformance with City standards to increase driver, pedestrian, and cyclist safety.

OBJECTIVE #17 – NORTH MILWAUKIE INDUSTRIAL AREA

To recognize and implement the North Milwaukie Industrial Area Plan as an ancillary document to the Comprehensive Plan and acknowledge the North Milwaukie Industrial Area boundary as shown on Map 10.

Planning Concepts

The North Milwaukie Industrial Area Plan establishes a future land use framework that is intended to enhance economic opportunities and capitalize on the district's strategic location to attract innovative and entrepreneurial businesses to create a strong regional center for next-generation traded sector employment and manufacturing as well as supporting commercial and service businesses. The vision for the area is to support and encourage existing and future businesses that provide family-wage jobs accessible by all modes of travel, and to respect the natural environment and incorporate sustainable design to reduce demand on citywide infrastructure. This includes improving access to the area for pedestrians, cyclists and vehicles and fostering a mix of industrial, commercial, and office uses with supportive residential uses in focused locations.

Policies

1. The North Milwaukie Industrial Area Plan shall serve as an ancillary document to the Comprehensive Plan and will be implemented through these policies and associated Tacoma Station Area Mixed Use Zone and North Milwaukie Employment Zone in the Zoning Ordinance.
2. Incorporate existing development, infrastructure and transportation systems, identifying expansion or modification of those systems, as needed, to attract the next generation of employers.
3. The City will support creative re-use of existing buildings that permit flex-space uses and will actively recruit target industries while also assisting existing businesses that want to expand employment.
4. The City will coordinate infrastructure improvements, including parking management, across agencies to implement infrastructure goals.
5. Promote high-quality, urban design in the North Milwaukie Industrial Area.
6. The City will create an environment where a variety of small, medium and large businesses thrive and co-exist. The City will support emerging small businesses, including small-scale manufacturing and "maker" spaces.
7. The City will work to improve connectivity to and within the area, and will recognize the needs of freight vehicles in addition to personal vehicles, pedestrians and cyclists.
8. The City will strive to increase employment densities in the North Milwaukie Industrial Area by attracting high-employment businesses and supporting existing businesses.

9. The City will work to increase bicycling and walking trips between the Tacoma light rail station, the Springwater Corridor, and downtown Milwaukie.
10. The City will strive to improve Main St through the North Milwaukie Industrial Area to better serve all transportation modes by the year 2035.

Updates for Section References and Housekeeping Only

TABLE OF CONTENTS

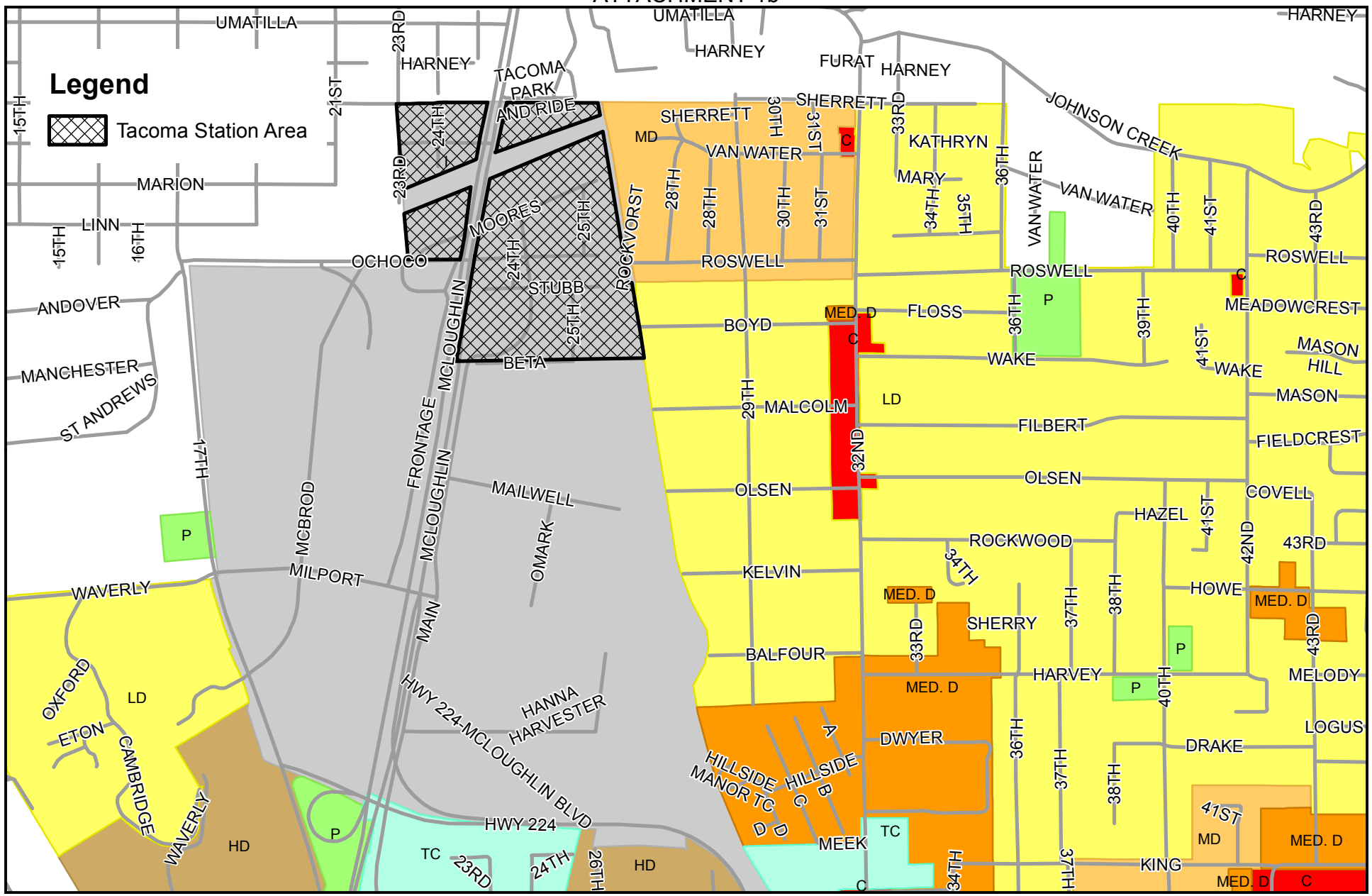
ANCILLARY DOCUMENTS (not included in this document; available for additional charge):

- Ardenwald Park Master Plan
- Balfour Park Master Plan
- Bowman-Brae Park Master Plan
- Central Milwaukie Land Use and Transportation Plan
- Downtown and Riverfront Land Use Framework Plan
- Elk Rock Island Natural Area Management Plan
- Furnberg Park Master Plan
- Homewood Park Master Plan
- Johnson Creek Resources Management Plan
- Kronberg Park Master Plan
- Lake Road Multimodal Connection Plan
- Lewelling Community Park Master Plan
- Milwaukie Vision Statement
- North Clackamas Park North Side Master Plan
- North Clackamas Urban Area Public Facilities Plan (4 volumes)
- North Milwaukie Industrial Area Plan
- Scott Park Master Plan
- Spring Park Master Plan
- Springwater Corridor Master Plan
- Stormwater Master Plan
- Town Center Master Plan
- Transportation System Plan
- Wastewater Master Plan
- Water Master Plan
- Water Tower Park Master Plan
- Wichita Park Master Plan

List of Tables and Maps

Maps		**Page**
Map 1	Location Map	Intro-5
Map 2	Neighborhood District Association Boundaries	1-5
Map 3	Natural Hazards	3-5
Map 4	Historic Resources	3-11
Map 5	Natural Resources	3-19
Map 6	Buildable Lands	4-17
Map 7	Central Milwaukie Project Area	4-51
Map 8	Land Use	4-53
Map 9	King Road Neighborhood Center	4-55
Map 10	North Milwaukie Industrial Area	4-57
Appendix 2 Map—Natural Resource Sites		APX2-5
Title 4—Lands Map		Ancillary

ATTACHMENT 1b



N	**Tacoma Station Area** **Milwaukie Comprehensive Plan** **Map 8 - Land Use - Proposed (Enlarged)**	Milwaukie Planning Dept. Data: City of Milwaukie GIS; Metro RLIS Date: 10/24/2017 Author: Planning Staff	0 250500 1,000 1,500 2,000 Feet	The information depicted on this map is for general reference only. The City of Milwaukie does not accept any responsibility for errors, omissions or positional accuracy. There are no warranties, expressed or implied, including the warranty of merchantability or fitness for a particular purpose, accompanying this product.



N

North Milwaukie Industrial Area
Milwaukie Comprehensive Plan
Map 10 - Proposed

Milwaukie Planning Dept.
Data: City of Milwaukie GIS; Metro RLIS
Date: 10/24/2017
Author: Planning Staff

0 250500 1,000 1,500 2,000 Feet

The information depicted on this map is for general reference only. The City of Milwaukie does not accept any responsibility for errors, omissions or positional accuracy. There are no warranties, expressed or implied, including the warranty of merchantability or fitness for a particular purpose, accompanying this product.

Underline/Strikeout Amendments

Transportation System Plan (TSP)

Executive Summary

TSP UPDATE PROCESS

Identification of Needs and Potential Improvements

The traffic volume projections forecasted from the Metro model formed the basis for identifying potential roadway deficiencies and evaluating alternative circulation improvements within Milwaukie. Needs for other modes were then identified, based on the future traffic forecasts and deficiencies in the existing infrastructure (sidewalks, bike lanes, transit stops, etc.).

Collectively, the master plans in Chapters 5 through 12 of the TSP describe the proposed capital and operational improvements to the transportation system between 2013 and 2035. While many of these potential improvements are presented as benefiting one mode, when possible, multiple modes are combined into one project. For instance, the Railroad Ave road-widening project listed in the Street Network Master Plan could include new bike lanes and sidewalks, as well as improvements for freight and transit.

Between the 2007 and 2013 TSP updates, the PMLR project became more defined, with construction starting in 2012. A thorough feasibility and impact study was conducted for the PMLR project, identifying and developing appropriate mitigation for the new light rail system's impacts to Milwaukie's transportation infrastructure. The warranted improvements are being constructed as the new light rail system is being built. Once completed, PMLR will become a part of the City's transportation system and will be further studied to identify and address needed improvements as part of future updates to the TSP.

In June 2013, the Tacoma Station Area Plan (TSAP) was adopted to address potential redevelopment opportunities near the new PMLR station at Tacoma St. The TSAP included a list of approximately 20 projects identified to meet new transportation needs. These projects were assigned order-of-magnitude costs and were added to the relevant project lists for the various modes.

In 2015, the Central Milwaukie Land Use and Transportation Plan (CMLUTP) was adopted to address potential new development and redevelopment opportunities in the central Milwaukie area. The CMLUTP included a variety of projects, particularly pedestrian and bicycle connections, which were added to the relevant project lists.

In 2017, the North Milwaukie Industrial Area Plan (NMIA Plan) was adopted to build on the TSAP to encourage redevelopment of this critical employment area. At the time it was adopted, the TSAP was repealed, as it was incorporated into the NMIA Plan. Additional transportation projects were identified in the NMIA Plan, which were added to the relevant project lists for the various modes.

Ranking and Prioritizing Improvements

The action plans in Chapters 5 through 12 focus on the highest priority projects that are most likely to be funded over the next 22 years with limited City funds. The action plans are built upon the premise that, given the limited funds available, the City should prioritize funding of

transportation projects that 1) effectively address identified problems, and 2) best meet the City's Goals.

To prioritize the projects as part of the 2007 TSP update, project staff and the Advisory Committee used three sources: the project rankings from the working groups, evaluation of each project against the nine TSP Goals, and other information regarding dependence on other projects, neighborhood support, etc. Using this approach, project staff and the Advisory Committee developed a relative ranking of the projects, grouping them into three categories (high, medium, and low priority).

For the 2013 TSP update, project staff did not reevaluate projects against the nine TSP Goals but, instead, considered the input generated around a public meeting that was held to discuss transportation project priorities. For approximately 20% of the existing projects, the priority classification was adjusted to reflect changes in current conditions or a new awareness of community need. For new projects arising from the Tacoma Station Area Plan (TSAP), staff assigned a priority to each based on input from the TSAP Advisory Committee as well as staff knowledge of overall system needs. Projects identified in the CMLUTP and NMIA Plan were not prioritized at the time of identification.

Transportation System Plan (TSP)

Table 5-1 Pedestrian Master Plan Projects

Map ID[1]	Priority	Type	Project Name	Project Description[2]	From	To	Cost ($1,000s[3])
High Priority Projects							
AX	High	C	Improved Connection to Springwater Trail at 29th Ave and Sherrett St	Pave the connection to Springwater Trail at 29th Ave and Sherrett St. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$20
AY	High	C	Improved Connection from Springwater Trail to Pendleton Site (Ramps)	Construct ramps to improve existing connection of Springwater Trail to Pendleton site at Clatsop St. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$630
AY	High	C	Improved Connection from Springwater Trail to Pendleton Site (Widened Undercrossing)	Widen existing undercrossing to improve connection of Springwater Trail to Pendleton site at Clatsop St. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$100
AZ	High	C	Improved Connection from Springwater Trail to Tacoma Station	Construct stairs to connect Springwater Trail to Tacoma station. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$80
Medium Priority Projects							
BB	Med	C	Bicycle/Pedestrian Improvements to Main St	Construct multiuse path or other improved bike/ped facilities on Main St to provide safer connection between downtown and Tacoma station. (~~TSAP~~NMIA Plan)	Hanna Harvester Dr	Tacoma station	$2,900
BC	Med	C	Bicycle/Pedestrian Connection from Eastern Neighborhoods to Tacoma Station Area	Establish bike/ped connection over existing railroad tracks and light rail to Tacoma station area. (~~TSAP~~NMIA Plan)	Olsen St & Kelvin St	Mailwell Dr	$4,000

[1] See Figure 5-1a.

[2] The projects in this table assume traditional sidewalks on both sides of the street. In some cases, it may be appropriate to construct a nontraditional pedestrian facility on one side of the street. See Chapter 10 Street Design for more information on the City's approach to designing pedestrian facilities.

[3] Project costs are order-of-magnitude estimates and are in 2012 dollars. Future costs may be more due to inflation. In the case of operational projects, estimated costs are for the entire 22-year planning period.

Map ID[1]	Priority	Type	Project Name	Project Description[2]	From	To	Cost ($1,000s[3])
BD	Med	C	Improved Connection from Springwater Trail to McLoughlin Blvd	Construct stairs or other facility to connect Springwater Trail to west side of McLoughlin Blvd. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$500
BE	Med	C	Bicycle/Pedestrian Connection over Johnson Creek	Construct bike/ped bridge over Johnson Creek along Clatsop St at 23rd Ave to connect Tacoma station area with adjacent neighborhood. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$400
BF	Med	C	Improved Bicycle/Pedestrian Connections on West Side of Tacoma Station Area	Improve bike/ped connections to adjacent neighborhood to west of Tacoma station area at Ochoco St and Milport Rd. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$500
Low Priority Projects							
AY	Low	C	Improved Connection from Springwater Trail to Pendleton Site (Tunnel)	Construct tunnel under Springwater Trail to improve connection to Pendleton site at Clatsop St. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$1,200
BJ	Low	C	Crossing Improvements for McLoughlin Blvd at Ochoco St and Milport Rd	Construct improvements at Ochoco St and Milport Rd to improve bike/ped crossing of McLoughlin Blvd (per ODOT, this will require full intersection improvements). (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$8,320
BK	Low	C	Bicycle/Pedestrian Connection between McLoughlin Blvd and Stubb St	Establish bike/ped connection to McLoughlin Blvd sidewalk at west end of Stubb St. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$20
Priority to be Determined							
CA	-	C	NMIA Bike-Ped Connections – Ochoco	Provide pedestrian/bicycle connection along Ochoco St to Roswell St across the railroad tracks to improve connectivity and circulation to/from the NMIA.	Location-specific	Location-specific	-
CB	-	C	NMIA multi-use path extension	Extend the Main St multi-use path from Beta St to the Tacoma light rail station	Location-specific	Location-specific	-
CC	-	C	McBrod Ave green street	Develop McBrod Ave as a demonstration project that integrates green street/shared facility approaches to treat both the right-of-way and adjacent development.	Location-specific	Location-specific	-

Map ID[1]	Priority	Type	Project Name	Project Description[2]	From	To	Cost ($1,000s[3])
CD	-	C	NMIA sidewalk improvements	Provide sidewalks along Milport Rd, Ochoco St and new local streets. This includes filling gaps in the sidewalk network.	Location-specific	Location-specific	-
CE	-	C	NMIA McLoughlin Blvd green street demonstration	Partner with ODOT to develop a green street demonstration project for McLoughlin Boulevard between Downtown Milwaukie and the Springwater Corridor Pedestrian Bridge.	Location-specific	Location-specific	-

Notes:

C = Capital Project
O = Operational Project
P = Policy Project

High = High priority
Med = Medium priority
Low = Low priority

~~TSAP~~ NMIA Plan = North Milwaukie Industrial Area Plan ~~Tacoma Station Area Plan~~

Table 6-2 Bicycle Master Plan Projects

Map ID[4]	Priority	Type	Project Name	Project Description	From	To	Cost ($1,000s[5])
High Priority Projects							
AG	High	C	Improved Connection to Springwater Trail at 29th Ave and Sherrett St	Pave the connection to Springwater Trail at 29th Ave and Sherrett St. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$20
AH	High	C	Improved Connection from Springwater Trail to Pendleton Site (Ramps)	Construct ramps to improve existing connection of Springwater Trail to Pendleton site at Clatsop St. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$630
AH	High	C	Improved Connection from Springwater Trail to Pendleton Site (Widened Undercrossing)	Widen existing undercrossing to improve connection of Springwater Trail to Pendleton site at Clatsop St. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$100
Medium Priority Projects							

[4] See Figure 6-~~8~~3a.

[5] Project costs are order-of-magnitude estimates and are in 2012 dollars. Future costs may be more due to inflation. In the case of operational projects, estimated costs are for the entire 22-year planning period.

Map ID[4]	Priority	Type	Project Name	Project Description	From	To	Cost ($1,000s[5])
AJ	Med	C	Bicycle/Pedestrian Improvements to Main St	Construct multiuse path or other improved bike/ped facilities on Main St to provide safer connection between downtown and Tacoma station. (~~TSAP~~NMIA Plan)	Hanna Harvester Dr	Tacoma station	$2,900
AK	Med	C	Bicycle/Pedestrian Connection from Eastern Neighborhoods to Tacoma Station Area	Establish bike/ped connection over existing railroad tracks and light rail to Tacoma station area. (~~TSAP~~NMIA Plan)	Olsen St & Kelvin St	Mailwell Dr	$4,000
AL	Med	C	Improved Connection from Springwater Trail to McLoughlin Blvd	Construct stairs or other facility to connect Springwater Trail to west side of McLoughlin Blvd. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$500
AM	Med	C	Bicycle/Pedestrian Connection over Johnson Creek	Construct bike/ped bridge over Johnson Creek along Clatsop St at 23rd Ave to connect Tacoma station area with adjacent neighborhood. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$400
AN	Med	C	Improved Bicycle/Pedestrian Connections on West Side of Tacoma Station Area	Improve bike/ped connections to adjacent neighborhood to west of Tacoma station area at Ochoco St and Milport Rd. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$500
Low Priority Projects							
AH	Low	C	Improved Connection from Springwater Trail to Pendleton Site (Tunnel)	Construct tunnel under Springwater Trail to improve connection to Pendleton site at Clatsop St. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$1,200
AQ	Low	C	Crossing Improvements for McLoughlin Blvd at Ochoco St and Milport Rd	Construct improvements at Ochoco St and Milport Rd to improve bike/ped crossing of McLoughlin Blvd (per ODOT, this will require full intersection improvements). (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$8,320
AR	Low	C	Bicycle/Pedestrian Connection between McLoughlin Blvd and Stubb St	Establish bike/ped connection to McLoughlin Blvd sidewalk at west end of Stubb St. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$20
Priority to be Determined							
BA	-	C	NMIA Bike-Ped Connections – Ochoco St	Provide pedestrian/bicycle connection along Ochoco St to Roswell St across the railroad tracks to improve connectivity and circulation to/from the NMIA.	Location-specific	Location-specific	-

Map ID[4]	Priority	Type	Project Name	Project Description	From	To	Cost ($1,000s[5])
BB	-	C	NMIA multi-use path extension	Extend the Main St multi-use path from Beta St to the Tacoma light rail station	Location-specific	Location-specific	-
BC	-	C	McBrod Ave green street	Develop McBrod Ave as a demonstration project that integrates green street/shared facility approaches to treat both the right-of-way and adjacent development.	Location-specific	Location-specific	-
BD	-	C	NMIA sidewalk improvements	Provide sidewalks along Milport Rd, Ochoco St and new local streets. This includes filling gaps in the sidewalk network.	Location-specific	Location-specific	-
BE	-	C	NMIA McLoughlin Blvd green street demonstration	Partner with ODOT to develop a green street demonstration project for McLoughlin Boulevard between Downtown Milwaukie and the Springwater Corridor Pedestrian Bridge.	Location-specific	Location-specific	-

Notes:
C = Capital Project
O = Operational Project
P = Policy Project

High = High priority
Med = Medium priority
Low = Low priority

~~TSAP~~ NMIA Plan = North Milwaukie Industrial Area Plan ~~Tacoma Station Area Plan~~

Table 8-10 Street Network Master Plan Projects

Map ID[6]	Priority	Type	Project Name	Project Description	From	To	Cost ($1,000s)[7]
Low Priority Projects							
X	Low	C	Local Street Connections in Tacoma Station Area	Connect local streets within Tacoma station area: 24th Ave between Ochoco St/Moores St & Clatsop St; Omark St between Mailwell Dr & Beta St (w/midblock connection from Main St); and Mailwell Dr to Harrison St via 26th Ave. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$8,120

[6] See Figure 8-5~~4~~.
[7] Project costs are order-of-magnitude estimates and are in 2012 dollars. Future costs may be more due to inflation. In the case of operational projects, estimated costs are for the entire 22-year planning period.

Map ID[6]	Priority	Type	Project Name	Project Description	From	To	Cost ($1,000s)[7]
Y	Low	C	Local Street Improvements in Tacoma Station Area	Construct street improvements on Stubb St, Beta St, Ochoco St, Hanna Harvester Dr, and Mailwell Dr. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$5,280
Priority to be Determined							
AA	-	C	McBrod Ave green street	Develop McBrod Ave as a demonstration project that integrates green street/shared facility approaches to treat both the right-of-way and adjacent development.	Location-specific	Location-specific	-
AB	-	C	NMIA intersection redesign	Based on the outcomes, redesign the Ochoco St and Milport Rd intersections to improve wayfinding, circulation and pedestrian safety. Improvements should include geometric and wayfinding/signage improvements.	Location-specific	Location-specific	-
AC	-	C	NMIA McLoughlin Blvd green street demonstration	Partner with ODOT to develop a green street demonstration project for McLoughlin Boulevard between Downtown Milwaukie and the Springwater Corridor Pedestrian Bridge.	Location-specific	Location-specific	-
AD	-	C	NMIA navigability reconfiguration	Reconfigure the Moores St/Ochoco St/23rd Ave area to be more navigable and easier to develop adjacent properties.	Location-specific	Location-specific	-
AE	-	C	NMIA right-of-way road design	Create a public right-of-way from Mailwell Dr through the existing loading docks to 26th Ave. Road design should restrict large trucks from entering the adjacent neighborhoods south of the project area.	Location-specific	Location-specific	-
AF	-	C	NMIA street grid development	Develop a street grid that provides options for transit, vehicles, pedestrians and bicyclists to connect to and through the District, where appropriate.	NMIA	NMIA	-

Notes:

C = Capital Project
O = Operational Project
P = Policy Project

High = High priority
Med = Medium priority
Low = Low priority

~~TSAP~~ NMIA Plan = North Milwaukie Industrial Area Plan ~~Tacoma Station Area Plan~~

Updates for Section References and Housekeeping Only

Chapter 9 Freight Element

Table 9-1 Freight Master Plan Projects

Map ID[8]	Priority	Type	Project Name	Project Description	From	To	Cost(s) ($1,000s[9])
High Priority Projects							
I	High	C	Signage and Intersection Improvements at McLoughlin Blvd and Ochoco St	Establish signage for trucks and improve intersection. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$1,600

Notes:
C = Capital Project
O = Operational Project
P = Policy Project
High = High priority
Med = Medium priority
Low = Low priority
~~TSAP~~ NMIA Plan = North Milwaukie Industrial Area Plan ~~Tacoma Station Area Plan~~

[8] See Figure 9-1.
[9] Project costs are order-of-magnitude estimates and are in 2012 dollars. Future costs may be more due to inflation. In the case of operational projects, estimated costs are for the entire 22-year planning period.

Chapter 13 Funding and Implementation Plan

Table 13-4 Prioritized Master Plan Project List

Project Name	TSP Chapter	Project Description	From	To	Estimated Cost ($1,000s)[10]	Priority Ranking[11]	Is Project in Action Plan?	Project Type
HIGH PRIORITY PROJECTS								
Improved Connection to Springwater Trail at 29th Ave and Sherrett St	Pedestrian & Bicycle	Pave the connection to Springwater Trail at 29th Ave and Sherrett St. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$20	High	No	Capital
Improved Connection from Springwater Trail to Pendleton Site (Ramps)	Pedestrian & Bicycle	Construct ramps to improve existing connection of Springwater Trail to Pendleton site at Clatsop St. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$630	High	No	Capital
Improved Connection from Springwater Trail to Pendleton Site (Widened Undercrossing)	Pedestrian & Bicycle	Widen existing undercrossing to improve connection of Springwater Trail to Pendleton site at Clatsop St. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$100	High	No	Capital
Improved Connection from Springwater Trail to Tacoma Station	Pedestrian	Construct stairs to connect Springwater Trail to Tacoma station. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$80	High	No	Capital
Signage and Intersection Improvements at McLoughlin Blvd and Ochoco St	Freight	Establish signage for trucks and improve intersection. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$1,600	High	No	Capital
MEDIUM PRIORITY PROJECTS								
Bicycle/ Pedestrian Improvements to Main St	Pedestrian & Bicycle	Construct multiuse path or other improved bike/ped facilities on Main St to provide safer connection between downtown and Tacoma station. (~~TSAP~~NMIA Plan)	Hanna Harvester Dr	Tacoma station	$2,900	Medium	No	Capital
Bicycle/ Pedestrian Connection from Eastern Neighborhoods to Tacoma Station Area	Pedestrian & Bicycle	Establish bike/ped connection over existing railroad tracks and light rail to Tacoma station area. (~~TSAP~~NMIA Plan)	Olsen St & Kelvin St	Mailwell Dr	$4,000	Medium	No	Capital
Improved Connection from Springwater Trail to McLoughlin Blvd	Pedestrian & Bicycle	Construct stairs or other facility to connect Springwater Trail to west side of McLoughlin Blvd. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$500	Medium	No	Capital
Bicycle/ Pedestrian Connection over Johnson Creek	Pedestrian & Bicycle	Construct bike/ped bridge over Johnson Creek along Clatsop St at 23rd Ave to connect Tacoma station area with adjacent neighborhood. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$400	Medium	No	Capital

[10] Project costs are order-of-magnitude estimates and are in 2012 dollars. Future costs may be more due to inflation. In the case of operational projects, estimated costs are for the entire 22-year planning period.

[11] Projects are ranked as either high, medium, or low. They are in no particular order within their ranking.

Project Name	TSP Chapter	Project Description	From	To	Estimated Cost ($1,000s)[10]	Priority Ranking[11]	Is Project in Action Plan?	Project Type
Improved Bicycle/ Pedestrian Connections on West Side of Tacoma Station Area	Pedestrian & Bicycle	Improve bike/ped connections to adjacent neighborhood to west of Tacoma station area at Ochoco St and Milport Rd. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$500	Medium	No	Capital
LOW PRIORITY PROJECTS								
Improved Connection from Springwater Trail to Pendleton Site (Tunnel)	Pedestrian & Bicycle	Construct tunnel under Springwater Trail to improve connection to Pendleton site at Clatsop St. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$1,200	Low	No	Capital
Crossing Improvements for McLoughlin Blvd at Ochoco St and Milport Rd	Pedestrian & Bicycle	Construct improvements at Ochoco St and Milport Rd to improve bike/ped crossing of McLoughlin Blvd (per ODOT, this will require full intersection improvements). (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$8,320	Low	No	Capital
Local Street Connections in Tacoma Station Area	Street	Connect local streets within Tacoma station area: 24th Ave between Ochoco St/Moores St & Clatsop St; Omark St between Mailwell Dr & Beta St (w/ midblock connection from Main St); and Mailwell Dr to Harrison St via 26th Ave. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$8,120	Low	No	Capital
Local Street Improvements in Tacoma Station Area	Street	Construct street improvements on Stubb St, Beta St, Ochoco St, Hanna Harvester Dr, and Mailwell Dr. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$5,280	Low	No	Capital
Bicycle/ Pedestrian Connection between McLoughlin Blvd and Stubb St	Pedestrian & Bicycle	Establish bike/ped connection to McLoughlin Blvd sidewalk at west end of Stubb St. (~~TSAP~~NMIA Plan)	Location-specific	Location-specific	$20	Low	No	Capital
REGIONAL PROJECTS WITHIN OR THROUGH THE CITY OF MILWAUKIE[12]								
Pedestrian Overcrossing of McLoughlin Blvd at Umatilla St	—	Construct bike/ped overcrossing of McLoughlin Blvd at Umatilla St. (~~TSAP~~NMIA Plan)	Location Specific	Location Specific	$2,200	—	No	Capital
Portland Bike-Share Station and Car Share Spaces at Tacoma Station	—	Establish a Portland Bike-Share station and car-share spaces at Tacoma station. (~~TSAP~~NMIA Plan)	Location Specific	Location Specific	$70	—	No	Capital

Key:
~~TSAP = Tacoma Station Area Plan~~
NMIA Plan – North Milwaukie Industrial Area Plan

[12] 2004 Regional Transportation Plan (RTP) projects in the Milwaukie area that may or may not be shown on mode-specific master plans or project lists.

Clean Amendments

Transportation System Plan (TSP)

Executive Summary

TSP UPDATE PROCESS

Identification of Needs and Potential Improvements

The traffic volume projections forecasted from the Metro model formed the basis for identifying potential roadway deficiencies and evaluating alternative circulation improvements within Milwaukie. Needs for other modes were then identified, based on the future traffic forecasts and deficiencies in the existing infrastructure (sidewalks, bike lanes, transit stops, etc.).

Collectively, the master plans in Chapters 5 through 12 of the TSP describe the proposed capital and operational improvements to the transportation system between 2013 and 2035. While many of these potential improvements are presented as benefiting one mode, when possible, multiple modes are combined into one project. For instance, the Railroad Ave road-widening project listed in the Street Network Master Plan could include new bike lanes and sidewalks, as well as improvements for freight and transit.

Between the 2007 and 2013 TSP updates, the PMLR project became more defined, with construction starting in 2012. A thorough feasibility and impact study was conducted for the PMLR project, identifying and developing appropriate mitigation for the new light rail system's impacts to Milwaukie's transportation infrastructure. The warranted improvements are being constructed as the new light rail system is being built. Once completed, PMLR will become a part of the City's transportation system and will be further studied to identify and address needed improvements as part of future updates to the TSP.

In June 2013, the Tacoma Station Area Plan (TSAP) was adopted to address potential redevelopment opportunities near the new PMLR station at Tacoma St. The TSAP included a list of approximately 20 projects identified to meet new transportation needs. These projects were assigned order-of-magnitude costs and were added to the relevant project lists for the various modes.

In 2015, the Central Milwaukie Land Use and Transportation Plan (CMLUTP) was adopted to address potential new development and redevelopment opportunities in the central Milwaukie area. The CMLUTP included a variety of projects, particularly pedestrian and bicycle connections, which were added to the relevant project lists.

In 2017, the North Milwaukie Industrial Area Plan (NMIA Plan) was adopted to build on the TSAP to encourage redevelopment of this critical employment area. At the time it was adopted, the TSAP was repealed, as it was incorporated into the NMIA Plan. Additional transportation projects were identified in the NMIA Plan, which were added to the relevant project lists for the various modes.

Ranking and Prioritizing Improvements

The action plans in Chapters 5 through 12 focus on the highest priority projects that are most likely to be funded over the next 22 years with limited City funds. The action plans are built upon the premise that, given the limited funds available, the City should prioritize funding of

transportation projects that 1) effectively address identified problems, and 2) best meet the City's Goals.

To prioritize the projects as part of the 2007 TSP update, project staff and the Advisory Committee used three sources: the project rankings from the working groups, evaluation of each project against the nine TSP Goals, and other information regarding dependence on other projects, neighborhood support, etc. Using this approach, project staff and the Advisory Committee developed a relative ranking of the projects, grouping them into three categories (high, medium, and low priority).

For the 2013 TSP update, project staff did not reevaluate projects against the nine TSP Goals but, instead, considered the input generated around a public meeting that was held to discuss transportation project priorities. For approximately 20% of the existing projects, the priority classification was adjusted to reflect changes in current conditions or a new awareness of community need. For new projects arising from the Tacoma Station Area Plan (TSAP), staff assigned a priority to each based on input from the TSAP Advisory Committee as well as staff knowledge of overall system needs. Projects identified in the CMLUTP and NMIA Plan were not prioritized at the time of identification.

Transportation System Plan (TSP)

Table 5-1 Pedestrian Master Plan Projects

Map ID[1]	Priority	Type	Project Name	Project Description[2]	From	To	Cost ($1,000s[3])
High Priority Projects							
AX	High	C	Improved Connection to Springwater Trail at 29th Ave and Sherrett St	Pave the connection to Springwater Trail at 29th Ave and Sherrett St. (NMIA Plan)	Location-specific	Location-specific	$20
AY	High	C	Improved Connection from Springwater Trail to Pendleton Site (Ramps)	Construct ramps to improve existing connection of Springwater Trail to Pendleton site at Clatsop St. (NMIA Plan)	Location-specific	Location-specific	$630
AY	High	C	Improved Connection from Springwater Trail to Pendleton Site (Widened Undercrossing)	Widen existing undercrossing to improve connection of Springwater Trail to Pendleton site at Clatsop St. (NMIA Plan)	Location-specific	Location-specific	$100
AZ	High	C	Improved Connection from Springwater Trail to Tacoma Station	Construct stairs to connect Springwater Trail to Tacoma station. (NMIA Plan)	Location-specific	Location-specific	$80
Medium Priority Projects							
BB	Med	C	Bicycle/Pedestrian Improvements to Main St	Construct multiuse path or other improved bike/ped facilities on Main St to provide safer connection between downtown and Tacoma station. (NMIA Plan)	Hanna Harvester Dr	Tacoma station	$2,900
BC	Med	C	Bicycle/Pedestrian Connection from Eastern Neighborhoods to Tacoma Station Area	Establish bike/ped connection over existing railroad tracks and light rail to Tacoma station area. (NMIA Plan)	Olsen St & Kelvin St	Mailwell Dr	$4,000

[1] See Figure 5-1a.

[2] The projects in this table assume traditional sidewalks on both sides of the street. In some cases, it may be appropriate to construct a nontraditional pedestrian facility on one side of the street. See Chapter 10 Street Design for more information on the City's approach to designing pedestrian facilities.

[3] Project costs are order-of-magnitude estimates and are in 2012 dollars. Future costs may be more due to inflation. In the case of operational projects, estimated costs are for the entire 22-year planning period.

Map ID[1]	Priority	Type	Project Name	Project Description[2]	From	To	Cost ($1,000s[3])
BD	Med	C	Improved Connection from Springwater Trail to McLoughlin Blvd	Construct stairs or other facility to connect Springwater Trail to west side of McLoughlin Blvd. (NMIA Plan)	Location-specific	Location-specific	$500
BE	Med	C	Bicycle/Pedestrian Connection over Johnson Creek	Construct bike/ped bridge over Johnson Creek along Clatsop St at 23rd Ave to connect Tacoma station area with adjacent neighborhood. (NMIA Plan)	Location-specific	Location-specific	$400
BF	Med	C	Improved Bicycle/Pedestrian Connections on West Side of Tacoma Station Area	Improve bike/ped connections to adjacent neighborhood to west of Tacoma station area at Ochoco St and Milport Rd. (NMIA Plan)	Location-specific	Location-specific	$500
Low Priority Projects							
AY	Low	C	Improved Connection from Springwater Trail to Pendleton Site (Tunnel)	Construct tunnel under Springwater Trail to improve connection to Pendleton site at Clatsop St. (NMIA Plan)	Location-specific	Location-specific	$1,200
BJ	Low	C	Crossing Improvements for McLoughlin Blvd at Ochoco St and Milport Rd	Construct improvements at Ochoco St and Milport Rd to improve bike/ped crossing of McLoughlin Blvd (per ODOT, this will require full intersection improvements). (NMIA Plan)	Location-specific	Location-specific	$8,320
BK	Low	C	Bicycle/Pedestrian Connection between McLoughlin Blvd and Stubb St	Establish bike/ped connection to McLoughlin Blvd sidewalk at west end of Stubb St. (NMIA Plan)	Location-specific	Location-specific	$20
Priority to be Determined							
CA	-	C	NMIA Bike-Ped Connections – Ochoco	Provide pedestrian/bicycle connection along Ochoco St to Roswell St across the railroad tracks to improve connectivity and circulation to/from the NMIA.	Location-specific	Location-specific	-
CB	-	C	NMIA multi-use path extension	Extend the Main St multi-use path from Beta St to the Tacoma light rail station	Location-specific	Location-specific	-
CC	-	C	McBrod Ave green street	Develop McBrod Ave as a demonstration project that integrates green street/shared facility approaches to treat both the right-of-way and adjacent development.	Location-specific	Location-specific	-

Map ID[1]	Priority	Type	Project Name	Project Description[2]	From	To	Cost ($1,000s[3])
CD	-	C	NMIA sidewalk improvements	Provide sidewalks along Milport Rd, Ochoco St and new local streets. This includes filling gaps in the sidewalk network.	Location-specific	Location-specific	-
CE	-	C	NMIA McLoughlin Blvd green street demonstration	Partner with ODOT to develop a green street demonstration project for McLoughlin Boulevard between Downtown Milwaukie and the Springwater Corridor Pedestrian Bridge.	Location-specific	Location-specific	-

Notes:

C = Capital Project
O = Operational Project
P = Policy Project

High = High priority
Med = Medium priority
Low = Low priority

NMIA Plan = North Milwaukie Industrial Area Plan

Table 6-2 Bicycle Master Plan Projects

Map ID[4]	Priority	Type	Project Name	Project Description	From	To	Cost ($1,000s[5])
High Priority Projects							
AG	High	C	Improved Connection to Springwater Trail at 29th Ave and Sherrett St	Pave the connection to Springwater Trail at 29th Ave and Sherrett St. (NMIA Plan)	Location-specific	Location-specific	$20
AH	High	C	Improved Connection from Springwater Trail to Pendleton Site (Ramps)	Construct ramps to improve existing connection of Springwater Trail to Pendleton site at Clatsop St. (NMIA Plan)	Location-specific	Location-specific	$630
AH	High	C	Improved Connection from Springwater Trail to Pendleton Site (Widened Undercrossing)	Widen existing undercrossing to improve connection of Springwater Trail to Pendleton site at Clatsop St. (NMIA Plan)	Location-specific	Location-specific	$100

[4] See Figure 6-8a.

[5] Project costs are order-of-magnitude estimates and are in 2012 dollars. Future costs may be more due to inflation. In the case of operational projects, estimated costs are for the entire 22-year planning period.

Map ID[4]	Priority	Type	Project Name	Project Description	From	To	Cost ($1,000s[5])
Medium Priority Projects							
AJ	Med	C	Bicycle/Pedestrian Improvements to Main St	Construct multiuse path or other improved bike/ped facilities on Main St to provide safer connection between downtown and Tacoma station. (NMIA Plan)	Hanna Harvester Dr	Tacoma station	$2,900
AK	Med	C	Bicycle/Pedestrian Connection from Eastern Neighborhoods to Tacoma Station Area	Establish bike/ped connection over existing railroad tracks and light rail to Tacoma station area. (NMIA Plan)	Olsen St & Kelvin St	Mailwell Dr	$4,000
AL	Med	C	Improved Connection from Springwater Trail to McLoughlin Blvd	Construct stairs or other facility to connect Springwater Trail to west side of McLoughlin Blvd. (NMIA Plan)	Location-specific	Location-specific	$500
AM	Med	C	Bicycle/Pedestrian Connection over Johnson Creek	Construct bike/ped bridge over Johnson Creek along Clatsop St at 23rd Ave to connect Tacoma station area with adjacent neighborhood. (NMIA Plan)	Location-specific	Location-specific	$400
AN	Med	C	Improved Bicycle/Pedestrian Connections on West Side of Tacoma Station Area	Improve bike/ped connections to adjacent neighborhood to west of Tacoma station area at Ochoco St and Milport Rd. (NMIA Plan)	Location-specific	Location-specific	$500
Low Priority Projects							
AH	Low	C	Improved Connection from Springwater Trail to Pendleton Site (Tunnel)	Construct tunnel under Springwater Trail to improve connection to Pendleton site at Clatsop St. (NMIA Plan)	Location-specific	Location-specific	$1,200
AQ	Low	C	Crossing Improvements for McLoughlin Blvd at Ochoco St and Milport Rd	Construct improvements at Ochoco St and Milport Rd to improve bike/ped crossing of McLoughlin Blvd (per ODOT, this will require full intersection improvements). (NMIA Plan)	Location-specific	Location-specific	$8,320
AR	Low	C	Bicycle/Pedestrian Connection between McLoughlin Blvd and Stubb St	Establish bike/ped connection to McLoughlin Blvd sidewalk at west end of Stubb St. (NMIA Plan)	Location-specific	Location-specific	$20
Priority to be Determined							
BA	-	C	NMIA Bike-Ped Connections – Ochoco St	Provide pedestrian/bicycle connection along Ochoco St to Roswell St across the railroad tracks to improve connectivity and circulation to/from the NMIA.	Location-specific	Location-specific	-

Map ID[4]	Priority	Type	Project Name	Project Description	From	To	Cost ($1,000s[5])
BB	-	C	NMIA multi-use path extension	Extend the Main St multi-use path from Beta St to the Tacoma light rail station	Location-specific	Location-specific	-
BC	-	C	McBrod Ave green street	Develop McBrod Ave as a demonstration project that integrates green street/shared facility approaches to treat both the right-of-way and adjacent development.	Location-specific	Location-specific	-
BD	-	C	NMIA sidewalk improvements	Provide sidewalks along Milport Rd, Ochoco St and new local streets. This includes filling gaps in the sidewalk network.	Location-specific	Location-specific	-
BE	-	C	NMIA McLoughlin Blvd green street demonstration	Partner with ODOT to develop a green street demonstration project for McLoughlin Boulevard between Downtown Milwaukie and the Springwater Corridor Pedestrian Bridge.	Location-specific	Location-specific	-

Notes:
C = Capital Project
O = Operational Project
P = Policy Project
High = High priority
Med = Medium priority
Low = Low priority
NMIA Plan = North Milwaukie Industrial Area Plan

Table 8-10 Street Network Master Plan Projects

Map ID[6]	Priority	Type	Project Name	Project Description	From	To	Cost ($1,000s)[7]
Low Priority Projects							
X	Low	C	Local Street Connections in Tacoma Station Area	Connect local streets within Tacoma station area: 24th Ave between Ochoco St/Moores St & Clatsop St; Omark St between Mailwell Dr & Beta St (w/midblock connection from Main St); and Mailwell Dr to Harrison St via 26th Ave. (NMIA Plan)	Location-specific	Location-specific	$8,120

[6] See Figure 8-5.
[7] Project costs are order-of-magnitude estimates and are in 2012 dollars. Future costs may be more due to inflation. In the case of operational projects, estimated costs are for the entire 22-year planning period.

Map ID[6]	Priority	Type	Project Name	Project Description	From	To	Cost ($1,000s)[7]
Y	Low	C	Local Street Improvements in Tacoma Station Area	Construct street improvements on Stubb St, Beta St, Ochoco St, Hanna Harvester Dr, and Mailwell Dr. (NMIA Plan)	Location-specific	Location-specific	$5,280
Priority to be Determined							
AA	-	C	McBrod Ave green street	Develop McBrod Ave as a demonstration project that integrates green street/shared facility approaches to treat both the right-of-way and adjacent development.	Location-specific	Location-specific	-
AB	-	C	NMIA intersection redesign	Based on the outcomes, redesign the Ochoco St and Milport Rd intersections to improve wayfinding, circulation and pedestrian safety. Improvements should include geometric and wayfinding/signage improvements.	Location-specific	Location-specific	-
AC	-	C	NMIA McLoughlin Blvd green street demonstration	Partner with ODOT to develop a green street demonstration project for McLoughlin Boulevard between Downtown Milwaukie and the Springwater Corridor Pedestrian Bridge.	Location-specific	Location-specific	-
AD	-	C	NMIA navigability reconfiguration	Reconfigure the Moores St/Ochoco St/23rd Ave area to be more navigable and easier to develop adjacent properties.	Location-specific	Location-specific	-
AE	-	C	NMIA right-of-way road design	Create a public right-of-way from Mailwell Dr through the existing loading docks to 26th Ave. Road design should restrict large trucks from entering the adjacent neighborhoods south of the project area.	Location-specific	Location-specific	-
AF	-	C	NMIA street grid development	Develop a street grid that provides options for transit, vehicles, pedestrians and bicyclists to connect to and through the District, where appropriate.	NMIA	NMIA	-

Notes:

C = Capital Project
O = Operational Project
P = Policy Project

High = High priority
Med = Medium priority
Low = Low priority

NMIA Plan = North Milwaukie Industrial Area Plan

Updates for Section References and Housekeeping Only

Chapter 9 Freight Element

Table 9-1 Freight Master Plan Projects

Map ID[8]	Priority	Type	Project Name	Project Description	From	To	Cost(s) ($1,000s[9])
High Priority Projects							
I	High	C	Signage and Intersection Improvements at McLoughlin Blvd and Ochoco St	Establish signage for trucks and improve intersection. (NMIA Plan)	Location-specific	Location-specific	$1,600

Notes:
C = Capital Project
O = Operational Project
P = Policy Project
High = High priority
Med = Medium priority
Low = Low priority
NMIA Plan = North Milwaukie Industrial Area Plan

[8] See Figure 9-1.
[9] Project costs are order-of-magnitude estimates and are in 2012 dollars. Future costs may be more due to inflation. In the case of operational projects, estimated costs are for the entire 22-year planning period.

Chapter 13 Funding and Implementation Plan

Table 13-4 Prioritized Master Plan Project List

Project Name	TSP Chapter	Project Description	From	To	Estimated Cost ($1,000s)[10]	Priority Ranking[11]	Is Project in Action Plan?	Project Type
HIGH PRIORITY PROJECTS								
Improved Connection to Springwater Trail at 29th Ave and Sherrett St	Pedestrian & Bicycle	Pave the connection to Springwater Trail at 29th Ave and Sherrett St. (NMIA Plan)	Location-specific	Location-specific	$20	High	No	Capital
Improved Connection from Springwater Trail to Pendleton Site (Ramps)	Pedestrian & Bicycle	Construct ramps to improve existing connection of Springwater Trail to Pendleton site at Clatsop St. (NMIA Plan)	Location-specific	Location-specific	$630	High	No	Capital
Improved Connection from Springwater Trail to Pendleton Site (Widened Undercrossing)	Pedestrian & Bicycle	Widen existing undercrossing to improve connection of Springwater Trail to Pendleton site at Clatsop St. (NMIA Plan)	Location-specific	Location-specific	$100	High	No	Capital
Improved Connection from Springwater Trail to Tacoma Station	Pedestrian	Construct stairs to connect Springwater Trail to Tacoma station. (NMIA Plan)	Location-specific	Location-specific	$80	High	No	Capital
Signage and Intersection Improvements at McLoughlin Blvd and Ochoco St	Freight	Establish signage for trucks and improve intersection. (NMIA Plan)	Location-specific	Location-specific	$1,600	High	No	Capital
MEDIUM PRIORITY PROJECTS								
Bicycle/ Pedestrian Improvements to Main St	Pedestrian & Bicycle	Construct multiuse path or other improved bike/ped facilities on Main St to provide safer connection between downtown and Tacoma station. (NMIA Plan)	Hanna Harvester Dr	Tacoma station	$2,900	Medium	No	Capital
Bicycle/ Pedestrian Connection from Eastern Neighborhoods to Tacoma Station Area	Pedestrian & Bicycle	Establish bike/ped connection over existing railroad tracks and light rail to Tacoma station area. (NMIA Plan)	Olsen St & Kelvin St	Mailwell Dr	$4,000	Medium	No	Capital
Improved Connection from Springwater Trail to McLoughlin Blvd	Pedestrian & Bicycle	Construct stairs or other facility to connect Springwater Trail to west side of McLoughlin Blvd. (NMIA Plan)	Location-specific	Location-specific	$500	Medium	No	Capital
Bicycle/ Pedestrian Connection over Johnson Creek	Pedestrian & Bicycle	Construct bike/ped bridge over Johnson Creek along Clatsop St at 23rd Ave to connect Tacoma station area with adjacent neighborhood. (NMIA Plan)	Location-specific	Location-specific	$400	Medium	No	Capital

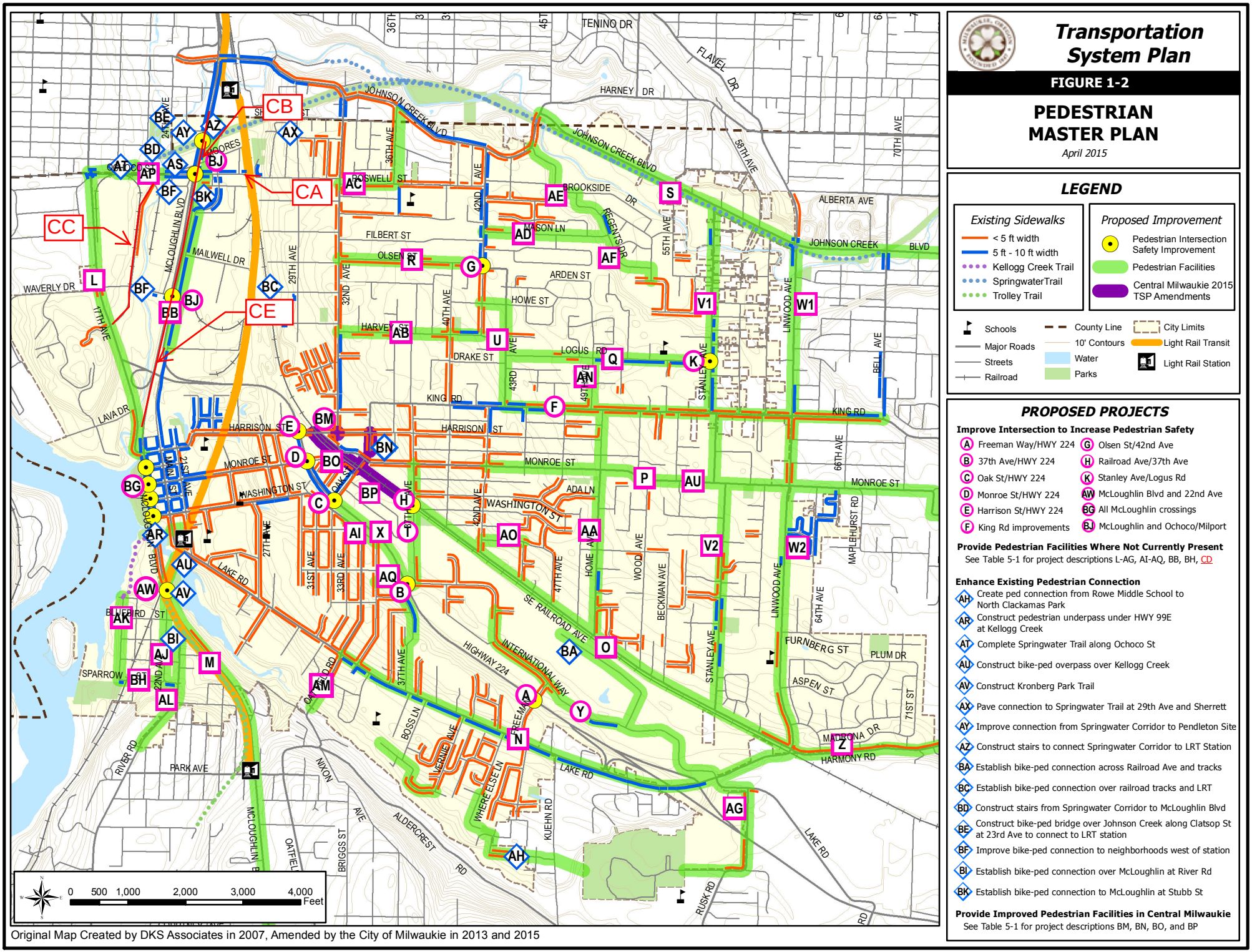
[10] Project costs are order-of-magnitude estimates and are in 2012 dollars. Future costs may be more due to inflation. In the case of operational projects, estimated costs are for the entire 22-year planning period.

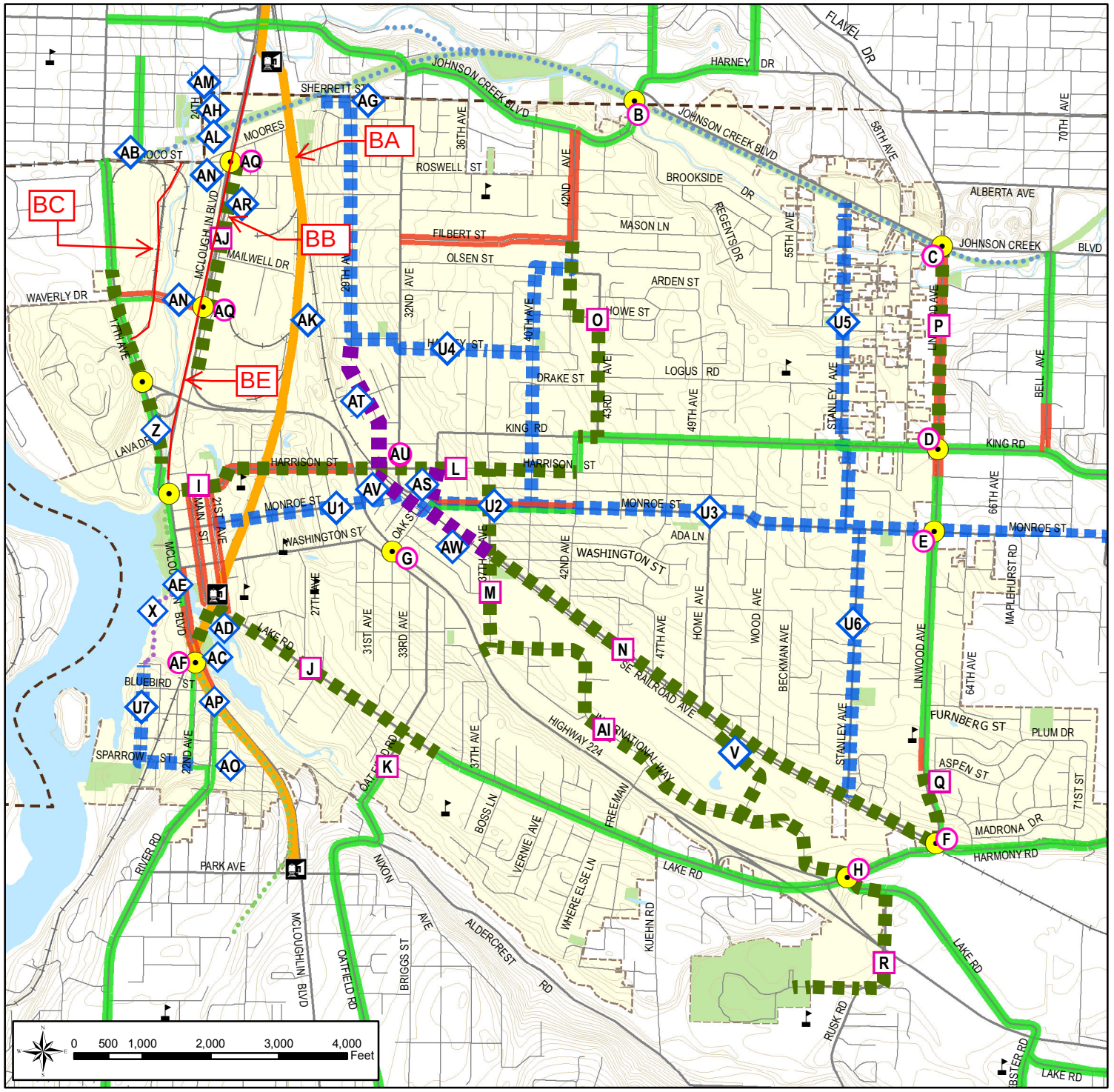
[11] Projects are ranked as either high, medium, or low. They are in no particular order within their ranking.

Project Name	TSP Chapter	Project Description	From	To	Estimated Cost ($1,000s)[10]	Priority Ranking[11]	Is Project in Action Plan?	Project Type
Improved Bicycle/ Pedestrian Connections on West Side of Tacoma Station Area	Pedestrian & Bicycle	Improve bike/ped connections to adjacent neighborhood to west of Tacoma station area at Ochoco St and Milport Rd. (NMIA Plan)	Location-specific	Location-specific	$500	Medium	No	Capital
LOW PRIORITY PROJECTS								
Improved Connection from Springwater Trail to Pendleton Site (Tunnel)	Pedestrian & Bicycle	Construct tunnel under Springwater Trail to improve connection to Pendleton site at Clatsop St. (NMIA Plan)	Location-specific	Location-specific	$1,200	Low	No	Capital
Crossing Improvements for McLoughlin Blvd at Ochoco St and Milport Rd	Pedestrian & Bicycle	Construct improvements at Ochoco St and Milport Rd to improve bike/ped crossing of McLoughlin Blvd (per ODOT, this will require full intersection improvements). (NMIA Plan)	Location-specific	Location-specific	$8,320	Low	No	Capital
Local Street Connections in Tacoma Station Area	Street	Connect local streets within Tacoma station area: 24th Ave between Ochoco St/Moores St & Clatsop St; Omark St between Mailwell Dr & Beta St (w/ midblock connection from Main St); and Mailwell Dr to Harrison St via 26th Ave. (NMIA Plan)	Location-specific	Location-specific	$8,120	Low	No	Capital
Local Street Improvements in Tacoma Station Area	Street	Construct street improvements on Stubb St, Beta St, Ochoco St, Hanna Harvester Dr, and Mailwell Dr. (NMIA Plan)	Location-specific	Location-specific	$5,280	Low	No	Capital
Bicycle/ Pedestrian Connection between McLoughlin Blvd and Stubb St	Pedestrian & Bicycle	Establish bike/ped connection to McLoughlin Blvd sidewalk at west end of Stubb St. (NMIA Plan)	Location-specific	Location-specific	$20	Low	No	Capital
REGIONAL PROJECTS WITHIN OR THROUGH THE CITY OF MILWAUKIE[12]								
Pedestrian Overcrossing of McLoughlin Blvd at Umatilla St	—	Construct bike/ped overcrossing of McLoughlin Blvd at Umatilla St. (NMIA Plan)	Location Specific	Location Specific	$2,200	—	No	Capital
Portland Bike-Share Station and Car Share Spaces at Tacoma Station	—	Establish a Portland Bike-Share station and car-share spaces at Tacoma station. (NMIA Plan)	Location Specific	Location Specific	$70	—	No	Capital

Key:
NMIA Plan – North Milwaukie Industrial Area Plan

[12] 2004 Regional Transportation Plan (RTP) projects in the Milwaukie area that may or may not be shown on mode-specific master plans or project lists.


Transportation System Plan
FIGURE 1-2
PEDESTRIAN MASTER PLAN
April 2015
LEGEND
Existing Sidewalks
< 5 ft width
5 ft - 10 ft width
Kellogg Creek Trail
SpringwaterTrail
Trolley Trail
Proposed Improvement
Pedestrian Intersection Safety Improvement
Pedestrian Facilities
Central Milwaukie 2015 TSP Amendments
Schools
Major Roads
Streets
Railroad
County Line
10' Contours
Water
Parks
City Limits
Light Rail Transit
Light Rail Station
PROPOSED PROJECTS
Improve Intersection to Increase Pedestrian Safety
A Freeman Way/HWY 224
B 37th Ave/HWY 224
C Oak St/HWY 224
D Monroe St/HWY 224
E Harrison St/HWY 224
F King Rd improvements
G Olsen St/42nd Ave
H Railroad Ave/37th Ave
K Stanley Ave/Logus Rd
AW McLoughlin Blvd and 22nd Ave
BG All McLoughlin crossings
BJ McLoughlin and Ochoco/Milport
Provide Pedestrian Facilities Where Not Currently Present
See Table 5-1 for project descriptions L-AG, AI-AQ, BB, BH, CD
Enhance Existing Pedestrian Connection
AH Create ped connection from Rowe Middle School to North Clackamas Park
AR Construct pedestrian underpass under HWY 99E at Kellogg Creek
AT Complete Springwater Trail along Ochoco St
AU Construct bike-ped overpass over Kellogg Creek
AV Construct Kronberg Park Trail
AX Pave connection to Springwater Trail at 29th Ave and Sherrett
AY Improve connection from Springwater Corridor to Pendleton Site
AZ Construct stairs to connect Springwater Corridor to LRT Station
BA Establish bike-ped connection across Railroad Ave and tracks
BC Establish bike-ped connection over railroad tracks and LRT
BD Construct stairs from Springwater Corridor to McLoughlin Blvd
BE Construct bike-ped bridge over Johnson Creek along Clatsop St at 23rd Ave to connect to LRT station
BF Improve bike-ped connection to neighborhoods west of station
BI Establish bike-ped connection over McLoughlin at River Rd
BK Establish bike-ped connection to McLoughlin at Stubb St
Provide Improved Pedestrian Facilities in Central Milwaukie
See Table 5-1 for project descriptions BM, BN, BO, and BP
0 500 1,000 2,000 3,000 4,000 Feet
Original Map Created by DKS Associates in 2007, Amended by the City of Milwaukie in 2013 and 2015



Original Map Created by DKS Associates in 2007, Amended by the City of Milwaukie in 2013 and 2015

Transportation System Plan

FIGURE 1-3

BICYCLE MASTER PLAN

April 2015

LEGEND

Existing Bicycle Facilities
- Shared Lane
- Bicycle Lane
- Kellogg Creek Trail
- SpringwaterTrail
- Trolley Trail

Proposed Improvements
- Bicycle Intersection Safety Improvement
- Bicycle Lanes
- Neighborhood Greenway
- Central Milwaukie 2015 TSP Amendments

Schools
Major Roads
Streets
Railroad
County Line
Water
Parks
City Limits
Light Rail Station
Light Rail Transit

PROPOSED PROJECTS

Improve Intersection to Increase Bicycle Safety

- A Adams St/21st Ave/Railroad Crossing
- B Johnson Creek Blvd/Springwater Trail
- C Johnson Creek Blvd/Linwood Ave
- D Linwood Ave/King Rd
- E Linwood Ave/Monroe St
- F Linwood Ave/Harmony Rd
- G Washington St/Oak St/ HWY 224
- H International Way/Lake Rd
- AF McLoughlin and 22nd
- F McLoughlin/Ochoco/Milport

Provide Bicycle Lanes Where not Currently Present

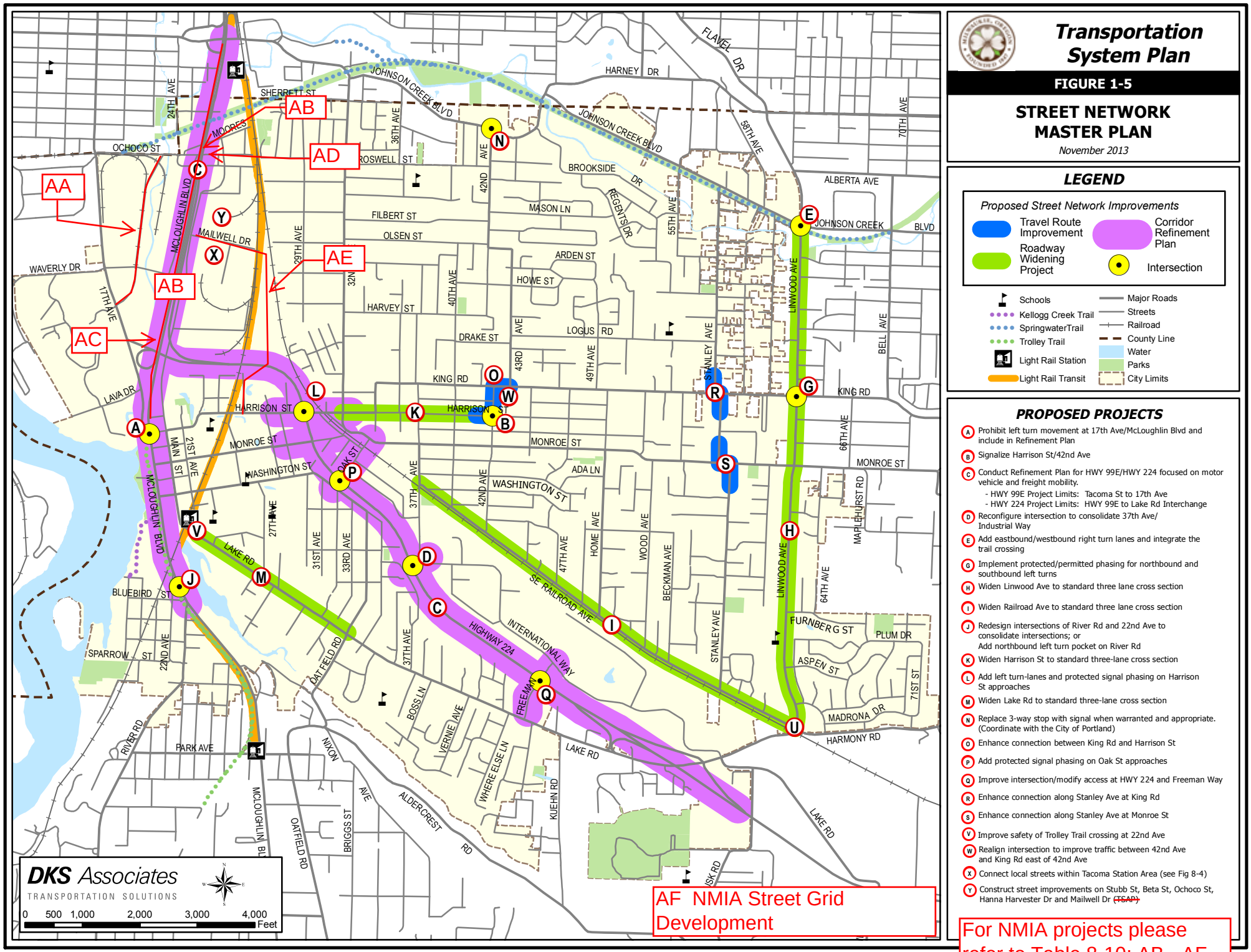
See Table 6-2 for project descriptions B-R, AI, and AJ, BD

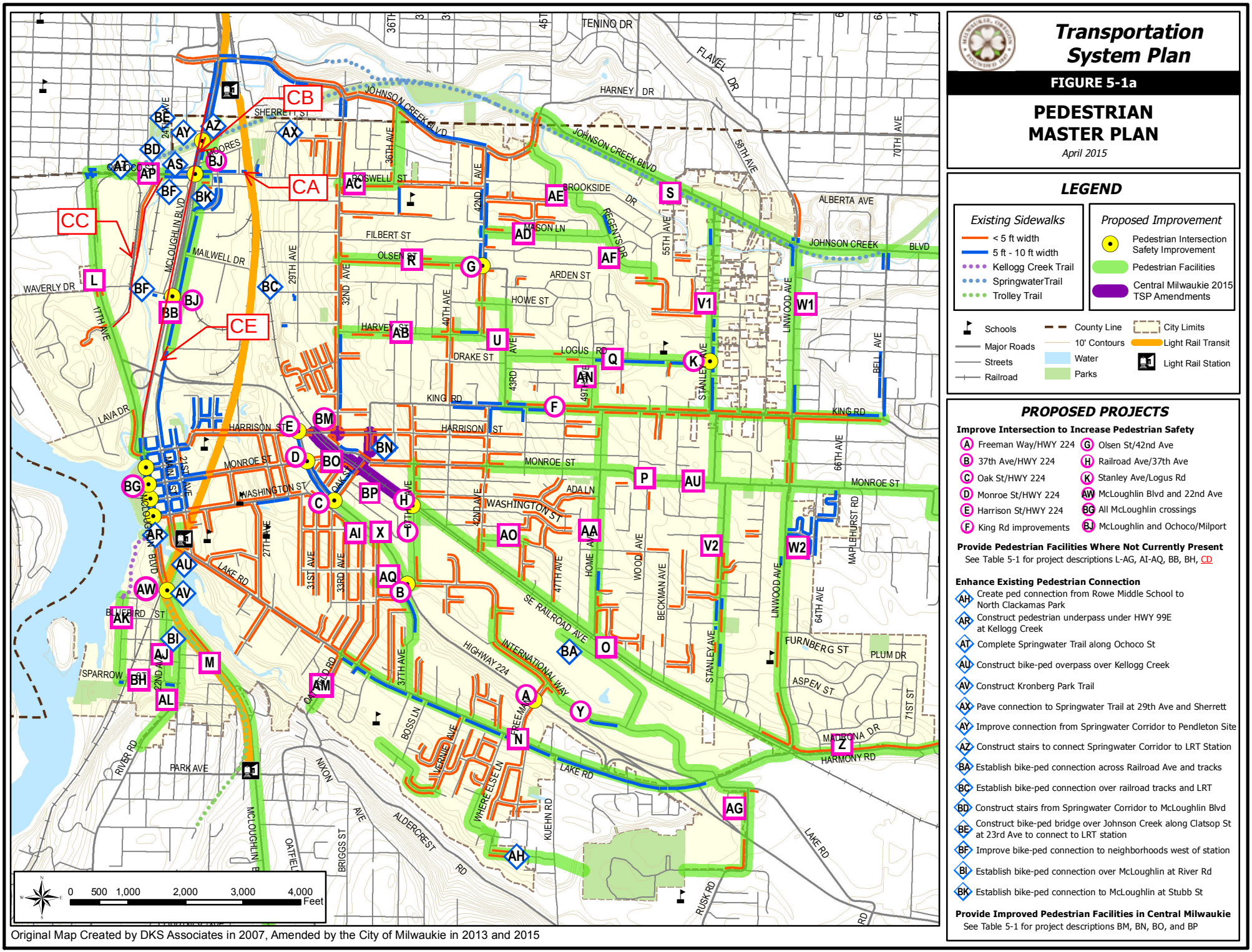
Enhance Existing Bicycle Connection

- U# Install Neighborhood Greenway treatments at various locations
- V Construct bicycle overpass from Railroad Ave to International Way
- W Improve Springwater Trail paving
- X Improve Kellogg Creek Trail
- Y Install Trolley Trail signage
- Z Fill in gaps in exisiting bike network with bike lanes or multiuse path. Improve intersection safety on 17th Ave at HWY 224 and at 99E.
- AB Complete Springwater Trail along Ochoco St
- AC Construct Kronberg Park Trail
- AD Construct bike-ped overpass over Kellogg Creek
- AE Construct pedestrian underpass under HWY 99E at Kellogg Creek
- AG Pave connection to Springwater Trail at 29th Ave and Sherrett
- AH Improve connection from Springwater Corridor to Pendleton Site
- AK Establish bike-ped connection over railroad tracks and LRT
- AL Construct stairs to connect Springwater Corridor to McLoughlin Blvd
- AM Construct bike-ped bridge over Johnson Creek along Clatsop St at 23rd Ave to connect to LRT station
- AN Improve bike-ped connection to neighborhoods west of station
- AO Establish bike-ped path on Sparrow to connect River Rd to Trolley Trail
- AP Establish bike-ped connection over McLoughlin at River Rd
- AR Establish bike-ped connection to McLoughlin at Stubb St

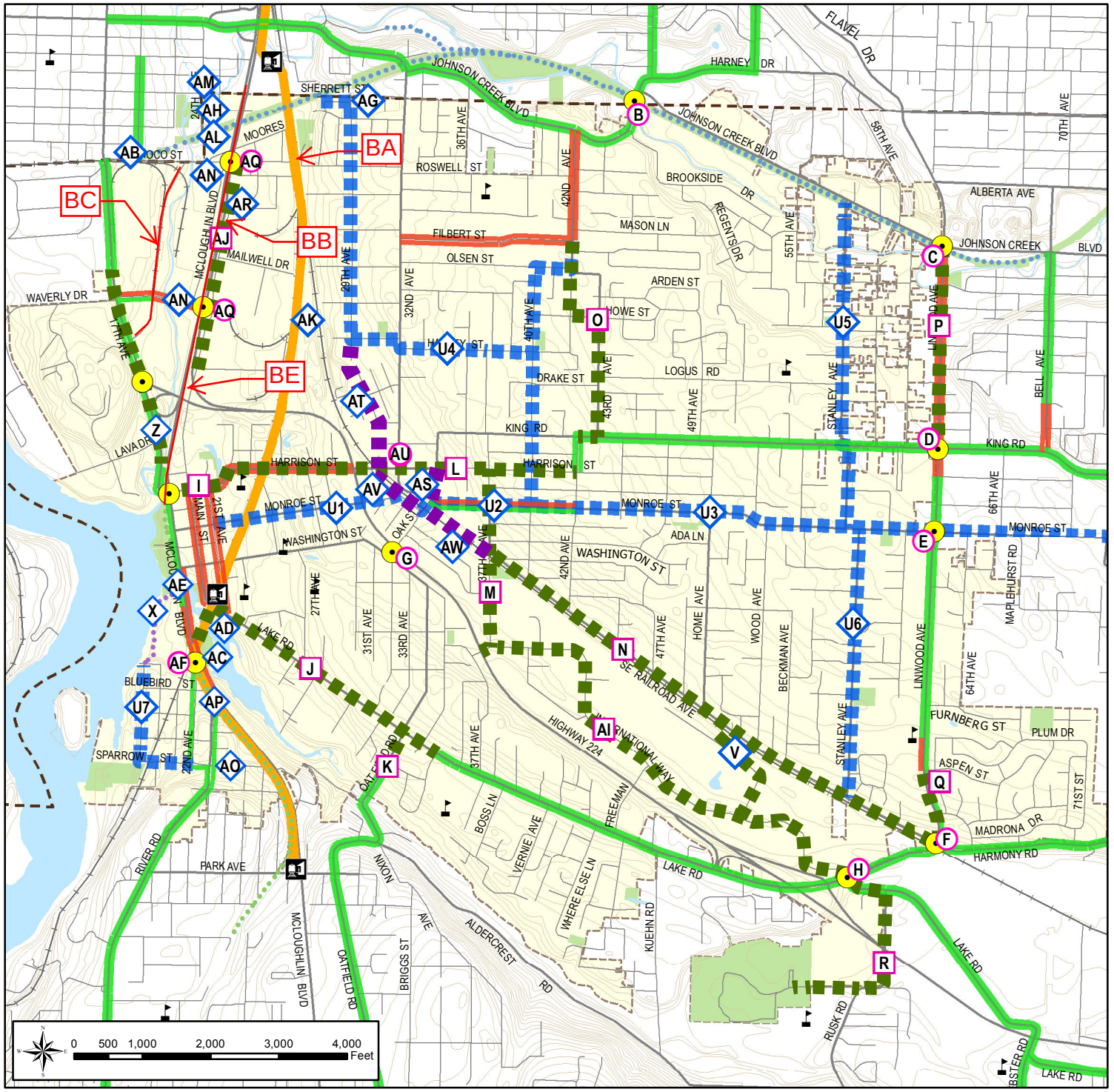
Provide Improved Bicycle Facilities in Central Milwaukie

See Table 6-2 for project descriptions AS, AT, AU, AV, and AW


Transportation System Plan
FIGURE 1-5
STREET NETWORK MASTER PLAN
November 2013
LEGEND
Proposed Street Network Improvements
Travel Route Improvement
Roadway Widening Project
Corridor Refinement Plan
Intersection
Schools
Kellogg Creek Trail
SpringwaterTrail
Trolley Trail
Light Rail Station
Light Rail Transit
Major Roads
Streets
Railroad
County Line
Water
Parks
City Limits
PROPOSED PROJECTS
A Prohibit left turn movement at 17th Ave/McLoughlin Blvd and include in Refinement Plan
B Signalize Harrison St/42nd Ave
C Conduct Refinement Plan for HWY 99E/HWY 224 focused on motor vehicle and freight mobility.
- HWY 99E Project Limits: Tacoma St to 17th Ave
- HWY 224 Project Limits: HWY 99E to Lake Rd Interchange
D Reconfigure intersection to consolidate 37th Ave/ Industrial Way
E Add eastbound/westbound right turn lanes and integrate the trail crossing
G Implement protected/permitted phasing for northbound and southbound left turns
H Widen Linwood Ave to standard three lane cross section
I Widen Railroad Ave to standard three lane cross section
J Redesign intersections of River Rd and 22nd Ave to consolidate intersections; or Add northbound left turn pocket on River Rd
K Widen Harrison St to standard three-lane cross section
L Add left turn-lanes and protected signal phasing on Harrison St approaches
M Widen Lake Rd to standard three-lane cross section
N Replace 3-way stop with signal when warranted and appropriate. (Coordinate with the City of Portland)
O Enhance connection between King Rd and Harrison St
P Add protected signal phasing on Oak St approaches
Q Improve intersection/modify access at HWY 224 and Freeman Way
R Enhance connection along Stanley Ave at King Rd
S Enhance connection along Stanley Ave at Monroe St
V Improve safety of Trolley Trail crossing at 22nd Ave
W Realign intersection to improve traffic between 42nd Ave and King Rd east of 42nd Ave
X Connect local streets within Tacoma Station Area (see Fig 8-4)
Y Construct street improvements on Stubb St, Beta St, Ochoco St, Hanna Harvester Dr and Mailwell Dr ~~(TSAP)~~
AF NMIA Street Grid Development
For NMIA projects please refer to Table 8-10; AB - AF
DKS Associates
TRANSPORTATION SOLUTIONS
0 500 1,000 2,000 3,000 4,000 Feet
JOHNSON CREEK BLVD
HARNEY DR
FLAVEL DR
SHERRETT ST
OCHOCO ST
MOORES
ROSWELL ST
BROOKSIDE DR
ALBERTA AVE
JOHNSON CREEK BLVD
MASON LN
FILBERT ST
OLSEN ST
ARDEN ST
HOWE ST
HARVEY ST
DRAKE ST
LOGUS RD
KING RD
HARRISON ST
MONROE ST
ADA LN
WASHINGTON ST
LAKE RD
BLUEBIRD ST
SPARROW ST
PARK AVE
MAILWELL DR
WAVERLY DR
LAVA DR
MCLOUGHLIN BLVD
17TH AVE
21ST AVE
24TH AVE
27TH AVE
29TH AVE
31ST AVE
32ND AVE
33RD AVE
36TH AVE
37TH AVE
40TH AVE
42ND AVE
43RD AVE
47TH AVE
49TH AVE
55TH AVE
58TH AVE
66TH AVE
70TH AVE
71ST ST
64TH AVE
MAIN ST
OAK ST
HOME AVE
WOOD AVE
BECKMAN AVE
STANLEY AVE
LINWOOD AVE
BELL AVE
MAPLEHURST RD
SE RAILROAD AVE
INTERNATIONAL WAY
HIGHWAY 224
FREEMAN
OATFIELD RD
BOSS LN
VERNIE AVE
WHERE ELSE LN
KUEHN RD
NIXON AVE
ALDERCREST RD
BRIGGS ST
RIVER RD
ISK RD
FURNBERG ST
PLUM DR
ASPEN ST
MADRONA DR
HARMONY RD
AA
AB
AC
AD
AE



Original Map Created by DKS Associates in 2007, Amended by the City of Milwaukie in 2013 and 2015



Original Map Created by DKS Associates in 2007, Amended by the City of Milwaukie in 2013 and 2015

Transportation System Plan

FIGURE 6-8a

BICYCLE MASTER PLAN

April 2015

LEGEND

Existing Bicycle Facilities
- Shared Lane
- Bicycle Lane
- Kellogg Creek Trail
- SpringwaterTrail
- Trolley Trail

Proposed Improvements
- Bicycle Intersection Safety Improvement
- Bicycle Lanes
- Neighborhood Greenway
- Central Milwaukie 2015 TSP Amendments

Schools
Major Roads
Streets
Railroad
County Line
Water
Parks
City Limits
Light Rail Station
Light Rail Transit

PROPOSED PROJECTS

Improve Intersection to Increase Bicycle Safety

- A Adams St/21st Ave/Railroad Crossing
- B Johnson Creek Blvd/Springwater Trail
- C Johnson Creek Blvd/Linwood Ave
- D Linwood Ave/King Rd
- E Linwood Ave/Monroe St
- F Linwood Ave/Harmony Rd
- G Washington St/Oak St/ HWY 224
- H International Way/Lake Rd
- AF McLoughlin and 22nd
- AF McLoughlin/Ochoco/Milport

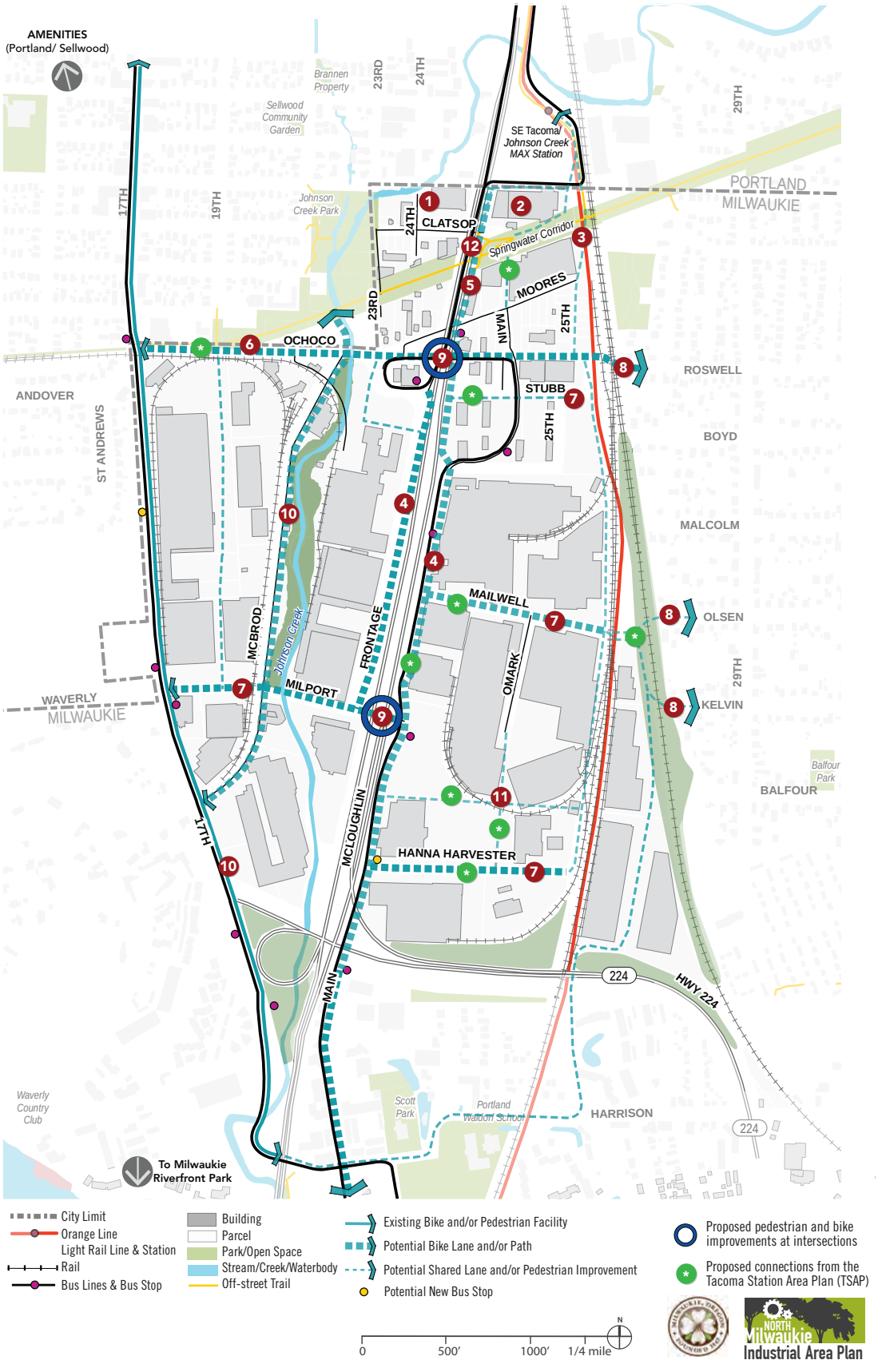
Provide Bicycle Lanes Where not Currently Present
See Table 6-2 for project descriptions B-R, AI, and AJ

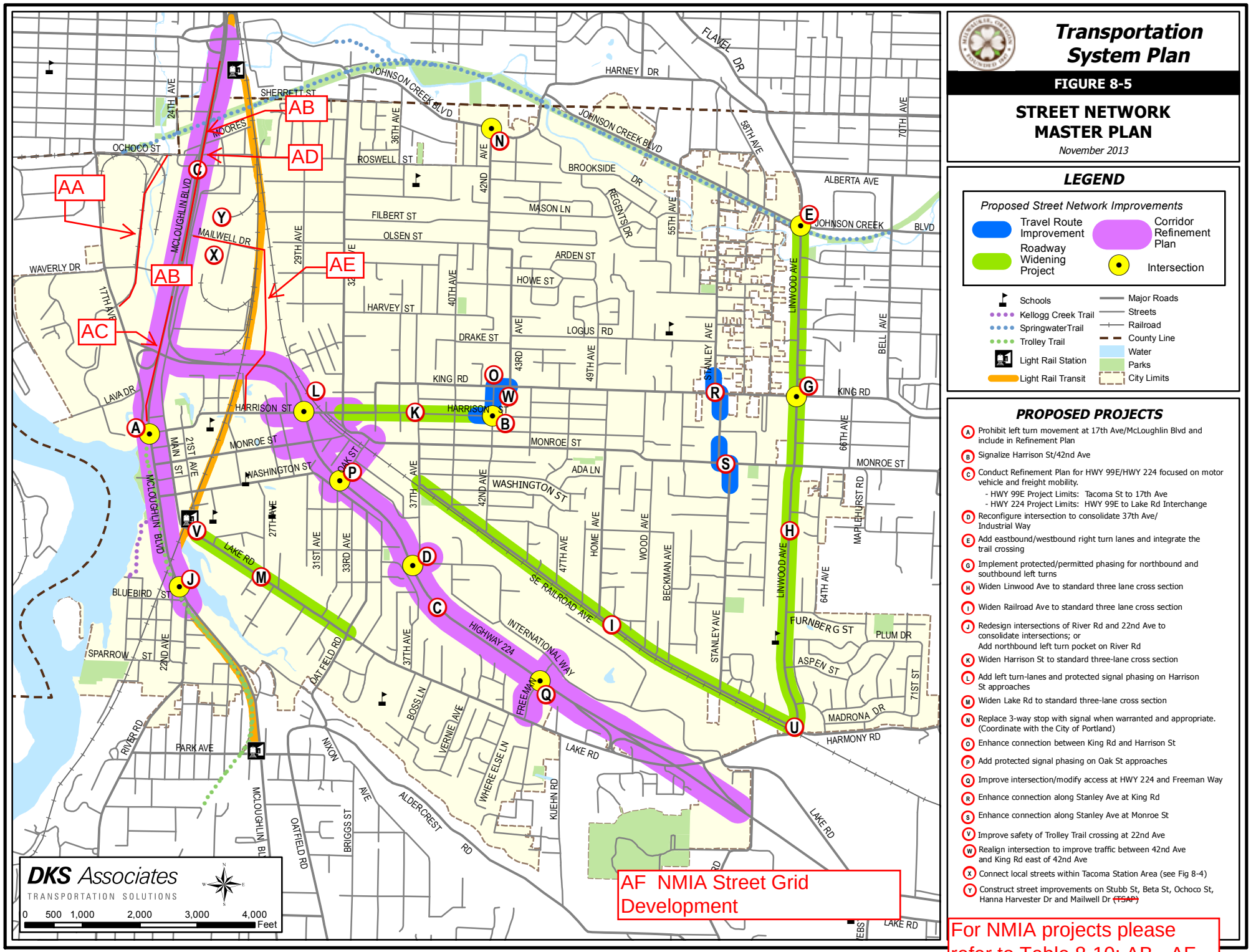
Enhance Existing Bicycle Connection

- U# Install Neighborhood Greenway treatments at various locations
- V Construct bicycle overpass from Railroad Ave to International Way
- W Improve Springwater Trail paving
- X Improve Kellogg Creek Trail
- Y Install Trolley Trail signage
- Z Fill in gaps in exisiting bike network with bike lanes or multiuse path. Improve intersection safety on 17th Ave at HWY 224 and at 99E.
- AB Complete Springwater Trail along Ochoco St
- AC Construct Kronberg Park Trail
- AD Construct bike-ped overpass over Kellogg Creek
- AE Construct pedestrian underpass under HWY 99E at Kellogg Creek
- AG Pave connection to Springwater Trail at 29th Ave and Sherrett
- AH Improve connection from Springwater Corridor to Pendleton Site
- AK Establish bike-ped connection over railroad tracks and LRT
- AL Construct stairs to connect Springwater Corridor to McLoughlin Blvd
- AM Construct bike-ped bridge over Johnson Creek along Clatsop St at 23rd Ave to connect to LRT station
- AN Improve bike-ped connection to neighborhoods west of station
- AO Establish bike-ped path on Sparrow to connect River Rd to Trolley Trail
- AP Establish bike-ped connection over McLoughlin at River Rd
- AR Establish bike-ped connection to McLoughlin at Stubb St

Provide Improved Bicycle Facilities in Central Milwaukie
See Table 6-2 for project descriptions AS, AT, AU, AV, and AW

FIGURE 7: NON-MOTORIZED STREET NETWORK





Transportation System Plan

FIGURE 8-5

STREET NETWORK MASTER PLAN

November 2013

LEGEND

Proposed Street Network Improvements

- Travel Route Improvement
- Roadway Widening Project
- Corridor Refinement Plan
- Intersection

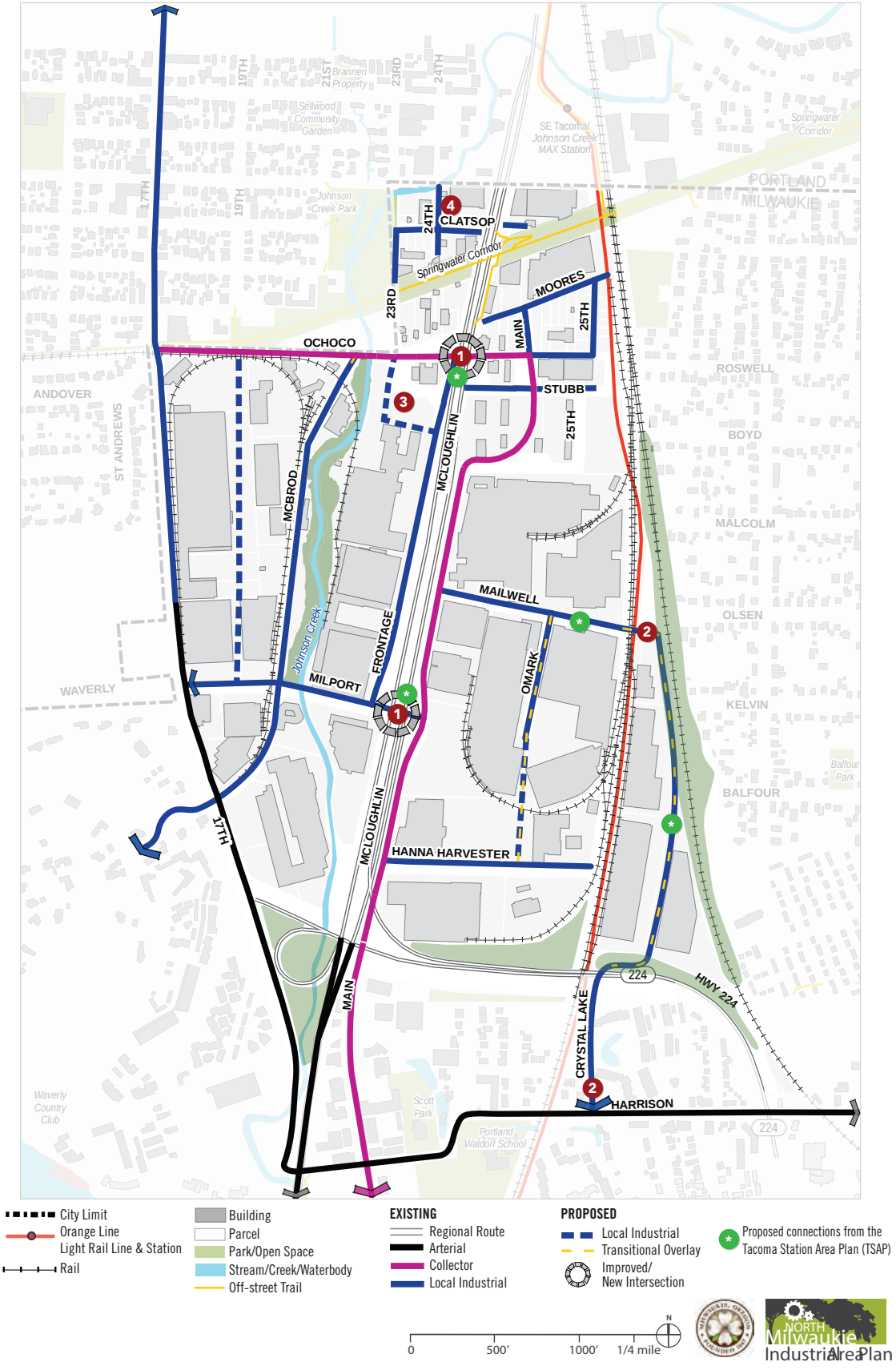
- Schools
- Kellogg Creek Trail
- SpringwaterTrail
- Trolley Trail
- Light Rail Station
- Light Rail Transit
- Major Roads
- Streets
- Railroad
- County Line
- Water
- Parks
- City Limits

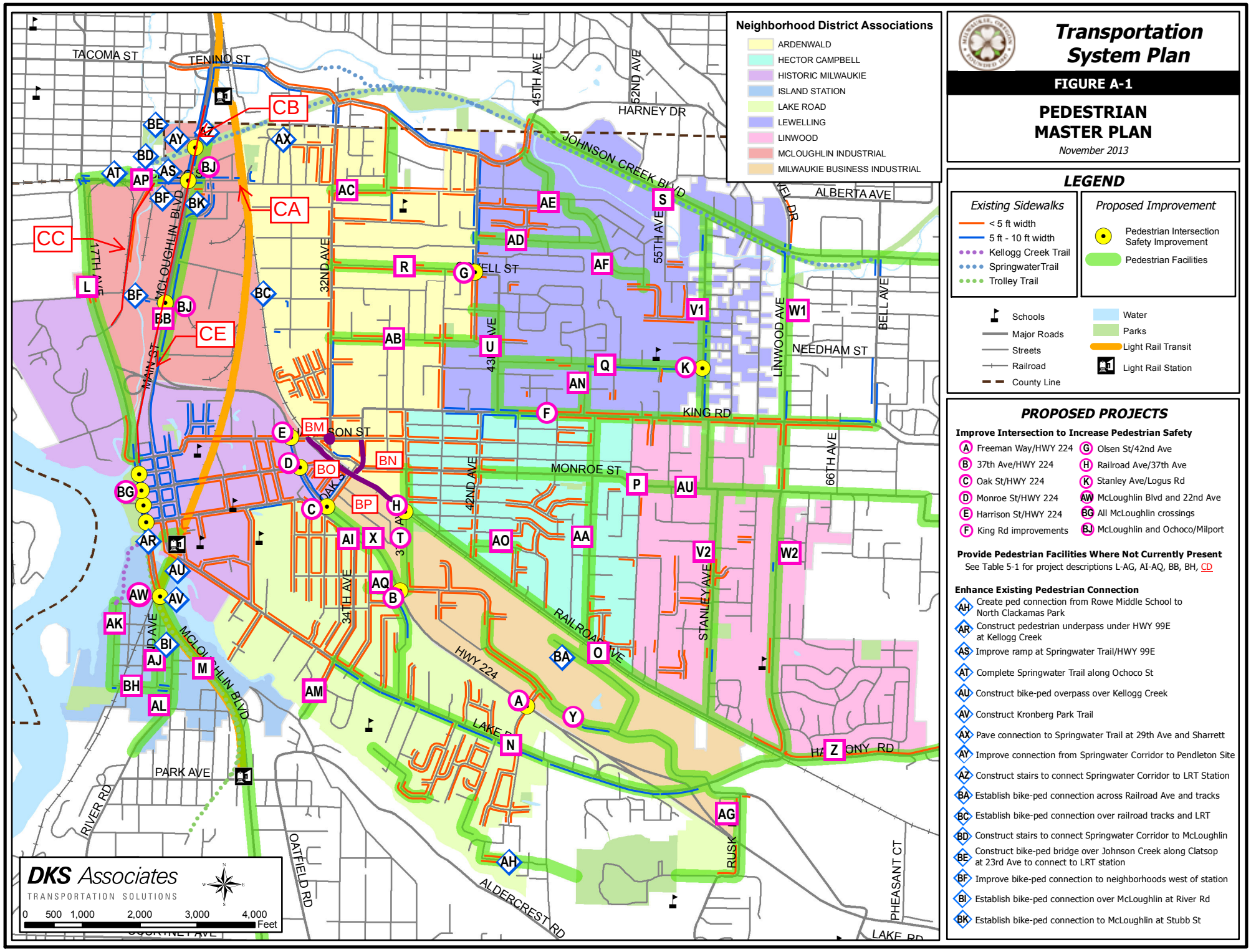
PROPOSED PROJECTS

- (A) Prohibit left turn movement at 17th Ave/McLoughlin Blvd and include in Refinement Plan
- (B) Signalize Harrison St/42nd Ave
- (C) Conduct Refinement Plan for HWY 99E/HWY 224 focused on motor vehicle and freight mobility.
  - HWY 99E Project Limits: Tacoma St to 17th Ave
  - HWY 224 Project Limits: HWY 99E to Lake Rd Interchange
- (D) Reconfigure intersection to consolidate 37th Ave/ Industrial Way
- (E) Add eastbound/westbound right turn lanes and integrate the trail crossing
- (G) Implement protected/permitted phasing for northbound and southbound left turns
- (H) Widen Linwood Ave to standard three lane cross section
- (I) Widen Railroad Ave to standard three lane cross section
- (J) Redesign intersections of River Rd and 22nd Ave to consolidate intersections; or Add northbound left turn pocket on River Rd
- (K) Widen Harrison St to standard three-lane cross section
- (L) Add left turn-lanes and protected signal phasing on Harrison St approaches
- (M) Widen Lake Rd to standard three-lane cross section
- (N) Replace 3-way stop with signal when warranted and appropriate. (Coordinate with the City of Portland)
- (O) Enhance connection between King Rd and Harrison St
- (P) Add protected signal phasing on Oak St approaches
- (Q) Improve intersection/modify access at HWY 224 and Freeman Way
- (R) Enhance connection along Stanley Ave at King Rd
- (S) Enhance connection along Stanley Ave at Monroe St
- (V) Improve safety of Trolley Trail crossing at 22nd Ave
- (W) Realign intersection to improve traffic between 42nd Ave and King Rd east of 42nd Ave
- (X) Connect local streets within Tacoma Station Area (see Fig 8-4)
- (Y) Construct street improvements on Stubb St, Beta St, Ochoco St, Hanna Harvester Dr and Mailwell Dr ~~(TSAP)~~

For NMIA projects please refer to Table 8-10; AB - AF

FIGURE 4: FUTURE STREET NETWORK





Transportation System Plan

FIGURE A-1

PEDESTRIAN MASTER PLAN

November 2013

LEGEND

Existing Sidewalks
- < 5 ft width
- 5 ft - 10 ft width
- Kellogg Creek Trail
- SpringwaterTrail
- Trolley Trail

Proposed Improvement
- Pedestrian Intersection Safety Improvement
- Pedestrian Facilities

- Schools
- Major Roads
- Streets
- Railroad
- County Line
- Water
- Parks
- Light Rail Transit
- Light Rail Station

PROPOSED PROJECTS

Improve Intersection to Increase Pedestrian Safety

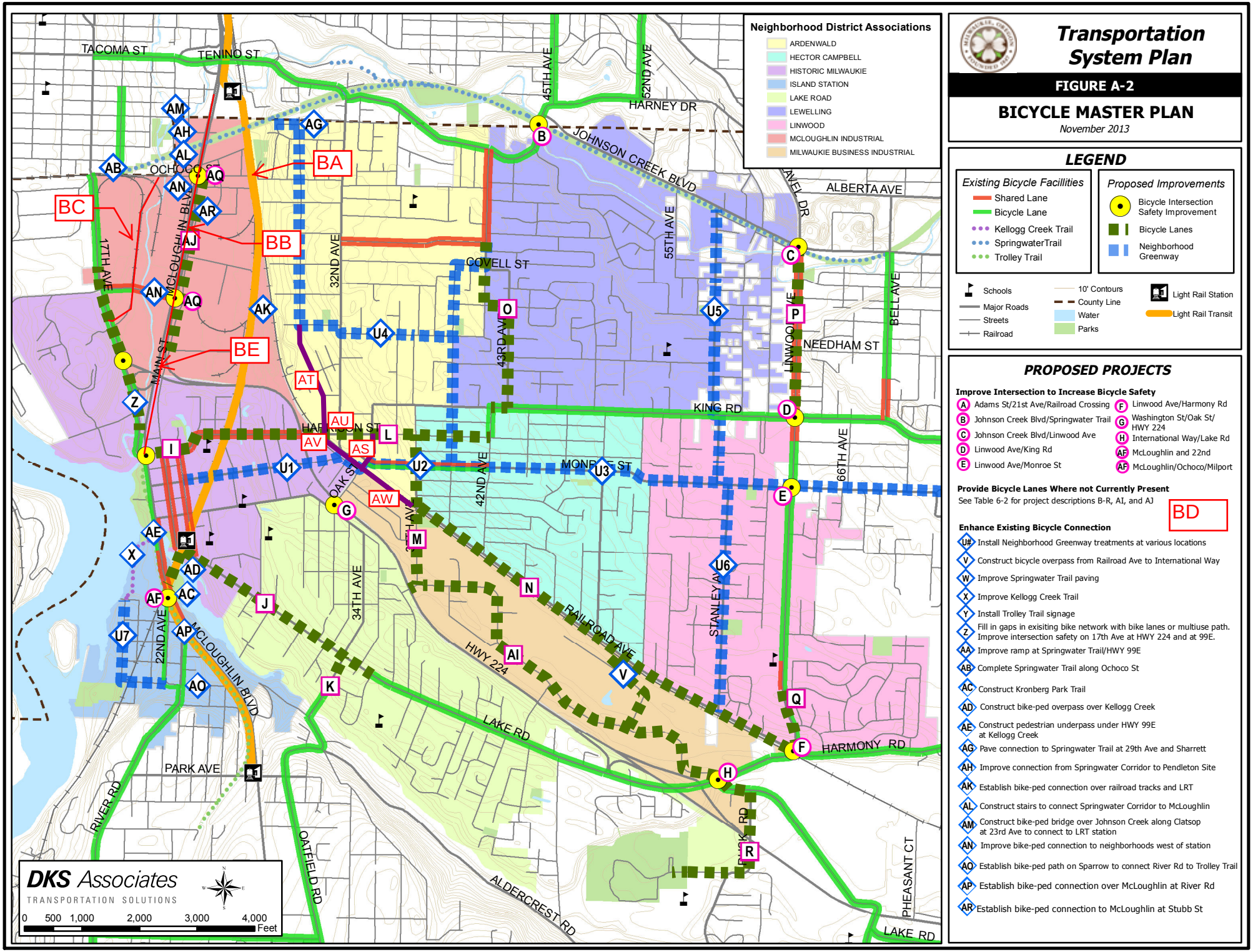
- A Freeman Way/HWY 224
- B 37th Ave/HWY 224
- C Oak St/HWY 224
- D Monroe St/HWY 224
- E Harrison St/HWY 224
- F King Rd improvements
- G Olsen St/42nd Ave
- H Railroad Ave/37th Ave
- K Stanley Ave/Logus Rd
- AW McLoughlin Blvd and 22nd Ave
- BG All McLoughlin crossings
- BJ McLoughlin and Ochoco/Milport

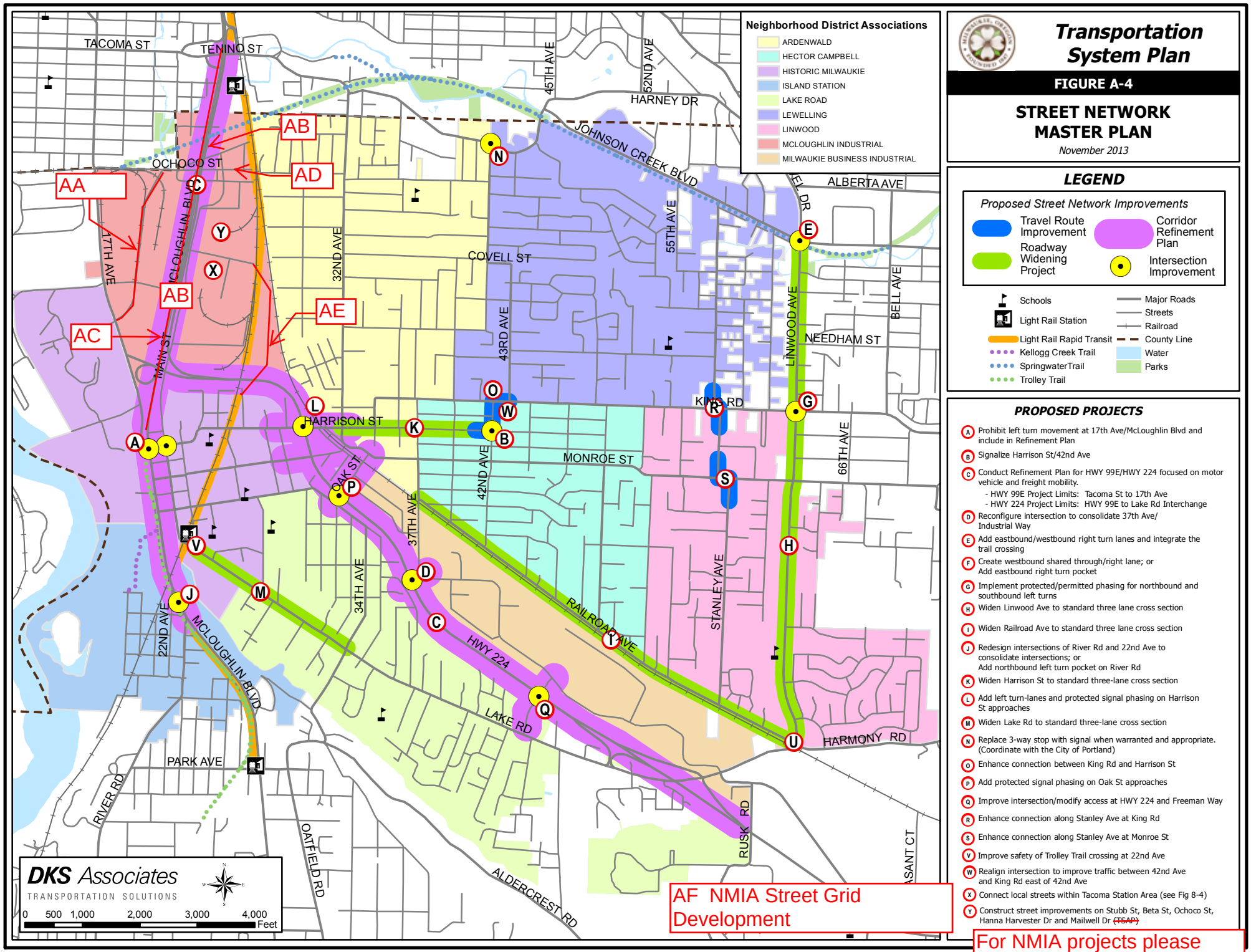
Provide Pedestrian Facilities Where Not Currently Present

See Table 5-1 for project descriptions L-AG, AI-AQ, BB, BH, CD

Enhance Existing Pedestrian Connection

- AH Create ped connection from Rowe Middle School to North Clackamas Park
- AR Construct pedestrian underpass under HWY 99E at Kellogg Creek
- AS Improve ramp at Springwater Trail/HWY 99E
- AT Complete Springwater Trail along Ochoco St
- AU Construct bike-ped overpass over Kellogg Creek
- AV Construct Kronberg Park Trail
- AX Pave connection to Springwater Trail at 29th Ave and Sharrett
- AY Improve connection from Springwater Corridor to Pendleton Site
- AZ Construct stairs to connect Springwater Corridor to LRT Station
- BA Establish bike-ped connection across Railroad Ave and tracks
- BC Establish bike-ped connection over railroad tracks and LRT
- BD Construct stairs to connect Springwater Corridor to McLoughlin
- BE Construct bike-ped bridge over Johnson Creek along Clatsop at 23rd Ave to connect to LRT station
- BF Improve bike-ped connection to neighborhoods west of station
- BI Establish bike-ped connection over McLoughlin at River Rd
- BK Establish bike-ped connection to McLoughlin at Stubb St


Neighborhood District Associations
ARDENWALD
HECTOR CAMPBELL
HISTORIC MILWAUKIE
ISLAND STATION
LAKE ROAD
LEWELLING
LINWOOD
MCLOUGHLIN INDUSTRIAL
MILWAUKIE BUSINESS INDUSTRIAL
TACOMA ST
TENINO ST
OCHOCO ST
HARNEY DR
JOHNSON CREEK BLVD
ALBERTA AVE
COVELL ST
NEEDHAM ST
KING RD
MONROE ST
HARRISON ST
MCLOUGHLIN BLVD
MAIN ST
17TH AVE
32ND AVE
43RD AVE
42ND AVE
34TH AVE
22ND AVE
45TH AVE
52ND AVE
55TH AVE
66TH AVE
LINWOOD AVE
BELL AVE
OAK ST
HAVEL DR
STANLEY AVE
RAILROAD AVE
HWY 224
LAKE RD
HARMONY RD
PARK AVE
RIVER RD
OATFIELD RD
ALDERCREST RD
PHEASANT CT
BA
BB
BC
BD
BE
DKS Associates
TRANSPORTATION SOLUTIONS
0 500 1,000 2,000 3,000 4,000 Feet
Transportation System Plan
FIGURE A-2
BICYCLE MASTER PLAN
November 2013
LEGEND
Existing Bicycle Facillities
Shared Lane
Bicycle Lane
Kellogg Creek Trail
SpringwaterTrail
Trolley Trail
Proposed Improvements
Bicycle Intersection Safety Improvement
Bicycle Lanes
Neighborhood Greenway
Schools
Major Roads
Streets
Railroad
10' Contours
County Line
Water
Parks
Light Rail Station
Light Rail Transit
PROPOSED PROJECTS
Improve Intersection to Increase Bicycle Safety
A Adams St/21st Ave/Railroad Crossing
B Johnson Creek Blvd/Springwater Trail
C Johnson Creek Blvd/Linwood Ave
D Linwood Ave/King Rd
E Linwood Ave/Monroe St
F Linwood Ave/Harmony Rd
G Washington St/Oak St/ HWY 224
H International Way/Lake Rd
AF McLoughlin and 22nd
AF McLoughlin/Ochoco/Milport
Provide Bicycle Lanes Where not Currently Present
See Table 6-2 for project descriptions B-R, AI, and AJ
Enhance Existing Bicycle Connection
U# Install Neighborhood Greenway treatments at various locations
V Construct bicycle overpass from Railroad Ave to International Way
W Improve Springwater Trail paving
X Improve Kellogg Creek Trail
Y Install Trolley Trail signage
Z Fill in gaps in exisiting bike network with bike lanes or multiuse path. Improve intersection safety on 17th Ave at HWY 224 and at 99E.
AA Improve ramp at Springwater Trail/HWY 99E
AB Complete Springwater Trail along Ochoco St
AC Construct Kronberg Park Trail
AD Construct bike-ped overpass over Kellogg Creek
AE Construct pedestrian underpass under HWY 99E at Kellogg Creek
AG Pave connection to Springwater Trail at 29th Ave and Sharrett
AH Improve connection from Springwater Corridor to Pendleton Site
AK Establish bike-ped connection over railroad tracks and LRT
AL Construct stairs to connect Springwater Corridor to McLoughlin
AM Construct bike-ped bridge over Johnson Creek along Clatsop at 23rd Ave to connect to LRT station
AN Improve bike-ped connection to neighborhoods west of station
AO Establish bike-ped path on Sparrow to connect River Rd to Trolley Trail
AP Establish bike-ped connection over McLoughlin at River Rd
AR Establish bike-ped connection to McLoughlin at Stubb St



Transportation System Plan

FIGURE A-4

STREET NETWORK MASTER PLAN

November 2013

LEGEND

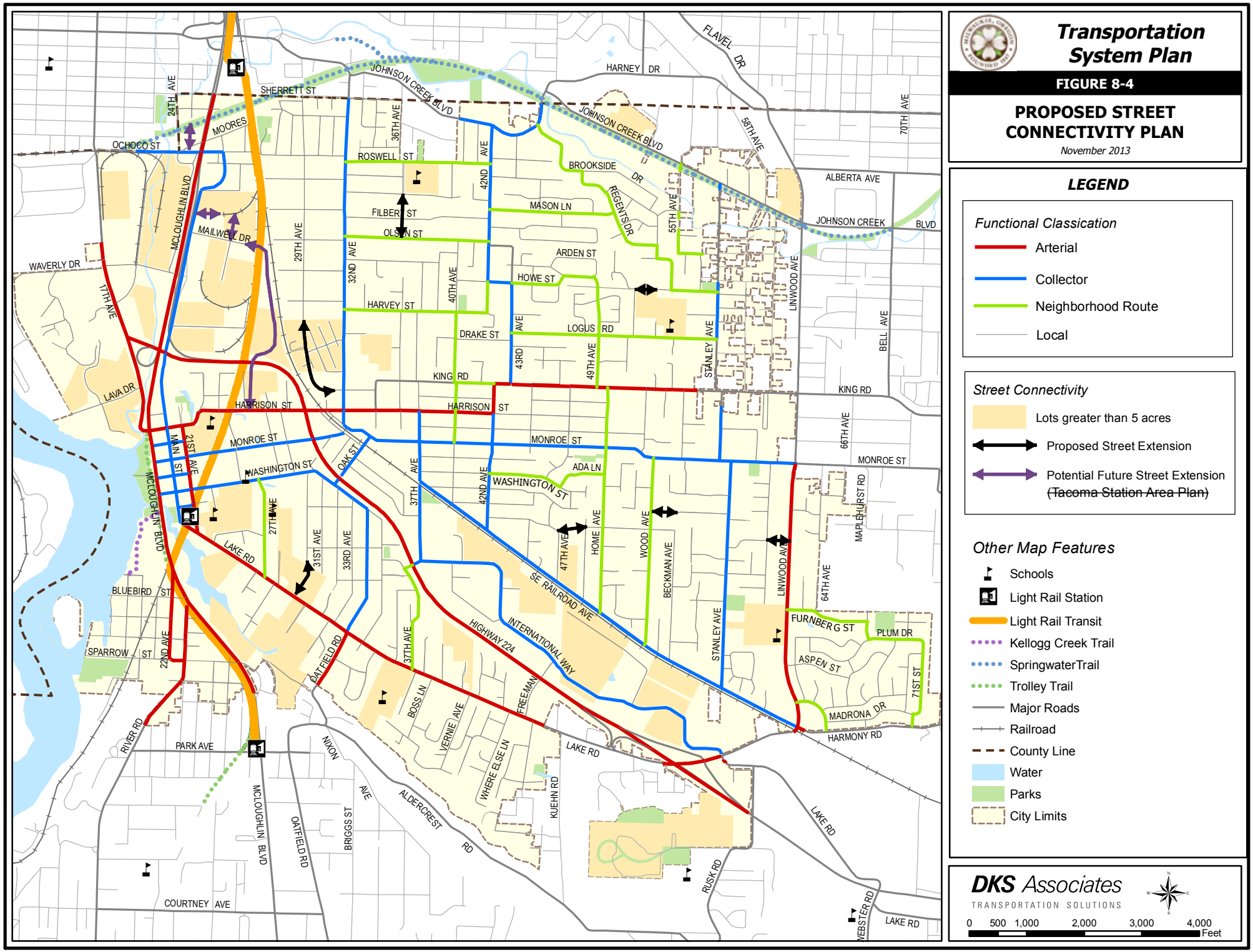
Proposed Street Network Improvements

- Travel Route Improvement
- Corridor Refinement Plan
- Roadway Widening Project
- Intersection Improvement

- Schools
- Light Rail Station
- Light Rail Rapid Transit
- Kellogg Creek Trail
- SpringwaterTrail
- Trolley Trail
- Major Roads
- Streets
- Railroad
- County Line
- Water
- Parks

PROPOSED PROJECTS

- (A) Prohibit left turn movement at 17th Ave/McLoughlin Blvd and include in Refinement Plan
- (B) Signalize Harrison St/42nd Ave
- (C) Conduct Refinement Plan for HWY 99E/HWY 224 focused on motor vehicle and freight mobility.
  - HWY 99E Project Limits: Tacoma St to 17th Ave
  - HWY 224 Project Limits: HWY 99E to Lake Rd Interchange
- (D) Reconfigure intersection to consolidate 37th Ave/ Industrial Way
- (E) Add eastbound/westbound right turn lanes and integrate the trail crossing
- (F) Create westbound shared through/right lane; or Add eastbound right turn pocket
- (G) Implement protected/permitted phasing for northbound and southbound left turns
- (H) Widen Linwood Ave to standard three lane cross section
- (I) Widen Railroad Ave to standard three lane cross section
- (J) Redesign intersections of River Rd and 22nd Ave to consolidate intersections; or Add northbound left turn pocket on River Rd
- (K) Widen Harrison St to standard three-lane cross section
- (L) Add left turn-lanes and protected signal phasing on Harrison St approaches
- (M) Widen Lake Rd to standard three-lane cross section
- (N) Replace 3-way stop with signal when warranted and appropriate. (Coordinate with the City of Portland)
- (O) Enhance connection between King Rd and Harrison St
- (P) Add protected signal phasing on Oak St approaches
- (Q) Improve intersection/modify access at HWY 224 and Freeman Way
- (R) Enhance connection along Stanley Ave at King Rd
- (S) Enhance connection along Stanley Ave at Monroe St
- (V) Improve safety of Trolley Trail crossing at 22nd Ave
- (W) Realign intersection to improve traffic between 42nd Ave and King Rd east of 42nd Ave
- (X) Connect local streets within Tacoma Station Area (see Fig 8-4)
- (Y) Construct street improvements on Stubb St, Beta St, Ochoco St, Hanna Harvester Dr and Mailwell Dr ~~(TSAP)~~


Transportation System Plan
FIGURE 8-4
PROPOSED STREET CONNECTIVITY PLAN
November 2013
LEGEND
Functional Classication
Arterial
Collector
Neighborhood Route
Local
Street Connectivity
Lots greater than 5 acres
Proposed Street Extension
Potential Future Street Extension
~~(Tacoma Station Area Plan)~~
Other Map Features
Schools
Light Rail Station
Light Rail Transit
Kellogg Creek Trail
SpringwaterTrail
Trolley Trail
Major Roads
Railroad
County Line
Water
Parks
City Limits
DKS Associates
TRANSPORTATION SOLUTIONS
0 500 1,000 2,000 3,000 4,000 Feet
JOHNSON CREEK BLVD
SHERRETT ST
HARNEY DR
FLAVEL DR
MOORES
OCHOCO ST
24TH AVE
MCLOUGHLIN BLVD
MAILWELL DR
WAVERLY DR
17TH AVE
LAVA DR
29TH AVE
36TH AVE
ROSWELL ST
42ND AVE
FILBERT ST
OLSON ST
32ND AVE
40TH AVE
ARDEN ST
HOWE ST
HARVEY ST
DRAKE ST
LOGUS RD
43RD AVE
49TH AVE
KING RD
HARRISON ST
MONROE ST
MAIN ST
21ST AVE
WASHINGTON ST
OAK ST
37TH AVE
ADA LN
27TH AVE
31ST AVE
33RD AVE
LAKE RD
BLUEBIRD ST
SPARROW ST
22ND AVE
RIVER RD
PARK AVE
COURTNEY AVE
OATFIELD RD
BRIGGS ST
NIXON AVE
ALDERCREST RD
BOSS LN
VERNIE AVE
WHERE ELSE LN
FREEMAN
KUEHN RD
RUSK RD
WEBSTER RD
SE RAILROAD AVE
HIGHWAY 224
INTERNATIONAL WAY
47TH AVE
HOME AVE
WOOD AVE
BECKMAN AVE
STANLEY AVE
LINWOOD AVE
55TH AVE
56TH AVE
70TH AVE
ALBERTA AVE
JOHNSON CREEK BLVD
REGENTS DR
BROOKSIDE DR
BELL AVE
66TH AVE
MAPLEHURST RD
64TH AVE
FURNBERG ST
PLUM DR
ASPEN ST
71ST ST
MADRONA DR
HARMONY RD

ATTACHMENT 2



~~FRAMEWORK PLAN~~











NORTH Milwaukie Industrial Area Plan

Adopted by City Council on July 18, 2017.

MIG

In association with

DKS Associates | ECONorthwest | Puttman Infrastructure

~~JULY 2017~~ Revised Draft: October 2017

North Milwaukie Industrial Area Plan

Table of Contents

EXECUTIVE SUMMARY

1. INTRODUCTION..... 1

2. PLAN VISION, GOALS AND OBJECTIVES..... 7

3. ECODISTRICT FRAMEWORK..... 11

4. TRANSPORTATION..... 17

5. LAND USE..... 29

6. INFRASTRUCTURE..... 37

7. INTERVENTIONS, PRIORITIZED ACTIONS AND FUNDING..... 41

~~APPENDIX A: EXISTING CONDITIONS REPORT~~

~~APPENDIX B: FEASIBILITY ANALYSIS~~

~~APPENDIX C: TRAFFIC SENSITIVITY ANALYSIS~~

~~APPENDIX D: PARKING MANAGEMENT PLAN~~

~~Appendices can also be found on the project website at www.northmilwaukie.com/document-library/~~

EXECUTIVE SUMMARY



Pendleton Woolen Mills

Today, the City of Milwaukie sits on the cusp of unprecedented new development and new pressures. To address this dynamic opportunity, the City has undertaken several projects focused on how it retains its individualism, while moving forward in a planned and focused way.

The North Milwaukie Industrial Area (NMIA) is one of three industrially zoned areas in Milwaukie that is experiencing high demand for space and is an important location for the region's food processing industry cluster, warehousing and distribution functions, and incubator for future entrepreneurs. Building on this energy and these opportunities can create new activity and increased employment for the region.

The City, in partnership with Clackamas County and Metro, created this plan to understand how the NMIA is currently functioning as an employment hub and how to support and help guide its growth and evolution as a 21st century innovation district that meets the needs of diverse employment options over the next 20 years.

Vision

The North Milwaukie Industrial Area capitalizes on the District's strategic location to attract **innovative and entrepreneurial businesses** to create a strong regional center for **next-generation traded sector employment, manufacturing, makers and doers.** The area supports existing and future businesses that provide family-wage jobs accessible by all modes of travel, respects the natural environment and incorporates sustainable design to reduce demand on citywide infrastructure.

The North Milwaukie Industrial Area Plan (the Plan) is focused on:

- Increasing job density for the area;
- Providing much needed commercial amenities to serve employees; and
- Accommodating office and industrial flex space for Milwaukie's broader community's growing and changing population.

The City is proud of the NMIA's history, providing jobs that match the city's demographic: blue collar work done by the hard-working men and women residing in and around the city. However, the city and region are changing with demographic shifts, a strengthening business market, and a diminishing number of commercial and industrial properties to provide the space and services that entrepreneurs seek.

The Plan builds upon the work of the Tacoma Station Area Plan that recommended improved multimodal connections and a greater mix of land uses that take advantage of the Tacoma light rail station at the north end of the NMIA. This Plan incorporates that planning area and adds areas west of McLoughlin Boulevard to create an entire district made up of 200 acres. Additionally, the Plan includes findings from the City's recently completed economic opportunities analysis, guiding the economic feasibility analysis and recommendations for the Plan.

The Plan establishes a vision for how we get there, with specific implementation strategies that:

- Identify connections and development potential created on both sides of McLoughlin Boulevard;
- Integrate the adopted Tacoma Station Area Plan findings and projects, as applicable; and repeal the TSAP
- Identify and analyze sites that can catalyze development within the NMIA;
- Capitalize on Johnson Creek as a character-defining amenity that attracts new investment covering a mix of uses;
- Integrate McLoughlin Boulevard as both a transportation hub and gateway opportunity into Milwaukie that supports employment growth in the NMIA;
- Develop an identity and brand for the NMIA that supports the district;
- Incorporate existing development, infrastructure and transportation systems, identifying expansion or modification of those systems, as needed, to attract the next generation of employers; and
- Identify phasing, funding and prioritization of projects to implement the vision.

The City, with the help from its partners, will treat this plan as a living document and work to move the needle toward achieving the vision.

chapter 1: introduction

PURPOSE

The North Milwaukie Industrial Area ~~Framework~~ Plan (Plan) positions the North Milwaukie Industrial Area (NMIA) to leverage its strategic location and attractiveness as an employment center as well as an innovative, dynamic location for the next generation of entrepreneurs.

The Plan provides recommendations and strategies to increase employment opportunities and support existing businesses through in-depth technical analysis or land use, development feasibility, open space, transportation and infrastructure. The Plan is a long-term vision that identifies regulatory, programmatic and infrastructure investments and is anticipated to be implemented over the next 20 years.

The Plan builds upon the work completed through the Tacoma Station Area Plan recommendations to improve multimodal connections and create a mix of land uses that take advantage of the Tacoma light rail station at the north end of the NMIA and the City's current citywide visioning process. This project incorporates that planning area and adds areas west of McLoughlin Boulevard to create an entire district. Additionally, the City recently completed a citywide economic opportunities analysis, that has been incorporated into the Plan and guiding the economic feasibility analysis and recommendations for the Plan.

The Plan establishes a vision and a set of implementation strategies that:

- Identify connections and development potential for both sides of McLoughlin Boulevard;
- Integrate the adopted Tacoma Station Area Plan findings and projects, as applicable; and repeal the TSAP
- Identify and analyze sites that can catalyze development within the NMIA;
- Capitalize on Johnson Creek as a character defining amenity that attracts new investments covering a mix of uses;
- Integrate McLoughlin Boulevard as both a transportation hub and gateway opportunity into Milwaukie that supports employment growth in the NMIA;
- Develop an identity and brand for the NMIA district;
- Incorporate existing development, infrastructure and transportation systems, identifying expansion or modification of those systems, as needed, to attract the next generation of employers; and
- Identify phasing, funding and prioritization of projects to implement the vision.

In this chapter:

- Purpose
- Project Area
- Existing Land Uses and Building Stock
- Area History, Parcels and Buildings

FIGURE 1: REGIONAL CONTEXT



The ~~Framework~~ Plan includes an implementation strategy designed to help catalyze the NMIA's vision, providing a general trajectory for the area for the next 20 years. This strategy will guide economic development programs and tools as well as branding of the district, in light of the area's history as a traditional warehouse and distribution hub. It will also encourage catalytic opportunities, expanding upon the strengths as a key industrial district for Milwaukie and the region.

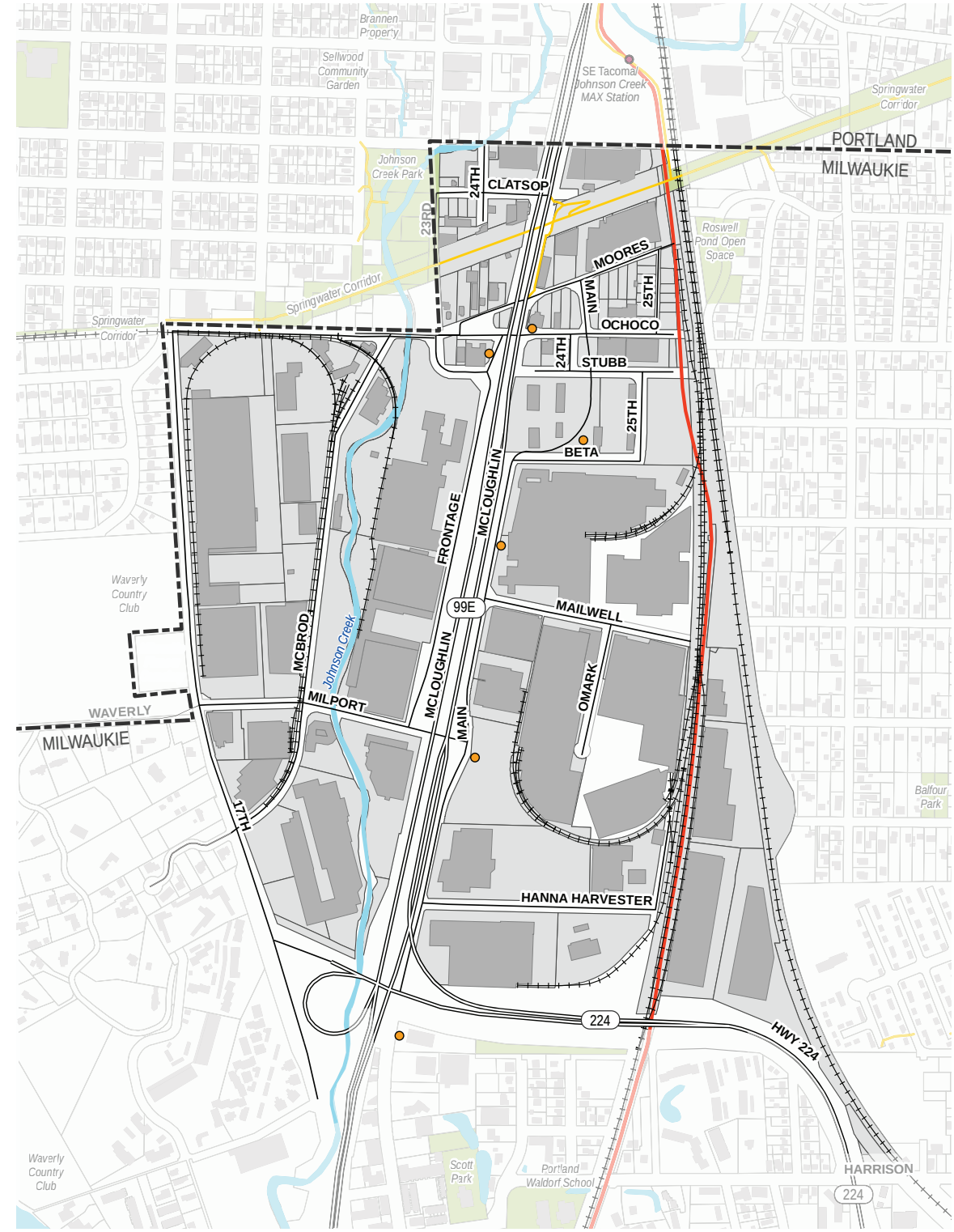
PROJECT AREA

The NMIA is centrally located in the region shown in **Figure 1**. It is one of the City of Milwaukie's three major industrial centers. It has a long history of industrial uses with good access to the regional transportation network. The NMIA is a distinctive district with clearly defined political and physical boundaries (**Figure 2**):

- Portland City Limits to the north;
- 17th Avenue to the west;
- Highway 224 to the south;
- Union Pacific railroad and MAX Orange Line to the east; and
- Springwater bicycle and pedestrian corridor as an east-west connection.

McLoughlin Boulevard (OR 99E) and Johnson Creek are also major defining characteristics in the center of the area.

FIGURE 2: PROJECT AREA



North Milwaukie Industrial Area Plan

EXISTING LAND USES AND BUILDING STOCK

Most of the approximately 195 acres in the NMIA is used for industrial purposes (57 percent) with various types of manufacturing, distribution, storage and similar uses. Approximately one-third of all parcels are vacant (Table 1), although many are used by adjacent businesses for surface storage. Nine vacant parcels totaling 4.4 acres are rights-of-way, with Metro's Springwater Trail accounting for 3.7 acres.

The project area also includes multiple publicly owned parcels, including the Oregon Liquor Control Commission offices, a TriMet park-and-ride and the Clackamas County Community Corrections Center and Women's Center. Fronting the east side of McLoughlin Blvd., the now vacant ODOT offices sit adjacent to approximately eight acres of outdoor storage.

The NMIA currently contains around 3.4 million square feet of rentable commercial space, supporting approximately 9.5 employees per acre. Most of this rentable area is classified as industrial space, with the industrial subcategories of distribution and warehousing comprising over 80 percent of the total square footage. The remaining rentable area in the NMIA is classified as flex office/industrial, general office and general retail.





Top: Historic photo of ODOT facility under construction
Right: Present-day photo of the ODOT site

Area History, Parcels and Buildings

Over the last 100 years, the NMIA has developed as a warehousing and manufacturing district built around its easy access to heavy rail and McLoughlin Boulevard. Many of the buildings in the area retain rail spurs, some of which are used today, although most shipping is now done via truck and many of the rail spurs have been vacated.

The NMIA is generally composed of smaller parcels, shown in **Figure 3.** Most parcels (56 percent) are half an acre or smaller. Larger parcel sizes (sites over four acres) account for only 12 percent of the total parcels.

Some buildings in the NMIA are nearly 100 years old and have been continually repurposed. This includes the ODOT facility, a now vacant 1938 Works Progress Administration Project. The building initially housed State Highway Division engineers, support staff, and State Police for the Portland area. The building is eligible but not listed on the National Register of Historic Places. It is listed as a historic local resource in Milwaukie.

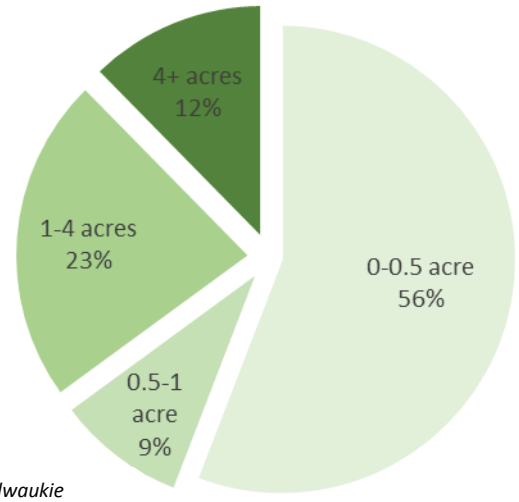
Other buildings reflect different eras and types of development. Of the 54 buildings in the project area, nine were built between 1918-1949, 29 were built from 1950-1969 and the remaining 16 were built from 1970-1982. No buildings have been constructed since the 1990s although some buildings are transitioning from single large tenants to flex space uses, where a single building holds multiple tenants and often through short-term leases.

As of 2014, there were 65 firms with 1,833 total employees within the project area. According to Hoovers and ReferenceUSA, top employers in the NMIA are Portland Mechanical Construction, Alpine Food Distributing, Goodwill, PCC Structurals, Stoner Electric, Advanced Entry Systems and the Oregon Liquor Control Commission.

TABLE 1: NMIA PARCELS BY CURRENT LAND USE AND SIZE (ACREAGE)

Commercial	10	8%	6.1
Industrial	75	57%	174.6
Residential	4	3%	1.3
Vacant	42	32%	13.4
Total	131	100%	195.4

FIGURE 3: NMIA PARCEL SIZES AND PERCENT OF TOTAL NMIA ACREAGE



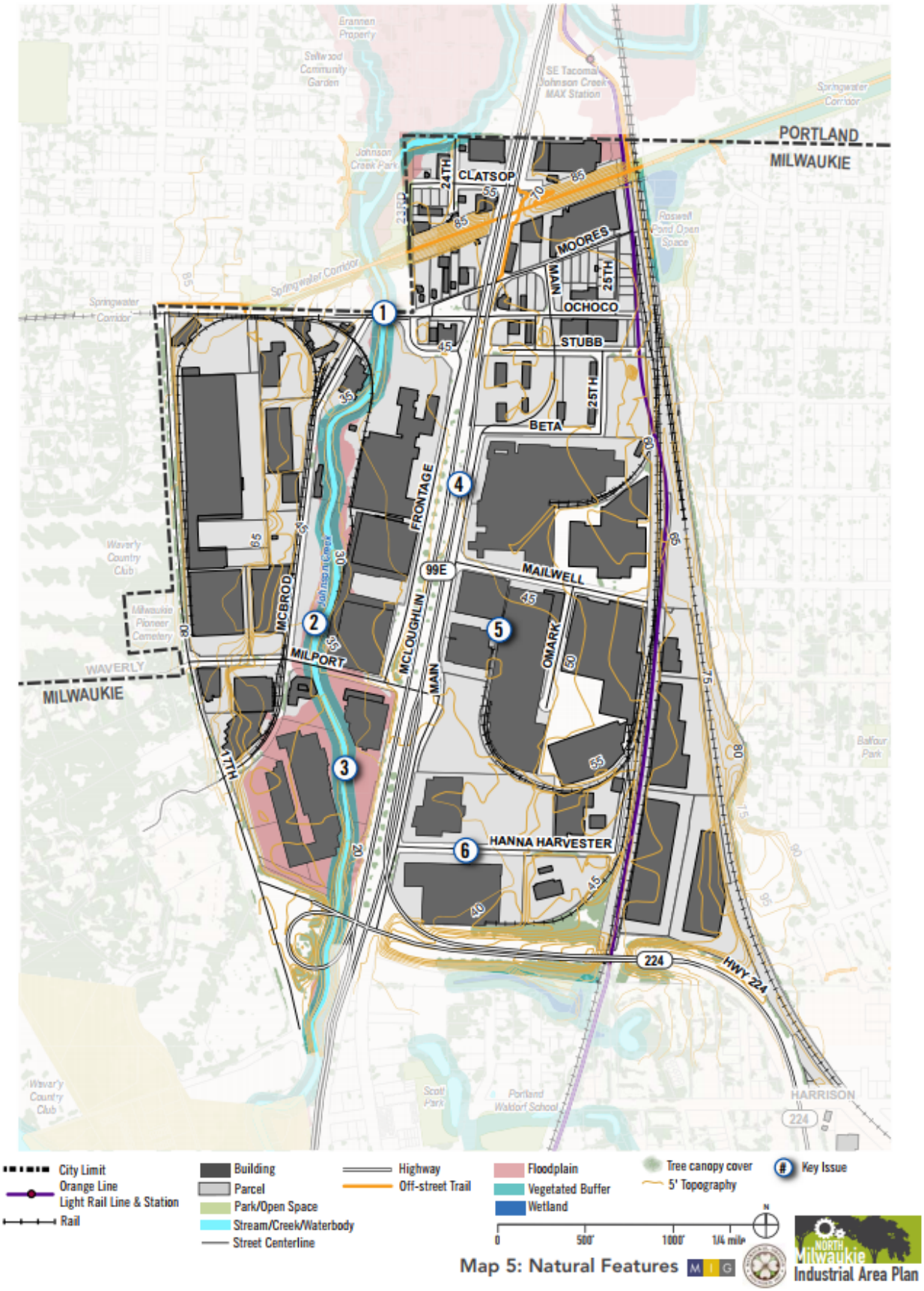
Source: City of Milwaukie

Natural Resources and Infrastructure

As the North Milwaukie Industrial Area redevelops, there will be opportunities to upgrade and improve existing infrastructure and restore natural areas. Stormwater management, drinking (potable) water, wastewater and communications infrastructure are located within the study area. To the west, Johnson Creek serves as a unique natural feature coursing through the district. Figure X: Natural Features identifies key opportunities and constraints based on each infrastructure type. Numbers on the map correspond to the list below. Each location identifies where general issues exist, but could also apply to larger areas where infrastructure improvements are likely needed throughout the NMIA. There are several opportunities and constraints related to existing infrastructure and stormwater, as indicated by the corresponding numbers on Figure X.

1. Johnson Creek Stormwater Outfall at Ochoco Street: As the north end of the project area redevelops, stormwater control and water quality improvements will improve the quality of stormwater runoff that enters the creek at this outfall. The catchment area for this outfall extends beyond the study area boundary. Within the project area, individual parcels can reduce impervious surfaces by adding more vegetation and stormwater controls.
2. Johnson Creek Stormwater Outfall at Milport Road: As the project area redevelops, stormwater control and water quality improvements will improve the quality of stormwater runoff that enters the creek at this outfall. Green infrastructure, including green roofs and vegetated stormwater facilities, can reduce impervious surfaces and pollutants that enter the creek. Due to the size of the existing parcels, there is significant potential for stormwater mitigation, though the existing pipe network may need to be reconfigured to accommodate changes in land use.
3. Johnson Creek: Johnson Creek has a large watershed that extends beyond the Milwaukie city limits. This portion of the creek is the last segment before it discharges into the Willamette River. There may be opportunities to improve the function and riparian habitat of the creek. However, there are also potential challenges regarding redevelopment of parcels adjacent to the creek channel, including building setbacks and buffer restoration. Johnson Creek is part of the Habitat Conservation Area designation that limits and/or requires mitigation for new development to occur.
4. Trees and vegetated stormwater facilities: As both public and private improvements are made to parcels and the public rights-of-way, elements such as street trees, landscaping and vegetated stormwater facilities can be incorporated to reduce impervious surfaces or mitigate runoff. Installing these facilities will require coordination with existing utility locations to meet setback requirements for installation.
5. Wastewater: Wastewater from the study area is conveyed to the Kellogg Treatment Plant just south of the planning area. Improvements to existing mainlines and service lines may be required to update alignment and materials to meet current standards. As parcels redevelop, further reduction in wastewater flows could occur with water saving fixtures and water reclamation.
6. Drinking (potable) water: The water supply for Milwaukie is provided by the Troutdale Gravels Aquifer through seven wells located within the city. Upgrades to materials and service connections may be needed based on land use and fire system requirements.

Figure X. Natural Features



Page intentionally left blank.

chapter 2: plan vision, goals and objectives

VISION

The future success of the NMIA depends on a shared long-term vision as a diverse employment area that is inspiring and supported by the community. This vision sets forth specific goals and objectives that lead to short and long-term actions.

The vision was created by the community after an open house, online survey, stakeholder interviews, and input from a project advisory group made up of businesses, community members, technical staff and area residents.

GOALS AND OBJECTIVES

The goals and objectives of the Plan guide future development and infrastructure improvements in the NMIA. In turn, these strategic decisions will ultimately serve to support and increase employment and economic opportunities in the district.

The following five goals and related objectives provide a comprehensive approach to achieve the envisioned future, providing implementable actions that can be completed as single projects or phased over time.

Chapter 7 presents specific actions to implement the goals and objectives.

Goal 1:
Economic Development and Employment

Goal 2:
Infrastructure

Goal 3:
Land Use and Urban Design

Goal 4:
Transportation and Mobility

Goal 5:
Community Supported Vision

Vision

The North Milwaukie Industrial Area capitalizes on the District's strategic location to attract innovative and entrepreneurial businesses to create a strong regional center for next-generation traded sector employment, manufacturing, makers and doers. The area supports existing and future businesses that provides family-wage jobs accessible by all modes of travel, respects the natural environment and incorporates sustainable design to reduce demand on citywide infrastructure.

GOAL 1

Economic Development and Employment. Encourage a balance of employment-focused land uses, programs and resources that increase private capital investment and family-wage jobs.

Objective 1.1. Support existing businesses as the district evolves over time.

Objective 1.2. Build upon the locational advantages of the NMIA and its role within the region to increase employment density.

Objective 1.3. Support catalytic development of identified opportunity sites by incentivizing cluster-style development for multiple businesses to locate and grow.

Objective 1.4. Support creative re-use of existing buildings that permit flex-space uses.

Objective 1.5. Attract development and users that will take advantage of existing transit and non-motorized travel options.

Objective 1.6. Create an environment where a variety of small, medium and large businesses thrive and co-exist.

Objective 1.7. Support emerging small businesses, including small-scale manufacturing and "maker" spaces.

Objective 1.8. Actively recruit target industries while also assisting existing businesses that want to expand employment.

Objective 1.9. Identify strategies to fund public improvements through a combination of public and private sources.

Objective 1.10. Develop a parking management plan for the district.

GOAL 2

Infrastructure. Identify infrastructure improvements necessary to meet existing and future planned development needs.

Objective 2.1. Create a phased infrastructure improvement program that upgrades existing infrastructure to meet current and future demand, including facilities for electric vehicle charging, leverages private investment that embodies the vision for the area and provides a strong return on investment.

Objective 2.2. Explore strategies for infrastructure that reduce demand on citywide systems, such as on-site or district-wide stormwater and wastewater treatment.

Objective 2.3. Extend high speed fiber optic service to the NMIA.

Objective 2.4. Increase the use of solar energy and related infrastructure that reduces energy/resource use for existing building retrofits and new building construction.

Objective 2.5. Identify landscape and streetscape enhancements that help address flooding, and enhance key gateways to the NMIA District and near significant public use areas such as the Johnson Creek corridor.

Objective 2.6. Coordinate infrastructure improvements, including parking management, across agencies to implement infrastructure goals.

Objective 2.7. Increase and protect tree canopy along Johnson Creek, parking areas and streets where right-of-way is available.

GOAL 3

Land Use and Urban Design. Provide for a diverse array of land uses that create an active employment center and facilitate commercial and mixed-use development that supports the employment focus of the district.

Objective 3.1. Identify land use strategies that increase employment densities and encourage cluster uses.

Objective 3.2. Enhance Johnson Creek as an open space amenity and important natural resource that helps attract new and more intensive development, through measures such as riparian restoration and possible creation of a linear park in the open area on the west side of the creek, consistent with the City's designated Habitat Conservation Area requirements.

Objective 3.3. Ensure that land use and urban design requirements permit multi-story buildings to accommodate "vertical industrial" and manufacturing uses.

Objective 3.4. Focus on branding, public art and wayfinding to create distinct, identifiable features of the NMIA as a true district.

Objective 3.5. Through zoning, restrict residential development to areas where it is already permitted.

GOAL 4

Transportation and Mobility. Create a transportation system that provides safe and direct connections for bicycles and pedestrians while also providing for efficient truck access and circulation.

Objective 4.1. Create safer and more efficient transportation connections within the district, to Downtown and the neighborhoods and across busy corridors, especially McLoughlin Boulevard.

Objective 4.2. Maintain access to heavy rail service where appropriate.

Objective 4.3. Develop a street grid that provides options for transit, vehicles, pedestrians and bicyclists to connect to and through the District, where appropriate.

Objective 4.4. Provide safe, direct connections to the Tacoma/ Johnson Creek light rail station and Springwater Corridor from both the east and west sides of McLoughlin Boulevard.

GOAL 5

Community Supported Vision. Create opportunities for NMIA businesses, landowners, employees and the greater community to stay informed and involved in the ongoing development of the District.

Objective 5.1. Continue to engage businesses and employees in the NMIA and the Milwaukie community in a conversation about the NMIA and its role as an employment and mixed-use district.

Objective 5.2. Maintain ongoing communications with existing businesses and landowners to identify potential opportunities and issues in implementing the Plan.

Page intentionally left blank.

chapter 3: ecodistrict framework

The NMIA is an active employment center that takes advantage of its proximity to Portland, light rail and surrounding neighborhoods in Milwaukie and Clackamas County.

More recently, long time uses have shifted to include increasingly in-demand flex space, where current buildings are being converted from a single large use to multiple smaller uses that share facilities and equipment like forklifts or other machinery. This flexibility allows new businesses to start in small spaces and then expand as they grow with smaller overhead commitments. The challenge for the NMIA is that many similar areas around the region are also competing for similar tenants, so attracting both the makers and doers as well as traditional manufacturing requires a plan that differentiates it from other areas.

Given the NMIA's proximity to South Waterfront and Central Eastside in Portland, a focus on sustainable design, attractions and innovative infrastructure development can attract new tenants who are looking to be in a forward-thinking ecodistrict but may be priced out of other locations. Developing the Plan through ecodistrict lenses also aligns future tenants with the current City trajectory of increased sustainable measurable action.

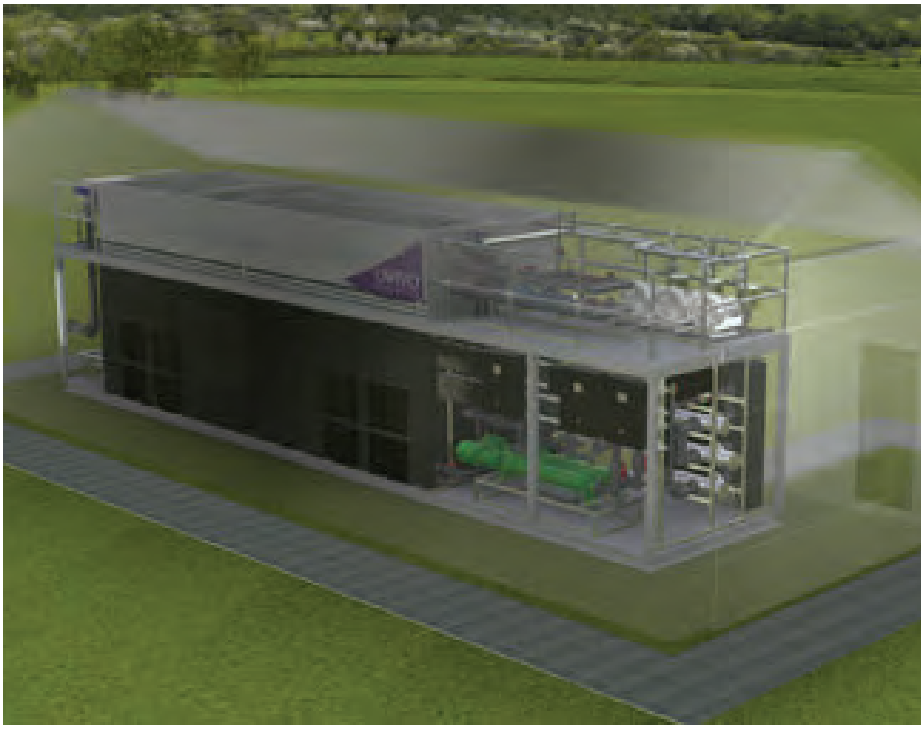
The ecodistrict framework for the NMIA is an incremental approach and different than ecodistricts developed on a greenfield (see Chapter 6: Infrastructure). Ecodistrict implementation must work with existing infrastructure and strategies need to encourage a transition over time. Creating an ecodistrict, even incrementally, will require a commitment from the City, land and building owners to make it happen.

There are many actions needed to implement an ecodistrict, either directly through projects (identified in this chapter) or indirectly through land use action, funding and financing support or other types of incentives.

In this chapter:

- Integrating Natural Resources
- Addressing Infrastructure Needs
- Making Transportation Work for Everyone
- Creating a NMIA Brand
- Putting It All Together

*An **ecodistrict** is a holistic approach that creates a more sustainable, ecologically sensitive development pattern, focusing on sustainable infrastructure systems that also provide financial benefits to businesses that locate in the area. It is also an important marketing tool for attracting future businesses to the NMIA. It works in tandem with other parts of the Framework Plan.*





Top: Conceptual diagram of sewer mine
Bottom: Sewage and effluent samples

INTEGRATING NATURAL RESOURCES

The NMIA is both natural and urban. The NMIA ecodistrict should demonstrate the benefits of this human/nature connection by reconnecting with Johnson Creek as a functioning natural resource as well as a recreation attraction. Success will require collaboration between City, local and state agencies and non-profits, such as the Johnson Creek Watershed Council. There are several actions needed to transform Johnson Creek from what it is today to become a district amenity:

- Complete a Johnson Creek Corridor Plan that identifies both water quality and physical improvements to the corridor. The focus should be on improving watershed health and stormwater management from adjacent right-of-way and development (**Action 2.2.2**).
- Identify partnership opportunities, including with the Johnson Creek Watershed Council, to identify and develop grant applications to fund riparian area and stormwater improvements (**Action 3.2.1**).
- Improve access and viewing opportunities along Johnson Creek by designing existing vacant land east of SE McBrod Avenue for recreation. Add viewpoints at the existing bridge crossings (**Action 3.2.2**).

ADDRESSING INFRASTRUCTURE NEEDS

Industry is about efficiency and reducing the cost to run a business, to make products and deliver services. The NMIA ecodistrict can create a competitive advantage compared to competing districts by identifying and implementing efficient energy, water and stormwater systems to help reduce operating costs. While some of these recommendations may add complexity to building design, short-term costs for sustainable systems

can often pay off over time as reduced operating costs over the life of the project.

Energy

Creating a district energy system can be challenging to successfully implement, even incrementally, where there is already existing infrastructure and development. District energy systems are often created in new development or through a phased development plan where the district energy system is designed along with the buildings.

However, there may be opportunities to incorporate solar energy. The large roof areas of the industrial businesses may provide opportunity for solar panels. Portland General Electric provides power to the project area and the State of Oregon's net metering program is an option for customers to get credit for excess energy produced at their facility. Solar and other energy conservation measures can be implemented over time as buildings are redeveloped or building owners choose to install systems. The large number of existing buildings may be able to support some solar installations for building owners who may be interested, but the age of the roof, weight bearing capacity and the impact of drilling many holes into a roof to anchor a solar project need to be considered. Another factor to consider is shading. As the area develops, new taller buildings might create shading on existing single story buildings and that would decrease the amount of energy that solar panels produce. With those considerations, the ecodistrict can implement solar energy project through the following actions:

- Assist existing businesses in applying for renewable energy grants, using the NMIA District Coordinator position (**Action 1.1.3**) as the point person to aid in applying for grant funding for solar energy (**Action 2.4.3**).
- Integrate renewable energy consumption and production goals for energy into a future Climate Action Plan (**Action 2.4.1**).
- Retrofit existing streetlights with LED lighting to reduce energy consumption (**Action 2.4.2**).

Sewer and Water Infrastructure

Based on the existing conditions analysis and mapping completed for the NMIA and proposed zoning densities, no significant infrastructure upgrades are anticipated other than projects already identified in existing capital improvement programs. Additionally, installation of new sewer and water infrastructure requires reconstructing existing roadways, but this infrastructure may remain unused for many years before new development occurs.

A more cost-effective approach is to focus on incentivizing building retrofits to reduce water usage and install greywater recycling systems either when extensive remodeling is completed or new buildings are constructed. Greywater is safe for use in toilets, for irrigation and other facilities where it is not consumed. Water and wastewater implementing actions for the ecodistrict include:

- Update existing building standards to encourage all new buildings or significant remodels to double plumb buildings for greywater recirculation and install fixtures with low-flow and other water saving devices (**Action 2.2.5**).
- Provide incentives for existing businesses to replace existing plumbing with low flow and/or greywater recirculation systems (**Action 2.2.6**).

The existing wastewater trunk line is located at the southwestern end of the NMIA. There may be an opportunity to create a **"sewer mining district"** (**Action 2.2.8**) that connects to the sewer trunk line to reduce wastewater flow to the City's main treatment system. A sewer mining system extracts sewage directly from the sewer, treats it to produce recycled water and then discharges residual wastes back to the sewer. The recycled water



SE Tacoma/Johnson Creek light rail station

can then be piped back to existing buildings for use in a greywater system. The most likely location for installing this type of system is the western side of McLoughlin Boulevard, where greywater circulation systems could be installed when SE McBrod is reconstructed or located on the shoulder without affecting the existing right-of-way. As buildings are redeveloped or remodeled, they would be connected to the greywater system.

Stormwater

Perhaps one of the biggest opportunities to create a sustainable, visually distinctive district is to address stormwater management on site and within the public right-of-way. There are several actions that will be required, from short-term planning actions to long-term district wide solutions. These include:

- Develop a stormwater master plan **(Action 2.2.4)** that identifies both short and long-term actions to manage stormwater for the NMIA. This should include short-term actions that are property-focused and can be implemented immediately, particularly adjacent to Johnson Creek. The Plan should also identify locations and sizing for one or more regional facilities on the west side of McLoughlin Boulevard; explore an integrated street/shared facility approach and provide funding options such as public/private partnerships and fee-in-lieu approaches.
- Assist in identifying funding sources to retrofit existing buildings with green/eco roofs. Through updated design standards, encourage all new buildings to integrate green stormwater infrastructure into the building and/or site design **(Action 2.2.7).**
- Address regional and onsite and/or regional detention for stormwater to reduce untreated runoff from entering Johnson Creek. This should include green street and streetscape enhancements to address flooding and enhance key gateways, using the stormwater management system also as a branding element for the district **(Objective 2.5).**
- Partner with ODOT to develop a green street demonstration project for McLoughlin Boulevard between Downtown Milwaukie and the Springwater Corridor Pedestrian Bridge **(Action 2.2.1).** This project can showcase the specific ecodistrict approaches, improve the attractiveness of the corridor and create a visual demarcation of the district through stormwater management and design.

- Redesign SE McBrod Avenue as a demonstration project that integrates green street/shared stormwater facility approaches to treat both right-of-way and adjacent development (**Action 2.2.3**). Treating adjacent development in the street as opposed to on site may spur development because it reduces the cost to developers to develop or redevelop property to modern stormwater standards. If this action is undertaken, it should be combined with stormwater reduction techniques such as eco roofs (**Action 2.2.7**) to reduce stormwater flows entering the street.

Making Transportation Work for Everyone

Transportation connections must be safe, convenient and efficient for all modes of travel. Additionally, providing usable multimodal connections helps reduce the carbon footprint of vehicles and ties directly to a future citywide Climate Action Plan. As a branded district that focuses on sustainable development, providing multiple options for people to get to work and for businesses to receive materials and ship products is essential. Today, the NMIA is dominated by vehicles and is not a safe environment for people to ride their bikes to work or walk to transit. If they do drive, parking can be challenging. Creating a more connected environment will require several actions:

- Develop and implement a parking management plan that addresses several issues, including parking management and transportation demand strategies that permit centralized parking in specific locations and/or offering flexible parking options for new construction to locate parking on-site or through a district parking program (**Action 1.10.3**).
- Create a Transportation Management Association (TMA) that manages parking, transit and non-automobile circulation (**Action 1.10.1**). Potential roles for the TMA could include creating and managing an incentive program that provides free or reduced cost bus passes for NMIA employees and/or commuter incentives for those walking, carpooling or riding bicycles to work (**Action 1.10.5**). The TMA could also act as the lead for creating and managing a local circulator system that connects shared parking locations with employers and Downtown Milwaukie (**Action 1.10.4**).
- Implement ~~recommendations from the Tacoma Station Area Plan that address~~ improved vehicle, bicycle and pedestrian connectivity between the Tacoma light rail station and Downtown Milwaukie (**Action 4.1.3**).
- Partner with ODOT to extend/improve bicycle and pedestrian connections throughout the NMIA, including across McLoughlin Boulevard, and connecting to the Tacoma light rail station, Downtown Milwaukie and Sellwood (**Actions 4.3.1- 4.3.4**).
- Integrate the NMIA Business Association recommendation (**Action 1.1.1**) and the City economic development coordinator for the NMIA (**Action 1.1.3**) as part of the TMA management structure.

Based on the Transportation Demand Management & Parking Strategy Memo, October 4, 2017





Top: Build on specific elements in the NMIA to brand the area.
Bottom: Example of a branded water tower

CREATING A NMIA BRAND

Many people drive through the NMIA and know it only as that space "in between Portland and Downtown Milwaukie." While it is an in-demand area, attracting new businesses and development will require a branding strategy to increase the visibility of and competitiveness of the area. Creating a district brand will require several actions, including:

- Build local energy within the NMIA and City through the creation of a NMIA Business Association that will advocate for the needs of existing and future businesses (**Action 1.1.1**), and hire or assign a City economic development coordinator for the NMIA to be the single point of contact for all business activity in the district (**Action 1.1.3**).
- Develop a wayfinding and branding strategy that builds upon the historic industrial, rail and natural resources of the NMIA (e.g. the ODOT building, Johnson Creek and water tower) and focuses on businesses that encourage transit use, pedestrian and bicycling as modes of travel (**Actions 1.2.1**).
- Visually demarcate the NMIA through gateway elements and wayfinding signage that identifies the area as a unique district identifiable from McLoughlin Boulevard and identifies paths from the NMIA to the Tacoma light rail station, Downtown Milwaukie and Sellwood (**Action 1.2.1**).

Together, these strategies form the basis of an implementation strategy to make the ecodistrict more visible. The branding strategy should also be organized in a manner that facilitates its use for marketing to attract future businesses.

PUTTING IT ALL TOGETHER

Creating an ecodistrict will take time, but several of the initial actions can be implemented easily now, with more focused design and construction of major infrastructure occurring later as the district evolves and funding is identified. Creating a place, at least initially, is as much about branding, business engagement and recruitment as it is about the projects that create the infrastructure to achieve the vision of a sustainable, employment-focused district.

chapter 4: transportation

The NMIA's access to transportation routes like McLoughlin Boulevard and the heavy rail system has made it a desirable business location for many years. The transportation infrastructure recommendations support the vision for the NMIA, calling for better connectivity within the district, to Downtown Milwaukie and to the adjacent neighborhoods.

The future street network for NMIA builds on previous planning efforts. Street types for the Plan are consistent with the Tacoma Station Area Plan (TSAP) project list which improves vehicle, bicycle and pedestrian connectivity in the NMIA.

The existing NMIA transportation network works for vehicles and freight, but lacks sufficient sidewalks and bike facilities. Additionally, there are a few connections for pedestrians either because there are no sidewalks or the long block lengths make it difficult to navigate by foot.

Key elements of the future system are shown in **Figure 4** and **Figure 7** and include:

- **McLoughlin Boulevard Safety Improvements:** Safety improvements include creating safer and more efficient transportation connections for all modes across McLoughlin Boulevard in the NMIA, including maintaining freight access to businesses. The SE Milport Road and SE Ochoco Street intersections at McLoughlin Boulevard should be designed to permit better multimodal movements (including freight) and increase pedestrian safety and accessibility for businesses along Frontage Drive and Main Street.
- **Maximum block lengths:** Establishing a maximum block length standard for future streets will identify potential areas where roads can be located when new development occurs. All new roads should have sidewalks. Future block length standards are 600-1,200 feet for the proposed NMIA district and 300-530 feet for TSA 1, TSA 2, and TSA 3.

In this chapter:

- Future Street Network
- Future Bike and Pedestrian Circulation
- Transit Access Considerations



McLoughlin Boulevard and Highway 224



Wheel stops provide physical separation for pedestrians and delineate the travel way.





In the interim, streets can be re-channelized between existing curbs to begin the behavior change process as the City anticipates future roadways built out to the specifications. For example, Dexter Street, Seattle WA (before-after pictures above) include paint to delineate and channelize narrowed travel lanes in addition to bus stop bulb-outs and buffered bike lanes.

- **Transitional Streets:** Developing a transitional street design allows for low-cost, interim improvements to address existing network deficiencies and complete connections for people traveling by foot or bike. Transitional streetscape improvements can enhance walkability by providing continuous pedestrian access while still providing vehicle mobility as the NMIA redevelops. Transitional street modifications can also begin to engender behavior change amongst roadway users consistent with the streetscape characteristics planned for full build out. **Figure 4 (Future Street Network)** shows the proposed transitional street designation applied on four streets including SE McBrod Avenue and three other future local street connections. **Figures 5 and 6** show how SE McBrod Avenue could change over time with a transitional street approach.

FUTURE STREET NETWORK

Figure 4 shows the future street network and builds on several opportunities that exist in the NMIA. **Table 2** summarizes the future street network.

Collector Streets

- **Ochoco Street:** Ochoco Street's role in the NMIA will evolve to serve a variety of land uses. Ochoco Street is currently classified in the Transportation System Plan (TSP) as part local and part collector (at the McLoughlin Boulevard Blvd./99 E. intersection). Its future design should provide multimodal access.

  The Tacoma Station Area Plan (TSAP) cross section for Ochoco Street ~~(Figures 17 and 18, page 26 in the TSAP)~~ west and east of McLoughlin Boulevard generally depicts the recommendation of this Plan, and requires 10' of additional right-of-way to be dedicated west of McLoughlin Boulevard. The TSAP notes~~d~~ minimum 8' wide sidewalks are required along key streets, including Ochoco Street. Street trees should have columnar form to prevent trucks from clipping their drip lines.

  The Ochoco corridor is a gateway from the Sellwood neighborhood to the heart of the district. Johnson Creek is an important feature on the west side of the NMIA.

, shown in Figure X and X,

Figures X and X include conceptual designs developed by ODOT Region 1 in March 2013 as part of the TSAP and were a set of many different concepts considered. This could be considered a solution to Ochoco Street if the configuration shown in Figure 4 is not constructed.

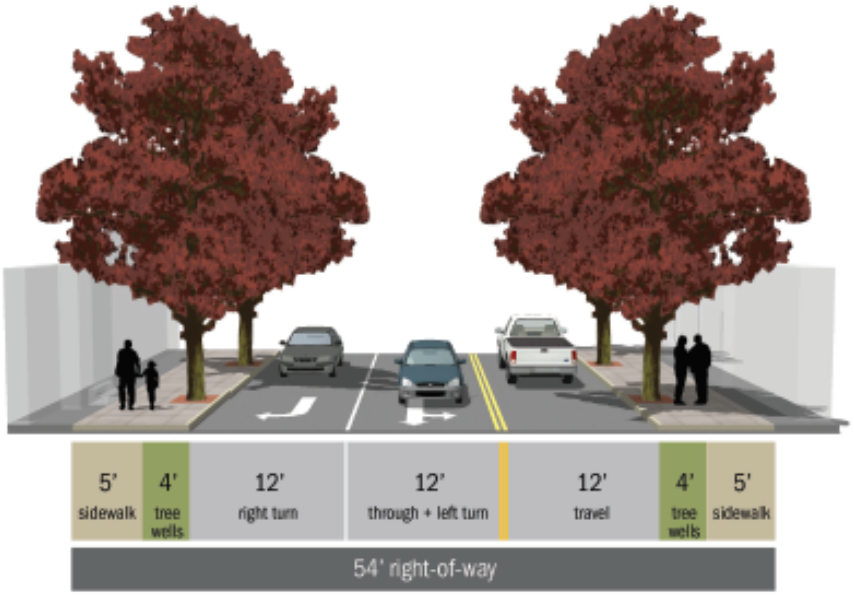


Figure X. Conceptual Cross-Section for Ochoco Street - West of Main Street within existing right-of-way (looking east)

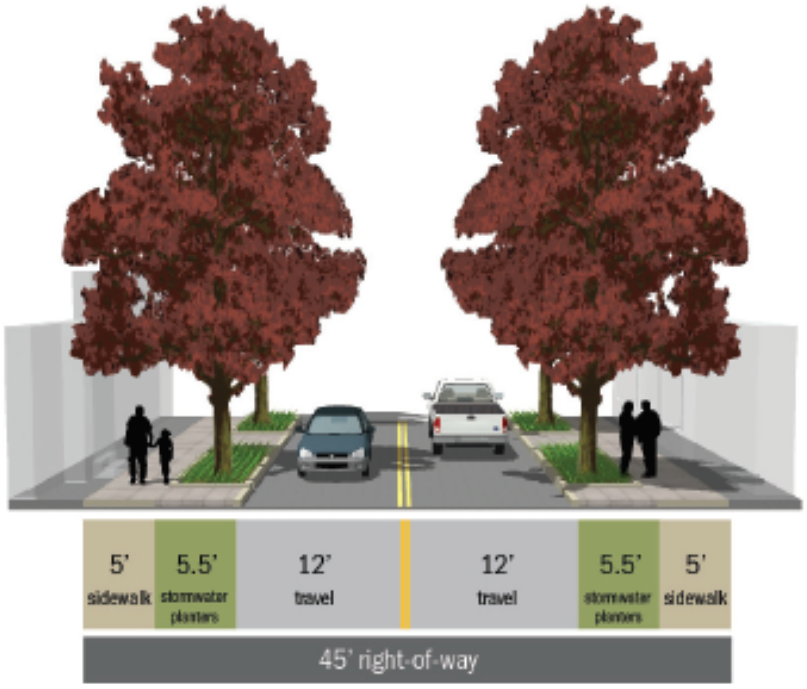


Figure X. Conceptual Cross-Section for Ochoco Street - East of Main Street within existing right-of-way (looking east)

Figure X. Indirect Left Pedestrian Enhancements Conceptual Design

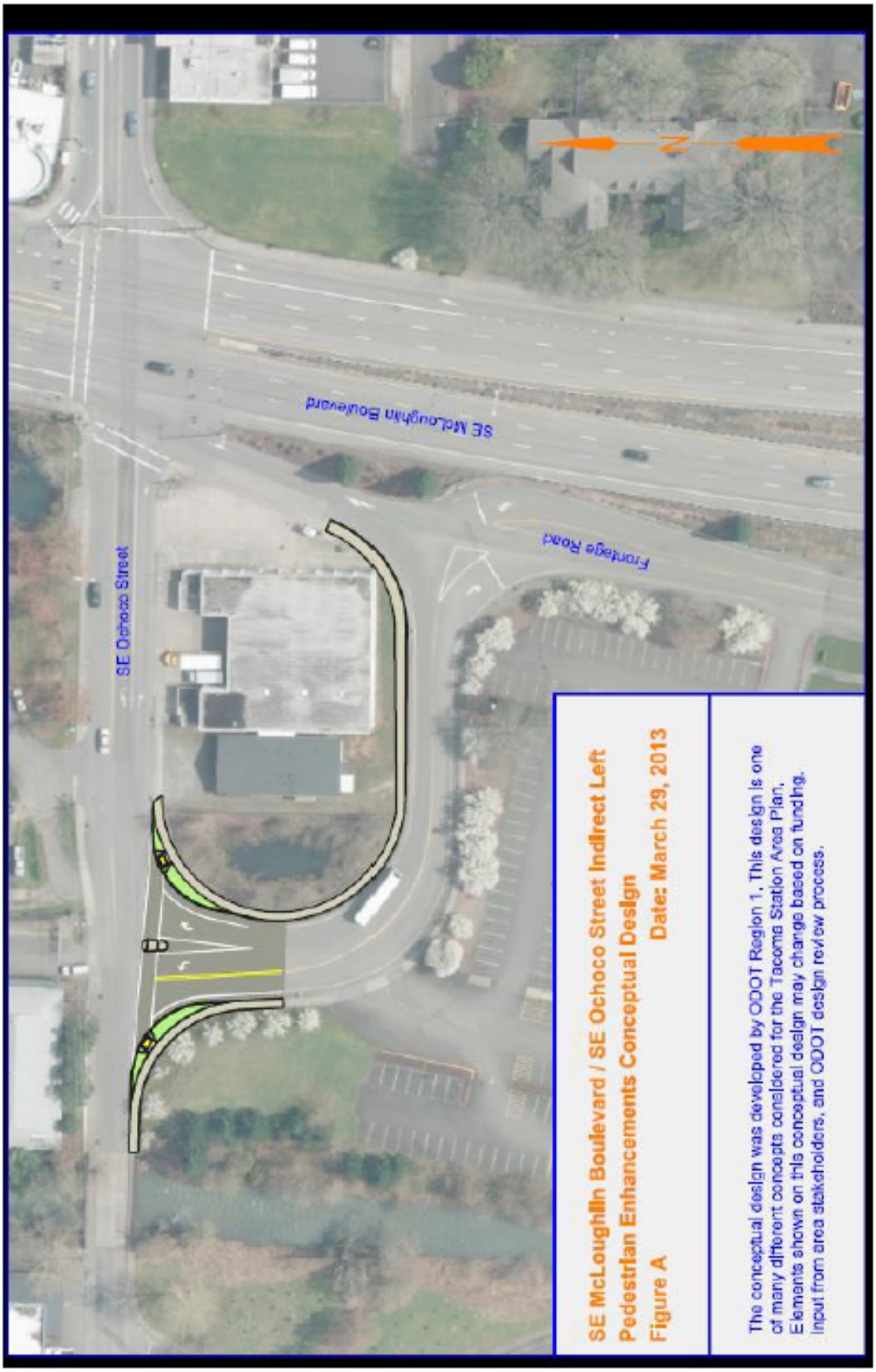
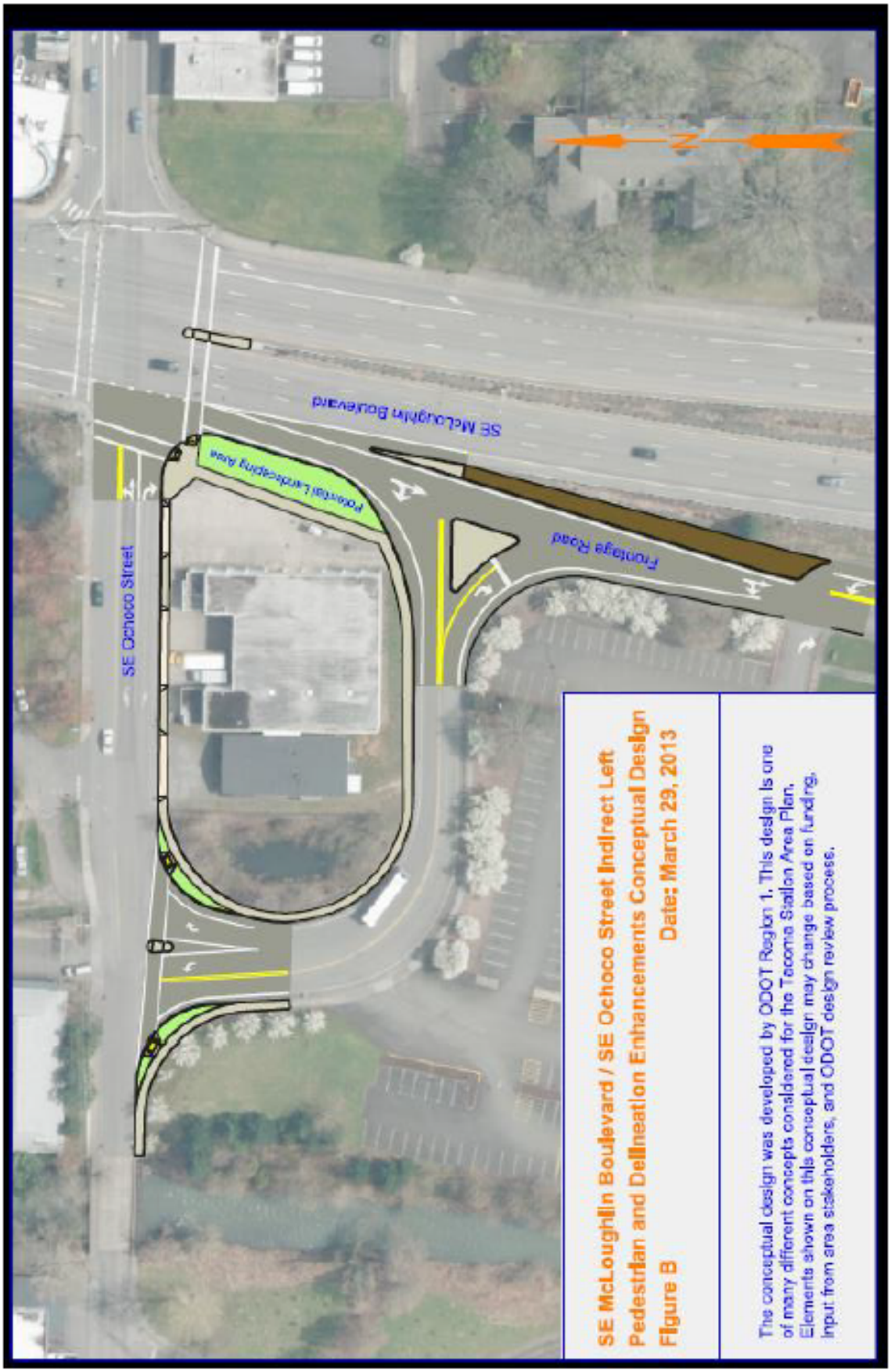


Figure X. Indirect Left Pedestrian and Delineation Enhancements Conceptual Design



Where Ochoco crosses Johnson Creek, viewing areas should be included at the bridge and green street design should incorporate, to the extent possible, native vegetation that is also appropriate to the riparian area along the creek.

- **Main Street:** The Plan maintains the TSAP cross section ~~(Figures 15 and 16, page 23 of the TSAP)~~ for a separated 12'-14' wide multi-use path all along Main Street. In addition, the Plan also recommends an improved pedestrian path under the Springwater Trail at Main Street, connecting pedestrians and bicyclists to the LRT station. The TSAP note~~s~~ minimum 8' wide sidewalks along Main Street with special paving, wayfinding signage and public art.

, shown in Figures X, X, X and X,

d

TABLE 2: PROPOSED NMIA PLAN STREET TYPES

Street Name	Regional Route	Arterial	Collector	Local Industrial	Transitional Street Approach
McLoughlin Boulevard/99E	X				
Highway 224	X				
17th Avenue		X			
Main Street			X	X	
Ochoco Street			X	X	
Beta Street				X	
Clatsop Street				X	
Frontage Road				X	
Hanna Harvester Drive				X	
Mailwell Drive				X	X
Milport Road				X	
McBrod Avenue				X	X
Moores Street				X	
Omark Drive				X	X
Stubb Street				X	
24th Avenue				X	
25th Avenue				X	
New streets				X	X

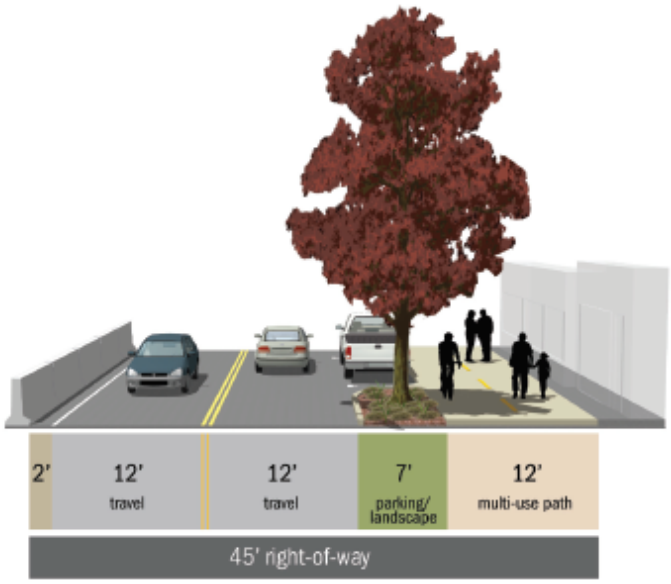


Figure X. Conceptual Cross-Section for Main Street - Milport Road to Beta Street within existing right-of-way (looking north)

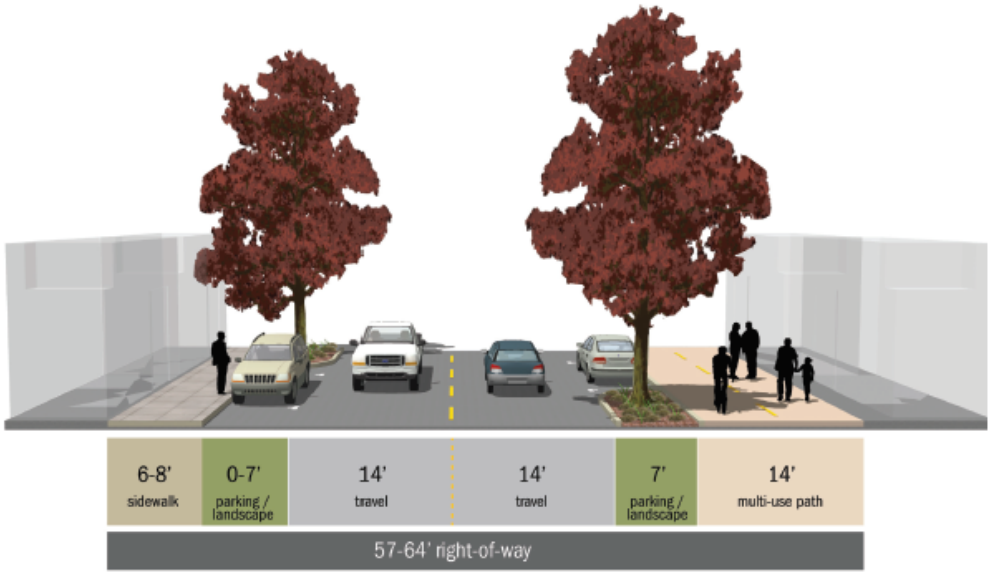
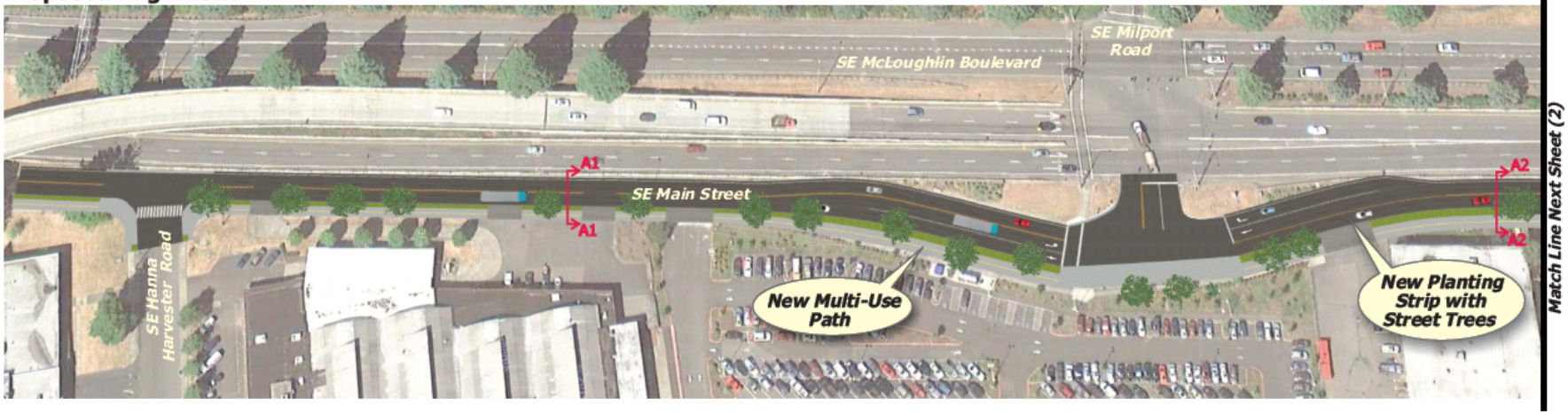


Figure X. Conceptual Cross-Section for Main Street - North of Beta Street within existing right-of-way (looking north)

Existing Alignment



Proposed Alignment



Sheet 1 of 3

EXISTING & PROPOSED ALIGNMENT

Main Street from Hwy 224 to Milport Road

0 25' 50' 100' 200'

Scale

Existing Alignment



Proposed Alignment



EXISTING & PROPOSED ALIGNMENT

Main Street from North of Milport Road to South of Beta Street

0 25' 50' 100' 200'
Scale

Existing Alignment



Proposed Alignment



Sheet 3 of 3

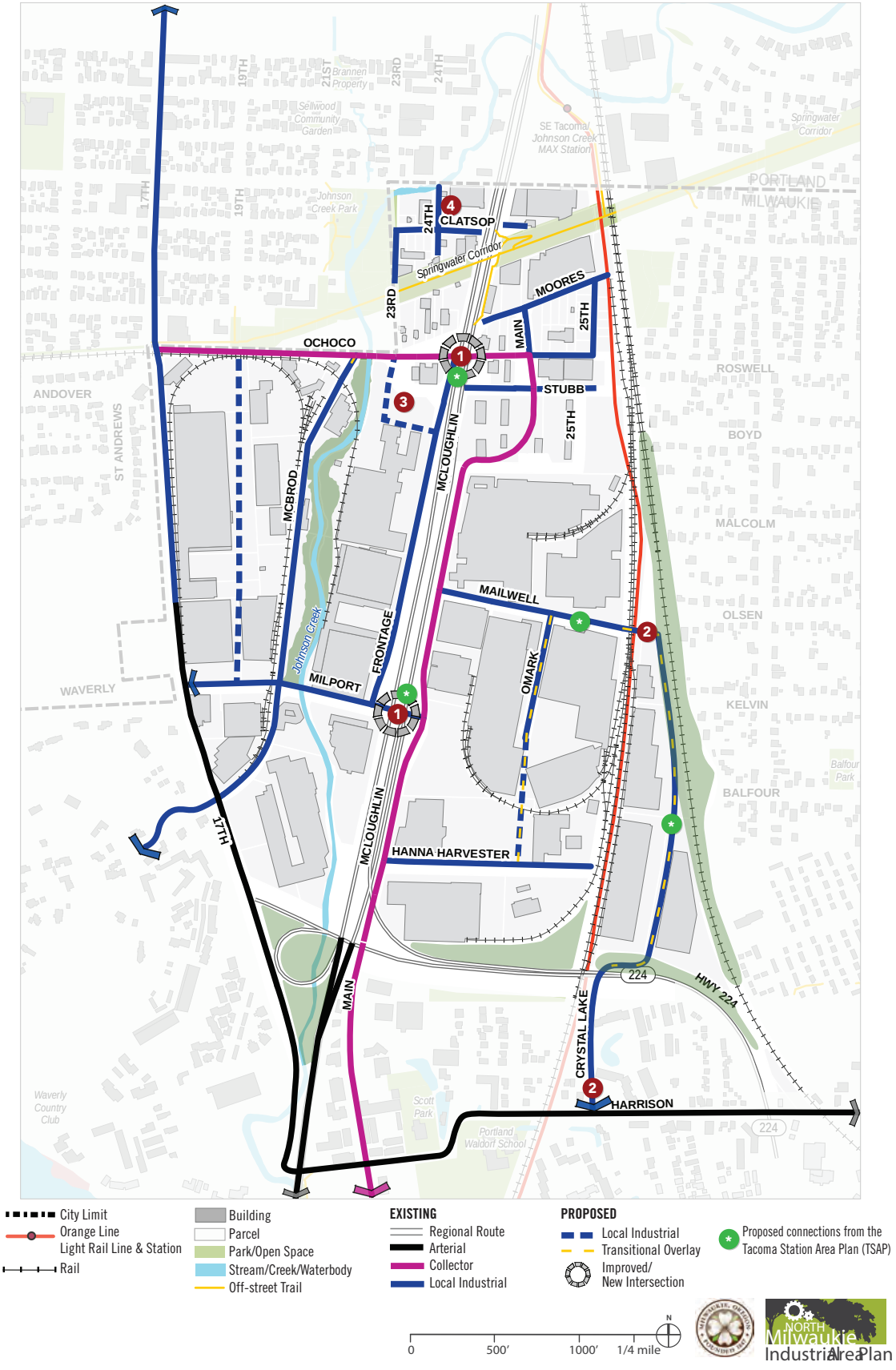
EXISTING & PROPOSED ALIGNMENT

Main Street from South of Beta Street to Moores Street

0 25' 50' 100' 200'

Scale

FIGURE 4: FUTURE STREET NETWORK



FUTURE VEHICULAR STREET NETWORK AND IMPROVEMENTS

1. Improve circulation and/or make geometric and wayfinding/signage improvements at the Ochoco and Milport intersections at McLoughlin that improves freight access and other modes.

2. Extend Mailwell east across the MAX line connecting to Harrison via the Hwy. 224 underpass. Acquire right-of-way along private parking and loading dock area and also design road to restrict large trucks from entering the adjacent neighborhoods.

3. Reconfigure the street network at Moores/Ochoco/23rd to open up the area for a potential development site at the intersection and remove the turning movements that are dangerous for pedestrians.

4. Provide a road connection for an alternative egress from the area to accommodate future redevelopment.

District-wide: Develop a parking management plan, including shared on-street facilities.

District-wide: As redevelopment occurs, create a local street network to support a more walkable development pattern.

District-wide: Maintain efficient freight access.





Top: Renton, WA has integrated heavy rail into its Downtwon to carry 737 fuselages. Bottom: Rail and other uses can function together if properly designed.

Local Industrial Streets

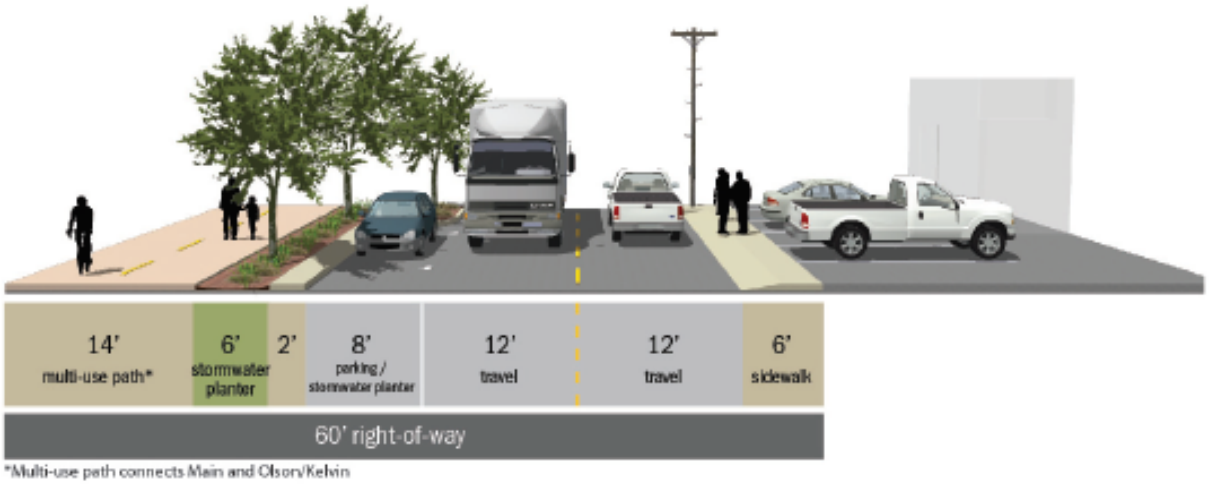
- **Mailwell Drive:** Cross sections for Mailwell Drive (between Main Street and the railroad track) include bicycle and pedestrian facilities to establish direct connections for pedestrians and bicyclists between the project area and the Ardenwald neighborhood. The Plan incorporates Figure ~~23 of~~ the TSAP, which reconciles truck and pedestrian uses. The 12-14' multi-use path should designate bike and pedestrian-only zones to minimize potential conflicts.

Mailwell Drive is the only street in the NMIA that crosses the LRT line. Though it could offer opportunities for enhanced connectivity, it ends at a private road immediately east of the tracks. The private road (also known as Mailwell Drive) runs south through industrial loading sites in the southeast corner of the project area and subsequently ends under the Hwy. 224 overpass, where it connects with Crystal Lake Dr. The private section of street should be dedicated as a public right-of-way by extending Mailwell Drive to connect to Harrison Street via Crystal Lake Drive. The cross section for this street should be designed to restrict large trucks from entering adjacent neighborhoods.

- **Stubb Street:** The TSAP cross section and recommendation (Figure ~~24, page 33 of the TSAP~~) for Stubb Street is incorporated into this Plan. When redevelopment opportunities arise for adjacent properties, continuous access for head-in parking should be replaced with a 12' travel lane, a 5' sidewalk and 4' planting.

X shown below

X shown below from



*Multi-use path connects Main and Olson/Kelvin

Figure X. Conceptual Cross-Section for Mailwell Drive with continuous access (looking east)

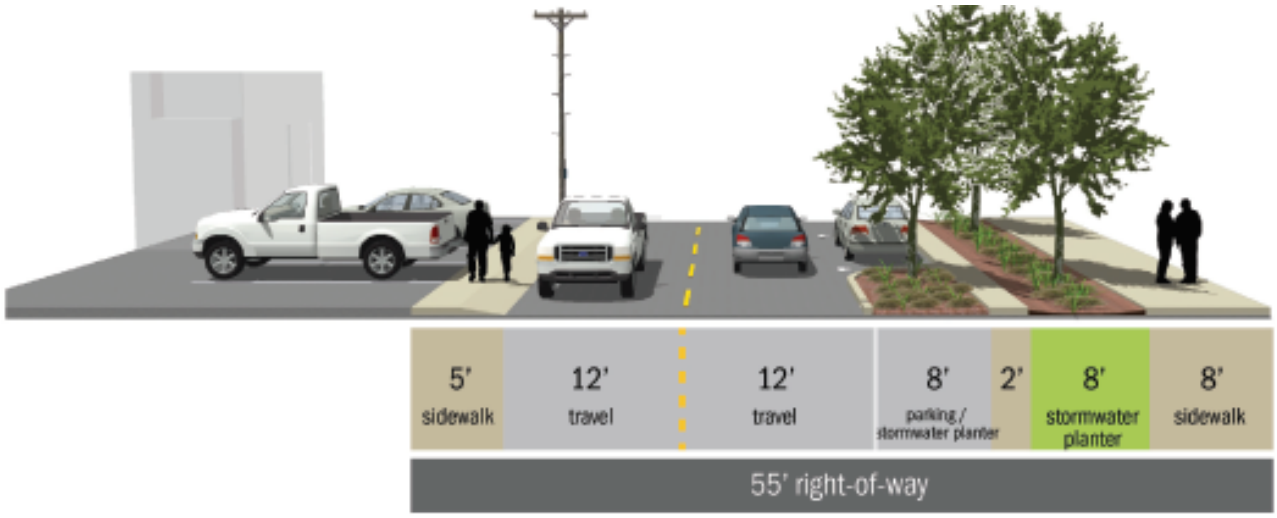


Figure X. Conceptual Cross-Section for Stubb Street with continuous access (looking east)

FIGURE 5: INTERIM IMPROVEMENTS ON MCBROD AVENUE (TRANSITIONAL STREET)

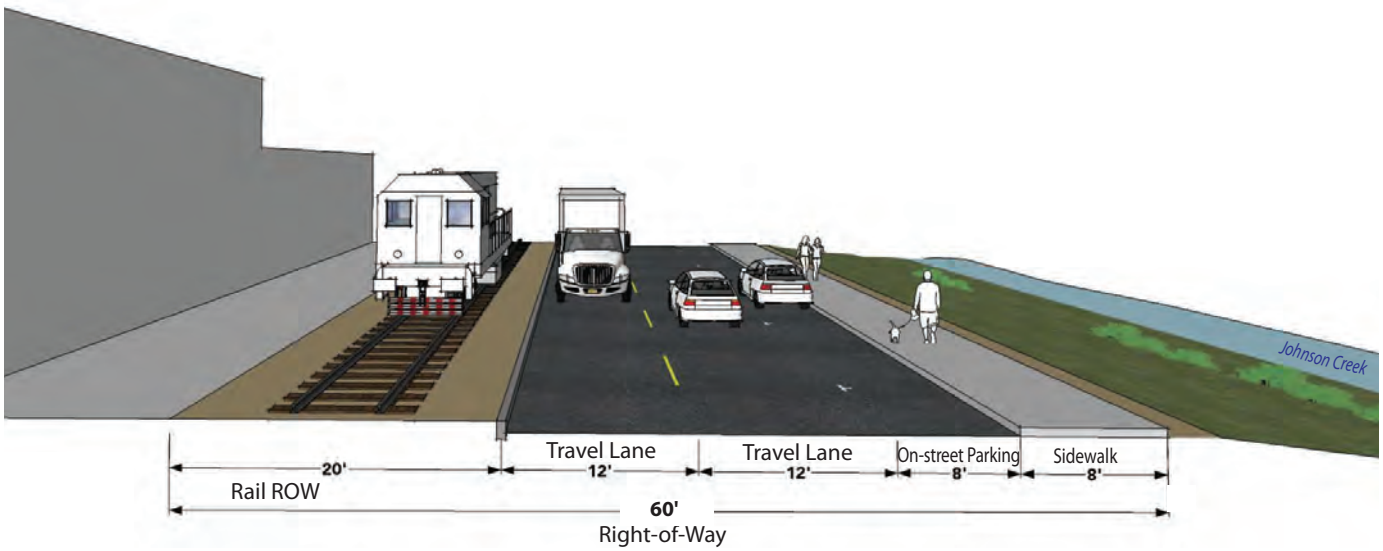
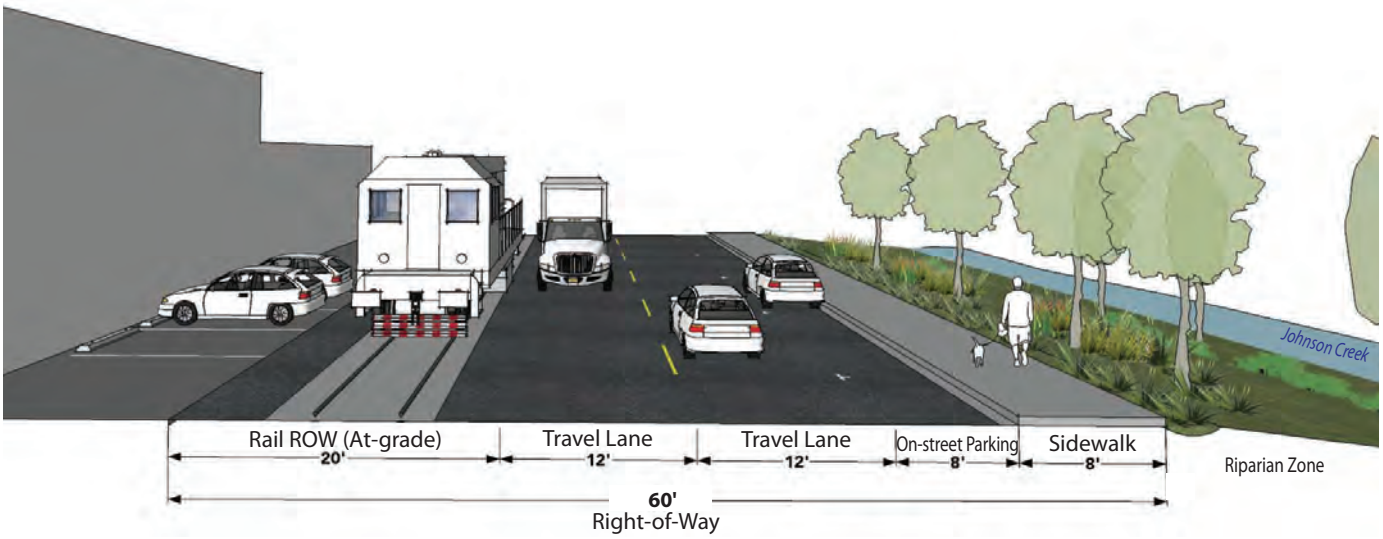


FIGURE 6: FULL BUILD-OUT OF MCBROD AVENUE



40' and

Figures X and X

- **Other streets:** Other local streets within the project area vary in right-of-way width from 40'-60.' For streets that are not anticipated to carry additional pedestrian load, the TSAP cross sections of 60' (~~Figure 21, page 31 of the TSAP~~) are adequate. TSAP notes d that all sidewalks should be 8' wide and stormwater planters should also be at least 5' wide to function as designed (preferably wider). These streets should meet the desired intersection spacing standards and maximum block length recommendations described in **Chapter 5: Land Use.**

Transitional Street-Phasing

Creating a transitional street is one way to complete initial modifications that enhances mobility, particularly for pedestrians and bicyclists, but the cost of completely rebuilding the street is high.

Example

SE McBrod Avenue, which is essentially the recommended transitional street, has approximately 60' right-of-way with an active rail spur. At present, cars and trucks park on-street in the right-of-way. **Figure 5** illustrates what a transitional street might include. The City of Milwaukie is already planning on improving the roadway, which will address stormwater treatment for the rail line and add sidewalks to the east side of McBrod. A future modification **(Figure 6)** should create an at-grade rail line to provide better access to the adjacent buildings, and incorporate stormwater, open space and riparian area improvements to Johnson Creek.

FUTURE BIKE AND PEDESTRIAN CIRCULATION

Figure 7 shows the non-motorized street network, which would provide better access to MAX, the Springwater Corridor, and areas within and outside the project area.

- **Better east-west connections to the Tacoma LRT station:** Future redevelopment of the NMIA should improve bike and pedestrian circulation to take better advantage of the Tacoma LRT station by addressing the barriers to reaching the station and the challenging pedestrian environment along McLoughlin Boulevard and Ochoco Street. This includes adding bike lanes and signage along Ochoco Street and an improved intersection at Ochoco Street and McLoughlin for all modes of travel.
- **Improved access to the Springwater Corridor:** The Plan incorporates the TSAP recommendations to create a separated multi-use path. This path will eliminate gaps in the pedestrian network to establish a seamless connection between the Springwater Corridor (as well as the Tacoma LRT station) and other parts of the NMIA, to separate bicycles and pedestrians from freight traffic along the roadway.
- **Creating connections adjacent to the project area as well as within the district:** Better connections for bikes and pedestrians from the Ardenwald neighborhood (east of project area) at Mailwell Drive and Ochoco Street/Roswell.

On the west side of the NMIA, a multi-use path is proposed along SE McBrod Avenue adjacent to Johnson Creek. This new path will make it possible for people traveling along the Springwater Corridor to access the lower reach of Johnson Creek, as well as tie into the 17th Avenue multi-use path that connects to Downtown Milwaukie.



Figure X. Proposed Conceptual Cross-Section for Local Streets with a 40' right of way

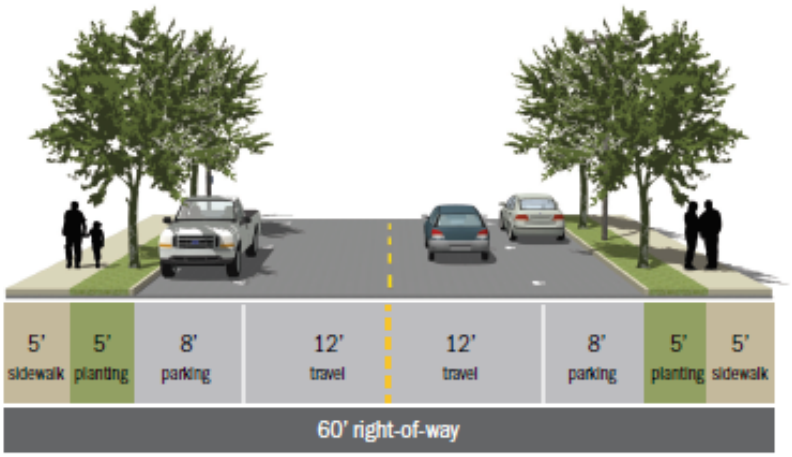


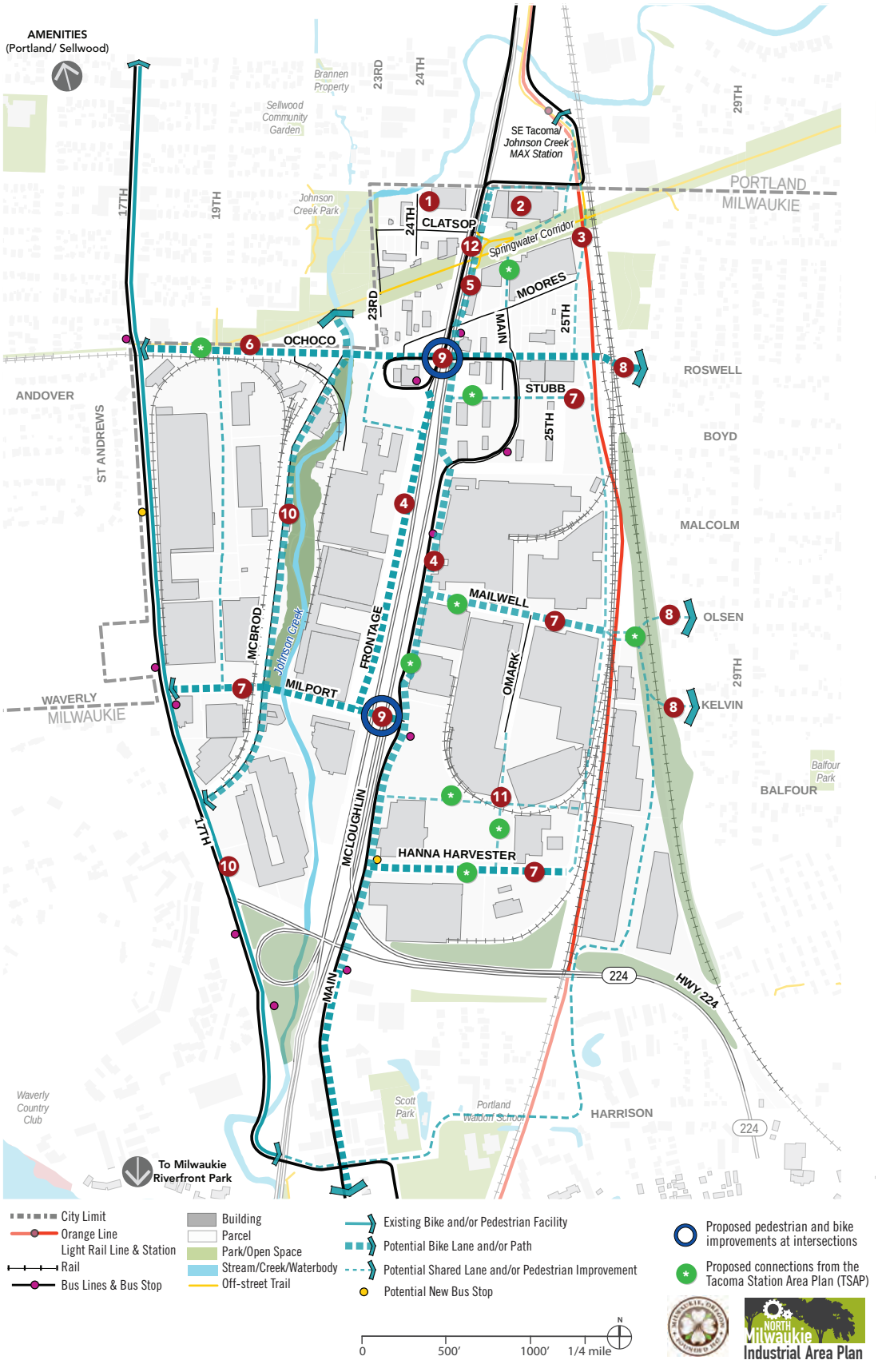
Figure X. Proposed Conceptual Cross-Section for Local Streets with a 60' right of way

TRANSIT ACCESS CONSIDERATIONS

TriMet bus routes 70 (along 17th Avenue) and 30, 34, and 99 (along Main St) serve the project area. The project area is also served by the Tacoma/Johnson Creek MAX Station, located north of the project boundary.

New smaller-scale, flexible industrial and incubator spaces (without accompanying residential) on both west and east sides of the project area will bring more workers to NMIA. While some NMIA employees will use personal vehicles, a portion of them will rely on transit to get to and from work. Improving connections to adjacent neighborhoods can provide nearby residents access to work, transit, and recreation. Additionally, the Plan recommends creating a transportation management association (TMA) to coordinate transportation and parking issues within the NMIA. The goal of the TMA is to reduce single occupancy vehicle use, support businesses in the NMIA, and coordinate and manage transportation and parking needs. Implementation of an NMIA parking management plan will further support this effort.

FIGURE 7: NON-MOTORIZED STREET NETWORK



NON-MOTORIZED STREET NETWORK AND IMPROVEMENTS

1. Provide a pedestrian connection over Johnson Creek within the area.
2. Extend the pedestrian path from the Springwater Trail near Clatsop to circle the Pendleton site and connect to the LRT station.
3. Create a future separated pathway upon redevelopment on the west side of the LRT track from Ochoco north crossing the Springwater Trail and connecting to the LRT station or use the existing proposed connection from the TSAP on Main.
4. Enhance pedestrian and bicycle facilities on Main and Frontage with multi-use paths.
5. Add buffer and signage to protect pedestrians and bicycles along McLoughlin north of Main to the LRT station as a current/interim connection.
6. Provide bike lanes along the length of Ochoco.
7. Improve Stubb, Milport, Hanna Harvester and Mailwell for pedestrian and bicycle access and develop a future connection from each of these to a north/south access from Ochoco to Hanna Harvester along the west side of the LRT track, upon redevelopment.
8. Develop at-grade bicycle/pedestrian connection across the railroad tracks at Kelvin or Olsen and at Roswell.
9. Create a safe crossing for bicyclists and pedestrians at the Ochoco and Milport intersections at McLoughlin.
10. Connect Johnson Creek Park to Riverfront Park via greenway trail along Johnson Creek or along McBrod. South of Milport, trail follows McBrod to 17th.
11. Develop pedestrian linkages or path upon redevelopment.
12. As an interim measure to connect the light rail station to the NMIA south of the Springwater Corridor, add bicycle/pedestrian improvements of existing right-of-way along McLoughlin under the Springwater Corridor.

Include a stairway from the Springwater Corridor to McLoughlin Blvd on the west side of the NMIA.

District-wide: Provide pedestrian and bicycle connections along new local streets and "fill gaps in the sidewalk system on one or both sides of these streets.

Page intentionally left blank.

chapter 5: land use

Creating an innovative and diverse business mix in the NMIA requires both a commitment to creating and implementing an economic development strategy, one of the recommended actions of the Plan, and adopting a land use regulatory system that is flexible.

The Land Use Framework balances new and existing uses, but also promotes higher density employment with recommended changes to permitted uses. **Figure 8** illustrates the proposed land use zoning for the NMIA.

Recommended Land Uses

Table 3 summarizes the primary land uses envisioned for NMIA and indicates whether these uses are currently permitted as a primary use or as an accessory or conditional use. Recommended primary land uses include similar uses in today's NMIA, as well as additional uses that are more flexible in creating employment uses.

The primary land uses in Table 3 will be translated into zoning and site design standards as part of the project implementation process, one of the first steps in implementing the Plan.

Primary land uses are the major land uses that implement the NMIA vision. Proposed zoning designations include combining the three existing Tacoma Station Area subareas (1, 2, and 3), and one new zone (~~NMIA~~). NME This reduces the number of zones within the NMIA to two districts. For existing zoning in the NMIA, refer to the Existing Conditions Report (Map 3: Zoning, page 10).

In this chapter:

- Recommended Land Uses
- Desired Built Form



Hood River Industrial Area mixes traditional warehousing and manufacturing with office mixed-use.

MUTSA

Tacoma Station Area Plan Zoning

prescribed under the Tacoma Station Area Plan will be combined into one zoning district. The ~~TSA~~ district will continue to take advantage of the area's strategic location near the Tacoma MAX Station, the Sellwood neighborhood, Johnson Creek and the Springwater Corridor. The general purpose of the ~~TSA~~ district is to still allow some commercial and residential uses as well as intensive employment uses.

Design considerations within the ~~TSA~~ district include the following:

- 19.303.3 Development Standards regarding commercial mixed-use zones
- Building heights: minimum of 25 ft. and maximum of 65 ft., allowing for multistory mixed use buildings
- Street frontage: development should be oriented to the local street network where there are strong pedestrian connections.
- Maximum block length: 300-530 feet

Desired Built Form

NME

The ~~NMIA~~ (proposed) zone would permit existing industry, but also increase the type and extent of employment uses. Future design considerations should include the following:

- Emphasis on increasing employment density with varied uses and building types, potentially using incentives;
- Priority for flex space, light manufacturing (including maker space), research & development (R&D);
- Building heights: minimum of 25 ft. and maximum of 65 ft. Mixed use and vertical industrial permitted;
- Street frontage~~: per standards in the TSAP~~;
- Maximum block length: 600 to 1,200 feet.; and
- Parking standards recommended in the ~~parking management strategy (To be completed)~~.

Transportation Demand Management and Parking Strategy

Future streets and buildings should blend the physical design of buildings in relationship to the street front, and consider a range of factors such as density, public spaces and natural features, and green building design and development. Specific applications can include:

Include details of site design/placemaking elements to apply to key streets and corners:

- Building setbacks
- Building orientation and entrances
- Landscaping
- Weather protection
- Fenestration
- Building materials and articulation
- Building signage

- Activated Street fronts: Successful urban streetscapes attract people because they are active, exciting and safe. Elements such as blank walls and surface parking adjacent to sidewalks discourage street activity and erode the pedestrian realm. Active streetscapes should be encouraged by adopting design standards to ensure that buildings provide a safe and attractive edge to the pedestrian realm. This could include:
  - » Main building entrances should be located on the street (as opposed to a parking lot);
  - » New buildings should meet minimum transparency requirements for the building's primary frontage. This can include glass doors and windows, transparent garage doors and other elements that reduce the monolithic features of large buildings (including warehouses);
  - » Require varied façade treatments to reduce the monolithic qualities of a building. Typical requirements found in mixed-use and employment areas require changes in building façade every forty feet;
  - » Building materials. While this is an employment district, tilt up concrete construction should only be permitted if it can meet materials and transparency requirements described above. Raw concrete exteriors should be painted.
- Public Spaces and Natural Features: NMIA is well suited to build on unique and district-defining features to create an identity and brand. Existing water towers, historic machinery and rail materials, and Johnson Creek can all be used to better define the unique character of the area. These features should be enhanced, showcased and integrated into the design of new site amenities and public spaces, creating a common identity for NMIA.
- Reuse and Repurposing: Many of the buildings in the NMIA are very old (more than 50 years), but are well maintained and fully utilized. Older buildings can be creatively and adaptively reused as new office space, flex-space and small scale manufacturing. Sites such as the former ODOT building should be preserved and enhanced to protect the character of the NMIA. The Pendleton Woolen Mills adjacent to the Tacoma LRT station is a prime development opportunity.
- Green Design and Development: Green infrastructure includes alternative energy sources, a healthy urban forest, on-site stormwater management such as green roofs, regional stormwater retention in planted areas, pervious paving, rain barrels and on-site detention tanks, and reuse of stormwater and greywater for irrigation, toilets and heat recovery. Energy consumption can be reduced by adaptively reusing existing buildings and requiring that all new construction and major remodels meet the goals of the greater NMIA as an ecodistrict.
- Restoration and Integration of Johnson Creek: Chapter 7 provides several actions to improve Johnson Creek, an important local and regional asset that provides a contrasting natural green space to the surrounding industrial lands within NMIA. New development along Johnson Creek should be oriented to the water, including building entrances and pedestrian areas. Other improvements could include stormwater infrastructure, native plant and tree restoration, public trail or interpretive sites and impervious surface reduction projects.

Site Design Elements

• Building setbacks: Landscaped building setbacks can create a layer of semi-public space inviting to pedestrians and create a sense of enclosure along the sidewalk. Forecourts and other public spaces along the sidewalk should be allowed and potentially encouraged along key streets, including adjacent to Main Street associated with proposed civic/gathering spaces there, and where sidewalks are narrower than ideally desired. On-site surface parking will be oriented to secondary streets rather than to key streets, wherever possible.

• Building Orientation and Entrances: New buildings will be oriented to and provide entrances that are directly connected to public sidewalks. Building entrances should provide lighting that is architecturally consistent with the overall building design. For corner parcels (particularly at important corners along key streets), buildings should ideally orient to the corner and/or provide architectural elements that address the corner. This may include projecting bays or articulated elements (as seen in Figure Xa), chamfered corners, or changes in color/material.

• Landscaping: Where on-site surface parking is located adjacent to a sidewalk, dense landscaping should be provided in order to create a visual buffer.

Weather Protection: At a minimum, building entrances should provide ample weather protection in the form of horizontal awnings; more continuous awnings that extend beyond the building entrance may also be provided (both variations are shown in Figure 8). Retrofitting existing industrial buildings to accommodate retail, office, or other commercial or employment uses may also create opportunities to incorporate other industrial building elements such as loading docks and covered bays, as shown in Figure Xa.

Fenestration: When retrofitting existing industrial buildings, increasing ground floor transparency is crucial in terms of improving the pedestrian experience along the sidewalk. In many instances this may require increasing the size and number of ground floor windows. Figure Xb illustrates the importance of avoiding blank walls along the sidewalk. A minimum transparency requirement along ground floors can ensure that windows are provided; the minimum will be higher in more pedestrian-oriented portions of the Station Area.

Building Materials and Articulation: A variety of materials and color and/or changes in building articulation should be provided to visually break up large building planes and to create visual interest. Figure Xc illustrates how articulated ground floor bays can create visual interest along the sidewalk by avoiding large, uninterrupted building planes.

• Building Signage: Pedestrian-oriented building signage in the form of blade signs, awning signs, building signs, or projecting signs will be provided where uses are transitioning to retail or commercial uses (see Figure Xd).

• Design of industrial uses. Design standards for new or redeveloped industrial uses will be less strict than for commercial or retail uses and would focus primarily on landscaping, street design, parking area and building entrances, as illustrated in Figure Xe. Some window coverage requirements also will be implemented.

• Illumination of Potential Gateway Features. At least two areas can serve as future gateways to the MUTSA - the existing stone building on the ODOT site and the intersection of Ochoco and McLoughlin Blvd. Illuminating these areas at night would help attract people into the area and highlight these features and points of access.





Figure Xa. Incorporating existing elements such as loading docks and covered bays can help retain the area's unique character.









Figure Xb. Examples of retrofitted industrial buildings illustrate how existing buildings can be rehabilitated to accommodate commercial, employment, or other uses. This type of redevelopment often includes improving the pedestrian experience by increasing the size and/or number of windows along the ground floor. These redevelopments should be encouraged, as they help create a unique "industrial" character for new development within a district.



Figure Xc. Retrofitted industrial building with horizontal awnings.





Figure Xd. Retrofitted industrial buildings with pedestrian-oriented signs.





Figure Xe. Examples of landscaping, parking lot and sidewalk improvements in an existing industrial area.

Update Table 3 as needed.

MUTSA

NME

TABLE 3: PRIMARY LAND USES AND PROPOSED ZONING

Proposed Primary Land Use Category (with examples)	Proposed Zoning	
	MTSA (combined 1-3)	NMIA
MANUFACTURING		
Manufacturing and Production	•	•
Creative space; studios	•	•
Repair and Service; Construction-related businesses	•	•
Waste Management		•[4]
DISTRIBUTION		
Wholesale Trade	•	•
Warehousing and Storage	•[1]	•
OFFICE		
Service Office *High level of face to face interaction with customers*	•	•
Production Office; Research and Development *Limited face to face interaction with customers*	•	•
COMMERCIAL/RETAIL		
Retail Sales; Personal Service; Repair Businesses	•[3]	•[3]
Eating and Drinking Establishments	•	•[3]
Health Club/Gym	•[3,4]	•[3,4]
COMMUNITY SERVICE USE		
Government offices	•[4]	•
Transit Facilities	•[4]	•[4]
Schools (public or private)	•[4]	•[4]
Recreation facilities (public or private)	•[4]	•[4]
Parks and open space	•	•
Utilities (pumping stations, water wells); communication facilities	•[4]	•
RESIDENTIAL		
Multifamily/Mixed Use	•	

[1] Warehouse must be accessory to an industrial use or other permitted use

[2] See definitions for Service Office and Production Office

[3] Limited Uses: Limitations on size, location, and/or review process; primarily intended to serve district employees

[4] Conditional Use or Community Service Review (Type III)

FIGURE 8: PROPOSED ZONING

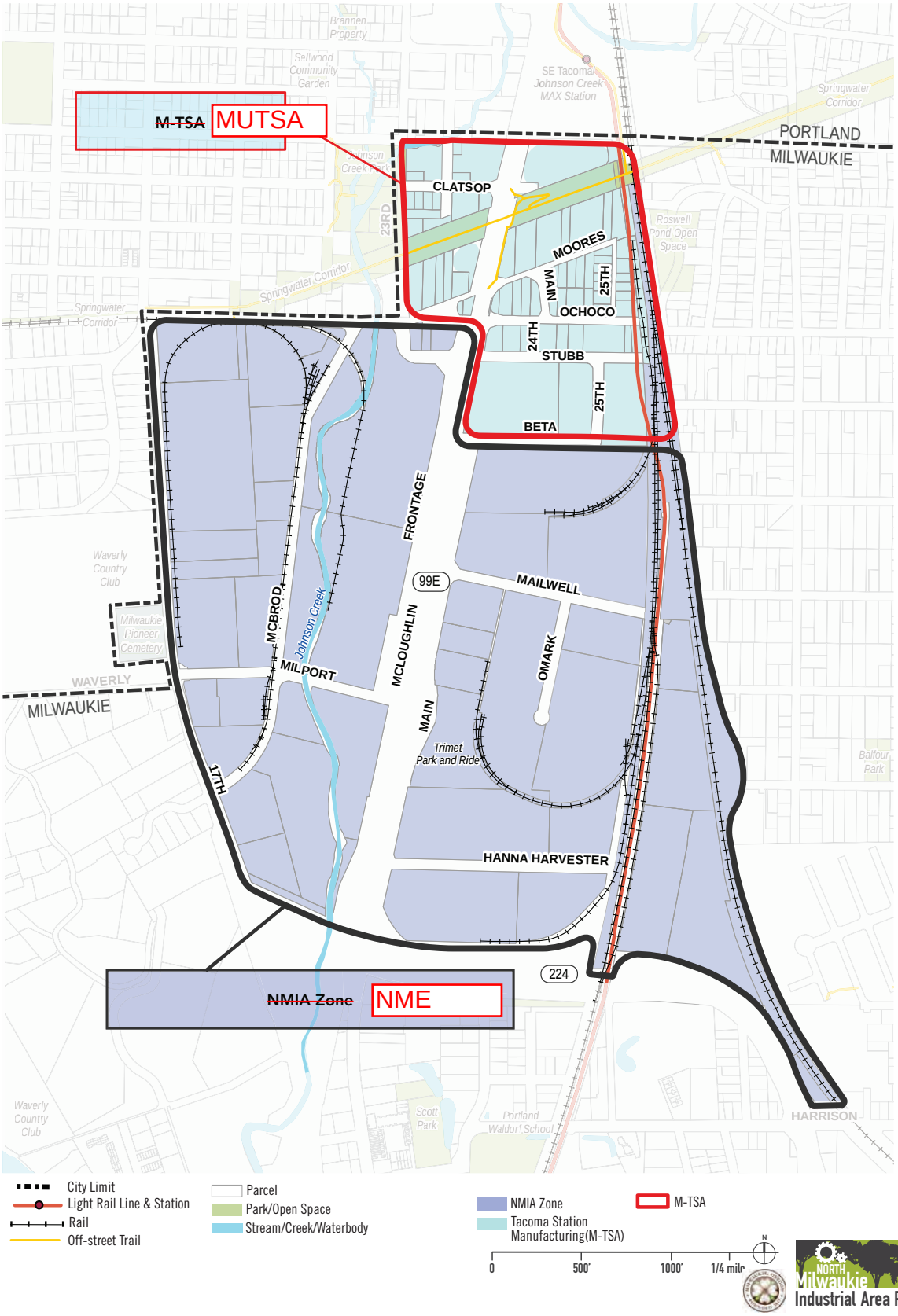


FIGURE 9: ODOT SITE EXISTING AND CONCEPTUAL



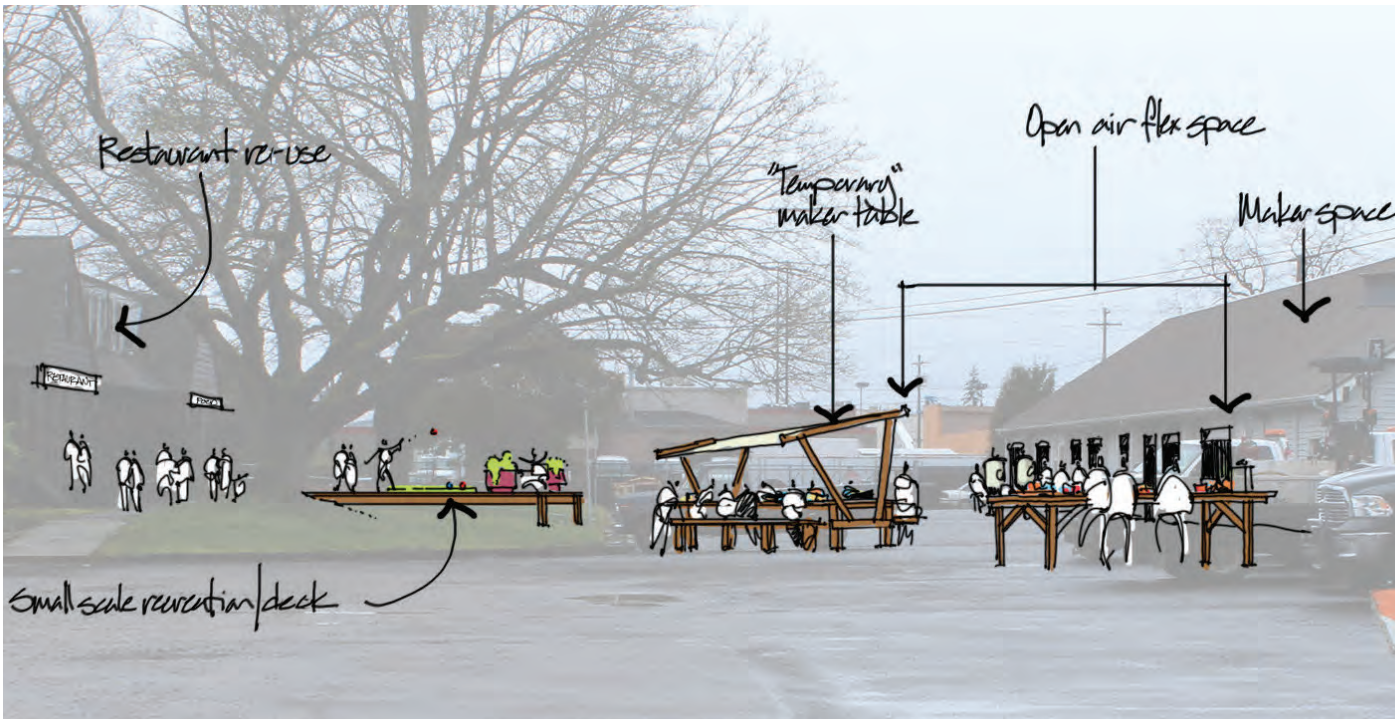


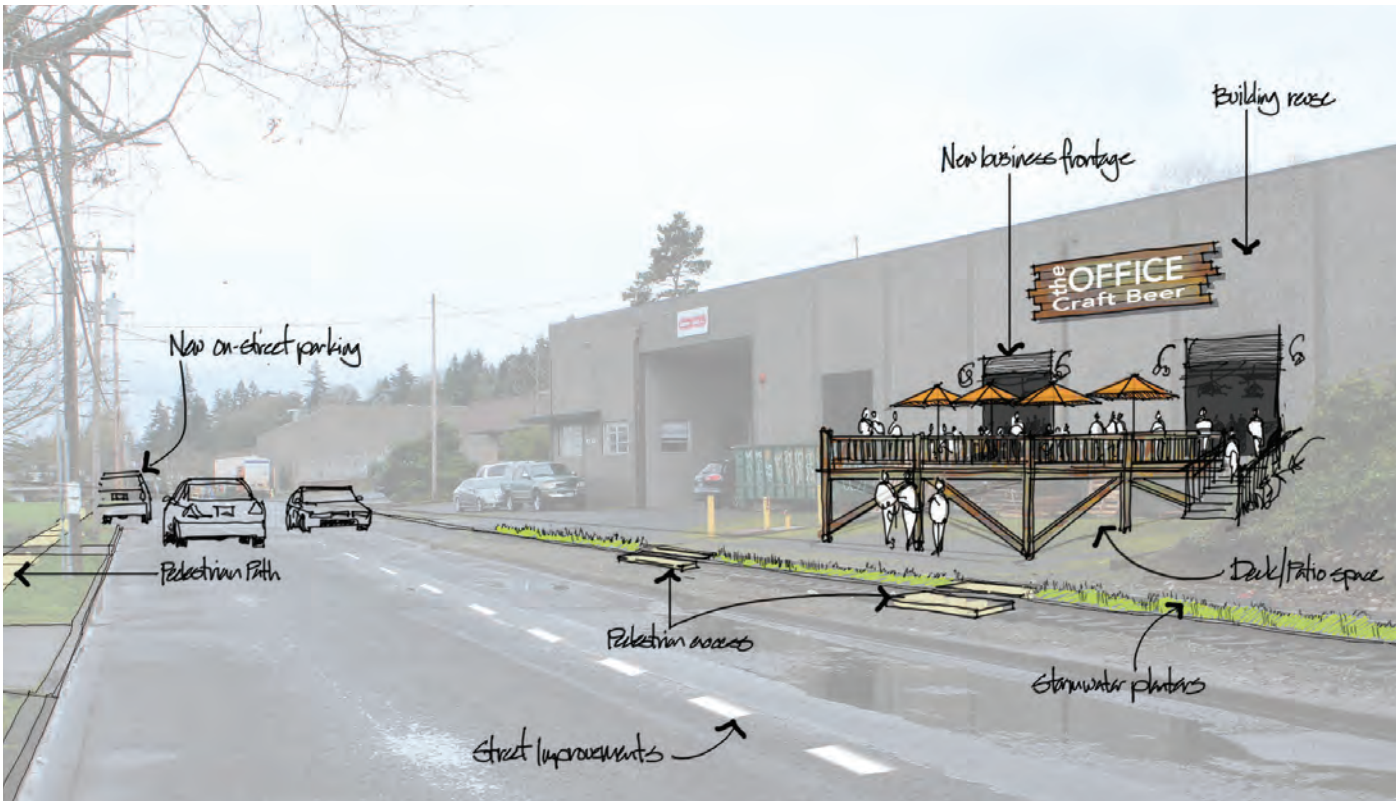
FIGURE 10: MCBROD AVENUE NORTH EXISTING AND CONCEPTUAL





FIGURE 11: MCBROD AVENUE SOUTH EXISTING AND CONCEPTUAL





chapter 6: infrastructure

As the NMIA redevelops, there will be opportunities to upgrade and improve existing infrastructure systems and restore natural areas.

Specific strategies for stormwater management and district-level services will help support existing businesses as well as redefine the area as an ecodistrict (see Chapter 3: Ecodistrict Framework) and attractive environment for future development. Infrastructure improvements focus on implementable strategies that can be reasonably developed without significant changes to existing buildings, while still providing infrastructure to support future uses and construction that implements the sustainability goals of the Plan.

Retrofitting areas with more sustainable and resource reducing systems, such as greywater systems, can be challenging when an area is already highly developed. Incremental infrastructure improvements are more likely to occur. For the NMIA, a combination of building focused systems that can be developed at the individual site level in combination with systems that are easier to create incrementally through public investment and development fees, such as regional or district level stormwater and green streets, are often more feasible and have greater branding and economic development potential.

Generally, existing infrastructure is located within existing rights-of-way. As new development occurs in the NMIA on existing vacant parcels or through redevelopment of existing buildings, water and sewer infrastructure would be extended from the existing system to serve new development. New public roads should include infrastructure to serve future development.

In this chapter:

- Sewer and Water
- Stormwater and Johnson Creek
- District Energy
- Fiber and High Speed Internet



Johnson Creek near Ochoco Street

SEWER AND WATER

The 2010 Water System Master Plan states that there is generally capacity in the existing system for build out based on the current zoning. Upgrades to existing sewer and water lines are not assumed to be necessary under the proposed land use mix for this plan.

However, water saving features should be required in all new development to reduce water and sewer demand. Greywater systems should be encouraged (through incentives, such as reduced fees or rates) for new buildings.

The 2011 Wastewater Master Plan states that the system has capacity based on the existing zoning, although there are some failing or damaged pipes that need to be replaced within the NMIA. This would not necessarily limit redevelopment within the area.

There is an existing sewer main along SE McBrod Avenue that could provide an opportunity to treat wastewater and redistribute it back within the industrial area.

A membrane bioreactor (MBR) facility (sewer mine) would treat the water for non-potable uses such as irrigation or toilet flushing in new buildings or retrofitted existing buildings. Non-potable uses are distributed in a separate purple pipe system to differentiate from potable uses.

STORMWATER AND JOHNSON CREEK

According to the Department of Environmental Quality, Johnson Creek exceeds the total maximum daily loads for bacteria, temperature, mercury, PCBs, PAHs, DDE, DDT, and Dieldrin, which can originate from untreated stormwater entering Johnson Creek from adjacent areas. Reducing the amount of untreated stormwater can be a challenge if both on site and regional stormwater options are not considered.

Onsite stormwater systems can be challenging to develop, particularly on smaller sites where a high percentage of building coverage can limit stormwater retention and treatment options. An additional challenge is that any new development will trigger the current stormwater code that requires on site treatment. Regional stormwater treatment should be considered for the following reasons:

- Creating regional facilities represents a potential cost savings to individual development projects, insofar as the regional facility creates economies of scale.
- It is an opportunity (with one or more regional facilities) to treat multiple properties in a single facility. These can include detention ponds, bioswales or similar facilities without needing redevelopment to occur to address the stormwater issue onsite.
- Regional stormwater is an opportunity to pursue grant funding through partnerships with other organizations interested in improving conditions along the Johnson Creek corridor, in conjunction with land use changes and infrastructure improvements including roads and natural areas.
- Developing a stormwater treatment project can improve the quality of Johnson Creek, benefiting existing businesses and helping to develop a brand for the area through the project outcome, catalyzing redevelopment along McBrod.
- Existing Johnson Creek riparian and stream buffers could be locations for low impact facilities to treat stormwater runoff and where the City could allow properties to mitigate for on-site stormwater off site in a regional facility.

Regional stormwater facilities may require a variance from the City's "Design and Performance Criteria for Stormwater Detention and Water Quality Treatment Facilities Constructed on Private Property," which states:

"Except as permitted by the Engineering Director, as provided by the Public Works Standards, on-site mitigation facilities shall be located on private property and shall not be located on property that will become a public right-of-way, public stormwater easement, or future street plan."

The Johnson Creek Watershed Council has been working to promote stewardship and restoration of Johnson Creek. There are precedent examples where they have coordinated with businesses and property owners in the project area to restore and improve Johnson Creek and its associated riparian corridor. Working as a partner, the City can coordinate and partner with this group to identify additional restoration efforts that could both meet the needs of Johnson Creek and provide a positive impact to property owners and as a catalyst project for the NMIA.

Potential projects related to Johnson Creek include channel and buffer restoration and upstream stormwater quality improvements to reduce quantity of polluted runoff into the stream.

DISTRICT ENERGY

Creating a district energy system can be challenging to successfully implement, even incrementally, where there is already existing infrastructure and development. District energy systems are often created in new development or through a phased development plan where the district energy system is designed along with the buildings.

However, there are opportunities to incorporate renewable energy, specifically solar energy. The large roof areas of the industrial businesses may provide opportunity for solar panels. Portland General Electric provides power to the project area and individual properties and may provide buy back opportunities for excess energy produced in the district. Solar and other energy conservation measures can be implemented over time as buildings are redeveloped or building owners choose to install systems. The large number of existing buildings could support a significant amount or renewable energy.

FIBER AND HIGH SPEED INTERNET

Fiber and high speed internet (wired or wireless) are essential for future businesses, particularly those with a web presence or where large amounts of data are shared between offices. From a NMIA marketability standpoint, access to high speed internet is something that businesses expect. While some businesses might add their own service if there are other features of the NMIA that make it attractive and affordable, easy access to this infrastructure is a basic component of any modern employment area.

chapter 7: interventions, prioritized actions and funding

The Plan provides a framework for short- and long-term actions to implement the vision, goals, and objectives through specific actions that will be accomplished over the life of the Plan. Change happens slowly, and for dramatic long term change to happen, many factors will need to be addressed.

The Plan focuses on incremental actions and strategic policy initiatives such as zoning, forging key partnerships, and appropriate infrastructure investments scaled to the City's limited resources. The NMIA will not change overnight, nor is the intent to force unwanted change on existing property owners. The aim is to strengthen the best aspects of the area, take advantage of opportunities as they arise, and gradually move towards the aspirations set forth in the vision and goals.

Understanding that the market can change at any time, the City wants to be ready and poised for change in a strategic way that responds to the public feedback received through this process, and in a way that adequately contributes to a healthy jobs/housing balance for the City as whole, providing increased employment density and living wages for a variety of skills and education. In turn, this will allow the City to move toward the aspirations set by the vision and goals as market and opportunities allow.

PRIORITIZED IMPLEMENTATION MATRIX

This chapter identifies the specific action items necessary to implement the Plan with approximate timing and potential funding resources. Advancing the broad range of goals, strategies and projects included in the Plan will require the thoughtful and collaborative implementation of numerous specific actions. In some cases, regulatory actions may be the best ways to facilitate implementation. In other instances, public, private or public-private investment may be required. The City can also facilitate change directly through use of public property (existing or acquired) and/or to help broker property transactions based on implementation strategies. As always, good working collaboration between the City, other public agencies and key stakeholders will be crucial, and where gaps in partnerships exist, the formation of new partnerships will be needed. Table 4 summarizes the prioritized plan recommendations.

This Implementation Plan will be used by the City throughout the life of the Plan and should be periodically reviewed and updated to reflect conditions as they change over time. Some funding sources, such as Local or Businesses Improvement Districts and Urban Renewal, will require additional analysis to determine if they are appropriate for the NMIA.

In this chapter:

- Prioritized Implementation Matrix
- Funding and Financing
- Tax Credits and Abatements
- Other Incentives

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
	Goal 1: Economic Development and Employment. Encourage a balance of employment-focused land uses, programs and resources that increase private capital investment and family-wage jobs.				
	Objective 1.1. Support existing businesses as the district evolves over time.	*See actions for this objective*			
•	Action 1.1.1. Create a NMIA Business Association that will advocate for the needs of existing and future businesses.	2-5 years	NA	Business and Property Owners, City Staff	Business or Economic Improvement District, General Fund
	Action 1.1.2. Maintain a current business contact list, including those in flex space locations to be used to inform businesses of relevant NMIA and citywide issues.	Ongoing	NA	Community Development Department	General Fund, BID/EID
•	Action 1.1.3. Hire or assign a City economic development coordinator for the NMIA to be the single point of contact for all businesses activity in the district.	1-3 years	NA	Community Development Department	General Fund, BID/EID
	Objective 1.2. Build upon the locational advantages of the NMIA and its role within the region to increase employment density.	*See actions for this objective*			
•	Action 1.2.1. Develop a branding strategy that highlights the industrial history of the area. Specific elements should include: » The historic ODOT building, the water tower on Hanna Harvester, mechanical infrastructure on Frontage Road, and Johnson Creek as branded elements; » Identifies the area as a unique district and identifiable from McLoughlin Boulevard; » Focuses on taking advantage of the district's proximity to transit and TOD supportive zoning.	1-3 years	50-100K	Community Development Department	Urban Renewal, Local Improvement District, (LID), City CIP/Grants
	Action 1.2.2. Develop and implement a business recruitment strategy that targets businesses identified in the City's Economic Opportunities Analysis.	1-3 years	TBD. Dependent on strategy developed.	Community Development Department	General Fund

"•" denotes Ecodistrict-related element

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX (CONTINUED)

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
	Objective 1.3. Support catalytic development of identified opportunity sites by incentivizing cluster-style development for multiple businesses to locate and grow.	*See actions for this objective*			
	Action 1.3.1. Coordinate with Clackamas County and the State of Oregon to relocate OLCC, County correctional facilities, TriMet and ODOT facilities and acquire properties.	ODOT:1-2 years; Others: TBD	TBD. Dependent on property costs.	Community Development Department, Clackamas County Economic Development	Urban Renewal, General Fund or GO Bonds
	Action 1.3.2. Develop a revenue source, such as urban renewal to devote money to acquiring and controlling land within the NMIA for future development.	2-5 years	50K (for Urban Renewal Study)	Community Development Department	Urban Renewal, General Fund or GO Bonds
	Objective 1.4. Support creative re-use of existing buildings that permit flex-space uses.	*See actions for this objective*			
	Action 1.4.1. Create a funding and incentive program to assist existing building owners to complete low-cost upgrades to systems that increase usage for flex space.	2-5 years	50-100K	Community Development Department	Tenant Improvement Grants could be funded by Urban Renewal, CDBG Loans or grants, or tax exempt bonds. Microenterprise and Small Business Loans
	Objective 1.5. Attract development and users that will take advantage of existing transit and non-motorized travel options.	Ongoing	NA	Community Development Department	General fund
	Objective 1.6. Create an environment where a variety of small, medium and large businesses thrive and co-exist.	*See actions for this objective*			
	Action 1.6.1. Modify zoning to allow multi-story buildings	6-12 months	10K	Community Development Department	General fund
	Action 1.6.2. Permit small scale retail uses in conjunction with other employment or residential development. Retail development should not be the primary use in any portion of the NMIA.	6-12 months	NA	Community Development Department	General fund

"•" denotes Ecodistrict-related element

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX (CONTINUED)

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
	Objectives 1.7. Support emerging small businesses, including small-scale manufacturing and "maker" spaces.	*See actions for this objective*			
	Action 1.7.1. Fund and implement a "storefront improvement program" to fund small-scale improvements of existing buildings.	5-10 years	50K	Community Development Department	Urban Renewal, General Fund, BID/EID
	Action 1.7.2. Partner with the Portland Community College and Clackamas Community College to provide small business training assistance for emerging small businesses.	2-5 years	TBD	Community Development Department, Clackamas and Portland Community Colleges, Clackamas County	General Fund, BID
	Objective 1.8. Actively recruit target industries while also assisting existing businesses that want to expand employment.	Ongoing	NA	Community Development Department	General Fund, BID, EID
	Objective 1.9. Identify strategies to fund public improvements through a combination of public and private sources.	*See actions for this objective*			
	Action 1.9.1 Encourage the use of local and/or business improvement districts to fund projects.	5-10 years	NA	Community Development and Finance Departments	NA
	Objective 1.10 Develop a parking management plan for the district.	*See actions for this objective*			
•	Action 1.10.1. Create a Transportation Management Association (TMA) that coordinates with the City on managing parking, transit and non-automobile circulation for the workers it serves.	5-10 years	TBD	Community Development Department, City of Milwaukie	Transportation Management Area (TMA), General Fund
•	Action 1.10.2. Acquire or lease land for centralized parking locations.	2-5 years	TBD. Dependent on terms.	Community Development and Finance Departments, City of Milwaukie	Urban Renewal, LID, General fund or GO Bonds

"•" denotes Ecodistrict-related element

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX (CONTINUED)

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
•	Action 1.10.3. Offer flexible parking options for new construction to locate parking on-site or through a district parking program.	1-5 years	NA	Community Development Department, City of Milwaukie	Transportation Management Area (TMA), General Fund
•	Action 1.10.4. Through a TMA, create a local circulator system that connects shared parking locations with employers and Downtown Milwaukie.	5-7 years	TBD. Dependent on TMA funding.		TMA, BID, General Fund
•	Action 1.10.5. Through a TMA, create an incentive program that provides free or reduced cost bus passes for NMIA employees and/or commuter incentives for those walking, carpooling or riding bicycles to work.	5-7 years	10K		TMA, BID, General Fund
Goal 2: Infrastructure. Identify infrastructure improvements necessary to meet existing and future planned development needs.					
	Objective 2.1. Create a phased infrastructure improvement program that upgrades existing infrastructure to meet current and future demand, including facilities for electric vehicle charging, leverages private investment that embodies the vision for the area and provides a strong return on investment.	*See actions for this objective*			
•	Action 2.1.1. On an annual basis, the City planning and public works staff should review the prioritized project list within this Plan to identify projects to include within the City's Capital Improvement Program.	Ongoing	NA	Community Development, Finance and Public Works departments	General Fund
	Objective 2.2. Explore strategies for infrastructure that reduce demand on citywide systems, such as on-site or district-wide stormwater and wastewater treatment.	*See actions for this objective*			
•	Action 2.2.1. Partner with ODOT to develop a green street demonstration project for McLoughlin Boulevard between Downtown Milwaukie and the Springwater Corridor Pedestrian Bridge.	10-15 years	$4,120-4,820 per linear foot	Public Works and ODOT	Urban Renewal; Regional & State Grants

"•" denotes Ecodistrict-related element

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX (CONTINUED)

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
•	Action 2.2.2. Develop a Johnson Creek Corridor Plan that identifies both water quality and physical improvements to the corridor. The focus should be on improving watershed health and stormwater management from adjacent right-of-way and development.	3-5 years	75-150K	Community Development Department, Watershed Council	Grants, Urban Renewal, General Fund
•	Action 2.2.3. Develop SE McBrod Avenue as a demonstration project that integrates green street/shared facility approaches to treat both right-of-way and adjacent development.	5-10 years	$1,135 per linear foot (pavement / roadway) $185 per linear foot (green infrastructure/ landscape)	Public Works Department (Integrate with current project) Adjacent businesses	Grants, LID, Urban Renewal
•	Action 2.2.4. Develop a stormwater master plan for the NMIA that addresses the following: » Focus on short-term actions that are property focused and can be implemented immediately, particularly adjacent to Johnson Creek. » Identifies locations and sizing for one or more regional facilities on the west side of McLoughlin Boulevard. » Explores an integrated street/shared facility approach. » Identifies green or eco roof options to treat stormwater on-site » Explores funding options such as public/ private partnerships and fee-in-lieu approaches.	2-5 years	100-150K	Community Development and Public Works Departments Adjacent Businesses DEQ Johnson Creek Watershed Council	Grants, General Fund
•	Action 2.2.5. Update existing building standards to encourage all new buildings or significant renovations to double plumb buildings for greywater recirculation.	3-5 years	NA	Community Development Department	General Fund
•	Action 2.2.6. Provide incentives for existing businesses to replace existing plumbing fixtures with low-flow and other water saving materials.	3-5 years	100K	Community Development Department	Grants, BID, Private Businesses

"•" denotes Ecodistrict-related element

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX (CONTINUED)

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
•	Action 2.2.7. Encourage green/eco roof retrofits for existing buildings. Encourage all new buildings to integrate green stormwater infrastructure into the building and/or site design.	Ongoing	NA	Community Development Department	Grants, LID, Urban Renewal
•	Action 2.2.8. Create a "sewer mining district" that connects to the sewer main line at the southwest corner of the NMIA to reduce wastewater flow to the City main treatment system.	10-15 years	$6.5M (plant) $1M (distribution system)	Public Works Department	Grants, Urban Renewal, Private Businesses
	Objective 2.3. Extend high speed fiber optic service to the NMIA.	3-5 years	TBD. Dependent on extension limits.		Business Oregon, LID, Urban Renewal
	Objective 2.4. Increase the use of solar energy and related infrastructure that reduces energy/resource use for existing building retrofits and new building construction.	*See actions for this objective*			
•	Action 2.4.1. Identify a goal for energy consumption in the NMIA that will originate from renewable sources as part of a future citywide Climate Action Plan.	3-5 years	NA	Community Development Department	General Fund
•	Action 2.4.2. Retrofit existing streetlights with LED lighting.	5-10 years	$450 per cobrahead $800-1000 per ornamental	Public Works Department, ODOT	LID, Urban Renewal
•	Action 2.4.3. Through the NMIA coordinator position, aid in securing grant funding for solar energy.	Ongoing	NA	Community Development Department	Energy Trust of Oregon
•	**Objective 2.5. Identify landscape and streetscape enhancements that help address flooding and enhance key gateways to the NMIA District and near significant public use areas such as the Johnson Creek corridor.**	3-5 years	TBD. Dependent on level of enhancement.	Community Development and Public Works Departments Johnson Creek Watershed Council	General Fund, BID, Grants

"•" denotes Ecodistrict-related element

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX (CONTINUED)

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
	Objective 2.6. Coordinate infrastructure improvements, including parking management, across agencies to implement infrastructure goals.	Ongoing	NA	Community Development, Public Works and Finance Departments ODOT TMA	TMA, Private Businesses, General Fund
•	**Objective 2.7. Increase and protect tree canopy along Johnson Creek, parking areas and streets where right-of-way is available.**	5-10 years	25-50K	Community Development, Public Works and Finance Departments Johnson Creek Watershed Council Regional Organizations Partnership	Grants, LID, BID
	Goal 3: Land Use and Urban Design. Provide for a diverse array of land uses that create an active employment center and facilitate commercial and mixed-use development that supports the employment focus of the district.				
	Objective 3.1. Identify land use strategies that increase employment densities and encourage cluster uses.	*See actions for this objective*			
	Action 3.1.1. Adopt zoning ordinances that direct where retail can be located.	6-12 months	NA	Community Development Department	General Fund
	Objective 3.2. Enhance Johnson Creek as an open space amenity and important natural resource that helps attract new and more intensive development, through measures such as riparian restoration and possible creation of a linear park in the open area on the west side of the creek, consistent with the City's designated Habitat Conservation Area requirements	*See actions for this objective*			
•	Action 3.2.1. Identify partnership opportunities, including with the Johnson Creek Watershed Council, to identify and develop grant applications to fund riparian area and stormwater improvements.	Ongoing	NA	City of Milwaukie Johnson Creek Watershed Council	Metro Natural Areas Grant; Foundations

"•" denotes Ecodistrict-related element

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX (CONTINUED)

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
•	Action 3.2.2. Improve access and viewing opportunities along Johnson Creek by designing existing vacant land east of SE McBrod Avenue for passive recreation. Add viewpoints at the existing bridge crossings.	5-7 years	75-100K (design)	Community Development Department North Clackamas Parks and Recreation District Johnson Creek Watershed Council	Grants, LID, Urban Renewal
	Objective 3.3. Ensure that land use and urban design requirements permit multi-story buildings to accommodate "vertical industrial" and manufacturing uses.	6-12 months	NA	Community Development Department	General Fund
	Objective 3.4. Focus on branding, public art and wayfinding to create distinct, identifiable features of the NMIA as a true district.	1-5 years	NA	Community Development Department	General Fund, Urban Renewal, LID
	Objective 3.5. Through zoning, restrict residential development except in areas to where it is already permitted.	6-12 months	NA	Community Development Department	General Fund
Goal 4: Transportation and Mobility. Create a transportation system that provides safe and direct connections for bicycles and pedestrians while also providing for efficient truck access and circulation.					
	Objective 4.1. Create safer and more efficient transportation connections within the district, to Downtown and the neighborhoods and across busy corridors, especially McLoughlin Boulevard.	*See actions for this objective*			
	Action 4.1.1. Complete a traffic study to identify potential actions to reduce speeds on McLoughlin Boulevard to 30-35 miles per hour and reconfigure the Ochoco and Milport intersections to be more accessible for pedestrians and cyclists.	7-10 years	30-50K	Community Development and Public Works Departments ODOT TMA	General Fund, ODOT, TMA

"•" denotes Ecodistrict-related element

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX (CONTINUED)

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
	Action 4.1.2. Based on the outcomes of Action 4.1.1, redesign the Ochoco and Milport intersections to improve wayfinding, circulation and pedestrian safety. Improvements should include geometric and wayfinding/signage improvements.	10-15 years	TBD	Community Development and Public Works Departments ODOT	LID, Urban Renewal, MTIP and CIP
•	Action 4.1.3. Implement recommendations from the Tacoma Station Area Plan that address improved vehicle, bicycle and pedestrian connectivity between the Tacoma light rail station and Downtown Milwaukie.	5-10 years, ongoing	See Tacoma Station Area Plan Project List	Community Development and Public Works Departments ODOT	LID, Urban Renewa, MTIP and CIP
	Action 4.1.4. Create a public right-of-way from Mailwell through the existing loading docks to SE 26th. Road design should restrict large trucks from entering the adjacent neighborhoods south of the project area.	5-10 years	TBD. Dependent on level of design.	Community Development and Public Works Departments Private Businesses TriMet UP/P & W Railroads Neighborhoods	LID, Urban Renewal, CIP
	Objective 4.2. Maintain access to heavy rail service where appropriate.				
	Objective 4.3. Develop a street grid that provides options for transit, vehicles, pedestrians and bicyclists to connect to and through the District, where appropriate.	10-20 years, or as development warrants new road construction	TBD. Assumes most improvements occur as part of private development.	Community Development and Public Works Departments Private Businesses Tri Met UP/P & W Railroads Neighborhoods	Grants, Urban Renewal, Private Development, MTIP and CIP

"•" denotes Ecodistrict-related element

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX (CONTINUED)

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
•	Action 4.3.1. Extend bicycle and pedestrian connections along SE Ochoco Street to SE Roswell Street across the railroad tracks to improve connectivity and circulation to/ from the project area.	5-10 years, or as new development creates connections	$435 per linear foot	Community Development and Public Works Departments Private Businesses UP and P&W Railroads Neighborhoods	Grants, LID, Urban Renewal, MTIP and CIP
•	Action 4.3.2. Extend the Main Street multi-use path from SE Beta to the light rail station.	3-5 years	$425 per linear foot	Community Development and Public Works Departments ODOT Tri Met	Grants, LID, Urban Renewal, MTIP and CIP
•	Action 4.3.3. Develop a bicycle and pedestrian connection across the railroad tracks at approximately Kelvin or Olsen Streets to connect to SE 29th Street.	5-10 years, or as new development creates connections	$525 per linear foot	Community Development and Public Works Departments Tri Met UP/P&W Railroad Neighborhoods	Grants, LID, Urban Renewal, MTIP and CIP
•	Action 4.3.4. Connect Johnson Creek Park to Riverfront Park via a greenway trail along Johnson Creek and SE McBrod Avenue. The trail would terminate at the multi-use path along SE 17th Avenue.	5-10 years	Included in cost for McBrod Ave. (see Action 2.2.3)	Community Development and Public Works Departments Johnson Creek Water shed Council	Grants, LID, Urban Renewal

"•" denotes Ecodistrict-related element

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX (CONTINUED)

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
	Action 4.3.5. Provide sidewalks along Milport, Ochoco and new local streets. This includes filling gaps in the sidewalk network.	5-20 years, as development occurs.	$860 per linear foot	Community Development and Public Works Departments	Grants, LID, Urban Renewal, MTIP and CIP
	Action 4.3.6. Reconfigure the Moores/ Ochoco/23rd Avenue area to be more navigable and easier to develop adjacent properties.	10-15 years	TBD. Dependent on traffic analysis completed under Action 4.1.1.	Community Development and Public Works Departments ODOT	Grants, LID, Urban Renewal, MTIP and CIP
	Objective 4.4. Provide safe, direct connections to the Tacoma light rail station and Springwater Corridor from both the east and west sides of McLoughlin Boulevard.	5-15 years	See Tacoma Station Area Plan Project List	Community Development and Public Works Departments ODOT Tri Met	Grants, LID, Urban Renewal
Goal 5: Community Supported Vision. Create opportunities for NMIA businesses, landowners, employees and the greater community to stay informed and involved in the ongoing development of the District.					
	Objective 5.1. Continue to engage businesses and employees in the NMIA and the Milwaukie community in a conversation about the NMIA and its role as an employment and mixed use district.	*See actions for this objective*			
	Action 5.1.1. Maintain and regularly update an NMIA website that identifies ongoing projects, new businesses and actions.	Ongoing	5-10K (annual)	Community Development Department	General Fund
	Objective 5.2. Maintain ongoing communications with existing businesses and landowners to identify potential opportunities and issues in implementing the Plan.	*See actions for this objective*			

"•" denotes Ecodistrict-related element

TABLE 4: PRIORITIZED IMPLEMENTATION MATRIX (CONTINUED)

	Action Items	Timeframe	Estimated Cost	Primary Responsibility/ Partners	Potential Funding Sources
	Action 5.2.1. Develop and maintain an NMIA email list that is regularly updated with changing businesses to provide district information (see also Objective 1).	Ongoing	NA	Community Development Department	General Fund

"•" denotes Ecodistrict-related element

FUNDING AND FINANCING

Encouraging new development and redevelopment of properties in the NMIA and improving infrastructure to meet the needs of new and existing users will require financial tools to fill feasibility gaps (especially in the near future when redevelopment is financially challenged), and capital funding programs to construct infrastructure projects. Filling these gaps and financing infrastructure could take several forms and come from several sources. Every community is different, and have difference assumptions, expectations, and capacities to support private development and fund public infrastructure projects.

This chapter contains a library of potential programs and tools that could be used by public and private stakeholders to support existing business, assist with new developments, and finance needed infrastructure. Some of these tools may not be attractive, feasible, or realistic for each private development or infrastructure project. Nevertheless, few areas that have undergone significant redevelopment have relied on a single source of funds or a single public financing tool. It is through the collaboration of multiple stakeholders working in partnership that successful area rejuvenation happens.

Below are four criteria for use when evaluating programs and tools to identify the most appropriate tool for each project. These criteria are focused on public investments and tools, but also provide a helpful framework for any funding mechanism.

1. Economic feasibility. This category covers everything related to creating and maintaining net revenues as efficiently as possible. Efficiency can be broken down into four subcategories: (1) revenue-generating capacity, (2) administrative costs, (3) revenue stability, and (4) revenue flexibility:

    - Revenue-generating capacity considers how much money the source can generate.

    - Administrative cost considers the portion of gross revenues that will be spent on administration. The easier it is to administer the tax or fee, the more of the gross revenue collected that will be available as net revenue for transportation projects and programs in the corridor.

    - Revenue stability and predictability considers whether the source is likely to avoid large fluctuations each year and whether the source is likely to be close to the forecasts analysts might make.

    - Revenue flexibility considers limitations on the types of projects that can be funded with a given source. A funding source may be a little less useful to jurisdictions if its use is limited to certain types of projects.

    - Return on investment. To justify the use of public funds, whether directly as part of a public-private partnership or indirectly in the form of infrastructure investment, the public funds should generate a considerably higher return over time. That is, for every public dollar of investment, the project generates several dollars or more of property tax revenues over time. Other measures, may be considered, such as jobs created or value of private investment.

2. Political acceptability. Will stakeholders accept or support the tool? Political acceptability considers whether elected officials and the public at large are likely to support the funding source. This depends to a large extent on the efficiency components described above: if a revenue source is legal, efficient, and fair, then it should get political support from the public, advisory groups, and decision makers. For this analysis, we evaluate whether a source is politically acceptable using two approaches: (1) is the source widely used elsewhere in Oregon? And (2) does the source collect revenue mostly from non-locals (as opposed to local residents)?

3. Fairness. In the context of infrastructure funding, the key question related to fairness is "who pays?" A standard definition of fairness in public finance, especially relating to transportation infrastructure, is that the charges that fund the infrastructure system are tied to the users who receive benefits from (or impose costs on) the system. Fairness may also be referred to as equity.

4. Legality. All the benefits of a funding source are moot if the source is not legal or cannot become legal within the desired timeframe. If the source is currently prohibited by State statute, then there is a very big administrative hurdle to be surmounted up front.

Using the above criteria identified a range of potential funding tools. The tools outlined below are grouped into the following funding categories:

- Local Financing – Development Driven
- Tax Abatements and Credits

TABLE 5: LOCAL FINANCING - DEVELOPMENT DRIVEN

1. URBAN RENEWAL / TAX INCREMENT FINANCE (TIF)	
How It Works	Tax increment finance revenues are generated by the increase in total assessed value in an urban renewal district from the time the district is first established. As property values increase in the district, the increase in total property taxes (i.e., city, county, school portions) is used to pay off the bonds. When the bonds are paid off the entire valuation is returned to the general property tax rolls. Urban renewal funds can be invested in the form of low interest loans and/or grants for a variety of capital investments: » Redevelopment projects, such as public/private, mixed-use or infill housing developments. » Economic development strategies, such as capital improvement loans for small or startup businesses which can be linked to family-wage jobs. » Streetscape improvements, including new lighting, trees and sidewalks. » Land assembly for public as well as private re-use. » Transportation enhancements, including intersection improvements. » Historic preservation projects. » Parks and open spaces.
Fund Sources	Local taxing jurisdictions' permanent rate property taxes.
Benefits	» Over the long term (most districts are established for a period of 20 or more years), the district could produce significant revenues for capital projects. » TIF can be used to help pay for infrastructure improvements (including parking garages), and provide loans/grants for adaptive re-use and new development. » Among the most flexible incentives. » Option exists to have a single project-based TIF district
Drawbacks	» Defers incremental property tax accumulation by the city and county until the urban renewal district expires or pays off bonds. » Due to the sometimes slow or indirect nature of property tax growth in relation to targeted projects, urban renewal can often take five or more years to produce meaningful levels of revenue resulting in loss of project alignment. » Complex process requires extensive public involvement and community support, especially from other taxing jurisdictions. The City would need to explore options with county officials and elected leadership, tracking legislative changes in urban renewal law, and meeting with adjacent jurisdictions and overlapping taxing entities. » Use of urban renewal can be politically contentious because of its impact on funds available to overlapping taxing districts, and because of the perception that the school districts are adversely impacted. » Investing over $750,000 in TIF directly into a new or rehab private project may trigger prevailing wage requirements, which can increase overall project costs by 10 – 20%.

TABLE 5: LOCAL FINANCING - DEVELOPMENT DRIVEN (CONTINUED)

2. LOCAL IMPROVEMENT DISTRICT (LID)	
How It Works	A special assessment district where property owners are assessed a fee to pay for capital improvements, such as streetscape enhancements, underground utilities, or shared open space. LIDs must be supported by most affected property owners.
Fund Sources	LID bonds are backed by revenue committed by property owners (which can be public as well as private).
Benefits	» Organizes property owners around a common goal. » Allows property owners to make payments over time to bring about improvements quickly that benefit them individually. » Improvements within smaller areas can enhance catalytic and redevelopment value of the area. » LIDs can be bundled with other resources such as TIF.
Drawbacks	» Setting up fair LID payments for various property owners, who are located different distances from the improvement, is challenging. » Some lenders insist that LIDs be paid off when properties are transferred. » Small geographic areas may not have sufficient LID revenues to support bonds for the desired improvement.
3. ECONOMIC IMPROVEMENT DISTRICT (EID) / BUSINESS IMPROVEMENT AREA (BID)	
How It Works	An EID is a funding mechanism designed to enable a community to fulfill its commercial revitalization goals and plans; and is established as an assessment to property owners for use in promoting and improving the defined business district. A BID is a funding mechanism designed to enable a community to fulfill its commercial revitalization goals and plans; and is established as an assessment (surcharge on business licenses) to business owners for use in promoting and improving the defined business district
Fund Sources	EID (property owners), BID (Business Owners)
Benefits	» Flexible source of funding that organizes property owners around a common goal. » Allows property owners to make payments over time to bring about improvements quickly that benefit them individually. » Improvements within smaller areas can enhance catalytic and redevelopment value of the area. » Like LID's, can be bundled with other resources such as TIF. » A BID can be renewed indefinitely, but an EID has a term limit of 5 years.
Drawbacks	» Can be disestablished with property or business owner petition. » Does not fund capital improvements.

TABLE 5: LOCAL FINANCING - DEVELOPMENT DRIVEN (CONTINUED)

4. MICROENTERPRISE AND SMALL BUSINESS LOANS	
How It Works	Direct loans to help start-ups, micro-enterprises and small businesses expand or become established.
Fund Sources	Urban Renewal (capital projects only), CDBG
Benefits	» Targeted to support small businesses and start-ups » Can be tailored to support local economic development strategies
Drawbacks	» Requires careful underwriting and program administration to reduce public sector risk
5. TENANT IMPROVEMENT GRANTS/LOANS	
How It Works	Assist property owners and new business owners with tenant improvements to the interiors of commercial spaces. Used for office and industrial assistance in addition to retail.
Fund Sources	Urban Renewal and CDBG loans or grants, tax exempt revenue bonds.
Benefits	» Reduces costs of tenant improvements
Drawbacks	» Often tied to job goals » In some cases, prevailing wage would apply
6. SDC FINANCING OR CREDITS	
How It Works	SDC financing enables developers to stretch their SDC payment over time, thereby reducing upfront costs. Jurisdictions may opt to subordinate financed SDCs to other debt, potentially making this tool even more beneficial. Alternately, credits allow developers to make necessary improvements to the site in lieu of paying SDCs. Note that the City can control its own SDCS, but often small cities manage them on behalf of other jurisdictions including the County and special districts.
Fund Sources	SDC fund / general fund. In some cases, there may be no financial impact.
Benefits	» Reduced up-front costs for developers can enable quicker development timeframe and increase the availability of property to be taxed.
Drawbacks	» Reduces the availability of SDC funds over the short term.

TABLE 6: TAX CREDITS AND ABATEMENTS

7. ELECTRONIC COMMERCE ZONE (STATE OF OREGON ENABLED, LOCALLY ADOPTED)	
How It Works	Qualifying businesses in the zone receive a credit against the business's annual state income or corporate excise tax liability based on 25% of the investment cost made in capital assets used in electronic-commerce operations.
Fund Sources	State general fund (via income tax), and local general fund (via property taxes)
Benefits	» Reduces the costs of operating a business, which increases the business' financial viability
Drawbacks	» Limited to supporting just electronic commerce (transactions via the internet or an internet-based computer platform)
8. ENTERPRISE ZONE (STATE OF OREGON ENABLED, LOCALLY ADOPTED)	
How It Works	Enterprise zones exempt businesses from local property taxes on new investments for a specified amount of time (3-5 years). Qualified investments include a new building/structure, structural modifications or additions, or newly installed machinery and equipment but not land, previously used property value and miscellaneous personal items. Eligible businesses include manufacturers, processors, and shippers. Retail, construction, financial and certain other defined activities are ineligible. The NMIA is currently inside the North Clackamas Enterprise Zone
Fund Sources	Foregone revenue from general funds of local taxing jurisdictions that agree to participate–cities, school districts, counties, etc.
Benefits	» Targeted tool to support businesses that is already adopted.
Drawbacks	» Entails foregone general fund revenue funds for all overlapping taxing districts.
9. INDUSTRIAL DEVELOPMENT BONDS	
How It Works	Tax-exempt bonds issued by the state of Oregon that provide long-term financing for land, buildings and equipment for manufacturers.
Fund Sources	Bonds are purchased by institutional investors
Benefits	» Lower interest rates and tax-exempt status assist in reducing capital expenses. » Generally, provide the greatest benefit to the borrower for bonds of $5 million or more. The Oregon Express Bond program is available for loans between $500,000 and $5 million. » Can pay for up to 100% of project's development costs
Drawbacks	» Requires State backing » Must have identified end user (can't be used for speculative development)

TABLE 6: TAX CREDITS AND ABATEMENTS (CONTINUED)

10. STRATEGIC INVESTMENT PROGRAM (STATE OF OREGON)	
How It Works	Exempts a portion of very large (100M+)capital investments from property taxes, most often used for manufacturing firms and other "traded-sector" businesses.
Fund Sources	Foregone revenue from local taxing jurisdictions' general funds–cities, school districts, counties, etc.
Benefits	» Targeted specifically to support traded-sector firms » Can be very beneficial for businesses, depending on the investment size, in terms of net present value
Drawbacks	» Revisitation clause is necessary to ensure that the program is functioning for the jurisdiction and the business. » Foregone revenue from general funds for all overlapping taxing districts.
11. VERTICAL HOUSING TAX ABATEMENT (STATE OF OREGON ENABLED, LOCALLY ADOPTED)	
How It Works	Subsidizes "mixed-use" projects to encourage dense development or redevelopment by providing a partial property tax exemption on increased property value for qualified developments. The exemption varies in accordance with the number of residential floors on a mixed-use project with a maximum property tax exemption of 80 percent of imporvement value over 10 years. An additional property tax exemption on the land may be given if some or all the residential housing is for low-income persons (80 percent of area is median income or below). The proposed zone must meet at least one of the following criteria: » Completely within the core area of an urban center. » Entirely within half-mile radius of existing/planned light rail station. » Entirely within one-quarter mile of fixed-route transit service (including a bus line). » Contains property for which land-use comprehensive plan and imple¬menting ordinances effectively allow "mixed use" with residential. State program webpage: http://www.oregon.gov/OHCS/Pages/HFS_Vertical_Housing_Program.aspx
Fund Sources	Foregone revenue from general funds of local taxing jurisdictions that agree to participate–cities, school districts, counties, etc.
Benefits	» Targeted tool to support mixed-use development in places with locational advantages. » City may control on project-by-project basis, or it may create a zone as allowed by right.
Drawbacks	» Entails foregone revenue from general fund for all overlapping taxing districts. » Requires a lengthy approval process with taxing districts.

TABLE 6: TAX CREDITS AND ABATEMENTS (CONTINUED)

The list of tax credits and abatements can be used for industrial and economic development, and mixed-use buildings.

12. LAND BANKING (STATE OF OREGON ENABLED FOR BROWNFIELD REDEVELOPMENT)	
How It Works	Municipalities purchase or acquire real property in anticipation of a future public/private partnership for private development or other public/community use. Property acquisition is most advantageous in down market cycles or before property values have appreciated to high levels.
Fund Sources	Urban Renewal or general funds
Benefits	» City-controlled development process » Ability to achieve community goals after land prices have appreciated, e.g. affordable housing, or park development.
Drawbacks	» Can be costly » There may be legal restrictions on land acquisition or future disposition.
13. EPA BROWNFIELDS GRANTS	
How It Works	EPA funds several grant programs that help to pay for assessment, planning, remediation, revolving loan funds and environmental job training for sites identified as brownfields. EPA collaborates with other federal partners and state agencies to leverage resources for a variety of brownfields activities. These grants include: » Cleanup Grants. Directly fund remediation of brownfield sites. » Area-Wide Planning Grants. Grants fund research, planning and development of implementation strategies for areas affected by brownfields. Plans should inform the assessment, cleanup and reuse of brownfields and promote area-wide revitalization. » Cleanup Grants. Directly fund remediation of brownfield sites. » Environmental Workforce Development and Job Training Grants. Provide funding for recruitment, training and placement of low-income, minority, unemployed and under-employed residents of solid and hazardous waste-impacted communities with the skills needed to secure full-time, sustainable employment in environmental fields, including the assessment and cleanup work taking place in their communities. » Training, Research and Technical Assistance Grants. Provide funding to eligible organizations to facilitate brownfields revitalization. » More information: https://www.epa.gov/brownfields/types-brownfields-grant-funding#tab-5 In 2016, Clackamas County received EPA Assessment grant funds to identify brownfields in 5 communities, including Milwaukie, along McLoughlin Blvd.
Fund Sources	Federal and State funds
Benefits	» Direct public investment into private projects. » Does not impact City funds.
Drawbacks	» Highly competitive and must meet EPA-identified criteria (varies by program).

TABLE 6: TAX CREDITS AND ABATEMENTS (CONTINUED)

14. AFFORDABLE HOUSING PROPERTY TAX ABATEMENT (LOCALLY MANAGED, ENABLED BY STATE OF OREGON)	
How It Works	Since 1985, the State of Oregon has allowed for affordable housing property tax abatements when they are sought separately by non-profits that develop and operate affordable rental housing. Only the residential portion of a property located within a City that is used to house very low-income people, or space that is used directly in providing housing for its low-income residents is eligible for a property tax exemption.
Fund Sources	Local taxing jurisdictions' general funds–cities, school districts, counties, etc.
Benefits	» Targeted tool to support multi-family rentals or mixed-use development in places with locational advantages. » The affordable housing tax abatement can stand alone (without tax credits). For example, if a non-profit housing provider were to use bonds, it could still be eligible for an abatement, but it must apply for them separately. » Can be blended with other resources such as TIF, tax credits, housing bonds.
Drawbacks	» Reduces general fund revenues for all overlapping taxing districts if property tax abatement is sought by affordable housing providers and approved by local jurisdictions.
15. OREGON AFFORDABLE HOUSING TAX CREDIT (OAHTC)	
How It Works	Provides a state income tax credit for affordable housing equity investments that help reduce the financing costs for multi family rental units. Applications must demonstrate a 20 year term that the benefit of the tax credit will be entirely passed on to reduce rents for the tenants. Program webpage: http://www.oregon.gov/ohcs/pages/hrs_oahtc_program.aspx
Fund Sources	Institutional investors or high net worth individuals makes investments. State general fund is impacted.
Benefits	» Targeted tool to support multi-family rentals or mixed-use development in places with locational advantages. » The credit contributes to project equity, reducing developer's out-of-pocket investment and can be a significant incentive for the provision of affordable housing.
Drawbacks	» The state allows for affordable housing property tax abatements. These are applied for separately. » Entails foregone revenue from general fund. » Highly competitive process.

TABLE 6: TAX CREDITS AND ABATEMENTS (CONTINUED)

16. LOW-INCOME HOUSING TAX CREDIT (FEDERAL PROGRAM, ADMINISTERED BY STATE OF OREGON)	
How It Works	Provides federal and state income tax credit for affordable housing equity investments that help reduce the financing costs for multi-family rental units. Applications must demonstrate that the project will be maintained as affordable housing for a minimum 30-year term. To be eligible, at least 20% of units must be at or below 50% or AMI, OR 40% must be at or below 60% AMI. There are two rates: » The "9%" credit rate. New construction and substantial rehabilitation projects that are not otherwise subsidized by the federal government earn credits at a rate of approximately 9% of qualified basis, each year for a 10-year period. "9%" credits are more powerful but also more competitive. » The "4%" credit rate. The 4% rate applies to acquisition of eligible, existing buildings and to federally-subsidized new construction or rehabilitation. The 4% rate also applies to all eligible bases in projects that are financed through the issuance of volume-cap multi-family tax-exempt bonds (the associated LIHTCs are sometimes called "as of right" credits because they are automatically attached to the volume-cap bonds). State program webpage: http://www.oregon.gov/OHCS/Pages/HRS_LIHTC_Program.aspx
Fund Sources	Institutional investors or high net worth individuals make investments by purchasing tax credits, which infuses cash equity into a project that does not require repayment. Income tax receipts are impacted because investors' income tax payments are reduced.
Benefits	» Targeted tool to support multi-family rentals or mixed-use development in places with locational advantages. The credit contributes to project equity, reducing developer's out-of-pocket investment and can be a significant incentive (particularly at the 9% level) for the provision of affordable housing. » Can be blended with other resources such as TIF, property tax abatements, and housing bonds.
17. EB5	
How It Works	Attracts investment dollars for new commercial enterprises that will benefit the US economy primarily by creating new jobs for US citizens. There are two versions of the program: 1) the original program that requires foreign investor to commit $1 million for eligible projects that create at least 10 full-time direct jobs, and 2) the newer program that allows foreign investors to commit $500,000 in eligible projects within Targeted Employment Areas that create at least 10 direct and/or indirect jobs. In return for these investments, foreigners are eligible for US citizenship.
Fund Sources	Foreign investors
Benefits	» Relatively low-cost source of equity for appropriate projects. Projects can be construction (new or rehabilitation), or direct investments into businesses that will create required jobs. » EB5 can be bundled with many other funding sources such as TIF. » Among the most commonly sought-after projects are hotels and senior housing developments since both generate considerable jobs.
Drawbacks	» $500,000 program investor projects must be in an EB-5 eligible "targeted employment area" or TEA. TEAs are areas that have unemployment rates in excess of 150% of the federal rate for a given year. TEAs are established and adjusted by the governors of each state. » Must meet job generation requirements within 2.5 years. » Investors expect to get their equity investment repaid at the end of five years. » It takes added time to secure EB5 funds due to federally required process.

TABLE 6: TAX CREDITS AND ABATEMENTS (CONTINUED)

18. LAND ASSEMBLY AND PROPERTY PRICE BUY DOWN	
How It Works	The public sector sometimes controls land that has been acquired with resources that enable it to dispose of that land for targeted private and/or nonprofit redevelopment. Land acquired with funding sources such as urban renewal, EB5, or through federal resources such as CDBG or HUD Section 108 can be sold or leased at below market rates for various projects to help achieve redevelopment objectives. Publicly owned parcels can often be disposed of at lower costs or more flexible terms to induce redevelopment. The public sector can provide technical assistance with the process of acquiring a private parcel for redevelopment or combining parcels together into one developable site. Other times, the public sector acquires the parcel(s), combines them, and sells to a private party.
Fund Sources	Urban Renewal, CDBG/HUD 108
Benefits	» Can help overcome development feasibility challenges by creating more viable redevelopment sites. Public ownership of assembled land makes land write-downs or ground leases more viable. » Increases development feasibility by reducing development costs. » Gives the public sector leverage to achieve its goals for the development via development agreement process with developer.
Drawbacks	» Public agencies sometimes buy land at the appraised value because they want to achieve multiple goals – which can impact costs of future public and private acquisitions. » Requires careful underwriting and program administration to reduce public sector risk and ensure program compliance.
19. WORKFORCE DEVELOPMENT PROGRAMS	
How It Works	Specially designed workforce training programs that cities, community colleges and workforce training entities help to jointly provide to businesses to train existing and potential employees.
Fund Sources	Various
Benefits	» Reduces difficulty of recruiting and cost of training staff » Creates opportunities to partner with community colleges and other educational institutions » Creates lasting benefits for individuals
Drawbacks	» No clearly-delineated source of funds » May require re-tooling of existing programs to ensure that the training programs are targeted to local industry needs

TABLE 6: TAX CREDITS AND ABATEMENTS (CONTINUED)

20. PRE-DEVELOPMENT ASSISTANCE	
How It Works	Pre-development assistance. Grants or low interest loans for pre-development (evaluation of site constraints and opportunities, development feasibility, conceptual planning, etc.) to reduce pre-development costs.
Fund Sources	CDBG, General Fund, Urban Renewal
Benefits	» Reduces what are often risky pre- development costs for developments that fulfill community goals. » Enables developers and communities to explore wider range of project possibilities, particularly those that can meet more community as well as private sector objectives.
Drawbacks	» Can be perceived as favoring particular developers or property owners. » CDBG and Urban Renewal are only available in eligible areas
21. NEW MARKETS TAX CREDITS (FEDERAL PROGRAM, ADMINISTERED BY A COMMUNITY DEVELOPMENT ENTITY)	
How It Works	The New Markets Tax Credits (NMTC) program is designed to attract capital investment to low-income communities by allowing investors to receive a tax credit (against their Federal income tax) in return for equity investments in Community Development Entities (CDEs), which invest in low-income communities. The tax credit is 39% of the original investment, claimed over seven years.
Fund Sources	Investors
Benefits	» Relatively low-cost source of equity for appropriate projects. » Projects can be construction (new or rehabilitation). » NMTC can be bundled with many other funding sources such as TIF.
Drawbacks	» NMTC are only available for use in areas identified as distressed within a community. » Requires partnership with a CDE to receive the NMTC. » Costly and complex to use » It takes added time to secure NMTC due to federally required process.
22. MICROENTERPRISE AND SMALL BUSINESS LOANS	
How It Works	Direct loans to help start-ups, micro-enterprises and small businesses expand or become established.
Fund Sources	Urban Renewal (for capital only), CDBG
Benefits	» Targeted to support small businesses and start-ups » Can be tailored to support local economic development strategies
Drawbacks	» Requires careful underwriting and program administration to reduce public sector risk


HARDER








USF Reddaway



CITY OF MILWAUKIE
"Dogwood City of the West"

Ordinance No.

An ordinance of the City Council of the City of Milwaukie, Oregon, adopting the North Milwaukie Industrial Area Plan (NMIA Plan) as an ancillary document to the Comprehensive Plan and amending Title 14 Sign Ordinance; Title 19 Zoning Ordinance, and related elements of the Comprehensive Plan (File #CPA-2017-002, ZA-2017-003).

WHEREAS, the City of Milwaukie desires to encourage redevelopment and investment in the North Milwaukie Industrial Area (NMIA) and ensure that new development reflects the desires of the community; and

WHEREAS, the City Council approved Resolution 71-2017 directing city staff to prepare plan and code amendments to implement the NMIA Plan; and

WHEREAS, all NMIA property owners and tenants were notified of the amendments and opportunity for public input has been provided at multiple public meetings and through the City website; and

WHEREAS, the City has prepared a new North Milwaukie Industrial Area Plan that builds on the Tacoma Station Area Plan with a vision for a next generation employment area, and the City Council finds that the amendments will result in updated development and design standards that reflect the community's vision for future development in the NMIA ; and

WHEREAS, the proposed amendments have been processed pursuant to a Type V Legislative Review per Milwaukie Municipal Code Section 19.1008, with notice provided per the requirements of the Milwaukie Municipal Code and Oregon Revised Statutes, and duly advertised public hearings on the proposed amendments before the Planning Commission and City Council; and

WHEREAS, the City Council finds that the amendments are extensive in scope and require 60 days from the date of adoption to put into effect.

Now, Therefore, the City of Milwaukie does ordain as follows:

Section 1. Findings. Findings of fact in support of the amendments are adopted by the City Council and are attached as Exhibit A.

Section 2. Amendments. The Comprehensive Plan and Milwaukie Municipal Code are amended as described in Exhibit XX (Comprehensive Plan underline/strikeout version), Exhibit XX (Comprehensive Plan clean version), Exhibit XX (North Milwaukie Industrial Area Plan clean version only), Exhibit XX (Transportation System Plan underline/strikeout version), Exhibit XX (Transportation System Plan clean version), Exhibit XX (Titles 14 Signs and 19 Zoning underline/strikeout version), and Exhibit XX (Titles 14 Signs and 19 Zoning clean version).

Section 3. Effective Date. The amendments shall become effective 60 days from the date of adoption.

Read the first time on _____, and moved to second reading by _____ vote

of the City Council.

Read the second time and adopted by the City Council on _____.

Signed by the Mayor on _____.

Mark Gamba, Mayor

ATTEST:

APPROVED AS TO FORM:
Jordan Ramis PC

Pat DuVal, City Recorder

City Attorney

Recommended Findings in Support of Approval (Part 1)
File #CPA-2017-002 – North Milwaukie Industrial Area Plan Amendments

Sections of the Milwaukie Municipal Code not addressed in these findings are found to be inapplicable to the decision on this application.

1. The applicant, the City of Milwaukie, proposes to amend various North Milwaukie Industrial Area regulations that are contained in Chapter 4 of the Milwaukie Comprehensive Plan (MCP), the Transportation System Plan (TSP), the Tacoma Station Area Plan (TSAP), and adopt a new North Milwaukie Industrial Area Plan (NMIA Plan) as an ancillary document of the MCP. The land use application file number is CPA-2017-002.

2. The purpose of the proposed amendments is to remove barriers, create incentives, and encourage the type of development projects that implement the community's vision for the NMIA. Amendments are also proposed in several titles of the municipal code, which will be part of a subsequent set of recommended findings.

3. The proposal is subject to the following provisions of the Milwaukie Municipal Code (MMC):

   - MMC Section 19.902 Amendments to Maps and Ordinances
   - MMC Chapter 19.1000 Review Procedures

4. Sections of the MCP not addressed in these findings are found to be not applicable to the decision on this land use application.

5. The application has been processed and public notice provided in accordance with MMC Section 19.1008 Type V Review. Public hearings were held on November 28, 2017 and December 12, 2017 as required by law.

6. MMC Chapter 19.1000 establishes the initiation and review requirements for land use applications. The City Council finds that these requirements have been met as follows.

   a. MMC Subsection 19.1001.6 requires that Type V applications be initiated by the Milwaukie City Council, Planning Commission, Planning Director, or any individual.

      The amendments were initiated by the Planning Director on September 25, 2017.

   b. MMC Section 19.1008 establishes requirements for Type V review. The procedures for Type V Review have been met as follows:

      (1) Subsection 19.1008.3.A.1 requires opportunity for public comment.

      Opportunity for public comment and review has been provided. In addition to the numerous public open houses as part of the North Milwaukie Industrial Area plan process, the Planning Commission had 2 worksessions about the proposed amendments. Notice of the draft amendments were sent to members of the project steering committee, the Planning Commission, and "interested persons" for review in advance of the first worksession on October 10, 2017. The current version of the draft amendments have been posted on the application webpage since October 27, 2017. On October 27, 2017 staff e-mailed NDA leaders with information about the hearing and a link to the draft proposed amendments.

      (2) Subsection 19.1008.3.A.2 requires notice of public hearing on a Type V Review to be posted on the City website and at City facilities that are open to the public at least 30 days prior to the hearing.

A notice of the Planning Commission's November 28, 2017, hearing was posted as required on October 27, 2017.

(3) Subsection 19.1008.3.A.3 requires notice be sent to individual property owners if the proposal affects a discrete geographic area or specific properties in the City.

The proposed amendments will apply to properties in the M-TSA and M zones in the NMIA. All affected property owners and tenants were notified of the hearing date via the Measure 56 notice, which was sent on October 30, 2017.

(4) Subsection 19.1008.3.B requires notice of a Type V application be sent to the Department of Land Conservation and Development (DLCD) 35 days prior to the first evidentiary hearing.

Notice of the proposed amendments was sent to DLCD on October 24, 2017.

(5) Subsection 19.1008.3.C requires notice of a Type V application be sent to Metro 45 days prior to the first evidentiary hearing.

Notice of the proposed amendments was sent to Metro on October 13, 2017.

(6) Subsection 19.1008.3.D requires notice to property owners if, in the Planning Director's opinion, the proposed amendments would affect the permissible uses of land for those property owners.

The proposed amendments will apply to properties in the M-TSA and M zones in the NMIA. The City sent a Measure 56 Notice summarizing the proposal and announcing the date of the first public hearing to all property owners and tenants in the NMIA on October 30, 2017.

(7) Subsection 19.1008.4 and 5 establish the review authority and process for review of a Type V application.

The Planning Commission held duly advertised public hearings on November 28 and December 12, 2017 and passed a motion recommending that the City Council approve the proposed amendments. The City Council held a duly advertised public hearing on _____, 2017, and approved the amendments.

7. MMC 19.902.3 establishes requirements for amendments to the text of the Milwaukie Comprehensive Plan. The City Council finds that these requirements have been met as follows.

a. MMC Subsection 19.902.3.A requires that changes to the text of the Milwaukie Comprehensive Plan shall be evaluated through a Type V review per Section 19.1008.

The Planning Commission held duly advertised public hearings on November 28 and December 12, 2017. A public hearing before City Council is tentatively scheduled for January 16, 2018. Public notice was provided in accordance with MMC Subsection 19.1008.3.

b. MMC Subsection 19.902.3.B contains approval criteria for changes to the text of the Milwaukie Comprehensive Plan.

(a) MMC Subsection 19.902.3.B.1 requires that the proposed amendment be consistent with the goals and policies of the Comprehensive Plan, as proposed to be amended.

The goals and policies of the Comprehensive Plan and its ancillary documents support the development of the NMIA as a strong regional center for next-generation traded sector employment and manufacturing as well as supporting commercial and service businesses:

a) The Goal Statement of the Economic Base and Industrial/Commercial Land Use Element reads as follows:

> To continue to support and encourage the development of a broad industrial base in the City, and to encourage the expansion of service facilities in the community.

b) Objective #6 – Industrial Land Use states:

> To encourage new industries to locate within the three major industrial areas of the City, in order to take maximum advantage of existing access and public facilities serving industry.

The proposed amendments adopt the North Milwaukie Industrial Area Plan, an ancillary document of the Comprehensive Plan, that builds on the 2013 Tacoma Station Area Plan, establishes a vision for this critical employment area, and identifies projects that will implement the vision for the NMIA.

(b) MMC Subsection 19.902.3.B.2 requires that the proposed amendment is in the public interest with regard to neighborhood or community conditions.

The proposed amendments reflect the community's desire for policies and regulations that encourage high-quality, attractive development while respecting the surrounding residential neighborhoods in central Milwaukie.

(c) MMC Subsection 19.902.3.B.3 requires the public need be best satisfied by this particular proposed amendment.

The proposed amendments confirm the community's vision for the development of the NMIA as a strong regional center for next-generation traded sector employment and manufacturing as well as supporting commercial and service businesses. Only 18.4 percent of the city is zoned for industrial/employment use. A need exists for the proposed amendment given that several sites in the NMIA are under-developed. The proposed amendments include language to encourage redevelopment that will provide both employment and services to residents of the city.

(d) MMC Subsection 19.902.3.B.4 requires that the proposed amendment is consistent with the Metro Urban Growth Management Functional Plan and relevant regional policies.

The proposed amendment is consistent with the Metro Urban Growth Management Functional Plan and relevant regional policies related to residential and employment capacity.

Title 4 seeks to provide and protect sites for employment by limiting the type and scale of non-industrial uses in Employment Areas. A portion of the proposed MUTSA and NME are identified as Employment Areas. The proposed amendments limit the size of commercial and retail uses to meet the goal that those uses are intended to serve the needs of businesses, employees, and residents in the NMIA, which is consistent with Title 4.

The city has identified a Tacoma Station Area for the purpose of Title 6, which calls for actions and investments by communities to enhance the role of station communities as centers of urban life. Title 6 includes requirements that the development code reduce barriers to mixed-use and transit-supportive development. The proposed amendments specifically allow residential and mixed-use development and associated service uses, as well as require design standards geared toward the pedestrian environment, in the proposed MUTSA zone which is within the proposed Tacoma Station area.

The proposed amendments were sent to Metro for comment. Metro did not identify any inconsistencies with the Metro Urban Grown Management Functional Plan or relevant regional policies.

(e) MMC Subsection 19.902.3.B.5 requires that the proposed amendment be consistent with relevant State statutes and administrative rules, including the Statewide Planning Goals and Transportation Planning Rule.

A trip generation analysis was prepared as part of the NMIA Plan process. The purpose of the analysis, using a reasonable worst-case development scenario, was to determine whether further traffic impact evaluation would be required based on the Transportation Planning Rule (TPR) 660-012-0060. The analysis was based on buildable acreage and an assumption of land uses and FAR. The analysis took into account that a portion of the area is a Station Area. Based on the proposed development requirements, there are changes to the reasonable worst-case development assumptions, including a reduction in office use and an increase in industrial use. This resulted in a reduction of peak hour trips between existing and proposed zoning requirements and no net increase in trip generation. Therefore, no further TPR analysis is required.

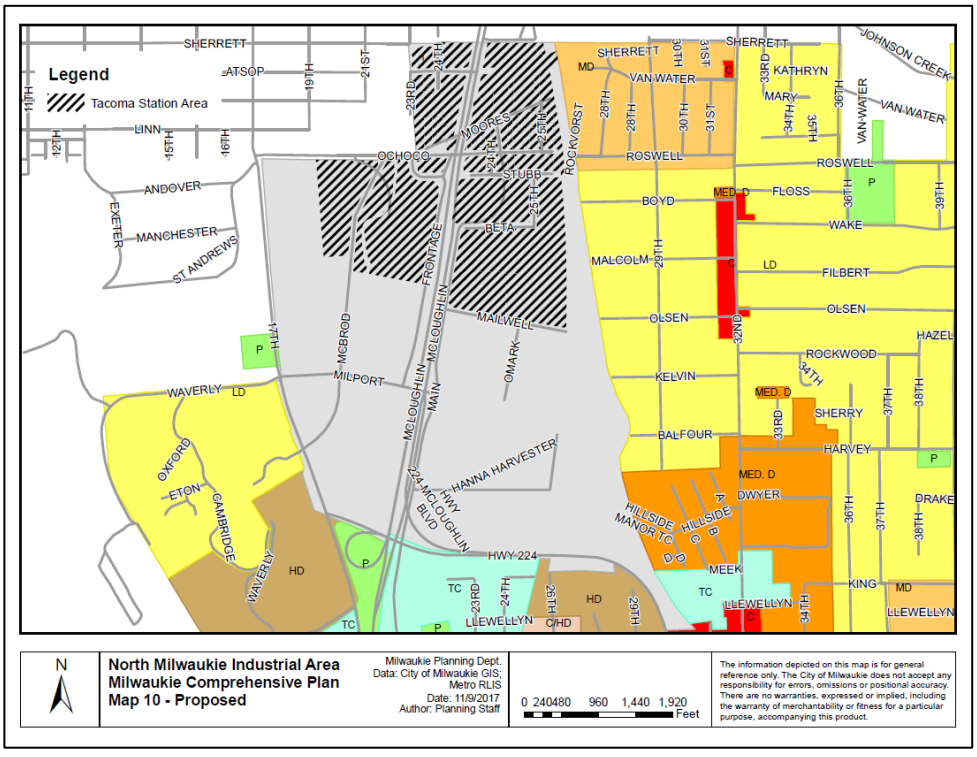
The proposed amendments were sent to the Department of Land Conservation and Development (DLCD) for comment. The DLCD did not identify any areas where the proposed amendments were inconsistent with State statutes and administrative rules.

List of additional amendments to the *North Milwaukie Industrial Area Plan*

In July of 2017, the City Council directed staff to implement the draft NMIA by creating development code language and incorporating the plan as an ancillary plan with the Comprehensive Plan. In October 2017, staff identified a set of amendments to the July 2017 version of the plan. These amendments were highlighted in red and shown as strikeouts and inserts within the document. Following that review, staff conducted a second review which identified additional changes which are described in this document. These changes primarily focus on temporal phrasing (e.g. removing references to future actions when they are occurring with adoption of the plan) and references to the Tacoma Station Area Plan.

The list of changes follows below:

Page	Edit
Cover	Insert the date the plan is adopted as part of the Comprehensive Plan
i	The paragraph beginning with "Today, the City of Milwaukie sits on the cusp…" should be replaced with: "The North Milwaukie Industrial Area presents opportunities for innovative redevelopment that takes advantage of a unique location that offers a variety of transportation options. This plan identifies policies and projects that are intended to encourage appropriate redevelopment in a thoughtful and focused way".
ii	Add "2013" before Tacoma Station Area Plan in the first column.
ii	Revise the sentence in the 1st paragraph in the middle column to read: "Additionally the Plan has been informed by ~~includes findings from~~ the City's recently completed economic opportunities…."
ii	Replace the second bullet in the middle column with the following: "Incorporate the TSAP into the NMIA Plan including concepts and projects to create a mixed use district in close proximity to the light rail station. With adoption, the NMIA Plan repeals and replaces the TSAP.
1	Add "2013" before Tacoma Station Area Plan in the first column.
1	In the sentence at the top of the second column, strike "current city wide visioning process" and insert: "2017 community vision process"
1	In the third sentence in the second column, strike "recently completed a citywide" and amend the text to read: "Additionally, the City's 2016 economic opportunities analysis, …."
1	In the second column after the first paragraph, add: "In addition, the NMIA Plan serves as the Station Area Plan for the purposes of Title 6 of Metro's Urban Growth Management Functional Plan. The actual Station Area is identified as the portion of the NMIA district within approximately ½ mile of the light rail station.
1	Starting with the second paragraph in the second column, eliminate the text describing implementation strategies (8 bullets) and replace the text with a photograph of the Tacoma Light Rail Station. The 8 bullets being removed are repeated from the previous page (ii).
4	Change the heading to read: "Existing Land Use and Conditions"
4	Amend the first sentence to read: In 2017 as this plan was prepared, most of the approximately 195 acres….

4	In the second sentence of the second paragraph strike “now vacant” and insert “former”.
4	Revise the first sentence of the third paragraph to read: In 2017, the NMIA contained around 3.4 million square feet…”
5	In the title to Table 1, strike “current” and insert “2017”.
5A	Add the following to the end of the paragraph on Johnson Creek (#3): “In addition, Johnson Creek includes land within the base flood area identified on FEMA floodplain maps. The base flood area is the area that has a 1% chance of flooding in any given year. The area to the south of Millport Rd is impacted by flood levels from the Willamette River.”
10	**Add a new subsection in Chapter 2:** **Station Area Plan** **The NMIA Plan serves as the City of Milwaukie’s Station Area Plan for the purpose of meeting Title 6 requirements of Metro’s Urban Growth Management Functional Plan. The Station Area boundary for planning purposes is the area within approximately ½ mile of the Tacoma Light Rail Station as depicted in Figure 1, below. The NMIA Plan provides policies, projects, and programs aimed at enhancing the area around the Tacoma light rail station as a mixed-use district providing opportunities for housing, commercial, and employment uses. Projects focus on creating a pedestrian friendly environment in this area with strong connections to surrounding neighborhoods.**  Figure 1 – Proposed Tacoma Station Area
17	Amend the second sentence in the second paragraph as follows: Add "2013" before Tacoma Station Area Plan. Insert a period after (TSAP). Create a third sentence which reads: “The projects in the Plan improve vehicle, bicycle, and pedestrian connectivity in the NMIA.”

17	Under the Maximum block lengths bullet in the second column, replace the last sentence with the following: “The industrial and employment area should have larger block length standards (600-1200 feet) and the mixed-use area should have tighter blocks (300-530 feet).”
18	In the second paragraph of the third column, delete the words “Tacoma Station Area Plan (TSAP)” so that the sentence reads: “The cross section for Ochoco Street….”
18	Amend the second sentence in the second paragraph of the third column by deleting “The TSAP notes” and revise the sentence to read: “Minimum 8 ft-wide sidewalks are required along key streets …….”
19	Amend the Main Street bullet paragraph to remove the references to the TSAP. The first sentence should read as follows: “The Plan provides a cross section, shown in Figures X, X, X, X, and X, for a separated 12-14 ft-wide multi-use path…”. Amend the last sentence by deleting “The TSAP notes” and insert “The Plan provides for minimum 8 ft-wide sidewalks along Main Street….”
22	Amend the text to remove references to the TSAP. Revise the second sentence under the Mailwell Drive bullet to read: “The Plan includes Figure X (shown below) which reconciles truck and pedestrian uses.” Revise the first sentence under the Stubb Street bullet to strike “TSAP”.
24	Amend the second sentence under the Other streets bullet to strike “TSAP”. Amend the third sentence to strike the reference to the TSAP and read: “All sidewalks should be 8 ft wide and stormwater planters…”
24	In the middle column under the bullet for Improved access to the Springwater Corridor, amend the text to read: “The Plan recommends the creation of a separated multi-use path.”
27	In project 3, delete the words: “from the TSAP”.
29	The plan and zoning will be adopted together. References to “proposed” zoning should be eliminated. Strike the word “proposed from the last sentence in the second paragraph of the first column. Add the following sentences: “The figure depicts two zones. The Mixed Use Tacoma Station Area (MUTSA) zone allows a broad mix of residential, commercial, and employment uses. The North Milwaukie Employment (NME) zone allows a mix of manufacturing, distribution, and production office uses.
29	In the second paragraph in column one, delete the word “proposed”. Revise the first sentence in the third paragraph to delete the word: “currently”. Revise the last sentence to read: “Primary land uses in the North Milwaukie Employment (NME) zone include manufacturing and distribution uses as well as…”
29	Revise the first paragraph in the middle column to read: “The primary land uses in Table 3 have been translated into zoning and site design standards as part of project implementation.
29	Revise the second in the second paragraph in the middle column to eliminate references to “proposed” zoning. Revise as follows: “The Plan combines three former Tacoma Station Area subareas (Areas 1, 2, and 3) into a single zone (MUTSA) and combines the former Tacoma Station Area subarea 4 with areas formerly zoned M-Manufacturing to create the NME zone.” Strike the final sentence in the paragraph – the existing conditions report is part of the initial plan document and is not being incorporated into the adopted plan.

30	In the first column, revise the subsection heading to read: “Zoning” and eliminate the first sentence. Drop the words “continue to” from the second sentence.
30	Under the Desired Build Form subsection, drop the word “(proposed)” from the first sentence. Drop the word “Future” from the second sentence.
32	In the headings of Table 3, drop the word “proposed” in three places. Strike the phrase “(combined 1-3)” at the top of the MUTSA column.
48	Amend Action 3.1.1 to read “Review zoning periodically to ensure that code language does not create a significant barrier to appropriate redevelopment.” Change the timing column to say “Annually”.
49	Amend Objective 3.5 to state: “Through zoning, restrict residential development except in areas near the Tacoma light rail station that are zoned for mixed use.” Change timing to “Ongoing”.
Throughout the plan document	Correct stylistic formatting to be consistent with other City of Milwaukie documents (e.g. use “6 ft wide” instead of “6’ wide“).

ATTACHMENT 5

Memorandum

DATE: August 30, 2017

TO: North Milwaukie Industrial Area Management Team

FROM: Ray Delahanty, AICP, DKS Associates
Dock Rosenthal, EIT, DKS Associates

SUBJECT: North Milwaukie Industrial Area
Trip Generation Scenario Analysis

This memorandum summarizes trip generation assumptions and calculations related to potential changes in zoning for certain portions of the North Milwaukie Industrial Area (NMIA). This summary includes analysis of the existing conditions and of the proposed changes. Assumptions and calculations for the existing zoning and proposed zoning changes are included in the following sections.

Trip Generation from Existing NMIA Zoning

Potential Trip Generation

This section describes the reasonable worst-case scenario for PM peak hour vehicle trips under the existing zoning in the planning area. The reasonable worst-case trip generation establishes a threshold against which trip generation for possible zoning changes in the planning area will be compared, helping to determine whether further traffic impact evaluation would be required based on the Transportation Planning Rule (TPR) 660-012-0060. This threshold is important for the planning area, as future year conditions (documented in the City's Transportation System Plan) result in mobility deficiencies along SE McLoughlin Boulevard, which would likely require costly mitigation if a significant effect were found.

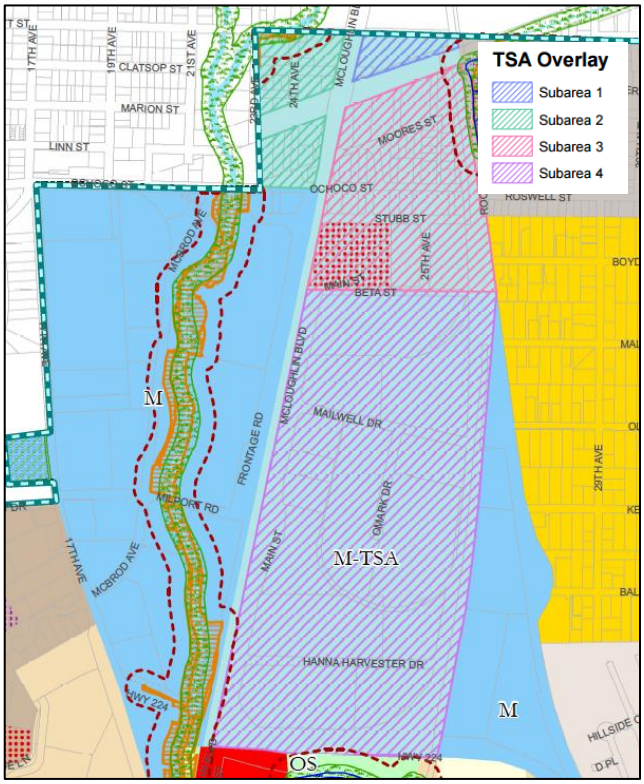


Figure 1: Zoning for planning area

Zoning and Assumed Land Uses

The planning area is zoned Manufacturing (M) and M-TSA (Tacoma Station Manufacturing Zone) with special overlays in four subareas (see Figure 1). The M-TSA Zone permits a combination of manufacturing, office, and/or commercial uses, while the TSA overlay, comprised of four Subareas, allows a wider mix of uses near Tacoma Station while retaining much of the southern part of the planning area for industrial uses. For the purpose of this analysis, M-TSA Subarea 3 is further divided into two subareas noted as M-TSA 3A and M-TSA 3B to take advantage of a 30% trip generation reduction near the Tacoma Station.

To create a reasonable worst-case development scenario, this analysis assigns the highest allowable percentage of floor area, based on Section 19.309, 19.312, and 19.406 of the City's Zoning Ordinance[1], to the highest trip-generating uses reasonably allowed under the zoning. The proposed land use mix for this analysis was previously vetted through the 2013 Tacoma Station Area Plan (TSAP). Table 1 shows the percentage allocations for each land use based on percentage of leasable square feet in each area used and agreed upon for the TSAP planning process. The numbers shown for Zone M-TSA 4 vary from those reported in the NMIA Existing Conditions Report. Numbers in the Existing Conditions Report were taken from a scenario analysis that reflected a lower office percentage that was not ultimately implemented in the TSAP process. The table below correctly shows the reasonable worst case land use mix as reflected in the adopted zoning.

Table 1: Land Use Mix Assumptions (leasable square feet)

	West of McLoughlin Boulevard		East of McLoughlin Boulevard				
Land Use Type	M (West)	M-TSA 2	M-TSA 1	M-TSA 3A	M-TSA 3B	M-TSA 4	M (East)
Industrial	25%	25%	0%	35%	35%	25%	25%
Office	67.5%	25%	35%	40%	40%	67.5%	67.5%
Retail	7.5%	10%	65%	20%	20%	7.5%	7.5%
Residential	0%	40%	0%	5%	5%	0%	0%

M-TSA assumptions were developed as part of the TSAP. For the M Zone, Milwaukie's Zoning Ordinance requires that a minimum of 25% of every project consist of Industrial uses, as described under Subsection 19.309.2.A. The remaining 75% of leasable square footage is allocated to non-Industrial uses, to create a worst-case scenario. The 7.5% retail shown must be accessory to a permitted office use.

[1] Milwaukie Municipal Code, Title 19

Buildable Acreage

Table 2: Buildable Acreage

	West of McLoughlin Blvd		East of McLoughlin Blvd				
Area Description	M (West)	M-TSA 2	M-TSA 1	M-TSA 3A	M-TSA 3B	M-TSA 4	M (East)
Final Area (acres)	65.96	7.9[a]	1.9[a]	7.67[a]	10.69[a]	46.22[b]	17.32[c]
Initial Area (acres)	101.06						
Additional Environmental Reduction (acres)	13.10						
Additional Road reduction? (Yes/No)	Yes						

[a] Measurement from Tacoma Station Area Plan analysis was retained for M-TSA subareas 1, 2, 3A, and 3B

[b] Buildable acreage for adopted M-TSA 4 was calculated by subtracting M (East) buildable acreage from overall buildable acreage from TSAP Zone 4, which included both the adopted M-TSA 4 and M (East) in the trip generation analysis

[c] Buildable acreage for M Zone east of M-TSA 4 was measured directly in GIS

The analysis for the reasonable worst-case scenario is based on buildable acreage shown in Table 2 above. This procedure was more refined than that used for the NMIA Existing Conditions Report and results in a reduction of the buildable lands for the study area. A description of the calculation for each subarea follows:

- Buildable acreage for areas that are unchanged from the TSAP (subareas M-TSA 1, 2, 3A, and 3B) was also left unchanged for this analysis. The buildable acreage for those areas was calculated using the gross area minus a 25% area reduction to account for road right of way.
- Buildable acreage for area M (East) was calculated by aggregating buildable parcels in GIS.
- Buildable acreage for M-TSA 4 was calculated by subtracting M (East) from the larger TSAP Zone 4 area that was analyzed in the TSAP process. Zone 4 was originally comprised of the current M-TSA 4 and M (East). The buildable acreage for this area also reflects a 25% decrease to account for road right of way.
- The calculation for M (West) was more detailed. Due to the large footprint of Johnson Creek and the presence of the Milwaukie Pioneer Cemetery, a larger reduction in buildable land was considered appropriate. The footprint of Johnson Creek was determined using GIS data from the Regional Land Information System. The final area of M (West) was reduced by that footprint, the parcel size of the cemetery, and a 25% reduction for road right of way in the remaining developable land.

FAR Assumptions and Calculations

For trip generation purposes, Floor Area Ratio (FAR) refers to total floor area of the structures on a parcel expressed as a percentage of the parcel area. For example, a two-story building with two floors of 3,000 square feet each on a 10,000 square foot lot would have a FAR of:

$$\frac{2 * 3{,}000}{10{,}000} = 0.60$$

The reasonable worst-case analysis relies on observed FARs for areas with comparable uses and locations within the Portland Region[2]. The analysis uses the following FARs for the assumed land uses, with comparable areas noted:

- Manufacturing: 0.20 (Rivergate Industrial Area, 0.21)
- Office: 0.35 (Tigard Employment Area, 0.33)
- Retail: 0.25 (Division Main Street[3], 0.26)
- Residential: 20 DU/Ac (minimum allowed 16 DU/Ac), a slight increase over the minimum allowed was used to reflect reasonable worst case development expectations given a Station Area community in the NMIA's urban context

[2] Metro Employment Density Study, 1999

[3] FAR assumption from 2006 *Division Green Street/Main Street Plan* Existing Conditions

Table 3: FAR

	West of McLoughlin Boulevard		East of McLoughlin Boulevard				
Land Use Type	M (West)	M-TSA 2	M-TSA 1	M-TSA 3A	M-TSA 3B	M-TSA 4	M (East)
Industrial	0.2	0.2	0	0.2	0.2	0.2	0.2
Office	0.35	0.5	0.5	0.5	0.35	0.35	0.35
Retail	0.25	0.35	0.35	0.35	0.25	0.25	0.25
Residential [a]	0	20 DU/Ac	0	20 DU/Ac	20 DU/Ac	0	0

[a] Land use intensity for residential is expressed in dwelling units per acre (DU/Ac) rather than FAR.

The FAR was applied to the buildable acreage in Table 2 to match the proportions of leasable square footage shown in Table 1. The total leasable square footage for each use and subarea are shown in Table 4.

Table 4: Estimated Leasable Square Feet by Land Use and Subarea (1,000 SF)

	West of McLoughlin Blvd		East of McLoughlin Blvd				
Land Use Type	M (West)	M-TSA 2	M-TSA 1	M-TSA 3A	M-TSA 3B	M-TSA 4	M (East)
Industrial	206.51	25.39	0.00	35.66	41.96	143.28	54.22
Office	557.57	25.39	11.33	40.75	47.95	389.73	146.40
Retail	61.95	10.16	21.04	20.38	23.98	45.85	16.27
Total	826.03	60.94	32.37	96.79	113.88	578.87	216.89
Residential	0	63	0	8	11	0	0

M-TSA Subarea 3 is divided into two parts (3A and 3B), for this analysis, to account for the fact that the area north of Stubb Street (3A) is closer to the LRT station and can be considered a Station Area under Metro's Urban Growth Management Functional Plan, while the part south of Stubb Street (3B) is too far from the LRT station to be considered a Station Area in that context. This distinction was vetted through the TSAP process, and is incorporated into the trip generation analysis described below.

Trip Generation

The following Institute of Transportation Engineers (ITE) trip generation codes were used for estimating reasonable worst-case trip generation for each of the land uses. The ITE codes, including the mix of retail codes, were selected in coordination with City and ODOT staff during the Tacoma Station Area plan process, and therefore form the base case for TPR analysis.

Trip rates reflect the p.m. peak hour of adjacent street traffic, including General Office, for which the peak hour of the trip generator coincides with the peak hour of adjacent street traffic. These codes represent a range of trip patterns that can be expected for the area from low trip generation (residential 0.58 trips) to high trip generation (restaurant 9.85 trips). The land use codes chosen are not meant to explicitly prescribe the types of development expected, but to estimate a reasonable range and balance of trip generation rates. For retail, Sit-Down Restaurant is a proxy for relatively high commercial trip generation, while Health/Fitness Club represents a relatively low trip generator. This range is expected to result in a reasonable worst case scenario for the permitted zoning allocations.

- Industrial. ITE Code 110, Light Industrial, 0.97 p.m. peak hour trips per 1,000 square feet (KSF)
- Office (including Station Area). ITE Code 710, General Office, 1.49 p.m. peak hour trips per KSF
- Retail. Evenly split between uses where applicable:
    - ITE Code 932, Sit-Down Restaurant, 9.85 p.m. peak hour trips per KSF
    - ITE Code 492, Health/Fitness Club, 3.53 p.m. peak hour trips per KSF
    - ITE Code 820 Shopping center, 3.71 p.m. peak hour trips per KSF
- Residential. ITE Code 221, Low-Rise Apartment, 0.58 p.m. peak hour trips per dwelling unit

The General Office (710) use meets the ITE guidelines for using the given fitted curve equation rather than specific trip generation rates. The equation for Code 710 was applied to the total leasable office space in the study area, and then the trips derived from the equation were allocated proportionally back to the subareas. All other land uses relied on rates per 1,000 square feet or dwelling unit. For the Sit-Down Restaurant (932) and Shopping Center (820) uses, it is appropriate to apply a reduction for “pass-by” trips (trips attracting motorists who are already on the street). The pass-by reduction applied for code 932 is 43%, and for code 820 it is 34%.

Additionally, a 30% reduction from ITE rates for trips generated north of Stubb Street was included, given certain conditions in Metro’s Urban Growth Management Functional Plan[4] being met for Station Communities.[5] Final trip generation totals are shown in Table 5, below. The totals shown reflect a more refined estimate for the developable lands than that used in the NMIA Existing

[4] Metro Urban Growth Management Functional Plan 3.07.630 (b) accessed at http://www.oregonmetro.gov/urban-growth-management-functional-plan

[5] Milwaukie’s Tacoma Station Community was adopted as part of the Tacoma Station Area Plan and includes the area north of Ochoco Street west of Highway 99E and the area north of Beta Street east of Highway 99E.

Conditions Report, as it accounts for the creek area and cemetery. This refined estimate of developable land results in a lower trip total than previously reported.

Table 5: Existing Zoning Reasonable Worst Case Development Trip Generation Estimates (PM Peak Hour)

	West of McLoughlin Boulevard		East of McLoughlin Boulevard				
Land Use (ITE Code)	M	MTSA2	MTSA1	MTSA3A	MTSA3B	MTSA4	M
Light Industrial (110)	200	18	0	25	41	139	53
General Office (710)	661	27	9	34	57	462	174
Sit-Down Restaurant (932)	174	20	0	40	67	129	46
Health/Fitness Club (492)	109	13	0	25	42	81	29
Shopping Center (820)	0	0	36	0	0	0	0
Low-Rise Apartment (221)	0	26	0	4	6	0	0
TOTAL	1,144	104	45	128	213	811	302

Source: DKS Associates

Trip Generation from Proposed Zoning Modifications

The proposed zoning change consolidates the current M-TSA Zones 1, 2 and 3 into a new single zone, M-TSA Zone. M-TSA 4 and M Zones are combined to become North Milwaukie Industrial Area (NMIA) Zone. Based on the proposed development requirements there are changes to the reasonable worst case development assumptions (shown as grey cells in the subsequent tables). The most significant of those changes is a reduction in the proportion of leasable square footage occupied by office land use from 67.5% to 42.5% and an increase of industrial use from 25% to 50%.

Table 6: Revised Land Use Percentages

	West of McLoughlin Boulevard		East of McLoughlin Boulevard				
Land Use Type	NMIA (M West)	Modified M-TSA (M-TSA 2)	Modified M-TSA (M-TSA 1)	Modified M-TSA (M-TSA 3A)	Modified M-TSA (M-TSA 3B)	NMIA (M-TSA 4)	NMIA (M East)
Industrial	50%	25%	0%	35%	35%	50%	50%
Office	42.5%	25%	50%	40%	40%	42.5%	42.5%
Retail	7.5%	10%	25%	20%	20%	7.5%	7.5%
Residential	0%	40%	25%	5%	5%	0%	0%

Gray cells reflect assumptions differing from base zoning case

Table 6 shows the revised land use mix assumptions based on the proposed changes to zoning code. The zones are categorized by existing subarea to facilitate comparison with the existing zoning scenario. There are changes to Zone M-TSA 1 and the subareas proposed for the new NMIA zone (M West, M-TSA 4, and M East). These subareas reflect an increase in industrial land use and a decrease in office use compared to the percentages in the existing zoning scenario.

Table 7: Revised FAR

	West of McLoughlin Boulevard		East of McLoughlin Boulevard				
Land Use Type	NMIA (M West)	Modified M-TSA (M-TSA 2)	Modified M-TSA (M-TSA 1)	Modified M-TSA (M-TSA 3A)	Modified M-TSA (M-TSA 3B)	NMIA (M-TSA 4)	NMIA (M East)
Industrial	0.2	0.2	0	0.2	0.2	0.2	0.2
Office	0.5	0.5	0.5	0.5	0.5	0.5	0.5
Retail	0.35	0.35	0.35	0.35	0.35	0.35	0.35
Residential [a]	0	20 DU/Ac	20 DU/Ac	20 DU/Ac	20 DU/Ac	0	0

[a] Land use intensity for residential is expressed in dwelling units per acre (DU/Ac) rather than FAR.
Gray cells reflect reasonable worst case assumptions differing from base zoning case

Table 7 reflects the change in proposed development requirements in the new NMIA Zone and/or allowing building height to increase from 45' to 65' in the M-TSA 3, M-TSA 4 and M Zones. In these zones, the FAR is increased for office and retail, land use types that would potentially use that additional space. A residential density is now included for M-TSA 1. Although M-TSA-1 allows residential use under the base case, the reasonable worst case analysis assumed it was more likely that only retail and office (higher trip generators) would be constructed.

Table 8: Revised Leasable Square Feet (1000 SF)

	West of McLoughlin Blvd		East of McLoughlin Blvd				
Land Use Type	NMIA (M West)	Modified M-TSA (M-TSA 2)	Modified M-TSA (M-TSA 1)	Modified M-TSA (M-TSA 3A)	Modified M-TSA (M-TSA 3B)	NMIA (M-TSA 4)	NMIA (M East)
Industrial	403.08	25.39	0.00	35.66	49.19	282.43	105.84
Office	342.62	25.39	18.12	40.75	56.22	240.07	89.96
Retail	60.46	10.16	9.06	20.38	28.11	42.36	15.88
Total	806.17	60.94	27.18	96.79	133.53	564.87	211.67
Residential	0	63	10	8	11	0	0

The revised leasable square footage based on the assumed FAR is tabulated in Table 8. The modified FAR increases the total leasable square footage, which in turn results in changes to leasable square footage in all land use categories, since the leasable square footage for all categories is based on the percentages shown in Table 6. This means that a land use category with no changes from the existing zoning might end up with a different total leasable square footage. The size of the zones and the assumptions for trip reduction rates is consistent with the previous analysis, resulting in the final trip totals in Table 9, below. The character of the retail shopping previously analyzed as Shopping Center (ITE code 820) is expected to be closer to Specialty Retail (ITE code 826) due to the lower square footage maximum in M-TSA 1. Specialty Retail has a PM peak hour trip rate of 2.71.

Table 9: Revised Zoning Reasonable Worst Case Development Trip Generation Estimates (PM Peak Hour)

	West of McLoughlin Boulevard		East of McLoughlin Boulevard				
Land Use (ITE Code)	NMIA (M West)	Modified M-TSA (M-TSA 2)	Modified M-TSA (M-TSA 1)	Modified M-TSA (M-TSA 3A)	Modified M-TSA (M-TSA 3B)	NMIA (M-TSA 4)	NMIA (M East)
Light Industrial (110)	391	18	0	25	48	274	103
General Office (710)	418	27	15	35	69	293	110
Sit-Down Restaurant (932)	170	20	0	40	79	119	44
Health/Fitness Club (492)	107	13	0	25	50	75	28
Specialty Retail (826)	0	0	12	0	0	0	0
Low-Rise Apartment (221)	0	26	4	4	6	0	0
TOTAL	1086	104	31	129	252	761	285

Table 10, below, shows the difference in trips between existing and proposed zoning requirements. 99 fewer trips can be expected based on the proposed zoning modification. Some small differences below come from the use of the ITE equation[6], rather than rates, to calculate the trips generated for office land use. The equation is applied to the whole study area, and then allocated to subareas based on assumed leasable square footage. This analysis shows that the higher FAR assumptions documented in Table 7 can be counterbalanced by limiting office used in the NMIA zone, resulting in no net increase in trip generation over the existing zoning. Further TPR analysis would not be required.

[6] The ITE equation for certain codes, such as Office, is typically applied instead of a rate to improve accuracy when the total square footage is above a minimum threshold. For this project, it results in a modeled total for the entire study area that is then proportionally allocated back to the subareas. For Office land use the equation is: 1.12*(leasable square footage/1,000) +78.45.

Table 10: Revised Zoning Trip Generation Estimates Differences Versus Base Zoning

	West of McLoughlin Boulevard		East of McLoughlin Boulevard				
Land Use (ITE Code)	NMIA (M West)	Modified M-TSA (M-TSA 2)	Modified M-TSA (M-TSA 1)	Modified M-TSA (M-TSA 3A)	Modified M-TSA (M-TSA 3B)	NMIA (M-TSA 4)	NMIA (M East)
Light Industrial (110)	191	0	0	0	7	135	50
General Office (710)	-243	0	6	1	12	-169	-64
Sit-Down Restaurant (932)	-4	0	0	0	12	-10	-2
Health/Fitness Club (492)	-2	0	0	0	8	-6	-1
Specialty Retail (826)	0	0	-24	0	0	0	0
Low-Rise Apartment (221)	0	0	4	0	0	0	0
TOTAL	-58	0	-14	1	39	-50	-17

Proposed Zoning Analysis Summary

This analysis shows how a zoning code that allows increased FAR in the study area can be supported by also designing the code to limit office uses to no more than 42.5% of all leasable square footage in the NMIA zone. The result of shifting 25% of the land use allocation between the existing zoning and the proposed zoning scenario is an overall reduction of 99 trips.

These land use assumptions for the NMIA zone reflect both the intention of the proposed NMIA zoning modification and the type of development that is reasonable to expect over the 20-year planning horizon. Distance from light rail and the predominantly industrial use of the existing parcels in the new NMIA zone can be expected to slow the transition catalyzed by the MAX Orange Line and Tacoma Station, whereas the MTSA zone is likely to develop a mix of uses more quickly.

The City of Milwaukie may take other measures to limit the growth of single-occupancy vehicle (SOV) trips generated by NMIA uses. Transportation Demand Management (TDM) strategies that leverage the advantageous location of the Tacoma Station MAX stop can help reduce reliance on the SOV. TDM can be generally defined as strategies to increase the occupancy rate of private vehicles or the utilization of alternative travel modes, times of travel, or locations of work. These include employer sponsored transit fares, carpool organization and bicycle facilities. TDM is discussed in detail in the TDM/Parking Plan for this project. TDM strategies are most effective if they can be administered at some level for all land use types in an area. This coordination is typically organized by the creation of a Transportation Management Association (TMA). Based on the potential for increased trip generation in some subareas, as well as meeting the requirements for a 30% trip reduction in the station area, it is recommended that a TMA is created for the study area.

Estimated Trip Distribution

If additional trips are generated by zoning changes, they will likely follow the distribution pattern shown in Figure 2. This distribution was derived from the Metro regional travel demand model for the 2040 PM peak hour, which would be the most relevant year and time period for further TPR analysis. As shown, the majority of the trips from the model transportation analysis zone (TAZ) that most closely corresponds with the NMIA will use Highway 99E to travel north or south, with many of the trips bound for Tacoma Street eastbound or Highway 224 eastbound (some by way of SE 17th Avenue).

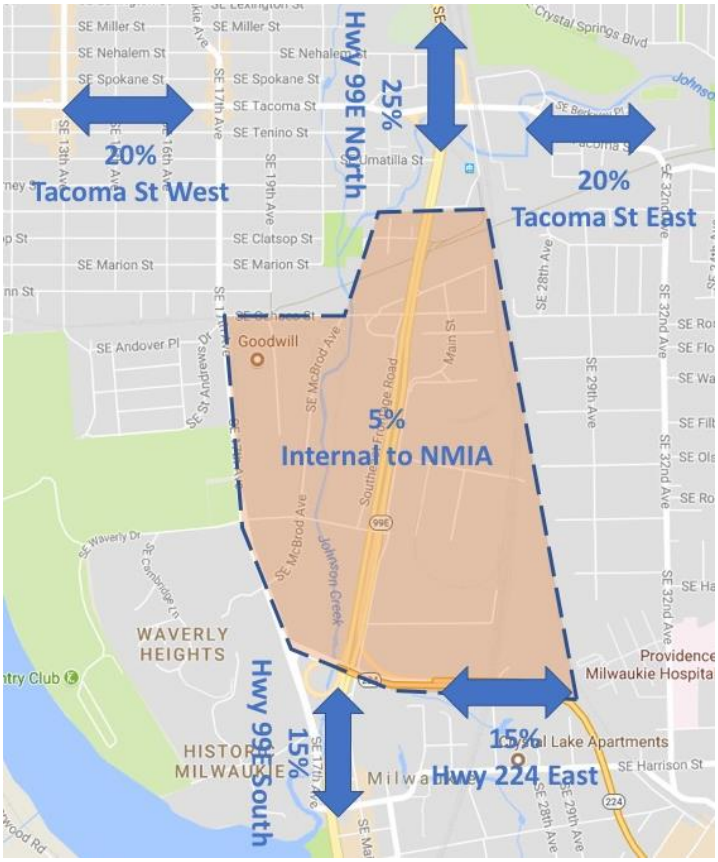


Figure 2: Estimated Distribution of New Trips

The study area intersections likely to experience failing conditions and trigger TPR mitigation under a scenario with net new trip generation include the Highway 99E intersections at Tacoma Street, Ochoco Street, Milport Street, and Harrison Street. The percentage of new trips likely to impact these intersections, based on the distribution, are 45%, 45%, 30%, and 30%, respectively.

ATTACHMENT 6

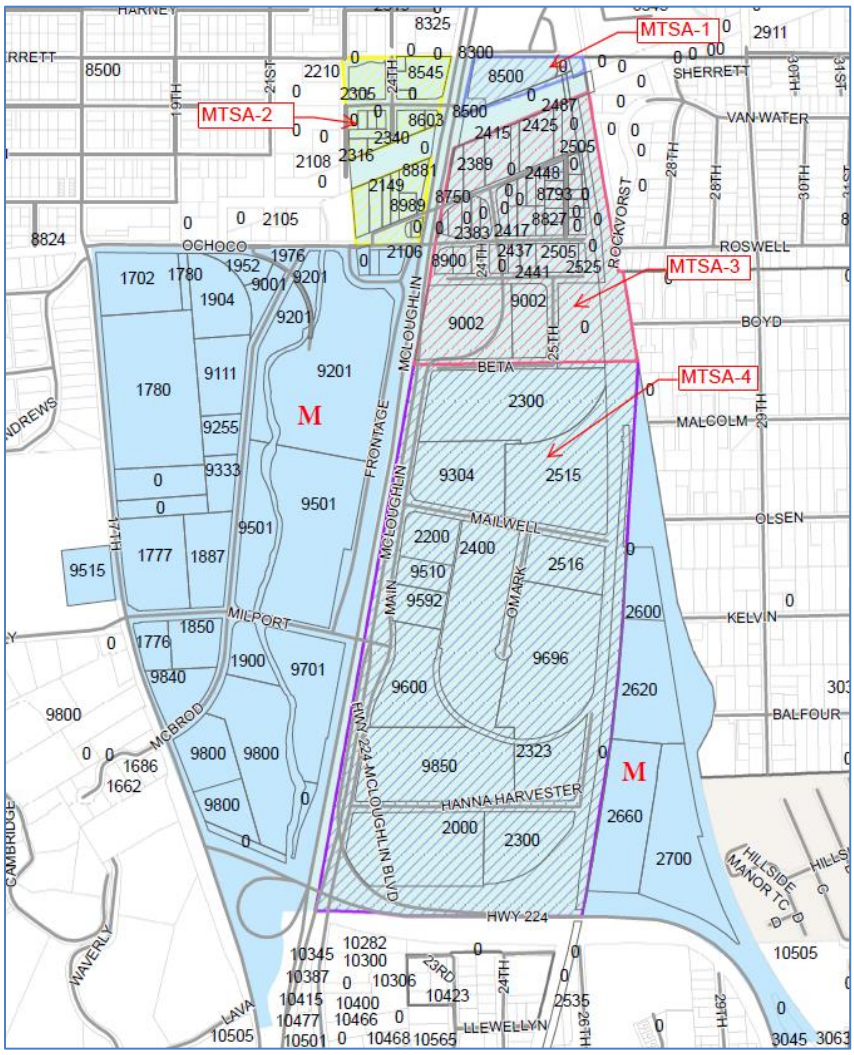
THIS IS TO NOTIFY YOU THAT THE CITY OF MILWAUKIE HAS PROPOSED A LAND USE REGULATION THAT MAY AFFECT THE PERMISSIBLE USES OF YOUR PROPERTY AND OTHER PROPERTIES

(Land Use File #ZA-2017-003)

MILWAUKIE
Dogwood City of the West

WHY THE CITY IS SENDING THIS NOTICE

State law requires cities to inform property owners about proposed land use regulation changes that may affect what development projects or uses can be constructed or allowed on their property. The proposed changes affect properties within the North Milwaukie Industrial Area (NMIA). *(shown on map at right)*. This notice is being sent to owners of property in the M-TSA and applicable M zones and to tenants in M-TSA and applicable M zone buildings. The City of Milwaukie has determined that adoption of this ordinance may affect the permissible uses of your property, and other properties in the affected zone, and may change the value of your property.



HOW THE PROPOSED REGULATIONS MIGHT AFFECT YOUR PROPERTY

Staff has prepared a package of amendments intended to implement the North Milwaukie Industrial Area Plan, as well as streamline and simplify the zoning code. Some changes to the allowed uses as well as applicable design and development standards may apply to your property.

WHY THE CITY IS PROPOSING NEW REGULATIONS

On July 18, 2017, after multiple advisory group meetings and public open houses, and 3 Planning Commission meetings, City Council adopted a resolution directing staff to prepare plan and code amendments to implement the North Milwaukie Industrial Area (NMIA) Plan. The NMIA Plan builds off the Tacoma Station Area Plan (TSAP) adopted in 2013 prior to the construction of the Tacoma Light Rail Station and MAX Orange Line. The NMIA Plan focuses on increasing employment density in the area, providing amenities to serve employees, and accommodating office and industrial flex space.

THE PUBLIC PROCESS TO DATE

Since the July 18 City Council Meeting, planning staff has met with the Planning Commission and will be meeting with the City Council in worksessions to review a package of code amendments.

HOW TO LEARN MORE ABOUT THE PROPOSED REGULATIONS

- Project information, including a complete code commentary with proposed code changes, is available at http://www.milwaukieoregon.gov/planning/za-2017-003.
- The proposed regulations, all supporting documents, and all applicable City ordinances are also available for inspection at the Johnson Creek Facility (6101 SE Johnson Creek Blvd). Copies of the materials are available for purchase at a reasonable cost.

WHO TO CONTACT WITH QUESTIONS

Vera Kolias, Associate Planner
Planning Department
6101 SE Johnson Creek Blvd, Milwaukie, OR 97206
Email: koliasv@milwaukieoregon.gov / Phone: 503-786-7653

SUMMARY OF PROPOSED CHANGES

- Zoning Ordinance –
  - MMC 19.312 – Replace Tacoma Station Area Manufacturing Zone (M-TSA) with a new North Milwaukie Industrial Area (NMIA)
    - Combines Tacoma Station Area Subareas 1-3 into a new Tacoma Station Area Mixed Use Zone (MUTSA)
    - Combines Tacoma Station Area Subarea 4 and the areas zoned Manufacturing (M) in the North Milwaukie Industrial Area into a new North Milwaukie Employment Zone (NME)
    - Revised code language regarding allowed uses and design and development standards applicable to development in the MUTSA and NME
    - Revised code language that is organized to be consistent in structure with that of the General Mixed Use Zone (GMU) and the Downtown Mixed Use Zone (DMU)
  - MMC 19.406 – Delete the Tacoma Station Area Overlay Zone – see notes above
  - Various reference amendments to ensure consistency throughout the Zoning Code
- Milwaukie Comprehensive Plan
  - Adopt the North Milwaukie Industrial Area Plan (NMIA Plan), as a new Comprehensive Plan Ancillary Document
  - Repeal the Tacoma Station Area Plan (TSAP), a Comprehensive Plan Ancillary Document that is superseded by the NMIA Plan.
  - Revise the Transportation Systems Plan to reconcile references to the TSAP with references to the NMIA Plan and include additional new projects identified in the NMIA Plan.
  - Revise the Comprehensive Plan to reconcile references to the TSAP and Tacoma Station Area with references to the NMIA Plan and NMIA.
    - Chapter 4 – Land Use – Economic Base and Industrial/Commercial Land Use Element
      - Objective #1 – Economic Development: Policy 11
      - Objective #4 – Industrial Land Use: Policy 3
      - Objective #15 – Tacoma Station Area

HOW TO COMMENT ON THE PROPOSED REGULATIONS

The Milwaukie Planning Commission will hold a public hearing on the proposed changes (Land Use File # ZA-2017-003; CPA-2017-002) at the date, time, and location listed below:

Date: **Tuesday, November 28, 2017**
Time: **6:30 p.m.**
Location: **Milwaukie City Hall – 10722 SE Main Street – Council Chambers, 2nd floor**

The materials provided to the Planning Commission for the hearing will be available at 8:00 a.m. on **Wednesday, November 22**, at the Planning Department (6101 SE Johnson Creek Blvd), Ledding Library (local information shelf), City Hall (10722 SE Main St), and online at http://www.milwaukieoregon.gov/planning/planning-commission-182. If the Planning Commission recommends approval, the proposed regulations will be considered for adoption by the Milwaukie City Council at a future public hearing.

The Planning Commission is interested in hearing your comments on this proposal. You are invited to attend the hearing and/or submit written comments to the Planning Department at koliasv@milwaukieoregon.gov before the hearing begins. You may also submit written comments or present verbal testimony at the hearings.

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.

CPA-2017-002
NMIA Plan Amendments

Presentation to the
Milwaukie Planning Commission
Amy Koski, Economic Development Coordinator
Vera Kolias, Associate Planner
November 28, 2017

Background

- Project goal: Implement the NMIA Framework Plan and Implementation Strategy



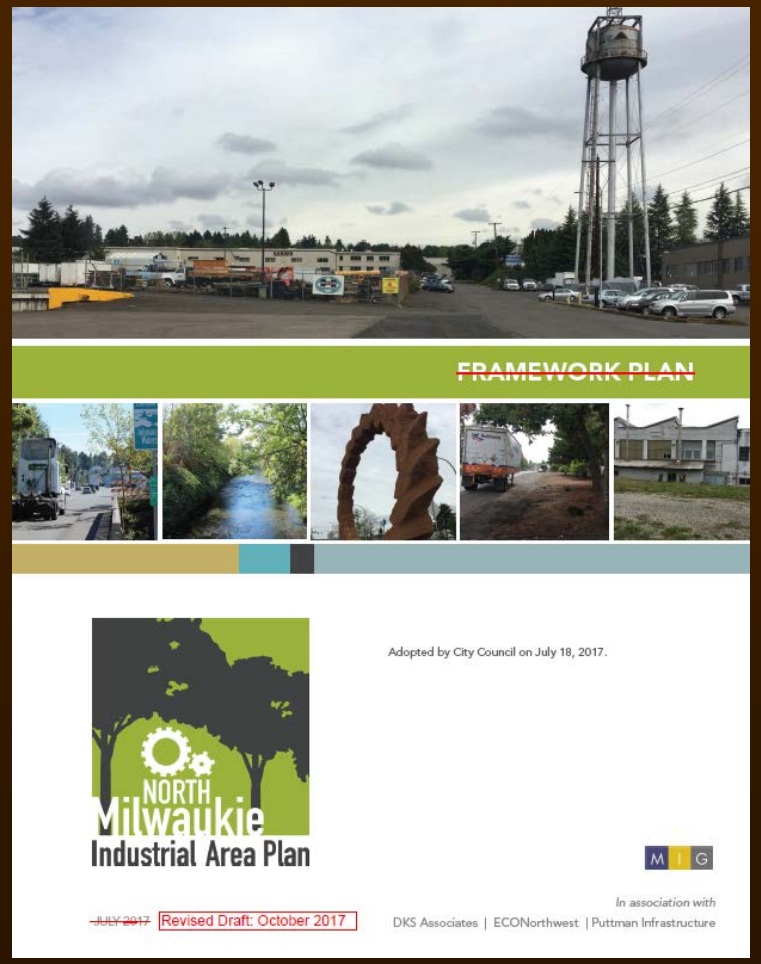



Portland
NMIA
Milwaukie

Summary of Plan Amendments

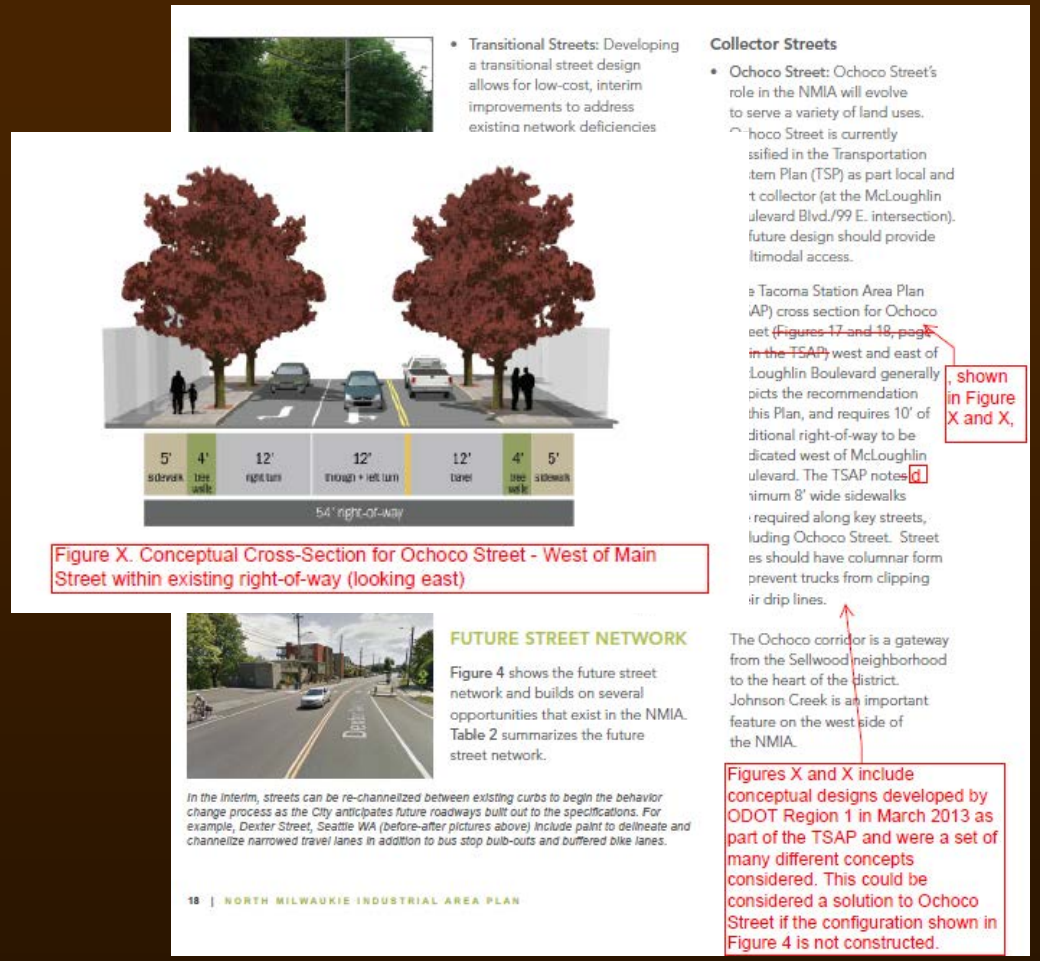
- Changes to the NMIA Plan
  - Inclusion of remaining TSAP items
- Repeal of the Tacoma Station Area Plan (TSAP)
- Updates to the Transportation System Plan (TSP)
  - Where the TSP references the TSAP and/or to reflect the projects identified in the NMIA Plan.
- Updates to the Comprehensive Plan
  - Chapter 4 – Land Use – Economic Base and Industrial/Commercial Land Use Element
  - Amend the Tacoma Station Area

NMIA Plan Changes



- Simplify document name: NMIA Plan
- Remove Appendices and reference standalone background documents where necessary
- Note repeal of TSAP
- Add Natural Features map and narrative
- Update new Zone names: MUTSA and NME

NMIA Plan Changes



- Transitional Streets: Developing a transitional street design allows for low-cost, interim improvements to address existing network deficiencies

Collector Streets

- Ochoco Street: Ochoco Street's role in the NMIA will evolve to serve a variety of land uses.

hoco Street is currently
ssified in the Transportation
tem Plan (TSP) as part local and
t collector (at the McLoughlin
ulevard Blvd./99 E. intersection).
future design should provide
ltimodal access.

e Tacoma Station Area Plan
AP) cross section for Ochoco
eet ~~(Figures 17 and 18, page
in the TSAP)~~ west and east of
Loughlin Boulevard generally
picts the recommendation
his Plan, and requires 10' of
ditional right-of-way to be
dicated west of McLoughlin
ulevard. The TSAP notes~~d~~
imum 8' wide sidewalks
required along key streets,
luding Ochoco Street. Street
es should have columnar form
prevent trucks from clipping
ir drip lines.

, shown in Figure X and X,

5' sidewalk | 4' tree wells | 12' right turn | 12' through + left turn | 12' travel | 4' tree wells | 5' sidewalk

54' right-of-way

Figure X. Conceptual Cross-Section for Ochoco Street - West of Main Street within existing right-of-way (looking east)

FUTURE STREET NETWORK

Figure 4 shows the future street network and builds on several opportunities that exist in the NMIA. Table 2 summarizes the future street network.

The Ochoco corridor is a gateway from the Sellwood neighborhood to the heart of the district. Johnson Creek is an important feature on the west side of the NMIA.

In the interim, streets can be re-channelized between existing curbs to begin the behavior change process as the City anticipates future roadways built out to the specifications. For example, Dexter Street, Seattle WA (before-after pictures above) include paint to delineate and channelize narrowed travel lanes in addition to bus stop bulb-outs and buffered bike lanes.

Figures X and X include conceptual designs developed by ODOT Region 1 in March 2013 as part of the TSAP and were a set of many different concepts considered. This could be considered a solution to Ochoco Street if the configuration shown in Figure 4 is not constructed.

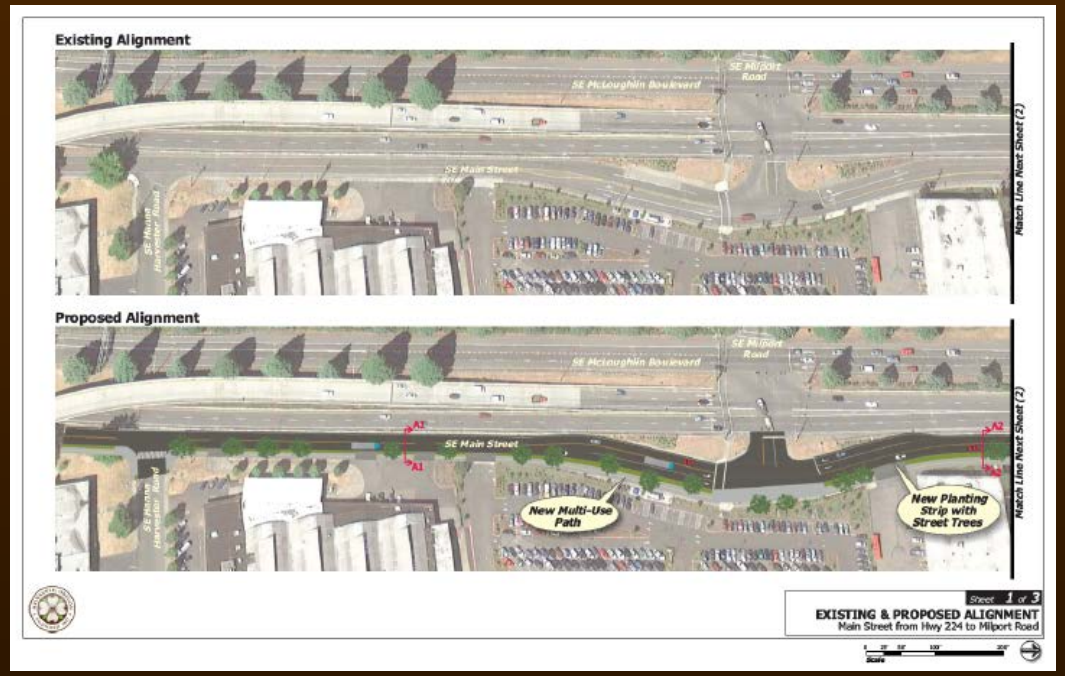
18 | NORTH MILWAUKIE INDUSTRIAL AREA PLAN

- Insert Figures for conceptual cross-sections:
  - Ochoco Street
  - Main Street
  - Mailwell Drive
  - Stubb Street
  - 40’ and 60’ local streets
- Insert ODOT concept for Ochoco Street
- Insert proposed Main Street alignments

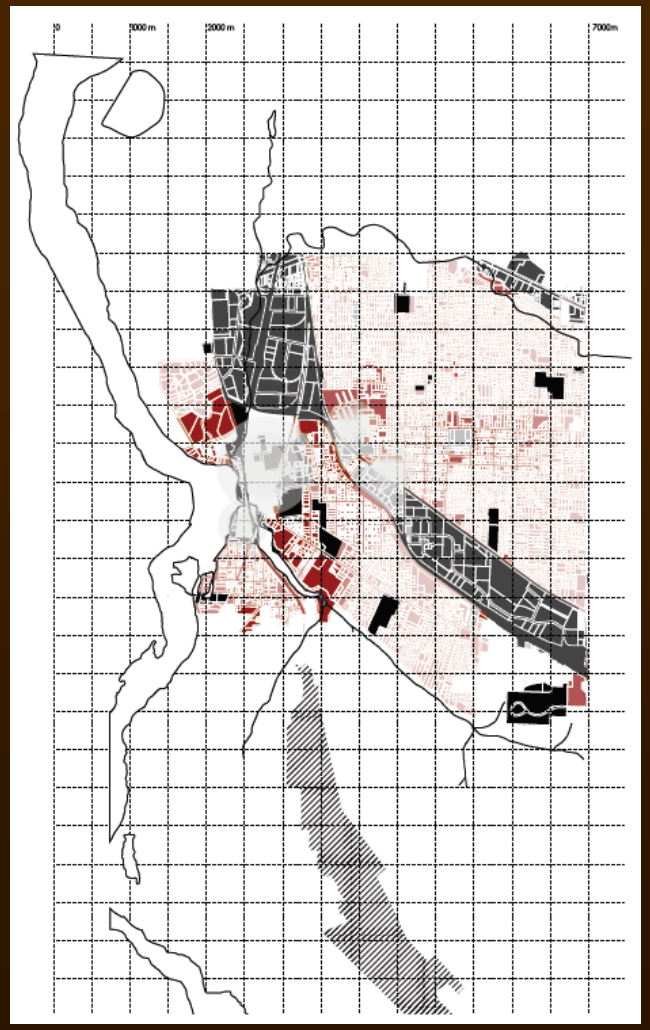
Ochoco Concept



Main Street alignment



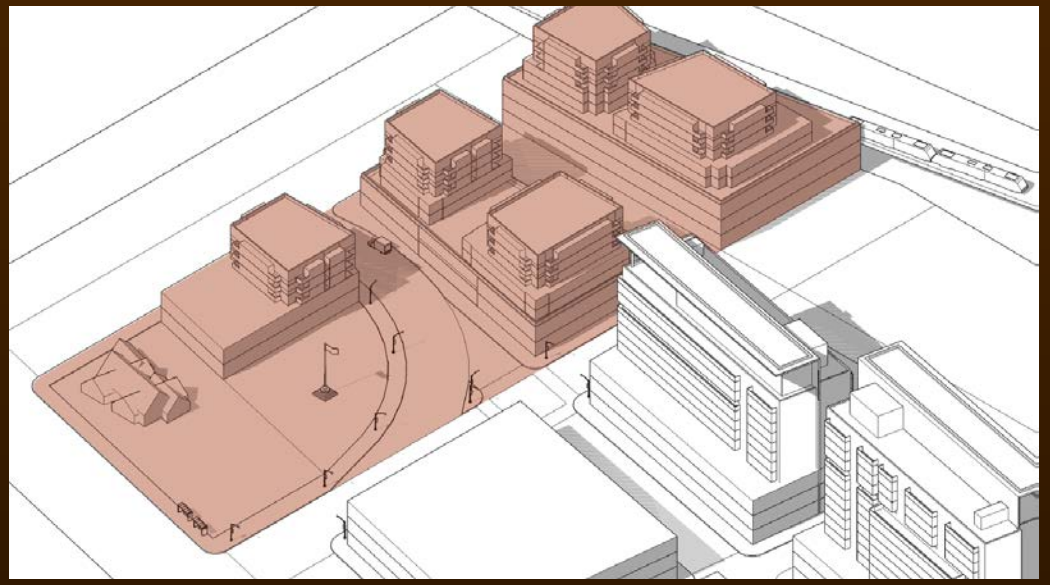
NMIA Plan Changes



- Add Site Design Elements – narrative and example images
- Add project detail to Non-Motorized Street Network and Improvements #12: Include a stairway from the Springwater Corridor to McLoughlin Blvd on the west side
- Additional language refinements throughout the document

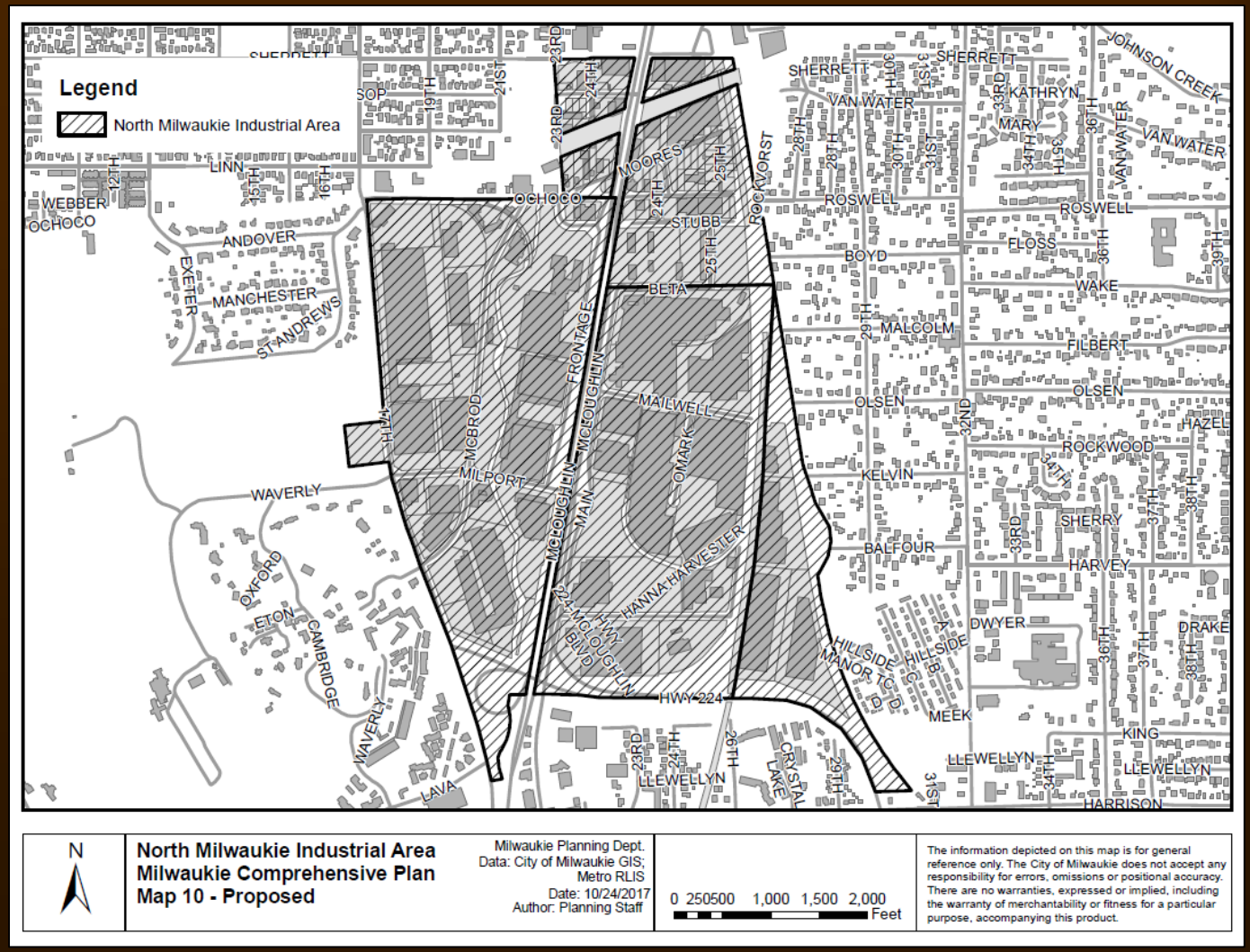
Transportation System Plan Amendments

- Includes identified NMIA projects in the TSP
- Reconciles TSAP with NMIA in the tables and narrative

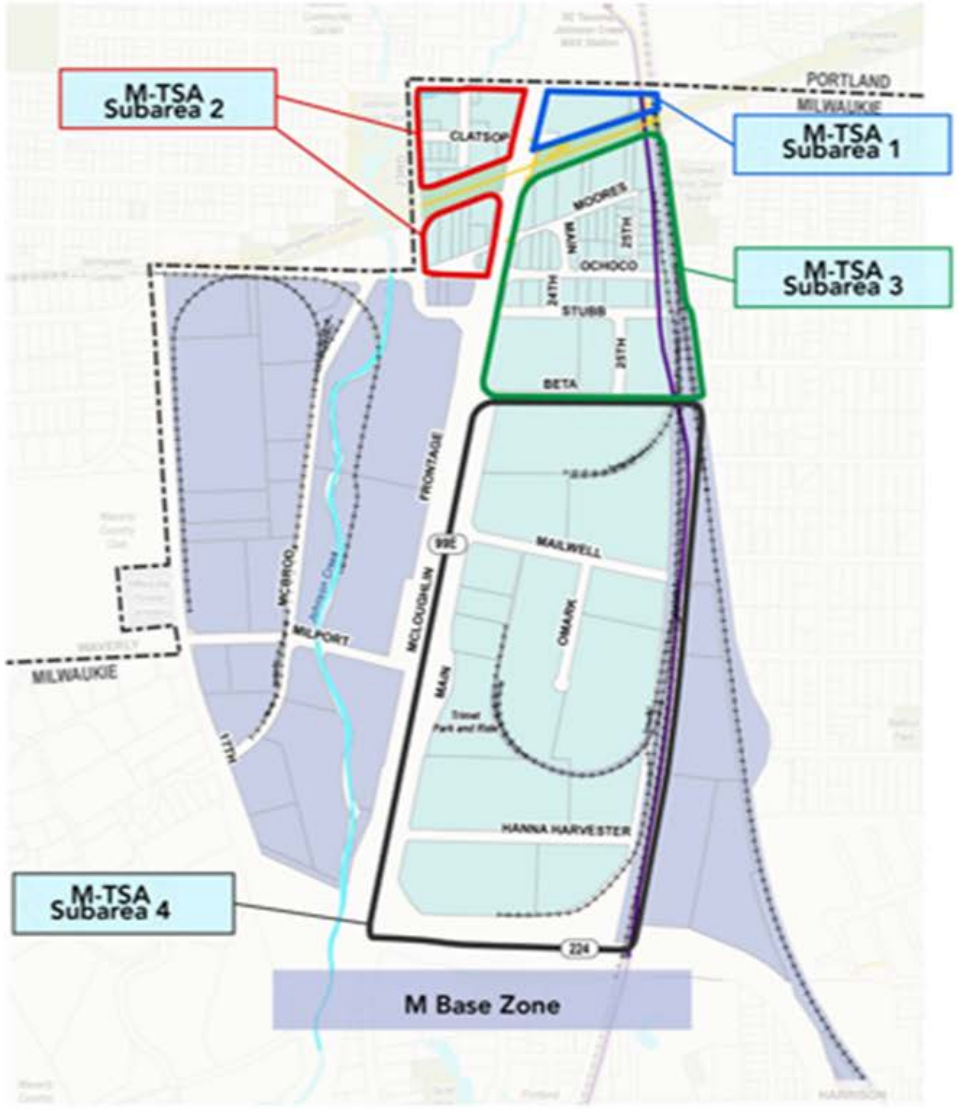


Comprehensive Plan Amendments

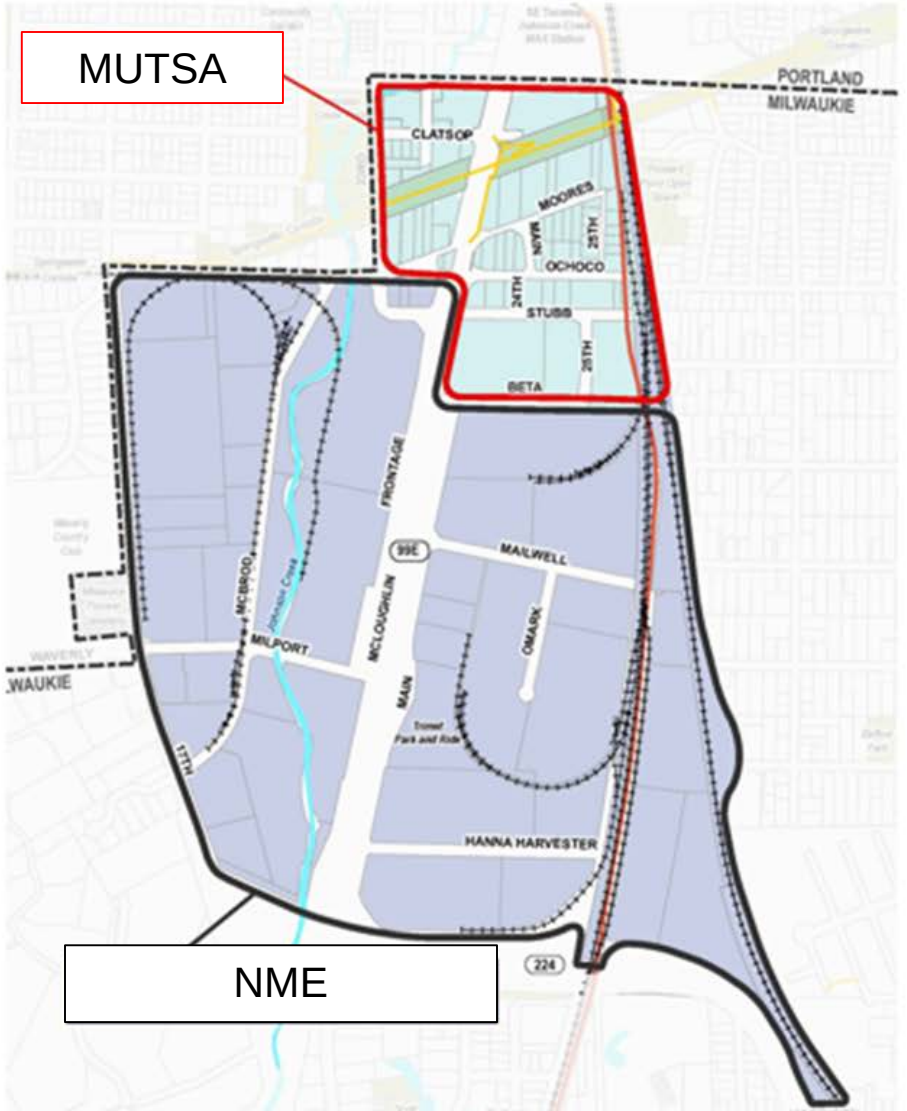
- New Objective #17 – North Milwaukie Industrial Area
  - This new objective adopts and implements the NMIA Plan
- New Map 10 – North Milwaukie Industrial Area



Current Zoning

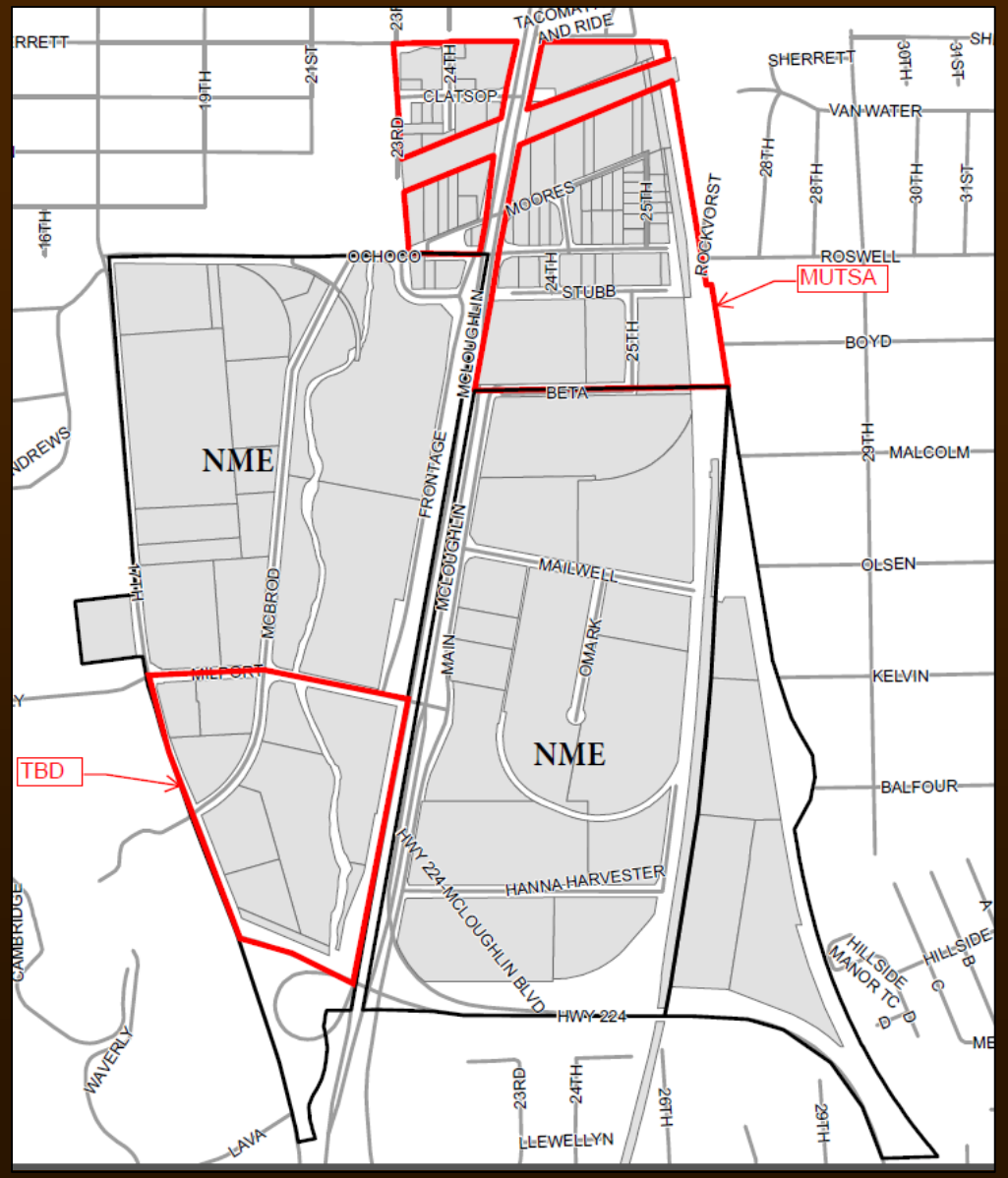


Proposed Zoning



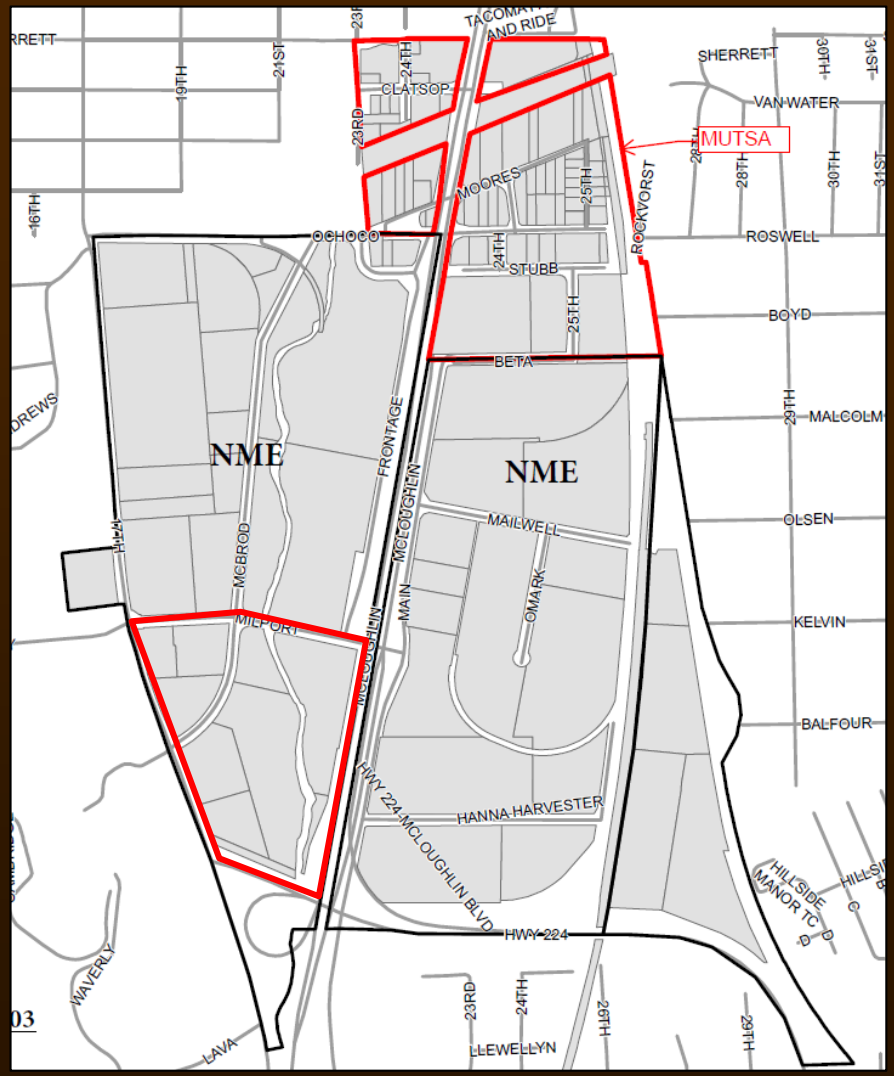
Key Question #1

- Should the boundary of the MUTSA be revised to include the area bounded by Milport Rd, 17th Ave, and McLoughlin Blvd?



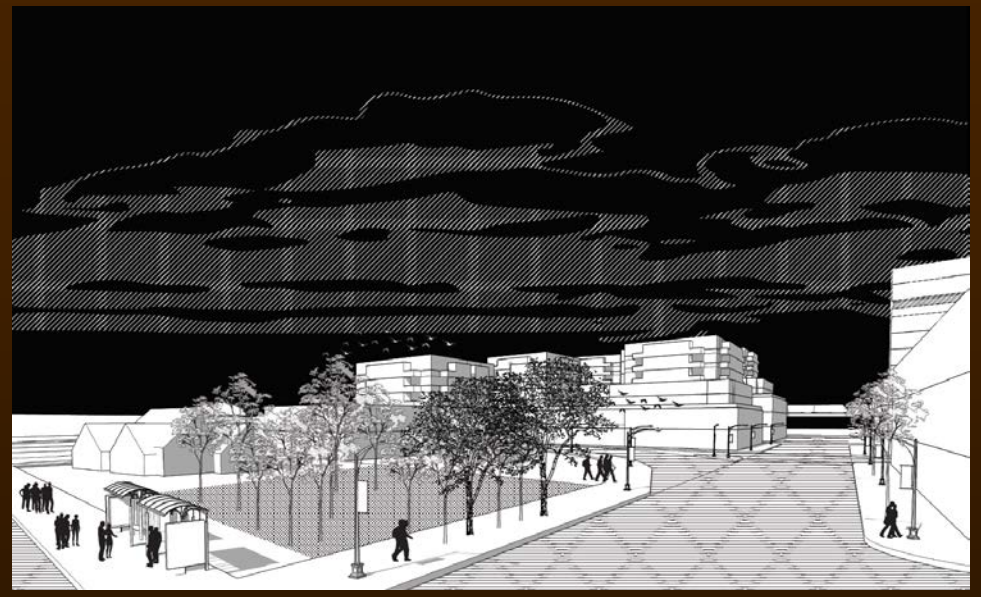
Key Question #1

- Option 1: Maintain NME and MUTSA zones as proposed by the Plan and staff recommendation
- Option 2: Apply MUTSA zoning
- Option 3: Create a new MUTSA Overlay with no standalone multi-family residential and a 10-year sunset



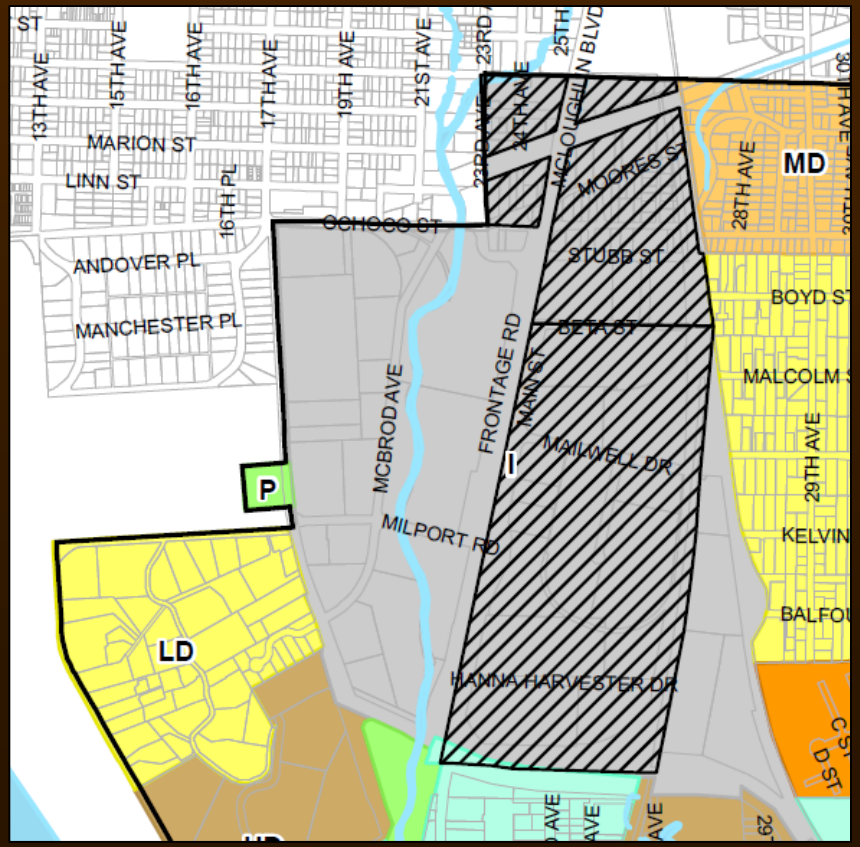
Key Questions: 2 and 3

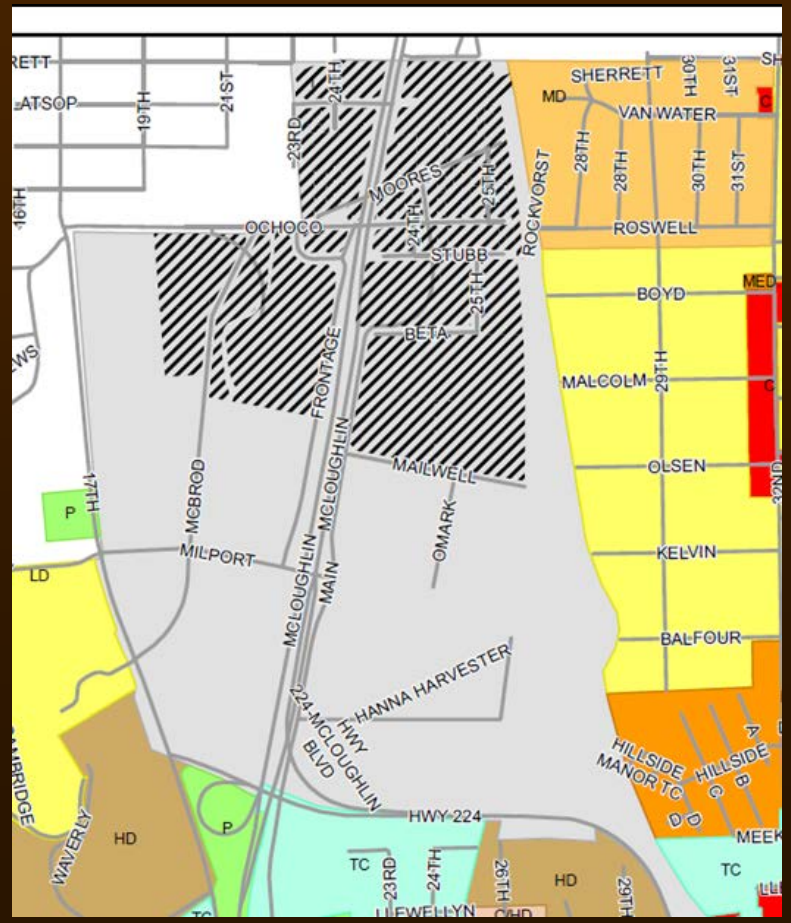
- Are there any questions or concerns about the proposed NMIA Plan?
- Are there any questions or concerns about the revisions to the Comprehensive Plan or Transportation System Plan, including compliance with Goal 12 – Transportation?



Key Question: #4

- Are there any questions or concerns about the proposed changes to the Tacoma Station Area?





Staff Recommendation

- Reach consensus on the recommended draft plan amendments and agreement on recommended actions in advance of the anticipated January 9, 2017, vote on the full amendment package.

Next Steps

- 12/12: PC hearing #2 – zoning code amendments
- 12/19: Council work session #1
- 1/9: PC hearing #3 - vote
- 1/16: Council work session #2
- 2/6: Council hearing #1
- 2/20: Council hearing #2
- 3/6: Council hearing #3