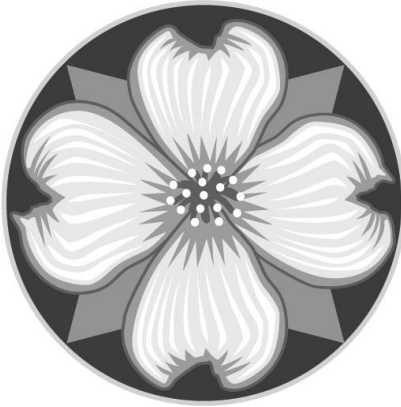




Study Session

SS

Milwaukie City Council

COUNCIL STUDY SESSION

City Hall Council Chambers

10722 SE Main Street

(location changed December 7, 2018)

www.milwaukieoregon.gov**REVISED AGENDA**

DECEMBER 11, 2018

(Revised December 7, 2018)

Note: times are estimates and are provided to help those attending meetings know when an agenda item will be discussed. Times are subject to change based on Council discussion. **Page #**

- 1. Safe Access for Everyone (SAFE) Public Engagement – Update (5:30 p.m.)** **1**
Staff: Kelly Brooks, Assistant City Manager

Dinner Break (6:30 p.m.)

- 2. Comprehensive Plan Block 2 Policies – Discussion (6:45 p.m.)** **5**
Staff: Denny Egner, Planning Director, and
David Levitan, Senior Planner

- 3. Adjourn (7:45 p.m.)**

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Executive Sessions

The City Council may meet in Executive Session pursuant to ORS 192.660(2); all discussions are confidential and may not be disclosed; news media representatives may attend but may not disclose any information discussed. Executive Sessions may not be held for the purpose of taking final actions or making final decisions and are closed to the public.

Meeting Information

Times listed for each Agenda Item are approximate; actual times for each item may vary. Council may not take formal action in Study or Work Sessions. Please silence mobile devices during the meeting.



COUNCIL STUDY SESSION

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

MINUTES

December 11, 2018

Mayor Mark Gamba called the Council meeting to order at 5:33 p.m.

Present: Council President Lisa Batey; Councilors Angel Falconer, Wilda Parks, Shane Abma

Staff: Assistant City Manager Kelly Brooks
Assistant Planner Mary Heberling
City Manager Ann Ober
City Recorder Scott Stauffer

Planning Director Denny Egner
Planning Intern Tay Stone
Public Works Director Peter Passarelli
Senior Planner David Levitan

1. Safe Access for Everyone (SAFE) Public Engagement - Update

Ms. Brooks introduced Jessica Pickul with JLA Public Involvement. She noted that this conversation was to discuss the SAFE program engagement approach.

Ms. Pickul noted that the first phase of SAFE projects would take place over three years. She explained the different components of the engagement program and reviewed key messages. **Council President Batey** suggested that the work SAFE projects would do to address Americans with Disabilities Act (ADA) accessibility issue be mentioned. **Ms. Brooks** confirmed staff would include that information.

Ms. Pickul reviewed the outreach activities that would take place. **Mayor Gamba** suggested getting before and after project photos and videos showing how children and others navigate the streets and areas.

Ms. Pickul explained additional outreach activities, including neighborhood walking tours with community members. The group discussed types of community groups that staff should work with to promote SAFE projects. **Ms. Brooks** noted the goal was to inform those who would be impacted or would benefit from the SAFE program.

Councilor Abma asked if there were visual renderings to show how streets would look with the additions of sidewalks and other SAFE additions. **Ms. Brooks** would research options for how to visually show the program benefits.

Ms. Pickul explained the plan to provide a real-time tracker on the project website to demonstrate project performance measures. **Councilor Falconer** suggested providing statistics on number of students impacted instead of schools. The group discussed how to measure which schools are impacted by the SAFE program. Council provided additional feedback on the performance measures.

Ms. Pickul noted the SAFE website was currently under development. She discussed the level of project detail the website would provide and the schedule for the Linwood Avenue and Monroe Street intersection safety improvements. **Councilor Falconer** wondered if there was a way to track the effectiveness of the public outreach. The group discussed the benefits of knowing outreach effectiveness.

Mayor Gamba and **Ms. Brooks** discussed how the changes at the Linwood/Monroe intersection would reduce speed and traffic incidents.

Ms. Pickul provided an update on the Sellwood Street to Madison Street SAFE project. The group discussed the importance of explaining Right-of-Way (ROW) encroachments.

The group briefly discussed the Rowe Middle School tennis courts project.

Ms. Brooks provided an update on the Sellwood and Ardenwald SAFE projects. **Mayor Gamba** and **Ms. Brooks** discussed the materials for the Ardenwald path.

Mayor Gamba recessed the Study Session at 6:28 p.m. for a dinner break and reconvened the Study Session at 6:52 p.m.

2. Comprehensive Plan Block 2 Policies - Discussion

Mr. Levitan provided an overview of the Comprehensive Plan and the four block areas. He reviewed the public engagement that had taken place and noted both the proposed changes to the Block 2 Goals and Policies. **Mr. Egner** noted staff was hoping for Council to “pin down” the policies in January 2019. He and **Mr. Levitan** explained the public hearing and adoption process moving forward.

Councilor Falconer discuss the graphs included in the public engagement report. She asked to see more graphs demonstrating the representative sample of respondents related to Milwaukie’s population.

Mr. Levitan walked through the four policy areas and asked for Council feedback. He began with the parks and recreation policies. The group discussed the section of the overarching chapter goal of preserving the opportunity for future public recreational use of vacant private lands. They discussed the wording of the goal and the intent behind it. It was the group consensus to remove the section from the overarching chapter goal, as it was better worded in Policy 4.4.3.

The group debated using generic terms or specific proper names in the document, such as using “parks district” or North Clackamas Parks and Recreation District (NCPRD). It was the group consensus to use generic names over specific district names.

The group discussed the wording of Policy 4.4.7.

Mr. Egner noted that Policy 4.4.2 referenced an appendix which included definitions of different types of parks. He explained why these definitions were moved to an appendix to serve as background information, instead of being included in the policy itself. He reviewed the Willamette Greenway (WG) policies and explained the intent behind the Greenway Compatibility Review Boundary and the Greenway Design Plan. He pointed out boundary areas on the WG Flood Risk map and noted that the boundary would be updated to include Elk Rock Island.

The group discussed protecting views of the river and noted potential and actual flooding related to Kellogg Creek and Lake.

Councilor Falconer asked if Kellogg Creek should be specifically named in the policy and suggested just including the Willamette River. She and **Mr. Egner** discussed the greenway boundary. The group discussed protecting views of the river versus planting trees to shade waterways and cool fish habitats. They noted other plans that protected Kellogg Creek and discussed the possibility of talking Kellogg Creek out of the WG.

Mr. Levitan reviewed the Natural Hazards policies. He noted related Comprehensive Plan Advisory Committee (CPAC) discussions. He asked for Council feedback on Policy 7.1.3 and Council noted their agreement with the proposed changes.

Councilor Abma noted the potential future use of drones for floodplain mapping. The group discussed the re-mapping of certain areas.

The group discussed minor word changes to the Natural Hazards policies.

Mr. Levitan reviewed the Climate Change and Energy policies. **Mayor Gamba** discussed compact neighborhoods and **Mr. Levitan** noted how an explanatory statement could be added. **Councilor Falconer** agreed that more explanatory “pop-up” statements should be included throughout the document. The group discussed the need to plan for climate change and noted other cities’ actions to address climate change.

Mr. Passarelli and the group commented on the great work done by the CPAC, the community, and staff in creating the policies.

Mr. Levitan noted the upcoming timeline for the Block 2 Goals and Policies.

Clackamas Cities Association (CCA) Dinner Update

Ms. Ober reported that the City of Oregon City had offered to let Milwaukie host the CCA Dinner in June 2019. The group noted which staff members may or may not be in town and it was the Council consensus to host the dinner in June 2019.

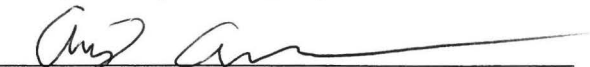
Wichita Park Update

Council President Batey asked when Wichita Park would open. **Ms. Ober** reported that the Park would not be ready until spring and noted minor project setbacks. The group discussed grass seed plantings.

3. Adjourn

Mayor Gamba adjourned the Study Session at 8:21 p.m.

Respectfully submitted,



Amy Aschenbrenner, Administrative Specialist II

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COUNCIL STAFF REPORT

To: Mayor and City Council
Ann Ober, City Manager

Date Written: Nov. 29, 2018

Reviewed: Jessica Pickul, JLA Public Involvement

From: Kelly Brooks, Assistant City Manager

Subject: Safe Access for Everyone (SAFE) Public Engagement Update

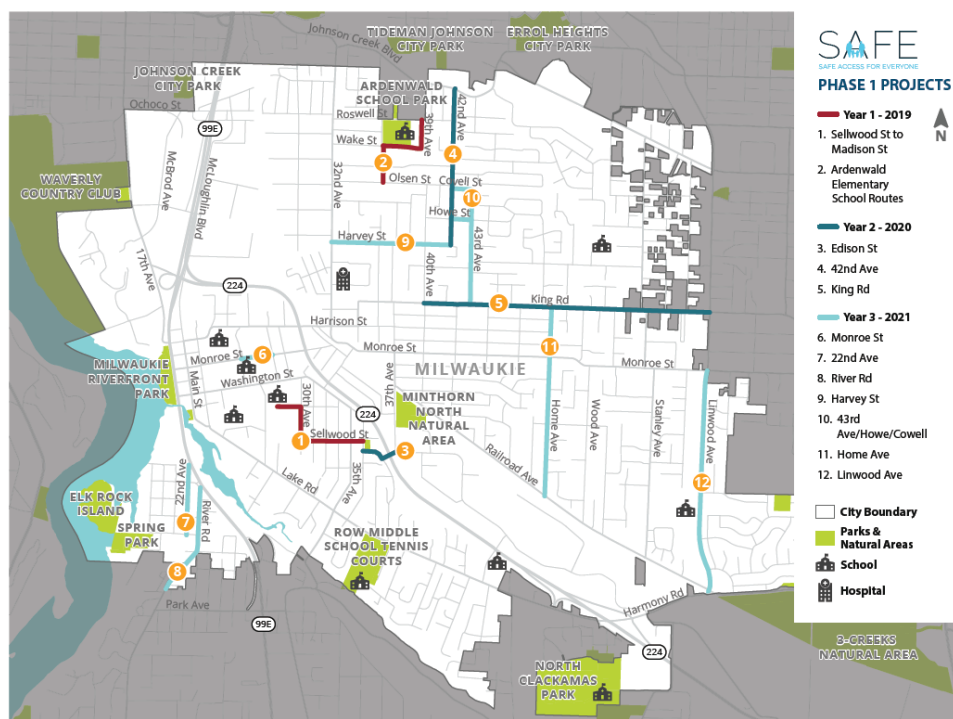
ACTION REQUESTED

Provide an update on the public engagement approach and schedule for the SAFE program.

ANALYSIS

PHASE 1 PROJECTS

Over the next three years, the City plans to complete the following projects included in the SAFE program priority plan developed by the Public Safety Advisory Committee (PSAC).



(Larger map available as an attachment)

KEY MESSAGES TO COMMUNICATE

- Highlight project progress on a regular basis (quarterly).
- The SAFE program supports the City's vision and climate goals.
- SAFE helps the City meet its goal of having Safe Routes to Schools.

- Everyone in the City will at some point benefit from the improvements being made with this program.
- The design team will design around trees to avoid removal, whenever possible.
- Some properties have encroachments that will require removal.
- Educate the community on how the SAFE fee differs from the Street Surface Maintenance Program (SSMP) fee.

ENAGEMENT APPROACH/ TOOLS

The following outlines the ways the City will communicate with community members about the SAFE program:

Public Information Method	Description
Public events	Up to 3 open houses/community events for the program.
Stakeholder list and comment tracking	A complete list of interested parties.
Website	Website with project background, anticipated work areas and timeline, construction impacts, contact information, regular construction updates, and performance measure updates.
The Pilot Newsletter	The City's monthly newsletter will inform the community about status updates, open houses, neighborhood tours and feedback opportunities. Expecting to include up to 6 inserts.
Project flyers	Flyers will provide immediate neighbors with design and construction updates for each project and site-specific maps. Four flyers will be mailed to each of the seven Neighborhood District Associations (NDAs).
Factsheet and postcards	The factsheet will be used throughout design with minimal need for updates. Postcards will advertise public events and milestones.
Neighborhood tours	Up to 9 walking tours with neighbors and the Industrial Districts to discuss the needs of the project and neighborhood during the design phase.

Public Information Method	Description
Performance measure tracking	Quarterly updates on an online visual dashboard tool that shows how well the project is achieving its goals.
Social media	Distribute public information, as appropriate, through Facebook, Instagram, and Nextdoor.
Property owner outreach	Assessing impacts of pre-construction and construction and respond to their concerns.
Presentations	Presentations to update NDAs, PSAC, and City Council.
Project videos	One project video to provide a project overview, overall goals, anticipated schedule, and what to expect during construction.
Utility Bill Inserts	Notice enclosed with utility bills, contacting Parent Teacher Associations to share communications.

PERFORMANCE MEASURES

The following goals and metrics help the project team gauge the responsiveness and overall success of the SAFE program. In Phase 1, the City is measuring:

- Miles of sidewalks and paths added
- Percentage of schools with Safe Routes to Schools
- Number of trees preserved
- Number of public engagement opportunities
- Percentage of Phase 1 projects completed

CURRENT/UPCOMING OUTREACH

- 1) **Program webpage update.** The program webpage is being updated to include more detailed information and maps for each of the twelve projects included in Phase 1. An overview video about the program will also be completed and included on the website by the end of the year.
- 2) **Linwood/Monroe Intersection Safety Improvements.** The design is being finalized for this intersection in collaboration with Clackamas County, with plans to complete the interim improvements by early January 2019. Outreach for this improvement began the week of December 3rd, and includes a factsheet, door knocking to adjacent neighbors, business canvassing, tabling at Wichita Park, a presentation to Linwood NDA, yard signs or signs near the improvement area, outreach with Linwood and King schools, and a write-up in the December editorial of the Pilot.

- 3) **Encroachment Outreach for Sellwood to Madison Street.** Letters will soon be sent to neighbors with encroachments in the right-of-way that need to be removed in order to complete the final design. Door knocking to property owners will follow.

BUDGET IMPACTS

This work is funded as part of the 19/20 biennial budget.

WORKLOAD IMPACTS

None.

COORDINATION, CONCURRENCE, OR DISSENT

None.

STAFF RECOMMENDATION

N/A

ALTERNATIVES

N/A

ATTACHMENTS

None.



PUBLIC OUTREACH UPDATE

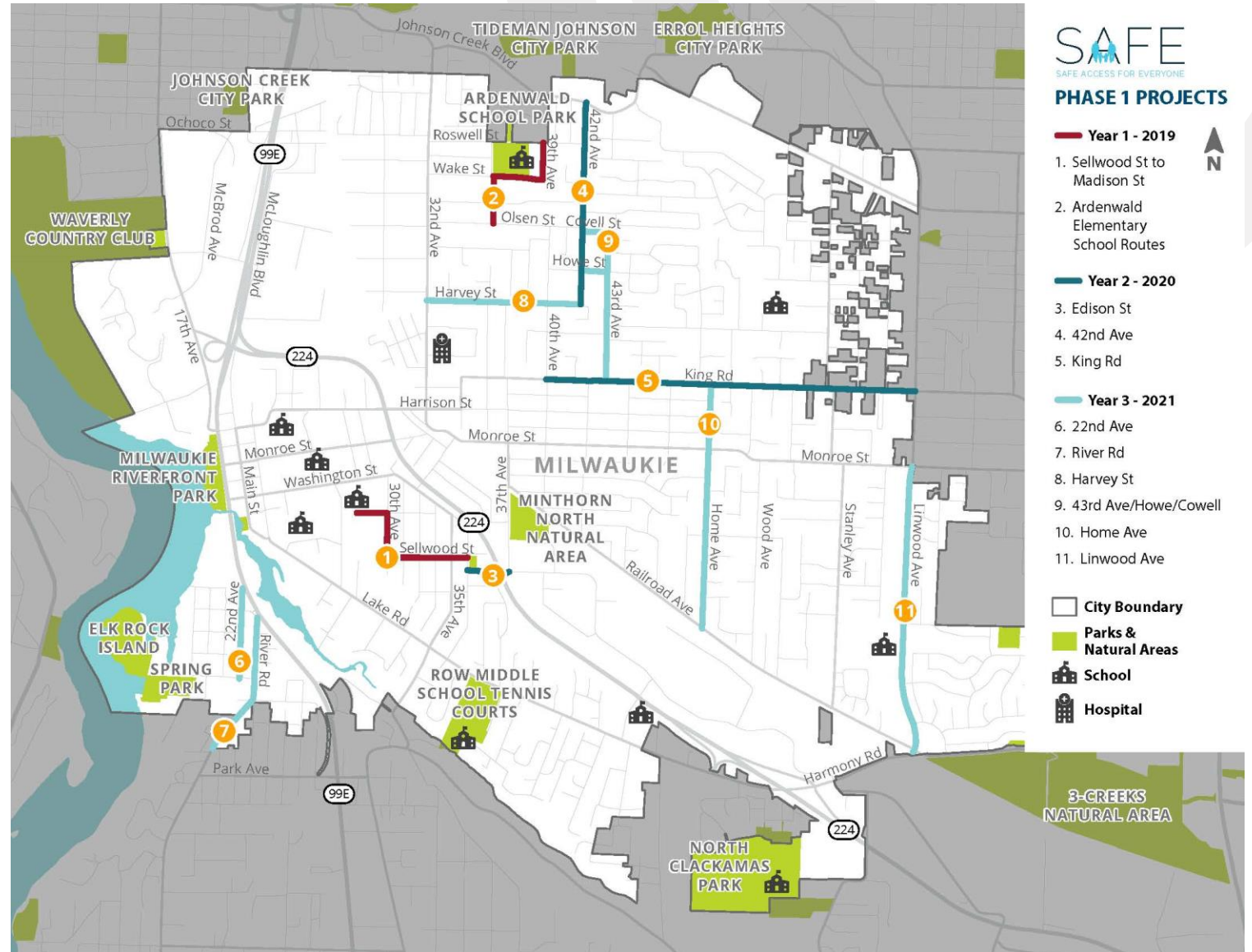
DECEMBER 11, 2018



SAFE: PHASE 1

Over the next three years, the city plans to complete the 11 projects.

Project phasing was developed by the Public Safety Advisory Committee (PSAC).



SAFE: PHASE 1 OUTREACH

JLA Public Involvement will support the City of Milwaukie on outreach for Phase 1 projects.

Tonight's Update:

- Outreach approach overview
- Performance measures
- Update on current activities



SAFE: KEY MESSAGES

- SAFE supports the city's vision and climate goals
- SAFE helps the city meet Safe Routes to Schools goals
- Everyone benefits from the improvements being made with this program
- Whenever possible, the design team will design around trees to avoid removal
- Some properties have encroachments that need to be removed to complete improvements included in this program
- The SAFE fee differs from the Street Fee
- Highlight project progress on a regular basis (quarterly)

Anything else?

 CITY OF MILWAUKIE

Fact Sheet Fall 2018

 SAFE

SAFE ACCESS FOR EVERYONE
IN MILWAUKIE

Safe Access for Everyone (SAFE) is the City of Milwaukie's program to improve safety for people walking, biking and more.

SAFE calls for upgrading our network of connections such as sidewalks, ramps, and crossings to fill network gaps, replace portions that don't meet ADA standards, and remove barriers for people to get where they need to go safely.

Over the past few years, we worked with community members to identify where mobility improvements are needed most. Now, we are getting started on the design and construction of these important projects.

Why are the SAFE projects needed?

Word is out that Milwaukie is a great place to live, so our city is growing — and that means more traffic. More motor traffic erodes safety for people when they are not in cars. That includes kids, people walking dogs or running errands, and people who use mobility devices. Preserving safety by completing connections such as sidewalks, ramps and crossings is just the right thing to do, and it's also required by federal ADA laws. These connections serve everyone in Milwaukie — to reach a neighbor's house, a school or a coffee shop, or even doctors.

QUICK FACTS

36 MILES
of sidewalks and paths SAFE will add or repair.

The first phase will add 13.7 miles of sidewalks and paths.

11 schools will have Safe Routes to School as a result of this project.

\$51.1 MILLION
Total cost of SAFE program.

Project funding comes from the existing SAFE fee and the gas tax.

www.milwaukieoregon.gov/engineering/safe

SAFE: OUTREACH ACTIVITIES

- 3 public events
- 9 neighborhood walking tours
- Robust property owner outreach
- Presentations to City Council, NDA's, PSAC
- 6 newsletters included in the Pilot
- Project fliers
- Factsheets for each project
- Performance measure tracking
- Website updates (with interactive map)
- Social media
- 2 videos
- Utility bill inserts
- Comment and stakeholder tracking



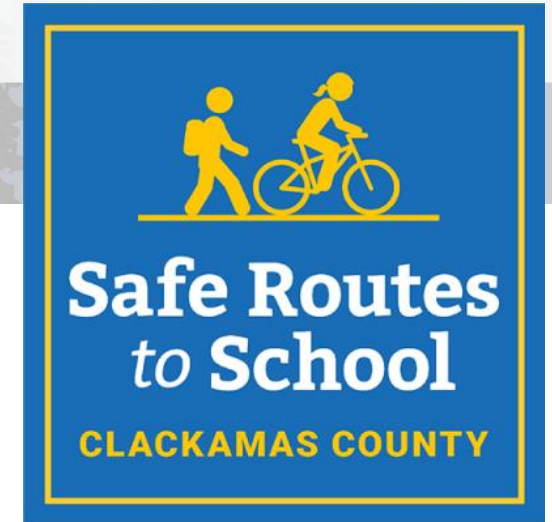
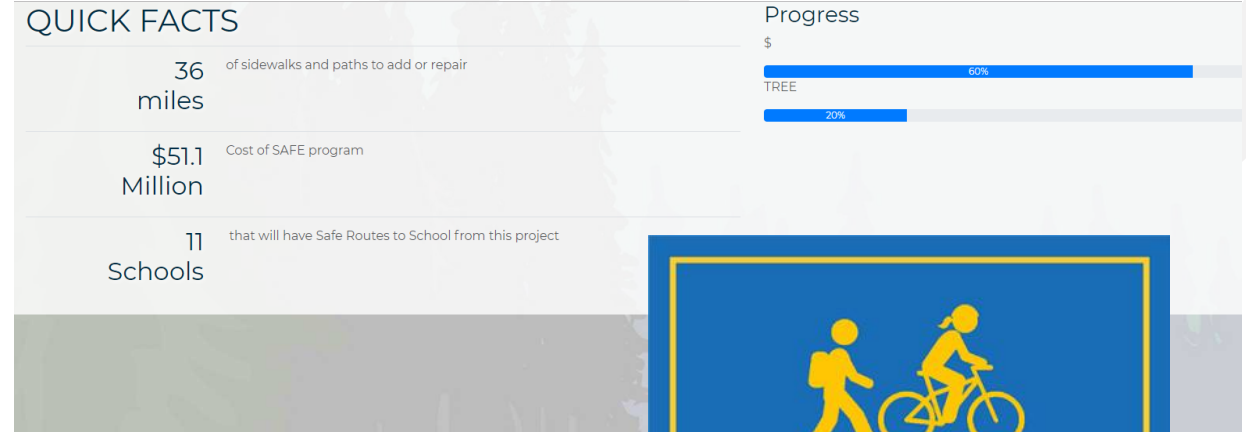
SAFE: PERFORMANCE MEASURES

Performance measures will help the project team gauge the responsiveness and overall success of the SAFE program.

The following will be displayed on the website:

- **Miles of sidewalks and paths added**
- **Percent of schools with Safe Routes to Schools**
- **Number of trees preserved and planted**
- **Number of public engagement opportunities**
- **Percent of Phase 1 projects completed**

Anything we should add?

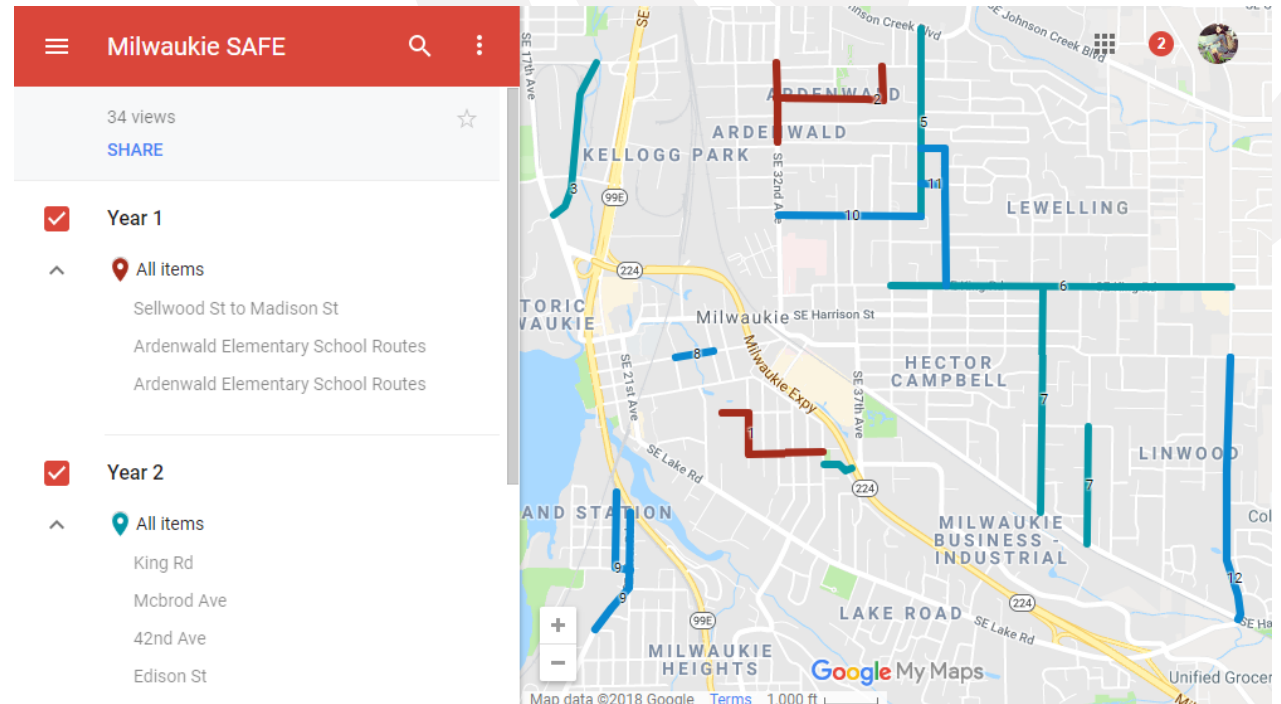


SAFE: CURRENT OUTREACH/ ACTIVITIES

Website is under development

By next week it will provide:

- Timely updates
- More detailed information
- Interactive map of all Phase 1 projects
- FAQ's for each project
- Maps for each project
- SAFE overview video
- Info about public engagement opportunities
- Performance measures
- Contact information



SAFE: CURRENT OUTREACH/ ACTIVITIES

Linwood/ Monroe Intersection Safety Improvements

Schedule

- Design completed last week
- Outreach started this week
- Improvements will go in on the next dry and warm day (December)

Outreach

- Presentation to Linwood NDA (*completed*)
- Article in December Pilot (*completed*)
- Door knocking with neighbors (*started*)
- Business and schools outreach
- Mailing to ½ mile radius about project
- Signs along both streets



SAFE: CURRENT OUTREACH/ ACTIVITIES

Sellwood to Madison Street

- Encroachment letters are being sent to neighbors with encroachments in the right-of-way that need to be moved
- Door knocking to property owners will follow





Thank you!

Any questions?



Sellwood & Ardenwald SAFE Projects Update

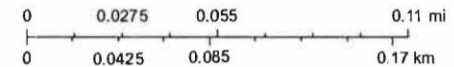
Sellwood SAFE Project



6/29/2018

- ☐ Milwaukie City Limits
- Addresses
- Buildings
- ☐ Taxlots
- Outside Milwaukie

1:2,257



City of Milwaukie Oregon
Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, © OpenStreetMap contributors, and the GIS User Community

Sellwood

Scope

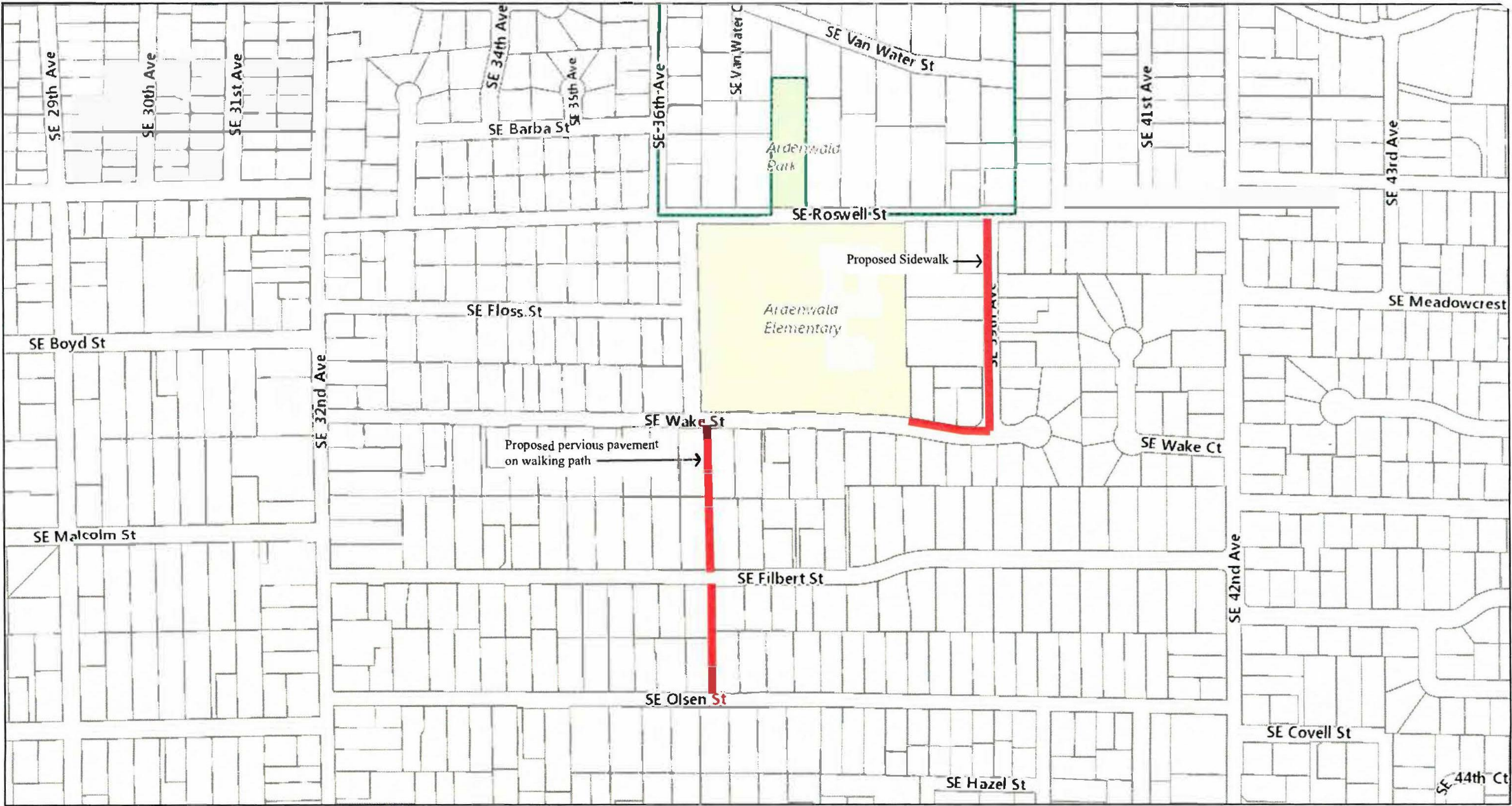
New sidewalk and crossings on SE Sellwood ST. (mostly on south side)

Sidewalk repair and replacement on SE 30th and Madison St

Schedule

- Tapani Inc. was awarded the construction contract.
- Project will be completed by 8/23/19
- Pre-construction conference is the next step.

Ardenwald SAFE Project



Ardenwald

Scope

- Replacing the walking path between Wake and Olsen
- Building new sidewalk on Wake St. and 39th.

Schedule

- D&D Concrete and Utilities was awarded the contract.
- They plan to begin work by March 1, 2019
- The Ardenwald path will be paved over Spring Break.
- Project must be completed by May 31, 2019



CITY OF MILWAUKIE



Fact Sheet Fall 2018



SAFE ACCESS FOR EVERYONE

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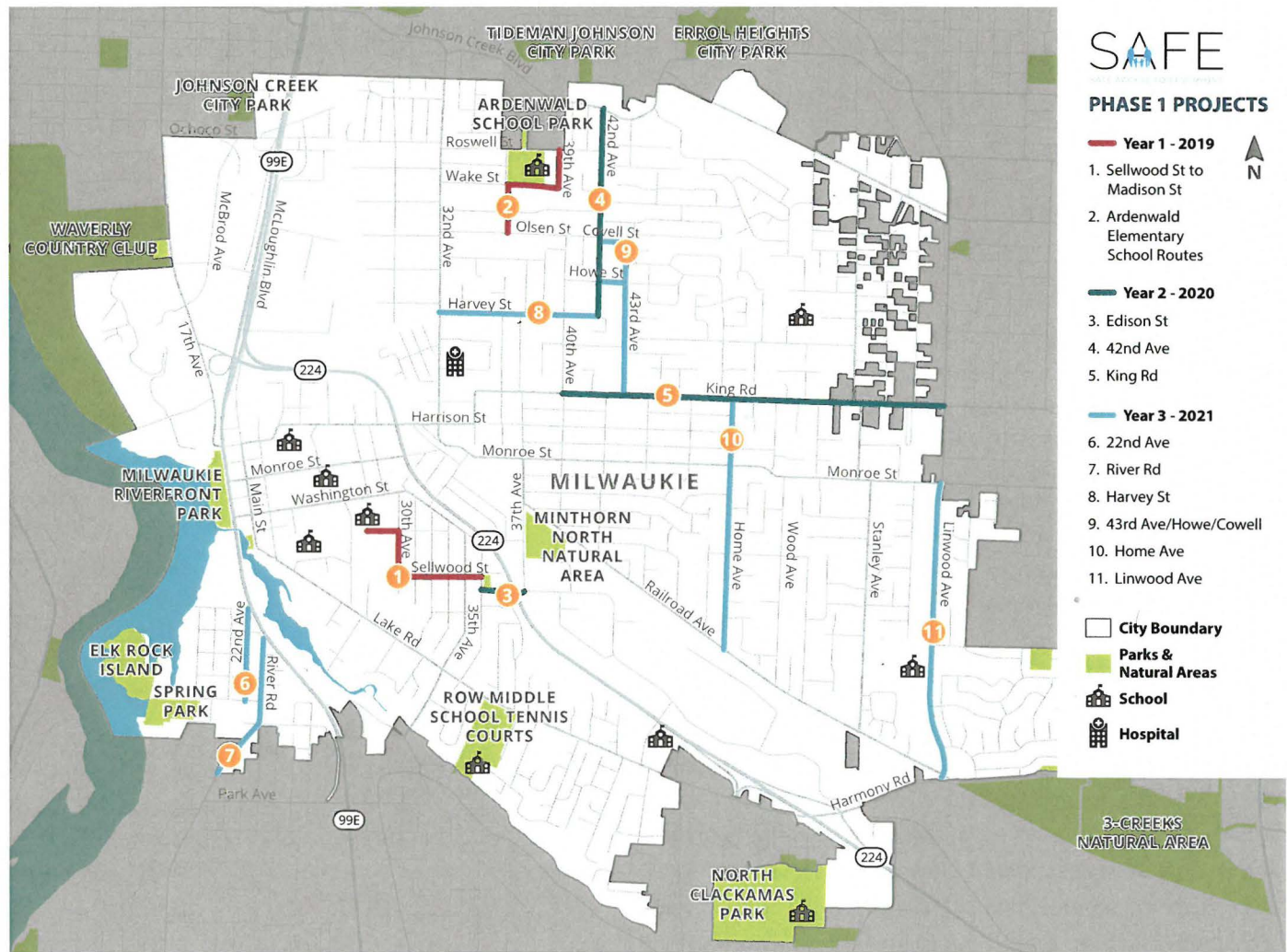
www.milwaukieoregon.gov/engineering/safe

Schedule

The SAFE program's improvements will be completed as part of several projects on different schedules over the next three years, in all seven Milwaukie neighborhoods. They will add 36 miles of sidewalks and paths.

- » Construction will soon begin on **Sellwood Street, Madison Street, and 30th Avenue** in the Lake Road neighborhood. This work will fill sidewalk gaps, replace portions of existing sidewalk and ramps that do not meet ADA standards, remove barriers, and address stormwater issues.
- » We have started design on the **Ardenwald Elementary Safe Routes to Schools** project, with plans to begin construction later this fall.

Over the coming months we will learn about existing problems and needs, explore design options, and meet with neighbors and community organizations about other areas within the SAFE program.



STAY INFORMED



Attend an upcoming meeting



Sign up for email updates



Follow us:
@CityofMilwaukie

Contact: **Jessica Pickul**
SAFE Community Engagement
503-235-5881
Jessica@jla.us.com

www.milwaukieoregon.gov/engineering/safe

LINWOOD AND MONROE INTERSECTION SAFETY UPDATE

This short-term project will install much needed safety features at the intersection of SE Linwood Avenue and SE Monroe Street.

The City of Milwaukie and Clackamas County have worked collaboratively to make urgent safety updates to the intersection of SE Linwood and Monroe. Crash data shows that this intersection is one of the most dangerous intersections in the city, with several recent accidents and nearly 30 reported crashes in the last five years.

Beginning this December, this intersection will be updated to restrict movements that have led to accidents at this location. This update was proposed as part of the Monroe Street Greenway design plan that was completed in June of 2015.

Timeline

Updates to the intersection are anticipated to be completed by early January 2019. Other improvements included in the Linwood Avenue SAFE project are anticipated to be completed in 2021, as originally scheduled.

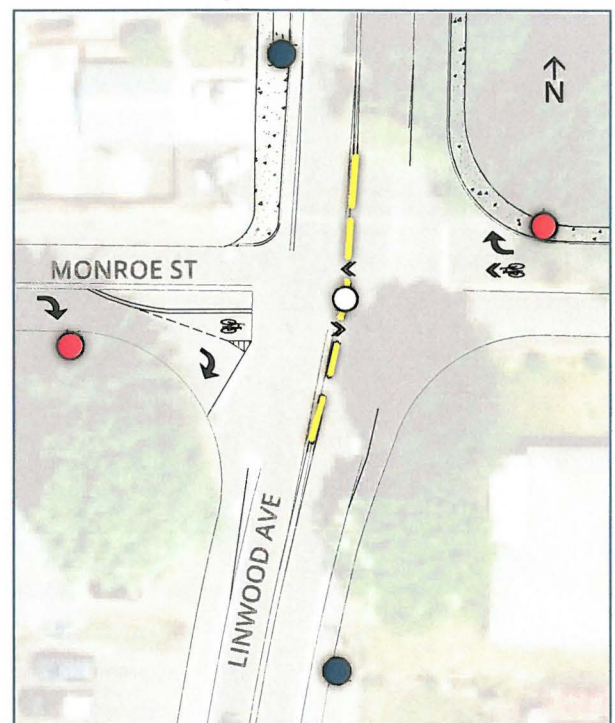
Funding

This work will be funded through the SAFE program and will not affect road maintenance budgets.

Contact

To receive email updates or to request further information, contact **Jessica Pickul** at info@milwaukiesafe.org.

Intersection Updates



COUNCIL STAFF REPORT**To:** Mayor and City Council**Date Written:** December 4,
2018

Ann Ober, City Manager

Reviewed: Dennis Egner, Planning Director**From:** David Levitan, Senior Planner**Subject:** **Review of Comprehensive Plan Block 2 Goals and Policies****ACTION REQUESTED**

Review and provide feedback on the current draft of Comprehensive Plan goals and policies for the four Block 2 topic areas, which incorporate comments from the project's Technical Advisory Group (TAG) and Comprehensive Plan Advisory Committee (CPAC), the Parks and Recreation Board (PARB), and Planning Commission. The City Council is scheduled to "pin down" the policies by resolution at their January 15 regular meeting.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

[August 1, 2017](#): Staff briefed the City Council on the proposed framework, approach, and community engagement for the Comprehensive Plan Update, including how the Comprehensive Plan could be organized by Vision "Super Actions."

[September 5, 2017](#): The City Council adopted the Community Vision, and directed staff to move forward with the Comprehensive Plan Update.

[October 17, 2017](#): Staff introduced the proposed work program for the Comprehensive Plan Update, and the City Council adopted a resolution appointing 15 members to the CPAC.

[February 13, 2018](#): Staff prepared an update on the status of the Comprehensive Plan.

[August 21, 2018](#): The City Council adopted a resolution "pinning down" the goals and policies for the four Block 1 topic areas – community engagement, economic development, urban growth management, and history, arts and culture.

ANALYSIS

As previously discussed, the Comprehensive Plan Update includes three blocks of work, with a separate housing block starting in December and running concurrent to Blocks 2 and 3. Work on each block is scheduled to last approximately six months, and includes four or five topic areas per block. At the end of each block, the City Council is scheduled to adopt a resolution "pinning down" the list of goals and policies for each topic area. The goals and policies for Block 1 were pinned down by resolution on August 21, 2018.

Goals and policies will not be adopted by ordinance until after the fourth block of work – the "synthesis" stage – which will be used to review and organize the goals and policies and evaluate them based on the City's quadruple bottom line framework (People, Place, Planet and

Prosperity) and the Community Vision. The process for formally adopting the Comprehensive Plan in late 2019 will include public hearings before the Planning Commission and City Council.

Block 2 of the Comprehensive Plan Update includes four topics - Parks and Recreation, the Willamette Greenway, Natural Hazards, and Climate Change and Energy. Over the last four months, staff has worked with the CPAC to gather community input on these topic areas and create a set of draft goals and policies. Community engagement is summarized in the Block 2 Community Engagement Summary Report (Attachment 1), and to date has included:

- Four CPAC meetings (September 10, October 1, November 5, and December 3);
- A Town Hall on October 15, which was attended by more than 100 community members and involved revolving small group discussions focused on four questions for each pair of topic areas (Parks and Recreation/Willamette Greenway and Natural Hazards/Climate Change and Energy);
- An Online Open House, which ran from October 10-29 and generated 214 individual visitors, including 36 to the Spanish language site;
- Work sessions with the Planning Commission on October 23 and November 27; and
- A presentation to the Parks and Recreation Board at their November 28 meeting.

Upon the conclusion of the Online Open House on October 29, staff began work on drafting the goals and policies for Block 2. Key findings and themes from the October community outreach as well as preliminary policy language were presented to the CPAC at their [November 5 meeting](#). Staff took the CPAC's feedback from that meeting and generated an initial draft of Block 2 goals and policies. The initial draft goals and policies were presented on November 19 to the project's Technical Advisory Group (TAG), which includes key City staff including the Assistant City Manager, Public Works Director, Community Development Director, Building Official, and Climate Action and Sustainability Coordinator.

The initial draft of Block 2 goals and policies were refined based on the TAG's comments, and subsequently reviewed by the Planning Commission (November 27) and PARB (November 28). A summary of Planning Commission and PARB comments on the Block 2 policies are included as Attachment 2, and were provided for reference to the CPAC. The CPAC spent over two hours reviewing and proposing revisions to policy language at their [December 3 CPAC meeting](#), which is summarized in Attachment 3.

Staff has reviewed comments from the CPAC, Planning Commission and PARB and incorporated them into an updated draft of Block 2 goals and policies, which are included in (Attachment 4) and clean (Attachment 5) versions. There was a high level of consensus between members of the CPAC, Planning Commission, and PARB. However, there were differing opinions on several topics and concepts, including:

- Should the policies include references to specific agency partners (NCPRD, TriMet, WES), or leave them more general ("parks district," "transit agency," "wastewater provider")?
- Should there be more reference to specifics of the Climate Action Plan in the Climate Change and Energy chapter?
- Is there enough discussion of seismic hazards in the Natural Hazards chapter?

- Does the Natural Hazards chapter need more discussion of resilient buildings and neighborhoods?
- How actively should we be discouraging development in high risk natural hazard areas, especially when considering sites like Coho Point that are located within the 100-year floodplain?

As noted above, the City Council is currently scheduled to adopt a resolution “pinning down” the Block 2 goals and policies on January 15. Staff is requesting that the Council review and provide feedback on the current version of the Block 2 goals and policies and the questions listed on the previous page. Staff will also be meeting with North Clackamas Parks and Recreation District (NCPRD) and Clackamas County Water Environment Services (WES) staff to review the policies and discuss their proposed revisions. Staff will incorporate NCPRD, WES, and City Council input into a revised set of goals and policies, which will be reviewed a final time by the CPAC (January 7) and Planning Commission (January 8) before being considered by the City Council at their January 15 meeting.

BUDGET IMPACTS

None.

WORKLOAD IMPACTS

None. The Planning Department has adequate staffing and resources to continue with the Comprehensive Plan work program.

COORDINATION, CONCURRENCE, OR DISSENT

None.

STAFF RECOMMENDATION

Staff recommends that the City Council review and provide feedback on the draft Block 2 goals and policies.

ALTERNATIVES

The City Council is currently scheduled to hold a hearing to “pin down” the Block 1 goals and policies at their January 15 meeting. The City Council may choose to hold another work session to review the goals and policies, which would require that the hearing be pushed out to February.

ATTACHMENTS

1. Block 2 Public Engagement Report
2. Summary of Planning Commission and PARB Comments on Block 2 Policies
3. CPAC Meeting 9 Draft Meeting Summary
4. Block 2 Goals and Policies – Track Changes Version
5. Block 2 Goals and Policies – Clean Version



CITY OF MILWAUKIE | COMPREHENSIVE PLAN UPDATE

Comprehensive Plan Update Block 2 Community Engagement Summary Report

Prepared for



Prepared by



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Overview

The City of Milwaukie is updating its Comprehensive Plan in 2018 and 2019. In October 2018, the City conducted community outreach related to four topic areas, called “Block 2 topics” within the planning process. Block 2 topic areas included:

- Parks and recreation
- Willamette Greenway
- Energy and climate change
- Natural hazards

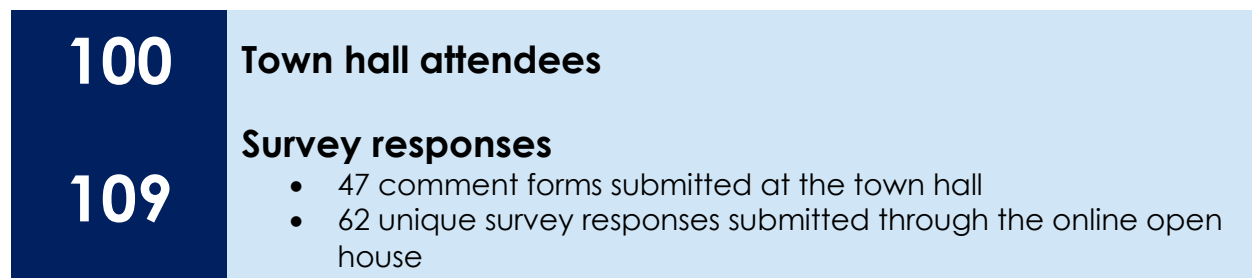
Staff consulted the community through an Online Open House made available October 10 – 28 and a community town hall that took place on Monday, October 15 from 6 – 8 p.m. in the Waldorf School gymnasium.

This report summarizes the community feedback received during these outreach efforts. The results of the outreach will be used to inform the Comprehensive Plan Advisory Committee (CPAC) and Milwaukie planning staff as they develop Comprehensive Plan policies for these topic areas.

Methods and reach

The objectives of the Block 2 outreach included informing the community about the Block 2 topics and related opportunities and considerations, as well as garnering feedback on key questions to inform policy development. Community members had the opportunity to learn about the Block 2 topics and provide feedback through round-table discussions at the October 15 town hall and through an outreach survey, provided via a comment form at the town hall and via the online open house. Figure 1 summarizes the number of community members reached through these outreach efforts.

Figure 1: Reach of Block 2 outreach opportunities



Unique online open house users

- 178 visitors to the English site
- 36 visitors to the Spanish site

Community town hall

Roughly 100 community members participated in the town hall on the evening of October 15. The event began with introductory presentations followed by three rotations of small-group discussions. Simultaneous translation was offered for Spanish-speaking community members, and one small-group discussion was conducted in Spanish.



Figure 2: Town hall discussion questions

Parks, recreation and Willamette Greenway discussion questions	Energy, climate change and natural hazards discussion questions
Recreation needs: What are your recreation needs, and what specific amenities could help you address those needs? Parks and recreation priorities: Thinking ahead for the next 20 years, what should the City prioritize as it plans improvements to Milwaukie's park and recreation areas across the entire city? Future of our waterfront: Thinking ahead for the next 20 years, what should the City consider as it plans for the future of the Willamette Greenway (beyond Milwaukie Bay Park)? Greenway views: Are there specific views of/from the Willamette River that should be protected or enhanced?	Development in High Risk Areas: Milwaukie includes areas that are potentially susceptible to flooding, landslides, earthquake damage, and wild fires. Beyond existing standards and regulation, to what extent should the City be regulating development in these areas? Accommodating growth: Should the City disallow development in areas of high risk hazards while incentivizing increased development in other risk-free areas? Or should the City focus on requiring more resilient development within high risk areas? Supporting climate action: Thinking ahead to the future of our city, what changes would help make it easier for you to reduce your carbon emissions, fossil fuel energy use and environmental impact? Protecting vulnerable Milwaukians: What else should Milwaukie be thinking about to address the greater needs of vulnerable populations in natural hazard and climate change planning?

Due to the overlap and connection between the Block 2 topics, the four topic areas were combined into two groups: half the tables discussed questions related to parks, recreation and the Willamette Greenway, and the other half discussed questions related to energy, climate change and natural hazards. Participants had the chance to move to different tables and share ideas on all topics at the town hall. Each group discussed four policy questions (Figure 2). Discussions were led by CPAC members, and staff recorded feedback on flip charts for each group. Verbatim notes from the town hall discussions are included in Appendix A.

Online open house

Between October 10 and October 29, community members had the opportunity to visit an “online open house”—an interactive website with information about the Block 2 topics and an online survey, which matched the comment form provided at the town hall. The online open house was available in English and Spanish, and the English site could also be instantly translated using Google Translate into dozens of additional languages. The site included two interactive maps, links to the topical background papers, and information about opportunities, considerations and relevant language from Milwaukie’s Community Vision.



In total, 214 individual people visited the online open house while it was open—178 people visited the English site and 36 people visited the Spanish site. Overall, these users visited the site 264 times, which means some users came back more than once to the page. Approximately 60 percent of sessions occurred on a desktop computer, while 33 percent occurred on a mobile device and 7 percent on a tablet. The online open house was promoted via the Comprehensive Plan email list, the City of Milwaukie’s social media accounts, through local schools, the City of Milwaukie website, and via postcards provided in English and Spanish.

Block 2 survey

In addition to the small group discussions at the town hall, community members were able to provide individual feedback via the Block 2 survey. This was made available via printed comment forms at the town hall and via the online open house. In total, the city received 47 comment forms at the town hall and 62 users of the online open house completed at least one survey question. As the online survey and

town hall comment form were identical, the survey figures in this report reflect data from both the town hall comment forms and online survey submissions from the online open house. The survey questionnaire is included in Appendix B.

Key findings and take-aways

Parks and recreation

- **Most people engaged through this process recreate at spaces in Milwaukie**
 - Only 8 percent said they do not recreate in the city.
 - Most survey respondents (74 percent) recreate at city parks, and around a third (38 percent) consider school areas recreation centers after school hours.
 - Around a quarter (27 percent) of survey respondents said they recreate outside of designated parks and recreation spaces (including neighborhood streets, the downtown area, the waterfront).
- **Improving the connectivity and accessibility of recreation spaces is a significant priority for participants.**
 - Town hall attendees and survey respondents mentioned the importance of increasing connections between and to park spaces, specifically for bike users and pedestrians.
 - Survey respondents prioritized walking trails as the amenity most missing at Milwaukie's parks, and 60 percent said improving connections should be a top priority over the next 20 years.
 - In addition to modal accessibility, participants expressed a desire for recreation spaces to be inclusive and responsive in order to be more accessible, such as expanding hours or including child care options.
 - Some comments expressed a desire for large park spaces that can accommodate big community events, while others advocated for pocket parks that spread park access around.
- **Participants would like to see more complete parks that are responsive to the diverse needs of community members of all ages and abilities.**
 - Respondents advocated for amenities such as play equipment for many ages, off-leash dog areas, recreation spaces for multiple age groups, and facilities for walking, sitting and playing.
 - Several participants suggested more waterfront recreation amenities, such as facilities for kayaking, canoeing and swimming.
- **Protecting natural areas while enhancing park amenities and access is important for many participants.**

- Parks that integrate and protect natural areas were prioritized over heavily programmed spaces, such as sports fields.
- Survey respondents ranked enhancing and restoring natural areas as the second highest priority overall over the next 20 years, with 45 percent saying it was one of their top two priorities.
- Many stressed the importance of preserving tree canopy, protecting and encouraging native species, and addressing climate change.
- **Many survey respondents expressed significant support for exploring additional ways to fund parks and recreation.**
 - Approximately half of all survey responses (50 percent) said they would strongly support paying money through a levy or tax to support park development, and an additional 29 percent would somewhat support this.

Willamette Greenway

- **Participants most value the Willamette Greenway for its protection of habitat and natural area and the access it provides to recreation opportunities along the waterfront.**
 - Survey respondents ranked natural area conservation, trails along the river, and access to non-powered water recreation as the top things they value about the Willamette Greenway.
 - Echoing this, town hall discussion participants highlighted the Willamette Greenway as a key area where they like to recreate, and said they value the waterfront for the boating, walking and other recreation opportunities.
- **Some participants feel strongly about specific views of and from the Willamette Greenway, but many are unsure if there are views they feel should be protected.**
 - Survey respondents ranked views of the river as the fifth most important benefit of the Willamette Greenway.
 - Close to half (49 percent) of survey respondents said they were unsure or didn't know if there were views they'd like to see protected.
 - Approximately 38 percent said they do feel views should be protected, namely those from Elk Rock Island, Klein Point, downtown, Highway 99E, and Kellogg Creek Park.
- **Thinking ahead 20 years, participants would like to see the Willamette Greenway activated and increase access to the waterfront, while maintaining and enhancing natural areas.**
 - Increasing access for pedestrians, cyclists and all users was a key theme in comments from the town hall and the survey.

- Many commenters envision a more activated, useful waterfront that offers amenities for recreation. Some commenters feel development should be limited due to flood risk, while others said there may be economic potential in developing businesses to serve waterfront users.

Natural hazards

- **Survey respondents expressed support for introducing bioswales, permeable pavement and protecting tree canopy on private property as a way to address stormwater risks.**
 - Just over half of all survey respondents selected bioswales (58 percent) and permeable pavement (55 percent) as types of green infrastructure they would be interested in seeing.
 - Approximately 88 percent of respondents either somewhat or strongly agree that the City should develop policies that call for protecting and increasing tree canopy on private property.
- **Participants were largely supportive of disallowing development in areas of high hazard risk while incentivizing increased development in other, risk-free areas.**
 - Around 59 percent of survey respondents said they strongly agree with this, while 25 percent somewhat agree. This echoes the comments provided during town hall discussions.
 - Support for this approach was based on the risk of developing in hazardous areas, the potential financial costs of those risks and the impacts developing in these zones could have vulnerable populations.
 - Those who disagreed with disallowing development in these areas suggested a case-by-case review may be more appropriate and preferred stricter codes.
- **To prepare for natural hazards, participants advocated for more education, access to resources and financial support.**
 - Survey respondents, who were provided with a set of options, ranked community and neighborhood events focused on emergency preparedness and online and printed maps showing areas of greatest risk as the top two types of support they would like to see.
 - Town hall participants also indicated there is a need for more awareness raising, education and outreach to inform the community about potential risks and what they should do to prepare.
 - Several town hall discussion groups also recommended more financial incentives and subsidies to encourage resilience planning and preparation, such as funding to support seismic upgrades.
 - Both survey respondents and town hall discussion participants identified the CERT team as a group to support and expand to address hazard preparation.

Energy and climate change

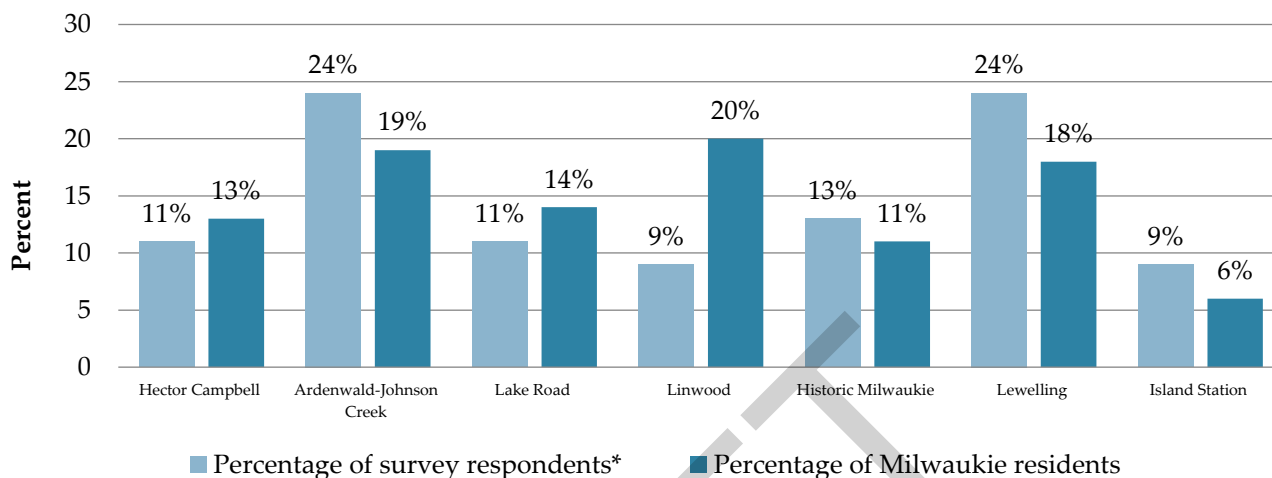
- **Similarly to hazards preparation, participants identified financial support and awareness raising as the top two areas that would help them take action to reduce their carbon emissions, fossil fuel energy use and environmental impact.**
 - Survey respondents identified discounts and incentives on resources to reduce waste and increase energy efficiency as the top type of support they would like the City to provide.
 - Both survey respondents and town hall discussion participants identified community resources—like fix-it fairs, tool libraries, trainings and community energy projects—as things they would like to see to spark collective action and reduce individual burden.
- **Town hall participants advocated for investments in multi-modal transportation infrastructure and land use policies that encourage walkable communities to combat greenhouse gas emissions.**
 - Many discussion groups mentioned neighborhood hubs, local grocery options and safe, accessible walking and biking paths as features that would help them reduce their fossil fuel energy use.
 - Several tied this to equity, noting connectivity, multi-modal access and key amenities are often lacking in underserved parts of the community.
- **To support vulnerable community members, participants advocated for tailored resources, focused outreach, financial support and the identification of designated shelters in the case of an emergency.**
 - Via the survey and the town hall, participants expressed the need for resources that are available in many languages, applicable to multiple income levels and easy to understand.
 - Several advocated for targeted outreach that goes beyond traditional in-person and online methods and brings vulnerable populations into these discussions.
 - Many participants advocated for identifying spaces around the community that are easily identified as disaster shelters in the case of extreme weather, poor air quality, or natural hazards like floods and earthquakes.

Who we heard from

Town Hall attendees and people who participated in the online open house were asked to identify which neighborhood they live in. The results are displayed in Figure 3, which compares the distribution of respondents to the actual proportion of residents by neighborhood. Participants from Ardenwald and Lewelling were slightly overrepresented in this sample, while the Linwood neighborhood was relatively underrepresented.

Neighborhood distribution

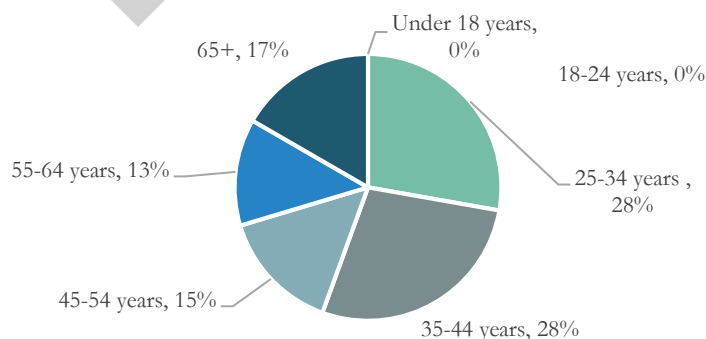
Figure 3: Block 2 engagement participants by neighborhood compared to neighborhood populations (*N* = 55 within Milwaukee limits who provided neighborhood data)



Age

The average reported age of those who submitted a comment form at the Town Hall or participated in the online survey was 47. Figure 4 shows the distribution of age groups among the respondent sample. Compared to Milwaukee as a whole, respondents under 24 years of age are greatly underrepresented in this sample, while those over 45 are overrepresented.

Figure 4: Block 2 engagement participants by age (*N*=54)

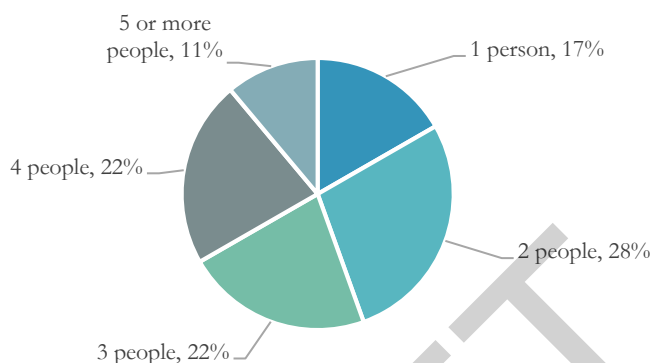


Response rates for the other demographic questions were very low and may not be representative of the participant sample.

Household size

Most respondents who answered the demographic questions live in households with three or more people (Figure 5).

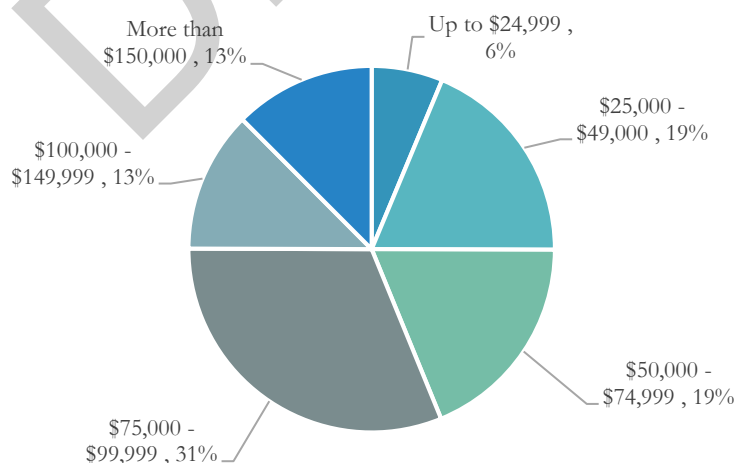
Figure 5: Block 2 engagement participants by household size ($N=18$)



Income

Figure 6 shows the distribution of annual household income of participants who answered demographic questions. Most participants earn more than \$75,000. Low income respondents were very underrepresented (25 percent report a household income under \$50,000 compared to 45 percent of all Milwaukie residents according to the US Census Bureau).

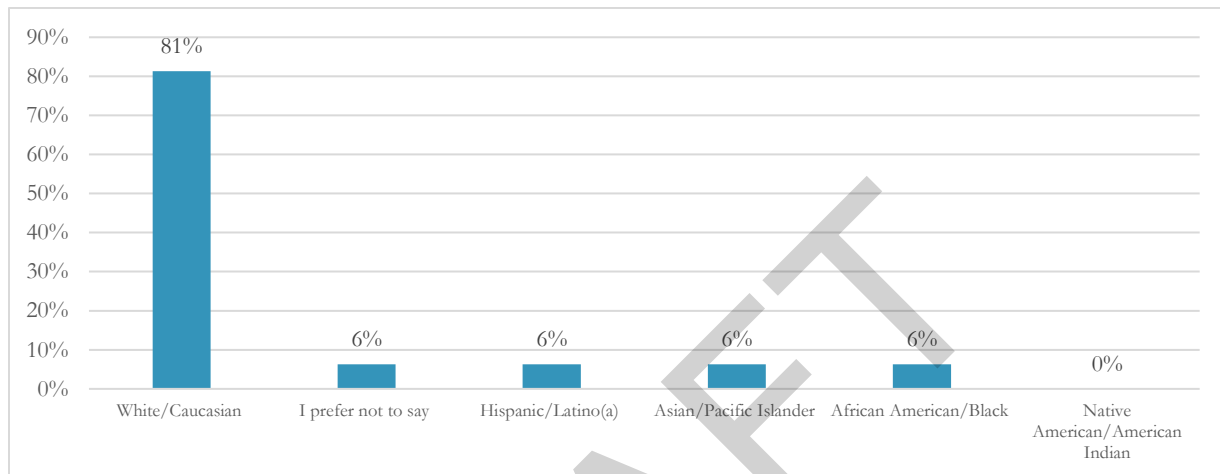
Figure 6: Block 2 engagement participants by annual household income ($N=16$)



Race and ethnicity

Figure 7 shows the distribution of participants based on how they identify racially and ethnically. Most respondents (81 percent) identify as white. Compared to data from the North Clackamas School District, people who identify as Latinx are underrepresented in this sample size.¹

Figure 7: Block 2 engagement participants by race/ethnicity (N=16)



¹ According to American Community Survey (2012-2016) data, 8 percent of Milwaukie residents are Hispanic/Latino(a). North Clackamas School District data for students in the Milwaukie feeder school system indicate 30 percent of students are Hispanic/Latino(a) and 3 percent are African American/Black.

Topic-specific feedback

The following sections summarize the main themes from community feedback by topic from the group discussions at the town hall responses to the Block 2 survey (including feedback provided on the hard-copy comment forms at the town hall and via the online open house).

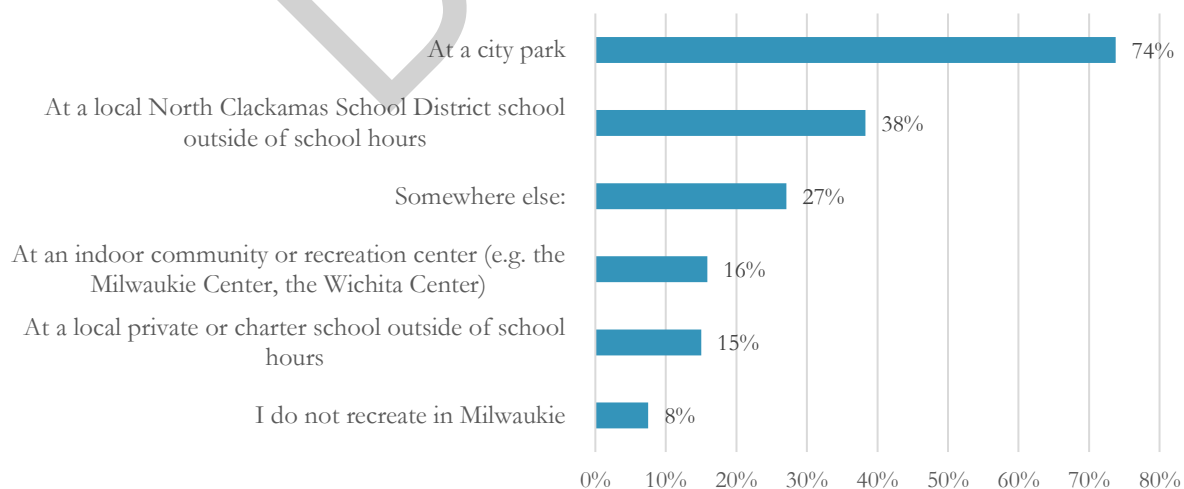
Parks and recreation

Recreation destinations

Survey respondents were asked where they and their families recreate in Milwaukie (Figure 8). Most respondents said they recreate at a city park, while a little over a third recreate at a local public school after school hours. Around a quarter indicated they recreate somewhere else, including:

- Neighborhood streets and culs-de-sac
- Apartment complexes
- Waterfront
- Library
- Downtown Milwaukie
- Portland parks
- Trails (e.g. Springwater Corridor, Trolley Trail)
- Milwaukie Farmer's Market
- Aquatic parks

Figure 8: Where do you or your family recreate in the City of Milwaukie? (N=109)



Recreation needs and park amenities

At the town hall, participants discussed their recreation needs and small groups. They were also asked to provide feedback on what kinds of amenities would help meet those needs. Figure 9 summarizes the responses provided.

Figure 9: Town hall discussion feedback - recreation needs and amenities

Top recreation needs:	Top recreation amenities to address needs:
• Bike and pedestrian access • Amenity improvements, complete parks • Active, creative spaces • Areas for dogs • Places for quiet, reflective opportunities • Natural area protection • Water activities • Recreation centers in central locations, park programming • Parks that are safe	• Trails, pathways, nature trails, pedestrian paths under/over 99E • Benches with backs, bike racks, awnings, park shelters, lighting, large tables, clean bathrooms, historical signage/markers • Skateparks, splash pads/water activities, community gardens, basketball court, volley ball court, playgrounds • Dog parks • Natural areas and nature trails • Non-motorized paddle vehicles (i.e. Kayaking, canoeing, etc.) and parking, activities like Portland's "Big Float" event • Park rangers, well-lit parks

The Block 2 survey also asked participants to rank the top three amenities they would like to see increased at Milwaukie parks. Answers were assigned a weighted score based on how high participants rated them—the top ranked answer received a score of 3, and the third ranked answer received a score of 1. Figure 10 summarizes the results of the ranking question.

Figure 10: Survey feedback - What types of amenities do you feel are missing at Milwaukie's parks?
(N=79)

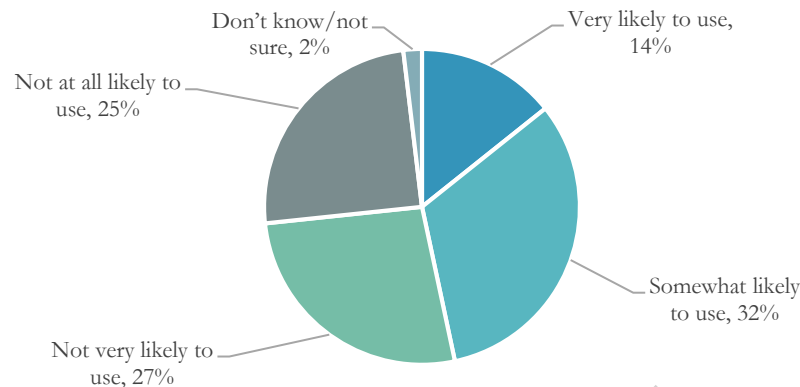
Amenity	Weighted score
Walking trails	95
Natural areas	92
Off-leash dog areas	42
Other	41
Covered, open air areas	28
Recreation space for teenagers	28
Play equipment for children between 6 and 13	28
Sitting areas	28
Play equipment for young children (6 years and younger)	26
Picnic and BBQ areas	22
Multi-use courts and fields	15
Sport courts and fields	8

Survey respondents who prioritized “other” amenities advocated for the following things:

- Increased bike infrastructure, including bike lanes and bike parking
- Large, open spaces that can accommodate community-wide events
- Improved pedestrian and bike access to parks
- Play and recreation equipment for all abilities
- Bathrooms
- Skate parks
- Community gardens
- Trees
- Outdoor exercise equipment
- Climbing walls

Survey respondents were also asked specifically about their likelihood to use community gardens (Figure 11). Responses to this question were mixed. Slightly over half said they would not be likely (27 percent) or not at all likely (25 percent) to use these gardens. Around a third (32 percent) of participants said they would be somewhat likely to utilize these spaces, and approximately 14 percent would be very likely to use them.

Figure 11: Survey feedback - Would you or your family be likely to use a community garden or edible landscape project to grow food if additional gardens were developed in the city? (N=105)



Future park priorities and planning

At the town hall, participants discussed what they think the city should consider as it plans improvements to Milwaukie's parks and recreation areas over the next 20 years. The following key themes emerged from this discussion:

- Many groups discussed the importance of improving access to and connectivity between parks and natural areas.
 - Groups mentioned the need for bike and pedestrian trails and path improvements, safety considerations, and the opportunity to develop “pocket parks” to fill gaps between park areas.
- Many groups said they would like to see existing parks improved by enhancing or adding new amenities.
 - Many groups discussed specific infrastructure improvement needs, such as benches, water fountains, signage, parking, bike racks, bathrooms, dog areas, landscaping, fencing, lighting, tables, and awnings to protect from rain.
 - Some groups specifically discussed the need for more features that appeal to various age groups, such as skateparks, community gardens, and natural play areas.
- Many groups discussed finishing parks that are under development as a priority, including Kronberg Park and Milwaukie Bay Park.
- Several groups discussed the need for greater protection of native trees, wetlands (e.g. Minthorn Springs) and existing natural areas (e.g. Elk Rock Island)
- Several groups recommended additional studies to better understand park utilization and recreation needs

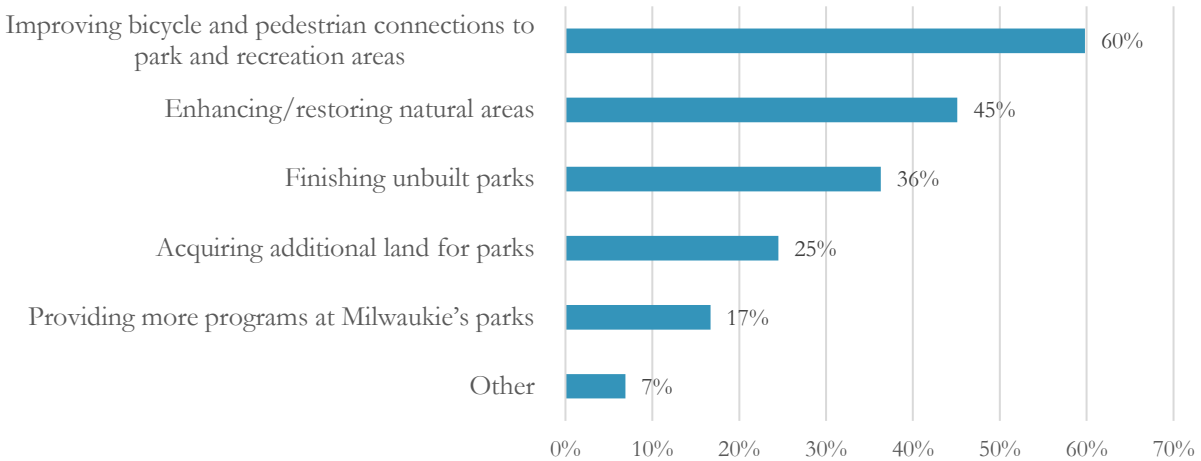
- Some groups said it would be helpful to have an inventory that tracks park amenities, features, equipment.
- A few groups said new land should be acquired for parks, but only when its financially prudent and the funding is available.
 - Groups discussed the need to consider potential displacement and equity impacts when developing or acquiring new park land.
 - Some groups suggested developers should be required to contribute financially to park development.
- A few groups said more indoor community centers are needed and discussed program improvements that could be made at the Milwaukie Center.
 - Specific programming ideas contributed included pottery and art opportunities, nutrition classes, sports and activities for adults (i.e. swimming, yoga, Zumba, etc.).
 - Some groups also discussed improvements that could make these centers more accessible, such as childcare support, extended hours and lower-cost programming.

On the Block 2 survey, respondents were asked to identify their top two priorities for park planning over the next 20 years (Figure 12). More than half of all respondents (60 percent) prioritized improving bike and pedestrian connections to parks and recreation areas. Just under half (45 percent) prioritized enhancing and restoring natural areas. The lowest ranked priority—selected by 17 percent of participants—was providing more programs at Milwaukie’s parks.

Approximately 7 percent identified “other” priorities, including:

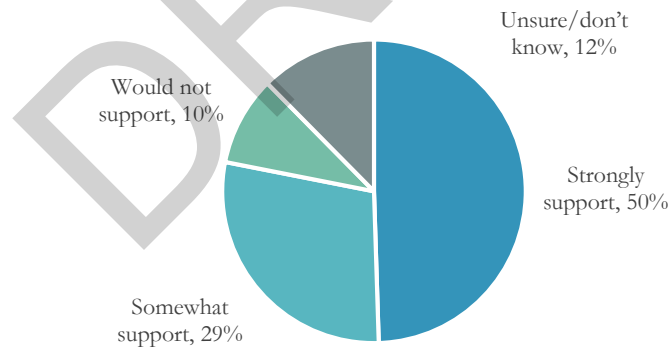
- Increasing parking
- Adding bathroom facilities
- Making park improvements that do not displace lower income residents
- Adding a recreation center
- Acquiring a sizable parcel for a centrally located, large park
- Improving existing parks

Figure 12: Survey feedback - Thinking ahead for the next 20 years, what should the City prioritize as it plans improvements to Milwaukie’s park and recreation areas? (*N*=102)



Survey respondents were asked whether they would support paying money through a levy or tax to support park development, given the North Clackamas Parks and Recreation District (NCPRD) has faced significant funding challenges (Figure 13). Approximately half (50 percent) of all respondents said they would strongly support this, and 29 percent would be somewhat supportive. One in ten respondents said they would not support a levy or tax, and 12 percent were unsure.

Figure 13: Survey feedback - Would you support paying money through a levy or tax to support park development? (N=105)



Willamette Greenway

Willamette Greenway values

Participants were asked via the comment form and online survey to rank the top three attributes they value most about the Willamette Greenway. Answers were assigned a weighted score based on how high participants rated them—the top ranked answer received a score of 3, and the third ranked answer received a score of 1. Figure 14 summarizes the results of the ranking question.

Figure 14: Survey feedback - What do you value about the Willamette Greenway? (N=88)

Values	Weighted score
Protection of habitat and natural areas	128
Trails along the river	108
Access to non-powered water recreation (e.g. kayaking or canoeing, paddle boarding, swimming, fishing)	105
Access to recreation spaces on the shore (e.g. Milwaukie Bay Park)	78
Views of the river	72
Historical value	19
Access to the river for power boating or other motorized water activities	7
Other	5

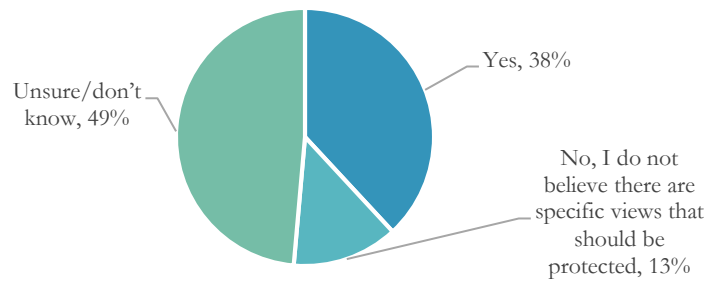
The five participants who provided other responses said they value the following:

- Bike lanes and parking
- Access to spaces to recreate with dogs and family
- The potential for this area to be an economic draw for the community
- The importance of balancing park space with development

Willamette Greenway views

Survey respondents were then asked if there are specific viewpoints of Milwaukie's waterfront that should be protected (Figure 15). Close to half (49 percent) said they were unsure or didn't know, while around 38 percent said there were views they feel should be protected.

Figure 15: Survey feedback - Are there specific viewpoints of Milwaukie's waterfront that should be protected? (N=88)



Survey respondents and town hall participants were asked to identify any views they would like to see protected. The results were largely consistent between the two groups (Figure 16):

Figure 16: Willamette Greenway views that should be protected

Views to protect	Where mentioned
Elk Rock Island	Survey and town hall
Kellogg Creek	Survey and town hall
Downtown	Survey and town hall
Klein Point	Survey and town hall
Views from the hills to waterfront	Town hall only
Spring park	Survey only
Area near water treatment plant	Survey only
In general, from walking areas and paths	Survey only
Views of the city from the water	Survey only

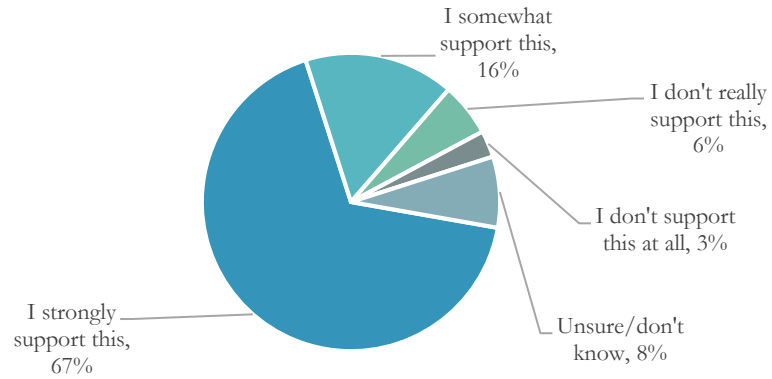
Planning for the future of the Willamette Greenway

Both discussion participants at the town hall and survey respondents were asked what the City should consider as it plans for the future of the Willamette Greenway over the next 20 years.

- Many participants discussed the importance of connectivity between the city and the waterfront, particularly bike and pedestrian access.
 - Specific ideas for improving connectivity included enhancing waterfront pathways and trails, connecting the northern and southern parts of the Willamette Greenway, creating a trail from Kellogg Park to Elk Rock Island, and improving access to the Greenway along Johnson Creek Boulevard and 99E.

- Several discussed opportunities to extend and connect to existing pedestrian and bike infrastructure, such as the Springwater Corridor.
- Many talked about ways to activate the waterfront and make it a more desirable place to recreate.
 - Several said they would like to see more recreation amenities available in the Willamette Greenway. Specific suggestions from survey respondents and town hall participants included swimming areas, kayak and canoe access, parks, and trails.
 - Some talked about the economic potential of the waterfront and suggested small businesses should be introduced in some areas.
 - Some survey respondents commented about the economic potential of the waterfront and suggested small businesses should be introduced in some areas. By contrast, some town hall participants suggested development be limited along the waterfront due to flooding risk.
 - Some participants suggested more programming could occur along the waterfront to build community, such as events like the “Big Float” in Portland.
 - Some discussed the need for sitting areas to enjoy the view.
 - A few discussed the wastewater treatment plant as an obstacle to making the waterfront a desirable place to recreate.
 - A few advocated for adding parking space along the waterfront
 - A few felt investments should be made elsewhere and expressed concerns the enhanced waterfront would benefit people from out of town more than Milwaukians.
- Several said protecting natural areas along the waterfront should be a priority.
 - This theme emerged more from survey respondents than from town hall discussion groups, though several town hall discussion groups advocated for programming that would enhance natural spaces, such as clean-up events or tree planting.
- Several participants said the removal of the Kellogg Creek dam is a priority.
 - Survey respondents were specifically asked if they support removing the Kellogg Creek dam and developing trails along the creek to access to the riverfront (Figure 17). A significant majority support this, with two thirds (67 percent) saying they strongly support the dam removal and 16 percent saying they somewhat support it. Approximately 9 percent were either somewhat or strongly opposed, and 8 percent said they were unsure.

Figure 17: Survey feedback – Do you support removing the Kellogg Creek dam and developing trails along the creek to access the riverfront? (*N*=104)



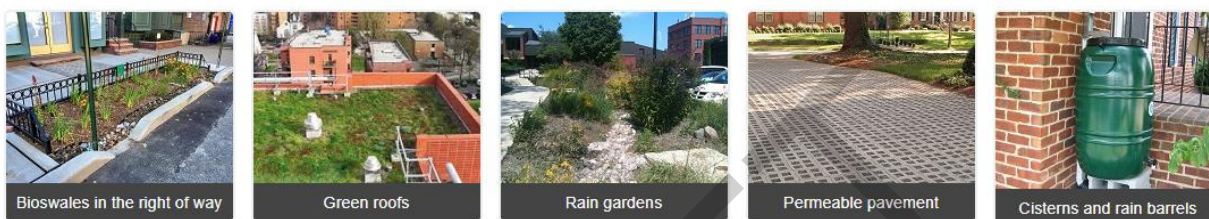
- Several comments addressed long term management of the Willamette Greenway.
 - Some said the Willamette Greenway should be expanded.
 - Some said the city should consider maintenance and management costs and needs over time.
 - A few said the city should consider flood risk and increased population and its impact on the waterfront.
 - A few said the funding used to enhance the Greenway should come from sustainable sources.
- Some talked about reducing impermeable pavement and increasing canopy coverage. Some linked this to climate change and the ability for trees to sequester carbon.

Natural hazards

Addressing stormwater risks through green infrastructure and trees

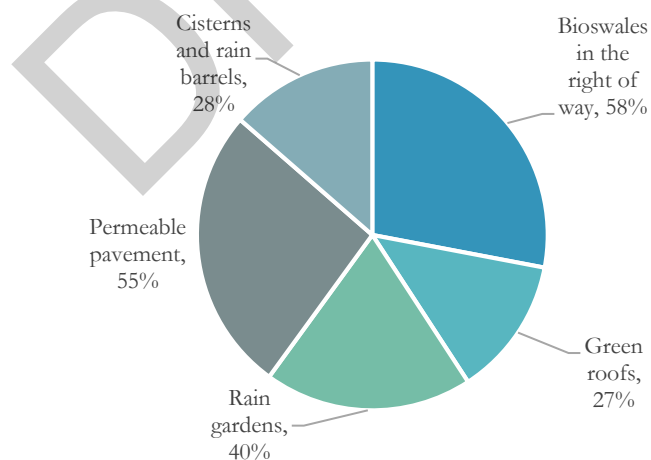
Participants were asked what types of “green infrastructure” they would like to see around the city to help absorb stormwater and reduce flood and landslide risk. They were shown images of five common green infrastructure examples and asked to identify the top two they would like to see more of in Milwaukee. Figure 18 shows the images displayed as part of the survey and comment form.

Figure 18: Green infrastructure examples



Participants prioritized bioswales (58 percent) and permeable pavement (55 percent) as the top two types of green infrastructure they would like to see (Figure 19). Cisterns and rain barrels (28 percent) and green roofs (27 percent) were the least prioritized options.

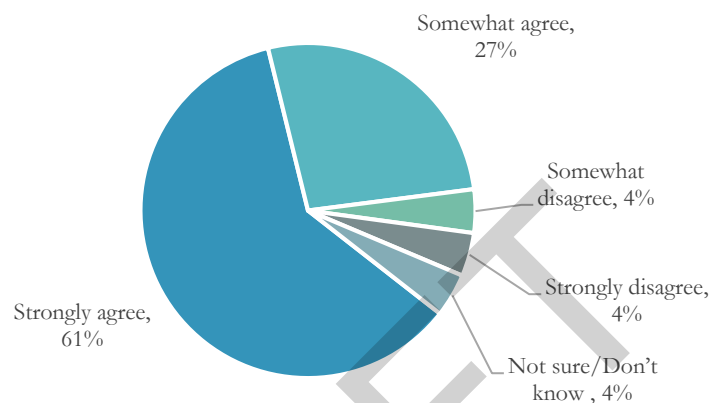
Figure 19: Survey feedback - What types of “green infrastructure” would you like to see around the city?
(N=60)



Participants were also asked if the City should develop policies that call for protecting and increasing tree canopy on private property, given trees help reduce stormwater run-off and reduce the heat island effect

(Figure 20). Around 60 percent said they strongly agreed with this, while 27 percent somewhat agree. Approximately 8 percent either somewhat or strongly disagreed.

Figure 20: Survey feedback - Should the City develop policies that call for protecting and increasing tree canopy on private property? (N=71)

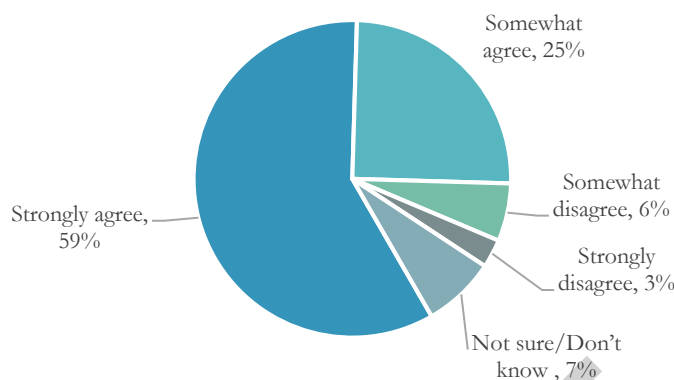


Development in high-risk zones

At the town hall and via the online open house, participants were informed that the Comprehensive Plan regulates development in zones susceptible to flooding, landslide or earthquake damage. Participants were asked whether the City should disallow development in high-risk zones while incentivizing increased density in other, risk-free areas.

Looking at survey responses, a majority (59 percent) strongly agreed with the approach of limiting development in high-risk areas while incentivizing density in lower risk areas (Figure 21). A quarter (25 percent) somewhat agreed. Approximately 9 percent either somewhat or strongly disagreed, while 7 percent were unsure.

Figure 21: Survey feedback – Should the City disallow development in areas of high hazard risk while incentivizing increased density in other, risk-free areas? (N=68)



Survey respondents were asked to explain why they do or do not think this is a good idea. Figure 22 summarizes these comments.

Figure 22: Survey feedback – Rationale for support or opposition to limiting development in high-risk areas and incentivizing development in lower-risk areas

Why should the City pursue this policy direction?	Why shouldn't the City pursue this policy direction?
- It is too risky to develop in high-risk areas. - Building in high-risk zones poses risks to human health and the environment. - Often buyers are not aware of the risks when they purchase property, but then they assume the risk. - The cost of repairing damage to structures and infrastructure in high-risk zones is too great. Taxpayers assume to great of a burden. - More vulnerable populations may tend to live in higher-risk areas; this is a more equitable policy. - Citizens could hold the City liable for damages.	- Tiny homes or other moveable structures may be a good candidate for flood zones. - Receding river levels may make flooding less of an issue. - Preference for a case-by-case review, with certain triggers that set in motion appropriate courses of action. - Preference for strict regulation and code rather than disallowing development. - Concerns about loss of trees and natural spaces due to increased density. - This should depend on the likelihood and frequency of the hazard. - All of the Portland metro area is at some risk.

• Preference for planting trees in high hazard zones rather than development.	• Creative development and construction of suitable structures should be allowed in risky zones. • General opposition to incentivizing development.
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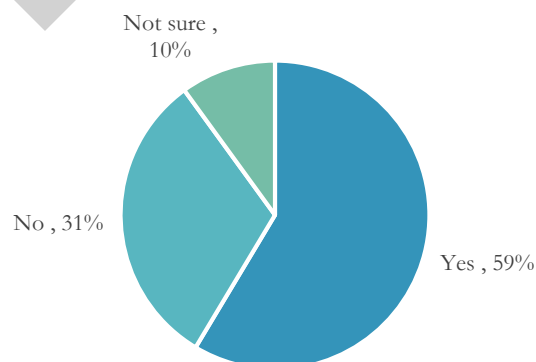
At the town hall, most discussion groups advocated for highly regulating development in high-risk areas, noting development should be avoided, heavily restricted or prohibited whenever possible. Specific recommendations that emerged from the town hall related to this topic included:

- Specific support for incentivizing development outside of floodway areas.
- Suggestions to increase base flood elevation requirements from 1 to 2 or 3 feet.
- Support for purchasing properties that frequently flood for additional storage opportunities.
- Calls to require pilings and other mitigation measures to address landslide hazards.
- Support for requiring more permeable materials.
- Calls to ensure stormwater control for new developments.
- Calls to update building architecture and engineering requirements for resiliency.
- Suggestions to consult experts to update regulations and standards.

Hazard preparedness

Survey respondents were asked if they or their family have a plan in the case of a natural disaster such as a flood or earthquake (Figure 23). Approximately 59 percent reported they do, while 31 percent do not and 10 percent are unsure.

Figure 23: Do you and your family have a plan in the case of a natural disaster? (N=70)



Survey respondents were then asked what type of support from the City would best help them prepare for potential natural disasters. Respondents were asked to rank their top three priorities. Figure 24 summarizes the results of the ranking question.

Figure 24: Survey feedback - What type of support from the City would best help you prepare for natural hazards? (N=50)

Support type	Weighted score
Community and neighborhood events focused on emergency preparedness	60
Online and printed maps showing areas of greatest hazard risk (e.g. floods, landslides, earthquakes, etc.)	58
A tool kit to help create disaster plans for your family	46
Increased opportunities for in-person training related to emergency preparedness	44
Regular updates and tips about hazard planning in the Milwaukie Pilot and other City communication channels	32
Signage around town about emergency shelters and cooling centers	31
Online trainings and tutorials related to emergency preparedness	29

Survey respondents prioritized community and neighborhood events focused on emergency preparedness, followed closely by online and printed maps showing areas of greatest hazard risk. Online tutorials and trainings were the least prioritized idea.

Town hall discussion similarly highlighted a need for greater awareness around hazard risks in order to become more prepared. Aligning with the survey results, town hall participants called for the development of maps and resources that can be made publicly available to community members and other people—like realtors—who can help spread the word. Town hall participants also advocated for incentives to encourage homeowners and developers to make their properties more resilient (e.g. seismic upgrades, improving drainage and permeability, etc.).

Energy and climate change

Participants were asked what would help make it easier for them to reduce their carbon emissions, fossil fuel energy use and environmental impact.

Survey respondents were presented with a list of options and asked to rank their top three priorities. Figure 25 summarizes the results of the ranking question. The top ranked support type was discounts and incentives on resources that would help households reduce waste and increase energy efficiency. After incentives, city sponsored tool libraries and fix it fairs, in-person classes and trainings, and community events were the next highest ranked options. Online and printable resources with tips for reducing your impact were seen as the least useful by respondents.

Figure 25: Survey feedback - What type of support from the City would best help you reduce your carbon emissions, fossil fuel energy use and environmental impact? (N=40)

Support type	Weighted score
Discounts and incentives on resources to reduce waste and increase energy efficiency	67
City-sponsored tool libraries and fix it fairs to reduce waste	45
In-person classes and trainings on climate action topics (such as weather proofing your house, increasing energy efficiency, reducing waste, etc.)	41
Community and neighborhood events focused on reducing emissions	39
Online trainings and tutorials on climate action topics	17
Regular updates and tips about climate action in the Milwaukie Pilot and other City communication channels	17
Printable and online resources with tips for reducing your impact	10

At the town hall, discussion groups prioritized **investments in multi-modal transportation options and infrastructure improvements** that would enable lower-carbon movement around the city. This included improving sidewalks, adding bike lines, connecting neighborhood hubs by transit and trails, constructing bike and pedestrian bridges over obstacles, improving last mile connections, subsidizing public transit, and promoting car pool options.

The second most commonly discussed type of support was **education and outreach around how Milwaukians can reduce their impact**, including tips for reducing consumption and waste and how to use more alternative energy.

Town hall participants also discussed ways the City can help make climate action easier through **collective and community efforts**, such as setting up tool libraries, developing community solar facilities, consolidating parking and waste areas, providing micro-transit, promoting neighborhood hubs and mixed-use development.

Finally, town hall participants identified a need for greater access to “green options” in their daily lives, as well as incentives to make it easier to change their habits. This includes more electric vehicle charging stations, energy storage options, alternative waste management options (e.g. grey water), access to reused materials for construction and building, and support planting native plants.

Supporting vulnerable community members

Through the survey and town hall discussion groups, participants were asked what else the City should be thinking about to address the greater needs of vulnerable populations in natural hazard and climate change planning. Themes were largely similar between survey responses and town hall discussions. Key themes included the following:

- Many comments discussed the need to increase awareness of hazard risks and climate change. Many advocated for targeted outreach and education campaigns. Some specifically suggested using non-electronic outreach methods and holding events at more accessible times and places to increase participation.
- Many talked about the need to have responsive resources available for vulnerable populations. This includes making materials available in multiple languages, developing resources and advice for people on lower incomes, developing resources for differently abled individuals, etc.
- Many discussed the importance of having cooling, warming, air quality, emergency and health centers in the community.
- Several discussed the need to have financial resources ready to support these populations if they face hardship in the event of a natural hazard.
- Several discussed the need to authentically engage these populations and be intentionally inclusive to ensure their voices are heard.
- Several talked about ensuring shelters exist and are properly stocked in case of a disaster.

- Several talked about the benefits of expanding biking and walking infrastructure and increasing connectivity of more vulnerable neighborhoods.
- Several discussed the importance of building community and fostering connections among neighbors.
- Some talked about better integrating the work of CERT with the NDAs and other City efforts.
- Some talked about the importance of having accurate information, including updated flood maps.
- Some talked about needing to develop affordable housing outside of the flood plain and other high-risk areas.
- Some talked about needing to expand the tree canopy to reduce the impacts of extreme heat and increased rainfall.
- Some discussed the benefits of walkable communities as a way to reduce carbon emissions.
- A few recommended reducing the cost of developing an accessory dwelling unit.
- A few discussed the benefits of residential food scrap composting.
- A few advocated for adding more EV charging stations.
- A few advocated for hiring a full-time manager to support disaster planning and outreach.
- A few said the City's efforts should not just focus on vulnerable communities, but recognize that most residents are unprepared.
- A few advocated for better signage and communication about where to go to access resources.

Conclusion and next steps

City planning staff and the CPAC will consider feedback received during the Block 2 engagement period as they develop policies related to the Block 2 topic areas. Additional community outreach will be conducted as the Comprehensive Plan Update project continues.

Summary of Comments on Block 2 Goals and Policies from 11/27 Planning Commission Work Session and 11/28 Parks and Recreation Board Discussion

Natural Hazards:

- Policy 7.1.2 – Commissioner Hemer wanted more specification on who is doing the “detailed technical reports.” Should it be a third party versus one that is contracted out by the City or chosen by the applicant?
- Commissioner Hemer expressed a desire to groundtruth landslide hazard areas (so that they aren’t just based on aerial images), as he noted that several areas in his neighborhood showed hazard areas even though the sloped areas had been terraced and were relatively stable. Denny noted that the Building Code addresses most of these concerns.
- Goal 7.4 – Commissioner Burns thinks this goal is redundant (since adaptation and mitigation are addressed in the other goals as well) and the policies could be folded into the other goals in the chapter. CERT could go under Partnerships and Education, etc.
- Policy 7.4.3 – Several commissioners suggested Including “local” when describing agency partners.
- Policy 7.1.4 – Chair Travis was hesitant to specifically call out Transfer of Development Rights. Might be better to include in implementation parking lot, where we could define TDR receiving areas (neighborhood hubs?) and other program specifics.
- Commissioner Edge’s comments
 - Policy 7.4.1 – Commissioner Hemer agrees with these comments.

Climate Change & Energy:

- Chair Travis asked how we might incorporate the Climate Action Plan into the Comp Plan.
- Policy 13.1.9 – Chair Travis thinks this policy is broader than just for the Built Environment, as it also deals with transportation, etc.
- Policy 13.2.2 – Commissioner Hemer would like the (“”) taken out around “last mile”. Make sure to define last mile in the glossary section.
- Policy 13.2.4 – Several commissioners recommended that this policy be revised so that it calls for reducing barriers for both **private** and public buildings and properties.
- Commissioner Edge’s comments
 - On Policy 13.1.3 – Commissioner Hemer agrees with this comment.
 - Policy 13.3.1 – Commissioner Hemer agrees with the suggestion to use the term “most effective”
 - Policy 13.3.8 – Commissioner Hemer agrees with this comment, especially related to referring to “distributed energy generation” as opposed to just solar.
 - Policy 13.3.10 – Commissioner Hemer and Chair Travis agree with this comment, especially around triggers if we see a certain amount of growth.
 - Policy 13.3.11 – Commissioner Hemer likes this comment.

Parks and Recreation:

- Overall section: commissioners noted that it does not include anything about indoor recreation for all seasons; especially with climate change, there may be problems with air quality during forest fires, etc.
- PARB members felt the section is very recreation heavy (including the overarching goal) and needs more on natural areas and habitats.
- PARB members asked if the policies had been looked at by the NCPRD staff and consultant team working on phase 3 of Milwaukie Bay Park. Would advise that since the park may be built after the policies are adopted and want to make sure the park can be built without issues of not being on the same page with the Comp Plan policies.
- Overarching Goal: Need to clarify what is meant by “preserving the opportunity for future public recreational use of vacant private land” – is this talking about land acquisition?
- Goal 4.1 – Chair Travis and Commissioner Burns both think this is more glossary type language. Another policy, like in Goal 4.3, could reference these classifications that are listed somewhere else, like the glossary. PARB members concurred with this assessment.
- Policy 4.1.2 – PARB members were confused on how the City would be able to provide recreation on school properties. Is this done through IGAs?
- Policy 4.2.1 – NCPRD’s representative on PARB (Kathryn Krieger) was very supportive of this policy, which calls for assisting NCPRD in their master planning process
- Policy 4.2.3 – Commissioners advised against naming specific partners
- Goal 4.3
 - Commissioners felt that this section needed to also address habitat, as opposed to just focusing on human enjoyment.
 - PARB members recommended adding a policy around providing more community gardens and urban food forests in this section.
- Goal 4.4 – PARB members recommended adding policy language under this goal about creating a trails system master plan.
- Goal 4.5
 - Chair Travis had concerns about calling this goal “Implementation.” Could rename it to something like “Park Development” or “Maintain & Expand” or move the policies under this goal to other goals in this section.
 - PARB members wanted new policy language around acquisition of land for parks under this goal.
- Policy 4.5.4 – PARB members recommended adding language saying that developers may be required to build the park versus only dedicating land for park or open space (perhaps in exchange for reduced SDC’s). Noted this has been done in Tigard and other places. Likely would only apply for larger projects such as subdivisions and MFR development.
- Commissioner Edge’s comments
 - Policy 4.2.3 – Both Chair Travis and Commissioner Hemer agree with this comment.
 - New Policy suggestion under Goal 4.3 – Commissioner Hemer agrees.
 - Policy 4.5.4 – Commissioner Hemer and Commissioner Argo like this comment.

Willamette Greenway:

- Commissioners liked the concept of having different levels of land use review and development standards depending on project scope and proximity to river
- Goal 15.3 – Several commissioners recommended renaming this goal to “Land Use Review Process”
- Policy 15.7.2 – Commissioners asked if this should really be referring to the ordinary low water line.
- Chair Hemer wanted to make sure that we have Clackamas County Water Environment Services (WES) review any policy language related to recreational/access/natural improvements on their treatment plant property
- Chair Travis asked if we need to be referencing potential climate change impacts in this chapter.

Comments from Planning Commissioner Edge (referenced by other commissioners)

Natural Hazards

Policy 7.4.1: Support efforts by the City or public land trusts to acquire properties with high risks of flooding, landslide, and other natural hazards.

Let's not be unnecessarily restrictive with regards to policy language ("the City or public land trusts"). Consider: Support planned and coordinated efforts by the City and other public or private entities to acquire and conserve properties with high risks of flooding, landslide, and other natural hazards.

Public and private entities (whether or not meeting the definition of a "public land trust") are certainly free to acquire land within city limits and use that land pursuant to City Code. For hazardous lands, the public policy interest is reducing need for rescue of/risk of harm to people using that land, and limiting property and environmental damages on high-risk lands and surrounding properties. For an entity to qualify for the City to do something to "Support efforts...to acquire" high-risk properties, the land use objective should be guaranteed to be consistent with the desired public policy outcome (reduce risk of harm, etc.), by a deed restriction, easement, or other legally enforceable instrument. Inasmuch as the ability of an entity to enter into a legally enforceable contract with the City is not otherwise encumbered, a requirement that said entity meet the definition of "public land trust" to gain the City's "support" seems unrelated to the City's prerogative.

Policy 7.1.5: Regulate floodplain areas in a manner that protects the public, recognizes their natural functions as waterways, and provides open space/recreational opportunities.

Acknowledge floodplains as critical habitat and wildlife movement corridors. The National Marine Fisheries Service found that floodplains are essential fish habitat, including the lower Willamette River and its tributaries with respect to threatened salmon and steelhead species, which includes all floodplains in the City. This policy should call for the City to regulate floodplains and recognize *"their natural functions as waterways and critical habitat, and provides open space/..."*

Climate Change and Energy

Policy 13.1.3: Advocate at the local, state, and federal level for building codes that increase energy conservation and facilitate emission reductions.

Consistent with Super Action 1 ("be a model"), this is a very important component. Similar policies should be introduced for all goals that would benefit from amended local, regional, state, and/or federal regulations. Cities should feel empowered to represent the interests of their constituents at all levels of government; a model city would

demonstrate this through its actions.

Policy 13.1.6: Create a more energy efficient land use pattern through the use of infill development and, where appropriate, increased density and development intensity.

This seems to warrant an explicit reference to clustered site development patterns given greater energy efficiency of attached structures and ability to contribute larger blocks of contiguous open space for reduced heat island effect, improved stormwater management and habitat functions, recreation, etc

Policy 13.2.3: Identify desired transportation mode splits and develop programs and standards to ensure that they are met.

Very enthusiastic support for this policy. “Ensure” is the correct language here. Very glad to see this. This policy should support using data (“best available science”) to identify mode split targets that positively correlate with desired policy outcomes that address this and other Goals.

Policy 13.3.1: Educate residents, businesses, developers and other community members on climate science and simple ways they can take action to adapt and mitigate for a changing climate.

Maybe “most effective” instead of “simple”? Or “simple and effective.” The desired public policy outcome for educating the public about their role in mitigating climate change should be a well-informed public that is aware of the most effective measures they can take and the implications of not doing so. It is not appropriate to focus on “simple” measures that may not be significantly effective, especially when the implications of not making significant changes are severe. We don’t want a complacent constituency that equates solving or even mitigating climate change is possible with “simple” measures.

Policy 13.3.8: Explore opportunities for creating community solar projects and other collective efforts.

Consider: “...creating distributed energy generation such as community solar...” and small scale/utility system hydropower (this is a real thing), etc. The public policy nexus is equitable access to a more resilient energy system. A network of distributed generation facilities - of which, community solar is one specific type, utility-based hydropower is another - would meet the public policy objective.

Policy 13.3.10: Consider increased population growth due to climate refugees, caused by more people moving to the area to escape less hospitable climates.

Consider triggers that require the City to take a prescribed planning action, like initiating a housing study or preparing zoning code amendments, when given conditions are met that indicate abnormal/unplanned population growth over a given period, and a contingency implementation action in the event the City fails to respond to the trigger in a timely manner, that will prevent or minimize involuntary displacement as a result of rapid population growth. As stated in previous comments, initial waves of climate refugees will be well-resourced enough to voluntarily escape their

devolving-to-inhospitable environment well before conditions are desperate. The initial impacts of non-destitute climate refugees will be felt in increasing demand for housing (e.g., tightening residential rental and real estate markets, and rapidly increasing rents). With a policy that instructs the City to monitor trends of changes in monthly rent price and rental occupancy/vacancy and to respond to developing patterns of instability or imbalance with prescribed planning actions - as well as defining prescribed contingency

implementation actions if certain conditions are met (such as failing to perform the prescribed planning action to the developing conditions in a timely manner).

Policy 13.3.11: Encourage the use of materials that can mitigate for climate-change induced impacts such as heat island effect and increased flooding.

Consider “materials and site development techniques that can mitigate...” This is another example where cluster housing typologies and minimal footprint site layouts directly serve a policy.

Parks and Recreation

Policy 4.2.3 – The City will participate in regional recreation planning and implementation programs through Metro, and will coordinate activities with NCPRD, Clackamas County, Clackamas County Water Environment Services (WES), and relevant state and federal agencies.

Consider identifying roles instead of using entities’ proper names. The last time the Comp Plan was updated, NCPRD didn’t exist. It is equally unpredictable to claim to know what entities will exist and what names they will use 20-30 years or more in the future.

Whenever possible, prefer to name roles of entities or authorities (the parks and recreation district, the parks authority, etc.).

Goal 4.3 – Planning and Design

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

New Policy: Recognize and identify how defined categories of land uses/classifications contribute to the constellation of habitat within and surrounding the City. Acknowledge need to plan and design for habitat viability and connectivity, including the safe movement of wildlife necessary to maintain biodiversity and ecological balance. Work with regional, state, and federal partners to implement regulations that benefit wildlife, including protecting habitat and facilitating safe movement across the landscape.

Policy 4.3.4 – Explore conversion of parking lots to parks and recreation opportunities when parking demand decreases.

Consider defining specific parameters that trigger standards changes enabling and perhaps requiring parking lot conversions to parkland, open space, and/or stormwater management uses.

Policy 4.5.4 – New residential projects may require the dedication of land for public park or open space uses if the development corresponds to areas where park deficiencies have been identified.

Include natural areas, habitat, and habitat linkages when considering deficiencies. *Policy 4.5.5 – In exchange for the dedication of park land, the allowable density on the remaining lands may be increased, so that the overall parcel density remains the same.* Essential to avoid takings. Also: consider modest density bonus for larger proportion of land dedication to open space uses. This is sort of like a Planned Development density bonus without the Type IV review.

Willamette Greenway

Policy 15.6.1: The City will encourage new public access within the greenway and to the Willamette River, through dedications, easements, or other means.

Add “acquisitions” as supported by Goal 15.



Milwaukie Comprehensive Plan Update
Comprehensive Plan Advisory Committee Meeting #9
December 3, 2018 6:00-9:00 pm

DRAFT MEETING SUMMARY

Members Present

Albert Chen, Ben Rousseau, Bryce Magorian, Celestina DiMauro, Daniel Eisenbeis, Everett Wild, Howie Oakes, Rebecca Hayes, Sara Busickio, Stephan Lashbrook

Members Not Able to Attend

Jessica Neu, Joe Gillock, Matthew Bibeau, Liz Start, Neil Hankerson, Stacy Johnson

City of Milwaukie

Mark Gamba, Mayor; Councilor Lisa Batey
David Levitan, Denny Egner, and Mary Heberling, Tay Stone; Planning Department
Peter Passarelli; Public Works Director
Natalie Rogers; Climate and Sustainability Coordinator

EnviroIssues

Emma Sagor
Bridger Wineman

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

WELCOME

- Lisa Batey – This is a big milestone tonight since it's the end of Block 2. The feedback from the last meeting was very helpful for the staff in creating the policies we'll look over tonight. On December 11 the City Council will be looking at updated policies based on your input tonight.

PROJECT UPDATES

- Emma Sagor: Will be going through a career change and leaving EnviroIssues on Dec. 14th. This is her last CPAC meeting.
- David Levitan: We will be going to talk more about housing at the end of this meeting, the joint meeting with PC and CC has been moved to 7pm rather than 8:10pm. He will send an email out about that change.

DRAFT GOAL AND POLICY LANGUAGE DISCUSSION

Parks and Recreation:

- Does the language in the overarching chapter goal incentivize the creation of private parks?
- Consider removing text regarding private recreation facilities in Overarching Chapter Goal.
 - Other CPAC members disagreed; we should get as many recreational facilities as possible.

- Reference indoor/private recreation in overarching chapter goal
- Call out need for more trees in city parks to help meet city tree canopy goals
- Goal 4.1 – does the use of “public” preclude non-public spaces such as the Wetland Conservancy’s?
- Goal 4.1 - Better define “open space” or is it different than natural area? Rename to “green space.” Want to restrict more incentives to develop with concrete. Hierarchy of definitions: open space, natural area, parks.
- Policy 4.1.4 – get rid of “publicly owned”.
- Agree with proposal to remove Goal 4.1 entirely and move the underlying policies to another section.
- Show spaces for public use separately from schools (which aren’t always accessible).
- Policy 4.2.1 – there was discussion about whether NCPRD should be called out by name, or if we should refer to “parks district” or “parks provider”. There was no consensus among CPAC members.
- Policy 4.3.2 – agree that we should call out other types of renewable energy besides solar.
- Agree with proposal to rename Goal 4.5 to something other than “Implementation”.
- What is the meaning of dedication? Need a set of definitions.
- Add language clarifying public acquisition of dedicated park land. Consider size/scale of space.
- Exclude HOA parks that don’t allow public access (from inventory of available parkland).
- How much overlap should there be between this section and Recreation Goal (15.5) of Willamette Greenway?

Willamette Greenway:

- Need a definitions section
- Need to better define what the greenway is and why it is important, preferably in the overarching chapter goal.
- 15.7.2 – Interest in educating the public about this?
 - *A: Tricky territory. Policy is from the current comp plan.*
- 15.7.1 – Seems at odds with 15.7.2. Maybe we should pick one?
- Take out 15.7 as a whole.
- Are there any situations about questions regarding who owns land?
- If we get rid of 15.7 as a whole, will that cause issues when the Kellogg Dam is taken out?
- Consider definition of Willamette Greenway in the Overarching Goal section.
- 15.6 – References to Kellogg Lake need to be looked at. Should these apply to Kellogg Creek instead? Or should they be removed entirely?
- 15.2.2 – Consider this as a place to discuss climate change.
- 15.5.4 – Why is that in there?
 - *A: Town hall we received a lot of feedback about wanting connectivity within the Willamette Greenway.*

Climate Change & Energy:

- 13.2.4 – End sentence after projects.
- 13.3.8 – Agree with Commissioner Edge’s comment, but make sure to say renewable energy generation.
- In overarching goal, take out word “potential” next to climate change.
- 13.1.9 – Agree with Commissioner Travis, expand this to every single staff report to decision makers.
 - Agree with this, as it’s in the CAP.
- 13.2.4, 13.2.5 – reference to “alternative” change to “renewable.” KEEP LANGUAGE CONSISTENT.
- 13.1.6 – Advocate that it’s good the way it’s written. Don’t think we need to have specific developments, like cluster development.
 - 13.1.6 - What does “energy efficient land use” mean?
 - *I look at it as land closer to the MAX is more efficient, but land farther away from transit is less efficient.*
 - *I think Milwaukie has more opportunity to capture growth in the City boundaries versus UGB expansion and don’t want to miss that opportunity.*
- Should the overarching goal mention the CAP? Maybe make policy language about doing something through the CAP.
- 13.1.2 – What is “significant efforts”? Should that be defined better?
 - *A: That could be tied to CAP goals.*
- 13.1.5 – Create a new policy around the second part of the sentence.
- 13.1.9 – Move up to the top of the section and broadened, but still include land use applications.
- 13.1.10 – Is that more of an implementation strategy?
- 13.3.9 – Also elevate this one in the section.
- 13.3.11 – What are those “materials”
 - *A: Materials could be encompassing more than the built environment, like grass between pavers.*
- 13.1.6 – Worried that it’s too limiting. Looks like it’s only defining efficient land use as infill development. Want to capture that there may be lots of different ways.
 - *Don’t think it would be bad to list out other ideas.*
 - *Should reference Hubs in this list.*
- 13.3.9 – Someone will make the argument that none of this is affordable. Need policy(s) around making sure it’s affordable.
- Local food policy and local food co-ops. Didn’t see anything about that.
 - *Expand on 13.3.1 to include this idea?*
 - *City should be incentivizing this type of development.*
- 13.3.8 – Add a similar policy around this language: “Explore opportunities for local food production, etc.”

- 13.3.1 – *What are we doing to educate the businesses and employees within Milwaukie. Not just the residents.*

Natural Hazards:

- 7.4.1 – Be more specific about who the “private” entities are. Maybe conservation organizations. And write out the purpose is to conserve land.
- 7.1.2 – Detailed technical reports should be conducted by a third party.
 - *Wilsonville is a good example for traffic studies done by a third party.*
- Combine 7.1.3 and 7.1.4.
 - *How do we realize this as an implementation? Density be transferred to specific locations like Neighborhood Hubs?*
 - *In 7.1.4 – put a period where the comma is. Don’t think the implementation of density transfers is baked out enough.*
- Looks like we list out flooding, landslides, etc, but don’t talk much about seismic disasters. Expand policy 7.4.3 to include seismic resilience.
- Climate-induced hazards language should be moved to the overarching goal rather than in 7.1.1.
 - *Think we should still keep some climate change language in that policy still though.*
- Think there is a lot of wasted time looking into Transfer of Development Rights program. Density transfer within a site would be easier. Then maybe move to adjoining properties to transfer density.
- We should have third parties look at floodplain areas, do it based on Wilsonville way.
- Need the concept around resilient neighborhood or area, that can be resilient based on a natural disaster. A portion of the town will be highly functional in the case of a major earthquake. Say something like 16 acres.
- 7.1.3 – Should there be more clear definition around “high hazard potential.” Should there be a hierarchy?
 - *Maybe we should just take out 7.1.3 and beef up 7.1.4?*
 - *I think we should call out more areas that are high hazards.*
 - *If we look at the mapping of hazards area, there are lots of areas listed as “high risk.” It’s not just a small part of Milwaukie.*
 - *Maybe quantify the “highest” risk. So that the top 10% that are listed as highest risk could be where we limit development.*

CLOSING

Remarks made by Mayor Gamba and Councilor Batey.

APPENDIX A: SUMMARIZED FLIP CHART NOTES

Q: How do we ensure alignment with our vision?

Parks and Rec

- Vision speaks directly to MBP

Hazards and Climate Change

- Alignment between plans is important
- Vision Action Plan may be the vehicle for shorter term actions

Q: Are the recommendations moving in the right direction?

Parks and Rec

- Parks and Rec zone → Yes!
- Goal around transportation and connectivity → build on SAFE
 - Especially around access to waterfront
- SDCs → flexibility; rather than requiring park space, use SDC funds
- Consider barriers to getting to parks

Hazards

- Yes, generally right direction
- Organizing by broader goals (clean energy too) → yes
- Generally, use “shall” more
 - Where do we get specificity to make sure “shall” happens?
- Reducing development in high risk/incentivize development in low risk → YES

Greenway

- More restrictions closer to river; less further from the river
- Rec amenities specific to Greenway → Yes!
- Capping WWTP → could be cool, but \$\$
 - Integrate site with habitat protection

Energy and Climate Change

- Need to ensure these are adhered to
- Outreach, education, and awareness is key
- Apply Sustainability and Equity lens
- Green building and incentivizing upgrades → yes
 - Look at HAC policies

Q: Remaining questions?

Parks and Rec

- Green energy and parks
 - Echoed in CC/energy group
- Consider habitat connectivity and balance with human paths
 - Regional habitat connectivity WG
- Should we be requiring more open space/parks in new development?
- Bake in policy now around conversion of parking lots
 - Redevelopment of sites of a certain size?

Greenway

- Educational programs along water → what kind of access we're providing
- E.g. education near Olympia WWTP

Hazards

- Need more info on where to go with dev allowances in risk zones
 - Undecided on hazard overlay zone
 - Maps and data
 - Pull from other agencies
 - **Need at next meeting**
- What metrics should we be using/incorporating?
- CAP actions → Comp Plan

Energy and Climate Change

- Should some policies have priority over others? (e.g. trees v. density; design v. affordability)
- Want more info on density transfer and financial implications → how it works

Implementation Action Parking Lot

- Solar covered farmer's market space
- Uses allowed in parks once we develop the park zone

Parks and Recreation Policies

Overarching Chapter Goal: To provide for the recreational needs of present and future City residents, while also preserving natural areas. The City will ~~by~~ maximizing the use of existing public facilities, encouraging development of indoor public or private recreational facilities, ~~and~~ preserving the opportunity for future interim public recreational use of vacant private lands, support dedication and acquisition of land for recreational use and/or habitat conservation, and maintain existing natural areas for conservation. Future expansion and development of recreational uses and natural areas should be encouraged and focused in existing underserved areas of the Milwaukie community and accessible for all ages and abilities.

Goal 4.1—Park Classifications—Moved to Policy 4.4.2.

Utilize the following park classifications to guide provision of parks and other public open spaces throughout the City.

Policy 4.1.1—Pocket Park: A small park accessible to the general public, but may be more tailored towards concentrated populations such as seniors or small children. These types of parks are convenient for small, irregular pieces of land where development may be restricted. The size of a pocket park is determined by availability of land versus a pre-established standard, but are typically less than 0.5 acres to provide outdoor space where it is otherwise limited.

Policy 4.1.2—Neighborhood Park: Serves as a recreational and social space of a neighborhood and may also be located on school property. Many provide opportunities for natural areas, informal activities, and passive recreation with playgrounds, picnic areas, community gardens, outdoor basketball courts, and/or multi-use sport fields. Neighborhood parks are intended to serve residents that are within an easy walking or bicycling distance, which may be an area of approximately .5 to 1 mile radius and may range from 0.5 to 5 acres. They are preferably on collector or minor arterial streets or neighborhood greenways.

Policy 4.1.3—Community Park: Serves a broader purpose than neighborhood parks where the focus is to meet community-based recreation needs, as well as, conserving unique landscapes and open spaces. They provide a variety of opportunities for active, passive, and structured recreation for individuals, as well as, groups. They may vary in size from 4.5 to 50 acres and should be located on arterials or other major routes for easy accessibility from all parts of the City.

Policy 4.1.4—Natural Area: A publicly owned area of scenic or natural character serving the entire community, for environmental education and contemplative opportunities. Preservation and habitat restoration and conservation of the resource is the primary objective. Access is primarily on foot or bike, with limited provisions for auto parking. Amenities may include permeable pathways, seating at viewing locations, interpretive displays or markers.

Policy 4.1.5—Linear Park: A linear strip of land that create park connections and corridors that may include natural areas. They are linear in nature, often include trails, and are used as pedestrian and bike corridors to connect activity centers and/or other parks or points of interest. They may also provide wildlife corridors and benefits to natural systems.

~~Policy 4.1.6 – Special Use Areas: Cover a broad range of outdoor spaces and indoor/outdoor recreation with special features. Special use areas may include indoor areas such as community centers and senior centers, aquatic facilities, or other public buildings. They also include outdoor areas such as amphitheaters or plazas.~~

Goal 4.1 – Partnerships and Funding

Continue to work with North Clackamas Parks and Recreation District (NCPRD) (option: use “parks district” or “parks and recreation provider”), other public and governmental agencies, and private organizations in providing park and recreational facilities and services, and habitat conservation.

Policy 4.1.1 – Work with NCPRD (or “parks and recreation provider”) to complete, adopt, and maintain an overall parks master plan.

Policy 4.1.2 – The City will continue to initiate and support joint-use construction and maintenance agreements with the North Clackamas School District (NCS D) and work to provide recreational opportunities on school properties.

Policy 4.1.3 – The City will participate in regional recreation planning and implementation programs through Metro, and will coordinate activities with NCPRD, Clackamas County, Clackamas County Water Environment Services (WES) (alternative to naming County agencies: “Clackamas County parks and utility providers”), and relevant state and federal agencies.

Policy 4.1.4 – Pursue prioritizing proportional contributions from new development and redevelopment for the expansion of public recreation opportunities in underserved areas of Milwaukie.

Policy 4.1.5 – Maintain a flexible system with NCPRD where the City can accept land, when appropriate, in lieu of System Development Charges (SDCs).

Policy 4.1.6 – Continue to support and work with public or private organizations on habitat conservation and rehabilitation of natural areas.

Goal 4.2 – Planning and Design

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

Policy 4.2.1 – Expansion and/or redevelopment of parks and new recreation opportunities shall be tailored towards the needs and abilities of diverse communities.

Policy 4.2.2 – Pursue solar power and other forms of renewable ~~green~~ energy with updates to and expansions of existing parks and recreation opportunities and the creation of new parks and recreation opportunities.

Policy 4.2.3 – Investigate the feasibility of providing park and open space amenities on land owned by other public agencies, considering safety and security of users and facilities.

Policy 4.2.4 – Work with local, regional, state, and federal partners to plan, design and protect areas for habitat viability, including the safe movement of wildlife necessary to maintain biodiversity and ecological balance.

Policy 4.2.5 – Advocate for community gardens and urban food forests in pocket parks, neighborhood parks, community parks, and special-use areas.

Policy 4.2.6 – Explore conversion of parking lots to parks and recreation opportunities when parking demand decreases.

Policy 4.2.7 – Explore park designs that cover the buildings of Kellogg Water Treatment Plant and/or incorporate a public education component.

Goal 4.3 – Transportation and Connectivity

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

Policy 4.3.1 – Provide an active transportation network to increase connectivity and access between all natural areas, parks, and recreation opportunities.

Policy 4.3.2 – Bicycle trails, sidewalks, and walking trails provide convenient access for pedestrians and bicyclists to all natural areas, parks, and recreation opportunities.

Policy 4.3.3 – Encourage transit access to community parks and facilities.

Policy 4.3.4 – Encourage North/South trail connections along the Willamette River.

Goal 4.4 – Park Development and Maintenance Implementation

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

Policy 4.4.1 – Establish a Parks, Recreation, and Open Space zone within the Municipal Zoning Code.

Policy 4.4.2 – Utilize the park classifications in Appendix XX to guide maintenance, development, and expansion (PREVIOUSLY LISTED UNDER GOAL 1).

Policy 4.4.3 – Encourage interim recreation opportunities on vacant and underutilized sites on private or public land to be community member initiated, with a fixed time frame for the proposed use.

Policy 4.4.4 – The City will work with NCPRD (optional text: the parks district) to acquire land for park and recreational uses, and habitat conservation.

Policy 4.4.5 – Private industry will be encouraged to provide recreation opportunities and facilities for employees in employment areas. New commercial development is encouraged to provide pocket parks and other recreational street amenities for the general enjoyment of the public.

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Policy 4.4.6 – New residential projects may be required to dedicate the dedication of land for public park, green space, or public open space uses if the development corresponds to areas where park deficiencies, natural areas, or habitat linkages have been identified.

Policy 4.4.7 – In exchange for the dedication of park land, the allowable density on the remaining lands may be increased, so that the overall parcel density remains the same. A modest density bonus may be allowed for including larger proportions of land dedication for open spaces that protect and conserve habitat or provide identified needs in public park and recreational uses by NCPRD (optional text: the park district) or the parks master plan.

Willamette Greenway Policies

Overarching Chapter Goal: ~~To~~^{to} protect, conserve, enhance, and maintain the [lands and water that comprise the City's portion of the Willamette River Greenway in a manner that recognizes the unique natural, scenic, historical, economic, and recreational qualities of lands that exist](#) along the Willamette River ~~as the Willamette River Greenway.~~

Goal 15.1 – Willamette Greenway Boundary

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

Policy 15.1.1: Utilize the Greenway Compatibility Review Boundary to identify where the highest level of compatibility review will occur. The Greenway Compatibility Review Boundary will apply within 150 feet of the ordinary high-water line of the Willamette River and in other adjacent areas that have been identified as being in the floodplain of the Willamette River or areas that have unique or significant environmental, social, or aesthetic qualities. The Greenway Compatibility Review Boundary is depicted on Map XX.

Policy 15.1.2: Kronberg Park and the area occupied by Kellogg Lake are included within the Willamette River Greenway Boundary.

Goal 15.2 – Greenway Design Plan

To allow preparation of a Greenway Design Plan within the Willamette Greenway Boundary.

Policy 15.2.1: The adopted park master plans for Milwaukie Bay Park, Kronberg Park, Spring Park, and the Elk Rock Island management plan will serve the same purpose as a Greenway Design Plan for each of the parks. The park master plans will specify permitted uses and design details that are allowed within the Willamette Greenway. Park master plans will be adopted through the conditional use process.

Policy 15.2.2: A Greenway Design Plan may be prepared and adopted as an ancillary plan to the Comprehensive Plan. The Greenway Design Plan may apply to the entire Willamette Greenway or any portion of the greenway. An adopted Greenway Design Plan may provide an alternative review process for development within the greenway provided it is consistent with the adopted plan, [and should be updated periodically to reflect best available science and changing conditions along the greenway, including those induced by climate change.](#)

Goal 15.3 –Land Use [Review Process](#)

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

Policy 15.3.1: Utilize the Willamette Greenway Zone in combination with underlying land use designations to manage uses and implement [the](#) -City's Willamette Greenway objectives and Statewide Planning Goal 15.

Policy 15.3.2: Two levels of review will be employed to determine the appropriateness and compatibility of new or intensified uses with the Willamette Greenway.

- a. Within the Greenway Compatibility Review Boundary, a Willamette Greenway Conditional Use Permit must be obtained prior to new construction or intensification of an existing use when the new or intensified use is not identified as a permitted planned use within an adopted park master plan or the Greenway Design Plan. Special criteria addressing use, siting, size, scale, height, and site improvements will be used to review and guide development within the Compatibility Review Boundary.
- b. Outside of the Greenway Compatibility Review Boundary, new construction and intensification of uses will be allowed, provided that the scale and nature of the use meets the standards specified in the Willamette Greenway Zone. Development standards for these uses will be used to allow certain forms of development as a use by right.

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

Policy 15.3.3: Setbacks for new or intensified uses may be established through the park master planning process or through a Greenway Design Plan. When not established through these plan processes, the Willamette River Greenway conditional use process will be used to establish setbacks. For uses that are not water-dependent or water related, setbacks will be determined on a case-by-case basis and the uses will be directed away from the river. Existing and proposed uses that are water-dependent and water-oriented may be permitted near or at the water's edge.

Goal 15.4 – Natural Resource Protection

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

Policy 15.4.1: Within the Willamette Greenway, protect and conserve natural resources through the City's two Natural Resource overlay zones: WQR - Water Quality Resource and HCA – Habitat Conservation Area.

Policy 15.4.2: Promote an increase in tree canopy within the Willamette Greenway through tree planting programs and by mitigating for any lost tree canopy that occurs through development.

Policy 15.4.3: Support ~~the~~ removal of the Kellogg Creek Dam and ~~the~~ restoration of Kellogg Creek through revegetation of riparian areas with native species. Removal of the Kellogg Creek Dam is consistent with the greenway element of the plan and will not require greenway review. (Note: Check to see if we can actually rely on this policy to avoid greenway review).

Policy 15.4.4: Manage Elk Rock Island as a natural area park.

Policy 15.4.5: Allow and support environmental education and interpretative displays within the Willamette Greenway.

Goal 15.5 – Recreation

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

Policy 15.5.1: Park master plans will be used to define the major recreational uses, activities, and design details for each of the parks within the Willamette Greenway.

Policy 15.5.2: The parks within the Willamette River Greenway will serve a variety of needs for the City including:

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

The Parks and Recreation Element of the Plan will define the primary intent and purpose of each park.

Policy 15.5.3: The Willamette Greenway will accommodate a trail system along the river that is intended to connect with future Willamette Greenway trails to the north and south of the City. Develop a trail plan, acquire right-of-way, and build trail segments as funding becomes available.

Policy 15.5.4: City bicycle and pedestrian trail systems, such as the Monroe Street Neighborhood Greenway, will be designed to connect with the trail system through the Willamette Greenway.

Goal 15.6 – Public Access and View Protection

To provide, improve, and maintain public access and visual access within the greenway and to the lands and water that make up the Willamette River, Greenway and Kellogg Lake.

Policy 15.6.1: The City will encourage new public access within the Willamette Greenway and to the Willamette River through dedications, easements, acquisitions, or other means.

Policy 15.6.2: The City will undertake efforts to make existing points of public access more accessible and usable through maintenance and signing.

Policy 15.6.3: As part of the Greenway Compatibility Review process, the City will evaluate proposals for new development and intensification of use for their effect on visual access to the Willamette River and Kellogg Lake Creek from publicly owned land and the public right-of-way. Where impacts are significant, efforts will be made to preserve visual access to the river and lake.

Policy 15.6.4: As part of the planning effort for parks and other public improvements, landscape plans will be prepared so that trees and other features are intentionally placed to frame and enhance views of the Willamette River and Kellogg Lake Creek.

Goal 15.7 – Maintenance of Private Property

To ensure the rights of private landowners are protected.

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~~Policy 15.7.1: The City will cooperate with the State in its programs designed to restrict access between public and private land. Nothing within the State of Oregon or City of Milwaukie greenway program is intended to authorize the unrestricted public use of private land.~~

~~Policy 15.7.25: Based on the Public Use Doctrine, t~~The City acknowledges that the public has the right to recreate on the land and water below the ordinary high-water line of the Willamette River, ~~is under the ownership and jurisdiction of the Oregon Division of State Lands and may provide opportunities for public use and access.~~

Goal 15.7.8 – Downtown

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

Policy 15.7.8.1: Provide safe pedestrian connections between ~~the~~ downtown Milwaukie and the Willamette River consistent with the Downtown and Riverfront Land Use Framework Plan.

Policy 15.7.8.2: Work with Clackamas County Water Environment Services to accommodate recreational and water-related uses at the treatment plant site. This could include full redevelopment and relocation of the facility, shrinking the footprint, adding wetland features, adding a community water quality education center, providing physical access to the river, or capping the treatment plant with park facilities over the plant.

Policy 15.7.8.3: Within the Willamette Greenway, provide opportunities for limited commercial and recreational services that are focused to support users of the river, the parks, or the trail systems.

Natural Hazards Policies

Overarching Chapter Goal: Protect the Milwaukie community from the threats of natural hazards, [including those induced by climate change](#), through risk minimization, education, and adaptation.

Goal 7.1: Identifying and Reducing Hazard Potential

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

Policy 7.1.1: Ensure that City natural hazard maps stay updated and reflect the most recent information and best available science for natural hazard areas, including flooding, landslides, liquefaction, unstable soils, wildfire, earthquakes, [as well as climate change induced hazards such as](#) drought and sea level rise.

Policy 7.1.2: Require the submittal [and neutral third-party review](#) of detailed technical reports for proposed development within high risk flood, liquefaction and landslide hazard areas.

~~**Policy 7.1.3:** Actively discourage development in areas with high hazard potential.~~

Policy 7.1.34: Encourage [and prioritize](#) development in [low-risk](#) areas [with low risk of natural hazards and restrict development in areas with high risk that cannot be adequately mitigated, including through the potential transfer of development rights.](#)

Policy 7.1.45: Regulate floodplain areas in a manner that protects the public, recognizes their natural functions as waterways [and critical habitat](#), and provides open space/recreational opportunities.

Goal 7.2: Partnerships and Education

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

Policy 7.2.1: Continue to coordinate with regional, state and federal agencies on disaster preparedness efforts

Policy 7.2.2: Work with agency partners to address and respond to increased episodes of poor air quality resulting from wildfires in the region.

Policy 7.2.3: Identify strategies to ensure that mapping of the 100 and 500-year floodplain areas stays current and accurate.

Policy 7.2.4: Work with the county, state, and regional partners to regularly update the City's Hazard Mitigation Plan.

Policy 7.2.5: Increase outreach and education for hazard awareness and natural disaster preparedness, especially for low-income, elderly, non-English speaking, and other vulnerable populations.

Goal 7.3: Infrastructure and Building Resiliency

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

Policy 7.3.1: Ensure that relevant sections of the Milwaukie Municipal Code, most notably those that deal with Flood Hazards, Seismic Conditions, and Soils, are maintained to reflect best available science.

Policy 7.3.2: Increase the quality, resiliency, and redundancy of utility and transportation infrastructure to increase chances of continued service following a natural disaster.

Policy 7.3.3: Promote the retrofitting of buildings for better natural disaster resiliency through education and potential incentives for residential and commercial property owners.

Policy 7.3.4: Encourage development that exceeds minimum building code standards and is built to withstand high intensity natural disasters.

Policy 7.3.5: Prohibit essential public facilities and uses with vulnerable populations from being located within areas at high risk of flooding, landslides, liquefaction, and fire, and aim to relocate existing uses in these areas.

Goal 7.4: Adaptation and Mitigation

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

Policy 7.4.1: Support efforts by the City ~~and other~~ public ~~land trusts~~ and private entities to acquire ~~and conserve~~ properties with high risks of flooding, landslide, and other natural hazards.

Policy 7.4.2: Increase requirements for protecting large trees, riparian vegetation and wetlands that have the potential to consume and retain large amounts of surface and storm water.

Policy 7.4.3: Coordinate with ~~local~~, regional, state and federal agencies on disaster preparedness efforts, including coordination for major seismic and flooding events.

Policy 7.4.4: Encourage, and eventually require, green infrastructure and development practices.

Policy 7.4.5: Support expansion of the City's Community Emergency Response Team (CERT) to aid in responding to natural hazard events.

Policy 7.4.6: Create designated emergency routes and a series of disaster recovery facilities that can withstand major natural hazard events, and keep the public informed of them through a variety of different outreach methods.

Climate Change and Energy Policies

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

Goal 13.1: Built Environment

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

Policy 13.1.1: Encourage the use of innovative design and building materials that increase energy efficiency and natural resource conservation, and minimize negative environmental impacts of building development and operation.

Policy 13.1.2: Provide flexibility in development standards and permitted uses for projects that ~~make significant efforts to~~ address climate change and energy conservation ~~through strategies identified in the Climate Action Plan and/or best available science~~.

Policy 13.1.3: Advocate at the local, state, and federal level for building codes that increase energy conservation and facilitate emission reductions, ~~and be a model for implementing these higher standards~~.

Policy 13.1.45: Develop standards and guidelines that contribute to a 40% citywide tree canopy ~~and help achieve other strategies called out in the Climate Action Plan~~.

Policy 13.1.65: Create a more energy efficient land use pattern ~~through the use of that includes but is not limited to~~ infill ~~and cluster~~ development, ~~neighborhood hubs~~ and, where appropriate, increased density ~~and development intensity~~.

Policy 13.1.67: Encourage the creation of compact, walkable neighborhoods and neighborhood hubs throughout the city that provide a mix of uses and help reduce transportation emissions and energy usage.

Policy 13.1.78: Work with property owners and developers to facilitate the adaptive reuse of existing buildings.

Policy 13.1.89: Incorporate climate change criteria into ~~city decision making processes, including the~~ land use application ~~and development review process~~.

Policy 13.1.911: Streamline review for solar projects on rooftops, parking lots, and other areas with significant solar capacity.

Goal 13.2: Transportation and Utility Infrastructure

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

Policy 13.2.1: Increase the quantity, quality and variety of Milwaukee's active transportation options, including trails, bike lanes, sidewalks, and transit.

Policy 13.2.2: Work with local businesses and regional partners to increase transit usage and develop

“last mile” solutions [to Milwaukie homes and businesses.](#)

Policy 13.2.3: Identify desired transportation mode splits and [use best available science to](#) develop programs and standards to ensure that they are met.

Policy 13.2.4: Reduce barriers to developing [alternative-renewable](#) energy projects ~~on public buildings and properties.~~

Policy 13.2.5: Aim to increase the use of [alternative-renewable](#) energy vehicles through a mix of infrastructure improvements, incentives, and development requirements.

Policy 13.2.6: Account for rapidly changing technologies such as autonomous vehicles and other intelligent transportation systems during site development review and capital improvement planning.

Policy 13.2.7: Prioritize natural stormwater management systems.

Goal 13.3: Adaptation and Mitigation

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

Policy 13.3.1: Educate residents, businesses, developers and other community members on climate science and [simplethe most effective](#) ways they can take action to adapt and mitigate for a changing climate, [including transportation and energy choices, local food production and consumption, sustainability at work programs and waste generation.](#)

Policy 13.3.2: Be an advocate and early adopter of emerging technologies and strive to be a model for how small cities can adapt to climate change.

Policy 13.3.3: Incorporate best available science related to energy conservation and climate change adaptation into planning and development review.

Policy 13.3.4: Regularly update the City’s Climate Action Plan to identify strategies for addressing climate change and include emerging technologies and programs.

Policy 13.3.5: Promote climate-resilient vegetation and landscaping.

Policy 13.3.6: Pursue the development of heat shelters and shading sites, including indoor community spaces that can serve as clean air and cooling centers and shaded outdoor community spaces

Policy 13.3.7: Encourage property owners to retrofit their properties to accommodate [alternative renewable](#) energy production.

Policy 13.3.8: Explore opportunities for [creating-increasing distributed renewable energy generation through](#) community solar projects and other collective efforts.

Policy 13.3.9: Consider equity and affordability when developing city programs and development standards related to energy conservation and climate change, [and identify strategies for reducing potential impacts related to increased costs.](#)

Policy 13.3.10: Consider increased population growth due to climate refugees, ~~caused by more~~

[people](#) moving to the area to escape less hospitable climates, [and identify population metrics and triggers for when additional planning is needed to address potential impacts to housing, infrastructure, and the economy.](#)

Policy 13.3.11: Encourage the use of materials [and site development techniques](#) that can mitigate for climate-change induced impacts such as heat island effect and increased flooding.

Parks and Recreation Policies

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

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Goal 4.2 – Planning and Design

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Goal 4.3 – Transportation and Connectivity

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

Policy 4.3.1 – Provide an active transportation network to increase connectivity and access between all natural areas, parks, and recreation opportunities.

Policy 4.3.2 – Bicycle trails, sidewalks, and walking trails provide convenient access for pedestrians and bicyclists to all natural areas, parks, and recreation opportunities.

Policy 4.3.3 – Encourage transit access to community parks and facilities.

Policy 4.3.4 – Encourage North/South trail connections along the Willamette River.

Goal 4.4 – Park Development and Maintenance

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

Policy 4.4.1 – Establish a Parks, Recreation, and Open Space zone within the Municipal Zoning Code.

Policy 4.4.2 – Utilize the park classifications in Appendix XX to guide maintenance, development, and expansion (PREVIOUSLY LISTED UNDER GOAL 1).

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Policy 4.4.5 – Private industry will be encouraged to provide recreation opportunities and facilities for employees in employment areas. New commercial development is encouraged to provide pocket parks and other recreational street amenities for the general enjoyment of the public.

Policy 4.4.6 – New residential projects may be required to dedicate land for public park, green space, or public open space uses if the development corresponds to areas where park deficiencies, natural areas, or habitat linkages have been identified.

Policy 4.4.7 – In exchange for the dedication of park land, the allowable density on the remaining lands may be increased so that the overall parcel density remains the same. A modest density bonus may be allowed for including larger proportions of land dedication for open spaces that protect and conserve habitat or provide identified needs in public park and recreational uses by NCPRD (optional text: the park district) or the parks master plan.

Willamette Greenway Policies

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

Goal 15.1 – Willamette Greenway Boundary

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

Policy 15.1.1: Utilize the Greenway Compatibility Review Boundary to identify where the highest level of compatibility review will occur. The Greenway Compatibility Review Boundary will apply within 150 feet of the ordinary high-water line of the Willamette River and in other adjacent areas that have been identified as being in the floodplain of the Willamette River or areas that have unique or significant environmental, social, or aesthetic qualities. The Greenway Compatibility Review Boundary is depicted on Map XX.

Policy 15.1.2: Kronberg Park and the area occupied by Kellogg Lake are included within the Willamette River Greenway Boundary.

Goal 15.2 – Greenway Design Plan

To allow preparation of a Greenway Design Plan within the Willamette Greenway Boundary.

Policy 15.2.1: The adopted park master plans for Milwaukie Bay Park, Kronberg Park, Spring Park, and the Elk Rock Island management plan will serve the same purpose as a Greenway Design Plan for each of the parks. The park master plans will specify permitted uses and design details that are allowed within the Willamette Greenway. Park master plans will be adopted through the conditional use process.

Policy 15.2.2: A Greenway Design Plan may be prepared and adopted as an ancillary plan to the Comprehensive Plan. The Greenway Design Plan may apply to the entire Willamette Greenway or any portion of the greenway. An adopted Greenway Design Plan may provide an alternative review process for development within the greenway provided it is consistent with the adopted plan, and should be updated periodically to reflect best available science and changing conditions along the greenway including those induced by climate change.

Goal 15.3 –Land Use Review Process

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

Policy 15.3.1: Utilize the Willamette Greenway Zone in combination with underlying land use designations to manage uses and implement the City's Willamette Greenway objectives and Statewide Planning Goal 15.

Policy 15.3.2: Two levels of review will be employed to determine the appropriateness and compatibility of new or intensified uses with the Willamette Greenway.

- a. Within the Greenway Compatibility Review Boundary, a Willamette Greenway Conditional Use Permit must be obtained prior to new construction or intensification of an existing use when the new or intensified use is not identified as a permitted planned use within an adopted park master plan or the Greenway Design Plan. Special criteria addressing use, siting, size, scale, height, and site improvements will be used to review and guide development within the Compatibility Review Boundary.
- b. Outside of the Greenway Compatibility Review Boundary, new construction and intensification of uses will be allowed provided that the scale and nature of the use meets the standards specified in the Willamette Greenway Zone. Development standards for these uses will be used to allow certain forms of development as a use by right.

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

Policy 15.3.3: Setbacks for new or intensified uses may be established through the park master planning process or through a Greenway Design Plan. When not established through these plan processes, the Willamette River Greenway conditional use process will be used to establish setbacks. For uses that are not water-dependent or water related, setbacks will be determined on a case-by-case basis and the uses will be directed away from the river. Existing and proposed uses that are water-dependent and water-oriented may be permitted near or at the water's edge.

Goal 15.4 – Natural Resource Protection

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

Policy 15.4.1: Within the Willamette Greenway, protect and conserve natural resources through the City's two Natural Resource overlay zones: WQR - Water Quality Resource and HCA -Habitat Conservation Area.

Policy 15.4.2: Promote an increase in tree canopy within the Willamette Greenway through tree planting programs and by mitigating for any lost tree canopy that occurs through development.

Policy 15.4.3: Support removal of the Kellogg Creek Dam and restoration of Kellogg Creek through revegetation of riparian areas with native species. Removal of the Kellogg Creek Dam is consistent with the greenway element of the plan and will not require greenway review. (Note: Check to see if this is sufficient to avoid greenway review).

Policy 15.4.4: Manage Elk Rock Island as a natural area park.

Policy 15.4.5: Allow and support environmental education and interpretative displays within the Willamette Greenway.

Goal 15.5 – Recreation

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

Policy 15.5.1: Park master plans will be used to define the major recreational uses, activities, and design details for each of the parks within the Willamette Greenway.

Policy 15.5.2: The parks within the Willamette River Greenway will serve a variety of needs for the City including:

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

The Parks and Recreation Element of the Plan will define the primary intent and purpose of each park.

Policy 15.5.3: The Willamette Greenway will accommodate a trail system along the river that is intended to connect with future Willamette Greenway trails to the north and south of the City. Develop a trail plan, acquire right-of-way, and build trail segments as funding becomes available.

Policy 15.5.4: City bicycle and pedestrian trail systems will be designed to connect with the trail system through the Willamette Greenway.

Goal 15.6 – Public Access and View Protection

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

Policy 15.6.1: The City will encourage new public access within the Willamette Greenway and to the Willamette River through dedications, easements, acquisitions, or other means.

Policy 15.6.2: The City will undertake efforts to make existing points of public access more accessible and usable through maintenance and signing.

Policy 15.6.3: As part of the Greenway Compatibility Review process, the City will evaluate proposals for new development and intensification of use for their effect on visual access to the Willamette River and Kellogg Creek from publicly owned land and the public right-of-way. Where impacts are significant, efforts will be made to preserve visual access to the river and lake.

Policy 15.6.4: As part of the planning effort for parks and other public improvements, landscape plans will be prepared so that trees and other features are intentionally placed to frame and enhance views of the Willamette River and Kellogg Creek.

Policy 15.6.5: Based on the Public Use Doctrine, the City acknowledges that the public has the right to recreate on land and water below the ordinary high-water line of the Willamette River.

Goal 15.7 – Downtown

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

Policy 15.7.1: Provide safe pedestrian connections between downtown Milwaukie and the Willamette River consistent with the Downtown and Riverfront Land Use Framework Plan.

Policy 15.7.2: Work with Clackamas County Water Environment Services to accommodate recreational and water-related uses at the treatment plant site. This could include full redevelopment and relocation of the facility, shrinking the footprint, adding wetland features, adding a community water quality education center, providing physical access to the river, or capping the treatment plant with park facilities over the plant.

Policy 15.7.3: Within the Willamette Greenway, provide opportunities for limited commercial and recreational services that are focused to support users of the river, the parks, or the trail systems.

Natural Hazards Policies

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

Goal 7.1: Identifying and Reducing Hazard Potential

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

Policy 7.1.1: Ensure that City natural hazard maps stay updated and reflect the most recent information and best available science for natural hazard areas, including flooding, landslides, liquefaction, unstable soils, wildfire, earthquakes, drought, and sea level rise.

Policy 7.1.2: Require submittal and neutral third-party review of detailed technical reports for proposed development within high risk flood, liquefaction, and landslide hazard areas.

Policy 7.1.3: Encourage and prioritize development in areas with low risk of natural hazards and restrict development in areas with high risk that cannot be adequately mitigated.

Policy 7.1.4: Regulate floodplain areas in a manner that protects the public, recognizes their natural functions as waterways and critical habitat, and provides open space/recreational opportunities.

Goal 7.2: Partnerships and Education

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

Policy 7.2.1: Continue to coordinate with regional, state and federal agencies on disaster preparedness efforts

Policy 7.2.2: Work with agency partners to address and respond to increased episodes of poor air quality resulting from wildfires in the region.

Policy 7.2.3: Identify strategies to ensure that mapping of the 100 and 500-year floodplain areas stays current and accurate.

Policy 7.2.4: Work with county, state, and regional partners to regularly update the City's Hazard Mitigation Plan.

Policy 7.2.5: Increase outreach and education for hazard awareness and natural disaster preparedness, especially for low-income, elderly, non-English speaking, and other vulnerable populations.

Goal 7.3: Infrastructure and Building Resiliency

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

Policy 7.3.1: Ensure that relevant sections of the Milwaukie Municipal Code, most notably those that deal with flood hazards, seismic conditions, and soils, are maintained to reflect best available

science.

Policy 7.3.2: Increase the quality, resiliency, and redundancy of utility and transportation infrastructure to increase chances of continued service following a natural disaster.

Policy 7.3.3: Promote the retrofitting of buildings for better natural disaster resiliency through education and potential incentives for residential and commercial property owners.

Policy 7.3.4: Encourage development that exceeds minimum building code standards and is built to withstand high intensity natural disasters.

Policy 7.3.5: Prohibit essential public facilities and uses with vulnerable populations from being located within areas at high risk of flooding, landslides, liquefaction, and fire, and aim to relocate existing uses in these areas.

Goal 7.4: Adaptation and Mitigation

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

Policy 7.4.1: Support efforts by the City and other public and private entities to acquire and conserve properties with high risks of flooding, landslide, and other natural hazards.

Policy 7.4.2: Increase requirements for protecting large trees, riparian vegetation, and wetlands that have the potential to consume and retain large amounts of surface and storm water.

Policy 7.4.3: Coordinate with local, regional, state, and federal agencies on disaster preparedness efforts, including coordination for major seismic and flooding events.

Policy 7.4.4: Encourage, and eventually require, green infrastructure and development practices.

Policy 7.4.5: Support expansion of the City's Community Emergency Response Team (CERT) to aid in responding to natural hazard events.

Policy 7.4.6: Create designated emergency routes and a series of disaster recovery facilities that can withstand major natural hazard events, and keep the public informed of them through a variety of different outreach methods.

Climate Change and Energy Policies

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

Goal 13.1: Built Environment

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

Policy 13.1.1: Encourage the use of innovative design and building materials that increase energy efficiency and natural resource conservation, and minimize negative environmental impacts of building development and operation.

Policy 13.1.2: Provide flexibility in development standards and permitted uses for projects that address climate change and energy conservation through strategies identified in the Climate Action Plan and/or best available science.

Policy 13.1.3: Advocate at the local, state, and federal level for building codes that increase energy conservation and facilitate emission reductions, and be a model for implementing these higher standards.

Policy 13.1.4: Develop standards and guidelines that contribute to a 40% citywide tree canopy.

Policy 13.1.5: Create a more energy efficient land use pattern that includes but is not limited to infill and cluster development, neighborhood hubs, and, where appropriate, increased density.

Policy 13.1.6: Encourage the creation of compact, walkable neighborhoods and neighborhood hubs throughout the city that provide a mix of uses and help reduce transportation emissions and energy usage.

Policy 13.1.7: Work with property owners and developers to facilitate the adaptive reuse of existing buildings.

Policy 13.1.8: Incorporate climate change criteria into city decision making processes, including land use applications and development review.

Policy 13.1.9: Streamline review for solar projects on rooftops, parking lots, and other areas with significant solar capacity.

Goal 13.2: Transportation and Utility Infrastructure

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

Policy 13.2.1: Increase the quantity, quality, and variety of Milwaukie's active transportation options, including trails, bike lanes, sidewalks, and transit.

Policy 13.2.2: Work with local businesses and regional partners to increase transit usage and develop last mile solutions to Milwaukie homes and businesses.

Policy 13.2.3: Identify desired transportation mode splits and use best available science to

develop programs and standards to ensure that they are met.

Policy 13.2.4: Reduce barriers to developing renewable energy projects.

Policy 13.2.5: Aim to increase the use of renewable energy vehicles through a mix of infrastructure improvements, incentives, and development requirements.

Policy 13.2.6: Account for rapidly changing technologies such as autonomous vehicles and other intelligent transportation systems during site development review and capital improvement planning.

Policy 13.2.7: Prioritize natural stormwater management systems.

Goal 13.3: Adaptation and Mitigation

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

Policy 13.3.1: Educate residents, businesses, developers, and other community members on climate science and the most effective ways they can take action to adapt and mitigate for a changing climate, including transportation and energy choices, local food production and consumption, sustainability at work programs, and waste generation.

Policy 13.3.2: Be an advocate and early adopter of emerging technologies and strive to be a model for how small cities can adapt to climate change.

Policy 13.3.3: Incorporate best available science related to energy conservation and climate change adaptation into planning and development review.

Policy 13.3.4: Regularly update the City's Climate Action Plan to identify strategies for addressing climate change and include emerging technologies and programs.

Policy 13.3.5: Promote climate-resilient vegetation and landscaping.

Policy 13.3.6: Pursue the development of heat shelters and shading sites, including indoor community spaces that can serve as clean air and cooling centers and shaded outdoor community spaces.

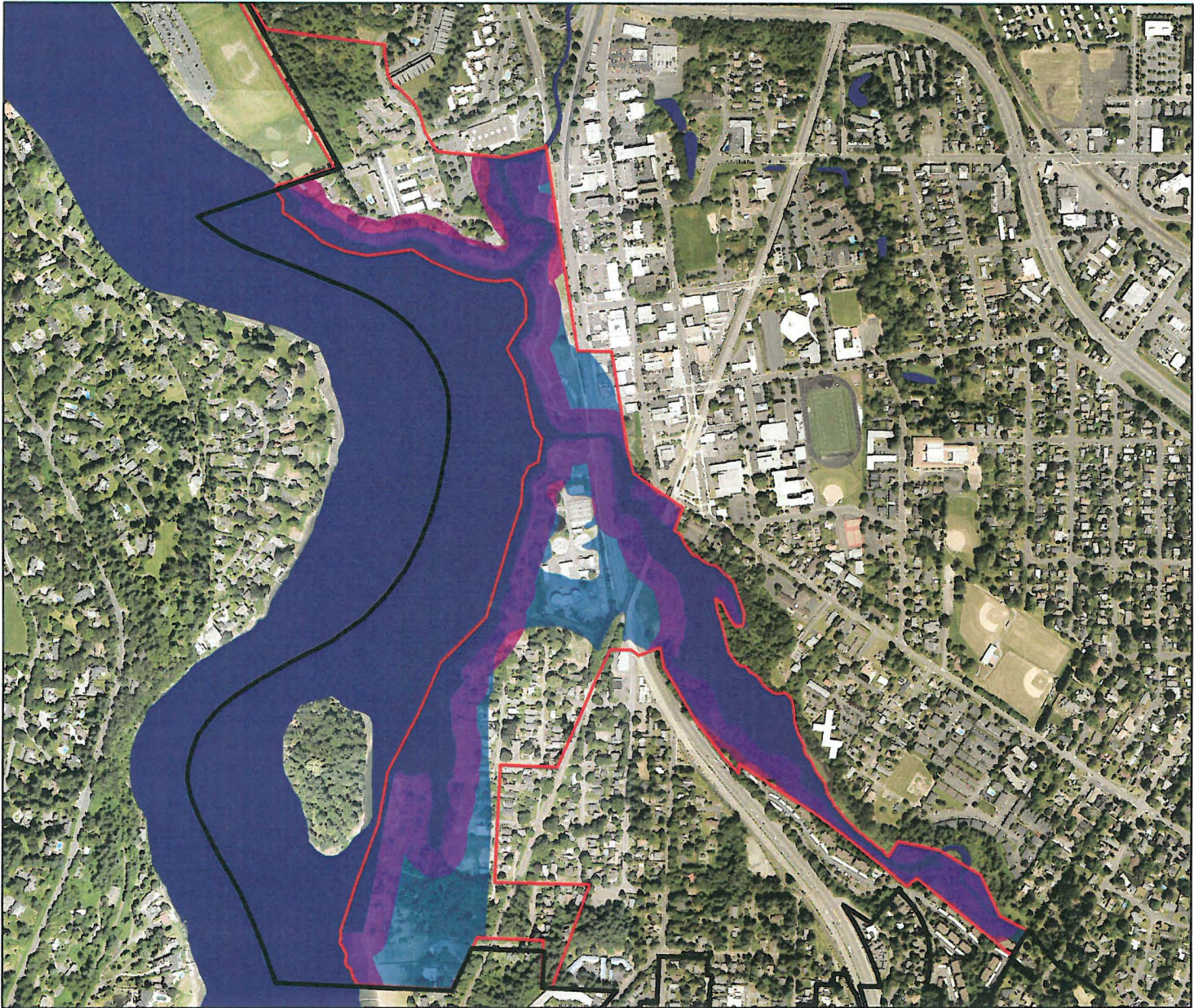
Policy 13.3.7: Encourage property owners to retrofit their properties to accommodate renewable energy production.

Policy 13.3.8: Explore opportunities for increasing distributed renewable energy generation through community solar projects and other collective efforts.

Policy 13.3.9: Consider equity and affordability when developing city programs and development standards related to energy conservation and climate change, and identify strategies for reducing potential impacts related to increased costs.

Policy 13.3.10: Consider increased population growth due to climate refugees moving to the area to escape less hospitable climates, and identify population metrics and triggers for when additional planning is needed to address potential impacts to housing, infrastructure, and the economy.

Policy 13.3.11: Encourage the use of materials and site development techniques that can mitigate for climate-change induced impacts such as heat island effect and increased flooding.



Willamette River Greenway
Flood Risk

- City Boundary
- Willamette River Greenway
- Water Body
- 150ft. Proposed Review Boundary
- Areas of Flood Risk



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

Date: Tuesday, December 11, 2018

The information depicted on this map is for general reference only. The City of Milwaukie cannot 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. However, notification of errors would be appreciated.

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