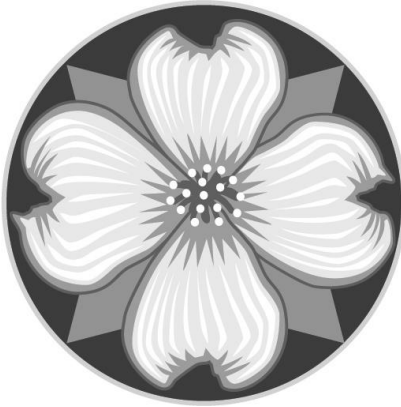




**Work Session**

**WS**

**Milwaukie City Council**

## COUNCIL WORK SESSION

City Hall Council Chambers  
10722 SE Main Street  
[www.milwaukieoregon.gov](http://www.milwaukieoregon.gov)

## AGENDA

NOVEMBER 5, 2019

**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. **Comprehensive Plan Review Process Update – Discussion** (4:00 p.m.) **5**  
Staff: David Levitan, Senior Planner
2. **Adjourn** (5:15 p.m.)

### Executive Session

Upon adjournment of the Work Session, Council will meet in Executive Session pursuant to Oregon Revised Statute (ORS) 192.660 (2)(h) to consult with counsel concerning legal rights and duties regarding current litigation or litigation likely to be filed.

### Americans with Disabilities Act (ADA) Notice

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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 WORK SESSION

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

## MINUTES

NOVEMBER 5, 2019

### **Mayor Mark Gamba called the Council meeting to order at 4:00 p.m.**

**Present:** Council President Angel Falconer; Councilors Lisa Batey, Wilda Parks, Kathy Hyzy

|                                                                                                                                                           |                                                                                                                                            |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Staff:</b> Administrative Specialist Christina Fadenrecht<br>Associate Planner Mary Heberling<br>City Attorney Justin Gericke<br>City Manager Ann Ober | City Recorder Scott Stauffer<br>Community Development Director Leila Aman<br>Planning Director Denny Egner<br>Senior Planner David Levitan |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------|

### **1. Comprehensive Plan Review Process Update – Discussion**

**Mr. Levitan** provided an overview of the Comprehensive Plan update process that was scheduled to be finished by March 2020. He explained the public engagement process that had taken place, including Comprehensive Plan Advisory Committee (CPAC) and Planning Commission meetings, town halls, open houses, media outreach, neighborhood district association (NDA) meetings, and community events. He noted the policy document had 12 topic areas grouped into five categories derived from the “super actions” in the Milwaukie Community Vision. He added that transportation would be an added section after the Transportation System Plan (TSP) was updated.

**Mr. Levitan** explained staff’s tasks to finalize the Comprehensive Plan. He explained the opportunities for the public to comment at upcoming Planning Commission and Council meetings or submit comments via mail or email. He reported that after the policy document was adopted, staff planned to address middle housing.

**Mr. Egner** asked if Council had any questions about the process for adopting the Comprehensive Plan. He noted that staff was accepting public comments on the final draft policies.

**Council President Falconer** asked for clarification about the time periods associated with the comments brought to Council in December. **Mr. Egner** explained that the October 23 open house comments would be rolled into the public hearing process, as well as any new comments received up until the public hearings. **Councilor Batey** noted that all comments received before the October open house had been summarized into the “pinned down” elements. **Councilor Parks** noted that Council had already reviewed those comments. **Council President Falconer** thought that in terms of presentation, she did not want to lose sight of the fact that the city had been doing this work for two years and hundreds of people had commented in the process to get the city where it was today. She noted that now Council was being asked to review new comments that were happening much later in the process.

**Mr. Egner** and **Mr. Levitan** clarified that the new comments would be rolled into the public hearing process. **Ms. Ober** summarized that Council President Falconer’s preference was to include all the comments and **Council President Falconer** agreed.

**Mr. Egner** explained that October 23 was the first time that staff had taken all the policy documents and packaged them together as they were expected to appear in the final document. He discussed why the process evolved the way that it did. He noted where

all other comments were captured. **Mayor Gamba** noted that comments had been submitted during the process before the CPAC made their decisions to move forward. **Council President Falconer** pointed out that if more comments were received now that were the same as earlier comments originally found to be in the minority, then the new comments should be understood in the full context. **Mr. Egner** said if something like that became a discussion point, it was up to Council and staff if they wanted to go back and see why a decision was originally made.

**Councilor Hyzy** asked if it was possible to provide links directly to those block “pinning down” comments on the project website for the public to access them more easily. **Ms. Ober** asked that if staff did not compile a collection of all comments, then the public should be notified that now was the time to include comments into the public record.

**Mr. Levitan** explained how the public comment process was intended to work and how comments were incorporated and reviewed. He noted the differences in the comments during the early policy development stages and the various public events. He reported that the mailing list of interested persons had been contacted after the open house to notifying them that they could submit comments.

**Mr. Levitan** observed that since one of the city’s main priorities was addressing housing affordability, staff was working on middle housing options. He provided an overview of HB2001, which required cities greater than 25,000 population or cities within the Metro region of over 1,000 people to allow duplexes on any lot where single-family-residential (SFR) houses were permitted, and must allow triplexes, fourplexes, and cottage clusters in any zone where SFR were permitted. He reported that the Oregon Department of Land Conservation and Development (DLCD) was beginning their rulemaking and code process related to HB2001 requirements. He reported that cities must update their zoning codes by June 2020.

**Mr. Levitan** asked Council two questions about staff’s middle housing work. Question 1: Was Council comfortable with keeping existing land use designations and zoning districts, and moving straight to code work? Question 2: Should opportunities for triplexes, fourplexes, and cottage clusters be permitted citywide (context-based) or in focused areas (location-based). **Mr. Egner** noted that whatever Council decided would be a starting place, as the plan may change after the public and Planning Commission provided feedback.

**Councilor Batey** expressed confusion about what Council was being asked. She believed the second question was most important and needed robust public discussion. She did not know if she had enough information to answer the first question.

**Mr. Levitan** and **Mr. Egner** provided more background on the first question. They provided three options. Option 1: Council could maintain existing zoning districts. Option 2: Council could direct staff to do minor housekeeping amendments, focusing on certain zones. Option 3: Council could direct staff to draft wider policy-driven amendments, which would require a broader discussion with the community. **Council President Falconer** and **Mr. Levitan** discussed how zones were defined and that the city would need to change the permitted uses and development standards for zoning districts.

**Mr. Levitan** said Option 1 would allow the city to focus on the uses and not worry about the zoning map and **Councilor Batey** asked what the benefit of that would be. **Mr. Levitan** explained it was one less step and allowed the process to be shorter. The discussion between the community would then focus on where within the existing

zoning districts those middle housing types should be allowed. He noted HB2001 specifically stated that if cities were not proposing any changes to the zoning map and were just bumping up density by adding more housing types within the existing zones, cities did not have to do the infrastructure analysis required for re-zoning. He noted staff was already looking into how the implementation of HB2001 could influence growth over the next decades. He said that once the city completes a TSP update staff could consider housing and TSP items together and see how they feed into the city's Capital Improvement Plan (CIP). **Mr. Egner** summarized that going through this Option 1 was easier to maintain existing zoning districts because the city did not have to go through a transportation planning rule (TPR) analysis.

**Mayor Gamba** noted that many zones were defined by lot size. He asked if the city would only allow cottage clusters that are condominium-style where residents do not own the land and only own the cottage, which would result in smaller lot sizes. **Mr. Egner** did not believe the city had answered that question yet. **Councilor Batey** noted if three town homes were built on a Residential 7 (R7) lot, then the three lots would not meet the required minimum lot sizes.

**Mr. Levitan** explained that the city could establish different minimum lot sizes and development standards for different housing types. He said HB2001 allowed cities to do that without being required to look at transportation impacts. He said that Milwaukie would want and need to consider the transportation impacts, but it would be part of the city's process instead of a state-based process.

**Mr. Egner** summarized the options. **Mr. Levitan** provided context and explained the City of Minneapolis, Minnesota's recent decision to maintain zoning districts while adding minor amendments. He observed that the more Council discussed potential amendments to the land use map and Comprehensive Plan, the longer the process would take. **Mr. Egner** noted that the options would require different levels of staff time.

**Councilor Hyzy** asked if there was any difference in a city-led transportation impact study versus the state required study. **Mr. Egner** described the process and the state TPR. He noted that there was no TPR analysis for the Monroe Street Apartments project; there was a city-required transportation impact study that would look at nearby streets, but it would not look at the overall impact on the system.

**Council President Falconer** asked if the addition of middle housing was considered a major change, as the city was not considering changes to high density. **Mr. Egner** did believe it was major because it could result in a lot of change over time.

**Mr. Levitan** clarified that if the city was proposing these changes outside of HB2001 and wanted to include changes to allow up to fourplexes on a 5,000 square foot lot in certain residential zones, trip generation rates would be higher. So even though the zoning map would not change, it was still considered a zoning change and a TPR would be required. **Mr. Egner** discussed the timing of the Comprehensive Plan review process. He said it could be possible for the city to look at bigger land use changes during the upcoming TSP update.

**Councilor Batey** believed HB2001 was ambiguous and noted that the state would provide more clarity in 2020. She asked if Council should do some smaller items while waiting for clarity from the state. **Mayor Gamba** did not think anything Milwaukie was talking about would be less than what the state required. **Council President Falconer** noted the risk of getting public comments and a lot of energy around concepts that the



state then says will not be allowed under the HB2001 rules. **Mr. Egner** believed that the state law was vague enough to allow the types of uses the city was discussing. **Council President Falconer** hoped there would be more clarity around what “reasonable” means in the law. **Mr. Levitan** believed “reasonable” and other items to be addressed through the rule-making process would affect cities who were not on track to comply with HB2001. He did not believe the city was at risk of not complying.

**Councilor Batey** asked if Council were to answer the second question about citywide versus a focused approach, if that would change staff’s thoughts on the options to the first question. **Mr. Levitan** noted examples of how different responses could increase the overall effect and amount of community discussion. **Mr. Egner** discussed the timeframe for the three options related to zone changes. **Mr. Levitan** noted that the DLCD and Metro would need to decide about minimum and maximum density rules in zoning districts. **Mr. Egner** said that no matter what the city decided, there would probably be tweaks as the state adjusts the process and rules. He and **Mr. Levitan** discussed whether the zoning map or the code work should happen first.

**Councilor Hyzy** asked how each option would affect the timeframe and staff workload capacity. **Mr. Egner** said Option 3, the wider policy-driven amendments, would probably take a year. He thought Option 2, minor housekeeping amendments, would not take as long. **Ms. Ober** asked if the city would have to do the state-mandated studies if it chose Option 2. **Mr. Egner** believed if the city rezoned certain residential zones it would not trigger an extensive analysis.

**Councilor Hyzy** was concerned about making sure the city conducted a good public process and addressed the housing crisis. **Councilor Batey** observed that Option 1 would get Council to the code writing process faster, which she thought was good. **Mr. Levitan** noted that staff would return to Council on November 19 for further discussion on the process. **Councilor Hyzy** observed that since Milwaukie was close to being ready to comply with HB2001, it had the opportunity to be at the table in a unique and powerful way.

**Ms. Ober** said that staff would have more information from the state before Council would be asked to adopt anything. She noted that staff had no control over the state process but could control the city’s process and could begin conversations with the community. She strongly recommended that Council choose an option and not wait.

**Councilor Batey** agreed and suggested Council go with Option 1 or 2 while discussing the second question. **Ms. Ober** explained that staff could take both Option 1 and 2 out to the community for feedback. She asked for Council input on how to start that public communication.

**Mr. Egner** asked if there was any interest in Option 3, the wider policy-driven amendments. He reported that it could be a big issue that might distract staff and Council from some of the lower-hanging-fruit work like the code work.

**Council President Falconer** did not want to ignore a wider policy discussion and wanted the community to have that conversation and discuss transportation connectivity. She also appreciated the desire to get the other part of the conversation going. She expressed support for either direction. **Councilor Hyzy** found it appealing to begin with minor housekeeping changes and monitor when the city could have bigger conversations about zoning. **Mr. Egner** noted that was helpful direction for staff.

The group moved on to Question 2: should opportunities for triplexes, fourplexes, and cottage clusters be permitted citywide (context-based) or in focused areas (location-based)? **Councilor Batey** believed this was the big public discussion to have.

**Mr. Egner** said staff could go out to the public with both options or one option. **Councilor Batey** wanted to have both options presented to the public. **Councilor Hyzy** asked what the difference was in staff time. The group discussed how the process would play out if both options went to the public. **Mr. Levitan** summarized the process staff would undertake to incorporate Council and public comments into writing draft code language.

**Mr. Egner** said Council could decide to have a lower density option citywide and a higher density option within the HB2001 context for areas along the transportation corridors. He noted that had been the recommendation from the consultant who worked on the cottage cluster project.

**Mayor Gamba** asked if there would need to be a minimum lot size if the city maintained the greenspace rule. **Mr. Egner** said that was an example of the type of standards that could be built into an approach. The group discussed greenspace and lot coverage requirements. **Mr. Levitan** noted other requirements that helped dictate how many units could be on a lot, such as parking requirements and setbacks. **Mr. Egner** discussed design standards for different housing types, which also played into this conversation.

**Mr. Levitan** observed that design standards would need to be addressed in the middle housing conversation. **Mr. Egner** explained that currently triplexes and fourplexes needed to meet the multi-family standards but if the city allowed them in SFR areas, the city would need to decide which standards should be required.

**Ms. Ober** summarized that Council gave direction on Question 1. She summarized that Council wanted staff to provide information about items that would need to be included in the public conversation, such as changes related to parking, setbacks, and lot size coverage. She noted staff would come back to Council on November 19 to provide additional details.

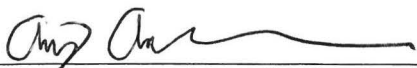
**Mr. Levitan** clarified that the city was required by HB2001 to remove the owner occupancy requirement and the off-street parking requirement for Accessory Dwelling Units (ADUs). Those changes would go to the Planning Commission next week and come before Council on December 17.

## **2. Adjourn**

**Mayor Gamba** announced that adjournment of the work session Council would meet in executive session pursuant to Oregon Revised Statute (ORS) 192.660 (2)(h) to consult with counsel concerning legal rights and duties regarding current litigation or litigation likely to be filed.

**Mayor Gamba adjourned the Work Session at 5:17 p.m.**

Respectfully submitted,



Amy Aschenbrenner, Administrative Specialist II

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# CITY OF MILWAUKIE

## Memorandum

**To:** City Council  
**From:** Community Development Director Leila Aman  
**CC:** City Manager Ann Ober  
**Date:** Wednesday, October 30th, 2019  
**Re:** Community Development and Engineering Department Projects - City Council Update for November 5, 2019 Council meeting

|                                                                                                                                                                                                                                                                  |                                                                                                                     |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------|
| <b>Community Development/Housing/Economic Development</b> <ul style="list-style-type: none"><li>▪ CET Advisory Group</li><li>▪ City Hall</li><li>▪ Current City Hall</li><li>▪ Coho Point at Kellogg Creek</li></ul>                                             | <b>Building</b> <ul style="list-style-type: none"><li>▪ September 2019 in review</li></ul>                          |
| <b>Planning</b> <ul style="list-style-type: none"><li>▪ Comprehensive Plan</li><li>▪ Land Use/Development Review:<ul style="list-style-type: none"><li>• City Council</li><li>• Planning Commission</li></ul></li><li>▪ Design and Landmarks Committee</li></ul> | <b>Engineering</b> <ul style="list-style-type: none"><li>▪ Traffic Control</li><li>▪ Engineering Projects</li></ul> |

### COMMUNITY DEVELOPMENT/ECONOMIC DEVELOPMENT/HOUSING

#### CET Advisory Group

- Is scheduled to meet on November 19th. Council will receive an update on the groups recommended criteria at the work session on December 17th.

#### City Hall

- Staff are still working through due diligence items for the acquisition of 10501 SE Main Street.

#### Current City Hall

- Staff will be engaging Council in a discussion around the outreach process for repurposing the existing City Hall on November 19th

#### Coho Point at Kellogg Creek

- An open house for the project will be held on November 21st as part of the Plaza grand opening. Staff from the development and design team will have information about the project and be available to answer community questions at the event. The City is providing a tent and space for the team. Materials will include boards that describe the project, proposed timeline and other information. The team is also slated to attend the Historic Milwaukie NDA meeting on November 11<sup>th</sup> and staff is

anticipating a December 3<sup>rd</sup> meeting with City Council to request approval of a term sheet and authorize the City Manager to negotiate a Development and Disposition Agreement.

## **PLANNING**

### **Comprehensive Plan Update**

- Approximately 70 people attended the October 23 [Open](#) House to learn more about the process to update the Comprehensive Plan and opportunities to comment on the draft goals and policies.
- The next [CPAC meeting](#) is scheduled for Wednesday, November 6.
- Work sessions will be held on November 5 (City Council) and November 12 (Planning Commission) to discuss the upcoming adoption process and organizational structure of the plan.
- Public hearings to consider adoption of the updated Comprehensive Plan policies have been tentatively scheduled for January (Planning Commission) and March (City Council).

### **Land Use/Development Review**

#### **City Council**

- A-2019-005, A-2019-006, and A-2019-007 – On October 15, the Council approved the expedited annexations of 3 single-family residential properties within the NESE (Northeast Sewer Extension) area: 10119 SE Stanley Ave, 9514 SE Stanley Ave, and 5820 SE Morris St. Currently, just over 100 unincorporated properties remain in the NESE area.
- AP-2019-003 – The property owner/developer has filed an appeal of the Planning Commission's decision to deny a proposed 12-unit natural resource cluster development west of SE 19<sup>th</sup> Ave in the Island Station neighborhood (master land use file #NR-2018-005 - Elk Rock Estates). The public hearing before the Council has been scheduled for November 19. The 20-day public notice will be mailed out on October 30.

#### **Planning Commission**

- VR-2019-009 – The application for a Type III variance to allow a driveway apron for a single-family home at 8949 SE 32<sup>nd</sup> Ave to be less than 7.5 ft from the side property line was approved by the Planning Commission on October 22.
- R-2019-004 – The application to replat the property at 5084 SE King Rd to create 2 lots (one with the existing house and one for future development) was approved by the Planning Commission at a public hearing on October 22. The proposal included requests for variances to lot depth and lot area for the new lot and rear yard setback for the existing lot.
- CU-2019-002 – The application for a major modification to a conditional use to allow the conversion of approximately 4,800 sq ft of office space into self-storage units has been scheduled for a public hearing on November 12. Public notices to nearby properties were mailed on October 23.
- ZA-2019-002 – On November 12, the Planning Commission will hold a public hearing on proposed code amendments related to accessory dwelling units to comply with Oregon HB 2001. The code amendments would remove the owner occupancy requirement and the requirement for an additional off-street parking space. The City Council hearing is tentatively scheduled for December 17.

#### **Type II Review**

- DEV-2019-009 – The application for a 234-unit multifamily development on the site located at 37<sup>th</sup> Ave and Monroe St was deemed incomplete on August 23. Revised application materials were submitted on October 18 and the application is in

completeness review.

- MLP-2019-004 – An application has been submitted for a flag lot partition of the property at 9311 SE 55<sup>th</sup> Ave. The application is currently in completeness review.
- MLP-2019-003 – An application for a minor land partition to create two separate parcels at Hillside Park was deemed complete. The purpose of the partition is to have Hillside Manor be on its own separate parcel for the purposes of financing the proposed remodeling of the building. The referral and public notices were sent out on October 29; comments are due on November 12.

## **DLC**

- The next meetings are scheduled for November 4 and December 2, 2019, with the group continuing its work to update the Downtown Design Review process.
- The annual joint meeting with City Council is scheduled for December 3, 2019.

## **BUILDING**

### **Sept 2019 in review:**

|                                             | Valuation of permits issued: |
|---------------------------------------------|------------------------------|
| New Single Family – 6                       | \$2,141,686                  |
| New ADU issued – 0                          | \$0                          |
| Solar 0 Issued                              | \$0                          |
| Residential Alterations/Additions –3 issued | \$37,000                     |
| Commercial new - 1 issued                   | \$350,000                    |
| Commercial Alterations –7 issued            | \$458,378                    |
| Demo's –1 issued                            |                              |

Total number of permits issued (Structural, Mechanical, Plumbing, Electrical)  
119

Total number of Inspections performed (Structural, Mechanical, Plumbing, Electrical)  
430

## **ENGINEERING**

### **CIP Projects**

#### **2019 Street Surface Maintenance Program (SSMP):**

- Wake Street and 39<sup>th</sup> Avenue have the base lift applied. The schedule is to pave the top lift on Friday, November 1<sup>st</sup>, weather permitting. Reconstruction of Omark may slide to spring 2020 due to cold, wet weather this fall.

#### **McBrod Avenue**

- A public meeting to discuss construction impacts during summer 2020 and 90% design drawings was held at Northwest Flex Space the evening of October 3. Phone outreach to impacted businesses is on-going.

#### **Linwood Avenue SAFE:**

- The 60% design plans are underway. Approximately 65 people attended the first public meeting on Tuesday October 8, 2019, presenting good questions and feedback on the project.

#### **42<sup>nd</sup> Avenue SAFE:**

- Public Open House at Water Tower Park Saturday October 26 from 10-11am. The existing sidewalks are not ADA compliant for the entire project length, from Johnson Creek Boulevard to Harvey Street. To create an ADA compliant route, portions of the existing sidewalk on the west side of the street are being replaced. The existing sidewalk on the east side of the street will not be repaired for ADA compliance. ADA barriers on the east side of the street are predominantly utility poles and private

property easements would be needed to relocate the poles to the back of the walk.

**43<sup>rd</sup> Avenue SAFE:**

- The project kick-off meeting with Century West Engineering was held on Oct. 9<sup>th</sup>. Surveying will begin Halloween and last approximately 2 weeks.

**Lake Road SSMP:**

- AKS Engineering and Forestry has begun survey work. The project includes Lake Road from 21<sup>st</sup> Avenue to Guilford Drive and half street of 23<sup>rd</sup> Avenue and Willard Street. The half-street paving will complete the street from the Milwaukie High School road work. Project design will begin once the survey is completed.

**Kronberg Park Multi-Use Walkway:**

- The main concrete deck for the long bridge was poured October 15<sup>th</sup>. The porous AC at grade path was paved October 23<sup>rd</sup> and 24<sup>th</sup>. Contractor is preparing the boardwalk and short bridge to be poured within the next two weeks depending on weather. NCPRD is currently working on the soft path. Project is on schedule to be completed by the end of the year.

**South Downtown Plaza:**

- All the artistic concrete including the fish and logs have been poured. Contractor currently working on the installation of the bollards, street curbs, and sidewalk around the plaza. On schedule to meet grand opening for November 21<sup>st</sup> from 5:30 to 7:30.

**Traffic Control**

- No new updates

**COUNCIL STAFF REPORT**

**To:** Mayor and City Council  
Ann Ober, City Manager

**Date Written:** Oct. 21, 2019

**Reviewed:** Leila Aman, Community Development Director  
Dennis Egner, Planning Director

**From:** David Levitan, Senior Planner

**Subject:** **Update on Process to Adopt New Comprehensive Plan Goals and Policies**

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**ACTION REQUESTED**

Council is asked to discuss the process and schedule for updating the Comprehensive Plan's new goals and policies, which have been "pinned down" via a series of resolutions over the last 18 months. The Comprehensive Plan document will be updated to include these pinned policies and is scheduled to be adopted by ordinance in March 2020, following public hearings with the Planning Commission and Council. Staff will provide an overview of the adoption process, opportunities available for the public to comment on the policies, as well as work items that are scheduled to follow adoption of the Comprehensive Plan policies, including the land use map and zoning map, zoning code, and Transportation System Plan (TSP).

**HISTORY OF PRIOR ACTIONS AND DISCUSSIONS**

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

[September 5, 2017:](#) 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 Council adopted a resolution appointing 15 members to the Comprehensive Plan Advisory Committee (CPAC).

[August 21, 2018:](#) 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.

[January 15, 2019:](#) Council adopted a resolution "pinning down" the goals and policies for the four Block 2 topic areas – natural hazards, parks and recreation, energy and climate change, and Willamette Greenway.

[July 16, 2019:](#) Council adopted a resolution "pinning down" the housing goals and policies.

[August 20, 2019:](#) Council adopted a resolution "pinning down" the goals and policies for two Block 3 topic areas – natural resources and environmental quality, and public facilities and services. The urban design policies were discussed but not pinned down by Council resolution.

## ANALYSIS

### The Community Vision

The city is currently undertaking the first major update to its Comprehensive Plan in 30 years. The Comprehensive Plan Update builds upon the community values and priorities that were established during the development of the [Community Vision](#), which was adopted by Council resolution in September 2017. The vision statement lays out the ideal Milwaukie of 2040, while the Community Vision's action plan establishes the roadmap for achieving that vision.

The Community Vision is organized around four lenses – the four “P’s” of People, Place, Planet and Prosperity, which serve to represent the full spectrum of impacts and benefits that can result from the city's actions. Below each “P” are three goal statements, and under each goal statement are a series of action items designed to help achieve that goal statement and the overall vision statement. Priority action items were then categorized and consolidated into five “superactions,” which have been carried over into the Comprehensive Plan's organization framework.

### Transition from the Vision to the Comprehensive Plan

In late 2017, the city began work on a complete update of the Comprehensive Plan's goals and policies, except for the transportation section, which will be updated following work on the TSP in 2020/2021 (see below for more information). The updated goals and policies provide guidance for the city's growth and development over the next 20 years. They will replace the existing goals and policies for topics such as housing, natural resources, community engagement, and other topic areas that the [Oregon statewide land use planning goals](#) require to be addressed in comprehensive plans. The work will also result in new sets of goals and policies for topics such as climate change and urban design, which the statewide planning goals do not require but which have been identified as important community priorities.

Policy work included 12 topics areas (see Attachment 1 for list of topic areas) and was broken into four distinct blocks of work, including a separate housing block that ran alongside blocks 2 and 3. At the end of each block, Council adopted a resolution “pinning down” the list of goals and policies for each topic area. To date, all goals and policies have been pinned down except for the new urban design policies, which have been reviewed on multiple occasions but were not pinned down by Council. Rather than add the extra step necessary to pin down these policies, they have been “rolled forward” into the packet of policies that is being brought forward for public hearings and adoption.

### Public Engagement

Each block of work to update the policies has included extensive engagement with the Milwaukie community. The core of the engagement effort has been the CPAC, a group of 15 dedicated community members that include representatives from Council (Mayor Gamba and Councilor Batey) and the Planning Commission (Chair Kim Travis). The CPAC met monthly for the past two years to review key issues, develop new goal and policy language, and help guide the project's broader community engagement efforts.

In addition to the CPAC's work, public outreach for the project has included:

- Town halls for Blocks 1 and 2 and the housing block, which were attended by approximately 100 people each.



- Open houses for Block 3 and the “synthesis” stage (see below for more info on the October 23 event), each of which were attended by approximately 60 people.
- Online open houses or surveys for Blocks 1-3 and the housing block, all of which were translated into Spanish.
- Spanish language focus groups to discuss the draft policies.
- Numerous articles, event notices, and Councilor/neighborhood district association (NDA) columns in the Milwaukie Pilot newsletter, including invitations for all five town halls and open houses and information about the neighborhood hubs concept.
- Updates on the city website and social media feeds and via the project’s 550-person email list.
- Attendance at NDA meetings, concerts in the park, and summer picnics. Topics addressed included exploration of the neighborhood hubs concept (Summer 2018 picnics/concerts and March 2019 meetings) and an overview of the upcoming adoption process (October 2019).
- 13 work sessions with the Planning Commission (including two joint meetings with Council) to discuss project scope and schedule, discuss policy priorities, and review draft policies.
- 19 updates to or policy discussions with the Council, including five work sessions to review draft policies and four meetings to “pin down” the policies.

#### Where we are now: synthesis and document preparation

Following Council’s resolution to pin down the Block 3 policies, work shifted to the “synthesis” and document preparation stage of the project. Staff is currently completing these tasks and will provide a draft of the Comprehensive Plan policy document for Council to review and provide feedback on during a December 2019 or January 2020 work session, prior to the first public hearing with the Planning Commission.

The synthesis stage involves the following work tasks:

1. Organizing the document into groups of related topic areas  
The action items in the Community Vision are organized around a series of five “Super Actions,” and the Vision called on utilizing the same framework for the Comprehensive Plan. Staff has grouped and organized the Comprehensive Plan’s 13 policy sections (including the existing transportation section) into five different categories that are derived from the Super Actions, as illustrated in Attachment 1. The current draft of the goals and policies organized under the new format can be found in Attachment 2.
2. Reviewing the goals and policies for structure, consistency, clarity, and redundancy.  
City staff and its consultants, working with the CPAC, are currently reviewing the policies to standardize the format and structure of the policy language, and to identify areas of conflict, overlap, and redundancy that may require further discussion and/or revisions. The results of this process, and any recommended changes to the pinned down goals and policies, will be presented to Council and the Planning Commission during work sessions prior to the upcoming public hearings.
3. Opening the public review process for the draft policies.

In preparation for the October 23 open house, the draft goals and policies (Attachment 2) were uploaded to the [project website](#), where Milwaukie community members were invited to review them and submit comments via email. Council will be provided an overview of any comments received prior to their December work session, and a full list of comments will be included in the materials compiled for the public hearing(s) in early 2020.

4. Providing the necessary background and context for the new goals and policies.

While the goals and policies form the core of the Comprehensive Plan, it is important to establish the proper framework and context for the goals and policies. Staff is currently drafting narrative text for the document introduction that details the history of the city and the regulatory framework for comprehensive planning in the region and state, as well as section introductions that frame the key issues for each topic area. A complete draft of the Comprehensive Plan policy document will be available for review during a future work session with the Council.

5. Adding graphics, figures, and other visual aids.

While the goals and policies are the foundation of the Comprehensive Plan, it is also important to make the plan visually pleasing and easy to follow. Staff is currently working to incorporate photos, maps, and other graphics that help illustrate and support the policy language.

#### Key dates and tasks leading up to the adoption of the new goals and policies

As staff works to prepare a draft of the Comprehensive Plan policy document and incorporate public comment, below are a few key dates and tasks based upon an initial Planning Commission public hearing date of January 14:

- December 2019
  - Issue 35-day notice to Metro and the Oregon Department of Land Conservation and Development (DLCD). Staff has already provided drafts of the goals and policies to both agencies and hopes to incorporate any agency comments in advance of the next work session with Council.
  - Issue 30-day public notice of Planning Commission public hearing, as required for Type V legislative amendments.
  - Hold final work sessions with Planning Commission and Council to review the whole Comprehensive Plan draft document (introduction, graphics, etc.).
- January 2020
  - Planning Commission public hearing(s): The Planning Commission will review the Comprehensive Plan policy document and make a recommendation to Council. The public will have an opportunity to provide written and/or verbal comments at the hearing.
- March 2020
  - Council public hearing(s): Council will consider adoption of the updated policy document. The public will have an additional opportunity to provide written and/or verbal comments.

### Work beginning prior to final adoption of the Comprehensive Plan.

Council is scheduled to discuss the Planning Commission's 2020-2022 work plan during its December 17 regular session. Below are a few work plan items that will begin prior to completion of the Comprehensive Plan process listed above:

- Potential amendments to the land use map and land use designations.

The two major components of the Comprehensive Plan are goals and policies, and the land use map. The public hearings in early 2020 will amend the goals and policies, but no amendments are currently proposed for the existing Comprehensive Plan land use map and land use designations (Attachment 3), which would be carried over on an interim basis.

Staff has separated the map amendment process from the policy work for several reasons. First, the discussion of which land uses are appropriate in which areas of the city is different in scope and nature from the discussion of high-level goal and policy language and warrants its own public engagement process. Staff is beginning to discuss and develop a public outreach strategy for potential amendments to the Comprehensive Plan land use map and designations.

Second, the Comprehensive Plan map and land use designations will need to be amended to comply with House Bill (HB) 2001 and other recent state legislation. HB 2001 requires cities in the Metro region to allow for middle housing types (triplexes, fourplexes, cottage clusters) in all zoning districts that allow for detached single family residences. DLCD is just starting the process to develop rules for cities to follow when considering amendments to their comprehensive plans and zoning codes, and Council President Falconer will be involved in that process for Milwaukie. The city reached out to DLCD and requested to be one of the first cities to receive state support and funding.

- Zoning code and map amendments to comply with HB 2001.

HB 2001 requires cities in the Metro region to amend their zoning codes to permit duplexes on any property that allows for a detached single-family residence, and to allow for other middle housing types (triplexes, fourplexes, and cottage cluster) in at least some portion of all zoning districts that allow for detached single-family residences. Staff will be working with DLCD to develop a work plan and public outreach process for amending the city's zoning code and map to comply with HB 2001. Staff will introduce a few options for this work plan during the work session.

- Zoning code and map amendments to implement updated Comprehensive Plan policies.

The updated Comprehensive Plan policies include language that recommend several updates to the zoning code and map, including:

- Creating a specific zoning district for parks, schools, and other public facilities (most are currently approved through the community service use process).
- Creating a revised Willamette Greenway boundary that provides a more streamlined process for minor improvements within the overlay zone.
- Creating a new overlay zone for neighborhood hubs.
- Allowing housing in most, if not all, of the city's commercial zoning districts.

- Updates to the Transportation System Plan (TSP) and transportation section

The TSP is the city's long-term plan for transportation improvements, and its goals and policies also serve as the Comprehensive Plan's transportation section. The TSP has been updated more recently and frequently than most other sections of the Comprehensive Plan (including major updates in 2007 and 2013). Updating the TSP is a major effort that, like the updates to the zoning and land use maps, merits its own outreach and engagement process. The planning and engineering departments will be collaborating on the update to the TSP, which is anticipated to begin in mid-2020.

#### Questions for Council

- Are there questions about the process over the next three-to-four months leading up to the planned adoption of the updated goals and policies in March 2020?
- Beyond the planned work sessions and public hearings, are there additional opportunities that should be offered for public review and comment?
- Staff will be introducing a few options regarding the process to meet the requirements of HB 2001 during the November 5 work session, with a more in-depth discussion scheduled for November 19. Does Council have initial thoughts on a preferred approach?

#### **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**

This staff report and attachments have been reviewed by the city manager and community development director.

#### **STAFF RECOMMENDATION**

Staff recommends that Council provide feedback on the process to review and adopt the Comprehensive Plan policy document.

#### **ATTACHMENTS**

1. Crosswalk between Vision Super Actions and Comprehensive Plan Chapters
2. Current draft of Comprehensive Plan goals and policies
3. Existing Comprehensive Plan land use map and land use designations

# WHAT IS A COMPREHENSIVE PLAN?

## HOW IS THE COMPREHENSIVE PLAN RELATED TO THE VISION?

*The Vision's five "superactions" served as a framework for the Comprehensive Plan Goals and Policies. See how below:*

### VISION SUPERACTIONS



### COMPREHENSIVE PLAN SECTIONS

Cultivate a Sense of Community, Culture, and Belonging by Encouraging Public Involvement, Diversity, Equity, and Inclusion.

Fostering Community and Culture

- 1 Community Engagement
- 2 History, Arts and Culture

Make Milwaukie a Model of Resiliency, Environmental Stewardship and Disaster-Preparedness

Environmental Stewardship and Community Resiliency

- 3 Natural Resources and Environmental Quality
- 4 Willamette Greenway
- 5 Natural Hazards
- 6 Climate Change and Energy

Create Complete Neighborhoods that Offer a Range of Housing Types, Amenities and Enhance Local Identity and Character

Creating Complete Neighborhoods

- 7 Housing
- 8 Land Use and Urban Design
- 9 Parks and Recreation
- 10 Public Facilities and Services

Support Local Businesses and Entrepreneurship through Training, Programs and Partnerships

Supporting Economic Development and Growth

- 11 Economic Development
- 12 Urban Growth Management

Continually Improve our Transportation System so that it Provides Safety and Connectivity for All Users

Transportation

*(Existing; will be updated following the Transportation Systems Plan update)*

## **Section 1: Community Engagement**

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

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

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

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

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

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

**Goal 1.2 - Promote Inclusion and Diversity: Involve a diverse cross-section of the community in community events and decision making related to land use and comprehensive planning, including people from a variety of geographic areas, interest areas, income, races, ethnicities, genders, sexual orientations, and all ages and abilities.**

**Policy 1.2.1:** Build engagement across Milwaukie's diverse communities by notifying and facilitating participation in all land use and Comprehensive Plan related activities.

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

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

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

**Goal 1.3 - Maintain Transparency and Accountability: Ensure transparency and accountability in City and land use policy decision-making by maintaining access to City leadership and making a commitment to equitable engagement practices.**

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

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

**Policy 1.3.3:** Evaluate the success of community involvement activities regularly and make results available to the community.

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

**Goal 1.4 - Uphold Neighborhood District Associations (NDA): Continue to support, inform, consult, and empower community members through the Milwaukie Neighborhood District Associations (NDAs).**

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

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

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

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



## **Section 2: History, Arts and Culture**

### **Goal 2.1 - Milwaukie's Heritage: Research, celebrate, document, and protect Milwaukie's unique and diverse historic, archaeological, and cultural heritage**

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

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

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

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

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

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

**Policy 2.1.7:** Maintain an official inventory of Milwaukie's historic and cultural resources and regularly update the inventory as additional properties become eligible and are nominated for designation.

**Policy 2.1.8:** Ensure that City processes for inventorying, altering, removing, or demolishing historic and cultural resources remain consistent with state and federal criteria as well as community priorities.

**Policy 2.1.9:** Coordinate historic preservation activities with the Milwaukie Historical Society and the Oregon State Historic Preservation Office and follow all state and federal regulations for identifying and protecting archaeological resources.

### **Goal 2.2 - Art that Reflects the Community: Collaborate with community partners to create art and programs that reflect Milwaukie's diversity.**

**Policy 2.2.1:** Provide opportunities and programs for art and cultural events to be located throughout Milwaukie.

**Policy 2.2.2:** Prioritize the commissioning of art that reflects the diversity of Milwaukie's community.

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

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

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

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

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

**Goal 2.3 - Fostering Creative Spaces: Encourage the development of creative spaces throughout Milwaukie.**

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

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

**Policy 2.3.3:** Partner with the Arts Committee (artMOB), local organizations, and educational institutions to market Milwaukie as a place that values the arts.

## **Section 3: Natural Resources and Environmental Quality**

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

**Goal 3.1: Prioritize the protection of Milwaukie's natural resources and environmental quality through the use of best available science and increased community awareness and education.**

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

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

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

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

**Goal 3.2: Enhance water quality and water resources.**

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

**Policy 3.2.2:** Support efforts to restore Kellogg and Johnson Creeks and their tributaries and remove the Kellogg Dam.

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

**Policy 3.2.4:** Maintain the City's regulatory hierarchy that requires a detailed analysis, including alternatives, of how development will 1) avoid, 2) minimize, and 3) mitigate for impacts to natural resources.

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

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

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

**Policy 3.2.8:** Improve stormwater detention and treatment standards through the use of best available science, technology, and management practices to meet water quality standards and achieve wildlife habitat protection and connectivity goals and standards. Establish the City's preference for sustainable stormwater facilities that utilize natural systems and green technology through the use of incentives as well as future code changes.

**Policy 3.2.9:** Monitor water table levels and ensure protection of the City's groundwater supply, particularly those water resources that provide the City with potable water.

**Policy 3.2.10:** Coordinate and partner with State and federal regulatory programs to protect the quality of the City's groundwater resources from potential pollution, including potential impacts associated with infiltration from water, wastewater and stormwater pipes.

**Goal 3.3: Protect and conserve fish and wildlife habitat.**

**Policy 3.3.1:** Protect habitat areas for indigenous fish and wildlife species that live and move through the City, especially those subject to Native American fishing rights. Focus these efforts on habitat that is part of or helps create an interconnected system of high-quality habitat, and also considers downstream impacts of activities within Milwaukie.

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

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

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

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

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

**Policy 3.3.7:** Develop a habitat connectivity analysis and strategic action plan.

**Goal 3.4: Develop a healthy urban forest in Milwaukie.**

**Policy 3.4.1:** Implement and maintain an urban forestry program.

**Policy 3.4.2:** Pursue the City's goal of creating a 40% tree canopy through a combination of development code and other strategies that lead to preservation of existing trees and planting of new trees and prioritize native and climate-adapted species.

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

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

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

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

**Goal 3.5: Encourage and incentivize sustainable design and development practices.**

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

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

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

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

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

**Goal 3.6: Maintain a safe and healthy level of air quality and monitor, reduce, and mitigate noise and light pollution.**

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

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

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

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

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

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

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

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

## **Section 4: Willamette Greenway**

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

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

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

**Goal 4.2 - Greenway Design Plan: Allow preparation of a Greenway Design Plan within the Willamette Greenway Boundary.**

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

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

**Goal 4.3 - Land Use Review Process: Coordinate public and private land uses and ensure compatibility of uses within the Willamette Greenway.**

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

**Policy 4.3.2:** Two levels of review will be employed to determine the appropriateness and compatibility of new or intensified uses with the Willamette Greenway.

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

site improvements will be used to review and guide development within the Compatibility Review Boundary.

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

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

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

**Goal 4.4 - Natural Resource Protection: Protect and conserve the natural resources within the Willamette River Greenway while recognizing recreation needs.**

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

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

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

**Policy 4.4.4:** Manage Elk Rock Island as a natural area park.

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

**Goal 4.5 - Recreation: Enhance the recreational use of lands within the Willamette Greenway boundaries while protecting and conserving natural resources.**

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

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

- Access to the Willamette River for water sports - boating, fishing, swimming, kayaking etc.,



- Recreational trails along the river,
- River and natural area viewing,
- Picnicking, and
- Community events.

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

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

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

**Goal 4.6 - Public Access and View Protection: Provide, improve, and maintain public access and visual access to the lands and water that make up the Willamette River Greenway.**

**Policy 4.6.1:** Encourage new public access and views within the greenway and to the Willamette River, through dedications, easements, acquisitions or other means.

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

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

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

**Policy 4.6.5:** Based on the Public Use Doctrine, the City acknowledges that the public has the right to recreate on land and water below the ordinary high-water line of the Willamette River.

**Goal 4.7 – Downtown: Maintain Milwaukie Bay Park, Dogwood Park, and Kronberg Park as the key public amenities in the downtown that attract people to the area to enjoy the open space, public trails, riverfront access, and riverfront-related development, consistent with the Downtown and Riverfront Land Use Framework Plan and park master plans.**

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

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

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

## **Section 5: Natural Hazards**

**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 5.1 - Identifying and Reducing Hazard Potential: Identify areas with high natural hazard potential and develop policies and programs to reduce potential negative impacts.**

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

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

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

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

**Goal 5.2 - Partnerships and Education: Continue and expand partnerships with government agencies, utilities, and other groups that can help Milwaukie residents prepare for natural hazards.**

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

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

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

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

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

**Goal 5.3 - Infrastructure and Building Resiliency: Ensure that the City's built environment and infrastructure are adequately prepared for natural disasters.**

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

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

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

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

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

**Goal 5.4 - Adaptation and Mitigation: Develop programs that inform the public about the increased risks from natural hazards and create strategies for how to deal with them.**

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

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

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

**Policy 5.4.4:** Encourage, and eventually require, green infrastructure and development practices.

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

**Policy 5.4.6:** Create designated emergency routes and provide an array of disaster recovery facilities, with emergency supplies, that can withstand major natural hazard events, and keep the public informed of them through a variety of different outreach methods.

## **Section 6: Climate Change and Energy**

**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 6.1 - Built Environment: Create a built environment that prioritizes energy efficiency and climate resiliency and seamlessly integrates the natural environment.**

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

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

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

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

**Policy 6.1.5:** Create a more energy efficient land use pattern that includes but is not limited to infill and cluster development, neighborhood hubs and increased density.

**Policy 6.1.6:** Encourage the creation of compact, walkable neighborhoods and neighborhood hubs throughout the city that provide a mix of uses and help reduce transportation emissions and energy usage.

**Policy 6.1.7:** Work with property owners and developers to facilitate the adaptive reuse of existing buildings.

**Policy 6.1.8:** Incorporate climate change criteria into city decision making processes, including land use applications and development review.

**Policy 6.1.9:** Streamline review for solar projects on rooftops, parking lots, and other areas with significant solar capacity.

**Goal 6.2 - Transportation and Utility Infrastructure: Maintain and expand Milwaukie's transportation and utility infrastructure in a manner that facilitates greater redundancy, energy conservation, and emissions reductions.**

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

**Policy 6.2.2:** Work with local businesses and regional partners to increase transit usage and develop last mile solutions to Milwaukie homes, businesses, and neighborhood hubs.

**Policy 6.2.3:** Identify desired transportation mode splits and use best available science to develop programs and standards to ensure that they are met.

**Policy 6.2.4:** Reduce barriers to developing renewable energy projects.

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

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

**Policy 6.2.7:** Prioritize natural stormwater management systems.

**Goal 6.3 - 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 6.3.1:** Educate residents, businesses, developers and other community members on climate science and the most effective ways they can take action to adapt and mitigate for a changing climate, including transportation and energy choices, local food production and consumption, the sharing economy, sustainability at work programs and waste reduction.

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

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

**Policy 6.3.4:** Regularly update the City's Climate Action Plan to identify strategies for addressing climate change and include emerging technologies and programs.

**Policy 6.3.5:** Promote climate-resilient vegetation, landscaping, and local food systems.

**Policy 6.3.6:** Pursue the development of heat shelters and shading sites, including indoor community spaces that can serve as clean air and cooling centers and shaded outdoor community spaces

**Policy 6.3.7:** Encourage property owners to retrofit their properties to accommodate renewable energy production.

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

**Policy 6.3.9:** Consider equity and affordability when developing city programs and development standards related to energy conservation and climate change and identify strategies for reducing potential impacts related to increased costs.

**Policy 6.3.10:** Consider increased population growth due to climate refugees, moving to the area to escape less hospitable climates, and identify metrics and triggers for when additional planning is needed to address potential impacts to housing, infrastructure, and the economy.

**Policy 6.3.11:** Encourage the use of materials and site development techniques that can mitigate for climate-change induced impacts such as heat island effect and increased flooding.

## **Section 7: Housing**

**Goal 7.1 - Equity: Provide housing options and reduce housing barriers for people of all ages and abilities, with a special focus on people of color, aging populations, and people with low incomes.**

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

**Policy 7.1.2:** Establish development standards that focus more on regulating size, shape, and form and less on the number of housing units.

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

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

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

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

**Policy 7.1.6:** Support the Fair Housing Act and other federal and state regulations that aim to affirmatively further fair housing.

**Policy 7.1.7:** Collaborate with community partners to provide a continuum of programs that address the needs of unhoused persons and families, including temporary shelters, long-term housing, and supportive services.

**Policy 7.1.8:** Reduce the displacement of renters through tenant protection policies.

**Policy 7.1.9:** Develop, monitor and periodically update metrics that evaluate the City's success in achieving Goal 7.1.



**Goal 7.2 - Affordability: Provide opportunities to develop housing that is affordable at a range of income levels.**

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

**Policy 7.2.2:** Allow and encourage development of housing types with lower construction costs and sales prices per unit that can help meet the needs of low or moderate-income households, including middle housing types in low and medium density zones as well as larger apartment and condominium developments in high-density and mixed-use zones.

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

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

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

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

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

**Policy 7.2.8:** Clearly define and implement development code provisions to permit shelters and transitional housing for people without housing.

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

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

**Policy 7.2.11:** Develop, monitor and periodically update metrics that evaluate the City’s success in achieving Goal 7.2.

**Goal 7.3 – Sustainability: Promote environmentally and socially sustainable practices associated with housing development and construction.**

**Policy 7.3.1:** Ensure that the scale and location of new housing is consistent with city goals to preserve open spaces, achieve a 40% citywide tree canopy, and protect wetland, floodplains, and other natural resource or hazard areas.

**Policy 7.3.2:** Provide additional flexibility in site design and development standards in exchange for increased protection and preservation of trees and other natural resources.

**Policy 7.3.3:** Use incentives to encourage, and where appropriate require, new housing development, redevelopment, or rehabilitation projects to include features that increase energy efficiency, improve building durability, produce or use renewable energy, conserve water, use deconstructed or sustainably produced materials, manage stormwater naturally, and/or employ other environmentally sustainable practices.

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

**Policy 7.3.5:** Increase economic opportunities for locally owned and operated businesses by encouraging the development and redevelopment of more housing near transit, shopping, local businesses, parks, and schools.

**Policy 7.3.6:** Encourage the adaptive reuse of existing buildings in residential and mixed-use areas that can help meet Milwaukee's housing needs.

**Policy 7.3.7:** Prepare, regularly monitor and periodically update an inventory of the buildable supply of residential land that can help meet the City's future housing needs in an efficient and sustainable manner.

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

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

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

**Goal 7.4 - Livability:** Enhance the ability of Milwaukie's neighborhoods to meet community members' economic, social, and cultural needs, and promote their contributions to health, well-being, and universal access and design.

**Policy 7.4.1:** Implement land use and public investment decisions and standards that foster creation of denser development in centers, corridors, and neighborhood hubs to support community gathering places, commercial uses, and other amenities that give people opportunities to socialize, shop, and recreate together.

**Policy 7.4.1:** Require that new housing projects improve the quality and connectivity of active transportation modes by providing infrastructure and connections that make it easier and more direct for people to walk or bike to destinations such as parks, schools, commercial services, and neighborhood gathering places.

**Policy 7.4.1:** Administer development code standards that require new housing to engage with the public realm and provide for appropriate setback and lot coverage standards.

**Policy 7.4.1:** Require that multi-family housing units have access to usable open space, either on-site or adjacent to the site.

**Policy 7.4.1:** Implement development or design requirements to help create transitions between lower and higher density residential development areas where the mass, size or scale of the developments differ substantially. Requirements could include massing, buffering, screening, height, or setback provisions.

**Policy 7.4.1:** Reduce development code barriers to cohousing and other types of intentional communities that help foster a sense of community.

**Policy 7.4.1:** Create and monitor performance measures and metrics that track the City's 1) success in developing new housing and preserving existing housing for households of all income levels, household sizes, and housing tenure and 2) infrastructure improvements needed to accommodate future growth targets.

**Policy 7.4.1:** Develop, monitor and periodically update metrics that evaluate the City's success in achieving Goal 7.4.

## **Section 8: Urban Design and Land Use**

**Goal 8.1 - Design: Use a design framework that considers location and development typology to guide urban design standards and procedures that are customized by zoning district.**

### **Policy 8.1.1: Downtown Milwaukie**

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

### **Policy 8.1.2: Central Milwaukie**

- a) Ensure that new development and redevelopment supports better transportation connectivity through the Central Milwaukie district, especially for pedestrians and cyclists. Increased connectivity should include pedestrian and bicycle improvements through large sites.
- b) Enhance Highway 224 intersections to increase the safety and comfort for pedestrians and cyclists traveling on cross streets. Implement these safety improvements through the Transportation Systems Plan.
- c) Ensure buildings and sites are designed to support a pedestrian-friendly streetscape and establish a storefront environment along key streets as set out in the Central Milwaukie Land Use and Transportation Plan.
- d) Manage the bulk and form of buildings to provide a transition between Central Milwaukie and adjacent areas with a lower density residential comprehensive plan designation.

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

**Policy 8.1.3: Neighborhood Mixed Use (NMU)**

- a) Provide opportunities for a mixture of neighborhood commercial services and housing which are well-connected to the surrounding neighborhoods by sidewalks and bikeways.
- b) Ensure that development is designed to minimize impacts to surrounding residential areas through appropriate setbacks, building placement, buffers, and landscaping.
- c) Require that new development connect to surrounding neighborhoods for pedestrians and others using active transportation modes to travel to and within the district.
- d) Ensure that new mixed use and commercial buildings provide a commercial storefront environment with sidewalks and amenities appropriate to create an active, pedestrian-focused streetscape.
- e) Ensure that new development is designed to create a transition to adjoining residentially zoned properties in terms of height, massing, setbacks and building form.

**Policy 8.1.4: Neighborhood Hubs (outside of NMU areas)**

- a) Provide opportunities for the development of neighborhood commercial services and the provision of amenities and gathering places for residents of the surrounding area.
- b) Ensure that new development projects are at a scale that fits with the height, bulk and form of development that have been historically permitted in the neighborhood.
- c) Ensure new development contributes to a pedestrian friendly environment along the property frontage, recognizing that a storefront environment is not mandatory in a neighborhood hub setting.
- d) Encourage development of multi-season outdoor seating areas and pedestrian plazas.
- e) Provide for a high level of flexibility in design and incentives to accommodate a variety of start-up uses and explore innovative techniques for waiving or deferring full site development and parking requirements.
- f) Provide a process to allow start-up and temporary uses that take advantage of incentives and deferral programs to make a smooth transition to status as a permanent use.

**Policy 8.1.5: North Milwaukie Innovation Area**

- a) Provide opportunities for a wide range of employment uses including manufacturing, office, and limited retail uses, as well as mixed-use residential in the area close to the Tacoma Station Area.
- b) Ensure that the design of new development and redevelopment projects contribute to a pedestrian and bike friendly environment within the Tacoma Station Area.

- c) Provide for active transportation connections throughout the NMIA.
- d) Implement provisions of the North Milwaukie Innovation Plan.

**Policy 8.1.6: International Way Business District**

- a) Provide flexibility to allow a wide variety of employment uses including industrial, research, office, and limited commercial in the district.
- b) Protect natural resources in the district including Minthorn Natural Area and the waterways that connect to it. Daylight the creek where feasible.
- c) Require landscaping along street frontages in the district.
- d) As new development and redevelopment occurs, require pedestrian and active transportation improvements throughout the district.
- e) Work to ensure that the district is well-served by public transportation options and that transit stops and shelters are safe, comfortable, and easy to access.

**Policy 8.1.7: Johnson Creek Industrial Area**

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

**Policy 8.1.8: Corridors**

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

**Policy 8.1.9: Regional Center**

- a) Develop and adopt a planning framework and zoning for the Clackamas Regional Center recognizing that this area is within the area subject to the Milwaukie Urban Growth Management Agreement and will eventually be annexed to the City.
- b) Within the Regional Center:
  - Provide for high-intensity development to accommodate projected regional increases in housing and employment, including mixed-use development;
  - Provide for and capitalize on frequent and dependable transit service;
  - Allow for a mix of land uses to support public transportation and bicycle and pedestrian usage;
  - Provide for the open space and recreation needs of residents and employees of the area; and
  - Support a multimodal street network.

**Goal 8.2 – Livability: Enhance livability by establishing urban design concepts and standards that help improve the form and function of the built environment.**

**Policy 8.2.1:** Policies to promote a great pedestrian and bicycle environment for all include:

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

- j) Provide a regularly scheduled review process that evaluates pedestrian comfort, safety, and accessibility using the best available science.

**Policy 8.2.2:** Policies related to parking design include:

- a) Establish parking standards that rely on higher levels of active transportation and increased use of transportation demand management programs to achieve community design patterns that are more sustainable.
- b) As technology, development patterns, and transportation options evolve, plan for the potential conversion of parking spaces within the public right-of-way and encourage the redevelopment or conversion of existing private and public parking lots to other uses.
- c) In the town center, buffer parking lots from the pedestrian environment with a combination of landscaping, stormwater facilities, public art, or decorative walls.
- d) Encourage on-street parking on frontages that have commercial storefronts.
- e) Ensure that public and private parking remains available for those that cannot walk or bike
- f) Maintain lighting, walkway, and other design standards that contribute to improved public safety
- g) Restrict off-street parking between the public sidewalk and the front of any new commercial retail or mixed-use building.
- h) Expand the number of electric vehicle charging stations in both public and private parking areas
- i) Require canopy trees and swales in parking lots to reduce stormwater runoff and better manage urban temperatures.
- j) Prioritize pedestrian and bicycle safety over parking convenience to minimize conflicts between modes.

**Policy 8.2.3:** Policies to enhance integration of the urban and natural environment include:

- a) Maintain landscaping design standards that require landscape plan approval as part of the development review process.
- b) Use the landscape plan review process to ensure that new development provides tree canopy cover consistent with city urban forestry objectives and to achieve better habitat connectivity throughout the City.
- c) Allow for vertical landscaping or green roofs to substitute for ground landscaping in situations where sites are constrained and there is a public benefit associated with the project.
- d) Encourage, and in the case of new development require, the undergrounding of utilities.
- e) Ensure that street trees are climate resilient, consistent with the City's urban forestry goals, and consider potential benefits to pollinators and local wildlife.



- f) Utilize green infrastructure (bioswales, rain gardens, pervious pavement, and green roofs) to minimize impervious surfaces and to capture and treat stormwater on site.
- g) Where appropriate, integrate natural features such as trees, creeks, wetlands, and riparian areas into the site planning process while also ensuring that designated natural resources are protected and conserved.
- h) Encourage the daylighting of creeks and drainages.

**Policy 8.2.4:** Policies for the design of public spaces include:

- a) Provide clear standards for the design and improvement of public spaces and streets as set forth in design objectives of adopted project plans or special area plans.
- b) Design streets to provide for the equitable allocation of space for different modes including pedestrians, bicycles, and transit.
- c) Provide multi-season seating in public spaces where people are intended to gather. Areas of public seating should have access to direct sunlight and shade as well as options for rain protection.

**Policy 8.2.5:** Policies to promote community character include:

- a) Limit the size and display characteristics of commercial signage, especially along Highway 224 and Highway 99E.
- b) Where feasible, design of buildings should include views and orientation toward the Willamette river or other waterways.
- c) Encourage green buildings through a program that allows extra building height with the development of a green building.
- d) Ensure that policies and codes related to urban design are consistently and regularly enforced.

**Goal 8.3 – Process: Provide a clear and straight forward design review process for development in Milwaukie along with incentives to achieve desired outcomes.**

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

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

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

**Policy 8.3.4:** Expand incentives and refine development standards that help to:

- a) Provide flexibility for commercial use of existing residential structures within Neighborhood Hubs and Neighborhood Mixed Use districts.
- b) Provide flexibility for the types of uses permitted as home occupations where it can be demonstrated that the home occupation will help meet the daily needs of residents in the surrounding neighborhood.
- c) Consider the use of vertical housing tax abatements and other financial tools to encourage development in Neighborhood Hubs
- d) Improve housing affordability
- e) Incorporate universal design standards that improve access for people of all ages and abilities and expand opportunities for aging in place

**Policy 8.3.5:** Require that comprehensive plan amendment applications to medium density residential, high density residential, and mixed-use residential consider walkability, access to frequent transit service, and proximity to parks, schools and commercial services.

## **Section 9: Parks and Recreation**

**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 and trails, support dedication and acquisition of land for recreational use and/or habitat conservation, and maintain existing natural areas for conservation. Future expansion and development of recreational uses and natural areas should be encouraged and focused in existing underserved areas of the Milwaukie community and accessible for all ages and abilities.

**Goal 9.1 – Partnerships and Funding: Continue to work with the City’s parks and recreation provider, other public and governmental agencies, and private organizations in providing park and recreational facilities and services, and habitat conservation.**

**Policy 9.1.1** – Work with the City’s “parks and recreation provider” to complete, adopt, and maintain an overall parks comprehensive plan and a trails master plan.

**Policy 9.1.2** – The City will continue to initiate and support joint-use construction and maintenance agreements with the North Clackamas School District (NCSD) and work to provide recreational opportunities on school properties.

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

**Policy 9.1.4** – Pursue prioritizing proportional contributions from new development and redevelopment for the expansion of public recreation opportunities in underserved areas of Milwaukie.

**Policy 9.1.5** – Maintain a flexible system with the City’s park provider where the City can accept land or developed park and trail facilities, when appropriate, in lieu of System Development Charges (SDCs).

**Policy 9.1.6** – Continue to support and work with public or private organizations on habitat conservation and rehabilitation of natural areas.

**Goal 9.2 – Planning and Design: Plan, develop, and enhance natural areas, parks, and recreation opportunities that meet the needs of community members of all ages, abilities, cultures, and incomes while creating solutions that are environmentally sustainable.**

**Policy 9.2.1** – Expansion and/or redevelopment of parks and new recreation opportunities shall be tailored towards the needs and abilities of diverse communities.

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

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

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

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

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

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

**Goal 9.3 – Transportation and Connectivity: Increase safe and convenient access to and between natural areas, parks, and recreation opportunities for community members of all ages and abilities through a variety of transportation options.**

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

**Policy 9.3.2** – Bicycle trails, sidewalks, and walking trails provide convenient access for pedestrians and bicyclists to natural areas, parks, and recreation opportunities.

**Policy 9.3.3** – Encourage transit access to community parks and facilities.

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

**Goal 9.4 – Park Development and Maintenance: Maintain, develop, and expand a City-wide park and recreation system which meets the needs and delivers services for all neighborhoods and members of the City as a whole.**

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

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

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

**Policy 9.4.4** – The City will work with the parks district to acquire land for parks, trails, recreational uses, and habitat conservation.

**Policy 9.4.5** – Private industry will be encouraged to provide recreation opportunities and facilities for employees in employment areas. New commercial development is encouraged to provide parks and other recreational amenities for the general enjoyment of the public.

**Policy 9.4.6** – New residential projects may be required to dedicate land or build facilities for public park, green space, or public open space uses if the development corresponds to areas where park deficiencies, natural areas, or habitat linkages have been identified.

**Policy 9.4.7** – 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 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 the park district or the parks comprehensive plan.

## **Section 10: Public Facilities and Services**

**Overarching Chapter Goal – Plan, develop and maintain an orderly and efficient system of public facilities and services to serve urban development.**

**Goal 10.1: Provide high quality public services to current and future Milwaukie residents.**

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

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

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

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

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

**Policy 10.1.6:** Require developers to pay their proportionate share of the cost of utilities and facilities needed to support their developments, except in such cases where the City may provide incentives to achieve priorities outlined in the City's vision.

**Policy 10.1.7:** To maximize the efficient provision of all services and to encourage cooperation and coordination, maintain up-to-date intergovernmental agreements with all public service agencies and service agreements with the providers of private services.

**Policy 10.1.8:** Work with other regional service providers in to plan for supply security, new technologies, and resiliency in the delivery of urban services.

**Policy 10.1.9:** Provide infrastructure, facilities and systems that are resilient to changes in climate, can reasonably withstand natural or man-made disasters, and will continue to function during an emergency event.

**Policy 10.1.10:** Design, upgrade and maintain systems to ensure that they are sustainable and resilient and utilize best available science and technology.

**Goal 10.2: Provide an adequate supply and efficient delivery of water services.**

**Policy 10.2.1:** Maintain and safeguard clean groundwater as the primary water supply source for the community. Utilize wellhead protection zones and land use restrictions to avoid impacts on wells and to maintain water quality.

**Policy 10.2.2:** Increase storage capacities and provide interconnections with the water systems of other providers in the region to ensure a reliable water supply for use during emergencies or periods of extremely high demand and to mitigate the impacts of climate change.

**Policy 10.2.3:** Continue to develop water storage and well sources to provide adequate water supply and water pressure in all areas of the City, including levels sufficient for firefighting throughout the City.

**Policy 10.2.4:** Provide a self-sufficient and resilient water system that meets the demands of current and future City residents.

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

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

**Goal 10.3: Continue to provide adequate wastewater collection and treatment services to all Milwaukie residents.**

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

**Policy 10.3.2:** Maintain and improve the existing sanitary sewer collection system through preventive maintenance and ongoing appraisal.

**Policy 10.3.3:** Encourage alternative distributive systems and other wastewater microsystems that help increase the efficiency and resiliency of the wastewater system.

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

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

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

**Goal 10.4: Maintain and improve the City's stormwater management system to ensure that waterways are clean and free flowing.**

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

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

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

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

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

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

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

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

**Policy 10.4.9:** Encourage and incentivize the reduction of impervious surfaces for both existing development and redevelopment.

**Goal 10.5: Improve and expand solid waste services available to City residents.**

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

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

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

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

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

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

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

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



**Goal 10.6: Maintain facilities and personnel to respond to public safety needs quickly and efficiently.**

**Policy 10.6.1:** Support efforts to implement Crime Prevention Through Environmental Design (CPTED) principles in building and site design and transportation corridors.

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

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

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

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

**Goal 10.7: Coordinate with local partners in planning for schools, medical facilities, and other institutional uses.**

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

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

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

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

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

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

**Goal 10.8: Provide high quality administrative services to the people of Milwaukie while maintaining cost-effectiveness and convenience.**

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

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

**Policy 10.8.3:** Maintain a public safety building which houses City police services.

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

**Goal 10.9: Ensure that energy and communications services are adequate to meet residential and business needs.**

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

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

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

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

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

**Policy 10.9.6:** Promote and prioritize renewable energy production and use.

## **Section 11: Economic Development**

**Goal 11.1 - Current and Future Economic Land Use: Provide a diverse range of uses, services and amenities that contribute to a sustainable, equitable and resilient economy and are adaptable to changing land uses and technology.**

**Policy 11.1.1:** Coordinate the City's economic strategies and targeted industries with those in the Milwaukie Planning Area and surrounding communities.

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

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

**Policy 11.1.4:** Work to maintain a diverse set of local businesses and traded sector industries in an effort to strengthen economic resiliency in the event of a natural disaster or economic collapse.

**Policy 11.1.5:** Focus industrial and manufacturing uses in the City's three existing major industrial and employment areas along Johnson Creek Blvd, Highway 99-E and Highway 224, with limited light manufacturing uses permitted in the City's mixed-use and commercial zones.

**Policy 11.1.6:** Allow shared spaces, co-location, artist space and other emerging uses in industrial areas.

**Policy 11.1.7:** Encourage the creation of community amenities such as green spaces and gathering places within commercial and employment areas.

**Policy 11.1.8:** Facilitate the development of housing that meets the needs of local employees across a wide range of price ranges and housing types in zones that allow residential development.

**Policy 11.1.9:** Foster a series of distinct neighborhood hubs that include services and amenities such as child care, gathering places, restaurants and fresh food sources to which residents can walk, bike, or ride transit.

**Policy 11.1.10:** Make Downtown Milwaukie a regional destination with uses and amenities that capitalize on its proximity to the Willamette waterfront and multimodal transportation options.

**Policy 11.1.11:** Aim to reduce Milwaukie's carbon footprint by encouraging local food production, import substitution, rail access, low carbon and renewable energy, and active transportation.

**Goal 11.2 - Economic Land Supply: Ensure the City has an adequate supply of land with access to reliable public services that meets the City's economic and employment needs.**

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

**Policy 11.2.2:** Improve infrastructure and utilities throughout the City in a manner that facilitates greater economic development

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

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

**Policy 11.2.5:** Support more of the City's projected employment growth within home-based businesses.

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

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

**Goal 11.3 - Workforce, Training, and Collaboration: Help local businesses attract and develop a skilled workforce that positions Milwaukie to be one of the strongest economies in the region.**

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

**Policy 11.3.2:** Focus recruiting and marketing efforts on businesses that can capitalize on Milwaukie business clusters (groups of businesses in the same industry) or serve an identified community need.

**Policy 11.3.3:** Attract and foster businesses that hire local residents and provide job training, continuing education opportunities and family-wage jobs for employees in a variety of different industries.

**Policy 11.3.4:** Support programs that encourage entrepreneurship, business incubation, business retention and expansion and the sharing of ideas and resources.

## **Section 12: Urban Growth Management**

**Goal 12.1 - Regional Coordination: Coordinate with Metro, Clackamas County, Happy Valley, Portland, and other governmental agencies to plan for and manage growth and development in Milwaukie and the surrounding area.**

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

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

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

**Goal 12.2 - Milwaukie Planning Area: Identify the future urban service area and jurisdictional boundary for the City of Milwaukie in order to better coordinate planning actions.**

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

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

**Goal 12.3 - Urban Growth Management Agreement with Clackamas County: Use the Urban Growth Management Agreement (UGMA) with Clackamas County to enable the City to work toward annexation of areas within the MPA and to better coordinate regarding County land use and transportation decisions in the area surrounding the City.**

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

**Policy 12.3.2:** The UGMA shall clearly acknowledge that the MPA represents the area that is envisioned as the area that will ultimately be annexed to the City and come under City jurisdiction.

**Goal 12.4 - Annexation: Annex lands within the Milwaukie Planning Area.**

**Policy 12.4.1:** Maintain a proactive annexation program that encourages and promotes annexation to the City of Milwaukie.

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

**Policy 12.4.3:** Ensure that annexation programs respect Milwaukie's community identity and maintain levels of service for current Milwaukie residents.

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

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

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

**Goal 12.5 - Urban Services: The City of Milwaukie will coordinate the provision of urban services for land within the MPA.**

**Policy 12.5.1:** Coordinate with special districts to ensure that the full range of urban services are available while ensuring that the City's ability to provide services within the MPA is not compromised.

**Policy 12.5.2:** Unless created in partnership with the City, oppose any new special service district or the expansion of a special service district within the MPA.

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

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

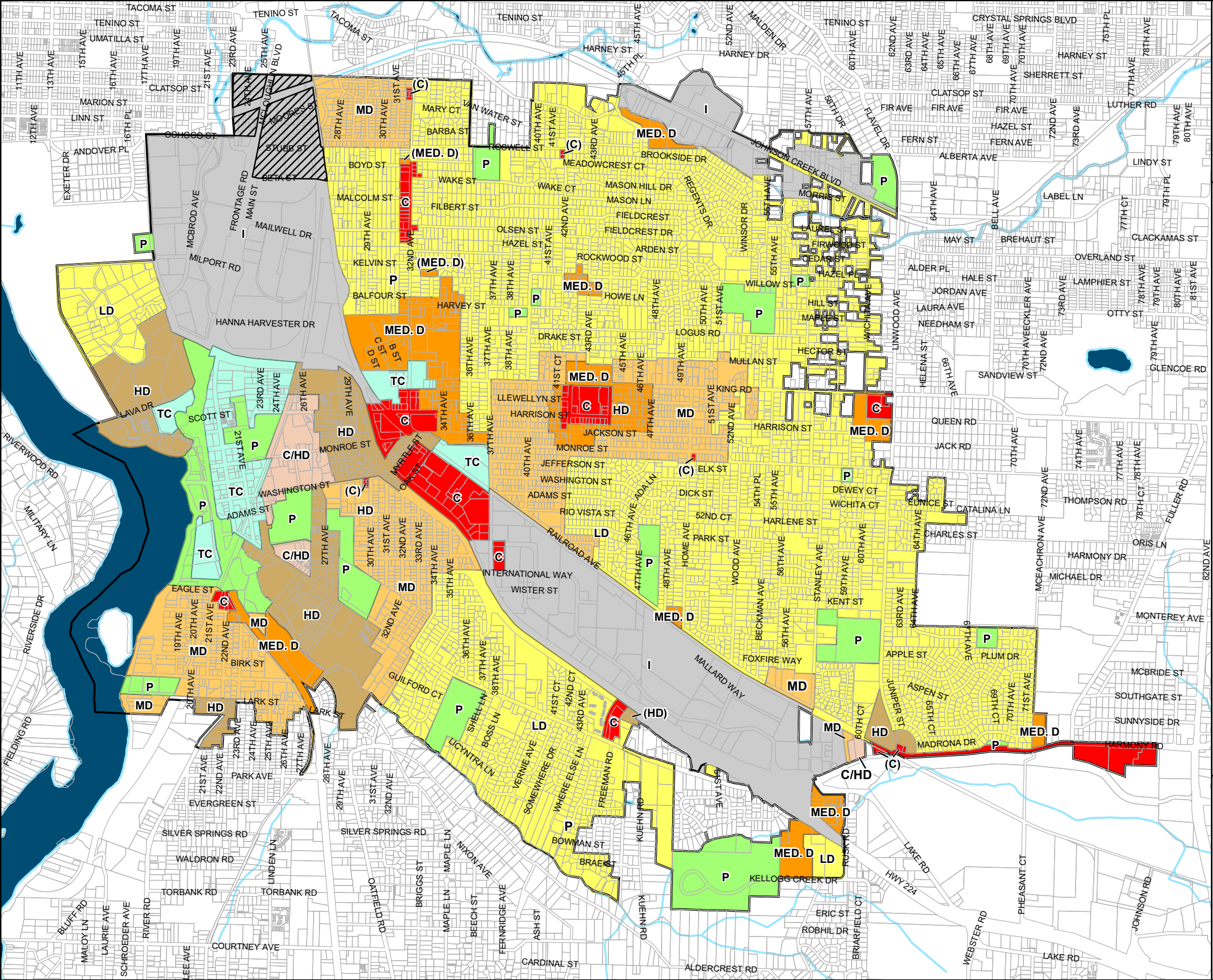
**Policy 12.5.5:** Coordinate with Clackamas County and special service districts to maintain an integrated public facilities plan (PFP) for the MPA. The PFP shall clearly state who has responsibility for each urban service in the MPA.

**Goal 12.6 - Urban Form: Ensure that the City of Milwaukie (City) maintains an urban form that supports a highly livable community and the efficient use of land and resources.**

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

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





# LAND USE

## Milwaukie Comprehensive Plan Map 8

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



Revised Ord. #2171 & #2174, effective August 19th, 2019

Data Sources: City of Milwaukie GIS, Metro Data Resource Center  
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.

Please check with Planning Department for most up-to-date information.  
503-786-7630  
planning@milwaukieoregon.gov



CITY OF MILWAUKIE

0 0.25 0.5 Miles

## Comp Plan Land Use Designations

The following list of land use designations are carried over, with minor updates, from the previous iteration of the Comprehensive Plan and reflect changes through Ordinance 2163. They will be updated by June 30, 2022 to comply with the requirements of House Bills 2001 and 2003, which were passed by the Oregon Legislature in July 2019.

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

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

### **Moderate Density Residential (Zone R-5) – 7.0 to 8.7 units per net acre**

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

### **Medium Density Residential (Zones R-3, R-2.5, R-2) – 11.6 to 17.4 units per net acre**

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

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

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

### **Town Center (Zones DMU and GMU)**

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



- h. The City will continue to work closely with Metro and Tri-Met in planning for transit improvements.
- i. More detailed design concepts and principles for these areas are included in the Urban Design section.

#### **Commercial (Zones NMU, C-N, C-L, C-G, C-CS)**

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

#### **Industrial (Zones M, BI, MUTSA and NME)**

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

#### **Public (Zone OS and as allowed through Community Service Use process)**

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

A stylized, abstract illustration of a flower or shell-like shape in shades of white, grey, and brown, set against a green and brown background, all contained within a circular frame on the left side of the slide.

# Comprehensive Plan Policy Document Adoption and Next Steps

City Council  
David Levitan, Senior Planner  
November 5, 2019

# Purpose of Work Session

- Review process to update Comp Plan goals and policies
- Discuss upcoming review and adoption schedule for policy document
- Identify next steps that staff will begin working on during adoption process, most notably HB 2001-mandated housing work



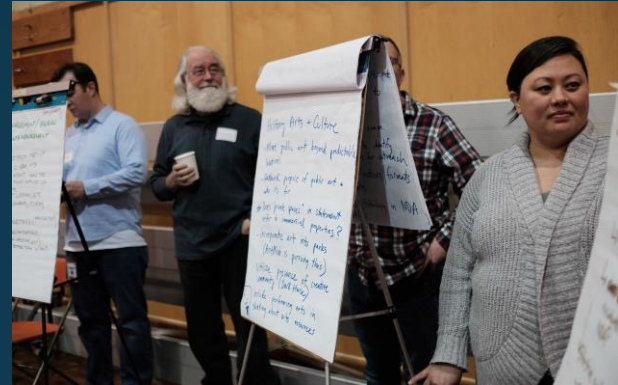
# Comprehensive Plan Update: The Basics

- Began in late 2017, following adoption of Community Vision
- Phase I: Update goals and policies
- Topics divided into four blocks of work
- Policies pinned down by Council resolutions over past 18 months
- Policy document scheduled for Council adoption in March 2020



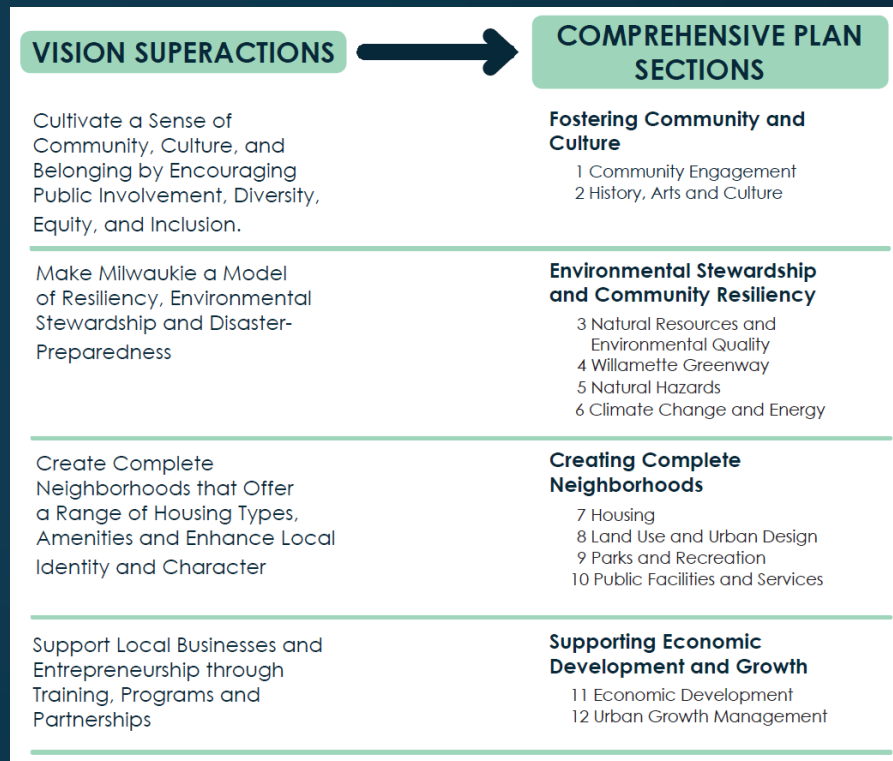
# Comp Plan Update: Public Engagement

- 24 CPAC meetings
- 3 Town Halls & 2 Open Houses
- 4 online open houses or surveys
- Spanish language focus groups
- Pilot, website, social media, email list
- NDA meetings and community events
- 13 PC work sessions and 19 Council meetings



# Policy Document: Organization

- 12 topic areas grouped into five categories derived from Vision's "Super Actions"
- Transportation will be updated following TSP work



# Current Staff Tasks

- Reviewing goals and policies for structure, consistency, clarity and redundancy
- Finalizing introductory narrative
- Adding graphics, maps and photos
- Creating glossary and call-out boxes



# Upcoming Project Schedule

- December 2019
  - Work sessions with PC (12/10) and Council (12/17) to review draft document
  - Issue 35 day DLCD and 30 day City notices
- January 2019: Public hearing(s) with PC
  - PC makes formal recommendation to Council
- March 2020: Public hearing(s) with Council





# Opportunities for Public Comment

- Provide written comments by mail/email
  - City opened comment period on draft policies on October 23
  - Draft policies available on [milwaukieplan.com](http://milwaukieplan.com)
  - Draft of complete document will be available for review in December
- Provide oral comments at a public hearing
  - PC in January; Council in March



# Next steps: Addressing Middle Housing

- Community Vision
  - Calls for middle housing options in all neighborhoods
- Draft Comprehensive Plan Policies
  - Expand middle housing opportunities throughout city
- House Bill 2001
  - Passed by state legislature in July 2019



# House Bill 2001 Overview

- Cities > 25,000 or within Metro region:
  - Must allow duplex on any lot where SFR permitted
  - Must allow triplexes, fourplexes, and cottage cluster in any zone where SFR permitted
- DLCDD just starting rulemaking and model code process (expected completion: June 2020)
- Zoning code must be updated by June 2022



## 2 Big Questions for Middle Housing Work

1. Is Council comfortable with keeping existing land use designations and zoning districts, and moving straight to code work?
2. Should opportunities for triplexes, fourplexes and cottage clusters be permitted:
  - Citywide (context-based)
  - In focused areas (location-based)



# Question 1: Map Amendment Options

- Option 1: Maintain existing zoning districts
- Option 2: Minor housekeeping amendments
  - Example: Do we need R-2, R-2.5, and R-3 zones, which all have the same minimum density?
- Option 3: Wider policy-driven amendments
  - Example: Should there be R-7 properties along arterials/collectors, or should they be rezoned?
  - Will require broader discussion with community



## Question 2: Options to meet HB 2001

- Option 1: Citywide approach (Context-based)
  - Allow on all lots, subject to development standards
  - Example: What minimum lot size or maximum building envelope are appropriate for a fourplex in R-7 zone?
  - Will need to be consistent with state rulemaking
- Option 2: Focused approach (Location-based)
  - Allow on certain lots, based on location
  - Example: Within what proximity of transit, schools or parks should fourplexes be allowed in R-7 zone?



# Questions for Council

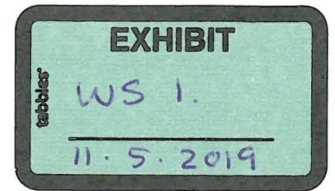
- Are there any questions about policy review opportunities or the adoption schedule?
- What are Council's initial thoughts on map and code amendment options to meet the requirements of HB 2001 and implement the Community Vision?



# Questions?







***Questions to consider:*** (see attached)

- What is the difference between a “minor update” to the Comp Plan and an “Amendment” to the Comp Plan,
- Where is this distinction defined in city code, and
- When would the “minor updates” specified in Attachment 3 of the work packet be considered by Planning Commission and,
- When considered for adoption by Council?
- What will be the public notification and input process for these “minor updates” to the City Comp Plan?
- Why was this information, written on October 21<sup>st</sup>, not presented at the Comp Plan Open House on October 23<sup>rd</sup>?

**COUNCIL WORK SESSION**

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

**AGENDA**

NOVEMBER 5, 2019

**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. **Comprehensive Plan Review Process Update – Discussion** (4:00 p.m.) 5  
Staff: David Levitan, Senior Planner

**COUNCIL STAFF REPORT****WS 1.****11/5/19****OCR USE ONLY**

To: Mayor and City Council  
Ann Ober, City Manager

Date Written: Oct. 21, 2019

Reviewed: Leila Aman, Community Development Director  
Dennis Egner, Planning Director

From: David Levitan, Senior Planner

Subject: **Update on Process to Adopt New Comprehensive Plan Goals and Policies**

**ACTION REQUESTED**

Council is asked to discuss the process and schedule for updating the Comprehensive Plan's new goals and policies, which have been "pinned down" via a series of resolutions over the last 18 months. The Comprehensive Plan document will be updated to include these pinned policies and is scheduled to be adopted by ordinance in March 2020, following public hearings with the Planning Commission and Council. Staff will provide an overview of the adoption process, opportunities available for the public to comment on the policies, as well as work items that are scheduled to follow adoption of the Comprehensive Plan policies, including the land use map and zoning map, zoning code, and Transportation System Plan (TSP).

**ANALYSIS**Work beginning prior to final adoption of the Comprehensive Plan.

Council is scheduled to discuss the Planning Commission's 2020-2022 work plan during its December 17 regular session. Below are a few work plan items that will begin prior to completion of the Comprehensive Plan process listed above:

- Potential amendments to the land use map and land use designations.

The two major components of the Comprehensive Plan are goals and policies, and the land use map. The public hearings in early 2020 will amend the goals and policies, but no amendments are currently proposed for the existing Comprehensive Plan land use map and land use designations (Attachment 3), which would be carried over on an interim basis.

Staff has separated the map amendment process from the policy work for several reasons. First, the discussion of which land uses are appropriate in which areas of the city is different in scope and nature from the discussion of high-level goal and policy language and warrants its own public engagement process. Staff is beginning to discuss and develop a public outreach strategy for potential amendments to the Comprehensive Plan land use map and designations.

**PROPOSED "MINOR UPDATES" IN NEW COMP PLAN  
DEEMED NOT TO BE AMENDMENTS TO THE EXISTING COMP PLAN**

**Attachment 3: Land Use Designation**

**Comp Plan Land Use Designations**

The following list of land use designations are carried over with minor updates from the previous iteration of the Comprehensive Plan and reflect changes through Ordinance 2163. They will be updated by June 30, 2022 to comply with the requirements of House Bills 2001 and 2003, which were passed by the Oregon Legislature in July 2019.

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

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

**Moderate Density Residential (Zone R-5) – 7.0 to 8.7 units per net acre**

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

**Medium Density Residential (Zones R-3, R-2.5, R-2) – 11.6 to 17.4 units per net acre**

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

## EXISTING COMP PLAN

[http://www.qcode.us/codes/milwaukie/view.php?topic=comprehensive\\_plan-4&frames=on](http://www.qcode.us/codes/milwaukie/view.php?topic=comprehensive_plan-4&frames=on) accessed 11-5-2019

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### CHAPTER 4 — LAND USE

#### OBJECTIVE #2 — RESIDENTIAL LAND USE: DENSITY AND LOCATION

##### Policies

4. Areas may be designated Medium Density residential based on the following policies:
  - a. The predominant housing types will be duplexes.