

Milwaukie Municipal Code

[^ Up](#) [« Previous](#) [» Next](#) [* Main](#) [+ Expand](#) [? Search](#) [# Print](#)

COMPREHENSIVE PLAN

[INTRODUCTION](#)

[CHAPTER 1 — CITIZEN INVOLVEMENT](#)

[CHAPTER 2 — PLAN REVIEW AND AMENDMENT PROCESS](#)

[CHAPTER 3 — ENVIRONMENTAL AND NATURAL RESOURCES](#)

[CHAPTER 4 — LAND USE](#)

[CHAPTER 5 — TRANSPORTATION, PUBLIC FACILITIES AND ENERGY CONSERVATION](#)

[CHAPTER 6 — CITY GROWTH AND GOVERNMENTAL RELATIONSHIPS](#)

[APPENDICES](#)

Milwaukie Municipal Code

[^ Up](#) [« Previous](#) [» Next](#) [* Main](#) [+ Expand](#) [? Search](#) [# Print](#)

[COMPREHENSIVE PLAN](#)

INTRODUCTION

[Show All](#)

[HOW TO USE THIS PLAN](#)

[THE HISTORICAL ROOTS OF PLANNING IN MILWAUKIE](#)

[FUTURE GROWTH PROJECTIONS](#)

[Table 1 POPULATION PROJECTIONS BY METRO](#)

[Map-1 - Location Map](#)

Milwaukie Municipal Code[^ Up](#) [<< Previous](#) [>> Next](#) [* Main](#) [- Collapse](#) [? Search](#) [# Print](#)[COMPREHENSIVE PLAN](#)**INTRODUCTION**

HOW TO USE THIS PLAN

This Plan, together with its supporting documents, is an official policy statement of the City. The Milwaukie Comprehensive Plan is a “Policies Plan” which establishes broad City goals, and specific policies which will realize or achieve these goals. The policies are intended to provide sufficient guidance for evaluating a wide variety of proposed actions, and for making daily decisions about matters covered by the Plan. The Planning Commission will use the Plan as a guide in determining whether and how individual projects should be approved. The City Council will refer to the Plan when evaluating municipal projects, and programming of capital expenditures. Private individuals should find the Plan a helpful description of the conditions and policies which could affect contemplated investments or actions.

Throughout the Plan the following terms are used. These deal first with broad, general ideas, and proceed to more detailed levels about specific matters.

- **Goals:** These are the end points or ultimate results which the Plan seeks to achieve. They are general statements describing what is intended or desired with respect to different aspects of community improvement.
- **Objectives:** These are more specific ends or targets; shorter range or more specific ways in which a goal may be reached; how goal attainment will take place.
- **Policies:** These are the specific means, methods, and courses of action which the City will use to reach an objective; when appropriate, standards, criteria, or levels of performance may be included to indicate how an intended result may be measured.
- **Planning Concepts:** These provide explanatory guidelines, standards, or definitions to clarify how a policy may be carried out.

The Comprehensive Plan contains six chapters, each having policy elements. The Citizen Involvement chapter outlines methods for encouraging Milwaukie’s citizens to become involved in the planning process. The Plan Review and Amendment Process chapter ensures that the Plan will be amended on a regular basis to meet changing needs. The Environmental and Natural Resources chapter describes the City’s natural resources and the constraints they will place on the form of future development. The Land Use chapter may be considered the heart of the Plan

since it outlines how, when, and where future development may occur, and how the character of existing development can be maintained and enhanced.

The City has a primary responsibility to provide both its current and future residents with an adequate level of public facilities and services. Roads, sewer, and water service are all important areas of City jurisdiction. The Transportation, Public Facilities and Energy Conservation chapter contains policies which meet the City's future needs while accomplishing the objectives established in the previous two chapters. And finally, the City Growth and Governmental Relationships chapter establishes a coordination process for land use actions in areas of interest to both the City and County, and sets out a study program to determine the most cost-effective means of providing full urban services within the dual interest area.

The information on which this Plan is based is in the supporting documents listed in the Appendix and in the Final Order by which the Plan is adopted.

THE HISTORICAL ROOTS OF PLANNING IN MILWAUKIE

The Statewide Planning Goals, adopted by the Land Conservation and Development Commission in 1974, were addressed in the 1980 version of Milwaukie's Plan. The 1988 update to the Plan responds to changes in circumstances which have occurred, new legislation, and new State programs which have been adopted since 1980. Notable changes incorporated into this Plan include added protection for natural resource areas and historic structures, a revised citizen involvement process, and changes to the industrial and commercial land use section which tie Milwaukie's ability to serve available industrial land with services to the type and timing of development. Notable changes or additions to documents implementing the Plan include completion of a Public Facilities Plan, and changes to the Zoning Ordinance which will allow mobile home parks in certain areas, provisions for improved review process for development in natural resource areas, and development of a process for altering historic resources.

The 1977-80 comprehensive planning effort concentrated on the development of a community-wide and neighborhood information base. From this information, city-wide policies were developed. Further reviews by agencies, City Staff, special task forces, the Comprehensive Plan Steering Committee, neighborhoods, the Planning Commission, and City Council resulted in a finalized set of goals, objectives, and policies.

FUTURE GROWTH PROJECTIONS

The Metropolitan Service District (Metro), which assumes regional planning functions in the area, has developed

population projections for cities and counties in the metropolitan area. Past and present population, as well as current projections, are shown in Table 1.

Table 1 POPULATION PROJECTIONS BY METRO

<u>Counties</u>	<u>ACTUAL¹</u>		<u>ESTIMATE²</u>	<u>PROJECTED³</u>		<u>% Change</u> <u>1985-2005</u>
	<u>1970</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>2005</u>	
Clackamas	166,088	241,225	248,200	284,100	362,500	+46.0%
Multnomah	566,667	561,304	561,800	597,700	652,500	+16.0%
Washington	157,920	244,906	268,000	295,600	409,300	+53.0%
Milwaukie	16,609	17,931	17,884	19,000	20,300	+13.5%

Remainder of Urban Growth Management Area

Unincorporated portions of:

Census Tract 210				1,682	1,472
Census Tract 215				2,976	3,157
Census Tract 216.02				2,529	2,881

All of:

Census Tract 222.01		1,510		1,648	3,812
Census Tract 216.01		4,219		<u>4,580</u>	<u>4,503</u>

TOTAL AREA: 32,415 36,126

(Milwaukie plus unincorporated Urban Growth Management Area)

Sources:

¹U.S. Bureau of Census

²Portland State University Population Research Center

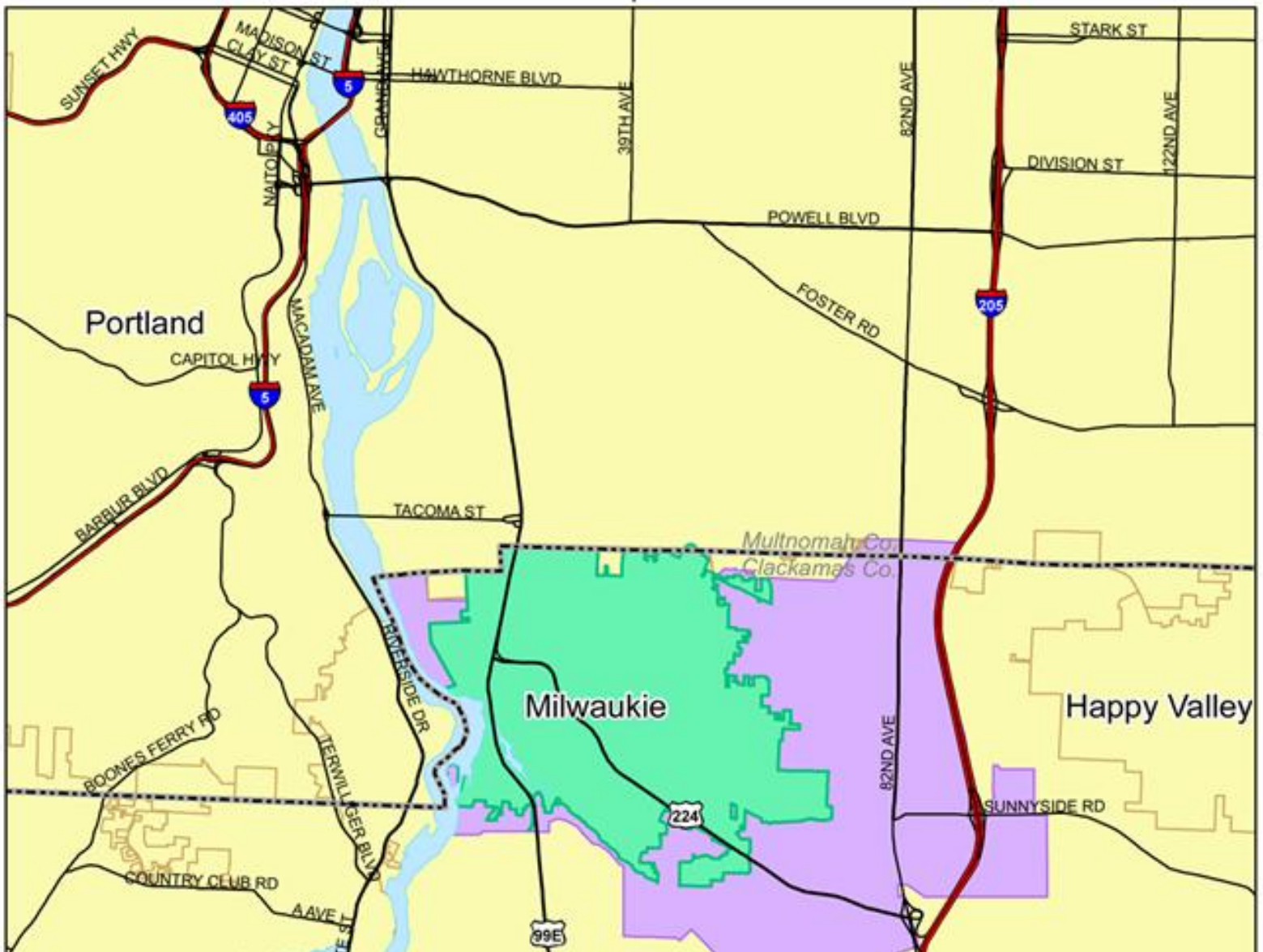
³Metro, 1987 and 1985 Projections

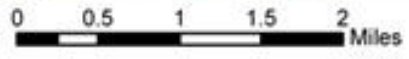
Map-1 - Location Map

LOCATION MAP

Milwaukie Comprehensive Plan

Map 1





- City of Milwaukie
- Milwaukie UGMA
- Other City Boundary
- County Boundary



Adopted Ord. #1772 October 18, 1994

Milwaukie Municipal Code

[^ Up](#) [« Previous](#) [» Next](#) [* Main](#) [+ Expand](#) [? Search](#) [# Print](#)

[COMPREHENSIVE PLAN](#)

CHAPTER 1 — CITIZEN INVOLVEMENT

[Show All](#)

GOAL STATEMENT:

OBJECTIVE #1 — NEIGHBORHOOD ASSOCIATIONS

OBJECTIVE #2 — BROAD PUBLIC PARTICIPATION

OBJECTIVE #3 — COMMUNICATION

Map-2 Neighborhood District Association Boundaries –

Milwaukie Municipal Code

^ Up	« Previous	» Next	* Main	- Collapse	? Search	# Print
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[COMPREHENSIVE PLAN](#)

CHAPTER 1 — CITIZEN INVOLVEMENT**GOAL STATEMENT:**

To encourage and provide opportunities for citizens to participate in all phases of the planning process, to keep citizens informed and to open lines of communication for the sharing of questions, problems and suggestions regarding the Comprehensive Plan and land use regulations.

Background

In March of 1976, the Milwaukie City Council established a Comprehensive Planning Steering Committee to ensure adequate citizen involvement in the City's planning process. Representatives of each of five Neighborhood Organizations within the City were appointed early in 1977 to work with the City Planning Staff and consultants in preparing a Comprehensive Plan.

Several other groups were involved in the planning process. Neighborhood Organizations helped develop, administer, and collect a Community Survey, reviewed background information, and developed goals and objectives. A Technical Advisory Group, comprised of representatives of City and County staffs, special service districts, and regional, State, and federal agencies, also participated in reviewing and evaluating the Preliminary Plan. Special Task Forces were created to advise on unresolved policy areas including Housing, Transportation, Parks and Willamette Greenway, and City Growth and Governmental Relationships.

During the 1987-88 Plan update, a Comprehensive Plan Review Committee (CPRC) was established. This group made recommendations regarding State required changes to the Plan as well as suggestions for overall Plan improvement, clarity, and coherence. The CPRC also evaluated the existing citizen involvement process and created the following goal, objectives, and policies to better involve Milwaukie citizens in the planning process:

OBJECTIVE #1 — NEIGHBORHOOD ASSOCIATIONS

The City will promote citizen participation in the planning process primarily through the 9 Milwaukie Neighborhood Areas which follow the boundaries as illustrated in Map 2. The City Council will recognize Neighborhood Associations which meet the following requirements:

- a) That one or more well-publicized general neighborhood association meetings have been held for purposes of information, organization, adoption of bylaws, and election of officers.
- b) That all community meetings shall be publicized in advance of the meeting date in accordance with existing state law, and participation should be open to any property owner, resident, business owner, or representative of any non-profit organization located within the neighborhood area. Criteria regulating voting shall be included in the bylaws.
- c) That if neighborhood association bylaws fulfill the above minimum requirements, they will be recognized by official City Council action and placed on file with the City.
- d) Insure continued recognition of community group as long as the group fulfills its responsibilities, maintains the above policies, and holds at least one well-publicized meeting per year, and furnishes a copy of minutes of that meeting to the City, together with an up-to-date list of officers.

Policies

1. Neighborhood organizations:

- a) will be advisory to the City Council and Planning Commission on matters affecting their neighborhoods,
- b) may submit requests for funding of neighborhood projects for possible inclusion in the City budget.

2. The City will assist Neighborhood Associations by:

- a) Providing recognized associations with limited assistance, subject to budgetary allocations as

approved by the City Council.

b) Notifying neighborhood associations of proposed land use actions and legislative changes as required by ordinances. Elected association representatives will receive information regarding land use issues.

OBJECTIVE #2 — BROAD PUBLIC PARTICIPATION

To encourage broadly based public participation involving a cross section of citizens from a variety of geographic and interest areas, solicited through an open, well-publicized process.

Policies

1. The City will openly recruit members for the Planning Commission and citizen advisory committees using a variety of media to stimulate interest.
2. The City will form a Comprehensive Plan Review Committee (CPRC) to assist in periodic review of the Plan and its implementing ordinances on a schedule outlined in the Planning Process Section of the Plan. The CPRC will consist of the following members: one representative from each recognized neighborhood area, one member from each of three City citizen advisory committees (Parks and Recreation, Center/Advisory Board, Traffic Safety), one member from the Planning Commission and one member from the City Council, one member from the business community and one member from a County Planning Organization.
3. Special Task Forces will be organized to assist the CPRC in unresolved policy areas during major or minor Plan updates. Openings for Task Forces will be well-publicized through a variety of media.

OBJECTIVE #3 — COMMUNICATION

Promote informed public participation in planning decisions by providing readily available publications

and printed materials regarding current issues and proposed policies and providing for two-way communication between policy-makers and citizens.

Policies

1. Make planning documents available through City offices and public libraries. This includes, but is not limited to Plan inventories, planning background information, Staff reports and minutes of Planning Commission and Comprehensive Plan Review Committee meetings.
2. Advertise all public hearings regarding land use issues in the newspaper and on the local cable television station.
3. Seek citizens' input on major land use issues through community organizations, service organizations, interest groups, neighborhood groups, etc. Provide information concerning major land use issues by conducting one "town hall" meeting coordinated by City Staff a minimum of 10 days prior to the public hearing before the Planning Commission. Neighborhood Associations and identified community service or interest groups shall be notified of both "town hall" meetings and public hearings. A major land use change has widespread and significant impact beyond the immediate area, such as changes producing large volumes of traffic, changes in the character of the land use, or a change affecting large areas or many different ownerships.
4. City Staff will issue a news release to local newspapers explaining upcoming issues which would result in changes to the Comprehensive Plan or its implementing ordinances prior to discussion of these issues at a public hearing.
5. News releases and Planning Commission agendas will be provided to the City Library and community/senior center. These groups will be encouraged to include stories regarding planning issues in their newsletters.
6. Any citizen testifying at a public hearing regarding a land use issue will receive a copy of the outcome of the hearing and the findings and conclusions upon which the decision was based.

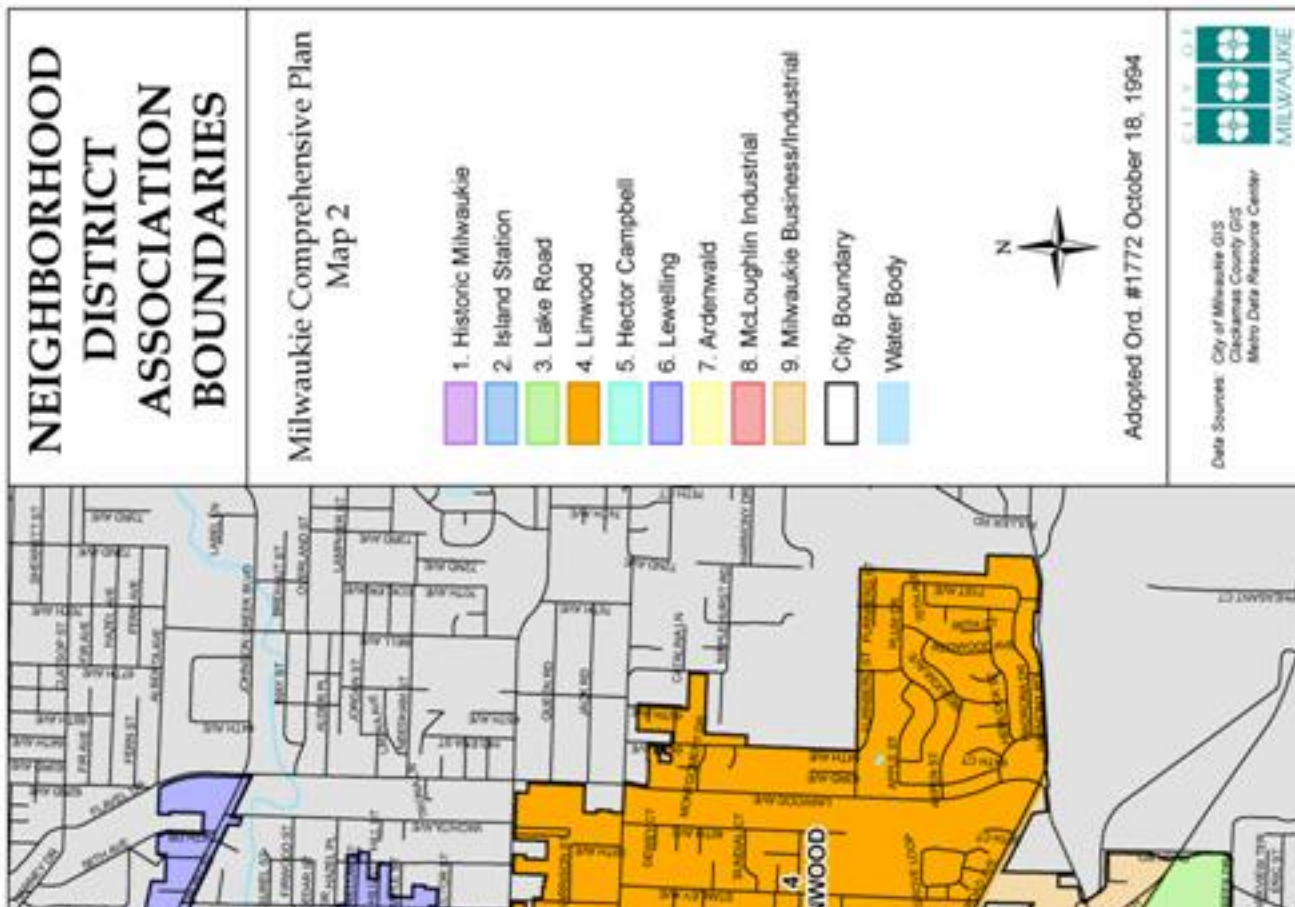
OBJECTIVE #4 — ONGOING CITIZEN INVOLVEMENT

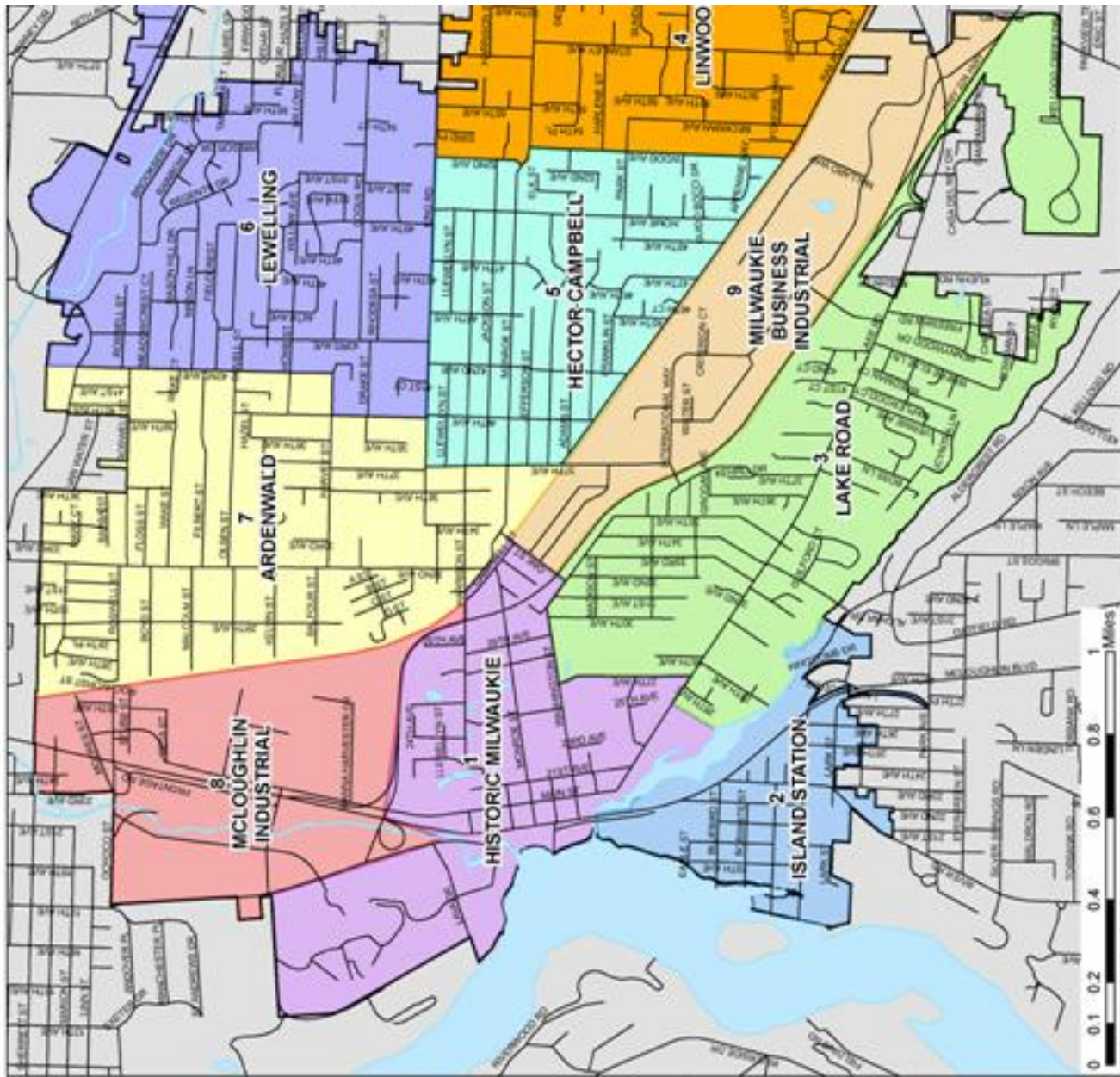
Continue to implement the City’s adopted Citizen Involvement Program.

Policies

1. Assure adequate funding in the planning budget for publicity, advertising, staff, graphic materials, or other supplies which are necessary to support the citizen involvement program.
2. The Comprehensive Plan Review Committee shall be responsible for evaluating the citizen involvement process as part of each Plan update, and providing recommendations for changes to the Planning Commission.

Map-2 Neighborhood District Association Boundaries –





Milwaukie Municipal Code

[^ Up](#) [« Previous](#) [» Next](#) [* Main](#) [+ Expand](#) [? Search](#) [# Print](#)

[COMPREHENSIVE PLAN](#)

CHAPTER 2 — PLAN REVIEW AND AMENDMENT PROCESS

[Show All](#)

GOAL STATEMENT:

OBJECTIVE #1 — AMENDING THE

OBJECTIVE #2 — IMPLEMENTING THE PLAN

Milwaukee Municipal Code[^ Up](#) [« Previous](#) [» Next](#) [* Main](#) [- Collapse](#) [? Search](#) [# Print](#)[COMPREHENSIVE PLAN](#)**CHAPTER 2 — PLAN REVIEW AND AMENDMENT PROCESS**

GOAL STATEMENT:

Establish a Plan review and amendment process as a basis for land use decisions, provide for participation by citizens and affected governmental units, and ensure a factual base for decisions and actions.

Planning Concepts

Although adoption of the Plan represents firm general agreement about the City's future and an official, coordinated set of policies concerning the way in which decisions will be reached, no plan is static.

Changing local circumstances and unanticipated events as well as changing regional, State, and national policies require that the Plan be flexible, and that an ongoing planning process be initiated to ensure that the Comprehensive Plan continues to meet the City's needs.

The following goal, objectives, and policies ensure that the Plan will be reviewed and amended on a regular basis:

OBJECTIVE #1 — AMENDING THE

PLAN

Review, revise, and amend the Comprehensive Plan on a regular basis, assuring that the Plan and implementing ordinances meet regional, State, and Federal guidelines.

Policies

1. Ensure adequate monitoring of the Plan by maintaining a factual data base which will enable citizens to judge the effectiveness and desirability of Plan policies. Monitoring information may include, but is not limited to, population, vacant lands, traffic volumes, public facility capacities, and economic information.
2. The Comprehensive Plan Review Committee (CPRC, see Citizen Involvement Element), which will be appointed by the City Council, will coordinate and conduct a major Plan review every five years and an interim plan review between years two and three of the five year cycle. The CPRC will submit a report to the Planning Commission containing any recommended changes. The Planning Commission will hold at least one public hearing on any proposed modifications to the Plan and forward its recommendations to the City Council.
3. Individuals, the Planning Commission, or the City Council may request Plan amendments at any time separate from the normal Comprehensive Plan Amendment application process. A request by an individual will be considered by the Planning Commission, who may initiate further formal consideration of a Plan amendment if it is determined the proposed change is in the public interest. The Planning Commission should also hold a public hearing annually to evaluate issues related to the Plan or recommended Plan changes. A report of this public hearing will be provided to the City Council who may approve it or take further action as required.
4. Submit copies of proposed Plan changes to affected governmental units at the draft amendment stage and following final adoption of changes.
5. All proposed legislative Comprehensive Plan amendments will be considered at advertised public hearings before the Planning Commission and City Council. At least 30 days prior to a public hearing, a public notice shall be printed in a local newspaper and will appear on the public information cable television station. A second notice will appear at least ten days prior to the public hearing.
6. If the proposed amendment is quasi-judicial, notice of the requested change will be mailed to all residents within 400 feet of the property under consideration at least 30 days prior to the public hearing. Newspaper notice in accordance with the requirements for legislative plan amendments is also required.
7. All Plan amendments will be evaluated based on the following criteria:

- conformance with the Comprehensive Plan, its goals, policies, and spirit,
- public need for the change,
- public need is best satisfied by this particular change,
- the change will not adversely affect the health, safety, and welfare of the community,
- the change is in conformance with applicable Statewide Planning Goals,
- the change is consistent with Metro Growth Management Functional Plan and applicable regional policies.

OBJECTIVE #2 — IMPLEMENTING THE PLAN

Implement this Plan through appropriate ordinances and action.

Policies

1. Amend existing ordinances and adopt new ordinances to carry out the policies of this Plan as necessary.
2. Apply zoning in a timely manner which is consistent with this Plan.
3. All zoning and subdivision ordinances will be consistent with the intent and be based on this Comprehensive Plan.
4. All actions of the City on conditional uses, variances, zone changes, and all other planning actions will be consistent with the intent of this Plan.

Milwaukie Municipal Code

[^ Up](#) [« Previous](#) [» Next](#) [* Main](#) [+ Expand](#) [? Search](#) [# Print](#)

[COMPREHENSIVE PLAN](#)

CHAPTER 3 — ENVIRONMENTAL AND NATURAL RESOURCES

[Show All](#)

[NATURAL HAZARDS ELEMENT](#)

[HISTORIC RESOURCES ELEMENT](#)

[OPEN SPACES, SCENIC AREAS, AND NATURAL RESOURCES ELEMENT](#)

[AGRICULTURAL AND FOREST LANDS ELEMENT](#)

[AIR, WATER AND LAND RESOURCES QUALITY ELEMENT](#)

Milwaukee Municipal Code[^ Up](#) [« Previous](#) [» Next](#) [* Main](#) [- Collapse](#) [? Search](#) [# Print](#)[COMPREHENSIVE PLAN](#)**CHAPTER 3 — ENVIRONMENTAL AND NATURAL RESOURCES****NATURAL HAZARDS ELEMENT****OBJECTIVE #1 — FLOODPLAIN**

To manage identified 100 year floodplains in order to protect their natural function as waterways, and to protect the lives and property of those individuals and concerns currently located within and along the floodplain boundary.

Policies

1. New construction and development will be regulated so that water flow will not be increased. The capacity of the floodplain shall not be reduced by development activities.
2. Construction materials which may be inundated will be of such strength and quality that they will not deteriorate, and they must be able to withstand the pressure and velocity of flowing water.
3. The finished elevations of the lowest floor of buildings and streets will be a minimum of 1.0 foot above the 100 year flood elevation.
4. Whenever possible, the floodplain will be retained as open space and used for recreation, wildlife areas, or trails. Dedication of lands or public easements within the floodplain is encouraged when indicated by the Recreational Needs Element, and may be required as a condition of development along creeks and rivers or other water bodies or wetlands.
5. The City will continue to participate in the FEMA Flood Insurance Program and will update its current flood hazard ordinance as necessary to comply with future revisions to that program.

OBJECTIVE #2 — SEISMIC

CONDITIONS

Regulate the structural integrity of all developments within the City consistent with the provisions of the Uniform Building Code, Earthquake Regulations.

OBJECTIVE #3 — WEAK FOUNDATION SOILS

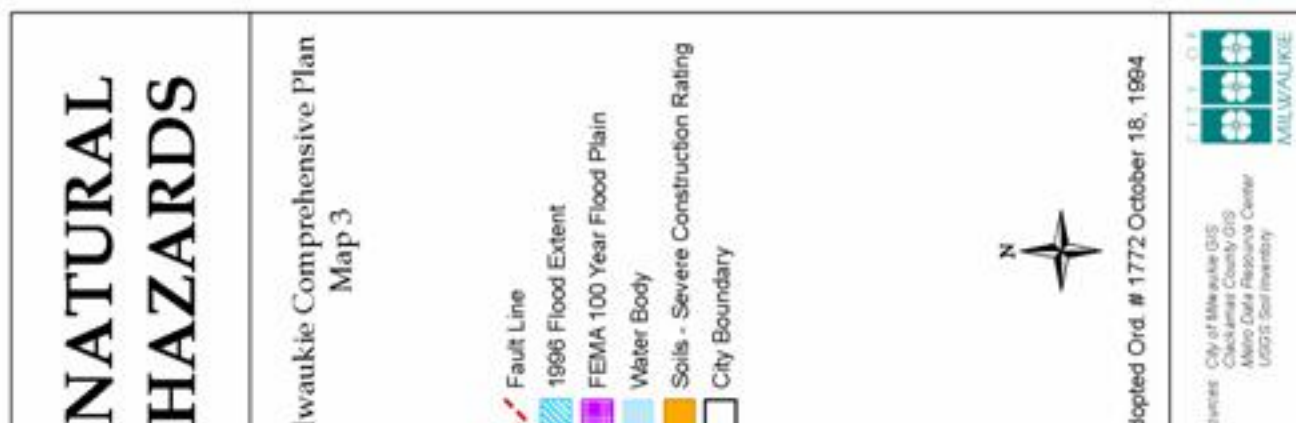
To ensure that adequate measures are undertaken to mitigate the structural limitations of soils.

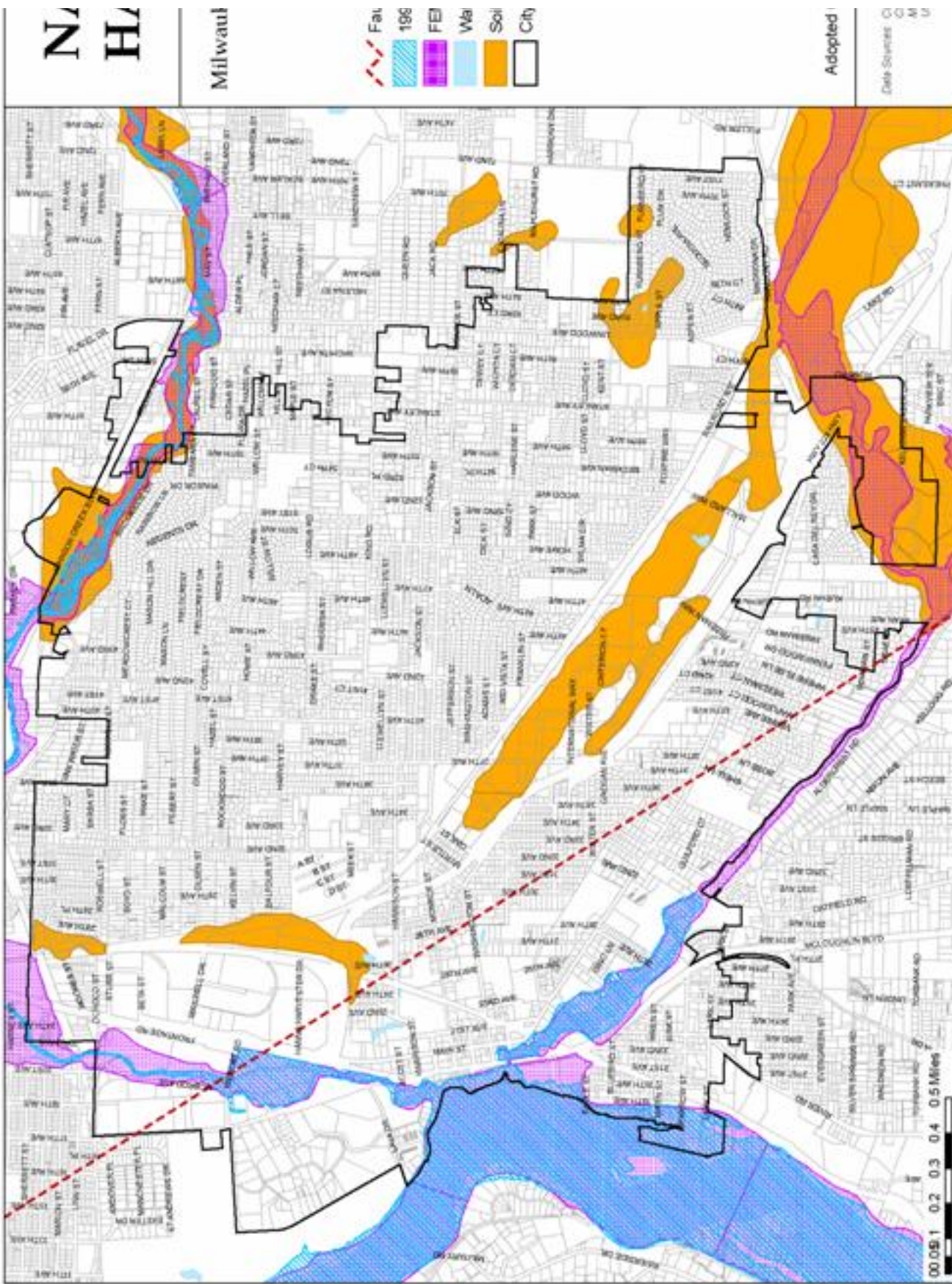
Policies

1. When developments are proposed for areas identified as having a severe construction rating (See Map 3), a special report, (completed by a qualified soils engineer or engineering geologist), must accompany the application indicating proposed building techniques to mitigate soil limitations. Examples of appropriate mitigative techniques include:

- Excavating and backfilling where appropriate
- Special footing and foundation designs
- Special construction techniques such as pilings, etc.

Map-3 - Natural Hazards





HISTORIC RESOURCES ELEMENT

GOAL STATEMENT:

Preserve and protect significant historical and cultural sites, structures, or objects of the City.

Background

The 1980 Comprehensive Plan named three sites of “historical significance” which had been identified by the State Historic Preservation Office. A comprehensive inventory of City historic resources had not been conducted at that time, however. Part of Periodic Review of the City's Comprehensive Plan requires reviewing new Oregon Administrative Rules (OARS) regarding Goal 5, Open Space, Scenic and Historic Resources, which was adopted in 1981. These rules require the City to inventory and evaluate resources, identify conflicts, and develop a program to preserve historic resources. Clackamas County completed the first step in this process, a county-wide inventory, in 1983. This included information about location, quality, and quantity of resources and identified approximately 80 resources in Milwaukie.

Using the new administrative rules, Milwaukie began completion of the historic review process in February 1988. At that time, a Historic Resources Task Force (HRTF) was organized to advise the Comprehensive Plan Review Committee (CPRC). The HRTF evaluated existing Plan provisions and recommended new language to meet Goal 5 provisions and to address the particular needs of protecting Milwaukie's Historic Resources. They evaluated inventoried properties and developed measures to ensure protection of the City's resources. The Committee also identified additional resources not on the 1983 inventory which are associated with the historic period or for which sufficient historic information has been gathered to place the resource on the inventory.

Milwaukie has had a long and eventful history which is reflected in several remaining historic resources. Several major themes run through the fabric of the area's history, including transportation, agriculture, commerce, and industry and government. Early trends in these areas have influenced subsequent development patterns.

The Milwaukie area was originally inhabited by the Clackamas Indians. The banks of the Willamette River and Kellogg Creek provided fishing and hunting grounds. No specific archaeological sites have been identified as yet.

The Willamette River has served as a transportation system for over 3,000 years. Native Americans first used the river for unobstructed passage to the Pacific as well as inland to the fertile Willamette Valley. In the early 1800's it carried canoes of explorers, trappers, and Hudson's Bay men.

Mid-century saw new pioneers arriving including the Whitcombs, Luellings, Meeks, and the Campbells. The Spring of 1848 found Lot Whitcomb busy erecting a sawmill where Johnson Creek enters the Willamette. He named the townsite Milwaukie after the City in Wisconsin which he had seen and admired. The Luellings and the Meeks arrived with wagons full of fruit trees. For almost 50 years, Milwaukie remained a small, rough, and remote town without paved streets or a city government. It catered primarily to farmers in the surrounding area who travelled to town by horse and buggy. Travel, however, was difficult because the roads were rutted and alternately dusty and muddy.

The farmland surrounding Milwaukie in these years was dotted with simple houses and functional structures reflective of the architectural styles of the day — simple lines and limited use of decorative detailing. Few of these structures are remaining.

The second major period of expansion which changed life dramatically for area residents began on February 16, 1893, when the first interurban electric rail car rolled into the Milwaukie station on its way from Portland to Oregon City. As the street railway companies expanded their systems, formerly remote areas filled with houses, churches, and public and commercial buildings. The City's incorporation in 1903 also contributed to furthering development. Many of the buildings identified in Milwaukie's inventory are from this second historic period.

In reaction to industrialization of the nineteenth century, the prevalent taste in home furnishings and design espoused the use of natural materials and that which is handmade. Several architectural styles dominated this period of development, including the Craftsman and Bungalow styles. These styles were the most common as indicated by the number of remaining homes from this period. Features of the styles included low-pitched gable roofs, which were often “clipped” to amplify the “tied-to-the-ground” profile. Stout porch posts, purlins and braces, exposed rafters, and narrow bevel siding is also seen. Dormers of every type were used to emit natural light into homes. Porches acted as a transition or buffer between public and private space and signified the pedestrian scale of the Bungalow house.

Many of Milwaukie's historic resources are located in the downtown area or on the streets radiating out from the downtown. The historical setting, in large part, has often been retained, and many of the resources are conspicuous landmarks for City residents.

The City realizes that protecting historic resources has several cultural and economic benefits for City residents: Fostering civic pride in accomplishments of the past, promoting choices in housing types and styles, strengthening the economy of the City, and providing educational and recreational opportunities. The objectives and policies listed below will help ensure that important resources will remain and that these values will be kept alive in the community.

OBJECTIVE #1

Adopt an official inventory of historic and cultural resources and protect significant resources. Map 4 identifies the location of historic resources within the City. The specific list of historic resources is included in Appendix 1.

Policies

1. Establish criteria for the designation of sites with historic or cultural significance. Use State and federal criteria as models.
2. Update the inventory as part of major Plan review every 5 years.
3. Require City review of plans for any alteration or demolition to a protected resource.
4. Encourage restoration and maintenance of historic structures for compatible uses, where appropriate.
5. As archaeological resources are identified, inventory methods and protection measures shall be established.

OBJECTIVE #2

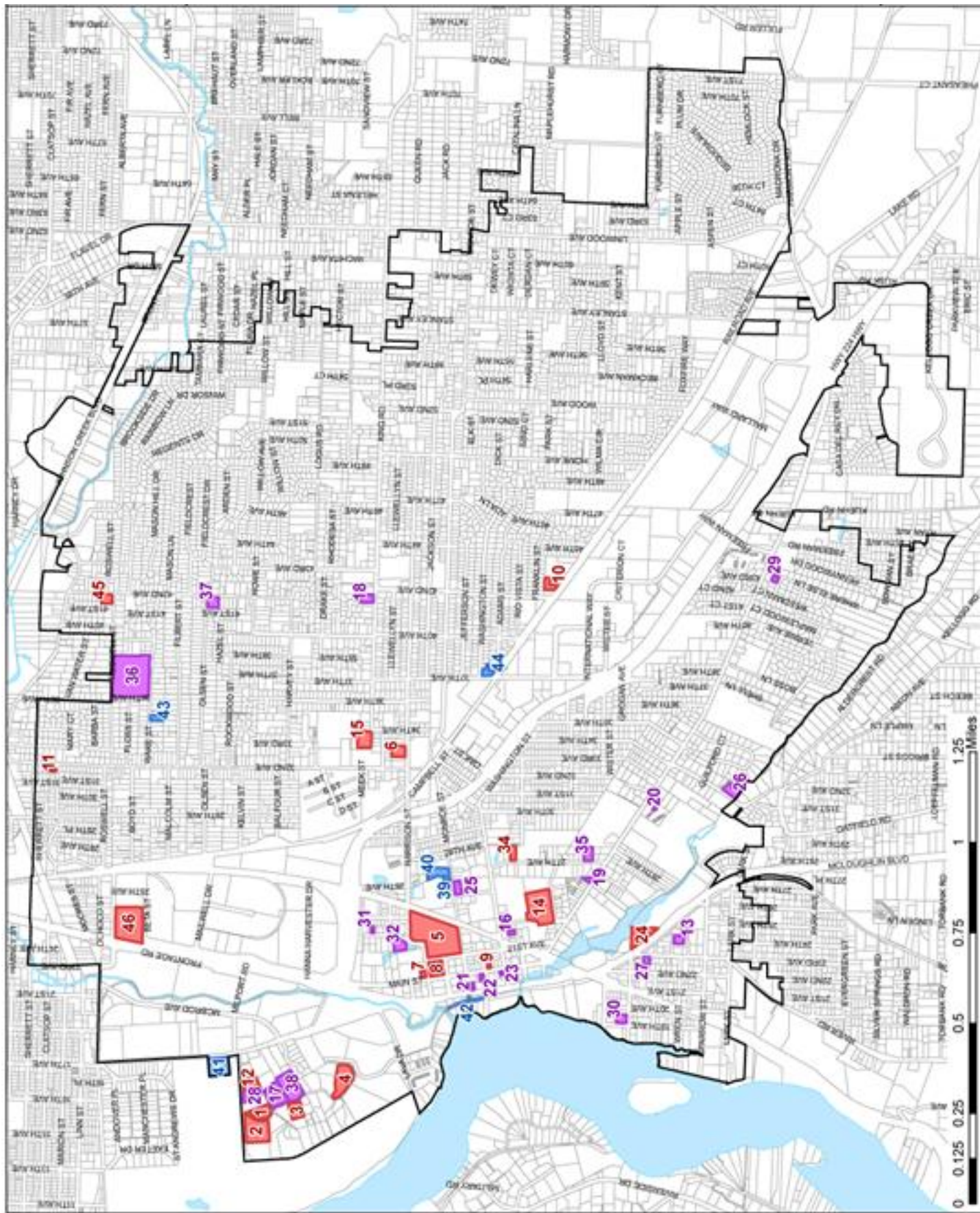
Promote and coordinate preservation activities with interested State, County, and local groups and individuals.

Policies

1. Provide educational materials and information regarding preservation to property owners and other persons interested in the preservation program.
2. Pursue private and public sources of funding for use by property owners in the renovation and maintenance of historic or cultural resources.
3. Provide for timely inventory and review of historic structures and sites in newly annexed areas.
4. Encourage appropriate memorialization of historic sites, objects, or structures through signs or plaques which convey the historic significance of a resource.
5. Coordinate all historic preservation activities with the Milwaukie Historic Society.
6. Encourage and assist property owners in applying for state and federal historic register status.

Map-4 - Historic Resources





OPEN SPACES, SCENIC AREAS, AND NATURAL RESOURCES ELEMENT

OBJECTIVE #1 — OPEN SPACE

To protect the open space resources of Milwaukie to improve the quality of the environment.

The purpose of open space will be to provide a diversity of natural visual character within the City and to provide residents with ecological educational and recreational experiences in a variety of environmental settings. Open space will be designated on the Land Use Plan Map (Map 7) as Public Lands and on the Natural Resources Map (Map 5) as Natural Resources. Those areas designated Natural Resources include natural resource areas and State Recreational Trails. These areas will likely remain in private ownership but the option remains for dedicating easements for public access in areas listed in Policy 3. Placement and methods of development will be regulated in these areas. Public open spaces include existing City-owned parks and City-owned lands in natural areas. Development in these areas would be subject to the Zoning Ordinance requirements for natural resources if in a natural area and/or the Parks and Recreation Master Plan, which guides park development within the City. Within this plan, open space is intended to define and designate vacant land which will remain undeveloped in accordance with the Willamette Greenway Program, natural area designation, or other land use requirements. In most instances, open space will remain in private ownership.

Within significant natural areas, however, the right to public access or even full public ownership will be considered. Another Goal 5 resource, a state-designated recreational trail, the 40 Mile Loop, passes through two separate sections of North Milwaukie, following the right-of-way for the Portland Traction Corp. railroad. This will also be designated Open Space - Natural Resources. (See corresponding discussion within the Recreational Needs Element.)

Policies

1. Open space will be provided within the City through implementation of parks and recreation policies, natural area policies, and the Willamette Greenway Program.
2. When economically feasible, the City will provide incentives to the private sector so open space can be conserved without undue hardships to private land owners.
3. The natural resource areas along Johnson Creek, Kellogg Creek, and Kellogg Lake, as shown

on Map 5 and defined under Objective #2, will be considered open space of special importance to all City residents. Passive recreational public use of these areas for walking trails, nature parks, and the like will be encouraged.

4. The City will encourage the dedication of public easements to and through important Open Space - Natural Resource areas. Tax deferral program and/or density transfer (so that full development potential may be realized) will be utilized so that open space can be conserved and easements dedicated without undue hardships for private land owners.
5. The City will encourage property owners within designated open space areas and other appropriate areas to take advantage of Clackamas County's open space property tax deferral program.
6. The City will participate with the appropriate agencies in implementing the proposed 40-Mile Loop System, a State Recreational Trail.
7. The City will work with Clackamas County and local residents to establish a continuous pedestrian connection linking the Willamette River and the North Clackamas Park.
8. The City will utilize the Open Space - Natural Resources designation of the Comp Plan map as one of the guides for open space dedication, when feasible, during the development process.
9. The Parks and Recreation Master Plan will outline methods in detail for acquiring new Public Open Space. Specific methods used will be approved by the City Council. The Natural Resource Overlay Zone (/NR) within the Zoning Ordinance will outline methods for protecting privately owned lands designated as Open Space - Natural Resources.
10. The City will consider the following for designation of lands as Natural Resources: flood plains, wetlands, water bodies and riparian areas, wooded or vegetated uplands, or other natural resource areas as determined by the Goal 5 process. Areas so designated will be identified on the Natural Resources Map, Map 5. The City will regulate the development and use of these lands so as to protect natural resource values and significant natural features in the community.

11. With the exception of the Kellogg Creek Sewage Treatment Plant and the land surrounding the plant, the City will designate as Public Lands those areas which are existing parks or publicly utilized areas, or City owned properties containing natural resource areas, and will assure that these areas are managed according to open space policies, natural resource policies, and parks and recreation policies, as appropriate. Areas designated Public Lands shall be identified on the Land Use Plan Map, Map 7.

12. The City will participate with the appropriate agencies in implementing the Elk Rock Island Natural Area Management Plan.

OBJECTIVE #2 — NATURAL RESOURCE AREAS

To preserve and maintain important natural habitats and vegetation by protecting and enhancing major drainageways, springs, existing wetlands, riparian areas and water bodies and significant tree and vegetative cover while retaining their functions and values related to flood protection, sediment and erosion control, groundwater discharge and recharge, aesthetics, education, recreation, vegetation and wildlife habitat. Regulate development within designated water bodies, riparian areas, wetlands, uplands and drainage areas.

Planning Concepts

The character of Milwaukie is profoundly influenced by the natural resources and processes occurring in resource areas. The natural environment provides control of stormwater runoff, erosion prevention and enhanced water quality, better air quality, wildlife habitat, recreation, educational opportunities, flood reduction and community identity. The wetlands, water bodies, riparian areas, drainageways, springs and uplands identified in the inventory completed in 1987 may contain one or more of these resource values which need protection.

Between 1990 and 2002, natural resources were protected through Milwaukie Zoning Ordinance 322 Natural Resource Overlay Zone. In the fall of 2002 the City adopted revised regulations that strengthen wetland and riparian resource protections. Adopted to implement Title 3 of the Metro Urban Growth Functional Plan, the Water Quality Resource Regulations compliment and support long held city policies for environmental protection.

The Natural Resource Overlay Zone was removed from the zoning map with adoption of the Water Quality Resource Regulations. However, the Appendix 2-Natural Resource Inventory and Map 5-Natural Resources have been retained in the Comprehensive Plan for historical and informational purposes.

Policies

1. Protect designated natural resource areas and their associated values through preservation, intergovernmental coordination, conservation, mitigation, and acquisition of resources.
 - Notify and coordinate review of development proposals and plans within natural resource areas with affected State, local, and federal regulatory agencies.
 - Develop a review process for development in natural areas, which requires mitigation or other means of preservation of natural resource values.
 - The City shall pursue funding for the acquisition, protection, or enhancement of natural resource areas through private environmental groups, federal or State agencies, or local groups.
 - Regulate activities in natural resource areas which may be detrimental to the provision of food, water, and cover for wildlife.
2. Provide protection to important wetland and water body areas through designation of riparian area buffers between natural resources and other urban development activities. Restrict non-water dependent development within the riparian buffer area.
3. Maintain and improve water quality of wetlands and water bodies through regulating the placement and design of stormwater drainage facilities.
4. Protect existing upland areas and values related to wildlife habitat, groundwater recharge, and erosion control.

- Encourage the development of open spaces and increased vegetation for wildlife habitats.
- Protect steep slopes from erosion through the use of vegetation.
- Provide protection between the resource and other urban development.

5. The City will continue to work with Metro and other jurisdictions to establish and implement drainage plans and policies for Johnson Creek, designated by Metro as an area of Significant Environmental Concern.

6. Provide greater protection and more stringent development review to those sites deemed most valuable to the community.

7. Provide protection to inventoried natural resource sites currently outside the City limits as these sites are annexed.

OBJECTIVE #3 — SCENIC AREAS

Significant scenic and view sites will be preserved for the enjoyment of present and future City residents as well as for visitors to the City.

Planning Concepts

The most significant scenic views in the City are oriented toward the Willamette River. However, only near downtown Milwaukie are public viewing sites possible, since established residential areas occupy the higher more prominent sites near the bank. The view of Kellogg Lake from Dogwood Park is also considered scenic. Preservation of these visual relationships is the primary objective of these policies and the Willamette River Greenway Policies.

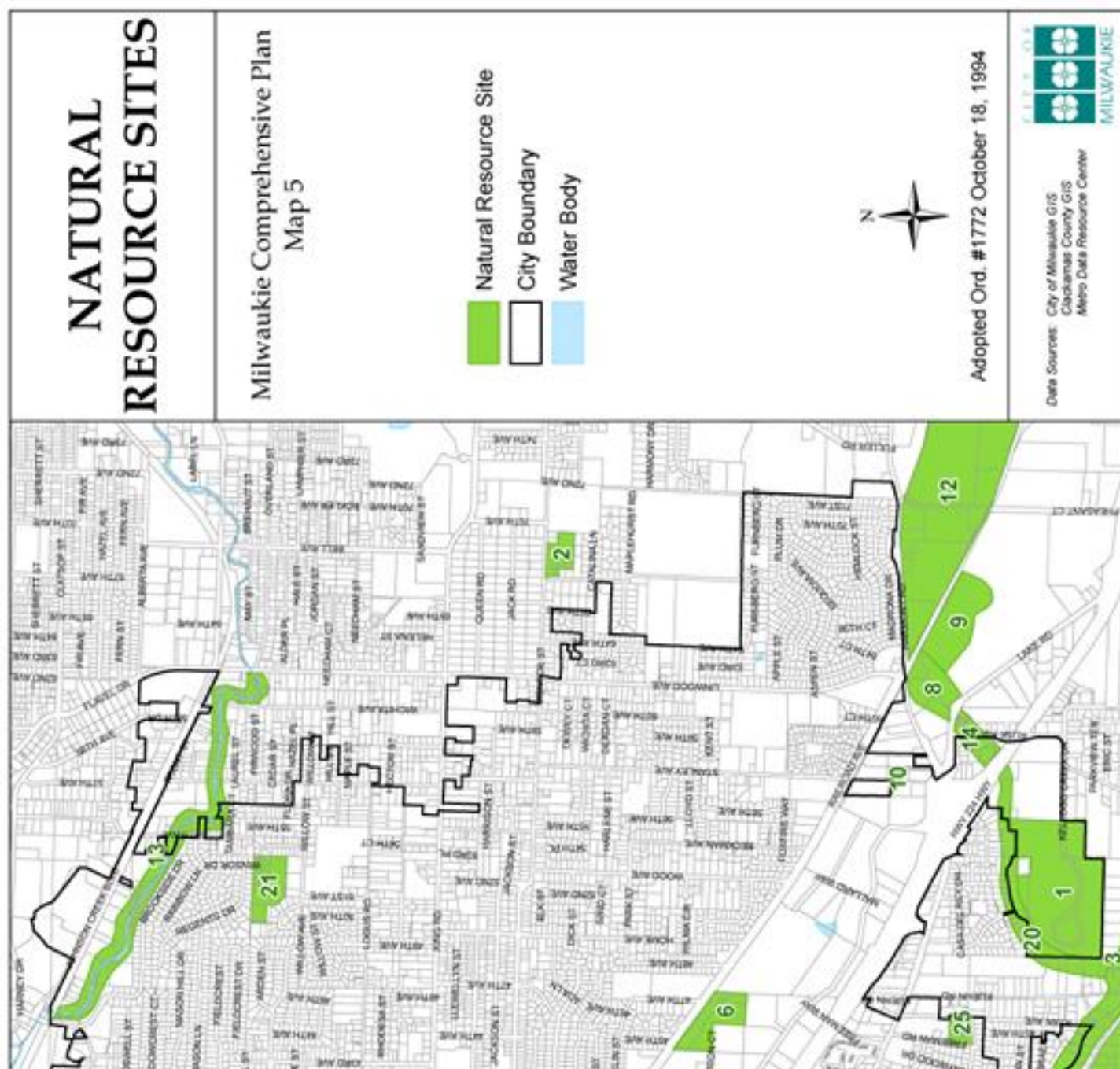
Policies

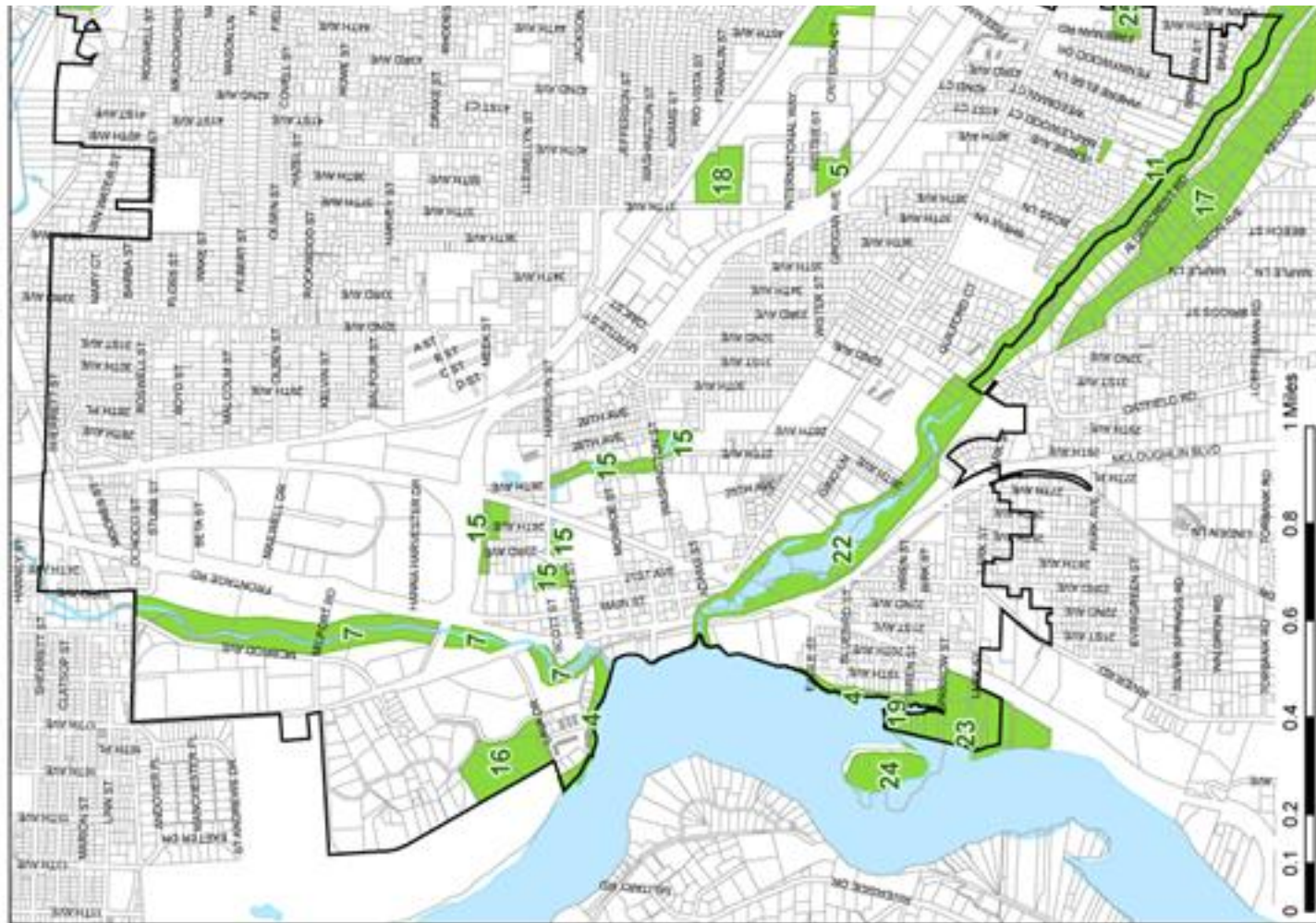
1. Future plans for the Milwaukie riverfront area will include consideration of viewing opportunities

between downtown and the Willamette River, as well as special places on the riverfront for enjoying views of the river and its activities. Development plans for Dogwood Park will include maintenance of public access and opportunities for viewing Kellogg Lake.

2. The City will work with the Oregon State Department of Transportation to ensure that future improvements to McLoughlin Boulevard do not obstruct the visual relationship between downtown and the riverfront area and encourage that the large trees north of downtown be retained where possible.

Map-5 - Natural Resource Sites





AGRICULTURAL AND FOREST LANDS ELEMENT

GOAL STATEMENT:

To provide for the orderly conversion of semi-rural lands to urban uses while maintaining adequate open space to meet the needs of existing and future residents.

Background and Exception Justification

Milwaukie and related dual interest area contains approximately 450 acres of land in agricultural use, of which approximately 50 acres are within the current City limits. All of the farming activity is pursued by small, family-run operations, the largest of which covers about 100 acres. Most of the farmland is Class III and IV soils which have limitations for crop choices. Truck crops, row crops and hay are the main agricultural products produced in the area. The majority of these lands are currently zoned for residential

use. Milwaukie and its related dual interest area are within the Metropolitan Urban Growth Boundary established by Metro. Exception to Goal #3 — Agricultural Lands — has been established.

No commercial forest lands exist within the City or surrounding areas. Exception to Goal #4 Forest Lands has been established. (See Objective #2 — Natural Resource Areas — of the Open Spaces, Scenic Areas, and Natural Resources Element for policies protecting significant tree and vegetative cover.)

AIR, WATER AND LAND RESOURCES QUALITY ELEMENT

GOAL STATEMENT:

To meet federal and State air, noise and water quality standards.

Background and Planning Concepts

Air Quality

The City of Milwaukie lies within the Portland Non-Attainment Air Quality Maintenance Area. This means that National Ambient Air Quality Standards for the following pollutants have not been met: particulates, carbon monoxide and photochemical oxidants (ozone). By definition, the City's inclusion within an Air Quality Maintenance Area may have the potential for exceeding federal or State ambient air quality standards due to projected growth and development.

Air quality in the Milwaukie area falls to sub-standard levels periodically, but not regularly. The primary source of air pollution is automobile emissions, with most air quality violations occurring along major roadway corridors. McLoughlin Boulevard, Milwaukie Expressway, Harrison Avenue, and King Road most frequently experience sub-standard air quality conditions. Automobile emissions have been reduced significantly since the federal Motor Vehicle Emission Control Program began. The Portland area vehicle inspection and maintenance program begun in 1975 has also lowered automobile emissions in the Milwaukie area. DEQ estimates that automobile emissions have decreased by 33% in the Portland Airshed since these standards have been implemented. Because automobiles account for 83% of the carbon monoxide (CO) in the Portland Airshed, the levels of CO have gradually declined from 1975 to 1985.

The ozone (O₃) standard, which is the reaction of certain chemicals with sunlight (typically forming

“smog”), has experienced several violations in Milwaukie since 1976. This pollution is believed to be caused by emissions released in Portland which drift down over Milwaukie. If the pollutants are not dissipated by wind currents, the chemicals and sunlight react to form a “dome” of photochemical oxidants. Suspended particulates periodically violate the existing standards, but no critical areas have been identified. Projected trends for the Milwaukie area anticipate stabilization of levels of all pollutants, primarily due to expected compliance with government standards by industry and motor vehicles.

Generalized traffic projections based on residential growth in the City will not likely result in continued air quality violations. Federal and State standards require increasingly strict guidelines for motor vehicle emissions, which will offset the 15—20 percent increase in traffic volumes expected to be generated by Milwaukie households. This overall increase in traffic volumes will be reduced even further if greater use is made of public transit in the future.

Noise

The Neighborhood Blockwalk and Neighborhood Council Workshops held during 1977—79 revealed scattered noise complaints throughout the City, but no single focus of objectionable noise. Most complaints were about traffic noise on local arterials, followed by industrial and railroad noise. Since 1980, however, several noise complaints from residents of neighborhood areas 2 and 3 have been made, both locally and to DEQ, for industrial noise violations.

The concentration of industrial land uses in most of the industrial areas, and their separation from residential neighborhoods has reduced the potential for serious noise problems caused by industrial operations. An exception are the industries along S.E. 32nd Avenue just north of Harrison Street. Some of these operations have been identified as industrial noise standard violators by DEQ. The proximity of these industries to the public housing project and Providence Milwaukie Hospital along S.E. 32nd Avenue is of particular concern.

The most significant potential for noise problems lies with heavy traffic volumes on arterials in the City and noise generated by trains running through Milwaukie. Johnson Creek Boulevard, Harrison Street, King Road, Milwaukie Expressway, Lake Road, Oatfield Road and McLoughlin Boulevard all have daily traffic volumes near 10,000 or greater.

Water Quality

The only potential point source for water pollution is the Kellogg Creek Treatment Plant, operated by Clackamas County Service District #1.

DEQ has designated Milwaukie as a “sensitive ground water area.” This means the area has been identified as having sensitive aquifers, high groundwater, or soil types which do not allow good percolation, or a combination of these qualities. Water quality problems are most likely to occur in areas with high groundwater and inadequate septic tank systems. Potential water quality impacts from underground storage tanks, storm drainage and chemical spills are also possible.

Milwaukie's water supply is already experiencing problems. In the summer of 1988, trichloroethylene (TCE) was discovered contaminating three of the City's seven municipal wells. The City has since contracted for water with the City of Portland and is exploring methods, such as aeration systems, to eventually return to the use of City wells for water supply. DEQ is also investigating to determine if the TCE contamination is of regional concern.

Sanitary sewers are provided in Milwaukie and are required for all new uses. An area along Johnson Creek and portions of the Wichita/Stanley area to the east of the City do not have sanitary sewer service and probably contribute to the water quality problems in Johnson Creek. Agricultural uses along Kellogg Creek and commercial uses and waterfowl usage along Minthorn Spring Creek contribute to low water quality in these waterbodies.

Milwaukie's sewage treatment needs are provided by Clackamas Service District #1 (CSD #1). This agency operates the Kellogg Creek Sewage Treatment Plant, which is the only potential local point source for water pollution. Milwaukie contracts with the District for 40% of the plants capacity, which is designed to eventually handle the sewage requirements of 200,000 people. A 1984 “inflow and infiltration” study identified deteriorated sewer lines in the City. Funding sources, timing of replacement pipe, and improvement locations are identified in the Public Facilities Plan.

OBJECTIVE #1 — REGIONAL AIR

QUALITY

To assist federal and State environmental regulation agencies in their efforts to maintain and improve the quality of the air resources of the State and City.

Policies

1. Milwaukie will continue to support and participate in the preparation and implementation of Regional Non-Attainment and Air Quality Maintenance Plans through Metro and DEQ.
2. Milwaukie will continue to support and participate in regional public transportation planning efforts aimed at controlling air pollution in downtown Portland and throughout the region.
3. Milwaukie, through its normal development regulation procedures, will work with DEQ to identify the need for and content of a local Statement of Compatibility required by local site specific actions. (Reference Section 7.2 of Handbook for Environmental Quality Elements of Land Use Plans, DEQ, 1978)

OBJECTIVE #2 — LOCAL AIR

QUALITY

To control air quality problems through local land use and transportation planning.

Policies

1. Milwaukie will encourage the monitoring of local industrial activities to ensure that applicable State and federal standards are met.
2. Milwaukie will encourage the reduction of vehicle emissions by improving local flow and seeking ways to increase transit ridership. (See Transportation Element for specific policies)
3. Adequate employment opportunities will be encouraged locally to reduce the need for regional or inter-city work trips.

OBJECTIVE #3 — NOISE

To assist federal and State environmental regulatory agencies in their efforts to ensure that noise levels generated within the City will be compatible with adjacent land uses.

Policies

1. Milwaukie will work with DEQ to identify the need for and to complete noise monitoring and projection programs for noise sensitive areas of the City.
2. Milwaukie will continue to support the enforcement of noise standards for industries and vehicles.
3. Industrial development will continue to be concentrated primarily in three major existing industrial areas (as described in the Economic Base and Industrial/Commercial Land Use Element) where it will have minimal impact on residential areas.
4. Developments which would result in substantial noise generation will incorporate landscaping and other noise mitigation techniques to reduce noise impacts to levels compatible with the surrounding land uses.
5. The City will work with ODOT to implement traffic management measures designed to improve traffic flow on the Milwaukie Expressway, McLoughlin Boulevard and major arterials. In considering alternative management measures, excessive stopping and starting (which create considerable noise) are to be minimized.
6. All new residential development adjacent to the Milwaukie Expressway, McLoughlin Boulevard or other high noise impact arterials or rail lines will, through site planning or building design, provide that interiors and private outdoor areas are protected from excessive noise intrusion. Possible noise mitigating techniques include: building location out of sight of the noise source, landscape, berm or wall creating a dense barrier between the noise source and private areas, locating garages between private areas and the noise source, use of double glazing and acoustically adequate wall materials facing the noise source, etc.
7. The City will encourage, through its building code enforcement program, adequate noise protection be provided between adjoining attached or multi-family residential structures. Noise from inside adjacent

living units should not reasonably interfere with normal domestic activities.

OBJECTIVE #4 — WATER QUALITY

To assist federal and State environmental regulation agencies in their efforts to maintain and improve the quality of the water resources of the State and City.

Policies

1. Milwaukie will continue to support and participate in regional planning programs to improve sanitary sewer services in the area. The City will continue to cooperate with Clackamas County Service District #1 for the collection and treatment of sanitary sewage.
2. Milwaukie will continue to submit plans for any sewage plant construction or expansion, and extensions of sewer systems prior to construction, to DEQ for approval. The City will continue to work with the State to identify and certify construction grant applications and will explore alternative funding sources for sewer system needs.
3. Milwaukie will participate in studies and encourage the prompt implementation of resulting plans to provide sanitary sewer service to surrounding unsewered areas. Particular emphasis is placed on completing sanitary sewer extensions to areas contributing to water quality problems in Johnson Creek.
4. Milwaukie recognizes and assumes its responsibility for operating, planning and regulating wastewater systems as designated in Metro's Waste Treatment Management Component.
5. The City will cooperate with State and federal regulatory programs to protect domestic groundwater resources from potential pollution.

Milwaukie Municipal Code

[^ Up](#) [« Previous](#) [» Next](#) [* Main](#) [+ Expand](#) [? Search](#) [# Print](#)

[COMPREHENSIVE PLAN](#)

CHAPTER 4 — LAND USE

[Show All](#)

[RESIDENTIAL LAND USE AND HOUSING ELEMENT](#)

[ECONOMIC BASE AND INDUSTRIAL/COMMERCIAL LAND USE ELEMENT](#)

[RECREATIONAL NEEDS ELEMENT](#)

[WILLAMETTE GREENWAY ELEMENT](#)

[NEIGHBORHOOD ELEMENT](#)

Milwaukie Municipal Code

^ Up	« Previous	» Next	* Main	- Collapse	? Search	# Print
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COMPREHENSIVE PLAN

CHAPTER 4 — LAND USE**RESIDENTIAL LAND USE AND HOUSING ELEMENT****OBJECTIVE #1 — BUILDABLE LANDS**

To utilize lands in the City according to their relative measure of buildability, based on the following land type classifications.

Planning Concept

The way land is used should be determined by the physical characteristics of the land (its slope, stability, vegetation, natural drainage, etc.) and the community's desires about the relationships of uses to each other and to public facilities. In Milwaukie, the relatively flat terrain has posed few problems for construction so that today, only about 34 total acres remain buildable for residential purposes outside of the Town Center. Those lands that are in areas where physical constraints have made it difficult and expensive to construct structures using standard building techniques have been excluded from the estimate. On the basis of inventories of these characteristics (as documented in Metro's Title 3 Maps and the Environment and Natural Resources Chapter) and an understanding of their potential relationship to development constraints and opportunities, a Special Policies Classification has been developed. Map 3 (Natural Hazards) illustrates the special classification of buildable lands within the Milwaukie area, as well as the remaining undeveloped lands within the City.

Lands with the Special Policies Classification (natural hazards) have constraints that are sufficient to preclude most standard types of development techniques. Bearing in mind that it is technically possible to locate structures on almost any type of terrain, special regulations are justified on these lands to ensure adequate consideration of potential physical problems. Special Policies Classification lands exist in the following areas:

Drainage: All lands within the 100 year flood plain.

Geology: All lands with known hazardous geological conditions, mineral and aggregate deposits.

Slope: All lands with slopes greater than 25 percent.

Wildlife Habitat and Significant Natural Features: Wetlands, and riparian areas along major waterways and other significant natural features.

Soils: All lands with organic/compressible soils, high shrink-swell soils and wet soils with high water table.

All other lands within the Milwaukie area have few, if any, constraints for development.

Policies

1. Policies and standards found in the Historic Resources, Natural Hazard and Open Spaces, Scenic Areas, and Natural Resources Elements of the Environmental and Natural Resources Chapter apply, where applicable, throughout the City. Through its regular zoning, building and safety enforcement process, the City will implement those policies in Special Policies Classification areas and direct urban development toward more suitable areas through density transfer.

2. Prior to the approval of any building permit or other development approval, the developer of any vacant land within special policies classification areas must submit a report indicating how the applicable policies in the Environmental and Natural Resources Chapter are to be met. The report will describe the proposed type of site preparation and building techniques, how these techniques meet the applicable policies, and the mitigative measures, if any, proposed to lessen impacts during construction.

OBJECTIVE #2 — RESIDENTIAL LAND USE: DENSITY AND LOCATION

To locate higher density residential uses so that the concentration of people will help to support public transportation services and major commercial centers and foster implementation of the Town Center Master Plan.

Planning Concept

The most basic concept underlying residential land use policy in Milwaukie is that the City is and will continue to be composed primarily of single family neighborhoods. Housing types resulting in higher densities are to be concentrated in order to support public transportation services and major commercial centers, have close proximity to major streets, and to lessen the impact of through traffic on single family areas. A range of housing types is encouraged in all areas of the City, as long as the character of existing neighborhoods is not dramatically altered by new development. The Land Use Plan for the City, Map 7, shows how residential areas of differing density will be distributed throughout the City.

Table 2 summarizes the amount of vacant buildable land within each residential land use category and the total number of new dwelling units which would result from full development of these vacant buildable lands. These figures do not include density bonuses which may be available in development of high quality, nor the total variety of housing types which may result from Planned Unit Developments or application of the residential density policies. Residential design policies have little or no effect on the number of new units calculated in Table 2. At the time of full development, some 2,827 potential new dwelling units, added to the approximately 8,377 existing dwelling units, will result in 11,204 total dwelling units. The Town Center is anticipated to accommodate 1,773 new units (approximately 63 percent of the new units) primarily through infill and redevelopment, while vacant land outside the Town Center is anticipated to accommodate 1,054 new units. Because nearly all of the remaining buildable vacant land in Milwaukie is designated as low and moderate density land, distribution of future housing types within Milwaukie will be primarily single family outside the Town Center, with high density housing occurring on redevelopable land in the Town Center. In addition to these estimates, Milwaukie has the capacity for an estimated 198 secondary dwelling units to be developed on existing and future single family lots.

Table 2

Estimate of Dwelling Unit Capacity on Vacant Lands by Zone

Zone Abbr.	Gross Unconstrained Vacant Land (Gross Vacant Buildable Land— Outside Town Center)	Gross Unconstrained Vacant Land Minus Needed Schools, Park, Church, and Street (Net Vacant Buildable Land— Outside Town Centers)	Min. Lot Area Per Unit	Max. Res. DU Per Net Acre	With Underbuild (DU Per Net Acre × .97)	DU Estimate (Outside Town Center)	Addnl. DU from Possible Infill (Outside Town Center)	DU Estimate from Vacant Redevelopable Land in the Town Center
R-10	8.31	7.41	10,000	4.36	4.23	36	83	
R-7	19.53	17.95	7,000	6.22	6.04	113	550	
R-5	6.37	5.55	5,000	8.71	8.45	50	221	
R-3	0.12	0.12	3,750	11.62	11.27	1	0	
R-2.5	0.00	0.00	2,000	21.78	21.13	0	0	
R-2	0.00	0.00	2,000	21.78	21.13	0	0	
R-1	0.00	0.00	2,000	21.78	21.13	0	0	
R-1-B	0.00	0.00	2,000	21.78	21.13	0	0	
Totals	34.33	31.03				200	854	1,773

Table 2 methodology summary (detailed methodology in *Technical Appendix C, City of Milwaukie Metro Functional Plan Compliance Report*):

- Dwelling unit capacity was estimated on a parcel-by-parcel basis.
- *The City of Milwaukie 1998 Housing Inventory* was used to identify vacant residential land in the city.
- Environmentally constrained land, as defined by Metro, was subtracted from gross vacant land to arrive at gross vacant buildable land.

- Gross vacant buildable land was reduced by 5% to account for future needed schools, local and regional parks, and churches.
- A second gross-to-net reduction of 10% or 20% was made for right-of-way, depending on the size of the lot.
- The minimum lot size of each zone was used to determine the maximum dwelling units per acre.
- To account for underbuild, the capacity was reduced by 3% based on a study of actual built densities for housing in Milwaukie (see *Technical Appendix B, City of Milwaukie Metro Functional Plan Compliance Report*).
- To calculate dwelling unit estimate per vacant lot, the acreage of net vacant buildable land was multiplied by the maximum dwelling units per acre and the underbuild factor.
- Additional units were added to Milwaukie’s housing capacity for dwelling units likely to be constructed through infill development. The rate of infill used in the above estimates is based on a local study of partitioning trends in the city.
- Estimates for new dwelling units on vacant and redevelopable land in the Town Center were added separately. See the *City of Milwaukie Town Center Master Plan* for the methodology used to estimate new dwelling units in the Town Center.

Policies

1. Residential densities will be based on the following net* density ranges:

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

Moderate Density (Zone R-5) - 6.3 to 8.7 units per net acre

Medium Density (Zones R-3, R-2.5, R-2) - 8.8 to 21.1 units per net acre

High Density (Zones R-1, R-1-B) - 21.2 to 24.0 units per net acre

Town Center: Downtown Residential Transition Area (Zone DR) - 10 to 40 units per net acre

Town Center: Downtown Residential Outside of Transition Area (Zone DR) - 40+ units per net acre

Town Center: Outside of Downtown (Zone R-O-C) -25 to 50 units per net acre

*In calculating buildable lands, density standards will be applied to net parcel areas to determine the maximum number of dwelling units allowed. Gross site area will be reduced to net site area according to the following schedule:

- Areas one acre or larger will be reduced by twenty percent (20%) for the purposes of right-of-way dedication.
- Areas greater than 3/8 of an acre and less than one acre will be reduced by ten percent (10%) for the purposes of right-of-way dedication. Areas less than or equal to 3/8 of an acre (16,335 s.f.) are assumed to be platted and receive zero reduction for right-of-way.

A general definition of housing types are:

Single family detached - a house normally occupied by one family with no structural connection to adjacent units. The unit may be situated at a specified distance from lot lines, or with one wall on a side property line. Typical density is 4 to 6.2 units per acre.

Single family attached - two units within one dwelling structure, each normally occupied by one family, sharing common structural walls.

Townhouse - An attached residential structure which retains private ownership of a portion of the land around it, generally in the form of a small front and/or rear yard. Townhouses on interior lots may have a zero side yard setback. A townhouse can be located in the center of a large project or it can be located adjacent to an existing street. The front door is not required to open onto a street if it is on the interior of a development. If a townhouse property is adjacent to a street, it is required to have its front door facing the street.

Multifamily (Condominium) - a single structure containing 3 or more individually owned dwelling units, with all other common elements, including lot, jointly owned on a specified basis.

Multifamily (Apartment) - a single structure containing 3 or more dwelling units, usually for rent. Each structure and lot are usually under single ownership.

2. Areas may be designated Low Density residential if any of the following criteria are met:
 - a. The predominant housing type will be single family detached.
 - b. Low Density areas are residential areas which are developed at Low Density and little need for redevelopment exists.
 - c. Within Low Density areas, transportation routes are limited primarily to collectors and local streets.
 - d. Low Density areas may include sites where sensitivity to the natural environment or natural hazards necessitate a reduced density.
3. Areas may be designated Moderate Density Residential based on the following policies:
 - a. The predominant housing types will be single family detached on moderate to small lots, and single family attached units.
 - b. Moderate Density areas are residential areas which are currently developed at Moderate Density and little need for redevelopment exists.
 - c. Within Moderate Density areas, convenient walking distance to a transit stop or close proximity to major trip generators shall be considered.
4. Areas may be designated Medium Density residential based on the following policies:

- a. The predominant housing types will be single family attached units.
 - b. Medium Density areas are residential areas with access primarily 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 concentrations or transit stops.
 - d. Medium Density areas may include areas of deteriorating dwellings or structures in neighborhoods in order to stimulate private investment, infilling and redevelopment, provided one or more of the preceding policies apply.
5. Areas may be designated High Density Residential based on the following policies:
- a. The predominant housing types will be multifamily units.
 - b. High Density Residential areas shall be located either adjacent to or within close proximity to the downtown or district shopping centers, employment concentrations and/or major transit centers or transfer areas.
 - c. Access to High Density areas should be primarily by major or minor arterials. Siting of High Density projects shall not cause traffic to move through adjacent lower density designated areas.
6. High Density in Mixed Use Areas will be based on the following policies:
- a. Within the Mixed Use Area designated on Map 7, a range of different uses including residential, commercial and office are allowed and encouraged. It is expected that redevelopment will be required to implement these policies, and that single structures containing different uses will be the predominant building type.

b. Commercial uses will be allowed at the ground floor level, and will be located relative to the downtown area so that pedestrian access between areas is convenient and continuous.

c. Office uses will be allowed at the ground and first floor levels.

d. High Density residential uses will be allowed on all levels. At least fifty (50) percent of the floor area within a project must be used for residential purposes.

e. Within the Mixed Use Area, a residential density bonus of fifteen (15) percent over the allowable density may be granted in exchange for exceptional design quality or special project amenities.

f. All parking must be contained within a project.

7. Town Center Areas will be designated based on the following policies:

a. Regional Plan Areas are those sites identified within the subareas depicted on the Subareas Map in the Town Center Master Plan as suitable for redevelopment. Within the Town Center areas designated on Map 7, mixed use development combining residential high density housing with retail, service commercial, and/or offices is encouraged. This is intended to foster a Town Center environment in accordance with the Town Center Master Plan.

b. A mixed use zone will be applied to designated Town Center Areas as an interim tool to implement the Town Center Master Plan.

c. The Downtown and Riverfront Land Use Framework Plan and specific implementing zones shall replace the Mixed Use Zone for Subarea 1 of the Town Center Master Plan. Specific ratios of retail and office to residential shall be specified by the interim Mixed Use Zone.

d. Outside of the Downtown and Riverfront Land Use Framework Plan area, the Residential-Office-Commercial (R-O-C) Zone is the most appropriate zone for the Town Center Area.

e. 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. Off-street surface parking is to be discouraged.

f. A variety of higher density housing is desired in a designated Town Center Area, and the City shall work cooperatively with the private sector to provide a diverse range of affordable housing.

g. Residential densities in the Downtown Residential Transition Area are in the range of 10 to 40 units per net acre, and 40+ units per acre outside of the Transition Area. Residential densities in the portion of the Town Center outside of Downtown are in the range of 25 to 50 units per net acre.

OBJECTIVE #3 — RESIDENTIAL LAND USE: DESIGN

To encourage a desirable living environment by allowing flexibility in design, minimizing the impact of new construction on existing development, and assuring that natural open spaces and developed recreational areas are provided whenever feasible.

Planning Concepts

Residential design policies are intended to ensure a high quality of environmental design, a flexible design approach, and a smooth integration of new development into existing neighborhoods. Density bonuses and transfers will be encouraged so that full development potential on individual parcels may be realized. Transition policies will be applied to reduce any negative impacts of development on adjacent uses. The transition policies will have little or no effect on the number of new units calculated in Table 2.

Policies

1. Access driveways to less than four residential units will not be allowed onto arterials unless it can be shown that no other alternative is possible.

2. Development in new multifamily housing projects in Medium and High Density areas within 100 feet of adjacent Low and Moderate Density areas where those housing types are not allowed, will provide one or more of the following transitions to reduce the impact on lower density areas. Transition measures, subject to approval, include:
 - a. Roadways separating projects.
 - b. Open areas (developed or undeveloped) separating new structures from adjacent parcels. A minimum distance equal to the required front yard setback of adjacent parcels will be designated as open area. Natural vegetation, landscaping or fencing will be provided sufficient to screen living rooms from direct view across open areas.
 - c. Gradual density changes. A new project may not have a density greater than 25 percent of the allowable density on lower density residential parcels abutting the project. If abutting parcels have a variety of allowable residential densities, parcels with similar allowable densities abutting the highest percentage of the project perimeter will govern.
 - d. Planned Unit Development design concept is encouraged whenever possible. When feasible, density transfer will be encouraged so that full development potential may be realized. Encourage units which would be permitted by zoning on hazardous or environmentally sensitive lands to be transferred to areas which are less hazardous or less expensive to develop. Resulting density on the developed portion of a site shall not exceed the density allowed in the next highest residential plan category.
3. In all Planned Unit Developments, a density bonus up to 20% over the allowable density may be granted in exchange for exceptional design quality or special project amenities.
4. All Planned Unit Developments will have at least one third of the gross area devoted to open space and/or outdoor recreational areas. At least half of the required open space and/or recreational areas will be of the same general character as the area containing dwelling units. Open space and/or recreational areas do not include public or private streets.
5. All projects in Medium Density and High Density areas will have at least one third of the gross

area devoted to open space and/or outdoor recreational areas. At least half of the required open space and/or recreational areas will be of the same general character as the area containing dwelling units. Open space and/or recreational areas do not include public or private streets and parking areas, but may include private yards.

6. In all cases, existing tree coverage will be preserved whenever possible, and areas of trees and shrubs will remain connected particularly along natural drainage courses.
7. Specified trees will be protected during construction, in accordance with conditions attached to building permits.
8. Sites within open space, natural hazard or natural resource areas will be protected according to specifications in the Natural Hazard and Natural Resources Elements.

OBJECTIVE #4 — NEIGHBORHOOD CONSERVATION

To maximize the opportunities to preserve, enhance and reinforce the identity and pride of existing well-defined neighborhoods in order to encourage the long-term maintenance of the City's housing stock.

Planning Concept

Milwaukie is predominantly a built-up city. It contains several districts, however, where neighborhood character, available buildable areas, and existing lotting patterns suggest different approaches to new residential development are appropriate. Within High Density areas reconstruction of older neighborhoods is encouraged; within Moderate and Medium Density areas infilling consistent with local scale is emphasized, and in Low Density areas conservation of single family character will be maintained.

Policies

1. Within High Density areas, clearance and new construction will be allowed, as will construction on currently vacant lands. Identified historic resources will be protected as outlined in

the Historic Resources Chapter. The predominant housing type will be multifamily.

2. Within Moderate and Medium Density areas, the rehabilitation of older housing is encouraged in lieu of large area clearance and new construction. When projects involve destruction of older housing, it must be shown that rehabilitation is not justified because of structural, health or other important considerations.

3. Within Moderate and Medium Density areas, residential infill which maintains existing building heights, setbacks, yard areas and building mass will be encouraged. Of particular importance is the maintenance of existing residential scale when viewed from the street. The predominant type of new housing in Moderate Density areas will be single family detached on moderate to small lots and single family attached units.

The predominant type of new housing in Medium Density areas will be single family attached units. Multifamily housing may be allowed in Medium Density areas.

4. Within Low Density areas, the rehabilitation of older housing is encouraged in lieu of large area clearance and new construction. When projects involve the destruction of older housing, it must be shown that rehabilitation is not justified because of structural, health or other important considerations. The predominant type of new housing in Low Density areas will be single family detached. Single family attached units will be allowed based on location criteria in the Zoning Ordinance. A public hearing is required.

5. Within Low Density areas, new projects will maintain a single family building bulk, scale and height when abutting existing single family areas, or when abutting a street where existing single family houses face the project.

6. When feasible, a Design Review function will be incorporated into the City's development review process to interpret and enforce Residential Land Use: Design, and Neighborhood Conservation policies.

7. When a Design Review function is implemented, a Neighborhood Design Guide will be developed for each neighborhood area. The Design Guide will identify any consistent and desirable architectural styles, elements, materials or landscape features existing in the neighborhood together

with appropriate building standards to serve as guidelines for new housing construction as well as rehabilitation projects. The Design Guide will be enforced as part of a Design Review function.

OBJECTIVE #5 — HOUSING CHOICE

To continue to encourage an adequate and diverse range of housing types and the optimum utilization of housing resources to meet the housing needs of all segments of the population.

Planning Concept

While the predominant housing type is expected to continue to be single family detached, the City will encourage a wide range of housing types and densities in appropriate locations within individual neighborhood areas including single family attached and detached multifamily, manufactured housing, and mobile home parks.

The City of Milwaukie will not immediately zone all high density or Town Center land for maximum development. Some areas involved are already predominantly developed at a lower density, leaving only pockets of vacant land currently suitable for immediate density increases. The rezoning will occur over time, and will be consistent with the Town Center Master Plan based on applications which can demonstrate consistency with plan policies, as set forth in the City's Comprehensive Plan and, with public facility plans and standards, adequate to support maximum development. This process will ensure that development will occur with a timely, orderly, and efficient provision of public facilities and services as required by State Goal 11.

Policies

1. The City will encourage the development of infill housing that uses innovative development techniques for the purpose of reducing housing costs as well as creating an attractive living environment. Such techniques may include the reduction of lot size standards in established neighborhoods; allowing single family attached housing units in appropriate areas; and encouraging the construction of small housing units. A design review process shall be used within the Mixed Use Overlay Zone to assure that infill development is suitable in a given location.

2. The City will encourage the development of larger subdivisions and PUDs that use innovative development techniques for the purpose of reducing housing costs as well as creating an attractive living environment. Such techniques to reduce costs may include providing a variety of housing size, type, and amenities. An additional housing unit will be allowed for each unit priced for sale at twenty-five (25) percent below the average new single family housing cost established in the most recent edition of “Real Estate Trends,” published semi-annually by the Metropolitan Portland Real Estate Research Committee, Inc. Overall project density may not exceed the allowable density plus ten (10) percent, which may be added to the Planned Unit Development bonus.
3. Manufactured housing is encouraged in the City as long as density standards and other applicable policies are met. The City will encourage the provision of housing at types and densities indicated in the City’s housing needs assessments summarized on Table 2.
4. Mobile home parks will be allowed in Low, Moderate, and Medium Density areas in zones allowing development at 6-12 units per acre, and will be subject to park design and appearance standards and review in a public hearing.
5. Although not all higher density and Town Center lands will immediately be zoned for maximum permissible densities, the rezoning of these lands will be approved when it can be demonstrated that adequate public facilities exist or can be provided in accordance with City plans and standards to support increased development.

OBJECTIVE #6 — HOUSING ASSISTANCE

To assist low and moderate income households in obtaining adequate housing which is consistent with other housing objectives and policies.

Policies

1. Through its regular zoning, building and safety enforcement process, the City will identify substandard housing conditions.

2. The City will continue to participate in regional and county programs aimed at identifying housing need, allocating assistance responsibilities, administering state and federal housing assistance funds, and implementing housing assistance programs. The City will continue to participate in the Area-wide Housing Opportunity Plan for allocating assisted housing.

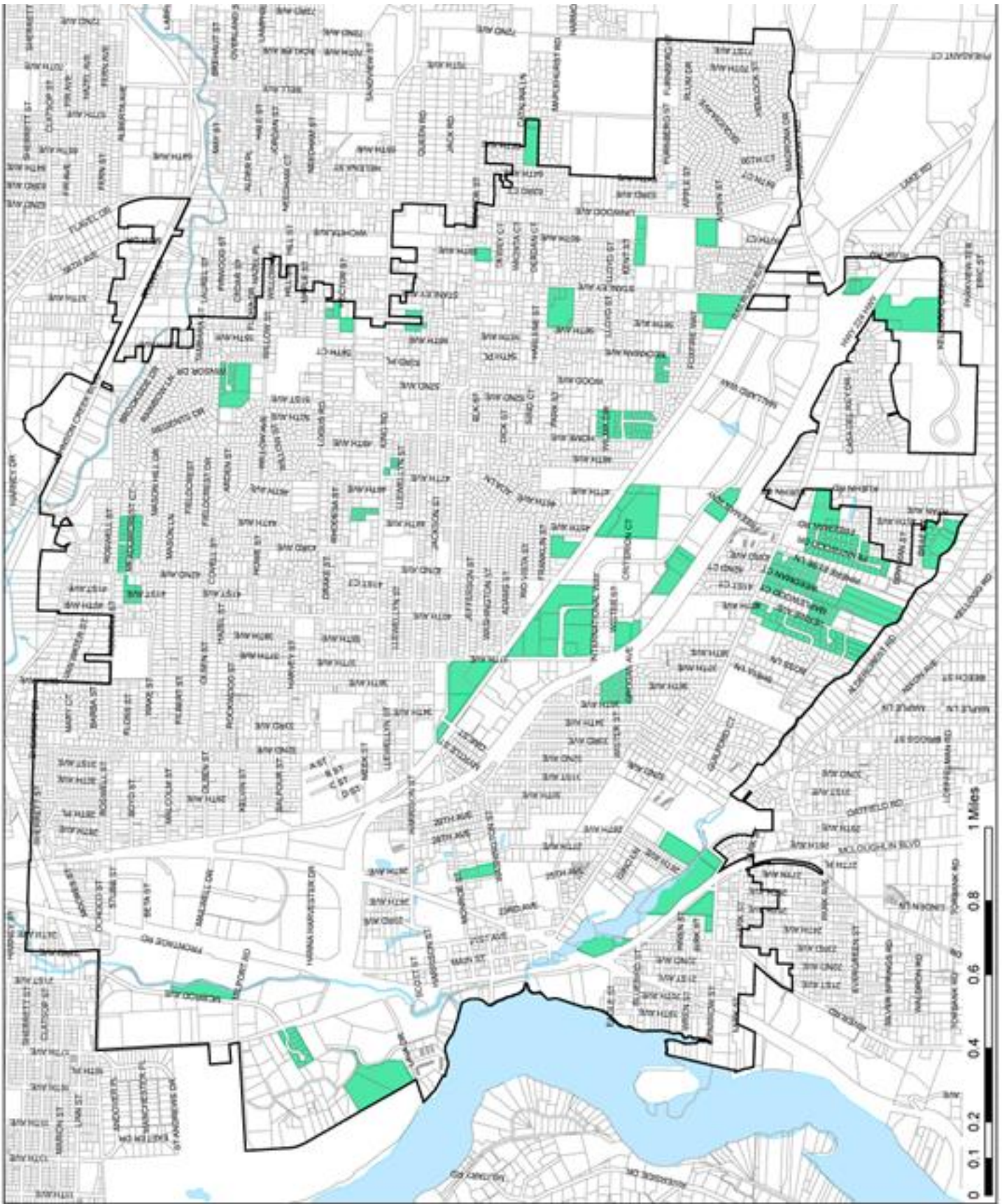
3. Through its own, or county coordinated programs, the City will continue to identify and assist qualified individuals and residential areas in obtaining funds for housing rehabilitation and improvement, neighborhood public facilities and parks, improvements, and rental assistance. The primary City role will be to provide staff assistance in matching resident needs with possible programs and in identifying the procedures for residents to use in obtaining assistance.

4. The City will encourage the provision of housing for senior and handicapped citizens, and will work with nonprofit and public organizations to create quality housing opportunities at a reasonable cost. Special characteristics and needs of senior citizens such as income, household size and auto ownership will be considered in reviewing senior housing development proposals.

5. Incentives for permanent senior and handicapped housing will be provided. Within residential areas, such housing will be allowed which meets the conditions of the next highest density range. Applicable residential design policies must met, and a public hearing held.

Map-6 - Buildable Lands





ECONOMIC BASE AND INDUSTRIAL/COMMERCIAL LAND USE ELEMENT

GOAL STATEMENT:

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

Background and Planning Concepts

Milwaukie is a major industrial center in the Portland metropolitan area, containing one of the largest concentrations of warehousing and distribution industries in the region. The Milwaukie Industrial Park, Omark Industrial Park, and the Johnson Creek industrial area comprise over 300 acres of industrial land within the City. These areas, however, are nearing capacity, and very little land within the City is currently available for new industrial development. For this reason, redevelopment and business retention are as important to the City as attracting new businesses to maintain employment and industrial tax base. The undeveloped industrially zoned area to the west of the Omark Industrial Park contains about 55 acres, but is hampered by poor soil conditions which pose problems for industrial development and contains some wetland areas.

Less than 20% of Milwaukie residents in the labor force are employed in Clackamas County. Milwaukie is part of a much larger metropolitan labor market. Local jobs are important, however, for energy cost savings by reducing commuting and stimulation of the local economy by employees in the area. Industry is very important to the City, not only in providing local jobs, but in paying a large portion of local property taxes relative to the services required. The high level of local industrial activity is one of the reasons the City has such a low tax rate. Tax income from industrial lands is almost three times greater than City costs for providing police, fire, sewer and water services, which offsets costs for service of residential uses. In 1987, over 125 residents also conducted businesses from their homes. Home occupations provide local employment opportunities but must be subject to neighborhood quality standards.

Milwaukie's commercial lands are also largely built up. As of 1987, there are 25 acres of vacant or redevelopable commercial lands. Twenty-one acres were redesignated from industrial to commercial in 1986 and designated as a community shopping center. This should provide the potential for increased local comparison shopping. New commercial development along McLoughlin, 82nd Avenue and the Clackamas Town Center area has lured many people away from downtown Milwaukie for purchasing comparison goods such as clothes, furniture and appliances. This is true for most small community commercial centers since comparison shopping increasingly occurs at large shopping centers. Downtown Milwaukie, however, has continued to attract commercial investment in the form of commercial service

uses including banks, insurance and professional offices. The Town Center Master Plan and the Downtown and Riverfront Land Use Framework Plan provide the most current Council direction for the future of downtown Milwaukie and the Milwaukie riverfront. There has also been increased interest in developing the downtown waterfront area by encouraging new business investment and improving the image of the overall downtown.

Policies in this Economic Base and Industrial/Commercial Land Use Element together with technical studies and inventories found in the Industrial and Commercial Land Use working paper, the Community Needs Survey, “Community Development in Milwaukie: Problems, Prospects, Policies,” by Lord and LeBlanc, 1977, “Economic Development Commission Recommendations,” 1979, the Economic Background and Discussion Document, 1987, the Community Questionnaire and the Portland General Electric Business Retention and Expansion Assessment and the Riverfront Market Analysis, 1986, address the Statewide Planning Goals 2 and 9. The Town Center Master Plan contains guidance for identifying select sites for mixed use commercial development in the expanded city center. The Plan was influenced by the “Commercial, Housing and Transportation Working Groups Report,” 1997, and the “Economic Development Assessment for Milwaukie Regional Center Study Area” (Hovee) 1997.

OBJECTIVE #1 — ECONOMIC DEVELOPMENT

The City will encourage an increase in the overall economic development activity within the City, will strive to retain existing businesses as well as actively attract new businesses, particularly those identified as having growth potential.

Planning Concepts

Milwaukie relies on a strong industrial tax base to keep residential tax rates low. The outlook for continued growth in industrial development, given the present City boundaries, is limited, as much of the vacant industrial land may be difficult to develop. Some opportunities for redevelopment exist in the Johnson Creek Industrial Area. The City will strive to ensure that existing industrial facilities continue to be adequately served by roads, drainage, water and sewer. The following economic development policies are derived from recommended policies found in the Lord and LeBlanc report and recommendations from the City’s Comprehensive Plan Review Committee. Policy 10 is derived from the Town Center Master Plan and supporting documentation such as the Hovee report cited above.

Policies

1. The City will ensure that there is adequate land available with public services provided to meet the need for economic growth and development.
2. The City will review national, state and local trends for major categories of commercial and industrial uses that could be expected to locate in the City, identify local businesses which may expand and types of sites that are likely to be needed. This review will be conducted on the same schedule as the major plan review and interim plan review. (See Chapter 2, Plan Review and Amendment Process.)
3. The City will actively and aggressively encourage new industries identified through the process outlined in #2, which provide an increased tax base and local employment opportunities.
4. The City will investigate opportunities and mechanisms to preserve a mix of site sizes desirable for targeted growth industries which are expected to locate in the planning area, and will facilitate assemblage of sites for large scale project development. State redevelopment laws, non-profit corporations, tax increment financing and other techniques will be evaluated.
5. The City will explore opportunities for using local, regional, state, or federal funds to support or stimulate economic development programs, and will work with regional and state agencies and the business community to identify opportunities to locate new industries in the City.
6. The City will ensure that public services now serving industrial areas are adequately maintained to serve industrial needs. Public services and facilities will be upgraded as necessary.
7. The City will ensure, through the provision of public services and facilities, that existing businesses are retained and enhanced within the City. When the needs of businesses or industries cannot be met at their present location, the City may provide assistance in identifying alternative sites and relocating the enterprise elsewhere within the City.
8. The City will lobby strongly for roadway and other improvements outside of the City that bear

heavily on the community's industrial complex, such as efforts to reduce congestion on McLoughlin Boulevard and Hwy. 224, improvement of public transit service, improved access for the Johnson Creek Industrial Area to I-205 and improved connections between Milwaukie and downtown Portland.

9. The City will coordinate its Urban Growth Management Plan for the unincorporated area with its economic development plans to ensure that City growth will retain an economically advantageous balance of land use.

10. The City will implement the Town Center Master Plan to promote economic development based on compatible mixed uses within the Town Center.

OBJECTIVE #2 — EMPLOYMENT OPPORTUNITY

To continue to support a wide range of employment opportunities for Milwaukie citizens.

Policies

1. The City will give a high priority, first, to the retention of existing businesses and, second, to the recruitment of new businesses which provide long-term employment opportunities.
2. The City will encourage new professional and service-oriented employment opportunities to meet the diverse needs of City residents.
3. The City will encourage private or semi-public day care centers in various areas of Milwaukie.
4. The City will support home occupations (income-producing activities in the home) as long as these activities do not detract from the residential character of the area.
5. The Mixed Use Overlay Zone and the Residential-Office-Commercial Zone shall be applied to lands designated within the Town Center Area to foster economic opportunity.

OBJECTIVE #3 — COORDINATION

To continue to participate in economic development and employment programs and develop a working partnership with the private sector and various agencies to meet the economic development needs of Milwaukie.

Policies

1. The City will participate in and coordinate with other governmental agencies including Clackamas County, Metro, Port of Portland, the Oregon Economic Development Department, and other state and federal agencies in planning and implementing economic development and employment programs.
2. The City will cooperate with the private sector to achieve economic development in the City by streamlining development processes, providing site service and facilities information, identifying vacant lands and providing market information.

OBJECTIVE #4 — INDUSTRIAL

LAND USE

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

Policies

1. New industrial uses will be confined to the three major industrial areas in the City: Milwaukie Industrial Park, Omark industrial area, and the Johnson Creek industrial area, as shown on Map 7.

2. Properties adjacent to the three major industrial areas and those annexed properties not zoned industrial will be evaluated against the following criteria when considering an industrial designation: (a) those having an historical commitment to industrial use; (b) access to a regional transportation network which should include one or more of the following: freeway, major or minor arterial access, or rail service; (c) significant traffic increase shall not result on streets of collector or less status serving low density residential areas; (d) areas with sites large enough to accommodate expansion of individual establishments or serve several establishments within one district, and (e) compliance with all applicable Plan policies.
3. Lands designated for industrial use as shown on Map 7, Land Use, should be reserved for industrial, manufacturing, distribution, and supporting land uses.
4. Lands located in “Employment” and “Industrial” areas shown on the Milwaukie Comprehensive Plan Title 4 Lands Map are reserved for manufacturing, industrial, distribution, and supporting land uses, for the purpose of preserving land supply for industrial uses and ensuring adequate opportunity for uses with high employment density. Development of large-scale retail uses is inappropriate on these lands.

OBJECTIVE #5 — INDUSTRIAL IMPACTS

To minimize the adverse effects of industrial and employment center development and operation on surrounding areas.

Policies

1. Industrial development adjacent to existing or planned residential areas will be conditioned to ensure that:
 - The specific proposed use will be compatible with adjacent uses,
 - The design of the facility and its site will not place visual or physical burdens on the surrounding areas,

- The operational characteristics of the facility will be compatible with surrounding uses and include consideration of: 1) hours of operation, 2) delivery and shipping characteristics, 3) noise, 4) lighting, and 5) other use characteristics.

2. Policies in the Air, Water and Land Resources Quality Element are particularly relevant to industrial facility operation, and will be considered when reviewing economic development proposals.

OBJECTIVE #6 — COMMERCIAL LAND USE

To encourage new commercial uses to locate within designated commercial areas of the City, in order to take maximum advantage of existing access and public facilities serving these areas.

Planning Concepts

Commercial land use policies are based on the assumption that most comparison goods purchases will be made at major regional shopping centers, day-to-day shopping needs will be met by local shopping centers, and that small convenience commercial centers will provide for frequent, one-stop shopping needs. For the purpose of categorizing and establishing commercial centers, in Milwaukie, the following types of centers are defined:

- Regional Shopping Centers - A major commercial facility serving about 250,000 people primarily for comparison shopping for clothes, household goods and furniture. Examples include Lloyd Center, Washington Square, Downtown Portland and Clackamas Town Center. None are currently located within Milwaukie.
- Community Center - A commercial shopping center providing limited comparison shopping and day-to-day shopping serving (generally) 90,000 people on 15-30 acres, and containing at least 200,000 square feet of leasable space. The center should contain a department store (soft goods/clothing), a drug/variety or discount store, a supermarket, retail shops, and related uses. The City currently has one site located at Hwy. 224 and Oak St.

- District Center - A commercial site or area serving 6,000-10,000 people on 5-15 acres for regular shopping needs. A district center would likely contain a supermarket, drug and variety store, bank, gas station, etc. Examples include Food Warehouse, S.E. 82nd Avenue/King Road, the Oak Grove Fred Meyer, and the Wichita Town Center.
- Local Convenience Center - A commercial facility to provide for frequent, convenient shopping needs. Local convenience centers serve from 2,000-4,000 people on 1/4 to 1/2 acre individual sites or may be adjacent in a strip. Typical uses may include a quick-stop grocery, laundry, fast-food restaurant, etc. The business at the intersection of Linwood and Harmony Road is an example.
- Highway Oriented Center - A commercial node or strip development dependent upon street traffic for business. Highway oriented centers are normally located along freeways or expressways at interchanges or along major or minor arterials and are generally service-oriented, providing for limited needs of nearby residents or people driving through the area. Examples include McLoughlin Boulevard and Harrison St. at Hwy. 224.
- Town Center Areas - The downtown Milwaukie area is a unique mixed use and commercial center. This area is designated as a Town Center by the Metro 2040 Growth Concept. It provides area-wide services as well as limited neighborhood services. Commercial uses are primarily office, service, and retail, providing financial, personal, and business services, governmental and cultural services. The emphasis is on creating a compact mixed use environment with pedestrian amenities and high quality transit service and multimodal street networks.

Policies

1. New commercial developments or redevelopments shall be located in designated areas unless expansion or creation of a new commercial designated area is justified as per Policy 2, below.
2. Expansion or creation of commercial designated areas will be evaluated against the following criteria: (a) those having an historical commitment to commercial use, (b) access to a transportation network appropriate for the scale of development proposed, (c) significant traffic increase shall not result on streets of collector or less status serving low density residential areas, (d) that no more

suitable location(s) exist within the City for this designation, (e) that zoning allowed by the designation is compatible with adjacent uses, and (f) compliance with all applicable Plan policies, including the Town Center Master Plan.

OBJECTIVE #7 — COMMERCIAL LAND USE: REGIONAL SHOPPING CENTERS

To accommodate major comparison shopping needs within existing regional shopping centers.

Planning Concepts

Regional shopping centers serve a large area (about 250,000 people) and are normally located on sites with a high amount of visual exposure and major arterial and/or freeway access. Several regional shopping centers provide shopping opportunities in the metropolitan area surrounding Portland.

Policies

1. The City recognizes and supports the Clackamas Town Center as the primary regional commercial shopping center serving the Milwaukie area.

OBJECTIVE #8 — COMMERCIAL LAND USE: COMMUNITY CENTER

To provide for the weekly and comparison goods shopping needs of the City's and surrounding areas' residents.

Policies

1. The City's Community Shopping Center will be located on Highway 224, between Oak and 37th Streets.

2. The Community Shopping Center will be designed to be an attractive community focal point.
3. The Center will be designed and constructed so that all portions of the overall development are consistent in style and function.
4. The Center will increase comparative and one-stop shopping services, thereby reducing vehicular trips outside the City, and providing better shopping services to the area.
5. The Zoning Ordinance will contain a Community Shopping Center district with specific standards for development. The provisions will implement these Plan policies.
6. The Town Center Master Plan design guidelines shall apply to major renovations undertaken within the C-CS Zone.

OBJECTIVE #9 — COMMERCIAL LAND USE: DISTRICT CENTERS

To provide maximum convenience to City residents for regular and convenience shopping needs by concentrating commercial uses into selected commercial clusters.

Planning Concepts

Two District Centers currently serve as the primary commercial centers within the City: Food Warehouse at King Road and S.E. 42nd Avenue, and the Wichita Town Center at King and Linwood. Others in the Milwaukie area: 82nd Avenue at King Road, the intersection of Thiessen and Webster Roads, and the area near the Oak Grove Fred Meyer on McLoughlin Blvd.

Policies

1. The two District Centers within the City, shown on Map 7, will be the primary commercial areas providing for the day-to-day shopping needs of City residents.

2. The City will cooperate with interested property owners and business persons to ensure that streets and other facilities, conveniences, and amenities are adequate.
3. The City will ensure that future improvements and land use changes provide adequate visual buffers to adjacent residential areas, including such devices as landscaping and fencing.

OBJECTIVE #10 — COMMERCIAL LAND USE: CONVENIENCE CENTERS

To limit intrusion of commercial uses into neighborhood areas, while providing easy accessibility for residents.

Policies

1. New local convenience centers will be located only within or adjacent to district commercial centers.
2. Local convenience centers will be designed as complementary to district centers. Traffic movement to and from the site will be the primary consideration.
3. Local convenience centers will be designed to minimize the impacts on adjacent properties through visual screening, lighting controls, etc.
4. The expansion of commercial facilities not within or adjacent to district commercial centers will not be allowed.

OBJECTIVE #11 — COMMERCIAL LAND USE: HIGHWAY ORIENTED CENTER

To recognize commercial areas dependent upon street traffic for business and to provide locational standards for these centers.

Planning Concepts

Street and highway oriented commercial centers are important for providing goods or services to people generally traveling through the City or to nearby neighborhoods. These centers are normally oriented around the interchanges of freeways and expressways, the intersections of major and/or minor arterials, and in strip developments along major or minor arterials. These uses tend to bring outside dollars into the community. Buffering measures are necessary to protect adjacent residential areas.

Policies

1. Expansion of existing highway oriented centers must provide adequate buffers for adjacent residential areas.
2. Access to highway oriented centers may not be by way of collector or less status streets serving residential areas.
3. Development and signage orientation, design, and lighting shall not produce adverse impacts upon adjacent residential areas.
4. Highway oriented commercial centers should locate at freeway interchanges or major arterial intersections instead of in strip development patterns.
5. Strip development patterns may be continued in areas already developed as such if adequate site development design, access coordination, and buffering measures are provided.

OBJECTIVE #12 — TOWN CENTER

To emphasize downtown Milwaukie and the expanded city center as a Town Center with the major concentration of mixed use and high density housing, office, and service uses in the City.

Planning Concepts

Downtown Milwaukie is designated by Metro as a Town Center typified by a mix of residential and commercial uses.

The future role for the downtown as a Town Center will revitalize the area as a focus of community identity and pride. The community also realizes the potential for waterfront development as a downtown focal point for enhancing existing and attracting new businesses and residential development within the Town Center.

The following policies are derived in part from policies recommended in the Town Center Master Plan and the Downtown and Riverfront Land Use Framework Plan.

Policies

1. Downtown Milwaukie, and specifically those lands designated as Town Center on Map 7, will be considered a Town Center, serving area-wide needs as well as the needs of local residents.
2. Through adoption of the Downtown and Riverfront Land Use Framework Plan, implementing zones and other measures, opportunity for mixed use development will be ensured to establish downtown Milwaukie as a Town Center.
3. The City will focus redevelopment efforts in the Town Center Area and on the waterfront. The City will develop improvement and management programs for the downtown and waterfront area. Various methods for local and outside funding, including grants and tax increment financing, will be explored for improvements deemed necessary such as parking, street lighting, landscaping, street furniture, paving and traffic management.
4. Downtown public improvements will be coordinated with private improvement efforts by local property owners, consistent with the Downtown and Riverfront Public Area Requirements. The aim of all public improvements will be to stimulate and support private investments in the area.
5. In its planning for downtown, the City will establish location(s) for major public transit

stations or interchange facilities. The City will continue to work closely with Metro and Tri-Met in planning for transit improvements (see Transportation Element and Downtown and Riverfront Public Area Requirements).

OBJECTIVE #13 — MCLOUGHLIN BOULEVARD

To provide for limited highway service uses along McLoughlin Boulevard while improving the visual and pedestrian-oriented linkages between downtown and the Willamette River, and making McLoughlin Blvd. more attractive.

Planning Concepts

The highway service uses currently located along McLoughlin Boulevard through downtown are service oriented rather than retail shopping in that they are designed to serve the needs of people moving through the community rather than local residents. Numerous driveways and curb cuts allow traffic turning movements which contribute to congestion along the highway. Both sides of McLoughlin Boulevard lack aesthetic treatment and pedestrian facilities resulting in a visual, functional and psychological barrier between downtown and the Willamette River. Future transportation improvements along the McLoughlin corridor may provide an opportunity to reduce these barriers.

Policies

1. The City will work with the Oregon Department of Transportation (ODOT) and Metro during their transportation planning programs to identify appropriate land uses and access arrangements along McLoughlin Boulevard. The City will integrate its own downtown improvement plans and waterfront plans with these regional transportation planning programs (see Transportation Element).
2. The opportunity will be taken during any improvement or modification of the McLoughlin corridor to create new and more efficient vehicular access to the riverfront, as well as pedestrian access not in conflict with motorized transportation.
3. Improved pedestrian and bicycle connections will be provided between downtown and the

riverfront through the provision of pedestrian paths, amenities, signals, separated crossings, etc. designed to ensure the safety of pedestrians and bicyclists.

4. The visual and land use relationship between the downtown area of Milwaukie and its waterfront will be improved.
5. Visual and pedestrian amenities will be required along the “downtown” portion of McLoughlin Blvd. These include street trees, landscaped medians, turn bays rather than continuous turn lanes and pedestrian supportive features on the right of way.
6. The City will work with ODOT to provide a long term solution to McLoughlin Blvd. problems in Milwaukie. Redesign shall incorporate recommendations from the Downtown and Riverfront Land Use Framework Plan and the Downtown and Riverfront Public Area Requirements.

OBJECTIVE #14 — MILWAUKIE EXPRESSWAY

To ensure that the Milwaukie Expressway continues to effectively serve adjacent employment centers.

Policies

1. The City will work with the Oregon Department of Transportation and Clackamas County to ensure that highway service uses are not allowed direct access to the Milwaukie Expressway.
2. The City will urge the Oregon Department of Transportation and Clackamas County to continue to provide adequate access points for industrial and commercial areas adjacent to Hwy. 224 as well as improved direct access to Portland and the 212/224 industrial area in Clackamas County.

RECREATIONAL NEEDS ELEMENT

GOAL STATEMENT:

To provide for the recreational needs of present and future City residents by maximizing the use of existing public facilities, encouraging the development of private recreational facilities, and preserving the opportunity for future public recreational use of vacant private lands.

Background and Planning Concepts

Recreational opportunities in Milwaukie are limited, due to the lack of undeveloped lands suitable for recreational development. City residents, now surrounded by urban development, have historically relied on proximity to the streams, rivers, mountains and forests of eastern Clackamas County for such activities as scenic drives, camping, picnicking, fishing, hunting and winter sports. Likewise, the Portland metropolitan area has provided Milwaukie residents opportunity for sports and cultural events. For the most part, facilities for these recreational activities are now and will likely continue to be provided outside the City. Likewise, the development of recreational lodging is unlikely in Milwaukie.

The recreational needs most often identified by City residents are parks and facilities for adults wanting active recreational opportunities. North Clackamas Park, a 45 acre site containing facilities for baseball, soccer, equestrian activities, picnicking, and a community center, is the major City-owned park facility meeting many of these needs. In addition, several school sites throughout the City provide open space, and play areas. Agreements between North Clackamas School District and the City have resulted in the construction of tennis courts on school property for joint school/community use. The Parks and Recreation Master Plan will contain a more complete description of current City-owned parks and other public facilities, as well as demand for park facilities now and in the future. Map 7 shows the location of existing public park and other facilities.

In addition to park facilities, the City also owns several historical sites including Pioneer Cemetery, and the site of the Milwaukie Historical Museum. Policies in this element as well as technical studies and inventories documented in the Parks and Open Space, and Resources and Environment Working Papers and the Draft Master Plan address the Statewide Planning Goal.

In addition, Objectives #2 - Open Space, #3 - Scenic Areas, and #4 - Historic Areas and Sites found in the Open Spaces, Scenic and Historic Areas and Natural Resources Element, Objective #3 - Residential Land Use: Design in the Residential Land Use and Housing Element, and the Willamette Greenway Element contain related policies.

Park and recreational areas are of different types and have different purposes and functions. In order that each can be efficiently designed to play an appropriate role in a community-wide “system” of park-open space areas, it is helpful to describe their usual characteristics.

OBJECTIVE #1 — PARK CLASSIFICATIONS

Establish the following park classification and standards to guide provision of parks and other public open space throughout the City:

- Mini-Park, Playlot, or Totlot: A park serving specialized, concentrated populations such as seniors or small children. These are usually conveniently located at nursery or elementary school sites, or at easily accessible neighborhood lots. These lots can range between 2,500 square feet and one acre in size. The standard is one such lot per 2,000 persons.
- Vestpocket Park: Small, open, pedestrian areas, typically located in downtown areas, densely populated residential areas or industrial areas. Serves primarily an adult population within 1/4 mile radius from the site.
- Neighborhood Park: Typically serves one neighborhood (within a 1/2 mile radius), is often located by a school, and provides short duration activities (field sports, play, leisure time, etc.). Minimum size is 1 acre. The standard is 1 acre of neighborhood park per 1,000 residents.
- Community Park: Serves all City residents (within a 2 mile radius) for fairly intensive activity. The standard is 2.5 acres for every 1,000 persons.
- Neighborhood Playfield: Each playfield serves a population of 4,000—6,000 for casual, unscheduled, self-regulated athletic activities. Facilities may include softball/baseball fields or tennis courts. Access is by foot, bicycle, or auto with provisions for permanent off-street parking. Spectator areas provided.
- Natural Preserve: A publicly owned area of scenic or natural character serving the entire community, for environmental education and contemplative opportunities. Preservation and

enhancement of the resource is the primary objective. Access is primarily on foot or bike, with limited provisions for auto parking. Amenities may include permeable pathways, seating at viewing locations, interpretive displays or markers. No specified minimum size.

- Cultural, Historical Resource Area: An area of historic value to be preserved and enhanced, serving all members of the community. Access is primarily on foot or bike with provision for auto drop-off and/or parking. Minimum size is 2,500 square feet. Amenities may include pathways, monuments, period landscape elements, seating areas.
- Linear Parks: A linear strip of land for walking or bicycling connecting activity centers and/or other parks or points of interest. Minimum 8 foot pathways. Amenities may include signage and rest opportunities at 1/4 mile minimum intervals.
- Special-Use Areas: Includes facilities such as marinas, swimming pools, tennis complexes, baseball and soccer facilities which could accommodate public performances or afford specialized recreation opportunities to the public. No site or facility standards are applicable.

OBJECTIVE #2 — PARKS AND RECREATION MASTER PLAN

Policies

1. A detailed Parks and Recreation Master Plan will be prepared based on the need identified for the City as a whole, and for each park planning sub-area. The standards noted previously in this element will serve as guidelines for the master plan.
2. To prepare a City-wide master plan for parks and recreation facilities, services and programs that provides for a wide range of recreation opportunities for residents of the City.
3. Neighborhood groups will have opportunities to evaluate the adequacy of their recreation facilities as a part of the total evaluation of neighborhood needs and priorities.

4. The Parks and Recreation Master Plan will include consideration of a number of implementation techniques including but not limited to the following: annual budgeting, bonds, special levies, grants, dedications, systems development charges, the formulation of a special park and recreation district, the usage of street vacations for providing park land, and development regulations for the Willamette Greenway and other open spaces as described elsewhere in the Recreational Needs Element.

OBJECTIVE #3 — INTERGOVERNMENTAL COOPERATION

To continue to work with other governmental agencies in providing park and recreational facilities and services.

Policies

1. The City will continue to initiate and support joint-use construction and maintenance agreements with the North Clackamas School District No. 12.
2. The City will participate in regional recreation planning and implementation programs through Metro, and will coordinate activities with Clackamas County, other state and federal agencies.
3. The City will investigate the feasibility of providing park and open space amenities on land owned by other public agencies, considering the safety and security of users and facilities.
4. The City will encourage participation in the County's open space tax deferral program as a means for preserving open space, and preserving the future opportunity for public use.

OBJECTIVE #4 — PRIVATE RECREATION OPPORTUNITIES

To ensure that new development does not overburden existing recreation facilities.

Policies

1. New residential projects may require the dedication of land for public park or open space uses if the development corresponds to areas where park deficiencies have been identified in the Parks and Recreation Master Plan.
2. 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.
3. New residential projects not corresponding to areas of deficient park land as identified in the Parks and Recreation Master Plan will ensure adequate space and/or facilities are provided to meet the recreational needs of residents of the project, especially children. New projects may also be subject to a systems development charge for park and recreation improvements. Standards for private playlots will be established in the Parks and Recreation Master Plan. If playlots are required by the Planning Commission, the allowable density on the remaining lands may be increased, so that overall parcel density remains the same.
4. Private industry will be encouraged to provide recreation opportunities and facilities for their employees. New commercial development is encouraged to provide vestpocket parks and other street amenities for the general enjoyment of the public.

OBJECTIVE #5 — NEIGHBORHOOD AND COMMUNITY PARKS

To develop a City-wide park and recreation system which meets the needs of neighborhoods and the City as a whole.

1. A neighborhood park will be provided in a convenient location for the residents of each neighborhood, preferably on collector or minor arterial streets.
2. Neighborhood parks will serve the recreational needs of residents of that neighborhood only and will not contain large, highly structured facilities which may attract users from outside the neighborhood.

3. Community parks will be large City-wide facilities, will serve a special function, or will take advantage of unique locational characteristics. They should preferably be located on arterials or other major routes for easy accessibility from all parts of the City. North Clackamas Park is designated a community park.

4. Major structured recreational facilities such as lighted baseball and soccer fields, swimming pools, marinas, tennis complexes, etc., will be encouraged at community parks or special use facilities.

OBJECTIVE #6 — MAXIMIZATION OF EXISTING PARKS

To maximize the use of existing City parks consistent with their natural features and carrying capacity.

Policies

1. Through its Parks and Recreation Master Plan, the City will strive to develop appropriate facilities, improve access to existing parks and enlarge existing parks when feasible.

OBJECTIVE #7 — RIVERFRONT RECREATION

To maximize the recreational use of the Willamette River shoreland and waterways.

Planning Concepts

The Willamette River shoreland and waterways offer the most significant potential to improve recreational opportunities in Milwaukie. A 1979 Port of Portland report and a 1986 Marketing Study analyzed the feasibility for developing the City boat launch area as a marina. A marina near downtown, linked with public lands such as the grounds of the Kellogg Treatment Plant, Elk Rock Island, and Spring Park would form a riverfront corridor providing a variety of river-oriented experiences. Even more significant is the notion of the riverfront area linked to the proposed 40-mile loop trail system (see Map

8) with potential for a southern arm extending to North Clackamas Park.

Policies

1. The City will develop a Greenway Design Plan to guide the implementation of its Willamette Greenway Program.
2. Existing waterfront park lands will be developed to maximize use and enjoyment of the river, while maintaining the environmental integrity of sensitive areas (See corresponding policies in Open Space, Natural Resources and Greenway Elements).
3. Public and private uses shall be combined in any mixed used development in the commercial area along the Willamette River. Any mixed use development shall include public access and open space considerations along the length of the riverfront connecting to existing paths. Other public uses may include a public gathering place, such as an amphitheater, or a marina or other special use facilities.
4. The City will cooperate with the City of Portland to encourage suitable recreational use of Elk Rock Island.
5. The City will cooperate with Clackamas Sewer District #1 to encourage the continued public use of portions of the Kellogg Sewage Treatment Plant site. The Downtown and Riverfront Land Use Framework Plan anticipates redevelopment of this site in the future. Riverfront recreation will be maintained with any redevelopment of the treatment plant site.
6. The Parks and Recreation Master Plan should address the idea of connecting the riverfront area to the proposed 40-mile loop trail system with a southern arm extending to North Clackamas Park.

WILLAMETTE GREENWAY ELEMENT

GOAL STATEMENT:

To protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

Background and Planning Concept

The State of Oregon together with the City of Milwaukie has designated the City's western boundary as part of the Willamette Greenway. Under State law, the qualities of the Willamette River corridor are to be protected, conserved, and enhanced, consistent with the uses present at the time the Greenway Statute was adopted (1975), for natural, scenic, historic, and recreational land uses. Greenway boundaries include all land within 150 feet of the ordinary low water line of the Willamette River and such additional land, including Kellogg Lake and lands along its south shore, as is indicated on Map 5.

The City has adopted a Willamette Greenway Boundary which includes Kellogg Lake and lands south of the lake. The waters of the lake and the predominantly undeveloped lands south of the lake provide considerable open space and wildlife habitat. Lands north of the lake are for the most part developed for residential purposes.

The City has established a Willamette River Greenway conditional use procedure in compliance with State law to require a greenway conditional use permit for any intensification, change of use, or development within the Greenway. Proposals are currently reviewed and evaluated on a case-by-case basis without the guidance of an overall design plan. Because of the historical, scenic, and recreational importance of the Willamette Riverfront to the City and nearby neighborhoods, residents and City officials have determined that such a design plan is necessary to effectively implement the Willamette Greenway objectives.

Inventory of Resources and Uses

A variety of resources and uses are associated with the Willamette River Greenway. Resources include recreation sites, fishing areas, historical sites, significant natural resources, scenic areas, vegetative cover, fish and wildlife habitats, and floodplains. The predominant land use within the Greenway is residential, although lands adjacent to McLoughlin Blvd. are currently developed as commercial, including services (such as boat repair), retail, office, and log transfer station. The site between Kellogg Creek and the Island Station Neighborhood contains the Kellogg Creek Sewage Treatment Plant. Of the total river frontage within the City, approximately 30% is in public ownership.

Recreation sites include the Jefferson Street boat ramp and viewpoint, a minipark with viewpoint at the sewage treatment plant, and Spring Park, an undeveloped park on the southern edge of the City. Formal public access for fishing areas is limited to the boat ramp.

Significant Natural areas within the Greenway include portions of Kellogg Lake and Creek, Johnson Creek, and the Willamette River and their associated riparian and upland areas. Resource values of these areas include wildlife habitat, flood control, erosion control, groundwater recharge, water quality, recreational opportunities, and visual amenities and character. Wildlife areas require sufficient buffers from human activity in order for maximum wildlife use to occur. (Resource values are discussed in more detail in the background ESEE analysis for natural areas.) The downtown area provides the major viewing opportunity accessible to the public. The only unobstructed view corridor is from Jefferson Street looking west. The only publicly accessible view site on Kellogg Lake is from Dogwood Park.

Kellogg Lake, Kellogg Creek, and Johnson Creek have fishery resources. Kellogg Lake contains warm-water species such as large mouth bass, crappies, bullhead catfish, and bluegills. Steelhead trout and Coho salmon pass through the lake and Kellogg Creek on their way to Mt. Scott Creek to spawn. Anadromous species are also found in Johnson Creek. Erosion, caused when riparian vegetation along the creek and lake is removed during development, threatens the water quality of these waterways and the fishery resources they contain.

Policies in this element, applicable policies contained in the other elements of the Land Use Chapter, and policies in the Environment and Natural Resources Chapter, address Statewide Planning Goal 15.

OBJECTIVE #1 — WILLAMETTE GREENWAY BOUNDARY

To maintain the Willamette Greenway Boundary, including Kellogg Lake and lands south of the lake, as shown in Map 5.

Policies

1. The City will maintain the Willamette Greenway Boundary by complying with Statewide

Planning Goal requirements.

OBJECTIVE #2 — GREENWAY DESIGN PLAN

To prepare a design plan for all lands within the Willamette Greenway Boundary and related waterways.

Policies

1. A detailed Greenway Design Plan will be prepared based on the needs identified within each Neighborhood Area, policies contained in the Recreational Needs Element, the “Marina Feasibility Study” by the Port of Portland, 1978, “Community Development in Milwaukie: Problems, Prospects, Policies,” by Lord and LeBlanc, 1977, the Milwaukie Riverfront Market Analysis, 1986, by The Benkendorf Associates, and the Greenway Inventory, 1987.
2. The Greenway Design Plan will be coordinated with the city-wide Parks and Recreation Master Plan.
3. The Greenway Design Plan will include the following elements:
 - Text describing the actions allowed under the Plan which will include such items as residential density, building bulk, and the appearance and height of buildings and other structures.
 - Graphics showing the location and nature of public access, location of existing buildings and future types of development, areas where natural vegetation will be kept or new vegetation is needed, setback line to establish how close to the river structures may be located, location of significant natural and cultural resources, location of public facilities, location of uses and activities allowed in water areas beyond the ordinary low water line, and location of areas (if any) to be designated for public acquisition.
 - Text describing alternative implementation techniques including annual budgeting,

bonds, special levies, grants, dedications, development corporation, special development regulations, transfer of development rights and other methods.

4. The Greenway Design Plan will be coordinated with affected public agencies including ODOT, Division of State Lands, Port of Portland, Metro, Clackamas County, and City of Portland.
5. The Greenway Design Plan, when approved and adopted, will replace the Willamette Greenway Conditional Use Process with a Greenway Design Review Process.

OBJECTIVE #3 — LAND USE

To encourage the cooperation of public and private ownerships to provide compatible uses within the Willamette Greenway.

Policies

1. The land use designations on Map 7 will serve as guidelines for establishing the Greenway Design Plan.
2. Intensification of uses, changes in use, or development of new uses are permitted only when consistent with the City's adopted Willamette Greenway Element, the Greenway Design Plan, the Downtown and Riverfront Land Use Framework Plan, and the Town Center Master Plan.
3. Within the Willamette Greenway Boundary, a Willamette Greenway Conditional Use Permit must be obtained prior to any new construction or intensification of an existing use. This policy applies until the Greenway Design Plan is adopted.
4. Through the Willamette Greenway conditional use process, setbacks shall be established on a case-by-case basis for uses not water-dependent or water related so that they are 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. This policy applies until the Greenway Design Plan is adopted.

5. New development within the commercial area west of McLoughlin shall be guided by an adopted design plan or redevelopment plan. If none exist, the developer of proposed new development shall prepare a design plan. The Plan shall show how all properties in the area can be integrated in a coordinated manner. The Plan shall show public and private areas and may be phased. The Plan shall incorporate the policies of the Willamette Greenway Element, the Economic Base, Industrial and Commercial Land Use Element, and the Transportation Element as a basis and standard for its design.

OBJECTIVE #4 — RECREATION

To maximize the recreational use of lands within the Willamette Greenway boundaries and the related waterways.

Policies

1. The Greenway Design Plan will provide for the further development and more extensive use of the public lands within the Greenway boundary.
2. Policies contained in the Recreational Needs Element will serve as guidelines for recreational planning within the Greenway.

OBJECTIVE #5 — PUBLIC ACCESS AND VIEW PROTECTION

To provide, improve, and maintain public access and visual access within the Greenway and to the Willamette River and Kellogg Lake.

Policies

1. The City will encourage new public access within the Greenway and to the Willamette River,

through dedications, easements, or other means.

2. The City will undertake efforts to make existing points of public access more accessible and usable through maintenance and signing.
3. The City will evaluate all proposals within the vicinity of the Greenway for their effect on access to the visual corridors to the Willamette River and Kellogg Lake.

OBJECTIVE #6 — MAINTENANCE OF PRIVATE PROPERTY

To ensure the rights of private landowners are enforced.

Policy

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

OBJECTIVE #7 — CENTRAL RIVERFRONT

To acquire property necessary for public open space, public trails, riverfront access and riverfront-related development, consistent with the Downtown and Riverfront Land Use Framework Plan.

Policies

1. The City has adopted a Downtown and Riverfront Land Use Framework Plan to reconnect downtown Milwaukie to the Willamette River. The Willamette River, Johnson Creek, and Kellogg Creek all provide beautiful natural borders to the downtown area. The Downtown and Riverfront Land Use Framework Plan capitalizes on these natural resources, by restoring the creeks and

connecting the river to the historic blocks of downtown. The plan implements updated designations for the riverfront and addresses the following issues:

- Public access.
 - Safe pedestrian access across McLoughlin Boulevard.
 - Public recreational use.
 - Natural resource protection.
 - Historic resource protection.
 - Visual access.
 - Transportation.
 - Riverfront-related commercial development and redevelopment.
 - Public-private partnerships for the riverfront.
 - Redevelopment of Kellogg Creek Sewage Treatment Plant.
2. The City will acquire appropriate property within the central riverfront area for trails, public access to the riverfront, and other uses identified in the Downtown and Riverfront Land Use Framework Plan.
 3. The City will participate in appropriate public-private partnerships to develop property in the central riverfront area for uses identified in the Downtown and Riverfront Land Use Framework Plan.

4. The City will endeavor, by other appropriate means, to provide for public trails in the central riverfront area, public access to the riverfront, and other uses identified in the Downtown and Riverfront Land Use Framework Plan.

NEIGHBORHOOD ELEMENT

GOAL STATEMENT:

To preserve and reinforce the stability and diversity of the City's neighborhoods in order to attract and retain long-term residents and ensure the City's residential quality and livability.

Background and Planning Concepts

When the Comprehensive Plan was first developed, the City established five neighborhood areas and neighborhood councils for the purpose of transmitting opinions and attitudes to City decision makers. The boundaries of these five neighborhoods were informally drawn (refer to Map 2), however, many people in these areas still identify with the boundaries although the neighborhood councils are not active at this time.

The Neighborhood Element is intended to define the five neighborhood areas, provide encouragement for neighborhood area residents to develop their own neighborhood plans, generally identify needs or concerns that exist within these areas, and suggest guidelines to address these needs and concerns. These guidelines should be carefully weighed by decision makers as part of land use or policy making processes. These should not take precedence over other goals, objectives, or policies found in this plan which have city-wide significance. Neighborhood guidelines are not necessarily listed by priority.

OBJECTIVE #1 — NEIGHBORHOOD

CHARACTER

To maintain the residential character of designated neighborhood areas.

Policies

1. Encourage home and yard maintenance programs.
2. Improve standards for home occupations to ensure that adequate parking and other compatibility measures are provided.
3. Promote the rehabilitation of older residences.
4. Require new residential developments to be consistent in type, style, and density with that existing in the neighborhood area, unless as otherwise designated on the land use plan map.
5. Encourage differing residential types to develop in like areas, and, provide buffers where differing types do intermix.

OBJECTIVE #2 — NEIGHBORHOOD

NEEDS

To meet the needs of neighborhood areas for public facilities and services.

Policies

1. Encourage the residents of designated neighborhood areas to form neighborhood associations and to participate in citizen involvement programs.
2. Promote neighborhood associations to develop neighborhood plans (for adoption by the City) that identify neighborhood needs and suggest remedial measures and guidelines.
3. Provide for an adequate level of public facilities, services, and the maintenance thereof, to all neighborhood areas.

4. To increase police presence in the areas. To organize and operate citizen crime and fire prevention training and to organize the areas into “citizen watch” and “block home” programs.
5. To implement traffic safety improvements proposed in the Roadway and Traffic Safety Management Plan, 1978, and the Public Facilities Plan, 1988.
6. To improve neighborhood traffic circulation in order to reduce congestion.
7. To more adequately maintain existing City streets, and to solve the problem of surface flooding and ponding.

Neighborhood Area 1

Background

Neighborhood Area 1 has the most diverse land use pattern of any Milwaukie neighborhood. Map 2 shows these separate areas. To the north is the Milwaukie Industrial park, separated from downtown Milwaukie by the Milwaukie Expressway. West of the industrial park is the Waverly Heights residential area containing a mix of large single family homes and high density apartments. Many of these housing units have views to the Willamette River or across the City. Immediately east of downtown is an area containing several schools surrounded with single and multifamily residences. Lake Road runs to the southeast, bisecting a largely single family area containing some open space and several small farms. Island Station, lying directly south of downtown across McLoughlin Boulevard is one of the oldest residential areas in the City.

The most significant physical assets of Neighborhood Area 1 are Willamette River forming the western boundary, and Kellogg Lake and Creek along the southern boundary. These areas offer potential for open space and a wide range of recreational and educational experiences ranging from interpretive trails designed to highlight natural vegetation and wildlife, to a riverfront marina with associated commercial facilities. The preservation of these natural areas and improved public access to the riverfront are important neighborhood objectives.

GUIDELINE #1 — SINGLE FAMILY

CHARACTER

To maintain the single family character of designated single family areas by encouraging maintenance and rehabilitation of older structures, and by improving the quality of new residential development.

GUIDELINE #2 — MULTIFAMILY

HOUSING

To ensure that new multifamily housing does not significantly alter the visual character of existing single family areas, and does not create problems of drainage, traffic, noise, and light to adjacent properties.

Important considerations regarding multifamily development are:

- Projects should not be located randomly throughout the neighborhood
- Projects should have close proximity to major streets and public transit, and should not cause through traffic in the neighborhood
- Projects should have adequate off-street parking
- Projects should be designed to be aesthetically pleasing
- A design review process should be developed and implemented with provisions for local neighborhood input

GUIDELINE #3 — RESIDENTIAL

OPEN SPACE

To ensure that new residential development, especially multifamily development, provides adequate open space and facilities for the children expected in the project, and provides open space and landscaping to create an aesthetically pleasing transition to adjacent properties.

GUIDELINE #4 — COMMUNITY

OPEN SPACE

To preserve designated open space in the neighborhood and the natural areas along Kellogg Lake and Creek, and Johnson Creek. Important considerations are:

- New residential development should contribute to the parks and open space needs of the community
- Public access to and appreciation of the natural assets of Johnson Creek, Kellogg Creek, and Kellogg Lake should be encouraged
- Natural areas should be preserved and protected
- Substantial trees should be preserved throughout the neighborhood

GUIDELINE # 5 — RECREATION

To more effectively utilize school facilities to meet some of the recreational needs of the community, and to provide other facilities and services which schools are unable to supply. Important considerations are:

- Recreational needs of senior citizens and families that cannot be met with school-related facilities, and should be accommodated
- A recreation program, focusing on communication and coordination of activities and facilities should be established

GUIDELINE #6 — WILLAMETTE

GREENWAY

To maintain the present Willamette Greenway boundary and establish the Willamette Riverfront as a focal point for the community.

GUIDELINE #7 — TRAFFIC SAFETY

To implement improvements proposed to improve railroad crossings.

GUIDELINE #8 — WALKWAYS

To ensure adequate walkways are provided in both old and new residential areas, and once installed, are adequately maintained. Homeowners should assume the major responsibility to maintain and upgrade walkways on their property.

Neighborhood Area 2

Background

Neighborhood Area 2, shown on Map 2, is bounded by the City limits to the north, S.E. 42nd Avenue to the east, King Road/Harrison Street on the south, and the Southern Pacific Railroad to the west. Land use is predominantly single family residential, although the southwestern corner of the neighborhood contains major industrial facilities, a high density residential area, and Dwyer Memorial Hospital. A small commercial convenience center is located on S.E. 32nd Avenue. The Ardenwald area in the western half of the neighborhood is currently the focus of the County's housing rehabilitation efforts.

GUIDELINE #1 — SINGLE FAMILY

CHARACTER

To maintain the single family character of residential portions of the neighborhood, concentrating on housing rehabilitation and improved maintenance of existing houses and yards. An important consideration is:

- New housing should be constructed at higher design standards to ensure aesthetic factors are considered.

GUIDELINE #2 — TREE

PRESERVATION

To preserve large trees in the neighborhood by requiring City permits for removal of selected live trees, and enforcing a tree replacement program.

GUIDELINE #3 — NEIGHBORHOOD

MAINTENANCE

To encourage the ongoing maintenance of individual properties and yards, and instill a sense of pride in neighborhood residents.

GUIDELINE #4 — COMMERCIAL AREA

To limit the 32nd Avenue commercial area to its present location, and encourage maintenance and rehabilitation of existing commercial facilities and surrounding areas.

GUIDELINE #5 — TRANSIT

To improve public transit service to neighborhood residents by improving access to transit corridors, and providing service to desirable locations.

GUIDELINE #6 — WALKWAYS

To provide safe pedestrian walkways throughout the neighborhood separated from roadways, without necessarily constructing sidewalks. Important considerations are:

- New developments should provide walkways
- Many deep back lots might provide rights-of-way for walks and bikepaths
- Inadequate pedestrian facilities are a major deterrent to public transit use

Neighborhood Area 3

Background

The boundary of Neighborhood Area 3, shown on Map 2, is the same as the City limits on the north and east sides. King Road to the south and S.E. 42nd Drive to the west complete the boundary. The predominant land use is single family residential. Considerable open space remains north of S.E. Mason Lane, and along Johnson Creek in the northern portion of the neighborhood. North of Johnson Creek Boulevard is the Johnson Creek industrial area.

GUIDELINE #1 — SINGLE FAMILY

CHARACTER

To maintain the predominantly single family character of the neighborhood by encouraging the rehabilitation of older and neglected structures, and by improving the quality of new housing development. Programs to assist needy homeowners in rehabilitating and maintaining their own property are encouraged.

GUIDELINE #2 — MULTIFAMILY

HOUSING

To ensure that new multifamily housing does not significantly alter the visual character of existing single family areas, and does not create problems of through traffic and inadequate open space and play facilities. Important considerations regarding multifamily development are:

- High design standards for site improvements and structures should be required
- A Design review process should be developed and implemented with provisions for local neighborhood input
- Projects should have direct access to arterials and collectors
- Buffers creating transitions between different housing types should be required
- On-site open space and recreation facilities should be required for all new residential development

GUIDELINE #3 — COMMUNITY

OPEN SPACE

To preserve the natural open space remaining within the neighborhood, particularly along Johnson Creek. Access to the natural areas along the creek should be encouraged as long as wildlife and habitat are preserved and vandalism minimized.

GUIDELINE #4 — RECREATION

To provide a neighborhood park including active recreation facilities.

Neighborhood Area 4

Background

Neighborhood Area 4, as shown on Map 2, is bounded by Harrison Street/King Road on the north, S.E. Wood Avenue on the east and Milwaukie Expressway to the south and west. The neighborhood is bisected by the Southern Pacific Railroad south of which lies predominantly industrial uses and vacant industrial lands. Food Warehouse, a district commercial center, is located south of King Road and serves the day-to-day shopping needs of many east Milwaukie residents. The remaining neighborhood area is predominantly single family residential except in the far western corner where multifamily development is allowed.

GUIDELINE #1 — SINGLE FAMILY

CHARACTER

To maintain the predominantly single family character within the neighborhood by locating higher density housing near major commercial centers, near arterials, and in support of public transit.

GUIDELINE #2 — HOUSING QUALITY

To ensure high quality construction and design standards are applied to all new development within the neighborhood. This applies to single family and multifamily housing and commercial facilities. Important considerations are:

- A design review process should be developed and implemented with provisions for local neighborhood input
- A systems development charge should be considered for parks, streets and drainage
- New developments should provide for their own on-site open space and recreational needs

GUIDELINE #3 — RECREATION

To preserve wooded areas throughout the neighborhood and where feasible, convert to neighborhood parks.

GUIDELINE #4 — WALKWAYS

To ensure adequate walkways are provided in both old and new residential areas and once installed, are adequately maintained.

GUIDELINE #5 — STREETS

AND DRAINAGE

To reconstruct neighborhood streets to appropriate standards, ensure streets are adequately maintained, and to solve the problem of surface flooding and ponding. Particular emphasis should be placed on “Monroe Lake,” a semipermanent pond on Monroe Street west of Home Avenue.

Neighborhood Area 5

Background

Neighborhood Area 5 is an irregularly shaped area at the southeastern edge of Milwaukie. Map 2 shows the boundaries. The north, east and south sides of the neighborhood are also the City limits. The uneven boundary is caused by piecemeal annexations occurring over many years. The western boundary is S.E. Wood Avenue. The predominant land use is single family residential although near the intersection of Harmony Road and Linwood Avenue is an area of multifamily development and a small neighborhood commercial area. South of the Southern Pacific Railroad is a mixed area containing industrial and residential uses.

GUIDELINE #1 — SINGLE FAMILY

CHARACTER

To maintain the predominantly single family character within the neighborhood by limiting the location of high density apartments to the vicinity of major commercial areas, while allowing other housing types along arterials and in support of public transit as long as the single family character is not significantly altered.

GUIDELINE #2 — HOUSING QUALITY

To ensure high quality construction and design standards are applied to all new development within the neighborhood, particularly to multifamily housing. Important considerations are:

- A design review process should be developed and implemented with provisions for local neighborhood input
- A systems development charge should be required for parks, streets and drainage

- New developments should provide for their own on-site open space and recreation needs.

GUIDELINE #3 — LAND USE

COORDINATION

To coordinate land use and development decisions in unincorporated areas near the City limits to ensure quality development takes place and standards are consistent. Important considerations are:

- Both the City and County should review development proposals to ensure compatibility of street layout and design
- Housing quality objectives should be met in unincorporated areas near the neighborhood boundary
- Future annexations should consider the potential and opportunity for preserving open space

GUIDELINE #4 — ENVIRONMENTAL

QUALITY

To encourage new development that respects the natural environment by preserving and creating natural areas particularly along waterways, and by taking advantage of environmental opportunities such as views, solar energy, winds, etc.

GUIDELINE #5 — RECREATION

Provide increased recreational opportunities by implementing the Parks and Recreation Master Plan sub-area recommendations.

GUIDELINE #6 — TRAFFIC

To control and enforce speed restrictions on neighborhood streets.

GUIDELINE #7 — STREETS

AND DRAINAGE

To reconstruct many neighborhood streets to appropriate standards and provide walkways.

OBJECTIVE #3 — KING ROAD

NEIGHBORHOOD CENTER

Purposes

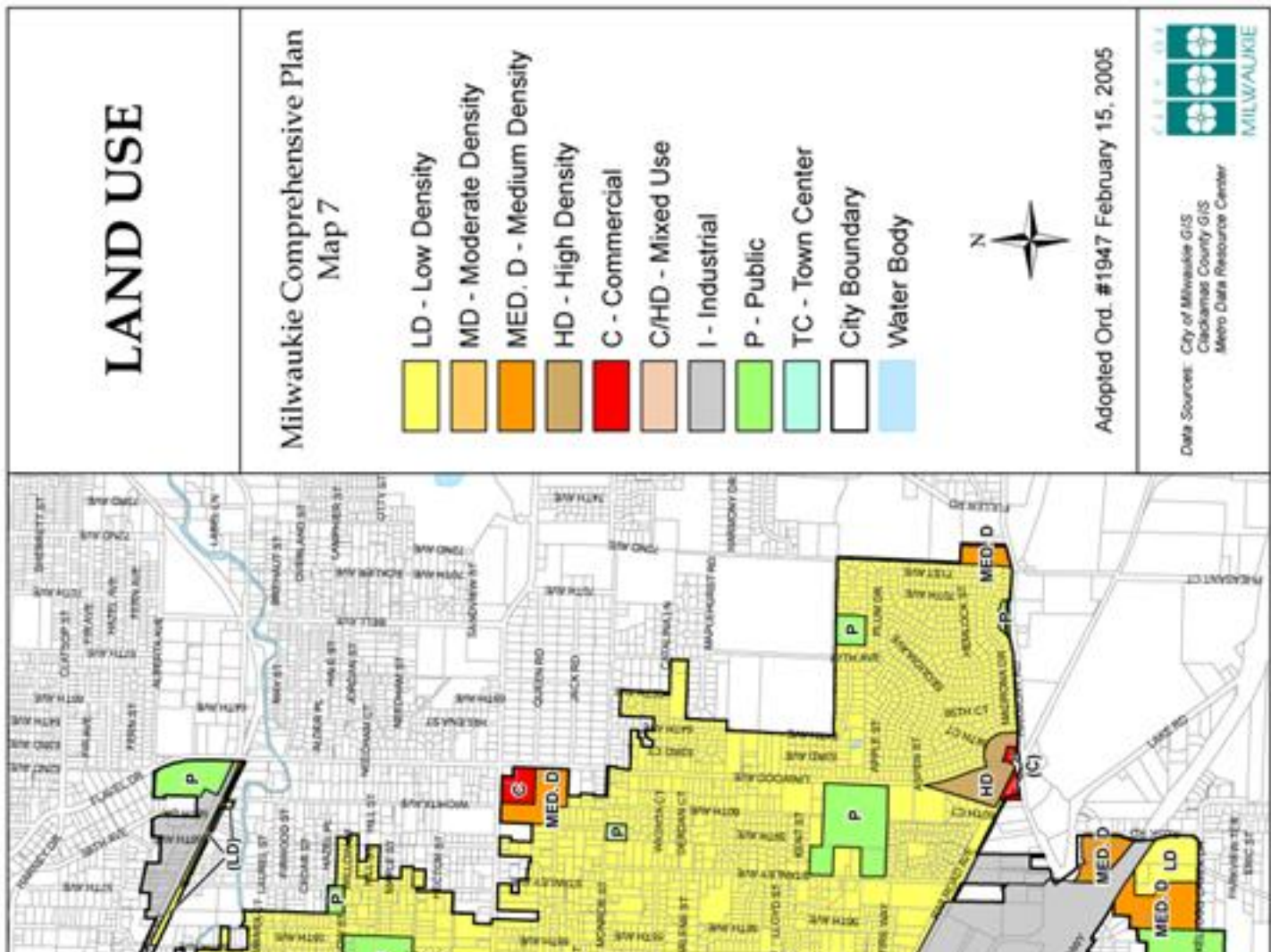
1. To acknowledge the current role of the area in providing surrounding neighborhoods with access to a wide range of shopping and personal services, and mix of housing types.
2. To specify policies that will help shape future decisions on:
 - a. land uses that will enhance its value as a commercial and residential neighborhood center; and
 - b. transportation improvement, including pedestrian, bicycle, roadway, and transit that will support future development of the center.

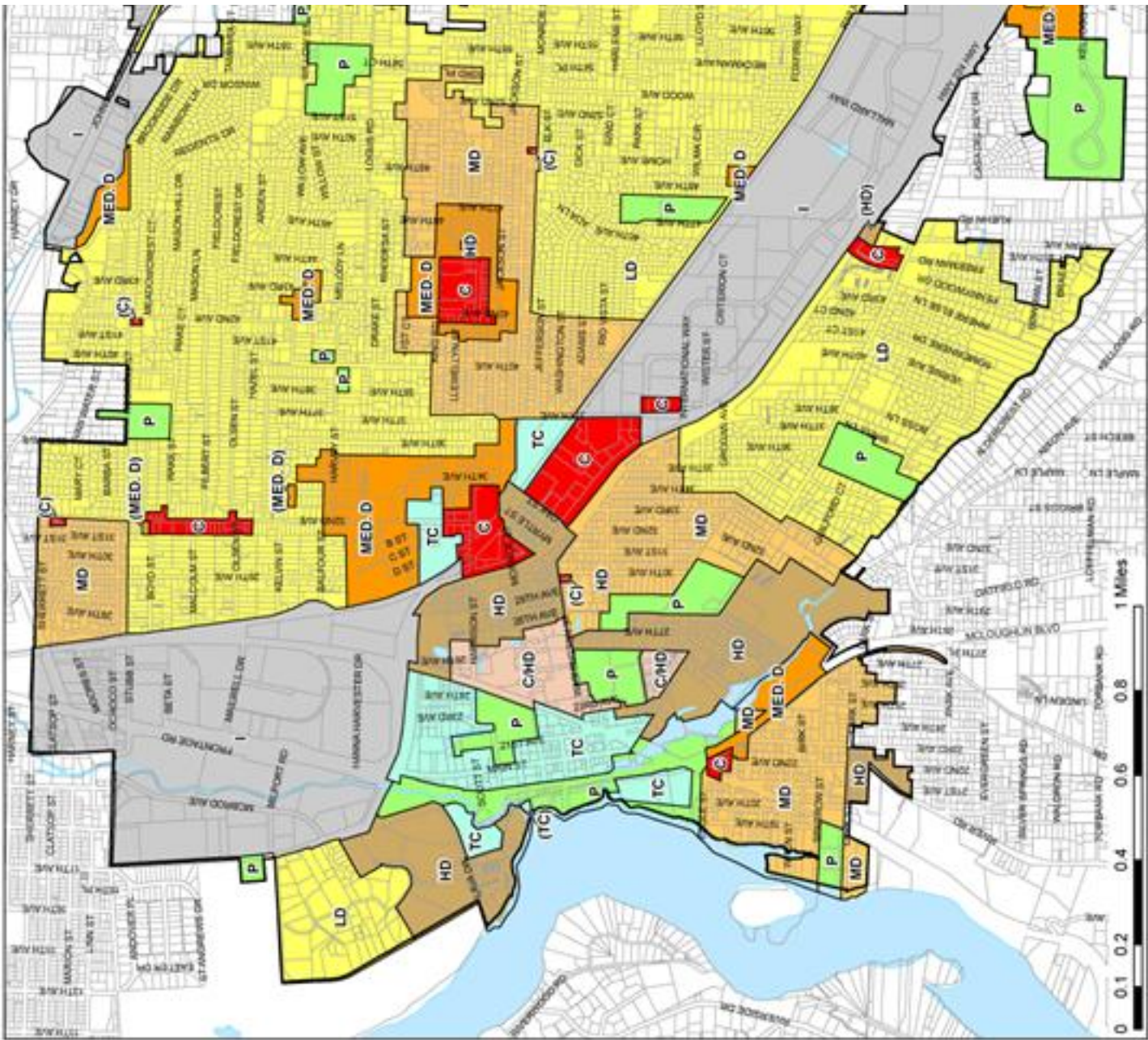
Policies

1. The area shown on the King Road Neighborhood Center Map (Map 8) provides conceptual boundaries for the neighborhood center. Comprehensive Plan map or text amendments or future zoning map text or map amendments in the area should be consistent with the neighborhood center policies below. Properties may be added or removed from the map based on land use planning or neighborhood issues that exist at the time future planning actions are being considered.
2. The King Road commercial center offers important opportunities for future development, which if properly planned will enhance its value to the surrounding areas and City by providing for a mix of neighborhood retail, professional services, eating establishments, and housing types. The City will consider planning proposals that seek to support commercial and residential uses in the plan area, subject to consistency with other policies of this section.
3. Preservation of surrounding residential neighborhoods is a significant consideration in any future planning or zoning decisions for the center area. In future planning or zoning actions, the City will adopt regulations and guidelines to ensure protection against adverse impacts to surrounding residential areas that are outside of the center area.
4. Adequate bicycle, pedestrian, and roadway facilities are essential for the success of the neighborhood center. Good bicycle paths and sidewalks will encourage non-automotive trips within the surrounding area and will help reduce growth in neighborhood traffic. Future bicycle, sidewalk, and roadway improvements will be made in consideration of long term goals to enhance neighborhood accessibility of the center.
5. The City will evaluate bicycle and pedestrian needs, with neighborhood input, in the neighborhood center and use the available capital improvement, community development block grant, and other processes to ensure that adequate facilities are provided and maintained.
6. The appropriate type, design, and location of future development within the neighborhood center area can greatly enhance the value of the area as a neighborhood center. Future planning and zoning actions should incorporate appropriate provisions for the following:
 - a. a mix of neighborhood scale retail, professional services, eating establishments, and entertainment uses;

- b. development standards that encourage building design and placement that enhances pedestrian access;
 - c. a mix of housing types;
 - d. development standards that ensure adequate parking will be provided; and
 - e. incentives for transit oriented development.
7. The City will work with Tri-Met to encourage and facilitate bus service and facility improvements, and ensure that needed improvements are identified during development reviews.

Map-7 - Land Use





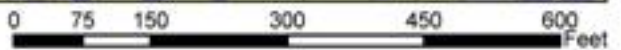
Map-8 - King Road Neighborhood Center

KING ROAD NEIGHBORHOOD CENTER

Milwaukie Comprehensive Plan

Map 8





 Area of Neighborhood Center Plan

Adopted Ord. #1877 August 29, 2000

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



Milwaukie Municipal Code

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[COMPREHENSIVE PLAN](#)

CHAPTER 5 — TRANSPORTATION, PUBLIC FACILITIES AND ENERGY CONSERVATION

[Show All](#)

[INTRO](#)

[TRANSPORTATION ELEMENT](#)

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^ Up	« Previous	» Next	* Main	- Collapse	? Search	# Print
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COMPREHENSIVE PLAN

CHAPTER 5 — TRANSPORTATION, PUBLIC FACILITIES AND ENERGY CONSERVATION**INTRO**

The City of Milwaukie has a responsibility to its present and future residents to provide a full range of urban services including streets, sewers and water, as well as police and fire protection. In order to create a healthy living environment and efficiently allocate public expenditures, the City believes that these public facilities must be planned prior to future growth, and continually upgraded and maintained once constructed. The Plan elements which address these concerns are:

- Transportation Element
- Public Facilities and Services Element
- Energy Conservation Element

Policies in each element as well as technical studies and inventories documented in the Transportation and Public Facilities, Services and Utilities working papers, the Neighborhood Blockwalk, Community Needs Survey, “Roadway and Traffic Safety Management Plan,” by Transportation Planning and Management, Inc., 1978, “Drainage Study for the City of Milwaukie,” by Stevens, Thompson and Runyan, Inc., 1970, and the “Bike/Footway Plan,” by City of Milwaukie, 1975, address Statewide Planning Goals 11, 12, and 13. Consideration of air and noise quality can be found in the Air, Water and Land Resources Quality Element, while parks and recreational services are addressed in the Recreational Needs Element.

TRANSPORTATION ELEMENT**INTRO**

These goals, objectives and policies represent and guide the City's twenty year vision of transportation system improvements. These goals, objectives and policies replace existing Transportation Element goals, objectives and policies of the Milwaukie Comprehensive Plan. The Transportation Planning Rule requirement to address all modes of transportation has prompted the development of more comprehensive goals, objectives and policies for walking, bicycling, transit, rail and truck freight, in addition to automobile travel. Two additional sections on parking and transportation demand management implement the TPR requirement to work at reducing parking areas and vehicle miles traveled in the Portland metropolitan region

by 10% over the next twenty years.

These goals, objectives and policies are a result of widespread citizen participation and technical work by staff and the consultant. Citizen working groups were presented data on the existing transportation system and its future needs based on growth projections over twenty years. Using this information, the working groups assisted staff in developing goals, objectives and policies for each travel mode. They prioritized and translated needs and improvements into policies and objectives to reach overall goals.

The ultimate goal for Milwaukie's Transportation System Plan is to promote livability by establishing a safe, efficient, balanced and diverse system that reduces the overall vehicle miles traveled in the next twenty years

WALKING

GOAL STATEMENT 1: Provide a continuous citywide network of safe and convenient walkways that is integrated with other transportation modes.

OBJECTIVE #1: To integrate pedestrian facilities into all planning, design, construction and maintenance activities.

Policies

1. The City will ensure that walkways and related pedestrian improvements (e.g. crosswalks) are constructed on all identified walkway network roadways, either as separate projects or integrated with other roadway-related improvements. Walkway improvements will be implemented in accordance with current local, regional, State and federal standards.
2. The City will enforce regulations requiring developers to include pedestrian facilities and walkway connections within proposed developments and to adjacent land uses and right-of-way in accordance with adopted policies and standards. Developer agreements for the provision of walkways will be implemented and enforced as needed.
3. The City will retrofit crosswalks with handicapped ramps and other pedestrian facilities along City streets. The City will coordinate with the County and ODOT to retrofit existing crosswalks with

handicapped ramps along their jurisdictional roadways in or near Milwaukie city limits.

4. Off-road pedestrian path connections to on-road walkways will be implemented as appropriate, as a means of developing neighborhood pedestrian systems.
5. The City will review its walkway standards periodically to ensure consistency with regional, State and federal standards.

OBJECTIVE #2: To connect local walkways to local destinations such as schools, parks, community centers, libraries with other activity centers including the Milwaukie Town Center and designated main streets, and to connect to other transportation modes such as public transit that lead to regional destinations and activity centers.

Policies

1. The City will ensure that elementary school-related pedestrian projects receive consideration when pedestrian facility improvements are programmed in the Capital Improvements Program.
2. Walkways will be constructed that eliminate gaps in the existing walkway network and provide pedestrian linkages between neighborhoods and to the expanded city center. Preference will be given to eliminating gaps along arterial and collector streets in most cases.
3. The City will implement strategies to reduce pedestrian-related accidents at locations known for increased pedestrian accidents.
4. Walkway projects that connect directly or indirectly to public transit, local and regional destinations, activity centers, parks and multiuse paths, and the regional pedestrian network will be constructed using the adopted Walkways Network Master Plan. See Figure 3.1.
5. The City will implement the adopted Walkways Action Plan which will be updated periodically as walkway projects are completed and walkway priorities change. See Figure 3.2.

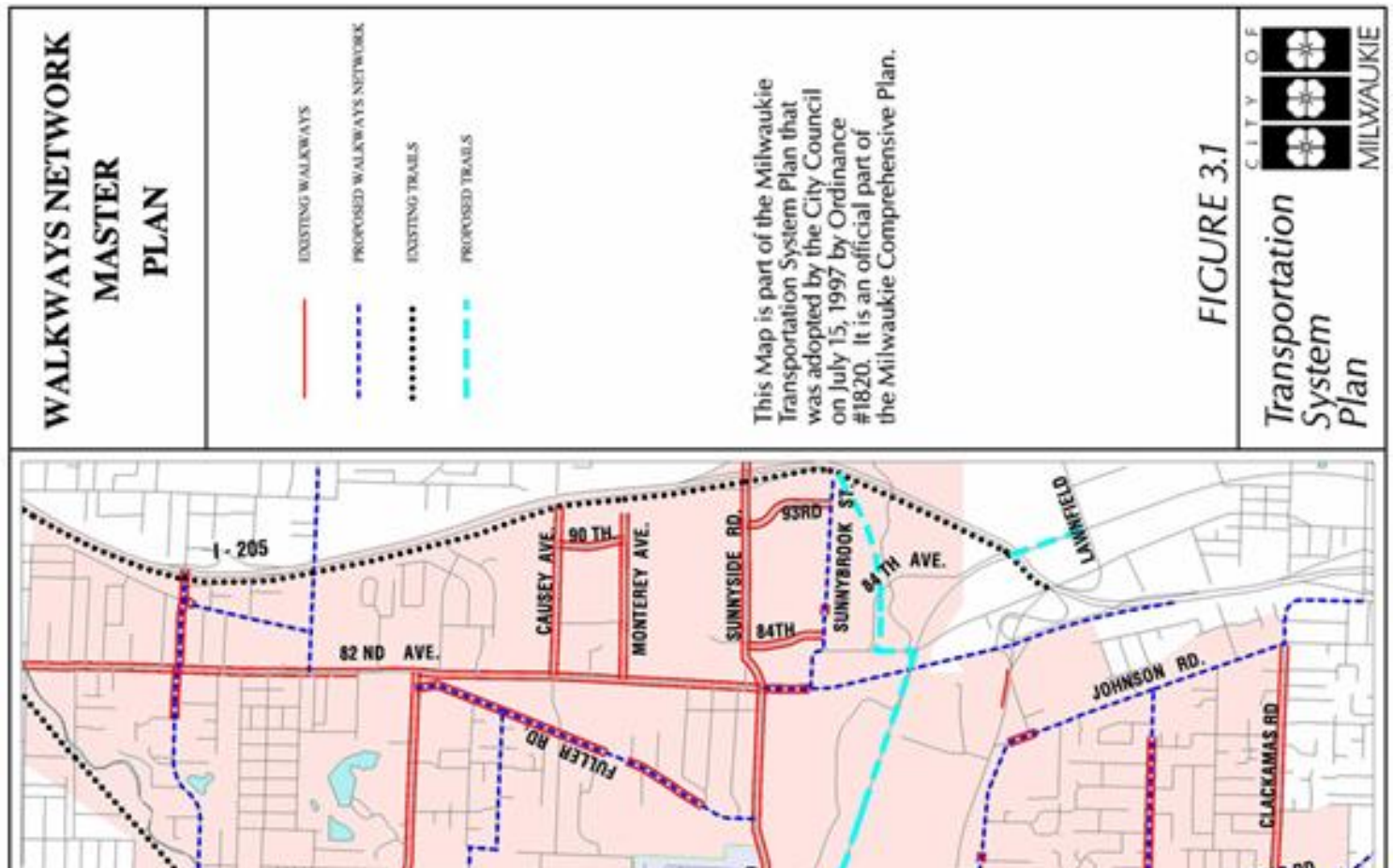
6. The City will continue to coordinate with Clackamas County, the City of Portland, the North Clackamas School District, the North Clackamas Parks and Recreation District, Metro, Tri- Met and other jurisdictions and agencies to ensure that appropriate local and regional on-road and off-road walkway connections are planned, constructed and maintained.

OBJECTIVE #3: To provide adequate funding for planned walkway network improvements.

Policies

1. The City will coordinate with Clackamas County, ODOT, the North Clackamas Parks and Recreation District, the North Clackamas School District, Metro and other agencies to obtain funding to complete walkway network improvements.

Figure-3.1 Walkways Network Master Plan



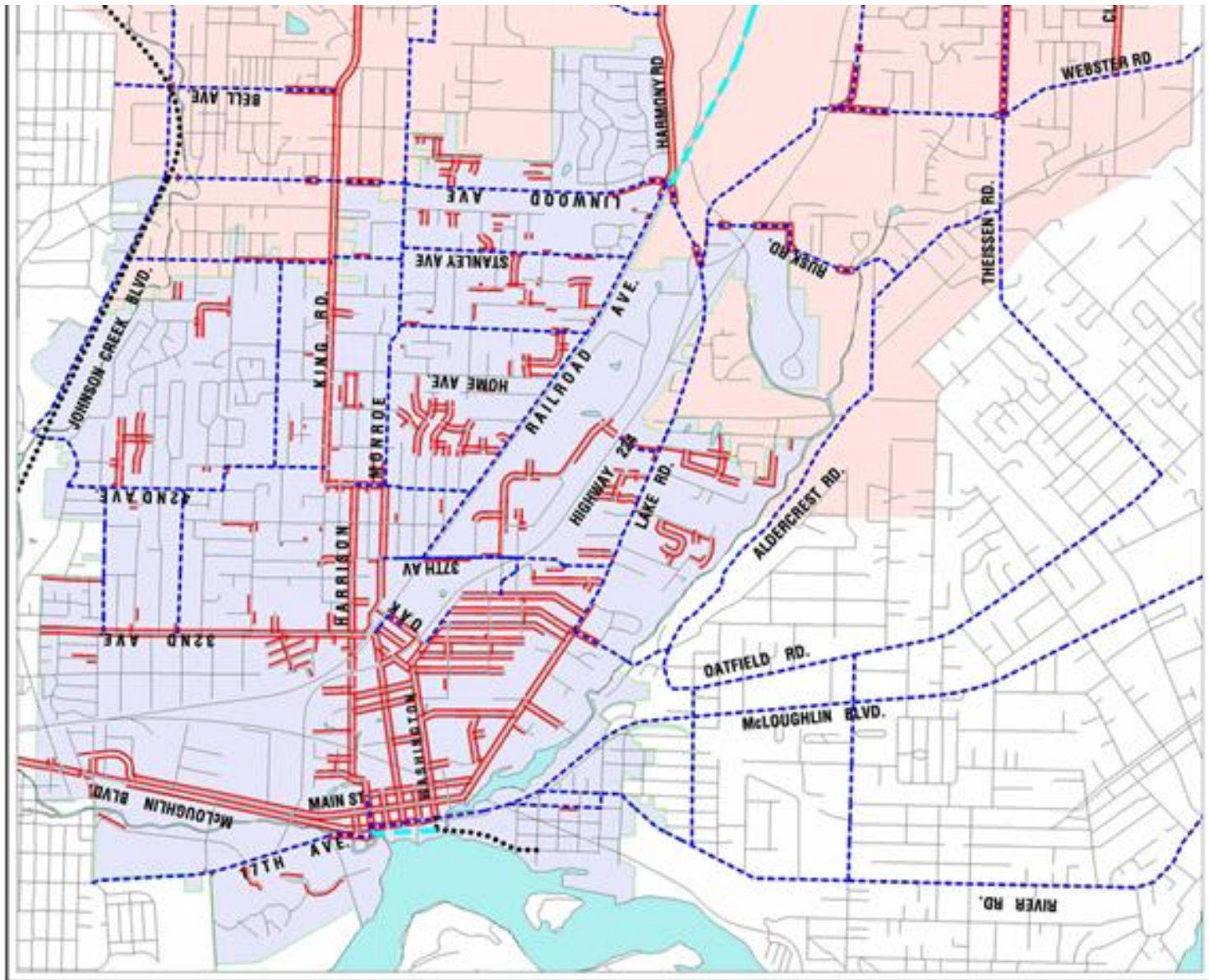
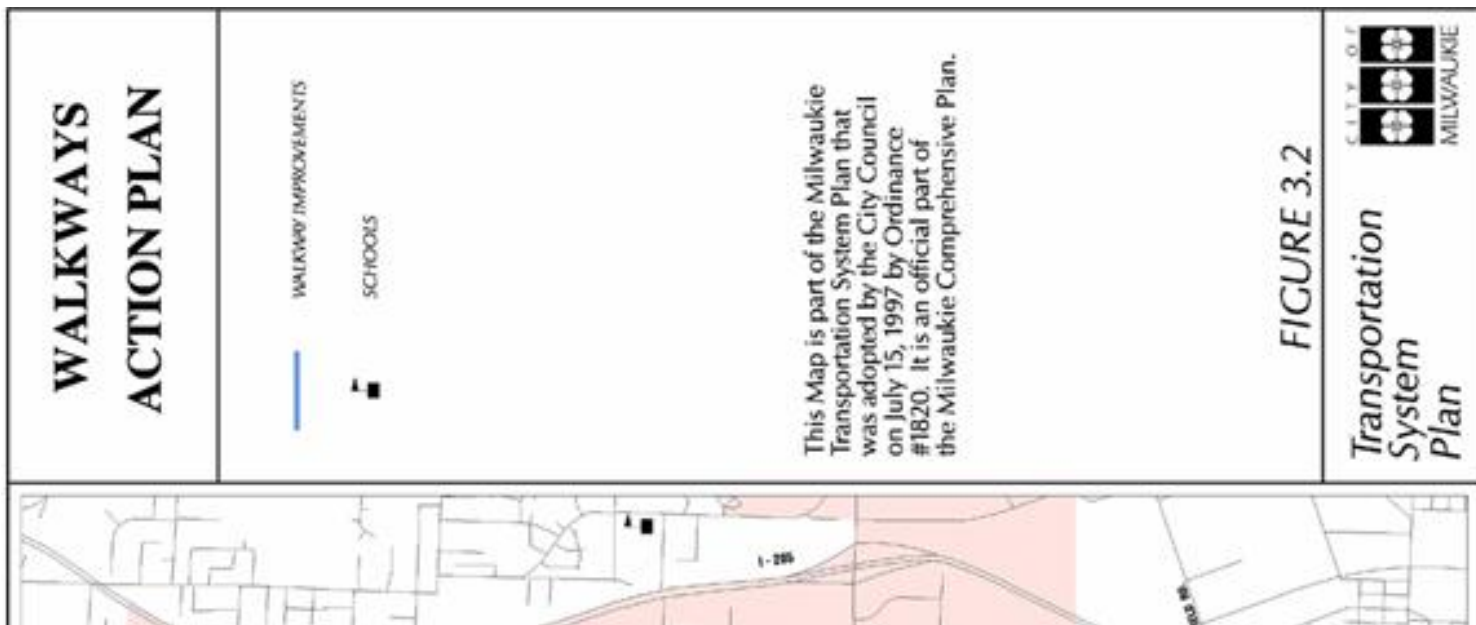
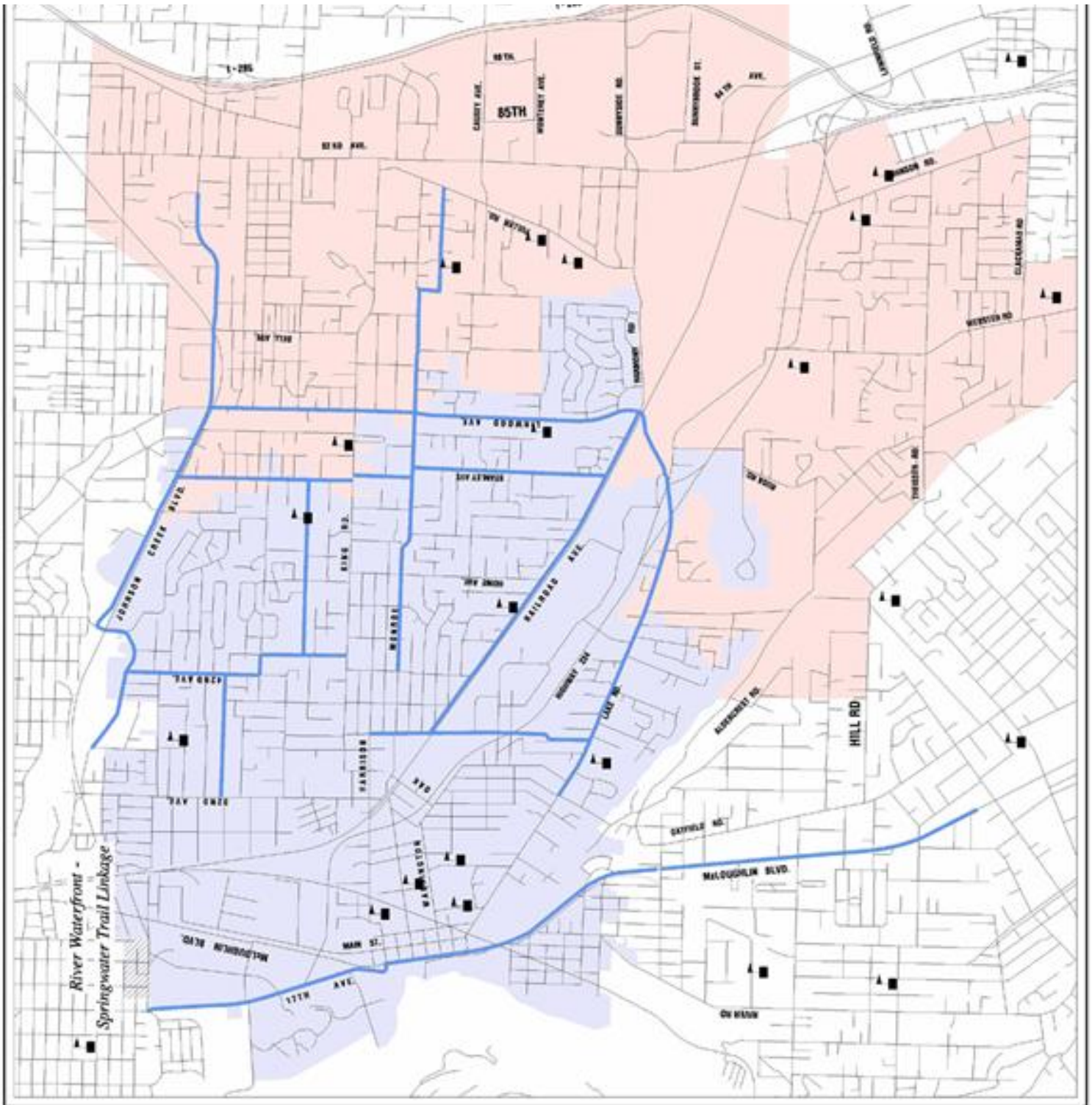


Figure-3.1 Walkways Action Plan





2. The City will apply for transportation funds whenever available, and will seek non-traditional funding sources, to implement planned walkway network improvements.
3. A walkway network fund will be established in the Capital Improvement Program that demonstrates implementation of walkway network and pedestrian facility improvements. Permanent funding sources will be identified and the adequacy of the designated amount will be reviewed and revised at least every three years.

GOAL STATEMENT 2: Maintain and enhance existing and future pedestrian facilities to encourage use.

OBJECTIVE #1: To coordinate an ongoing pedestrian facilities maintenance program.

Policy

1. The City will establish and carry out an ongoing pedestrian facilities maintenance program that informs and educates the public about their responsibilities, and solicits and responds to public comments on specific concerns.

GOAL STATEMENT 3: Increase the use of walking for all travel purposes.

OBJECTIVE #1: To decrease the number of automobiles using roadways in Milwaukie.

Policies

1. Safe, convenient, and well-maintained walkways and related pedestrian facilities will be provided throughout the City.
2. The City will coordinate with Tri-Met on the accommodation of pedestrian needs at transit locations and with transit services.
3. The City will support the expanded use of walking through the review, encouragement and requirement, when appropriate, of pedestrian-friendly design and construction considerations with existing and new developments and redevelopment projects, to encourage walking.

OBJECTIVE #2: To increase the health and physical well-being of Milwaukie citizens through walking.

Policies

1. Schools and community organizations will be encouraged to sponsor walking events periodically.

2. The City will coordinate with Clackamas County, Metro, and community organizations to develop and distribute materials highlighting the benefits of walking.

OBJECTIVE #3: To encourage employers to promote walking among employees and customers.

Policies

1. The City will contact employers and businesses to provide pedestrian related facilities and incentives to encourage walking by employees and customers.
2. The City will coordinate with appropriate agencies, community organizations and neighborhood district associations to improve the streetscape of the City with amenities such as benches, trash receptacles, bus shelters, lighting and newspaper stands.

GOAL STATEMENT 4: Reduce the number of pedestrian related accidents by increasing the safety and security of pedestrians.

OBJECTIVE #1: To promote pedestrian safety education programs for the improvement of traffic skills and observation of traffic laws, and to promote safety for all pedestrians.

Policy

1. The City will coordinate with the County, North Clackamas School District, Metro and community organizations to conduct activities that promote pedestrian safety and education.

OBJECTIVE #2: To reduce pedestrian and motorist violation of traffic safety laws.

Policy

1. The City will promote increased awareness and enforcement of traffic laws as they relate to pedestrians and motorists.

BICYCLING

GOAL STATEMENT 1: Provide a continuous citywide network of safe and convenient bikeways and routes that is integrated with other transportation modes.

OBJECTIVE #1: To integrate bicycle facilities into all planning, design, construction and maintenance activities.

Policies

1. The City will ensure that bikeways are constructed on all identified bikeway network roadways, either as separate projects or integrated with other roadway related improvements. Bikeways will be constructed according to current local, regional, State and federal standards.
2. As opportunities arise, the City will review, pursue and implement smaller scale bikeway improvement projects.
3. Regulations requiring developers to include bicycle facilities and bikeway connections within proposed developments and to adjacent land uses and rights-of-way will be enforced in accordance with adopted policies and standards.
4. The City will periodically review City bicycle facility standards to ensure consistency with regional, State and federal standards.
5. The City will coordinate with Clackamas County and the ODOT to review and consider possible use and installation of bicycle-sensitive control devices (i.e. quadruple loop detectors) which would be identified with appropriate markings and signage for intersection projects.

OBJECTIVE #2: To connect local bikeways and routes for bicyclists to ride to local and regional destinations, activity centers, connections to other transportation modes and the regional bicycle network.

Policies

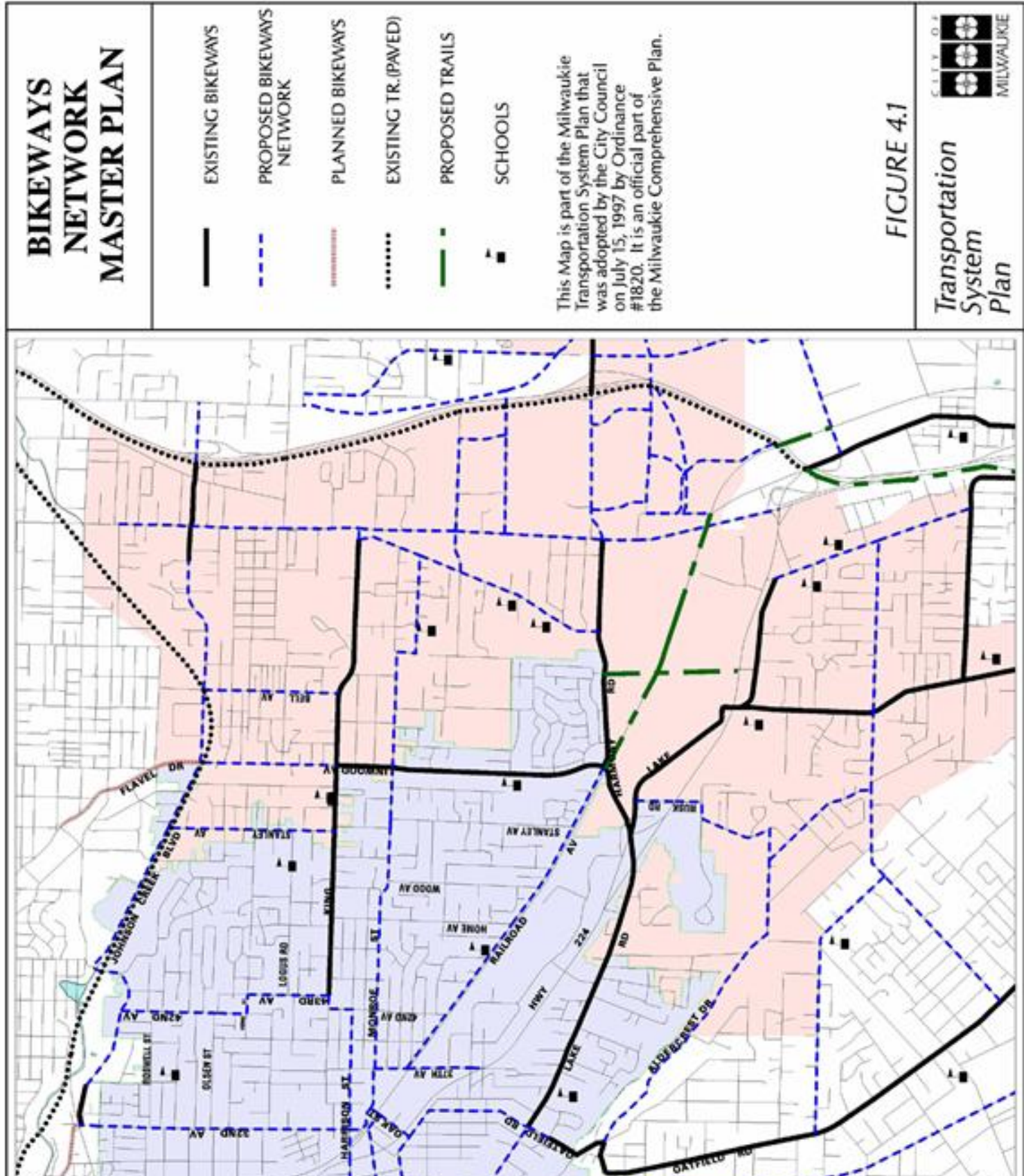
1. Bikeway projects will be implemented that connect to local and regional destinations, activity centers, transit routes and stations, and the regional bikeway network using the adopted Bikeways Network Master Plan. See Figure 4.1.
2. The City will construct bikeways that fill in gaps in the existing bikeway network.
3. The City will implement strategies to reduce bicycle-related accidents at locations where a high number of bicyclist-related accidents have been reported.
4. The adopted Bikeways Network Master Plan will be updated as needed, to reflect new or revised routes, connections, destinations and activity centers.
5. The City will implement the Bikeways Action Plan in the Capital Improvements Program which will be updated periodically as bikeways are completed and bikeway priorities change. See Figure 4.2.
6. The City will continue to coordinate with Clackamas County, the City of Portland, the North Clackamas Parks and Recreation District, the North Clackamas School District, Tri-Met, Metro, and other jurisdictions and agencies to ensure that appropriate local and regional bikeway connections, for both on and off-road bikeways, are planned, constructed and maintained.

OBJECTIVE #3: To provide adequate funding for planned bikeway network improvements.

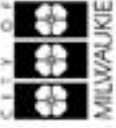
Policies

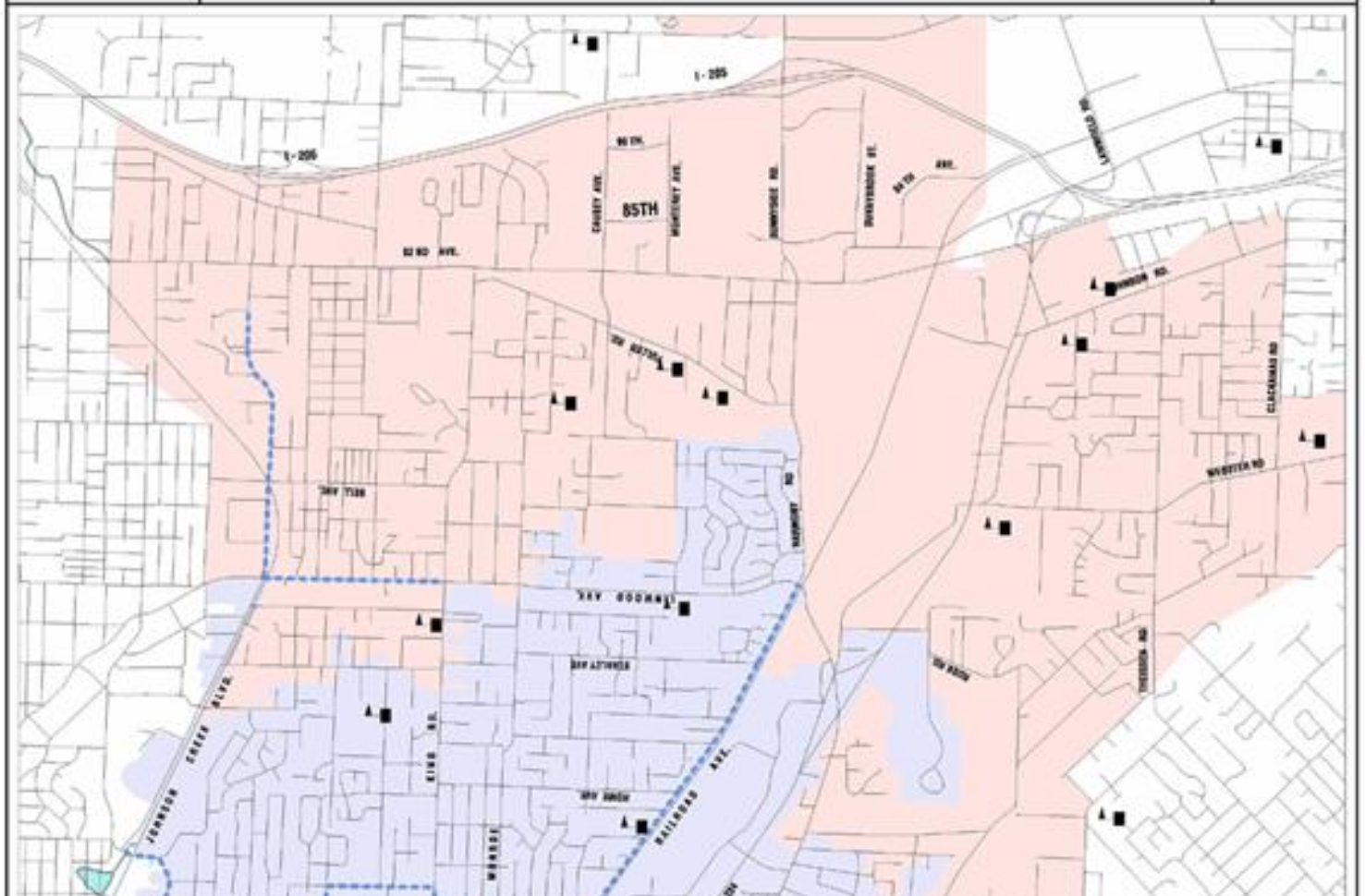
1. The City will coordinate with Clackamas County, ODOT, the North Clackamas Parks and Recreation District, Metro and other agencies to obtain funding to complete bikeway network improvements.
2. The City will apply for transportation funds whenever available, and seek non-traditional funding sources, to implement planned bikeway network improvements.
3. The City will reconsider the funding amount in the bikeway network fund established in the

Capital Improvement Program, so that implementation of bikeway network improvements will be accomplished. Permanent funding sources will be identified and the adequacy of the designated amount will be reviewed and revised at least every three years.





<h2 style="text-align: center;">BIKEWAYS ACTION PLAN</h2>	<p style="text-align: center;"> - - - - - BIKEWAY IMPROVEMENTS SCHOOLS </p> <p style="text-align: center;"> This Map is part of the Milwaukee Transportation System Plan that was adopted by the City Council on July 15, 1997 by Ordinance #1820. It is an official part of the Milwaukee Comprehensive Plan. </p>	<p style="text-align: center;"> FIGURE 4.2 Transportation System Plan  </p>
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4. Bikeway projects will be periodically updated in the Capital Improvements Program, as new priority projects are identified in the Bikeways Action Plan and as other projects are implemented.

GOAL STATEMENT 2: Maintain and enhance existing and future bicycle facilities to encourage use.

OBJECTIVE #1: To provide an ongoing bicycle facilities maintenance program.

Policy

1. The City will establish and maintain an ongoing bicycle facilities maintenance program that includes a public comment component.

GOAL STATEMENT 3: Increase the use of bicycles for all travel purposes.

OBJECTIVE #1: To provide adequate bicycle support facilities.

Policies

1. The City will require, as appropriate, and encourage the placement of bicycle lockers and bicycle racks at major destinations and activity centers. The City will encourage covered bicycle parking whenever possible.
2. Safe, convenient, and well-maintained bikeways will be provided throughout the City and to the regional bikeway network.
3. The City will coordinate with Tri-Met on the accommodation of bicyclist needs at transit locations and with transit services. Examples of facilities at transit locations include bicycle lockers, bicycle racks, restrooms and water fountains. Examples of bicyclist-related services are bicycles on buses and on high capacity transit.

OBJECTIVE #2: To increase the health and physical well-being of Milwaukie citizens through bicycling.

Policies

1. The City will encourage schools to provide bicycle racks for use by students, faculty and administration.
2. The City will support community sponsored bicycle events as appropriate.

OBJECTIVE #3: To encourage employers to promote bicycle use among employees and customers.

Policies

1. The City will contact major employers about providing bicycle facilities and employee incentives for bicycling to work.
2. The City will coordinate with Clackamas County annually to promote and encourage citizen participation in National Bike-to-Work Week.

GOAL STATEMENT 4: Reduce the number of bicycle-related accidents by increasing safety and security of

bicyclists.

OBJECTIVE #1: To promote bicycle safety education programs for the improvement of bicycle handling skills, traffic skills, and observation of traffic laws, and to promote safety for bicyclists of all ages.

Policy

1. The City will participate and/or pursue activities for Milwaukie residents that increase bicyclist safety and reduce the number of bicyclist-related accidents.

OBJECTIVE #2: To promote motorists' understanding of the need for sharing the road.

Policy

1. The City will coordinate with Clackamas County and Metro on the distribution of information to motorists on bicycle traffic laws and sharing the road.

OBJECTIVE #3: To reduce bicyclist and motorist violation of traffic safety laws.

Policy

1. The City will promote an increased awareness and enforcement of motor vehicle and helmet laws as they relate to bicyclists and motorists.

OBJECTIVE #4: To increase security for bicycles and bicyclists.

Policy

1. The City will participate in efforts to increase security for bicycles and bicyclists.

TRANSIT

GOAL STATEMENT 1: Work with Tri-Met to provide local citizens with a convenient and accessible public transit system that is integrated with other transportation modes and transit-supportive land use development.

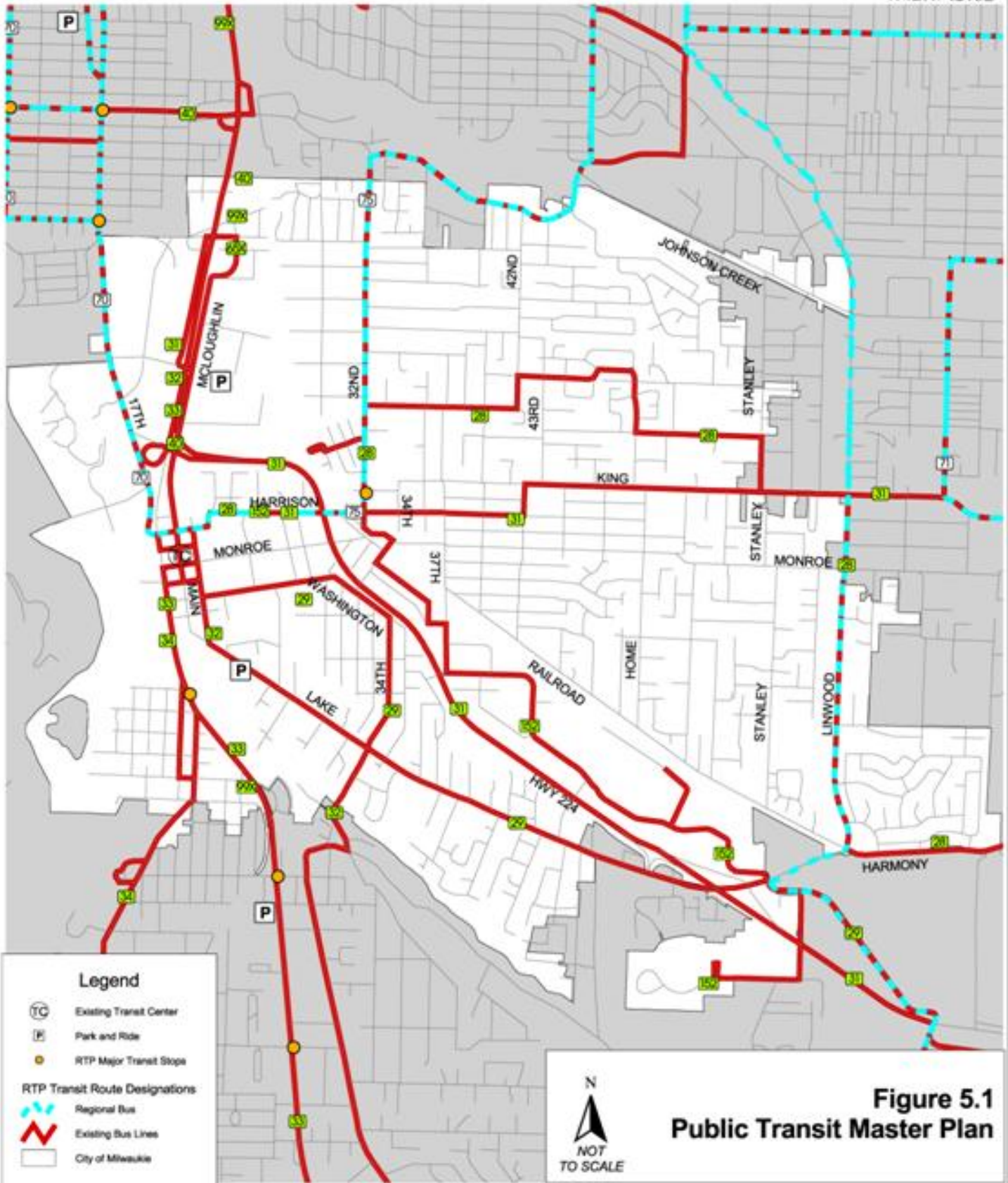
OBJECTIVE #1: To integrate transit facilities and services, as appropriate.

Policies

1. The City will continue to require that new development along transit routes provide transit and passenger related amenities through the Transportation Planning Review process.
2. The City will actively continue to support and participate in high capacity transit planning and development through Milwaukie and the region.
3. The City will coordinate with Tri-Met to provide benches, bus shelters, bicycle parking, and other passenger amenities at transit facilities to encourage the use of transit by pedestrians and bicyclists.
4. The City will work with Tri-Met and Clackamas County to implement special needs transportation in accordance with the Americans with Disabilities Act (ADA).

DKS Associates

City of Milwaukee Transportation System Plan



5. The City will coordinate with Tri-Met when planning for road improvements on transit routes or arterials and collectors suitable for transit routes, to ensure that structural and design aspects are addressed.
6. The City will participate in the planning of future Fastlink routes through Milwaukie to provide high quality service along busy corridors not served by high capacity transit.

OBJECTIVE #2: To connect local walkways and bikeways to the public transit system that serves regional destinations and activity centers including the Milwaukie Town Center.

Policies

1. The City will improve pedestrian and bicyclist accessibility along major transit routes and to transit stations using the adopted Walkways and Bikeways Network Master Plans.
2. The City will continue to coordinate with Tri-Met to ensure adequate pedestrian connections to transit routes and station locations.

OBJECTIVE #3: To support a public transit system that is accessible to the largest number of people.

Policies

1. The City will locate transit-oriented development around transit stations, along major transit routes, and in the designated Town Center area.
2. The City will support more intense and mixed use zoning designations in areas around transit stations, along major transit routes, in the designated Town Center and along designated Main Street areas identified in the Metro 2040 Growth Concept Plan, through provisions in the Comprehensive Plan and Zoning Ordinance. The City will seek higher concentrations of employment opportunities, residential development and commercial uses in these areas. The City will ensure that development is built consistently with the density allowed by zoning, while protecting the livability of existing neighborhoods.

3. The City will encourage provision of housing for the elderly and moderate income families to be located in close proximity to public transit facilities and services, and interconnected transportation facilities such as walkways and bikeways.
4. The City will coordinate with Tri-Met to ensure that pedestrians and disabled people are accommodated as needed at transit locations and with transit services.
5. The City will continue to coordinate with Tri-Met to ensure that transit opportunities are provided to employees at major employment centers.
6. The City will ensure that transit-oriented public facilities are located along the Primary Transit Network as defined in the Regional Transportation Plan.

GOAL STATEMENT 2: Ensure that Tri-Met maintains and enhances existing and future transit facilities and services to encourage use.

OBJECTIVE #1: To coordinate with Tri-Met on an ongoing transit facilities maintenance program.

Policy

1. The City will coordinate with Tri-Met to ensure that safe, convenient, and well-maintained transit facilities and services are provided by Tri-Met throughout the City.

OBJECTIVE #2: To coordinate with Tri-Met and adjacent jurisdictions on identifying existing and future transit related needs.

Policies

1. The City will coordinate with Tri-Met and adjacent jurisdictions on the annual identification of transit facility and service needs based on public input.

2. The City will coordinate with Tri-Met in long-range transit planning and service delivery including the high capacity transit system and the Primary Transit Network in the Regional Transportation Plan.

OBJECTIVE #3: To support adequate funding for planned transit system improvements.

Policies

1. The City will support Tri-Met, ODOT, Metro, and other agencies that apply for transportation funds to implement planned transit system improvements which affect Milwaukie and the greater region.
2. The City in cooperation with Tri-Met, ODOT, Metro, and other agencies will investigate nontraditional funding sources to implement improvements to the local and regional transit system.

STREETS

GOAL STATEMENT 1: Provide an accessible transportation system that links different transportation modes to destinations within the City and to regional destinations using the regional transportation network.

OBJECTIVE #1: To rely on existing Freeways/Expressways and Major Arterials as the regional streets network, for the through movement of regional traffic.

Policies

1. The City will work with Metro, Clackamas County, the City of Portland and ODOT to ensure that Interstate-205, ORE 224 (Milwaukie Expressway), ORE 99E (McLoughlin Boulevard), and ORE 213 (SE 82nd Avenue) are the primary thoroughfares for regional traffic, and that these corridors are properly maintained and provide adequate capacity so that through traffic does not divert to alternative routes while in the City.
2. The City will continue to work with ODOT, Clackamas County, the City of Portland and Metro to either improve existing routes or develop a new east/west corridor route that functions as a supportive

arterial corridor for city-wide traffic through the region.

3. The City will encourage locally provided employment and commercial opportunities in order to lessen the number of locally generated regional work and shopping trips.
4. The City will continue to participate in the regional Joint Policy Advisory Committee (JPACT) to identify solutions to congestion problems along the McLoughlin Boulevard corridor. In evaluating alternatives, the following factors will be considered:
 - Plans for the Town Center and Riverfront development will be integrated with highway improvements.
 - The opportunity will be taken during any improvement or modification to create new and more efficient vehicular access to the riverfront, as well as bicyclist and pedestrian access not in conflict with motorized transportation.
 - Improved pedestrian and bicyclist connections will be provided between downtown and the riverfront through the provision of walkways and bikeways, amenities, signals, separated crossings, etc., designed to ensure the safety of pedestrians and bicyclists. Options will be considered to minimize traffic impacts through the downtown core area.

[GOAL STATEMENT 2: Provide a safe, well-maintained, cost-effective and convenient transportation system.](#)

OBJECTIVE #1: To classify roadways within the City for the multimodal functions and adjacent land uses they serve.

Policies

1. The following definitions will apply for each of the street types listed below:

Freeway: Freeways provide for high speed and high volumes of traffic efficiently and safely. These facilities generally provide direct land access. Access control and other methods will be used on nearby cross streets in the area of interchanges to preserve and protect the operation of the facility.

Freeways connect interstate, inter-regional and intercity origins and destinations and generally carry the largest portion of trips entering and leaving the urban area. Freeways typically do not serve intra-city travel and are not effective in servicing local traffic. The objective of these facilities is to service the longer trips and higher volumes of a region.

Arterial: Arterials serve to interconnect and support the regional arterial highway system. They serve key regional as well as citywide function of connectivity. Arterials link major commercial, residential, industrial and institutional areas. They are typically spaced about one mile apart to assure mobility and reduce the incidence of traffic using collectors, neighborhood routes, or local streets in lieu of a well placed arterial street. Access control is a key element of arterials, to assure safe and adequate service to transit, automobiles and trucks. Usually, arterials provide access to freeways.

Collector: Collectors provide both access and circulation within residential neighborhoods and commercial/in-dustrial areas. They serve a citywide function of connectivity. Together with arterials, collectors are typically spaced about one-half mile apart. Access control for collectors is not as high a priority as for arterials, but is especially needed near intersections with other collectors or arterials. Collectors serve residential neighborhoods, distributing trips from the local street system and distributing it to and from the arterial street system. Neighborhood traffic management strategies can be appropriate for use on collectors in residential areas. Collector street design can vary by land use type (residential, commercial).

Neighborhood: Neighborhood routes serve to allow local traffic in and out from residential areas to arterials and collectors. They are similar to local streets in design (with residential frontage), but carry more traffic and are routes commonly used by local residents. Neighborhood routes do not provide citywide circulation, but mainly serve an immediate neighborhood. Because their traffic levels are greater than local streets and potential for speeding can be higher, neighborhood traffic management techniques can be appropriate.

Local: Local streets have the sole function of providing access to immediate adjacent land. These streets do not serve through traffic. Local street design can vary by land use type (e.g., residential, commercial, industrial).

Figure 6.1 shows the classification of streets within the City. Design criteria for these streets are found in the Transportation Improvement Standards Tables of the Zoning and Subdivision Ordinances. Figure 6.10 is the Automobile Master Plan.

2. The City will continue to work with Metro, Clackamas County and the City of Portland to ensure

that the road system is maintained, and that compatible classifications and standards are enforced.

3. The City will continuously develop and refine street design standards as necessary to reflect multimodal needs, adjacent land uses, available rights-of-way and changes to regional, State and federal guidelines and standards.
4. Planting strips and street trees between the sidewalk and curb shall be incorporated into the design of arterial, collector and neighborhood routes, and vehicle lane widths shall be minimized whenever feasible and safety is not compromised in order to incorporate walkways, bikeways and parking strips.

OBJECTIVE #2: To improve the access, circulation and safety of roadways.

Policies

1. The City will prioritize and complete roadway improvements when funding becomes available that address the following:
 - Improvements for Pedestrians and Transit Riders
 - Improvements at High Accident Locations
 - Street Maintenance Improvements
 - Neighborhood Traffic Calming
 - Improvements for Bicyclists
 - Improvements to Bring Inadequate Travel Lanes up to City Current Standards
2. All transportation-related improvements will be designed and constructed to meet City standards developed in the City's Roadway Manual, the Americans with Disabilities Act (ADA), and to address provisions for bicycling, walking and transit.
3. Transportation improvements will be reviewed and may be required of applicants as part of development and/or redevelopment project approval.
4. The City will consider adoption of a System Development Charge (SDC) for transportation that would be applied to new development.

5. The location, timing, and funding sources for road construction and improvement projects within the City will be guided by the Transportation System Plan.
6. The City will coordinate with ODOT to address improvements to State highways within Milwaukie that will benefit all modes of transportation.

OBJECTIVE #3: To ensure that neighborhood and local streets serve local traffic in a safe manner.

Policies

1. The City will develop and implement a Neighborhood Traffic Management Program and will incorporate guidelines and criteria to be developed in the City's Roadway Manual.
2. Funding sources to help implement the Neighborhood Traffic Management Program will be continuously pursued.

OBJECTIVE #4: To maintain traffic flow and mobility on arterial and collector roadways.

Policies

1. The City will conduct studies, or coordinate on them with appropriate agencies, along Arterial and collector roadways to determine if and where access control measures should be implemented. Priority corridors for study will be ORE 224 and ORE 99E.
2. As part of the development review process, the City will ensure that all new driveway placements along arterial and collector roadways will be in accordance with the City's adopted access management system.

OBJECTIVE #5: To maintain City streets in good to excellent condition as defined by the Pavement Quality Index.¹

Policies

1. The City will continuously pursue funding sources to help meet street maintenance needs.
2. The City will continue to provide a regular street sweeping and general maintenance program.
3. The City will make maintenance improvements to roadways as funds become available.
4. The City will continue to coordinate with Clackamas County and ODOT to ensure adequate maintenance of their jurisdictional roadways in and near Milwaukie.

1 PMS Report and Results, by Pavement Management Systems Inc., for the City of Milwaukie, August 1995.

OBJECTIVE #6: To enhance street system connectivity wherever practical and feasible.

Policies

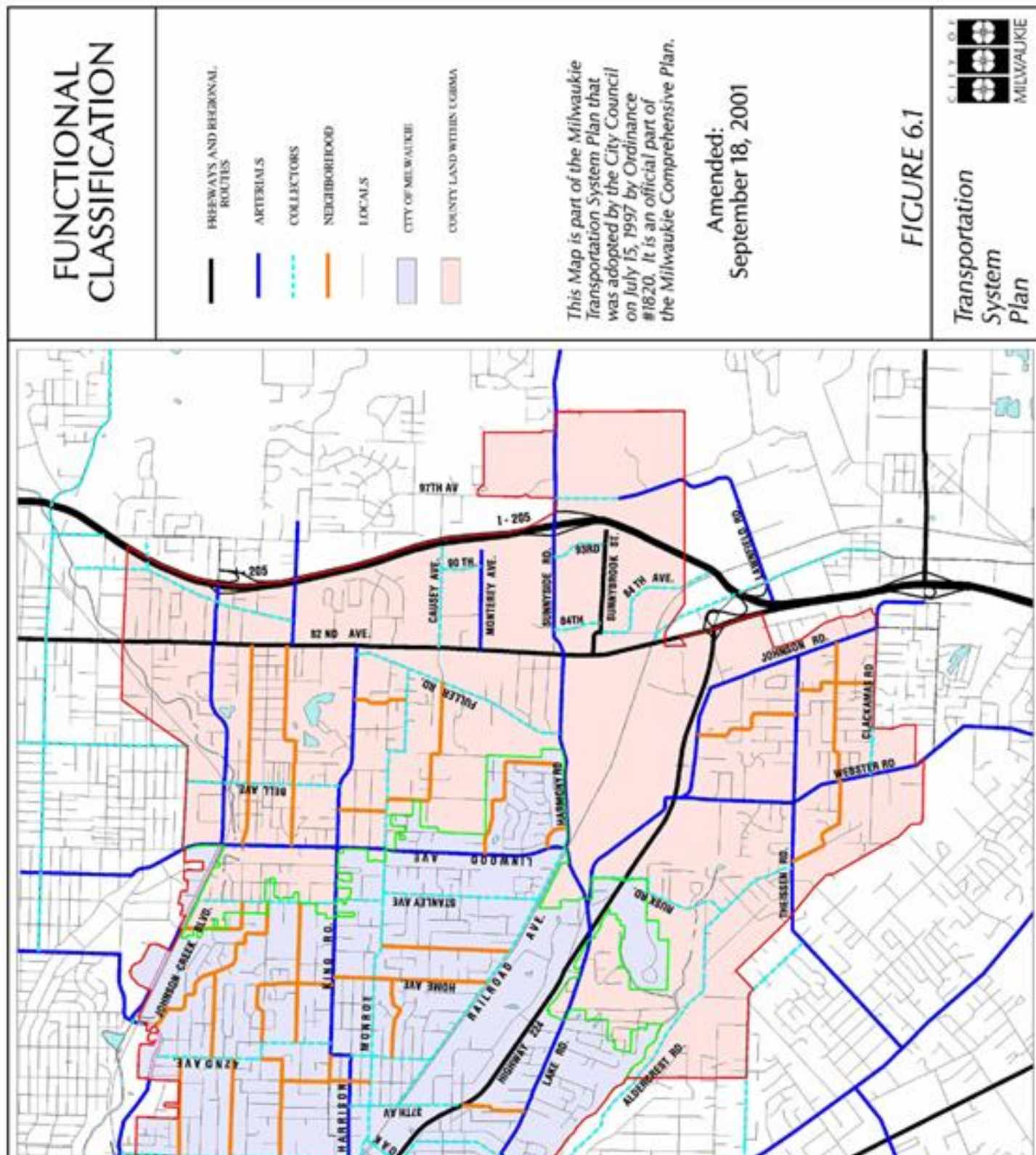
1. The City will anticipate opportunities to incrementally extend and connect streets and require street connectivity through the development review process, as appropriate.
2. The City will not permit closed street systems and cul-de-sac designs with new development unless existing lot configurations, topography, or development patterns prevent full street extensions.
3. The City will permit narrow street designs where appropriate, to conserve land, calm traffic or promote connectivity.

OBJECTIVE #7: To protect the functional classification, capacity and level of service of the transportation system.

Policies

1. The city will establish an “adequate transportation facility” requirement and performance standards in Milwaukie Municipal Code Chapter 19.1400 to assure that allowed land uses are consistent with the identified function, capacity and level of service of the transportation service.

2. The city will establish a transportation impact analysis procedure in Milwaukie Municipal Code Chapter 19.1400 of the Zoning Ordinance to provide a consistent framework to evaluate impacts of quasi-judicial plan amendment, zone change and conditional use permit applications and development review applications and the basis to require reasonable and proportionate mitigation of transportation impacts.



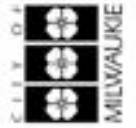


AUTOMOBILE MASTER PLAN

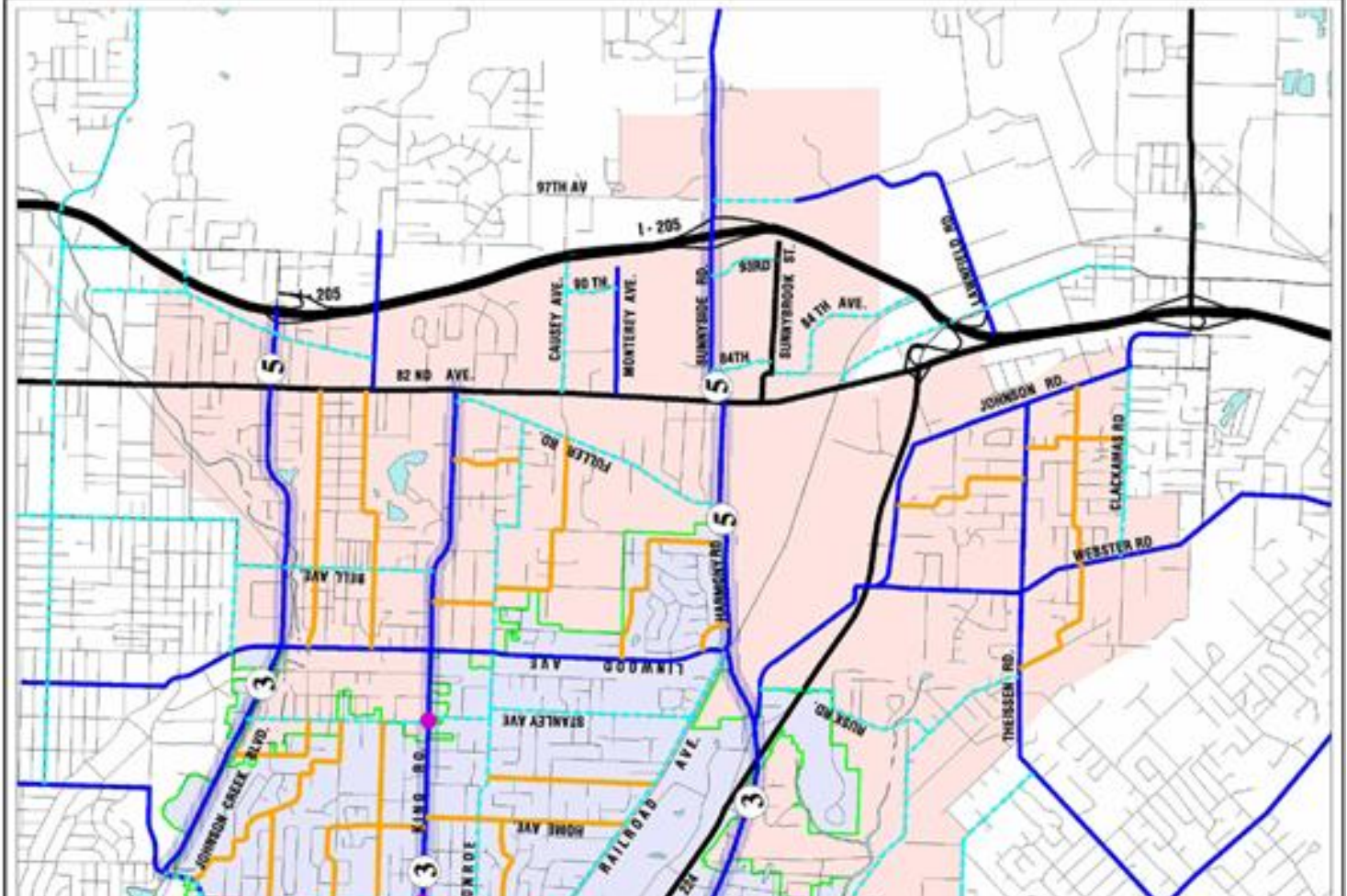
- FREEWAYS AND REGIONAL ROUTES
- ARTERIALS
- - - COLLECTORS
- NEIGHBORHOOD LOCALS
- NEW TRAFFIC SIGNALS
- ▨ ULTIMATE NUMBER OF LANES
- ▨ OREGON 251 / 96E ACCESS CONTROL STUDY AREA

This Map is part of the Milwaukee Transportation System Plan that was adopted by the City Council on July 15, 1997 by Ordinance #1820. It is an official part of the Milwaukee Comprehensive Plan.

FIGURE 6.10



Transportation System Plan





RAIL AND TRUCK FREIGHT

GOAL STATEMENT 1: Ensure a safe, accessible and efficient rail freight system that facilitates the movement of goods to Milwaukie and through the region and State while minimizing conflicts with other travel modes.

OBJECTIVE #1: To ensure that commercial rail transportation moves safely and efficiently through Milwaukie and is accessible to Milwaukie businesses, as appropriate.

Policies

1. The City will coordinate with local railroad companies and the Oregon Public Utilities Commission to provide an efficient and accessible commercial railroad system in and through Milwaukie.
2. The City will coordinate with local railroad companies and the Oregon Public Utilities Commission to seek funds that will improve all at-grade railroad crossings in the City from asphalt to concrete or rubberized material.

GOAL STATEMENT 2: Ensure a safe and efficient passenger rail system through Milwaukie that minimizes conflicts with other travel modes.

OBJECTIVE #1: To ensure that passenger rail transportation moves safely and efficiently through

Milwaukie.

Policies

1. The City will coordinate with the Oregon Public Utilities Commission and commercial railroad companies to provide an efficient passenger rail system through Milwaukie.
2. The City shall work with other jurisdictions and agencies in the region to plan for and implement if feasible, passenger rail service to and from Milwaukie going to other destinations in the region.

GOAL STATEMENT 3: Provide a safe, cost-effective and efficient truck route system that facilitates the movement of goods and services to Milwaukie and through the region.

OBJECTIVE #1: To ensure that trucks have appropriate and adequate access within the City and through the region to deliver goods.

Policies

1. The movement of goods and business-oriented truck operations region-wide through Milwaukie will be encouraged to the maximum extent possible to use the Major Truck Routes as identified in Figure 7.1.
2. Trucks that deliver goods and business oriented trucks with destinations within the City will be encouraged to travel on the minor preferred truck routes whenever possible. Trucks should avoid neighborhood and local streets not identified on the map, unless they are delivering to destinations on these streets.
3. Actions to encourage truck usage on identified preferred local routes will include the notification of appropriate freight carriers and a comprehensive system of signs.
4. The City will coordinate with Clackamas County and ODOT to implement improvements along truck routes on County roads and State highways, as identified in the Transportation System Plan, to ensure safety of truck movement.

5. The City will work with the private sector and public agencies as appropriate to:
 - develop the regional Intermodal Management System (IMS),
 - monitor the efficiency of freight movements on the regional transportation network, and
 - reduce inefficiencies or conflicts on the freight network.

6. The City will implement improvements along truck routes maintained by the City as identified in the Transportation System Plan, to ensure safety of truck movement.

7. The City will ensure that implementing ordinances provide for adequate freight loading and parking areas in commercial and industrial zoning districts and in the Milwaukie Town Center.

TRANSPORTATION PLANNING RULE

GOAL STATEMENT 1: Improve and enhance the livability of Milwaukie residents by decreasing reliance on the automobile and increasing the use of other modes to minimize transportation system impacts on the environment.

OBJECTIVE #1: To promote bicycling, walking and transit as more accessible modes of transportation through required improvements to the transportation system and land uses connecting to the transportation system.

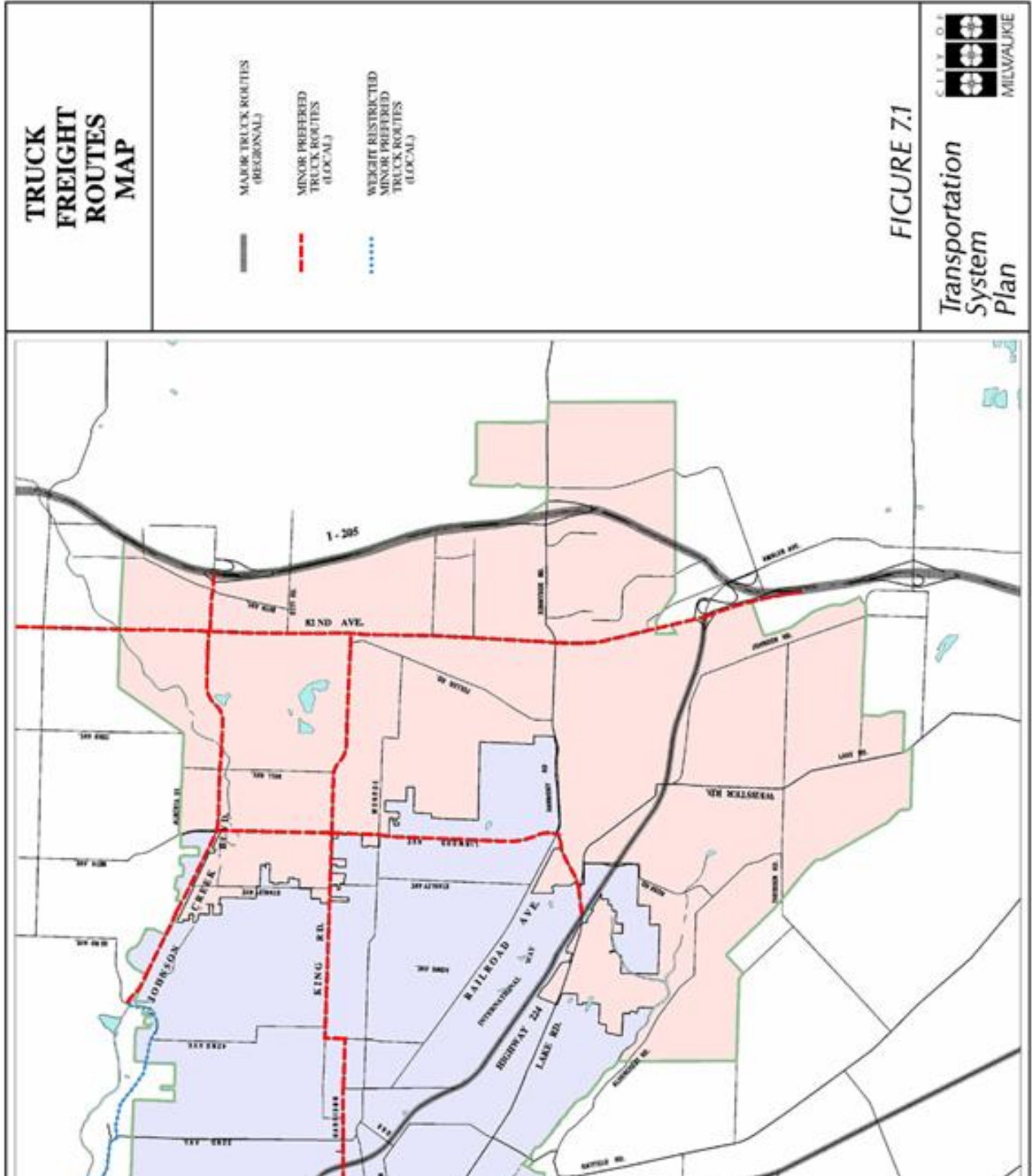
Policies

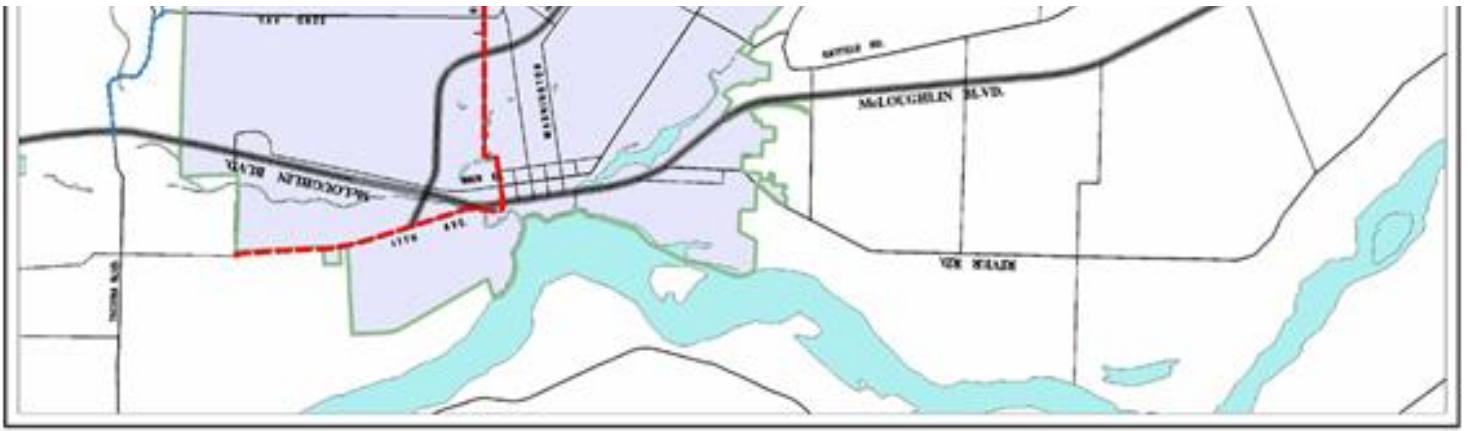
1. To implement local, State, and regional transportation plans, the City will conduct development review for new development proposals including any construction, renovation, expansion, alteration, or change of an existing use. The development review process shall be conducted as a limited land use decision process. The Community Development Director shall have the authority to condition development proposals in a manner that will meet transportation planning objectives.

2. For proposed City-initiated transportation facilities, services, and improvements that require review under the Milwaukie Comprehensive Plan, the review process will be coordinated and

consolidated with other jurisdictions whenever possible.

3. As part of the next periodic review of the Comprehensive Plan, the City will prepare corridor design plans for commercial corridors in the City. Key locations shall include the ORE 99E (McLoughlin Blvd.) and ORE 224 corridors. The plans will address





opportunities for combined access and include new design standards encouraging pedestrian orientation. The specific plan concept will be investigated as a means to implement the corridor plan.

Other recognized corridors providing access to housing and jobs are:

- 17th Street (from Harrison to northern city limits)
- Johnson Creek Blvd. (from the “T” intersection north of the Springwater Trail to the eastern city limits)

Land uses and transportation improvements along all corridors should be designed to promote transit, bicycling and walking.

TRANSPORTATION DEMAND MANAGEMENT

GOAL STATEMENT 1: Provide a Transportation Demand Management Program that works with employers and residents in Milwaukie to meet regional air quality and vehicle miles traveled reductions.

OBJECTIVE #1: To develop strategies and implement programs that can provide Oregon Department of Environmental Quality (DEQ) ECO Program compliance assistance to major employers/businesses and can assist the City in meeting Vehicle Miles Traveled (VMT) reductions for destination (i.e., work end) commutes and off-peak travel demand trips.

Policies

1. The City will work with the Oregon DEQ, Tri-Met, Metro and neighboring jurisdictions to provide marketing, technical and program assistance to major employers for ECO Program compliance.
2. The City will develop and implement a local Transportation Demand Management Program that compliments, expands and improves access to regional transit pass subsidies, emergency rides home, and carpool/carpool matching database to major employers.

PARKING

GOAL STATEMENT 1: By 2015, reduce the number of overall parking spaces in the City by 10%.

OBJECTIVE #1: To develop strategies and implement programs/activities that reduce the overall need and number of parking spaces in the City.

Policies

1. The City will evaluate existing and future parking needs and develop a Parking Plan for the designated Town Center Plan area.
2. The City will coordinate with Clackamas County, the City of Portland, Metro, Tri-Met, and other jurisdictions, agencies and community organizations on strategies and activities to reduce the need for parking spaces.

PUBLIC FACILITIES AND SERVICES ELEMENT

GOAL STATEMENT:

To plan, develop and maintain a timely, orderly and efficient arrangement of public facilities and services to serve urban development.

Background and Planning Concepts

Milwaukie provides a full range of services needed to support urban development. Statewide Goal #11 states that development should be provided with services at levels “appropriate for, but not limited to, the needs and requirements of . . . the area to be served.” To satisfy Goal #11, each jurisdiction is required to develop a Public Facilities Plan (PFP) which will outline water, sanitary sewer, storm sewer, and transportation projects needed over the next two decades, their timing, costs, and possible funding sources.

The City has commissioned two urban services studies: the Cogan Report (1983) and the Don Barney Study (1987), to define how the City should respond to service needs in unincorporated but developed areas surrounding the City. As a result, the City adopted an Urban Services Policy and Urban Growth Policies that serve to guide the City's response to urban service needs outside of its present city boundaries.

To adequately respond to and to plan for public facilities and service needs, the City found it had to establish an ultimate boundary for the area within which City services may be offered. The City Growth and Governmental Relationships chapter of the Plan establishes long and short term strategies to work with Clackamas County, cities, and numerous service districts in identifying and evaluating alternatives for the ultimate provision of urban services. The State PFP rule requires intergovernmental agreements between the County, cities, and service districts that outline the responsibility for provision of urban services. The City is negotiating these agreements with the jurisdictions surrounding Milwaukie.

The overriding concepts for public facilities and services are to improve conditions for existing residents and businesses, to plan for and make available facilities and services for development within the City and within the City's growth area, and to cooperate with other public and semi-public agencies in providing the best services at the lowest cost.

Following are brief descriptions of the conditions and problems of facilities and services.

Water Services

Milwaukie has, in the past, had difficulty supplying all the water that residents require during the hot summer months. The City studied the problem and has constructed new water storage facilities and wells in the southeast portion of the City. With 7 deep wells and 6 million gallons of storage capacity, water resources are adequate to serve the City at full development. The distribution system operated by the City forms a service area bounded by Johnson Creek Boulevard on the north, Linwood Avenue on the east, Lake Road and Kellogg Creek to the south and Willamette River to the west. System improvements in the Island Station area were completed in 1982, completing a general upgrading of the distribution system to urban service levels begun in the early 1970's.

Over the last 7 years major changes in water provision have occurred in the area east of Milwaukie. Two small districts have been absorbed: Clackamas Water took over Stanley and Milwaukie took over Wichita through annexation, adding almost 500 new water customers to the City.

As a result of Milwaukie's growth policies and the region's water needs, Milwaukie is in the process of renegotiating its intergovernmental agreements to address facility and service needs.

Milwaukie's water system is also facing aquifer contamination problems. In the summer of 1988, three of the City's seven municipal wells were found to be contaminated by trichloroethylene (TCE), an industrial solvent. The City closed down its wells and has contracted with the City of Portland for water supply. The City is cooperating with DEQ to determine if the contamination is of regional concern and is also exploring methods, such as aeration systems, to eventually return the City wells to use for water supply.

Sewer Services

Milwaukie's sewage collection system is installed and maintained by the City but is integrated into the Clackamas County Service District 1 (CCSD #1) system. The District owns and operates the Kellogg Creek treatment plant which serves the cities of Milwaukie and Johnson City as well as the unincorporated areas in the district. The plant is designed to provide treatment for 10 million gallons of sewage per day (MGD) but currently provides treatment for 6.4 MGD. Milwaukie purchased 4 MGD of treatment capacity, which represents 20% of the plant's capacity at full development but 40% of today's capacity. The City utilizes only 3 MGD of capacity which leaves sufficient capacity to accommodate projected full development in the City.

Based on population growth and economic development, the Kellogg treatment plant may need to expand or additional treatment facilities may need to be constructed elsewhere. Projections indicate the treatment capacity needed is 20 MGD, double what was originally planned. The District has purchased sufficient land south of the present plant to accommodate the expansion. If the plant is expanded, Milwaukie's financial arrangement with the District may have to be renegotiated. Plant expansion may also encroach into Milwaukie neighborhoods as well as into the Greenway.

Milwaukie recently conducted inflow and infiltration (I & I) studies which indicated potential I & I problems during wet weather periods in the older portion of the collector system. This resulted in some line rehabilitation with more scheduled.

CCSD #1, in conjunction with the City of Milwaukie, completed a study in 1987, that identified sewer needs

in this area, the Johnson Creek/Lents Interceptor drainage basin. The Lents Interceptor is part of the City of Portland's system but traverses this section of Clackamas County. The study identified Milwaukie as the logical provider of sanitary sewers in the area west of Linwood Avenue to the City limits. Since both Milwaukie and CCSD #1 have agreements with Portland to utilize the Interceptor both agencies could serve the unincorporated area that drains to this interceptor. The City has informed CCSD #1 of its intention to provide service in it's Urban Growth Management Boundary.

Because Milwaukie's annexation activity has resulted in annexation into CCSD #1 territory, and because of the potential treatment plant expansion, Milwaukie is renegotiating its contract with CCSD #1.

Drainage and Streets

The steady urbanization of the Milwaukie area has resulted in more and more of the land being covered by buildings and streets, creating a higher storm runoff and obstructing natural soil percolation processes. The result has been the prolonged ponding of water after storms and flooding of public streets and private yards. Street flooding causes erosion and damage to the pavement and presents a constant and expensive maintenance problem. Roadside ditches, now used to carry away excess runoff, present a traffic hazard and severely limit road improvements. Major street improvements throughout the Milwaukie area cannot proceed without adequate storm drainage facilities.

The City of Milwaukie currently has approximately 22 miles of storm drains within the City. In addition, many of the areas are served by sumps or drywells. With 65 miles of road compared to the 22 miles of storm drainage, storm drainage continues to be a major issue within the City of Milwaukie.

In 1979, the City updated a drainage study identifying priority areas for storm drainage improvements. A master plan for storm drainage in the City was prepared. The plan acknowledged the impact of development to the east of Milwaukie on storm drainage capacity. Milwaukie is the terminus for several regional drainage basins - Johnson, Kellogg, Mt. Scott, and Phillips Creeks. Storm drainage is an area-wide concern requiring a regional planning process.

On two occasions within the last 15 years, the City has attempted to pass a levy for construction of storm drains. A 1987 Utility District proposal to fund a storm drainage trunk system failed. The method for funding needed improvements has been and continues to be a major issue within Milwaukie.

Solid Waste

Solid waste collection in Milwaukie is handled by private businesses operating under garbage collection franchise permits issued by the City. Solid waste is currently trucked by these collectors to the Metro South Station where it is then trucked to the St. Johns Landfill. This landfill is expected to reach capacity in 1990. Metro and local jurisdictions are currently participating in the development of a solid waste management plan which will result in reducing the amount of solid waste generated, reusing materials, recycling materials that cannot be reused, recovering energy from solid waste, and landfilling other materials. Metro estimates that up to 52 percent of all wastes are potentially available for reduction, reuse, and recycling. A State statute requiring curbside pickup of recyclables by garbage haulers was passed in 1987. The City of Milwaukie, however, has required its collectors to provide recycling pickup since 1984.

Currently, within the City limits of Milwaukie there are many solid waste facilities in operation. Solid waste facilities, other than recycling centers, may be located in the City consistent with their obtaining a Metro franchise, contract or license, and the provisions of the City of Milwaukie Comprehensive Plan and Zoning Ordinances.

With the completion by Metro of a model ordinance for the safe siting of solid waste facilities, the City of Milwaukie will reevaluate its zoning ordinance. This evaluation will reinsure that planned solid waste facilities may be provided for, consistent with clear and objective standards that do not effectively prohibit solid waste facilities.

Police Service

The Milwaukie Police Department has had an overall trend since 1979 of significant increases in reported crime, as well as requests for service for non-criminal purposes. Service delivery is made more difficult by the complex boundaries to the east of the City. The police station, now overcrowded and poorly located, has become obsolete. The City is evaluating alternative locations depending upon availability and funding.

Fire Service

The Milwaukie Fire Department, along with the two other fire districts in the area, operate under a mutual response agreement whereby the nearest fire station will automatically respond to an alarm regardless of jurisdictional boundaries. This has overcome boundary confusion, and has increased the level of efficiency and service. A similar agreement between the fire departments of Milwaukie and Portland has also been established. As new areas are annexed to the City, locations for facility, equipment, and personnel may need to be assessed to ensure uniform service delivery. Clackamas Fire District No. 1 and Oak Lodge Fire District No. 1 serve areas to the east and south of the City respectively.

Schools

North Clackamas School District No. 12 serves the entire North Clackamas area which includes Milwaukie, and operates eighteen grade schools, four junior high schools and three high schools, as well as an occupational skills center. Within the current City limits, North Clackamas School District No. 12 operates five grade schools, two junior high schools, and one high school. Other private grade and high schools also operate in the Milwaukie area. According to the School District, most elementary schools in the Milwaukie area are slightly below capacity, while junior and senior high schools are at or slightly exceeding capacity. Most future growth in the area is anticipated east of I-205, where the District is assessing potential school sites. No additional new school construction is foreseen in Milwaukie through 2005. Some additions to existing schools may be needed. Clackamas Community College (CCC) serves the Milwaukie area providing technical and vocational programs as well as lower division college courses. Harmony Elementary School was converted in 1988 to a branch for the Oregon Institute of Technology (OIT). CCC will offer a lower division program in electronics and OIT will offer upper division courses. This joint venture will likely be expanded to include other technical degrees in the future.

Health Care Services

The primary health care facility in the Milwaukie area is Providence Milwaukie Hospital, an 83 bed acute care facility located in Milwaukie. This hospital, whose service area includes Clackamas County and part of southeast Portland, offers a complete scope of secondary medical services with primary care services provided through an emergency department.

Occupancy rates range from 25-50%, reflecting current trends in shorter stays and higher overall health care costs.

Three other hospitals are also located in Clackamas County and serve various segments of the county population. These are Willamette Falls Community Hospital, Meridian Park Hospital, and the Kaiser Sunnyside Medical Center located southeast of the City. There are also considerable public and private facilities for the care and accommodation of the elderly in Milwaukie and vicinity.

Governmental Services

The City of Milwaukie provides a full range of municipal services including records, finance and general administration, planning and zoning, water, storm and sanitary sewer, road construction and maintenance, street lighting, fire, police, parks and recreation, library, a community center, municipal court, and support services to neighborhood organizations (subject to budget allocations as approved by the City Council). City

Hall is presently over-crowded and a new or expanded facility is needed to adequately accommodate and consolidate city government.

Utilities

The public welfare requires installation of energy and related communication facilities in all areas where people live, work or find recreation. Portland General Electric operates four substations and a network of 115KV transmission lines through the Milwaukie area. Additional facilities and modifications to existing facilities are required to meet the public need for energy due to population growth, conservation of energy, changes in energy sources, and consumption and reliability requirements.

Pacific Northwest Bell operates an electronic switching center in Milwaukie which serves the entire area. Underground conduits containing distribution lines have been located throughout the entire area, and many existing overhead lines are being relocated underground.

Northwest Natural Gas operates a system of underground distribution lines to provide natural gas to area residents and businesses.

Cable television service has existed in Milwaukie since 1983. Currently, 52 channel service is offered, carrying satellite channels, educational telecourses, and a local cable access channel. Service is available to all households.

The City obtains franchise fees from all utility providers.

OBJECTIVE #1 — PRIORITY

To ensure that adequate levels of public facilities and services are provided to existing City residents and businesses as a first priority as urban development or growth occurs.

Policies

1. The City will create an overall growth strategy that will enable the City to accommodate development within the City and in the City's Urban Growth Management Area.

2. The City will ensure that existing residents and taxpayers do not pay unfairly for services delivered outside its limits or to non-City residents.

OBJECTIVE #2 — COORDINATION

To encourage cooperation and coordination between all public service agencies to maximize the efficient provision of all services.

Policies

1. The City will cooperate with other service providers in North Clackamas County in the studies to determine the most efficient methods of delivering urban services to the urban areas.
2. The City will negotiate intergovernmental agreements with service providers to outline service responsibilities as city growth occurs.

OBJECTIVE #3 — COMMUNITY DEVELOPMENT

To utilize public facilities policies to support land uses as outlined in the Comprehensive Plan.

Policies

1. The City will maintain a Public Facilities Plan in conformance with other Plan elements and Statewide Planning Goals. The Public Facilities Plan is part of the Comprehensive Plan. The Public Facilities Plan will identify needed facilities to support the land uses as shown on the Comprehensive Plan land use map and within the Urban Growth Management Boundary.
2. Public facilities improvements should be made as properties develop. These improvements shall be consistent with the land use map and Public Facilities Plan.
3. The City shall utilize the Public Facilities and Improvements Ordinance to provide public facilities

improvements as property development occurs.

OBJECTIVE #4 — WATER SERVICE

To develop and maintain water services and cooperate with other agencies to provide an adequate and efficient provision of water services.

Policies

1. The City will maintain and safeguard groundwater as the primary water supply source for the community, but will also insure a reliable supply through the development and maintenance of alternate water sources for use during emergencies or periods of extremely high demand.
2. The City will continue to develop water storage and well sources to ensure the availability of adequate water supply and water pressure in all areas of the City. Water pressure will be provided at standard pressures (40-100 lbs. per sq. inch) to all users whenever possible.
3. The City will strive to be self-sufficient in meeting the water demands of its residents.
4. The City will coordinate the development of water supply and storage facilities with the water distribution system to make maximum efficient use of all existing and future facilities.
5. The City will participate in regional studies and programs aimed at defining water needs, demands and service delivery systems.
6. The City will provide facilities, as necessary, to maintain an adequate level of water quality for all of its users.

OBJECTIVE #5 — SANITARY SEWER SERVICE

To continue to provide adequate wastewater collection and treatment to all Milwaukie residents.

Policies

1. The City will continue to cooperate with the Clackamas County Service District No. 1 in contracting for capacity of the Kellogg Creek Treatment Plant. The City will comply with Federal and State clean water requirements in managing the wastewater collection system.
2. The City will maintain and improve the existing sanitary sewer system through preventive maintenance and ongoing appraisal.
3. The City will ensure that all future residents are provided with adequate wastewater collection services.
4. The City recognizes and assumes its responsibility for operating, planning, and regulating wastewater systems as designated in Metro's Waste Treatment Management Component.
5. The City will participate in examining feasible alternatives for decommissioning the Kellogg Creek Treatment Plant. The City will pursue a regional approach, working in partnership with special districts in the North Clackamas County area, to assure adequate sewer service to accommodate projected growth in Milwaukie.

OBJECTIVE #6 — DRAINAGE AND STREETS

To improve the storm drainage and collection system within the City in order to alleviate seasonal flooding problems and to allow for permanent street and sidewalk improvements.

Policies

1. The City will promote the construction of a storm drainage system, with highest priority given to the drainage basins suffering the most severe problems as identified on an ongoing basis.
2. The City will promote the construction of street, curb, and sidewalk/bikepath improvements coordinated with the construction of a storm drainage system, with highest priority given to streets designated as arterials, collectors, bikeway streets, or streets serving public transportation.

3. New development will be designed to limit storm drainage runoff outside project boundaries, or will provide a storm drainage and collection system within the project.
4. The City will cooperate with other affected agencies in exploring regional solutions to the storm drainage problem.
5. The City will restrict development within drainageways to prevent erosion, regulate stormwater runoff, protect water quality, and protect and enhance the use of drainageways as wildlife corridors.

OBJECTIVE #7 — SOLID WASTE

To continue to ensure that solid waste services are made available to City residents.

Policies

1. The City will continue to support the collection of solid waste and recyclable materials through private operators.
2. The City will monitor the adequacy of the service and communicate with private operators when problems arise.
3. The City recognizes Metro's Regional Solid Waste Management Plan, and will implement it through its zoning ordinance and other regulatory ordinances. This will include continued monitoring of consistency between Metro's Regional Solid Waste Management Plan (RSWMP) and the City of Milwaukie's Comprehensive Plan and Zoning Ordinance, as the RSWMP is further refined and amended.

OBJECTIVE #8 — POLICE & FIRE

SERVICES

The City will develop and maintain facilities and personnel to respond to fire protection and public safety needs quickly and efficiently.

Policies

1. The City will investigate the need for new police and fire facilities to replace existing overcrowded accommodations and to consolidate fragmented operations.
2. The City will work to reduce citizen susceptibility to crime through increasing awareness of crime prevention methods and involving the community in crime prevention programs.
3. The City will provide a uniform level of fire protection throughout the City through a combination of both prevention and suppression activities and evaluate the need for additional fire stations on an ongoing basis.
4. The City will continue to participate in mutual response agreements among fire districts and departments as long as the agreement enhances the ability of the City to provide uniform levels of fire protection throughout the City.
5. The City will ensure that streets are of high structural quality, sufficient width, and are well maintained to allow access of emergency and service equipment.

OBJECTIVE #9 — SCHOOL COORDINATION

To participate and assist whenever possible in the comprehensive and master planning efforts of North Clackamas School District No. 12.

Policies

1. The City will coordinate community development activities and public services with the school district, and continue to work with the district to ensure that the community and neighborhood recreational and educational needs are met.

2. The City will ensure that traffic improvements such as sidewalks and bikeways are provided to promote safe routes to schools, especially where attendance area reorganization requires longer travel distances.

OBJECTIVE #10 — HEALTH CARE COORDINATION

To continue to support local health care delivery agencies in providing adequate services and facilities to meet local needs.

OBJECTIVE #11 — GOVERNMENTAL

SERVICES

To continue to provide high levels of administrative services to the people of Milwaukie while maintaining cost-effectiveness and convenience.

Policies

1. The City will regularly evaluate its administrative service capabilities and needs to determine the adequacy, cost-effectiveness and convenience of those services and facilities.
2. The City will strive to streamline and improve the efficiency of its land development processing, including creation of a one-stop development permit center.
3. The City will work with Clackamas County to ensure that library service levels and facilities keep pace with the demand of existing and future residents.
4. The City will study the functional and economic feasibility of locating City administrative offices including fire and police in one major facility.

5. The City, on determination of sufficient need, will explore all means of financing the construction of a new facility to house City administrative offices.
6. The City will, in selecting a site for a new facility, consider combining a park, meeting rooms, etc., along with administrative offices to meet local park and recreation needs.

OBJECTIVE #12 — UTILITIES

To ensure that energy and communications services are adequate to meet residential and business needs.

Policies

1. The City will coordinate with public utility and communications companies to ensure adequate services are provided, while minimizing negative impacts on residential neighborhoods, scenic and recreational areas.

ENERGY CONSERVATION ELEMENT

GOAL STATEMENT:

To conserve energy by encouraging energy efficient land use patterns and transportation systems, and by encouraging the construction industry and private homeowners to participate in energy conservation programs.

Background and Planning Concepts

The State

Statewide, Oregon's one million households use energy in their homes for primarily space and water heating, refrigeration, cooking, and drying laundry. Electricity is the primary energy source, providing 42% of total use. Table 3 illustrates changing energy sources for space heating in Oregon homes, driven mainly by shifting prices, supplies, and technologies over the years.

Table 3

MAIN HEATING SOURCES FOR HOMES

(Percent of Total)

<u>Year</u>	<u>Electricity</u>	<u>Natural Gas</u>	<u>Wood</u>	<u>Oil and Other</u>
1950	3%	6%	30%	61%
1960	14%	11%	15%	60%
1970	30%	24%	5%	42%
1980	42%	24%	13%	22%

Energy used to transport people and goods in Oregon amounted to 38% of total energy use in 1983. The Oregon Department of Energy estimates that about 45 percent of household driving is work related, 20% is for shopping and school trips and the rest for recreation.

Industries which process raw materials are the major energy users in the industrial sector. These include lumber (18% of all industrially consumed electricity), paper (28%), and metals (32%). These industries consume more electricity than some other industries such as high tech (4%), chemicals (6%), and food (6%). Less than one percent of Oregon's 7,000 industrial firms use 75% of electricity in the industrial sector. Commercial and government structures consume approximately 8% of all energy utilized in Oregon.

Energy use is forecast to grow slowly over the next two decades. The Oregon Department of Energy (ODOE) forecasts an annual rate of growth in total energy use of 0.5% for 1987 through 2007. Most of this growth will occur in electricity usage, which is projected to grow at the same rate as population. The residential sector is both the largest and fastest growing user of electricity.

Type of energy used by residences in Milwaukie is shown on Table 4. In 1980, 47% of all residences relied on electricity for space heating, 26.6% relied on gas, and 22.7% on fuel oil. Electricity also supplied 88% of all homes with hot water and 96.7% of the homes with cooking fuel.

Table 4

TYPE OF ENERGY USED FOR RESIDENTIAL PURPOSES

Milwaukie — 1980

<u>Energy Use</u>	<u>Total Units</u>	<u>%</u>
Space Heat		
Electricity	3389	47.0
Gas	1923	26.6
Oil	1642	22.7
Wood	245	3.4
Other	<u>25</u>	<u>.3</u>
Total Occupied Units	7224	100.0
Hot Water		
Electricity	6350	88.0
Gas	828	11.0
Other	<u>46</u>	<u>1.0</u>
Total Occupied Units	7224	100.0

Source: Oregon Department of Energy (U.S. Census, 1980).

Twenty-one governments in the Portland-Vancouver Metropolitan Area, including Milwaukie, recently concluded a solar access project. The goal of the project is to develop a consistent set of policies and standards area-wide to protect solar access. The research project clearly showed that the benefits of preserving solar access potential outweighed the costs. The Steering Committee of the project has recommended that the Solar Access Protection Ordinances developed by the project be adopted by participating local governments.

OBJECTIVE #1 — LAND USE

To encourage an energy efficient land use pattern.

Policies

1. Through its Land Use Chapter policies, the City will encourage the following:
 - In-filling of developable lands in order to take advantage of previously constructed public facilities and services,
 - Location of industries and employment centers in close proximity to local neighborhoods, providing nearby employment opportunities.

Potential to reduce long commuting trips is thereby established,

- Increased density and intensity of residential development in areas adjacent to transit corridors, employment and commercial centers.

OBJECTIVE #2 — TRANSPORTATION

SYSTEM

To encourage an energy efficient transportation system.

Policies

1. Through policies contained in the Transportation Element, the City will encourage the following:
 - improvements to improve the efficiency of major highways and arterials,

- improvements to the regional and local public transit system including passenger waiting facilities to encourage transit usage for appropriate trips,
- improvements to the pedestrian and bicycle system linking neighborhood and community facilities, and improving access to transit corridors.

OBJECTIVE #3 — CONSTRUCTION

To encourage the construction industry to construct energy efficient residential, commercial and industrial facilities.

OBJECTIVE #4 — SITE AND BUILDING DESIGN

To encourage site design practices resulting in energy efficiency.

Policies

1. The City will review and consider adoption of the results of the Metropolitan Solar Access Committee recommendations when they become available.
2. The City will encourage street and site design which allows the orientation of structures to take maximum advantage of solar energy potential. Access to sunlight will be safeguarded.
3. The City will encourage the innovative use of alternative energy sources such as solar, wind, etc., on all existing and new residential, commercial and industrial developments.
4. The City will, when practicable, make energy efficiency and the use of renewable resources a regular practice in its design and operation of buildings, equipment, and public facilities and services.
5. The City will establish an energy program aimed at ensuring the conservation of energy, utilizing alternative energy sources, and safeguarding the community's access to direct energy resources.

OBJECTIVE #5 — COORDINATION

To participate in local, regional and state wide energy conservation programs.

Policies

1. The City will encourage residents and local businesses to conserve energy, to use renewable resources, and to recycle materials. The City will coordinate its efforts with those of local organizations, special districts, utility companies and State, regional and federal agencies.

Milwaukie Municipal Code

[^ Up](#) [« Previous](#) [» Next](#) [* Main](#) [+ Expand](#) [? Search](#) [# Print](#)

[COMPREHENSIVE PLAN](#)

CHAPTER 6 — CITY GROWTH AND GOVERNMENTAL RELATIONSHIPS

[Show All](#)

DEFINITIONS

Introduction

[CITY GROWTH ELEMENT](#)

Milwaukie Municipal Code

^ Up	« Previous	» Next	* Main	- Collapse	? Search	# Print
----------------------	----------------------------	------------------------	------------------------	----------------------------	--------------------------	-------------------------

COMPREHENSIVE PLAN

CHAPTER 6 — CITY GROWTH AND GOVERNMENTAL RELATIONSHIPS**DEFINITIONS**

The following definitions are provided for specific terms used in this chapter.

Northwest Urban Area — The area within North Clackamas County, including the City of Milwaukie, and bounded on the west by the Willamette River, on the south by the Clackamas River, on the north by the Clackamas County Line, and on the east by the Metropolitan Urban Growth Boundary.

Public Facilities — Facilities intended to serve the public and consisting of either City owned or other public service agency owned streets, right-of-way, storm drainage systems, water systems, bus stops, sanitary sewer systems, street lighting, sidewalks, bicycle paths, treatment plants, street trees, public accessways, utility easements, traffic controls, and their associated facilities.

Urban Growth Management Boundary — The growth boundary for the City of Milwaukie, which encircles the City of Milwaukie and includes those unincorporated urbanizable lands adjacent to the City. This boundary is intended to accommodate City growth by guiding planning and making provisions for urban services in the area.

Urban Service or Services — Includes any or all of the following: fire protection, police, library, parks and recreation, transportation, senior service, development and plan review, water, sanitary sewer, storm drainage, treatment, and similar services.

Introduction

The purpose of this chapter is to establish a consistent framework for the City regarding municipal services and land uses within the urbanized, unincorporated territory surrounding the City.

Rapid growth occurring in the northwest urban area of Clackamas County is having a significant impact on the City. The opening of Interstate 205 in the early 1980's was a major stimulus to industrial, commercial and residential development in the area. The Clackamas Town Center, as a large commercial attraction in the metropolitan area, shifted region-wide attention to Milwaukie and the surrounding unincorporated areas. The Sunnyside 205 Corridor Association, a partnership between local governments and the business community, capitalized on the area's assets by actively promoting development.

This rapid community growth is creating significant impacts on land uses, traffic, water and sewer systems, community appearance, social make-up, taxes, costs, and on local government structures. These changes underscore the interrelatedness of the area as well as the need for an area wide plan and integrated response to the provision of urban services. New issues of public services costs, quality and efficiency and political accountability arise. Milwaukie is joining with other jurisdictions in examining alternatives for the provision of urban services and the governmental structure required to support continued development in this area.

Until such time as a comprehensive, permanent governmental structure design is established to deal effectively with the complex issues in this area, some interim arrangements and agreements are required. Toward this end, the City negotiated with its neighboring cities and signed an intergovernmental agreement identifying and recognizing each others areas of interest for planning and coordinating public facilities and services. This area corresponds with the City's proposed Urban Growth Management Area. It is also the area identified by the City for updating and amending the City/County Dual Interest Area Agreement. These steps are consistent with the state requirement that cities and counties sign Urban Growth Management Agreements specifying responsibility for public facilities planning and urban service provision.

Other interim measures favored by the City should be advanced. For instance, the City encourages the County, other cities and special districts to become actively involved in an effort designed to achieve a more comprehensive, permanent government for the northwest urban area. The City will commit to reviewing existing service contracts with special districts to determine if amendments can be made to make more certain and to expedite the provision of public facilities and services.

In summary, the focus of this chapter is threefold:

- to highlight the significance of the northwest urban area;

- to identify some short term steps for ensuring coordinated land use and urban development action among the City, County, and affected service districts;
- to identify the City’s interest in developing a long term, overall strategy for governing and servicing the northwest urban area.

CITY GROWTH ELEMENT

GOAL STATEMENT:

To identify the City’s future planning and service area, establish the respective responsibilities for reviewing and coordinating land use regulations and actions within the area, and determine the most cost-effective means to provide the full range of urban services within the area.

Background and Planning Concepts

Oregon law authorizes cities to plan for growth adjacent to the incorporated area, and requires coordination between a city and county in comprehensive planning. The rules of the Land Conservation and Development Commission (LCDC) require jurisdictions to also identify the means by which a plan for management of the unincorporated areas within the regional Urban Growth Boundary will be implemented.

In keeping with the state land use laws and Boundary Commission policy, the City is completing the process of identifying the area for which the City can participate in planning coordinated land uses and public services and facilities. While certain services may be provided by special districts, such as sewer, water, or urban renewal, the City of Milwaukie could be the general purpose government with principal responsibility for provision of public services.

The area identified for the City’s urban growth management boundary is the result of a lengthy process begun in 1985 when the City adopted an Urban Services Policy. The policy is a formal statement of the City’s ability to serve an area larger than the present City limits and a commitment from the City to begin discussions with jurisdictions and property owners involved. Several studies, including the “North Clackamas Consolidation Study” in 1981 and the 1986 Don Barney and Associates study, “Growth and

Services for the City of Milwaukie”, indicate that the northwest urban area of the County is an interrelated economic entity and would be best served by a unified system of governance. Pending resolution of long term governmental arrangements by the northwest Clackamas County service providers, Milwaukie has identified an area of interest for urban services planning. This area was formalized in an agreement between Gladstone, Happy Valley, and Milwaukie in January 1988. Until consensus is reached on a unified system of governance, the boundary will serve to identify the City’s potential future growth area.*

* The 1988 agreement between Happy Valley, Milwaukie, and Gladstone is incorporated in the Milwaukie Comprehensive Plan.

Land use actions within this area may have an impact on the City, and therefore, coordination is essential. The City and County negotiated an agreement in 1981 that identified specific areas within which the City may formally review and comment on the County’s land use actions and a process by which land use conflicts in these areas may be resolved. In addition, a Dual Interest Area, which lies within the Coordination area, was established within which compatibility of comprehensive plans was sought. The City/County agreement, now being updated, will contain a process to achieve and maintain plan compatibility.

Within the City’s Urban Growth Management Boundary, the City wishes to participate with the County, affected special districts, and appropriate regional agencies in studying alternatives for the future provision of a full range of urban services. A framework is sought for identifying and implementing the most cost-effective means for providing urban services within the Milwaukie urban services area and eliminating any subsidies paid by Milwaukie for services provided in the unincorporated areas.

OBJECTIVE #1 — UNIFIED SYSTEM OF GOVERNANCE

To encourage and participate in efforts to define a unified system of governance for the northwest urban area of Clackamas County.

Policies

1. The focus of the City’s service provision contracts and intergovernmental agreements will be

movement toward a unified system of government. A unified system of government is one in which a single entity provides most urban services.

2. The City will participate with the County in preparing a Public Facilities Plan for the provision of services in the northwest urban area.

3. A unified system of governance does not preclude provision of certain services by regional special districts. The City will actively participate in the regionalization of a service when, at a minimum:

- direct representation is maintained
- service can be delivered more effectively and efficiently in terms of cost, technology, and financing
- community identity is improved or maintained
- accountability to the community is safeguarded

OBJECTIVE #2 — URBAN SERVICES AREA

To establish an area within which the City will participate in planning, coordinating, and providing services.

Policies

1. In 1988 and by agreement with Gladstone and Happy Valley, the City established its urban service planning area as “All of Clackamas County Rural Fire District No. 1, exclusive of that portion of the district generally lying north of Sunnyside Road and to the east of the easterly boundary of the right-of-way of I-205,” as the boundaries of the fire district existed in 1987. Happy Valley has since withdrawn from that agreement, but the City maintains that the urban service

boundaries as stated in the agreement remain appropriate for urban service planning. The City's urban service planning area is shown on Exhibit A to the Intergovernmental Cooperative Agreement among Gladstone, Happy Valley, and the City, which is part of this comprehensive plan.

2. The City will plan for the eventual delivery of urban services in the City's urban service planning area. Until annexation, services are to be provided by service districts providing service to the area. Upon annexation, delivery of services will be provided by the City or by service districts.
3. The City will coordinate closely with service districts providing services within the area to ensure continuing delivery of effective and efficient urban services. The City will not seek to extend City services into the urban service planning areas of other cities, except at the invitation and agreement of the other city. Similarly, no other city is to provide service within the City's urban service planning area, except at the invitation and agreement of the City.
4. The City will support the operation of existing service districts until such time as an area is annexed unless other contractual arrangements are made. Service districts operating within the Milwaukie urban service planning area are:
 - a. Clackamas County Rural Fire District #1
 - b. Clackamas River Water District
 - c. Clackamas County Service District #1
 - d. Clackamas County Urban Renewal District
 - e. Clackamas County Service District for Enhanced Law Enforcement
 - f. Clackamas County Service District No. 5 for Streetlights

The City will oppose any expansions of service districts within the City's urban service planning area which have not been agreed to in advance by the City through a coordinated planning program.

OBJECTIVE #3 — ANNEXATION

To ensure that City annexation policies conform to urban service and growth management policies.

Policies

1. Areas within the City’s urban service planning area shall remain unincorporated until annexed to the City. The City shall plan for eventual annexation of all areas within the City’s urban service planning area.
2. The City will only support annexation requests from properties within the City's urban service planning area.
3. The City will deliver services in this area when:
 - The City is able to provide an adequate supply of needed services
 - A majority of residents and property owners within an area to be served desire City services
4. The City will require annexation in order to receive or utilize a City service.
5. All areas encircled (islanded) by City Limit lines will be annexed.

OBJECTIVE #4 — COORDINATING LAND USE AND DEVELOPMENT

To establish, in conjunction with the County, a method for coordinating land use and development decisions within the unincorporated area adjacent to the City.

Policies

1. The 1990 Urban Growth Management Agreement between the City of Milwaukie and Clackamas County is incorporated in the Milwaukie Comprehensive Plan. The City will continue to work with the County to amend this agreement consistent with the policies in this chapter.

2. The County's Comprehensive Plan will apply to unincorporated areas until annexation or development of intergovernmental agreements giving the City authority for planning. The City will seek agreement for transfer of planning authority, both long-term and current, to the City for areas within the City's urban service planning area.
3. The City will work with Clackamas County and affected special districts to develop mutual agreements to plan and provide for urban services compatible with land uses within the Urban Growth Management Boundary and the City of Milwaukie.
4. The City will work with the County to ensure compatibility in the Urban Growth Management Boundary of both the City and County's Comprehensive Plan land use designations, now and in the future.
5. The process of coordinating land use actions and insuring Plan compatibility between the City and the County for the Urban Growth Management Boundary will be outlined in amendments to the Urban Growth Management Agreement.

OBJECTIVE #5 — ECONOMIC BALANCE IN LAND USE AND SERVICE DEMAND

To maintain an economically advantageous balance of residential, commercial and industrial land base and land use.

Policies

1. The City will create an overall growth strategy that targets areas, predicts service demand, indicates budget needs, and projects revenues to ensure that high service demand areas are offset by high revenue producing areas.
2. The City will accept annexations that result in efficient extension of City services, promote a logical city boundary, diminish any service subsidies to unincorporated areas, and promote the City's fiscal health.

OBJECTIVE #6 — COST OF SERVICES

To ensure that the cost of urban services provision is paid equitably by all who receive them.

Policies

1. The City will examine service contracts and mutual aid agreements to ensure that the City and its taxpayers do not subsidize services provided to areas outside the City.
2. The cost of providing services will be borne by those who require and use them.
3. City services will be extended when the City is assured of recapturing its service investments.

OBJECTIVE #7 — EXTENSION OF SERVICES

To enable the City to maintain and extend adequate service levels as city growth occurs.

Policies

1. The City will participate and cooperate with the County and affected service districts in planning for and providing the delivery of the full range of urban services:

water

development

fire protection

senior service

sanitary sewer

transportation

park and recreation

planning

storm drainage

police protection

library

2. The City will examine and adjust its financial plans and programs to minimize any initial financial burden resulting from the expansion or delivery of services into growth areas.
3. The City will accept a subsidy to growth areas in the short term if there is a long term gain to the City.
4. Service extensions will be made only where the City can provide the service without diminishing its ability to serve existing City residents and businesses.

Milwaukie Municipal Code

[^ Up](#) [« Previous](#) [» Next](#) [* Main](#) [+ Expand](#) [? Search](#) [# Print](#)

[COMPREHENSIVE PLAN](#)

APPENDICES

[Show All](#)

[APPENDIX 1 — HISTORIC RESOURCES PROPERTY LIST](#)

[APPENDIX 2 — NATURAL RESOURCES PROPERTY LIST](#)

Milwaukie Municipal Code

[^ Up](#)
[« Previous](#)
[» Next](#)
[* Main](#)
[- Collapse](#)
[? Search](#)
[# Print](#)

[COMPREHENSIVE PLAN](#)

APPENDICES

APPENDIX 1 — HISTORIC RESOURCES PROPERTY LIST

SITE NO./ADDRESS/(YEAR BUILT)*** TYPE SCORE

“Significant” properties:

1	9712 SE Cambridge Lane (1941)*	House	56
2	9717 SE Cambridge Lane (1938)	House	52
3	9911 SE Cambridge Lane (1923)*	House	50
4	10200 SE Cambridge Lane (1915)*	House	45
5	2300 SE Harrison (1937)*	Milwaukie Jr. High School	60
6	3235 SE Harrison (1888)*	House	42
7	10636 SE Main (1925)*	Milwaukie Masonic Lodge	58
8	10722 SE Main (1938)*	Milwaukie City Hall	59
9	11008 SE Main (1905)*	Commercial Building	43
10	4217 SE Railroad (1885)*	House	38
11	3125 SE VanWater (1886)*	Ardenwald Cong. Church	62
12	1620 SE Waverly Dr. (1922)*	House	54
14	11300 SE 23rd (1925)*	Milwaukie High School	53
15	10399 SE 34th (1912)*	House	46
24	12006 SE McLoughlin**	House	32
34	11188 SE 27th**	House	52
45	8835 SE 42nd (1923)	House	67
46	9002 SE McLoughlin (1938)	Commercial Building	71

“Contributing” properties:

13	2316 SE Wren St. (1922)*	House	32
16	2115 SE Adams**	House	19
17	9900 SE Cambridge Lane**	House	27
18	4141 SE King Rd.**	House	36
19	2515 SE Lake Rd.**	House	33
20	3182 SE Lake Rd.**	House	44
21	10914 SE Main**	Commercial Building	45
22	10999 SE Main**	Commercial Building	38
23	11073 SE Main**	Commercial Building	39
25	2526 SE Monroe**	House	33
26	12374 SE Oatfield**	House	35
27	12021 SE River Rd.**	House	33
28	1612 SE Waverly Dr.**	House	49
29	12671 SE Where Else Lane**	House	36
30	11912 SE 19th**	House	38
31	10392 SE 23rd**	House	37
32	10565 SE 23rd	House	50
33	Deleted		
35	11630 SE 27th**	House	34
36	8950 SE 36th	Ardenwald School	44
37	9405 SE 42nd**	House	36
38	9908 SE Cambridge Lane	House	36

“Unrankable” properties:

39	2607 SE Monroe	House	?
40	2715 SE Monroe	House/First City Water Works	?
41	Pioneer Cemetery	Cemetery	?

42	Portland Traction Line	Former Cable Car Lane	?
43	3438 SE Wake St.	House	?
44	11022 SE 37th	House	?

* Has a rating score with at least two 10's from the Evaluation Worksheet.

** Has a rating score with at least one 10 from the Evaluation Worksheet.

*** Year built listed for significant structures only.

APPENDIX 2 — NATURAL RESOURCES PROPERTY LIST

(City) = owned by City

***** = outside of City limits

(+) = Sites Recommended by CPRC for exclusion due to either not being within the City limits or having only minimal resource value

× = Parcel for which Natural resource Overlay boundaries have been established

#	Site	Ownership	Values
Map #	Lot #(s)		
<u>Site #1</u>	N. Clackamas Park	Public	Parks and recreation
2 2E 6AC	100× (City)		
<u>Site #2a&b(+)</u>	Outside City limits		
1 2E 32BA*	3000, 3100, 3101		
<u>Site #3(+)</u>	Outside City limits		
2 2E 6CA*	100, 201, 300, 400, 600, 1800		
2 2E 6DB*	600, 800, 900, 1000, 1100, 1200, 1300, 1400, 1500, 1600, 1801, 1900, 2000, 2100, 2200		

<u>Site #4</u>	Waterfront	Public/Private	Riparian, scenic, river access
1 1E 35AA	2900, 3900, 4000, 4100, 4200, 4300, 4400, 4700, 4800, 4900		
1 1E 35AB	800, 901, 1000, 1200, ALSO RIVER ROYAL TERRACE CONDOMINIUM: <u>All the following = 1400 S.E. Lava:</u> 9010A, 9020A, 9030A, 9040A, 9050A, 9060A, 9070A, 9080A, 9090A, 9100B, 9110B, 9120B, 9130B, 9140B, 9150B, 9160B, 9170B, 9180B, 9190B 9200B, 9210B, 9220B, 9230B, 9240B, 9250B, 9260B, 9270B, 9280C, 9290C 9300C, 9310C, 9320C, 9330C, 9340D, 9350D, 9360D, 9370D, 9380D, 9390D <u>All the following = 1550 S.E. Lava:</u> 80101, 80102, 80103, 80104, 80105, 80106, 80107 80208, 80209, 80210, 80211, 80212, 80214, 80215 80316, 80317, 80318, 80319, 80320, 80321, 80322		
1 1E 35AD	900U1, 900U2, 1000, 1001, 1500×, 1600×		
1 1E 35DA	100, 200, 200E1, 201, 2700, 2800, 2900, 3000, 3100, 3200, 3300, 3400, 3500, 3600, 3700		

#	Site	Ownership	Values
Map #	Lot #(s)		
<u>Site #5</u>	PS Public Storage	Private	Habitat, wetland
1 1E 36DA	1400, 2000×, 5100		
<u>Site #6</u>	OECO	Private	Partial wetland
1 2E 31C	200, 300, 400, 401, 500		
<u>Site #7</u>	Johnson Creek (N/S)	Public/Private	Riparian
1 1E 26AA	100		

1 1E 26AD	100
1 1E 26DA	100, 101×, 200, 300
1 1E 26DD	Oregon State Hwy. Dept. (9002 S.E. McLoughlin)
1 1E 35AA	2900, 3000, 3100, 3300, 3400, 3500×, 3700, 3800, 3900, 3901U1

Site #8(+) **Outside City limits**

2 2E 5B*	200, 300, 2400, 2600, 2700
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Site #9(+) **Outside City limits**

2 2E 5B*	400
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Site #10 **Minthorn Creek** **Private** **Riparian**

1 2E 31D	1300*, 1400×, 1500*, 1900*
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Site #11 **Kellogg Creek** **Private** **Riparian, some upland habitat**

1 1E 36CD	900, 1000*, 1100, 1200, 1300, 1400, 1501, 1600*, 1800*
1 1E 36DC	3603, 3604, 3605, 4100, 4200, 4300, 4400, 4500, 4600, 5700
2 1E 1AA	1638×, 1639×, 1640×, 1641×, 2600×, 2701, 3000, 3100, 3205, 3206, 3207
2 1E 1AD	100, 200×, 300, 400×, 500, 600, 700, 800, 900, 1000, 1300*, 1400*, 1500*, 1600*, 1700*, 1800*, 1900*, 2000*, 2100*, 2200*, 2300*, 2400*, 2500*, 2600*
2 2E 6BC	1700, 1800, 1900, 2000, 2804, 2805, 3302×, 3400, 3500*, 3600*, 3700*, 3800*
2 2E 6CA*	1200, 1300, 1400, 1501, 1600, 1700
2 2E 6CB*	101, 200, 300, 400, 500, 600

Site #12(+) **Outside City limits**

2 2E 5A*	100, 200, 300, 500, 600, 700, 800
2 2E 5AD*	100, 101
2 2E 5B*	100

2 2E 5BA* 100, 200, 300, 1200

#	Site	Ownership	Values
Map #	Lot #(s)		
<u>Site #13</u>	Johnson Creek (E/W)	Private	Riparian, floodplain
1 2E 30AC	400*, 500*, 600*, 700*, 1405, 1406, 2100*, 2101*, 2200*, 2300, 2400*, 2500*, 2600*, 2700*, 2800, 2900, 3000, 3100, 3200, 3300, 3900		
1 2E 30AD*	3500, 3600, 3700, 3800, 4000, 4200, 4302, 4400, 4500, 4600, 6200, 6300, 6400, 6500, 6900, 7000, 7200, 7300, 7800, 7801, 7900, 8000, 8100, 8200, 8300, 8400, 8700, 8800		
1 2E 30BA	1200×, 1300, 1400, 1500, 1600, 1700, 1800, 1900×, 2000, 2100		
1 2E 30BB	300×, 400, 500, 600, 700, 800, 801, 2200		
1 2E 30BD	100, 200, 201, 202, 300, 400, 500, 600, 700, 800, 900, 1000, 1100, 1200		
<u>Site #14</u>	N. Mt. Scott Creek	Private	Riparian
2 2E 6AA	100*, 400, 601, 700, 800, 900*		
2 2E 6AD	100		
<u>Site #15</u>	Spring Creek area	Public/Private	Riparian, habitat
1 1E 25CC	800, 900, 1001, 1100, 1500, 1600 (City), 1700, 2400, 2500, 4200		
1 1E 36BA	3400, 3900, 4000, 4100, 4200, 4400		
1 1E 36BB	100, 101, <u>200</u> , 500, 600, 1500, 1600, <u>1800</u> ×, <u>1900</u> , 4600, 5300 (<u>underlined</u> owned by City)		
1 1E 36BD	3000, 3100, 3200, 5400, 5500		
<u>Site #16</u>	Waverly Forest	Private	Habitat, scenic
1 1E 26DC	2100, 2200, 2400		
<u>Site #17*(+)</u>	Outside City limits		

2 1E 1AB	2400, 2501, 2600, 2601, 2700, 2701, 2800, 2900, 3000, 3001, 3100, 3200, 3300, 3400, 3500, 3600
2 1E 1AC	100, 200, 300, 400, 500, 700, 800
2 1E 1AD	2700, 2701, 2702, 2800, 2801, 2900, 3000, 3100, 3200, 3300, 3400, 3500, 3600, 3700, 3800, 4000, 4100, 4200
2 2E 6CB	700, 800, 801, 900, 1000, 1100, 1200, 1300, 1400, 1500, 1600, 1700, 1800, 1900, 2000, 2100, 2101, 2200, 2300, 2301, 2400

<u>Site #18</u>	Railroad/37th Avenue	Private	Partial wetland, habitat
1 1E 36AD	3900, 6000, 6505, 6600		

<u>#</u>	<u>Site</u>	<u>Ownership</u>	<u>Values</u>
<u>Map #</u>	<u>Lot #(s)</u>		

<u>Site #19</u>	Willamette River/Slough	Public/Private	Riparian, habitat
1 1E 35DD	2300, 2400, 2500, 2600, 2700, 2800, 2900, 3000, 3100, 3101, 3200, 3300, <u>5900</u> , <u>6000</u> , <u>6100</u> , <u>6200</u> , <u>6300</u> , <u>6400</u> , <u>6500</u> , 6600, <u>6601</u> , 6700×, 6800* (<u>underlined</u> owned by City)		
2 1E 2AA*	800, 801		

<u>Site #20</u>	Mt. Scott Creek	Public/Private	Riparian, habitat
2 2E 6AB	414*, 415*, 416*, 417 (City), 600*, 690, 700, 800, 900*, 1600*, 1700*, 1800*		
2 2E 6AD	100, 600×, 700×, 800, 900×, 901×		
2 2E 6BA*	1143, 1144, 1145		
2 2E 6BD*	100, 1000		
2 2E 6CA	700, 901, 902, 1000		

<u>Site #21</u>	Winsor Court	Private	Habitat, wooded, wetland
1 2E 30CA	100		
1 2E 30DB	2900, 3000, 3100		

<u>Site #22</u>	Kellogg Lake	Private	Riparian, habitat, scenic
1 1E 36CA	3100, 4600, 4700, 4800, 4900, 6500, 6600, 6601		
1 1E 36CB	1301, 1800, 1900×, 2000, 2100, 2200, 2300, 2400, 2600, 2700, 2801, 3000, 3100, 3300, 4500, 4600		
1 1E 36CC	100, 200, 201, 202		
1 1E 36CD*	1600, 1800, 1801		

<u>Site #23</u>	Spring Park area	Public/Private	Riparian, habitat, scenic
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Map and Lots same as Site #22

<u>Site #24(+)</u>	Outside City limits (Elk Rock Island)
1 1E 35*	100 (Owned by City of Portland)

<u>Site #25</u>	Grainger Wetlands	Private	Wetland, habitat
2 2E 6BB	500		

Primary values for the in-City sites are as follows:

- a. Wetland - sites 5, 6, 18, 21, and 25.
- b. Habitat (woodlot) - site 16.
- c. Riparian - sites 1, 4, 7, 10, 11, 13, 14, 15, 19, 20, 22, and 23.