



MILWAUKIE

Dogwood City of the West

To: Chris Deffebach, Metro
Through: Katie Mangle, Planning Director
Date: February 6, 2009
Subject: Local Aspirations Information Request

This memo is in response to Metro's request that local jurisdictions prepare a summary of "local aspirations" to inform regional efforts to understand how the region will grow over the next 20 years. Metro's request asked the City to respond to the following questions:

1. What are your plans for growth in your city in general and in your centers, corridors and employment areas in particular?
 - What is your planned capacity? Is our understanding of your current planned capacity correct?
 - What are your aspirations for capacities beyond current adopted plans, if any?
 - What are your plans for growth in the 50 year timeframe, if any?
2. What kind of community are you planning for?
 - Are you planning for an 18- hour community or other community shown on the Activity Spectrum?
 - Are you planning for a particular quality of environment, such low-rise or high-rise?
3. What policy and investment choices will it take for you to achieve these aspirations?
 - What type of transportation or other infrastructure?
 - What type of financial assistance?
 - What type of regulatory or other tools?

The purpose of this memo is to address these questions with information currently available. Milwaukie is beginning Periodic Review of its Comprehensive Plan in 2009. During this process, the City will update both environmental and development information, and review policies to guide the growth and development of the city. The local aspirations described below are staff's summary of the following:

- a) Current projects underway in the city,
- b) Elements of adopted plans that staff know to be the focus of implementation by City Council, and
- c) Elements of the adopted plans that staff anticipates will be the subject of review during the upcoming Periodic Review process.

The Milwaukie Comprehensive Plan includes a Vision Statement that was prepared with extensive community input in 1995 (see Attachment 1). Though it was prepared many years

ago, it still captures the aspirations of the community and is the basis for ongoing planning and implementation work. Additional site-specific aspirations are described below, and illustrated in the attached diagram (see Attachment 2).

Where would Milwaukie like to encourage growth?

Milwaukie Town Center

Employment and population growth will be focused in the designated Milwaukie Town Center area. Within this area, there are three distinct sub-areas – downtown, “Central Milwaukie”, and residential neighborhoods. The downtown and Central Milwaukie sub-areas are where growth is most encouraged.

- Downtown – The City is focused on supporting the realization of the *Downtown and Riverfront Land Use Framework Plan*, which envisions a lively downtown area that is a cultural and commercial center for the community, comprised of a welcoming and attractive mix of uses and amenities. Additionally, downtown is projected to be the location of significant residential and employment growth. People will come downtown to work and to experience an environment that is unique, active and diverse. The City is planning for Town Center/Station Community-level activity, as exemplified in the Sellwood /Moreland area today.
- Central Milwaukie (the eastern part of the Town Center area, east of Hwy 224) - The City is planning for a level activity similar to the Hollywood area today. This area includes many opportunity sites, including:
 - Hillside Park (owned by the Housing Authority of Clackamas County)
 - the vacant brownfield Murphy and McFarland sites
 - underutilized residential properties on Myrtle Street north of Hwy 224
- Some infill development is anticipated in the neighborhoods, but maintaining the neighborhood feel of these areas is a priority for the City. One of the City’s primary land use policies is to maintain stable, healthy residential neighborhoods. This policy includes allowing some infill residential development, primarily through land divisions and accessory dwelling units.

Industrial Areas

Employment growth will be encouraged through the development of industrial and office uses in the City’s three industrial areas: North Industrial Area, Johnson Creek Blvd, and International Way. The City considers the North Industrial Area, with access to both Hwy 99E and Hwy 224, to be a valuable location for centrally-located manufacturing and warehousing uses. There is some potential for redevelopment in this area due to the age of the existing facilities. However, it is limited due to access constraints. The ODOT maintenance facility represents a future redevelopment opportunity site. The City intends to protect and nurture the employment-intensive focus of the North Industrial Area. The Tacoma light rail station and park and ride will be just north of this area.

The International Way area, which is zoned BI – Business Industrial is zoned to allow taller buildings (up to 35 feet) and more employment density than is currently built. This capacity may be theoretical, however, because most buildings are relatively new and well-kept.

Annexation

Over the next 20 years, the City intends to follow existing Comprehensive Plan policies and the existing Urban Growth Management Agreement with Clackamas County to provide urban services to and annex properties within Dual Interest Areas A and B.

Corridor Development

Following the existing Comprehensive Plan and zoning, encourage neighborhood-oriented commercial development along 32nd Ave and in King Road Center area.

What is Milwaukie's planned capacity for growth?

In 1997, the City of Milwaukie identified a capacity for 3,188 new dwelling units within the city limits.¹ This capacity was determined by looking at both the land available for new construction and development densities that were allowed by the various zoning codes in place throughout the City at the time.

Based on a recent review of Milwaukie's growth capacity, given both current zoning and the construction of new housing units between 1997- 2008,² staff can make the following conclusions about Milwaukie's planned capacity for growth. The conclusions that follow are not the result of an in-depth review of the housing capacity as determined by the Planning Staff back in 1998.

- The combination of current zoning and new units built since 1997 ensures a growth capacity in Milwaukie of approximately 3,233 housing units, or 45 more than the City's self-imposed requirement under the Functional Plan.³
- 2008 downtown zoning allows the construction of up to approximately 1,270 housing units.
- 2008 zoning of the larger Town Center area, excluding downtown, allows the construction of up to approximately 980 units.⁴
- 2008 zoning in the rest of the residential zones (R10, R7 and R5), allows the construction of up to approximately 680 units through partitions and subdivisions. We estimate that three percent of the 680 units will add accessory dwelling units, for an additional 20 dwelling units.
- Assuming every last one of these housing units were built, residential density in the City would generally range from between 3.5 to 4.0 units per acre, with actual densities differing around town based partially on where (i.e. in which zone) the housing was built.⁵

¹ See the City of Milwaukie's Functional Plan Compliance Report, 1998.

² Since 1997, the City adopted the following changes to the base zones: in 2000, Downtown zoning was changed from General Commercial with Mixed Use Overlay to the current Downtown Zones; in 2005, a block northwest of the corner of Oak Street and Hwy 224 was re-zoned from R-2 to C-G.

³ This estimate excludes potential redevelopment of public right-of-way, existing open space, religious and educational institutions, public facilities, historic properties, and lots significantly covered by water or wetlands. It also excludes lots of substandard size. It assumes new housing units would be built on lots that could meet current minimum standards for lot size and shape.

⁴ Milwaukie's designated Town Center includes the area roughly between Bluebird Street to the south and Balfour Street to the north, from the Willamette River to 42nd Street.

⁵ While this is generally true, some areas of Milwaukie have large lot sizes and would have fewer units per acre. Some parts of Downtown may ultimately average 60 units per acre, which is the average density of North Main Village.

In 1998, Milwaukie's Functional Plan Compliance Report estimated a 2017 capacity of 2,218 new jobs within the city. The report observes that the capacity for jobs growth is limited because there is little vacant commercial land available. The situation has not changed since then, but the City will review this as part of the upcoming Comprehensive Plan update.

What locations are not achieving planned capacity?

Existing development within several zones falls far short of planned capacity:

- Downtown zones – zoning for 2-5 story mixed use buildings; most buildings are one story; most land contains parking lots.
- Residential – Office- Commercial zone - zoning allows for 3 story mixed use buildings; land is vacant.

Aspirations for capacities beyond current adopted plans?

None.

Do you have special planning areas or planned redevelopment areas?

- Downtown Milwaukie Land Use Framework Plan was developed in 2000 for downtown Milwaukie. The City is actively implementing this plan through MTIP-funded streetscape projects, design review of development projects, and other capital improvement projects.
- The City is currently studying the South Downtown area and developing a concept plan to guide redevelopment and restoration of the urban and natural areas south of Washington Street.
- The City is beginning a master planning process for the southwest corner of the Ardenwald neighborhood to guide redevelopment of Hillside Park and the vacant Murphy site north of Harrison in the Central Milwaukie portion of the Town Center.
- City Council has directed staff to begin working on a preliminary urban renewal proposal and a public involvement strategy. An initial package will be presented in 2009, focusing on implementing the Downtown and Riverfront Framework Plan.
- The City is actively pursuing a Kellogg-for-Coho initiative, which includes removing the Kellogg Lake culvert at Hwy 99E and restoring the natural hydraulic function of Kellogg Creek. The goal of the project is removal of the temporal fish passage barrier constituted by the existing box culvert and fish ladder underneath the OR-99E bridge over Kellogg Lake. Secondary goals of the project include improved bike and pedestrian mobility and supporting downtown development.

Do you have a completed a Goal 9 Economic Opportunities Analysis that you would like Metro to consider in estimating employment capacity?

No – we will do this during Periodic Review.

What aspirations do you have for your employment areas?

- Strengthen the North Industrial area as an employment-intensive area.
- Strengthen the International Way as an office park and light industrial area.
- Strengthen downtown as an employment center and location for small retail stores.
- Redevelop Kellogg Treatment Plant for office or hotel use.

Investment Actions needed to achieve Milwaukie's aspirations

- Downtown area:
 - New 99E bridge over Kellogg Lake to replace the existing culvert.
 - High capacity transit service to downtown.
 - Removal of bus layovers and commuter parking from downtown.

- Decommissioning and removal of the Kellogg Treatment Plant to support revitalization of downtown and the livability of the Island Station neighborhood.
- Streetscape improvements (as defined in the Downtown and Riverfront Plan Public Area Requirements) to Main Street and 21st Ave.
- Development of Riverfront Park
- 17th Ave bicycle and pedestrian facility improvements to connect downtown with Sellwood
- Central Milwaukie area:
 - Grade separation of Highway 224 and Harrison St to support redevelopment in central Milwaukie and connections between the Town Center and the neighborhoods to the east.
 - Grade separation of the UPRR Railroad and street crossings.
 - Development of bicycle facilities on Monroe St and Lake Rd
 - Completion of Railroad Ave
 - Railroad crossing safety improvements necessary to achieve Quiet Zone status
- Throughout Milwaukie
 - Street improvements and sidewalks on most arterial, collector and local streets. The lack of facilities and need to provide street improvements has the effect of discouraging infill development.
 - Higher frequency bus service on Lake Road, Hwy 224, Johnson Creek Blvd, and King Road.
- North Industrial Area
 - Access improvements to the North Industrial area, such as a new overpass at Ochoco.

Milwaukie’s Aspirations for growth in Centers and Corridors

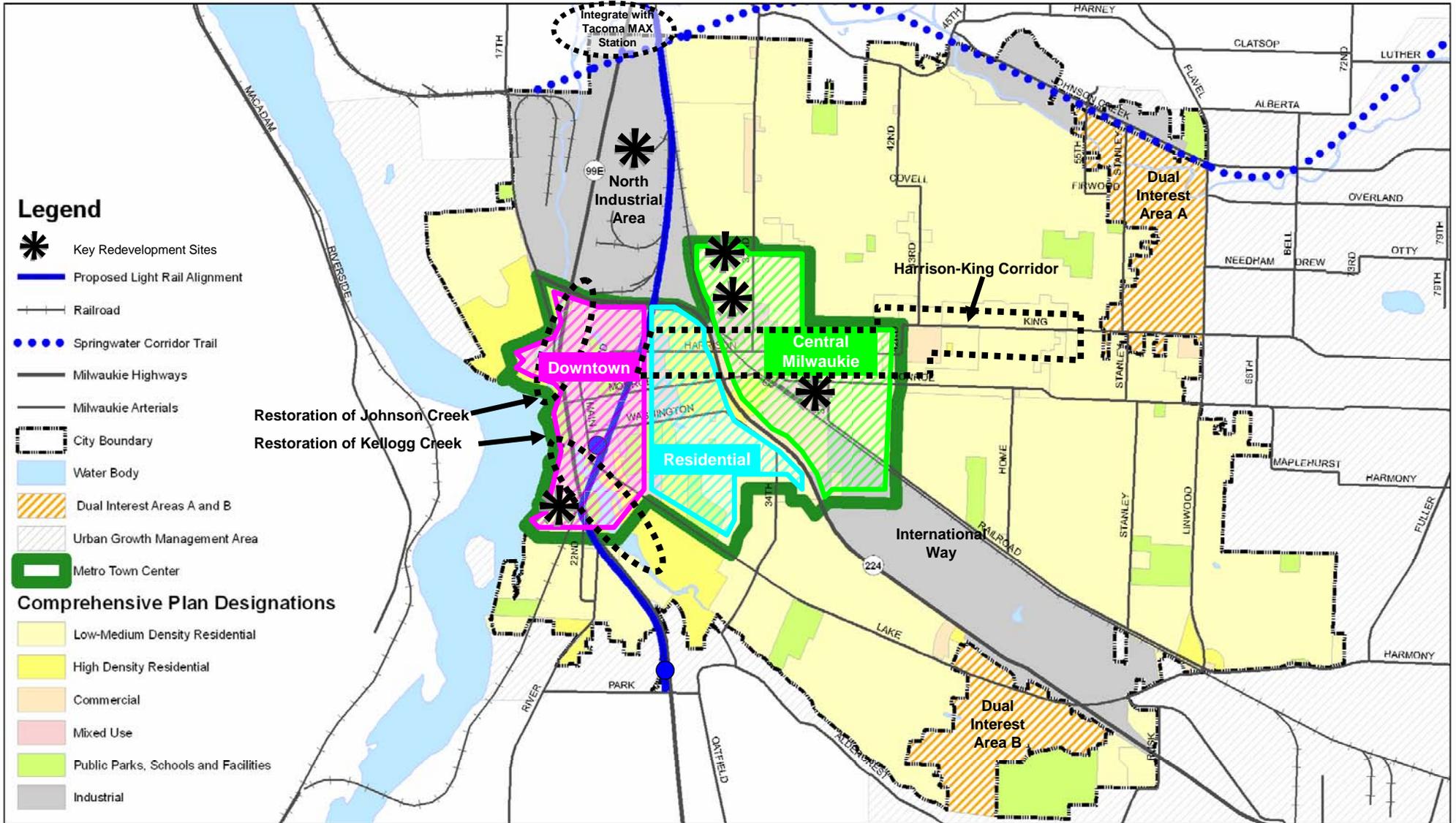
	Which type of community best reflects your aspirations?	What is the theme that your community wants to retain
Town Center		
● Downtown Milwaukie (between 99E and railroad)	Sellwood – specialty retail, office, vertically mixed uses	Vibrant small town downtown
● Historic Milwaukie (residential area between railroad and 224)	Hillsdale – mix of SFR, apartments	Historic single family neighborhood
● Central Milwaukie (east of 224)	Regional hospital and shopping center, some mixed use, office, and higher density residential	
King Road corridor	Hillsdale	
North Industrial Area	Industrial Sanctuary	
City as a whole		Small town feel – strong walkable neighborhoods with access to open space, retail services, and low traffic levels

Policies and investment actions needed to achieve aspirations

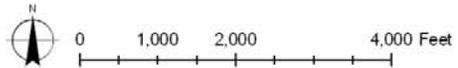
	What kind of transit services?	Other infrastructure?	Financial Strategies
Town Center			
<ul style="list-style-type: none"> Downtown Milwaukie 	High capacity connections to downtown Portland and CTC. Frequent bus connections to neighborhoods.	Removal of Kellogg Treatment Plant	Local funding source, such as urban renewal.
<ul style="list-style-type: none"> Historic Milwaukie (residential) 	Frequent bus connections		
<ul style="list-style-type: none"> Central Milwaukie 	High capacity connection to downtown Milwaukie or Portland, and CTC. Frequent bus connections	<ul style="list-style-type: none"> Hwy 224 – multimodal improvements to crossings Railroad crossings – safety/ quiet zone improvements 	
King Road corridor	Frequent bus connections	Sidewalks and pedestrian safety improvements	
North Industrial Area		Access improvements (overpass at Ochoco)	

Attachments:

1. Local Aspirations Map
2. 1995 Vision Statement



Local Aspirations Diagram



Prepared by: City of Milwaukie Planning Department, February 2009
 Source: City of Milwaukie GIS, Clackamas County GIS, Metro Data Resource Center
 All data depicted is approximate.
 Not suitable for building or engineering purposes.



Milwaukie Vision Statement

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

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

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

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

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

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

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

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