



# MILWAUKIE

*Dogwood City of the West*

**To:** Design and Landmarks Committee  
**From:** Li Alligood, Assistant Planner and DLC Liaison  
**Date:** August 17, 2011  
**Subject:** Preparation for August 24, 2011, Meeting

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Greetings! We will be in the **Community Room at the Public Safety Building** for next Wednesday's meeting at **6:30 p.m.** The agenda is enclosed (see Enclosure 1).

### **Façade Improvement Program**

No applications have been submitted for DLC review this month.

### **Kellogg Bridge Structure Worksession**

TriMet has submitted the land use application for the Kellogg Bridge structure. The DLC will conduct design review of the project at its regular September 28, 2011, meeting. In advance of that meeting, TriMet staff will update the Committee on how the recommendations made at the June 1, 2011, joint Planning Commission and DLC meeting and the June 22, 2011, Design Open House have or haven't been incorporated into the bridge's design. Susan Shanks, Senior Planner, will discuss how the City is processing the land use application and the project timeline.

### **South Downtown Concept Plan Worksession**

City Council has directed staff to bring the South Downtown Plan for adoption in September and move forward with determining steps toward implementation. Adopting the Concept Plan by resolution will make it clear that the South Downtown Concept is the City's vision for the area, though implementation of the concept will require property owner and public investments, revisions to the zoning, public area requirements, and may include the adoption of area design standards. Katie Mangle, Planning Director, and Kenny Asher, Community Development and Public Works Director, will provide an overview of the project and the DLC's role in the planning and implementation process.

Let me know if you have any questions. See you next Wednesday at 6:30 p.m.!

### **Enclosures**

1. August 17, 2011, meeting agenda
2. July 27, 2011, meeting notes
3. Kellogg Bridge staff report
4. South Downtown Concept Plan staff report

- 1.0 Call to Order - Procedural Matters**
- 2.0 Meeting Notes** – Motion Needed
- 2.1 July 27, 2011
- 3.0 Information Items**
- 4.0 Audience Participation** – This is an opportunity for the public to comment on any item not on the agenda
- 5.0 Public Meetings** – Public meetings will follow the procedure listed on reverse
- 6.0 Worksession Items**
- 6.1 Summary: Kellogg Bridge Structure (60 min.)  
Presenters: Jeb Doran, TriMet; Susan Shanks, Senior Planner
- 6.2 Summary: South Downtown Concept Plan (30 min.)  
Presenter: Katie Mangle, Planning Director
- 7.0 Other Business/Updates**
- 7.1 DLC regular meeting schedule
- 8.0 Design and Landmark Committee Discussion Items** – This is an opportunity for comment or discussion for items not on the agenda.
- 9.0 Forecast for Future Meetings:**
- September 28, 2011
1. Façade Improvement Program application review
  2. Kellogg Bridge design review meeting
- October 26, 2011
1. Façade Improvement Program application review
  2. Light rail project update

### Milwaukie Design and Landmarks Committee Statement

The Design and Landmarks Committee is established to advise the Planning Commission on historic preservation activities, compliance with applicable design guidelines, and to review and recommend appropriate design guidelines and design review processes and procedures to the Planning Commission and City Council.

1. **PROCEDURAL MATTERS.** If you wish to speak at this meeting, please fill out a yellow card and give to planning staff. Please turn off all personal communication devices during meeting. For background information on agenda items, call the Planning Department at 503-786-7600 or email [planning@ci.milwaukie.or.us](mailto:planning@ci.milwaukie.or.us). Thank You.
2. **DESIGN AND LANDMARK COMMITTEE MEETING MINUTES.** Approved DLC Minutes can be found on the City website at [www.cityofmilwaukie.org](http://www.cityofmilwaukie.org)
3. **CITY COUNCIL MINUTES** City Council Minutes can be found on the City website at [www.cityofmilwaukie.org](http://www.cityofmilwaukie.org)
4. **FORECAST FOR FUTURE MEETING.** These items are tentatively scheduled, but may be rescheduled prior to the meeting date. Please contact staff with any questions you may have.

#### Public Meeting Procedure

Those who wish to testify should come to the front podium, state his or her name and address for the record, and remain at the podium until the Chairperson has asked if there are any questions from the Committee members.

1. **STAFF REPORT.** Each design review meeting starts with a brief review of the staff report by staff. The report lists the criteria for the land use action being considered, as well as a recommendation with reasons for that recommendation.
2. **CORRESPONDENCE.** Staff will report any verbal or written correspondence that has been received since the Committee was presented with its meeting packet.
3. **APPLICANT'S PRESENTATION.**
4. **PUBLIC TESTIMONY IN SUPPORT.** Testimony from those in favor of the application.
5. **NEUTRAL PUBLIC TESTIMONY.** Comments or questions from interested persons who are neither in favor of nor opposed to the application.
6. **PUBLIC TESTIMONY IN OPPOSITION.** Testimony from those in opposition to the application.
7. **QUESTIONS FROM COMMITTEE MEMBERS.** The committee members will have the opportunity to ask for clarification from staff, the applicant, or those who have already testified.
8. **REBUTTAL TESTIMONY FROM APPLICANT.** After all public testimony, the Committee will take rebuttal testimony from the applicant.
9. **CLOSING OF PUBLIC MEETING.** The Chairperson will close the public portion of the meeting. The Committee will then enter into deliberation. From this point in the meeting the Committee will not receive any additional testimony from the audience, but may ask questions of anyone who has testified.
10. **COMMITTEE DISCUSSION AND ACTION.** It is the Committee's intention to make a recommendation this evening on each issue on the agenda. Design and Landmark Committee recommendations are not appealable.
11. **MEETING CONTINUANCE.** Prior to the close of the first public meeting, *any person* may request an opportunity to present additional information at another time. If there is such a request, the Design and Landmarks Committee will either continue the public meeting to a date certain, or leave the record open for at least seven days for additional written evidence, argument, or testimony.

*The City of Milwaukie will make reasonable accommodation for people with disabilities. Please notify us no less than five (5) business days prior to the meeting.*

#### **Milwaukie Design and Landmarks Committee:**

Greg Hemer, Chair  
Jim Perrault, Vice Chair  
Patty Wisner  
Becky Ives  
Chantelle Gamba

#### **Planning Department Staff:**

Katie Mangle, Planning Director  
Susan Shanks, Senior Planner  
Brett Kelter, Associate Planner  
Ryan Marquardt, Associate Planner  
Li Alligood, Assistant Planner  
Alicia Stoutenburg, Administrative Specialist II

**CITY OF MILWAUKIE**  
**DESIGN AND LANDMARKS COMMITTEE**  
**MINUTES**  
**Public Safety Building**  
**3200 SE Harrison Street**  
**Wednesday, July 27, 2011, 2011**  
**6:30 PM**

**DLC MEMBERS PRESENT**

Greg "Frank" Hemer, Chair  
 Jim Perrault, Vice Chair  
 Patty Wisner  
 Chantelle Gamba

**STAFF PRESENT**

Katie Mangle, Planning Director  
 Li Alligood, Assistant Planner, (DLC Liaison)

**MEMBERS ABSENT**

Becky Ives

**1.0 Call to Order – Procedural Matters**

**Chair Greg Hemer** called the meeting to order at 6:36 p.m. and read the conduct of meeting format into the record.

**2.0 Design and Landmarks Committee Notes**

2.1 June 22, 2011

This item was taken out of order and addressed after Item 9.0.

**DLC Member Jim Perrault moved to approve the June 22, 2011, DLC meeting notes as presented. DLC Member Chantelle Gamba seconded the motion. The minutes were approved, with DLC Member Patty Wisner abstaining.**

**3.0 Information Items**

**Li Alligood, Assistant Planner**, noted that next month there would be a worksession regarding the Kellogg Bridge design review application, and procedures around the design review would be discussed later on.

**4.0 Audience Participation** –This is an opportunity for the public to comment on any item not on the agenda. There was none.

**5.0 Public Meetings** – None

**6.0 Worksession Items**

6.1 Summary: Façade Improvement Program application review



Staff Person: Li Alligood

**Chair Hemer** requested that **Meganne Steele, Metro**, go over the program basics for Ms. Wisner as she was absent at the last meeting. He noted how helpful the further explanation had been in reviewing the proposals.

**Ms. Steele** reviewed the purpose and goals of the program. She applauded the DLC for their thoughtfulness in deliberations and the decisions made at the June 22 meeting.

**Ms. Alligood** reviewed the process and criteria for reviewing the proposals and the outcome for proposals from the previous meeting.

The proposals were taken out of order.

E. Applicant: Milwaukie Masonic Lodge

Owner: Same

Address: 10636 SE Main St

**Eric Huth, Chairman, Milwaukie Masonic Lodge**, explained the differences between the revised proposal and the proposal presented and approved at the June 22 meeting. He noted that due to fiscal constraints, the project needed to be scaled back and the revised proposal did not include full-scale painting.

**The Committee**, although disappointed, agreed that the building was an important downtown structure and needed support.

**The Committee** approved the application unanimously in the amount of \$6,355.50.

A. Applicant: Carmen and Brian Meyer

Owner: Same

Address: 11008 SE Main St

**Ms. Alligood** noted that the Applicants had worked with Ms. Steele and Metro, and had received design assistance.

**The Committee** noted the vibrant yet historic colors proposed. They were excited about what a significant visual statement it would make in downtown, particularly with regard to the historic elements, and the coupled anchoring of the improvements to the Masonic Lodge.

**The Committee** approved the application unanimously in the amount of \$10,000.00.

B. Applicant: Main/Monroe Investors, LLC

Owner: Same

Address: 10883 SE Main St

**The Committee** discussed the proposal improvements to the south of the building, which included stucco façade, windows, and lighting.

- **Ms. Alligood** noted that although signage was included in the proposal, the signs had already been fabricated and installed and were not eligible for reimbursement under the program.

**Ms. Wisner** noted that the proposal significantly changed the façade, which had merit and would provide what the program was hoping for, which was to improve the downtown experience and draw business by improving the storefront.

**DLC Member Jim Perrault** expressed his disapproval; it appeared to be a complete rebuild rather than a simple façade improvement.

- **Ms. Alligood** confirmed that the application met the program eligibility criteria.

**The Committee** approved the application, with **Mr. Perrault** opposing, in the amount of \$10,000.00.

C. Applicant: Johnny Ashy

Owner: Nelson's Nautilus Plus

Address: 10466 SE Main St

**The Committee** discussed the proposal to paint the building in the current color scheme. They felt that the proposal was more maintenance than true façade improvement, and that the goals

of the program seemed to be better matched with true Main Street-type locations, particularly with regard to the pedestrian experience.

**The Committee** denied the application unanimously.

D. Applicant: Pietro's Restaurant Group, Inc.

Owner: Geraldine Willie

Address: 10300 SE Main St

**The Committee** noted that the proposal to repaint with the current colors was also maintenance with no significant improvement.

**The Committee** denied the application unanimously.

F. Applicant: Bernard's Garage, Inc.

Owner: MDDA, Inc.

Address: 2036 SE Washington St

**The Committee** reviewed the proposal to repaint, repair, and add an awning and exterior lighting, and noted that the proposal had been resubmitted after being denied at the June 22 meeting. Although the proposal had improved per the recommendations to the applicant, some elements were the same as the initial proposal, specifically repainting in current colors and patch repair.

**The Committee** approved the application, with **Mr. Perrault** opposing, in the amount of \$7,371.00.

This item was taken out of order.

6.2 Summary: Design Review Meeting Procedures Overview

Staff: Li Alligood

**Ms. Alligood** reviewed the Committee's past work on the design review meeting procedures. She briefly explained the different review types and their processes as updated through the Land Use and Development Review Tune-Up project completed in the spring.

- The DLC's role in the Type III Design Review process was to review design review applications and make a recommendation to the Planning Commission. She referred to Section 6.2 Page 29 of the epacket.

**Ms. Alligood** reviewed the key points defined in the code:

- The public notice process was now the same as a Planning Commission public hearing, although the notice period was shorter for the DLC.
- The rules of procedure and how to conduct meetings had been further defined.
- Findings were proposed by staff and the DLC forwarded them with its recommendations to the Planning Commission. Findings could be revised by request from the DLC.
- It was important for DLC members to remain impartial, and to be aware of conflicts of interest and ex parte contacts. Although the DLC recommendations to the Planning Commission were not appealable, the Planning Commission's decisions were. A conflict of interest on the DLC could result in appeal of the Planning Commission's decisions.

### 6.3 Summary: Electronic Sign Code project (new agenda item)

Staff: Katie Mangle

**Katie Mangle, Planning Director**, reviewed the Electronic Sign Code project that staff and the Planning Commission had been working on. The project and code changes were small and quick, , as the code was currently weak in some areas and too restrictive in others. There were two major proposed changes: more restrictions on large moving LED billboard signs, like that in the North Industrial Area: relaxed restrictions on smaller readerboard LED signs along McLoughlin Blvd, like the '76 gas station sign. Two Planning Commissioners talked to the Historic Milwaukie Neighborhood District Association, and the NDA was supportive. The Planning Commission hearing was tentatively scheduled for the end of the summer.

## 7.0 Other Business/Updates

### 7.1 Joint DLC/City Council meeting debrief

175  
176 **Chair Hemer** and **Ms. Wisner** explained the history and intent of the Historic Properties  
177 presentation which was presented to City Council at the July 5 joint DLC/City Council meeting.  
178 Chair Hemer noted that there was grant funding available for municipalities that had historic  
179 resource commissions, and proposed the possibility of the DLC acting as a Historic Resource  
180 Commission, although there may be some hurdles to this. He noted the rich history of Milwaukie  
181 and that it should be advertised.

182  
183 **The Committee** agreed that it was open to the prospect of becoming a historic resource  
184 commission.

185  
186 7.2 Letter from NDA Leaders (new agenda item)

187  
188 **Ms. Gamba** discussed a letter regarding the TriMet light rail public art. The letter had been sent  
189 from Milwaukie NDA leaders to a number of community volunteers in July. She noted that,  
190 according to her conversations with members of the group, some members of the NDA  
191 leadership were in fact not present for the writing of the letter, nor were they in agreement with  
192 the statements it contained. She noted the letter had resulted in the resignation of a valuable  
193 committee member from the light rail Art Advisory Committee, and she hoped the NDA  
194 leadership will handle the situation appropriately.

195  
196 **The Committee** discussed the letter and its contents.

- 197
  - **Chair Hemer** sent a response letter to the NDA leaders describing the many  
198 opportunities to be involved in the light rail project, and invited them to attend DLC  
199 meetings. He noted that the DLC had no decision-making authority regarding public art.

200  
201 **8.0 Design and Landmarks Committee Discussion Items**

202  
203 **9.0 Forecast for Future Meetings:**

204 August 24, 2011 1. Worksession: Façade Improvement Program application review  
205 2. Worksession: Kellogg Bridge design review  
206 September 27, 2011 1. Worksession: Façade Improvement Program application review  
207 2. Public Meeting: Kellogg Bridge design review

208

**Ms. Alligood** discussed the meeting forecast and reminded the DLC that they would be the subject of increased attention for the foreseeable future.

- The meeting in September on the Kellogg Bridge would be the group's first public design review meeting and will be an important meeting. The worksession in August would be a chance for an initial review of the land use process.
- Ms. Mangle was providing an in-depth briefing to City Council for the South Downtown Concept Plan in September, and what components would be involved in that project.

Meeting adjourned at approximately 8:45 p.m.

Respectfully submitted,

Alicia Stoutenburg, Administrative Specialist II

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Greg "Frank" Hemer, Chair



# MILWAUKIE

*Dogwood City of the West*

**To:** Design and Landmarks Committee

**From:** Susan P. Shanks, Senior Planner

**Date:** August 17, 2011, for August 24, 2011, Worksession

**Subject:** September 2011 Kellogg Bridge Design Review Meeting

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## **ACTION REQUESTED**

None. This is a briefing for informational purposes only.

## **BACKGROUND INFORMATION**

### **A. Kellogg Bridge Application**

As expected, TriMet submitted the Kellogg Bridge land use application on August 8, 2011. It is composed of 5 separate applications, namely: Design Review (DR), Willamette Greenway (WG), Water Quality Resource (WQR), Habitat Conservation Area (HCA), and Community Service Use (CSU). Staff is currently reviewing these applications for completeness.

### **B. Design Review Scope and Applicable Design Guidelines & Standards**

- The Design and Landmarks Committee (DLC) will be providing a design recommendation on the DR application to the Planning Commission (PC) on the portion of the permanent bridge structure in the downtown zones.
- The DLC will be reviewing the northern bridge abutment on the north side of Lake Rd as part of the DR application. However, pending direction from the DLC and PC, the final decision on this application can be worded in such a way as to allow for additional design review and refinement during the DR application for the Milwaukie station given the physical and functional relationship between the abutment and the station.
- Staff has found that the majority of the City's design guidelines are relevant to the DLC's review of the bridge structure. Only a few of the guidelines have been found to be not applicable, as they are specific to buildings. The only applicable design *standard* pertains to walls.
- The DR application does not include construction staging or the temporary construction bridge adjacent to the permanent bridge. The PC will be reviewing construction staging on the Kronberg Park property, and any associated impacts, as part of their review.

### **C. Land Use Review Timeline**

- The City has 120 days from when the application was deemed complete to issue a decision. As noted above, staff is in the process of reviewing the application for completeness.
- Given the scale and complexity of the bridge structure application, staff is anticipating that at least two hearings before Planning Commission will be necessary. This means that there is no room in the schedule to hold a second design review meeting unless it is held outside the DLC's regularly scheduled meeting time.
- The DLC's design review meeting on the bridge structure is tentatively scheduled for September 28, 2011.
- The PC's land use hearings on the bridge structure and the associated modifications to the Trolley Trail are tentatively scheduled for October 25 and November 8, 2011.

### **ATTACHMENTS**

Attachments are provided only to the Design and Landmarks Committee unless noted as being attached. All material is available for viewing upon request.

1. TriMet memo dated August 15, 2011 (attached)





August 15, 2011

Katie Mangle, Planning Director  
City of Milwaukie  
6101 SE Johnson Creek Blvd  
Milwaukie, OR 97206

**Subject: Submittal for the August 24, 2011 Design and Landmarks Committee Session to Review the Portland-Milwaukie Light Rail Project's Kellogg Bridge Design**

Dear Ms Mangle:

Enclosed please find exhibits for the August 24, 2011 Design and Landmarks Committee session. The intent of these materials is to update the DLC on the current status of the Kellogg Bridge design, in an effort to bring closure to the work sessions as we transition into the land use hearing process. The information focuses on comments made by the DLC and Planning heard during our last work session held June 1.

At the joint DLC-Commission work session, several strong desires for design revisions to the LRT structure were expressed. These include the pedestrian bridge construction, use of round overhead catenary poles on the structure, an improved Lake Rd jump span, a preference for an open column cap design, a desire to utilize single columns piers for the length of the bridge, a steel wrap or staining to be added to the columns, and continued transparency for noise walls introduced on the bridge. Additional details on the appearance of column heights and bearing spacing were also requested.

After considering many options with city staff, several beneficial changes have been made in response to these requests, including:

- **Round Overhead Catenary System poles.** In reviewing this request, our team concurs that the use of round pole to support the electrical OCS system reinforces the ribbon concept desired for the bridge, as it produces a smaller shadow line than the sharp angles of the previously proposed I-beam type OCS pole. Therefore, OCS poles from Lake Rd to Park Ave are proposed as round galvanized poles, as shown throughout the attached figures.
- **Column and column cap design.** The current proposed column cap design includes three weathered steel I-beams supports. The column cap design has reverted back to the open-face I-beam design as requested at the June 1 DLC and Planning Commission session. Figure 1, 2, and 3 illustrates this design, and demonstrates the differences in appearance caused by height variations of the column, and gap spacing for the bearings between the top of column cap, and the bottom surface of the steel tub superstructure.

In addition, alterations to the column treatment have been made. The column surface retains the board form treatment of several vertical lines to create a visual thinning effect. However, the lines now vary in height, with several reaching up to meet the bottom edge of

the steel column cap. The column cap will be detailed to focus water running off the columns, and any potential staining of the concrete caused by the weathered steel, to these specific vertical lines.

Colored stains were suggested by the DLC and commission and were reviewed by our team. Surface stains require an acid wash to be applied prior to staining. In addition, to the environmental concerns with the acid washing process shared by TriMet at the June 1 work session; acid washing creates a porous layer on concrete surfaces that allow the stains to seep in. This permeable surface quality also allows graffiti paints to set into the concrete more readily, making them very difficult to remove. In some cases, the graffiti cannot be completely removed and must be covered by paint. We believe the quality and appearance of the columns will be maintained for longer periods if surface stains are not introduced. Concrete mix stains were also reviewed. Since the columns are constructed in one pour sequence, the stain must be added to the entire batch of concrete to insure the outer layer is stained. This means that approximately 700 cubic yards of concrete (or about 80 truck loads) would need to be stained, when only the outer 1" shell, or 15 cubic yards would be visible. Given these facts, concrete stains were found to be cost prohibitive and are not proposed.

Weathered steel wraps were also explored in detail. The bridge columns require inspections following a seismic event to search for a structural phenomenon called "plastic hinging". Plastic hinging provides energy damping in a rigid vertical column during seismic events, where the column deforms, to avoid total structural failure. After an event, the columns must undergo immediate visual inspection and repair. For these reasons steel wraps on the columns are not proposed and the columns are not tapered. To taper a column, the round structural core is constructed followed by a second layer of architectural concrete. This second layer serves no structural purpose. If a seismic event occurred, the concrete exterior would need to be removed prior to inspection, potentially increasing delays to the LRT system. In addition, the exterior layer of architectural concrete may crack and fall, creating a potential safety hazard adjacent to the trolley trail.

Graffiti is a significant concern for TriMet throughout our alignment and it is our policy to remove graffiti quickly. Therefore, durable materials resistant to vandalism are required in pedestrian areas where the material can be easily accessed. On the Kellogg BR, the weathered steel superstructure is not easily accessible, where as the columns adjacent to the Trolley trail are easily reached by passing pedestrians. Graffiti is difficult to remove from weathered steel than concrete, often leaving a noticeable mark on the steel after removal. The board form treatment on the concrete is designed to deter graffiti with its uneven surface. Markings are much more easily removed from a concrete surface, often requiring only an anti graffiti cleaning solution and a power washer.

Steel wraps also creates constructability concerns, as steel would have to be ordered and applied to each individual column, increasing both time to construct and costs. By comparison, the concrete board forms can be rented, and reused at each column. For this reason, no steel or architectural-only concrete was used on the bridge columns.

- **Lake Rd Jump Span.** Several improvements to the design have been made as demonstrated in Figures 4 and 5. The structure is concrete, with a weathered steel face, to match the steel tubs design. A steel outer surface can be accomplished here, as the inspections for vertical column elements describe above do not apply to this horizontal beam

element. The concrete structure's profile is thinner than the steel tub design due to the short span over Lake Rd, allowing the structure to match existing clearances over Lake Rd. The abutment wall is now treated with a board-formed rock texture with horizontal accents. The split-column on the south end of Lake Rd supports both the steel tub design of the bridge, and the concrete span over Lake Rd. This surface has been treated to match the abutment, creating a unified appearance. In addition, the cantilevered station access has been narrowed, to allow more natural lighting under the structure on Lake Rd. This cantilever will be reviewed further during the Station Land Use design reviews. Lighting, oriented downward, has also been added under the structure to insure safe levels of illumination at night.

- **Pedestrian Bridge design advancements.** TriMet shares the community perspectives of constructing the city's pedestrian bridge project. Project resources have been utilized to advance the pedestrian bridge design to guide the upgrade of the LRT bridge structure to support the future pedestrian bridge. TriMet continues to assist in advancing the city's project by advancing the pedestrian bridge to address certain design constraints. For example, as shown in figures 6, 7, and 8, the pedestrian bridge moved from a Warren Style Through-Truss structure, to a more aesthetically pleasing Bowstring Arch Truss design opening sight lines for increased views, improving security, and addressing overhead clearance issues. In addition, TriMet's contractor helped identify windows of opportunity to include the pedestrian bridge scope into project construction at a later date, while minimizing cost impacts to either project.

You will note the figures include the split-column design to support the pedestrian bridge structure. The columns shown are 4'-6" in diameter with a board form treatment to match the single columns design used elsewhere on the bridge. The column cap shown consists of two open-face I-beams, which are consistent in design to the single-column cap design. After careful review, the proposed split-column design was retained due to the increasing superstructure width which occurs as you move northward toward Lake Rd station. The split-column design provides enhanced support for the wider structure. A move to a single column would systematically increase the cantilever loads on the column cap, increasing their height up to a couple of feet, detracting from the ribbon concept. In addition, wider column diameters would also be needed to support the increased asymmetric loading from the LRT vehicles. Depending on the level of loading asymmetry, such as additional loading from an offset pedestrian bridge, column diameters up to 9 feet may be required. For comparison, the single columns further south are 6' in width. The 9' wide single-column design would require it be centered under the LRT Bridge, creating the need for more complex and expensive pedestrian path connections at each end of the bridge in order for the paths to bypass the mass of the columns. This increased width would also generate significant safety concerns on the pedestrian bridge structure as it potentially creates a hiding place. It was suggested the pedestrian bridge be cantilevered to one side. As mentioned above, this would produce wider columns, as well as, increases the bridge's shadow line to the point where the design is non-compliant with the project's existing environmental permits. As shown in figure 9. A split column design eliminates the safety hazard by maintaining an open, clear path on the pedestrian bridge, and containing the structure within the existing shadow line. Given these considerations, the proposed split-column design was retained.



August 15, 2011  
Submittal – Kellogg Bridge Design  
Page 4

- **Continued Transparency on Bridge noise wall.** Transparency was highlighted by many participants of past meetings as a key to accomplishing the desired ribbon-like structure. As a result, a transparent railing design consisting of weathered steel railings, with tension cables was introduced and was well received by reviewers. It was recently determined that a noise 3' high noise wall would be needed for approximately 200' on the western edge of the structure, from roughly Bluebird St to River Rd. A thin transparent material has been introduced to the railing design in this location, which meets the noise barrier requirements, yet maintains the desired transparency of the railing, as shown in figure 10 and 11.

We are excited by this progress made to date. We have come a long way since the preliminary concrete bridge designs, which many felt was too heavy and out of place in Milwaukie's urban environment. Over the last few months, TriMet, the design team, and the project partners have all engaged in multiple public outreach meetings, jurisdictional review sessions, and staff level design meetings to shape the bridge into a slim, ribbon-like structure that compliments Milwaukie's character and is compatible with its environment. This evolution captured a bridge aesthetic that meets community desires and city guidelines, while maintaining the integrity of the overall PMLR project budget.

This reality maintains TriMet's ability to look for additional opportunities to provide project support for the pedestrian bridge design and construction, including potentially integrating it into the PMLR construction scope. While the pedestrian bridge is not currently part of the PMLR project, city staff and TriMet continue to work together to seek funding and assure its construction.

We are appreciative of the energy and commitment from you, the city staff, DLC and commission members, and members of the community in helping the Kellogg Bridge design progress. We believe the proposed design meets the desires of the community, while taking maintenance considerations, safety, constructability, and project costs into account. We look forward to beginning the Land Use process and to continuing forward to final design

Best Regards,



Jeb Doran  
East Segment - Urban Design Lead  
Portland-Milwaukie Light Rail Project

Cc: K. Asher (CoM), S. Shanks (CoM), Planning Commission, Robbins, Cooper



FIGURE 1



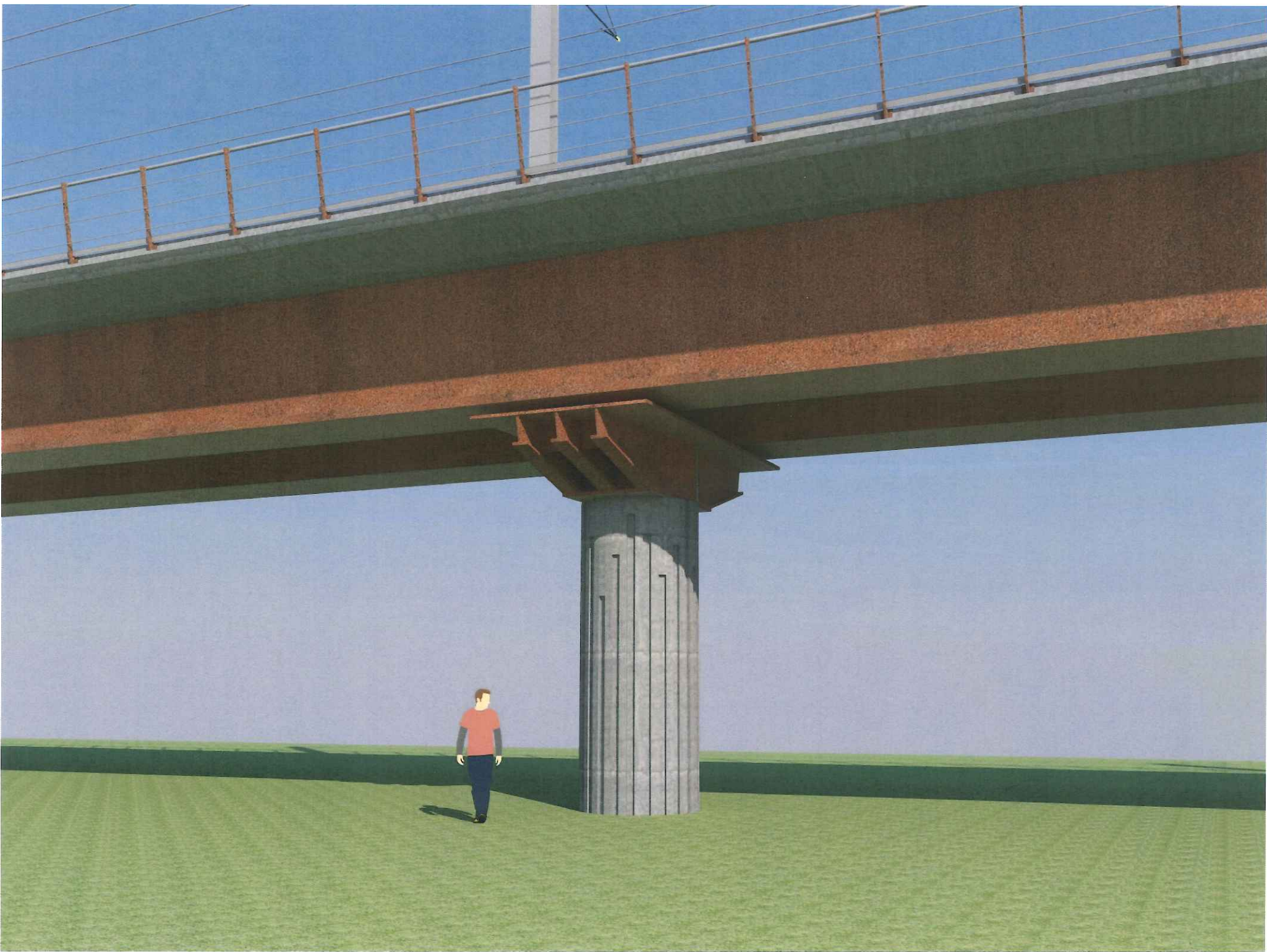


FIGURE 2



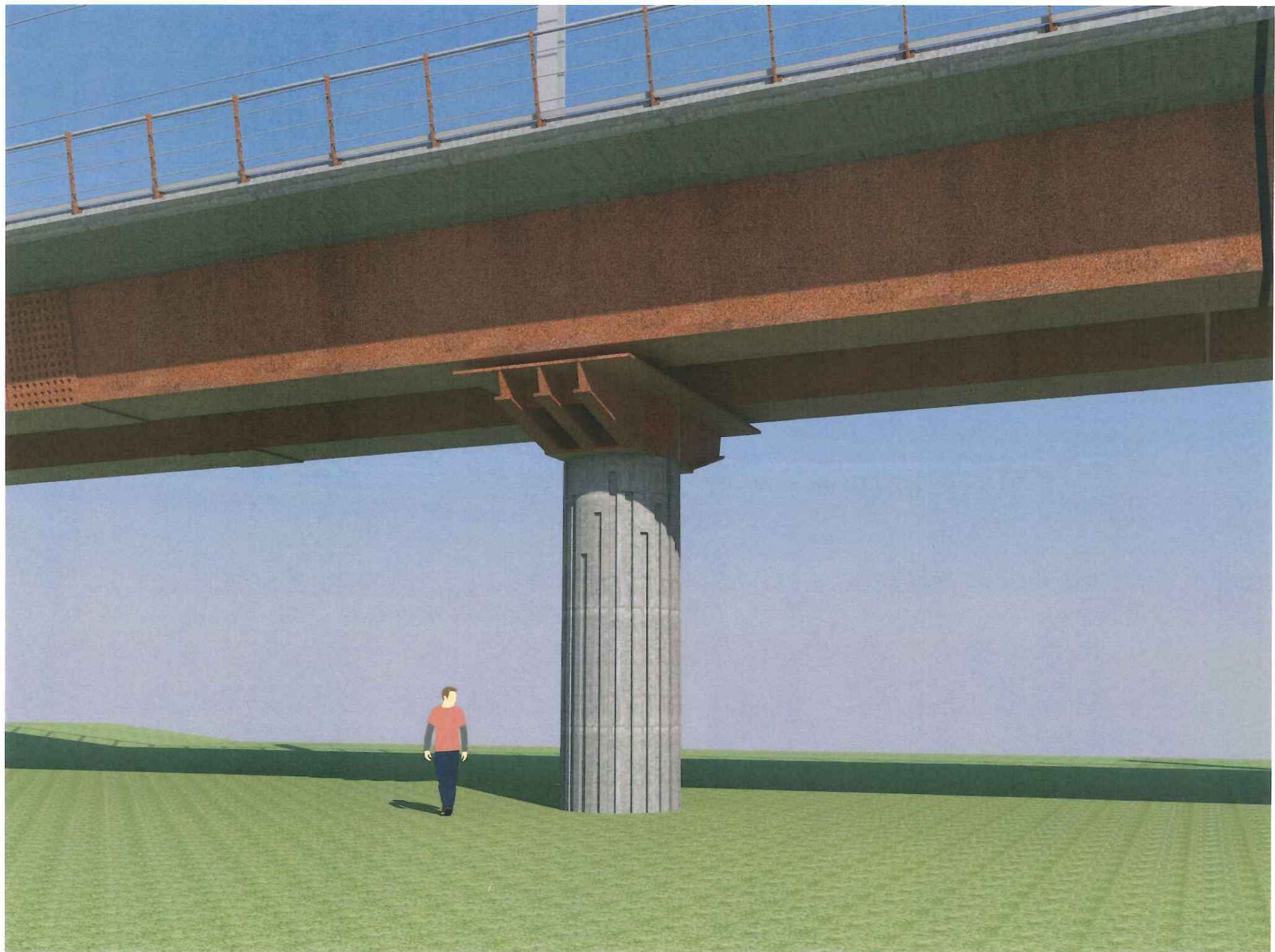


FIGURE 3





FIGURE 4



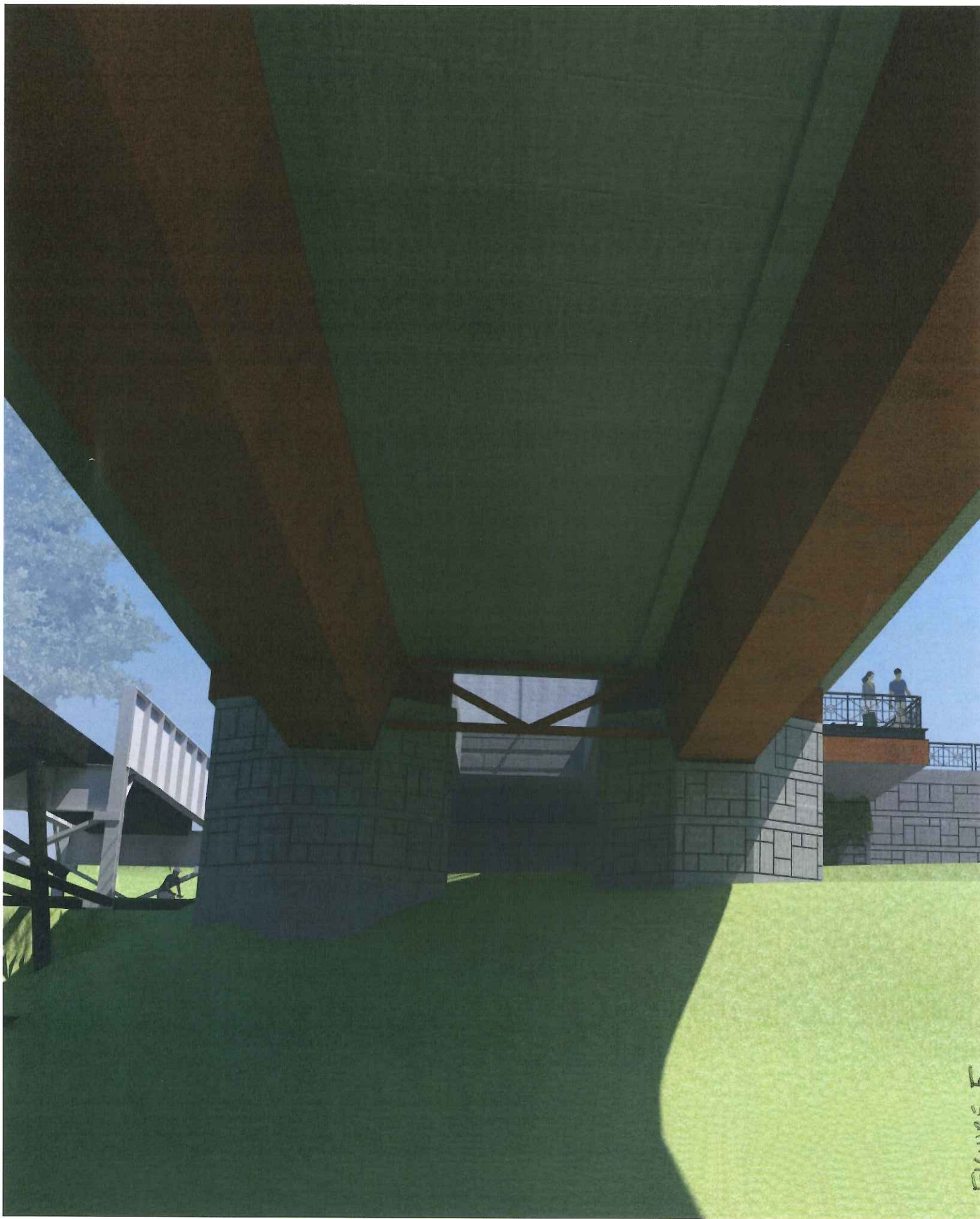


FIGURE 5

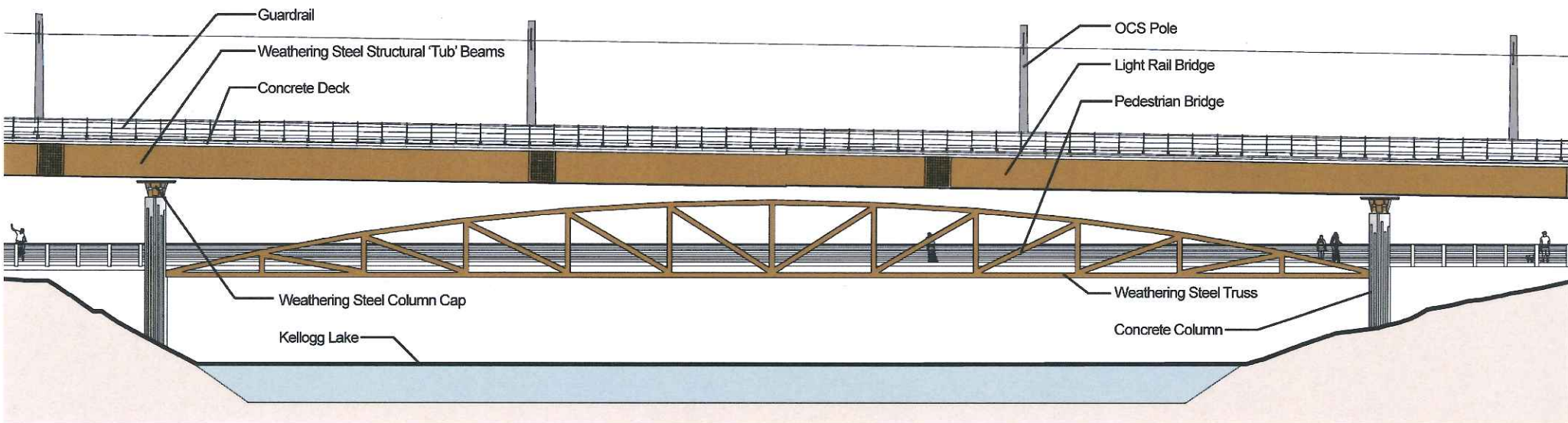


FIGURE 6





FIGURE 7





FIGURE 8

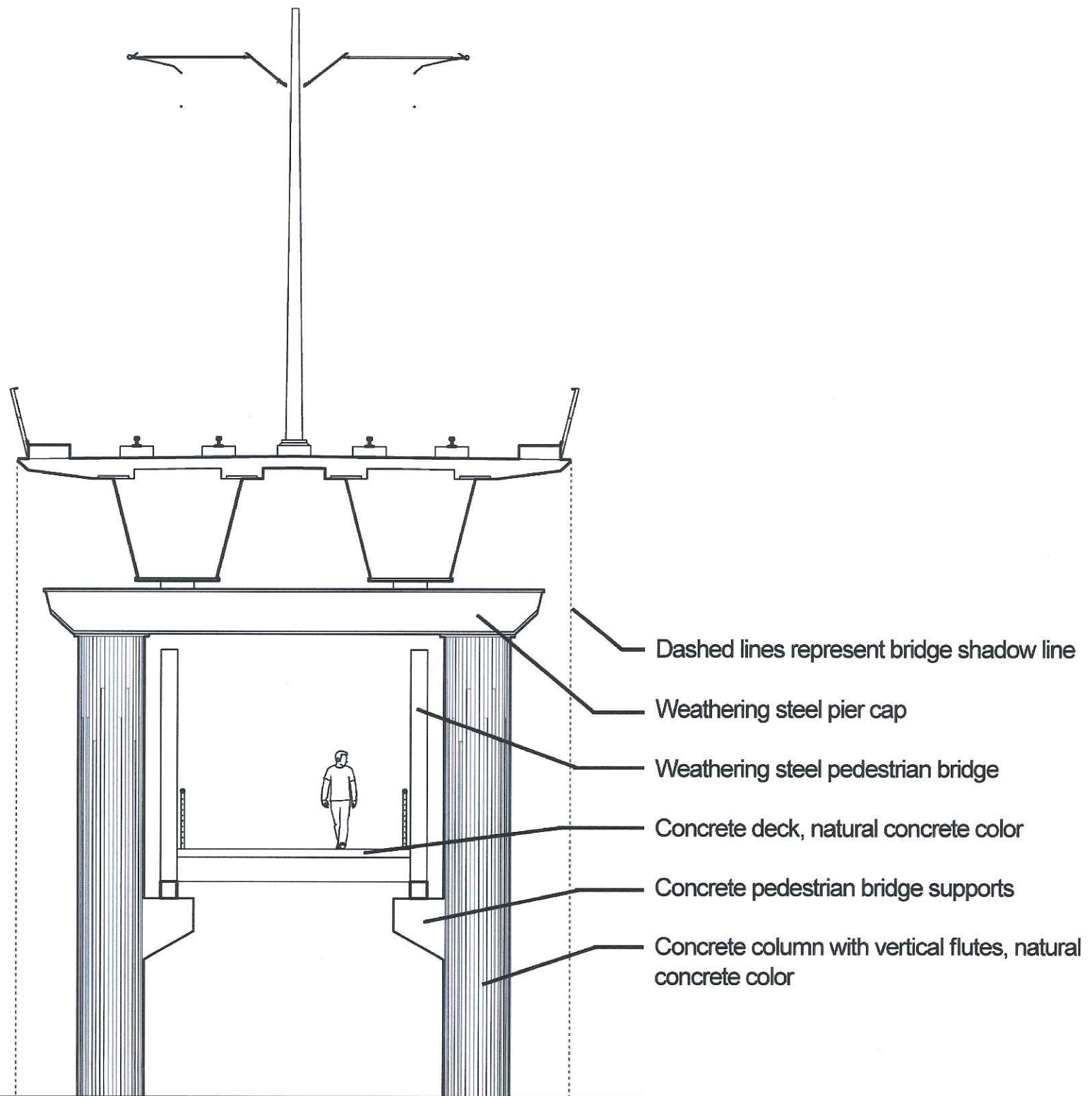


FIGURE 9





FIGURE 10



FIGURE 11



# MILWAUKIE

*Dogwood City of the West*

**To:** Design and Landmarks Committee

**From:** Katie Mangle, Planning Director  
Kenny Asher, Community Development and Public Works Director

**Date:** August 17, 2011, for August 24, 2011, Worksession

**Subject:** South Downtown Concept Plan

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## ACTION REQUESTED

None. This is a briefing for discussion only. City Council has directed staff to bring the South Downtown Concept Plan for adoption in September 2011. The purpose of this briefing is to familiarize the Design and Landmarks Committee (DLC) with the South Downtown concept and discuss the preliminary strategy for implementing the plan. The DLC will be asked to take action on future Comprehensive Plan and Zoning Code and Map amendments to allow for implementation of the South Downtown concept.

## BACKGROUND INFORMATION

### A. History of Prior Actions and Discussions

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## B. South Downtown Concept Plan

The South Downtown Concept Plan is a community-driven vision created by more than 50 citizen volunteers over the past three years. The Plan seeks to implement community-sensitive development that has been imagined specifically for this part of Milwaukie, by Milwaukians. Similar to a builders' manual, *A Pattern Language for South Downtown Milwaukie* describes in words the qualities that Milwaukians would like to see preserved and enhanced in the area south of Washington Street between McLoughlin and Kellogg Lake, west of 21<sup>st</sup> Avenue.<sup>1</sup>

The *Pattern Language* document drew its inspiration and imagination from 35 volunteer citizens who live, work or have interests in the City of Milwaukie. The document includes hundreds of quotes from these citizens, who responded to questions about what they liked about downtown Milwaukie, what they wanted to see preserved, and what they thought could be enhanced:

*"Keep the downtown pedestrian in feel. Lots of small businesses could come in without destroying the small town feel, if the town is kept pedestrian."*

*"Developers need to demonstrate commitment to protecting and extending the quality of Milwaukie, in order to be allowed to do a project here."*

*"A downtown that is people-centric rather than car-centric. The farmers' market is a good example. People walking to the downtown, or are biking with their kids to town. You can pay attention to things other than traffic. People are communing rather than commuting."*

*"Utilize Dogwood Park as something gorgeous. The plaza is on the top of a hill and looks at this grassy knoll below. It has an estuary feeling; wildlife, ducks, and birds. You can bring your dog on a leash. You meet someone. You can get over to the river. If you have a festival in town, that would be a great place to have it. Even the Farmers' Market. As you get off light rail you see hustle and bustle, and it is warm and welcoming."*

In 2010, the *Pattern Language* was put through a critical review process, whereby a professional landscape architecture firm was asked to illustrate the vision described, test it against development realities, and work with an enlarged Steering Committee of 21 volunteers who provided guidance and oversight to this refinement process. This work is documented in the January 2011 *South Downtown Concept Plan*, included as Attachment 1.

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## 1. The Big Picture: What is the South Downtown Concept Plan?

The South Downtown concept is a vision to replace a portion of what was adopted in 2000 as part of the Downtown and Riverfront Land Use Framework Plan. Whereas the Framework Plan sees the south downtown area as the terminus to Main Street, and therefore to the entire downtown, the South Downtown Concept Plan views the area not as a dead end to Main Street, but as a vital hub that engages some of Milwaukie's most important parks and greenspaces (Riverfront Park, Dogwood Park, Kellogg Creek, and Robert Kronberg Park). The Framework Plan envisions a "campus" with no through-streets, significant parking, and a superblock configuration with two giant arts/entertainment and/or office buildings. The buildings are strongly oriented toward a pedestrian street, with their backs turned to Kellogg Creek, the high school, and views of the Willamette River.<sup>2</sup>

This vision is adopted City policy.

The South Downtown Concept Plan would prepare these six acres for a different kind of future. The area is no longer experienced as the end of downtown, but rather as a gathering place that supports and contains a multitude of activities, while allowing movement through to other places. Taking advantage of its proximity to parks and natural areas, views and transportation links, the vision is not one of a campus (i.e. self-contained) but rather an extension of the downtown grid system, anchored by a beautiful plaza positioned to overlook the Willamette River, with a shape and size that would nicely accommodate the Milwaukie Farmers' Market. The buildings (which could be reused from existing stock), are carefully designed to create activity at the ground floor level, both indoors and out. Of course, the South Downtown Concept Plan has the advantage of recognizing the future light rail station (which is in this area), that informs how the City should utilize 21<sup>st</sup> Avenue, the "triangle site", Adams Street and Lake Road differently from what was described in the Framework Plan.

This vision is not adopted City policy, but is nevertheless being looked to by some citizens, staff, and other partners (like TriMet, developers, and businesses) as the direction in which the City is intending to go.

## 2. Council's Direction

The light rail project has raised the profile of the South Downtown, both because of the construction that is set to occur there, and because of the opportunities that naturally arise around heavily used facilities like light rail stations. Partially as a result of light rail plans, and to a degree because of the City's investment in the South Downtown Concept Plan, some people now assume that the South Downtown vision is the City's official plan for the future of this area. Property owners, would-be tenants, and public agencies are making decisions about how to utilize this area *now*. The City Council, therefore, has directed staff to bring the plan for adoption.

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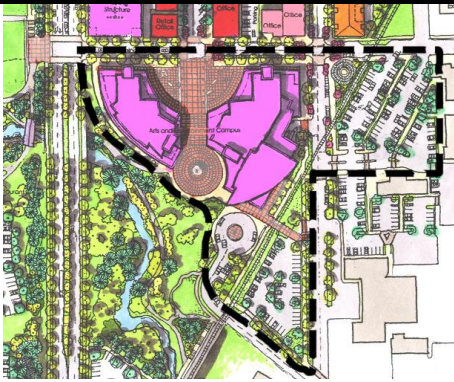

<sup>2</sup> This vision is illustrated in the Land Use Framework Plan. The zoning code does not prescribe that all new development fit this exact mold, but the code does aim toward empowering this vision by allowing large office buildings and requiring a lot of parking to be provided, and precludes others by not allowing incremental improvements to the existing buildings or reuse of the existing buildings with retail or restaurants.

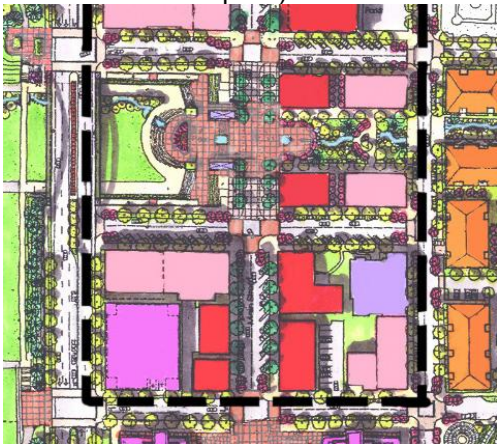


Most urgently, the light rail project will change circulation patterns in the area by closing streets, potentially opening others, rerouting bike traffic, and rebuilding 21<sup>st</sup> Avenue between Washington Street and Lake Road. This should only be done in accordance with City plans. Likewise, redevelopment of the two publicly owned sites in the area (the Cash Spot and Triangle sites), and successful completion of the Kellogg-for-Coho Initiative will all be impacted by the Council's decision to modify the vision for the South Downtown.

## B. Comparison of the South Downtown Concept with the Existing Downtown Plan

The Downtown Framework Plan and the South Downtown Plan would lead to different development outcomes for the City. Though the choice might appear as an abstraction today, in a short matter of time there will be actual construction in the South Downtown related to light rail, and after that, there *could be* revitalization activity in the area.

The following table attempts to compare the implications of A) implementing the current plans and policies in the Downtown Plan, and B) adopting and implementing the South Downtown Concept.

	<b>Option A</b> <b>Do Nothing</b> Continue to implement the <u>2000 Downtown Plan</u> vision in the South Downtown area	<b>Option B</b> <b>Adopt</b> the <u>2010 South Downtown Plan</u> (with or without amendments)
<b>Vision</b>	 <p>The area would be an Arts/Entertainment/Office campus to terminate Main Street. Existing block structure is abandoned for a “superblock.” No through-streets. Large parking demand. Large, new buildings with interior orientation.</p>	 <p>The area would extend the pattern and grain of downtown, connecting Main Street to parks and the light rail station through active, multi-modal, and people-friendly spaces.</p>
<b>Land Uses &amp; Development Standards</b>	<p>The planned uses are primarily office and entertainment space, with very little residential, retail or restaurants allowed. High parking requirements, likely requiring a parking garage on-site. The buildings face Washington Street, but are not oriented toward 21st Ave or the creek. The high minimum lot size means no small lots (which could help replicate the fine grain</p>	<p>A variety of uses would be allowed to encourage a mix of activities in ownership and business types. A wide assortment of individual buildings would be constructed on development sites around a public plaza. The scale and character of the new development would make use of, or fit with, existing buildings.</p>

	of existing downtown development) could be created.	A “station building” would connect the light rail station to 21 <sup>st</sup> Ave., announcing Milwaukie as a destination.
<b>Street Design</b>	Because light rail was not anticipated, (and/or for other reasons), Main Street and Lake Rd each dead-end in a cul de sac, vacating the existing connection between the Lake Rd neighborhood and downtown. Since these streets are presumed to be private, there are no street design standards which mean no public area requirements are in place. Envisions 99E bridging over a pedestrian bridge at Jefferson St.	Main Street would connect in both directions to Lake Rd, both to add more options for people to get around the area, but also to support the retail and restaurants located around the plaza. The street would be designed for people first, and would slow auto traffic. Lake Road is open in both directions. Adams becomes a bike/ped connection to the light rail station. Envisions a ped bridge over 99E at Washington St.
<b>Public Spaces (Plaza Location)</b>	Envisions a public plaza between Monroe and Jefferson Streets, west of Main St, on the site of the Rexall pharmacy building, which would be demolished. (A private plaza is shown at the south end of Main St. as a forecourt to the office/entertainment complex.) 	An oval plaza is located near the intersection of Main St & Adams St, from which people can enjoy views of the Willamette river. The design of Main St would be integrated with the plaza.   <small>WALKER+MACY</small> <small>South Downtown Rail Concept Plan</small> <small>Plaza</small>
<b>Rate of Private Investment</b>	Superblock redevelopment requires single-owner land assembly with large upfront investments. Existing property owners have not invested significantly in their properties, nor have they coordinated redevelopment efforts. Public areas have not been improved, as intensification has not occurred. Vision still is far from “market-ready.”	Smaller, incremental improvements to existing buildings could allow revitalization to begin in the near term. The Station Building on the triangle site is a short-term opportunity that could catalyze other investment in the five-year timeframe. Property owners have begun to coordinate and discuss improvements based on this vision.
<b>City Sponsorship, Ownership</b>	The City would be choosing to stop investing resources in the area’s planning, so Milwaukie’s interest would be more on	Sponsorship, ownership and political support are demonstrated through adoption of the

<b>and Political Support</b>	the regulatory side. Property owner coordination is unnecessary. Siting the light rail station on the Triangle Site might be seen as a show of support for the area, but failing to follow through with a station area plan and associated code amendments might undermine that appearance. Joint development of the Triangle Site will be more challenging in this environment.	community's work on the South Downtown Plan, joint development of the Triangle Site, ongoing implementation efforts toward the vision by the Community Development and Planning Departments, and continued coordination with other property owners.
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Until a new vision and implementing ordinances are adopted, the existing plans, street standards, and zoning code will remain in place.

## PRELIMINARY THOUGHTS ON AN IMPLEMENTATION STRATEGY

The Community Development and Planning Departments are the lead departments in shaping and realizing long-range plans for Milwaukie. The Directors of these Departments have been collaborating and seeking the advice of industry professionals on a strategy for incrementally realizing the South Downtown vision. The City has tools like the zoning code which it can seek to amend, and can create tools that other cities use to help guide development. The City can also work with property owners and citizens to make “small moves” to incrementally bring more life and beauty to the area.

The South Downtown Concept focuses on identifying the fundamental pieces of infrastructure that should be in place to support future development – the location of the plaza relative to the buildings and Main Street. It also identifies the building areas, but has less to say about the character and process by which the buildings are built. The Pattern Language, however, addressed all of these things (although sometimes in conflicting ways). To move forward, it will be important to stay true to the most important values and ideas resonant in the Pattern Language, but to do so in a way that allows implementation to realistically occur. Attempting to put these patterns and values in perspective, staff created Attachment 2 to summarize which patterns may be the most and least important. Attachment 3 is a draft analysis of how the patterns related to the built environment should be considered as the City moves forward to implement the concept. ***Staff would appreciate feedback on this list, particularly with regard to which patterns and ideas will be the most important to hold onto through the future phases of the project.***

One of the key challenges is to define the essential elements of the South Downtown Concept that must be required or protected by regulation, and, alternatively, to what degree the zoning code should provide freedom for builders to make future decisions. Staff is developing preliminary ideas about how to change the zoning map and code to enable implementation of the South Downtown Concept. The nature of the concept, however, means that many of the most important ideas will not be implemented through the zoning code, but rather through changes to public spaces, actions by existing property owners, and care taken by builders and future occupants. See Attachment 4 for a preliminary outline of how the City could approach changing the zoning for the area to allow property owners to begin to implement the concept.

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1. January 2011 *South Downtown Concept Plan*
2. Keeping the Faith: Essential Patterns to hold while implementing South Downtown development
3. South Downtown Built Patterns: Moving from Values to Actions
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# MILWAUKIE

*Dogwood City of the West*

**To:** Design and Landmarks Committee

**From:** Katie Mangle, Planning Director  
Kenny Asher, Community Development and Public Works Director

**Date:** August 17, 2011, for August 24, 2011, Worksession

**Subject:** South Downtown Concept Plan

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## ACTION REQUESTED

None. This is a briefing for discussion only. City Council has directed staff to bring the South Downtown Concept Plan for adoption in September 2011. The purpose of this briefing is to familiarize the Design and Landmarks Committee (DLC) with the South Downtown concept and discuss the preliminary strategy for implementing the plan. The DLC will be asked to take action on future Comprehensive Plan and Zoning Code and Map amendments to allow for implementation of the South Downtown concept.

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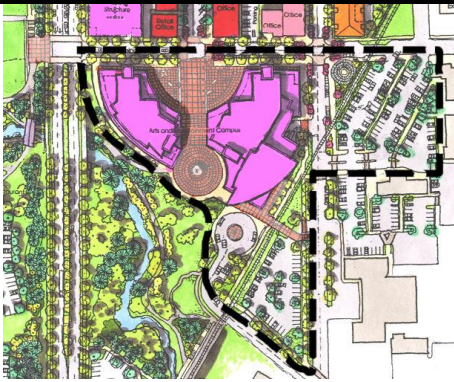

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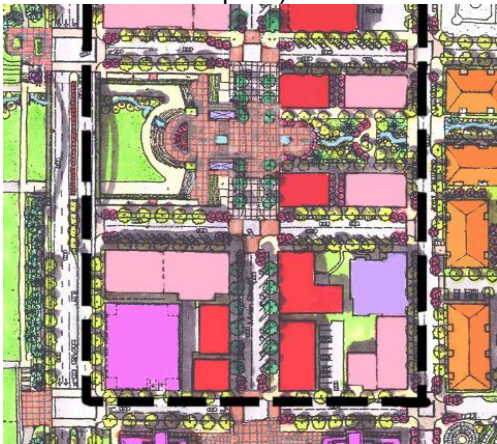


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<b>Rate of Private Investment</b>	Superblock redevelopment requires single-owner land assembly with large upfront investments. Existing property owners have not invested significantly in their properties, nor have they coordinated redevelopment efforts. Public areas have not been improved, as intensification has not occurred. Vision still is far from “market-ready.”	Smaller, incremental improvements to existing buildings could allow revitalization to begin in the near term. The Station Building on the triangle site is a short-term opportunity that could catalyze other investment in the five-year timeframe. Property owners have begun to coordinate and discuss improvements based on this vision.
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## City of Milwaukie



# SOUTH DOWNTOWN CONCEPT PLAN

January 2011  
WALKER•MACY



## City of Milwaukie

### **Project Management Team**

Kenny Asher

Katie Mangle

Jeanne Garst

## South Downtown Steering Committee

David Aschenbrenner\* (Hector Campbell/CMI)

Lisa Batey\* (Island Station/PC)

Carrie Rose Berkeley (Lewelling)

Jim Bernard (Property Owner/CMI)

Ray Bryan (Historic Milwaukie)

Carlotta Collette\* (Ardenwald)

Rosemary Crites (Oak Grove citizen/realtor)

Mark Gamba\* (Historic Milwaukie)

Dave Green (Riverfront Board)

Neil Hankerson (Downtown Property Owner)

Joe Krumm (Milwaukie High School)

Joe Loomis (Milwaukie City Council)

Matt Menely (Bicyclist/Waldorf Parent)

Mike Miller\* (Lake Road/CMI)

Arlene Miller (Lake Road)

Christie Schaeffer (Parks Board)

Cynthia Schuster (Main Street Milwaukie (MSM))

Eric Shawn (NCUWC)

Dion Shepard\* (Historic Milwaukie)

Joan Shipley (Property Owner)

Sarah Smith\* (Hector Campbell)

Ed Zumwalt (Historic Milwaukie)

\*Group of Nine participant

## Consultants

Walker Macy

Landscape Architects and Planners

Portland, OR

LMN Architects

Seattle, WA

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# 1 INTRODUCTION & PROCESS



## INTRODUCTION

This document summarizes the refinement of a concept plan for the South Downtown area in Milwaukie, Oregon.

The work is part of a progressively detailed study of a 6-acre area adjacent to several important amenities, including a future MAX light rail station, Milwaukie's new riverfront park on the Willamette River and the restoration of Kellogg Creek.

Several properties are publicly owned, and private property owners are willing participants in the dialogue to determine the area's future.

With the assistance of city staff and citizens, this phase of work has led to a refined concept plan for the redevelopment of the District over the next 20 years. The following report summarizes the key elements and the process by which it was developed.

## PLANNING PROCESS

This project is part of an ongoing planning effort for South Downtown, dating to 2008 and represents a refinement of the ideas explored thus far. This portion of the work, Phase 4 (see graphic on opposite page) saw the expansion of the project Steering Committee from 9 people to 22. Everyone who volunteered was appointed to the new Steering Committee, including seven of the Group of Nine who were previously deeply engaged with the planning process. Also of significance was the addition of the South Downtown property owners – all of whom became active participants during this phase.

The Steering Committee met three times in full, with one extra meeting held in June for a dozen or so Committee members who were interested in delving more deeply into critical design decisions.

The consultant team interviewed project stakeholders, summarized their input, reviewed and commented on prior South Downtown studies, conducted a conference call and meeting with the Development Advisors, met with TriMet and Ankrom Moisan architects (who are working on the Triangle Site and light rail station building), studied the fabric of downtown Milwaukie and shared images from similar downtowns, and then drew up three concept plans for the Steering Committee to review and respond to.

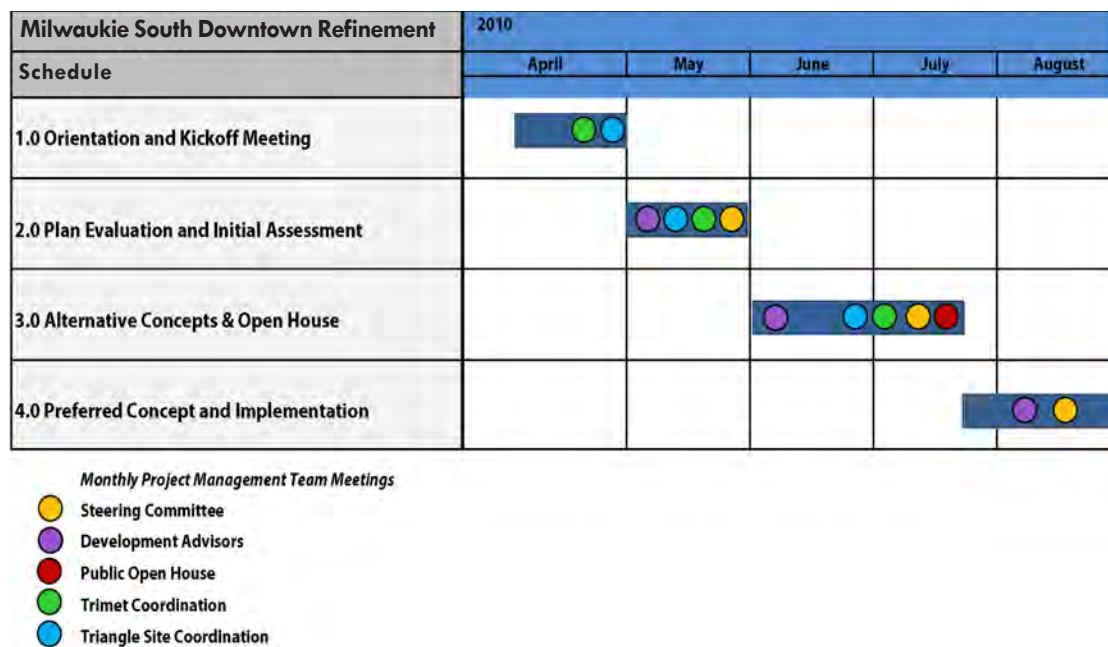


Joe Loomis



Neil Hankerson and Eric Shawn

## Planning Timeline



<b>PHASE 1</b>	<b>2008</b>	South Downtown Concept Plan Review, Validation, Exploration and Development
<b>PHASE 2</b>	<b>2008-09</b>	Diagnosis Pattern Language for a New South Downtown Concept
<b>PHASE 3</b>	<b>2009</b>	Guidelines and strategies for Implementation
<b>PHASE 4</b>	<b>2010</b>	Pattern Language and Concept Plan Testing and Refinement
<b>PHASE 5</b>	<b>2011-12</b>	'Small Moves' Project Implementation Zoning and Comp Plan Updates Land Disposition and Development Agreements
<b>PHASE 6</b>	<b>2012-13</b>	Light Rail Construction Begins First Construction Projects
<b>PHASE 7</b>	<b>2014-15</b>	Light Rail Station Construction Light Rail Opens

## Farmers Market Open House

With the consensus of the Steering Committee and a set of clear and compelling drawings, an Open House was held at the Milwaukie Farmers Market on the morning of September 12. This setting created an opportunity for the public to view the material and comment on the plan. City staff were interested in soliciting opinions about the scheme, and educating more people about the exciting vision that was emerging for the South Downtown. Feedback from the event was overwhelmingly positive for the vision of South Downtown presented.



## 2 CONTEXT





## PATTERNS

A Pattern Language developed through a previous planning process is the guiding document for the South Downtown project and supports the community's goal to create a welcoming place for citizens and visitors.

The patterns are listed below. There are several refinements to these Patterns that can reflect the Preferred Concept while continuing to support and strengthen the community's goals. The Patterns will be updated in a subsequent process.

1. Relationship of the South Downtown to its surrounding areas.
2. A Major Plaza forms the core and focus of the South Downtown.
3. The Plaza lies at the head of Main Street.
4. From the Plaza there are views of the Willamette River and the western setting sun.
5. The Transit Station leads directly into the Plaza.
6. The Plaza is given its shape and character by a inner frontage ring of two-story buildings faced all along its length with a generous colonnade. The ring creates beautiful and comprehensible outdoor space.
7. There is a second, wider and deeper outer ring of land, containing more loosely placed one, two & three story buildings and open land. In the outer ring, especially, there is a tangled network of narrow lanes, residences, businesses, and open space.
8. As an additional support for the Plaza, 25% of the boundary land that surrounds the plaza will be restored to its natural state, preserved as an ecological area for Parkland, Fish and Wildlife.
9. The prevailing form of buildings in the SDT are ShopHouses--small mixed-use buildings, which contain both dwellings and workplaces on the same lot and are owner occupied. In many cases adjacent buildings share party walls or floors. Each lot will include some commercial workspace, some domestic living space, and some outdoor work area or garden.
10. The overall building density in the South Downtown will be limited to a floor area ratio of 1.51 for the 119,000sf of buildable land within the SDT perimeter. Thus the buildings in the SDT, in their aggregate, will be limited to 140,000sf of built space.
11. All buildings (and exterior works) in the SDT will be built by individual craftspeople working in a masonry tradition that emphasizes brickwork and cast stone, with lesser amounts of stone, concrete, ceramic tile, plaster, and metalwork. Smaller buildings may be built in wood frame with exterior woodwork.
12. From very the start, owners and owner-occupiers will be strongly encouraged to ornament their own buildings, perhaps give them an individual touch. This also means that the construction management will be organized to allow individual and personal qualities to appear in each building that is built. Furthermore, a subsidized maintenance program will assist and encourage owners to look after their properties, and keep them in sparkling order.
13. Throughout the South Downtown, there is a web of connected paths, roads, cars, electric cars, incentives for electric cars which need small parking areas, small buses, mini-parking, bicycles, sidewalks, paved areas, and parkland. They work unobtrusively and smoothly together.

## ESSENTIAL ELEMENTS

The Walker Macy consultant team determined the following essential elements of the concept plan:

- Include a plaza as central anchor for South Downtown
- Plaza should be a vibrant, beautiful, public place
- There should be activity in evenings
- Attract small, local businesses and artist studios
- Respect history, reuse buildings
- Use timeless, locally-appropriate materials
- Preserve views and connections to River
- Provide access to preserved natural elements
- Promote pedestrian and bike-friendliness
- Integrate the light rail station
- Hide parking in structures
- Buildings should be of appropriate scale, with active ground floors



## CONTEXT

The Walker Macy team undertook several exercises on the way to a refined concept plan. The team did a detailed review of the South Downtown area, noting conditions such as floodplain elevations and railroad setback requirements.

The diagrams on the following pages were developed during a detailed analysis of the study area. The study area is situated within an incredible confluence of urban amenities and proposed improvements. These include:

- The site terminates Main Street, the central spine of downtown Milwaukie. Some key civic activities can be found along Main Street--the weekly Farmers Market, City Hall and nearby Ledding Library and schools.
- A new light rail station will open in Fall 2015 and will bring associated streetscape and bus transit improvements.
- Kellogg Lake, currently impounded underneath McLoughlin Boulevard, will be drained and restored as a functional salmon stream and natural area, with public trails to the stream's edge. Together with the estuary of Johnson Creek, this restoration will bring local citizens into close contact with downtown Milwaukie's natural features.
- The site features views of the Willamette River and the setting sun. The Milwaukie Riverfront Park will significantly enhance the Willamette River shoreline in the coming years.
- The Trolley Trail, which begins at this park, will provide bicycle and pedestrian connections south to Oregon City.
- A possible reconfiguration of the wastewater treatment plant west of the site across McLoughlin Boulevard could significantly reduce odor and aesthetic impacts, replacing much of the site with a proposed Water Resources Center.

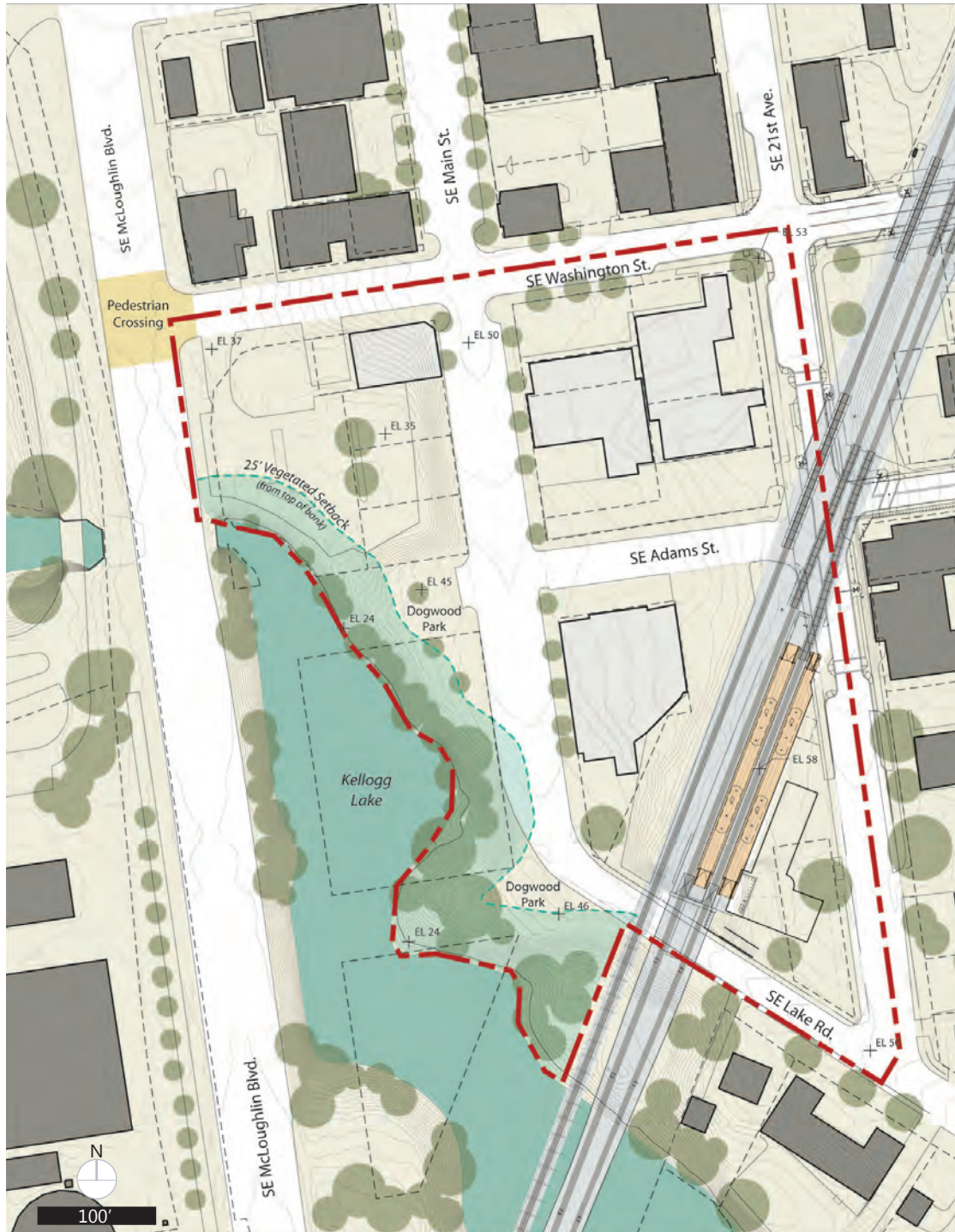


## Existing &amp; Future Civic Improvements





## Study Area



## Parcel Framework





## Existing Conditions



View looking north on Main Street, showing excess paved area and angled parking. Large trees at left should be protected if possible. Overhead power lines should be relocated underground.



Looking east over Kellogg Lake to Dogwood Park, from McLoughlin Boulevard. This lake will be drained and the creek restored.



The existing freight rail trestle over Lake Road limits the height of vehicles using the road. A future TriMet light rail bridge will be placed alongside it. The passages underneath these bridges should be designed for pedestrian comfort.



The Triangle site will be the location of a future MAX station, with double tracks to the left of the existing rails in this photo. Comfortable, clear pedestrian access to and from the station will help support the future South Downtown.



The existing Dogwood Park has an important view of the Willamette River and future Riverfront Park. This physical and visual connection to an iconic part of Milwaukie's identity should be maintained as the South Downtown develops.



The existing Adams Street will be closed to through-traffic when light rail is built. The area will provide opportunities for improved pedestrian access and amenities.



## Existing Built Character

Analysis of the existing buildings and property patterns in downtown Milwaukie led the team to conclude that a finer-grained approach to development will establish this district's character in a way that respects the character of downtown. Such an approach might feature individual buildings on tighter lots, developed incrementally over time. Special attention should be paid to ground-level design, fenestration and pedestrian amenities, regardless of building style or function.



Existing building footprints and lot patterns in downtown.



Numerous historic structures help define the character of downtown Milwaukie.



This modest commercial building features generous pedestrian-scaled storefront windows.

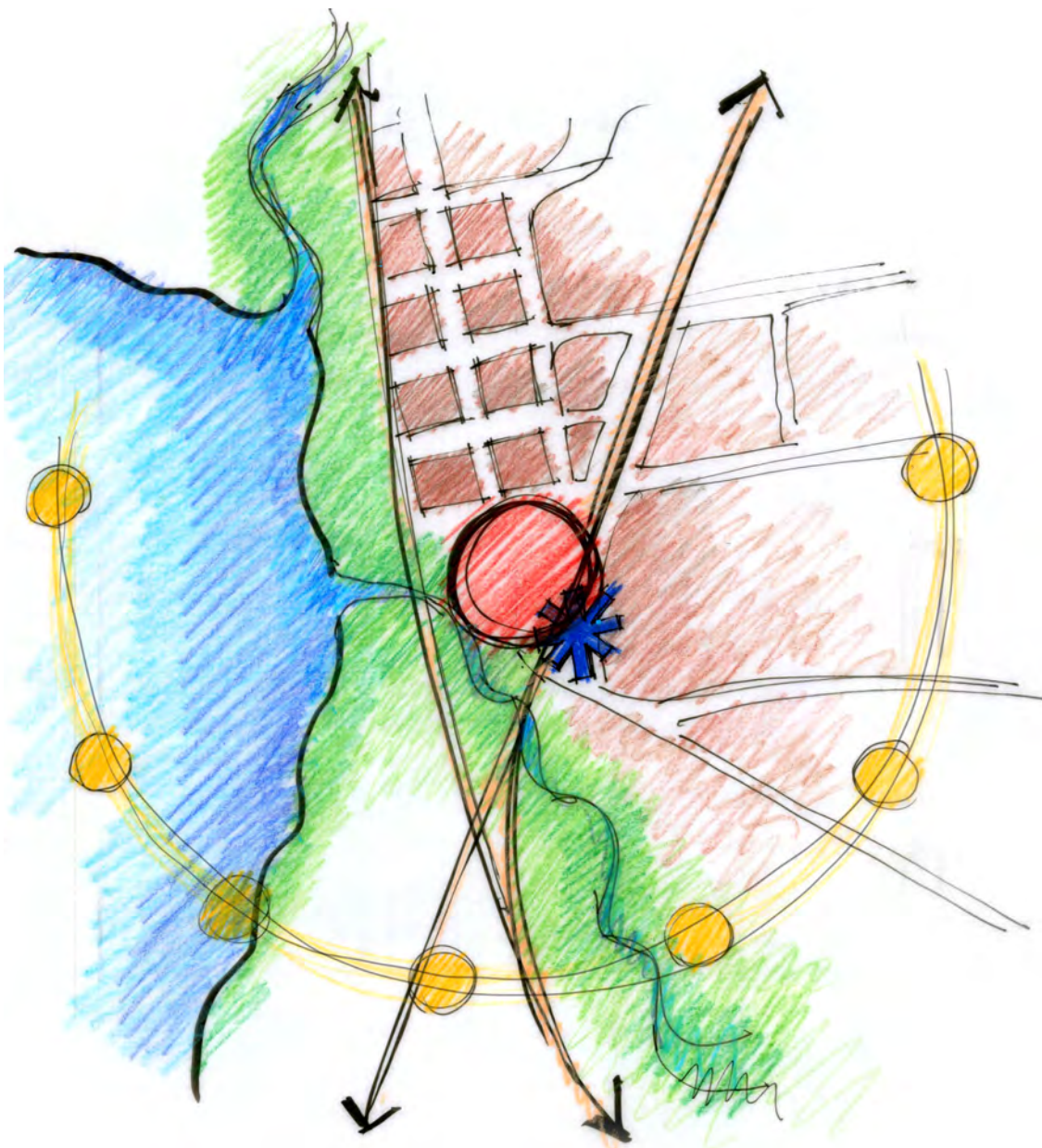


Main Street features several buildings with good street-level storefronts, wide sidewalks and outdoor seating.

## Context Summary

This diagram summarizes the important position that this site occupies in downtown Milwaukie, at the southern end of downtown next to a future generator of significant pedestrian activity surrounded by a dramatic

set of natural and recreational improvements. The site provides good opportunities to take advantage of solar access to the south and west to encourage sustainable site planning and architectural improvements.





# 3 DEVELOPMENT ADVISORS



## DEVELOPMENT ADVISOR RECOMMENDATIONS

In June 2010, a Development Advisory Panel met with the Walker Macy team and City staff to discuss feasibility issues related to the future development of the South Downtown.

The panel consisted of a real estate economist (Jerry Johnson of Johnson-Reid), a professional planning and project management consultant (Michael Mehaffy of Structura Naturalis), and a public/private development specialist (Marilee Utter with Citiventure).

The panel prepared a report for the City and the design team. The following recommendations were proposed by the Development Advisors.



*Development Advisors and consultants touring the area*

## General

1. The “organic” and small-increment approach of the pattern language is indeed compatible with the economic opportunities we see presently in Milwaukie, and in the current market in general (more on this below). It is also well-suited to keeping and enhancing the small-town qualities that residents say they value.

2. We believe it will be critical to continue to identify and work closely with local businesses and cultural assets, to develop proposals for their increasing role in evolving projects. This approach has been aptly termed “economic gardening.”

3. We believe the South Downtown project should be seen as integral to a larger strategy for all of downtown; and in particular, to seek new businesses over time, and to enhance existing businesses, using a suite of tools such as storefront improvements, streetscape remodels, planting, etc. These can be funded with revolving loan funds, grants, and other public financing and funding mechanisms. Even modest initial investments can help to catalyze a significant revitalization over time.

4. Regarding parking, we recommend starting with on-street and tuck-under parking, and secondarily, unobtrusive surface parking lots.

5. Short of a major external funding source, we do not see the economic feasibility of structured parking until relatively late in the project. But we do recommend that a place be designated in your plan, centrally located, covered by liner buildings, and perhaps used as surface parking in the interim. We would caution against the present concept of the important gateway at Washington and McLoughlin presenting a parking garage as the front door to downtown.



*Development Advisors' workshop*

## Current Economics

6. In general, the commercial market in this area is highly limited by the relatively small number of residences in the catchment area. Most of the market is for office and residential. Opportunities for commercial are more encouraging for destination retail, outlet stores for manufacturing businesses (e.g. Dark Horse), small family businesses with low overhead (e.g. “shop houses,” live/works). Milwaukie commercial overall is quite over-built and the market is doubtful even for the time period of the light rail opening (e.g. 2015). Typical rents at present are in the range of \$12 triple net (i.e., renter pays taxes, insurance and maintenance costs). This is not likely to be sufficient to support even the most modest new construction project. Therefore, developers will have to attract higher rents, or find rent subsidies.

7. There may be more promising and short term opportunity for incubators of small businesses, particularly those that play on existing resources – e.g., creative businesses, small manufacturing, Internet businesses, etc. Some existing buildings may be the most affordable and should be promoted to full advantage with incentives.

8. Phasing will be critical. Because the current downturn is expected to be protracted, for commercial especially, phasing strategies should be employed for successional use of land, e.g., surface parking or temporary uses that can be developed later. Structured parking can also be considered for a later phase if economically feasible. But given the vision of the community for less intensive development, the limited market for commercial and the likelihood that required parking ratios will come down with the coming of light rail and other trends, a centralized structured parking facility may not be warranted.

## Potential Catalysts

9. If the Farmers' Market can be moved to this area, that would be a major asset for the project, and a strong complement to the vision expressed in the South Downtown Pattern Language.

10. There was some discussion of moving City Hall and/or the library. These could be very significant catalysts and anchors for a strong South Downtown development.

11. The station building should be thought through carefully. It will provide the opportunity for additional station-related activities, but will need to be planned to have better connection to the other side of the development. A joint facility with City Hall would be ideal. At the same time, station amenities would be very beneficial (coffee, newspapers, Bike rental/storage, possibly drop-off daycare, etc).

12. Dark Horse and other local businesses might be persuaded to have at least an outlet facility in the new area, so that it begins to have a distinctive local character and cultural interest.

13. We believe the waste treatment plant modification must be prioritized. In addition to the area liability posed by its current condition, a new plant offers promising opportunities for synergies from waste heat recovery and district energy, as well as adding area for open space and/or development.



## Discussion of Patterns and Proposed Adjustments

14. The proposal for an “outer tier” of shops could still be implemented in the context of the Farmers’ Market, and associated small local vendors that are both temporary and permanent. This facility might begin as an inexpensive trellis-like structure, and gradually become more substantial over time. (Again, see the CES project in Fresno for reference.)

15. There may also be opportunities for live/works or “shop houses,” notably along the front edge of the project along Washington Street, and possibly at the light rail station.

16. The proposal for pedestrianization of the plaza area can be implemented through an incremental approach that allows cars into a “shared space” in a controlled way, varying at different times. Cars can be entirely removed at certain times, but we recommend that this be kept adjustable as conditions require. We believe this will be important to assure that businesses do not fail for lack of pedestrian density. (We also understand and support the desire to maintain mixed-mode connectivity in the area.)

17. The proposal for a pedestrian bridge across McLoughlin should be phased for a later stage, after study of the operation of at-grade crossings and a path along the new creek, under the proposed new vehicular bridge on McLoughlin. Overhead bridges are expensive and in many cases they have failed to get the expected use.

18. The connection from Lake Road to the south is a significant source of traffic for the downtown retail and should be accommodated carefully.

## Urban Design

19. We understand the consultants' suggestion that the plaza can be smaller, and might shift to the north to afford better views. In any case, we believe a close connection must be made to the light rail station – perhaps by re-aligning a diagonal pedestrian connection in the present area of SE Adams.

20. We suggest that the plaza and the buildings around it can be smaller grain and perhaps more irregular, more like what is shown in the armature drawing, to give greater charm and distinctiveness.

21. We recommend a strategy of creating a new code for the coordination of acts of building by separate owners. This code might function as a guide for laying out spaces, i.e., as a “generative” code or a similar set of design guidelines for new construction. Work is proceeding in this and related areas, and we recommend that the City investigate this opportunity further.

## Architectural Character

22. We believe that the spirit of craftsmanship and individuality called for in the pattern language is feasible, but given economic limitations, will need to be interpreted in a simple and inexpensive way.

23. We believe the character of the existing blocks establishes an appealing precedent, using small buildings massed together. But as noted earlier, the needed economies of scale usually achieved by a single large owner will have to be secured by the City itself and the agencies it establishes, in the form of lower-cost utilities, infrastructure, group purchases, etc.

24. Regarding common structures like arcades, a code can specify how such a structure would continue across separate buildings and owners.

25. We recognize the concerns of the consultants regarding arcades in a relatively dark northern climate. But rather than expensive glass, simple pergolas, trellises or awnings might also be sufficient.

## Implementation Mechanisms

26. We recommend that the City look at ways of setting up a development entity – perhaps a community development corporation or redevelopment agency. As noted, this will be essential for implementation, for coordination, and to achieve economies of scale that would otherwise be provided by larger owner/developers.

27. We recommend the City look carefully at innovative incentives such as a community land trust, shared equity programs, incentives (e.g. vouchers?), tax-exempt financing, low interest loans, etc. for small-scale developers, local residents and owners to become engaged.

28. A public investment by the City will likely be required at some level to realize the type of development the Steering Committee seeks. Determining the amount, source, timing, purpose and management of such an investment will be key in moving forward.

29. In any case, the scale of development should remain modest for the most part. Parcelization into smaller lots, appropriate coding, and use of community land trust funds can be helpful, particularly on publicly owned land. At the same time, the City and its partners should also be mindful of opportunities for property owners that have larger pieces of land, so as to encourage a mix of scales of development.

30. We recommend that the City's new development entity consider establishing (or facilitating) a "master builder guild" to provide resources for owners and builders.

31. We recommend that resources be provided to support and enhance the design and building skills of owners, to become consistent with the community's vision of craftsmanship and individuality. These might include pattern languages, pattern books, builder guides, sample plans, etc. These could be offered in a "resource center" format, in conjunction with the "master builder guild."

32. An ombudsman to help discuss financing options and public-private partnerships would also be helpful to user-owners without previous experience in development.

# 4 CONCEPT

Alternatives

Preferred Concept

Plaza

Farmers Market

Streets

McLoughlin Bridge

Natural Connections

Light Rail





## ALTERNATIVE CONCEPTS

Three concept plan alternatives were intended to define the position and general use of the public spaces (i.e. streets, plaza, parks) while suggesting private development that would reinforce the quality of the public spaces.

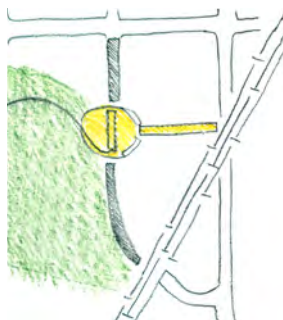
All three alternatives featured a plaza in the South Downtown, although the Walker Macy team felt that the plaza should be located near the intersection of the existing Adams and Main Streets. This location was seen as the center of the area, given its proximity to the north end of the light rail platforms on 21st, and its view over McLoughlin to the Willamette River and visibility from the rest of downtown along Main Street.

The three alternatives considered how Main Street could interact with the plaza. They also studied different plaza shapes, options for connecting to Dogwood Park west of Main, and different routes from the plaza to Riverfront Park across McLoughlin. All three included a pedestrian over-crossing at McLoughlin, as unanimously supported by Steering Committee members.

## Alternative A

This alternative envisions an oval plaza at the intersection of Adams and Main, clearly visible from downtown. There are numerous precedents around the world of plazas with circular edges. This requires the close integration of architecture with public spaces, designing surrounding buildings as a cohesive whole to respond to the plaza's form. At minimum, the ground level of these surrounding buildings must relate carefully to the plaza, with generous windows, glass canopies and awnings and active uses such as retail, restaurants or cafes.

In this alternative, Main Street bisects the proposed plaza but the design of the street will be integrated with the plaza to create an environment where slow-moving cars share the space with pedestrians and bicycles.



*Planning diagram*



*Pioneer Courthouse Square, Portland*



*Buildings can form the edges of plazas*

# Alternative A



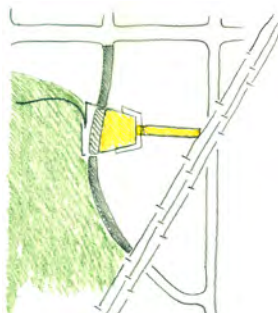


## Alternative B

This alternative considered a wedge-shaped plaza at the intersection of Adams and Main. Main Street begins to curve to the SW as it nears the plaza, bowing out into what is now Dogwood Park to create a smoother path of travel as it becomes Lake Road and creating a larger development parcel SE of the Plaza.

The majority of the proposed plaza is located east of Main Street, framed by the angled edges of future buildings. Such edges to a plaza may be simpler to incorporate into building designs.

West of Main, the plaza would take the form of an overlook, with seating to allow people to view the future restored Kellogg Creek.



*Planning diagram*



*Plaza framed by modestly-scaled buildings*



*A simple overlook and bike trail, Corvallis, OR*



Alternative B

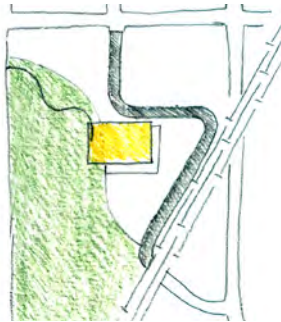


## Alternative C

This alternative proposes a dramatic realignment of Main Street to provide a Plaza that is free of automobile traffic. The view south on Main Street would be terminated by a prominent building form. The plaza would be framed by a continuous building on the SE edge.



*Esther Short Park, Vancouver, WA*



*Planning diagram*



*Portland State University Urban Center Plaza*



# Alternative C



## REFINED CONCEPT PLAN

Using input from the Steering Committee and City staff, the Walker Macy team compiled key elements from the three concepts into a single refined concept plan. Some important features of the plan are:

- The entire area is designed to be safe and comfortable for visitors, workers and residents, with special focus paid to the relationship between the area and Milwaukie High School and its students.
- Main Street remains open through the district, but traffic is calmed, narrowing the street with a slight grade change and pavement treatment. During events, and potentially at other scheduled times, the plaza and a portion of Main Street are closed to vehicular traffic.
- Four development sites are established, commonly known as the Cash Spot Site (1), the Bernard Block (2), the Shipley Block (3), and the Triangle or station Site (4) (see drawing at right). “L” shaped buildings are anticipated on the Cash Spot and Triangle sites, given their physical constraints. The City of Milwaukie has ownership interests on both of these sites, and is actively working with another design team on the Triangle Site project, which is intended to support light rail related activities.
- The other two sites are entirely privately owned, and will redevelop according to designs that have not yet been defined. City staff is working with the property owners to see if redevelopment can be guided along the lines suggested in the South Downtown planning project. Of particular importance are the ground floor-facing frontages on Main Street and especially on the plaza.
- A plaza at Main Street and Adams has views to the Willamette, a water feature and terraced seating on the west, retail spaces to the east, and Main Street running through the center.
- A pavilion sits in the southwest corner of plaza, looking out over Kellogg Creek. This is a small, architecturally distinctive building with an important use – such as a Nature Center that introduces the public to the Kellogg Creek Restoration Area or an active use such as a restaurant.
- The plaza’s edges are occupied by retail uses or cafes, which help activate the space and reinforce the form of the plaza with overhead canopies and awnings.









## Plaza



*Director Park in Portland features a curbless, low-speed street next to a plaza.*



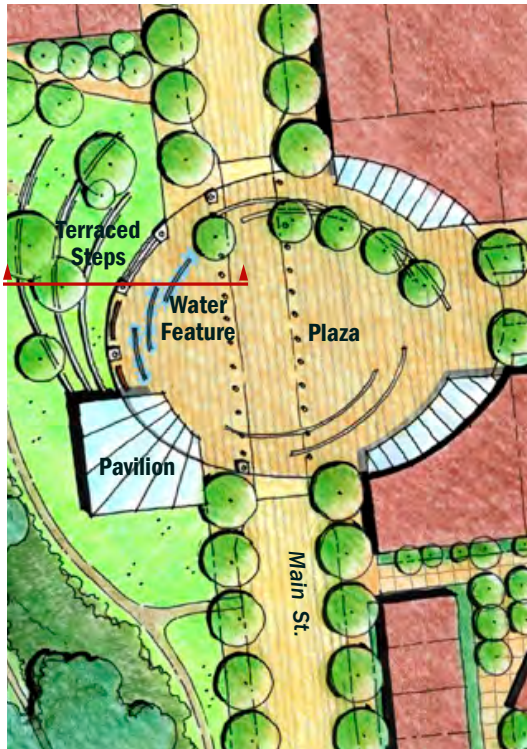
*Active fountains can be attractive places for families to gather and help populate the Plaza at a variety of times during the week.*



*The townhouse developments shown here are of a scale that reflects the preferences of local citizens, with buildings up to 4 stories in height designed to respect surrounding single-family neighborhoods.*



## Plaza



*Pavillion example*



*Cafe seating on a plaza*



*Cross-section through terraced seating adjacent to Plaza*



## Farmers Market

The plaza and adjacent streetscapes are designed to accommodate at least 100 Farmers Market stalls. Main Street would be closed to through traffic on Market days, using decorative gateways. The precise location of these gateways will be dependent on the redevelopment of surrounding properties. Interim closure of the street can be achieved with simple traffic cones.



*Street used as farmers market*



■ Market Stalls (100 total)

## Main Street

Main Street through South Downtown will be an important contributor to the character of the district, connecting the area to the rest of downtown Milwaukie while establishing a distinct identity for South Downtown. The street currently occupies sufficient right-of-way for the re-allocation of space--from wide drive lanes and angled parking to 11' driving lanes, wide sidewalks and parallel parking.

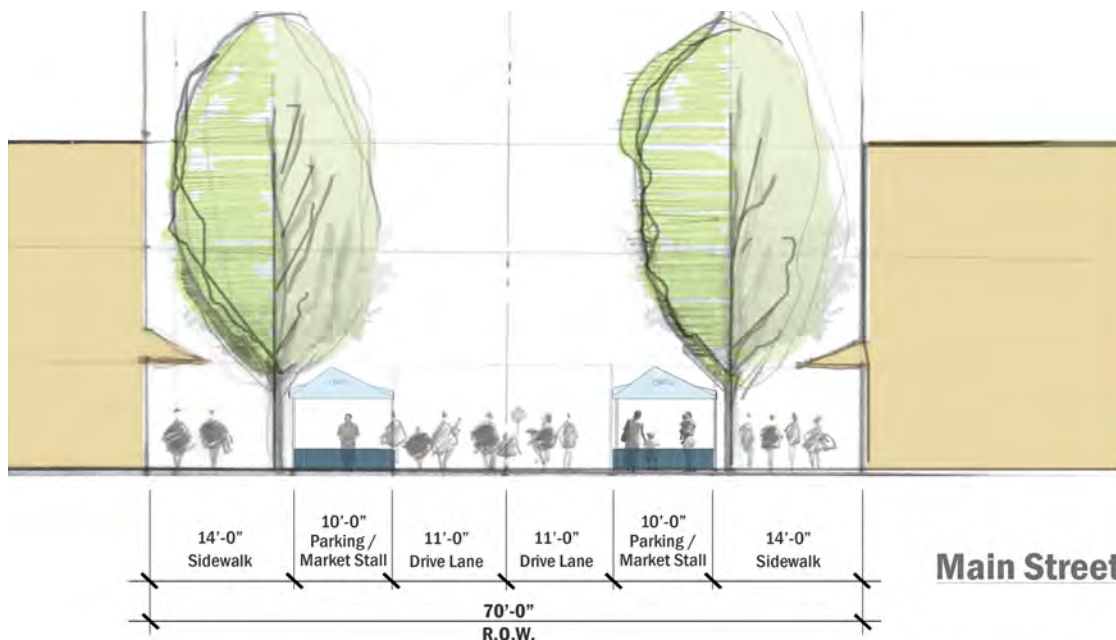
The portion of Main Street traversing the proposed plaza should be curbless, surfaced with special pavers to fully integrate the street within the plaza. Bollards could define the space for autos. As described on the facing page, Main Street would be closed for special events such as the Farmers Market or Sunday Parkways-type bicycle festivals but would remain open to through-traffic at very low speeds at most times of the day.



*Curbless street*



*Sunday Parkways*



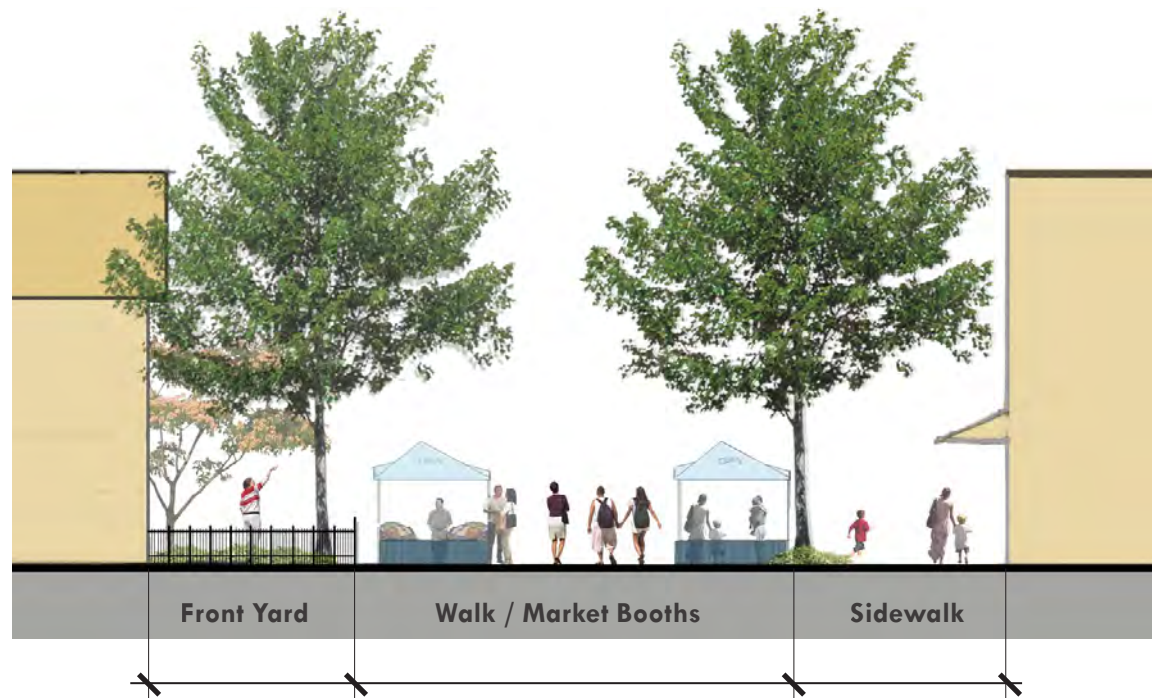
## Adams Street

Adams will be an important part of the South Downtown urban structure. The existing street will be narrowed and be developed as a pedestrian green street. While this street will not be accessible to private vehicles, it will still be designed in a way that fire trucks and service vehicles can access buildings facing the street (this typically requires at least 20' of unobstructed travel lane).

The street is envisioned as a pedestrian-friendly lane that can be configured for use by the Farmers Market on weekends. Private development parcels on its north and south edges should frame the street with active retail spaces or residences with front yards and stoops directly adjacent to Adams, to permit informal supervision and activation of the street.



*Pedestrian-oriented street with stormwater planters*

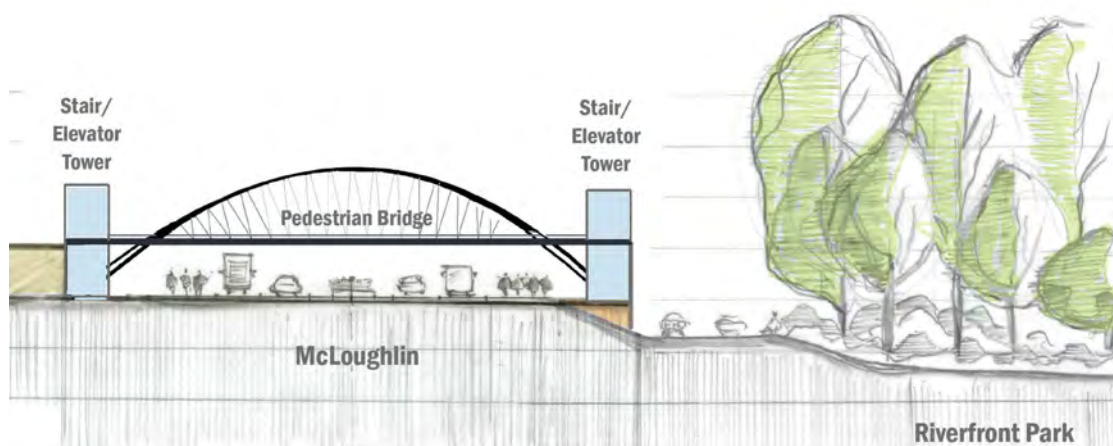


*Adams Street cross-section (on a market day)*



## Crossing McLoughlin

It is important to connect all of downtown including the South Downtown District with the Willamette waterfront in as many safe and clear ways as possible. The planned undercrossing of McLoughlin at Kellogg Creek is supplemented by an overcrossing of the highway at Washington. This bridge is at approximately the same elevation as the plaza, allowing people to move from the plaza directly to the riverfront area without climbing stairs. The at-grade intersection of Washington and McLoughlin is also envisioned to receive additional pedestrian-friendly improvements.

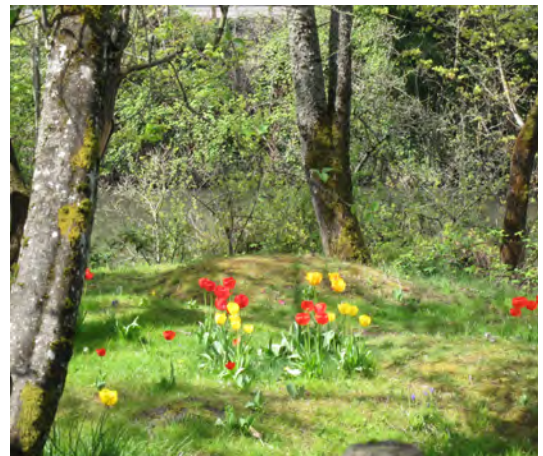


## Natural Connections

The concept for South Downtown is predicated on strengthening the City of Milwaukie's close relationship to nature, in particular its connections to the Willamette River at the new Riverfront Park. The proposed restoration of Kellogg Creek will provide South Downtown with nearby nature trails through native riparian banks and along the restored stream.

The existing Dogwood Park is expanded and integrated to the north and east with the plaza improvements and Main Street streetscape features, and to the south and west with the newly established Kellogg Creek Nature Area.

A passageway under McLoughlin Boulevard is proposed, where the existing dam now stands, to connect this Nature Area with the mouth of Kellogg Creek and Riverfront Park.

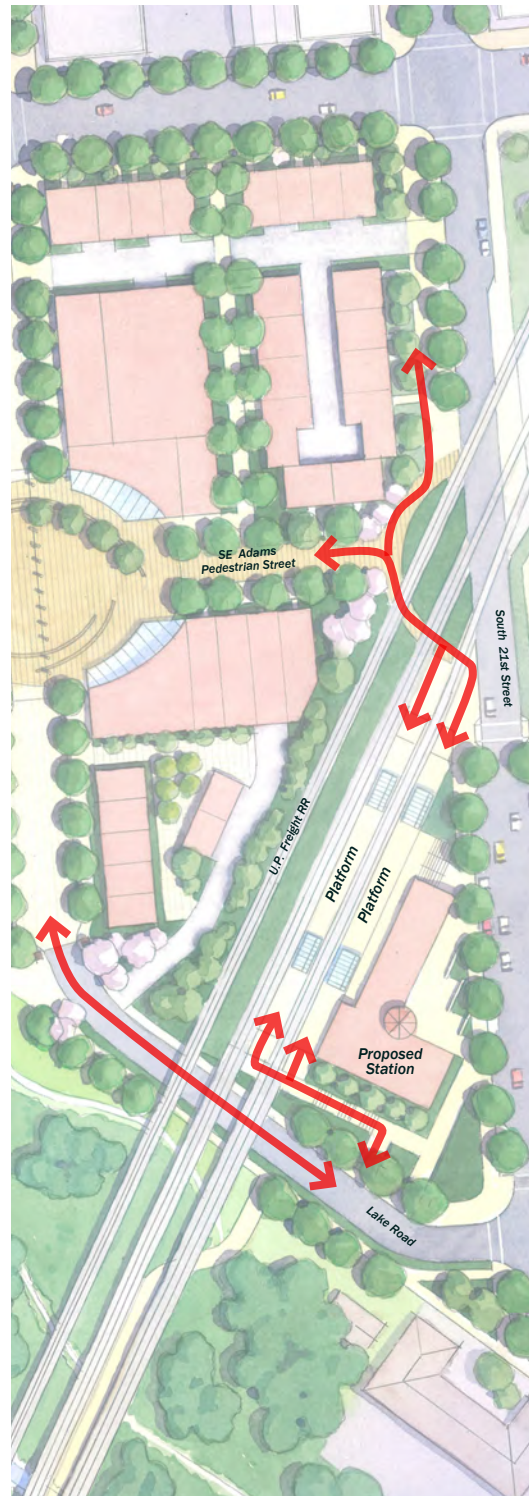




## Connecting to Transit

The proposed new Downtown Milwaukie light rail station will bring increased activity to the area. The plan considers several important elements for the successful integration of light rail with South Downtown:

- There should be a visual connection between the light rail trains and platforms and the proposed Plaza (and vice versa). This will require careful design of the buildings between the two elements.
- The rear facades of buildings adjacent to the new light rail facility should be designed where possible to present a positive relationship to the trains, minimizing blank walls or service entries and parking.
- The safety of station users should be considered in the design of pedestrian pathways to and from the platforms.
- The principal connection between the plaza and the light rail station is along Adams Street, newly designed as a pedestrian way. (This portion of Adams will be closed due to light rail construction). Near 21st, a crescent shaped sidewalk creates an easier crossing of three rail tracks on foot or bike.
- The section of Lake Road between Main Street and 21st is opened to two-way traffic and reconfigured at the east end to allow safer and more convenient turns for cars and bikes.





*Artist's rendering of the proposed plaza at the intersection of Main Street and Adams: the Heart of South Downtown Milwaukee.*



# 5 IMPLEMENTATION



## IMPLEMENTATION

What should the City of Milwaukie do next, to implement the South Downtown Concept Plan?

The Community Development and Planning Departments lead the shaping and realizing of long-range plans for Milwaukie. The Directors of these Departments have been collaborating and seeking the advice of industry professionals on a strategy for incrementally realizing the South Downtown vision. The City has tools like the zoning code which it can seek to amend, and can create tools that other cities use to help guide development.

What follows is a proposed work program to increase the likelihood that the City will, over time, realize the South Downtown vision that the community participants have endorsed.

## Community Development Department-led Activities

- Work closely with the three private property owners in South Downtown on redevelopment plans for their properties. Support individual owners in development efforts, and coordinate these efforts so they can collectively achieve the South Downtown vision.
- Continue predevelopment planning for the Triangle Site, in anticipation of that site's availability and redevelopment with the opening of light rail service.
- Utilize an urban renewal planning process to study site development potential in South Downtown. Advocate for adoption of urban renewal as a means for funding portions of the South Downtown Plan.
- Either with the formation of an urban renewal district or without, establish a redevelopment agency that will assume ongoing responsibility for coordinating development efforts in the South Downtown, raising capital for projects, interfacing between private parties, citizens, city staff and city council, and bringing new resources to all who are working to implement the South Downtown plan.
- Provide TriMet with all South Downtown-related drawings and direct TriMet to incorporate, wherever possible, into the light rail project design.
- Seek to leverage existing regional flexible transportation funds on a streetscape enhancement project in the South Downtown.
- Continue to work on the Kellogg-for-Coho-Initiative as a catalyst and amenity for South Downtown redevelopment.
- Advance the design work on the Refined Concept Plan, to study the plaza and other public spaces in more detail, and/or to study the manner in which new buildings will fit into and support, the Concept Plan.
- Recruit potential tenants, builders, designers and new champions to the effort.
- Launch a "Small Moves" program to implement inexpensive improvements in the South Downtown area to begin the enlivening of public spaces.



## Planning Department-led Activities

- Review the zoning code to identify areas of inconsistency with the new South Downtown refined concept plan, and coordinate with the Community Development Department, property owners, Planning Commission and City Council on code updates to facilitate the realization of the new vision.
- Study related transportation requirements and plans that must be reconciled to achieve the new vision, including streetscape plans, transportation plans (e.g. connectivity) and traffic studies.
- Utilize the Downtown Code Refresh project in 2011 to update and improve development standards that would apply to all of downtown, including the South Downtown.
- Work to update Milwaukie's Downtown Design Guidelines to better motivate realization of the design character identified in the South Downtown planning process.
- Recommend amendments of the Downtown Plan and Comprehensive Plan to the Planning Commission and City Council if and when necessary.
- Support property owners with regulatory requirements on development proposals or ideas.
- Ensure that planning and permitting for the light rail project takes into account, and is bolstered by, the community consensus that has emerged around the South Downtown concept.

All of the items listed represent a commitment on the part of the City to achieve the South Downtown Plan. The light rail project is expected to begin construction next year. The choices that Milwaukie makes over the next 2-3 years will determine whether the South Downtown vision will be built.

## **Keeping the Faith: Essential Patterns to hold while implementing South Downtown development**

### **Highest Importance:**

- It is a truly pleasant place to be, and people want to spend time there.
- It is full of live/ work activity – people live there and people work there; some do both.
- Positive outdoor spaces – the space is actively shaped and designed, and used to support life in the area.
- A plaza is the community gathering place, and is shaped by coherent and harmonious buildings, and activated by the surrounding buildings.
- Human scaled buildings reflect an out-of-the ordinary sense of permanence and careful construction.
- Ground floor retail fronts the plaza, and workspaces and residences everywhere else.

### **Important**

- It is affordable to average people; not an elite development.
- Individualized buildings.
- There is a texture or granularity to the place that isn't found in typical new development.
- Large windows at the ground floor level.
- Commercial space can receive occupancy permits with minimal interior finishes to keep rents down.
- There is a physical building to anchor the light rail station.
- Parking areas are small and don't overwhelm the area.

### **Would be nice to have, but requires extraordinary levels of intervention**

- Mix of housing types supports a mix of people.
- A land trust or other public-private arrangement could allow inexpensive construction to keep development costs down.

### **Doesn't work/ conflicts with important patterns**

- Masonry buildings only.
- Scattered courtyards.
- New construction is unregulated, except for the most basic fire life safety issues.

August 15, 2011

### South Downtown Built Patterns: Moving from Values to Actions

BUILT PATTERN AS WRITTEN	THE ESSENTIAL THING	IS THE ESSENTIAL THING WORTH HANGING ON TO?	IS THE ESSENTIAL THING ESSENTIAL WITH <i>REUSE</i> , <i>INITIAL NEW CONSTRUCTION</i> , OR <i>CLOSER TO BUILDOUT</i> ?	INSIST, ALLOW, OR INCENTIVIZE	WHAT IT WOULD TAKE TO GET THE ESSENTIAL THING (MECHANISM)	RECOMMENDATION
5.1 The Station is a Building, enclosed with a roof and walls	Develop the Station Building	Yes	INC	Insist	IGA with TriMet, DDA with Developer	
5.19 There is a visitors center associated with the station.	Visitors Center in the South DT	Yes	CTB	Allow	Nonprofit organization organized for promoting Milwaukie	
6.4 Frontage buildings two stories high with two story colonnade. The buildings in the frontage ring are mainly two stories high, with a spacious colonnade possibly including low roofs, eaves, and ceilings here and there. Buildings four (or three) stories or higher are not allowed.	Two story buildings around the plaza, behind a two-story colonnade. Nothing taller.	Yes, if the 2-story rule only applies to the <u>portion</u> of the buildings that front the plaza, and if the colonnade can become a to-be-defined covered space (height to be determined)	INC	Insist	MMC 19 Development Standards and Design Review	
6.5 Small lots. The buildings themselves may be built on individual parcels (and may possibly be made by different builders), often with subtly different details and layout – but always conforming to the layout and detailing of the colonnade.	A collection of buildings strung together behind the colonnade, both unifying the space, and individualizing it.	No. The geometry of the WM plaza precludes this pattern.	NA	NA	NA	NA
6.7 The plaza colonnade and its common elements. All of the plaza frontage buildings will have certain common elements, columns arcades, windows, which are different in dimension, but made from the same patterns, thus making a friendly and coherent whole. The buildings of	The buildings that front the plaza give the plaza its shape, interest and coherence.	Yes. The building facades that face the plaza (behind the covered space) should be coherent and harmonious.	INC	Insist	MMC 19 Development Standards and Design Review	

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this narrow frontage ring will form a coherent envelope that is vital and varying, but nevertheless definite, repeating structure of columns and windows that gives the plaza form and meaning.						
6.8 Large multipane windows. The buildings have large windows, divided into elegant planes.	Multipane windows addressing the plaza.	Maybe. This adds expense, which violates other patterns, and also isn't a typical storefront pattern. But pattern could be adopted into a new Design Code.	INC	Insist	Design oversight/authority.	
6.9 Heavy structure. The windows are set directly into heavy structural frames which are visible, and which from the structure of the buildings.	Structure is visible on building's exterior.	Maybe. This adds expense, which violates other patterns, and also isn't a typical storefront pattern. But pattern could be adopted into a new Design Code.	INC	Insist	Design oversight/authority.	
6.10 Businesses around the plaza. There are many businesses around the plaza in the frontage ring. They bring additional pedestrian traffic to the plaza. The shops in turn gain customers because of foot traffic from the light rail stop.	Commercial ground floor uses around the plaza.	Yes.	Reuse	Insist	MMC 19 Use requirements	



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7.1 Not continuous building. This outer ring is not a continuous building like the inner ring, but an intricate system of buildings, open space, outdoor work areas, lanes and gardens, practical for businesses, and very pleasant and informal for customers.	Buildings not fronting the plaza are small, separated, and placed to create pleasant outdoor space.	Yes, but within reason given spatial limitations. (This pattern is overstated in the PL). The smallness, separation and outdoor space will be less pronounced	CTB	Insist	MMC 19 Development Standards	
7.2 Small lots. The buildings stand on individual small lots, and these separate lots may not be aggregated into single-owner large monolithic structure.	No giant buildings.	Yes.	INC	Insist	MMC 19 Development Standards and PARs	
7.6 One, Two and Three story buildings. The buildings in this outer belt will be a mix of one, two and three story buildings, the shape of each building being constrained by access to sunlight and views. This will have the effect of creating an irregular harmonious structure according to these impacts of the surroundings of every lot and nearby building.	Non plaza fronting buildings evolve organically, each respecting its neighbors, sunlight, creation of positive outdoor space, and can be 1-3 stories.	Yes, but within reason. (See 7.1)  No to 1-story buildings.	CTB	Insist	MMC 19 Development Standards	
7.8 Houses and businesses in outer ring. Both residences and businesses will be allowed and encouraged within the outer erring. The essential quality which they will all share is that the lots are small, and may not be aggregated.	Mixed use is allowed.	Yes.	Reuse	Allow	MMC 19 Use requirements	
7.9 Density in the SDT. The density (measured by FAR) is	Density of the South Downtown	Maybe. Need to test.	CTB	Allow	MMC 19 height and FAR	

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critical. We believe (but have not yet established) that the ultimate built-out square footage of built space could go as high as approximately 180,000 sf of built space with an average overall FAR greater than 1.5.	is 1.5 FAR.				requirements	
7.10 Cheap Shop Space. Shops will be very cheap to rent (comparable to the rent of old buildings like disused garage buildings), to make them commercially viable for start-up businesses.	Inexpensive space.	Yes.	Reuse	Incentivize	PAR, SDC, and Development standard waiver process. Minimal design requirements.	
7.11 Each building or building lot has an approximately equal number of shop spaces and houses. Each building is comprised of some number of units. Units come in pairs: 1 and 1 or for smaller versions, the workspace and dwelling are in a single dwelling unit, with some rooms dedicated to living, others to work, and the whole unit being given the permissions that normally apply to both workspace and to living space.	Building interiors can be used flexibly.	Yes.	Reuse	Allow	Building code interpretation.	
7.12 Three sizes of buildings. Small is 1 unit. Medium is perhaps 3-4 units; Large perhaps 6 units and above.	Live/work units of various sizes.	Yes, but not prescriptive as written.	INC	Allow	Building and Zoning code allowances.	
7.13 Small shop/houses. Small shop/houses (1 unit) will house one family, living and working in	Live/work units of various sizes, mostly away from	No. This pattern doesn't add much more than 7.12				

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the same building. Most of them will be on small lanes away from the plaza; a few may be on the plaza itself. They will be two or three stories tall.	the plaza.					
7.14 Medium sized shop houses. These buildings will be close to the plaza or on the plaza itself. They will be two-three stories tall. Medium sized shop houses will contain from 2-4 units, each of which may be subdivided into a dwelling and a workplace. Each unit will have the same characteristics of flexibility as the small shop houses, and will each incorporate outdoor space that can be used for a garden or workspace or both.	Live/work units of various sizes, each with outdoor space.	Maybe. Whether every live/work unit can have outdoor space (e.g. second floor units in a three-story building) requires additional study.	INC	Insist	MMC 19 Development Standards	
7.15 Flexibility. These buildings will have an additional feature of flexibility beyond that of the single shop/house. They will be built so that commercial space at the ground floor may be easily combined, allowing for larger businesses to locate at the ground floor of two or more adjacent businesses. The stairs to upper floors will need to be placed in positions that maximize this possible connection while at the same time allowing maximum flexibility of use of the individual building.	Buildings that front the plaza can join their ground floor spaces to allow for larger businesses to locate there.	No. The new plaza shape no longer supports this pattern.	NA	NA	NA	NA

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7.16 Outdoor Space. Each unit includes some outdoor space, which can be used for gardens if the owners wish for it, or it can be used for various business uses, parking, storage of outdoor materials – also for children’s play and pets. All these uses together will make the ring better for the inhabitants.	Every unit has outdoor space, and the outdoor space can be used for pretty much anything.	Yes, but within reason given spatial limitations. (This pattern is overstated in the PL). The amount and quality of outdoor space will be less dense and less interesting.	INC	Insist	MMC 19 Development Standards	
7.17 Wings of Light. The buildings are made of wings no more than 25 feet thick, in order to have good natural light within the buildings.	All buildings have great natural light.	Maybe. Depends on whether the city wants to regulate the quality of building interiors.	Reuse	Depends.	MMC 19 Development Standards	
7.19 The small buildings may include a variety of architectural styles and materials.	Building construction should be diverse.	Yes.	CTB	Allow	MMC 19 Development standards.	
7.20 Each small building will have a small piece of outdoor space that may be used for work activities, as a garden, or both. They will be flexible in their use of space so that the activities of dwelling or work may expand and contract as family life changes over time.	Every unit has outdoor space, and the outdoor space can be used for pretty much anything.	Yes, but within reason given spatial limitations. (This pattern is overstated in the PL). The amount and quality of outdoor space will be less dense and less interesting.	INC	Insist	MMC 19 Development Standards	
7.21 For flexibility of use, the small houses will have a stair placed along one side of the building, toward the front, so that it may be used either to access an independent apartment or workspace on upper floors, or to	Building codes should not prohibit the flexibility of mingling uses within live/work units.	Yes, depending on fire life safety issues.	Reuse	Allow	Building code interpretations	



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allow the family to move easily from the ground floor to the upper floors. This will allow the lower floor to be used as either a workspace or a dwelling.						
7.22 Flat roofs will be configured if possible to be used as roof-top terraces that people can go out and enjoy.	Abundant flat roofs and rooftop terraces.	Yes. The roofs can and should be interesting and utilitarian outdoor space.	INC	Incentivize	PAR, SDC, and/or development standard waiver process. Nondiscretionary.	
9.1 Shop/Houses. Most buildings in the SDT are to be shop/houses; they will provide both work/retail space and dwelling space. Live/work use will be encouraged (the use of both types of space by a single occupant).	Most residential is live/work.	Yes, but only for ground floor units.	INC	Insist	MMC 19 use and development standards	
9.3 The shop/house concept is extraordinarily flexible and contains a vast possible mixture of facilities and opportunities. There are virtually no rules. Living space can be mingled with workspace. Indoor space, and outdoor space can be freely mingled. Private space and semi-public space can be interspersed. Miniature gardens may appear. Interior stairs may be placed at will. Bathrooms and kitchens may be provided, or not. The atmosphere of a shop/house can range from the atmosphere typically found in Manhattan lofts or warehouses. At another end of the spectrum, a	New construction is unregulated, except for the most basic fire life safety issues.	No. Though a romantic idea, this pattern risks having the place become slum-like, slovenly and unpleasant to look at or be around. The pattern presumed (I think) that design oversight would occur, but the process never defined that function or mechanism. BUT, the spirit of this pattern, which is	Between IFC and CTB, if the desired quality is not emerging, the pattern should be revisited.			

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magnificent house may be built within a modern framework.		that the place has become complex, mixed up, intricate and well lived in, is a desirable quality.				
9.4 Because people are living and working at close quarters, the use of masonry walls, and solid floors, is essential.	Masonry walls and solid floors.	No. The densities and building types do not necessitate masonry construction. Further, the pattern contradicts pattern 7.19. Floor construction can rely on existing codes.	NA	NA	NA	NA
9.6 Elderly housing. There is housing for the elderly.	Elderly housing.	No. The area is too small to begin regulating who should live there. However a mix of housing types is a desirable pattern for the entire downtown.	NA	NA	NA	NA
9.7 Housing mix. The residential units are of varying size and configuration and number of rooms, in order to accommodate a mixture of people; elderly, couples whose children are away at college, young couples.	Mix of housing types supports a mix of people.	No. The area is too small to begin regulating who should live there. However a mix of housing types is a desirable pattern for the entire downtown. Further, the	NA	NA	NA	NA

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		commitment to live/work precludes certain populations.				
9.8 Housing tailored for young people. Some of the housing units built will be specifically tailored for young people; the size, room count and cost will be aimed at this market.	Housing for younger people.	No. The area is too small to begin regulating who should live there. However a mix of housing types is a desirable pattern for the entire downtown. Further, the commitment to live/work precludes certain populations.	NA	NA	NA	NA
9.9 Shops downstairs. First floor spaces are for retail, restaurants and the like.	Ground floor commercial.	Yes. This pattern is covered elsewhere. Ground floor retail on the plaza, and workspaces everywhere else.	IFC	Insist	MMC 19 use and development standards	
9.10 Offices upstairs. Offices, to the extent they are there, are on the upper floors.	Office space upstairs.	Yes.	IFC	Allow	MMC 19 use regulations.	
9.11 Housing upstairs. Housing, to the extent it is there, is chiefly located on upper floors, but may also be at ground level.	Housing upstairs.	Yes	IFC	Allow	MMC 19 use regulations.	
9.13 Large Shop/Houses. Some larger shop/houses will be concentrated on the plaza frontage, and each may be subdivided into a dwelling and a workplace.	Large live/work units can be on the plaza.	No, not directly on the plaza. The built area fronting the plaza is too small to sacrifice retail uses and the plaza	NA	NA	NA	NA

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		shouldn't have even semi-private spaces adjacent to it.				
9.14 Flexibility between dwelling and work use. Each unit will be flexible, allowing for easy transformation between dwelling and work, and they will each incorporate outdoor space that can be used for either a garden or workplace, or both.	Building codes should not prohibit the flexibility of mingling uses within live/work units.	Yes, depending on fire life safety issues.	Reuse	Allow	Building code interpretations	
9.15 Large Openings. The buildings will have large openings at the ground floor, suggesting their use for shops and businesses, and windows in walls at upper floors, allowing for privacy of dwellings.	Large windows at the ground floor level, and plenty of glazing in the upper floors.	Yes. Essential for retail, more measured for ground floor live/work units, and upper floors cannot have certain elevations that are mostly solid planes.	INC	Incentivize	PAR, SDC or development fee waivers.	
9.16 The small shop/house (1 unit) will be designed with a strong public face toward the lane or plaza, with a large opening that may be left open or closed in as the family living in it sees fit. At the same time, it will have a private back away from the lane or garden, facing the garden.	Live/work units must have a public front and a private back.	Yes.	INC	Insist	MMC 19 development standards	
9.17 The building (2+ units) will be designed with a strong public face toward the street or plaza. The private space connected to individual dwellings/workplaces will be on the back, or raised up	Live/work units must have a public front and a private back.	Yes.	INC	Insist	MMC 19 development standards	



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above the second floor of the building.						
9.20 There are small courtyards scattered through the south downtown, formed in the middle of and between buildings, half hidden from the street. These spaces have some cover over part of them, so that they can be used in both fair and rainy weather.	Scattered courtyards.	No. The area is too small to expect courtyards to appear organically. However back porches and alleys can serve this function.	NA	NA	NA	NA
9.22 Affordable rental space for business. In order to make it possible for new, small businesses to easily establish themselves in the neighborhood, work space – particularly work space that is located in shop fronts at the street level—will be made as inexpensively as possible, with only the basic structure and service that are required to meet building codes.	Commercial space can receive occupancy permits with minimal interior finishes to keep rents down.	Yes	Reuse	Allow	Building code interpretations and relief from PAR and other development costs.	
10.3 We estimate the total built area at buildout consistent with the provisions of this pattern language, will be approximately 180,000 sf of usable, habitable space.	See 7.9. Density of the South Downtown is 1.5 FAR and amounts to 180k net s.f.	Maybe. Need to test.	CTB	Allow	MMC 19 height and FAR requirements	
10.4 In this case, the maximum possible density of the south downtown, as a whole, and at completion, would be a floor area ratio of approximately 1.5:1	See 7.9	Maybe. Need to test.	CTB	Allow	MMC 19 height and FAR requirements	
10.6 However, if the development process is done in public-private	A land trust or other public-	Maybe. This idea could be made to	INC	Insist	Establishment of a nonprofit	Staff recommends against pursuing this pattern

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partnership, with a degree of self-financed, non profit development, and individual development of small projects by direct construction, the costs are likely to be substantially less.	private arrangement could allow inexpensive construction to keep development costs down.	work, but would take time and effort to create.			organization to oversee the redevelopment of the South Downtown. Property owners would need to buy in.	because it will delay the revitalization of the South Downtown by several years at least.
11. 1 Real Masonry. Buildings will be masonry, not as a veneer on a stud frame, but as a reliable and long-lasting structure. This may include brick, concrete block, and cast concrete, combined with portions of wood frame structure.	Masonry buildings only.	No. This is not essential and conflicts with pattern related to diversity. However the larger point, that the buildings not be cheaply made or flimsy looking, is worth keeping.	IFC (for the quality of durability)	Insist	Design review	
11.4 Exterior Terraces, stairs and porches, making outdoor living possible and enjoyable.	Outdoor living.	Yes, as addressed in numerous other patterns.	INC	Allow	MMC 19 Development standards	
11.5 Multipane doors and windows	See 6.8	Maybe. This adds expense, which violates other patterns, and also isn't a typical storefront pattern. But pattern could be adopted into a new Design Code.	INC	Insist	Design oversight/authority.	
11.6 Roof type and roof shape. Roofs will be flat more often than pitched or sloping.	See 7.22 Abundant flat roofs and rooftop terraces.	Yes. The roofs can and should be interesting and utilitarian outdoor	INC	Incentivize	PAR, SDC, and/or development standard waiver process.	

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		space.			Nondiscretionary.	
12.1 Shop/houses will be designed and built individually by their owner occupiers, so that they become personal in quality, and make areas which are unique, and which reflect the individuals who live and work in the South DT. As far as possible, absentee owners will be discouraged. The aforementioned unique quality will be easier to attain in the red ring, and somewhat harder in the blue ring, where the beauty of the structures will require more coordination of dimension and proportion.	Buildings display individuality of owners (since renters are discouraged).	Yes to allowing individual expression (see Pattern ____); No to discouraging rental units. The notion that the place should feel cared for and “owned” is important, but condominizing the South DT is not the right solution.	NA	NA	NA	
12.2 In the same spirit, the buildings are marked, painted, ornamented, tiled, in a way which reflects the people who live there and work there.	Buildings display individual expression.	Yes.	Reuse	Allow, perhaps Incentivize.	Design guidelines or design incentives.	
12.3 The space between the buildings is owned emotionally and psychologically, by the people who live and work there. So, one will expect to find tables, benches, signs, plants, pots, even games, in the areas between the buildings, thus leading to an inhabited neighborhood.	Outdoor space is not “left over”	Yes.	Reuse	Insist.	Design guidelines, development standards.	
12.6 The one place where there needs to be less variation is the colonnade itself. The colonnade is a structure that gives a kind of	The covered area off the plaza is itself a work of art, and contains	Yes.	INC	Allow, perhaps incentivize.	Artists that have a stake in the south downtown and an incentive (and	

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magnificence to the South DT. There will still be variations of spacing, of height, of details of thickness and dimension, ornament on different columns and arches, but they will all be made the same way, so that they produce a family of forms which creates a simple rhythm of repetition.	artwork within it.				permission) to help make this happen. That permission might have to be regulated.	
13.9 Small or hidden parking. Parking will be in small lots of no more than 6 cars in one spot. Aggregations of more than 6 cars will be partially hidden.	Parking areas are small and don't overwhelm the area.	Yes, but the execution of how to do this needs additional study.	CTB	Insist	Legal means to lower the amount of parking as the area becomes more dense.	



## SOUTH DOWNTOWN ZONING STRATEGY

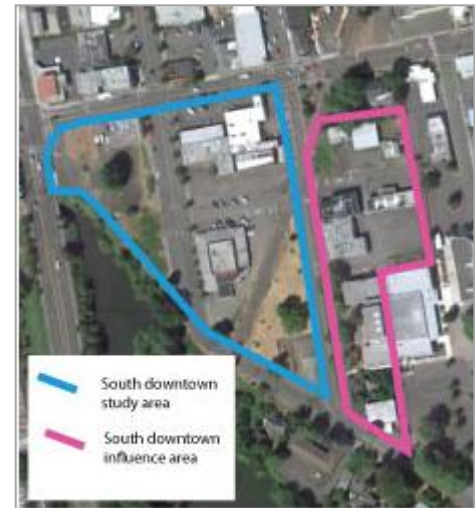
Preliminary ideas on how to change the zoning map and code to enable implementation of the South Downtown Concept.

The nature of the South Downtown concept, which calls for individualization and care, means that many of the most important concepts will not be implemented through the zoning code, but rather through changes to public spaces, actions by existing property owners, and care taken by builders and future occupants. One of the key challenges will be to define what essential elements must be required or protected by regulation, and to what degree the zoning code should provide freedom for builders to make future decisions.

### 1. Geographic area

Planning and discussion to date has been focused on the South Downtown study area. All of this area is currently zoned for Downtown Office. A new approach to zoning regulations will be necessary to enable implementation of the ideas in the South Downtown Concept Plan.

The “South Downtown influence area” on the other side of 21<sup>st</sup> Ave. will be equally affected by the location of the light rail station, and the lots north of the high school are likely to redevelop. All of this area is currently zoned Downtown Office. Changes to the existing zoning may be needed to best support the South Downtown concept, and these should be considered during the Downtown Code Refresh project.<sup>1</sup>



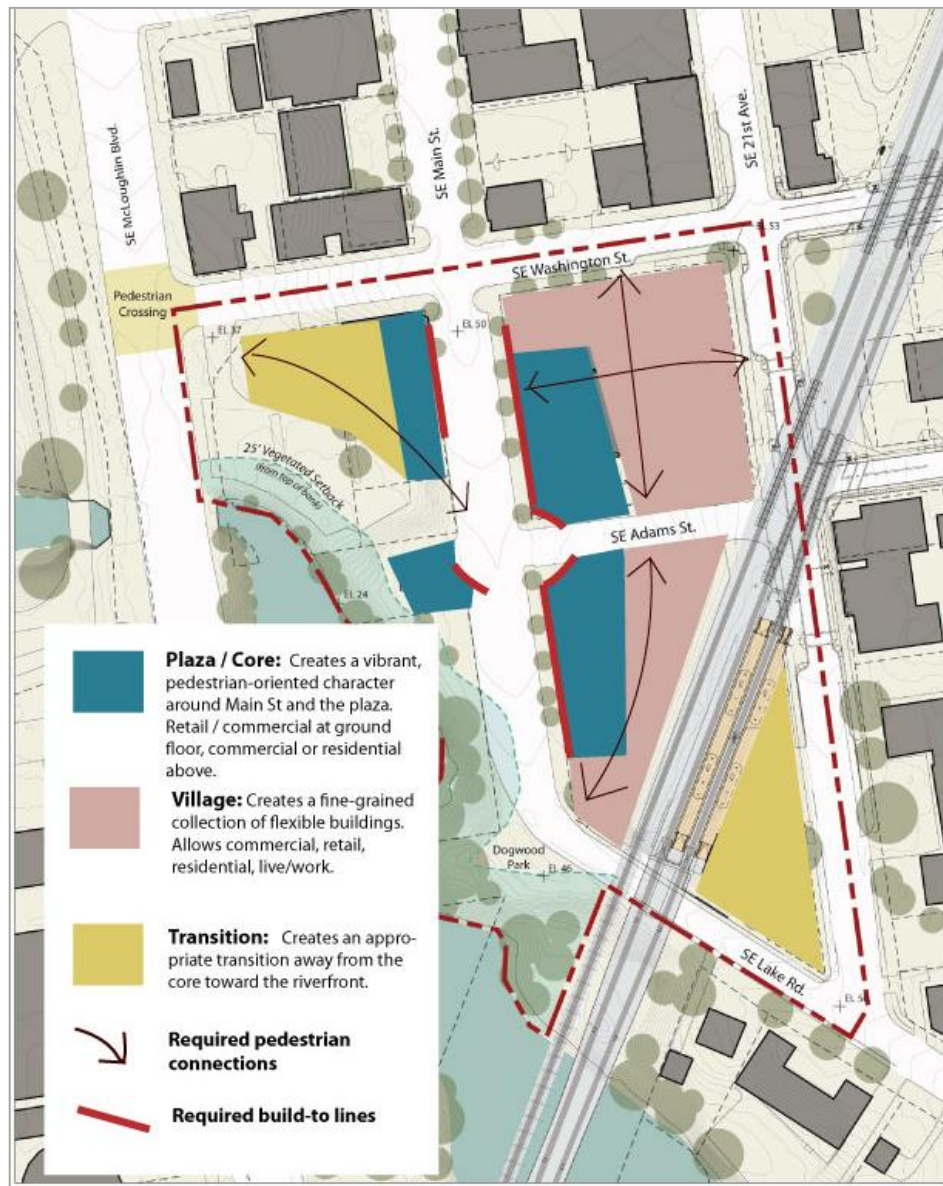
### 2. Zones

The South Downtown study area should be rezoned from Downtown Office to another zone (e.g., Station community, South Downtown, etc.). The zoning regulations applied to this area should be developed for this specific area. Consider form-based zoning as the zoning tool.

<sup>1</sup> It is not clear that a building with ground-floor retail and housing above would be allowed. Small-scale live/work buildings would not be allowed.

### 3. Spatial areas

One of the key concepts in the South Downtown is to create a public plaza ringed with high quality buildings that activate Main Street and the plaza. Radiating outward from the plaza are rings of different types, scales, and forms of buildings which are built to allow for flexible uses over time. Buildings in these different “rings” will take different forms, and will require different types of regulations.



### 4. Urban form

There are some key concepts that will need to be reinforced through zoning to adequately influence development to take the form and character described in the South Downtown Concept and PL. These may include:

- Require active, non-residential uses at the ground level of the buildings fronting the plaza.
- Require that buildings be built to a specified line along Main St and around the edge of the plaza

## 5. Building Design

- Keep the requirements simple and easy to implement on small-scale projects. Perhaps standards are looser for small buildings, and more stringent for larger buildings.
- Develop a menu-based approach that pushes developers toward human-scale articulation and preferred materials. Elements to be addressed include:
  - Ground-floor windows
  - Private outdoor spaces
  - Building materials
  - Building articulation
  - Roof form