MILWAUKIE
Dogwood City of the West

To: **Design and Landmarks Committee**

From: **Li Alligood, Assistant Planner and DLC Liaison**

Date: **October 10, 2011**

Subject: **Preparation for October 17, 2011, Meeting**

Greetings! We will be in the City Hall Council Chambers for next Monday's meeting at 6:30 p.m. ****Please note the change in date and location****.

See Enclosure 1 for the meeting agenda.

TriMet Kellogg Bridge Design Review Meeting

The DLC will be reviewing application DR-11-01 for substantial compliance with the Downtown Design Guidelines. The DLC will then make a recommendation to the Planning Commission to approve or deny the application.

The staff report will guide you through key issues and staff analysis of each. See Enclosure 2 for the staff report. Discussion of the project will follow Milwaukie's standard format for public meetings:

1. Staff will present the staff report.
2. Applicant will present their proposal.
3. Members of the public will have an opportunity to provide testimony on the application.
4. DLC members can ask questions of staff and the applicant.
5. DLC will discuss the application and decide on the Committee's recommendation to the Planning Commission. Your discussion should focus on evaluating whether the proposal is substantially compliant with the relevant design guidelines.

City Attorney Damien Hall will be on hand to answer any legal or process-related questions that may arise. Please review the enclosed staff report and feel free to contact Susan Shanks directly if you have any questions. She can be reached at 503-786-7658 or shankss@ci.milwaukie.or.us. Let me know if you have any questions.

See you next Monday at 6:30 p.m.!

Enclosures

1. October 17, 2011, meeting agenda
2. Kellogg Bridge Design Review staff report

AGENDA

MILWAUKIE DESIGN AND LANDMARKS COMMITTEE
Monday, October 17, 2011, 6:30 PM

CITY HALL COUNCIL CHAMBERS
10722 SE MAIN ST

1.0 Call to Order - Procedural Matters

2.0 Meeting Notes – Motion Needed

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

5.1 Summary: Kellogg Lake light rail bridge design review
Applicant: TriMet
File: DR-11-01
Presenters: Susan Shanks, Senior Planner

6.0 Worksession Items

7.0 Other Business/Updates

7.1 New meeting schedule starting in November

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:

November 7, 2011	1. Façade Improvement Program application review (*tentative)* 2. Light rail design worksession
December 5, 2011	1. Façade Improvement Program application review (*tentative)* 2. Light rail design worksession

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. Thank You.

2. **DESIGN AND LANDMARK COMMITTEE MEETING MINUTES.** Approved DLC Minutes can be found on the City website at www.cityofmilwaukie.org

3. **CITY COUNCIL MINUTES** City Council Minutes can be found on the City website at 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 Kelver, Associate Planner
Ryan Marquardt, Associate Planner
Li Alligood, Assistant Planner
Alicia Martin, Administrative Specialist II

MILWAUKIE
Dogwood City of the West

To: **Design and Landmarks Committee**

Through: **Katie Mangle, Planning Director**

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

Date: **October 10, 2011 for October 17, 2011 Design Review Meeting**

Subject: **File:** DR-11-01

Applicant: TriMet

Owner(s): TriMet[1]

Location: City of Milwaukie, Oregon Department of Transportation, and Union Pacific Railroad rights-of-way on Tax Maps 1S1E36BC, 1S1E36CB, and 1S1E35AD between SE Lake Rd and SE 22nd Ave

NDAs: Historic Milwaukie and Island Station

ACTION REQUESTED

Recommend that the Planning Commission approve application DR-11-01 with the recommended Findings and Conditions of Approval found in Attachments 1 and 2. This action would recommend approval of a design for the Portland Milwaukie Light Rail (PMLR) bridge over Kellogg Lake and McLoughlin Blvd ("Kellogg Bridge") that enables the alignment to extend southward to Park Ave in Clackamas County. This action would also recommend approval of a design for a future pedestrian bridge over Kellogg Lake below the Kellogg Bridge.

BACKGROUND INFORMATION

A. Site and Vicinity

The site is composed of an assortment of public and private rights-of-way under the ownership or jurisdiction of three different legal entities. The northernmost portion of the site consists of Lake Rd right-of-way between Main St and 22nd Ave that is under the

[1] The proposed bridge is located in City of Milwaukie and State of Oregon public rights-of-way and Union Pacific Railroad private right-of-way. TriMet has a signed Purchase and Sale Agreement for the Union Pacific Railroad right-of-way where the bridge is to be located. TriMet will own and maintain the entire bridge structure, including those portions over public right-of-way and on future TriMet property.

jurisdiction of the City of Milwaukie. This is the location of the proposed jump span between the future light rail station in south downtown Milwaukie and the proposed bridge structure over Kellogg Lake and McLoughlin Blvd. The middle portion of the site consists of privately-owned Union Pacific Railroad (UPRR) right-of-way between Lake Rd and McLoughlin Blvd. This is the location of the proposed bridge structure over Kellogg Lake. The southernmost portion of the site consists of McLoughlin Blvd right-of-way (OR Hwy 99E) between the UPRR right-of-way and 22nd Ave that is under the jurisdiction of the Oregon Department of Transportation. This is the location of the proposed bridge structure over McLoughlin Blvd.

The jump span and bridge structure pass through a number of distinct areas in a short distance as they parallel the existing UPRR freight rail tracks through downtown Milwaukie and over Kellogg Lake and the highway. The northernmost area is at the edge of downtown Milwaukie, which includes a mix of small commercial businesses, vacant land, residences, and the Milwaukie High School campus. The middle area is dominated by Kellogg Lake, developed and undeveloped park land on either side of the lake (e.g. Dogwood Park and Kronberg Park), and the historic train trestle over the lake. The southernmost area is dominated by McLoughlin Blvd, a 4-lane highway. A small commercial node is located on the west side of the highway at 22nd Ave.

B. Zoning Designation

The majority of the site has a base zone designation of Downtown Open Space (DOS) with an overlay zone designation of Willamette Greenway (WG). A small portion of the site (i.e. the northern half of the Lake Rd right-of-way) has a base zone designation of Downtown Office (DO). A portion of the site around Kellogg Lake is also subject to water quality resource (WQR) and habitat conservation area (HCA) regulations.

C. Comprehensive Plan Designation

The site has a land use designation of Public (P), with the exception of the northern half of the Lake Rd right-of-way, which has a designation of Town Center.

D. Land Use History

There are no previous land use actions by the City on record for this site. However, the entire PMLR alignment has an existing land use approval that was issued by Metro in 2008.[2] This land use final order (LUFO) was made pursuant to House Bill 3478 (1996), which provides for the review and siting of regional transportation facilities through local jurisdictions. The 2008 LUFO extended the original alignment southward through downtown Milwaukie to a new terminus at Park Ave in Clackamas County in order to be consistent with the Locally Preferred Alternative supported by the City. In other words, the 2008 LUFO has already approved the location of the Kellogg Bridge.

House Bill 3478, however, allows the City to review the proposed bridge against the City's design and development standards to ensure that it respects Milwaukie's existing small town character, fine-grained development pattern, and future development and natural restoration aspirations. The City may subject the proposed bridge to reasonable and necessary conditions of approval to ensure conformance with local standards and

[2] Metro Resolution No. 08-3964 entitled 2008 South/North Land Use Final Order (LUFO) Amendment.

appropriate mitigation of local impacts. It cannot, however, condition the approval of the light rail bridge in such a way as to prevent the implementation of the 2008 LUFO.

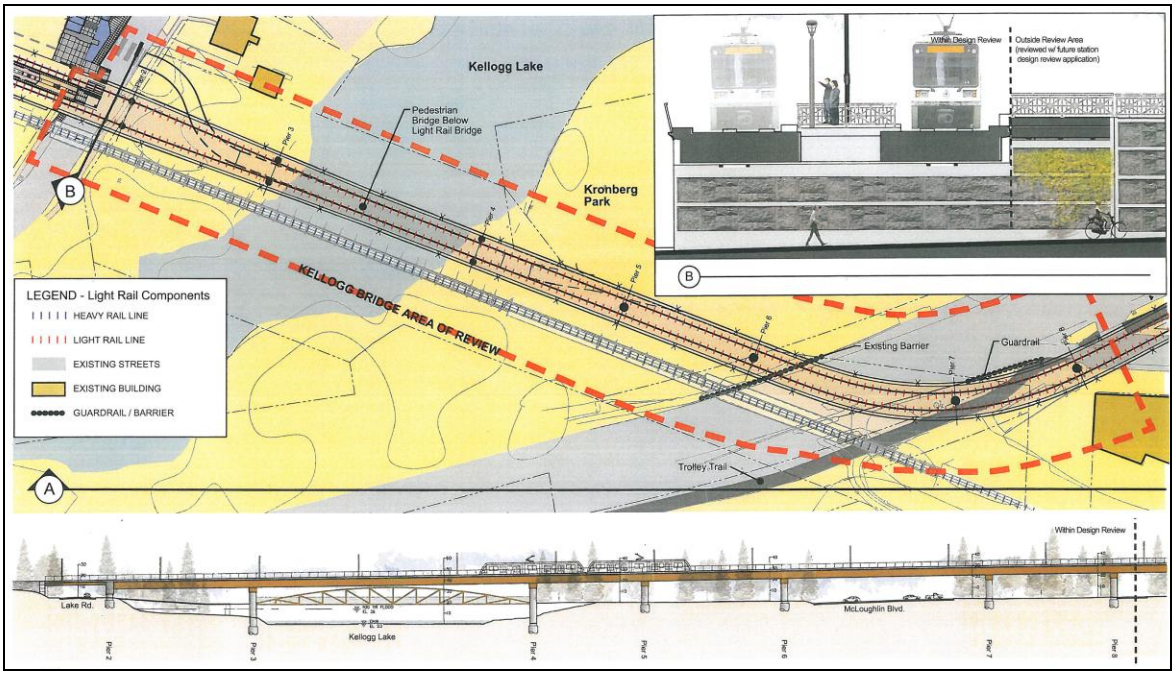
E. Right-of-Way History

The public rights-of-way in downtown Milwaukie and Island Station, including what is now Oregon Highway 99E (McLoughlin Blvd), pre-date the railroad rights-of-way in this area. What this means is that the railroad acquired and assembled private property in order to create the rail corridor that exists through downtown Milwaukie today and that its crossings of the City and State's public rights-of-way are allowed by easement and/or governed by rail crossing agreements.

F. Proposal

The applicant is seeking design approval for the Kellogg Bridge and a future pedestrian bridge over Kellogg Lake and below the Kellogg Bridge. The proposal includes the following elements as traveling from north to south:

- A jump span over Lake Rd; in this section it would be supported by an abutment on the north side and a set of columns on the south side that connects the light rail bridge to the station platform.
- A light rail bridge over Kellogg Lake; in this section it would be supported by two sets of columns on either side of the lake above ordinary high water. No in-water piers are proposed.
- A light rail bridge over McLoughlin Blvd; in this section it would be supported by a series of single columns.
- A future pedestrian bridge over Kellogg Lake below the light rail bridge. Design and location of pedestrian pathways to this bridge are not included in this proposal.



The jump span and light rail bridge are designed exclusively for use by light rail trains. However, the light rail bridge has been structurally designed to accommodate a future pedestrian bridge below it. A funding source for this bridge, including connecting pathways from Lake Rd and through Kronberg Park, is actively being pursued by the applicant and the City but has not yet been secured. The intent of including the bridge design in the proposal at this time is to advance the design and permitting process as much as possible prior to construction of the light rail bridge since construction of both bridges at the same time would result in significant time and cost savings for the pedestrian bridge project. See Attachment 3a for more details on the pedestrian bridge design proposal.

The jump span and light rail bridge contain a number of elements consistent with their purpose of carrying light rail trains (e.g. catenary poles and safety railings) and mitigating community impacts (e.g. sound walls). The bridge materials consist primarily of weathering steel and concrete. See Attachment 3b for specific material choices and design treatments of the columns, column caps, tubs, railings, walls, and poles.

The proposal requires approval of the following applications by the Planning Commission.

1. **Design Review (DR-11-01)**

   A portion of the Kellogg Bridge is in the Downtown Office and Open Space Zones. All new construction and most changes to buildings and/or properties in the downtown zones are subject to design review. This is the only application under review by the Design and Landmarks Committee (DLC). The DLC's role in the land use review process is to make a recommendation on the application to the Planning Commission.

2. **Willamette Greenway (WG-11-01)**

   A portion of the Kellogg Bridge is in the Willamette Greenway Zone because Kellogg Creek is a major water course that flows into the Willamette River. All new development in this zone is subject to review to ensure that the natural and recreational qualities of the river are protected.

3. **Water Quality Resource (WQR-11-03)**

   Construction of the Kellogg Bridge will have temporary and permanent impacts to the banks of Kellogg Creek, which is a primary protected water feature. Impacts to these areas require review and natural resource mitigation.

4. **Habitat Conservation Area (HCA-11-01)**

   Construction of the Kellogg Bridge will have temporary and permanent impacts to the upland areas on either side of Kellogg Lake, which are protected habitat resources. Impacts to these areas require review and natural resource mitigation.

5. **Community Service Use (CSU-11-09)**

   A portion of Kronberg Park will be used for staging during construction of the Kellogg Bridge. Staging at this location is subject to community service use review.

G. Specific Design Elements

The applicant has refined the design of the proposed light rail and pedestrian bridges over the last several months in consultation with its design and engineering team and based on feedback from City staff, the City's Planning Commission and DLC, and the general public. As such, many design issues have been discussed, and some have been resolved, in

advance of the DLC's review of this application including. Below is an overview of the key design elements under review, including design alternatives that have been considered and the applicant's current design proposal. See Attachment 4 for detailed comments from City staff on the light rail bridge design from a project partner perspective as opposed to a regulatory perspective.

- Jump span over Lake Rd – In the small segment over Lake Rd, the bridge is proposed to be made of concrete instead of steel to minimize its thickness and match existing clearances over Lake Rd. A weathering steel face is proposed to match the light rail bridge tub and column cap materials. The surface of the pre-cast concrete abutment wall (north side of Lake Rd) and the supporting set of columns (south side of Lake Rd) will be textured with a formliner that resembles a rusticated masonry surface to create a unified appearance and visual interest at the pedestrian level. The applicant did not include this detail in the application, though it is abstractly represented in the illustrations found in Exhibit D of the application.
- Tubs – Tubs provide the main horizontal element of the bridge both structurally and visually. Tubs are proposed instead of I-beams in order to provide a clean bridge profile, an uncluttered bridge underside, and few opportunities for bird perching. The tub form features cantilevered sides to minimize the boxy appearance of the structure.
- Weathered Steel – Steel instead of concrete is proposed to avoid a change in bridge materials since the portion of the bridge over McLoughlin Blvd has to be constructed of steel. The use of weathering steel allows for the creation of a visually coherent ribbon-like structure with an earth-tone quality.
- Columns – Many different column styles and treatments were evaluated. Round concrete columns are proposed to minimize column diameter, allow for graffiti removal, and facilitate safety inspections. Vertical board-form treatments are proposed in order to create visual interest (e.g. depth and shadow), minimize width, and channel any rust caused by the weathering steel in an intentional and decorative manner.
- Column caps – An open-face I-beam column cap design in weathering steel is proposed in order to match the light rail bridge tub material and to not detract from the horizontal "ribbon" effect of the tubs.
- Railings – Weathered steel railings with tension cables are proposed instead of a more solid barrier so as not to visually increase the thickness of the bridge.
- Catenary poles – Round catenary poles are proposed instead of more angular I-beam type poles in order to minimize shadow lines and reinforce the clean simple lines of the bridge.
- Sound wall – A transparent sound wall material is proposed so as not to visually increase the thickness of the bridge or block views.
- Pedestrian bridge – A Bowstring Arch Truss design is proposed instead of a Warren Style Through Truss design in order to open sight lines and views, improve security, address overhead clearance issues, and minimize impacts to Kellogg Lake. Weathering steel is proposed to match the light rail bridge tub and column cap materials and to blend in with the surrounding natural areas around Kellogg Lake.

H. Compliance with Design Guidelines

On a macro level, the light bridge and future pedestrian bridge meet the intent and spirit of the Milwaukie Downtown Design Guidelines by reinforcing Milwaukie's sense of place, respecting the natural environment, creating compatible and well-designed structures that respond to their surroundings, enhancing the pedestrian environment, and creating view opportunities. Though the light rail bridge is utilitarian in purpose—and contains all of the necessary elements to carry out its function (e.g. catenary poles and safety railings) while mitigating community impacts (e.g. sound walls)—it has been thoughtfully designed by a team of architects and urban designers to fit into the existing fabric of downtown Milwaukie and the Kellogg Lake area. The overall scale of the bridge does not overwhelm the southern part of downtown. It maintains roughly the same horizontal profile as the adjacent freight rail bridge over Lake Rd, Kellogg Lake, and McLoughlin Blvd. It also utilizes an existing rail corridor, which serves to reinforce Milwaukie's sense of place as a small working town with a long history of rail activity both in the form of freight rail (e.g. Union Pacific Railroad) and local and regional passenger rail (e.g. Portland Traction Company and Amtrak).

The light rail bridge also serves to connect Milwaukie to its neighbors to the south, which has the added benefit of minimizing the light rail footprint in the south downtown area. In other words, by traveling through Milwaukie, which requires a bridge over Kellogg Lake and McLoughlin Blvd, instead of terminating in Milwaukie, the additional infrastructure associated with a terminus is avoided. Moreover, the light rail bridge makes a future pedestrian bridge possible at this location. A pedestrian bridge would provide a more direct, safe, and pleasant way for Island Station residents to walk or bike to downtown and for other residents to access the Trolley Trail.

The overall design of the bridge respects the character of the Kellogg Lake natural area through its uncluttered design, earth-tone materials, and avoidance of in-water bridge supports. It also will provide light rail bridge provides passengers with unique views of Dogwood Park, Kronberg Park, Kellogg Lake, and the Willamette River to the west that are not currently available by any other means.

Both bridges are constructed primarily of weathering steel and concrete. The use of weathering steel tubs as a defining horizontal element on the light rail bridge allows for the creation of a slender, uncluttered, and visually coherent bridge. The lighter-colored concrete of the columns fades into the background and allows the earth-toned steel to move through the landscape in a ribbon-like fashion. The use of weathering steel on both bridges gives them a softer, less industrial, earth-toned quality in keeping with their proximity to natural areas around Kellogg Lake and vegetated areas along the Trolley Trail. Overall, these design and material choices serve to create a light rail bridge with a thin horizontal profile that does not compete with the neighboring freight rail bridge. In contrast, the design of the future pedestrian bridge over Kellogg Lake incorporates and celebrates the intricate and angular support beam pattern present in the freight rail bridge.

Board-form treatments on the concrete bridge abutments and columns add visual interest at the pedestrian level and lighting under the Lake Rd jump span adds a measure of safety and comfort for pedestrians.

On a micro level, the light rail bridge design appears to meet the intent and spirit of the Milwaukie Downtown Design Guidelines; however, more design detail is needed with respect to the pedestrian experience of the bridge to confirm conformance with a few of

the guidelines. A discussion of these important, albeit micro-level, design details are provided in the Key Issues section below.

KEY ISSUES

Summary

Staff has identified the following key issues for the DLC's deliberation. All three key issues listed below touch on the design guideline relating to the quality of the pedestrian environment. Key issues A and C also touch on the design guidelines relating to architectural contrast, architectural lighting, and wall design. Aspects of the proposal not listed below are addressed in the Findings (see Attachment 1) and generally require less analysis and discretion.

A. Do the proposed light fixtures and wall treatments that make up the "room" underneath the jump span over Lake Rd create an attractive and safe pedestrian environment?

B. Should the proposed concrete jump span structure be clad in weathered steel to provide visual continuity?

C. Do the proposed column treatments contribute to the overall bridge design and the pedestrian environment?

Analysis

A. Do the proposed light fixtures and wall treatments that make up the "room" underneath the jump span over Lake Rd create an attractive and safe pedestrian environment?

The applicant proposes to light the area underneath the jump span on both sides of Lake Rd with 4 to 6 light fixtures mounted at or near the top of the abutment wall and each of the supporting columns. The applicant's photometric studies indicate that the fixtures would light this area to an average level of 5.10 foot candles. The applicant's narrative also states that the fixtures would wash the concrete wall and column surfaces, which are proposed to have horizontal bands of rock-textured surface treatments, creating both a visually interesting and safe pedestrian experience.

The DLC previously reviewed the proposed abutment wall treatments and generally approved of the design. However, a more detailed discussion would be beneficial, as the applicant is now proposing to apply the same treatment to the supporting columns on the south side of Lake Rd. The proposal is intended to provide design uniformity and add visual interest at the pedestrian level. From an urban design standpoint, applying the same treatments to both sides of the jump span could help tie this "room" together as a visually coherent space.

The proposed lighting level would create a safe pedestrian environment from a purely technical standpoint. However, more information is needed to better understand how the proposed lighting would create a comfortable and desirable pedestrian environment including, but not limited to:

- Housing material and color: Are there color options? Are the fixtures intended to blend in or add visual interest?

- Mounting locations: Are the fixtures mounted underneath the jump span or on the abutment wall and columns? Are there 4 or 6 fixtures? How far off the ground are the fixtures mounted? If they are accessible to pedestrians, do they have tamper-resistant features?
- Lighting: What type of light bulbs do these fixtures use? What color of light is cast? Is the lighting directed upward, downward, or outward?

Staff is recommending a condition of approval related to lighting, walls, and the pedestrian environment to ensure conformance with applicable design guidelines and to provide direction to the applicant for refining the design of this area.

B. Should the proposed concrete jump span structure be clad in weathered steel to provide visual continuity?

The applicant proposes to clad the concrete jump span in weathered steel to visually integrate the jump span and the light rail bridge structures. Unfortunately, it is more difficult to remove graffiti from weathered steel than from concrete. Given the proximity of the jump span to Lake Rd and the light rail station, it is possible that the jump span structure may be more vulnerable to graffiti than the rest of the bridge.

If the DLC recommends not cladding the jump span structure in weathered steel, staff will include a condition of approval to that effect for the Planning Commission's consideration.

C. Do the proposed column treatments contribute to the overall bridge design and the pedestrian environment?

The applicant proposes to apply vertical board-form treatments to the surface of the concrete columns to create visual interest (e.g. depth and shadow), minimize column width, and channel any rust caused by the weathering steel in an intentional and decorative manner. These are desirable goals; vertical offsets in the columns could effectively accomplish these goals. The columns are a key element of the overall bridge design and one of the few elements into which pedestrians would directly come into contact. The DLC should thoughtfully evaluate the proposed column treatments with an eye toward design aesthetics and with consideration given to the structural, safety, and cost implications of other column treatments described by the applicant in previous work sessions.

Staff is recommending a condition of approval related to architectural contrast and the pedestrian environment to ensure conformance with applicable design guidelines and to provide direction to the applicant for refining the column design.

CONCLUSIONS

The Kellogg Bridge will be a major new element in the landscape in the south end of downtown Milwaukie. The applicant has responded to the Downtown Design Guidelines through choice of materials, careful integration of the bridge's various elements, and purposeful designing of each element that will be visible to pedestrians. Given the nature and size of this piece of transportation infrastructure, the bridge design substantially complies with the Design Guidelines as best as it possibly could.

Staff recommendation to the Design and Landmarks Committee is as follows:

Recommend that the Planning Commission approve the Design Review application for the Kellogg Bridge and the future pedestrian bridge over Kellogg Lake with the recommended findings and conditions of approval in Attachments 1 and 2.

CODE AUTHORITY AND DECISION-MAKING PROCESS

The portion of the proposal being considered by the Design and Landmarks Committee (DLC) is subject to the Milwaukie Design Guidelines and the following provisions of the Milwaukie Zoning Ordinance, which is Title 19 of the Milwaukie Municipal Code (MMC).

- Chapter 19.1000 – Review Procedures (specifically Section 19.1001 General Provisions, Section 19.1006 Type III Review, and Section 19.1011 Design Review Meetings)
- Section 19.907 – Downtown Design Review
- Subsection 19.310.4 – Downtown Zones Development Standards
- Subsection 19.310.6 – Downtown Zones Design Standards

The Committee has 2 decision-making options as follows:

A. Recommend approval of the Design Review application subject to the recommended Findings and Conditions of Approval.

B. Recommend approval of the Design Review application with modified Findings and Conditions of Approval. Any modifications must be read into the record.

In addition to design review, this application is also subject to Type III review by the Planning Commission at a public hearing. In Type III reviews, the Planning Commission considers the DLC recommendation, assesses the application against the applicable provisions of the Milwaukie Zoning Ordinance, and evaluates testimony and evidence received at the public hearing.

The final decision on this application, which includes any appeal to the City Council, must be made by January 18, 2012, in accordance with the Oregon Revised Statutes and the Milwaukie Zoning Ordinance. The applicant can waive the time period in which the application must be decided.

COMMENTS

The Design Review application was referred for comment to the following City departments and agencies: City of Milwaukie Engineering, Building, and Community Development Departments; Clackamas County Fire District #1; Oregon Department of Transportation; Oregon State Marine Board; Oregon Division of State Lands; Oregon Department of Fish and Wildlife; Oregon Parks and Recreation Department; and, North Clackamas Parks and Recreation District.

It was also forwarded to the Historic Milwaukie and Island Station Neighborhood District Associations, and public copies were made available at City Hall, Ledding Library, and the Planning Department. Additionally, the Community Services Department broadly advertised the DLC's design review meeting on the application at various public forums, such as the Milwaukie Farmers Market, and through direct e-mailings and the City's PMLR project website.

Two comments on the application were received by the City on or before October 6, 2011 and are included in Attachment 4. Any additional comments received after this date but before the October 17, 2011 design review meeting will be brought to the meeting.

ATTACHMENTS

Attachments are provided only to the Planning Commission unless noted as being attached. All material is available for viewing upon request.

1. Recommended Findings in Support of Approval (attached)
2. Recommended Conditions of Approval (attached)
3. Applicant's Narrative and Supporting Documentation date stamped September 20, 2011[3] by the Planning Department.
   a. Exhibit D8 Pedestrian Bridge Design (attached)
   b. Exhibits D3–D7 and D9–D14 Light Rail Bridge Design (attached)
4. Comments Received (attached)

[3] This attachment contains only the portions of the applicant's narrative and supporting documentation related to the Design Review application for the Kellogg Bridge. The Planning Commission and other reviewing agencies will receive all five applications related to the Kellogg Bridge in advance of the public hearing on these applications.

Recommended Findings in Support of Approval

Staff has prepared the following Findings in Support of Approval for the Milwaukie Design and Landmarks Committee's review of application DR-11-01. Following the Design and Landmarks Committee (DLC) review of the proposal, the DLC's recommended findings will be incorporated into the staff report to the Milwaukie Planning Commission (PC) for the public hearing on this proposal. Findings for those code sections not relevant to the DLC's review of the proposal are not included in this document.

1. The applicant, TriMet, submitted a design review application (DR-11-01) to construct a light rail bridge over Kellogg Lake and McLoughlin Blvd ("Kellogg Bridge") as part of the Portland Milwaukie Light Rail (PMLR) project. The Kellogg Bridge site is composed of an assortment of public and private rights-of-way on Tax Maps 1S1E36BC, 1S1E36CB, and 1S1E35AD between SE Lake Rd and SE 22nd Ave under the ownership or jurisdiction of three different legal entities, namely the City of Milwaukie, Oregon Department of Transportation, and the Union Pacific Railroad.

2. The PMLR alignment, which includes the location of specific project elements such as the Kellogg Bridge, has an existing land use approval that was issued by Metro in 2008.[1] This land use final order (LUFO) was made pursuant to House Bill 3478 (1996), which provides for the review and siting of regional transportation facilities through local jurisdictions. The City may subject the proposed bridge to reasonable and necessary conditions of approval to ensure conformance with local standards and appropriate mitigation of local impacts. It cannot, however, condition the approval of the light rail bridge in such a way as to prevent the implementation of the 2008 LUFO.

3. The applicant included a design for a future pedestrian bridge over Kellogg Lake below the Kellogg Bridge in its application. The applicant is not proposing to construct the pedestrian bridge as part of the PMLR project due to a lack of funding. However, the applicant is proposing to advance the design and review process for the pedestrian bridge at this time in order to allow for the possibility of having the pedestrian bridge constructed at the same time as the Kellogg Bridge, which would result in significant time and cost savings for the pedestrian bridge project. The design and location of pedestrian pathways to the pedestrian bridge are not included in the current design review application and would require additional land use approvals at a later date.

4. The application was submitted on August 8, 2011. It was initially deemed incomplete by City staff on September 7, 2011. The applicant revised and resubmitted the application on September 20, 2011 and requested that the application be deemed complete on that date. The City deemed the application complete on that date, and now has until January 18, 2012 to issue a final decision on the application.

5. The majority of the Kellogg Bridge site has a base zone designation of Downtown Open Space (DOS) with an overlay zone designation of Willamette Greenway (WG). A small portion of the site (i.e. the northern half of the Lake Rd right-of-way) has a base zone designation of Downtown Office (DO). A portion of the site around Kellogg Lake is also subject to water quality resource (WQR) and habitat conservation area (HCA) regulations.

6. The applicant is seeking design approval for the Kellogg Bridge and a future pedestrian bridge below the Kellogg Bridge. The proposal includes the following elements as traveling from north to south:

[1] Metro Resolution No. 08-3964 entitled 2008 South/North Land Use Final Order (LUFO) Amendment.

- A jump span over Lake Rd; in this section it would be supported by an abutment on the north side and a set of columns on the south side that connects the light rail bridge to the station platform.
- A light rail bridge over Kellogg Lake; in this section it would be supported by two sets of columns on either side of the lake above ordinary high water. No in-water piers are proposed.
- A light rail bridge over McLoughlin Blvd; in this section it would be supported by a series of single columns.
- A future pedestrian bridge over Kellogg Lake below the light rail bridge. Design and location of pedestrian pathways to this bridge are not included in this proposal.

The jump span and light rail bridge contain a number of elements consistent with their purpose of carrying light rail trains (e.g. catenary poles and safety railings) and mitigating community impacts (e.g. sound walls). The jump span, light rail bridge, and pedestrian bridge materials consist primarily of weathering steel and concrete. The use of steel tubs as a defining horizontal element allows for the creation of a slender, uncluttered, visually coherent, and ribbon-like structure. The use of weathering steel gives the bridge a softer, less industrial, earth-toned quality in keeping with its proximity to natural areas around Kellogg Lake and vegetated areas along the Trolley Trail. Board-form treatments on the cast-in-place concrete bridge abutments and columns add visual interest.

7. The proposal is subject to the Milwaukie Design Guidelines and the following provisions of the Milwaukie Zoning Ordinance, which is Title 19 of the Milwaukie Municipal Code (MMC).

   - Chapter 19.1000 – Review Procedures (specifically Section 19.1001 General Provisions, Section 19.1006 Type III Review, and Section 19.1011 Design Review Meetings)
   - Subsections 19.907.5, 6, and 7 – Downtown Design Review Application Procedure, Application Submittal, and Approval Criteria
   - Subsection 19.310.4 – Downtown Zones Development Standards
   - Subsection 19.310.6 – Downtown Zones Design Standards

8. Two comments on the application were received by the City prior to Oct 6, 2011. The application was referred for comment to the following City departments and agencies: City of Milwaukie Engineering, Building, and Community Development Departments; Clackamas County Fire District #1; Oregon Department of Transportation; Oregon State Marine Board; Oregon Division of State Lands; Oregon Department of Fish and Wildlife; Oregon Parks and Recreation Department; and, North Clackamas Parks and Recreation District. It was also forwarded to the Historic Milwaukie and Island Station Neighborhood District Associations, and public copies were made available at City Hall, Ledding Library, and the Planning Department. Additionally, the Community Services Department broadly advertised the DLC's design review meeting on the application at various public forums, such as the Milwaukie Farmers Market, and through direct e-mailings and the City's PMLR project website.

9. The Design and Landmarks Committee (DLC) evaluated the application at a design review meeting on October 17, 2011. The DLC recommends that the Planning Commission adopt Findings 10 and 11, and the associated conditions of approval, as the findings and conditions of approval for the PMLR Kellogg Bridge Design Review application.

10. MMC Subsection 19.907.7 contains the approval criteria for design review applications. The approval authority may approve, approve with conditions, or deny a design review application based on the following criteria:

    A. Compliance with Title 19 Zoning Ordinance.

    The only two applicable standards pertain to landscaping and wall design. Section 19.310.4.11 requires that a minimum of 20% of the site be landscaped. The applicant is proposing to retain approximately 70% of the site in landscaping. Section 19.310.6.C.2 contains the design standards for walls. The applicant is not proposing any wall-mounted mechanical equipment or any prohibited wall materials.

    The DLC recommends finding that these standards have been met and that the approval criterion has therefore been met.

    B. Substantial consistency with the Downtown Design Guidelines

    Refer to the table below for detailed findings.

    The DLC recommends finding that this approval criterion has been met.

    C. Submittal of a complete application and applicable fee as adopted by the City Council.

    The applicant submitted a revised application on September 20, 2011 and requested that the City deem the application complete. The applicable design review application fee was submitted August 8, 2011.

    The DLC recommends finding that this approval criterion has been met.

11. Pursuant to Subsection 19.1001.7.E, the decision on this land use application shall expire and become void within the time periods specified in Subsection 19.1001.7.E.1 unless the review authority specifies a different expiration time period as allowed by Subsection 19.1001.7.E.2. Given the size, complexity, and phased nature of the proposal, the DLC recommends finding that it is appropriate to extend the time period within which the applicant must obtain development permits from 2 years to 4 years, and within which the applicant must pass all final inspections from 4 years to 6 years, from the date of the land use decision on this application.

MILWAUKIE CHARACTER GUIDELINES	
Applicant Information	**Recommended Findings**
a. Reinforce Milwaukie's Sense of Place** = **Strengthen the qualities and characteristics that make Milwaukie a unique place.	
Milwaukie's history is largely formed and defined by its natural surroundings (hills, river, and lake) and its connections by road, rail, and the river. The	The overall design of the light rail bridge reinforces Milwaukie's sense of place as a small town with a long history of rail activity both in the form of freight rail (e.g.

project's parallel relationship to the existing rail trestle reinforces this transportation and technological history. Light rail is the steamship of the 21st century, and will provide Milwaukie with a new link to the region. It will provide unique views to the formative natural and urban areas that are Milwaukie of today, and will reinforce Milwaukie's qualities and characteristics into the future.	Union Pacific Railroad) and local and regional passenger rail (e.g. Portland Traction Company and Amtrak). As proposed, the light rail bridge connects Milwaukie to its neighbors to the south, which has the added benefit of minimizing the light rail footprint in the south downtown area. In other words, by traveling through Milwaukie, which requires a bridge over Kellogg Lake and McLoughlin Blvd, instead of terminating in Milwaukie, the additional infrastructure associated with a terminus is avoided. As proposed, the light rail bridge respects Milwaukie's sense of place by utilizing an existing rail corridor, designing a bridge with a modest horizontal profile, and using materials, such as weathered steel, that are visually compatible with the Kellogg Lake natural area. *The proposal meets this guideline.*
b. Integrate the Environment = Building design should build upon environmental assets.	
The design of the bridge respects the character of the natural area it crosses through its simple detailing, material selection, minimized structure, and careful placement of structural elements. Its presence will allow unique views to the environmental assets of Kellogg Lake, Kronberg Park, and Dogwood Park, and to the River and hills beyond. Removal of invasive plans and re-planting with appropriate native replacements will further enhance the immediate environmental quality. The potential future pedestrian bridge will further build on, support, and connect these central environmental assets.	As proposed, the design of the bridge respects the character of the Kellogg Lake natural area through its uncluttered design, earth-tone materials, and avoidance of in-water bridge supports. Unavoidable impacts to the lake and surrounding riparian and habitat areas will be mitigated. All mitigation plans require review and approval by the Planning Commission. *The proposal meets this guideline.*
c. Promote Linkages to Horticultural Heritage = Celebrate Milwaukie's heritage of beautiful green spaces.	
The bridge, by making a visual connection between the green areas to the north and to the south of Kellogg lake, and providing new and unique views for passengers above, celebrates those spaces. The design of the bridge also acknowledges and celebrates Milwaukie's open space heritage through its simple detailing, sympathetic materials and colors, minimized structure, and careful placement of structural elements. Its presence will allow unique views to Kellogg Lake, Kronberg Park, and Dogwood Park; as well as to the River, the Trolley Trail, and the hills beyond.	As proposed, the light rail bridge provides passengers with unique views of Dog wood Park, Kronberg Park, Kellogg Lake, and the Willamette River to the west that are not currently available by any other means. Additionally, the future proposed pedestrian bridge over Kellogg Lake would connect parks and natural areas on both sides of Kellogg Lake in a way that hasn't occurred in decades. In addition to these localized connections, the future pedestrian bridge would increase passive and active recreational opportunities in this area and afford connections to other open spaces that are further afield, such as Spring Park in Island Station. *The proposal meets this guideline.*
d. Establish or Strengthen Gateways = Projects should use arches, pylons, arbors, or other transitions to mark special or primary entries and/or borders between public and private spaces.	
The careful design of the bridge abutments, and their contrast with the ribbon like character of the	As proposed, the jump span over Lake Rd along with the abutment wall and support columns on either side create a

bridge itself, heralds and marks the public and private spaces below. The pylons too, with their minimal scale, texture, and material, contribute to marking the transitions between these various zones, spaces, and ownerships.	unique passageway through which drivers, bicyclists, and pedestrians can travel. Though not designed with this purpose in mind, this passageway serves as a sort of a gateway into the south downtown area. Specific design features of this passageway are evaluated under other guidelines. *The proposal meets this guideline.*
e. Consider View Opportunities = Building designs should maximize views of natural features or public spaces.	
The bridge will create new and very different viewpoints of Kellogg Lake, Kronberg Park, and the river and Greenway for the many passengers riding it each day. The bridge itself will enhance the views of the Lake and the Park, by providing a well-proportioned, designed, and detailed structure as a backdrop for views from the south, and from the future light rail station to which it will connect.	As proposed, the light rail bridge provides passengers with unique views of Dogwood Park, Kronberg Park, Kellogg Lake, and the Willamette River to the west that are not currently available by any other means. Additionally, the future proposed pedestrian bridge over Kellogg Lake would provide bicyclists and pedestrians with unique views of these areas as well. *The proposal meets this guideline.*
f. Consider Context = A building should strengthen and enhance the characteristics of its setting, or at least maintain key unifying patterns.	
The bridge will establish a new pattern of columns and spans that parallels, and is in plane with, the historic railroad trestle, thus providing both a modern contrast and a formal and utilitarian consistency. The bridge will, additionally, visually tie one side of Kellogg Creek/Lake to the other, and do so in a manner that provides an elegant and simple backdrop for the natural qualities and diversity of the Lake area and Kronberg Park.	As proposed, the light rail bridge maintains roughly the same horizontal clearance as the freight rail bridge over Lake Rd and McLoughlin Blvd and has roughly the same horizontal profile as the freight rail bridge over Kellogg Lake. As proposed, the design of the bridge respects the character of the Kellogg Lake natural area through its uncluttered design, earth-tone materials, and avoidance of in-water bridge supports. *The proposal meets this guideline.*
g. Promote Architectural Compatibility = Buildings should be "good neighbors." They should be compatible with surrounding buildings by avoiding disruptive excesses. New buildings should not attempt to be the center of attention.	
The sleek ribbon like character of the bridge fits quietly into its surroundings. Rather than calling attention to itself thru aggressive structure or excessive detail, the bridge contributes elegantly to the visual character of the site. In contrast to the busier and more rustic railroad trestle, the new bridge, with its simple stoic form and structure, further reinforces its quieter neighborliness.	As proposed, the tubs provide the main horizontal element of the light rail bridge both structurally and visually. Tubs are proposed instead of I-beams in order to provide a clean and thin bridge profile, an uncluttered bridge underside, and few opportunities for bird perching. The use of weathering steel allows for the creation of a visually coherent ribbon-like structure with an organic, earth-tone quality. Cantilevered sides also serve to minimize its boxy appearance. The use of steel tubs throughout avoids a change in bridge materials since the portion of the bridge over McLoughlin Blvd must be constructed of steel. Overall, these design and material choices serve to create a visually low-key bridge with simple lines that do not compete with the neighboring freight rail bridge. In contrast to the light rail bridge's simple horizontal lines, the design of the future proposed pedestrian bridge over

	Kellogg Lake incorporates and celebrates the intricate and angular support beam pattern present in the freight rail bridge. *The proposal meets this guideline.*
h. Preserve Historic Buildings = Historic building renovation, restoration, or additions should respect the original structure.	
No historic buildings are affected by the Kellogg Bridge application.	*This guideline is not applicable.*
i. Use Architectural Contrast Wisely = Contrast is essential to creating an interesting urban environment. Used wisely, contrast can provide focus and drama, announce a socially significant use, help define an area, and clarify how the downtown is organized.	
The clean orthogonal design of the bridge creates an interesting backdrop with the natural areas it spans, and a gateway between the natural areas and the more urban downtown. The long span bridge structure reflects the advancement in structural materials since the construction of the adjacent railroad bridge. Unlike the railroad structure, the new bridge will clear span Kellogg Creek with environmentally sensitive materials and minimum structure, a clear symbol and manifestation of our increasing awareness of the need to protect and improve fisheries and other habitat.	As proposed, the design of the light rail bridge uses contrast in an intentional and thoughtful manner throughout. • Round concrete vertical columns contrast with the horizontal lines of the weathering steel tubs. The lighter-colored concrete columns fade into the background and allow the earth-toned steel to move through the landscape as a thin visually-coherent ribbon. • Vertical offsets on the round concrete columns serve to create visual interest (e.g. depth and shadow), minimize width, and channel any rust caused by the weathering steel in a decorative manner. However, more information is needed to ensure that the vertical offsets contribute to the bridge's overall design and the pedestrian environment. • Open-face I-beam column caps add visual interest without detracting from the smooth clean lines of the tubs that they support. • The textured surfaces of the pre-cast concrete abutment wall (north side of Lake Rd) and the supporting set of columns (south side of Lake Rd) for the jump span contrast with the smooth weathering steel face of the jump span. The textured surfaces on either side of the jump span unify the space and create visual interest at the pedestrian level. However, more information is needed to ensure that the textured wall and column surfaces contribute to an attractive pedestrian environment. *As conditioned, the proposal meets this guideline.*
j. Integrate Art = Public art should be used sparingly. It should not overwhelm outdoor spaces or render buildings mere backdrops. When used, public art should be integrated into the design of the building or public open space.	
TriMet's public art program installs a variety of artwork at appropriate locations along its light rail lines. Art is intended be installed at the nearby stations, as well as on the bridge itself. The art is	The proposal includes public art work on a portion of the structure. The current concept places a number of abstract forms on the surface of the tubs, creating a subtle, integrated project. Though the details of the art concept are still

being developed to be sensitively integrated, and specifically respectful of this guideline. The art is not specifically being reviewed through this process: it is being vetted through the Public Art process, with input from the public and respective Commissions in order to ensure the result is appropriate and contributory.	evolving, it is one that will not overwhelm the bridge itself nor neighboring places. TriMet has convened a Public Art Advisory Committee (PAAC) as part of the Portland Milwaukie Light Rail project. The PAAC is a citizen committee charged with artist selection and final review and approval of all art concepts along the alignment. It has representatives from along the entire alignment including several from the Milwaukie and Oak Grove areas. *The proposal meets this guideline.*

PEDESTRIAN EMPHASIS GUIDELINES

Applicant Information	Recommended Findings
a. Reinforce and Enhance the Pedestrian System = Barriers to pedestrian movement and visual and other nuisances should be avoided or eliminated, so that the pedestrian is the priority in all development projects.	
The Crossing structure preserves all existing pedestrian paths in the area and therefore creates no barrier to pedestrian movement. Instead of creating visual nuisances, the project creates a visual attraction that will enhance the pedestrian experience. The potential future pedestrian bridge will potentially further enhance the prioritization of the pedestrian movement, resulting in a simple and generous connection from Lake Road, across Kellogg Creek through to the Trolley Trail.	As proposed, travel on the light rail bridge is restricted to light rail trains and passengers. However, the applicant has included a design for a future pedestrian bridge over Kellogg Lake in its application as a way to advance the design and review process for this bridge at this time. This would allow for the possibility of having the pedestrian bridge constructed at the same time as the light rail bridge, which would result in significant time and cost savings for the pedestrian bridge project. The applicant is not proposing to construct the pedestrian bridge as part of the Portland Milwaukie Light Rail project due to a lack of funding. As proposed, the light rail bridge does not introduce any new barriers to pedestrian movement. Bridge designers carefully considered impacts to pedestrian sight lines and safety issues when placing columns. Column widths were minimized as much as possible and CPTED (crime prevention through environmental design) principles were applied throughout. As proposed, the pedestrian experience is enhanced by vertical board-form column treatments and horizontal bands of textured wall treatments on either side of the jump span over Lake Rd. *The proposal meets this guideline.*
b. Define the Pedestrian Environment = Provide human scale to the pedestrian environment, with variety and visual richness that enhance the public realm.	
While the bridge is a large structure, design elements such as the piers and guardrails have been detailed to provide human scale. Materials have been chosen - concrete contrasting with weathering steel, light guardrails, simple elegant light standards, details at the column caps and bases- to further add to the richness and enhancement of the public realm.	As proposed, the light rail bridge introduces human-scaled design treatments where the bridge elements intersect with the pedestrian environment. • The widths of the columns have been minimized as much as possible while still providing the appropriate amount of structural support. Vertical board-form treatments serve to further minimize their bulk and create visual interest (e.g. depth and shadow) at the

	pedestrian level. However, more information is needed to ensure that the vertical treatments are appropriately-scaled and interesting at the pedestrian level. • The textured wall surfaces of the pre-cast concrete abutment wall (north side of Lake Rd) and the jump span supporting columns (south side of Lake Rd) unify the space and create visual interest at the pedestrian level. However, more information is needed to ensure that the proposed lighting and textured wall and column surfaces contribute to an attractive pedestrian environment. *As conditioned, the proposal meets this guideline.*
c. Protect the Pedestrian from the Elements = Protect pedestrians from wind, sun, and rain.	
The bridge will protect pedestrians from wind, sun, and rain in two different respects. Boarding a train and riding from Milwaukie to points north and south will provide one form of protection. So too will the bridge itself: passing under the bridge - whether by Lake Road, Kronberg Park, or elsewhere - the bridge will provide protection from the elements above.	As proposed, travel on the light rail bridge is restricted to light rail trains and passengers. However, the future proposed pedestrian bridge over Kellogg Lake is naturally protected from some elements by the light rail bridge above it. *The proposal meets this guideline.*
d. Provide Places for Stopping and Viewing = Provide safe, comfortable places where people can stop to sit and rest, meet and visit with each other, and otherwise enjoy the downtown surroundings.	
The bridge provides a link from the Park Avenue park and ride to the light rail station, both of which have stopping, resting, and meeting areas. The bridge itself has no formal pedestrian places, but it does make the station pedestrian areas more accessible and helps to concentrate activity at those areas. The Lake Road overpass will also provide a place where weather protection and views down to the Lake and Park may afford meeting and visiting opportunities. Lighting provided under the overpass will ensure this area is comfortable and safe at all hours.	As proposed, travel on the light rail bridge is restricted to light rail trains. Passengers are able to sit, meet, and visit with other passengers while riding the light rail system As proposed, the future proposed pedestrian bridge over Kellogg Lake is designed as a transportation facility and does not include benches for resting or sitting. However, as a pedestrian facility, people would be able to socialize with one another and stop to admire the views while on the bridge. *The proposal meets this guideline.*
e. Create Successful Outdoor Spaces = Spaces should be designed for a variety of activities during all hours and seasons.	
By raising the light rail system above grade, the bridge allows for a flexible layering of uses during all hours and all seasons.	No outdoor spaces are proposed as part of the Kellogg Bridge application beyond the enclosure of a short length of Lake Rd by the jump span, abutment wall, and column walls. Specific design features of these walls are evaluated under other more relevant guidelines. Use of Lake Rd by the traveling public will not change. *The proposal meets this guideline.*

f. Integrate Barrier-Free Design = Accommodate handicap access in a manner that is integral to the building and public right-of-way and not designed merely to meet minimum building code standards.	
Tri Met consistently manifests an exceptional barrier free design integrated into all of its projects. The bridge is a part of a region wide accessible transportation network, and all elements associated with the project will exceed minimum standards, both technically and aesthetically.	ADA standards are not applicable to the light rail bridge, as it is only for use by light trains. As proposed, the future pedestrian bridge has a flat concrete walking surface that meets ADA standards. Future path connections to this bridge are not part of this proposal and are not being evaluated at this time. *The proposal meets this guideline.*

ARCHITECTURE GUIDELINES	
Applicant Information	**Recommended Findings**
a. Corner Doors = Locate entry doors on corners of commercial and retail buildings wherever possible.	
No doors are proposed as part of the Kellogg Bridge application.	*This guideline is not applicable.*
b. Retail and Commercial Doors = Doors should create an open and inviting atmosphere.	
No doors are proposed as part of the Kellogg Bridge application.	*This guideline is not applicable.*
c. Residential Doors = Residential front doors should define a friendly transition between the public and the private realm.	
No doors are proposed as part of the Kellogg Bridge application.	*This guideline is not applicable.*
d. Wall Materials = Use materials that create a sense of permanence.	
TriMet consistently applies the use of long lasting, high quality materials to ensure low maintenance costs for its facilities and enhance the quality of the communities. In this case, the use of concrete, weathering steel and galvanized metal have been designed and detailed in a manner that will ensure that the structure is of a consistent and well maintained quality, both physically and visually for the life of the project.	As proposed, the abutment walls and jump span supporting columns that enclose a portion of Lake Rd are made of concrete. *The proposal meets this guideline.*
e. Wall Structure = Use scale defining devices to break up the longitudinal dimensions of buildings, creating a comfortable sense of enclosure by establishing an uninterrupted street edge.	
This guideline applies exclusively to buildings. However, this portion of the project does include a	As proposed, the abutment wall (north side of Lake Rd) and jump span column treatments (south side of Lake Rd) are

street-enclosing wall element: the portion of the abutment under the Lake Road jump span. This wall is to be crafted of faceted pre-cast concrete panels that will provide a quality texture and finish fitting for this public passageway. The faceted texture contributes to its "human scale" and, coupled with lighting under the span in this location, will result in a wall and space that is safe and comfortable at all times.	made of pre-cast concrete and textured with a formliner that resembles a rusticated masonry surface to create a unified appearance and visual interest at the pedestrian level. However, more information is needed to ensure that the textured wall and column surfaces are appropriately-scaled for visual interest, effectively break up the longitudinal dimensions of these structures, and sufficiently hide the form pattern. *As conditioned, the proposal meets this guideline.*
f. Retail Windows =Use windows that create an open and inviting atmosphere.	
No retail windows are proposed as part of the Kellogg Bridge application.	*This guideline is not applicable.*
g. Residential Bay Windows =Provide bays to add variety and visual interest to façade and interesting views and outdoor spaces from the interiors..	
No residential bay windows are proposed as part of the Kellogg Bridge application.	*This guideline is not applicable.*
h. Silhouette and Roofline = Create interest and detail in silhouette and roofline.	
The ribbon of steel and concrete that forms the primary character of the Kellogg Creek crossing is enhanced by the careful modulation of the pillars and railings, and the rhythm of the catenaries, and railings. These elements are enhanced by the more subtle play of light and shadow and color that will result from the weathering steel and its various connections and details, and the contrast in color and texture between the concrete and weathering steel. These elements and treatments cumulatively will contribute interest and detail in silhouette and roofline.	As proposed, the tubs provide the main horizontal element of the light rail bridge both structurally and visually. Tubs are proposed instead of I-beams in order to provide a clean and thin bridge profile. The use of weathering steel allows for the creation of a visually coherent ribbon-like structure with an organic, earth-tone quality. Cantilevered sides also serve to minimize its boxy appearance. Overall, these design and material choices serve to create a bridge with a simple, elegant silhouette. *The proposal meets this guideline.*
i. Rooftops = Integrate rooftop elements into building design.	
No rooftops are proposed as part of the Kellogg Bridge application.	*This guideline is not applicable.*
j. Green Architecture = New construction or building renovation should include sustainable materials and design.	
TriMet consistently applies the use of long lasting, high quality materials to ensure low maintenance costs for its facilities and enhance the quality of the communities. In this case, the use of concrete, weathering steel and galvanized metal have been designed and detailed in a manner that will ensure that the structure is sustainable by having permanent, quality materials with low life cycle costs. The steel elements, as well as the concrete, will include recycled content, and have been structurally designed to be as efficient as possible.	As proposed, the light rail bridge will be constructed of quality, durable materials with low lifecycle costs. The steel elements, as well as the concrete, include recycled content, and have been structurally designed to be as efficient as possible. Finally, a majority of the materials are potentially recyclable should the project ever have an end-of-use. *The proposal meets this guideline.*

Finally, a majority of the materials would be potentially recyclable - most readily the predominant use of steel -should the project ever have an end-of-use.	
k. Building Security = Buildings and site planning should consider and employ techniques that create a safe environment.	
Safety is a prime design consideration for Tri Met in all its projects. TriMet's safety and security committee has reviewed the project and determined that in both construction and use, the anticipated construction techniques and overall design will contribute to a safe environment. TriMet has included intrusion detection on the bridge, to deter trespass, and will install CCTV at both ends of the bridge for an added layer of security.	As proposed, the light rail bridge includes safety railings on both sides for maintenance workers, intrusion detection devices on the bridge to deter trespassers, and CCTV surveillance. As proposed, the area underneath the jump span at Lake Rd includes lighting at sufficiently high enough levels for safe vehicular and pedestrian travel. *The proposal meets this guideline.*
l. Parking Structures = Parking structures should be designed so that they appear like most other buildings in the downtown.	
No parking structures are proposed as part of the Kellogg Bridge application.	*This guideline is not applicable.*

LIGHTING GUIDELINES	
Applicant Information	**Recommended Findings**
a. Exterior Building Lighting = Architectural lighting should be an integral component of the façade composition.	
There is no architectural lighting intended for the bridge overall, nor would it be appropriate in this environmentally sensitive area. However, lighting is being provided under the Lake Road jump span. The lighting fixture has a minimum profile, has been discretely placed, and is of a finish that is compatible with the surrounding materials. It is also thematically consistent with other lighting and hardware elements incorporated elsewhere in the rail project design, and is also consistent with typical Milwaukie street elements. The light will wash the textured wall in a manner that heightens the aesthetic experience of the wall at night.	As proposed, the area underneath the jump span at Lake Rd includes 4 – 6 Guth light fixtures mounted at or near the top of the abutment wall and each of the supporting columns. The applicant's photometric studies indicate that the fixtures would light this area to an average level of 5.10 foot candles. The applicant's narrative also states that the fixtures would wash the concrete wall and column surfaces, which are proposed to have horizontal bands of rock-textured surface treatments, creating both a visually interesting and safe pedestrian experience. The proposed lighting level creates a safe pedestrian environment from a purely technical standpoint. However, more information is needed to better understand how the proposed lighting would create a comfortable and desirable pedestrian environment including, but not limited to: • Housing material and color: Are there color options? Are the fixtures intended to blend in or add visual interest? • Mounting locations: Are the fixtures mounted underneath the jump span or on the abutment wall and columns? Are there 4 or 6 fixtures? How far off the

	ground are the fixtures mounted? If they are accessible to pedestrians, do they have tamper-resistant features? • Lighting: What type of light bulbs do these fixtures use? What color of light is cast? Is the lighting directed upward, downward, or outward? *As conditioned, the proposal meets this guideline.*
b. Parking Lot Lighting = Ornamental street lights should be used to be compatible with downtown streetlight standards identified in the Public Area Requirements.	
No parking lots are proposed as part of the Kellogg Bridge application.	*This guideline is not applicable.*
c. Landscape Lighting = Lighting should be used to highlight sidewalks, street trees, and other landscape features. Landscape lighting is especially appropriate as a way to provide pedestrian safety during holiday periods.	
Lighting is provided under the Lake Road jump span, contributing to the comfort and safety of this street/sidewalk area. There is no other architectural or landscape lighting intended for the bridge, as it would not be appropriate in this environmentally sensitive area.	No landscape lighting is proposed as part of the Kellogg Bridge application. *This guideline is not applicable.*
d. Sign Lighting = Sign lighting should be designed as an integral component of the building and sign composition.	
No signs are proposed as part of the Kellogg Bridge application.	*This guideline is not applicable.*

SIGN GUIDELINES	
Applicant Information	**Recommended Findings**
a. Wall Signs	
b. Hanging or Projecting Signs	
c. Window Signs	
d. Awning Signs	
e. Information and Guide Signs	
f. Kiosks and Monument Signs	
g. Temporary Signs	
No signs are proposed as part of the Kellogg Bridge application.	*These guidelines are not applicable.*

Recommended Conditions of Approval

Staff has prepared the following Conditions of Approval for the Milwaukie Design and Landmarks Committee's review of application DR-11-01. Following the Design and Landmarks Committee (DLC) review of the proposal, the DLC's recommended conditions of approval will be incorporated into the staff report to the Planning Commission for the public hearing on this proposal. Conditions of approval not relevant to the DLC's review of the proposal are not included in this document.

1. The plans submitted to the City of Milwaukie for construction of the Portland Milwaukie Light Rail bridge over Kellogg Lake and McLoughlin Blvd ("Kellogg Bridge") shall be in substantial conformance with the plans reviewed by the DLC and Planning Commission (PC) and date stamped by the City on September 20, 2011. The plans shall be modified only as described in these conditions of approval or through a subsequent design review or formal modification process.

   (Note: Any plan set changes proposed by the applicant, DLC, or Planning Commission during or as a result of the design review process shall be reflected in these conditions of approval prior to adoption by the Planning Commission.)

2. The plans submitted to the City of Milwaukie for construction of the pedestrian bridge underneath the Kellogg Bridge shall be in substantial conformance with the plans reviewed by the DLC and PC and date stamped by the City on September 20, 2011. The plans shall be modified only as described in these conditions of approval or through a subsequent design review or formal modification process.

   (Note: Any plan set changes proposed by the applicant, DLC, or Planning Commission during or as a result of the design review process shall be reflected in these conditions of approval prior to adoption by the Planning Commission.)

3. Any subsequent proposed pathways to the proposed pedestrian bridge underneath the Kellogg Bridge shall obtain all required land use approvals prior to construction, including but not limited to natural resource review.

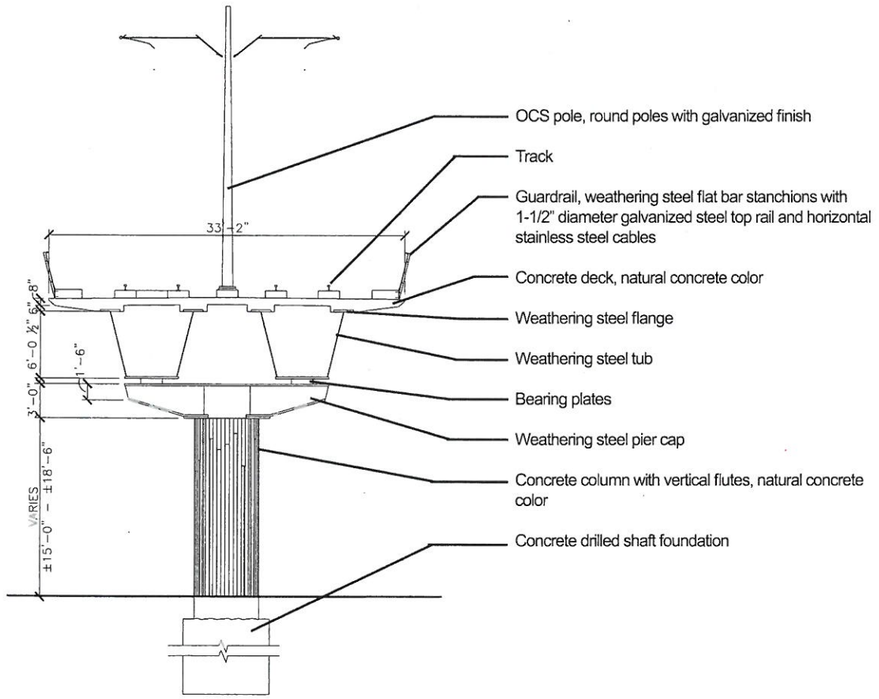
4. The applicant shall provide a detailed description of any plan changes that are not part of these conditions of approval or that were not specified by the final decision-making authority.

5. Prior to approval of development permits for the Kellogg Bridge, the Planning Director shall review the plans for consistency with the following specific conditions of approval pertaining to:

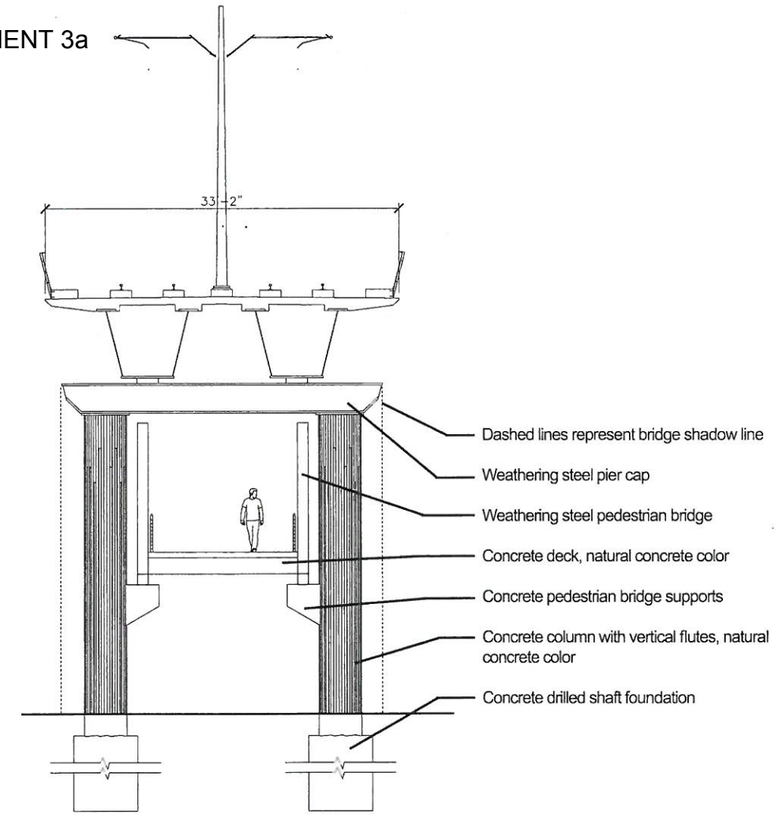
   - Lighting under the jump span
   - Wall treatments on the northernmost bridge abutment and jump span columns
   - Column treatments

   (Note: Staff recommends that the DLC craft specific conditions of approval to refine the applicant's lighting, wall treatment, and column treatment proposal.)

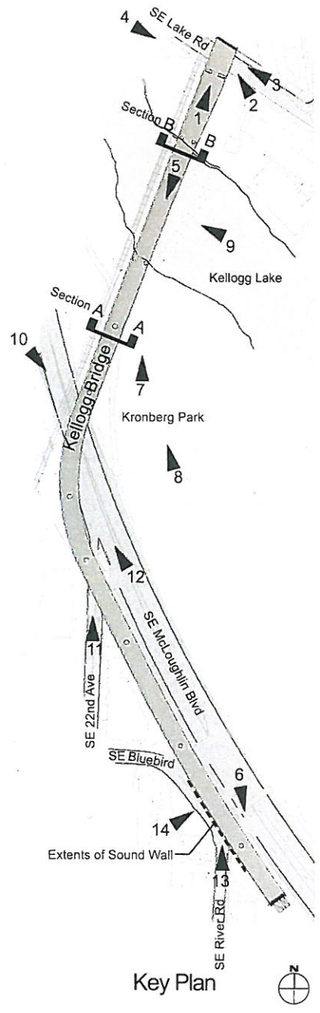
6. Pursuant to Subsection 19.1001.7.E.2, the time period within which the applicant must obtain development permits for the Kellogg Bridge and future pedestrian over Kellogg Lake is extended from 2 years to 4 years, and the time period within which the applicant must pass all final inspections is extended from 4 years to 6 years, from the date of the land use decision on this application.

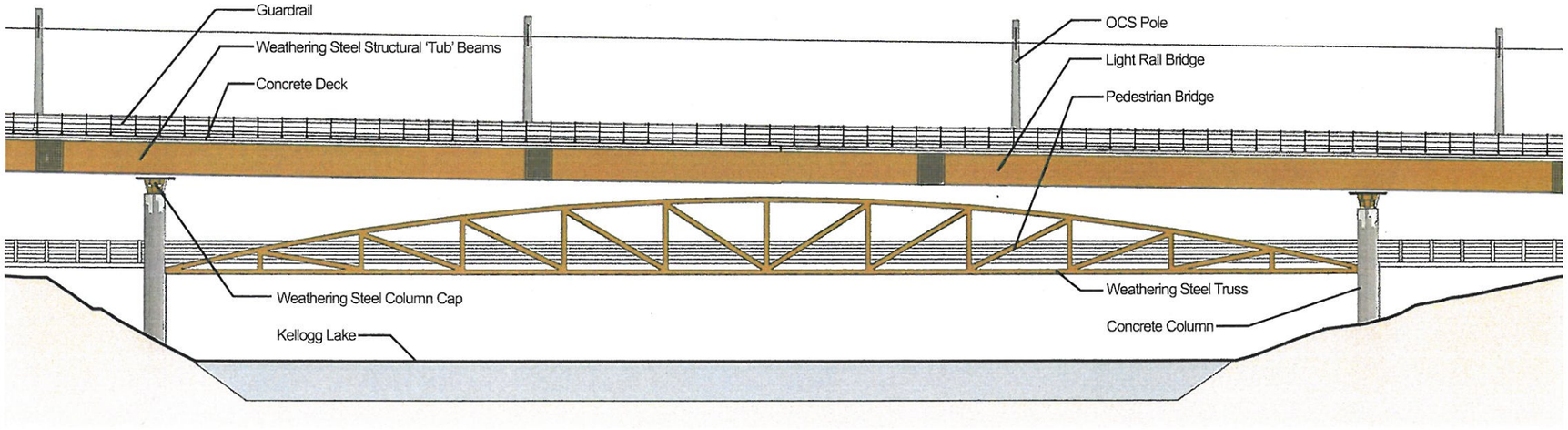


Section A-A. Kellogg Bridge at Single Column
(See key plan for location of section cut)

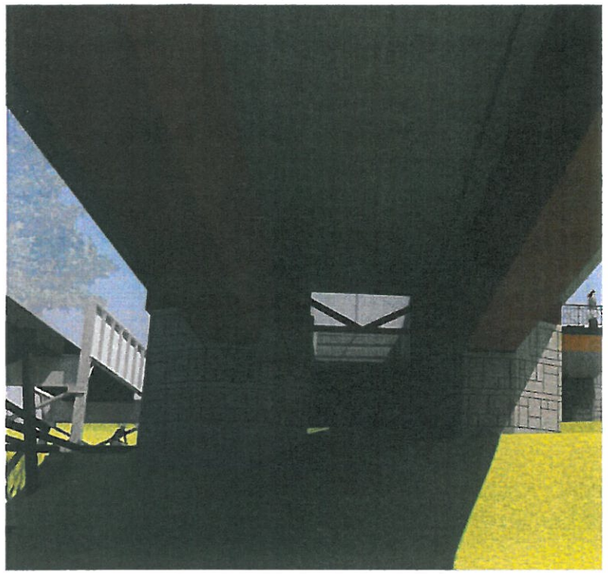


Section B-B. Kellogg Bridge at Double Column
(See key plan for location of section cut)

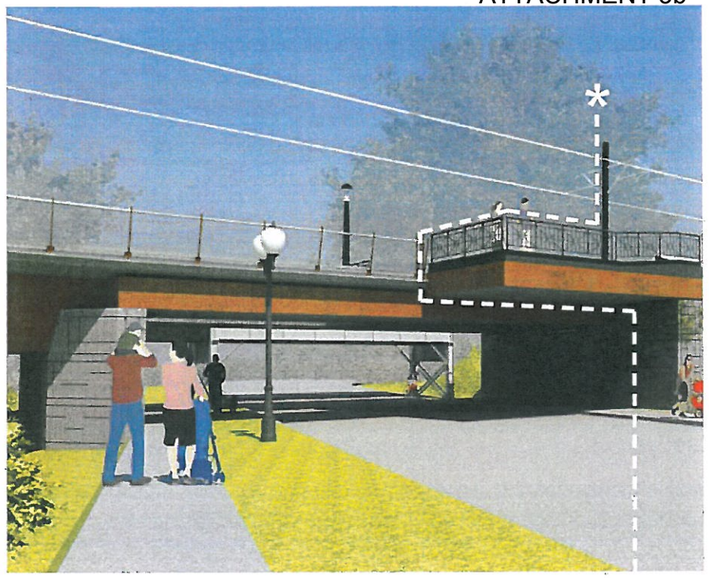




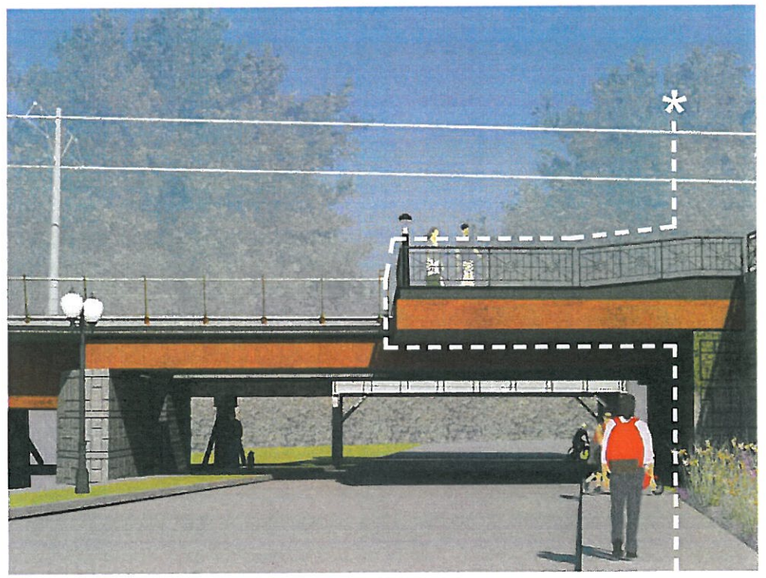
9. Elevation at Pedestrian Bridge



1. View from under Kellogg Bridge in Kronberg Park looking North - Concrete jump span with steel fascia



2. View from South side of Lake Road looking at jump span and North abutment - Concrete jump span with steel fascia

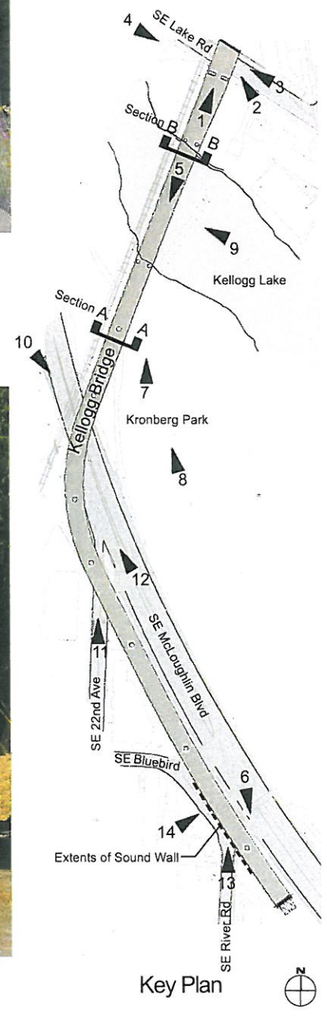


3. View from Lake Road looking West at jump span - Concrete jump span with steel fascia

1A. Existing Conditions, Lake Road at future Kellogg Bridge

2A. Existing Conditions, Lake Road at future Kellogg Bridge

3A. Existing Conditions, Lake Road at future Kellogg Bridge

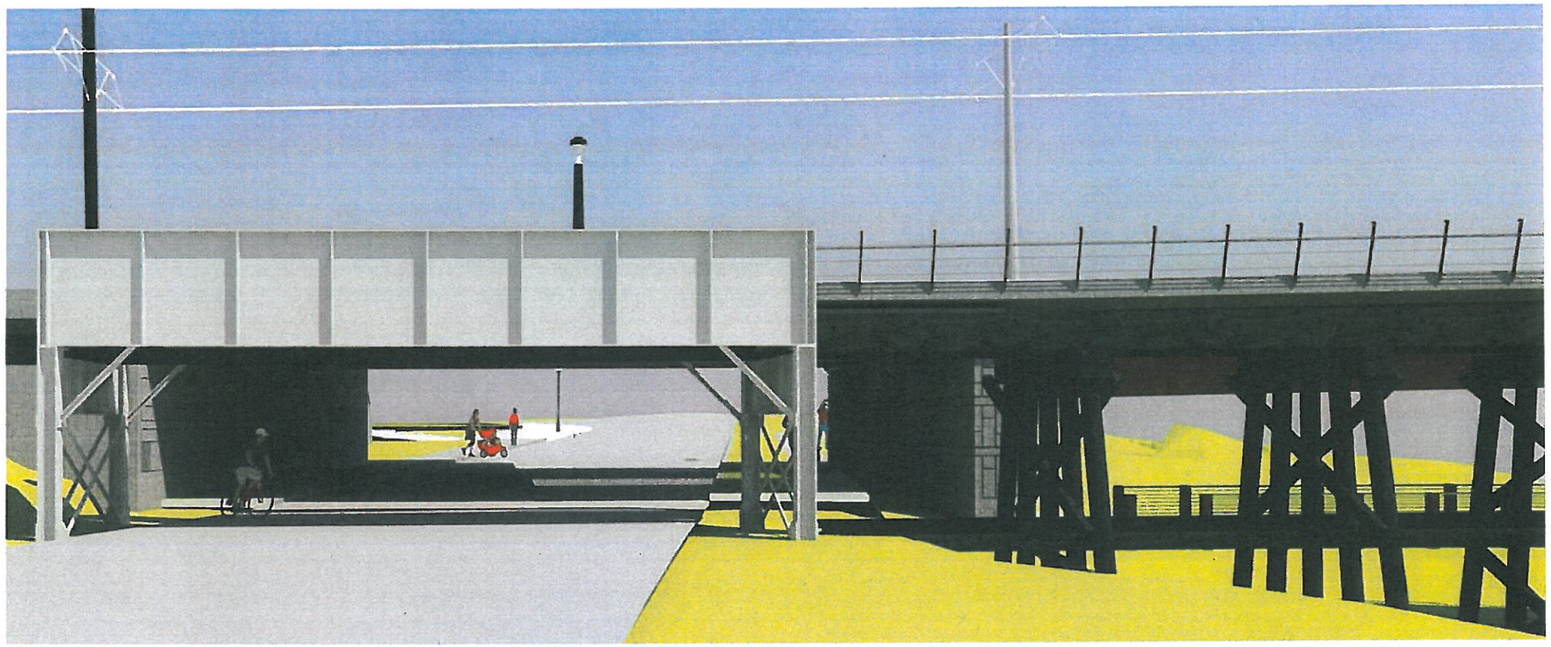


Key Plan

Kellogg Bridge

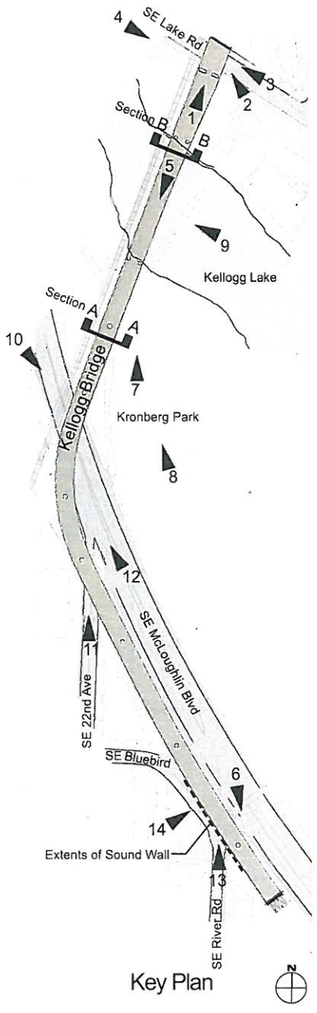
* Jump span and the abutment under the jump span subject to this review. All other station elements North and East of the jump span subject to future review

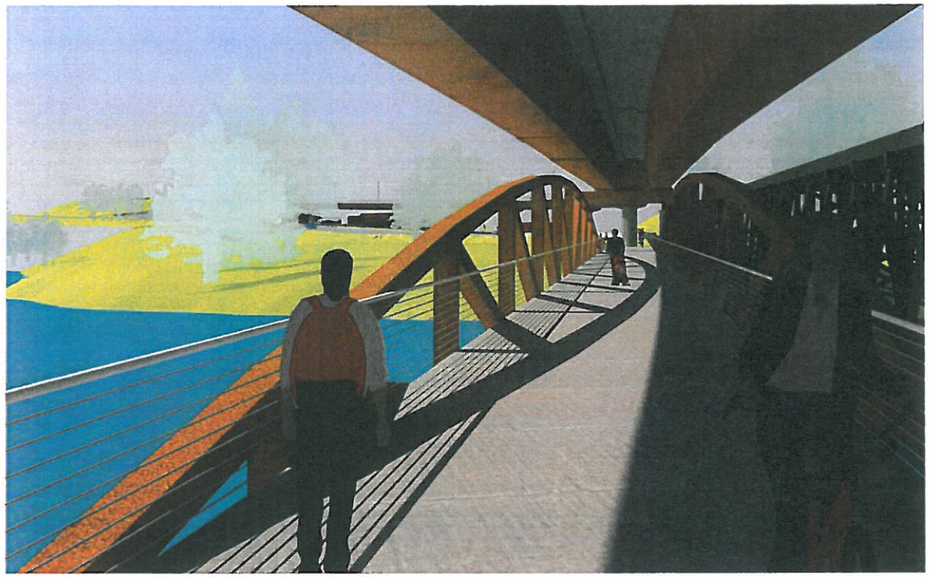
Exhibit D3



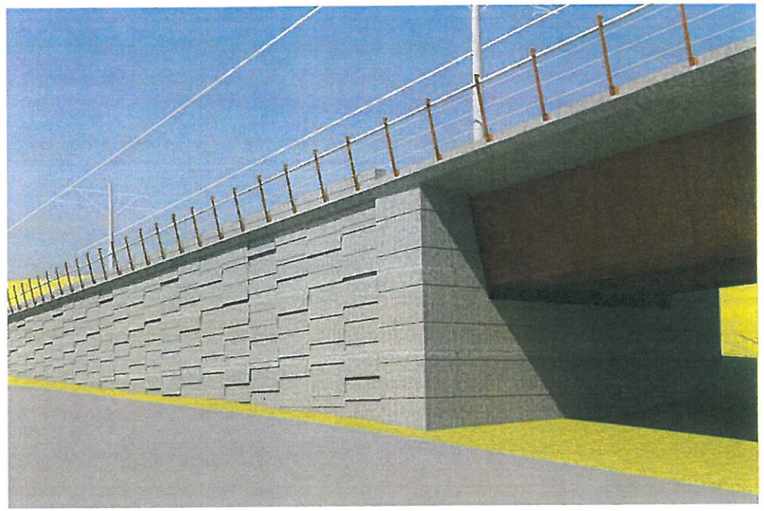
4. View from Dogwood Park looking at existing and future bridge structures

4A. Existing Conditions, view from Lake Road looking East at existing railroad bridge





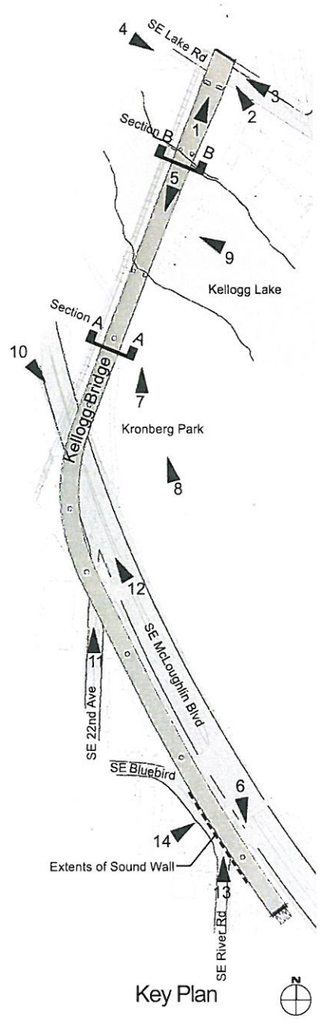
5. View from Pedestrian Bridge looking South



6. South Abutment

5A. Existing Conditions at future Pedestrian Bridge

6A. Existing Conditions at future South Abutment

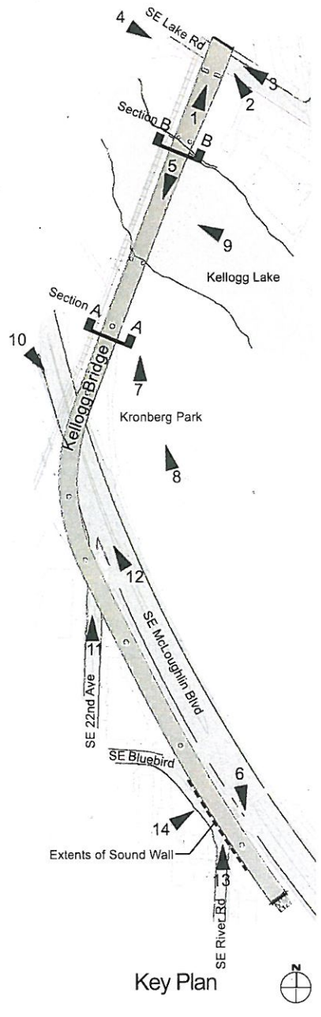


Key Plan

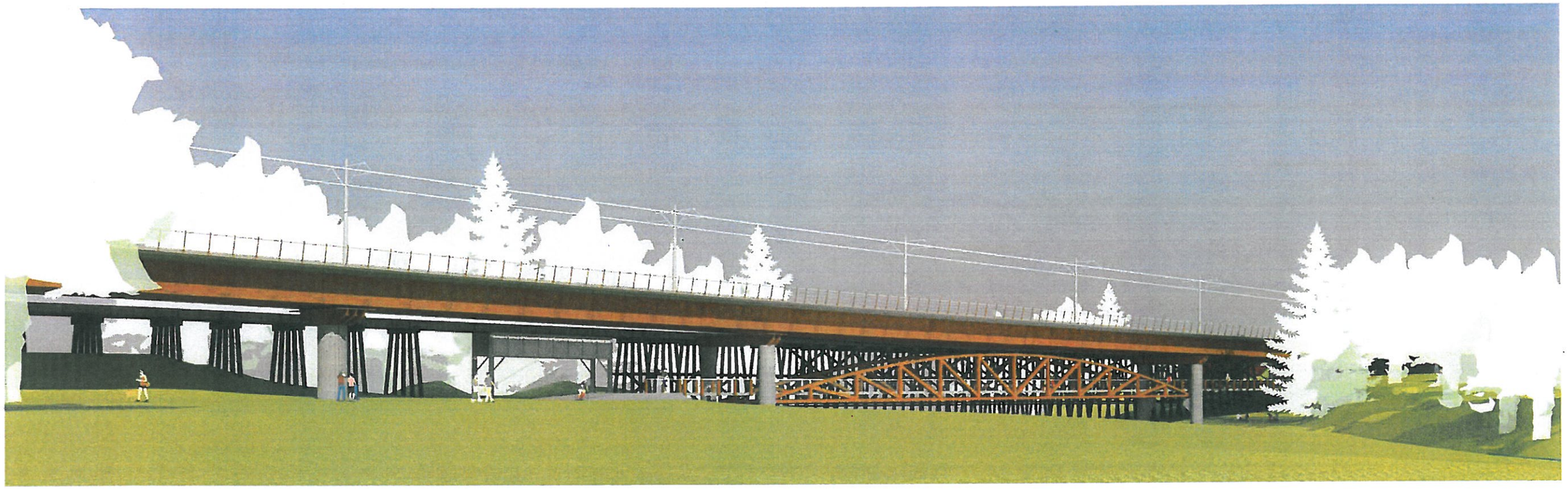
7A. View from South side of Kronberg Park looking North

7B. View from South side of Kronberg Park looking North with Pedestrian Bridge

7C. Existing Conditions, Kronberg Park looking North

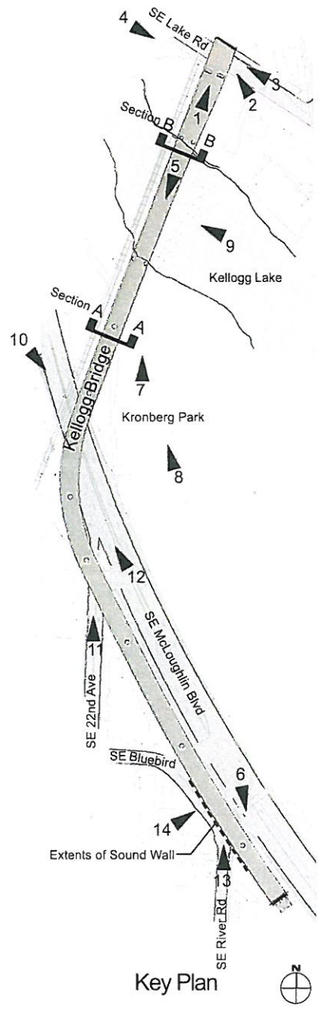


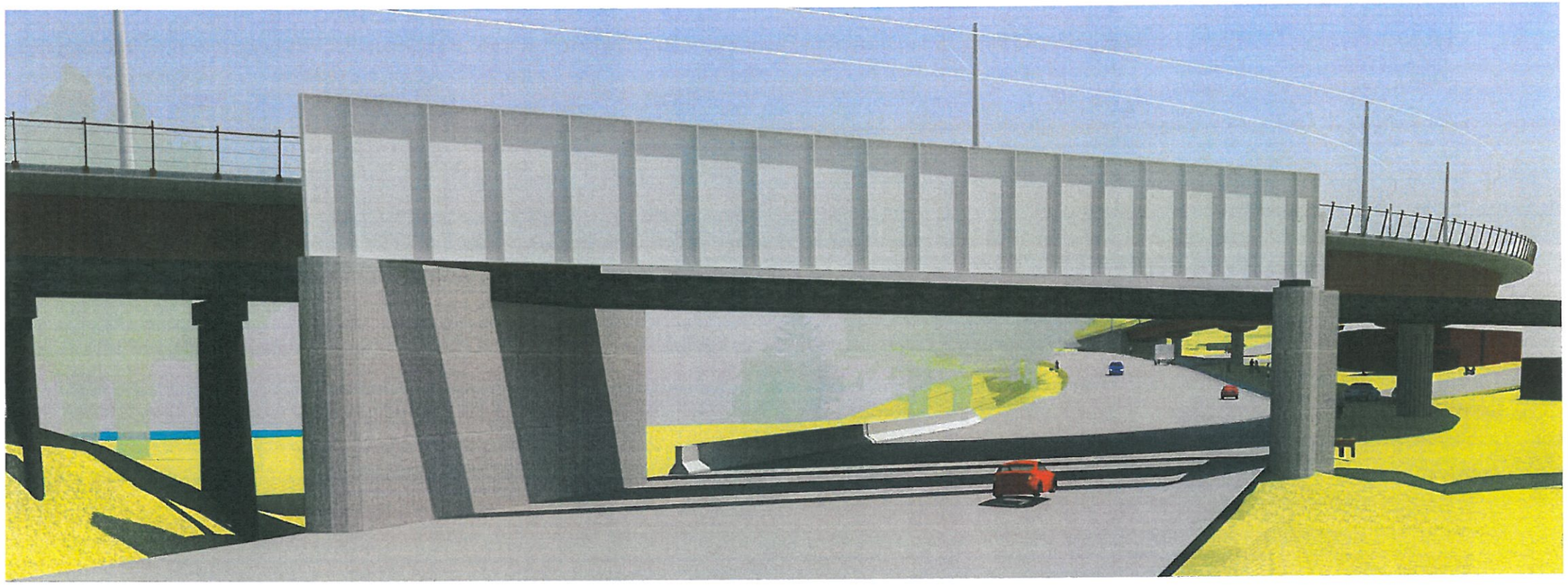
Key Plan



8. View from Kronberg Park looking at bridge structures

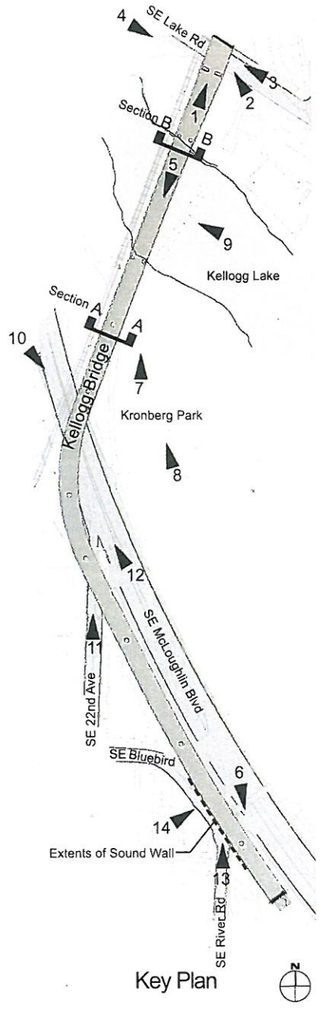
8A. Existing Conditions, Kronberg Park



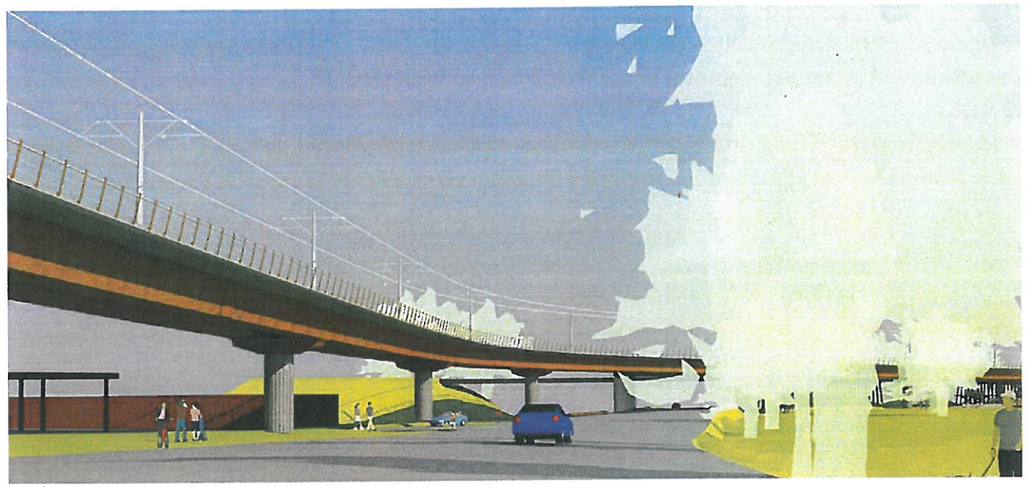


10. View from SE McLoughlin Blvd looking South at existing railroad trestle and future Kellogg Bridge structures

10A. Existing Conditions, looking South on SE McLoughlin Blvd at existing railroad trestle



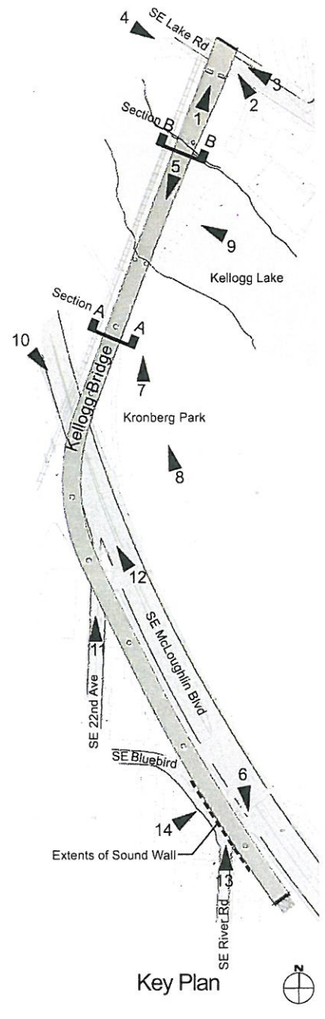
11. View from SE 22nd looking North at SE McLoughlin Blvd and Kronberg Park



12. View from SE McLoughlin Blvd looking North

11A. Existing Conditions, looking North on SE 22nd

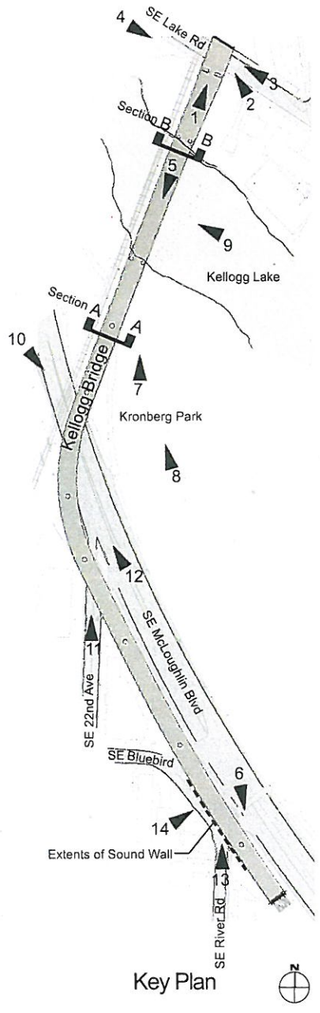
12A. Existing Conditions, looking North on SE McLoughlin Blvd



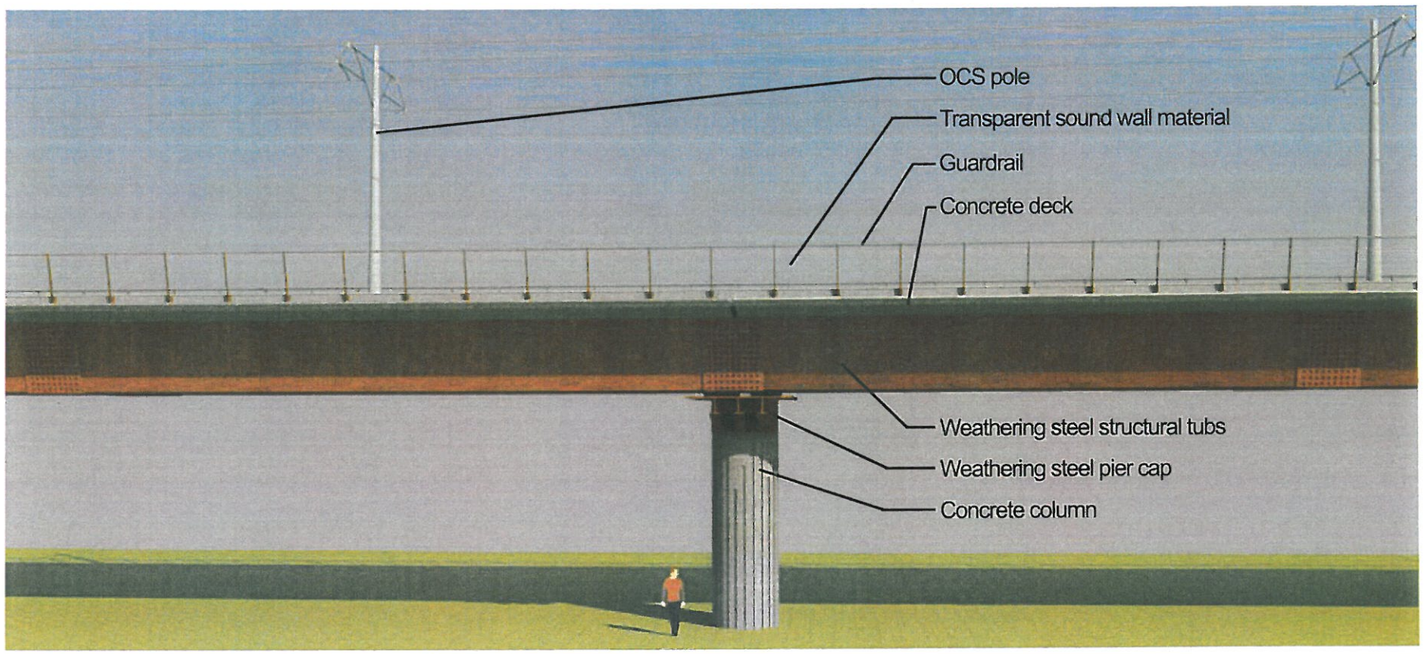
Key Plan

13. View from SE River Road looking North at Kellogg Bridge and Transparent Sound Wall

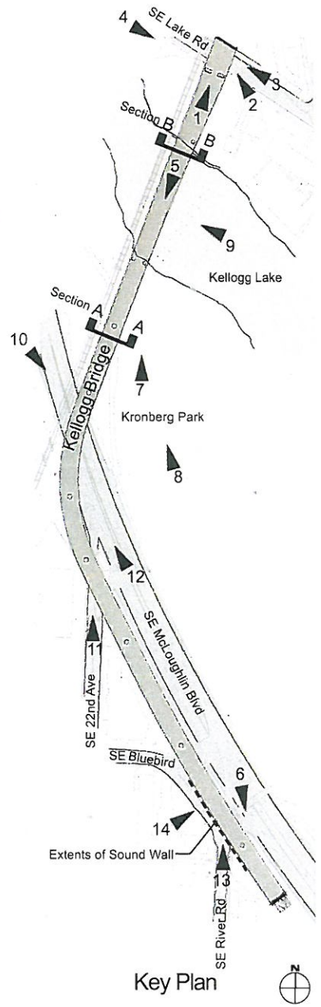
13A. Existing Conditions, looking North on SE River Rd



Example of Transparent Sound Wall Installation



14. View of Bridge withTransparent Sound Wall (Outside of Review Area)



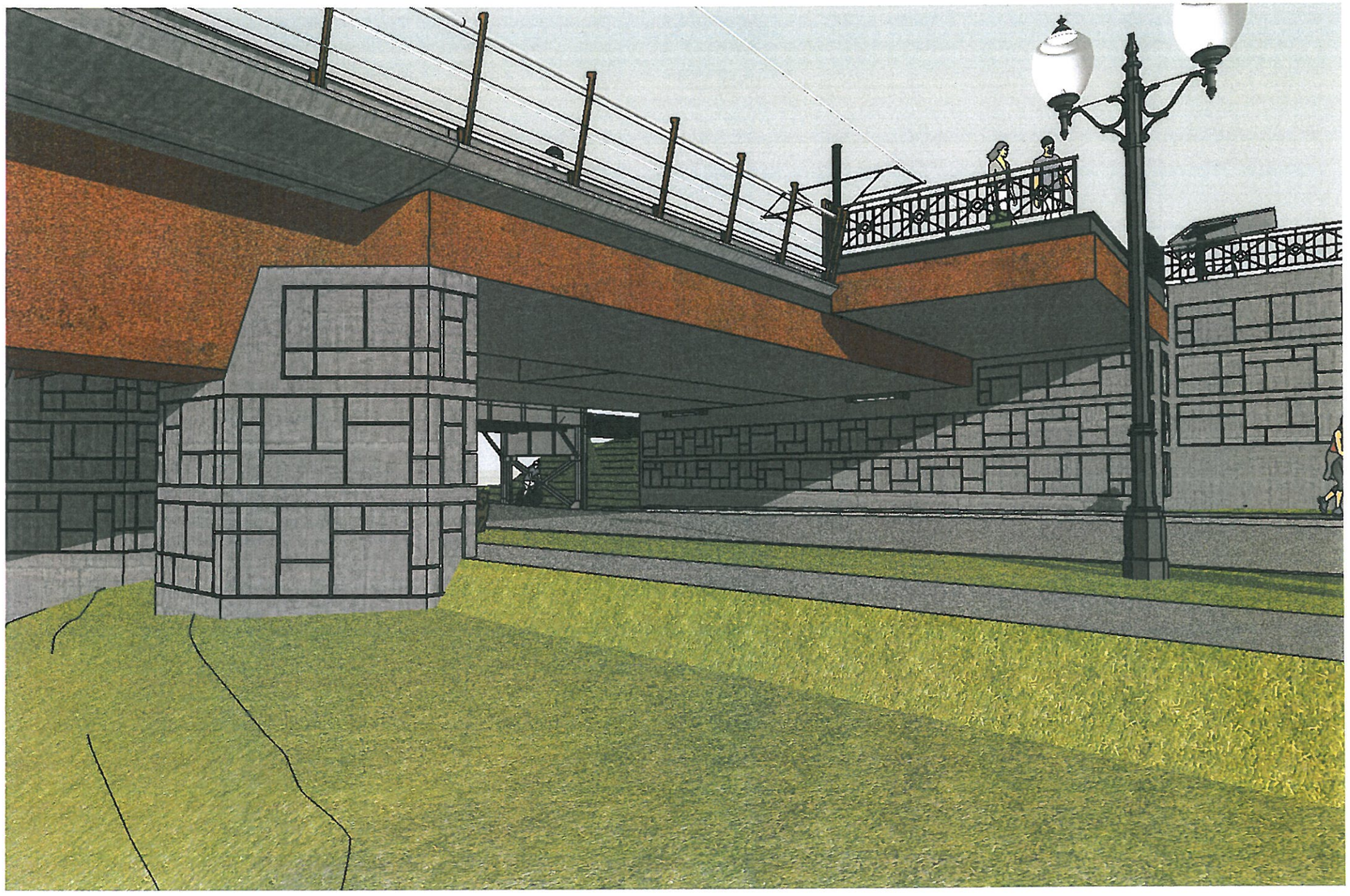


Exhibit D13

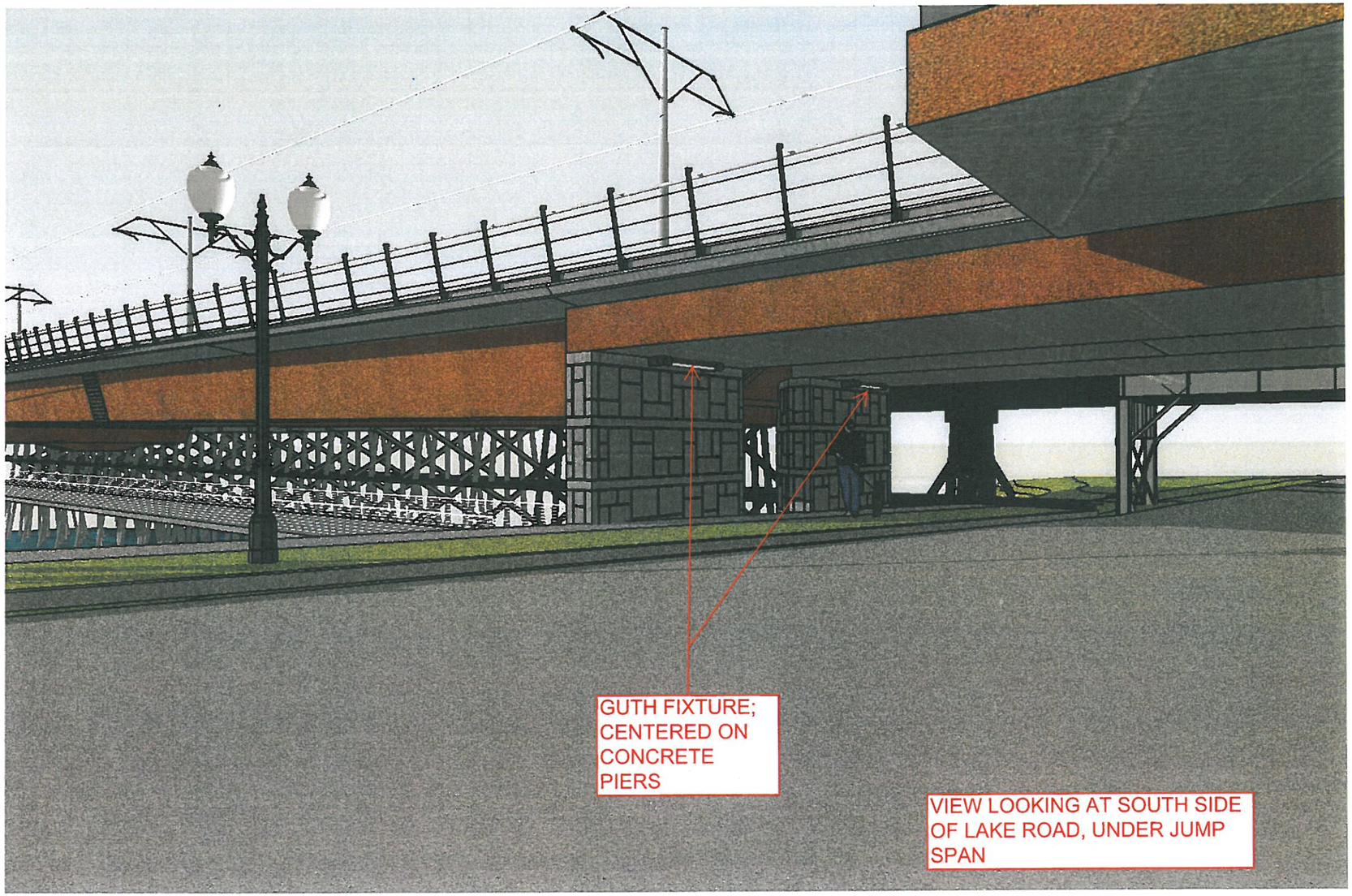

GUTH FIXTURE; CENTERED ON CONCRETE PIERS
VIEW LOOKING AT SOUTH SIDE OF LAKE ROAD, UNDER JUMP SPAN

Exhibit D14

MILWAUKIE
Dogwood City of the West

Memorandum

To: **Design and Landmarks Committee**

From: **Katie Mangle, Planning Director, PMLR Urban Design Lead for the City**
Kenny Asher, Community Development and Public Works Director, PMLR Project Manager for the City
Wendy Hemmen, P.E., Light Rail Specialist for the City

CC: **Susan Shanks, Senior Planner**

Date: **October 6, 2011**

Re: **Comments on PMLR Kellogg Bridge Design Review Application (DR-11-01)**

The purpose of this memo is to share with the DLC staff comments on the proposed design, having contributed to the design process over the past year.

As the Preliminary Engineering phase of the project came to an end in 2010, the design of the bridge over Kellogg Creek and McLoughlin Blvd. was of primary concern to City staff. At the time, TriMet could provide little more information than the "type, size, and location" of the structure. We repeatedly emphasized that this structure would be the significant new element in Milwaukie's landscape, and that it should not resemble the highway-type structures that were constructed for the I-205 light rail line.

Milwaukie staff met frequently with TriMet's design team to help facilitate the best possible public discussion about the bridge design. We offered specific suggestions and feedback to help the design team work through its process; during public meetings over the last six months, the DLC and Planning Commission provided design guidance and significantly shaped the project that TriMet has submitted for Design Review.

As we participated in the design and facilitated the public discussion over the past year, City staff encouraged the design team to design a bridge that would reflect the Downtown Design Guidelines and address City Council's recommendations on the Conceptual Design Report. With that background, we offer the following observations and comments about the progression and status of the bridge design for the DLC's consideration:

- *The City asked that "the entire structure [be designed] to appear as seamless and coherent as possible…"*[1]

  The bridge has been presented as a "ribbon" that establishes a clean horizontal line moving through the landscape. The project achieves this by using a single material (steel), and minimum large vertical elements to emphasize the idea of the bridge as a "ribbon" through the landscape.

[1] Exhibit A to the City Council resolution accepting the PMLRT Conceptual Design Report and making recommendations on specific issues to be addressed by TriMet during Final Design.

- *The City asked that the bridge be designed to be an asset to the surrounding neighborhoods, investigating alternative approaches to scale, depth of reveals, choice of materials, and placement and shape of the columns.*
    - The "ribbon" concept has been supported through the choice of materials, hand rails, and structural details (such as reveals and angles). The design team explored many alternatives along the way, but TriMet provided the community with choices that would strengthen the urban design concept.
    - During the course of the design, the height of the bridge was minimized to meet the required clearances: 10.5 feet over Lake Road and 17.4 feet over McLoughlin Blvd, 22nd Ave and River Rd areas. The ground plane changes near the McLoughlin corridor as the train tracks traverse through. The tracks and supporting bridge were held to smooth grades and transitions to maximize constructability and the ribbon-like affect. TriMet unsuccessfully lobbied ODOT to allow the bridge to be one foot lower over McLoughlin Blvd. The bridge is also as narrow as possible while allowing for maintenance workers and their safety. The sound wall required for the bridge has been designed with a high quality acrylic panel to provide transparency while limiting sound impacts to nearby residences. The safety railings were also designed with narrow cables to provide maximum transparency.
    - Using steel instead of concrete has multiple benefits, one of the greatest being that it has allowed this large structure to be conceived of as an urban design element, not merely a transportation element.
    - TriMet presented several options for the shape of the supporting beam sections (tubs, boxes, I-beams). Following early guidance from the DLC and Planning Commission, the proposed design includes trapezoidal tubs, the shape of which we prefer over those of the box and the I-beam. The trapezoidal tub gracefully reduces the boxy quality of the form.
    - The color and natural patina of weathering steel enhances the character of the bridge, allowing it to sit within the landscape and comfortably and quietly.

- *City staff asked TriMet to design and finish the columns with sensitivity to shape, scale and texture. The column design shouldn't take away from the "ribbon" effect, but neither should they feel overly utilitarian or industrial (given the presence of trolley trail, Kronberg Park, and landscaped bluff on the west side of McLoughlin).*

    - The columns will be the part of the bridge most directly experienced by pedestrians and bicyclists. During the course of the design process, the number of columns was reduced by two. The design team explored many alternative shapes, sizes, and materials for the columns, in the end proposing a column that has the smallest footprint and visual impact. A unique finish is proposed that will add a sense of craft to the pedestrian realm.

- *City staff suggested that the connection between column and support beam be carefully considered, as it is essential for successfully creating the "ribbon" effect.*

    The inclusion of the column cap creates an elegant transition between the columns and the bridge deck. This transition emphasizes both the linear quality of the bridge and the importance of the columns themselves. The column cap design changed based on comments from the public and DLC to reflect patterns from the adjacent freight rail trestle. The column caps were designed to be more consistent with the surrounding area features and of the same material as the bridge structure.

- *The City asked that the bridge be designed to anticipate the future restoration of the creek and installation of a pedestrian bridge beneath the structure.*
    - The concept of a pedestrian bridge over Kellogg Creek emerged from the South Downtown planning process, and TriMet supported the concept during the Preliminary Engineering phase by designing a structure that would not preclude the later addition of a pedestrian bridge. Late in the design process, TriMet directed the design team to incorporate the pedestrian bridge in their design. Though funding has yet to be identified, TriMet has increased its level of commitment to the pedestrian bridge and helped the community to

understand what it would look like. By taking the steps of designing and permitting the pedestrian bridge, TriMet is supporting the City's goal.

- *The City asked that the jump-span section of the bridge over Lake Rd be designed to create a well-lit pedestrian-oriented passage beneath the structure.*
    - The design team has carefully considered the texture of the walls and columns that will be constructed on either side of Lake Rd, and is proposing a design that addresses the pedestrian scale as well as the structure's role as a gateway into the South Downtown area. Staff remains concerned about the lighting of this area, and looks forward to receiving more information about how this space will feel in the evening.

From: Gary Michael <garymic@gmail.com>
Sent: Thursday, October 06, 2011 9:17 AM
To: Shanks, Susan
Subject: Trolley Trail and Bridge Application Referrals

Hi, Susan!
I got the packets as a member of the neighborhood LUC. I saw nothing I could pick at on the Trolley Trail. I like the bridge design. It will be the best light rail bridge in the system. I take issue, however, with the attempt to make concrete walls look like stone. I have always hated such fakery. Concrete is a perfectly good material, and there are form liners which create patterns and texture without resorting to fakery. I'll be out of the country Oct. 7- 22 so I'll miss the Open House on Residential Standards. I'm interested and will check the City web site.
Gary Michael

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garymic@gmail.com
www.garylmichaelart.com