

# WORK SESSION

**MINUTES  
MILWAUKIE CITY COUNCIL WORK SESSION  
JUNE 7, 2011**

**Mayor Ferguson** called the work session to order at 5:00 p.m. in the City Hall Conference Room.

Council Present: Mayor Jeremy Ferguson, Council President Greg Chaimov, and Councilors Dave Hedges, Joe Loomis, and Mike Miller

Staff Present: City Manager Bill Monahan, Community Development and Public Works Director Kenny Asher, Planning Director Katie Mangle, Community Services Director JoAnn Herrigel

**City Manager's Report**

**Mr. Monahan** gave an agenda update including budget items. City Council members indicated no concerns. He talked about the community booth sign-up sheet. He updated the City Council on the Happy Valley annexation proposal and reported that Providence requested continuance to August. Damien Hall attending the Happy Valley hearing for standing. The meeting with Paul Savas on wastewater was still pending. Tim Salyers sent a code enforcement letter to a 42<sup>nd</sup> Avenue resident for planting inappropriate trees in the public right-of-way.

**Update on Community Development Projects**

**Mr. Asher** provided a memo summarizing the active projects. Ms. Mangle reviewed planning projects including the Natural Resources Code and Map Amendment, residential development standards, and land use and development review. She noted the public area requirements and commercial core enhancement project (CCEP) with more detail in about a month.

**Mayor Ferguson** discussed the City logo on clothing.

**Mayor Ferguson** recessed the work session at 5:28 p.m. to meet in executive session pursuant to ORS 192.660(2)(h) to consult with legal counsel concerning legal rights and duties regarding current litigation or litigation likely to be filed. The work session resumed at 6:02 p.m.

**South Downtown Plan**

South Downtown Steering Committee members present: Dave Aschenbrenner and Mark Gamba

**Mr. Asher** and **Ms. Mangle** reviewed the actions related to the downtown, beginning with the Downtown Framework Plan. It is now really timely and bordering on urgent for the City Council to provide some direction.

**Ms. Mangle** said through design of the light rail project she and Mr. Asher have been representing the City at TriMet as being sensitive with Pattern Language as guiding light. The project will rebuild 21<sup>st</sup> Avenue and likely Lake Road. She discussed property owners interested in making changes to their properties and the need to determine the vision.

**Mr. Gamba** was a member of the Group of 9 who work with Christopher Alexander on developing the Pattern Language for the South Downtown area through interviews with Milwaukie citizens. More citizens were involved in the subsequent process with Walker Macy. He felt this was the right direction for Milwaukie. Light rail will be there and it is a fact of life and a huge economic

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**MINUTES**

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engine with potential to do something good. Right now the South Downtown was kind of a wasteland but had a lot of potential. He believed the City was on the right track.

**Mr. Aschenbrenner** thought this was an interesting plan with unique elements. It was a good plan and layout that needed to be implemented. He was anxious to see it move forward.

**Councilor Miller** observed the Plan was not without discussion and differences of opinion.

**Councilor Hedges** thought it was a was a nice dream and that the concept was a good one. It did not have his support if the City had to foot the bill because of the other street and sidewalk needs in Milwaukie. He did not see the point in building something else the City cannot maintain. He would support private development. There was already too much outstanding in the City.

**Councilor Loomis** liked this concept which brought more creativity over the Downtown Framework.

**Councilor Chaimov** would support what Mr. Gamba and Mr. Miller could agree upon.

**Ms. Mangle** will address public area requirements and Commercial Core Enhancement Plan.

**Mr. Asher** thought that was a separate question. Someone, namely TriMet, would have to build something in that area, probably a break that changed the concept but did not commit the City to paying for any portion of it.

**Mayor Ferguson** liked the concept.

**Councilor Hedges** found the guidelines very acceptable but was not agreeable to spending the money to build it. It incorporated some of the great attributes of the downtown. The Downtown Framework was done before light rail, and that was the problem.

**Mr. Asher** responded TriMet has not been precluded from doing something because of the Plan. It was possible with the light rail project and South Downtown work that this was the public living room of the future. He felt it had a positive effect on the light rail project.

**Ms. Mangle** will return in August or September with this as the City's vision of that area.

#### **Joint Work Session with Park and Recreation Board**

Park and Recreation Board members present: Bob Cooper, Mart Hughes, and Sherri Dow.

**Ms. Herrigel** reported the Board meets on a monthly basis rather than identifying specific day. She discussed the work plan that included NDA visits, park visits, and events including the recent Arbor Day Event. The local share funding remaining from the 2005 ballot measure was \$76,000 for a park to be identified and purchased south of Lake Road. They need to target that again. When the Park District updates its master plan, Milwaukie will want to be a part of that.

**Mr. Hughes** spent a lot of time in developing the work plan and what had been accomplished and addition of new elements. He discussed the importance of the master plan and that taxpayers should get fair share.

**Mr. Cooper** was enthusiastic about the Board's sharing its knowledge with the neighborhoods.

**Ms. Dow** agreed. She thought it was interesting to walk to some of the parks and find out how they were being used. She liked the activities and getting other people involved.

**Councilor Miller** attended the Board's meetings and found members to be very dedicated. He was sure the Board would follow through on direction and valued the input to the District Board and District.

**Councilor Hedges** was pleased that the Board would attend the NDA meetings.

**Councilor Loomis** thought the Board did a lot to make a better community and appreciated involvement with the District Advisory Board.

**Councilor Chaimov** appreciated the Board's good work and recognition of the importance of Milwaukie's getting its fair share.

**Mayor Ferguson** agreed and appreciated the Board's dedication to the community. They lead by example by going to the NDA meetings.

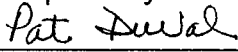
**Ms. Herrigel** noted Ms. Dow, as a Clackamas County employee, had coordinated the Down to Earth Day event.

**Metropolitan Area Communications Commission Intergovernmental Agreement (IGA) Discussion**

This item was postponed to a future agenda.

**Mayor Ferguson** adjourned the work session at 6:54 p.m.

Respectfully submitted,

  
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Pat DuVal, Recorder

**MILWAUKIE CITY COUNCIL  
WORK SESSION**

**JUNE 7, 2011**

**MILWAUKIE CITY HALL**

Conference Room  
10722 SE Main Street

***WORK SESSION – 5:00 p.m.***

A light dinner will be served

Discussion Items:

	<u>Time</u>	<u>Topic</u>	<u>Presenter</u>	<u>Page #</u>
1.	5:00 p.m.	City Manager's Report	Bill Monahan	
2.	5:30 p.m.	South Downtown Plan	Kenny Asher/Katie Mangle	1
3.	6:00 p.m.	Joint Work Session with Parks and Recreation Board	JoAnn Herrigel	53
4.	6:30pm	Metropolitan Area Communications Commission IGA Discussion	JoAnn Herrigel	56
5.	6:45 p.m.	Adjourn		

**Information**

Executive Session: The Milwaukie City Council may meet in executive session pursuant to ORS 192.660(2). All discussions are confidential and those present may disclose nothing from the Session. Representatives of the news media are allowed to attend Executive Sessions as provided by ORS 192.660(3) but must not disclose any information discussed. No Executive Session may be held for the purpose of taking any final action or making any final decision. Executive Sessions are closed to the public.

**Public Notice**

- The Council may vote in work session on non-legislative issues.
- The time listed for each discussion item is approximate. The actual time at which each item is considered may change due to the length of time devoted to the one previous to it.
- The Council requests that all pagers and cell phones be either set on silent mode or turned off during the meeting.
- The City of Milwaukie is committed to providing equal access to information and public meetings per the Americans with Disabilities (ADA). If you need special accommodations, please call 503.786.7502 or email [ocr@ci.milwaukie.or.us](mailto:ocr@ci.milwaukie.or.us) at least 48 hours prior to the meeting.



**To:** Mayor and City Council

**Through:** Bill Monahan, City Manager

**From:** Kenneth Asher, Director of Community Development & Public Works  
Katie Mangle, Planning Director

**Subject:** South Downtown Plan Adoption: Discussion and Council Direction

**Date:** May 19, 2011 for the June 7, 2011 Work Session

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### **ACTION REQUESTED**

The staff seeks Council direction on the South Downtown area and the 2010 South Downtown Concept Plan, which has gone through several phases of public process, but has not been adopted as official city policy. Light rail-related public area improvements, new development opportunities and upcoming code updates require that the City Council decide on the appropriate vision for the South Downtown area. This item is in response to direction Council provided to staff in September 2010.

If Council agrees with the staff recommendation to proceed with adoption of The Plan, staff would seek approval of an adopting resolution along with Council direction on implementation measures such as updates to the Downtown Plan, Transportation System Plan, and Comprehensive Plan. This report and requested action do not contend with implementation issues, only the implications of Plan adoption or abandonment.

### **HISTORY OF PRIOR ACTIONS AND DISCUSSIONS**

**September 2010** – Staff briefed Council on the South Downtown Concept Plan as completed by Walker Macy, and recommended implementation steps that would begin to realize the vision described in the Plan. Council directed staff to hold off on implementation until after the new council was seated (January 2011).

**April 2010** – Council authorized a planning and design services contract with Walker Macy to develop a South Downtown Concept Plan.

**February 2010** – Staff introduced the team of Walker Macy/LMN Architects to Council. The Walker Macy/LMN team was selected by a selection committee in January 2010.

**October 2009** – CES presented the efforts of Phases 1-3, including the *Pattern Language*, armature drawing, and updates on support for light rail-related tasks.

**August 2009** – Brief update and distribution of the draft *Pattern Language for South Downtown Milwaukie* to Council, along with the armature drawing image and reminder of planned closures of street segments in the South Downtown.

**August 2008** – Approval of South Downtown phases two and three under the direction of the Center for Environmental Structure (Resolution 78-2008).

**May 2008** – Selection of Lake Road as the future Milwaukie light rail station location (Resolution 51-2008).

**April 2008** – Approval of first phase of work with the Center for Environmental Structure for studying the South Downtown area and Milwaukians' hopes and aspirations for the area (Resolution no. 28-2008).

**March 2008** – Work Session discussion to consider staff's intention to move the South Downtown planning effort to the next stage of development.

**November 2007** – Work Session discussion to review a preliminary concept plan created by Gast-Hillmer Urban Design.

**April 2007** – Work Session discussion to solicit Council ideas for South Downtown.

**November 2006** – Work Session discussion regarding the Cash Spot, Robert Kronberg Park and the need for coordinated planning at the south end of downtown.

## **BACKGROUND**

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

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

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

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

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

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

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

In September 2010, staff presented the milestones and achievements of the South Downtown planning process, and sought Council direction on adoption and implementation. Council withheld this approval, asking instead that staff return after the election of two new city councilors in November 2010. (For a complete description of the Plan accomplishments, please see the September 21, 2010, Council Work Session staff report).

### *The Big Picture: What is the South Downtown Plan?*

The South Downtown Plan is a vision to replace a portion of what was adopted in 2000 as part of the *Downtown and Riverfront Land Use Framework Plan*. Whereas the *Framework Plan* sees the south downtown as the terminus to Main Street, and therefore to the entire downtown, the *South Downtown Plan* views the area not as a dead end to Main Street, but as a vital hub that engages some of Milwaukie’s most important parks and greenspaces (Riverfront Park, Dogwood Park, Kellogg Creek, and Robert Kronberg Park). The *Framework Plan* envisions a “campus” with no through-streets, significant parking, and a superblock configuration with two giant arts/entertainment and/or office buildings. The buildings are strongly oriented toward a pedestrian street, with their backs turned to Kellogg Creek, the high school, and views of the Willamette River.<sup>1</sup>

This vision is adopted City policy.

The *South Downtown Plan* would prepare these 6 acres for a different kind of future. The area is no longer experienced as the end of downtown, but rather as a gathering place that supports

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<sup>1</sup> This vision is illustrated in the Land Use Framework Plan. The zoning code does not prescribe that all new development fit this exact mold, but the code does aim toward empowering this vision by allowing large office buildings and requiring a lot of parking to be provided, and precludes others by not allowing incremental improvements to the existing buildings or reuse of the existing buildings with retail or restaurants.

and contains a multitude of activities, while allowing movement through to other places. Taking advantage of its proximity to parks and natural areas, views and transportation links, the vision is not one of a campus (i.e. self-contained) but rather an extension of the downtown grid system, anchored by a beautiful plaza positioned to overlook the Willamette River, with a shape and size that would nicely accommodate the Milwaukie Farmer's Market. The buildings (which could be reused from existing stock), are carefully designed to create activity at the ground floor level, both indoors and out. Of course, the South Downtown Plan has the advantage of recognizing the future light rail station (which is in this area), that informs how the City should utilize 21<sup>st</sup> Avenue, the "triangle site", Adams Street and Lake Road differently from what was described in the Framework Plan.

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

### Council's Decision

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

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

### Three Options



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

The Council has three immediate options in regard to this matter:

- A. Do Nothing. Continue to implement the vision in the adopted 2000 Framework Plan.

- B. Adopt (with or without amendments) the 2010 South Downtown Concept Plan.
- C. Begin a new vision and planning process for the South Downtown area.

The following table attempts to compare the implications of Options A and B. The implications of Option C are of a different nature and can be discussed in a future session if Option C is the Council's preference.

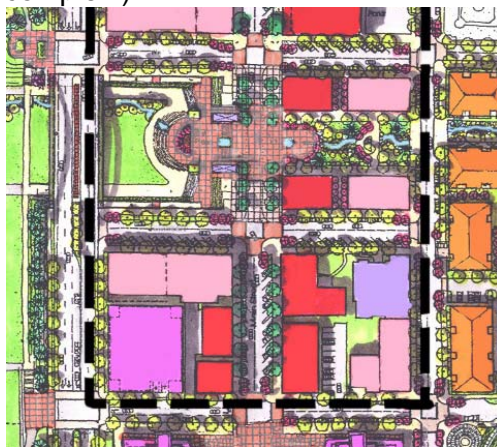
	<b>Option A</b> <b>Do Nothing</b> Continue to implement the <u>2000 Downtown Plan</u> vision in the South Downtown area	<b>Option B</b> <b>Adopt</b> the <u>2010 South Downtown Plan</u> (with or without amendments)
<b>Vision</b>	 <p>The area would be an Arts/ Entertainment/Office campus to terminate Main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

**Street Design** Because light rail was not anticipated, (and/or for other reasons), Main Street and Lake Rd each dead-end in a cul de sac, vacating the existing connection between the Lake Rd neighborhood and downtown. Since these streets are presumed to be private, there are no street design standards which mean no public area requirements are in place. Envisions 99E bridging over a pedestrian bridge at Jefferson St.

Main Street would connect in both directions to Lake Rd, both to add more options for people to get around the area, but also to support the retail and restaurants located around the plaza. The street would be designed for people first, and would slow auto traffic. Lake Road is open in both directions. Adams becomes a bike/ped connection to the light rail station. Envisions a ped bridge over 99E at Washington St.

**Public Spaces (Plaza Location)** Envisions a public plaza between Monroe and Jefferson Streets, west of Main St, on the site of the Rexall pharmacy building, which would be demolished. (A private plaza is shown at the south end of Main St. as a forecourt to the office/ entertainment complex.)

An oval plaza is located near the intersection of Main St & Adams St, from which people can enjoy views of the Willamette river. The design of Main St would be integrated with the plaza.



**Rate of Private Investment** Superblock redevelopment requires single-owner land assembly with large upfront investments. Existing property owners have not invested significantly in their properties, nor have they coordinated redevelopment efforts. Public areas have not been improved, as intensification has not occurred. Vision still is far from “market-ready.”

Smaller, incremental improvements to existing buildings could allow revitalization to begin in the near term. The Station Building on the triangle site is a short-term opportunity that could catalyze other investment in the five-year timeframe. Property owners have begun to coordinate and

<b>City Sponsorship, Ownership and Political Support</b>	<p>The City would be choosing to stop investing resources in the area’s planning, so Milwaukie’s interest would be more on the regulatory side. Property owner coordination is unnecessary. Siting the light rail station on the Triangle Site might be seen as a show of support for the area, but failing to follow through with a station area plan and associated code amendments might undermine that appearance. Joint development of the Triangle Site will be more challenging in this environment.</p>	<p>discuss improvements based on this vision.</p> <p>Sponsorship, ownership and political support are demonstrated through adoption of the community’s work on the South Downtown Plan, joint development of the Triangle Site, ongoing implementation efforts toward the vision by the Community Development and Planning Departments, and continued coordination with other property owners.</p>
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Council may still direct staff to modify the South Downtown Plan, or to begin a new vision and planning process for the South Downtown area. In this case (Option C), however, staff would require specific guidance from Council regarding how such a vision should be different than that shown in Options A or B, and by what process it should be created. Until the new vision is adopted, the existing plans, street standards (where they exist), and zoning code will remain in place.

Relationship to Council Goals and Other Projects

Finally, staff recommends that Council consider its decision in light of recently adopted goals and related projects. Staff believes that the South Downtown vision, if implemented well, is likely to generate economic development activity through new investment in buildings, infrastructure, and new business from increased foot traffic downtown. It is also more likely to lead to the successful integration and development of the light rail Station Building and Kronberg Park than would occur under the Framework Plan vision, which doesn’t have anything to say about the inclusion of these two sites in the larger context. The “Development Advisor Recommendations” on pages 20-26 of the South Downtown Concept Plan (attached) discuss the economic challenges of downtown Milwaukie’s commercial market (and the larger real estate market). The advisors strongly recommend making use of existing resources, phases and incremental improvements. These are hallmarks of the South Downtown Plan, but are far less compatible with the Framework Plan vision of one sweeping, grand, development gesture.

Staff is also seeking direction from the Council on this matter to inform planned work on Milwaukie’s Commercial Core. The Commercial Core Enhancement Program is designed to, among other initiatives elsewhere in the city, update the downtown Plan, zoning code, and street design standards. This work will be undertaken, but it will be important for staff and the community to understand whether this work should begin to implement the South Downtown vision or if the policies should still aim to implement the entertainment/office complex vision.

## CONCURRENCE

The South Downtown Plan was endorsed in the summer of 2010 by a steering committee of 21 citizens and other stakeholders, including neighborhood leaders, property owners, a North Clackamas School District representative, and downtown business representatives. A Project Management Team representing most of the City departments participated in the development of the plan and are prepared to move the concept forward to implementation. TriMet has incorporated many of the plan's assumptions into the light rail project design.

## FISCAL IMPACT

There is no fiscal impact associated with this discussion, however, should Council direct staff to propose an adopting resolution for the Plan at a future Council meeting, staff will include the fiscal impacts associated with implementation at that time.

## WORK LOAD IMPACTS

The South Downtown planning effort is one of a handful of Community Development projects that support Council goals, along with the Portland-to-Milwaukie Light Rail project and Station Building development, the Kellogg-for-Coho Initiative, Natural Resources code amendments, and the Residential Standards project. Depending on Council direction, staff will adjust workplans accordingly to achieve the Council's vision.

## ALTERNATIVES

Staff requests that Council direct staff along the lines described below:

- A. Do Nothing. Continue to implement the vision in the adopted 2000 Framework Plan.
- B. Return to City Council seeking adoption of the 2010 South Downtown Plan through resolution along with guidance on implementation.
- C. Begin a new vision and planning process for the South Downtown area.

Staff recommends alternative B. The South Downtown Plan as written demonstrates the culmination of hundreds of hours of citizen participation, and a plan that is tailored to marry the desires of the Milwaukie community to the realities of the place itself and the real estate market that drives rents and land values in downtown Milwaukie. The stakes are even higher with light rail nearing 60 percent design completion. The City is well served by having an adopted plan for the light rail station area before light rail design progresses too much farther. Adoption would raise the chances of accomplishing the community's desire for a station building on the triangle site, and will accelerate and clarify necessary zoning code revisions that will ensure that new development occurs in keeping with the community's vision.

## ATTACHMENT

1. January 2011 South Downtown Concept Plan

City of Milwaukie



# SOUTH DOWNTOWN CONCEPT PLAN

January 2011

**WALKER·MACY**



## City of Milwaukie

### **Project Management Team**

Kenny Asher  
Katie Mangle  
Jeanne Garst

## South Downtown Steering Committee

David Aschenbrenner* (Hector Campbell/CMI)	Matt Menely (Bicyclist/Waldorf Parent)
Lisa Batey* (Island Station/PC)	Mike Miller* (Lake Road/CMI)
Carrie Rose Berkeley (Lewelling)	Arlene Miller (Lake Road)
Jim Bernard (Property Owner/CMI)	Christie Schaeffer (Parks Board)
Ray Bryan (Historic Milwaukie)	Cynthia Schuster (Main Street Milwaukie (MSM))
Carlotta Collette* (Ardenwald)	Eric Shawn (NCUWC)
Rosemary Crites (Oak Grove citizen/realtor)	Dion Shepard* (Historic Milwaukie)
Mark Gamba* (Historic Milwaukie)	Joan Shipley (Property Owner)
Dave Green (Riverfront Board)	Sarah Smith* (Hector Campbell)
Neil Hankerson (Downtown Property Owner)	Ed Zumwalt (Historic Milwaukie)
Joe Krumm (Milwaukie High School)	
Joe Loomis (Milwaukie City Council)	*Group of Nine participant

## Consultants

Walker Macy  
Landscape Architects and Planners  
Portland, OR

LMN Architects  
Seattle, WA

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# INTRODUCTION

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

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

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

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

# PLANNING PROCESS

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

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

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



Joe Loomis



Neil Hankerson and Eric Shawn

## Planning Timeline

Milwaukee South Downtown Refinement	2010				
Schedule	April	May	June	July	August
1.0 Orientation and Kickoff Meeting	[Green Circle] [Blue Circle]				
2.0 Plan Evaluation and Initial Assessment		[Purple Circle] [Blue Circle] [Green Circle] [Yellow Circle]			
3.0 Alternative Concepts & Open House			[Purple Circle] [Blue Circle] [Green Circle] [Yellow Circle] [Red Circle]		
4.0 Preferred Concept and Implementation					[Purple Circle] [Yellow Circle]

*Monthly Project Management Team Meetings*

- Steering Committee
- Development Advisors
- Public Open House
- Trimet Coordination
- Triangle Site Coordination

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

## Farmers Market Open House

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



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

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

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

# ESSENTIAL ELEMENTS

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

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



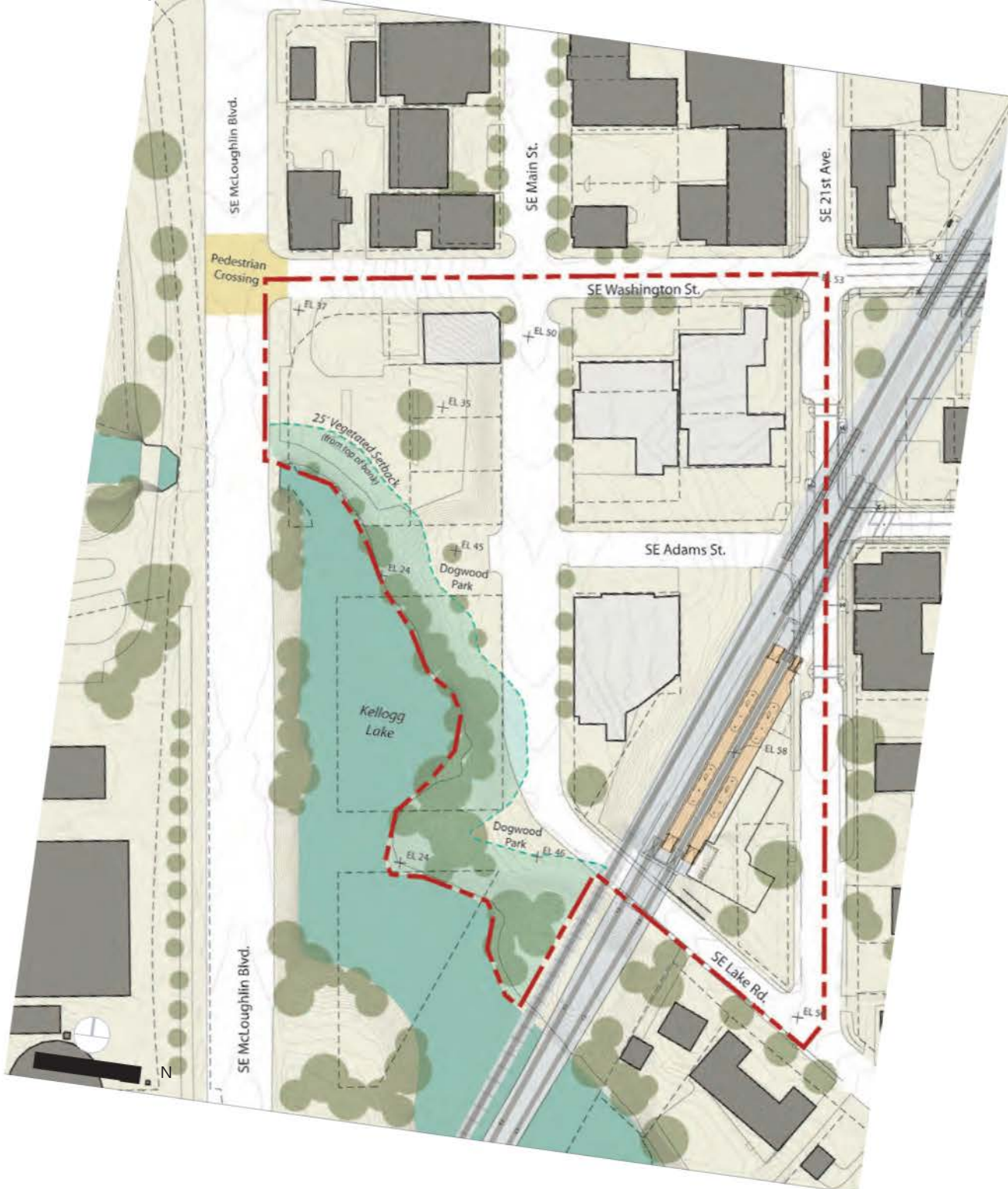
The Walker Macy team undertook several exercises on the way to a refined concept plan. The team did a detailed review of the South Downtown area, noting conditions such as floodplain elevations and railroad setback requirements.

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

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



Study Area



# Parcel Framework



## Existing Conditions



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



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



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



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



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



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

## Existing Built Character

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



Existing building footprints and lot patterns in downtown.



Numerous historic structures help define the character of downtown Milwaukie.



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

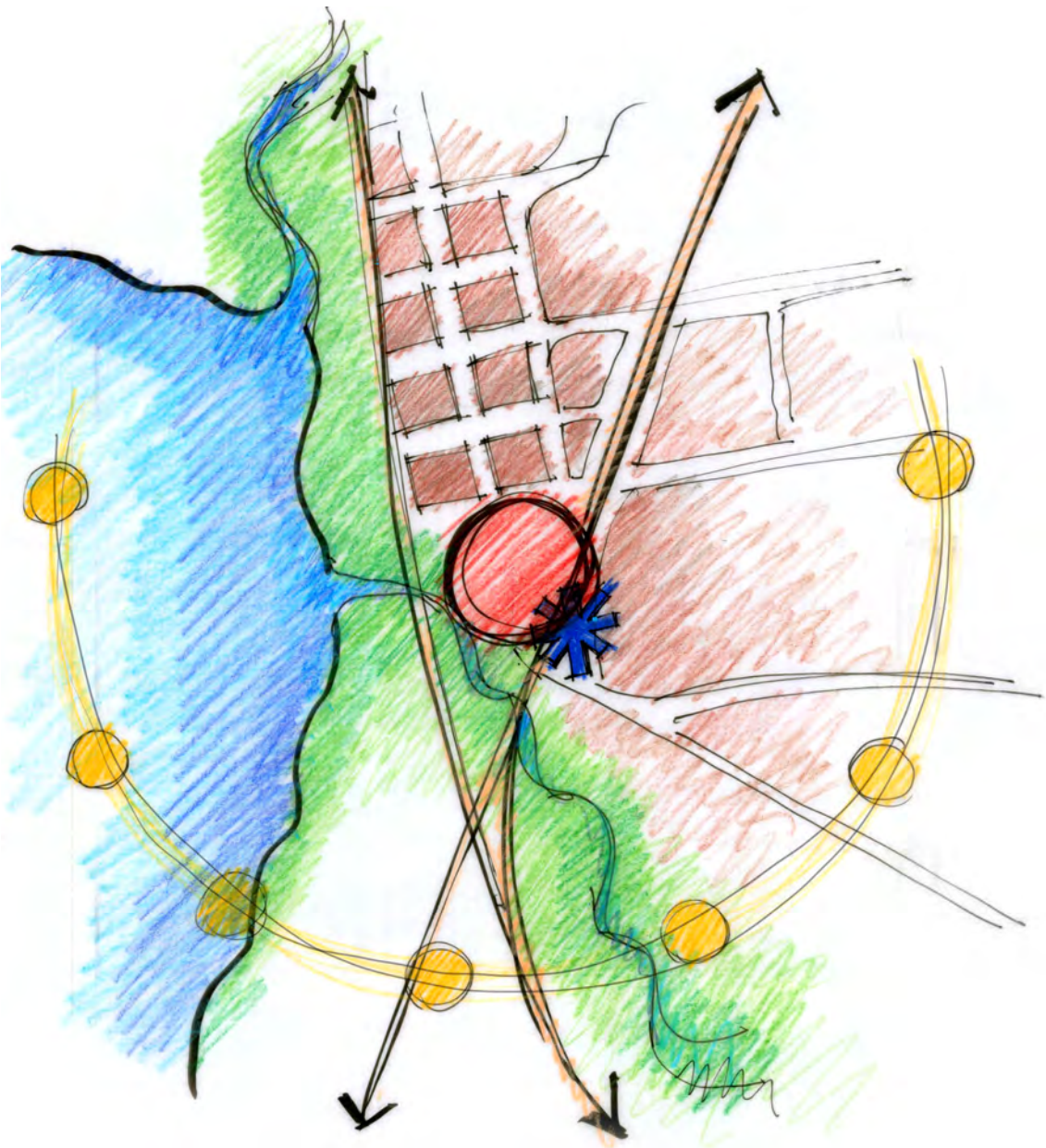


Main Street features several buildings with good street-level storefronts, wide sidewalks and outdoor seating.

# Context Summary

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

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



# DEVELOPMENT ADVISOR RECOMMENDATIONS

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

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

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



*Development Advisors and consultants touring the area*

## General

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

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

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

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

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



*Development Advisors' workshop*

## Current Economics

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

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

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

## Potential Catalysts

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

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

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

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

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

## Discussion of Patterns and Proposed Adjustments

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

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

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

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

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

## Urban Design

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

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

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

## Architectural Character

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

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

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

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

## Implementation Mechanisms

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

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

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

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

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

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

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

## ALTERNATIVE CONCEPTS

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

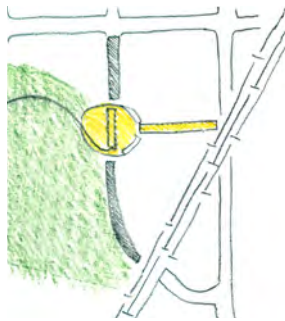
All three alternatives featured a plaza in the South Downtown, although the Walker Macy team felt that the plaza should be located near the intersection of the existing Adams and Main Streets. This location was seen as the center of the area, given its proximity to the north end of the light rail platforms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

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

## Alternative A

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

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



*Planning diagram*



*Pioneer Courthouse Square, Portland*



*Buildings can form the edges of plazas*

Alternative A

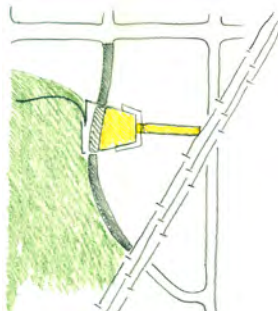


## Alternative B

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

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

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



*Planning diagram*



*Plaza framed by modestly-scaled buildings*



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

Alternative B

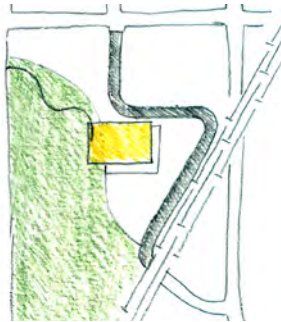


## Alternative C

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



*Esther Short Park, Vancouver, WA*



*Planning diagram*



*Portland State University Urban Center Plaza*

Alternative C



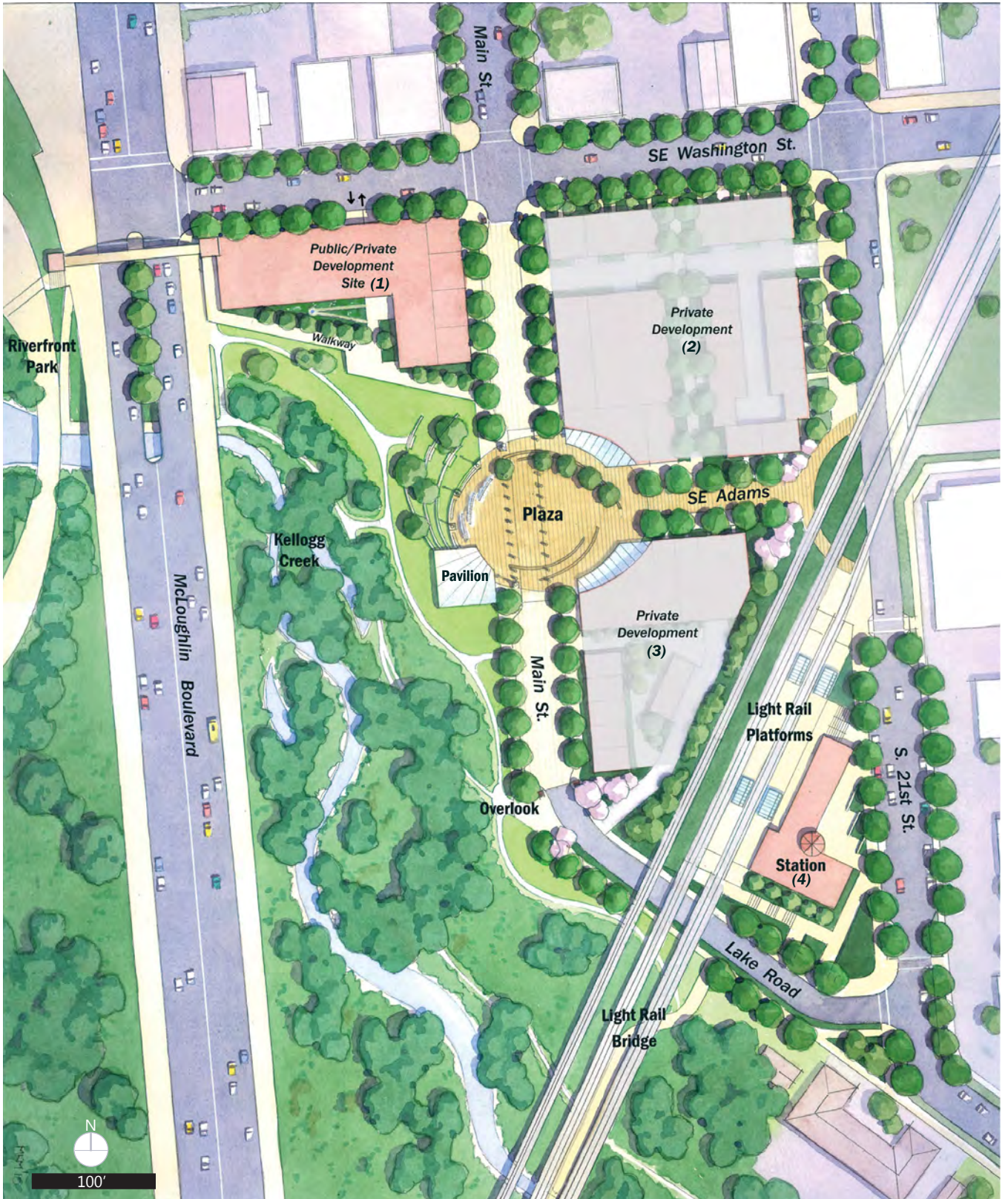
# REFINED CONCEPT PLAN

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

- The entire area is designed to be safe and comfortable for visitors, workers and residents, with special focus paid to the relationship between the area and Milwaukie High School and its students.
- Main Street remains open through the district, but traffic is calmed, narrowing the street with a slight grade change and pavement treatment. During events, and potentially at other scheduled times, the plaza and a portion of Main Street are closed to vehicular traffic.
- Four development sites are established, commonly known as the Cash Spot Site (1), the Bernard Block (2), the Shipley Block (3), and the Triangle or station Site (4) (see drawing at right). “L” shaped buildings are anticipated on the Cash Spot and Triangle sites, given their physical constraints. The City of Milwaukie has ownership interests on both of these sites, and is actively working with another design team on the Triangle Site project, which is intended to support light rail related activities.



- The other two sites are entirely privately owned, and will redevelop according to designs that have not yet been defined. City staff is working with the property owners to see if redevelopment can be guided along the lines suggested in the South Downtown planning project. Of particular importance are the ground floor-facing frontages on Main Street and especially on the plaza.
- A plaza at Main Street and Adams has views to the Willamette, a water feature and terraced seating on the west, retail spaces to the east, and Main Street running through the center.
- A pavilion sits in the southwest corner of plaza, looking out over Kellogg Creek. This is a small, architecturally distinctive building with an important use – such as a Nature Center that introduces the public to the Kellogg Creek Restoration Area or an active use such as a restaurant.
- The plaza’s edges are occupied by retail uses or cafes, which help activate the space and reinforce the form of the plaza with overhead canopies and awnings.



## Plaza



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



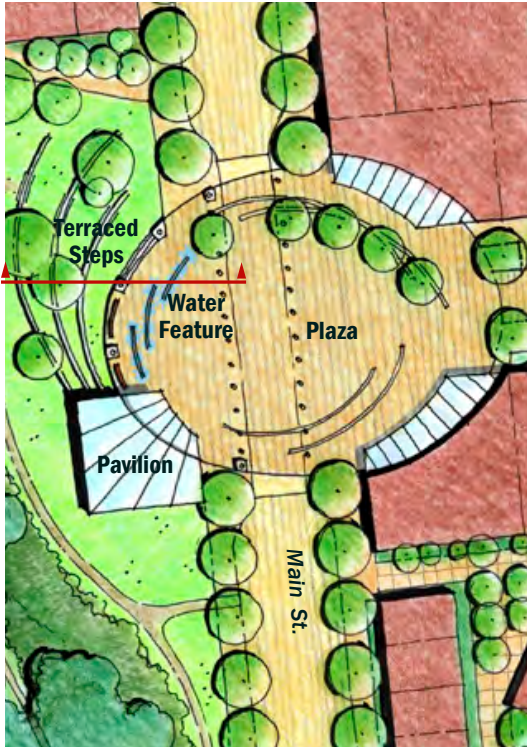
*Active fountains can be attractive places for families to gather and help populate the Plaza at a variety of times during the week.*



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



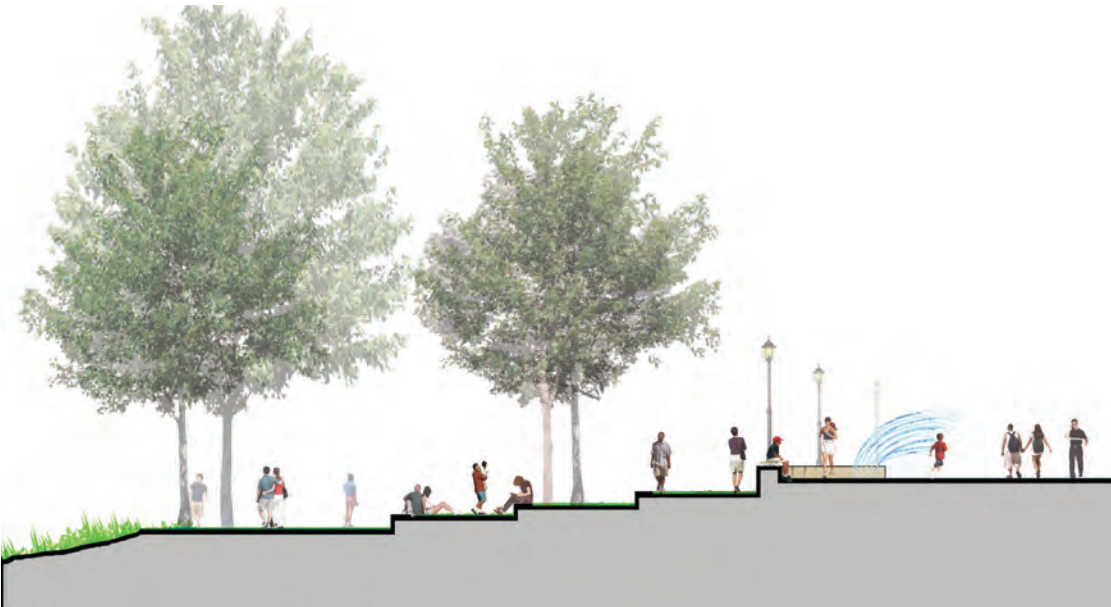
# Plaza



Pavillion example



Cafe seating on a plaza



Cross-section through terraced seating adjacent to Plaza

## Farmers Market

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



Street used as farmers market



Market Stalls (100 total)

## Main Street

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

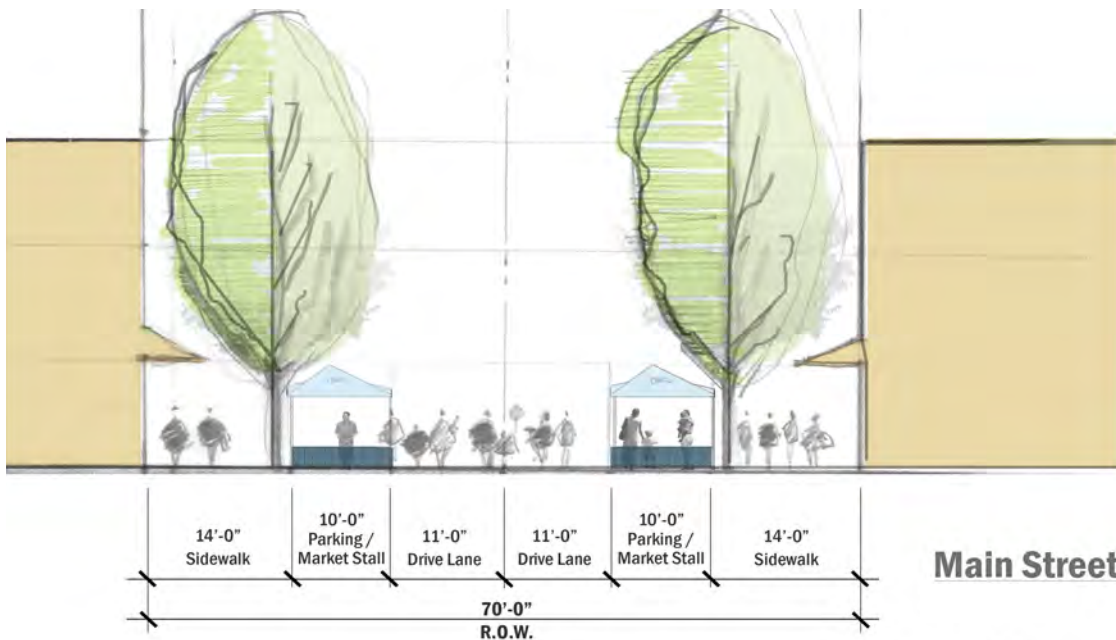
The portion of Main Street traversing the proposed plaza should be curbless, surfaced with special pavers to fully integrate the street within the plaza. Bollards could define the space for autos. As described on the facing page, Main Street would be closed for special events such as the Farmers Market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



*Curbless street*



*Sunday Parkways*



**Main Street**

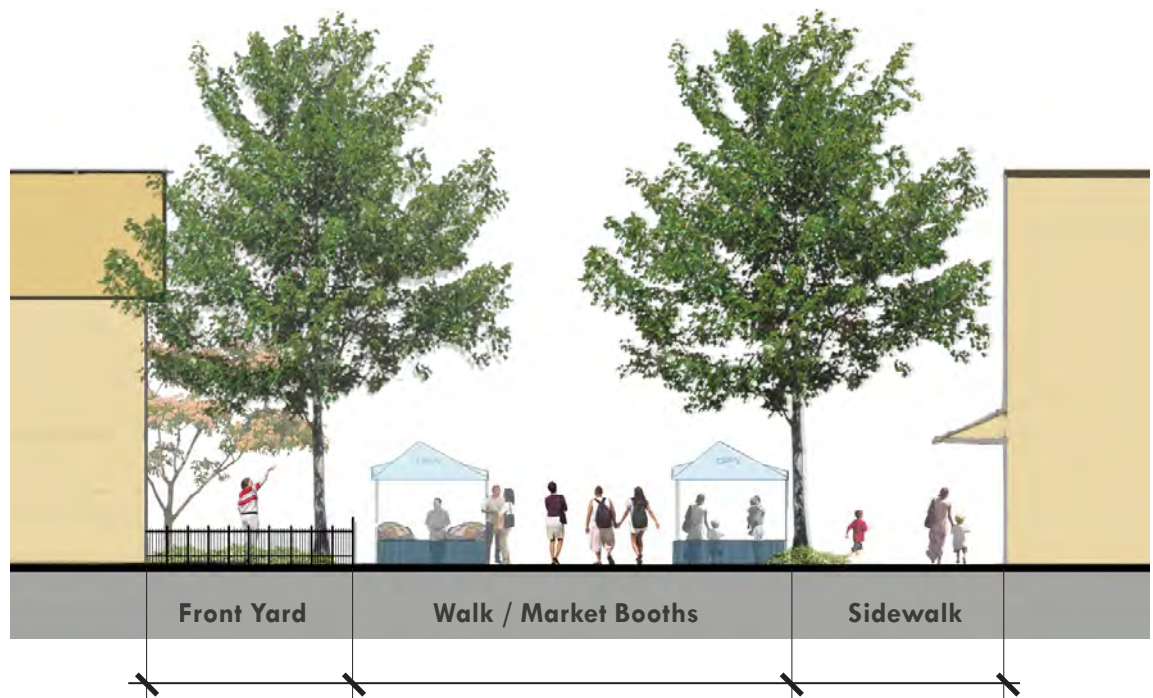
## Adams Street

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

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



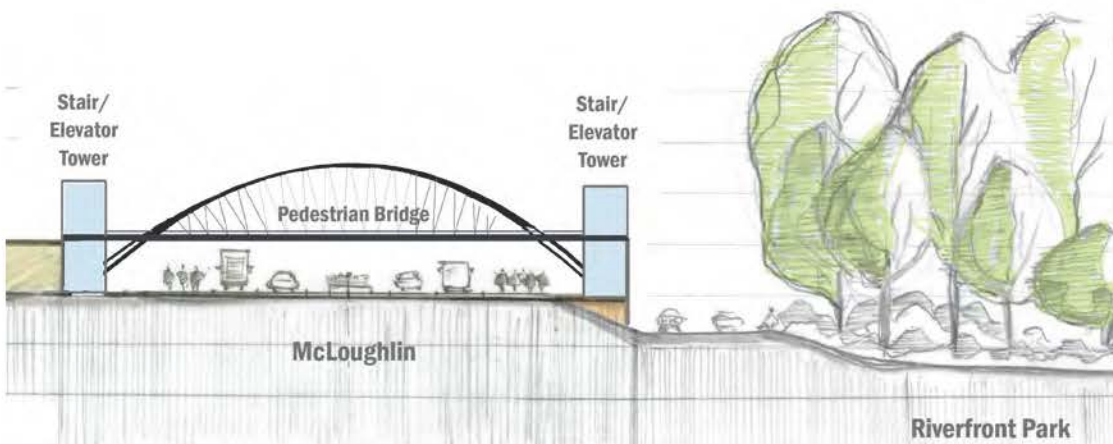
*Pedestrian-oriented street with stormwater planters*



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

## Crossing McLoughlin

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

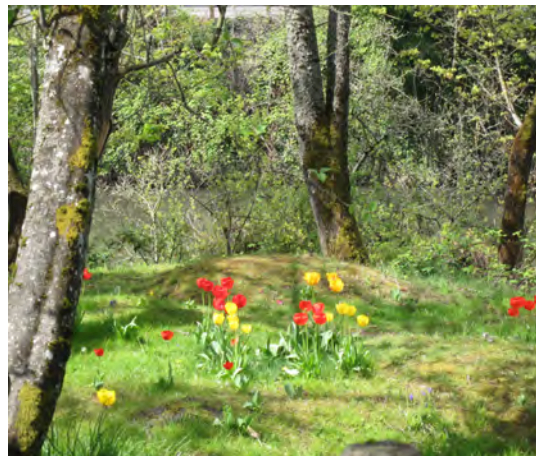


## Natural Connections

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

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

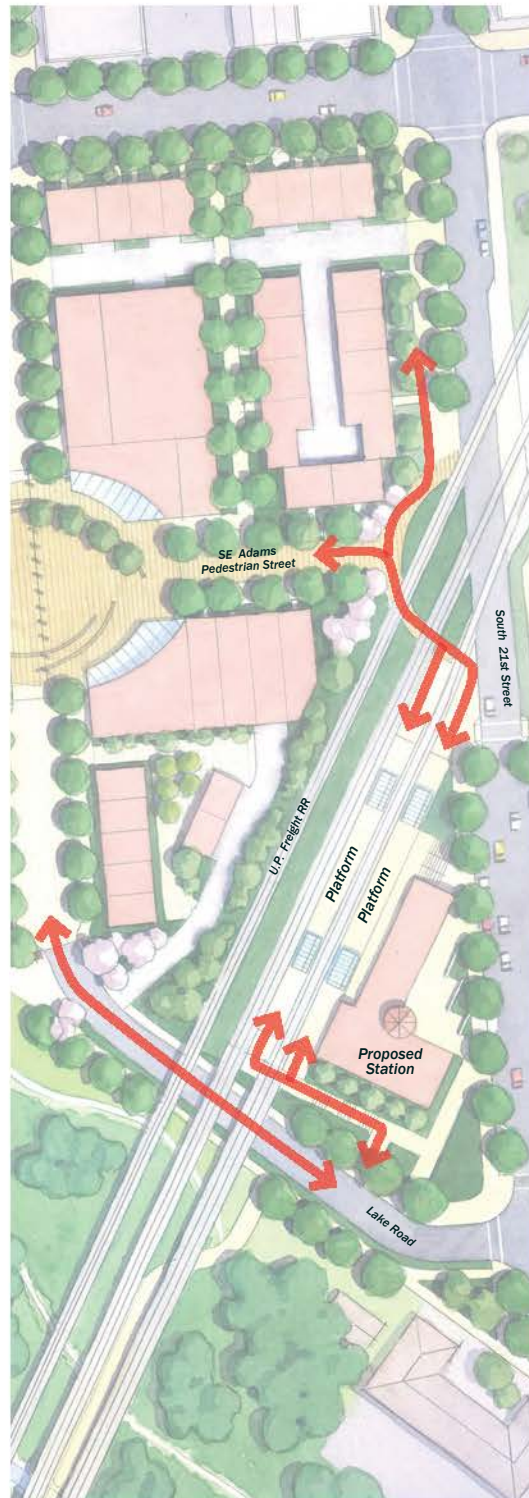
A passageway under McLoughlin Boulevard is proposed, where the existing dam now stands, to connect this Nature Area with the mouth of Kellogg Creek and Riverfront Park.

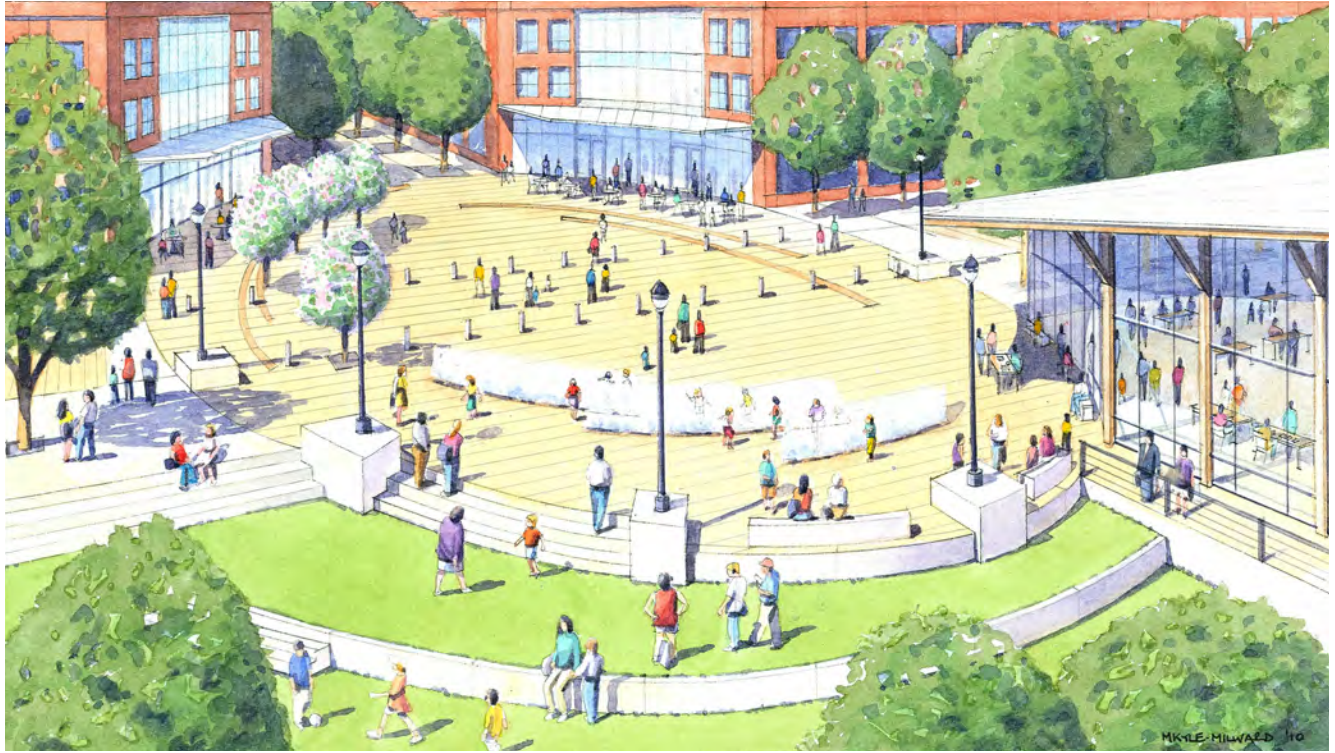


## Connecting to Transit

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

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





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

# IMPLEMENTATION

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

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

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

## Community Development Department–led Activities

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

## Planning Department-led Activities

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

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



To: Mayor and City Council  
Through: Bill Monahan, City Manager  
From: JoAnn Herrigel, Community Services Director  
Subject: Park Board Work Session with City Council  
Date: May 24, 2011

Action Requested

The Park Board is interested in Council's direction and input.

Background

The Park Board recently drafted a set of bylaws and updated their work plan for 2011-12. Both these documents are attached for Council's review and input. The major work items for fiscal year 2011-12 include:

- Park Board members to visit each of the 7 City neighborhoods to share the Board's work plan and answer questions for the public
- Participate in the review and updating of the NCPRD Master Plan and CIP

Attachments

- Draft 2011-12 Work Plan
- By Laws

Milwaukie Park Board  
Work Plan for 2011--12

- Monitor administration of intergovernmental agreement with NCPRD and provide guidance on amendments as necessary
- Park board members to attend each of the seven NDAs to discuss Park Board work plan and answer questions about the Board and Parks issues
- Monitor and provide input into the Master Plan design and land use approval for the northern part of North Clackamas Park
- Provide staff with input and guidance regarding maintenance, design and development of Milwaukie Riverfront Park (Phase 1 to be constructed in 2011)
- Monitor park maintenance levels and provide District maintenance staff with input on an on-going basis. This includes Board site visits to each City park and reports back on needs, raves and ideas.
- Participate in and promote park-related events such as Arbor Day, park walks, Riverfest and Solstice event.
- Provide staff with guidance on enforcement of the Parks rules at all City Parks
- Provide letters of support for grants for City Park projects
- Provide staff with input and guidance on Metro local share fund spending (76K remaining in 2011-12)
- Monitor the development of Title 13 Code
- Monitor the development of Community Gardens in the City
- Participate in the review and updating of the NCPRD Master Plan and CIP

**Proposed By Laws  
Park and Recreation Board**

Article I

This Board was established by ordinance # 1696, a copy of which is attached.

Article II

1) Membership consists of seven regular members

2) Members must attend all meetings or notify the Board Chair or staff of absence prior to next regularly scheduled meeting. Frequent absences by a member will be reviewed by the Board and brought to Council's attention when deemed necessary.

3) Four members must be present, for motions to be voted on

Article III

1) Officers are Chairman and Vice Chairman

2) Chairman presides over the meetings following informal parliamentary procedure outlined in Roberts Rules

3) The Chairman works with the staff liaison to develop meeting agendas

4) The Vice Chair presides over the meeting in the absence of the Chairman

5) Staff liaison takes and prepares minutes of each meeting, keeps attendance records and posts minutes and agendas on the City's web site.

6) Meeting agendas shall be distributed to the Board 3 days before the meeting.

7) Meeting minutes shall be distributed to Board members within 7 days after a meeting.

Article IV

1) Elections will be held previous to the annual work session with City Council, which will be scheduled for June. Candidates will be nominated from the floor. If there is more than one candidate, a vote will be taken by secret ballot. The candidate receiving the highest number of votes wins.

2) Each successful candidate assumes office on the first day of the month following the election. He/she serves until successor is installed.

3) In the event an officer vacates an office before the end of his/her term, an emergency election will be held to complete the term.

Article V

1) Regular meetings will be held on the fourth Tuesday of each month.

2) Special meetings may be called by the Chairman or two members

3) Regular meetings may be cancelled if approved by four or more Board members.



**To:** Mayor and City Council

**Through:** Bill Monahan, City Manager

**From:** JoAnn Herrigel, Community Services Director

**Subject:** City IGA with Metropolitan Area Communications Commission

**Date:** May 23, 2011

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### **ACTION REQUESTED**

No action. Staff is seeking Council guidance on whether the City should formalize its relationship with the Metropolitan Area Communication Commission (MACC) in order to:

- 1) Facilitate the negotiation of a new Comcast franchise (term ends in 2014);
- 2) Decrease the City's payment to MACC and increase our participation in their Board; and,
- 3) Explore services available from MACC for operation of the City's Public and Government access programs, currently provided by Willamette Falls TV.

### **BACKGROUND**

The Metropolitan Area Communication Commission (MACC) and Milwaukie have had a relationship for almost 10 years through an intergovernmental agreement through which MACC provides certain cable franchise administrative services for the City. The current agreement provides the City certain services including, but not limited to:

- Day to day customer response regarding technical or billing problems with cable service.
- Financial auditing of franchise required payments.
- Monitoring of Comcast contract obligations to Milwaukie and regulatory follow-up where necessary.

- Technical assistance with legal and financial issues regarding Comcast's relationship with and obligations to the City.
- In addition to assisting the City with cable-related issues, MACC staff also provides support and information regarding other City franchise issues related to Qwest and provides telecommunication-related legislative monitoring during legislative sessions.

For this work, the City makes an annual payment to MACC of twenty-three percent (23%, or about \$44,000) of its Comcast franchise fees.

The agreement between the City and MACC does not provide for the more complex, time consuming, and costly task of the negotiation and renewal of its franchise agreement with Comcast. This Comcast franchise term ends in 2014.

City and MACC staffs have recently begun discussions about whether and how to modify our existing relationship to allow MACC to assist the City in upcoming franchise agreement negotiations with Comcast. For, while the City's Comcast franchise term does not end until 2014, Federal Telecommunications law requires that local jurisdictions begin what is called an "Ascertainment Process" three years before the end of a franchise. This process involves conducting a survey of customer satisfaction and other program analyses which require the assistance of technical and legal consultants.

Staff would like Council's input on the following proposed actions:

- The City would extend the current City franchise with Comcast to February 2014. This would bring the franchise term into line with the Comcast franchise granted by the fourteen MACC jurisdictions.
- The City should consider joining MACC as a full member jurisdiction. This would allow the City to receive the same services as other MACC members, including having MACC negotiate a single franchise to serve the City as one of its MACC members.

Advantages to the City resulting from these potential actions:

- Annual costs to the City would be lower. The current MACC member jurisdiction IGA provides for MACC to retain up to 20% of franchise fees for services. In fact, currently MACC only collects 18% of franchise fees. Milwaukie is obligated to pay MACC 23% under the current IGA agreement – there could be a savings of 3-5% for the City.

- The City's Institutional Network (data transfer) could become part of the regional Public Communications Network (PCN). Both the PCN, and the City's network, are operated by Comcast.
- The City could have access to the MACC PEG/PCN Grant Fund. MACC distributes Grants to PCN Users and Public, Educational and Governmental equipment purchases, totaling approximately \$1.2 million per year from the "per subscriber" fees paid by both Comcast and Verizon. (Note: Like other MACC members, the City's share of the PEG fee it now collects from Comcast (about \$60,000/year) would be contributed to the MACC Grant program, but the City would gain access to the larger pool of MACC Gant Fund resources.)
- Full daily management of the City's cable franchise(s) including MACC paying all needed staffing, legal, and consultant costs.
- The City's Comcast renewal process would be managed by MACC. Similar to other MACC members, all costs for needs assessment, technical, and legal consulting related to the renewal would be covered in MACC's share of the franchise fee revenues.
- MACC's telecommunications advice to members would be shared with the City. (The City could also decide to contract separately with MACC to manage its non-cable telecommunications agreements.)
- MACC's monitoring of Federal/State legislative, FCC, and legal activity is another benefit of MACC membership, as well as our government relations presence in Salem and Washington DC on related issues.
- Potential for MACC management of the City's PEG channels. The City would have the ability to assess and determine which (if any) of Tualatin Valley Community TV's (TVCTV) services makes sense for the community. Options might include operation of Public and/or Government access programs.

## **CONCURRENCE**

In April 2011 MACC staff received approval from their Board to pursue discussions with Milwaukie and other jurisdictions regarding MACC membership and associated details.

### **FISCAL IMPACT**

The cost of MACC services would decrease as a result of the City's MACC membership.

### **WORK LOAD IMPACTS**

Without MACC assistance, the looming Comcast ascertainment and franchise renegotiation process will require a great deal of time and effort on the part of the Community Services Director. The Riverfront Park, among other major City projects, would be impacted negatively by the increase in time and effort required by the Comcast franchise negotiation process.

### **ALTERNATIVES**

Continue with the existing MACC agreement and request that staff allocate time and money to Comcast franchise ascertainment and franchise negotiation over the next three to five years.