

MINUTES
MILWAUKIE CITY COUNCIL WORK SESSION
FEBRUARY 5, 2013

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

Council Present: Council President Hedges and Councilors Mark Gamba, Scott Churchill, and Mike Miller

Staff Present: City Manager Bill Monahan, Assistant to the City Manager Teri Bankhead, City Recorder Pat DuVal, Finance Director Casey Camors, Assistant Finance Director Rina Byrne, Human Resources Director Gary Rebello, Interim Community Development Director Steve Butler, Associate Planner Kari Svanstrom, and Parks and Sustainability Director JoAnn Herrigel.

City Manager's Report

Mr. Monahan reviewed the evening's agenda. He provided written testimony from Paul Graham regarding the downtown code amendments and a letter from Scott Ohman opposing the expedited annexation of the property located at 10025 SE Wichita Ave.

Ms. Bankhead discussed the upcoming board and commission vacancies and the recruitment and interview process. It was agreed Councilors would be on a six-month rotation on the interview panels beginning with Councilor Position #1, Scott Churchill.

Mr. Monahan reported that Mr. Ramis would arrive at 6 p.m. to discuss the ballot measure process and light rail responsibilities. He commented on customer responses to utility bill increases. He would report on the Les Poole request to combine two contiguous properties into an entity named Kronberg Park and William Corti's concerns about access to his property being impacted by light rail construction. He announced the February Clackamas Cities Dinner hosted by the City of Tualatin.

Community Development, Engineering and Planning Active Projects

Mr. Butler reported there was a land use application going before the Planning Commission to allow a veterinary office in the Clackamas Federal Community Credit Union building as the proposed use did not conform to the zoning. He added the clinic was highly specialized and had no outdoor runs or overnight stays. The Tacoma Station Area Plan (TSAP) will go to the Planning Commission next week, and the project consultants were completing a draft plan and associated code amendments. The Metro Construction Excise Tax (CET) grant for the Commercial Core Enhancement Project (CCEP) was moving forward, and Planning Department staff was working with a group of Portland State University students to kick off the public engagement piece.

In the Engineering Department, the quiet zone implementation was moving forward and construction was anticipated to start in August. The Citizens Utility Advisory (CUAB) would review the draft Stormwater Master Plan in March. Staff was designing the next Walk Safely Milwaukie Program (WSMP) project chosen by the Public Safety Advisory Committee (PSAC) which was the Washington Street crosswalk between Milwaukie High School and St. John the Baptist Catholic Church. He provided a status report on the 17th Avenue Bike/Pedestrian Path project.

In the Parks and Sustainability department **Ms. Herrigel** would meet with NCPRD staff to discuss Milwaukie's funding allocation. **Mayor Ferguson** discussed the grant

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program and the opportunity for Milwaukie to be awarded \$1.6 million by the Oregon State Marine Board for Riverfront Park. Good Neighbor funds from Water Environment Services (WES) could be used for grant matching.

Ms. Herrigel reported the City and WES had reached a tentative agreement on Riverfront Park access.

Business Tax/Registration Program

Ms. Camors sought direction from Council on the program which currently brings in about \$200,000 in revenue. She discussed making minor adjustments to the program, analyzing alternative structures, and adjusting the program completely and offering some service or benefit to business owners.

Mayor Ferguson thought it would be beneficial to consult with some businesses that had strong ideas about the structure. Some would likely be in favor of a higher fee if they felt they were getting additional services such as a microsite.

Councilor Gamba encouraged further research and suggested a system that gave a discount for each employee that was a Milwaukie resident to incentivize hiring locally.

Councilor Miller asked that the Finance Department look at a tiered fee schedule in which small home businesses with limited revenue paid less. He was concerned about discouraging home businesses or home businesses simply not registering. He did not believe the current system was equitable.

Council President Hedges cautioned that some businesses might locate in Clackamas County and asked why the City charged for doing business. He felt people should get some services for the fee.

Councilor Churchill was concerned about pushing businesses out of the City of Milwaukie. He suggested being on par or slightly below what the County charged. He thought the fees might be of a more proportionate scale for smaller businesses perhaps based on revenue or number of employees.

Council President Hedges understood Clackamas County did not charge for a business license.

Mayor Ferguson discussed the importance of funding a position supporting business relationships and making Milwaukie a place that was welcoming to businesses. He believed there was value in demonstrating that the City supported business by online payments and developing a microsite. He discussed value and placemaking.

Councilor Gamba did not feel a tax was a make or break decision if Milwaukie was shown to be a better place. Given budget constraints he felt only by charging businesses more could such a position be funded.

Ms. Camors would work on business outreach and how value might be added to the program.

Kellogg Good Neighbor Committee

Ms. Bankhead pointed out the resolution creating the Kellogg Good Neighbor Committee was on the consent agenda for approval and discussed the composition and boundaries. If approved, she would begin recruitment immediately and schedule appointments for the March 5, 2013 City Council meeting.

Mayor Ferguson discussed expiration dates and outreach to the Island Station and Historic Milwaukie NDAs.

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Adams Street Connector Lantern/Beacon Project

Ms. Svanstrom provided a brief overview of the design and reviewed the project schedule which was dependent on TriMet's completing improvements at the top of Adams Street. Construction was anticipated to begin at the end of summer. The base Adams Street Connector project design and construction were funded through a \$450,000 Metro grant. She reviewed the existing conditions and referred to the South Downtown Plan and said staff hoped to achieve as many implementation measures as possible that included at some time in the future a plaza that connected through to Dogwood Park for an easy pedestrian connection to Main Street. Engineering was working with TriMet on water quality matters that included a bulb out and curb out elements. Unfunded at this time were the crossover to Dogwood Park and the lanterns. She discussed the steps and ADA access.

Councilor Gamba noted in all the concepts Adams and Main Streets were to be finished the same as the plaza. He was concerned about tearing up the stamped concrete.

Ms. Svanstrom was not sure if there was funding for the tile and discussed the perspective from Dogwood Park to the station. The materials and form will shape the striking architecture in the area. The post office can be accessed by its existing door, and there will be additional parking on the east side of Main Street.

Councilor Churchill discussed engineering the walking surface with a substrate about the depth of a brick to avoid a total teardown in the future.

Ms. Svanstrom reviewed the lantern design and material was ironwood and sustainably harvested. The end caps reflected current industries in the City with a stainless steel wrap and punched metal with LED lights. Other design aspects included the ability to hang banners, tarps, and lights to make it a celebratory space. Staff reviewed the design and historic image selection process with the Design and Landmarks Committee in January, and it was well received. There will be an online survey in March that would be subsequently reviewed by the Design and Landmarks Committee in April. The placement of the lanterns would be considered in the baseline design. Power and water would be available.

Councilor Gamba noted in the depictions the punched metal looked brown.

Ms. Svanstrom replied the skin around the lanterns would be stainless steel and silver colored.

Councilor Churchill observed that a patina could be added.

The group discussed the potential for the Farmers' Market to move to the south end of Main Street and building heights in the area.

Mayor Ferguson announced the City Council would meet in executive session pursuant to ORS 192.660(2)(e) to deliberate with persons designated by the governing body to negotiate real property transactions.

Mayor Ferguson recessed the work session at 6:29 p.m. and reconvened it at 9 p.m.

Bond Measure

The Mayor and Council discussed the resolution adopted regarding the settlement agreement with TriMet and the language related to placing a funding measure on the May ballot. **Mr. Ramis** discussed the wording of a ballot measure.

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Councilor Gamba noted there was a finite list of what we as a City wanted to get done that included paying the light rail obligation. Also important were Riverfront Park, neighborhood parks, and creating a pool of money to leverage grants.

Council President Hedges felt the City should ask for money for all of the parks. There was a potential to save money in interest.

Mr. Monahan said the earliest the Library expansion could be ready for the ballot was November. He discussed parks master plans and developing a concept that that allocated a certain amount of money to each park.

Councilor Churchill understood the estimated average tax for a \$10 million bond was \$92 annually. He was concerned the average citizen would not go for more than that. He felt rather than building a bucket, projects should stand on the own merits.

Mr. Monahan distributed a letter dated February 5, 2013, from the Board of County Commissioners Chair John Ludlow to Bruce Warner, TriMet Board Chair. It stated the Board of County Commissioners intended to put a measure on the May ballot seeking voter approval of funds for light rail to Park Avenue.

Mr. Ramis discussed sources of power that included condemnation and the Land Use Final Order (LUFO). He felt TriMet could go to court to enforce a contractual agreement with Clackamas County and the LUFO enforced judicially.

Council President Hedges was concerned the line might stop in Milwaukie and that if it did not go to Park Ave the Island Station Neighborhood had already been chopped to bits. He hoped there was a way to make them restore it.

Mayor Ferguson discussed the feasibility of annexing the property owned by TriMet.

Councilor Gamba felt the City should hold off going out in May and take time to do polling to find out how much people want the parks.

Councilor Miller would like a more realistic figure as to how much park development would cost.

Mr. Monahan discussed funding park designs to give the voters better information.

Councilor Churchill asked in what position Milwaukie would be if TriMet stopped at Tacoma.

Mr. Monahan discussed the agreements between the City and TriMet outlining certain obligations. He understood the number to work from to cover this year's payment to TriMet was \$192,000. The City could start working on a measure for November 2013 by looking at a public process and cost of park design and development.

It was the consensus of the City Council to wait until November 2013 to put a measure on the ballot.

Mayor Ferguson adjourned the work session at 9:48 p.m.

Respectfully submitted,



Pat DuVal, Recorder

WORK SESSION




EXHIBIT
tabbler
2/5/13 WS

Adams Street Connector Lantern Presentation

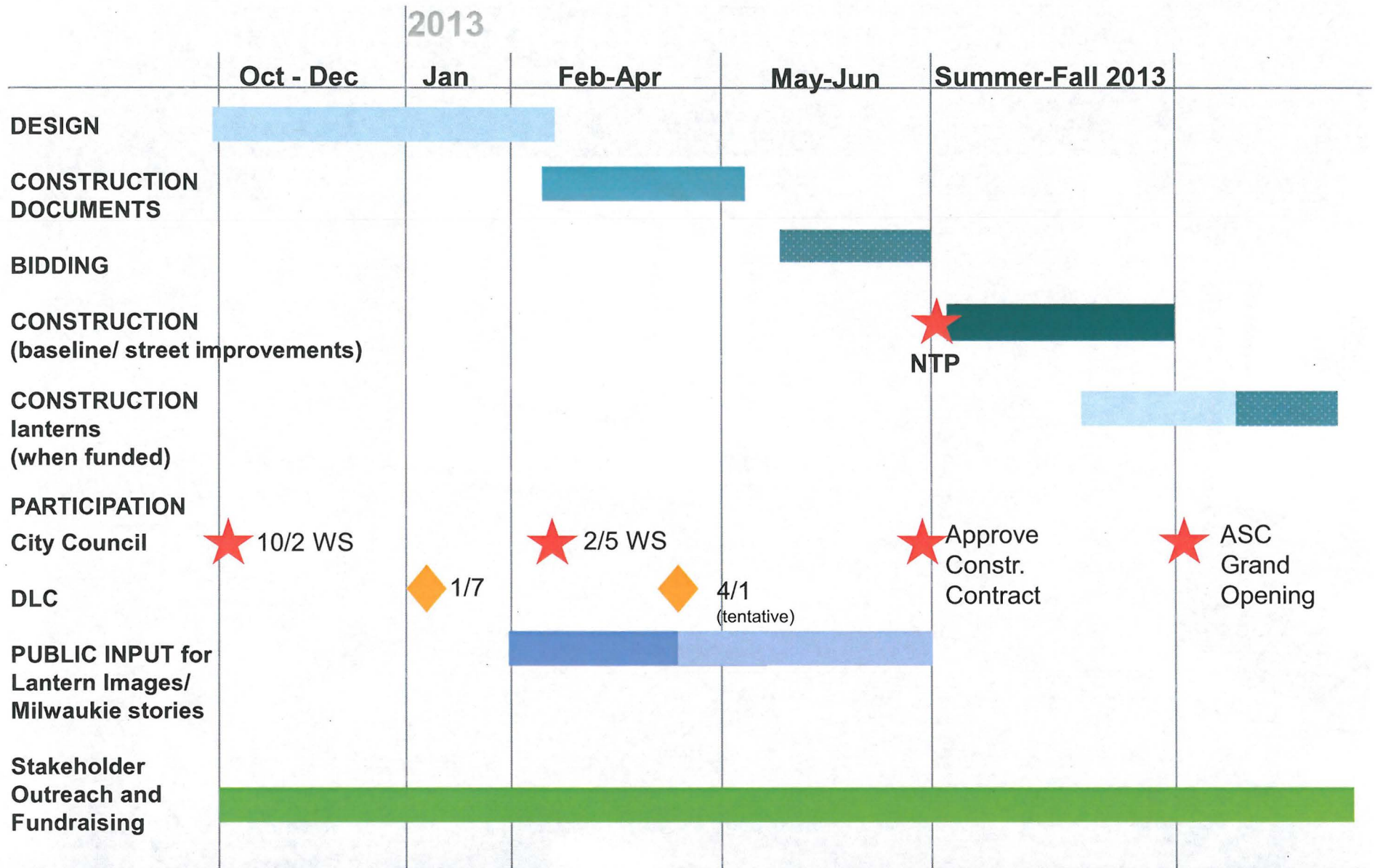
City Council Worksession
Presentation

February 5, 2013

- 
1. Project overview
 2. Overall design context
 3. Beacon/lantern design
 4. Image process
 5. Questions / discussion



agenda



overview – adams street connector schedule



overview – existing conditions

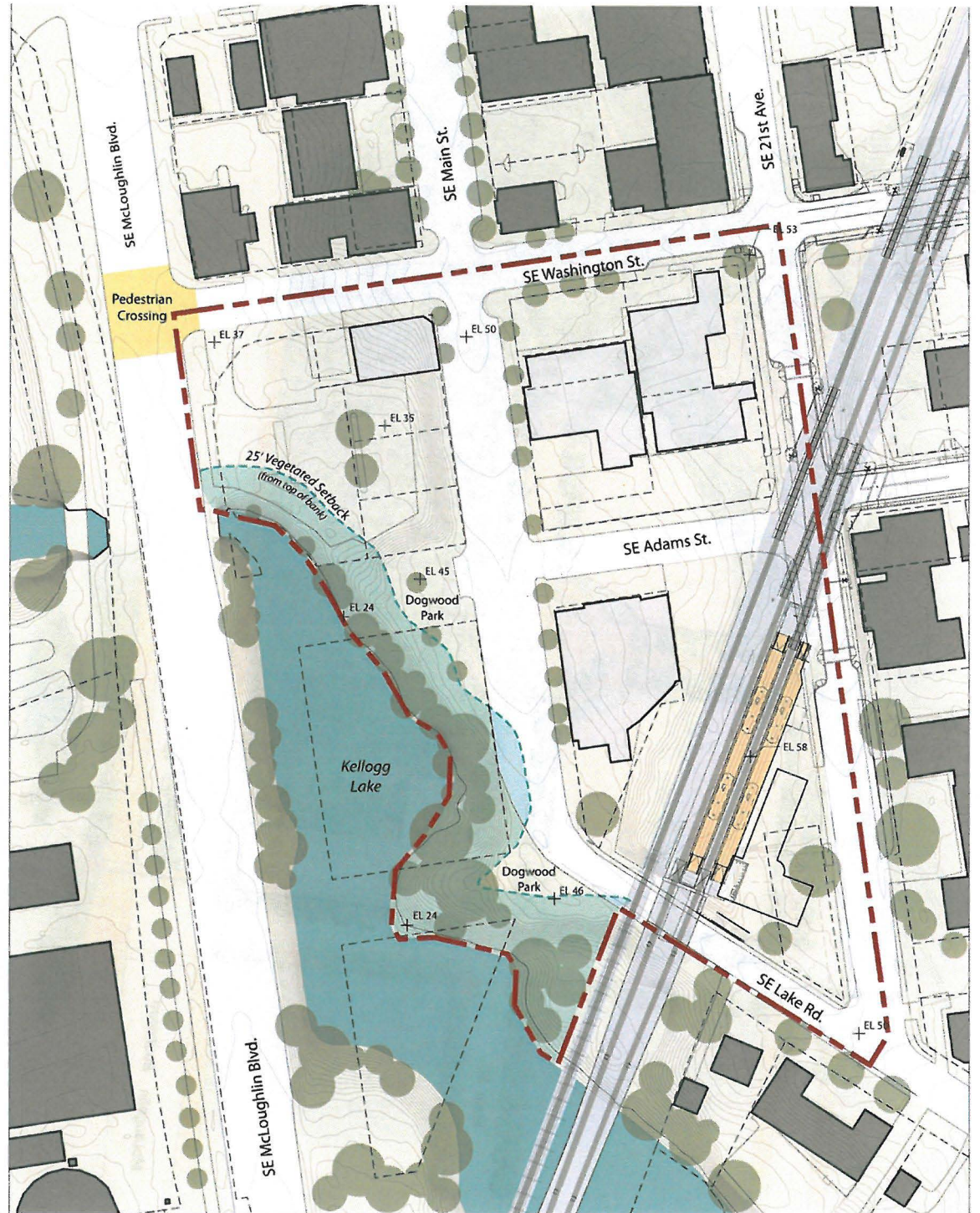


existing view from dogwood park

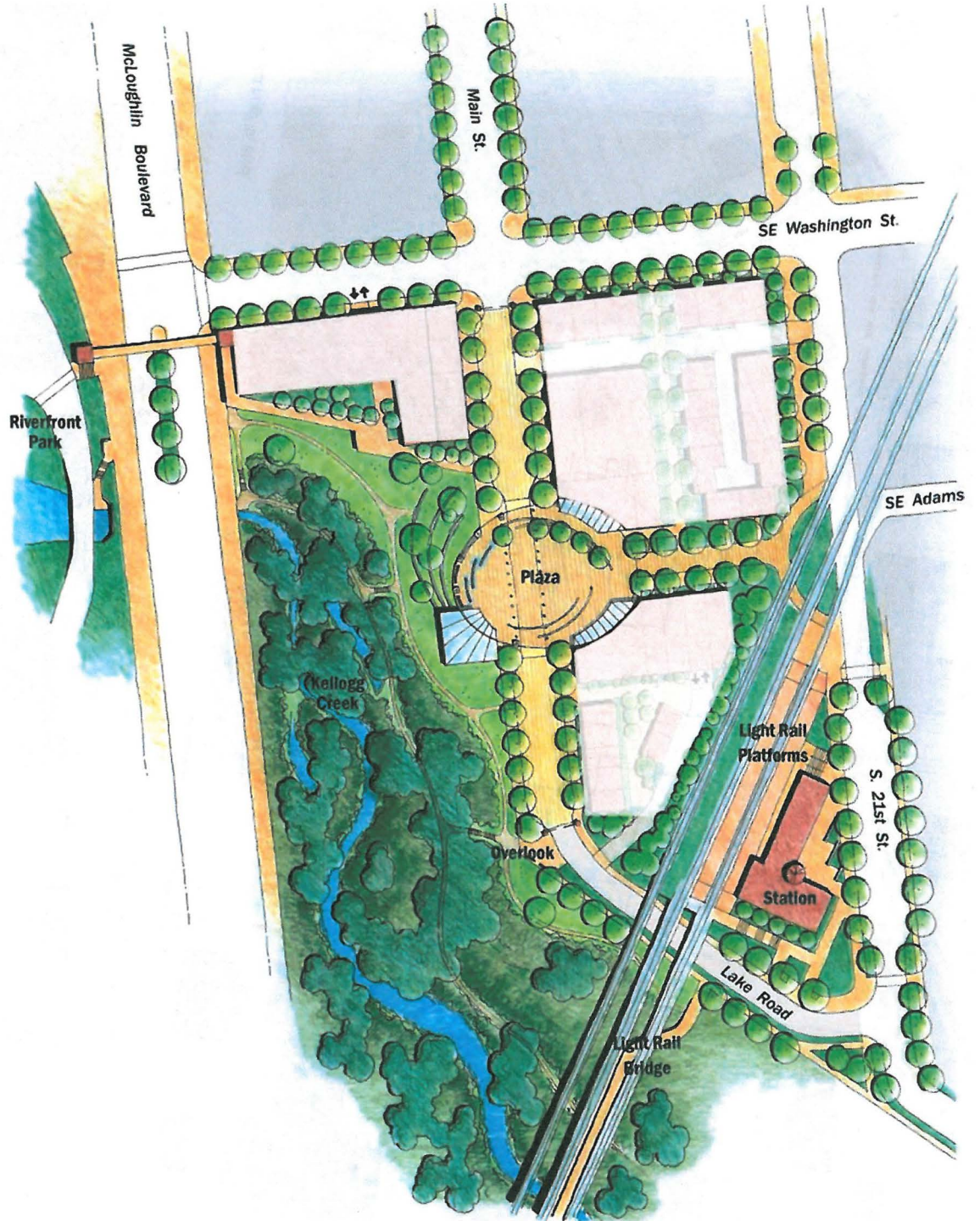


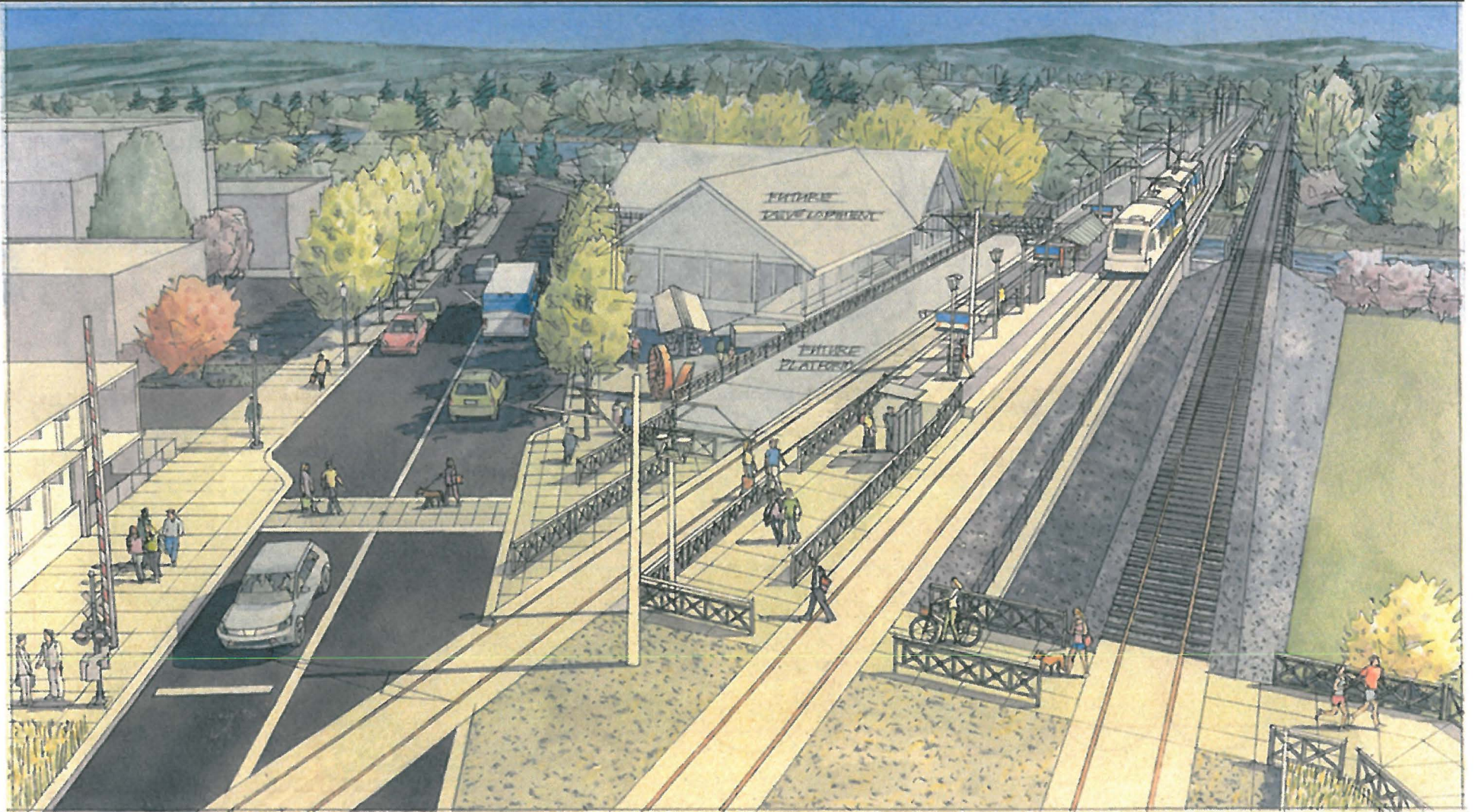
existing view from 21st ave to river

south downtown
existing
conditions

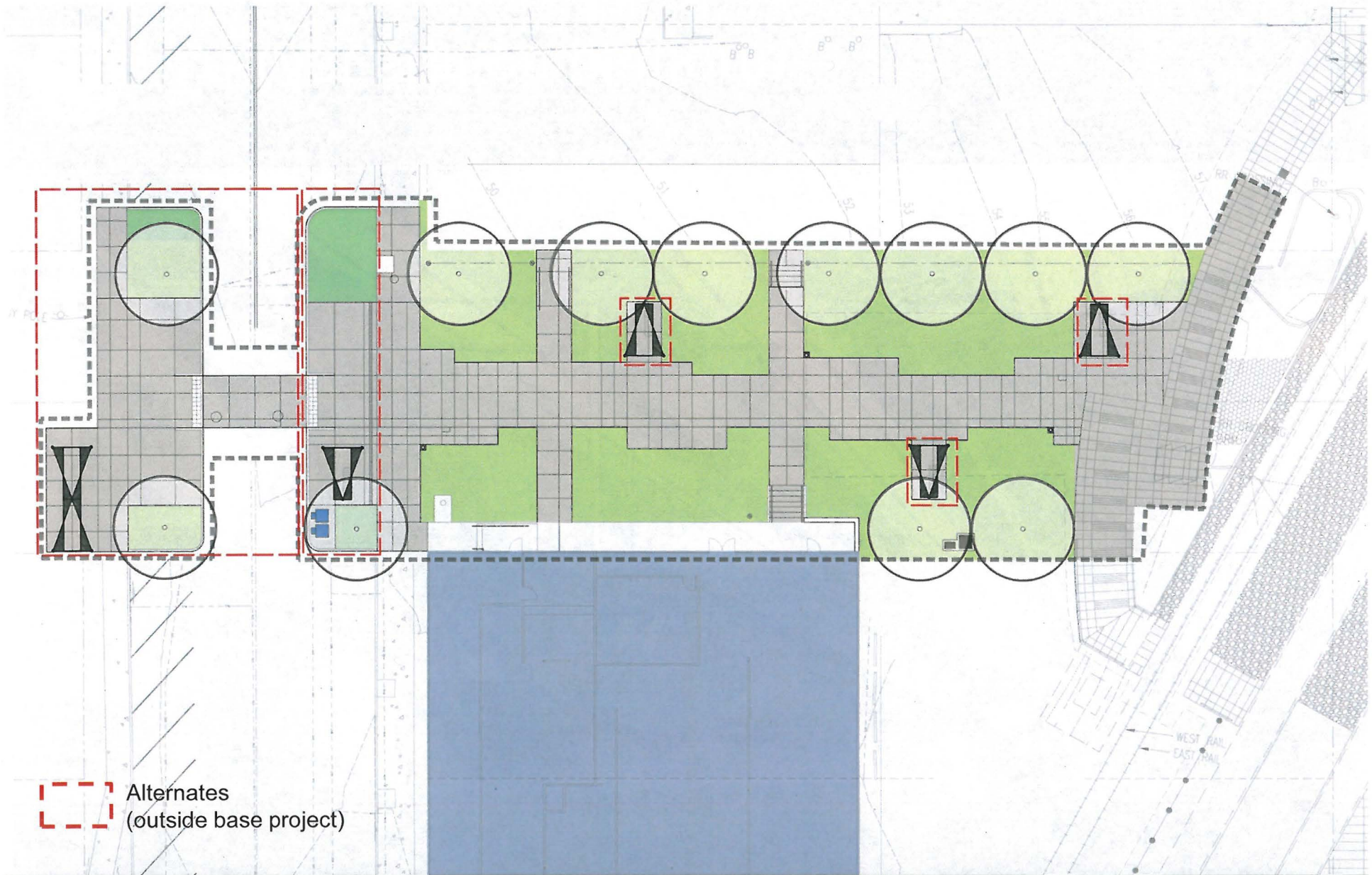



south downtown concept plan





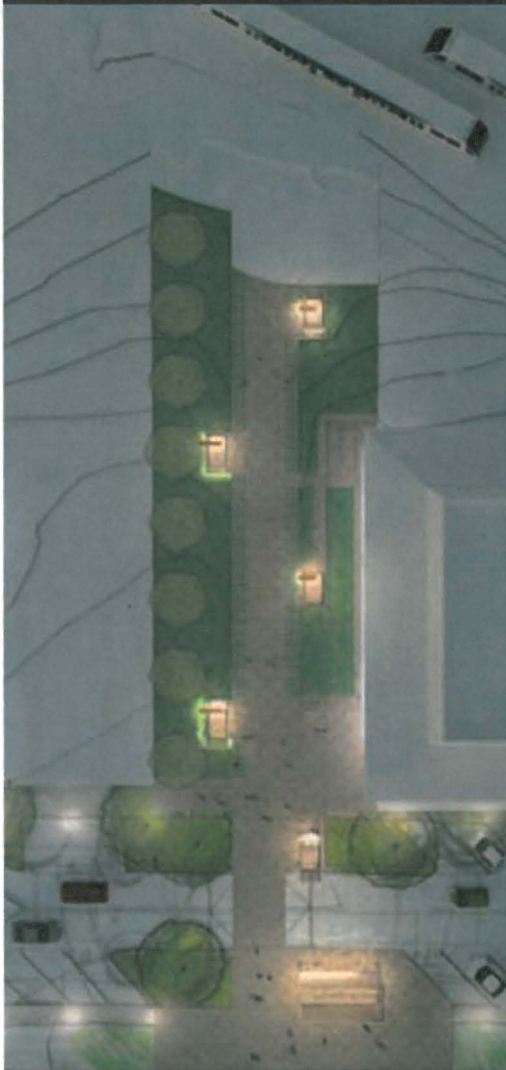
Tri-Met station platform



 Alternates
(outside base project)



adams street site plan



Using Lighting and Materials to provide a story and points of interest along the heritage walk



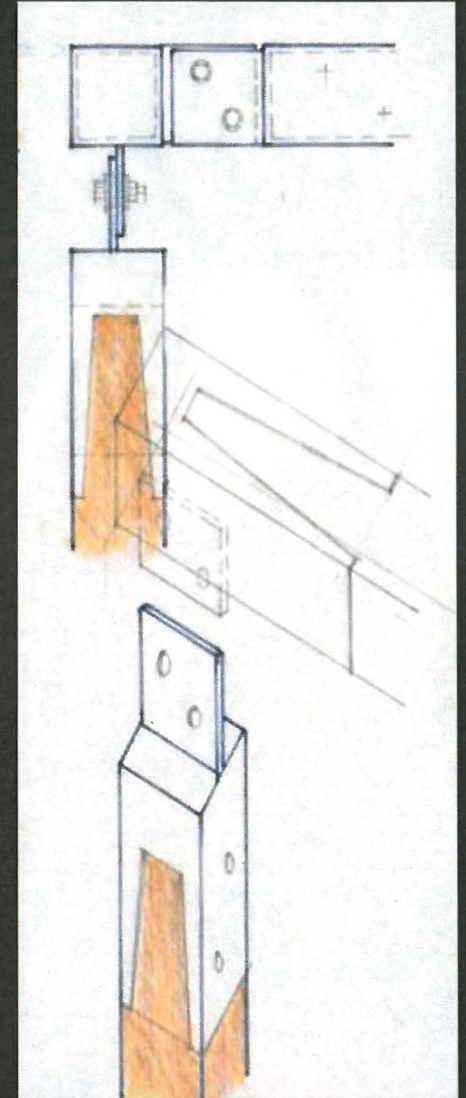
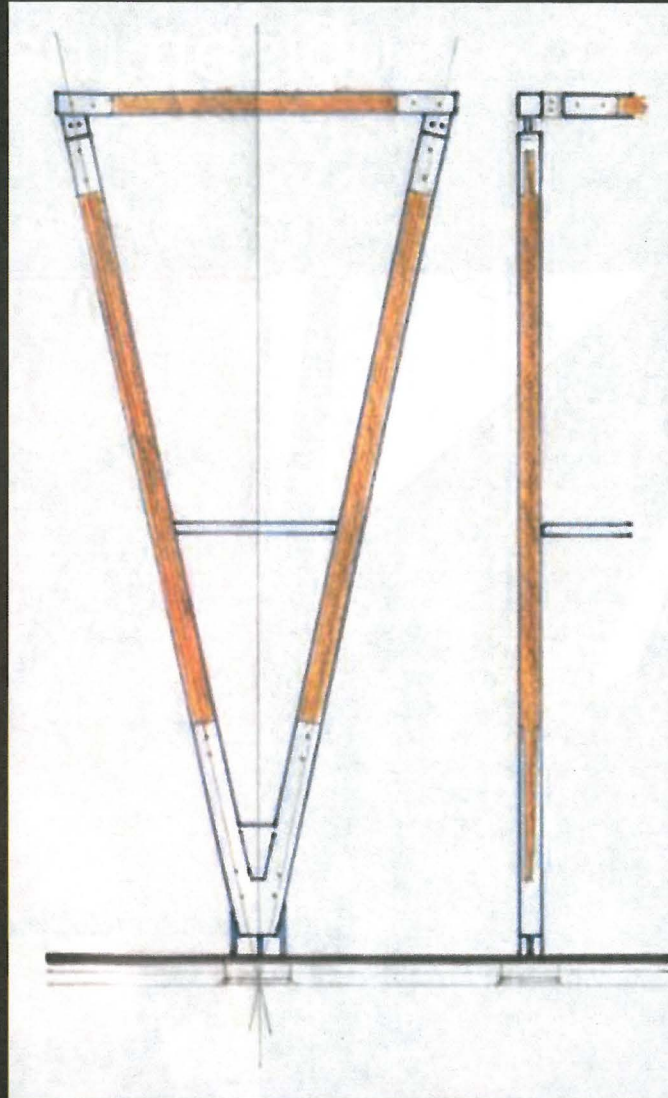
adams street connector



Anchoring Adams Street to the context and materials of the nearby landscape



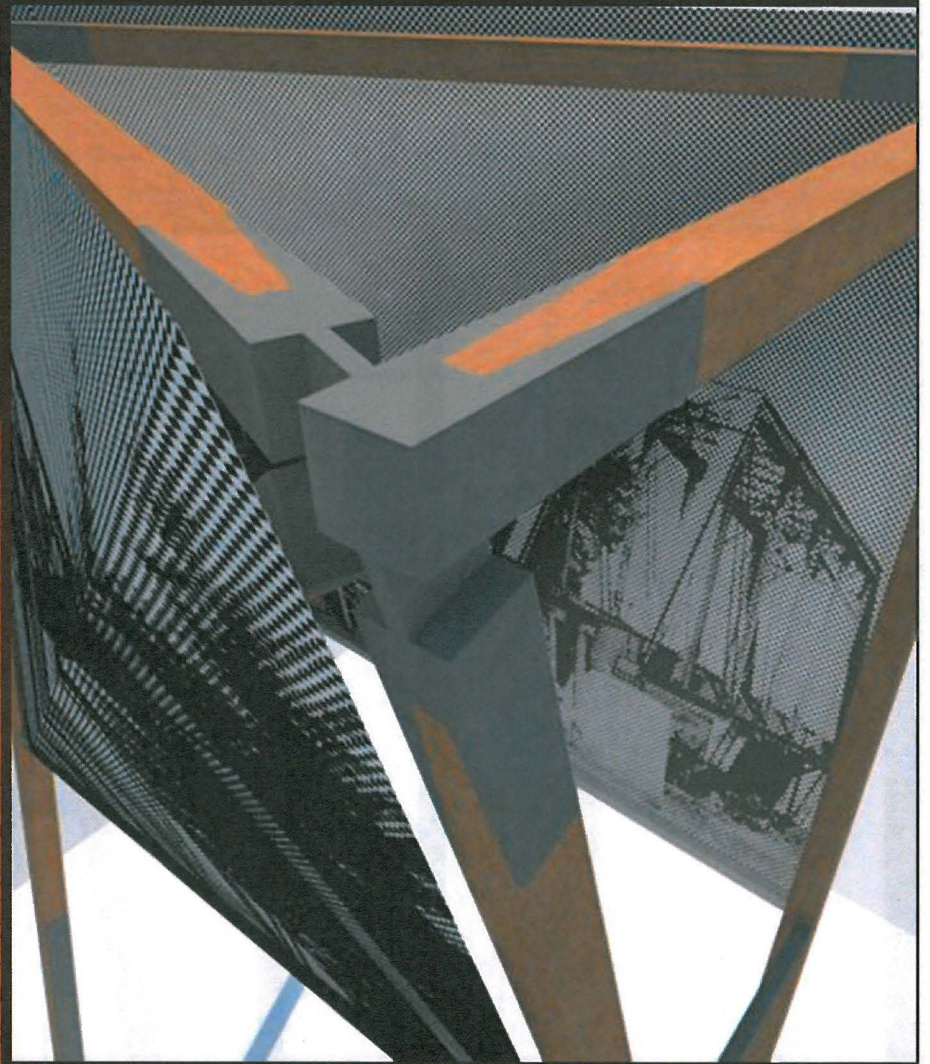
beacon – lantern design



Anchoring the lanterns to the history of Milwaukie's craft industries



beacon – lantern design



Anchoring the lanterns to the history of Milwaukie's craft industries



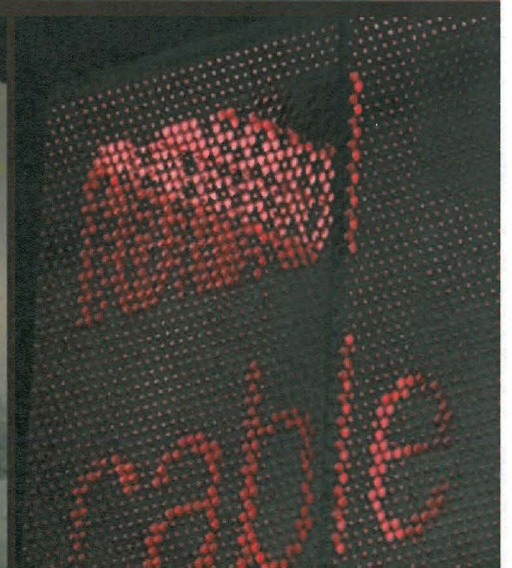
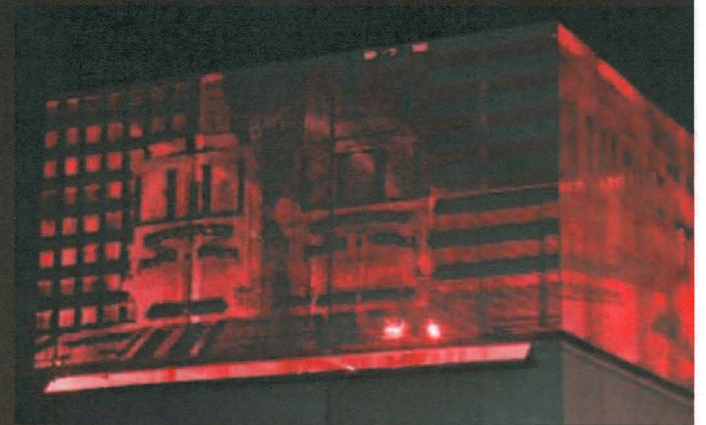
beacon – lantern design



Anchoring the lanterns to the history of Milwaukie's craft industries



beacon – lantern design



Combining lighting, new technologies, and history



beacon – lantern design



To provide both everyday interest, and special seasonal or weekly public event space



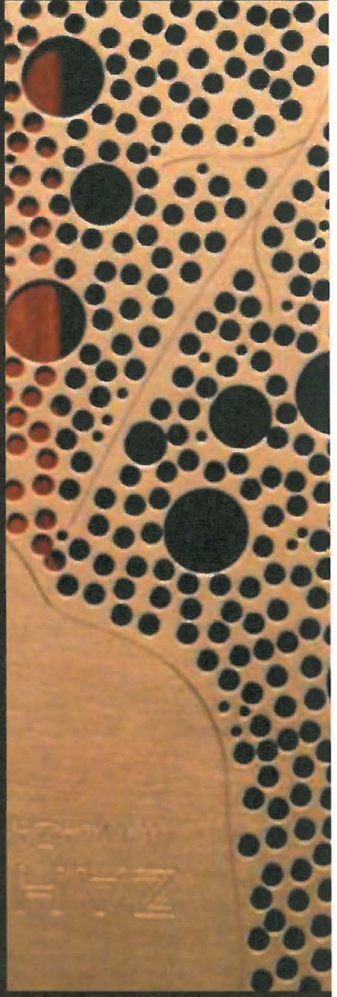
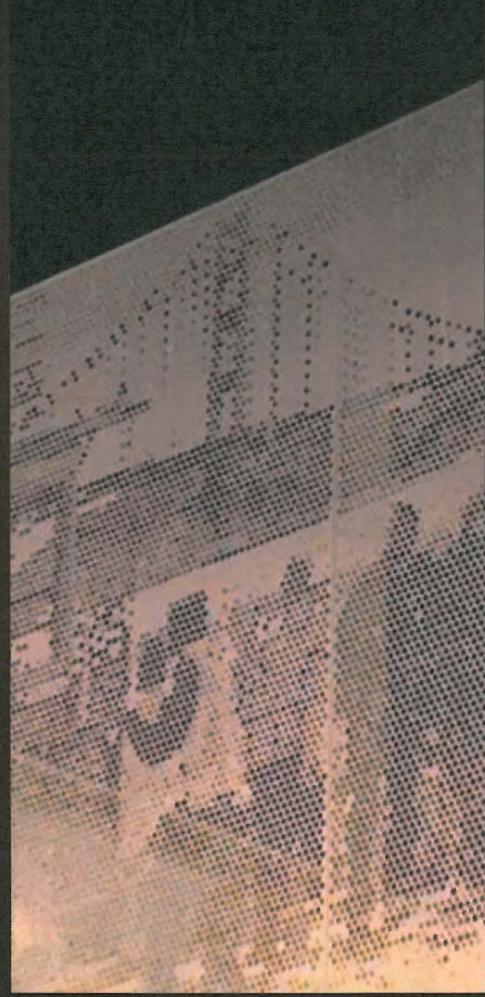
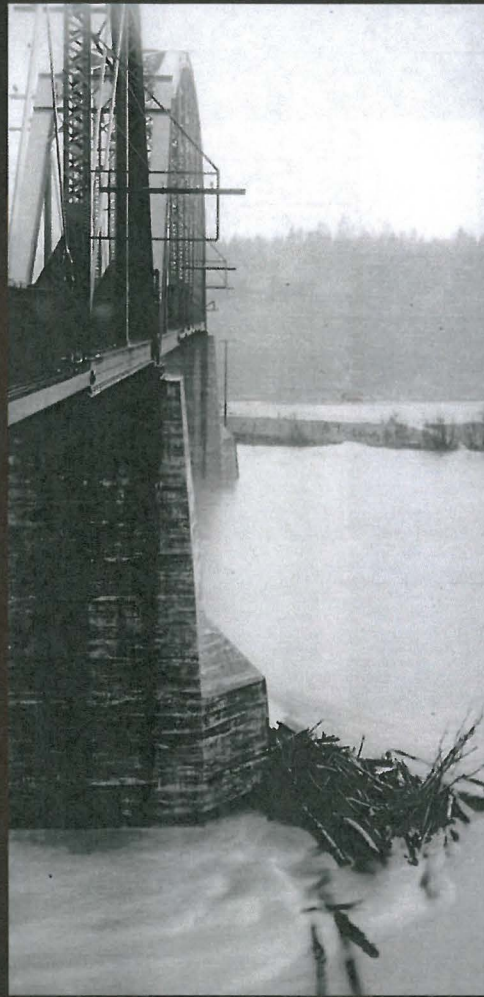
beacon – lantern design



To provide both everyday interest, and special seasonal or weekly public event space



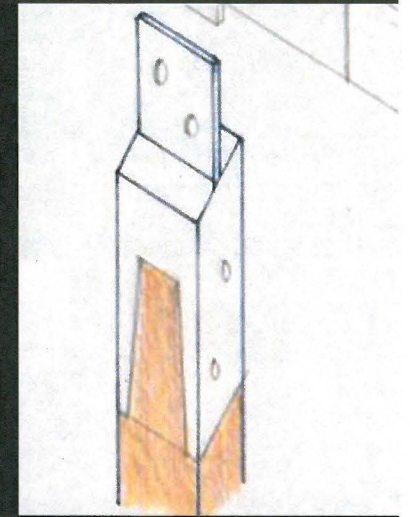
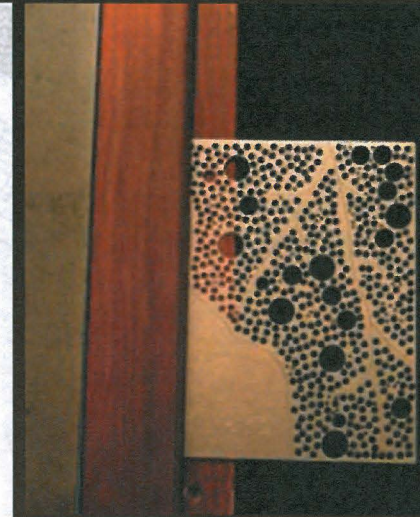
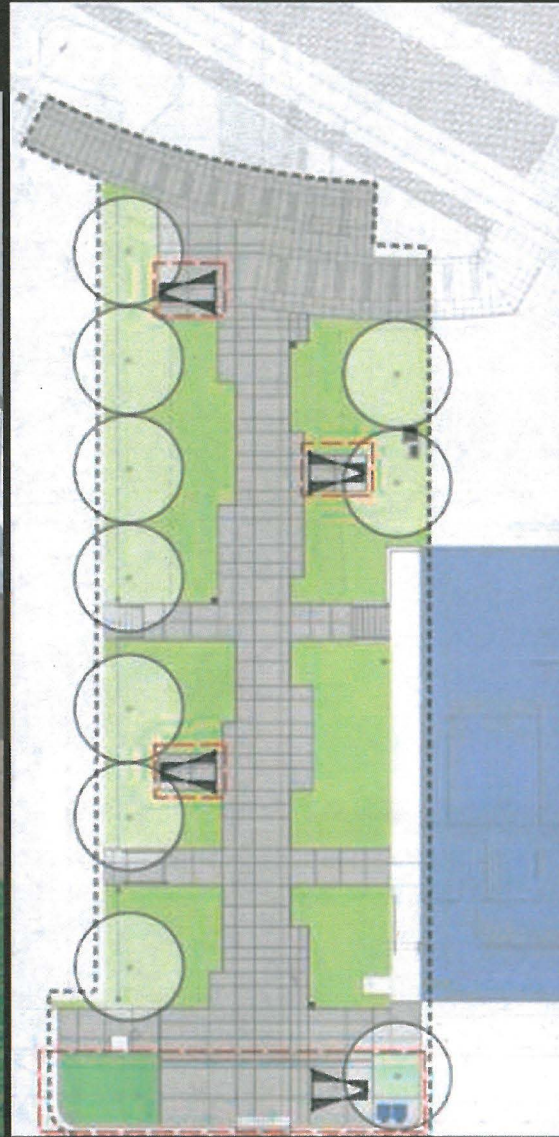
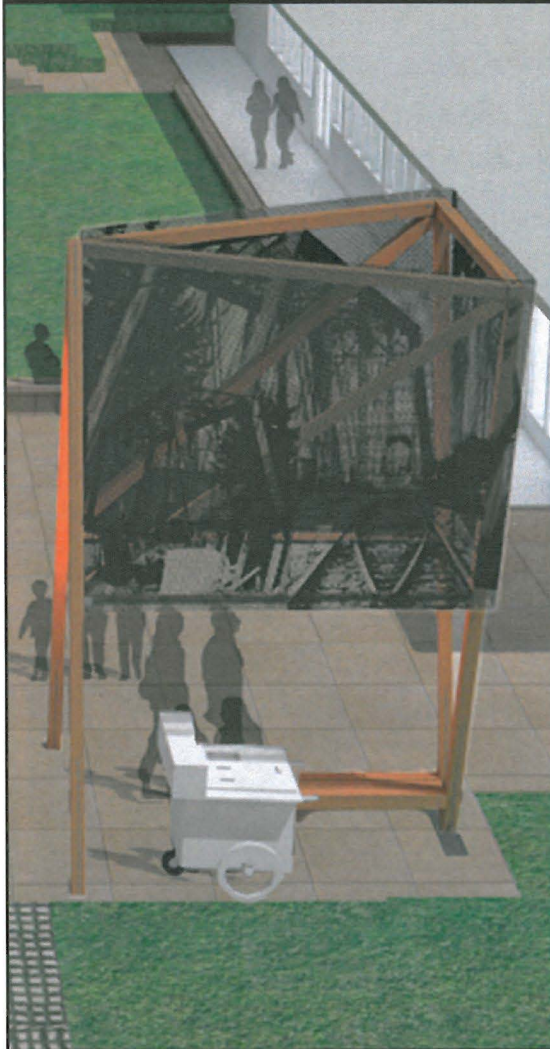
beacon – lantern design



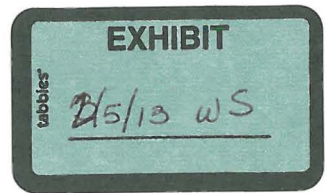
Collected stories of Milwaukie told by the community through images and writing input, reviewed by DLC in spring to select themes, images refined and incorporated on lantern shades



historic image process



questions and discussion



BOARD OF COUNTY COMMISSIONERS

PUBLIC SERVICES BUILDING
2051 KAEN ROAD | OREGON CITY, OR 97045

February 5, 2013

Bruce Warner, Board President, and
TriMet Board Members
TriMet
4012 SE 17th Ave.
Portland, OR 97202

RE: Portland Milwaukie Light Rail Project Scope in Clackamas County

Dear President Warner and Board Members:

As you are aware, last September the voters in Clackamas County overwhelmingly approved Measure 3-401, which now requires voter approval to authorize the use of county resources for public rail transit, including light rail. To comply with this voter approval process, we intend to seek voter authorization at the upcoming May election for items related to the use of resources of Clackamas County and the North Clackamas Parks and Recreation District on the section of the Portland Milwaukie Light Rail line under construction within Clackamas County.

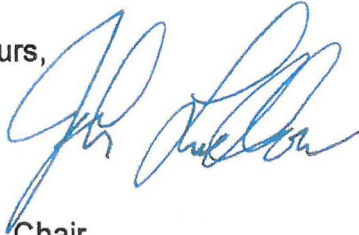
Though we are not certain what the outcome of the vote will be, there is a potential that our voters may not support elements of the project necessary to advance the project all the way to Park Ave. Therefore we ask that you carefully consider any and all alternatives that terminate the project north of Park Ave., either in Milwaukie or at Tacoma Street. We respectfully recognize the aspirations of the City of Milwaukie and its contractual obligations. Additionally we believe it would be prudent to suspend construction operations in the southernmost segment, Clackamas County specifically, until the suggested assessment is completed.

Given the uncertainties of project funding, it might be useful to reconsider the potential to phase the project. This option was discussed in previous briefings with TriMet.

In addition, we are concerned that with funding uncertainty and value engineering, key elements of the project may be cut back. Many assurances have been conveyed to Clackamas County residents that the project would be built with all the amenities described. In good faith Clackamas County conveyed the agreed upon consideration with the full expectation that Trimet would honor the aforementioned amenities. If funding cuts are necessary, it seems logical to consider shortening the alignment rather than compromising the quality of the project.

In light of the conundrum before us all we hope that a solution can be brought forth that is mutually acceptable and ultimately honors the will of the voters of Clackamas County.

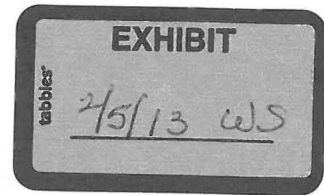
Sincerely Yours,

A handwritten signature in blue ink, appearing to read "John Ludlow", written in a cursive style.

John Ludlow, Chair

On behalf of the Board of Commissioners of Clackamas County and
the North Clackamas Parks and Recreation District.

cc: City of Milwaukie



MILWAUKIE

Dogwood City of the West

Memorandum

To: City Council

From: Steve Butler, Interim Community Development Director
JoAnn Herrigel, Parks and Sustainability Director
Brad Albert, Interim Engineering Director

CC: Bill Monahan, City Manager

Date: February 5, 2013

Re: CD, Parks & Sustainability, Engineering & Planning Active Projects: City Council Update for 2/5/13 Work Session

Parks & Sustainability

- Neighborhood Park Completion
- **Park District cost allocation**
- City swale/median maintenance contracts
- Sustainability Plan
- **Public/Government Access**
- **Milwaukie Riverfront Park**

Engineering

- **Quiet Zone Implementation**
- Citywide Sidewalk Improvement Program (exploring)
- **Stormwater Master Plan**
- State Transportation Improvement Program App
- **Walk Safely Milwaukie Program**
- **17th Avenue Bike/Ped path**

Planning

- Annexations
- **Land Use and Development Review**
- Metro Population/Employment 2035 Forecast Data
- Transportation System Plan Update
- **Tacoma Station Area Planning**
- Light Rail Permitting
- Zoning Code Enforcement
- **“Commercial Core Enhancement Project” Grant**
- Light Rail Urban Design

Parks & Sustainability

Park District cost allocation

The City manager and JoAnn Herrigel will meet with the Director and staff of North Clackamas Parks and Recreation District on February 21st to discuss the District’s funding allocation to parks in Milwaukie. The City recently requested that the District provide us with detail regarding how much of the funding the City is assessed each year by the District is spent in the City.

Public/Government Access

Last week, the City Manager signed an agreement with the Friends of Willamette Falls Media Center (FOWFMC) for the provision of Government and Public Access services through January 2014. FOWFMC is expected to sign the document this week.

Milwaukie Riverfront Park

The City and WES have reached a tentative agreement on an “Exit Only at Washington” access option for the Riverfront Park. The City will submit a memo to WES this week describing the proposed access design and all our assumptions. Dough Waugh, from WES and JoAnn Herrigel plan to set up a meeting with our respective attorneys to begin developing an agreement regarding long term site use and management.

City staff met with the grant administrators for the Oregon Marine Board and the Oregon Parks and Recreation Department last week to review the current Riverfront Park design. Both organizations encouraged the City to apply for funding in April 2013.

Planning

Land Use and Development Review

On February 26th, the Planning Commission will consider a land use application to allow a veterinary office in the building currently occupied by Clackamas Federal Credit Union on Main St. The review is required because the base zone of the property is Downtown Residential, and the proposed use does not conform to the zoning.

Tacoma Station Area Planning

Staff will be briefing the Planning Commission on the Tacoma Station Area Plan at next week's Planning Commission meeting. The project consultants are completing a draft of the plan and associated code amendments, which will be available in the near future. Staff and the project consultant will be back before City Council for another briefing in the coming weeks, and will be scheduling another meeting for stakeholders to review and discuss the plan in late February.

Metro CET Grant for "Commercial Core Enhancement Project"

Following up on the information presented at the last worksession briefing, city staff is working with Metro to refine the CET grant scope and deliverables. Staff expects to return in March discuss the final scope and potential IGA language with Council. If approved, this grant will fund the Commercial Core Enhancement Project.

Planning staff are working with a group of PSU master's students to kick off the public involvement piece of the CCEP. They will be working on broad-based public outreach to inform downtown code and plan revisions, which will be Phase 2 of the project. Council will hear a report from the students in May or June, and the community will likely start seeing some communication from the students in the next couple of weeks.

Engineering

Quiet Zone Implementation

Project design is complete and construction plan set in internal review with Engineering and Operations. Once internal comments are received and the construction plan set is adjusted, staff will start the railroad permitting process. The railroad permitting process usually takes four months to complete. Anticipation of a construction start date is August 2013.

Stormwater Master Plan

Staff held a meeting to discuss the CIP projects. Prioritization of the projects was discussed and a timeline for completing the projects. A staffing analysis was completed and an initial rate study was performed. The consultant will revise the rate study based on the CIP prioritization and timeline for completing the projects. Staff will present the rate study, staffing analysis, and CIP to the CUAB on March 6. Staff will then present a draft of the Master Plan to Planning Commission in a work session on March 26 and to City Council in a work session on April 16.

Walk Safely Milwaukie Program

Engineering staff is currently designing the next project picked by PSAC, the Washington Street crosswalk between Milwaukie High School and St. John's Church. The crosswalk consists of bulb outs on Washington to make the crosswalk shorter and give the pedestrians a higher visibility for automobile traffic. Staff will complete a plan set, send out for bid, and tentatively start construction in May on 2013.

17th Avenue Bike/Ped path

Selected by the region as Clackamas Counties highest priority that was eligible for MTIP funding in 2012, this project received \$2,969,000 in METRO funding. The current proposal designs and constructs a Bike/Ped path similar to that of the Springwater Corridor Trail from Milwaukie Riverfront Park north along 17th Avenue to Ochoco, where it will intersect with the Springwater Corridor in the future. Staff is currently working with ODOT to release an advertisement for proposals that will ultimately conclude in the selection of a design firm that will manage the project for ODOT and the City. Once the design team is selected, they will begin to survey the area to confirm the feasibility of the City's conceptual design that was included within the original application. Next steps for Council will be to agree to two local agency agreements with ODOT. One agreement to provide our commitment financially and another to allow right-of-way services to be performed on the project. Staff expects these agreements to be ready within the next few months.

AGENDA

MILWAUKIE CITY COUNCIL WORK SESSION

FEBRUARY 5, 2013

MILWAUKIE CITY HALL

10722 SE Main Street

A light dinner will be served

1. 5:00 p.m. City Manager's Report Bill Monahan
2. 5:30 p.m. Business Tax/Registration Program Casey Camors
3. 6:00 p.m. Kellogg Good Neighbor Committee Teri Bankhead
4. 6:15 p.m. Adams Street Connector Lantern/Beacon Project Kari Svanstrom 1
5. 6:35 p.m. Adjournment

EXECUTIVE SESSION 6:35 P.M. – 6:45 P.M.

The City Council will meet in executive session pursuant to ORS 192.660(2)(e) to deliberate with persons designated by the governing body to negotiate real property transactions.

Information

Executive Session: The 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 at least 48 hours prior to the meeting.



Agenda Item: WS 4.
Meeting Date: 2/5/2013

COUNCIL AGENDA ITEM SUMMARY

Issue/Agenda Title: Adams Street Connector Lantern/Beacon Project

Prepared By: Kari Svanstrom

Dept. Head Approval: Stephen Butler, Planning Director

City Manager Approval: Bill Monahan

Reviewed by City Manager: 1/24/13

ISSUES BEFORE THE COUNCIL

Briefing on the status of the Adams Street Connector Lantern/Beacon Project and presentation of updated design drawings.

STAFF RECOMMENDATION

N/A

KEY FACTS & INFORMATION SUMMARY

The Adams Street Connector will replace Adams Street between 21st Ave and Main St when that section is closed due to light rail construction in 2013. The baseline project, as well as design of the beacon/lantern component, are currently in design development.

OTHER ALTERNATIVES CONSIDERED

None at this time

CITY COUNCIL GOALS

N/A

ATTACHMENT LIST

Type here

FISCAL NOTES

The baseline project and design of the lanterns/beacons is funded through a \$450,000 Metro grant. Construction of the beacon/lantern component of the project is not part of the baseline funding.



To: Mayor and City Council

**Through: Bill Monahan, City Manager
Stephen Butler, Planning Director**

From: Kari Svanstrom, Associate Planner

Subject: Adams Street Connector Lantern/Beacon Project

Date: January 29, 2013 for February 5, 2013 Work Session

ACTION REQUESTED

None, this is a briefing for discussion only. No action is required for this project at this time. Staff will return to Council in late spring 2013 with construction bid documents per Council direction at its October 2, 2012, meeting.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

- **January 2013:** Staff reviewed the Adams Street Connector Lantern/Beacon project with the DLC for input to staff on the design of the lanterns and the historic image selection process staff is proposing. The project was well received by the committee.
- **October 2012:** The City Council authorized staff to proceed with the Adams Street Connector project, which is a South Downtown Plan implementation measure. This project received a Metro grant (\$450,000) to complete the 'baseline' Adams Street Connector project.
- **September 2012:** City Council adopted Resolution 51-2012 regarding betterments in the Main Street light rail station area.
- **June 2012:** The annual Capital Improvement Program was adopted by City Council by Resolution 33-2012, which included the Adams Street project.
- **September 2011:** South Downtown Concept Plan was adopted by City Council by Resolution 82-2011.

BACKGROUND

The South Downtown Concept Plan was developed by Walker Macy in 2010 with the input of a number of community stakeholders as part of the planning for the area around the Main St light rail station. The plan was adopted by City Council in September 2011 (Resolution 82-2011). The

transformation of Adams Street into a pedestrian and bicycle walkway that connects the light rail station to Main Street and a future plaza at Main and Adams is an essential component of the South Downtown Plan. This lane is envisioned as a pedestrian-friendly linear plaza that can be used as an event space for community celebrations, farmer's markets, and other events.

The Adams Street Connector (ASC) is the key connection between Main Street and all its businesses, and the downtown light rail station and all its pedestrians. This portion of Adams Street also becomes the "front door" of Milwaukie for the thousands of people who will be riding MAX into Milwaukie and considering visiting the town.

The concept of the ASC is to take advantage of the street closure resulting from light rail, and implement the pedestrian way called for in the South Downtown Concept Plan. Rather than viewing the project as a simple infrastructure upgrade, staff went back to the South Downtown Preliminary Implementation Plan to attempt to achieve as many implementation measures as possible from this one project. These include:

- Providing a venue for community groups to hold events in downtown, either in conjunction with existing events (homecoming at Milwaukie High School, First Fridays, etc.) or new community events.
- Organizing and inspiring South Downtown property owners to improve their properties to uses that support more pedestrian activity more hours of the day.
- Making Dogwood Park more attractive and useful.
- Preparing and installing signage that identifies Milwaukie's past, present and future vision and features.
- Working to bring events and activities to the area and featuring its importance by installing lights, artwork or landscaping features.

Metro awarded the project \$450,000 in regional flexible transportation funds, and city staff convened a design team to come up with ideas for improving the public right-of-way as envisioned in the South Downtown Plan, while respecting the parking and other needs of the adjacent property owners. Walker Macy, the landscape firm that helped the City complete the South Downtown Concept Plan, and DAO Architecture, formed the core of the design team. This grant funds a 'baseline' of improvements along Adam's Street that include the pedestrian street improvements, basic landscape and lighting between the station/Tri-Met improvements and the east portion of Main Street.

City staff is working to find additional funding, through other grants and fund-raising, for additional improvements, including 'lanterns' or 'beacons' envisioned as part of the heritage/legacy walkway. The team is designing the project so that, if funding isn't available for these additional improvements at the time of bid, the enhanced amenities can be incorporated into the project once built as a later phase improvement.

Baseline Improvements

The baseline improvements include a 12 foot pedestrian promenade that ties in with the new sidewalks on 21st Ave being built by Tri-Met, and provides a linear plaza for bicycles and pedestrians down to Main Street. New landscaping, seating areas, and ADA access to properties to the north and south of Adams Street are included in the baseline

improvements. These improvements remove the existing on-street parking on Adams Street.

City staff is exploring the potential to integrate stormwater treatment facilities into the design at the eastern and western sides of Main St, which would help procure funding for improvements in the area where the ASC meets Main Street.

Upgrades

The key upgrades for the full build-out project are the inclusion of sculptural lanterns in the seating areas and extension of the street features across Main Street into Dogwood Park, which would create a visual marker for the station area on Main Street and begin to create the public plaza described in the South Downtown Plan.

Lanterns

One of the distinguishing features of the full build-out project is the series of illuminated sculpture pieces – lanterns or beacons that would be a visual cue in the landscape, especially in the evening. The lanterns would mark the seating areas and gathering spaces along Adams Street and, perhaps more importantly, would be a strong place-making element to signal to downtown visitors. They will invite those arriving at the rail station to venture into downtown Milwaukie to explore our businesses, waterfront, and community.

The lantern design pays homage to the history of Milwaukie in two ways – through the design and construction of carefully crafted wood and metal frames, and through a series of images that will wrap around three sides of the lanterns that present the ‘story of Milwaukie’. The design is inspired by some of the historic structures along Milwaukie’s waterfront, including the railroad trestle that crosses the Willamette River near the site.

The lantern frames will include a combination of welded plates and cast caps and pins that connect 6x6x20 hardwood members (ipe) to form the frame of the lantern. The cladding is proposed to be stainless steel perforated panels with perforations punched into the panels to form historic images of Milwaukie. The lanterns will be internally lit with LED lights along the lower internal frame. The color of these lights can be changed to provide different atmosphere in coordination with city and community events, such as homecoming, harvest festivals, Independence Day and other celebrations. The images on the lanterns will be visible at all times, but will have a different character when they are lit and unlit, and from daytime and nighttime, thus providing a variety of ambiances for the community to experience and enjoy.

Images and themes for the lanterns/beacons will be chosen through a community input process. Staff, with assistance from members of the DLC, is gathering historic images which will form a survey that will be on the city’s website as well as distributed to the city’s neighborhood associations. The survey will ask community members to select which images they feel best tells the story of Milwaukie and to write a paragraph or two telling that story in their own words. This input will be summarized and presented to the DLC (tentatively set for April) for final selection of the themes to be shown on the lantern panels, while the stories will be collected into a community art/history project that can be curated in a number of ways (city website, etc.).

Given the 'landmark' status the lanterns are likely to create and their historic content, staff felt it was appropriate to review the project with the Design and Landmark Committee for their input. Staff presented the project and the proposed image selection process at the January DLC meeting, where the lantern/beacon design and the historic image and "Milwaukie stories" component were well received.

CONCURRENCE

The ASC project is a City of Milwaukie capital improvement project, adopted by the Milwaukie Council by Resolution 33-2012 in June 2012. The Engineering Department has been involved with the conceptual design and is managing the design development and construction phases. The major adjacent property owner, the Shipley/Buchwalter Trust, has reviewed the proposed design and is supportive. In fact, the ASC project has inspired that property owner to consider redevelopment options near the site. Metro, the funding agency, concurs with the project and attests that it is consistent with the grant award that will be funding design development and construction. TriMet has been involved to insure that the ASC project can effectively tie in to the light rail project without compromising any aspect of that project, including the Adams Street Crossing Order issued by ODOT.

FISCAL IMPACTS

The base Adams Street Connector project design and construction is funded through a \$450,000 Metro grant. The grant is also funding the development of the lantern design through the "Design Development" phase. This phase will be complete in February, at which time the estimated cost for the lanterns will be known. Construction documentation as well as the construction of the lanterns is currently unfunded with the exception of the in-ground electrical infrastructure and footings. Staff and Karen Whitman Projects, a consultant, are pursuing a number of different funding venues, including regional grants and private sponsorship. Staff is coordinating this project with the Riverfront Park's fundraising campaign to ensure the two efforts are distinct and separate.

Maintenance of the ASC will be handled in the same manner as the City Hall sculpture park and Jackson Street improvements. Materials that are no- or low-maintenance are being used for the lanterns, landscaping, and paving to minimize maintenance costs (ironwood, stainless steel, LED lighting, low-maintenance plantings).

WORK LOAD IMPACTS

Engineering continues to manage the overall Adams Street Connector project, which is handling bidding and contract management for the design and construction phases. The workload impact of the lantern component requires approximately .1 FTE from Planning staff through April, as Planning staff has taken over work on the lanterns previously being done by the Community Development Department.

ALTERNATIVES

No alternatives at this time.

ATTACHMENTS

1. South Downtown Preliminary Implementation Strategy
2. Adams Street Connector Presentation

South Downtown Preliminary Implementation Plan

Adoption of the South Downtown Concept Plan is an important step for the City of Milwaukie, but it is just the first step. The preliminary plan will not, on its own, accomplish anything contemplated in the Plan. What follows is a proposed list of tasks for the Planning and Community Development departments to pursue over the coming year to move the South Downtown Concept toward reality.

Amendments to Planning and Transportation Policies

The essential elements of the South Downtown Concept Plan must be either required or protected by regulation, or alternatively, allowed by the zoning code so builders have the freedom to make decisions that support the vision. Planning staff must determine what to require, what to protect, and what to allow under a new zoning code for the area. Amendments will be required to the Zoning Code and Map, Downtown Design Guidelines, Transportation System Plan, Comprehensive Plan, and Public Works Standards.

Downtown and Riverfront Land Use Framework Plan

The South Downtown concept is in keeping with the most important elements and guiding principles of the Downtown Plan: create a mixed-use, people-oriented, lively place with connections to the waters and community gathering places. There are, however, key differences between the vision for the study area and the current Downtown Plan: a live/work neighborhood instead of an “Arts and Entertainment Anchor”, many smaller buildings instead of one large campus. Therefore, some pages of the Framework Plan will need to be updated to incorporate the South Downtown Concept, particularly the location of the plaza, the circulation plan, and the light rail station location.

Zoning Map

Planning and discussion to date has been focused on the South Downtown study area (outlined in blue in the map). All of this area is currently zoned for Downtown Office.

The South Downtown study area should be rezoned from Downtown Office to another zone (e.g., Station community, South Downtown, etc.) to allow the City to apply special regulations to this area. A new approach to zoning regulations will be necessary to enable implementation of the ideas in the South Downtown Concept Plan.

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



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

Spatial Areas within the Zone

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

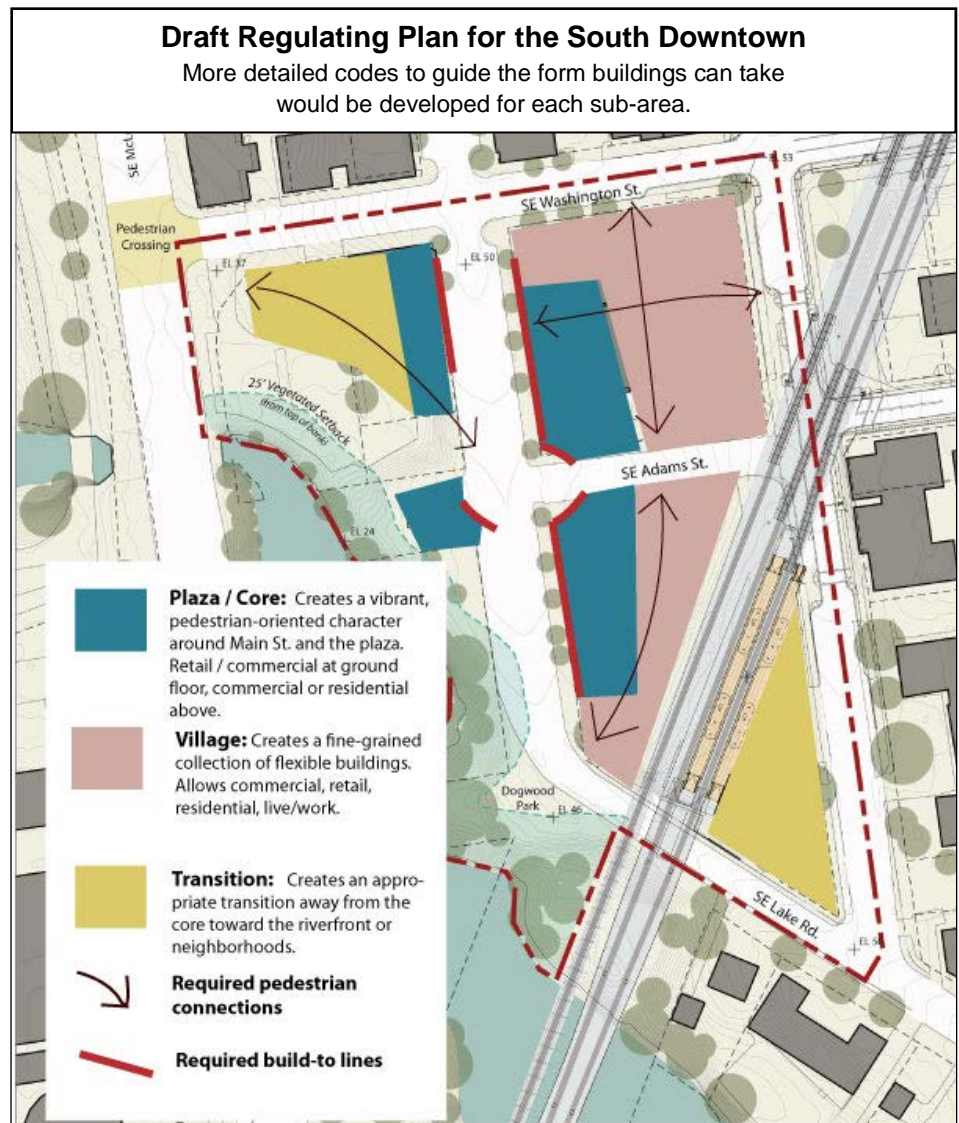
How the Zoning Code Could Shape Development

Staff is investigating ways to change the zoning map and code to enable implementation of the South Downtown Concept. Form-based zoning, generative codes, and menu-based design standards are potential zoning tools.

However, it is evident that many of the most important ideas in the South Downtown concept *cannot* be implemented through the zoning code, but rather through changes to public spaces, actions by existing property owners, and voluntary decisions made by builders and future occupants. One of the key challenges ahead will be to define what essential elements must be required or protected by regulation, and to what degree the zoning code should provide freedom for builders to make future decisions.

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

- Require active, non-residential uses at the ground level of the buildings fronting the plaza.
- Allow a broad array of uses, such as retail, office, live/work, residential, and food carts, to maximize the potential for continuous activity near the station.
- Require that buildings be built to a specified line along Main St and around the edge of the plaza
- Keep the requirements simple and easy to implement on small-scale projects. Perhaps standards are looser for small buildings, and more stringent for larger buildings.



- Develop a menu-based approach that pushes developers toward human-scale articulation and preferred materials. Elements to be addressed include:
 - Ground-floor windows
 - Private outdoor spaces
 - Building materials
 - Building articulation
 - Roof form

Understanding Traffic

In the course of rezoning the area, the City will need to assess how the proposed changes to the type and intensity of the proposed development would impact the transportation system. Though the intent of the project is to result in a more human-scaled development (as opposed to auto-oriented), the City should understand the range of impacts that could occur to the transportation system, and specific mitigation measures (e.g., traffic signals) that might be triggered by new development.

Public Spaces

The Concept Plan establishes a clear framework for the circulation and character requirements for the public streets and gathering spaces in the South Downtown area. Though these streets, alleys and plazas may be constructed by different entities (potentially with development, as part of the light rail project, or by the City as a capital project), the City will have to amend its plans to allow the vision to be designed and constructed. Amendments and new standards will be required to enable implementation of the public spaces identified in the Concept Plan, including the following:

Transportation System Plan

- Reclassify Main Street west of 21st Ave. from an Arterial to a Local street.

Public Works Standards (changes to the Downtown Public Area Requirements streetscape plan)

- Add a new street cross-section design for Main Street west of 21st Ave. for a 2-way, pedestrian-oriented street.
- Change the street designs for Main Street south of Washington Street, and Adams Street west of 21st Ave.
- Add standards necessary to allow/require the plaza to be built in the public right-of-way. Remove the standards that require the plaza to be built on the block between Jefferson and Monroe Streets.

Community Development

Although the Planning and Zoning Code Amendments will take many months to prepare and adopt, there are a series of “small moves” that can be undertaken by the Community Development Department to begin to achieve the South Downtown vision even in the very short term. The singular need of the area is to have more people spending more time in it, on foot. The City should look to accomplish anything that can be done to transition the area into more of a destination. Some ideas that the City is currently considering include:

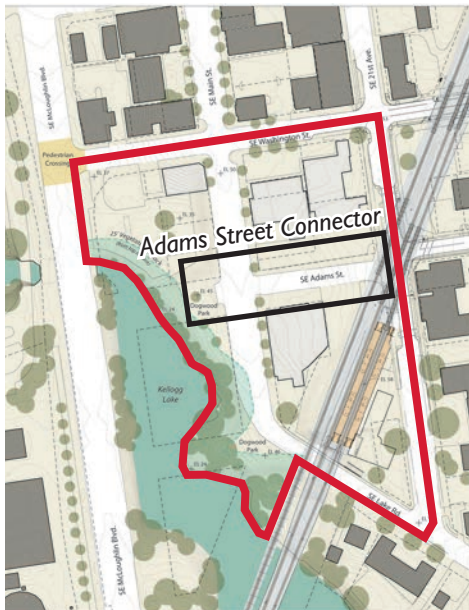
- Identifying a location and vendors to entice food carts to the area.

- Helping Celebrate Milwaukie, Inc. to establish a mid-week Milwaukie Farmers' Market that would use the South Downtown location.
- Organizing and inspiring the three private property owners in the South Downtown to convert their properties to uses that support more pedestrian activity more hours of day.
- Accomplishing the joint development project with TriMet on the Triangle Site (the Train Station Building).
- Studying ways in which Dogwood Park can be made more attractive and useful and implementing low-cost landscape design improvements.
- Engaging the public in a refined study of the plaza, using paint and/or other means to better understand its future shape and location.
- Continuing efforts to attract an anchor office user (potentially Dark Horse Comics) to one of the three viable development sites.
- Piggybacking off of the light-rail construction to "adopt" restoration of the north bank of Kellogg Lake as a city priority, and organizing restoration activities in collaboration with the North Clackamas Urban Watersheds Council.
- Designing the new Adams Street Pedestrian Way between Main Street and 21st (and coordinating construction with light rail project)
- Preparing and installing signage that identifies the future vision and features of the South Downtown area.
- Working with Celebrate Milwaukie Inc. or other booster groups to bring programming to the area and featuring its importance by stringing lights along the street, installing temporary art exhibits or landscaping feature.

Two projects related to the South Downtown plan should be prioritized in the Community Development area, even if they can't be characterized as "small moves." These are the completion of the Kellogg-for-Coho Initiative, and installation of the bike/ped bridge over Kellogg Lake underneath the light rail structure. These projects both deal with Kellogg Lake, which for decades, has been the barrier that separates the South Downtown from Island Station and points south. Staff is hopeful that ongoing relationships with TriMet, ODOT and others will result in the successful implementation of these two projects, without which implementation of the South Downtown Concept Plan will suffer.



Existing and Future Civic Improvements



Study Area



Concept Plan

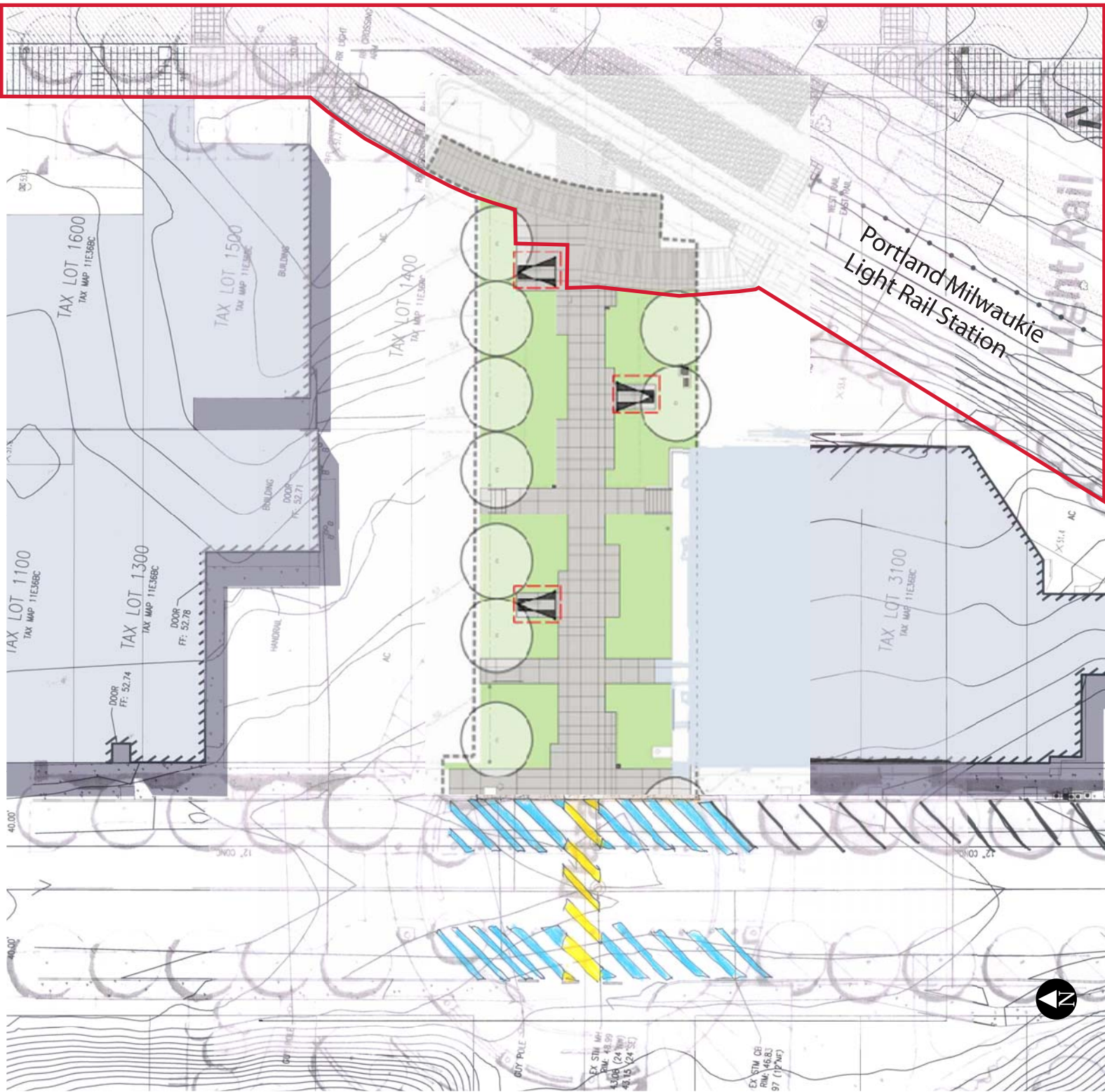


Artist's rendering of the proposed plaza at the intersection of Main Street and Adams Street: the Heart of South Downtown Milwaukee.

Portland Milwaukie Light Rail Project



Artist's rendering of the proposed Tri-Met Station Platform and Railroad Crossing at the East end of Adams Street looking South.



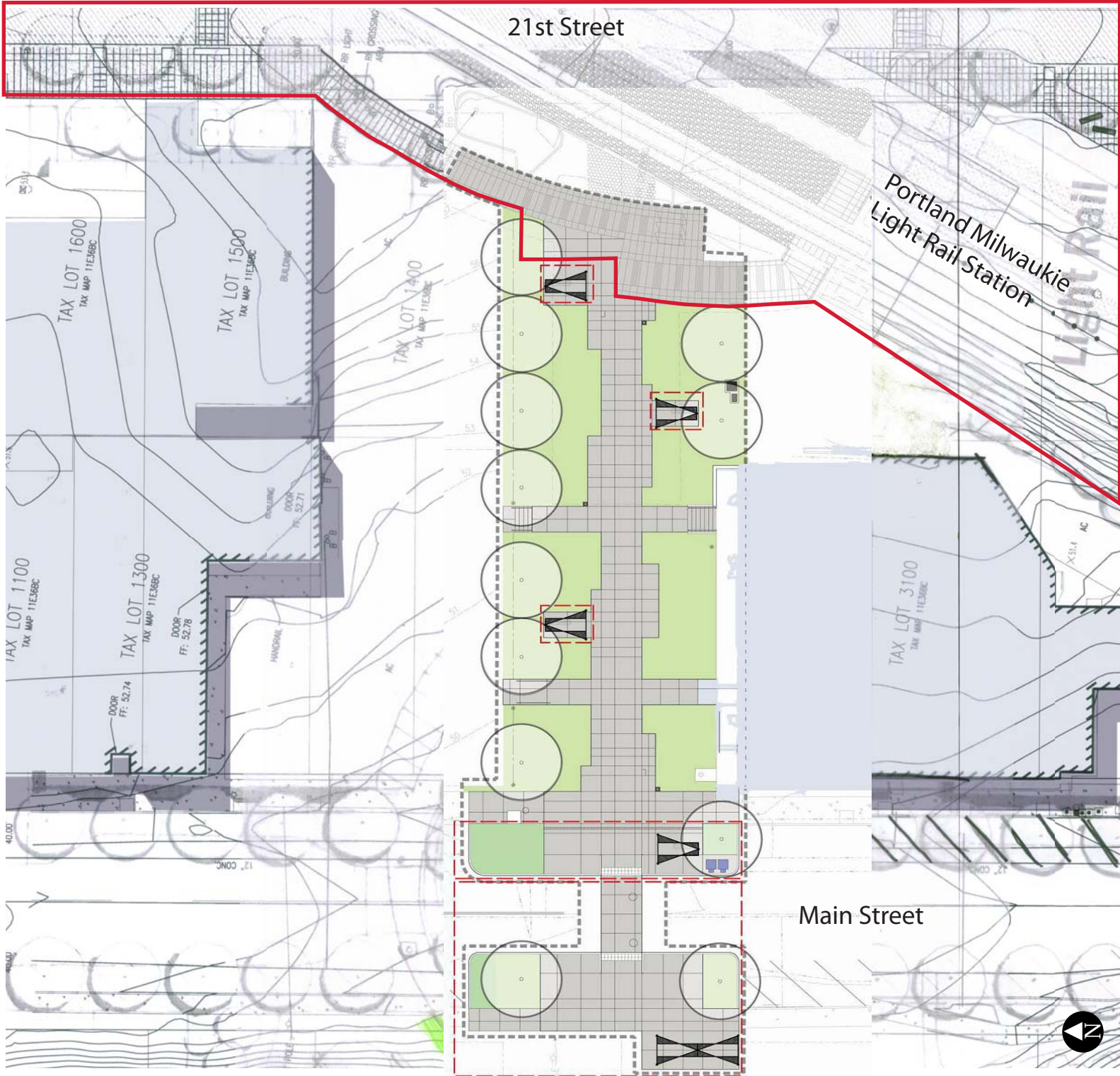
BASE PROJECT

The Base Project includes all the essential elements of the full project, but limits the development to the area between 21st Ave and Main Street.

The plan includes:

- 12' wide multi-use pedestrian/bicycle path between Main St and Light Rail Station
- 10 new angled parking stalls along Main Street (changed to two-way traffic)
- Multi-use plaza gathering areas along path at beacons/lanterns
- New landscaping
- 4 seating niches with beacon/lanterns
- Beacon/lantern pavilion West of Main Street

WS Page 12 **\$450K TOTAL METRO GRANT**



FULL BUILDOUT

The Adams Street Connector provides a new compelling pedestrian path from Main Street to the Portland Milwaukie Light Rail Station. The former Adams Street will be re-purposed into a place for people with seating niches, iconic lanterns/beacons, and small multi-use plazas.

The plan includes:

- 12' wide multi-use pedestrian/bicycle path between Main St and Light Rail Station
- 4' reinforced turf paving shoulders allowing emergency vehicle access
- 10 new angled parking stalls along Main Street (changed to two-way traffic)
- Multi-use plaza gathering areas along path at beacons/lanterns
- Speed table and curb extensions at Main Street intersection
- New landscaping
- 4 lanterns/beacons East of Main Street
- Beacon/lantern pavilion West of Main Street
- Multi-use plaza area in park