



Work Session

WS

Milwaukie City Council



MILWAUKIE CITY COUNCIL WORK SESSION

City Hall Conference Room
10722 SE Main Street
www.milwaukieoregon.gov

AGENDA NOVEMBER 1, 2016

A light dinner will be served.		Page #
1.	4:00 p.m. South Downtown Plaza Concept Plan Staff: Alma Flores, Community Development Director	1
2.	5:00 p.m. Milwaukie Municipal Code (MMC) Chapter 3.15 Additions Staff: Alma Flores, Community Development Director	58
3.	5:30 p.m. Adjourn	

Meeting Information

- The time listed for each item is approximate; the actual time each item is considered may change due to the length of time devoted to the previous item. The Council may vote in Work Session on non-legislative issues.
- Executive Sessions: The Milwaukie City Council may meet in executive session immediately following adjournment pursuant to ORS 192.660(2).
 - All Executive Session discussions are confidential and those present may disclose nothing.
 - 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.
 - Executive Sessions may not be held for the purpose of taking final actions or making final decisions.
 - Executive Sessions are closed to the public.
- For assistance/service per the Americans with Disabilities Act (ADA), please dial TDD 503-786-7555. During meetings the Council asks that all pagers and cell phones be set on silent mode or turned off.



MILWAUKIE CITY COUNCIL
STAFF REPORT

Agenda Item: **WS 1.**
Meeting Date: **11/1/16**

To: Mayor and City Council
Through: Ann Ober, City Manager
Subject: **South Downtown Plaza—next steps**

From: Alma Flores, Community Development Director
Date: October 19, 2016

ACTION REQUESTED

No action requested. Listen to a presentation given by staff on the steps being taken toward the development of the South Downtown Plaza.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

On **September 6, 2011** a resolution was passed to adopt the South Downtown Concept Plan.

BACKGROUND

In an effort to implement the South Downtown Concept Plan, the Adams Street Connector portion of the plan was constructed with general fund dollars and a grant from Metro in 2015.

Since that time, efforts have been made toward the development of the Harrison and Main Street site (formerly the Texaco Site); however, in order to move forward, the future home of the Sunday Farmer's Market will need to be resolved. The South Downtown Concept plan had a full plaza design that incorporated redevelopment in the area. Staff, at this time, believes that we could develop the plaza without encroaching on private property and will need a 30 percent design plan with the amended design to move us toward the implementation of the plaza construction.

CONCURRENCE

Community Development Director, Planning Director, and Engineering Director concur.

FISCAL IMPACTS

Unknown at this time, but we expect quotes from potential bidders at the end of the month. Preliminary quotes for the 30 percent design work are between \$30,000 to upwards of \$100,000. This quote does not include the actual construction of the plaza. The Capital Improvement Plan has allocated \$340,000 for the project; however, that cost is using 2010 construction costs. The construction price is likely to be higher.

WORK LOAD IMPACTS

Contract project management work to be done by Community Development staff.

ALTERNATIVES

Not to develop the South Downtown Plaza.

ATTACHMENTS

1. South Downtown Concept Plan



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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1 INTRODUCTION & PROCESS

INTRODUCTION

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

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

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

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

PLANNING PROCESS

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

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

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



Joe Loomis



Neil Hankerson and Eric Shawn

Planning Timeline

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] [Green Circle] [Blue 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.



2 CONTEXT

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

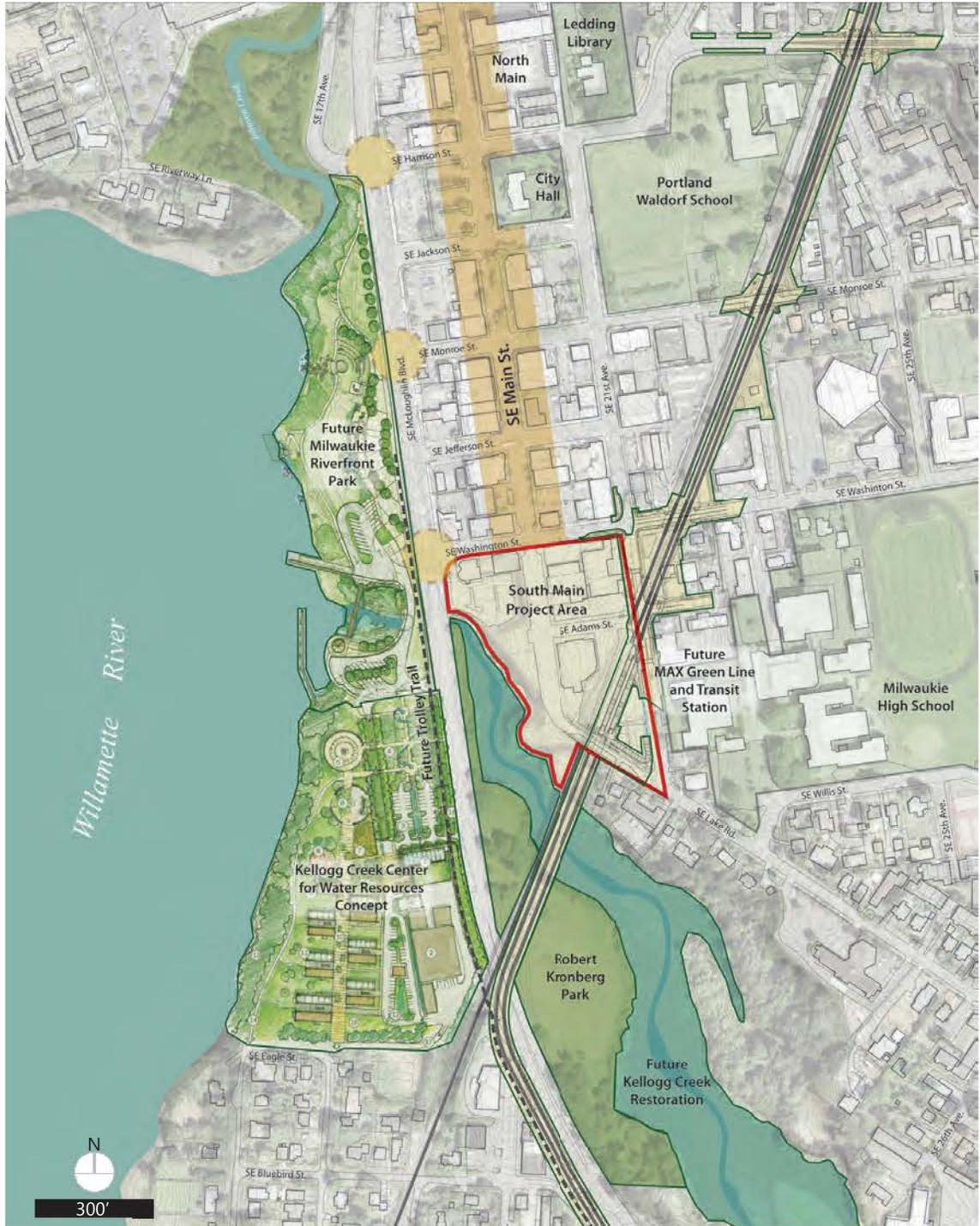


The Walker Macy team undertook several exercises on the way to a refined concept plan. The team did a detailed review of the South Downtown area, noting conditions such as floodplain elevations and railroad setback requirements.

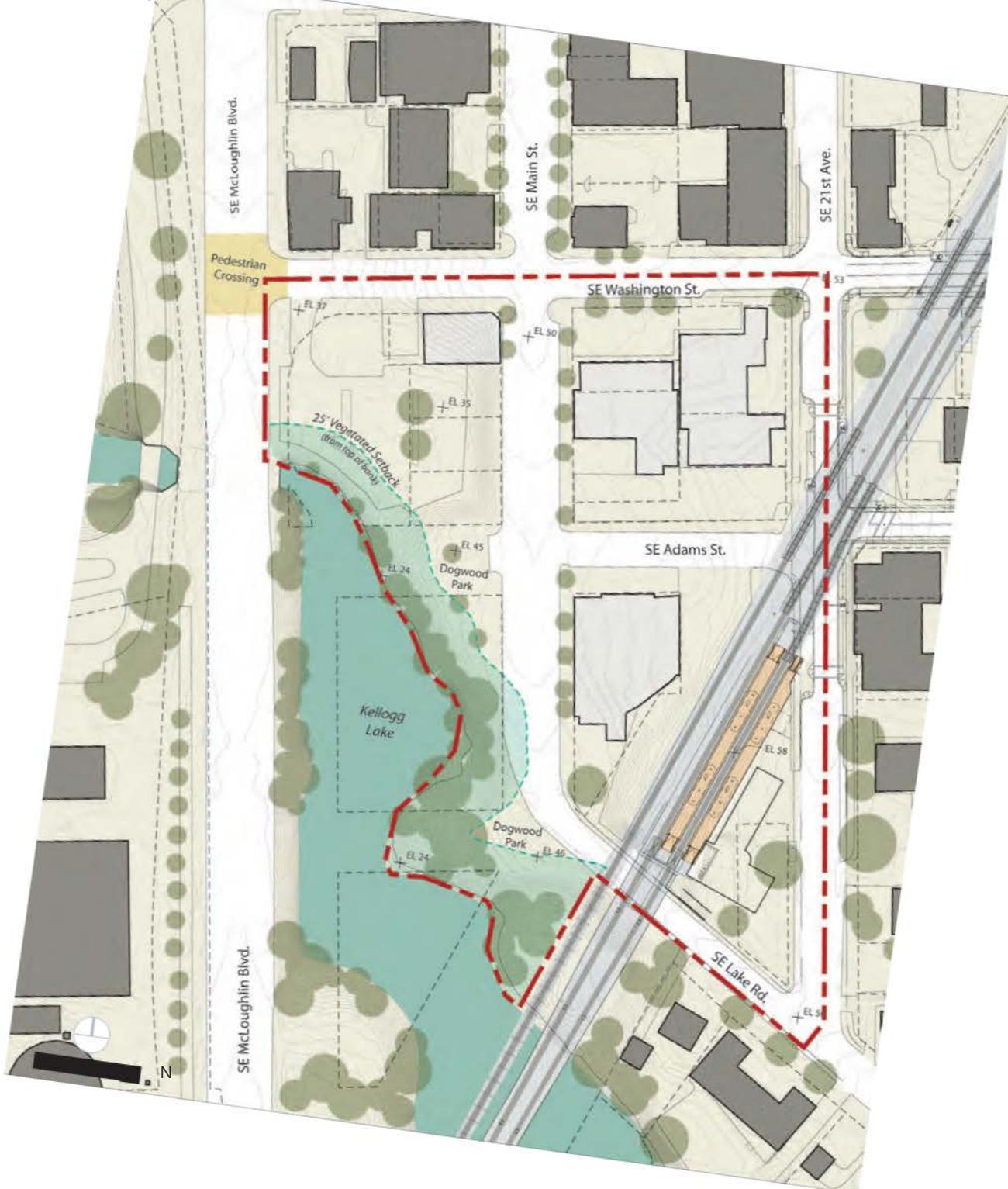
The diagrams on the following pages were developed during a detailed analysis of the study area. The study area is situated within an incredible confluence of urban amenities and proposed improvements. These include:

- 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.

Existing & Future Civic Improvements



Study Area



Parcel Framework



Existing Conditions



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



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



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



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



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



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

Existing Built Character

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



Existing building footprints and lot patterns in downtown.



Numerous historic structures help define the character of downtown Milwaukie.



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

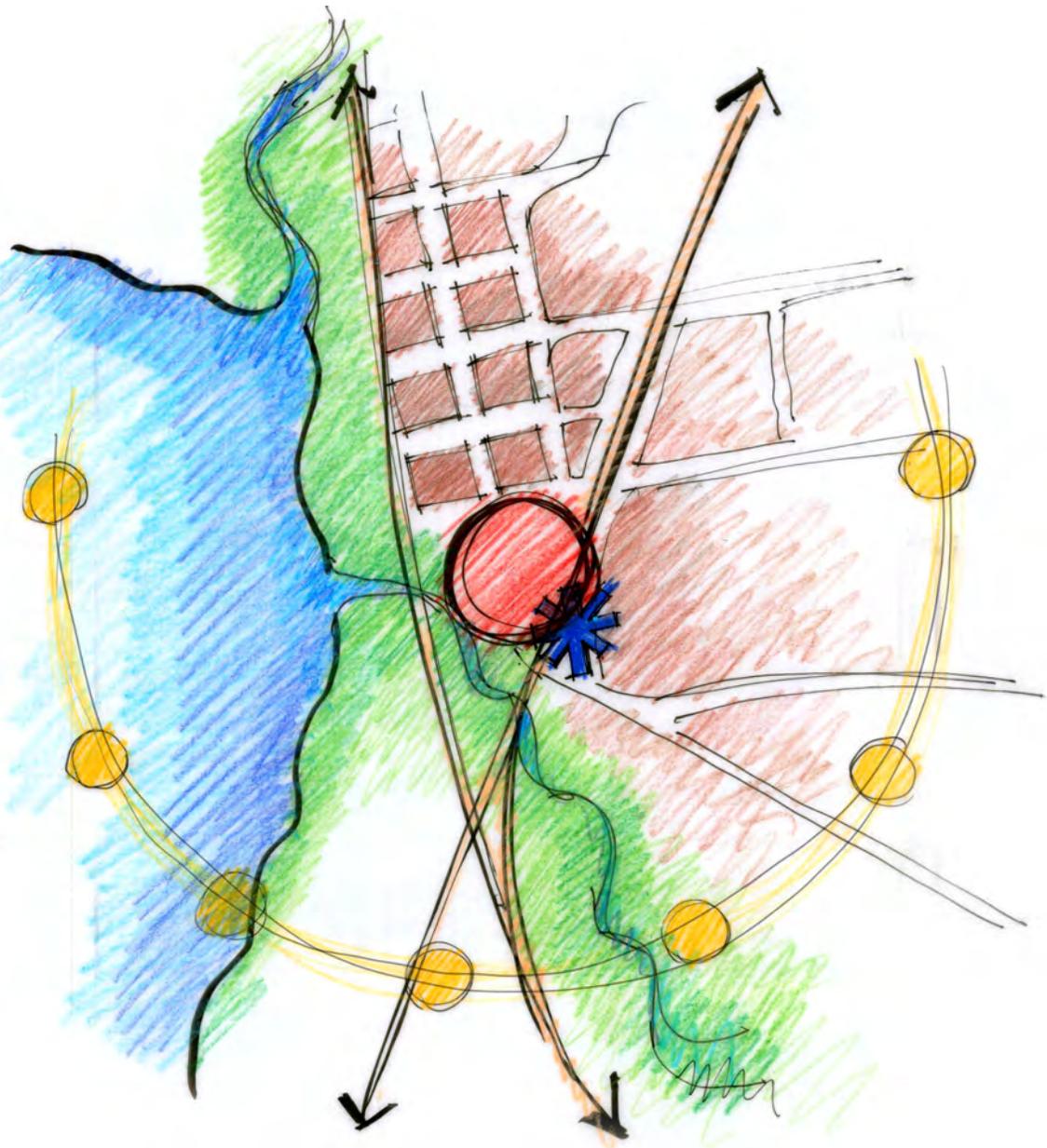


Main Street features several buildings with good street-level storefronts, wide sidewalks and outdoor seating.

Context Summary

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

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



3 DEVELOPMENT ADVISORS

DEVELOPMENT ADVISOR RECOMMENDATIONS

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

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

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



Development Advisors and consultants touring the area

General

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

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

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

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

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



Development Advisors' workshop

Current Economics

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

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

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

Potential Catalysts

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

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

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

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

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

Discussion of Patterns and Proposed Adjustments

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

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

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

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

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

Urban Design

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

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

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

Architectural Character

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

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

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

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

Implementation Mechanisms

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

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

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

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

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

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

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

4 CONCEPT

Alternatives

Preferred Concept

Plaza

Farmers Market

Streets

McLoughlin Bridge

Natural Connections

Light Rail

ALTERNATIVE CONCEPTS

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

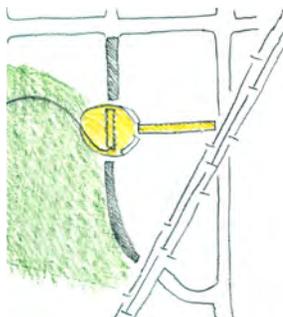
All three alternatives featured a plaza in the South Downtown, although the Walker Macy team felt that the plaza should be located near the intersection of the existing Adams and Main Streets. This location was seen as the center of the area, given its proximity to the north end of the light rail platforms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

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

Alternative A

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

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



Planning diagram

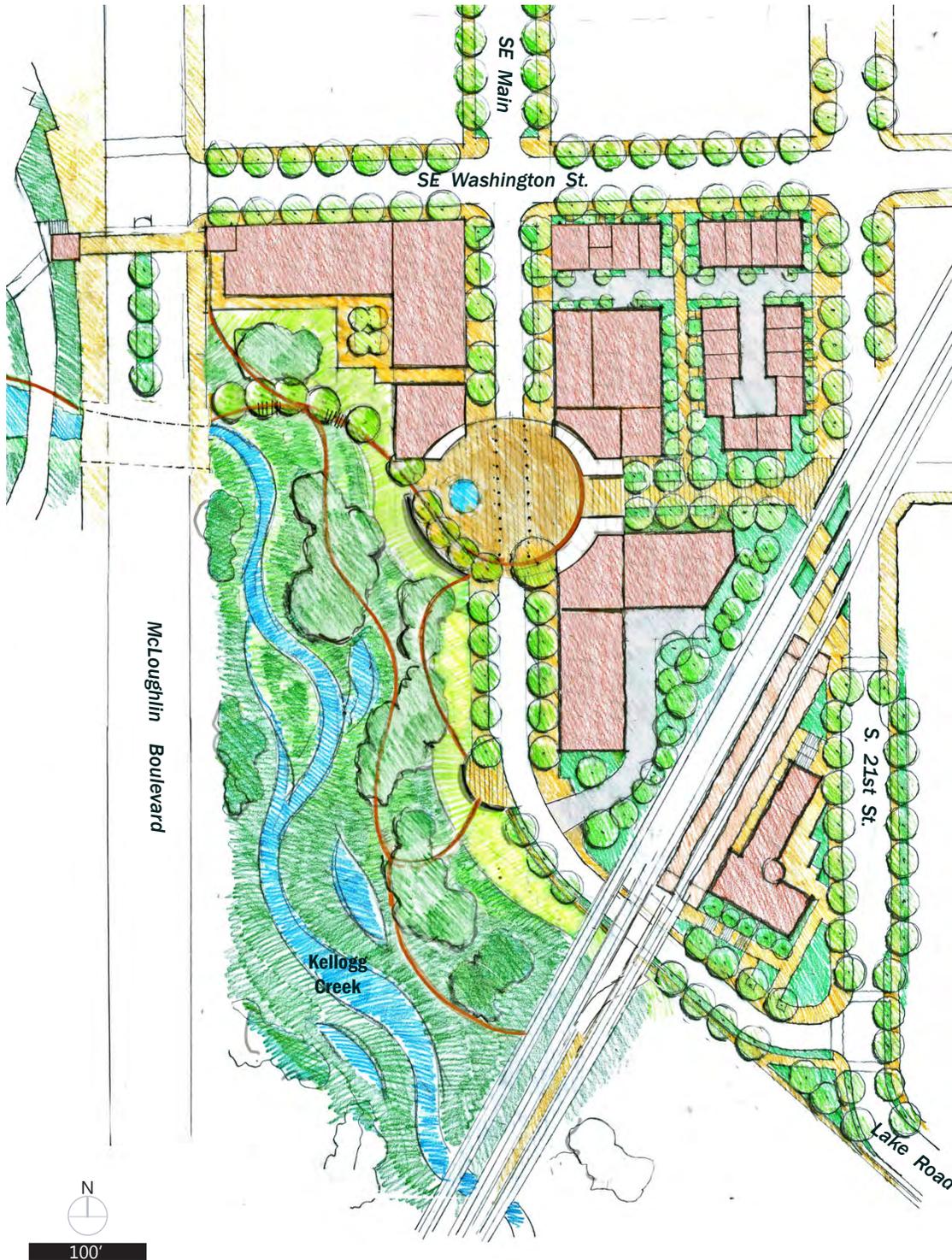


Pioneer Courthouse Square, Portland



Buildings can form the edges of plazas

Alternative A

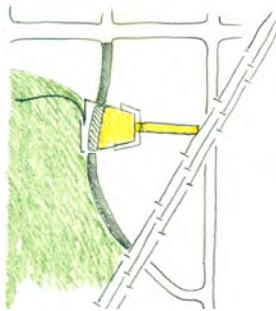


Alternative B

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

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

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



Planning diagram



Plaza framed by modestly-scaled buildings



A simple overlook and bike trail, Corvallis, OR

Alternative B

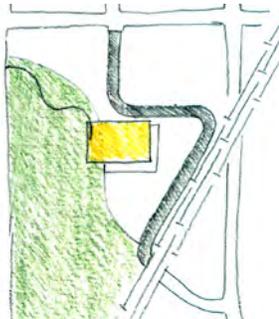


Alternative C

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



Esther Short Park, Vancouver, WA



Planning diagram



Portland State University Urban Center Plaza

Alternative C



REFINED CONCEPT PLAN

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

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



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



Plaza



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



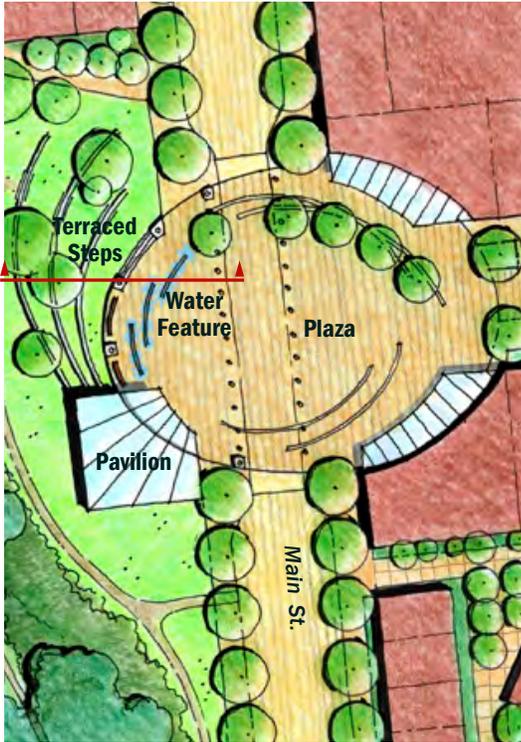
Active fountains can be attractive places for families to gather and help populate the Plaza at a variety of times during the week.



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



Plaza



Pavillion example



Cafe seating on a plaza



Cross-section through terraced seating adjacent to Plaza

Farmers Market

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



Street used as farmers market



Market Stalls (100 total)

Main Street

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

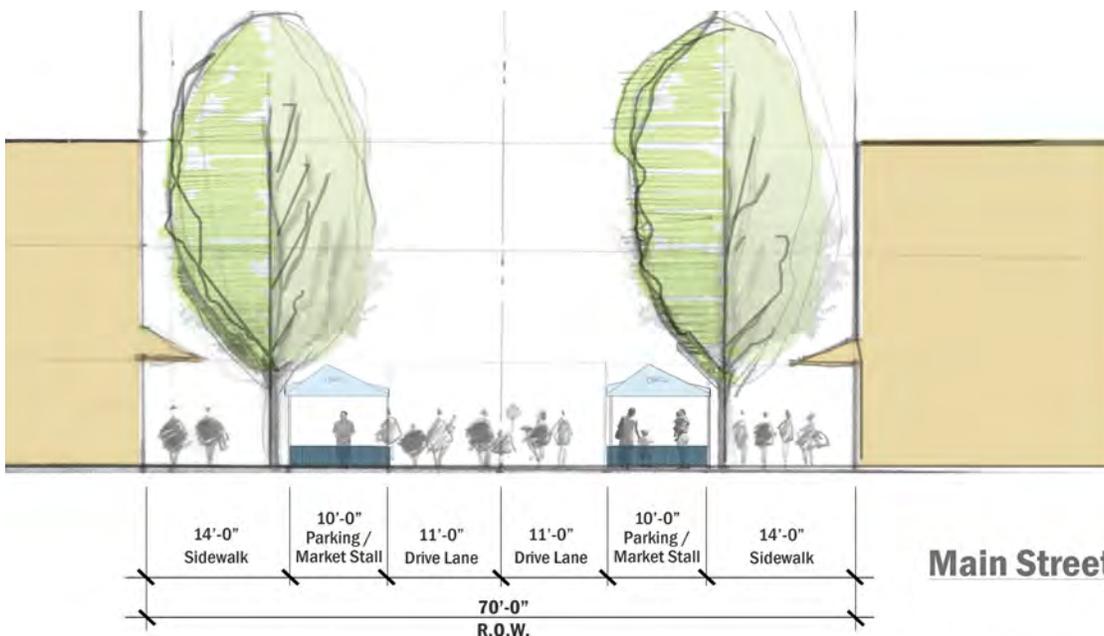
The portion of Main Street traversing the proposed plaza should be curbless, surfaced with special pavers to fully integrate the street within the plaza. Bollards could define the space for autos. As described on the facing page, Main Street would be closed for special events such as the Farmers Market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



Curbless street



Sunday Parkways



Adams Street

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

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



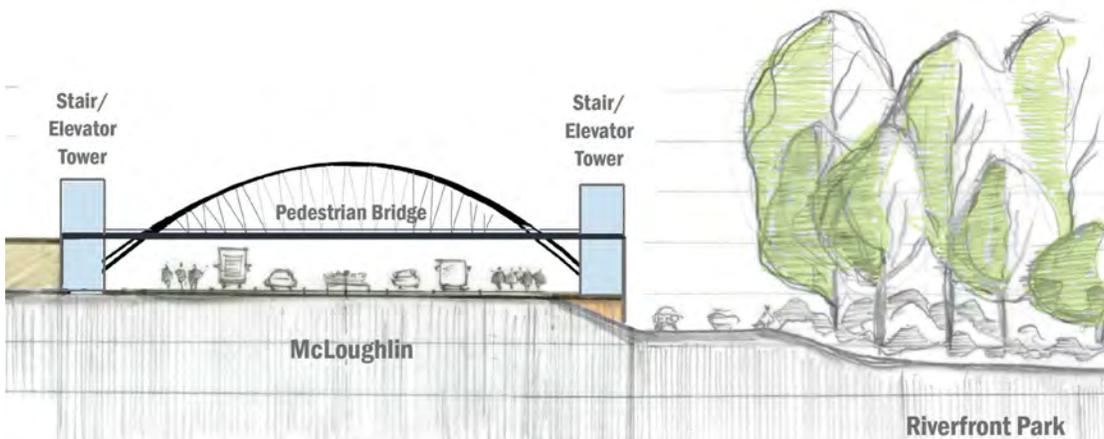
Pedestrian-oriented street with stormwater planters



Adams Street cross-section (on a market day)

Crossing McLoughlin

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



Natural Connections

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

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

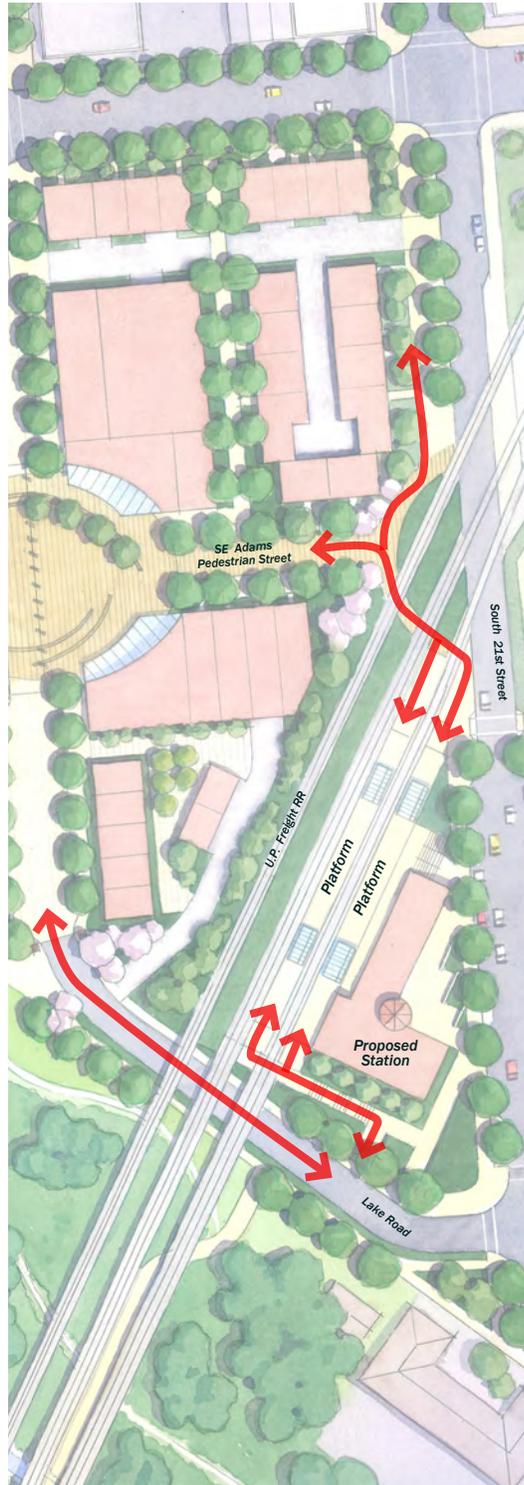
A passageway under McLoughlin Boulevard is proposed, where the existing dam now stands, to connect this Nature Area with the mouth of Kellogg Creek and Riverfront Park.



Connecting to Transit

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

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





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

5 IMPLEMENTATION

IMPLEMENTATION

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

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

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

Community Development Department–led Activities

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

Planning Department-led Activities

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

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



MILWAUKIE CITY COUNCIL
STAFF REPORT

Agenda Item: **WS 2.**
Meeting Date: **11/1/16**

To: Mayor and City Council
Through: Ann Ober, City Manager
Subject: **Municipal Code Chapter 3.15 additions**

From: Alma Flores, Community Development Director
Date: October 19, 2016

ACTION REQUESTED

No action required for a proposed Municipal Code Amendment to allow the city to transfer property to the Redevelopment Commission.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

Municipal Code Chapter 3.15 was adopted by Council on February 5, 2002 and has not been updated since.

BACKGROUND

The Milwaukie Redevelopment Commission was created by Ordinance 1623 in 1987. The Urban Renewal Plan was adopted on August 25, 2016. The Redevelopment Commission will serve as the oversight for the programs, plans, and actions of the urban renewal plan. In order to have the proper process in place, we will need to update the Municipal Code to allow transfer of property to the Redevelopment Commission.

CONCURRENCE

Community Development Director and Planning Director concur.

FISCAL IMPACTS

None

WORK LOAD IMPACTS

Ordinance development and public hearing process.

ALTERNATIVES

Not to include the Urban Renewal language in Chapter 3.15 of the Municipal Code

ATTACHMENTS

1. **Municipal Code 3.15 with draft proposed changes to include the Urban Renewal language.**

CHAPTER 3.15 REAL PROPERTY

3.15.001 PURPOSE AND APPLICATION

This chapter provides procedures and standards for the acquisition and transfer of real property by the City. This chapter applies to properties owned by the City and does not apply to rights-of-way and other property dedicated to the public. (Ord. 1897 § 1, 2002)

3.15.005 QUALIFICATION—CLASSIFICATION

Real property owned by the City is classified as follows:

A. Substandard Undeveloped Property

Lots or parcels without structures which are not of minimum buildable size for the zone in which they are located.

B. Standard Undeveloped Property

Lots or parcels without structures which are of minimum or greater buildable size for the zone in which they are located.

C. Developed Property

Lots or parcels of any size with structures.

D. Special-case Property

Any real property that, notwithstanding subsections A, B, and C of this section, were acquired by the City subject to an agreement for the manner in which they would be disposed.

At the time of a proposed sale of real property by the City, the City Manager or designee shall determine the classification of the property. (Ord. 1897 § 1, 2002)

3.15.010 SALE OF SUBSTANDARD UNDEVELOPED PROPERTY

A. Whenever real property is proposed for sale by the City or a purchase inquiry is made and the property is classified as substandard undeveloped property, the proposed sale shall be set on the regular Council agenda, but no public hearing is required. Notice shall be given of the agenda item no less than ten (10) days before the Council meeting to all property owners within three hundred (300) feet of the parcel and to any parties who have inquired about purchase with the City Manager’s designee within one (1) year prior to the date of the Council meeting. After discussion of the agenda item, the Council shall decide whether it will offer the property for sale. The Council may direct the sale of the property only if it determines that the property is surplus to the City’s needs.

B. If the Council decides to sell the property, it shall direct the City Manager or designee to proceed with the sale, publicize as deemed appropriate, determine the existence of interested prospective purchasers, and negotiate for the sale of the property.

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C. After the details of the sale have been negotiated, the terms and negotiated agreement for the sale of the property shall be submitted to the Council for approval at a regularly scheduled Council meeting. (Ord. 1897 § 1, 2002)

3.15.015 DISPOSAL OF STANDARD UNDEVELOPED PROPERTY AND DEVELOPED PROPERTY

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A. Whenever real property is proposed for sale by the City or a purchase inquiry is made and the property is classified as standard undeveloped property or developed property, the proposed sale shall be set for a hearing before the Council.

B. Notice of the hearing shall be published once in a newspaper of general circulation in the City at least five (5) days prior to the hearing and shall describe the property proposed for sale. Notice shall also be given to property owners within three hundred (300) feet of the subject property.

C. Public testimony shall be solicited at the hearing to determine if a sale of the property or any portion of it is in the public interest.

D. After the hearing, the Council shall decide whether it will offer the property for sale and what the minimum acceptable terms shall be. The Council may decide to offer the property for sale only if it determines that the property is surplus to the City's needs.

E. Prior to the sale of real property under this section, an appraisal of the property shall be conducted. The appraisal may be ordered prior to or after the hearing. The appraisal may be made available to the public at the hearing if it has been prepared by that time.

F. If an offer to sell is authorized by the Council, a notice soliciting sealed bids shall be published at least once in a newspaper of general circulation in the City at least two (2) weeks prior to the bid deadline date. The notice shall describe the property to be sold, the minimum acceptable terms of sale, the person designated to receive bids, the last date bids will be received, and the date, time, and place that bids will be opened.

G. If one (1) or more bids are received at or above the minimum acceptable terms, the highest bid shall be accepted and the City Manager or designee shall complete the sale.

H. If no acceptable bids are received: (1) the Council may alter or keep the same minimum terms as established under subsection D of this section and direct staff to hold another sale, or (2) the Council may alter or keep the same minimum terms established under subsection D of this section and list the property for six (6) months with a local real estate broker on a multiple listing basis. Brokers shall be selected in accordance with the criteria found at Section 3.15.025 of this chapter. A listing may be renewed for an additional six (6)-month period.

I. After expiration of the period set out in subsection H of this section, the property shall be removed from the market. Any decision to sell a piece of property once it has been removed from the market shall require that the entire procedure set forth in this chapter be repeated. The Council may, however, decide whether or not an additional appraisal is necessary. (Ord. 1897 § 1, 2002)

3.15.025 BROKER SELECTION

The selection of a real estate broker shall be in accordance with the following procedures:

- A. The City shall publish notice in a newspaper of general circulation in Milwaukee inviting proposals for the sale of the real property. The notice shall be published at least one (1) week prior to the date on which proposals are due.
- B. The broker's proposal shall be in writing and it shall address the selection criteria set forth in subsection C of this section.
- C. The City Manager or designee shall consider the following factors in the selection of a broker:
 1. The broker's record in selling the type of real property being offered by the City for sale and the broker's familiarity with Milwaukee area market values;
 2. The broker's proposed marketing plan and timelines: signs, advertising, direct mail, and/or other methods;
 3. The amount of the broker's commission; and
 4. Other factors which were stated in the notice of the invitation to submit a proposal.

(Ord. 1897 § 1, 2002)

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3.15.030 ACQUISITION OF REAL PROPERTY

The City Manager may approve the acquisition by the City of an interest in real property if that interest is valued at less than twenty-five thousand dollars (\$25,000.00) or if the property is valued at more than twenty-five thousand dollars (\$25,000.00) but is donated to the City. All other acquisitions of an interest in real property shall be approved by the City Council. An appraisal shall be required for all property acquired by the City for more than twenty-five thousand dollars (\$25,000.00). Dedications of property for rights-of-way shall not be considered acquisitions of property by the City for purposes of this section. (Ord. 1897 § 1, 2002)

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3.15.040 TRANSFER OF AN INTEREST OTHER THAN FEE TITLE

The transfer of an interest in real property by the City is not a sale of surplus real property if the City retains title to the property. The City Manager may transfer an easement or other interest in real property less than fee title if the value of the interest transferred is less than twenty-five thousand dollars (\$25,000.00) and the City Manager determines that the transfer is not contrary to the public interest. The transfer of any other interest to real property with a value of twenty-five thousand dollars (\$25,000.00) or more shall follow the procedure for the sale of substandard undeveloped property as provided in Section 3.15.010. (Ord. 1897 § 1, 2002)

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3.15.050 Transfer of Property to Urban Renewal Agency

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A. The council may authorize transfer of real property to an urban renewal agency established by the council pursuant to ORS Chapter 457 on such terms and conditions as the council deems appropriate provided that the council finds that:

1. Transfer to the urban renewal agency for redevelopment or other purpose is consistent with, and will further the goals and objectives of, the adopted urban renewal plan for the agency;

2. The property is not needed for public use by the city or the public interest would be furthered by such transfer; and 3. Transfer of the property is otherwise permitted by law.

B. Transfer may be with or without compensation unless the property was acquired with funds that legally must be reimbursed or as otherwise restricted by law.

C. A proposed transfer under this section shall be placed on regular council agenda.

D. Chapter 3.15 does not govern disposition of property by the Milwaukie Redevelopment Commission. Disposition of property owned by the Milwaukie Redevelopment Commission shall be governed by any policies of the Commission, ORS chapter 457 or other applicable state laws.

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