



## AGENDA

### MILWAUKIE PLANNING COMMISSION Tuesday August 23, 2011, 6:30 PM

MILWAUKIE CITY HALL  
10722 SE MAIN STREET

- 1.0 Call to Order - Procedural Matters**
- 2.0 Planning Commission Minutes** – Motion Needed
  - 2.1 May 10, 2011
- 3.0 Information Items**
- 4.0 Audience Participation** – This is an opportunity for the public to comment on any item not on the agenda
- 5.0 Public Hearings** – Public hearings will follow the procedure listed on reverse
- 6.0 Worksession Items**
  - 6.1 Summary: Kellogg Bridge Story Pole discussion  
Staff: Susan Shanks
  - 6.2 Summary: South Downtown Concept Plan update  
Staff: Katie Mangle, Kenny Asher
- 7.0 Planning Department Other Business/Updates**
  - 7.1 DLC Worksession on Kellogg Bridge design, August 24, 6:30 p.m.
  - 7.2 Metro Regional Housing / Employment forecasting
  - 7.3 New Planning Commissioner appointment
- 8.0 Planning Commission Discussion Items** – This is an opportunity for comment or discussion for items not on the agenda.
- 9.0 Forecast for Future Meetings:**
  - September 13, 2011
    - 1. Public Hearing: ZA-11-02 Electronic Sign Code Amendments
    - 2. Worksession: Commercial Core Enhancement Program (CCEP) update
  - September 27, 2011
    - 1. Worksession: Residential Development Standards
  - October 11, 2011
    - 1. Public Hearing: Water Master Plan *tentative*
  - October 25, 2011
    - 1. Public Hearing: Kellogg Lake Light Rail bridge *tentative*
    - 2. Alternate: Study session with City Council on Residential Development Standards project

### Milwaukee Planning Commission Statement

The Planning Commission serves as an advisory body to, and a resource for, the City Council in land use matters. In this capacity, the mission of the Planning Commission is to articulate the Community's values and commitment to socially and environmentally responsible uses of its resources as reflected in the Comprehensive Plan

1. **PROCEDURAL MATTERS.** If you wish to speak at this meeting, please fill out a yellow card and give to planning staff. Please turn off all personal communication devices during meeting. For background information on agenda items, call the Planning Department at 503-786-7600 or email [planning@ci.milwaukee.or.us](mailto:planning@ci.milwaukee.or.us). Thank You.
2. **PLANNING COMMISSION MINUTES.** Approved PC Minutes can be found on the City website at [www.cityofmilwaukee.org](http://www.cityofmilwaukee.org)
3. **CITY COUNCIL MINUTES** City Council Minutes can be found on the City website at [www.cityofmilwaukee.org](http://www.cityofmilwaukee.org)
4. **FORECAST FOR FUTURE MEETING.** These items are tentatively scheduled, but may be rescheduled prior to the meeting date. Please contact staff with any questions you may have.
5. **TME LIMIT POLICY.** The Commission intends to end each meeting by 10:00pm. The Planning Commission will pause discussion of agenda items at 9:45pm to discuss whether to continue the agenda item to a future date or finish the agenda item.

#### **Public Hearing Procedure**

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

1. **STAFF REPORT.** Each hearing starts with a brief review of the staff report by staff. The report lists the criteria for the land use action being considered, as well as a recommended decision with reasons for that recommendation.
2. **CORRESPONDENCE.** Staff will report any verbal or written correspondence that has been received since the Commission was presented with its meeting packet.
3. **APPLICANT'S PRESENTATION.**
4. **PUBLIC TESTIMONY IN SUPPORT.** Testimony from those in favor of the application.
5. **NEUTRAL PUBLIC TESTIMONY.** Comments or questions from interested persons who are neither in favor of nor opposed to the application.
6. **PUBLIC TESTIMONY IN OPPOSITION.** Testimony from those in opposition to the application.
7. **QUESTIONS FROM COMMISSIONERS.** The commission will have the opportunity to ask for clarification from staff, the applicant, or those who have already testified.
8. **REBUTTAL TESTIMONY FROM APPLICANT.** After all public testimony, the commission will take rebuttal testimony from the applicant.
9. **CLOSING OF PUBLIC HEARING.** The Chairperson will close the public portion of the hearing. The Commission will then enter into deliberation. From this point in the hearing the Commission will not receive any additional testimony from the audience, but may ask questions of anyone who has testified.
10. **COMMISSION DISCUSSION AND ACTION.** It is the Commission's intention to make a decision this evening on each issue on the agenda. Planning Commission decisions may be appealed to the City Council. If you wish to appeal a decision, please contact the Planning Department for information on the procedures and fees involved.
11. **MEETING CONTINUANCE.** Prior to the close of the first public hearing, *any person* may request an opportunity to present additional information at another time. If there is such a request, the Planning Commission will either continue the public hearing to a date certain, or leave the record open for at least seven days for additional written evidence, argument, or testimony. The Planning Commission may ask the applicant to consider granting an extension of the 120-day time period for making a decision if a delay in making a decision could impact the ability of the City to take final action on the application, including resolution of all local appeals.

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

#### **Milwaukee Planning Commission:**

Lisa Batey, Chair  
Nick Harris, Vice Chair  
Scott Churchill  
Chris Wilson  
Mark Gamba  
Russ Stoll

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

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

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**CITY OF MILWAUKIE  
PLANNING COMMISSION  
MINUTES  
Milwaukie City Hall  
10722 SE Main Street  
TUESDAY, May 10, 2011  
6:30 PM**

9 **COMMISSIONERS PRESENT**

10 Lisa Batey, Chair  
11 Scott Churchill  
12 Chris Wilson  
13 Mark Gamba  
14 Russ Stoll

**STAFF PRESENT**

Katie Mangle, Planning Director  
Susan Shanks, Senior Planner  
Damien Hall, City Attorney

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16 **COMMISSIONERS ABSENT**

17 Nick Harris

18  
19 **1.0 Call to Order – Procedural Matters**

20 Chair Batey called the meeting to order at 6:35 p.m. and read the conduct of meeting format into  
21 the record.

22  
23 **2.0 Planning Commission Minutes**

24 2.1 February 8, 2011 *continued from 4/26/11*

25 **Commissioner Gamba** moved to approve the February 8, 2011, Planning Commission meeting  
26 minutes as presented. **Commissioner Wilson** seconded the motion, which passed 3-0-1, with  
27 Commissioner Churchill abstaining.

28  
29 **Chair Batey** requested that Page 8 of the February 8, 2011, minutes be shared with City  
30 Council.

31  
32 2.2 February 22, 2011 *continued from 4/26/11*

33 **Commissioner Wilson** moved to approve the February 22, 2011, Planning Commission  
34 meeting minutes as presented. **Commissioner Gamba** seconded the motion, which passed 3-  
35 0-1, with Commissioner Churchill abstaining.

36  
37 2.3 March 17, 2011

38 **Commissioner Gamba** moved to approve the March 17, 2011, minutes for the Design &  
39 Landmarks Committee and Planning Commission joint session as presented. **Commissioner**  
40 **Churchill** seconded the motion, which passed 3-0-1, with Commissioner Wilson abstaining.

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42 **3.0 Information Items**

43 **Katie Mangle, Planning Director**, noted that since the meeting will be a brief worksession, the  
44 minutes will be simple.

45

46 **Chair Batey** noted the meeting items will be taken out of order so that Commissioners Stoll and  
47 Harris can participate in the worksession.

48

49 **4.0 Audience Participation** –This is an opportunity for the public to comment on any item  
50 not on the agenda. There was none.

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52 **5.0 Public Hearings** – None.

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54 **6.0 Worksession Items**

55 This item was taken out of order.

56 6.1 Summary: Royalton Place

57 Staff Person: Susan Shanks

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59 **Susan Shanks, Senior Planner**, explained the Royalton Place proposal to convert part of the  
60 building from independent living to assisted living and memory care. Ms. Shanks noted the  
61 timeliness of this proposal with regard to the Residential Development Standards project and  
62 how it is addressing the needs of Milwaukie’s aging population.

63

64 **Ms. Shanks** outlined 2 questions that were in the staff report for the Commission to consider.

- 65 • Under the current code the facility is not recognized as a single use facility, therefore  
66 different codes apply to different parts of the building which staff felt would be problematic  
67 over time.
- 68 • The question to consider tonight was, rather than having a portion being subject to  
69 conditional use (CU) standards and a portion being subject to community service use  
70 standards (CSU), could the Commission determine the whole facility as a community service  
71 use.
  - 72 ○ She noted that within the code, the Commission can be deem the facility as a single  
73 facility and use, and specifically that the Commission can determine that if a  
74 proposed use is similar to other CSUs, it can be considered a type of CSU.
  - 75 ○ This determination by the Commission did not involve assessing the merits of the

76 application, but rather how staff and the applicant should proceed with processing  
77 the application.

- 78 • She confirmed that there would be no significant exterior changes to the structure.

79

80 **Commissioner Gamba** agreed that the determination made sense, since the code is not  
81 keeping up and needs further refining.

82

83 **Chair Batey** noted the possibility of setting precedent. This facility is modest in size, but the  
84 code boundaries could be pushed in the future. She confirmed that both the CSU and  
85 conditional use codes give the Commission more discretion for setting conditions.

86

87 **Commissioner Gamba** asked about the difference between private and public institutions in  
88 the code, as the standards for nursing homes are different than those for private institutions,  
89 and what were those dividing lines.

- 90 • **Ms. Shanks** confirmed the CSU code has both private and public institutions, although the  
91 nursing and convalescent homes category doesn't distinguish between public or private.  
92 However, the difference between CSU and conditional use leads into the second question of  
93 which standards should be applied to this application.

- 94 • **The Commission** discussed the difference between CSU and conditional use standards. If  
95 the facility remained with the two different uses, should the solution be to require the facility  
96 to meet the higher CSU private institutions standards?

- 97 ○ **Ms. Shanks** confirmed that the facility is currently a conditional use, but with the  
98 addition of the memory care and assisted living facility, the CSU has to be added to  
99 the conditional use.

- 100 ○ **Ms. Mangle** reiterated that having the two different uses applied to different parts of  
101 the facility could make future modifications and such more difficult for everyone.

- 102 • **Commissioner Churchill** noted the concern about setting precedent to allow larger facilities  
103 in the future, but determining this case as a CSU seemed appropriate.

- 104 ○ **Ms. Shanks** confirmed that any of these types of facilities will still always need local  
105 review and approval regardless of State standards.

- 106 ○ **Damien Hall, City Attorney**, noted that setting precedent can be avoided by writing  
107 the findings to be very reliant on the facts of this scenario.

108           ○ **Ms. Shanks** reminded that since the facility would be 2/3 CSU and 1/3 CU, the CSU  
109           standards would be applied at the time of the hearing and so findings would be  
110           based on that.

111 **Chair Batey** confirmed that the Commission agreed on determining the whole facility as a CSU.

112

113 **Ms. Shanks** continued with the second question regarding how specific development standards  
114 will apply. The CSU code section has specific development standards for specific categories of  
115 uses, and very specific standards for nursing and convalescent homes, essentially having its  
116 own set of standards. She noted the comparison table in the staff report.

117 • **Commissioner Gamba** asked the reason for the different standards and why nursing  
118 homes are CSUs. Does it benefit the City or the applicant to have a separate category for  
119 nursing homes?

120           ○ Staff confirmed that nursing homes have more restrictive standards due to both  
121           safety considerations and traffic generation.

122 • Preferred the private institution standards because they are more restrictive in terms of the  
123 requirements around landscaping, etc., which would benefit both the residents and the  
124 neighbors.

125 • **Ms. Mangle** noted how this was a new experience for both the City and the Commission,  
126 and **Chair Batey** agreed that with the aging population, the City should expect more  
127 development of this kind and therefore the Code should address this issue better.

128 • **Commissioner Churchill** had concern in general about the potential for off-site hazards  
129 (e.g. someone could fall into a nearby creek), and so noted the need for the code specific to  
130 nursing homes. DHS regulation would not preclude safety hazards.

131           ○ **Lee Winn, Winn Architecture**, noted that that would only be a risk if the facility was  
132           not DHS approved and licensed. The City required DHS certification, so the facility is  
133           required to meet DHS requirements.

134           ▪ Flexibility in the code would benefit the applicant if the CSU category would  
135           allow the facility to grow and adjust over time depending on the needs of the  
136           population. DHS certification is required by the CSU but is not required for  
137           other forms of housing, i.e. retirement communities.

138           ○ **Commissioner Stoll** noted off-site hazards were a nonissue due to further state  
139           regulations and legal liability of the facilities if such incidents were to occur. The City  
140           doesn't need to over-regulate, and there are other factors to consider.

- 141           ○ **Mr. Winn** noted that the nursing/convalescent portion of the code will need to  
142           change as many facilities are moving toward expanding services and continuing  
143           care. However, as long as it is nursing / convalescent, licensing is required, but is  
144           unclear about facilities under 15 units.
- 145           ○ **Commissioner Churchill** noted Bill Reed's project in Gladstone where he worked  
146           around the requirements, created parcels, and developed a project that created a  
147           situation where there were wandering issues off-site. Although the applicant's facility  
148           has higher security standards for memory care, the City should consider allowable  
149           locations from a planning perspective.
- 150           ○ **Ms. Shanks** summarized that institution standards will be applied at the time of the  
151           hearing.
- 152       • **Chair Batey** shared a story she heard recently about memory care and clever solutions to  
153       associated issues.
- 154       • **Mr. Winn** noted how rewarding this project has been for him and applauded the facility's  
155       company with regard to care of this population. He also stated that precedent should be  
156       considered as this population and the need for care facilities will continue to grow.

157

158       This item was taken out of order.

159           6.2     Training and team building

160                     Staff: Katie Mangle.

161       **Ms. Mangle** reminded of the training last August about effectiveness of public hearings.

162       Tonight's training would be more focused on the next level of training.

163

164       **Mr. Hall** reviewed the training materials, noting the specific topics that have been coming up  
165       recently and will be in the near future with some current legislative projects. The purpose is to  
166       ensure all interested parties have been considered and that the decision is defensible. He also  
167       noted some public meeting law has changed since August.

168

169       **Mr. Hall** explained that the difference between quasi-judicial and legislative is that for a quasi-  
170       judicial hearing, the Commission acts as an impartial judge, examining the legality and  
171       consistency with the code. In a legislative hearing, the Commission is like Congress, writing law,  
172       being lobbied, and allowed to have bias. He noted that where that line lies between legislative  
173       and major quasi-judicial can be borderline; there can be instances where actions that fall under  
174       the legislative criteria are actually quasi-judicial.

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**Commissioner Churchill** clarified with Mr. Hall that under both legislative and quasi-judicial, actual or potential conflicts of interest must be declared at each and every meeting. Also, the statute regarding conflicts of interest has not changed in the past few years.

**Mr. Hall** and the **Commission** further discussed the specifics of ex parte contact, biases, and conflicts of interest.

- The State’s Government Ethics Commission has changed to be more restrictive about potential conflicts of interest.
- Under legislative applications, ex parte contacts and biases are nonissues; however, there is a distinction between bias and conflict of interest, i.e. liking a proposal vs. a proposal being directly beneficial.
- How to balance bias in a legislative decision and ensuring that participants feel like the different issues were considered and weighed equally in the policy decision.
- If the proposed project is similarly situated, an exception to the conflict of interest applies in that if it affects everyone similarly, a Commissioner’s participation is allowed even if a proposal affects a Commissioner’s property, etc.
- Anything in the record can be used as evidence regarding how criteria are met or not met, including all written material and verbal comments made during the hearing.
- Contacts or conversations about potential applications should be avoided. If a contact is made, the information about the conversation should be described at the beginning of the hearing.
- Regarding upcoming light rail hearings as an example, public appearances are easily disclosed. Private conversations should be particularly avoided as procedural issues can be raised by the other person. Contacts should be limited to easily identifiable ones.
- Rule of necessity was noted; if a decision needs to be made by law, and all Commissioners were disqualified or abstained, all members would get reinstated and then the decision may be made.
- The bottom line is that the information used to make a decision needs to be in the record. Relevant conversations and off-line conversations between Commissioners should be disclosed. Making the disclosure is important in order to state that even with the contact, an unbiased decision can be made, and to ensure sure all of the Commissioners and participants have the same facts.

209 Regarding findings, Mr. Hall discussed the process of creating findings which were the  
210 mechanics of the decision made, based on facts and whether or not the application met the  
211 criteria, and noted the findings are the subject of any appeal, not anything else. When a  
212 decision results in denial, the criteria and rationale for that denial need to be clearly identified.  
213 He noted that if a tie vote results, the matter is not complete.

214

215 With regard to public meetings law, Mr. Hall introduced a case from Lane County regarding  
216 requirements for public meetings, and what triggers those requirements. The Lane County case  
217 determined that although the public officials did not have quorum as a body in any one 'place,'  
218 they were deliberating an issue through linked meetings and emails in a way that crossed the  
219 line on public meeting law. Although the decision was not necessarily a precedent-setting  
220 decision, it was something to be cognizant of and careful about. Communications and questions  
221 should be directed to and through staff.

222

## 223 **7.0 Planning Department Other Business and Updates**

224 7.1 Residential Development Standards project update  
225 Staff: Katie Mangle

226 **Ms. Mangle** presented the update via PowerPoint, stating the reason, background, and  
227 outreach for the project. The public outreach included: a survey, noting general trends; personal  
228 interviews; open houses; focus groups; and Neighborhood District Association (NDA) meetings.  
229 She noted the successful turnout and constructive feedback. She reminded that is had been  
230 decided that the project would be guided by a steering committee rather than the Planning  
231 Commission, although the steering committee included one Commissioner. She would like to  
232 make sure that the communication bridge between the steering committee and the Commission  
233 continues to be clear.

234

235 **Ms. Mangle** hopes to have another workshop in late summer regarding the tougher design  
236 issues, as well as a few more steering committee meetings. Although there is a lot of work left to  
237 do, the plan was to wrap up the project by the end of the year. She reminded some prompts for  
238 this project were the house on Vernie Ave and Lake Rd, and the Columbia Care Services  
239 Balfour House, which she displayed the original proposal of to the group. She noted that there  
240 has not been a wholesale review of the housing development code since the 1960s or 1970s,  
241 which has left it with gaps.

242

243 She reviewed questions being addressed by staff and the steering committee in terms of what  
244 the focus of the code should be for both single and multifamily development. Currently there  
245 was a lack of compatibility between new and existing development. However, although many  
246 neighborhood communities have more consistent housing types, i.e. average ridge height, etc.,  
247 the results of the survey showed that Milwaukie residents value to eclectic nature of Milwaukie  
248 neighborhoods. The group was trying to find the balance between compatibility and eclecticism.  
249 Ms. Mangle reminded the group of the project and steering committee webpages which had a  
250 lot of valuable materials available. She also noted that the visual aspect of this project was  
251 important and staff had been working closely with the consultant Marcy McNelly of Urbsworks,  
252 Inc.

253 **Commissioner Stoll** expressed interested in attending, but not participating, in one of the  
254 steering committee meetings.

255

256 This item was taken out of order.

257 7.2 Electronic Signs progress update  
258 Staff: Katie Mangle

259 **Chair Batey** stated that she had done a public records request to ODOT regarding citations for  
260 the large electronic sign along McLoughlin Blvd just north of Hwy 224. She noted she finally got  
261 a response that ODOT had written 2 citations to 2 different companies. Apparently both  
262 companies claimed to not own the sign. However, there is not a way to enforce the citations.

263

264 **Ms. Mangle** reminded of the purpose of the electronic code changes was to address downtown  
265 signage and electronic billboard signs. The draft code should come to the Commission in June  
266 for a worksession. She noted that Commissioners Churchill and Gamba had met with the  
267 Historic Milwaukie Neighborhood District Association (NDA) to explain the downtown reader  
268 boards aspect of the project. She explained some research and resources with regard to other  
269 cities' regulations on LED billboards, and also a couple of reports by the Environmental  
270 Protection Agency (EPA) and AASHTO on sign regulation and outdoor advertising which focus  
271 on safety issues.

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273 **Ms. Mangle** acknowledged that this project is to satisfy the need for this current issue, but that  
274 the entire sign code will need to be updated.

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276 7.3 Natural Resource Table (*not on agenda*)

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**Ms. Mangle** noted the Commission's direction on the Natural Resource Regulation amendments project, and handed out the draft table created at the April 26, 2011 meeting.

**8.0 Planning Commission Discussion Items – None**

**9.0 Forecast for Future Meetings**

- |               |    |  |
|---------------|----|--|
| May 24, 2011  | 1. | Public Hearing: Wastewater Master Plan   |
|               | 2. | Worksession: Residential Development Standards project: Baseline (policy-neutral) code draft             |
| June 1, 2011  | 1. | Joint Session with Design and Landmarks Committee: Kellogg Lake Light Rail Bridge                        |
| June 14, 2011 | 1. | Public Hearing: ZA-11-01/CPA-11-01 Natural Resource Regulations Amendments <i>continued from 4/26/11</i> |

Meeting adjourned at 9:20 p.m.

Respectfully submitted,

Alicia Stoutenburg, Administrative Specialist II

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Lisa Batey, Chair



# MILWAUKIE

*Dogwood City of the West*

**To:** Planning Commission

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

**Date:** August 12, 2011, for August 23, 2011, Worksession

**Subject:** South Downtown Concept Plan

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## **ACTION REQUESTED**

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

## **BACKGROUND INFORMATION**

### **A. History of Prior Actions and Discussions**

- **June 7, 2011:** City Council directed staff to prepare the South Downtown Concept Plan for adoption by resolution, and present a strategy for implementation measures, such as amendments to City plans and regulations.
- **September 20, 2010** – Staff presented the South Downtown Concept Plan to the Planning Commission.
- **September 27, 2010** – Staff briefed Council on the South Downtown Concept Plan as completed by Walker Macy, and recommended implementation steps that would begin to realize the vision described in the Plan. Council directed staff to hold off on implementation until after the new council was seated (January 2011).
- **April 2010** – Council authorized a planning and design services contract with Walker Macy to develop a South Downtown Concept Plan.
- **August 2008** – Council approved South Downtown phases two and three under the direction of the Center for Environmental Structure (Resolution 78-2008).

- **May 2008** – Selection of Lake Road as the future Milwaukie light rail station location (Resolution 51-2008).
- **April 2008** – Approval of first phase of work with the Center for Environmental Structure for studying the South Downtown area and Milwaukians’ hopes and aspirations for the area (Resolution no. 28-2008).
- **January 2008:** Planning Commission worksession briefing on the South Downtown concept.

## B. South Downtown Concept Plan

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

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

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

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

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

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

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

In September 2010, staff presented the milestones and achievements of the South Downtown planning process to the Planning Commission and then City Council, and sought Council direction on adoption and implementation. Council withheld this approval, asking instead that

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<sup>1</sup> The Pattern Language document and additional reports and materials can be found online at: <http://www.ci.milwaukie.or.us/communitydevelopment/south-downtown-reports>

staff return after the election of two new city councilors in November 2010. (For a complete description of the Plan accomplishments, please see the September 21, 2010, Council Work Session staff report).

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

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

This vision is adopted City policy.

The South Downtown Concept Plan would prepare these 6 acres for a different kind of future. The area is no longer experienced as the end of downtown, but rather as a gathering place that supports and contains a multitude of activities, while allowing movement through to other places. Taking advantage of its proximity to parks and natural areas, views and transportation links, the vision is not one of a campus (i.e. self-contained) but rather an extension of the downtown grid system, anchored by a beautiful plaza positioned to overlook the Willamette River, with a shape and size that would nicely accommodate the Milwaukie Farmer's Market. The buildings (which could be reused from existing stock), are carefully designed to create activity at the ground floor level, both indoors and out. Of course, the South Downtown Concept Plan has the advantage of recognizing the future light rail station (which is in this area), that informs how the City should utilize 21<sup>st</sup> Avenue, the "triangle site", Adams Street and Lake Road differently from what was described in the Framework Plan.

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

## 2. Council's Direction

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

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

utilize this area *now*. The City Council, therefore, has directed staff to bring the plan for adoption.

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

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

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

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

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

oriented toward 21st Ave or the creek. The high minimum lot size means no small lots (which could help replicate the fine grain of existing downtown development) could be created.

plaza. The scale and character of the new development would make use of, or fit with, existing buildings. A “station building” would connect the light rail station to 21<sup>st</sup> Ave., announcing Milwaukie as a destination.

**Street Design**

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

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

**Public Spaces (Plaza Location)**

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

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



**Rate of Private Investment**

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

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

|  |  |   |
|--|--|---|
| <b>City Sponsorship, Ownership and Political Support</b> | The City would be choosing to stop investing resources in the area's planning, so Milwaukie's interest would be more on the regulatory side. Property owner coordination is unnecessary. Siting the light rail station on the Triangle Site might be seen as a show of support for the area, but failing to follow through with a station area plan and associated code amendments might undermine that appearance. Joint development of the Triangle Site will be more challenging in this environment. | Sponsorship, ownership and political support are demonstrated through adoption of the community's work on the South Downtown Plan, joint development of the Triangle Site, ongoing implementation efforts toward the vision by the Community Development and Planning Departments, and continued coordination with other property owners. |
|--|--|---|

Until a new vision and implementing ordinances are adopted, the existing plans, street standards, and zoning code will remain in place.

### **PRELIMINARY THOUGHTS ON AN IMPLEMENTATION STRATEGY**

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

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

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

## **ATTACHMENTS**

1. January 2011 South Downtown Concept Plan
2. Keeping the Faith: Essential Patterns to hold while implementing South Downtown development
3. South Downtown Built Patterns: Moving from Values to Actions
4. Preliminary Zoning Strategy

**City of Milwaukee**



**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

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

*Monthly Project Management Team Meetings*

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

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

## Farmers Market Open House

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



## 2 CONTEXT



## PATTERNS

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

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

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

## ESSENTIAL ELEMENTS

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

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



## CONTEXT

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

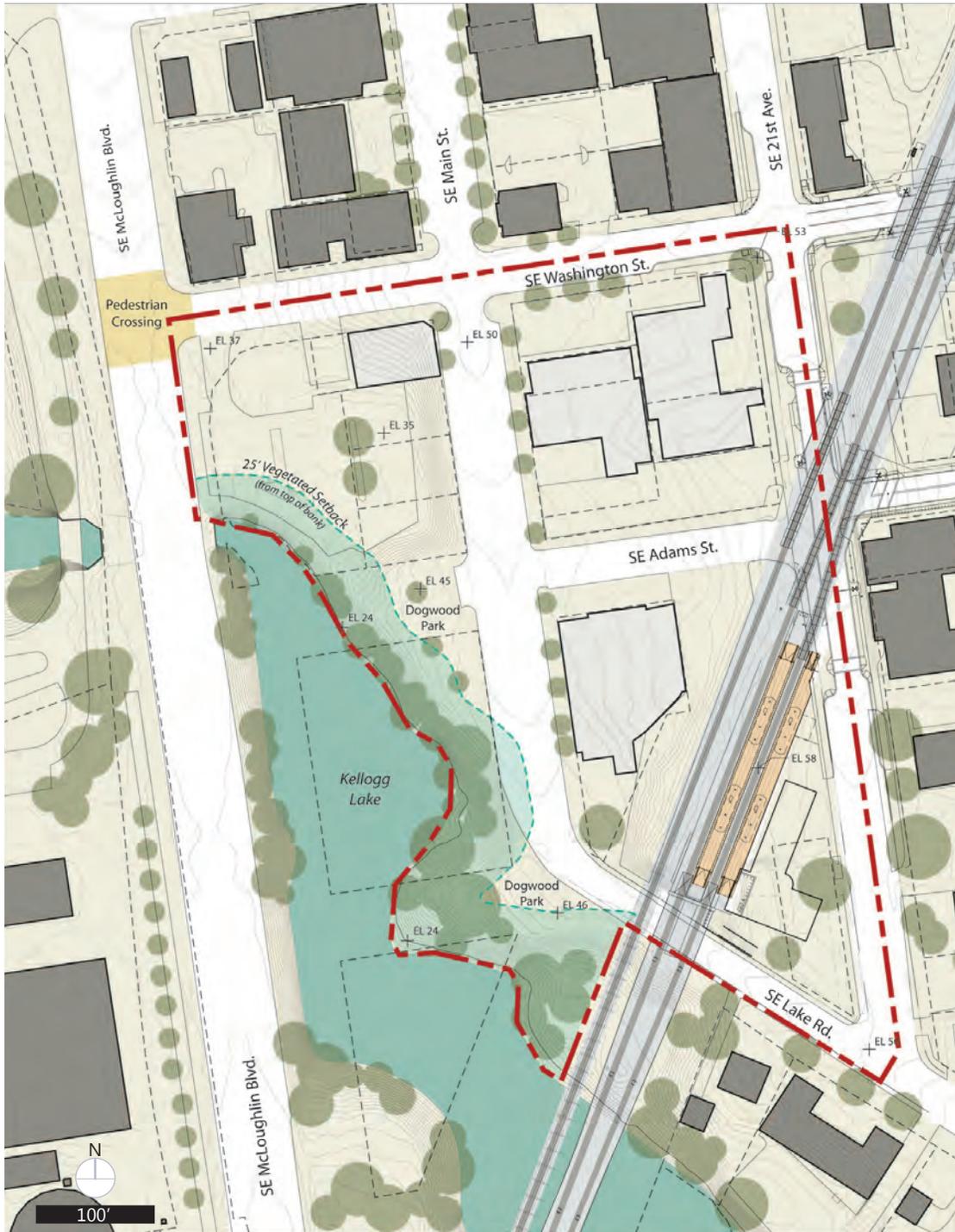
The diagrams on the following pages were developed during a detailed analysis of the study area. The study area is situated within an incredible confluence of urban amenities and proposed improvements. These include:

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

## Existing & 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.

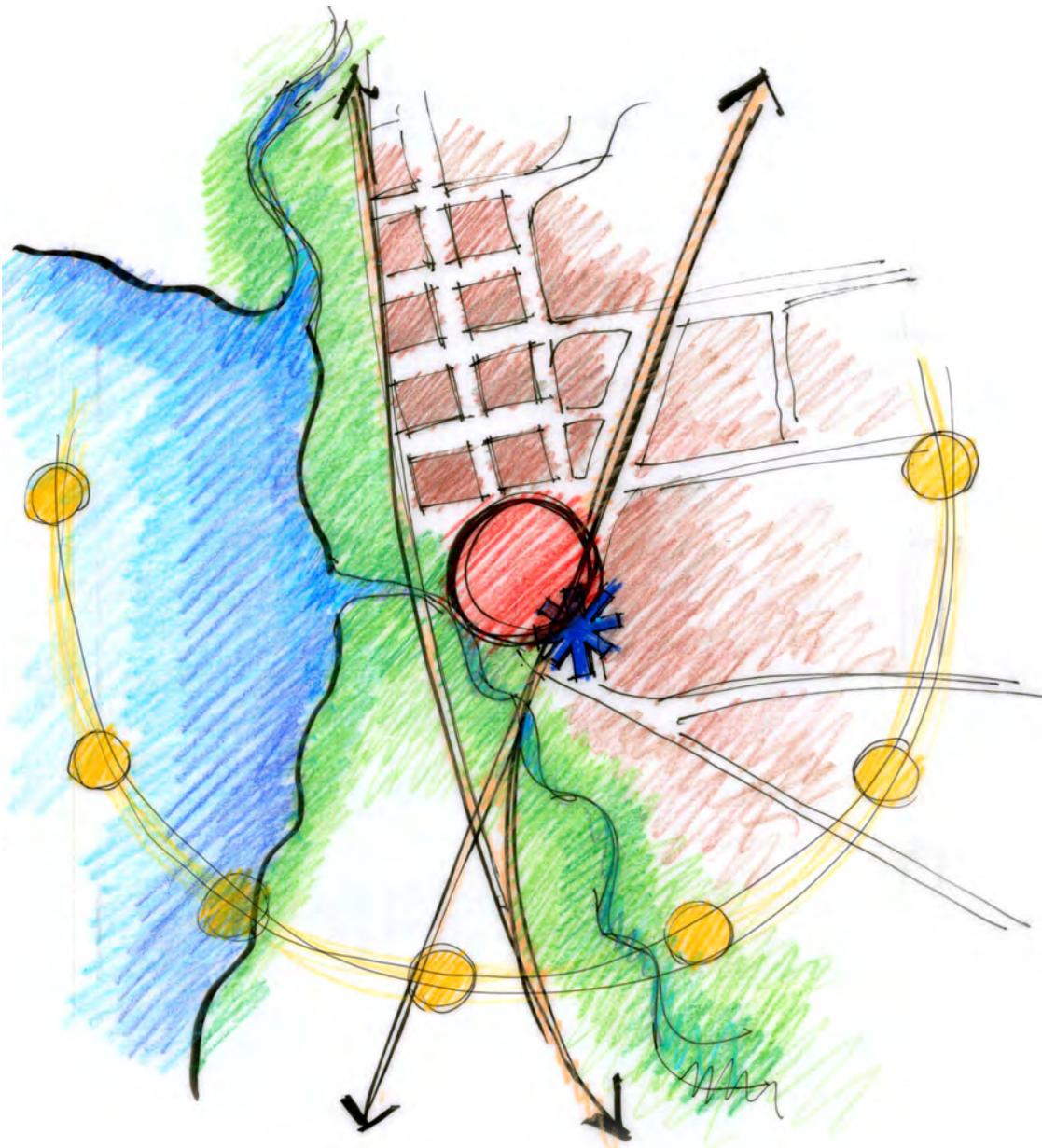


Main Street features several buildings with good street-level storefronts, wide sidewalks and outdoor seating.

## 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.

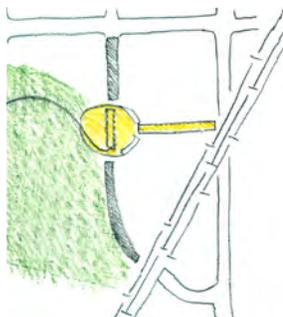
All three alternatives featured a plaza in the South Downtown, although the Walker Macy team felt that the plaza should be located near the intersection of the existing Adams and Main Streets. This location was seen as the center of the area, given its proximity to the north end of the light rail platforms 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*

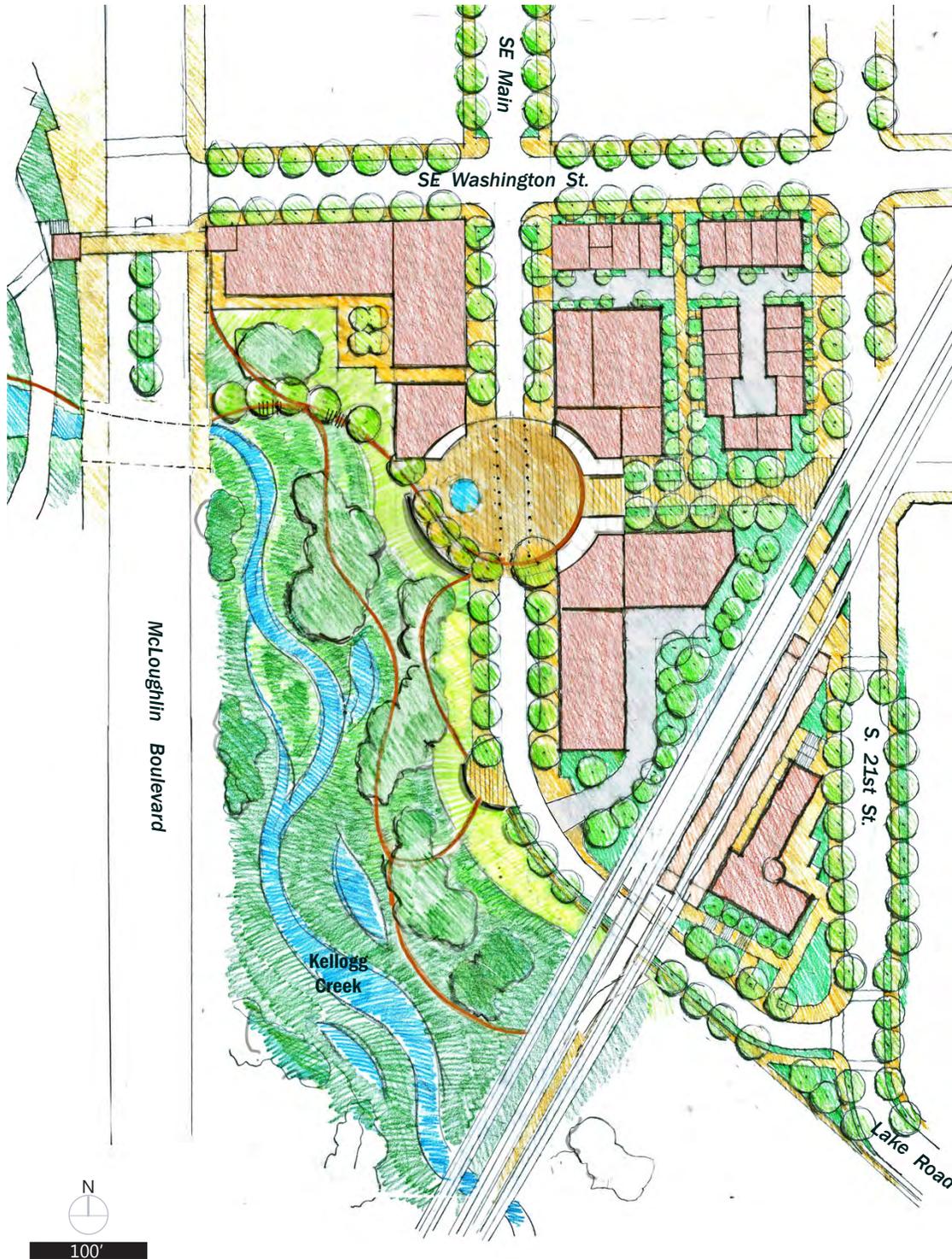


*Pioneer Courthouse Square, Portland*



*Buildings can form the edges of plazas*

Alternative A

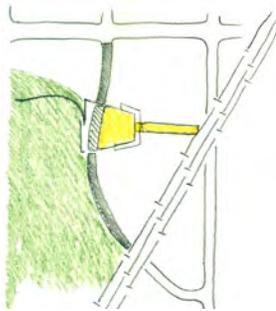


## Alternative B

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

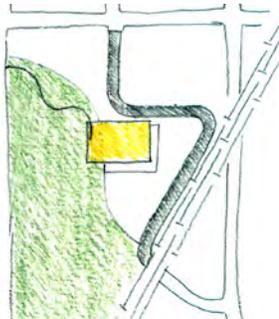


## Alternative C

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 curbsless, low-speed street next to a plaza.*



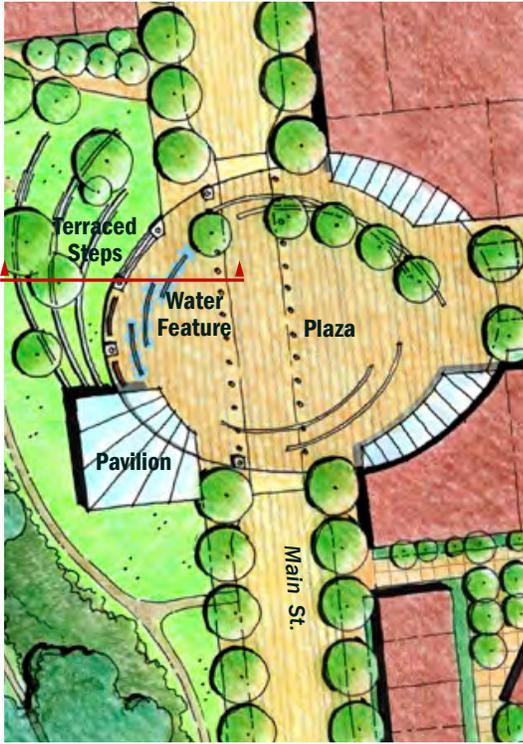
*Active fountains can be attractive places for families to gather and help populate the Plaza at a variety of times during the week.*



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



# Plaza



Pavillion example



Cafe seating on a plaza



Cross-section through terraced seating adjacent to Plaza

## Farmers Market

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



Street used as farmers market



Market Stalls (100 total)

## Main Street

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

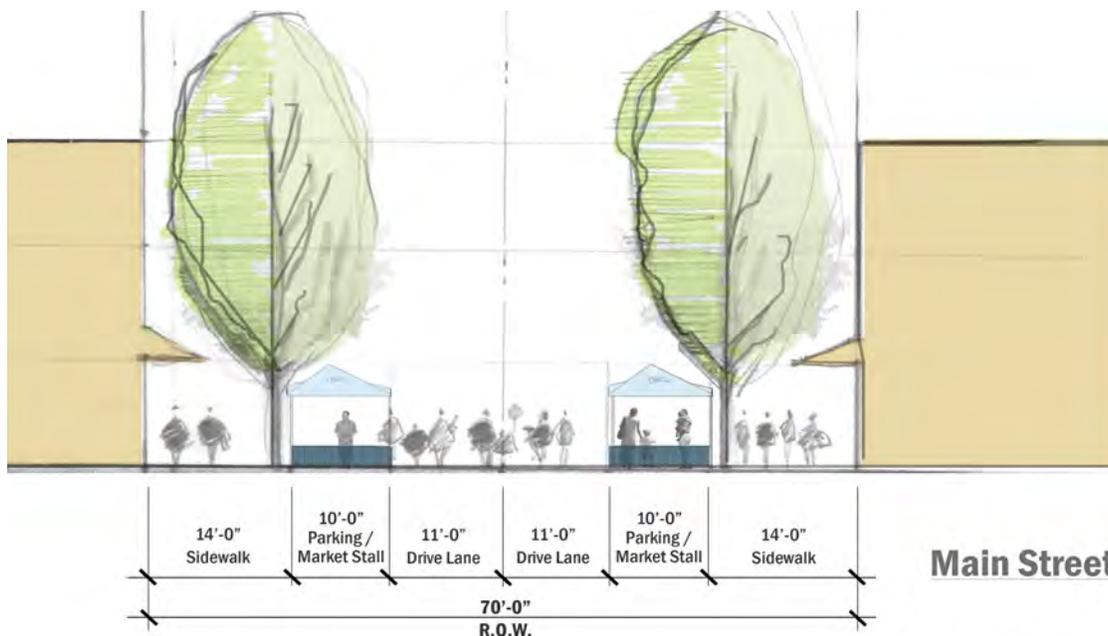


*Curbless street*

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.



*Sunday Parkways*



## Adams Street

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

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



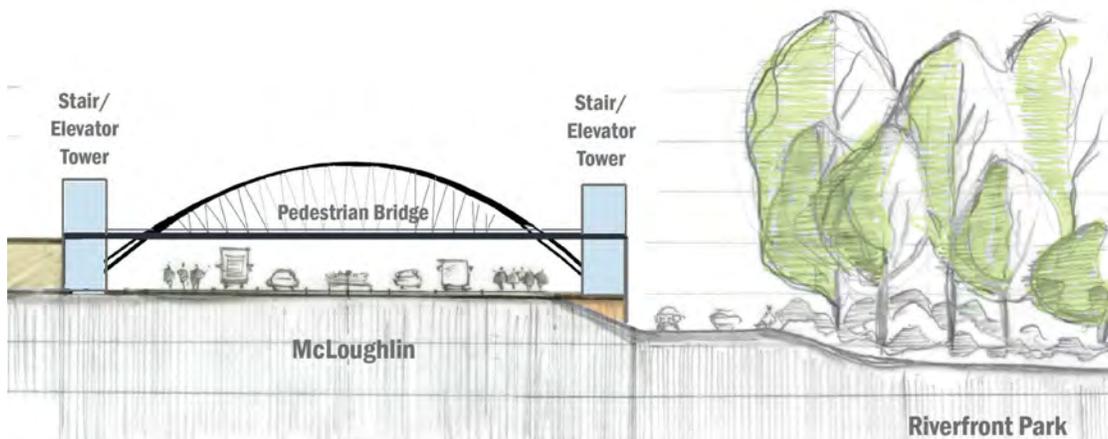
*Pedestrian-oriented street with stormwater planters*



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

## Crossing McLoughlin

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



## Natural Connections

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

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

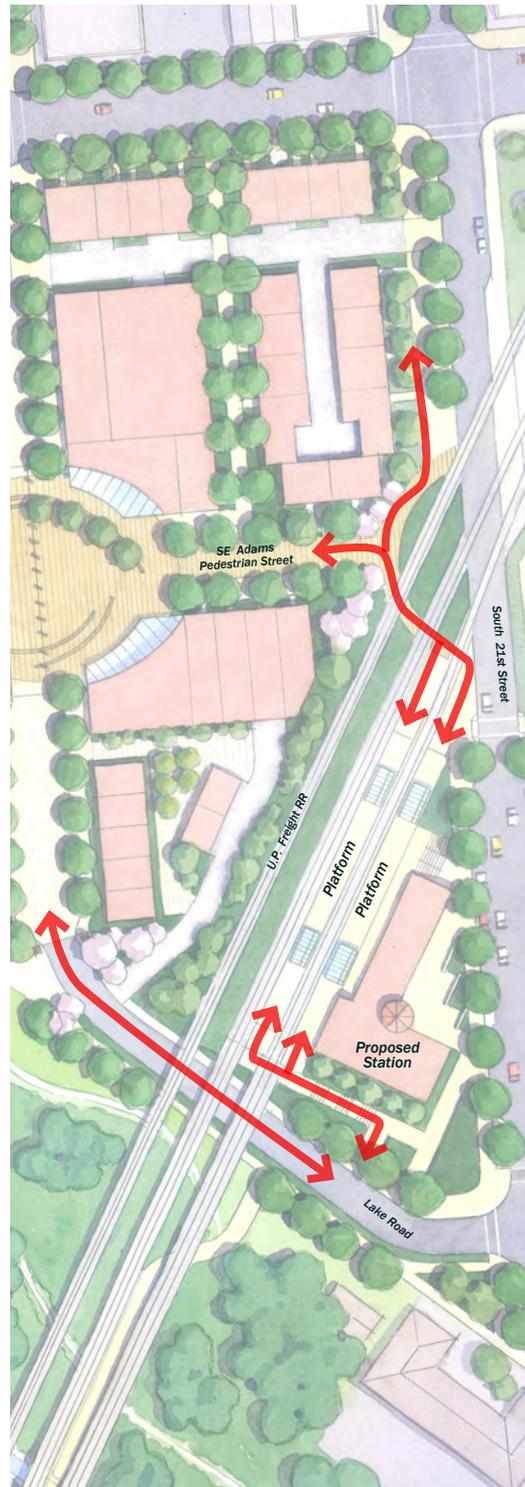
A passageway under McLoughlin Boulevard is proposed, where the existing dam now stands, to connect this Nature Area with the mouth of Kellogg Creek and Riverfront Park.



## Connecting to Transit

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

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





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

# 5 IMPLEMENTATION



## IMPLEMENTATION

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

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

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

## Community Development Department–led Activities

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

## Planning Department-led Activities

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

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

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

### **Highest Importance:**

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

### **Important**

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

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

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

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

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

August 15, 2011

ATTACHMENT 3

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

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

| BUILT PATTERN AS WRITTEN | THE ESSENTIAL THING | IS THE ESSENTIAL THING WORTH HANGING ON TO? | IS THE ESSENTIAL THING ESSENTIAL WITH REUSE, INITIAL NEW CONSTRUCTION, OR CLOSER TO BUILDOUT? | INSIST, ALLOW, OR INCENTIVIZE | WHAT IT WOULD TAKE TO GET THE ESSENTIAL THING (MECHANISM) | RECOMMENDATION |
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| this narrow frontage ring will form a coherent envelope that is vital and varying, but nevertheless definite, repeating structure of columns and windows that gives the plaza form and meaning.  |  |  |       |        |                             |  |
| 6.8 Large multipane windows. The buildings have large windows, divided into elegant planes.  | Multipane windows addressing the plaza.        | Maybe. This adds expense, which violates other patterns, and also isn't a typical storefront pattern. But pattern could be adopted into a new Design Code. | INC   | Insist | Design oversight/authority. |  |
| 6.9 Heavy structure. The windows are set directly into heavy structural frames which are visible, and which from the structure of the buildings.   | Structure is visible on building's exterior.   | Maybe. This adds expense, which violates other patterns, and also isn't a typical storefront pattern. But pattern could be adopted into a new Design Code. | INC   | Insist | Design oversight/authority. |  |
| 6.10 Businesses around the plaza. There are many businesses around the plaza in the frontage ring. They bring additional pedestrian traffic to the plaza. The shops in turn gain customers because of foot traffic from the light rail stop. | Commercial ground floor uses around the plaza. | Yes.   | Reuse | Insist | MMC 19 Use requirements     |  |

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

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

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

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

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

| BUILT PATTERN AS WRITTEN | THE ESSENTIAL THING | IS THE ESSENTIAL THING WORTH HANGING ON TO? | IS THE ESSENTIAL THING ESSENTIAL WITH REUSE, INITIAL NEW CONSTRUCTION, OR CLOSER TO BUILDOUT? | INSIST, ALLOW, OR INCENTIVIZE | WHAT IT WOULD TAKE TO GET THE ESSENTIAL THING (MECHANISM) | RECOMMENDATION |
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| magnificent house may be built within a modern framework.  |  | that the place has become complex, mixed up, intricate and well lived in, is a desirable quality.   |    |    |    |    |
| 9.4 Because people are living and working at close quarters, the use of masonry walls, and solid floors, is essential.   | Masonry walls and solid floors.                | No. The densities and building types do not necessitate masonry construction. Further, the pattern contradicts pattern 7.19. Floor construction can rely on existing codes. | NA | NA | NA | NA |
| 9.6 Elderly housing. There is housing for the elderly.   | Elderly housing.                               | No. The area is too small to begin regulating who should live there. However a mix of housing types is a desirable pattern for the entire downtown.                         | NA | NA | NA | NA |
| 9.7 Housing mix. The residential units are of varying size and configuration and number of rooms, in order to accommodate a mixture of people; elderly, couples whose children are away at college, young couples. | Mix of housing types supports a mix of people. | No. The area is too small to begin regulating who should live there. However a mix of housing types is a desirable pattern for the entire downtown. Further, the            | NA | NA | NA | NA |

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

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

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

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| partnership, with a degree of self-financed, non profit development, and individual development of small projects by direct construction, the costs are likely to be substantially less.  | private arrangement could allow inexpensive construction to keep development costs down. | work, but would take time and effort to create.  |                                     |             | organization to oversee the redevelopment of the South Downtown. Property owners would need to buy in. | because it will delay the revitalization of the South Downtown by several years at least. |
| 11.1 Real Masonry. Buildings will be masonry, not as a veneer on a stud frame, but as a reliable and long-lasting structure. This may include brick, concrete block, and cast concrete, combined with portions of wood frame structure. | Masonry buildings only.  | No. This is not essential and conflicts with pattern related to diversity. However the larger point, that the buildings not be cheaply made or flimsy looking, is worth keeping. | IFC (for the quality of durability) | Insist      | Design review  |   |
| 11.4 Exterior Terraces, stairs and porches, making outdoor living possible and enjoyable.   | Outdoor living.  | Yes, as addressed in numerous other patterns.  | INC                                 | Allow       | MMC 19 Development standards   |   |
| 11.5 Multipane doors and windows  | See 6.8  | Maybe. This adds expense, which violates other patterns, and also isn't a typical storefront pattern. But pattern could be adopted into a new Design Code.                       | INC                                 | Insist      | Design oversight/authority.  |   |
| 11.6 Roof type and roof shape. Roofs will be flat more often than pitched or sloping.   | See 7.22 Abundant flat roofs and rooftop terraces.                                       | Yes. The roofs can and should be interesting and utilitarian outdoor   | INC                                 | Incentivize | PAR, SDC, and/or development standard waiver process.  |   |

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

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

## SOUTH DOWNTOWN ZONING STRATEGY

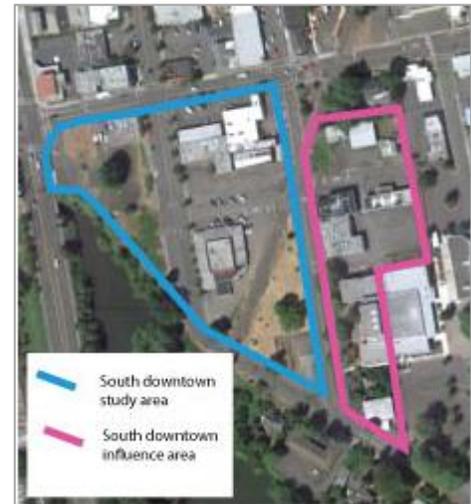
Preliminary ideas on how to change the zoning map and code to enable implementation of the South Downtown Concept.

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

### 1. Geographic area

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

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



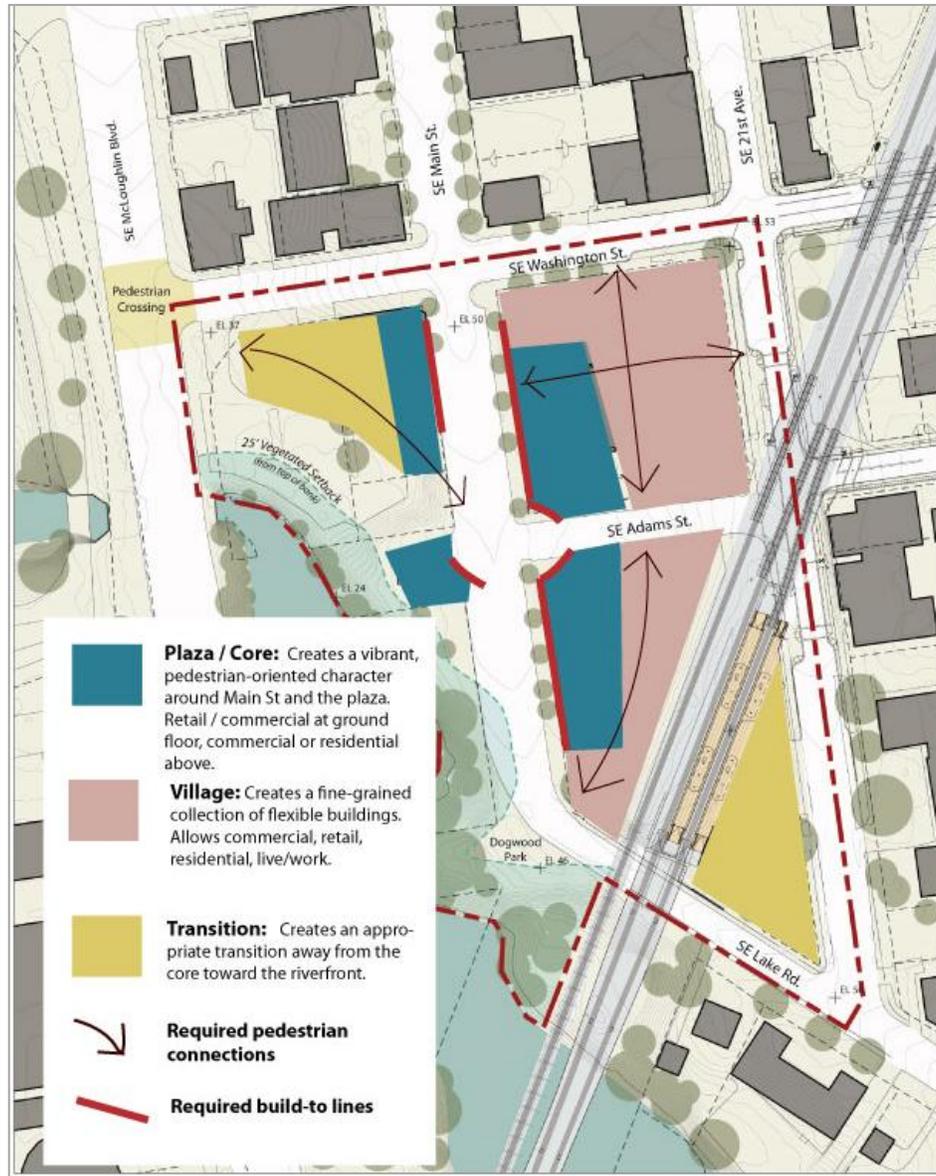
### 2. Zones

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

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

### 3. Spatial areas

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



### 4. Urban form

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

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

## 5. Building Design

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