



CITY OF MILWAUKIE

AGENDA

October 1, 2018

DESIGN AND LANDMARKS COMMITTEE

City Hall Council Chambers
10722 SE Main St
www.milwaukieoregon.gov

1.0 Call to Order — Procedural Matters

2.0 Meeting Notes – Motion Needed

3.0 Information Items

4.0 Audience Participation — This is an opportunity for the public to comment on any item not on the agenda

5.0 Public Meetings — None

- 5.1 Summary: Historic Review—Remodeling at City Hall (File #HR-2018-001)
Staff Person: Vera Kolas, Associate Planner

6.0 Worksession Items

- 6.1 Summary: Prep for Annual Update to City Council (2018-19 Work Program, Bylaws)
Staff Person: Brett Kelter, Associate Planner
- 6.2 Summary: Downtown Design Guidelines (DDG) Assessment – Session 9
Facilitator: Brett Kelter, Associate Planner

7.0 Other Business/Updates

8.0 Design and Landmarks Committee Discussion Items — This is an opportunity for comment or discussion for items not on the agenda.

9.0 Forecast for Future Meetings:

- October 16, 2018 Annual Update to City Council
- Oct. TBD Extra Session for work on DDG Assessment
- November 5, 2018 Worksession: Continued work on DDG Assessment

Milwaukie Design and Landmarks Committee Statement

The Design and Landmarks Committee is established to advise the Planning Commission on historic preservation activities, compliance with applicable design guidelines, and to review and recommend appropriate design guidelines and design review processes and procedures to the Planning Commission and City Council.

1. **PROCEDURAL MATTERS.** If you wish to speak at this meeting, please fill out a yellow card and give to planning staff. Please turn off all personal communication devices during meeting. For background information on agenda items, call the Planning Department at 503-786-7600 or email planning@milwaukieoregon.gov. Thank You.
2. **DESIGN AND LANDMARKS COMMITTEE MEETING MINUTES.** Approved DLC Minutes can be found on the City website at www.milwaukieoregon.gov.
3. **CITY COUNCIL MINUTES** City Council Minutes can be found on the City website at www.milwaukieoregon.gov.
4. **FORECAST FOR FUTURE MEETING.** These items are tentatively scheduled, but may be rescheduled prior to the meeting date. Please contact staff with any questions you may have.

Public Meeting Procedure

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

1. **STAFF REPORT.** Each design review meeting starts with a brief review of the staff report by staff. The report lists the criteria for the land use action being considered, as well as a recommendation with reasons for that recommendation.
2. **CORRESPONDENCE.** Staff will report any verbal or written correspondence that has been received since the Committee was presented with its meeting packet.
3. **APPLICANT'S PRESENTATION.**
4. **PUBLIC TESTIMONY IN SUPPORT.** Testimony from those in favor of the application.
5. **NEUTRAL PUBLIC TESTIMONY.** Comments or questions from interested persons who are neither in favor of nor opposed to the application.
6. **PUBLIC TESTIMONY IN OPPOSITION.** Testimony from those in opposition to the application.
7. **QUESTIONS FROM COMMITTEE MEMBERS.** The committee members will have the opportunity to ask for clarification from staff, the applicant, or those who have already testified.
8. **REBUTTAL TESTIMONY FROM APPLICANT.** After all public testimony, the Committee will take rebuttal testimony from the applicant.
9. **CLOSING OF PUBLIC MEETING.** The Chairperson will close the public portion of the meeting. The Committee will then enter into deliberation. From this point in the meeting the Committee will not receive any additional testimony from the audience, but may ask questions of anyone who has testified.
10. **COMMITTEE DISCUSSION AND ACTION.** It is the Committee's intention to make a recommendation this evening on each issue on the agenda. Design and Landmarks Committee recommendations are not appealable.
11. **MEETING CONTINUANCE.** Prior to the close of the first public meeting, *any person* may request an opportunity to present additional information at another time. If there is such a request, the Design and Landmarks Committee will either continue the public meeting to a date certain, or leave the record open for at least seven days for additional written evidence, argument, or testimony.

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

Milwaukie Design and Landmarks Committee:

Lauren Loosveldt, Chair
Cynthia Schuster, Vice Chair
Mary Neustadter
Kyle Simukka
Brett Laurila

Planning Department Staff:

Denny Egner, Planning Director
David Levitan, Senior Planner
Brett Kelter, Associate Planner
Vera Kolias, Associate Planner
Mary Heberling, Assistant Planner
Alicia Martin, Administrative Specialist II



CITY OF MILWAUKIE

To: Design and Landmarks Committee

Through: Dennis Egner, Planning Director

From: Vera Kolias, Associate Planner

Date: September 24, 2018, for October 1, 2018, Public Meeting

Subject: **File:** HR-2018-001

Applicant: Tracy Orvis, DiLoreto Architecture

Owner(s): City of Milwaukie

Address: 10722 SE Main St

Legal Description (Map & Tax Lot): 1S1E36BB02500

NDA: Historic Milwaukie

ACTION REQUESTED

Recommend approval of application HR-2018-001 and recommend adoption of the recommended Findings and Conditions of Approval found in Attachments 1 and 2. This action would allow for the renovation of the fire bay at City Hall, including replacement roll up doors and the construction of a new ADA accessible door and access at the rear of the building.

BACKGROUND INFORMATION

The current council chambers in Milwaukie City Hall are proposed to be moved into the existing garage bay in the same building. The space will be updated to accommodate the necessary functional requirements of a civic space, including upgrades to meet current energy code as well as acoustical and security needs. The proposed work requires an historic resources review, community service review, and downtown design review.

A. Site and Vicinity

The site is located at 10722 SE Main St. The site contains City Hall, a sculpture garden, and an adjacent parking lot.

The surrounding area consists of downtown commercial and residential properties, the TriMet bus area, the Waldorf School, and a municipal parking lot.



Figure 1. Site area and vicinity

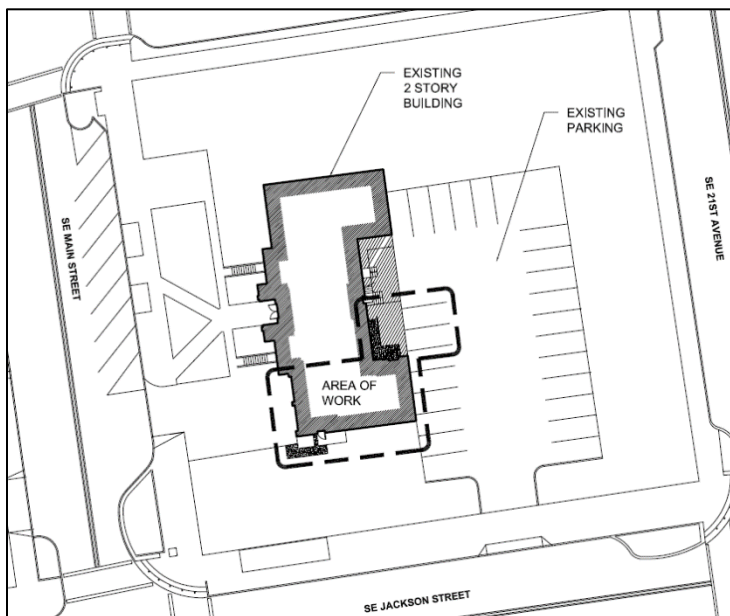


Figure 2. Area of work

B. Zoning Designation

The site is in the Downtown Mixed Use Zone (DMU).

C. Comprehensive Plan Designation

Town Center - TC

D. Land Use History

City records indicate no previous land use actions for this site.

Or list:

- **2018:** CSU-2018-008: Approval to install a welcome sign.
- **2018:** CSU-2018-014: Approval to install a new ballot box.
- **2015:** DR-015-002; CSU-2015-005: Approval to install a bicycle repair stand in front of City Hall.
- **2014:** CSU-2014-001: Approval to install an information kiosk.
- **2013:** HR-2013-001: Approval to replace the garage doors.
- **2010:** HR-2010-001; CSU-2010-005: Approval to install the sculpture garden.
- **1998:** HR-1998-002: Approval to install an HVAC unit and window replacement.
- **1997:** HR-1997-002: Approval to install a 7-space bike rack.
- **1997:** HR-1997-004: Approval to remove 3 street trees and replace them with 4 Norway Maple trees.

E. Proposal

The applicant is seeking land use approval to alter the structure in order to convert the existing fire bay into a new City Council chamber. The proposal includes the following (please refer to Attachment 3, applicant's materials):

1. Addition of an accessible entrance at the rear of the building
2. Replacing the existing roll up doors with new roll up doors
3. Replacing the existing wood windows in the fire bay with new wood windows
4. Replacing the existing swing door on the south façade with a new entry door
5. Providing new exterior lighting above both swing doors

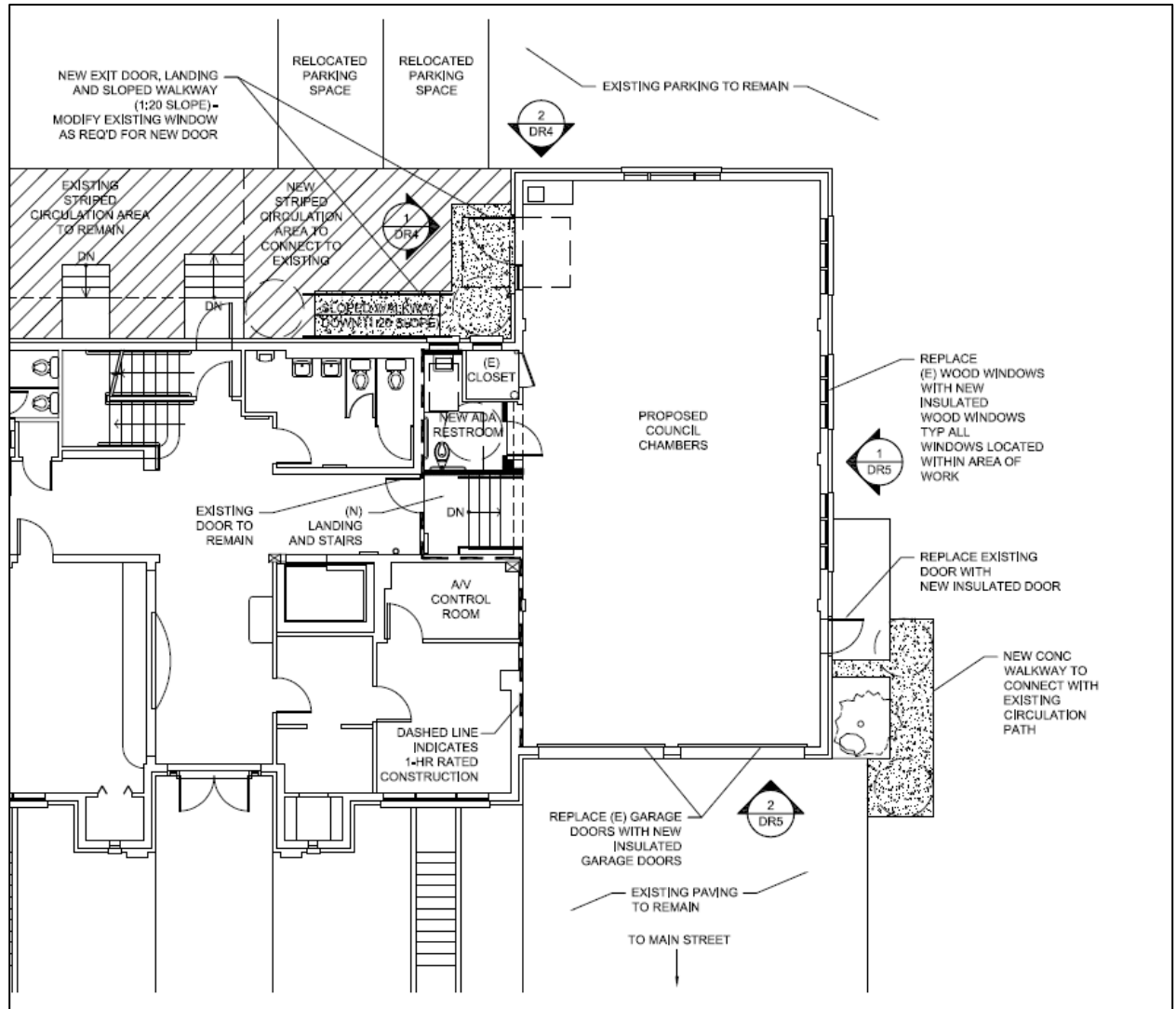


Figure 3. Proposed improvements

The project requires approval of the following applications:

1. HR-2018-001: Exterior alteration of a landmark.
2. DR-2018-002: Downtown Design Review
3. CSU-2018-016: Minor modification to a Community Service Use

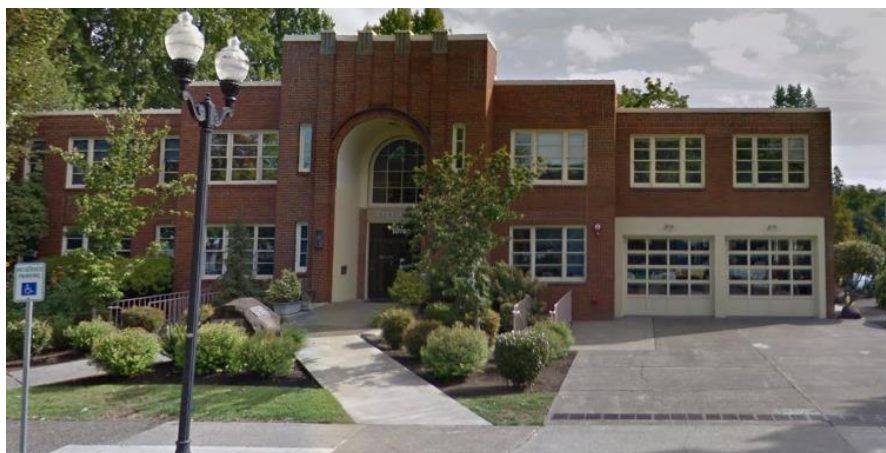


Figure 4. City Hall today



Figure 5. City Hall – 1970s - 2013



Figure 6. City Hall - 1940s

KEY ISSUES

Summary

Staff has identified the following key issues for the Committee’s deliberation. Aspects of the proposal not listed below are addressed in the Findings (see Attachment 1) and generally require less analysis and discretion by the Committee.

A. Is the proposal consistent with the visual integrity or style of City Hall?

Analysis

A. Is the proposal consistent with the visual integrity or style of City Hall?

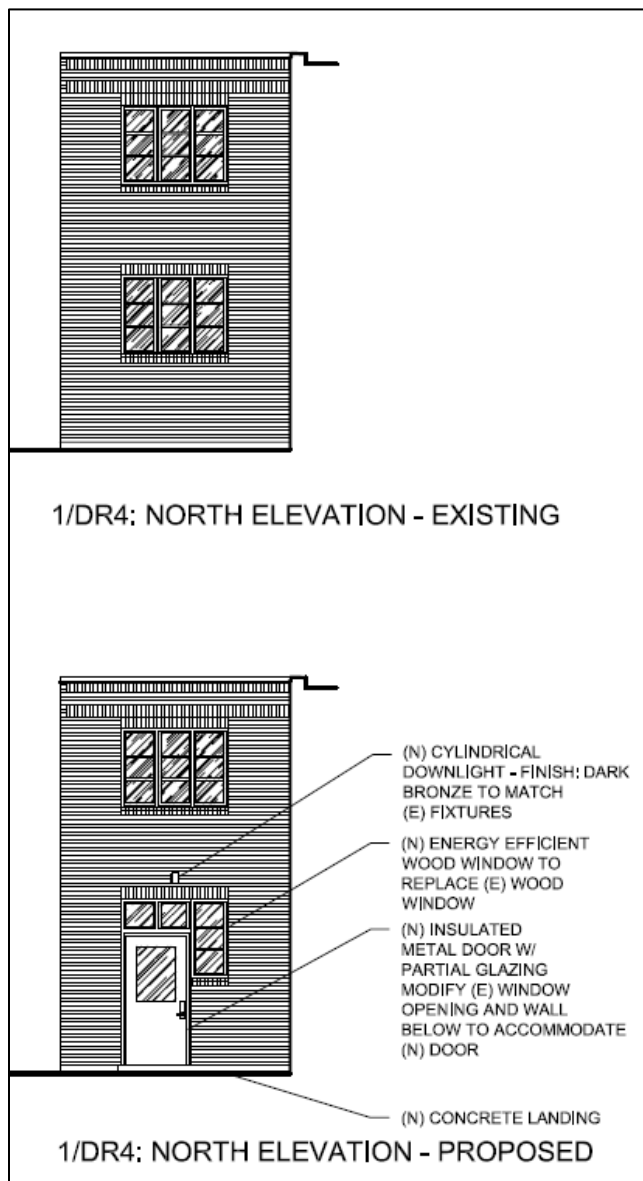


Figure 7. Proposed accessible entrance

The purpose of the proposed project is to convert the existing fire bay into a new City Council chambers, which will be used for public meetings as well as municipal court proceedings. The proposal minimizes alterations to the exterior façade while striving to meet current building and energy code requirements. To provide a code-required accessible second exit, a new door is proposed within the width of an existing window opening and will be custom sized to work with existing window proportions. The proposed accessible entrance has been located at the rear of the building adjacent to a parking lot so that the street-facing façade of the building is not significantly affected (see Figure 7).

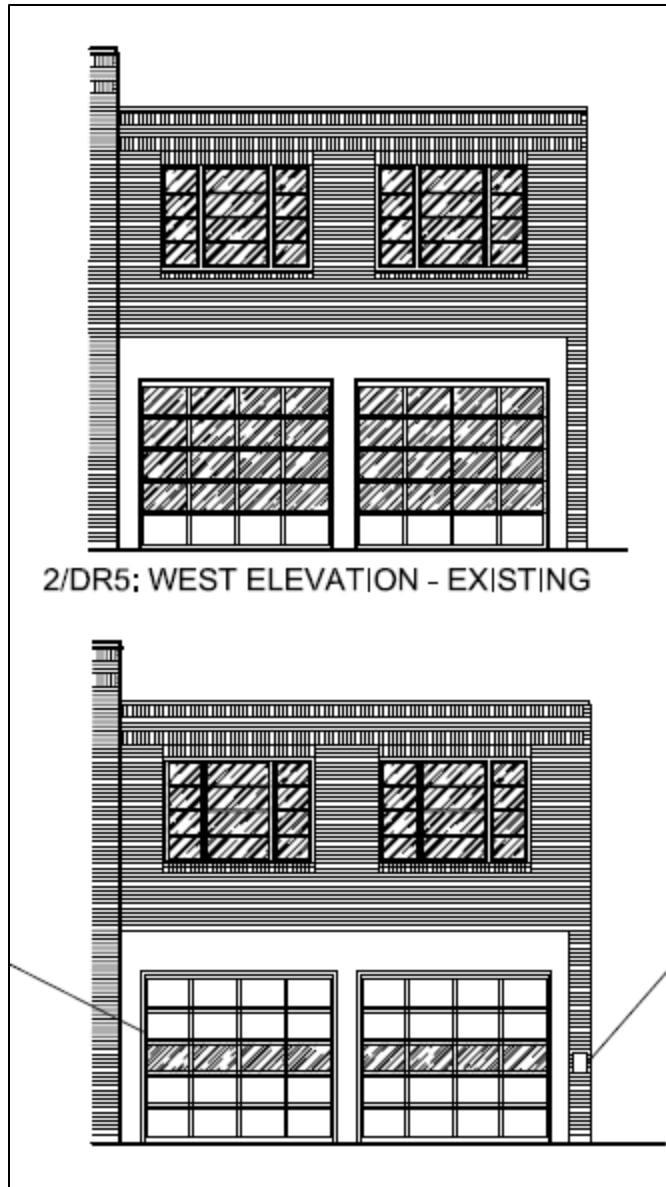


Figure 8. Proposed roll up doors

In addition to hosting public events, the repurposed garage bay will serve Council and Court functions. When closed, the garage doors need to serve functionally as a wall, providing quiet, security, and protection from weather. The garage doors were replaced in 2013 but do not meet energy code, acoustical, and security requirements for the proposed use. The proposal includes replacing the doors with new insulated doors that reference the proportions of the existing doors, but to meet the abovementioned requirements, the proposed doors include a glazing pattern more reminiscent of the doors previously installed in the 1970's (see Figures 5 and 8).

Although the proposed doors are different in style from the existing doors, with less transparent glazing, they retain the proportions of the original door design and the upper story windows to maintain consistency. The goal for the project is to replace the existing wood garage doors with new wood garage doors with insulated glazing and perimeter seals. The wood would be painted to match the existing garage doors and trim. If wood doors that meet energy code are not available, however, then the doors would be made of another material (such as insulated metal) that would be painted to match the existing doors.

This door design has been proposed in order to ensure greater security to the building and to maximize energy efficiency by minimizing the amount of transparency on the west-facing wall of the building. Also, from a pedestrian's standpoint, the fire bay is not adjacent to the sidewalk and does not have a direct relationship with pedestrians – it does not serve as a typical storefront – and is set back nearly 50 ft from the edge of the nearest sidewalk.

CONCLUSIONS

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

1. Recommend approval of the Historic Resource review and Downtown Design Review applications. This will result in the newly configured fire bay and installation of new roll up garage doors, and accessible entrance, and replacement of existing windows and an entry door.
2. Recommend adoption of the attached Findings.

CODE AUTHORITY AND DECISION-MAKING PROCESS

The proposal is subject to the following provisions of the Milwaukie Municipal Code (MMC).

- MMC 19.304 Downtown Zones
- MMC 19.403 Historic Preservation Overlay
- MMC 19.904 Community Service Use
- MMC 19.907 Downtown Design Review
- MMC 19.1006 Type III Review

This application is subject to Type III review, which requires the DLC to consider whether the applicant has demonstrated compliance with the code sections shown above. In Type III reviews, the DLC assesses the application against review criteria and development standards and evaluates testimony and evidence received at the public meeting and submits a recommendation to the Planning Commission for final approval at a public hearing.

The Committee has 3 decision-making options as follows:

- A. Recommend approval of the application subject to the recommended Findings.
- C. Recommend approval of the application with modified Findings and Conditions of Approval. Such modifications need to be read into the record.
- D. Recommend denial of the application upon finding that it does not meet approval criteria.

The final decision on these applications, which includes any appeals to the City Council, must be made by January 4, 2019, in accordance with the Oregon Revised Statutes and the Milwaukie Zoning Ordinance. The applicant can waive the time period in which the application must be decided.

COMMENTS

Notice of the proposed changes was given to the following agencies and persons: City of Milwaukie Engineering, Building, and Public Works Departments, Clackamas Fire District #1, the Milwaukie Historical Society, and the Historic Milwaukie Neighborhood District Association (NDA).

ATTACHMENTS

Attachments are provided as indicated by the checked boxes. All material is available for viewing upon request.

	Early DLC Mailing	DLC Packet	Public Copies	Packet
1. Recommended Findings in Support of Approval	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
2. Applicant's Narrative and Supporting Documentation received September 6, 2018.				
a. Narrative	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
b. Site Plan	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
c. Window style and lighting cut sheets	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
d. Existing and proposed floor plans	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
e. Existing and proposed elevations	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

Key:

Early DLC Mailing = paper materials provided to DLC at the time of application referral.

DLC Packet = paper materials provided to DLC 7 days prior to the hearing.

Public Copies = paper copies of the packet available for review at City facilities and at the DLC meeting.

Packet = packet materials available online at <https://www.milwaukieoregon.gov/bc-dlc/design-and-landmarks-committee-9>.

**Recommended Findings in Support of Approval
Master File #HR-2018-001; City Hall fire bay renovation**

Sections of the Milwaukie Municipal Code not addressed in these findings are found to be inapplicable to the decision on this application.

1. The applicant, Tracy Orvis on behalf of the City of Milwaukie, has applied for approval to alter the historic structure at 10722 SE Main St. This site is in the Downtown Mixed Use (DMU) Zone. The master land use application file number is HR-2018-001.
2. The current council chambers in Milwaukie City Hall are proposed to be moved into the existing garage bay in the same building. The space will be updated to accommodate the necessary functional requirements of a civic space, including upgrades to meet current energy code as well as acoustical and security needs. The scope of work includes replacing the existing wood windows in the garage bay with new energy efficient wood windows, replacing the existing garage doors with new energy efficient garage doors, replacing the existing swing door on the south façade, creating a new second accessible exit from the garage bay, and providing new exterior lighting above both swing doors.
3. The proposal is subject to the following provisions of the Milwaukie Municipal Code (MMC):
 - MMC 19.304 Downtown Mixed Use Zone
 - MMC 19.403 Historic Preservation Overlay
 - MMC 19.904 Community Service Use Review
 - MMC 19.907 Downtown Design Review
 - MMC 19.1006 Type III Review

The application has been processed and public notice provided in accordance with MMC Section 19.1006 Type III Review. A public review meeting with the Design and Landmarks Committee was held on October 1, 2018. A public hearing was held on October 23, 2018, as required by law.

4. MMC 19.304 Downtown Zones

a. MMC 19.304.3 Uses

MMC Table 19.304.3 establishes the uses that are allowed in the various downtown sub-zones, which allows Community Service Uses (CSUs) as a Limited Use.

The building at the subject property is currently used by the City of Milwaukie as a city hall, including city offices on the first floor and city offices, council chambers, and meeting spaces on the second floor.

The City considers facilities that were established prior to CSU regulations in 1984 but were otherwise properly permitted and meet the definition for CSUs provided in MMC 19.904.2 to be de facto CSUs. MMC 19.904.2.A specifically includes government office buildings such as city halls in its definition of CSUs.

The site has been in use as a city hall since it was constructed in 1939. The site has had subsequent site and use modifications that have been approved under applicable Community Service Overlay (CSO) or Community Service Use (CSU) code provisions (the most recent

was CSU-2018-014). Therefore, the Milwaukie City Hall is considered a de facto CSU. This standard is met.

b. MMC 19.304.4 Development Standards

MMC 19.304.4 establishes standards for new development projects in the downtown zones.

This site is an existing governmental building; no changes are proposed that are affected by the development standards. This standard does not apply to the proposal.

5. MMC 19.403 Historic Preservation Overlay

MMC 19.403 provides standards and procedures for review of applications related to identified historic resources.

The subject property is identified on the City historic and cultural resources inventory as a Significant resource; therefore, the regulations in MMC 19.403 apply.

a. MMC 19.403.5 Alteration and Development

- (1) MMC 19.403.5.A requires review for any exterior alteration of a landmark deemed "Significant" in the City historic inventory.

The subject property is designated a "Significant" historic resource and the proposed improvements are for minor exterior alterations. The proposed improvements are subject to review under the provisions of MMC 19.403.

- (2) MMC 19.403.5.B requires that an application for exterior alteration of a landmark be submitted to the Planning Director, in such form and detail as prescribed by the Director. Applications that do not meet the requirements for projects subject to administrative approval as per MMC 19.403.5.C shall follow the Type III review process outlined in MMC 19.1006.

An application with sufficient detail has been submitted for Type III review. This standard is met.

- (3) MMC 19.403.5.D provides for approval of alteration requests that do not qualify for administrative approval.

The proposed improvement replaces the existing fire bay door (which was installed in the 2013) with new energy efficient and secure doors that have the same appearance as the doors installed in the 1970s, but also that retain the proportions of the original doors from the 1940s. Because the proposed replacement doors and the addition of a new accessible entrance do not meet the standards for administrative approval, the application has been combined under a Type III review, per MMC 19.1006.

- (4) MMC 19.403.5.E establishes approval criteria for alterations to landmarks.

The proposed improvements have been evaluated against the relevant approval criteria as follows:

(a) Retention of Original Construction

The proposal minimizes alterations to the exterior façade while striving to meet current building and energy code requirements. For example, to provide a code-required accessible second exit, a new door will be placed within the width of an existing window opening and will be custom sized to work with existing window proportions (see 1/DR4). This alteration is located at an interior corner at the rear of the building, away from primary street-facing facades.

The garage doors were replaced in 2013 but do not meet energy code, acoustical, and security requirements for the proposed use. The proposal includes replacing the doors with new insulated doors that reference the proportions of the existing doors, but to meet the abovementioned requirements a glazing pattern more reminiscent of the doors previously installed in the 1970's is proposed.

The goal for the project is to replace the existing wood garage doors with new wood garage doors with insulated glazing and perimeter seals. The wood would be painted to match the existing garage doors and trim. If wood doors that meet energy code are not available, however, then the doors would be made of another material (such as insulated metal) that would be painted to match the existing doors.

The proposed improvement will not alter any remaining historic features or qualities of the landmark. This criterion is met.

(b) Building Height

No changes to existing building height are proposed. This criterion is not applicable.

(c) Horizontal Additions

No additions are proposed. This criterion is not applicable.

(d) Windows

This proposal includes replacing the existing wood windows affected by the scope of work (5 total, not including the 2 roll up garage doors) with new wood windows that match the existing windows and meet current energy code. This criterion is met.

(e) Restoration Possible

If desired in the future, the proposed second exit door and its associated landing and ramp could be removed. The window and portion of wall affected by the proposed second exit could be replaced. If future stakeholders decide that fully glazed garage doors are more desirable, the doors can be replaced with minimal building disturbance. Further restoration in the future would not be precluded. This criterion is met.

(f) Signs and Lighting

The proposal includes new exterior lighting above both exterior swing doors. The existing door on the south elevation has a vertical rectangular security fixture above it. The proposal would replace it with a small cylindrical downlight in a dark bronze finish to match other exterior fixtures. The same fixture is proposed above the new exit door, and given its small size, puts more focus on the building itself and on the existing historic fixtures at the main entrance. See attached product information for proposed light fixture.

New signage is proposed that will direct visitors to the accessible entrance to Council Chambers, which is the door located on the south façade of the building. There is one sign proposed to the right of the garage doors as well as one adjacent to the accessible entrance. The signage will meet code requirements and will match existing signage present on the building to the greatest extent possible.

This criterion is met.

(g) Time Period Consistency

The proposal matches existing materials and finishes currently present on and around the building exterior. The proposed new garage doors reference both the current and previous garage door iterations and seek to blend them and create doors that are relevant to the building's history while meeting both code and functional needs of the space within. This criterion is met.

(h) Visual Integrity/Style

The proposed improvements will not diminish any of the distinctive stylistic features that remain on the building. No distinctive stylistic features, primary structural elements, or examples of skilled craftsmanship are affected by the proposed design. Modifications made to the existing window to create a second accessible exit have been proposed with the existing window proportions in mind, and all materials selected correspond to existing building materials. The proposal is respectful of the existing building while still meeting current code requirements. This criterion is met.

(i) Replacement or Additional Materials

No features are in need of repair at this time. In order to meet current energy code, the existing wood windows are proposed to be replaced with new energy efficient wood windows with as close to the same appearance as possible. The garage doors are proposed to be replaced with new doors that reference the panel proportions and materials of the currently installed doors but provide glazing similar to the garage doors previously in place from the 1970's to 2013. The new ADA exit door, landing, and sloped walkway are treated with similar materials and style as adjacent exits. This criterion is met.

(j) Buffering

No new use is proposed. This is a shifting of existing uses within the existing building footprint. This criterion is not applicable.

The proposed improvements meet the applicable standards of MMC 19.403.

6. MMC Section 19.904 Community Service Uses

MMC Subsection 19.904.5.C authorizes the Planning Director's approval of minor modifications to an approved community service per Section 19.1004 Type I Review, provided that such modification:

a. Does not increase the intensity of any use.

The existing Council Chambers is located on the 2nd floor of City Hall. Current office staff are crowded into existing rooms that were not originally intended for that number of people. The existing garage bay on the 1st floor of City Hall is currently underutilized, serving as overflow storage for events. The proposed project relocates Council Chambers to the garage bay, thus freeing up space on the 2nd floor for much needed office use. No new uses are proposed. This project is a shifting of existing uses to other parts of the building.

b. Meets all requirements of the underlying zone relating to building size and location and off-street parking and the standards of Title 19.

The proposed modification does not affect any standards of the underlying zone for the existing site.

c. Does not result in deterioration or loss of any protected natural feature or open space, and does not negatively affect nearby properties.

The subject property does not include any mapped natural resources and will not affect any nearby properties.

d. Does not alter or contravene any conditions specifically placed on the development by the Planning Commission or City Council.

No changes to any of the conditions of any prior approvals will occur as part of the proposed project.

e. Does not cause any public facility, including transportation, water, sewer and storm drainage, to fail to meet any applicable standards relating to adequacy of the public facility.

The proposed project does not cause any public facility to fail to meet applicable standards relating to the adequacy of the public facility.

As proposed, the applicable standards of MMC 19.904 are met.

7. MMC 19.907 Downtown Design Review

a. Per MMC 19.907.2, the standards for downtown design review are applicable to minor exterior alterations to buildings in the downtown zones.

The proposed roll up door replacement is a minor exterior alteration to an existing building in the Downtown Mixed Use (DMU) zone and is therefore subject to the standards for

downtown design review as provided in MMC 19.907. The addition of an accessible entrance to the rear of the building is an exempt activity, as it is needed to bring the building into compliance with the Americans with Disabilities Act.

- b. MMC 19.907.5.D requires that exterior alterations that do not meet the standards for Type I or Type II project be processed with Type III review.

The proposed improvement includes exterior alterations and has been reviewed in accordance with the Type III review process as part of the Historic Resource review process and the Type III Downtown Design Review process. This criterion is met.

- c. MMC 19.907.6 establishes the requirements for downtown design review applications, including relevant forms, checklists, and other materials that demonstrate consistency with the design guidelines and compliance with applicable zoning criteria.

The applicant has submitted application materials sufficient to demonstrate compliance with all applicable standards and criteria. This criterion is met.

- d. MMC 19.907.7 establishes three approval criteria:

- (1) Compliance with Title 19

As addressed in Finding 4, the proposed improvement complies with the applicable standards for downtown zones, as provided in MMC 19.304. As addressed in Finding 5, the proposed improvement complies with the applicable standards for historic resources, as provided in MMC 19.403. As addressed in Finding 6, the proposed improvement complies with the applicable standards for modifications to community service uses, as provided in MMC 19.904. No other standards in Title 19 are applicable to the proposed improvement.

- (2) Compliance with applicable design standards in Section 19.508 and any prior land use approvals

The proposed improvements have been reviewed against the relevant design standard for ground floor windows and doors, which requires a minimum of 50% glazing. The proposal includes replacement of the existing roll-up doors with doors that provide needed security and privacy, as well as meet energy code requirements. The proposed doors are intended to blend design with utility, given the new use of the fire bay, and the need for increased security and energy efficiency. However, the building was constructed before this standard was in place, as were the modifications to the existing fire bay doors. Therefore, the former percentage of glazing of 42% as originally built is legally nonconforming. The proposal would reduce the glazing to 26%, and would bring the street facing façade more out of conformance with this standard.

- (3) Substantial consistency with the purpose statement of the applicable design standard and the applicable Downtown Design Guideline(s) being utilized in place of the applicable design standard.

The purpose of the windows and doors standard in MMC 19.508.4.E is to enhance street safety and provide a comfortable pedestrian environment by adding interest to exterior

façades, allowing for day lighting of interior space, and creating a visual connection between interior and exterior spaces.

The proposed work is on a civic building built in 1939. The goal for the new roll up doors is to provide more security and privacy for a space that will host both Council meetings and Court proceedings, as well as increased energy efficiency to meet the energy code standards. The new doors result in fewer window panes and 26% of glazing on the first-floor façade (rather than the 42% existing). However, the fire bay is not adjacent to the sidewalk and does not have a direct relationship with pedestrians – it does not serve as a typical storefront. It is set back nearly 50 ft from the edge of the nearest sidewalk. The use of this space is for public meetings and court proceedings, as well as other public functions. During public functions, the doors can be opened to connect the space with the paved “courtyard” area in front to connect the event to the street. However, during evening meetings and court hearings/proceedings, the space can be closed off. The proposed design includes a row of glazed windows to allow daylight and provide transparency, while still providing much needed security and privacy for a ground-floor space serving multiple functions.

The Applicable Downtown Design Guidelines to review in connection with these areas of non-compliance are:

- *Milwaukie Character Guidelines*
- *Architectural Guidelines*

Refer to Table 2 below for detailed findings for Downtown Design Guidelines.

Table 2. Downtown Design Guidelines

MILWAUKIE CHARACTER GUIDELINES	
Guideline	Recommended Findings
Reinforce Milwaukie's Sense of Place	<p><i>The proposed design replaces the existing roll up doors with a slightly different version that are more energy efficient and provide much need security and privacy for the activities conducted in the renovated fire bay. The proposed doors maintain the same proportions as the existing doors, with the major difference being less glazing. The proposed doors maintain the integrity of the original design of City Hall.</i></p> <p><i>The proposed development meets this guideline.</i></p>
Promote Architectural Compatibility	<p><i>The goal for the project is to replace the existing wood garage doors with new wood garage doors with insulated glazing and perimeter seals. The wood would be painted to match the existing garage doors and trim. If wood doors that meet energy code are not available, however, then the doors would be made of another material (such as insulated metal) that would be painted to match the existing doors.</i></p> <p><i>The proposed development meets this guideline.</i></p>

Preserve Historic Buildings	<p><i>The goal for the project is to replace the existing wood garage doors with new wood garage doors with insulated glazing and perimeter seals. The wood would be painted to match the existing garage doors and trim. If wood doors that meet energy code are not available, however, then the doors would be made of another material (such as insulated metal) that would be painted to match the existing doors.</i></p> <p><i>The proposed doors contain less glazing, but contain the same proportions as the existing doors and the windows directly above.</i></p> <p><i>The proposed development meets this guideline.</i></p>
ARCHITECTURE GUIDELINES	
Guideline	Recommended Findings
Windows and Doors	<p><i>The guidelines are tailored more toward retail, commercial, or residential development. City Hall is not a retail or commercial use, and therefore serves a different function than a typical Main Street building. As a civic space, the renovated fire bay will host public City Council meetings, confidential executive sessions, sensitive Court proceedings, as well as open public events. The proposed doors can be opened during public events to connect the space to the area in front of the space as well as to the street. The doors can also remain closed to serve as a fourth wall for the room, maintaining privacy and energy efficiency. The proposed design includes a row of glazing to allow for transparency and daylight while balancing the requirements for more security and privacy.</i></p> <p><i>The proposed development meets this guideline.</i></p>

The proposed improvements meet the approval criteria of MMC 19.907.5 Downtown Design Review.

8. The application was referred to the following departments and agencies on September 7, 2018:
 - Milwaukie Building Division
 - Milwaukie Engineering Department
 - Milwaukie Public Works Department
 - Clackamas County Fire District #1
 - Historic Milwaukie Neighborhood District Association Chairperson and Land Use Committee
 - Milwaukie Historical Society

The comments received are summarized as follows: No comments received as of September 24, 2018.

ATTACHMENT 1

Recommended Findings in Support of Approval Master File #HR-2018-001; City Hall fire bay renovation

Sections of the Milwaukie Municipal Code not addressed in these findings are found to be inapplicable to the decision on this application.

1. The applicant, Tracy Orvis on behalf of the City of Milwaukie, has applied for approval to alter the historic structure at 10722 SE Main St. This site is in the Downtown Mixed Use (DMU) Zone. The master land use application file number is HR-2018-001.
2. The current council chambers in Milwaukie City Hall are proposed to be moved into the existing garage bay in the same building. The space will be updated to accommodate the necessary functional requirements of a civic space, including upgrades to meet current energy code as well as acoustical and security needs. The scope of work includes replacing the existing wood windows in the garage bay with new energy efficient wood windows, replacing the existing garage doors with new energy efficient garage doors, replacing the existing swing door on the south façade, creating a new second accessible exit from the garage bay, and providing new exterior lighting above both swing doors.
3. The proposal is subject to the following provisions of the Milwaukie Municipal Code (MMC):
 - MMC 19.304 Downtown Mixed Use Zone
 - MMC 19.403 Historic Preservation Overlay
 - MMC 19.904 Community Service Use Review
 - MMC 19.907 Downtown Design Review
 - MMC 19.1006 Type III Review

The application has been processed and public notice provided in accordance with MMC Section 19.1006 Type III Review. A public review meeting with the Design and Landmarks Committee was held on October 1, 2018. A public hearing was held on October 23, 2018, as required by law.

4. MMC 19.304 Downtown Zones

a. MMC 19.304.3 Uses

MMC Table 19.304.3 establishes the uses that are allowed in the various downtown sub-zones, which allows Community Service Uses (CSUs) as a Limited Use.

The building at the subject property is currently used by the City of Milwaukie as a city hall, including city offices on the first floor and city offices, council chambers, and meeting spaces on the second floor.

The City considers facilities that were established prior to CSU regulations in 1984 but were otherwise properly permitted and meet the definition for CSUs provided in MMC 19.904.2 to be de facto CSUs. MMC 19.904.2.A specifically includes government office buildings such as city halls in its definition of CSUs.

The site has been in use as a city hall since it was constructed in 1939. The site has had subsequent site and use modifications that have been approved under applicable Community Service Overlay (CSO) or Community Service Use (CSU) code provisions (the most recent

was CSU-2018-014). Therefore, the Milwaukie City Hall is considered a de facto CSU. This standard is met.

b. MMC 19.304.4 Development Standards

MMC 19.304.4 establishes standards for new development projects in the downtown zones.

This site is an existing governmental building; no changes are proposed that are affected by the development standards. This standard does not apply to the proposal.

5. MMC 19.403 Historic Preservation Overlay

MMC 19.403 provides standards and procedures for review of applications related to identified historic resources.

The subject property is identified on the City historic and cultural resources inventory as a Significant resource; therefore, the regulations in MMC 19.403 apply.

a. MMC 19.403.5 Alteration and Development

- (1) MMC 19.403.5.A requires review for any exterior alteration of a landmark deemed "Significant" in the City historic inventory.

The subject property is designated a "Significant" historic resource and the proposed improvements are for minor exterior alterations. The proposed improvements are subject to review under the provisions of MMC 19.403.

- (2) MMC 19.403.5.B requires that an application for exterior alteration of a landmark be submitted to the Planning Director, in such form and detail as prescribed by the Director. Applications that do not meet the requirements for projects subject to administrative approval as per MMC 19.403.5.C shall follow the Type III review process outlined in MMC 19.1006.

An application with sufficient detail has been submitted for Type III review. This standard is met.

- (3) MMC 19.403.5.D provides for approval of alteration requests that do not qualify for administrative approval.

The proposed improvement replaces the existing fire bay door (which was installed in the 2013) with new energy efficient and secure doors that have the same appearance as the doors installed in the 1970s, but also that retain the proportions of the original doors from the 1940s. Because the proposed replacement doors and the addition of a new accessible entrance do not meet the standards for administrative approval, the application has been combined under a Type III review, per MMC 19.1006.

- (4) MMC 19.403.5.E establishes approval criteria for alterations to landmarks.

The proposed improvements have been evaluated against the relevant approval criteria as follows:

(a) Retention of Original Construction

The proposal minimizes alterations to the exterior façade while striving to meet current building and energy code requirements. For example, to provide a code-required accessible second exit, a new door will be placed within the width of an existing window opening and will be custom sized to work with existing window proportions (see 1/DR4). This alteration is located at an interior corner at the rear of the building, away from primary street-facing facades.

The garage doors were replaced in 2013 but do not meet energy code, acoustical, and security requirements for the proposed use. The proposal includes replacing the doors with new insulated doors that reference the proportions of the existing doors, but to meet the abovementioned requirements a glazing pattern more reminiscent of the doors previously installed in the 1970's is proposed.

The goal for the project is to replace the existing wood garage doors with new wood garage doors with insulated glazing and perimeter seals. The wood would be painted to match the existing garage doors and trim. If wood doors that meet energy code are not available, however, then the doors would be made of another material (such as insulated metal) that would be painted to match the existing doors.

The proposed improvement will not alter any remaining historic features or qualities of the landmark. This criterion is met.

(b) Building Height

No changes to existing building height are proposed. This criterion is not applicable.

(c) Horizontal Additions

No additions are proposed. This criterion is not applicable.

(d) Windows

This proposal includes replacing the existing wood windows affected by the scope of work (5 total, not including the 2 roll up garage doors) with new wood windows that match the existing windows and meet current energy code. This criterion is met.

(e) Restoration Possible

If desired in the future, the proposed second exit door and its associated landing and ramp could be removed. The window and portion of wall affected by the proposed second exit could be replaced. If future stakeholders decide that fully glazed garage doors are more desirable, the doors can be replaced with minimal building disturbance. Further restoration in the future would not be precluded. This criterion is met.

(f) Signs and Lighting

The proposal includes new exterior lighting above both exterior swing doors. The existing door on the south elevation has a vertical rectangular security fixture above it. The proposal would replace it with a small cylindrical downlight in a dark bronze finish to match other exterior fixtures. The same fixture is proposed above the new exit door, and given its small size, puts more focus on the building itself and on the existing historic fixtures at the main entrance. See attached product information for proposed light fixture.

New signage is proposed that will direct visitors to the accessible entrance to Council Chambers, which is the door located on the south façade of the building. There is one sign proposed to the right of the garage doors as well as one adjacent to the accessible entrance. The signage will meet code requirements and will match existing signage present on the building to the greatest extent possible.

This criterion is met.

(g) Time Period Consistency

The proposal matches existing materials and finishes currently present on and around the building exterior. The proposed new garage doors reference both the current and previous garage door iterations and seek to blend them and create doors that are relevant to the building's history while meeting both code and functional needs of the space within. This criterion is met.

(h) Visual Integrity/Style

The proposed improvements will not diminish any of the distinctive stylistic features that remain on the building. No distinctive stylistic features, primary structural elements, or examples of skilled craftsmanship are affected by the proposed design. Modifications made to the existing window to create a second accessible exit have been proposed with the existing window proportions in mind, and all materials selected correspond to existing building materials. The proposal is respectful of the existing building while still meeting current code requirements. This criterion is met.

(i) Replacement or Additional Materials

No features are in need of repair at this time. In order to meet current energy code, the existing wood windows are proposed to be replaced with new energy efficient wood windows with as close to the same appearance as possible. The garage doors are proposed to be replaced with new doors that reference the panel proportions and materials of the currently installed doors but provide glazing similar to the garage doors previously in place from the 1970's to 2013. The new ADA exit door, landing, and sloped walkway are treated with similar materials and style as adjacent exits. This criterion is met.

(j) Buffering

No new use is proposed. This is a shifting of existing uses within the existing building footprint. This criterion is not applicable.

The proposed improvements meet the applicable standards of MMC 19.403.

6. MMC Section 19.904 Community Service Uses

MMC Subsection 19.904.5.C authorizes the Planning Director's approval of minor modifications to an approved community service per Section 19.1004 Type I Review, provided that such modification:

a. Does not increase the intensity of any use.

The existing Council Chambers is located on the 2nd floor of City Hall. Current office staff are crowded into existing rooms that were not originally intended for that number of people. The existing garage bay on the 1st floor of City Hall is currently underutilized, serving as overflow storage for events. The proposed project relocates Council Chambers to the garage bay, thus freeing up space on the 2nd floor for much needed office use. No new uses are proposed. This project is a shifting of existing uses to other parts of the building.

b. Meets all requirements of the underlying zone relating to building size and location and off-street parking and the standards of Title 19.

The proposed modification does not affect any standards of the underlying zone for the existing site.

c. Does not result in deterioration or loss of any protected natural feature or open space, and does not negatively affect nearby properties.

The subject property does not include any mapped natural resources and will not affect any nearby properties.

d. Does not alter or contravene any conditions specifically placed on the development by the Planning Commission or City Council.

No changes to any of the conditions of any prior approvals will occur as part of the proposed project.

e. Does not cause any public facility, including transportation, water, sewer and storm drainage, to fail to meet any applicable standards relating to adequacy of the public facility.

The proposed project does not cause any public facility to fail to meet applicable standards relating to the adequacy of the public facility.

As proposed, the applicable standards of MMC 19.904 are met.

7. MMC 19.907 Downtown Design Review

a. Per MMC 19.907.2, the standards for downtown design review are applicable to minor exterior alterations to buildings in the downtown zones.

The proposed roll up door replacement is a minor exterior alteration to an existing building in the Downtown Mixed Use (DMU) zone and is therefore subject to the standards for

downtown design review as provided in MMC 19.907. The addition of an accessible entrance to the rear of the building is an exempt activity, as it is needed to bring the building into compliance with the Americans with Disabilities Act.

- b. MMC 19.907.5.D requires that exterior alterations that do not meet the standards for Type I or Type II project be processed with Type III review.

The proposed improvement includes exterior alterations and has been reviewed in accordance with the Type III review process as part of the Historic Resource review process and the Type III Downtown Design Review process. This criterion is met.

- c. MMC 19.907.6 establishes the requirements for downtown design review applications, including relevant forms, checklists, and other materials that demonstrate consistency with the design guidelines and compliance with applicable zoning criteria.

The applicant has submitted application materials sufficient to demonstrate compliance with all applicable standards and criteria. This criterion is met.

- d. MMC 19.907.7 establishes three approval criteria:

- (1) Compliance with Title 19

As addressed in Finding 4, the proposed improvement complies with the applicable standards for downtown zones, as provided in MMC 19.304. As addressed in Finding 5, the proposed improvement complies with the applicable standards for historic resources, as provided in MMC 19.403. As addressed in Finding 6, the proposed improvement complies with the applicable standards for modifications to community service uses, as provided in MMC 19.904. No other standards in Title 19 are applicable to the proposed improvement.

- (2) Compliance with applicable design standards in Section 19.508 and any prior land use approvals

The proposed improvements have been reviewed against the relevant design standard for ground floor windows and doors, which requires a minimum of 50% glazing. The proposal includes replacement of the existing roll-up doors with doors that provide needed security and privacy, as well as meet energy code requirements. The proposed doors are intended to blend design with utility, given the new use of the fire bay, and the need for increased security and energy efficiency. However, the building was constructed before this standard was in place, as were the modifications to the existing fire bay doors. Therefore, the former percentage of glazing of 42% as originally built is legally nonconforming. The proposal would reduce the glazing to 26%, and would bring the street facing façade more out of conformance with this standard.

- (3) Substantial consistency with the purpose statement of the applicable design standard and the applicable Downtown Design Guideline(s) being utilized in place of the applicable design standard.

The purpose of the windows and doors standard in MMC 19.508.4.E is to enhance street safety and provide a comfortable pedestrian environment by adding interest to exterior

façades, allowing for day lighting of interior space, and creating a visual connection between interior and exterior spaces.

The proposed work is on a civic building built in 1939. The goal for the new roll up doors is to provide more security and privacy for a space that will host both Council meetings and Court proceedings, as well as increased energy efficiency to meet the energy code standards. The new doors result in fewer window panes and 26% of glazing on the first-floor façade (rather than the 42% existing). However, the fire bay is not adjacent to the sidewalk and does not have a direct relationship with pedestrians – it does not serve as a typical storefront. It is set back nearly 50 ft from the edge of the nearest sidewalk. The use of this space is for public meetings and court proceedings, as well as other public functions. During public functions, the doors can be opened to connect the space with the paved “courtyard” area in front to connect the event to the street. However, during evening meetings and court hearings/proceedings, the space can be closed off. The proposed design includes a row of glazed windows to allow daylight and provide transparency, while still providing much needed security and privacy for a ground-floor space serving multiple functions.

The Applicable Downtown Design Guidelines to review in connection with these areas of non-compliance are:

- *Milwaukie Character Guidelines*
- *Architectural Guidelines*

Refer to Table 2 below for detailed findings for Downtown Design Guidelines.

Table 2. Downtown Design Guidelines

MILWAUKIE CHARACTER GUIDELINES	
Guideline	Recommended Findings
Reinforce Milwaukie's Sense of Place	<p><i>The proposed design replaces the existing roll up doors with a slightly different version that are more energy efficient and provide much need security and privacy for the activities conducted in the renovated fire bay. The proposed doors maintain the same proportions as the existing doors, with the major difference being less glazing. The proposed doors maintain the integrity of the original design of City Hall.</i></p> <p><i>The proposed development meets this guideline.</i></p>
Promote Architectural Compatibility	<p><i>The goal for the project is to replace the existing wood garage doors with new wood garage doors with insulated glazing and perimeter seals. The wood would be painted to match the existing garage doors and trim. If wood doors that meet energy code are not available, however, then the doors would be made of another material (such as insulated metal) that would be painted to match the existing doors.</i></p> <p><i>The proposed development meets this guideline.</i></p>

Preserve Historic Buildings	<p><i>The goal for the project is to replace the existing wood garage doors with new wood garage doors with insulated glazing and perimeter seals. The wood would be painted to match the existing garage doors and trim. If wood doors that meet energy code are not available, however, then the doors would be made of another material (such as insulated metal) that would be painted to match the existing doors.</i></p> <p><i>The proposed doors contain less glazing, but contain the same proportions as the existing doors and the windows directly above.</i></p> <p><i>The proposed development meets this guideline.</i></p>
ARCHITECTURE GUIDELINES	
Guideline	Recommended Findings
Windows and Doors	<p><i>The guidelines are tailored more toward retail, commercial, or residential development. City Hall is not a retail or commercial use, and therefore serves a different function than a typical Main Street building. As a civic space, the renovated fire bay will host public City Council meetings, confidential executive sessions, sensitive Court proceedings, as well as open public events. The proposed doors can be opened during public events to connect the space to the area in front of the space as well as to the street. The doors can also remain closed to serve as a fourth wall for the room, maintaining privacy and energy efficiency. The proposed design includes a row of glazing to allow for transparency and daylight while balancing the requirements for more security and privacy.</i></p> <p><i>The proposed development meets this guideline.</i></p>

The proposed improvements meet the approval criteria of MMC 19.907.5 Downtown Design Review.

8. The application was referred to the following departments and agencies on September 7, 2018:
- Milwaukie Building Division
 - Milwaukie Engineering Department
 - Milwaukie Public Works Department
 - Clackamas County Fire District #1
 - Historic Milwaukie Neighborhood District Association Chairperson and Land Use Committee
 - Milwaukie Historical Society

The comments received are summarized as follows: No comments received as of September 24, 2018.