



MILWAUKIE

Dogwood City of the West

To: Design and Landmarks Committee
From: Li Alligood, Assistant Planner and DLC Liaison
Date: March 17, 2010
Subject: Preparation for March 24, 2010, Meeting

Greetings! We will be in the **Community Room at the Public Safety Building** for next Wednesday's meeting at **6:30 p.m.** Please note the return to our regular location. The agenda is enclosed (see Enclosure 1).

Historic Properties Survey

Milwaukie became a "Performing Main Street Community" in early 2009. As part of that designation, the Clackamas County Main Street Program and the State Historic Preservation Office (SHPO) provided a reconnaissance level historic properties survey of downtown Milwaukie. You will receive copies of the survey for your information, as well as the historic narrative that the consultants prepared.

Milwaukie Character Discussion

This will be a continuation of our ongoing discussion about what defines Milwaukie Character. Bring photos of things you do and don't like, and think about the following questions:

1. What do you think Milwaukie is about?
2. What aspects of Milwaukie would you like to see strengthened?
3. What is your favorite thing about downtown Milwaukie?

Let me know if you have any questions. See you next Wednesday at 6:30 p.m.!

Enclosures

1. March 24, 2010, meeting agenda
2. Downtown Milwaukie Reconnaissance Level Survey Narrative and Map



MILWAUKIE

Dogwood City of the West

Design and Landmarks Committee Meeting Agenda

**Public Safety Building, Community Room
3200 SE Harrison St**

6:30 p.m., Wednesday, March 24, 2010

- 1. CALL TO ORDER**
- 2. MEETING MINUTES—None**
- 3. INFORMATION ITEMS—None**
- 4. WORKSESSION ITEMS** **80 min.**
 - a. Main Street Milwaukie Survey overview (20 min.)**
 - b. Milwaukie Character discussion (60 min.)**
- 5. APPLICATION REVIEW ITEMS—None**
- 6. OTHER BUSINESS** **10 min.**
 - a. Meeting location**
 - b. Next meeting**
- 7. ADJOURN**

***NOTE:** If you will be late or are unable to attend, please call the Planning Department cell phone at (503) 710-2187.

REPORT
OREGON MAIN STREET PROGRAM
RECONNAISSANCE LEVEL SURVEY
MILWAUKIE, OREGON
APRIL 27, 2009

Historic background

Located on the banks of the Willamette River, the land that currently makes up the City of Milwaukie was once home to Native Americans known as the Clackamas Tribe. Their main source of food was fish and they lived in large shelters of logs and bark. There was an almost continuous string of native huts from the falls at Oregon City to the Clackamas River. The natives fell hard to new illnesses such as smallpox, measles, and venereal disease and by the time the City of Milwaukie was founded very few native people remained. On December 2, 1850 when the Clackamas tribe ceded all land claimed by them to the United States.



Early view of Milwaukie

Milwaukie was founded in 1848 as a rival to the upriver Oregon City by Lot Whitcomb, who named it for Milwaukee, Wisconsin. Whitcomb arrived in Oregon in 1847, settled on a donation land claim and built a sawmill and a gristmill on Johnson Creek where it empties into the Willamette River. The town was platted in 1849 and the post office was established in 1850, with Whitcomb as the first postmaster. By the fall of 1850 Milwaukie had two hotels, a sheet iron and copper plate works, a shoe store, several general stores, saloons, a school, and church services held in private residences.

Lot Whitcomb built the first stern wheel steamer in Oregon in 1851 with funding from George Abernathy, an Oregon City merchant. Regular voyages from Milwaukie to Astoria and to Oregon City followed. The launching of the 'Lot Whitcomb' stimulated growth of Milwaukie, construction of other vessels and the improvement of loading and unloading facilities on the Willamette River. In April of 1851 Milwaukie became a Port of Delivery by Congressional Appointment. However, eventually shipbuilding took a back seat to Oregon City, Canemah, and Portland because Milwaukie's bay was not deep enough.

The most prominent pioneer products in Milwaukie were nursery stock and fruit and two of the most notable nurserymen were Hendersen and Seth Lewelling. Hendersen Lewelling was the oldest of the brothers and was the first to come to Oregon to begin a nursery business. He set out from Iowa in 1847 with nursery stock to begin his business and eventually fell in with Lot Whitcomb's wagon train near the Missouri River. He arrived in Milwaukie in 1848 with half of his nursery stock in fair condition and bought a land claim on the banks of the Willamette adjoining Lot Whitcomb. Hendersen eventually left for California while Seth Lewelling stayed in Milwaukie and became a famous propagator and developer of new and improved fruits developing the 'Bing Cherry' in 1878, which was named after his Chinese nursery foreman who cultivated the test rows.

In the middle of November 1869 the Oregon and California Railroad reached Milwaukie on their way south and in 1893 the first electric line arrived, which had a tremendous impact on the area. Families could ship goods to Portland markets, children could attend high school in Portland, shopping trips to Portland were a regular occurrence, and more people were able to live in Milwaukie in newly developed subdivisions. Various roads were built to accommodate wagons including a macadamized highway along the Willamette River from Portland to Milwaukie called McLoughlin Boulevard. As the city center grew farther away from the railroad, a branch line was built across the Willamette to Lake Oswego. The Milwaukie station was replaced and renamed Lambert for Joseph H. Lambert, a pioneer orchardist who developed the Lambert cherry. The name of the station was changed to East Milwaukee in 1913 and corrected to East Milwaukie in 1916.

In 1902 the town was incorporated. Street lighting was added in 1906 followed by sidewalk construction and street paving along with franchises for telephone, gas, and electric services. The City Hall was originally located in a rented spot near Jefferson and Main, and was relocated in 1938 to the current building which was built with WPA funds. Citizens voted for the Council-Manager form of government in 1944 and Milwaukie was one of the first cities in the Willamette Valley to establish a sewage disposal plant and system. The population of Milwaukie was just more than 5,000 people in 1950. Within the few intervening years, by orderly annexation and growth, its area and population had increased rapidly. As of the 2000 census, Milwaukie had a population of 20,490. It has become a suburb of Portland.

Project Objectives and Justification: The reconnaissance level survey of the downtown commercial district of Milwaukie was conducted to document the historic commercial core by photographing, describing the physical characteristics, and evaluating the eligibility of each building for listing in the National Register of Historic Places. This effort begins the process for better understanding the unique qualities of Milwaukie's downtown that speak to its sense of place, and provides the foundation from which the community can build upon the Main Street program's comprehensive approach to downtown commercial district revitalization.

Boundary Justification: The boundaries are those established by the city of Milwaukie, the Oregon Main Street program coordinator, and the professionals conducting the survey. The area is based on the historic part of Milwaukie that is considered the downtown commercial district, based on use and continuity of

character. The Main Street inventory boundaries include all of the buildings between McLoughlin Boulevard to the west, Highway 224 on the north, the railroad tracks on the east and Adams Street on the south. Please refer to the attached map.

Survey Results

Ninety-eight (98) buildings were surveyed including some interesting Mid-Century Modern buildings near Main and Highway 224. A concentration of historic buildings that appears to meet the eligibility requirements for a National Register Downtown Historic District are located between Monroe Street and Adams Street between McLoughlin and 2nd Avenue but there are other individually eligible properties located within the boundaries. See below for specific recommendations.

- Properties that were approximately 45 years and older are considered to be within the historic period if they retain their historic integrity, and therefore considered eligible for listing in the National Register. The age range in Milwaukie is from 1890s to 1965. Of the 97 properties inventoried:
 - 37% (36 buildings) are evaluated to be eligible/contributing
 - 4% (4 buildings) as eligible/significant
 - 43% (41 buildings) have been significantly altered and lost historic integrity
 - 16% (16 buildings) are considered not eligible due to age
 - 32% were constructed between 1890 and 1930
 - 59% were constructed between 1940 and 1960
 - 54% are commerce and professional buildings
 - 35% are domestic (located on 23rd and 24th) buildings
 - Most commercial buildings are constructed of concrete (30%), stucco (12%) and brick (10%)

*For more specific information refer to the Historic Building Report/Counts list included with the database information.

The following buildings within the project area were surveyed during the 1980s and are listed as Local Historic Landmarks:

- 10636 SE Main – Masonic Lodge
- 10722 SE Main – City Hall
- 11008 SE Main – Commercial Building
- 2300 SE Harrison – Milwaukie Jr. High School
- 10914 SE Main – Commercial Building (occupied by Dark Horse)
- 10999 SE Main – Commercial Building
- 11073 SE Main – Commercial Building
- 2405 SE Harrison – Residence
- 10392 SE 23rd – Residence
- 10565 SE 23rd – Residence

Recommendations

To build on the existing built environment strengths of the city we recommend:

- Stay in contact the Oregon Main Street Center Office for additional information and training about the National Trust's Main Street program. Check out the Oregon Main Street website at www.oregon.gov/ECDD/mainstreet/index.shtml to find out about future trainings, and the National Trust's Main Street website for background information on the revitalization strategy at www.mainstreet.org/.
- Contact the State Historic Preservation Office for information about becoming a Certified Local Government (CLG). This program provides grants for activities related to historic preservation, such as preparing National Register nominations, historic walking tour brochures, and much more. Visit their website at www.oregon.gov/OPRD/HCD/SHPO for more information.
- It is recommended that individual National Register nominations be prepared for these buildings. Determinations of Eligibility (DOE's) were prepared for these buildings as part of the Portland to Milwaukie Light Rail Project and they have been determined eligible by SHPO.
 - Masonic Lodge #109 at 10636 S. E. Main
 - City Hall at 10722 S. E. Main
 - Milwaukie Jr. High School at S.E. 2300 Harrison
- Prepare a National Register of Historic Places Downtown Historic District Nomination for the buildings located on Main Street and 21st Avenue between Monroe and Adams Streets.
- Prepare a National Register of Historic Places Residential Historic District Nomination for buildings between 23rd Avenue and 24th Avenue and Harrison Street and Highway 224 west of the railroad tracks.
- Prepare Intensive Level Survey (ILS) forms or individual National Register nominations for:
 - Kellogg Bowl at 10306 Main
 - Milwaukie Cleaners at 10345 Main
 - Ledding Library at 2323 23rd Avenue
- Contact Cara Kaser at SHPO (503-986-3800) to get more detailed information about National Register of Historic places. Visit Oregon's SHPO Webb site for more information, www.oregon.gov/OPRD/HCD/SHPO/.
- Focus on storefront restoration rather than street enhancements. Contact the State Historic Preservation Office (SHPO) in Salem (503-986-3800) about possible historic preservation planning, grants and other historic preservation incentives to meet preservation guidelines for rehabilitation using the Secretary of the Interior's Guidelines for Historic Preservation. Visit Oregon's SHPO Webb site for more information, www.oregon.gov/OPRD/HCD/SHPO/.
- Because some Main Street buildings need some level of rehabilitation it is recommended that a program that includes a grant or incentive program be developed to provide funds for rehabilitation of storefronts and awnings in the Main Street area, as well as low-interest loans. Contact SHPO staff for examples and city contacts of existing loan programs around the state to learn about the programs and how to set one up in Milwaukie.

- For good information about basic rehabilitation projects refer to the National Park Service, U.S. Department of the Interior's Preservation Brief #11, "Rehabilitating Historic Storefronts," available on line at <http://www.nps.gov/history/hps/tps/briefs/brief11.htm>. Additional guidance is available through the Oregon SHPO and other internet on line articles. To ensure potential rehabilitation projects meet the Secretary of Interior Standards for Rehabilitation so that applicable tax credits and other incentives may be applied contact Joy Sears at the SHPO (503-986-3800) for more information.
- Some basic information about rehabilitating downtown buildings includes:
 - Become familiar with the style of your buildings. Look at historic photos of your buildings to see what they looked like before changes were made. Don't "early up" a building to make it look like something different. Avoid stock "lumberyard" Colonial, Frontier Western or Victorian" detail elements.
 - Preserve the building's character. Display windows, transoms and doors are three of the most important features of a commercial building. Retain the original storefront or rebuild the storefront if necessary.
 - Avoid use of materials that were unavailable when the storefront was constructed; this includes vinyl and aluminum siding, anodized aluminum, mirrored or tinted glass, artificial wood and brick veneer. If those items have been added to your building prepare a preservation plan to remove those materials to expose the original facade.
 - Choose paint colors based on the building's historical appearance. In general do not coat surfaces that have never been painted. For 19th Century storefronts, contrasting colors may be appropriate, but avoid too many different colors on a single façade.
- The most important thing to do to a historic building however is to physically maintain it! It is important to evaluate the physical condition to help determine the best course of action for actual rehabilitation work. Mild deterioration like surface repair, paint flaking or rusting metal components require only maintenance level treatments. Moderate deterioration, such a rotted, rusted or broken sections of materials, or brick that needs repointing generally requires patching or splicing of the existing elements with new pieces to match the deteriorated elements. Severe deterioration may require an overall rehabilitation plan to tackle each issue in a timely and affordable fashion. Contact Joy Sears at the SHPO (503-986-3800) in Salem (503-986-3800) or visit www.oregon.gov/OPRD/HCD/SHPO/ for more information. See attached List of Historic Preservation Websites for additional information.

Explanation of Fieldwork Techniques: The Oregon Main Street Program funded the project. The survey was conducted by Julie Osborne and Rosalind Keeney architectural historians/historic preservation planners who meet the professional qualifications outlined in 36 CFR 61 during the week of March 30, 2009. They:

- Obtained the SHPO database. Nine in the Main Street survey area had been previously surveyed, including the Masonic Lodge, City Hall, Milwaukie Junior High School, four commercial buildings and two residences.
- Obtained a map from the City of Milwaukie boundary information.
- Obtained background information, including the town's history to help determine dates of development.

- Prepared a project description handout for the city contract to help with inquiries while conducting the field work.
- On March 30, 2009 Julie and Roz met with Li Alligood, Assistant Planner for the City of Milwaukie. She provided some background and maps of the study area.
- Took field forms, map and camera into the field.
- Systematically documented each property, covering both sides of the streets.
- Photographed each building to illustrate the architectural qualities, taking into consideration the angle of the sun and other weather-related issues
- Labeled the photographs according to SHPO labeling convention
- Prepared a final map with address and eligibility determination according to SHPO guidelines
- Entered the data into the Oregon Historic Sites Database according to SHPO guidelines
- Prepared a final report.

References:

City of Milwaukie, Cultural Resource Inventory, by Koler/Morrison Consultants for the City of Milwaukie and Clackamas County, 1988.

McArthur, Lewis A. Lewis L McArthur. Oregon Geographic Names (Fifth Edition.).Portland, Oregon, Oregon Historic Society Press, 1982.

“Milwaukie 101, From Lot Whitcomb to City Government: A Brief Overview” by Jason Wachs and Michelle Gregory, updated: September 29, 2008.

<http://www.cityofmilwaukie.org/centennial/history5.html>

Milwaukie, Oregon - Places by Robert D. West - <http://myweb.msoe.edu/~westr/milwaukie.htm>

Preservation Brief 11, National Park Service U.S. Department of the Interior, accessed at <http://www.nps.gov/history/hps/tps/briefs/brief11.htm>

Appendices:

Cover Sheet
 Printed Summary Reports
 Printed Data Sheets
 Marked Survey Map
 USGS Quadrangle
 Photographs

