



AGENDA

MILWAUKIE DESIGN AND LANDMARKS COMMITTEE

Tuesday, August 16, 2016, 6:30 PM

**CITY HALL CONFERENCE ROOM
10722 SE MAIN ST**

- 1.0 Call to Order—Procedural Matters**
- 2.0 Meeting Notes—Motion Needed**
 - 2.1 July 11, 2016
- 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—**Public meetings will follow the procedure listed on reverse
- 6.0 Worksession Items**
 - 6.1 Summary: Downtown Design Guidelines Update, Session 6 (Milwaukie Character, cont.)
Presenters: Brett Kelter, Associate Planner
- 7.0 Other Business/Updates**
 - 7.1 Review of DLC 2016-17 Work Program draft and Council update
- 8.0 Design and Landmark Committee Discussion Items—**This is an opportunity for comment or discussion for items not on the agenda.
- 9.0 Forecast for Future Meetings:**
 - September 6, 2016 1. Downtown Design Guidelines Update, Session 7
 - October 3, 2016 1. Downtown Design Guidelines Update, Session 8

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@ci.milwaukie.or.us. Thank You.
2. **DESIGN AND LANDMARK COMMITTEE MEETING MINUTES.** Approved DLC Minutes can be found on the City website at www.cityofmilwaukie.org
3. **CITY COUNCIL MINUTES** City Council Minutes can be found on the City website at www.cityofmilwaukie.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.

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 Landmark 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:

Sherry Grau, Chair
James Fossen, Vice Chair
Chip Addabbo
Scott Jones
Lauren Loosveldt

Planning Department Staff:

Denny Egner, Planning Director
David Levitan, Senior Planner
Brett Kelter, Associate Planner
Vera Kolias, Associate Planner
Alicia Martin, Administrative Specialist II
Avery Pickard, Administrative Specialist II

**CITY OF MILWAUKIE
DESIGN AND LANDMARKS COMMITTEE
NOTES
Milwaukie City Hall
10722 SE Main St
Monday, July 11, 2016
6:30 PM**

COMMITTEE MEMBERS PRESENT

Sherry Grau, Chair
James Fossen, Vice Chair
Lauren Loosveldt

STAFF PRESENT

Brett Kelter, Associate Planner (staff liaison)

MEMBERS ABSENT

Scott Jones

1.0 Call to Order – Procedural Matters

Chair Sherry Grau called the meeting to order at approximately 6:40 p.m.

2.0 Design and Landmarks Committee Notes

2.1 June 7, 2016

Chair Grau asked whether there were any revisions to the notes from the June 7, 2016, Design and Landmarks Committee (DLC) meeting. Hearing none, she called for a vote to approve the notes, which were approved unanimously.

3.0 Information Items

Associate Planner Brett Kelter distributed update pages for the members' reference notebooks, related to the recent Central Milwaukie and Neighborhood Main Streets code amendment projects. He also noted that Member Chip Addabbo had announced his resignation from the DLC earlier that day, due to time constraints from his work commitments. Staff will search for a replacement to fill that spot.

4.0 Audience Participation – None

5.0 Public Meetings – None

6.0 Worksession Items

6.1 Downtown Design Guidelines (DDG) Update, cont. (Milwaukie Character)
Staff Person: Brett Kelter, Associate Planner

Mr. Kelter re-opened the ongoing DDG Update process by reviewing the group's editing work from the June meeting. For DDG page 11 ("Reinforce Milwaukie's Sense of Place"), the group made one additional edit to the Recommended list and had ideas for new images, including the parklet at Wine:30, the sculpture garden at City Hall, and the Sunday Farmers Market. For DDG page 12 ("Integrate the Environment"), new image suggestions included the amphitheater at Scott Park, the new stormwater feature at the new downtown light rail platform, Riverfront Park, and the various stormwater swales along Main Street.

For DDG page 13 ("Promote Linkages to Horticultural Heritage"), the group discussed language to slightly expand the guideline itself and make it more consistent with the Description and Recommended/Not Recommended lists. New image suggestions included the courtyard at

North Main Village, the new greenspace at Adams Street in front of the post office, the newly reconfigured waterfront at Riverfront Park, and the large dogwood tree in front of Ledding Library.

Mr. Kelter raised the question of whether the “Establish or Strengthen Gateways” guideline (DDG page 14), should in fact be deleted as was suggested at the June meeting. He shared his impression that the guideline is not intended to address large-scale gateways in and out of the city but rather the smaller-scale transitions between public and private or semi-public spaces. The group generally agreed that the Not Recommended point about gated compounds was one that should be preserved somewhere in the overall DDG, but there was not consensus about this guideline being one that is important and relevant enough to remain in the DDG. **Member Lauren Loosveldt** noted that gateways in general do not appear to be an important part of the downtown character. Mr. Kelter agreed to draft some language to explain the proposal to eliminate this guideline, for the group to review at or before the August meeting.

The group turned its attention to the “Consider View Opportunities” guideline (DDG page 15). **Member Loosveldt** and **Vice Chair James Fossen** agreed that it seems more appropriate to consider this guideline from the perspective of a pedestrian on the street than from inside the building, and to revise the text accordingly. There was some discussion about developing language to address a need for transparency at the ground floor level. The group came up with several suggested edits to the text, but the hour grew late and members agreed to pick up the discussion at the next meeting. **Mr. Kelter** agreed to send the draft to members within the week, to allow more preparation time before the August meeting.

7.0 Other Business/Updates

Mr. Kelter noted that the exact starting time of the August 16 DLC update to City Council had not been set, but he promised to inform the group when he knew more. Members agreed to move the date of the regular DLC meeting (originally set for August 1) to August 16 to follow the Council update.

8.0 Design and Landmarks Committee Discussion Items – None

9.0 Forecast for Future Meetings:

August 16, 2016	Council update and DDG revisions (Milwaukie Character, cont.) – <i>specific guidelines TBD</i>
September 2016	Date TBD (<i>First Monday (Sept. 5) is Labor Day holiday</i>)

Chair Grau adjourned the meeting at approximately 8:35 p.m.

Respectfully submitted,

Brett Kelter, Associate Planner

Sherry Grau, Chair



To: Design and Landmarks Committee

Through: Dennis Egner, Planning Director

From: Brett Kever, Associate Planner

Date: August 9, 2016, for August 16, 2016, Worksession

Subject: Downtown Design Guidelines Update – Session 6

ACTION REQUESTED

None. This report is preparation for the Committee's ongoing worksession efforts to update the Downtown Design Guidelines (DDG) document.

BACKGROUND INFORMATION

History of Prior Actions and Discussions

- **Winter/Spring 2016:** Ongoing discussion of Milwaukie Character element in the DDG.
- **August 3, 2015:** The Committee discussed and finalized the proposed 2015-2016 DLC Work Program, including the item concerning a DDG update.

MILWAUKIE CHARACTER ELEMENT

At the July 11 meeting, the group reviewed its work from the June 7 meeting, including proposed edits to DDG pages 11 (the "Reinforce Milwaukie's Sense of Place" guideline), 12 ("Integrate the Environment"), 13 ("Promote Linkages to Horticultural Heritage"), 14 ("Establish or Strengthen Gateways"), and 15 ("Consider View Opportunities").

There were no additional edits suggested to page 12, though the other four pages inspired further discussion. The proposed revisions from the July 11 meeting are attached (see Attachment 1), including a short note by staff on DDG page 14 to explain or justify the Committee's suggestion to delete the "Establish or Strengthen Gateways" guideline.

We will begin the August 16 meeting with a brief review of the revisions proposed at the July meeting. In particular, the "gateways" discussion prompted staff to look at the recently updated zoning code for downtown, as well as the Downtown and Riverfront Land Use Framework Plan (located behind Tab 9 in the DLC reference binder and updated in 2015). We will look at the relevant sections of both the zoning code and the Framework Plan, with an eye to determining

whether and/or where there might be inconsistencies between those recently revised documents and the DDG.

As time allows on August 16, the group can pick up the earlier discussion of the “Consider View Opportunities” guideline and then address the remaining Milwaukie Character guidelines.

Copies of the following DDG pages are attached for use at the meeting (see Attachment 2):

- Consider Context (page 16)
- Promote Architectural Compatibility (page 17)
- Preserve Historic Buildings (page 18)
- Use Architectural Contrast Wisely (page 19)

ATTACHMENTS

1. Proposed revisions to various guidelines, strikeout versions (*from July 11 meeting*):
 - Page 11 = “Reinforce Milwaukie’s Sense of Place”
 - Page 13 = “Promote Linkages to Horticultural Heritage”
 - Page 14 = “Establish or Strengthen Gateways”
 - Page 15 = “Consider View Opportunities”
2. Mark-up copies of DDG pages for use at August 16 meeting
 - Page 16 = “Consider Context”
 - Page 17 = “Promote Architectural Compatibility”
 - Page 18 = “Preserve Historic Buildings”
 - Page 19 = “Use Architectural Contrast Wisely”

Note: E-Packet materials will be available online at <http://www.milwaukieoregon.gov/planning/design-and-landmarks-committee-59>.

Milwaukie Character

Milwaukie Downtown Design Guidelines

Reinforce Milwaukie's Sense of Place

Guideline

Strengthen the qualities and characteristics that make Milwaukie a unique place.

Description

Milwaukie is defined in part by its relationship to Portland. The city takes pride in being an entity that is distinct from its larger neighbor to the north—it is not just another Portland neighborhood. It has its own character, its own local government, and its own neighborhoods.

In particular, Downtown is a place where a variety of core community activities take place within a relatively compact footprint—commerce, education, recreation, worship, and transportation, to name a few key functions. Downtown reflects the nature of Milwaukie as a whole; it is a place that is friendly, safe, open, inviting, and genuine.

At the same time, Milwaukie's proximity to Portland, with the variety of transportation connections that have developed over time, is one of the features that make it a particularly attractive community for long-time residents and newcomers alike. Milwaukians can be close to the bigger city and take advantage of its amenities while enjoying the advantages of life in a smaller community.

These existing qualities are important ones that future development can build upon to maintain a unique sense of place.

Recommended

- Strengthen and build upon existing pedestrian connections.
- Enhance or reference natural features.
- Small-town urban character (e.g., walkability, pedestrian focus, architectural elements scaled to the individual, diversity of uses & amenities within a small footprint).

Not Recommended

- Downtown development that has a “themed historic” appearance.
- Overscaled, monotonous, and non-descript development projects.
- Security or privatization measures that physically segregate community members through high-security gates and fences or window bars.

(Current images to be deleted and replaced with new.)

- Development that is universal or generic, which could apply anywhere, whether in downtown Milwaukie, an airport terminal, or a shopping mall.

Milwaukie Character

Milwaukie Downtown Design Guidelines

Promote Linkages to Horticultural Heritage

Guideline

Celebrate Milwaukie's horticultural heritage by promoting and preserving public or semi-public landscaped areas.

Description

Milwaukie, the “Dogwood City of the West,” has a celebrated history of horticultural innovation and beauty. Development that includes courtyards, plazas, or other open spaces should include gardens, planting areas, and specimen plantings that promote the City's inspiring and varied horticultural heritage.

Recommended

- Use of dogwoods, cherry, and other flowering, ornamental trees.
- Intentionally and thoughtfully planted green spaces.
- Promote connections and extensions of adjacent existing green spaces and pathways.
- Consider native and drought-tolerant plantings, with a variety of deciduous and evergreens.

Not Recommended

- Large expanses of paved plazas, parking lots, or other paved areas.
- Expansive monocultural plantings of turf, groundcover, bark dust, or other mulching material.
- Plants or plantings that require intensive watering.



Recommended: Ornamental flowering trees (McCall Waterfront Park, Portland)



Recommended: Manicured, landscaped gardens and courtyards (Washington Park, Portland)

Milwaukie Character

Milwaukie Downtown Design Guidelines

Establish or Strengthen Gateways

Guideline

Projects should use arches, pylons, arbors or other transitions to mark special or primary entries and/or borders between public and private spaces.

Description

Gateways may be used to celebrate access points into private development parcels while clearly indicating the transition between the public and private realm. Gateways should be neither fortress-like nor intimidating. They may occur at entries to courtyards, along walkways, stairs, or pedestrian pathways. Safety should also be a concern.

Recommended

- Gated internal courtyards on high-density residential projects.
- Gateways used to separate and indicate transitions from public to private spaces.
- Gateways used to indicate change or separation of transportation modes (i.e., auto areas from pedestrian areas).
- Gateways used to indicate change in land use (i.e., retail mixed use from residential area).
- Ornamental or decorative elements combined with lighting or signs.

Not Recommended

- Gated private residential development compounds (including buildings, open space and parking).
- Utilitarian gateway materials (i.e., chain link gate/fence combinations).



Recommended: Gateways into courtyards, squares or entries to pedestrian walkways (Boston, MA and Boulder, CO)



Recommended: Residential or open space gateways (Denver, CO and Dallas, TX)



Not Recommended: Private compounds (NW Westover, Portland)

Milwaukie Character

Milwaukie Downtown Design Guidelines

Consider View Opportunities

Guideline

Building designs and site development should maximize views visual connection to natural features or and public spaces.

Description

Create new and preserve existing view corridors viewing opportunities by situating windows, with entrances, and adjacent exterior spaces so they relate to surrounding points of interest and activity. Buildings should be designed to maximize transparency with glass areas that face toward important and appealing visual features both nearby and in the distance. For example, views from buildings in downtown Milwaukie might highlight the Main Street Plaza, ~~Willamette~~ Riverfront Park, Scott Park, Spring Creek—all of which can be taken advantage of and incorporated into a building's design, in a sense, by being visible from within the building.

Recommended

- Views of streets and interior courtyards.
- Views of parks.
- Views of natural features such as streams, lakes, ponds or specimen landscape plantings.

Not Recommended

- Views of large expanses of parking.
- Views of service bays, loading docks, storage areas.
- Views of blank walls.
- ~~Views of adjacent residential interiors.~~



Recommended: Building featuring a significant tree
(Portland State University Campus)



Recommended: Views oriented toward natural features, parks and courtyards (Boston, MA, Whistler, Canada, and Orenco Station)



Not Recommended: Views featuring parking lots and loading or service areas (Beaverton Creek Station Area)

Milwaukie Character

Milwaukie Downtown Design Guidelines

Consider Context

Guideline

A building should strengthen and enhance the characteristics of its setting, or at least maintain key unifying patterns.

Description

A common ~~Downtown Milwaukie~~ architectural vocabulary can be established by addressing and responding to the basic features of existing or future high quality buildings. Proportions of windows, placement of entries, decorative elements, style, materials and silhouette are examples of features that may be used to establish a sense of unity in ~~Downtown Milwaukie~~.

Design features such as wall texture, materials, color, medallions, columns, pilasters, window proportions and facade articulation may all still be used to acknowledge the characteristics of surrounding buildings—and ought to be considered.

Recommended

- Building elements similar to adjacent historic or significant high quality buildings.

Not Recommended

- Building elements that do not respect the scale, materials, or proportions of adjacent historic or significant high-quality buildings.



Recommended: Basic proportions, silhouette and distinctive elements of the historic hotel were repeated in new adjacent parking structure (SW 16th and Yamhill, Portland)



Not Recommended: New building makes no acknowledgement of the historic building's facade configuration or materials (Seattle, WA)

Milwaukie Character

Milwaukie Downtown Design Guidelines

Promote Architectural Compatibility

Guideline

Buildings should be “good neighbors.” They should be compatible with surrounding buildings by avoiding disruptive excesses. New buildings should not attempt to be the center of attention.

Description

Compatibility can be viewed in terms of a fit or misfit between the design “vocabulary” of the project and that of its surrounding architecture. A design that “fits”—i.e., relates to the nearby buildings by using architectural elements such as scale, color, rhythm, and proportion in a way similar to that of the earlier buildings—will contribute to and enhance the area’s character. A design that ignores its neighbors may damage the special qualities and identity of downtown.

Recommended

- Buildings that repeat and strengthen established district colors, forms, and massing and height.

Not Recommended

- Literal interpretations of existing buildings are discouraged. Poorly executed recreations of historic architectural elements and materials often result in a “stage-set” appearance, and as a result weaken the importance of original buildings.



Recommended: The new building is visually linked to the adjacent historic building through the use of a similar design vocabulary (Pioneer Place, Portland)



Not Recommended: The smaller brick building on the left is not a “good neighbor.” Neither its architectural vocabulary nor its color, massing, rhythm or height relate to the adjacent historic buildings (Pioneer Square, Portland)

Milwaukie Character

Milwaukie Downtown Design Guidelines

Preserve Historic Buildings

Guideline

Historic building renovation, restoration, or additions should respect the original structure.

Description

Total preservation of existing buildings may not always be a financially viable option, especially where buildings are not “landmarks.” Compromised rehabilitation solutions may be necessary to maintain the health and economic viability of Downtown Milwaukie.

Recommended

- Buildings should retain significant original characteristics of scale, massing, and building material along street facades.
- Additions to buildings should not deform or adversely affect the composition of the facade or be out of scale with the building.
- Distinctive stylistic features or examples of skilled craftsmanship should be treated with sensitivity. All buildings should be respected and recognized as products of their time.

Not Recommended

- Incompatible additions or building alterations using contemporary materials, forms or colors on building facades.

Note: In the case of buildings listed on the local historic inventory, before being renovated or demolished they must go through a separate review process with the Milwaukie Design and Landmarks Commission Committee.



Recommended: Contemporary additions on rooftops can be compatible with the historic building if the historic facades are left intact (NW 8th and Everett, Portland)



Recommended: Addition of second story building is set back from the historic facade (Boulder, CO)



Not Recommended: Addition does not relate well in form, massing or materials (SW 2nd and Ankeny, Portland)



Not Recommended: Facade of historic building is marred by addition of a brightly colored contemporary tile cladding (SW Salmon and 11th, Portland)

Milwaukie Character

Milwaukie Downtown Design Guidelines

Use Architectural Contrast Wisely

Guideline

Contrast is essential to creating an interesting urban environment. Used wisely, contrast can provide focus and drama, announce a socially significant use, help define an area, and clarify how the downtown is organized.

Description

The use of contrast should not create a building which is at war with its surroundings. Instead, it should be a comfortable part of its setting.

A downtown with buildings that contrast greatly can cause visual chaos if widespread. Contrast employed at large scale should be reserved exclusively for civic buildings. However, a limited amount of contrast in small-scale projects can create delight and interest in the overall building composition and be an integral part of a building's design.

Buildings that contrast with their neighbors are most successful if they are offset themselves using green spaces, plazas, or other elements that provide a visual separation.

Recommended

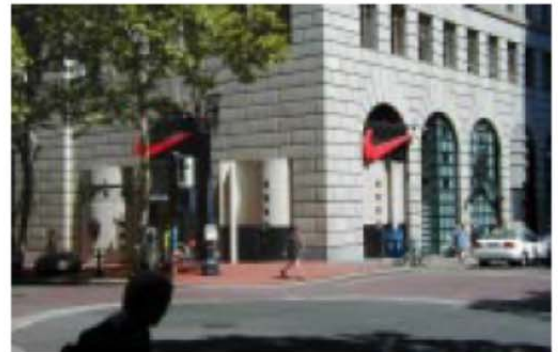
- Building contrast created by a unique site.
- Civic building contrast on a large scale.
- Selective, highlighted elements that create interest in the downtown.

Not Recommended

- Building projects that differ radically in material use, form, color, or massing than their neighbors.



Recommended: Architectural contrast in building form, as a result of unique site conditions (Vancouver, Canada)



Recommended: Selective contrast can be achieved using unique design elements (SW 6th and Salmon, Portland)



Not Recommended: Contemporary addition on top of historic building contrasts too greatly in form, color and materials with the existing building below. (NW 8th and Flanders, Portland)

Milwaukie Design and Landmarks Committee

2016-17 WORK PROGRAM

To be Confirmed by City Council on August 16, 2016

Accomplishments of 2015-16

Between August 2015 and July 2016, the DLC met 7 times. The committee saw a fleeting return to full membership, with all 5 seats being filled in April 2016. Between April and July 2016, the members included Sherry Grau (Chair), James Fossen (Vice Chair), Scott Jones, Chip Addabbo, and Lauren Loosveldt. In July 2016, time constraints led Member Chip Addabbo to step down from the Committee, so there is currently one opening to be filled.

During the past year, there were no development projects that triggered a need for design review by the Committee. Over the past five months, the Committee has focused on an update to the Downtown Design Guidelines.

Work Program for 2016-17

The following is a summary of the projected DLC activities for 2016-17:

Review as Needed

1. Downtown Design Review. For development proposals in Downtown zones, conduct public design review meetings to advise the Planning Commission on implementation of the Downtown Design Guidelines.
2. Post-Decision Limited Design Review. Conduct design review meetings on development proposals when the Planning Commission has made design review a condition of approval or to assist with other City projects.
3. Historic Resources Review. Review Historic Landmark alteration or demolition requests and advise the Planning Commission on applications when City approval is required by the Milwaukie Municipal Code (MMC).

Provide Design-related Guidance

1. Update Downtown Design Guidelines. Work with Planning Department staff to update the Downtown Design Guidelines document, with the aim of making it more user-friendly. Incorporate new images that more clearly illustrate the recommended approach to downtown building design, and consider revisions to the existing text that more clearly communicate the vision established in the guidelines themselves.
2. General Design Guidance. As requested and appropriate, provide guidance to staff in all areas of design in downtown, including proposals for the public right-of-way.

Participate in Long-Range Planning Projects

- Comprehensive Plan and Code Revision Projects. Participate in and advise Planning staff and Planning Commission on proposals relating to community design. Anticipated projects in the Planning Department work program for the coming year include:
 - Comprehensive Plan Update – The Planning Department has begun the first significant update since the Comp Plan was adopted in 1989. A community visioning process is among the first components, and the DLC is being encouraged to participate. As work progresses with the Comp Plan update, it may include a re-evaluation of the Historic Resources Inventory.
 - Code Housekeeping Project – Planning staff is proposing minor adjustments to the Historic Preservation Overlay Zone (MMC Section 19.403). This is part of a set of housekeeping amendments.
- Development of Opportunity Sites. The City is moving forward in 2016-17 to actualize development on its various “opportunity sites,” including Block 14 on Main Street between Harrison Street and Jackson Street, as well as the Cash Spot site at Washington Street and McLoughlin Boulevard. There may be opportunities for the Committee to participate in some aspect of these efforts, where the members’ expertise and experience with architecture and design could benefit the process.

Receive Ongoing Training

- Continue to develop the group’s understanding of the particular design elements that make Milwaukie unique.
- Deepen the group’s knowledge of the land use review process.
- Stay up to date on State statutes regarding land use law and ethics for public officials.
- Take advantage of other relevant training opportunities.