

AGENDA

MILWAUKIE DESIGN AND LANDMARKS COMMITTEE Tuesday, September 6, 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 August 16, 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 7 (Milwaukie Character, cont.) Presenter: Brett Kelver, Associate Planner

7.0 Other Business/Updates

- 7.1 Review/adoption of DLC 2016-17 Work Program draft
- **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:

- October 3, 2016 1. Downtown Design Guidelines Update, Session 8
- November 7, 2016 1. Downtown Design Guidelines Update, Session 9

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 Kelver, 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 Tuesday, August 16, 2016 6:30 PM

COMMITTEE MEMBERS PRESENT

STAFF PRESENT

Brett Kelver, Associate Planner (staff liaison)

Sherry Grau, Chair Scott Jones Lauren Loosveldt

MEMBERS ABSENT

James Fossen, Vice Chair

1.0 Call to Order – Procedural Matters

Chair Sherry Grau called the meeting to order at approximately 6:35 p.m.

2.0 Design and Landmarks Committee Notes

2.1 July 11, 2016

Chair Grau asked whether there were any revisions to the notes from the July 11, 2016, Design and Landmarks Committee (DLC) meeting. **Member Lauren Loosveldt** asked whether former member Chip Addabbo's resignation from the DLC was official—**Associate Planner Brett Kelver** confirmed that it was. Hearing no further comments, **Chair Grau** called for a vote to approve the notes and they were approved unanimously.

3.0 Information Items – None

4.0 Audience Participation

Bruce Polone of Milwaukie introduced himself as an artist and stone carver for 35 years, who was involved a few years ago with installation of the City logo stamped into new sidewalk corners downtown. He is currently coordinating with the Riverfront Task Force and Parks and Recreation Board on using decorative cast-iron manhole covers. His interest in attending the meeting was to learn more about what the DLC is doing and to encourage installation of large cast-iron painted medallions and terrazzo-stone dogwood flower disks where there are opportunities for new public improvements downtown.

Mr. Kelver noted that the DLC is not an entity tasked with soliciting specific developments or initiating specific designs for development, so the group does not purchase or use specific elements like the ones Mr. Polone has described. However, as the DLC works to update the Downtown Design Guidelines (DDG), it is very helpful to be reminded of local examples of the types of features that are referenced in the DDG.

5.0 Public Meetings – None

6.0 Worksession Items

6.1 Downtown Design Guidelines (DDG) Update, cont. (Milwaukie Character) Staff Person: Brett Kelver, Associate Planner CITY OF MILWAUKIE DESIGN AND LANDMARKS COMMITTEE Notes from August 16, 2016 Page 2

Mr. Kelver re-opened the DDG Update process by reviewing the group's editing work from the July meeting. There were a few additional small adjustments suggested for DDG page 13 ("Promote Linkages to Horticultural Heritage").

For DDG page 14 ("Establish or Strengthen Gateways"), **Member Loosveldt** explained her perspective that the gateway concept currently described in the DDG is not one that fits her sense of the Downtown character, as it seems to emphasize separation more than inclusion and welcome. She suggested that some of the features Mr. Polone had described (e.g., concrete sidewalk stamps, cast-iron manhole covers, painted cast-iron medallions) might be more suitable gateway-type elements. The group agreed, and there was consensus for the suggestion to delete the entire guideline/page and ensure that the basic principles are sufficiently reflected in other guidelines (perhaps within the "Pedestrian Emphasis" category).

Regarding DDG page 15 ("Consider View Opportunities"), **Member Loosveldt** had several suggested adjustments to the language, which served to clarify the group's understanding that this guideline should focus on views from outside a building at the pedestrian level and not from within a building. There was a question about whether the current zoning code had any provisions or requirements for where garbage and recycling containers could be located downtown. **Mr. Kelver** noted that there are some limitations on such containers when placed in the public right-of-way.

With time running out on the evening's meeting, the group discussed the methodology for the ongoing DDG edits. **Mr. Kelver** noted the importance of allowing time to revisit the previous meeting's work, even though that takes away time from delving into the next batch of guidelines. There was some discussion of potentially extending the meeting time to two hours if needed, depending on the progress from month to month. The group expressed willingness to meet a little longer if needed and agreed to make a concerted effort to read through the next batch of guidelines in advance of the meeting, in hopes of moving more quickly through the material.

7.0 Other Business/Updates

Mr. Kelver offered a quick recap on the DLC update to City Council, which was held earlier that night. He noted that, in retrospect, it might have been more useful to have discussed the DLC 2016-17 Work Program at an earlier meeting rather than trying to review it with members via email. He was not sure if the Council's discussion constituted any formal approval or informal blessing of the work program and promised to check. He also agreed to learn more and clarify the Mayor's suggestion that the DLC might coordinate with City staff on the effort to update or refresh some of the streetscape elements of the Downtown Public Area Requirements.

Mr. Kelver reported that Mayor Gamba had made two additional suggestions: (1) that the DLC should be involved with the design of the South Downtown plaza; and (2) that the committee might take a look at revamping the Historic Preservation Overlay section of the zoning code (Milwaukie Municipal Code Section 19.403), to reconsider what kind of review process is required for seismic upgrades, solar panel installation, and similar simple building alterations and repairs. He agreed to revise the group's 2016-17 work program with an eye to integrating some of these points.

8.0 Design and Landmarks Committee Discussion Items – None

9.0	Forecast for Future Meetings:		
	September 6 or 12, 2016	DDG revisions (Milwaukie Character, cont.) – Pages 16-19	
	October 3, 2016	DDG revisions, (Pedestrian Element) – specific guidelines TBD	

Chair Grau adjourned the meeting at approximately 8:15 p.m.

Respectfully submitted,

Brett Kelver, Associate Planner

Sherry Grau, Chair



То:	Design and Landmarks Committee
Through:	Dennis Egner, Planning Director
From:	Brett Kelver, Associate Planner
Date:	August 30, 2016, for September 6, 2016, Worksession
Subject:	Downtown Design Guidelines Update – Session 7

ACTION REQUESTED

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

BACKGROUND INFORMATION

History of Prior Actions and Discussions

- Winter Summer 2016: Ongoing discussion of Milwaukie Character element.
- 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 August 16 meeting, the group reviewed its work from the July 11 session, including proposed edits to DDG pages 11 (the "Reinforce Milwaukie's Sense of Place" guideline), 13 ("Promote Linkages to Horticultural Heritage"), 14 ("Establish or Strengthen Gateways"), and 15 ("Consider View Opportunities"). There were no additional edits suggested to page 11 and only a few small adjustments to page 13. The additional proposed revisions to pages 14 and 15 are attached (see Attachment 1).

On September 6, we will begin with a brief review of the revisions proposed in the previous session. As time allows, we will review the remaining Milwaukie Character guidelines, copies of which 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)

Design and Landmarks Committee Staff Report DDG Update—Session 7

ATTACHMENTS

- 1. Proposed revisions to various guidelines, strikeout versions (from August 16 meeting):
 - 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 September 6 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-60.

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Milwaukie Character

Milwaukie Downtown Design Guidelines

Promote Linkages to Horticultural Heritage

Guideline

Celebrate Milwaukie's horticultural heritage by promoting and through the inclusion of flowering, ornamental trees and native plantings, while preserving existing and promoting new public or and semi-public landscaped areas.

Description

Milwaukie, the "Dogwood City of the West," has a celebrated history of horticultural innovation and beauty. Development that includes court<u>yard</u>s, plazas, or other open spaces should include gardens, planting areas, and specimen plantings that promote the City's <u>inspiring and varied</u> horticultural heritage.

Recommended

- Use of dogwoods, cherry, and other flowering, ornamental trees.
- Intentionally and thoughtfully planted green spaces that- <u>p</u>Promote <u>the</u> connections and extensions of adjacent existing green spaces and pathways.
- <u>Consider-Integrate</u> 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.
- <u>Plants or plantings that require intensive watering.</u>



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



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

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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)

Recommendation: Delete this guideline. Gateways in general are not a common aspect or feature of downtown Milwaukie, and <u>visibly</u> marking transitions between public and private or semi-public areas is not a <u>defining</u>n essential aspect of <u>the city of</u> Milwaukie-Character. The point opposed to creating a gated compound appearance has been incorporated into <u>the "Define</u> the Pedestrian Element" or "Integrate Barrier-Free Design" Guideline.

Milwaukie Downtown Design Guidelines

Consider View Opportunities

Guideline

<u>Develop</u> <u>B</u>uilding designs <u>and sitinge</u> to <u>development</u> <u>should</u> maximize <u>views the visual connections toof</u> <u>surrounding</u> natural features <u>or and</u> public spaces <u>at the</u> <u>pedestrian scale</u>.

Description

Create new <u>and preserve existing view corridors viewing</u> opportunities by situating windows, with entrances and adjacent exterior spaces so they<u>that</u> relate to surrounding points of interest and activity. Buildings should be designed to <u>maximize transpareney</u>consider views with glass areas that face<u>toward</u> important and appealing visual features<u>natural features and public spaces</u>, both nearby and in the<u>at a</u> distance. For example, views from buildings in downtown Milwaukie might highlight the Main Street Plaza, WillametteRiverfront 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.
- O 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, garbage/recycling areas, etc.
- O <u>Views of blank walls.</u>
- O-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)

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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 <u>dD</u>owntown <u>Milwaukie</u> 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-<u>Milwaukie</u>.

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 Yamhil, Portland)



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

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

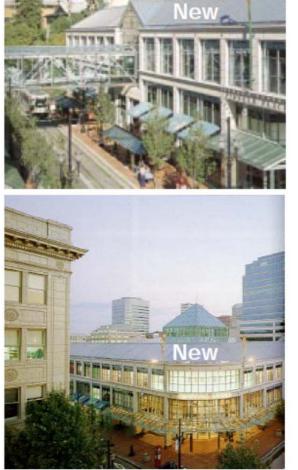
Compatibility can be viewed in terms of a fit or misfit between the design "vocabulary" of the project and that of its surrounding architecture. A design that "fits"—i.e., relates to the nearby buildings by using architectural elements such as scale, color, rhythm, and proportion in a way similar to 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)

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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 CommissionCommittee.



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 (SW2nd 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 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 (SW6th 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

(Minor Adjustments to Draft Reviewed 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. For most of 2016, 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. <u>Downtown Design Review</u>. For development proposals in Downtown zones, conduct public design review meetings to advise the Planning Commission on implementation of the Downtown Design Guidelines.
- 2. <u>Post-Decision Limited Design Review</u>. 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. <u>Historic Resources Review</u>. 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

- <u>Update Downtown Design Guidelines</u>. 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. <u>South Downtown Plaza Design</u>. Get involved with the upcoming effort to develop a design for the South Downtown Plaza, being mindful of the possibility of the need for official DLC participation in the associated land use process for Downtown Design Review.

3. <u>General Design Guidance</u>. As requested and appropriate, provide guidance to City staff in all areas of design in downtown, including proposals for the public right-of-way.

Participate in Long-Range Planning Projects

- <u>Comprehensive Plan and Code Revision Projects</u>. 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, as well as an update to the streetscape elements of the Public Area Requirements.
 - 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.
- <u>Development of Opportunity Sites</u>. 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.