



## AGENDA

### MILWAUKIE DESIGN AND LANDMARKS COMMITTEE Monday, November 14, 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 October 10, 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 9 (Milwaukie Character, cont.)  
Presenter: Brett Kelter, Associate Planner
- 7.0 **Other Business/Updates**
  - 7.1 Summary: Adoption of DLC 2016-17 Work Program
- 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:**
  - Date TBD
    - 1. Will discuss in light of latest recruitment efforts

### 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](mailto: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](http://www.milwaukieoregon.gov).
3. **CITY COUNCIL MINUTES** City Council Minutes can be found on the City website at [www.milwaukieoregon.gov](http://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:**

Sherry Grau, Chair  
(Vacant), Vice Chair  
Scott Jones  
Lauren Loosveldt

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

Denny Egner, Planning Director  
David Levitan, Senior Planner  
Brett Kolver, Associate Planner  
Vera Koliass, Associate Planner  
Mary Heberling, Assistant Planner  
Avery Pickard, Administrative Specialist II  
Alicia Martin, Administrative Specialist II

**CITY OF MILWAUKIE  
DESIGN AND LANDMARKS COMMITTEE  
NOTES**

**Milwaukie City Hall  
10722 SE Main St  
Monday, October 10, 2016  
6:30 PM**

**COMMITTEE MEMBERS PRESENT**

Sherry Grau, Chair  
Scott Jones  
Lauren Loosveldt

**STAFF PRESENT**

Brett Kelper, Associate Planner (staff liaison)

**MEMBERS ABSENT**

None

**1.0 Call to Order – Procedural Matters**

**Chair Sherry Grau** called the meeting to order at 6:32 p.m.

**2.0 Design and Landmarks Committee Notes**

- 2.1 August 16, 2016
- 2.2 September 6, 2016

**Chair Grau** asked whether there were any corrections or comments on the notes from either the August or September meetings. Hearing none, she called for a vote and both sets of notes were approved unanimously.

**3.0 Information Items – None****4.0 Audience Participation – None****5.0 Public Meetings – None****6.0 Worksession Items**

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

**Associate Planner Brett Kelper** called for any outstanding corrections or questions about the group's previous edits to Downtown Design Guideline (DDG) page 13 ("Promote Linkages to Horticultural Heritage"), page 14 ("Establish or Strengthen Gateways"), and page 15 ("Consider View Opportunities")—there were none.

The group shifted its attention to the combination of DDG page 16 ("Consider Context"), page 17 ("Promote Architectural Compatibility"), and page 19 ("Use Architectural Contrast Wisely"), as suggested at the September meeting. **Member Lauren Loosveldt** noted that DDG pages 16 and 17 seem very similar, so it should be possible to combine or condense the information to avoid duplication. The group fleshed out some revised language for a unified Guideline. The members modified the Description to remove the references to certain specific elements such as scale and color and to emphasize that design in general should be responsive to its context.

There was discussion about the concept of designers not only considering the existing context for new buildings (i.e., what other structures are already in place nearby) but also taking into account their future context as it could be shaped by future development. For example, to comprehensively “consider context,” a designer need not be limited by an existing adjacent 1-story cinder-block building but could instead imagine other new buildings on adjacent sites that take advantage of the maximum height allowance of the Downtown Mixed Use zone standards. The group noted creativity, quality of design and materials, thoughtful contrast, and an effort to acknowledge and build upon the character and uniqueness of Downtown as elements to emphasize in this revised DDG page combining 16, 17, and 19.

As proposed at an earlier meeting, the members stayed past 8:00 p.m. to work through the desired edits to the combined 16-17-19 page. They noted that only one more page from the Milwaukie Character section remains (DDG page 18, “Preserve Historic Buildings”), and they agreed to tackle it at the next meeting in order to complete the work on this section.

### **7.0 Other Business/Updates**

**Mr. Kelper** distributed interim code update pages and copies of Sections 19.907 (Downtown Design Review) and 19.508 (Downtown Site and Building Design Standards) for the members’ reference notebooks. The group did not discuss or take action the draft DLC 2016-17 Work Program.

Regarding DLC membership and the two current openings, **Mr. Kelper** noted that the Planning Commission also has two open positions at the moment. Both **Chair Grau** and **Member Scott Jones** have applied for placement on the Planning Commission, so it is possible that the DLC will have more openings soon. The City Manager’s office is coordinating the process of filling the open positions on various committees and the timeline for change is unclear at the moment. **Mr. Kelper** confirmed that there are several interested applicants, though only one so far has experience with architecture, design, or historic preservation. The group suggested that **Mr. Kelper** invite the one applicant (a landscape designer) to informally sit in on the next DLC session, to meet the members and begin getting familiar with the group’s work on the DDG update.

### **8.0 Design and Landmarks Committee Discussion Items – None**

### **9.0 Forecast for Future Meetings:**

November 14, 2016                      DDG revisions, (Milwaukie Character, cont.) – Page 18

**Chair Grau** adjourned the meeting at 8:28 p.m.

Respectfully submitted,

Brett Kelper, Associate Planner

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Sherry Grau, Chair



**To:** Design and Landmarks Committee

**Through:** Dennis Egner, Planning Director

**From:** Brett Kolver, Associate Planner

**Date:** November 7, 2016, for November 14, 2016, Worksession

**Subject:** Downtown Design Guidelines Update – Session 9

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## **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 October 10 meeting, the group confirmed that they had no additional revisions to the earlier edits to DDG pages 13 ("Promote Linkages to Horticultural Heritage"), 14 ("Establish or Strengthen Gateways"), and 15 ("Consider View Opportunities"). And the members pared down and revised the combined text from DDG pages 16 ("Consider Context"), 17 (Promote Architectural Compatibility"), and 19 ("Use Architectural Contrast Wisely") to blend these three related guidelines.

DDG page 18 ("Preserve Historic Buildings") is the one remaining guideline from the Milwaukie Character element. The committee will tackle it on November 14; then, if time allows, the group can begin to work on the Pedestrian Emphasis element.

At the close of the November 14 worksession, staff will provide whatever update is available on the status of the committee appointment process. With that information, the group can look at the calendar and decide how to proceed with the DDG update.

## **ATTACHMENTS**

1. Proposed revisions to guidelines (*from October 10 meeting*):
  - Combo of pages 16, 17, & 19 = “Consider Architectural Context and Contrast”—  
strikeout version
  - Combo of pages 16, 17, & 19 — clean version
2. Mark-up copies of DDG pages (*for use at November 14 meeting*)
  - Page 18 = “Preserve Historic Buildings”
  - Page 21 = “Intent” of Pedestrian Emphasis element

Note: E-Packet materials will be available online at <http://www.milwaukieoregon.gov/planning/design-and-landmarks-committee-62>.

**Milwaukie Character**

Milwaukie Downtown Design Guidelines

**Consider Architectural Context (p. 16) + Promote Architectural Compatibility (p. 17) + Use Architectural and Contrast Wisely (p. 19)****Guideline**

~~(Page 16) All buildings should strengthen and enhance the characteristics of its their settings, or at least maintain key unifying patterns.~~

~~(Page 17) 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.~~

~~(Page 19) Contrast is essential to creating an interesting urban environment. Used wisely, contrast can provide focus and dramainterest, announeepromote a socially significant use, help define an area, and clarify how the downtown is organized.~~

**Description**

~~(Page 16) A common dDowntown Milwaukie architectural vocabulary can be established by addressing and responding to the basie-fundamental features of existing or future high quality buildings and outdoor spaces. Proportions of windows, placement of entries, decorative elements, style, materials, and silhouette profile 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.~~

~~(Page 17) Compatibility-Responsive design can be viewed in terms of a fit or misfit between being compatible with the design “vocabulary” of the project and that of its surrounding architecture. A design that “fits” i.e., is compatible, relates to the nearby buildings by using architectural elements such as scale, color, rhythm, and proportion, and balance in a way similar to that of the earlier buildingsits surroundings, and—will contribute to and enhance the area’s character. A design that ignores its neighbors may damagenegatively impact the special qualities and identity of dDowntown.~~

~~(Page 19) A building should seek to fit within its context while also developing upon the character and uniqueness of Downtown in a creative and visually pleasing way. The use of contrast should not create a building which is in conflictat war with its surroundings. Instead, it should be a comfortable part of its setting.~~

Thoughtful building contrast provides a unique interest to an area and establishes a cultural fabric within

Downtown. However, A contrast should be thoughtfully applied to avoid visual chaos, 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 elements similar responding to adjacent historic or significant existing or future high quality buildings. (Page 16)
- Buildings that repeat and strengthen established district colors, rhythm, proportion, and balance forms, and massing and height. (Page 17)
- Building contrast created by acknowledging unique site characteristics a unique site. (Page 19)
- Civic building contrast on a large scale. (Page 19)
- Selective, highlighted elements that create interest in the dDowntown. (Page 19)

**Not Recommended**

- Building elements that do not respect the scale, materials, or proportions of adjacent historic or significant high quality buildings. (Page 16)
- 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. (Page 17)
- Building projects that differ radically do not thoughtfully consider the character and uniqueness of Downtown when applying contrast material use, form, color, or massing than their neighbors as a design concept. (Page 19)

**Milwaukie Character**

Milwaukie Downtown Design Guidelines

**Consider Architectural Context and Contrast****Guideline**

*Buildings should strengthen and enhance the characteristics of their settings. Contrast is essential to creating an interesting urban environment. Used wisely, contrast can provide focus and interest, promote a socially significant use, help define an area, and clarify how the downtown is organized.*

**Description**

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

Responsive design can be viewed in terms of being compatible with the design vocabulary of the project and that of its surrounding architecture. A design that is compatible, relates to nearby buildings by using architectural elements such as rhythm, proportion, and balance in a way similar to its surroundings, and will contribute to and enhance the area's character. A design that ignores its neighbors may negatively impact the special qualities and identity of Downtown.

A building should seek to fit within its context while also developing upon the character and uniqueness of Downtown in a creative and visually pleasing way. The use of contrast should not create a building which is in conflict with its surroundings.

Thoughtful building contrast provides a unique interest to an area and establishes a cultural fabric within Downtown. However, contrast should be thoughtfully applied to avoid visual chaos.

**Recommended**

- Building elements responding to adjacent significant existing or future high quality buildings.
- Buildings that repeat and strengthen established rhythm, proportion, and balance.
- Building contrast created by acknowledging unique site characteristics.
- Selective, highlighted elements that create interest in Downtown.

**Not Recommended**

- Literal interpretations of existing buildings. 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.
- Building projects that do not thoughtfully consider the character and uniqueness of Downtown when applying contrast as a design concept.



## 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)

## Pedestrian Emphasis

Milwaukee Downtown Design Guidelines

### Intent

The intent of the pedestrian emphasis guidelines is to provide an environment where the pedestrian is the priority. Simply stated, Downtown must maintain a clear and comfortable separation between pedestrian and vehicle areas.

Where unavoidable intersections occur, pedestrian comfort, safety, and interest must not be compromised. The pedestrian should be safe and comfortable in all seasons and hours of the day, in all parts of Downtown.



## **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. 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. South Downtown Plaza Design. 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. General Design Guidance. 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*

- 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, 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.
- 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.