



## AGENDA

### MILWAUKIE DESIGN AND LANDMARKS COMMITTEE Monday, April 3, 2017, 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 March 13, 2017
- 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 15  
Presenter: Brett Kelter, Associate Planner
- 7.0 **Other Business/Updates**
  
- 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:**
  - May 1, 2017 Recommendation on proposed demolition of historic property at 4217 SE Railroad Ave
  - Continue work on DDG updates (format TBD)
  - June 5, 2017 TBD

### 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:**

Laurent Loosveldt, Chair  
Scott Jones, Vice Chair  
Cynthia Schuster  
Michael Corrente  
(Vacant Position)

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

Denny Egner, Planning Director  
David Levitan, Senior Planner  
Brett Kelder, 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  
Ledding Library Pond House  
2215 SE Harrison St  
Monday, March 13, 2017  
6:30 PM**

**COMMITTEE MEMBERS PRESENT**

Lauren Loosveldt  
Michael Corrente  
Cynthia Schuster  
Scott Jones

**STAFF PRESENT**

Brett Kelper, Associate Planner (staff liaison)

**MEMBERS ABSENT**

None

**1.0 Call to Order – Procedural Matters**

**Member Scott Jones** agreed to lead the meeting in the interim before new officers were elected.

**Member Jones** called the meeting to order at 6:34 p.m.

**2.0 Design and Landmarks Committee Notes**

2.1 February 6, 2017

**Member Jones** called for revisions to the notes. There were none, and the 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. (photo updates)  
Staff Person: Brett Kelper, Associate Planner

**Associate Planner Brett Kelper** opened the ongoing discussion by recounting his recent discussion with Planning Director Denny Egner about the Downtown Design Guidelines (DDG) update project. Director Egner had reviewed the committee's proposed amendments to the "Milwaukie Character" guidelines and did not consider the changes to be a radical departure from the existing guideline language. He had questioned the suggestion to eliminate the "gateways" guideline (DDG page 14) as well as the shift in perspective (from inside a building to street level) regarding "view opportunities" (DDG page 15). Mr. Kelper had attempted to explain the group's rationale for the various amendments, and it led to the question, "How do the guidelines factor in to the newly revised design review process anyway?"

As they traced the process through the current code language for the downtown zones (Milwaukie Municipal Code (MMC) Section 19.304), the downtown site and building design standards (MMC Section 19.508), and the downtown design review process (MMC Section 19.907), they concluded that the prominence of the design guidelines has been significantly reduced by the code updates of 2015. **Mr. Kelper** attempted to review those 3 sections with the group but experienced some difficulties—the computer was not functioning to allow network or internet access, and code sections 19.508 and 19.907 did not appear to have been included in the group members' reference notebooks.

But he walked through the sections verbally and attempted to outline for the group the review process as established in the current code.

**Mr. Kelper** noted the apparent disconnect between the code and the guidelines, explaining that an applicant has the option of demonstrating compliance with a limited set of design standards and so avoid having to address any of the guidelines. Likewise, where an applicant cannot meet a specific design standard, only those guidelines that have some relation to that standard would be applicable. This appears to make many of the guidelines irrelevant for design review.

**Member Jones** provided more background on the design review amendments in the context of the recent Moving Forward Milwaukie project, explaining the effort to provide developers with more certainty in what had previously been a very discretionary process. During the last recession, the lack of a more clear and objective track contributed to a sense that downtown development Milwaukie was too risky, given so much uncertainty about what one could expect from the design review process. The City established a finite set of design standards to provide that option.

**Mr. Kelper** acknowledged that, the City has not processed an application for downtown design review that triggered more than Type I review under the recently revised review process, so there has been little practical experience and troubleshooting for the updated code. Staff had a very limited understanding of the revised relationship between the DDG and MMC 19.304, 19.508, and 19.907. He asserted that, given this new perspective, it might make the most sense to pause in the effort to update the DDG and instead expand the discussion to consider whether a full-scale revision to the DDG was warranted, including perhaps somehow pulling the DDG into the code itself.

There was collective agreement that the potential of having some of the less tangible concepts of the DDG (such as the "Milwaukie Character" element) was not ideal, and that it would be useful to better understand the way the revised review process worked. **Mr. Kelper** offered to develop a flowchart for the downtown design review process and to ensure that the members had copies of MMC 19.508 and 19.907 for discussion at the next meeting. He also agreed to see what else he could learn about the history and intent of the recent code amendments, and to provide the group with a comparative map of the previous downtown sub-zones.

## 7.0 Other Business/Updates

### 7.1 Officer elections (Chair, Vice Chair)

**Mr. Kelper** explained the roles of Chair and Vice Chair. The Chair facilitates the meetings and represents the committee as needed, including at Planning Commission or City Council meetings. The Vice Chair fills in if the Chair is not available. **Member Jones** and **Member Lauren Loosveldt** expressed willingness serve in either position. They agreed to a coin toss to decide the issue for Chair, which **Member Loosveldt** won; **Member Jones** agreed to serve as Vice Chair.

## 8.0 Design and Landmarks Committee Discussion Items – None

### 9.0 Forecast for Future Meetings:

April 3, 2017	DDG revisions – Format TBD
May 1, 2017	TBD

The newly elected **Chair Loosveldt** adjourned the meeting at 8:05 p.m.

Respectfully submitted,  
Brett Kelper, Associate Planner

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Lauren Loosveldt, Chair



# MILWAUKIE

*Dogwood City of the West*

**To:** Design and Landmarks Committee

**Through:** Dennis Egner, Planning Director

**From:** Brett Kolver, Associate Planner

**Date:** March 30, 2017, for April 3, 2017, Worksession

**Subject:** Downtown Design Guidelines Update – Session 15

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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 2016 - Winter 2017:** Based on the Committee's adopted DLC Work Program for 2016-17, the group drafts revisions to the guidelines of the DDG's Milwaukie Character and Pedestrian Emphasis elements
- **March 2017:** Worksession discussion with Planning Commission about DDG update

## **DOWNTOWN DESIGN REVIEW PROCESS**

One of the results of the "Moving Forward Milwaukie" project completed in 2015 was to amend the zoning code's process for downtown design review to establish a more clear and objective track. A new section in the Milwaukie Municipal Code (MMC) was established with downtown site and building design standards (MMC Section 19.508). The code for the downtown zones and for downtown design review (MMC Sections 19.304 and 19.907, respectively) was also amended to clarify the process.

The Design and Landmarks Committee (DLC) has expressed concern that some critical elements of the Downtown Design Guidelines (DDG) document may have been lost with the recent amendments. At this point in the group's ongoing work to update the DDG, it seems essential to evaluate the relevant code sections to see where the existing design guidelines are addressed and where they are not.

### **Downtown Design Standards (MMC Subsection 19.508.4)**

New development downtown that meets the seven clear and objective building design standards established in MMC Subsection 19.508.4 can be approved with Type II review, which

does not involve the DLC, the Planning Commission, or the DDG. Those projects that cannot meet each of the seven design standards are subject to Type III review, including a review and recommendation by the DLC and a public hearing with the Planning Commission. However, the approval criteria are limited where it comes to the DDG:

1. Compliance with Title 19
2. Compliance with applicable design standards in Section 19.508
3. Substantial consistency with the purpose statement of the applicable design standard and the applicable Downtown Design Guideline(s) being utilized in place of the applicable design standard(s).

Even in the discretionary Type III review process, the full breadth of the DDG does not appear to be applicable—only those guidelines that are deemed applicable to the design standard(s) in question are the ones that must be addressed. But which of the guidelines would be reasonably applicable to each of the seven standards? To assist in this evaluation, staff has prepared a simple matrix that cross references the design standards with the full complement of design guidelines (see Attachment 1).<sup>1</sup> The purpose statements for each of the design standards are listed below:

- A. Building Façade Details  
*Purpose: To provide cohesive and visually interesting building facades in the downtown, particularly along the ground floor.*
- B. Corners  
*Purpose: To create a strong architectural statement at street corners and establish visual landmarks and enhance visual variety.*
- C. Weather Protection  
*Purpose: Create an all-season pedestrian environment.*
- D. Exterior Building Materials  
*Purpose: To encourage the construction of attractive buildings with materials that evoke a sense of permanence and are compatible with downtown Milwaukie and the surrounding built and natural environment.*
- E. Windows and Doors  
*Purpose: To enhance street safety and provide a comfortable pedestrian environment by adding interest to exterior facades, allowing for day lighting of interior space, and creating a visual connection between interior and exterior spaces.*
- F. Roofs and Rooftop Equipment  
*Purpose: To create a visually interesting condition at the top of the building that enhances the quality and character of the building.*
- G. Open Space/Plazas  
*Intent: To assure adequate public and private open space in the downtown.*

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<sup>1</sup> For purposes of this evaluation, staff has included every one of the original DDG guidelines on the matrix, even those guidelines that the DLC has recommended be combined or deleted as part of the DDG update. The rationale for using the full set of guidelines for comparison is to track which ones may or may not have been incorporated into the design and development standards with the “Moving Forward Milwaukie” amendments.

**Downtown Development Standards (MMC Subsections 19.304.4 and 304.5)**

In addition to meeting the design standards, new development downtown must also meet the development standards established in MMC Subsections 19.304.4 and 304.5 for the downtown zones. The standards comprise the following 10 categories:

1. Floor area ratios
2. Building height
3. Flexible ground-floor space
4. Street setbacks and build-to lines
5. Frontage occupancy
6. Primary entrances
7. Off-street parking
8. Open space
9. Transition measures
10. Residential density

As with the design standards, it seems essential to evaluate each of these development standards with respect to the design guidelines, to determine whether the full intent of the guidelines has been captured in the amended standards for downtown development. Staff has prepared a separate evaluation matrix that cross references the development standards with the design guidelines (see Attachment 2).<sup>2</sup>

**Key Questions**

The following questions can guide the group's discussion at the April 3 meeting:

1. How do the guidelines as currently presented in the DDG compare and/or connect to the downtown design standards of MMC 19.508 and the downtown development standards of MMC 19.304? Are there important guidelines that are not reflected in those two code sections?
2. Depending on the results of the group's evaluation of Question 1, what are some options for revising the code or the DDG (or both) to ensure that key concepts of the DDG are included in the downtown design review process?

**ATTACHMENTS**

1. Evaluation matrix for Downtown Design Standards (MMC 19.508.4)
2. Evaluation matrix for Downtown Development Standards (MMC 19.304.4)

Note: E-Packet materials will be available online at <http://www.milwaukeeoregon.gov/planning/design-and-landmarks-committee-68>.

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<sup>2</sup> See Footnote 1.





