



MILWAUKIE

Dogwood City of the West

To: Design and Landmarks Committee
From: Li Alligood, Assistant Planner and DLC Liaison
Date: April 21, 2010
Subject: Preparation for April 28, 2010, Meeting

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

Historic Properties Presentation

Patty Wisner, with the help of many other DLC members, has been working on designing a presentation about the historic properties of Milwaukie. She will give us the first glimpse tonight!

Milwaukie Character Discussion

This will be a continuation of our ongoing discussion about what defines Milwaukie Character. The attached memo outlines the discussion from the March 24 meeting and proposes several tangible Milwaukie characteristics and a definition of "Milwaukie Character" (see Enclosure 3). Please review the memo for a discussion about how to apply this guideline.

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

Enclosures

1. April 28, 2010, meeting agenda
2. March 9, 2010, meeting minutes (joint meeting with Planning Commission)
3. March 24, 2010, meeting minutes
4. April 21, 2010, Milwaukie Character memo



MILWAUKIE

Dogwood City of the West

Design and Landmarks Committee Meeting Agenda

Public Safety Building, Community Room
3200 SE Harrison St

6:30 p.m., Wednesday, April 28, 2010

1. **CALL TO ORDER**
2. **MEETING MINUTES** 5 min.
 - a. March 9, 2010 (joint meeting with Planning Commission)
 - b. March 24, 2010
3. **INFORMATION ITEMS** 5 min.
 - a. Downtown project coordination
4. **WORKSESSION ITEMS** 70 min.
 - a. Historic Properties presentation (30 min.)
 - b. Milwaukie Character discussion (40 min.)
5. **APPLICATION REVIEW ITEMS—None**
6. **OTHER BUSINESS** 10 min.
 - a. Vice-Chair elections
 - b. Next meeting
7. **ADJOURN**

FORECAST FOR FUTURE MEETINGS

- | | |
|---------------|------------------------------------------------------------------|
| May 26, 2010 | 1. Light Rail historic impacts presentation (<i>tentative</i>) |
| | 2. DLC and Planning Department 2011/2012 Work Plan review |
| June 23, 2010 | 1. Jackson Street bus shelters |

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

1 CITY OF MILWAUKIE
2 JOINT SESSION
3 PLANNING COMMISSION
4 AND
5 DESIGN & LANDMARKS COMMITTEE
6 MINUTES
7 Milwaukie City Hall
8 10722 SE Main Street
9 TUESDAY, March 9, 2010
10 6:30 PM

11
12 **COMMISSIONERS PRESENT**

13 Jeff Klein, Chair
14 Nick Harris, Vice Chair
15 Lisa Batey
16 Teresa Bresaw
17 Scott Churchill
18 Christopher Wilson

STAFF PRESENT

Katie Mangle, Planning Director
Susan Shanks, Senior Planner
Li Alligood, Assistant Planner
Beth Ragel, Community Services

19
20 **COMMISSIONERS ABSENT**

21 None

22
23 **DLC MEMBERS PRESENT**

24 Becky Ives, Chair
25 Greg Hemer
26 Sarah Knaup
27 Patty Wisner

28
29 **DLC MEMBERS ABSENT**

30 None

31
32 **1.0 Call to Order – Procedural Matters**

33 **Chair Klein** called the meeting to order at 6:30 p.m. and read the conduct of meeting
34 format into the record.

35
36 **2.0 Minutes**

37 2.1 Planning Commission Minutes—January 26, 2010

38
39 **Commissioner Batey** stated that Vice Chair Newman's declaration of recusal on 5.2
40 page 3 should read, "...Commissioner Newman recused himself, declaring that his
41 property was ~~continuous~~ *contiguous* with the Applicant's property."

42
43 **Commissioner Bresaw** moved to approve the January 26, 2010, meeting minutes
44 as corrected. **Commissioner Wilson** seconded the motion, which passed
45 unanimously.

2.2 Design & Landmarks Committee Minutes—January 27, 2010

DLC Member Knaup moved to approve the January 27, 2010, meeting minutes as presented. DLC Member Hemer seconded the motion, which passed 3-0-1, with DLC Member Wisner abstaining.

3.0 Information Items

Introductions were made.

4.0 Audience Participation –This is an opportunity for the public to comment on any item not on the agenda. There was none.

5.0 Public Hearings

There were none.

6.0 Worksession Items

6.1 Light Rail Project Briefing—Part 2

Staff Person: Katie Mangle

Ms. Mangle introduced TriMet staff Dave Unsworth, Bob Hastings, and Leah Robbins.

- The light rail alignment was currently at 30% design. At that point, the City had achieved a great deal in terms of applying downtown Code and standards to the project, such as reducing the size of the Tacoma Park & Ride, traffic calming on Johnson Creek Blvd, maintaining freight access to industrial properties, no Park & Ride in downtown Milwaukie, bicycle and pedestrian improvements around the downtown light rail station, and recognition that many elements in downtown and in the Kellogg Creek area needed to be distinct. Outstanding design issues included final design of the Tacoma Park & Ride, bridges, mitigation for visual and noise impacts, and integration of public art.
- Stated that the City had a permitting role; parts of the project would be reviewed by the Planning Commission and/or the Design and Landmarks Committee (DLC).

Dave Unsworth, TriMet, stated that City staff had been wonderful representing the City of Milwaukie. He presented the project schedule via PowerPoint presentation.

81 • Preliminary engineering would be complete by the end of March 2010; 30% design
82 was complete; final design approval was expected in October 2010; the final
83 Environmental Impact Statement (EIS) was expected in May 2010; and the Record
84 of Decision (ROD) was expected in July 2010.

85 • The Portland region was competing with every city in the United States for light rail
86 dollars; Portland had been pretty successful in competing for money.

87
88 **Commissioner Churchill** asked what the approximate cost per mile of the proposed
89 light rail alignment was.

90 • **Mr. Unsworth** responded that the cost was approximately \$200 million per mile.

91
92 **Leah Robbins, TriMet**, presented a Google Earth flyover view of the light rail alignment
93 from the Tacoma Park & Ride to the Park Ave Park & Ride.

94 • The elevated track over Tacoma St was designed to accommodate future expansion
95 of McLoughlin Blvd to 6 lanes.

96 • The bridge over Tacoma was designed to accommodate light rail when it was built.
97 The Tacoma Park & Ride had been reduced by 200 spaces, though the building
98 footprint remained the same.

99 • There had been talk of redevelopment of the Pendleton site, on McLoughlin Blvd just
100 north of the Springwater Corridor. The owners were involved in conversations but
101 there were access issues to the site.

102 • There were impacted properties along the alignment in the North Industrial Area,
103 including the Beaver Heat Treating building (east structure) and the Anderson Siding
104 building. Anderson Siding would be relocated. The main tenet of the light rail
105 alignment in that area was the retention of access to industrial sites.

106 • In response to community concerns, the length of elevated structure over the Union
107 Pacific tracks had been reduced from over 3,000 feet to about 1,300 feet.

108
109 **Commissioner Churchill:**

110 • Asked Ms. Robbins to show where the elevated structure began and ended.

111 • **Ms. Robbins** indicated that the elevated structure began south of Moore St and
112 returned to grade to the west of Malcolm St. She indicated that the light rail line
113 must be elevated in that section to go over the Union Pacific track.

- 114 • Noted that the crossing at Malcolm St was the first at-grade crossing
115 coming into Milwaukie. The City adopted a quiet zone; the Memorandum
116 of Understanding (MOU) between the City and TriMet would incorporate
117 quiet zone-compatible design elements.
- 118 • Asked if the quiet zones of the main Union Pacific line would follow later than the
119 light rail quiet zones.
- 120 • **Ms. Robbins** stated that she could not speak to the freight rail line quiet zone
121 implementation.
- 122 • Asked for an explanation of the retention walls proposed for the banks north and
123 south of Harrison St.
- 124 • **Ms. Robbins** confirmed that retaining walls would be required south of Harrison
125 St, to the east of the light rail tracks.
- 126 • Asked what the differential in height of the retaining walls would be.
- 127 • **Ms. Robbins** stated that the peak height of the retaining walls in that area would
128 be between 12 ft and 15 ft and would vary by grade. She stated that those
129 elements were not designed, but would be part of the conversation during final
130 design.
- 131 • Questioned Ms. Robbins' statement that 30% engineering did not include retention
132 walls.
- 133 • **Ms. Robbins** clarified that the 30% engineering included height and materials for
134 construction cost engineering, but did not include the retaining wall design.
135
- 136 **Ms. Robbins** continued the Google Earth tour of the light rail alignment.
- 137 • Noted that the downtown light rail station had a 2-platform configuration, which was
138 different from the initial proposal. She pointed out that the downtown crossings
139 included future right-of-way widths as required by the City's downtown public area
140 requirements.
- 141 • There would be one pier in the water when the bridge was built over Kellogg Creek;
142 the structure would be designed to allow for a future pedestrian pathway underneath
143 the light rail structure.
- 144 • Subject to revisions of the Community Service Use (CSU) determinations for the
145 Trolley Trail, the facility south of downtown would create the most open and green
146 environment possible. She noted that the use of a property owned by ODOT along

McLoughlin Blvd would permit the Trolley Trail to separate from the light rail line and avoid impacting the existing large sequoia along McLoughlin Blvd.

- Noted that the Park Ave Park & Ride now had 600 spaces, as opposed to the 1,000 spaces originally proposed.

Bob Hastings, TriMet, provided an overview of the Conceptual Design Report (CDR).

He noted that the final report was the result of efforts by many stakeholders. The purpose of the final design phase was to flesh out characteristics and qualities of design that had been discussed.

- TriMet had been working with City and Clackamas County staff to determine what the design expectation was. Key considerations had been identified, and the next step was to create a vision for urban design through the different station areas. It was important to work together on the Tacoma Park & Ride design.
- At this point the scope and extent of the project had been described. The design elements would come along as the project was fleshed out. The question for downtown Milwaukie was how to bring the vision the City had for the community and deliver on it within the scope of the project?
- Provided a review of opportunities and challenges via PowerPoint presentation.
 - The design concept would build on the South Downtown Concept planning. The City had done a conceptual design for the station area, which was a very constrained site. The proposed light rail station building was not part of the scope of the TriMet project but was being considered in the overall design
 - Noted that there were several components of TriMet transit designs which included consistency among fixed elements, public art at stations, and elements that reflected individual station identity. The elements and systems buildings could be designed to reflect Milwaukie's character.

Commissioner Churchill:

- Asked if TriMet had done any specific designs in the past that incorporated neighborhood identity.
- **Mr. Hastings** stated that the west side of Portland had more neighborhood-specific designs, as well as some areas in North Portland along the Interstate Ave light rail line.

- Asked specifically which portions of the Interstate Ave line had incorporated neighborhood-specific designs.
- **Mr. Hastings** stated that light rail station areas in Overlook and other residential areas had different designs than non-residential areas. It was important that station design was context-sensitive.

Mr. Unsworth provided an overview of the land use and permitting process. He discussed the various downtown zones and design review processes.

- Stated that TriMet would use the Downtown Design Guidelines and pull out location-specific characteristics. Design review input would be needed during final design.
- Provided information about the Land Use Final Order (LUFO), which was passed as House Bill 3478. The land use decision was made to put light rail along this alignment, and local government must issue land use approvals and permits. However, the City could apply reasonable conditions.

DLC Member Wisner asked TriMet staff to explain why the light rail tracks elevated after crossing Tacoma St.

- **Ms. Robbins** stated that the light rail tracks were on the west side of the freight tracks south of Tacoma station. In order to serve the downtown Milwaukie station, the tracks needed to be on the east side of the freight tracks. That location was the best and most efficient way to get there.
- **Ms. Mangle** added that the light rail tracks were prohibited from crossing freight tracks at grade.

Commissioner Batey:

- Asked if the design for the future bridge pier in Kellogg Lake was being designed with consideration for the future removal of the Kellogg dam.
- **Ms. Unsworth** stated that TriMet was supportive of the dam being removed; where the creek would be reestablished was unknown. The desire was to connect between the downtown Milwaukie light rail station and the Island Station neighborhood, and TriMet was trying to plan for that up front.
- Noted that both the Tacoma and Park Ave Park & Ride garages had been downsized and asked whether it was because ridership on the I-205 light rail line was not as high as expected.

- **Ms. Robbins** responded that the mitigation that would be required at Park Ave to meet the requirements of a 1,000-space Park & Ride included much more acquisition and demolition than identified in the earlier EIS. TriMet conducted a utilization survey of existing Park & Rides in 2009 and determined that inner core Park & Ride utilization was much higher than terminus garages. Terminus garages were over capacity and underutilized.

- There were also lessons learned from the recent I-205 Green Line project. The lower Park & Ride utilization was due to current economic conditions, but TriMet also didn't want to overbuild in the McLoughlin corridor due to the potential for a future connection to Oregon City. The Tacoma Park & Ride mitigation requirements did not change after the EIS, but by reducing the size of the garage the potential visual impacts to the Ardenwald neighborhood and potential traffic impacts were reduced.

DLC Chair Ives stated that the DLC had recommended and was really hoping for unique bus shelters on the Jackson St transit facility, and asked if there was any thought of using the same shelters at the bus facility near the downtown Milwaukie light rail station.

Ms. Wisner noted that the DLC wouldn't want to limit what options would be seen during the station design process.

Mr. Unsworth responded that those questions related to the City's architectural compatibility and contrast guidelines.

Mr. Hastings stated that the design process would be about finding whole parts of the project and how they coordinated with the City of Milwaukie. There would be discussions about the potential for the project to clarify where downtown Milwaukie was, and what delineated the district. That process involved thinking about light rail as transit and movement as well as light rail.

Ms. Wisner stated concerns about the visual impact of the bridge over Kellogg Lake, and asked if there was an option to dye the concrete to a more natural color, rather than cold gray concrete.

248 • **Ms. Robbins** stated that the structure was partially concrete and partially steel.
249 There were opportunities to color concrete, but it was not built all at once so there
250 was difficulty in getting consistent color. There were also issues with the longevity of
251 colored concrete and future repairs. Paint had the same long-term maintenance
252 issues. Aesthetics were still being discussed. TriMet went to more costly structure
253 type than was originally proposed.

254 • **Mr. Hastings** stated that the question was how did the bridge begin to reflect the
255 context? That was part of the inventory of the neighborhood and different areas
256 adjacent to the alignment. Potential strategies such as color and texture would be
257 considered during design process. The current effort was for the overall alignment.
258

259 **Commissioner Bresaw** noted that the electrical system cabinets did not look that great
260 and were very utilitarian. She asked if TriMet had considered alternative placement or
261 screening of the cabinets.

262 • **Mr. Hastings** responded that there would be some cabinets located near pedestrian
263 uses, and some that would be located in less visible locations. The locations related
264 to where the downtown design review areas were located and where the City
265 decided that it wanted a level of aesthetic review. Simple things like color schemes
266 throughout the alignment could have a strong impact.
267

268 **Commissioner Churchill:**

269 • Asked if the locations of the required structures had been identified during
270 engineering.

271 • **Ms. Robbins** stated that the substations and signal communications buildings
272 had been located. The location of electrical cabinets could be tweaked.

273 • Noted that at 30% engineering, the location of the substations and signal
274 communications buildings were determined within a few meters of the final location.

275 • **Ms. Robbins** stated that the level of determination depended on the facility, and
276 what type of building or structure it was. If those buildings moved, they moved in
277 large changes. Smaller things on the platform or at gated crossings changed in a
278 smaller fashion.

279 • Suggested that it would be useful to the Commission and the DLC to understand
280 which elements of the preliminary engineering plans were fixed and requested that
281 those elements be pointed out in the meeting packet.

- **Ms. Robbins** provided a review of the plans contained in the meeting packet.

Commissioner Batey asked Ms. Robbins to explain the difference between traction power substation and signal/communications bungalows.

- **Ms. Robbins** stated that the signal/communications bungalows were smaller structures and gave information to the transit tracker or other automated systems. The downtown traction power substation was located between Washington St and Monroe St. Residential property would need to be purchased for that location. A bungalow was located on Adams St east of 21st Ave on property owned by TriMet. Bungalows needed to be located close to stations. The Park Ave station had three buildings clustered nearby.

Ms. Wisner asked for more information about the large sequoia tree near the Park Ave station.

- **Ms. Robbins** stated that the project affected mature fir trees along the route south of Kellogg Lake; TriMet had maneuvered the Trolley Trail so that it would not require removal of the tree. The tree was the remainder of sequoias planted along McLoughlin Blvd decades ago. TriMet would be replanting trees that were removed, and they planned to plant the most mature trees possible.

Commissioner Churchill:

- Noted that there was a very important feature to address, and asked what the strategy was for light poles as the light rail line came into downtown.
 - **Mr. Hastings** responded that the strategy for light poles would be determined by the urban design/streetscape plan for the project. TriMet didn't know yet, but there was the ability within the project to make those decisions. The question of where to shift from industrial to downtown designs was still being identified and determined. Parts and pieces were what would be coming in the next several months. The design palette would be identified by October 2010.
- Stated that it appeared the budget had been downsized, as in the reduction of size at the Tacoma and Park Ave Park & Rides. He was concerned that the budget would be driving design decisions too much and there would be utilitarian lighting and materials in downtown Milwaukie. He requested that TriMet be in constant

communication with both the Commission and the DLC about those design decisions and asked TriMet staff to keep downtown's urban landscape in the forefront.

- **Ms. Robbins** noted that during the last budget exercise, TriMet upgraded the budget for catenary poles in downtown Milwaukie. The lighting would be part of the downtown public area requirements.
- Expressed concerns about the retaining walls along the alignment and stated that he hoped they were not utilitarian, and he preferred basalt to interlocking keystones.
- **Ms. Mangle** added that the City had been sharing the public area requirements with TriMet, and those were the assumptions that TriMet was working with in the design and budget.
- Noted that there was an emphasis on downtown Portland and the quality of the pedestrian experience there, and he hoped Milwaukie was treated equally in terms of design and consideration.

Chair Klein stated that though Milwaukie was a small portion of this project, it didn't mean the structures built there should be compromised. He warned that the requests that the City would be making would be astronomical. The City was trying to move forward while looking back to grab its history. Chair Klein did not want standard TriMet structures. TriMet was very good at this, and Milwaukie was not experienced in this area. Many people had stood up and said "these are the things we want to see". He supported the project up to the point where he would go kicking and screaming if things didn't happen as requested.

Commissioner Churchill stated that while Milwaukie was a small fish, it was a vocal fish. Downtown Milwaukie was impacted far more than other neighborhoods along the alignment. He would hold Metro and TriMet accountable and expected stellar performance.

Chair Klein noted that the city was already bisected by McLoughlin Blvd/99-E and Hwy 224. There were many barriers that divided the city, both theoretical and physical

- **Ms. Robbins** assured that TriMet was committed to a quality project along the entire length.

DLC Member Hemer stated that he had served on the light rail Citizens Advisory Committee (CAC) for a number of years and had been very impressed with the amount of time TriMet had spent listening to citizens and local groups—they had gone above and beyond what he expected in terms of listening to the public. He believed that TriMet would come forward with great ideas.

Chair Klein noted that some people said the money being spent on light rail was too much, while others said it was nowhere near enough to accomplish what needed to be done.

Chair Klein asked each DLC and Commission member to make a comment, and reminded to be clear about their concerns because they were also providing direction for City staff.

Mr. Hemer stated that the Tacoma bridge wasn't very well designed for pedestrian traffic into the Sellwood-Moreland neighborhood. He was also concerned about how the buses would interact with the light rail and what it meant to downtown. Would there be a shuttle service? Would the bus transit facility on Jackson St move? He asked TriMet to consider those issues and future traffic patterns.

DLC Member Knaup stated that she had lived in North Portland and was very impressed with what happened in her community after light rail came through. She was not nervous about what the outcome would be, because of the positive impacts she had seen in North Portland. The challenge was defining what Milwaukie character meant, because that would be an important piece to guide design.

Ms. Wisner stated that she had three concerns.

- Light rail would be a whole different animal coming into Milwaukie, and would permanently disrupt some of the things the residents loved about Milwaukie. The new bridge would be to east of the Kellogg Lake trestle and would block views of it. A bridge could be utilitarian or a thing of design beauty. She would love to see a bridge that enhanced the feel of Kellogg Lake and didn't take away from it. Everyone that travels McLoughlin Blvd had seen the seasons change over Kellogg Lake.

381 • People wanted a beautiful small town in Milwaukie, and didn't want the coldness and
382 harshness of downtown Portland. They wanted a pedestrian scale and a warm and
383 quality feeling that gave structures longevity. That included lighting and signage.
384 They wanted a different feel for downtown Milwaukie, something that reflected its
385 character as a residential town.

- 386 • She had always had a strong concern about what would happen to traffic on the
387 east/west connector streets and didn't think those concerns had been solved.
- 388 • **Ms. Robbins** noted that the upcoming monthly meeting on light rail would spend
389 a lot of time on traffic modeling, including worst case scenarios. She invited
390 anyone interested in those questions to attend the meeting.

391
392 **Chair Ives** stated that her brother lived in North Portland and she was impressed by the
393 changes in the area when the light rail went in.

- 394 • She echoed Mr. Hemer's concerns, and was also astounded by the number of
395 people that climbed the barrier on McLoughlin Blvd and ran across.
- 396 • She was glad to hear that TriMet had the Downtown Design Guidelines. The
397 verbiage was very heavily reviewed and stood true, but the images were not
398 consistent with the verbiage in the book. The DLC was working on determining what
399 those images should be.

400
401 **Commissioner Wilson** shared Commissioner Batey's concern about the planned pier in
402 Kellogg Lake. The goal was to have fish spawn in the creek, and he was not sure if the
403 pier would hinder or help.

- 404 • He was concerned about the bridge for pedestrians, and felt it was a good idea but
405 the fish should be considered.
- 406 • Three of his five kids would be at Milwaukie High School when the light rail line
407 opened, and he was concerned about the safety of the students at the high school.
408 He suggested training for the kids at the school.

- 409 • **Ms. Robbins** stated that TriMet had a very active education process with all of
410 the schools near the light rail alignments.

- 411 • **Mr. Hastings** added that there were always a lot of surprises. The outcome of
412 the Interstate light rail process was that the way to educate the parents was
413 through the kids. They were early adopters of the light rail line and became the
414 educators.

- 415 • He appreciated the comments because the designers wanted to hear hopes,
416 wishes, and aspirations. They wanted to hear what communities did want,
417 rather than what they didn't.

418

419 **Commissioner Wilson** noted that there had been questions about inconsistencies in
420 regard to scale when reviewing the Trolley Trail application, and had concerns about
421 access to the Elks Lodge facility near the Park Ave station.

- 422 • **Ms. Robbins** noted that the back side of Elks Lodge facility will be along 27th Ave,
423 and the new roadway access was only for the Elks Lodge.

424

425 **Commissioner Harris** had concerns that included the bridge over Kellogg Lake and the
426 aesthetics of retaining walls, lighting, and catenaries in downtown Milwaukie. Concerns
427 had been expressed that would have a very significant impact on downtown. With the
428 reduction of parking spaces at the Park & Rides, would bicycle parking be reduced?

- 429 • **Ms. Robbins** said that the biking facilities identified in plans were well beyond what
430 TriMet had built to date and would not be impacted.

431

432 **Commissioner Bresaw** noted that the light rail in downtown Portland was balanced in
433 scale because of the tall buildings. Milwaukie did not have those and that was why they
434 were so concerned about the scale of the light rail and the buildings.

- 435 • Requested screening of electrical cabinets.
- 436 • Was concerned about noise for pedestrians walking beneath the bridge over Kellogg
437 Lake, and asked that noise from the light rail be a consideration in design.
- 438 • Hoped there would be a choice of bollards and lights. Belgian cobblestones break up
439 concrete—whatever could be done to make the environment better for pedestrians.

440

441 **Commissioner Churchill** shared Ms. Wisner's concern about the bridge over Kellogg
442 Lake. It was the gateway to Milwaukie and could be a very poor gateway to the south
443 end of the city. There was a huge cost but materials could be massaged and considered.

- 444 • Asked for consideration of basalt finish retaining walls, such as those along US 101
445 through San Rafael, CA, for example. Those were shotcrete material that had been
446 acid-washed, had some durability, and seemed to hold up well. The forms were a bit
447 artificial but softer than seen in a regular retaining wall. He asked TriMet to stay away
448 from keystones if possible, or screen with vegetated growth.

449

450 **Commissioner Batey** was concerned about plantings that would be done to replace
451 trees that were removed. She requested that the TriMet team consult with the Parks and
452 Recreation Board (PARB) regarding native plants and habitat.

- 453 • Aligned herself with the comments of those who said they were excited about the
454 North Portland project, and looked forward to light rail in Milwaukie.

455

456 **Ms. Wisner** noted that in the 1990s, a member of the Lake Road Neighborhood District
457 Association (NDA) named Milt kept saying that Milwaukie had very unique soil, and he
458 was concerned about heavy construction in Milwaukie. She asked if TriMet had done
459 core samples on soil.

- 460 • **Ms. Robbins** stated that the special properties of the soil had to do with noise and
461 vibration, meaning it transmitted vibrations well. Metro was finishing up noise and
462 vibration testing. TriMet had done geotechnical work for large structures and would
463 do more with final design. The structures would stand up to seismic loading and
464 other key requirements.

465

466 **Chair Klein** stated that all of the comments from the DLC and Commission had been
467 really helpful. He added that he hoped the Park Ave station would be used as an
468 example of a gem of the TriMet line. He hoped TriMet would have patience with
469 Milwaukie so they could give feedback and show their desires for what they hoped to
470 see, and that the budget could be flexible enough to accommodate those desires. He
471 thanked the TriMet staff for their presentation.

472

473 The Commission and DLC took a brief recess and reconvened at 8:34.

474

475 **Ms. Mangle** stated that David Aschenbrenner, who was present at the meeting, was on
476 the Citizen's Advisory Committee for light rail. He asked her to remind the DLC and
477 Commission that there were a lot of Milwaukie representatives on the committee who
478 were attending a lot of meetings about light rail. Once the design issues, treatments,
479 and elements they wanted were identified, the more they were able to speak with one
480 strong voice, the more likely they would be to get what they needed as a community.

481

482 6.2 City Hall Sculpture Garden project briefing

Staff Person: Beth Ragel

Beth Ragel, Community Services Program Specialist, was the staff liaison for the City's Arts Committee, and the City Hall Sculpture Garden would be one of their biggest projects. She asked for feedback from the members present about the design, the proposed movement of Memorial Rock, and the replacement of the dogwood trees that flanked the City Hall exit. She provided a background of the project.

- The City received stimulus funds for the Jackson Street Improvement project, and decided to do a project on the south lawn of City Hall to complement it. She received an \$18k grant from the Clackamas County Tourism and Cultural Affairs Commission (CCTCAC) to do public art on the site. In October, she issued a call for proposals for the sculpture garden. In November, she gathered a selection committee, which interviewed two designers. The selection committee agreed unanimously on the design of Gardens by Rebecca, owned by Becky Ives. They liked the natural, open, northwest feel. She described the proposal. Ms. Ives was asked to do design work for the front of City Hall to complement the new sculpture garden, although the entire vision couldn't be funded immediately.
- Tryon Creek Landscaping was selected to construct the project under Ms. Ives management. The design kept the openness of the south lawn and maintained public access.
- **Ms. Ragel** asked for input about the dogwood trees next to entrance of City hall and the movement of Memorial Rock to the center of the triangle-shaped bed in front of City Hall. Her research didn't indicate that the specific location of the rock was chosen for any particular reason.

Chair Klein asked what the budget for the front landscaping would be.

- **Ms. Ragel** replied that there was a \$2,000 budget to replace the trees flanking the entrance, as well as some planters on the front steps.

Ms. Ives described the design. She gave credit to DLC Member Wisner because over the last several years she had spoken so passionately about the importance of Milwaukie's streams and rivers.

Chair Klein:

- Was glad to see that the triangle-shaped bed plantings would be replaced.
- Verified that the grand scheme was unfunded and asked what the total cost would be.
- **Ms. Ragel** estimated that the total cost would be about \$20,000.

Commissioner Batey:

- Stated that she had a resident in her neighborhood who was a very active member of Friends of Trees, and always raised concerns about trees planted around town that were not native. The landscaping plan called for hemlocks, but also called for maples. She suggested that anytime there were plantings in public spaces, the PARB should be consulted.
- **Ms. Ives** clarified that the dogwoods in front of City Hall would actually be replaced with Mountain Hemlocks. Most landscapers had gone to “regionally appropriate”, because it is so difficult to determine whether a plant is truly native. She agreed that any plantings in public spaces should be regionally appropriate.
- Stated that she was not a plant expert but heard it from many quarters. She reiterated that using the PARB and Mark Hughes as a check against what should be planted was a good idea.

Ms. Wisner:

- Suggested smoothing off a top of a boulder and incising a directory of the park as it related to streams/rivers/islands around the town.
- Commended Ms. Ives on her design.

Ms. Ragel stated that the CCTCAC asked for a plaque to be installed in the garden, but it could be as small or large as the Commission and DLC wanted. There could be many different ways to provide markers within the garden indicating the meaning of various components.

Mr. Hemer asked if the garden was easy to maintain or costly.

- **Ms. Ives** responded that it was very easily maintained, and regular maintenance would be done by the contractor that currently cares for the City Hall lawn. The garden reduced the lawn area and maintenance required.

Commissioner Bresaw was really happy that the pink dogwoods would be removed, and thought replacement trees would be an improvement.

Ms. Ragel asked if anyone had comments about moving the Memorial Rock. There were none.

Chair Klein encouraged the placement of trash cans around the site, because there was often trash in the triangle bed. He thought the plan was great.

6.3 Scope of Work for Upcoming Code Amendment Projects—Review
Procedures and Residential Standards
Staff Person: Katie Mangle

Ms. Mangle stated that the next phase of the Smart Growth Development Code project was funded by a Transportation Growth Management (TGM) grant from the State of Oregon. The project would include residential standards and administrative provisions. The DLC would be involved in residential standards. She introduced the scope of work for consultant and asked for input from the Commission and DLC before it went to City Council. There was none.

7.0 Planning Department Other Business/Updates

There was none.

8.0 Planning Commission Discussion Items

There were none.

9.0 Forecast for Future Meetings:

Planning Commission:

March 23, 2010 1. Public Hearing: ZA-10-01 Parking Chapter
Amendments

2. Worksession: Discussion of permit time limits

April 13, 2010 1. Public Hearing: DR-09-01 Riverfront Park *tentative*

1 **Design and Landmarks Committee**
2 **Meeting Notes**
3 **Wednesday, March 24, 2010**

4 **Members Present**

5 Becky Ives, Chair
6 Patty Wisner
7 Greg “Frank” Hemer

8 **Members Absent**

9 Sarah Knaup

10 **Staff Present**

11 Li Alligood, Assistant Planner (DLC Liaison)

12 **1. CALL TO ORDER**

13 **Chair Becky Ives** called the Design and Landmarks Committee (DLC) meeting to order at
14 6:40 p.m.

15 **2. MEETING NOTES—NONE**

16 **3. INFORMATION ITEMS—NONE**

17 **4. WORKSESSION ITEMS**

18 **a. Main Street Milwaukie Survey Overview**

19 **Li Alligood, Assistant Planner**, introduced the Main Street Milwaukie
20 reconnaissance-level survey of downtown. Milwaukie became an “Exploring Main
21 Street” community in early 2009. As part of the program, the Clackamas County Main
22 Street Program, Oregon Main Street Program, and State Historic Preservation Office
23 (SHPO) sponsored a reconnaissance-level survey of downtown Milwaukie in April
24 2009. The boundaries were Hwy 224 to the north, the railroad right-of-way to the east,
25 the Willamette River to the west, and Adams St to the south.

- 26 • The last historic inventory of the City was conducted in 1988, and the 2009 survey
27 captured many potentially historic buildings that were not included in the historic
28 inventory.
- 29 • The 1988 historic inventory would likely be updated during periodic review of the
30 Comprehensive Plan, but that process was dependent on State funding.

- The Main Street survey recommended pursuing two historic districts: one in the Historic Milwaukie neighborhood and one downtown. Those designations would require additional surveys and significant community support and involvement.
- She explained the designation process and guidelines and the difference between “Eligible/Contributing,” “Not Eligible/Strong Potential,” and “Not Eligible/Out of Period.” Generally, buildings that are older than 50 years are identified as Eligible/Contributing if they have retained architectural integrity. Buildings that are older than 50 years are identified as Not Eligible/Strong Potential if they have been altered with changes that can be reversed. Buildings that are newer than 50 years are identified as Not Eligible/Out of Period.

Discussion followed of Milwaukie history, various significant and historic buildings in Milwaukie, and potential for National Register designation of specific buildings.

b. Milwaukie Character Discussion

Ms. Alligood introduced a “mind mapping” exercise to refine the Downtown Design Guidelines definition of “Milwaukie Character.” She asked DLC members to share what they felt made Milwaukie a special place.

The Committee mentioned Lake Oswego, OR; Camas, WA; and Fort Collins, CO, as examples of appealing communities similar in size to Milwaukie, and discussed the following downtown Milwaukie qualities:

- **Accessibility:** The city was pedestrian and bike-friendly due to its connected street grid and compact size. Its proximity to Portland was an amenity.
- **Network of nature and green spaces:** The city offered proximity to wildlife (ducks, geese, etc.) and natural areas. The springs, creeks, and lakes of the city were a very unique and beautiful resource, and the city had abundant green spaces such as Scott Park, Kronberg Park, and the future Riverfront Park.
- **Family-friendly:** Milwaukie had many established, traditional residential neighborhoods. Young families were attracted to the schools and affordable homes.
- **Unique and eclectic:** The city was built over time with a mixture of modern and traditional architecture and contains examples of progressive architecture from many

periods. It had a unique horticultural history and a small-town feel with the advantage of proximity to Portland.

- **Historic:** Milwaukie was part of the westward expansion and the Oregon Trail. There was a substantial amount of Native American history, though it was not well-documented. The community had been the center of lumber, milling, and agricultural production, and the Willamette River had long been the lifeblood of the community.
- **Architectural touchstones:** The city had unique examples of many different architectural eras, such as St. John the Baptist Catholic Church on 25th (1960s) and the Masonic Temple at Main and Harrison (1930s). The Kellogg Creek railroad trestle was an identifiable structure when entering the city from the south.

DLC Member Patty Wisner suggested that permanence and quality could be expressed through quality design and materials, including use of natural materials such as brick, wood, and stone. She wanted developers and architects to respect the city through attractive design and materials.

The Committee agreed that new development should have architectural interest—including varied materials, rooflines, and decorative details—and should focus on improving the pedestrian experience through planters, flowers, benches, and ground-floor architectural interest.

- Milwaukie was distinct from Portland, and was a small town with soft edges.
- The city should capitalize on its history as a river city and existing and future network of natural green spaces.
- New development should reference the natural environment through fountains, natural building materials, and public art referencing the wildlife and other unique aspects of Milwaukie.
- New buildings should reference traditional architectural forms but should also reflect current design. An example given was the Willamette Christian Church in West Linn, which was designed by Myhre Architects, the designers of the North Main project.
- The city should allow and encourage residents and visitors to feel a part of nature.

DLC Member Greg Hemer suggested a meeting between the Committee and the “Group of Nine,” the group that had been working on the South Downtown concept. He

suggested inviting Leah Robbins, Eastside Coordinator for TriMet, and Wendy Hemmen, the City's Light Rail Design Coordinator, to the meeting.

He expressed concern that some people working on downtown projects would feel left out of the process and potential developers would receive confusing and contradictory information from the various groups working in downtown.

Chair Ives agreed, and added that all of the groups working downtown (Celebrate Milwaukie, Milwaukie Main Street, DLC, Milwaukie Downtown Development Association, Historic Milwaukie, etc.) should meet to discuss what projects are underway and where collaborations could be created.

Ms. Alligood summarized the discussion and asked DLC members to contact her if they thought of other important characteristics of downtown Milwaukie.

5. APPLICATION REVIEW ITEMS—NONE

6. OTHER BUSINESS

a. Meeting Location

Ms. Alligood asked if the Committee was satisfied with the current meeting location at the Public Safety Building. **The Committee** stated that they were.

b. Next Meeting

The next meeting was scheduled for Wednesday, April 28, and would include the election of a Vice Chair to replace former Vice Chair Siri Bernard. The role of the Vice Chair was to conduct the meeting when the Chair was not available. Committee members would also keep an eye out for potential members to fill the current vacancy on the Committee.

Ms. Alligood asked the Committee to continue to take photos of buildings and details that reflect Milwaukie Character.

c. Police Department Appreciation

Mr. Hemer stated that Milwaukie Lumber, his employer, had been robbed the previous weekend and he was very impressed with the response of the Milwaukie Police Department. He thanked the Police Department for their hard work and their assistance in recovering much of the merchandise that was taken.

119 **7. ADJOURN**

120 The meeting adjourned at 8:35 p.m.

121 _____
122 Becky Ives, Chair



MILWAUKIE

Dogwood City of the West

To: Design and Landmarks Committee
From: Li Alligood, Assistant Planner and DLC Liaison
Katie Mangle, Planning Director
Date: April 21, 2010, for April 28, 2010, meeting
Subject: Defining Milwaukie Character

Background

Milwaukie's downtown Design Review process requires that staff and the DLC review new development and substantial remodel projects against five sets of Design Guidelines:

- Milwaukie Character
- Pedestrian Emphasis
- Architecture
- Lighting
- Signs

DLC members and staff have found it challenging to apply the "Milwaukie Character" guideline of the Downtown Design Guidelines to individual projects. The concepts described within the guideline are subjective and can be difficult to define. Milwaukie character is that intangible quality that "feels" like Milwaukie, that brings to mind images of an all-American small town with the amenities and comfort that idea implies.

The DLC members have expressed interest in finding a way to more clearly describe this quality to applicants and members of the public. In early 2010, the DLC began the process of crafting a shared understanding of the guideline and how to apply it. At the March 24, 2010, meeting of the DLC, members brainstormed about what "Milwaukie character" means to them, and how it could be described and demonstrated to applicants.

This memo presents a draft definition of "Milwaukie character" for discussion. Detailed notes of the March 24 meeting follow (see Attachment 1).

Overview

During the discussion, the Committee generally agreed about the type of development they would like to see in downtown Milwaukie. The Committee's statements about Milwaukie Character are summarized as follows:

- Milwaukie is distinct from Portland, and is a small town with soft edges and access to nature.
- The city should capitalize on its history as a river city and its existing and future network of natural green spaces.

- Downtown has an eclectic mix of architecture from many periods; the Committee supports a mix of traditional and modern architectural styles.
- Permanence and quality can and should be expressed through quality design and materials, including use of natural materials such as brick, wood, and stone. Developers and architects should respect the city through attractive design and materials.
- New development should have architectural interest, including varied materials, rooflines, and decorative details. Development should focus on improving the pedestrian experience through planters, flowers, benches, and ground-floor architectural interest.
- New development should reference the natural environment through fountains, natural building materials, and public art referencing the wildlife and other unique aspects of Milwaukie.
- The design of the city and buildings within it should allow and encourage residents and visitors to feel a part of nature.

Draft Definition

A concise definition can be a helpful starting point both for internal discussion and for sharing the desired character of development in Milwaukie with applicants. As a starting point, staff suggests the following definition of “Milwaukie Character”:

“Milwaukie is a historic, family-oriented small town with a wealth of natural and cultural features. It is the gateway between Portland and rural Clackamas County, and shares amenities with each. The historic downtown is compact, pedestrian-friendly, and people-oriented. An eclectic collection of architectural styles reflect periods of prosperity, and the numerous brick, stone, stucco, and wood buildings reflect the local materials. The city’s streams, springs, and lakes are its defining landscape features, as is its location on the Willamette River. The residents enjoy access to nature and the numerous green spaces in the downtown area. The community is proud of its history and excited about its future, and has high expectations for the quality and design of new development in downtown Milwaukie.”

Staff requests feedback on this definition from the DLC, and suggests that the committee refine it for future use. This type of description will help the DLC communicate with potential applicants. The next step, however, is to discuss the more difficult question, “How does the Committee judge a project against this guideline?”

Evaluating Projects for “Milwaukie Character”

The adopted Downtown Design Guidelines document includes many statements about what may and may not create a development with Milwaukie Character. Staff suggests the DLC develop a list of questions that could be posed about a project’s design to help evaluate whether it successfully meets the Milwaukie Character guideline. Questions could include the following:

- Is the scale of the development appropriate for a small downtown? If not, could the design of the buildings be changed to better integrate the overall development into the existing fabric?
- Does the design acknowledge or restore existing buildings and features? If not, are there aspects of the design that could be changed to do so?

- Does the design emphasize and enhance the pedestrian experience?
- Is the design custom created for downtown Milwaukie, or could it be placed anywhere?
How could it be modified to be more site-specific?

Attachments

1. Milwaukie Character discussion notes from March 24, 2009, meeting

Attachment 1
Milwaukie Character Discussion Notes

Notes from the Milwaukie Character discussion at the March 24, 2010, meeting of the DLC:

Patty Wisner:

- Small-town, American neighborhoods. Traditional with yards and quiet streets.
- Historic background. End of the wagon train, westward expansion, last frontier; quest for people to start a whole new life; a chance to strike it rich. Former British territory.
- Likes the buildings being built in Lake Oswego—high-quality materials, mix of materials, consistency of quality and materials. Does not like the naked concrete on the 1st floor of the North Main project. Lake Oswego has quality materials on the ground floor, complex rooflines
 - Becky: Shutters around windows, design details like wrought iron
 - Greg: every building has a round window in the center of it, including the old church
- Planters in front of every storefront
 - Becky: Store owners care for planters and have pride in their condition—Milwaukie is not there yet
- Camas is a little town like Milwaukie and is doing really neat things with the buildings and the landscaping along the streets. Bulb outs at corners to create shaded areas and angled parking area.
 - Awnings, brackets with hanging flowers, signage, benches—streetscape improvements
 - Greg: you suddenly come upon it when you are driving—it is a sense of discovery
- Idea of design standards was to reflect a town that was built over time—would like each building to be high quality and reflect its time, whatever that time may be, but with respect for tradition
 - Lake Oswego has new buildings but respect traditional architectural forms; not a replica but reference historic buildings and use substantial materials like brick
- Wants architect or developer in Milwaukie to take pride in what they build here—buildings with staying power that will look beautiful for decades to come
 - Pride in the location—Milwaukie as esteemed site
- There has been a great deal of significant architecture in Milwaukie over the years: Ledding Library; Masonic Temple; Catholic Church—was very controversial, but has become a distinctive part of the skyline and a landmark from across the river; in the 1960s there was a feeling that there would continue to be cutting-edge design and architecture but it ground to a halt
- Quality, beauty, longevity
- Milwaukie as progressive community in the past, but today there is a great deal of resistance to change
- No preference between actual brick/stone and veneers—if done well, the differences are not discernable.
- Lake Oswego, Bridgeport Village—architectural and textural interest for the pedestrians
- Would love to see building materials or art that reflect hints of the environment—salmon, blue heron, eagles—as you walk through Milwaukie. Way-finding and interpretive signage. Modern signs such as she saw at a gallery in West Linn.

- River commerce and agriculture were the primary economic engines of the early city.
- Many mid-century homes from the 50s and 60s.
- Springs, creeks, access to the river
- More transient residents, people aren't putting down roots like they used to. Younger families may be coming and intending to stay for some time. Generational shift after the war. Now people are returning because of the affordable homes and shifts in housing patterns, i.e. multigenerational households.
- NOT meant to be Portland; meant to be a small city with soft edges

Becky Ives:

- Pedestrian-friendly streets. Can get around town on foot; can walk and bicycle anywhere. Like Corvallis. The way the streets were laid out, though Hwy 224 dissects them now.
- Native American history—what tribes were in the area?
- Milwaukie has many bodies of water downtown—Kellogg Lake, etc. A big part of the character should focus on bodies of water.
 - Patty: water was a big part of growing up—ducks, geese, wildlife that is near the water—kids really like that. Feeding the “critters” used to be a regular activity.
 - River is distinct from other water bodies—it is large and an economic engine but the smaller water bodies are accessible.
- River should be used for boating, fishing, other similar activities. The park will much improve access to the river. Kellogg Lake is right in town...but currently is not accessible to the public.
- Keeps focusing on buildings and what should be fixed and painted, etc. but the water is right there and should be capitalized on it
- Many bungalows in downtown Milwaukie—how do you translate bungalow architecture to commercial structures
- Natural materials should be referenced in new buildings (wood, brick, stone)—would support allowing fiber cement siding
- Milwaukie Cleaners building doesn't seem like anything special, but the concrete block is scored with a pattern that gives it interest
- Focus on view points—for example, North Main could have been constructed to allow visual connection from Main Street to the library
- Milwaukie is a small town with long-time residents; Lake Oswego residents are well-traveled and accustomed to European architecture—tall, narrow buildings etc. Milwaukie tax lots are wider and residents may not be as comfortable with the type of construction in Lake Oswego
- Utilities should be undergrounded
- Kellogg Lake doesn't look natural. Looks like overgrown weedy grasses and an overgrown parking lot.
- Question: Hotel Clackamas—where was it?

Greg/Frank Hemer:

- Outdated. Lost its way.
- The reason he moved here is because of its proximity to Portland but property was inexpensive—property values have not increased.
 - Becky: Milwaukie is becoming the next Sellwood, but it may take time

- A lot of opportunity
- A lot of older residents and families that have been here 2-3 generations—resistance to change
- Appreciated Patty's identification of the Kellogg Lake train trestle as an identifiable visual anchor for the City.
- Lots of large employers: Siemens, Bob's Red Mill, Dark Horse
 - People do not move here for employment opportunities
 - Move here for affordable housing, N Clack SD, and proximity to Portland
- Fort Collins, CO Main Street has an outdoor environment—buildings of consistent time period (1820s), ski village look. Best to keep buildings historic rather than trying to make old buildings look modern.
- Main and Monroe building is really well done.
- Wouldn't object to requiring brick façade on buildings in downtown.
 - Patty: should be part of the materials but not all—also stone, board and batten
 - Becky: we don't want every building to look the same.
- Would support log buildings in downtown—existing 1-story buildings could be re-sided in log.
- North Main turned out fine, though the concrete on the street level isn't ideal
- Building in Lake Oswego is different from Milwaukie because it's more desirable right now; don't want to make development too expensive and prevent developers from doing anything
- Don't want to give up on Modernism, such as the Jackson St bus shelters
- Loves the river theme: water, fountains, diagonal parking with a streamscape through the middle of the street.
- City should be organized so you feel you are part of nature and not part of a concrete jungle
- Every building facing the river should have a terrace to provide river view—large square-block building with terraces facing McLoughlin with view corridors through the center of the block
- Suggested requiring high-efficiency lighting etc. inside of new buildings—feeling of being part of nature.