



# 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

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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.

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**CITY OF MILWAUKIE  
JOINT SESSION  
PLANNING COMMISSION  
AND  
DESIGN & LANDMARKS COMMITTEE  
MINUTES  
Milwaukie City Hall  
10722 SE Main Street  
TUESDAY, March 9, 2010  
6:30 PM**

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**COMMISSIONERS PRESENT**

Jeff Klein, Chair  
Nick Harris, Vice Chair  
Lisa Batey  
Teresa Bresaw  
Scott Churchill  
Christopher Wilson

**STAFF PRESENT**

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

20  
21  
22

**COMMISSIONERS ABSENT**

None

23  
24  
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27  
28

**DLC MEMBERS PRESENT**

Becky Ives, Chair  
Greg Hemer  
Sarah Knaup  
Patty Wisner

29  
30  
31

**DLC MEMBERS ABSENT**

None

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.**

46

47 2.2 Design & Landmarks Committee Minutes—January 27, 2010

48

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

52

53 **3.0 Information Items**

54 Introductions were made.

55

56 **4.0 Audience Participation** –This is an opportunity for the public to comment on any  
57 item not on the agenda. There was none.

58

59 **5.0 Public Hearings**

60 There were none.

61

62 **6.0 Worksession Items**

63 6.1 Light Rail Project Briefing—Part 2

64 Staff Person: Katie Mangle

65

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

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

78

79 **Dave Unsworth, TriMet**, stated that City staff had been wonderful representing the City  
80 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

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

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

151

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

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

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

173

174 **Commissioner Churchill:**

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

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

185

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

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

194

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

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

203

204 **Commissioner Batey:**

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

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

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

227

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

232

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

235

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

238

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

244

245       **Ms. Wisner** stated concerns about the visual impact of the bridge over Kellogg Lake,  
246       and asked if there was an option to dye the concrete to a more natural color, rather than  
247       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.

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

283

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

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

293

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

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

301

302       **Commissioner Churchill:**

303       • Noted that there was a very important feature to address, and asked what the  
304 strategy was for light poles as the light rail line came into downtown.

305       • **Mr. Hastings** responded that the strategy for light poles would be determined by  
306 the urban design/streetscape plan for the project. TriMet didn't know yet, but  
307 there was the ability within the project to make those decisions. The question of  
308 where to shift from industrial to downtown designs was still being identified and  
309 determined. Parts and pieces were what would be coming in the next several  
310 months. The design palette would be identified by October 2010.

311       • Stated that it appeared the budget had been downsized, as in the reduction of size at  
312 the Tacoma and Park Ave Park & Rides. He was concerned that the budget would  
313 be driving design decisions too much and there would be utilitarian lighting and  
314 materials in downtown Milwaukie. He requested that TriMet be in constant

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

317 • **Ms. Robbins** noted that during the last budget exercise, TriMet upgraded the  
318 budget for catenary poles in downtown Milwaukie. The lighting would be part of  
319 the downtown public area requirements.

320 • Expressed concerns about the retaining walls along the alignment and stated that he  
321 hoped they were not utilitarian, and he preferred basalt to interlocking keystones.

322 • **Ms. Mangle** added that the City had been sharing the public area requirements  
323 with TriMet, and those were the assumptions that TriMet was working with in the  
324 design and budget.

325 • Noted that there was an emphasis on downtown Portland and the quality of the  
326 pedestrian experience there, and he hoped Milwaukie was treated equally in terms of  
327 design and consideration.

328

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

337

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

342

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

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

347

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

353

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

357

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

361

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

367

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

373

374 **Ms. Wisner** stated that she had three concerns.

- 375 • Light rail would be a whole different animal coming into Milwaukie, and would  
376 permanently disrupt some of the things the residents loved about Milwaukie. The  
377 new bridge would be to east of the Kellogg Lake trestle and would block views of it. A  
378 bridge could be utilitarian or a thing of design beauty. She would love to see a bridge  
379 that enhanced the feel of Kellogg Lake and didn't take away from it. Everyone that  
380 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

483 Staff Person: Beth Ragel

484

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

490 • The City received stimulus funds for the Jackson Street Improvement project, and  
491 decided to do a project on the south lawn of City Hall to complement it. She received  
492 an \$18k grant from the Clackamas County Tourism and Cultural Affairs Commission  
493 (CCTCAC) to do public art on the site. In October, she issued a call for proposals for  
494 the sculpture garden. In November, she gathered a selection committee, which  
495 interviewed two designers. The selection committee agreed unanimously on the  
496 design of Gardens by Rebecca, owned by Becky Ives. They liked the natural, open,  
497 northwest feel. She described the proposal. Ms. Ives was asked to do design work  
498 for the front of City Hall to complement the new sculpture garden, although the entire  
499 vision couldn't be funded immediately.

500 • Tryon Creek Landscaping was selected to construct the project under Ms. Ives  
501 management. The design kept the openness of the south lawn and maintained public  
502 access.

503 • **Ms. Ragel** asked for input about the dogwood trees next to entrance of City hall and  
504 the movement of Memorial Rock to the center of the triangle-shaped bed in front of  
505 City Hall. Her research didn't indicate that the specific location of the rock was  
506 chosen for any particular reason.

507

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

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

511

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

515

516 **Chair Klein:**

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

521

522 **Commissioner Batey:**

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

535

536 **Ms. Wisner:**

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

540

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

545

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

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

550



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**Design & Landmarks Committee**

- March 24, 2010
1. Worksession: Main Street Reconnaissance Survey overview
  2. Worksession: Historic Photo project presentation *tentative*
  3. Worksession: Milwaukie Character discussion

**Ms. Mangle** thanked the DLC and Planning Commission members for all of the thoughtful comments.

Meeting adjourned at 9:06 p.m.

Respectfully submitted,

Li Alligood, Assistant Planner for  
Alicia Stoutenburg, Administrative Specialist II

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Jeff Klein, Planning Commission Chair

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Becky Ives, DLC Chair



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

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

#### 43           **b. Milwaukie Character Discussion**

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

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

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

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

62 • **Historic:** Milwaukie was part of the westward expansion and the Oregon Trail. There  
63 was a substantial amount of Native American history, though it was not well-  
64 documented. The community had been the center of lumber, milling, and agricultural  
65 production, and the Willamette River had long been the lifeblood of the community.

66 • **Architectural touchstones:** The city had unique examples of many different  
67 architectural eras, such as St. John the Baptist Catholic Church on 25th (1960s) and  
68 the Masonic Temple at Main and Harrison (1930s). The Kellogg Creek railroad  
69 trestle was an identifiable structure when entering the city from the south.

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

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

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

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

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

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

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

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

## 101 **5. APPLICATION REVIEW ITEMS—NONE**

## 102 **6. OTHER BUSINESS**

### 103 **a. Meeting Location**

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

### 106 **b. Next Meeting**

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

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

### 114 **c. Police Department Appreciation**

115 **Mr. Hemer** stated that Milwaukie Lumber, his employer, had been robbed the previous  
116 weekend and he was very impressed with the response of the Milwaukie Police  
117 Department. He thanked the Police Department for their hard work and their assistance  
118 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

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## **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 1<sup>st</sup> 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.