

MILWAUKIE PLANNING COMMISSION
PUBLIC HEARING
TUESDAY, SEPTEMBER 27, 1988

COMMISSIONERS PRESENT

Chairman Littlehales
Angus Anderson
Jan Fitzgerald
John Muirhead
Gregg Newstrand, Jr.

STAFF PRESENT

Dave Krogh,
Assistant Planner
Shirley Richardson
Hearings Reporter

COMMISSIONERS ABSENT

Patricia Lent
Don Trotter

1.0 CALL TO ORDER

Chairman Littlehales called the meeting to order at 6:30 p.m.

2.0 PROCEDURAL QUESTIONS

Chairman Littlehales explained the meeting format and the public hearing process. He then asked the audience if there were any questions. There were none.

3.0 CONSENT AGENDA

3.1 PLANNING COMMISSION MINUTES

Angus Anderson moved to approve the Minutes of September 13, 1988. John Muirhead seconded. MOTION PASSED 5-0.

4.0 PUBLIC COMMENT -- None.

5.0 PUBLIC HEARINGS

5.1 APPLICANT: Great American Development Corp
PROPERTY OWNER: North Clackamas Sch. Dist. #12
LOCATION: At Freeman Road south of Lake Road
PROPOSAL: Continuation from September 13, 1988, for S-88-03. Applicant requests additional continuation to October 11, 1988.

Dave Krogh reviewed with the Commission the status of this Application. The Applicant now request additional continuation due to delays in renegotiations with the school district over purchase of the property.

Discussion followed on the fact that this has been continued two times to date and alternate ways of dealing with these Application other than continuations at every meeting.

Gregg Newstrand moved to continue the Hearing on S-88-03 and leave the date open to expire on January 31, 1989. During the interim, should the Applicant request a Hearing, he will be required to bear the cost of notification to the neighbors. Angus Anderson seconded. MOTION CARRIED 5-0.

6.0 CONSIDERATION ITEMS -- None.

7.0 OLD BUSINESS -- None.

8.0 OTHER BUSINESS - Periodic Review Worksession

8.1 HISTORIC RESOURCES

Dave Krogh introduced Jane Morrison of Koler/Morrison Historic Preservation and Planning Consultants. Ms. Morrison reviewed with the Commission background information on the historic resources inventory her firm carried out for the City. She indicated that they followed the five steps required by State Goal 5 for developing protection measures for the historic resources in the City.

In 1983/84, Clackamas County did a drive-by search through the City to identify historic resources. In 1985/86, the County did a research on this inventory as to the quality and quantity of their resources. A list of 60 buildings was released in 1987 which were designated as County landmarks.

This year, as part of the Periodic Review, these resources were re-evaluated as possible historical resources. From this review process a new inventory was developed. This inventory was judged on three integrity aspects, architectural characteristics, historical contribution, and the environmental surroundings. The new inventory listing was presented to the Commission for their review.

Speaking: Howard Harvey, 3436 S.E. Harvey Street, Milwaukie

Mr. Harvey indicated that he had inherited a house that is listed on this historical inventory. He stated that it was a three-bedroom home with no upstairs plumbing and very outdated. The cost to remodel this house is more than the house is worth. He and his family live in the Sheridan area and they have no interest in the property. He feels the land would be much more valuable if the house were not there. His question to the Commission was what would happen if he did demolish the house.

Chairman Littlehales stated that the Comp Plan had not yet gone before the City Counsel for approval. When it has been approved, before the house could be demolished, it would have to come before the Planning Commission for approval.

The Commission recessed at 7:55 p.m. and reconvened at 8:05 p.m.

Dave Krogh then reviewed with the Commission Staff's recommendations for changes to the Historic Resources Element of the Comp Plan. After discussion by the Commission, the following change was made:

On Page 2, Objective #1, the Commission felt it would be beneficial to the overall understanding of the listings to have a small scale map and address listing included in the Comp Plan.

Discussion followed on the Historic Resource Preservation Ordinance. Dave Krogh discussed the proposed changes to the Ordinance. The Commission requested Staff to redraft the wording on Page 8 (Demolition) and on Page 10, item B, (Conditional Uses).

8.2 MOBILE HOME PARKS


Dave Krogh indicated that this was continued from the September 13th meeting. Due to new state legislation, changes had to be made to the City's Zoning Ordinance for mobile homes. Dave Krogh reviewed with the Commission Staff's recommendations for changes to this Ordinance.

CITY OF MILWAUKIE PLANNING COMMISSION
MINUTES OF SEPTEMBER 27, 1988, PUBLIC HEARING
PAGE 4 ...

9.0 NEXT MEETING
9.1 October 11, 1988

Public Hearing on CSO-88-03 (City Shops)
Public Hearing on Historic Resources
Public Hearing on Mobile Home Parks
Worksession on Natural Resources

Gregg Newstrand moved to adjourn the meeting of September 27, 1988.
Angus Anderson seconded. MOTION PASSED UNANIMOUSLY 4-0. Meeting
adjourned at 9:49 p.m.



John Littlehales,
Chairman



Shirley Richardson,
Hearings Reporter

AGENDA
MILWAUKIE PLANNING COMMISSION
COUNCIL CHAMBERS, CITY HALL, 10722 S.E. MAIN STREET
TUESDAY, SEPTEMBER 27, 1988, AT 6:30 P.M.

ITEM HEARING FORMAT

- | | |
|---|---|
| 1.0 CALL TO ORDER | 1. STAFF REPORT |
| 2.0 PROCEDURAL QUESTIONS | 2. CORRESPONDENCE |
| 3.0 CONSENT AGENDA | 3. APPLICANT'S PRESENTATION |
| 3.1 PLANNING COMMISSION MINUTES: Sept. 13, 1988 | 4. PUBLIC TESTIMONY FROM OTHERS IN SUPPORT OF APPLICATION |
| 3.2 CITY COUNCIL MINUTES: Sept. 6, 1988 | 5. COMMENTS OR QUESTIONS FROM INTERESTED PERSONS WHO NEITHER ARE PROPONENTS NOR OPPONENTS |
| 4.0 PUBLIC COMMENT - THIS IS AN OPPORTUNITY FOR THE PUBLIC TO COMMENT ON ANY ITEM NOT ON THE AGENDA | 6. PUBLIC TESTIMONY FROM THOSE IN OPPOSITION TO THE APPLICATION |
| 5.0 PUBLIC HEARINGS | 7. QUESTIONS FROM THE PLANNING COMMISSION |
| 5.1 APPLICANT: Great American Development Co.
PROPERTY OWNER: N. Clack. School Dist. #12
LOCATION: Freeman Road
PROPOSAL: Continuation from Sept. 13, 1988, for S-88-03. Applicant requests additional continuation to October 11, 1988. | 8. REBUTTAL TESTIMONY FROM APPLICANT |
| 6.0 CONSIDERATION ITEMS - None | 9. CLOSING OF PUBLIC HEARING |
| 7.0 OLD BUSINESS - None | 10. COMMISSION DISCUSSION/ACTION |
| 8.0 OTHER BUSINESS - Periodic Review Worksession | |
| 8.1 Historic Resources | |
| 8.2 Mobile Home Parks | |
| 9.0 NEXT MEETINGS: | |
| 9.1 <u>October 4, 1988, 6:00 to 6:45p.m.</u>
Worksession with City Council | |
| 9.2 <u>October 11, 1988</u> (regular meeting)
Public Hearing on CSO-88-03 (City Shops)
Public Hearing on Historic Resources
Public Hearing on Mobile Home Parks
Worksession on Natural Resources | |

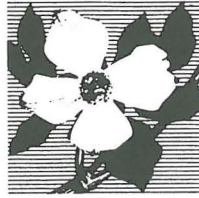
THE PLANNING COMMISSION'S DECISION ON THESE MATTERS MAY BE SUBJECT TO FURTHER REVIEW OR APPEALED TO THE CITY COUNCIL. FOR FURTHER INFORMATION, CONTACT THE MILWAUKIE COMMUNITY DEVELOPMENT DEPARTMENT OFFICE AT 659-5171.

THE MILWAUKIE PLANNING COMMISSION WELCOMES YOUR INTEREST IN THESE AGENDA ITEMS. FEEL FREE TO COME AND GO AS YOU PLEASE.

COMMISSIONERS: JOHN LITTLEHALES, CHAIRMAN
JAN FITZGERALD
PATRICIA LENT
GREGG NEWSTRAND, JR.
DON TROTTER
ANGUS ANDERSON
JOHN MUIRHEAD

STAFF: WILLIAM B. ADAMS, COMMUNITY DEVELOPMENT DIRECTOR
DAVE KROGH, ASSISTANT PLANNER
SHIRLEY RICHARDSON, HEARINGS REPORTER

CITY OF MILWAUKIE



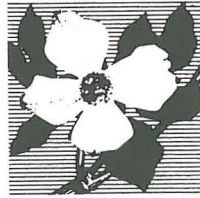
MEMORANDUM

TO: MILWAUKIE PLANNING COMMISSION
FROM: *WBA* WILLIAM B. ADAMS, COMMUNITY DEVELOPMENT DIRECTOR
DAVE KROGH, ASSISTANT PLANNER *Dave*
SUBJECT: MOBILE HOME PARK ORDINANCE
DATE: SEPTEMBER 27, 1988

This item was continued from the worksession on September 13, 1988. Please bring your memos (dated September 13, 1988) to this worksession.

Staff has noted two additional changes needed. The legislative requirement is for mobile home parks to be allowed in areas with a residential density range of 6-12 units per acre. That range would include Milwaukie's R-7, R-5, and R-3 zones. Therefore, R-3 needs to be added to the list of zones in Subsection 3.30.02 of the "Suggested Mobile Home Park Code Language", and R-10 needs to be removed.

CITY OF MILWAUKIE



MEMORANDUM

TO: MILWAUKIE PLANNING COMMISSION
FROM: ^{WBA} WILLIAM B. ADAMS, COMMUNITY DEVELOPMENT DIRECTOR
DAVE KROGH, ASSISTANT PLANNER ^{Dave}
SUBJECT: STAFF NOTES FOR HISTORIC RESOURCES WORKSESSION
DATE: SEPTEMBER 27, 1988

Jane Morrison of Koler/Morrison Historic Preservation and Planning Consultants will be in attendance to provide background information on the historic resources inventory her firm carried out for the City. The final report from Koler/Morrison, in addition to the inventory list and analysis, is attached for your review.

In addition to the above, the Historic Resources Element and accompanying ordinance will be reviewed and modifications discussed.

Background Material:

The actual historic resource inventory was not provided to the Planning Commission but is a part of the background materials. As the Koler/Morrison report indicates, there was a review process initiated, sorting through those structures inventoried to obtain a final inventory listing. Jane Morrison will provide further discussion on this process.

Also a part of the background materials is the ESEE analysis (environmental, social, economic, and energy analysis) which is intended to identify the consequences of allowing conflicting uses. This analysis is a requirement of State Goal 5 and serves as a basis for developing protection measures for the resources.

The ESEE analysis and historic resource inventory were professionally prepared and adequately represent historic resources for the City. Since the ESEE analysis is in a general discussion format, Staff intends to provide a table listing all resources, their importance, and zoning. These materials will then satisfy Goal 5 requirement for Historic Resources.

The inventory and ESEE process has been reviewed by the CPRC with great detail. However, the Planning Commission will be provided copies of the inventory if further review is desired.

Historic Resources Element:

Staff's comments regarding potential modifications are as follows:

- Historic Resources should be referenced as an "element", not a "chapter" as currently indicated at the top of page 1.
- The "Historic Resources Element" was originally a part of the "Open Spaces, Scenic and Historic Areas, and Natural Resources Element". Staff agrees it should be it's own element since the concerns of this element and the implementation ordinance required, are distinctly different from open space, scenic and natural considerations. Based on the above, the "Open Spaces...Element" will have to be renamed "Open Spaces, Scenic Areas, and Natural Resources Element."
- This element is entirely new language, replacing a smaller "historic objective" on pages 16 and 17 of the current Comprehensive Plan. That objective did reference both historic and archaeological resources. This proposed new element needs to reflect archaeological resources as these are a concern of State Planning Goal 5. To accomplish this, add a new paragraph on Page 1 between the 2nd and 3rd paragraph from the bottom:

"The Milwaukie area was originally inhabited by the Clackamas Indians. The banks of the Willamette River and Kellogg Creek provided fishing and hunting grounds. No specific archaeological sites have been identified as yet."
- On Page 2, modify the second sentence of Objective #1 as follows:
"The location of historic resources within the City are identified in the Historic and Cultural Resources Inventory within the Historic Resources Background Paper". Since so many structures have been inventoried (80 are on the list attached to your Historic Resources Element), a specific listing of sites in the inventory document is proposed instead of using an undetailed small scale map.
- On page 3, add a Policy 5 to Objective #1 reading:

"5. As archaeological resources are identified, inventory methods and protection measures shall be established."
- On page 3, Objective #2, add a new Policy 5 reading:

"5. Coordinate all historic preservation activities with the Milwaukie Historic Society."

Historic Resource Preservation Ordinance:

Staff will summarize the intent and actions of this ordinance as follows:

- The ordinance implements the Historic Resources Element.
- A new committee (Historic Review Committee) is to be established to hear requests for alteration, demolition or designation. The Community Development Director may approve minor alterations.
- Definitions and review criteria are provided.
- A process for the review of proposals for demolition of historic structures is established.
- A separate list of conditional uses (mostly commercial) is provided.

Potential problems with this ordinance have been identified by Staff. These are discussed as follows:

- This ordinance is a "stands alone" ordinance as currently written. It vaguely references the Zoning Ordinance but no direct tie-in is made. More appropriately, this ordinance should be converted into an overlay zone such as /HP (Historic Preservation) and included within the Zoning Ordinance. This is typical among those jurisdictions who administer historic preservation programs (such as Clackamas County) and provides a better integration between zoning processes and Comprehensive Plan provisions.
- A statement of "Applicability" is required after the "Purpose" section to associate this review process with the actual historic and cultural resources inventory provided as part of the Comprehensive Plan/Periodic Review update. This could read:

"000.00 APPLICABILITY

- A. Section 000 shall apply to all historic resources within the City as identified in the Historic and Cultural Resources Inventory within the Historic Resources Background Paper of the Comprehensive Plan.
- B. An historic resource may be designated and placed on the Historic and Cultural Resources Inventory following the procedures of Subsection 000.00 below."

(Note: if this ordinance is rewritten as part of the Zoning Ordinance, the property shall be designated /HP on the official zoning map.)

- On page 2 of the ordinance, definitions C. and D. are inaccurate. They should, for consistency with the Comprehensive Plan (see goal and objectives under Historic Resources Element) update work, be reworded as follows:
 - C. "Historic or Cultural Resource " or "Resource" means any site, object, building, ensemble, district, or structure which is included in the Historic and Cultural Resources Inventory.
 - D. "Historic and Cultural Resources Inventory" or "Inventory" means the 1988 Milwaukie historic and cultural resource inventory included within the Historic Resources Background Paper of the Comprehensive Plan."

- On page 2, Subsection A, Staff has concerns about having an Historic Review Committee separate from the Planning Commission. Considering the number of historic resources within Milwaukie (80 by list count), only a few of these are expected in a given year to request alteration requiring a review. Some of these (more than likely) will only require administrative review. Therefore, the historic review committee may only have to meet twice a year. For that amount of time it may be difficult to get and keep members on the review committee. And, considering the City's budget and staffing status, it might be difficult to provide support to a new committee.

Therefore, the Planning Commission might consider becoming the Historic Review Committee, or, the Planning Commission plus two or more other persons with interest or background in Historic Resources could be this committee. Since the City is already budgeting staff support for the Planning Commission, no additional burden on this would be placed. Similarly, the Planning Commission hearing step on page 4 (item C) could then be eliminated, shortening the designation process. (Note: the designation process on page 4 is overly lengthy, requiring 3 separate hearings).

- The Milwaukie Historic Society should be mentioned and involved with the historic review process, either on a referral basis or by requiring one member or more of the Historic Review Committee to be an Historical Society member. Policy 5 on page 3 should specifically reference the Historic Society.

- Reference to the type of review processes is required. For example, the administrative review on page 5, item C. would probably be a Type I-Administrative process whereas the Historic Review Committee process would be Minor Quasi-Judicial due to the public hearing requirement.

Staff Notes for Historic Resources Worksession
September 27, 1988

- Items 1. - 7. on pages 5 and 6 should be exempted from review. These items (for the most part) do not require building permits, therefore, the City would have no way of knowing they were occurring. The preceding sentence to these 1. - 7. items could be modified to: "The following minor alternations are exempt from review provided these actions meet the above standards."
- On page 7 (Appeals), reference should be made to procedures within the Zoning Ordinance. The Historic Preservation Ordinance as written, has no appeals process to refer to.
- On page 8 (Maintenance and Repair), the Building Official (not the Community Development Director) should certify building safety.
- On page 8 (Demolition), item B.1., as this subsection reads, a property owner could not demolish all or part of a building without first putting the property up for sale. This doesn't make sense. This means that an owner could not (for example) demolish and replace an older porch without putting the property up for sale.

The intent of this subsection (though not worded as such) is to require the owner to attempt to sell the structure which would then be removed intact to another site. This subsection should, therefore, be reworded. One example is as follows:

"1. If the proposal is for total structural demolition, the structure must be listed for sale with a real estate agent for a total period of not less than 90 days, with the intent of selling and relocating the structure intact. The real estate agent shall advertise the property in newspapers of general circulation in the area."

- On page 9, item E, the appeal procedure to City Council in the Zoning Ordinance should be referenced.
- On page 9, item F., change the last phase of sentence one to "the resource should not be demolished," (replacing the word "property" with "resource").
- On page 10, item B, the evaluation of conditional uses is another reason this ordinance needs to be incorporated into the Zoning Ordinance. Staff suggests the following modifications for this subsection:
 - a. Add "identified in C. below" behind "uses" on line two. Otherwise, there is no tie-in between the "such uses" of item B. and the "following uses" of item C. (The uses implicated in B. are in reality the conditional uses listed in C.)
 - b. Reference the Conditional Use Section of the Zoning Ordinance. This is where the approval criteria are located and the process described.

- c. Eliminate "or collectors" from the end of the second to last sentence. There are many collectors (such as Stanley Ave.) which pass through residential areas. There may be compatibility problems to allow commercial uses (such as a restaurant or offices) along Stanley Ave.

Conclusion to Ordinance Discussion:

This ordinance requires many modifications. Staff has noticed that Clackamas County's Zoning Ordinance only devotes five (5) pages to historic (cultural) review. Staff suggests this ordinance be re-drafted, providing a new overlay district (/HP) to utilize already established zoning procedures, and providing language of a more concise nature. The basic intent and language in the Ordinance would be maintained.

Exhibits:

1. Koler/Morrison report and inventory list.
2. Clackamas County Historic/Cultural Ordinance Excerpts.
3. Historic Resources Site Recommendations Map

KOIER MORRISON

HISTORIC PRESERVATION & PLANNING CONSULTANTS

RECEIVED
JUL 07 1988
PLANNING

July 6, 1988

Mr. Bill Adams
Community Development Director
10722 S.E. Main Street
Milwaukie, Oregon 97222

RE: Milwaukie Historic Resources--Purchase Order #00476

Dear Bill:

The final report and billing are enclosed. Please give me advance notice of the August work session with the Planning Commission if you need my services. It was a pleasure working with you and your staff. If you have any questions please feel free to call me.

Sincerely,

Jane

Jane A. Morrison
Project Manager

tap:JAM

P.O. BOX 445 OREGON CITY, OREGON 97045

(503) 631-8070 ♦ (503) 249-1949

EXHIBIT #	<u>1</u>
DATE	<u>9/27/88</u>
SUBMITTED BY	<u>Consultant</u>
	<u>13 pages</u>
RECEIVED	<u>Historic Resources</u>

HISTORIC RESOURCE UPDATE

CITY OF MILWAUKIE, OREGON

by

Koler/Morrison Preservation and Planning Consultants
P.O. Box 592
Oregon City, Oregon 97482

Prepared for

The City of Milwaukie

1988

INTRODUCTION

This report presents the findings of an update of historic resources in the City of Milwaukie, Oregon. It was conducted from December 1987 through May 1988 by Koler/Morrison Historic Preservation and Planning Consultants, Portland, Oregon, under contract with the City of Milwaukie.

The project provides an updated data base for the ongoing management of the City's historic resources.¹ It also facilitates compliance with state land use law, which requires identification and protection of significant historic resources.

The inventory is a major step toward encouraging the preservation of historic resources for the benefit of present and future generations of Milwaukie citizens. When integrated with additional planning information, the data will be useful in guiding the development of the community including: identification and preservation of local landmarks, historic districts, and creation of a preservation plan to guide ongoing preservation activities.

Properties which were added to the existing inventory in the course of this project should be included in the Statewide Inventory of Historic Sites, the pool from which nominations to the National Register of Historic Places are drawn. The National Register is the official list of the nation's historic resources worthy of preservation. It is maintained by the National Park Service and may include any building, site, object, structure, or district of local, state, or national significance, as measured against specific criteria.

Listing in the National Register in and of itself does not impose any restrictions on property owners. It is simply federal recognition that a property is worthy of preservation and it assures some measure of protection from adverse effect by Federally-funded projects. The Register is a planning tool which attempts to take into account historic resources prior to initiation of federal projects which change the environment. State and local laws and ordinances that establish landmark commissions, special design review committees, restrictive zones, and so forth are not part of the National Register program. They have a separate and distinct function from the National Register, which is a planning tool for use by federal agencies.

This project represents the first update of historic resources in the City of Milwaukie. It consisted of five major phases:

¹Archaeological resources are not included in this inventory.

review of the existing inventory, identification of additional resources, basic historic and architectural research on all resources, task force evaluation of resources, and ordinance review and revision. In the first phase, December 15 through January 15, the Clackamas County Inventory of Cultural Resources was reviewed for adequacy and accuracy. Phase two began on January 19, 1988 and was completed on February 28, 1988. During this period a windshield survey² was conducted and thirteen new properties were identified and added to the existing inventory. Coinciding with this survey, a literature search was conducted to identify repositories of historical information.

The third phase of the project consisted of documenting architectural descriptions and historical information for each identified resource as well as updating information on existing inventoried properties. For methodology used to research and document resources, see Methodology Section. During the fourth phase properties were evaluated by a citizen task force and the final report and inventory forms were completed. Inventory forms are on file at the City. In phase five the Task Force reviewed historic preservation ordinances from around the state. Following this review the Task Force recommended that the Milwaukie ordinance be based on that of Clackamas County and that the City establish an historic review board to administer the ordinance.

This report consists of four sections. The introduction is followed by section two which describes the methodology used to conduct the survey and inventory as well as the evaluation techniques. The third section consists of a synthesis of the findings and section four is recommendations.

²A visual reconnaissance, conducted by car, to identify architecturally interesting resources.

METHODOLOGY

The City of Milwaukie Historic Resource update was conducted by Julie Koler and Jane Morrison, of Koler/Morrison Historic Preservation and Planning Consultants, Portland, Oregon. Ms. Morrison served as the project manager. Trained as an urban designer with specialty in cultural resource management, she has been conducting survey and inventory work throughout the Northwest since 1981. Her primary responsibilities included identification of resources, evaluation, and ordinance development. Ms. Koler assisted in basic research and evaluation.

The study area lies entirely within the City limits. The inventory consists of buildings that possess historic and/or architectural significance. All inventoried properties were evaluated to determine potential for local landmark designation. The project, which began in December 1987, and was completed in May 1988, consisted of five major phases.

Phase one consisted of reviewing the Clackamas County Cultural Resource Inventory which was conducted in 1984. Sixty-eight resources were included in that inventory. Of these buildings seventeen were excluded including the State Highway Building (9002 McLoughlin) which is state-owned; the Crystal Lake Chapel which was moved out of the city limits; and one building (2088 S.E. Ochoco) which was demolished. On-site visits were made to the remaining sixty-five properties to determine if they retained sufficient physical integrity to warrant local landmark designation. Thirteen properties were removed from the list due to extensive alterations (2105 Harrison, 2566 Harrison, 10883 Main, 10937 McLoughlin, 2436 Monroe, 1505 Oxford Lane, 3614 Wake, 3813 Washington, 12106 21st, 12210 21st, 8705 28th, 9580 32nd, 11223 42nd, and the Milwaukie Museum on 37th and Railroad).

Following this initial review the remaining resources were reviewed a second time to determine what, if any, additional data was required in order to evaluate the property. In most instances the resources had insufficient historical information and required additional research.

Phase two began with a windshield survey which consisted of driving throughout the study area in order to identify properties constructed prior to 1938 which are of architectural and/or historical significance and which were not included in the initial inventory. Buildings with extensive alterations and/or additions were not included.

Basic research for each identified resource was also conducted

during this phase which began in March and was completed in May. Primary and secondary source materials were consulted including Ticor Title Co. records, Sanborn Insurance maps, business directories, newspapers, and photographs. Photographs were taken and a physical inspection and written description of each resource completed.

When all data had been accumulated a Statement of Significance was completed for each property. The number, type, and quality of each resource was examined and a summation of each resource's architectural and/or historical merit was completed.

In phase four all properties were evaluated by the Citizen Task Force. Several of the task force members visited the sites prior to the evaluation which consisted of viewing slides of each resource and working from the updated survey forms and statements of significance. Evaluation was based on the system used in San Francisco by Charles Hall Page and Associates, Inc., for the Foundation of San Francisco's Architectural Heritage (Splendid Survivors, 1979). This system was also used in the Josephine County Historical Resource Inventory 1983-1984, conducted by Kay Atwood, and the Portland Historic Resource Inventory 1982, coordinated by Virginia Guest Ferriday. Koler/Morrison Consultants have used this system in the cities of Independence, Newberg, Seaside, Roseburg, Milwaukie, and Monmouth, Oregon as well as Yamhill County, Oregon.

Criteria for evaluation are based on those established by the National Park Service for inclusion in the National Register of Historic Places. The criteria fall into three broad categories: historical significance, architectural significance, and environmental significance. Each of these is in turn broken into several other criteria which are considered separately.

The criteria within the three categories were rated using a four level scale. The scale differed slightly for each category but basically corresponded with the following: Excellent; Very Good; Good; or Of little Interest. A progression of numerical values were assigned to each of the above ratings for each separate criteria. While the basic rating of Excellent, Very Good, Good, or Of Little Interest were used for each criteria, the numerical values differed. Historical significance had thirty (30) possible points, architectural significance had thirty-five (35) possible points, and environmental significance had twenty-one (21) possible points. Based on total cumulative points, each resource was placed in one of the following categories:

1. Primary Significance: Individually the most important resources in the city, distinguished by outstanding qualities of architecture, historical association, and relationship to the environment. Highest priority for local landmark designation. Some may be potentially

eligible for the National Register.

2. **Contributory Significance:** Resources which provide the setting for more important buildings and/or which add richness and character to the neighborhood; properties associated with people or events of secondary importance or which illustrate particular periods in the development of the city. These resources are of secondary importance for landmark designation.

In the final phase of the project the consultants developed a draft historic preservation ordinance working from recommendations made by the task force. Also during this phase a Conflicting Use Determination and an ESEE analysis were made of all properties and Comprehensive Plan policies and objectives were revised.

FINDINGS

Sixty-five resources are in this Inventory including 52 residences, six commercial buildings, and seven public/social buildings. The majority of the buildings date to the period 1900 to 1930. Thematic associations are as follows:

Architecture	63
Education	3
Commerce	6
Government	1
Social Movements/Org.	2

There are a number of resources throughout Milwaukie which represent important elements of the city's historical and architectural development. There are, however, few "pure" examples of architectural styles in the buildings represented here.³ People did not generally hire architects nor did they buy expensive plans. Most residences were constructed by local carpenters who probably worked from designs found in pattern books and other publications such as the Craftsman Magazine. Many of the buildings are hybrids, incorporating features of a variety of different styles. For the purpose of this inventory buildings are categorized by style based on the most prominent feature.⁴

In the late 19th century improved transportation made standard building materials, including mass-produced decorative elements, readily available to builders in Milwaukie. At the same time mail order house material and pattern books were becoming more widespread in use, resulting in increased standardization of styles and more elaborate detailing. Styles common to the period which reflect the improved transportation system are the Queen Anne, Eastlake, and Stick styles. As noted above there are few pure examples of these styles in the study area; however, there are several buildings which exhibit a combination of features representing several different styles. Among these are the Keil-Hoesley House (4217 Railroad Avenue), and the Ardenwald Church (3125 Van Water).

A wide variety of architectural styles were popular in the early

³ A notable exception are the residential buildings located in the Waverly neighborhood.

⁴All styles are based on guidelines established by the State Historic Preservation Office.

years of the 20th Century from a continuation of the exuberant and romantic Victorian building types to a return to classicism as illustrated in the Colonial style Parker House (9911 Cambridge Lane). The emergence of the ubiquitous Bungalow style also took place during this time. This style was popularized throughout the nation by trade magazines, especially The Craftsman, published by Gustav Stickley from 1901 to 1916. Stickley, influenced by the English Arts and Crafts movement, advocated fine craftsmanship, structural honesty, and the use of natural materials. The Bungalow ethic also promoted clean living and good health. Many companies offered pre-cut houses which could be delivered by rail and constructed on arrival. Characteristic elements of the style are low-pitched gable roofs with deep eaves, exposed rafters, and decorative purlins and braces. The houses at 2742 Roswell and 12323 26th represent two good examples of the style.

One of the finest concentrations of 20th Century residential architecture is found in the Waverly neighborhood. This area is notable for the magnificent scale and uniformity of its elegant residences and sumptuous landscape features, which date for the most part to the early decades of the 20th century. These homes were built by some of Portland's most socially affluent families. Generally architect-designed, these buildings reflect a wide range of revival styles ranging from the opulent Chaney-Hall House (10200 Cambridge Lane) designed in the Mediterranean tradition by Ellis Lawrence, to the picturesque Jarman House (1917 Cambridge Lane) designed by Richard Sundeleaf.

The development of Milwaukie's commercial core followed the same pattern as many western Oregon towns. The early buildings were small wooden structures. There is only one building of this type which has survived intact (11008 Main). Deterioration through neglect, fire, and economic growth, particularly in recent years, have contributed to their destruction.

Some of the early wooden buildings were replaced by what is called the Commercial Vernacular style. Perhaps more of a building type than "style" these were popular from about the turn-of-the-century through the first three decades of the 20th century. Generally of masonry construction these buildings are quite simple, ornamental features are confined to the cornice line or above display and transom windows. Examples of the type include the buildings at 10902 Main and 10999 Main. These buildings are also significant as the best-preserved commercial buildings dating to the historic period.

Although several buildings in Milwaukie's historic commercial core remain intact the majority have been altered and have lost much of their physical integrity. Despite the discontinuity noted above, there are some elements in the streetscape which contribute to a sense of place in a historical context,

particularly the rhythm and scale of the buildings.

RECOMMENDATIONS

Milwaukie has a number of fine examples of late 19th and early 20th Century architectural styles and building types. Eleven of these buildings are recommended for local landmark designation.

The City of Milwaukie should proceed as soon as possible with measures to protect and preserve its significant historic resources. The City can realize these goals by adopting preservation policies to serve as a guide for future preservation activities and implementing them through preservation programs. The public information elements of such programs are equally if not more important than the regulatory aspects.

The City should consider revising the existing inventory forms to conform with those currently required by the State Historic Preservation Office. Future updates should also use this format.

The City may qualify for Certified Local Government (CLG) status. This program is administered by the State Historic Preservation Office and makes available funds which can be used for financing basic preservation projects as well as special projects such as those described above. The enclosed brochure outlines the benefits and responsibilities of a Certified Local Government.

There are some resources which appear to meet criteria for listing on the National Register of Historic Places. These include the Shindler House (3235 Harrison) and the Craftsman style house at 11188 27th Avenue. The city should pursue nomination of these important resources. Listing on the National Register of Historic Places would benefit both the individual property owners and the city at large.

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HISTORIC RESOURCE PROPERTY LIST

"Significant" properties:

- 9712 SE Cambridge Lane
- 9717 SE Cambridge Lane
- 9911 SE Cambridge Lane
- 2300 SE Harrison
- 3235 SE Harrison
- 10636 SE Main
- 10722 SE Main
- 3125 SE VanWater
- 1620 SE Waverly Dr.
- 10565 SE 23rd
- 11300 SE 23rd

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"Important" properties:

- 9900 SE Cambridge Lane
- 10127 SE Cambridge Lane
- 10200 SE Cambridge Lane
- 12848 SE Freeman
- 2515 SE Harrison
- 3436 SE Harvey
- 3445 SE King Rd.
- 4141 SE King Rd.
- 2136 SE Lake Rd.
- 2506 SE Lake Rd.
- 2515 SE Lake Rd.
- 3182 SE Lake Rd.
- 4182 SE Lake Rd.
- 4216 SE Lake Rd.
- 10902 SE Main
- 10999 SE Main
- 11008 SE Main
- 11073 SE Main
- 12006 SE McLoughlin
- 2326 SE Monroe
- 2512 SE Monroe
- 2626 SE Monroe
- 2836 SE Monroe
- 12365 SE Oatfield
- 12374 SE Oatfield
- 4217 SE Railroad
- 12021 SE River Rd.
- 12306 SE River Rd.
- 2742 SE Roswell
- 2122 SE Sparrow

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HISTORIC RESOURCE PROPERTY LIST
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"Important" properties continued . . .

- 3125 SE VanWater
- 3438 SE Wake St.
- 2206 SE Washington
- 2746 SE Washington
- 2936 SE Washington
- 3006 SE Washington
- 1612 SE Waverly Dr.
- 12671 SE Where Else Lane
- 2308 SE Wren St.
- 2316 SE Wren St.
- 11912 SE 19th
- 12206 SE 19th
- 10392 SE 23rd
- 12323 SE 26th
- 11188 SE 27th
- 11630 SE 27th
- 10952 SE 28th
- 8580 SE 32nd
- 8605 SE 32nd
- 8730 SE 32nd
- 9366 SE 32nd
- 10399 SE 34th
- 9394 SE 42nd
- 9405 SE 42nd
- 10666 SE 42nd
- 4182 SE Lake Rd.
- 4216 SE Lake Rd.

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"Contributing" properties:

- 2115 SE Adams
- 3924 SE Adams
- 2419/2425/2505/2513 SE Lake Rd.
- 2336 SE Lewellyn
- 4006 SE Monroe
- 5774 SE Monroe
- 5821 SE Monroe
- 5838 SE Monroe
- 6136 SE Monroe
- 4340 SE Johnson Creek Blvd.

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"Unrankable" properties:

- 2609 SE Monroe
- 9908 SE Cambridge Lane

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707 CULTURAL RESOURCES (CR)

707.01 PURPOSE

- A. To designate and preserve the structures, sites, objects and areas within Clackamas County having historical, architectural, archaeological, cultural or aesthetic significance.
- B. To identify and resolve conflicts between the preservation of cultural resources and other land uses.

707.02 AREA OF APPLICATION

- A. Section 707 shall apply to all cultural resources within the County which are identified on the Cultural Resources Inventory adopted by the Board of County Commissioners. (7-15-81)
- B. A cultural resource may be designated and placed on the Cultural Resource Inventory if it meets one or more of the following criteria: (7-15-81)
 - 1. It exemplifies or reflects special elements of the County's cultural, social, economic, political, asesthetic, engineering or architectural history; or
 - 2. It is identified with persons or events significant in local, state, or national history; or
 - 3. It embodies distinctive characteristics of a style, type, period, or method of construction, or it is a valuable example of the use of indigenous materials or craftsmanship; or
 - 4. It is a representative of the notable work of a builder, designer, or architect.

707.03 REVIEW PROCESS

- A. The Design Review Committee, with the addition of two members representing local historical societies, shall be the review body for:
 - 1. All development which proposes to alter a designated cultural resource or cultural resource site;
 - 2. All development which proposes to use property adjacent to a designated cultural resource; and
 - 3. All applications requesting designation of a cultural resource and placement on the Cultural Resources Inventory.
- B. The review process for proposals described in subsections 707.03A1 and 707.03A2 shall be as stated in Section 1102. The application shall include the following:

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	5 pages
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1. A complete list of exterior materials, including color of these materials.
 2. Drawings:
 - a. Side elevation for each side of any affected structure.
 - b. Drawings shall show dimensions or be to scale.
 - c. Photographs may be used as a substitute for small projects.
 3. Plot plans shall be submitted for new structures, fences, additions exceed fifty (50) square feet, or any building relocation.
 4. Other information may be required as necessary to allow complete review of the proposal.
- C. Cultural resources shall be designated by the Board of County Commissioners and placed on the Cultural Resource Inventory in the following manner:
1. The owner or owners of an improvement or properties within an area of the County may request the designation of their improvement or property as a Cultural Resource. Application for such designation shall be submitted to the Design Review Committee. The Design Review Committee or the Board of County Commissioners also may initiate such proceedings on their own motion.
 2. The Design Review Committee, as described in subsection 707.03A, shall conduct a public hearing to evaluate the request. No building, alteration, demolition or removal permits for any improvement, building or structure within the proposed historic district or relative to a proposed cultural resource, shall be issued while the public hearing or any appeal is pending.
 3. The Design Review Committee shall evaluate the proposal, and shall enter findings and make a written recommendation to the Board of County Commissioners. The Board of County Commissioners shall conduct a public hearing, and shall either approve or deny the request. The Board shall enter written findings justifying its decision.
 4. In the case of a request for designation of a cultural resource or cultural resource site, notice of all hearings shall be as stated in Section 1302.
 5. In the case of a request for designation of a historic district, notice shall be as stated in subsections 1402.02A and 1402.02C.

- A. Demolition or alteration of any structure, or any change in any site or object which has been designated as a cultural resource, is prohibited unless it is determined:
1. In the case of a designated cultural resource, the proposed work would not detrimentally alter, destroy or adversely affect any exterior architectural or other identified feature; or
 2. In the case of any property located within an historic district, the proposed construction, removal, rehabilitation, alteration, remodeling, excavation or exterior alteration conforms to the prescriptive standards as adopted by the Commission, and does not adversely affect the character of the district; or
 3. In the case of construction of a new improvement, building or structure upon a cultural resource site, the exterior of such improvements will not adversely affect and will be compatible with the external appearance of existing designated improvements, buildings and structures on said site; or
 4. That no reasonable use can be made of the property without such approval.
 5. That the physical condition of the structure places it within the purview of the Uniform Code for the Abatement of Dangerous Buildings.
- B. Any improvement proposed for property adjacent to a designated cultural resource site shall be subject to the following provisions:
1. All uses and structures which are incompatible with the character of the cultural resource are prohibited. The criteria used to determine incompatibility shall include the following:
 - a. The intensity and type of use when compared with the historic use patterns of the area.
 - b. The orientation, setback, alignment, spacing and placement of buildings.
 - c. The scale, proportions, roof forms, and various architectural features of building design.
 2. Setbacks may be required which are over and above those required in the base zone in order to protect the resource. Setbacks should be appropriate to the scale and function of the resource, but allow reasonable use of the adjacent property.

3. An appropriate buffer or screen may be required between the new or converting use on the adjacent property and the resource.
- C. Nothing in this chapter shall be construed to prevent the ordinary maintenance or repair of any exterior architectural feature in or on any property covered by this chapter that does not involve a change in design, material or external reconstruction thereof, nor does this ordinance prevent the construction, reconstruction, alteration, restoration, demolition or removal of any such feature when the building officer certifies to the Commission that such action is required for the public safety due to an unsafe or dangerous condition which cannot be rectified through the use of acceptable building practices.
- D. The owner, occupant or other person in actual charge of a cultural resource, or an improvement, building or structure in an historic district shall keep in good repair all of the exterior portions of such improvement, building or structure, all of the interior portions thereof when subject to control as specified in the designating ordinance or permit, and all interior portions thereof whose maintenance is necessary to prevent deterioration and decay or any exterior architectural feature.

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1004 HISTORIC PROTECTION

1004.01 PURPOSE

To preserve structures, sites, objects, and areas within Clackamas County having historic, cultural, or archaeological significance.

1004.02 STANDARDS

- A. Refer to Section 707 for standards and provisions related to historic/cultural resource designation and County review of any proposed alteration.
- B. All developments shall be planned, designed, constructed, and maintained to assure protection of any designated historic or cultural resource on or near the site. Restrictions on development may include:
 - 1. Clustering of buildings and incorporation of historic/-cultural resources into site design in a manner compatible with the character of such resource.
 - 2. Limitations on site preparation and grading to avoid disturbance of areas within any historic or archaeological sites, monuments or objects of antiquity.
 - 3. Provision of adequate setbacks and buffers between the proposed development and the designated resources.
- C. The County may attach additional conditions with respect to the following design factors in protecting the unique character of historic/cultural resources:
 - 1. Architectural compatibility;
 - 2. Proposed intensity of development;
 - 3. Relationship to designated open space;
 - 4. Vehicular and pedestrian access;
 - 5. Proposed building or structural mass in relation to the designated resource.

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HISTORIC RESOURCES SITE RECOMMENDATIONS 5/19/88

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DATE 7/27/88
SUBMITTED BY Staff
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SIGNIFICANT
IMPORTANT
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