



City of Milford

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To: Planning Commission

From: Pam Holbrook, Assistant City Manager

Date: 3/8/2018

Re: Downtown Design Guidelines (OMO)

The City has contracted with Jay Stewart, Kleingers, to help us update the Downtown Design Guidelines. Planning Commission will act as the Steering Committee for this process; however, anyone is welcome to participate. Attached is the project timeline. Our kickoff meeting will be at the March 14th Planning Commission meeting at 6PM in the Harry Hodges Conference Room.

City aesthetics was a major item mentioned throughout the comprehensive plan process, and one way to control that is through zoning. Downtown Milford is one of the City's biggest amenities and it is what makes Milford unique from other cities so it seems a good place to start the Zoning review. Everything we do from this point forward is an opportunity to brand Milford.

Under consideration are the following:

1. Combine the B-2 Zoning District and the Old Mill Overlay District to create one Zoning District Category.
2. The new district could be relabeled to something such as the 'Milford River District' or another label that would fit in with the character of downtown Milford. (Think of branding)
3. Extension of the district across the river to include the Hamilton County side of Milford. This side is already zoned B-2 but does not include the OMO Design Guidelines.

Attached is the scope of work and the current ordinance language for the B-2 district and the OMO.

Design Guidelines Phase 1- Downtown Milford

Goals:

- Extend Design guidelines to the Hamilton county side
- Combine B-2 and OMO district into one district that includes design guidelines; opportunity for branding the district. (i.e. Milford River District)
- Add imagery and 3D drawings

1.	Audit existing ordinance (Keep, Tweak, Remove): B-2 & OMO (may include other sections)	Staff & consultant	February
2.	Planning Commission Kickoff meeting	Staff & consultant	March 14, 2018
3.	Public Meeting—HMA	Staff & consultant	April 12, 2018
4.	Planning Commission Meeting	Staff & consultant	June 13, 2018
5.	City Council Presentation	Staff & consultant	July
6.	Planning Commission: Public Hearing:	Staff	August
7.	City Council: Public Hearing	Staff	September
8.	City Council: Final Adoption	Staff	October



**City of Milford
Downtown District Design Guidelines
Scope of Work**

Project Understanding:

- Kleingers will prepare edits to the Milford Zoning Code consisting of the creation of architectural and site design guidelines for the B-2 (Downtown Mixed Use) district and the B-2 (Old Mill Overlay District). Kleingers will also facilitate a public input process as well as regular City Staff work sessions throughout this project. The included project schedule is based on delivering a final draft of the B-2 zoning district chapter to City Council by the end of June 2018.
- This scope of work and associated project fee is based upon the discussed concept of combining the B-2 (Downtown Mixed Use) district and the B-2 (Old Mill Overlay District) chapters within the zoning code. The intent is that the new site and architectural design guidelines will apply to both districts. If any land use or other zoning requirements are required to apply to only one of the two current B-2 districts, the new B-2 chapter will provide for this via the creation of two sub-districts residing within a combined B-2 zoning district.
- City of Milford staff will be responsible for creating any required GIS base mapping of the B-2 zoning district areas.
- If any existing zoning code text is desired to be used in the updated B-2 district chapter, the City of Milford will be responsible to provide Consultant with the existing zoning text in a Microsoft word document format.
- Jay Stewart will serve as the meeting facilitator for all meetings proposed in this scope of work.
- Consultant will create two power point presentations. One slideshow shall be used for the HMA and Planning Commission input session and a second power point slide show shall be used at the final Planning Commission meeting and City Council presentation.
- Consultant will provide the final B-2 zoning district chapter in both PDF and Microsoft Word formats.
- The "Project Team" is intended to consist of the Consultant and designated City Staff members.
- The base project fee shall include the zoning text edits and illustrative photos to convey zoning and design guideline concepts as needed. Add-on pricing has been provided in the fee section for the creation of 3D zoning illustration renderings.



Project Scope of Work / Schedule

Late February 2018

Consultant Due Diligence: B-2 Zoning District Zoning Text Audit

- Consultant to review the existing B-2 (Downtown Mixed Use) district and the B-2 (Old Mill Overlay District) zoning code chapters and perform a zoning text audit. The audit memo will identify specific text items to 1) retain, 2) retain with edits, 3) remove in their entirety; and 4) identify opportunities for new guidelines / standards.

Project Team Meeting #1

- Review scope of work, project schedule and discuss approach for the Historic Milford Association Input session. Discuss initial areas of need prior to beginning the B-2 district zoning text audit.

March 2018

Historic Milford Association Input Session

- Facilitate a meeting with the Historic Milford Association to brainstorm and discuss topics and issues that should be considered to be included in the B-2 district update as it relates to building and site design guidelines. Consultant will use a power point presentation to provide context for the specific design guideline issues and opportunities. If desired, Consultant can provide the HMA with the B-2 zoning text audit prior to this presentation.

Project Team Meeting #2

- Discuss B-2 zoning text audit and begin identifying key areas to be considered for edits. Discuss and finalize the approach for the Planning Commission presentation.

Late March / Early April 2018

Planning Commission Input Session

- Facilitate a meeting with the Planning Commission to brainstorm and discuss topics and issues that should be considered to be included in the B-2 district update as it relates to building and site design guidelines. Consultant will use a power point presentation to provide context for the specific design guidelines issues and opportunities. Consultant will provide the Planning Commission with the B-2 zoning text audit prior to this presentation.

April 2018

Project Team Meeting #3

- Recap the feedback received from the HMA and Planning Commission Input sessions. After this staff update meeting, Consultant will begin drafting the zoning text edits and creation / acquisition of illustrative zoning images. Discuss any details and approaches on proposed building and site design guidelines.



April / May 2018

Project Team Meeting #4

- Review a first draft of the proposed B-2 district text and images. Discuss approach to the Planning Commission presentation. Consultant will make edits as discussed and resubmit a revised B-2 district chapter and associated images.

May 2018

Planning Commission Presentation

- Prepare a power point slideshow and use it in a presentation to the Planning Commission in discussing the first draft of the revised B-2 zoning district chapter.

Project Team Meeting #5

- Discuss any required edits to the draft design guidelines and the power point slideshow to be used at City Council. Discuss approach to the City Council presentation.

June 2018

Presentation to City Council

- Submit Final Draft of the Comprehensive Plan to City Council in both MS Word and PDF digital formats. Consultant will present the final draft of the revised B-2 zoning district chapter to City Council and make a presentation using the power point slide show. Based on any feedback received during or after the City Council presentation, Consultant shall make any required final text / image edits and submit a final version to City Staff.



List of Project Deliverables:

- Zoning Text Audit Memo for the existing B-2 (Downtown Mixed Use) district and the B-2 (Old Mill Overlay District) chapters.
- Two power point slideshow presentations.
- Final B-2 zoning district chapter text & illustrative images provided in both PDF and Microsoft Word formats.

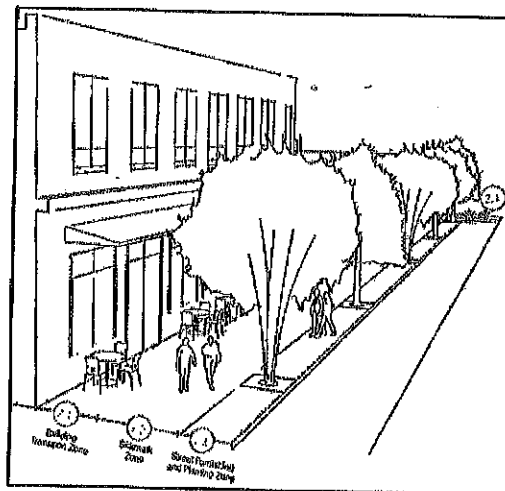
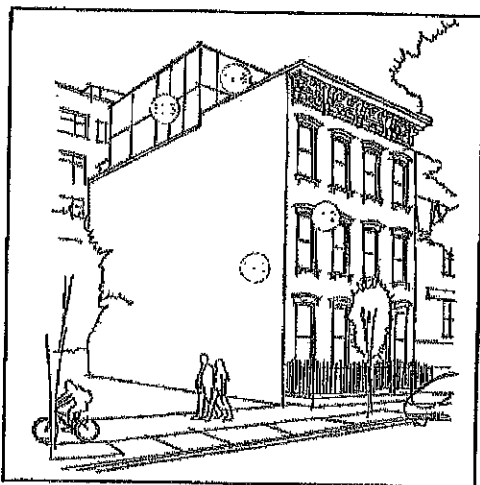
Fixed Project Fee = \$9,850.

Optional Scope Items:

- The fee above includes the use of illustrative photos to convey certain design guidelines. In addition to these illustrative photos, if 3D perspective renderings are desired they can be created based on the following add-on fee schedule below. Most of the fee incurred with the creation of these 3D renderings involves creating the base 3D model. Once that base model is created, the more shots that are used of the same base, the less time is needed in creating those additional 3D views.

1 – 3 3D Perspective Images	=	\$650 per image
4 – 6 3D Perspective Images	=	\$500 per image
7 or more 3D Perspective Images	=	\$400 per image

3D Perspective Renderings would be similar to these images below in style and level of detail.



CHAPTER 1155—"B-2" DOWNTOWN MIXED USE DISTRICT

1155.01 PURPOSE

The purpose of the B-2 Downtown Mixed Use District is to encourage a unique mixture of high activity and residential uses within downtown Milford. Emphasis should be placed on allowing uses such as small scale specialty stores, personal services and restaurants on the first floor of buildings along Main Street, Water Street and the side streets in between. The second floor of these building shall be used for residential, personal services and office uses. The remaining area of downtown Milford should be utilized by planned residential and mixed use development or recreational uses that add to the character of the area while providing a constant draw for people to shop and visit the area.

1155.02 PERMITTED USES

Permitted uses in this district shall be as follows:

- A. Clubs;
- B. Clinics on the second floor;
- C. Financial Institutions;
- D. Government Buildings;
- E. Offices on the second floor;
- F. Personal Service Establishments;
- G. Public Recreation Areas;
- H. Rental Halls;
- I. Restaurants;
- J. Retail Businesses;
- K. Taverns;
- L. Theaters.

1155.03 CONDITIONAL USES

The following conditional uses shall be permitted only if expressly authorized by the Planning Commission in accordance with Chapter 1195, Conditional Uses:

- A. Clinics on the first floor of a structure on Main Street, Water Street or any side street between Main or Water Streets.;
- B. Child Day Care Centers;
- C. Cluster Housing;
- D. Convenience Stores;
- E. Fast Food Restaurants;
- F. Microbreweries
- G. Mixed Uses;

1155.11 OTHER REQUIREMENTS

In addition to the regulations stated in this Chapter, all development within the B-2 Downtown Mixed Use District and the Old Mill Overlay District must comply with regulations imposed by Chapter 1167, "OMO" Old Mill Overlay District.

CHAPTER 1167—" OMO" OLD MILL OVERLAY DISTRICT

1167.01 PURPOSE

It is the purpose of the Old Mill Overlay District to protect the unique small town and historic character of Downtown Milford while promoting the growth and development of new commercial and residential land uses.

1167.02 DESIGNATION

The Old Mill Overlay District shall be designated by the abbreviation "OMO" on the Official Zoning and Flood Plain Map of the City. All property so classified is subject to the provisions of this Chapter.

1167.03 APPLICABILITY

The OMO shall operate as an overlay zone with the existing zoning districts remaining intact. All provisions of the underlying zoning shall apply, except as provided in this Chapter.

1167.04 CERTIFICATE OF APPROPRIATENESS

A. No Minor Building Improvements or Major Building Improvements, as defined in Section 1167.07, may be made to any property within the OMO until a Certificate of Appropriateness has been issued:

B. No Building Permit shall be issued for any non-exempt improvements to properties within the OMO unless a Certificate of Appropriateness has been issued.

1167.05 EXEMPTIONS

Unless specifically addressed in the OMO, the following are exempted from the provisions of this Chapter and must only meet the requirements of the Zoning Ordinance or other applicable codes as adopted by the City:

A. Any permit for interior alterations and repairs;

B. Any permit for modification to facades not visible from any public right-of-way;

C. Any permit necessary for compliance with a lawful order of the Building Official, including deficiencies listed in certificates of inspection;

D. Any permit necessary for the immediate public health and safety as determined by the Building Official;

1167.08 APPLICATION REQUIREMENTS

All applications for review shall be submitted to the City Manager or the City Manager's designee. Submittal requirements will be based on the category of improvement.

A. Minor Building Improvements

Submittal requirements for any non-exempt improvements categorized as Minor Building Improvements in Section 1167.07 shall include:

1. Application Form

A standard form used for all review applications. This application form must be signed by the owner of the property or an authorized agent of the owner. This application will include a written description of the proposed improvements.

2. Color Photographs

Photographs shall be taken of the structure or site from viewing locations along the public right-of-ways.

3. Materials and Color Samples

Material and color samples shall be submitted with the application. The samples will be retained by the Building Department for assurance of compliance with the reviewing body's approval.

4. Elevations (for new signs)

Color rendered elevations of the building shall be included which illustrate the placement, size, color or style of any graphic treatment (sign, mural, logo, etc.) to be affixed or painted on the structure.

B. Major Development Projects

Submittal requirements for any non-exempt improvements categorized as Major Building Improvements in Section 1167.07 shall include:

1. Application Form

A standard form used for all review applications. This application form must be signed by the owner of the property or an authorized agent of the owner. This application will include a written description of the proposed improvements.

2. Color Photographs

Material and color samples shall be submitted with the application. The samples will be retained by the Building Department for assurance of compliance with the reviewing body's approval.

1167.09 REVIEW PROCESS

A. Upon receipt of a completed application and any required fees, the City Manager or their designee will have the prescribed amount of time to do the following:

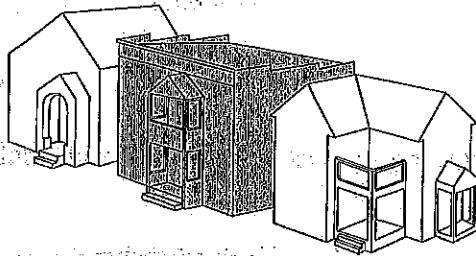
1. Approve Minor Building Improvement applications within 30 days, or at their discretion, refer Minor Building Improvement applications to the Planning Commission;
2. Conduct a pre-hearing conference within 20 days for Major Building Improvement applications to which all interested parties, including the applicant, abutting property owners and any other appropriate citizen groups, shall be invited.
3. Schedule a public hearing with the Planning Commission and give public notice, through the mail, to abutting property owners within 30 days for all Major Building Improvements and referred Minor Building Improvement applications.

B. One of the following four actions may be taken for applications heard by the Planning Commission:

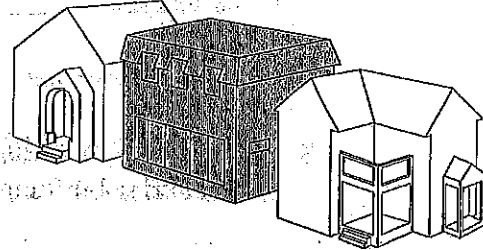
1. Approval - Approval of project as submitted. A Certificate of Appropriateness is issued;
2. Approval with Conditions - Approval of project with conditions that must be met prior to a Certificate of Appropriateness being issued;
3. Continuance - Where the Design Review Board sees fit to request additional information, the hearing is continued until the information is provided to the review board;
4. Denial - Proposed project is denied. The applicant can appeal to the Board of Zoning Appeals or modify the development and resubmit another application.

C. Construction must begin within one year of the Certificate of Appropriateness being issued or the Certificate of Appropriateness becomes invalid.

1. All elevations of a building shall be subject to review. A front facade shall be architecturally emphasized, although all sides of a building shall be architecturally consistent with the front facade.
2. Buildings shall be architecturally oriented to the street and the main entrance shall be located on the street facade.

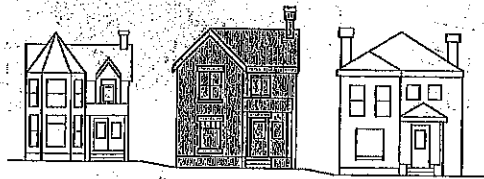


Consider



Avoid

3. Mechanical equipment and dumpsters shall be located so as not to be visible from any public ways or adjacent residential areas. Where such limitation is not possible, the facilities shall be screened from public view with materials compatible with those used in the building.
4. No more than sixty percent (60%) of the facade of the building facing the public right-of-way or the front facade may be glass. Windows and doors shall be vertical in orientation. Black, opaque and reflective glass is prohibited.



Consider



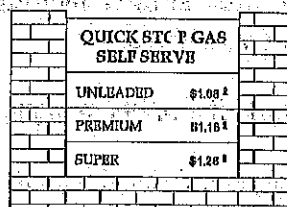
Avoid

5. Building projects must provide a design that emphasizes an activity level from the street.
6. Acceptable materials for use shall include brick, wood, stone or stucco. Concrete block or slick pervasive materials such as plastic, neon or metallic are not acceptable. Back lighted or polyvinyl awnings are not permitted.
7. Heights of structures shall be roughly equal to the average height of surrounding buildings.

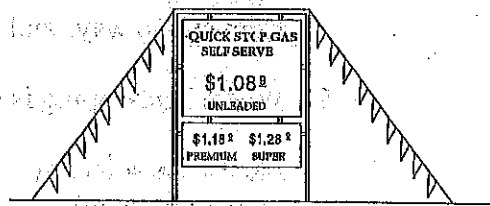
2. In selecting paint colors, consider returning the building to its original color. Colors may be found through old postcards and photographs.
3. Always choose colors that blend well with the natural color of your buildings unpainted brick or stone. If the building is framed; or is already painted, colors should be selected that will blend well with the overall colors that already exist downtown.
4. Limit the use of contrasting colors on the buildings within the OMO. Color schemes should be kept simple, with no more than one or two trim colors on any given building.
5. The chosen color scheme should help tie all of the parts of the building together. Typically the color that is used in the storefront area should be repeated in the upper story windows or cornice area.
6. Bright primary colors, including shades of purple, turquoise, orange, pink, etc. are strongly discouraged in the OMO district.

E. Signs

1. In addition to the height, type, size and location regulations dictated in the Zoning Ordinance, permitted signs in the OMO shall be designed to reflect the materials and style used in the building.



Consider



Avoid

2. Ground signs shall be designed to be permanent in appearance.
3. Bright or fluorescent colors are not permitted.
4. Lighting of signage in the OMO shall be from an external source such as a spotlight. Internally lighted signs are not permitted.
5. Portable signs are prohibited.
6. Each business shall be permitted one sandwich board sign. Such signs shall not exceed 24 inches in width per face and 36 inches in height. Signs shall only be allowed in front of the building when a store is open for business and shall not remain overnight. Six feet of sidewalk must be kept clear for the use

H. Outdoor Storage

1. Outside storage of raw material, finished products and equipment must be visually screened from all sides visible from any public right-of-way;
2. Utilize landscaping and fencing for screening of all storage facilities.
3. Outdoor storage buildings shall be constructed in the same style as surrounding buildings.
4. Locate outdoor storage out of view from the public right-of-ways where possible, preferably behind the main building.

I. Vehicular Circulation and Access

1. Minimize the number of vehicular turning movements and points of vehicular conflict by reducing the number of access points to the minimum required for safe traffic flow. Points of ingress and egress shall be clearly defined and promote the safe movement of traffic.
2. Provide for the safe and functional movement of vehicles and pedestrians both on and off-site.
3. Give consideration to the location of existing access points, adjacent to and directly across the street from the site. Curb cuts shall be shared by adjoining uses whenever cooperation can be gained.
4. Driveways shall not be used as points of ingress and egress for individual parking spaces. Driveway placement shall be such that loading and unloading activities will not hinder vehicular ingress and egress.
5. All sites shall be designed so plants and structures on the site do not interfere with the safe movement of motor vehicle traffic, bicycles or pedestrians.
6. The minimum spacing of access points for commercial developments from centerline to centerline along any street within the OMO is 100 feet.
7. Vehicular circulation between parcels is encouraged. Provisions for circulation between adjacent parcels shall be provided through coordinated or joint parking systems to minimize curb cuts along the street.
8. No plants, foliage, wall, fence, or sign, higher than twenty-four (24) inches above the top of the curb, shall be located within the sight distance triangle on any corner of a property adjoining an intersection or along driveways. At intersections, the sight distance triangle is formed by joining with a straight line, points along intersecting street right-of-ways, twenty-five (25) feet from

2. The owner can demonstrate that the structure cannot be reused nor can a reasonable economic return be gained from the use of all or part of the building proposed for demolition;
3. The demolition of the building will not adversely affect the streetscape as determined by the Planning Commission.

1167.12 MAINTENANCE

Nothing in this Chapter shall be construed to prevent the ordinary maintenance or repair of any property within the OMO, provided such work involves no change in material, design, texture, color or exterior appearance; nor shall anything in this Chapter be construed to prevent any repair of structural deficiency which in the view of the Building Official is required for public safety because of unsafe, insecure or dangerous conditions.

1167.13 RELATIONSHIP TO VARIANCES

Whenever an application is made for variance relating to property wholly or partially located within the OMO, the Board of Zoning Appeals shall exercise its authority granted in Chapter 1131 of the Zoning Ordinance.

1167.14 APPEALS

Where it is alleged that the Planning Commission has made an error in their decision on an application, the applicant may appeal the recommendation to the Board of Zoning Appeals within 20 days of the original recommendation from the reviewing body.

City of Milford OMO & B-2 Districts Zoning Text Audit

Overview

This zoning text audit is intended to identify areas within the B-2 and OMO zoning districts that may benefit from text edits. This audit is not meant to be a comprehensive review of everything in these two chapters, that will occur as we go through the process. This text audit will address opportunities and constraints at the macro level and as we progress through the process, we will drill down to a more micro level of discussion.

Chapter 1155 “B-2” Downtown Mixed-Use District

Overall Recommendation:

- It is my recommendation that the B-2 zoning district and the OMO zoning district be merged into a single new “downtown” zoning district. The current B-2 district is fairly small in size and is located just across the river from the traditional Milford downtown area (OMO District). Given both the small area of the B-2 district and the close proximity to the OMO district, I believe it would be appropriate to combine the districts into a single downtown district.

- In addition, the OMO and B-2 districts cross reference each other for certain requirements such as land uses permitted, building setbacks, etc. It will be easier for an applicant to locate all requirements within the single district chapter.

Chapter 1167 “OMO” Old Mill Overlay District

1167.01 Purpose:

- I would recommend we expand the purpose section. The purpose (and intent) section of a zoning district chapter can be very useful in defending for or against proposed rezoning applications.

1167.03 Applicability:

- I would suggest we not treat this revised zoning district as an overlay district, but rather, we simply create a new district that will combine the current B-2 and OMO districts into a single “straight” zoning district.

1167.04 Certificate of Appropriateness:

- Many historic districts use the term “Certificate of Appropriateness” as the type of “permit” that is granted for minor or major improvements in the district. I would suggest we have some discussion on whether it makes sense to keep this term or simply refer back to obtaining a “Zoning Compliance Certificate” as set forth in 1125.11.

1167.05 Exemptions:

- This section exempts the listed uses from the provisions of the OMO chapter. I would ask the question if there are any additional scenarios that should be added?

- Should any of the five listed exemptions be modified or deleted?

- Regarding permitted building materials, this section will be reviewed to see if there are more modern exterior building materials that should be added to the permitted list. One common building material not included is the hardi-plank and other fiber cement siding options you may want to consider for the district.
- Do you want to permit stucco, or possibly limit the amount of stucco to a certain percentage on a building?
- We should consider adding manufactured stone to the list of permitted exterior building materials.
- Regarding building height, the code says the building height "shall be roughly equal to the average height of surrounding buildings." Has this been working for you versus stating a specific maximum building height?
- Regarding colors...do you want to continue regulating colors? If so, is the current color palette acceptable or should it be modified?
- I would suggest adding some text in the sign section that more robustly cross references the sign chapter found in Chapter 1191. We should also add a sentence stating that any conflict between an OMO and Chapter 1191 sign regulation, the OMO sign regulation shall prevail.
- Landscaping...I would provide more details on the types of screening permitted for dumpsters, loading docks, etc.
- Lighting...I think there is opportunity to bolster the lighting section. At a minimum, we may want to consider requiring a photometric analysis as part of the review process to protect against light trespass for adjacent residential properties.
- Outdoor Storage...do you want to continue permitting the outdoor storage of raw materials and equipment (with screening) in this district?
- Shared Access...I would suggest we consider adding language regarding shared driveway and cross access easement scenarios. Currently, the code mentions an incentive bonus when two property owners combine access points, but I think there are other related guidelines we should consider to promote and regulate shared access points.
- Parking...Currently the OMO district does not provide for surface parking lots. Has parking been an issue in the downtown district? Do you think you have adequate parking for future downtown district growth? It's worth discussing as adequate parking can either make or break a destination district such as downtown Milford. If surface lots would be permitted, there are a number of ways to minimize their visual impact from pedestrians and vehicles.
- Regarding demolition, have the current regulations been working relative to the three scenarios when a property owner may demo a building in the district?

City Branding Opportunities. We should discuss ways in which we might be able to increase city or district branding opportunities within the revised guidelines in this district.