



**STAFF REPORT  
HISTORIC REVIEW BOARD  
November 16, 2015**

**FILE NO.:** HR 15-05

**APPLICATION TYPE:** Type III

**HEARING DATE:** Tuesday, November 24, 2015  
7:00 p.m. - City Hall  
City Hall-625 Center Street  
Oregon City, Oregon 97045

**APPLICANT/** Derek Metson, AIA, NCARB  
Greenbox Architecture, LLC  
1300 John Adams Street, Suite 106  
Oregon City, OR 97045

**PROPERTY OWNER:** Jeffery Brown  
302 Madison Street  
Oregon City, OR 978045

**LOCATION:** 302 Madison Street, Oregon City, OR 97045  
Clackamas County Map 2-2E-31DA-04900

**REQUEST:** Construction of a new 575 foot garage on a Designated Structure in the McLoughlin Conservation District. The applicant is additionally applying for a historic preservation incentive to reduce the front yard setback and garage setback requirements per OCMC 17.40.065

**REVIEWER:** Christina Robertson-Gardiner, Senior Planner

**RECOMMENDATION:** Staff Recommends Approval HR 15-05

**PROCESS:** The Historic Review Board shall make the decision on all Type III permit applications. Once the HRB makes a decision on the Type III application, that decision is final unless appealed to the City Commission within ten days of the mailing of the notice of decision in accordance with Section 17.50.190. If appealed, the City Commission decision is the City's final decision on the Type III application.

IF YOU HAVE ANY QUESTIONS ABOUT THIS DECISION, PLEASE CONTACT THE PLANNING DIVISION OFFICE AT (503) 657-0891.

## **CRITERIA:**

### **Municipal Code:**

Section 17.12 "R-6" Dwelling District  
Section 17.50 Administration and Procedures  
Section 17.40 Historic Overlay District New Construction  
Section 17.54 Accessory Building and Uses

## **BASIC FACTS:**

### **Site and Context**

302 Madison Street - Mahlon E. Willoughby Rental



*This front-gable-and-wing house sits far back from the street on a flat lot, next to its twin at 312 Madison Street. The main entrance sits high up on a tall base with stairs leading up to the front porch with square posts and solid rail. The bay windows with a sloping hip roof and some decorative detailing give it an Italianate flair. Its 1/1 wood double-hung windows are now covered with metal storms. A grooved plywood skirt runs around the foundation. Frieze and rake boards detail the gable, along with corner boards. The entry stairs have been replaced at some point, and*

*an entry to the back has been added on the north side, and a porch added on the back (east) side. A concrete outbuilding lacking a roof and in serious disrepair lies on the lot to the south of the house.*

*Statement of Significance: In 1889, Mahlon Willoughby, a landlord, purchased this property and proceeded to construct this rental house. The residence is a twin to the one constructed by Willoughby at 312 Madison. The earliest known occupants of this house were Frank Bruner, a bricklayer and mason for Crown Willamette Paper, and his wife Margaret. The property was sold in 1898 to Thomas Ryan, who lived in Gladstone and continued to rent this house to the Bruners. In 1927, Ryan's estate sold the property to Otto and Wella Erickson, who do not appear to have lived in the house. In the 1940s, it was occupied by Orris E. and Mildred Arnold. Mr. Arnold was employed by the Wentzell Saw Company and later by Crown Zellerbach. The couple was deeded the house in 1961 and retained it until 1980. They lived in the house for a few more years before using it as a rental. By 1964 it was occupied by Sidney Grandy, a lineman with Tyee Construction, and his wife Ruth.*

### **Proposed Work.**

Jeff Brown (the Applicant) seeks to obtain approval for the proposed construction of a double-car detached garage along the Southwest edge of the property, parallel to the street.

The Willoughby House (1889) is in excellent condition and been gradually restored by the current owners over the past decade. The existing garage is the last major project in the restoration of this contributing resource.

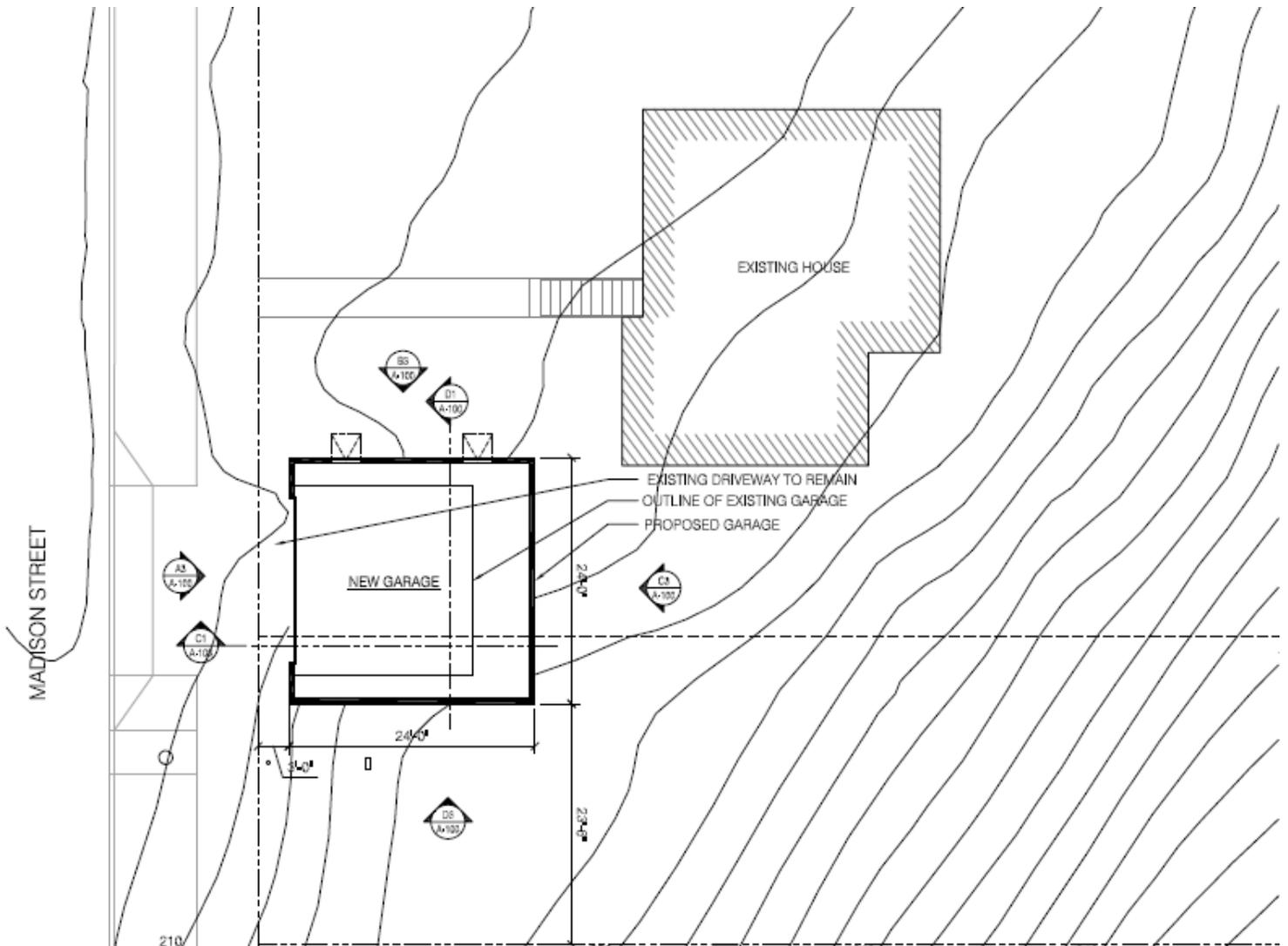
Review of the existing concrete retaining walls found them to be structurally deficient and unable to prevent water infiltration. For this reason they shall be removed and replaced with a new foundation. The proposed alteration shall replace an existing garage with one of a

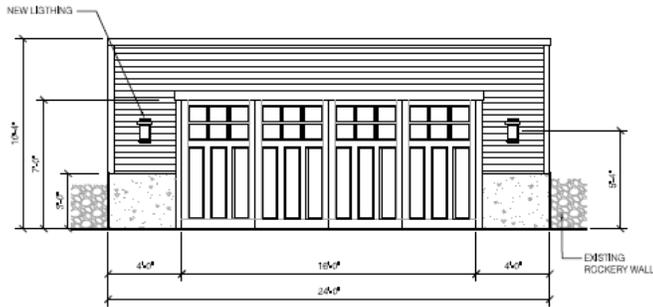
similar size and style. The roof and exterior doors have long since deteriorated and been removed. No existing photos of the original condition are known.

The proposed garage shall be a true two car garage. This garage shall be five feet wider and deeper than the existing one and one half car garage. The building height shall remain within a few inches of the existing garage height.

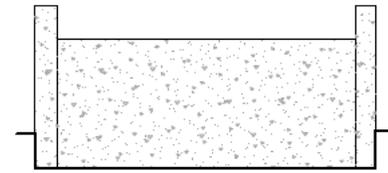
The garage will complement the existing residence both in design and style through similar materials and color choices. The garage body and trim color shall be the same as the house. A flat roof slopping slightly to the back will maintain a low roof height to prevent obstructing the view of the house from the approach on 3<sup>rd</sup> Street.

The garage shall have 6" exposure smooth cementitious siding or ship lap cedar. A concrete base and drip edge detail shall mimic the skirting around the existing residence. This addition will contribute to the value of the property, as well as the neighborhood by enhancing the curb appeal of the area.

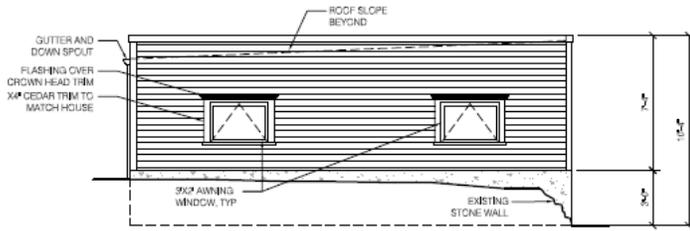




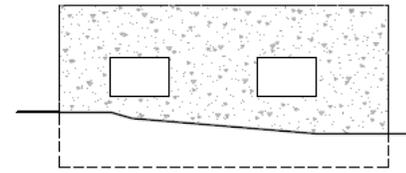
**PROPOSED NORTH - WEST ELEVATION**  
 SCALE: 1/8" = 1' - 1"



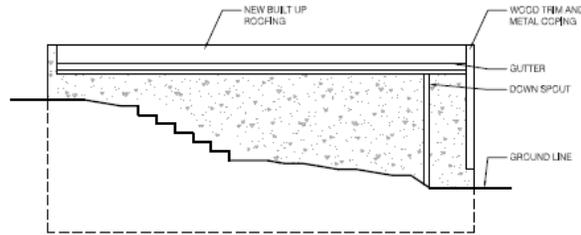
**EXISTING NORTH - WEST ELEVATION**  
 SCALE: 1/8" = 1' @ 24 X 36    APPROX 1/8" = 1/4" @ 11X17



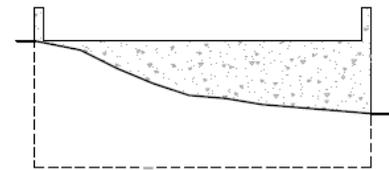
**PROPOSED SOUTH - EAST ELEVATION**  
 SCALE: 1/8" = 1' @ 24 X 36    APPROX 1/8" = 1/4" @ 11X17



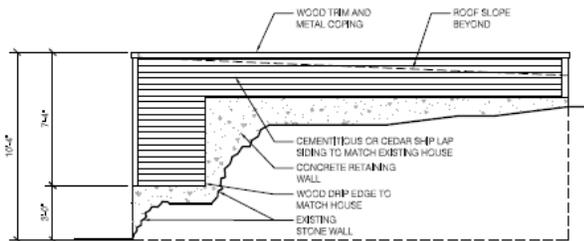
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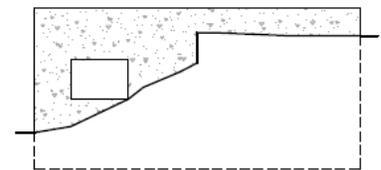
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## **Zoning**

The dimensional standards in the “R-6” Residential District are listed as follows:

### **R-6 Dwelling District:**

- A. *Minimum lot areas, six thousand square feet;*
- B. *Minimum lot width, fifty feet;*
- C. *Minimum lot depth, seventy feet;*
- D. *Maximum building height, two and one-half stories, not to exceed thirty-five feet;*
- E. *Minimum required setbacks:*
  - 1. *Front yard, ten feet minimum depth,*
  - 2. *Attached and detached garage, twenty feet minimum depth from the public right-of-way where access is taken, except for alleys. Garages on an alley shall be setback a minimum of five feet in residential areas.*
  - 3. *Interior side yard, nine feet minimum width for at least one side yard; five feet minimum width for the other side yard,*
  - 4. *Corner side yard, fifteen feet minimum width,*
  - 5. *Rear yard, twenty feet minimum depth,*
  - 6. *Solar balance point, setback and height standards may be modified subject to the provisions of Section 17.54.070. (Ord. 91-1020 §2(part), 1991; prior code §11-3-4(C))*
- F. *Garage Standards: See Section 17.20 – Residential Design Standards.*
- G. *Maximum Building Coverage: See Section 17.20 – Residential Design Standards.*

## **Noticing**

Notice of the proposal was sent to property owners within three hundred feet of the subject property and the McLoughlin Neighborhood Association. Additionally, the property was posted with a Notice of Land Use sign with details about the proposal. Transmittals were sent to various City departments and other agencies regarding the proposed development plan. Relevant comments from City departments are addressed in this report as appropriate.

Denyse McGriff, Land Use Chair for the McLoughlin Neighborhood Association submitted comments for this application. She found the proposal was sited appropriately but recommended a different garage door style and provided additional options. She recommended a less bungalow styled garage door and provided additional options that she felt better matched the age and style of the house. The Historic Review Board is invited to discuss this option, staff does not have a recommendation at this time.

### **OCCM 17.54.010 Accessory Buildings:**

Building Footprint from Two Hundred to Six Hundred Square Feet. The accessory building must be constructed with the same exterior building materials as that of the primary structure, or an acceptable substitute to be approved by the planning division. The accessory structure shall be located behind the front building line of the primary structure. The interior side and rear yard setbacks may be reduced to three feet for one accessory structure, and its projections, within this category provided the structure and its projections

- a. are detached and separated from other structures by at least three feet;
- b. Do not exceed a height of fourteen feet (measured halfway between the peak and the eaves);

**Finding:** The standard is not met. The one story accessory building is proposed to be located in front of the front building and inside the front yard setback. A Historic Preservation

Incentive is required to site the garage is this location and is part of this application. If the Historic Review Board grants the preservation incentive, this standard can be met.

#### **OCMC 17.44 GEOLOGIC HAZARDS**

The property is located within the Geologic Hazards Overlay District. The expansion of the garage is within the 50 foot buffer of the geological hazards overlay on this property will require review pursuant to these chapter. The applicant has chosen to obtain approval from the Historic Review Board prior to submitting for these reviews. This bifurcated process is allowed.

However, the applicant will not be able to receive building permits until the required Geologic Hazards and Natural Resource Review (either through the Building Official or through a Type II Land use process) has been approved. Additionally, any alterations that affect the exterior of the building, will require additional Historic Review.

#### **17.40.070 - DEMOLITION AND MOVING**

No demolition review is required for this application as it is not considered a regulated structure, it is just a foundation. The applicant indicated that review of the existing concrete retaining walls found them to be structurally deficient and unable to prevent water infiltration. For this reason they will be removed and replaced with a new foundation. The building department does not consider this garage an existing structure. Placing a new roof over the existing walls was not an option. The applicant feels that the removal of this structure will not have detrimental effects to the significance of the McLoughlin Historic Conservation District. Denial of this demolition permit will prohibit the construction of the new garage. The applicant also indicated that asbuilt drawings and photographs of the existing retaining walls have been taken for the owner and there records. Staff concurs with the findings though ask that the applicant provide the asbuilts and photos for the historic building file.

#### **ANALYSIS AND FINDINGS:**

**ANALYSIS AND FINDINGS:** The applicant needs to meet OCMC 17.40.010 and the Adopted Design Guidelines for Addition and Alterations.

#### **1. PURPOSE OF THE HISTORIC DISTRICT**

**a. Effect and accomplish the protection, enhancement and perpetuation of such improvements and of districts which represent or reflect elements of the city's cultural, social, economic, political and architectural history.**

**Finding: Complies.** Proposed improvements, as conditioned, will allow a contributing and designated building to remain in active use in the McLoughlin Conservation District.

**b. Safeguard the city's historic, aesthetic and cultural heritage as embodied and reflected in such improvements and districts**

**Finding: Complies.** This proposal, as conditioned, will allow a designated building to retain its historic significance and thus helping to maintain the number of contributing building within the district.

**c. Complement any National Register Historic districts designated in the city**

**Finding: Not applicable.** This project is located within the McLoughlin

Conservation District. In 2002, the McLoughlin Conservation district was found to be eligible for listing as a National Register District. This proposal will not affect the long-term eligibility of the district.

**d. Stabilize and improve property values in such districts**

**Finding: Complies.** Allowing new accessory building onsite can help provide needed storage that historic homes often lack. This, in turn, can help maintain property values and investment in the district.

**e. Foster civic pride in the beauty and noble accomplishments of the past**

**Finding: Complies** By following the conditions, the applicant will have allowed the property to adapt to the current market that often required extra off street parking without adversely affecting the significance of the historic home.

**f. Protect and enhance the city's attractions to tourists and visitors and the support and stimulus to business and industry thereby provided**

**Finding: Complies** Tourism is routed in creating a distinct sense of place and historic identity. This project, as conditioned, will retain the building's contributing status, thereby strengthening the building integrity of the city.

**g. Strengthen the economy of the city**

**Finding: Complies** This project will allow the homeowner to invest in onsite storage without adversely affecting the historic house

**h. Promote the use of historic districts and landmarks for the education, pleasure, energy conservation, housing and public welfare of the city.**

**Finding: Complies** Continued investment, like this project, in the McLoughlin Conservation District is needed to retain its status as a complete historic neighborhood.

**i. Carry out the provisions of the Oregon Department of Land Conservation and Development's Goal 5. Goal 5 is a broad statewide planning goal that covers more than a dozen resources, including wildlife habitats, historic places, and aggregate (gravel). It was originally adopted by LCDC in 1974. Goal 5 describes how cities and counties are to plan and zone land to conserve resources listed in the goal. Goal 5 and its rules establish a five-step planning process for Oregon's cities and counties:**

- 1. Inventory and promote conservation of local occurrences of wetlands, riparian zones, and wildlife habitats, and historic places. Local inventories are voluntary for scenic resources, historic places, and open spaces.**
- 2. Identify potential land uses on or near each resource site and any conflicts that might result**
- 3. Analyze economic, social, environmental, and energy consequences of such conflicts**
- 4. Decide whether the resource should be fully or partially protected, and justify the decision**
- 5. Adopt measures such as zoning to put that policy into effect**

**Finding: Complies** Proposed improvements are in accordance with the ODL's Goal 5.

**2. PROVISIONS OF THE CITY COMPREHENSIVE PLAN**

**Oregon City's 2004 Comprehensive Plan details goals that are met by this project:**

*Section 5  
Open Spaces, Scenic and Historic Areas,  
and Natural Resources*

**Existing Conservation District: McLoughlin.** Many of Oregon City's historic and architecturally significant buildings are above the bluff in the McLoughlin

neighborhood. The original Oregon City plat includes the neighborhood area up to Van Buren Street, and it is within this area that early residential development took place, beginning in the 1850s. As the Downtown area changed from a residential to commercial district, home building increased above the bluff. All of the churches that originally stood in the Downtown eventually relocated to the McLoughlin area as well.

#### Goal 5.3 Historic Resources

##### *Policy 5.3.1*

Encourage architectural design of new structures in local Historic Districts, and the central Downtown area to be compatible with the historic character of the surrounding area.

##### *Policy 5.3.8*

Preserve and accentuate historic resources as part of an urban environment that is being reshaped by new development projects.

**Finding:** Staff finds that the applicant has proposed garage that does not adversely affect historic nature of the house while allowing the house expand to accommodate the needs of a today's market.

#### **Regarding Criterion (3) -The economic effect of the new proposed structure on the historic value of the district or historic site.**

**Finding:** Quality new construction that is compatible with the historic nature of the district will add value to the district. Often historic property owners will choose to invest in the restoration and rehabilitation of their properties when new additions are allowed within the district. The applicant has proposed a two-car detached garage that designed to be a secondary element onsite and provides value to the district. As described above, proposed improvements are intended to retain the integrity of the building while allowing the uses to adapt to today's market needs.

#### **3. ECONOMIC USE OF THE HISTORIC SITE AND THE REASONABLENESS OF THE PROPOSED ALTERATION AND THEIR RELATIONSHIP TO THE PUBLIC INTEREST IN THE STRUCTURE OR LANDMARK'S PRESERVATION OR RENOVATION**

**Finding: Complies** The proposed alterations to the site are reasonable because they improve the onsite storage of the building without adversely affecting the historic significance of the building.

#### **4. VALUE AND SIGNIFICANCE OF HISTORIC SITE**

**Finding: Complies** This house is significant for its architecture, and is a contributing feature the District.

#### **5. PHYSICAL CONDITION OF THE HISTORIC SITE**

**Finding: Complies** The main house is in good condition. Continues investment, even in the creation of a non-historic accessory building, can increase the property value of the site, thereby encouraging long term maintenance

#### **6. GENERAL COMPATIBILITY OF EXTERIOR DESIGN, ARRANGEMENT, PROPORTION, DETAIL, SCALE, COLOR, TEXTURE AND MATERIALS PROPOSED TO BE USED WITH THE HISTORIC SITE**

**Finding: Complies** The applicant has indicated that the proposed improvements will not alter the overall arrangement of building proportion, scale or materials. Staff concurs with this finding.

## 7. PERTINENT AESTHETIC FACTORS AS DESIGNATED BY THE BOARD

No additional factors have been identified.

## 8. ECONOMIC, SOCIAL, ENVIRONMENTAL AND ENERGY CONSEQUENCES

**Finding: Complies** As described in Criterion 3, alterations meeting adopted design standards can add value economic and social value to the district. Compatible additions/alterations in an existing compact neighborhood reduces the need for further expansion of the city, which adds considerable savings to the cost of infrastructure. Economic and Social consequences are expected to be positive as the improved building will add to further investment into the neighborhood.

## 9. APPLICABLE GUIDELINES ADOPTED BY THE BOARD

### Design Guidelines for New Construction

#### Two Stage Process

*The two-stage review process for new construction allows applicants to focus on preliminary themes and issues, and obtain resolution before proceeding to the second review that requires developing more extensive drawings including details and finishes. It also allows early discussion on a project before extensive work is performed.*

**Stage 1:** *At the first stage review the project is reviewed for compliance with the major design features. This includes Style, Site Use, Building Placement, and Building Form. Some aspects of Design Composition can be presented or discussed at the first hearing to provide direction.*

**Stage 2:** *The second stage review, upon successful completion of the first, addresses the building and site details and any contingent issues or revised designs. The stage two meeting will take place the following month. For smaller projects, and those in which there appears to be general agreement, the hearings may be held during the same meeting.*

**Finding:** The applicant is requesting that the Historic Review Board review both stages on the same night. The applicant has submitted the required information for both phases. As this is a simple accessory garage, staff finds that this request is reasonable and recommends that the Board approve this request in one hearing.

### A. LOCATION

- McLoughlin Historic Conservation District
- Canemah National Register Historic District
- Individually listed historic property outside of the districts
- What is the Immediate Context?
- The Block
- The Neighborhood
- What are the mix of existing appropriate historic styles?

**Finding:** The project is located within the McLoughlin District. The R6 zone permits single family residences. The existing house meets all of the dimensional requirements of the R6 zone, including lot size, width and depth, building height, setbacks, and lot coverage. The existing garage was located on the property line abutting Madison Street. This is due to steep topography as the lot retreats up the hill. The proposed garage will require deviation from the garage standards. The Applicant requests no setback from the lot line to maintain a low profile, non-dominating presence in relation to the house.

## **B. STYLE**

Determining the appropriate style is the important first step toward successfully designing a compatible building in the district. Decide which style direction to use from acceptable neighborhood styles and those in the applicable specific Historic District Design Guideline. The styles noted for the district have specific District modifications indicated

### **Finding: C. SITING AND BUILDING FORM**

- C-1:** Review basic zoning requirements for New Construction for the particular site (R3.5, R6, MUC etc) to understand basic setbacks, lot coverage issues.
- C-2:** Review Siting, Building Form Principles and the Specific Historic District from Design Guideline. Note any requirements that are more specific than those found in the basic zoning.
- C-3:** Establish the Site Plan and the Overall Building Form. Is the use of the site and the building's placement on the site respectful of its context? Is the size, shape and bulk of the building consistent with the style chosen? Does it complement the neighborhood context? Is there too much 'program' for the site or style?

**Finding:** The style of this house and the adjacent house, which is nearly identical, are both Italianate. In this instance, Italianate refers to a style similar to vernacular buildings in this area but with slightly more ornament. The original garage was built most likely in the 1920s and is much simpler than the house and utilized a shed/flat roof. This is typical for the area and the rebuilt garage continues with this approach.

### **D. DESIGN COMPOSITION**

- D-1:** Design the building and site starting with primary design groups and major elements, such as wings, roofline, secondary portions, porches, window groupings, and dormers. Are these elements supportive or are they detractive to the historic district? Are they supportive of the style and building?
- D-2:** Review the design; Is it in good proportion and is the composition balanced?
- D-3:** Review the design and adjust to incorporate comments from the first review. Is the design representative of the style range and do the forms and individual features work toward a united design approach as viewed from the exterior?
- D-4:** Design the finer or more detailed portions of the building and site to fit within the framework established.

**Finding:** The proposed garage is nearly identical to that of the one removed. It is five feet wider and deeper to serve as a true two car garage. In place of the eight foot retaining walls on all sides, siding is proposed on the exposed sides to soften the appearance of the garage. New windows of the same size and proportion and location of the existing garage windows are located on the north side of the garage (main approach to the house). The existing concrete walls clearly depict the structure of the flat roof which has been removed. The new garage will mimic that flat roof structure sloping and draining to the back of the building. A simple two piece wood trim and metal wall cap will adorn the termination of the parapet walls.

### **E. SPECIFIC DESIGN ELEMENTS**

- E-1:** Design and choose specific design elements, products, and materials that are allowable and consistent with the design styling and framework established.
- E-2:** Does the design still fit the style's 'vocabulary'? Have extraneous or excessive details, ornamentation, or materials been chosen that detract from the neighborhood context?
- E-3:** Do specific elements comply with the guideline? Are materials, colors and finishes selected? Visible equipment? Landscaping and Plantings?

ELEMENT	PRINCIPLE	DESIGN	NOT ALLOWED
<b>Doors, Residential</b>	<p>Primary: Complement the design and detailing of the historic style with similar appearance to wood</p> <p>Secondary: Typically utilitarian</p>	<p>Primary: stile and rail type; panel design; with upper portion glass; May be solid panel door</p> <p>Materials: painted or stained wood, fiberglass clad, or metal clad</p> <p>Secondary: May be solid panel or French door style</p> <p>Prefinished doors to be in color and finish suitable for the style</p>	<p>Sliding doors, large wide openings that are not divided into smaller traditional openings</p> <p>Design: Flush doors, 6 or 8 panel design</p> <p>Colors and finishes that are not suitable for the style</p> <p>Not allowed finishes: bare aluminum/stainless or anodized metal</p>
<b>Doors, Residential garage</b>	<p>Maintain historic scale and materials of traditional accessory structures</p>	<p>Design should reflect the overall character of the building; Panel, plank, cross-buck; Panel, plank, cross-buck styles; Overhead, swinging, or sliding</p> <p>Materials: wood, painted metal</p> <p>Limit of twelve feet (12') in width and eight feet (8') in height</p>	<p>Oversized doors are conditional to HRC approval</p> <p>Flush doors are not allowed</p>

**Finding:** In order to expand the garage to fit two cars, but not extend too far in front of the house, the applicant has proposed a single 16 foot garage door that is greater than 12 feet wide. Per the adopted design guidelines for new construction, this approach requires approval by the Historic Review Board on a case by case basis. Staff finds that the desire to slightly widen an existing garage to accommodate two cars requires the use of a single car garage. Expanding the width to allow for two 10 foot door will force the garage further in front of the house, which is not an appropriate approach. The applicant has further mitigated the approach by utilize garage doors that are further broken up by a paneled design. Staff supports this approach and recommends approval of a 16 foot garage door for this application.

Denyse McGriff, McLoughlin Neighborhood Association recommended a less bungalow styled garage door and provided additional options that she felt better matched the age and style of the house. The Historic Review Board is invited to discuss this option, staff does not have a recommendation at this time.

#### **17.40.065 - Historic preservation incentives**

A. Purpose. Historic preservation incentives increase the potential for historically designated properties to be used, protected, renovated, and preserved. Incentives make preservation more attractive to owners of locally designated structures because they provide flexibility and economic opportunities.

**Finding:** This incentive is requested for the location of the garage. The applicant is requesting an incentive to allow a reduction in the front yard setback and place the accessory building in front of the house. Setbacks would require the garage be placed in another location. It is the most historically appropriate method on this site to reconstruct the new garage where the existing one was removed.

B. Eligibility for Historic Preservation Incentives. All exterior alterations of designated structures and new construction in historic and conservation districts are eligible for historic preservation incentives if the exterior alteration or new construction has received a certificate of appropriateness from the Historic Review Board per OCMC 17.50.110(c).

**Finding:** The Mahlon E. Willoughby Rental is a designated structure in the McLoughlin district and, thus eligible for this incentive. The applicant is requesting a certificate of appropriateness be approved by the Historic Review Board

C. Incentives Allowed. The dimensional standards of the underlying zone as well as for accessory buildings (OCMC 17.54.100) may be adjusted to allow for compatible development if the expansion or new construction is approved through historic design review.

**Finding:** This project is eligible for adjustments to the dimensional standards if approved by the Historic Review Board. The applicant is requesting the flexibility to have a zero lot line setback from the front property line; to maintain a prudent distance between the existing house foundation and the proposed garage retaining walls. The width of the new garage is slightly wider to allow for a full 2-car garage compare to the dimensions of the existing 1.5 care garage. Staff supports this request.

### **CONCLUSION AND RECOMMENDATIONS:**

The applicant has provided a very compatible design, which will add value to both the historic house and district.

1. All applicable building code requirements shall apply to the request.
2. The Preservation Incentive is approved to site the garage in the proposed location.
3. Prior to submitting building permits, the applicant shall verify the required Geologic Hazards Review process (Building Official approval or Type II Land use process) and concurrently submit for review and approval.
4. Prior to building permit final, the applicant shall submit photos of existing conditions and asbuilts for the historic building file.
5. A final inspection is required by Planning Staff prior to building permit final

### **EXHIBITS**

1. Vicinity Map
2. Applicant's Submittal
3. Public Comments
  - a. Denyse McGriff- McLoughlin Neighborhood Association
4. Oregon City Inventory Form: 302 Madison Street