



OREGON CITY

Community Development – Planning

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FILE NO.: HR 14-10

HEARING DATE: Tuesday, February 24, 2015
6:00 p.m. - City Hall
625 Center Street
Oregon City, Oregon 97045

OWNER: Ron and Debbie Bistline
PO Box 541
Beavercreek, OR 97004

APPLICANT: Greg Creighton
Creighton Architecture
252 A Avenue, Suite 300
Lake Oswego, OR 97034

LOCATION: 31E01AA TL 3500
Blanchard Street, Oregon City, OR 97045

REQUEST: Approval of a new single family residence in the Canemah National Register District.

REVIEWER: Christina Robertson-Gardiner, AICP, Planner

CRITERIA: **The criteria for new construction are set forth in Section 17.40.060 as follows:**

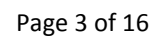
1. For construction of new structures in a Historic or Conservation District, or on a Historic Site, the criteria to be used by the Historic Review Board in reaching its decision on the certificate of appropriateness shall include the following:
 - a. The purpose of the Historic or Conservation District as set forth in Section 17.40.010;
 - b. The provisions of the Oregon City Comprehensive Plan;
 - c. The economic effect of the proposed structure or the historic value of the district or historic site;

- d. The effect of the proposed new structure on the historic value of the district or historic site;
- e. The general compatibility of the exterior design, arrangement, proportion, detail, scale, color, texture and materials proposed to be used in the construction of the new building or structure;
- f. Economic, social, environmental and energy consequences;
- g. Design guidelines adopted by the Historic Review Board.

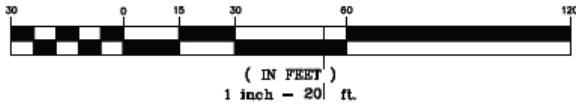
BASIC FACTS:

The applicant seeks design review approval for a proposal to construct a new single family home on a corner site that is currently 9,583 square feet. The site is adjacent to an existing 1-story single family home located at 716 4th Avenue. Access to TL 3500 is problematic due to topography and a natural resource (stream) that runs through the property.

While the site fronts Blanchard, the owner has secured a private access easement across TL2700 (716 4th Ave) to get to the new site. (See site plans) There is already a vehicular access to 4th Ave at the NE corner of TL2700. The applicant intends to improve that access point and build a new driveway in the easement area. The proposed structure is a 2-story Vernacular with a tuck under with basement design. The home will face Blanchard Street. The main entry is on the Blanchard Street elevation and will be accessed by a walkway from the driveway area on the north side of the home.



GRAPHIC SCALE



NATURAL RESOURCE OVERLAY DISTRICT (NROD):
TABLE 17.49.120.D DEFINES THE WIDTH OF THE NROD DISTRICT AS A FUNCTION OF THE TYPE OF RESOURCE AND THE STEEPNESS AND LENGTH OF THE SIDE SLOPES ADJACENT TO THE RESOURCE. IN THIS CASE THE RESOURCE IS A SMALL PERENNIAL STREAM, AND THE SIDE SLOPE VARIES LENGTH AND STEEPNESS DEPENDING ON LOCATION.

PROTECTED FEATURE:
A SMALL NATURAL STREAM WITH VARYING SIDE SLOPES. STREAM IS PERENNIAL NON FISH BEARING. STREAM CHANNEL AND GRADE HAVE BEEN MODIFIED WITH ROCK AND CONCRETE STRUCTURES TO CONTROL EROSION AND CREATE AESTHETICALLY PLEASING FEATURES.

SLOPE BREAK:
BREAK IN SLOPE WHERE SLOPE PERPENDICULAR TO THE STREAM CHANGES FROM > 25% TO < 25%. THE NROD EXTENDS 50FT BEYOND THIS BREAK.

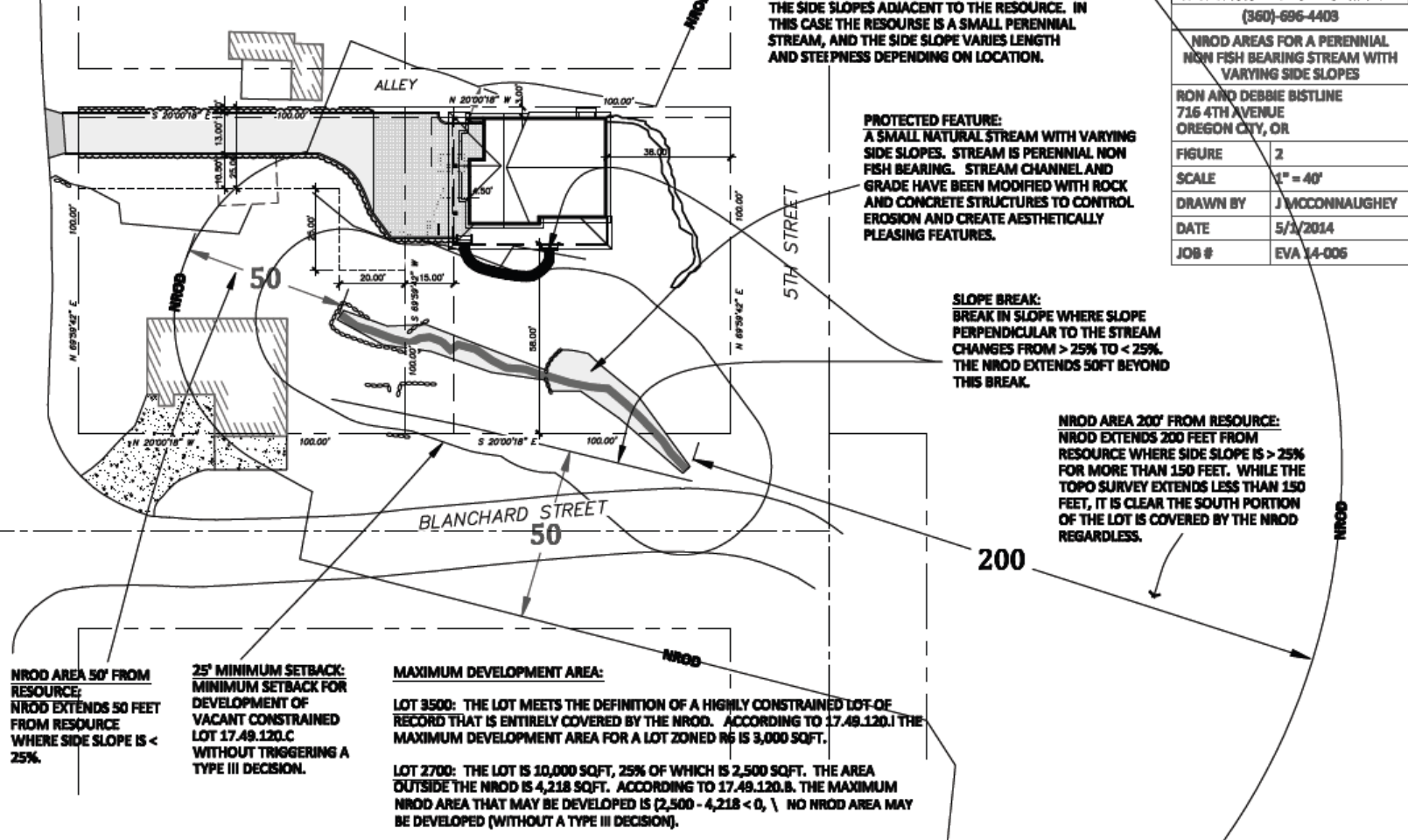
NROD AREA 200' FROM RESOURCE:
NROD EXTENDS 200 FEET FROM RESOURCE WHERE SIDE SLOPE IS > 25% FOR MORE THAN 150 FEET. WHILE THE TOPO SURVEY EXTENDS LESS THAN 150 FEET, IT IS CLEAR THE SOUTH PORTION OF THE LOT IS COVERED BY THE NROD REGARDLESS.

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NROD AREAS FOR A PERENNIAL NON FISH BEARING STREAM WITH VARYING SIDE SLOPES
RON AND DEBBIE BISTLINE
716 4TH AVENUE
OREGON CITY, OR

FIGURE	2
SCALE	1" = 40'
DRAWN BY	J. MCCONNAUGHEY
DATE	5/3/2014
JOB #	EVA 14-006



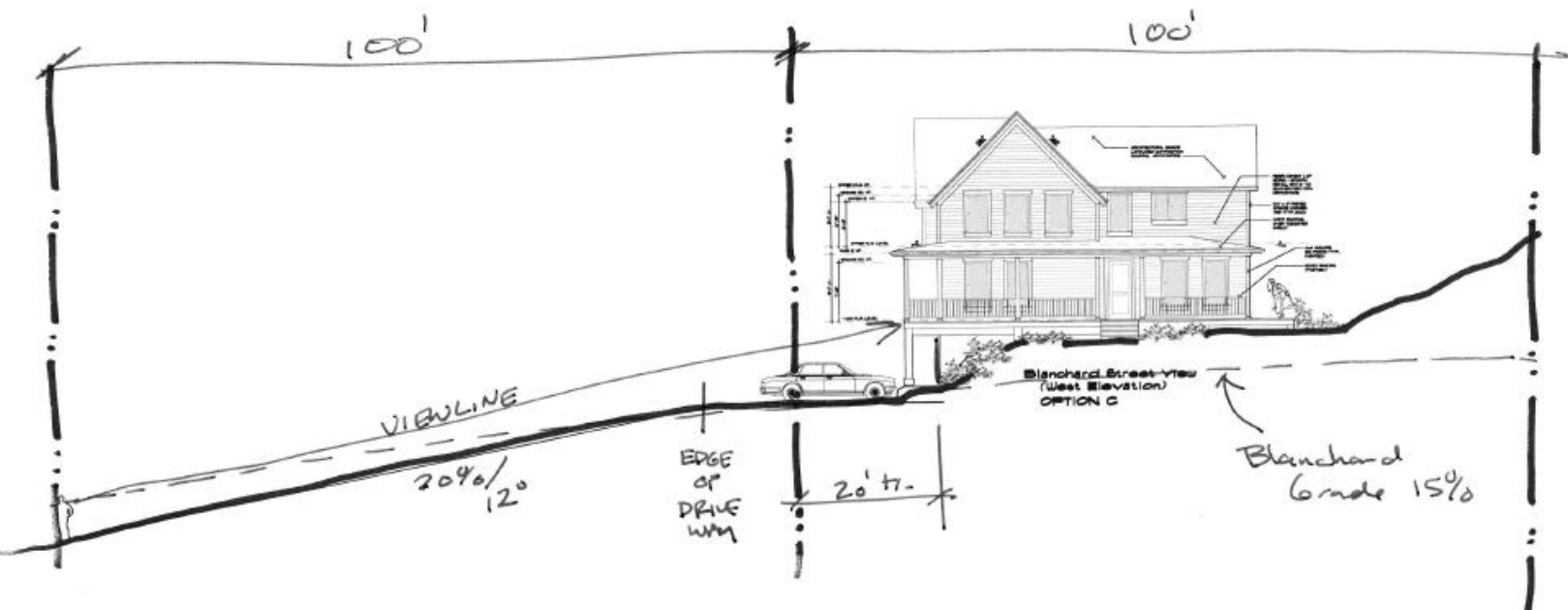
NROD AREA 50' FROM RESOURCE:
NROD EXTENDS 50 FEET FROM RESOURCE WHERE SIDE SLOPE IS < 25%.

25' MINIMUM SETBACK:
MINIMUM SETBACK FOR DEVELOPMENT OF VACANT CONSTRAINED LOT 17.49.120.C WITHOUT TRIGGERING A TYPE III DECISION.

MAXIMUM DEVELOPMENT AREA:

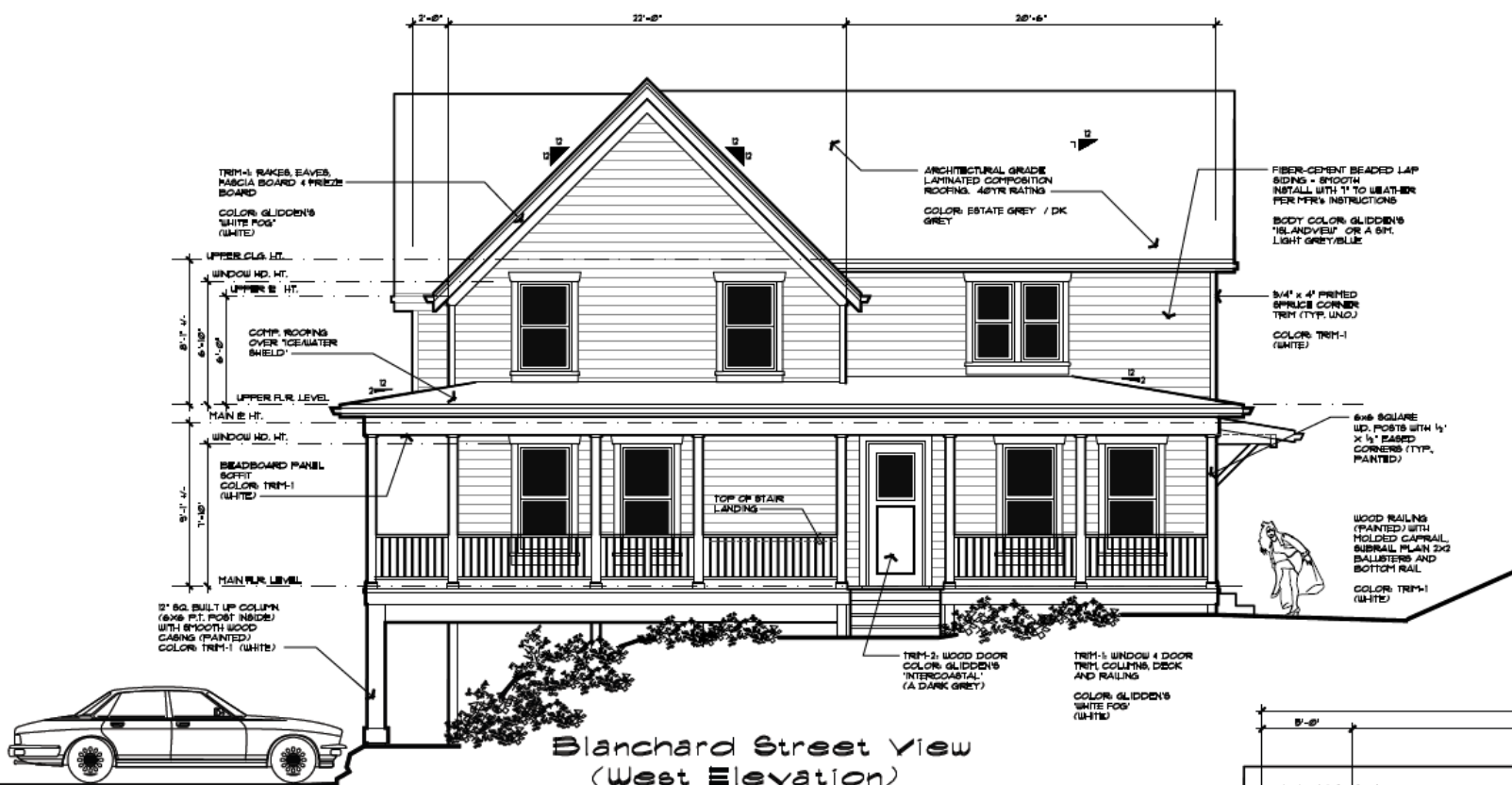
LOT 3500: THE LOT MEETS THE DEFINITION OF A HIGHLY CONSTRAINED LOT-OF-RECORD THAT IS ENTIRELY COVERED BY THE NROD. ACCORDING TO 17.49.120.I THE MAXIMUM DEVELOPMENT AREA FOR A LOT ZONED R6 IS 3,000 SQFT.

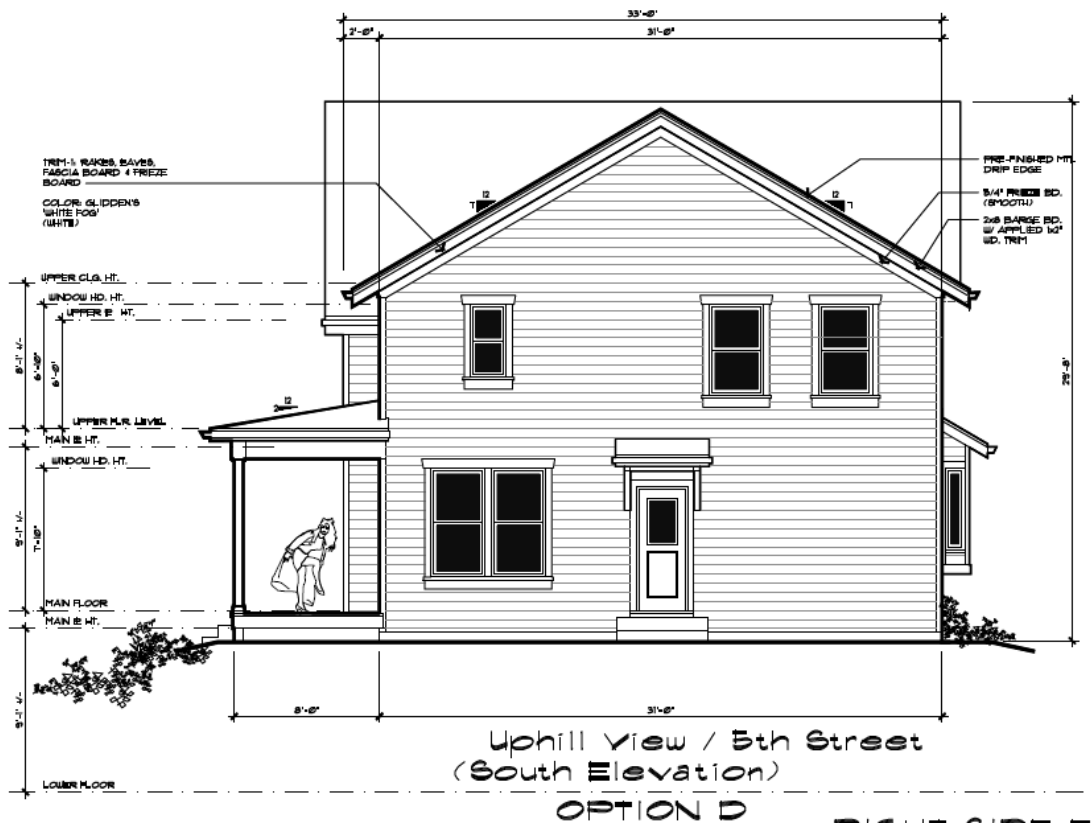
LOT 2700: THE LOT IS 10,000 SQFT, 25% OF WHICH IS 2,500 SQFT. THE AREA OUTSIDE THE NROD IS 4,218 SQFT. ACCORDING TO 17.49.120.8 THE MAXIMUM NROD AREA THAT MAY BE DEVELOPED IS $(2,500 - 4,218 < 0, \therefore)$ NO NROD AREA MAY BE DEVELOPED (WITHOUT A TYPE III DECISION).



BLANCHARD ST. PROFILE

1" = 20'





The following historic homes are located near the proposed site.

702 4th Avenue - A.E. Davis Residence c.1885

Statement of Significance: In 1889 Arthur E. Davis was listed as agent for the Portland Flouring Mills and lived in his home high on the hill in Canemah. While Davis lived in Canemah, he was the mill's agent in Oregon City. By 1899 he was treasurer of the company and lived in Portland on N.E. Ainsworth Street. The Portland Flouring Mills was owned and operated by T.B. Wilcox and Charles E. Ladd and had grown to a position of economic prominence in the Pacific Northwest grain business, shipping a great deal of flour to Asia. Also working for the company was another Canemah resident, Joseph Ganong, who began as a bookkeeper and was named President of the company when Wilcox died unexpectedly during WWI.

606 4th Avenue - Mary and Josiah Howell Residence c.1885

Statement of Significance: Mary Vance Howell was the wife of Josiah Howell, a carpenter who was born in Pennsylvania in 1821. Mary, who was 22 years younger than her husband, was born in Missouri in 1843. They had six children, one of whom, William, eventually became director of Oregon City's water works. The house is significant for its age and style, unusual in Canemah, and for its association with the Howell family. In the Canemah NR District, the building is classified as a Primary structure.

707 4th Avenue - George & Martha Draper House 1876

Statement of Significance: George and Martha Draper parented a large family, a number of whom made thier livings in Cahemah in the 1880s. Draper himself was born in New York in 1823, and served as a school teacher in Cahemah. This house was one of a number of properties owned by the Drapers. The house was also owned in the 1890s by Daniel and Lena Klemsen. The house is significant for its architectural detailing, including the original pedimented windows on the north side, for its association with Draper, and for its style. It is one of several Gothic Revival structures in Canemah and one of just a few in Oregon City.

803 5th Avenue - Edward & L.C. Nutall Residence 1895

Statement of Significance: Edward Nutall was a weaver in the Oregon City Woolen Mills. This house is significant for its age. In the Canemah NR District, the building is classified as a Primary structure.

Noticing

Notice of the proposal was sent to property owners within three hundred feet of the subject property and the Canemah 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. The Canemah Neighborhood Association meets February 19, 2015 and plans on discussing this land use item. They will be submitting their public comment either before or at the February 24, 2015 Hearing.

17.44 Geologic Hazards Overlay District and 17.44 Natural Resource Overlay District

The property is located within the Geologic Hazards and Natural Resource Overlay District. A new-single family residence 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 submit for building permits until the required Type II Geologic Hazards and Natural Resource Review has been approved. Additionally, any alterations that affect the exterior of the building(s), including the inclusion of additional retaining or wing walls, will require additional Historic Review.

ANALYSIS AND FINDINGS: The applicant needs to meet OCMC 17.40.010 and the Adopted Design Guidelines for New Construction (2006), Addition and Alterations and Demolition.

Regarding Criterion (1) - The purpose of the historic conservation district as set forth in Section 17.40.010;

The Canemah National Register District has been in residential use since its settlement in the mid 1800's. New construction, meeting the adopted standards, can provide value to the district. This criterion has been met.

Regarding Criterion (2) -The provisions of the city comprehensive plan;

Section 5

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

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and Natural Resources***

Canemah. Canemah is an important example of a relatively intact riverboat town with architectural resources dating from the 1860s. Having evolved from a community for the elite of the riverboat industry to a workers' community, Canemah retains essentially the same sense of place it had in the latter half of the 19th century. Situated above the Falls of the Willamette, it was an important portage town and the major shipbuilding center on the upper Willamette River.

Present Status. Canemah was listed as a Historic District in the National Register of Historic Places in 1977. The area was zoned in 1954 for industry along the river, commercial and multi-family along McLoughlin Boulevard, and multi-family along Third Avenue and portions of Fifth Avenue. In 1982, a majority of the area was rezoned as residential except for a small strip on McLoughlin Boulevard, which was rezoned to Historic Commercial. In the last 20 years, many homes within the district have been rehabilitated, but some have not been maintained to a level that ensures their significance and status as contributing structures. New construction and exterior alterations need to be reviewed for their long-term effect on the neighborhood and National Register Historic District status.

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 by following the adopted design guidelines for new construction, the proposed new construction, as conditioned, can be compatible and add long-term value to the district

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

Finding: The development will add value to the District in multiple ways. It will fill a need for residential dwelling units; it will also increase the vitality of the neighborhood.

Finally, 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 construction is allowed within the district.

Regarding Criterion (4) The effect of the proposed new structure on the historic value of the district or historic site;

The proposed height and massing of the building is sized as to not impact the adjacent historic buildings. The applicant has utilized a design approach that breaks down the volume of the house into the detached garage and the side wing. The applicant has

setback the house from 27 feet from the front property line, thereby reducing the massing from 4th Avenue.

The siting of the house and the Vernacular architecture were specifically chosen to be compatible with the adjacent historic homes listed above. Additionally, the applicant has chosen to construct a house with

Denyse McGriff and the Canemah Neighborhood Association have submitted comments relating to the design details of the house. Staff finds that, as conditioned, the applicant has proposed a proportional Vernacular building with an adequate level of design details to meet the criterion

Regarding Criterion (5) - Design Compatibility:

The new building is of appropriate scale and proportion to blend with the properties of the District. The applicant has proposed a Vernacular Design, which is one of the approved design types for the district. Additionally, the applicant has chosen to break up the massing by the use of a set-backed side wing chasing the grade with a basement garage

The proposed materials, and architectural features, as conditioned, are acceptable and meet this criterion if the Conditions of Approval are met.

Regarding Criteria (6) -Economic, social, environmental and energy consequences

As described in Criterion 3, new construction and additions meeting adopted design standards can add economic and social value to the district. Compatible infill in an existing compact neighborhood reduces the need for further expansion of the city, which adds considerable savings to the cost of infrastructure.

Design Guidelines for New Construction

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 proposed development is located within the Canemah National Register District. The lot is currently vacant. A number of Vernacular homes as listed above near the proposed site. The site sits at the edge of the historic district near the 1970s McMurchie addition.

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: The development proposed to use a vernacular design. The style is commonly seen in the area, including multiple residences within one block of the site.

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 development, as proposed, meets all of the zoning requirements for the site. The applicant has chosen to propose a simple vernacular design with footprints similar to others historic vernacular homes in the district. However, due to topographic and natural resource constraints the applicant is forced to place the garage in the basement with access to 4th Avenue. The main volume of the house is 33X42 with the addition of the porch is 39x47. This is at the upper limit of massing for new homes in Canemah. The key compatibility question lies in breaking up the mass without losing the simplified nature of the vernacular architecture and providing opportunities for obscuring site views through the introduction of evergreen and deciduous trees.

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: Staff finds that overall the application has submitted a Vernacular design that is compatible with the district by utilizing the topography, minimizing the exposure of the basement garage and breaking up the massing by creating the illusion of a cross gabled addition.

The Design Guidelines for New Construction were written to allow property owners a clear path to approval if they could show that their proposal meets the adopted guidelines. Staff believes that as conditioned, these can be met.

RESIDENTIAL BUILDING STYLES

VERNACULAR

In the Canemah Neighborhood the most prevalent extant architectural style is Vernacular, built between 1867-1929. Important style characteristics as found on houses in the Canemah District to be used for new construction are noted below.



Built: 1867

CHARACTERISTICS OF THE STYLE

Site

- No uniform front setback; South of 3rd Street: houses may face front or side depending on topography.
- Lots range from 50x100 to 100x100 and contain a single house.
- Properties edges often not defined; Where fenced, primarily picket or low slat at front with side or partial returns.
- Planting: South of 3rd Street: forest setting, native and ornamental plantings form visual screen and sense of privacy; Elsewhere on the more level portions: lawn and planted area around buildings.
- House Placement: to suit the existing topography and most level lot portion especially south of 3rd Street.
- Retaining walls: stone, mortared or stacked basalt, or concrete south of 3rd Street, especially in proximity with street.
- Garages: Not found historically; informal graveled or paved parking next to street or along house; New garages to be located along side or behind house. Where topography is a concern, locate garage offset from building primary façade, close to street with direct access.
- Accessory Buildings: detached, behind along side of house and located to allow use of particular function.
- Streets: South of 3rd Street: narrow, without curbs or sidewalks; casual pedestrian paths and connecting stairs are encouraged.

Building Form

- Form easily allows additions and alterations such as increases in family size, activities or changing technology; generally smaller in size than McLoughlin.
- Shape: rectangular in plan, with smaller rectangular combinations to primary form; Rectangular or square form reinforced on façade. L-plan, T-plan options.
- Height: Maximum 1 ½ stories in height; Basement option.
- Proportions: Height (eave) to maximum width: 1:1 Height to Depth: can vary greatly.
- Roof: gable, of not less than 8:12 pitch, 10:12 and steeper are preferred. No cross-gable roofs; Possible wing or addition with lower ridgeline that is perpendicular or is offset.



Built: 1875



Built: 1864

Design Composition

- Lacks rigid system of exterior detailing that makes it a clearly definable architectural style; allows design flexibility and is inherently varied.
- Designed and built without assistance of a trained architect. Collaborative design evolved with homeowner and builder, based on familiar styles, features and products.
- Can combine features from other architectural styles popular during the historic period; simpler designs than McLoughlin.
- Porch: full or partial length at the front entry; if close to the ground, no railings; at main story only.
- Dormers: None.
- Materials: local, readily available.
- Windows: 1:1, double hung windows.
- Siding: horizontal board siding; typically shiplap, or channel; occasionally bevel.
- Ornament: Exterior decoration is modest, consisting of scroll-work brackets at the top of porch pillars, plain cornerboards and simple window trim. Most houses do not feature spindlework in the peaks of their gable roofs.
- Interior fireplaces and chimneys.



Built: 1885

Spacing

Maintain similar spacing to cont ext buildings and the neighborhood.

Canemah, South of 3rd: House spacing is more irregular, but privacy is to be maintained. Adjust the siting to preserve mature plantings. Houses closer than 15 feet to the lot line require visual screening from one another

Accessory Buildings

Accessory buildings are subservient to the primary building and provide auxiliary use. They are to be located at less visible areas such as the side or back of the primary building. Where topography issues arise, detached garages may be located in the front yard if offset from the main façade

Roofs

Canemah: cross gabled roofs; a secondary wing or addition with a perpendicular gable at the main roof ridgeline; allowable if it is a lower story or lower ridgeline

Finding: To better meet the spacing context, Prior to obtaining a Certificate of Occupancy, the applicant shall submit an amended landscape plan that includes the following:

- a.3-6 additional minimum 1 ½ inch caliper trees that are a mix of native evergreen and deciduous with a minimum mature height of 35 feet planted to better buffer the new construction from the neighborhood and hide the massing of the building. Staff will review the

final landscape plan at the time of C of O to determine the minimum number of trees required to meet this condition.

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?

Finding. Over the course of two design advice meetings, the applicant has further refined the design to remove extraneous details to what should be a straight forward and simple design esthetic. The simplification of the dormers, porch, and bay window continue to better align with the Vernacular context of Canemah.

CONCLUSION AND RECOMMENDATIONS:

1. Prior to release of building permits, the applicant is required, apply for and gain approval of a Geological Hazards Overlay Review per OCMC 17.44
2. Prior to release of building permits, the applicant is required, apply for and gain approval of a Natural Resources Overlay Review per OCMC 17.49
3. The applicant is allowed to adjust the main level of the house if it can be lowered through the geologic review process. However, it cannot be lifted without further review by the Historic Review Board. Terraced rockeries under 3 ½ feet approved through the geologic hazard review are an approved landscaping approach and will be allowed on the site as a terracing option and do not require additional review by the Historic Review Board.
4. The applicant shall acquire a ROW permit for any and all driveway and rockery work in the 4th Avenue or Blanchard Street through the Public Works Department.
5. Incised lumber or pressure treated wood shall not be used on any visible surfaces.
6. All railings, decking and stairs shall be finished to match the house body or trim.
7. The applicant shall utilize the following, unless an alternate has been approved by the Historic Review Board.
 - a. Wood or fiberglass windows and doors. Fiberglass windows (Marvin Integrity or equivalent)
 - b. The window sash shall be the darkest color of the three color paint scheme.
 - c. Wood or a minimum 6-8 -inch reveal smooth composite siding
 - d. Simple vernacular styled lighting.
 - e. Simple paneled fiberglass or wood garage doors with or without windows.
8. Prior to obtaining a Certificate of Occupancy, the applicant shall submit an amended landscape plan that includes the following:
 - a. 3-6 additional minimum 1 ½ inch caliper trees that are a mix of native evergreen and deciduous trees with a minimum mature height of 35 feet planted to better buffer the new construction from the neighborhood and hide the massing of the building. Staff will review the final landscape plan at the time of C of O to determine the minimum number of trees required to meet this condition.
9. Sidewalk improvements are now required as part of the Single Family Building Permit process. However, new buildings located within historic districts may gain a waiver from this requirement if it can be shown that the new sidewalks are not appropriate for the area. The HRB supports the waiver of sidewalks on this frontage as there is no historic context for sidewalk in Canemah

outside of the 99E frontages. Furthermore, any sidewalk installation would require approval by the Historic Review Board.

EXHIBITS

1. Vicinity Map
2. Applicant's Submittal
3. Design Advice Meetings, October and December HRB meetings