



OREGON CITY

Community Development - Planning

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FILE NO.: HR 16-04

HEARING DATE: Tuesday, September 27, 2016
6:00 p.m. - City Hall
625 Center Street
Oregon City, Oregon 97045

**APPLICANT/
OWNER:** Josh Adams
311 High Street
Oregon City, OR 97045

LOCATION: 311 High Street
Oregon City, OR 97045
Clackamas County Map No. 2-2E-31AC-12200

REQUEST: Rear and front addition of a locally designated house in the McLoughlin Conservation District.

REVIEWER: Christina Robertson-Gardiner, AICP, Senior Planner

RECOMMENDATION: Staff recommends conditional approval

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

E. For exterior alterations of historic sites in an historic district or conservation district or individual landmark, the criteria to be used by the board in reaching its decision on the certificate of appropriateness shall be:

1. The purpose of the historic overlay district as set forth in Section 17.40.010;
2. The provisions of the city comprehensive plan;
3. The economic use of the historic site and the reasonableness of the proposed alteration and their relationship to the public interest in the structure's or landmark's preservation or renovation;
4. The value and significance of the historic site;
5. The physical condition of the historic site;
6. The general compatibility of exterior design, arrangement, proportion, detail, scale, color, texture and materials proposed to be used with the historic site;
7. Pertinent aesthetic factors as designated by the board;
8. Economic, social, environmental and energy consequences; and
9. Design guidelines adopted by the historic review board.

BASIC FACTS:

Site and Context

The proposed project consists of a small addition to the front of the home, and a slightly larger addition to the rear, of 311 High St. In total the construction will add 256 sq. feet to the structure. The front addition is to enlarge the kitchen, making room for more storage as well as a dishwasher. This will be a simple 72 sq. feet. The rear addition will add a second bedroom, as well as enlarge the bathroom and makes up an additional 184 sq. feet.

The front addition will slightly extend the existing front facade forward (East) by 6 feet. The rear addition will extend two feet past the existing rear of the structure. The decision to extend rather than square off these areas was made in order to retain the simple style of homes of the time, complementing the original vernacular designation.

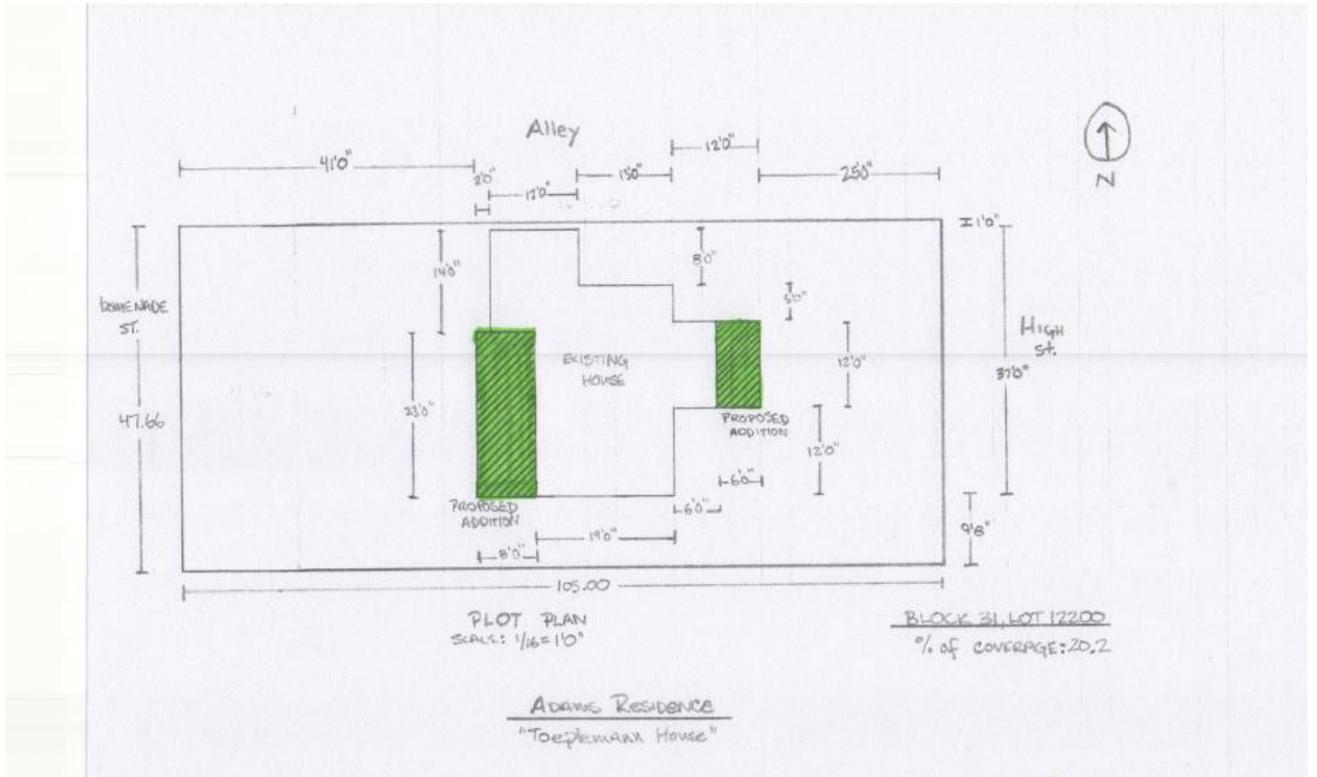
The roofs ridgeline will remain the same. The pitch will be changed from 6\12 to 3\12 to extend the roof in the rear, while the pitch in the front will remain as is at 5\12. A new foundation will be poured for both front and rear additions. Both of these will tie into the existing foundation.

In the front of the house two aluminum windows will be replaced with wood casement windows in the style and size of existing casement windows. In the rear, two will be replaced with 2/2 double-hung windows. A new casement window will be added in the rear as well. We will restore the basic vernacular look by removing elements not true to the style of the home such as the existing ornamental window décor. Three additional, 2/2 double-hung windows, and two casement windows will remain.

We will retain the homes historic character by using double 1 x 6 lap siding, and historically appropriate paint colors.

Staff Recommendation: Based on the following findings, staff recommends that the Historic Review Board approve the proposed rear addition to the house and encourage the owners to retain the dimension of the front addition and when appropriate, return the front windows to their original configuration and material.

Alternately, if the Board determines that the addition can be found to be compatible with the historic house, staff recommends that the HRB provide specific findings for the approval in any motion approving the project to ensure that this decision remains site and project specific and does not create a blanket precedent for future projects.



Google Street View 2016 (High Street)



Google Street View 2012 (Bluff Street)



311 High Street - F.A. Toepelmann House



This modest one story house sits under a side gable roof with a large rectangular bay on the east side under a second gable. At the northwest corner of the house, a shingled addition extends out from the north side, added about 1940. At the southwest corner, a shed roofed addition projects out to the west, clad with lap siding. The main body of the house is clad with double drop siding, finished with cornerboards. The windows in the house are a mixture of aluminum sliding sashes (east rectangular bay), 2/2 double-hung wood sashes (northwest addition), sixpane casements (southwest bay), and eight-pane casements (main house body). All of the windows have plain

board trim, and the windows on the west side of the house feature decorative apron molding and wood shutters. The two aluminum sliders in the east bay feature wood hood moldings, a modern addition. Two brick chimneys are present in the house, one on the south wall and one in the northwest corner. The house features open eaves and a shallow porch under a shed roofed addition to the main gable on the southeast corner of the house, south of the rectangular bay.

Statement of Significance: The Toepelmanns purchased the land in 1880. Frank and Louisa Toepelmann lived at this house in 1897. In the 1900 Federal Census, F.A. Toepelmann was listed as a landlord and is said to have lived in the "lower level". In 1924 Kenneth and Gladys Woodward (who also bought the neighboring property #308 in 1930) purchased the house and resided there through the 1940s. Jack and Betty Woodward lived there until 1953. Jack worked for Wally's Music Shop. There were multiple tenants in the 1960s until the Woodwards sold in 1969 to Owen and Marion Marine.

Zoning

The property is zoned "MUC-1m" Single Family Residential and the Comprehensive Plan designation is "C" Commercial

The dimensional standards in the "MUC-1) District are listed as follows:

17.29.050 - Dimensional standards—MUC-1.

A. Minimum lot areas: None.

B. Maximum building height: Forty feet or three stories, whichever is less.

C. Minimum required setbacks if not abutting a residential zone: None.

D. Minimum required interior and rear yard setbacks if abutting a residential zone: Twenty feet, plus one foot additional yard setback for every one foot of building height over thirty-five feet.

E. Maximum allowed setbacks.

1. Front yard: Five feet (may be extended with Site Plan and Design Review (Section [17.62.055](#))).

2. Interior side yard: None.

3. Corner side setback abutting street: Thirty feet provided the Site Plan and Design Review requirements of [Section 17.62.055](#) are met.

4. Rear yard: None.

F. Maximum lot coverage of the building and parking lot: Eighty percent.

G. Minimum required landscaping (including landscaping within a parking lot): Twenty percent.

Findings: Conformance to MUC-1 setbacks will reviewed at the time of building permit submittal through the Type 1- Site Plan and Design Review Process.

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- Mcloughlin Neighborhood Association indicated support for the application and found the addition to be in keeping with the design of the simple workers cottage, removing non-historic materials and utilizing historic materials in the new addition. She did not object to the front addition.

Public Works indicated that the access to Bluff Street is unimproved and access is currently informal on this parcel. Future agreements may need to be acquired with the owner. Staff has not identified any Design Guidelines that pertain to this comment as the applicant is not proposing to alter the onsite access but is including it in the staff report as a courtesy to both parties.

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

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

- 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;
- B. Safeguard the city's historic, aesthetic and cultural heritage as embodied and reflected in such improvements and districts;
- C. Complement any National Register Historic districts designated in the city;
- D. Stabilize and improve property values in such districts;
- E. Foster civic pride in the beauty and noble accomplishments of the past;
- F. Protect and enhance the city's attractions to tourists and visitors and the support and stimulus to business and industry thereby provided;
- G. Strengthen the economy of the city;
- H. Promote the use of historic districts and landmarks for the education, pleasure, energy conservation, housing and public welfare of the city; and
- I. Carry out the provisions of LCDC Goal 5.

The McLoughlin Conservation District has been in residential use since its settlement in the late 1800's. Additions, meeting the adopted standards, can provide value to the district by stabilizing property values and strengthening the economy of the city. As proposed, the addition does not meet the adopted standards for alterations. Moreover, the proposed front addition will have an adverse affect on the historic significance of the building by allowing the 6 foot protruding front addition. New additions that create a false sense of historical development affect the significance of the district that, could in time, affect the McLoughlin Conservation District's future listing on the National Register of Historic Places. The rear addition as design does not compete with the primary elevation and will not adversely affect the significance of the house.

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

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 an addition that has created an adverse effect on the history of the building. The Historic Review Board adopted guidelines to assist applicants in designing additions that can be compatible and secondary in nature with the historic buildings of the district. When these buildings are compromised, it can affect, over time, the overall historic significance of the district. Staff finds that as proposed, the front addition adversely affects the house and as an extension, the Conservation District.

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 front and rear addition that provides value to the district. However, the front addition contributes to a false sense of history. While the simple 1897 volume, has been added over time, they can clearly be delineated from the original volume. On its own it can be seen as adding value to the district. Yet as it adversely affects the historic contribution of the house, it will lessen the number of significant homes in the district and thus, lead to an erosion of the significance of the district as a whole.

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

As disused in this report, the proposed addition will have an adverse affect on the historic structure and will lessen the number of significant homes in the district and thus, lead to an erosion of the significance of the district as a whole.

Regarding Criterion (5) - Design Compatibility: The general compatibility of exterior design, arrangement, proportion, detail, scale, color, texture and materials proposed to be used with the historic site;

The applicant has designed a front addition that clearly meets their needs for a kitchen addition. The protruding nature of the addition dramatically shifts the focus on the historic volume to the area of the front addition and could be seen as creating a false sense of history. However, as proposed, staff finds that the addition is not compatible with the historic house and recommends denial of the front addition. The rear addition, however, is designed to be compatible, subordinate and clearly differentiates new from old.

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

As described in Criterion 3, new construction and large additions meeting adopted design standards can add value 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: Alterations – Additions

A. Site

1. In addition to the zoning requirements, the relationship of new additions to the street and to the open space between buildings shall be compatible with adjacent historic buildings and with the historic character of the District.

Response: While the building is located on busy street the massing of both of the additions are historically compatible. The spacing between the addition and the neighboring buildings is adequate and does not affect the significance of any adjacent designated buildings.

2. New additions shall be sited so that the impact to the primary facade(s) is kept to a minimum. Additions shall generally be located at the rear portions of the property or in such locations where they have the least visual impact from public ways.

Response: Staff finds that 6 foot front adversely affects the historic significance of the house. The addition visually competes with the prominence of the original historic structure. The rear addition, however, is designed to be compatible, subordinate and clearly differentiates new from old.

B. Landscape

1. Traditional landscape elements evident in the District (grass, trees, shrubs, picket fences, etc.) should be preserved, and are encouraged in site redevelopment.

Response: The applicant has indicated that the existing landscaping will be retained during construction of the addition.

2. Inappropriate landscape treatments such as berms and extensive ground cover are discouraged.

Response: The applicant has indicated that the existing landscaping will be retained during construction of the addition.

C. Building Height

1. In addition to the zoning requirements, the height of new additions shall not exceed the height of the historic building, or of historic buildings in the surrounding area.

Response: The new additions will tie into the roof structure of the existing building and therefore will be at the same height of the historic structure.

D. Building Bulk

1. New additions smaller than the historic building or the historic buildings in the surrounding area are encouraged.

a. Where new additions must be larger, the new addition shall be articulated in such a manner that no single element is visually larger than the historic building or surrounding historic buildings.

Response: Both additions are subordinate in size and massing to the historic house.

E. Proportion and Scale

1. The relationship of height to width of new additions and their sub-elements such as windows and doors and of alterations shall be compatible with related elements of the historic building, and with the historic character of the District.

Response: The elements of the proposed addition are very compatible and the applicant has taken great care in designing a building that respects the rhythm and detail of the historic building.

2. The relationship of solids to voids (wall to window) shall be compatible with related elements on the historic building, and with the historic character of the District.

Response: The applicant has proposed both addition with traditional fenestration and detailing that is compatible with the main volume of the house. The removal of the non-historic front elevation windows and replacement of new 1/1 windows is greatly appreciated and helps support the architectural integrity of the house

F. Exterior Features

1. General

a. To the extent practicable, original historic architectural elements and materials shall be preserved.

b. Architectural elements and materials for new additions shall be compatible with related elements of the historic building and with the historic character of the District.

c. The preservation, cleaning, repair and other treatment of original materials shall be in accord with the Secretary of Interior's Standards of Rehabilitation and Guidelines for Rehabilitating Historic Buildings.

Response: Much of the front and rear additions of this historic structure will be affected by the design and construction of the addition. However, as described above, the applicant has proposed an addition with traditional fenestration and detailing that is compatible with the main volume of the house.

Secretary of Interior's Standards for Rehabilitation.

In 2001, the Historic Review Board adopted the Secretary of Interior's Standards for Rehabilitation as part of their Guidelines for Alterations and Additions.

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.

Finding: The structure is remaining a single family residence.

- 2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.**

Finding: None of the historic materials slated for removal are necessarily character defining.

- 3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.**

Finding: The front addition can be seen as creating a false sense of development and could give the illusion that the addition was part of the original structure.

- 4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.**

Finding: None of the historic materials slated for removal are necessarily character defining.

Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.

Finding: None of the historic materials slated for removal are necessarily character defining.

- 5. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.**

Finding: Deteriorated historic features are not the basis for this request. Rather than repair and replace existing features, the applicant proposed to expand through the construction of an addition.

- 6. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.**

Finding: No chemical or physical treatments are proposed.

- 7. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.**

Finding: No archaeological resources have been identified in this area.

- 8. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.**

Finding: As discussed above under Section 3, the front addition can be seen as creating a false sense of history. As proposed, it is very hard to differentiate the new addition from the historic structure.

- 9. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.**

Finding: It would be difficult, but not impossible, to remove this addition without affecting the structural integrity of the historic building.

CONCLUSION AND RECOMMENDATIONS:

Staff Recommendation: Based on the following findings, staff recommends that the Historic Review Board approve the proposed rear addition to the house and encourage the owners to retain the dimension of the front addition and when appropriate, return the front windows to their original configuration and material.

Alternately, if the Board determined that the addition can be found to be compatible with the historic house, staff recommends that the HRB provide specific findings for the approval in any motion approving the project to ensure that this decision remains site and project specific and does not create a blanket precedent for future projects.

Staff recommends approval with the following conditions:

1. The applicant may construct the rear addition as proposed and conditioned. The rear addition does not meet the standards for additions found in this report and cannot be constructed unless additional findings can be found by the Historic Review Board.
2. Incised lumber or pressure treated wood shall not be used on any visible surfaces.
3. All exterior doors, windows and lighting shall be approved by staff before installation unless already approved by the Historic Review Board.
4. Prior to submitting building permits, the applicant ensure the following are identified on the revised drawings to indicate that the external materials and design meet the following standards:

Siding Material: wood

Siding Design: lap or channel siding (2- 4 inch)

Windows Material: wood or wood clad. External grids on divided light windows.

Windows Design: Double, single hung or casement

Side Door Material: Wood, external grids on if divided light windows are proposed

Side Door Design: full light, half-light, or horizontal paneled door

EXHIBITS

1. Applicant's Submittal
2. Public Comments: Denyse McGriff Mcloughlin Neighborhood Association.
3. 311 High Street Survey Form
4. Preservation Brief: Additions