



April 19, 2017

FILE NO.: HR 17-03 - Addition and alterations to a locally designated Landmark located outside of an Historic District and removal of two car garage onsite.

HEARING DATE: April 25, 2017
6:00 p.m. – City Hall
625 Center Street
Oregon, City, Oregon 97045

**APPLICANT /
OWNER:** Kevin Grainger KCMG LLC
11302 SE Pheasant Drive
Happy Valley, OR 97086

LOCATION: 16430 Hiram Avenue
Oregon City, OR 97045
CC Map #2-2E-28BC-01500

REQUEST: Addition and alterations to a locally designated Landmark located outside of a Historic District and removal of two car garage onsite.

REVIEWER: Trevor Martin, Planner
Christina Robertson-Gardiner, Senior Planner

RECOMMENDATION: Approval with Conditions

CRITERIA: Administration and Procedures are set forth in Chapter 17.50, Chapter 17.40, Historic Overlay District in Chapter 17.40, and “R-6” Single-Family Dwelling District in Chapter 17.12 of the Oregon City Municipal Code. The City Code Book is available on-line at www.orcity.org.

Please be advised that any issue that is intended to provide a basis for appeal must be raised before the close of the hearing, in person or by letter, with sufficient specificity to afford the Historic Review Board and the parties an opportunity to respond to the issue. Failure to raise an issue with sufficient specificity will preclude any appeal on that issue. The decision of the Historic Review Board may be appealed to the City Commission by parties with standing within fourteen (14) calendar days of the notice of decision. Any appeal will be based on the record. The procedures that govern the hearing will be posted at the hearing and are found in OCMC Chapter 17.50 and ORS 197.763. A city-recognized neighborhood association requesting an appeal fee waiver pursuant to OCMC 17.50.290(C) must officially approve the request through a vote of its general membership or board at a duly announced meeting prior to the filing of an appeal.

Recommended Conditions of Approval

(P) = Verify that condition of approval has been met with the Planning Division.

(DS) = Verify that condition of approval has been met with the Development Services Division.

(B) = Verify that condition of approval has been met with the Building Division.

(F) = Verify that condition of approval has been met with Clackamas Fire Department.

Prior to the hearing, the applicant shall provide staff and the Historic Review Board elevation drawings of all four proposed elevations for the file to determine if additional conditions of approval are warranted for this application. Failure to provide elevations by the April 25, 2107 hearing may delay the Board's ability to approve the application.

1. Prior to issuance of a Certificate of Occupancy, staff shall ensure that:
 - a. Incised lumber or pressure treated wood shall not be used on any visible surfaces. (P)
 - b. All railings, decking and stairs shall be finished to match the house body or trim. (P)
 - c. The applicant shall utilize the following:
 - i. Wood 1/1 windows and wood doors (five panel, full panel or half lite). (P)
 - ii. Wood horizontal lap or channel siding (P)
 - iii. Gable trim consisting of a simple bargeboard with molding at roofline and a wide molded rake board.(P)
 - iv. Simple vernacular styled lighting.(P)
2. Prior to receiving building permits, the applicant shall revised the interior side (north elevation) windows to provide a 1/1 window that matches the existing 1/1 widows on the building. (P)
3. Prior to obtaining a building permit, the applicant shall submit four interior and five exterior photos showing all four elevations of the two car garage and site context for the file. (P)
4. Prior to receiving building permits, the applicant shall revise the front porch details to conform to the simple architectural nature of the house. (P)
 - a. Porch post revised to be simple thin squared posts.
 - b. Railings are not allowed unless required by building code. If required, railing shall be simple top and bottom mounted.
 - c. Simple porch lighting. Colonial or bungalow lighting is not allowed.

BACKGROUND:

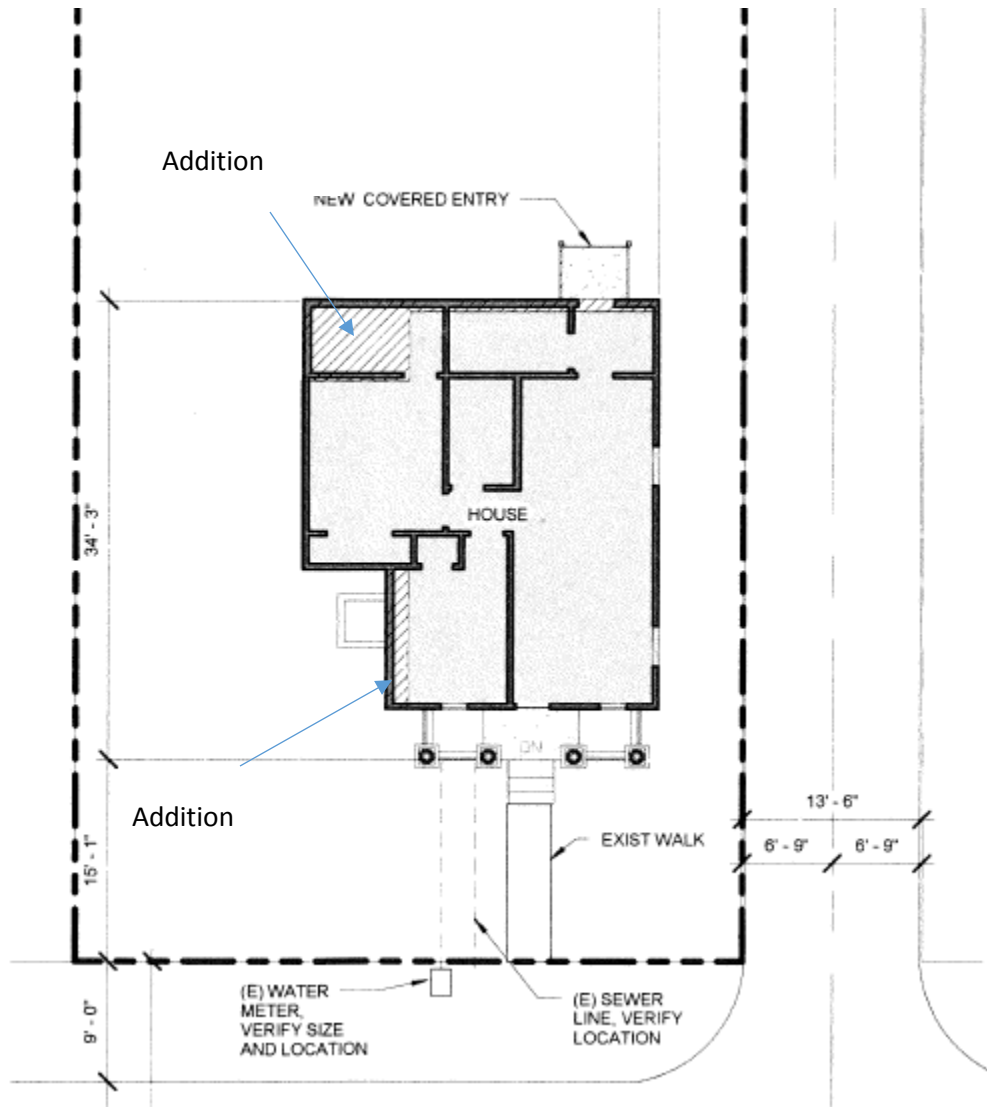
The applicant wishes to add onto the very modest worker's cottage onsite, which is currently a designated landmark in Park Place. The proposed increase is 82.9 square feet which will bring the total living area to 734.9 square feet

The applicant hopes to partition the lot in the next few years, but wishes to make improvements to the house before embarking on the land division. The house is in fair to poor condition. This application was previously submitted in 2016 as HR 16-03 but was withdrawn to pursue a rehabilitation project which would have been subject solely to staff review. However, during the building permit submittal, staff determined that the revised rehabilitation plans included an increase in the footprint of the house through the addition onto the bathroom and a small sliver of an addition to the north elevation side wall and a covered rear porch entry. Per OCMC 17.40 Historic Overlay District this is considered an addition, which requires a Type III Historic Review process.

As this small house is in fair to poor condition and the proposal will involve some additional structural stability measures that also intend to alleviate some substandard heights, the revised design in fact, may be almost a complete rebuild of the cottage. To aid the Historic Review Board to better understand the approach to approving or denying this proposal, it may be helpful to split the review into three district parts to help understand the review process and any conditions that may need to be added to the approval.

1. **Exterior Alterations**—Historic Review Board Policies. Design Guidelines for alternations and the Secretary of Interiors Standards for rehabilitation. (This normally performed at a staff level)
 - a. Provide in-kind exterior material replacement such as wood doors, windows and siding that match or closely matches the removed material's design and dimensions
 - b. New materials or architectural elements added to the house should be compatible with the architecture and massing of the building.
 - c. Alterations to the massing of the building should not remove the understanding of the original pitch and massing of the house and create a false sense of history.
2. **Design Guidelines for Additions** – Oregon City Design Guidelines for Additions
 - a. Additions should be compatible with the historic structure but remain secondary in design, location and importance and not create a false sense of history.
3. **Demolition of a 1940s era 2 car garage/storage building**- OCMC 17.40 Demolition Criteria

Additionally, the applicant appeared to have left out the front and corner side elevations from the plans. Prior to the hearing, the applicant shall provide staff and the Historic Review Board elevation drawings of all four proposed elevations for the file to determine if additional conditions of approval are warranted for this application. **Failure to provide elevations by the April 25, 2107 hearing may delay the Board's ability to approve the application.**



Site and Context

The long 50 x 310 foot parcel is located on the northeast intersection of Hiram and Rock Streets in the Park Place Neighborhood. The site consist of the small house abutting Hiram and a 1940s era two car garage located in the middle of the lot and accessed off of Rock Street.



16430 S. Hiram

Statement of Significance: The original owner is unknown. By the architectural evidence, the house is believed to date from approximately 1890. Names that appear on county deed records for the subject property include Marion Hillery (1889-1891), Thomas McGrath (1891-1898), and Otto Meindl (1905-1918). Otto E. Meindl was a retail grocer at that time.

The house is a good example of the Vernacular style. It is composed of a single rectangular volume, augmented with a catslide lean-to. The dwelling is clad with two types of siding: wide, dropped siding and sap siding. Presumably one type is a replacement. The siding is finished with corner and rake boards.

Landscape features, including fruit trees, contribute to the historic character of the dwelling.

2012 Google Maps



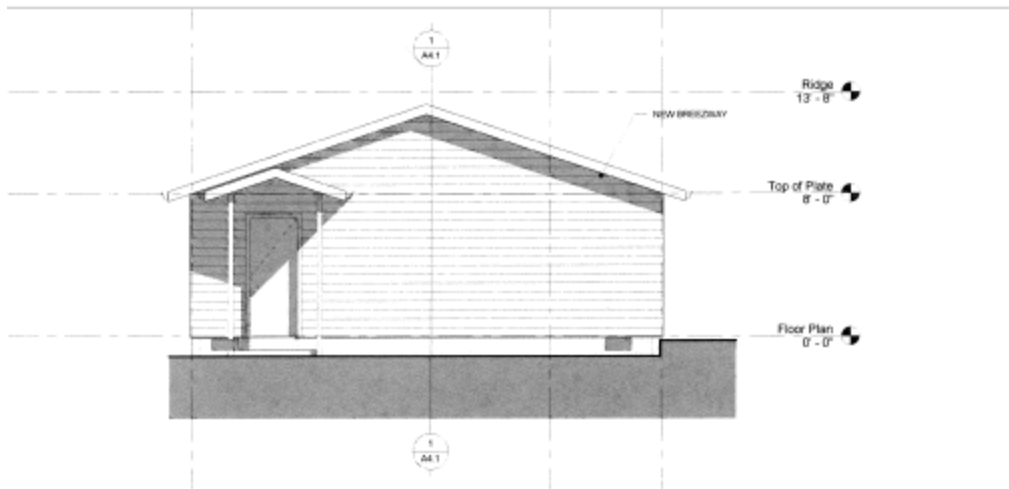
HR 17-03- Grainger



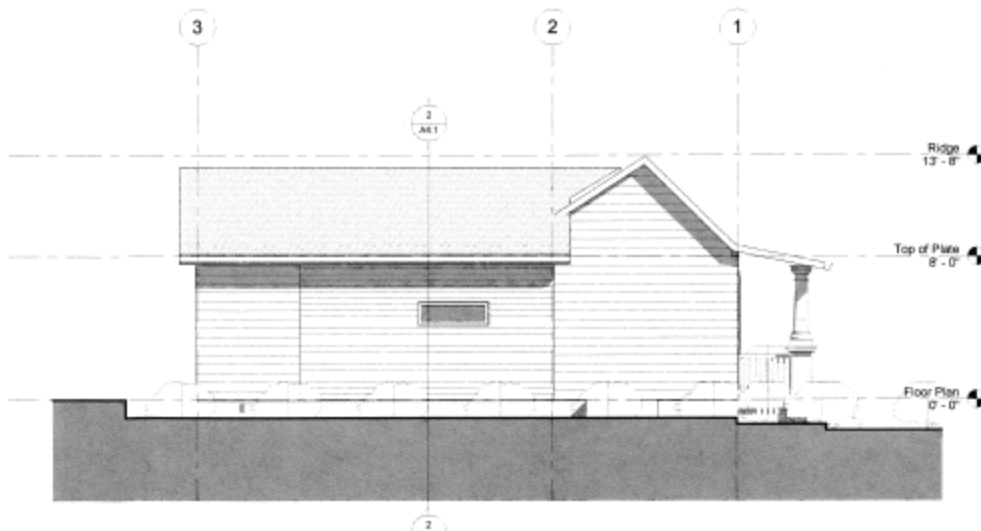
Intersection of Hiram and Gain Streets



1940s era two-car garage



3 Elevation Rear - Proposed
A4.1 1/4" = 1'-0"



I. FINDINGS OF FACT:

Zoning:

The property is zoned R-6 Single-Family Dwelling District and Low Density Residential in the Comprehensive Plan.

The applicant needs to meet OCMC 17.40.010 and the Adopted Design Guidelines Addition and Alterations and Demolition. (2012).

APPLICANTS SUBMITTAL:

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

Staff Finding: Not applicable, The House is a Landmark located in the Park Place Neighborhood, which is not a historic district.

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

Section 5

Open Spaces, Scenic and Historic Areas, and Natural Resources Canemah.

Policy 5.3.8

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

Staff Finding: By following the recommended conditions of approval, staff finds that the proposal meets the adopted design guidelines for alterations and additions and is attempting to maintain the significance of the small structure while updating it to provide a habitable and rentable unit.

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

Staff Finding: Not applicable, this is a rehabilitation of a Landmark located outside of a historic district.

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

Staff Finding: Not applicable, this is a rehabilitation and addition to a Landmark located outside of a historic district.

Regarding Criterion (5) - Design Compatibility:

Staff Finding: Not applicable, this is a rehabilitation and addition to a Landmark located outside of a historic district

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

Staff Finding: Complies with Conditions: The applicant's proposal aims at rehabilitating an existing very small cottage and removing a 1940s era two car garage to allow the site to be partitioned or a new house constructed onsite in a neighborhood with a very diverse housing stock. This approach supports the retention of needed housing and provides an opportunity to continue to invest in the property for the betterment of the neighborhood.

Staff has determined that it is possible, likely and reasonable that the applicant can meet these Criteria through the Conditions of Approval.

Design Guidelines for Alterations and Additions

Secretary of Interiors Standards for Rehabilitation

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.

Staff Finding: The proposal allows the small cottage to continue to be use for residential but also allows for structural upgrades and additions that will allow it to continue as a habitable and rentable property.

2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.

Staff Finding: No distinct materials or features will be removed from the building. All material replacement will be with in-kind materials as conditioned.

3. Each property will 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 elements from other historic properties, will not be undertaken.

Staff Finding: A substantial structural upgrade and roof height increase is proposed for the house behind the front gable. Staff finds while this approach does increase the massing of the small cottage- keeping the front gable's pitch will allow pedestrian an ability to understand the historic massing of the structure.

4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.

Staff Finding: While the two car garage is over 50 years old, it is also in fair to poor condition and not directly associated with the house. Staff finds that removal of the garage will not adversely impact the significance of the small house. The modest addition and conditions of approval will assure the historic significance of the home will be retained.

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

Staff Finding: As conditioned, the rehabilitation will utilize in kind replacement materials for the siding and windows and provide alterations that meet the simple architecture of the house.

6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence

Staff Finding: As conditioned, the new feature will match the old in design, color, texture, and, where possible, materials.

7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.

Staff Finding: No chemical or physical treatments are proposed in this project.

8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

Staff Finding: The applicant is required to follow state statues: [Indian Graves and Protected Objects \(ORS 97.740-97.760\)](#) and [Archaeological Objects and Sites \(ORS 358.905-358.961\)](#) – that protect archeological resources on public and private land.

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

Staff Finding: By following the recommended conditions of approval, staff finds that the proposal meets the adopted design guidelines for alterations and additions and the proposal is attempting to maintain the significance of the small structure while updating it to provide a habitable and rentable unit.

10. New additions and adjacent or related new construction will 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.

Staff Finding: This small rear addition, in theory, could be removed at a later date and the essential form and integrity of the historic property and its environment would be unimpaired.

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.

Staff Finding: The small 82.9 square foot bathroom addition is located at the rear of the building and does not affect the houses relationship with the street to its neighbors.

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.

Staff Finding: The small 82.9 square foot bathroom addition and rear porch addition are located at the rear of the building and do not affect the houses relationship with the street to its neighbors. The minimal (approx. 5 square feet side addition) is being proposed to allow for the revised structural support.

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.

Staff Finding: N/A-No landscape elements are proposed to be added or removed in this application.

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

Staff Finding: 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.

Staff Finding: The new addition 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.

Staff Finding: The small 82.9 square foot bathroom addition and rear porch addition are located at the rear of the building and do not affect the houses relationship with the street to its neighbors. The minimal (approx. 5 square feet side addition) is being proposed to allow for the revised structural support.

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.

Staff Finding: The small 82.9 square foot bathroom addition and rear porch addition are located at the rear of the building and do not affect the houses relationship with the street to its neighbors. The minimal (approx. 5 square feet side addition) is being proposed to allow for the revised structural support.

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.

Staff Finding: The addition to the rear and side, as conditioned, provide be compatible with related of solids to voids relationships and will require the non-historic horizontal window to be redesigned.

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.

Staff Finding: The house is in fair to poor condition and will require a substantial rehabilitation undertaking. The existing siding should be retained when possible and replaced with inkind materials. However, staff believes that this decision should be made in the field as siding replacement of inkind materials does not normally require historic review.

17.40.070 Demolition and moving

- A. If an application is made for a building or moving permit to demolish or move all or part of a structure which is a landmark or which is located in a conservation district or an historic district, the building inspector shall, within seven days, transmit to the historic review board a copy of the transaction.
- B. The historic review board shall hold a public hearing within forty-five days of application pursuant to the procedures in Chapter 17.50.
- C. In determining the appropriateness of the demolition or moving as proposed in an application for a building or moving permit, the board shall consider the following:
 1. All plans, drawings and photographs as may be submitted by the applicant;
 2. Information presented to a public hearing held concerning the proposed work;
 3. The city comprehensive plan;
 4. The purpose of this section as set forth in Section 17.40.010;
 5. The criteria used in the original designation of the landmark or district in which the property under consideration is situated;

6. The historical and architectural style, the general design, arrangement, materials of the structure in question or its fixtures; the relationship of such features to similar features of the other buildings within the district and the position of the building or structure in relation to public rights-of-way and to other buildings and structures in the area;
 7. The effects of the proposed work upon the protection, enhancement, perpetuation and use of the district, which cause it to possess a special character or special historic or aesthetic interest or value;
 8. Whether denial of the permit will involve substantial hardship to the applicant, and whether issuance of the permit would act to the substantial detriment of the public welfare and would be contrary to the intent and purposes of this section;
 9. The economic, social, environmental and energy consequences.
- D. The failure of the applicant to provide the information required by Subsection C.1.— 9. Shall be grounds for deeming the application incomplete.
 - E. The board may approve or deny the demolition or moving request after considering the criteria contained in Section 17.40.070C. Action by the board approving or denying the issuance of a permit for demolition or moving may be appealed to the city commission by any aggrieved party, by filing a notice of appeal, in the same manner as provided in Section 17.50 for appeals. If no appeal of a demolition permit is filed, the building official shall issue the permit in compliance with all other codes and ordinances of the city.
 - F. In any case where the city commission has ordered the removal or demolition of any structure determined to be dangerous to life, health or property, nothing contained in this title shall be construed as making it unlawful for any person, without prior approval of the historic review board, pursuant to this title, to comply with such order.

Finding: Complies with Conditions.

The applicant proposes to demolish the 1940s era two-car garage onsite located to the rear of the house and accessed off of Rock Street. As described in other findings in this report, the applicant's proposal aims at rehabilitating an existing very small cottage and removing a fair to poor condition 1940s era two car garage to allow the site to be partitioned or a new house constructed onsite in a neighborhood with a very diverse housing stock. This approach supports the retention of needed housing and provides an opportunity to continue to invest in the property for the betterment of the neighborhood without adversely affecting the historic resource. However, the applicant has not provided adequate photos of the structure for the file. Therefore, prior to obtaining a building permit, the applicant shall submit four interior and five exterior photos showing all four elevations of the two car garage and site context for the file.

II. PUBLIC NOTICE

A public notice was sent to neighbors with 300 feet of the subject property for a 20 day public comment period beginning April 4, 2017. No written public comments were received by the Planning Division during the public comment period.

III. CONCLUSIONS AND RECOMMENDATIONS

Based on the findings, staff recommends that the Historic Review Board approve the proposed development with the conditions found at the front of the staff report.

Exhibits

1. Vicinity Map

2. Applicant Submittal