



**June 16, 2017**

**FILE NO.:** HR 17-06 - Addition of a garage to a locally designated Landmark located outside of an Historic District.

**HEARING DATE:** June 27, 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 of a garage to a locally designated Landmark located outside of an Historic District.

**REVIEWER:** Trevor Martin, 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](http://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.*

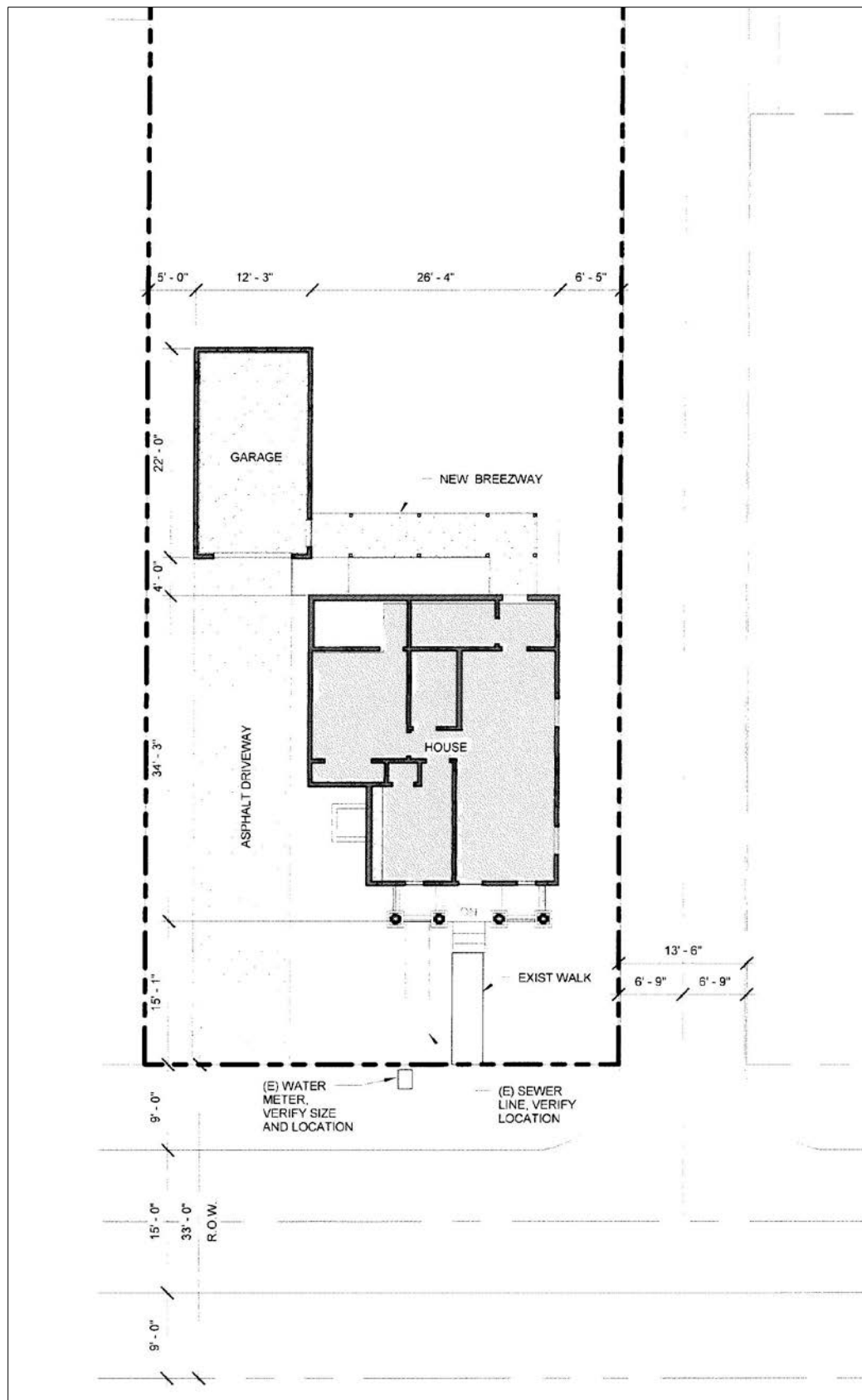
1. Prior to issuance of building permits, Staff shall insure that the site plan and elevations have been revised illustrating without a breezeway connecting the garage to the home.
2. Prior to issuance of a Certificate of Occupancy, staff shall ensure that:
  - a. Incised lumber or pressure treated wood 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 windows and wood doors. Grids may not be placed between the panes of glass. (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)
3. Simple porch lighting. Colonial or bungalow lighting is not allowed.

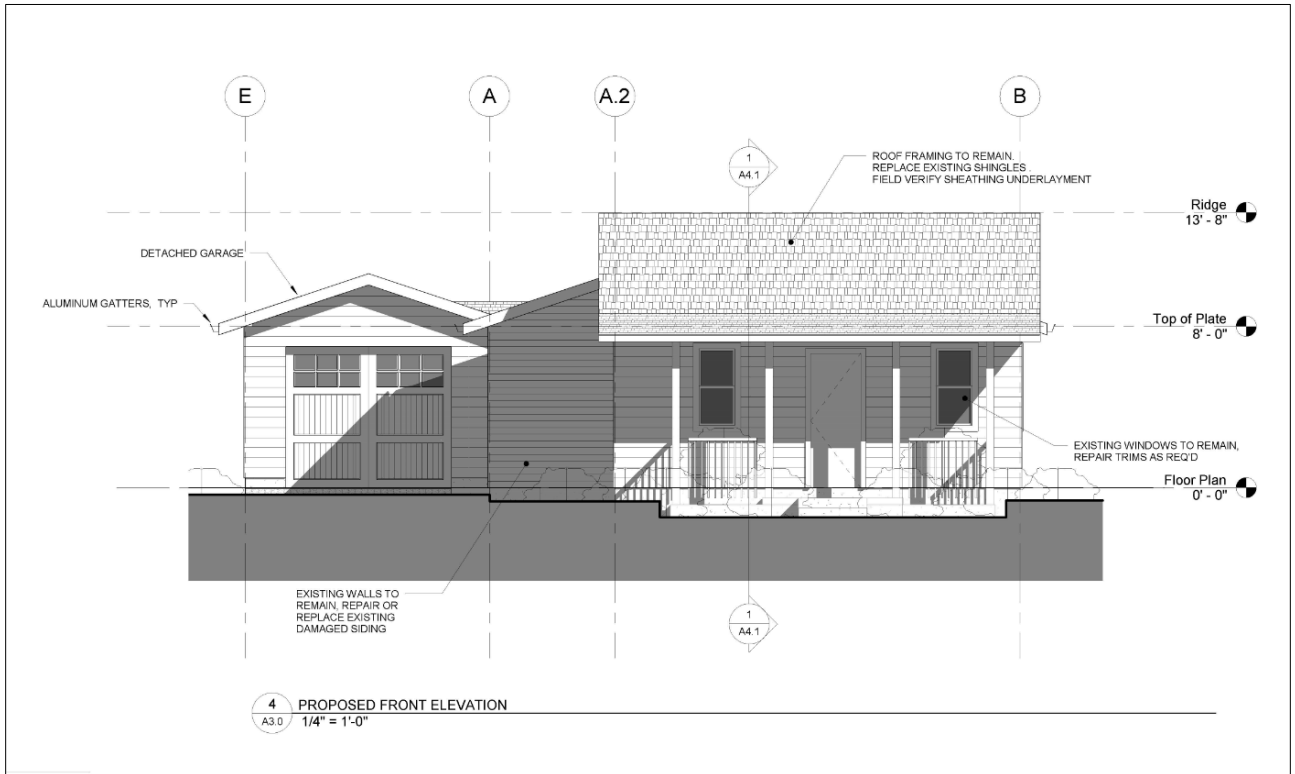
**BACKGROUND:**

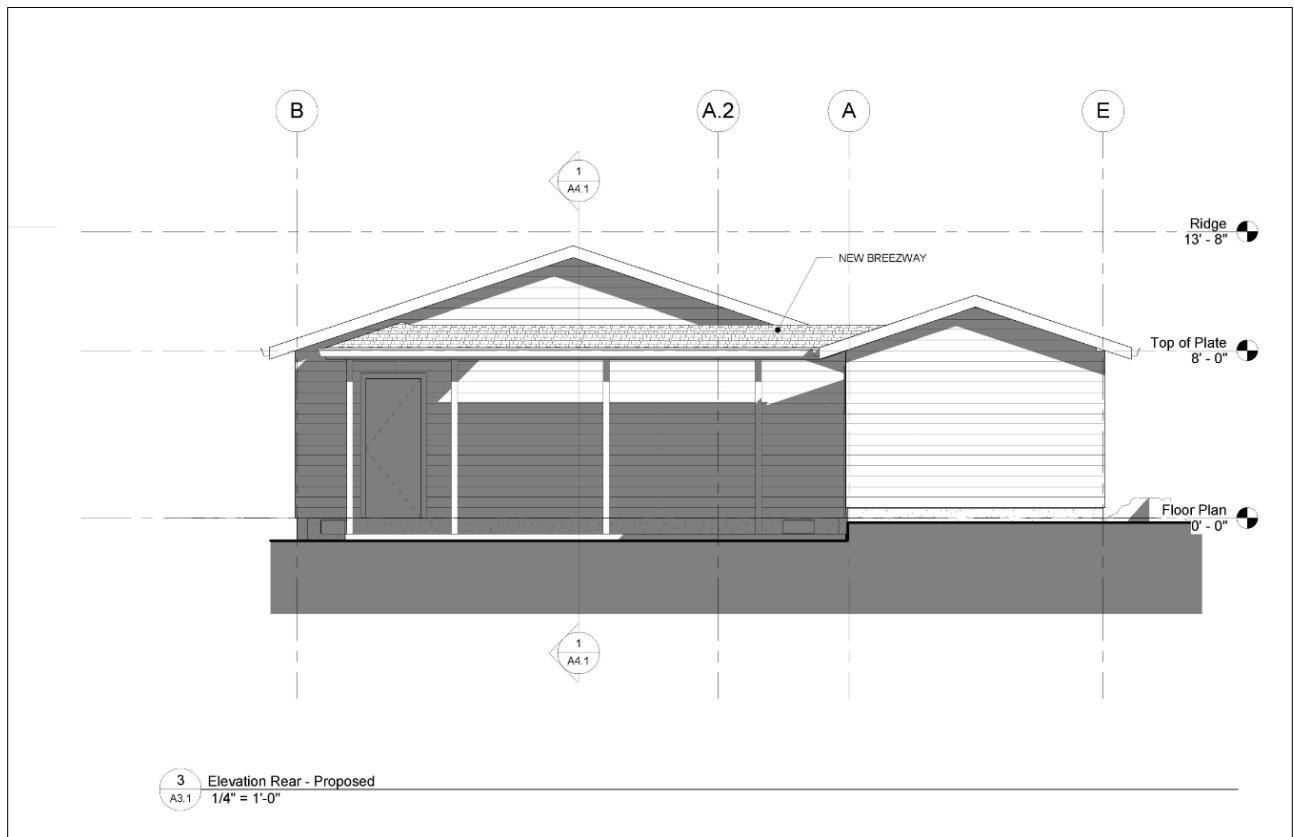
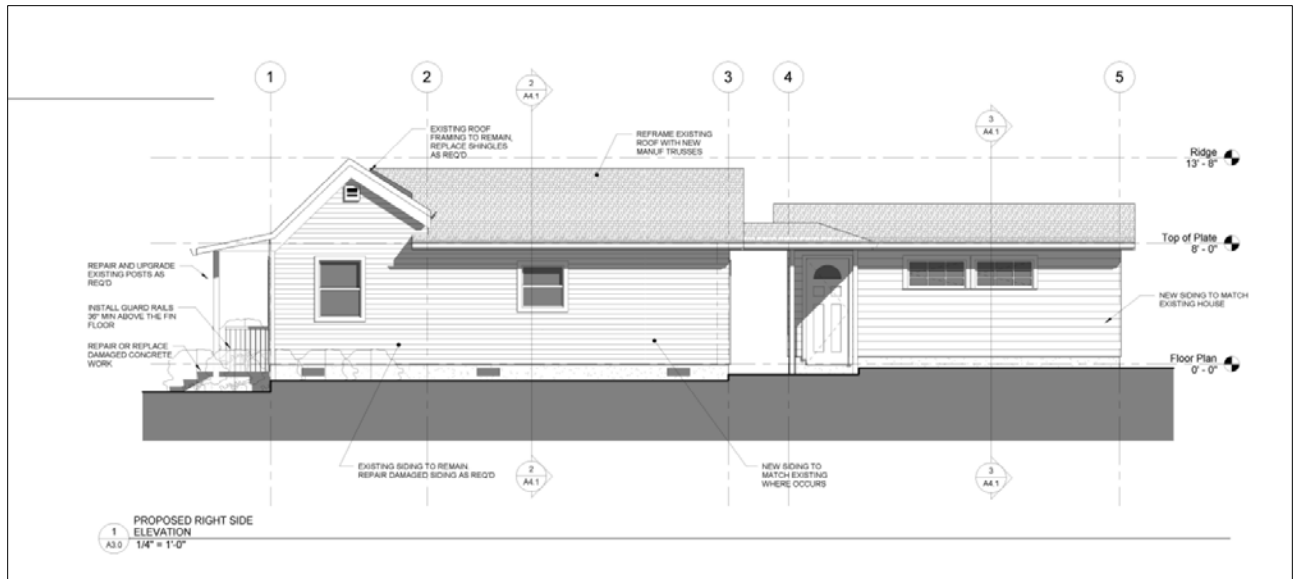
The applicant submitted this request to add a detached garage to a historical landmark on 16430 Hiram Ave. in Oregon City. The proposed 247 square foot garage has been designed to be located to the side of the home. Currently there is no structure located in this area of the property.

After the proposed garage is constructed, the applicant would like to remove the existing garage on the property.

- 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







## 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



*Intersection of Hiram and Gain Streets*



*Intersection of Hiram and Gain Streets*

HR 17-06- Grainger



## I. FINDINGS OF FACT AND CRITERIA:

### **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).

### **OREGON CITY MUNICIPAL CODE**

#### **Chapter 17.40**

*17.40.060.F (1) - The purpose of the historic conservation district as set forth in Section 17.40.010;*

**Staff Finding: Complies as Proposed.** Not applicable, the House is a Landmark located outside of a historic district.

**17.40.060.F (2) -The provisions of the city comprehensive plan;**

#### *Section 5*

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

**Staff Finding: Complies as Proposed.** This analysis demonstrates compliance with the standards for the development standards.

#### *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: Complies as Proposed.** 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.

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

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

*17.40.060.F (4) The effect of the proposed new structure on the historic value of the district or historic site;*

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

*17.40.060.F (5) - Design Compatibility: 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*

**Staff Finding: Complies with Condition.** The design of the proposed garage resembles that of the existing home as far as siding types, building heights, and relative massing standards are applied. The site plan and elevation illustrate the garage connected to the home via breezeway, the home on this site connected to a

garage would be inaccurate for the listing and not appropriate for the time period. A single home with a detached garage would be more accurate and reflecting the listing on the Local Register. Staff recommends removal of the breezeway connecting the garage to the home.

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

*17.40.060.F (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.

*17.40.060.F (7) Design guidelines adopted by the historic review board.*

**Staff Finding: Complies with Conditions:** The proposed garage uses a similar designs and materials found on the primary home on the subject site. The proposed garage will be a one stall garage, totaling 247 square feet in size. The overall size of the garage dose not remove the home from its historic context and the overall massing of the proposed garage is compatible with subject home.

The proposed doors on the garage appear to be swinging doors with three over three windows located at the top of the door.

The site plan and elevation illustrate the garage connected to the home via breezeway, the home on this site connected to a garage would be inaccurate for the listing and not appropriate for the time period. A single home with a detached garage would be more accurate and reflecting the listing on the Local Register. Staff recommends removal of the breezeway connecting the garage to the home.

*17.40.065 - Historic preservation incentives.*

**Finding: Not Applicable.** No preservation incentives have been proposed as part of this application.

*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. 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.

**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: Complies as Proposed.** The proposal allows the small cottage to continue to be use for residential but also allows for additional upgrades, such as a garage, 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: Complies as Proposed.** 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: Complies with Condition.** The applicant has designed the garage as a small 247 square foot garage that will be visible from the public right-of-way, but placed behind the primary home. The garage has been design in the same style as the existing home and construction of the garage will not detract from the historic significance of the primary structure. The site plan and elevation illustrate the garage connected to the home via breezeway, the home on this site connected to a garage would be inaccurate for the listing and not appropriate for the time period. A single home with a detached garage would be more accurate and reflecting the listing on the Local Register. Staff recommends removal of the breezeway connecting the garage to the home.

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

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

**Staff Finding: Complies as Proposed.** 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 garage 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: Complies with Condition.** 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 primary house.

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

*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: Complies with Condition.** As conditioned, the new features will match the old in design, color, texture, and, where possible, materials.

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

*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: Complies as Proposed.** 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: Complies as Proposed.** 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: Complies with Condition.** 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.

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

*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: Complies with Condition.** This small garage will not remove the integrity from the historic listing. Tying a new garage to the primary home will reinforce design characteristics of the period and further enhance the listing of the site. The site plan and elevation illustrate the garage connected to the home via breezeway, the home on this site connected to a garage would be inaccurate for the listing and not appropriate for the time period. A single home with a detached garage would be more accurate and reflecting the listing on the Local Register. Staff recommends removal of the breezeway connecting the garage to the home.

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

## *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: Complies as Proposed.** The small 247 square foot garage is located at the rear of the primary 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: Complies as Proposed.** The addition of the garage to the site will not detract from the existing home. With the construction of the new garage, the property owners will be able to remove the current garage, which is in bad disrepair.

### *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: Complies with Condition.** There are two large trees that seem like they will need to be removed as part of this garage addition. The applicant shall be required to replant two new trees on site, located relatively near the home. This will ensure that the current landscaping characteristics of the site are not lost as part of the garage addition.

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

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

**Staff Finding: Complies with Condition.** There are two large trees that seem like they will need to be removed as part of this garage addition. The applicant shall be required to replant two new trees on site, located relatively near the home. This will ensure that the current landscaping characteristics of the site are not lost as part of the garage addition.

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

#### 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: Complies as Proposed.** The new garage will be shorter and located behind the primary structure. The addition of the garage will not detract from the primary home.

#### 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: Complies as Proposed.** The addition of the 247 square foot garage will be located behind the primary structure and the height of the garage will be shorter than that of the primary home. The construction of a new garage will not create an inappropriate massing on the site. The garage is appropriately sized relative to the size of the existing home.

#### 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: Complies as Proposed.** The small 247 square foot garage located to the rear of the primary home does not affect the site's relationship with the street to its neighbors.

*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: Complies with Condition.** The garage, as conditioned, consists of elements found on the primary structure. The addition of a garage to the site will not detract from the listing of the primary structure. Per the Guidelines for New Construction, the proposed garage should use similar materials on the home that are found on the primary home. Using materials, similar to those found on the primary home, will ensure compatibility between the new garage and the existing home. Using similar materials will also maintain the integrity of the listing on the Local Register of Historic Places. The applicant shall utilize the following in the construction of the garage:

1. Wood windows and wood doors. Grids may not be placed between the panes of glass.
2. Wood horizontal lap or channel siding.
3. Gable trim consisting of a simple bargeboard with molding at roofline and a wide molded rake board.
4. Simple vernacular styled lighting.



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

**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: Complies as Proposed.** 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 in-kind materials. However, staff believes that this decision should be made in the field as siding replacement of in-kind materials does not normally require historic review.

**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