



June 27, 2017

**FILE NO.:** HR 17-04: Historic Review for a new Public Works Operations facility in the McLoughlin Conservation District.

**OWNER:** City of Oregon City  
625 Center St.  
Oregon City, OR 97045

**APPLICANT:** DECA Architecture  
935 SE Alder St.  
Portland, OR 97214

**LOCATION:** 122 S Center St., Oregon City, OR 97045  
Clackamas County Map: 3-2E-31 Tax Lot: 500, 2100, 2200, 6201, 400, 6800

**REQUEST:** Proposal for construction of a new operations facility for the Oregon City Public Works Department in the McLoughlin Conservation District.

**HRB DECISION:** Approved With Conditions

Type III decisions involve the greatest amount of discretion and evaluation of subjective approval standards, yet are not required to be heard by the city commission, except upon appeal. The process for these land use decisions is controlled by ORS 197.763 and identified in OCMC 17.50. The decision of the Historic Review Board is appealable to the City Commission within fourteen days of the issuance of the final decision. Please be advised that any issue that is intended to provide a basis for appeal must be raised before the close of the Historic Review Board public comment period, 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 who participated in the proceeding before the Historic Review Board. Any appeal will be based on the record. 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. The City Commission decision on appeal from the planning commission is the city's final decision and is appealable to the Land Use Board of Appeals (LUBA) within twenty-one days of when it becomes final.

Recommended Conditions of Approval  
Planning File HR 17-04

*(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 issuance of a Permit Associated with the Proposed Development:

1. The property shall obtain all necessary permits including but not limited to a Master Plan Amendment, Detailed Development Plan, and Geologic Hazards Review by the Planning Division, a right-of-way permit from the Development Services Division, and all necessary permits from the Building Division. (P, DS, B)
2. The applicant shall submit a landscaping plan with the following changes:
  - a. Documentation indicating that a minimum of 20% of the site is landscaped.(P)
  - b. At least four (4) native trees, at least 15 feet in height when mature, and eight (8) shrubs (at least 3 ½ feet in height when mature, shall be planted along the northwest façade of the two story office building facing the South Center Street Right-of-Way.(P)
3. All mechanical equipment shall be screened and out of view from the public right-of-way. All mechanical equipment shall be at least 80% screened by a fence or vegetation. Any fences used for screening mechanical equipment shall not exceed six (6) feet in height.
4. Fences may be placed along the side and rear perimeter of the site and shall not exceed six feet in height. Additionally, in an effort to maintain a contextual appropriateness, any proposed fences along the rear and side perimeter of the site shall not be composed of chain-link, vinyl, split rail, ornate wrought iron, stockade, plywood, or hard panel.
5. The applicant shall coordinate with the City to send out a public notice in the local newspaper for any parties interested in removing and rehabilitating the Camp Adair buildings.
6. The materials on the elevator shall be comprised of the same materials proposed to be used on the building. Those materials include stone and metal exterior façade pieces designed in neutral and soft earth tones colors.

## SITE AND CONTEXT:

The McLoughlin District is referred to as the “second level,” reflecting its topography and relationship to the original town of Oregon City, which lies just below at the base of a steep basalt cliff. In the 1850’s few people built homes on the second level but as the downtown area became more crowded, and after completion of the Oregon & California railroad in late 1869, more residents moved up the hill, to what is now called the McLoughlin neighborhood. Construction continued from the 1870’s into the first quarter of the 1900’s, and the buildings from this period contribute to McLoughlin’s late 19th - early 20th century ambience. Churches followed their congregants, and the high school, two elementary schools and a parochial school are currently located within the district.

Beginning in 1982 the McLoughlin neighborhood sought designation as an Oregon City Historic Conservation District, which was achieved in 1986. Following a survey of 971 buildings, 305 were identified as architecturally or historically significant properties. In 2002 a resurvey noted approximately 200 more buildings within the district boundaries of lesser significance, but due to their age and form were seen as strengthening the overall historic character of the district. The resurvey found the district eligible for listing as an historic district on National Register of Historic Places. At the same time, historic structures beyond the Conservation District boundaries but within the city limits of Oregon City were surveyed and 72 were designated of historic significance.

There are approximately 153 blocks in the McLoughlin Conservation District of which 121 are from the original plat of Oregon City. The blocks are approximately 200 x 200 feet square, and generally divided into 50x100 foot lots. The exception to the square conformance are the blocks between Center and Van Buren, 10th and 11th streets where they are slightly narrower. Many of the blocks were further divided by alleys. Some of these alleys have been vacated and built upon; others, especially in the two blocks which parallel the main business thoroughfare on 7th Street, continue to be used as alleys.



The applicant proposed to construct a new operations facility for the Oregon City Public Works Department in the McLoughlin Conservation District. A majority of the site is currently constructed with such use and is generally referenced as the “upper yard” and the “lower yard”.





Upper Yard Highlighted in blue



Lower Yard Highlighted in Red



Subject Property: Upper Yard



View into NE Corner of upper site from John Adams Street



Facility maintenance shelter in the old "Cannery Building"

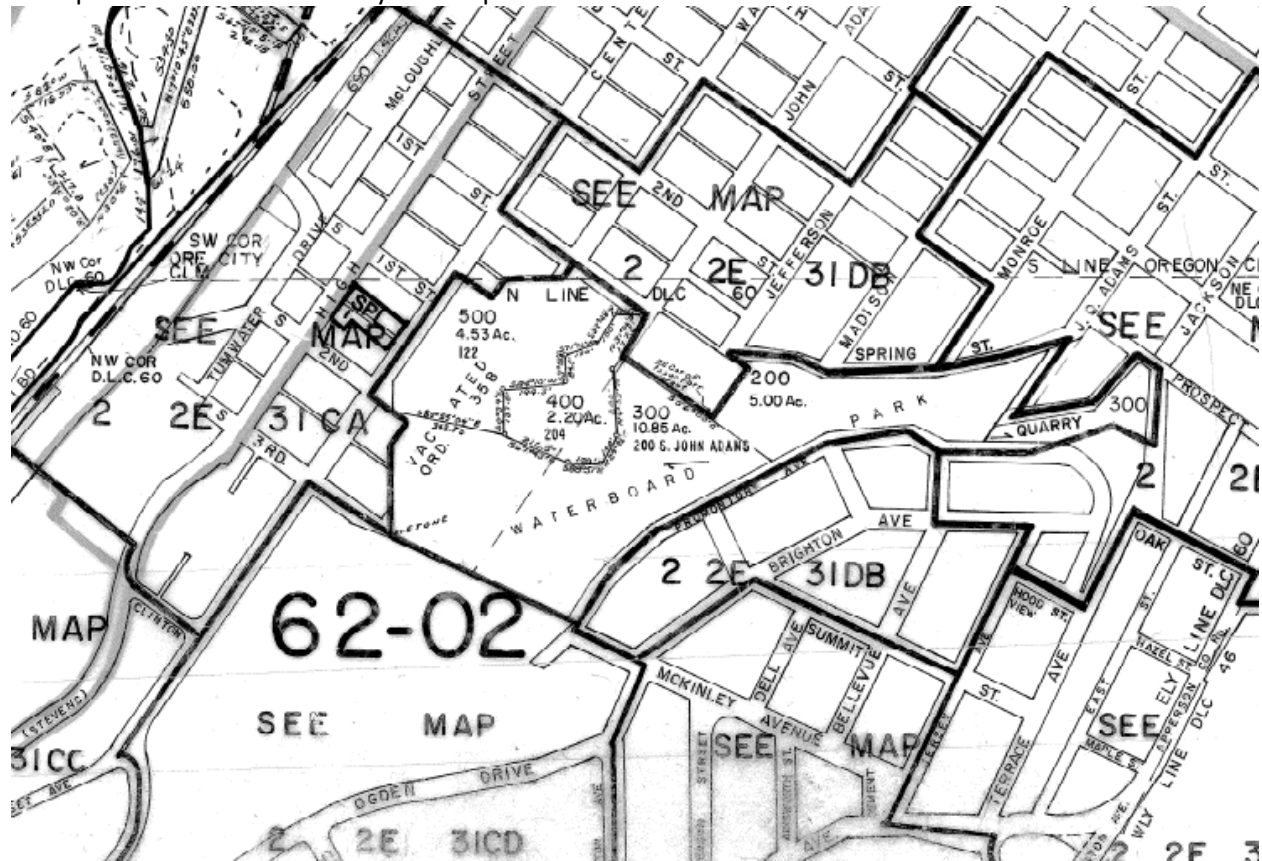


Existing armory building to remain



Existing facility maintenance building

Excerpt from Clackamas County Tax Map 2-2E-31



Though the subject Public Works Operations site contains multiple tax lots, the majority of the development activity proposed for this phase will be limited to the upper yard of the site. As demonstrated on the aerial photos and on the tax map, the upper yard is located near improved and unimproved public right-of-way, residential homes along John Adams to the southwest, and is bordered to the south by Waterboard Park. In the upper yard, this request includes demolition of all of the buildings, except for the armory and the construction of new buildings. In the lower yard, this request includes demolition of two existing buildings near the cliffs in order to accommodate the elevator, the widening of right-of-way in front of 306 South Center Street and improving parking areas across S. Center Street, but no redevelopment is currently planned for those properties.

The Public Works Operation site property does not contain any structures listed on the National Register of Historic Places or individually designated historic structures within the McLoughlin Conservation District. There are two historic, designated homes that have been identified that are located directly adjacent to the “lower yard” portion of the subject site, those homes are 114 South Center Street and 409 South 1<sup>st</sup> Street.

Subject Property: Lower Yard



Cameron Warehouse on Center Street



Existing OCPW Offices and Truck Sheds on Center Street



Truck Sheds behind Center Street



Truck canopies in future elevator location



McLoughlin Conservation District: Near Upper Yard



View of homes on John Adams Street NE of site



Home vernacular on John Adams Street





McLoughlin Conservation District: Near Lower Yard



View of homes on Center Street NW of lower site



Home vernacular on Center Street (left) and Washington Street (right)

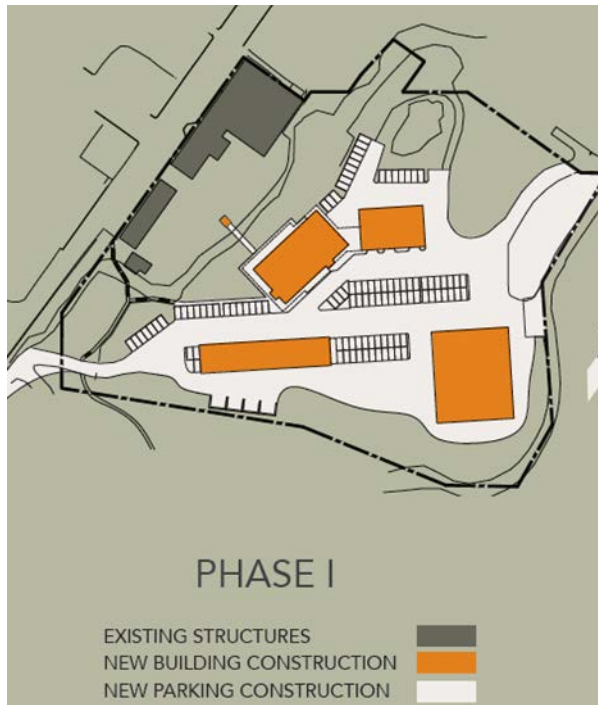
## EXECUTIVE SUMMARY:

The HRB analyzed the proposed development, consisting of Phase I of a multi-phased development, for compliance with the applicable sections of the Oregon City Municipal Code as well as the Design Guidelines for New Construction, which includes an analysis of the overall impact of the proposed design on the McLoughlin Conservation District. Phase I, the only component of this project subject to the HRB-issued certificate of appropriateness, includes:

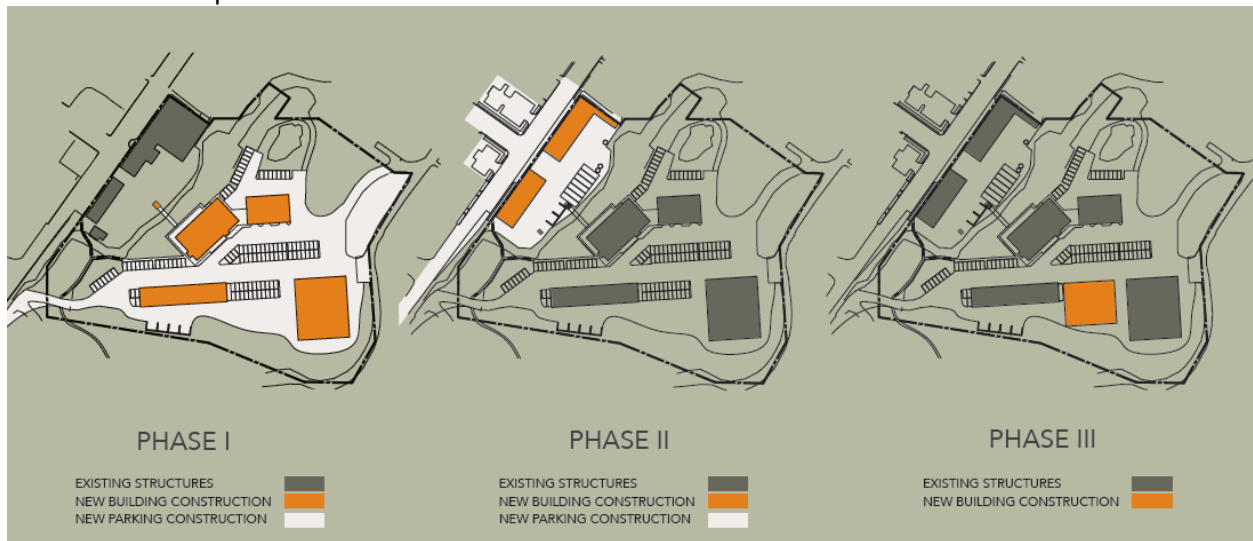
- demolishing all the buildings in the “upper yard” except the armory as well as two truck canopies in the lower yard, and site clearing,
- rehabilitating an existing 13,850 square foot armory building,
- constructing a new 15,033 square foot office building to serve as the Oregon City Public Works Operations Center,
- constructing a new elevator connecting upper and lower property sites,
- constructing a new 5,200 square foot tool storage building,
- constructing a new 7,520 square foot truck storage shelter with a capacity of parking 40 vehicles,
- adding 147 total parking spaces for additional service vehicles and public parking across S. Center Street, and
- widening of right-of-way in front of 306 South Center Street

As discussed in greater detail below, the Historic Review Board’s scope of review is limited to demolition review and the design of new and rehabilitated structures for appropriateness within the McLoughlin Conservation District and does not include any evaluation of the use. Though a Master Plan (Planning file CP 09-01) was previously approved for redevelopment of the site and for purposes of this review, HRB finds that the conditions of approval remain in place. The applicant has filed a separate request for the Planning Commission’s consideration to amend its 2009 Master Plan approval and to construct Phase I of this development, the same phase subject to this review. To the extent that the applicable review criteria require some consideration of the use of the redeveloped site, they will be considered as part of that master plan amendment review.

Similarly, the overall multi-phased development or the improvement components proposed for future phases were not considered by the HRB as part of its review. That said, the HRB acknowledges that the applicant has identified providing an improved, public pedestrian connection between Waterboard Park and Downtown Oregon City, as part of Phase II construction, providing better accessibility than currently exists. The Historic Review Board will review future construction upon submittal of a development application.



Phases of the Proposed Master Plan



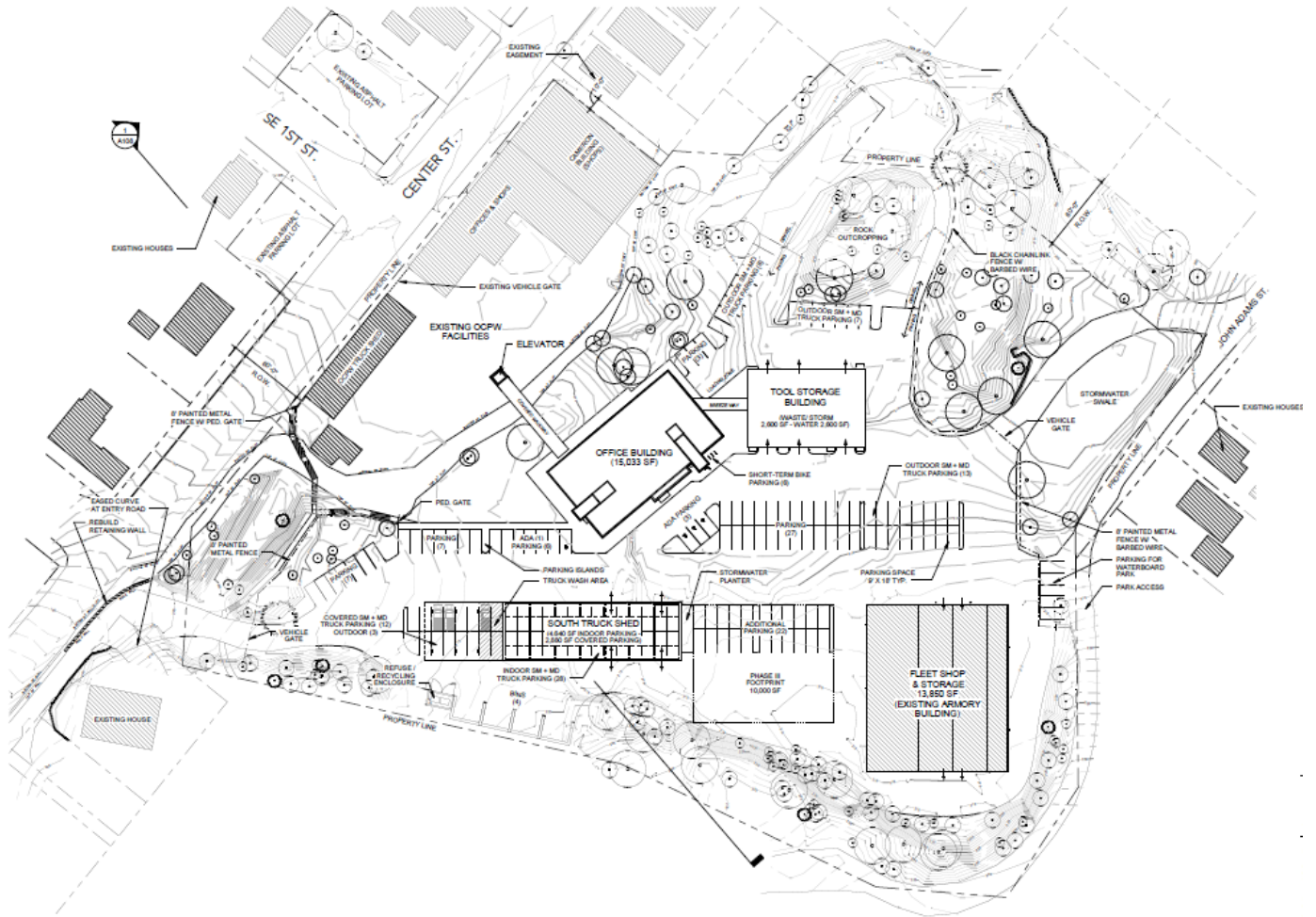
Proposed Master Plan



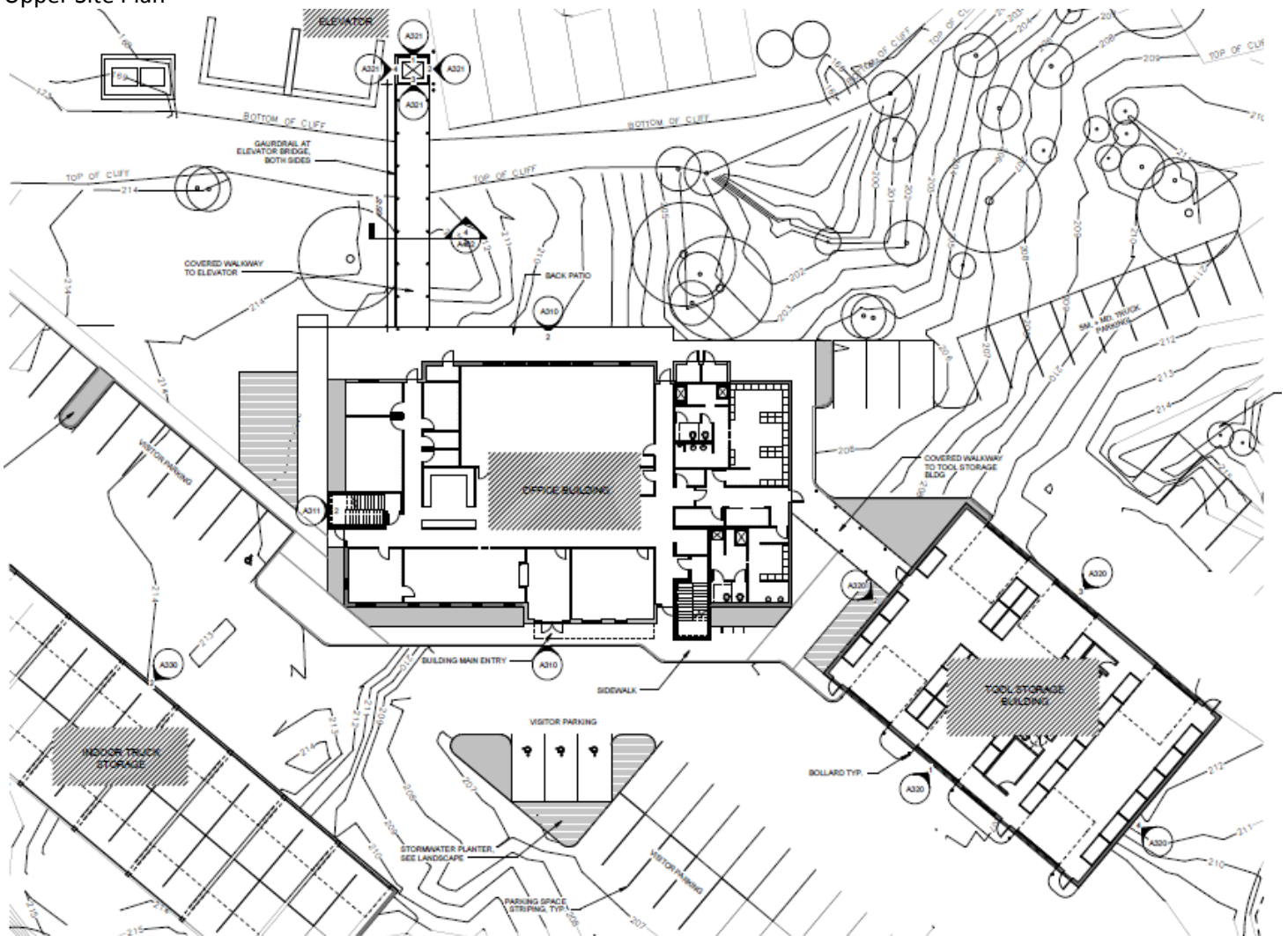


## APPLICANT'S SUBMITTAL

### Site Plan



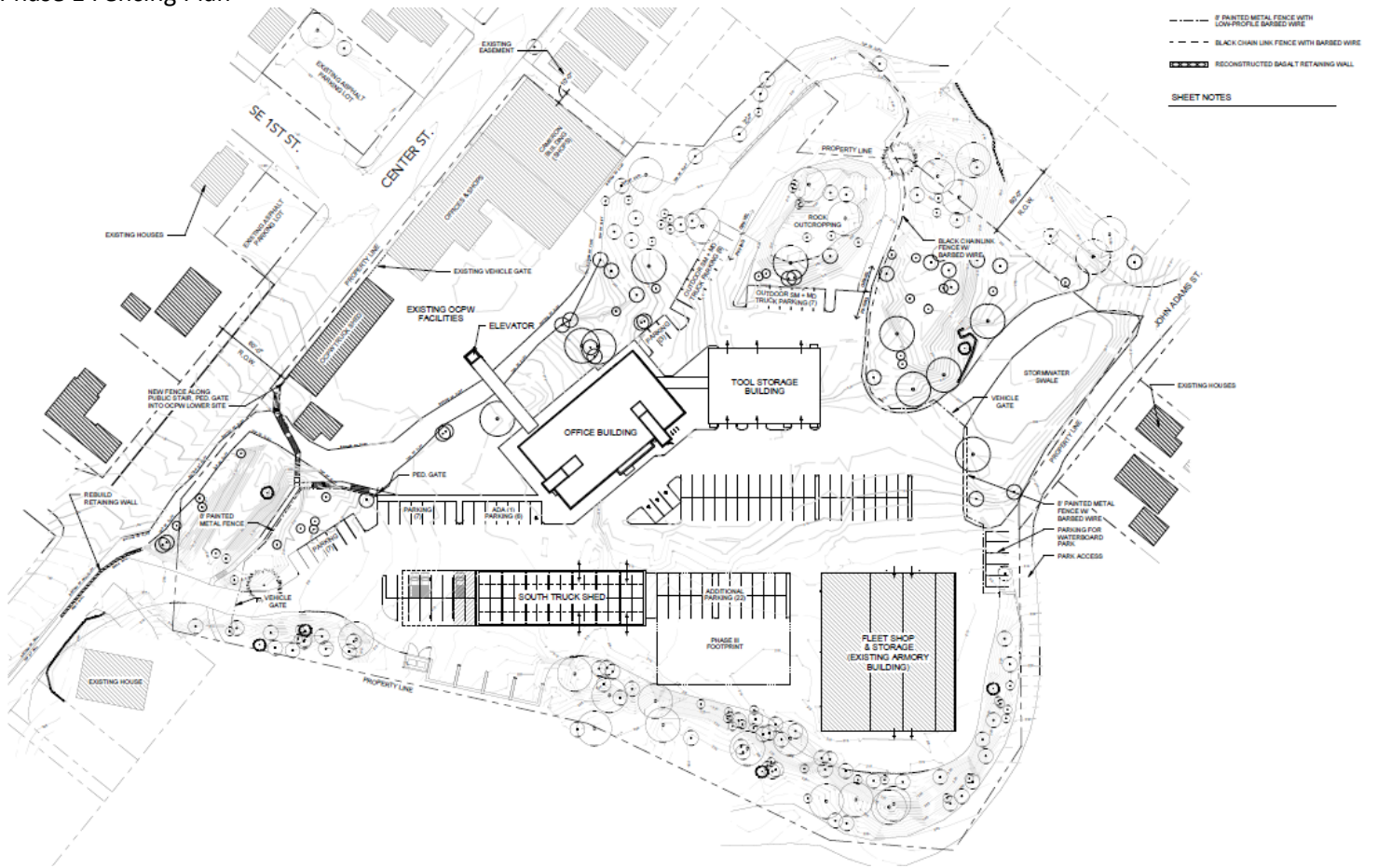
## Upper Site Plan



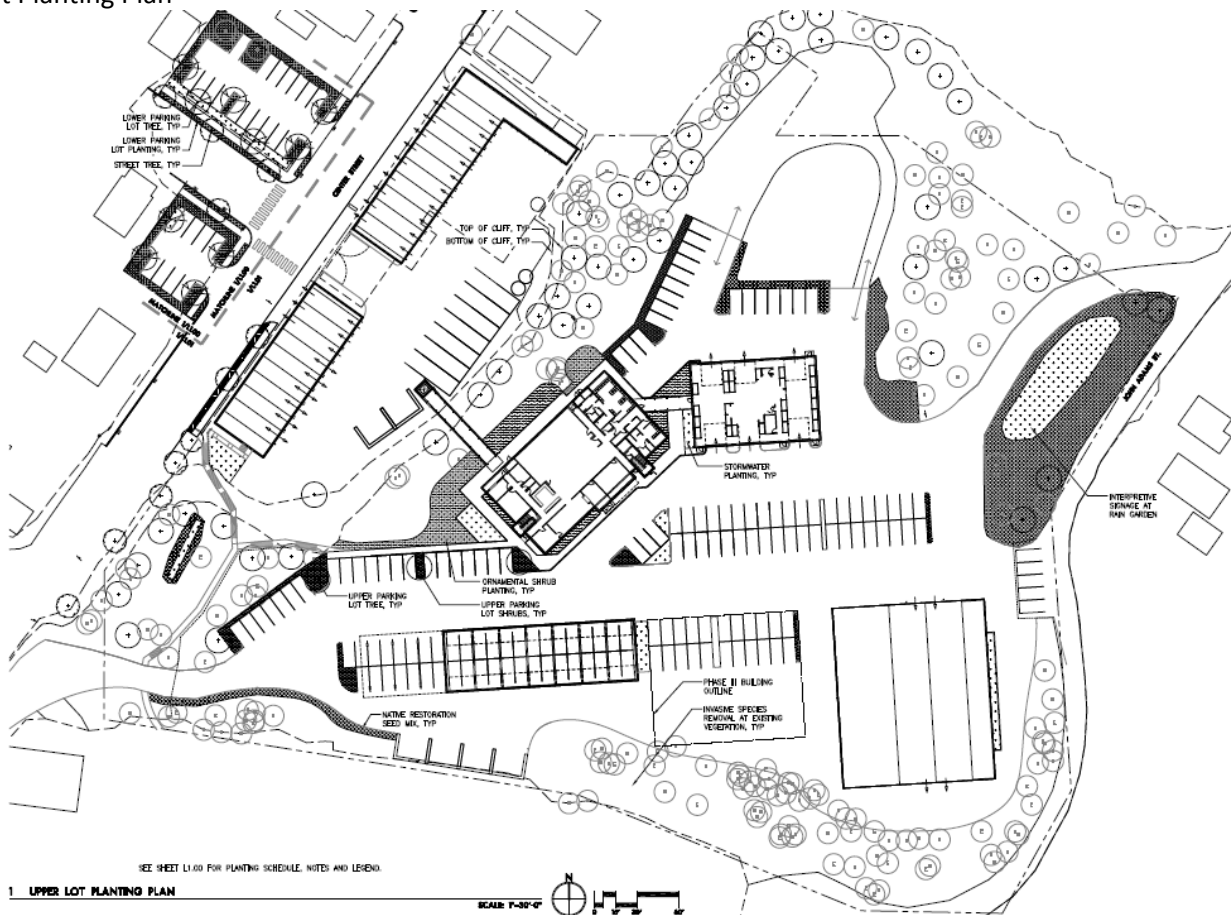


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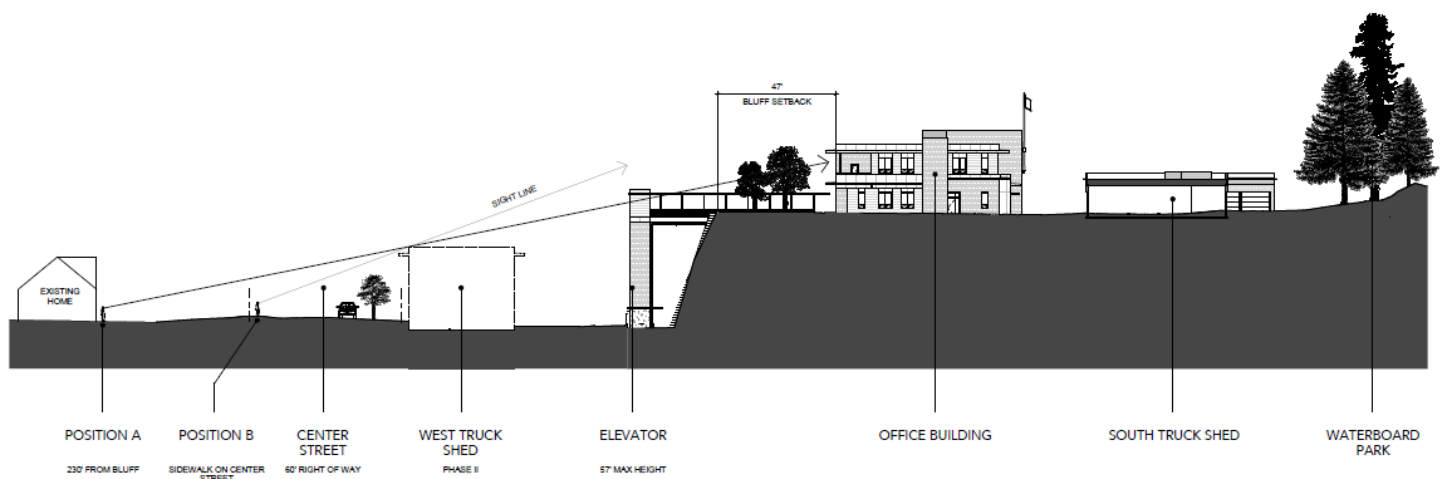
## Phase 1 Fencing Plan



## Upper Lot Planting Plan



## Center Street Sitrine Diagram

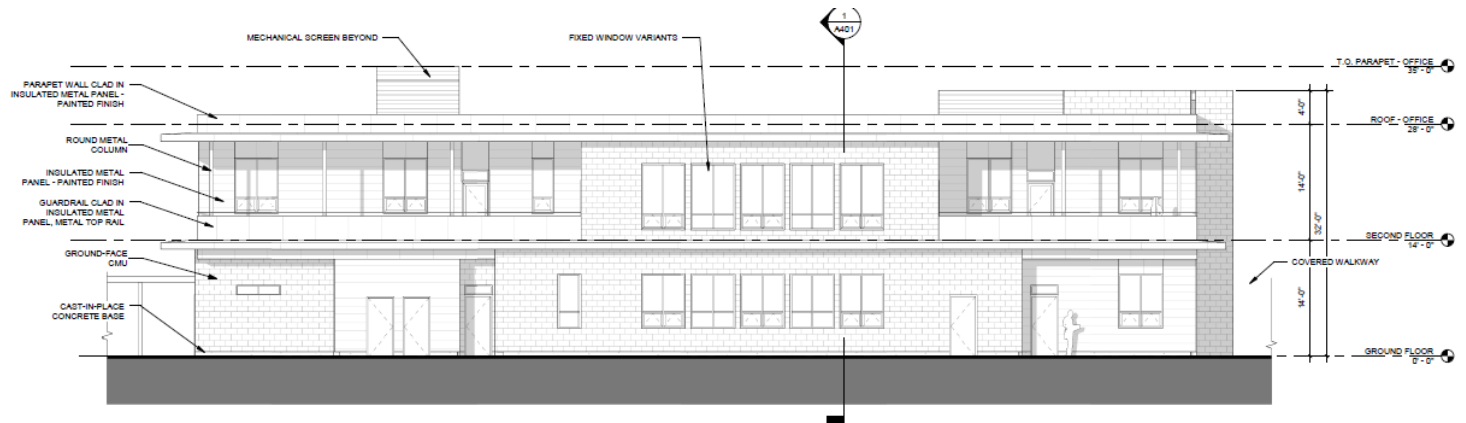


## Office Exterior Elevations: South Facade

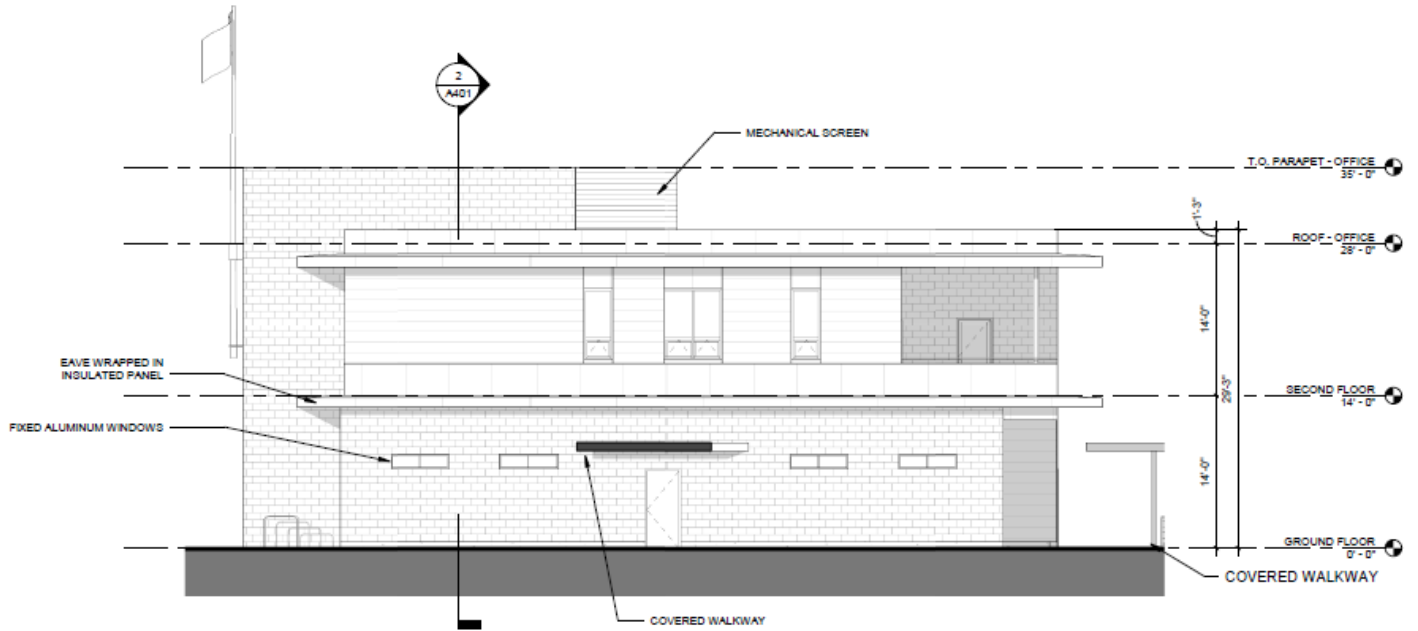




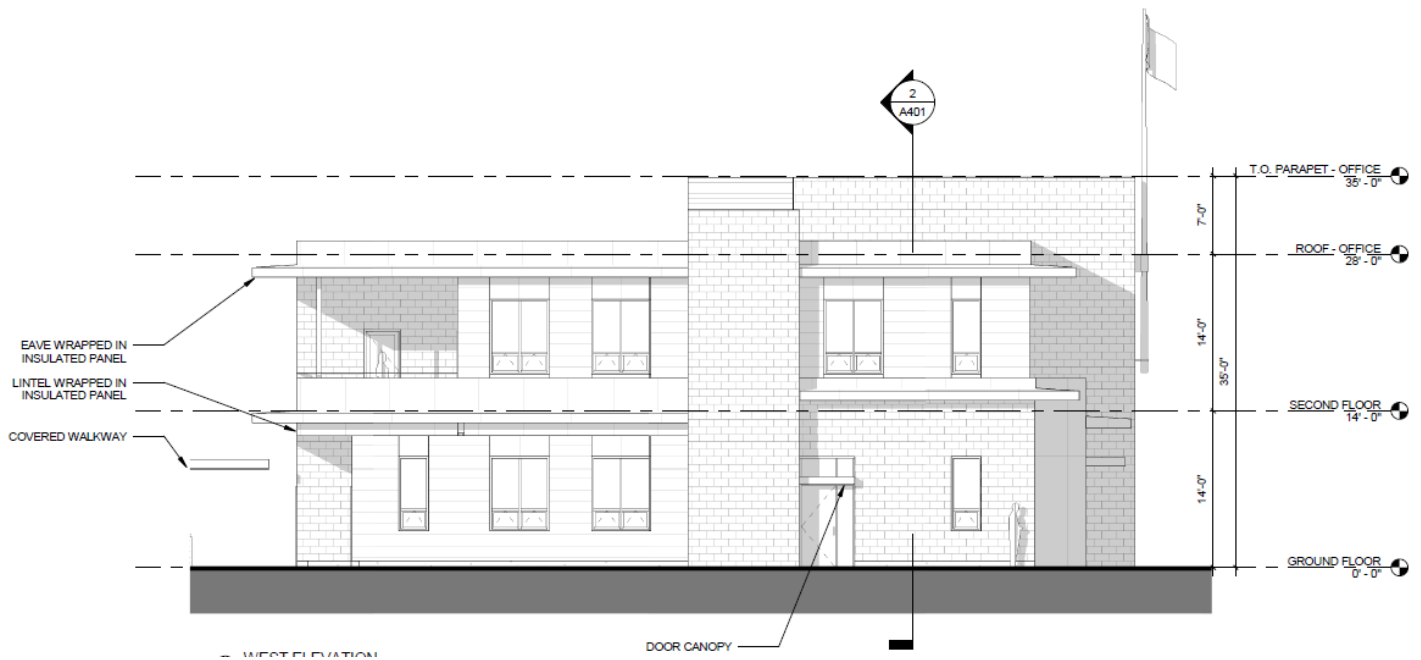
Office Exterior Elevations: North Facade



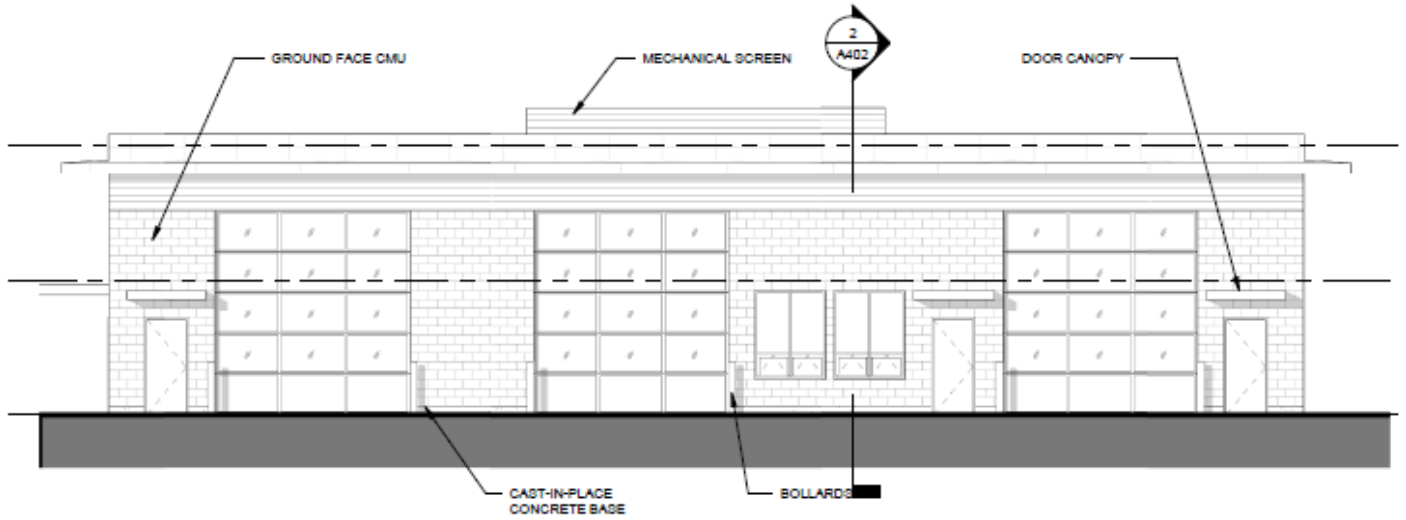
Office Exterior Elevations: East Facade



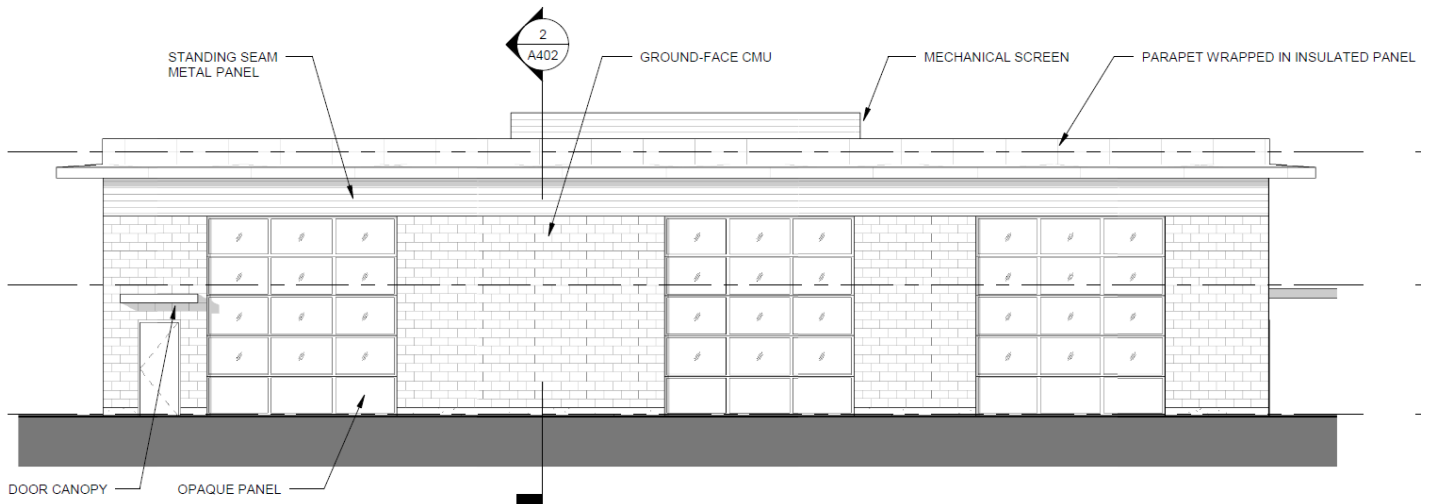
Office Exterior Elevations: West Facade



Tool Storage: South Facade

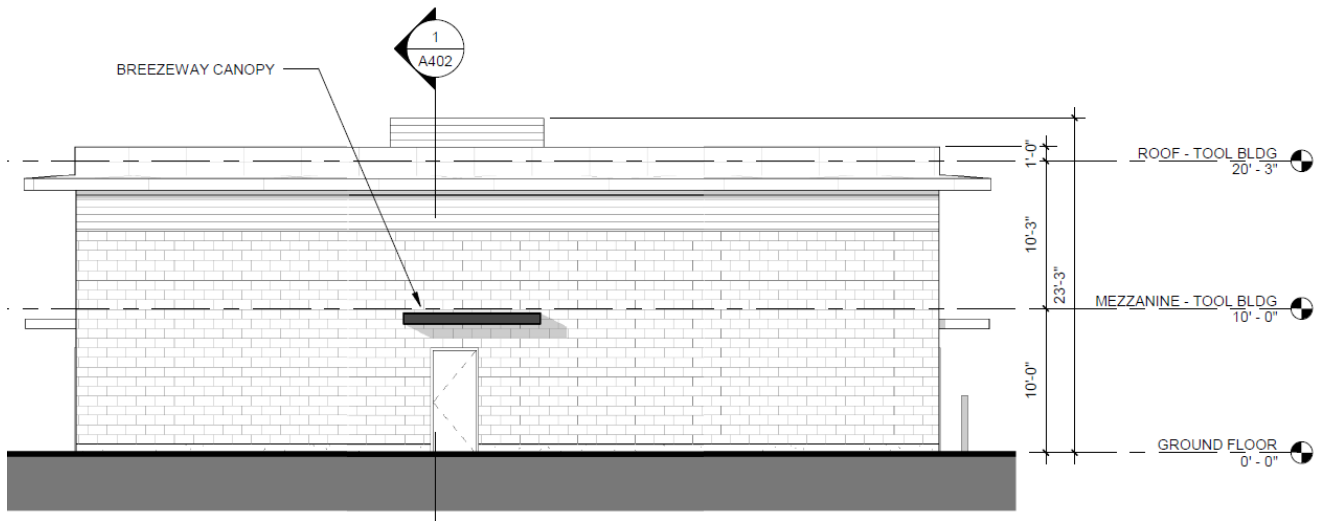


Tool Storage: North Facade

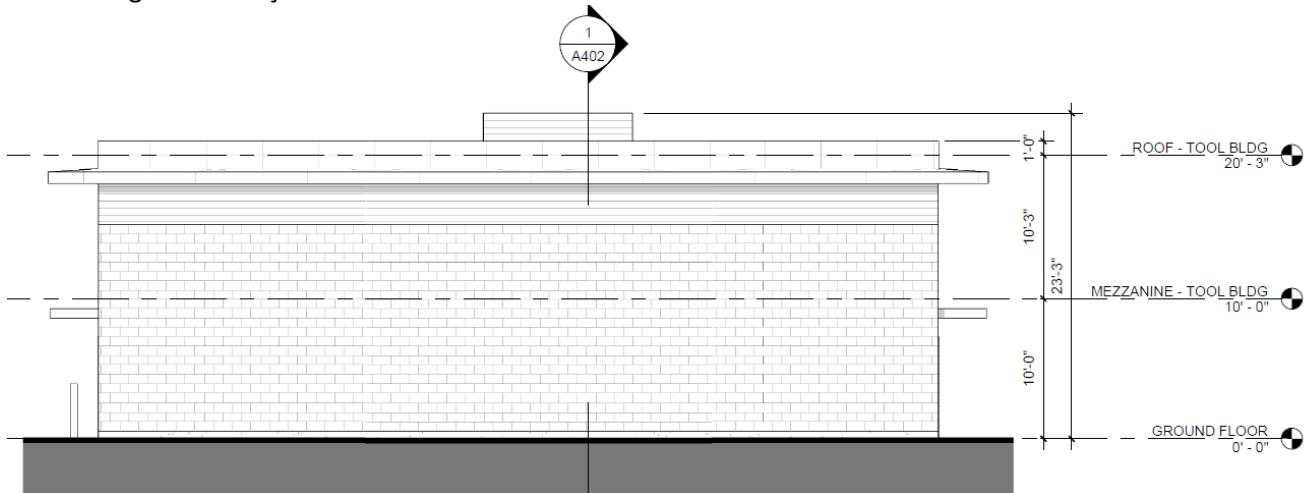


Tool Storage: East Facade

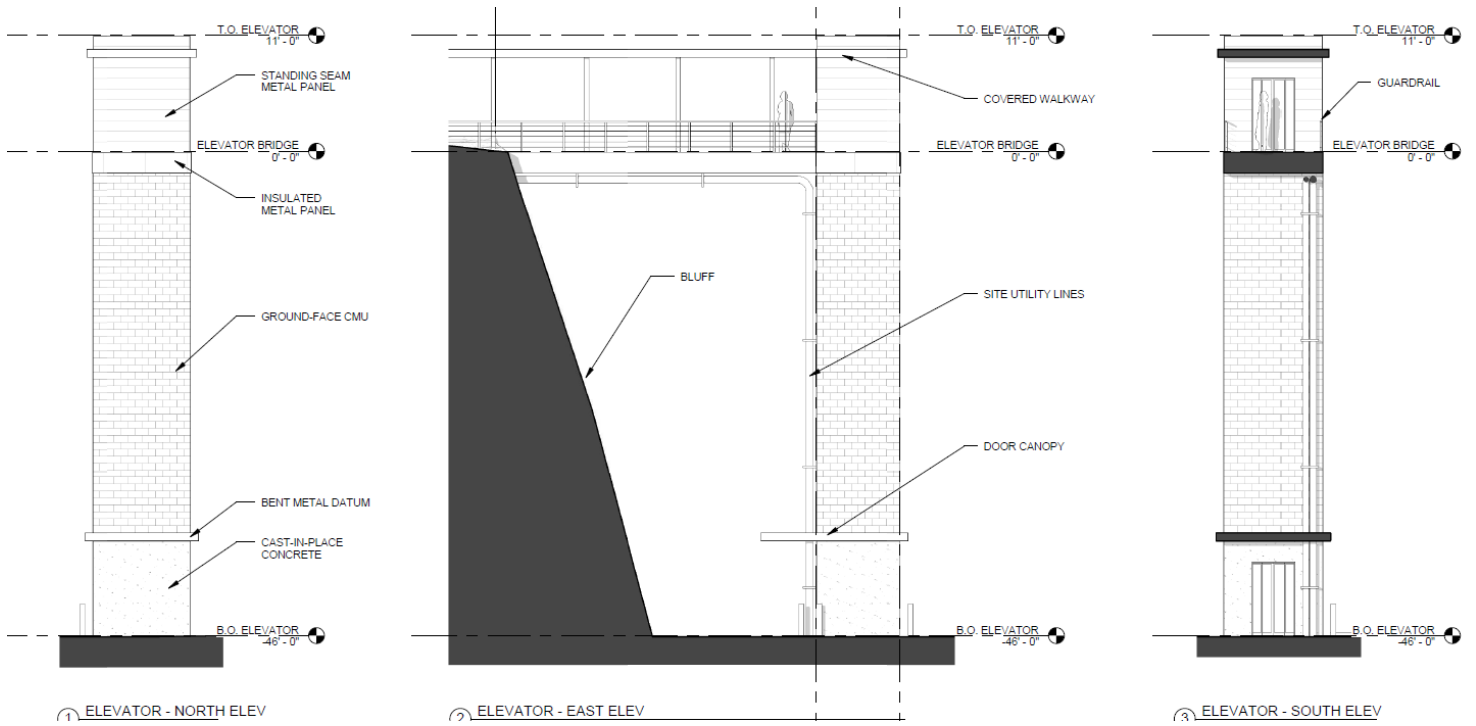




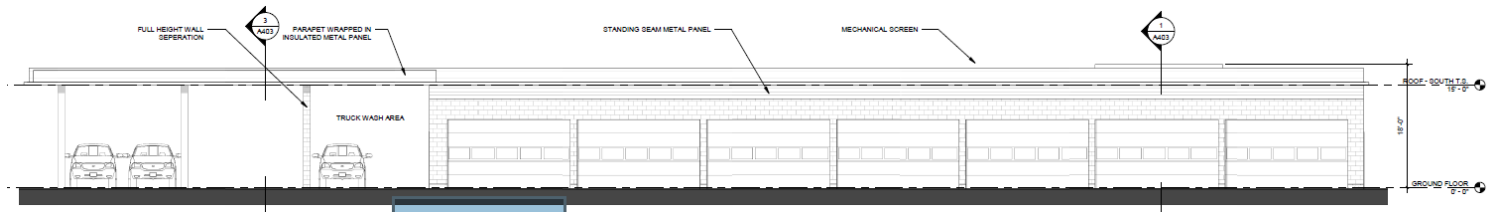
Tool Storage: West Façade



Elevator



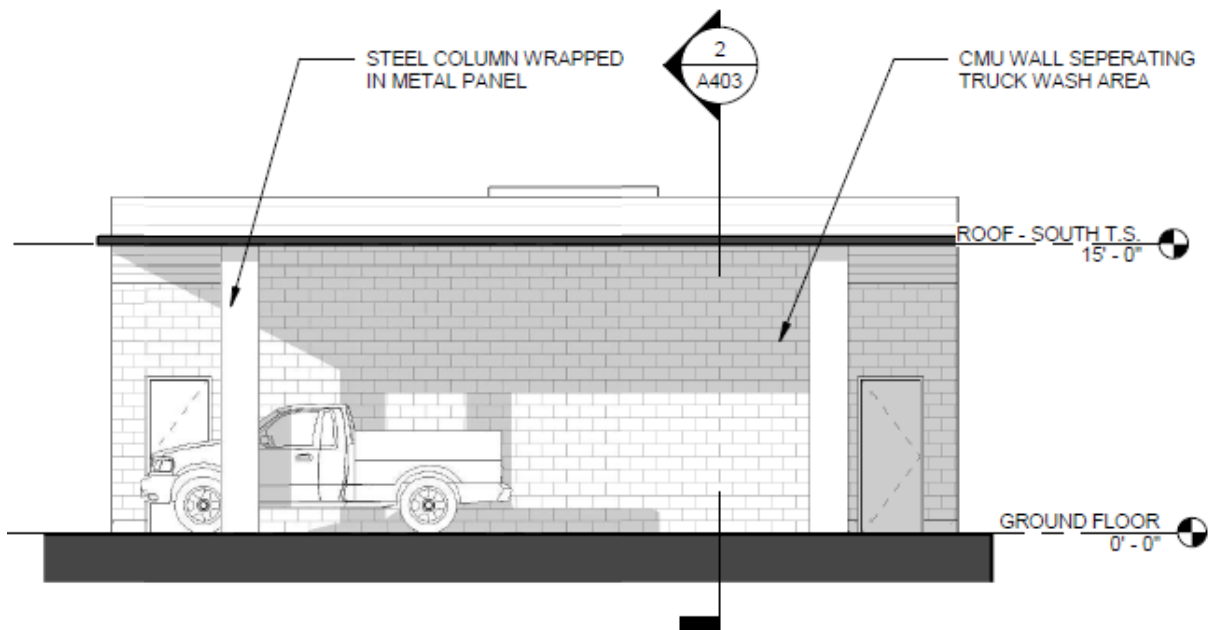
### South Truck Shed: South Façade



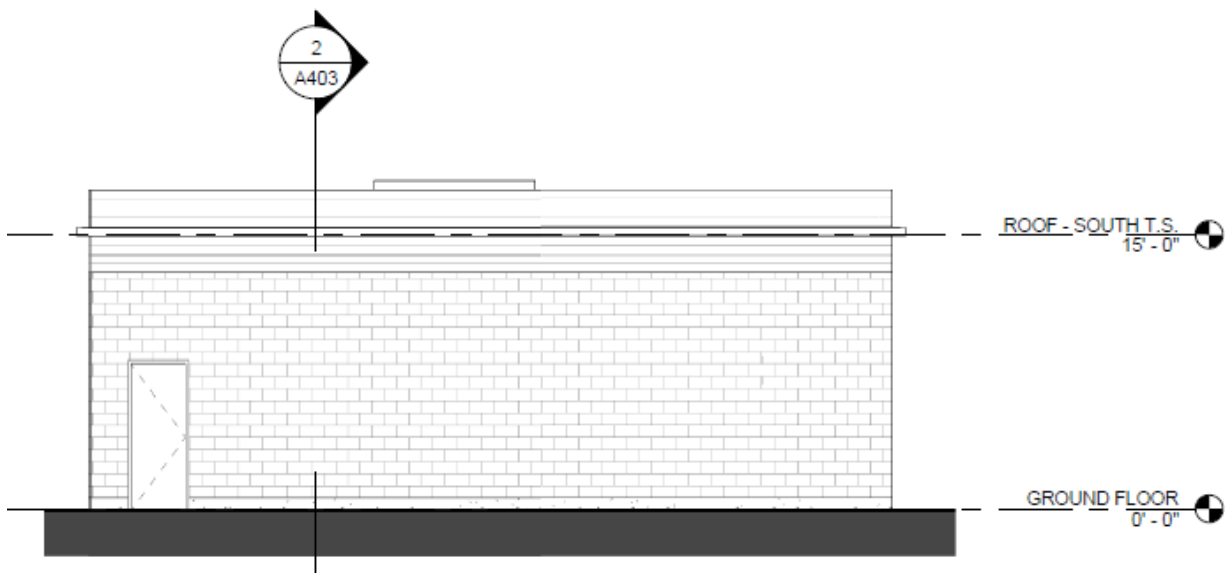
### South Truck Shed: North Façade



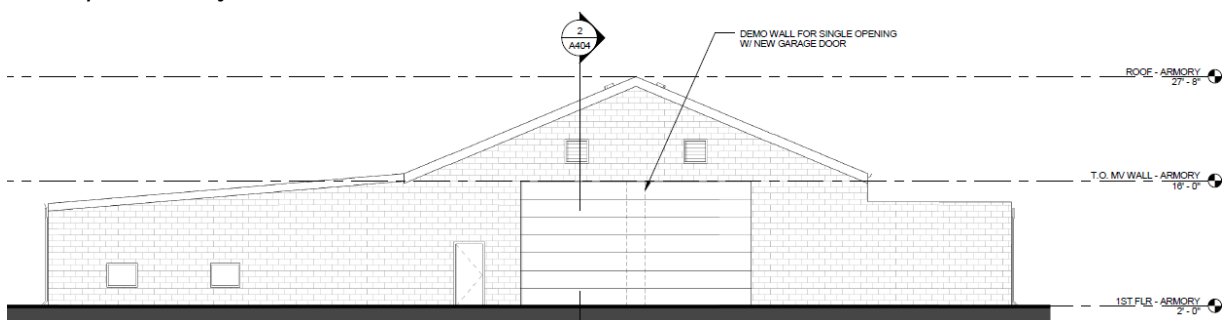
### South Truck Shed: West Façade



South Truck Shed: East Façade

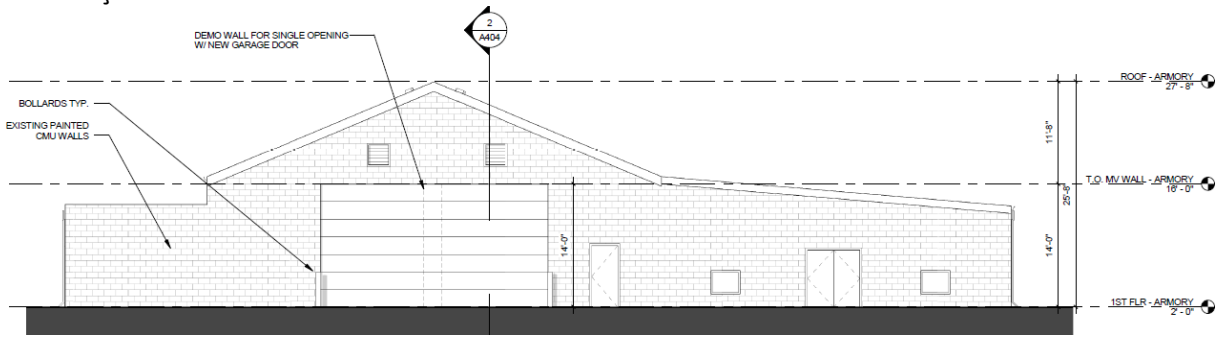


Armory: South Façade

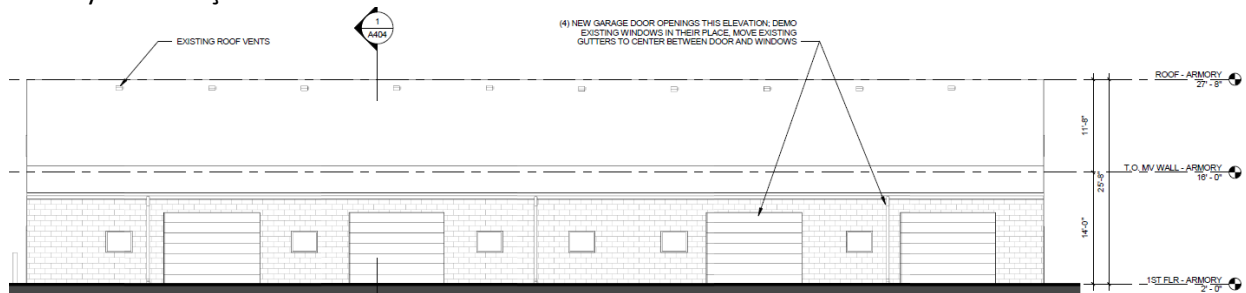




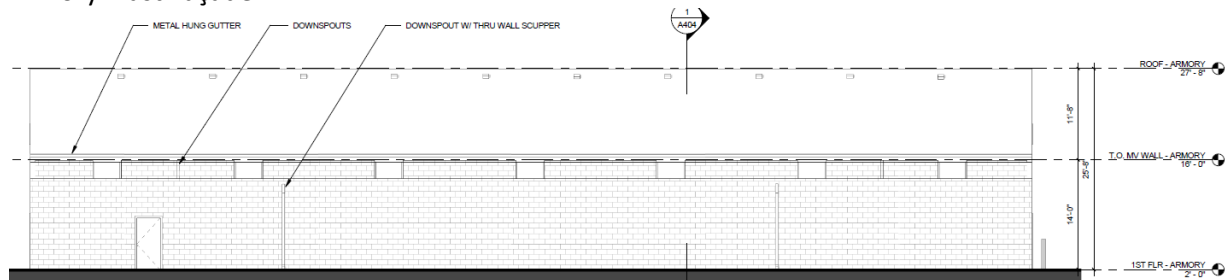
## Armory: North Façade



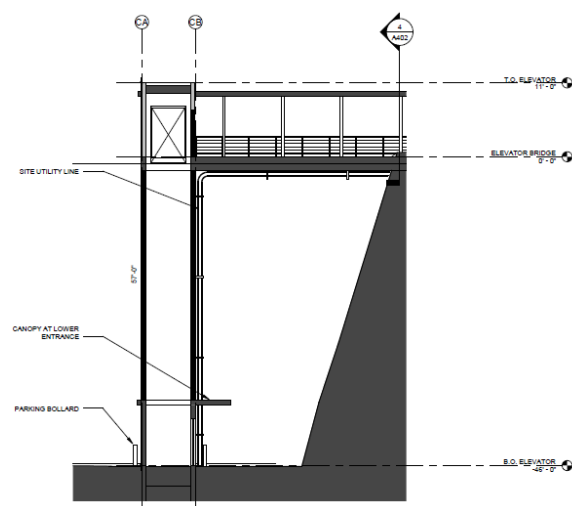
## Armory: West Façade



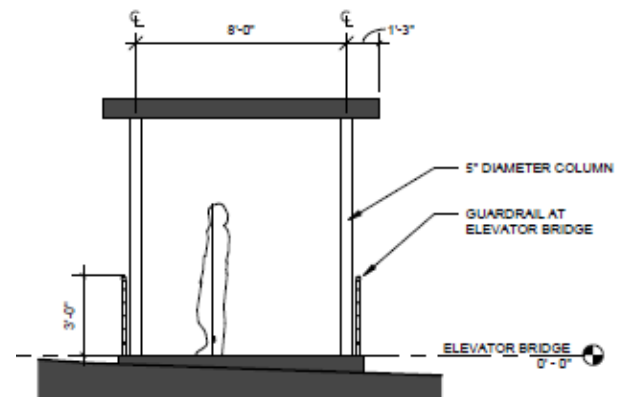
## Armory: East Façade



## Elevator Section



## Covered Walkway Section



## CRITERIA

### Oregon City Municipal Code

#### Chapter 17.40 Historic Overlay District

##### 17.40.010 Purpose

*It is declared as a matter of public policy that the protection, enhancement, perpetuation and use of improvements of special character or special historical or aesthetic interest or value is a public necessity and is required in the interest of the health, prosperity, safety and welfare of the people. The purpose of this chapter is to:*

- 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.*

**Finding: Complies with Conditions.** The applicant indicated the following:

*The Oregon City Public Works Departments is located within the McLoughlin Neighborhood Conservation District. Working with the McLoughlin Neighborhood Association and the neighborhood steering committee OCPWD has gone through great efforts to design facilities that respect the historic character of the district, address the comments and concerns of the neighborhood, while meeting their programmatic needs. OCPWD proposes to incorporate art, educational exhibits, and proper storm water treatment installations throughout the site to set the standard for a modern public works facility.*

The identified purpose for conducting Historic Review Board review is to protect and enhance designated historic resources, which serve the purposes identified above. These protection obligations are reviewed against the applicable standards in Chapter 17.40 to ensure that new construction, modification or demolition of structures complement existing designated historic resources. The references to “use” in this purpose policy and elsewhere are directed at making decisions that encourage the use of designated historic resources as a means to ensure their viability long-term. Since the proposed Phase I improvements do not involve any designated historic resource, the focus is strictly on whether the design and placement of structures on the site will further the objectives set forth in the purpose statement or have the opposite effect. The propriety of the public facility use on the subject property is not within the scope of the HRB’s purview. As demonstrated in the findings throughout this report, the applicant’s proposal can comply with the applicable requirements with the proposed conditions of approval.

**HRB has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

##### 17.40.030 Designation

- A. The historic overlay district shall apply to the following:*
  - 1. Historic districts, upon designation in accordance with this section;*

2. *Conservation districts designated in accordance with this section;*
  3. *Landmarks as designated by this section; and*
  4. *Historic corridors designated in accordance with this section.*
- B. *The boundaries of the historic districts, the boundaries of conservation districts, historic corridors, the location of buildings and structures in conservation districts and the location of landmarks shall be designated on a special city zoning map or maps.*
- C. *The following are designated within the historic overlay district:*
1. *The Canemah Historic District; the minimum boundaries of which are those designated by the United States Department of the Interior on the National Register of Historic Places as indicated in the city comprehensive plan.*
  2. *The McLoughlin Conservation District; the surveyed buildings indicated by map in the comprehensive plan shall constitute the designated structures in the McLoughlin Conservation District, along with any structures designated through the Historic Review Board designation process since initial adoption of the comprehensive plan on March 13, 1980.*
  3. *The Oregon Trail-Barlow Road Historic Corridor: properties identified in the 1993 Barlow Road Historic Corridor inventory of the Barlow Road by Clackamas County.*
  4. *Designations undertaken pursuant to Section 17.40.050. The established historic overlay district shall allow for the designation of two types of districts so that areas with a high concentration of historic structures are designated historic districts and areas with a lower concentration are designated conservation districts. Also allowed is the designation of structures of historic or architectural significance not located in an historic or conservation district as landmarks.*

**Finding: Applicable.** The applicant has proposed development within the McLoughlin Conservation District and is thus subject to this review for compliance with the Historic Overlay District. The McLoughlin Conservation District (MCD), was created during the City's original Comprehensive Plan process in 1980. The Historic Review Board first met on June 19, 1980 and over a six year period reviewed and designated numerous structures in the district through noticed public hearings based on survey forms created from 1982-1986. A few additional structures were added in the 1990s and early 2000s, but the majority of the structures contained within the MCD were designated in the 1980s. These materials make no mention of any Public Works Operations site structures, Waterboard Park or the "Overlook at Waterboard."

In 2001, the City received a Certified Local Government grant from the State Historic Preservation Office to see if the MCD was eligible for listing as a National Register District and if that boundary should have the same dimension as the local conservation district boundary. Dave Pinyerd of Historic Preservation NW was hired to perform a reconnaissance level survey (RLS) for all lots not previously surveyed to determine if the area was potentially eligible for listing as a district. His work can be found in the record. Mr. Pinyerd concluded that the MCD was eligible for listing as a National Register District with some modified boundaries (he provided a couple of options). The City reached out to the McLoughlin Neighborhood to see if they were interested in pursuing a National Register designation. The neighborhood, at that time, indicated that there was not support to move forward on listing.

In 2004, Dave Pinyard was again hired by the city to provide additional research and information on all buildings related to the upcoming Public Works master plan. He created survey forms for all buildings over 50 years old onsite. These forms are part of the record for the original Master Plan approval (CP 09-01) and are included in this record. With regard to the cannery, the armory and other warehouse buildings located on the upper yard, they were deemed "Not Eligible" as lacking distinction. As the



2009 Master Plan was conceptual and did not include a development application, the Historic Review Board did not hold a hearing on the proposal, but provided comments to the Planning Commission in a memo.

During Public Works stakeholder outreach in early 2017, a neighbor submitted additional information on the Cannery and Outbuilding 2 that seem to indicate that one or more were officers clubs that were moved to the site after the war and could have been built for Camp Adair. Staff submitted an ORS 358.653 review request with the additional information to determine if it altered the original findings of the 2004 survey performed by Historic Preservation Northwest. ORS 358.653 obligates state agencies and all “political subdivisions” of the state—including counties, cities, universities, school districts, and local taxing districts—to consult with the State Historic Preservation Office (SHPO) to avoid inadvertent impacts to historic properties for which they are responsible. Impacts are usually the result of construction projects (additions, remodeling, etc.), but may also include the transfer of properties out of public ownership.

In reviewing the criteria for National Register Nominations, there is a Criteria Considerations for buildings that have been moved—*A building or structure removed from its original location, but which is primarily significant for architectural value, or which is the surviving structure most importantly associated with a historic person or event;*

Staff did not see that any of the buildings within the Public Works Operations site have been designated for protection within the MCD. Rather, this additional information revised the original determination of eligibility namely for the reason that once moved, the utilitarian buildings were removed from the context and grouping of structures that made them an eligible resource, especially given that they are not the only remaining buildings left from Camp Adair. In a letter dated March 10, 2017, SHPO agreed that the additional information did not alter the eligibility of the buildings and closed the ORS 358.653 process.

Based on the foregoing, the HRB finds that none of the buildings within the Public Works Operations site, Waterboard Park or the “Overlook at Waterboard” have been designated for protection within the MCD. Although it is not a matter before the HRB to decide, the HRB acknowledges the substantial evidence suggesting that none of the existing structures qualify for historic designation.

#### *17.40.060 Exterior alteration and new construction*

- A. *Except as provided pursuant to subsection I of this section, no person shall alter any historic site in such a manner as to affect its exterior appearance, nor shall there be any new construction in an historic district, conservation district, historic corridor, or on a landmark site, unless a certificate of appropriateness has previously been issued by the historic review board. Any building addition that is thirty percent or more in area of the historic building (be it individual or cumulative) shall be considered new construction in a district. Further, no major public improvements shall be made in the district unless approved by the board and given a certificate of appropriateness.*

**Finding: Complies as Proposed.** The applicant has submitted this application for review and determination by the Historic Review Board (HRB).

- B. *Application for such a certificate shall be made to the planning staff and shall be referred to the historic review board. The application shall be in such form and detail as the board prescribes.*

**Finding: Complies as proposed.** The HRB’s review of an exterior alteration to an existing structure is limited to a “historic site.” A “historic site” is defined by OCMC 17.04.575 to mean a “designated

structure in a conservation district.” As pointed out above, none of the buildings within the subject property have been designated as historic sites, therefore the HRB’s review is limited to considering new construction and does not include the exterior alterations proposed for the armory. The applicant has submitted this application for review of the new construction for a determination by the Historic Review Board.

C. *Archeological Monitoring Recommendation. For all projects that will involve ground disturbance, the applicant shall provide,*

1. *A letter or email from the Oregon State Historic Preservation Office Archaeological Division indicating the level of recommended archeological monitoring on-site, or demonstrate that the applicant had notified the Oregon State Historic Preservation Office and that the Oregon State Historic Preservation Office had not commented within forty-five days of notification by the applicant; and*
2. *A letter or email from the applicable tribal cultural resource representative of the Confederated Tribes of the Grand Ronde, Confederated Tribes of the Siletz, Confederated Tribes of the Umatilla, Confederated Tribes of the Warm Springs and the Confederated Tribes of the Yakama Nation indicating the level of recommended archeological monitoring on-site, or demonstrate that the applicant had notified the applicable tribal cultural resource representative and that the applicable tribal cultural resource representative had not commented within forty five days of notification by the applicant.*

*If, after forty-five days notice from the applicant, the Oregon State Historic Preservation Office or the applicable tribal cultural resource representative fails to provide comment, the city will not require the letter or email as part of the completeness review. For the purpose of this section, ground disturbance is defined as the movement of native soils.*

**Finding: Complies as proposed.** A notice of the proposal was sent upon submittal of a pre-application conference request to the applicable tribal representatives as well as the State Historic Preservation Office (SHPO) on December 13, 2016. A letter was received by the SHPO on December 28, 2016. The Letter states “Our office recently received a request to review your application for the project referenced above. In checking our statewide archaeological database, it appears that there have been no previous surveys completed near the proposed project area. However, the project area lies within an area generally perceived to have a high probability for possessing archaeological sites and/or buried human remains. In the absence of sufficient knowledge to predict the location of cultural resources within the project area, extreme caution is recommended during project related ground disturbing activities.”

An additional letter was received by SHPO on March 10, 2017 which states:

We have reviewed the new information and materials submitted on the Oregon City PA 16-60; Development Plan for Oregon City Public Work Operations Facilities project. We concur with the findings of the 2004 survey conducted by Historic Preservation Northwest that the Cannery and Outbuilding 2 are not eligible for listing in the National Register of Historic Places. Despite the new information that the Cannery and Outbuilding 2 were originally constructed at Camp Adair, it is still difficult for our office to find that the properties convey their historic importance after having been removed from the original historic location in which they were built. Moving a building often severs the relationship between the property and its surroundings and jeopardizes the physical connection with its history. Additionally, changes to the Camp Adair structures, including the metal seam roofs, the additional of rolling, metal garage doors, and the

modification of a number of doors and windows, further obscure the history of these structures and detract from any architectural importance that may have been intact. The key original materials and overall historic appearance of these structures do not appear to be intact.

Our office also concurs with the 2004 determinations of eligibility that the Oregon City Public Works Buildings located at 122 S. Center Street, 204 S. John Adams Street, and 206 S. John Adams Street are not eligible for listing in the National Register.

The application was submitted to the City for review on March 27, 2017, more than 45 days after the archeological notice was sent. City staff appropriately deemed this application complete.

*D. The historic review board, after notice and public hearing held pursuant to Chapter 17.50, shall approve the issuance, approve the issuance with conditions or disapprove issuance of the certificate of appropriateness.*

- 1. The following exterior alterations to historic sites may be subject to administrative approval:
  - a. Work that conforms to the adopted Historic Review Board Policies.**

**Finding: Not Applicable.** The application is being reviewed as a Type III application as identified in the Oregon City Municipal Code. The HRB policies are included in the adopted design standards.

*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.*

**Finding: Does not apply but if it applies, it Complies.** This section applies to exterior alterations of “historic sites” within a conservation district. No structures within the subject site proposed for demolition or modification are individually designated within the McLoughlin Conservation District or are on the National Register. “Historic sites” means “a designated structure in a conservation district.” The Public Works Operations facility property is not a “historic site” because none of the structures within the existing Public Works Facility or any of its components (such as rock outcroppings, paving, site grating, access or circulation) are designated structures within the McLoughlin Conservation District. Similarly, John Adams Street, as it passes through the subject property or the on-site circulation are not identified within the MCD adopted documents and therefore, are not designated a “historic site.” As a result, fencing the site to prohibit access by the general public does not alter a “historic site” and is not subject to review in this proceeding.

The only structure proposed for alteration is the armory. As discussed above, the armory was not designated as a “historic site” at the time that the conservation district was created or since the



creation of the district and therefore this section does not apply. Although the armory is currently not eligible for listing on the National Register of Historic Places, due to the number of alterations that have taken place on the building, it may be eligible for nomination on the City's local Register of Historic Places. Listing to the Local Register would require review by the Historic Review Board. Therefore, the applicant has made efforts to minimize the proposed alterations to the armory, adding four new garage doors to the west elevation, removing one of the existing garage doors will be removed and the CMU will be painted a different color. These changes do not increase the building massing, nor will they be visible from the public right of way.

Neither Waterboard Park, nor the Overlook at Waterboard are "historic sites" and in any event, they will not be altered as a result of issuance of the request; access to the Overlook will remain. There are two historic, designated homes that have been identified that are located directly adjacent to the "lower yard" portion of the subject site, those homes are 114 South Center Street and 409 South 1<sup>st</sup> Street which are not be altered or impacted by the proposed development. To the extent it applies, this criterion is met.

- F. *For construction of new structures in an historic or conservation district, or on an historic site, the criteria to be used by the board in reaching its decision on the certificate of appropriateness shall include the following:*

1. *The purpose of the historic conservation district as set forth in Section 17.40.010;*

**Finding: Complies as Proposed.** The purpose is as follows:

*It is declared as a matter of public policy that the protection, enhancement, perpetuation and use of improvements of special character or special historical or aesthetic interest or value is a public necessity and is required in the interest of the health, prosperity, safety and welfare of the people. The purpose of this chapter is to:*

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

**Finding: Complies with Condition.** The HRB interprets these purpose statements to require inquiry to whether the design and placement of the new structures will achieve the objectives identified in the purpose statements and not a consideration of the use. In other words, this policy focuses on whether the siting location and design of the new structures adequately protect existing resources within the district. The proposed application will facilitate the development of a series of new buildings on the Public Works Operations site in the McLoughlin Conservation District in the vernacular style, remaining contextually appropriate with the existing in the subject historic district. The HRB disagrees that property subject to this review is part of a city park but even if it was, its inclusion in a park inventory would have no relevance to the HRB's scope of review that is limited to considering impacts to historic resources. As demonstrated within this report, the application will comply with the approval criteria with the conditions of approval.

**HRB has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

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

**Finding: Complies with Condition.** The applicant has indicated that the proposed development will consist of improvements generally including demolition, renovating an

existing 13,850 sf armory building, construction of a new 15,033sf office building to serve as the Oregon City Public Works Operations Center, a new elevator connecting upper and lower property sites, a new 5,200sf tool storage building, a new 7,520 sf truck storage shelter with a capacity of parking 40 vehicles, 147 total parking spaces for additional service vehicles and public parking and right of way improvements along a small portion of Center Street. A discussion of the demolition of the existing structures is provided within this report. The applicant indicated they worked with the community at great length to create a respectful design which will comply with the approval criteria. As a result, the design will adequately protect the city's designated historic resources, comply with the applicable criteria with the conditions of approval. As explained above, the City rejects the suggestion that the Overlook at Waterboard is a historic landmark site. There are no records indicating the overlook site has been designated a historic site on the Local Register or National Register of Historic places. **HRB has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

*C. Complement any National Register [Local] Historic districts designated in the city;*

**Finding: Complies with Condition.** The site does not contain any structures which are individually designated locally or on the National Register. There are two historic, designated homes that have been identified that are located directly adjacent to the "lower yard" portion of the subject site, those homes are 114 South Center Street and 409 South 1<sup>st</sup> Street. Due to the proximity of the proposed development including Phase I projects for the lower yard - removal of the two truck canopies and construction of the elevator will have no impact on these existing historic sites. Mitigation for the Phase II site redevelopment including further changes to the lower yard will be evaluated by HRB through a subsequent proceeding. The overall design of the subject site will redesign the site in a vernacular form and help to smooth the context of the overall neighborhood, which will make the site more compatible with the surrounding homes. The proposed development has been designed in the Vernacular style with modern components. A design analysis can be found below on the proposed development and the development's impact on the surround McLoughlin Conservation District.

**HRB has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

*D. Stabilize and improve property values in such districts;*

**Finding: Complies as Proposed.** Again, this policy is interpreted to relate solely to considerations of siting and design. The applicant has proposed to construct new buildings, and revitalize the site the City of Oregon City currently uses for Public Works Operation Facilities. Phase II of the applicant has proposed to install a pedestrian path into Waterboard Park. Improving access to the park will create a stronger relationship between the northeaster and northwester portion of Waterboard Park and the McLoughlin Conservation District. Redeveloping the location will place the site into compliance with designs and existing municipal codes, strengthening the contextual relationship of the site with the surrounding neighborhood suggesting that, if anything, they will improve property values. No evidence was submitted to suggest that modernizing the Public Works facility as designed will have any impact on district property values and the HRB finds that suggestions to the contrary are merely conclusions.

The HRB similarly rejects any claim that the proposal will remove accessible and level parkland which, in turn, will reduce property values. The proposal entails construction in portions of the site which are already developed and utilized by Public Works Operations. The proposal is expected to increase property values by investing in the subject site by removing structures near the property lines which may not comply with the design standards and concentrate new development which would comply with the design standards near the middle of the site. In addition, the site would retain the existing healthy tree stock in the upper yard while increasing the landscaping in the parking area.

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

**Finding: Complies as Proposed.** The applicant has proposed to construct a series of buildings in the Vernacular style with modern characteristics. The design of the new facilities takes in the account the Design Guidelines for the New Construction and the proposed design incorporates design styles already found in the McLoughlin Neighborhood without directly copying any existing buildings. In addition, the applicant provided a variety of opportunities to seek public input throughout the design process and through his Type III review.

At present, the campus consists of a hodge-podge of utilitarian-style garage and warehouse-type structures bearing no relevance to the design characteristics that do not contribute to the significance of the McLoughlin Conservation District. The proposed design will create true, unified design palette that contains vernacular design motifs that will complement the district. Further, the buildings have been pushed closer together within the site, making the structures less visible from nearby residences. Further, modernizing an inefficient and out-of-date public works campus so that it may better serve and protect the safety of Oregon City residents is something that will ultimately foster civic pride. These buildings, appropriately scaled and compatibly designed with quality materials, will be beautiful, in their own right. For these reasons, the new construction does not detract from the history of the District.

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

**Finding: Complies as Proposed.** The proposed development is contained on site and will not impact any tourist attraction. Again, although not designated as historic areas, the HRB finds that the proposed new construction will have no impact on the adjacent Waterboard park, including the Overlook at Waterboard.

*G. Strengthen the economy of the city;*

**Finding: Complies as Proposed.** The provision of a modernized, coherently designed and efficient site will improve the City's ability to respond to and address Oregon City resident and business concerns that arise, adapt to changes in construction practices, technology and work demands. Further, as part of Phase I of the project, the right-of-way along 306 S. John Adams Street will be improved to better accommodate vehicle traffic and the John Adams Street right-of-way near the armory will be improved to provide parking for visitors to Waterboard Park. Additionally, during Phase II of the project, a pedestrian trail along the northwest portion of the property will be created to provide access to Waterboard Park from Center Street.

The designs proposed in the development will strengthen the contextual relationship between the site and the surrounding neighborhood, which will strengthen the sense of “place” in the Mcloughlin Conservation District. The proposed design will create true, unified design palette that contains vernacular design motifs that will complement the district. Further, the buildings have been pushed closer together within the site, making the structures less visible from nearby residences. The proposal will enhance the sense of place will continue to enhance the Mcloughlin Conservation District as a significant neighborhood within Oregon City and create a picture where residential home and commercial uses can cohesively interact with one another. The economy will be strengthened by providing a sufficient long-term facility for Public Works to construct and maintain infrastructure throughout the City in support of existing businesses and future development.

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

**Finding –Complies with Condition:** This purpose statement encourages the design and siting new construction within historic district in a way that will benefit the city. The proposed development will comply with the applicable standards, which results in the promotion of historic districts and landmarks for the education, pleasure, energy conservation, housing and public welfare of the city. No structures onsite are designated as historic structures. The applicant has proposed to retain some of the structures onsite. Please refer to the demolition analysis within this report for further discussion.

**HRB has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

- I. Carry out the provisions of LCDC Goal 5.*

**Finding; Complies as Proposed.** None of the buildings on the site are listed or have the ability to be listed on the National Register of Historic Places or on the City’s adopted Goal 5 inventory. SHPO has determined that none of the structures are eligible for designation on the National Register of Historic Places. A local government is not required to amend acknowledged plans or land use regulations in order to provide new or amended inventories, resource lists or programs regarding historic resources, except as necessary to “protect” historic resources by providing demolition review. OAR 660-023-0020(2)(a) and (8). As pointed out above, no designated historic resources exist within the subject property. As a result, no review is necessary. In any event, this decision does consider demolition review, as required by OCMC 17.40.070, and as a result, although not necessary, the applicant has carried out the historic preservation provisions of Goal 5. Goal 5 does not require that the subject property be protected as Goal 5 protected open space. OAR 660-023-0220(2).

- 2. The provisions of the city comprehensive plan;*

*Goal 2.4 Neighborhood Livability - Policy 2.4.1 - Develop local neighborhood plans to strengthen and protect residential neighborhoods and historic areas from infill development; such as development along linear commercial corridors.*

**Finding: Not Applicable.** This provision encourages the adoption of neighborhood plans that protect neighborhood livability. This proposal does not adopt or amend a neighborhood plan. Compliance with OCMC 17.40 requirements will adequately protect historic areas from the proposed infill development.



#### *Policy 2.4.2*

*Strive to establish facilities and land uses in every neighborhood that help give vibrancy, a sense of place, and a feeling of uniqueness; such as activity centers and points of interest.*

**Finding: To the extent it is applicable, it is satisfied.** This provision applies to decisions to establish uses in neighborhoods and since this review is limited solely to building design and siting, this plan policy does not apply. Further, as discussed elsewhere, the proposed new construction is sensitive to the uniqueness of the McLoughlin Historic Conservation District historic character by proposing a design that will complement and be largely invisible from the public right-of-way.

*Policy 2.4.4 - Where environmental constraints reduce the amount of buildable land, and/or where adjacent land differs in uses or density, implement Comprehensive Plan and zoning designations that encourage compatible transitional uses.*

**Finding: Complies as Proposed.** The office building and associated structures located at the upper portion of the site are set deep within the site to better integrate with the adjacent residential properties. The main office building will be located near the edge of the bluff and visible from the Center Street right-of-way. The other buildings such as the truck shed and the tool shed will be located behind landscaping and behind the proposed office building. The buildings are placed such that their view from the adjacent properties is mitigated by topography and an existing natural vegetative buffer. The existing buffer will be increased with additional plantings and the preservation of existing trees to the extent possible. All existing trees have been evaluated for preservation. Those to remain will be protected during construction to ensure their preservation. The OCPW is proposing additional plantings well beyond what is required by the Oregon City Municipal Code.

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

*Canemah. Canemah is an important example of a relatively intact riverboat town with architectural resources dating from the 1860's. 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.*

*Goal 5.1 Open Space - Establish an open space system that conserves fish and wildlife habitat and provides recreational opportunities, scenic vistas, access to nature and other community benefits.*

**Finding: Not Applicable.** This provision outlines a policy for the provision of recreational opportunities guiding the City in its adoption of comprehensive plan and zoning policy. It has no applicability to the City's review of this proposal, as the purpose of the Historic Review Board review is to review the design in compliance with the applicable standards in OCMC 17.40.

*Policy 5.1.2 - Manage open space areas for their value in linking citizens and visitors with the natural environment, providing solace, exercise, scenic views and outdoor education. Built features in open space sites should harmonize with natural surroundings.*

**Finding: Not Applicable.** As used in the plan, “open space” refers to natural or recreation areas and the subject property is not designated as open space. Further, how open space is used is not germane to the HRB’s more-limited review of whether the design and siting of structures is compatible with existing historic resources. To the extent it is applicable, access through the site will be improved with the completion of an improved trail connecting Waterboard Park with downtown in Phase II. This development will have no impact Waterboard Park or the Overlook at Waterboard Park, which are not a designated historic sites.

*Goal 5.2 Scenic Views and Scenic Sites: Protect the scenic qualities of Oregon City and scenic views of the surrounding landscape.*

**Finding: Not Applicable.** This plan policy is directed at guiding the City in legislative decision-making and has no application to the City’s review of this proposal. The City has not adopted any viewsheds or scenic sites. Further, there is no evidence that the City has impeded any designated view sheds with this proposal.

*Policy 5.2.1 Identify and protect significant views of local and distant features such as Mt. Hood, the Cascade Mountains, the Clackamas River Valley, the Willamette River, Willamette Falls, the Tualatin Mountains, Newell Creek Canyon, and the skyline of the city of Portland, as viewed from within the city.*

**Finding: Not Applicable.** This plan policy is directed at guiding the City in legislative decision-making and has no application to the City’s review of this proposal. Further, there is no evidence that the City has regulations protecting views of any designated features that are visible or would otherwise be compromised from this proposal.

*Policy 5.2.2 Maximize the visual compatibility and minimize the visual distraction of new structures or development within important viewsheds by establishing standards for landscaping, placement, height, mass, color, and window reflectivity.*

**Finding: Not Applicable.** This plan policy is directed at guiding the City in drafting planning policy and has no application to the City’s review of this proposal. Further, there is no evidence that the City has impeded any designated viewsheds with this proposal.

*Goal 5.3 Historic Resources - Encourage the preservation and rehabilitation of homes and other buildings of historic or architectural significance in Oregon City.*

**Finding: Complies as Proposed.** As part of this master plan development process, the applicant has conducted a study determining the historic eligibility of the buildings on the site, the State Historic Preservation Office (SHPO) has indicated that none of the buildings on the site are eligible to be listed on the National Register of Historic Places.

*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.*

**Finding: Complies with Condition.** As demonstrated within this report, the structures and context will comply with the applicable criteria with conditions of approval. A further analysis of the design criteria can be found later in the staff report. **HRB has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

*Policy 5.3.2 - Evaluate the establishment of Historic and Conservation Districts to preserve neighborhoods with significant examples of historic architecture in residential and business structures.*

**Finding: Complies with Condition.** As demonstrated within this report, the proposal can comply with the applicable sections of the Oregon City Municipal Code as well as the Design Guidelines for New Construction, thus preserving the historic district. No adverse impacts have been identified which cannot be mitigated with a condition of approval. No structures onsite are currently designed on the National Register or locally identified as individually designated structures. The applicant has proposed to retain some of the structures onsite. Please refer to the demolition analysis within this report for further discussion. **HRB has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

*Policy 5.3.5 - Support efforts to obtain historic designation at the city, state and national levels for public and private historic sites and districts. Natural and cultural landscapes should also be considered.*

**Finding: Not Applicable.** The application is for the construction of a new buildings and does not include a request for historic designation of any buildings. Further, the evidence in the record shows that none of the buildings are suitable for historic designation.

*Policy 5.3.7 - Encourage property owners to preserve historic structures in a state as close to their original construction as possible while allowing the structure to be used in an economically viable manner.*

**Finding: Not Applicable.** No structures onsite are currently designated on the National Register or locally identified as individually designated structures. The State Historic Preservation Office (SHPO) has indicated that none of the buildings on the site are eligible to be listed on the National Register of Historic Places. As a result, Phase 1 includes demolition of a portion of the buildings onsite. The proposal will retain a number of buildings in the lower yard and the Armory within the upper yard will be invested in with some minor alterations. Four new garage doors will be added to the west elevation, and one of the garage doors will be removed and the CMU will be painted a different color. Additional discussion about the demolition is identified within this report.

*Policy 5.3.8 - Preserve and accentuate historic resources as part of an urban environment that is being reshaped by new development projects.*

**Finding: Not Applicable and if applicable, it Complies.** No structures onsite are currently designated on the National Register or locally identified as individually designated structures. The State Historic Preservation Office (SHPO) has indicated that none of the buildings on the site are eligible to be listed on the National Register of Historic Places. There will be no adverse effects to Waterboard Park as part of this development and it is not a historic resource, in any event. As discussed elsewhere, the new structures will be compatible with each other as well as the district as whole.

*Goal 5.4 Natural Resources - Identify and seek strategies to conserve and restore Oregon City's natural resources, including air, surface and subsurface water, geologic features, soils,*

*vegetation, and fish and wildlife, in order to sustain quality of life for current and future citizens and visitors, and the long-term viability of the ecological systems.*

**Finding: Not Applicable.** This plan policy is directed at guiding the City in legislative decision-making and has no application to the City's review of this proposal. Further, the applicant will be required to comply with applicable overlay districts during future Site Plan and Design Review.

*Policy 5.4.1 - Conserve and restore ecological structure, processes and functions within the city to closely approximate natural ecosystem structure, processes, and functions.*

**Finding: Not Applicable.** This plan policy is directed at guiding the City in legislative decision-making and has no application to the City's review of this proposal. Further, the applicant will be required to comply with applicable overlay districts during future Site Plan and Design Review.

*Policy 5.4.3 - Identify, initiate and cooperate in partnerships with other jurisdictions, businesses, neighborhoods, schools and organizations to conserve and restore natural resources within and adjacent to Oregon City.*

**Finding: Not Applicable.** This plan policy is directed at guiding the City in legislative decision-making and has no application to the City's review of this proposal. Further, the applicant will be required to comply with applicable overlay districts during future Site Plan and Design Review.

*Policy 5.4.4 - Consider natural resources and their contribution to quality of life as a key community value when planning, evaluating and assessing costs of City actions.*

**Finding: Not Applicable.** This plan policy is directed at guiding the City in legislative decision-making and has no application to the City's review of this proposal. Further, the applicant will be required to comply with applicable overlay districts during future Site Plan and Design Review.

*Policy 5.4.6 - Support and promote public education, interpretation, and awareness of the city's ecological resources.*

**Finding: Not Applicable.** This plan policy is directed at guiding the City in legislative decision-making and has no application to the City's review of this proposal. Further, the applicant will be required to comply with applicable overlay districts during future Site Plan and Design Review.

*Policy 5.4.8 - Conserve natural resources that have significant functions and values related to flood protection, sediment and erosion control, water quality, groundwater recharge and discharge, education, vegetation and fish, and wildlife habitat.*

**Finding: Not Applicable.** This plan policy is directed at guiding the City in legislative decision-making and has no application to the City's review of this proposal. Further, the applicant will be required to comply with applicable overlay districts during future Site Plan and Design Review.

*Policy 5.4.12 - Use a watershed-scale assessment when reviewing and planning for the potential effects from development, whether private or public, on water quality and quantity entering streams.*

**Finding: Not Applicable.** This plan policy is directed at guiding the City in legislative decision-making and has no application to the City's review of this proposal. Further, the applicant will be required to comply with applicable standards during future Site Plan and Design Review.

*Policy 5.4.17 - Protect and maintain groundwater recharge through conservation and enhancement of wetlands and open space.*

**Finding: Not Applicable.** This plan policy is directed at guiding the City in legislative decision-making and has no application to the City's review of this proposal. Further, the applicant will be required to comply with applicable standards during future Site Plan and Design Review.

*Policy 5.4.18 - Encourage use of native and hardy plants such as trees, shrubs and groundcovers to maintain ecological function and reduce maintenance costs and chemical use.*

**Finding: Not Applicable.** This plan policy is directed at guiding the City in legislative decision-making and has no application to the City's review of this proposal. Further, the applicant will be required to comply with applicable standards during future Site Plan and Design Review.

*Goal 8.1 Developing Oregon City's Park and Recreation System: Maintain and enhance the existing park and recreation system while planning for future expansion to meet residential growth.*

*Policy 8.1.1 - Provide an active neighborhood park-type facility and community park-type facility within a reasonable distance from residences, as defined by the Oregon City Park and Recreation Master Plan, to residents of Oregon City.*

*Policy 8.1.9*

*Emphasize retaining natural conditions and the natural environment in proposed passive recreation areas.*

*Policy 8.1.12 Identify and protect land for parks and recreation within the Urban Growth Boundary.*

**Finding: Not Applicable.** These policies are directed at legislative policy making activities and have no application to the city's limited review of a new construction and demolition request. Further, the area that will accommodate the public works operations center is neither a park, nor does it further recreation purposes. These policies do not apply.

3. *The economic effect of the new proposed structure on the historic value of the district or historic site;*

**Finding: Complies with Condition.** The proposed development incorporates the Design Guidelines for New Construction, increasing the relationship of the subject site and the surrounding neighborhood, reinforcing the context of the McLoughlin Conservation District. There is no evidence that the proposed design of this development will have a negative economic effect on the historic value of the district. Furthermore, the development of the Public Works Operations site will allow a reliable location for Public Works to serve the historic districts into the future. No structures onsite are currently designed on the National Register or locally identified as individually designated structures. The applicant has proposed to retain some of the structures onsite. Please refer to the demolition analysis within this report for further discussion. **HRB has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

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



**Finding: Complies with Condition.** With the conditions of approval, the development of the site will comply with the adopted criteria, resulting in protection of the historic value of the district. The proposed new homes have been designed using elements of the Vernacular style. The Vernacular Style is not a universal style, like Victorian or Queen Anne. It is “architecture that makes use of common regional forms and materials at a particular place and time”. Oregon City has defined its own version of vernacular style. The Oregon City Historic Districts Guidelines for New Construction describe a number of characteristics to consider when designing building in the McLoughlin Historic Conservation District (MHCD). It is important to note that these are guidelines and not a prescriptive path to follow literally. Among the characteristics of the vernacular style for commercial buildings within the MHCD that are included in the design of the OCPW buildings are:

- Simple, primary rectangular form that have entry recesses or projections with upper level vertically oriented window bays.
- A parapet or false front that provides the height boundary of the building and hides the view of the roof. Large ground floor storefront windows with short bulkhead wall below and very often with transom windows above.

Facades with modest, but defining cornice possible belt cornice.

Masonry or plaster finished buildings with less detail and ornamentation.

The design for the new OCPW operations office building uses a simple rectangular form with multiple projections and recesses to articulate and break up the length of the building façades into multiple volumes. The ground floor has high ceilings and larger windows than the upper floor. Windows are vertically oriented with a horizontal mullion to divide them in two, similar to transom windows. A parapet wall screens the roof and rooftop equipment. The building uses a horizontal belt cornice and a top cornice to define the floor lines and divide the building into a base, middle, and top. The building materials change from floor to floor to reduce the massing and scale. The primary building material is an ashlar pattern ground face concrete masonry unit which allows for color and block size variation that introduces texture and pattern into the building elevation. The secondary material is a smooth metal panel that provides a contrasting texture to the middle section of the building. The proposed elevator has been designed to be compatible with the Operations office building and other supporting structures. It is composed of the same materials, patterns and colors and includes similar base, middle and top sections with pronounced horizontal trim bands separating the sections. The intent of the design is to respect and interpret the major historic guidelines in a modern way that is compatible with other similar buildings in the district. Additionally, the site contains a National Guard Armory that will be retain and refinished as part of the overall project. The site has historically been used for the Oregon City Public Works operations facility, and would continue to be the use after the site has been redeveloped. No structures onsite are currently designed on the National Register or locally identified as individually designated structures. The applicant has proposed to retain some of the structures onsite. Please refer to the demolition analysis within this report for further discussion. **HRB has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

5. *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;*

**Finding: Complies with Condition.** The applicant has submitted a series of material samples they intend to use in the design of the proposed facility. These samples include elements from traditional and modern designs appropriate to the McLoughlin Conservation district. These materials consist of readily available stone/brick and metals, materials consistently found on

buildings throughout the McLoughlin Conservation District. The color of the materials is subtle and simple, none of the material samples the applicant provided will create a stand-alone element and diminish the context of the District. Additionally, as discussed in greater detail above, these findings explain why the design choices are appropriate. City staff has reviewed the designs, and made recommendations accordingly as demonstrated within this report.

**HRB has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

*6. Economic, social, environmental and energy consequences;*

**Finding: Complies as Proposed.** The purpose of this review is to analyze and determine compliance of the design and context of the proposed development, identified as Phase 1, with the applicable standards in OCMC 17.40. This site anchors one end of the McLoughlin Conservation District and redevelopment of the site will bring the site into context with the rest of the neighborhood, creating a more cohesive and distinct District. The proposed development allows the city infrastructure to be well served now and into the future by providing an adequate space for an efficient and modernized Public Works Operations campus. The economic, social, environmental and energy consequences of the proposal are further analyzed within this report.

*7. Design guidelines adopted by the historic review board.*

**Finding:** Please see design analysis below.

*G. For construction of new structures in an historic corridor, the criteria to be used by the board in reaching its decision on the certificate of appropriateness shall include the following:*

- 1. The purpose of the historic overlay district as set forth in Section 17.40.010;*
- 2. The policies of the city comprehensive plan;*
- 3. The impact on visible evidence of the trail;*
- 4. The impact on archaeological evidence when there exists documented knowledge of archeological resources on the property;*
- 5. The visual impact of new construction within the historic corridor; and*
- 6. The general compatibility of the site design and location of the new construction with the historic corridor considering the standards of subsection G of this section.*

**Finding: Not Applicable.** The proposal is for new construction in the McLoughlin Conservation District, and will be reviewed under OCMC § 17.040.060.F. The proposed development is not within a historic corridor.

*H. The following standards apply to development within historic corridors:*

- 1. Within the Oregon Trail-Barlow Road historic corridor, a minimum of a thirty-foot wide-open visual corridor shall be maintained and shall follow the actual route of the Oregon Trail, if known. If the actual route is unknown, the open visual corridor shall connect within the open visual corridor on adjacent property.*
- 2. No new building or sign construction shall be permitted within required open visual corridors. Landscaping, parking, streets, driveways are permitted within required open visual corridors.*

**Finding: Not Applicable.** The proposal is for new construction in the McLoughlin Conservation District, and will be reviewed under OCMC § 17.040.060.F. The proposed development is not within a historic corridor.

*I. In rendering its decision, the board's decision shall be in writing and shall specify in detail the basis therefore.*

**Finding: Complies as Proposed.** The decision includes this staff report with findings and notice of decision adopted by the Historic Review Board to demonstrate compliance with the applicable criteria.

- J. *Nothing in this section shall be construed to prevent the ordinary maintenance or repair of any exterior architectural features which does not involve a change in design, material or the outward appearance of such feature which the building official shall certify is required for the public safety because of its unsafe or dangerous condition.*

**Finding: Not Applicable.** The proposal is for new construction and modification of an existing structure.

- K. *The following exterior alterations may be made subject to the administrative procedures as outlined below:*

*Construction of fences on historic sites.*

*Exterior alterations, excluding additions, to incompatible structures in the Canemah Historic District.*

1. *A notice of the proposed certificate of appropriateness shall be mailed to the following persons:*
  - a. *The applicant;*
  - b. *All owners of property within three hundred feet of the property which is the subject of application;*
  - c. *A recognized neighborhood association and a citizen involvement committee representative of the neighborhood involved, if the property which is the subject of the application lies wholly or partially within the boundaries of such organization.*
2. *The failure of the property owner to receive notice shall not invalidate the action if a good faith attempt was made to notify all persons entitled to personal notice.*
3. *Notice shall also be given by publication in a newspaper of general circulation in the area affected.*
4. *Within ten days of the issuance of notice of the proposed certificate of appropriateness, any person who has received personal notice pursuant to subdivision 1 of this subsection or who demonstrates sufficient interest in the outcome to participate in such proceedings, as determined by the historic review board, may request a public hearing before the historic review board.*
5. *Within forty-five days after a request for public hearing is made, a public hearing shall be held before the historic review board following procedures as established in Chapter 17.50.*
6. *The historic review board shall then deny or approve the application, either with or without conditions, following procedures as established in Chapter 17.50.*
7. *In the event no request for hearing is filed, the historic review board, through its chairperson and planning staff, shall issue a certificate of appropriateness in accordance with the notice given without further hearing.*
8. *The board may adopt policies for review of applications of certificates of appropriateness in the historic overlay district. Such policies shall be adopted only after notice and an opportunity to be heard is provided and shall include specific opportunity for comment by the planning staff, the planning commission, and the city commission. Such policies shall carry out the city's comprehensive plan, especially those elements relating to historic preservation. In the absence of such policies, the board shall apply such elements directly.*

**Complies with Condition. (OCMC § 17.40.060.K.1-8)** The proposal is being reviewed as a Type III decision.

The applicant indicated that:

*The proposed development includes the construction of a new office building, tool storage building, covered and uncovered vehicle parking and the renovation of an existing armory building. Although no previous archeological surveys have been completed, the general area is considered to have a high probability of containing archeological sites and/or buried remains. The Oregon State Historic Preservation office recommends caution during any project-related ground disturbance. If archaeological sites or remains are discovered, the Oregon City Public Works Department will cease all work and provide a professional archaeologist evaluation of the discovery. The Oregon State Historic Preservation Office response to the request to review the proposed development is attached.*

This application is being process as a Type III review, Type III decisions involve the greatest amount of discretion and evaluation of subjective approval standards, yet are not required to be heard by the city commission, except upon appeal. The process for these land use decisions is controlled by ORS 197.763 and identified in OCMC 17.50. The decision of the Historic Review Board is appealable to the City Commission within fourteen days of the issuance of the final decision. Please be advised that any issue that is intended to provide a basis for appeal must be raised before the close of the Historic Review Board public comment period, in person or by letter, with sufficient specificity to afford the Historic Review Board and the parties an opportunity to respond to the issue.

The proposed development is, or can be, consistent with the Design Guidelines for New Construction. A further analysis of the design in outlines below in the staff report. The proposed design incorporates the McLoughlin Conservation District Vernacular design. The redevelopment of the site will bring elements that currently do not meet the municipal code regulations into compliance. Overall, the redevelopment will continue to house the Oregon City Public Works Department and improve access to the site.

**HRB has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

#### *17.40.065 Historic preservation incentives*

- A. Purpose. Historic preservation incentives increase the potential for historically designated properties to be used, protected, renovated, and preserved. Incentives make preservation more attractive to owners of locally designated structures because they provide flexibility and economic opportunities.*
- B. Eligibility for Historic Preservation Incentives. All exterior alterations of designated structures and new construction in historic and conservation districts are eligible for historic preservation incentives if the exterior alteration or new construction has received a certificate of appropriateness from the Historic Review Board per OCMC 17.50.110(c).*
- C. Incentives Allowed. The dimensional standards of the underlying zone as well as for accessory buildings (OCMC 17.54.100) may be adjusted to allow for compatible development if the expansion or new construction is approved through historic design review.*
- D. Process. The applicant must request the incentive at the time of application to the Historic Review Board.*

**Finding: Not Applicable.** The applicant has not proposed the use of a preservation incentive. The proposed buildings comply with the dimensional standards for the zoning designation.

#### *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 proposed demolition of multiple structures onsite, primarily in the upper yard, as identified in the attached demolition plan.

The subject site is located in the McLoughlin Conservation District. No structures onsite are currently designed on the National Register or locally identified as individually designated structures.

There are two existing buildings on the site, known as the Community Cannery and the Workshop Annex, which were originally constructed in Camp Adair, a U.S. Army WWII training facility, in 1942 before being relocated onsite. During the 2002 resurvey of the District, the existing structures within the upper yard were characterized as Not-Eligible/Altered/Reversible for the National Register findings. These buildings were not included in the original designation as “historic sites” because the buildings did not meet the criteria for listing, as well as the survey did not include outbuildings. For a further explanation on the listings in the McLoughlin Conservation District see the findings for OCMC 17.40.030 above.



These buildings are utilitarian, single-story warehouses buildings, designed for practicality and efficiency, where structural modifications necessary to adapt to changing conditions were anticipated. The site has historically been used to house the Oregon City Public Works Department, where these buildings provide largely storage for facilities maintenance requirement. Redevelopment of the site will continue to house Oregon City Public Works operations. Therefore, removal of the existing structures and replacement with new maintenance facilities structures is entirely consistent with the historic use of the site. Jessica Gabriel, Historian, from SHPO wrote

*..it is still difficult for our office to find that the properties convey their historic importance after having been removed from the original historic location in which they were built. Moving a building often severs the relationship between the property and its surroundings and jeopardizes the physical connection with its history. Additionally, changes to the Camp Adair structures, including the metal seam roofs, the additional of rolling, metal garage doors, and the modification of a number of doors and windows, further obscure the history of these structures and detract from any architectural importance that may have been intact. The key original materials and overall historic appearance of these structures do not appear to be intact.*

Daniel Pedit Jr, Archaeologist and Tribal Liaison for the Oregon Department of Fish and Wildlife to research the history of the structures and noted “They were only meant to last 10 years by the design specs, so I would say you got a fair few extra years out of your two:

The City reached out to Clackamas Community College (CCC) whom had utilized the structures for teaching purposes at one time. Joanne Truesdell, President of Clackamas Community College additionally offered support for the Oregon City Public Works Department's Operations Center Master Plan Update and acknowledged that a new facility would be beneficial for the community as a whole and its citizens.

Peggy Moretti, Executive Director of Restore Oregon wrote:

*After conducting a site visit to observe the condition of the buildings and the functional needs of the site, interviewing representatives from the City, and learning of the City's outreach to the community and stakeholders such as the State Historic Preservation Office, Clackamas Community College, and the Camp Adair Living History Museum, it appears that appropriate processes are being followed. Restore Oregon has long appreciated the care with which Oregon City treats its historic resources, as evidenced by its investment in the Ermatinger House, its Main Street program, and thoughtful planning of the Willamette Falls site.*

*Under different circumstances, were the Camp Adair buildings in their original location and context, we would advocate aggressively for their retention and reuse. Since they are not – and understanding that they cannot be viably repurposed by Public Works - we ask that the City make every reasonable effort to offer the buildings at no charge for relocation to a new site so they can continue to tell their story. When that time comes, we would be happy to help find a qualified recipient by publicizing the opportunity to our membership.*

The City balanced the needs to honor the Camp Adair structures which were placed onsite with the need to provide adequate infrastructure support for the City. An original Master Plan was approved through a public process for the reuse of the existing site. In response to concerns, the City has modified the design to reduce the impact of the facility. The subject site is has been utilized as a Public Works Operations center for a significant amount of time, and it is prudent and financially responsible to

respect the approved master plan and utilize the city-owned property. Furthermore, the site provides greater proximity to a majority of the Public Works work requirements and City administrative services.

The structures cannot be retained on site for a variety of reasons. In addition to the poor condition and lack of compliance with current building standards, they are physically too small to accommodate a majority of equipment. Further, they are located in irregular topography, which create access and site circulation challenges. In order to maximize the efficiency of the site, the structures must be replaced with larger and more modernized storage facilities.

The site is surrounded by Waterboard Park along the south and east property lines, public Right-of-Way abuts the property along the west and east side of the property, and the site abuts unimproved right-of-way adjacent the northern portion of the property. As demonstrated within this report, the proposed alterations will have no effect on the surrounding district.

In order to mitigate the removal of the Camp Adair buildings, the applicant shall coordinate with the City to send out a public notice in the local newspaper for any parties interested in removing and rehabilitating the Camp Adair buildings. Further, the 2009 Master Plan approval identified the following conditions that will remain unaltered and in effect, notwithstanding this approval:

“6. The city shall make all reasonable attempts to move the Cannery Building to another property or donate the building to a private party before investigating options for deconstruction/demolition.

8. Prior to deconstruction/demolition, the city shall provide further documentation photos that show the outbuildings context on site, all elevations and interior rooms as well as close up photos that show the buildings details. The photos shall be added to the inventory forms and filed with the Planning Department and the Museum of the Oregon Territory.

9. The city shall deconstruct and reuse the building materials from all the outbuildings to the extent practicable. A deconstruction and demolition plan shall be submitted to Planning staff for approval prior to demolition to ensure compliance with the recommended conditions.”

**HRB has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

## **DESIGN ANALYSIS**

*The following section includes an analysis of the proposed development with the Guidelines for New Construction. As explained above, since none of the structures qualify as historic sites or buildings, the Guidelines for Alterations and Additions to New Buildings do not apply.*

### McLoughlin Conservation District

Historic structures within the McLoughlin Conservation District represent the “second level” of evolution of the City, where residents moved up the hill to get away from the more crowded narrow shelf adjacent to the Willamette River. Beginning in 1870 and continuing through the first quarter of the 1900’s, the residential and commercial buildings constructed during this period make this area historically significant. The MCD is comprised of three prominent building styles – Vernacular, Bungalow

and Queen Anne. In order to provide a suitable transition to adjacent residential areas, the design guidelines require that commercial uses (non-residential uses) outside of the Seventh Street Corridor use predominately residential design styles – “Queen Anne, Vernacular [single buildings or grouped], and Foursquare.” The guidelines go on to encourage that these buildings be located close together to provide density. The HRB finds that encouraging the use of residential design features is directed to infill within the existing residential rhythm of similarly scaled residences located closely together with a symmetrical block. The HRB distinguishes the Public Works site is an industrial campus located separate and apart from the surrounding residential neighborhood at the edge of the MCD. The applicant has incorporated Vernacular elements, found in both residential and commercial style buildings into the campus design.

The Applicant has methodically gone through the criteria within the design Guidelines for New Construction and described the compatibility of the design using Vernacular style characteristics, and how the proposed design will relate to the surrounding neighborhood. Some of the building, design, and siting standards for commercial buildings in Mcloughlin include: Rectangular footprint that largely fills the width of the lot; [Buildings] Oriented to street for access, and display. Building form and foot print primarily rectangular, possible rectangular additions or wings; possible interior light court, courtyard or areaway. Massing: A simple rectangular primary form encompassing the primary and visible facades. A parapet or false front that provides the height boundary of the building and hides the view of the roof. Single story with retail or service use; two or three story with single or mixed use. Façades with modest, but defining cornice, possible belt cornice. Wood exteriors can support more detailing; masonry or plaster finished buildings with less detail and ornamentation; typically, no significant form projections or recesses except window bays or entries. Using materials/finishes: cement plaster (stucco), brick, concrete with plaster over, horizontal board siding; fabric awnings, possible flat steel/wood building supported canopy.

All of the buildings proposed for Phase I of the project will be new except for Armory. The Armory will remain at its current location and has been included in the overall redesign package for the site. Reason for including the Armory in the overall design of the site is because the refinishing of the Armory will match the colors and designs of the new buildings proposed for the site.



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## 4.0 Material Boards

### 4.1 PROJECT PERSPECTIVES



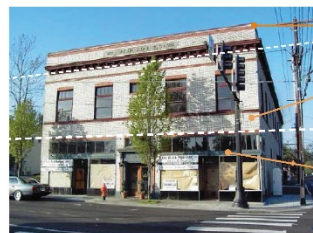
View of Office Entry



View of Office Building from the Bluff

935 SE Alder Street : Portland Oregon 97214 tel 503 239 1987 fax 503 239 6558 [deca-inc.com](http://deca-inc.com)

March 27, 2017



I.O.O.F COMMERCIAL BUILDING



SELLWOOD COMMERCIAL BUILDING

OREGON CITY  
P.W. OPS CENTER

DESIGN CONCEPTS

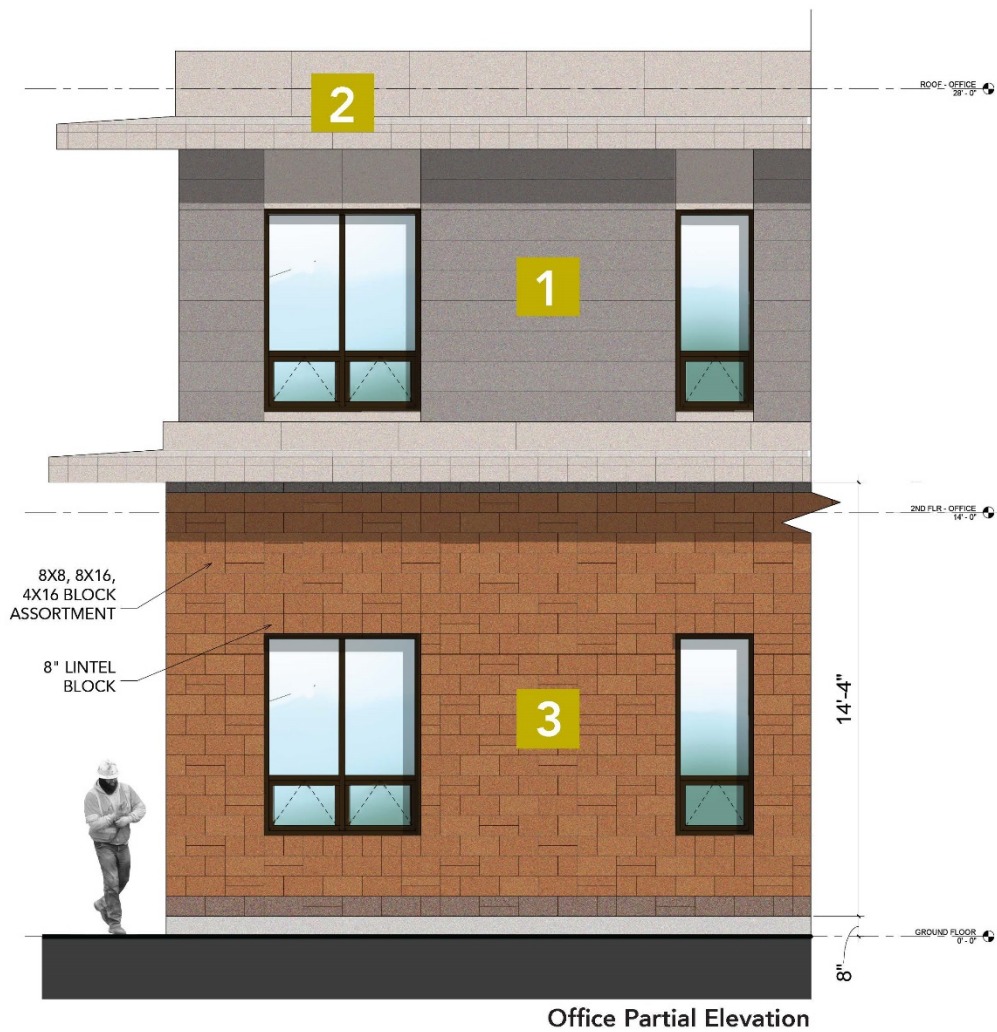
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dean architecture inc



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## 4.2 Materials and Patterning



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## MATERIAL BOARD



FLAT METAL PANELS



COMPOSITE METAL PANELS



GROUND FACE CMU  
FINISH EXAMPLE



GROUND FACE CMU COLOR & TEXTURE  
SAMPLES

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## 4.3 Doors and Windows



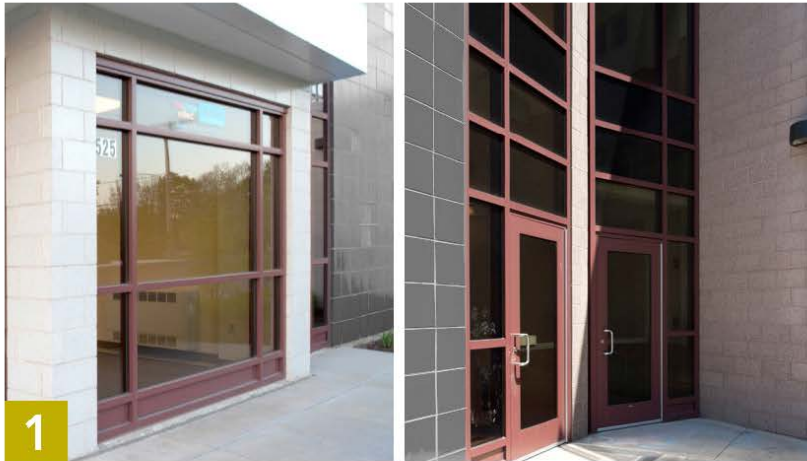
Office Partial Elevation

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d

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## MATERIAL BOARD



1

ALUMINUM STOREFRONT SYSTEM



2

ALUMINUM CLAD WOOD WINDOWS



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## I. USE OF SITE

*The role of the Historic Review Board is to analyze the design of the proposal with the criteria in Chapter 17.40 of the Oregon City Municipal Code, including the Historic Design Guidelines. Though the section is entitled “Use” it is not within the purview of the Historic Review Board to analyze if a use is permitted, rather, “Use” is analyzed through the scope of access, building to open area, layout, landscaping, etc.*

### Access

*Commercial buildings to have direct pedestrian access from the public sidewalk street to the main entry. Typically, the shortest path, unless topographic considerations. Vehicle access to be alongside of building, at rear or alley.*

**Finding Complies as Proposed.** Waterboard Park is located along the south and southeast portion of the site. Improved and unimproved public right-of-way is located adjacent to the east and northeast portion of the site. There are a few residential homes located along the property lines adjacent the northern property lines of the site, and the public right-of-way for South Center Street abuts the west side of the site. There are a few surrounding parcels, not directly attached to the development of Phase 1 that are a part of the overall redevelopment projects. These parcels include the two parking lots located across the street from 122 South Center Street and the parcel with the building located at 306 South Center Street. Street improvements are proposed adjacent to 306 S. Center in Phase 1. The overall design of the site will bring the site into the McLoughlin Vernacular style and make the site more cohesive with the surrounding homes.

Phase I of the project includes primarily changes to the “upper yard”, with the exception of the demolition of two truck canopies and the construction of the proposed elevator, and street improvements along the right-of-way adjacent 306 S. John Adams Street. (See the demolition plan above). The buildings directly abutting the South Center Street right-of-way will be redeveloped during Phase II of the project, which is not subject to this review but will be required to be reviewed by the Historic Review Board before any redevelopment in this location may begin. The Historic Review Board is being tasked with looking at the appropriateness of the proposed new construction and demolition. These recommendations will be included in the Master Plan review before the Planning Commission. Given the topographical limitations of locating the main office building at the upper portion of the site, all efforts are made to make the most direct pedestrian route from public parking to main building entrances. The office building shall be oriented to street for access, and display. The existing structures fronting Center Street will remain on the lower level of the site, directly adjacent South Center Street, will be redeveloped as during Phase II of the PW Operations project and will be reviewed by HRB at that time. Currently, access to the office building is served from the side of the building.

### Building to Open Area

*Commercial buildings can cover most of a lot; 20% Landscape area requirement may be reduced upon approval by Historic Review Board.*

**Finding: Complies with Condition.** The applicant appears to have 20% of the lot landscaped as identified on sheet L100 and L101, but the calculation was not provided. Prior to issuance of a permit associated with the proposed development, the applicant shall submit documentation demonstrating that a minimum of 20% of the site is landscaped. **HRB has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

### Topography Use

*Commercial buildings requiring a larger footprint utilize level lots in close proximity to the street.*



*Buildings may be set back to better integrate with houses where adjacent and to facilitate grade changes.*

**Finding: Complies as Proposed.** The applicant indicated that “the office building is located at the upper portion of the site which is limited in its public access from the streets. To better integrate with the adjacent residential properties the building is set deep within the site where it best mitigates its footprint on the land”.

The office building will be located approximately 180 feet setback from South Center Street, atop the bluff that creates a dramatic change in elevation on the site. The applicant included line of sight drawings for the new development and they show the new office building will be able to be seen from S. Center Street, but will be designed to be cohesive with the district. The applicant has addressed this factor and used appropriate methods outlined in the Design Guidelines to mitigate for massing caused by the proposed structure.

#### Landscaping

*Residences to utilize a front yard with lawn panel, small-scale shrubs or perennials, and annuals for interest. Similar treatment at side yards facing the public way. Larger scale planting to be at rear yard.*

**Finding: Not Applicable.** The proposal is not a residence. However, the applicant has provided a landscaping plan with a variety of plantings throughout the site.

#### Paving

*Pavement at front and side yards facing the public way is limited to sidewalks and driveway.*

*Commercial buildings may have limited paving for pedestrian use.*

**Finding: Complies as Proposed.** The applicant has made every effort to limit the amount of pavement proposed. Paving is located behind the existing structures on Center Street and within the interior of the site. The proposed paving within the “upper yard” is primarily behind the office building, to conceal the parking and allow opportunities for vegetation near the street.

#### Site Features

*Secondary features to support the design and character of the building and to not obscure its visibility from the public way. Decorative walls, fences, and hedges at front yard to face of building to be no more than 3 ½ feet high; entry arbors and gates are accepted. Retaining and structural walls to be minimized; to be faced or finished to complement the district where constructed.*

**Finding: Complies with Condition.** The applicant has indicated that “At all edges of the site visible by the public, fences and gates will conform to design standards for height restrictions, visibility through and quality of materials. At areas with retaining walls, the material used will be of similar stone to complement the existing basalt cliff faces”.

The redevelopment has been designed in a way that acknowledges the pedestrian streetscape. Design elements have been incorporated to proposal that take into account siting of office building on the interior of the site. The proposed development incorporates materials found in other buildings within the McLoughlin Conservation District and excludes elements that are inconsistent with the district such as retaining walls, fences, and other large decorative landscaping. Direct examples of conflicting incompatibilities that will be mitigated or removed are part of this application are the removal several buildings that do not share many Vernacular features with the Conservation District and the refinishing the existing Armory with Vernacular features.

Fencing may be placed along the side and rear perimeter of the site and shall not exceed six feet in height. Additionally, in an effort to maintain a contextual appropriateness, any proposed fences along the rear and side perimeter of the site may not be composed of chain-link, vinyl, split rail, ornate

wrought iron, stockade, plywood, or hard panel. A large elevator has been designed as part of this development. The applicant shall use materials that incorporate the elevator into the surrounding structure and do not create a separate element. The applicant shall use colors similar to the color used on the proposed office building.

**HRB has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

#### Equipment, Technology

*Site located equipment and technology developed after the period of significance to be minimized in appearance and located at less visible areas. Required utility, public safety, and government equipment should follow the guidelines as possible; where difficulties arise review mitigation measures with City design staff and the Historic Review Board.*

**Finding: Complies with Condition.** The applicant indicated that “All utilities and equipment will be located within the site, behind structures and out of public view. Required equipment will follow all city designated guidelines and instructions”. All mechanical equipment, for all of the proposed buildings, shall be located out of public view, and any structures screening mechanical equipment shall match the designs of the proposed buildings.

**HRB has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

## **II. BUILDING PLACEMENT**

#### Orientation

*Locate the primary side and entry of the building facing the public way. Typically, this side is parallel to the street. Maintain similar orientation of neighboring historic buildings. At reverse corner lots both sides must respect orientation.*

**Finding: Complies with Condition.** Due to topographic constraints of the property the office building is located on the interior of the site, but will still be visible from the street level. The proposed design has addressed the design of the office building so that the side of the building facing the street has visible characteristics found within the district facing the public right-of-way. These characteristics included appropriate stone and metal materials/colors, recessed building facades breaking up massing, and simple designs with minimal ornamentation. Additional landscaping will also be required to soften the overall massing of the building. At least four (4) native trees and eight (8) shrubs shall be planted along the northwest façade of the two story office building facing the South Center Street Right-of-Way.

**HRB has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

#### Spacing

*Maintain similar spacing to context buildings and the neighborhood.*

**Finding Complies as Proposed.** The applicant indicated that “the upper site of the project is atypical in relation to its surrounding residential neighbors in size and use. The design makes the best attempt to site and space the structures for a small scale development”. The buildings located within the site have more of a traditional spacing found near other commercial buildings within the McLoughlin Conservation District. The nearby churches and Century Link building, along South Center Street, have spacing similar in length and are surrounded by residential housing. The proposed development includes relocation of the office to the middle of the site and locating ancillary buildings on in the “upper yard” in locations similar to that of existing structures which are proposed for demolition.

### Setbacks

*Maintain setback at front and sides similar to context buildings and the neighborhood. McLoughlin Commercial use buildings on 7th Street from Center to John Q. Adams; minimize or delete side yards and front setback. McLoughlin Commercial use buildings on Center and High; provide front setback of 6 feet, or fit to existing historic and newer building context; provide side setback of 6 feet for buildings using a residential style.*

**Finding: Complies as Proposed.** The applicant indicated that “the upper site of the project is atypical in relation to its surrounding residential neighbors in size and use. Setbacks for the buildings on the upper site provide enough buffers between the new structures and adjacent Waterboard Park and adjacent residences”. Many of the proposed structure setbacks are similar to the setbacks of the currently existing building. None of the phase I interior buildings are immediately adjacent to any residential housing. The applicant has proposed to leave much of the existing landscaping in place as an effort to further buffer the neighboring homes for the use on the subject site. Placement of all structures comply with the dimensional standards of zoning district and are consistent with the standards set forth by the Design Guidelines for new construction in the McLoughlin Conservation District.

### 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.*

**Finding: Complies as Proposed.** The proposal includes constitution of two new accessory structures (excluding the armory). The new accessory structures are smaller than the proposed office building and have been located to the side or behind the newly proposed office building, out of view from the public right-of-way.

## **III. BUILDING FORM**

### Heights

*The building heights to be similar to the neighborhood historic context and appropriate to the style chosen. McLoughlin Commercial Style buildings on 7th Street from Center to John Q. Adams can range from a tall single story to the approximate height of the existing historic building to provide new, but appropriately sized context.*

**Finding: Complies as Proposed.** Commercial Building styles outside of the Seventh Street Commercial Corridor, this section states commercial uses shall employ a residential style architecture to better integrate into the neighborhood fabric. The larger residential styles, such as Queen Anne, Vernacular [single buildings or grouped], and Foursquare, are appropriate. They create a suitable transition to adjacent residential areas and can be built relatively close together to achieve appropriate density. These styles could be utilized for any uses: retail, office or multifamily residential. The carriage building on High Street is an existing residential style structure used for commercial purposes. Individual commercial buildings scattered throughout a residential neighborhood should be designed in a way to create consistency and harmony with the surrounding homes. The subject site is an industrial/utilitarian campus and located on the edge of the McLoughlin Conservation District. The applicant has incorporated Vernacular elements, found in both residential and commercial style buildings, into the design of the campus. Additionally, the applicant has incorporated landscaping to create an appropriate buffer between the proposed facility and residential homes. The proposed buffer, in combination with the Vernacular elements described in the report below, create a site that is contextually appropriate with the surrounding neighborhood.

Buildings on the upper site have been designed to be not more than two stories to help integrate with surrounding residential properties. The office building is the tallest of the new construction with the parapet at 31' high and the tallest portion of the building at 35'. The proposed buildings are similar in height as other commercial buildings located along Center and 7<sup>th</sup> Street. None of the proposed buildings exceed 35 feet, which is consistent with the zoning standards and the current residential building standards within the McLoughlin Neighborhood, which calls for commercial buildings to be similar in height to residential buildings. The proposed elevator will be 57 feet in height, going from the lower yard to the upper yard. The elevator will be hidden by the truck shed along South Center Street, which will be redeveloped during phase II. The tool storage building will be approximately 23 feet in height, the truck shed will be 18 feet in height, and armory will remain unchanged at approximately 26 feet in height. The new buildings will remain as a utilitarian use to serve the purpose of the Public Works department, and will be composed of the same materials used in the new office building.

### Widths

*Commercial: maximum approximately 1:3 height to width ratio.*

**Finding: Complies with Condition.** The office building has a height to width ratio of approximately 1:4. The siting of the building is placed away from any street, approximately 43' off the bluff and partially obscured by landscape, therefore reducing the visual impression the building makes in the public right of way. In addition, the building is designed in a more contemporary style, aiming to relate to the historic district through use of simplicity and materials rather than overall size and proportion, but rather keeps within its styles design standards.

The applicant has indicated that the proposed office building will exceed the 1:3 ratio. Staff believes the width of the building will not create a significant overall impact because the building is set back a significant distance from the South Center Street right-of-way and onto of the bluff. Additionally, the site is surrounded by vegetation, and that vegetation will remain in place, screening much of the site from the surrounding neighborhood. Staff believes the building can be appropriate if mitigated properly, and will require the applicant to submit a landscaping plan addressing the proposed mitigation. Additional landscaping will be required to soften the overall massing of the building. At least four (4) native trees and eight (8) shrubs shall be planted along the northwest façade of the building facing the South Center Street Right-of-Way.

**HRB has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

### Depths

*McLoughlin Commercial use buildings on 7th Street except from John Q. Adams to Harrison: typically built to front lot line; possible small setback for public use.*

**Finding: Not Applicable.** The proposed redevelopment is not on or within the 7<sup>th</sup> Street right-of-way, and is located of the South Center Street right-of-way adjacent to Waterboard Park, anchored at the southeast boarder of the McLoughlin Conservation District. The subject site has an irregular shape and the focus of the Phase I development does not address the buildings direct adjacent South Center Street. There is currently structures which will remain adjacent to the Center Street frontage. The building directly adjacent South Center Street will be addressed during Phase II of the development and will be reviewed by HRB at that time.

### Shape

#### Primary

*Commercial buildings typically single rectangular primary form; possible rectangular additions at rear or wing where site or context allows.*

**Finding: Complies as Proposed.** Buildings on the site are designed in simply rectangular volumes matching the contemporary style there are designed in but also fit with historical building vernaculars. Elevations of the office building facing First Street are simple elevations of rectilinear form. The proposed designs of the buildings have been designed in a rectangular form and fall within the vernacular of the McLoughlin Conservation District. These proposed shape of the buildings also reinforce the utilitarian nature of the site. The shape should not create any significant feature incompatible with site or the surrounding neighborhood. Additionally, the building shapes match the armory, which will remain in place during the redevelopment of the site.

#### Secondary

*Rectangular for additions, porches, bays, and detached buildings; joined to primary form at a right angle. Rectangular, faceted bays or porches where style allows. Commercial buildings: forms shorter than the parapet and contained within the width of the façade.*

**Finding: Complies as Proposed.** The proposed accessory structures have been designed in a rectangular form.

#### Roof

*Commercial: simple roof form, typically one shape-one main roof; low slope roofs if behind parapet or false front with side returns; may also be barrel or curved.*

**Finding: Complies as Proposed.** The applicant's designs incorporate simple, low-sloped roofs composed of materials consisted with materials currently found within the McLoughlin Conservation District. In the McLoughlin Conservation District parapets are recommended for use on Streetcar Commercial and Institutional buildings at front, and sides usually above a cornice; can conceal a low roof and equipment. The parapet on the office building, tool shed, and truck shed will be approximately two feet in height.

#### Context Scale

*Context scale is the relative or apparent size of the building in relation to its neighbors and includes siting and use.*

**Finding: Complies as Proposed.** Due to the size of the site and program, the applicant has been able to break the buildings into multiple smaller buildings to better fit in with the scale of the residential neighborhood. The buildings are spread out over the large site to better reduce their impact and the buildings in this development are primarily located adjacent to or on upper yard to reduce the visual impact. The proposed structures are larger than the residential homes within the adjacent blocks, but is not inconsistent with the make-up of the McLoughlin Conservation District or the existing buildings onsite. There are commercial areas within the District, primarily along 7<sup>th</sup> Street, but McLoughlin has several areas throughout the neighborhood where there is commercial development adjacent blocks of residential. Examples include the Century Link building at 222 High St., the St. Johns Church at 417 Washington St., and the Oregon City School which anchors the northeast portion of the District. Additionally, the site has historically been used for the OC Public Works operations, and the redevelopment of the site will not remove any existing uses, but rather bring the existing facility up to current design standards of the District. Appropriate designs and redevelopment will reinforce the contextual relation of the site with the McLoughlin neighborhood as a whole.

#### Volumes

*McLoughlin Commercial Style buildings on 7th Street from Center to John Q. Adams; dense building along this historic commercial corridor is appropriate.*

**Finding: Complies as Proposed.** This site is not within a historic corridor or along 7<sup>th</sup> Street, however, the buildings on the site are designed in simple rectangular volumes matching the McLoughlin Vernacular form is a contemporary style. The proposed designs are consistent with the vernacular standards of the Design Guidelines such as rectangular buildings made of wood or masonry construction, large windows, and a modest façade of wood or masonry. The applicant has incorporated a variety of materials and used different recessed planes on buildings visible from the public right-of-way in an effort to break up the massing of the proposed buildings.

#### Recesses

*Provide recessed volumes in proportion to the main volume to provide interest, weather protection and the breakup of large volumes. Commercial buildings: utilize recess for entries, upper level residential porches, building equipment and trash, rear vehicle parking.*

**Finding: Complies as Proposed.** In the commercial office building recesses are utilized to provide outdoor space and cover during inclement weather when entering or exiting the building. In addition the recesses help to add interest in the larger volume of the building. Recesses have been used to break up the massing of the office building. The proposed recesses have not been use excessively or in a way that diminishes the overall design the applicant has proposed.

#### Projections

*Provide projected volumes in proportion to the main volume to provide interest and the breakup of large volumes. Commercial buildings: provide projections to break up long wall expanses and to create interest.*

**Finding: Complies as Proposed.** In the office building projections from the larger volume are utilized to indicate the front entry on the south elevation. While providing a wayfinding element it also helps to break up the larger volume. The visible office building uses varying projections to provide contrast and create visually appealing elements visible from the public right-of-way. The other buildings on the site are located out of view from the public right-of-way and will be screened by landscaping.

#### Special Features

*Style appropriate features such as a commercial building entry or tower may be designed for limited applications. Features can create interest and vitality in the business district when thoughtfully designed.*

**Finding: Complies with Condition.** Stair towers in the office design are pulled out from the simpler volume to create a hierarchy in the composition of the façade. At the same time, a material change helps to add interest and clarity to the forms.

The design also proposes an elevator to move guests and employees from the lower portion of the site to the office building on the bluff. In order to mitigate the massing of the elevator, the design of the elevator shall use the same materials as the other buildings so the elevator does not appear as a stand-alone element, but blends in with the surrounding buildings.

**HRB has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

### **III. DESIGN COMPOSITION**

#### Style

*Select a particular style that is appropriate for the building use and size. Maintain stylistic consistency in the design of the building; some variety is typical. The districts have variety of styles developed over a*



*period of time. There were no large scale developments that produced multiple buildings of the same style over a short period.*

**Finding: Complies with Condition.** The site has been designed in the Mcloughlin Vernacular style. The style is generally simple in design, incorporates easily obtainable materials, and generally avoids elements that detract from the primary design and avoids repetitively styled buildings adjacent one another.

The office building, along with the other proposed buildings, are designed in a modern style that harkens to tradition style in the use of window proportions and material. The same materials will be used on all buildings and generally all building on the site will be of the modern style, some steering more traditional than others but will read as a whole when the project is view in its entirety.

**HRB has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

#### Functional Space Arrangement

*Arrange interior and site spaces in traditional ways. Public use area toward the front and exposed sides of the building; service and private spaces at the interior, sides and rear.*

**Finding: Complies with Condition.** The proposed design places the buildings spaced with topographic boundaries with parking in focused towards the interior of the site. Primary access to the site will be off of South Center Street, to prevent any disturbances to the adjacent residential homes.

The office building spaces have been designed for the public and conference rooms to be on the public face of the building (south elevation) near the main entry of the facility. Lockers and bathrooms have been mostly centralized within the building with office space toward the exterior. Given the size of the site the building program is consistent with offices on all the outside edges looking out into the landscape.

**HRB has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

#### Symmetry

*Symmetry is the balance of elements and material on the façade and of the volumes of the building. Historic buildings extensively utilized symmetrical arrangements in their composition. Some styles are symmetric in organization but yet “balanced” such as a bay on the left side balancing a porch or tower on the right side.*

**Finding: Complies as Proposed.** The design asymmetrical because of the modern overtones of the project. The windows are proportional to the traditional style but around in more modern ways. Large masses of cmu “balance” the longer areas of the façade create a balanced effect.

The design uses windows and recessing of the office building in an effort to reduce the overall massing of the proposed development. The proposed development appears balanced without being repetitive. The other secondary buildings on the site will not be visible from the public right-of-way, but the symmetry is appropriate with the District as well.

#### Building Scale

*Building Scale is the relative or apparent size of the building and its elements in relation to people.*

**Finding: Complies as Proposed.** The proposed buildings have been designed in an attempt to reduce the adverse impacts on the pedestrian street scape, while still serving the needs of the Operations Facility.

The building emphasizes the two floor lines using large expressed eaves, this breaks the double height volume into two parts. In addition, the extrusion of the entry out helps to break down the scale of the building further to create human scale approach to the building.

The subject site is relatively large in scale and the design has place the buildings throughout the site to break up the overall massing of the buildings and appear to create one large structure. The two-story office building will be the most visible building form the South Center Street right-of-way, the other structure will be surrounded by landscaping or recessed far back enough on the site as to not be visible form South Center Street.

### Proportion

*Proportion is the relationship of height to width dimension of windows, doors and other building elements, their sizing to each other and to the façade of the building. Utilize the proportional relationships found in the traditional styles.*

**Finding: Complies as Conditioned.** The building windows are designed in a vertical orientation to recall more tradition building styles. At the same time the modern design approach is found in the asymmetrical horizontal building mass. The proportion stays with 1:4. No volumes are too tall or too short; rather find a comfortable mean and work to create a cohesive whole.

The proposed design is proportional and consistent with the development standards of the district. The simple Vernacular standards accommodate for modern elements to be incorporated into the development without detracting from the context of the District. The width of the proposed office building exceeds the standards and the applicant will be required to install additional landscaping to mitigate for the additional massing.

**HRB has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

### Rhythm

*Rhythm is the spacing and repetition of elements on a façade of the building. It is also the spacing and mixture of repetitive fronts of building along a street. It can be thought of the “music” made by the building.*

**Finding: Complies as Proposed.** The building windows play the largest role to create a rhythm that marches along the facade. The rhythm plays into that asymmetrical composition, so although not consistent across the entire width of the building it is rhythmic in its component parts. In addition the exterior cladding is broken at reveal lines at regular intervals corresponding with the windows, therefore reinforcing a rhythm.

The design of the proposed builds appears to have a rhythm that is consistent with the designs found throughout the McLoughlin Conservation District. The proposed designs appear modern, without creating any abstract features the cause a breakup between the proposed development and the surrounding neighborhood. The other structure will be surrounded by landscaping or recessed far back enough on the site as to not be visible form South Center Street, but the rhythm of the other building matches that of the of the two story office building, and the McLoughlin Conservation District.

### Pattern & Texture

*Pattern refers to the effect of large areas of smaller dimensional elements; such as created by horizontal siding or shingles. Texture refers to the surface of the façade and its flatness and finish; such as a sanded plaster or rough stone. Most traditional material provide sufficient texture and pattern.*

**Finding: Complies as Proposed.**

The design uses illustrated patterns with a relatively simple design and are in scale with the surrounding neighborhood. The windows and materials are varied across the façade to break it into smaller more human friendly components. Material is changed from floor to floor on the office building helping to further emphasize the base middle top orientation of the design. The materials used, paint metal siding and ground face cmu will have rich textural qualities and shadows, straying away from uniform, flat facades. The surrounding building will also use the same material and tie the entire site in to one cohesive design

#### Porches

*Commercial Buildings: main level entry or service porches or covered areas and upper level porches are allowed if consistent with building style.*

**Finding: Complies as Proposed.** The office building, which will be the only portion of the project open to the public, has a recessed patio spaces on the back side of the building that provide an outdoor amenity for the user of the building while also providing visual interests on the outside of the building.

The porches are integrated into the building recesses and are strategically use to reduce the visual massing of the portion of the building visible from the Public right-of-way. The proposed porches are covered and do not create separate elements incompatible with the overall design.

#### Dormers

*Dormers provide additional use and light for upper half story floor areas and further define and enrich the building architecture. Design and materials to match the chosen style. Dormers here were typically modest in size and number; Design dormers to fit the scale and proportions of the house. Shed dormer roofs are typically lower sloped than the main roof and join that roof below its main ridge.*

**Finding: Not Applicable.** No dormer have been proposed on any of the structures.

#### Exterior Stairways

*Exterior stairways at the building front to give access only to the main level, and to be less than five feet in height. They are to be consistent with the building style.*

**Finding: Not Applicable.** There are stairs on the site, but this criteria only applies to stair on the exterior of a building. There are not proposed external building stairs.

#### Breezeways & Connectors

*Breezeways and covered walkways provide sheltered links between buildings and accessory structures. They can provide access to or separation from different uses, as a means for reducing large building massing and to promote use of accessory buildings. Mixed use commercial; breezeways may provide a means of connecting grouped smaller buildings.*

**Finding: Complies as Proposed.** There are multiple exterior walkways and breezeways associated with office building. The size and proportions are expertly designed to complement the low rise design of the modern office building, conveying a minimalist approach to design with simple articulation and forms. The breezeways that have been incorporated into the design of the redevelopment use the same materials as the two story office building and the other surrounding buildings. The first breezeway comes off of the proposed elevator and into the proposed office building. This breezeway is perpendicular from the S. Center Street right-of-way and will be surrounded by significant screening. The other breezeway connects the office building to the tool shed and will be screen by landscaping. The proposed design does not create additional massing from the public right-of-way and have been incorporated into the design without creating additional excessive elements on the proposed buildings.

#### Storefronts

*Storefronts to be located at the front of commercial buildings to facilitate patron use. Storefronts to utilize traditional composition containing lower wall area, primary large glazing area, smaller transom glazing area, with signage above or below transom. Storefronts may have doors including full width sliding or folding panels. Weather and sun protection from awnings or canopies may be provided.*

**Finding: Not Applicable.** No storefronts have been proposed.

#### Ornamentation

Ornamentation in McLoughlin and more so in Canemah is to be limited. Commercial structures used a limited amount of ornament at pedestrian areas and the parapet for interest. New buildings should not overstate the historic style reference.

**Finding: Complies as Proposed.** On the most public faces of the project, will be ornamenting the ground face cmu blocks with articles and brick reveals, headers around windows and openings. To help break up larger volumes of brick recesses in the wall and changes in cmu pattern are utilized to help provide interest and variety of textures. The design choices that applicant has presented do not contain excessive ornamentation. There has not been any introduction of any styles not already seen within the District. Designs have been kept simple, but with modern elements that reinforce the context of the neighborhood. The office building, along with the other proposed buildings, are designed in a modern style that harkens to tradition style in use of window proportions and material. The same materials will be used on all buildings and generally all building on the site will be of the modern style, some steering more traditional than others but will read as a whole when the project is view in its entirety.

#### Details

*Utilize detailing in a consistent manner throughout the design and in such a way that is historically appropriate. Traditional buildings developed detail by the use of available products and materials. Use of similar products can produce compatible designs with modern materials.*

**Finding: Complies as Proposed.** The building consist of modern detailing especially the office and the outdoor breezeways. These elements will be detailed in a modern approach of simplicity and honesty to materials. Since the building designs do not necessarily try to be historic in the style, rather in proportion and use of quality materials. Detailing for the other building proposed on the site have been designed in the simple McLoughlin Vernacular and materials have remained consisted as to tie the surrounding building back into the two story office building.

#### Materials

*Utilize materials that are both appropriate for the particular application and for the historic style. A wide variety of currently available materials and products are acceptable provided the resultant appearance is complementary with the buildings of the historic period.*

**Finding: Complies as Proposed.** The application includes material samples that will be incorporated into the design. Those materials include stone and metal exterior façade pieces designed in neutral and soft earth tones colors, and aluminum clad windows. The materials are consistent in style and detail with other materials found within the District. Every opportunity has been made to use quality materials, such cmu for most of the facades. In an addition the applicant is using metal panel to provide shadow play and texture on the upper areas. The metal panels will be painted and not a reflective, shiny surface. These material will be applies to all of the buildings on the site.

#### Finishes & Color

*Use color and finishes that are historically and contextually appropriate. The colors of the building should complement those of surrounding buildings. Color and texture can be applied or can be integral to the*

*material, such as stone and brick. Consider those differences and the effects of aging for appropriate selection. Particular styles use different colors. Typically, there are no more than three buildings colors.*

**Finding: Complies as Proposed.** The applicant has submitted material samples that will be used in construction. The materials are consistent in style and detail with other materials found within the District. The colors are muted warm brick and metal panel finishes. The colors are very compatible with historic home designs and simply look elegant when compared to neighboring properties. For window and doors darker frames of a bronze will be selected to also fit within historic window types made of wood. Light colors are used as accent on the roof eaves to help provide contrast. There are no garish colors strewn about this design. These finishes and colors will be applied to all of the proposed buildings on the site, including refinishing the armory.

#### Equipment, Technology

*Minimize the presence and visibility of building equipment and technology. Locate in lesser or out of view areas. Organize equipment and system to consolidate and create ordered appearance. Conceal pipes and conduit inside the building. Recess meters, panels, other equipment, or screen from apparent view. Paint equipment to blend into the background of the building. Allow for future revisions and new technology.*

**Finding: Complies with Condition.** For the buildings on the site, all piping and mechanical products have been located within the building envelope. For rooftop mechanical equipment, we will be utilizing mechanical screens up to the height of the mechanical equipment to screen them from view. Exterior meters and panels will be recessed with building articulation and massing to conceal them further. The design does not shown any mechanical located within the public view within the submitted drawings. All mechanical equipment, for all of the proposed buildings, shall be located out of public view.

**HRB has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

#### Style

*Construction to complement the nature of the historic district, but flexibility is necessary to allow a system wide approach, parts standardization and use of available materials. New utility work to be minimized in appearance. Support pedestrian use and scale.*

**Finding: Complies with Condition.** The design uses construction that complements the characteristics of the McLoughlin Conservation District. The scale and of the buildings does not exceed that of other commercial buildings found within the District. The office building does exceed the 1:3 ratio for massing, but Staff believes the massing can be further reduced by installing additional site screening. Utilities have been hidden within architectural recesses and elements to obscure them from public view. Given the nature of the site, there are many nonpublic faces where utilities can be sited. For truck storage building utilizes will be located on the roof or of main facades.

**HRB has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

#### Design

*For visible features, use design that was typical or similar to that of the historic period: where unable, screen or cover the installation in a historically appropriate manner. Construction to not significantly alter the district's built pattern. Locate equipment away from primary views to maximum extent practicable. Utilize landscape or fabricated screening to minimize disruptive appearance. Minimize street signage as allowable by code.*

**Finding: Complies as Proposed.** The proposed development has been proposed in the McLoughlin Vernacular style, incorporating elements found within the district and the Design Guidelines for New

Construction. The modern elements the applicant has proposed do not clash with the design standards. Since the design of the buildings will be a modern approach, utility screening will be best obscured using modern approaches, of which they are plentiful.

#### Materials

*Materials and products for visible Features: Use those that were typical of the historic period or those that offer a similar appearance. Use of stone, concrete, wood and metal in finishes and textures similar to that of the historic period is most appropriate.*

**Finding: Complies as Proposed.** The application includes material samples that will be incorporated into the design. Those materials include stone and metal exterior façade pieces designed in neutral and soft earth tone colors, and aluminum clad windows. The materials are consistent in style and detail with other materials found within the District. In every opportunity the building designs try to use quality materials such Concrete Masonry Units (CMU) for most of the facades. In an addition the applicant will be using metal panel to provide shadow play and texture on the upper areas. The metal panels will be painted and not a reflective, shiny surface. These material will be applies to all of the buildings on the site.

#### IV. PUBLIC IMPROVEMENTS, UTILITIES

Review of public improvements is limited to utilities, related equipment and structures to be located within the public right of way. As pointed out above, the roads within or along the upper yard are not public right-of-way. The only change to the public right-of-way will be its widening in front of 306 South Center Street. With respect to design, the guidelines requires that “construction not significantly alter the district’s built pattern.” In the area where the widening is proposed, the street is separated from the existing grid, uniform-block S. Center Street as it and becomes S John Adams Street, which is, by contrast, highly curved.

#### Chapter 17.50 – Administration and Procedures

##### *17.50.030 Summary of the City's Decision-Making Processes.*

**Finding: Complies as Proposed.** The proposed Historic Review Board application was reviewed pursuant to the Type III process. Notice was posted onsite, online and mailed to property owners within 300 feet of the proposed development site and posted in the paper.

##### *17.50.050 Preapplication Conference*

*A. Preapplication Conference. Prior to submitting an application for any form of permit, the applicant shall schedule and attend a preapplication conference with City staff to discuss the proposal. To schedule a preapplication conference, the applicant shall contact the Planning Division, submit the required materials, and pay the appropriate conference fee. At a minimum, an applicant should submit a short narrative describing the proposal and a proposed site plan, drawn to a scale acceptable to the City, which identifies the proposed land uses, traffic circulation, and public rights-of-way and all other required plans. The purpose of the preapplication conference is to provide an opportunity for staff to provide the applicant with information on the likely impacts, limitations, requirements, approval standards, fees and other information that may affect the proposal. The Planning Division shall provide the applicant(s) with the identity and contact persons for all affected neighborhood associations as well as a written summary of the preapplication conference. Notwithstanding any representations by City staff at a preapplication conference, staff is not authorized to waive any requirements of this code, and any omission or failure by staff to recite to an applicant all relevant applicable land use requirements shall not constitute a waiver by the City of any standard or requirement.*

*B.A preapplication conference shall be valid for a period of six months from the date it is held. If no application is filed within six months of the conference or meeting, the applicant must schedule and attend another conference*



*before the city will accept a permit application. The community development director may waive the preapplication requirement if, in the Director's opinion, the development does not warrant this step. In no case shall a preapplication conference be valid for more than one year.*

**Finding: Complies as Proposed.** The applicant held a pre-application conference (file PA 16-60) on January 21, 2016. The land use application was submitted within 6 months of the pre-application conference on March 30, 2017. The application was deemed complete on April 4, 2017.

*17.50.055 Neighborhood Association Meeting*

**Finding: Not Applicable.** Neighborhood meetings for Historic Review Board application are not required.

*17.50.060 Application Requirements.*

**Finding: Complies as Proposed.** All application materials required are submitted with this narrative. The applicant has provided full-size and two reduced size sets of plans to accompany the submittal items.

*17.50.070 Completeness Review and 120-day Rule.*

**Finding: Complies as Proposed.** This land use application was submitted on March 30, 2017. The application was deemed complete on April 4, 2017. The City has until August 2, 2017 to make a final determination.

*17.50.080 Complete Application--Required Information.*

**Finding: Complies as Proposed.** This land use application was submitted on March 30, 2017. The application was deemed complete on April 4, 2017.

*17.50.090 Public Notices.*

**Finding: Complies as Proposed.** Staff provided public notice within 300' of the site via mail, the site was posted with multiple Land Use Notices, posted on the Oregon City website and in a general circulation newspaper. Staff provided email transmittal of the application and notice to affected agencies, the Natural Resource Committee and to all Neighborhood Associations requesting comment. The Planning Division received the follow written public comments during the public comment period.

*17.50.100 Notice Posting Requirements.*

**Finding: Complies as Proposed.** The site was posted in accordance with the applicable standards.

**PUBLIC COMMENT RECEIVED BY THE HRB:**

During these proceedings, the HRB received public testimony and provides the following responses:

In testimony first submitted on April 10, 2017, and then revised May 5, Mr. Trent Premore raised concerns that a number of the historic district guidelines were not addressed. As discussed above, the applicant has proposed a Vernacular design for the new buildings that includes both residential and commercial stylistic elements. Given that the new buildings are removed from the more dense residential MCD area, consists of a campus including multiple buildings, and is on the edge of the district, the HRB finds that it was appropriate to consider commercial design elements similar to those with the Seventh Street corridor. With regard to the location of parking, the HRB finds that guidelines relating to vehicle driveway, access and storage relate to building orientation and vehicular circulation where the building is adjacent to a public right-of-way. In this campus-type design, none of the new construction proposed for Phase I will be adjacent to a public right-of-way. In addition, the HRB points

out that most of the parking has been pushed toward the center of the property, behind the buildings. In this way, the parking will be largely hidden from view. Mr. Premore expressed concern about a 32" setback comparing it with neighboring houses setback greater than 10 feet. It is not clear which buildings Mr. Premore is referencing. The new office building will be 47 feet from the top of the bluff, which will make it very nearly invisible from any public right-of-way below and a significant distance away and not visible from the residences to the south. If this comment is in regard to the road widening on S. Center Street, building siting standards are not applicable to a building that already exists. Rather, the public improvement guidelines would control. Although these guidelines would prohibit widening a road so as to deviate from the historic grid pattern, as pointed out above, S. Center Street already curves quite dramatically in close proximity to the existing home. Making the roadway wider in order to straighten out the curve will have no effect on the historic street layout. With regard to Mr. Premore's concerns about building height, no 31 foot high walls allow Center Street are proposed. The new office building is a significant distance from the existing residences to the north. This distance is so far that it is unlikely to cast shadows or block winter sun to any greater degree than what already results from the existing armory structure directly south. Further, the HRB finds that the significant landscaping proposed to the west of these homes will provide some buffer. The visible portions of the office building uses varying projections to provide contrast and create visually appealing elements visible from the public right-of-way and the materials are appropriate.

The HRB received testimony from the Mr. Gordon Wilson, the Shepherd Family, and others who expressed concern with the noise and traffic generated from the site and with lost property values. As pointed out above, the use of the site will not be evaluated during this application, the use of the site will be evaluated in the Master Plan Amendment, which will be reviewed by the Planning Commission. The proposed development will not be expanded into Waterboard Park.

The HRB received testimony from the McLoughlin Neighborhood Association and others arguing that approving this application will result in loss of land for Waterboard Park. As pointed out above, the use of the site is not in the scope of criteria examined by the Historic Review Board.

The HRB heard testimony from McLoughlin Neighborhood Association objecting to the City's refusal to consent to the nomination of two existing buildings on the Public Works site. The designation and/or revocation of consent are not before the HRB for consideration in this matter.

The McLoughlin Neighborhood Association raised a number of challenges to the content of the notice along with its posting. The notice summarized the project as: "Construction of a new operations facility for the Oregon City Public Works Department in the McLoughlin Conservation District in the Institutional and R6 zoning districts." The request is limited to determining whether proposed new construction activities, including demolition of a number of existing structures, satisfies the Historic District Overlay standards. The area subject to the proposal is designated on the City's Comprehensive Plan and Zoning Map as "Institutional." Whether or not the proposed site is adjacent to a park has no relevance to HRB's review of this request. The obligation to consider comprehensive plan policies is not an independent obligation. Rather, it is to be considered in determining whether to issue a certificate of appropriateness pursuant to OCMC 17.40.060(F)(2). OCMC 17.40 was identified in the notice as an applicable approval criteria. This reference to the code standard, which includes the comprehensive plan, was sufficient to put the public on notice that comprehensive plan provisions are applicable.

As the staff report and the presentation at the public hearing made clear, the Public Works Operations Facility is located on a single site that includes both a "lower" and "upper" campus. The property legal

description references tax lots 500 and 600, the upper campus properties. The property is not designated park land and as a result, did not need to identify or describe the adjacent park property. Notice of the HRB hearing was required to be “posted on each frontage of the subject property.” OCMC 17.50.100(B). A “frontage” is defined as “that portion of a parcel of property which abuts a dedicated public street or highway or an approved private way.” OCMC 17.04.495. “Notices do not have to be posted adjacent to alleys or unconstructed right-of-way.” OCMC 17.50.100(B). “Alley” means “a public or private way not more than twenty feet wide that provides access to a property or properties from a side other than the designed front of the property. These standards establish that the obligation to post property is limited to the side of property that abuts a dedicated public street or approved private way that is the commonly designated front of the property. The “front” of the subject property that abuts a public right-of-way is along S. Center Street. John Adams Street, as it passes through the subject site, is vacated right of way that is posted on both sides to indicate that it is not public right-of-way and can be closed at any time. At best, it is an “alley” providing access to the property other than from the front. Waterboard Park Road is currently unimproved, is less than 20 feet wide and similarly does not provide access to the front of the property. In any event, the HRB finds that the posting of John Adams Street where it enters the facility, near the intersection with Spring Street would be seen by passersby travelling on either John Adams Street or Waterboard Park Road were sufficient to give notice to any person traveling along John Adams or a pedestrian path within Waterboard Park.

#### **CONCLUSIONS:**

The Community Development Director recommends the Historic Review Board approve file HR 17-04 with conditions, based upon the findings and exhibits contained in this staff report.

#### **EXHIBITS:**

1. Vicinity Map
2. Applicant’s Narrative and Plans
3. Public Comments
4. Letter dated May 16, 2017 from Carrie Richter, Assistant City Attorney