



April 18, 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.

**RECOMMENDATION:** 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 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.

Waterboard Park is located along the south and southeast portion of the “upper yard” component of the public works site. Improved and unimproved public right-of-way is located adjacent to the east and northeast portion of this site. There are a few residential homes along located along the property lines adjacent the northern property lines of the primary site, and the public right-of-way for South Center Street abuts the west side of the primary site. There are a few surrounding parcels, not directly attached to the primary site, that are a part of the overall redevelopment projects. Theses 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. These sites will not change from their current uses, but will be improved as part of the overall project.





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



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

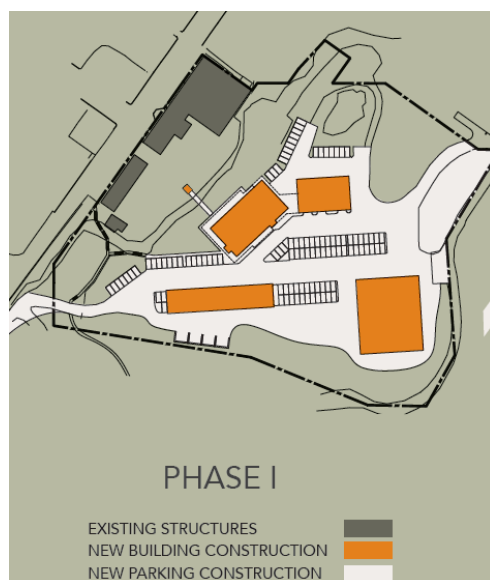


Home vernacular on Center Street (left) and Washington Street (right)

### EXECUTIVE SUMMARY:

The site currently has an existing approved Master Plan (CP 09-01) for redevelopment of the site; the Notice of Decision was issued on August 13, 2009. The applicant has filed a request to amend this 2009 Master Plan approval, which will be considered by the Planning Commission. Phase I of the amended master plan includes primarily changes to the “upper yard.” This staff report will analyze the proposal 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. Proposed Work includes, but is not limited to: demolishing all of the building in the “upper yard” except the armory, rehabilitating an existing 13,850 square foot armory building, construction of a new 15,033 square foot office building to serve as the Oregon City Public Works Operations Center, a new elevator connecting upper and lower property sites, a new 5,200 square foot tool storage building, a new 7,520 square foot truck storage shelter with a capacity of parking 40 vehicles, and 147 total parking spaces for additional service vehicles and public parking. The buildings adjacent South Center Street will be redeveloped during Phase II of the redevelopment, and the design of those building will be reviewed by the Historic Review Board prior to construction.

HRB’s review in this project is limited to a certificate of appropriateness for the demolition and new construction necessary to accomplish Phase I of the Master Plan. Further, the Historic Review application is for the Historic Review Board to review the design of the proposed structures, and not determine whether or not the use is appropriate for the zoning district.



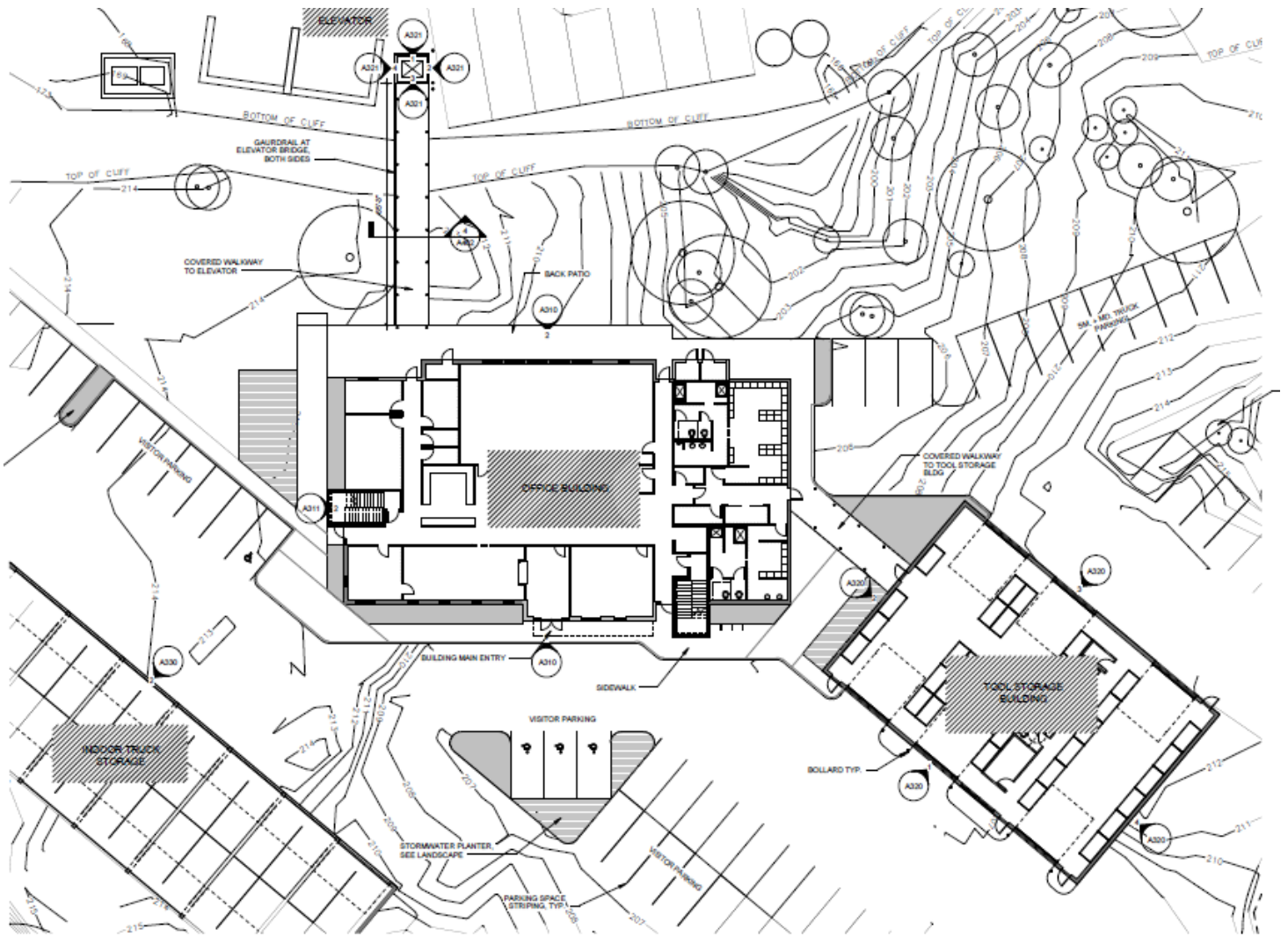
A recent 2017 survey of the subject site characterizes the existing Armory as Not Eligible / Intact but lacks distinction for nomination to the National Register. In 2004, the City completed a district-wide historical survey and none of the existing buildings were deemed eligible for listing on the National Register and were found to be at the limits of their lifespan as storage buildings for the operations yard. At this point the City does not own the existing armory building, but expects to acquire full ownership later this summer.



## Site Plan





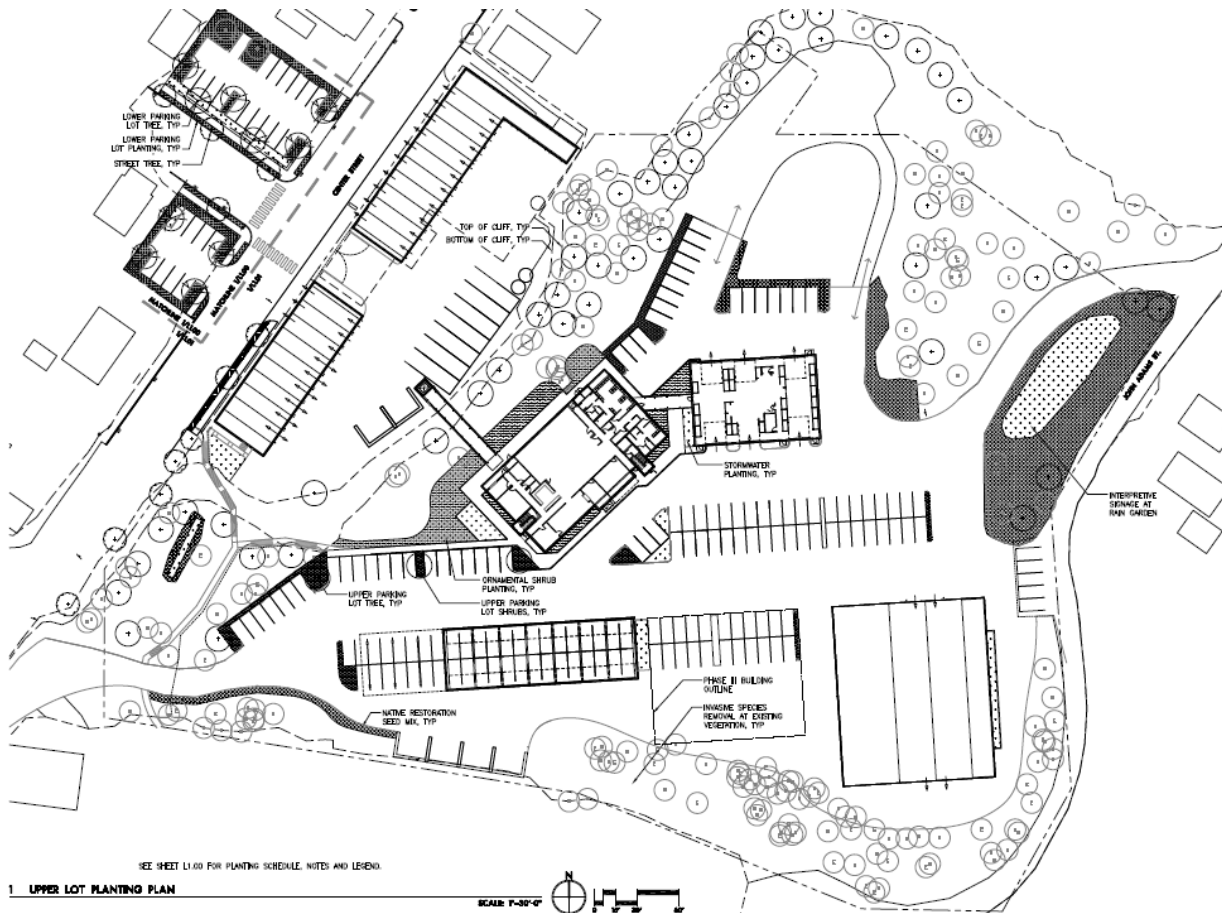


Phase 1 Demolition Plan

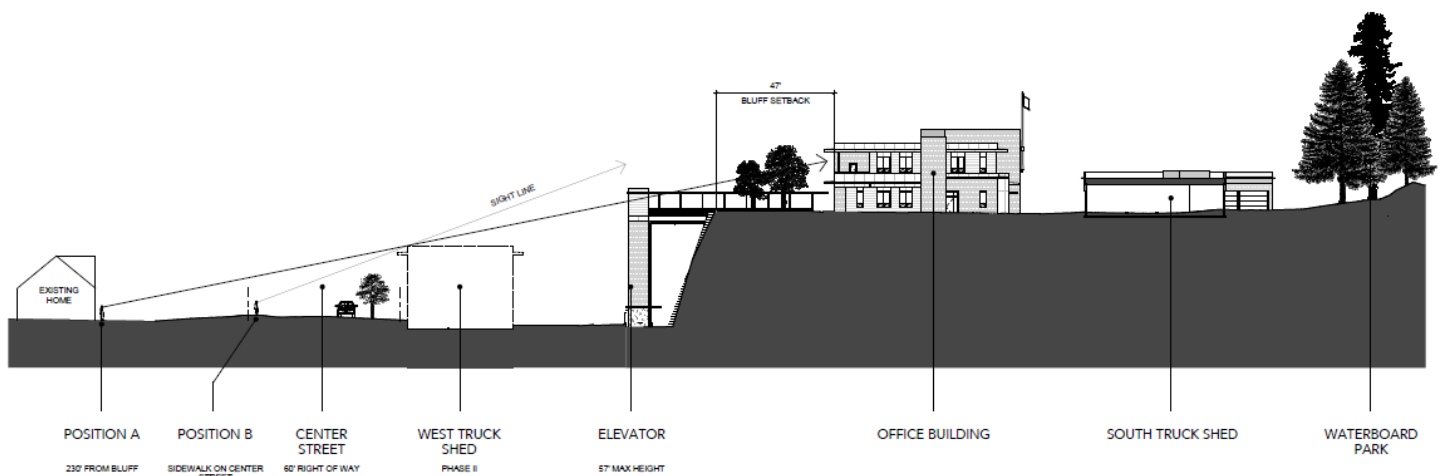




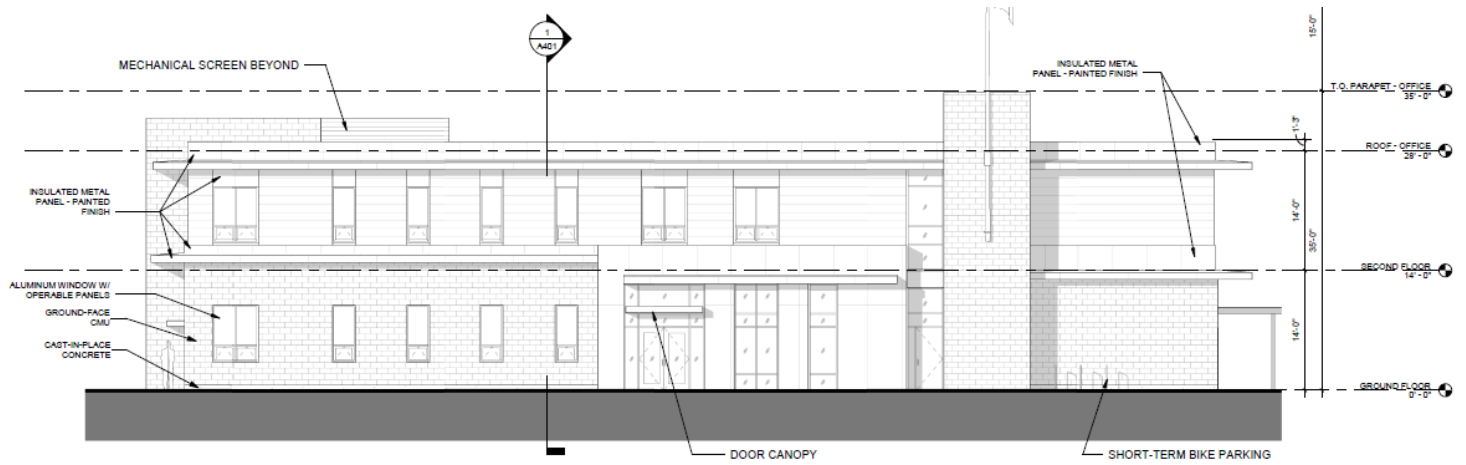




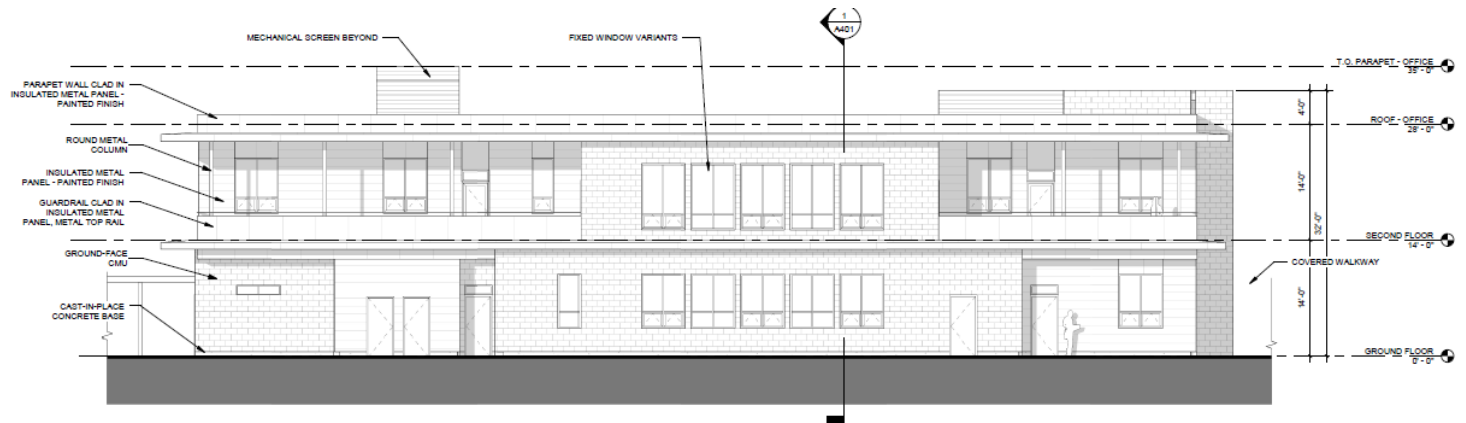
Center Street Siteline Diagram



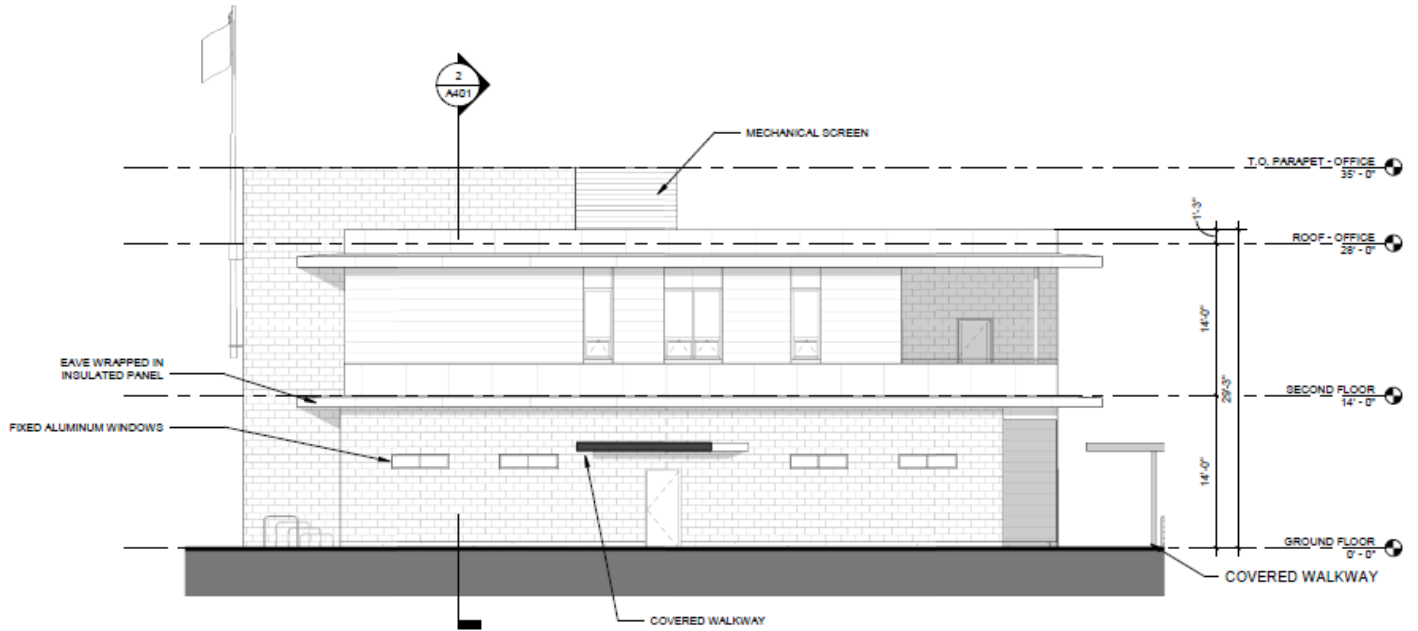
Office Exterior Elevations: South Facade



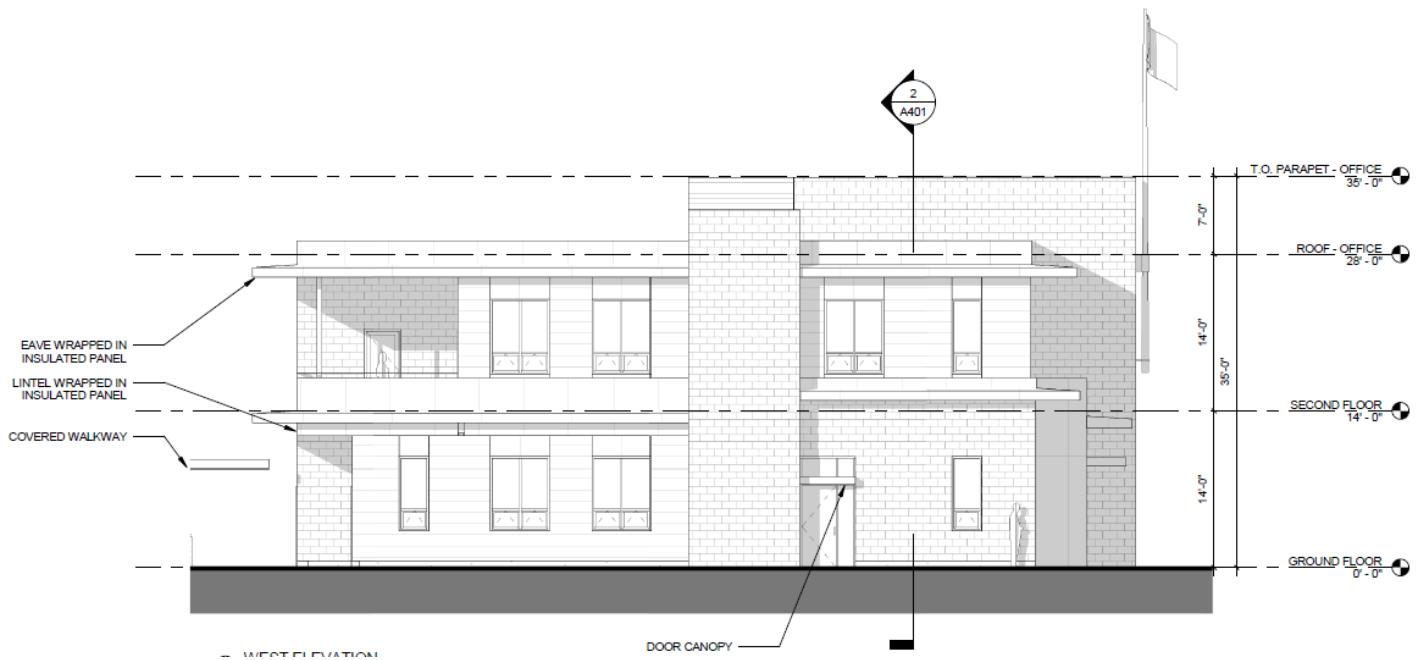
Office Exterior Elevations: North Facade



Office Exterior Elevations: East Facade

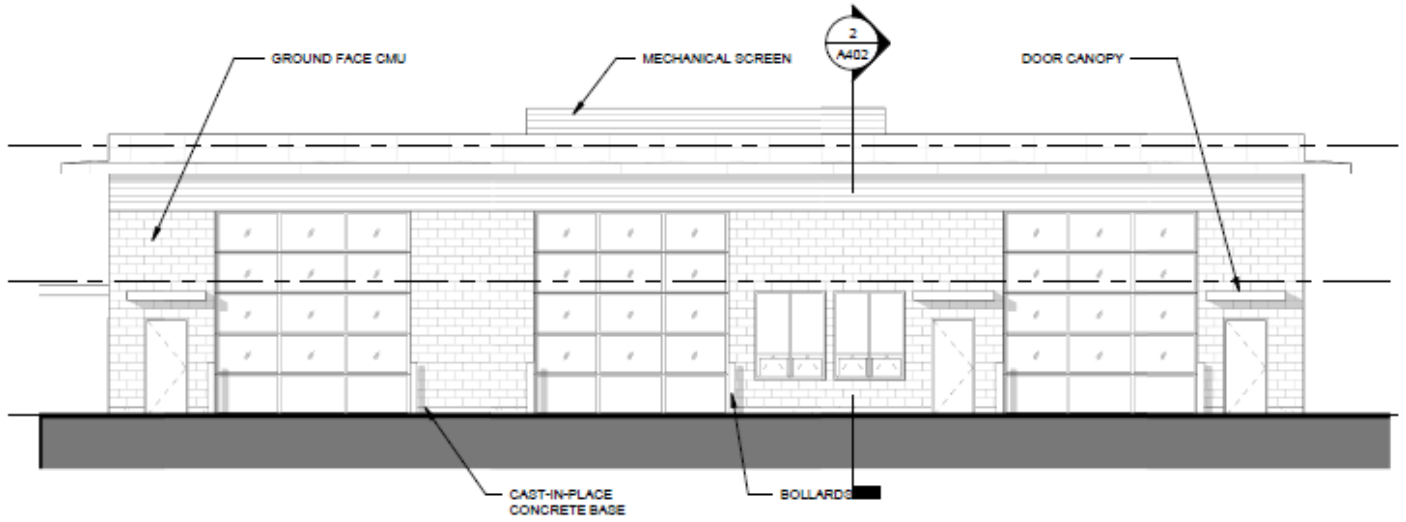


Office Exterior Elevations: West Facade

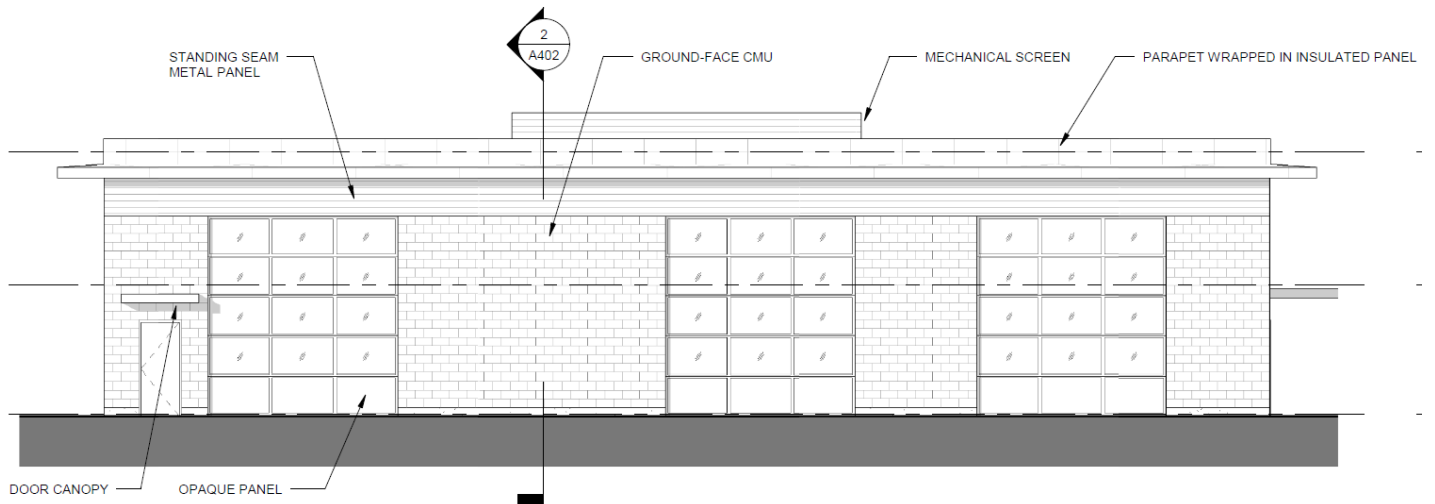


Tool Storage: South Facade

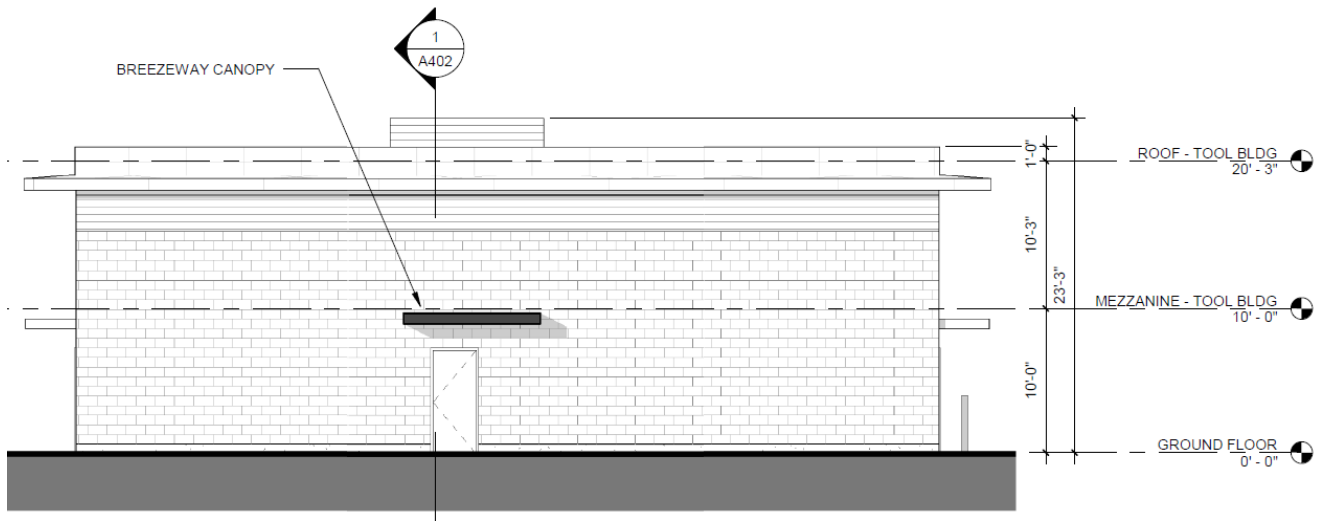




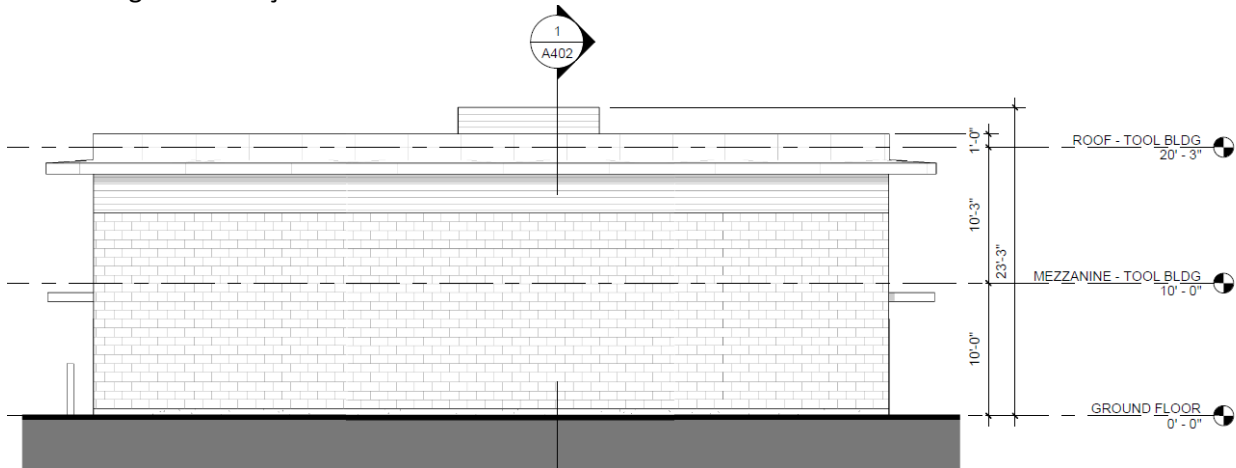
Tool Storage: North Facade



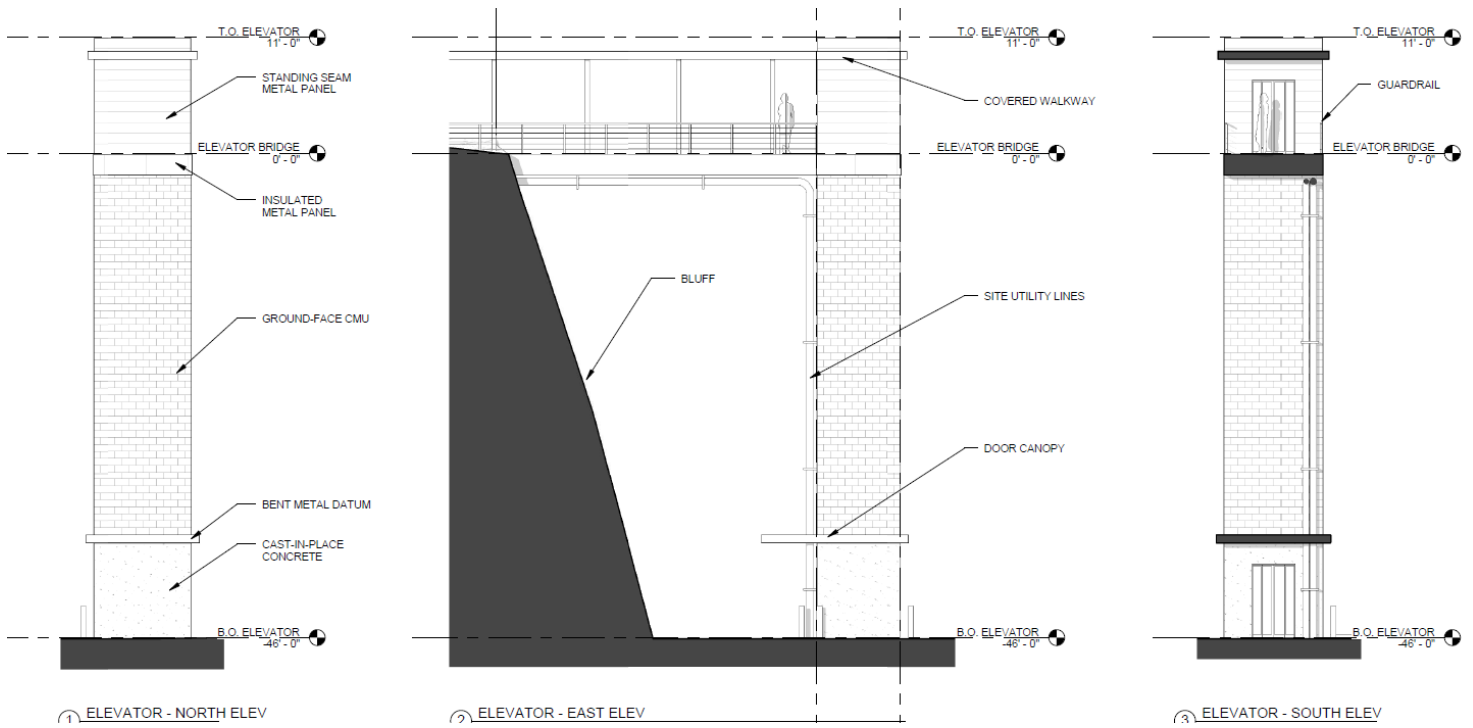
Tool Storage: East Facade



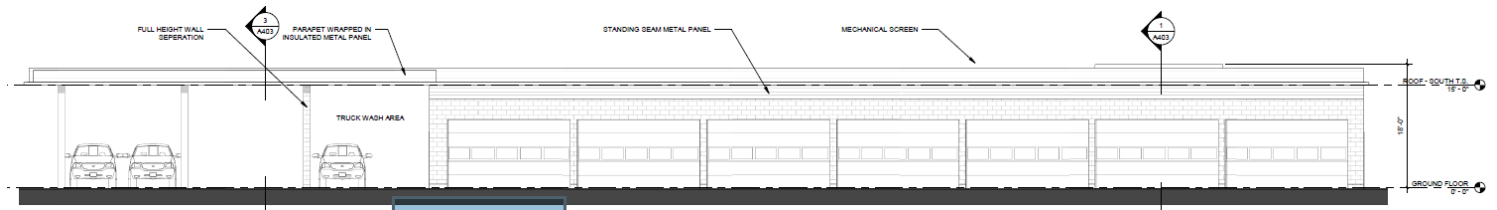
Tool Storage: West Façade



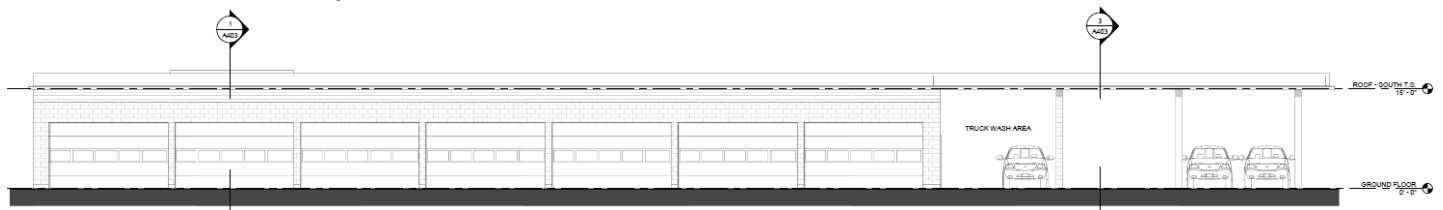
Elevator



### South Truck Shed: South Façade

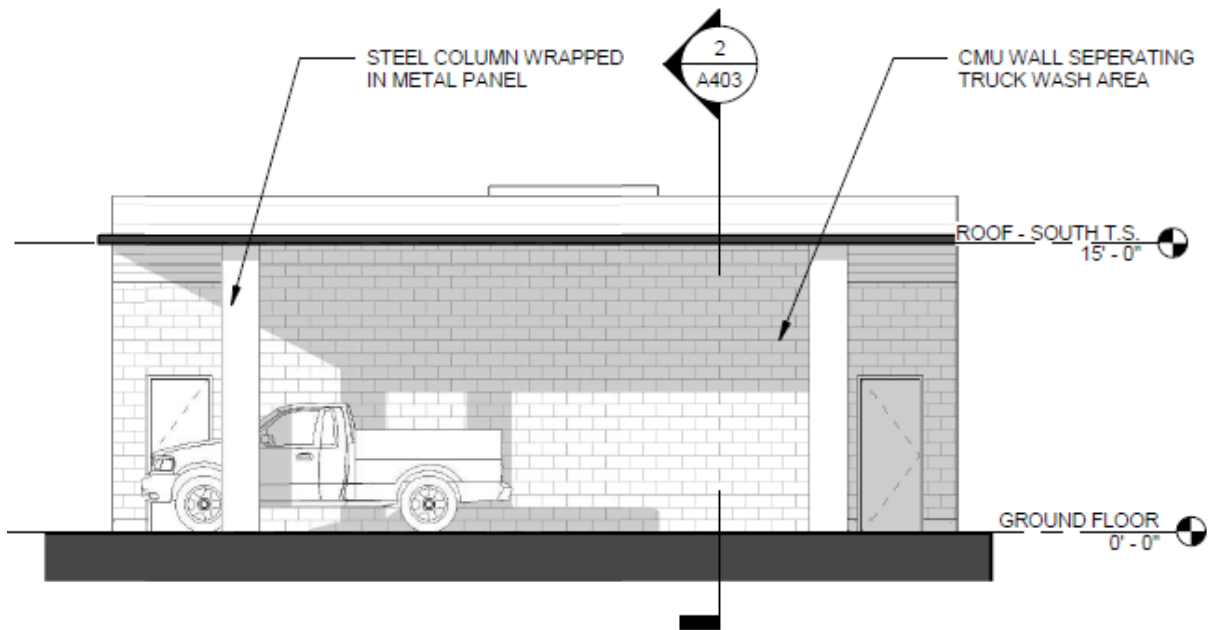


### South Truck Shed: North Façade

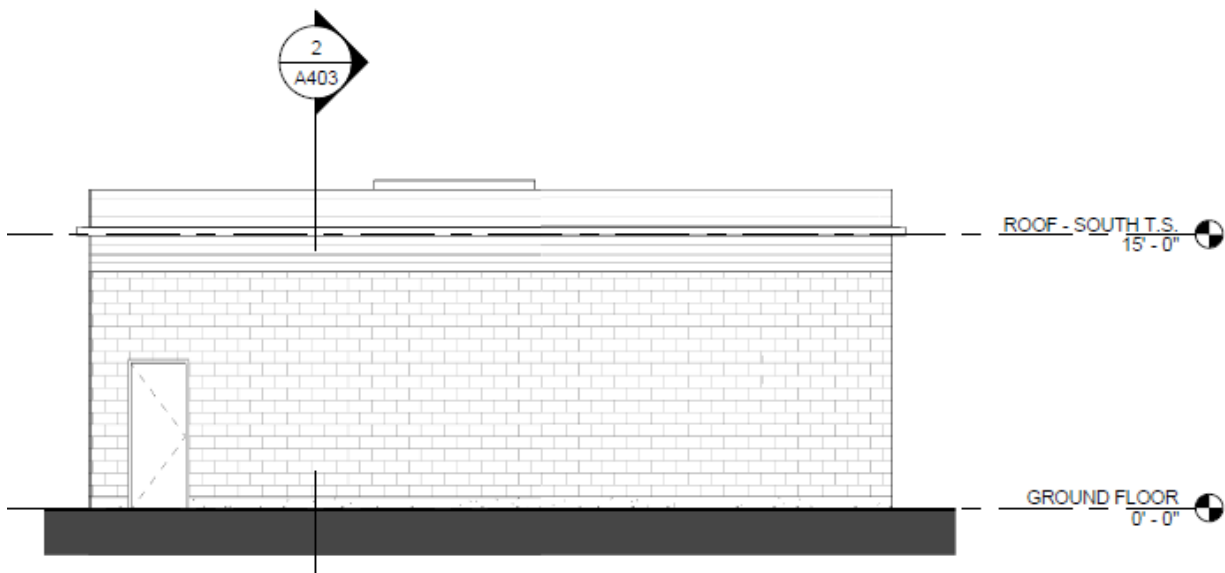


### South Truck Shed: West Façade

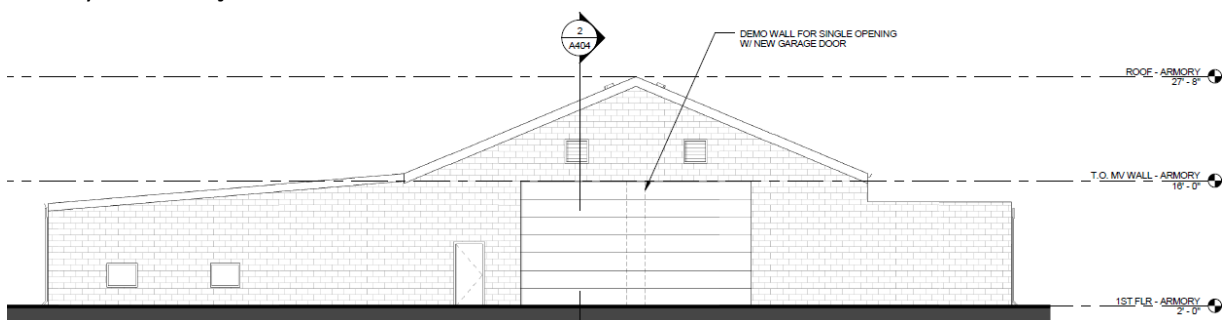




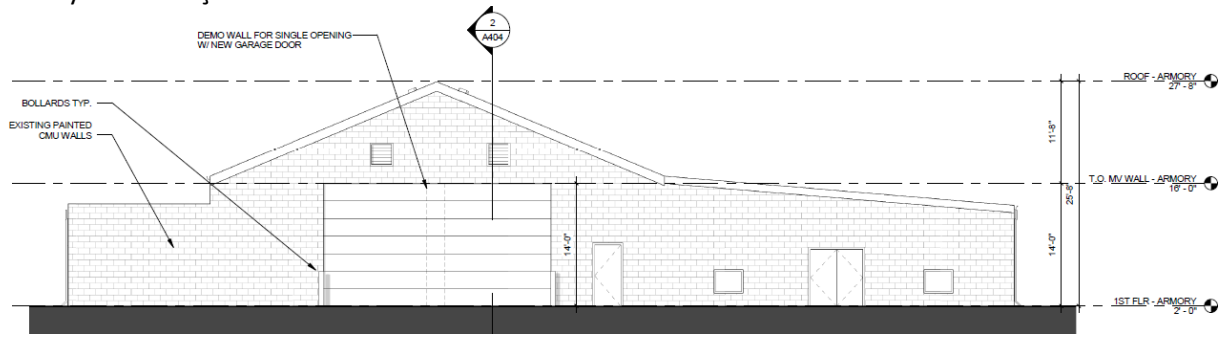
South Truck Shed: East Façade



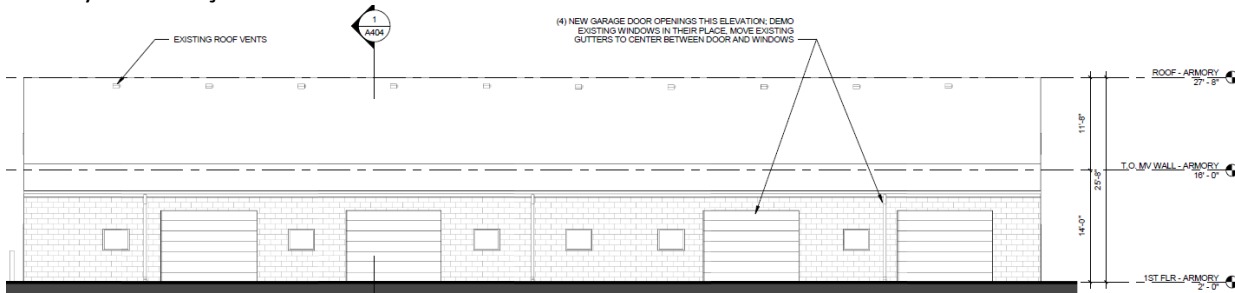
Armory: South Façade



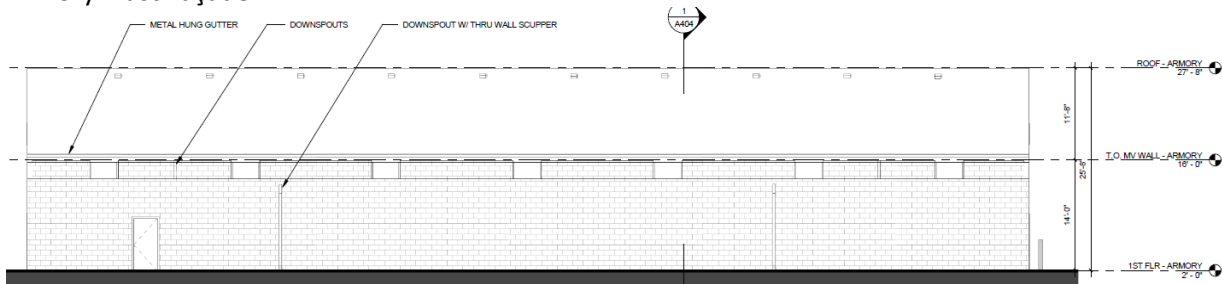
## Armory: North Façade



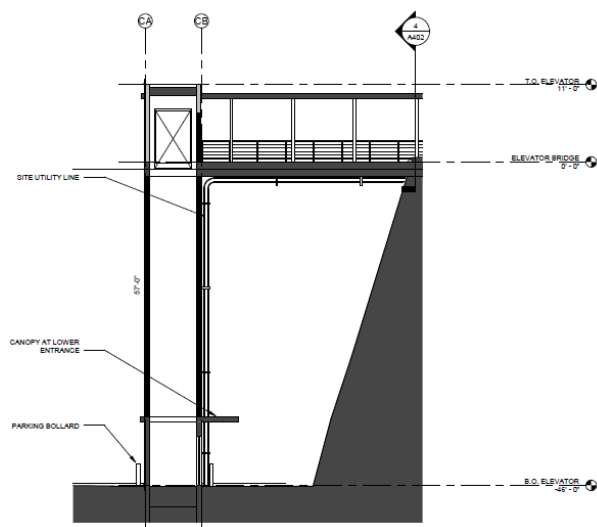
## Armory: West Façade



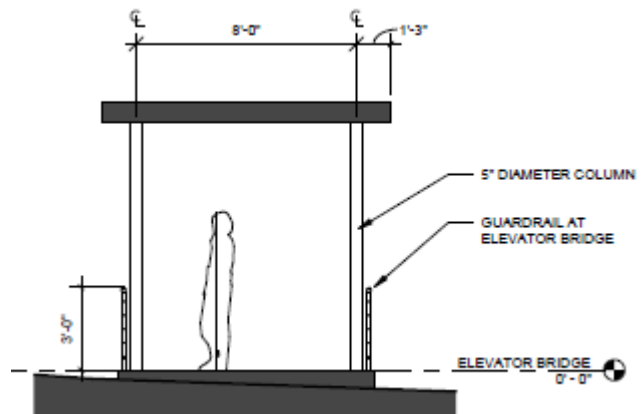
## Armory: East Façade



## Elevator Section



## Covered Walkway Section



#### 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.*

#### **Applicant's Response:**

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.

#### **Staff Response:**

**Finding: Complies with Conditions as Discussed in Response to OCMC 17.40.060(F)(1)**

##### 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.

*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 applicant has submitted this application for review and 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 was sent upon submittal of a pre-application conference. A letter was received by the State Historic Preservation (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."

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: Complies as Proposed.** The application is being reviewed as identified in the Oregon City Municipal Code.

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. The only structure proposed for alteration is the armory. "Historic sites" is interpreted to mean structures that contribute to the significance of the conservation district. The armory was not designated as a "historic site" at the time that the conservation district and therefore this section does not apply.

The proposed alterations to the armory include 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.

**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 as Proposed.** The proposed development is intended to develop a new series of buildings for a new Public Works Operations Facility in the McLoughlin Conservation District in the vernacular style in an attempt to remain contextually appropriate with the surrounding homes that currently exist in the subject historic district. The proposed development will be considered at a public hearing in front of the Historic Review Board and examined based upon City Code, public comment, Staff's recommendation, and the Applicant's Submittal. As demonstrated within this report, the application will comply with the approval criteria with 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 as Proposed.** The applicant has indicated that the proposed development will consist of 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 7,520sf truck storage shelter with a capacity of parking 40 vehicles, 147 total parking spaces for additional service vehicles and public parking. A discussion of the demolition of the existing structures is provided within this report. The applicant worked with the community at great length to create a respectful design.

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

**Finding: Complies with Condition.** 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. 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. The 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.

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

**Finding: Complies as Proposed.** The applicant has proposed to construct new buildings, and revitalize the site the City of Oregon City currently uses for Public Works Operation Facilities. 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.

*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.

*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 including an adjacent park.

*G. Strengthen the economy of the city;*

**Finding: Complies as Proposed.** The proposed development will improve the circulation on the subject property and improve accessibility of the Public Works Facility and the surrounding Neighborhood. 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. Strengthening 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.

*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:** The proposed development will incorporate the Design Standards for New Construction. 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. Please refer to the demolition analysis within this report for further discussion.

**Staff 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.** The applicant has indicated there will be façade changes to the existing armory. None of the buildings on the site are listed or have the ability to be listed on the National Register of Historic Places.

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

*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 5.3 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, SHPO has indicated that none of the buildings on the site are eligible to be listed on the National Register of Historic Places.

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

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

*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: Complies with Condition.** All of the existing buildings in Phase 1 of the proposed redevelopment will be demolished, with exception of the existing armory building. The Armory will remain relatively the same. 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.

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. Please refer to the demolition analysis within this report for further discussion.

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

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

**Finding: Complies as Proposed.** There will be no adverse effects to Waterboard Park as part of this development. All of the proposed development will occur on the site already occupied by the Public Works Operations buildings. The existing Armory building will be retained and repurposed into the use of the site. The remaining buildings will be demolished as part of this land use application. The proposed development will consist of 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 7,520sf truck storage shelter with a capacity of parking 40 vehicles, 147 total parking spaces for additional service vehicles and public parking. Many of the proposed buildings will be in locations where buildings are currently located, with varied building orientations.

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 will incorporate the Design Guidelines for New Construction, increasing the relationship of the subject site and the surrounding neighborhood, reinforcing the context of the McLoughlin Neighborhood. Furthermore, the development of the Public Works Operations site will allow a reliable location for Public Works to serve historic districts into the future. **Staff 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 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. **Staff 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, the applicant has indicated why

the design choices are appropriate located later in the staff report. City staff has reviewed the designs, and made recommendations accordingly.

**Staff 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 site will continue to be used to house the Oregon City Public Works Operation Facilities. 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 will allow the city infrastructure to be well served now and into the future by providing an adequate space for Public Works Operations.

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: Complies as Proposed.** 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: Does not apply.** 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 as well as any notice of decision and findings 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 a 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.*

**Finding: Not Applicable.** 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.*

**Complies with Condition. (OCMC § 17.40.060.K.1-8)** 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.

**Staff 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 majority of the site where the development will occur is zoned “I” Institutional, OCMC § 17.39.050.B states “Minimum required setbacks: Twenty-five feet from property line except when the development is adjacent to a public right-of-way. When adjacent to a public right-of-way, the minimum setback is zero feet and the maximum setback is five feet.” The proposed buildings meet the dimensional standards for the Institutional Zoning District. No preservation incentives are proposed.

#### *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 indicated that:

*The Oregon City Public Works Department proposes to demolish all existing buildings on the project parcel with exception of an armory building. Currently none of the buildings are located designated. A historic survey of all existing buildings was completed in 2004. The historic survey was included as part of the approved Master Plan that was approved in 2009. A demolition site plan is included in the attached drawing set.*

The subject site is located in the McLoughlin Conservation District. 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.

These buildings are utilitarian in design – they are 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 must balance 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 norther portion of the property. The proposed alterations will have no effect on the surrounding district.



## DESIGN ANALYSIS



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### 4.0 Material Boards

#### 4.1 PROJECT PERSPECTIVES



View of Office Entry



View of Office Building from the Bluff

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March 27, 2017



I.O.O.F COMMERCIAL BUILDING



SELLWOOD COMMERCIAL BUILDING

OREGON CITY  
P.W. OPS CENTER

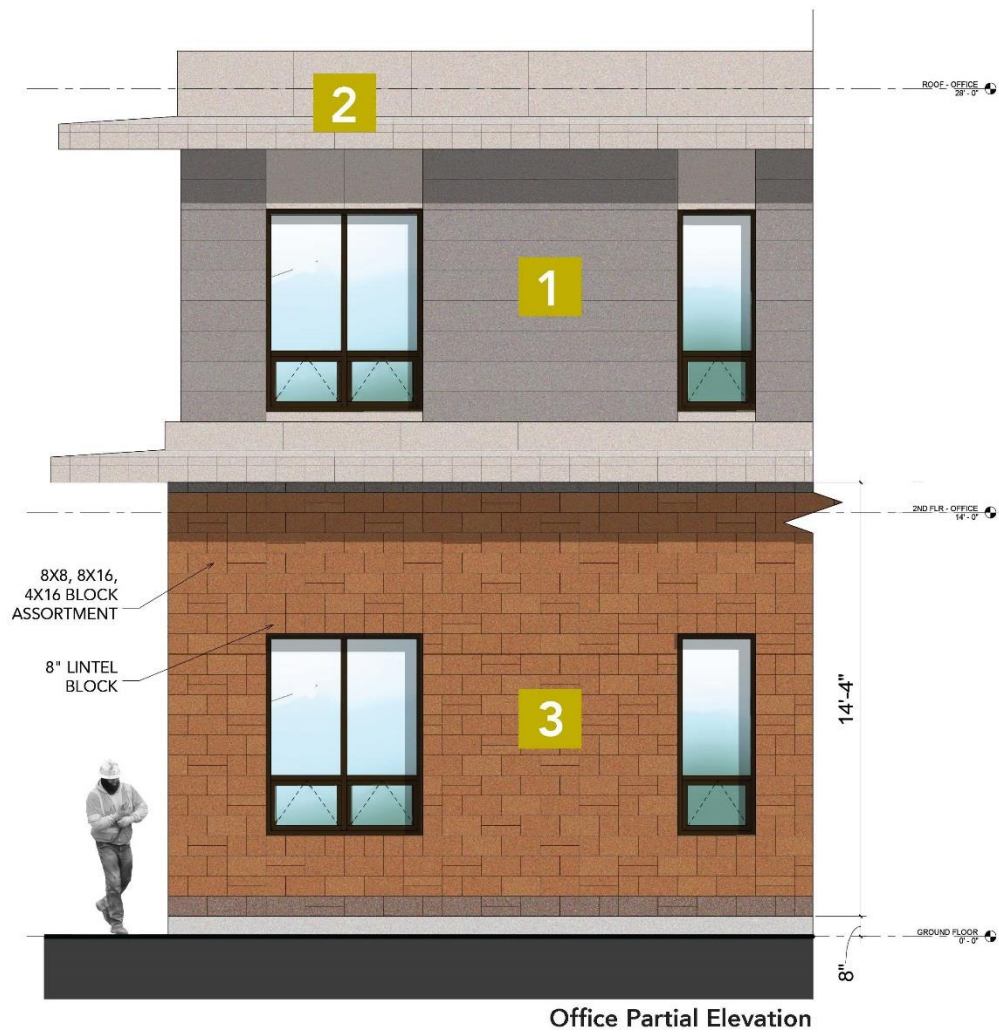
DESIGN CONCEPTS



d

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## 4.2 Materials and Patterning



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d

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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

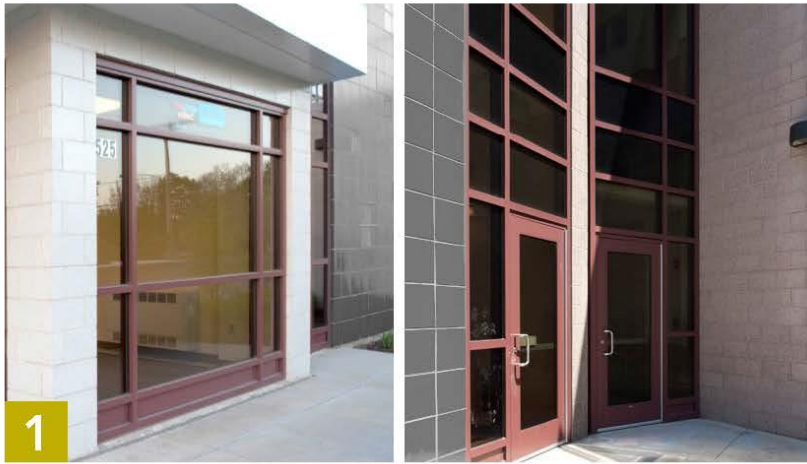
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## MATERIAL BOARD



1

ALUMINUM STOREFRONT SYSTEM



2

ALUMINUM CLAD WOOD WINDOWS



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## I. USE OF SITE

### 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 primary site. Improved and unimproved public right-of-way is located adjacent to the east and northeast portion of the primary site. There are a few residential homes located along the property lines adjacent the northern property lines of the primary site, and the public right-of-way for South Center Street abuts the west side of the primary site. There are a few surrounding parcels, not directly attached to the primary site, 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. These sites will not change from their current uses, but will be improved as part of the overall project. There appear to be two homes listed on the Local Register of Historic Places directly adjacent the site. 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. (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 will come back before the Historic Review Board before and redevelopment can 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.

Buildings shall be oriented to street for access, and display. The building 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 primary 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. **Staff 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 primary 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 South Center Street. The applicant has addressed this factor and used appropriate methods outlined in the Design Guidelines to mitigate for massing caused by the proposed structure.

The proposed Truck Shed and Secondary Offices and Shop will be located along South Center Street, adjacent the property line. The truck shed and secondary offices will be reviewed by the Historic Review Board when the applicant submits for Phase II of the proposed development.

#### 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.* 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 proposed structures and within the interior of the site.

Additionally, there are two parcels on the west side of South Center Street that are a part of the proposed project site and will be repaved, but not until phase II of the redevelopment project.

#### 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 primary 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. 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.

**Staff 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.

**Staff 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 primary 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.

**Staff 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.

### 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 (this excludes the armory). The new accessory structures are small than the proposed office building and have 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.** 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. 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 primary office building will exceed the 1:3 ratio. Staff believes the overall width of the building is compatible with the site because the site has a utilitarian use and the use will not be changing as a result of this application. 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.

**Staff 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: Complies as Proposed.** The proposed redevelopment is not on or within the 7<sup>th</sup> Street right-of-way, and is located on the South Center Street right-of-way adjacent to Waterboard Park, anchored at the southeast border 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 directly adjacent South Center Street. 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.

#### Shape 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 consistent 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 primary 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. 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. 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 different 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 primary 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 commercial 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 primary 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 primary 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.

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

#### **IV. 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 Mccloughlin 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.

##### 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 along property lines or topographic boundaries and the parking is 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.

### 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 primary 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 primary office building exceeds the standards and the applicant will be required to install additional landscaping to mitigate for the additional massing.

**Staff 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 from 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 emphasis 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.*

#### **Applicant's Response:**

##### **Staff Response**

**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 South 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.



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

## **V. PUBLIC IMPROVEMENTS, UTILITIES**

### 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 primary 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.

**Staff 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 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.

## **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.

**PUBLIC COMMENTS:**

The Planning Division has received two public comments during the public comment period. The first comment was from Mr. Premore who addressed his concern of the development along of the facility adjacent South Center Street such as the building setbacks and the intersection and the design of the facility and the facilities compatibility with the surrounding neighborhood.

**Response:** The development directly adjacent South Center Street is not in the scope of the current application. That portion of the project will be the focus of Phase II. The Historic Review Board will evaluate the design of the proposed facility and determine if the proposed design is compatible with the surrounding neighborhood.

The second comment was received from Mr. Wilson. He addresses his concerns with the noise and traffic generated from the site, property values of the surrounding homes, and losing additional property associated with Waterboard Park.

**Response:** 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.

**EXHIBITS:**

1. Vicinity Map
2. Applicant's Narrative and Plans
3. Public Comments