



Historic Review Staff Report and Recommendation March 26, 2019

FILE NO.: GLUA 19-05/HR 19-01 - Alteration of a Designated Structure

HEARING DATE: April 2, 2019
7:00 p.m. – City Hall
625 Center Street
Oregon, City, Oregon 97045

APPLICANT : Tony McCormick, Meyer Sign Co. 15205 SE 74th Ave. Tigard, OR 97224

OWNER: Barbara Furlong, PO Box 263, Welches, OR 97067

LOCATION: 602 7th St
Oregon City, OR 97045

REQUEST: Addition of a projecting sign and wall signs on the front and side facades of a designated historic structure in the McLoughlin Conservation District (I.O.O.F. Hall)

REVIEWER: Kelly Reid, Planner

RECOMMENDATION: Approval with Conditions

CRITERIA: Administration and Procedures are set forth in Chapter 17.50, Historic Overlay District in Chapter 17.40, Signs in Chapter 15.28 of the Oregon City Municipal Code. The City Code Book is available on-line at www.orcity.org

This application is subject to the Administration and Procedures section of the Oregon City Code set forth in Chapter 17.50. The application and all supporting documents submitted by or on behalf of the applicant are available for inspection at no cost at the Oregon City Planning Division, 698 Warner Parrott Road, during regular business days (8:30 am- 3:30 pm). Copies of these materials may be obtained for a reasonable cost. The staff report, with all the applicable approval criteria, will also be available for inspection seven days prior to the hearing. Copies of these materials may be obtained for a reasonable cost in advance. Any interested party may testify at the public hearing and/or submit written testimony at or prior to the close of the record by the Historic Review Board. Notice of the Historic Review Board's decision shall be sent to the applicant and to those persons submitting comments and providing a return address. Any party who participated in the Historic Review Board proceedings may appeal the Historic Review Board's decision by filing a notice of appeal as required by OCMC 17.50.190. Any issue that is intended to provide a basis for appeal must be raised before the close of the Historic Review Board's proceeding, in person or by letter, with sufficient specificity to afford the City Commission and the parties an opportunity to respond to the issue. Failure to raise an issue with sufficient specificity will preclude any review of that issue. Parties with standing may appeal the decision of the City Commission to the Land Use Board of Appeals. The procedures that govern the hearing will be posted at the hearing and are found in OCMC Chapter 17.50 and ORS 197.763.

A city-recognized neighborhood association requesting an appeal fee waiver pursuant to 17.50.290(C) must officially approve the request through a vote of its general membership or board at a duly announced meeting prior to the filing of an appeal.

Recommended Conditions of Approval

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

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

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

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

1. If the signs are removed from the building in the future, the applicant shall ensure that the walls are repaired to the previous condition with no holes or visible evidence of signage installation. (P)
2. Any wall sign on the 7th Street facade shall fit within the blank wall area between the red brick detailing, and be sized to provide at least three inches between the top of the sign and the bottom of the belt cornice. (P)
3. The applicant shall utilize a wall or projecting sign on 7th Street that matches the style of either proposed wall signs on Washington Street, the former or existing neon projecting sign, or the original Freidrich Hardware sign. Images of the former signs on the building are found in Exhibit 3. (P)

EXECUTIVE SUMMARY:

The applicant submitted this application to request approval of one projecting sign and two wall signs on the exterior façade of the I.O.O.F Hall at 602 7th Street. The property is located in the McLoughlin Conservation District and is a locally designated structure. The I.O.O.F. Hall was built in 1922. The lodge room is upstairs, while the downstairs is two rentable store fronts. The storefronts have contained a variety of uses over time, including a hardware store for many years, and more recently, a restaurant.

A new restaurant tenant plans to move into the space. The applicant proposes to remove the former restaurant signs and install a new angled projecting sign placed above the entryway. The proposed height of the sign is 4 feet 10 inches, and the width when viewing straight on is 10 feet. When viewing from the side, each sign face is 6 feet 10 inches in length and 33 square feet. The sign projects about 6 feet out from the building. The design of the sign is a marquee that is inspired by theater signs in the 1920s and 1930s. It is internally illuminated with bulbs around the perimeter.

The wall signs are proposed to be placed on the first story west wall of the building, with one above the storefront windows and one above the garage doors near the rear of the building. The wall signs are aluminum with illuminated lettering. Each sign is approximately 2 feet in height and 7 to 8 feet in length.

The Secretary of Interior has published Preservation Brief #25 (Exhibit 4) on signage. The brief includes the following recommendation: "Sign placement is important: new signs should not obscure significant features of the historic building. (Signs above a storefront should fit within the historic signboard, for example.)" In addition, the brief recommends materials characteristic of the building's period and style.

The Secretary of Interior Standards also include that "changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken."

Further guidance can be found in the City's adopted Guidelines for New Construction, page 60. While these guidelines are meant for new construction, the content may also be helpful in reviewing alteration proposals.

- Internally illuminated cabinet signs are not allowed.
- Wall or projecting signs may be illuminated by concealed sources or by compatible exposed fixtures.
- Panel signs should incorporate applied edge molding to provide depth and a finished look.

Staff finds that the wall signs proposed on the Washington Street façade of the building, can be found to be compatible. The placement of the signs on the blank wall areas of the building does not compete with or conceal any historic features. The signs are made of aluminum with lighting sources concealed. The edges of the signs do not have molding, but the modern style presents a finished appearance.

Staff has concerns about the proposed projecting sign that are also reflected in comments from the State Historic Preservation Office. The marquee style, while of the appropriate era, is very specific to theaters. This building does not have any historic use as a theater, and the sign style may create a false sense of history, which is antithetical to the Secretary of Interior's Standards previously cited. Staff has provided images of previously used signs on this building that would be more appropriate, and recommends that the design be changed to resemble the previous signs.

The placement of the projecting sign covers a portion of the belt cornice that separates the two floors of the building. The belt cornice is an architectural feature that should not be obscured, per the previously cited guidelines. The size of the sign does not fit within the historic sign board area above the entryway and it overwhelms the entryway, competing with the building's architecture. Staff recommends that any signs on the 7th Street facade should be placed to leave at least three inches between the top of the sign and the bottom of the belt cornice.

The internal illumination of the sign may also be an item of concern. While internally illuminated cabinet signs are not compatible, the illumination for this sign may be acceptable because an internally lit marquee is different from a modern typical cabinet sign and is historically found in the 1920s era.

Staff also recommends a condition of approval that the signs be affixed to the building in a way that does not damage the building materials.

I. BACKGROUND:

The applicant submitted this application to request approval of one projecting sign and two wall signs on the exterior façade of the I.O.O.F Hall at 602 7th Street. The property is located in the McLoughlin Conservation District and is a locally designated structure.

The applicant submitted the following project description:

Smoke Daddies is a new restaurant business located at 602 7th St. – Oregon City, OR 97045 and is proposing three (3) new signs on the building at the mentioned address. This structure is in the MUC-1 (commercial) zone. It is also Historic in nature and falls under the regulations of the ZONE.

With this application being reviewed, we are submitting professional shop drawings of the signage. This is to depict what the overall look and concept of the proposed signage will entail. Additionally, we've included site specific information including a site plan and elevations (to scale), and photos of the existing location.

In mounting these proposed signs, there will be no alterations to any of the original designing features, trim, or other elements. There are currently 2 signs on the 7th street building face; one flat panel sign and an electric projecting sign. Both of these will be removed. The proposed placement of the signs will have a limited impact on the architectural features of the building while allowing the business to have a reasonable amount of advertising signage to ensure success of the business.

The signage having modern metal design elements will not create a false sense of historical development.

The marquee sign is a classic look that incorporates an older 1930's feel with manually interchangeable letters allowing the business owner to change messages to the public. The lights surrounding the sign's frame will be more bulbous, and will not flash or scroll ("chasing") across the façade. This is in an effort to achieve a classic look, while still respecting the residents in the area.

The other two (2) signs on the building are single-faced wall signs. The first is a non-illuminated panel sign with dimensional lettering on the face. This is located near the corner of 7th St and Washington St. The sign itself is an arrow with the business name, directing patrons to the rear of the building where the entrance will be further down Washington St. This sign advertises the business but is key in directing flow of people to the entrance.

The second wall sign is an illuminated panel sign with “push-through” lettering. This lettering style uses thicker acrylic letters that illuminate from the inside of the sign and produce an edge-lit effect. It is a higher end look, and creates a small “halo” glow around the lettering, which will again be the business name. This is not an overly large sign, and will reside above the entrance to the business.

We appreciate the value and significance of this historic site and will strive to enhance the design features of the façade. The sign material is made from metal which is an appropriate contrast to the brick walls, wood window and door framing and metal light fixtures. The placement of the signs will have a limited visual impact. The Historic Review Board may find that the goal of providing a prominent location for the signs is not outweighed by the impact that the signs will have on the building.

The following statements will be our case for compatibility:

- 1. The signs proposed are small in proportion the overall size of the building.*
- 2. The proposed signs are symmetrical and proportional to the size and geometry of the doors and windows above which they will be mounted.*
- 3. The signs will not interfere with any of the original design elements of the building.*
- 4. The painted aluminum signs will be of modern designs but they will be well matched to the structure and won’t feel out of place.*

The overall design intent of this signage package is to brand the business and also comply with local sign codes and the Historic nature of the building. By maintaining a classic look, but also providing a quality sign product, the package should meet the standards required by code. Additionally, adding the marquee sign on the 7th St. façade of the building will add to the street’s overall aesthetic by creating a more classic look, even though the business is new.

Site and Context

Figures 1-2. Existing Structure 7th Street Facade



Figures 3-4: Washington Street façade



The inventory form for this structure states:

The I.O.O.F. Lodge is the finest commercial building left in the upper town. It is a two-story, brick building erected by the Odd Fellows in 1922. The lodge room is upstairs, while the downstairs is two rentable store fronts - a typical arrangement in Oregon towns to provide income to the lodge. The store fronts are intact with plate glass and transoms. The entry door is marked with cast iron brackets and parapet walls. On the parapet is the marquee "1853 - Oregon Lodge No 3 - 1922". Centered at the second floor is a plaque with the I.O.O.F.'s three rings. Windows on the upper floor are 1/1 wood double-hung with 4-pane transom. The east wall was shotcreted after the removal of an adjacent building. There is a two-bay garage attached at the rear with round-edge siding and early garage doors.

Statement of Significance:

Built most likely by banker Charles Caufield, son of Judge Robert and Jane Burnside Caufield. Original occupants were the Odd Fellows Fraternal Organization. The retail base was for many years occupied by Friedrich's Hardware, which occupied the ground floor of this building from at least 1933 through the entire historic period. This was the third location for C.W. Friedrich's store.

Figure 2. Project Location



Proposed Sign Descriptions

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Projecting Sign on 7th Street façade:

The applicant proposes an angled projecting sign placed above the entryway. The proposed height of the sign is 4 feet 10 inches, and the width when viewing straight on is 10 feet. When viewing from the side, each sign face is 6 feet 10 inches in length and 33 square feet. The sign projects about 6 feet out from the building. The design of the sign is a marquee that is inspired by theater signs in the 1920s and 1930s. It is internally illuminated and includes bulbs around the perimeter of each sign face.

Wall signs on Washington St. façade:

The wall signs are proposed to be placed on the first story west wall of the building, with one above the storefront windows and one above the garage doors near the rear of the building. The wall signs are aluminum with illuminated lettering. Each sign is approximately 2 feet in height and 7 to 8 feet in length.

Figure 4. Proposed Sign Mock-up: 7th Street Façade



Figure 4. Proposed Sign Mock-up: Washington Street Facade



II. FINDINGS OF FACT AND CRITERIA:

Zoning:

The property is located within the Mixed Use Corridor-1 Zoning District. The restaurant is a permitted use in the zone.

The applicant is required to meet OCMC 17.40.060 and the Adopted Design Guidelines for Additions and Alterations.

OREGON CITY MUNICIPAL CODE Chapter 17.40:

17.40.060 – Exterior Alteration and new construction

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:

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

Staff Finding: Complies as Proposed. The subject property will remain as a locally designated structure within the McLoughlin Conservation District.

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

Section 5

Open Spaces, Scenic and Historic Areas, and Natural Resources

Policy 5.3.8

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

Staff Finding: Complies as Proposed. The historic structure is being preserved.

17.40.060.E (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;

Staff Finding: Complies as Proposed. The historic use of the site is an Oddfellows Hall with retail spaces on the ground floor. The applicant proposes to utilize the building for new retail uses. The addition of signs allows for increased communication by the user of the structure/site.

17.40.060.E (4) The value and significance of the historic site;

Staff Finding: Complies with Condition. The historic use of the site is an Oddfellows Hall with retail spaces on the ground floor. It is significant as a commercial building that is in very good condition and has not been altered. The entryway, storefront, upper story windows, and architectural detailing have all been preserved over time and are in good condition. The structure is one of the few intact, contributing, brick commercial buildings in the McLoughlin District.

The addition of signage should respect the significance of the building. The current proposal can accomplish compatibility with changes recommended in this report. **Staff has determined that it is possible, likely and reasonable that the applicant can meet these Criteria through the Conditions of Approval.**

17.40.060.E (5) - The physical condition of the historic site;

Staff Finding: Complies with condition. The structure is in good condition and the applicant states that the proposal to add wall signs to the exterior façade of the building will not cause permanent damage to the façade. Staff recommends a condition of approval that the exterior wall be repaired if signs are removed in the future. **Staff has determined that it is possible, likely and reasonable that the applicant can meet these Criteria through the Conditions of Approval.**

17.40.060.E (6) - The general compatibility of exterior design, arrangement, proportion, detail, scale, color, texture and materials proposed to be used with the historic site;

Staff Finding: Complies with Condition. The applicant makes the case for compatibility with the following statements from the submitted narrative:

1. *The signs proposed are small in proportion the overall size of the building.*
2. *The proposed signs are symmetrical and proportional to the size and geometry of the doors and windows above which they will be mounted.*
3. *The signs will not interfere with any of the original design elements of the building.*
4. *The painted aluminum signs will be of modern designs but they will be well matched to the structure and won't feel out of place.*

Staff finds that the projecting sign does cover the belt cornice, which is an architectural element of the building that should not be obscured. The size of the projecting sign may overwhelm the entryway. It should fit within the blank wall area between the red brick detailing and be sized to avoid obscuring the belt cornice.

The existing façade is brick with a metal storefront. The aluminum wall signs would therefore be compatible and appropriate. While the size of the signs leaves space between nearby architectural features, and the the placement of the wall signs does not cover any architectural features on the building.

The projecting sign is internally illuminated. While internally illuminated cabinet signs are not compatible, the illumination for this sign may be acceptable because an internally lit marquee is different from a modern typical cabinet sign and is historically found in the 1920s era.

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

17.40.060.E (7) Pertinent aesthetic factors as designated by the board;

Staff Finding: Not Applicable. The Board has not identified any additional factors beyond the adopted guidelines.

17.40.060.E (8) Economic, social, environmental and energy consequences; and

Staff Finding: Complies with Conditions: As described in Criterion 3, alterations meeting adopted design standards do not impact economic and social or environmental value of the district.

17.40.060.E (9) Design guidelines adopted by the historic review board

Staff Finding: Complies with Conditions: Please refer to the analysis below.

Design Guidelines for Alterations and Additions

Secretary of Interiors Standards for Rehabilitation

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

Staff Finding: Complies as Proposed. The use of the I.O.O.F. Hall has included the meeting rooms along with retail spaces on the ground floor. The retail spaces have been occupied by a hardware store and various restaurants. The use as a restaurant is in keeping with the historic use.

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

Staff Finding: Complies as Proposed. No removal or alteration of original defining features, trim or other elements are proposed.

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

Staff Finding: Complies with Conditions. The proposed wall signs on the Washington Street façade will not create a false sense of historical development. The aluminum signs with backlit lettering will be clearly modern.

The marquee style of the projecting sign however, while of the appropriate era (1920s), is very specific to theaters. This building does not have any historic use as a theater. A comment from the State Historic Preservation Office opines that the marquee style does create a false sense of history on this particular building. Staff recommends a different style for the sign on 7th Street that avoids creating a false sense of history. The applicant shall utilize a wall or projecting sign that matches the style of either proposed wall signs on Washington Street, the former or existing neon projecting sign, or the original Freidrich Hardware sign. Images of the former signs on the building are found in Exhibit 3.

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

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

Staff Finding: Complies as Proposed. The signs are proposed on the original structure. No other changes are proposed.

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

Staff Finding: Complies with Condition. Staff finds that the wall signs proposed on the Washington Street façade of the building, can be found to be compatible. The proposed wall signs on the Washington Street façade of the building fill space on a flat section of the façade between architectural elements. The placement of the signs on the blank wall areas of the building does not compete with or conceal any historic features.

The placement of the projecting sign covers a portion of the belt cornice that separates the two floors of the building. The belt cornice is an architectural feature that should not be obscured, per the previously cited guidelines. Staff recommends that if the projecting sign is approved, that the size of the sign be reduced to provide at least three inches between the top of the sign and the bottom of the belt cornice.

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

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

Staff Finding: Not Applicable. Deterioration of features is not the impetus for this proposal.

7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible.

Staff Finding: Complies with Condition. Treatments that cause damage to historic materials will not be used. Staff recommends a condition of approval that the exterior wall be repaired if signs are removed in the future. **Staff has determined that it is possible, likely and reasonable that the applicant can meet these Criteria through the Conditions of Approval.**

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

Staff Finding: Complies as Proposed. No ground disturbance is proposed.

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

Staff Finding: Complies with Condition.

Staff finds that the wall signs proposed on the Washington Street façade of the building, can be found to be compatible. The proposed wall signs on the Washington Street façade of the building fill space on a flat section of the façade between architectural elements. The placement of the signs on the blank wall areas of the building does not compete with or conceal any historic features. The aluminum signs with backlit lettering will be clearly modern.

The placement of the projecting sign covers a portion of the belt cornice that separates the two floors of the building. The belt cornice is an architectural feature that should not be obscured, per the previously cited guidelines. The size of the sign does not fit within the historic sign board area above the entryway and it overwhelms the entryway, competing with the building's architecture. Staff recommends that the sign on the 7th Street facade be sized to provide at least three inches between the top of the sign and the bottom of the belt cornice.

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

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

Staff Finding: Not applicable. No new additions are proposed.

Design Guidelines: Alterations – Additions

A. Site

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

2. New additions shall be sited so that the impact to the primary facade(s) is kept to a minimum.

Additions shall generally be located at the rear portions of the property or in such locations where they have the least visual impact from public ways.

Staff Finding: Not Applicable. No additions are proposed.

B. Landscape

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

Staff Finding: Not Applicable. No landscape elements are proposed to be added or removed in this application.

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

Staff Finding: Complies as Proposed. Landscaping has not been proposed to be installed or removed as part of this application.

C. Building Height

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

Staff Finding: Not Applicable. No additions are proposed.

D. Building Bulk

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

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

Staff Finding: Not Applicable. No additions are proposed.

E. Proportion and Scale

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

Staff Finding: Not Applicable. No additions are proposed.

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

Staff Finding: Complies as Proposed. Windows will not be changing as a result of this application, nor will the wall be extended.

F. Exterior Features

1. General

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

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

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

Staff Finding: Complies with Condition. No removal or alteration of original defining features, trim or other elements are proposed. No building additions are proposed. Signs are proposed to be installed on the brick façade. Staff recommends a condition of approval that the exterior wall be repaired if signs are

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

III. PUBLIC NOTICE

A public notice was sent to neighbors with 300 feet of the subject property for a 20 day public comment period beginning March 13, 2019. Notice was published in the newspaper 20 days prior to the hearing.

A comment was received by the State Historic Preservation Office stating that the proposed projecting sign creates a false sense of history and is not compatible. Conditions of approval in this staff report address this comment.

IV. CONCLUSIONS AND RECOMMENDATIONS

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

Exhibits

1. Applicant Submittal
2. Survey Form
3. Images of former building signs
4. Secretary of Interior Preservation Brief on Signage
5. Public Comments