



Historic Review
Staff Report for a Single Family Home in the Canemah Historic District
November 19, 2019

FILE NO.: GLUA-19-00027/HR 19-03: Historic Review Board review of construction of a new single family residence in the Canemah National Register Historic District.

HEARING DATE: November 26, 2019
7:00 p.m. – City Hall
625 Center Street
Oregon, City, Oregon 97045

APPLICANT/OWNER: Mark Zawadzki
4862 SW Garden Home Rd
Portland, OR 97219

LOCATION: Clackamas County Map 3-1E-01AA Taxlot 00501
710 3rd Avenue
Oregon City, OR 97045

REQUEST: New construction in the Canemah National Register District. Subfile: HR 19-03.

REVIEWER: Kelly Reid, Planner, AICP

RECOMMENDATION: Approval with Conditions

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

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

Recommended Conditions of Approval

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

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

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

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

Prior to issuance of Building Permits:

1. The applicant shall obtain all necessary permits including but not limited to a Willamette River Greenway per OCMC 17.48, NROD per OCMC 17.49, and Geological Hazards Overlay Review per OCMC 17.44. (P, DS)
2. Minor changes to window location or size on the side and rear facades will be acceptable and may be approved at a staff level prior to building permit issuance. (P)
3. Under the front porch, the applicant shall use 90 degree perpendicular wood lattice or other architectural styles appropriate for house, painted darker than the color of the house to blend in with the surroundings.

Preservation Incentives:

- Staff recommends that the HRB grant a preservation incentive to allow the front porch and front of the home to be placed within the front setback area as proposed.
- Staff recommends the HRB approve the option to reduce the west side setback to zero in anticipation of possible changes to the site plan during NROD review.

Prior to issuance of a Certificate of Occupancy:

1. Incised lumber or pressure treated wood shall not be used on any visible surfaces. (P)
2. The applicant shall use wood materials for the porch decking, rails, and stairs, painted to match the home, unless another material is approved by the HRB. (P)
3. The applicant shall plant no less than 4 shrubs in front of the home along the foundation/retaining wall. (P)
4. The applicant shall utilize simple vernacular styled exterior lighting.(P)
5. The applicant shall ensure that the porch rail includes both a top and bottom rail with balusters interior to the rail.

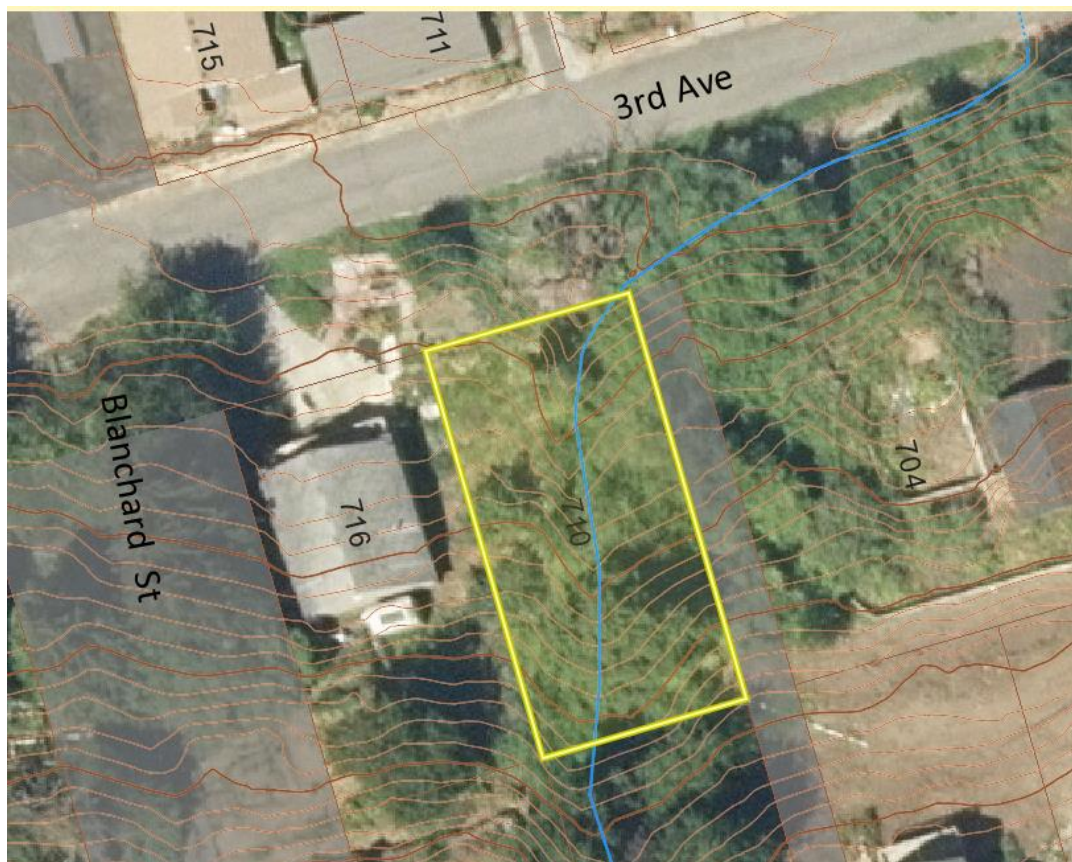
BACKGROUND:**Site and Context**

The subject property is a 5,000 square foot lot located in the Canemah National Historic District and is located on the south side of 3rd Avenue.

The subject property is within the Geologic Hazards Overlay District, the Natural Resources Overlay District, and the Willamette River Greenway Overlay District. An unimproved 12-foot wide alley lies to the east of the property. A stream in a manmade basalt channel runs through the center of the property before turning east along 3rd Avenue.



Aerial photo



Neighboring Properties

715 3rd Avenue

Lyle McCurdy was a fireman for Hawley Pulp and Paper Company in the early 1940s. The house has no significance to Canemah. Within the Canemah NR District, the house is classified as Compatible, but is not contributing and out of period.



711 3rd Avenue

Statement of Significance: Carroll J. Furre was an employee of Pacific Telephone and Telegraph Company. His wife, Verna, is the granddaughter of Fred Rakel. This house was probably built as a rental. The house has no significance to Canemah. Within the NR District, it is classified as Compatible. The construction date is 1955 and the home is described as not contributing to the district.



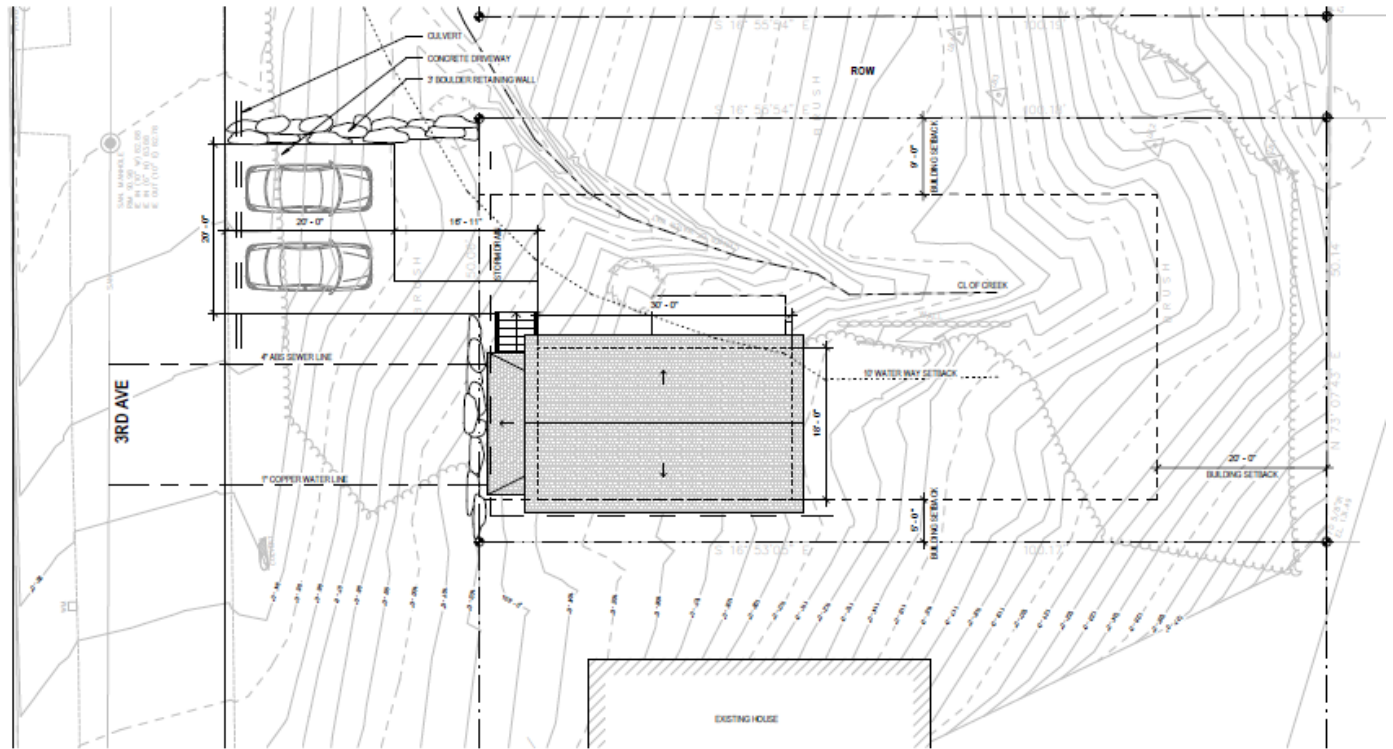
716 3rd Avenue

The construction date of this home is unknown, but it is listed as out of period and is not contributing to the Canemah Historic District. It is a 1.5 story home with a basement level front loaded garage, and a front porch raised above the garage.



New construction at 704 3rd Avenue is located next door to the east and is of a Vernacular design.

APPLICANT'S SUBMITTAL:

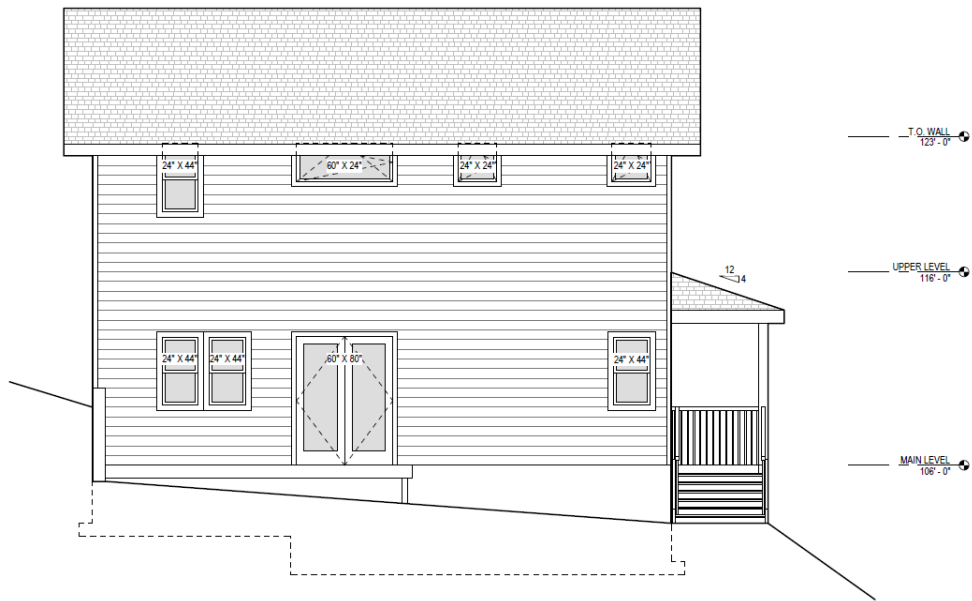


1 SITE DIAM
Site Plan



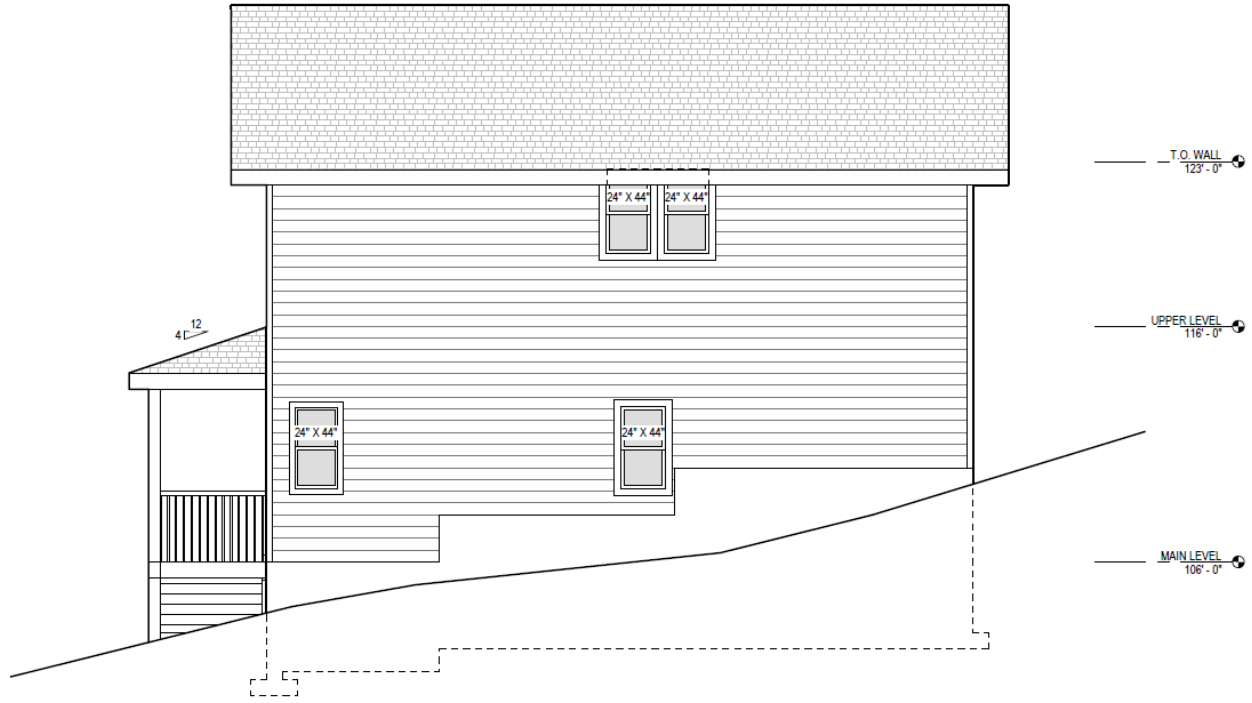
4 | NORTH ELEVATION
1/4" = 1'-0"

Front elevation



3 WEST ELEVATION
1/4" = 1'-0"

West elevation



1 EAST ELEVATION
1/4" = 1'-0"

East elevation



View of property from 3rd Avenue

Project Summary:

The applicant has proposed a new home to be constructed in the Canemah Historic District. The home is a Vernacular style.

The applicant submitted the following narrative:

"The site is an undeveloped lot, overgrown with non-native plants, particularly blackberry and ivy.

Project Description: A single family home of approximately 1080 square feet with 2 bedrooms and one and a half bathrooms."

Zoning:

The property is zoned R-6 Single-Family Dwelling District and Low Density Residential in the Comprehensive Plan. The property is also located with the Geologic Hazard, Willamette River Greenway, and Natural Resource Overlay Districts. The applicant must receive approval through the Geologic Hazard, Willamette River Greenway, and Natural Resources review processes prior to release of building permits.

Staff Analysis Executive Summary:

The proposal includes a new 1.5 story home with no garage. A 20-foot wide driveway from 3rd Avenue is proposed. The applicant proposes to utilize 8:12 roof pitch. Windows on the front elevation, facing the street, are proposed as 1 over 1. A covered front porch is also proposed.

The house is proposed to face 3rd Avenue. It is 18 feet wide and 30 feet in depth. The front porch is proposed to be almost full width and 5 feet deep. The proposed footprint of the home is small due to the presence of the channeled creek on the property. The home is proposed with a 5 foot setback on the property line shared with 716 3rd Avenue. Staff recommends that the HRB consider a preservation incentive to reduce the side setback in order to provide additional separation from the creek.

Staff finds that the massing is appropriate and the Vernacular design and materials are compatible with the recommended conditions of approval.

The applicant did not provide details about the porch and proposed materials; thus staff recommends a number of conditions of approval regarding materials and design details.

CODE RESPONSES:

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.

Applicable: The proposal for new construction in a historic district is being reviewed by the Historic Review Board.

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.

Complies as Proposed: The applicant submitted the required materials.

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.

Complies as Proposed: Ground disturbance is proposed; notice was provided to SHPO and the tribes and a response was received from SHPO. The SHPO letter is included as an Exhibit of this staff report.

D. [1.] 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.

Applicable: The proposal is being reviewed by the Historic Review Board.

2. The following exterior alterations to historic sites may be subject to administrative approval:

a. Work that conforms to the adopted Historic Review Board Policies.

Not Applicable: The proposal is not subject to administrative approval.

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:

Not Applicable: The proposal is not an exterior alteration.

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 with Condition.

The purpose of the district is

- 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.

The single family home is proposed in the Canemah National Register District. The single family use matches the dominant use of the district. By meeting the conditions of approval, the home will complement the district. **Staff has determined that it is possible, likely and reasonable that the applicant can meet this standard through the Conditions of Approval.**

2. The provisions of the city comprehensive plan;

Finding: Complies with Condition.

There are a few goals and policies in the Comprehensive Plan that pertain to this proposal:

Section 5

Open Spaces, Scenic and Historic Areas, and Natural Resources

Canemah is an important example of a relatively intact riverboat town with architectural resources dating from the 1860s. 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. Canemah was listed as a Historic District in the National Register of Historic Places in 1977.

Goal 5.3 Historic Resources

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. The proposed home has been designed in the Vernacular style and will be located along 4th Ave. in the Canemah Historic District, which is primarily a street with single family homes on lots of 5,000 to 10,000 square feet. The design will be compatible with the conditions of approval in this 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 5.3.8

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

Finding: Complies as proposed. No existing contributing structures exist on the property or adjacent to the property. The siting and massing of the home will not affect any existing eligible structures in the district

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

Finding: Complies with Conditions. The proposed structure has been designed to be compatible with the district. See findings in Section titled 'Design Guidelines for New Construction' in this staff report. As conditioned, the design will continue to enhance the Canemah Historic District and contribute to the existing context of the District.

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

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

Finding: Complies with Condition. See findings in Section titled 'Design Guidelines for New Construction' in this staff report.

As conditioned, the design will continue to enhance the Canemah Historic District and contribute to the existing context of the District.

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

8. *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. See findings in Section titled 'Design Guidelines for New Construction' in this staff report.

As conditioned, the design will continue to enhance the Canemah Historic District and contribute to the existing context of the District.

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

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

Finding: Complies as Proposed. Choosing to build in an established neighborhood close to services is socially, economically and energy-efficient, and is less environmentally impactful.

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

1. STYLE

New construction shall complement one of these styles to support the historic context. Use of other styles dilutes and distracts from the historic context of the district.

While there may be several styles dominant within the district, the specific choice of a style shall be compatible with adjacent properties, the block, and the neighborhood. It also must be fitting for the particular function of the building and its size.

Finding: Complies as Proposed. Proposed style: Canemah Vernacular. In the Canemah neighborhood the most prevalent extant architectural style is vernacular, built between 1867-1929. The proposed design is similar to new construction on the adjacent lot, but the proposed massing is much smaller. The design is differentiated from the neighboring houses that are not contributing to the district.

2. SITE

Siting principles involve both how the site is used and how the building(s) is placed within the site. The specific lot location and its topography can dictate many requirements.

Residential buildings are to face the street squarely with their primary face in full view, and to be set back from lot lines and be spaced from one another similar to the immediate neighborhood. The primary structure is to be placed in the primary position with accessory structures in a service or ancillary position except where topography is an issue. Yard area between the house and street to primarily be planted with minimal paving only for pedestrian access and for vehicle movement. More private activity spaces to be located at the less public areas of the site.

SITE CHARACTERISTICS OF THE VERNACULAR STYLE IN CANEMAH

- No uniform front setback; South of 3rd Street: houses may face front or side depending on topography.
- Lots range from 50x100 to 100x100 and contain a single house.
- Properties edges often not defined; Where fenced, primarily picket or low slat at front with side or partial returns.
- Planting: South of 3rd Street: forest setting, native and ornamental plantings form visual screen and sense of privacy; Elsewhere on the more level portions: lawn and planted area around buildings.
- House Placement: to suit the existing topography and most level lot portion especially south of 3rd Street.
- Retaining walls: stone, mortared or stacked basalt, or concrete south of 3rd Street, especially in proximity with street.
- Garages: Not found historically; informal graveled or paved parking next to street or along house; New garages to be located along side or behind house. Where topography is a concern, locate garage offset from building primary façade, close to street with direct access.
- Accessory Buildings: detached, behind along side of house and located to allow use of particular function.
- Streets: South of 3rd Street: narrow, without curbs or sidewalks; casual pedestrian paths and connecting stairs are encouraged.

Finding: Complies as Proposed. The proposed building site is 50x100 steeply sloping from 3rd Ave. The home faces the street.

HOUSE HEIGHT:

The 1.5 story home is approximately 24 feet tall from the ground floor to the peak of the roof. Due to the slope of the property, the foundation exposed in the front appears to be 4 feet 8 inches.

HOUSE PLACEMENT:

The house is proposed to face 4th Avenue, sitting next to the home at 716 4th Avenue, matching the orientation of that home. The front property line is approximately 30 feet from the edge of pavement on 3rd Avenue. The front porch is proposed almost at the front property line. The proposed home will be built closer to the street than the neighboring house but will be shorter than the neighboring home, which has a basement level garage under the main floor.

RETAINING WALLS:

The applicant is planning to have a 4' rock wall in front of the proposed house, along with a retaining wall for the driveway. Both are proposed as rockery or basalt walls.

GRADING AND TREE REMOVAL:

Page 34 of the design guidelines states that extensive regrading of the lot to raise or lower the main level of the house is not allowed. Staff finds that the proposed grading does not appear to be extensive. Tree removal is limited to the area on the west side of the creek where the home will be placed. The applicant did not submit information on existing trees. Mitigation will be required through the Natural Resource Overlay review. Staff finds that the mitigation planting will be sufficient to retain tree canopy on the property.

3. BUILDING FORM

Address the overall size, shape and bulk of the building. The architectural style used for the building defines many aspects of its appropriate form and proportions. Excessive variation in the size, shape, or configuration creates an inappropriate solution that is stylistically incorrect and not complementary to the district. The building form needs to relate to the buildings in the immediate neighborhood, and to take into account both similarities and changes on the block. The new building form shall reference the principles, proportions and scale of an historically appropriate style.

BUILDING FORM CHARACTERISTICS OF THE VERNACULAR STYLE IN CANEMAH

- Form easily allows additions and alterations such as increases in family size, activities or changing technology; generally smaller in size than McLoughlin.
- Shape: rectangular in plan, with smaller rectangular combinations to primary form; Rectangular or square form reinforced on façade. L-plan, T-plan options.
- Height: Maximum 1 ½ stories in height; Basement option.
- Proportions: Height (eave) to maximum width: 1:1 Height to Depth: can vary greatly.
- Roof: gable, of not less than 8:12 pitch, 10:12 and steeper are preferred. No cross-gable roofs; Possible wing or addition with lower ridgeline that is perpendicular or is offset.

Finding: Complies with Condition. The proposed shape is rectangular, with a full width porch with simple wood columns. The home will be 1.5 stories with an 8:12 pitched gable roof. No basement is proposed.

The proportions of the house are appropriate and meet the design guidelines. The width of the home is 18 feet. Height measured to the eave is 17 feet from the ground floor. When measured from grade, the height is 23 feet to the eave, which is closer to the maximum 1:1 ratio.

The plans show an additional 4'8" feet in height of mass underneath the front porch. Landscaping in the form of 4 shrubs is shall be required to visually shield the massing. The applicant shall plant no less than 4 shrubs in front of the home along the foundation/retaining wall.

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

4. DESIGN COMPOSITION

Include a range of more detailed design issues that address groups of elements, individual elements, their design and how they relate to the overall composition and finish. The principles place a traditional emphasis on the design's composition as seen from the exterior, rather than as a result of interior functional planning requirements. They also outwardly convey a sense of quality craftsmanship.

The design composition principles, being more detailed, and stylistically dependent, are typically developed after the previous principles are resolved. These principles also reflect historically appropriate materials, respective finishes, and unobtrusive integration of new technology.

DESIGN COMPOSITION CHARACTERISTICS OF THE VERNACULAR STYLE IN CANEMAH

- Lacks rigid system of exterior detailing that makes it a clearly definable architectural style; allows design flexibility and is inherently varied.
- Designed and built without assistance of a trained architect. Collaborative design evolved with homeowner and builder, based on familiar styles, features and products.
- Can combine features from other architectural styles popular during the historic period; simpler designs than McLoughlin.
- Porch: full or partial length at the front entry; if close to the ground, no railings; at main story only.
- Dormers: None.
- Materials: local, readily available.
- Windows: 1:1, double hung windows.
- Siding: horizontal board siding; typically shiplap, or channel; occasionally bevel.
- Ornament: Exterior decoration is modest, consisting of scroll-work brackets at the top of porch pillars, plain cornerboards and simple window trim. Most houses do not feature spindlework in the peaks of their gable roofs.
- Interior fireplaces and chimneys.

Finding: Complies with Conditions.

The applicant submitted the following response:

"The house follows the vernacular style. It has a full porch with railings. Although there will be 6 steps up to the porch, additional concrete steps will be needed along the parking area to the front of the house. No dormers. The materials are all local and readily available. Will have Marvin low profile, aluminum/fiberglass, double hung windows. The siding will be smooth, seven inch width, Hardiplank cement siding. There is no exterior ornamentation. There will be no fireplace."

The home has a hip roofed porch. The porch columns are simple untapered design.

The porch rail is not shown with top and bottom rail with balusters interior to the rail. The applicant shall ensure that the porch rail includes both a top and bottom rail with balusters interior to the rail.

The applicant proposed diagonal lattice under the porch, which is not compatible with the district.

Under the front porch, the applicant shall use 90 degree perpendicular wood lattice or other architectural styles appropriate for house, painted darker than the color of the house to blend in with the surroundings.

The exterior is proposed to be covered with fiber cement 7-foot reveal horizontal lap siding. Exterior decoration is simple, no architectural detailing is proposed. The windows on the front façade are 1:1.

The front door is shown as half-lite. The side elevations include casement and awning paired windows. While these are not typical of the vernacular style, the limited use of such windows has been deemed compatible. French doors are proposed on the west elevation.

The rear elevation includes 1 over 1 windows and casement windows. Minor changes to window location on the side and rear facades will be acceptable and may be approved at a staff level prior to building permit issuance.

The applicant proposes Marvin doublehung fiberglass or aluminum windows.

The applicant did not indicate the materials proposed for the porch. The home will be located above the street and the deck surface will not be visible from the street. The applicant shall use wood materials for the porch decking, rails, and stairs, painted to match the home, unless another material is approved by the HRB.

The applicant shall also utilize simple vernacular styled exterior lighting.

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: Complies with Condition: No preservation incentives have been proposed as part of this application. However, the front porch is shown with a setback of less than 1 foot. The R-6 zone requires a front porch setback of 5 feet minimum. The edge of pavement is approximately 30 feet from the front property line, providing ample distance between the home and the street. Staff recommends that the HRB grant a preservation incentive to allow the front porch and front of the home to be placed within the front setback area as proposed.

The side setback is proposed as 5 feet adjacent to 716 3rd avenue. However, the Natural Resource chapter allows setbacks to be decreased in order to provide the maximum spacing between construction and protected water features. Under this code, the applicant may reduce the side setback to zero. Staff recommends the HRB approve the option to reduce the side setback to zero in anticipation of possible changes to the site plan during NROD review. The home at 716 3rd is approximately 12 feet from the property line, which would provide more than the minimum spacing between homes in the R-6 district.

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

I. PUBLIC NOTICE

A public notice was sent to neighbors with 300 feet of the subject property, posted online, emailed to various entities, and posted onsite.

II. CONCLUSIONS AND RECOMMENDATIONS

Based on the following findings, staff recommends that the Historic Review Board approve the proposed development of HR 19-03 with conditions for the property located at Clackamas County Map 3-1E-01AA Taxlot 00501, Oregon City, Oregon 97045.

Exhibits

1. Vicinity Map
2. Applicant Submittal
3. Letter from SHPO