



**TYPE III – HISTORIC REVIEW
STAFF REPORT AND RECOMMENDATION**

January 20, 2020

FILE NO.: GLUA-20-00004 and HR 20-03: Historic Review for a major public improvement within the McLoughlin Conservation District.

APPLICANT/OWNER: City of Oregon City
PO Box 3040
Oregon City, OR 97045

LOCATION: 902 11th Street
Oregon City, OR 97045
Clackamas County Map 2-2E-31AA-07300

REQUEST: Historic Review for a major public improvement within the McLoughlin Conservation District to revitalize and redevelop D.C. Latourette Park with a nature play area, pathways, and new landscaping.

RECOMMENDATION: Approval 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 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. 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

HR 20-03

(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. The applicant shall ensure that all park furnishings and signage are made of natural wood, coated metal, and do not include obvious synthetic materials, finishes, or colors. (P)

Background

Site and Context

D.C. Latourette Park is located on the block between 10th and 11th/ Madison and Monroe Streets.

Latourette Park originally was built in 1936 as Oregon City's first Municipal swimming pool.

It served the community until the mid-1960's, when after a series of attempts to improve the facilities, including the addition of hot showers, a bath house, a chlorination system, and a 10-cent admission charge, maintenance issues forced a closure. The last year it was in operation was 1965 and on January 21, 1966, the current indoor swimming pool at 1211 Jackson Street was opened.

In 1969, the old pool tank was filled and covered. Eventually, it became D.C. Latourette Park site. The park currently has tennis and basketball courts.

Existing Conditions:





The site is not individually designated within the district. Two of the surrounding structures are locally designated; all others are not designated due to age or condition.

Neighboring Designated Structures:

1004 Madison Street - D.C. Latourette Rental



This 1-1/2 story Dutch Colonial Revival house was constructed on the site of an old barn which stood until c.1925 and is reportedly constructed of the barn's old timbers. It has a gambrel roof with a small gambrel roof covering the front porch. The house is clad in round edge drop siding and has a frieze that runs under the eave of the front elevation. Windows on this front elevation have been replaced with large picture windows and shutters have been added. The other windows are 1/1 wood with simple wood trim moldings. There is

a shed dormer window on the back of the house. The house has a rectangular plan and sits on a poured concrete foundation. A period single-car garage is located under the main part of the house. Its carriage-style doors appear to be original. A parged concrete retaining wall separates the driveway and the yard.

1002 Monroe Street - Unknown



This small c.1890 vernacular residence is square in plan and has a truncated hip roof at the main structure. Non-historic wood posts at the front elevation support a shed roof porch overhang. Two non-historic fixed picture windows are present on the main elevation. Aluminum sliding windows are present throughout the structure, including small 1/1 aluminum windows at the rear addition. The exterior is clad in 1950's era wood shingle siding. A post and beam foundation has been indicated, but it is not known for sure. Alterations include two

additions to the rear of the structure with a hip roof and composition shingles.

Project Description:

The applicant submitted the following Narrative:

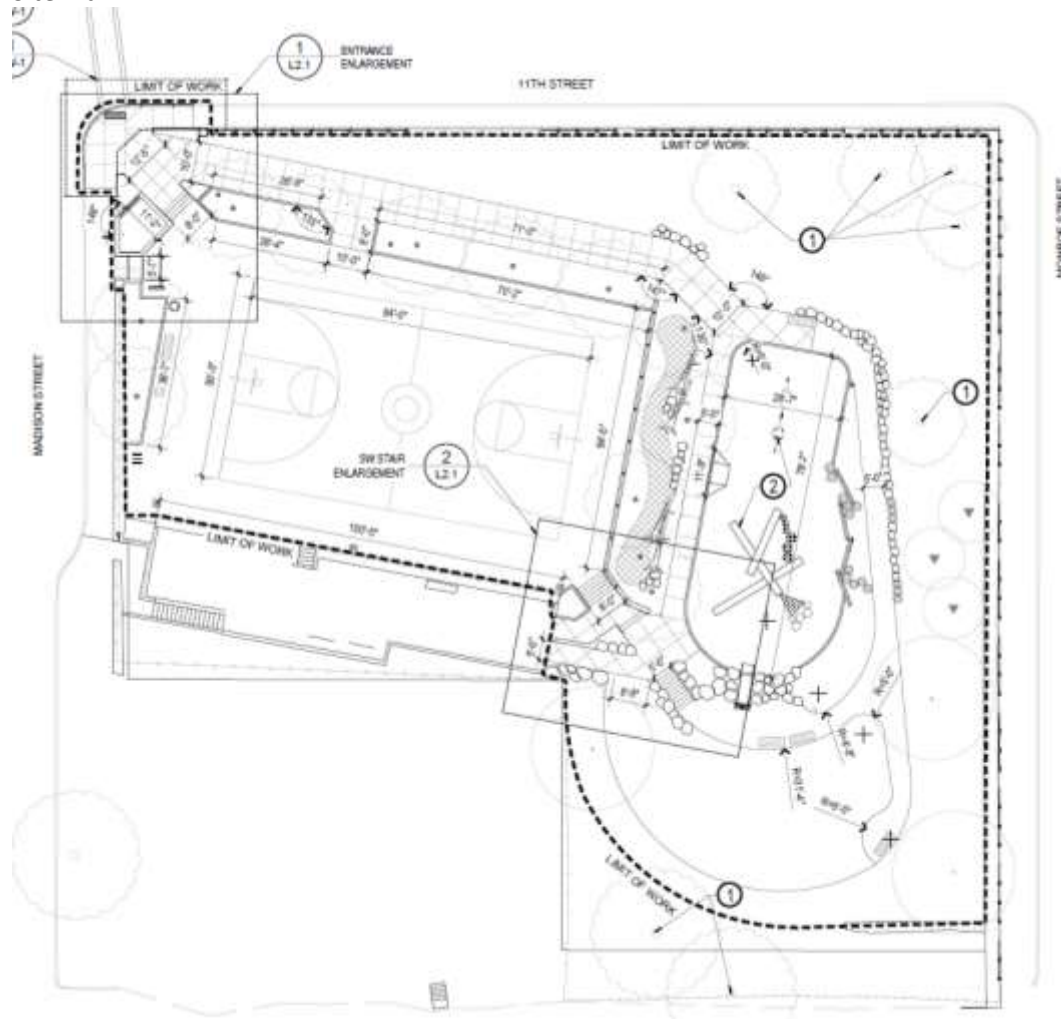
DC Latourette Park has been in a state of deferred maintenance for a time that extends beyond my employment with the City of Oregon City. With the grassroots efforts of the Latourette Army (initially, the Girl Scouts), a cooperative effort to revitalize the park has been in action for four or five years. Funding and grants have now provided the opportunity to make this a reality.

The improvements to DC Latourette Park will be considered Public Improvements, while within the Historic McLoughlin Neighborhood consistent with the principles complimenting the historic values and aesthetics.

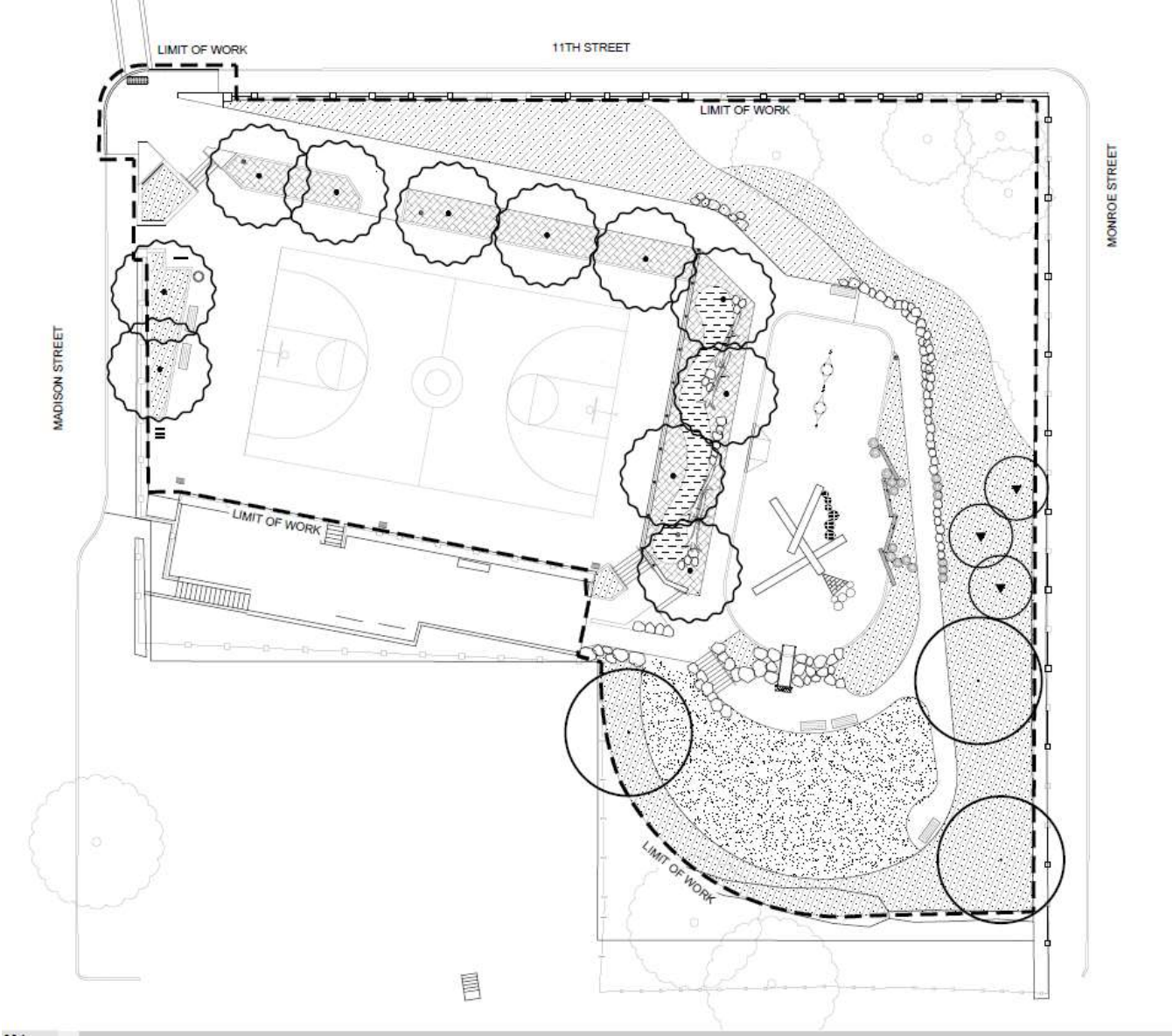
Improved areas have started with depaving the upper area of the park and removal of a dilapidate back board for tennis practice. This area will become a nature play area for children. There will be an ADA compliant walkway to the playground area (see L1.0) of the plan set for site plan view and materials plan. The intent is to have a more natural area adding trees and plantings to soften and beautify the park. The walks and hard surface areas to be concrete, crush rock, boulders and paving stone to have a mix of surfacing that still compliments the neighborhood historic values. (See material photos). The existing basketball court will be replaced in the same area with a serene painted coating for the basketball court use as well a loop path. (see court example)

The stakeholders of this group and primary advocates are the area neighbors of this park. They have great respect for the historic value of the McLoughlin Neighborhood and have taken pride in the care of trying to compliment the intent with the styles and designs of the elements for the park improvement.

Site Plan



Landscaping Plan



Renderings



1 PLAYGROUND RENDERING LOOKING SOUTHEAST
SECTION

Notice and Public Comment:

Notice of the proposal was sent to property owners within three hundred feet of the subject property and the Canemah Neighborhood Association in addition to a variety of agencies. Additionally, the property was posted with a Notice of Land Use sign with details about the proposal. Transmittals were sent to various City departments and other agencies regarding the proposed development plan. Relevant comments from City departments are addressed in this report as appropriate. No public comments were received.

Staff Analysis Executive Summary:

The applicant has proposed a renovation of the existing D.C. Latourette Park to add a nature play area, pathways, and new landscaping. The changes, which include partial removal of chain link fencing, new trees, and new park amenities, will make the park more compatible with the McLoughlin Conservation District than the current park with few seating options and unwelcoming hardscape.

The proposed natural materials are compatible and consistent with the adopted design guidelines for major public improvements.

CRITERIA:

OREGON CITY MUNICIPAL CODE

17.40.030 Designated.

- 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: Complies as Proposed. The subject site is within the boundary of the McLoughlin Conservation 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 is for a major public improvement. The applicant has submitted this application for review and determination by the Historic Review Board.

17.040.060.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.

17.040.060.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. No disturbance of native soils is anticipated.

17.040.060.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.*
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.*

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

17.040.060.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:*

Finding: Not Applicable. The proposal is for a major public improvement in a historic district.

17.040.060.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:*

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

- A. *Effect and accomplish the protection, enhancement and perpetuation of such improvements and of districts which represent or reflect elements of the city's cultural, social, economic, political and architectural history;*
- B. *Safeguard the city's historic, aesthetic and cultural heritage as embodied and reflected in such improvements and districts;*
- C. *Complement any National Register Historic districts designated in the city;*
- D. *Stabilize and improve property values in such districts;*
- E. *Foster civic pride in the beauty and noble accomplishments of the past;*
- F. *Protect and enhance the city's attractions to tourists and visitors and the support and stimulus to business and industry thereby provided;*
- G. *Strengthen the economy of the city;*
- H. *Promote the use of historic districts and landmarks for the education, pleasure, energy conservation, housing and public welfare of the city; and*
- I. *Carry out the provisions of LCDC Goal 5.*

Finding: Complies as Proposed.

See detailed findings and conditions in the design guidelines section in this staff report.

17.040.060.F.2. *The provisions of the city comprehensive plan*

Section 5, Open Spaces, Scenic and Historic Areas, and Natural 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.

17.040.060.F.3 *The economic effect of the new proposed structure on the historic value of the district/historic site*

17.040.060.F.4 *The effect of the new proposed structure on the historic value of the district/historic site*

Finding: Complies as Proposed. See detailed findings and conditions in the design guidelines section in this staff report.

17.040.060.F.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: Please refer to findings in 17.040.060.E.7 below.

17.40.060.F.6 *Economic, social, environmental and energy consequences*

Finding: Complies as Proposed. The existing park is proposed to be revitalized with additional amenities and landscaping, which will improve environmental functionality and provide more recreational opportunities without requiring additional park land. The site is nestled within the fully-developed McLoughlin neighborhood, and park users are anticipated to be local community members who will mostly walk to the park. See detailed findings and conditions in the design guidelines section in this staff report.

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

The adopted design guidelines for major public improvements are the following:

STYLE

Principle:

- 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.

Not Allowed:

- Visible 'high tech' installations
- Insertion of stylistic elements and systems that do not complement the district
- The Guideline appreciate that there is necessary public safety and engineering work that may be difficult to alter; Installations should follow the guidelines as possible, often simple measures can reduce an adverse impact; Review with City design staff and HRB

Finding: Complies as Proposed. The proposal consists of new playground equipment, new surfacing, landscaping, and walls on the park site. The proposed styles are simple, natural, and complementary to the district. The proposed guardrail is coated metal picket style. Walls and curbs are proposed to be concrete or basalt, and surfacing is typical woodchips, cobblestone, and concrete.

DESIGN

Principle:

- For visible features, use design that was typical or similar to that of the historic period; where unable, screen or cover the installation in an 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 codes.

Not Allowed:

- Construction out of scale with the district
- Street, sidewalk, stairs, walls that significantly alter the historic pattern and dimension of the district.
- Modern details and construction in visible locations unless screened or appearance mitigated.
- Excessive regrading or removal of vegetation that adversely affects the historic context of the district and surrounding area without mitigation

Finding: Complies as Proposed. The applicant proposes basalt and concrete walls, metal picket guardrail, and cobblestone surfacing at the corner entry. While cobblestone was found in Oregon City historically, there is no indication that it was a prevalent material. The proposed cobblestone would be used near the main entry to the park, and would be highly visible, although not a predominant surfacing material in general. The Board may want to consider how appropriate cobblestone is in this context, given that it may not have been very common in the district.

No significant regrading or removal of vegetation is proposed. The historic pattern of the district is retained.

The applicant is proposing to remove the stone walls and fencing directly at the NW corner of the park. The amount of wall being removed for the entrance includes approximately 30 lineal feet along Madison Street and 13 lineal feet along 11th Street. The remainder of the existing stone walls and chain link fencing will remain as is.

If it's possible, it is the applicant's intent to salvage the basalt being removed from the 43 lineal feet of wall being removed at the corner to incorporate in the new site walls and pilasters facing the street. If there is not enough stone to cover the walls and pilasters, we propose mixing/blending with other dark basalt stone veneer.

MATERIALS

Principle:

- **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.

Not Allowed:

- Obvious synthetic materials, non historic finishes or colors.
- Historic materials used in ways not found in the district
- Bright stainless, galvanized, aluminum, exposed aggregate concrete, other non historic finishes

Finding: Complies with condition. The applicant proposes to use concrete, crushed rock surfacing, woodchips as playground safety surfacing, and a small amount of cobblestone paving. While cobblestone was found in Oregon City historically, there is no indication that it was a prevalent material. The proposed cobblestone would be used near the main entry to the park, and would be highly visible, although not a predominant surfacing material in general. The Board may want to consider how appropriate

Other curbs and walls will be made of concrete, boulders, and logs. The proposed guardrail is coated metal picket style.

The proposed bench and sign details were not provided. The applicant shall ensure that all park furnishings and signage are made of natural wood, coated metal, and do not include obvious synthetic materials, finishes, or colors.

RECOMMENDATION:

Staff finds that the proposed Modification for Historic Review located at D.C. Latourette Park can meet the requirements as described in the Oregon City Municipal Code. Therefore, the Community Development Director recommends the Historic Review Board approve file HR 20-03, based upon the findings and exhibits contained in this staff report.

EXHIBITS:

1. Vicinity Map
2. Applicant's Narrative, Photos and Plans
3. Design Guidelines for Major Public Improvements