



**City of McMinnville**  
**Planning Department**  
231 NE Fifth Street  
McMinnville, OR 97128  
(503) 434-7311

[www.mcminnvilleoregon.gov](http://www.mcminnvilleoregon.gov)

**Historic Landmarks Committee**  
**Community Development Center, 231 NE 5<sup>th</sup> Street**  
**December 20, 2017 3:00 PM**

| Committee Members   | Agenda Items   |
|---|--|
| <p>Joan Drabkin<br/>Chair</p> <p>John Mead</p> <p>Mary Beth Branch</p> <p>Cory Schott</p> | <ol style="list-style-type: none"><li><b>1. Call to Order</b></li><li><b>2. Citizen Comments</b></li><li><b>3. Approval of Minutes</b></li><li><b>4. Action Items</b><ol style="list-style-type: none"><li>A. Intensive Level Survey Area Selection (Exhibit 1)</li></ol></li><li><b>5. Discussion Items</b></li><li><b>6. Old/New Business</b></li><li><b>7. Committee Member Comments</b></li><li><b>8. Staff Comments</b></li><li><b>9. Adjournment</b></li></ol> |

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**CITY OF MCMINNVILLE  
PLANNING DEPARTMENT**  
231 NE FIFTH STREET  
MCMINNVILLE, OR 97128

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## EXHIBIT 1 - STAFF REPORT

**DATE:** December 20, 2017  
**TO:** Historic Landmarks Committee Members  
**FROM:** Chuck Darnell, Associate Planner  
**SUBJECT:** Intensive Level Survey Area Selection

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### **Report in Brief:**

The purpose of this action item is to select the area that the Intensive Level Survey (ILS) that will be conducted as one of the Certified Local Government (CLG) grant-funded activities in the coming months.

### **Background:**

The Historic Landmarks Committee previously discussed the Intensive Level Survey (ILS) at their June 28, 2017 meeting. Specifically, the HLC discussed where the ILS should be focused, and the committee was able to narrow the focus area of the ILS to two potential areas. The two areas selected were as follows:

- An area immediately south of the Downtown Historic District including:
  - NE 2<sup>nd</sup> Street between Ford and Galloway Streets
  - SE 1<sup>st</sup> Street
  - Areas south 1<sup>st</sup> Street
- An area north of the Downtown Historic District roughly bounded by:
  - Baker Street and Galloway Street on the west and east
  - 6<sup>th</sup> Street and 8<sup>th</sup> Street on the south and north

Staff created updated maps of the two potential areas both north and south of the Downtown Historic District. It should be clear that the boundaries shown in the maps in no way are a recommendation by staff as to the potential final boundaries of a historic district. The boundaries shown were simply to provide a visual reference to the concentration of historic resources in the two areas. Those maps are attached to this staff report.

The Historic Landmarks Committee also received an update at their November 29, 2017 meeting on the work that Northwest Vernacular Historic Preservation, the consultant that will be completing the ILS and Historic Preservation Plan, was completing to provide recommendations on the area to conduct the ILS.

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#### *Attachments:*

*Attachment 1 - Memorandums from Northwest Vernacular*

*Attachment 2 - Study – Benefits of Residential Historic District Designation for Property Owners*

*Attachment 3 - Maps of Potential Focus Areas*

**Discussion:**

Northwest Vernacular has reviewed the two areas under consideration and has provided recommendations for the City and the Historic Landmarks Committee to consider in selecting the area to conduct the ILS. Their recommendations are provided in the memorandums attached to this staff report.

The recommendation from Northwest Vernacular is two-fold. In reviewing the two areas, the consultant sees the north area as being much more likely to be eligible for a historic district. Therefore, their recommendation is that if the city is interested in working in an area that is more likely to be considered for a historic district, that the ILS should be conducted in the north area. In reviewing the south area, the consultant concluded that there is not a concentration of intact properties within the area, which could make it difficult to identify an eligible historic district. Therefore, Northwest Vernacular has come to the conclusion that the main reason to conduct the ILS in the south area would be to focus the survey work in an area that is more vulnerable.

In addition, Northwest Vernacular studied the south area in more detail, and provided another memo that includes a list of properties that they would recommend be included in the ILS if it is decided to be conducted in that area. However, because of the lack of intact properties, Northwest Vernacular recommends that the ILS, if conducted in the south area, include properties that are already designated as Distinctive or Significant on the local Historic Resources Inventory. Northwest Vernacular sees the potential outcomes of the ILS in the south area being more focused on vetting the eligibility of individual properties for listing on the National Register of Historic Places. They would also explore historic district eligibility, but as stated in their first memo, they are not confident that it would be possible to identify an eligible historic district in the south area.

As an overview of the ILS process, the ILS is intended to be a survey of historic resources that provides a detailed evaluation of individual properties utilizing the National Register of Historic Places criteria (architectural, national historical importance, local historical importance and archaeological) as a means of identifying whether or not the property should be considered as a local historic landmark or a property eligible for the National Register of Historic Places. The usual purpose of conducting an ILS on several properties in a specific area is to serve as a tool to review an area for a potential historic district application either on the local level or the national level.

Due to the lower number of intact properties in the south area and the fact that there is not an easily identifiable concentration of intact properties in the south area, staff does not believe that an ILS would be the appropriate tool at this point in time in the south area. Also, if the ILS only included properties that are already protected on the local Historic Resources Inventory, there would not be any additional benefit to the City in terms of furthering historic resource protection. Staff believes that a more thorough Reconnaissance Level Survey may be a more appropriate tool for the south area, which would allow for more properties to be surveyed and provide for a more comprehensive update of the local Historic Resources Inventory.

Given the limited resources of the Planning Department, staff wants to ensure that the funds being expended on the ILS, which is \$8,000 split between the CLG grant and Planning Department funds, results in a product that could further the protection and preservation of historic resources in the city while also increasing awareness of historic areas in the city. The north area clearly has a concentration of intact historic properties that are more likely to be eligible for a historic district. Therefore, staff is recommending that the ILS be conducted in the north area, and that the City plan for the upcoming CLG grant cycle to secure funds to do a more thorough Reconnaissance Level Survey in the south area in the future.

The Historic Landmarks Committee did have some discussion on the benefits and potential constraints for property owners located in a historic district at their previous meeting. In further research after that

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*Attachment 1 - Memorandums from Northwest Vernacular*

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meeting, staff determined that because the resources in the north area are already designated on the local Historic Resources Inventory and the local historic preservation design standards are consistent with the Secretary of the Interior's Standards for Preservation, there would not be any additional restrictions imposed on the properties if they were also included in a historic district. Since there would not be any additional restrictions on the use of the property and the design of the exterior of the structures, staff believes that the creation of the historic district would mainly just provide additional benefits to the property owners.

The honorific aspect of a historic district can create a sense of place in a residential neighborhood and can create desirability in the neighborhood for people interested in living in homes with historic character. This has been shown in various studies around the country to increase or better maintain property values, when comparing properties located in historic districts to those not within districts in the same area. There are many studies to support this increase in property values, and staff has included one such study ("Benefits of Residential Historic District Designation for Property Owners" by Jonathan Mabry) that summarizes the economic effects that residential historic districts have in various areas around the country. Also, there are federal and state tax programs available to property owners that own a home that is listed on the National Register of Historic Places. In Oregon, the Special Assessment program administered through the State Historic Preservation Office allows for property owners to receive a reduced property tax assessment in exchange for making investments in their historic structure. The owner is required to still make some level of investment, but the theory is that those investments go towards improving the structure instead of just to property taxes, which at the end of the special assessment period results in increased home values.

**Fiscal Impact:**

None.

**Recommendation/Suggested Motion:**

Based on the characteristics of the two areas, the consultants' recommendations, and the general intent of the ILS, staff is recommending that the Historic Landmarks Committee make a motion to select the area north of downtown to focus the ILS, and direct staff to notify Northwest Vernacular to proceed with the ILS work.

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**Attachments:**

*Attachment 1 - Memorandums from Northwest Vernacular*

*Attachment 2 - Study – Benefits of Residential Historic District Designation for Property Owners*

*Attachment 3 - Maps of Potential Focus Areas*

November 30, 2017

Chuck Darnell  
Community Development Center  
City of McMinnville  
231 NE Fifth Street  
McMinnville, OR 97128

## RE: Intensive Level Survey Property Recommendations

Dear Chuck & the Historic Landmarks Committee:

We have conducted an initial review of the north and south areas and the accompanying survey forms. We have the following comments and recommendations:

### **SOUTH AREA - INITIAL REVIEW**

This area appears to be exclusively single family residences with multiple apartment developments along the south and east edges of the area. The area is physically locked in by arterial streets and the railroad. Due to these conditions, the attrition rate may be higher for this area than the north area.

#### Questions

- What is the social/ethnic background history for the neighborhood and how it relates to downtown?
- Is this area primarily owner or renter occupied?

#### Recommendation

**If the Committee wants to prioritize the survey work based on what the city is likely to lose first, this is the area to focus the survey work.** However, the concentration of intact properties within the area could make it difficult to identify an eligible district.

### **NORTH - INITIAL REVIEW**

This area appears to be primarily larger, single family residences with at least one apartment building and a church. This area also appears to be a gateway to a broader residential neighborhood to the north. This area has a much better concentration of potentially intact/eligible properties, especially along 5th, Cows, and 7th. Upon initial review, it is easier to envision a district anchored around Cows.

### Questions

- What is the plat and development pattern for this area?
- Is this area under development pressure from downtown?

### Recommendation

**If the Committee wants to prioritize inventory work in an area more likely to have historic district eligibility, this is the area to focus the survey work.**

### **CONCLUSION**

If the city feels the south area is the more at risk area, we recommend surveying properties within this area. However, if the main priority is to progress towards a potential historic district nomination, than we recommend surveying properties in the north area.

Once the Historic Landmarks Committee decides which is the priority, we can provide a prioritized list of properties for the survey work. If a district is the priority, we recommend selecting properties for the intensive level survey that will provide the greatest amount of information that could then be folded into a nomination. For example, the oldest house in the neighborhood in order to discuss early development and a house constructed during a key building boom in the city to discuss economic growth.

We can schedule a conference call to determine the next course of action after the Historic Landmarks Committee has had a chance to meet and select a priority.

Sincerely,



Katie Pratt  
Co-founder + Architectural Historian



December 12, 2017

Chuck Darnell  
Community Development Center  
City of McMinnville  
231 NE Fifth Street  
McMinnville, OR 97128

**RE: Intensive Level Survey Property Recommendations**

Dear Chuck & the Historic Landmarks Committee:

We have conducted a second review of potential properties to be surveyed, focusing on the south area. We have the following comments and recommendations:

**SOUTH AREA - SECOND REVIEW**

This area appears to be exclusively single family residences with multiple apartment developments along the south and east edges of the area. The area is physically locked in by arterial streets and the railroad. Due to these conditions, the attrition rate may be higher for this area than the north area.

We have looked through the inventory forms and have highlighted 9 properties for the Intensive Level Survey. We are recommending that all the A-level (distinctive) properties be surveyed, with the exception of two, and that 2 B-level (primary) properties be surveyed that appear to have a high level of physical integrity. One A-level property (322 SE 1st Street, A459) has been demolished and the other (230 SE Evans Street, A849) has more significance information than the other properties.

Based on the dispersion of the following properties within the south ILS area we anticipate the following outcomes:

- Individual National Register of Historic Places (NRHP) eligibility would be vetted for each of these properties through the intensive level research resulting in a clear list of potentially NRHP and locally eligible properties that the Commission could work with property owners to pursue listing and use of financial incentives for repairs and rehabilitation.
- Historic district eligibility would be explored through field integrity review and initial contributing vs non-contributing status identification. The results and recommendations would be incorporated into the preservation plan to guide future work. We would use the research from the intensive level survey to identify the key architectural and historical associations for the potential district to inform property status recommendations.

Recommended survey properties:

1. 221 SE Cows Street (A445). This property appears very intact and has little significance information recorded.
2. 306 SE Lincoln Street (A446). This property appears very intact and has conflicting historic information.
3. 436 SE Baker Street (A513). This property appears very intact and is beginning to lose its context with neighboring new development.
4. 508 SE Washington Street (A839). This house has a unique architectural style and the updated photograph is incorrect.
5. 540 SE 1st Street (A853). This house has been altered, but its history is unclear so additional research will be useful to sort out construction.
6. 605 NE 1st Street (A868). This property appears intact and an expansion on its history will illustrate early 20th century development in the neighborhood.
7. 624 NE 2nd Street (A874). This property appears intact and has little significance information recorded.
8. 226 SE Evans Street (B841). This property appears very intact and has little significance information recorded.
9. 505 SE Davis Street (B531). This property appears intact and does not have any significance information recorded.

Please don't hesitate to contact us if you have any questions. Once we receive approval on these 9 properties, we will begin our research for the ILS. Thank you.

Sincerely,

A handwritten signature in black ink, appearing to read 'KPratt', with a stylized, cursive script.

Katie Pratt  
Co-founder + Architectural Historian



## **Benefits of Residential Historic District Designation for Property Owners**

*Jonathan Mabry, Ph.D.  
Historic Preservation Officer  
Department of Urban Planning and Design  
City of Tucson  
(6-7-07)*

Historic district designation has become an important tool for local governments in efforts to preserve the character of central-city neighborhoods. Designation of historic districts based on a national level of significance, called National Register Historic Districts, has occurred widely in the U.S. since the passage of the enabling legislation of the National Historic Preservation Act in 1966. In addition, some states have created state historic registers and many municipalities have established local historic registers and special zoning for local historic landmarks and districts. The number of local historic districts in the U.S. has grown from approximately 100 in 1966 to more than 2,000 in the late 1990s (Listokin et al. 1998).

National- and state-level designations convey more prestige to an individual property or historic district, and makes federal and state tax breaks available to owners of individually listed properties and properties listed as contributing to the significance of a district. However, national- or state-level designation offers no real protections, as both listing and participation in tax abatement programs is voluntary, and owners can renovate or demolish a significant historic property to replace it with a “highest and best use” building that maximizes income or sale price.

In contrast, local-level historic designations typically require review of significant exterior alterations, demolitions, and new construction within historic districts in order to restrict incompatible development, and thereby maintain the historic character and integrity of designated structures and neighborhoods. Reviews are conducted by community commissions or neighborhood advisory groups, or both, composed of local residents, and are based on specific design standards and guidelines developed by the community.

The City of Tucson currently has 21 National Register Historic Districts. Six of the nationally designated districts are also designated as local Historic Preservation Zones (districts), as enabled by a 1972 ordinance revising the Land Use Code. In the locally designated districts, there are two levels of review of exterior renovations, demolitions, and new construction. The level of review is determined by whether the property is a contributing or noncontributing property in a National Register District, or whether the proposed changes are major or minor.

### **Higher Property Values and Rates of Appreciation**

Higher property values and rates of appreciation are important economic benefits of historic district designations of residential neighborhoods. Recent studies in Arizona

document this effect of historic district status on property values. A study of the Speedway-Drachman National Register Historic District in Tucson showed that between 1987 and 2007 the average assessed value of homes in this district appreciated 15 percent higher than the average in a nearby neighborhood with housing stock of similar age, construction, and design (L'Orange 2007:4). A study of 25,975 single family homes sold in Phoenix in 2005, including 212 located in National Register historic districts, showed that historic designation increased the average marketable sales price of a house by 31%, or more than \$100,000 (Poppen 2007:7). A study in Mesa comparing house market value changes between 1997-2004 in the Mesa Evergreen National Register Historic District compared to those in two comparable, undesignated neighborhoods identified a +26 percent difference in the historic district (Bellavia 2007:3-4).

There is some data that national-level historic designation has a slightly greater positive effect on property values than local-level historic designation alone (Leichenko et al. 2001:1982-1983). However, this difference is not statistically significant, and the same comparative data shows that properties that carry only local designation also tend to have higher values compared to similar, undesignated properties (Leichenko et al. 2001), and relative to the entire real estate market (Rypkema 2002).

Local landmarking and design review can actually boost property values by introducing certainty into the marketplace and improving the overall economic climate, which benefits all property owners (Clarion Associates of Colorado 2002).

Comparison of a number of independent studies of local historic districts in New Jersey, Texas, Indiana, Georgia, Colorado, Maryland, North and South Carolina, Kentucky, and Virginia showed that this economic effect of local designation is typical across the country.

The results of these studies are remarkably consistent: property values in local historic districts appreciate significantly faster than the market as a whole in the vast majority of cases and appreciates at rates equivalent to the market in the worst case. Simply put—local historic districts enhance property values (Rypkema 2002:6).

Other data indicates that the greatest impact on rates of property appreciation occur with the addition of local designation (which usually includes a design review process and more restrictions on property renovations, demolitions, and new construction) on top of national designation. In a recent study conducted in Memphis, Tennessee, combined local/national designation added 18.6% to assessed property values over a four-year period compared to 13% added by national designation alone (Coulson and Lahr 2005:494-495). In Evansville, Indiana, the rate of appreciation between 1980 and 1995 was significantly greater within a locally designated portion of a larger National Register District (Rypkema 1997:7). Over the same period in Indianapolis, average property values appreciated faster in a district with combined local/national designation compared to a neighborhood with only a national designation (Rypkema 1997:9). Between 1976 and 1996 in Georgia, assessed property values in districts with both local and national designations increased at a rate of 47% compared to 23% for properties in districts with

only the national designation (both figures adjusted for inflation) (Athens-Clarke County Planning Department 1996:4).

Table 1 summarizes the findings of 15 recent studies of the effect of historic district designation on property values over time. These studies were conducted in several different regions of the United States, and include both nationally and locally designated districts. These studies vary in the specific aspects of value over time examined, such as assessed value, sales value, and rate of appreciation. However, all of the studies in Table 1 can be compared in terms of average property values in historic districts relative to similar, undesignated neighborhoods.

Table 1. Property Values\* in Designated Historic Districts Compared to Similar Undesignated Neighborhoods in the Same Communities

| Study Area       | Data Interval | Ave. Value Difference (%) | Annual Rate (%) | Reference                   |
|------------------|---------------|---------------------------|-----------------|-----------------------------|
| Athens, GA       | 1976-1996     | +14                       | +7              | Leithe and Tigue 1999       |
| Denver, CO       | 1993-2000     | +3-6                      | +4-1.2          | Clarion Assoc. of CO 2002   |
| Durango, CO      | 1993-2000     | +7                        | +1              | Clarion Assoc. of CO 2002   |
| Galveston, TX    | 1975-1991     | +85-360                   | +5.3-22.5       | Govt. Fin. Res. Center 1991 |
| Memphis, TN      | 1998-2002     | +14-23                    | +3.5-5.7        | Coulson and Lahr 2005       |
| Mesa, AZ         | 1997-2004     | +26                       | +3.7            | Bellavia 2007               |
| New Jersey       | ?             | +5                        | —               | New Jersey Hist. Trust 1997 |
| New York, NY     | 1975-2002     | +13                       | +5              | NYC Ind. Budget Office 2003 |
| Phoenix, AZ      | 2005          | +31                       | —               | Poppen 2007                 |
| Rome, GA         | 1980-1996     | +10                       | +6              | Leithe and Tigue 1999       |
| San Diego, CA    | 2000-2005     | +16                       | +3.2            | Narwold 2006                |
| Savannah, GA     | 1974-1997     | +264-588                  | +11.5-25.6      | Leithe and Tigue 1999       |
| Texas (9 cities) | (variable)    | +5-20                     | —               | Leichenko et al. 2001       |
| Tifton, GA       | 1983-1996     | +2                        | +2              | Leithe and Tigue 1999       |
| Tucson, AZ       | 1987-2007     | +15                       | +7              | L'Orange 2007               |

\* Phoenix and Mesa studies used sales values; all other studies used assessed values.

A few of the designated districts experienced extremely high rates of appreciation, or very modest rates, but most saw property values increase by 5-35% per decade over the values in similar, undesignated neighborhoods.

Within these data, another important pattern is that newer properties within historic districts benefit just as much as older properties. In Memphis, both older and newer (less than 10 years old) buildings in a local/national historic district appreciated to levels higher than similar properties in undesignated neighborhoods (Coulson and Lahr 2005:502-504).

## **Insulation from Extreme Market Fluctuations**

Local historic district designation has proven to insulate property values from wild swings in the housing market, including both downturns tied to larger economic trends, and “bubbles” caused by cycles of real estate speculation. This stability is related to investor confidence that, because there are explicit design limits in the zoning code, home investments in historic districts will not be adversely affected by construction of an inappropriate, out-of-scale building next door. It is also due to the fact that neighborhoods with stable values do not offer opportunities for “flipping” (purchase followed by quick resale at a high profit margin). In these ways, local historic district designation reduces the uncertainty facing the buyer regarding the future value of the investment.

In short, it may be that historic districts are more likely to experience a certain indemnification from extremely modulating property values, perhaps because of a higher degree of investor confidence in these officially recognized and protected areas (Gale 1991:8).

## **Tax Breaks**

Increasing property taxes associated with rising property values in nationally designated and state-designated historic districts can be offset by state and federal tax reduction programs. In Arizona, contributing properties in a National Register District are eligible for the State Historic Property Tax Reclassification program. This program reduces the taxes of listed properties by up to 50 percent over 15 years, and reduces assessments of improvements to commercial properties to 1 percent of their full value over 10 years. The Federal Investment Tax Credit program provides a 20 percent tax credit and accelerated depreciation for rehabilitated investment properties listed as contributors in National Register Districts. The reductions in property taxes available in National Register Districts provide needed economic relief for moderate-income neighborhoods experiencing rising property taxes during real estate boom cycles. The tax incentives also provide alternatives to demolition of historic homes, thereby providing stability to the built environments of neighborhoods.

## **Stabilization of Residence**

Designation as a historic district raises the value of investments, promoting increased levels of home ownership and longer residence. This stabilizing effect on residence patterns has been documented by a study conducted in Indiana, which found that designated historic districts have higher rates of owner-occupation, and longer durations of residence by both homeowners and renters, than do similar, undesignated neighborhoods (Rypkema 1997:2, 6, 10).

## **Increased Connections among Neighbors and Community Involvement**

Neighborhoods with a significant proportion of owner-occupied homes tend to have higher rates of participation in neighborhood associations and improvement projects, which protects shared spaces from decline (Rypkema 2005:51-52). All proposed exterior modifications, new construction, and demolitions in locally designated historic districts require review by neighborhood advisory groups and historical commissions, thereby ensuring community involvement in neighborhood planning.

## **Summary**

The findings of recent comparative studies of the effects of historic district designations over time, conducted in many different regions of the U.S., converge on a few key findings:

- Historic district designation typically increases residential property values by 5-35% per decade over the values in similar, undesignated neighborhoods.
- Both nationally designated historic districts and locally designated historic districts outperform similar, undesignated neighborhoods, but districts that carry both local and national designation experience the highest relative increases in property values.
- The values of newer properties within designated historic districts increase along with those of older properties.
- Local historic district designation decreases investor uncertainty and insulates property values from wild swings in the housing market.
- Increasing property taxes due to rising property values in historic districts designated at the national or state levels can be offset by state and federal tax reduction programs.
- The tax incentives also provide alternatives to demolition of historic homes, thereby providing stability to the built environments of neighborhoods.
- Historic district designation leads to increased levels of home ownership and longer residence by both homeowners and renters.
- Designated historic districts tend to have higher rates of participation in neighborhood associations and improvement projects, which protects shared spaces from decline.
- Proposed exterior renovations, demolitions, and new construction in locally designated historic districts are reviewed by neighborhood advisory groups and historical commissions, thereby ensuring community involvement in neighborhood planning.

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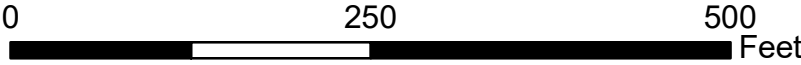
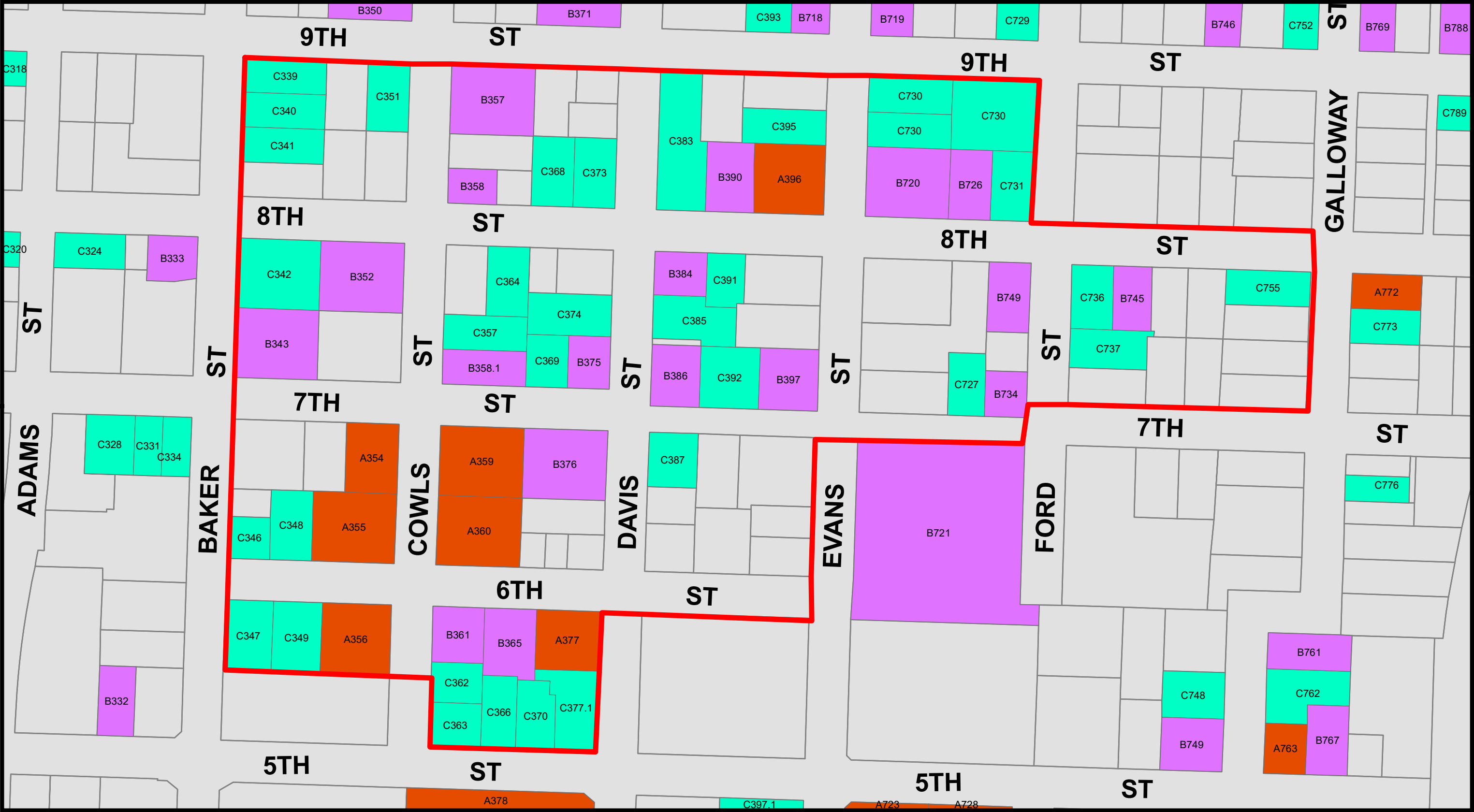
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# Potential Intensive Level Survey (ILS) Focus Area - North of Downtown



## Legend

- Distinctive (A)
- Significant (B)
- Contributory (C)

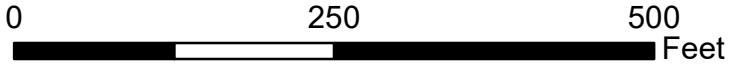
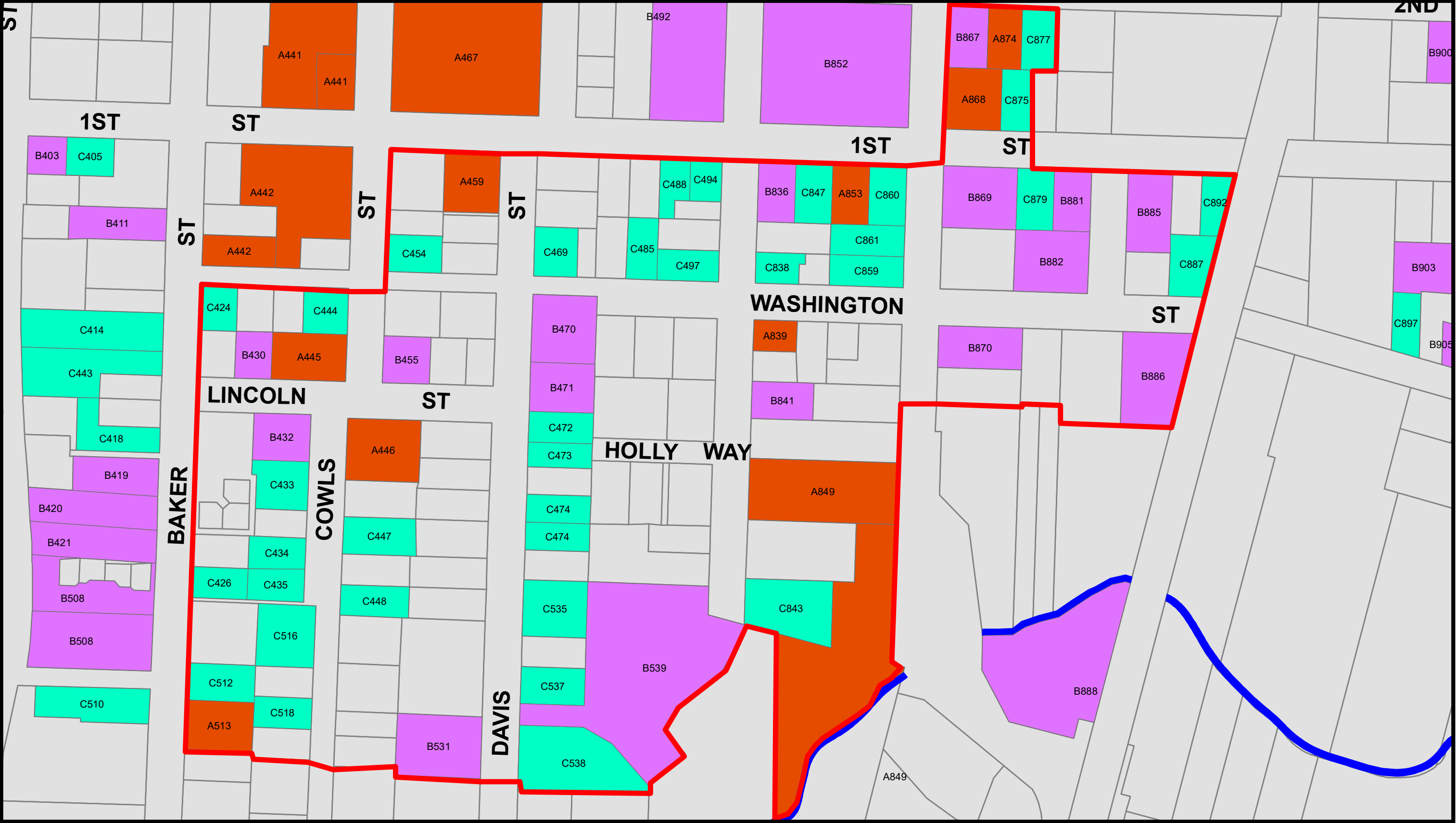
A359 = Historic Resources Inventory  
Resource Classification and Number

City of McMinnville  
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231 NE Fifth Street  
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# Potential Intensive Level Survey (ILS) Focus Area - South of Downtown



## Legend

- Distinctive (A)
- Significant (B)
- Contributory (C)

A359 = Historic Resources Inventory  
Resource Classification and Number

City of McMinnville  
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231 NE Fifth Street  
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