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EXHIBIT 2 - STAFF REPORT

DATE: January 5, 2021
TO: Historic Landmark Committee Members
FROM: Chuck Darnell, Senior Planner
SUBJECT: PUBLIC MEETING: HL 5-20 (Certificate of Approval for Alteration) –
225 NW Adams Street

STRATEGIC PRIORITY & GOAL:



GROWTH & DEVELOPMENT CHARACTER

Guide growth & development strategically, responsively & responsibly to enhance our unique character.

OBJECTIVE/S: Define the unique character through a community process that articulates our core principles

Report in Brief:

This is a quasi-judicial review of a “Certificate of Approval for Alteration” land use application for alterations to the existing historic landmark and building, which is the City of McMinnville Library, located at 225 NW Adams Street (Tax Lot 9800, Section 20AD, T. 4 S., R. 4 W., W.M.). Alterations to existing historic landmarks that are designated on the Historic Resources Inventory need to be reviewed and receive approval for how their design complies with McMinnville’s historic preservation standards. Per the McMinnville Municipal Code (MMC), the McMinnville Historic Landmarks Committee serves as the decision-making body for the Certificate of Approval review. The applicant, Jenny Berg, Library Director, on behalf of the City of McMinnville, is requesting the Certificate of Approval for Alteration approval. The Certificate of Approval for Alteration request is subject to the review process described in Section 17.65.060 of the MMC. The Historic Landmarks Committee will make a final decision on the application, subject to appeal as described in Section 17.65.080 of the MMC.

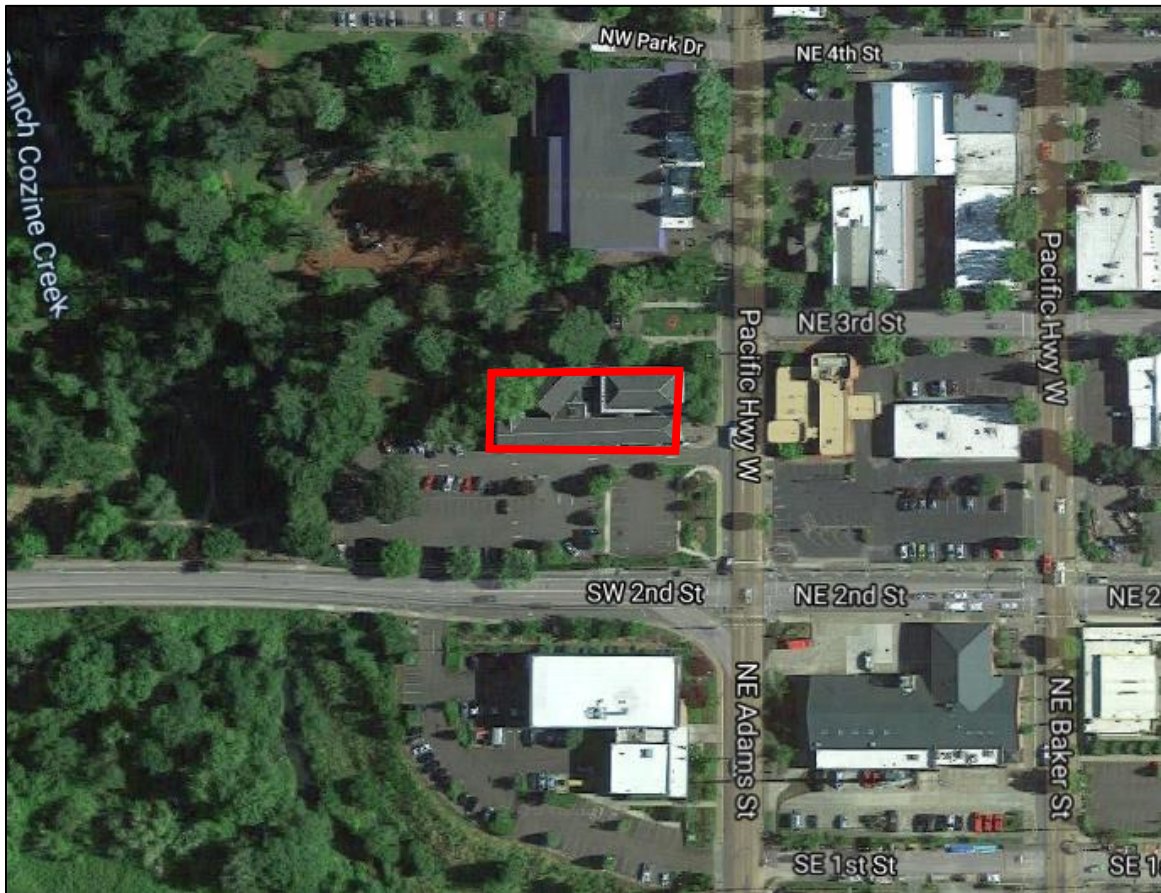
Background:

The subject property is located at 225 NW Adams Street. The property identified as Tax Lot 9800, Section 20AD, T. 4 S., R. 4 W., W.M. **See Vicinity Map (Figure 1) below.**

Attachments:

Attachment A: Decision, Conditions, Findings of Fact and Conclusionary Findings for the Approval of HL 5-20

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Figure 1. Vicinity Map (Approximate Building Footprint Identified)

The existing building on the subject property is listed on the Historic Resources Inventory as a Distinctive resource (resource number A400). The property was originally surveyed in 1980, which is the date that the “Statement of Historical Significance and Property Description” were drafted and included on the Historic Resources Inventory sheet for the subject property. The survey photo of the building is dated as 1983. This survey work led to the inclusion of the property on the Historic Resources Inventory, and the Historic Resources Inventory was adopted by the McMinnville City Council on April 14, 1987 by Ordinance 4401. The “Statement of Historical Significance and Property Description” state the following:

“Plans on file at the Oregon Historic Society indicate that Ernst Kroner submitted several larger, more elaborate designs before the executed plans were adopted. The building as finally built, is a regular rectangular block with a low-pitched hipped roof. It sits on the edge of the City Park. Above the first floor, it is brick, below, rough concrete. Wide eaves are supported by paired brackets. Fenestration is somewhat irregular; strips of narrow paired casement windows superimposed by transoms of small translucent lights which are continuous with the frieze. The daylight basement has eight over eight double-hung sash windows. The frieze is partially decorated with contrasting brickwork in diamond patterns. The entrance (on the north façade) is an arched double door (aluminum now) surrounded by concentric arches of headers. A stained glass lunette above the doors displays a design of fir trees, a lamp and the words, “Carnegie Library 1912”.

Tax funding and a library board were created by ordinance in 1911. The first board, appointed by the mayor, included: Mrs. D.C. Apperson, Mr. Macy, Lulu Roger, O.O. Hodson, and Ella Hendrick.

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Until that time, the library had been in the hands of a private organization, the Civic Improvement Club, it was quartered in Eliza Wright's building for rent of \$12.00 a month.

In 1911 discussion of a Carnegie Library was begun. Ernst Kroner, Worchester Building, Portland was chosen architect and plans were submitted and reworked throughout most of 1912. Several plan were discussed. Local contractors' bids were too high and a Portland firm, Wineland & Co. were chosen as builders with a bid of \$8,880. The new building was insured by Oregon Fire Relief Association for \$4000. It was completed in March 1913. The building sits on the edge of the City Park facing north and surrounded by several large trees, most notable a Monkey Puzzle tree."

The applicant provided an overview of their proposal and project in the application narrative, which is as follows:

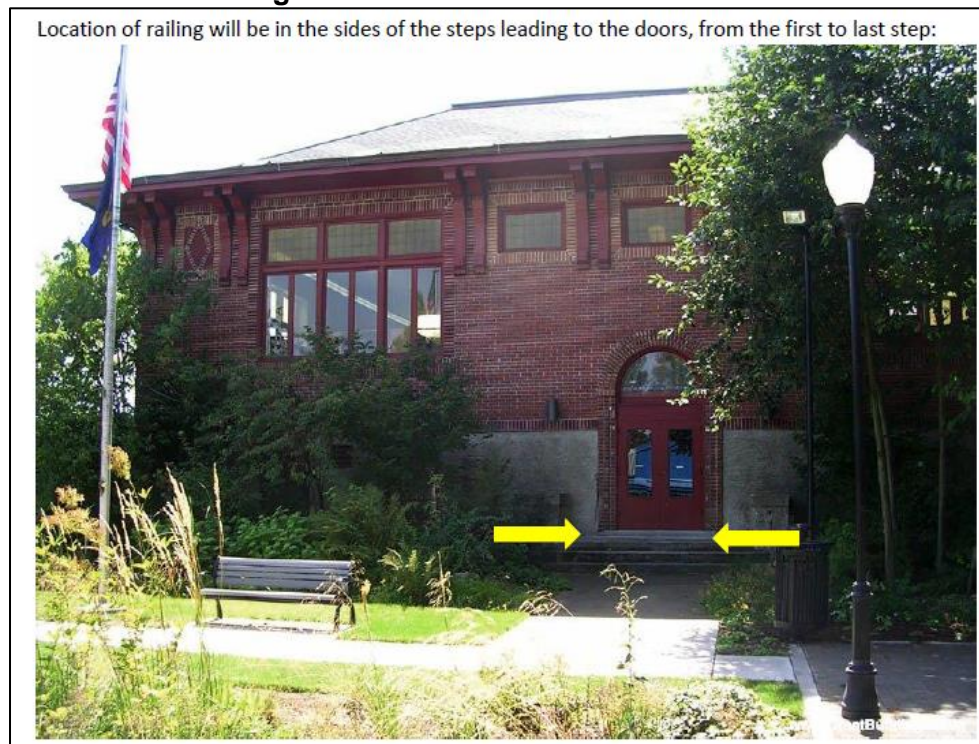
"The intent of the project is to add handrails on the outside steps leading to the entrance of the McMinnville Public Library Carnegie Library. This entrance was used as the primary entrance to the Library from the completion and opening of the Library in 1913 until the completion of the Library addition in 1983.

Due to COVID-19 the Library is using this Carnegie Library entrance as the current entrance to the building, so as to allow for physical distancing and maintain separate ingress and egress to the Library. The three steps leading up to the Carnegie Library entrance do not currently have a handrail. The intent is to install simple, sturdy handrails for safety and support for visitors entering the Library. The current Library exit is what was once both the entrance and exit prior to COVID-19."

Discussion:

The applicant has provided photos and illustrations identifying the improvements that would occur, should the Certificate of Approval for Alteration land-use application be approved. See Photo of Handrail Location (Figure 2) and Handrail Illustrations (Figure 3) below.

Figure 2. Photo of Handrail Location

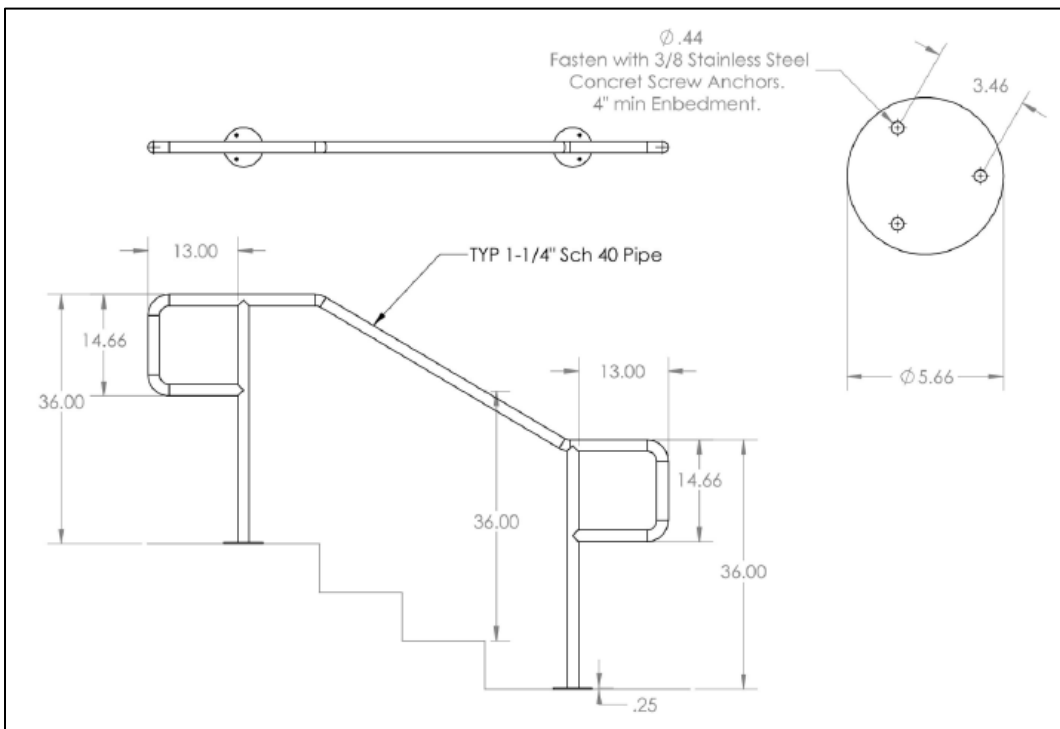
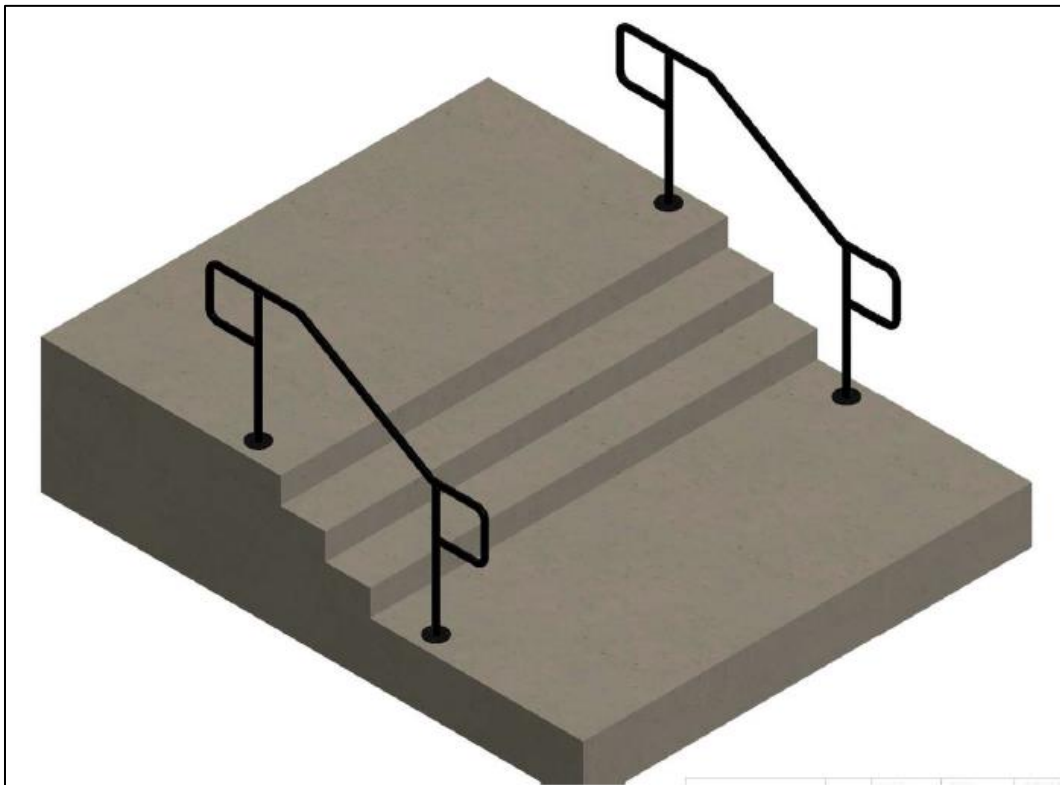


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Figure 3. Handrail Illustrations



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Applicable Criteria

Decisions and/or recommendations for approval of the land use application is dependent upon whether or not the application meets state regulations, the McMinnville Comprehensive Plan and the McMinnville Municipal Code. The application can either meet these criteria as proposed, or a condition of approval can be provided that either outlines what needs to occur to meet the criteria or when something needs to occur to meet the criteria. Attached is a decision document that provides the staff-suggested Findings of Fact and Conclusionary Findings for the land-use application. This document outlines the legal findings on whether or not the application meets the applicable criteria and whether or not there are conditions of approval that if achieved put the application in compliance with the criteria.

The specific review criteria for a Certificate of Approval for Alteration in Section 17.65.060(B) of the MMC require the Historic Landmarks Committee to base each decision on the following criteria:

1. The City's historic policies set forth in the comprehensive plan and the purpose of this ordinance;
2. The following standards and guidelines:
 - a. A property will be used as it was historically, or be given a new use that maximizes the retention of distinctive materials, features, spaces, and spatial relationships. Where a treatment and use have not been identified, a property will be protected and, if necessary, stabilized until additional work may be undertaken.
 - b. The historic character of a property will be retained and preserved. The replacement of intact or repairable historic materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
 - c. Each property will be recognized as a physical record of its time, place, and use. Work needed to stabilize, consolidate, and conserve existing historic materials and features will be physically and visually compatible, identifiable upon close inspection, and properly documented for future research.
 - d. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
 - e. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
 - f. The existing condition of historic features will be evaluated to determine the appropriate level of intervention needed. Where the severity of deterioration requires repair or limited replacement of a distinctive feature, the new material will match the old in composition, design, color, and texture.
 - g. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
 - h. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
 - i. The Guidelines for Historic Preservation as published by the United States Secretary of the Interior.
3. The economic use of the historic resource and the reasonableness of the proposed alteration and their relationship to the public interest in the historic resource's preservation or renovation;
4. The value and significance of the historic resource; and
5. The physical condition of the historical resource.

The applicant has provided a written narrative and findings to support their requests. The narrative and findings are provided in the application materials, and are also reiterated and expanded upon in the Decision Document. The Decision Document includes the specific findings of fact for each of the applicable review criteria, but an overview of the findings in those Decision Documents is provided below.

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Summary of Proposal and Staff-Recommended Findings

Overall, the alteration that is proposed is fairly minimal, and is not an alteration to the actual building itself. The alteration being proposed to allow for the installation of handrails is to provide for safer accessibility to the north entrance to the building, which previously was not used but is now being used to access the library and provide for social distancing throughout the interior of the building. The handrails are proposed to be added to the concrete stairs and landing outside of the north entrance to the building. The handrails are proposed to be installed by mounting the handrails directly to the concrete surface at the top of the landing and the bottom of the stairs. There will be two handrails, one on each side of the staircase.

The method in which the handrails are proposed to be installed will not impact the character-defining features and components of the historic landmark. The major building forms of the structure that are listed in the Historic Resources Inventory would remain, including the arched double door, concentric arches of headers, and stained glass lunette above the doors. Other features of the building, including its exterior façade materials and design finishes, would also be protected as the handrails are not proposed to be installed in a manner that would attach to or impact the building itself. The handrails also avoid any alteration or impact to the taller side walls of the entrance landing, which are original to the building and finished in the same material and texture as the lower portion of the adjacent building façade.

In regards to the proposed design and finish of the handrails, the materials and color proposed are intended to be simple and not detract from the more character-defining features of the building, which include the entrance doorway, arches, and other exterior building finishes. The handrails are proposed to be a simple rounded pole, finished with a powder-coated black paint finish. The dimensions and form of the handrails also meets applicable building code requirements for accessible handrails leading to a building entrance. The railing is not proposed as a design that attempts to mimic any feature on the building or surrounding site. Historic photo evidence of the building does not provide any clear documentation of a particular form or style of handrail being present at this entrance. It appears that a railing was present on the building, in a longer form that extended along the sidewalk leading up to the entrance steps. However, this feature no longer exists and clear documentation of whether it was original and its exact design is not immediately available. The main building features, including the door, the surrounding entrance arches, and porch landing walls are more clearly evident in the historic documentation, and those features are not impacted by the proposed installation as described in more detail above. Some historic photos that show this north entrance are included in the findings within the Decision Document.

There are some applicable guidelines for code-require accessibility work on historic buildings within the Secretary of the Interior's Standards for the Treatment of Historic Properties, as described in more detail in the attached Decision Document. Some of these applicable guidelines are also shown below:

Recommended Guideline: Identifying the historic building's character-defining exterior features, interior spaces, features, and finishes, and features of the site and setting which may be affected by accessibility code-required work.

Recommended Guideline: Complying with barrier-free access requirements in such a manner that the historic building's character-defining exterior features, interior spaces, features, and finishes, and features of the site and setting are preserved or impacted as little as possible.

Recommended Guideline: Finding solutions to meet accessibility requirements that minimize the impact of any necessary alteration for accessibility on the historic building, its site, or setting, such as compatible ramps, paths, and lifts.

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Not Recommended Guideline: Altering, damaging, or destroying character-defining exterior features, interior spaces, features, and finishes, or features of the site and setting while making modifications to a building, its site, or setting to comply with accessibility requirements.

Not Recommended Guideline: Making modifications for accessibility without considering the impact on the historic building, its site, and setting.

Commission Options:

- 1) Close the public hearing and **APPROVE** the application, per the decision document provided which includes the findings of fact.
- 2) **CONTINUE** the public hearing to a specific date and time.
- 3) Close the public hearing, but **KEEP THE RECORD OPEN** for the receipt of additional written testimony until a specific date and time.
- 4) Close the public hearing and **DENY** the application, providing findings of fact for the denial in the motion to deny.

Recommendation:

If the Historic Landmarks Committee finds that the proposal meets the applicable standards, staff would recommend that the land use application be approved, and staff is not recommending any conditions of approval. Staff has prepared a decision document that would reflect this decision.

If the Historic Landmarks Committee finds that proposal does not meet the applicable review criteria or the Secretary of the Interior Standards, staff would recommend that the Committee provide adequate findings on the record for the denial of the alteration. Alternatively, staff would recommend that the Committee provide direction on findings during their deliberations and continue the application to allow staff to draft an updated Decision Document that incorporates those findings, which could be reviewed at a future Committee meeting.

MOTION FOR APPROVAL OF HL 5-20:

BASED ON THE FINDINGS OF FACT, THE CONCLUSIONARY FINDINGS FOR APPROVAL, AND THE MATERIALS SUBMITTED BY THE APPLICANT, THE HISTORIC LANDMARKS COMMITTEE APPROVE HL 5-20.

If the Historic Landmarks Committee does not find that the proposal meets the applicable standards, a recommended motion for the land-use application is provided below.

MOTION FOR CONTINUATION OF HL 5-20:

BASED ON THE MATERIALS SUBMITTED BY THE APPLICANT, THE HISTORIC LANDMARKS COMMITTEE FINDS THAT REVIEW CRITERIA ARE NOT BEING SATISFIED AND DIRECTS STAFF TO PROVIDE UPDATED FINDINGS AS DISCUSSED ON THE RECORD, AND CONTINUES HL 5-20 TO A COMMITTEE MEETING ON [ENTER A DATE FOR FUTURE COMMITTEE MEETING].

CD

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