



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

www.mcminnvilleoregon.gov

EXHIBIT 1 - STAFF REPORT

DATE: January 23, 2019
TO: Historic Landmarks Committee Members
FROM: Chuck Darnell, Senior Planner
SUBJECT: HL 12-18 / DDR 10-18 –Alteration and Downtown Design Review Requests – 300 NE 3rd Street

Report in Brief:

A request for a Certificate of Approval and Downtown Design Review for a new building addition to an existing building that is listed on the National Register of Historic Places as a Primary Significant Contributing property in the Downtown Historic District. The new building addition will be constructed in the same footprint of the portion of the building that will be demolished, as approved by the Historic Landmarks Committee under Docket HL 11-18.

A Certificate of Approval is a decision issued by the Historic Landmarks Committee to approve the alteration, demolition or moving of a historic resource or landmark. A Certificate of Approval is also required for the alteration, demolition, or moving of a historic building that is listed on the National Register of Historic Places.

An alteration is the addition to, removal of, removal from, or physical modification and/or repair of any exterior part or portion of an historic resource that results in a change in design, materials or appearance. Painting, reroofing, and general repairs are not alterations when the new materials and/or colors match those already in use.

Historic resources are any site, structure, building, district, or object that is included on the Historic Resources Inventory and a Distinctive Resource is considered outstanding for architectural or historic reasons and potentially worthy of nomination to the National Register of Historic Places.

Background:

The applicant, Andy Wilder, submitted a Certificate of Approval for Demolition application to request the approval of the demolition of the south portion of an existing building, which is an addition to the main building that is constructed of different materials and of a different design than the main building. That Certificate of Approval for Demolition was reviewed and approved by the Historic Landmarks Committee at their December 28, 2018 regular meeting. Also, the applicant submitted Certificate of Approval for Alteration and Downtown Design Review applications requesting the approval of the design of a proposed addition to the south side of the building, which would be constructed in place of the portion of the building that would be demolished.

Attachments:

Certificate of Approval (HL 12-18) and Downtown Design Review (DDR 10-18) Applications
Decision Documents for Application HL 12-18 and Application DDR 10-18

The Historic Landmarks Committee reviewed the proposed alteration and building addition design, and voted to continue the applications to allow for the applicant to provide additional information. Specifically, the Committee requested that the applicant provide additional information about the size of the windows on the proposed addition, and the size of the existing windows on the west façade of the existing building. The Committee also requested that the applicant examine the proposed design for compliance with a number of Recommended Guidelines from the Secretary of the Interior's Standards for the Treatment of Historic Properties related to the addition being subordinate and secondary to the building, the addition being compatible but differentiated from the building, the addition being distinguished from the original building, and the addition being secondary and not detracting from the significance of the original building. The applicant has provided a revised design and findings for how the revised design better meets those Recommended Guidelines described above.

The building in question is listed on the National Register of Historic Places as a Primary Significant Contributing property in the Downtown Historic District, and is commonly known as the Hodson Building or Sears Building. The building is also listed on the McMinnville Historic Resources Inventory as a Distinctive resource (Resource A450), which is the highest classification on the local inventory. The subject property is located at 300 NE 3rd Street, and is more specifically described as Tax Lot 8700, Section 21BC, T. 4 S., R. 4 W., W.M.

Section 17.65.040 of the McMinnville City Code requires that the Historic Landmarks Committee review and approve a Certificate of Approval for any request to demolish any historic resource. The same section also requires the Historic Landmarks Committee to review and approve a Certificate of Approval for any request for the alteration of any historic landmark. An alteration is defined in Section 17.06.060 as "the addition to, removal of, removal from, or physical modification and/or repair of any exterior part or portion of an historic resource that results in a change in design, materials or appearance." The proposed new construction, because it will be an addition to the main building, is treated as an alteration to the historic landmark. In addition, the property is located within the Downtown Design Standards and Guidelines area defined in Section 17.59.020 of the McMinnville City Code, and any new construction in that area is subject to the standards and guidelines within the Downtown Design area. Section 17.59.030(C)(2) requires the Historic Landmarks Committee to review any application for major alterations or new construction within the Downtown Design area.

The location of the historic landmark and building is identified below (outline of property is approximate):

Attachments:

*Certificate of Approval (HL 12-18) and Downtown Design Review (DDR 10-18) Applications
Decision Documents for Application HL 12-18 and Application DDR 10-18*



The building as it exists today can be seen below:



Attachments:
Certificate of Approval (HL 12-18) and Downtown Design Review (DDR 10-18) Applications
Decision Documents for Application HL 12-18 and Application DDR 10-18



Discussion:

The applicant is requesting the approval of the design of a proposed addition to the south side of the building, which would be constructed in place of the portion of the building that will be demolished.

Certificate of Approval for Alteration Review

The application was previously found to meet most of the applicable review criteria in Section 17.65.060(B) of the MMC. However, the Committee continued the Certificate of Approval application at their December 28, 2018 meeting in order for the applicant to provide potential revised designs or additional findings for how the proposed design met some of the Recommended Guidelines in the Secretary of the Interior's Standards for the Treatment of Historic Properties. Specifically, Section 17.65.060(B)(2)(i) includes the following criteria:

- i. The Guidelines for Historic Preservation as published by the United States Secretary of the Interior.

Attachments:

*Certificate of Approval (HL 12-18) and Downtown Design Review (DDR 10-18) Applications
Decision Documents for Application HL 12-18 and Application DDR 10-18*

It was previously determined that the proposed alterations can most closely be considered a “Rehabilitation” of the existing historic resource, which is a type of treatment of historic properties described in the Secretary of the Interior’s Standards for the Treatment of Historic Properties. This document describes the rehabilitation of a historic building as follows:

In Rehabilitation, historic building materials and character-defining features are protected and maintained as they are in the treatment Preservation. However, greater latitude is given in the Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings to replace extensively deteriorated, damaged, or missing features using either the same material or compatible substitute materials. Of the four treatments, only Rehabilitation allows alterations and the construction of a new addition, if necessary for a continuing or new use for the historic building.

Given the fact that the existing building and facades are being protected and maintained, the proposal does satisfy the main requirements of the rehabilitation treatment. Also, the proposed construction of a new rear addition is allowed under the rehabilitation treatment, which is consistent with the applicant’s proposal. The Secretary of the Interior provides a number of Guidelines for Rehabilitating Historic Buildings, including recommended guidelines for how to incorporate a new exterior addition to a historic building. The Recommended Guidelines that the Committee requested be further addressed are as follows:

Recommended Guideline: Ensuring that the addition is subordinate and secondary to the historic building and is compatible in massing, scale, materials, relationship of solids to voids, and color.

Recommended Guideline: Designing new construction on a historic site or in a historic setting that it is compatible but differentiated from the historic building or buildings.

Recommended Guideline: Using the same forms, materials, and color range of the historic building in a manner that does not duplicate it, but distinguishes the addition from the original building.

Recommended Guideline: Ensuring that new construction is secondary to the historic building and does not detract from its significance.

Attachments:

*Certificate of Approval (HL 12-18) and Downtown Design Review (DDR 10-18) Applications
Decision Documents for Application HL 12-18 and Application DDR 10-18*

The design that was proposed originally can be seen below:



The applicant has provided a revised design, which they believe better responds to the Recommended Guidelines listed above. That revised design can be seen below:



The main change to the proposed design of the building addition is in the height of the structure and the treatment of the top of the building. The applicant is now proposing to lower the height of the building slightly, so that it is 2.5 feet lower than the existing parapet wall on the north and west facades of the existing historic building. The height of the existing parapet wall is 36', and the proposed building addition height to the top of the decorative cornice would be 33.5'. The applicant has also removed the originally proposed decorative cornice that identically matched the existing decorative cornice on the existing building. In its place, the applicant is still proposing a decorative cornice along the west and south facades, but the size and scale of the cornice is smaller than the existing cornice. The top of the building addition is still proposed to have a decorative frieze and scrolls, similar to the existing building, but would be at a smaller scale. This proposed design will ensure that the building addition is compatible with the existing historic building, but that it is subordinate, secondary, and differentiated from the existing historic building.

The applicant had also proposed to include quoins on the corners of the ground floor of the building addition, which would be visible on both the west and south facades, and also to paint the building addition a slightly different shade of the same colors used on the existing historic building. However, staff believes that the changes in design related to the building height and the decorative cornice and frieze, along with the window pattern, awning, and ground floor entry (which will be described in more detail below), provide for enough differentiation between the existing building and the proposed addition. Staff believes that the addition of the quoins and the different color would provide too much differentiation between the addition and the existing building. It is important to note that the proposed addition is still being treated as an addition, and not a completely new building. This is relevant because the applicant is requesting waivers from some of the other applicable review criteria in the Downtown Design Standards and Guidelines, due to the intent to have the building addition be more compatible with the existing historic building. If the building addition begins to include design elements that make it stand out as completely separate from the existing historic building, the applicant's arguments and findings for the waivers from some of the Downtown Design Standards (such as storefront window systems, recessed entry, and foundation or base along the bottom of the building) would not be as strong. There should still be an emphasis on the building addition being compatible with the existing historic building, as that was still a major component of the applicant's arguments for the overall design of the building.

The overall design still includes design elements that make the new addition compatible with the existing building, including the addition being at the same setback and the same form and massing as the existing building. The new addition will use compatible building materials with stucco exterior paneling, wood windows, wood trim, and a wood door, and is also carrying forward a similar decorative cornice and paneled frieze along the top of the building on both the west façade and south façade. The addition is subordinate and secondary to the main building in terms of footprint, given that the addition's footprint will be 20' in depth by 40' in width, and the existing building's footprint is much larger at 80' in depth by 40' in width.

Other features of the addition provide for differentiation and distinguish the addition from the existing historic building. The design for the building addition includes an entry into the new space that is fronting and oriented towards the right-of-way on Cowls Street. This entry is proposed to be a custom wood entry door, but is a single standard door size. The other windows on the ground floor of the new west façade are proposed to be standard windows. This design provides for an entry and openings into the ground floor of the new space, but does not detract from the main entrance to the building, which is on the north side and is oriented towards 3rd Street. To differentiate the addition from the existing building, a fabric awning is proposed to be installed along the entire west façade over the main entry and the windows on the ground floor. This will clearly identify where the building addition starts on the ground floor and at the pedestrian scale along the sidewalk on Cowls Street. On the remainder of the west façade and south

Attachments:

*Certificate of Approval (HL 12-18) and Downtown Design Review (DDR 10-18) Applications
Decision Documents for Application HL 12-18 and Application DDR 10-18*

façade, including the second and third stories, the window pattern is proposed to be a more consistent pattern of windows, which is different in appearance from the irregular fenestration along the west façade of the existing building. This will distinguish the addition from the main building on a larger scale when viewed from further distances.

Downtown Design Review

Overall, the proposed changes in design of the building addition do not impact any of the previously provided analysis and findings of compliance with the Downtown Design Standards and Guidelines. Those findings are provided again in the attached decision document for Docket DDR 10-18. However, some minor changes in the waiver findings are provided below to address the changes in the building height and decorative cornice.

Waiver of Downtown Design Standards – Subdivision of Façade Over 60 Feet in Width

The applicant is requesting waivers from the following standards:

- Section 17.59.050(B)(2) – Divisions for Buildings Exceeding 60 Feet in Width
- Section 17.59.050(B)(3) – Storefront Design Features
- Section 17.59.050(B)(8) – Building Foundation or Base

The Historic Landmarks Committee may approve a waiver to any standard contained in Chapter 17.59 of the McMinnville City Code if it can be found that the request meets the following review criteria, as described in Section 17.59.040(A)(3):

- A. There is a demonstrable difficulty in meeting the specific requirements of this chapter due to a unique or unusual aspect of the site, an existing structure, or proposed use of the site;

The intent of the design of the proposed building addition, as stated in the application narrative, is to continue the façade of the existing historic building and have the addition blend in and be compatible with the existing building. The applicant focused on this design to achieve the applicable Historic Preservation design standards and guidelines, as well as the Secretary of the Interior's Standards for the Treatment of Historic Properties. These standards are required to be achieved by 17.65.060(B) of the McMinnville City Code. The proposed design of the building addition carries forward many of the building form and architectural treatments that exist on the existing historic building in an effort to have the building addition be compatible. There are some minor changes in building height and specific design of the decorative cornice and frieze to allow for some differentiation between the addition and the existing building. However, the proposed design intent of matching and continuing the features of the existing building to better achieve the applicable Historic Preservation standards and guidelines creates a unique aspect of the site and results in a difficulty in meeting the Downtown Design Standards and Guidelines.

- B. There is demonstrable evidence that the alternative design accomplishes the purpose of this chapter in a manner that is equal or superior to a project designed consistent with the standards contained herein;

The existing historic building on the subject site, the Hodson Building (Resource A450) currently has a west façade that exceeds 60 feet in width. The west façade is currently 80 feet in width, and as proposed would be added upon to be 100 feet in width, which is the entire property frontage on to the Cows Street right-of-way. The existing 80 foot building does not include any vertical subdivisions, materials, or detailing that separate the west facade into proportional bays. In an effort to continue the

Attachments:

*Certificate of Approval (HL 12-18) and Downtown Design Review (DDR 10-18) Applications
Decision Documents for Application HL 12-18 and Application DDR 10-18*

same treatment along the building addition's west façade, which is only 20 feet in width, no vertical divisions or design treatments are proposed. The applicant did propose to add quoins to the corners of the building addition on only the ground floor. However, staff is suggesting that those elements not be required to provide better compatibility between the addition and the existing building. Also, the existing building has no defined foundation or base on the west façade, as the exterior building materials are continuous down to the ground level and adjacent sidewalk. Therefore, no foundation or base is being proposed in an effort to continue that same treatment and ensure that the addition is compatible with the existing historic building. Again, the overall intent of the design is to continue the façade of the existing historic building, and that is being done by continuing with the same exterior stucco building material, the same exterior colors, and continuing some of the decorative architectural features in the cornice, scrolled brackets, and paneled frieze. The cornice, brackets, and frieze are proposed to be of a smaller scale and size to provide some differentiation between the addition and the existing building, but are still achieving the compatibility required between the two buildings and a satisfactory alternative design. This alternative design accomplishes the purpose of the Downtown Design Standards and Guidelines chapter, in that it allows for the "protection, enhancement and preservation" of the existing historic resource on the subject property, which is classified as a Distinctive resource on the McMinnville Historic Resources Inventory, the highest possible classification on the local inventory.

The proposed design also included an entry into the new building addition on the west façade that was specifically not designed to be a storefront window and entry system. The proposed addition is required by 17.65.060(B) of the McMinnville City Code to be compatible with the existing historic building, but also to be secondary and subordinate to the existing historic building. To achieve this, the entrance to the new building is a simple, single doorway. The simple entryway does not detract from the prominence of the existing primary entrance into the historic building, which is on the north side of the building and oriented towards 3rd Street. The window patterns on the ground floor of the building are also proposed to be more consistent with the non-storefront windows on the remainder of the existing building's west façade, again to be compatible and also to be simple to ensure that the addition is secondary and subordinate to the historic building. The creation of a storefront window system with a bulkhead, 70 percent glazing, and recessed entry with transparent door would detract from the primary entrance on 3rd Street, and would make the building addition more prominent.

- C. The waiver requested is the minimum necessary to alleviate the difficulty of meeting the requirements of this chapter.

The proposed design is the minimum requested waiver to alleviate the difficulty of complying with all of the Downtown Design Standards and Guidelines. The vertical divisions and foundation are suggested by staff to not be provided, because they are not included on the existing historic building and would ensure that the addition is more compatible with the existing historic building. In terms of the storefront design features, the bulkhead, glazing, and recessed entry are not being provided, for the reasons described above. However, the proposed building addition will have a design feature that provides the same function as a belt course, in that the ground floor exterior stucco material will be painted a different color than the upper story facades. This is again consistent with the design of the existing building, but also provides for the separation of the upper stories from the first floor that is required by the storefront design feature in the Downtown Design Standards and Guidelines. Also, the applicant is proposing to provide a decorative cornice at the roofline. The decorative cornice on the building addition will complement the existing decorative metal cornice, scrolled brackets, and paneled frieze on the existing historic building, but will be of a smaller scale and size to provide differentiation between the portions of the building. The inclusion of some of the design features ensures that the waivers requested are the minimum necessary.

Attachments:

*Certificate of Approval (HL 12-18) and Downtown Design Review (DDR 10-18) Applications
Decision Documents for Application HL 12-18 and Application DDR 10-18*

Fiscal Impact:

None.

Committee Options:

- 1) **APPROVE** the application, providing findings of fact for the required demolition review criteria.
- 2) **APPROVE** the application **WITH CONDITIONS**, providing findings of fact for the required demolition review criteria.
- 3) **DENY** the application, providing findings of fact for the denial in the motion to deny.
- 4) **CONTINUE** the application to a future Historic Landmarks Committee to allow for more information to be provided by the applicant. If continued, the continuation must be date specific.

Recommendation/Suggested Motion:

Staff recommends that the Historic Landmarks Committee approve the Certificate of Approval for Alteration (HL 12-18) with the following conditions of approval:

1. That the applicant shall submit building permit applications prior to completing any work. The construction plans submitted with the building permit applications will be reviewed by the Planning Director for consistency with the written narrative, exhibits, drawings, and renderings submitted for review by the Historic Landmarks Committee.
2. That the proposed quoins not be included on the ground floor of the building addition to ensure compatibility between the building addition and the existing historic building.
3. That the building addition be painted the same colors as the remainder of the building, with the ground floor differentiated between the upper stories, to ensure compatibility between the building addition and the existing historic building.

Staff also recommends that the Historic Landmarks Committee approve the Design Review application (DDR 10-18) with the following conditions of approval:

1. That the applicant shall submit building permit applications prior to completing any work. The construction plans submitted with the building permit applications will be reviewed by the Planning Director for consistency with the written narrative, exhibits, drawings, and renderings submitted for review by the Historic Landmarks Committee.
2. That the applicant shall provide samples of the final awning material and final exterior stucco building material to be approved by the Planning Director prior to the release of building permits for the proposed development. The awning and stucco colors shall be consistent with the renderings provided for review by the Historic Landmarks Committee.

Suggested Motion:

Staff suggests that the Historic Landmarks Committee make the following motion to approve the Certificate of Approval for Alteration application:

Attachments:

*Certificate of Approval (HL 12-18) and Downtown Design Review (DDR 10-18) Applications
Decision Documents for Application HL 12-18 and Application DDR 10-18*

THAT BASED ON THE FINDINGS OF FACT AND THE CONCLUSIONARY FINDINGS FOR APPROVAL AS DISCUSSED BY THE HISTORIC LANDMARKS COMMITTEE, AND THE MATERIALS SUBMITTED BY THE APPLICANT, THE HISTORIC LANDMARKS COMMITTEE APPROVES THE CERTIFICATE OF APPROVAL TO ALLOW THE ALTERATION OF THE HISTORIC BUILDING AT 300 NE 3RD STREET WITH THE CONDITIONS RECOMMENDED BY STAFF.

Staff also suggests that the Historic Landmarks Committee make the following motion to approve the Downtown Design Review application:

THAT BASED ON THE FINDINGS OF FACT AND THE CONCLUSIONARY FINDINGS FOR APPROVAL AS DISCUSSED BY THE HISTORIC LANDMARKS COMMITTEE, AND THE MATERIALS SUBMITTED BY THE APPLICANT, THE HISTORIC LANDMARKS COMMITTEE APPROVE THE EXTERIOR ALTERATIONS AND DESIGN WAIVERS FOR THE HISTORIC BUILDING AT 300 NE 3RD STREET WITH THE CONDITIONS RECOMMENDED BY STAFF.

CD:sjs