



STAFF RECOMMENDATION to HISTORIC REVIEW BOARD

This document represents the Staff Recommendation on a Land Use Application requesting the removal of the Historic Preservation Overlay to the property known as the Carus School and the “White Building”.

SECTION 1 – SUMMARY

DATE: March 2, 2023

CASE FILE NO.: Z0542-22-Z

STAFF CONTACT: Joy Fields, jfields@clackamas.us; (503) 742-4510

LOCATION: 14412 S Carus Rd, Oregon City, 97045, located on the southwest corner of the S Carus Rd and Hwy 213 intersection.. Tax Map 32E33B, Tax Lots 00700

APPLICANT: Denise Lapp

OWNER: Canby School District #86

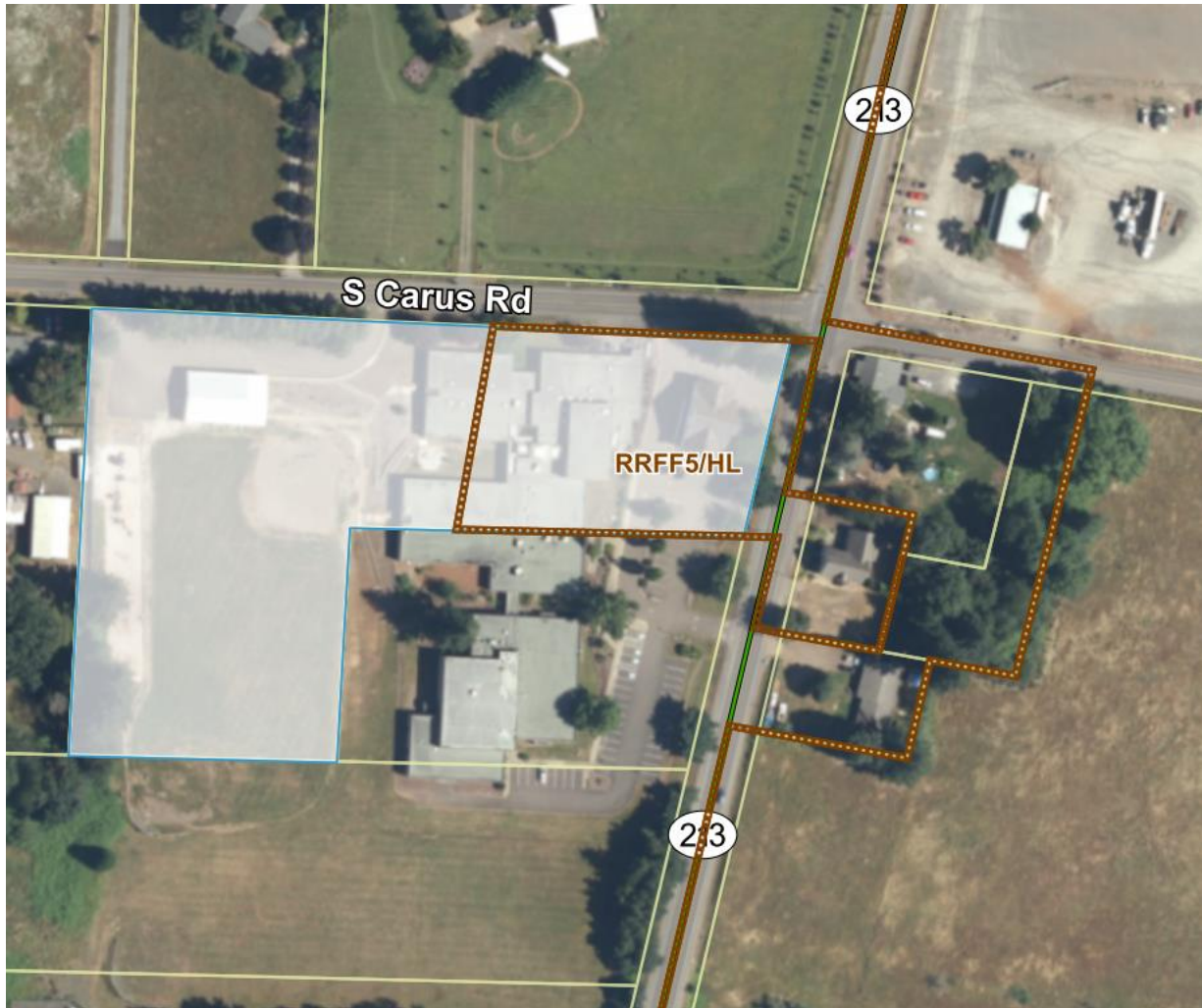
TOTAL AREA: Approximately 0.78 acres in tax lot 700

ZONING: RRFF-5 (Rural Residential Farm Forest 5 Acre) and Historic Landmark Overlay.

PROPOSAL: A zoning map amendment removing the Historic Landmark Overlay Zone from the portion of the site that has been the location of the Carus School “White Building”. The School District is under contract to have the historic building moved to a new location within Clackamas County thus, removing Clackamas County Historic Landmark structure from the subject property.

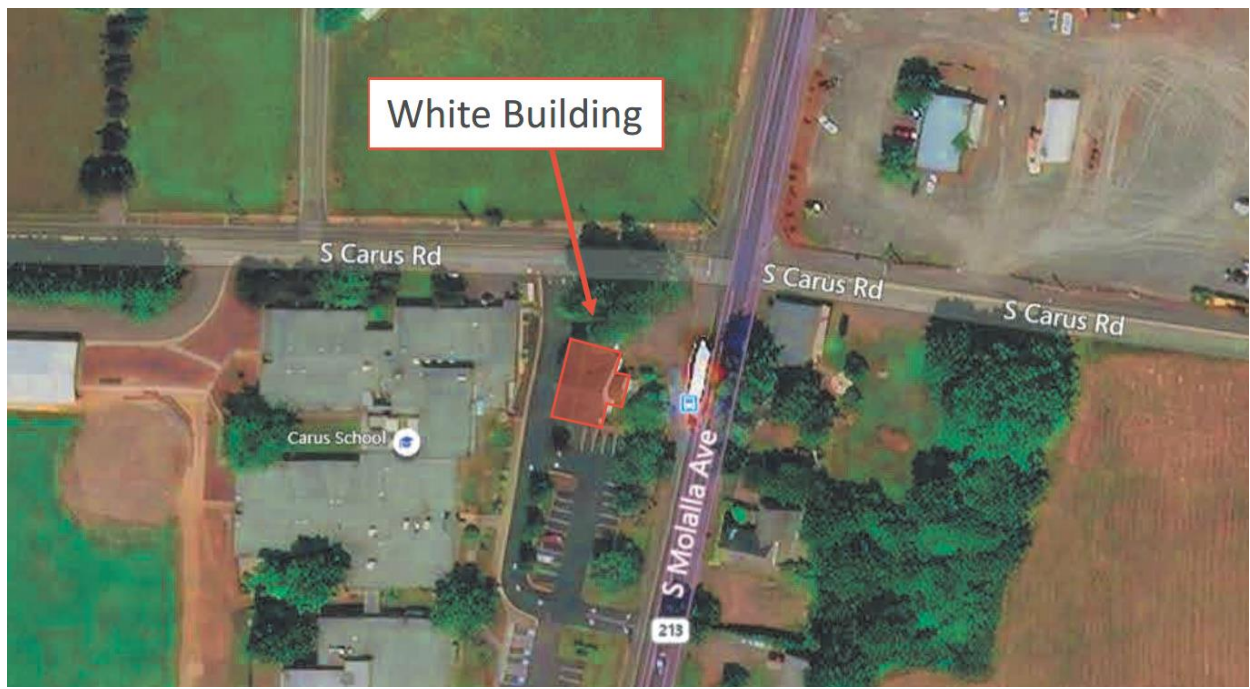
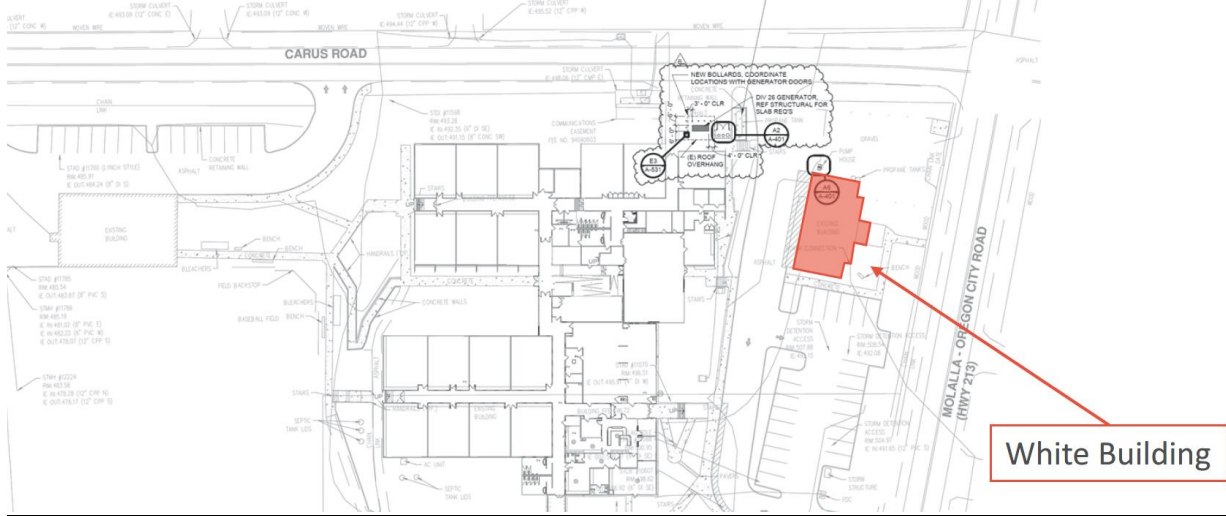
APPLICABLE APPROVAL CRITERIA: This application is subject to Clackamas County Zoning and Development Ordinance (ZDO) Sections(s) 707, 1202, and 1307 and OAR 660-023-0200(9). Staff find that Section 1004 of the ZDO is not applicable since this application is for a proposed removal of an overlay zone and new development is not proposed through Z0542-22. Therefore, pursuant to 1001.01 of the ZDO the *Development Standards* in Section 1000 are not applicable.

Location Map



Site Plan

Historic Landmark Overlay (14412 South Carus Road, Oregon City, OR 97045)



Site Photographs and Media Release

School House



Inside – Deterioration visible



FONT & AUDIO



SHARE THIS



MORE STORIES

Carus White Building now up for sale

John Baker October 14 2021

With an asking price of \$1 and promise of removal, the historic building will be sold or demolished

The Carus White Building is officially up for sale.

On October 11, the Canby School Board authorized the school district to advertise for the sale of the Carus White Building, located on the property of Carus Elementary School, 14412 S. Carus Road in Oregon City.

With the board's approval, the district will list the building for sale with an asking price of \$1 and a requirement that the buyer relocate the building. Sale signs go up this month.

(<https://pamplinmedia.com/images/artimg/00003717050289-0735.jpg>)

If the building remains unsold, it will be demolished.

The old schoolhouse has decayed to the point that it is no longer suitable for use by students and staff. Because of that and the school district's commitment to making the best possible use of its resources and property, the decision has been made to remove the white building from Carus grounds.

Since the building is a historic landmark, the district has been working with a consultant through the process.

Removal of the building will help pave the way for the completion of bond work at Carus, including improved safety at the main entrance, better traffic flow and additional parking.



COURTESY PHOTO: CANBY SCHOOL DISTRICT - The Carus White Building is officially up for sale. It will either be moved by a buyer or it will be demolished.

BACKGROUND:

Excerpts from the 1990 Historic Landmark Designation, based on the Clackamas County Cultural Resource Inventory of 1984 SHPO file #1134:

“now administrative use – new school building behind. Practically no changes to exterior or interior. This is one of 27 schools in Clackamas County extant from the Motor Age (1914-1940). The Carus School has a projecting gable porch, gable roof and purlins and brackets, more closely resembling a Craftsman/; Bungalow dwelling.”

“The subject property was first deeded to the Clackamas School District Number 29 in 1885 by Isaac and Constance Farr. Known locally as the “White Building,” the school, constructed in 1926, has served the community for several decades as a meeting hall, community center and Sunday School for the Methodist Church across the street.”

“The Carus School is also significant as a fine example of the Bungalow/Craftsman style. Virtually unaltered since construction, the school has many features commonly associated with the stylistic type. The broad gable roof, bargeboards, purlins and braces are all typical features. The porch, a simple gabled projection, is supported by plain posts and enclosed balustrade. The quality of design is rarely found in non-residential buildings.”

The Historic Landmark designation covers 0.78 acres of the 4.75 acre property. The 0.78 acres of designation was calculated in the land use file Z1293-90 as: 199 feet along Hwy 213 by 170 feet along Carus Rd.

Previous land use decisions include:

- A. CU-41-74: Conditional use approval of the school;
- B. DR-10-6-77: Design review and approval of parking lot in the very northeast corner;
- C. 1022-80-C,D: Northwest parking lot authorized under Design Review approval for 20 parking spaces only;
- D. 934-80-V;
- E. Z1293-90-Z (HL): Designation of 0.78 acres and the historic white building as a Historic Landmark;
- F. Z0448-01-C: Courtyard and parking lot modifications;
- G. ZPAC0112-21: The pre-application conference for the removal/demolition of the Historic Landmark and modify the traffic pattern at the school;
- H. Z0523-22-HR: Approval to remove or demolish the Carus School "White Building".

The school district is in the process of is selling the building for \$1 with the understanding that the buyer will agree to remove and/or demolish the building by the end of the school year of 2023. As an alternative to moving the building, the school district also requested the Historic Review Board to consider the demolition of the building. The Historic Review Board recommended and the Planning Director approved the removal of the building and suspended the demolition for 60 days to ensure all possible options for saving the building had an opportunity to be considered. The school district has pursued the removal and demolition options concurrently to ensure the school district can move forward with the land use planning process in case the relocation and sale of the building is unsuccessful. The school district intends to use the additional space to change traffic and parking patterns on the Carus Elementary School site, which is also intended to improve traffic safety at the intersection of Carus Road and Highway 213. Prior to receiving land use approval for a modification of the previous Conditional Use permit for the traffic improvements, the property owners are requesting that the Historic Overlay Zoning District is removed.

DISCUSSION AND RECOMMENDATION:

The school district and community have been diligently working towards moving the historic structure to a new location within Clackamas County. Once the building is no longer on the site, the structure that led to the Historic Landmark Overlay Zone being placed on the property will be gone. The School District has agreed to install a sign near the location to document and share the history of the Carus School "White Building" with current and future generations that use the Carus Elementary school property.

The Planning and Zoning Staff finds that, based on the findings below, the subject site will no longer have the historical significance supporting the Historic Preservation Overlay zoning after the Carus School "White building" is removed. Based on analysis of the ordinance standards, staff recommends removal of the overlay zoning from the subject site.

Findings:

707.01 PURPOSE Section 707 is adopted to:

- A. Implement the goals and policies of the Comprehensive Plan for Historic Landmarks, Districts, and Corridors;
- B. Promote the public health, safety, and general welfare by safeguarding the County's heritage as embodied and reflected in its historic resources;
- C. Provide for the identification, protection, enhancement, and use of sites, structures, corridors, objects, and buildings within the County that reflect special elements of the County's architectural, archeological, artistic, cultural, engineering, aesthetic, historical, political, social, and other heritage;
- D. Facilitate restoration and upkeep of historic buildings, structures or other physical objects or geographical areas;
- E. Encourage public knowledge, understanding and appreciation of the County's history and culture;
- F. Foster community and neighborhood pride and sense of identity based on recognition and use of cultural resources;
- G. Promote the enjoyment and use of historic and cultural resources appropriate for the education and recreation of the people of the County;
- H. Preserve diverse architectural styles reflecting phases of the County's history; and encourage complimentary design and construction impacting cultural resources;
- I. Enhance property values and increase economic and financial benefits to the County and its inhabitants;
- J. Identify and resolve conflicts between the preservation of cultural resources and alternative land uses; and
- K. Integrate the management of cultural resources and relevant data into public and private land management and development processes.

Finding: The historic structure known as the Carus School and the "White Building" has not been used for many years and thus has stopped fostering neighborhood pride and sense of identity through the use of cultural resources. Also, due to ADA access issues and safety concerns, the historic Landmark has not been used to promote the enjoyment and use of historic and cultural resources appropriate for the education and recreation of the people of the County. Therefore, while the designation of the Carus School as a Historic Landmark in 1992 "Provided for the identification, protection, enhancement, and use of sites, structures, corridors, objects, and buildings within the County that reflect special elements of the County's architectural, archeological, artistic, cultural, engineering, aesthetic, historical, political, social, and other heritage", the structure is no longer supporting the purpose of Section 707 as identified in 707.01.

This and previous land use applications are the way that the management of cultural resources has been incorporated into the public development process. This application is also a way that the Historic Review Board can identify and help resolve conflicts between the preservation of cultural resources and the alternate use of the property for current school use.

As the applicant noted in the application, the removal of the White Building and corresponding Historic Landmark Overlay on the Carus Elementary School site will allow for significant planned on-site vehicle circulation improvements. The current vehicle access to and circulation within Carus Elementary School causes back-up on South Carus Road, a serious safety hazard..

This criterion is met.

Section 707.02 APPLICABILITY

A. Section 707 applies to designated Historic Landmarks, Historic Districts, and Historic Corridors

Finding: The property at 14412 S Carus Rd, Oregon City, 97045 is a designated Historic Landmark. This criterion is met.

Section 707.04 Uses Permitted

A. Primary Uses: A Historic Landmark or properties within a Historic District or Historic Corridor may be used for any use which is allowed in the underlying zoning district, including home occupations, provided such use is not detrimental to the preservation of the historic resource, subject to the specific requirements for the use, and all other requirements of Section 707.

Finding: The use of the property that has Historic Landmark Designation has included many land use reviews and approvals. However, most of the land use modification has been to create, modify, and enlarge the parking lot that surrounds the Historic structure. This criterion is not applicable.

Section 707.05 Historic Review Board

A Historic Review Board shall be established pursuant to Subsection 1307.03 and shall have the following responsibilities:

E. Review and make recommendations on all applications for zoning of a Historic Landmark, a Historic District, or a Historic Corridor, subject to Subsections 707.02 and 707.06;

Finding: The applicant is proposing to remove the Historic Landmark Overlay Zone in conjunction with the removal, or demolition, a structure that was designated as a Historic Landmark. Thus, the Historic Review Board reviewed and staff approved the removal or demolition of the structure (Z0523-22) and the Historic Review Board is now reviewing and providing recommendations to staff regarding the removal of the Historic Landmark Overlay Zone through Z0542-22. This criterion is met.

707.06 THE REVIEW PROCESS

Subsection 707.06 applies to all Historic Landmarks, properties within Historic Districts and Historic Corridors, and contributing resources therein.

A. Designation and Zoning: Comprehensive Plan designation and zoning of a Historic Landmark, Historic District, or Historic Corridor shall be subject to the procedures identified in Section 1307 for Comprehensive Plan amendments and zone changes, respectively. In addition:

- 1. The Historic Review Board shall evaluate proposed designation and zoning of a Historic Landmark, Historic District, or Historic Corridor and shall make a recommendation to the Board of County Commissioners.*
- 2. Pending Permits: No building permit for altering or moving any proposed Historic Landmark or any building within an area proposed for designation as a Historic Landmark, Historic District, or Historic Corridor, shall be issued while any advertised public hearing or any appeal affecting the proposed designation of the area or building is pending. In addition, demolition of a building affected by a pending public hearing or appeal under Subsection 707.06(A) shall be a violation of this Ordinance.*

Finding: The standards for designation as a Historic Landmark are analyzed in the following section, for consideration by the Historic Review Board, as they make a recommendation to the Board of County Commissioners.

Staff will not approve any building permit for altering, moving, or building within the area proposed for the removal of the Historic Landmark designation until after a land use decision has been issued and the appeal period is over.

This criterion is met.

Section 707.02(B) – Historic Landmark

B. Historic Landmark: A site, structure, or object may be zoned Historic Landmark if it is listed on the National Register of Historic Places, or if it is rated as significant under the County's procedure for evaluating historic resources under the specific architectural, environmental, and historic association criteria. A site or structure must receive a minimum of 40 points under the following criteria to be considered for Historic Landmark status:

1. Architectural Significance

- a. It is an early (50 years or older), or exceptional, example of a particular architectural style, building type, or convention. (up to 10 points)*
- b. It possesses a high quality of composition, detailing, and craftsmanship. (up to 4 points)*
- c. It is a good, or early, example of a particular material or method of construction. (up to 4 points)*
- d. It retains, with little or no change, its original design features, materials, and character. (up to 7 points)*
- e. It is the only remaining, or one of the few remaining, properties of a particular style, building type, design, material, or method of construction. (up to 10 points)*

2. Environmental Significance

- a. It is a conspicuous visual landmark in the neighborhood or community. (up to 10 points)*
- b. It is well-located considering the current land use surrounding the property, which contributes to the integrity of the pertinent historic period. (up to 4 points)*
- c. It consists of a grouping of interrelated elements including historic structures, plant materials and landscapes, viewsheds and natural features. (up to 10 points)*
- d. It is an important or critical element in establishing or contributing to the continuity or character of the street, neighborhood, or community. (up to 7 points)*

3. Historical Significance a. It is associated with the life or activities of a person, group, organization, or institution that has made a significant contribution to the community, state, or nation. (up to 10 points)

Finding: The property was designated as a Clackamas County Historic Landmark based on a large part due to the architectural significance of the Carus School “White building”. When the Carus School “White Building” is no longer located on the site the maximum amount of points possible for the current landmark overlay is less than 40 points based only on Environmental Significance and Historic Significance. While the property is still being used as a school (4 points), the location of the Historic Landmark Overlay Zone is predominantly parking lot and there are little to no natural features, viewsheds, or landscaping that are significant to the site without the Carus School “White building” being part of the

Environmental Significance. Therefore, without the historic structure, staff find that it could possibly receive 5 points for Environmental Significance and 10 points for Historical Significance. With the removal of the Carus School “White building” from the site, a rating of 15 points would not be enough to designate it as a Historic Landmark, thus staff suggest that the Historic Landmark Zoning Overlay should be removed because the subject property no longer has the historical significance that it once had. This standard is met.

OAR 660-023-0200 (9) Removal of a historic resource from a resource list by a local government is a land use decision and is subject to this section.

(b) Except as provided in subsection (a), a local government may only remove a resource from the resource list if the circumstances in paragraphs (A), (B), or (C) exist.

(A) The resource has lost the qualities for which it was originally recognized;

(B) Additional information shows that the resource no longer satisfies the criteria for recognition as a historic resource or did not satisfy the criteria for recognition as a historic resource at time of listing;

(C) The local building official declares that the resource poses a clear and immediate hazard to public safety and must be demolished to abate the unsafe condition.

Finding: The property was designated as a Clackamas County Historic Landmark based on the presence of the Carus School “White Building”. When the Carus School White Building is removed, the Historic Landmark resource will no longer have the qualities for which it was originally recognized. These criterion are met.

1202.01 PURPOSE AND APPLICABILITY

Section 1202 is adopted to provide standards, criteria, and procedures under which a change to the zoning maps (hereinafter referred to as a zone change) may be approved.

Finding: The applicant is requesting to remove the Historic Landmark Overlay Zone and thus change the zoning maps. This criteria is met.

1202.03 GENERAL APPROVAL CRITERIA

A zone change requires review as a Type III or IV application pursuant to Section 1307, Procedures, and shall be subject to the following standards and criteria:

A. The proposed zone change is consistent with the applicable goals and policies of the Comprehensive Plan.

Finding: The property was designated as a Clackamas County Historic Landmark based on the presence of the Carus School “White Building”. When the Carus School White Building is removed, the Historic Landmark resource will no longer have the qualities for which it was originally recognized. The proposed zone change will be consistent with the Comprehensive Plan because there will no longer be an historic structure on the Carus Elementary School Site to which to apply the Historic Landmark Overlay Zone. As noted by the applicant “Chapter 9 of the County’s Comprehensive Plan includes Historic Landmarks, Districts, and Transportation Corridors Policies (Section 9.C). In particular, Policy 9.C.4 addresses zoning a property Historic Landmark (HL) when “determined significant by the evaluation criteria.” The White Building was designated a Historic Landmark in 1990; as part of a 0.78-acre area on the Carus Elementary

School site, it was zoned with a Historic Landmark Overlay, pursuant to approval of Z1293-90-Z (HL).” As noted in the findings above, when the architectural elements of the Carus School “White Building” are removed, the evaluation criteria would no longer identify the 0.78 acres as historically significant. Therefore, when the historic structure is removed, Clackamas County Comprehensive Plan Policy 9.C.4 will be met. This criterion can be met with conditions related to the timing of the Historic Landmark Overlay Zone designation removal.

The removal of the structure will also allow for planned on-site vehicle circulation improvements that are consistent with Chapter 5 of the Clackamas County Comprehensive Plan and the Road Safety Policies.

This criterion can be met with conditions.

B. If development under the proposed zoning district designation has a need for any of the following public services, the need can be accommodated with the implementation of the applicable service provider’s existing capital improvement plan: sanitary sewer, surface water management, and water. The cumulative impact of the proposed zone change and development of other properties under existing zoning designations shall be considered.

Finding: The Canby School District currently owns and operates the property as a school. The removal of the Historic Landmark Overlay Zone is not anticipated to create a difference in public service needs. The School District intends to implement projects identified in existing capital improvement plans once the Carus School “White Building” is removed. Therefore, this criterion is met.

C. The transportation system is adequate and will remain adequate with approval of the proposed zone change. For the purpose of this criterion:

Finding: As noted by the applicant “The Historic Landmark Overlay applies only to the area of the White Building on the Carus Elementary School site. Its removal and development [of the site] that could then occur pursuant to the underlying RRFF-5 zoning is so minimal as to constitute no substantial difference in transportation system impacts and needs.” The addition of parking spaces and changes to the transportation flow for the existing school is not anticipated to increase the number of students served by the school and thus there would not be an increase in the use of the transportation system. This criterion is met.

D. Safety of the transportation system is adequate to serve the level of development anticipated by the proposed zone change.

Finding: As noted by the applicant “Currently, vehicle access to and circulation within Carus Elementary School backs up on South Carus Road, a serious safety hazard. The removal of the White Building and the corresponding Historic Landmark Overlay on the Carus Elementary School site will allow for significant on-site vehicle circulation improvements. Thus, the proposed zone change will facilitate safer transportation system conditions.” The proposed zone change will not change the underlying RRFF-5 Zoning District, or the capacity of the school. Therefore, an increase in the use of the existing transportation system is not anticipated. Staff find this criterion is met.

SUMMARY OF FINDINGS AND DECISION

The Planning and Zoning Staff finds that the site no longer meets the standards of eligibility for protection by the Clackamas County Historic Landmark Overlay Zone because the Architectural and Environmental Significance will no longer be there when the Carus School “White building” is removed.

Based on the above analysis of the ordinance standards, staff recommends the removal of the HL (Historic Landmark) zoning on this property.