

Concord Property Building Assessment

Background

The Concord property, located at 3811 SE Concord Rd. in Milwaukie, Oregon, was purchased by the North Clackamas Parks and Recreation District (NCPRD) in late March 2018 from North Clackamas School District (NCSD). Operating as Concord Elementary school until 2014, NCSD made the decision to close the 285-student school based on reducing budget expenditures and concerns over significant safety risks of the structure should a major seismic event occur. Situated within the unincorporated community of Oak Lodge within Clackamas County, the 5.97-acre parcel of land is currently zoned Open Space Management (OSM), R-7 and R8.5 (Urban Low Density Residential).



Concord School, west façade



Concord School, main entry

The property contains the Concord Elementary building and associated parking, a baseball diamond, covered play area, and playground equipment. It is currently utilized by NCPRD to serve intermittent recreational needs such as adult-league softball, summer outdoor movie-night, elementary-league recreation basketball, indoor gym activities and community meeting space; Clackamas County Sheriff Instructional activities; lease of the space for network filming; and general use of the property by the neighborhood of the outdoor play equipment, covered play area and open space.

Layout and Design Summary

The Concord building is a 46,410 sf, two-story structure. The second story is the main level (23,160 sf) reached by the large, central exterior staircase. Building organization is generally achieved through double-loaded 10'-0" wide corridors, with primary spaces such as the former office, library and gymnasium/stage organized around the central entry point. The north wing, also a double-loaded 10'-0" wide corridor, was primarily a classroom wing (both levels). Each classroom space is generally spacious, averaging +/-800 sf.

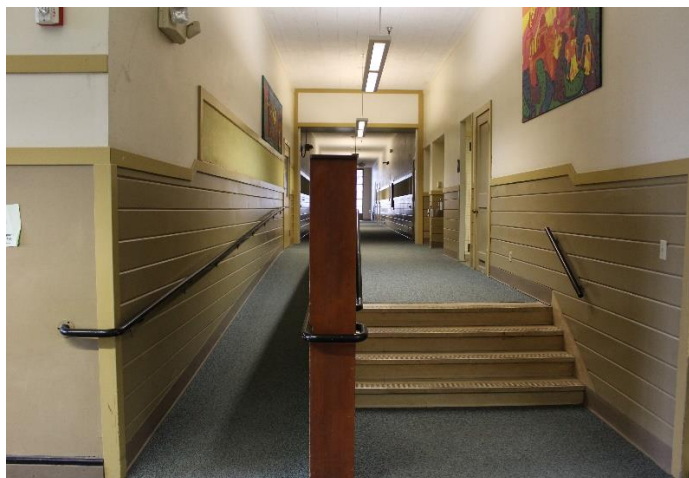
Due to differing upper floor levels between the original building and the 1948 north wing, an interior ramp and set of stairs (four risers) is incorporated into the corridor circulation at the intersection of the two wings. By increasing the floor-to-floor height of the north wing, the lower-level classroom ceiling heights

are more generous at 11'-0", in contrast to the 9'-2" floor-to-ceiling height (8'-8" within corridors) of the original building. This creates an upper floor level difference of 2'-0" between the original building and the north wing. Ceiling heights are generous throughout the upper level and north classroom wing at 11'-10" in classrooms and corridors, and 20'-0" clear height to the underside of beams within the gymnasium.

The lower level, reached by staircases at the north, south and east ends of corridor spaces, contains the former cafeteria and commercial kitchen, art room (directly below the gymnasium) and locker-rooms with a direct stairway to the gymnasium above. The remainder of the lower level is comprised of classrooms and mechanical spaces. This entire level sits a few feet below the exterior grade, resulting in "sunken" level rooms which integrate windows with sills at exterior grade level.



Main hallway, looking north



Stair/ramp transition between primary hallway and north wing



Gymnasium, looking north from stage



Cafeteria, looking west

In addition to the Concord building, the property contains an exterior covered play shed structure. Added to the property in the mid-1970's, it is a 46 ft x 70 ft wood and metal structure for protected outdoor play,



Covered Play Shed



Covered Play Shed, interior

Building Access

All public building entries / exits (except for the main entry) rely on intermediate stair landings at grade. This condition creates difficulty with accessible access, therefore resulting in the addition of a passenger elevator in the early 2000's, which is approached from the south entry with access at the intermediate stair landing, which provide accessibility to the upper and lower floor levels. Ramp conditions from the exterior at the rear of the building to the lower level areas are steep, poorly designed and difficult to use. A roll-down security gate is installed within the ceiling at the transition between the original building and the north wing, and a roll-up door provides access between the cafeteria and kitchen.



Passenger elevator



Exterior ramp access to building



Interior ramp access within Art Room

Additions and Alterations

Originally constructed in 1936 and partially funded by the Federal Emergency Administration of Public Works, the Concord School was in continuous operation as a public elementary school until its closure in 2014. Designed by architect F.M. Stokes, increased enrollment needs resulted in the addition of the north

building wing in 1948, also designed by F.M. Stokes of similar architectural style. The following is a rough estimate of the evolution of Concord School to present day:

- 1936 Original Concord Elementary School
- 1948 North Wing Classroom addition
- 1953 Mechanical Modifications
- 1956 Addition Alternate
- 1968 Classroom Remodel
- 1977 Covered Play Area (specific date unknown)
- 1977 Window Replacement
- 1984 Re-roof of building
- 1992 East Retaining Wall added
- 1999 Electrical Modifications / Re-roof
- 2001 Elevator addition, ADA upgrades, selective seismic improvements
(at all public entries/exits and east gymnasium wall)
- 2010 Office area remodel, play structure re-siding
- 2014 Concord Elementary closed by NCSD
- 2015 Restore Oregon identified the Concord School as one of "Oregon's Most Endangered Places"
- 2018 Property purchased by NCPRD
- 2019 Oak Lodge Community Project Master Planning Process begun to evaluate the feasibility of Oak Lodge Library, NCPRD Community Center and Parks on the Concord property

The historic status of the Concord Building is established as National Historic Register eligible, as the building is over 50 years of age and is owned by a public entity. As eligible, per *Oregon Revised Statute 358.653 Protection of Publicly Owned Historic Properties*, the public entity of ownership is required to consult with the State Historic Preservation Office (SHPO) to "avoid inadvertent impacts to historic properties for which they responsible." This includes (but is not limited to) window replacement, roof replacement, new additions and major interior modifications. Consultation with SHPO and project review is required, the process of which is further delineated within *Concord School Historic Resource Assessment* by Architectural Resources, Group, Inc.

Building and Structure

The existing Concord building was constructed as a 2-story wood-framed structure with double-wythe unreinforced masonry (URM) exterior bearing walls (hollow-clay tile and brick veneer), without insulation. The foundation is reinforced concrete. Light wood-framed joists comprise floor and roof structures, which are supported by interior stud bearing walls, steel pipe columns and exterior URM walls. Limited seismic strengthening was provided in 2001 by metal stud framing anchored to the interior face of the URM walls at entry/exit egress pathways (east, west, north and south), and along east wall of the gymnasium in 2001. Brick mortar is in fair condition and repointing of brick mortar should be accommodated in further upgrades.



Primary (west) entry elevation



Original wood window,
girl's restroom



North wing, north facade

Windows are a mixture of single-pane aluminum frame and double-pane vinyl units, with a small number of original, wood divided-lite windows on the east facade and at north and south side exits. Existing wood window trim is in poor condition, needing repair/replacement. Lower level openings/vents on the east/south facades are often damaged or in poor condition, in need of repair.



Original wood transom windows, south facade



Louver into mechanical space



Louver/panel, south facade

The roof is combination low-slope and pitched, with visible asphalt composite shingles on the pitched portions. The low-slope areas of the building are comprised of built-up roofing; roofing over the 1948 wing appears to be most recent. Numerous ceiling stains in classrooms and offices indicate previous issues with roof leakage, and NCPRD Facilities staff has noted poor condition of the existing roof.

Based upon permits on record and available existing documents, the building is considered a Type-V, non-rated structure. A NFPA-13 fully-sprinklered structure, the only currently rated area of the building appears to be the elevator shaft, constructed in 2001. Redevelopment of the building will likely necessitate a 1-hour separation of an assembly-occupancy space (most likely the gym/stage area and cafeteria, depending upon future use) from the rest of the building due to occupancy requirements of the 2019 Oregon Structural Specialty Code, to which the redevelopment will be subject, as the current floor area exceeds allowable limits under 2019 OSSC requirements. Refer to Building Code Summary of the existing building for more detailed review. Due to the previous Educational occupancy type, the occupant load is similar to that of the expected Assembly occupancy type – both of which fall under the Risk Type III Seismic Category. Based upon the 2019 *Seismic Analysis* completed by Catena Engineering and confirmation with the Clackamas County Structural Engineer, further seismic improvements are

considered voluntary, but should be considered to improve collapse prevention and/or to achieve a life safety level of seismic strengthening.

Building Interior

Generally, the interior condition of the Concord building is dated and reflects what remains from school occupancy, the most recent of which appears to be the teacher's lounge, which includes newer paint and plank vinyl tile flooring. Since ownership by NCPRD, the former media center (library) has since been renovated to include updated flooring, paint and whiteboard surfaces for general meeting use. Many of the spaces, particularly lower level, have not been updated for many years and are currently utilized for storage or are vacant.

Interior wall finishes consist of a mixture of either gypsum wallboard, or lath and plaster, with horizontal wood paneling in a portion of the 1948 wing and an adjacent classroom. The interior of the gymnasium walls (up to 7'-0"), contain original vertical wood paneling, which is also present in isolated areas of the lower level corridor and select other lower level areas. Other lower level areas contain vinyl wall coverings, laminate or Fiberglas-reinforced panel applied to the wall surface, as well as painted concrete. Classrooms treatment is consistent throughout, which includes a mixture of built-in wood shelving under windows, a chalkboard/whiteboard wall, and a storage wall typically including storage cabinets, sink and countertops. Many of the interior corridors still contain the original artwork murals and tile mosaics made by Concord students through the years.



Classroom 23, upper level, north wing



Classroom 14, lower level, north wing

Ceilings are typically acoustical tile, with some areas of painted gypsum wallboard or lath and plaster. Existing interior lighting is adequate, primarily provided through manually-switched fluorescent ceiling-mounted fixtures, and building-mounted exterior lighting is poor, provided by high-pressure sodium lighting fixtures.

Interior flooring is predominantly carpet with rubber base throughout, with some areas of vinyl composition tile or sheet vinyl near classroom sink locations. The gymnasium and stage area consist of original wood flooring in adequate condition. Renovated restroom areas incorporate tile flooring/walls throughout.

Based upon information provided within the *Limited Hazardous Building Materials Survey Report* provided by PBS (July 2017), asbestos-containing material has been identified in multiple locations, in addition to lead (roof vent pipes) and PCB-containing light ballasts and mercury-containing lamps. Abatement of these materials will need be accommodated and included in any future redevelopment of the building.

Building Equipment and Fixtures

The Concord building is currently served heated by a natural gas steam boiler, with radiators located within each classroom and throughout the building, which relies on the use of operable windows for ventilation. The existing building cooling is not provided, however ductless mini-split systems have been provided within a few spaces to provide individual room cooling. The addition of a single hydraulic elevator was provided in 2001 to address accessibility needs within the building.

Plumbing fixtures are primarily original, with some updated in areas where previous renovations have taken place (north wing boy's and girl's restrooms and nurse office/restroom). Domestic water is supplied via existing galvanized piping, and waste/storm water piping via cast iron. A wet-pipe sprinkler system serves the entire building. A full commercial kitchen was operational until school closure in 2014, and includes sink/counter with sanitize, rinse and wash basins, dishwashing/dish sanitizing station, servery with food warmers, ovens and cooktops with commercial hood, commercial refrigerator units and commercial freezer units. Much of the equipment and cabinetry is older, if not original, in much of the kitchen area.



Kitchen, sink/counter, south wall



Dishwashing area, kitchen, NW corner



Servery food warmer, kitchen

The *Concord Property Mechanical/Electrical/Plumbing Assessment* provided by Interface Engineering (2019) is available for more detailed MEP assessment information.

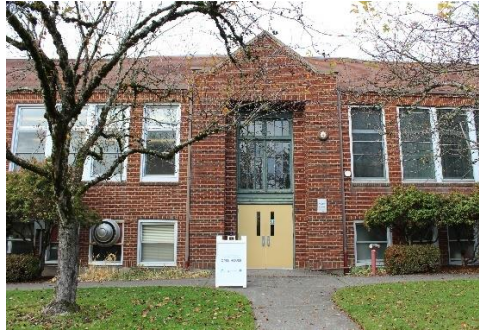
Building Accessibility

By nature of the building placement on a significantly sloped site, accessibility within the site, into the building and within, is challenging. The primary entry to the building, prominent in both placement and symbolism, requires ascent up a large staircase to the main building level. Prior to 2010 ADA upgrades, no accessible entry to the building was possible, as all required the use of stairs to reach all levels of the building. The addition of a passenger elevator in 2010 at the south entry stair landing enabled access but was not able to provide accessibility at the primary building entry.

Parking area striping has since faded for the approximately 42 existing parking spaces, with the indicated accessible parking spaces located on the north side of the building, opposite the only accessible entry on the south. An accessible path between the building and west parking area currently does not exist, likely due to the challenge of grade changes.



Main entry, west façade



South entry (accessible access)



North entry

Accommodations have been made through past efforts to provide a minimal level of accessibility on each floor, most notably with the addition of the passenger elevator and select restroom upgrades to meet minimum requirements for elementary students on each floor level, however many areas of the building remain inadequate. Previous design alternates for improved access to the building from the sidewalk and the upgrade of the upper south boy and girl restrooms were never realized, which results in a building with widely varying states of accommodation.



Upgraded (accessible) boy's restroom, lower level, north wing



Accessible restroom, health room



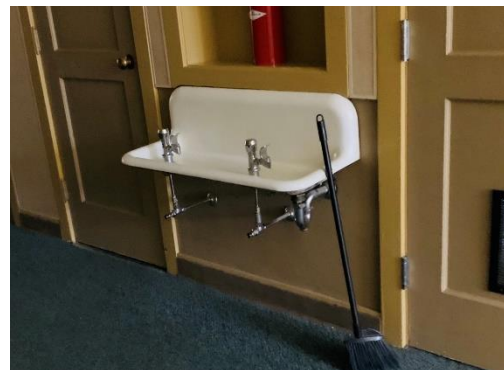
Accessible drinking fountains, upper level, north wing



Original 1936 girl's restroom, upper level



Original boy's restroom, locker area, lower level



Original drinking fountain, lower level hallway

As an existing building, any redevelopment undertaken at this time will be subject to the requirements of the 2019 OSSC. Pertaining to the rules to eliminate architectural barriers in existing buildings, the 2017 *Oregon Revised Statutes 447.210-280* outline the requirements for alternation costs (up to 25% of alteration cost to the primary function area) with priority given to the elements that will provide the greatest access, in the following order (447.271(4):

- a. Parking;
- b. An accessible entrance;
- c. An accessible route to the altered area;
- d. At least one accessible rest room for each sex or a single unisex rest room;
- e. Accessible telephones;
- f. Accessible drinking fountains; and
- g. When possible, additional accessible elements such as storage and alarms.

In the possibility of an addition or new, freestanding building, as a place of public accommodation and commercial facility, the 2019 *Oregon Structural Specialty Code* and 2017 *Oregon Revised Statutes*, and the reference requirements within each shall apply. The greatest challenge with redevelopment of the existing Concord building will be to provide better equality in access for all visitors.

Recommendations / Considerations

The redevelopment of the Concord Property is envisioned as a unique opportunity to serve the community in a collaborative way - providing a multitude of services – library, community center and parks through shared community benefits. As such, the redevelopment of the building and property will encompass a transformation which intends to value the history of this treasure, both in built environment and memory, but will provide a state-of-the-art experience meant to support the local sense of community while improving the mind, body and spirit.

Because of the transformation envisioned, the redevelopment looks to take advantage of the historic nature of the construction, generous corridors, large classroom-sized spaces, large open-span of the gym, convenient location and open space of the property with ample public access. It will also require that an outdated building be brought up-to-date.

Recommended improvements to improve the current deficiencies include the following:

- A main entrance which provides welcoming access to all. Assuming the main entrance would continue to face west toward an expanded parking lot with an accessible route, a modified or new accessible on-grade entry is recommended.
- Provision of voluntary seismic improvements, as can be accommodated, of the unreinforced masonry structure.
- Roof replacement, with the potential for the addition of structural sheathing.
- Addition of exterior wall insulation.
- Exterior window and door restoration and/or replacement, including hardware.
- Mitigation of hazardous materials as identified.
- Wayfinding and signage to support determined improvements.
- Interior reconfiguration of spaces as required by redevelopment.
- Interior accessibility improvements as required by redevelopment.
- New floor and wall finishes, doors and hardware.
- Site accessibility overall – parking, access to building, play equipment and pathways.
- Addition of bike parking.
- Adequate trash and recycling to serve redevelopment.
- Proper exterior access to back-of-house spaces.

Recommended improvements based on Interface MEP Assessment (Appendix C):

- New HVAC system to replace the existing steam system, which does not currently provide either cooling or adequate ventilation.
- New plumbing fixtures.
- New kitchen gas water heater (if kitchen is to remain).
- Modification of wet-pipe sprinkler system (new/relocated heads as needed).
- Upgraded electrical system sized to support new HVAC system, including new switchboard, elevator transformer, small diesel generator for emergency power and panelboard.
- New interior LED lighting with occupancy sensors/lighting controls.
- New exterior LED lighting.
- Full upgrade of data cabling to Category 6 cabling.
- Overhead wifi system to provide full wireless coverage.
- Replacement of telecommunications system to single-mode fiber optic, inclusive of a main telecom room and wall-mounted rack.

The partnership and alignment of goals between Clackamas County Libraries and NCPRD has the potential to transform this building from well-loved home for education of the children of Oak Grove and Jennings Lodge for over 75 years, to a re-envisioned use and transformational development of the beloved Concord building with the potential to connect people to people, offering free access to information – on line, in print, or in person. At the same time, the redevelopment offers the potential for a sense of connection and accomplishment whether it be individually, with friends or as a family. Outdoor and indoor recreation, group activities, social support and public information will serve a community benefitting of such a resource, continuing the nature of community this treasure has to offer for years to come.

Resources:

- *Concord School Historic Resource Assessment*, Architectural Resources Group, 2019
- *The Concord School Reuse Study*, Paul M. Falsetto, 2017
- *Appraisal of Real Property prepared for NCSD* by Integra Realty Resources, 2017
- *Limited Hazardous Building Materials Survey Report prepared for North Clackamas Parks and Rec District*, PBS Engineering and Environmental, July 2017
- *Phase I Environmental Site Assessment prepared for North Clackamas Parks and Rec District*, PBS Engineering and Environmental, February 2017
- *Previous Building Documentation*, as available
- *2019 Oregon Structural Specialty Code (Based on the 2018 International Building Code)*
- *2009 Edition of ICC A117.1 Accessible and Usable Buildings and Facilities.*
- *2017 Oregon Revised Statutes, section 44.200*
- *Clackamas County Zoning and Development Ordinance (ZDO)*