

City of Canby Historic Review Board  
Meeting Minutes: November 7, 2016

Members in attendance: Carol Palmer, Tony Crawford, John Serlet, Barb Garber, and Pam Judy

Members absent: Rebekah Goodfellow and John Baker

City Staff in attendance: Jamie Stickel, Main Street Manager

Meeting started at 5:31pm

### Local Registry

- Barb Garber moved to approve the application of the former City Hall to the Local Register of Historic Resources. John Serlet 2<sup>nd</sup>. The motion passed unanimously.
- Tony Crawford moved to accept findings and staff report on the registry nomination. Barb Garber 2<sup>nd</sup>. The motion passed unanimously.

### Parks Department Request

- Barb Garber moved to support removing the non-native, invasive Ailanthus tree(s) from Baker Prairie Cemetery but would suggest considering replacing with a native species that would not harm any gravesites. Tony Crawford 2<sup>nd</sup>. The motion passed unanimously.

### Heritage Trail

- Public Works will complete the plaque installations by the first of the year on all ten sites.
- Brochures placed at Canby Center, Canby Adult Center, Cutsforth's, *Canby Herald*, City Hall, Library, Canby Historical Society, Hope Village, Club Fit, and the county event center. Canby School district requested 25 copies for each library. Delivered 125; need to reorder to fulfill district request. For future project brochures, will use the same distribution list and adjust initial order to cover 25 at each site and 200 for the school district.
- Interim re-order has been placed for an additional 250 of heritage trail brochures. Should receive by mid-November. Will do a third order after receive CLG funding in April.
- Re-stocking process is a challenge. Will ask sites to call Jamie for additional brochures if needed.

- Brochures for future projects (and the April re-order of *Exploring Community Connections*) will credit the HRB and the graphic designer. Future brochures will have an English and a Spanish version.

### Baker Prairie Cemetery

- Marker cleaning was a big success despite ominous cloud cover. Thirteen volunteers – 4 board members, two spouses, Chamber Director, city councilor Heidt, and two members of the CHS – spent two hours cleaning approximately 25 markers.
- Received estimate from Jeff Hilts for repair of the remaining markers - \$4,600 for 28 markers. We will ask for that amount in our grant proposal. If funding approved, Jeff will complete in July, 2017. Will need to wait until the 2018 grant cycle to be able to access enough funds for a wrought iron fence.
- Discussed programming for the cemetery re-dedication event. The Bike and Pedestrian committee is defining a bike route for the event with stops at 5-8 pioneer cemeteries in communities around Canby (and at Baker Prairie). Tony will work with the school district on activities for students.

### Survey updates

- Jamie will resend RLS
- ILS of 8 structures will be sent out after consultant makes corrections to one site and the SHPO approves that correction.

### Women's Heritage Trail

- Carol continuing to research. Some of the sites in our RLS may work for this project and require ILS funding.

### CLG Request

- Will have outline of funding request to review at January meeting

### PowerPoint Presentation

- Jamie will resend – get to Carol or Jamie with corrections, suggestions, or ideas.

### Next Meeting

- Will not have a quorum for December and the January meeting falls on the 2<sup>nd</sup>. Decision to move January meeting to the 9<sup>th</sup> at 5:30 in the conference room next to the council chambers.

Meeting adjourned at 6:37



## MEMORANDUM

**DATE:** *October 28, 2016*  
**TO:** *Historic Review Board Members*  
**FROM:** *Jamie Stickel, Main Street Manager*  
**RE:** *Staff Report - Addition of the former City Hall to Local Register of Historic Resources*

**Issue/Objective:** To begin the process of nominating the former City Hall to the Local Register of Historic Resources as a Historic Landmark. The Historic Review Board will need to make a motion that will provide the foundation for the Planning Commission and City Council to also move forward with this nomination and apply the Historical Protection Overlay Zone (A) to this property.

**Synopsis:** The former City Hall, located at 182 N Holly Street, was a Public Works Administration (PWA) project that began in 1936 and was completed in 1937. This iconic City Hall sits within the original 24 block area that made up Canby.

In order to preserve the City Hall, the application for the Local Register of Historic Places was submitted by Carol Palmer on behalf of the City of Canby. The City of Canby is working with a developer who will purchase the building, redevelop the interior, and market it as a location for business. The application – provided it is approved – will aid in the effort to maintain the exterior charm and historic integrity, while finding a new owner and tenant. The developer is aware of the move to add City Hall to the Local Register and is a proponent for this work.

The Local Register of Historic Places will create an overlay zone which would provide several checkpoints before allowing someone to drastically alter the exterior or demolish the building.

**Conclusion:** The decision to add the former City Hall to the Local Register of Historic Places has several steps that will need to be completed. After the Historic Review Board moves to nominate City Hall to the Local Register, the application will then go before the Planning Commission and, finally, City Council. The Planning Commission will need recommend approval of the application and applying the Overlay Zone to the City Council, which will protect the exterior from any major construction or demolition. The City Council will need to approve the final application so that the City Hall can be listed on the Local Register of Historic Resources as a designated, local Historic Landmark.

**Recommendation:** *Staff recommends the Historic Review Board move to approve the application of the former City Hall for inclusion on the Local Register of Historic Resources.*

Recommended motion:

*“I move to approve the application of the former City Hall to the Local Register of Historic Resources.”*

**Attachments:** Local Register of Historic Places application for the former City Hall – located at 182 N Holly Street.





# City of Canby

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## LOCAL REGISTER OF HISTORIC RESOURCES APPLICATION

### **Form Submitted By:**

Name: **Carol Palmer**

Bus. Phone: **503.504.2638**

Address of Site: **182 N. Holly Street**

Home Phone: **503.504.2638**

City & Zip: **Canby, Oregon**

Email: [carolpalmer24@gmail.com](mailto:carolpalmer24@gmail.com)

Are you the owner of this property?  YES  NO

*If no, enter the contact information for the property owner below and attach letter signed by the owner(s) supporting the nomination.*

Name: **City of Canby (contact: Renate Mengelberg)**

Bus. Phone: **503.266. 0701**

Address: **222 NW 2<sup>nd</sup>**

Home Phone: \_\_\_\_\_

City & Zip: **Canby, Oregon 97013**

Email: **Mengelberg@CanbyOregon.gov**

### **Criteria**

1. In order to designate buildings, sites, objects, or structures as Historic Landmarks or Historic Districts, it shall be found that:
  - a. The resource is about 50 years or older, or the resource is less than 50 years old but of exceptional importance with regard to its historical, architectural or environmental significance; and
  - b. There is historical, architectural, or environmental significance.
2. The following factors shall be considered in determining whether the criteria found in subsection 1(b) of this section are satisfied:
  - A. Historical Significance.
    1. Association with the life or activities of a person, group, organization, or institution that has made a significant contribution to the city, county, state or nation.
    2. Association with an event that has made a significant contribution to the city, county, state or nation.
    3. Association with broad patterns of cultural, political, social, economic, industrial, or agricultural history.
    4. Potential for providing information of a prehistoric or historic nature in the city, county, state, or nation.
    5. Listed on the National Register of Historic Places.
  - B. Architectural Significance.
    1. Example of a particular architectural style, building type and/or convention.
    2. Example of quality of composition, detailing and/or craftsmanship.

3. An example of a particular material and/or method of construction.
4. It retains original design features, materials and/or character.
5. The only remaining, or one of few remaining resources of a particular style, building type, design, material, or method of construction.
6. The work of a master architect.

C. Environmental Significance.

1. A visual landmark in the neighborhood or community.
2. Existing land use surrounding the resource contributes to the integrity of the pertinent historic period.
3. It consists of a grouping of interrelated elements including historic structures, plant materials and landscapes, view sheds and natural features.
4. It contributes to the continuity or historic character of the street, neighborhood and/or community. (Ord. 905, 1994; renumb., mod. by Ord. 1061, 2000)

**PROPERTY OWNER RIGHTS:** ORS 197.772(3) states that “A local government shall allow a property owner to remove from the property a historic property designation that was imposed on the property by the local government.” This does not apply to properties listed on the National Register of Historic Places, or properties located within a National Register Historic District. It also does not apply to an application for Historic Designation initiated by the property owner as it is not “imposed” by the City.

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**HISTORIC INFORMATION:** Please attach a brief history and architectural description of the building or site requested for Historic Designation and state why this request should be approved. The City may be able to provide some historic technical assistance on your proposal.

**Additional Historic Information**

List any other inventories or sources of information with which you are familiar that relate to your historic site or structure.

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*See attached*

## *Summary*

Situated in the heart of the community's original twenty-four block town site, the Canby City Hall possesses both architectural and historical significance. Constructed as a Public Works Administration (PWA) project in the midst of the Great Depression, its distinctive design has made it a community icon. At a national level, the PWA recognized it as an ideal example of design serving function. From a historical perspective, the City Hall served as the focal point of municipal governance from 1937 to 2016.

## *Architectural Significance*

A prominent structure in the community, Canby's City Hall looks much as it did when erected in terms of design, character, and materials. Constructed of brick, the rectangular main section of the 1.5 story building rises from a concrete foundation and basement. It features two-sash vinyl windows with wood trim. The structure is capped by a tall, steep, hipped roof with dormers in the center of the north and west façades. A wing that is off-set to the south side of the main structure has two projecting bays separated by a recessed center entry. Constructed of horizontal boards, this façade features single pane picture windows. A tall hose drying tower with a stucco exterior and a square pyramid roof sits at the rear of this wing. The original jail projects out from the rear of the main building. It features a stucco exterior, two barred windows, and a metal door.

The structure retains its historical integrity in that the alterations to the original building are minor. The wood windows were replaced with vinyl, but the original wood trim remains. In the 1980s, the entrance door was changed to comply with the Americans with Disabilities Act. In 1961, the off-set south wing was converted from a fire station to a library. To accommodate

its new function, the annex's garage doors were replaced with the dual bay window and center door façade. Unchanged since its construction, this section retains its historic integrity for that period.

The building's Colonial Revival style and site placement set it apart in a townscape dominated by low profile utilitarian structures. Set-back from the sidewalk and surrounded on its street-facing sides with attractive landscaping and decorative wrought iron fencing, the building projects significance and stability. Over the years, it has become a symbol of the town.

The City Hall was designed by architects George Howell Jones and Harold D. Marsh of the Portland architectural firm, Jones and Marsh. Portland natives, both Jones and Marsh trained in architecture at Oregon State College, then at the Massachusetts Institute of Technology, graduating in 1913. Jones worked in New York City before and after serving in World War I. He returned to Portland to become the district architect for Portland Public Schools. In the early 1930s, he went into private practice with his former classmate, Marsh. In addition to the Canby City Hall, the firm designed many public buildings across the state.

Canby's City Hall also possesses architectural significance from a national perspective. In 1939, the PWA conducted a review of the projects it funded in its first five years and published a two volume work that featured "the best examples of the different types of buildings and other structures which are the most interesting from architectural and engineering viewpoints."<sup>1</sup> Of the over 10,000 projects funded by the PWA at the local or state level, 330 were identified as ideal examples of design serving function. Canby's City Hall was selected for this recognition, one of only seven in Oregon. Others included the Oregon State Capital and the State Library.

## *Historical Significance*

For almost eight decades, Canby's City Hall housed the community's elected officials and municipal services. It served as the center of policy and decision-making and the place where residents paid their utility bills and, for four decades, checked out and returned books to the city's library. Canby's City Hall was inextricably linked to the evolution of the community from a farm town to an urban/rural fringe suburb.

Settled by pioneer families in the mid-1840s, municipal governance arrived in Canby in 1893, when city leaders decided to incorporate their community. The first council was dominated by members of the Mack, Knight, and Lee families, some of the earliest to settle in the area. Heman Lee served as the first mayor and his brother Albert, also a member of the council, was appointed to the position of clerk/teller. Other council members included Joseph Knight, William Knight, and Oramel R. Mack.

The council held its first meeting on May 13, 1893 on the second floor of the Knight Hall Building on the corner of NW Fir Street and First Avenue. The city council used this site until 1901 when the first city-owned facility, a horizontal wood structure, was constructed in the middle of the block facing First Avenue. At the time, Canby had 372 residents. Three decades later, with a population approaching 900, this aging facility proved inadequate in terms of supporting city functions and meeting community needs.

In 1935, the city council began exploring options for constructing a new facility; the siting of the structure generated a community-wide debate. The council favored using the vacant property on Holly Street and Second Avenue that it had acquired in 1931 when the

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<sup>1</sup> C. W. Short and R. Stanley-Brown, *Public Buildings: Architecture under the Public Works Administration, 1933-39*, Vol. 1., (Washington: U.S. G.P.O., 1939) Reprinted with a new introduction by Richard G.

property owners failed to pay assessments for street improvements. Many residents and business owners favored rebuilding on the existing site, arguing that a modern city structure would improve the appearance of the main street and encourage other property owners to upgrade their buildings. Others expressed concern about a side street location that kept the building out of public view.

In January 1936, the council held a special election to authorize construction of a new city hall that would house the jail, fire equipment, and other city services at the Holly Street site. Despite strong opposition to the location, Canby voters approved the measure by a slim margin of nineteen votes. The council opted to finance a portion of the construction costs with New Deal funding, hiring the Jones and Marsh architectural firm to design the structure and prepare the funding request. When the PWA re-opened its grant program at mid-year, Canby's application came under consideration and, in July, city leaders learned they would receive a \$5,300 grant, which would cover a significant portion of the anticipated \$12,000 cost of construction. In September, the council opened the construction bids and awarded the project to the low bidder, Robinson, Robinson, and Scott of Portland, who hired Canby subcontractors for plumbing, painting, and other tasks.

The blueprints detail the layout and usage of the building's floors. An unfinished basement was to be the site of a furnace and storage. The first floor had rooms for city services, fire crews, a council chamber, storage, a jail facility, and a side annex for fire equipment. The jail doors from the existing jail site were to be reused. There are no detailed plans for the top floor, it is depicted as an open space between the ceiling and the roof.

Construction began in late in 1936 and completed in 1937. Led by Mayor Ray Vinyard, the city council held its first meeting at the new facility on March 23, 1937. At this special

session the council passed a resolution declaring the building had been completed as specified and accepted by the city. In April, the council authorized improvements not included in the original plans, including the construction of sidewalks, a rear driveway, and a hose tower for the fire department, as well as purchases of a fire siren, window blinds, floorcoverings, and shrubs for exterior landscaping.

During this period, Canby's elected officials were also responding to the need to expand existing services and to increase the scope of city administration. The decision to construct a new facility was prompted in part by the necessity of housing additional fire equipment needed to serve a growing population. During this period, the city council also took on new responsibilities. In 1937, the town's voters approved the transfer of Zion Cemetery to the city. Two months after moving into the new building, council members listened to a request from a representative of the Canby Women's Civic Club (CWCC), Mrs. C. P. Shewey. After years of relying on volunteers and make-shift arrangements, Shewey asked the council to establish a municipal library. Having obtained a Works Progress Administration (WPA) grant to pay a librarian, advocates needed a site for the facility. The council approved use of the council chambers and appointed five residents to a city library board. In 1939, the city became the overseer of parks when City Attorney Charles Wait donated the seven lots in the block that became Wait Park.

From 1937 until 2016, the Holly Street City Hall served as the focal point for city services, administration, and policy-making. As the city staff increased to accommodate a growing population, city leaders took a number of steps to keep the building functional. They added office space by remodeling the basement; they converted the fire annex into a library and built a second annex for the fire department; they moved some city functions off-site. By

1976 Canby had over 6,000 residents and the overcrowded conditions at City Hall, built for a population of 900, had become intolerable. On September 20<sup>th</sup>, Mayor Paul Roth appointed a citizen's committee to explore replacement options. Forty years later, after many failed attempts to replace the Holly Street City Hall, the city moved into a new facility, housing all of its administrative functions and library under one roof.

Sources:

City Canby Council Minutes, 1931-2, 1935-9, 1957, 1961-2, 1967-77.

*Canby Herald*, 1931-2, 1935-9, 1957, 1961-2, 1967-77.

Short, C. W. and Stanley-Brown, R., *Public Buildings: Architecture under the Public Works Administration, 1933-39*, Vol. 1. Washington: U.S. G.P.O, 1939. Reprinted with a new introduction by Richard G. Wilson. New York: Da Capo Press, Inc., 1986.

Canby City Hall Blueprints, Jones and March Architects, March, 1936, Revised September 12, 1936.

City of Canby Advertisement for Bids for City Hall Building, Revised June 17, 1936.

Canby City Hall: Downtown Canby Intensive Level Survey, SWCA Environmental Consultants, August 2014.

**BEFORE THE HISTORIC REVIEW BOARD  
OF THE  
CITY OF CANBY**

<b>A REQUEST FOR HISTORIC LANDMARK DESIGNATION OF THE FORMER CANBY CITY HALL AT 182 N HOLLY STREET</b>	)	<b>FINDINGS, CONCLUSION &amp; FINAL ORDER HD 16-01 ADDITION OF THE FORMER CITY HALL TO LOCAL REGISTER OF HISTORIC RESOURCES</b>
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**NATURE OF APPLICATION**

The applicant is seeking approval for Historic Landmark Designation to add the former Canby City Hall to the Local Register of Historic Resources.

**HEARINGS**

The Historic Review Board considered application HD 16-01 after the duly noticed hearing on November 7, 2016 during which the Historic Review Board approved HD 16-01. These findings are entered to document the approval.

**CRITERIA AND STANDARDS**

In judging whether or not the Historic Landmark Designation should be granted, the Historic Review Board and City Council shall consider whether:

1. The resource is about 50 years or older, or the resource is less than 50 years old but of exceptional importance with regard to its historical, architectural or environmental significance; and
2. There is historical, architectural, or environmental significance; or;
3. Through an Economic, Social, Environmental and Energy analysis (E.S.E.E.), the benefits of designating the proposed landmark outweigh the benefits of continuing any expected conflicting use or uses without the designation. (See OAR 660-16-005).

**DISCUSSION**

- 1.

**FINDINGS AND REASONS**

The Historic Review Board deliberated on all input presented at the November 7, 2016 meeting, and accepts the October 28, 2016 Staff Report and staff recommendations. The Historic Review Board accepted a motion to forward a recommendation of approval of the request for Historic Landmark Designation to the Planning Commission and City Council.

The Historic Review Board concludes that:

**CONCLUSION**

The Historic Review Board finds the application consistent with statewide planning goals and the criteria for approval set forth in the Land Use and Planning Ordinance and Comprehensive Plan of the City of Canby.

**ORDER**

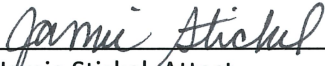
THE HISTORIC REVIEW BOARD OF THE CITY OF CANBY RECOMMENDS APPROVAL of application HD 16-01, an application for Historic Landmark Designation of the former Canby City Hall at 182 N. Holly Street. (Tax Lot 06000 of Tax Map 3-1E-33CA).

I CERTIFY THAT THIS ORDER approving HD 16-01 was presented to and APPROVED by the Historic Review Board of the City of Canby.

DATED this 7th day of November, 2016

  
 Carol Palmer  
 Chair, Historic Review Board

  
 Bryan Brown  
 Planning Director

  
 Jamie Stickel, Attest  
 Main Street Manager

**ORAL DECISION: November 7, 2016**

<b>Member Name</b>	<b>Aye</b>	<b>No</b>	<b>Abstain</b>	<b>Absent</b>
<b>John Baker</b>				✗
<b>Tony Crawford</b>	✗			
<b>Rebekah Goodfellow</b>				✗
<b>Barbara Garber</b>	✗			
<b>Pam Judy</b>				✗
<b>Carol Palmer</b>	✗			
<b>John Serlet</b>	✗			

**WRITTEN DECISION: November 7, 2016**

<b>Member Name</b>	<b>Aye</b>	<b>No</b>	<b>Abstain</b>	<b>Absent</b>
<b>John Baker</b>				✗
<b>Tony Crawford</b>	✗			
<b>Rebekah Goodfellow</b>				✗
<b>Barbara Garber</b>	✗			
<b>Pam Judy</b>				✗
<b>Carol Palmer</b>	✗			
<b>John Serlet</b>	✗			

## **ORDINANCE NO. 1455**

**AN ORDINANCE AMENDING THE ZONING DESIGNATION OF  
A CERTAIN PROPERTY IN THE CITY OF CANBY, CLACKAMAS COUNTY,  
OREGON IN CONFORMANCE WITH THE COMPREHENSIVE PLAN AND THE  
LAND DEVELOPMENT AND PLANNING ORDINANCE OF THE CITY OF CANBY  
FOR TAX LOT 6000 OF TAX MAP 3-1E-33CA.**

**PURPOSE** – To protect the former City Hall historic building and site located at 182 N Holly Street within the City of Canby.

**WHEREAS**, the City Council has considered the need to protect certain historic characteristics or resources of the community as evidenced in adopting the Canby Comprehensive Plan and implementing Land Development and Planning Ordinance; and

**WHEREAS**, the Statewide Planning Goals, as adopted by the Land Conservation and Development Commission, and ORS 197.175, clearly mandate and require the protection of certain historic sites; and

**WHEREAS**, community interest has been high to preserve the historic characteristic of the recently vacated City Hall building as a new continuing use is pursued for this property; and

**WHEREAS**, an application to request the designation of the former City Hall to the Local Register of Historic Landmarks was filed with the City; and

**WHEREAS**, a public hearing was conducted by the Historic Review Board on November 7, 2016 after public notices were mailed, posted and printed in the *Canby Herald*, as required by law; and

**WHEREAS**, the Historic Review Board at the conclusion of the public hearing voted 4-0 to recommend to the Planning Commission and City Council that the application be approved. A Findings, Conclusions and Order was approved by the Historic Review Board and forwarded to the Planning Commission with their recommendation; and

**WHEREAS**, the Planning Commission conducted their own hearing on November 28, 2016 where they voted 6-0 to recommend to the City Council that the application be approved and the zoning of the property be changed by the addition of the “A” Historical Protection Overlay designation to the existing underlying base zone for this property and forwarded to the City Council their Findings, Conclusions and Order with their recommendation; and

**WHEREAS**, the Canby City Council considered the matter and the recommendations of the Historic Review Board and the Planning Commission following a public hearing held at its regular meeting on December 7, 2016; and


**WHEREAS**, the Canby City Council, after considering the staff report and forwarded advisory board recommendations, and concluding its review and discussion on this matter and by motion duly made and seconded; voted unanimously to approve the application and approve the zone change; now therefore

**THE CITY OF CANBY ORDAINS AS FOLLOWS:**

Section 1. The zoning of Tax Lot 6000 OF TAX MAP 3-1E-33CA is hereby changed by the addition of the “A” Historical Protection Overlay designation to the existing underlying base zone, as provided for in the Land Development and Planning Ordinance.

Section 2. The Mayor, attested by the City Recorder, is hereby authorized and directed to cause this property to be added to official register of Historic Landmarks maintained by the Historic Review Board.

**SUBMITTED** to the Canby City Council and read the first time at a regular meeting thereof on Wednesday, December 7, 2016, and ordered posted in three (3) public and conspicuous places in the City of Canby as specified in the Canby City Charter and scheduled for second reading before the City Council for final reading and action at a regular meeting thereof on Wednesday, January 4, 2017, commencing at the hour of 7:30 p.m. in the Council Meeting Chambers located at 222 NW 2<sup>nd</sup> Avenue, 1<sup>st</sup> Floor, Canby, Oregon.

  
\_\_\_\_\_  
Kimberly Scheafer, MMC  
City Recorder

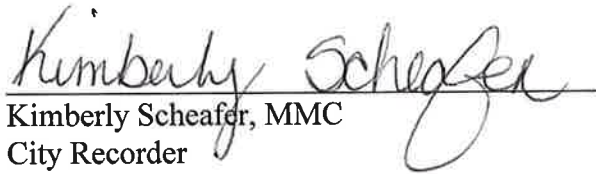
**PASSED** on the second and final reading by the Canby City Council at a regular meeting thereof on January 4, 2017 by the following vote:

YEAS 6 NAYS 0



\_\_\_\_\_  
Brian Hodson  
Mayor

ATTEST:



\_\_\_\_\_  
Kimberly Scheafer, MMC  
City Recorder