



City of Millersburg
Historic Landmark Committee
STAFF REPORT:

July 5, 2023

File No: HI 23-01 Historic Property Overlay Zone (HPO) for the Morningstar Grange.

Proposal: The proposal consists of adding a Historical Property Overlay Zone (HPO) to the historic structure/property at 38794 NE Morningstar Road, also known as the Morningstar Grange.

I. BACKGROUND

- A. Applicant: City of Millersburg
- B. Location: 38794 NE Morningstar Road
- C. Review Type: The Millersburg Development Code does not specify a review type for the designation of a Historical Property Overlay Zone. Staff has used a Type IV, quasi-judicial case type because this is the process used for zone change applications, which is similar to the designation of a zoning overlay.
- D. Public Notice and Hearing: Section 2.13.050(3) regulates the implementation of new historic overlay zone designations. The Code does not specify hearing notice requirements. As such, staff followed the standard notice requirements for new zone designations from Code section 5.20, which specifies the process for Type IV cases such as zone changes. More specifically staff used the process for quasi-judicial type IV cases as outlined in Section 5.20.010, which requires a newspaper notice, posting in City Hall, and notices mailed to neighbors within 200 feet of the property limits at least 20 days prior to the first hearing. The notice was posted in City Hall before July 5, 2023. Notices were mailed to the neighbors before July 5, 2023. The newspaper ran the notice on July 3, 2023. Information related to the hearing is posted on the City's website here - <https://www.cityofmillersburg.org/planning/page/land-use-matters-application>.
- E. Review Criteria: Millersburg Development Code; Section 2.13.050(4).
- F. Background: The Morningstar Grange was built in 1901, at the cost of \$85. The building is now 122 years old. The facility and the Grange organization has continued to serve not only the citizens of the City, but the surrounding farming community as well. The Morningstar Grange #311 is a branch of the national Grange organization. The Grange property was not originally part of the creation of the City of Millersburg, it was annexed into the City by Ordinance No. 64 in April of 1990. Regarding the larger Grange organization, according to Wikipedia:

The Grange, officially named The National Grange of the Order of Patrons of Husbandry, is a social organization in the United States that encourages families to band together to promote the economic and political well-being of the community and agriculture. The Grange, founded after the Civil War in 1867, is the oldest American agricultural advocacy group with a national scope. The Grange actively lobbied state legislatures and Congress for political goals, such as the Granger Laws to lower rates charged by railroads, and rural free mail delivery by the Post Office.

In 2005, the Grange had a membership of 160,000, with organizations in 2,100 communities in 36 states. It is headquartered in Washington, D.C., in a building built by the organization in 1960. Many rural communities in the United States still have a Grange Hall and local Granges still serve as a center of rural life for many farming communities.

The Grange Staff has indicated that with a Millersburg Historical Overlay Designation, they could apply for Federal Grants funds to renovate the facility. Though this was the impetus for City Staff to propose the designation of the overlay zone, it was also clear that the sheer age of the structure and the relationship of the organization with the community also were strong rational for the application.

II. CRITERION

Generally, the criteria for amending the zoning map in the Millersburg Development Code come from Chapter 5. However, the criteria for the application of a Historic Overlay are located in the zoning chapter, Chapter 2. While the application of a zoning overlay does designate a kind of zoning to a property, the criteria for the application of a zoning overlay does not come from the Chapter 5 Zone Change criteria. This is because the criteria in Chapter 2 for the overlay are more specific to the application of Historic Property Overlay to a property. Elements of the Chapter 5 Type IV zone map amendment process were used for this application; specifically the notification requirements and the posting of the project with the Department of Land Conservation and Development (DLCD). These were used because the code was silent on the proper notification requirements for the overlay in Chapter 2; however, the code is very clear on the required criteria for the designation of the overlay.

Additionally, it should be noted that the City criteria for the designation of a historic overlay operate differently than other criteria in the Development Code. Specifically, the criteria for the designation of an overlay uses the word "consider." Thus, the criterion require the Committee and the Council only "consider" each criterion. The use of this word implies that approval of the application need not conform or comply with each criterion; rather, the Committee and the Council should weigh all criteria together as a whole, not apply only each criteria absent the rest. By way of example, the cabin where Abraham Lincoln was born would not meet most of the criteria listed below, but when all criteria are weighed together, it clearly would. It is assumed that the Code did not intend for a historic property to have to meet the letter of each criteria. This is the only case type in the Code that uses the term 'consider.' All other criteria in the code (for other case types) say the project shall be consistent with all criteria, or that the project shall satisfy all criteria.

The project does not comply with each criteria listed, but does comply with most. The Committee and Council should apply discretion to weigh all criteria together. Staff concludes below that the Grange does meet the criteria when weighed as a whole and should therefore be designated historical.

2.13.050 Landmark and Zone Designation.

(4) Decision Criteria. The Historic Landmark Committee and the Council shall consider the following criteria in determining whether to approve a proposed landmark or zone:¹

a. 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;

ANALYSIS: The Grange organization has always been a support to the residents of the City and the farming community beyond. The Grange regularly holds community wide events, including the haunted house at Halloween and organizing a community wide garage sale. The hall itself is available to rent for special events such as weddings and family reunions. The educational aspect of the Grange and economic contributions associated with that element are discussed in detail below.

FINDING: Based on the analysis above, the project meets this criterion.

b. Association with an event that has made a significant contribution to the City, county, state, or nation;

ANALYSIS: The Grange has seen many people shuffle through its board and body membership over the years. The Grange has continued to operate since it was open in 1901. Though it cannot be said that the Grange has had a single event that has contributed to the area, state, or nation, it has been a support system to its membership that live in the area, including inside the City of Millersburg.

FINDING: Based on the analysis above, the project does not specifically comply with the criterion; however, it is not detrimental to the purposes of the criteria. This does not disqualify the proposal from approval by the City Council because the criteria need only be considered, not satisfied.

c. Association with broad patterns of political, economic, or industrial history in the City, county, state, or nation;

ANALYSIS: Assistance with agriculture has been the hallmark of the Grange organization nationwide. It is structured in the nature of a fraternal order and acts a gathering place of agricultural ideas and political participation. The local Grange in Millersburg helps keep the local farmers plugged into a larger Grange farming community, centered in Washington DC. Grange membership has diminished over the years, now representing less than 2% of the peak

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membership levels.² However, when viewed through history, the Grange once played a significant role in the farming community, and agriculture once played a more significant role in the US economy.³ Thus, the Grange membership reflects the changing role of agriculture through the life of our nation as a whole. This makes the Morningstar Grange Hall historically significant, because it embodies the changing patterns of the economy throughout the history of the nation.

FINDING: Based on the analysis above, the project meets this criterion.

d. Significance as an example of a particular architectural style, building type, and/or convention;

ANALYSIS: Many of the Grange Halls across the United States share a similar appearance. The Morningstar Grange reflects a simpler style and does not include any ornate architectural features, indicative of both the historical use of these types of structures and the mission of the use. While the building is not unique, the fact that the building typifies the use, is consistent with a desire to preserve this historic structure.

FINDING: Based on the analysis above, the project does not specifically comply with the criteria; however, this criterion does not center on architectural significance, but rather focuses on the preservation of a variety of buildings, representing different aspects of . This does not disqualify the proposal from approval by the City Council because the criteria need only be considered, not satisfied.

e. Significance due to quality of composition, detailing, and/or craftsmanship;

ANALYSIS: Similar to the analysis shown above for item d., the Morningstar Grange Hall is a relatively simple structure, with no architectural ornament that makes it stand out. The craftsmanship is apparent due to the fact that the building is still standing after more than 120 years.

FINDING: Based on the analysis above, the project does not specifically comply with the criteria; however, it is not detrimental to the purposes of the criteria. This does not disqualify the proposal from approval by the City Council because the criteria need only be considered, not satisfied.

f. Significance as an example of a particular material and/or method of construction;

ANALYSIS: Again, the materials represent the kinds of building materials that were available at the turn of the century, mostly wood construction. This reflects the strength of the timber industry in the area. While this is representative of the

² https://en.wikipedia.org/wiki/National_Grange_of_the_Order_of_Patrons_of_Husbandry

³ In terms of labor, which would mirror the membership of the Grange, <https://www.usda.gov/media/blog/2020/03/05/look-agricultural-productivity-growth-united-states-1948-2017>

construction materials used in the area, it does not rise to the level of being unique or representing any kind of significance for the Morningstar Grange Hall.

FINDING: Based on the analysis above, the project does not specifically comply with the criteria; however, it is not detrimental to the purposes of the criteria. This does not disqualify the proposal from approval by the City Council because the criteria need only be considered, not satisfied.

g. Significance because the resource retains its original design features, materials, and/or character;

ANALYSIS: The structure standing today on the Grange property is almost exactly as it was in 1901. The structure has been maintained, but is largely original to the design, and reflects the needs of the society when it was built here in 1901. Grange Halls were typically a very simple structure to reflect the membership-people of an agriculture nature who did not need to show opulence or power through the design of the structure. They only needed a simple, strong structure that was adequate to meet the needs of gathering the community. The Hall here in Millersburg follows these tenants. It was built in a very simple design. The plans for the Hall were provided by the larger Grange Organization based on information provided from the staff of the current Grange Hall. Therefore, while the building may not be able to claim significance in its style, or its materials, it can certainly claim that it is a significant representation of the structure as it was built in 1901, and that it is a clear representation of Grange Halls across the United States.

FINDING: Based on the analysis above, the project meets this criteria.

h. Significance as the only remaining, or one of the few remaining resources of a particular style, building type, design, material, or method of construction;

ANALYSIS: The Morningstar Grange is not unique in its ability to stand the test of time, in fact, many of the Grange Halls in the Willamette Valley remain standing and in use today. This includes Mary's River Grange in Philomath, the Fairmont Grange in North Albany, the Macleay Grange near Aumsville, the Rickreall Grange near Dallas, or the Willamette Community Grange near Corvallis. Therefore, the Morningstar Grange does not specifically meet this criterion.

FINDING: Based on the analysis above, the project does not specifically comply with the criterion; however, it is not detrimental to the purposes of the criteria. This does not disqualify the proposal from approval by the City Council because the criteria need only be considered, not satisfied.

i. Significance as a visual landmark;

ANALYSIS: The location of the Morningstar Grange does make it a significant landmark because it sits at the edge of the Millersburg City limits. Therefore, it

acts as a marker to let people know they are leaving the City traveling northbound on Morningstar Road, or that they are coming into the City limits if they are traveling southbound. Currently, Morningstar Road is the only road that leaves the City to the north.

FINDING: Based on the analysis above, the project meets this criterion.

j. Significance because existing land-use surrounding the resource contribute to the integrity of the historic period represented;

ANALYSIS: The City of Millersburg features a number of areas, industrial south of Conser Road, and mostly urban residential between Conser Road and Millersburg Road. The area north of Millersburg Road is currently larger residential lots. Traveling north of Millersburg Road on Morningstar Road, the area is more rural in nature, with large barns and some historical structures. Past the Grange property as you leave the City, there are large lot farms. The Grange sits well in this context. The barns, historical buildings and farmland match the look of the Grange building and the intent of the Grange organization, as it sits today.

FINDING: Based on the analysis above, the project meets this criterion.

k. Significance because the resource contributes to the continuity or historic character of the street, neighborhood, and/or community;

ANALYSIS: As stated above, the Grange Hall currently does add to the character of the surrounding properties. This may not always remain this way. The property surrounding the Grange could be further divided for residential uses. Any property with Rural Zoning automatically qualifies for an up zone to a more urban zone upon further subdivision. The reason this is being emphasized is that the designation of a Historical Overlay on the Grange property should not be construed as the City's intention to restrict further urban development on the property surrounding the Grange Hall. Having that said, as the structure sits today, it certainly contributes to the rural feel of this part of the City.

FINDING: Based on the analysis above, the project meets this criterion.

l. Significance because the property is 50 years old or older in conjunction with other criteria listed above;

ANALYSIS: The property was built in 1901, the structure is now 122 years old.

FINDING: Based on the analysis above, the project meets the criterion.

m. The resource is listed on the National Register of Historic Places.

ANALYSIS: The property is not listed on the National Register of Historic Places. The designation of the local significance, through the application of the

Historical Property Zoning Overlay, will help further the Grange's ability to gain Federal recognition.

FINDING: Based on the analysis above, the project does not specifically comply with the criterion; however, it is not detrimental to the purposes of the criteria. This does not disqualify the proposal from approval by the City Council because the criteria need only be considered, not satisfied.

III. STAFF RECOMMENDATION TO THE HISTORICAL LANDMARK COMMITTEE

Based on the above findings of fact, the proposed Historic Property Overlay Zone Map Designation satisfies applicable criteria when all criteria are considered as a whole. Staff recommends that the Historic Landmark Committee recommend approval of Application No. HI 23-01 to the City Council.

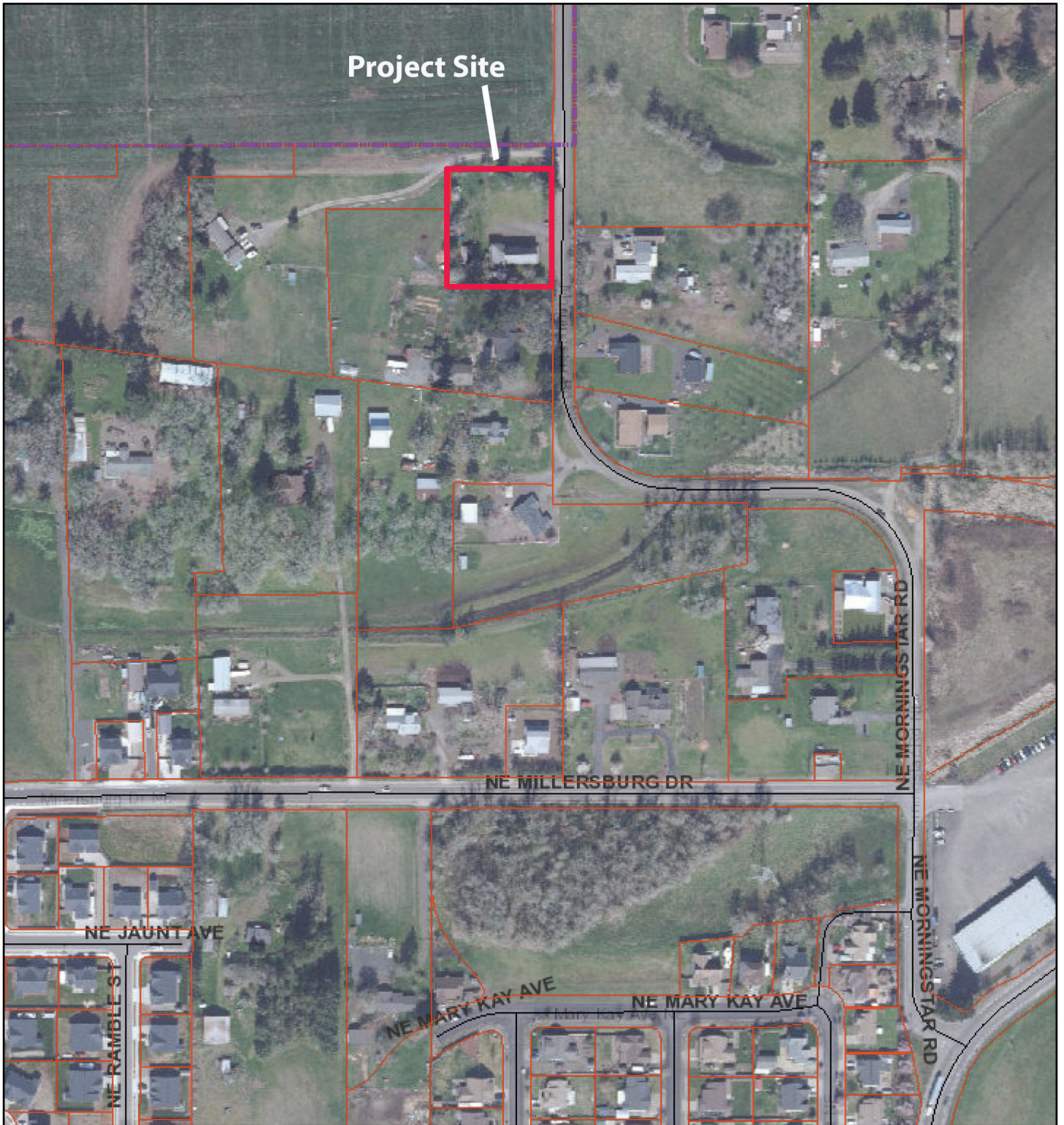
IV. STAFF RECOMMENDED MOTION FOR TO THE CITY COUNCIL (*assuming the Historic Landmark Committee recommends approval*)

Based on the findings of fact in the staff report, the proposed Zone Map Amendment satisfies applicable criteria. Staff and the Historic Landmark Committee recommend that the City Council approve HI 23-01 and adopt Ordinance No. XXX-23.

V. EXHIBITS

- A. Vicinity Map
- B. Zoning Map
- C. Public Hearing Notice

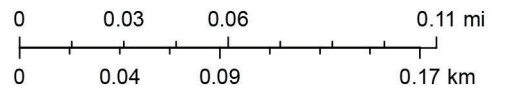
HI 23-01 Vicinity Map



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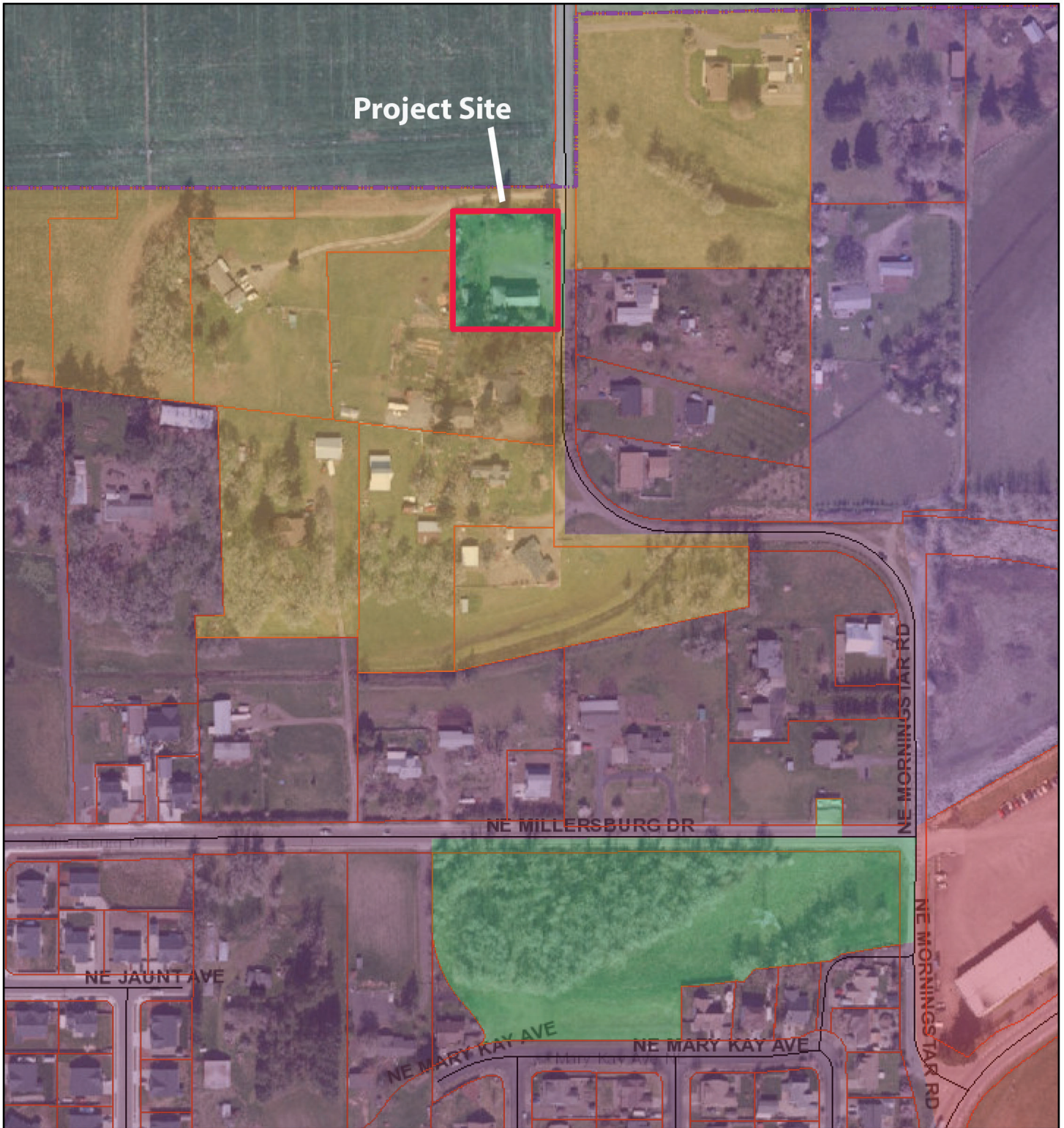
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-  UGB
-  Tax Lots
-  Highways
-  Roads
-  Railroad



City of Albany, County of Linn, Bureau of Land Management, State of Oregon, State of Oregon DOT, State of Oregon GEO, Esri Canada, Esri, HERE, Garmin, INCREMENT P, USGS, EPA, USDA, Linn County GIS

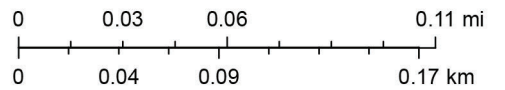
HI 23-01 Zoning Map



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|---------------------------|---------------------------|
| UGB | LIMITED INDUSTRIAL |
| Highways | MIXED USE |
| Railroad | PUBLIC FACILITIES |
| Millersburg Zoning | RESIDENTIAL LOW DENSITY |
| COMMERCIAL OFFICE | RESIDENTIAL MIXED DENSITY |
| GENERAL COMMERCIAL | RURAL |
| GENERAL INDUSTRIAL | Tax Lots |



City of Albany, County of Linn, Bureau of Land Management, State of Oregon, State of Oregon DOT, State of Oregon GEO, Esri Canada, Esri, HERE, Garmin, INCREMENT P, USGS, EPA, USDA, Linn County GIS



NOTICE OF PUBLIC REVIEW
August 1, 2023, 6:00 p.m.
And August 8, 2023, 6:30 p.m.
Hearing will be in person and
by phone/computer.

See Agenda on the City website for details.

The City of Millersburg will hold a **HISTORIC COMMITTEE** hearing on August 1, 2023 at the above time and place, and a **CITY COUNCIL** hearing on August 8, 2023 at the above time and place to consider the action described below. The action may be heard later than the time indicated, depending on the agenda schedule. Interested parties are invited to send written comment or attend the hearing. A staff report relating to the proposal will be available seven (7) days prior to the first public hearing. For further information, contact Millersburg City Hall at (458) 233-6306.

The location of the meeting is accessible to the disabled. If you need any special accommodations to attend or participate in the meeting, please notify City Hall twenty-four (24) hours before the meeting.

APPLICANT: City initiated

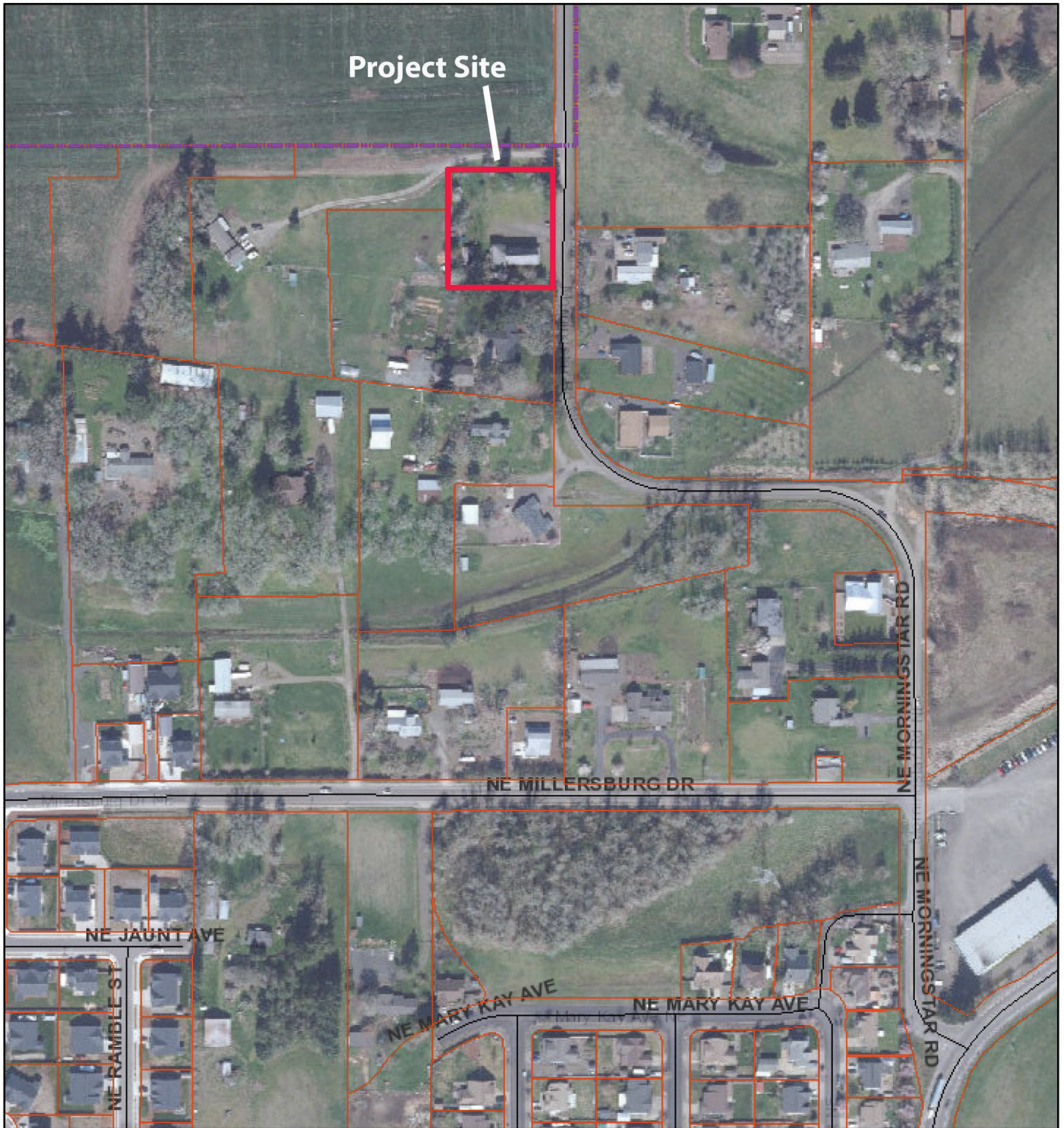
LOCATION: 38794 NE Morningstar Road

CRITERIA: Millersburg Development Code; Section 2.13.050.

FILE No.: HI 23-01

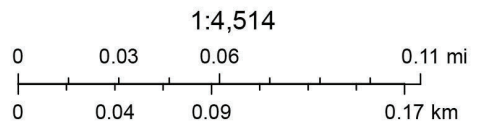
REQUEST: The proposal consists of adding a Historical Property Overlay Zone (HPO) to the historic structure and property at 38794 NE Morningstar Road, also known as the Morningstar Grange. This is considered a quasi-judicial Type 4 application.

HI 23-01 Vicinity Map



5/10/2023, 10:46:12 AM

- UGB
- Tax Lots
- Highways
- Roads
- | Railroad



City of Albany, County of Linn, Bureau of Land Management, State of Oregon, State of Oregon DOT, State of Oregon GEO, Esri Canada, Esri, HERE, Garmin, INCREMENT P, USGS, EPA, USDA, Linn County GIS