

PORTLAND PLAN

Historic Resources

REPORT 3: UNDERSTANDING HISTORIC RESOURCES IN PORTLAND



PORTLAND PLAN BACKGROUND REPORT
FALL 2009

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City of Portland Bureau of
Planning and Sustainability
Sam Adams, Mayor | Susan Anderson, Director

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Historic Resources



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OTHER PORTLAND PLAN HISTORIC RESOURCES BACKGROUND REPORTS:

Historic Resources Background Report 1: Key Findings and Recommendations

Historic Resources Background Report 2: Data and Maps

SUPPORTING DOCUMENTS:

East Portland Historical Overview and Historic Preservation Study

Civic Planning, Development and Public Works, 1851-1965

I. INTRODUCTION

The Portland Plan Historic Resources Background Report is intended to inform the development of the Portland Plan, a multi-year effort to guide the physical, economic, social, cultural and environmental development of Portland over the next 30 years. It consists of three primary parts: 1) *Findings and Recommendations*, 2) *Data and Maps*, and 3) *Understanding Historic Resources in Portland* (this document). Several supporting documents provide additional data and analysis related to Portland's historic resources. Together they form a basis for understanding the role of historic buildings and places in shaping the city, and critical issues to consider as the Portland Plan unfolds.



This document provides a basic framework for understanding historic resources in the City of Portland. It outlines the City's role in historic preservation, describes the different types of resources, and summarizes existing historic resource rules, incentives, programs and policies. It is intended to aid understanding of the other documents that constitute the Historic Resources Background Report and be a reference source for the Portland Plan process.

II. PORTLAND'S ROLE IN HISTORIC PRESERVATION

OVERVIEW

The City's various historic resource-related activities are carried out by number of City bureaus and commissions, including the Bureau of Planning and Sustainability (BPS), the Bureau of Development Services (BDS), the Historic Landmarks Commission, and the Portland Development Commission (PDC).

The Bureau of Planning and Sustainability is the City's long-range planning agency, responsible for creating land use and development policies, including those related to historic preservation, and for amending the Zoning Code and design guidelines that implement those policies. BPS historic resource staff also provides information and referral services to the public, works with local preservation and community groups, and provides specialized consultation to other City agencies and projects. The Bureau of Development Services is responsible for administering the zoning and building codes, and oversees historic design, designation and demolition reviews. The Historic Landmarks Commission serves as an advisory body in preservation policy making and as a decision-making body in historic reviews. The Portland Development Commission is the city's urban renewal agency, with programs and activities that can be of assistance in preserving or renovating historic properties. City bureaus that manage physical assets, such as Parks and Recreation, Environmental Services, and Water also engage in historic and cultural resource activities, most often related to properties they directly control.

As a "Certified Local Government" (CLG), the City of Portland participates in a preservation partnership with the Oregon State Historic Preservation Office (SHPO) and the National Park Service (NPS). In return for taking on certain responsibilities, such as reviewing proposed

alterations to historic properties, CLGs receive benefits, including a close working relationship with the SHPO, additional authority and responsibility regarding nominations to the National Register of Historic Places, and eligibility for matching grants from the state's apportionment of federal preservation funding.

To be "certified," Portland must maintain certain qualifications, which, together, broadly define the City's preservation program, including:

- Maintaining a historic preservation commission (the Portland Historic Landmarks Commission) that includes members meeting "professional" qualifications disciplines such as history, architecture, architectural history, archaeology, and related fields
- Administering a preservation ordinance (contained within Portland's Zoning Code) that defines how historic preservation issues are addressed, including historic design review procedures, local historic landmark and district designation processes, and review of demolition proposals
- Participating in updating and expanding the state's historic building inventory program
- Reviewing and commenting on National Register of Historic Places nominations of properties within Portland's boundaries
- Fulfilling obligations to enforce state and federal preservation laws

The City has used CLG matching grants from the state to support a number of preservation related projects. Examples from the past few years include:

- Preparing a citywide public planning and infrastructure context study that will support preservation of city-owned historic resources
- Updating the 30 year-old Skidmore/Old Town Historic District National Historic Landmark nomination
- Inventorying historic Portland parks
- Supporting preservation program administration, such as review of National Register nominations and applications for preservation tax incentives ("Special Assessments")

PORTLAND HISTORIC LANDMARKS COMMISSION

Purpose of the Landmarks Commission

The Historic Landmarks Commission provides leadership and expertise on maintaining and enhancing Portland's historic and architectural heritage. The Commission identifies and protects buildings and other properties that have historic or cultural significance or special architectural merit. The Commission provides advice and decision-making on historic preservation matters, and coordinates historic preservation programs in the City. The Commission is also actively involved in the development of design guidelines for historic design districts.

Makeup of the Landmarks Commission

The Commission is made up of citizen volunteers, including:

- a member of the Planning Commission;
- a historian with knowledge of local history;
- an architectural historian;
- an architect;
- two members from the following: landscape architecture, real estate, construction, community development, urban planning, archeology, law, finance, cultural geography, cultural anthropology, or related disciplines; and
- two members at-large.

All members must have demonstrated interest, competence, or knowledge of historic preservation. No more than two members of the Commission may be in the business of buying, selling, leasing, or developing real estate for profit, or be officers of such a business. The Planning Commission member is chosen by the Planning Commission chair. The other members are appointed by the Mayor and confirmed by the City Council.

The Commission is staffed by the Bureau of Development Services, which processes quasi-judicial land use reviews, such as historic design reviews. The Bureau of Planning also assists the Commission in its policy and advisory roles, for instance by processing National Register nomination reviews and working with the Commission on legislative planning projects and other historic resource-related projects and policy matters.

Activities of the Landmarks Commission

The work of the Landmarks Commission includes:

- Formal regulatory review of major Historic Design Review applications
- Formal regulatory review of minor Historic Design Review applications that are appealed
- Establishing or removing Historic Landmark and Conservation Landmark designations for specific buildings or sites in quasi-judicial reviews
- Providing response to historic Design Advice Requests
- Identifying buildings and other properties that have historic or cultural significance or special architectural merit
- Participation in the development of historic resource regulations, including the development and approval of historic design guidelines for forwarding to City Council
- Participation in the establishment, amendment, or removal of new historic and conservation districts

- Providing advice to agencies, other commissions, and City Council at their request regarding such items as capital improvement projects, right-of-way standards, and other historic preservation related matters in the public's interest
- Initiating and coordinating historic preservation and public outreach programs in the City, including reviewing recommendations for National Register status and making recommendations to other governmental agencies regarding historic preservation programs and issues

When and Where the Landmarks Commission Meets and Meeting Agendas

The Landmarks Commission is regularly scheduled to meet the second and fourth Mondays of each month, beginning at 1:30 p.m., in Room 2500 A of the Development Services building at 1900 SW 4th Avenue. However, changes in time, additional meetings, and occasional meeting cancellations, do occur. Contact Bureau of Development Services for scheduling information.

The Commission agenda is established by staff in coordination with Commission leadership. Typically, regulatory items are scheduled at the beginning of meetings, with legislative or advice matters to follow. Formal reviews are scheduled, generally, in the order in which their applications have been received and determined to be complete. However, exceptions may occur to balance the load within specific agendas.

III. TYPES OF HISTORIC RESOURCES IN PORTLAND

There are many ways that historic resources can be classified or designated. They range from being listed in a local inventory of potentially significant properties to being designated as a National Historic Landmark by the U. S. Department of the Interior. A resource may carry more than one "official" classification or designation. Generally, the "highest" level of designation determines which rules and benefits apply. It is important to understand the different types of designations, how they are applied, and what the different benefits and responsibilities are.

Historic designations used by the City of Portland for individual historic resources are described below, followed by descriptions of historic and conservation districts. How regulations and benefits apply to the different types of resources are discussed in the Historic Resource Rules & Benefits section that follows. See Figure 3a, Historic Resources by Type in *Data and Maps*.

INDIVIDUAL HISTORIC RESOURCES AND LANDMARKS

Historic Landmarks

Historic landmarks are individual resources, such as buildings, sites, trees, statues, signs, or other objects that are significant for their historical, cultural, archaeological, or architectural merit. They have one or more characteristics of citywide, statewide or national significance. Portland has over 670 historic landmarks. They tend to be located in older inner-city areas and along main streets and former streetcar lines. They range from modest single-family homes to skyscrapers, warehouses, and parks. There are two types of historic landmark:

"Local" or "Portland" Landmarks. These are individual resources that have been locally designated by the City of Portland because of their historic, cultural, archaeological, or architectural significance

and for their role in helping create Portland's character. Designation criteria and processes are described in chapters 33.445 and 33.846 in Portland's Zoning Code.

National Register Properties. These are individual resources that have been listed in the National Register of Historic Places. The National Register is used by federal, state, and local governments, private groups and citizens to identify the nation's most significant historic resources. These resources are significant in American history, architecture, archaeology, engineering, and/or culture at the local, state, or national level. The actual register (or list of properties) is maintained by the "Keeper" of the National Register of Historic Places of the National Park Service in Washington, D.C. The program is administered by the State Historic Preservation Office (SHPO) in each state. Oregon's State Historic Preservation Office receives comments on new National Register applications in Portland from the Portland Historic Landmarks Commission (PHLC).

Locally designated and National Register-listed historic landmarks are generally treated the same in Portland's Zoning Code, with the same regulations and incentives applying to both types. An exception is demolition review, which is required only for National Register-listed properties.

Financial incentives and other programs are offered by the Portland Development Commission, the State Historic Preservation Office, and the National Park Service. These opportunities are usually only available to National Register-listed properties, not local landmarks. If a resource carries both designations, its "higher" status as a National Register property would typically make it eligible. Historic Landmarks have access to historic preservation zoning incentives such as transfer of development rights and the right to a more flexible range of potential uses. See section 33.610 of the Zoning Code for more information about zoning incentives. See the Historic Resource Rules & Benefits section for more about how different designations are applied and used.

National Historic Landmarks are National Register properties that have been recognized by the Secretary of the Interior as possessing exceptional value or quality in illustrating or interpreting the history of the United States. They may be individual resources, such as buildings, or entire districts. Because they are also listed on the National Register, they are treated as such by the Portland Zoning Code—either as individually listed National Register historic landmarks or as National Register historic districts. Portland has just two National Historic Landmarks: the Pioneer Courthouse and the Skidmore/Old Town Historic District.

See Supplementary Data Table 1, List of Portland Historic Landmarks, and Map 1 in *Data and Maps*.

Conservation Landmarks

Conservation landmarks are individual resources that have been locally designated by the City of Portland because of their historic, cultural, archaeological, or architectural merit but may have a "lesser" level of significance than historic landmarks. Portland has 12 conservation landmarks. They have been evaluated according to criteria contained in sections 33.445 and 33.846 of Portland's Zoning Code. Some of the zoning code regulations and incentives that apply to historic landmarks apply to conservation landmarks, but not others. Most state and federal incentives are not available to Conservation Landmarks, unless the property is also listed on the National Register.

Note: when the Zoning Code uses the shortened term "landmark," it is referring to both historic landmarks and conservation landmarks. See chapter 33.910.

Properties Listed in the Historic Resources Inventory (HRI)

In 1984 the City of Portland completed and adopted a citywide inventory of more than 5,000 properties that were determined to have potential historical and architectural significance. The inventory was undertaken to support development of the City's Comprehensive Plan and to comply with the Statewide Planning Goals. Being listed in the HRI is not a true historic "designation." Additional documentation and evaluation is generally required before City designation or National Register listing is warranted for many of these properties. The only zoning regulation that applies to HRI-listed properties, unless they also have a "higher" designation, is a required 120-day demolition delay period. Local, state and federal incentives are not available, unless the property also has another "higher" listing. While the HRI is now more than 25 years old, it remains a useful preservation planning and research tool.

Historic inventories for selected parts of the city, including the Albina Community Plan area and the Northwest District were completed by City staff and community groups in the 1990s but never officially adopted as part of the HRI. However, these and other inventories are useful for architectural research and preservation planning purposes. See Map 5.

HISTORIC AND CONSERVATION DISTRICTS

Historic Districts

Historic districts are geographic areas that have a concentration of thematically related historic resources. In general, historic districts have historic significance to the City of Portland, at a minimum, and they are usually also significant at the regional, statewide or national levels. Like historic landmarks, there are two types of historic district: 1) "local" historic districts, designated by the City; and 2) "National Register" districts, those listed on the National Register of Historic Places. Portland has 13 historic districts, primarily located in or near the Central City. All of Portland's historic districts are listed in the National Register.

Properties in historic districts are classified as either "contributing" or "non-contributing" resources, according to standards established by the National Park Service. Contributing resources date from the historic period of significance established for the district. They contribute to the significance and character of the district through their historical associations and/or architectural values. Non-contributing resources are those that, due to date of construction, alterations, or other factors, do not contribute to the district's historic significance or character. The zoning regulations that apply in a historic district sometimes differ for contributing and noncontributing properties (see the Historic Resource Rules & Benefits page for more information).

Conservation Districts

Conservation districts are designated by the City of Portland. As for historic districts, this designation is applied to an area that contains a concentration of related historic resources. The level of historic significance is generally "lower" than for historic districts; they are generally

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important at the local or neighborhood level rather than at the state, region, or national level. A distinction between "contributing" and "non-contributing" resources is also made in these districts.

Portland has seven conservation districts, all located in North and Northeast Portland, created as a result of a neighborhood planning effort, the Albina Community Plan. Documents created as part of this plan include historical background information about each area.

See Map 1 and Figures 3a-h.

FINDING MORE INFORMATION

There are many potential sources of information about historic properties. For properties listed in the National Register, the original nomination form is usually the best place to start. Nomination forms contain a wealth of information about a resource's physical attributes, historical context, and significant architectural characteristics and historical associations. They also contain bibliographies that point to additional sources. The State Historic Preservation Office maintains copies of all National Register Nominations in Oregon. The National Park Service maintains the online National Register Information System (NRIS), a database that contains information on places listed in or determined eligible for the National Register of Historic Places. For locally designated Historic Landmarks, less information is generally available because they are often not as well documented as National Register properties. This is primarily because most of Portland's local landmarks were designated in the 1970s and 1980s, when there were fewer documentation requirements.

The locations of landmarks and districts are shown on the City's official zoning maps and on PortlandMaps.com. The City of Portland maintains files on all landmarks and districts within the city's boundaries; these files include nomination forms and other information, such as design review reports and background research. The files may be viewed by making arrangements in advance with the Bureau of Development Services (BDS). (Note: the City is in the process of digitizing Portland National Register nominations and hopes to make them available electronically in the near future).

There are many other sources of information about historic resources, including local and state libraries, special collections, and public records. The Bureau of Planning and Sustainability has prepared a number of guides to help property owners and researchers find information about Portland's historic resources, architecture and history, and include:

- Bibliographies on the history and architecture of Portland and Oregon;
- Bibliographies on architectural history, historic preservation, and the preservation & restoration of historic structures;
- A location list of Portland Sanborn Insurance Maps;
- Bibliography of Native Peoples & archaeology of the Portland area;
- Guide to financial incentives for historic preservation, including grants, loans and tax benefits;
- Guide to researching your historic property; and
- Summary of Portland historic resource zoning regulations

- Other sources of information include various documents and inventories:
- Local (area) histories and historic contexts, prepared by communities and as part of area planning projects;
- The *Historic Resource Inventory* (HRI), completed in 1984 and including approximately 5,000 Portland-area properties, and other historic resource surveys and inventories; and
- The Bureau of Planning and Sustainability's database of historic resources, which will be accessible to the public in late 2009.

These and other related documents and maps are available on the Bureau of Planning and Sustainability's web site, along with an extensive set of links to other sources of information on historic preservation, architecture, history and archaeology.

www.portlandonline.com/planning/historicresources

IV. HISTORIC RESOURCE RULES AND BENEFITS

This section summarizes historic resource-related regulations and benefits, including various regulatory and financial incentives that assist owners in preserving and rehabilitating their historic properties. While the focus here is on City of Portland rules and benefits, a brief section on state and federal programs and provisions is included. A more comprehensive Summary of Historic Resource Zoning Regulations and a Summary of Financial Incentives, such as grants and tax benefits is available from the Bureau of Planning and Sustainability. At the end of this section, a brief discussion is included on how historic resources are designated. The Bureau of Development Services can provide more information on the application processes, procedures and fees associated with historic land use reviews.

PORTLAND ZONING AND OTHER LOCAL HISTORIC RESOURCE RULES & BENEFITS

Following is a summary of important historic resources-related provisions of Portland's Zoning Code (Title 33: Planning and Zoning). Relevant sections are found throughout the Code, but are contained primarily in Chapter 445 - Historic Resource Protection Overlay Zone, and Chapter 846 - Historic Reviews. This section does not contain the actual code; it summarizes important elements but does not reference all regulations that may apply in a given situation, such as base zone requirements, design guidelines and Comprehensive Plan policies. For more information on how zoning regulations are applied, obtain the Historic Resources Zoning Summary from the BPS web site, review the zoning code itself, or contact the Bureau of Development Services.

Historic Design Review

Historic Design Review is one of the City's most important preservation tools, helping to ensure that the special characteristics, historic integrity, and architectural character of designated resources are preserved over time. Major exterior alterations to historic and conservation landmarks generally require this review, to ensure that historic values are considered and preserved when changes are made. Construction of a new building and major alterations to an existing structure in a historic or conservation district—regardless of its contributing status—also requires Historic Design Review. This ensures that development activity supports and enhances the qualities that make the *district* historic. Generally, normal repair and maintenance and interior alterations do not usually require Historic Design Review.

There are two types of design review. Major design reviews are processed through a Type III procedure, which requires a public hearing, with a decision by the Historic Landmarks Commission. Minor design reviews are processed through a Type II procedure, with a decision by Bureau of Development Services staff. Determining which projects go through major or minor design review is based on the type of development and the value of the improvements.

Historic Design Review Factors and Approval Criteria. Historic design review is a discretionary process that evaluates a number of elements of the proposed construction or alteration, including: architectural style; structure placement, dimensions, height, and bulk; lot coverage; building materials and color; and other factors. The approval criteria are the adopted design guidelines applicable in the area in which the resource is located. Guidelines specific to districts have been adopted for some areas of the city, such as the King's Hill Historic District Guidelines and the NW

13th Avenue Historic District Guidelines. For landmarks and districts in other areas, the criteria contained in Zoning Code Section 33.846.060.G are generally used. These criteria are also applied to all historic and conservation landmarks in the Central City, in addition to any district-specific guidelines that might apply. In some areas, the Community Design Guidelines are used. In the Central City the Central Fundamental Design Guidelines are used, in addition to any district-specific guidelines, if applicable. To determine which set(s) of review criteria apply to a resource, contact the Bureau of Development Services. The content and emphasis of the different sets of guidelines varies.

Zoning Code Preservation Incentives

Portland's Zoning Code includes special provisions that encourage new historic listings and increase the potential for historic structures to be renovated and rehabilitated by increasing land use flexibility and redevelopment options. The incentives are not applicable in every situation and some apply only to certain types of resources or in certain zones. Many require a land use review and a covenant with the City affirming that current and subsequent owners agree to go through Demolition Review prior to demolishing the resource (see the following section on demolition of historic resources). Most of the incentives are described in section 33.445.610 of the Zoning Code, but a few are contained, in whole or in part, in other sections of the code. They include:

Transfer of density or floor area ratio (FAR). Allows unused development potential on a site with a landmark to be transferred or sold to another site. See 33.445.610, 33.120.205.E, 33.130.205.C and 33.140.205.C.

Additional density in single-dwelling zones. Allows landmarks in single-dwelling zones to be used as multi-dwelling structures. See section 33.445.610.

Additional density in multi-dwelling zones. Allows additional dwelling units in landmarks and contributing properties in historic districts, with no maximum density. See section 33.445.610.

Exemption from minimum housing density requirements. Eliminates minimum housing density requirements in landmarks and contributing properties in historic districts. See section 33.445.610.

Daycare in residential zones. Waives the requirement for a conditional use review for daycare uses in landmarks and contributing properties in historic districts in residential zones. See section 33.445.610.

Nonresidential uses in the RH, R1 and R2 zones. Allows nonresidential uses, such as retail, office and others, in a landmark or contributing property in a historic district, if the structure has not been in residential use. Requires a land use review to minimize potential impacts on nearby residences. See sections 33.445.610 and 33.846.050.

Nonresidential uses in the RX zone. Allows nonresidential uses, such as retail, office and others, in a landmark or contributing property in a historic district. Requires a land use review to minimize potential impacts on nearby residences. See sections 33.445.610 and 33.846.050.

Conditional uses in residential, commercial and employment zones. Allows requests for land uses in a landmark or contributing property in a historic district that are only allowed through a conditional

use review to be processed through a Type II procedure instead of a Type III procedure. See section 33.445.610.

Commercial allowances in Central City industrial zones. Allows office and retail uses in individual National Register properties and contributing properties in National Register historic districts in zones where non-industrial uses are otherwise more restricted. See chapter 33.510.

Commercial allowances in employment and industrial zones. Increases allowances for office and retail uses in historic landmarks in areas where non-industrial use allowances are otherwise more restricted. See chapter 33.140.

Increased maximum parking ratios for historic properties in the Central City. Increases the maximum parking ratio for individual National Register buildings and contributing buildings in National Register historic districts in the Central City Core Parking Area. See section 33.510.263.

Commercial allowances in the Guild's Lake Industrial Sanctuary District. Increases allowances for office and retail uses in historic landmarks in an area where non-industrial use allowances are otherwise more restricted. See chapter 33.531.

See Figure 6, Historic Resources and the Use of Regulatory Incentives.

Demolition or Relocation of Historic Resources

Historic resource demolition regulations provide for a deliberative process prior to the permanent loss of a piece of the city's built heritage. Depending on the type of resource, one of two different processes, Demolition Delay Review or Demolition Review (or no review) is required when the City receives a request to demolish a designated historic resource. Relocation requests are also subject to these reviews. The demolition regulations are contained primarily in Zoning Code chapters 33.445 and 33.846. See also section 33.730.031. These rules are briefly summarized below.

Demolition Delay Review. Applicable to locally designated resources, this nondiscretionary administrative process requires a 120-day delay period to allow time for consideration of alternatives to demolition, such as restoration, relocation, or salvage. Photographic documentation of the resource and evidence that the applicant responded to any relocation or salvage offers is required. The City has no authority to deny demolition after the delay.

Demolition Review. Requests for demolition of resources individually listed on the National Register of Historic Places and contributing structures in National Register-listed historic districts require this discretionary land use review. The City has the authority to deny the request or place conditions on approval. The Demolition Review process also gives the public an opportunity to comment on the proposed demolition and allows for pursuit of alternatives to demolition or actions that mitigate for the loss. In this Type IV land use review, the Historic Landmarks Commission advises City Council, which may either approve, approve with conditions, or deny the request. Council will approve a request to demolish the resource if the applicant can show that either:

Demolition of the resource has been evaluated against and, on balance, has been found supportive of the goals and policies of the Comprehensive Plan and relevant area plans, taking into account factors such as: the merits of proposed new development on the site, the merits of preserving the resource, and the area's desired character;

Or

Denial of a demolition permit would effectively deprive the owner of all reasonable economic use of the site.

In essence, the applicant must argue that demolition of the resource (and/or redevelopment of the site) meets a public purpose, as found in applicable adopted plans, that outweighs preservation, or, that preventing demolition creates an unreasonable economic hardship. In order to help the City evaluate such a claim, supportive documentation is required, such as studies of the structural soundness of the structure, the economic feasibility of restoration, renovation, or rehabilitation, and a summary of the extent to which the applicant explored the available historic preservation incentives and programs. If City Council approves a request, a demolition permit will not be issued until a permit for a new building is issued for site. This not only prevents replacement of historic resources with surface parking or a vacant lot, but also provides the mechanism for enforcing any conditions placed on the demolition review approval. Structures that have been determined by the City to pose an immediate danger to public safety are exempt from demolition review. See Figures 10a-b for data on demolition of historic resources in Portland.

Building Codes: Special Provisions for Historic Buildings

Building construction activities are regulated by several state and local building codes administered in Portland by the Bureau of Development Services. These include the Oregon One and Two Family Dwelling Code, the Oregon Structural Specialty Code, and the Oregon Uniform Fire Code. In addition, several City of Portland code titles apply, including Title 24: Building Regulations, which includes rules for building renovations and rehabilitations, seismic upgrades, changes in occupancy, building moves, and partial and complete building demolitions. In some cases the International Building Code (IBC) may be applicable. As a general rule, these building codes provide standards that are easier to implement in new construction and are technically and financially challenging to apply to existing, and, especially, historic structures. However, there are a few tools designed to assist development work in these buildings.

Relaxed Seismic Upgrade Requirements. As part of the 2004 Historic Resources Code Amendments project, City Council adopted revisions to Title 24: Building Regulations that relaxed elements of the seismic design requirements for existing and historic unreinforced masonry buildings. Seismic upgrades are a significant cost in building rehabilitations—in many cases discouraging renovation and encouraging deterioration and underutilization of historic buildings. These amendments are intended to facilitate renovation and adaptive reuse of these buildings, while still ensuring their safety. The amendments include:

- Relaxed monetary, floor area and occupant load triggers for seismic upgrades;
- Provisions for "less than full code" upgrades in certain lower hazard situations;
- An allowance for mezzanine additions without triggering a full building seismic upgrade; and
- New provisions for Live/Work spaces in historic buildings.

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FLEx Guide: Alternative Structural Solutions for Existing and Historic Buildings. The Bureau of Development Services has prepared several "Code Guides" to help owners, developers and building professionals understand and apply various building code provisions. Of particular relevance to historic structures is the Fire and Life-Safety Guide for Existing Buildings (FLEx Guide), which addresses the difficulty of applying the new construction-oriented Oregon Structural Specialty Code to the unique circumstances of existing and historic buildings. The FLEx Guide clearly defines alternative design, methods of construction, and materials for rehabilitation projects that are acceptable to the Bureau of Development Services without filing a formal appeal. Use of the FLEx Guide saves time and money by reducing the need for appeals and allowing for potential reuse of existing materials in historic buildings.

Portland Development Commission Programs

The Portland Development Commission (PDC) is the City's urban renewal agency. Several of its programs and activities can potentially assist owners of historic buildings, including gap financing for major rehabilitation projects, low interest loans, and technical assistance and referral. Many programs are only available in designated urban renewal areas, but a few are available city-wide. The PDC web site provides more information on these programs and benefits, including eligibility requirements. Selected PDC programs that can be used to assist historic properties are listed below. See Figure 4f, National Register Properties in Urban Renewal Areas.

The Development Opportunity Services (DOS) Program is designed to help property owners and tenants with predevelopment activities prior to construction. The program provides seed money to hire real estate development consultants to do feasibility studies for improvements to underutilized properties. Services that qualify include architectural planning studies, building inspection, engineering reports, market assessments, environmental studies, and real estate financial analysis.

The Storefront Improvement Program is designed to assist property and business owners with rehabilitating their building facades. The program can provide matching grants to assist with façade improvements, including gutters and downspouts, canopies and awnings, painting and masonry cleaning, windows and doors, exterior lighting, signs, and more. The program also provides architectural assistance to help design a new storefront for buildings or assist in recommending new lighting or paint colors.

The Commercial Property Redevelopment Loan Program is intended to make development projects feasible by filling gaps between available financing and project costs. Eligible commercial or mixed-use projects must demonstrate a significant public purpose, which can include redevelopment of blighted sites or buildings and preservation of historic buildings, including listed or eligible National Register properties and buildings listed in the HRI, and transit-oriented development. Eligible costs include feasibility analysis, property acquisition, hard and soft project costs, environmental remediation, tenant improvements, and seismic upgrades. There are approximately 1,867 unreinforced masonry buildings potentially in need of significant seismic upgrades in Portland. See Map 13, Unreinforced Masonry Buildings.

Funding for these programs is limited and is distributed on a first come, first serve basis to qualifying applicants.

STATE AND FEDERAL HISTORIC PRESERVATION RULES AND BENEFITS

State of Oregon Preservation Rules and Programs

The primary state-level agency responsible for historic preservation is the Oregon State Historic Preservation Office (SHPO), a part of the Heritage Conservation Division of the Parks and Recreation Department. In partnership with individuals, organizations and government entities, SHPO administers a number of programs designed to preserve and encourage the use of historic places. These include survey, planning, and designation activities, grants, tax benefits, public education, and federal project review. These activities, including the Historic Special Assessment tax benefit program are more fully described on the SHPO website and are codified in Oregon Revised Statutes 358 and 390, and Oregon Administrative Rules, Chapter 736, Divisions 50 and 51. See Figures 7a-e for data on Portland's participation in the Special Assessment program.

Federal Preservation Rules and Programs

Historic and cultural resource preservation, management and interpretation programs and regulations are administered at the federal level primarily by the National Park Service of the Department of the Interior. Important federal preservation programs include the National Register of Historic Places, the Historic Preservation Tax Incentives program, preservation Grants-in-Aid to state and local agencies, and a wide variety of others. These are described more fully on the National Park Service's History & Culture web site, and the National Register web site.

HISTORIC DESIGNATION PROCESSES

Though the processes are different, pursuing a historic designation at either the local or National Register level requires research and documentation sufficient to allow evaluation of a resource's historical, cultural and/or architectural significance. The property owner or applicant is responsible for providing this material on the appropriate application form(s). The Bureau of Planning and Sustainability has prepared several guides to help property owners and researchers find the information they need to prepare local landmark applications and National Register nominations. They may be downloaded from the bureau's web site and include bibliographies on Portland history and architecture, a Sanborn Map locator, and a guide to researching your historic property.

Local Landmarks and Districts

"Local" or "Portland" historic and conservation landmarks and historic and conservation districts are designated by the Portland Historic Landmarks Commission through either a quasi-judicial Historic Designation Review process or a legislative procedure. The former is a land use review administered by the Bureau of Development Services. It is usually initiated by a property owner for a single or small number of properties. A more lengthy legislative procedure is used for a larger number of properties, and it is led by the Bureau of Planning and Sustainability. It can be part of a broader land use process such as an area planning initiative. As required by State statute, local landmark designations require the affirmative consent of the property's owner(s). Local historic and conservation district designations require the affirmative consent of all property owners within the district.

Local Designation Approval Criteria. The procedures and approval criteria for designating individual landmarks and districts are provided primarily in Zoning Code Chapters 33.445 and 33.846. The criteria are the same for historic landmarks, conservation landmarks, historic districts and conservation districts. There are 12 general approval criteria, of which at least three must be met, requiring evaluation of the resource's significance in terms of its: architectural values; historical associations; physical integrity; contributions to the area's or city's character; and/or its contribution to a grouping of related resources. A "Level of Protection" criterion determines which type of designation is applied (i.e. historic or conservation landmark, or, historic or conservation district), based on the historic value and nature of the resource.

Local Historic Designation Removal Process. Local historic designations are automatically removed if the resource is destroyed by forces beyond the owner's control or if it is relocated or demolished after demolition delay review or demolition review. Historic Designation Removal Review allows for removing a local designation when requested by the owner. The applicant must show that the benefits to the public and the property owner of retaining the historic designation no longer outweigh the benefits of removing the designation, or, that the owner objected to the designation at the time it was first adopted.

National Register Properties and Districts

The National Register nomination process for individual properties and districts may be initiated by citizens, property owners, or local, state and federal governmental bodies. The first part of the process is administered by the State Historic Preservation Office. SHPO staff and the State Advisory Committee on Historic Preservation review nomination submittals and forward them with any required revisions and recommendations to the National Park Service for final review and listing. Portland's Bureau of Planning and Historic Landmarks Commission also review all nominations, usually holding a public meeting. The Landmarks Commission then makes recommendations to SHPO staff and the State Advisory Committee, prior to final state-level review. Owner consent is required prior to final listing for individual nominations, and more than 50 percent of a proposed historic district's property owners must object in order to prevent listing of a district. Owner consent is not required for nominations of publicly owned properties. The National Register nomination process is discussed in greater detail on the National Register web site. The National Register publication *How to Complete the National Register Registration Form* provides a good place to start.

Historic Resources Inventory

New listings in the Historic Resource Inventory may be created by the Historic Landmarks Commission and also require property owner consent. Resources currently listed may be removed from the HRI, if requested by the owner in writing. These owner consent and removal provisions, driven by state law, make it difficult to keep the inventory up to date.

V. COMPREHENSIVE PLAN HISTORIC PRESERVATION POLICIES

The purpose of Portland's Comprehensive Plan is to provide a coordinated set of guidelines for decision-making to guide the future growth and development of the city. It contains goals and policies covering a broad range of land use, housing, transportation, environmental and public facilities topics. A major component of the Portland Plan will be an update of the Comprehensive Plan.

This section includes the text of selected Comprehensive Plan goals and policies that are intended to support the protection of historic resources, sensitively guide new development and redevelopment, and inspire preservation activities.

GOAL 12: URBAN DESIGN & POLICY 12.3: HISTORIC PRESERVATION

Perhaps the most directly relevant and encompassing historic preservation guidance provided by the Comprehensive Plan is Policy 12.3: Historic Preservation. This policy is part of Goal 12, which addresses urban design.

GOAL 12: URBAN DESIGN

Enhance Portland as a livable city, attractive in its setting and dynamic in its urban character by preserving its history and building a substantial legacy of quality private developments and public improvements for future generations.

POLICIES & OBJECTIVES:

12.3 Historic Preservation

Enhance the City's identity through the protection of Portland's significant historic resources. Preserve and reuse historic artifacts as part of Portland's fabric. Encourage development to sensitively incorporate preservation of historic structures and artifacts.

Objectives:

- A. Preserve and accentuate historic resources as part of an urban environment that is being reshaped by new development projects.
- B. Support the preservation of Portland's historic resources through public information, advocacy and leadership within the community as well as through the use of regulatory tools.
- C. Maintain a process that creates opportunities for those interested in the preservation of Portland's significant historic resources to participate in the review of development projects that propose to alter or remove historic resources.
- D. Maintain and periodically update the inventory of Portland's potentially significant historic resources.
- E. Protect potentially significant historic structures from demolition until the City can determine the significance of the structure and explore alternatives to demolition.

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- F. Preserve artifacts from structures and sites that are historically, architecturally and/or culturally significant and seek to reintroduce these artifacts into the City's streetscape and building interiors.

OTHER PRESERVATION-RELATED POLICIES AND OBJECTIVES

In addition to Goal 12 and Policy 12.3, a number of other adopted Portland *Comprehensive Plan* goals, policies, and objectives speak to historic preservation values. A selection of some of the more important ones is included below. However, not every relevant policy is included. For instance, adopted neighborhood and area plans also contain policies relevant to preservation issues, projects and programs.

GOAL 3: NEIGHBORHOODS

3.4 Historic Preservation

Preserve and retain historic structures and areas throughout the city.

GOAL 4: HOUSING

4.1 Housing Availability

Encourage housing design that supports the conservation, enhancement, and continued vitality of areas of the city with special scenic, historic, architectural or cultural value.

Create alternatives to the demolition, without replacement, of structurally sound housing on residentially zoned property.

4.5 Housing Conservation

Restore, rehabilitate, and conserve existing sound housing as one method of maintaining housing as a physical asset that contributes to an area's desired character.

- A. Require owners, investors, and occupants, to be responsible for maintenance of the housing stock.
- B. Encourage the adaptive reuse of existing buildings for residential use.

GOAL 5: ECONOMIC DEVELOPMENT

5.1 Urban Development and Revitalization

Encourage investment in the development, redevelopment, rehabilitation and adaptive reuse of urban land and buildings for employment and housing opportunities.

- E. Define and develop Portland's cultural, historic, recreational, educational and environmental assets as important marketing and image-building tools of the city's business districts and neighborhoods.

5.6 Area Character and Identity Within Designated Commercial Areas

Promote and enhance the special character and identity of Portland's designated commercial areas.

- C. Promote voluntary improvements to the physical environment within commercial areas that are attractive to customers and visitors.
- E. Work with local businesses, neighbors and property owners, as well as City-recognized business and neighborhood associations, to identify and designate historical landmarks, Historic Districts and Historic Conservation Districts within commercial areas.
- F. Support public and private improvements and maintenance actions which help enhance a commercial area's identity and provide a safe and attractive physical environment.

5.8 Diversity and Identity in Industrial Areas

Promote a variety of efficient, safe and attractive industrial sanctuary and mixed employment areas in Portland.

- A. Recognize and promote the variety of industrial areas in Portland through development regulations which reflect the varied physical characteristics of the city's industrial areas. Distinguish between older developed areas and newer, less developed ones.

GOAL 6: TRANSPORTATION

6.8 Pedestrian Classification Descriptions

Maintain a system of pedestrianways to serve all types of pedestrian trips, particularly those with a transportation function.

A. Pedestrian Districts

Pedestrian Districts are intended to give priority to pedestrian access in areas where high levels of pedestrian activity exist or are planned, including the Central City, Gateway regional center, town centers, and station communities.

Land Use. Zoning should allow a transit-supportive density of residential and commercial uses that support lively and intensive pedestrian activity. Auto-oriented development should be discouraged in Pedestrian Districts. Institutional campuses that generate high levels of pedestrian activity may be included in Pedestrian Districts. Exceptions to the density and zoning criteria may be appropriate in some designated historic districts with a strong pedestrian orientation.

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GOAL 10: PLAN REVIEW AND ADMINISTRATION

10.14 Columbia River

Develop a plan for Portland's frontage along the Columbia River to protect, conserve, maintain, and enhance the scenic, natural, historical, economic, and recreational qualities of Portland's Columbia river bank.

GOAL 11: PUBLIC FACILITIES

11.46 Recreation Programs

Provide recreation programs and services including cultural, educational, historical, health and physical fitness, and sports (competitive and non-competitive) as required to meet a balanced program which includes the needs of the specially handicapped and the elderly within existing resources.

GOAL 12: URBAN DESIGN

12.1 Portland's Character

- B. Preserve and enhance the character of Portland's neighborhoods. Encourage the development of attractive and unique characteristics which aid each neighborhood in developing its individual identity.
- I. Encourage the use of materials and a quality of finish work which reinforce the sense of this City as one that is built for beauty and to last. Reflect this desire in both public and private development projects.

12.6 Preserve Neighborhoods

Preserve and support the qualities of individual neighborhoods that help to make them attractive places. Encourage neighborhoods to express their design values in neighborhood and community planning projects. Seek ways to respect and strengthen neighborhood values in new development projects that implement this Comprehensive Plan.

- A. Encourage new developments to respond to the positive qualities of the place where they are to be built and to enhance that place through their development. Developers should consider the character enhancing role played by the use of color and light.
- B. Respect the fabric of established neighborhoods when undertaking infill development projects.
- C. While accommodating increased density build on the attractive qualities that distinguish the area. Add new building types to established area with care and respect for the context that past generations of builders have provided.

12.7 Design Quality

Enhance Portland's appearance and character through development of public and private projects that are models of innovation and leadership in the design of the built environment. Encourage the design of the built environment to meet standards of excellence while fostering the creativity of architects and designers. Establish design review in areas that are important to Portland's identity, setting, history and to the enhancement of its character.

- A. Establish design districts and historic design districts for areas of attractive character within the City. Use design zones to enhance the character of the area. Establish guidelines of design acceptability that ensure continuation of each design district's desired character. Design guidelines should make the public's objectives for the design review process clear to those developing property.