



Historic Landmarks Commission Design Advice Request

Department of Community Services
Transportation Division

August 19, 2024



DESIGN PHASE

- June 10th, 2024 – Joint [Briefing](#) to Historic Landmark Commission/ Design Commission
 - Provided a project update
 - Reviewed range of east approach bridge types
 - Provided overview of land use application timelines



Agenda

- Brief Background
- Project Features and Benefits
- Review of Mitigation Commitments
- Upcoming Land Use Reviews and Type IV Approval Criteria
- Discussion Questions

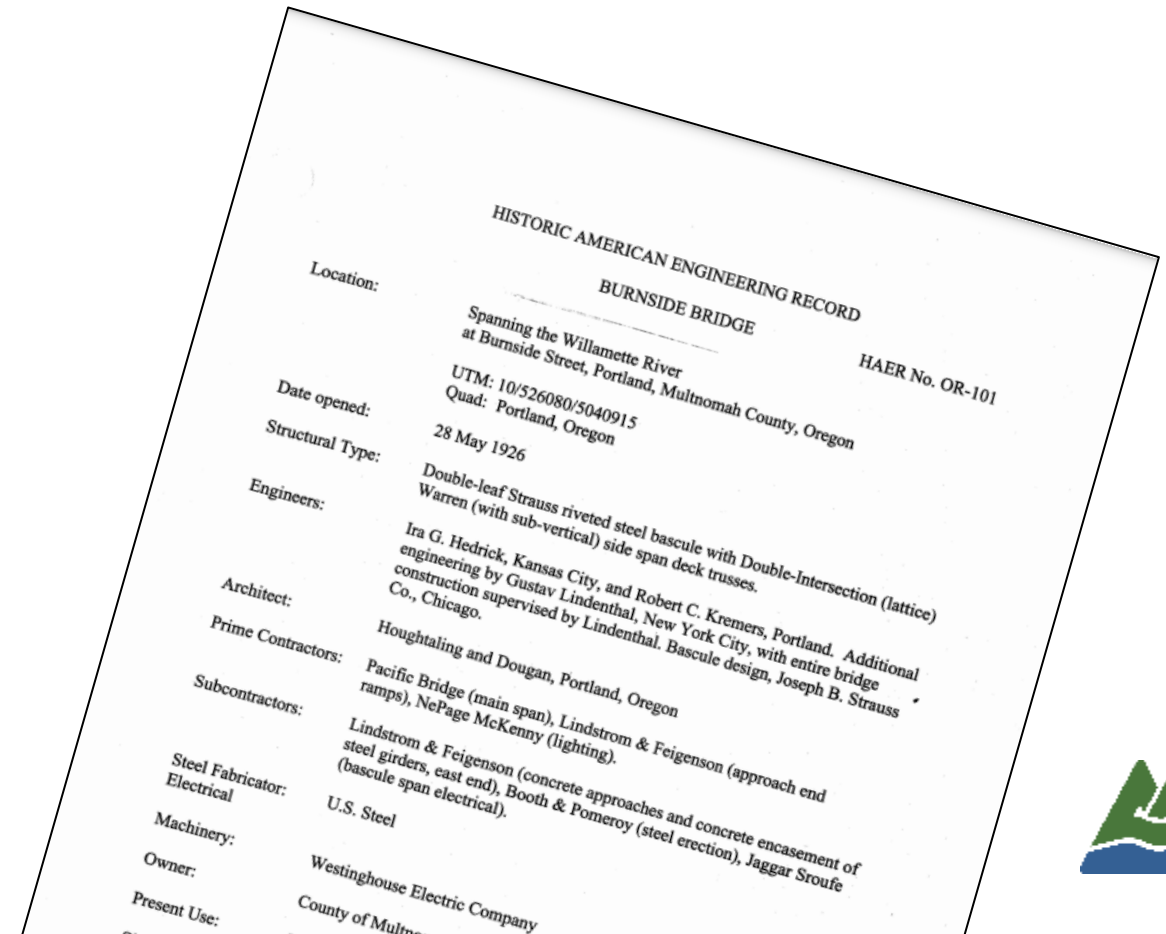
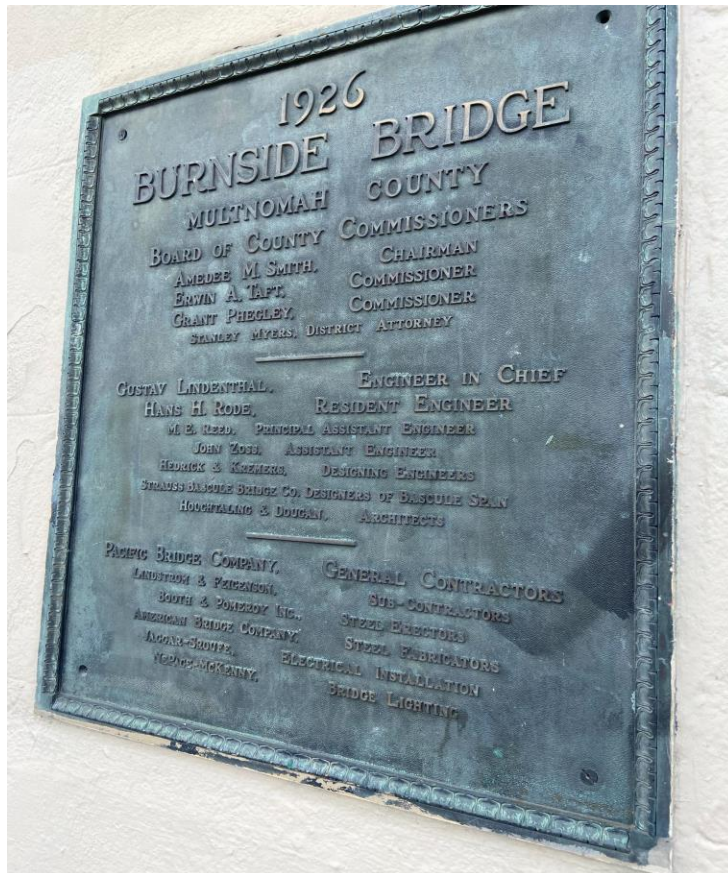


The background is a blue-tinted photograph of a cityscape. In the foreground, a large bridge with multiple concrete piers spans across a body of water. The city buildings and hills are visible in the background, all rendered in a monochromatic blue color. The text 'Brief Background' is centered over the image in a white, bold, sans-serif font.

Brief Background

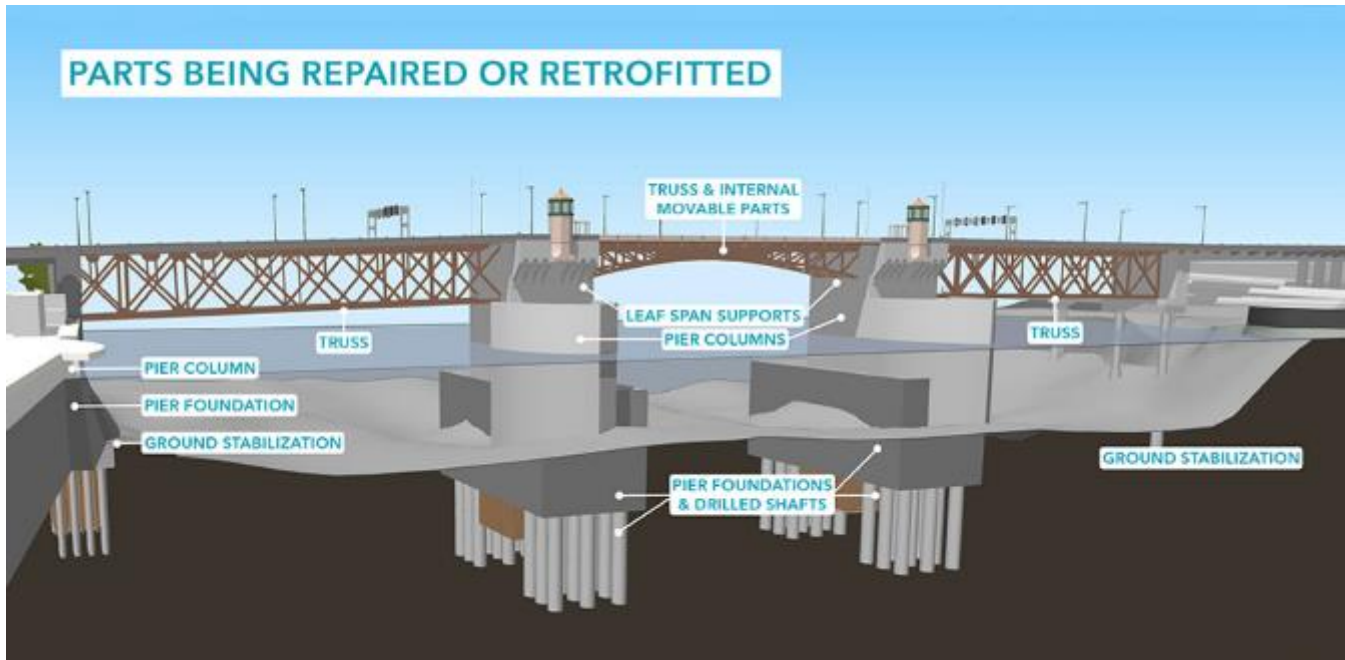
Brief Background

Multnomah County placed four bridges on the National Historic Register in 2012 as mitigation for adding a multi-use path on the Morrison Bridge.



Brief Background

As part of the Environmental Review Phase, the County evaluated and dismissed seismically retrofitting the existing bridge



Conclusion

- Same cost or more as a replacement
- Deteriorated bridge condition (95+ years old)
- Requires major structural modifications
- Remains a Section 106 Adverse Effect

Project Features and Benefits

The background of the slide is a faded, reddish-orange image of a neon sign. The sign features a large buck with antlers at the top, the word 'Old Town' in a stylized, cursive font in the middle, and the words 'OLD TOWN' in a blocky, outlined font at the bottom. The sign is mounted on a metal frame.

Proposed New Burnside Bridge

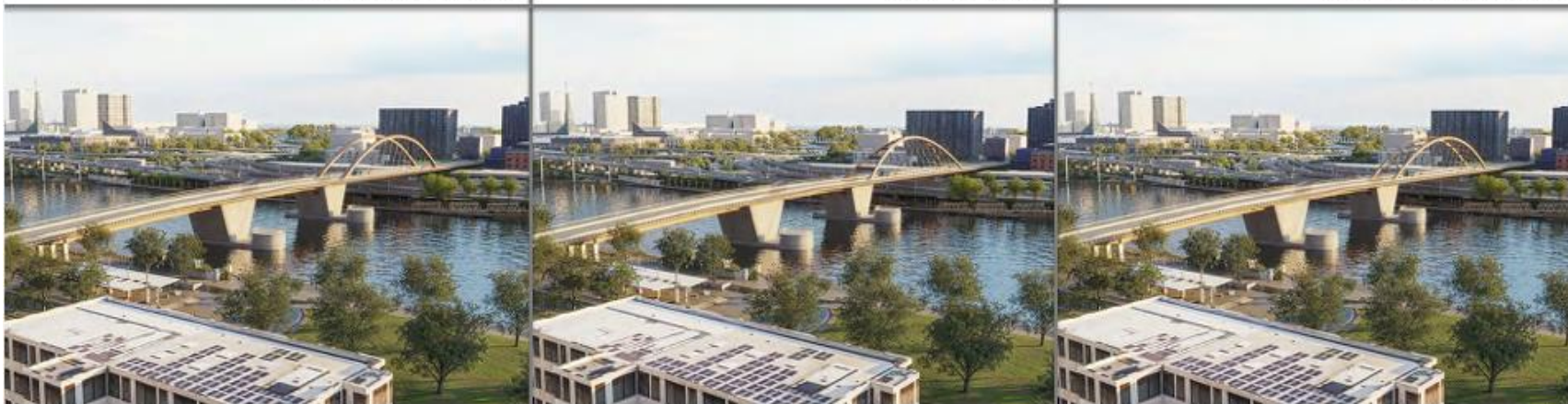
Range of East Approach Bridge Types under Consideration



CS1- Goalpost tower

CS2- V tower

CS3- Inverted-Y tower



TA1-Unbraced vertical arches

TA2-Braced basket-handle arch

TA3- Braced vertical arches



Proposed New Burnside Bridge

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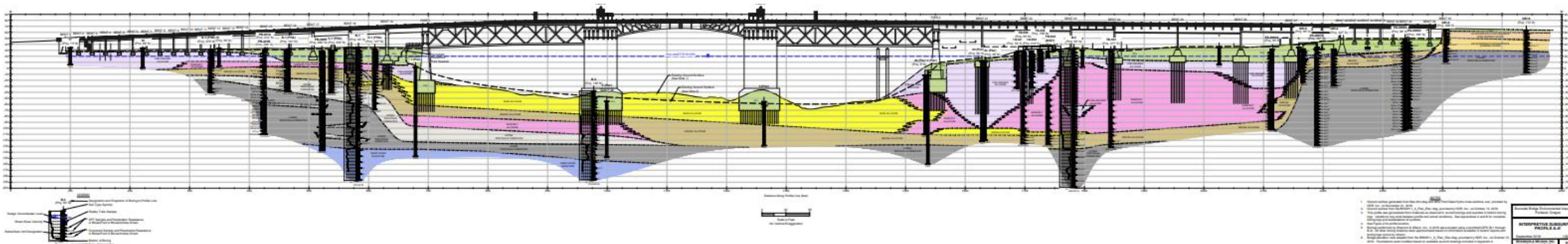
TA3- Braced vertical arches



Project Features and Benefits

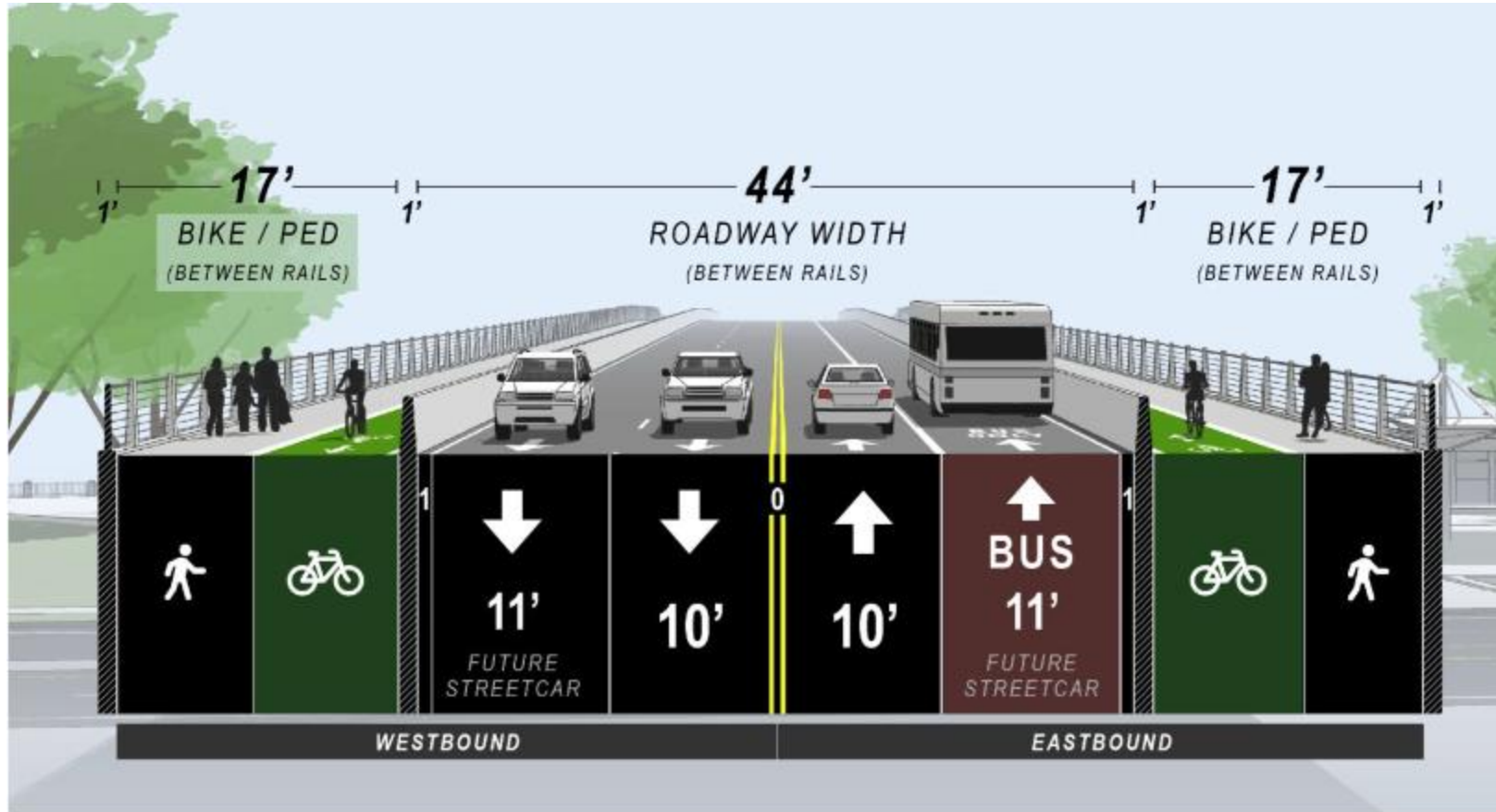
Seismically Resilient Willamette River Crossing

- The Project will build the first seismically resilient vehicular crossing in downtown Portland that will be immediately usable after a major earthquake.
- The new Burnside Bridge will support emergency relief efforts, reunite families, connect people to critical services, and serve an instrumental role in a faster, more efficient economic recovery for the region and state.



Project Features and Benefits

IMPROVED PEDESTRIAN, BICYCLE, TRANSIT FACILITIES ON BRIDGE



Proposed Typical Bridge Cross Section

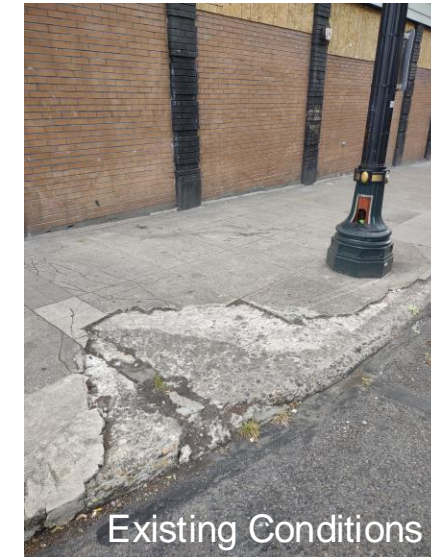


Project Features and Benefits

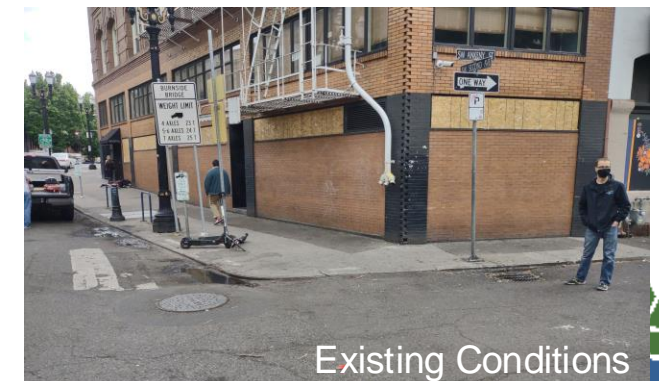
IMPROVED PEDESTRIAN FACILITIES OFF BRIDGE



The project will add new or improved ADA-compliant sidewalks that connect to nearby transit facilities, creating safer, more comfortable access for people with disabilities.



Existing Conditions

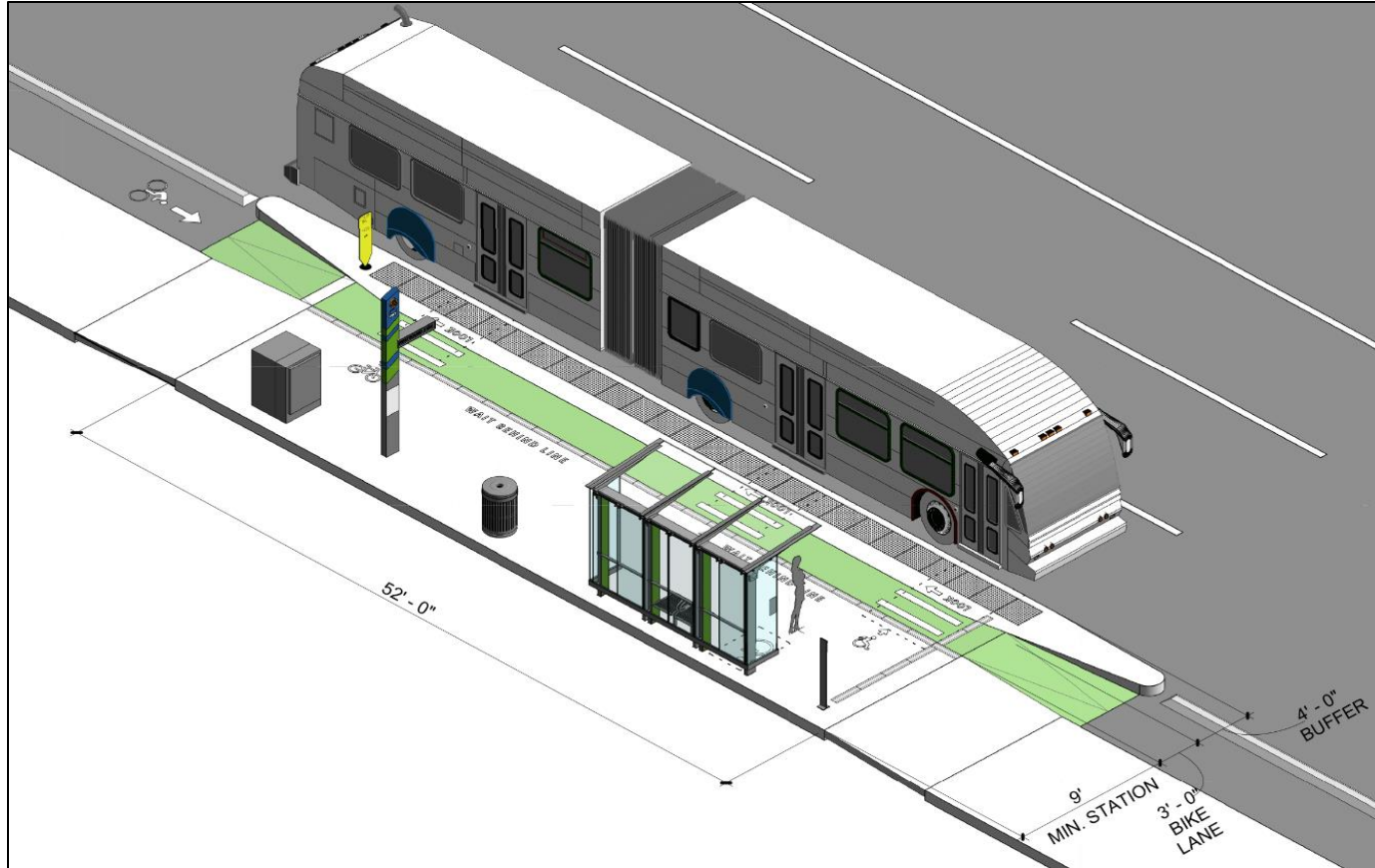


Existing Conditions

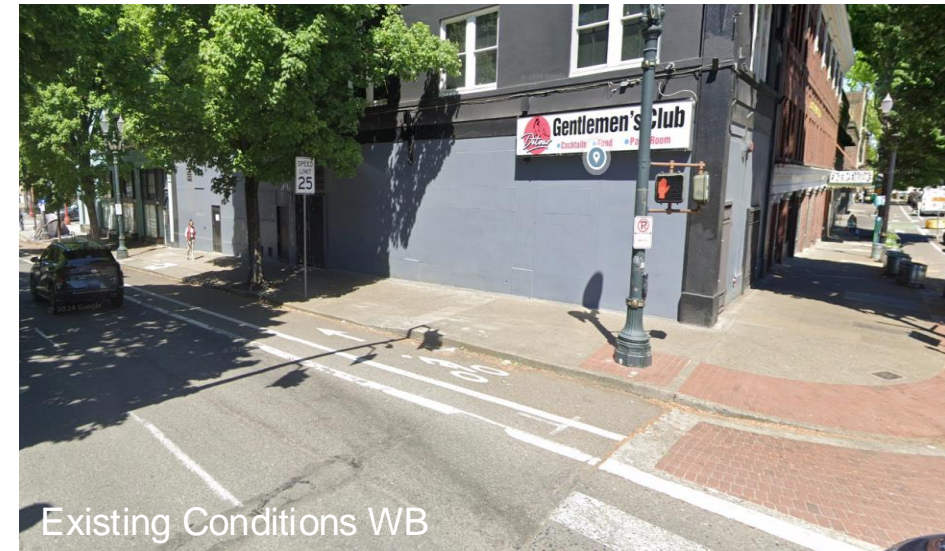


Project Features and Benefits

IMPROVED TRANSIT FACILITIES OFF BRIDGE



Example of proposed bus stop currently under consideration



Project Features and Benefits

- The Project will reduce the amount of bridge Structure in Waterfront Park
- Reinforce pedestrian scale and orientation in the district.
- Reestablish the sense of the district in Waterfront Park and on Naito Parkway.
- Removes obstructions (exploring 1 or 2 supports) for greater pedestrian circulation and open feel



Existing condition in Waterfront Park



Review of Mitigation Commitments

The background of the slide is a semi-transparent orange overlay. In the center, there is a large, stylized neon sign. The sign features a cowboy on a horse, with the words 'OLD TOWN' written in a decorative, cursive font below the figure. The sign is mounted on a metal frame and is set against a dark, possibly night-time, background.



Programmatic Agreement

Signatories

- Federal Highway Administration
- Oregon State Historic Preservation Office
- Oregon Department of Transportation
- Multnomah County
- Advisory Council on Historic Preservation

Key Findings: No adverse effect on any historic buildings

Purpose

- **Identifies** mitigation of adverse effects to the Burnside Bridge
- **Defines** an Archeological Identification, Monitoring, and Treatment Plan
- **Defines** minimization efforts for construction vibration
- **Identifies** stipulations for the protection and treatment of historic resources during construction





Consulting Parties Advisory Group

Purpose:

To advise the project on the implementation of mitigation commitments identified in the Programmatic Agreements

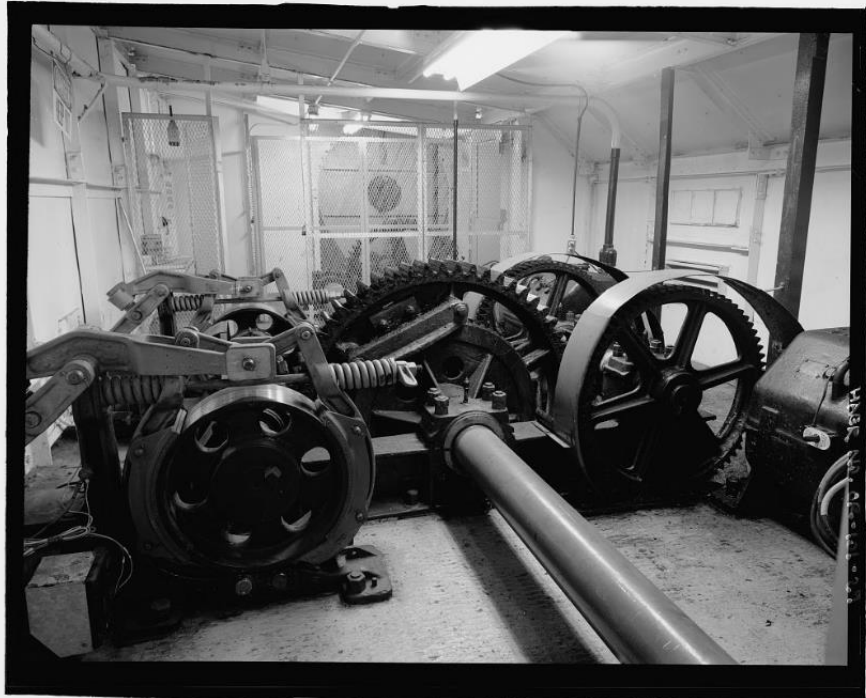
Invitees:

- Signatories: ODOT, FHWA, MultCo, ACHP
- Concurring Party: National Parks Service
- Confederated Tribes of the Grand Ronde
- Confederated Tribes of Siletz Indians
- Confederated Tribes of the Umatilla Indian Reservation
- Confederated Tribes of the Warm Springs Reservation
- Confederated Tribes and Bands of the Yakama Nation
- Cowlitz Indian Tribe
- Columbia River Inter-Tribal Fish Commission
- Architectural Heritage Center HistoricBridges.org
- Historic Bridge Foundation
- Japanese American Museum of Oregon
- New Traditional Architecture
- Oregon Black Pioneers
- Oregon Historical Society
- Restore Oregon
- Willamette Light Brigade
- Ed and Sharon Wortman



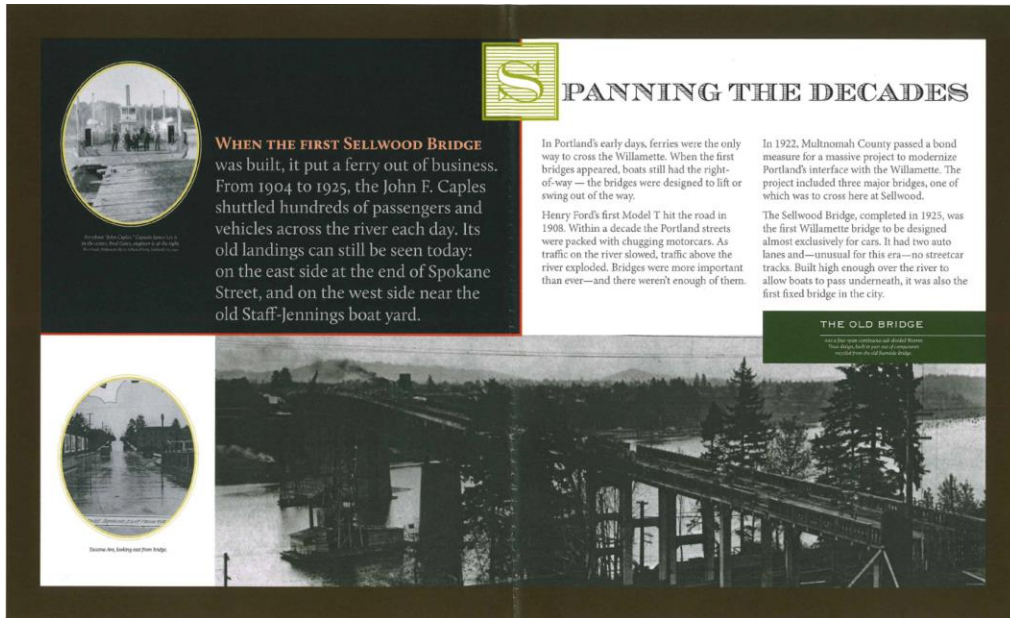
Salvage and Reuse

- Exploring options to salvage and reuse components of the current Burnside Bridge (examples: railings, mechanical components, etc.).



Interpretive Displays

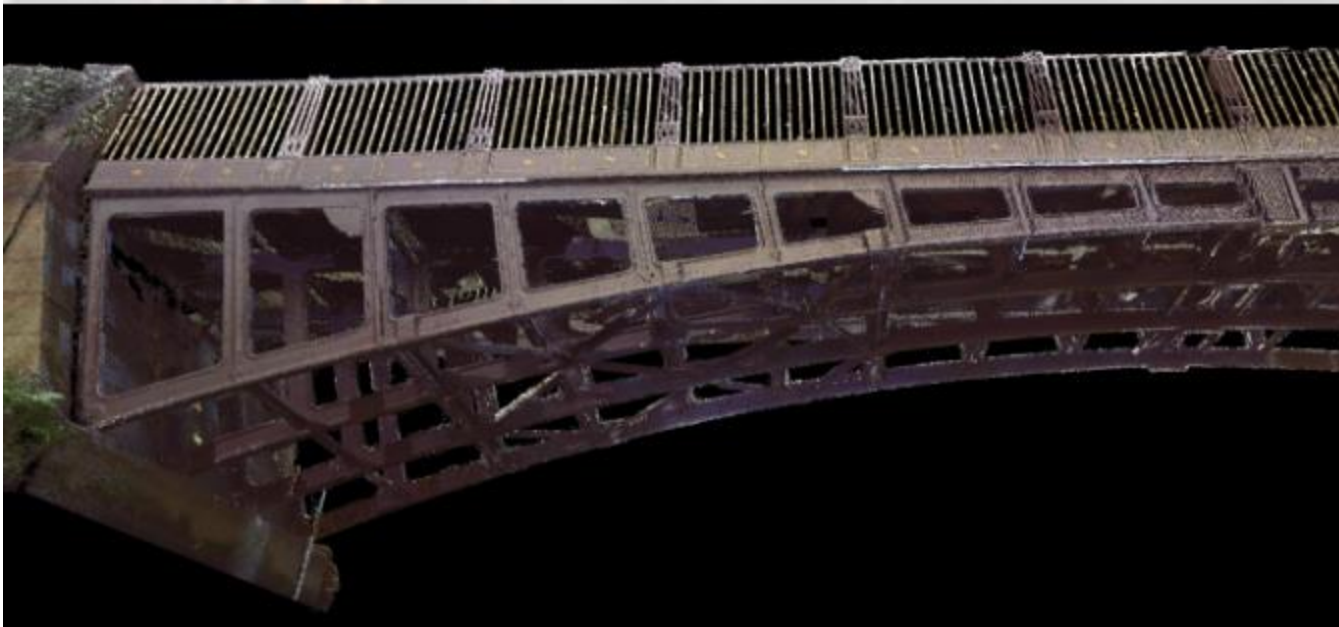
- Three displays (min) to be located on the bridge, focusing on the Burnside Bridge history and significance including social and civic importance.



Section 106 Mitigation

Three-Dimensional Scanning

- A three-dimensional scan will be made available to the public.



<https://www.geoterra.co.uk/>

Oregon State researchers work to preserve the past with 3D mapping of Silver Falls Lodge



By **Kristian Foden-Vencil** (OPB)

May 4, 2024 6 a.m. Updated: May 13, 2024 4:21 p.m.



OSU student and staff fly a 3D mapping drone at Silver Falls State Park, April 24, 2024.

Kristian Foden-Vencil / OPB

Section 106 Mitigation

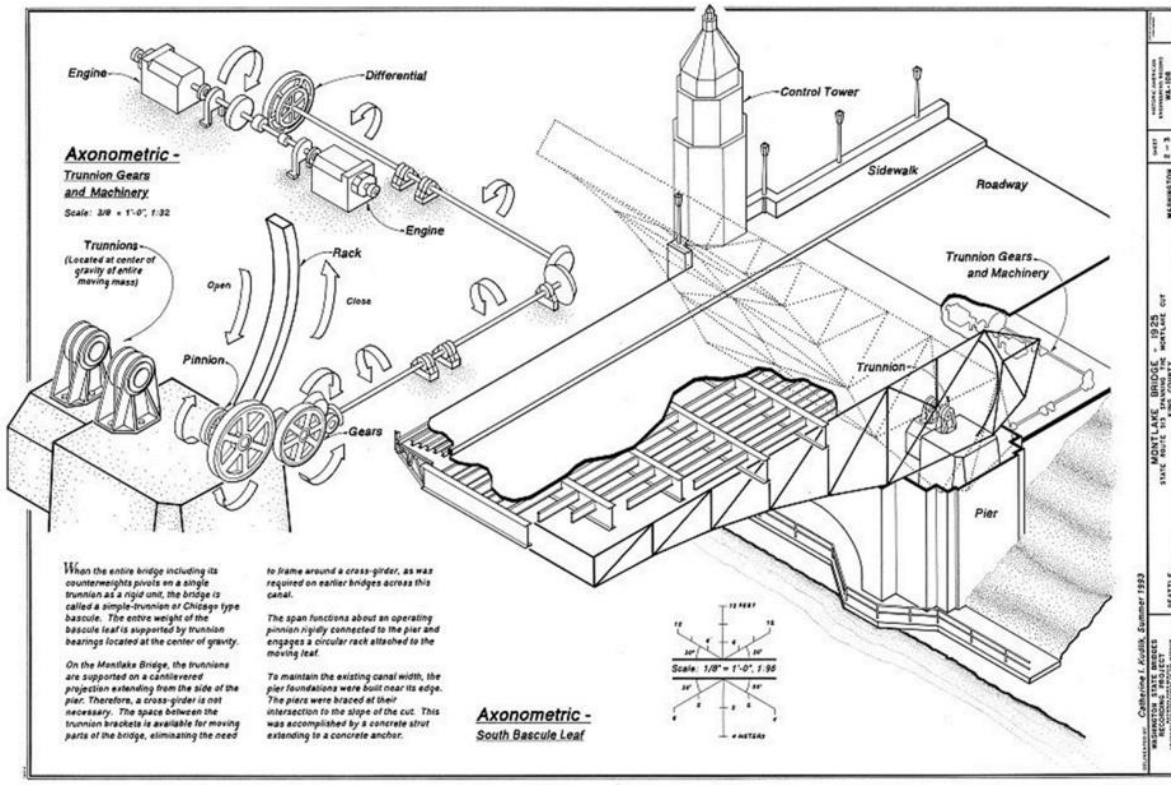
Video Documentation

- Four videos (min) showing opening and closing operations, interior of the bridge cab and processes, internal bridge machinery in operation, and demolition and construction.



Generate HAER Documentation

- Historic American Engineering Record (HAER) documentation details and requirements will be prescribed by National Park Service.



Example of HAER style drawings

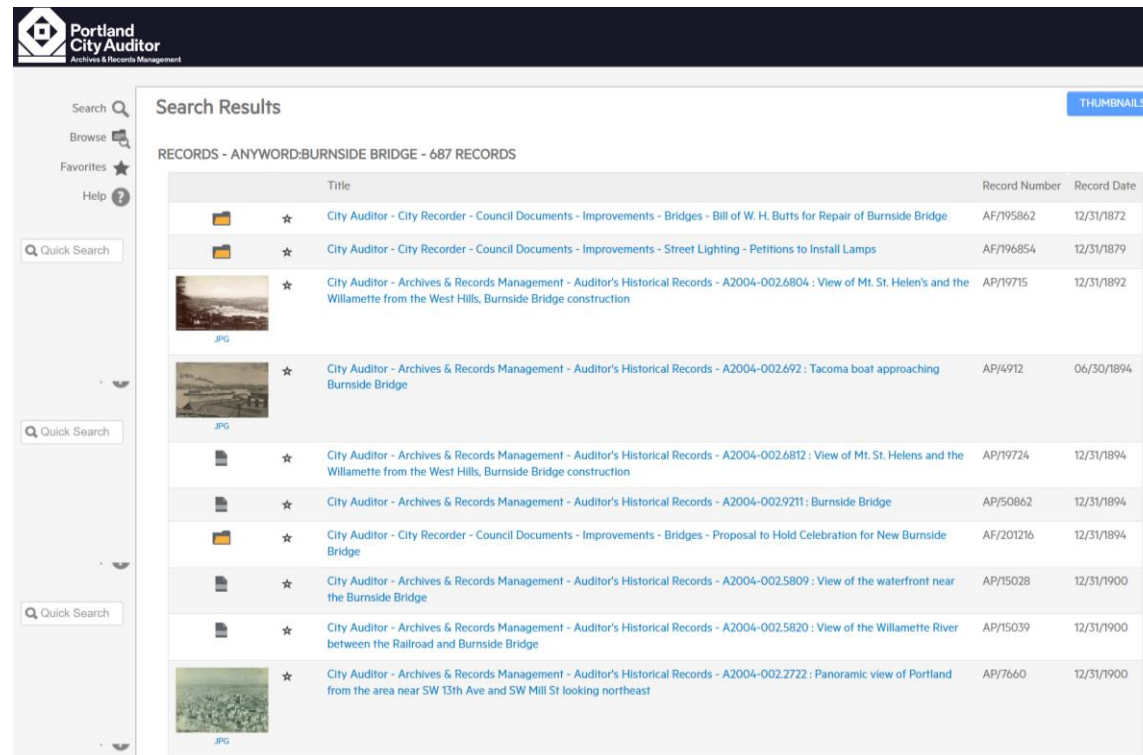
Source: Courtesy Library of Congress



Section 106 Mitigation

Digitize Archival Records

- Inventory of manuscript and photographic holdings and review of unarchived materials resulting in digitizing and making new submissions to archive records for the Burnside Bridge.



Portland City Auditor Archives & Records Management

Search Results

RECORDS - ANYWORD-BURNSIDE BRIDGE - 687 RECORDS

Title	Record Number	Record Date
★ City Auditor - City Recorder - Council Documents - Improvements - Bridges - Bill of W. H. Butts for Repair of Burnside Bridge	AF/195862	12/31/1872
★ City Auditor - City Recorder - Council Documents - Improvements - Street Lighting - Petitions to Install Lamps	AF/196854	12/31/1879
★ City Auditor - Archives & Records Management - Auditor's Historical Records - A2004-002.6804 : View of Mt. St. Helen's and the Willamette from the West Hills, Burnside Bridge construction	AP/19715	12/31/1892
★ City Auditor - Archives & Records Management - Auditor's Historical Records - A2004-002.692 : Tacoma boat approaching Burnside Bridge	AP/4912	06/30/1894
★ City Auditor - Archives & Records Management - Auditor's Historical Records - A2004-002.6812 : View of Mt. St. Helens and the Willamette from the West Hills, Burnside Bridge construction	AP/19724	12/31/1894
★ City Auditor - Archives & Records Management - Auditor's Historical Records - A2004-002.9211 : Burnside Bridge	AP/50862	12/31/1894
★ City Auditor - City Recorder - Council Documents - Improvements - Bridges - Proposal to Hold Celebration for New Burnside Bridge	AF/201216	12/31/1894
★ City Auditor - Archives & Records Management - Auditor's Historical Records - A2004-002.5809 : View of the waterfront near the Burnside Bridge	AP/15028	12/31/1900
★ City Auditor - Archives & Records Management - Auditor's Historical Records - A2004-002.5820 : View of the Willamette River between the Railroad and Burnside Bridge	AP/15039	12/31/1900
★ City Auditor - Archives & Records Management - Auditor's Historical Records - A2004-002.2722 : Panoramic view of Portland from the area near SW 13th Ave and SW Mill St looking northeast	AP/7660	12/31/1900

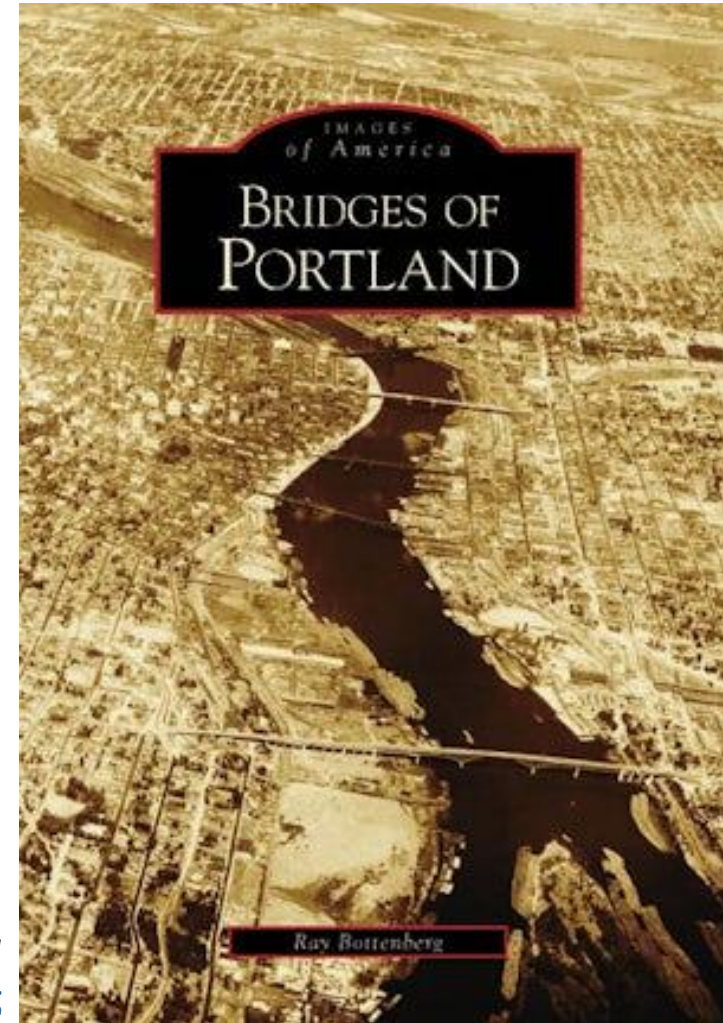
<https://www.portland.gov/archives/archives>



Section 106 Mitigation

Scholarly Publication

- Scholarly publication including history of lower Willamette River crossings addressing precontact crossings, ferries, and bridges, including historical themes and major chronological periods. The publication will also include documentation of the bridge's civic and social importance.



Bridges of Portland
By [Ray Bottenberg](#)









Host Public Event Prior to Demolition

- A half-day event for the public will celebrate and acknowledge the history of the existing bridge.

Multnomah County

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Multnomah County


A stroll down memory lane as neighbors bid farewell to their bridge

Change, even if it means a better future, can make a person think about the past.

And so it was Thursday night as neighbors, friends and strangers crossed the 90-year-old [Sellwood Bridge](#) for the last time.

Under an expanse of stars on the cloudless February night, parents pushed strollers. Others kept a watchful eye on pajama-clad children teetering about with glow sticks looped around their necks.

Poodles and collies, shepherds and St. Bernards pulled their owners up the arching expanse. Frogs croaked out a low chorus from the dark banks below. In the distance a bagpiper played



Section 106 Mitigation

3D Scale Model

- The model will be at a scale of 1:500, designed for public display, and fabricated of durable materials.



Section 106 Mitigation

Update Wikipedia Entry

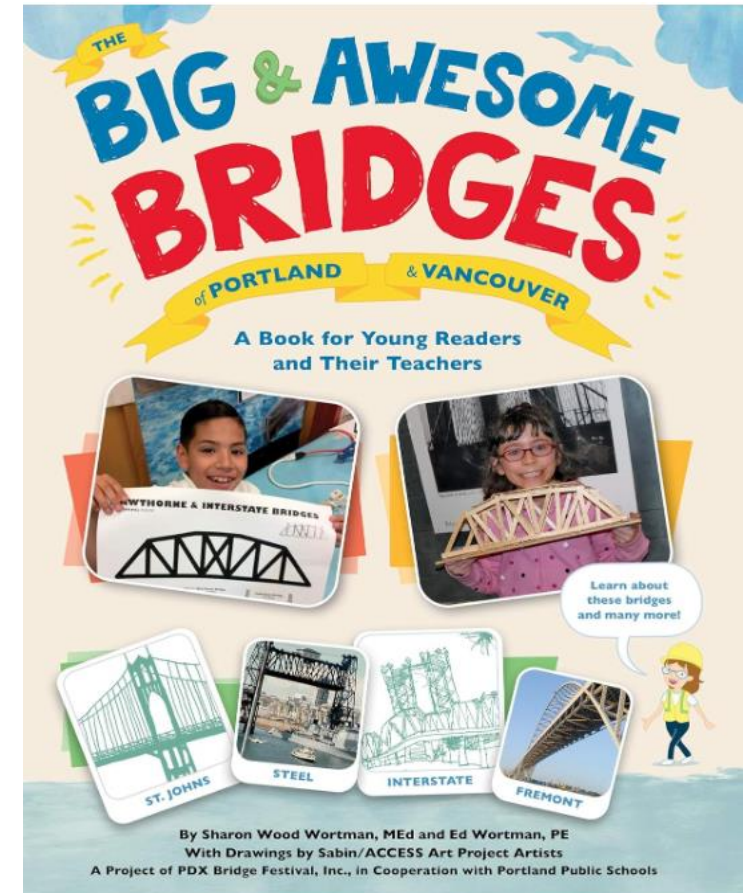
- Update the Wikipedia entry to include the broader social and cultural context, corrected links, and link to the Multnomah County Burnside Bridge website.

Update Oregon Encyclopedia Entry

- Develop an entry for the online Oregon Encyclopedia including the role of the Burnside Bridge and its significance.

Update *The Big and Awesome Bridges of Portland and Vancouver* book

- Develop an online pamphlet focusing on the replacement of the Burnside Bridge compatible with the format of *The Big and Awesome Bridges of Portland and Vancouver* book to be available to the public and educators.



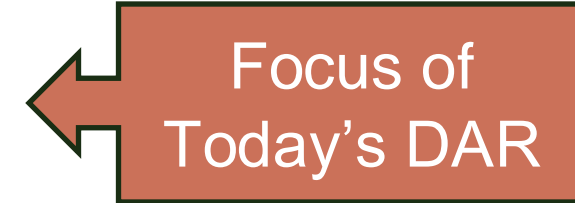


Upcoming Land Use Reviews and Type IV Approval Criteria

Upcoming Land Use Reviews

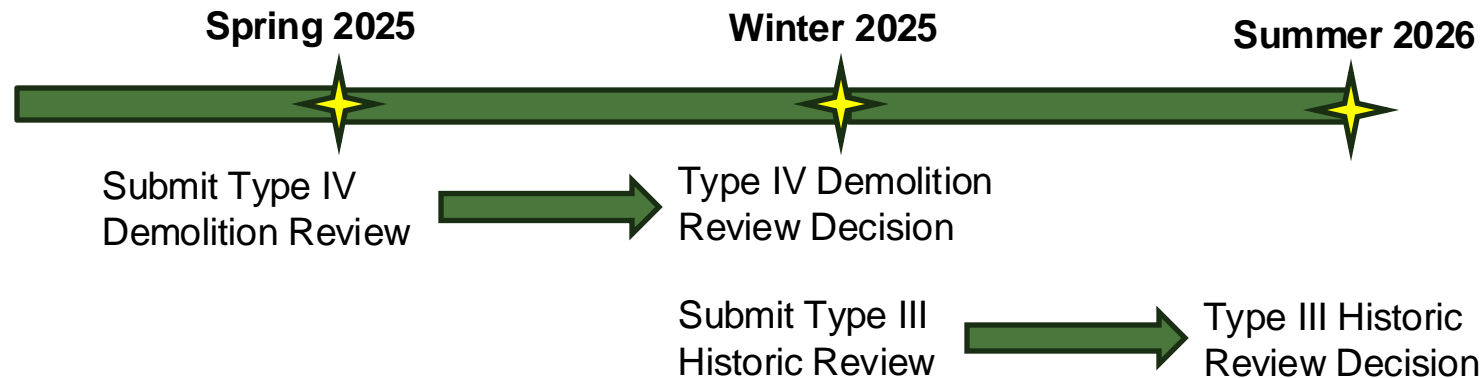
Type IV Demolition Review

- Required for demolition of the existing Burnside Bridge
- HLC provides a recommendation to the City Council



Type III Historic Resource Review

- Required for proposed new bridge elements within the Portland Skidmore/Old Town Historic District
- Future Design Advice Request (DAR) with HLC
- HLC makes the decision





Type IV Demolition Review

APPLICABLE DOCUMENTS – APPROVAL CRITERIA

Portland Zoning Code section 33.846.080.C.1.a-f

Portland Comprehensive Plan 2035

Portland Central City 2035

SUPPORTING DOCUMENTS

National Register Nomination of Burnside Bridge (2012)

National Register Nomination for the Skidmore/ Old Town Historic District (1975)



APPROVAL CRITERIA

Proposals to demolish a historic resource **will be approved if the review body finds that one of the following approval criteria is met:**

1. Demolition of the resource has been evaluated against and, **on balance, demolition has been found to be equally or more supportive of relevant goals and policies of the Comprehensive Plan, and any relevant area plans, than preservation, rehabilitation, or reuse of the resource.** The evaluation must consider:
 - a. Historical value
 - b. Economic consequences
 - c. Demolition Merits
 - d. Re-development Merits
 - e. Preservation Merits
 - f. Proposed Mitigation



APPLICATION NARRATIVE APPROACH

1. Describe the Project as it relates to demolition evaluation factors (1.a) through (1.f).
2. Determine which Comprehensive Plan and Central City Plan goals and related policies apply to this demolition request and how these policies relate to demolition evaluation factors (1.a) through (1.f).
3. Explain why, on balance, applicable Comprehensive Plan and Central City Plan goals and policies support the demolition and replacement of the Burnside Bridge.



Approval Criteria: 1.a Historical value

Factor 1.a	Approach
<i>The resource's age, condition, historic integrity, historic significance, design or construction rarity, value to the community, and association with historically marginalized individuals or communities</i>	Demonstrate that impacts associated with demolishing this historic structure were thoroughly evaluated as part of the National Environmental Policy Act (NEPA) review process, including identification of mitigation.



Approval Criteria: 1.b Economic Consequences and 1.c Demolition Merits

Factors 1.b and 1.c	Approach
<p><i>The economic consequences for the owner and the community;</i></p> <p><i>The merits of demolition</i></p>	<p>Demonstrate the benefit of replacement relative to a seismic retrofit as it relates to:</p> <ul style="list-style-type: none">• Use of public funds for long-term maintenance and repair costs over a 100-year service life• Reliability of performance during an earthquake, providing our community with the first seismically resilient vehicular bridge in downtown Portland



Factor 1.d	Approach
<p><i>The merits of development that could replace the demolished resource, either as specifically proposed for the site or as allowed under the existing zoning</i></p>	<p>Focus on functional improvements of replacement bridge as presented earlier including:</p> <ul style="list-style-type: none">• Improvements to bike, ped, transit amenities both on an adjacent to bridge• Seismic resiliency



Approval Criteria: 1.e Preservation Merits

Factor 1.e	Approach
<p><i>The merits of preserving the resource, taking into consideration the purposes described in Subsection A</i></p> <p><i>A. Purpose. Demolition review protects landmarks and contributing resources in districts. Demolition review recognizes that historic resources are irreplaceable assets significant to the region’s architectural, cultural, and historical identity and their preservation promotes economic and community vitality, resilience, and memory. In the event that demolition of a historic resource is approved, demolition review also addresses the potential for mitigation of the loss.</i></p>	<p>Demonstrate that a Seismic Retrofit Alternative was thoroughly evaluated during the NEPA Phase</p>



Approval Criteria: 1.f Demolition Mitigation

Factor 1.f	Approach
<i>Any proposed mitigation for the demolition</i>	Detail the mitigation commitments identified in the Section 106 National Historic Preservation Act Programmatic Agreement.



2035 Comprehensive Plan Goals and Policies - Chapters

1: The Plan

2: Community Involvement

3: Urban Form

4: Design and Development

5: Housing

6: Economic Development

7: Environment and Watershed Health

8: Public Facilities and Services

9: Transportation

10: Land Use Designations and Zoning

"The particular policies that matter more will change from one decision to another. There is no set formula — no particular number of “heavier” policies equals a larger set of “lighter” policies. In cases where there are competing directions embodied by different policies, City Council may choose the direction they believe best embodies the plan as a whole." - 2035 Comprehensive Plan: How to Use the Plan



Five **Guiding Principles** to recognize that implementation of the Plan must be balanced, integrated and multi-disciplinary

- Economic Prosperity
- Human Health
- Environmental Health
- Equity
- Resilience



The background is a blue-tinted photograph of a cityscape. In the foreground, a large bridge with multiple concrete piers spans across a wide river. The city buildings and hills are visible in the background, all rendered in a monochromatic blue color. The text 'Discussion Questions' is centered over the image in a large, white, sans-serif font.

Discussion Questions

Questions

- Does the HLC have any concerns or recommendations regarding our overall **approach** to the Type IV application narrative?
- Are there specific **aspects of each factor** that the HLC would like to see highlighted in the application narrative?
- Are there certain Comprehensive Plan or Central City Plan **policies** or topics that the HLC would like to see considered in more detail in the application narrative?

33.846.080.C.1.a-f Approval Criteria Factors

- (a) Historical value
- (b) Economic consequences
- (c) Demolition Merits
- (d) Re-development Merits
- (e) Preservation Merits
- (f) Proposed Mitigation



An aerial photograph of a city bridge over a river, with a city skyline in the background. The image is overlaid with a semi-transparent blue filter. The text "Thank you" is centered in white.

Thank you