



# **City of Portland Bureau of Development Services**

**Staff Presentation to the  
City Council**

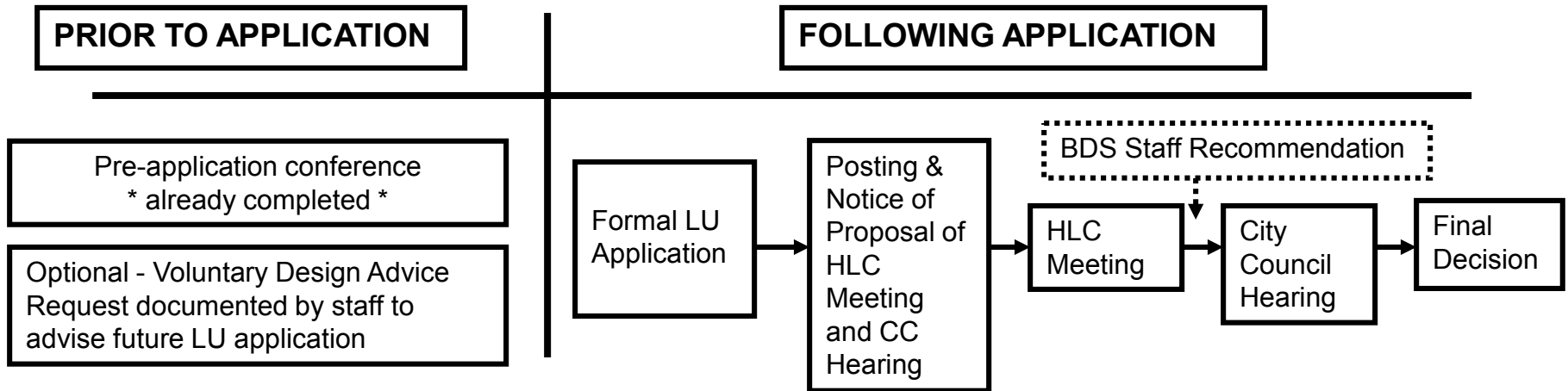
**Demolition Review  
LU 14-249689 DM**

**Washington Park Reservoirs – 2403 SW Jefferson  
National Register Historic District**

*April 23, 2015*

# Type 4 Demolition Review

- Pre-application Conference (May 2014)
- Voluntary 1 Briefing + 3 Design Advice (2013-2014)
- Public Notice of Historic Landmarks Commission meeting and City Council Hearing
- Posting of Proposal at site, includes Historic Landmarks Commission meeting and City Council Hearing dates
- Historic Landmarks Commission Public Meeting – advisory
- BDS Staff prepares a Recommendation to City Council
- City Council Hearing – final decision



\*\*\*A Demolition Permit will not be issued until a permit is issued for the replacement proposal, to be reviewed under a separate Type III land use application.

# Precedents – 2010 Kiernan Building Demolition

- Demolition of contributing 1-story commercial building in New Chinatown/Japantown Historic District to be replaced with new 4-story Blanchet House of Hospitality on the same footprint.
- Approved



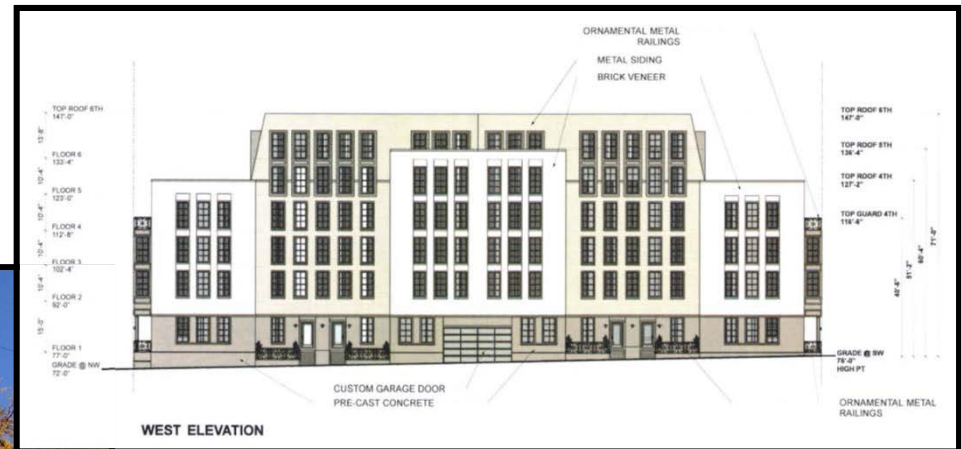
City Council noted that “a new proposed facility, encompassing low-income housing, a soup kitchen, and other related services... is the highest and best use of the site.”

Council found that the proposal, *on balance*, met the majority of the approval criteria.

# Precedents – 2014 Buck-Prager Building Demolition

- Demolition of contributing 1/8 block 3-story former hospital building in Alhabet Historic District to be replaced with new 4- to 6-story apartment building on half block.

- Denied



City Council noted that a new market-rate apartment building did not provide a *significant public benefit* to compensate for the loss of a historic resource.

Council found that the proposal, *on balance*, did not meet the approval criteria.

# Approval Criteria – Demolition Review

## **33.846.080 Demolition Review**

### **Purpose.**

*Demolition review protects resources that have been individually listed in the National Register of Historic Places and those that have been classified as contributing in the analysis done in support of a Historic District's creation.*

It also protects Historic Landmarks and Conservation Landmarks that have taken advantage of an incentive for historic preservation and historic resources that have a preservation agreement.

*Demolition review recognizes that historic resources are irreplaceable assets that preserve our heritage, beautify the city, enhance civic identity, and promote economic vitality.*

### **Review procedure.**

Demolition reviews are processed through a Type IV procedure.



# Approval Criteria – Demolition Review

## **Portland Zoning Code 33.846.080.C.2 Demolition Review**

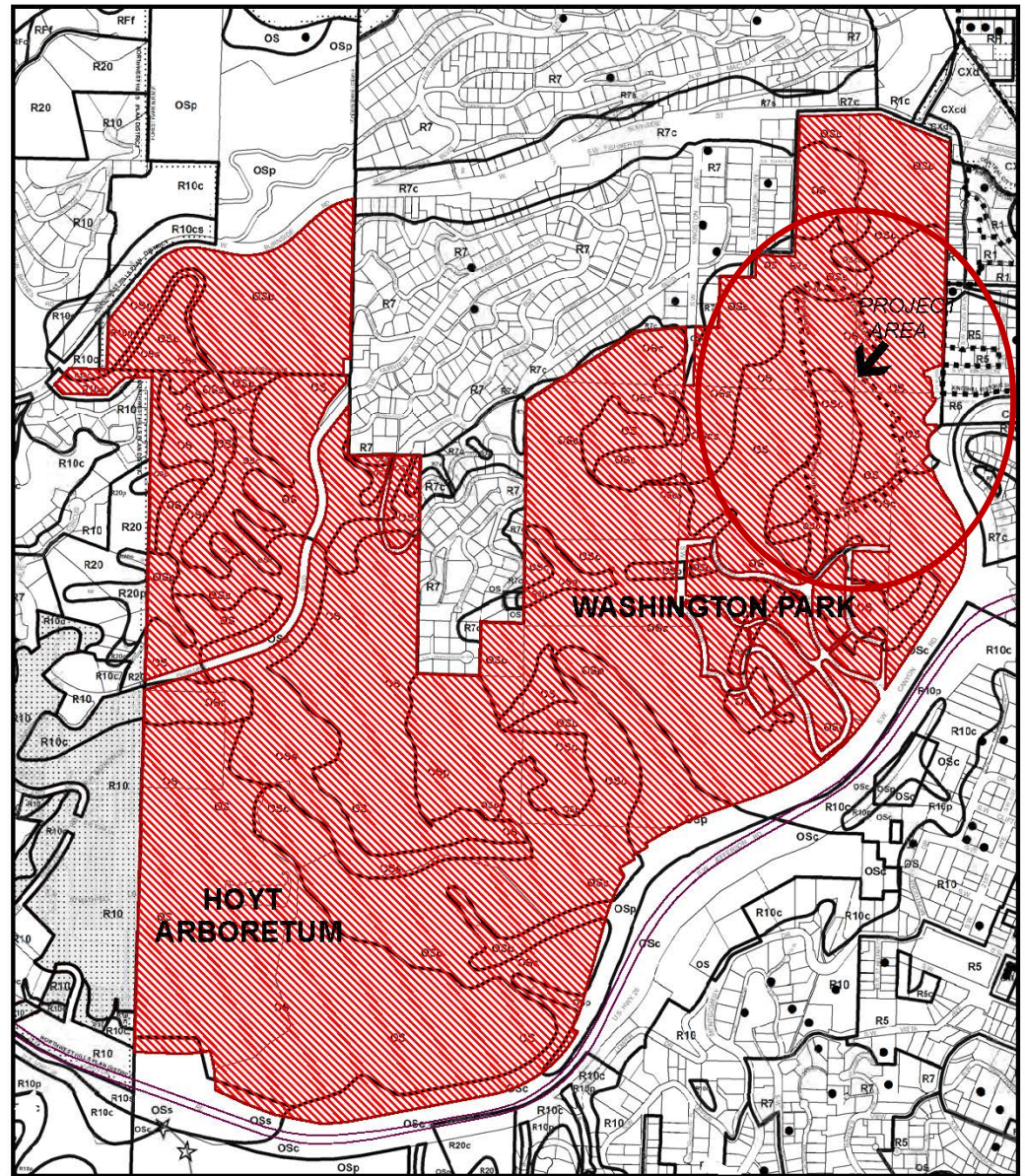
Proposals to demolish a historic resource will be approved if the review body finds that one of the following approval criteria is met:

1. Denial of a demolition permit would effectively deprive the owner of all reasonable economic use of the site; or
2. 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 any relevant area plans. The evaluation may consider factors such as:
  - a. The merits of demolition;
  - b. The merits of development that could replace the demolished resource, either as specifically proposed for the site or as allowed under the existing zoning;
  - c. The effect demolition of the resources would have on the area's desired character;
  - d. The effect that redevelopment on the site would have on the area's desired character;
  - e. The merits of preserving the resource, taking into consideration the purposes described in Subsection A; and
  - f. Any proposed mitigation for the demolition.

*Applicable Plans include: Comprehensive Plan Goals and Policies document - Oct 1980/Nov. 2011), Scenic Resources Protection Plan (1991), Washington Park Master Plan (1981), Washington Park Reservoirs Historic District National Register nomination (2004)*

# Zoning

- OScps, Open Space w/ Environmental Conservation, Environmental Protection, and Scenic Resource overlay zones
- Washington Park Reservoirs Historic District, listed in the National Register of Historic Places on January 15, 2000



## ZONING

 Site

 Historic Landmark



NORTH

File No. LU 14-249689 DM

1/4 Section 3025,3026,3027,3125,3126,3127,3225,3226

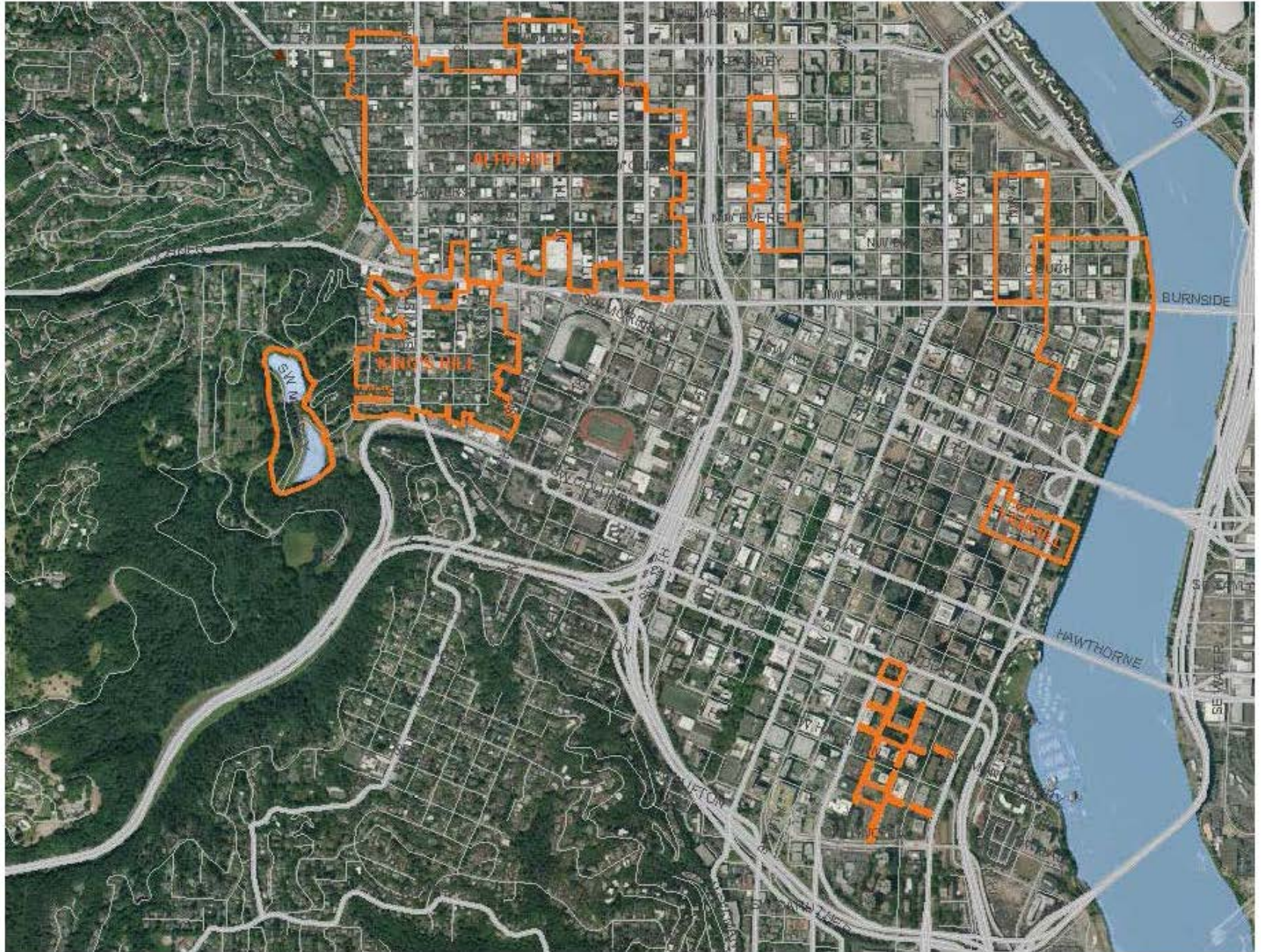
Scale 1 inch = 800 feet

State Id 1S1E05 500

Exhibit B (Feb 05,2015)



# Aerial View of District





# Aerial View of Site



# Demolition Review for 3 contributing resources

Demolition Review approval is requested for the demolition of three existing contributing structures: (1894) Reservoir 3, (1894) Reservoir 4, and the (1946) Weir Building in the Washington Park Reservoirs National Register Historic District.

The Washington Park Reservoirs Historic District was created in 2000, as it was found to meet the following National Register listing Criteria:

- A – Association with events that have made a significant contribution to the broad patterns of our history;
- C – Embodiment of the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.



Reservoir 3

Reservoir 4

Weir Building



# Site Photos

Hillside above Reservoir 4



View above Reservoir 4



Reservoir 4



# Site Photos

Pump House 1



Gatehouse 3  
& Dam 3



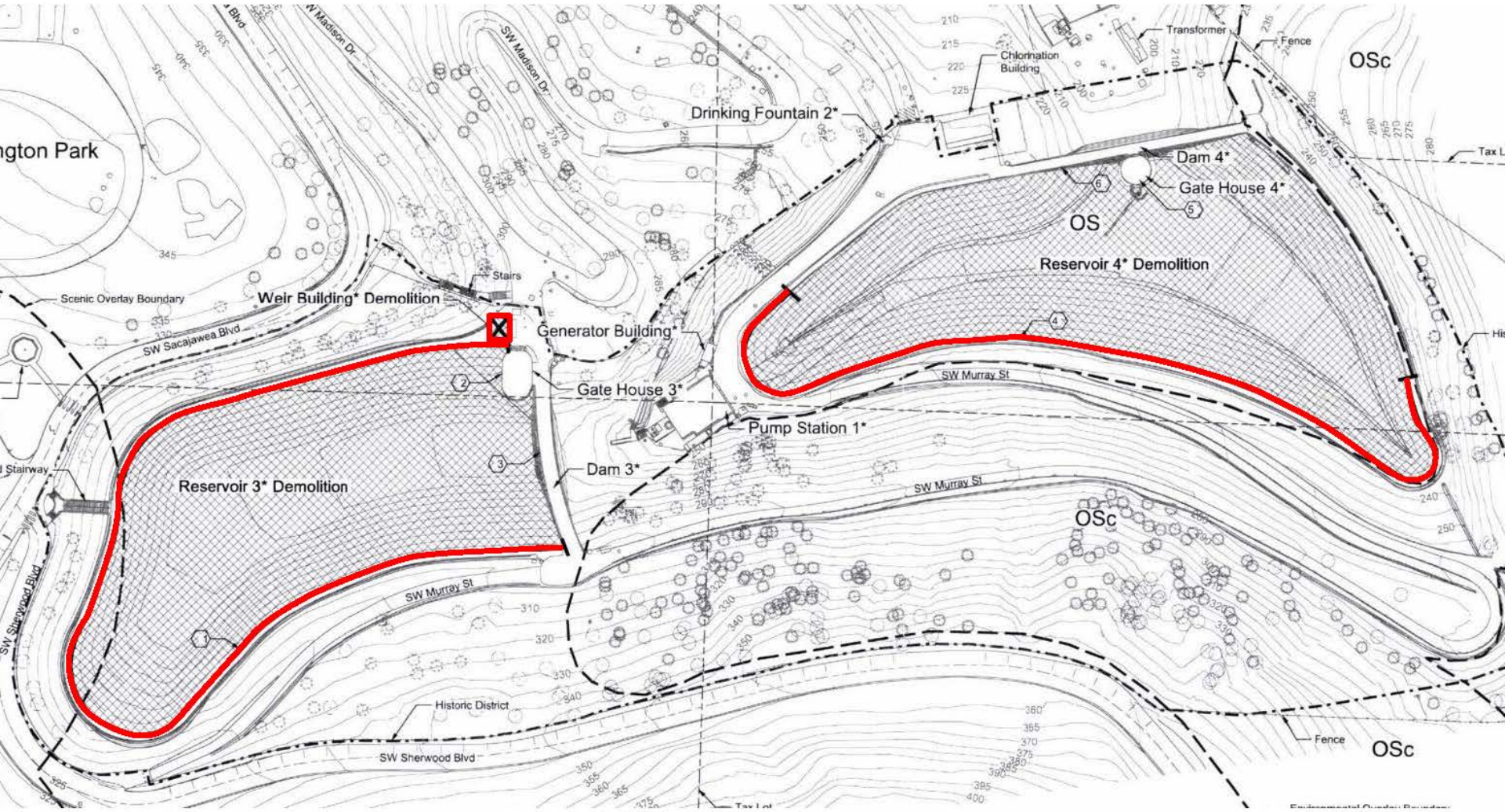
Reservoir 3



Decorative Urn



# Extent of Demolition





# Proposed Redevelopment

- Construction of a new buried reservoir beneath a cascading reflecting pool at Reservoir 3, a new smaller reflecting pool with wetland habitat at Reservoir 4, preservation work on dams, gatehouses, and other structures, widening of paths and incorporation of new lighting, and introduction of an interpretation program.





# Applicant response to the Approval Criteria

Comprehensive Goals related to Public Facilities and Water Service should be weighed more heavily, as the provision of water – an essential public service – is one of the principal roles of local government.

Retaining the existing historic resources in place will leave water services, downhill populations, and the existing structures at risk due to landslide pressures and seismic inadequacy.

PWB has acknowledged that preservation of remaining structures, restoration of public access, and the provision of an interpretation program, are necessary aspects of the redevelopment proposal in order to satisfy the demolition review approval criteria.

# Staff Findings

- The historic significance of the Washington Park Reservoirs and their impact on the development of our City is without question. However, the structural integrity of the reservoirs has been compromised since they were first constructed due to the excavation of the adjacent hillside, including the toe of the ancient landslide.
- The existing historic resources face continued landslide pressures, seismic vulnerability, and issues due to their age. In addition, the EPA (LT2 rule) has charged all communities with open reservoirs to cover or treat their drinking water at the point of discharge.
- Preservation of the existing historic resources in place would not be practical as the landslide would continue to exert its pressure on the reservoirs, resulting in continued deterioration.
- The proposed redevelopment includes significant restoration work for the structures and character-defining elements to remain, increased public access throughout the site, and an interpretation program that will tell the story of the Washington Park Reservoirs and the Bull Run water system.
- Despite the loss of the historic basins and the Weir building, on balance, the proposal will result in a significant public benefit.



# Staff Summary

Staff believes the following Comprehensive Goals are met:

Goal 1: Metropolitan Coordination

Goal 2: Urban Development

Goal 3: Neighborhoods

Goal 6: Transportation

Goal 7: Energy

Goal 8: Environment

Goal 9: Citizen Involvement

Goal 11: Public Facilities

Goal 12: Urban Design – certain policies under this goal were found to not be met, however when considered with other policies under this goal, staff found that, on balance, this goal was met.

Staff believes the following Goals are not applicable:

Goal 4: Housing

Goal 5: Economic Development

Goal 10: Plan Review and Administration

Staff believes that the approval criteria, on balance, are met.

# Historic Landmarks Commission Advice

HLC voted 3-1 to support the staff recommendation.

Commissioners in favor noted that the PWB has followed the advice they were given over the course of 4 meetings and significant preservation work is proposed.

Commissioner opposed questioned the necessity and believed PWB did not meet its burden in demonstrating the approval criteria were met.

## Public Testimony

37 items of testimony from 26 parties were received by April 22, 2015

25 opposed to demolition – Friends of the Reservoirs + individuals

5 in support of demolition – CSB, AIA, SW Hills Residential League + individuals

6 noted concerns – Arlington Heights NA + individuals

1 commented on the Mt. Tabor land use case, currently under appeal

Nature of Opposition's comments:

- Questioned validity of necessity – Landslide, Earthquake, and LT2 regulations

Nature of Support's comments:

- Appreciation for the proposed redevelopment and preservation work proposed

# Options

- 1. *Approve the proposal;***
- 2. *Approve the proposal with conditions; or***
- 3. *Deny the proposal.***



**end of Staff presentation**

# Demolition Review - Background

## Historic Resource Code Amendments [HRCA]

Phase 1 (June 2002)  
Resolution No. 36076

Phase 2 (October 2004)  
Ordinance #178832

- **Refined the relationship between local and state historic preservation regulations and improved the clarity of the Zoning Code;**
- **Made Improvements to:**
  - *Zoning Code* incentives;
  - *Building Code* incentives;
- **Expanded and strengthened the City's demolition review regulations to protect more historic resources**



Historic Resources  
Code Amendments  
Phase 2



Exhibit A  
Bureau of Planning  
Recommended Draft  
July 16, 2004  
(Appendix D Revised September 15, 2004)



*Demolition Review gives the public an opportunity to comment on the proposed demolition of a historic resource and allows opportunities for alternatives to demolition to be explored. The City Council will review the proposal, hold a public hearing and either approve, approve with conditions, or deny demolition of the resource(s).*