



State of the City Preservation Report 2017

PORTLAND HISTORIC LANDMARKS COMMISSION

November 2017



Cover Images - Housing in Historic Contexts:

Portland's historic resources and historic districts offer a diverse array of housing types, including a range of affordable housing options, that also support the unique character of our neighborhoods. The cover images (identified from top left to bottom right) illustrate this diversity and are located throughout the city.

1. 1923 APARTMENT BUILDING - IRVINGTON HISTORIC DISTRICT
2. ERICKSON-FRITZ APARTMENTS (REPURPOSED SALOON + HOTEL) - SKIDMORE/OLD TOWN HISTORIC DISTRICT
3. SINGLE FAMILY CONVERSION TO 6-UNITS - ALPHABET HISTORIC DISTRICT
4. DUPLEX - IRVINGTON HISTORIC DISTRICT
5. CARRIE BLAKEY HOUSE TRIPLEX - BUCKMAN NEIGHBORHOOD
6. MIXED USE COMMERCIAL/RESIDENTIAL NEW DEVELOPMENT - ALPHABET HISTORIC DISTRICT
7. ACCESSORY DWELLING UNIT - IRVINGTON HISTORIC DISTRICT
(source: <https://accessorydwellings.org/2016/10/21/nielson-pitt-mix-adu/>)
8. 1929 TESHNOR MANOR - ALPHABET HISTORIC DISTRICT
9. ACCESSORY DWELLING UNIT - LADD'S ADDITION HISTORIC DISTRICT
(source: <https://smallhousebliss.com/2014/09/13/jack-barnes-architect-pdx-eco-cottage/>)



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Portland Historic Landmarks Commission

The Portland Historic Landmarks Commission PROVIDES LEADERSHIP AND EXPERTISE ON MAINTAINING AND ENHANCING PORTLAND'S ARCHITECTURAL AND CULTURAL HERITAGE. The Commission reviews development proposals for alterations to historic buildings and new construction in historic districts. The Commission also provides advice on historic preservation matters and coordinates historic preservation programs in the City.

Current Commission Members

KIRK RANZETTA, CHAIR – Commissioner Ranzetta is a PhD architectural historian. He has 24 years of experience with National Register properties and districts, local and National Register surveys, and review and compliance procedures.

KRISTEN MINOR, VICE CHAIR – Commissioner Minor has spent over 25 years studying and shaping the built environment. She practiced architecture for 10 years, then spent 10 as an urban planner, and now works exclusively with historic and older buildings.

MATTHEW ROMAN – Commissioner Roman has 20 years of experience preserving Portland's architectural heritage both as a designer and through involvement in nonprofit organizations like Restore Oregon, the Architectural Heritage Center, the Pittock Mansion, and the Preservation Artisans Guild.

WENDY CHUNG – Commissioner Chung is a 17-year attorney who has donated thousands of volunteer hours to preserve historic structures in NW Portland and beyond. She has worked to strengthen laws and regulations protecting historic resources citywide by participating in various projects for the 2035 Comprehensive Plan and providing input on statewide legislation.

CARIN CARLSON – Commissioner Carlson is a licensed historical architect with 14 years of experience working exclusively with historic resources. She specializes in condition assessment, materials conservation, and evaluating modern-era resources.

ANNIE MAHONEY – Commissioner Mahoney is an architect who has worked on historic buildings and new construction for 18 years. She is a former chair of the Historic Resources Committee of Portland's AIA chapter and has served as a liaison between the AIA Oregon Resiliency committee and the Structural Engineers Association of Oregon Emergency Response committee working on post-disaster building evaluation issues.

MAYA FOTY – Commissioner Foty's experience includes numerous preservation projects on both the east and west coasts. With over 18 years' experience as a preservation architect working exclusively on National Register listed properties, she specializes in projects with complex seismic and material conservation issues.

The Historic Landmarks Commission is supported by **HILLARY ADAM**, primary staff to the PHLC and an expert team from the Bureau of Development Services, as well as **BRANDON SPENCER-HARTLE**, our liaison from the Bureau of Planning and Sustainability.

Message from the Chair

Dear Portland City Council Members,

Historic preservation is more than the Historic Landmarks Commission or the private and public entities dedicated to the conservation of our shared heritage. The real power of historic preservation lies in Portland's people, their neighborhoods, and the stories they preserve by conserving the places that mean the most to them. It is the job of the Historic Landmarks Commission to empower the City's residents who wish to preserve their past.

As Chair of the Portland Historic Landmarks Commission, I have the opportunity today to share with you what Portlanders have done to conserve their cherished historic environments. Five high school students, for instance, prepared a historic resources survey of NE Alberta Street. The non-profit Alberta Main Street applied for and received a \$100,000 grant from the State of Oregon to improve the façade of a commercial building. The Avel Gordly and Faye Burch House was acquired so that it may be preserved and used as a cultural center. The residents of Eastmoreland and Peacock Lane sought to list their neighborhood in the National Register. The Bosco Milligan Foundation and a team of historians were retained by the City to prepare a National Register nomination centered on African-American historic resources in Portland.

The words of State Senator Avel Gordly captured Portlanders' collective spirit when she said, "The history I think we're concerned about preserving is more than the house – it's the street, the neighborhood and the corridor and making sure that those stories are not lost." I couldn't agree more, particularly as Portland undergoes changes that may erode its historic built environment.

As a Commission we greatly appreciate City Council's support. First, for passing the New Chinatown/ Japantown Design Guidelines and also for giving due consideration to our testimony and letters on the Central City 2035 Update, Goal 5 Historic Resources Update, House Bill 2007, and the Inclusionary Zoning Ordinance. We also greatly appreciate the existing staffing levels and we hope that you consider adding an additional BPS position and fully funding the Historic Resource Inventory update project. These are vital to ensuring that the City's historic resources are duly considered when planning decisions are made.

In the future, we look forward to working with City Council on issues that include:

- **Adopting Zoning Code changes through the Historic Resources Code Project**
- **Funding the update to the City's Historic Resource Inventory**
- **Promoting and incentivizing the seismic upgrade of unreinforced masonry buildings**
- **Exploring the possibilities of a statewide residential rehabilitation tax credit**
- **Maintaining the existing state-level protections for designated properties**
- **The Residential Infill Project and affordable housing**

Thank you,



Kirk Ranzetta

Chair of the Portland Historic Landmarks Commission

2018 Priorities & Goals

1

ADVOCATE

Ensure Historic Preservation Benefits All Citizens

The PHLC, in partnership with City Council, must continue to be proactive advocates for maintaining and refining protections for designated properties, as well as working to assure that these protections are available to and benefit all Portland citizens. We can advocate for our City's collective history by supporting the Historic Resources Code Project, as well as working together to make informed decisions that are equitable and long-term.

2

UPDATE

Review & Improve Our Tools and Processes

We will continue to urge the City to allocate funding for BPS and BDS to review and improve the processes we use to protect and regulate historic resources, as well as the tools and incentives that help us promote preservation and ease the burden of stewardship that often comes with revitalization and maintenance. We are on the precipice with the opportunity to update the City's 33-year-old Historic Resource Inventory; we ask City Council to take the plunge and provide support through an additional BPS staff member and seed funding.

3

INCENTIVIZE

Add Value to Preserving Our Heritage

Supporting rehabilitation rather than demolition promotes the retention of Portland's heritage and character while reducing waste and meeting the City's sustainability goals. The PHLC will continue to seek ways to link financial and regulatory incentives aimed at the rehabilitation, seismic upgrade, and adaptive reuse of our historic buildings. Priorities include advocating for a state rehabilitation tax credit, supporting the Historic Resources Code Project, and advocating for local preservation programs that think outside the box such as energy retrofit grants, easements, fee waivers, and other construction incentives.

4

EDUCATE

Change Public Perception

The PHLC must take a more active role in collaborating with our counterpart commissions, City Council, the development and design communities, advocacy organizations, and the general public to better understand the challenges faced by those involved in the design review process and to dispel myths and inaccuracies. Priorities for 2018 include increased collaboration with other commissions, improving process consistency and clarity, and looking for opportunities to educate and be educated through briefings and invitations to industry experts.

5

LEAD

Lead by Example

In promotion of renewed historic resource inventory efforts and as an outward statement in support of preserving Portland's shared heritage, the City should take the lead by approving the official inclusion of previously surveyed City-owned properties in the Historic Resource Inventory and pursuing local Historic Landmark status for eligible City properties.



Mt. Tabor Reservoirs

2035 Comp Plan Involvement & Advocacy

The PHLC was pleased to participate in activities supporting development of the newly adopted 2035 Comprehensive Plan. For example, the following PHLC activities supported policies adopted by City Council in the 2035 Comp Plan:

Policy 4.47 State and federal historic resource support. Advocate for state and federal policies, programs, and legislation that would enable stronger historic resource designations, protections and rehabilitation programs.

PHLC provided input to Portland City Council and the Oregon Department of Land Conservation and Development concerning legislative activity at the State level such as Goal 5 rule changes and HB2007.

Policy 4.49 Resolution of conflicts in historic districts. Adopt and periodically update design guidelines for unique historic districts. Refine base zoning in historic districts to take into account the character of the historic resources in the district.

PHLC provided testimony to City Council in support of the New Chinatown/Japantown Historic District Guidelines, and looks forward to working with BPS to update design guidelines for several historic districts in the near future. PHLC also provided testimony to City Council regarding the need for clarity and compatibility related to height and FAR allowances in historic districts in the Central City Plan.

Policy 4.51 City-owned historic resources. Maintain City-owned historic resources with necessary upkeep and repair.

PHLC received briefings, reviewed maintenance and preservation projects, and provided feedback on various publicly-owned historic resources, such as the Mt. Tabor Reservoirs, Engine House No.2, Centennial Mills, Pioneer Courthouse, and the Portland Building.

CURRENT PRESERVATION ISSUES

Perception of Historic Preservation 1 4 5

The Issues

Public support for historic preservation has encountered challenges this past year. Although there is still an outcry over the high number of demolitions, particularly those in residential neighborhoods, preservation has been inappropriately maligned as an obstacle to affordable housing. This idea seems to stem from the current affordable housing crisis in Portland, the recent “protect us from density” rationale offered by a few voices advocating for new residential historic districts, and a fundamental misunderstanding about historic districts and their relationship to density. Several longstanding housing advocacy groups jumped on the anti-preservation bandwagon this past year, leading us to conclude that they and the public in general may not fully appreciate that historic districts can contribute to density without the use of a bulldozer.

Why This Matters

To avoid sacrificing historic structures that offer reasonably-priced housing and commercial space to new high-end development in the name of density-promotion, the PHLC must step up and push back against this troubling misperception that historic preservation is incompatible with density and affordability. The City and the PHLC must better steer public policy towards solutions that increase density but that maintain the character, beauty, and uniqueness of Portland. If preservation comes to be viewed as “elitist,” we will lose authentic, sustainable, affordable options for keeping and increasing housing, especially existing middle housing options. We will lose a truer, more nuanced view of our own history that includes

contributions by immigrants, working-class people, and people of color (many of whom were, due to Oregon’s historically restrictive land ownership laws, not given a voice in decision-making in their neighborhoods). We will lose funding opportunities to save ANY buildings. We will lose a sense of unique place in each area of our city. Ultimately, we will continue to lose ground in fighting gentrification and displacement of middle and lower-income Portlanders if public perception of preservation erroneously becomes negative.

According to the National Trust for Historic Preservation, “Across all 50 cities surveyed in our new Atlas of ReUrbanism, a comprehensive, block-by-block study of the American urban landscape, areas of older, smaller buildings and mixed-age blocks boast 33 percent more new business jobs, 46 percent more small business jobs, and 60 percent more women- and minority-owned businesses. They are also denser than newer areas...At a time when cities are struggling with the high costs of adding new affordable housing, making better use of the tremendous adaptive potential of under-used existing buildings is a proven way forward that sidesteps many of the problems posed by demolition for new construction.”¹

PHLC is pleased that City Council recognizes the important role of historic resources in the City’s long-term planning goals by having adopted robust historic preservation policies in the 2035 Comprehensive Plan. Many of these policies also reflect the important role of historic resources in addressing equity and affordable housing,

¹ <https://www.citylab.com/equity/2017/06/historic-preservation-density-demolition/529821/>

particularly in under-represented communities of color. For example:

Policy 4.54 Cultural diversity. Work with Portland’s diverse communities to identify and preserve places of historic and cultural significance.

Policy 4.55 Cultural and social significance. Encourage awareness and appreciation of cultural diversity and the social significance of both beautiful and ordinary historic places and their roles in enhancing community identity and sense of place.

Policy 4.57 Economic viability. Provide options for financial and regulatory incentives to allow for the productive, reasonable, and adaptive reuse of historic resources.

Recommendations

- **ZONING.** The City’s implementation of the 2035 Comprehensive Plan should include zoning and development incentives that promote adaptive reuse, rather than demolition of historic resources. For example, zoning that encourages internal conversions of historic single-family homes into multi-family dwellings and compatible ADUs in historic districts will increase housing stock while preserving the historic character of our neighborhoods.
- **UPDATE HRI.** The City should fund an update to the HRI, as more than half of Portland’s buildings are over 50 years old and an update is crucial to fully exploring the breadth of historic resources city-wide that may be best suited for adaptive reuse and that may benefit from incentives for preservation. The City should lead by officially adding previously surveyed City-owned properties to the HRI.
- **INCENTIVIZE UPGRADES TO URM PROPERTIES.** Seek opportunities to provide support for owners of historic URM buildings so that new requirements are seen as a reasonable part of stewardship rather than a penalty.
- **CULTURAL OUTREACH AND INCENTIVES.** Areas of the city historically occupied by communities of immigrants and people of color should be engaged in discussions as to what features,

buildings, or places are meaningful to them. Populations at risk for gentrification should be offered resources and incentives to maintain and improve historic buildings in their communities that may be expensive to rehabilitate.

- **RESEARCH AND IDENTIFICATION OF BEST PRACTICES.** The City should fund research to understand and promote incentives other similarly-sized cities across the country offer to support the preservation of existing housing, especially affordable housing.²
- **CITY SUPPORT OF PHLC.** The PHLC is in a unique position to be able to address many of these issues. It is our mission to advocate for preservation, but we also understand that preservation is inextricably bound to other issues, such as equity and social justice, infrastructure improvements, and affordability. We cannot give applicants unchecked license to demolish in the name of any of these other issues, when a more nuanced approach is possible. The PHLC will work to promote additional housing in Conservation districts and Historic districts and actively support the preservation of more “moderate” resources as part of our shared history, so that the perception of preservation is less focused on preserving grand mansions and more focused on preserving the uniqueness of neighborhoods, including historically modest ones. We need City Council to support these PHLC efforts to balance preservation with growth.

At this time when the construction industry is humming again and the housing crisis continues to loom large, the PHLC stands ready to speak up to counter preservation myths and to work towards solutions. Because it is often older buildings that are already affordable; we are a willing partner in achieving more housing throughout the City, including in our historic districts.

² “As anywhere from Boston’s North End to Miami’s Little Havana can attest, relatively low-slung, human-scale neighborhoods with older fabric are the “missing middle” of cities and can achieve surprisingly high population densities. Simply put, older blocks often offer more affordable housing options than newer areas of the city, while creating employment and entrepreneurial opportunities for urban residents of all incomes.” Id.

Historically Affordable Housing 3

The Issues

The provision of affordable housing and the goals of historic preservation are complementary. Since 1966 with the passage of the National Historic Preservation Act, the U.S. Department of Housing and Urban Development (HUD) has held that “the rehabilitation of historic buildings contributes to the ongoing vitality of historic neighborhoods as well as businesses and institutions that serve them” (U.S. Housing and Urban Development, 2017).

If HUD recognizes the nexus between housing and preservation, then why shouldn't Portland's housing and historic preservation policies coalesce too? While rancor and tension enflames the debate on how private development shapes Portland's neighborhoods, recent studies have shown that older neighborhoods with historic buildings contain 1) a greater proportion of immigrants; 2) people new to the city from other parts of the country; 3) same sex households; 4) women and minority owned businesses; and 5) 75 percent more people of color. They also are more likely to 1) contain unsubsidized “naturally” affordable housing; 2) exhibit income integration; and 3) house a greater density of jobs in small and new businesses (NTHP 2016). In short, historic neighborhoods are the incubators for Portland's creativity and unique sense of place while serving as a well-spring for income, cultural, and lifestyle diversity.

Additional studies have concluded that private development in Portland is targeting undesignated historic areas for re-development and thus triggering existing population displacement and steep increases in housing prices – an impact the city first sought to identify in 2013 (Bates 2013). One study of the Beaumont-Wilshire area found that 34 demolitions in that neighborhood resulted in an average replacement house that was 149% larger and cost 148% more than the original demolished house. Another study found



Victorian Apartments, Alphabet Historic District

that the city's Conservation Districts have failed to protect the existing housing stock. In the Woodlawn Conservation District, for instance, demolitions are occurring at a rate commensurate with the surrounding areas (Historic Laurelhurst 2017). Not surprisingly, in Woodlawn alone, the U.S. Census revealed that 915 black residents left the community between 2000 and 2010 and were replaced by 840 white residents (Hannah-Jones. 2011; U.S. Census, Population Schedules, Portland, Oregon 2010). Our housing policies have clearly failed the city's inner city minority populations. This should come as no surprise as the number of demolitions (1442) between the years of 2012 and 2017 destroyed the equivalent of 180 city blocks of housing.

Historic preservation can be a solution to the problems of displacement and housing affordability. Studies in places ranging from Fort Worth, Texas, to New York City, have found that there is little to no evidence that historic districts lead to changes in the racial composition of a neighborhood (Coulson and Leichenko 2004; McCabe and Ellen 1998). In Chicago, the City's political leadership recognized the latent opportunities of the over 100,000 bungalows in the city, not for gentrification, but neighborhood stability. Through a tax-

certified renovation program, Chicago’s “housing preservation” approach has paid dividends after the city recognized that the housing replacement options were simply not affordable for most city residents (Karamanski, 2010). A study of California’s affordable housing program has arrived at a similar conclusion by noting that the provision of affordable housing has to take into account both the rehabilitation of existing housing and new construction (Rosenthal and Listokin 2009).

The City Council has the opportunity to take decisive action. We recommend that:

- Prior to the next legislative session, City Council work to develop policy solutions to the current housing crisis that are based upon quantifiable data that result in effective housing policies that are respectful of Portland’s historic neighborhoods.
- City Council advocate for a statewide rehabilitation tax incentive program that prioritizes the retention of housing thus reducing the environmental, social, and cultural impacts of housing demolition. In Missouri, a state historic tax incentive program has leveraged \$2 billion dollars in expenditures on rehabilitations and created 40,000 jobs (Shores, 2012). The potential is there, Oregon just needs to grasp it.

Recommendations

The Bronaugh Apartments: Historic Housing as Low Income Housing

The Bronaugh Apartments is a historic three-story building located at 1434 S.W. Morrison St. In early June, 2017, it achieved national recognition when it won the 23rd annual Charles L. Edson Tax Credit Excellence Award in the Preservation Category. The building is home to elderly and disabled Oregonians who live on fixed incomes.

Built in 1905, the Bronaugh is listed on the National Register of Historic Places. In 2013, REACH purchased the Bronaugh to preserve the affordability of its 50 apartments for residents, several of whom have lived in the building for over 20 years. The rehabilitation required multiple funding sources and partners, including HUD, Oregon Housing and Community Services (OHCS), Low Income Housing Tax Credit (LIHTC) equity and Historic Tax Credit equity.

“The Bronaugh Apartments are a prime example of how the low-income housing credit helps preserve affordable homes to Americans who need it the most,” said U.S. Senator Ron Wyden.

The Bronaugh was one of 11 buildings identified by the City of Portland as at risk of conversion from affordable to market-rate rents due to the imminent expiration of their Section 8 contracts, which would have potentially displaced hundreds



of vulnerable residents. Dubbed the “11x13” preservation campaign, the city sought to preserve the affordability of 11 expiring Project-Based Section 8 projects by 2013. The coalition worked for five years and succeeded in preserving the 11 buildings, guaranteeing 60 years of affordability for 700 apartments; the Bronaugh was the last building to be preserved as part of the campaign.

“The renovation of the Bronaugh Apartments is a shining example of the importance of affordable housing preservation,” said Margaret Salazar, Director of Oregon Housing and Community Services. “At a time when stable and affordable housing is scarce, protecting the existing housing stock is just as critical as developing new affordable opportunities. We commend REACH for their work to ensure that Oregonians continue to have access to safe and stable housing at The Bronaugh.”

Resiliency, Sustainability, and Historic Preservation 1 3 4

The Issues

Resiliency and climate change are imminent concerns for the Pacific Northwest. The resiliency of the built environment is crucial to the cultural and economic survival of the region. The preservation of our historic resources is a key component of that survival.

Sustainability in the built environment could be best described as development that meets the needs of the present without compromising the ability to fulfill the needs of the future. Sustainability covers several aspects of our environment – obviously environmental, but also our social and cultural values. Resiliency is the capacity to recover quickly from difficulties; it implies structural strength but also economic and social elasticity.

Both resiliency and sustainability imply some degree of self-sufficiency. Resiliency and sustainability go hand-in-hand. These qualities might be represented by a building that is able to survive a natural disaster and can be quickly and safely re-occupied because it can provide an environment with air, water, light, and temperatures people need to continue their lives in as close to a normal way as possible. Historic and older buildings are often already sustainable to an extent, for instance many rely on passive strategies such as operable windows for heating and cooling.

Sustainability is also defined by the re-use and recycling of materials. The building and maintenance of the built environment represents a large carbon footprint. The materials of the structure and development of the site are embodied energy that should be saved, reused, and adapted rather than being replaced.

We know that many historic buildings will be structurally compromised in an earthquake. These older offices, schools, and houses often shelter the

most vulnerable of our population and represent affordable rents which would no longer be available if these structures were lost.

Why This Matters

In order to ensure our community can re-build and restore quickly after a disaster we have to hierarchically understand the resources we have. For this reason, it is critical that the City update the Historic Resources Inventory. The inventory should identify those buildings that should be prioritized for structural renovation to make them more able to withstand a disaster. These structures must meet and perhaps even exceed code, and should receive the first reconstruction funding or efforts. Simply, we should most protect those building that are most economically and socially valued, so that they will still be with us in the future. It is worth reiterating that these buildings are often the most affordable for housing and businesses.

Pre-disaster emergency response and mitigation plans for the City must consider the most valued historic or cultural resources in a neighborhood. This information can help the City achieve the fastest possible Federal and State assistance in rebuilding, whether from FEMA, the National Park Service, the state, or other agencies.

Preservation cannot be dismissed as unimportant relative to other concerns in the aftermath of a disaster. Once life safety concerns are met, it is worth remembering that older buildings anchor us to our surroundings and represent identity to a community. Visual landmarks, especially older buildings which have been a constant presence for many years, help to re-orient a community even when some of the urban landscape has changed or been destroyed. In times of psychological stress, older buildings are symbols of social continuity, heritage, and human ingenuity. Long-term disaster

planning should therefore include preservation plans for the most valued and recognizable landmarks in any community as well as a plan of action to shore up and restore any damage to these resources.

The impact of supporting preservation will be positively felt in a community whether or not a disaster takes place. Our historic resources create a unique sense of place which cannot be found in newly built areas. Properly maintained older buildings or districts create opportunities for tourism. Business areas have been shown to strongly benefit from a historic character, and at least one study has shown that small businesses in a place with smaller, older buildings generate more foot traffic and more profits than those in new shopping areas.¹ Preservation can help the economy of a community by helping anchor businesses to a place.

Most people agree that reusing buildings, with their existing materials and embodied energy, reduces waste and reduces the demand for new materials. Many green building advocates, however, believe that building systems are far greater users of energy over the life cycle of a building, and have focused, in particular, on two areas of older buildings; 1) thermal loss through windows, and 2) the efficiency of general operations. Therefore, a common misconception is that replacing an older building with a newer, more efficient building will balance out the energy wasted in the building demolition relatively quickly. On the contrary, studies have shown that replacing a demolished building, even if partially salvaged, with a new energy efficient building would take a full 65 years to recover the energy lost in the demolition.²

During economic “boom” times, as we are seeing now, many older buildings and our cherished landmarks are vulnerable to economic pressure and ultimately demolition. Buildings of irreplaceable detail and craft, such as the Workmen Temple downtown, are being lost. We must be smarter in crafting better incentives, in thinking longer-term, and in understanding and prioritizing what we have.



Demolition of the United Workmen Temple, September 2017

Recommendations

The City plays a big part in Portland’s path to resilience. Here are three major ways we ask our Mayor and elected officials to help us support preservation both as a part of resiliency planning and meeting our regional sustainability goals.

- Fund and support an update to the 1984 HRI
- Help craft solutions for property owners of unreinforced masonry buildings to do the necessary seismic upgrades
- Ensure that historic resources are included in disaster preparedness planning, especially the most valued and meaningful resources in neighborhoods

¹ Preservation Green Lab, “Older, Smaller, Better: Measuring How the Character of Buildings and Blocks influences Urban Vitality,” May 2014. Report funded by the National Trust for Historic Preservation. <http://forum.savingplaces.org/connect/community-home/librarydocuments/viewdocument?DocumentKey=83ebde9b-8a23-458c-a70f-c66b46b6f714>

² The 65-year estimate is from an October 2007 white paper; Frey, Patrice, “Making the Case: Historic Preservation as Sustainable Development,” available online at <http://www.nationaltrustcanada.ca/issues-campaigns/sustainability/making-case>. A later study (2011) by the Preservation Green Lab et al using a life cycle analysis for various typologies of buildings gave a wider latitude, between 10 and 80 years (note that numbers were always higher in Portland as opposed to Chicago for all building types) for a new, energy-efficient building to overcome the negative climate change impacts of demolition and new construction. “The Greenest Building: Quantifying the Environmental Value of Building Reuse,” available online via https://www.fedcenter.gov/Bookmarks/index.cfm?id=20324&pge_id=1606

DOZA - Design Overlay Zone Amendments

The Design Overlay Zone Assessment (DOZA) project was a report prepared for BDS and BPS in April 2017. Its purpose was to identify how the City's design review system (which is similar to, but distinct from historic resource review) could evolve to better respond to the increased growth in Portland. There has been augmented concern that with the increased development and the future expansion of the design overlay it has been, and may continue to be, more difficult to maintain a high quality and consistent application of design guidelines.

The assessment looked at the design overlay system to evaluate its efficiency and efficacy as well as accessibility and clarity to the applicants and the public. It also assessed whether the system is predictable and clear while also considering the context and compatibility of a proposal.

Although the DOZA project and its subsequent findings do not affect historic resource review directly, recommendations contained in the DOZA report will likely impact potential (not yet designated) historic districts, areas immediately adjacent to existing historic districts, and historically significant properties that are not subject to historic design review under the current

code. The findings could also have an impact on the historic resource review process and the conduct of hearings. We look forward to continued cooperation with BDS and BPS as we discuss future process changes.

The PHLC was briefed a few times during the project duration about the progress and findings and opted to present testimony to City Council in April 2017 in support of the project and design review process in general. The Design Overlay Zone (d-overlay) is a useful tool that is more relevant today than ever. It reflects a city that aspires to design for people and provide design excellence in daily life. It should do this in a way that is inclusive of all citizens present and future and will result in a built environment that respects the current and historic fabric of the City. It is a tool that should promote long-lasting quality structures built to endure changing climates and economics.

The PHLC would like to urge City Council to continue to support thoughtful amendments to the Design Overlay Zone and to extend that support to the Historic Resources Code Project and the update of the Historic Resource Inventory. These efforts go hand-in-hand to create a holistically improved land use review process that results in quality neighborhoods.

“Policymakers, pretty much across the board, don’t value design. They don’t recognize the public health dimensions of good design. And they’re really profound.”

*Sarah Williams Goldhagen, architecture critic and author of
Welcome to Your World: How the Built Environment Shapes Our Lives*

Statewide Preservation Issues: Carman House, King v. Clackamas Co. LUBA decision, and Goal 5 admin rule changes

Major legal cases involving historic preservation and land use issues were litigated and resolved over the last 18 months. At the same time changes to Oregon's landmark Land Use Planning Goal 5 Administrative Rules have created uncertainties as well as potential opportunities for historic preservation. Advocates for preserving significant cultural and architectural resources around the state can breathe a sigh of relief that hard fought ground was not lost. Furthermore, local governments have better clarity as they work to meet their obligations to protect community resources.

Perhaps the most important legal case decided by the Oregon Supreme Court in 2016 was *Lake Oswego Preservation Society v. City of Lake Oswego*, also known as the Carman House Case. In a win for preservationists, the Court ruled Oregon's unique historic preservation consent law, ORS 197.772, as it relates to historic designation, does not apply to property owners who purchase a property after the historic designation is made. The ruling limits the ability of property owners to remove historic designations from properties. Determining that only the property owner at the time of the historic designation has an automatic right of removal, this decision clarifies how ORS 197.772 should be interpreted by local jurisdictions going forward.

This case follows another success for preservationists. In *King v. Clackamas County* the Oregon Land Use Board of Appeals ruled that preservation of designated landmarks through adaptive reuse was a sufficient reason to justify an exception to Land Use Planning Goal 4, which in most instances limits the use of forest zoned land to forestry operations. The case involved a plan to save the Bull Run Powerhouse, one of two historic properties on 158 acres of forest zoned land. The ruling affirmed Clackamas County's decision to change zoning allowing the adaptive reuse activities to occur on the site. The case has implications for other historic properties with similarly restrictive zoning to be changed as the preservation needs of individual buildings are determined.

Goal 5 of Oregon's Statewide Planning Goals & Guidelines is designed to protect natural resources, scenic and historic areas, and open spaces. It is the framework for how cities and counties in Oregon plan and zone land to conserve resources listed in the goal. One of the original intents of Goal 5 was to require local governments to identify and designate historically significant properties and determine the appropriate level of protection for each site. Goal 5 was significantly undermined by the passage in 1995 of the "owner consent law," ORS 197.772. Court decisions like the Carman House case help narrow the reach of ORS 197.772. Recent changes to the rules regulating administration of Goal 5 have also helped clarify what else can be accomplished. The new rules will:

- Require demolition review for properties listed on the National Register of Historic Places.
- Allow local communities to designate local historic districts with a simple majority of property owners consenting to the designation.
- Allow for local communities to inventory their historic resources without officially designating those resources. Clarifies the inventory itself is not a historic designation and does not require owner consent.
- Allow local communities to impose additional land use restrictions on National Register properties and districts through implementation of design guidelines approved through a public process.



Historic image of the Carman House, Lake Oswego, OR.

Advocating for Our Built Heritage

1

The Issues

The PHLC's role as an advocate for the City's historic resources was hampered during the recent regulatory and legislative efforts to reduce the protections for historic resources at the state level (see side bars for additional information on recent legislation). HB2007 and the Goal 5 revisions to land use planning protections for historic resources were two instances where the Commission was unable to serve as an effective advocate due to City-imposed restrictions.

Why This Matters

In the early phases of developing HB2007, legislators attempted to create a "quick fix" in order to address the State's housing crisis. The policy corrections initially considered, however, would have had significant impacts upon Portland's historic resources (both documented and undocumented) and would have allowed demolitions to occur unabated for the sake of adding density, likely accelerating gentrification.

The PHLC prepared written testimony representing the negative impacts the bill would have on Portland's historic resources, including contradicting local historic preservation ordinances and the Portland Comprehensive Plan. However, this was only provided to City Council and never shared directly with the Legislature. Though disproportionately affected, the City of Portland remained silent on the issue and the PHLC was left unable to defend our shared built heritage.

Recommendations

- Allow the PHLC to independently advocate on behalf of the City's historic resources and fulfill our mission. Currently, the PHLC is required to forward any correspondence related to legislative initiatives to the City's Office of Government Relations. While consultation with this Office is important, it should not prevent the Commission from providing invaluable testimony in support of Portland's policies and regulations related to historic resources.

Oregon House Bill 2007/Senate Bill 1051

In 2017, the PHLC raised concerns about proposed emergency State Legislation banning new historic districts in residential neighborhoods and greatly impairing historic design reviews in existing historic districts. The proposed legislation introduced in the House (HB2007) removed local governance over residential zoning while potentially exacerbating the affordable housing issues it was intended to solve.

Early versions of HB2007 disallowed denial of an application under discretionary review, prohibited honoring new residential district designations, encouraged demolition of historic resources which could otherwise be converted into affordable, multifamily housing, and would have disproportionately impacted Portland. Historic districts account for less than 1.9% of Portland's single family residential zoned areas, yet were

singled out as an impediment to density and affordable housing.

Fortunately, due to the organized advocacy of preservationists, HB2007 failed. The bill's affordable housing measures were rolled into Senate Bill 1051 (SB1051), which passed after the provisions jeopardizing historic resources were removed.

While we fully support efforts to increase the City's stock of affordable housing, we believe that discretionary design and demolition review is essential for protecting our historic districts. Incompatible new construction can destroy the overall historic character conveyed by a district. Historic preservation should be among the many tools used to increase affordable housing.

The Woodlark/Cornelius Hotel Rehabilitation

Construction is underway on The Woodlark, a major hotel development combining two historic downtown buildings, the Cornelius Hotel and the Woodlark Building. The project will convert the adjacent National Register-listed buildings into a single hotel operated by Portland-based Provenance Hotels. News of the hotel project was announced in February 2015 after years of uncertainty over the future of the Cornelius Hotel building, which faced demolition threats as recently as 2013.

The Cornelius Hotel is the smaller of the two buildings, located on the corner of SW Park and SW Alder. At seven stories and featuring a mansard roof, the Cornelius was designed in the French Renaissance style by John V. Bennes. Opened in 1908 as a hotel with ground floor retail, the Cornelius is in relatively good condition despite its extended vacancy and upper floors damaged by fire. Many changes occurred over the decades, including replacement of storefront systems, removal of canopies and portions of brick, plastering and painting over existing brick, and removal of a pedimented dormer at the northeast corner of the roof. However, nearly all original windows remain intact.

The nine-story Woodlark Building, to the west of the Cornelius Hotel, was designed in the early-20th Century commercial style by Doyle, Patterson & Beach. Constructed in 1912 for Woodard, Clarke & Company, a wholesale drug company, the first two floors of the building operated as a pharmacy until 1924 when the building was sold and renovated. The renovation design by Schacht & Bergen significantly altered the first two floors, resulting in removal of the deep wraparound canopy, replacement of first- and second-floor windows, and relocation of the primary entrance. Subsequent alterations yielded the current exterior appearance of the Woodlark's first two levels.

The hotel project will connect the floors of the two buildings internally and provide 151 rooms. The Cornelius will house the hotel lobby, with entrances from both SW Alder St and SW Park Ave. A lounge and bar area will front SW Park Avenue;

a restaurant will reside on the ground floor of the Woodlark Building. The original brick configuration will be recreated by using a new scored plaster finish and reconstructed canopies and entrances will be installed based on historic drawings and photos. The original sheet metal pediment and cornice will be restored. At the Woodlark, the façade at the first two floors will be restored to its 1924 Schacht and Bergen design. Extant original wood windows at both the Cornelius and the Woodlark buildings will be rehabilitated and reglazed with insulated glass.

As concluded in the Historic Landmark Commission's Final Findings and Decision:

The rehabilitation of historic buildings is a welcome activity, and particularly encouraging in the case of the Cornelius Hotel which has previously been damaged by fire and proposed for demolition. The applicant's proposal to rehabilitate both properties with minimal alterations to existing historic material, and specifically the decision to rehabilitate the original windows with new insulated glazing, is commendable. Likewise, the proposed restoration of historic ground floor conditions with minor alterations will restore the glory of both of these buildings in a manner that many Portlanders have not seen.



2016-2017 Preservation Accomplishments

NEW CHINATOWN/JAPANTOWN HISTORIC DISTRICT DESIGN GUIDELINES

The City of Portland demonstrated a commitment to the community's historic preservation values by adopting the New Chinatown/Japantown Historic District Design Guidelines. Long advocated for by the PHLC, these criteria will guide much needed development in this important historic district toward compatible design which respects the neighborhood's integrity as one of our only historic districts designated primarily for its association with ethnic history. Developed by Prosper Portland and the Bureau of Planning and Sustainability with input from a 10-member Stakeholder Advisory Committee and the PHLC, the guidelines are intended to protect the unique architectural, cultural and ethnic history of the district. With almost half of the buildings in the district listed as non-contributing, district specific land use approval criteria are an essential tool to see this resource is protected while at the same time allowing the development of the district as a viable place for citizens to work, live and thrive. Understanding that historic districts need to be considered as a whole, not just as individual buildings, the approved guidelines should ensure the long term viability of this district, safeguarding against diminishing value over time.

HISTORIC RESOURCE INVENTORY PLANNING

For over ten years, the PHLC has been calling for a citywide update of the 33-year-old Historic Resource Inventory (HRI) to provide an accurate public record, include areas and property types not previously surveyed (East Portland, Modern-era buildings, landmarks associated with communities of color, etc.), and develop a tool to inform sound land use planning decisions. Following concerted advocacy from BPS staff and the broader preservation community, statewide land use Goal 5 was amended in February 2017 to remove regulatory barriers to updating local inventories. Portland now has full jurisdiction to make good on the PHLC's repeated calls to update the inventory.

BPS quickly responded to the change in State rules by retaining a consultant team to make recommendations on how to phase an HRI update, digitizing all records from the 1984 inventory, releasing a public historic resources webmap, and launching the Historic Resources Code Project to align the zoning code with the new State flexibility. The PHLC strongly asks that Council invest in this work by funding a modest expansion in BPS staff and providing seed funding for inventory work in 2018/19.

Unmeasurable thanks to COMMISSIONERS PAUL SOLIMANO, CARIN CARLSON, AND JESSICA ENGEMAN, who complete their terms of service this year.

2016-17 at a glance

26 public hearings:

- 1 Type IV Cases reviewed*
- 11 Type III Cases reviewed*
- 12 Design Advice Requests*
- 4 Type II Appeals reviewed*
- 7 National Register nominations*
- 15 Briefings*
- 1 Work session (design guidelines)*

staff level reviews:

- 71 Type I Cases reviewed*
- 53 Type Ix Cases reviewed*
- 89 Type II Cases reviewed*

- 1 Commission/staff retreat*

Quarterly Cross-Commission Chair meetings

Preservation Spotlight



Morris Marks House

After years of negotiations, the Morris Marks House finally moved to its new home on a triangular site south of the Highway 26/I-405 (SW Broadway and SW Grant) over the last weekend of September 2017. The building was carefully split into two parts and moved from its current site at 1134 SW 12th Ave. It will be placed on a new foundation and stitched back together for use as office space. Though certainly an anomaly among preservation treatments, this important resource was ultimately saved through the hard work of devoted individuals, flexibility of City bureaus and utilities, and support from City Council.



Jantzen Beach Carousel

The Jantzen Beach Carousel is in need of a new home. It was recently donated to Restore Oregon who has formed a committee to explore options and funding to find a viable location and future for the carousel. A “Re-TURN the Jantzen Beach Carousel” campaign was launched by Restore Oregon in September 2017.



African-American Inventory

BPS has partnered with Architectural Heritage Center (AHC) to document potentially significant historic resources associated with Portland’s African American history. The project builds off of the AHC’s 1998 “Cornerstones of Community” project and will provide an umbrella document under which individual properties can be listed on the National Register.



Peacock Lane Historic District

Peacock Lane, “Portland’s Christmas Street,” was nominated to the National Register this year with the unanimous support of Lane residents. The district is considered significant as an excellent and unique example of a planned community and early automobile suburb designed by a single developer, Richard F. Wassell. It was officially listed in November 2017.



Portland Coalition for Historic Resources

This year the Portland Coalition for Historic Resources (PCHR) proved their ability to tackle preservation advocacy at the state level, helping to nimbly counter an unexpected attack on historic districts across Oregon via SB1051 and HB2007. Locally, the PCHR has also been advocating for changes that support reasonable preservation outcomes for homeowners that disincentivize neighborhood demolitions. The PCHR, a group of committed neighborhood residents and activists, have earned a place at the table and we thank them for their work.

Portland Historic Resource Watch List

The following are at-risk resources that the Historic Landmarks Commission is actively championing. It is our hope that inclusion in the list will raise awareness and will serve as a catalyst for preservation efforts and greater stewardship. Our goal for each of these resources is to see them removed in future State of the City Preservation Reports and featured as success stories of rehabilitation and reuse.

- | | |
|--|------------------------------------|
| 1. NEW CHINATOWN / JAPANTOWN HISTORIC DISTRICT | 10. CAST IRON COLLECTION |
| 2. EAST PORTLAND / GRAND AVENUE HISTORIC DISTRICT | 11. UNREINFORCED MASONRY BUILDINGS |
| 3. PORTLAND'S CONSERVATION DISTRICTS | 12. WEST END NEIGHBORHOOD |
| 4. 20-MINUTE NEIGHBORHOODS / STREETCAR-ERA COMMERCIAL HUBS | |
| 5. FACILITIES IN PORTLAND PARKS | |
| 6. PORTLAND FIRE DEPARTMENT ENGINE HOUSE #2 | |
| 7. MULTNOMAH COUNTY COURTHOUSE | |
| 8. THE ORIGINAL BLANCHET HOUSE | |
| 9. VETERANS MEMORIAL COLISEUM | |



Portland Fire Department Engine House #2

Compatible Scale in Historic Districts

What happens if a historic district has been eroded by too many losses and/or by the addition of development that is significantly out of scale? The district loses its cohesiveness and can be de-certified by the National Park Service and the State Historic Preservation Office. If this occurs, all contributing buildings in the district lose their status and their ability to use local, state, and federal incentives including the Federal Historic Tax Credit program. This could be a catastrophe for owners who need assistance in retrofitting older buildings to meet seismic requirements.

The New Chinatown/ Japantown and the East Portland/Grand Avenue Historic Districts remain on the PHLC Watch List because they continue to be threatened by proposals for incompatible new development. The districts are currently zoned to allow development in some cases to reach a maximum height hundreds of feet higher than their average historic heights. Heights that are this incongruous with their context cannot be mitigated by skillful manipulation of materials or setbacks.

The PHLC seeks maximum heights that are in closer alignment to the existing historic fabric of each district, much like the 75' height maximums in Skidmore/Old Town Historic District. This would give property owners more realistic expectations, reduce the threat to these districts, and safeguard the designation and right to incentives for other contributing properties in the districts.

REFERENCES

RECOMMENDED RESOURCES:

Information about PHLC hearings including agendas and **A Guide to the City of Portland Historic Resource Review Process** are located at <https://www.portlandoregon.gov/bds/42443>

Historic District Design Guidelines for several of Portland's historic districts can be found at <https://www.portlandoregon.gov/bps/34250>

The State Historic Preservation Office (SHPO) offers access to the Historic Sites Database, as well as information about the National Register of Historic Places, professional services and contractor directories, and grants and other financial incentives, on their website at <http://www.oregon.gov/oprd/HCD/SHPO/Pages/index.aspx>

The Secretary of the Interior's Standards for the Treatment of Historic Properties, including Preservation, Rehabilitation, Restoration, and Reconstruction, as well as Guidelines on Sustainability can be found at <https://www.nps.gov/tps/standards.htm>

Preservation Briefs, including Mothballing Historic Buildings, as well as guidance on a variety of historic materials, features, and how to upgrade historic buildings, are located at <https://www.nps.gov/tps/how-to-preserve/briefs.htm>

More on the **DOZA project**, including the Design Overlay Zone Assessment and the Design Overlay Zone Amendment Package, can be found at <https://www.portlandoregon.gov/bps/70324>

CITED SOURCES:

Historically Affordable Houses:

Bates, Lisa K. 2013. Gentrification and Displacement Study: Implementing an Equitable and Inclusive Development Strategy in the Context of Gentrification. City of Portland: Bureau of Planning and Sustainability.

Cohen, James R. 1998. "Combining Historic Preservation and Income Class Integration: A Case Study of the Butchers Hill Neighborhood of Baltimore." *Housing Policy Debate*. 9(3): 663-697.

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Hannah-Jones, Nikole. "In Portland's Heart, 2010 Census Shows Diversity Dwindling." *Oregonian*, 2011.

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Karamanski, Theodore J. 2010. "History, Memory, and Historic Districts in Chicago." *The Public Historian*. 32(4): 33-41.

McCabe, Brian J. and Ingrid Gould Ellen. 1998. "Does Preservation Accelerate Neighborhood Change? Examining the Impact of Historic Preservation in New York City." *Journal of the American Planning Association*. 82(2): 134-146.

National Trust for Historic Preservation, Preservation Green Lab. 2016. *The Atlas of ReUrbanism: Buildings and Blocks in American Cities*. Available at: file:///C:/Users/Kirk_Ranzetta/Downloads/AtlasReport_final.pdf.

Rosenthal, Larry R. and David Listokin. 2009. "New or Rehab: Striking a New Balance Under California's Affordable Housing Standards." Working Paper No. W09-002. Berkeley Program on Housing and Urban Policy.

Shores, Lauren K. "Defending the Historic Preservation Tax Credit." *Missouri Law Review*. 77 (1): 1-36.

Design Overlay Zone Amendments (DOZA):

Walker Macy, prepared for Bureau of Planning and Sustainability and Bureau of Development Services, City of Portland "Design Overlay Zone Assessment (DOZA) Volume I: Final Report" April 2017. <https://www.portlandoregon.gov/bps/article/634989>

Mothballing Historic Buildings

Mothballing is the procedure for preparing a historic property to be vacant for some period of time while awaiting funding and/or execution of repairs or rehabilitation. The principles of mothballing should serve as a guide for securing historic resources, including City-owned properties, against vandalism and advancing deterioration.

The following 9-step process is recommended by the National Park Service to properly mothball a historic property:

DOCUMENTATION

1. *Document the architectural and historical significance of the building.*
2. *Prepare a condition assessment of the building.*

STABILIZATION

3. *Structurally stabilize the building, based on a professional condition assessment.*
4. *Exterminate or control pests, including termites and rodents.*
5. *Protect the exterior from moisture penetration.*

MOTHBALLING

6. *Secure the building and its component features to reduce vandalism or break-ins.*
7. *Provide adequate ventilation to the interior.*
8. *Secure or modify utilities and mechanical systems.*
9. *Develop and implement a maintenance and monitoring plan for protection.*

More details, including a easy checklist, can be found in Preservation Brief #31 - Mothballing Historic Buildings published by the National Park Service's Technical Preservation Services.