

PORTLAND'S

Recommended
ALBINA COMMUNITY PLAN

GOAL 5

ECONOMIC, SOCIAL,
ENVIRONMENTAL, AND
ENERGY ANALYSIS for
Historic Design Zones/
Neighborhood Conservation
Districts



Portland Bureau of Planning
February 1993

ALBINA
COMMUNITY

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Goal 5
Economic, Social, Environmental
and Energy Analysis
for the
Recommended Albina Community Plan
Historic Design Zones/Neighborhood Conservation Districts

Albina Community Plan
Bureau of Planning

February 1993
Portland, Oregon

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Introduction

Albina Community Plan •

Purpose of Document •

INTRODUCTION

As part of the Albina community planning process, the Planning Bureau has been updating the City's 1984 Historic Resource Inventory. Planning staff has reviewed the historic ensembles identified in the 1984 Historic Resources Inventory and is proposing the creation of historic design zone/neighborhood conservation districts to protect seven of these areas. These districts reflect the development pattern and architectural styles that were prevalent from 1883 to 1940. The two major development periods are first, the growth associated with the independent city of Albina and later the growth which occurred in response to the availability of the electric streetcar. The seven districts contain a significant collection of architectural styles and development features which identify historically significant locations in the city.

Like other components of the Albina Community Plan (ACP), historic resource identification and protection has evolved through the normal path of revision and fine-tuning. In the May 1991 ACP Discussion Draft Plan, the creation of the following Historic Design Zone/Neighborhood Conservation Districts was suggested: Arbor Lodge (Mock's Crest), Eliot, Irvington, Kenton, Piedmont, Russell Street, and Woodlawn. Numerous changes or modifications have been made during the Portland Planning Commission's review and adoption.

First, the proposal to designate the Mock's Crest area as a Historic Design Zone has been withdrawn. The Planning Commission recognizes the qualities of the area; however, the primary development period of 1941 - 1967 does not meet the minimum State Historic Preservation Office standards for inventory, evaluation and protection. Site and areas should be at least 50 years old before historic protection is applied. The Planning Commission approved adding an action item under Policy 9 of the Albina Community Plan which calls for consideration of historic protection for Mock's Crest in the next 6 to 20 years when the Albina Community Plan is updated.

Secondly, the boundaries have been modified, removing some sites, for the Russell Street and Eliot Districts. In some cases the boundaries have been expanded slightly to include areas that reflect the values of the district. Those districts are Mississippi, Woodlawn, Kenton and Piedmont.

The Irvington District has been expanded significantly to include all properties between NE 7th and NE 24 from NE Knott Street to properties fronting the north side of NE Stanton Street. The boundary also includes two clusters of historic houses along NE 10th and NE 19th between NE Stanton and NE Siskiyou. The boundary was expanded to include sites which were built during the primary historic development period--The Progressive Era

(1883 - 1913). These properties contain the same distinctive characteristics as sites south of NE Knott.

Thirdly, the Planning Commission adopted a two-tiered system for design review. Select properties within the Albina Community Plan area, which include those within the Historic Design Zone/Neighborhood Conservation Districts, will have the "d" Design Overlay Zone applied to them. For new development or exterior renovation, the property owner/developer may have the option of using Supplemental Compatibility Standards rather than have the proposal reviewed through the Type II Design Review Procedure.

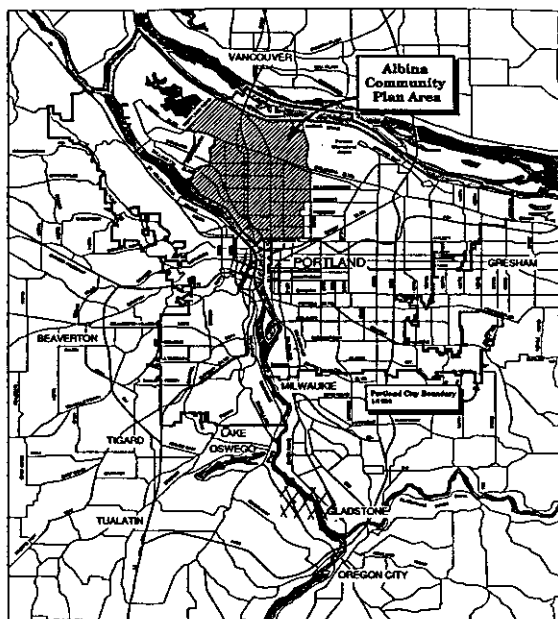
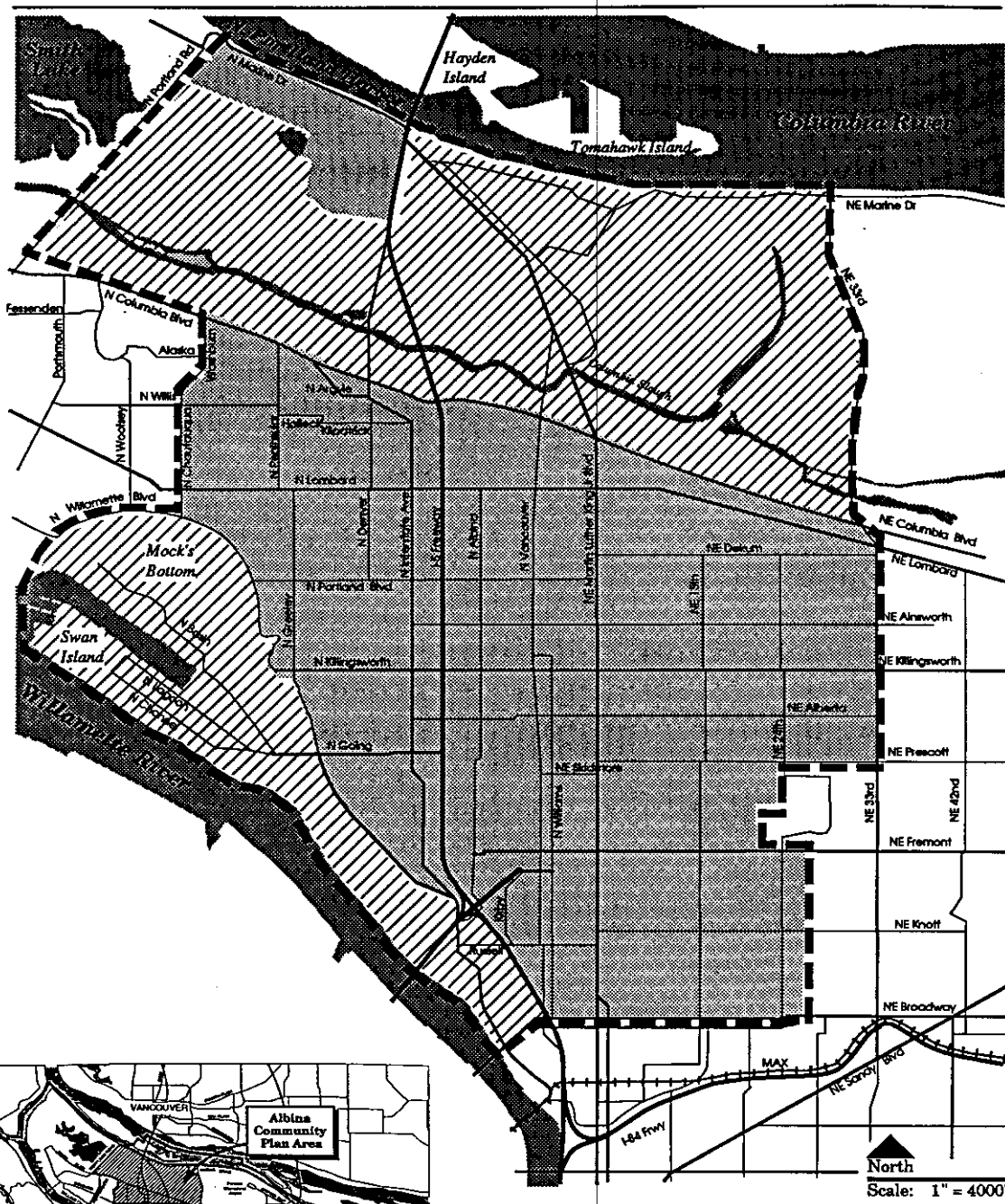
The Supplemental Compatibility Standards were developed to provide property owners/developers the option of using objective development standards as an alternative to going through a design review process, in most situations. This system provides greater certainty and an expedited evaluation. If the applicant cannot meet, or wishes to vary from those standards, then design review is required. Some major developments or higher-intensity residential projects will not be allowed to use the Supplemental Compatibility Standards. There are thresholds which determine which type of review is applicable.

The Supplemental Compatibility Standards are intended to ensure compatible development in historic design zones as well as enhance the character and environment for pedestrians. The standards are also intended to reduce the time and cost imposed on business and development. The provisions address landscaping, site design, building design and parking. There are also special standards for projects on sites within Historic Design Zone/Neighborhood Conservation Districts. For example, single dwelling residences in the Eliot and Irvington Districts must have a dominate vertical character. This requires that the front facade must be taller than wide, or be divided into visually distinct areas which have vertical proportions. For commercially-zoned sites in the Russell Street District, the windows of the top floor fronting the street must have a round arch form. In the Kenton District, buildings must have at least 50 percent of the total exterior wall built with cast stone.

Finally, the Portland Landmarks Commission is considering the creation of a two-tier system for designating sites and areas. The designations are categorized by their level of importance. There are some resources which are of city-wide importance and those which may be of historic value or importance to a neighborhood. For multiple properties/districts with neighborhood or local importance the districts will be called Historic Neighborhood Conservation Districts. The districts in the Albina Community Plan will be given this title, once the Landmarks Commission adopts this system. Until then, the districts will be identified as: **Historic Design Zones/Neighborhood Conservation Districts.**

Purpose of this Document

To fulfill Statewide Goal 5 requirements, this report contains an Economic, Social, Environmental and Energy (ESEE) Analysis of historic resource protection for the recommended seven Historic Design Zone/Neighborhood Conservation Districts. The report begins with an explanation of the Goal 5 requirements. Then follows a description of the general consequences of historic protection. A description of features of the Albina Community Plan which will balance the impacts of historic protection is included. This report concludes with an ESEE analysis for each recommended historic design review district.



The Albina Community Plan Area

LEGEND

-  Land Use Study Area
-  Impact Area
-  Albina Community Plan Boundary

**General Analysis of Economic,
Social, Environmental and Energy
Consequences of
Historic Protection**

Introduction •

Goal 5 Administrative Rules •

General ESEE Analysis •

Balancing Historic Protection and Other ACP Goals •

Introduction

Early in the Albina Community Planning process, the Landmarks Commission asked that Planning Bureau staff provide findings in response to concerns that historic protection would adversely affect redevelopment and economic revitalization in many sections of the Albina area. This section addresses those issues as well as meets State Goal 5 rule requirements.

The following section begins with a description of the Goal 5 administrative requirements. First, it describes the possible conflicting land uses and activities that would have an impact on historic resource protection. Secondly, it describes the methods and affects of limiting conflicting uses and it explains the actions needed to fully protect historic resources. Thirdly, it contains a discussion of the general impacts or consequences to both the resource and the existing or potential land uses. Additional district-specific impacts are discussed in the next section. Finally, this section contains a description of the key components of the ACP that contribute to balancing historic protection with other goals such as economic development and meeting housing needs.

Goal 5 Administrative Rules

Statewide Planning Goal 5 requires cities and counties "to conserve open space and protect natural and scenic resources." When the City's Comprehensive Plan was adopted in 1980, there was little guidance on how this goal should be met. In the fall of 1981 the Land Conservation and Development Commission adopted administrative rule, OAR 660, Division 16: Requirements and Application Procedures for Complying with Statewide Goal 5. In order to comply with Goal 5, a jurisdiction must:

1. Inventory resource sites,
2. Analyze the economic, social, environmental and energy (ESEE) consequences of conflicting uses on the resource, and
3. Determine the level of protection required for the resource.

The inventory is done first. It should identify the location, quantity, and quality of existing resources. Location of a resource must include a map or description of the boundaries of the resource site. Resource quantity requires consideration of the relative abundance of the resource and quality of a resource is determined by comparing the resources within its respective categories.

If a resource is not important, it may be excluded from further consideration for purposes of local land use planning, even though state and federal

regulations may apply. The next step in the Goal 5 process includes the identification of conflicts with the protection of inventoried resources. This is done primarily by examining the uses allowed in broad zoning categories. A conflicting use, according to the Goal 5 Administrative Rule is one that, if allowed, could negatively impact the resource. These impacts are considered in analyzing the economic, social, environmental and energy (ESEE) consequences.

During the first stage of the ESEE analysis conflicting uses or factors are identified. If there are no conflicting uses for an identified resource, the jurisdiction must adopt policies and regulations to ensure that the resource is protected. Where conflicting uses are identified, the ESEE consequences must be determined. The impacts on both the resource and on the conflicting use must be considered, as must other applicable Statewide Planning Goals. The ESEE analysis is adequate if it provides a jurisdiction with reasons why decisions are made regarding specific resources.

Under Oregon Administrative Rules for LCDRC Goal 5 compliance, the program or plan must describe a jurisdiction's decision for each inventoried resource. The decisions must be based on the resource inventory and findings. The decisions will fall into one of three categories described below:

Allowing the conflicting use fully

This action occurs in areas where the conflicting use, notwithstanding the impact on the resource, is sufficiently important to warrant allowing the uses fully and without restrictions.

For historically significant sites or districts, conflicting uses would be those uses or actions that are allowed by present and recommended zoning regulations, such as: (1) allowing immediate demolition of structures, (2) modifying street patterns and destroying the physical features which serve to identify the significant development phases of an area, (3) allowing new development of the site, without any controls which encourage compatibility with the development period which make the area unique, and (4) allowing development which changes the scale and intensity of an area which is not consistent with the historic pattern.

Other activities or uses that can adversely impact historic values are:

- Auto-oriented commercial development
- Parking lots
- Industrial uses where storage and operations occur outside an enclosed structure
- New streets and right-of-way alignments
- Neglected and abandoned structures

Limiting conflicting uses in a manner which protects the resource

This action occurs in areas where both the resource and the conflicting uses are important relative to each other. Restrictions are placed on conflicting uses which would protect resource values while at the same time allowing for needed conflicting uses.

Methods of limiting conflicting uses include the application of zones which do not encourage redevelopment. When economic or other considerations are equally important, and redevelopment is encouraged through zoning and other incentives, then the designation of a Historic Design Zone/Neighborhood Conservation District will provide guidance for achieving compatible redevelopment. Compatible infill and redevelopment will retain the historic value of nearby sites, as well as the quality of the district as a whole.

Protecting the resource fully

This action occurs in areas where the resource, relative to the conflicting use, is sufficiently important so that the resource is protected and all conflicting uses are prohibited.

In order to protect a resource fully, the City would have to designate each district with landmark status and would apply zoning which retains the existing development. The zoning would not encourage redevelopment into a different scale and intensity such as from single dwelling to multi-dwelling development. Demolition denial and strict controls on changes to structures, similar to those applied to National Historic Landmarks, would be the closest controls to fully protecting historic resources.

General ESEE Analysis

Each resource (in this case, each district) must go through an ESEE analysis. Some impacts are common to most historic protection. These are described below. Site specific impacts are detailed in each district description.

In making ESEE comments on the recommended historic districts, several factors were taken into account. Those factors are:

- Zoning and associated development standards
- Existing development
- Vacant parcels
- Development potential

Economic Consequences

Property values are determined by demand. Certain characteristics affect the demand for housing and commercial sites. For housing, the demand is based upon the quality of the structure, the desirability of the property and character of the neighborhood and other factors such as safety and stability.

The value of aesthetics and character are difficult to quantify in actual dollar terms. However, amenity values increase demand which generally results in higher property values. King's Hill, Lair Hill and Ladd's Addition, Portland's residential historic districts, are acknowledged as desirable and commanding higher average residential dwelling prices. It is unlikely the protection of aesthetic characteristics would create lower property values. However, there are some possible secondary impacts that need to be mentioned. Higher property values may encourage gentrification, which is a concern, particularly for the Albina Community. Affordable housing and housing availability is discussed further in the later section "Housing Development and Affordability".

For commercial sites the value is determined more by the return on the investment, or economic rent potential. The value of sites is a function of location, physical amenities, availability of comparable alternatives. All of these factors affect the potential income stream generated by the site and structure. Investment decisions occur during the period of ownership. Owners must repeatedly determine whether or not to spend money on maintenance and repairs, rehabilitation, modernization, expansion, conversion or demolition and redevelopment of the site.

Adaptability, particularly for commercial structures, is a major factor in the continued viability of the structure. Historic protection is effective when there remains economic use of structures or sites. If not economically used, one can expect a lack of maintenance, vacancy and eventual demolition. The zoning should not create a higher potential rent than what the existing structure can supply. If the building will not generate the desired rent then there is a high probability the building will be replaced with a more profitable structure.

If the base zoning is generally consistent with the existing development pattern of the historic areas, then the base zoning will provide added certainty that the development character will not significantly change. Given that the redevelopment must have compatible characteristics with the existing structures, there should be greater incentive to renovate the older buildings when possible.

Commercial Zones

In 1990, as part of the Zoning Code Rewrite project, all commercial and manufacturing zones were updated. Many of those areas were rezoned through the Commercial and Remapping project. This effort revised the number and type of commercial zones and then applied them on all sites, city-wide. The zones were written to more closely reflect the existing or desired development character. Also the zones differ depending upon which market each commercial area is intended to serve.

The commercial zones that most closely reflect the development character of the streetcar era are the CS, Storefront Commercial and CM, Mixed Commercial zones. Commercial structures in the historic districts were built to serve a clientele who walked and used a carriage or took the streetcar. The buildings create a comfortable pedestrian environment because they are built to the sidewalk with storefront windows. They create a sense of enclosure and safety. Also the EX, Central Employment zone has many similarities to urban development of the past.

The building standards and site design required for the CS and EX zones may reflect a development pattern prominent in the past. However, these development characteristics are not obsolete. The city will have an increase in the application of zoning and development standards that promote and reinforce pedestrian-friendly and transit-friendly development. The 1991 Legislature enacted the Transportation Rule which requires cities to reduce automobile trips and provide people with viable alternatives. Given these trends, the buildings which lined the trolley lines may be prototypes of future commercial development.

Tourism and Convention-Related Impacts

The metropolitan area is rewarded with tourist dollars when more public attractions and the special areas of Portland are retained and promoted in marketing and tourist information. Historic districts and historic sites are an important feature in attracting tourism and illustrating a City's proud past.

Housing Development & Affordability

The affects of compatibility requirements may include additional costs to the owner or developer. Requirements such as additional windows or wood window frames, for example, may add to construction costs. Designation of areas as Historic Design Zone/Neighborhood Conservation Districts will also preclude a form of inexpensive housing - manufactured housing. Manufactured homes are prohibited in designated Historic Design Zone/Neighborhood Conservation Districts. In these situations the cost of individual projects may be increased. The expected results will be to

maintain and increase the values of the existing properties within the district, while creating a higher standard of construction and design for new projects. Other costs to consider are the additional plan check fees or design review fees that apply to most exterior improvements and new construction.

Another issue to consider is the impact of historic preservation on redevelopment and intensification of residential areas. It is recognized that the City of Portland should contribute additional housing opportunities to meet the metropolitan region's growth demands. The protection of low density, single-dwelling residential areas could conflict with other housing goals. A large number of vacant sites in the Albina community acts in its favor because it provides infill opportunities at a higher density, without creating significant pressures to demolish valuable historic resources. Finally, additional housing opportunities often relates to issues of affordability. It is generally assumed that when there is an adequate supply and variety of housing choices, including rentals, there is also a larger supply of affordable housing.

Design protection of architectural features and site characteristics provides a level of certainty to property owners. There is added certainty that the value of the unique area will not be significantly reduced by incompatible new development or exterior alterations.

Social Consequences

Historic districts can provide numerous social benefits. They celebrate the City's heritage and promote the community image. Historic designations do not have to be limited to the most affluent areas. Districts can be historically significant, but physically modest. When historic districts are supported by a neighborhood or grassroots effort, they can successfully counter the poor image of a community. They can improve pride and ultimately work to protect against vacancy, deterioration and destruction. These positive results will ultimately raise the value of the properties.

Historic districts provide educational opportunities for schools at every level and give young children a stronger sense of community. They provide laboratories for students who are studying visual arts, architecture, urban design, planning and history. The architectural features, street and subdivision design provide real examples of a City's past. The integrity of the district conveys a message that the successful development of the past remains viable and valuable.

Urban Design and Image of the City

Historic areas create a sense of definition, location and uniqueness in the City. They also serve to connect neighborhoods, and form a physical and psychological edge. Historic districts create a setting that promotes continuity and sense of community. Protection and enhancement of these areas contribute to the image of the community. With every demolition, incompatible development and exterior modification to existing buildings, there is further reduction in the overall character and loss to the community's identity.

Environmental Consequences

Historic protection is limited in its impact to environmental concerns. However, protection creates a stronger incentive to rehabilitate and continue using existing structures. This in turn reduces the demand for new lumber materials and other natural resource materials. In many cases, historic buildings contain building materials that are no longer available because of the cost and scarcity of timber products. Most of the historic homes were built with high-quality building materials and by skilled craftsmen. For example, many homes in the Eliot district were built from teak used as ballast by clipper ships. The ships replaced the ballast with goods while in Portland.

Historic protection will further strengthen the viability and attractiveness of these neighborhoods. Another secondary affect of historic protection is the retention and promotion of existing residential areas. Utilization of these areas reduces the need for expanding the housing stock in areas outside the City, where there is: (1) a greater reliance on auto usage, (2) the need for additional infrastructure and (3) the likelihood of using open space areas.

The Albina Community has excellent public transit service. There are numerous and frequent bus lines and a future light rail line is recommended through the Albina area. As more people have convenient access to light rail, fewer will be using automobiles and creating air pollution. However, to fully utilize this service and improve the livability of the City, there needs to be higher density residential development near transit stations. When redevelopment is promoted there is a greater likelihood of demolition of some historically significant structures.

Energy Consequences

Energy, specifically fuel expenditures, relate primarily to distance of travel between origin and destination and the mode of transportation available. These variables are affected by the type of development pattern.

Maintaining and enhancing the vitality of inner-city residential, commercial and industrial employment centers reduces the use of energy resources. The designation of the historic districts can improve the viability of areas.

A consequence of protecting older structures is that most structures do not rate high as energy efficient structures. Older homes generally lack sufficient insulation, efficient heating systems and contain a larger portion of windows that tend to lose more heat. In contrast, most structures can be retro-fitted to substantially improve their energy efficiency. Creation of Historic Design Zone/Neighborhood Conservation Districts will provide an incentive for this home improvement investment.

Summary

Within urban areas it is inevitable that conflicts between historic protection and new development and other land uses and activities exist. Protecting historic areas as well as conflicting uses plays a valuable role in the function of an urban environment. A city benefits the most when it achieves a balance of these values.

Balancing Historic Protection and Other Albina Community Plan Goals

Introduction

There are elements of the Albina Community Plan which aid in achieving a balance between historic protection and economic, housing, transportation and other enhancement objectives. Those features of the plan are described below.

Increased Housing Choices and Affordability

The Housing Policy of the Recommended Albina Community Plan states:

Increase housing opportunities for current and future residents of the Albina community by preserving and rehabilitating the existing housing stock, constructing appropriate infill housing in residential neighborhoods and building higher density housing near business centers and major transit routes.

Objectives of this plan call for both improved quality and quantity of housing. In order to meet this commitment, historic protection should not create a barrier to the construction of new units, additions to existing housing, infill housing, and new higher density development. A balance must be achieved to encourage additional housing while at the same time retaining historic resources.

The Historic Design Zone/Neighborhood Conservation Districts will not achieve these ends at the cost of adversely impacting housing opportunities in the Albina area. **The recommended Historic Design Zone/Neighborhood Conservation Districts will affect less than 10 percent of all residentially zoned sites within the Albina Community Plan study area.** The Alternative Design Density Overlay Zone has been developed to provide increased housing opportunities for infill development in single-dwelling zoned areas. The application of this overlay zone will be applied in residential areas where there is the need to foster owner occupancy, to preserve the existing structures, and encourage development that is supportive of the positive qualities of a neighborhood. This overlay zone is recommended in areas of Albina, including sites located in the recommended historic design zones. This overlay zone is intended to provide a greater supply and variety of housing choices and to provide affordable housing, while protecting the appearance and character of the area.

The overlay zone will be applied in Historic Design Zone/Neighborhood Conservation Districts such as Piedmont, Kenton and Irvington to provide opportunities for compatible development and housing intensification. Large, well-built homes can easily accommodate an accessory unit without detracting from the historic character. In the Piedmont district, the alleys allow separate access from the primary structure. Access at the rear of the house allows the front of the house to continue appearing as a single-dwelling residence, while giving accessory units a sense of separation.

This overlay zone has liberalized the accessory rental standards. In single dwelling residential zones, it allows for the conversion of garages and the construction of detached accessory rentals and allows attached residential on lots that have been vacant for over five years. The provisions are intended to provide additional density with minimal costs and disruptions. It enables smaller households to retain larger houses, while maintaining the character of the house. Converting part of the house into a rental unit or converting the upper-story of a garage into a rental unit will provide income so that homeowners can afford and maintain the larger homes.

The alternative design density housing provisions require owner occupancy of the primary structure in the single dwelling zones. This should assure that maintenance of the structures and yard will be consistent with owner occupied neighborhoods. The "a" overlay allows the development of two units on vacant R5 zoned lots. The lots must be developed in conformance with the R2.5 provisions. This provision is only available where lots have sat vacant for five years. For sites zoned with the R2.5 zone, the "a" overlay would allow the development of owner-occupied triplexes. This allows another development option as long as both development standards and the design compatibility standards are met.

Finally, the "a" overlay allows a 50 percent increase in density to sites zoned R1, R2 or R3 if the project is reviewed and approved through a Type II design review process.

The provisions described above address housing opportunity, and affordability while balancing compatibility concerns.

There are a number of public and private sector efforts which are supporting the production of additional affordable housing in the Albina area. The Northeast Community Development Corporation - Nehemiah Housing Opportunity program is aimed at rehabilitating and/or constructing 250 houses in the Albina area. There is the Homestead Program which provides Portland Development Commission funding assistance for acquisition of vacant houses. There are also nonprofit organizations such as the Habitat for Humanity-Franciscan Enterprises which rehabilitates residential structures.

Transit Enhancement

The Albina Community Plan study area contains a future northern light rail line, linking Portland's center with Vancouver, Washington. The plan proposes two north-end alternative alignments, one on an I-5 alignment and another on an Interstate Avenue alignment. To support this service, the ACP proposes the comprehensive plan designation for high density residential at recommended transit stations along the alignment. The plan calls for the upzoning to occur once funding for the line is secured. The designation of areas for residential redevelopment will not conflict with the protection of the Historic Design Zone/Neighborhood Conservation Districts, except in a few limited locations.

Image Enhancement

The Albina community suffers from underutilized and abandoned buildings, a high rate of unemployment, crime and social problems. Even though the problems are not consistently found throughout the district, the image or perception of northeast Portland has been declining. Policy 9 Community Image and Character was developed in response to this situation. It states:

Build a positive identity for the Albina community throughout the metropolitan area. Reinforce Albina's identity as a part of Portland and celebrate its special diverse architectural and cultural character. Provide opportunities for people outside the district to experience the positive characteristics of the Albina community. Strengthen the Albina community's sense of place through the promotion of its art, history and culture.

The recommended Historic Design Zone/Neighborhood Conservation Districts help to carry out this policy. The Plan calls the establishment of a network of carriage routes that will connect the historic districts and the development of walking tour brochures of the historic districts for distribution to the Visitor Information Office, the Convention Center and hotels.

Commercial and Business Enhancement

A variety of commercial and employment opportunities are being created. The ACP-recommended zoning and the historic districts will protect streetcar commercial districts. The plan proposes zoning changes to expand commercially and industrially zoned areas. Sites along Martin Luther King Jr. Boulevard will be zoned from residential to commercial so that there are larger redevelopment sites available for regional markets. Central Employment, EX zoning is recommended between NE Skidmore, NE

Killingsworth, Interstate Avenue and I-5. This zone will provide additional opportunities for manufacturing and light industrial uses, commercial uses as well as residential uses.

Economic Consideration

The Albina community is economically fragile. Because of the economic condition of most of the neighborhoods and commercial areas in the Albina community, there was a conscious effort to minimize the expense of design review. The recommended cost of the plan check for sites developed in accordance with the Supplemental Compatibility Standards will be \$100.00. If the applicant does not wish to, or cannot, meet the compatibility standards, then design review is required. In most situations, the Type II review process will apply. The cost of a Type II review is .3% of the value of the construction costs, with minimum and maximum limits. There is a fee differential based upon the type of project under review. Minor B projects consist of awnings, signs, rooftop equipment, storefront remodels affecting less than 25 lineal feet of frontage, colors in historic districts, and all Type II residential projects. The fees range from a minimum of \$100 to a maximum of \$750. All other projects are classified as Minor A projects. The review fees for Minor A projects range from a minimum of \$750 to a maximum of \$1,500.

District Analysis

Historic Design Zone/Neighborhood Conservation District Summaries and District Analysis of Economic, Social, Environmental, and Energy Consequences of Resource Protection

Introduction •

Historic Design Zone/Neighborhood Conservation District Boundaries •

Methodology for Determining Boundaries •

Site Evaluation •

District Specific ESEE Analysis •

Introduction

This section describes the sources used to identify the potential historic districts. It includes an explanation of the methods of evaluation used to select the appropriate boundaries. Finally, it contains district specific ESEE analysis for each of the seven recommended Historic Design Zone/Neighborhood Conservation Districts.

Identification of the ACP Historic Design Zone/Neighborhood Conservation District Boundaries

The recommended Historic Design Zone/Neighborhood Conservation Districts were formed in response to past studies. The **1984 City of Portland Historic Inventory** was the primary source used to determine the areas with concentrations of historic resources. The inventory identifies individual sites and ensembles. In addition, an earlier study completed by the Bureau of Planning, **Potential Historic Conservation Districts, 1978** identified five possible conservation districts within the Albina community-Kenton, Woodlawn, Piedmont, Eliot, and Irvington. These earlier studies helped identify the areas with concentrations of historically significant resources.

In addition, the Russell Street historic area was recommended as a historic district during the Central City Plan process. In response to the Historic Inventory information, field analysis and community support the Mississippi Historic District was also included.

Methodology for Determining Boundaries

Before staff conducted field surveys, the primary development phases were identified for each district. Planners used the same periods as those used by the State Historical Preservation Office: (1) 1866 - 1883 Railroad and Industrial Growth, (2) 1884 - 1913 Progressive Era, (3) 1914 - 1940 The Motor Age, and (4) 1941 - 1967 War and the Post-War Era. This information was used for the field analysis.

Geographic information system (GIS) maps were produced which identified the time period the existing structures were constructed. These maps were used during the field surveys to aid in determining if sites, built during the primary and secondary historic development phases, had been significantly altered.

Field Evaluation

During the months of March and April 1992 Bureau of Planning staff walked the recommended historic district areas, as well as their periphery. Each site was classified into one of the following categories:

- Contributing,
- Historic/Non-Contributing,
- Compatible/Non-Contributing, and
- Non-Compatible/Non-Contributing.

The following steps and criteria were used in the evaluation:

1. Check structures or sites that were developed during the primary or secondary development phases. If they have not been significantly modified, they should be identified as **Contributing**.
2. Identify structures or sites that were developed during the primary or secondary development phases but have been significantly modified. Note the sites where the exterior changes have significantly reduced its historical integrity. Identify structures not built during the primary and secondary phase. If built before 1940, determine if architectural design and site characteristics are consistent with earlier development phases. In these two situations the structures and site were identified as **Historic/Non-Contributing**.
3. For development which occurred after the primary and secondary development phases, and after 1940, look at the following criteria for compatibility:
 - scale of structure
 - building setbacks
 - type of building materials used
 - location of garage (residential uses)
 - roof pitch (residential uses)
 - use of architectural details

If the structures or sites had similar characteristics as found on the contributing sites, they were identified as **Compatible/Non-Contributing**. Structures or sites that did not conform to the general characteristics of the development style and site features, were identified as **Non-Compatible/Non-Contributing**.

Maps showing the results of the field work, related to the recommended district, are found later in this report.

District Specific Analysis

The inventory work and field surveys provide the information on the protection of resources' quantity, quality and location necessary to continue with the Goal 5 analysis. The ESEE analysis for each recommended district is provided below:

RUSSELL STREET HISTORIC DESIGN ZONE/NEIGHBORHOOD CONSERVATION DISTRICT

General Description: This area represents the first development of the town of Albina. Russell Street contains remnants of the commercial strip which was the heart of the former town of Albina.

Between 1869 and 1872, William Page, George Williams and Edwin Russell purchased the soon-to-be Albina for \$5,600. Page was an attorney, Russell was the branch manager of the Bank of British Columbia, and Williams was a former United States Senator and Attorney General for Ulysses S. Grant. In 1872, Williams laid out the general dimensions of the new tract and filed the plat the following year. Russell and Williams named the new development "Albina" after Page's wife and daughter. By 1873, sawmills and other industries were operating along the river's edge. The city's leaders envisioned Albina becoming greater than Portland, especially since this was after the fire of 1873 which had destroyed most of Portland's business district. Real estate in Albina was selling easily. At this time Albina had its own bank, three schools, nine churches, and its own newspaper. The area continued to develop as a strong industrial center, with extensive railroad tracks, terminals, car shops and roundhouses. The area was consolidated with the City of Portland in 1891.

Recommended Boundary: In order to maintain the historic commercial center, the boundary will contain sites fronting both sides of N Russell Street between N Albina to the east and N Interstate to the west. One full block of sites will be protected and some sites north of N Knott will be included. The boundary was drawn to protect the historic structures which remain along this historic street. This area was identified as an ensemble of historic sites in the 1984 Historic Resource Inventory.

Significant Resource Values: The street pattern is the first notable feature. It was designed for a river ferry which operated at the foot of Russell Street. Commercial structures were built along this transportation gateway to Albina. The historic resources in this district are mixed-use structures built out to the property lines. The commercial/retail uses were located at the ground-level with housing usually located above. The most common building material is

brick but there are also several wood frame structures. Most of the commercial buildings consist of red brick with the locally famous White Eagle Cafe the only light-colored brick building. A common feature of many of the buildings is the highly decorative brick pattern, the horizontal corner punctuation and the round arched windows. The architectural styles include: Queen Anne, Italianate and Richardsonian Romanesque. The inventory identified 10 structures of primary historical significance. Six of those are identified on the 1984 resource inventory. In addition, the McKay Brothers building is a designated local and national landmark.

The historic design zone/historic conservation district boundary does not include two designated sites. A structural engineering report states one of the designated sites, a wood-frame structure, is not salvageable. The other building is located on the northwest corner of N Borthwick and N Russell Street. This building is significant but is isolated from the cluster of other designated structures.

Site Specific ESEE Comments

Conflicting Uses and Zoning: Presently the properties located within the historic district boundary are zoned as Central Employment, EX. This zone is accompanied by the "d", Design Review overlay zone. Some of these EXd zoned sites are recommended for a zone change. Sites east of N Albina Street are recommended for change to IG1d, General Industrial 1 zoning with the design review overlay zone. However, these sites will not be within the Historic Design Zone/Neighborhood Conservation District. The "d" Design Overlay Zone will require use of either the Supplemental Compatibility Standards or the general ACP design guidelines.

The IG1 zone differs from the EXd in that ground floor windows are not required, housing is not allowed outright, and exterior storage of industrial equipment and supplies is allowed. These differences can negatively impact the historic commercial development pattern. The existing conflicting uses are those sites with: exterior storage, tall chain-link fencing and barbed wire fronting Russell Street and heavy truck traffic and parking directly visible from Russell Street. However, the sites fronting N Russell Street will have the "d" Design Review overlay zone applied. If Design Review is used guidelines may modify those site characteristics such as the placement of fences or parking areas. If the Supplemental Compatibility Standards are used, then the other restrictions will supersede provisions of the IG1 zone. No outdoor storage is allowed and parking is limited through the use of these standards.

Consequences of allowing conflicting uses and zoning: Allowing the redevelopment of the area zoned IG1, without design and compatibility standards could eventually destroy the streetcar commercial character of the area. The industrial uses and the site development allowed in this zone

creates a very different setting from the commercial buildings developed in the Railroads and Industrial Growth (1866-1883) and the Progressive Era (1884-1913).

The General Industrial zone would encourage the development of sites without a pedestrian/streetscape orientation. This zone allows building setbacks, large parking areas, parking areas between buildings and the street, and exterior storage with only partially sight-obscuring fencing for screening. However, the sites fronting Russell Street require either design review or review with the Supplemental Compatibility Standards. The compatibility standards do not allow outdoor storage, parking is restricted to not more than 50% of the site and only one isle of parking between the building and the street. If design review is used, Guideline 13 states: Respect and reinforce the character of nearby historic districts. This guideline will encourage consistent, compatible design.

The remaining area zoned EX, Central Employment will not adversely affect the historic character to the extent IG1d zoning does. The development standards applied through this zone encourage a strong street and pedestrian orientation.

Consequences of limiting or prohibiting conflicting uses and zoning:

Economic Consequences: The economic benefit of rezoning the property to allow general industrial uses will allow the land to be used similarly to properties surrounding the Russell Street Historic District. Given the predominant industrial character of this area, the IG1d zone will give property owners additional flexibility in building and site configuration development. The Historic Design Zone/Neighborhood Conservation District controls, either through compatibility standards or design guidelines, will encourage development which retains some of the historic characteristics of the area.

Social Consequences: The historic district will provide guidance in the design of building styles, and the selection of building materials so that the historic values of Russell Street are retained. However, given the significant differences in the zoning development standards of the EX, Central Employment and the recommended IG1, General Industrial 1 zones, further demolition and change to this area is likely to occur.

Energy and Environmental Consequences: The energy and environmental impacts of the recommended zoning and land use would be negligible.

Historic Elements to be Protected

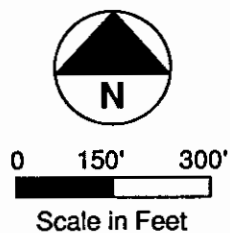
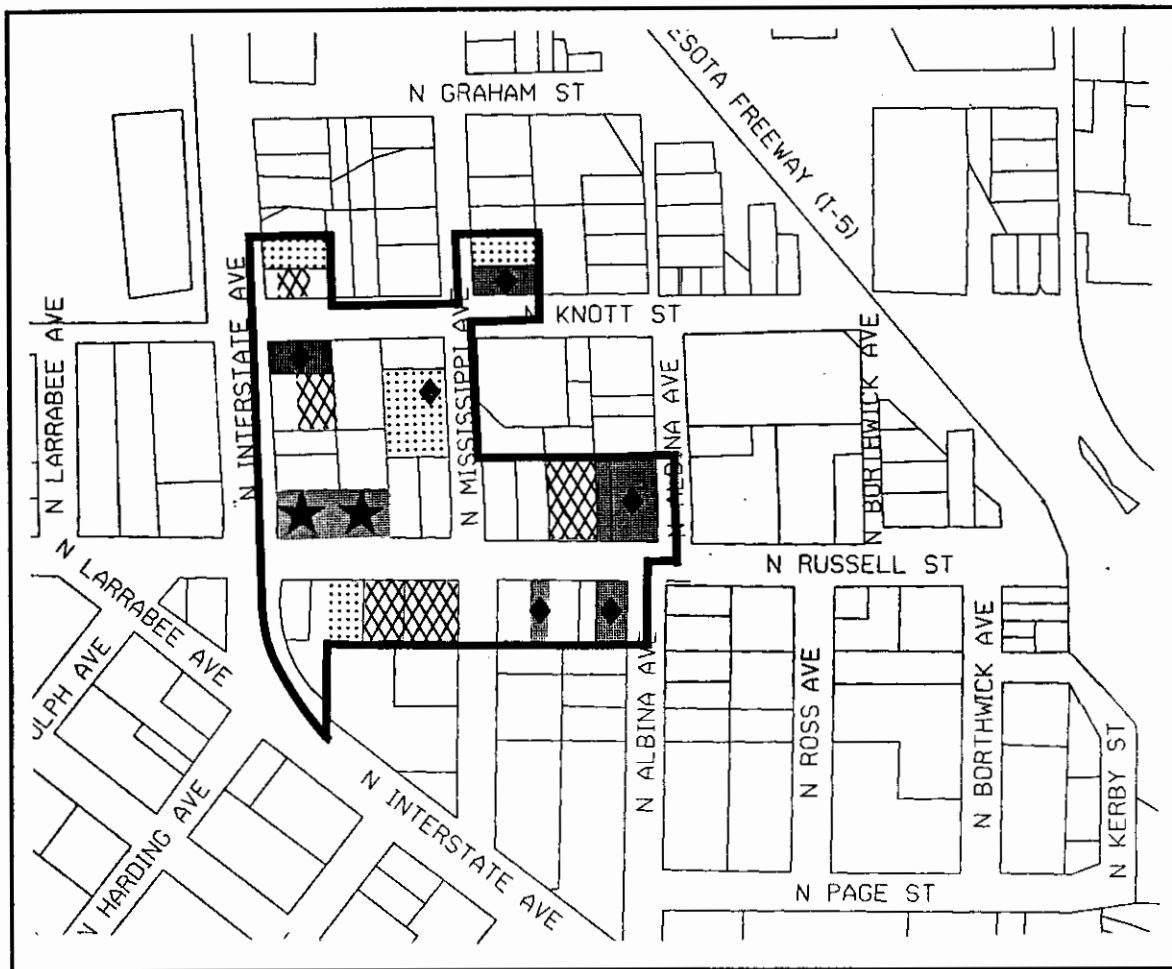
Overall Intent

New construction and exterior modifications to existing sites should be compatible in design and scale with the existing historic buildings. Development and alterations should contain the site features and architectural elements used in the Progressive Era. Buildings should be compatible with the early streetcar commercial building style, and contain elements which make this district unique. The sidewalks should be pedestrian-friendly with limited curb cuts, zero front setbacks and street trees to create a feeling of safety and enclosure. The street pattern of Russell Street should be protected.

Historic Elements of Russell Street

The existing historical features of this area should be retained and new construction and exterior modifications should incorporate the following elements:

- Brick facades, preferably red in color
- Ground floor windows
- Round arched windows
- Zero front building setbacks
- Street trees



RUSSELL STREET HISTORIC DESIGN ZONE/ NEIGHBORHOOD CONSERVATION DISTRICT

LEGEND

-  Primary Historical Significance (Contributing) 1884-1913
-  Historic/Non-Contributing
-  Compatible/Non-Contributing
-  Non-Compatible/Non-Contributing
-  Vacant Land: Surface Parking; Outdoor storage: Garden Space
-  Site listed in 1984 Portland Historic Resources Inventory
-  Designated Landmark and/or listed on National Register
-  Proposed Historic Design Zone Boundary
-  No Boundary Suggested in 1984 Historic Resources Inventory

February, 1993, Bureau of Planning, City of Portland, Oregon

ELIOT HISTORIC DESIGN ZONE/NEIGHBORHOOD CONSERVATION DISTRICT

General Description: Like the Russell Street area, this area represents the first development of the town of Albina. The recommended Eliot Historic District contains houses which were built in the 1800s for the families of workers who were employed at the industrial area along the river. Over the years, this area has housed a succession of immigrant populations, including Scandinavian, Russian-German and Irish workers who moved to the area. A number of churches remain throughout the district whose architectural style reflects the early ethnic roots of these communities. By 1906, a large population of African-Americans lived in Albina, since this was one of the few places where there was affordable housing and where they were allowed to live. Unfortunately, the Eliot Neighborhood has lost a significant portion of its resources through public and private projects such as Lloyd Center, Memorial Coliseum, the School District #1 Administrative Center, the Minnesota Freeway and Emanuel Hospital renewal area.

Recommended Boundary: The recommended historic district boundary follows approximately a two block wide area along NE Rodney. The northern boundary of the district is NE Fremont and the southern boundary is NE Hancock. On the western edge, the recommended district generally stops at NE Williams, except where it includes Dawson Park. To the east, the boundary generally goes one lot back from NE Martin Luther King Jr. Boulevard, except south of NE Brazee where the district crosses Martin Luther King Jr. Boulevard. The district goes to NE 7th and includes two full blocks between NE Thompson and NE San Rafael to protect an ensemble of small worker's cottages built in the Queen Anne architectural style. The boundary was drawn to capture the significant sites within the NE Rodney area and to set the line past sites which are not compatible with the historic value.

Significant Resource Values: This recommended district contains a variety of historic structures and uses which continue to illustrate the vitality of the Eliot area. There are some 440 sites that contribute to or reflect the primary historic development period - Progressive Era of 1884 through 1913. There is a mix of larger Queen Anne Vernacular and Colonial Revival style homes. This district contains a large concentration of modest, yet ornate, Queen Anne style worker's cottages and a significant number of small Queen Anne style duplexes. The duplex on NE Thompson between Martin Luther King Jr. Boulevard and NE Rodney is a fine example of this building style with the bay window on the ground floor and the symmetrical front entrances with spindle columns and wood spindle gable details over the porches and at the

roof. There are Street Car commercial buildings with upper-story apartments, and some apartment buildings which were originally boarding houses. There remains a row of wood constructed churches with tall steeples located along the spine of the district along or near NE Rodney. The churches, such as the Mt. Olivet Baptist Church, the Trinity Lutheran Church and the institutional uses such as Emanuel Hospital and the Immaculate Academy at NE Morris are identified in the 1984 Historic Inventory.

Site Specific ESEE Comments

Conflicting Uses and Zoning: The zoning of most of the residential sections of this district do not reinforce single-dwelling residential development, even though this is the predominate style of residential development. However, there is a significant portion of duplexes and larger structures containing more than one residential unit. Currently, there is no single-dwelling residential zoning nor is any single-dwelling residential zoning recommended for this area in the ACP. The residential zoning north of NE Knott is recommended to be upzoned from R2.5 to R2 and in some locations from R2.5 to R1 or RH. The R2 zone will allow internal conversions of the larger single dwelling houses into multi-dwelling structures. Many of the houses have been converted already. In contrast, this zoning could encourage redevelopment to a higher-intensity, especially if land is assembled.

To the south of NE Knott the zoning is recommended to change from a higher-density R1 to R2 zoning. Also recommended for most of the residential properties is the "a", Alternative Design Density Overlay zone. This zone will allow a 50 percent increase in density. In trade for the increased density, the project must be reviewed and approved through the Type III Design Review process.

Consequence of allowing conflicting uses and zoning: The recommended zoning will allow redevelopment of the area in a density and style different from the predominant building type of single dwellings on separate lots. There is a high percentage of vacant lots in this district. Without design guidelines and compatibility standards, new development, as well as exterior alteration, could be completed without any similarity to nearby sites. If this happens, the value of the existing historic buildings and the historic character of the area would be reduced with every new project.

Consequences of limiting or prohibiting conflicting uses:

Economic Consequences: Increased density will allow development of additional housing which provides increased housing alternatives. With additional housing choices, a greater range of rents and prices generally follows. The recommended R1 and RH zoning is intended to achieve those results. Increased housing makes a more vital area to support commercial

areas. The neighborhood Historic Design Zone/Neighborhood Conservation District provisions will work to guide compatible redevelopment so that the overall character of the district is retained.

Social Consequences: Higher density strengthens a neighborhood and usually improves the safety of areas. The zoning to a higher density residential zone may encourage the demolition of historically valued homes. However, the designation of this area as a Historic Design Zone/Neighborhood Conservation District will apply demolition delay and development standards which require compatible infill and redevelopment. The application of the "a" overlay will assure that compatible development occurs. The historic district will allow for renovation and will not obstruct replacement housing when necessary. The Eliot Neighborhood, through a series of public and private actions, has lost much of its housing stock. The ACP and Eliot Neighborhood Plan call for the development of 500 housing units in this neighborhood. Much of this housing will not occur in the Historic Design Zone/Neighborhood Conservation District. There are other areas designated for this housing. The additional housing is seen as important to stabilizing the area which has experienced massive loss of housing in the last 50 years. Finally, historic protection will strengthen the positive image of this neighborhood.

Energy and Environmental Consequences: Higher density, especially near a light rail line will support the City's goals of reducing auto trips which save consumption of fuels and reduces air pollution.

Historic Elements to be Protected

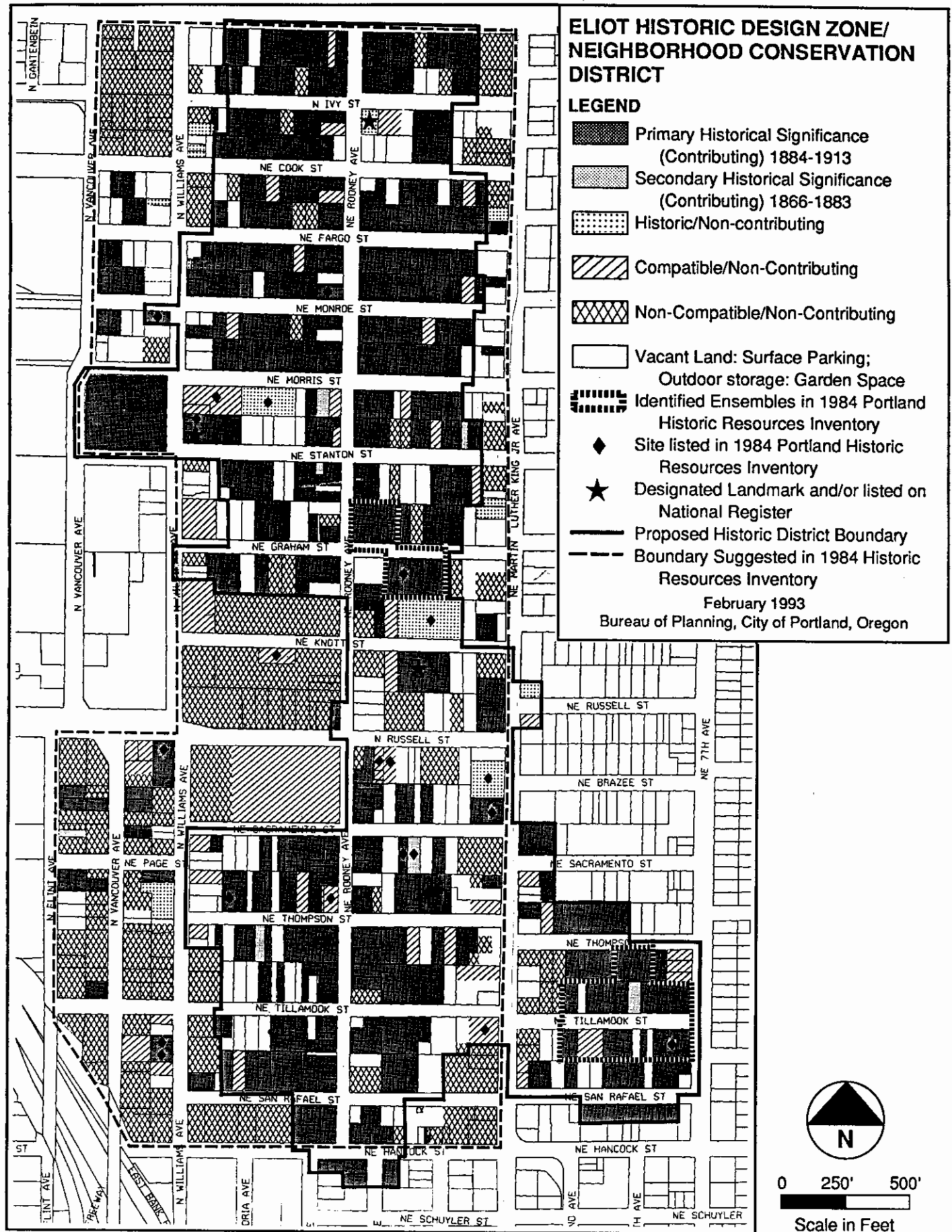
Overall Intent

New construction and exterior modifications to existing sites should be compatible in design and scale with the existing historic buildings. For existing structures built before 1884, the exterior alterations should continue using site and architectural features used during the Railroad and Industrial Growth Era. Development and alterations should contain the site features and architectural elements used in the Progressive Era. The predominate residential structures are of the Queen Anne Vernacular, Colonial Revival, and Craftsman architectural styles. The predominate type of structures in the commercially zoned areas reflect the general streetcar commercial style.

Historic Elements of Eliot

The following existing historical features of this area should be retained and replicated:

- Lots terraced above the street-level
- Queen Anne (Victorian) detailing
- Small duplexes with symmetrical or complementary Queen Anne detailing



WOODLAWN HISTORIC DESIGN ZONE/NEIGHBORHOOD CONSERVATION DISTRICT

General Description: Woodlawn originated as a rural farm community in the 1860s and 1870s. It was first developed as a streetcar suburb in the late 1880s. In 1888 the first rails of the street car were laid along Martin Luther King Jr. Boulevard (formerly Union Avenue). At Portland Boulevard it angled across the terrain to the intersection of Durham and Dekum Avenues. At this spot a triangular park contained the streetcar station. The commercial center developed around the depot and the diagonal street pattern continued through the surrounding residential area. This is the only area in the Albina Community Plan area which does not follow a strict north/south grid orientation. The commercial center flourished until the 1920s. Once improved streets facilitated travel to Portland, the smaller shops were not able to compete with other commercial areas.

At this point in history, Woodlawn lost most of its commercial activity and became more residential in character. Even at the height of its popularity, Woodlawn was never considered an upper-income neighborhood. Instead, it was generally classified as a working class neighborhood, with strong ties to the churches and school. With the large population of African Americans moving to Portland to work at the Kaiser shipyard in early 1940, many blacks took advantage of the low cost of homes in Woodlawn. This area became racially integrated before most in the Albina Community.

Gradually, the original Woodlawn residents passed away, and the post-war unemployment brought with it the inability to maintain the physical character of the neighborhood. This slow deterioration continued through the 1950s and reached its peak in the 1960s. In response to this decline, the Woodlawn Neighborhood became a Model Cities project in July 1970. The goal of the project was to improve streets and sidewalks, expand public facilities, and improve the area's housing. As part of the implementation of the plan 80 houses, which were some of the area's oldest, were razed to make way for the Woodlawn Park.

Recommended Boundary: The center of the Woodlawn historic district is the intersection of NE Durham and Dekum. This is where the unique street grid is most noticeable. The northern boundary is NE Bryant from NE Martin Luther King Jr. Boulevard to NE 8th Avenue and NE Holland from NE 8th to NE 12th. The eastern boundary generally follows NE 13th Avenue, except a relatively new housing apartment complex is not included. Even though Woodlawn Park is relatively new, it is included because it retains the grid pattern and provides a focal point to this district. The southern boundary

follows NE Holman Street until NE 8th where it then follows NE Portland Boulevard. NE Holman Street was the boundary for the original Woodlawn plat.

On the western edge the historic area begins at NE Martin Luther King Jr. Boulevard following NE Dekum and gets larger at NE 9th Avenue. The boundary generally follows the boundary suggested in the 1984 Historic Resource Inventory except it was pulled back to exclude the larger redeveloped sites such as the housing development north of Woodlawn Park. The boundary was expanded to include the residential areas along NE 8th, south of NE Portland Boulevard because the residential structures reflect the same style and period of development found in the Woodlawn Plat.

Significant Resource Values: In addition to the unique street grid, there are over 190 properties which contribute to the character of the primary development phase called the Progressive Era which occurred between 1884 and 1913. Another important development period occurred between 1914 and 1940 which is called the Motor Age. The recommended district contains some 78 properties which reflect that period. There remain numerous buildings of the streetcar era commercial style. The Woodlawn School, built in 1926, a church built in 1891 with a cross gable roof and bell tower and another with a pyramidal bellcast roof are historic institutional uses in the area. The architectural styles of homes include American Basic built around 1908, and the Queen Anne Vernacular which were built around the 1890s and early 1900s. Some of the homes contain cast stone foundations. There remain homes with unique Queen Anne details such as the house at 966 NE Dekum Street with imbricated shingles and a recessed balcony and horseshoe arch and the ensemble of Queen Anne homes near NE 8th Avenue and Holman. One of the homes contains a round tower and conical roof.

Site Specific ESEE Comments

Conflicting Uses and Zoning: There are few sites within the recommended historic district where the zoning may conflict with protection of the historic resources. The residential zoning retains most of the single dwelling development with the recommended retention of the R5, Single Dwelling Residential zone. The commercial zoning along NE Dekum is recommended to be changed from CS, Storefront Commercial to CM, Mixed Commercial Residential. Both zones require a development style which reflects the street car commercial development of the past. The buildings must be built to the property line and ground floor windows are required. This style of development enhances the streetscape and pedestrian experience. The only locations where potential conflicts could occur are the areas recommended for R2.5 zoning. The zoning to a higher density could encourage redevelopment of existing historic properties. However, the R2.5 zone, known as the "rowhouse zone", promotes the development of structures with a historic

character. Rowhouses generally contain similar architectural features to the multiple story Queen Anne and American Basic styles.

Consequence of allowing conflicting uses and zoning: Without the creation of a Historic Design Zone/Neighborhood Conservation District, there is no certainty that the historic value of this area will be retained. With incompatible redevelopment, infill development on vacant sites and exterior alterations, the historic development periods would no longer be visibly identifiable.

Consequences of limiting or prohibiting conflicting uses and zoning:

Economic Consequences: The R2.5 zone is viewed positively because it achieves residential development at a higher density while promoting home ownership and a more stable neighborhood environment. It provides more housing choices and can aid in making housing more affordable, given the minimum lot size is significantly less than what is required in a single dwelling zone. The R2.5 zone is supported in this area for those purposes.

Social Consequences: The economic incentive for removal of structurally sound structures on sites zoned with the R2.5 zone is minimal. However, the existing zoning of R2 allows for internal conversion of houses to create multiple units. The R2.5 does not provide that flexibility because each unit must be located on a separate lot. However, the acceptance of single-ownership lot and housing development is viewed as a form of development which increases economic stability, improves upkeep and reduces problems of crime. The designation of this area as a Historic Design Zone/Neighborhood Conservation District will provide guidance for compatible infill and compatible alterations.

Energy and Environmental Consequences: Increasing the housing density of areas promotes efficient utilization of services, infrastructure and transit. This results in less use of natural resources and will reduce auto-emission pollution. The R2.5 zone encourages row houses which share common walls. This type of development is significantly more energy efficient than single dwelling development which is exposed to the elements of weather on all four sides.

Historic Elements to be Protected

Overall Intent

New construction and exterior modifications to existing sites should be compatible in design and scale with the existing historic buildings. For existing structures built after 1914, the exterior alterations should continue using site and architectural features used during the Motor Age Era. Development and alterations should contain the site features and

architectural elements used in the Progressive Era. The predominant residential structures are of the Queen Anne Vernacular, and American Basic. The predominate type of structures in the commercially zoned areas reflect the general streetcar commercial style. The street pattern and scale of buildings creates a unique streetscape. These features should be protected.

Historic Elements of Woodlawn

The following existing historical features of this area should be retained and replicated:

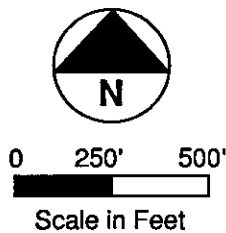
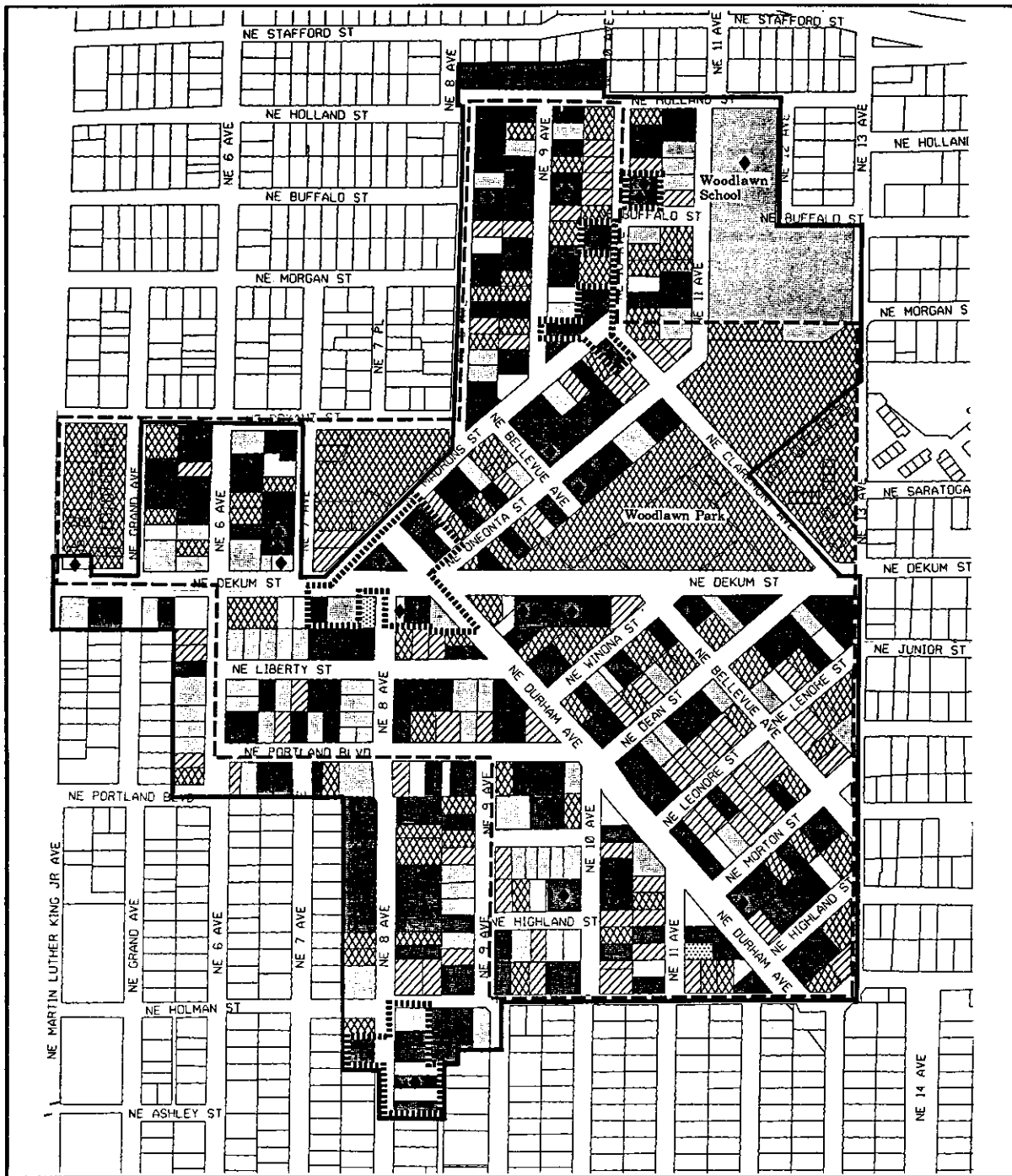
- Angled street grid

Commercial Area

- Wood frame facades
- Ground floor windows
- Two or more stories

Residential areas

- Cast stone block foundations
- Queen Anne detailing



WOODLAWN HISTORIC DESIGN ZONE/ NEIGHBORHOOD CONSERVATION DISTRICT

- LEGEND**
-  Primary Historical Significance (Contributing) 1884-1913
 -  Secondary Historical Significance (Contributing) 1914-1940
 -  Historic/Non-Contributing
 -  Compatible/Non-Contributing
 -  Non-Compatible/Non-Contributing
 -  Vacant Land: Surface Parking; Outdoor storage; Garden Space
 -  Identified Ensembles in 1984 Portland Historic Resources Inventory
 -  Site listed in 1984 Portland Historic Resources Inventory
 -  Designated Landmark and/or listed on National Register
 -  Proposed Historic Design Zone Boundary
 -  Boundary Suggested in 1984 Historic Resources Inventory

February, 1993, Bureau of Planning, City of Portland, Oregon

MISSISSIPPI HISTORIC DESIGN ZONE/NEIGHBORHOOD CONSERVATION DISTRICT

General Description: The Mississippi Historic District centers around three and four story commercial buildings that developed along the Mississippi streetcar lines. This area was known as "Upper Albina" before the City of Albina consolidated with the City of Portland and East Portland. At the intersection of NE Shaver and Mississippi two streetcar lines crossed, making this an attractive location for commercial enterprises. The area surrounding the commercial district along Mississippi developed into an economically diverse residential community. This district covers the Multnomah, Central Albina and Clifford Additions plats. The Multnomah and Clifford additions were platted before 1879, two of the earliest in Albina. Upper Albina became one of the most fashionable residential neighborhoods. In the 1880s many large elaborately designed homes were built at this location to take advantage of views of downtown Portland and the west hills. However, soon after the consolidation of Albina with the City of Portland, the wealthy residential areas of the west side attracted the larger home development away from Upper Albina, and the area became predominately a working class neighborhood.

Recommended Boundary: The western boundary for the district is the I-5 freeway. Numerous significant houses abut the freeway right-of-way. A four block section of residences between N Beech Street and N Failing Street is included, with the rest of the southern boundary following N Failing Street. The eastern boundary is primarily N Borthwick Avenue and the district extends as far north as N Blandena Street. The boundary was created to center around the John Palmer House, a historic landmark, and the streetcar commercial buildings at N Mississippi and Shaver Streets. The boundary was set to encompass the structures of historic value while excluding those which were identified as non-compatible.

Significant Resource Values: The center of the district contains the commercial buildings located at Mississippi and Shaver Streets and the national historic landmark, the John Palmer House. The visual survey has identified 160 properties which reflect the primary historic era of 1884 through 1913 known as the Progressive Era. A secondary development era occurred in 1914 through 1940, called the Motor Age. There are some 70 sites which contain structures built within that period. There are 10 structures that were identified in the 1984 Historic Inventory, as well as the commercial district ensemble at N Shaver and Mississippi. The district contains smaller worker cottages, with detailed cornices and porches. There is a large

collection of Queen Anne style homes and Bungalow style homes built in the early 1900s. Fine examples of both can be found on NE Failing Street. Some of the houses contain cast stone foundations and porches at raised sites. The district has been enlarged to include more historic residences and the large institutional building at N Blandena and Missouri. The building was called the Patton Home for the Aged at one time and also called the Home for the Friendless. This building was built in 1909 in the Twentieth Century Georgian style.

Site Specific ESEE Comments

Conflicting Uses and Zoning: The recommended zoning in this area will create minimal redevelopment pressures. The predominate residential zoning will be R2. This zone is a low density multi-dwelling zone. It allows internal conversion of larger houses into a duplex or multi-dwelling structure. This allows increased density in the area while making the homes more affordable. Consequently, the economic use and viability of existing houses is not adversely affected. The commercial buildings will be protected with the application of the CS, Storefront Commercial zone. This zone will encourage retention and rehabilitation of the existing structures and compatible infill for new structures. There is a limited area which is zoned with the R1, Multi-Dwelling Residential zone. This zone could have the potential of encouraging demolition of viable historic structures. However, the survey map shows that only a few significant (contributing) resources could be adversely impacted.

The Alternative Design Density overlay zone is recommended on most of the residential sites in this district. This zone will allow 50 percent increase in density on sites zoned R1, R2, and R3. In trade for the increased density, the project must be reviewed and approved through the Type III Design Review process. For properties zoned R2.5 tri-plex owner occupied structures can be developed. In this situation, the supplemental compatibility standards will apply.

Consequence of allowing conflicting uses and zoning: The zoning pattern will create relatively modest redevelopment pressure. However, there is a relatively high percentage of vacant lots in this area. Without historic protection new development and exterior alterations to buildings could occur without consideration of design and the overall character of the area.

Consequences of limiting or prohibiting conflicting uses and zoning:

Economic Consequences: The recommended zoning may encourage some removal of contributing structures for the development of multi-dwelling units. However, it is more likely that there will be further internal conversion of existing houses. This area contains a significant number of vacant parcels. It is hoped that the R2 zoning will encourage their

development with two and three unit housing projects. The commercial area along NE Mississippi will be reinforced with the CS, Storefront Commercial zoning. This zone will ensure the streetcar commercial style will be continued when further reinvestment and rehabilitation of this area occurs. The historic district will assure that modifications to existing buildings and new development will be compatible with the historic structures and will retain the historic values of the area.

Social Consequences: The historic integrity of the residential area will be maintained with the application of the Historic Design Zone/Neighborhood Conservation District.

Energy and Environmental Consequences: No significant impacts are expected.

Historic Elements to be Protected

Overall Intent

New construction and exterior modifications to existing sites should be compatible in design and scale with the existing historic buildings. For existing structures built after 1914, the exterior alterations should continue using site and architectural features used during the Motor Age Era. Development and alterations should contain the site features and architectural elements used in the Progressive Era. The predominant residential structures are of the Queen Anne Vernacular and Bungalow styles. The predominate type of structures in the commercially-zoned areas reflect the general streetcar commercial style.

Historic Elements of Mississippi

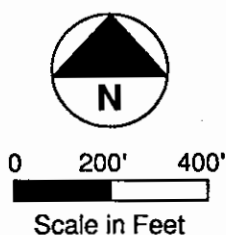
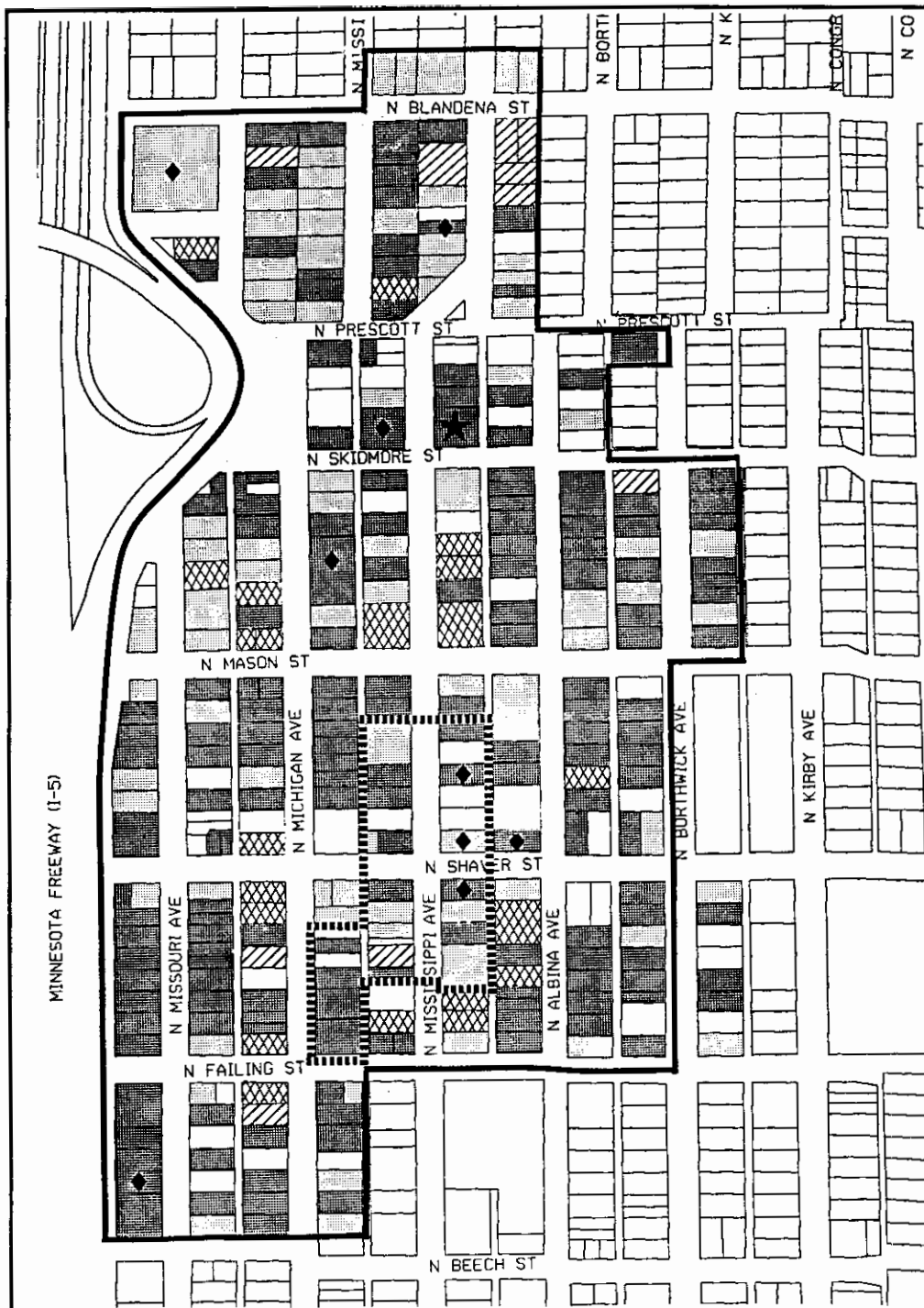
The following existing historical features of this area should be retained and replicated:

Residential Area

- Lots terraced above the street-level
- Cast stone foundations
- Porches and columns
- Small "cottage" residences with ornate cornices and porches
- Queen Anne detailing

Commercial Area

- Zero front setbacks
- Ground floor windows
- Use of brick on facade



MISSISSIPPI HISTORIC DESIGN ZONE/ NEIGHBORHOOD CONSERVATION DISTRICT LEGEND

-  Primary Historical Significance (Contributing) 1884-1913
 -  Secondary Historical Significance (Contributing) 1914-1940
 -  Compatible/Non-Contributing
 -  Non-Compatible/Non-Contributing
 -  Vacant Land: Surface Parking; Outdoor storage: Garden Space
 -  Identified Ensembles in 1984 Portland Historic Resources Inventory
 -  Site listed in 1984 Portland Historic Resources Inventory
 -  Designated Landmark and/or listed on National Register
 -  Proposed Historic Design Zone Boundary
 -  No Boundary Suggested in 1984 Historic Resources Inventory
- February, 1993, Bureau of Planning, City of Portland, Oregon

IRVINGTON HISTORIC DESIGN ZONE/NEIGHBORHOOD CONSERVATION DISTRICT

General Description: The Irvington area was first purchased in the Donation Land Claim by Captain William Irving in 1849. He was a ship builder and sea captain who played a significant role in the establishment of steam navigation on the Willamette and Columbia Rivers. This area was platted in 1874 but sites did not sell quickly. It was not until 1908 when the new owner, the Prospect Park Company, made improvements such as asphalt streets instead of cobblestone, sewers instead of drain ditches and sidewalks on every street, that the property began to sell. In addition, development standards were applied and a minimum value of the new homes were set, as well. These changes were a marketing success in attracting "upper-class" home owners. Today there is again a trend to move back to inner-city neighborhoods like Irvington. Property values are increasing and the neighborhood is returning to that of a primarily upper-middle income neighborhood.

Recommended Boundary: The recommended Historic Design Zone/Neighborhood Conservation District's northern boundary is the northern most property line of the lots on the north side of NE Stanton, except in two areas where it extends farther north. The two locations where further extensions are recommended are the properties fronting NE 10th and NE 19th between NE Stanton and Siskiyou. The southern boundary is NE Schuyler between NE 7th and NE 16th abutting the Central City Plan boundary. The historic district captures properties between NE 16th and those on the corner of NE 17th then moves up to NE Tillamook as far east as NE 22nd to exclude the non-compatible apartment complexes. The eastern boundary is NE 7th and the western boundary generally follows NE 24th. This recommended boundary was drawn to protect the large concentration of structures built during the primary development phase. The boundary excludes non-contributing/non-compatible development on its southern border and leaves out most of the area north of NE Stanton because the development occurred after 1913.

Significant Resource Values: Stimulated to a large extent by the wealth and prosperity created by the Lewis and Clark World's Fair, the original Irvington plat was purchased in January 1908 by the Prospect Park Company. This development company provided asphalt streets instead of cobblestone, sewers rather than drain fields and sidewalks on every street. To continue attracting upper income households, deed restrictions required that only one dwelling per lot was allowed and that the house must cost at least \$2500 to construct. A consistent 25 foot front yard setback was also required. By 1910 three streetcar

lines were in operation between downtown Portland and the Irvington area. These were the Alberta, Woodlawn and Irvington lines. The Irvington line, the last of the three to begin service, originally ran from downtown to NE 15th and Tillamook. It was later extended to NE Siskiyou when more homes were built in the area.

A majority of residences in Irvington initially centered near Tillamook and Hancock Streets. The styles ranged from the simple Victorians near NE 7th Avenue to the Arts and Crafts (Craftsman) style, prevalent to the east towards NE 25th. The primary development period occurred during the Progressive Era, between 1883 and 1913. Most of the sites developed during this phase are located south of NE Stanton, except there are two clusters of homes fronting NE 10th and 19th. The architectural style of houses built during this era include a variety of Craftsman, Prairie and American Basic style homes. Most of the houses are at least two stories tall. Most of the Craftsman style homes contain the decorative exposed rafters and roof beams, and stylized porch supports and railings. The Craftsman style originated in Pasadena, California created primarily by two brothers Charles and Henry Greene. The work from the architectural firm of Greene and Greene was influenced by the English Arts and Crafts style and oriental wooden architecture. This style of architecture was predominately used throughout the country between 1905 and the early 1920s. Pattern books and popular magazines and even pre-cut packages of lumber and detailing were sold which helped perpetuate this style.

The American Basic or Prairie style homes were generally built between 1905 and 1915. The vernacular examples were also spread widely through pattern books and popular magazines. These homes usually contained massive square or rectangular piers of masonry to support porch roofs. Most have low-pitched roofs, many with a centered front dormer and overhanging eaves. Similar door and window styles are found in both the Prairie and Craftsman homes.

In addition to the houses, there are a number of institutional uses in the Irvington area. The two most notable are the Westminster Presbyterian Church built between 1912 and 1914 and the Irvington School built in 1932. There are also numerous multi-dwelling structures, generally located south of NE Tillamook. Many of these structures are identified in the 1984 Historic Inventory.

Site Specific ESEE Comments

Conflicting Uses and Zoning: Most of the single dwelling residential structures located within the Recommended Irvington Historic Design Zone/Neighborhood Conservation District are not threatened by the redevelopment pressures supported through the zoning pattern. The predominate zoning in this area is R5, Single Dwelling Residential which

allows one household per 5,000 square foot lot. Through the Albina Community Plan, some properties presently zoned R2.5 Single Dwelling Residential which allows attached residential structures or rowhouses is recommended for change to the R5. Some properties north of Tillamook, between NE 17th and NE 21st are recommended to change from R5 to R2.5. This zoning will allow a different type of development pattern. There may be pressure to redevelop historically contributing structures.

The R1 and RH multi-dwelling zoning between NE 7th and 16th, south of NE Tillamook may create some redevelopment pressures. However, there are relatively few single dwelling residential sites in this area. The zoning generally reflects the existing development pattern so there is minimal redevelopment pressure.

The Alternative Design Density Overlay zone is also recommended for application on many residential sites located within the historic district. This overlay zone will not create redevelopment pressures and will not encourage non-compatible development. The provisions are only available to projects which meet compatibility standards.

Consequence of allowing conflicting uses: The zoning pattern will create relatively modest redevelopment pressure. Without historic protection new development and exterior alterations to building could occur without consideration of design and the overall character of the area.

Consequences of limiting or prohibiting conflicting uses:

Economic Consequences:

The historic district will assure that modifications to existing buildings and new development will be compatible with the historic structures and will retain the historic values, as well as the property values, of the area.

Social Consequences: The historic integrity of the residential area will be maintained with the application of the Historic Design Zone/Neighborhood Conservation District.

Energy and Environmental Consequences: No significant impacts are expected.

Historic Elements to be Protected

Overall Intent

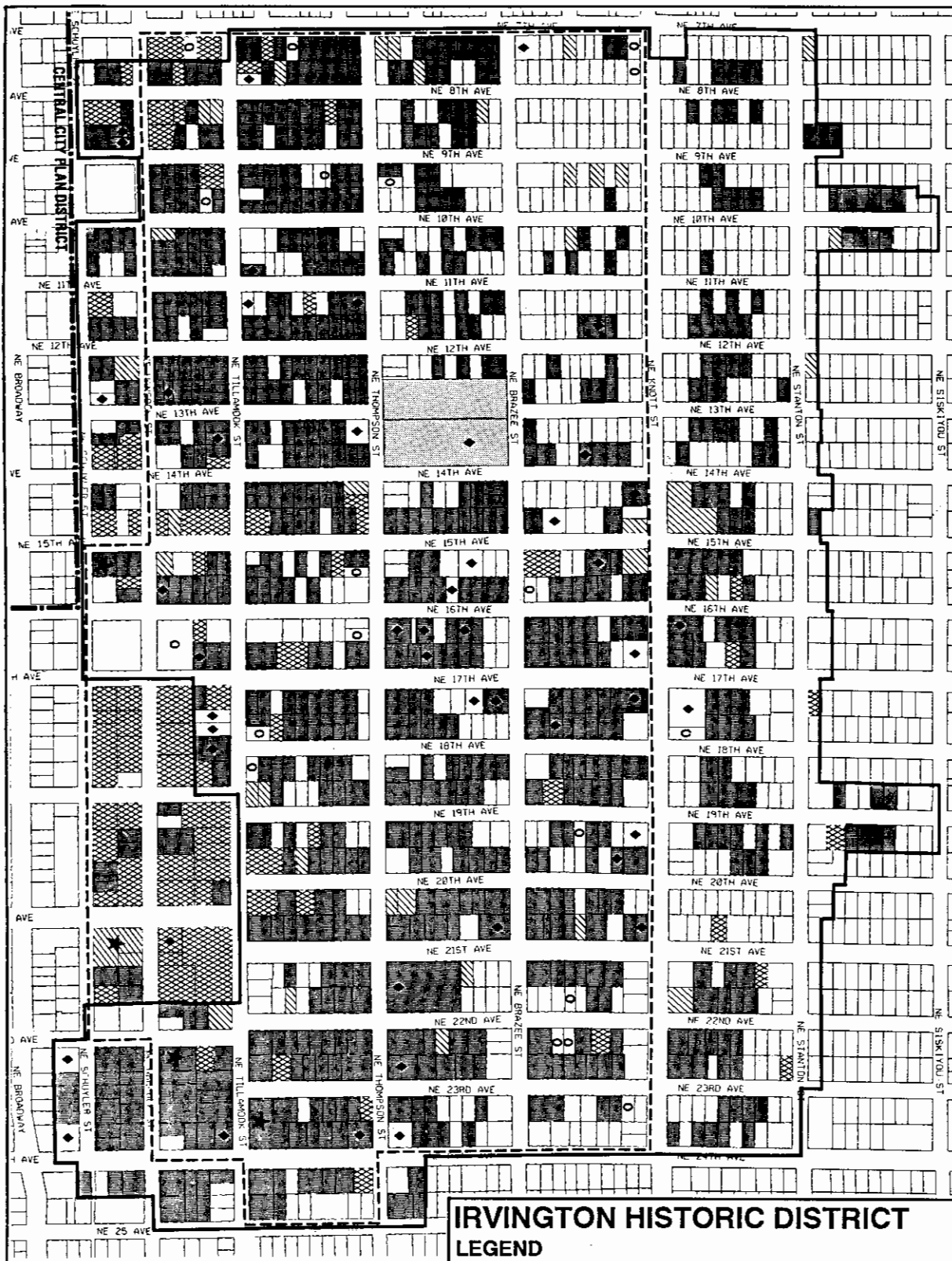
New construction and exterior modifications to existing sites should be compatible in design and scale with the existing historic buildings. For existing structures built after 1914, the exterior alterations should continue using site and architectural features used during the Motor Age Era. For

other sites, new development and alterations should contain the site features and architectural elements used in the Progressive Era, the primary historic period. The residential structures represent a variety of styles including American Basic, Arts and Craft, Bungalow, Colonial, Colonial Revival, Craftsman, Early Modern and Mediterranean. Despite the variety of styles these houses have a continuity of scale, detailing, and materials that creates a distinct character and uniformity. The multi-dwelling structures contain the same materials and architectural styles of the houses.

Historic Elements of Irvington

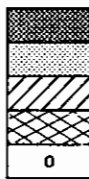
The following existing historical features of this area should be retained and replicated:

- Lots terraced above the street-level
- Shared driveways and curb cuts
- Small garages and parking pads located in rear of lot
- Front yard setbacks of 25 feet
- At least two stories in height
- Decorative exposed rafters and roof beams
- Stylized porch supports and railings



IRVINGTON HISTORIC DISTRICT

LEGEND



- Primary Historical Significance (Contributing) 1884-1913
- Secondary Historical Significance (Contributing) 1914-1940
- Compatible/Non-Contributing
- Non-Compatible/Non-Contributing
- Vacant Land: Surface Parking; Outdoor storage: Garden Space
- Site listed in 1984 Portland Historic Resources Inventory
- Designated Landmark and/or listed on National Register
- Proposed Historic District Boundary
- Boundary Suggested in 1984 Historic Resources Inventory



0 300' 600'

Scale in Feet
September 1992,
Bureau of Planning, City of Portland, Oregon

PIEDMONT HISTORIC DESIGN ZONE/NEIGHBORHOOD CONSERVATION DISTRICT

General Description: The Piedmont subdivision was first deeded to Henry Walsh in 1866 as a Boundary Land Claim for his military service in the Mexican-American War. The land was purchased by the Investment Company in 1888 and was given the name Piedmont because of the topography and mountain views.

The owners invited the Portland and Vancouver Railway Company to extend its tracks to Piedmont. This was done by deeding a 20 foot strip of land along Piedmont's eastern edge under the condition that a railway line be built and maintained within that strip which would later become the west side of Martin Luther King Jr. Boulevard. Later that year the Vancouver Railway Company laid track along the roadway to connect street car service to the Piedmont acreage. A year later the area was officially platted and deed restrictions and conditions of sales were established. This subdivision was designed with 60 feet-wide streets and 15 feet-wide alleys. The utilities were placed along the alleys. Setbacks were required as well and a minimum construction price was set. The development of this area occurred quickly. By 1909 over 140 dwellings had been built. Commercial and industrial uses were prohibited. Commercial and institutional uses for this area were constructed along the streetcar line on N Commercial and along N Killingsworth.

This district also contains Peninsula Park which was designed by architects Ellis Lawrence and Ormond Bean and developed in 1912 as a part of Portland's City Beautiful Movement. It was the first rose garden for the City, with over 300,000 people visiting it the first year. In 1913 it became the official location for the rose show. Even though Washington Park now contains the rose show activities, Peninsula Park continues to play an important role in Rose Festival activities.

In addition, this district contains the unique Gainsborough Subdivision. Most of the houses are of a English Cottage and Tudor style. These houses were built during the depression and are small one and two-story structures. However, the craftsmanship of the houses, with brick detailing, leaded glass windows and rock and brick chimneys makes them more unique. At the time of their construction, they were considered a "Street of Dreams".

Recommended Boundary: The historic district includes the original Piedmont Plat, the Gainsborough Subdivision with Peninsula Park, and the commercial and institutional sites along N Killingsworth. The historic district is bounded on the north by N Portland Boulevard, on the east by the

half block past N Garfield, to the south by Killingsworth, and the western boundary is N Missouri along the Gainsborough Subdivision where it terminates along N Killingsworth. The western boundary for the original Piedmont plat is the sites along the west side of N Commercial. The area along Martin Luther King, Jr. Boulevard, except the Holman Apartments, has been excluded because of the numerous non-compatible structures.

Significant Resource Values: Some 225 properties have been identified as contributing to the development period of 1883 - 1914 called the Progressive Era. There are 500 properties which reflect and contribute to the secondary development phase which occurred between 1914 and 1940. Within the Piedmont Subdivision the consistent tree-lined streets and setbacks frame the image of the area. The architectural styles represented in this area are the Queen Anne, American Basic, Arts and Crafts, Colonial Revival, English Cottage, Shingle Style and the Portland Bungalow. The Killingsworth commercial area contains Twentieth Century Classical and streetcar era style buildings. Also the mortuary at 430 N Killingsworth represents the Byzantine style, and the North Albina Branch Library built in 1912 is of the Jacobethan style.

Peninsula Park was first identified in the Olmstead Brothers Park and Boulevard Plan. It was purchased in 1909 and developed in 1912. The park became famous for its rose garden. The octagonal bandstand, overlooking the rose garden, was built in 1913. This bandstand is designated as a National Heritage structure and was designated as a Portland Landmark in 1973. The community center at the north end of the park is the oldest in the City.

Finally, the Gainsborough Subdivision is included in the district because of its consistent architectural and development style. Nearly all of the houses have English Cottage and Tudor architectural elements in their design. Many of the homes have stucco surface, ornate stone and brick chimneys, and leaded glass windows. A unique feature of many of the Tudor homes is a hidden entrance or entrance located at the corner of the house and oriented diagonally to the street frontage.

Site Specific ESEE Comments

Conflicting Uses and Zoning: The zoning is consistent with the historic style of development in this district. The R5, Single Dwelling Residential zone is applied on properties developed for one dwelling per lot. There is some R1, Multi-Dwelling Residential applied on some existing apartment buildings which front the west side of Peninsula Park. The CS, Storefront Commercial zoning along N Killingsworth will retain the historic development pattern.

The Alternative Design Density Overlay zone is also recommended for application on many residential sites located within the historic district. This overlay zone should not create redevelopment pressures and will not

encourage non-compatible development. The provisions are only available to projects which meet compatibility standards.

Consequence of allowing conflicting uses and zoning: The zoning pattern will create relatively modest redevelopment pressure. However, without historic protection, new development and exterior alterations to building could occur without consideration of design and the strong historic character of the area.

Consequences of limiting or prohibiting conflicting uses:

Economic Consequences:

The historic district will assure that modifications to existing buildings and new development will be compatible with the historic structures and will retain the historic values of the area.

Social Consequences: The historic integrity of the residential area will be maintained with the application of the Historic Design Zone/Neighborhood Conservation District.

Energy and Environmental Consequences: No significant impacts are expected.

Historic Elements to be Protected

Overall Intent

New construction and exterior modifications to existing sites should be compatible in design and scale with the existing historic buildings. For existing structures built after 1914, the exterior alterations should continue using site and architectural features used during the Motor Age Era. For other sites and new development incorporate site features and architectural elements used in the Progressive Era.

Historic Elements of the Piedmont District

The following existing historical features of each sub-area of this district should be retained and replicated:

Piedmont Subdivision

- Architectural styles include: Queen Anne, American Basic, Arts and Crafts, Colonial Revival, English Cottage, Shingle Style and Bungalow
- Tree-lined parking strips
- Stylized porches
- 25 foot front yard setback
- Garages and parking areas built to orient to the alleys

Gainsborough Subdivision

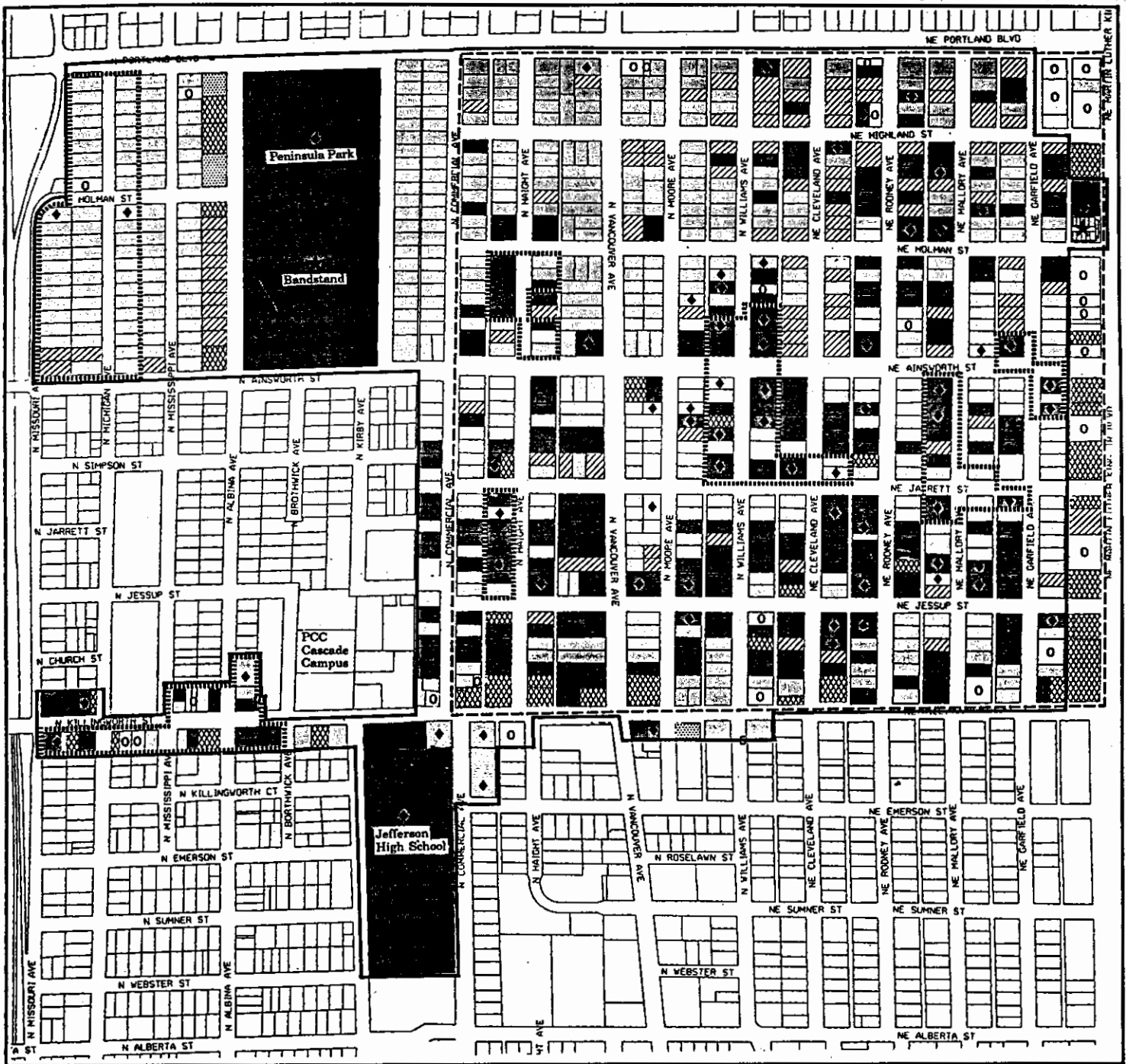
- English Cottage and Tudor architectural styles
- 25 foot front yard setback
- Chimneys with brick and stone work
- Arched doorways
- Use of leaded glass

Peninsula Park

- Historic community center with stucco walls and tile roof
- Historic bandstand
- Rose garden
- Detailed brick paths and terraces
- Groves of mature Douglas fir trees

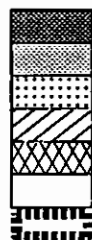
Killingsworth Street

- Streetcar commercial one and two-story buildings
- Zero front setback
- Wood and brick exteriors



0 300' 600'
Scale in Feet

PIEDMONT HISTORIC DESIGN ZONE/ NEIGHBORHOOD CONSERVATION DISTRICT LEGEND



- Primary Historical Significance (Contributing) 1884-1913
- Secondary Historical Significance (Contributing) 1914-1940
- Historic/Non-Contributing
- Compatible/Non-Contributing
- Non-Compatible/Non-Contributing
- Vacant Land: Surface Parking; Outdoor storage: Garden Space
- Identified Ensembles in 1984 Portland Historic Resources Inventory
- Site listed in 1984 Portland Historic Resources Inventory
- Designated Landmark and/or listed on National Register
- Proposed Historic Design Zone Boundary
- Boundary Suggested in 1984 Historic Resources Inventory

KENTON HISTORIC DESIGN ZONE/NEIGHBORHOOD CONSERVATION DISTRICT

General Description: Kenton originated as a company town. With the purchase of a local meat packing company, Swift and Company developed a meat packaging plant and the Union Stockyards near the Columbia Slough. The company also bought adjacent land for a company town. This area was developed as Kenton. The town was platted so that the prevailing winds blew the stockyard and manufacturing odors away from the residential area. Housing for laborers was generally located west of N Lombard in small houses or apartment buildings. Housing built for company executives was built east of N Denver.

Recommended Boundary: The following recommended boundaries closely follow the boundaries of the original Kenton Addition plat of 1908 and the earlier plats of Murlack and Graybrook Additions in the southwest corner of the district. The southern boundary of the district is N Lombard, the western boundary is generally N Delaware with the line jogging eastward at some locations. The northern boundary includes the intersection of N Denver and Interstate. The boundary includes properties fronting N Willis. Interstate Boulevard creates the eastern boundary for the district.

Significant Resource Values: The streetcar commercial buildings which line N Denver remain the center of this historic area. Many of the buildings and houses to the south consist wholly or partially of cast stone and have a storefront and streetcar character. The architectural styles are represented in California Mission, Egyptian and typical streetcar commercial. On the west side of Denver Avenue the small houses, primarily in a simple bungalow style, were built for the workers. A unique example of factory workers' housing is a double row of houses located west of the intersection of N Omaha and N Winchell. Each lot is smaller than 2,500 square feet in area. The homes have similar floor plans, a hip roof with a hip dormer on front, and do not have back yards.

Some apartment buildings were built for workers. The style of architecture includes garden apartments and streetcar era apartments. On the east side of Lombard homes for company managers were larger. Many contained more cement block and were more detailed with bay windows, wide over-hanging eaves and exposed rafters. Within this district there are 150 structures which were built, and remain without significant alteration, during the Progressive Era of 1884 - 1913. There are some 375 properties which contribute to the secondary development phase which occurred between 1914 and 1940.

Site Specific ESEE Comments

Conflicting Uses and Zoning: The development pattern reflected in this historic area is primarily single dwellings with multi-dwelling structures fronting sections of N Denver and Interstate Avenue. The commercial development pattern fronts N Denver, north of N Watts Avenue to N Argyle Street. The existing residential zoning will not be changed significantly and for the most part it is consistent with the present development pattern.

Presently most uses fronting N Lombard are commercial, even though many do not conform to the existing zoning of R1. There is some CG, General Commercial zoned area located between N Brandon and N Fenwick. Four of the lots are presently zoned R2. The CG zoning allows site and building development which departs from the development style of the Progressive Era which contained streetcar commercial buildings. The CG zone does not require the buildings to be located at the property line, it does not require ground floor windows and it requires on-site parking. In addition, parking for the uses is allowed between the building and the street. These characteristics create an auto-oriented development rather than a pedestrian-oriented commercial center which was prevalent in the Progressive Era.

The Alternative Design Density Overlay zone is also recommended for application on many residential sites located within the historic district. This overlay zone should not create redevelopment pressures and will not encourage non-compatible development. The provisions are only available to projects which meet compatibility standards.

Consequence of allowing conflicting uses and zoning: The zoning pattern will create relatively modest redevelopment pressure. However, without historic protection, new development and exterior alterations to building could occur without consideration of design and the strong historic character of the area.

Consequences of limiting or prohibiting conflicting uses:

Economic Consequences:

In regard to residentially zoned properties, the historic district will assure that modifications to existing buildings and new development will be compatible with the historic structures and will retain the historic values of the area. For some of the site along N Lombard, the retention of the CG, General Commercial zone will encourage auto-oriented development which differs in character from the historic commercial development such as found on N Denver. However, it should be recognized that N Lombard is a major traffic street where auto travel to and from the site is likely. A mix of commercial zones in this district will provide a healthy variety of commercial and retail opportunities, meeting different customer and functional needs.

Social Consequences: The historic integrity of the residential area will be maintained with the application of the Historic Design Zone/Neighborhood Conservation District.

Energy and Environmental Consequences: No significant impacts are expected.

Historic Elements to be Protected

Overall Intent

New construction and exterior modifications to existing sites should be compatible in design and scale with the existing historic buildings. For existing structures built after 1914, the exterior alterations should continue using site and architectural features used during the Motor Age Era. For other sites and new development, use site features and architectural elements used in the Progressive Era.

Historic Elements of Kenton

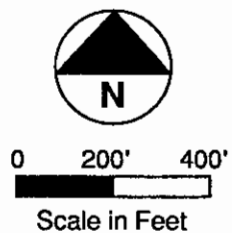
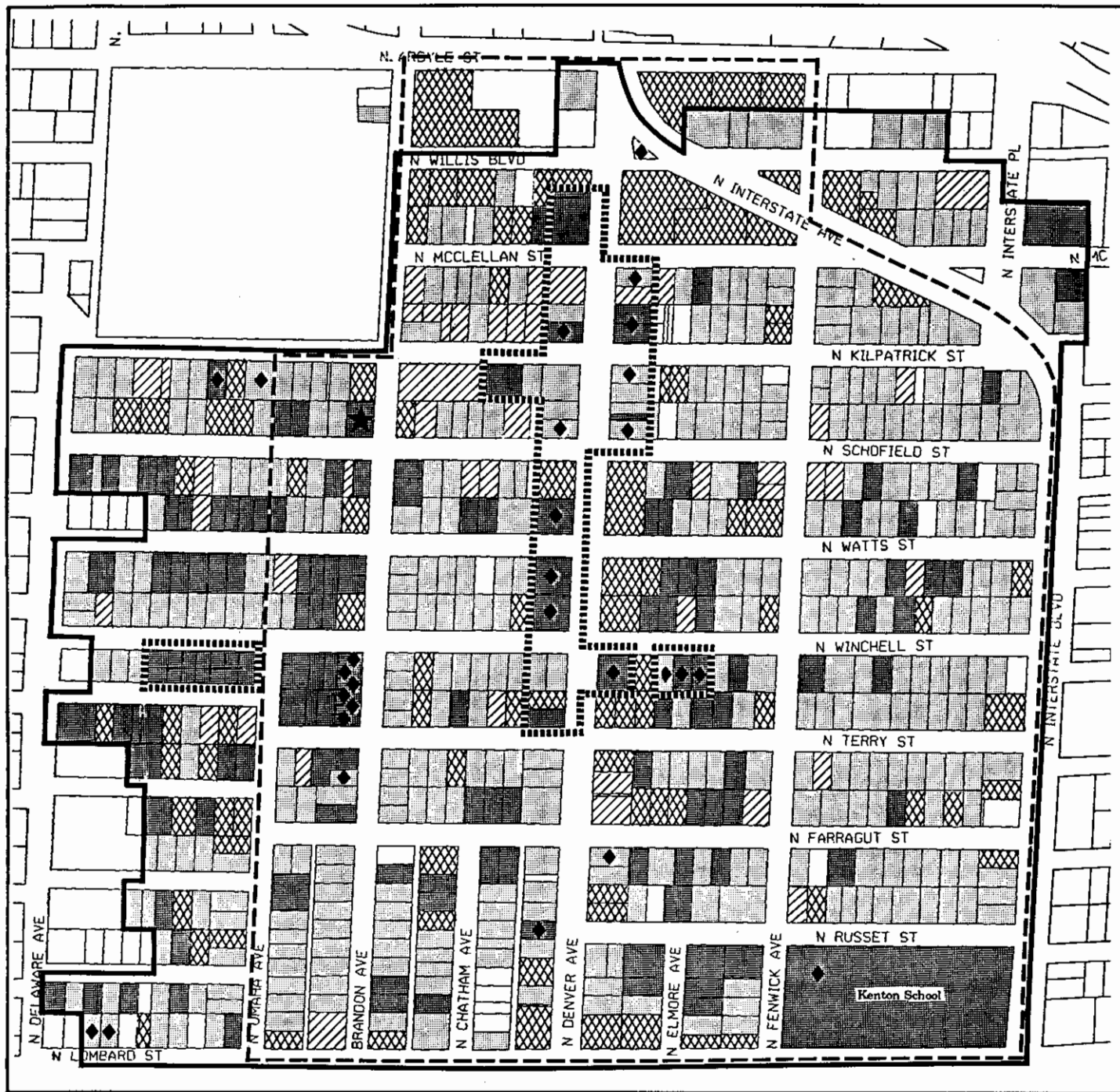
The following existing historical features of this area should be retained and replicated:

North Denver Avenue

- Zero front setback
- Cast stone, brick and wood exteriors
- Ground floor windows
- Wide sidewalks
- Awnings

Residential Area

- Cast stone foundations, retaining walls and porch supports
- Bungalow and Craftsman style
- Workers cottages with hip roof, dormer, bay porch
- Porches
- Over hanging eaves and exposed rafters



KENTON HISTORIC DESIGN ZONE/ NEIGHBORHOOD CONSERVATION DISTRICT

LEGEND

- Primary Historical Significance (Contributing) 1884-1913
- Secondary Historical Significance (Contributing) 1914-1940
- Compatible/Non-Contributing
- Non-Compatible/Non-Contributing
- Vacant Land: Surface Parking; Outdoor storage: Garden Space
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February, 1993 Bureau of Planning, City of Portland, Oregon