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THE HISTORIC DISTRICT NOMINATION PROCESS:
TWO CASE STUDIES IN PORTLAND, OREGON

by
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A THESIS

Presented to the Interdisciplinary Studies Program:
Historic Preservation
and the Graduate School of the University of Oregon
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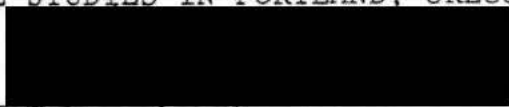
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Title: THE HISTORIC DISTRICT NOMINATION PROCESS: TWO
CASE STUDIES IN PORTLAND, OREGON

Approved: 

Philip H. Dole

This is a study of the historic district nomination process in two areas of Portland, Lair Hill and King's Hill. The study compared historic districts and historic conservation districts and evaluated the success and failure of the historic district nomination process in Lair Hill and King's Hill.

Field study techniques were used, including historical and architectural research, photography and documentation of both areas, and interviews with residents of both communities as well as others involved in the nomination process. On the basis of these techniques and on the comparative analyses, guidelines were devised for a useful historic district nomination process.

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Dedicated to the future
Students of Historic Preservation
at the
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CHAPTER I

INTRODUCTION AND METHODOLOGY

Introduction

This is a study of the historic district nomination process in Lair Hill and King's Hill, two areas of Portland, Oregon. The following questions prompted the author to undertake research in this area: (1) how do historic districts differ from historic conservation districts, and are there misconceptions of these terms; (2) why did one area in Portland (Lair Hill) pass as an historic conservation district while another area (King's Hill) fail to pass; and (3) what is a viable historic district nomination process.

The author became interested in these questions while working for the city of Eugene, Oregon, Office of Housing and Community Conservation, on the nomination of the University and Potter Street area as a potential historic area. During this nine-month project, the author became involved with many aspects of the nomination process--collecting architectural field data, researching and recording the history of the area, and studying the landscape and building setback. Frequent meetings were

held with city staff and neighbors in the area to establish regulations and guidelines. The author's curiosity about the nomination process for historic districts was sparked at the end of the University and Potter Street project when the majority of neighbors who had originally supported the designation voted against the proposal. The last-minute lack of property owner support resulted in a failure to obtain historic review board approval, and the nomination was tabled.

This thesis began as an investigation of the process of historic and conservation district nomination as applied to four areas in Oregon. Two of these areas are located in Portland: King's Hill and Lair Hill. The other two areas are in Eugene. Because of the large amount of data collected from Portland, the author chose to discontinue the Eugene research and instead concentrate on the Portland case studies.

Field research, interviews, and "file" research on King's Hill and Lair Hill resulted in volumes of data. Some of the material uncovered was extremely controversial. The research on King's Hill and Lair Hill was supplemented with research on other case studies as well as local, state, and federal historic preservation legislation, which occurred prior to or during the 1970s, when

King's Hill and Lair Hill nominations were in progress.

The result of this study has brought a greater understanding of historic districts and conservation districts, the historic district nomination process of King's Hill and Lair Hill, and the success or failure of this process.

Methodology

Establishing a clear methodology became an important part of the project because it involved a great amount of research. Background reading was first completed on other historic district case studies to find common aspects of historic district designation. A Guide to Delineating Edges of Historic Districts, published in 1979 by the National Trust for Historic Preservation, has the most complete account of case study information on districts. Historic Districts: Identification, Social Aspects, and Preservation, published in 1973 by the National Trust, was also extremely helpful as background information.¹ Other sources are listed in the bibliography.

After becoming familiar with common problems of other historic district nomination case studies, the author began trips to Portland to study the two research areas--King's Hill and Lair Hill. Prior to the

first trip, a format for research questions was prepared (appendix A). These questions were derived from background readings and included information which the author thought would be important to the study. The same set of questions was presented in both district areas, and these original questions led to more questions, and to contacts for interviews.

The author felt it was most beneficial to this study to first explore all the paperwork that could be found on the district proposals to get background information, and then to contact the people who had worked on the projects for interviews. Interview lists were derived from the files. King's Hill, the unsuccessful historic district nomination, was researched first. One of the sources consulted was the Oregon Historical Society (OHS), including its card catalogue, vertical file, and photo file. The information in the vertical file was disorganized, containing an array of newspaper clippings, walking-tour information, history of King's Hill, neighborhood correspondence, and neighborhood meeting minutes. It was, at first, hard to make sense out of this collection of materials, and it took several trips to the OHS before all the necessary King's Hill and Lair Hill data were collected. (At this point, the author's thoughts were that perhaps the state of disorder in the OHS files

was linked to the political situation in King's Hill and Lair Hill.)

The next stop was the Portland Bureau of Planning. Both the King's Hill and Lair Hill files were located in the Land Use Planning Office. The information in this office was well organized and very helpful. The large King's Hill file was grouped into smaller file sections: Bureau Mailings, Designation Ordinance, Correspondence, Meeting Minutes, Mailing List, Property Ownership, Neighborhood Information, and Newspaper Articles. All of these files were researched. The Correspondence file, although the largest, was not organized by date, but led nonetheless to further sources of information. Some of the newspaper articles in the Newspaper file were not dated, nor were the papers identified. Hence, their value as resources was limited. Another interesting discovery was that the King's Hill correspondence abruptly stopped on October 23, 1979, while the news media kept publishing information until May, 1980. Later interviews led to further insight on this observation.

It is important to describe what type of information was found and where it was found. Months were spent studying the King's Hill and Lair Hill Bureau of Planning files. There was extensive information, and it took

a great deal of time to sort out which information was important, relatively important, or insubstantial for this study. The most significant type of information sought was that which answered questions of who, what, why, when, and how. This data led to the development of the author's timeline of dates, events, and sources (appendix B).

The organization of the Lair Hill files was similar to that of the King's Hill files: Graphics, Correspondence, History, Newspaper Articles, Urban Renewal, and Other Planning Studies. Part of the information also included a file on the Lair Hill National Register nomination. The Correspondence and Newspaper files were smaller than those pertaining to King's Hill. Current zoning maps of King's Hill and Lair Hill were also obtained by the author in the City Zoning Office, located within the same building as the Land Use Planning Office.

Research in the files of the Bureau of Planning led the author to the Northwest Neighborhood Association Office, which housed the files of the Goose Hollow Foot-hills League and the King's Hill Steering Committee. (For a map of neighborhood organizations, see appendix C). In the upstairs portion of the office, three boxes of King's Hill files were found, in addition to one

notebook of inventory sheets and two small files containing mailing list information about residents and property owners. These files also contained information on the meetings these people had attended, duties for which they had volunteered, and names of property owners, absentee owners, and petition signers.

The first large file box contained the following items:

1. a book of financial expenses for the King's Hill project.
2. Records of those who attended neighborhood meetings, including names, addresses, phone numbers, and comments on areas for which they would volunteer.
3. Negatives of photographs.
4. Computer print-outs from the tax assessor's office, explaining land value improvements and total property values as of August 14, 1978.

The second file box contained many smaller files on neighborhood history, public hearings, property abstracts, and slide presentation information. They were broken down into the following sections:

1. Portland Landmarks file: xeroxed inventory forms used by the Portland Historic Landmarks Commission.
2. City Council strategy file: xeroxed information on people who were contacted. The neighborhood

had an organized strategy: all residents, the press, and the media were contacted prior to the May 2 and June 13, 1979, City Council Public Hearings.

3. City Council Hearings file: letters for and against the King's Hill Historic Conservation District nomination and memorandums from the Portland Historic Landmarks Commission.

4. Planning Commission Hearings file: notations on public hearing minutes.

5. Other miscellaneous files: oral histories, property abstracts, and King's Hill property owners association records.

The third file box contained much of the research done by Gail Evans, who was hired on a CETA grant to complete historical research on King's Hill, which included notes and an outline for the history of King's Hill.

The Northwest Neighborhood Office had information on neighborhood organization and strategies. This information was well organized in their effort to nominate King's Hill as an historic conservation district. They were obviously well aware of their opposition, and planned to go to battle over the issue in the most efficient and tactful manner possible.

The Lair Hill neighborhood information was much

harder to obtain. The files had been moved from the neighborhood office to the home of Beth Bown, secretary for the Lair Hill Ad Hoc Committee. It is interesting, but not surprising, to note that although the King's Hill district nomination was more controversial, the material was more accessible than that pertaining to Lair Hill. In the latter nomination, one person controlled the files, which were not often investigated by others during the process. In an interview with Beth Bown in her home on May 22, 1982, the author was told that some of the information pertaining to Lair Hill had been thrown out. It would be interesting to know what types of material were considered to be insignificant and therefore were discarded.²

After researching the neighborhood files, the author conducted interviews with other people concerned with some aspect of the nomination process. By this time, most of the research questions had been answered, and a sketchy research timeline for both Lair Hill and King's Hill was completed (appendix B, Lair Hill timeline). Some of the interview information corresponded with the file research. People both for and against King's Hill and Lair Hill nominations were interviewed. Most of the information gained from the interviews in opposition to the nomination was similar to the written

opposition information found in the files. The interviews of those in favor of the nominations added much more information to the research already gathered. Contacts were made and interviews were held with people who held various positions: Portland City staff and Landmarks Commission members, neighbors of the study areas, well-known Portland architects, State Historic Preservation Office staff members, property owners, and tenants were among those interviewed. These interviews were conducted in a variety of ways. Initial contact was made by letter or by telephone. As many as possible were conducted in person. When this was not possible, people were contacted by phone or mail. The responses to the interviews varied: many were receptive and expressed their opinions on King's Hill and Lair Hill district nominations; others were guarded with their responses; some people refused to be interviewed (appendix A, interview sheets).

Field research in the two study areas supplemented this work. The author documented boundaries and took photographs. The Portland research was compiled and timelines were developed (see appendix B). Once the data were organized, an analysis was developed for each area, and finally the two areas were observed together.

Prior to the analyses of the two areas, Lair Hill and King's Hill, the author discussed background information on historic districts and historic conservation districts, and selected case studies in the United States. Both National and Portland Historic District Legislation will be evaluated. A brief chapter on Portland history precedes the specific discussions of Lair Hill and King's Hill.

NOTES

1. National Trust for Historic Preservation, A Guide to Delineating Edges of Historic Districts (Washington, D.C.: Preservation Press, 1976); and National Trust for Historic Preservation, Historic Districts: Identification, Social Aspects, and Preservation (Washington, D.C.: Preservation Press, 1973).

2. Interview with Beth Bown, Secretary for the Lair Hill Ad Hoc Committee, Portland, Oregon, 27 March 1982. When Mrs. Bown was asked what type of material had been discarded, she replied that it was material no longer important to the Lair Hill neighborhood.

CHAPTER II

BACKGROUND INFORMATION: HISTORIC DISTRICTS AND HISTORIC CONSERVATION DISTRICTS

Definitions

There was a clearer understanding of what an historic district was when the first historic district ordinance was passed in Charleston, South Carolina, in 1931, than there is today. Since the passage of this ordinance, many other ordinances have been adopted for cities in the United States that possess characteristics other than those found in Charleston. Historic districts are now much harder to define. The author will present general characteristics and regulations of historic districts which are applicable to the Lair Hill and King's Hill study areas.

Others have defined historic districts in a general manner. Two of those definitions read as follows:

Historic Districts: A district is a geographically definable area, urban or rural, possessing a significant concentration, linkage, or continuity of sites, buildings, or objects united by plan or physical development.¹

Historic district significance can be ascribed to a collection of buildings, structures, sites, objects, and spaces that possess integrity of location, design, setting, materials, workmanship, feeling and association.²

The significance of an area lies not in its definition, but may be the result of a unity or cohesiveness of factors, as described by W. Murtagh. The importance of these factors, as listed below, will be further analyzed in the text as "historic district components." Lair Hill and King's Hill will both be evaluated in terms of these components.

1. Site Planning: includes consistency of (a) boundaries, (b) relationship of buildings to the street, (c) relationship of adjacent buildings, and (d) massing or linkage of buildings, structures, sites, objects and/or spaces.

2. Historical Factors: includes significance of (a) the feeling of time and place, (b) dates of development of the area, (c) dates of buildings, (d) important historical and social events, and (e) elements of time and the changes that have occurred in the area.

3. Architectural and Landscape Factors: includes (a) similarity or dissimilarity of the quality of workmanship, (b) general quality of workmanship, (c) architectural style and building date, (d) building shape, height, roof shape and pitch, (e) architectural specifics, such as entryways, windows, siding, exterior material, and other building components, (f) landscaping, including plantings such as hedges, trees, gardens, and (g) architectural landscaping, including walls and fences.

Historic districts differ in form, requirements, and guidelines. For example, the city of Eugene adopted Historic District Ordinance No. 18926, written for both commercial and residential areas, which requires a review board process of new construction projects, demolition of structures, and exterior alterations to existing structures.³ The Portland City Council Ordinance No. 140096, Chapter 33.120, Sections .055 and .060, allows for Historic Districts and Conservation Districts. Portland has only commercial areas considered Historic Districts, and residential and mixed-use areas considered Conservation Districts. Lair Hill and King's Hill were considered as Historic Conservation Districts. The Portland ordinance requires restrictions that are enforced by a review board, the Portland Historical Landmarks Commission. These restrictions, briefly listed below, will be expanded in Chapter III. Historic District restrictions require (1) review of plans for new construction, (2) demolition review and permit, and (3) review of exterior alterations on existing structures. Conservation District restrictions require (1) review of plans for new construction, and (2) demolition review and permit.

The term "conservation district" does not apply to the quality of the architecture within the area (i.e., it does not have lesser architectural significance); it

means, rather, a different type of ordinance. In Portland, a conservation district is less restrictive.⁴ Portland is nationally known for its conservation district ordinance, as it was one of the first ordinances written of this type. The concept of conservation areas or districts is not new, however. In the field of landscape architecture, the concept of the conservation of a place has been significant for many years previous to Portland's 1977 ordinance.⁵

History of Historic Districts and Aspects of
Other Case Studies in the United States

There are several reasons for establishing historic districts, and these reasons portray the type of district that is created. Three district ordinances which affected historic district legislation and served as models for other ordinances in the Pacific Northwest are those of Charleston, South Carolina, Vieux Carre, New Orleans, and Santa Fe, New Mexico. These case studies will be analyzed in order of their historical development.

House museums represented the typical method of preserving dwellings and artifacts in the nineteenth century. Historic districts mark one aspect of the post-war approach to preservation. The sentiment toward preservation issues has been to move the focus from preserving "things" to preserving "places" to preserving "environments." The first historic district was not legally

recognized until 1931, when a city zoning ordinance was passed to establish a portion of Charleston worthy of historic merit.⁶ "Backed by local citizen groups, most notably the Society for the Preservation of Old Dwellings, the district was approved by the city council after public hearings where there was no serious opposition."⁷ The reasons for establishing the district was to protect the historical, architectural, and social character of the area. A board of Architectural Review was created which had

. . . the power to review any erection, demolition or removal of structures in the historic district and any changes in the "architectural character, general composition and general arrangement of the exterior of the structure, including the kind, color, texture, of the building material and type and character of all windows, doors, light fixtures, signs and apartment elements, visible from the street or public thoroughfare." Since the passage of the Charleston Ordinance, the historic district has been enlarged twice, in 1966 and 1975.⁸

The second historic district in the United States was passed in an effort to protect the Vieux Carre in New Orleans. This area within the city was the subject of conflicting pressures.

Recommended as early as 1931 by the city Planning and Zoning Commission and supported by various public and private groups, the Vieux Carre Historic District was established in 1937, replacing a similar but smaller protective district adopted in 1925 . . . but never implemented.⁹

The reason behind the passage of the Vieux Carre ordinance was the unique combination of history and architecture within the area. Recently, the legal position of the Vieux Carre Commission has been stronger than most historic district commissions in the country. The architectural controls extend to all exterior work of new and existing structures within the area.

Both the districts in Charleston, North Carolina, and Vieux Carre in New Orleans are considered the forces behind the beginning of the historic district movement in the United States. The success of these two designations is based on four aspects: (1) the unique history and architecture, (2) awareness of history and architecture through literature, (3) a variety of support groups and their leaders, and (4) popularity of architectural revival styles of the 1920s and 1930s.¹⁰

The Santa Fe Historical District is another case study which has had an impact on the preservation movement on the West Coast. A subcommittee of the Planning Commission of Santa Fe prepared a draft ordinance to establish an historic district within the city. The ordinance was presented at a public hearing and soon thereafter met city council approval on October 30, 1957. The district is now listed in the National Register of Historic Places and encompasses 3,800 acres. It includes the Plaza

of the original settlement and all of the southeast quadrant of the city limits. The 1957-58 Ordinance was "in response to public and private concern over expanding uses and potential alterations to the architectural character of the city, especially the Plaza core area, the areas along Canyon Road and the Old Santa Fe Trail."¹¹ The purpose of the historic district was to protect the unique visual and historic character of the city through architectural control. The Sante Fe Historical District Ordinance has served as a model for additional districts in New Mexico as well as the Southwest and the West Coast.

Once the concept of historic districts took hold in the United States, many cities became interested in finding out how this concept could help them save historic and architecturally significant portions of their cities from destruction.¹² State and city review boards began to write up and publish regulations and guidelines for historic districts. One excellent use of guidelines is given in Alice Bowsher's Design Review in Historic Districts: A Handbook for Virginia Review Board.¹³ Subsequently, other cities used these guidelines as an example to help write up their own guidelines.

Other issues which were dominant in case study readings were boundaries of historic districts, historic district commissions (their education and concerns),

administering historic districts, criteria for historic district selection, and the neighborhood role in decision making of historic districts.¹⁴ All these concerns were important elements, though often disputed, in the Lair Hill and King's Hill case studies, in addition to political, economic, and social factors which influenced these areas.

One of the drawbacks in the manner in which historic district information has grown and been disbursed is that early ordinances were used as models for future ordinances, with one source built upon another. Some of the design guidelines, therefore, were used out of context. Virginia design review guidelines are not necessarily applicable to California historic structures. The use and/or misuse of design guidelines is another area of concern in historic district evaluation, which deserves additional study. Little theoretical information has been published on design guidelines which would be applicable to any historic district in the United States.

NOTES

1. Elizabeth Potter, "State Priorities in Scheduling Review of Nominations," Files of the Oregon State Historic Preservation Office, Salem, Oregon.
2. William J. Murtagh, "Esthetic and Social Dimensions of Historic Districts," in Historic Districts: Identification, Social Aspects, and Preservation (Washington, D.C.: Preservation Press, 1973), p. 1. Murtagh presented this article as a paper at the International Centre for Conservation in Rome, Italy, in 1973.
3. Oregon, Eugene City Ordinance #18097, for the establishment of historic districts in the city of Eugene, June 1978. A resolution to Ordinance No. 3105 was adopted 26 March 1979 to establish guidelines and procedures for Historic District Nomination.
4. Clarification of this point was made by Robertson Collins, University of Oregon, Eugene, at the author's thesis defense, 16 July 1982.
5. This point was made by Kenneth Helphand, University of Oregon, Eugene, at the author's thesis defense, 16 July 1982; also see Robert Stipe, "The Conservation of a Place," Carolina Dwelling 26 (North Carolina State University, 1978): 10-13.
6. Nathan Wineberg, Preservation in American Towns and Cities (Boulder, Colo.: Westview Press, 1979), p. 38.
7. National Trust, A Guide to Delineating Edges, p. 23.
8. Ibid.
9. Ibid., p. 27.
10. Wineburg, Preservation, p. 51.
11. National Trust, A Guide to Delineating Edges, p. 41.

12. Large outdoor parks became popular at the same time historic districts became more widely accepted. The development of these parks gave a boost to the frequency of historic district nomination.

13. Alice Bowsher, Design Review in Historic Districts: A Handbook for Virginia Review Board (Washington, D.C.: Preservation Press, 1978, reprinted 1980).

14. See the bibliography for sources on these areas of study; all were of interest.

CHAPTER III

HISTORIC PRESERVATION:

LEGISLATION

The History of Portland's
Preservation Program

The state of Oregon developed municipal historic district legislation in 1959 in which a Portland planning and zoning code was established (appendix D). This 1959 ordinance was passed early in comparison to others in the United States.¹ A later ordinance, passed in 1968, established an historic review board--the Historic Landmarks Commission--and a review board process. Lair Hill and Ladd's Addition were passed as historic conservation districts through a later ordinance in 1977. Specific reasons were expressed by Portlanders for the creation of both historic districts and historic conservation districts as part of the city planning and zoning code.

The beginning of the national historic preservation movement started in the late 1950s, but did not make a significant impact until the 1970s. Some preservation activity surfaced in Portland in the 1950s, but it was not until the early 1960s that a coalition formed, which was comprised of the Portland Chapter of the American

Institute of Architects, Portland Art Commission, and Portland Beautification Commission.

In 1963, a "windshield" survey of Portland was accomplished.² From this survey, a list of significant historic structures was compiled. Only later was attention paid to this list; the major forces at work at this time in the city were new construction projects and urban renewal.

It was not until 1965, when one of Portland's historic structures, the South Auditorium Building, was demolished, that the public became interested in saving some of the city's significant buildings. The demolition of the Auditorium Building caused an uproar amongst architects, historians, and preservationists. After this incident, the task of writing an historic preservation ordinance for the city began. George McMath, one of the Pacific Coast's leading architects and a State Advisory Commission member, was also one of the leaders in the passage of the preservation ordinance. He expressed the following:

The committee who organized the ordinance felt preservation was an essential element and should be part of the city planning process. The original city planning code had to be amended to make the landmark program part of the city planning process.³

As a result, Portland is one of the few cities where historic preservation and neighborhood conservation have been built into the planning process of the municipal government.

Other preservation activists who pushed for Portland's restoration movement over the years included William and Sam Naito, Mayor Niel Goldschmidt, Thomas Vaughan, Eril Ladd, John Yeon, Marion Ross, Carl Gohns, and Leo Dean Williams.

The Naito brothers are businessmen who realized the beauty of Portland's commercial structures in the Skidmore and Yamhill districts. At first it was hard for them to talk people into saving buildings, but eventually the Naito brothers convinced businessmen to relocate their shops into the city's old commercial buildings. The Skidmore and Yamhill districts are in the process of becoming restored, popular commercial areas in Portland.

Leo Dean Williams, architect and planner, has been a staff member for the Portland Historical Landmarks Commission since it was created on August 29, 1968, by Portland Ordinance No. 127512, which added Article 48, Historical Buildings and Sites (appendix D). The ordinance was effective on September 29, 1968. The Portland Historical Landmarks Commission is a seven-member commission appointed by the mayor. It includes representatives from the Portland Chapter of American Institute of Architects, Portland Beautification Association, Oregon Historical Society, Portland Planning Commission, citizens at large, and a staff assistant from the Bureau of Planning.⁴ The

responsibilities of the commission were to (1) oversee the designation of sites and districts in the city; (2) inventory the city of Portland; (3) maintain an advisory role to the City Council, Planning Commission, Portland Development Commission, and other public or private agencies in questions of policy regarding preservation of historic buildings or sites; (4) investigate alternatives to demolition; and (5) serve in a review capacity.

Neighborhood conservation was the newest phase of a successful historic preservation program in Portland. In August, 1977, the Portland City Council adopted an ordinance changing the city zoning law to provide for the creation of historic conservation districts. This ordinance, No. 140096, Chapter 33.120, Section .055, was prepared by the Portland Historical Landmarks Commission and the Portland Bureau of Planning (appendix D), and was written specifically for residential areas of the city.⁵

If an area is designated as an historic conservation district, existing zoning would not change, but additional restrictions would be added to new construction. Remodeling of existing structures would now be reviewed, applications for demolition of structures within a district could not be prohibited, but would be delayed if the structures were of historic or architectural significance. The neighborhood conservation concept includes overlay zoning,

whereby the district boundaries overlay the existing zoning, leaving that zoning intact but applying additional controls. The designation of an historic conservation district is

. . . a zoning tool to help property owners and residents in "less than historic districts" to preserve the special character of several blocks that are unique in urban design, architectural style and historical significance. . . .

Historic conservation zoning is proposed as one strategy to enhance the city's neighborhoods by maintaining the very elements which make them and the city unique. When the city declares an area to be worth conserving, then residents, property owners, and financial institutions are assured that the area will continue to be a desirable place to live and work. . . . The interest in neighborhood conservation has grown out of Portland's successful historic preservation program (appendix D).⁶

The Portland City Staff was very much behind the effort to pass an historic conservation district. Rudy Barton, at the Bureau of Planning Office, cites specific reasons for the establishment of historic conservation districts:

1. To protect and stabilize property values.
2. To protect desirable and unique physical features of neighborhoods.
3. To prevent blighting caused by insensitive development, renovation and redevelopment.
4. To provide for enhancement of such areas.
5. To provide for the economic revitalization of the conservation district and its surrounding areas.

6. To provide for the continued economic vitality of the area.

7. To provide a focus for necessary capital improvements.⁷

Lair Hill and Ladd's Addition are two Portland neighborhoods which served as trial areas for historic conservation district designation. Ladd's Addition is an example of an early residential city planning effort. Lair Hill, a mixed-use area, is the only area that remains of what was South Portland, the most important immigrant neighborhood in the city.

Mayor Godschmidt cited the City Council passage in August, 1977, of the ordinance, providing for the creation of neighborhood conservation districts, as another major step for the preservation movement. The new historical conservation district ordinance provides a method to keep the philosophy of preservation and, at the same time, put a light hand of government on the shoulders of people who may be moving a little bit too quickly. In other words, it is a very large political statement of commitment to those communities receiving conservation district designation.⁸

Preservation Ordinances

National and state preservation legislation had a direct influence on Portland's preservation effort. One of the first Acts that effected preservation nationally was the 1966 National Historic Preservation Act (P.L. 89-665).⁹ This Act established an advisory council, expanded the National Register of Historic Places, and provided federal assisted grants-in-aid for historic properties.

The registration of Oregon properties began in 1971, after the State Parks and Recreation Agency was given responsibility for administering provisions of the Act upon its passage.¹⁰

The 1966 National Historic Preservation Act influenced Oregon's preservation movement in the late 1960s and 1970s. There was more incentive to maintain historic properties due to federally assisted programs. The Oregon Revised Statutes § 390.310-.368, SB 100 passed in 1973, which

. . . created a Land Conservation and Development Commission to administer a mandatory statewide land-use planning program. Planning guidelines subsequently developed by LCDL included Goal 5 relating to the conservation of open spaces and protection of natural, scenic and cultural resources.¹¹

This Oregon Revised Statutes law was followed by the passage of Oregon Revised Statutes § 358.475-.565 in 1975, which declares it state policy "to maintain and preserve properties of state historical significance." Property listed in the National Register of Historic Places is eligible for a property tax classification by the county assessor. Property owners must submit an application to the State Historic Preservation Officer for review. The county assessor was required to assess property classified as historic at its "true cash value at the time of the application for the next 15 consecutive assessment years."¹²

A favorable tax break for owners of historic properties was the 1976 National Tax Reform Act (P.L. 94-455):

Section 2124 provided for changes in federal tax treatment of demolition costs, rehabilitation expenses, depreciation, and charitable contributions of partial property interests when certified historic properties are involved.¹³

The National Tax Reform Act of 1976 increased interest in the preservation cause throughout the United States. The Portland committee that was responsible for the 1977 Portland Ordinance No. 140096, Chapter 33.1201, Section .055 amendment was already organized by this time. The National Tax Reform Act of 1976 influenced the growth of Portland's historic preservation program in the 1970s and 1980s. Two additional Acts were passed at the national level in the 1980s: the 1980 National Preservation Act Amendment (P.L. 96-515) and the 1981 Economic Recovery Tax Act (H.R. 4242). This latter Act

. . . includes significant revisions to the historic preservation tax incentives first authorized by Congress in the Tax Reform Act of 1976. It provides for a 25% investment tax credit for rehabilitation of historic buildings which can be combined with a 15-year accelerated cost recovery period for the adjusted basis of the historic building.¹⁴

NOTES

1. Interview with Elizabeth Potter, State Historic Preservation Office, Salem, Oregon, 19 May 1982.

2. John Neal and Leo Dean Williams, "Portland: Anger about Mistaken Demolition Marks Turning Point that Transforms City into Model for Preservation," American Preservation 1(2) (December-January 1978): 27.

3. Ibid., p. 28.

4. Ibid.

5. Oregon, Portland Ordinance No. 140096, Chapter 33.120, Section .055, Designation of Conservation Districts.

6. Ibid; also see Neal and Williams, "Portland," p. 33.

7. Neal and Williams, "Portland," p. 33.

8. Ibid., p. 35.

9. U.S., Congress, House, An Act to Establish a Program for the Preservation of Additional Historic Properties throughout the Nation, and for Other Purposes, P.L. 98-665, 89th Congress, 2nd session, 1966; also U.S. Congress, House, An Act to Amend the National Historic Preservation Act of 1966, and for Other Purposes, P.L. 96-515, 96th Congress, 2nd session, 1980.

10. Interview with Elizabeth Potter, 19 May 1982. The Acquisition and Development Grants were stopped in 1981 as a result of a financial budget crisis.

11. Elizabeth Potter, "Oregon Laws Pertaining to the Preservation of Cultural Resources," Files of the Oregon State Historic Preservation Office, Salem, Oregon; and Oregon, Revised Statutes: Environmental Quality § 390.310-.368, (1973), Land Conservation and Development Commission, S.B. 100 (1973).

12. Potter, "Oregon Laws"; also Oregon, Revised Statutes: Taxation § 358.475-.565 (1975).

13. Elizabeth Potter, "Federal Laws Pertaining to the Protection of Cultural Resources," Files of the Oregon State Historic Preservation Office, Salem, Oregon; also U.S. Congress, House, Tax Reform Act of 1976, 94-455, 94th Congress, 2nd session, 1976.

14. Potter, "Federal Laws"; also see U.S. Congress, An Act to Amend the National Historic Preservation Act of 1966; and U.S. Congress, House, Economic Recovery Tax Act of 1981, P.L. 97-34, 97th Congress, 1st session, 1981.

CHAPTER IV

PORTLAND HISTORY

The geographical location of Portland had much to do with the early development of the city as a major seaport. The city's economy was based on lumber, river trade, and valley produce. The areas of Lair Hill and King's Hill grew as the city expanded. Lair Hill, located in South Portland, was a worker housing area and one of the oldest in the city. King's Hill, one mile north of the city center, was not developed as a suburb until the late 1800s. Oregonians were known for their isolation from the nation, even after the area was made a state. Though independent in their thinking, Portlanders had many of the problems that faced other cities: increased population, housing crises, public improvements, and economic development.

Portland is situated in north-western Oregon at the northern end of the Willamette Valley and at the confluence of the Willamette and Columbia Rivers. The latter forms the border with Washington State. To the east are the Cascade Mountains, to the west the Coast Range.¹

The Willamette River divides the central city into east and west. The eastern area is relatively flat plains, whereas the western area is more varied, a narrow strip

sloping to the southwest and rising abruptly to hills in the northwest. The average elevation of Portland is 175 feet.

William Johnson claimed the first land in the area of Portland in 1842. Johnson built the first structure, a log cabin, at this time. Soon thereafter, in 1845, F. W. Pettygrove and Amos L. Lovejoy cleared and platted a few blocks and called the town Portland.²

By 1850, the Donation Land Claim Act was passed, which set up a system of land ownership and reorganized claims established under previous laws. By the terms of the act, each male white citizen, 18 years of age or older, was entitled to 320 acres of land if single, if married, his wife could hold 320 acres in her own right.³

This law affected the development of Portland to a great extent, bringing in many settlers from various regions of the United States. The city of Portland was incorporated soon after the Donation Land Claim was in effect. Shortly thereafter a steam sawmill was in operation at the foot of Jefferson Street, a newspaper, The Weekly Oregonian, had been started, and the first ferry across the Willamette River had begun operation.

At this time, the United States Mail steamer, the Peytona, chose Portland as one of its main stops on the west coast. Soon thereafter, Portland was chosen as the port of the Pacific Northwest, and it became the region's "metropolis" and a terminus for contract mail boats of

both coasts.⁴

Although Portland was considered a major port, the city has always depended highly on the importing of other manufactured goods:

Manufacturing grew slowly in Oregon and there was a great dependence on imported manufactured goods. Raw materials of some kinds were in short supply and so was machinery.⁵

Portland became a part of the state of Oregon in the 1850s. However, there was no celebration as the majority of people voted against admission to the Union. Oregonians were already becoming known for their independence and isolation. Portland, by the end of this first decade, was known as a town with character, with its own particular "traits, foibles, and graces." Portland's economic base depended on lumber, ocean-bound river trade, and valley produce. A development which occurred in the 1860s which increased trade and opened up the northeastern interior was the discovery of gold in Idaho and eastern Oregon.⁶ The cry of gold brought many prospectors into the state. The combination of gold and the new export of wheat made Portland a rich town in the 1870s. The city, due to its geographical location, soon became known as the wheat shipping port of the world.

As the economy of Portland prospered, physical changes took place in the town. The simple wooden structures were replaced by stone, brick, and cast-iron fronts.

The groups of commercial buildings which were scattered in a strip along the riverfront became wider and more compact, as the commercial district moved inland. Part of the reason for this change was also geographic. Due to the annual river floods and spring run-offs, there was a tendency for the town to move to a higher ground. It was not until the 1930s that the river was controlled and the flooding stopped.

From the 1870s through the twentieth century, the city engaged in many types of public improvement. Roads were graded and widened, parks established, and the architecture underwent major changes:

The classical cottages, those shanty temples of the wilderness, gradually gave way to more impressive structures: the towered, gabled gothic and the four square bay windowed "mansions" of the Italian villa style. Elm-lined streets and somber, substantial houses set in spacious gardens--proper Portland was beginning to create its domestic habitat.⁷

Despite these progressive changes, Portland, claimed by many to be "the city of paradoxes," had problems common to other cities of its size. In portions of the city, shacks had filled in the gulches, orchards had stopped being maintained, and animals ran wild. The city by this time was beginning to form a consciousness, which followed certain national trends in civic pride and technological advances. Colleges and churches were built and a library in the city was born. Along with this concern and culture,

public utilities developed in the 1880s and 1890s: the first telephone exchange opened and the first electric street lighting was put in. Electric streetcars started operating in the late 1880s, and in the same year successful electricity transmissions ran from the Willamette Falls to lights in Portland streets.

The boom of growth in the 1870s and 1880s led to city expansion and efficiency in travel. By 1890, the Willamette River was spanned by the Morrison Street Bridge. Within the next few decades, the city was destined to grow even larger, and at a faster pace. The increase in Portland's population corresponded directly with the nation's growth, due to various factors.

In the period from 1900 to 1930, the 540,000 new people added to Oregon's population; the impact of World War I, the end of free land, and the introduction of the automobile were the chief factors of change.⁸

The changes Portland experienced were happening throughout the nation (fig. 1).

Many resorts were built along the river, and excursions to these resorts were extended in the 1890s by the introduction and popularity of the automobile. The first automobile was brought into the city in 1901, and a road was built from Portland to Oregon City.⁹ The city of Portland soon became concerned with keeping abreast of new developments in other cities. From the early 1900s

through the 1940s, roads were constructed which influenced the neighborhood areas that had already developed in the city; the city road system defined areas. Higher income neighborhoods were located outside of the city in the hills, and King's Hill was one of these. Lair Hill is shown on the map as one of the lowest income neighborhoods. The use of the automobile pushed the public transportation system into competition, but eventually the private system took over in popularity.

During the early 1900s, Portland took several leaps as a city, due to the economic boom after the Lewis and Clark Exposition of 1905. The exposition effected a change in architectural taste in downtown buildings from earlier stone and brick buildings to classical, higher structures of white brick and terra cotta. The use of the streets also changed in the twenties and thirties. The streets formerly were used for pedestrian and public transportation systems, but when they became filled with autos, pedestrian safety was limited. A housing crisis had arisen by this time as a result of the influx of war workers to the Portland shipyards. Old houses were moved to South Portland in areas with little light and air, and many homes were placed on the same lot. The lack of housing became critical when in 1918 the federal government threatened to take their shipbuilding elsewhere.

Another situation which made the housing crisis worsen was the impact of the streetcar lines. The visual pollution of poles and wires and heavy electric cars resulted in the abandonment of residential property along the lines. This property was later used for commercial structures.

Following the common pattern in American history, the gradual expansion of non-residential uses of land produced mixtures of use, often to the detriment of each, and every new non-residential use decreased the residential population. This development tended to drive out the more affluent white and in turn attract the poor white and the black.¹⁰

The City Planning Commission was established in 1919, and a zoning ordinance was passed. This ordinance had limited effect and was considered by many to be a real estate ordinance, passed mainly to protect areas of single family residences from intrusion by other uses. "Portland's ineffective housing code proved to be a poor substitute for a housing policy." It would be sixty years before the city would develop a positive housing policy.¹¹ (See fig. 2.)

Many Portland residents were critical of this housing ordinance, and other city council measures. Portland historian E. Kimbark MacColl expressed an opinion shared by many:

In the two year period up to American involvement in the war, the City Council gave attention to a number of controversial matters, including riverfront improvement, city planning,

water meters, municipal garbage collection, public transit rates, and slum housing conditions, but little was accomplished of long-range significance.¹²

During the 1920s the King's Hill area flourished. The automobile provided easier access to the area, linking it more closely to the city center. The majority of King's Hill residences were built during this period, as the economy was booming and construction was rapidly increasing through the 1920s until the stock market crash of 1929 and the Great Depression.

Portland during the 1920s, like many older eastern cities

. . . felt the impact of forces that were nationwide in scope: population changes, transportation and technological innovations and economic growth. The city was also affected by "competitive drive for entrepreneurial success," which tended to fragment cities functionally, politically and socially. The greater Portland community was being gradually divided, and even segregated by class and race. Driven by the never-ending quest for the dollar, economic growth and urban expansion became unplanned and unregulated. Government, which traditionally served the interests of private property, was so fragmented and beset by personal and economic conflicts that it was incapable of exercising any meaningful control.¹³

During the 1920s, within Portland, there were six governing bodies: the City Council, the Board of County Commissioners, the Port Commission, the Dock Commission, the School Board, and the Library Board.

The years during the 1920s were also known for

bridge building due to the increase in automobile traffic. Three bridges were under construction at this time: the Burnside was replaced and Ross Island and Sellwood were under construction.

Though a housing code was passed in 1919, it was not until 1924 when a zoning code for the city of Portland was effective. The ordinance was known at the time to have been drafted by realty interests, and it ignored all area, height, and density controls. Provisions were made for the following:

Zone 1: Single family residences (18 percent of the city's area).

Zone 2: Mix of lower residential properties, multi-family structures (41 percent of the city's area).

Zone 3: Commercial and light industrial use (26 percent of the city's area).

Zone 4: Remaining 10 percent unrestricted. The shortcoming of this zoning code was its failure to deal adequately with housing conditions.¹⁴

During the thirties and forties, Portland continued to develop a road system, which had a significant impact on areas such as Lair Hill and King's Hill. East access to King's Hill via the Viaduct helped the area to grow (figs. 3 and 4). Lair Hill became more defined as an area or district separate from other parts of South Portland

due to freeway construction which established the area boundaries.

Changes which affected Portland in the fifties and sixties were the demolition of structures due to urban renewal programs and subsequently the beginning of a preservation movement within the city. Both Lair Hill and King's Hill were effected by these changes.

NOTES

1. Terence O'Donnell and Thomas Vaughan, Portland: A Historical Sketch and Guide (Portland, Ore.: Glass-Dahlstrom Printers, 1976), p. 1.
2. Oregon, Federal Works Agency, "History of Portland, Oregon," Writers Program of the Work Projects Administration in the State of Oregon, Oregon Collection, University of Oregon, Eugene, Oregon, 1940 (Typewritten).
3. Emily F. Dicken and Samuel N. Dicken, The Making of Oregon: A Study in Historical Geography (Portland, Ore.: Historical Society, 1979), p. 9.
4. O'Donnell and Vaughan, Portland Guide, p. 9.
5. Dicken and Dicken, Making of Oregon, p. 127.
6. O'Donnell and Vaughan, Portland Guide, p. 15.
7. Ibid., p. 18.
8. Dicken and Dicken, Making of Oregon, p. 156.
9. Oregon, Federal Works Agency, "History of Portland, Oregon," p. 5.
10. E. K. MacColl, The Growth of the City: Power and Politics in Oregon, 1915-1950 (Portland, Ore.: Georgian Press, 1979), p. 44.
11. Ibid., p. 46.
12. Ibid., p. 30.
13. Ibid., p. 257; also see Raymond A. Mohl, "The Industrial City," Environment (June 1976): 38.
14. MacColl, The Growth of the City, p. 303.

CHAPTER V

HISTORY AND ARCHITECTURE: LAIR
HILL AND KING'S HILLLair Hill History

Lair Hill was part of a large South Portland area, one of the first regions of the city to be settled. The geography was at first irregular; a series of gulches which once ran through the area have been filled in. Lair Hill developed as a close-knit community as many immigrants were drawn to the area. It was characterized by closely spaced residences, small markets, and an active street life. The boundaries of Lair Hill Historic Conservation District are distinct: the area was cut off from other neighborhoods in South Portland by freeway construction in the 1930s. Freeways now make up the Lair Hill boundaries.

South Portland could be characterized as a tightly interwoven complex of forces, as a self-contained entity. Life was focused upon the inner community and not the external world, upon peer group and not involvement in city-wide politics.¹

Sawmills and factories were built along the banks of the Willamette River as the city of Portland grew, as the Caruthers platted their lands, and as both homes and

small shops developed (fig. 5).² A railroad line was started, which ran from the Tualatin Valley on what is now Barbur Boulevard. A horse-drawn trolley, with a route along First Avenue, also connected South Portland with the heart of the downtown area. In 1899 this became the Fulton Park line. Many small shops were built along this trolley line.

By the 1860s, South Portland had become known as a Jewish community. Word spread quickly that this area was the best place to settle, and soon a close community atmosphere developed. Late arrivals were drawn there by shared ties of culture and language. They formed close-knit living situations within the neighborhood in a manner similar to the family life they left behind.

In the early 1900s, a wave of new arrivals flocked into South Portland. The city was experiencing economic growth as the demands for Oregon lumber, wheat, and other commodities increased. The second group of immigrants were from diverse cultural backgrounds. The majority of newcomers were Jewish and Italian, but others of French, Turkish, Sicilian, Negro and Asian descent also were attracted to South Portland (figs. 6, 7, 8). Small shops and delicatessens flourished.

Lair Hill residents also created a sense of community by establishing classes in cooking, English, health

and citizenship to help newcomers adjust to a new life. Many of these classes were held in the Neighborhood House on Second Street near Duniway Park (fig. 7). This building today continues to offer social services to Southwest Portland.

"One of the crucial elements of life in South Portland from 1890 until 1920, was the weekend informal street activity."³ Children played in the streets, fruit vendors sold their goods, and many residents walked and chatted in the streets. The street activity reinforced the sense of community which had already been established in the area.

In the period following World War I, the South Portland area flourished. This did bring changes, however. Small shops and fruit vendors expanded to become larger wholesale markets. As the wealth of the South Portland residents increased, many families moved away to other, more prestigious areas of the city.

Another important physical change in the area was brought on by the introduction and popularity of the automobile. The use of horse-drawn carts decreased as the streets filled with automobiles. Street life diminished. The popularity of the auto also led to other changes; for example, Ross Island Bridge was constructed in 1926, connecting the Lair Hill areas with the east side of Portland

(appendix C, Lair Hill map). Barbur Boulevard was created in 1935, due to the increase of auto traffic in west Portland (figs. 9, 10). Duniway Park was then created when Arthur Street gulch was filled.

Another major project which had a great effect on the neighborhood was the development of Harbor Drive in 1934 as part of the highway system. Front Avenue was changed from a small street to a major highway. Ramps were also constructed on Front Avenue (figs. 11, 12). Lair Hill was thus cut off from the Corbett neighborhood (fig. 10). Many shops, dozens of residential blocks, and the only remaining trolley line were demolished during this freeway construction (appendix C, Lair Hill map).

Lair Hill area was further isolated in the 1960s when the interstate freeway and the Marquam Bridge were constructed. The large neighborhood that was once called South Portland no longer existed, and what remained was separated into five sections. Lair Hill, as one of these areas, was the only part of South Portland that retained some of its original character, although the physical changes that the neighborhood experienced altered its architectural character. Many of the once well-kept structures had deteriorated. The later residents, who arrived in the 1960s, were more transient and took little care to maintain their homes. This led to extensive demolition

of residential and commercial structures between 1950 and 1970.

In 1968, the neighborhood was faced with the prospect of becoming an urban renewal area which would lead to further destruction of the older structures. The residents arose in protest, and a renewed awareness and appreciation for the area began. The sense of community was again restored when the neighbors came together to successfully fight this issue. The strength of community has been retained and is present today.

Lair Hill Architecture

The historical development of Lair Hill as an immigrant worker housing community affected the architecture of the area. The structures within Lair Hill Historic Conservation District share common characteristics of design, materials, and workmanship. The few remaining early structures in Lair Hill built in the 1860s through the 1880s are greatly altered. Most of the existing architecture in the area is of Victorian style, dating from the 1880s and 1890s. There is an emphasis on the verticality in design of these structures, which is partially attributed to the building period (i.e., late Victorian architecture has steeply pitched roofs with narrow architectural detailing). Landscape elements such as picket fences

lining small front yards and narrow building lots complement the tall, vertical residences, spaced closely together, which open out into the street.

From 1860 to 1900, Lair Hill developed mainly as an immigrant worker community. The structures remaining from this period are wooden, simply detailed, Vernacular Victorian dwellings and more ornate later-Victorian style residences. The early Vernacular Victorian residences, built from 1860 to 1875, were similar in architectural style to the homes of the first settlers in Portland who came from New England and the Midwest. These structures, simple in plan and detailing, are one or two stories with low pitched gable roofs, shiplap and clapboard siding, and double-hung windows. Alterations on these structures make them hard to recognize today.

The Victorian and Italianate homes, built later, are more elaborate by comparison. Characteristically, they are irregular in plan and massing, contain gable, hip and/or jerkinhead roofs, a variety of porches or verandas, shiplap siding, fancy-cut shingles, and stained glass windows. Most of these later-built Victorian houses were constructed between 1880 and 1890 (figs. 13, 14, 15, 16).

In addition to these residential buildings, a number of public buildings add to the diversity of Lair Hill (fig.

17). The Neighborhood House, located on the corner of Second and Hooker Streets, was constructed in 1910, with a swimming pool and handball courts added in 1926 (fig. 7). It is Georgian Revival in style with a concrete and brick exterior. The Kesser Israel Synagogue, on the southeast corner of South West Second and Meade, is the only remaining Orthodox Synagogue in the state of Oregon.

In considering the Lair Hill architecture, one must acknowledge modifications which were made to some Lair Hill structures. The first story of residences were adapted into small markets (figs. 18, 19). Other homeowners built garages and additions. Small commercial buildings were constructed on vacant lots within the area. Siding and architectural elements such as windows and doors were often replaced.

Though architectural modifications were taking place in Lair Hill, there remained a cohesiveness in building elements and materials. The unity of the area is dependent on a consistency of the following: (1) building height (1-3 stories), (2) building setback (small front yards, 5-8 feet), (3) front porches and porch stoops, (4) building massing (narrow street facades), (5) style of openings (vertical emphasis, double-hung windows), (6) roofline (gable, hip, jerkinhead), (7) building materials (wood and brick), and (8) workmanship (worker housing not

architect-designed).

An intimate relationship between the architectural facades which are placed close to the street and the pedestrian exists today as it did in the early 1900s, when Lair Hill peaked as an active and prosperous community. Changes made to the area since its early development have not significantly altered its historical and architectural cohesiveness as a significant area of old South Portland (fig. 20).

King's Hill History

King's Hill is located one mile northwest of downtown Portland, set up above the city on a hill which runs through the area in an irregular fashion. King's Hill boundaries are not as clearly defined as those of Lair Hill (appendix C, King's Hill map). The residences of King's Hill were built on large lots and have more emphasis on the horizontal than on the vertical. Many of the original lots have been subdivided, and highrise apartment buildings have filled in many of these lots. Historically, the area was regarded as a wealthy suburb of Portland, known for its Revival style architecture, extensive gardens, and large trees. Many of the structures within the area were architect-designed for a specific client.

The area now called King's Hill was first settled in 1845 by Daniel Lownsdale. He established a tannery on the creek which ran near the present-day Civic Stadium. Part of Lownsdale's property was sold to Amos Nahum King in 1852. King filed federal rights to obtain legal ownership of 513.01 acres, and it was King who gave his name to the area. Amos King prospered greatly from this and other real estate ventures in the city of Portland. By 1890, he had become one of Portland's millionaires, and his wealth had a large impact on the rest of the city. A portion of the land King eventually sold became the beginnings of Washington Park, which borders the western edge of the King's Hill district.

King's Hill was not one of the first residential areas of Portland to develop. The geography of the land, with large, hilly lots, and the large homes built on these spacious lots, made the area unapproachable for many. The nature of the area is described by Harvey Scott in 1890 as ostentatious,

. . . which will probably prevail even when the city attains its largest population, since the irregularities of the ground and the peculiarities of the situation will necessarily modify the architecture, and, to quite an extent, at least, make each dwelling a complete whole in itself.⁴

King's Hill became more closely connected to the city center in the 1890s when the three roads bordering

the hill (Burnside, Eighteenth and Jefferson) were equipped with electric cable cars. The establishment of these street-cars helped further the development of the area (fig. 21). A split in the area occurred at this time. The upper area, King's Hill, remained attractive to the wealthy; the lower area, Goose Hollow, stayed a lower-income district (fig. 22).

Another factor of the expansion of the area was that the city of Portland was in a period of economic development from 1887 to 1893. Many of the homes that are seen in the area now were built during the end of this period. The major building period for this area was the early 1900s. Several homes were designed by locally and regionally renowned architects and landscape architects. Widden and Lewis designed the Wilcox residence, 931 South West King, and the W. R. MacKensie residence, 1131 South West King. John Yeon designed the gardens at the southeast end of King Street. Yeon was nationally known for his skills in landscape design.

The density of the King's Hill area increased in the twentieth century as the city of Portland grew and vacant lots on the hill filled in. The prestige of the neighborhood continued, however. The type of residents who were attracted to the area were lawyers, doctors, politicians, and prominent businessmen. People took pride

in their homes and property, and a high level of property maintenance became expected as the norm.

During the last twenty years, highly assessed land values and zoning changes have altered the nature of the area. The fringes have been developed for commercial use. Many older homes have been torn down and high-rise apartment buildings put up, both changing the density and character of the neighborhood. The high maintenance cost of single-family residential homes has led to the conversion of many older homes into office space.

The King's Hill area became more easily accessible as time passed due to the popularity of the auto and construction of streets throughout the city:

Probably the most distinctive consequence of the street and boulevard plan was construction of the Vista Avenue Viaduct, better known as Vista Bridge. . . . The \$200,000 structure was completed in December 1926. The bridge provided a direct automobile link between upper Burnside Street and Portland Heights.⁵

King's Hill Architecture

The historical development of King's Hill as a wealthy suburb of Portland had an impact on the landscape and architecture of the area. There are two distinct building phases which occurred in King's Hill: pre-1920 and post-World War II, which make for a variation in design, materials and workmanship within the area. Many

of the earlier structures were built up on hilly lots which required rock or brick retaining walls. These walls, gardens, and large street trees, are dominant landscape elements which create a sense of unity within the area.

The homes of King's Hill area were built over a sixty-year period, from 1870 to 1930. Smaller but fashionable homes were built on the eastern side of the district; some of these were owner-built Victorians, but many were built for speculation. The first major building phase in the growth of King's Hill were the Queen Anne and Period Revival homes built during the early period of development between 1870 and the 1920s. Within the center of the area are Builders' Victorians, Mission Revivals, and Richardsonian Romanesque (figs. 23-26). Most of the residences in King's Hill built during this early phase were constructed in the 1920s. "For the three year period from 1924 through 1926, Portland experienced a record growth in homebuilding and new commercial construction."⁶

The later phase of development of the area, post-1929, are the multi-family structures, which rise far above the three-story single family residences. These post-World War II high-rise buildings are significantly different from other homes; however, they typify the examples of this particular phase in building, and must be recognized as part of the area (fig. 27).

Most of the single family residences constructed during the first King's Hill building phase share the following characteristics: (1) building height (2-3½ stories), (2) building setback from street (5-20 feet), (3) variety of front porches and porch stoops, (4) building shape (Victorian--emphasis on vertical; Revival Style--emphasis on horizontal), (5) building massing (varies), (6) scale of architectural elements (varies), (7) roofline (jerkin-headed, gable, hip, flat), (8) building materials (wood, brick, stone), and (9) workmanship (generally of high quality, many residences architect-designed).

The multi-family post-World War II structures share the following characteristics in design, materials, and workmanship: (1) building height (12-plus stories), (2) building setback (5-10 feet), (3) no distinctive front porches, (4) building shape (emphasis on the vertical), (5) building massing (structures often encompass a large lot), (6) scale of openings (horizontal emphasis), (7) roofline (flat with mechanical systems placed on top), (8) building materials (concrete block, plaster), and (9) workmanship (not as high quality as earlier area architecture, partially due to later building period).

As shown above, there is a difference in the design, materials, and quality of workmanship in the

earlier King's Hill single family dwellings and the later multi-family residences. The King's Hill building survey, which was completed during the nomination process, failed to respond adequately to these differences. The later post-World War II buildings were all classified as non-compatible with the other architecture of the area.

The landscape of King's Hill is a unifying element, though the geography is irregular. Large trees form a border between the sidewalk and the street. Rock and brick walls and concrete steps and paths are major architectural features which add to the solidity and peacefulness of the area. There is an ambiance of grandeur, significance, and permanency in King's Hill, although the area was settled much later than many other parts of Portland and contains diverse architectural elements (fig. 28).

The differences in the historical development of Lair Hill and King's Hill have determined the architectural development of these areas. Lair Hill, an immigrant worker housing community, has a consistency of architectural relationships that is not as prevalent in King's Hill, the wealthy suburb of Portland. Ironically, however, the architecture of King's Hill is superior to that in Lair Hill.

The geography of King's Hill is irregular. Though street trees, gardens, rock walls, fences and gates

dominate the King's Hill landscape, the area is harder to conceptualize as unified than the Lair Hill area. The sight-line from boundary to boundary is broken in King's Hill by a series of steep hills. By contrast, Lair Hill is flatter and one can see the boundaries clearly. History, architecture and landscape are all important in the evaluation of Lair Hill and King's Hill Historic Conservation District nomination process.

NOTES

1. MacColl, The Growth of a City, p. 59.
2. Alfred Staehli, "Preservation Options for Portland Neighborhoods," report prepared for the 1974 City Options Program of the National Endowment for the Arts, 15 December 1975, p. 62. (Typewritten)
3. MacColl, The Growth of a City, p. 59.
4. Harvey W. Scott, ed., The History of Portland, Oregon (Syracuse, N.Y.: D. Mason & Co., 1890), p. 83.
5. MacColl, The Growth of a City, p. 322.
6. Ibid., p. 303.

CHAPTER VI

LAIR HILL HISTORIC CONSERVATION
DISTRICT NOMINATION PROCESSLair Hill Nomination Process

Lair Hill, historically an immigrant worker housing community in South Portland, is bounded by South West Front Avenue, Barbur Boulevard, and Arthur Street. One can observe the district from boundary to boundary due to the consistency of geography and the density of architecture and landscape. The Lair Hill residents had previously organized over physical changes that had occurred in the neighborhood prior to the 1976-77 Historic Conservation District project. This designation process was short: by August 1977, Portland City Council designated Lair Hill as one of the city's first historic conservation districts.

The establishment of Lair Hill as an historic conservation district began as an offshoot of earlier neighborhood concerns in the 1950s when the Hill Park area (containing Lair Hill) was certified by the City Planning Commission as one of the three areas in the city of Portland for urban renewal treatment.¹ The awareness of the Lair Hill residents about problems in their neighborhood

increased when reports from the Portland Community Renewal Program stated Hill Park to be the most "severely blighted residential district along Portland's southwest river-front."²

Major physical changes had occurred in the Lair Hill Park area which led to the neighborhood's unstable condition in the 1960s. The construction of the interstate freeway system and the construction of Marquam Bridge drastically decreased the size of the neighborhood. The social and economic changes that had occurred by this time also made the neighborhood a prime target for an urban renewal project. Many of the buildings in Lair Hill at this time were in poor condition; the years of neglect had taken their toll on many of the buildings in this area.

The Corbett-Terwilliger Planning group was first formed as a social services planning group, but soon also formed a land use planning committee.³ By 1968, this group of neighbors had organized and risen up in protest against further destruction and demolition of their neighborhood.

Portland city staff began to research Lair Hill area history by the early 1970s, and during this period of time, contact was made with the neighbors and residents of the area. Monthly meetings were held for city staff to present ideas on the impact of urban renewal to the neighbors.⁴

By June of 1971, the neighbors sent a fully signed petition to the Bureau of Planning requesting withdrawal of the HUD-funded survey and planning application. Late in July, the city adopted a motion to amend the planning and survey application, requiring it to include rehabilitation also.⁵ In January of 1972, Lawrence Halprin, a landscape architect from San Francisco, made a presentation to Hill Park residents, the City Commissioners, the City Planning Commission, and the Portland Development Commission of a plan for a demonstration project in Hill Park. The plan to conduct a study in the neighborhood was passed within the same month.

Neighborhood involvement in local issues was well established by December 15, 1975, when Al Staehli, an architect and preservationist, well-known for his work in Oregon as well as being the AIA State Preservation Coordinator, Oregon Chapter, completed the Portland Neighborhood History Project, "Preservation Options for Portland Neighborhoods." The press had published several newspaper articles on the architectural, historical, and social significance of the neighborhood by this time. The Corbett/Terwilliger/Lair Hill groups then fought for downzoning.⁶

In October of 1976, when the residents of Lair Hill met with Rudy Barton of the Portland Bureau of Planning Staff, they were a well-organized and active body within

the neighborhood, known as the Ad Hoc Committee, Lair Hill Neighborhood Association.⁷ Mr. Barton explained the historic district designation and its implications at this time.

Within that same month, the Portland Historic Landmarks Commission sent letters of support to the Portland Bureau of Planning and Lair Hill Park Association supporting Lair Hill as having historical significance to the city of Portland.⁸ The Bureau of Planning staff organized a public meeting with all Lair Hill property owners and tenants, sending them a letter of notification. Attached to the letter was a questionnaire which was considered part of the city investigation process into neighborhood concerns.

The public meeting of neighbors and planning staff was held on November 13, 1976. During the meeting, planning staff discussed the historic designation and the thirty-day demolition permit review. An Oregon Journal newspaper article was released after that meeting, supporting the neighborhood effort against the urban renewal movement.⁹

Favorable press release on the neighborhood effort of Lair Hill residents was made in March, prior to the April 13 Portland Historic Landmarks Commission meeting, to seek out the development of this historic district study.¹⁰ Many neighborhood activities were planned during

this time, including a neighborhood walking tour and a public photo exhibit of residents in Lair Hill by residents within the neighborhood. The Community Press released an article advertising the July 6, 1977, City Planning Commission Meeting to consider Lair Hill and Ladd's Addition as historic conservation districts.¹¹

The Portland Planning Commission met and approved a special designation of historic conservation district for Lair Hill and Ladd's Addition.¹² Because no previous ordinance in the city had been written for an historic conservation district, the Planning Commission had to establish the ordinance during this process of designation. Oregonian and Oregon Journal press releases covered the designation process prior to the August 17 city council meeting.¹³

The Portland city council designated Lair Hill an an historic conservation district on August 17, 1977. There was little opposition to the nomination during any of these meetings. Testimony was very positive.¹⁴

Less than one year later, in June of 1978, John Tess completed a National Register Nomination form for Lair Hill Conservation District. This form was never submitted because the majority of Lair Hill residents and property owners were opposed to the national nomination.

According to John Tess, the lack of neighborhood support was due to the concern that the benefits of the national designation were not great enough.¹⁵ Thus, the neighbors were fully supportive of local conservation district designation, but not of federal designation. The author was surprised to learn of this situation. Perhaps the neighbors (residents and landlords) felt their needs were met only through local designation. Perhaps the federal designation, though more prestigious, was too obscure or removed from further neighborhood involvement. This is an issue which deserves further research.

Lair Hill Analysis

One phenomenon of Lair Hill which helped in its district nomination was the consistency within the neighborhood. The area was consistent prior to any legislative ruling: historically, it is a tightly knit neighborhood; geographically, it exists within man-made boundaries; and politically, it has common community motivations.

The freeway construction made this area a district isolated from the rest of the city (appendix C, Lair Hill map). There was no question of what the boundaries of Lair Hill should be, as freeways border three sides of the area and a major street and park from the fourth side.

The neighbors had previously grouped together to fight for and against issues which directly affected them or their neighbors to the west, the Corbett/Terwilliger neighborhood. This awareness and concern of the Lair Hill residents about the future of their community also helped to spur the historic conservation district nomination. For many years the area had been unified in order to keep from becoming a victim of the widespread urban renewal movement that destroyed many of the older communities in many American cities.

Historic preservation in Lair Hill was not a bonus or something extra; it was a matter of survival. There was a consistency in the Lair Hill neighborhood which was not present in King's Hill. The architecture of Lair Hill was built over a longer period of time than that of King's Hill, but it has similarities in architectural style, building materials, building height, and setback. There are no high-rise buildings in the area. Although Lair Hill is a mixed-use area, residential and commercial structures are similar in building size, building materials, scale, and appearance. The consistency in Lair Hill architecture reflects a similar social and economic status, as described earlier in this thesis.

According to neighborhood residents, in 1976, when they met with Rudy Barton of the city staff, there were

basically two types of neighbors in the area: the "young professionals," or the "arts-and-crafts" motivated, and the older generation of "neighborhood grandparents," who had lived in the area for years. The neighborhood has since changed as many older residents have died. Currently, the major neighborhood groups are (1) the "young professionals," who have moved into Lair Hill from Portland suburbs, (2) the "social anachronisms from the late sixties," who do not want the sixties to go away, and (3) the absentee landlords, who were known to most of the neighborhood as "land speculators."¹⁶ The amount of property owned by this last group of people did not significantly alter the compatibility of the neighborhood. The first two groups of residents overpowered the absentee landlords, who were predictably against the nomination of Lair Hill as an historic district or conservation district. Warde Erwin, an attorney with an office in the Lair Hill Historic Conservation District, and who also owns additional property there, resides outside the district. When asked the reasons for designating Lair Hill as an historic conservation district, he stated that "there is nothing historical about the neighborhood."¹⁷ Other opposition to the nomination came from older members of the community. Mrs. Schahus, who owns Slim's Grocery with her husband and resides at 2823 South West First Avenue, was quoted in The Oregon Journal:

I don't see how this could ever be a historic neighborhood. . . . To me, something historic should be something elegant. This is an old, shacky neighborhood, not historical. I've lived here all my life and don't see what is so historical about it.¹⁸

The position of the Portland city staff is important to consider when evaluating the Lair Hill nomination process. The city staff at the time of the nomination was anxious to have a trial area complete the process of historic conservation district designation. Lair Hill was one of the potential areas in the city staff interests. It was already a unified area, consistent in architecture, social status of residents, and similar income level, which favored the idea of historic conservation district nomination. The study made by Bill Kleinsasser and Bill Church on June 30, 1971, was supposed to be on the Goose Hollow neighborhood, and instead the team requested to evaluate Lair Hill for the following reasons: (1) it was defined physically, (2) a sense of community awareness was already established, and (3) the neighbors were interested in being a pilot program.¹⁹ In the Lair Hill historic conservation district nomination, the city staff did not have to deal with much of the political and economic pressure which was apparent in King's Hill. This made it easy for the city staff to take Lair Hill as one example of potential historic district material and push the nomination through.

The research collected on Lair Hill shows that the

development of Lair Hill historic conservation district occurred during a relatively short period of time. In April of 1977, the Portland Historical Landmarks Commission held a meeting to seek out the development of the historic district study for Lair Hill. By August 1977, Portland City Council designated Lair Hill neighborhood as an historic conservation district. The apparent simplicity of the Lair Hill nomination process was not necessarily beneficial to the long-term health of the community. An historic district nomination process which is carefully conducted should allow time for (1) educating the residents in the significance of the area, (2) identifying and addressing problems specific to the area, and (3) increasing awareness of residents of ways to confront problems (this should be a continuous process). However, the city staff was anxious to see Lair Hill passed through city council to try out the new conservation district ordinance. There is a great deal of correlation in the fact that Lair Hill was one of the first historic conservation districts in the city of Portland and the fact that it passed the city council vote. The concern of the neighbors of Lair Hill was that the ordinance be specifically aimed at their type of neighborhood.²⁰ The city staff's goals were to use Lair Hill to write an ordinance and to try it out. It appears that the neighborhood and city staff goals were

close enough to reach a compromise, with the majority of both sides satisfied. This decision resulted in historic district approval by the city council.

There appears to be much less publicity and correspondence, and far fewer meetings, concerning Lair Hill in comparison to King's Hill. The whole process was simpler (appendix B, Timeline). The neighborhood was already organized and concerned with preservation issues, such as urban renewal efforts like demolition, prior to the mention of historic district nomination.²¹ The Lair Hill district decision was not such a weighted economic decision for the city council as was King's Hill. Much less effort seems to have been expended on the project in comparison to King's Hill. The neighbors let the city staff push their nomination through and the city staff was anxious to see that the nomination was approved.

NOTES

1. Oregon, Portland Bureau of Planning, Lair Hill file, "Urban Renewal" section, "History of Community Participation, Proposed Hill Park Project." n.d.
2. Ibid.
3. Interview with Beth Bown, 27 March 1982.
4. Oregon, Portland Bureau of Planning, Lair Hill file, "Urban Renewal" section.
5. Ibid.
6. Staehli, "Preservation Options"; and "Down-zoning for Survival," Old Portland Today, 15 February 1975.
7. Oregon, Portland Bureau of Planning, Lair Hill file, "Correspondence" section, Letter from Ernie Bonner to Rudy Barton, "Meeting of Lair Hill Residents as Inquiry about Historic District Designation," 7 October 1976.
8. Oregon, Portland Bureau of Planning, Lair Hill file, "Correspondence" section, Letter from the Landmarks Commission to the Bureau of Planning, 12 October 1976.
9. "Death of a Neighborhood," Oregon Journal, 22 November 1976.
10. "Good Neighbors Make Good Show," Oregonian, 4 March 1977.
11. "City Considers Districts to Conserve Ladd's Addition and Lair Hill History," The Community Press, 6 July 1977.
12. Oregon, Portland Planning Commission, Minutes of Meeting, 6 July 1977. (Typewritten)
13. "Couple, Lair Hill Shun Retirement," Oregon Journal, 5 August 1977, p. 11.
14. Oregon, Portland City Council, Minutes of Meeting, 17 August 1977. (Typewritten)

15. Interview with John Tess, Heritage Investment, Corp., Portland Oregon, 22 May 1982; also interviews with Beth Bown, 22 May 1982, and Elizabeth Potter, 19 May 1982.

16. Interview with Beth Bown and Tom Bown, Lair Hill, Portland, Oregon, 27 March 1982.

17. Interview with Warde Erwin, Lair Hill, Portland, Oregon, 26 March 1982.

18. "Couple, Lair Hill Shun Retirement," Oregon Journal, 5 August 1977, p. 11.

19. Oregon, Portland Bureau of Planning, Lair Hill file, "Urban Renewal" section, "Report from Bill Church and Bill Kleinsasser to Portland Bureau of Planning," n.d.

20. Interview with Beth Bown and Tom Bown, 27 March 1982.

21. Ibid.

CHAPTER VII

KING'S HILL HISTORIC CONSERVATION
DISTRICT NOMINATION PROCESSKing's Hill Nomination Process

King's Hill, known historically as an affluent Portland suburb and located one mile from the city center, is bounded by Washington Park, West Burnside Street, South West First Avenue, and South West Jefferson Street (appendix C, King's Hill map). The geography of King's Hill is irregular--steep hills run through the area and consequently one cannot see from boundary to boundary.

The King's Hill historic district nomination process was initiated in the summer of 1977 by residents of Goose Hollow, a neighborhood located below King's Hill (fig. 22). The nomination process was most controversial; both the neighbors of the area and the city council were divided over the issue. By November 1979, after numerous public hearings, the action on King's Hill Conservation District was tabled indefinitely by the Portland city council.

The King's Hill project began when Al Staehli identified the area as having a remarkable collection of Portland Landmarks in "Preservation Options for Portland

Neighborhoods."¹ A Community Press release presented the history of the King's Hill area on April 20, 1977. It publicized the neighborhood effort to find out more historical and architectural information. In the summer of 1977, the Goose Hollow Foothills League, the neighborhood organization which encompassed King's Hill, organized to develop a written history of their area (appendix C, King's Hill map).² Part of this effort was to hire someone to take part in studying the feasibility of having a section of Goose Hollow designated as an "historic district."

By October 1977, the Goose Hollow Foothills League had begun to seek a CETA position for planning work, and another position to organize and run the historical inventories. A work-study student, Steve Henry, prepared a thorough analysis of city ordinances, financial benefits, and proposed boundaries of the district.

In February 1978, Gail Evans, a University of Oregon graduate who has since done free-lance preservation work throughout the state, was hired on a nine-month CETA grant to organize and research a written history of the neighborhood, studying the feasibility of having part of Goose Hollow designated as an "historic district." She organized volunteers to continue the inventory of the area which had been started by the Goose Hollow Foothills League.³

In February of 1978, "The King's Hill Project," a history presentation on King's Hill, was presented at a neighborhood meeting. This gave information on the King's Hill project, historic districts, boundaries, advantages and process of designation, and how the neighbors could get further involved in the process.

The neighborhood goals and aims were announced by both the Oregon Journal and the Oregonian during the month of April, while the neighbors were receiving further information. The possibility of both or either an historic district or an historic conservation district was being discussed at this time. During the months of September and August, 1978, there were many small neighborhood group meetings to help determine the boundaries and objectives of the King's Hill historic district. A King's Hill Steering Committee was formed for the following tasks: (1) to gain a general sense of whether to go forward with the King's Hill history project and whether to pursue some type of historical designation for King's Hill, (2) to be actively involved in drawing up a proposal for historical designation to the Bureau of Planning, Landmarks Commission and city council, (3) to determine a method to present such a proposal for historical designation to the Bureau of Planning, Landmarks Commission, and city council, (4) to become actively involved in presenting a proposal to

the neighborhood, (5) to carry a proposal forward to the Bureau of Planning, Landmarks Commission, and city council, (6) to set up an Advisory Council consisting of three neighborhood residents and property owners, appointed by the Landmarks Commission if and when historical designation was established, and (7) to determine other activities, such as walking tours, publications, etc. In addition, the committee at this time also set a timeline for themselves of application steps and deadline dates.⁴

Publicity within the neighborhood was emphasized that fall, prior to the first public meeting which was held September 19, 1978. During the meeting, the King's Hill historic district proposal was reviewed. The press released an Oregonian newspaper article entitled "Full Historic District/Conservation District Neighborhood in Favor" following this meeting. It was at this meeting that the historic district within the conservation district was proposed.⁵

The first public hearing with the Historical Landmarks Commission on the King's Hill historic district/conservation district was held November 21, 1978. The Historical Landmarks Commission voted unanimously to recommend to the city council that most of the area become an historic/historic conservation district. A press release followed this meeting in the Oregonian, November 22, 1978.

The meeting began with background information on the King's Hill project. Rudy Barton from the city staff then outlined the process of designation for historic/conservation districts. He gave his recommendation on the proposal: that the area be designated historic and conservation districts, as requested by the neighborhood, with four changes:

Inclusion into the historic district of three areas designated by the neighborhood as conservation districts (the southeast corner of SW Taylor and 21st Streets, the southeast corner of SW Main and 19th Streets, and the south side of the street frontage along SW Madison between SW 20th and its terminus), and the exclusion from the conservation district of blocks surrounded by Burnside, 18th, Salmon and 21st streets.⁶

Testimony then followed the city staff report, both for and in opposition to the proposal. Most people were in agreement with the proposed historic and conservation district, but there was a question of whether or not the northeast quadrant should be included. It was concluded by the historical commission that the boundaries could be amended after the adoption and motion was passed by the Historical Landmarks Commission to approve the motion, but the the commission recommended the northeast quadrant be included as part of the conservation district. Another update on King's Hill was published in the Oregonian on November 28, 1978.⁷

Another public meeting was held December 5, 1978,

this time with the City Planning Commission, with consideration of the Historical Landmarks Commission recommendation in favor of the King's Hill Historic Conservation District, and the city staffs' positive recommendation of the proposal, with amendments. This public hearing was not legally necessary; it was considered a favor to the Planning Commission.⁸

Rudy Barton from the City Planning staff spoke on how the neighbors came to the city with a petition and asked for assistance. He explained that the proposal was essentially a grass-roots effort, and that the city staff was impressed with the depth of research and organization within the neighborhood. He then showed slides of the area. Goose Hollow Foothills League chairman, landscape architect Robert Perron, then spoke on the nature of the project and presented a chronology of citizen involvement in the project. Stan Galbreath, member of the Goose Hollow Foothills League board of directors, then spoke on the project. Finally Gail Evans, the CETA worker on the project, gave information on the project and the change in boundaries.

Rudy Barton then explained important differences between an historic district and an historic conservation district, pointing out that

. . . in a historic district before one demolishes a building, builds a new building, or changes the exterior of a building, they

would have to get the approval of the Historic Landmarks Commission. Landmarks Commission decisions are appealable to the city council. The Landmarks Commission and the city do have a delaying tool where they could delay the demolition permit for up to 300 days if proposed through city council and Landmark Commission hearings, in an effort to save the structure, find a new owner, or move the structure off the site. With a conservation district, all of this still applies, except there is no review for exterior alterations. The designation does not affect zoning. The Landmarks Commission is recommending to city council action to make an area historic/conservation district. Also, the District Advisory Council makes recommendation to the Landmarks Commission.⁹

Those both for and against the designation spoke, and when they had finished, Rudy Barton admitted that he had had no idea that there would be such a great number of property owners against the proposal as he observed during this December 5, 1978, meeting. He summarized the two choices before the Planning Commission as (1) make no decision or (2) defer the action on the recommendation and recommend it be turned back to the Landmarks Commission for refinement. He then recommended to defer action on his staff report and refer the proposal back to the City Landmarks Commission.¹⁰ There were problems in his opinion with the nomination which should be alleviated prior to city council hearing. Planning Commission member Smith then commented that

. . . it is very sad that we've spent almost an hour and a half discussing which members of the neighborhood (out of 17,000) did not

receive mailing or participate in the process. That's most disappointing when I'd hoped to hear why this area should be called a conservation, let alone a historic district. There was only brief reference to it at the beginning of tonight's presentation. And, of course, in the material that we've read.

Historic conservation districts and historic districts and individual designations are marvelous tools for preserving what's important in the city historically. The two designated downtown historic districts and the two conservation districts have already been heard before this Commission. Ladd's Addition was a neat land use planning exercise in history, and Lair Hill with its problems in participation.

But tonight, we're not really hearing why specifically this particular area; I'm sure . . . you've all worked at it, but we've never really heard it. I'd be most interested in hearing from the Landmarks Commission in the form of findings: Why this area? Are there enough houses? Is it unique enough? Is it bound enough together to make a neighborhood still, or have the apartments gone too far in breaking it up?

I would hate to see conservation historic districts subverted as a land use tool, into an excuse by a neighborhood to fight another problem, which is the impact of that stadium, its parking, and the events that go on there, as well as the Athletic Club. I hope that it [historic and conservation districts] would not be used by the neighborhood as a method of approaching that problem. The reason I made the motion in the first place is to hear more about why the district is historical and why it should be designated as such.¹¹

A motion was then made and seconded to recommend the matter back to the Historic Landmarks Commission with a request that they reconsider the proposal and figure out a way which would best satisfy the largest number of people within the neighborhood.

Following the December 5, 1978, public hearing,

a newspaper article in the Oregonian, December 6, 1978, was published stating the difficulties with the King's Hill nomination proposal.¹² Another Portland Historic Landmarks Commission meeting was held on December 13, 1978. More opposition was voiced at this public meeting, particularly from Robert Warren, who headed the King's Hill Neighborhood Association, in opposition to the historic district nomination.

The Hollow Voice, January 1979, kept a more positive outlook, acknowledging the opposition to the King's Hill project, but noting that the history project was moving along.¹³ On January 7, 1979, the neighborhood publicized the project on radio KOAP-FM, "Talkabout: Gail Evans and George McMath Discuss King's Hill." The neighborhood steering committee at this point was still strong in its support of the project, trying to publicize the positive aspects of the nomination.

A joint meeting of the Portland Historic Landmarks Commission and the Portland City Planning Commission was held on February 8, 1979. At the beginning of this meeting, chairwoman Virginia Ferriday first clarified the Planning Commission's role in the proceedings. The following points were presented:

1. It was to be the jurisdiction of the Landmarks Commission to determine whether or not the area had

architectural and historical significance; the final decision was to rest on the city.

2. Two questions which were to be answered at this meeting were (a) whether there should be a King's Hill historic district and what its boundaries should be, and (b) whether there should be a King's Hill historic/conservation district and its boundaries.

3. The public was not to discuss (a) guidelines, which were to be drafted by the Advisory Councils in each neighborhood and submitted to the Landmarks Commission for approval, (b) zoning, which was under the jurisdiction of the Planning Commission, (c) the neighborhood vote, (d) validity of the historic district concept, or (e) meeting notification.

A staff report was submitted by Rudy Barton at this time, during which he reported the history of the meetings. King's Hill was identified in a preliminary survey as being of significance. Barton concluded that it was staff's recommendation that the Landmarks Commission recommend to city council that council designate portions of the Goose Hollow neighborhood as King's Hill Historic District and Conservation District. The conservation district did not conflict with the discussion of the draft of the neighborhood plan and complied with the neighborhood policy to "preserve and retain historic

structures in areas throughout the city."¹⁴

Testimony followed the staff report. E. Kimbark MacColl, a well-known historian residing in Portland, offered testimony, supporting the designation and bringing up reasons why some people were against the designation:

MACCOLL: Before my three minutes start, Madam Chairman, I would say that is a hard act to follow. I've been following Mr. Warren for twenty-five years and someday I'm going to get ahead of him, but I don't know when it is going to be.

My name is E. Kimbark MacColl, 2620 South West Georgian Place. I am here as a historian, asked by the people of the Planning Commission; I don't know who asked me. I normally don't accept this sort of thing, but. . . .

I have been asked to make this statement because I support the designation of the King's Hill area as both a historic and conservation district. I speak as an urban historian whose work has convinced him that this district designation has real merit, not only for those who reside here but for the city as a whole.

The disastrous consequences of past decisions affecting districts such as King's Hill should be obvious even to the most obtuse. There is little worth preserving on old Northwest 19th Street, for example, but there is still much worth preserving on King's Hill. In fact, as has already been said tonight, it is getting a little redundant, I'm afraid. It is this district's very mixture of old and not-so-old, the distinguished and not-so-distinguished, that gives the area its unique urban form.

The balance of resources that currently exist, as has already been said, embodying an historic record of human activity ranging back over 80 years, makes this district historically important not only for historians like myself, but for the general public who needs this type of physical preservation to record both the roots and the process of this city's growth.

I have read the testimony, and have heard it again tonight, but had read it previously, the staff reports, and the statements of the opposing property owners, many of whom at least have been my friends. I may run the risk of offending some of them by stating a feeling, a couple of them have some business content. It is not really based on the intrinsic merits of the case. I think it comes through very clearly. I'm not trying to lecture to them or to preach to them, but I really feel that the opposition, when you get really down to basic essentials, is grounded primarily in three fears that are ideological as well as psychological. The fear of restrictions being applied to perceived rights of private property ownership, this fear resulting from mistrust of the government and its agencies, and the fear resulting from the perceived loss of influence in local political affairs.

The residents of King's Hill had traditionally represented a segment of Portland's society long use of exercising a degree of influence in city political and business life. Changing social/political relationship together with an expanded governmental role have created uncertainties in people's minds as to what the future holds for them and for their properties. They naturally want to hold on to what they have as private citizens, but in the process they may lose sight of some broader public responsibilities.

To a historian, such concerns are not new. What is new is the growing lack of good faith that prevails today between citizens . . .

FERRIDAY: Mr. MacColl, I'm sorry to have to cut off our one touch of humor for the evening . . .

MACCOLL: Thank you. Maybe I was humorous, but what's coming up next? But anyway, without trust and goodwill between all parties, nothing in our society will work, let alone the creation of a historic and conservation district. I will say that if there is this wide of a split, obviously, and the feelings are this strong, as have come out tonight, I doubt that this will work. I'm still going to say what I want to say, though.

That is, they can only succeed if the people involved want them to succeed. Now, property owners today, I think we can recognize this, embody more than monetary values. It also embodies a sense of responsibility. A public responsibility that transcends private interest.

Fifty years ago, King's Hill resident Joseph N. Teal, one of Portland's most distinguished citizens, wrote this letter in which he said that movement for civic betterment often fails because man is unwilling or unable to stand the gaff and not infrequently the personal interests are the reefs on which the ship of faith strike. C. S. Jackson, general publisher and King's Hill resident, would have agreed.

In conclusion, I would say, historically speaking, that the neighborhoods that have survived as vitally pleasant human centers have been those that have somehow developed a sense of community pride in their surroundings. They have had a vision. Teal and Jackson had their visions and we need ours today. I am not saying this is necessarily going to give it to us, but what bothers me is the fact that there obviously is a tremendous tension here, and if it is going to have anything at all, it has got to be resolved. I personally feel, not as a resident but as a historian, that historic preservation and conservation can provide a means, only one, of achieving such a goal. I leave you with that thought. That is all there is to it. I think this has gotten hung up on the notification procedures, the personality differences, and I would hate to see the thing dropped. I would like to see it continue on. There is a lot of good stuff here. The record of the country as a whole will show this in lots of places. I would hate to see the thing just dropped because of a lot of fears, concerns, and lack of faith and trust. If this happens, our whole society is going to hell. Thank you.¹⁵

The press releases following this meeting were varied. On February 13 and February 20, the Oregonian and the Goose Hollow Foothills League printed the Hollow Voice; a fund raising event was held for the historical

research done on King's Hill; and on March 1, the Oregon Journal printed a newspaper article titled "Save the Mansions Plan Was Diluted." On the same day, the Oregonian printed an article "Revised King's Hill Proposal Is Ready," when, at the suggestion of city planners, the Landmarks Commission suggested the "historic district" proposal be dropped.

On March 7, the Oregonian printed that approval for the conservation district was given by the Planning Commission and was on its way to the city council. By April 25, the smaller King's Hill conservation district was under consideration. A letter was sent at this time by the neighborhood committee to neighbors in favor of the designation to vote yes on the proposal.

On May 2, a city council public hearing was held for the last time. Supporters were to testify, and the testimony lasted longer than the allotted time set for the hearing. A new hearing was slated on King's Hill on June 13. The weather was poor and the whole council was not there, Mildred Schwab and Mayor Goldschmidt being absent. A new hearing was scheduled for June 28. Several newspaper articles were released between May 3 and June 28, discussing the dilemma.¹⁷

At the June 28 meeting, King's Hill was nominated a conservation district by the city council. The portion

of the ordinance requiring the Landmarks Commission approval for new construction was removed from the plan by an amendment by Commissioner Mildred Schwab.

The Oregonian printed the story the following day, June 29. The city council's decision caused a large negative reaction from the Goose Hollow Foothills League and the Historic Landmarks Commission. The league arrived at the opinion that the city council had violated the planning goals of the state LCDC by failing to adequately protect an historically significant area.¹⁸ At one point, on July 25, 1979, The Community Press printed that the Goose Hollow Foothills League was considering a lawsuit.¹⁹

The Historic Landmarks Commission reacted against the city council decision by sending a letter to the city council against approval of a quasi-conservation district, due to deleting the requirement of new construction, saying that it was a mutant district as of now, with no meaning, worse than no designation at all.²⁰ The city council proceeded in asking the planning staff to file an ordinance designating a modified conservation district, and the staff complied. The city attorney was asked if this action was legal; the response was no.²¹ By November 1979, the action on the conservation district was tabled indefinitely by the Portland City Council. The Oregonian

reported that the Goose Hollow Foothills League was very much supportive of the motion to table the issue.²²

As a result of this experience, many people were disillusioned with the whole idea of historic district/conservation district designation. Virginia Ferriday, for one, felt that more research should be sought on understanding the theory of historic districts, and that historic districts already in existence should be looked at and worked with before more work was done on the King's Hill nomination.²³

King's Hill Analysis

The King's Hill effort for historic district/conservation district nomination differed considerably from that of Lair Hill. The group of neighbors who first organized the King's Hill effort was the Goose Hollow Foothills League, a neighborhood group that encompassed King's Hill as well as other areas, as part of the neighborhood. The group of initiators were experienced in the nomination process; they had been to public hearings and the early meetings of Lair Hill and Ladd's Addition conservation district nominations.

The initiation of the King's Hill nomination came from outside of the immediate neighborhood. Some of the neighbors in the Goose Hollow Foothills League lived in

King's Hill, but not the majority.²⁴ Goose Hollow is located below King's Hill, and is considered a lower-income residential area. Its location below the hill is significant as the social structure in Portland followed a distinct pattern in city neighborhood development. The workers, lower class citizens, lived near the city core; the wealthy lived further toward the outskirts of the city; and the very wealthy lived up in the hills.²⁵

The neighbors of the Goose Hollow Foothills League were proud of their efforts to designate King's Hill as an historic conservation district. The following testimony by Sam Galbreath, a member of the Goose Hollow Foothills League Board of Directors, was delivered at the Portland City Planning Commission public hearing, and illustrates the author's point:

We're very proud of the fact that it is a grassroots effort, and really was born in the hearts and minds of the neighborhood itself. Basically, the idea for the pursuit of some action that would recognize and hopefully protect the historic, architectural, and cultural heritage of King's Hill grew out of the Goose Hollow Board of Directors over the last two or three years, considering comprehensive planning for the entire neighborhood area.²⁶

The neighbors became a well-organized group and took care of some of the processes of historic conservation district designation that the city staff would normally handle, such as some of the research and inventory of data. Perhaps the neighborhood group became so involved in the

effort that they forgot, or overlooked, the issues. What were these issues?

According to data collected on King's Hill, the primary motivating factors in the initiation of the historic conservation district were (1) to save the older, existing residential buildings in the neighborhood (architectural), (2) to insure further livability of the area (stop high-rise infill), and (3) to maintain the ambiance of the area (street trees, rock walls, building setback, stability, wealth, prestige, richness of the area).²⁷

In analyzing the King's Hill effort, one must look closely at the neighborhood organization and methods, as this group played such an important part. From the group of Goose Hollow Foothills League initiators, a smaller group emerged in September of 1978, called the King's Hill Steering Committee. The head of this committee, Robert Perron, was a landscape architect who resided within the King's Hill area.²⁸ The duties of the King's Hill Steering Committee were to (1) classify boundaries and buildings, (2) organize coffee meetings, and (3) participate in the historic committee meetings and be responsible for an inventory of King's Hill homes.²⁹

The inventory of the area was undertaken by ten volunteers, members of the Historical Research Team, and twenty additional volunteers, members of the Architectural

Survey Team. The chairperson of the inventory was Sheila Finch. The inventory forms were not very detailed and provided minimal information about the homes. This information was supplemented by the neighbors' own research and by that of historians and architects such as Arthur Spencer and George McMath, and the members of the Portland City Planning staff.

Good records were kept on the King's Hill nomination process, as mentioned earlier. There was much more paperwork involved with the King's Hill nomination than with the Lair Hill nomination, on all levels, including city and neighborhood correspondence, press releases, public hearing minutes, and neighborhood plans. The material was also more readily available than the Lair Hill material. Perhaps because the King's Hill district nomination became such a widely publicized political and economic issue, the people involved became accustomed to recording and talking about it. The following is a list of records kept on the King's Hill nomination:

1. Gail Evans, CETA employee: notebook with newspaper clippings and other miscellany.
2. Goose Hollow Foothills League: minutes and the newspaper publication, The Hollow Voice.
3. Northwest Neighborhood Association: three boxes of files pertaining to King's Hill.

4. King's Hill Steering Committee: minutes from meetings.

5. Oregon Historical Society: vertical file, miscellaneous information on King's Hill such as history, walking tour, newspaper articles, notes by Arthur Spencer (Oregon Historical Society librarian).

6. Portland Bureau of Planning: one large file broken down into the following--minutes from meetings, neighborhood information, newspaper articles, correspondence, mailing lists, and ownership.

7. Dean Smith: records of miscellaneous King's Hill information. Also helpful was a slide collection of neighborhood houses which duplicated that used by Gail Evans.

The King's Hill nomination process began in April 1977 and continued through November 1979, when action on King's Hill was tabled by the city council (appendix B, King's Hill timeline). The newspaper articles during this time were frequent, often preceeding or following a public hearing.³⁰

The Goose Hollow Foothills League was organized to to make sure that they got publicity for their meetings. Neighborhood records show the press was contacted prior to each public hearing.³¹ It is hard to determine whether the publicity on King's Hill had a positive or negative effect

on the neighbors' efforts. The intention of much publicity was an effort to draw attention to the project, which it did. However, some of the publicity may have backfired on the neighborhood effort in the sense of being over-publicized.

Several controversial issues were at work in the nomination process. One of the first issues to be confronted was the designation of an historical district within a larger conservation district. The following discussion is an excerpt from the transcript of the Portland City Planning Commission meeting of December 5, 1978. Mr. Barton was of the city staff; Mr. Katz was from the Portland Planning Commission.

BARTON: Again, what the neighborhood would like to see is a core area as a historic district, and a buffering area surrounding that as a conservation district.

The difference in these two areas, to refresh you, is that in the historic district before someone could demolish a building, build a new building, or change the exterior of the building, they would have to get the approval of the Historical Landmarks Commission. . . .

The designation of those areas as historic and conservation districts does not affect the underlying zoning. It does not freeze taxes inside the district boundaries, and basically it means that the Landmarks Commission will be working with the neighborhood to ensure that there is some compatibility of new development with what is existing there.

KATZ: Rudy, I just want to make sure, so that the commissioners here, and that the audience as well, will understand: that there is a historical district and a conservation district. In a historical district you can,

if you wish, successfully delay demolition for up to 300 days. In addition to that, no changes can be made on the external facade of the building, is that right, without permission of the Historical Landmarks Commission?

BARTON: That's correct.

KATZ: In the conservation district?

BARTON: Well, yes, in looking at the delay in demolition and approval of new construction. Changes to the exterior of a structure would not be the concern of the Landmarks Commission.

KATZ: So, that's essentially the . . .

BARTON: Right. I know it sounds a little heavy-handed on the part of the government on a residential area. This is the first area in the city that we're looking at as far as being declared a historical district, essentially because it's at the request of the neighborhood. Even though you have to get the approval of the Landmarks Commission to change the exterior of the building, if the Landmarks Commission wouldn't let you do something, you can appeal to city council. It's a working arrangement that the Landmarks Commission has with the affected property owners.³²

The guidelines and regulations were another controversial issue. At the Historic Landmarks Commission public hearing, the group in opposition to the nomination requested a more fully developed set of guidelines. Notification procedures were considered by this group to be poor also. The following excerpts show the various reasons for opposition to the nomination. This opposition was not voiced until the nomination process was well underway, at the December 5, 1978, Portland City Planning Commission public hearing:

Richard Turner's testimony:

I speak as a member of the loyal opposition; one who loves the neighborhood. I reside in the King's Hill area and I'm a property owner at 2384 Madison Street. I have lived there twenty-nine years.

I'm here this evening, along with the other King's Hill property owners, to voice my strong objections in opposition to this project. We're in the process of organizing the King's Hill Property Owners Association to take an issue with this proposal. . . .

I would like to list my objections: the first is the notification procedure. . . . I question in the second place, the subjectivity of the proposed guidelines in the report The only effect of this project, if enacted on all property owners in the area, will be the deprivation of property without the benefit of due process. . . .33

Robert C. Warren's testimony:

I own residences at 2355, 2365, and 2375 South West Madison Street. I'm opposed to this, as much as anything I'm opposed to tonight, of the implication to this body that the neighborhood is entirely in favor of this. . . . With the exception of a few houses already given landmark status, I do not believe the architectural or historical significance, the ages, and the mixed nature of the area do justify a historical conservation designation and the restriction of property rights would ensue from this designation. . . .

We believe that the real purpose of the nomination is to establish under the guise of historic conservation and preservation the fact that the neighborhood will make decisions and have a great deal of power and a guarantee of the right of control. . . . We today have adequate zoning and planning regulations. . . . I think the real heart of this issue is whether those in the neighborhood who have fixed ideas can hold their ideas over the fundamental property rights of the owners.34

Douglas McIver's testimony:

I represent the property at 1000 South West Vista Avenue, which is a 250-unit apartment house. I think we're talking about two basic things: a restriction on the freedom of choice, and the increase in the cost of housing.³⁵

It is hard to say when the King's Hill opposition began. During an interview with Dean Smith, president of the Goose Hollow Foothills League, this point was discussed. Asked when the opposition was first noticed, Mr. Smith replied that some opposition to the nomination was felt from the beginning of the project in October 1977, when historical research began.³⁶ At that time, the idea of a district or conservation district was kept "low key," Smith said, so as not to threaten anyone. The opposition to the King's Hill proposal was made public, however, at the December 5, 1978, Portland City Planning Commission meeting. Opposition was openly heard from that time through November 1979, when action on the conservation district proposal was tabled. Formal opposition was voiced late in the nomination process. Many neighborhood meetings had been held by this time to answer questions and concerns of neighbors over the district proposal.

The opposition group was highly organized. They did not waste their time at neighborhood meetings. Robert Warren, who headed the opposition organization called the King's Hill Property Owners Association, financially backed

the hiring of Carlos Rivera to organize this effort. Self-addressed and stamped envelopes were sent to all property owners along with forms to sign in opposition to the historic conservation district proposal.³⁷

It is apparent that the King's Hill Historic Conservation District designation was a highly political and economic decision for the city council. It is sad that the Goose Hollow Foothills League efforts to document the architectural, historical, and social significance of the area was never presented at any public hearing meeting. The controversial issues were not concerned with the research completed by numerous volunteers. They centered on notification procedures, boundaries, and guidelines for historic and conservation districts.³⁸

By the time the motion to create a King's Hill Historic/Conservation District got to the city council members, there was much confusion. Also, the issue had been elaborated upon so much by then that the council was under a great deal of pressure to please both sides--those for and those against the nomination. The city council compromised by creating an ordinance which carried less weight than the existing Portland conservation ordinance. If the council had understood the effect and impact of the historic/conservation district ordinance as it was, the author believes that the decision to create an

"adjusted" historic/conservation district would not have been made.

The city council was not strong enough to take a firm stance either way, so they chose a middle-of-the-road stance and made the city staff come up with a new alternative, a new ordinance. This is something that neither the neighbors (who were for the designation, now fully aware of its implications) nor the Landmarks Commission were satisfied with. Some of the participants in the the King's Hill project who were interviewed responded that the compromise at least made some headway. The majority of those interviewed, however, were bitter about the city council's decision; they responded negatively about the compromise.³⁹

NOTES

1. Staehli, "Preservation Options," p. 66.
2. The Goose Hollow Foothills League included a much larger area than solely King's Hill. King's Hill is only one area within the league's boundaries.
3. More specifically, the volunteers were composed of ten members of the Architectural History Team, and fifteen on the Architectural Survey Team. Training sessions were held for these volunteers, and Sheila Finch-Tepner, a preservation architect in Portland, led one of these training sessions.
4. Oregon, Portland Bureau of Planning, King's Hill file, "Minutes of the King's Hill Steering Committee (1978-1979)," meeting of 31 August 1978. (Typewritten)
5. "Full Historic District/Conservation District, Neighborhood in Favor," Oregonian, 20 September 1978.
6. Oregon, Portland Bureau of Planning, Portland Historical Landmarks Commission, "Minutes from Meetings (1978-1979)," meeting of 21 November 1978. (Typewritten)
7. "King's Hill Endorsed," Oregonian, 29 November 1978.
8. Interview with Virginia Ferriday, Portland Bureau of Planning, Portland, Oregon, 26 March 1982.
9. Oregon, Portland Bureau of Planning, Portland City Planning Commission, "Minutes from Meetings (1978-1979)," meeting of 5 December 1978. (Typewritten)
10. Ibid.
11. At no time during this process was a survey taken in the neighborhood to determine what individual property owners did or did not want; also see Oregon, Portland Bureau of Planning, Portland City Planning Commission, "Minutes from Meetings (1978-1979)," meeting of 5 December 1978. (Typewritten)

12. "Historic Designation for King's Hill District Runs Up Against Roadblock," Oregonian, 6 December 1978.

13. "History Project Moves Along," The Hollow Voice, 1 January 1979.

14. Oregon, Portland Bureau of Planning, Portland Historical Landmarks Commission and Portland City Planning Commission, "Minutes from Meetings (1978-1979)," meeting of 8 February 1979. (Typewritten)

15. Ibid.

16. "Park Blocks Condo," Oregonian, 7 March 1979.

17. "New Hearings Slated on King's Hill," Oregonian, 3 May 1979; "Raindrops Keep Falling," Oregon Journal, 8 May 1979; "King's Hill Ruling Delayed Until Entire Council Meets," Oregon Journal, 14 June 1979; and "Both Sides Claim Majority Baking in King's Hill Controversy," Oregonian, 14 June 1979.

18. "King's Hill District Gets Historic Designation," Oregonian, 29 June 1976.

19. "Neighbors Consider Lawsuit," The Community Press, 25 July 1979.

20. Interview with Virginia Ferriday, 26 March 1982.

21. Oregon, Portland Bureau of Planning, King's Hill file, "Correspondence" section, letters from Portland City Attorney to Portland Bureau of Planning, 4 September 1979 and 23 October 1979.

22. "Goose Hollow Foothills League Recommends Landmark Designation Tabled," Oregonian, November 1979.

23. Interview with Virginia Ferriday, 26 March 1982.

24. Interview with Dean Smith, Portland, Oregon, 27 March 1982.

25. Interview with Virginia Ferriday, 26 March 1982.

26. Oregon, Portland Bureau of Planning, Portland City Planning Commission, "Minutes from Meetings (1978-1979)," meeting of 5 December 1978. (Typewritten)

27. These reasons were compiled from a variety of sources including interviews with Dean Smith, Gail Evans, Leo Williams and also those from the Portland Bureau of Planning, King's Hill file, "Correspondence" section.

28. Interview with Dean Smith, 27 March 1982.

29. Oregon, Portland Bureau of Planning, King's Hill Steering Committee, "Minutes of the Meeting (1978-1979)," meeting of 31 August 1978. (Typewritten)

30. See the newspaper listings in the bibliography for articles on King's Hill.

31. See pages 6 to 8 of this manuscript for information on the contents of the King's Hill file boxes at the Northwest Neighborhood Association Office.

32. Oregon, Portland Bureau of Planning, City Planning Commission, "Minutes from Meetings (1978-1979)," meeting of 5 December 1978, pp. 5, 6. (Typewritten)

33. Ibid., p. 9.

34. Ibid., pp. 11, 12, 13.

35. Ibid., p. 16.

36. Interview with Dean Smith, 27 March 1982.

37. Oregon, Portland Bureau of Planning, Northwest Neighborhood Association, King's Hill file, "Correspondence" section, letter from Robert C. Warren, chairman of King's Hill Property Owners Association, to all King's Hill property owners within boundaries of proposed historic/conservation district, 6 January 1979.

38. Oregon, Portland Bureau of Planning, City Planning Commission, "Minutes from Meetings (1978-1979)," meeting of 5 December 1978. (Typewritten)

39. See the interview section of the bibliography for a list of the people interviewed.

CHAPTER VIII

SUMMARY

This study of the process of historic district nomination in Lair Hill and King's Hill has led the author to the following observations:

1. Types of historic districts differ, as do interpretations of what constitutes an historic district. The definition of an historic district has become broader, thus it is harder to give a single example of an historic district.

2. Some areas may appear to have the characteristics or components of an historic district, but fail to pass the historic district nomination process. King's Hill and Lair Hill both have the characteristics of an historic district, and in fact, King's Hill is architecturally more significant. Yet Lair Hill passed the nomination process and King's Hill did not.

3. Success or failure of a nomination process cannot effectively be dependent upon a specific moment. It is crucial to develop long-range support, which is dependent on an extended educational process. A useful nomination process is one which occurs over a significant

period of time in order to involve interaction between the neighborhood group and others and to establish structure for neighborhood involvement long after the area has been designated.

The term "historic district" is used widely today, which may cause confusion in the interpretation of what the term implies. An historic district can bring to mind Vieux Carre, New Orleans, to one person and the image of Lair Hill to another. These are both historic areas, although they vary greatly. Historic district designation is used for different reasons now than it was when the first district ordinance was passed in the 1930s. Earlier historic districts were considered the best examples nationwide. One way the term has broadened is through using the term for the designation of areas on a local scale. Prior to the beginning of a nomination process, it is necessary to educate the residents of the area about the benefits, restrictions, meaning and implications of historic district or conservation district nomination, as well as educating them on the unique aspects of the area.

Though some areas have characteristics or components of historic districts, they may not pass an historic district nomination. Research has shown the historic district nomination process to be complex. Curiously, King's Hill has some of the finest mansions in Portland

designed by well-known architects. In comparison, Lair Hill was a much less affluent worker housing community, yet the King's Hill nomination process did not pass city council approval. The following circumstances show the reasons for lack of support for the nomination:

1. Because of the hills and irregular geography of King's Hill, one cannot see from boundary to boundary. Thus, it is hard to visualize King's Hill as a whole.

2. In the Revival style architecture built during the early 1900s, there is a consistency in building scale, mass, and relationship to the street. The post-World War II multi-story architecture, which must be considered when evaluating King's Hill, does not possess similar characteristics. A negative interpretation of the differences in early and late structures would be to say that these structures were incompatible. A positive interpretation would be to understand the ways these structures were grouped together. A negative interpretation of the early and late architecture in King's Hill was taken because the post-World War II structures were classified as incompatible. These later structures were not satisfactorily evaluated in the King's Hill historic conservation district nomination process.

3. The King's Hill nomination petition was not initiated by the residents and landlords within the area,

but rather by the residents of Goose Hollow, an adjacent neighborhood. The initiation of an historic district nomination must come from within the specific neighborhood, or from the city staff, according to Portland law. It is for the benefit of the community that the nomination process be initiated from within the neighborhood, or transferred to the area shortly thereafter.

4. The neighbors within King's Hill were politically divided on whether the area should be an historic conservation district.

5. The city council was also divided on the decision to qualify King's Hill as an historic conservation district. It appears that the Bureau of Planning staff were also divided on the decision.

Lair Hill is an area which is primarily immigrant worker housing. Though the decision for Lair Hill worker housing or King's Hill mansions was not an issue, Lair Hill, in contrast to King's Hill, had many circumstances in favor of its designation as an historic conservation district:

1. There is a regularity of geography; one can see from one boundary to another, with boundaries defined by major freeway axes. The land form is flat. The gulches that were present in the early development of Lair Hill have been filled.

2. There is a regularity of building style, age, massing, and relationship to the street and landscape.

3. The nomination was initiated within the neighborhood, not by an outside organization.

4. There was a strong commitment within the neighborhood for historic conservation district designation.

5. The Portland Bureau of Planning staff and the city council were supportive of the historic conservation district designation. As there were no previous historic conservation district ordinances, a new ordinance had to be written for Lair Hill, which the city council backed.

The historic district nomination process is not an end unto itself. When a healthy nomination process is introduced, it can help to develop long-range support within the district. Though King's Hill nomination process did not pass city council, it set a precedent for (1) educating residents on King's Hill of the significance of the area, (2) addressing problems within an area, and (3) increasing an awareness of ways to cope with crises in the area.

The difference between being officially recognized as an historic district or not is subtle, but significant. Historic district and conservation district nomination establishes the formal process and staff to provide

protection of the architecture and landscape of the area. When a crisis occurs in Lair Hill, the machinery with which to handle it is there. In King's Hill, there is no legal support system, thus the total effort to solve crises situations has to come from within the neighborhood.

ILLUSTRATIONS

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Fig. 1. Portland, Oregon, 1910, Showing the Morrison Street Bridge. (Photo: Oregon Historical Society)

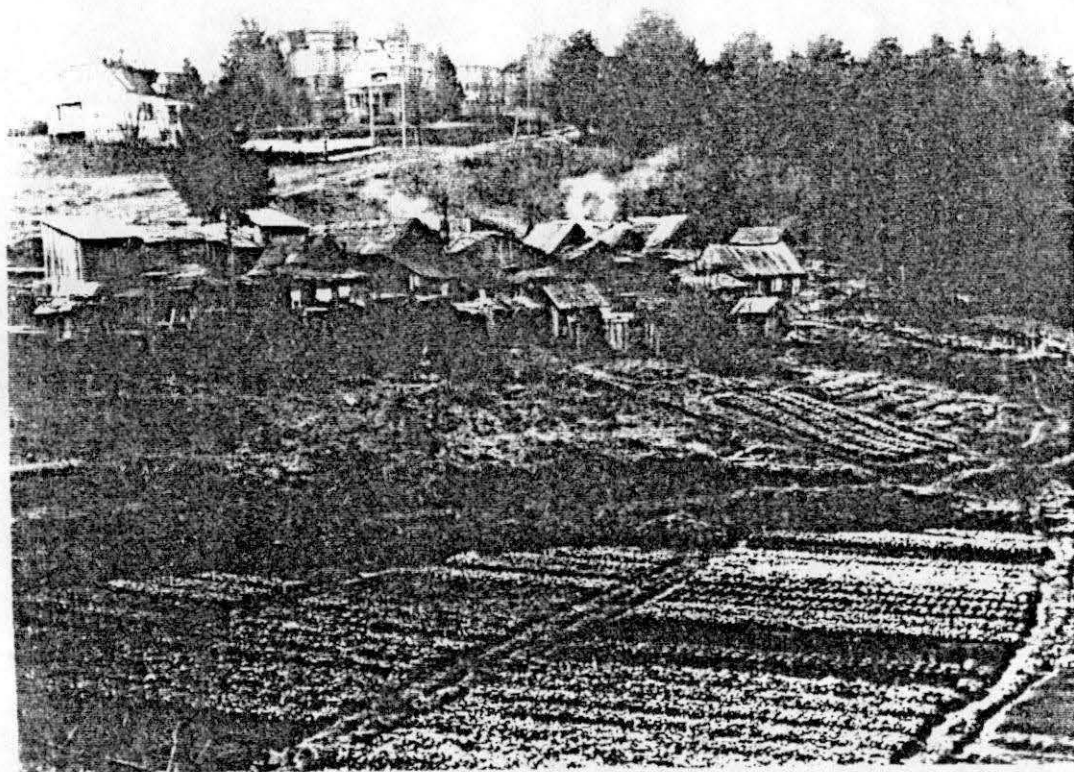


Fig. 2. Chinese Gardeners' Shacks below King's Hill, Portland, Oregon, pre-1909. (Photo: Oregon Historical Society)

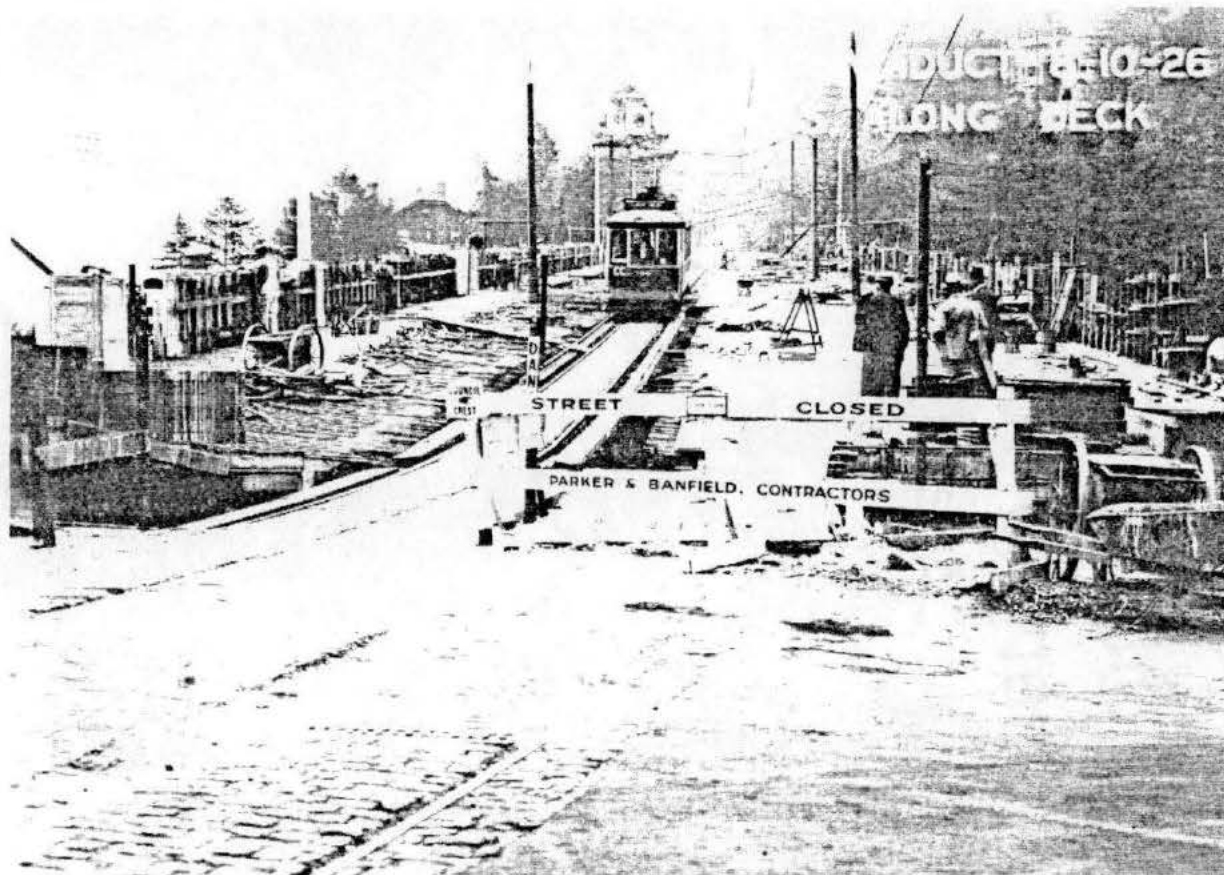


Fig. 3. King's Hill, Portland, Oregon, 1926, Vista Avenue Viaduct under Construction. (Photo: Oregon Historical Society)



Fig. 4. King's Hill, Portland, Oregon, c. 1926, Finished Vista Avenue Viaduct. (Photo: Oregon Historical Society)



Fig. 5. South Portland, Oregon, 1873.
(Photo: Oregon Historical Society)



Fig. 6. Lair Hill, Portland, Oregon, c. 1910, Portland Jewish Community Center. (Photo: Oregon Historical Society)



Fig. 7. Lair Hill, Portland, Oregon, n.d., Neighborhood House in Italian Quarter. (Photo: Oregon Historical Society)

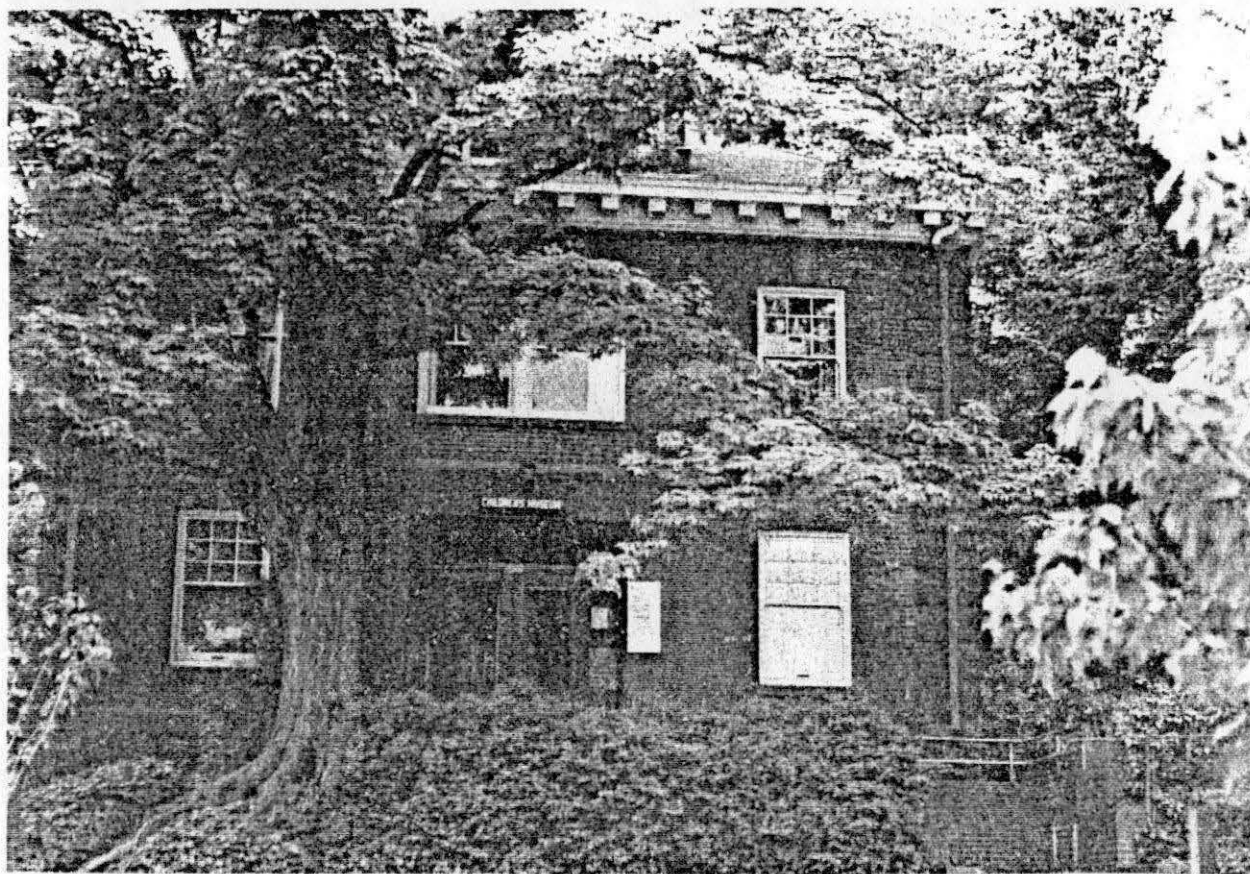


Fig. 8. Lair Hill, Portland, Oregon, 1982, Children's Museum. (Photo: K. V. Demuth)

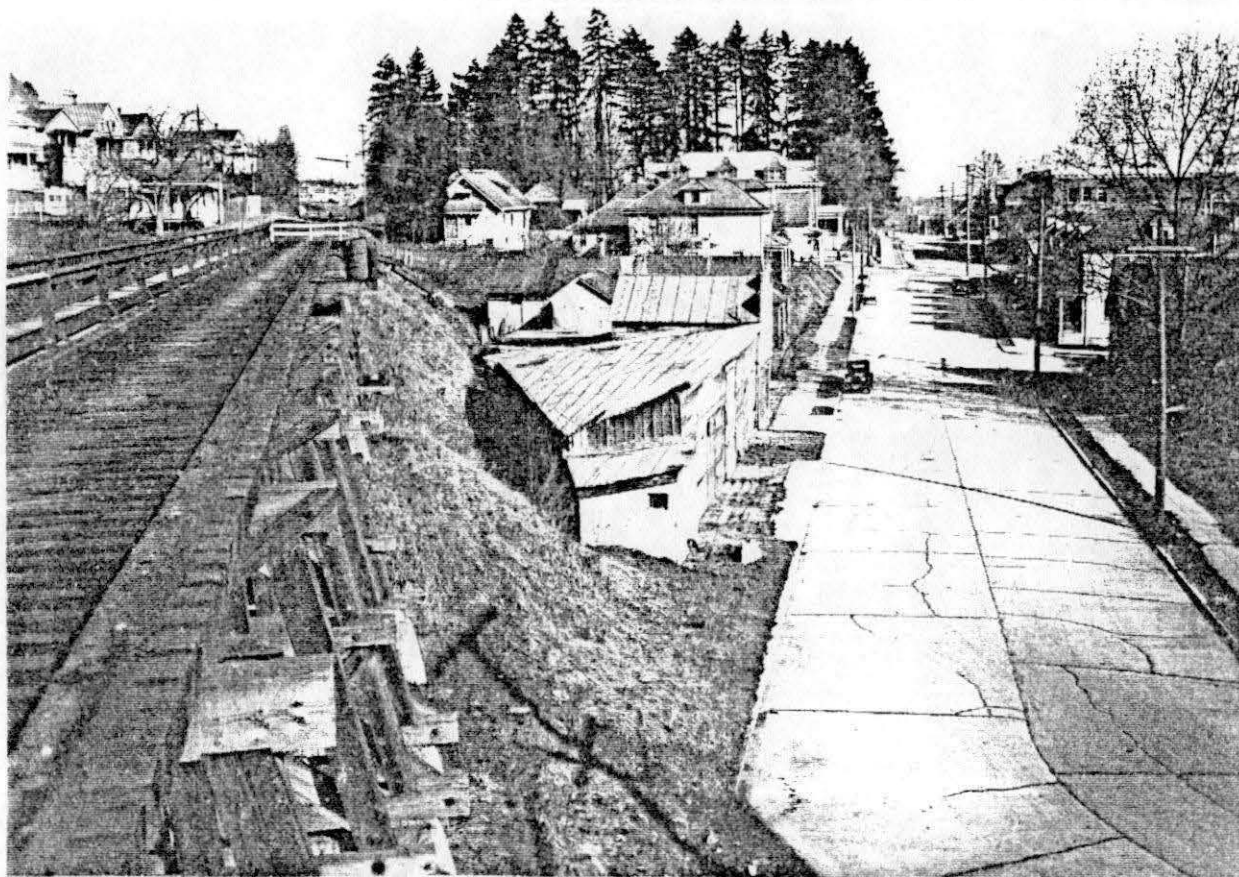


Fig. 9. Lair Hill, Portland, Oregon, pre-1935, Southern Pacific Railway Prior to Construction of Barbur Boulevard. (Photo: Oregon Historical Society)



Fig. 10. Lair Hill, Portland, Oregon, n.d., Showing Newly Constructed Barbur Boulevard and Harbur Drive. (Photo: Oregon Historical Society)

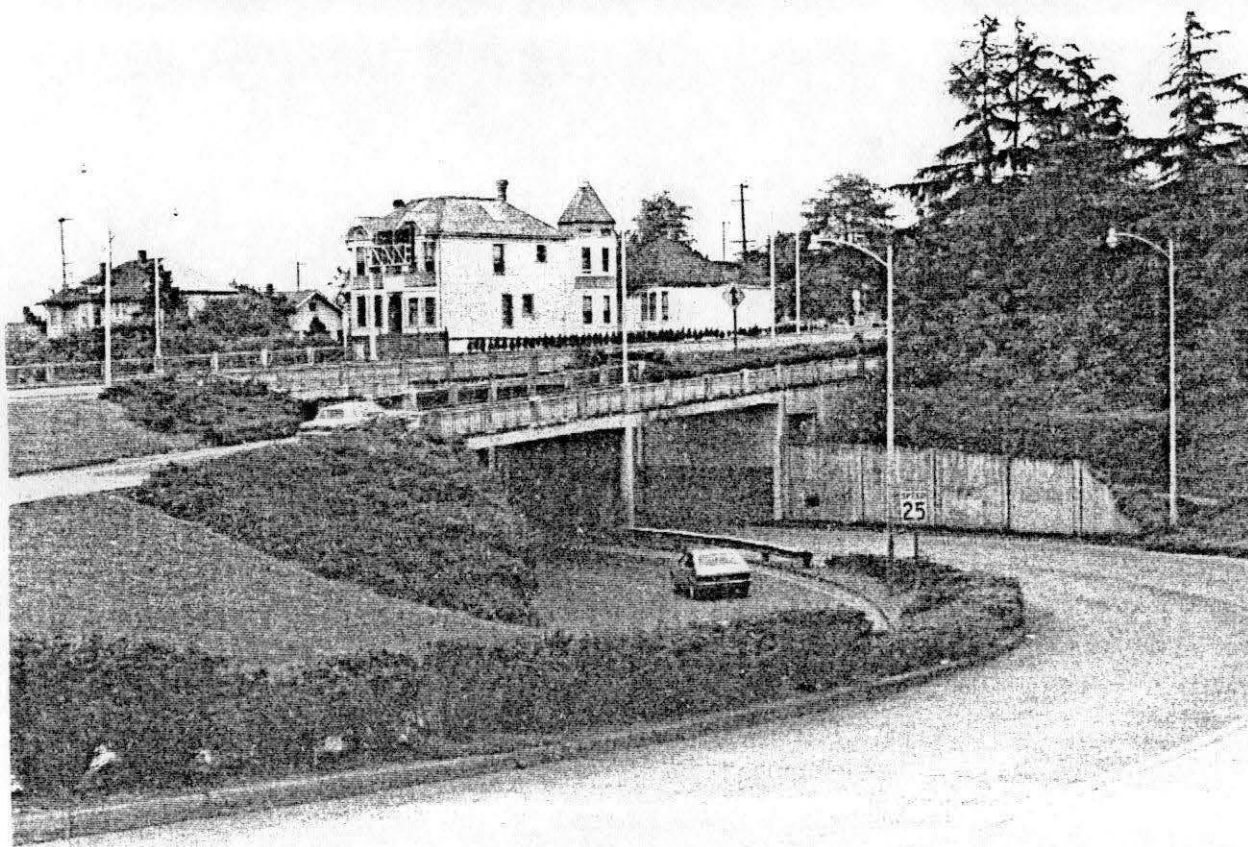


Fig. 11. Lair Hill, Portland, Oregon, 1982, Front Avenue On-Ramp. (Photo: K. V. Demuth)



Fig. 12. Lair Hill, Portland, Oregon, 1941, Southwest Front Avenue Project. (Photo: Oregon Historical Society)



Fig. 13. Lair Hill, Portland, Oregon, n.d., Residence at
First and Woods Streets. (Photo: Oregon Historical Society)



Fig. 14. Lair Hill, Portland, Oregon, 1982,
Residence at First Street. (Photo: K. V. Demuth)



Fig. 15. Lair Hill, Portland, Oregon, 1982, Residence at First and Curry Streets. (Photo: K. V. Demuth)



Fig. 16. Lair Hill, Portland, Oregon, 1982, Residences at First and Gibbs Streets. (Photo: K. V. Demuth)

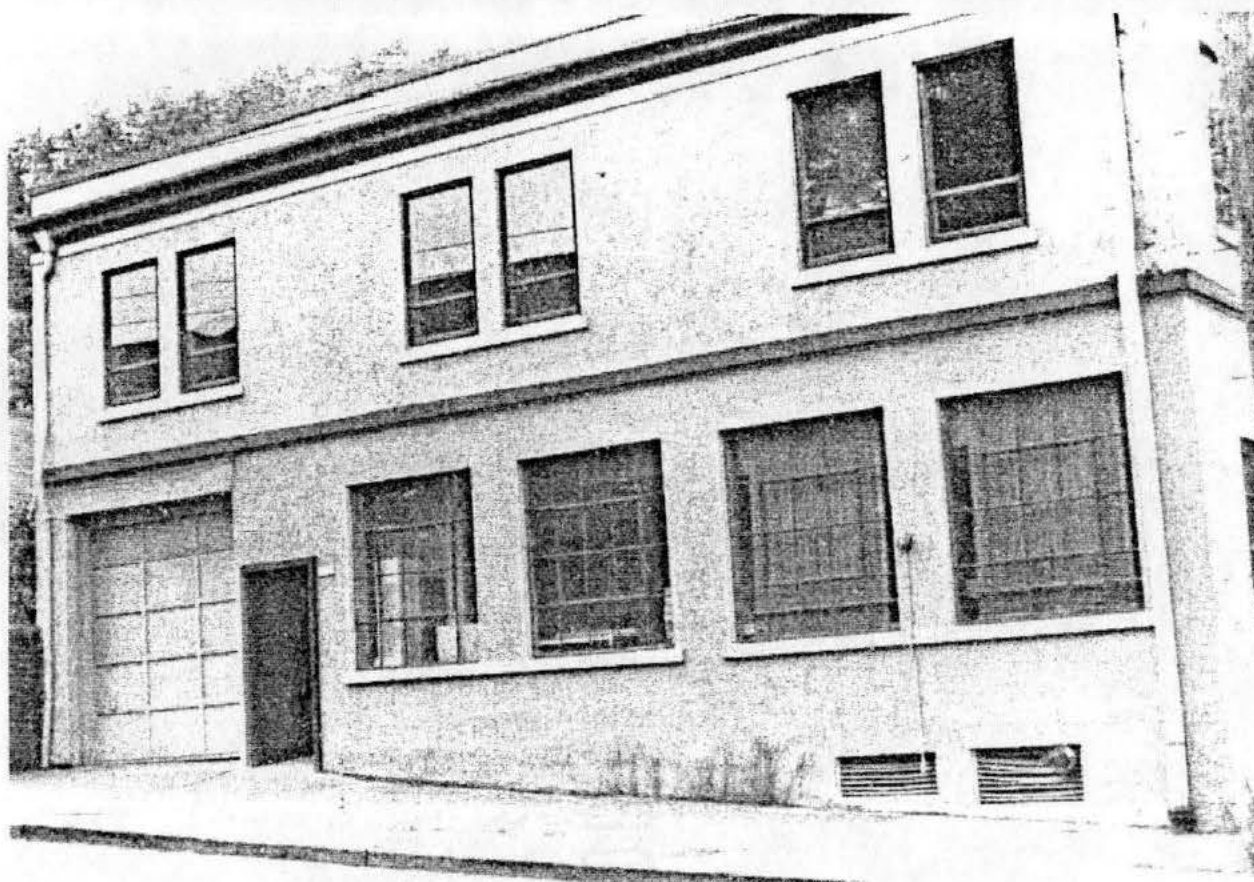


Fig. 17. Lair Hill, Portland, Oregon, 1982, Altered Commercial Structure at First and Grover Streets. (Photo: K. V. Demuth)

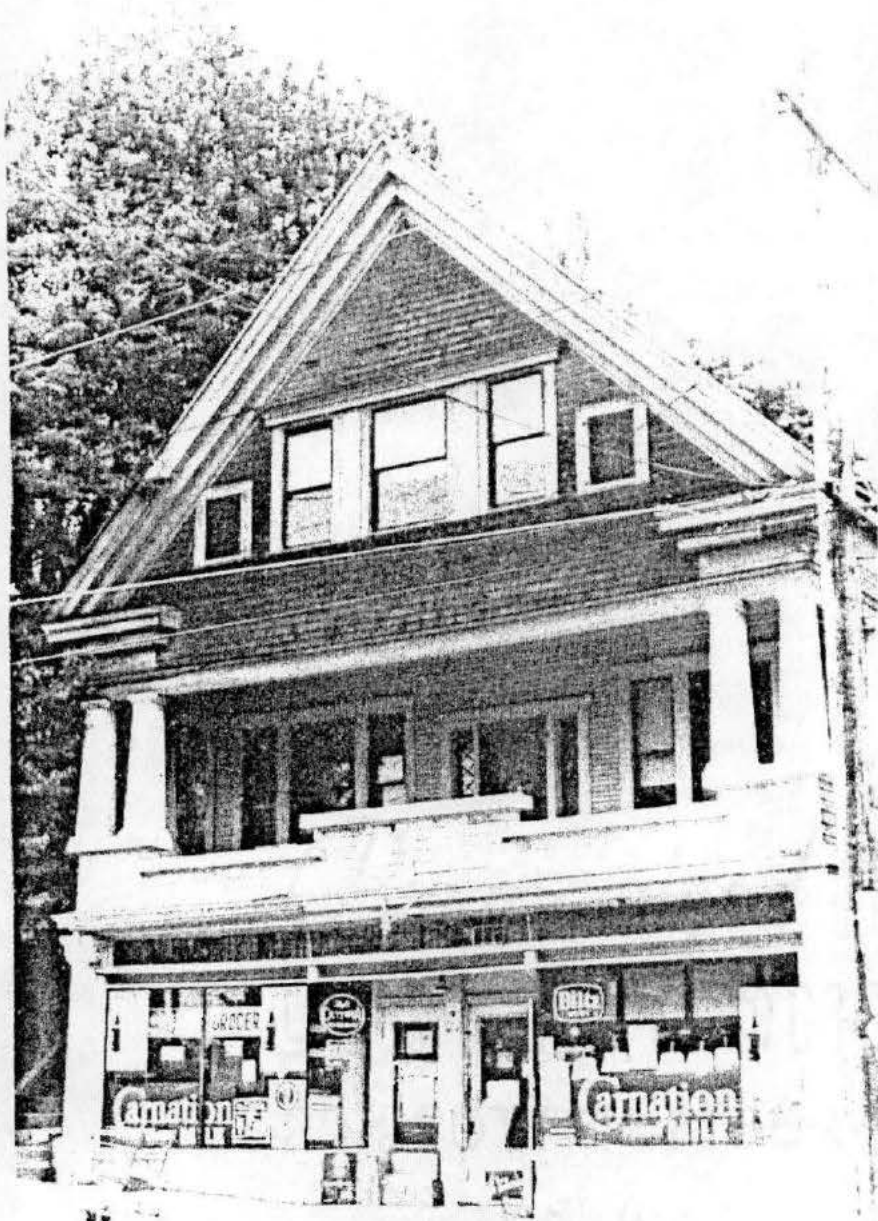


Fig. 18. Lair Hill, Portland, Oregon, 1982,
Grocery and Residence at First and Meade Streets,
Front View. (Photo: K. V. Demuth)



Fig. 19. Lair Hill, Portland, Oregon, 1982, Grocery and Residence at First and Meade Streets, Side View. (Photo: K. V. Demuth)

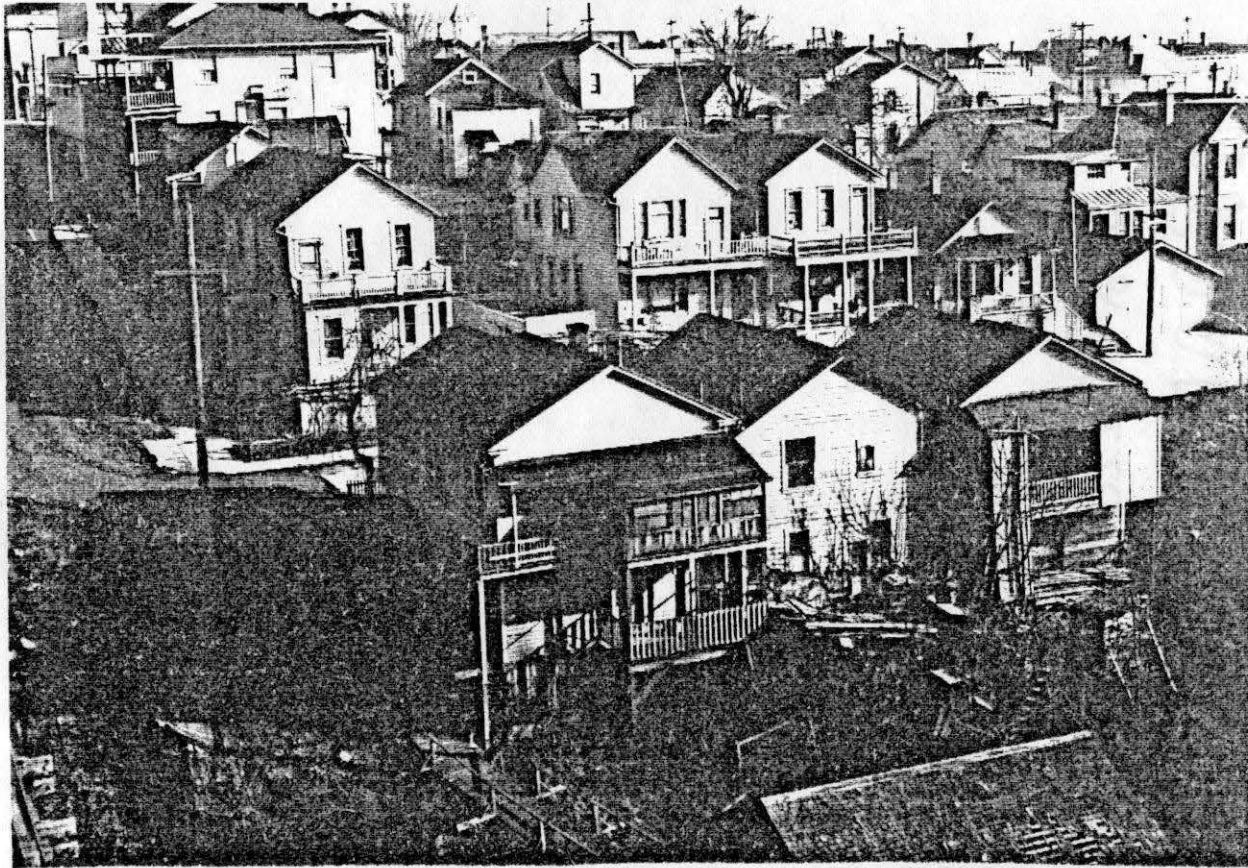


Fig. 20. Lair Hill, Portland, Oregon, n.d., Fourth Street Exit Near Barbur Boulevard. (Photo: Oregon Historical Society)

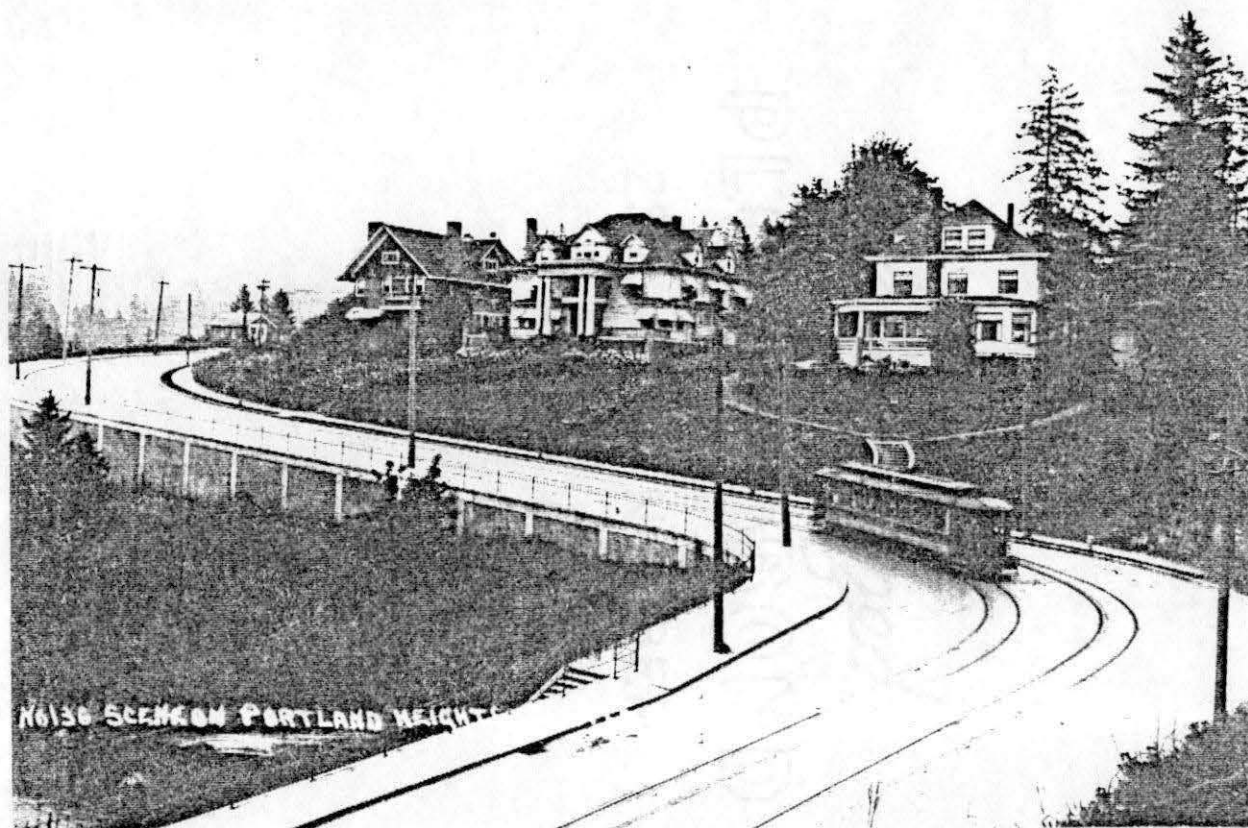


Fig. 21. King's Hill, Portland, Oregon, 1906, Portland Heights, Southwest Vista Avenue. (Photo: Oregon Historical Society)



Fig. 22. "Goose Hollow" Neighborhood, Portland, Oregon, 1900, below King's Hill. (Photo: Oregon Historical Society)



Fig. 23. King's Hill, Portland, Oregon, c. 1920, Residences on King's Avenue Southwest. (Photo: Oregon Historical Society)



Fig. 24. King's Hill, Portland, Oregon, 1934, Residences
on King's Avenue. (Photo: Oregon Historical Society)



Fig. 25. King's Hill, Portland, Oregon, 1982, Residence on King's Court. (Photo: K. V. Demuth)

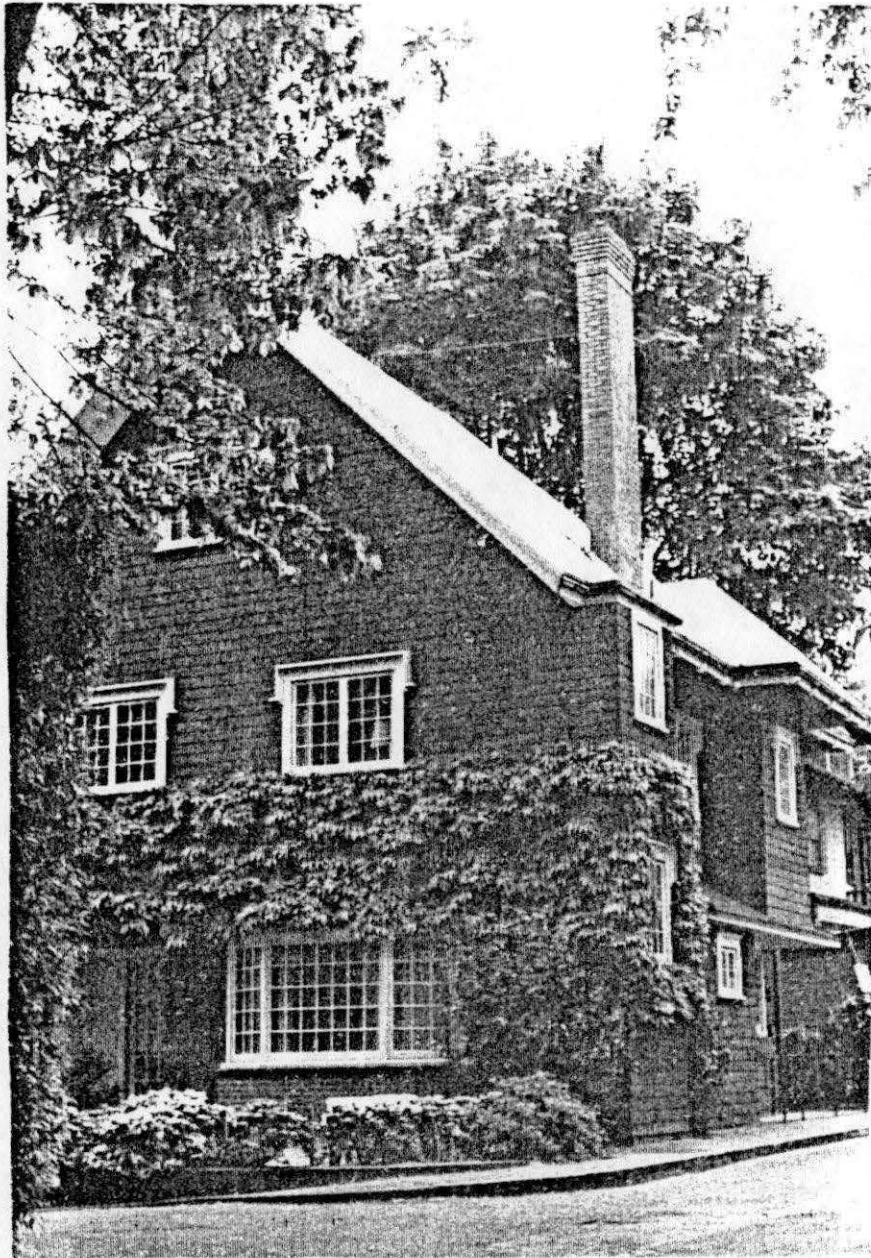


Fig. 26. King's Hill, Portland, Oregon, 1982, Residence on King's Court. (Photo: K. V. Demuth)



Fig. 27. King's Hill, Portland, Oregon, 1982, Apartments on Vista Street. (Photo: K. V. Demuth)

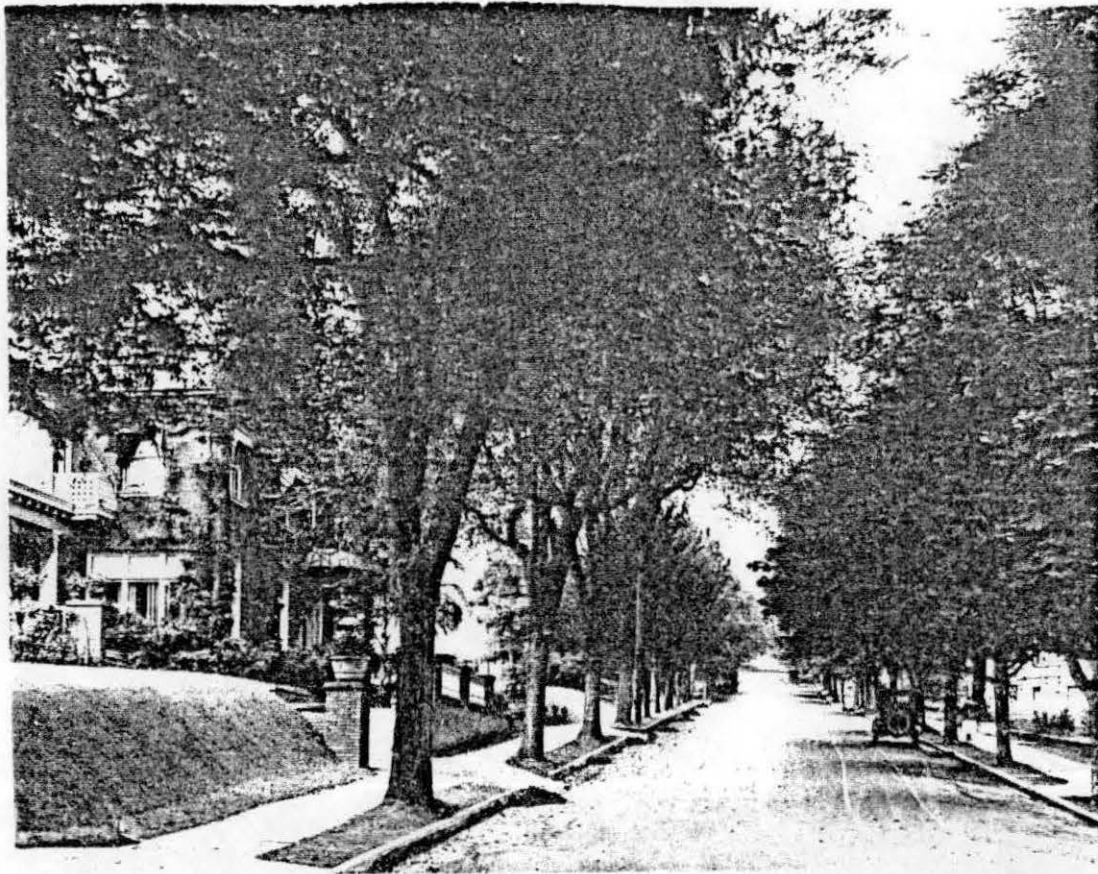


Fig. 28. King's Hill, Portland, Oregon, n.d., Residences
on Southwest Park Place. (Photo: Oregon Historical Society)

FLOWER BOND

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APPENDIX A

SAMPLE RESEARCH FORMS

Harvard

FLOWER BOND

INTERVIEWS - THESIS RESEARCH

Name: _____

Date: _____ Place of interview _____

Title/Status: _____

Involvement with Kings' Hill/'Lair Hill: _____

Questions:

1. What were the main reasons for the historic/conservation district proposal? (Kings' Hill/ Lair Hill)
2. What were the reasons for opposition of the nomination? Where and when did opposition occur?

RESEARCH QUESTIONS: FILES

Area: _____ Date: _____

Status: _____

Files: _____

A. What is the City ordinance regarding historic or conservation districts?

B. What is the process of district nomination for this city?

C. Who initiated the nomination?

D. What was the motivation for the nomination?

RESEARCH QUESTIONS: FILES CONT.

Area: _____

E. Was an inventory of the area completed previous to the nomination, or during the nomination process?

F. Who was responsible for the project?

Organization:
Fieldwork:
Written report:

G. What records were kept during the process?

H. How long did the process take?

I. What were controversial issues which arose during the nomination process?

RESEARCH QUESTIONS: FILES CONT.

Area: _____

J. Where in the process was the nomination rejected?

K. What type of restrictions/guidelines were established/proposed for the area?

APPENDIX B

TIMELINES FOR KING'S HILL*
AND LAIR HILL

*King's Hill comes from Amos King, for whom the area was named. This name has been spelled incorrectly on many documents as Kings' Hill. The correct spelling is the singular possessive, King's Hill, which is the way it will be presented consistently throughout this text.

KING'S HILL

1975

December 15, 1975

King's Hill identified as being significant to the city of Portland in Preservation Options for Portland Neighborhoods.

Source: Al Staehli, State Preservation Coordinator, Oregon Chapter, AIA.

1977

April 20, 1977

Newspaper article, presenting the history of King's Hill and publicity.

Source: The Community Press.

Summer, 1977

Goose Hollow Foothills League develops a written history of the neighborhood (studying feasibility of having part of Goose Hollow designated as an "historic district").

Source: Neighbor 10, Goose Hollow Foothills League.

October, 1977

Goose Hollow Foothills League has begun to seek a CETA position for planning work, and another position for historical inventories. Work-study student, Steve Henery, prepared in-depth analysis of City ordinances, financial benefits and proposed boundaries for the district.

Source; The Hollow Voice.

1978

February 1, 1978

Gail Evans hired for nine months to research historic district possibilities in King's Hill, CETA funding.

1978 (continued)

April, 1978

"King's Hill Project," a history presentation on King's Hill; also information sent to residents and homeowners on the King's Hill project, historic districts, etc.
Source: Bureau of Planning, King's Hill file, "correspondence."

April 4, 1978

Newspaper article: discusses the option to make King's Hill conservation district: "Historic status sought for King's Hill."
Source: Oregon Journal

April 30, 1978

Newspaper article: "King's Hill area designation considered."
Source: Oregonian.

September 6, 1978

Small neighborhood group discussions to help determine boundaries and objectives of King's Hill Historic District; also King's Hill Steering Committee formed.
Source: Northwest Neighborhood Association, Goose Hollow Foothills League, King's Hill files.

September 19, 1978

King's Hill Steering Committee public meeting and review of King's Hill historic district proposal.
Source: Northwest Neighborhood Association, Goose Hollow Foothills League, King's Hill files.

September 19, 1978

Newspaper article: "Full historic district/conservation district, neighborhood in favor."
Source: Oregonian.

November 21, 1978

Public hearing, Historic Landmarks Commission, on King's Hill Historic/Conservation District.
Source: Bureau of Planning, King's Hill files, "correspondence" (minutes).

1978 (continued)

November 22, 1978

Newspaper article: Historical Landmarks Commission votes unanimously to recommend to City Council; most of the area becomes a historic/conservation district; "King's Hill endorsed."

Source: Oregonian.

November 26, 1978

Newspaper article: "Curbs keep old street names."

Source: Oregonian.

December 5, 1978

Public hearing: Bureau of Planning and City Planning Commission.

Source: Bureau of Planning, King's Hill file, "correspondence."

December 6, 1978

Newspaper article: "Historic designation for King's Hill district runs up against roadblock."

Source: Oregonian.

December 13, 1978

Portland Historical Landmarks Commission Meeting, "King's Hill status report"; Warren opposition heard.

Source: Minutes from the Portland Historical Landmarks Commission, Bureau of Planning, December 13, 1978.

1979

January 1, 1979

Newspaper article: Acknowledges opposition heard at the PHLC public hearing to the King's Hill designation; "History project moves along."

Source: The Hollow Voice.

January 7, 1979

KOAP-FM: "Talkabout"; "Gail Evans and George McMath discuss King's Hill."

Source: Oregonian.

1979 (continued)

February 7, 1979

Newspaper article: Announcing the joint public hearing by the Portland Planning Commission and the Portland Historical Landmarks Commission; "Commission to consider historic designation for King's Hill area."

Source: Oregonian.

February 8, 1979

Joint meeting of the Portland Planning Commission and the Portland Landmarks Commission.

Source: Bureau of Planning, King's Hill file, "correspondence."

February 13, 1979

Newspaper article: "Old fashions on display at benefit."

Source: Oregonian.

February 20, 1979

Fundraising event for historical research, King's Hill.

Source: Goose Hollow Foothills League, King's Hill file.

March 1, 1979

Newspaper article: "Save the mansions plan diluted."

Source: Oregon Journal.

March 1, 1979

Newspaper article: "Revised King's Hill proposal ready" (at the suggestion of city planners and the Landmarks Commission, they agreed to drop the "historic district" proposal in favor of a "historic conservation district proposal").

Source: Oregonian.

March 7, 1979

Newspaper article: "Park Blocks Condo"; the Planning Commission gave unanimous approval to Historic Landmarks Commission proposal on conservation district.

Source: Oregonian

1979 (continued)

March 12, 1979

Newspaper article: "Just like a good neighbor,
the Multnomath Athletic Club is here."
(MAC was an active opponent of designation
of the historic district.)

Source: Willamette Week.

April 25, 1979

King's Hill conservation district is under con-
sideration by the City Council; a letter
was sent to neighbors in favor of the
designation, to propose yes vote.

May 2, 1979

Public hearing: City Council; last time for sup-
porters to testify; letter sent to neigh-
bors; conservation district boundries de-
creased.

Source: Bureau of Planning, King's Hill file,
"correspondence."

May 3, 1979

Newspaper article: "Decision on King's Hill
delayed."

Source: Oregon Journal.

May 3, 1979

Newspaper article: "New Hearing slated on King's
Hill designation"; testimony ran over the
allotted time.

Source: Oregonian.

May 8, 1979

Newspaper article: "Raindrops keep fallin'."

Source: Oregon Journal.

June 13, 1979

Public hearing: City Council meeting; decision
on the conservation district delayed be-
cause Commissioner Schwab and Mayor
Goldschmidt were absent.

Source: Bureau of Planning, King's Hill file,
memorandum Portland Historical Landmarks
Commission.

1979 (continued)

June 14, 1979

Newspaper article: King's Hill ruling delayed until entire council meets."

Source: Oregon Journal.

June 14, 1979

"Both sides claim majority backing in King's Hill controversy."

Source: Oregonian.

June 28, 1979

Public hearing: City Council meeting continued to consider King's Hill a historic conservation district; motion to delete clause for design review of new construction carried.

Source: Bureau of Planning, King's Hill file, "correspondence," minutes.

June 29, 1979

Newspaper article: "King's Hill district gets historic designation." (Rule requiring Landmarks Commission approval for new construction bumped from plan by amendment by Commissioner Mildred Schwab.)

Source: Oregonian.

July 19, 1979

Meeting of Goose Hollow Foothills League; members arrived at the opinion that the City Council had violated the planning goals of the State Land Conservation and Development Commission by failing to adequately protect a historically significant area.

Source: Goose Hollow Foothills League News, King's Hill files.

July 25, 1979

Newspaper article: "Neighbors consider King's Hill lawsuit."

Source: The Community Press.

1979 (continued)

August 15, 1979

Letter from Landmarks Commission to City Council against City Council approval of a quasi-conservation district, recommending to deny decision altogether (mutant district as of now is worse than no decision at all).

Source: Bureau of Planning, King's Hill files, also interview with V. Ferriday, March 26, 1982.

September 4, 1979

City Council requests Planning staff to write new ordinance designating a modified conservation district.

Source: Bureau of Planning, King's Hill files, "correspondence."

October 1, 1979

Letter from the City Manager concerning King's Hill ordinance; gives background information and the new Planning staff ordinance.

Source: Bureau of Planning, King's Hill files, "correspondence."

October 23, 1979

Letter from Ruth M. Spetter, office of City Attorney, to Anne L. Beerman, office of the Mayor: "No provision for discretionary application in historic landmarks chapter."

Source: Bureau of Planning, King's Hill files, "correspondence."

November 1979

Newspaper article: "Goose Hollow Foothills League recommends landmark designation"; action on conservation district tabled indefinitely by Portland City Council.

Source: Oregonian.

1980

March 1980

Newspaper article: "Feedback sought on King's Hill."

Source: The Hollow Voice, Neigh. 7, March 1980.

1980 (continued)

May 27, 1980

Newspaper article: "King's Hill displays historic
architecture."

Source: Oregonian.

LAIR HILL

1950

Hill Park certified by City Planning Commission as one of three areas appropriate for renewal treatment.

Source: Bureau of Planning (history of community participation, Hill Park project file).

1967

September 1967

Community Renewal Program: Hill Park considered the most severely blighted residential district along South West riverfront.

Source: Bureau of Planning, (history of community participation, Hill Park project).

1968

Awareness of residents increases; protests against further destruction and demolition.

Source: Interview with Beth and Tom Bown, March 27, 1982.

1970

June 15, 1970

Staff report on Hill Park area in potential renewal study.

Source: Bureau of Planning, Lair Hill file, "history."

June 30, 1970

Meeting with members of the Neighborhood House to present the idea of studying potential urban renewal impact.

Source: Bureau of Planning, Lair Hill file, "correspondence."

1971

January 27, 1971

Hill Park Association Meeting, requiring the withdrawal of Survey and Planning Application (HUD funded, May 31, 1971).

Source: Bureau of Planning, Lair Hill file, "history."

June 1, 1971

Petition received by the Bureau of Planning from Hill Park residents requestiong withdrawal of Survey and Planning Application.

Source: Bureau of Planning, Lair Hill file, "correspondence."

July 15, 1971

City Council adoption of ordinance amending planning and zoning code to prohibit zone changes; also adoption of a motion requiring the Planning Development Commission to amend Planning and Survey application and to consider redevelopment and rehabilitation as part of the application.

Source: Bureau of Planning, Lair Hill file, "history of community involvement."

July 23, 1971

Letter to HUD requiring procedure for amending Survey and Planning application to include rehabilitation.

Source: Bureau of Planning, Lair Hill file, "history of community involvement."

1972

January 19, 1972

Hill Park Association members approve Lawrence Halprin proposal to conduct a study of the area.

Source: Bureau of Planning, Lair Hill file, "history of community involvement."

1975

February 15, 1975

Newspaper article: publicizing the dilemma in the neighborhood "Down-zoning for survival," Corbett Terwilliger/Lair Hill.

Source: Old Portland Today.

December 15, 1975

The Portland Neighborhood History Project, Preservation Options for Portland's Neighbors.

Source: Al Staehli, State Preservation Coordinator, Oregon Chapter, AIA.

1976

July 26, 1976

Newspaper article: describing the Lair Hill/Corbett Terwilliger neighborhood, "Closer than most, Corbett--Terwillinger Lair Hill Historic District."

Source: Oregon Journal.

October 7, 1976

Residents of Lair Hill meet with Rudy Barton, City staff, who explains historic district designation.

Source: Bureau of Planning, Lair Hill file, "correspondence."

October 12, 1976

Letter sent by Portland Historic Landmarks Commission to the Bureau of Planning and Lair Hill Park Association; "Lair Hill is identified as having historic significance to the City."

Source: Landmarks Commission letter sent to Bureau of Planning, "correspondence" file.

October 29, 1976

Letter sent to property owners and tenants inviting all members of the neighborhood to participate in a public meeting to discuss the proposed study (questionnaire sent at this time).

Source: Bureau of Planning, Lair Hill file, "correspondence."

1976 (continued)

November 14, 1976

Public meeting with neighbors to discuss historic designation and a thirty-day demolition permit review.

Source: Bureau of Planning, Lair Hill file, "correspondence."

November 22, 1976

Newspaper article: speaks out against the Urban Renewal Act, "Death of a Neighborhood."

Source: Oregon Journal.

1977

March 4, 1977

Newspaper article: gives publicity on the neighborhood; "Good neighbors make good show."

Source: Oregonian.

April 13, 1977

Portland Historic Landmarks Commission Meeting to seek out the development of the historic district study

April 24, 1977

Newspaper article: "Lair Hill historic tag sought."

Source: Oregonian.

June 1977

Photo exhibit on Lair Hill by John Tess.

July 6, 1977

Newspaper article: "City considers districts to conserve Ladd's, Lair history."

Source: The Community Press.

July 6, 1977

Planning Commission Meeting to approve special designation, historic conservation district of Lair Hill and Ladd's Addition based on architectural and historical significance.

Source: Bureau of Planning, Lair Hill file.

1977 (continued)

July 7, 1977

Newspaper article: Planners back saving historic parts of City."

Source: Oregonian.

July 17, 1977

Newspaper article: "Lair Hill fix-up an uphill battle."

Source: Oregonian.

August 5, 1977

Newspaper article: announcing the City Council meeting on Lair Hill, "Couple, Lair Hill shun retirement."

Source: Oregon Journal.

August 17, 1977

Portland City Council designates Lair Hill neighborhood as an historic conservation district.

Source: Bureau of Planning, Lair Hill file.

August 18, 1977

Newspaper article: "Marabba acquisition study ordered."

Source: Oregonian.

August 18, 1977

Newspaper article: "Upset City orders study of PDC"; notes Lair Hill city approval of designation.

Source: Oregon Journal.

Permanized
Plover Bond

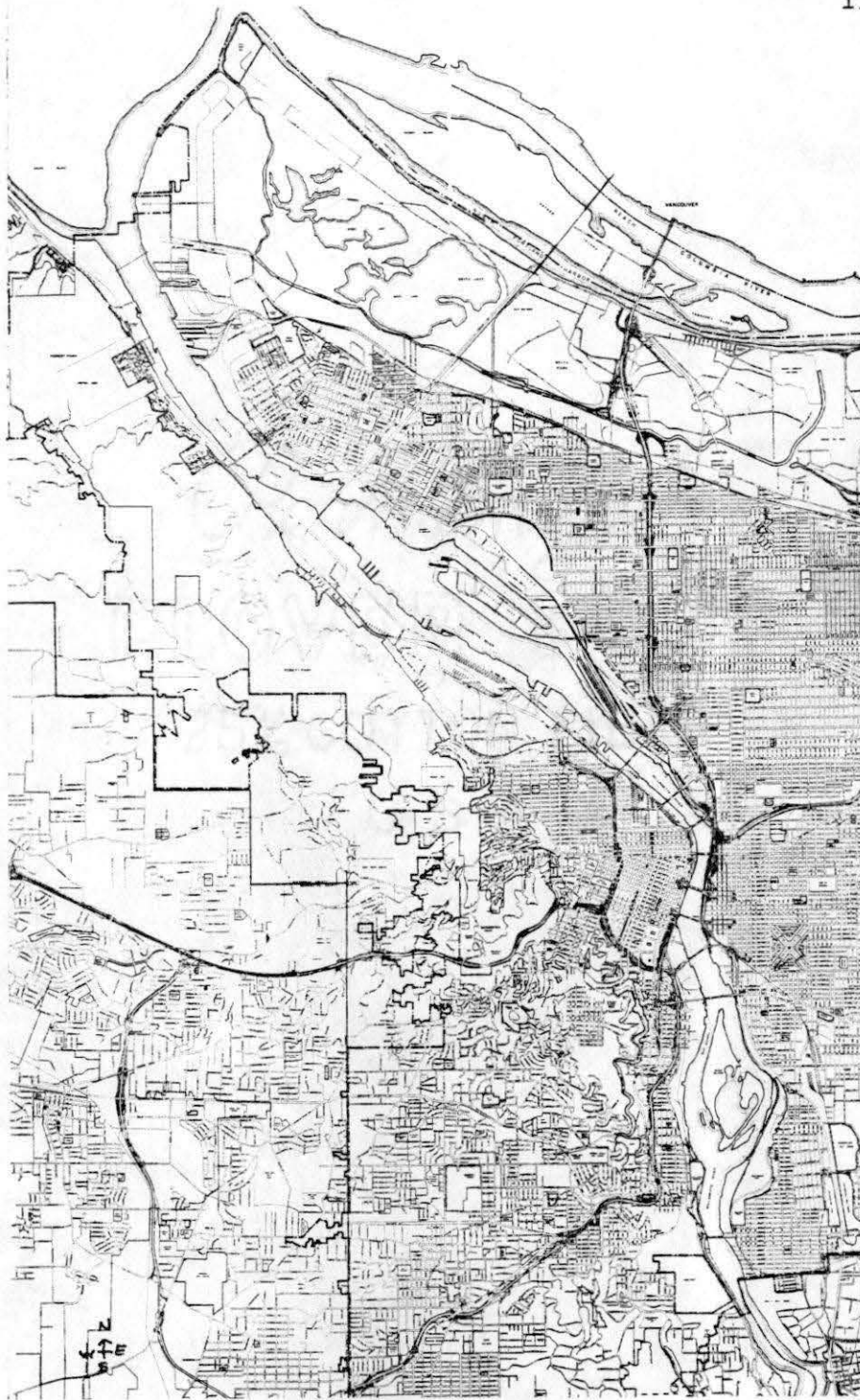
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APPENDIX C

MAPS*

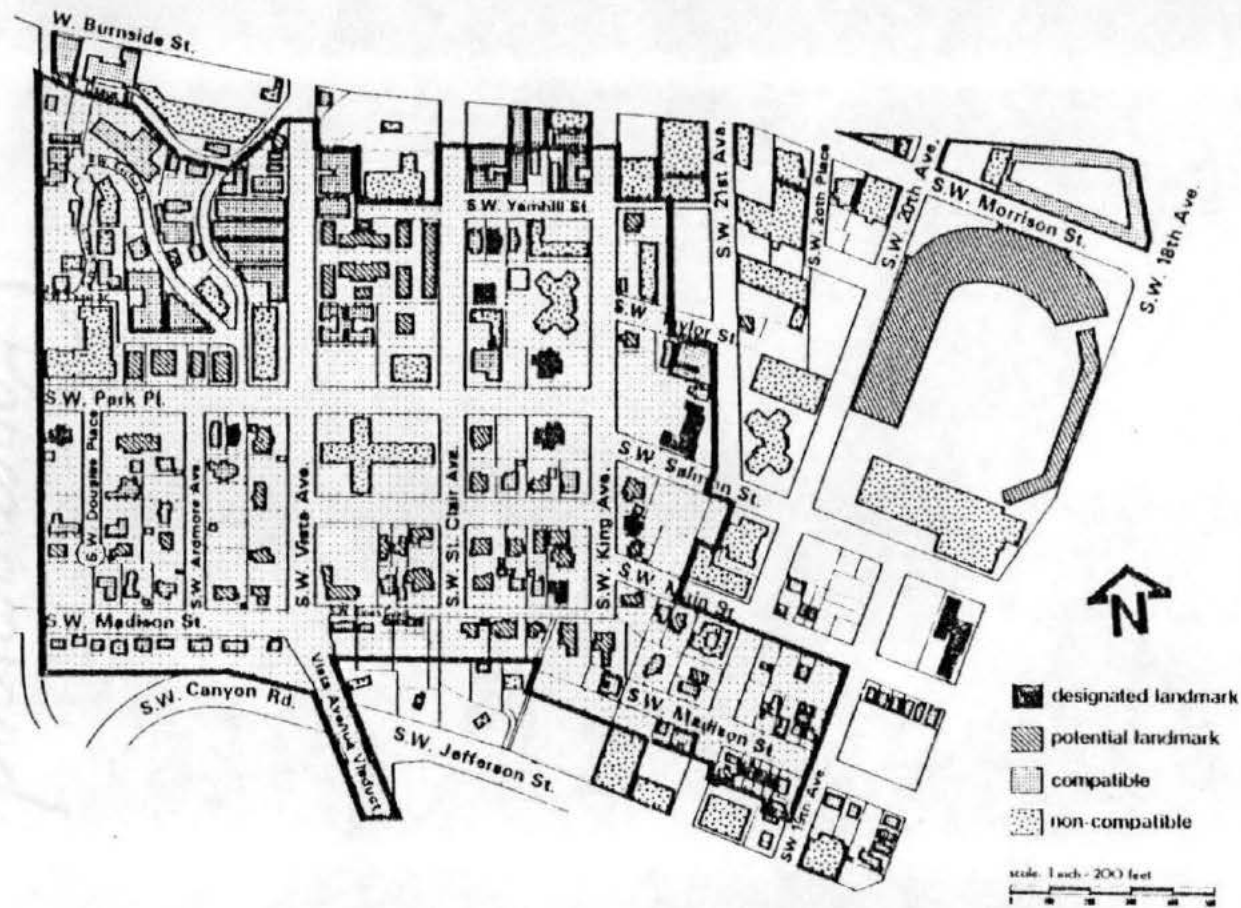
*Included in this section are maps of (1) Portland, Oregon, western section, showing the confluence of the Willamette River and the Columbia River; (2) Lair Hill Proposed Conservation District; (3) proposed King's Hill Conservation District; and (4) boundaries adopted by the Northwest Neighborhood Association.



Map 1. Portland, Oregon, Western Section, Showing the Confluence of the Willamette River and the Columbia River. (Source: Portland Bureau of Planning, August 1981)



Map 2. Lair Hill Proposed Conservation District. (Source: Oregon, Portland Bureau of Planning, Lair Hill File, 1977)



Map 3. Proposed King's Hill Conservation District. (Source: Oregon, Portland Bureau of Planning, King's Hill File, 1979)



Map 4. Boundaries Adopted by the Northwest Neighborhood Association. (Source: Oregon, Portland, Northwest Neighborhood Association Office, King's Hill File)

APPENDIX D

ORDINANCES AND GUIDELINES*

*This section includes: Ordinance No. 127512, Ordinance No. 140096, and Proposed Guidelines for New Development of King's Hill.

ORDINANCE NO. 140096
CHAPTER 33.120
HISTORICAL DISTRICTS, BUILDINGS, AND SITES
AUGUST 1977

Sections:

- 33.120.010 Special Purpose.
- 33.120.020 Portland Historical Landmarks Commission.
- 33.120.030 Officers, Meetings, Rules and Procedure.
- 33.120.040 Functions and Duties.
- 33.120.050 Designation of Historical Buildings or Sites.
- 33.120.055 Designation of Conservation Districts.
- 33.120.060 Designation of Historical Districts.
- 33.120.065 Designation Not a Recommendation for Federal Action.
- 33.120.070 District Advisory Councils.
- 33.120.080 Exterior Remodeling or New Structure.
- 33.120.090 Demolition Permits--Building Condemnation.
- 33.120.100 Record of Demolished Historical Buildings--Artifacts.
- 33.120.110 Signs--Plaques.
- 33.120.120 Redevelopment and Neighborhood Improvement Projects.

33.120.010 Special Purpose. Districts, buildings and sites in the city having special historic associations or significance or of special architectural merit or significance, should be preserved as a part of the heritage of the citizens of the city, and for the education, enjoyment and pride of the citizens, as well as the beautification of the city and enhancement of the value of such property. To that end, regulatory controls and administrative procedures are necessary.

33.120.020 Portland Historical Landmarks Commission. There hereby is created a Portland Historical Landmarks Commission. This commission shall consist of seven members, each entitled to one vote as follows: One member from the Portland Planning Commission; one member from the curatorial staff of the Oregon Historical Society; one member from the Portland Beautification Association; one member from the Portland Chapter of the American Institute of Architects; and three members from the citizens at large. All members of the commission shall serve without compensation and shall be appointed by the mayor. All members shall serve for a term of four years except the first appointments which shall be for the following terms: two members shall be appointed initially for two year terms; two members shall be appointed initially for three years; and three members shall be appointed initially for four year terms. Any vacancy occurring in a position for any reason other than the expiration of the term shall be filled by appointment by the mayor for the remainder of the term.

33.120.030 Officers, Meetings, Rules and Procedure. (a) Within thirty days from September 29, 1968, the mayor shall make such appointments as are called for in this chapter and shall notify each appointee of the first regular meeting to be held within at least sixty days from September 29, 1968. The mayor shall designate one member of the Portland Historical Landmarks Commission to be temporary chairman, and the temporary chairman shall preside over the first meeting and serve until permanent officers have been elected by a majority vote of the entire membership of the Portland Historical Landmarks Commission, and the officers so elected shall serve until the date of the first annual meeting, or until their successors are regularly elected and take office. The officers of the Portland Historical Landmarks Commission shall consist of a chairman, vice chairman and secretary. (b) The annual meeting of the Portland Historical Landmarks Commission shall be held each year during the month of January. In addition, the Portland Historical Landmarks Commission shall meet at least once every two months, and upon the call of the chairman. The regular time, place and manner of notice for meetings shall be fixed by rules of the Portland Historical Landmarks Commission. (c) The Portland Historical Landmarks Commission shall establish and adopt its own rules of procedure. The Portland Historical Landmarks Commission shall submit an annual report to the mayor covering its activity for the calendar year on or before the following February 1st. (d) Any clerical and staff assistance necessary shall be provided by the planning director and his staff.

33.120.040 Functions and Duties. (a) The Portland Historical Landmarks Commission shall serve in an advisory capacity and make recommendations concerning historical districts, conservation districts, buildings, and sites to the city council, the Portland Planning Commission, the Portland Development Commission, and other public or private agencies on matters relating to the preservation of such districts, buildings and sites. (b) The Portland Historical Landmarks Commission may adopt such rules and regulations as it finds necessary or appropriate to carry out the intent of this chapter. (c) The Portland Historical Landmarks Commission shall receive requests by any citizen, by owners of the buildings or sites, or may on its own motion make recommendation concerning the designation of particular districts, buildings, and sites as historical districts, conservation districts, historical buildings or historical sites. (d) The Portland Historical Landmarks Commission shall recommend removal from any list of designated historical districts, conservation districts, buildings, and sites such property as it finds no longer worthy of such designation. (e) The Portland Historical Landmarks Commission shall have authority to inspect and investigate any district, building, or site in the city which it is requested to recommend designation as or which it has reason to believe is an architectural or historical landmark.

(f) The Portland Historical Landmarks Commission shall review all information which it has and shall hold hearings as prescribed in this chapter and transmit the results thereof to the city officials as provided in this chapter.

(g) The Portland Historical Landmarks Commission shall have authority to coordinate historical preservation programs of the city, county, state and federal governments as they relate to property within the city.

(h) The Portland Historical Landmarks Commission may recommend to city council or to the legislature of the state any changes of law which it finds appropriate or needed.

(i) The Portland Historical Landmarks Commission shall compile and maintain a current list of all historical districts, conservation districts, buildings, and sites which have been so designated pursuant to this chapter with a brief description of the district, or site, and the special reasons for its inclusion on the list.

(j) The Portland Historical Landmarks Commission shall have authority to take such steps as it finds appropriate or necessary to make available to the public information concerning its activities and the various districts, buildings, and sites so designated pursuant to this chapter.

(k) The Portland Historical Landmarks Commission shall prepare, review, and adopt guidelines, criteria, or such other statements of policy as may be appropriate relating to the development or preservation of historical districts, conservation districts, buildings, and sites.

(l) The Portland Historical Landmarks Commission shall assist and coordinate the work of district advisory councils with respect to historical and conservation districts.

(m) The Portland Historical Landmarks Commission shall perform such other duties relating to historical districts, conservation districts, buildings, and sites as the city council or the mayor may request.

33.120.050 Designation of Historical Building or Site. (a) Upon receipt of a request to designate a particular building or site as a historical building or site, or upon direction by the city council on its own motion, the city auditor shall advise the owner of such building or site, the Portland Historical Landmarks Commission, the Portland Planning Commission, and the bureau of buildings of the city, and shall fix a date and time for a public hearing before the city council thereon. The auditor shall notify abutting owners and shall transmit a copy of the request to the Portland Historical Landmarks Commission unless such a request has come from the commission. The Portland Historical Landmarks Commission shall review all proposals for designation as historical building or site, unless the initial request has been made by the Portland Historical Landmarks Commission, and shall submit its recommendation to the city council prior to the public hearing.

(b) At such a hearing, the owner of the property involved, the owners of all abutting property, a representative of the Portland Historical

Landmarks Commission, a representative from the Portland Planning Commission, and from the bureau of buildings of the city shall be entitled to be heard, and the council may hear all other interested parties.

(c) If the city council determines that a building proposed to be designated as a historical building has architectural significance or is of historical importance based upon past or present use, the council may designate such building as a historical building. If the council finds that a particular site had a prior use involving the establishment, growth or particular incidents relating to the history of the city, the council may designate the same as a historical site.

(d) If any historical buildings has been demolished or destroyed, the city council on its own motion or upon recommendation of the Portland Historical Landmarks Commission, may remove the historical building designation therefrom. If the designation is proposed to be removed from any historical building or site for any other reason than set forth in the preceding sentence, then similar notices, recommendations and hearings shall be held as upon the designation of a building or site as historical in the first instance.

(e) An historical or architecturally significant interior space or other portion of a (public) building may be designated as an historical building in the same manner as provided in this section, and provisions of this chapter relating to historical buildings shall also be applicable to such designated interior space or other portion of a (public) building.

33.120.055 Designation of Conservation Districts. (a) Upon receipt of a request to designate any area as a conservation district, or upon direction by the city council on its own motion, the city auditor shall advise the Portland Historical Landmarks Commission, the Portland Planning Commission, and the bureau of buildings of the city, and shall fix a date and time for a public hearing before the city council thereon. The auditor shall notify owners within the proposed conservation district and shall transmit a copy of the request to the Portland Historical Landmarks Commission unless such request has come from that commission. The Portland Historical Landmarks Commission shall review all proposals for designation of a conservation district unless the initial request has been made by the commission, and shall submit its recommendation to the city council prior to the public hearing.

(b) At such hearing the owners of any property involved, the owners of all abutting property, a representative of the Portland Historical Landmarks Commission, a representative of the Portland Planning Commission, and from the bureau of buildings of the city shall be entitled to be heard, and the council may hear all other interested parties.

(c) If the city council determines that an area proposed to be designated as a conservation district has architectural significance or is of historical importance based upon past and/or present use,

the council may designate such area as a conservation district. All sites or buildings within a district need not be of historical or architectural significance provided the district as a whole is of such importance or significance.

(d) If the primary or significant buildings within a conservation district have been demolished or destroyed, the city council on its own motion or upon recommendation of the Portland Historical Landmarks Commission, may remove the conservation district designation. If the designation is proposed to be removed from any conservation district for any other reason than set forth in the preceding sentence, then similar notices, recommendations and hearings shall be held as upon the designation of the conservation district in the first instance.

33.120.060 Designation of Historical Districts. (a) Upon receipt of a request to designate any area as an historical district, or upon direction by the city council on its own motion, the city auditor shall advise the Portland Historical Landmarks Commission, the Portland Planning Commission, and the bureau of buildings of the city, and shall fix a date and time for a public hearing before the city council thereon. The auditor shall notify owners within the proposed historical district and shall transmit a copy of the request to the Portland Historical Landmarks Commission unless such request has come from the Portland Historical Landmarks Commission. The Portland Historical Landmarks Commission shall review all proposals for designation of an historical district unless the initial request has been made by the Portland Historical Landmarks Commission, and shall submit its recommendation to the city council prior to the public hearing.

(b) At such hearing the owners of any property involved, the owners of all abutting property, a representative of the Portland Historical Landmarks Commission, a representative from the Portland Planning Commission, and from the bureau of buildings of the city shall be entitled to be heard, and the council may hear all other interested parties.

(c) If the city council determines that an area proposed to be designated as an historical district has architectural significance or is of historical importance based upon past or present use, the council may designate such area as an historical district. All sites or buildings within a district need not be of historical or architectural significance provided the district as a whole is of such importance or significance.

(d) If the primary or significant buildings within a historical district have been demolished or destroyed, the city council on its own motion or upon recommendation of the Portland Historical Landmarks Commission, may remove the historical district designation. If the designation is proposed to be removed from any historical district for any other reason than set forth in the preceding sentence, then similar notices, recommendations and hearings shall be held as upon the designation of the historical district in the first instance.

33.120.065 Designation Not a Recommendation for Federal Action. Nothing in this chapter nor the designation of a historical or conservation district under Sections 33.120.055 or 33.120.060 shall be interpreted as a recommendation by the Council of the City of Portland supporting designation of any building or structure as a "Certified Historic Structure" for purposes of Section 191 (d) (1) (B) or (C) of the Tax Reform Act of 1976. No such recommendation or certification shall be made by the City of Portland without notice to affected parties and an additional hearing thereon.

33.120.070 District Advisory Councils. (a) A district advisory council of 5 members shall be created for each historical and conservation district established by the city council. Each advisory council shall include one citizen at large appointed by the mayor; the chairman of the Portland Historical Landmarks Commission or his designee, and three additional members selected by the Portland Historical Landmarks Commission including representation of residents and property owners within the historical or conservation district and approved by the city council.

(b) Each district advisory council shall act in an advisory capacity to the Historical Landmarks Commission. Each council shall recommend guidelines and criteria for development and/or preservation within the historical or conservation district.

(c) Each historical district advisory council shall review any permit for exterior remodeling or new construction within the historical district and submit recommendations thereon to the Portland Historical Landmarks Commission.

(d) Each conservation district advisory council shall review any permit for new construction within the conservation district and submit recommendations thereon to the Portland Historical Landmarks Commission.

33.120.080 Exterior Remodeling or New Structure. (a) Whenever the Portland Historical Landmarks Commission receives from any person or from the bureau of buildings an application for permit from the bureau of buildings for exterior remodeling of any designated historical building, or receives an application for construction of a new structure on a designated historical site, or receives an application for exterior remodeling of any building or new construction on any site within a designated historical district, or receives any application for construction of a new structure on any site within a designated conservation district, the Portland Historical Landmarks Commission shall transmit to the bureau of buildings a copy of such application. All applications shall be accompanied by plans and specifications and the Portland Historical Landmarks Commission may require additional sketches of the proposed remodeling.

(b) Exterior remodeling as governed by this chapter shall be deemed to include any change or alternation in color, design, or other exterior treatment. Any proposed change or alteration to the exterior

of a designated historical building, or any building in a designated historical district, which change does not require a permit from the bureau of buildings, shall be submitted to the Portland Historical Landmarks Commission for review and approval of such change. The Portland Historical Landmarks Commission shall approve the change if the treatment proposed is determined to be harmonious and compatible with the appearance and character of the historical building or historical district, and shall disapprove the application if found detrimental as unsightly, grotesque, otherwise adversely affecting the stability of values of adjacent properties or adversely affecting the architectural significance, the integrity of historical appearance and the educational and historical value of the building. Decisions shall be subject to appeal to the city council on the same terms and conditions as set forth in this section.

(c) At the Portland Historical Landmarks Commission hearing, the applicant, a representative of the bureau of buildings, and the planning commission shall be entitled to be heard. Recommendation from the district advisory council, if the application involves any site in a designated historical or conservation district, shall be presented to the Portland Historical Landmarks Commission. The Portland Historical Landmarks Commission may also hear any other interested party.

(d) If the Portland Historical Landmarks Commission determines that the proposed remodeling or new structure will not adversely affect the character of the district, building, or site, and is in the public interest, or finds that the proposed exterior remodeling or new structure will enhance the historical value of the district, building, or site, then the Portland Historical Landmarks Commission shall approve the issuance of a permit therefore by the bureau of buildings, and upon compliance with the building regulations and other regulations of the city, such permit shall be issued. If the Portland Historical Landmarks Commission finds such action appropriate, it may approve the application for permit for exterior remodeling or for a new structure in an historical district or for new construction in a conservation district, or on an historical site, upon conditions which the Portland Historical Landmarks Commission imposes, to promote and preserve the historical or architectural integrity of the district, building, or site. Upon conditional approval, the building permit may be issued in accordance with such condition. However, if found necessary and appropriate, the Portland Historical Landmarks Commission may reject the application. In such event the building permit shall not be issued thereafter unless the action of the Portland Historical Landmarks Commission is reversed on appeal as set forth below.

(e) If the Portland Historical Landmarks Commission has imposed conditions on its approval of an application or has disapproved an application as set forth in the preceding subsection, the applicant, the owner or occupant of the building or site involved may appeal from the decision of the Portland Historical Landmarks Commission to the city council, by filing with the auditor and filing a copy

with the bureau of building and the commission of notice of appeal to the city council if such notice is filed within ten days after such decision of the Portland Historical Landmarks Commission. The notice of appeal shall immediately be transmitted to the city auditor who shall fix a date and time for hearing on the appeal before the city council. At the council hearing on the appeal, all interested parties may be heard. The council may reject the appeal and affirm the decision of the Portland Historical Landmarks Commission, may modify the decision or may grant the appeal and direct a building permit to be issued, if the application for permit otherwise complies with the codes and ordinances of the city.

(f) If the historical district, building, or site involved in the permit application or review procedure as provided in this section is located within a D Design Zone, the review and action thereon may be conducted by the Portland Historical Landmarks Commission. Appeal from action shall be directly to the city council as provided in this section.

33.120.090 Demolition Permits--Building Condemnation. (a) If an application is received from the bureau of buildings or is initially made to the Portland Historical Landmarks Commission for a permit for demolition of any historical building, or the demolition of a structure on a designated historical site or within a designated historical district, or the demolition of a structure within a designated conservation district, the Portland Historical Landmarks Commission within thirty days after the application is initially filed, hold a hearing on the issuance of such permit. The applicant for permit, the owner of the property and any occupant of the property shall be entitled to be heard. The Portland Historical Landmarks Commission may hear all other interested parties. The Portland Historical Landmarks Commission shall consider the state of repair of the building, the reasonableness of the cost of restoration or repair, taking into account the purpose of preserving the designated historical districts, conservation districts, building and sites, the character of the neighborhood and all other factors which it finds appropriate. The Portland Historical Landmarks Commission may approve the issuance of the permit, in which event the bureau of buildings may issue the permit in compliance with all codes and ordinances of the city. The Portland Historical Landmarks Commission may reject the application for permit if it determines that in the interest of preserving historical values the structure should not be demolished, and in that event issuance of the permit shall be suspended for a period fixed by the Portland Historical Landmarks Commission, but not exceeding one hundred twenty days from the date of application. Within the suspension period, the Portland Historical Landmarks Commission may request an extension of the suspension period by the city council. If the city council determines that there is a program or project under way which could result in public or private acquisition of the historical building or site and the

preservation or restoration of such building or site, and that there is reasonable ground to believe that the program or project may be successful, then the council, in its discretion, may extend the suspension period of an additional period not exceeding one hundred eighty days, to a total of not more than three hundred days from the date of application for demolition permit. During the period of suspension of permit application, no permit shall be issued for such demolition nor shall any person demolish the building or structure, unless the council has granted an appeal and directed the issuance. If at the end of 300 days the program or project is unsuccessful and the applicant has not withdrawn his application for demolition permit, the bureau of buildings shall issue the permit, if the applicant otherwise complies with the codes and ordinances of the city.

(b) Action by the Portland Historical Landmarks Commission suspending issuance of permit for demolition may be appealed by the applicant for permit, the owner or the occupant, by filing a notice of appeal in the same manner as provided in this chapter for appeals from the disapproval or remodeling permit. If the appeal is made, the procedure thereafter shall be the same as set forth in Section 33.120.080.

(c) Before taking any action to condemn a building or structure designated as a historical building or site, or any building or structure within a designated historic or conservation district, the Portland Historical Landmarks Commission shall review the report of the bureau of buildings and any other city bureau relating to the condition of the building and premises and the extent of its danger, deterioration or decay. The Portland Historical Landmarks Commission shall report on its review and make its recommendation concerning city action to the commissioner in charge for transmission to the city council if official action of condemnation is instituted.

(d) The Portland Historical Landmarks Commission may identify specific structures within a designated historical or conservation district which may be exempt from the provisions of this section governing review of a permit for demolition.

33.120.100 Record of Demolished Historical Buildings--Artifacts.

(a) If a designated historical building is to be demolished, insofar as practicable and as funds are available, the Portland Historical Landmarks Commission shall keep a pictorial and graphic history of the historical building or historical site with additional data as it may obtain.

(b) To the extent funds are available or the Portland Historical Landmarks Commission may obtain donations thereof, the Portland Historical Landmarks Commission shall obtain artifacts from the building or site which it deems worthy of preservation such as carvings, cast iron work, or other materials it deems of artistic or historical importance.

33.120.110 Signs--Plaques. (a) Either before or after submission to the Portland Historical Landmarks Commission or a committee

thereof, or to any other board or commission of the city, and before issuance of a permit, therefore, an application to replace or erect a sign on a designated historical building on the property on which the designated historical building is located, or on a designated historical site, or on a building or site in a designated historical district, or on any building or site in a designated conservation district, and before issuance of a permit therefore, the application for the permit shall be reviewed by the Portland Historical Landmarks Commission. The Portland Historical Landmarks Commission shall hold a hearing on the sign application, at which hearing the applicant, the owner and the occupant of the premises shall be entitled to be heard. If the Portland Historical Landmarks Commission finds that the proposed sign will not unreasonably detract from the architectural and historical significance of the premises, taking into account the size, location, construction and any lighting of such a sign, then the Portland Historical Landmarks Commission shall approve the issuance of a permit therefore. Otherwise, the Portland Historical Landmarks Commission may impose special conditions on the size, location, construction or other characteristics of the proposed sign, or may reject the same. The hearing shall be held within thirty days after the submission of the application to the Portland Historical Landmarks Commission. The applicant, owner or occupant shall have the same right of appeal and under the same procedural conditions set forth in this chapter for appeals from action of the Portland Historical Landmarks Commission relating to building permits for exterior remodeling of a designated historical building. The council may sustain, modify or overrule action of the Portland Historical Landmarks Commission.

(b) The owner of a designated historical building or site or the occupant thereof with the consent of the owner may, at his own expense, install an identification plaque indicating the name, date, architect or other appropriate information upon the property, provided that the size, material, design, location and text of such plaque is first approved by the Portland Historical Landmarks Commission.

33.120.120 Redevelopment and Neighborhood Improvement Projects.

In any redevelopment project or neighborhood improvement project administered or supervised by a department of the city or submitted to the city for its review and recommendations, proposed action relating to a designated historical district, conservation district, building, or site shall be submitted to the Portland Historical Landmarks Commission for its review and recommendation. A report thereon by the Portland Historical Landmarks Commission shall be filed with the city council and a copy shall be sent to the appropriate city department.

ORDINANCE NO. 127512
ARTICLE 48
HISTORICAL BUILDINGS AND SITES
August 29, 1968

Sections:

- 6-4801 Special Purpose.
- 6-4802 Portland Historical Landmarks Commission.
- 6-4803 Commission Officers, Meetings, Rules and Procedures.
- 6-4804 Commission Functions and Duties.
- 6-4805 Designation of Historical Building or Site.
- 6-4806 Exterior Remodeling of a Historical Building or a New
Structure on a Historical Site.
- 6-4807 Demolition Permits; Suspension; Building Condemnation.
- 6-4808 Historical Record of Demolished Historical Buildings;
Artifacts.
- 6-4809 Signs; Plaques.
- 6-4810 Redevelopment and Neighborhood Improvement Projects.

6-4801 Special Purpose. Buildings and sites in the city of Portland, having special historic association or significance or of special architectural merit or significance, should be preserved as a part of the heritage of the citizens of the City, and for the education, enjoyment and pride of the citizens, as well as the beautification of the City and enhancement of the values of such property. To that end, regulatory controls and administrative procedures are necessary.

6-4802 Portland Historical Landmarks Commission. There hereby is created a Portland Historical Landmarks Commission. This commission shall consist of seven members, each entitled to one vote as follows: one member from the Portland Planning Commission; one member from the Portland Art Commission; one member from the curatorial staff of the Oregon Historical Society; one member from the Portland Beautification Association; one member from the Portland Chapter of the American Institute of Architects; one member from the citizens at large; and the Mayor or his designee ex-officio. All members of the commission shall serve without compensation, and other than the Mayor ex-officio shall be appointed by the Mayor or designated by him. All members shall serve for a term of four (4) years except the first appointments which shall be for the following terms: two members shall be appointed initially for two (2) year terms; two members shall be appointed initially for three (3) year terms; and two members shall be appointed initially for four (4) year terms. Any vacancy occurring in a position for any reason other than the expiration of the term, shall be filled by appointment by the Mayor for the remainder of the term.

6-4803 Commission Officers, Meetings, Rules and Procedures.

(a) Within thirty (30) days from the effective date of this ordinance, the Mayor shall make such appointments as are called for in this article and shall notify each appointee of the first regular meeting to be held within at least sixty (60) days from the effective date of this ordinance. The Mayor shall designate one member of the commission to be Temporary Chairman, and such Temporary Chairman shall preside over the first meeting and serve until permanent officers have been elected by majority vote of the entire membership of such commission, and the officers so elected shall serve until the date of the first annual meeting, or until their successors are regularly elected and take office. The officers of the Portland Historical Landmarks Commission shall consist of a Chairman, Vice-Chairman and Secretary.

(b) The annual meeting of the Portland Historical Landmarks Commission shall be held each year during the month of January. In addition, the commission shall meet at least once every two months, and upon the call of the Chairman. The regular time, place and manner of notice for meetings shall be fixed by rules of the commission.

(c) The commission shall establish and adopt its own rules of procedure. The commission shall submit an annual report to the Mayor covering its activity for the calendar year on or before the following February 1st.

(d) Any clerical and staff assistance necessary shall be provided by the Planning Director and his staff.

6-4804 Commission Functions and Duties. (a) The Portland Historical Landmarks Commission shall serve in an advisory capacity and make recommendations concerning historical buildings and sites to the City Council, the Portland Planning Commission, the Portland Development Commission, and other public or private agencies on matters relating to the preservation of such buildings and sites.

(b) The commission may adopt such rules and regulations as it finds necessary or appropriate to carry out the intent of this article.

(c) The commission shall receive requests by any citizen, by owners of buildings or sites or may on its own motion make recommendation concerning the designation of particular buildings and sites as historical buildings or historical sites.

(d) The commission shall recommend removal from any list of designated historical buildings and sites such property as it finds no longer worthy of such designation.

(e) The commission shall have authority to inspect and investigate any building or site in the City which it is requested to recommend designation as or which it has reason to believe is an architectural or historical landmark.

(f) The commission shall review all information which it has and shall hold hearing as prescribed in this article, and transmit the results thereof to the city officials as provided in this article.

(g) The commission may recommend to the City Council or to the

legislature of the State of Oregon any changes of law which it finds appropriate or needed.

(i) The commission shall compile and maintain a current list of all historical buildings and sites which have been so designated pursuant to this article with a brief description of such building or site and the special reasons for its inclusion on such a list.

(j) The commission shall have authority to take such steps as it finds appropriate or necessary to make available to the public information concerning its activities and the various historical buildings and sites so designated pursuant to this article.

(k) The commission shall perform such other duties relating to historic landmarks and historical buildings and sites as the City Council or the Mayor may request.

6-4805 Designation of Historical Building or Site. (a) Upon receipt of a request to designate a particular building or site as a historical building or site, or upon direction by the City Council on its own motion, the City Auditor shall advise the owner of such building or site, the Portland Historical Landmarks Commission, the Portland Planning Commission, and the Bureau of Buildings of the City of Portland, and shall fix a date and time for a public hearing before the City Council thereon. The Auditor shall notify abutting owners and shall transmit a copy of the request to the Portland Historical Landmarks Commission unless such request has come from the commission. The Portland Historical Landmarks Commission shall review all proposals for designation as historical building or site, unless the initial request has been made by said commission, and shall submit its recommendation to the City Council prior to the public hearing.

(b) At such hearing the owner of the property involved, the owners of all abutting property, a representative of the Portland Historical Landmarks Commission, a representative from the Portland Planning Commission, and from the Bureau of Buildings of the City shall be entitled to be heard, and the Council may hear all other interested parties.

(c) If the City Council determines that a building proposed to be designated as a historical building as architectural significance(sic) or is of historical importance based upon past or present use, the Council may designate such building as a historical building. If the Council finds that a particular site had a prior use involving the establishment, growth or particular incidents relating to the history of the City, the Council may designate the same as a historical site.

(d) If any historical building has been demolished or destroyed, the City Council on its own motion or upon recommendation of the Portland Historical Landmarks Commission, may remove the historical building designation therefrom. If such designation is proposed to be removed from any historical building or site for any other reason than set forth in the preceding sentence, then similar notices, recommendations and hearings shall be held as upon the designation of a building or site as historical in the first instance.

6-4806 Exterior Remodeling of a Historical Building or a New Structure on a Historical Site. (a) Whenever the Portland Historical Landmarks Commission receives from any person or from the Bureau of Buildings an application for permit from the Bureau of Buildings for exterior remodeling of any designated historical building, or receives an application for construction of a new structure on a designated historical site, the commission shall notify the applicant of the date, time and place of a hearing thereon. Such hearing shall be held within thirty (30) days after the filing of such application with the Bureau of Buildings, or within thirty (30) days after filing of such application with the commission prior to filing with the Bureau of Buildings, and in that event, the commission shall transmit to the Bureau of Buildings a copy of such application. All such applications shall be accompanied by plans and specifications, and the commission may require additional sketches of the proposed remodeling. The same procedure shall apply to an application to construct a new building on a designated historical site. This procedure shall not apply to a permit to restore the exterior of a designated historical building to its prior condition following damage to such exterior. (b) At such commission hearing, the applicant shall be entitled to be heard and a representative of the Bureau of Buildings, and the Planning Commission. The commission may also hear any other interested party. If the commission determines that the proposed remodeling or new structure will not adversely affect the character of the building or site, and is in the public interest, or finds that the proposed exterior remodeling or new structure will enhance the historical value of such building or site, then the commission shall approve the issuance of a permit therefor by the Bureau of Buildings, and upon compliance with the Building Code and other codes of the City, such permit may be issued. If the commission finds such action appropriate, it may approve the application for permit for exterior remodeling or for a new structure on an historical site, upon conditions which the commission imposes, to promote and preserve the historical or architectural integrity of the building or site. Upon conditional approval, the building permit may be issued in accordance with such condition. However, if found necessary and appropriate, the commission may reject the application. In such event the building permit shall not be issued thereafter unless the action of the commission is reversed on appeal as set forth below. (c) If the commission has imposed conditions on its approval of an application or has disapproved an application as set forth in the preceding subsection, the applicant, the owner or occupant of the building or site involved may appeal from the decision of the commission to the City Council, by filing with the commission and filing a copy with the Bureau of Buildings a Notice of Appeal to the City Council if such notice is filed within ten (10) days after such decision of the commission. Such Notice of Appeal shall immediately be transmitted to the City Auditor who shall fix a date and time for hearing on such appeal before the City Council. At

the Council hearing on such appeal, all interested parties may be heard. The Council may reject the appeal and affirm the decision of the commission, may modify the decision of the commission or may grant the appeal and direct a building permit to be issued, if the application for permit otherwise complies with the codes and ordinances of the City.

(d) If the historical building or site involved in the permit application as provided in this section is located within a D Design Zone, the Portland Historical Landmarks Commission and the Design Committee of the Planning Commission shall meet jointly to consider the application at the commission hearing. For such hearing, the membership of the Portland Historical Landmarks Commission shall be deemed enlarged by the addition of the Design Committee.

6-4807 Demolition Permits; Suspension; Building Condemnation.

(a) If an application is received from the Bureau of Buildings or is initially made to the Portland Historical Landmarks Commission for a permit for demolition of any historical building or the demolition of a structure on a designated historical site, the commission shall within thirty (30) days after such application is initially filed, hold a hearing on the issuance of such permit. The applicant for permit, the owner of the property and any occupant of the property shall be entitled to be heard. The commission may hear all other interested parties. The commission shall consider the state of repair of the building, the reasonableness of the cost of restoration or repair, taking into account the purpose of preserving such designated historical buildings and sites, the character of the neighborhood and all other factors which it finds appropriate. The commission may approve the issuance of the permit, in which event the Bureau of Buildings may issue the permit in compliance with all other codes and ordinances of the City. The commission may reject the application for permit if it determines that in the interest of preserving historical values the structure should not be demolished, and in that event issuance of the permit shall be suspended for a period fixed by the commission, but not exceeding 120 days from the date of application. Within said suspension period, the commission may request an extension of the suspension period by the City Council. If the City Council determines that there is a program or project under way which could result in public or private acquisition of the historical building or site and the preservation or restoration of such building or site, and that there is reasonable ground to believe that such program or project may be successful, then the Council in its discretion may extend the suspension period for an additional period not exceeding 180 days, to a total of not more than 300 days from the date of application for demolition permit. During such period of suspension of permit application, no permit shall be issued for such demolition nor shall any person demolish the building or structure, unless the Council has granted an appeal and directed such issuance. If such program or project is

unsuccessful and the applicant has not withdrawn his application for demolition permit, the Bureau of Buildings shall issue such permit, if the application otherwise complies with the codes and ordinances of the City.

(b) Action by the commission suspending issuance of permit for demolition may be appealed by the applicant for permit, the owner or the occupant, by filing a Notice of Appeal in the same manner as provided in this article for appeals from disapproval of remodeling permit. If such appeal is made, the procedure thereafter shall be the same as set forth in the preceding section of this article.

(c) Before taking any action to condemn a building or structure designated as a historical building or site, the Portland Historical Landmarks Commission shall review the report of the Bureau of Buildings and any other City bureau relating to the condition of the building and premises and the extent of its danger, deterioration or decay. The commission shall report on its review and make its recommendation concerning City action to the Commissioner in charge for transmission to the City Council if official action of condemnation is instituted.

6-4808 Historical Record of Demolished Historical Buildings; Artifacts. (a) If a designated historical building is to be demolished, insofar as practicable and as funds are available, the Portland Historical Landmarks Commission shall keep a pictorial and graphic history of the historical building or historical site with such additional data as it may obtain.

(b) To the extent funds are available or the commission may obtain donations thereof, the Portland Historical Landmarks Commission shall obtain artifacts from the building or site which it deems worthy of preservation such as carvings, cast iron work, or other materials it deems of artistic or historical importance.

6-4809 Signs; Plaques. (a) Either before or after submission to the Planning Commission or a committee thereof, or to any other board or commission of the City, and before issuance of a permit therefor, an application to replace or erect a sign on a designated historical building, on the property on which the designated historical building is located or on a designated historical site, and before issuance of a permit therefor, the application for such permit shall be reviewed by the Portland Historical Landmarks Commission. The commission shall hold a hearing on such sign application, at which hearing the applicant, the owner and the occupant of the premises shall be entitled to be heard. If the commission finds that the proposed sign will not unreasonably detract from the architectural and historical significance of the premises, taking into account the size, location, construction and any lighting of any such sign, then the commission shall approve the issuance of a permit therefor. Otherwise, the commission may impose special conditions on the size, location, construction or other characteristics of the proposed sign, or may reject

the same. Such hearing shall be held within thirty (30) days after the submission of the application to the Portland Historical Landmarks Commission. The applicant, owner or occupant shall have the same right of appeal and under the same procedural conditions as set forth in this article for appeals from actions of the commission relating to building permits for exterior remodeling of a designated historical building. The Council may sustain, modify or overrule the action of the commission.

(b) The owner of a designated historical building or site or the occupant thereof with the consent of the owner may, at his own expense, install an identification plaque indicating the name, date, architect or other appropriate information upon the property, provided that the size, material, design, location and text of such plaque is first approved by the Portland Historical Landmarks Commission.

6-4810 Redevelopment and Neighborhood Improvement Projects. In any redevelopment project or neighborhood improvement project administered or supervised by a department of the City or submitted to the City for its review and recommendations, proposed action relating to a designated historical building or site shall be submitted to the Portland Historical Landmarks Commission for their review and recommendation. A report thereon by the commission shall be filed with the City Council and a copy shall be sent to the appropriate City department.

PORTLAND HISTORICAL LANDMARKS COMMISSION
EXHIBIT 7
PROPOSED GUIDELINES FOR NEW DEVELOPMENT
(Proposed by King's Hill History Group and Subject to Revision)
October 1979

GOALS

The goals of the King's Hill Conservation District are:

1. To preserve the diverse historic and aesthetic character of the King's Hill neighborhood.
2. To accomplish this while accommodating continued growth and change which is compatible with the neighborhood.
3. To provide a means for neighborhood involvement in decisions relating to physical change which may effect neighborhood character.

The guidelines which may be followed in assessing new development or alterations to existing structures are suggested as follows. These guidelines have been developed by the King's Hill History Project Committee based on discussions with affected property owners and residents. It should be understood that the guidelines are subject to change based on comments offered during the public hearings leading to district designation and hearings concerning the proposed guidelines.

As ordained in Section 33.120.070 of the Historic District Ordinance, the district advisory council shall have responsibility for recommending guidelines to be used in development and review. This five-member council, created if the district is established by City Council, will seek additional community input to assure that the guidelines are consistent in meeting the goals of the King's Hill Conservation District.

The recommendations which follow are not intended to require new buildings to be duplicates of older styles, but are to insure maximum compatibility of new construction with the historic and/or architectural structures present in the district and the overall district character.

1. Building Height. This is determined by the building height restrictions in the underlying zoning. However, heights compatible with surrounding structures are encouraged. On a street or in an area which is predominantly single-family structures, heights of two stories is encouraged. On a street which is predominantly four-story apartment structures, a height limitation of four stories

is encouraged. On some streets or in some areas a variety of building heights is appropriate.

2. Parking. If all or part of a parcel of land within the district is converted solely for parking use, such is to be located in the rear yard, or side yard not adjacent to a street, or beneath new construction.

3. Relationship of Siting. In addition to the zoning requirements, the relationship of a new building to the street, and to the open spaces between buildings should be visually and environmentally compatible with adjacent buildings.

4. Proportion of Building Facade. The relationship of the height to the width of new structures should be compatible and consistent with the architectural character of adjacent structures.

5. Facade. Many buildings in the area have balconies, bays, and porches; moreover, monotonous flat planes, such as those present on several of the apartment structures in the neighborhood, tend to detract from the overall aesthetics of the neighborhood. For this reason, new structures are encouraged to incorporate the use of balconies, bays, porches, etc.

6. Building Material. Building materials chosen for new structures should be compatible with the materials used in adjacent structures. Brick, stone or narrow wood siding relates better to existing structures in the area that commonly used textured plywood or asbestos shakes. The scale and type of materials for new and rehabilitated structures should relate to the scale and type of materials used in adjacent structures.

7. Relationship of Roof Form. Predominant roof forms along a street or in an area should influence the type of roof to be allowed on a new structure on that street or in that area. The roof shapes of a new structure must be considered in the overall evaluation of the structure, in particular in relation to existing roof shapes.

8. Relationship of Landscaping. Landscaping for new construction should include plantings fronting the street, including street trees where appropriate. Street trees need not be of one particular species, but should be compatible with the other vegetation on the street and be of a sturdy species. Existing trees are to be retained whenever possible.

9. Relationship to Other Elements. Signs, lighting and other appurtenances such as walls, fences and awnings should be visually compatible with adjacent buildings and with the architectural character of the district.

10. Relationship of Color. Building exterior colors should be of natural materials, or of a color which would relate to and complement the existing buildings on the street or in the character of the neighborhood.

Guidelines for Review of Demolition

All buildings within the designated conservation districts that are identified on the district map as primary or secondary historical significance or buildings compatible with district character will be covered by these guidelines. Buildings identified as non-compatible with district character will be issued demolition permits upon application.

The Advisory Committee will recommend issuance of a demolition permit if the applicant demonstrates that despite sincere efforts to maximize revenues:

1. The building is in such a state of repair that continued existence would cause imminent danger to the public.
2. The demolition and redevelopment of the property fulfills a public need, and is of greater public benefit than the preservation of the landmark building.
3. Continued retention of the landmark would result in undue financial hardship to the owner or lessee.

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