



REVISED STAFF REPORT AND RECOMMENDATION TO THE HISTORIC LANDMARKS COMMISSION

CASE FILE: LU 15-169671 HR
 Washington Park Reservoirs Redevelopment
 (PC # 14-139549)
REVIEW BY: Historic Landmarks Commission
WHEN: November 9, 2015 @ 1:30pm
WHERE: 1900 SW Fourth Ave., Room 2500A
 Portland, OR 97201

BUREAU OF DEVELOPMENT SERVICES STAFF: HILLARY ADAM / HILLARY.ADAM@PORTLANDOREGON.GOV

GENERAL INFORMATION

Applicant: Tom Carter, Applicant
 Teresa Elliott, Applicant
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 Portland, OR 97204

Tim Brooks, Applicant
 Winterbrook Planning
 310 SW 4th, Ste 1100
 Portland, OR 97204

City Of Portland, Owner
 1120 SW 5th Avenue
 Portland, OR 97204

Site Address: 2403 SW JEFFERSON ST (Washington Park)

Legal Description: TL 300 20.71 ACRES, SECTION 33 1N 1E; TL 100 24.03 ACRES, SECTION 32 1N 1E; TL 200 4.22 ACRES, SECTION 32 1N 1E; TL 100 24.98 ACRES, SECTION 05 1S 1E; TL 200 21.12 ACRES, SECTION 05 1S 1E; TL 100 8.16 ACRES, SECTION 04 1S 1E

Tax Account No.: R941330040, R941321370, R941321360, R991050830, R991050840, R991041020

State ID No.: 1N1E33C 00300, 1N1E32 00100, 1N1E32 00200, 1S1E05 00100, 1S1E05 00200, 1S1E04 00100

Quarter Section: 3126

Neighborhood: Arlington Heights, contact Shawn Wood at 503-329-2497.- Goose Hollow, contact Jerry Powell at 503-222-7173.

Business District: None

District Coalition: Neighbors West/Northwest, contact Mark Sieber at 503-823-4212.

Plan District: None
Other Designations: Contributing Resources in the Washington Park Reservoirs Historic District, listed in the National Register of Historic Places on January 15, 2004.

Zoning: OSc, OSp, OSs – Open Space with Environmental Conservation, Environmental Protection, and Scenic overlays

Case Type: HR – Historic Resource Review
Procedure: Type III, with a public hearing before the Historic Landmarks Commission. The decision of the Historic Landmarks Commission can be appealed to City Council.

Proposal:

Type III Historic Resource Review for new development and alterations within the Washington Park Reservoirs Historic District, including a new reflecting pool to be constructed on top of a new buried reservoir and in approximately the same location as the existing contributing Reservoir 3, proposed for demolition; a new reflecting pool and habitat/stormwater filtration area at the existing contributing Reservoir 4, proposed for demolition; removal of the contributing Weir Building; restoration work on Dam 3, Dam 4, Gatehouse 3, Gatehouse 4, Pump House 1, Drinking Fountain 2; construction of new widened paths with lighting and removal on non-historic lighting; restoration of the Olmsted View and the west slope of the hillside; and introduction of interpretive signage.

Historic Resource Review is required because the proposal is for alterations to contributing and non-contributing resource within the Washington Park Reservoirs Historic District.

Separate and concurrent reviews are being processed to address Conditional Use, Environmental, and Tree Review approval criteria; see LU 15-169656.

Demolition of Reservoir 3, Reservoir 4, and the Weir Building, all contributing resources, was approved through Demolition Review (LU 14-249689 DM) by Portland City Council on June 25, 2015.

Approval Criteria:

In order to be approved, this proposal must comply with the approval criteria of Title 33, Portland Zoning Code. The applicable approval criteria are:

- 33.846.060.G *Other approval criteria*

ANALYSIS

Site and Vicinity: The Washington Park Reservoirs #3 and #4 are located within Washington Park, due west of the downtown commercial core. The park was developed from 40 acres purchased by the City from Amos and Melinda King in 1871, and originally known as City Park. In 1912, it was renamed Washington Park following a visit from John Charles Olmsted, who recommended a more distinguished name. Washington Park is located in the hills directly west of the King's Hill Historic District, bordered by W Burnside to the north, and north of Highway 26. West of the Park is the Arlington Heights neighborhood, Hoyt Arboretum and the Oregon Zoo.

As the City's population continued to grow and issues arose from shortages due to high demand and poor quality water obtained from the Willamette River and other sources, the City took up the task of creating a new high quality water supply. In 1885, a 15-member Water Committee was appointed made up of prominent business and civic leaders, who took on the task of consolidating the existing water supplies, identifying and acquiring the rights to a new supply, and constructing

a system that would provide clean and abundant water to the citizens of Portland. Ultimately, Bull Run Lake was identified as the preferred source as it could provide pristine water through a gravity-fed system, thus nearly eliminating the need for cost-prohibitive pumping. Mt Tabor and Washington Park were identified as the locations to build storage facilities due to their elevations within the city.

The reservoirs were constructed during the City Beautiful movement, which arose in response to the industrialization of cities, and aimed to promote health and civic virtue through the creation of beautiful and inspiring works of architecture and planning. The character of the reservoirs and their accompanying structures, articulated in a Romanesque Revival style, nestled into natural ravines within the landscape embody these values.

The reservoirs were designed by Ernest Leslie Ransome, featuring patented “concrete and twisted iron” poured concrete construction, with the twisted iron placed at 10-foot intervals in each direction, and the façades of the structures featuring decorative designs molded by wooden formwork and tooled and hammered to resemble rusticated stone. Ransome’s design is notable in that it was one of the first uses of reinforced concrete for a major work in the United States, at a time when reinforced concrete was just beginning to be employed in construction projects. The ornamental wrought iron fences and lampposts were designed by Whidden and Lewis, and crafted by Johann H. Tuerck of Portland Art Metal Works.

In January 2004, the Washington Park Reservoirs Historic District was listed in the National Register of Historic Places under Criteria A and C, as a locally significant resource. The areas of significance include community planning and development, architecture, engineering, and entertainment and recreation. Listed contributing resources include Reservoir 3, Dam 3, Gatehouse 3, the Weir Building, Reservoir 4, Dam 4, Gatehouse 4, Pump House 1, the Generator House, and two water fountains, one of which is damaged and currently in storage.

A detailed history of the Bull Run water system and a detailed account of the individual contributing resources are included in the Washington Park Reservoirs Historic District National Register nomination (Exhibit A-5).

Zoning: The Open Space (OS) zone is intended to preserve public and private open, natural, and improved park and recreation areas identified in the Comprehensive Plan. These areas serve many functions including: providing opportunities for outdoor recreation; providing contrasts to the built environment; preserving scenic qualities; protecting sensitive or fragile environmental areas; preserving the capacity and water quality of the stormwater drainage system; and providing pedestrian and bicycle transportation connections.

The Environmental Conservation Zone “c” overlay conserves important resources and functional values in areas where the resources and functional values can be protected while following environmentally sensitive urban development.

The Environmental Protection Zone “p” overlay provides the highest level of protection to the most important resources and functional values. These resources and functional values are identified and assigned value in the inventory and economic, social, environmental, and energy (ESEE) analysis for each specific study area. Development will be approved in the environmental protection zone only in rare and unusual circumstances.

The Scenic Resource Zone “s” overlay is intended to protect Portland’s significant scenic resources as identified in the Scenic Resources Protection Plan; enhance the appearance of Portland to make it a better place to live and work; create attractive entrance ways to Portland and its districts; improve Portland’s economic vitality by enhancing the City’s attractiveness to its citizens and to visitors; and implement the scenic resource policies and objectives of Portland’s Comprehensive Plan. The purposes of the Scenic Resource zone are achieved by establishing height limits within

view corridors to protect significant views and by establishing additional landscaping and screening standards to preserve and enhance identified scenic resources.

The Historic Resource Protection overlay is comprised of Historic and Conservation Districts, as well as Historic and Conservation Landmarks and protects certain historic resources in the region and preserves significant parts of the region's heritage. The regulations implement Portland's Comprehensive Plan policies that address historic preservation. These policies recognize the role historic resources have in promoting the education and enjoyment of those living in and visiting the region. The regulations foster pride among the region's citizens in their city and its heritage. Historic preservation beautifies the city, promotes the city's economic health, and helps to preserve and enhance the value of historic properties.

Land Use History: City records indicate that prior land use reviews include:

- LU 05-138520 HDZ – Historic Design Review approval for Phase 1 of security and deferred maintenance projects;
- PC 06-173417 – Pre-Application Conference for security and deferred maintenance projects;
- LU 07-137990 HDZ – Historic Design Review approval for Phase 2 of security and deferred maintenance projects
- EA 13-162228 APPT – Early Assistance Appointment related to current proposal; and
- EA 13-200312 DAR – Design Advice Request with the Historic Landmarks Commission for the current proposal.
- EA 14-139549 PC – Pre-Application Conference for the current proposal.
- LU 14-249689 DM – Demolition Review approval for demolition of Reservoir 3, Reservoir 4, and the Weir Building.

Agency Review: A “Request for Response” was mailed **June 30, 2015**.

The **Bureau of Environmental Services** responded with the following comment: “BES will provide a complete review of the proposed project under Land Use 15-169656 CU EN TR, which is currently under review. While BES does typically review and provide comment for Historic Reviews of this complexity, the Conditional Use and Environmental reviews would be a more appropriate format for BES comment.

BES does not have any specific approval criteria for Historic Reviews but provides comment to evaluate whether proposals meet the requirements of the Stormwater Management and Sewer Design Manuals. The planner and applicant should note that potentially required BES changes to current storm or sanitary facility proposals could have implications on the design approved within this review.” Please see Exhibit E-1 for additional details.

The following Bureaus have responded with no issues or concerns:

- Water Bureau
- Life Safety Division of BDS
- Fire Bureau
- Bureau of Transportation Engineering

Neighborhood Review: A Notice of Proposal in Your Neighborhood was mailed on July 21, 2015. At the time of the first staff report, dated July 31, 2015, no written responses had been received from either the Neighborhood Association or notified property owners in response to the proposal.

Procedural History: The initial Historic Landmarks Commission hearing for this proposal was held on August 10, 2015. BDS staff introduced the proposal and recommended the Historic Landmarks Commission approve the proposal with one condition related to archaeological discovery. The applicant presented the proposal and received questions and suggestions for revisions from the Commission. The Commission requested additional information regarding the

status of the Memorandum of Agreement with the State Historic Preservation Office, the landslide mitigation and stormwater retention requirements that resulted in the proposed depth and size of the reflecting pool at Reservoir 4, assurance that the new reservoir will sustain seismic activity, durability of metal bench finishes and amber colored glass interpretive materials, and a response to the public's concerns about Radon. Some of these issues are addressed in the findings below based on the applicant's response (see Exhibits H-16 and H-17); however, some of these requests are not applicable with regard to the approval criteria for this application. Staff notes that the Commission's concerns regarding seismic susceptibility of the new structure are not applicable to the approval criteria; however this concern is addressed by the proposal's requirement to meet the applicable Building Codes appropriate to the risk level. Likewise, the potential for increased levels of radon is also not applicable to the approval criteria; however, the applicant has provided information addressing this concern. The Commission also requested changes to the proposal including removal of the gabled roof at Pump House 1, revision of the weir and pool bottom design at Reflecting Pool 3, and replacement of all existing doors on contributing resources with the two-panel design. The Water Bureau's responses to these requests are addressed in the findings below, based on the applicant's response, dated August 24, 2015 (see Exhibits H-16 and H-17).

The following individuals provided public testimony on August 10, 2015:

1. Annie Mahoney, CSB member, provided oral and written testimony in support of the proposal. See Exhibit H-9.
2. Nancy Seton, Southwest Hills Residential League, provided oral testimony in support.
3. Eric Nagle, Arlington Height Neighborhood Association CSB Member, provided oral testimony in support.
4. RoseMarie Opp, provided oral testimony in opposition and requested the record be held open.
5. Scott Fernandez, provided oral and written testimony in opposition. See Exhibit H-10
6. Dee White, provided oral testimony in opposition.
7. John Czarnecki, provided oral and written testimony in opposition. See Exhibit H-11.
8. Teresa Roberts, provided oral testimony in opposition.

The record was held open for a period of two weeks, ending at 4:30pm on August 24, 2015. Additional evidence was submitted; see Exhibits H-12 through H-19. The period for responses to new evidence ended at 4:30pm on August 31, 2015; no responses were received. The applicant rebuttal period was set to end at 4:30 pm on September 7, 2015, but was extended 24 hours due to the Labor Day holiday and therefore ended at 4:30pm on September 8, 2015. At the August 10, 2015 hearing, a return hearing date of September 14, 2015 was established; however this date was later requested by the applicant to be rescheduled to October 26, 2015; see Exhibit H-20. The Portland Water Bureau provided a rebuttal response on September 4, 2015; see Exhibit H-21.

ZONING CODE APPROVAL CRITERIA

Chapter 33.846.060 - Historic Resource Review

Purpose of Historic Resource Review

Historic Resource Review ensures the conservation and enhancement of the special characteristics of historic resources.

Historic Resource Review Approval Criteria

Requests for Historic Resource Review will be approved if the review body finds the applicant has shown that all of the approval criteria have been met.

Findings: The site is within the Washington Park Reservoirs Historic District and the proposal is for non-exempt treatment. Therefore Historic Resource Review approval is required. The approval criteria are those listed in *33.846.060 G – Other Approval Criteria*.

Staff has considered all guidelines and addressed only those applicable to this proposal.

33.846.060 G - Other Approval Criteria

1. Historic character. The historic character of the property will be retained and preserved. Removal of historic materials or alteration of features and spaces that contribute to the property's historic significance will be avoided.

Findings: The proposal includes the demolition of Reservoir 3 and Reservoir 4, both constructed in 1894, as well as the Weir Building, constructed in 1946. These three structures are designated contributing resources in the Washington Park Historic District and were approved for demolition by Portland City Council on June 25, 2015. During that review, City Council determined that the City's responsibility to provide the basic service of clean drinking water, combined with the compromised integrity of the reservoirs due to continuing geologic pressures, as well as the proposed restoration of the remaining contributing resources and proposed interpretive work outweighed the feasibility of preserving the basins and Weir Building as originally constructed. As such, this review assumes the loss of those identified resources as a fact already established and instead focuses on the development that will replace those resources.

With regard to the eight contributing resources to remain, as well as the site itself, the applicant has made significant efforts toward preserving the historic character of the site. One of these efforts is the retention of visible water, particularly adjacent to the historic dams and gatehouses, as was impressed by the Community Sounding Board and the Historic Landmarks Commission during preliminary design development. At the location of Reservoir 3, a new buried reservoir will be constructed with a cascading reflecting pool with approximately the same outline as the historic Reservoir 3. The cascade is necessary as the top of the buried reservoir will be higher than the current water surface and the intent is to have the water adjacent to the dam and gatehouse reflect the elevation of historic water levels in Reservoir 3.

At the August 10, 2015 hearing the Commission expressed concerns about the combed weirs along the tier edges, stating a preference for a smooth infinity edge, and also expressing concerns about the sound of cascading water. They also expressed concerns about the proposed naturalistic design of the reflecting pools which were proposed to have a river stone bottom with a granite veneer at the tier edges. The applicant responded stating that the combed weirs reduce the amount of water flowing over the edges, thus reducing the total amount of water required to circulate through the system and eliminating the need to have additional pumps and equipment on site. PWB indicated that the equipment necessary to circulate 6,000 gallons per minute (gpm), as is proposed with the combed weirs, can be housed within Gatehouse 3; however, a smooth weir would require 20,000 gpm to be circulated which would require additional equipment, potentially requiring a new structure to be built on the site. PWB also noted the reduced volume of water flowing over the combed weirs results in a quieter waterfall whereas a smooth weir would result in an increased volume of water and therefore a louder waterfall. PWB provided comments from their public outreach events indicating public support for the sound of a waterfall to drown out city noise, thus enhancing visitors' connection to nature. PWB has also indicated that the finish of the reflecting pool has been revised from river stone and granite to a dark gray concrete with rough finish in response to Commission concerns; however no revised drawings were provided. Therefore, a condition of approval requiring a dark gray concrete with rough texture for the reflecting pools has been suggested to capture this revision.

Significant restoration work is proposed including extensive repair work on the historic concrete structures including the dams, parapet walls and balustrades, gatehouses, urns, Pump Station 1, and the Drinking Fountain. Historic fencing will be preserved along the

south side of Reservoir 4, rehabilitated along the dam edge of Reservoir 4, and modified around the rebuilt perimeter of the reflecting pool at Reservoir 3. Windows and more appropriate doors will be returned to the gatehouses and Pump House 1. Historic light posts and fixtures will also be reconstructed at the ends of the Dams and along the reflecting pool perimeters; where existing, historic light posts and fixtures will be rehabilitated and equipped for electric lighting. Existing non-historic lighting will be removed and relatively modest new fixtures will be installed to provide sufficient lighting and highlight areas of interest.

With the condition of approval that the finish of the reflecting pools, shown to have granite weir edges and river stone bottoms, be revised to rough-textured dark gray concrete, this criterion is met.

2. Record of its time. The historic resource will remain a physical record of its time, place, and use. Changes that create a false sense of historic development, such as adding conjectural features or architectural elements from other buildings will be avoided.

Findings: The demolition of Reservoir 3 and Reservoir 4 are significant changes proposed to the site. As such, ensuring that the site remained a record of its time has been a primary concern from the beginning of the design development. As noted above, significant preservation and restoration work is proposed on the contributing resources to remain. In addition, interpretation of the historic structures into the new development has also received much consideration. The footprint of Reservoir 3 will be recreated with the footprint of the new reflecting pool, with historic fencing modified to continue the historic character while providing better views across the water. The historic footprint of Reservoir 4 will be marked across the western hillside with 4" x 4" x 4'-0" amber glass markers. The dam and parapet walls and fencing of Reservoir 4 will remain along the southern and eastern edges. Historic lighting will be rehabilitated and recreated to restore the historic character of the site.

A new interpretation program will be introduced to the site, which will help ensure the site will remain a record of its time and place with the system by telling the history of the Bull Run water delivery system and the historic reservoirs. This interpretation program will help the site convey its significance to the development of the City of Portland in a way that the resources themselves have not. This educational component will help foster future stewardship of the site and the historic resources to remain, as well as the water system itself. The historic use of the site will continue as a new buried reservoir will hold water for distribution to the west side of the river, and Pump House 1 will continue to operate, as will below grade conduits for distribution.

Staff notes that some of this rehabilitation work and interpretive elements are captured within the Memorandum of Agreement between the SHPO and the Water Bureau, therefore ensuring that an additional governmental agency besides the City of Portland will have some degree of oversight on the proposed redevelopment.

This criterion is met.

3. Historic changes. Most properties change over time. Those changes that have acquired historic significance will be preserved.

Findings: While the Weir Building was a later addition to the site and was designated a contributing resource, City Council found that its removal was justified in that the resource itself was of lesser significance and architectural quality than other resources on the site and its removal would allow construction work to occur with minimal disturbance to other cultural and environmental resources.

Other later additions, specifically the non-historic lighting are not considered to be historically significant and their removal and replacement with more appropriate light fixtures will enhance the historic character of the site.

This criterion is met.

4. Historic features. Generally, deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement, the new feature will match the old in design, color, texture, and other visual qualities and, where practical, in materials. Replacement of missing features must be substantiated by documentary, physical, or pictorial evidence.

Findings: The proposal includes restoration of deteriorated historic features including concrete parapets, dams, buildings, urns, and fountain as well as metal fencing and light posts. The applicant has indicated that the materials will be restored, and only in cases where restoration is not feasible, will replacement be pursued. Concrete elements will be restored using historical documentation and existing intact elements as a basis for design. Elements to be replaced, including 3-fixture light posts and Pump Station windows will be recreated using historical documents of the originals and existing intact windows, respectively. New features will match the originals in design, color, texture, and materials.

This criterion is met.

5. Historic materials. Historic materials will be protected. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials will not be used.

Findings: The applicant has indicated that no inappropriate treatments, which might damage historic material, will be used in the cleaning of the eight contributing resources to remain.

This criterion is met.

6. Archaeological resources. Significant archaeological resources affected by a proposal will be protected and preserved to the extent practical. When such resources are disturbed, mitigation measures will be undertaken.

Findings: The applicant submitted the results of a pedestrian archaeological survey which concluded that the project is unlikely to yield archaeological resources because the landforms are too old, too steep, and/or too modified. The survey also concluded that near-surface cultural resources could be discovered in low-slope areas east of the reservoirs and suggested that excavation be monitored by a professionally-trained archaeologist. The applicant has been working with the State Historic Preservation Office in the development of a Memorandum of Agreement (MOA) and has indicated that the Water Bureau will follow the recommendations of the "Inadvertent Discovery Plan" which will be included in the MOA. To ensure oversight of the protection of potential resources, staff suggests that a professionally-trained archaeologist should monitor excavation activities in low-slope areas east of the reservoirs.

With the condition of approval that a professionally-trained archaeologist monitors excavation activities in low-slope areas east of the reservoirs, this criterion is met.

7. Differentiate new from old. New additions, exterior alterations, or related new construction will not destroy historic materials that characterize a property. New work will be differentiated from the old.

Findings: The demolition of Reservoir 3, Reservoir 4, and the Weir Building was approved by Portland City Council on June 25, 2015. As such, this review assumes the loss of those identified resources as a fact already established and instead focuses on the development that will replace those resources. Exterior alterations, including the restoration of historically-appropriate windows and light posts and fixtures will not destroy historic materials. The modifications to reduce the height of the historic fencing around the upper reflecting pool will help to differentiate the portions of removed historic parapet as the shorter fence will only be located at the entirely new portions of the upper reflecting pool, while the fencing will remain at its historic height along Dam 3 and along the preserved portions of the parapets walls at Reservoir 4.

Likewise, the new walkways, seating, and contemporary lighting will be differentiated from the historic features in their compatibly modest but contemporary design as well as through the integration of interpretive elements within these new features. The reflecting pools will be clearly new in that they cannot hold the same depth of water as the historic basins to be removed.

This criterion is met.

9. Preserve the form and integrity of historic resources. New additions and adjacent or related new construction will be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic resource and its environment would be unimpaired.

Findings: As noted above, Portland City Council approved the demolition of Reservoir 3, Reservoir 4, and the Weir Building on June 25, 2015, therefore their removal is considered a fact already established. Eight historic resources are proposed to remain: Dam 3, Gatehouse 3, Dam 4, Gatehouse 4, Pump House 1, Generator House, Water Fountains. With regard to these eight historic resources, rehabilitation work is proposed for all except the 2nd water fountain which is considered a remnant of its original condition and is currently out of public view. The essential form and integrity of the other historic resources will remain as the proposed treatments, in addition to repair, will be relatively cosmetic, such as the installation of new windows or doors where the originals have already been replaced, and the introduction of interpretive materials integrated into new surfaces such as the Dam 3 walkway, at the top of the Grand Stairway, and at the new retaining wall and restored hillside.

As noted above, the historic fence around Reservoir 3 will be shortened from its original height of 5' to 6' above the parapet to approximately 3'-0" above the parapet. As stated under the findings for #7 *Differentiate New from Old* above, this reduced height will enable better views across the water, and more importantly, will help identify the newer portions of the redevelopment as the shortened fence will only appear at entirely new portions of parapet wall at the upper reflecting pool, while the fence will be rehabilitated at its original height along rehabilitated portions of the parapets, such as at Dam 3 and along the south and east sides of the lower reflecting pool. Staff believes that the height reduction is therefore appropriate as it helps to demarcate this change.

At the August 10, 2015 hearing, the Commission questioned why the Water Bureau proposed to retain the non-historic gabled roof at Pump House 1 and suggested that if it was not structurally necessary the Water Bureau should remove the gabled roof as it detracted from the historic character of Pump House 1. These revisions are captured within the revised drawings submitted on August 24, 2015; see Exhibit H-17.

Some members of the Commission expressed concern about the reduction of surface water at the Reservoir 4 reflecting pool. The Water Bureau provided a response explaining that

the amount of soil required to curb the movement of the landslide is based on a geotechnical calculation, resulting in the slope proposed. The Water Bureau indicated that the proposed stormwater retention facility is designed to accommodate runoff, overflows from Reservoir 3, and drainage requirements, and that increasing the width of the reflecting pool would reduce the restored hillside's efficacy while increasing the depth of the pool would require fencing along the walkway, which would reduce the desired naturalistic feeling of this area.

This criterion is met.

8. Architectural compatibility. New additions, exterior alterations, or related new construction will be compatible with the resource's massing, size, scale, and architectural features. When retrofitting buildings or sites to improve accessibility for persons with disabilities, design solutions will not compromise the architectural integrity of the historic resource.

10. Hierarchy of compatibility. Exterior alterations and additions will be designed to be compatible primarily with the original resource, secondarily with adjacent properties, and finally, if located within a Historic or Conservation District, with the rest of the district. Where practical, compatibility will be pursued on all three levels.

Findings for 8 and 10: The proposed alterations to the contributing resources to remain are compatible with the massing, size, scale, and architectural features of the resources. For the most part, the alterations restore elements of the buildings which have been compromised in the past, including the reintroduction of historically appropriate wood windows at Pump House 1 designed to match existing original windows. The new windows will serve as shadow boxes with interpretive materials behind the glazing. Views to the interior of the Pump House, which features the original pump "Thumper" will be accommodated at the east façade where the grading will be modified to provide access to all at this window.

The metal doors at the gatehouses are non-historic metal doors and were installed for security reasons. These doors will be replaced with new more historically-appropriate doors; however the material will be constructed of metal to ensure proper security.

At the August 10, 2015 hearing, the Commission suggested that all of the doors on the contributing resources should be replaced to match the doors proposed for the gatehouses. The applicant is now proposing the more appropriate two-panel doors to be installed at Pump House 1 but notes that the door on the Generator Building cannot be replaced because it serves as a louver to provide the required ventilation for this building.

In addition to restoration of historic light posts and the conversion of these fixtures from gas to electric, new light fixtures are also proposed. At the paths around the new lower reflecting pool, these new light fixtures include tall post lights and matching bollards of modest contemporary design which are relatively visually unobtrusive. Lighting is also proposed at the underside of stair railings at the rebuilt Grand Stairway for a subtle effect. Uplighting is also proposed at the gatehouse entrances, at Pump House 1, and at the face of Dam 3 to highlight contributing resources, as well as the new retaining wall featuring interpretive materials. Subtle recessed wall lights will also supplement the historic light fixtures around the new upper reflecting pool and at the south end of the lower reflecting pool. Generally, historic light fixtures will be restored, with new relatively subtle contemporary fixtures used to provide sufficient lighting for security and highlight points of interest.

In general, the proposal will result in amenities that are compatible in both design and purpose with the historic site's setting in a public park. The proposed reflecting pools, habitat area, restored historic resources, interpretive materials, and enhanced paths and

seating areas are all visually and functionally compatible with the Washington Park Reservoirs Historic District and the broader Washington Park.

At the August 10, 2015 hearing, the Commission questioned the durability and heat transference potential of the proposed metal seating. The applicant has provided additional information on the quality of the metal benches indicating that the metal rods will have a highly-durable coating and that the spacing between the rods and the now-proposed charcoal gray color will help to minimize the transfer of heat. The commission also expressed concerns about the potential for skateboards causing potential damage to the new improvements. The applicant has indicated that the cobblestone paving will serve as an inherent deterrent to skateboard activity.

The Commission also questioned the durability of the amber glass proposed for the interpretive elements. The applicant has provided information indicating the proposed glass will be the most durable of alternatives considered, particularly for resistance to weather and vandalism. The proposed 4" x 4" vertical markers will have rounded corners and will be protected with a military-grade clear coating that will ensure easy maintenance and impact resistance. The glass blocks in the retaining wall will be easy to clean and maintain, as well as relatively easy to replace, if necessary. The windows at Pump House 1 are proposed to be tempered glass which are impact resistant and can also be easily replaced if broken. The information submitted by the applicant on August 24, 2015 suggests that the interpretive information at the Pump House shadowbox windows could be sandwiched between two panes of tempered glass with an amber colored film applied on the back surface of the glass. However, staff believes that the original proposal, showing an interpretive display set at the back of the shadowbox windows would be the better solution provided the interpretive display was constructed of amber glass and the window panes in the windows were constructed of tempered glass; this would provide a clear view through the glass to a display that matches the other displays on site with regard to materiality. To clarify this as the preferred proposal, staff has included a condition of approval.

With the condition of approval that the Pump House 1 shadowbox windows will feature clear tempered glass window panes with an amber glass interpretive display set behind the windows, these criteria are met.

DEVELOPMENT STANDARDS

Unless specifically required in the approval criteria listed above, this proposal does not have to meet the development standards in order to be approved during this review process. The plans submitted for a building or zoning permit must demonstrate that all development standards of Title 33 can be met, or have received an Adjustment or Modification via a land use review prior to the approval of a building or zoning permit.

CONCLUSIONS

With consideration of this proposed replacement development concept, City Council, on June 25, 2015, approved the demolition of Reservoir 3, Reservoir 4, and the Weir Building, all contributing resources in the Washington Park Reservoirs Historic District. The proposed design has been developed through the cooperation of the Portland Water Bureau with a Community Sounding Board, as well as through Design Advice with the Historic Landmarks Commission. Those early agreed-upon concepts have been further developed and are here presented for final approval. As noted in the above findings, significant restoration work is proposed to the contributing resources to remain, including at the south and east parapet walls at Reservoir 4, fencing and lighting, gatehouses and dams, and Pump House 1, and the drinking fountain. Additional site work is proposed to widen the paths around the new reflecting pools with supplemental lighting and

seating which will make the district more inviting to all. New integrated interpretive materials will help tell the story of the Bull Run water delivery system and the reservoirs, ensuring that the significance of the site can be easily conveyed to all who may visit. The purpose of the Historic Resource Review process is to ensure that additions, new construction, and exterior alterations to historic resources do not compromise their ability to convey historic significance. This proposal meets the applicable Historic Resource Review criteria and therefore warrants approval.

TENTATIVE STAFF RECOMMENDATION

(May be revised upon receipt of new information at any time prior to the Historic Landmarks Commission decision)

Approval of new development and alterations within the Washington Park Reservoirs Historic District, including:

- A new reflecting pool to be constructed on top of a new buried reservoir and in approximately the same location as the existing contributing Reservoir 3, proposed for demolition;
- A new reflecting pool and habitat/stormwater filtration area at the existing contributing Reservoir 4, proposed for demolition;
- Removal of the contributing Weir Building;
- Restoration work on Dam 3, Dam 4, Gatehouse 3, Gatehouse 4, Pump House 1, Drinking Fountain 2;
- Construction of new widened paths with lighting and removal on non-historic lighting;
- Restoration of the Olmsted View and the west slope of the hillside; and
- Introduction of interpretive signage.

This approval is subject to the following conditions:

- A. As part of the building permit application submittal, the following development-related conditions (B **through D**) must be noted on each of the 4 required site plans or included as a sheet in the numbered set of plans. The sheet on which this information appears must be labeled "ZONING COMPLIANCE PAGE - Case File LU 15-169671 HR." All requirements must be graphically represented on the site plan, landscape, or other required plan and must be labeled "REQUIRED."
- B. To ensure oversight of the protection of potential resources a professionally-trained archaeologist shall monitor excavation activities in low-slope areas east of the reservoirs.

C. The finish of the reflecting pools, shown to have granite weir edges and river stone bottoms, shall be revised to rough-textured dark gray concrete.

D. The Pump House 1 shadowbox windows shall feature clear tempered glass window panes with an amber glass interpretive display set behind the windows.

Procedural Information. The application for this land use review was submitted on May 12, 2015, and was determined to be complete on Jun 19, 2015.

Zoning Code Section 33.700.080 states that Land Use Review applications are reviewed under the regulations in effect at the time the application was submitted, provided that the application is complete at the time of submittal, or complete within 180 days. Therefore this application was reviewed against the Zoning Code in effect on May 12, 2015.

ORS 227.178 states the City must issue a final decision on Land Use Review applications within 120-days of the application being deemed complete. The 120-day review period may be waived or

extended at the request of the applicant. In this case, the applicant requested that the 120-day review period be extended 245 days as stated with (Exhibit A-9). Unless further extended by the applicant, **the 120 days will expire on: June 18, 2016.**

Some of the information contained in this report was provided by the applicant.

As required by Section 33.800.060 of the Portland Zoning Code, the burden of proof is on the applicant to show that the approval criteria are met. The Bureau of Development Services has independently reviewed the information submitted by the applicant and has included this information only where the Bureau of Development Services has determined the information satisfactorily demonstrates compliance with the applicable approval criteria. This report is the recommendation of the Bureau of Development Services with input from other City and public agencies.

Conditions of Approval. If approved, this project may be subject to a number of specific conditions, listed above. Compliance with the applicable conditions of approval must be documented in all related permit applications. Plans and drawings submitted during the permitting process must illustrate how applicable conditions of approval are met. Any project elements that are specifically required by conditions of approval must be shown on the plans, and labeled as such.

These conditions of approval run with the land, unless modified by future land use reviews. As used in the conditions, the term “applicant” includes the applicant for this land use review, any person undertaking development pursuant to this land use review, the proprietor of the use or development approved by this land use review, and the current owner and future owners of the property subject to this land use review.

This report is not a decision. The review body for this proposal is the Historic Landmarks Commission who will make the decision on this case. This report is a recommendation to the Historic Landmarks Commission by the Bureau of Development Services. The review body may adopt, modify, or reject this recommendation. The Historic Landmarks Commission will make a decision about this proposal at the hearing or will grant a continuance. Your comments to the Historic Landmarks Commission can be mailed c/o the Historic Landmarks Commission, 1900 SW Fourth Ave., Suite 5000, Portland, OR 97201 or faxed to 503-823-5630.

You will receive mailed notice of the decision if you write a letter received before the hearing or testify at the hearing, or if you are the property owner or applicant. This Staff Report will be posted on the Bureau of Development Services website. Look at www.portlandonline.com. On the left side of the page use the search box to find Development Services, then click on the Zoning/Land Use section, select Notices and Hearings. Land use review notices are listed by the District Coalition shown at the beginning of this document. You may review the file on this case at the Development Services Building at 1900 SW Fourth Ave., Suite 5000, Portland, OR 97201.

Appeal of the decision: The decision of the Historic Landmarks Commission may be appealed to City Council, who will hold a public hearing. If you or anyone else appeals the decision of the Historic Landmarks Commission, City Council will hold an evidentiary hearing, one in which new evidence can be submitted to them. Upon submission of their application, the applicant for this land use review chose to waive the 120-day time frame in which the City must render a decision. This additional time allows for any appeal of this proposal to be held as an evidentiary hearing.

Who can appeal: You may appeal the decision only if you write a letter which is received before the close of the record on hearing or if you testify at the hearing, or if you are the property owner or applicant. Appeals must be filed within 14 days of the decision. **An appeal fee of \$5,000.00 will be charged (one-half of the BDS application fee, up to a maximum of \$5,000.00).**

Appeal Fee Waivers: Neighborhood associations recognized by the Office of Neighborhood Involvement may qualify for a waiver of the appeal fee provided that the association has standing to appeal. The appeal must contain the signature of the Chair person or other person authorized by the association, confirming the vote to appeal was done in accordance with the organization's bylaws.

Neighborhood associations, who wish to qualify for a fee waiver, must complete the Type III Appeal Fee Waiver Request for Organizations Form and submit it prior to the appeal deadline. The Type III Appeal Fee Waiver Request for Organizations Form contains instructions on how to apply for a fee waiver, including the required vote to appeal.

Recording the final decision.

If this Land Use Review is approved the final decision must be recorded with the Multnomah County Recorder. A few days prior to the last day to appeal, the City will mail instructions to the applicant for recording the documents associated with their final land use decision.

- A building or zoning permit will be issued only after the final decision is recorded.

The applicant, builder, or a representative may record the final decision as follows:

- By Mail: Send the two recording sheets (sent in separate mailing) and the final Land Use Review decision with a check made payable to the Multnomah County Recorder to: Multnomah County Recorder, P.O. Box 5007, Portland OR 97208. The recording fee is identified on the recording sheet. Please include a self-addressed, stamped envelope.
- In Person: Bring the two recording sheets (sent in separate mailing) and the final Land Use Review decision with a check made payable to the Multnomah County Recorder to the County Recorder's office located at 501 SE Hawthorne Boulevard, #158, Portland OR 97214. The recording fee is identified on the recording sheet.

For further information on recording, please call the County Recorder at 503-988-3034
For further information on your recording documents please call the Bureau of Development Services Land Use Services Division at 503-823-0625.

Expiration of this approval. An approval expires three years from the date the final decision is rendered unless a building permit has been issued, or the approved activity has begun.

Where a site has received approval for multiple developments, and a building permit is not issued for all of the approved development within three years of the date of the final decision, a new land use review will be required before a permit will be issued for the remaining development, subject to the Zoning Code in effect at that time.

Zone Change and Comprehensive Plan Map Amendment approvals do not expire.

Applying for your permits. A building permit, occupancy permit, or development permit may be required before carrying out an approved project. At the time they apply for a permit, permittees must demonstrate compliance with:

- All conditions imposed herein;
- All applicable development standards, unless specifically exempted as part of this land use review;
- All requirements of the building code; and
- All provisions of the Municipal Code of the City of Portland, and all other applicable ordinances, provisions and regulations of the City.

Planner's Name: Hillary Adam
Date: October 16, 2015

EXHIBITS
NOT ATTACHED UNLESS INDICATED

- A. Applicant's Statement:
 - 1. Narrative
 - 2. Appendix A – Historic Site Context
 - 3. Appendix B – Design Proposal: District Redevelopment & Historic Preservation Plan
 - 4. Appendix C – Design Proposal: Drawings
 - 5. National Register Nomination
 - 6. Exterior Building Assessment
 - 7. Archaeological Investigation of the Washington Park Project Area
 - 8. Pre-Application Conference Summary
 - 9. 120-day waiver
 - 10. Email from Tom Carter, June 19, 2015, requesting the application be deemed complete
 - 11. Completeness Response and Revised Table of Contents, dated July 1, 2015
 - 12. Revised Appendix B sheets (pg. 5, 6, 7, 8, and 10), received July 1, 2015
 - 13. Revised Appendix C, received July 1, 2015
 - 14. New Appendix H – Specifications and Manufacturer's Cutsheets
 - 15. Email from Tom Carter, July 28, 2015, clarifying Reservoir 4 parapet treatment
- B. Zoning Map (attached):
 - 1. Existing Zoning
 - 2. Proposed Zoning
- C. Plans & Drawings:
 - 1. Cover Sheet
 - 2. Table of Contents
 - 3. Table of Contents
 - 4. Introduction Cover Sheet
 - 5. Site Aerial
 - 6. Contributing Resources
 - 7. Project Drivers
 - 8. Project Objectives – Visible Layer
 - 9. Project Objectives – Invisible Layer
 - 10. Design Proposal Framework
 - 11. Preservation Actions
 - 12. Design Proposal: WPR Upper Site Cover Sheet
 - 13. Upper Site Aerial Locator
 - 14. Infrastructure + Earthwork – Buried Drinking Water Reservoir
 - 15. Infrastructure + Earthwork – Sub-Surface Features
 - 16. Infrastructure + Earthwork – Access Hatches in the Alcoves
 - 17. Contributing Resources – Gate House 3
 - 18. Contributing Resources – Dam 3 (revised August 10, 2015)
 - 19. Perimeter Fence + Entries – Sherwood Drive Entry
 - 20. Perimeter Fence + Entries – Grand Stairway
 - 21. Perimeter Fence + Entries – Grand Stairway cont.
 - 22. Perimeter Fence + Entries – Gate House 3 Area Entry Gate
 - 23. Landscape Features – Upper Reflecting Pool Promenade
 - 24. Landscape Features – Gate House 3 Plaza and Cascade Stairway
 - 25. Landscape Features – Gate House 3 Plaza and Cascade Stairway cont.
 - 26. Landscape Features – Upper Reflecting Pool Promenade Alcoves
 - 27. Landscape Features – Story Wall

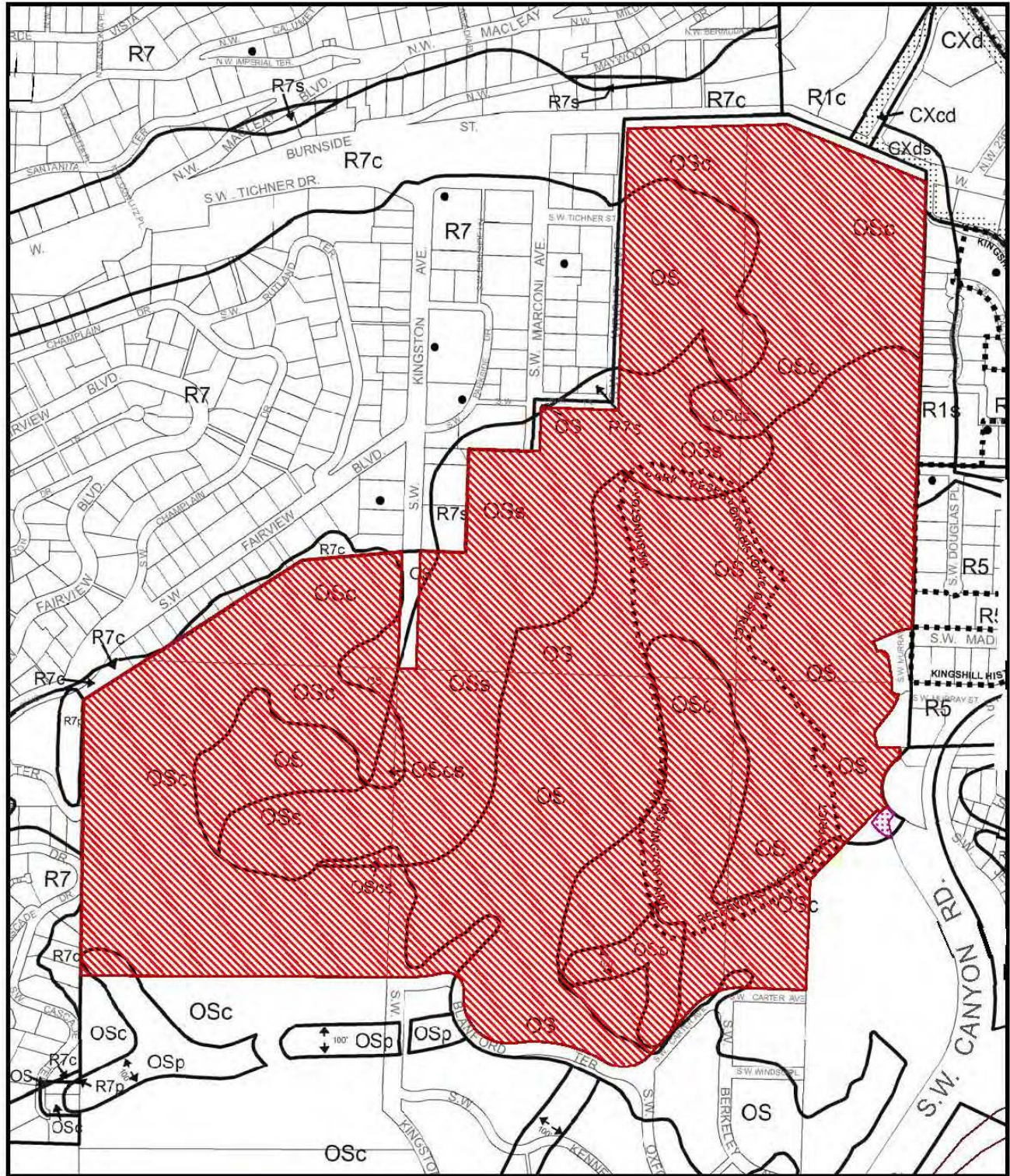
28. Landscape Features – Upper Reflecting Pool
29. Landscape Features – Upper Reflecting Pool cont.
30. Design Proposal: WPR Lower Site Cover Sheet
31. Lower Site Aerial Locator
32. Infrastructure +Earthwork – Fill at Reservoir 4
33. Infrastructure +Earthwork – Fill at Reservoir 4 cont.
34. Contributing Resources – Pump Station 1
35. Contributing Resources – Dam 4 (revised August 10, 2015)
36. Contributing Resources – Gate House 4 (revised August 10, 2015)
37. Contributing Resources – Drinking Fountains
38. Landscape Features – Dam 3 East Entry Plaza
39. Landscape Features – Lower Reflecting Pool Promenade
40. Landscape Features – Nighttime Perspective
41. Landscape Features – Retaining Wall at Generator Building
42. Landscape Features – Spillway (revised August 10, 2015)
43. Landscape Features – Lower Reflecting Pool
44. Landscape Features – Lowland Habitat
45. Landscape Features – Lowland Habitat
46. Landscape Features – Screen Fence & Gate at Chlorination Building
47. Process Cover Sheet
48. Review Criteria
49. National Register Areas of Significance
50. SHPO Process
51. Contributing Historic Resources
52. Contributing Historic Resources
53. Appendix B Cover Sheet
54. Table of Contents
55. Site Plan Rendering
56. Site Features and Interventions
57. Remaining Contributing Resources
58. Mitigation Themes
59. Material Concept Plan – Upper Reflecting Pool
60. Material Concept Plan – Lower Reflecting Pool
61. Lighting Concept Plan – Upper Reflecting Pool
62. Lighting Concept Plan – Lower Reflecting Pool
63. Interpretive Concept
64. Interpretive Concept – Site Overview
65. Planting Concept – Upper Reflecting Pool
66. Planting Concept – Lower Reflecting Pool
67. Site Rendering Key
68. View from Grand Stairway
69. View of Gate House 3 Plaza
70. View from Dam 3
71. View from Olmsted City Vista
72. Evening View of Lower Reflecting Pool, Pump Station 1, and Dam 3
73. Appendix C Cover Sheet
74. Drawing List
75. Site Layout Overall Plan
76. Site Layout Area A Plan
77. Site Layout Area B Plan
78. Upper Reflecting Pool Section
79. Lower Reflecting Pool Section
80. Lighting Area A Plan
81. Lighting Area B Plan
82. Lighting Schedule
83. Dam 3 Plan (revised August 10, 2015)

84. Dam 3 Baluster Repair Details
 85. Dam 3 Repair Details
 86. Gate House 3 North & East Elevations
 87. Gate House 3 South & West Elevations
 88. Gate House Concrete Repair Elevations
 89. Gate House Entry Stair
 90. Gate House 3 Roof Plan
 91. Gate House 3 Door Details
 92. Gate House 3 Window Details
 93. Dam 4 Plan (revised August 10, 2015)
 94. Dam 4 Elevation
 95. Dam 4 Baluster Repair Details
 96. Dam 4 Repair Details
 97. Gate House 4 North & East Elevations
 98. Gate House 4 South & West Elevations
 99. Gate House 4 Concrete Repair Elevations (revised August 10, 2015)
 100. Gate House 4 Roof Plan
 101. Gate House 4 Door Details
 102. Gate House 4 Window Details
 103. Pump Station 1 South & West Elevations (revised August 24, 2015)
 104. Pump Station 1 North & East Elevations (revised August 24, 2015)
 105. Pump Station 1 South & West Concrete Repair Elevations (revised August 24, 2015)
 106. Pump Station 1 North & East Concrete Repair Elevations (revised August 24, 2015)
 107. Pump Station 1 Door Details
 108. Pump Station 1 Window Details 1
 109. Pump Station 1 Window Details 2
 110. Cascade Stair Section
 111. Promenade walkway Plan and Elevations
 112. Promenade Walkway Section
 113. Grand Stairway Plan & Elevation
 114. Reservoir Stair Access Hatch Details
 115. Reservoir Equipment Access Hatch Details
 116. Gate House 3 Roll Gate Details
 117. Single Bulb Restoration Elevations
 118. Triple Bulb Restoration Details
 119. Walkway Details
 120. Rehabilitated & Modified Historic Fence Plans & Elevations
 121. Historic Fountain Repair Details
- D. Notification information:
1. Request for response
 2. Posting letter sent to applicant
 3. Notice to be posted
 4. Applicant's statement certifying posting
 5. Map for Posting Notices
 6. Mailing list
 7. Mailed notice
- E. Agency Responses:
1. Bureau of Environmental Services
 2. Water Bureau
 3. Life Safety Division of BDS
- F. Letters: none
- G. Other:
1. Original LUR Application
 2. Incomplete Letter, dated June 11, 2015
 3. Staff Report and Recommendation, dated July 31, 2015
 4. Applicant Drawing Packet for August 10, 2015 hearing

H. Hearing:

1. Staff Presentation, dated August 10, 2015
2. John Czarnecki, on August 10, 2015, wrote in opposition to the proposed reduction in the visible water at reservoir 4.
3. RoseMarie Opp, on August 10, 2015, wrote in opposition to the proposal.
4. RoseMarie Opp, on August 10, 2015, wrote in opposition, stating that Goal 9: Citizen Involvement had not been met.
5. Mark Bartlett, on August 10, 2015, wrote in opposition, questioning the Water Bureau's right to undertake the proposed development.
6. Applicant Presentation, dated August 10, 2015
7. Applicant Replacement Sheets for August 10, 2015 Drawing Packet
8. Testifier Sign-In sheet for August 10, 2015 hearing
9. Scott Fernandez, on August 10, 2015, submitted written testimony in opposition
10. Annie Mahoney, on August 10, 2015, submitted written testimony in support
11. John Czarnecki, on August 10, 2015, submitted written testimony in opposition
12. Mark Bartlett, on August 14, 2015, wrote in opposition
13. RoseMarie Opp, on August 17, 2015, wrote in opposition
14. Mary Beth Grover, State Historic Preservation Office, on August 21, 2015, provided the signed Memorandum of Agreement between the State historic Preservation Office and the Portland Water Bureau
15. RoseMarie Opp, on August 24, 2015, wrote in opposition and provided previously submitted testimony for LU 14-249689 DM
16. Carmen Nale, on behalf of Tom Carter & Teresa Elliott, Portland Water Bureau, on August 24, 2015, provided new testimony in response to the August 10, 2015 requests of the Historic Landmarks Commission
17. Carmen Nale, on behalf of Tom Carter & Teresa Elliott, Portland Water Bureau, on August 24, 2015, provided new testimony in response to the requests of the Historic Landmarks Commission, including revised drawings, the Memorandum of Agreement, information on the metal bench and cast glass coatings, City Council's Findings and Conclusion for LU 14-249689 DM, and PWB information on radon
18. Scott Fernandez, on August 24, 2015, wrote in opposition, and provided historical slide movements data, an engineering drawing of the reservoirs, a parcel map of Washington Park, and a photograph of Reservoir #1 under construction
19. Nancy Seton, on August 21, 2015, wrote in support of the proposal as designed.
20. Tom Carter email, dated August 27, 2015 requesting the return hearing be rescheduled
21. Teresa Elliott, on September 4, 2015, via Dan Hogan, submitted the PWB rebuttal.

The Bureau of Development Services is committed to providing equal access to information and hearings. Please notify us no less than five business days prior to the event if you need special accommodations. Call 503-823-7300 (TTY 503-823-6868).



ZONING

- Site
- Also Owned
- Historic Landmark



A portion of this site is located within the:
Washington Park Reservoirs Historic District

File No. LU 15-169671 HR
 1/4 Section 3026.3027.3126.3127
 Scale 1 inch = 400 feet
 State_Id 1N1E32 200

(May. 13. 2015)