

CITY OF PORTLAND, MAINE

HISTORIC PRESERVATION BOARD



Julia Sheridan, Chair
Bruce Wood, Vice Chair
Ian Jacob
Robert O'Brien
Penny Pollard
Julia Tate
John Turk

AGENDA

HISTORIC PRESERVATION BOARD MEETING

On April 3, 2019, the Portland Historic Preservation Board will meet at 5:00 p.m. in Room 209, 2nd Floor of City Hall to review the following items. (Public comments are taken at all meetings):

1. ROLL CALL AND DECLARATION OF QUORUM

2. REPORTS OF DECISIONS AT THE MEETING HELD ON MARCH 20, 2019

- i. Certificate of Appropriateness for Exterior Alterations; Building Additions and Site Alterations; 59 Carleton Street; Ronald McDonald House, Applicant. The Board voted 6-0 (Tate recused) to approve the application, subject to conditions.
- ii. Certificate of Appropriateness for Proposed Revisions to Previously-Approved Plans for Exterior Alterations and Building Addition; 84 Commercial Street; 84 Commercial Street, LLC., Applicant. The Board voted unanimously (7-0) to approve the application, subject to conditions.
- iii. Certificate of Appropriateness for Proposed Residential Addition; 95 India Street; Stephen Sunenblich, Applicant. The Board voted 6-0 (Turk Recused) to approve the application, subject to conditions.

3. COMMUNICATION AND REPORTS

4. WORKSHOP - 5:00 PM

- i. Preliminary review of proposal to designate 15 historic structures on Forest Avenue and at Woodford's Corner for protection under the historic preservation ordinance. Identified structures include 331, 343-349, 351, 364, 495, 501, 517, 525, 533, 617, 630, 648, 649 and 660 Forest Avenue and 536 Deering Avenue.
- ii. Preliminary review of proposal to install Great Black Hawk sculpture in Deering Oaks; Friends of Deering Oaks, Applicant.

BREAK FOR DINNER - MEETING RESUMES AT 7:15 PM

5. PUBLIC HEARING

- i. Certificate of Appropriateness for Rear Entry Addition and Exterior Alterations; 265 State Street; Darcy and Elliot Murphy, Applicant.
- ii. Adoption of Design Standards for Small Cell Installations in Historic Districts.

6. CONSENT AGENDA

HISTORIC PRESERVATION BOARD
CITY OF PORTLAND, MAINE

WORKSHOP
FOREST AVENUE AND WOODFORDS CORNER

TO: Chair Sheridan and Members of the Historic Preservation Board
FROM: Deb Andrews, Historic Preservation Program Manager
DATE: March 28, 2019
RE: April 3, 2019 **WORKSHOP – Preliminary Review of Proposed Designation of Individual Historic Structures**

Addresses:	536 Deering Avenue	Engine Company No. 8 Firehouse	1907
	331 Forest Avenue	A.S. Hinds Laboratory Bldg.	1920
	343-349 Forest	Miles B. Mank Motor Car Company	1916-1917
	351 Forest	L.C. Gilson Automobile Co. Bldg.	1922
	364 Forest	Oakhurst Dairy	1951-1953
	495 Forest	Packard Motor Car Co. Showroom	1927
	501 Forest	Gleason Chrysler Auto Dealership	1927
	517 Forest	Clifton R. Shaw Auto Dealership	1928
	525 Forest	John S. Goff Chevrolet Bldg.	1927-1928
	533 Forest	Studebaker Automobile Dealership	1928
	617 Forest	Great Atlantic & Pacific Tea Co. Store	1915
	630 Forest	Darling-Kidder Motor Car Company	1917
	643-651 Forest	Odd Fellows Block	1897
	646-650 Forest	Chapman Block	1916
	660 Forest	Valle's Sandwich Shop	1964

Introduction

A workshop has been scheduled to introduce staff's preliminary proposal for the designation of fifteen historic structures on Forest Avenue and Deering Avenue under the provisions of Portland's historic preservation ordinance. All of the identified structures are located between I-295 and Woodfords Corner and all but two of the buildings were built during the first two decades of the twentieth century. The buildings record the story of Forest Avenue's early development history, both its era as a streetcar trolley line serving the new suburban neighborhoods that were developing off the Portland peninsula as well as the period when the corridor's concentration of auto-related buildings earned this portion of Forest Avenue the reputation of Portland's first "auto row". Apart from their historical significance, a number of the buildings also represent a building type that was introduced with the advent of automobile merchandising.

As an introductory workshop, staff will be making a brief presentation on the individual structures and discussing their role in the history of Forest Avenue, as well as their architectural merits. The Board will be asked to consider whether the identified buildings are likely to meet the historic preservation ordinance's designation criteria which address both the question of a) significance and b) integrity. (An excerpt from the ordinance listing the applicable designation criteria is attached to this report. (See Sec. 14-610 Minimum Criteria for Designation and Sec. 14-611 Integrity of Landmarks and Historic Districts in ATTACHMENT 1.) It should be noted that formal nomination is initiated only upon receipt of a written petition by any two members of the historic preservation board on their own initiative. (see Sec. 415 Initiation of Nomination, ATTACHMENT 1.)

Background

Some members of the Board will recall that the question of eligibility for designation as regards several Forest Avenue properties was taken up by the Board in early 2016. The question was prompted by a demolition proposal submitted by legal counsel for CVS. At the time, CVS proposed to demolish 5 contiguous buildings on the east side of Forest Avenue near the intersection of Preble Street extension in conjunction with their preliminary proposal to build a new pharmacy on the site. Consistent with the City's demolition permit review process, the demolition request was reviewed by historic preservation staff to determine whether or not the subject structures may be eligible for local and/or National Register historic designation. Staff elected to forward the matter to the Historic Preservation Board based on available documentation regarding the subject structures and previous findings from the Maine Historic Preservation Commission as to their eligibility for listing in the National Register of Historic Places. As members of the Board will recall, the Board found that three of the five structures in question were eligible for designation based on the ordinance's designation criteria. These were 351-355 Forest Avenue, 369 Forest Avenue and 371-373 Forest Avenue.

Ultimately, the developer elected not to move forward with the project for a number of reasons. Formal nomination/designation of the structures did not proceed immediately, as staff wanted to conduct a more comprehensive review and analysis of the building stock on Forest Avenue. Following a broader study, staff hoped to return to the Board with a slate of eligible structures for potential designation.

Given other pressing initiatives, including development of the India Street Neighborhood Plan and historic district proposal, the Forest Avenue project was put on hold for a time. The pace of development review also delayed progress on the initiative.

Context of Proposed Designations, Goals

During the past two years, the City of Portland has begun to invest in earnest in Forest Avenue and Woodfords Corner. In addition to public infrastructure improvements including new sidewalks and streetlights, public art was commissioned for Woodfords Corner.

Additionally, the Friends of Woodfords Corner, which was formed in 2015, has become a vocal advocate for revitalizing the area. Earlier this year, the Friends were successful in gaining Main Street Affiliate status for the corridor, which will provide technical assistance for their revitalization efforts.

Planning and Historic Preservation staff recognize that inner Forest Avenue is likely to evolve in the coming years as the mix of uses changes, USM grows, demand for housing increases, etc. With these potential changes, there is an opportunity to revisit the character of development along the street. Planning and HP staff see the existing historic structures on Forest Avenue and at Woodfords Corner as assets that should be retained in any future planning scenario. The buildings identified in staff's proposal are important on a number of levels. First, they remain as tangible reminders of the corridor's history and evolution. The buildings have architectural merit as well. In the mix of buildings proposed for designation, for example, are a number of auto showrooms. The auto showroom is a building type introduced during the early twentieth century with the advent of the automobile. The former Valle's Sandwich shop is a notable and relatively rare example of Mid-Century Modern architecture in Portland. Other buildings were designed by noted local and regional architectural firms. Finally, apart from the buildings' architectural and historic significance, they are exemplary from an urban design perspective as well. The buildings are set close to the street, which is the pattern of development encouraged along urban corridors rather than set back from the street behind a surface parking lot. In short, Planning Department staff wish to be proactive in identifying Forest Avenue's historic structures as assets and moving forward with designation.

Effect of Designation on Future Use of Properties

As was discussed in 2016, designating the historic structures on Forest Avenue does not necessarily preclude redeveloping a portion of the subject properties. For example, given the design of auto showrooms, most of the architectural interest is focused on the front facade and extends typically one or two bays back from the street. Beyond this point, the buildings are fairly utilitarian. It may be possible that additional stories could be added above the one-story structure. If the added stories were set back some distance from the street, the original structure would "read through". There are a number of successful examples of this type of treatment.

If the Board elects to move forward with designation, the designation report could address possibilities such as that described above.

Designation Options

A question for a future workshop (should the buildings be nominated) is whether the buildings should be designated as individual landmarks (the definition for which is already included in the ordinance) or whether the ordinance should be amended to include a new designation category referred to as a "multiple property designation". Multiple property designations

typically apply to a number of individual structures that are not necessarily contiguous, but which share a common theme, building type, or history. This might be the more appropriate classification in this case. Although staff wishes to raise these designation options for the Board's early consideration, a more detailed discussion will be held at a future workshop.

Attachments

1. Excerpt from historic preservation ordinance re: designation criteria and initiation of nomination
2. Map showing Forest Avenue and Deering Avenue buildings proposed for designation
3. Individual building descriptions
4. Summary History of Forest Avenue's Early Development & Transportation History
5. Historic Context report- Forest Avenue and Stevens Avenue
6. Public comment

ATT. 1

Sec. 14-614. Procedure.

The provision of this division shall govern the nomination, consideration and designation of landmarks and districts.
(Ord. No. 235-90, 2-26-90)

Sec. 14-615. Initiation of nomination.

(a) Nomination of an area, site, structure or object for consideration of designation as a landmark, historic district or historic landscape district shall be submitted to the department, on a form provided by the department, by the following:

- (1) Any two (2) members of the historic preservation board on their own initiative, by written notice to the department; or
- (2) By written petition of any owner, in the case of a landmark; or
- (3) By written petition of one (1) or more owners of affected property in the case of a district; provided two (2) members of the historic preservation board must sponsor the petition.

(b) A nomination shall be completed and filed with the department with all required signatures and any fees specified therefore for the nomination to be pending.

(c) Upon nomination, the department shall notify the owner or owners of the nomination and shall transmit the nomination to the historic preservation board for its consideration at its next scheduled meeting, which in no event shall be held later than thirty (30) days following nomination.

(d) At any time after a complete nomination is filed for an historic district, the owner of a structure who seeks a permit for demolition may apply to the historic preservation board for a determination that the structure to be demolished is noncontributing and eligible for a demolition permit. The determination of the historic preservation board that the structure is eligible for a permit shall be conclusive.

(Ord. No. 235-90, 2-26-90; Ord. No. 165-08/09, 3-16-09)

Sec. 14-616. Notification of nomination and public hearing.

(a) A public hearing on the nomination shall be held by the historic preservation board within thirty (30) days following the first scheduled meeting referred to in section 14-615(c), but in no event later than sixty (60) days following receipt of the completed nomination form by the department. Notice of the nomination and of the public hearing shall be in accordance with the procedures for public hearings before the planning board for site plan approval.

(b) The hearing shall be conducted in accordance with procedures adopted by the historic preservation board. The historic preservation board shall consider all testimony or evidence relating to the designation criteria in division 3 from any person who makes written submissions or appears at the public hearing. Historic preservation board members may also present testimony or make submissions. The owner of a nominated landmark or of property within a nominated district shall be allowed reasonable opportunity to present testimony or evidence concerning the applicability of the designation criteria in division 3.

(Ord. No. 235-90, 2-26-90)

Sec. 14-617. Recommendation by historic preservation board.

Within thirty (30) days following the close of the public hearing, the historic preservation board shall make recommendation to the council in the case of a landmark, or to the planning board in the case of a district, upon the evidence as to whether the nominated landmark or district meets the criteria for designation in division 3. Such recommendation shall be approved by at least four (4) members of the historic preservation board and shall be accompanied by a report to the council or planning board containing the following information:

- (a) Explanation of the significance or lack of significance of the nominated landmark or district as it relates to the criteria for designation.
- (b) Explanation of the integrity or lack of integrity of a nominated landmark or historic district.
- (c) Proposed design guidelines for review of alteration or construction. The specific design guidelines may provide explanation by text and/or schematic examples of visual compatibility for purposes of division 7.
- (d) Relationship of the nominated landmark or district to the ongoing effort by the committee to identify and nominate

Sec. 14-626. Reserved.

Sec. 14-627. Reserved.

Sec. 14-628. Time limits.

(a) Any time limit specified for any step in the process for nomination or designation of a landmark may be extended with the consent of the property owner.

(b) Any time limit specified for any step in the process for nomination or designation of a district may be extended where at least ten (10) percent of the owners of property within the boundaries of the proposed district have given written consent to the extension.

(c) Failure to comply with any time limit in the nomination and designation process as provided in divisions 3 or 4 shall not affect the validity of any designation nor the interim protection provided by division 5.

(Ord. No. 235-90, 2-26-90)

Sec. 14-629. Reserved.

DIVISION 5. INTERIM PROTECTION FOR NOMINATIONS

Sec. 14-630. Nominated landmarks and districts.

(a) From the time of nomination until the historic preservation board acts upon such nomination, a site, structure, object or area nominated but not yet designated as a landmark or district shall be subject to all of the provisions of divisions 8 and 10 governing demolition and minimum maintenance, to the same extent as if designated. Upon final action of the historic preservation board recommending designation, the site, structure, object or area nominated shall be subject to all of the protection of this article until a final decision on designation by the council becomes effective. If the council rejects designation or fails to designate a property, that property shall no longer be subject to the provisions of divisions 8 and 10 of this article.

(b) Alteration or new construction commenced pursuant to a building permit issued prior to nomination shall not require a certificate of appropriateness, unless such permit has expired, been canceled or revoked. No project for which any application is pending, and which has received substantive review by the planning

(s) To annually report to the council with respect to the following matters:

1. Survey work in progress or completed;
2. The number of projects reviewed (by type);
3. How many certificates of each type were issued.

(Ord. No. 235-90, 2-26-90; Ord. No. 165-08/09, 3-16-09)

DIVISION 3. CATEGORIES AND CRITERIA FOR DESIGNATION

Sec. 14-610. Minimum criteria for designation.

(a) The historic preservation board shall limit its consideration to the following criteria in making a determination on a proposed nomination of an area, site, structure or object for designation by ordinance as a landmark or district:

- (1) Its value as a significant example of the cultural, historic, architectural, archeological or related aspect of the heritage of the City of Portland, State of Maine, New England region, or the United States;
- (2) Its location as a site of a significant historic or prehistoric event or activity which may have taken place within or which involved the use of any existing structure on the property;
- (3) Its identification with a person or persons who significantly contributed to the cultural, historic, architectural, archeological or related aspect of the development of the City of Portland, State of Maine, New England region, or the United States;
- (4) Its exemplification of a significant architectural type, style or design distinguished by innovation, rarity, uniqueness or overall quality of design, detail, materials or craftsmanship;
- (5) Its identification as the work of an architect, designer, engineer or builder whose individual work is significant in the history or development of the City of Portland, the State of Maine, the New England region, or the United States; or
- (6) Its representation of a significant cultural, historic,

architectural, archeological or related theme expressed through distinctive areas, sites, structures or objects that may or may not be contiguous.

(b) In the case of a nominated historic district, the historic preservation board shall also determine whether a substantial number of the properties, sites, structures or objects have a high degree of cultural, historic, architectural or archeological significance and integrity, many of which may qualify as landmarks, and which may also have within its boundaries other properties, sites, structures or objects which, while not of such cultural, historic, architectural or archeological significance to qualify as landmarks, nevertheless contribute to the overall visual characteristics of the significant properties, sites, structures or objects located within it.

(c) In the case of a nominated historic landscape district, the historic preservation board shall also consider its significance as a geologic, natural or man-made landscape feature associated with the development, heritage or culture of the City of Portland, State of Maine, New England region, or the United States.

(d) The planning board and council shall apply the criteria of subsections (a), (b) and (c) but shall also consider the effect of such designation on other aspects of the comprehensive plan of the city.

(Ord. No. 235-90, 2-26-90)

Sec. 14-611. Integrity of landmarks and historic districts.

Any area, structure or object that meets the criteria in section 14-610 must also have sufficient integrity of location, design, condition, materials and workmanship to make it worthy of preservation or restoration.

(Ord. No. 235-90, 2-26-90)

Sec. 14-612. Designation of historic landscape districts.

An historic landscape district may be nominated and considered for designation only if the entire area of the district is owned by a unit of federal, state or local government, or any combination of such ownership.

(Ord. No. 235-90, 2-26-90; Ord. No. 220-93, § 2, 5-17-93)

Sec. 14-613. Reserved.

DIVISION 4. NOMINATION, CONSIDERATION AND DESIGNATION



A. S. HINDS LABORATORY BUILDING

ADDRESS

331-337 Forest Avenue

ARCHITECT

John Calvin Stevens and
John Howard Stevens

DATES

1920

STYLE

Beaux Arts Revival & Commercial

Noted Portland architects John Calvin Stevens and his son John Howard Stevens designed the building at 331-337 Forest Avenue for Aurelius Stone Hinds in 1920. Hinds worked for the apothecary of H. H. Hay & Company in downtown Portland until 1864. While running a drugstore of his own on the peninsula, Hinds perfected the formula for his world famous Honey and Almond Cream. He established A. S. Hinds Company in 1875, and began producing and selling his skincare products from the purpose-built laboratory space on Forest Avenue in 1920.

Hinds' Honey and Almond Cream was an extremely successful product, both domestically and internationally, and a branch laboratory was established in Montreal, Canada. In 1906, an advertising department was formed to handle marketing of the cream (Fig. 1). Although the company was acquired in 1907 by the Manhattan-based Lehn & Fink, who had brought Lysol from Germany to the United States market in 1890, the A. S. Hinds Company continued to operate independently for a number of years.

The A. S. Hinds Laboratory Building is a four story brick structure built in the Beaux Arts Revival and Commercial styles. The building's flat roof has a subtle parapet detail, the lines of which are highlighted by cast stone ornamentation. The heavy cornice features prominent brackets and dentils. Patterned brick ornamentation and small cast stone medallions grace the façade. Blueprints drawn by John Calvin Stevens are held in the collections at the Maine Historical Society in Portland (Fig. 2).

The laboratory occupied the upper floors of the building, while the first and second levels were reserved for retail and office use. In 1926, the A. S. Hinds Laboratory was no longer located in this building; operations had moved to Lehn & Fink plants in New Jersey. A wholesale druggist and the Marmon Company Autos automobile dealership operated at 331-337 Forest Avenue that same year. A number of automobile-related businesses, such as Firestone Tire & Rubber Company and Gemmer Motors Company, were tenants of the building from 1926 through 1932. From this point the building's commercial use shifted towards suppliers, including the Portland Pipe Line Company, and warehouse storage.

In 1926, three large show windows were installed to accommodate the automobile dealerships, and alterations were undertaken in a previously added private garage space to convert the building from its former manufacturing layout to retail and warehouse space. These alterations were designed by John Calvin Stevens and John Howard Stevens and were overseen by local contractor Frank A. Rumery, who would go on to design an automobile dealership at 517-533 Forest Avenue in 1927-30. A freight elevator was installed in 1930; by 1946, the main occupant was Reliable Furniture and the third floor was remodeled in 1955 to meet their needs as a used furniture retailer. The building served as a Discount Book Outlet in 1993, after it had lain vacant for two years. It currently contains 70 residential units as Bayview Court and maintains the first floor as retail space for Back Bay Cycle.

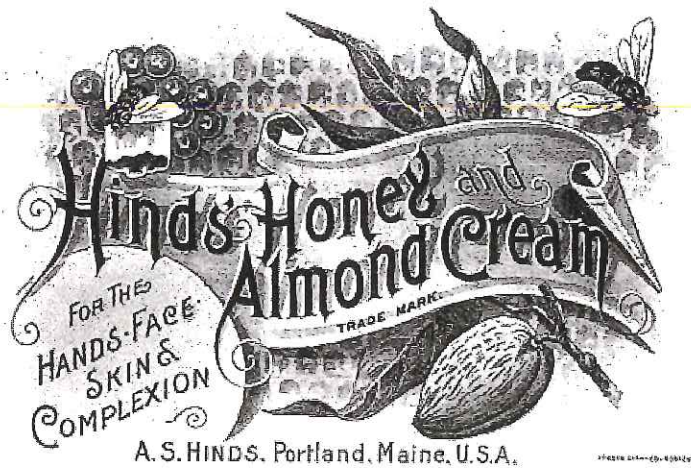


Fig. 1

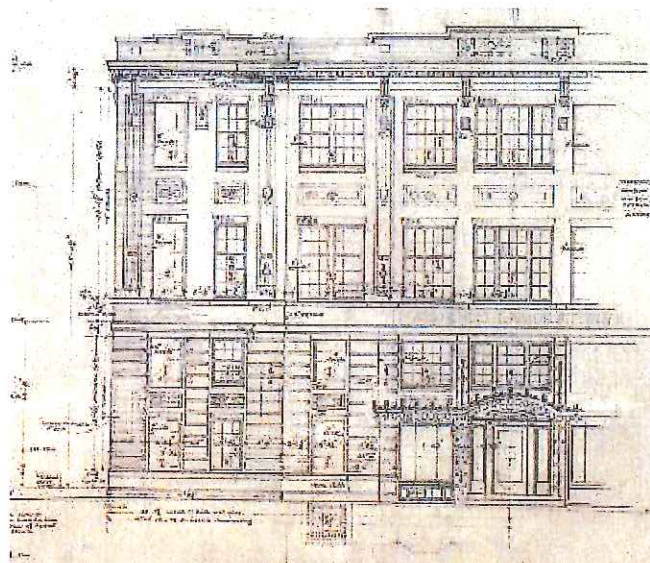


Fig. 2



Miles B. Mank Motor Car Company

ADDRESS

343-349 Forest Avenue

ARCHITECT

unknown

DATES

1916-1917

STYLE

Vernacular

The large brick building at 343-349 Forest Avenue was first occupied by Miles B. Mank Motor Car Company in 1917. Although the building has undergone exterior changes, particularly on the first floor, it retains its thematic association with Forest Avenue's automotive history and retains several character defining details of its building type.

Miles B. Mank, organized in 1910 with his partner George Stuart, the Mank -Stuart Motor Car Company, a dealer of Cadillac cars. They first built a large garage on Forest Avenue near Congress Street. (Figure2) A few years after George Stuart retired in 1912, Miles B. Mank built this two-story building along a section of Forest Avenue that would become Portland's Auto Row. While Mank continued to own the building in the 1920s he moved his dealership to Preble Street. 343-349 Forest Avenue was then occupied by Myron D. Kidder, Inc. a REO auto and truck dealership previously known as Darling-Kidder Inc. and located at 626-630 Forest Avenue. In the 1930s through the 1960s, 343-349 Forest Avenue was occupied by the Portland Burial Case Company, a casket manufacturer.

Cadillac Automobile Company was founded in part by Henry M. Leland and partners in 1902. The company was named in honor of the founder of the City of Detroit. REO Motor Car Company was established in Lansing, MI in 1905. It was founded by Ransom. E Olds, founder of the Olds Motor Vehicle Company, later Oldsmobile. In 1910 REO added trucks to their manufacturing and in 1936 switched their focus solely to truck manufacturing.

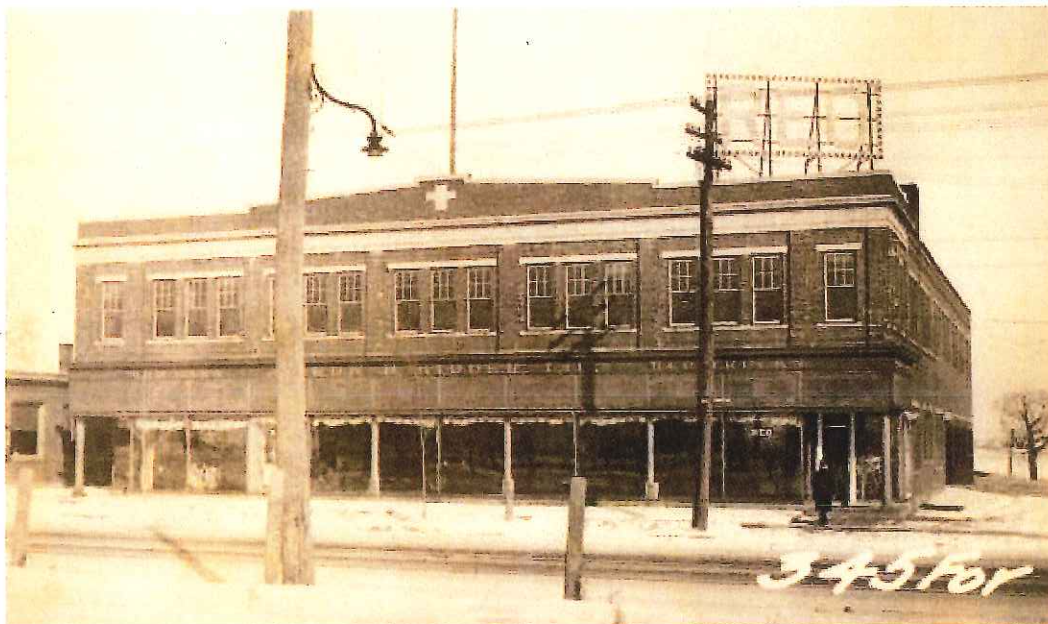


Figure 1. City of Portland Tax Photo, 1924.

While the two-story brick structure has lost its glass showroom façade and multi-pane upper story windows, the general form, cornice band, sign band, and brick details remain. The brick soldier course below the second story windows, the cornice band, and the parapet cross are now somewhat obscured by the paint that has been applied to the brick façade. The first floor alterations reinforced the upper story bays and the division of the commercial windows echo the tri-partite pattern of the windows above. The showroom entrance at the corner of Forest Avenue and Bank Road was lost in the alterations, but the garage entrance off Bank Road is still apparent, although filled in by a commercial storefront system. A secondary pedestrian entrance was added on the Bank Road façade by elongating an existing window opening.

A Modern Service Station

A Portland automobile concern whose growth has been phenomenal since its organization in 1910, now operating one of the largest, most modern, and finely equipped garages in New England is the Miles B. Mank Motor Car Company, 9 to 11 Forest Avenue. From a small beginning, occupying one room and employing one repair man, this enterprising and progressive concern has come by leaps and bounds to the front and today they give steady employment to 11 people and utilize over 35,000 square feet of floor space.



Service Station of Miles B. Mank Motor Car Co., Portland, Me.

The Mank-Stuart Motor Car Company was established in 1910. Mr. Stuart retired in 1912, the company being incorporated in 1913 as the Miles B. Mank Motor Car Co.

The service station of the company has a wide spread and long established reputation for the superiority of its service and is metropolitan in features and modern in methods. The garage is well lighted and ventilated, is fireproof throughout, and is kept scrupulously clean. The repair department has recently been equipped with the latest and most improved machinery for carrying on this industry and some but skilled workmen are employed.

The Company are State agents for the Cadillac, "the standard of the world," and each year the public looks to the Cadillac for that which marks the climax in motor car progress. This Cadillac will be exhibited at the Portland

Dealers' Auto Show, February 9 to 14, and the company invite your inspection. Mr. Miles B. Mank, the vice president of the company, is known as one of the foremost and progressive automobile dealers in the State. He is an expert in every detail of the trade and is highly esteemed in all circles of the city.—Advt.

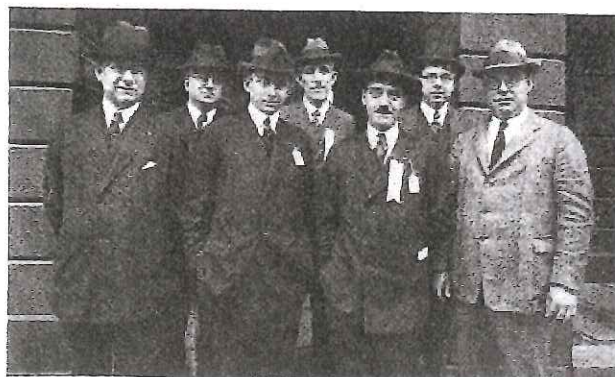
Traveling Men's Opinions

It is somewhat surprising to note how little the magnitude of the automobile industry is appreciated by the general public, says the Automobile Journal. It might be assumed that as a body, traveling men were well informed as to industrial enterprises. The following quotation from The Manufacturing Jeweler is an example of the regard with which their opinion is held:

Traveling men say they cannot account for the present dullness. Some of the jewelry dreamers have an idea that the purchase of so many automobiles by thousands of people throughout the country, and the necessary expense incurred in running the same, may have some effect.

A traveling man, who was engaging the attention of passengers on a train out of New York recently, with somewhat similar opinions and the further observation that within a year there would be but half a dozen automobile manufacturers in America, was asked how many he thought there were today. "Offhand, about 50," was his reply.

He was surprised to learn there were more than 200; that they had produced 450,000 cars during the past year, and had shipped nearly \$25,000,000 worth of these machines abroad. The opinion of traveling men regarding the stability of the automobile industry evidently needs decided revision.



First row, left to right: Miles B. Mank, Miles B. Mank Motor Co., Portland; Myron D. Kidder, Myron D. Kidder Co., Inc., Portland; Haven Sawyer, Sawyer Motor Car Co., Bangor; W. B. Thombs, Portland. Second row: Carl Curtis, Lewiston Buick Co., Lewiston; V. S. Darling, Darling Automobile Co., Auburn; C. G. Abbott, the Henley-Kimball Co., Portland

Figure 2. A 1913 article on the first Miles B. Mank Motor Car Co. Building on Forest Avenue, near Congress Street.

Figure 3. A 1922 photograph of Maine car dealers including Miles B. Mank in the first row, on the left.



L.C. Gilson Automobile Co. Building

ADDRESS

355 Forest Avenue

Architect

Unknown

DATES

1922; rear addition 1981

Style

Art Deco/Moderne

The L. C. Gilson Automobile Company, building at 355 Forest Avenue was built in February 1922. It is one of several early automobile related businesses on the length of Forest Avenue that would become known as Portland's Auto Row. Although the building has undergone exterior changes it retains its thematic association with the Forest Avenue's automotive history and retains several character defining details of its style and building type.

Gilson had already established an automobile dealership at 881-891 Congress Street by 1906, selling cars from Ford, Reo, and Stanley in what Portland's Board of Trade Journal called, "one of the largest, and most modern [garages] in New England." By 1924, the Congress Street block had been converted into apartments and the Gilson Automobile Company had relocated to the building owned by Frank W. Sparrow at 355 Forest Avenue.

The one story brick structure has three bays, a flat roof, and ornamentation in contrasting brick on the façade piers. A rear ell was added in 1981. The building has always been utilized for automobile sales or servicing purposes. It was occupied by Brewster Tire Stores Incorporated in the 1927. In 1929, Forest City Tire Company shared the building with Firestone Tire Stores Incorporated, which continued on as the property's sole occupant in 1930-1.

The building has become best known as Palmer Spring Company building due to its signature orange façade and the company's presence at this address since 1932. Palmer Spring Company was established in 1849 and is thought to be the oldest spring company in the United States. Joseph Benjamin Palmer

founded the company in Boston after bringing his trade from England and served as its first blacksmith. The company's Conestoga wagon logo reminds its patrons of the vehicles originally serviced by Palmer Spring Company.

In 1949, Palmer Spring Company operated a service station and spring manufacture from its building on Forest Avenue and completed interior renovations in 1950 to expand its manufacturing room. The company continues to operate at 355 Forest Avenue with a service garage and a blacksmith.

Like most automobile showroom buildings it is one-story masonry building with a showroom in the front and service facilities in the rear accessed from an alley or side street. Like many showrooms, the character defining details of its architectural style are concentrated on the showroom portion of the building and include use of multi-colored brick, the recessed brickwork panels, and the geometric brickwork on each pier. Character defining details of its building type are the location of a sales area in the front portion of the building with large display windows and a pedestrian entrance along the primary street façade and a rear service facility. Typical of many of the remaining automobile showrooms along Forest Avenue, the original storefront windows have been replaced. However the original pattern of the fenestration remains and does not detract from the significance of the building. In the rear, the pattern of the fenestration remains largely intact and although some replacement is evident, the original openings are apparent. In addition it retains a strong association with a particular automotive service company.



City of Portland Tax Photo, 1924



OAKHURST DAIRY

ADDRESS

364 Forest Avenue

ORIGINAL ARCHITECT

Unknown

DATES

1922; additions in 1951-3, 1988,
and 2005

STYLE

International (central building)

The Oakhurst Dairy at 364 Forest Avenue was constructed in phases to accommodate the growing needs of its successful business. The central building, recognizable by the Mid-Century Modern metal "Oakhurst" sign across its façade, was designed by architect Earle Webster and was built perpendicular to the Dairy's original 1920s brick structure. Later additions from 1989 and 2005 flank this central building, forming a large complex on the lot.

The dairy has been in the Bennett family of Portland since Stanley T. Bennett bought the Oakhurst Dairy from Arthur Leadbetter in 1921. Leadbetter had established his dairy in 1902 on Woodford Street. After acquiring the dairy, Bennett relocated it from its original location to its current site on Forest Avenue; an announcement in the national weekly *American Machinist* from 1922 stated that the planned two story building and associated power plant unit would cost Oakhurst Dairy an estimated \$100,000. In 1933, Oakhurst Dairy became the first dairy distributor in the United States to require that the milk it processed did not contain tuberculin, used to test for bovine tuberculosis. Oakhurst Dairy has continued to oppose using additives such as bovine growth hormones in its milk.

Bennett's son Donald oversaw the design and construction of the addition in 1951-3, working with architect Earle Webster to create a state-of-the-art manufacturing facility in the International style. Constructed of brick, the two story building has a two bay façade with a large window at its center to ensure that people could view the plant's operations (Fig. 1). The Portland Society of Architects gave this structure its 2009 50-Year Building Award in recognition of its Modernist design. Oakhurst Dairy bought the adjacent lot, owned by the Henley Kimball Automobile Dealership, in 1973 and built a cold storage

facility in 1988. The final addition to the lot was designed in 2005 by Pennsylvania-based Facilities Design, Incorporated and provided the dairy with new receiving and updated cold storage areas.

In 2014, Oakhurst Dairy was sold to Dairy Farmers of America, a national farmer-owned cooperative based in Missouri, after 92 years of family ownership.

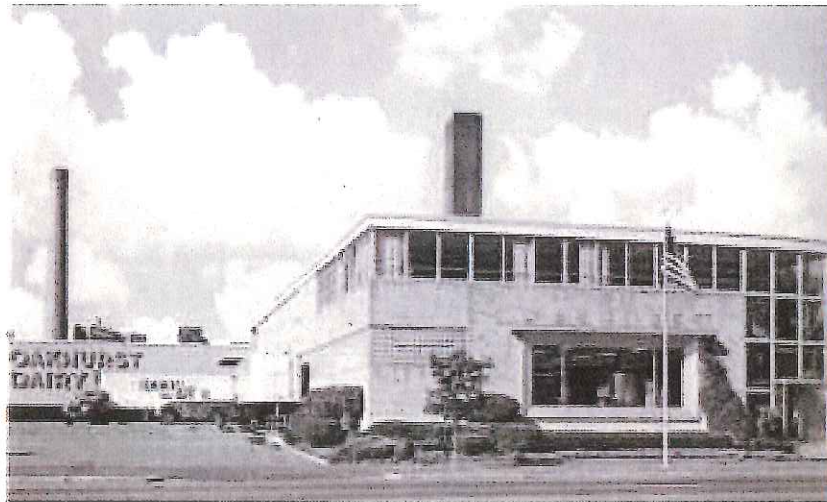


Fig. 1



Packard Motor Car Company Showroom

ADDRESS

495 Forest Avenue

Architect

Frank A. Rumery

DATES

1927

Style

Commercial

Originally occupied by the Packard Motor Car Co. of Boston, the building at 495 Forest Avenue was built with its physical and stylistic twin at 501 Forest Avenue in 1927 as part of the redevelopment of the former Ricker Estate. It is one of several automobile related businesses on the length of Forest Avenue that would become known as Portland's Auto Row. Although the building has undergone exterior changes, particularly the storefront windows, it retains its thematic association with the Forest Avenue's automotive history and retains several character-defining details of its style and building type.

During World War II the building was used for Army storage, then subsequently occupied by Brown Motors, Inc., a division of the Brown Company, manufacturers of pulp wood and paper in Berlin N.H. The Brown family once owned a large estate on Forest Avenue, as well as the Berlin Mills wharf on Portland's waterfront. Brown Motors was a Chrysler-Plymouth dealership. The company was operated by Simmons Brown, who lived with his family on State Street, before moving to Falmouth Foreside.

TELEPHONE 3-0244	
BROWN MOTORS, INC.	
	CHRYSLER — PLYMOUTH
	<i>Sales</i> PARTS <i>Service</i>
	RELIABLE USED CARS
489-495 FOREST AVENUE	PORTLAND, MAINE



Gleason Company Chrysler Dealership

ADDRESS

501 Forest Avenue

Architect

Frank A. Rumery

DATES

1927

Style

Commercial

Originally occupied by the William H. Gleason Co. Chrysler-Plymouth dealership, the building at 501 Forest Avenue was built with its physical and stylistic twin at 495 Forest Avenue in 1927 as part of the redevelopment of the former Ricker Estate. It is one of several automobile related businesses on the length of Forest Avenue that would become known as Portland's Auto Row. Although the building has undergone exterior changes, particularly the storefront windows, it retains its thematic association with the Forest Avenue's automotive history and retains several character-defining details of its style and building type.

After World War II, the auto showroom was occupied by John S. Goff's DeSoto and Plymouth dealership. The dealership was previously located at 525 Forest Avenue, before moving to 489 Forest Avenue in 1943. The Goff dealership was only in the building a short time, moving in 1955 to 628 Congress Street. The building was subsequently occupied by a number of commercial businesses, including several realty companies.

Telephone Forest 4164

WILLIAM H. GLEASON CO.

DISTRIBUTORS

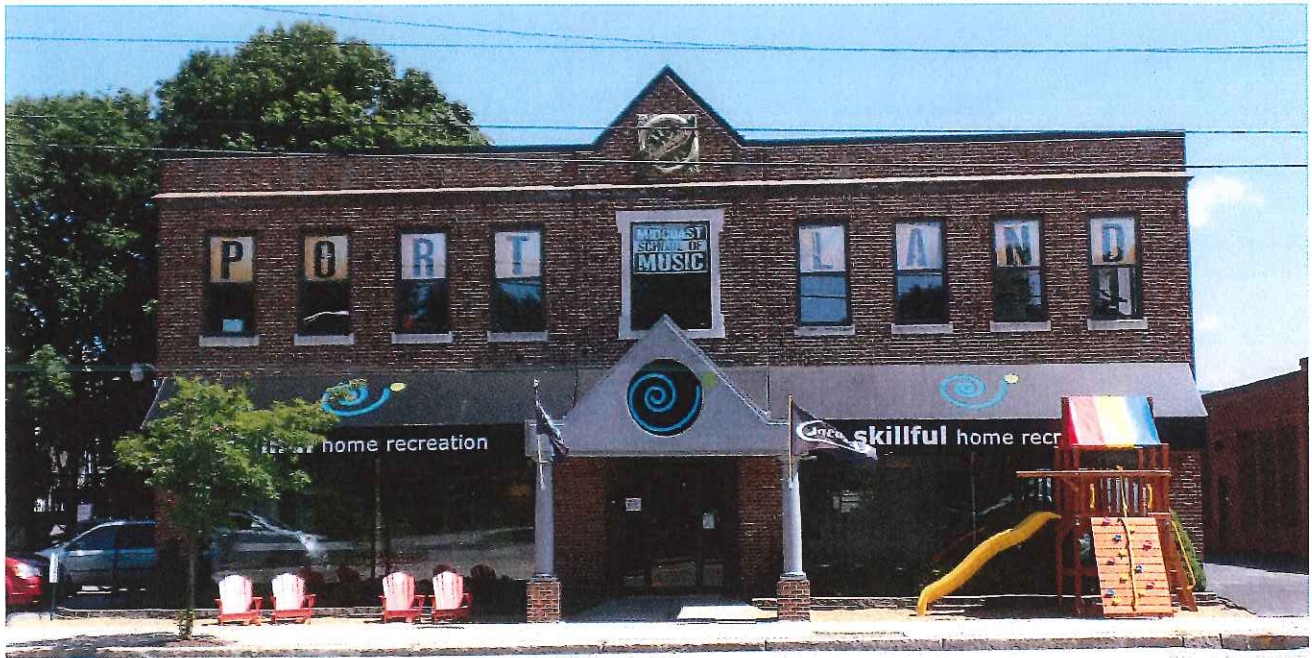
**CHRYSLER
CARS**



**PLYMOUTH
CARS**

501 FOREST AVE. **PORTLAND, ME.**

"The Car For Everybody"



STUDEBAKER AUTOMOBILE BLOCK & GARAGE

517-533 Forest Avenue and 44 Indian Lane

Contractor Frank A. Rumery is thought to have designed the buildings at 533, 525, and 517 Forest Avenue as a group, along with a second automobile dealership complex slightly further south on Forest Avenue. These projects were part of a plan to redevelop the former Ricker estate into apartments, a filling station, car dealerships with frontage on Forest Avenue, plans which included a shared power plant. The Ricker Mansion was built in 1855 for Joseph S. Ricker, a tanner who also served as director of the street's railroad system. The mansion was one of several large estates just outside the city along the less-developed Forest Avenue and boasted a "grapery" and greenhouses on its extensive grounds. The Ku Klux Klan's Portland chapter bought the property in 1923 and maintained it as a meeting and event space until the house burned down in the later 1920s. Redevelopment of the lot occurred between 1927-30 and the area was renamed Ricker Park.

Rumery was already well-known at this time for his active involvement in many development projects along Forest Avenue and was also the contractor for the Ricker Park apartments. John P. Thomas, the Portland-based architect who would design the Stevens Avenue Armory at 772 Stevens Avenue in 1940, was commissioned to address the design of the new apartment buildings the lot.



CLIFTON R. SHAW AUTOMOBILE DEALERSHIP

ADDRESS

517 Forest Avenue

ORIGINAL ARCHITECT

Frank A. Rumery

DATES

1928

STYLE

Commercial

Clifton R. Shaw Automobiles relocated from 365 Forest Avenue to 517 Forest Avenue when the latter building was constructed in 1928. This building is the third in the group of three structures geographically and aesthetically related to the Studebaker Automobile Dealership at 533 Forest Avenue. Connected to 525 Forest Avenue at the rear of the structure, it demonstrates a strongly shared form, scale, and ornamentation program with this neighboring building and also draws on the stylistic motifs of the Studebaker Automobile Dealership at 533 Forest Avenue.

As with 525 Forest Avenue, the one story structure's low-pitched parapet gable roof emphasizes its horizontality and there is a multi-light fenestration in the gable. Slightly projecting brick headers interrupt the Flemish bond pattern in an irregular decoration, a motif that is repeated in each of the three related buildings. The degree of this façade ornamentation decreases as the street number decreases, resulting in a lower relief at 517 Forest Avenue than at 533 Forest Avenue.

Unlike its adjoining buildings, this structure was not consistently occupied. It was occupied by Fred's Motor Transportation Company in 1934 but lay vacant in 1935. In 1944, 517 and 525 Forest Avenue were utilized as US Army Quarters. The car dealership of Nash-Brown Incorporated and the Pattison Automobile Company, who marketed Dodge-Plymouth automobiles, operated at 517 Forest Avenue in 1945 and 1955 respectively, but by 1965 this location was again vacant. It currently serves as a dance studio for Casco Bay Movers.



JOHN S. GOFF CHEVROLET BUILDING

ADDRESS

525 Forest Avenue

ORIGINAL ARCHITECT

Frank A. Rumery

DATES

1927-8

STYLE

Commercial

Although the John S. Goff Chevrolet Company building does not carry the mark of a specific automobile company on its façade, it is both physically and stylistically linked to its neighbor, the Studebaker Automobile Showroom at 533 Forest Avenue. As with the Studebaker Dealership building, the Goff Company building possesses a façade of Flemish bond brickwork with irregularly-positioned projecting headers providing texture and decoration.

In this building, the ends of these extending bricks are brought closer to the façade than at 533 Forest Avenue. It also closely shares its overall form and decorative elements with the one-story building at 517 Forest Avenue, such as the cast stone ornamentation above the side bays, the low-pitched roof with slight parapet detailing, and the multi-light fenestration centered in the gable.

John S. Goff Chevrolet Company owned the building from 1927 until 1935; by 1955 the business had relocated to 628 Congress Street. In 1944, both 525 and 517 Forest Avenue held US Army Quarters. The structure at 525 Forest Avenue was still used by the US Army as a sales office in 1945 and was acquired in 1955 by Couri Motor Company, who had already occupied 533 Forest Avenue for 20 years. The building currently serves as a gym.



STUDEBAKER AUTOMOBILE DEALER BUILDING

ADDRESS

533 Forest Avenue

ORIGINAL ARCHITECT

Frank A. Rumery

DATES

1928

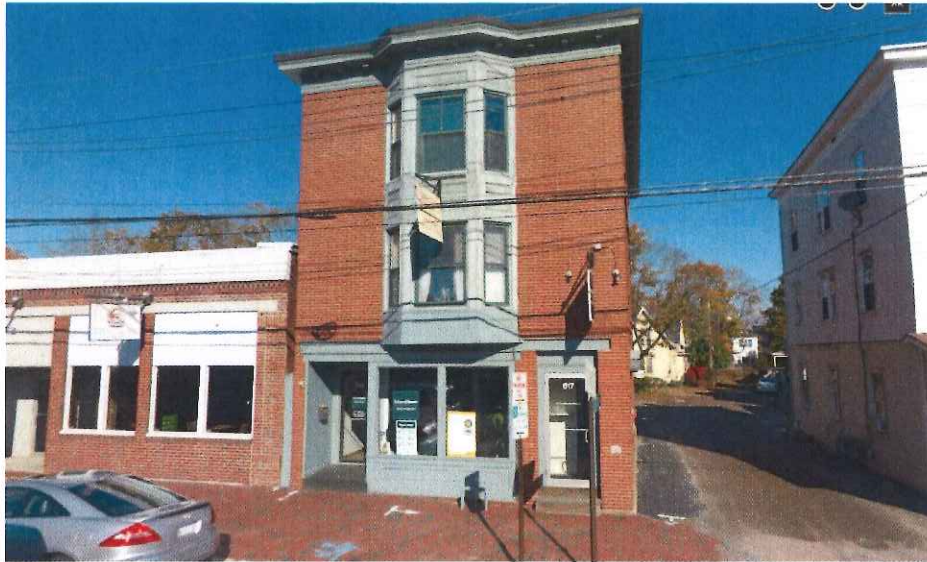
STYLE

Commercial

The Studebaker Automobile Dealership at what is now 533 Forest Avenue (the historic address appears to be 531 Forest Avenue) was built in 1928 for the Hennings Motor Company. The car brand's logo depicting a "Studebaker" banner spread across a spoked wheel still remains at the apex of the parapet gable; this structure is therefore considered the primary building of the three adjoining structures on Forest Avenue. Together, these buildings form an "E", with the shorter arms oriented perpendicularly to Forest Avenue. Behind the long connected section of the buildings is the dealership's associated garage, located alone on the small alley of Indian Lane.

The two story brick building has three main bays, two large showroom windows at street level, and a flat roof with a centered triangular parapet gable. The texture created by the decorative pattern of variously projecting headers in the Flemish bond brickwork is carried through to the adjoining buildings at 525 and 517 Forest Avenue. Large bricked over bays run along each side of the building and feature squared ornamentations of cast stone above.

The Hennings Motor Company, formerly Gray-Son Motor Company and Waterville Motor Company, sold Studebaker and Erskine motor cars. Prior to its location at 533 Forest Avenue, its salesroom was at the edge of the Deering neighborhood at 26 Forest Ave while its main office and service department were on Allen Avenue in Morrill's Corner. In 1929 it appears to have shared its space at 533 Forest Avenue with a dentist's office. Hennings had moved to 511 Forest Avenue by 1934 and the building was then occupied by Couri Motor Company, a dealer in Pontiacs and later also GMCs, Tempests, and Vauxhalls. Couri still owned 533 Forest Avenue in 1969 and had acquired the neighboring 525 Forest Avenue building in 1955. Harold Wiley Pontiac joined with Couri, and in 1981, sold the building to Young's Furniture. This sale required alterations to the structure to accommodate a retail furniture business, such as the addition of a loading dock. Today it is occupied by Skillful Home Recreation, an outdoor furniture retailer.



The Great Atlantic & Pacific Tea Co. Store

ADDRESS

617-619 Forest Avenue

ARCHITECT

unknown

DATES

1915

STYLE

19th/20th Century Revival

The building at 617-619 Forest Avenue sits at the corner of Arlington Place, a short dead end residential street, known in the late 19th century as Belmont Place. In 1917, William Oxnard sold the lot with buildings to Mina and Abbie Ambrose. Abbie Ambrose was the widow of Edward Ambrose, a Readfield attorney who died in 1915. Mina their daughter worked as a high school teacher and later was the assistant principal of Cape Elizabeth high School. The family does not appear to have lived in the building, rather using it as an investment property.

The shop front of the three-story building at 617 Forest Avenue was first occupied by the Great Atlantic and Pacific Tea Company, a national grocery chain later known as the A&P. The company was founded in 1859 in New York City by George Gilman. In 1915 the company had 1600 stores nationwide. The upper portion of the building was occupied by two five-room apartments that were rented for \$35/month in 1924 .

The building was sold by the Ambroses in 1923 to Joseph Kalil (1886-1959) of Portland. Joseph immigrated to Portland in 1904 from Lebanon, then part of Syria. Joseph and his wife Ida lived upstairs at 617 Forest Avenue and Joseph's dry goods store was in the storefront at 619 Forest Avenue for a few years before he became a travelling salesman. Kalil, was a member of the Masonic Lodge, treasurer of the Men's American Lebanese Club. He attended the nearby Trinity Episcopal Church and is buried in Evergreen Cemetery.

The shopfront was occupied by C.F. Cook and Sons, a meat and provisions dealer in the 1930s-1950s.

The building is a three story brick structure with a flat roof. The façade features a projecting two-story bay. The storefront, originally a central entrance flanked by two storefront windows is now a recessed side entry with one large store front window with two large panes of glass over a recessed wood panel base. The second floor unit is now leased as office space. While the storefront and upper story entrances have been altered the building retains several character defining details including the bay details, the projecting cornice and modillions, and the unique temple framed window on the Arlington Place façade. These details and the building form and massing contribute to the character of Woodfords Corner and the Forest Avenue corridor.



617-619 Forest Avenue in 1924. Maine Historical Society Image.



Darling-Kidder Motor Car Company

ADDRESS

626-630 Forest Avenue

ARCHITECT

unknown

DATES

1917

STYLE

Vernacular

Originally occupied by the Darling-Kidder Automobile Dealership, the brick building at 626-630 Forest Avenue was built 1916-1917. It is one of several early automobile related businesses on the length of Forest Avenue that would become known as Portland's Auto Row. Although the building has undergone exterior changes, particularly the storefront windows, it retains its thematic association with the Forest Avenue's automotive history and retains several character-defining details of its style and building type.

Darling-Kidder Company

Y. S. DARLING, Pres.

M. D. KIDDER, Treas. and Man.

"HOME OF THE REO"

SALES

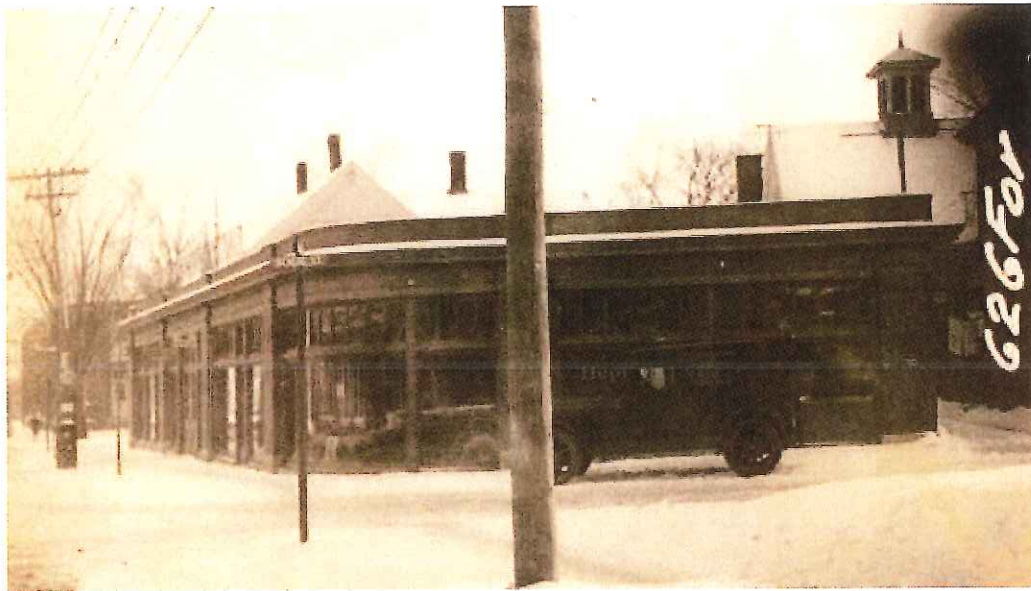
SERVICES

Cumberland and York County Distributors

REO MOTOR CARS AND TRUCKS

Darling-Kidder was established in 1916 as a joint venture between Veranus Darling of Auburn and Myron Kidder of Portland. The partnership was short lived dissolving in 1919. Veranus Darling was a pioneer in Maine's automobile business. Initially an owner in a bicycle shop, he was a natural mechanic that seized on the opportunity presented by the new auto industry. He established the second automobile dealership in Maine and became the state agent for Reo motor cars. He also served as the director of the Maine Auto Dealers' Association. Veranus Darling died in 1924 and his son Elmer Darling succeeded him in the Darling Automobile Company.

In 1919 Myron D. Kidder moved the REO auto and truck dealership to 343-349 Forest Avenue. REO Motor Car Company was established in Lansing, MI in 1905. It was founded by Ransom E. Olds, founder of the Olds Motor Vehicle Company, later Oldsmobile. In 1910 REO added trucks to their manufacturing and in 1936 switched their focus solely to truck manufacturing.



The Darling-Kidder Building in 1924. Maine Historical Society Image.

The building at 626-630 Forest Avenue was subsequently occupied by Chandler Motors of Maine, distributors of the Chandler and Cleveland Motor Cars, and Regent Motor Sales Inc., a new and used car dealership. In the 1940s the former showroom and automobile service center was converted to a retail shop for Tom Taylors, a men's clothing shop.

Although the building has undergone exterior changes, particularly the lower storefront windows, it retains its thematic association with the Forest Avenue's automotive history. It retains several character-defining details of its style and building type including the multi-pane transom windows, the deep band below the projecting horizontal cornice, brick columns and bay spacing. The one-story former auto showroom building continues to contribute to the character of Woodford's Corner and the Forest Avenue corridor.

IN THE TRADE

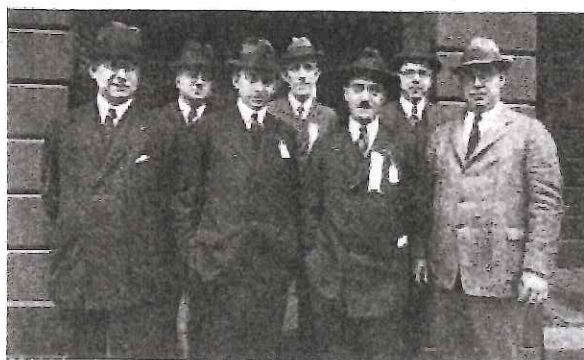
EASTERN STATES

MAINE—PORTLAND.—One of the Reo Motor Car Co.'s progressive dealers, the Darling-Kidder Co., has recently moved into its new, thoroughly up-to-date building, built especially for the housing and sale of Reo cars and trucks. The new quarters occupies a lot of about 5,000 square feet, and cost about \$20,000. The salesroom is at the right hand side of the building and the service station, which will accommodate 15 to 20 cars, is on the left. Especially attractive is the twelve-foot sidewalk around the building, and parking spaces, between the concrete walk and the curb.



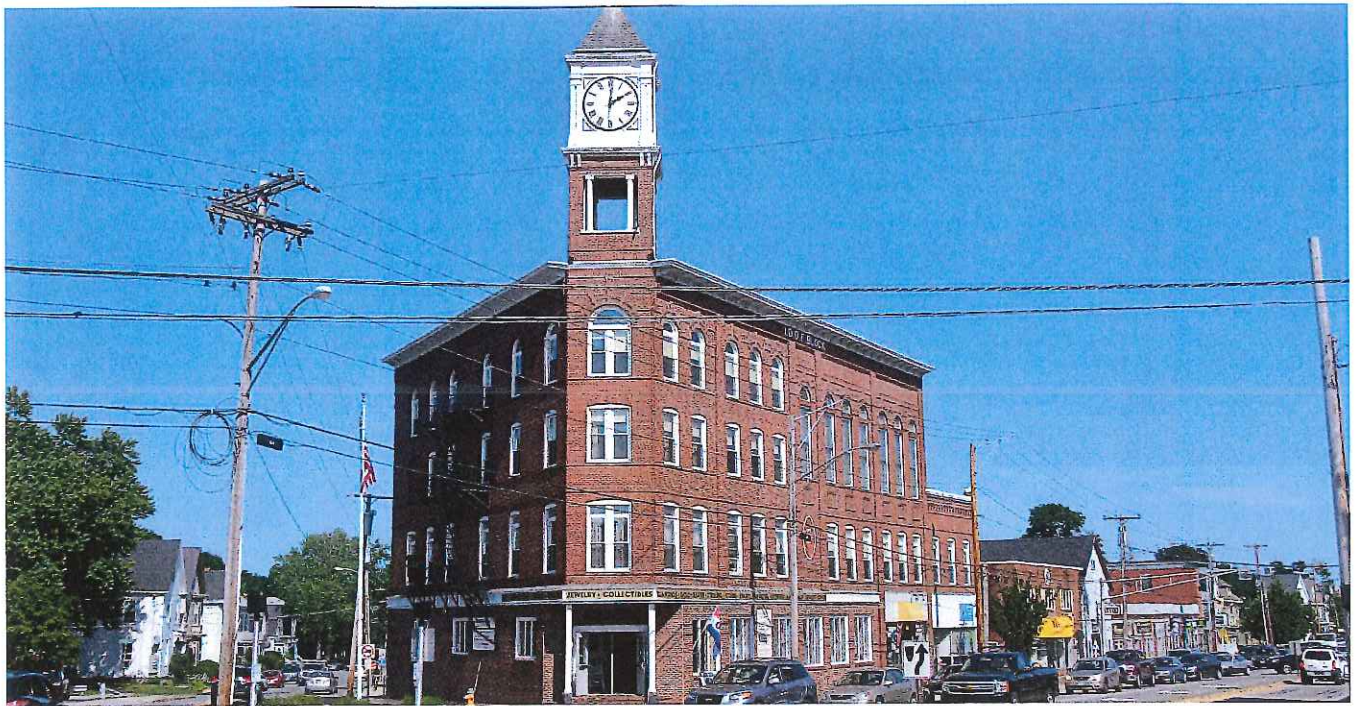
J. S. Darling

Maine Dealers Who Promoted State Convention



First row, left to right: Miles B. Mank, Miles B. Mank Motor Co., Portland; Myron D. Kidder, Myron D. Kidder Co., Inc., Portland; Haven Sawyer, Sawyer Motor Car Co., Bangor; W. B. Thoms, Portland. Second row: Carl Curtis, Lewiston Buick Co., Lewiston; V. S. Darling, Darling Automobile Co., Auburn; C. G. Abbott, the Henley-Kimball Co., Portland

From the February 23, 1918 publication of
Automobile Topics



ODD FELLOWS BLOCK

ADDRESS

643-651 Forest Avenue

ARCHITECT

F. H. Fassett & E. F. Fassett

DATES

1897

STYLE

Italianate

Built in 1897, the Odd Fellows Block was designed by Francis H. Fassett and his son Edward F. Fassett, well-known Portland architects of the time. Francis H. Fassett heavily influenced the architectural heritage of Portland through his use of the Victorian High Gothic, Queen Anne, and Italianate styles. Most famous for his grand residences, churches, and civic architecture, Fassett and his son designed this building for the Independent Order of Odd Fellows in the Italianate style.

The Odd Fellows Block is a four story red brick flatiron structure that sits at the center of Woodfords Corner and remains readily visible as the anchor of the main intersection of Forest Avenue, Woodford Street, and Deering Avenue due to its overall scale and corner-oriented clock tower. The tower, with its Doric columns and cupola, rises well above the flat roof (Fig. 1). Below the cornice on the Forest Avenue frontage, light bricks form the letters "I. O. O. F. Block". Considered especially majestic when the building was completed in 1897 (Fig. 2), the citizens of a then-independent town of Deering wished for it to serve as their town hall; Portland annexed Deering by an Act of the legislature in 1899 and had two separate city councils for one transitional year, before fully absorbing Deering's government in 1900.

The flatiron form of the Odd Fellows Block is repeated in a traditional manner at the Chapman Building on the opposite side of Forest Avenue and interpreted in a modern fashion in the diagonally facing Modernist building across the main Woodford's Corner intersection. These structures serve as the architectural cornerstones of Woodford's and form a gateway for those approaching the City of Portland from the north.



Fig. 1

The Independent Order of Odd Fellows is a fraternal organization with roots in 18th Century England. The charitable and service-based values held by the Odd Fellows may be visible in the variety of functions their building could accommodate. The 1926 Portland City Directory describes a multipurpose space that allowed for commercial tenants such as dentists and a tailor as well as gathering spaces for Masons and the Odd Fellows themselves in addition to an area for the Second Church of Christ (Scientist). By 1955, the uses seem to have been pared, with only one dentist on record, and halls only for the Masons and Odd Fellows. The Odd Fellows also owned the building at 645 Forest Avenue, adjacent to the rear of the main Block, which served as a bank and offices, and a social hall in downtown Portland at 21 Forest Avenue.

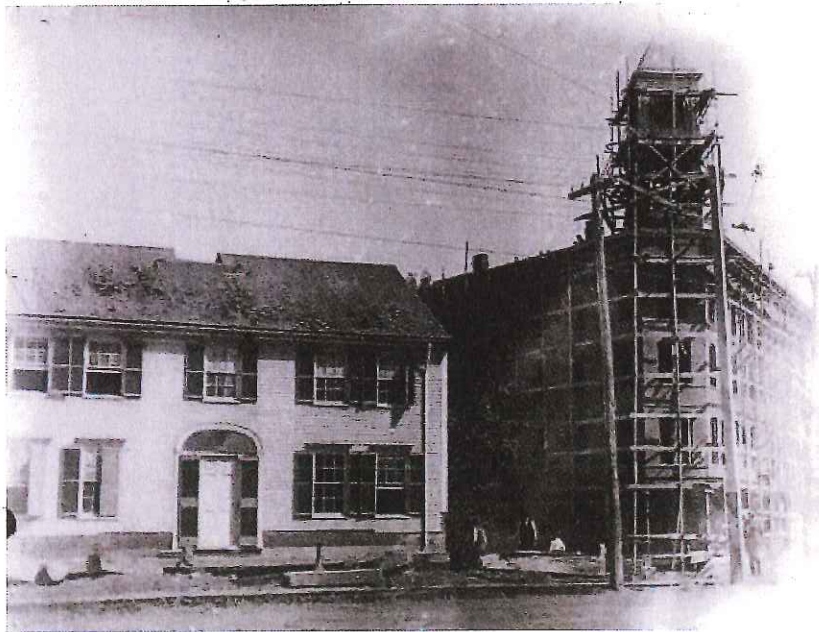


Fig. 2



CHAPMAN BLOCK

ADDRESS

646-650 Forest Avenue (alternate address is 543-547 Deering Avenue)

ARCHITECT

Unknown

DATES

C. 1916

STYLE

Italianate

Owned by Albion L. Chapman in 1924, this flatiron building at 650 Forest Avenue in Woodford's Corner was constructed in approximately 1916; the architect is not known. This block should not be confused with the Chapman Building at 447 Congress on the peninsula, often referred to as the Time & Temperature Building. That structure was designed by Herbert W. Rhodes was the tallest building in Portland at 12 stories when it was constructed in 1924.

Albion L. Chapman and his partner George Wyman were local to Woodford's Corner, and had an apothecary at 552-554 Deering Avenue on the corner of Forest and Deering Avenues in 1900. The Chapman Block on Forest Avenue is a three story brick flatiron structure with stacked bay windows on the second and third levels its façade, which project over the recessed entryway (Fig. 1). These bay windows are ornamented with decorative panels constructed of wood. A thick cornice is of cast stone with a parapet surround at its flat roof. The building complements the earlier flatiron block built across the street at 643-651 Forest Avenue for the Independent Order of Odd Fellows in its use of the Italianate style, but is more modest in scale. The pairing of the Chapman and Odd Fellows Blocks forms a gateway when entering Portland along Forest Avenue from the north.

The Chapman Block has housed a variety of occupants. In 1926, a milliner named Alberta L. Stickney and the Deering Loan and Building Association both operated from the Chapman Block's office spaces. Nearly ten years later the building's resident businesses had expanded to include a beauty shop, physician and dentist offices, a real estate and insurance agency, and a music teacher. Virginia Sweetser taught music in this building for at least ten years until 1936.

The Chapman Block also accommodated several eateries over the years, a function it shares with the Modernist structure located across the busy Woodford's Corner intersection at 660 Forest Avenue. This building housed the former Valle's Sandwich Shop from 1964 to 1966 and remained an integral part of the region's food service industry in its capacity as the Valle corporate headquarters until 2000. In the 1970s, Woodford's Tavern occupied space within the Chapman Block; today, the building accommodates the Bayou Kitchen restaurant.

In 1967, the upper floors of the Chapman Block changed use from office space to apartments and interior alterations were necessary. Bayou Kitchen expanded into space previously occupied by a tattoo parlor in 2011, which required significant interior remodeling.



Fig. 1



VALLE'S SANDWICH SHOP

ADDRESS

660 Forest Avenue

ARCHITECT

William Nelson Jacobs Associates

DATES

1964

STYLE

Modern/Contemporary

The building at 660 Forest Avenue was purpose-built in 1964 to house Valle's Sandwich Shop, a short-lived smaller-scale arm of Valle's Steak House, a very successful restaurant business with 25 locations along the East Coast that operated from 1933 to 2000. The building was designed by the Boston-based firm of William Nelson Jacobs Associates and it remains one of Portland's few extant and largely unaltered Modern/Contemporary structures.

Located in the center of Woodford's Corner, this Mid-Century Modern building faces the Chapman Building and the block erected for the Independent Order of Odd Fellows across the main intersection of Forest Avenue, Woodford Street, and Deering Avenue. Although distinct in both scale and architectural style from these older structures, the building at 660 Forest Avenue echoes their flatiron façades in its diagonally-oriented placement on the corner. Its dynamic positioning re-interprets their strong street level presence with a projecting three bay façade, large floor-to-ceiling windows capped with a tripartite parallel gable roof, and exaggerated angular overhangs. The rear ell of the building is rectangular and has a flat roof. Other Valle's locations also featured this unique three-bay façade and exaggerated roofline, a characteristic referenced in the company's mid-century logo (Fig. 2).

Donald Della Valle emigrated from Italy to Portland in 1912 and opened the 12-seat Valle's Café in the Woodford's Corner area at the end of Prohibition in 1933. The first steak house, located at 660 Forest Avenue after World War II, was a one story building and contained a large sign projecting from the flat roof above the front door (Fig. 1). In 1960, the restaurant business was moved from this location

in Woodford's Corner to Brighton Avenue and in 1962, Valle was granted permission to demolish a theater adjacent to his Woodford's Corner lot with the notation, "Land to be built on later". The current structure was built on the site of the former steak house and theater in 1964 and operated as a sandwich shop for a short period, before serving as the corporate offices for Valle's Steak House from 1966 until 2000.

As with the current building, the space at the rear of the earlier structure was shared with another commercial enterprise; in 1950, the popular New England chain Benjamin Franklin general store occupied the secondary space and today the commercial space in the rear ell is used by a combination dry cleaners and tanning salon. Since the building's construction, no major alterations have taken place. Valle's Incorporated, which retains ownership of the building, received permission in summer 2015 to convert the office space back into a restaurant; in the plans submitted, no major alterations will be made to the structure, and no business name or estimated opening date have been filed.

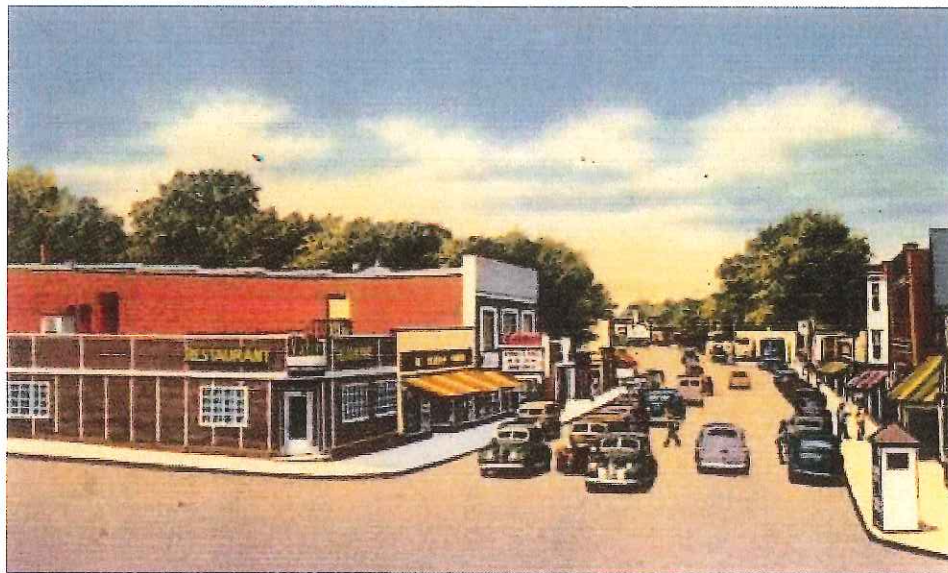


Fig. 1



Fig. 2



Engine Company No. 8 Firehouse

ADDRESS

536 Deering Avenue

ARCHITECT

unknown

DATES

1907

STYLE

19th/20th Century Revival

The former Engine Company No.8 Firehouse sits at 536 Deering Avenue at Woodford's Corner in the Deering neighborhood of Portland. Currently the site of Big Sky Bread Company, this building was built to house Engine No. 8 in 1907 and operated as a firehouse until 1967.

Woodford's Corner had an active fire-fighting group starting in 1873, two years after the formation of the town of Deering. This fire brigade was called the Woodford's Engine Company and by 1889 it occupied space in Lewis Hall at 165 Woodford Street, sharing the building with the Deering Town Offices and another fire company, Ladder Company Four. When the City of Portland annexed Deering in 1899, the resulting integration and reorganization of fire companies saw the brigade at Woodford's Corner become Portland's Engine Company Eight. In 1907 Ladder Company Four moved to a newly-constructed firehouse close to Morrill's Corner on Arbor Street and Engine No. 8 transferred to the purpose-built brick fire station at 536 Deering Avenue.

The Engine Company No. Eight Firehouse played an important role in the Portland Fire Department. In 1916, it was the first station in Portland to put a motorized fire truck into service. It was the headquarters for the City's District Two Fire Chief from 1909 until its closure. Engine Company No. Eight remained an active fire department company at 536 Deering Avenue until 1967 when the engine company was relocated, along with the District Chief's offices, to North Deering.

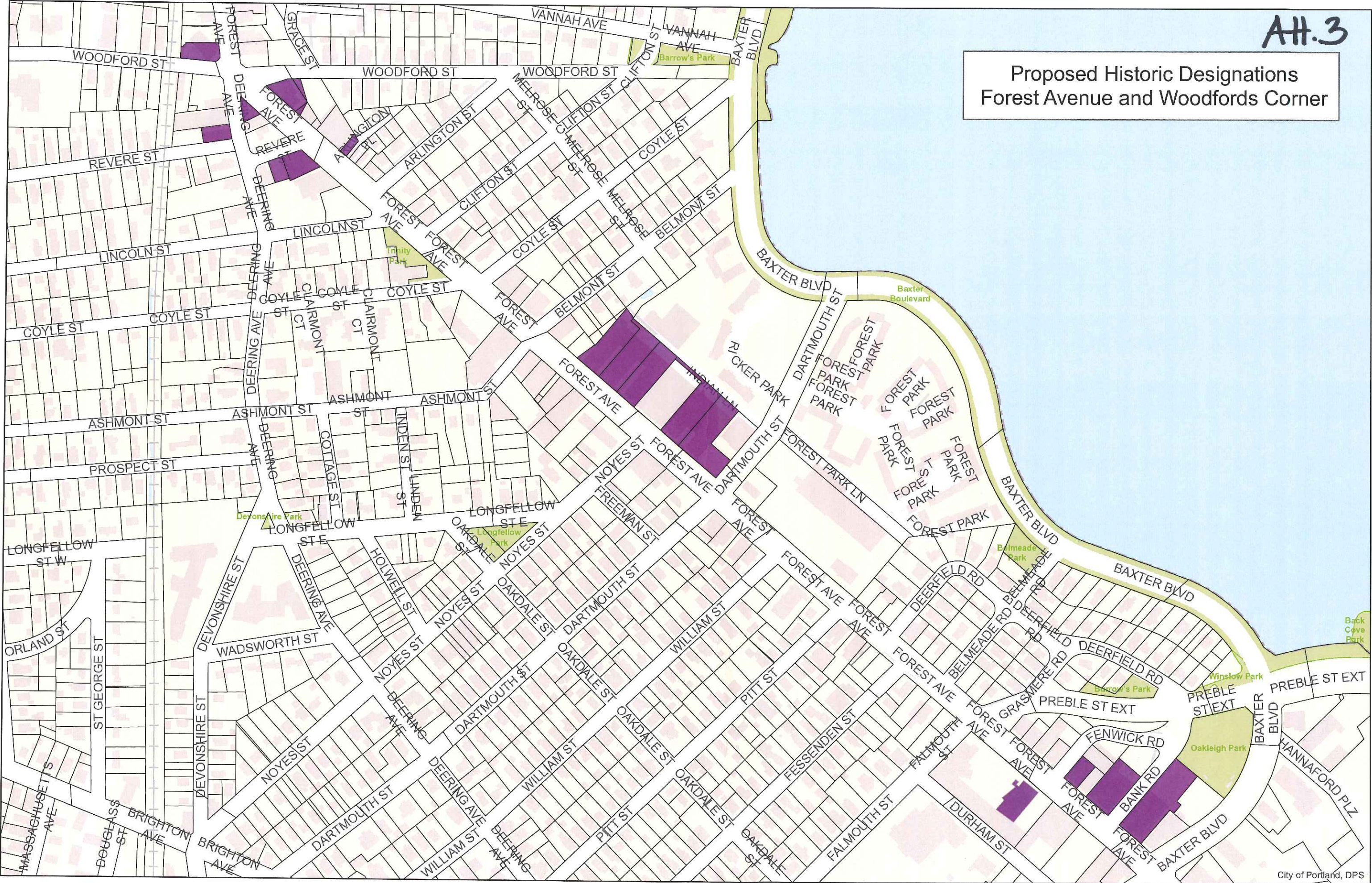
After the engine company relocated to North Deering in 1967, the City of Portland leased the unoccupied firehouse to the Children's Theatre of Maine in 1971 for a period of five years at the cost of one dollar. This change of use necessitated some interior modifications, such as the removal of the fire pole and the addition of a metal fire escape. Following the Theatre's leasing period, the firehouse was used by the city for storage but remained vacant until a private owner bought the building in 1994. Big Sky Bread Company moved into the space the same year.

The building is a two story brick structure with a flat roof. The façade features spandrels with decorative ornamented panels constructed of wood above the two large bays that once served as the station's doors. Just above this ornamentation, a flag pole is mounted at the second story level and extends well above the roofline. The heavy eaves are highlighted by dentils and brackets at the cornice. The "Engine 8" sign that can be seen in historic images is no longer hanging on the façade. A siren tower was erected on the roof in 1951.



Engine Company No. 8 Firehouse circa 1912. Maine Historical Society Image.

Proposed Historic Designations
Forest Avenue and Woodfords Corner



Forest Avenue: Its Early Development & Transportation History

January 2016



Woodford's Corner in the 1940s

This document is largely excerpted from the historic context statement prepared for *Forest Avenue and Stevens Avenue, Portland, Maine* prepared by Scott T. Hanson of Sutherland Conservation and Consulting in August of 2015. Additional details can be found in that report. Copies of *Forest Avenue and Stevens Avenue, Portland, Maine* are available from the City of Portland and Greater Portland Landmarks.

Street Car Suburban Development

The horse car lines were electrified in 1895, extending the transportation lines outward and expanding the availability of land for residential development. Following national trends, the suburban development in Deering attracted a wide range of people from the working to the upper middle class, with a large portion of the new residents being middle class. Suburban residential developments from this era include the Coyle Park development in 1899 and the Boulevard Park subdivision along Deerfield Road in the early 20th century. The houses built in all of these subdivisions reflected the architectural styles of the periods in which they were developed. While the earlier 19th century subdivisions featured primarily Italianate and Queen Ann style houses, the later ones were built in the Colonial Revival, Classical Revival, and Arts and Crafts styles.

At Woodford's the village center at the corner was substantially altered by the construction of the Odd Fellows Hall in 1897. The four story building with its clock tower was urban in scale and character. For a few years before the annexation of Deering by Portland, the Deering city offices were located in the new block. Additional commercial, social, and civic development built near the corner includes the new fire station on Deering Avenue in 1907, the Woodford's Club in 1913, and Albion Chapman's three story brick "flat iron" building of 1916 in the angle between Deering and Forest Avenues. Woodford's Corner continued to serve as an important neighborhood center for goods and services through the middle part of the twentieth century.

The Automobile and Its Impact on Development along Forest Avenue

In the first decade of the 20th century, the impact of the auto was minimal along Forest Avenue. Most residents of the area could work and shop in the area or they could quickly and affordably travel into the downtown via street cars. As the number of residents living along Forest Avenue increased due to the affordability of commuting into Portland, new residential forms appeared along the street to accommodate a diversity of housing needs. New residential buildings on Forest Avenue tended to be multi-family homes after 1900. Several two-family homes, a few triple decker apartment houses, and a couple of mixed use buildings constructed in the early part of the century remain. Mixed use buildings generally had a commercial use at the street level and residential apartments above.

The introduction of the personal automobile had an enormous impact on suburban development along Forest Avenue, reflecting a larger trend in the city, state and nation. In 1901 there were only 27 automobiles in Portland² and they were primarily toys for the wealthy businessmen. Nationwide and in Portland automobile ownership increased exponentially between 1910 and 1930. In 1915 the national average was one car for every forty-three citizens. By 1923, fifty percent of American households owned an automobile. The rise in auto ownership negatively impacted the ridership on the area's street cars, but it also created new businesses to fuel, service, and detail automobiles and generated new building types.

In the residential neighborhoods on either side of Forest Avenue, the impact of the automobile is represented by the small single car garage. Initially carriage barns were converted for use as garages, but in the 1920s one-story, single bay garages were often constructed to the side and rear of homes to accommodate vehicle storage. Several examples remain on streets like Deerfield Road, Belmont Street, Coyle Street, and Longfellow Street.

² Barnes, Albert F. Greater Portland Celebration 350. Portland, Maine 1984, 128.

dramatically in the 1950s and changes were made to accommodate the increased traffic. These changes decreased pedestrian access and safety and the resulting reduction in pedestrian activity made it challenging to sustain the scale and type of businesses that had historically been located in the neighborhood.

Eventually the increasing number of people living beyond the traditional urban and suburban core triggered commercial development of modern shopping centers further out. The Pine Tree Shopping Center was built off Brighton Avenue in 1959. Other modern shopping centers were built at Westgate in Libbytown, Northgate in North Deering, and near Riverside in Westbrook. Additional commercial development sprang up around the Exit 8 interchange of the Main Turnpike. This development impacted the auto dealerships along Forest Avenue as new larger car dealerships with large lots were built near the turnpike exit. Howard Johnson's built a new hotel and restaurant on Riverside near Exit 8 and demolished their 1940s building on Forest Avenue. A new modern shopping plaza, Forest Avenue Plaza, with a large front parking lot was built on the site of the former Howard Johnson's and the A&P grocery. Valle's Steakhouse built a new restaurant on Brighton Avenue near Exit 8, demolished their 1940s building at Woodford's Street and Forest Avenue, and built a new sandwich shop at that corner in 1964, in a building now occupied by the Woodford Food and Beverage.

Since the mid 20th century, Forest Avenue has increasingly become a street lined with commercial properties. Forest Avenue's residential history has nearly disappeared in the section between I-295 and Woodford's Corner. Only four homes and one mixed use building with apartments remain on Forest Avenue between I-295 and Coyle Street. All of the homes have been converted to commercial uses. Seven residential buildings remain between Coyle Street and Woodford's Corner, and all are located on the east side of the street.

The historic buildings that remain to represent Forest Avenue's social, cultural, residential, and commercial history are significant to an understanding of the development of Portland's off-peninsula suburbs in the 19th and early 20th centuries. The remaining buildings represent a range of styles and building types that are representative of a broad period in the historical development of Forest Avenue. Forest Avenue is also significant as the location of Portland's Automobile Row. The remaining automobile showrooms and auto-related businesses built in the early 20th century in a concentrated area between Baxter Boulevard and Belmont Street are representative of Forest Avenue's significance as a transportation corridor. The automobile dealerships, filling stations, and automotive related commercial buildings are also significant as examples of the commercial impact of the automobile industry in early 20th century Portland.



Forest Avenue and Stevens Avenue Portland, Maine

Historic Context

Scott T. Hanson
Sutherland Conservation & Consulting
August 2015

General context

Development of Colonial Falmouth

European settlement of the area that became the city of Portland, Maine, began with English settlers establishing homes on the islands of Casco Bay and on the peninsula known as Casco Neck in the early seventeenth century. As in much of Maine, early settlers were attracted by abundant natural resources, specifically fish and trees. Also like other early settlement efforts, those at Casco Bay and Casco Neck were tenuous and fitful, as British and French conflicts in Europe extended across the Atlantic to New England and both the French and their Native American allies frequently sought to limit British territorial claims in the lands between Massachusetts and Canada.

Permanent settlement did not come to the area until the early eighteenth century and complete security against attacks from French and Native forces did not come until the fall of Quebec to the British in 1759. Until this historic event opened the interior to settlement in a significant way, the town on Casco Neck, named Falmouth, was primarily focused on the sea with minimal contact with the interior. Falmouth developed as a compact village in the vicinity of present day India Street. As it expanded, it grew primarily to the west along what would become Fore, Middle, and Congress streets. A second village developed at Stroudwater, several miles up the Fore River. Roads to the interior were limited and used primarily to move logs to the coast for sawing or use as ship's masts.

The town on the peninsula broke off from the larger town of Falmouth (then comprising modern Falmouth, Portland, Cape Elizabeth, South Portland, and Westbrook)¹ and became the town of Portland in 1786, incorporating as a city in 1832. Westbrook broke off from Falmouth in 1814, extending from adjacent to the peninsula to the villages of Saccarappa and Cumberland Mills on the Presumpscot River, taking in Stroudwater and East Deering as well.² The sections of Westbrook closest to Portland became the town of Deering in 1871. The town incorporated as the city of Deering in 1892.³ In 1899, the city of Portland annexed Deering combining the peninsula city with its suburban neighbor.

Early Roads

With the opening of the interior and coastal regions east of Falmouth to settlement in the mid-eighteenth century came early roads connecting the peninsula town to areas to the south, west, and east.⁴ Among the earliest roads were the beginnings of today's Stevens/Allen, Forest, and Deering/Ocean Avenues. Although now named as separate streets, Stevens and Allen Avenues were laid out as a single road in 1730,⁵ as were Deering and Allen Avenues in 1735. Later in the 18th century, a road was built running between the two roads and continuing on toward Windham. The section between the two future



This view showing Falmouth in 1775 shows the early roads that later became Deering Avenue and Stevens Avenue. at the upper center and upper left of image Image courtesy of Maine Historical Society, Portland, Maine. (MHS)

- 1 Greater Portland Landmarks. *Portland*, Portland, Maine, 1972, 20.
- 2 Barry William David and Anderson, Patricia McGraw. *Deering*, Portland, Maine, 2010, 50.
- 3 Barnes, 124.
- 4 Barnes, Albert F. *Greater Portland Celebration 350*, Portland, Maine 1984, 83.
- 5 Barry & Anderson, 52.

avenues was called Bishop's Road and beyond Stevens/Allen Avenue it was called Windham Road. In the early nineteenth century, citizens petitioned for a new road to be constructed from Bishop's Road to where Deering's Bridge was to be built. This new road, Bishop's Road, and Windham Road to the Westbrook line are today's Forest Avenue. Over time, homes, farms, and shops were developed along these roads, generally moving from the town on the peninsula or Stoudwater outward over time. In the early- to mid-nineteenth century, some of this development took on a proto-suburban character for the area near Back Cove, just northwest of the peninsula. With the arrival of horsecars and later electric trolleys, the suburban development accelerated.

Development at the Corners

Denser development occurred early on where these roads intersected, particularly at Woodford's Corner and Morrill's Corner. Deering/Ocean Avenue crossed Forest Avenue at Woodford's and Stevens/Allen crossed Forest at Morrill's Corner. Forest Avenue was the primary road to the lakes and mountains to the northwest and on to northern New Hampshire and Vermont. As inland settlement increased, this became a major route for farmers bringing produce to market in Portland. Deering/Allen Avenue was the primary route from the Portland peninsula to Falmouth and points east up the coast. Stevens/Allen Avenue was the primary route up



Morrill's Tavern was built at the intersection of today's Forest Avenue (left) and Allen Avenue (right) around 1805. It was approximately 100 years old when this image was taken. (MHS)

the coast from the south, bypassing the Portland peninsula. These intersections were natural locations for the development of inns and taverns to serve travelers as well as tradesmen's shops to supply their needs. Mainline railroads also established suburban railroad stations at these locations when their lines were built through the corners. Both the York & Cumberland Railroad (later the Portland and Rochester and then the Boston & Maine) and the Portland and Kennebec Railroad (later Maine Central) passed through both corners. More residential development followed the building of street car lines on Forest and Stevens Avenues in the mid-1860s and these corners became neighborhood centers with businesses and institutions catering to the residents. These included schools and churches as well as social clubs and a garden cemetery.

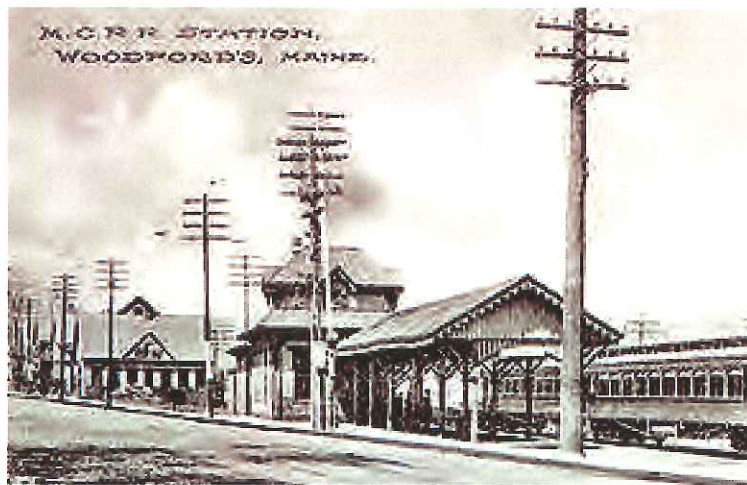
Street Car Suburbs

The construction of a horse car line from the Portland peninsula to Morrill's Corner along Forest and Stevens Avenues triggered the development of the city's first "street car suburbs" starting in the mid-1860s. In the National Park Service's National Register Bulletin, *Historic Residential Suburbs*, the authors state, "The laying out of new transportation routes, using new technologies, spurred the outward movement of suburban development. New circulation patterns formed the skeleton around which new land uses and suburbs became organized. Farmland near the city was acquired, planned, and developed into residential subdivisions of varying sizes. Separate from the city, new subdivisions were designed as residential landscapes, combining the open space, fresh air, and greenery of the country with an efficient arrangement of houses."⁶ In this national context document, the development of suburban neighborhoods is broken into four chronological eras: Railroad and Horsecar Suburbs (1830-1890); Streetcar Sub-

⁶ Ames, David L. and McClelland, Linda Flint. *Historic Residential Suburbs: Guidelines for Evaluation and Documentation for the National Register of Historic Places*, U.S. Department of the Interior, National Park Service, 2002.

urbs (1888-1928); Early Automobile Suburbs (1908-1945); Post-World War II and Early Freeway Suburbs (1945-1960).⁷ All of these phases of development occurred in Portland, Maine, within the same general time frames indicated for the national context. The Deering neighborhoods along Forest and Stevens Avenues that are included in the study area were developed through all four periods, with the majority of surviving historic resources from the 1860 to 1930 period. Development in the last two phases primarily occurred further out from the peninsula, but had large impacts on the study area nonetheless, particularly Forest Avenue.

Horse-drawn omnibuses were introduced in America's larger cities by 1830 and were the first form of what would eventually come to be called "mass-transit."⁸ Omnibuses were large, enclosed, sprung vehicles seating a dozen or more passengers pulled by a team of horses. Because of their size and weight, they required paved streets and were largely restricted to developed city centers where pavement was most common. The first phase of suburban development utilizing "mass transit" followed the establishment of common carrier railroad lines between cities. In the areas immediately outside city centers, areas just beyond reasonable walking distance, railroad companies built passenger depots that triggered the development of residential neighborhoods for upper-middle and upper-class families whose breadwinner worked in the city and commuted several miles daily by rail.⁹ The passenger depots that were established at Woodford's Corner and Morrill's Corner around 1846 were examples of this national trend and impacted development along both Forest and Stevens Avenues.



The Woodford's railroad station was built to serve the Portland & Kennebec RR when it came through in 1846, making it possible for well-to-do suburban residents to commute to their businesses in Portland. (MHS)

In the 1850s, omnibuses that were pulled on iron or steel rails began to appear in American cities. This provided a much lower rolling resistance and allowed the horses to pull a greater load for a longer distance, and did not require paved streets. In the *Historic Residential Suburbs* National Register Bulletin, the authors note:

Horse-drawn cars increased the distance one could commute in one-half hour from two to three miles, thereby extending the distance between the center city and land desirable for residential development from 13 to almost 30 square miles. Horsecar tracks followed the main roads radiating out from the center city toward the emerging railroad suburbs on the periphery. Transportation began to influence the geography of social and economic class, as the the cost of traveling between home and work determined where different groups settled. The middle and working classes settled in neighborhoods closer to the central city accessible by horse-drawn cars...¹⁰

The construction of the horsecar line along Forest and Stevens Avenues during the Civil War brought this

7 Ames and McClelland, 16.

8 Ames and McClelland, 16.

9 Ames and McClelland, 16.

10 Ames and McClelland, 17.

new and more affordable form of mass transportation to Portland and Deering.

The second phase of this development, the electrification of hosecar lines for use by self-propelled trolley cars, ushered in a new age of suburbanization starting with the first such system in Richmond, Virginia in 1887. The electric streetcar allowed a person to travel as far in ten minutes as they could walk in thirty. Once introduced, streetcar, or trolley, trackage in American cities increased rapidly. There were 5,783 miles of it in 1890, which increased to 22,000 miles by 1902 and to 34,404 by 1907.¹¹ The Bulletin quoted above states, "In older cities, electric streetcars quickly replaced horse-drawn cars, making it possible to extend transportation lines outward and greatly expanding the availability of land for residential development. Growth occurred first in outlying rural villages that were now interconnected by streetcar lines, and, second, along the new residential corridors created along the streetcar routes," noting further that, "Socioeconomically, streetcar suburbs

attracted a wide range of people from the working to upper-middle class, with the great majority being middle class. By keeping fares low in cost and offering a flat fare with free transfers, streetcar operators encouraged households to move to the suburban periphery, where the cost of land and a new home was cheaper." Writing of the later part of the streetcar era of suburban development, the authors state, "As streetcar systems evolved, cross-town lines made it possible to travel from one suburban center to another, and interurban lines connected outlying towns to the central city and to each other."¹² These efficient and affordable mass transportation systems affected the way communities were designed and built:

Concentrated along radial streetcar lines, streetcar suburbs extended outward from the city, ... Unlike railroad suburbs which grew in nodes around rail stations, streetcar suburbs formed continuous corridors. Because the streetcar made numerous stops spaced at short intervals, developers platted rectilinear subdivisions where homes, generally on small lots, were built within a five- or 10-minute walk of the streetcar line. ... Neighbor-



A horsecar enters Market (now Monument) Square on Congress Street in Portland, c. 1870. Image courtesy of Bangor Public Library, Bangor, Maine (BPL)



Early electric trolleys in Monument Square, Portland, c. 1895 (BPL).

11 Ames and McClelland, 17.

12 Ames and McClelland, 17.

hood oriented commercial facilities, such as grocery stores, bakeries, and drugstores, clustered at the intersections of streetcar lines or along the more heavily traveled routes. Multiple story apartment houses also appeared at these locations...¹³

All of these national trends related to the development of first horsecar lines and their later expansion as electric trolley lines occurred in Portland and Deering and greatly impacted the development of Forest and Stevens Avenues.

Impact of the Automobile

The introduction of the personal automobile had an enormous impact on suburban development in greater Portland, which reflected nation-wide trends. Around the turn of the 20th century, the first automobiles were expensive toys for the wealthy. With the introduction of the Ford's relatively inexpensive Model-T car, automobile ownership soared and suburbanization entered its next phase. Between 1910 and 1930, automobile registrations in the U.S. increased from 458,000 to nearly 22 million. Eight thousand autos were in use in the U.S. in 1900, one half

million were in use in 1910, nine and a quarter million in 1920, and nearly twenty-seven million in 1930. Annual car sales increased from over two and a quarter million in 1922 to nearly four and half million in 1929.¹⁴ Largely due to wide-spread adoption of the automobile, streetcar lines across the nation were shut down and abandoned by the 1940s,¹⁵ as they were in Portland and its suburbs starting in the late 1930s. Along with automobiles came the "auto showroom" dealership to sell them from. Automobile companies built model, or "object lesson" showrooms in major cities for dealers to emulate in their own buildings across the country.¹⁶ In *Main Street to Miracle Mile*, historian Chester H. Liebs describes the "birth of a new type of commercial district – automobile row":

The evolution of these marketplaces for motorcars usually began when a dealer – often motivated by company object lessons, along with a desire to forsake high rents or taxes and cramped quarters in the central city – relocated along a main road, farther out of town. Before long another dealer moved in nearby, then another. Soon speculators built small, one story showrooms in the gaps between the larger, more impressive sales buildings. These in turn were rented by agents of smaller, lesser-known automakers. Within a few years, a whole new Main Street was born, lined by walls of buildings whose shop windows, instead of being crammed full of jewelry, clothing, hardware, or groceries, showcased a single product – automobiles. By walking, driving, or riding a trolley down the street, shoppers could survey the latest cars available, while gaining an impression of dealers and the companies they represented from the appearance of their buildings.¹⁷

This description could have been written specifically about the development of the stretch of Forest



Automobiles being delivered to the Portland waterfront, c. 1910. Image courtesy of Maine Historical Society.

13 Ames and McClelland, 17.

14 Ames and McClelland, 18.

15 Ames and McClelland, 17.

16 Liebs, Chester H. *Main Street to Miracle Mile*. Baltimore, Maryland, 1995, 79.

17 Liebs, 83-84.

Avenue from Baxter Boulevard to Bedford Street between 1915 and 1930.

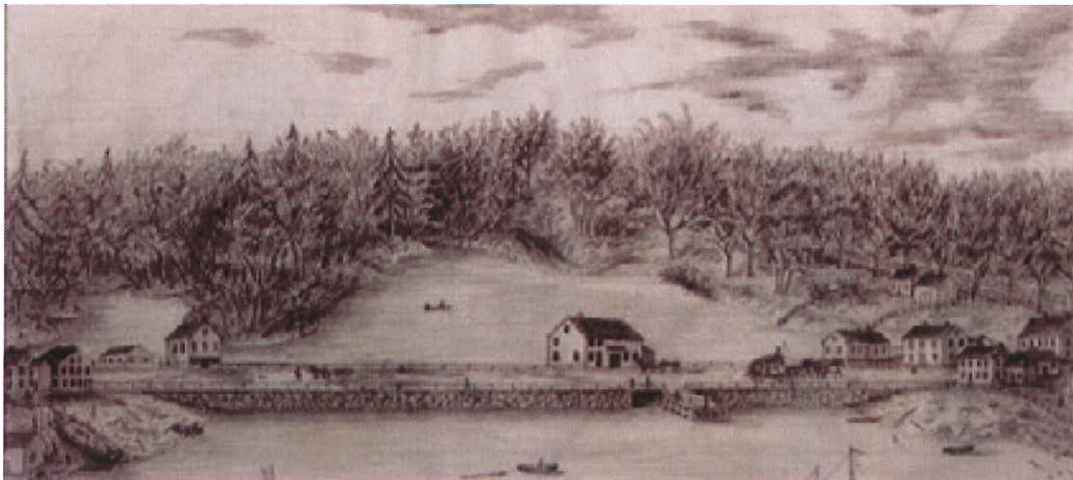
The fourth phase of suburban development followed World War II and is usually described as a “housing boom,” concentrated in bedroom communities further from the urban centers than the earlier streetcar suburbs. The development of interstate and arterial highways, especially following the Federal Aid Highway Act of 1956, further fueled the development of suburbs farther from the urban core. The Act funded the construction of a 41,000-mile system of interstate highways that included five thousand miles of urban freeways.¹⁸ As explored below, this large scale change in how American’s got from home to work, and elsewhere, significantly influenced the built resources of the study area, particularly along Forest Avenue.

The major historical themes represented by the surviving historic resources in the study area include transportation, community development (particularly suburban development), education, and religion.

Forest Avenue

Road to the Interior - Transportation

Prior to the construction of a bridge across the mill pond at Deering Oaks in 1806, the only road into Portland from the northeast was today’s Deering Avenue, which crossed the narrow land connection between the peninsula and mainland. Leaving the city, one would have traveled out Deering Avenue, cutting through the Deering estate, to what is now Woodford’s Corner, where the road west toward New Hampshire intersected Deering/Ocean Avenue. At this time, the city was concentrated between India and State streets on the peninsula, with the business center located in the southeastern portion of that area.



This drawing by Charles Goodhue was done late in the 19th century and represents Mr. Goodhue’s recollection of how Deering’s Bridge appeared in the 1840s. Image courtesy of Maine Historical Society.

Deering’s Bridge - Transportation

The new bridge, a joint project of the towns of Falmouth and Portland, was agreed to in 1805 and became known as Deering’s Bridge after construction.¹⁹ It crossed a portion of Back Cove that extended into Deering’s woods where today’s Deering Oaks pond is located. With the County Road (now Forest Av-

¹⁸ Ames and McClelland, 28.

¹⁹ Barry & Anderson, 44

enue) extended from today's Woodford's Corner over the new bridge and up the hill to Congress Street, the distance to the heart of the city was substantially reduced.²⁰ The bridge was combined with a causeway that served as a tidal dam and a tide mill was constructed alongside the bridge to make use of the waterpower. Over time, the area around the bridge became home to a number of industries, including tanneries and a stoneware factory. Eventually, fill was hauled in to create new land around the bridge, which is today occupied by a portion of Deering Oaks park, the Portland Post Office and Federal Building, and the intersection of Forest Avenue, State Street, Kennebec Street, and Marginal Way.

Early estates - Suburban Development



A detail from the 1886 bird's eye view of Deering showing several of the estates that extended from Forest Avenue to Back Cove. Image courtesy of Boston Public Library.

Beyond the new bridge, James Deering had built his mansion in 1804 and established Portland's first suburban "gentleman farmer" estate.²¹ Deering owned all of the land west of the County Road (Forest Avenue) from the bridge nearly to what soon became known as Woodford's Corner. On the opposite side of the County Road, other prominent Portland businessmen followed Deering's example and built homes on sizable estates that ran down to Back Cove in the decades that followed.²² The presence of these suburban estates prevented commercial development along Forest Avenue between Deering's Bridge and Woodford's Corner until the early twentieth century.

Woodford's Corner - Transportation and Suburban Development

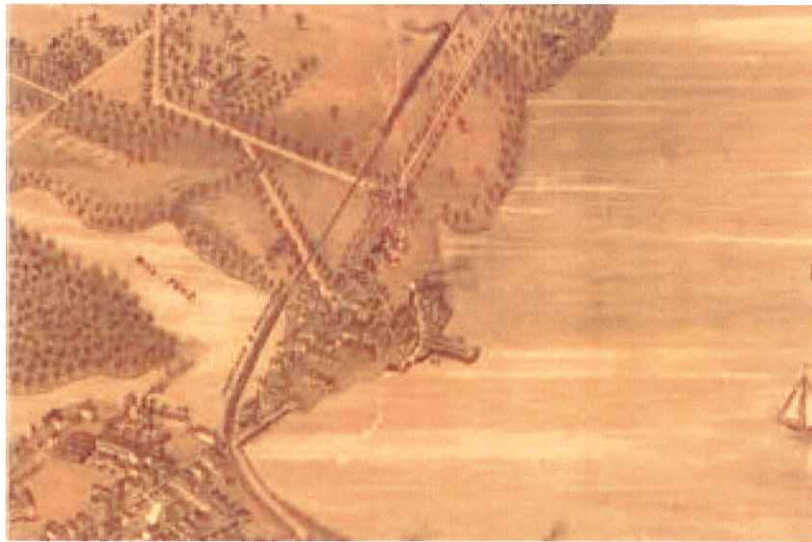
A Connecticut merchant named Chauncey Woodford settled near the intersection of Forest Avenue and Deering/Ocean Avenue around 1799 and was later joined by his two brothers. All three were engaged in the tinware business and were soon joined by other businesses at the "corner," including taverns, blacksmiths, shoemakers, and stores.²³ Additional activity at the corner followed the arrival of the railroads, with passenger and freight depots to serve the developing community center.

The first railroad to come through Woodford's Corner was the Kennebec and Portland RR, chartered in 1836 and opened through to Brunswick in 1847. The line ran from a junction at Commercial Street with the Portland, Saco & Portsmouth Railroad which connected to other lines running to Boston. The K&P RR followed the Fore River around the base of Bramhall Hill (today's Western Promenade) before turning northerly to parallel St. John Street to Brighton Avenue and then passed between Deering Heights and Deering Avenue to cross Woodford Street and Forest Avenue at Woodford's Corner. From there it roughly paralleled Forest Avenue on the east to Morrill's Corner and then turned eastward toward Falmouth.

The York and Cumberland Railroad was built through Woodford's Corner in 1850, running from a depot

- 20 Barry & Anderson, 45
- 21 Barry & Anderson, 58.
- 22 Barry & Anderson, 59.
- 23 Barry & Anderson, 45.

on Back Cove across Forest Avenue at Deering's Bridge (on a wooden trestle) and roughly paralleling Forest Avenue to the west on a right-of-way taken from the Deering estate.²⁴ Just southeast of Woodford's, the railroad crossed back over Forest Avenue and continued westward crossing and then paralleling the Kennebec & Portland railroad to Morrill's Corner, where it re-crossed Forest Avenue to continue to Westbrook and points west. The Kennebec and Portland was eventually absorbed into the Maine Central Railroad and remains in use as part of the Pan Am Railroad. The York & Cumberland became part of the Portland & Rochester RR before that line was absorbed into the Boston & Maine Railroad. The Boston & Maine RR eventually owned or controlled multiple lines into Portland from the south and the redundant line through Woodford's was abandoned and removed in 1911.



Detail from the 1876 Portland bird's eye view print showing the Deering's Bridge area with the York & Cumberland (Portland & Rochester) Railroad line running through the Deering estate parallel to Forest Avenue toward Woodford's Corner. Image courtesy of Library of Congress.



Detail from the 1886 bird's eye view of Deering showing the Woodford's Corner area. The area was served by two railroads and the horsecar line by this date and suburban residential development was well under way. Image courtesy of Boston Public Library.

²⁴ Barry & Anderson, 73.

Construction of the four story brick Odd Fellows Hall with its tall clock tower in 1897 represented a new scale and urban character for what had been essentially a village center of two story wood buildings. At the same time the new Odd Fellows Block was being erected, the historic Federal style Ebenezer and Mary Woodford House on the opposite side of Woodford Street was raised a story and placed on a new brick base housing a commercial use with a storefront on Woodford Street.²⁵ For the few years between completion of the Odd Fellows Block and the annexation of Deering by Portland, the Deering city offices were housed in the new block.



Construction of the brick Odd Fellows Block at Woodford's Corner in 1897 introduced a new scale and urban character to the neighborhood center which had more resembled a rural New England village until that time. Other large masonry buildings followed. Image courtesy of Maine Historical Society.

Other new commercial development followed at Woodford's, including Albion Chapman's three story brick "flatiron" building of 1916 in the angle between Forest and Deering Avenues, the new fire station of 1907, and several one and two story brick commercial buildings. By 1920, the former "village center" had a decidedly urban character. Woodford's Corner continued to serve as a neighborhood center for goods and services through the middle part of the twentieth century. The Woodford's Club was built just up from the intersection in 1913 while the Odd Fellows and Masons both met in their halls in the Odd Fellows Block. In the 1950s, shops included Houle's Drug, the Economy Market, Buster Brown Shoes, two bakeries, a movie theater, a bank, and several restaurants.²⁶ Automobile traffic through Woodford's increased dramatically as new suburban development occurred further out in Portland, Westbrook, Windham, and Falmouth starting in the 1950s. Over time, changes were made to accommodate the increased traffic which decreased pedestrian access and safety, eventually making the location unsuitable for the types of businesses that had historically been located there.

Beyond Woodford's Corner, the land along Forest Avenue nearly to Morrill's Corner was again primarily occupied by large estates in the nineteenth century, including the F.O.J. Smith estate on the west side of the road (today's Baxter Woods is a part of this property) and other large properties extending toward Ocean Avenue and Back Cove. Development occurred along the east side of the street between Woodford's and Morrill's Corner after removal of the Portland & Rochester (Boston & Maine) railroad tracks in 1911. This was primarily commercial in use and character. The Maine Central Railroad tracks remained, separating these commercial buildings from the residential subdivisions being developed west of Ocean Avenue.

Horse Cars and Trolleys – Transportation

The early suburban residential development along Forest Avenue was built for wealthy businessmen who commuted to offices in the city in private carriages with their own drivers. It was only after the construction of a horse car line that homes for middle class residents began to be constructed in any number. Horse cars could transport large numbers of passengers for a low fare, making it possible for those

²⁵ Barry & Anderson, 78, and City of Portland 1924 tax record for 661-667 Forest Avenue.

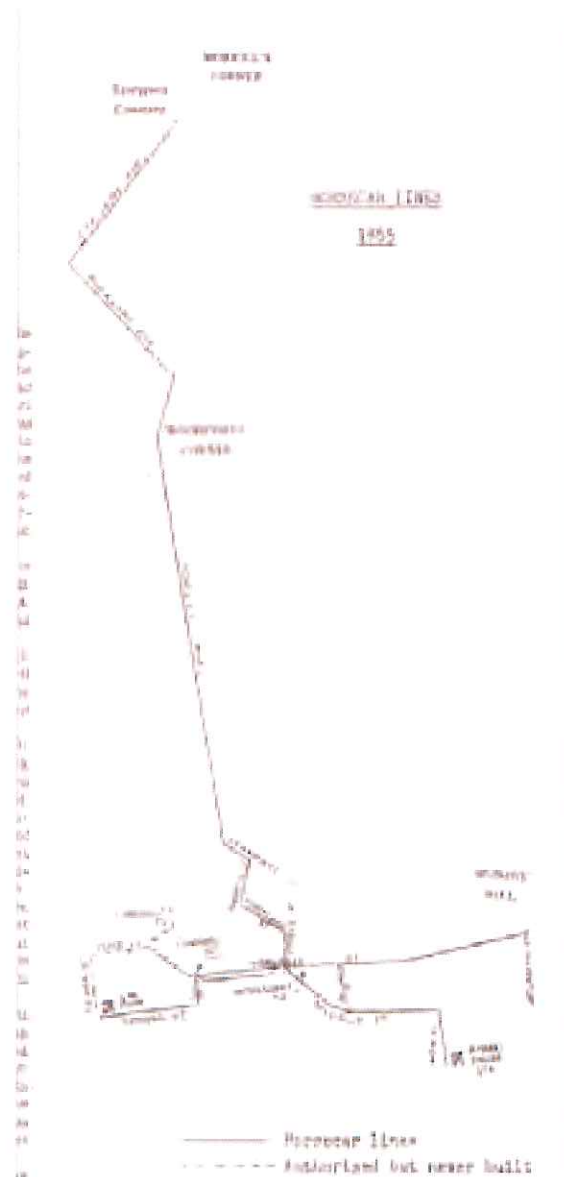
²⁶ Shettleworth, Earle G., Jr. Oral history interview by S.T. Hanson, August 7, 2015.

who were not wealthy to live off-peninsula and commute to work. The Portland and Forest Avenue Railroad Company (later Portland Railroad Company) was chartered in 1860 and began construction of a street railway line on India Street in 1863 with rails imported from Canada. The Civil War was underway and American rails were unobtainable. The company was chartered with \$100,000 in capital.²⁷ The first section of street car line extended from the Grand Trunk depot on India Street up Middle Street to Congress Street at Market (Monument) Square, west to High Street, down High to Spring and then westerly to Clark Street. The following year, a line was built from Market Square down Preble Street to Portland Street, west to Forest Avenue, along Forest to Woodford's, then along Pleasant Avenue to Stevens Avenue and northerly along Stevens to Morrill's Corner. Running 3.3 miles from Market Square, this line propelled substantial suburban development in Deering.²⁸ In the month of May 1865, the line carried 77,406 passengers.²⁹ By the time the lines were electrified in 1895, the system had expanded from Woodford's to Lunt's Corner and East Deering along Ocean and Washington Avenues, as well as up to Munjoy Hill and out to Stroudwater from downtown. There were 50 horse cars and 225 horses operating at the time of electrification.³⁰

Once electrified, the lines in Deering expanded further along Stevens Avenue to Congress Street, across Woodford's Street from Woodford's Corner, and out Brighton Avenue to Westbrook. Although the section of Forest Avenue from Woodford's to Morrill's Corner never had a trolley line, a branch was extended along Forest Avenue from Stevens/Allen Avenue line at Morrill's Corner to Riverton, at the Westbrook city line, to serve the trolley company's recreational park there.³¹ The Portland Railroad Company expanded by absorbing lines in surrounding communities, ultimately covering much of greater Portland and carrying 23 million passengers in 1923.³² Within twenty years, the automobile would displace the trolleys and the system would be gone entirely.

Subdivisions - Suburban Development

The wealthy had been moving from the peninsula to large estates along Forest and Ocean Avenues for several decades before the construction of the horse car line in 1864. Most of these estates would remain intact into the twentieth century, forcing new middle class residential development further out



Route of the Portland and Forest Avenue Railroad Company horsecar line, 1865 (BPL)

27 Barnes, 82.

28 Robertson, Edwin B. *Remember the Portland, Maine Trolleys*, Westbrook, Maine, 1982, 6,7.

29 Barnes, 81.

30 Robertson, 8.

31 Robertson, 11.

32 Barnes, 144.

from the peninsula and to the west, along Deering and Stevens Avenues. The Great Fire of 1866, which destroyed much of the city center, spurred the demand for new housing both on and off the peninsula. Pleasant Avenue, connecting Forest and Stevens Avenues with the horse car line down its center, was among the first of these subdivisions. The land along both sides of the street was purchased by Dr. Eliphalet Clark, a director of the horse car company, and divided into house lots in 1866. Dr. Clark also donated a lot at the corner of Pleasant and Forest Avenues for the construction of a Methodist Episcopal church, now the Clark Memorial Church.³³ Just southeast of Woodford's Corner, Warren Sparrow had built his Gothic Revival style villa on a large estate reaching Back Cove in 1852. In the early 1870s, he began to subdivide the estate and build additional single family and double houses to sell on Arlington Street, Arlington Place, and the northwest side of Clifton Street.³⁴



Warren Sparrow's Gothic Revival house on Arlington Street, just off Forest Avenue. Several decades after building this house, he subdivided his estate into lots and built other Gothic cottages to sell. 1924 Portland tax photo.

The most important residential subdivision bordering the section of Forest Avenue included in the study area was the Oakdale Plan for a 45 acre portion of the Deering family estate acquired in 1881 by a group of developers and investors called the Deering Land Company. Extending from Falmouth Street to Dartmouth Street and from Forest Avenue to Brighton Avenue, this large upper middle class subdivision is a classic nineteenth century "streetcar suburb." Across Forest Avenue and closer to Woodford's Corner, twelve acres of the former Coyle estate was subdivided to form 69 house lots on Belmont and Coyle Streets and the southeast side of Clifton Street in 1899. This development, called Coyle Park, was



This Victorian double-house on Forest Avenue was part of the Oakdale Plan development. It is one of the few houses on Forest Avenue to survive into the 21st century, with a c. 1925 commercial storefront built in front of the left side. 1924 Portland tax photo.

33 Barry & Anderson, 101-102.

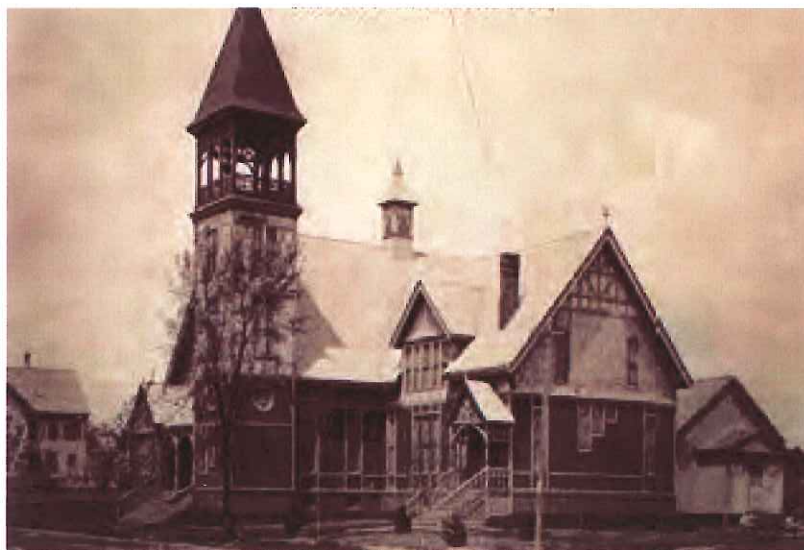
34 Barry & Anderson, 88-90.

largely built out by 1911.³⁵ The west side of Forest Avenue, beyond the Oakdale Plan development that stopped at Dartmouth Street, remained largely undeveloped in 1886,³⁶ but was subdivided and filled with homes by the turn of the century.³⁷ Boulevard Park was a smaller subdivision, located along a new street called Deerfield Road, developed in the first decade of the twentieth century. It was bordered by Forest Avenue on the west, the William Wentworth Brown estate on the north, Baxter Boulevard on the east, and the Portland Stoneware Company property to the south. The last of the large estates on the east side of Forest Avenue, the Joseph S. Ricker and W.E. Gould-W.W. Brown estates would stand until the 1920s and 1940s, respectively, before making way for automobile-era development along Forest Avenue.

The houses built in all of these subdivisions reflected the architectural styles of the periods in which they were developed. The earlier ones featured primarily Italianate and Queen Anne style houses and the later ones Colonial Revival and Arts & Crafts styles. After the turn of the twentieth century, new residential buildings on Forest Avenue tended to be two-family American Four Square style houses and a few triple-decker apartment houses. Only four houses remain on Forest Avenue between Interstate 295 and Coyle Street, all of which have been converted to commercial uses. Seven residential buildings remain between Coyle Street and Woodford's Corner, all on the east side of the street.

Churches - Religion

As Woodford's Corner developed as the "village center" for early suburban residents, those residents created churches in their neighborhood. A Methodist chapel was built in 1856 and quickly outgrown. A much larger, Stick style church was designed by John Calvin Stevens and built on a lot donated by developer Dr. Eliphalet Clark at the corner of Pleasant and Forest Avenues. It was later renamed in honor of Clark.³⁸ In 1871, a Congregational Church designed by Francis H. and Edward F. Fassett was built on Woodford Street, just up the hill from the intersection with Forest Avenue. This church



The Methodist Episcopal church at Woodford's Corner, named in memory of Dr. Eliphalet Clark. Clark was a director of the horsecar company and developed the house lots along Pleasant Avenue in the 1860s. Image courtesy of Maine Historical Society.

served until the congregation built a new church by Boston architect Arland A. Derlam across Woodford Street in 1957, next to the Miller, Mayo & Beal designed Parish House, which had been built in 1925.³⁹ The Episcopalians built Trinity Church at 113 Coyle Street in 1891, which has been expanded twice.⁴⁰ The most recent expansion, designed by architect Wilbur R. Ingall, Jr. and completed in 1963, gives the building a distinctly modernist façade and extends the building to Forest Avenue, over the one-time right-of-way of the Portland & Rochester Railroad.

35 Barry & Anderson, 160, 161.

36 A.F. Poole & Co. Bird's eye view of Deering, Maine, 1886.

37 City of Portland 1924 tax record collection on Maine Memory Network (mainememory.net).

38 Barry & Anderson, 130.

39 Barry & Anderson, 131.

40 Barry & Anderson, 131.

Automobiles - Transportation

Maine's first automobile, owned by well-known photographer Maynard D. Hanson, was delivered to Portland's docks on July 19, 1899. Hanson attracted a crowd along the streets as he drove the steam powered car to his home on Beacon Street in Deering. Two years later, there were 27 automobiles in Portland.⁴¹ These early autos were essentially toys for wealthy men and a very few women. Hanson's wife, Margaret Dorman Hanson, claimed to be the first female licensed driver in the nation.⁴² In 1912, the Portland Sunday Telegram asserted that "hardly anybody turns around to take a second look at an automobile on Congress Street today," and that there were 2,765 cars in Maine that spring, up 618 from the previous year.⁴³ A decade later, automobiles had become affordable to the middle class and were impacting the revenues of the trolley company. In an interview, the manager of the Portland Railroad Company, "pointed out the inroad made by the motorist on street railway returns. In 1910, the autos operated in the city of Portland were valued at but \$389,000, while in 1923 the figure had increased to \$2,581,000. In the (10 communities) territory served by the railroad, including Portland, there were but 538 automobiles in 1910. In the same area in 1923, there were 10,534 cars assessed at over \$4 million."⁴⁴

This dramatic change in the transportation patterns of Portland residents impacted the built environment of Forest Avenue significantly as the stretch from Deering Oaks to Belmont Street became known as the "Auto Row." Numerous car dealerships were built along this section of Forest Avenue in the nineteen-teens and twenties, along with garages and filling stations. The first car dealerships in the city had been located on the peninsula, primarily in buildings converted from others uses, but as a new form of building was created to house these new businesses, the largely undeveloped estates remaining on Forest Avenue became a magnet for dealerships. Car dealerships needed large-footprint buildings with significant enclosed interior space

for displaying and servicing autos and outdoor display space as well. Primarily one and two story buildings, with large plate-glass show windows on the street, these dealerships were among the first architectural building types developed in response to the automobile. As Patricia McGraw Anderson stated in *Deering*, "A building was required whose needs were unrelated to anything familiar – certainly not a barn – comprising an attractive and spacious showroom, office space, and an extensive maintenance and repair area, usually in the rear, and with access in at least two places. Fulfilling this building program created the earliest of the horizontal buildings that have come to dominate our suburban commercial



The first of the auto showrooms built on Forest Avenue was the Forest City Motor Company, built at the corner of Bedford Street in 1915. This building still stands in good condition. 1924 Portland tax photo.

41 Barnes, 128.

42 Barry & Anderson, 130.

43 Barnes, 128.

44 Barnes, 144.

landscapes.”

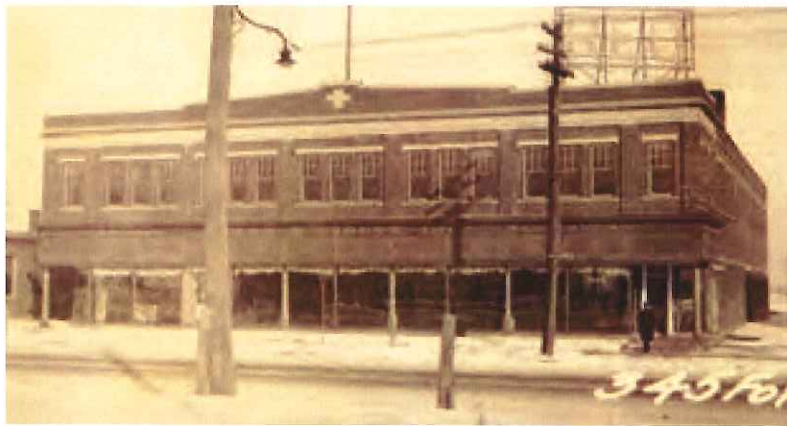
In 1910, there were six automobile dealerships in Portland, all on the peninsula.⁴⁵ But, with open space and thousands of commuters passing by daily on the crowded trolleys, Forest Avenue was recognized as an ideal location for dealers to display their cars and by 1924 there were seventeen buildings devoted to automobile sales and service between today's Interstate 295 and Falmouth Street. These included several tire and battery stores and another new building type, the filling station. The earliest of these buildings built as a car showroom was constructed in 1915, with three more built in the following two years. The other thirteen buildings were built between 1920 and 1924.⁴⁶ Auto Row was extended to Belmont Street several years later, when the Ricker estate was redeveloped with four auto dealerships along Forest Avenue and the Ricker Park apartment complex along Baxter Boulevard. While architect John P. Thomas was hired to design the apartment blocks, the auto dealerships and service garage were designed by contractor Frank Rumery, who was the builder of many Forest Avenue commercial buildings during this period as well as many residences in Deering.⁴⁷ Other important buildings built in this area during the same period included the Oakhurst Dairy building of 1922 and the T. A. Huston Bakery and A. H. Hind's Laboratory by John Calvin Stevens, both from 1920.

Another new building type that appeared at this time was the

45 Barry & Anderson, 170.

46 City of Portland, 1924 tax records.

47 Barry & Anderson, 175.



The Miles B. Mank Motor Company building of 1916-17 was one of the largest of the early automobile showrooms. It still stands in good condition. 1924 Portland tax photo.



Gilson Auto Company at 345 Forest Avenue was built in 1922. It remains standing and has housed the Palmer Spring Company for many years. 1924 Portland tax photo.



Gasoline stations were another new building type created by the automobile. This Socony station was part of the Forest and Falmouth Motor Company showroom complex on Forest Avenue. 1924 Portland tax photo.

residential garage in which to keep an automobile stored under cover. Many of the homes built in Deering after around 1910 had a garage built alongside, generally a small one or two car garage with a hipped roof. Many of these remain.

The last of the great nineteenth century estates along Back Cove was Oakland, built by banker W. E. Gould and owned for several generations by the William Wentworth Brown family. The Browns owned the Berlin Mills lumber and paper company in Berlin, New Hampshire (later renamed the Brown Company) as well as the Berlin Mills wharf in Portland. The site was not redeveloped until the early 1940s, when the Forest Park apartment complex was built along Baxter Boulevard for World War II shipyard workers and an A&P grocery store and Howard Johnson's restaurant were built along Forest Avenue.⁴⁸ The residential units were designed by architect William O. Armitage and were completed in 1944.⁴⁹ Howard Johnson's was one of the earliest national chains of restaurants catering to an auto-centric public. By 1940 Howard Johnson had built himself an empire of roadside restaurants, with more than 125 restaurants stretching from Maine to Florida doing a gross annual business of fourteen million dollars a year.⁵⁰ The free-standing A&P store, surrounded by paved parking, was a step in the evolution from corner grocery store to the modern supermarket.



Oakland, built by W. E. Gould and later occupied by the William Wentworth Brown family for several generations. Now the site of Forest Avenue Plaza and the Forest Park apartments on Baxter Boulevard. 1924 Portland tax photo.

Further out Forest Avenue, at Woodford's Corner, the nineteen thirties and forties saw continued development of the area as a commercial center for the surrounding residential area. Donald Della Valle opened a sandwich shop in the flatiron building in 1933 and expanded into a building at the corner of Forest Ave. and Woodford Street immediately after WWII. This building had housed the National Groceteria grocery store in 1924.⁵¹ A movie theater was built next to it by Ralph S. Snider in 1941.⁵² Valle would eventually own a chain of 25 restaurants including one on Brighton Avenue near the turnpike exit, which remained in business until 2000.



The site of Valle's first steak house, 660 Forest Avenue was remodeled into Gigino's sandwich shop by Donald Valle after his large new steak house was built on Brighton Avenue around 1960. He had this building demolished and built the existing Modernist building on the site in 1964. It housed Gigino's briefly and then the Valle's corporate offices until 2000. Image courtesy of Maine Historic Preservation Commission (MHPC)

48 Barry & Anderson, 125.
 49 Barry & Anderson, 181.
 50 Liebs, 200.
 51 City of Portland 1924 tax records for 660 Forest Avenue.
 52 Barry & Anderson, 134.

Arterial to Outer Suburbs - Transportation and Suburban Development

The post-war housing boom that followed World War II led to the rapid development of numerous residential subdivisions in North Deering, Westbrook, Falmouth, and Windham. Forest Avenue became the primary commuter arterial road for the residents of these new homes, most of whom still worked and shopped in downtown Portland. The trolley system had been completely abandoned before the start of the war and, although it was replaced with bus service, the majority of the new suburbanites were traveling by automobile. Eventually, the increasing number of people living beyond the traditionally defined urban and suburban core triggered the development of modern shopping centers further out. One of the first was the Pine Tree Shopping Center on Brighton Avenue, built in 1959.⁵³ The nearby Exit 8 interchange of the recently built Maine Turnpike created a new focus for development and soon impacted Forest Avenue as the car dealerships began to leave their old showrooms for new buildings nearer the highway exit. Other modern shopping centers which included supermarkets soon were built at Northgate in North Deering, Westgate, in Libbytown, and just across the city line in Westbrook on Riverside Drive. Among the businesses drawn to the new interstate highway exit was Howard Johnson's which built a new hotel and restaurant on Riverside Street. Valle's Steakhouse also built a large new restaurant on Brighton Avenue, near the highway exit, and demolished their 1940s building at Woodford's Corner for a new building. Forest Avenue Plaza, a modern shopping center, set well back from the street with acres of parking in front, was built on the site of the Forest Avenue Howard Johnsons and A&P grocery store. Only a handful of other new buildings appeared in the study area along Forest Avenue at mid-century. These included a new Oakhurst Dairy plant by architect Earle Webster, and the 1964 Modernist Valle's Building at Woodford's Corner, on the site of the original Valle's Steakhouse. The new building briefly housed a Valle's sandwich shop, much like their original operation at Woodford's. It only lasted a short time and was replaced by Valle's corporate offices.⁵⁴ Between Coyle and Belmont Streets, three relatively small mid-century office buildings form an interesting group from that period and a nearby 1920s car dealership had a striking Mid-Century Modernist façade added.

Significant surviving resources include:

Valle's Corporate Offices, 660 Forest Avenue

Odd Fellows Block, 643-651 Forest Avenue

Chapman Block, 650 Forest Avenue

Engine 8 Firehouse (Big Sky Bakery), 536 Deering Avenue

Merrill's Garage, 634 Forest Avenue

Studebaker complex, including rear garage, 517-533 Forest Avenue and 44 Indian Lane

Oakhurst Dairy, 364 Forest Avenue

Gilson Auto Company building (Palmer Spring Co.), 355 Forest Avenue

Mank Motor Car Company building, 330 Forest Avenue

A.S. Hinds building, 331 Forest Avenue

William C. Rowell building, 309 Forest Avenue

⁵³ Barnes, 205.

⁵⁴ Shettleworth, Earle G., Jr. Oral history interview by S.T. Hanson, August 7, 2015.

Stevens Avenue

Road from Stroudwater - Transportation

The road that was to become Stevens Avenue began as a crude “mast road” for moving massive white pine trees to the mast landing at Stroudwater. It was laid out from Stroudwater to the Presumpscot River by Colonel Thomas Westbrook and his partner Samuel Waldo in 1730.⁵⁵ Westbrook and Waldo controlled the mast trade at Falmouth, which was of great significance to the British Navy. It is likely that the road was used to move mast pines that had been cut further up the Presumpscot and floated down to a landing at the east end of the road. Once transported along the road to the Fore River at Stroudwater by oxen, the mast trees could be sorted and stored at the protected mast yard near Westbrook’s house there.⁵⁶

Early industry on Stevens Plains - Pre-Suburban Development



Detail from the 1886 bird's eye view of Deering showing the Stevens family homes and shops, Westbrook Seminary, Universalist Church, and other homes and shops along the road at Stevens Plains. A corner of Evergreen Cemetery is at the upper left. Image courtesy of Boston Public Library.

Among the earliest settlers along the new road was Zachariah Brackett (1716-1776), whose parents had a farm on Back Cove. His fifty acres of land ran on both sides of the road and were covered with pitch pine, which he cleared to farm the level land. His daughter, Sarah (1749-1830) married Isaac Stevens (1748-1820) in 1767. Between 1767 and 1769, the couple built a home on what became known as Stevens Plains Road.⁵⁷ The house, later known as Stevens Tavern, was a two-and-a-half story center chimney colonial style building that later got a rear ell and a two-story enclosed entry porch. Stevens’ land extended roughly from today’s New Street to the Stevens Avenue Armory.

Zachariah Brackett Stevens, son of Isaac and Sarah, built a home near his parents and established a blacksmith and tinsmith shop next to it in 1798. Historian William David Barry documents that in 1803, “the English tinsmith and decorator Thomas Briscoe bought land from Stevens and began operating a business. With his wife and five nieces, Briscoe joined the Stevens family in pioneering the painted tinware industry. Boxes, baskets, trays, and flower holders were produced on Steven’s Plains and peddled throughout the Northeast by local men with horse and wagon.”⁵⁸ Other metal works were attracted to the neighborhood, including noted pewterers Allen and Freeman Porter and Rufus Durham, all of whom arrived in Stevens Plains around 1830.⁵⁹ These craftsmen, and others who owned metal working shops

55 Sawyer, Theodore L. *Back Cove to Quaker Lane*, Portland, Maine, 2001, 12.

56 Barry, William David and Peabody, Francis W. *Tate House, Crown of the Mast Trade*, Portland, Maine, 1982, 7-15.

57 Martin, Gina and Tucker, Lois. *American Painted Tinware, Vol. II*, Historical Society of Early American Decoration, Inc., Cooperstown, NY, 2002, xxv.

58 Barry & Anderson, 48.

59 Martin and Tucker, xxviii

in the immediate vicinity, employed hired help and apprentices, creating an industrial village strung out along the road to the intersection with Bishop's Road/Windham Road (Forest Avenue), today's Morrill's Corner. Historian Esther Stevens Brazer called the lineal village a "swarming beehive of activity and trade."⁶⁰

This small-shop industrial activity continued for several generations in the Stevens family, as more members built homes around the ancestral tavern. In the 1850s, two grandsons of Zachariah B. Stevens, each built an Italianate style house next to their parents home.⁶¹ The 1887 Bird's Eye View of Deering clearly shows these buildings alongside the older Colonial and Federal style Stevens family houses. Across the street, flanking today's Walton Street at its intersection with Stevens Avenue, two cemetery monument shops with outdoor cranes and long stone sheds are visible, indicating that some element of industrial character remained in the area at that time.⁶² This business would have appeared after the establishment of Evergreen Cemetery in 1852. Of the nearly ten houses built by four generations of the extended Stevens family along the west side of the avenue, only one small early 19th century Cape survives, in much altered condition. The others have been removed to accommodate the growth of Evergreen Cemetery and Westbrook College (now the University of New England Portland Campus).



Detail from the 1886 bird's eye view of Deering showing the development along Stevens Plains Avenue at Deering Center, south of the Stevens houses. The first Deering High School is at center with the Presumpscot Park racetrack to its left. Image courtesy of Boston Public Library.

The open plain to the south of the Stevens' family houses was used periodically by militia groups for musters and training between the War of 1812 and the Civil War.⁶³ It was also one of the first locations in greater Portland where horse racing occurred, often in conjunction with militia musters.⁶⁴ Further down Stevens Avenue, scattered small farms and residences extended to what is now Capisic Street.⁶⁵ North of the Stevens family houses and shops, was the site of Portland's first institution of higher education, Westbrook Seminary. Founded in 1831 as a Universalist school, the first building was built in 1833-34 on land purchased from Zachariah Stevens and James Hicks in 1832.⁶⁶ In 1859, Goddard Hall was added and Hersey Hall followed in 1869. Both buildings were Italianate in style. Shortly before the construction of Hersey Hall, Stevens donated land for the construction of a new Universalist church along Stevens Avenue, in front of the school buildings. The Gothic Revival style building was designed by Portland architect Francis H. Fassett.⁶⁷ These four buildings now comprise the Westbrook College National

60 Barry & Anderson, 47.

61 Buttrick, Norman L. "Report of Archaeological Activity at Stevens Plains and Stevens Tavern, Portland, Maine, July 6-14, 2000, np.

62 A.F. Poole & Co. Bird's eye view of Deering, Maine, 1886.

63 Barry & Anderson, 49.

64 Barry & Anderson, 47.

65 Barry & Anderson, 48.

66 "Westbrook Seminary," *Deering News*, June 27, 1896, np.

67 Barry & Anderson, 84.

Register historic district. Next door to the college, the Pine Grove cemetery was established in 1841.

A short distance north of the Stevens family land was Bishop's Corner, named for tavern keeper and grocer George Bishop and later known as Morrill's Corner. The later name likely derived from the tanners Rufus and Levi Morrill, whose family built and operated a large inn at the Corner called Morrill's Tavern. Dominating the northerly corner of Forest and Stevens Avenues, the brick structure may have been built as early as 1805.⁶⁸ Another three story brick Federal style dwelling, now 844 Stevens Avenue, was built at the intersection at about the same time. The 1924 Portland tax records indicate that the main block of the building was 120 years old at that time, and the rear ell 50 years old.⁶⁹ The building remained in residential use in 1924, owned by the heirs of Amelia C. Boothby. A third brick residence was built north of the Morrill Tavern (now 1241 Forest Avenue) around the middle of the nineteenth century. It is a two and a half story gable-end-to-the-street Greek Revival style house with a side hall plan. The heavy door hood hints at the Italianate style, and suggests a date of c. 1850.



Greek Revival style brick house at 1242 Forest Avenue, a short distance north of the site of Morrill's Tavern. This house remains in good condition. The heavy door hood and paired doors with arched lights are transitional Italianate style elements. 1924 Portland tax records.

Another substantial residence stood in the triangle formed where Stevens and Forest Avenues came together. The two-story L-shaped wood clapboarded house presented a five bay façade toward the intersection with a long six bay façade facing Forest Avenue. A one-story woodshed addition continued this elevation further along Forest Avenue, with a yard facing Stevens Avenue behind the main block. Around 1920, the owner of this house, Charles L. Hayes, built a two story, flat roofed commercial building in the triangular front yard, facing onto the Corner.⁷⁰ A much larger two-story flat roofed brick retail commercial structure with nine apartments on the second floor had been built at the corner of Forest Avenue and Bishop Street around 1910. The Forest Avenue elevation was 82 feet long and the Bishop Street elevation 128 feet long. Both the 1886 Deering bird's eye view and the 1924 Portland tax records show numerous residences in and



Federal style residence at the intersection of Stevens and Forest Avenues. A corner of the newly built commercial building in the triangular front yard can be seen at right in this 1924 view. Both buildings have been demolished. 1924 Portland tax records.

68 Barry & Anderson, 47.

69 When the 1924 Portland tax records are this precise about the dating of older building, it appears that the assessors were relying on first-hand information from owners or other informed sources. In most cases, the records are imprecise with the age recorded simply as "old" or "very old."

70 1924 Portland tax records for 835 and 839 Stevens Avenue.

around Morrill's Corner, as well as industrial, commercial, and railroad buildings. Morrill's Tavern was demolished in the 1950s to make way for a gas station and most of the other buildings documented in the 1924 tax records have been lost as well. Only the three story Federal style brick residence at 844 Stevens Avenue, the brick Greek Revival residence at 1241 Forest Avenue, the c. 1910 commercial block at Bishop Street, and a handful of smaller residences beyond the Corner remain in 2015.

Horsecars and Trolleys – Transportation

As described above in the Forest Avenue section of this document, the first railroad to come through Morrill's Corner was the Kennebec and Portland RR around 1845. The York and Cumberland Railroad was built through Morrill's Corner five years later. The two lines came in from the east and west, respectively, and ran parallel from Morrill's Corner to Woodford's Corner. The shared passenger depot at Morrill's Corner served the lineal village stretched out along Stevens Plains Avenue and increased commercial, residential, and industrial development at the Corner. Prior to the separation of Westbrook and Deering in 1871, the depot at Morrill's Corner was called "Westbrook."

Subdivisions - Suburban Development

A number of Greek Revival style homes were built along Stevens Avenue near Morrill's Corner before and during this period. With construction of the horsecar line from downtown Portland to Morrill's Corner via Pleasant and Stevens Avenues in 1864, increased development occurred further south on Stevens Avenue. New streets were built connecting Forest and Stevens Avenues north and south of the F.O.J. Smith estate, Forest Home, and were developed with suburban residences, primarily in the Stick Style and other styles of the post-Civil War era. Much more subdivision occurred after James Phinney Baxter purchased the late F.O.J. Smith's estate following the death of Mrs. Smith in 1880. Baxter had earned a fortune as a pioneer in the canning industry and lived in a mansion on Deering Street in downtown Portland. He demolished Smith's mansion and divided the estate, selling the northern-most portion to the Catholic Diocese of Portland, leaving the central portion wooded, and subdividing the southern portion on both sides of Stevens Avenue for residential development. Eight new streets were laid out, named Alba, Clinton, Florence, Hartley, James, Mable, Madeline, and Percival for his children.⁷¹



By 1924, this gas station stood in front of Morrill's Tavern at the intersection of Forest and Allen Avenues. Both buildings were demolished for a new gas station in the 1950s, which is now a Subway restaurant. 1924 Portland tax records.



Detail from the 1886 bird's eye view of Deering showing Morrill's Corner. Morrill's Tavern is the large building at upper right and the Charles E. Morrill tannery is at the lower left. The Portland & Rochester RR curves off to the left away from the Maine Central line. The shared depot is at their junction. The horsecar line is visible running along Stevens Avenue, through the Corner on Forest Avenue and continuing out of the image to the right along Allen Avenue. Boston Public Library.

⁷¹ Barry & Anderson, 137, 138.

The 1887 bird's eye view of Deering shows many homes already constructed on these streets by that date, appearing to be a mixture of Queen Anne, Italianate, and Second Empire style houses.⁷² One of the interesting features found on a number of houses built in Deering during this period is a decorative tripartite window found on primary elevations where a bay window would more typically appear. This "flat bay window" may have been used by a particular developer or contractor in the area. After the turn of the twentieth century, new residential buildings on Stevens Avenue tended to be one- and two-family Colonial Revival and American Four Square style houses, Arts & Crafts bungalows, and a few triple-decker apartment houses. A great many pre-World War I residential buildings remain on Stevens Avenue from Brighton Avenue to Morrill's Corner. A number of Greek Revival style houses survive, one at the intersection with Woodford's Street, a few at Deering Center, and a handful near Morrill's Corner. The remaining buildings are largely split between the Victorian styles of the horsecar era and the later styles that followed. A handful of post-World War II houses exist as well, including an exceptional post-war double house at 651-655 Stevens Avenue built in 1968.



This Queen Anne style home built at the corner of Stevens Avenue and Concord Street is typical of the suburban development that followed construction of the horsecar line through Deering Center. 1924 Portland tax photo.

Churches and Schools – Religion

The earliest church within the study area along Stevens Avenue is the Gothic Revival building built for the Universalists in 1867, now the Ludcke Auditorium at the University of New England Portland Campus.⁷³

The wood board-and-batten sided structure with its asymmetrically placed buttressed tower with a soaring spire was designed by Portland's leading Victorian architect, Francis H. Fassett. A short distance to the north, on the other side of the Westbrook Seminary campus, the Free Church of Deering was built in 1887 and became the Stevens Avenue Congregational Church in 1913.⁷⁴ The stone Gothic Revival Central Square Baptist Church (now the Deering Center Community Church) was built in 1906-1907. Located on the corner of Stevens and Pleasant Avenues, the building is at the heart of the Deering Center neighborhood. An addition by designed by the Portland architectural firm Miller, Mayo & Beal was built in the 1920s. The diminutive Swedenborgian Church of the New



Historic postcard view of the Central Square Baptist Church at Deering Center, c. 1920. (MHPC)

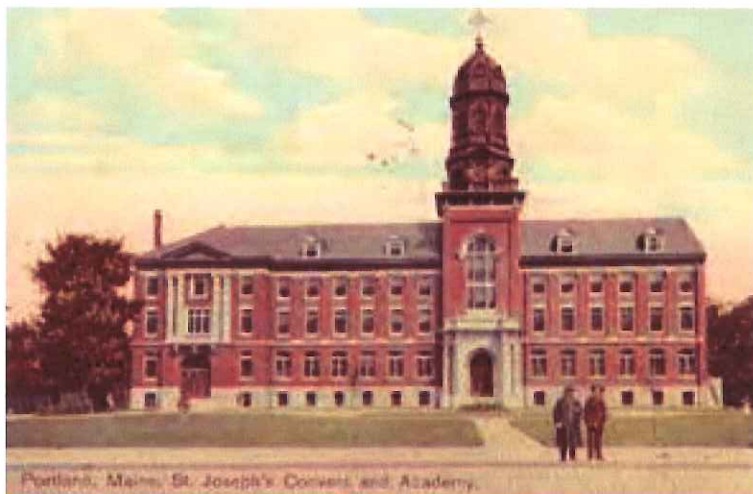
72 A.F. Poole & Co. Bird's eye view of Deering, Maine, 1886.

73 Barry & Anderson, 101.

74 Barry & Anderson, 147, 148.

Jerusalem at 302 Stevens Avenue was designed by Maine's leading architect John Calvin Stevens in the Arts & Crafts style and built in 1909. This congregation had its roots in the 1820s, when a small group of Portland residents gathered in private homes to worship and study *The Doctrine of the New Jerusalem*, by Emanuel Swedenborg. They were incorporated as a church in 1835 and acquired their first church building on Congress Street in 1837. Later in the nineteenth century, such prominent Portland residents as James P. Baxter and pharmacist H.H. Hay were members of the church.⁷⁵

The most visible religious presence on Stevens Avenue is the complex of buildings that runs from Baxter Woods past Walton Street to include St. Joseph's Church and adjacent St. Brigid School. Originally part of F.O.J. Smith's Forest Home estate, James P. Baxter sold land between the woods and Walton Street to the Catholic Diocese of Portland in 1880. The property included the former Smith Home for Aged Indigent Women, designed by architect C.H. Howe in the Second Empire style in 1862, in which the Sisters of Mercy established St. Joseph's Academy, a parochial school for girls. In 1907, an additional 21 acres was acquired from the Baxter family for construction of the Sisters of Mercy Mother House, St. Joseph's Convent. The large building with a 130-foot tall tower topped by a gold dome was designed by the Boston architectural firm of Chickering & O'Connell. An addition was made to the building in 1915 to accommodate the newly founded St. Joseph's College for Women.⁷⁶ It was the only post-secondary college exclusively for women in Maine in the early 20th century. In 1949, the name was changed to the College of Our Lady of Mercy.⁷⁷ The college relocated to the rural Verrill Estate in Standish in 1956 and was then renamed St. Joseph's College. In 1969, St. Joseph's Academy girls' school and the Cathedral High School in Portland merged to form the Catherine McCauley High School for girls. A new building was built for the school, which also occupies a portion of the site near the corner of Walton Street. The Mother House was closed in 2004 and planning is underway for its conversion to apartments by a private developer in 2015.



Historic postcard view of St. Joseph's Convent and Academy prior to the 1915 addition with completed the symmetrical design of the main facade (MHPC).



Historic postcard view of St. Joseph's Church (1931) and Parish School (1929) (MHPC).

⁷⁵ "History" from The Church of the New Jerusalem website, <http://www.theportlandnewchurch.org/#history/c8de>, accessed August 11, 2015.

⁷⁶ Barry & Anderson, 137.

⁷⁷ Sisters of Mercy. *Missioned in Mercy*, brochure, Portland, Maine, no date.

The existing stone St. Joseph's Church, north of Walton Street at 673 Stevens Avenue, replaced an earlier wood building on the grounds of the mother house. In 1881, a small wood chapel that had served as the first Methodist church at Pleasant and Forest Avenues was being replaced by the current Clark Memorial Church and was relocated to the Walton Street side of the property after the purchase from J.P. Baxter.

⁷⁸ It was damaged by fire in 1898 but repaired and continued in use until 1915. In 1908, seventy-five families comprising 300 people were members of the church. The original building was replaced in 1915 with a new wood building that served as church and school until the current church was completed in 1931. The new Gothic Revival church was designed by Boston architect William B. Colleary and built by contractors F.W. Cunningham & Sons of Portland.⁷⁹ St. Joseph's Parish School was built next to the new church in 1929 and expanded with the Father Hayes Center, a Modernist building, in 1969. The school was renamed St. Brigid School in 2007 when St. Joseph's was combined with the parish schools of St. Pius and St. Patrick's.

Schools – Public and Private Education

Educational buildings have contributed to the character of Stevens Avenue since the Stevens family donated land to establish the Westbrook Seminary in 1831. The building now known as Alumni Hall was built in 1834, utilizing the cupola from the Portland Town Hall in Market Square, which was then being remodeled in the up-to-date Greek Revival style following Portland's incorporation as a city. The institution was quite exceptional for the period in admitting both male and female students. In 1863,



Detail from the 1886 Deering bird's eye view showing the Westbrook Seminary campus at that time. The 1834 building is at right with the 1858 Goddard Hall at center and 1869 Hersey Hall at left. Image courtesy of Boston Public Library.

the state granted the school "the right to 'incorporate a course of study for your ladies equivalent to that of any female college in New England'."⁸⁰ Italianate style Goddard Hall and Hersey Hall were added by 1869. In 1900, the McArthur Gymnasium was built to designs by Portland architect Francis H. Fassett.⁸¹ In 1925, the decision was made to stop admitting male students and the institution was renamed Westbrook Seminary and Junior College in 1929.⁸² The school was accredited as a junior college in 1933-1934⁸³ and added a few additional buildings, including several existing residences, before the middle of the twentieth century. In the 1960s and 1970s, men were readmitted to the school and it became Westbrook College.⁸⁴ It was expanded considerably, with historic buildings demolished or relocated and modern buildings, including a gymnasium and an art gallery, constructed. The school was merged with the Biddeford-based University of New England in 1996 and has added several large new buildings along Stevens Avenue. Most recently, the school acquired the former Maine State Armory which stands just north of the campus.

It is likely that the community on Stevens Plains in the early nineteenth century, commonly known as

⁷⁸ Barry & Anderson, 103.

⁷⁹ "St Joseph's, A Calm Pool of Blue," *Central Square Times*, April 1992, np.

⁸⁰ Biber, Joyce K. *Westbrook College Campus*, Charleston, SC, 2009, 8.

⁸¹ Biber, 23.

⁸² Biber, 9 and Federal Writers Project. *Maine: A Guide 'Down East'*, Boston, 1937, 81, 82.

⁸³ Biber, 9.

⁸⁴ Biber, 9.

Westbrook, was served by a small wooden schoolhouse, but no documentation for it was found in researching this document. The brick building at 806-808 Stevens Avenue appears to have been built as a school in the middle of the 19th century. It has a great deal in common architecturally with the 1844 Rosa True School and 1855 Staples School in nearby Portland, but its detailing is more Italianate. The building appears in the 1886 Deering bird's eye view, but is not identified as a school in that view.⁸⁵ The 1924 Portland tax records document that the building had been converted to residential use by that date, containing four apartments. A wood building on Stevens Avenue identified on the bird's eye view as "Primary School" was the former Deering High School. It was located in the same location as today's Longfellow Elementary School parking lot.

Deering High School was established in a rented room over Cobb's Grocery Store at Morrill's Corner in 1874. The first Deering High School building was erected in 1878 near the corner of Pleasant and Stevens Avenues in the heart of Deering Center.⁸⁶ In 1899, a new brick High School in the Romanesque Revival style was constructed to designs of architect Frederick A. Thompson. Although there were concerns that the new school was much larger than needed when it was built, it was soon filled as hundreds of new homes were constructed in Deering.⁸⁷ By the beginning of the 1920s the school was overcrowded and a fire in 1921 led to a decision to build a larger school on the former Presumpscot Park site a short distance south of the existing school. The 1899 building was reconstructed with a flat roof replacing the pre-fire hipped roof and it became the Deering Junior High School before being renamed Lincoln Middle School.⁸⁸

The new Deering High School was designed by Portland architect John P. Thomas in



Brick building at 806-808 Stevens Avenue that appears to have been built as a school. It was in use as apartments in 1924 and today houses professional offices. 1924 Portland tax photo.



The first Deering High School building near the corner of Pleasant and Stevens Avenues in Deering Center. This view was taken after the electrification of the horsecar line in 1895 (MHS).



Historic postcard view of the second Deering High School by Fassett, prior to 1921 fire and rebuilding as Lincoln Middle School (MHPC).

- 85 A.F. Poole & Co. Bird's eye view of Deering, Maine, 1886.
- 86 Barry & Anderson, 84.
- 87 Barry & Anderson, 135.
- 88 Barry & Anderson, 136, 136.

collaboration with the Boston architectural firm Thomas M. James Company. Facing Deering Avenue, it is a long two-story building in the English Renaissance style with a slightly taller central block topped with a tall clock tower and projecting wings at each end, with projecting entrance porticos. The central block also has an entrance portico below a mullioned cast stone bay window. Between the central block and projecting wings, a wide mullioned bay window on each side adds depth and interest to the façade. At the south and west elevations, the grade is lower and it is a three story building. Additions were made to the rear of the building in 1932 and 1981.



Historic postcard view of the third Deering High School by Portland architect John P. Thomas and the Boston firm Thomas M. James Co., built on the site of Presumpscot Park horse racing track. View c. 1930 (MHPC).

Longfellow Elementary School was built in 1951-1952 to designs by the Portland architectural firm Miller & Beal. It is a cast stone and brick building clearly intended to relate to the English Renaissance style of the adjoining Deering High School. The use of materials and style for this building is particularly interesting when compared to other new school buildings being constructed in Portland during this period, which were Modern in style and material usage.

Evergreen Cemetery – Community Development

Evergreen Cemetery was established when the city of Portland purchased 53 acres of land adjacent to the Pine Grove Cemetery from the Stevens family in 1852. Crowded conditions in the city's Eastern and Western Cemeteries compelled the peninsula-bound municipality to look beyond its own borders to bury its dead. Victorian Garden Cemeteries had come into being earlier in the century, first at Mt. Auburn Cemetery in Massachusetts in 1829. Maine's first Garden Cemetery was started in Bangor in 1834. Unlike the colonial era burying grounds, which tended toward an austere aesthetic to the extent that they had one, Garden Cemeteries were intended to be park-like and attract people to visit with their dearly departed. Originally set well back from Stevens Avenue, with a line of Stevens family homes between the street and the cemetery, Evergreen was first expanded with additional land purchases in 1869 and 1883. The names on the monuments and tombs in Evergreen Cemetery are a "who's-who" of nineteenth and twentieth century Portland. In 1900, nearly all of the houses between the cemetery and street were purchased and demolished, bringing the cemetery to the street. The eighteenth century Stevens Tavern and one early nineteenth century Stevens house were left in private hands. The tavern survived for nearly another century, in much altered form toward the end. Only its granite foundation remains today, and the lot has been added to the cemetery property.⁸⁹ Dedicated in 1902, the stone English Gothic style Wilde Chapel in Evergreen Cemetery was designed by Portland architect Frederick Thompson and built near the corner of Leland and New Streets, with its own gate and drive from Stevens Avenue.⁹⁰ The granite wall and gate for the chapel and the four Egyptian Revival style stone gate piers at the main entrance to the cemetery, erected in 1854, give the cemetery a strong presence along Stevens Avenue.

Village Center – Suburban Community Development

⁸⁹ Barry & Anderson, 90, 91.

⁹⁰ Barry & Anderson, 168-169.



Deering Center at the intersection of Stevens and Pleasant Avenues in the 1940s (MHS).

Perhaps more than any other neighborhood in Portland, Deering Center has the feel of a typical late-nineteenth century small town downtown. The concentration of imposing civic and institutional buildings, small group of commercial storefronts, and interspersed residences with long streets of homes adjoining, gives Stevens Avenue this special character. The nearby Evergreen Cemetery and Baxter Woods Park add to the effect. Other areas in Deering once had a similar character, including Woodford's, Morrill's, and Allens Corners, but modifications to the streets in those locations to accommodate arterial traffic to the outer suburbs have altered their character and made them unsuited to pedestrian activities. Deering Center is still an entirely walkable neighborhood, which contributes greatly to its character.

The impetus for the development of this neighborhood center was the Portland Railroad Company's horsecar line that extended from the waterfront to Morrill's Corner. It entered Deering Center on Pleasant Avenue and turned sharply onto Stevens Avenue to continue to Morrill's Corner. With convenient access from downtown Portland and ample open ground on Stevens Plains, it quickly attracted attention as a location for uses that require significant space. These included the development of Presumpscot Park in 1875. A horse racing track with baseball grounds in its center, the park featured a three-story grand stand and attracted up to 10,000 people for events.⁹¹ Following its heyday as a race track, the site hosted the State Fair several times as well as bicycle races. In 1920, it was purchased by the city as a site for a new Deering High School.⁹² With increased accessibility from Portland, Evergreen Cemetery became increasingly popular as a final resting place and was expanded to more than 300 acres over the half-decade following the arrival of the horsecars. The most significant use requiring large tracts of land that followed the arrival of the horsecar line was suburban residential development. As the neighborhood filled with new residents, small-scale commercial development occurred near the corner of Pleasant Avenue and Stevens Avenue to accommodate their needs. These buildings, primarily built between 1860 and 1920, continue to serve the same function today. The conversion of a residential structure opposite Deering High School into the Deering Branch of the Portland Public Library has contributed further to the feeling of a small town center.

Significant surviving resources include:

Central Square Baptist Church, 466 Stevens Avenue

⁹¹ Barry & Anderson, 85.

⁹² Barry & Anderson, 135.

Deering High School, 370 Deering Avenue

Lincoln Middle School, 522 Stevens Avenue

Longfellow Elementary School, 423 Stevens Avenue

St. Joseph's Convent and Church, east side of Stevens Avenue

Westbrook College Historic District, west side of Stevens Avenue

Stevens Avenue Armory, 772 Stevens Avenue

Federal style brick house, 844 Stevens Avenue

Current and Historic Views

Historic photos from 1924 Portland tax records unless otherwise noted.



A. S. Hinds Laboratory building at 331-337 Forest Ave. designed by John Calvin Stevens and completed in 1920. Several auto dealerships and Firestone Tires occupied the first floor storefronts during the "Auto Row" period. (MHS and SCC)



State Motor Car Company auto showroom at 349 Forest Avenue in the 1940s and today. (MHS and SCC)



Gilson Auto Company building at 355 Forest Avenue was built in 1922. Palmer Spring Company has occupied the building since 1932. (SCC)



371-373 Forest Avenue in 1924 and today. The building continues to be mixed use, with commercial on the first floor and residential on the second. (SCC)



Victorian double house at 430-432 Forest Avenue is typical of Oakdale Plan development. The commercial storefront addition on the 430 side dates to c. 1925. (SCC)



343-345

Miles B. Mank Motor Company building at 443-445 Forest Avenue, built in 1916-17 was the largest of the early auto showrooms on Forest Avenue. (SCC)



The Ricker estate was located between Dartmouth and Belmont streets. The Ku Klux Klan used the mansion as a club house for some years prior to the mansion burning in 1924. It was redeveloped with Ricker Park apartments along Baxter Blvd. and a row of auto dealerships along Forest Avenue, 1927-1929. (SCC)



The Studebaker dealership was part of the Ricker estate redevelopment. The company's logo was incorporated into the cast stone detailing of the building and remains in place. (SCC)



These turn of the 20th century residential buildings remain in their original use along the east side of Forest Avenue near Woodford's Corner. (SCC)



This early 20th century triple-decker is reflective of the urbanized character that came to Woodford's Corner following construction of the Odd Fellows Block in 1897. (SCC)



This early 20th century commercial building with apartments above and the one-story commercial building next door represent the electric trolley community center period at Woodford's Corner. (SCC)



Forest Ave. toward Woodford's. The trolley is crossing the Portland & Rochester RR tracks in the historic view. This line was removed in 1911, allowing more buildings on Forest Avenue. (SCC)



Commercial buildings at Woodford's Corner in the 1950's (above) and today. The Ebenezer Woodford house stood just to the right of these buildings. It was demolished c. 1965. (MHS and SCC)



The Odd Fellows Block at Woodford's Corner in 1924 and today. This building brought a new scale and urban character to Woodford's when it was built in 1897. (SCC)



The "flat iron" Chapman Block at Woodford's Corner added to the urbanized character of the former village center when it was built c. 1916. It remains a gateway building for the city. (SCC)



The National Grocerteria occupied the building at the corner of Forest and Woodford Street in 1924. Valle's first steak house opened here in the 1940s and was replaced by the Modernist building in 1964 after Valle's built their large new restaurant on Brighton Avenue near the turnpike exit. (MHS and SCC)



The Engine 8 firehouse at Woodford's Corner, looking along Deering Avenue toward Forest. Built in 1907, the brick firehouse added to the urban character of Woodford's Corner. (SCC)



This early 20th century house at 260 Stevens Avenue is typical of the suburban dwellings being built in Deering at the time, fueled by the expansion of the electric trolley system. (SCC)



These triple-deckers on Stevens Avenue are relatively rare in Deering, where multi-family housing was more typically in the form of double-houses and two-family apartment houses. (SCC)



Single family house at 297 Stevens Avenue dates from the 1890s, when the streetcar system was electrified and extended. A nearly identical house remains at 1107 Forest Avenue. (SCC)



This Bungalow style house was built at 322 Stevens Avenue c. 1909. The style was widely popular for modest homes in the early 20th century. Many of these were built from catalog company kits, or by local developers copying the catalog homes. (SCC)



The Greek Revival style Elishu Higgins house at 361 Woodford Street, at the corner of Stevens Avenue, is the oldest house along this section of Stevens Avenue. (SCC)



Queen Anne style house of the 1890s at 339-345 Stevens Avenue. Likely built as a large single-family house, it was divided into apartments by 1924. (SCC)



Queen Anne style residence at 397 Stevens Avenue is typical of the large single-family suburban houses of the late 19th century in Deering. This house was within easy walking distance of schools, stores, and the streetcar lines. (SCC)



Queen Anne style house with Colonial Revival overtones at 409-415 Stevens Avenue. At the end of the 19th century, Colonial Revival houses became increasingly common in Deering. (SCC)



This buff brick commercial building with apartments on the second story is located at the corner of Stevens and Pleasant Avenues. It replaced a large Second Empire style residence around 1930. (MHS and SCC)



Small scale residential buildings (one converted to commercial use by 1924) at the heart of Deering Center. These houses likely date from the 1860 to 1880 period. The Quality Shop remains in business in 2015 in a neighboring building. (SCC)



Early 20th century false-front commercial building on Stevens Avenue. A c. 1950s addition to the front of the building encompasses the smaller building next door. The small businesses in Deering Center continue to serve the surrounding residential neighborhood in the 21st century. (SCC)



Another early 20th century false-front commercial building and neighboring Greek Revival style house on Stevens Avenue in Deering Center. (SCC)



Early 19th century Cape at 270 Stevens Avenue, with Lincoln Middle School behind. The early development of Stevens Plains extended from Morrill's Corner to this area of Deering Center. (SCC)



American Four Square style house at 542 Stevens Avenue is a good example of this type of house, which became popular after 1900. Many were sold as kits from catalogs. Built c. 1905. (SCC)



Triple-decker with monumental Colonial Revival portico front built c. 1915 at 548 Stevens Avenue. Three large apartments would have been built for lower-middle class families. (SCC)



Greek Revival style cape at 612 Stevens Avenue is the only remaining Stevens family home of the multiple houses built along the avenue by four generations of the family between 1767 and 1870. (SCC)



Several monument works companies located on Stevens Avenue at Walton Street following the establishment of Evergreen Cemetery in 1852. This site was redeveloped for residential use in the 1960s, when this Mid-Century Modern version of a double-house was built at 651-655 Stevens Avenue. (SCC)



While Greek Revival in form, the detailing on this c. 1860 house is Italianate, with a bracketed cornice, paneled and molded corner boards, and arched double entry door. (SCC)



Brick building at 806-808 Stevens Avenue that appears to have been built as a school. It was in use as apartments in 1924 and today houses professional offices. 1924 Portland tax photo. (SCC)



Built for pewterer Elizur Forbes in 1854, this Greek Revival style house was later owned by the Webber family for several generations. From 1979 until 2000, it was owned by Westbrook College, housing the school's presidents. (SCC)



The Portland and Forest Avenue Railroad Co. built a wooden carhouse and stable here for their horsecar line in 1864. In 1908, a brick carhouse was built for the electric trolleys serving the line. In the 1940s, Portland architect John P. Thomas made additions and alterations to convert the former carbarn into the Maine State Armory. (HA)



Modest story-and-a-half Greek Revival style residence at 805 Stevens Avenue is typical of early working-class dwellings along Stevens Plains, possibly built for a tin or pewter worker. (SCC)



This brick building at 806-808 Stevens Avenue that appears to have been built as a school. It was in use as apartments in 1924 and today houses professional offices. (SCC)



This modest Greek Revival style cottage at 820 Stevens Avenue was altered by Portland architect John Calvin Stevens in the early 20th century. (SCC)



Gothic Revival style house at 815 Stevens Avenue was likely built in the 1830s or '40s. Its lot originally extended to Forest Avenue, where the Cumberland Farms store now stands. (SCC)



Modest wood-framed commercial building on Stevens Avenue near Morrill's Corner. By the 1920s, commercial usage was mixing with residential use near the junction of Stevens and Forest Avenues. (SCC)



This large Federal style brick building at Morrill's Corner was built c. 1805 and is the oldest surviving building in the survey area. It was converted to commercial uses in 1937. (SCC)



This mixed use commercial and apartment block was built at Morrill's Corner around 1910. It is a good example of this type of mixed use building from the period. (SCC)



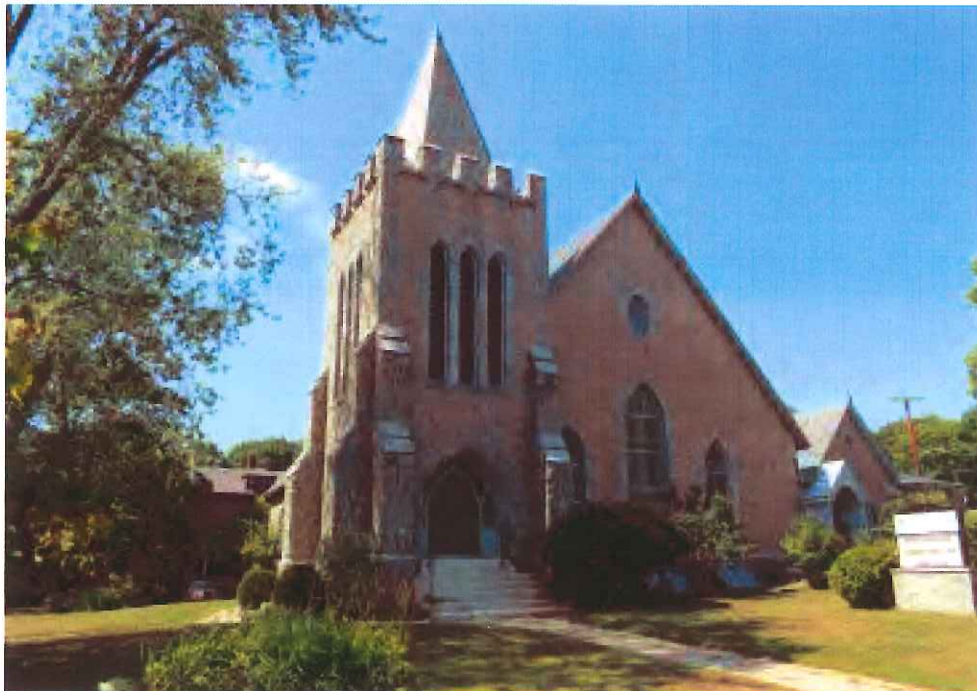
This fine example of the Bungalow style was built at 1231 Forest Avenue was built for Frank Godrich c. 1910. It is particularly interesting for the use of concrete columns on the porch. (SCC)



This substantial brick Greek Revival style residence just north of Morrill's Corner shows evidence of the Italianate style in the door hood and double doors. (SCC)



Built as the Unitarian church in 1867, this wood-framed Gothic Revival building by Portland architect Francis H. Fassett now serves as an auditorium for the University of New England Portland Campus. It is a contributing building in the Westbrook College local and National Register historic districts. (SCC)



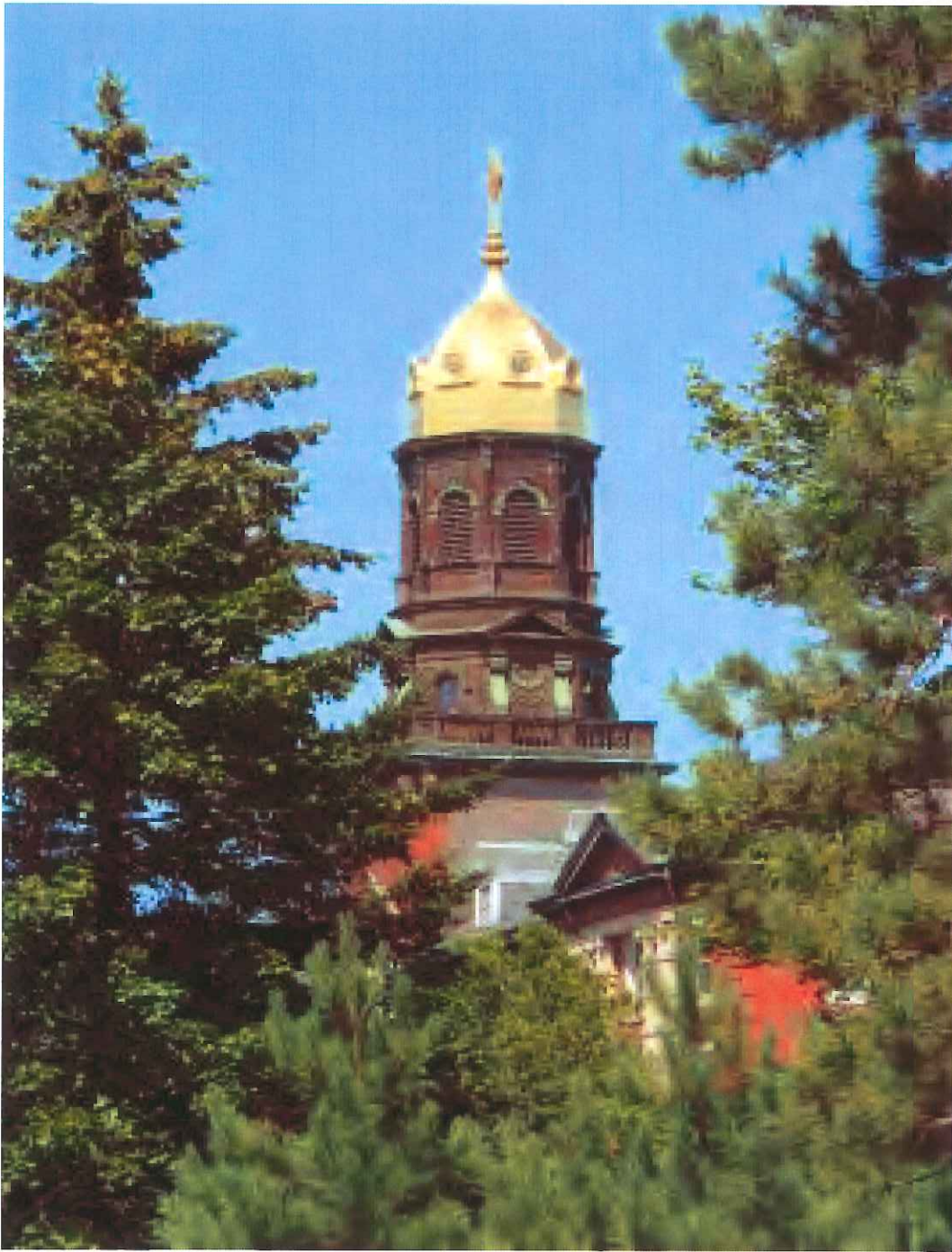
The Central Square Baptist Church at Deering Center was designed by Bangor architect Victor Hodgins and built in 1907. In the 1920s, the Portland firm of Miller, Mayo & Beal designed an addition to the building. It is now called the Deering Center Community Church. (SCC)



Organized as the Free Church of Deering in 1886, the building was completed in 1888. Its name was changed to the Stevens Avenue Congregational Church in 1913 and it continues in use by the same congregation. (SCC)



St. Joseph's Catholic Church on Stevens Avenue as designed in the Gothic Revival style by Boston architect William B. Colleary and built by contractors F.W. Cunningham & Sons of Portland. It was completed in 1931. St. Joseph's Parish School was built next to the new church in 1929 and expanded with the Father Hayes Center, a Modernist building, in 1969. Both are now used by the St. Brigid School. (SCC)



The 130-foot tall tower of the St. Joseph's Convent Mother House dominates the skyline along Stevens Avenue. (SCC)

Historic images courtesy of Bangor Public Library, Boston Public Library, Maine Historical Society, City of Portland Planning Department, Maine Historic Preservation Commission.

Contemporary images by Sutherland Conservation & Consulting (SCC) and Hannah Allen (HA).

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Att. 6



Deb Andrews <dga@portlandmaine.gov>

Fwd: 126 - Public Notice dated 4.3.19

1 message

Jeff Levine <jlevine@portlandmaine.gov>

Fri, Mar 29, 2019 at 1:38 PM

To: Deb Andrews <dga@portlandmaine.gov>, Jennifer Munson <jmy@portlandmaine.gov>

For the record.

Jeff Levine, AICP
Director
Planning & Urban Development Department
389 Congress Street 4th Floor
Portland, Maine 04101
Phone (207)874-8720
Fax (207)756-8258
<http://www.portlandmaine.gov/planning>
@portlandplan

----- Forwarded message -----

From: **Richard McGoldrick** <rmcgoldrick@commercialpropertiesinc.com>

Date: Fri, Mar 29, 2019 at 1:37 PM

Subject: Fwd: 126 - Public Notice dated 4.3.19

To: Jeff Levine <jlevine@portlandmaine.gov>, JON jennings <jpj@portlandmaine.gov>

Unfortunately, I will be out of town when this meeting is held. I have already expressed my opinion to the Historical staff..I believe this is the most ridiculous proposal I have seen in my 50 years in Portland. To think the creating further barriers to development along this corridor, adjacent to the fast growing USM Campus will contribute to the vitality of this City is beyond comprehension. We have already lost the opportunity for a \$40MM development due to the "public outcry" (3 People) to save the Palmer Spring building and Forest City gardens Barroom. Our property at [343 Forest Ave](#) has been renovated at least 3 times in the past 30 years..it is not recognizable as a former auto dealership.. Please register my objections to the City Council and Planning Board..

Thank you,

Richard McGoldrick

rmcgoldrick@commercialpropertiesinc.com

Begin forwarded message:

 **4.3.19 public notice 126 343LLC.pdf**
74K

**HISTORIC PRESERVATION BOARD
CITY OF PORTLAND, MAINE**

**WORKSHOP
PROPOSED SCULPTURE INSTALLATION**

TO: Chair Sheridan and Members of the Historic Preservation Board
FROM: Rob Wiener, Preservation Compliance Coordinator
DATE: March 29, 2019
RE: April 3, 2019 **WORKSHOP**

Application for: Preliminary Review – Sculpture Installation – Great Black Hawk

Location: Deering Oaks

Applicants: Friends of Deering Oaks – Rick Knowland representing the Board
of Directors

Supporting Group: Avian Haven – Diane Davison

Introduction

The Friends of Deering Oaks have requested a preliminary review of a proposed sculpture of the Great Black Hawk from Central America that visited the area late last year. Few in Portland are unaware of how the mysterious avian visitor gained widespread fame and spent much of its two month stay in and near Deering Oaks before succumbing to winter weather in January. As the Historic Preservation Board learned from staff at the March 20 meeting, the Friends propose to raise privately donated funds and commission the sculpture in order to permanently install it in the park with appropriate signage, as a gift to the City. In addition to the Friends group supporters include other interested groups such as Avian Haven and individuals wanting to recognize and remember the hawk in its temporary home and educate visitors about the unusual visitor.

During a brief discussion on March 20, which followed a description and explanation by Deb Andrews (who had been briefed by the applicants,) Board members asked that the proposal be put on the agenda of a future meeting for a full workshop to establish guidelines and parameters for such an art installation. In particular, Board members wished to explore the most appropriate approach to the unique proposal, to ensure consistency with the 1994 Master Plan, and to plan a respectful incorporation of the display in the natural environs of the park.

Friends of Deering Oaks President Anne Pringle has written a letter describing the proposal and the approach of supporters. Also included is a description of the sculpture and the process by which the group propose to gain the necessary approvals and then create and install the sculpture.

SCULPTURE PROPOSAL AND BOARD COMMENTS

Please see Ms. Pringle's letter on behalf of the Friends group and the description provided of the sculpture and process for making the project a reality. Several points stand out from the description of the proposal and the Board's brief discussion on March 20:

- The sculpture is to be seen as a piece of public art - not a memorial to a bird, but commemorating an unusual natural event and educating visitors with an aesthetically pleasing and appropriate display.
- The sculpture should stand on its own, but be accompanied by an interpretive sign.
- The location should not be obvious or attention grabbing, but something harmonious with the natural features of the park - to be discovered in one of the bird's favorite haunts.

APPLICABLE STANDARDS

Deering Oaks Master Plan

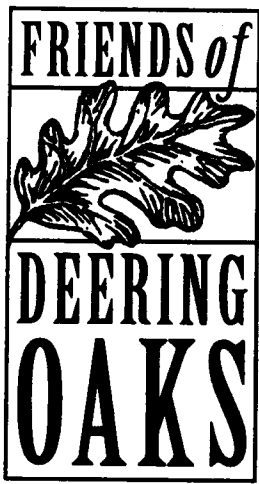
Please see attached Guiding Principles and Essential Park Elements

Standards for Review of Alterations:

- (1) Every reasonable effort shall be made to provide a compatible use for the property which requires minimal alteration to the character-defining features of the structure, object or site and its environment or to use a property for its originally intended purpose.
- (2) The distinguishing original qualities or character of a structure, object or site and its environment shall not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided when possible.
- (3) All sites, structures and objects shall be recognized as products of their own time, place and use. Alterations that have no historical basis or create a false sense of historical development such as adding conjectural features or elements from other properties shall be discouraged.

ATTACHMENTS

1. Memo from Anne Pringle, President, Friends of Deering Oaks
2. Description of the proposed sculpture project
3. Applicant photos of the late Great Black Hawk
4. Excerpts from Deering Oaks Master Plan



MISSION STATEMENT

The Friends of Deering Oaks is a non-profit citizen organization committed to preserving, protecting and enhancing the physical condition of Portland's historic Deering Oaks Park and promoting its use by residents and visitors. The 1994 Deering Oaks Master Plan will guide the activities of the Friends of Deering Oaks.

Friends of Deering Oaks
P.O. Box 10416
Portland, Maine 04104
(207) 774-0437

Att. 1

March 28, 2019

Historic Preservation Board
City of Portland
389 Congress Street
Portland, ME 04101

Re: Proposed Great Black Hawk Sculpture

Dear Members of the Board:

I am sorry that I will be away and unable to attend your meeting next week. I watched the video of your discussion about the proposed sculpture project and offer the following:

I chaired the Deering Oaks Master Plan Committee and am very aware that new memorials are discouraged. The intent of discouraging new memorials was to avoid more such physical images of people "popping up" in the natural landscape to honor individuals, who might not be well known or recognized by the general public. As Deb noted, we do not see this project as a memorial to an errant bird, but rather as an educational opportunity to explain how a bird that attracted so much attention came so far north and into such an inhospitable climate. There was widespread interest in this bird and we believe there are important lessons to be learned from its brief stay in Deering Oaks.

As you know, we have chosen a realistic life-size sculpture rather than an artistic interpretation of the hawk. As a work of art related to nature, we believe it is in the same realm as two other works of art that prior HPBs have approved: the "Circle of Life" sculpture carved in stones around the reflecting pool in the Ravine and the proposed addition of a dragon sculpture carved into a series of five boulders to be placed in the evergreen grove near the Ravine (the Portland Public Art Committee decided instead to site this sculpture from its collection at the East End Community School).

As was noted in your discussion on 3/20, the hawk had a unique affinity for Deering Oaks, to which it returned daily after exploring other areas of the city. For this reason, we believe the park is the right location to recognize it rather than an alternative location like King Middle School. The public associates the hawk with Deering Oaks.

Regarding location, we strongly agree that the modest sculpture not be a visual draw, but should be encountered with a sense of discovery. I was in the park yesterday and looked at the grove of evergreens near the Ravine where it was often spotted (a favorite tree at the corner of Park and Deering has since been removed because of rot). I think, subject to review by City staff and other stakeholders, that the sculpture and the explanatory sign could be tucked into this area without being visually discordant with the natural landscape, which is always our priority.

In terms of guidelines or parameters, perhaps they should include: purpose, theme, relationship to the natural environment, scale, appropriate location, etc.

As Deb noted, FoDO has been an active and effective advocate for Deering Oaks for 22 years. We hope our efforts have earned us some credibility in stewarding the integrity of Deering Oaks. I assure you, we would never propose something we did not believe was an appropriate addition to the park.

Very truly yours,

Anne B. Pringle
President

GREAT BLACK HAWK SCULPTURE

3.25.19

Background

During its chosen weeks in Portland (November 29, 2018-January 20, 2019) the errant Great Black Hawk from South America became not only a local celebrity, but attracted people to Deering Oaks from all over the State and throughout the Country. A juvenile, the bird was appreciated for its stature, beautiful coloring and fierce hunting capabilities, while also raising concerns about its ability to tolerate our cold winters. Though it appeared to initially survive cold snaps and snowstorms, it succumbed to a sleet storm on January 20, was rescued from the ground, and delivered to Avian Haven, where valiant efforts to rehabilitate the bird's severely frost-bitten feet came too late. Frostbite is known for its insidious progression and likely the irreparable damage associated with pain and inability to perch occurred well before the bird was found on the ground on January 20.

The outpouring of love, prayers, good wishes and support during for our vagrant visitor's time in rehab at Avian Haven were significant. This beloved hawk touched the lives of so many and brought people together from all walks of life, leaving a lasting impression and lingering questions that we believe should be recognized in a historical, educational way.

Purpose

Because of the attention and broad-based interest the Hawk attracted to our community (even today), a local collaboration hopes to raise private funds to commission a life-size replica bronze sculpture to honor its presence in our community, to be placed in Deering Oaks on a stable pedestal in a location it frequented, as a gift to the City of Portland. Appropriate signage is simultaneously being created to complement the replica and will address the questions everyone was asking: How did it stray so far from South America? Why did it settle in Deering Oaks? Did it interact with other wildlife in Deering Oaks? Could it survive our cold winters? Should it be captured and relocated? Etc.

Process

Friends of Deering Oaks will take the lead in this project; implementing the approved action plan, selecting a local, qualified sculptor, scheduling necessary approval meetings, coordinating fundraising, and developing an installation schedule. This will also include convening other stakeholders as necessary in the process; Maine Audubon, Inland Fish & Wildlife, Avian Haven to review the model of the GBH replica to ensure ornithological accuracy.

Artist Selection

Friends of Deering Oaks and Avian Haven requested proposals from Maine based wildlife sculptors experienced in both taxidermy and replication in bronze. Considerations for artist selection included:

- Interest/availability
- Timeline & Process

- Cost estimate, payment schedule, delivery, mounting/installation
- Preferred mounting medium
- What is necessary to create a life-size replica
- Examples of similar projects
- Experience with community process/approval
- Recommended maintenance plan and cost estimate
- References

David Smus submitted a detailed proposal for this work and was chosen for his extensive experience and reputation for capturing the spirit of nature within his work.

“It’s been my specialty as a full-time sculptor for 35 years. I have a B.S. degree in Wildlife Management from UMO, and years of experience earlier as a taxidermist. I’ve always enjoyed helping educate the public about wildlife and contributing to that cause in any way I could.”

For more details on his accomplishments and installations, please visit his website:
David Smus <http://www.wildlifebronze.com/>

With the artist selected, the proposal will be reviewed by key City staff, a PPAC representative, and other stakeholders. FoDO will present details of the proposed sculpture, including a cast model, to appropriate reviewing bodies to be considered for acceptance as a gift to the City.

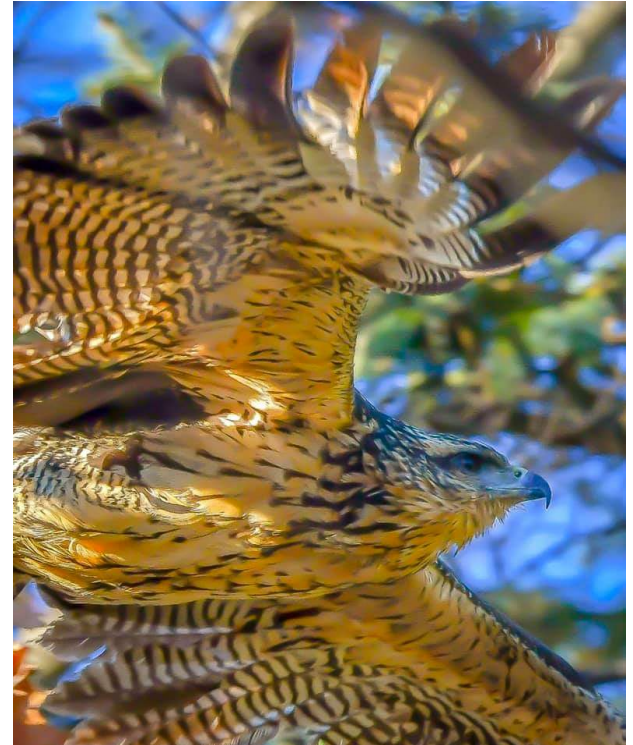
Approval will be secured from:

- FoDO Board – to authorize FoDO’s lead role in the project;
- City of Portland Parks Department – to approve efforts to bring the project forward through the formal approval process;
- Parks Commission – to assure support of the public body overseeing the City’s park assets;
- Historic Preservation Commission – to approve an appropriate location and signage under the Deering Oaks Master Plan;
- Portland Public Art Committee –to review appropriateness, quality design and materials, maintenance requirements, accessibility, compatibility with the public Art Plan and to determine acceptance into the City’s Public Art Collection as an “art work of remembrance”.
- Portland City Council – Accept recommendation of the PPAC.

Installation The selected artist will work with the City and chosen contactor on installation.

Dedication FoDO, Avian Haven, and stakeholders will coordinate with the City on the structure and content of a dedication event.

**Our Newest "Friend of Deering Oaks"
Juvenile Great Black Hawk, native of Central America
December 2018**



Photos courtesy of Karl Ramsdell

Guiding Principles and Goals & Objectives

Guiding Principles

The guiding principles of the master plan build on the original design concept and purposes as clarified by the historical research that has been done to date. They may be modified as the process continues and historical research is completed. The guiding principles also recognize the significance of changes in the landscape and use of Deering Oaks over time, and the contribution of maintenance and management toward the success of the park as a beautiful and significant landscape of great importance to the people of Portland.

The primary founding and enduring purpose of Deering Oaks is to provide a pastoral refuge from the stresses of urban life, a place that is *"necessary for the comfort and enjoyment of our citizens."* (1893 Address of Mayor Baxter). The primary mission of the master plan, therefore, should be to preserve and enhance the park in ways that will allow it to serve this central purpose in the best possible way, while accommodating multiple recreational uses.

The master plan's guiding principles define the tenets considered fundamental to preserving the unique character and enhancing the special experience of Deering Oaks, both in terms of physical park elements and in terms of the park's use and care.

A Regional Park

The significance of Deering Oaks extends beyond its immediate neighborhood. It is a resource for all of Portland and visitors to the city, and improvements to the park must respond to the needs of the larger public as well as those of the neighborhood.

Management and Maintenance

The quality of Deering Oaks depends to a great extent on an on-going commitment to management and maintenance. This includes a regular program of maintenance for the park's built and natural elements, important components that together characterize the landscape.

Essential Park Elements

There are particular park elements and spatial relationships that define the character of Deering Oaks, and should be understood and respected in all proposals for improvement:

- a. The park's vegetation, particularly its stand of mature oaks, a signature of the space since pre-park days.
- b. The pond, a central organizing and focal feature.
- c. The separation between the active park and the passive park areas. This is essential to preserve the integrity of the park to serve both active and passive recreational needs.
- d. The balance between open spaces and wooded areas.
- e. The relationship of the park itself to the surrounding city.
- f. The curvilinear circulation design, working with the topography and in contrast to the city street grid pattern.
- g. The formal and arboretum-like character of the rose garden area, providing an alternative experience to the main park section.

**HISTORIC PRESERVATION BOARD
CITY OF PORTLAND, MAINE**

**PUBLIC HEARING
265 STATE STREET**

TO: Chair Sheridan and Members of the Historic Preservation Board
FROM: Rob Wiener, Preservation Compliance Coordinator
DATE: March 29, 2019
RE: April 3, 2019 **PUBLIC HEARING – Rear Entry & Exterior Alterations**

Address: 265 State Street
Applicants: Darcy and Elliot Murphy
Architect / Designer: Evan Carroll & Kavya Seshachar

Introduction

On behalf of property owners Darcy and Elliot Murphy, Evan Carroll and Kavya Seshachar of BILD Architecture have requested a final review by the Historic Preservation Board of exterior alterations and additions at 265 State Street. Board members will recall that the Murphys own the left side of a John Calvin Stephens duplex, and they have received Planning Office approval to add a dwelling unit in the basement. The conversion of the unfinished basement space into a two-bedroom apartment involves adding larger windows in the brick basement wall, modifying the latticed skirt below the existing glassed-in first floor sun porch, and constructing a new basement entry in the side of the building, just in front of the rear entry stairs.

At a workshop on January 16, 2019 the architects presented plans showing a small rectangular entry vestibule projecting from the north side of the basement, in front of the rear entry stairs. Large, north-facing windows were also proposed in the basement wall, with the existing full latticed skirt under the glassed in northwest porch reduced so a large opening faced north to allow light into and egress out of a front bedroom.

While the Board did not object to adding living space in the basement, members did not feel the projecting mass of the vestibule was compatible with the historic structure, and they expressed other reservations about the treatment of added windows and the lattice below the sun porch. In February Ms. Seshachar and Mr. Carroll met with staff to discuss revised plans, which have since been revised to eliminate the vestibule, alter the rear stairs, add a canopy over the new basement door, and fully enclose the lattice skirt under the sun porch near the front.

Ms. Seshachar and Mr. Carroll have submitted a project summary and revised plans for

review, including floor plans, elevations, and new renderings. Staff is including excerpts from the January 16 drawings for background.

Subject Structure

Except for the existing glassed-in porch on the first floor of the subject property (265 State,) the two halves of the duplex are mostly symmetrical. (A curved, open porch is visible on the south side of 263 State in the 1924 photo; it is unknown when it was removed.) Vinyl siding now covers the original wood clapboards (before the inventory photos taken in 1990,) but most of the trim remains visible. Windows that appear to have been 1/1 in 1924 and still are, had been covered by mill-finish aluminum storm windows, but sash replacements that began at 265 several years will be continuing at 263 State Street this year, under a staff reviewed permit.

Under the front porches there is still traditional square lattice like the 1924 photo, but the lattice under the sun porch at 265 State (also square in 1990) has been replaced by smaller scaled, modern diagonal lattice that is obvious because it is white rather than the brick red that matches the foundation paint. Because of the grade change on the State Street hill, considerably more foundation is exposed on the north side of the structure – the location of the proposed alterations. A rear entry porch and stairs on the north side of 265 are clearly modern, and lack paint or stain. Between those stairs and a projecting bay that is behind the sun porch, a barely visible bulkhead door currently provides basement access.

January 16 Workshop – Proposed Alterations and Board Response

As depicted in the January elevations and renderings, the design included:

- A new egress-sized, double-hung window, replacing an existing window, for Bedroom 1 - the front bedroom - and opening on to the space under the sun porch
- 2 new double-hung windows in Bedroom 2 – replacing one existing basement window
- 2 new double-hung windows in the Living Area replacing two existing windows – facing the rear – may be partially visible from Sherman Street
- Note: some of the masonry openings need enlargement to accept new window sizes.
- A new one story entry vestibule for the basement on a frost wall and slab, with wood framed walls sided with painted wood clapboards
- Proposed vestibule had a double-hung window facing north and a door facing State Street
- Roof of the vestibule was flat or very low pitch, with a small cornice and overhang that appear similar to the trim at the edge of the existing sun porch roof.
- No changes were proposed for the existing rear entry stairs and landing but the view of the stairs and landing from State Street would be largely blocked by the proposed vestibule.

Board members made several clear recommendations to make the proposed alterations more compatible with the historic house:

- They wished to see a new basement entry **without** a vestibule projecting a new mass

that would block the rear entry stairs, confuse the overall massing, and compete with the sun porch.

- The Board thought the existing sun porch at the front (northwest) corner needs to have a continuous screen beneath it – following the pattern of the historic, square lattice in the front porch skirts.
- Most if not all Board members thought the middle bedroom window (Bedroom 2) would work better as a single window instead of a mulled pair, thereby relating better to the windows upstairs and not opening such a large hole in the basement wall.
- It was suggested that the elevation change to descend to the basement level could happen outside but not within a vestibule – perhaps covered by an open-walled canopy, and approached by a new landscaping scheme.
- At least one Board member favored exploring a more contemporary treatment at the new entrance, integrated with reconstructed rear entry stairs and contrasting with the house.

Revised Proposal for April 3

Ms. Seshachar has provided a description of the changes to the design since the initial January proposal (see Attachment 1.)

Staff Comments and Questions

Despite some changes in the last 130 years, the character of the Stevens design is still very evident and worthy of respect and restraint in consideration of alterations.

Staff believes the full brick red, traditional skirt below the prominent existing sun porch is much more successful as now proposed. Historic images (both 1924 and 1990) show a square lattice under the porch like that which exists today under the front porch, and a return to consistency is welcome.

The newly proposed treatment for the basement entry canopy and rear stairs offers a more contemporary approach than the earlier proposal. Elimination of the vestibule opens up the view of the approach to the rear entry stairs, though the stairs themselves are enclosed in the current proposal by a lattice in a new pattern. The stairs to the rear entry are integrated with a flat hood over the short stairwell to the basement entrance. Thus the entrances to two different dwelling units are tied together by the c-channel beam supporting the roof, but separated by creation of a privacy screen around the stairs to the first floor. Staff suggests the Board comment on the lattice pattern at the rear stairs, the design of which appears to be intentionally distinct.

On January 16 there was not enough Board discussion of a possible contemporary design approach to the new entry for staff to discern whether any sort of consensus existed. There is an understandable desire to cast the entrance to the basement as a distinct addition to the original house, serving a new unit, but some aspects seem not quite resolved. Attention to details such as pattern and palette may make a difference in ultimately determining the

compatibility of the lattice and the simple cantilevered c-channel steel beam supporting the roof over the basement entrance. The c-channel itself may be too incongruously industrial an aesthetic to introduce - the edges of the roof are simply the open face of the c-channel beam - especially with the traditional entry hood visible above. Perhaps a simple but less industrial approach to the beam would work more harmoniously.

The very low pitched roof over the basement entry well drains toward a gutter between the roof and the stair landing. It is unclear where the water collected by the gutter drains. Approach to the two rear entrances is not well defined - a detailed landscape plan has not been supplied. Some kind of simple guard and hand rails are likely to be needed for the stairwell to the basement entrance.

In bedroom 2 (a bit closer to the street than the basement entrance) the new windows - formerly a mulled pair and now proposed as a large double-hung window aligned beneath the upstairs windows, with flankers on either side - still make a large opening, but one that is more sympathetic to the existing window pattern. Staff understands the desire for light in the basement, yet questions whether the amount of glass there is incongruously large. If the flanking windows are found potentially compatible, staff wonders whether dividing the single lights should be explored.

Among other considerations and questions:

- Ventilation is indicated for the bathroom and the kitchen; staff would like to review the appearance of the wall caps and ensure they are colored to blend with the background material.
- New windows are on the plans as Andersen 400 Series - a vinyl clad wood window. Staff will want to review final specifications for color, glass type, half screens, and exterior trim; in particular the brick mould and the relationship to the masonry opening will need to be examined. Staff suggests the new windows should be a close match for the windows upstairs, which are replacement sash kits made by Marvin (approved in the last six years by staff.) Andersen windows would be less expensive than Marvin, and with the proximity to the ground cladding may be desirable. (Aluminum clad Marvin windows would be more expensive than Andersen.)
- An existing exterior light fixture is proposed to be matched at the new entry door; perhaps a more shielded fixture should be considered for both locations.
- Staff will want to review the masonry work, where any window openings are to be altered, or wherever repairs or repointing is needed.

Applicable Review Standards

Standards for Review of Alterations

- (1) *Every reasonable effort shall be made to provide a compatible use for the property which requires minimal alteration to the character-defining features of the structure, object or site and its environment or to use a property for its originally intended purpose.*

- (2) *The distinguishing original qualities or character of a structure, object or site and its environment shall not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided when possible.*
- (3) *All sites, structures and objects shall be recognized as products of their own time, place and use. Alterations that have no historical basis or create a false sense of historical development such as adding conjectural features or elements from other properties shall be discouraged.*
- (4) *Changes which may have taken place in the course of time are evidence of the history and development of a structure, object or site and its environment. Changes that have acquired significance in their own right, shall not be destroyed.*
- (5) *Distinctive features, finishes, and construction techniques or examples of skilled craftsmanship which characterize a structure, object or site shall be treated with sensitivity.*
- (6) *Deteriorated historic features shall be repaired rather than replaced wherever feasible. Where the severity of deterioration requires replacement of a distinctive feature, the new feature should match the feature being replaced in composition, design, texture and other visual qualities and, where possible, materials. Repair or replacement of missing historic features should be based on accurate duplications of features, substantiated by documentary, physical or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other structures or objects.*
- (9) *Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant cultural, historical, architectural or archeological materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the size, scale, color, material and character of the property, neighborhood or environment.*
- (10) *Wherever possible, new additions or alterations to structures and objects shall be undertaken in such a manner that, if such additions or alterations were to be removed in the future, the essential form and integrity of the historic property would be unimpaired.*

Motion for Consideration

On the basis of plans and specifications submitted by the applicant for the April 3, 2019 public hearing and information included in the accompanying staff report, the Board finds that the proposed exterior alterations at 265 State Street **meet (fail to meet)** the historic preservation ordinance's Standards for Review of Alterations (**subject to the following conditions.....**)

Attachments:

1. Architect's project description, summarizing changes
2. Architect's plans, elevations, photos, and renderings
3. Selections from the January 16, 2019 workshop submission



ingenuity thoughtfulness empathy

March 29, 2019

265 State street, Portland ME 04101

Project Goal:

Addition of a dwelling unit in an existing basement.

Initial Design as reviewed by the HPB on Jan 16th 2019:

A 2-bedroom unit designed in an existing basement with a few window replacements to comply with the egress from the dwelling units resulted in limiting the lattice work facing the side entry of the building under the sun porch to 2ft on either side of the brick column. An entrance foyer proposed as an addition to the exterior of the building. The addition had wooden siding with wooden trim to match the existing trim.

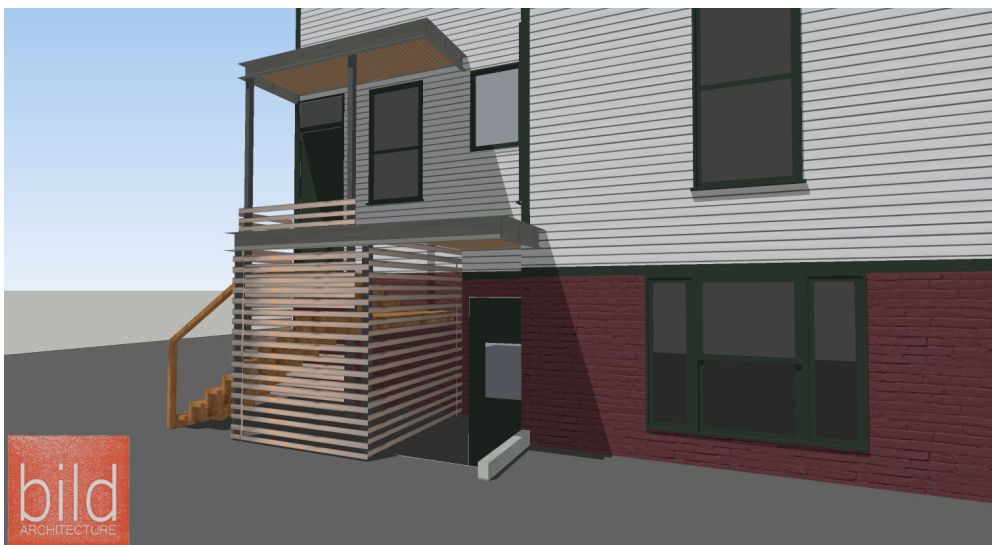


Interim submission to the HPB Staff – Robert Weiner, Deb Andrews on Feb 20th 2019:

Responding to the comments from the initial HPB submission, the interior layout of the unit at the entrance reworked to accommodate the entrance foyer in order to omit the additional structure.

A contemporary canopy structure proposed at both the entrances (Basement and first floor) in addition to a new staircase and porch (replacing the existing stair) to access the first floor. The canopy system contains a metal C section taking support from the walls and the metal columns, with exposed wooden paneling underneath it. This system then continues to support the wooden screen structure which folds over and serve as railing for the wooden staircase. The same repeats on the other side of the staircase.

The lattice work under the sunroom reworked to be fully enclosed with an egress lattice door. One of the egress windows revised from 2 double hung windows to 1 double hung window with fixed windows on either side to match the windows above.



Present Submission to HPB: (submitted on Mar 18th 2019):

Based on staff comments, the metal canopy system removed at the first-floor entrance to retain the historic entrance structure. The trellis work around the staircase reworked and the latticework under the sunporch designed as per by the historic latticework design guidelines.



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265 STATE STREET PORTLAND, ME 04101

PERMITTING SET 08.07.2018

GENERAL NOTES

- THIS CONSTRUCTION PERMIT SET DOES NOT EXPLICITLY PROVIDE ALL THE INFORMATION AND DETAILING REQUIRED FOR CODE COMPLIANCE, AND REQUIRES THAT CONTRACTORS AND SUB-CONTRACTORS CONDUCTING THE CONSTRUCTION WORK ARE FAMILIAR WITH COMPLYING TO THE BUILDING CODE AS IT APPLIES TO THEIR PARTICULAR DISCIPLINE.
- ALL MATERIALS, COMPONENTS, AND WORK ARE NEW AND SHALL BE PROVIDED IN THIS CONTRACT BY THE CONTRACTOR UNLESS NOTED OTHERWISE.
- ALL WORK INCLUDED IN THIS CONTRACT SHALL CONFORM TO ALL STATE, NATIONAL AND OTHER CODES AND ORDINANCES WHICH APPLY TO THIS PROJECT.
- IT IS THE INTENT AND MEANING OF THESE DRAWINGS THAT THE CONTRACTOR AND EACH SUBCONTRACTOR PROVIDE ALL LABOR, MATERIALS, TRANSPORTATION, SUPPLIES, EQUIPMENT, ETC. TO OBTAIN A COMPLETE JOB TO INDUSTRY STANDARD IN A PROFESSIONAL WORKMANLIKE MANNER.
 - CONTRACTORS AND SUBCONTRACTORS SHALL REVIEW THE DRAWINGS AND SPECIFICATIONS PRIOR TO PERFORMANCE OF ANY WORK.
 - CONTRACTORS AND SUBCONTRACTORS SHALL INSTALL ALL MATERIALS AS PER THE CONSTRUCTION DOCUMENTS AND THE MANUFACTURERS INSTALLATION RECOMMENDATIONS.
 - INSTALLERS MUST BE TRAINED AND EXPERIENCED IN THE APPLICATION/INSTALLATION OF THE PRODUCTS/MATERIALS THAT THEY ARE INSTALLING.
 - PRODUCTS/MATERIALS MUST BE APPLIED/INSTALLED/USED IN CONDITIONS AS ALLOWED BY THE MANUFACTURER.
 - PRODUCTS/MATERIALS MUST BE APPLIED/INSTALLED/USED IN COORDINATION WITH ALL OTHER WORK CONDUCTED ON SITE.
- THE CONTRACTOR SHALL FIELD VERIFY ALL EXISTING CONDITIONS AND REPORT ANY DISCREPANCY(IES) IMMEDIATELY TO THE OWNER.
- ANY DEVIATIONS WHATSOEVER FROM THE DRAWINGS AND/OR SPECIFICATIONS ARE NOT ALLOWED WITHOUT THE OWNER'S WRITTEN PERMISSION. FAILURE TO PROCURE SUCH WRITTEN AUTHORIZATION PLACES ALL RESPONSIBILITY FOR THE VARIATION ON THE CONTRACTOR.
- AT THE END OF EACH WORKING DAY, THE CONSTRUCTION SITE SHALL BE LEFT IN A NEAT AND CLEAN MANNER.
- THE CONTRACTOR SHALL BE RESPONSIBLE FOR OBTAINING ALL PERMITS WHICH ARE REQUIRED FOR THE SATISFACTORY COMPLETION OF THE WORK AND THE OWNER SHALL BE RESPONSIBLE FOR PAYING ALL FEES, HOOK UP CHARGES, ETC. EXCEPTION: THE CONTRACTOR SHALL NOT BE RESPONSIBLE FOR THE BUILDING PERMIT.
- THE CONTRACTOR SHALL OBTAIN APPROVAL FROM THE OWNER FOR THE SEQUENCE AND TIMING OF OPERATIONS PRIOR TO COMMENCING WORK. AREAS FOR STAGING ETC. MUST BE APPROVED BY THE OWNER.
- THE CONTRACTOR SHALL DISPOSE OF AND / OR RECYCLE ANY CONSTRUCTION DEBRIS FROM THE PROJECT SITE AS REQUIRED BY REGULATING AGENCIES. THE CONTRACTOR SHALL BE RESPONSIBLE FOR OBTAINING DISPOSAL PERMITS WHICH ARE REQUIRED. CONSTRUCTION DEBRIS FROM THE PROJECT SITE SHALL BE DISPOSED OF IN AN APPROVED AND LEGAL MANNER.
- DUTY OF COOPERATION: RELEASE OF THESE PLANS CONTEMPLATES FURTHER COOPERATION AMONG THE OWNER, THE CONTRACTOR, THE ARCHITECT AND THE ARCHITECT'S CONSULTANTS. DESIGN AND CONSTRUCTION ARE COMPLEX. ALTHOUGH THE ARCHITECT AND HIS CONSULTANTS HAVE PERFORMED THEIR SERVICES WITH DUE CARE AND DILIGENCE, THEY CANNOT GUARANTEE PERFECTION. COMMUNICATION IS IMPERFECT, AND EVERY CONTINGENCY CANNOT BE ANTICIPATED. ANY AMBIGUITY OR DISCREPANCY DISCOVERED BY THE USE OF THESE PLANS SHALL BE REPORTED IMMEDIATELY TO THE OWNER. FAILURE TO NOTIFY THE OWNER COMPOUNDS MISUNDERSTANDING AND MAY INCREASE CONSTRUCTION COSTS. A FAILURE TO COOPERATE BY A SIMPLE NOTICE TO THE OWNER SHALL RELIEVE THE OWNER AND THE ARCHITECT FROM RESPONSIBILITY FROM ALL COSTS.
- THESE DRAWINGS DO NOT INCLUDE THE NECESSARY COMPONENTS FOR CONSTRUCTION SAFETY. THE GENERAL CONTRACTOR SHALL PROVIDE FOR THE SAFETY, CARE OF UTILITIES AND ADJACENT PROPERTIES DURING CONSTRUCTION, AND SHALL COMPLY WITH STATE AND FEDERAL SAFETY REGULATIONS.
- ALL MATERIALS AND WORK SHALL BE GUARANTEED FOR A MINIMUM OF ONE YEAR FROM THE DATE OF FINAL PAYMENT.
- COORDINATE ALL MECHANICAL & ELECTRICAL DEVICES SO THEY DO NOT CONFLICT W/ ARCHITECTURAL FEATURES.

DEMOLITION NOTES

- REMOVE WALLS AS NOTED ON ELEVATION. VERIFY THAT WALLS TO BE REMOVED ARE NON-LOAD BEARING. NOTIFY THE ARCHITECT OF ANY DISCREPANCIES. BEFORE PENETRATION OF JOISTS, BEAMS OR OTHERS STRUCTURAL MEMBERS, CONSULT WITH THE ARCHITECT FOR APPROVAL.
- UNLESS OTHERWISE NOTED, DOORS, BASE, TRIM, ELECTRICAL ITEMS, AND SURFACE MOUNTED ITEMS TO BE REMOVED. UNLESS NOTED OTHERWISE, REMOVE WALLS TO THEIR FULL HEIGHT WHERE THEY ARE INDICATED FOR REMOVAL.
- CARE SHALL BE TAKEN BY THE CONTRACTOR TO PROTECT EXISTING SYSTEMS AND SURFACES TO REMAIN. ALL DAMAGE RESULTING FROM THE CONTRACTORS OPERATIONS SHALL BE REPAIRED OR REPLACED AS APPROVED BY THE ARCHITECT AT NO ADDITIONAL COST TO THE OWNER.
- WHERE REMOVALS OCCUR, PATCH HOLES AND AREAS OF MISSING FINISHES (I.E. EXPOSED STUD AREAS WHERE WALLS ARE REMOVED, FLOOR FINISHES, ETC.) TO MATCH EXISTING ADJACENT SURFACES. PROVIDE A SMOOTH AND CONTINUOUS SURFACE FREE OF SHADOW LINES.
- WHERE NEW WALLS OR INFILLS ABUT OR INTERSECT EXISTING WALLS, ALIGN NEW FINISH WITH EXISTING FINISH AND FINISH JOINTS AT INTERSECTIONS SMOOTH AND CONTINUOUS.
- THE CONTRACTOR SHALL NOTIFY THE ARCHITECT IMMEDIATELY FOR TESTING AND/OR REMOVAL OF HAZARDOUS MATERIALS. ANY ASBESTOS REMOVAL NECESSARY FOR THE SAFE IMPLEMENTATION OF THIS PROJECT SHALL BE CONTRACTED DIRECTLY BY THE OWNER. IF NECESSARY, THE CONTRACTOR SHALL COORDINATE WITH THESE EFFORTS IF ENCOUNTERED.
- UNLESS OTHERWISE NOTED, ALL ITEMS ON DEMOLITION ELEVATION ARE EXISTING.

ABBREVIATIONS

AV	AIR/VAPOR
AFF	ABOVE FINISH FLOOR
B.O.	BOTTOM OF
CONC.	CONCRETE
ELEVS.	ELEVATIONS
F.F.E.	FINISH FLOOR ELEVATION
GWB	GYPSUM WALL BOARD
INSUL.	INSULATION
O.C.	ON CENTER
PT	PRESSURE TREATED
SAT	SUSPENDED ACOUSTICAL TILE
SIM	SIMILAR
STRUCT	STRUCTURAL DRAWINGS OR STRUCTURAL ENGINEER
T.O.	TOP OF
TYP	TYPICAL
UNO	UNLESS NOTED OTHERWISE
VCT	VINYL COMPOSITE TILE

DRAWING LIST

G-1.0	COVER SHEET	X
G-1.1	CODE REVIEW	X
G-1.2	SITE PLAN	X
AD-1.0	DEMO PLNS, D/W, ASMBLY	X
A-1.0	PLANS, ELE. SECT	X
A-1.1	DECK & CANOPY DETAILS	X
A-2.0	3D VIEWS	X

SUBMITTED
DRAWINGS
08.07.2018

Att. 2

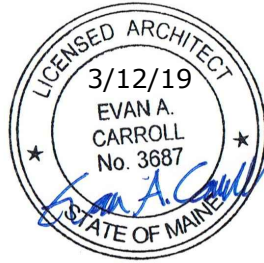
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PROJECT NO.
17014
PROJECT NAME
265 STATE STREET
265 STATE ST, PORTLAND ME 04101

REVISIONS	
1	09.26.2018
2	01.02.2019
3	01.11.2019
4	03.18.2019
5	

PERMITTING DRAWINGS

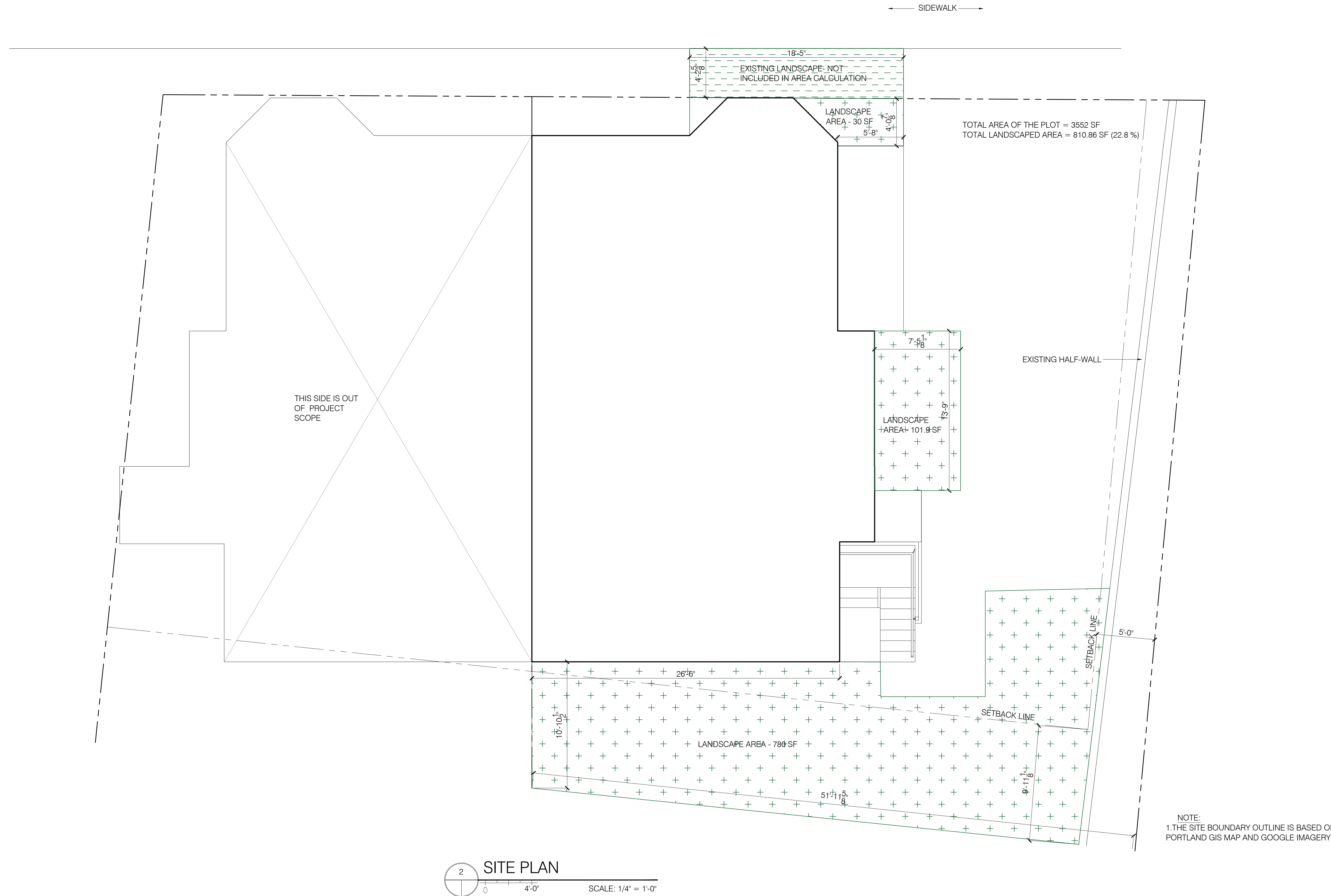
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WALL ASSEMBLIES

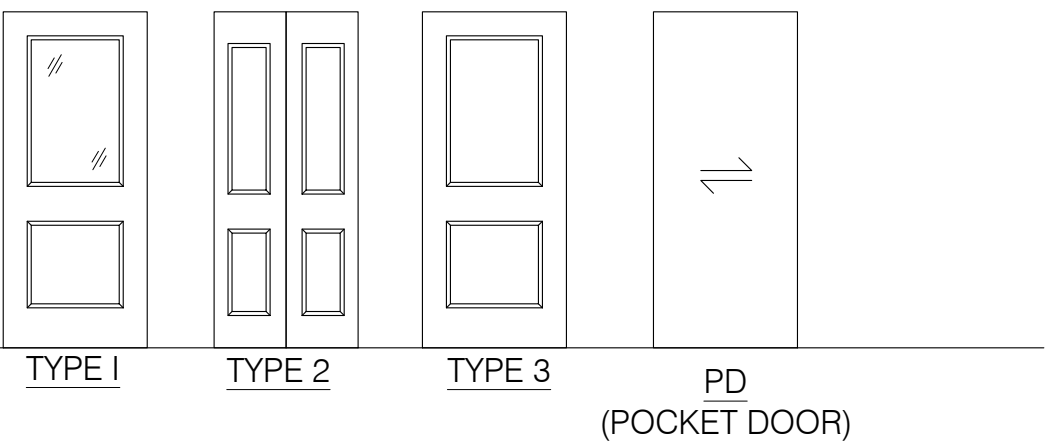
GRAPHIC DESCRIPTION		DESCRIPTION			
		5/8" TYPE "X" GYPSUM BOARD FASTENED IN ACCORDANCE WITH UL ASSEMBLY. 2X4 WOOD STUDS @ 16" O.C. 5/8" TYPE "X" GYPSUM BOARD FASTENED IN ACCORDANCE WITH UL ASSEMBLY. NOTES: - PROVIDE MOISTURE RESISTANT GWB AT BATHROOMS. - A BEAD OF ACOUSTICAL SEALANT SHALL BE APPLIED AROUND THE PARTITION PERIMETER FOR SOUND CONTROL. - SEE FINISH SCHEDULE FOR WALL FINISH MATERIAL AND SUBSTRATE REQUIREMENTS			
TYPE		FIRE RATING	UL NUMBER	STC RATING	R-VALUE
W1		N/A	N/A	N/A	N/A
		N/A	N/A	N/A	N/A

GRAPHIC DESCRIPTION		DESCRIPTION			
		- EXISTING STRUCTURAL BRICK MASONRY 2" HIGH DENSITY SPRAY FOAM INSULATION - FRICTION FIT BETWEEN STUDS R-19 UNFACED FIBERGLASS INSULATION BATTS MEASURING 3" THK. 1X3 WOOD STUDS @ 16" O.C. 5/8" TYPE "X" GYPSUM BOARD FASTENED IN ACCORDANCE WITH UL ASSEMBLY. NOTES: - THE WALL TO BE FURRED TO DIMENSIONS SPECIFIED IN THE PLAN. - PROVIDE MOISTURE RESISTANT GWB AT BATHROOMS.			
TYPE		FIRE RATING	UL NUMBER	STC RATING	R-VALUE
W2		1HR	-	N/A	22.498
		1HR	-	N/A	22.498

GRAPHIC DESCRIPTION		DESCRIPTION			
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TYPE	WOOD PARTITION WALL				
W3	FIRE RATING	UL NUMBER	STC RATING	R-VALUE	
	1-HR	-	-	N/A	

GRAPHIC DESCRIPTION		DESCRIPTION				
		- EXISTING FINISHED FLOOR - EXISTING SUBFLOORING - EXISTING WOOD JOISTS - ACOUSTIC BATT INSULATION - SOUND ISOLATION CHANNEL HANGERS 7/8" METAL HAT CHANNEL FURRING 5/8" TYPE X GYPSUM BOARD - PAINTED				
TYPE		FIRE RATING	UL NUMBER	IIC RATING	STC RATING	R-VALUE
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		1-HR	SIMILAR TO L514	N/A	N/A	N/A

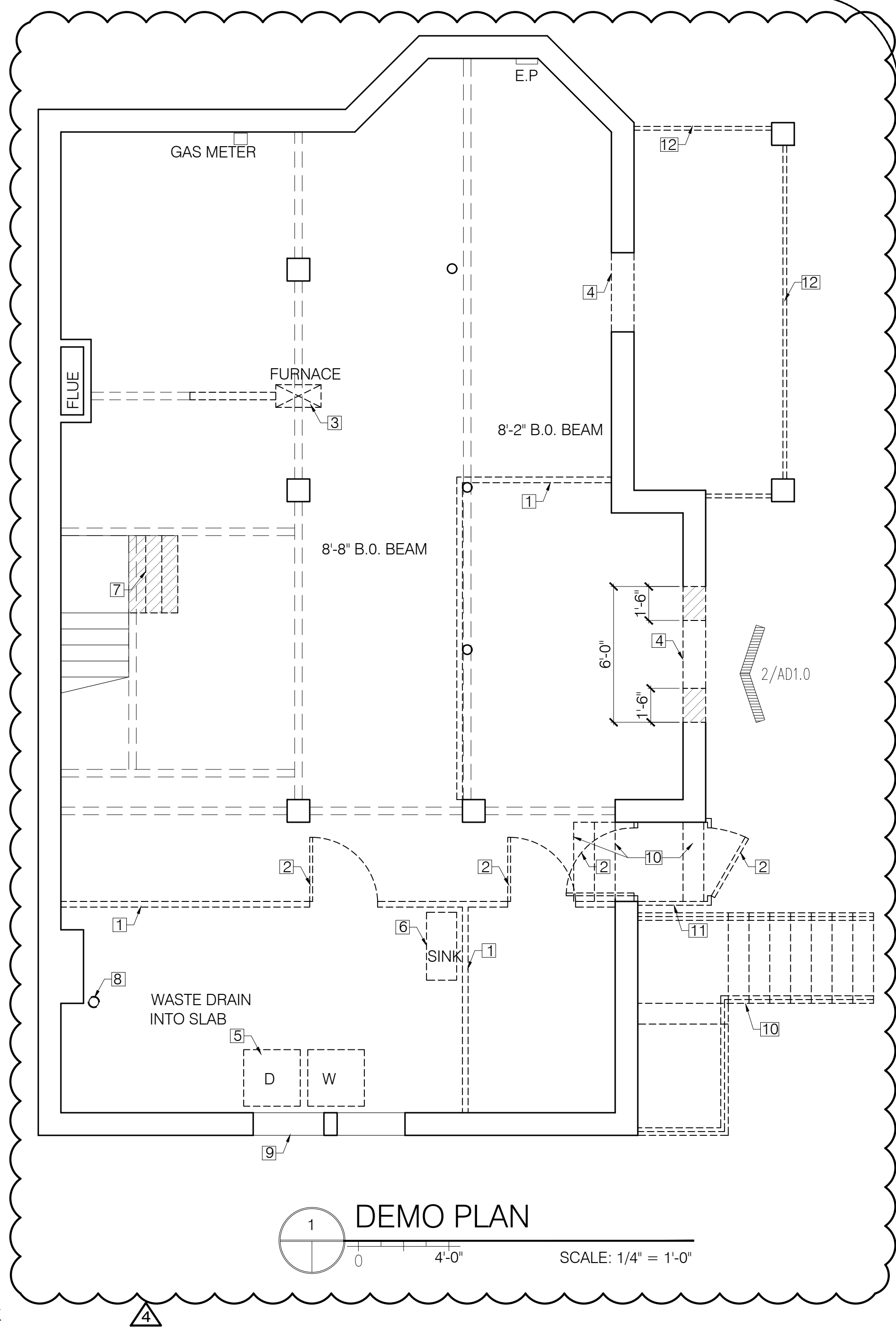
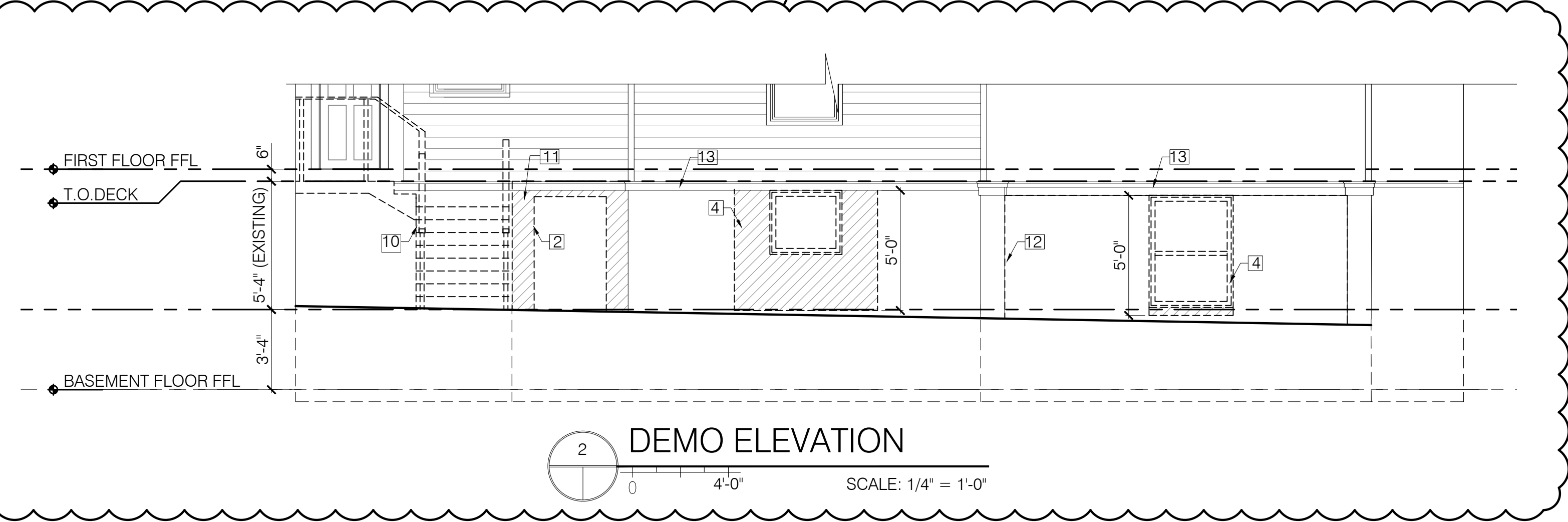
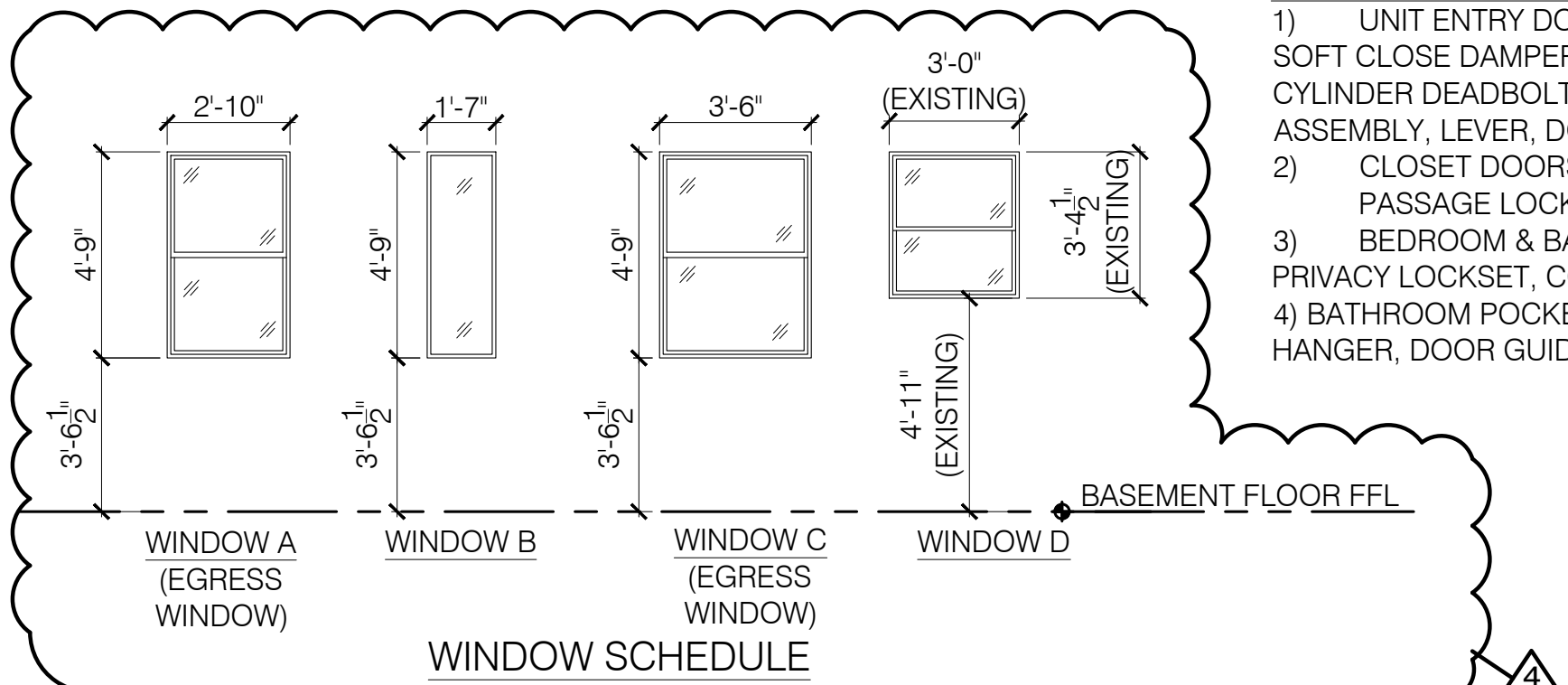
DOOR SCHEDULE									
DOOR #	FROM	TO	SIZE	DOORS			HARDWARE SET	NOTES	
				DOOR MATERIAL	DOOR TYPE	DOOR RATING			
001	OUTSIDE	ENTRANCE	3'-0" X 7'-0"	FIBERGLASS	TYPE 1		01	1,2	
002	HALLWAY	BEDROOM 2	3'-0" X 7'-0"	SOLID CORE	TYPE 3	-	03	1	
003	HALLWAY	BATHROOM	3'-0" X 7'-0"	SOLID CORE	TYPE PD	-	04	1	
004	HALLWAY	BEDROOM 1	3'-0" X 7'-0"	SOLID CORE	TYPE 3	-	03	1	
005	BEDROOM 1	BATHROOM	3'-0" X 7'-0"	SOLID CORE	TYPE PD	-	04	1	
006	BEDROOM 2	CLOSET	4'-0" X 6'-8"	SOLID CORE	TYPE 2	-	02	1	



GENERAL DOOR SCHEDULE NOTES:
ALL PUBLIC EXIT DOOR HANDLES TO BE ADA COMPLIANT LEVER HANDLES.

DOOR SCHEDULE NOTES:
1. COORDINATE DOOR HARDWARE FINISHES AND DESIGNS WITH OWNER.
2. GLAZING TO BE TEMPERED SAFETY GLASS.
3. FIELD VERIFY SIZE OF EXISTING OPENING.

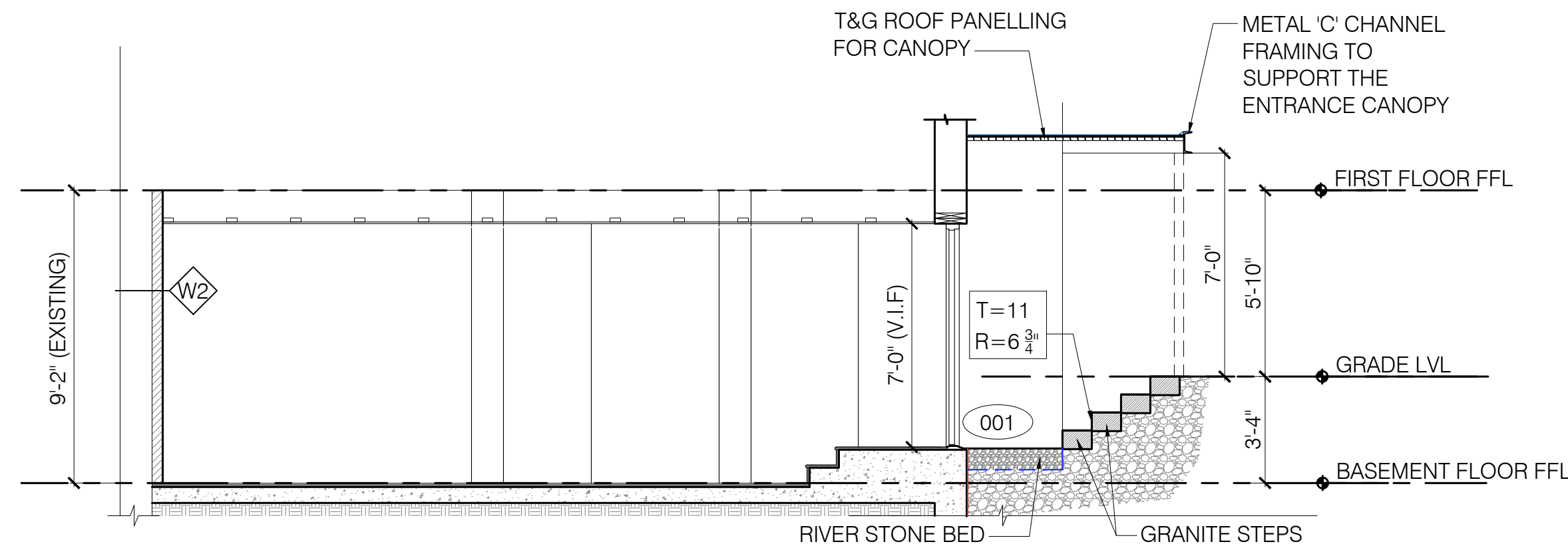
HARDWARE SETS:
1) UNIT ENTRY DOORS: PEEP HOLE, (3) HINGES, SOFT CLOSE DAMPER, STRIKE, DOOR STOP, SINGLE CYLINDER DEADBOLT, LOCKSET, THROW-BOLT, LATCH ASSEMBLY, LEVER, DOOR CHIME ON
2) CLOSET DOORS: (3) HINGES, PASSAGE LOCKSET
3) BEDROOM & BATH DOORS: (3) HINGES, PRIVACY LOCKSET, CORES
4) BATHROOM POCKET DOOR: ALUMINUM TRACK, TRACK HANGER, DOOR GUIDE, PRIVACY LATCH.



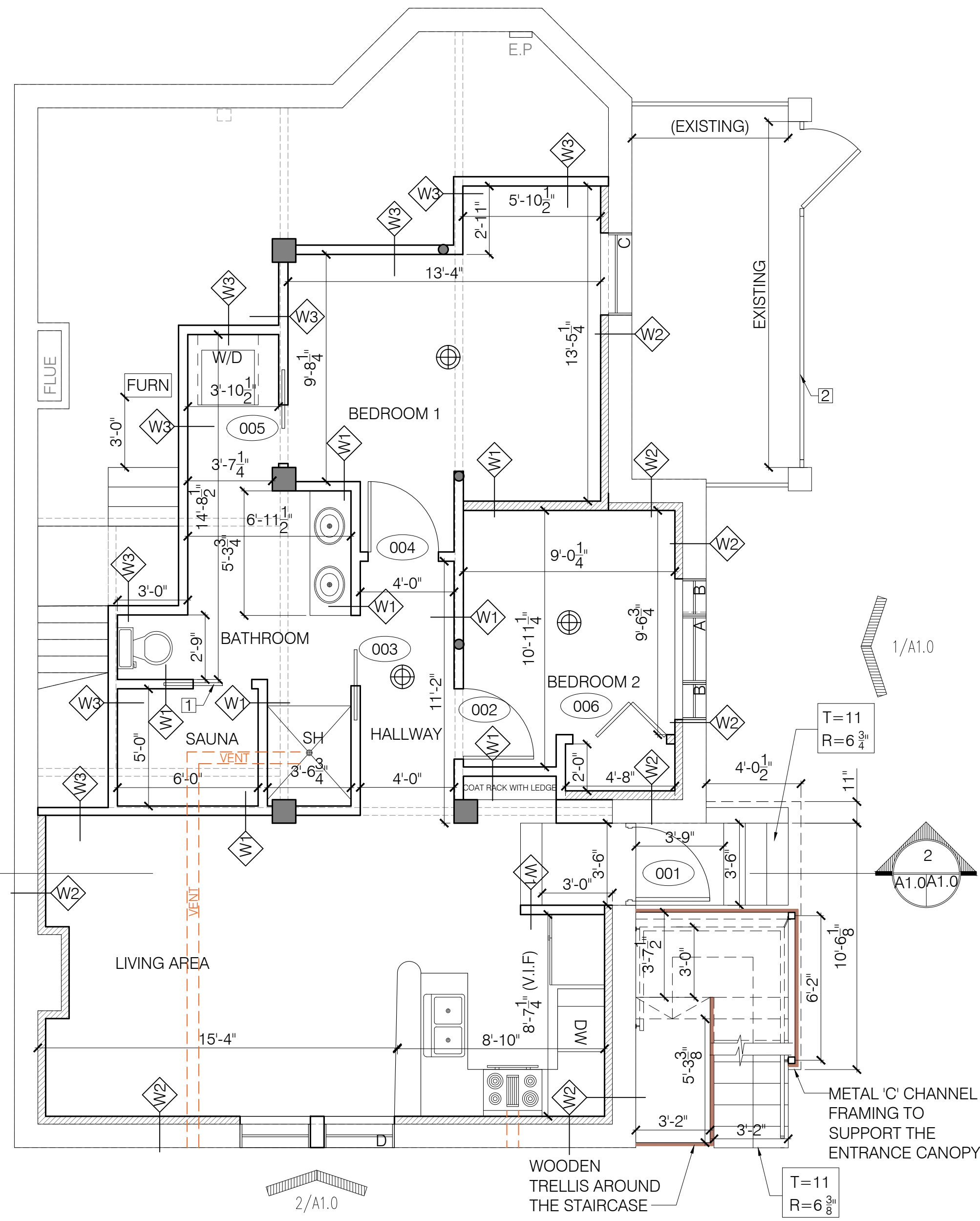
KEY:	
----	DEMO LINE
----	EXISTING BEAM LINE

DEMO NOTES:

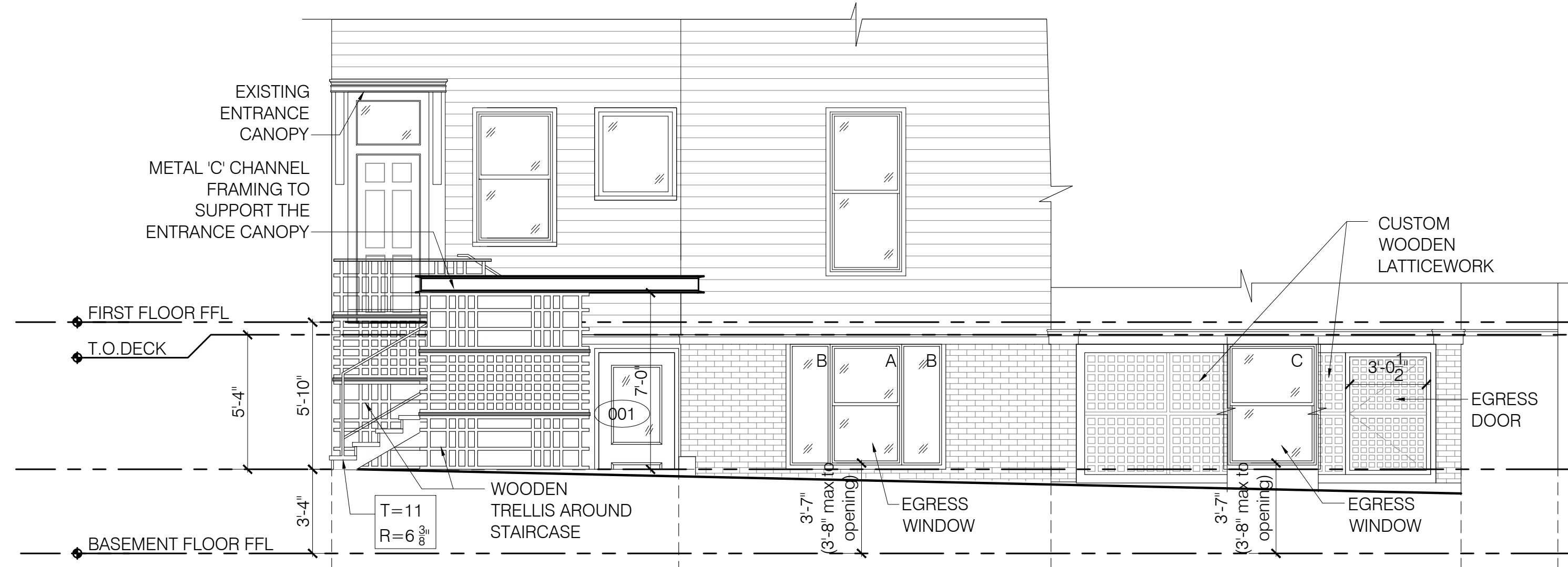
- REMOVE EXISTING PARTITION WALLS
- REMOVE EXISTING DOOR, FRAME.
- RELOCATE FURNACE AS NECESSARY.
- DEMO EXISTING WINDOW AND WALL AS INDICATED AND PREPARE OPENING FOR A NEW WINDOW.
- REMOVE EXISTING APPLIANCES AND TERMINATE UTILITIES ACCORDINGLY.
- REMOVE EXISTING FIXTURES.
- DEMO EXISTING STAIRS, AND PREPARE THE SURFACE FOR NEW LANDING.
- RE-ROUTE EXISTING DRAIN.
- REMOVE EXISTING WINDOW, FRAME AND PREPARE OPENING FOR NEW WINDOWS.
- REMOVE EXISTING STEPS AND PREPARE SURFACE FOR NEW STEPS.
- REMOVE EXISTING BULKHEAD STRUCTURE.
- REMOVE EXISTING TRELLIS WORK. RETAIN BRICK COLUMNS, PREPARE SURFACE FOR NEW LATTICE FRAMEWORK.
- CLEAN ALL EXISTING TRIMS, SIDING AND PREPARE SURFACE FOR PAINT.



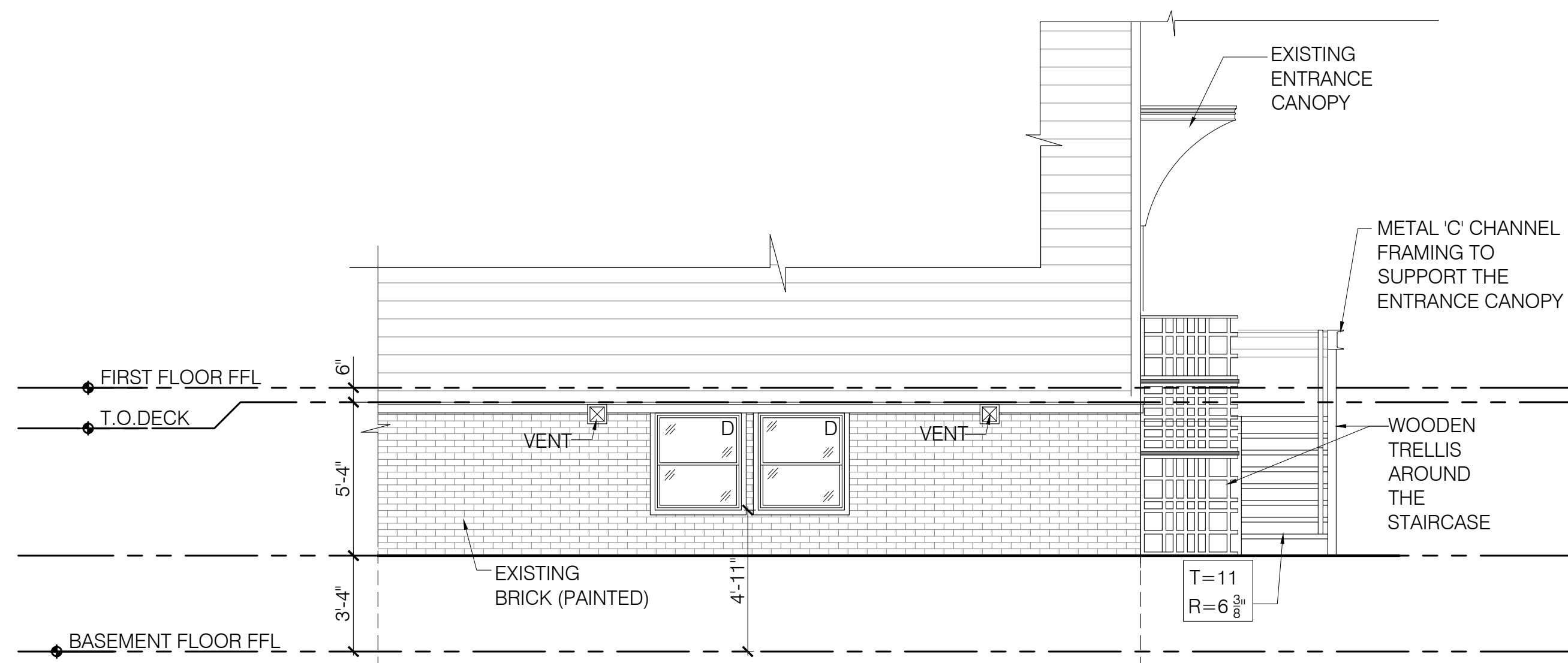
2 SECTION
SCALE: 1/4" = 1'-0"



1 PROPOSED BASEMENT PLAN
SCALE: 1/4" = 1'-0"



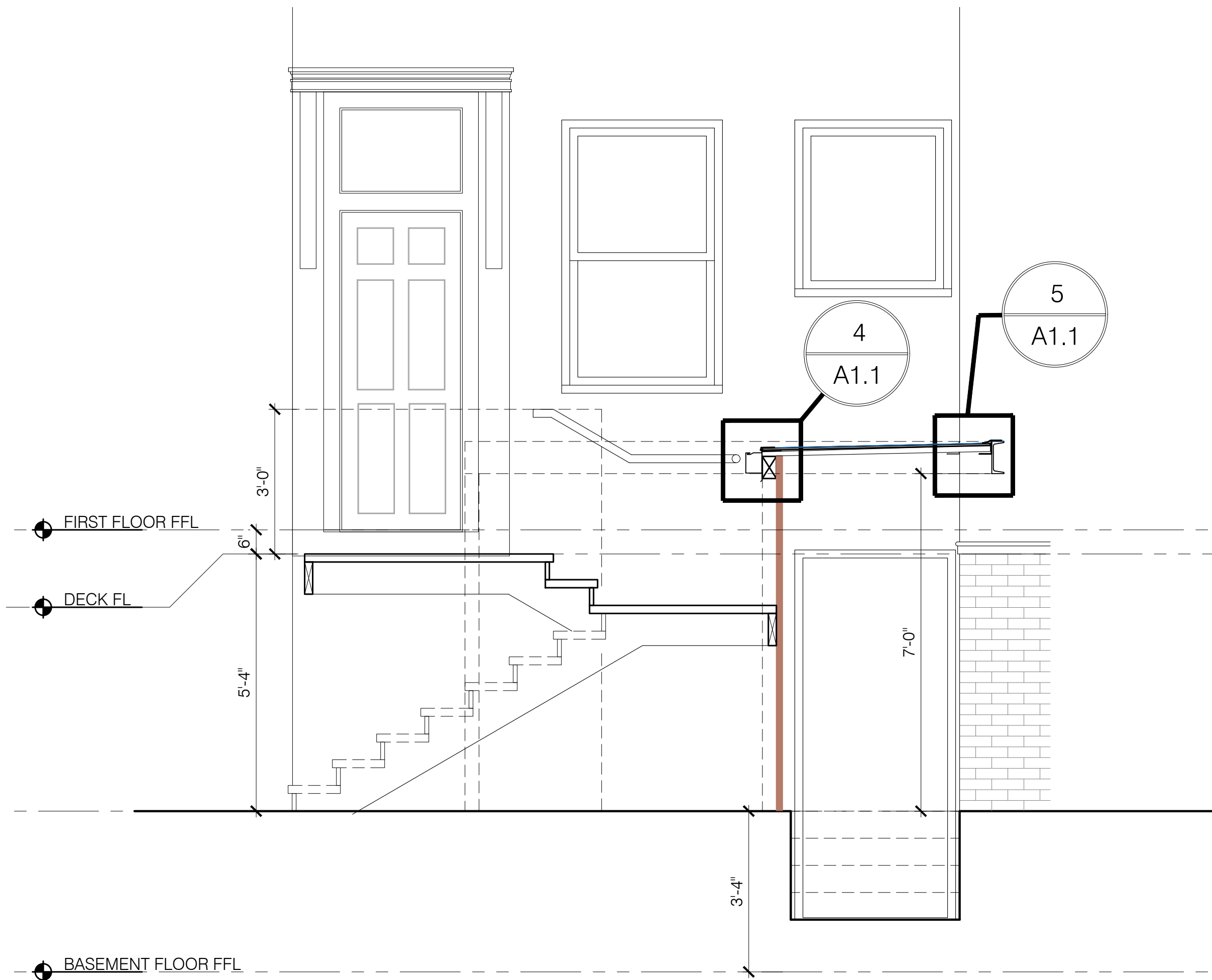
3 ELEVATION - 1
SCALE: 1/4" = 1'-0"



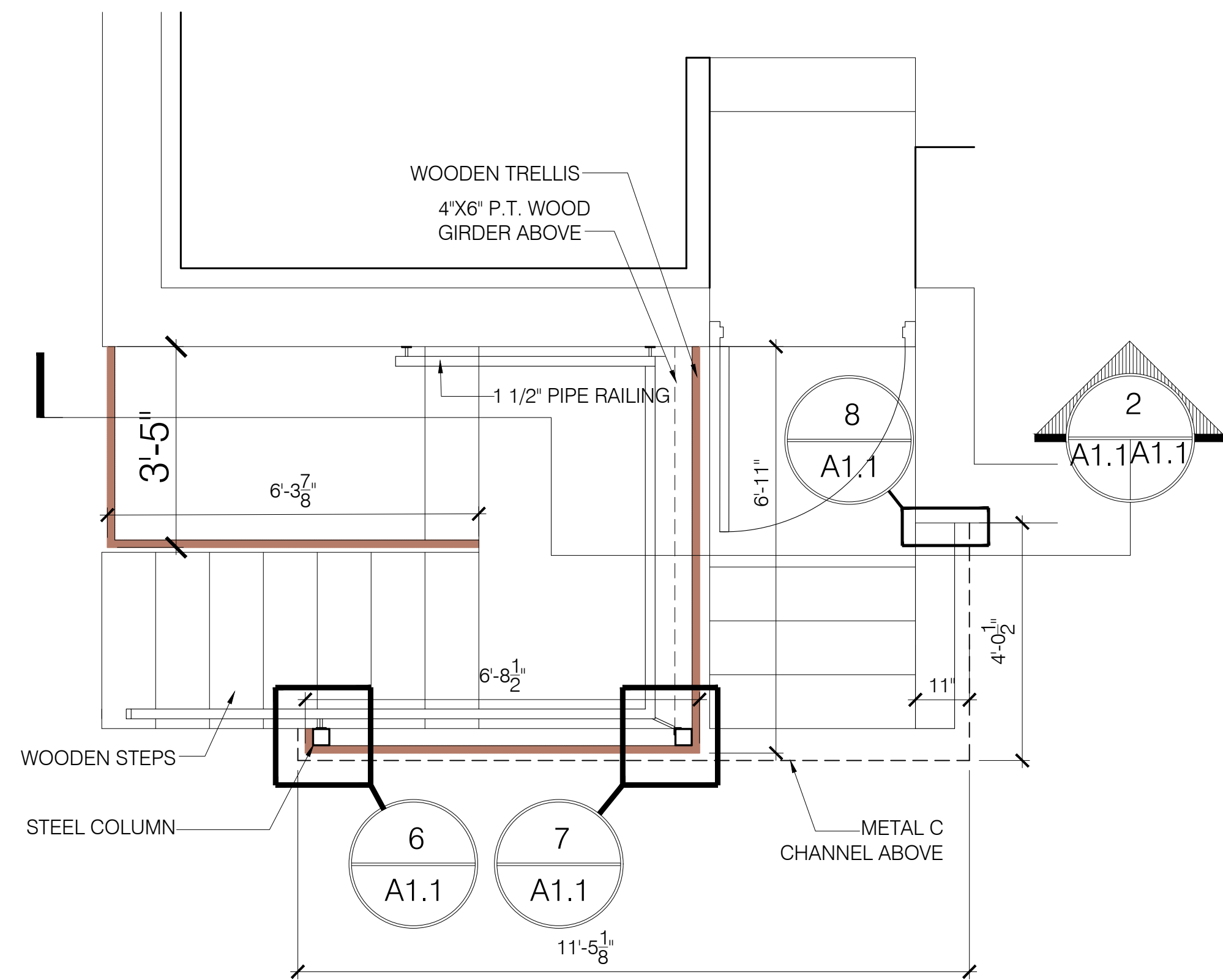
4 ELEVATION - 2
SCALE: 1/4" = 1'-0"



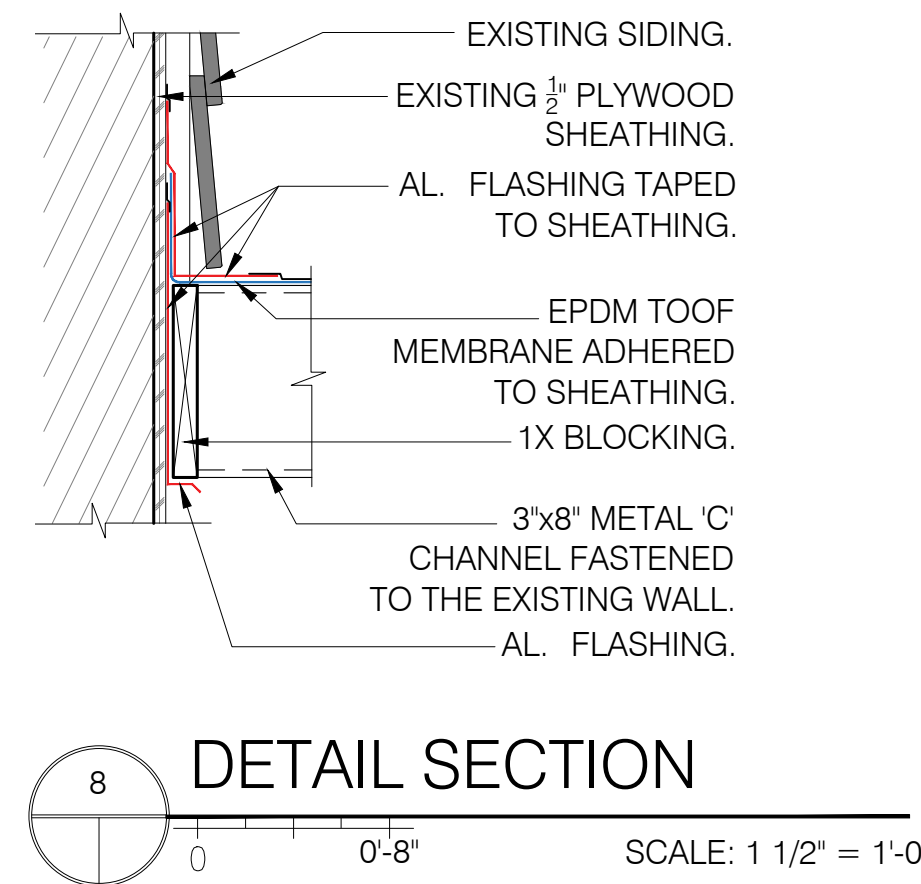
5 PHOTO OF THE EXISTING BUILDING
SCALE: 1/4" = 1'-0"



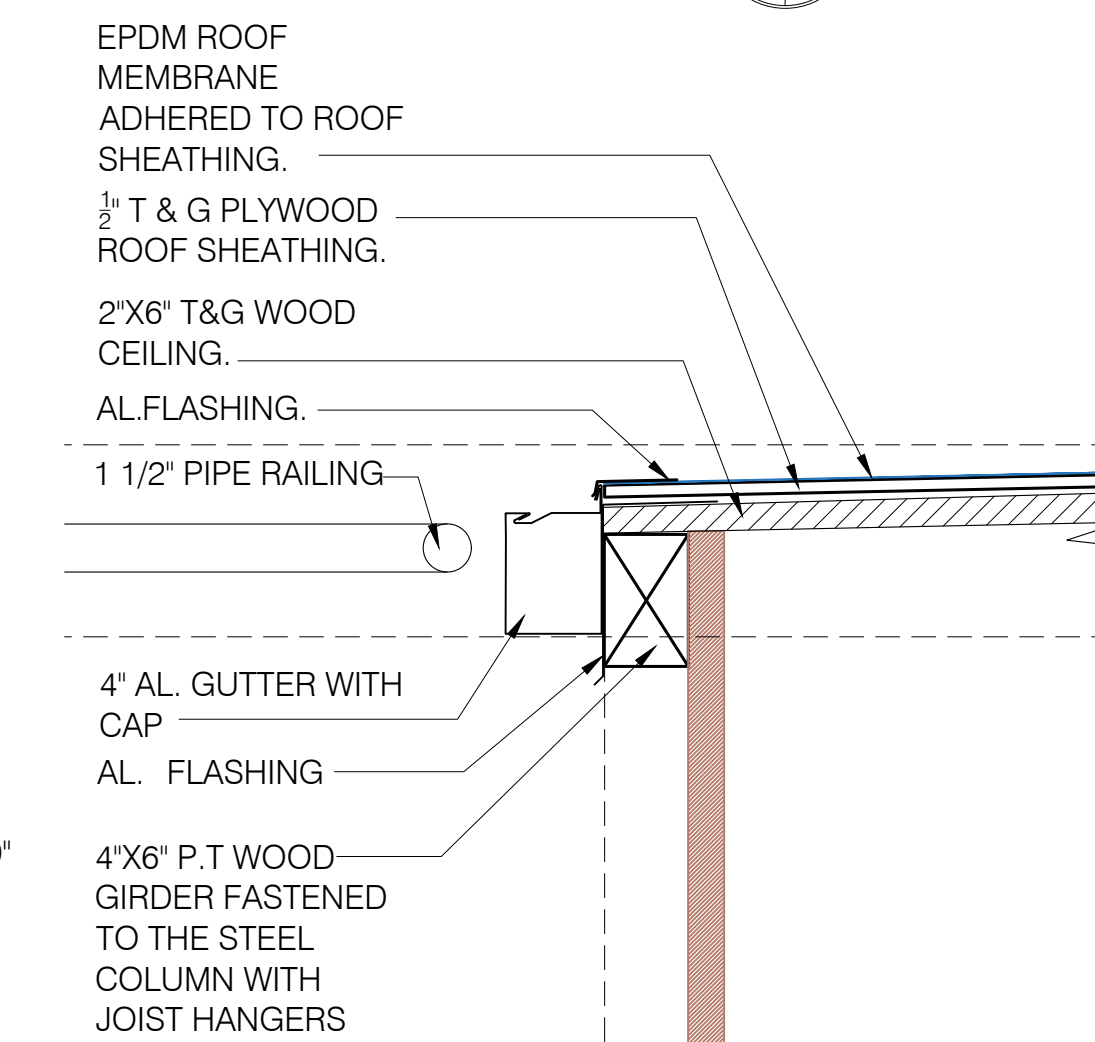
2 SECTION
SCALE: 1/2" = 1'-0"



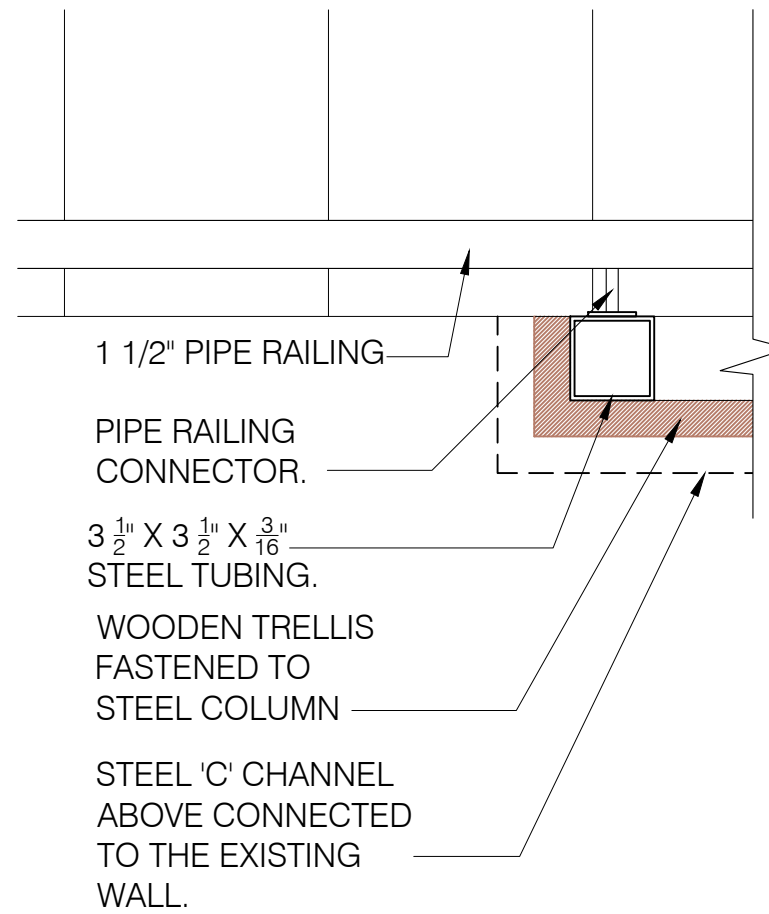
1 PLAN
SCALE: 1/2" = 1'-0"



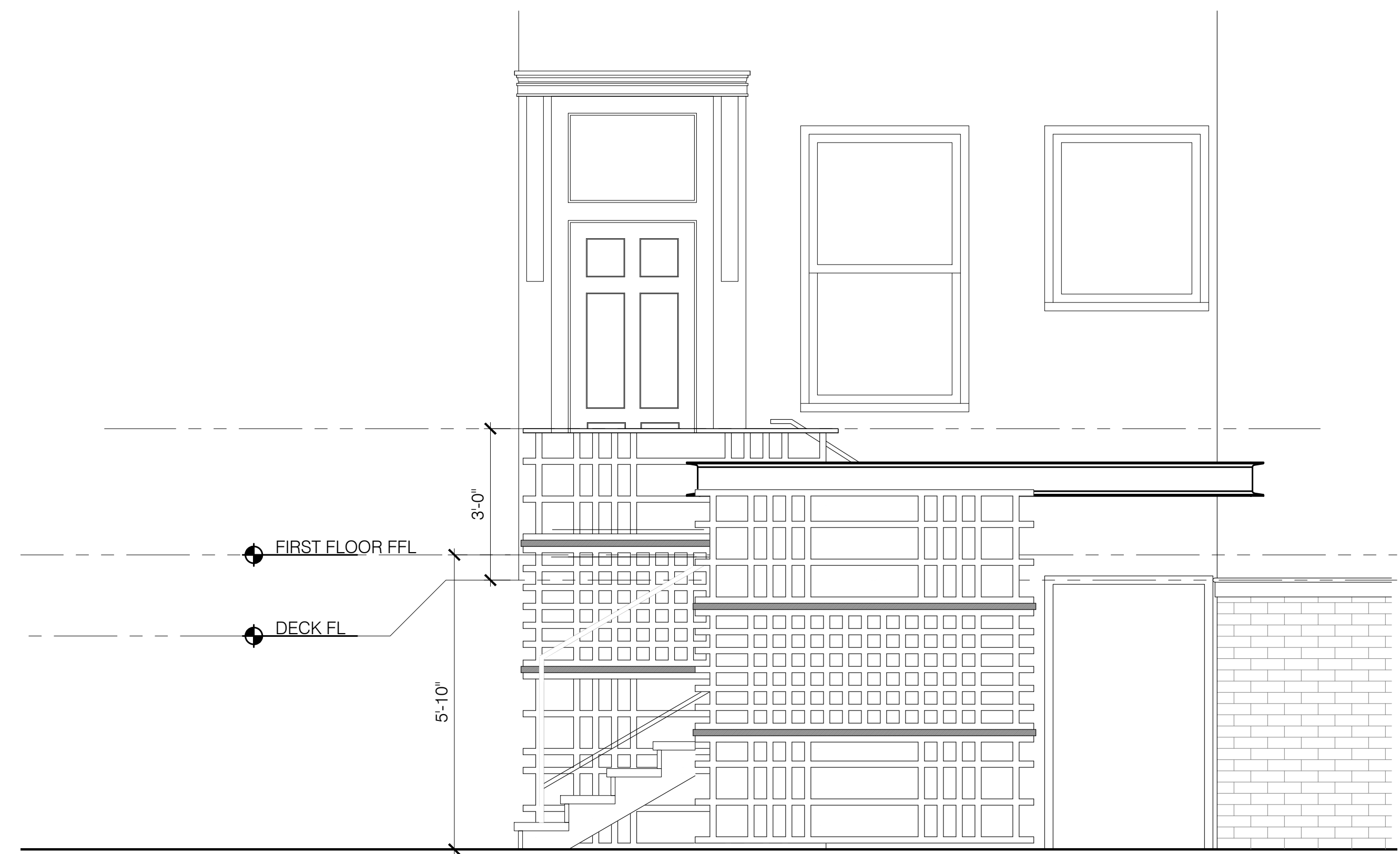
8 DETAIL SECTION
SCALE: 1 1/2" = 1'-0"



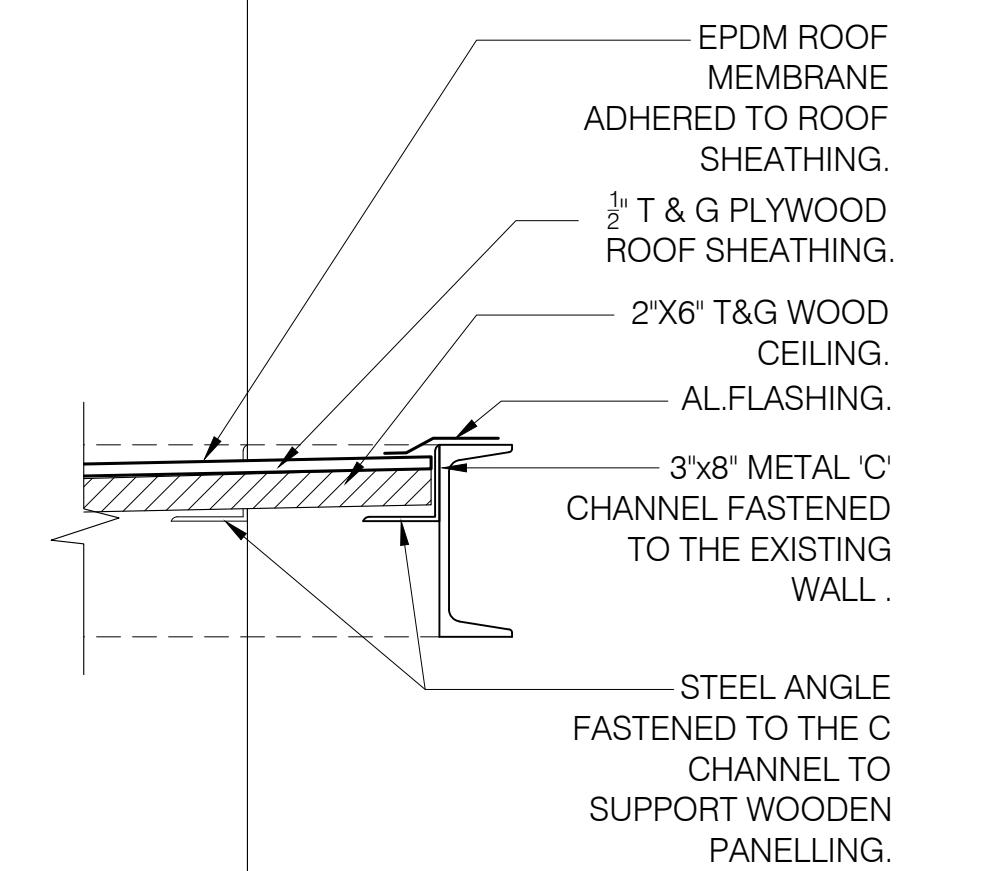
4 DETAIL
SCALE: 1 1/2" = 1'-0"



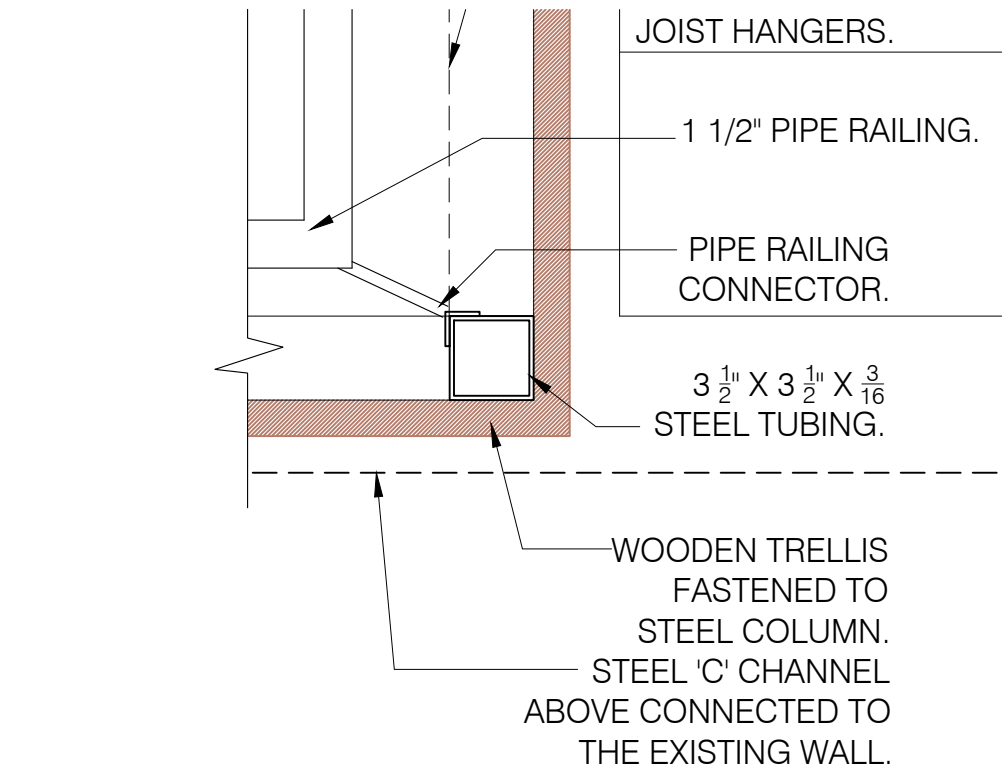
6 DETAIL
SCALE: 1 1/2" = 1'-0"



3 ELEVATION
SCALE: 1/2" = 1'-0"



5 DETAIL
SCALE: 1 1/2" = 1'-0"



7 DETAIL
SCALE: 1 1/2" = 1'-0"



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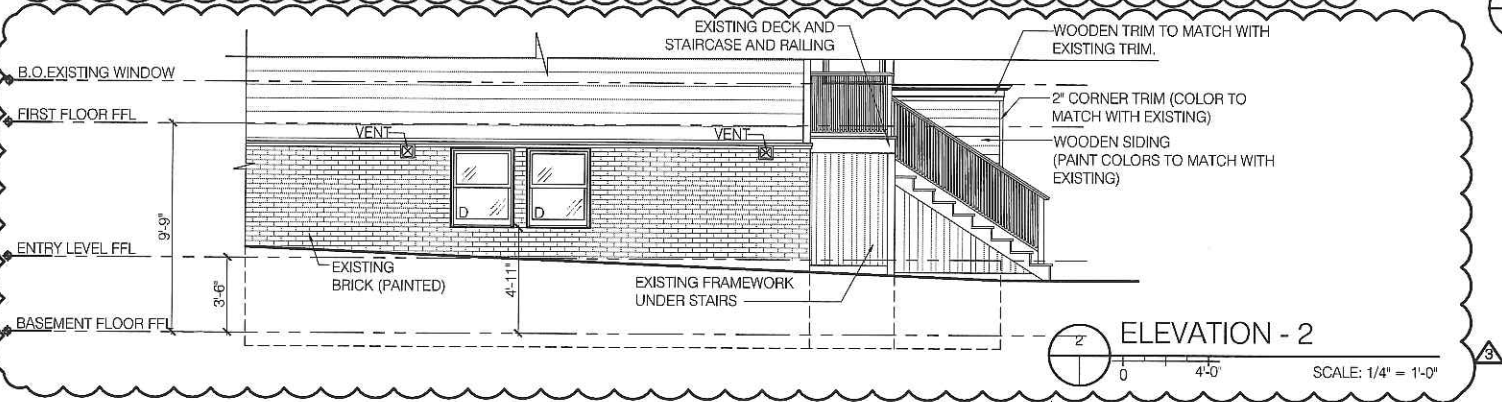
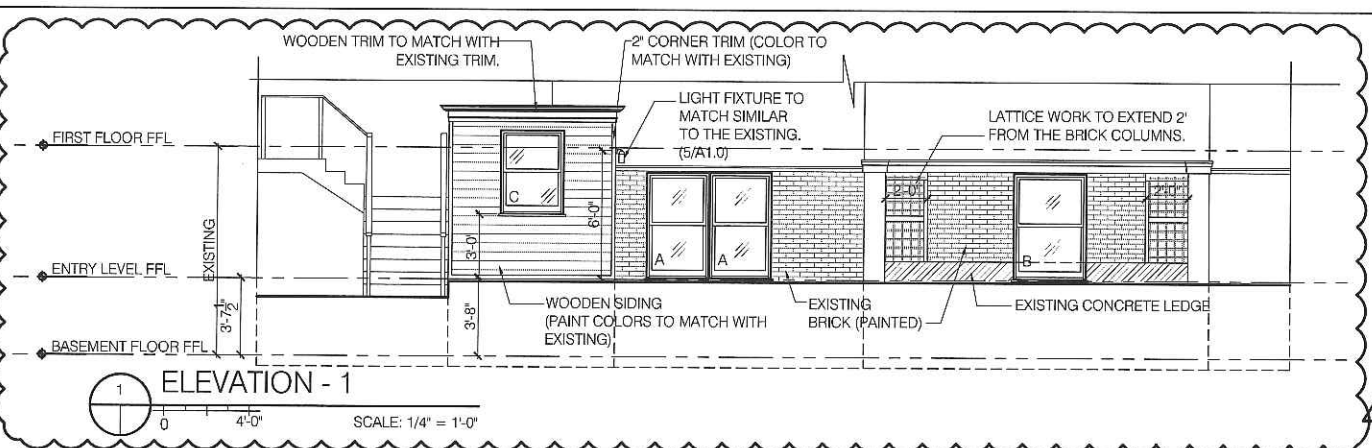
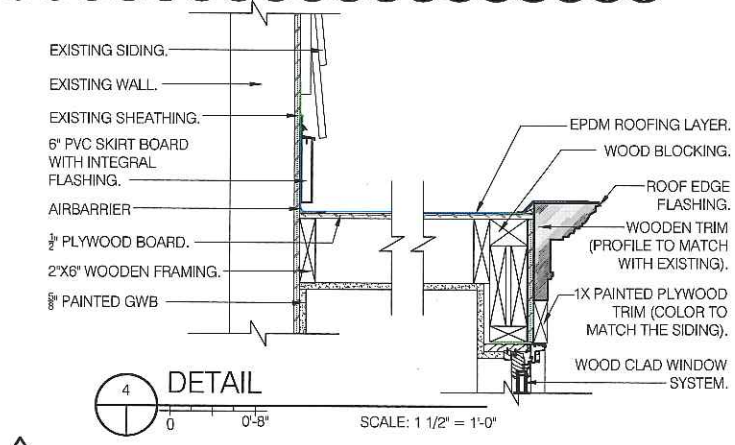


PHOTO OF THE EXISTING BUILDING

GRAPHIC DESCRIPTION		DESCRIPTION				
		- EXISTING FINISHED FLOOR - EXISTING SUBFLOORING - EXISTING WOOD JOISTS - ACOUSTIC BATT INSULATION - SOUND ISOLATION CHANNEL HANGERS 7/8" METAL HAT CHANNEL FURRING 5/8" TYPE X GYPSUM BOARD - PAINTED				
TYPE	FIRE RATING	UL NUMBER	IIC RATING	STC RATING	R-VALUE	
F1	1-HR	SIMILAR TO L514	N/A	N/A	N/A	



GRAPHIC DESCRIPTION		DESCRIPTION				
		- WOOD SIDING. 1X WOOD FURRING - SELF-ADHERED WATERPROOFING MEMBRANE (VAPOR PERMEABLE AIR BARRIER). 1/2" PLYWOOD SHEATHING. 2X6 WOOD STUDS @ 16" O.C. W/BLOWN CELLULOSE INSULATION FULL CAVITY. - VAPOR BARRIER MEMBRANE. 5/8" GYPSUM BOARD. NOTES: - PROVIDE MOISTURE RESISTANT GWB AT BATHROOMS. - A BEAD OF ACOUSTICAL SEALANT SHALL BE APPLIED AROUND THE PARTITION PERIMETER FOR SOUND CONTROL. - SEE FINISH SCHEDULE FOR WALL FINISH MATERIAL AND SUBSTRATE REQUIREMENTS				
TYPE	WOOD PARTITION WALL	FIRE RATING	UL NUMBER	STC RATING	R-VALUE	
W4					24.3	

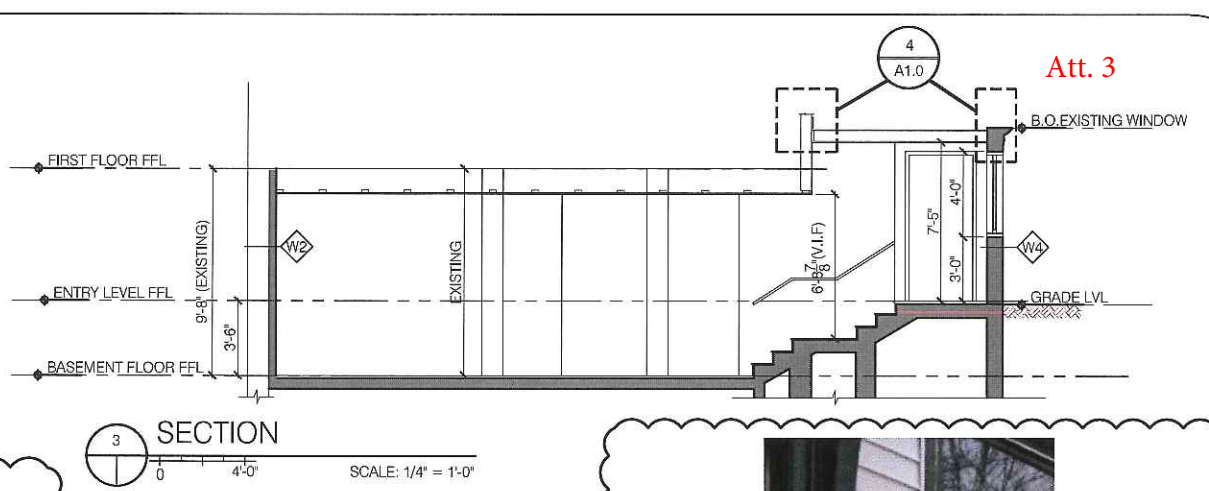


PHOTO OF THE EXISTING LIGHT FIXTURE

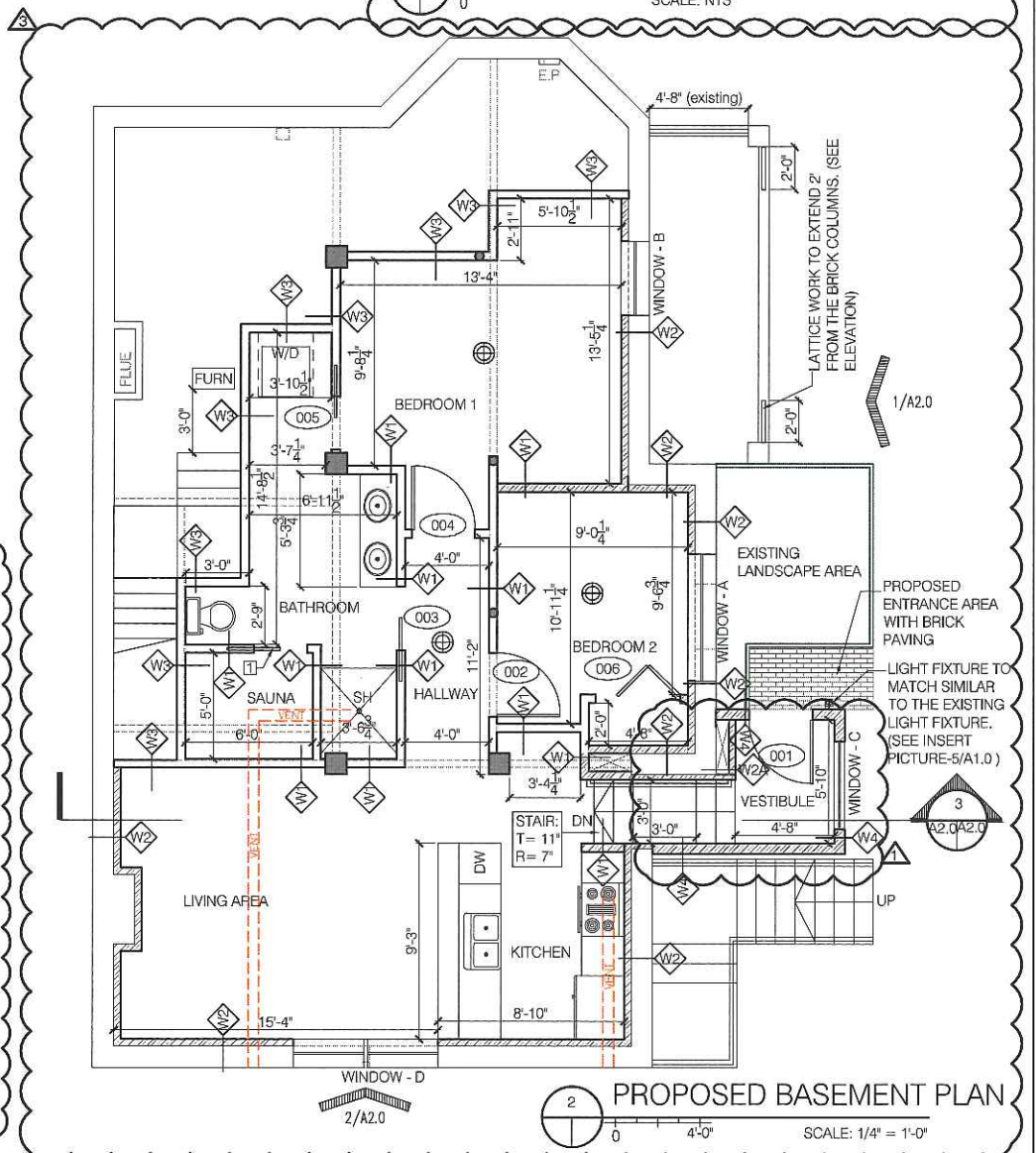


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PROJECT NO. **17014**
PROJECT NAME **265 STATE STREET**
265 STATE ST, PORTLAND ME 04101

ISSUE DATE **9.4.2018**
SHEET SCALE
SCALE

PERMITTING DRAWINGS
DRAWN BY **KBS**
SHEET TITLE **PLAN, SEC, ELE, DET**

REVISIONS
11 09.26.2018
2 01.02.2019
3 01.11.2019
4
5

A
1.0



VIEW 1



VIEW 2

ISSUE DATE
9.4.2018
SHEET SCALE
SCALE

DRAWN BY
KBS
SHEET TITLE

3D VIEWS

PERMITTING DRAWINGS

REVISIONS

1	09.26.2018
2	01.02.2019
3	01.11.2019
4	-
5	-

PROJECT NO.

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2.0

HISTORIC PRESERVATION BOARD
CITY OF PORTLAND, MAINE

PUBLIC HEARING
Adoption of Design Guidelines for
Installation of Small Cell Infrastructure

TO: Chair Sheridan and Members of the Historic Preservation Board
FROM: Deb Andrews, Historic Preservation Program Manager
DATE: March 26, 2019
RE: April 3, 2019 PUBLIC HEARING – Adoption of Design Guidelines for
Installation of Small Cell Infrastructure in the Public
Right-of-Way

Address: Locations within the boundaries of locally-designated historic districts and in the
immediate vicinity of individual landmarks

Introduction

The Board is being asked to approve design guidelines that will govern the installation of wireless telecommunication infrastructure--in particular 5G small cell infrastructure--within the public way in Portland's local historic districts and in the immediate vicinity of individually-designated landmark structures. If approved, the guidelines will be added to the Historic Resources Design Manual, which provides more detailed guidance on the application of ordinance review standards as they apply to specific construction activities. As the Design Manual is included by reference in the historic preservation ordinance itself, the guidelines therein are enforceable.

Background

During the past year, communities throughout the country have begun to prepare for the anticipated roll-out of 5G internet service. Small cell service has been developed in response to the explosive proliferation of and reliance on smart devices and is intended to augment traditional macrocell towers. According to the National League of Cities, with this evolution in technology, "cities must face the reality that to meet the increasing demands of residents, more wireless facilities and infrastructure must be deployed. With that reality, city officials must also face a number of policy, public safety, land-use and right-of-way considerations." (from NLC's Municipal Action Guide *Small Cell Wireless Technology in Cities*.) Among these considerations is the fact that the infrastructure required by this new technology can potentially affect the aesthetics and function of public streets and spaces. This is an especially sensitive issue in designated historic districts.

For information on this general subject and its various implications, staff has enclosed a copy of the National League of Cities publication cited above (see ATTACHMENT 2) as well as an excerpt from a report issued by the National Capital Planning Commission in Washington (see ATTACHMENT 3).

While other City departments are taking on other tasks related to the introduction of small cell service (e.g., developing an application process, establishing deadlines for issuing permits, establishing a fee structure for installations in the public way, etc.), the Historic Preservation Board is being asked to take up the matter of design guidelines that will govern the visual character of installations within historic districts and at locations in close proximity to individual landmarks. Ideally, a small cell ordinance will be developed for adoption by the City Council that addresses other pertinent matters.

It should be noted that proposed installations of antenna *on buildings* within historic districts are already subject to review. These are typically reviewed and approved at the staff level, except for those instances where the installation will likely have a significant visual impact. In those instances, staff has referred the matter to the Board. Currently, there are no specific written guidelines governing these types of installations. In reviewing proposals, staff has been guided by Standards # 9 and 10, which address the issues of compatibility and reversibility. With each application, staff has worked to ensure that the proposed antennas and/or any other related equipment have as limited visibility and visual impact as possible. This approach appears to have worked reasonably well, recognizing that federal telecommunication laws all but rule out the possibility of prohibiting an installation.

Note that the guidelines for review at Wednesday's public hearing focus primarily on small cell installations within the public right-of-way and on public property.

Standards/Guidelines

As noted above, Standards # 9 and # 10 of the historic preservation ordinance's Standards for Review of Alterations are the most applicable standards in the review of small cell installations. The design *guidelines* that elaborate on the application of these *standards* as they relate to small cell installations will be added to Chapter 8 of the *Historic Resources Design Manual*, which provides guidelines on streetscape and pedestrian improvements.

Applicability of Federal Telecommunication Laws

As discussed in the attached publications, federal telecommunications laws limit the extent to which small cell installations can be regulated. For example, "the Telecommunications Act makes it unlawful for local government to prohibit, or have the effect of prohibiting, the 'provision of personal wireless service,' prevents local government from 'unreasonably discriminating among providers of functionally equivalent services,' and requires that local government 'act on any authorization to place, construct or modify personal wireless

services facilities within a reasonable period of time.” Communities can, however, impose reasonable requirements to address the visual impact of such installations and to reduce the potential for undue visual clutter.

Typical Small Cell Installations within the Public Way, Existing Constraints in Portland’s Historic Districts

Although there are multiple applications for this type of infrastructure, including attachment to existing buildings, typical small cell installations within the public way include attaching to existing streetlights and/or pedestrian-level lights, attaching to utility poles, or employing stand-alone pole installations.

One of the often-employed options for installation is to extend existing streetlight poles to include the antenna above the light fixture itself. (See enclosed illustrations.) While this is possible with some of Portland’s streetlight poles, including the “Esplanade” style streetlights installed along Congress Street, other historic districts feature lower-scale poles that are topped with globe lights. This is the case in the Old Port. Also, the crook-neck light poles that are specified in the India Street Historic District cannot be extended given their configuration. Given these constraints, it is likely that cellular providers will be applying to install equipment on existing utility poles and/or installing new stand-alone poles to accommodate the cellular equipment.

Obviously, proposals for new stand-alone poles will need to be reviewed by the Department of Public Works, which will have its own concerns and criteria in terms of required separation from existing infrastructure, etc. The Historic Preservation Board is not being asked to address these types of concerns, but will be limited to general aesthetic issues and compatibility with the existing streetscape character.

Another limitation affecting the review of small cell installations is the fact that Central Maine Power owns existing wood utility poles in the city. The City of Portland technically has no regulatory control over these poles. While the draft design guidelines address installations on utility poles, we cannot be guaranteed that they will be followed.

Also, utilities increasingly being installed underground in Portland’s downtown area, there are relatively few utility poles on some streets. In the Old Port, for example, utility poles are located on perimeter streets, not on primary streets like Exchange. As the coverage of small cell antennas is more limited, it is likely that more-stand along poles will be required to meet coverage needs.

Finally, in a series of City-Council-approved amendments to the City’s Technical Manual, concrete poles are now the required specification for any new or retrofitted lighting in historic landscape districts. It is not likely that antennas can be installed on these poles as

wiring cannot be run within them. It is likely that metal poles for small-cell installations will be needed in these landscape districts.

Installation types:

- Attachment to existing City Streetlight/pedlight pole
- Attachment to existing City traffic signal
- Attachment to existing pole on City-owned property
- Replacement of City streetlight/pedlight pole
- Replacement of pole on City-owned property
- Attachment to Non-City Pole
- Installation of new pole for small cell service (no lighting)

Current pole/fixture types in Portland historic districts:

Portland's historic districts fall within the following lighting districts:

- *Downtown Street Lighting District - Esplanade
- *Old Port Street Lighting District – Globe-top
- *Eastern Waterfront Street Lighting District (India Street and Portland Company historic districts) – Crookneck pole
- *Commercial Street Lighting District – cobra head
- *Historic Landscape Lighting Districts – Concrete poles with globe fixtures
- *West End, Deering Street, Stroudwater (Town & Country, cobra head)

The City of Portland Technical Manual includes pole and fixture specifications for each of the applicable lighting districts

In addition to light and traffic poles, CMP wood utility poles are located throughout the city, however they are limited in the central business district where utilities are buried in several areas.

Proposed Design Guidelines

Staff's draft design guidelines for small cell infrastructure are enclosed as ATTACHMENT 1. Staff reviewed guidelines developed for Boston's historic neighborhoods, Pittsburg, as well as other historic communities. Staff will elaborate on the draft guidelines at the meeting on Wednesday.

Note that the draft guidelines are currently being reviewed by Public Works staff and others and may be subject to some modification prior to Wednesday's public hearing.

Note also that the guidelines will be accompanied by photosimulated images of allowable installation types.

Motion for the Board's Consideration

On the basis of information and recommendations included in the staff report for the April 3, 2019 public hearing, the Board **approves** the design guidelines proposed for small cell infrastructure in the public way and on public property within historic districts and adjacent to individual landmarks as shown in ATTACHMENT 1 and **recommends** amending Chapter 8 of the Historic Resources Design Manual to include such guidelines (**subject to the following conditions.....**). These guidelines augment Article IX's Standards for Review of Alterations as applied to small cell installations.

Attachments

1. Draft Design Guidelines for Small Cell Infrastructure within the Public Way or On Public Property within Historic Districts or in Immediate Proximity of Individual Landmarks
2. *Municipal Action Guide: Small Cell Wireless Technology in Cities*, published by the National League of Cities.
3. National Capital Planning Commission report

DRAFT**Design Guidelines for Small Cell Infrastructure within the Public Way or On Public Property within Historic Districts or in Immediate Proximity of Individual Landmarks**

The following guidelines reflect the desire of the City of Portland to maintain the historic and aesthetic character of its designated historic districts, while allowing for an increase in the availability and quantity of wireless broadband. Any application that does not confirm to these guidelines would additionally need to receive approval from the Historic Preservation Board prior to final approval.

General

1. The proposed infrastructure, to the greatest degree practicable, shall have no unreasonable adverse impact on National Register and/or locally-designated historic districts, sites, structures or landscapes. Small cell suppliers shall comply with the following design guidelines and with any other written master plan guidelines that apply to other occupiers of the rights-of-way or public properties in these areas.
2. The collocation of wireless facilities on existing support structures is strongly encouraged as a means to minimize the introduction of redundant support structures within the right-of-way. Collocations between limited numbers of multiple separate wireless service providers on the same support structure is encouraged whenever feasible. If an applicant chooses to not collocate when options appear available, demonstrative proof must be provided as to why collocation is not feasible.
3. The City may propose an alternate location to any proposed location of a new wireless support structure, provided the alternate location is within 100 feet of the proposed location or within a distance that is equivalent to the width of the right-of-way in or on which the new wireless support structure is proposed; and if the supplier has the right to do so on reasonable terms and conditions and the alternate location does not impose technical limits or additional costs.
4. All service lines to the proposed small cell facility shall be underground if all other utilities in the immediate area are also underground.
5. For steel support structures (existing or new) all wiring and cables must be housed within the support structure pole and extended vertically within a flexible conduit. In non-steel support structures, all wiring and cables must be appropriately protected in their entirety.
6. Above-ground wires, cable, connections and conduits shall be generally prohibited, except

where the provider can demonstrate there is no alternative.

7. Spools and/or coils of excess fiber optic or coaxial cables or any other wires shall not be stored on the pole except completely within the approved enclosures or cabinets.
8. Lighting associated with small cell facilities is prohibited. Any internal lights associated with electronic equipment must be shielded from view.
9. Signage is prohibited on all small cell facilities and wireless support structures, including stickers, logos, and other non-essential graphics and information unless required by the FCC.

Installations on Existing or Replaced Street Light or Traffic Poles

- If mounted on existing pole (street light or traffic signal), all exposed equipment to be nonreflective and painted to match the existing pole.
- If new or replacement pole is proposed, pole shall match style and paint color of pole type required in the applicable lighting district, as specified in the City of Portland's Technical Manual.
- Antenna system to be no more than 42" in diameter and no more than 30" in height
- Antenna system shall be installed above the LED light fixture.
- Ground-mounted equipment is allowed when placed in conjunction with a new stealth pole and concealed in a ground-mounted cabinet or "stealth expanded base". Base not to exceed 2.5' in diameter and 4'8" in height.
- LED luminaire and arm to be maintained at same height as other fixtures in immediate vicinity
- Overall height of replacement pole not to exceed 15% of existing pole height (not including antenna)
- Proposed cable and light fixture power cable to be routed within the pole.

Installations on New Wireless Support Structures/Poles (pole only; no street lighting)

- Pole shall match style and paint color of pole type required in the applicable lighting district, as specified in the City of Portland's Technical Manual.

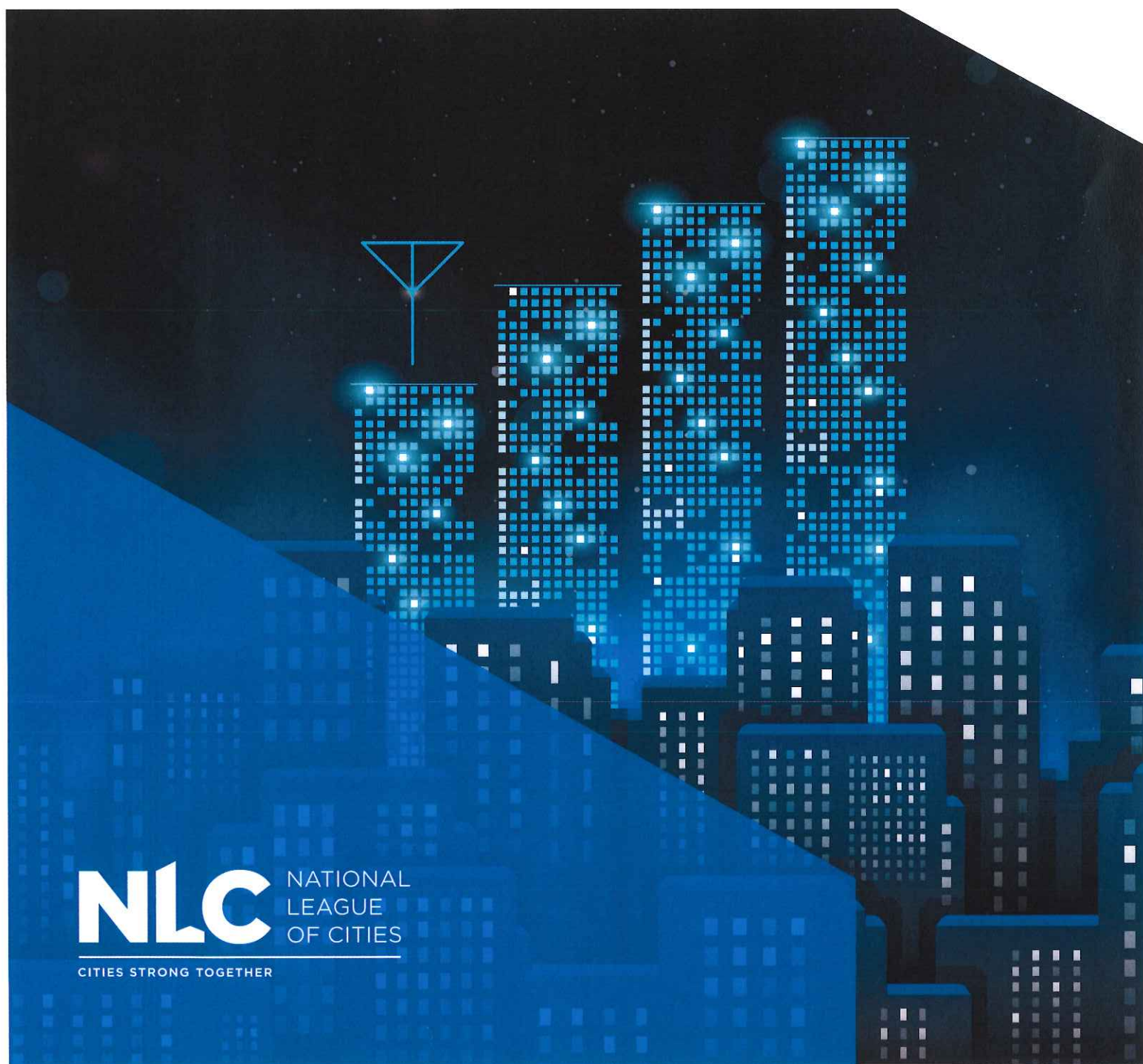
- Pole color and all attached equipment to have powder-coated paint finish to match existing streetlights in applicable lighting district
- Antenna system to be no more than 42" in diameter and no more than 30" in height
- Radio equipment power and fiber equipment to be concealed within stealth expanded base, not to exceed 2.5' in diameter and 4'8" in height.
- Overall height of pole not to exceed 20% of existing pole heights in immediate vicinity (not including antenna)

Installations on Wood Utility Pole

- Remote radio head (RRH) to be no larger than 16"W x 12"D X 40"H and will not project from pole more than 1'6"
- Antenna to be no larger than 16"W x 40"H
- All equipment to be painted grey to match weathered wood pole

MUNICIPAL ACTION GUIDE

Small Cell Wireless Technology in Cities



NLC NATIONAL
LEAGUE
OF CITIES

CITIES STRONG TOGETHER

Introduction

From our connected homes, where everything is controlled by the internet, to our workplaces, where reliable broadband access is paramount for almost every type of job, technology is impacting every facet of our daily lives. Cities are inextricably linked to the internet, and the integration of new technologies promises better and more innovative ways to serve our residents.

With this seismic shift toward smart cities and the internet of things (IoT), reliance on wireless and wireline broadband infrastructure is becoming greater and greater. Mobile phones, IoT devices and other small wireless gadgets are becoming ubiquitous. Wireless data consumption has reached approximately 1.8 exabytes per month in North America alone, and that number is projected to grow six-fold by 2022.² As various wireless providers maintain that the roll out of 5G internet service is approaching, and the IoT proliferates with the connection of millions of new smart devices to the internet, cities must face the reality that to meet the increasing demands of residents, more wireless facilities and infrastructure must be deployed. With that

reality, city officials must also face a number of policy, public safety, land-use and right-of-way considerations.

As cities navigate this rapidly-changing policy issue with both wireless and infrastructure providers and community residents, a number of considerations for the different stakeholders begin to emerge. This action guide from the National League of Cities (NLC) provides an overview of small cell technology, as well as guidance on how local governments can plan for, develop policy and processes around, and manage the deployment of, small cell wireless infrastructure. It will also provide city leaders with strategies for proactively engaging with wireless providers and residents to plan for small cell networks in their communities.

The Internet of Things in Connected Cities

Every consumer product and piece of infrastructure increasingly has the ability to sense surrounding stimuli, to communicate with other devices and people, and to draw on the computing and storage power of the cloud. This phenomenon has been dubbed the internet of things (IoT). The more smart devices and sharing platforms there are, the more data is generated about consumer preferences and habits. But what does this mean for cities? Smart cities are employing the same technology to connect their disparate utility, infrastructure and public service grids, generating real-time aggregate data. This, in turn, can help cities manage their programs and services more effectively and gauge their impact for residents, businesses and visitors immediately. The city of the future is an interconnected one, where devices communicate with one another in a constant stream of data that provides real-time information to the public and to the municipality.³

What is a 'Smart City'?

The term 'smart city' sometimes seems to mean **everything and nothing** all at once, and a common question about the phenomena is some variation on, "what is a smart city?". A smart city is a city that has developed technological infrastructure that enables it to collect, aggregate and analyze real-time data and has made a concerted effort to use that data to improve the lives of its residents and the economic viability of the community. Smart city initiatives often involve four components: the underlying communications infrastructure, information and communication technologies (ICTs) that generate and aggregate data; analytical tools which convert that data into usable information; and organizational structures that encourage collaboration, innovation and the application of that information to solve public problems.¹ Examples include water or utility monitoring devices that promote efficient or sustainable usage, smart streetlights that double as gunshot spotters and communicate with city administrators when they need maintenance, and traffic control and management systems that streamline traffic bottlenecks and report congestion and traffic data to city transportation planners.

A small cell pole in the median of the Las Vegas Strip.
(Photograph by SmartWorks Partners)

Small Cell Technology

What is small cell technology?

As wireless data usage continues to escalate, providers must find new and innovative ways to keep up with consumer demand for more speed and data capacity. One way to address the capacity crunch is by deploying “small cells,” a type of wireless technology for broadband infrastructure. Various federal, state and local laws define small cell differently. Generally, “small cell” refers to both the smaller coverage area of the wireless signal, and the smaller size of the infrastructure. Small cell installations generally cover much smaller geographic areas — measured in hundreds of feet — than the traditional macrocell towers that can cover miles in each direction. The antennas are much

smaller than those deployed at macrocell sites, and are often attached to buildings, rooftops and structures in public rights-of-way (ROW), including utility and light poles and other street furniture.⁴ Pole- or ground-mounted equipment accompanying the antenna may also be needed and can be as big as a large refrigerator. This equipment may be in the ROW, or on other public or private property.

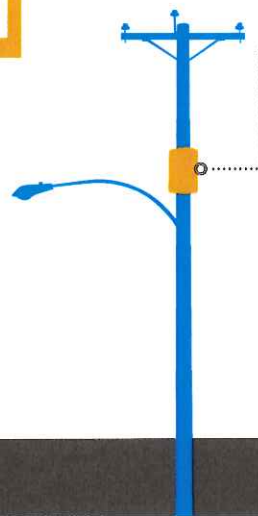
These facilities help to complement or stretch macrocell coverage and add capacity in high demand areas.⁵ Small cell infrastructure is typically deployed to alleviate capacity constraints where crowds gather or to cover targeted areas, including public squares and spaces, downtown pedestrian areas, parks, office buildings, campuses, or stadiums and arenas.



Macrocell vs. Small Cell:

Although they serve different purposes, macrocell and small cell technologies complement each other.

Macrocell: Traditional macrocell towers have a coverage area that spans several miles. They're hard to miss, although their signal degrades towards the edge of their coverage areas.



Small Cell: Small cell technology is much more discreet, mounted on existing structures like rooftops and utility poles. Sometimes, they are accompanied by refrigerator-sized equipment. Because small cells only supply a few hundred feet of coverage, they are best suited for dense areas like downtowns.

What are some of the benefits to cities?

With the increasing usage of wireless devices and data, cities are facing increased demand for reliable wireless service. Small cell facilities can be used to increase the mobile broadband network capacity in cities. This improved service and capacity has many advantages, including economic competitiveness, a “tech friendly” reputation, and more opportunities to deploy smart city and IoT applications. Given that up to 80% of today’s 911 calls are placed via wireless phones, robust wireless networks are also critical to public safety.⁶

What are some of the risks to cities?

Often, wireless providers will want small cells deployed in dense urban areas to provide adequate capacity in high demand spots, and each provider will want its own facility installed to cover the same dense area. Thus, there may be several requests to locate such facilities in the same general areas, such that four polls in a row will have small cells from four different wireless companies. This can result in clusters of small cells that are visually unappealing and detract from the aesthetic of the community. Deployment and installation of small cell facilities can potentially interfere with existing technology, such as wireless traffic signals and other municipal technology in close proximity. There is also the risk of ground

mounted equipment associated with some small cell facilities obstructing a crowded city’s rights-of-way. In addition, recent state and federal efforts to speed the deployment of small cell facilities have focused on preempting local authority to review and control small cell deployments, or to collect fair rents for the use of public property.

What federal and state policies apply to municipal siting processes?

The siting of wireless infrastructure is governed by local, state and federal law. Most wireless infrastructure siting is governed by the applicable government entity with control over the facility’s property or location, and there may also be state and/or federal laws that apply to local determination. Local governments assess applications for permits to build new or alter existing wireless facilities for a variety of purposes, including public safety, overall management of public property or rights-of-way, accessibility requirements, environmental issues, land use and community aesthetics. Local governments may charge wireless service providers or wireless facility providers for application processing, access to the rights-of-way, and/or ongoing fees for access to public property — such as municipal street lights or traffic lights — either pursuant to local codes, as part of a large master lease or license agreements with a provider, or on an application-by-application basis.

Small Cell Wireless Technology in Cities

Federal oversight of wireless siting is primarily based on three federal laws: The Communications Act of 1934, the Telecommunications Act of 1996 (Telecommunications Act) and a provision of the Middle-Class Tax Relief and Job Creation Act of 2012 (Spectrum Act).

These laws contain provisions intended to spur the development of wireless infrastructure and impose some limits on local authority over that infrastructure. The Telecommunications Act, for instance, makes it unlawful for local government to prohibit, or have the effect of prohibiting, the “provision of personal wireless service,” prevents local government from “unreasonably discriminating among providers of functionally equivalent services,” and requires that local government “act on any authorization to place, construct, or modify personal wireless service facilities within a reasonable period of time.” It also stipulates that local governments denying siting applications do so “in writing and supported by substantial evidence contained in a written record.”⁷ The Federal Communications Commission (FCC) has interpreted that a “reasonable period of time” for local governments to grant or deny siting requests is 150 days for new facilities, and 90 days for collocations.⁸ This presumed time limitation is commonly known as a “shot clock.”

Meanwhile, the Spectrum Act also contains provisions that limit local control over collocated wireless facilities to ensure the swift deployment of wireless technologies. Section 6409(a) of the Act provided that “a State or local government may not deny, and shall approve, any eligible facilities request for a modification of an existing wireless tower or base station that does

not substantially change the physical dimensions of such tower or base station.”⁹

The FCC created regulations in support of this law, specifying that these collocation requests must be approved within 60 days of application, and that this definition includes distributed antenna system (DAS) and small cell facilities.¹⁰ If a city finds that it received an incomplete application, it has a limited period of time in which to pause, or “toll,” the shot clock by notifying applicants in writing of the missing information and relevant local requirements.

The 1934 Communications Act has been cited in recent federal petitions and rulemaking activity¹¹ relating to the deployment of small cell facilities. Section 253 of the 1934 Act requires that local governments receive “fair and reasonable compensation from telecommunications providers, on a competitively neutral and nondiscriminatory basis,” when determining costs to access the public rights-of-way. The FCC has solicited public comment on how and whether to clarify the meaning of this phrase in relation to small cell wireless facilities but has not yet issued a decision or guidance. Likewise, the FCC has recently issued orders prohibiting moratoria on wireless deployment applications and permitting in essentially all circumstances.¹²

State governments have also passed laws intended to speed the deployment of wireless infrastructure, particularly small cell infrastructure, in recent years. For example, Arizona’s HB 2365, which was signed into law on March 31, 2017, imposes a series of new requirements on cities’ regulation of wireless infrastructure. Arizona’s law creates timelines for both cities and applicants to complete reviews of applications and buildout of the requested site. Additionally, it states that rates

The Telecommunications Act of 1996:

The Telecommunications Act makes it unlawful for local government to prohibit, or have the effect of prohibiting, the “provision of personal wireless service,” prevents local government from “unreasonably discriminating among providers of functionally equivalent services,” and requires that local government “act on any authorization to place, construct or modify personal wireless service facilities within a reasonable period of time.”

or fees are limited to not more than the actual and direct costs incurred by cities to review those applications or manage the ROW, and places a fixed dollar cap on those application fees, as well as a fixed cap on annual rights-of-way access and pole collocation fees.^{13 14 15}

Other states have enacted similar limits on local review times, factors which may be considered in a site review and fees local governments may assess. State laws may limit whether local governments can enter into agreements with providers for larger-scale deployments of infrastructure within a community.

What are some of the policy challenges cities face?

Cities adapting their ordinances or processes to enable efficient small cell deployment face a number of policy challenges. First, cities must consider any recent changes to state law that impact local ordinances. Nearly half of all states had already passed small cell legislation or were considering it by their 2018 legislative sessions. Many states that passed laws exempted municipal rights of way from the legislation. These laws may impact what fees or rates cities can assess, what factors they may consider when deciding whether to approve or deny a wireless facility application, and whether the city is subject

to a stricter application review timeline than federal regulations establish.

Cities must also consider their own internal capacity when determining how much time should elapse before a new ordinance focused on small cell deployment goes into effect. For example, if the new process demands the establishment of new online application systems or forms, the city should allow ample time to create those new systems before applicants will expect access to them, to avoid unnecessary delays in the application process. Particularly in the case of small cell deployments, providers may wish to file many applications at once as part of a network build-out, and cities should be prepared to determine whether they can limit the number of applications any provider can file within a given time period under state law, or whether they are capable of accepting batches of similar applications simultaneously.

Cities should be cautious in passing moratoria on new wireless facility applications. While moratoria may provide the necessary time for policy makers to determine how best to approach this new technological and administrative challenge, they are not legal in some states, and have been prohibited by the FCC. Moratoria may invite legal challenges from wireless providers eager to start construction.

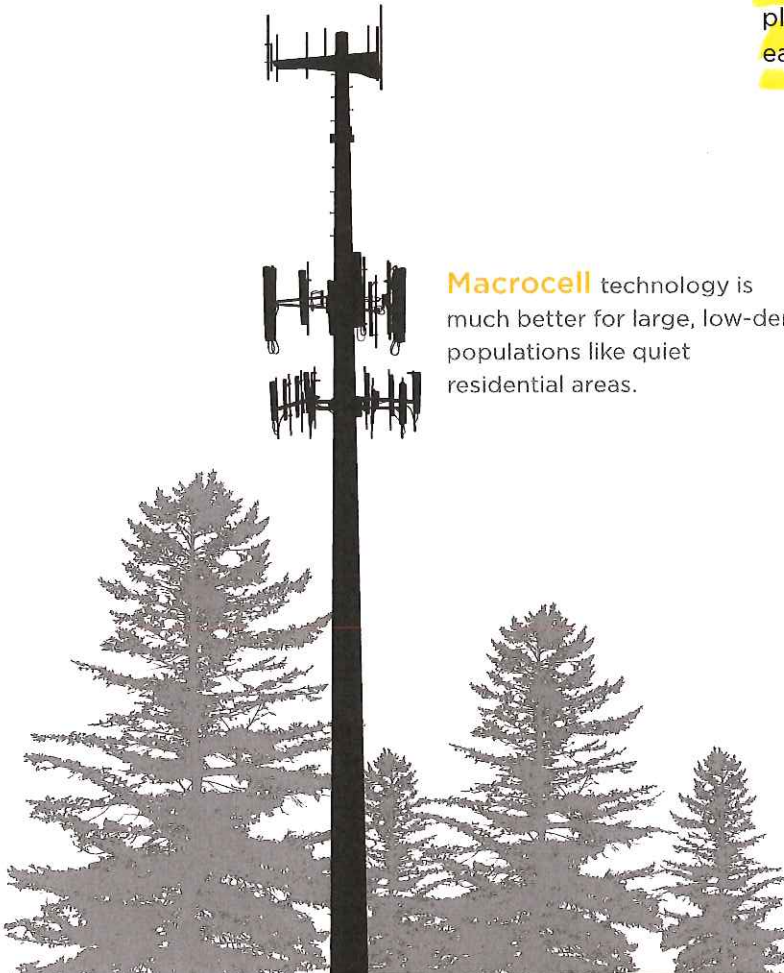
City Examples

Boston: Preserving History and Planning for a Technology-Driven Future

The city of Boston faced a unique challenge when it set out to upgrade the city's wireless networks: its history. The city contains narrow, twisting streets with little sidewalk space, carefully-maintained historic districts, and a wide variety of decorative poles and streetlights — including some gas lamps. This adds up to crowded rights-of-way

with sensitive aesthetic needs. However, a city known for its universities and tech industries needed to be a competitive leader on broadband infrastructure to retain and attract residents and businesses.

To address the growing demand for small cell wireless infrastructure, the city used widely-available online tools to create an online application and review process that has reduced the average turnaround time for small cell site application reviews to roughly two weeks. The city has also managed to stem potential floods in applications by placing reasonable obligations on providers eager to file many applications at once.



Macrocell technology is much better for large, low-density populations like quiet residential areas.



Small cells are perfect for small, dense-population areas with high-capacity needs. Downtowns, stadiums and theme parks are ideal for this technology.

For instance, after a permit for a new wireless facility is approved, the provider must build its site within sixty days.

Because of its narrow, historic streets, Boston has had to work very closely with neighbors and wireless providers to create innovative pole designs that take up less sidewalk space, or to negotiate a different pole location on a nearby arterial street with fewer residences and more room to site equipment.

Lincoln: Creating Business Solutions to Technology Challenges

In the city of Lincoln, Nebraska, broadband infrastructure is an important development priority. As demand for service, and for permission to build infrastructure, rose in the community, the city decided to tackle business process challenges. The city began physically relocating staff and grouping them by process and function, rather than department, and created a new rights-of-way construction group of staff from multiple departments to manage broadband infrastructure, small cell wireless applications and other issues. This created a one-stop-shop for private utility construction in the public right-of-way.

The city worked with carriers to create a standard pole design that met the needs of 95 percent of the city's pole locations and could accommodate most carriers' equipment. For the other five percent of locations, the city has worked with individual carriers to co-design poles to meet those

locations' needs and added those new designs to a list of pre-approved poles. The city has also developed a database of existing right-of-way infrastructure assets, such as water, power and broadband lines in the city. This helps smooth the application process and cuts down on the time needed to communicate between city departments and with providers. Additionally, the city has created a master license agreement process based on existing public-private partnership agreements and adapted the master license agreements used for broadband to business and home to mobile infrastructure. Making the agreements consistent, and posting them publicly online, has helped reassure providers that they are getting the same deal as their competitors and smoothed the negotiating process.

Lincoln has faced some challenges in recent years with its efforts to deploy wireless infrastructure. Some providers have successfully received permits to build new poles, but have not deployed in those locations, resulting in wasted city resources and no improved service for residents. The city has also fought back against attempts by the state legislature to preempt local authority over small cells. In 2017, the city battled wireless providers who claimed that city-induced costs were inhibiting infrastructure deployment. When Lincoln offered a discount to local carriers who were willing to build out connectivity in rural parts of Nebraska, the providers backed down, and ultimately preemptive legislation did not pass that year.

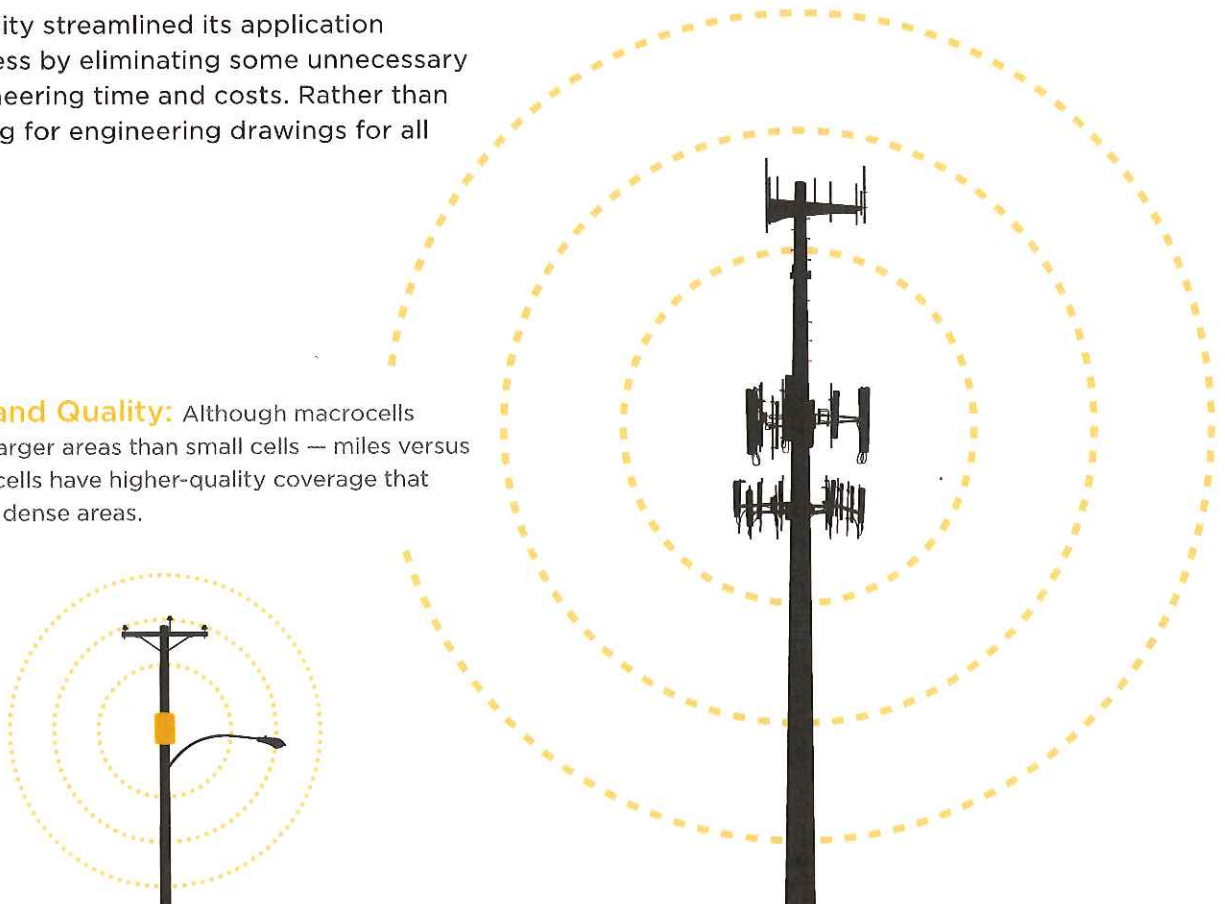
Raleigh: Finding Common Ground with Industry Through Partnerships

The city of Raleigh is focused on being the best — with hopes of being designated a 'best place' to live, work and play, as well as a forward-thinking leader in the technology space. The city recognized that in order to achieve those goals, it would need to be open to the prospect of small cell wireless infrastructure deployment. From the moment the city was approached about installing small cell infrastructure, the priority was to establish a good working relationship with wireless providers while protecting and upholding the values and interests of residents within our communities.

The city streamlined its application process by eliminating some unnecessary engineering time and costs. Rather than calling for engineering drawings for all

installations, the city shifted its process to require basic geographic coordinates for proposed wireless sites, so that the city could quickly work with providers to find optimal locations. Wireless providers appreciated hearing back from city staff about site feasibility within a couple of days of submittal. The city has also taken several steps to hear the wishes of residents, most directly through its 20 Citizen Advisory Councils. City employees who manage small cell deployment have been meeting regularly with these advisory boards to gather feedback and answer questions about the process of small cell installation.

Quantity and Quality: Although macrocells cover much larger areas than small cells — miles versus feet — small cells have higher-quality coverage that works well in dense areas.



What is Broadband?

According to the Federal Communications

Commission, broadband is connection speeds of at least 25 Mbps for downloads and three Mbps for uploads. About 20 percent of American households don't have access to broadband under this current definition.

One administrative challenge came about in the form of a piece of legislation passed by the state that preempts the city's ability to manage small cell applications. A 2017 law restricts local governments in the state of North Carolina from sending applications for collocated infrastructure — or infrastructure that wireless providers want to place on existing poles — to city council for review. Wireless providers that wish to collocate small cell infrastructure are allowed to seek administrative approval and place their equipment and infrastructure on those existing poles. This is intended to streamline the review process for small cell installations that do not require a new structure or pole to be constructed. While it shortens the administrative approval process, it removes the city's ability to govern on this issue.

San Jose: Welcoming New Technology While Closing the Digital Divide

Equity drives San Jose's approach to bringing new technologies to the city, and the deployment of municipal broadband and municipal fiber lines is no exception. Located in Silicon Valley, San Jose city officials are acutely aware of the technology boom happening on their doorstep and are eager to welcome these advances, provided they can do so in a way that

speaks to the needs of all residents. With only three percent of the city connected to high quality fiber lines, the city needed to both improve overall access to high speed internet and address the digital divide for 95,000 residents without access. After commissioning a study of the city's broadband approach as well as conducting surveys of low-income populations, San Jose officials set about working with the private sector on an arrangement that facilitates deployment, speaks to the city's equity goals and meets provider expectations.

They settled on a tiered pricing structure where providers pay \$750-\$2500 depending on whether they will cover the entire city or smaller areas. Larger deployments essentially receive a bulk-discounted rate. This revenue then feeds into two important city goals: internal capacity building and digital equity. For the former, the revenue bolsters the public works department, enabling staff to streamline the permitting and governance processes. Providers are therefore amenable to the deal because it facilitates faster small cell deployment. Additionally, the remaining funds, \$24 million so far, go into a "Digital Inclusion Fund" to close the digital divide for low income and vulnerable populations.

When San Jose officials stepped back to look at the whole picture, they noticed that different providers had an interest in deploying in different market segments and, therefore, different neighborhoods. By building relationships with these carriers, San Jose has been able to spread coverage across the city. Where gaps arise, the digital inclusion fund fills in. Some of the projects on deck include free device checkout at libraries and coding camps. The city will also pursue grants on top of these core funds to further build out program support in the long term.

Tempe: Bringing Transparency to the Process

The city of Tempe knows that small cell infrastructure will be integral to meeting the technological demands of the future. For city staff, determining the process for small cell infrastructure deployment and being transparent about it with wireless providers was very important. Once the city established a master license agreement with the first carrier in the market, that original agreement was used as a template to develop subsequent agreements with small cell infrastructure providers, who also wanted to deploy small cells and distributed antenna systems (DAS).

In 2017, however, preemptive legislation was passed by the Arizona state legislature that hindered the city's ability to completely control small cell infrastructure deployment. The new law imposed fee caps as well as shot clocks on the application

process. It also forced cities to reduce their fees to a rate that was significantly lower than existing market rate agreements.¹⁶ The rationalization for such legislation was that it was needed to speed up deployment in Arizona by limiting a city's capacity to interfere via local legislation and incentivize 5G by reducing the industry's costs of deployment. During the negotiation period preceding the passage of the bill, the city fought hard to maintain its ability to manage the right-of-way, mostly in order to retain control over the aesthetic elements of deployment and to minimize any visual blight caused by the size of the small cell allowed (the equivalent of 27 pizza boxes).¹⁷

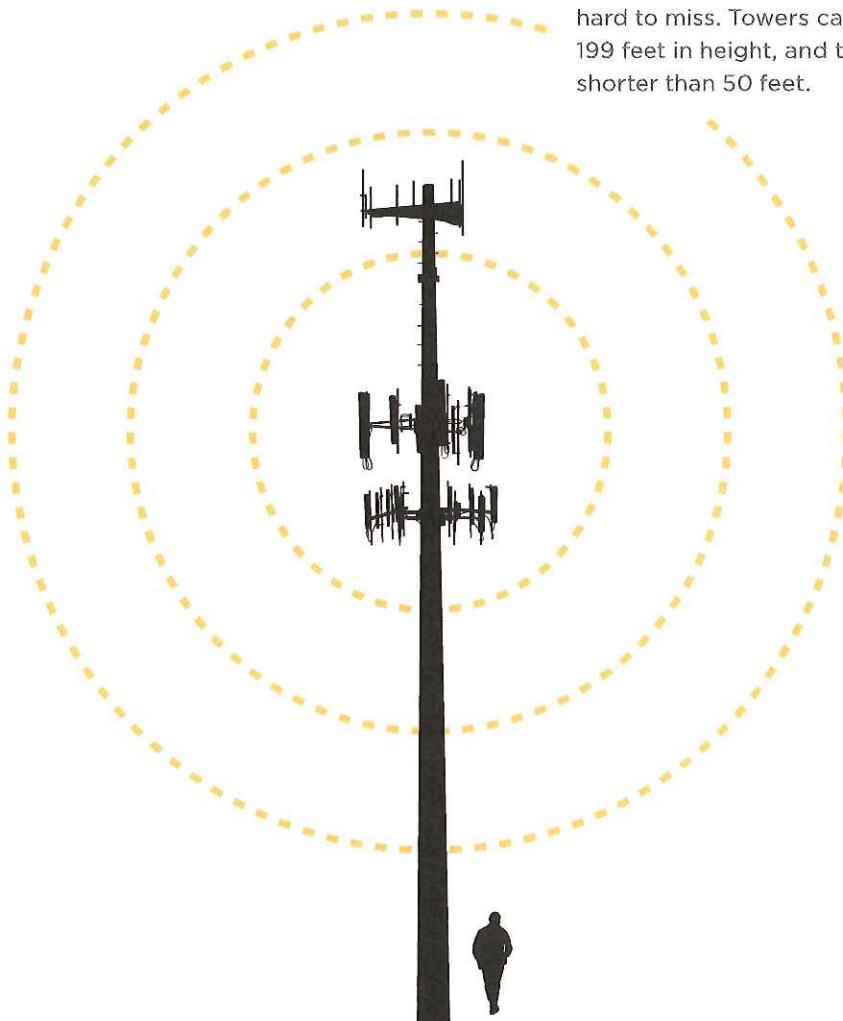
The new law required Arizona cities to establish and make standard terms of agreements publicly available. Tempe viewed the legislation's six-month implementation period as an opportunity to foster collaboration between the public and private sectors. Before finalizing the standard terms and conditions, site license provisions, application processes for small cells and design criteria, the city sent draft copies of all proposed documents to the major carriers and infrastructure providers for feedback. Collaboration with the industry was important in avoiding conflict when documents advanced to the city council for deliberation and approval.

The city also carefully considered the desires and values of the public. For residents, aesthetics and the way the new

small cell infrastructure blended into the community were very important. Tempe was able to coordinate with other local cities and wireless providers to create design guidelines, ensuring that new infrastructure would mesh with the local aesthetic. The city worked to ensure that the guidelines were not too much of a

hindrance to deployment. Tempe found that balancing the concerns of industry with the city's ability to manage its poles and right-of-way is critical. Local government can function as the connection between the community and industry, ensuring that both parties' interests are represented and accounted for.

Towers: Macrocell infrastructure is hard to miss. Towers can reach up to 199 feet in height, and they're rarely shorter than 50 feet.



Small cell: Small cell antennas are typically only a few feet tall, roughly the size of a pizza box. They are also often accompanied by an equipment cabinet the size of a utility box or refrigerator.



Strategies for City Leadership



1 Gain a full understanding of the technology and important safety considerations.

Local elected officials and decision-makers should ensure that they understand technical, political and legal implications of the technology, its deployment, and any existing policies related to small cell facility siting. This will ensure that the best interests of the community are upheld when new decisions around small cell siting are being made.



2 Articulate your priorities for accommodating this technology.

City officials should determine how they want to integrate this technology into their communities and be intentional about expressing those desires during the policy-making discussions and deployment process. Some questions and considerations might include:

- a. Whether the city wants to subsidize the build-out of the facilities to speed up wireless connections;**
- b. Whether the city needs extra time to conduct a thorough engineering review for public safety concerns; or**
- c. Whether the city will work to harmonize the facilities with the look and feel of different parts of town.**



3 Create clear policies for permit review that let both city staff and industry applicants know the expectations.

This includes establishing processes for how applications will be addressed or processed, timeframes, objective requirements for the decisions and possibly application checklists. Cities should communicate these policies broadly and transparently to potential applicants. They may also wish to collaborate with likely applicants to develop design standards compatible with technological needs.



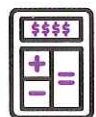
4 Develop a template right-of-way access policy/agreement, as well as a city pole attachment agreement.

Cities should make sure these policies and agreements address multiple kinds of infrastructure, from macrocell towers to small-cell facilities. This might include the establishment of requirements for both types of structures — such as size, location, design, public safety, stealth, etc.



5 Think through in advance any beneficial items the city could negotiate with industry in exchange for use of the right-of-way — if allowed by state law.

Issues up for negotiation might include collocation; length of time for siting; terms of installation; terms for upgrade; free or discounted services for schools, libraries, or other public entities; or other provisions that benefit the community and its residents.



6 Give careful consideration to fee structures.

There are a variety of fees and charges that cities may want to address. Application fees to cover the cost of staff to review applications, permitting fees to cover costs of building permit reviews and inspections, regulatory access fees for use of public ROW (ongoing), rent based on market rates if using public property (ongoing), and ongoing maintenance fees. Cities should take care to ensure that costs for removal of abandoned equipment are not borne by taxpayers.

Definitions

Collocation:

When multiple wireless providers attach antennas and other equipment to a single shared support structure. This practice may lower barriers to entry for new providers and reduce pole proliferation. The federal government defines collocation as: the mounting or installation of transmission equipment on an eligible support structure for the purpose of transmitting and/or receiving radio frequency signals for communications purposes.¹⁸

Small cell facilities:

Small cell facilities are a type of wireless broadband infrastructure. They typically take the form of small antennas that are placed on existing infrastructure (both indoors and outdoors) and ground mounted equipment. These facilities help to compliment or stretch tower macrocell coverage and add capacity in high demand areas. In many states this term is defined by state law.

Ground mounted equipment:

This type of equipment sits at ground level, such as along sidewalks. It is distinct from equipment mounted on existing infrastructure such as telephone poles or buildings. This equipment is similar to traffic control or telephone equipment cabinets.

Macrocell:

A macrocell is a wireless facility used in cellular networks with the function of providing radio coverage to a large area of mobile network access. A macrocell differs from a microcell by offering the backbone of coverage area and high-efficiency output. It is placed on stations where the output power is higher, usually in a range of tens of watts.¹⁹

Smart city:

A “smart city” is one that has developed technological infrastructure that enables it to collect, aggregate and analyze real-time data to improve the lives of its residents.²⁰

Internet of things (IoT):

The internet of things (IoT) is a computing concept that describes the idea of everyday physical objects being connected to the internet and able to identify themselves to other devices. The term is closely identified with RFID as the method of communication, although it also may include other sensor technologies, wireless technologies or QR codes.²¹

5G:

The term for emerging 5th generation wireless telecommunications standards usually associated with network speeds of 1 Gpbs or more.²²

Exabytes:

An exabyte is a unit of measurement that describes 10^{18} bytes or 1 billion gigabytes. This unit refers to such a large amount of data that it is typically used to express quantities of information transmitted over the internet in absolute terms.

Internet Service Providers:

An internet service provider (ISP) is a company that provides customers with Internet access. Data may be transmitted using several technologies, including dial-up, DSL, cable modem, wireless or dedicated high-speed interconnects. Typically, ISPs also provide their customers with the ability to communicate with one another by providing Internet email accounts, usually with numerous email addresses at the customer's discretion. Other services, such as telephone and television services, may be provided as well. The services and service combinations may be unique to each ISP.²³ Throughout the paper we use this term synonymously with the term carrier.

Infrastructure Developer:

Company or entity that invests in or builds out the basic physical and virtual systems of a community, including roads, utilities, internet and wireless networks, water, sewage, etc. These systems are considered essential for enabling productivity in the economy and require significant fiscal investments. Developers and investors can be from the public or the private sector.²⁴

Resources

National Association of Telecommunications Officers and Advisors: Wireless Facility Siting: Model Chapter Implementing Section 6409(a) and Wireless Facility Siting: Section 6409(a) Checklist — <https://www.natoa.org/documents/6409ModelOrdinance.pdf>

United States Department of Commerce Internet Policy Task Force and Digital Economy Leadership Team: Fostering the Advancement of the Internet of Things

https://www.ntia.doc.gov/files/ntia/publications/iot_green_paper_01122017.pdf

BroadbandUSA: Broadband Glossary — https://www2.ntia.doc.gov/files/bbusa_broadband_glossary_161024.pdf

BroadbandUSA: Smart Communities Glossary — https://www2.ntia.doc.gov/files/bbusa_smartcommunitiesglossary_11212017.pdf

¹ **Trends in Smart City Development.** (2016). National League of Cities. Access at: <http://www.nlc.org/sites/default/files/2017-01/Trends%20in%20Smart%20City%20Development.pdf>

² **Ericsson, Ericsson Mobility Report at 13** (Nov. 2016), <https://www.ericsson.com/assets/local/mobilityreport/documents/2016/ericsson-mobility-report-november-2016.pdf>.

³ **Trends in Smart City Development.** (2016). National League of Cities. Access at: <http://www.nlc.org/sites/default/files/2017-01/Trends%20in%20Smart%20City%20Development.pdf>

⁴ **Federal Communications Commission.** (2016). Public Notice: Comment Sought on Streamlining Deployment of Small Cell Infrastructure by Improving Wireless Citing Policies. Access at: https://apps.fcc.gov/edocs_public/attachmatch/DA-16-1427A1.pdf

⁵ **WIA** (2017). Enabling Wireless Networks Everywhere, Presentation.

⁶ See <https://www.nena.org/?page=911Statistics>.

⁷ 47 U.S.C. § 332(c)(7)(B)

⁸ **Petition to Clarify Provisions of Section 332(c)(7) (B) to Ensure Timely Siting**, WT-Docket No. 08-165 (11/18/09).

⁹ 47 U.S.C. §1455(a)

¹⁰ **Acceleration of Broadband Deployment by Improving Wireless Siting Policies**, WT Docket No. 13-238, 11-59, 13-32, (10/17/14)

¹¹ *Ibid.*

¹² **Federal Communications Commission.** (2018): Public Notice: FCC Speeds Access to Utility Poles to Promote Broadband, 5G Deployment. Access at

<https://www.fcc.gov/document/fcc-speeds-access-utility-poles-promote-broadband-5g-deployment-0>

¹³ \$750.00 (A.R.S. § 9-593(I)) and \$1000.00 (A.R.S. § 9-594(E)(3)).

¹⁴ \$50 per small cell (A.R.S. § 9-592(D)(4))

¹⁵ \$50 per pole (A.R.S. § 9-595).

¹⁶ The average small cell fee charged by Arizona cities in 2017 was \$3,530.00 per site, which included both the use of the pole and the use of the right-of-way for a small cell and associated ground equipment. (This amount was about 1/8 of the annual fees charged for macro sites). The legislation capped this fee at \$100.00 per site (\$50.00 for the use of the pole and \$50.00 for the use of the right-of-way.)

¹⁷ All antennas to be located inside an enclosure of up to 6 cubic feet in volume and the associated equipment to be up to 28 cubic feet in volume. A.R.S. § 9-591(19).

¹⁸ 47 C.F.R. § 1.40001(b)(2)

¹⁹ <https://www.techopedia.com/definition/2950/macroc>

²⁰ **Trends in Smart City Development.** (2016). National League of Cities. Access at: <http://www.nlc.org/sites/default/files/2017-01/Trends%20in%20Smart%20City%20Development.pdf>

²¹ <https://www.techopedia.com/definition/28247/internet-of-things-iot>

²² https://www2.ntia.doc.gov/files/bbusa_broadband_glossary_161024.pdf

²³ <https://www.techopedia.com/definition/2510/internet-service-provider-isp>

²⁴ <http://www.investorwords.com/2464/infrastructure.html#ixzz5COh9N3rU>

About NLC

The National League of Cities (NLC) is the nation's oldest and largest organization devoted to strengthening and promoting cities as centers of opportunity, leadership, and governance. NLC is a resource and advocate for more than 1,600 member cities and the 49 state municipal leagues, representing 19,000 cities and towns and more than 218 million Americans.

Acknowledgements

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NLC NATIONAL
LEAGUE
OF CITIES



Executive Director's Recommendation

Commission Meeting: November 1, 2018

PROJECT Small Cell Infrastructure Guidelines Washington, DC	NCPC FILE NUMBER 7994
SUBMITTED BY District of Columbia Department of Transportation	NCPC MAP FILE NUMBER 00:00(41.22)44805
REVIEW AUTHORITY Review of Plans and Projects for Consistency with the Comprehensive Plan per 40 U.S.C. § 8711(e)(2)	APPLICANT'S REQUEST Approval of comments on draft guidelines
	PROPOSED ACTION Approve comments on draft guidelines
	ACTION ITEM TYPE Staff Presentation

PROJECT SUMMARY

The District Department of Transportation (DDOT) has submitted draft Small Cell Infrastructure Guidelines for review and comment. As the lead agency and liaison with the cellular providers, DDOT is working with the District of Columbia Office of Planning, the State Historic Preservation Office, the U.S. Commission of Fine Arts, and NCPC to develop guidelines that will inform the placement of small cell infrastructure within the nation's capital.

With a growing demand for wireless technology across the country, cellular companies are working to relieve the congestion on existing networks. Cellular providers (or carriers) have begun deploying small-cell infrastructure, a new lower-powered antenna technology, to reduce data traffic load on roof mounted equipment and larger cell towers. This new technology requires significant infrastructure that will potentially affect the aesthetics and function of public streets and spaces. There are multiple applications for this infrastructure, such as attaching to existing streetlights and utility poles, or employing standalone pole installations.

Cities across the nation are attempting to balance the need to accommodate the increase in cellular demand with their community's public space character and function. DDOT has entered into a master license agreement with several cellular companies that are planning to deploy this small cell infrastructure throughout the District. Therefore, the design and placement of this infrastructure is critically important, and the guidelines are intended to address this issue. The federal and cultural resources of the National Mall and its environs are inherently unique in the District due to the unprecedented number of monumental Beaux Arts buildings, historic Washington Globe and Twin-20 light fixtures, landscaped building yards, terminating viewsheds, perimeter security, and tree coverage. As such, staff completed a study of the area to understand how the draft guidelines might accommodate new technology and innovation while preserving the defining characteristics of the nation's most important public realm and buildings.

KEY INFORMATION

- Small cell technology consists of antennas and related equipment that can be placed on structures such as streetlights, the sides of buildings, or poles. Small cell equipment comes in various sizes, and are essential for transmitting data to and from a wireless device.
- DDOT has entered into a master license agreement with several cellular companies (carriers) that are planning to deploy small cell infrastructure throughout the District.
- Small cell antennas have a limited signal range, and each provider may be installing hundreds of antennas and related equipment throughout the District to meet their independent coverage needs.
- The carriers have indicated they would like to install approximately 2,700 facilities over the next five years.
- According to the carriers, the density of antennas correlates with the intensity of use for a given area.
- DDOT has worked with NCPC and other District and federal agencies to develop draft guidelines that address various aspects of the placement and design of small cell facilities.
- The draft guidelines currently restrict placement of small cell facilities adjacent to federal buildings. Small cell facilities are also restricted adjacent to National Park Service reservations.
- The guidelines would not apply to small cell facilities proposed on federal property. Any proposed facilities on federal land within the District of Columbia would require submission by the land-holding federal agency to NCPC for review and approval.
- The District of Columbia Public Space Committee will ultimately adopt the guidelines that will be used to evaluate permit applications for small cell installation in District rights-of-way and on District assets, such as light poles.
- Small cell facilities are generally located on poles around 30 feet in height. This height is necessary to accommodate signal transmission along a street corridor. For comparison purposes, Washington Globe light poles range from 14 to 18 feet tall. Twin-20's are currently the tallest fixtures at approximately 22 feet tall, roughly two-thirds the height of a typical small cell pole. Antenna equipment can range from five to seven feet in height, and can be attached to the top or middle of the pole. Electrical cabinets and other support equipment can range from four to five feet in height and around three feet in width. Depending on the design and provider, the cabinets can be integrated into the pole base, attached to the middle or top of the pole, installed as standalone boxes near the pole, or located underground in a vault.
- Installations are typically carrier-specific for each pole. However, some poles can be shared through "hoteling" where a third party will accommodate several providers together.

RECOMMENDATION

The Commission:

Appreciates the close collaboration between the District Department of Transportation (DDOT) and District and federal agencies in developing the draft guidelines.

Recognizes the growing demand for wireless technology and more importantly, that the need to relieve congestion on existing networks is essential for people living and working in Washington, DC, including residents, visitors and the federal workforce.

Finds small cell facility deployment requires significant infrastructure that will affect the aesthetic and functional aspects of the public realm.

Notes that as the federal planning agency for the nation's capital, NCPC has a focused interest on preserving and enhancing the form, character and experience of the nation's capital, particularly within the historic L'Enfant City and around the significant concentration of federal interests and prominent national resources found in the core of Washington, DC.

Notes that NCPC has not focused its analysis on other parts of the District where other issues may be of interest to various stakeholders.

Finds that the federal and cultural resources of the National Mall and its environs are inherently unique in the District due to the unprecedented number of monumental Beaux Arts buildings, historic Washington Globe and Twin-20 light fixtures, landscaped building yards, terminating viewsheds, perimeter security, and tree coverage.

Finds that these unique circumstances will affect the placement and coverage of small cell facilities in this area in ways that are not applicable to other parts of the District.

Finds the fundamental challenge is how to create small cell guidelines for this unique area around the National Mall that allow for modern technology and innovation while preserving the defining characteristics of the nation's most important public realm and buildings.

Notes the draft guidelines should be evaluated based on both urban design and network coverage, which are interrelated, and ultimately allow for network coverage in way that minimizes impacts to the public realm in the symbolic heart of the nation.

Evaluation of Study Area around the National Mall and its Environs

Notes the draft guidelines restrict the placement of small cell facilities adjacent to federal properties and National Park Service reservations.

Supports the provision limiting small cell facilities adjacent to National Park Service reservations as the facilities will likely be more visible and intrusive adjacent to park space as opposed to a building setting.

Finds the draft guidelines could result in gaps in coverage in areas around the Federal Triangle, Northwest Rectangle and Southwest Rectangle primarily due to the limitation of facilities located adjacent to federal properties.

Finds that if the draft guidelines allowed small cell facilities adjacent to federal properties in the study area, they would allow 158 standalone poles and 32 facilities attached to existing pendant poles with cobra heads, largely throughout the Federal Triangle, Northwest Rectangle and Southwest Rectangle.

Advises that if it is determined that small cell facilities are needed in this specific area, the guidelines will need to address a number of unique issues related to the character and function of the public realm near the National Mall and its environs, including: facility placement and spacing; building entrances and architecture; cabinetry and related equipment; and pole design and attachments.

Therefore, for the area around the National Mall and its environs, identified as the study area, the Commission:

Facility Placement and Spacing

Supports restricting the placement of small cell facilities on Washington Globe and Twin-20 light poles due to their purposeful design, historic association and presence throughout the monumental core.

Finds there are relatively few existing cobra light poles in the study area for attaching small cell facilities, and as a result, new standalone poles would likely be necessary to satisfy coverage needs.

Finds that new standalone poles tend to cluster along certain block faces, while other block faces may have fewer small cell facilities due to a combination of the various criteria included in the draft guidelines.

Notes that some important corridors, such as Constitution and Independence Avenues adjacent to Smithsonian museums and the National Mall, could have a number of new standalone poles. The introduction of new poles, in conjunction with existing streetscape elements, could contribute to additional visual clutter in front of buildings and within the streetscape. The size, number and repetitive nature of standalone poles may dominate the streetscape and be quite noticeable.

Finds that there is insufficient information available to determine the relationship between the carriers' needs in facility placement and coverage, and the spacing permitted under the guidelines.

Requests that DDOT work with the carriers to provide the following information to staff to help inform their analysis and ultimately the Commission's recommendations for the final guidelines:

- A composite map of all the desired locations of the small cell providers to understand the total need for facilities and the areas of highest demand within the study area.
- An understanding as to why there is no requirement for multiple providers to share infrastructure (hoteling) and whether this could occur if the number of allowable poles were reduced.
- Consideration of a phased approach whereby the first issuance of the guidelines allows a more conservative number of poles (i.e. instead of allowing nine new facilities on one block of 14th Street, NW, the number is reduced). Then based on demand over the next couple of years, the guidelines can be reassessed.

Building Entrances and Architecture

Finds if the guidelines allowed standalone poles adjacent to federal properties, some could be placed in front of entrances to significant buildings, such as the National Archives, Department of Commerce, and Portrait Gallery.

Finds the placement of standalone poles in front of entrances to important civic and cultural facilities is not appropriate due to their architectural or visual prominence and need to accommodate pedestrian access.

Cabinetry and Related Equipment

Finds that above-grade cabinetry and other related equipment would unnecessarily distract from the views of the many significant prominent and historic federal buildings and viewsheds in and around the National Mall.

Finds that new poles and at-grade cabinetry has the potential to impact pedestrian circulation and access.

Notes that the providers have expressed concerns about the cost and feasibility of vaulting equipment.

Supports underground cabinetry and other related equipment to the maximum extent possible.

Pole Design and Attachments

Notes each carrier may have a unique antenna style and configuration, including both top-mounted and collar installations.

Finds that installations of varying designs on multiple poles within a block face may look disjointed or cluttered, particularly when inserted in cohesively-designed streetscapes, such as those around federal buildings.

Supports the comment of the U.S. Commission of Fine Arts at their September 27, 2018 meeting, when they “advised the development of an elegant and holistic design typology for the small-cell installations...”

Requests that DDOT work with the U.S. Commission of Fine Arts and NCPC to convene a meeting with the carriers and industrial designers to develop a unified design typology for poles and related equipment.

Advises that given the unique setting of the National Mall and its environs, and the concentration of federal facilities, memorials and monuments, a detailed map of preferred standalone pole locations will be necessary to reconcile coverage needs and impacts to the public realm, if it is determined additional coverage is needed for the study area. Further, a specific location map will provide predictability and certainty for providers, and will help streamline the process for both carriers and DDOT.

Directs staff to prepare a detailed map of preferred standalone pole locations, taking into account the regulating criteria of the draft guidelines, coverage needs, and the desire to protect the nation’s most important public spaces. The map will be reviewed by Commission on December 6, 2018, and transmitted to DDOT for consideration in the final guidelines.

PROJECT REVIEW TIMELINE

Previous actions	July 2018 – Information Presentation
Remaining actions (anticipated)	- Preparation of placement map - Review of final guidelines

PROJECT ANALYSIS

Executive Summary

DDOT, in collaboration with a number of District and Federal agencies, has developed draft Small Cell Guidelines that will direct the design and placement of small cell infrastructure throughout the District of Columbia. Staff recommends the **Commission express their appreciation for the close collaboration between the District Department of Transportation (DDOT) and District and federal agencies in developing the draft guidelines.**

The draft guidelines have been reviewed by the U.S. Commission of Fine Arts and by the Public Space Committee of the District of Columbia. DDOT requests that NCPC provide comments on the draft guidelines to help inform revisions and updates, in conjunction with feedback from interested stakeholders and the public. The final guidelines will be adopted by the District Public Space Committee, and will be used to approve small cell infrastructure installations in public rights-of-way. The guidelines will not apply to federal lands which are subject to review and approval by NCPC.

Analysis

Balancing the need to accommodate increasing cellular demand while preserving public space character and function is critically important, as is the need to design and place the proposed infrastructure in an appropriate way. This is especially true in Washington, DC, the nation's capital, where the public spaces, both streets and reservations, are defining elements of the city. As the federal planning agency for the nation's capital, NCPC has a focused interest on preserving and enhancing the form, character and experience of the nation's capital, particularly within the historic L'Enfant City and around the significant concentration of federal interests and prominent national resources found in the core of Washington, DC. These include the views and setting of the U.S. Capitol, White House and National Mall, nationally significant civic spaces and institutions, national memorials and parks, and those streets, avenues and reservations that link these elements.

NCPC staff recognize the growing demand for wireless technology, and more importantly, that the need to relieve congestion on existing networks is essential for people living and working in Washington, DC, as including residents, visitors and the federal workforce. However, the installation of small cell infrastructure will affect the aesthetic and functional aspects of the public spaces we experience every day. There are multiple applications for this infrastructure, such as attaching to existing streetlights or utility poles, integrating the equipment into some types of street furniture, employing standalone pole installations and possibly above ground equipment cabinets. There are also multiple providers, who need to install such infrastructure, increasing the overall demand on public spaces.

Study Area - Federal Interest around the National Mall and its Environs

Given this context, over the past month, NCPC staff undertook an evaluation of the Small Cell Design Guidelines to understand potential impacts to the federal interest. Staff selected a study area that focuses on the area around the National Mall and those areas with the highest concentration of federal facilities and other areas of national importance, including museums, memorials and open spaces. The study area also includes a number of important streets that provide critical views and vistas to and between landmarks, such as the White House and U.S. Capitol.

This area is inherently unique in the District due to the unprecedented number of monumental Beaux Arts buildings, historic Washington Globe and Twin-20 light fixtures, landscaped building yards, terminating viewsheds, perimeter security, and tree coverage. These unique circumstances will affect the placement and coverage of small cell facilities in the study in ways that are not applicable

to other parts of the District. As such, the fundamental challenge is how to create small cell guidelines for this unique area around the National Mall that allow for modern technology and innovation while preserving the defining characteristics of the nation's most important public realm and buildings. The draft guidelines should be evaluated based on both urban design and network coverage, which are interrelated, and ultimately allow for network coverage in a way that minimizes impacts to the public realm in the symbolic heart of the nation.

Evaluation of Study Area

The study area, shown in Map 1, focuses on the area of federal interest around the National Mall and those areas with the highest concentration of federal facilities and other areas of national importance, including museums, memorials and open spaces. The study area also includes a number of important streets that provide critical views and vistas to and between landmarks, such as the White House and U.S. Capitol. Map 2 applies the draft guidelines to the study area of Map 1. The sequence of steps that NCPC staff used (including field studies and GIS analysis) to map the draft guidelines are described in Appendix A. A summary of the draft guidelines regulating criteria that staff used to determine the allowable locations of small cell infrastructure is also described in Appendix A.

As DDOT has recognized with the protection of federal buildings and reservations in the draft guidelines, the study area in the attached map is inherently unique in the District. Every aspect of the public realm is purposely planned to reflect its role as the seat of the nation's capital, which reflects its national importance. Staff notes that this might result in areas without enough small cell coverage based upon statements by providers indicating they need increased coverage downtown due to demand.

To better understand the potential implications of the draft guidelines, staff first evaluated the guidelines as currently written. Map 2 shows that analysis, and indicates that there are possible coverage gaps around the National Mall, including the Federal Triangle, portions of the Northwest Rectangle, as well as the Southwest Rectangle. This is largely because the draft guidelines do not allow small cell infrastructure adjacent to federal properties (buildings). Small cell facilities are also restricted adjacent to National Park Service reservations by a separate provision, and staff recommends the **Commission support this provision as the facilities will likely be more visible and intrusive adjacent to park space as opposed to a building setting.**

Staff then evaluated a scenario that applied the draft guidelines to areas adjacent to federal properties in the study area in the event it is determined these areas are in need of additional coverage. Map 3 illustrates this scenario and shows that approximately 158 new standalone poles and 32 facilities on existing pendant poles with cobra heads would be allowed, largely in the Federal Triangle, Northwest Rectangle, and Southwest Rectangle. In addition to staff's analysis of the number of allowable small cell facilities in this scenario, staff also completed a visualization analysis to assess the overall impacts to the character and function of the streetscape and public realm. The attached visualization analysis includes before and after renderings for 11 locations within the study area. Overall it shows that applying the current draft of the guidelines to areas adjacent to federal

properties raises several concerns with regard to the streetscape and public realm, which are discussed in greater detail below.

Staff therefore recommends the **Commission** advise that if it is determined that small cell facilities are needed in this specific area, the guidelines will need to address a number of unique issues related to the character and function of the public realm near the National Mall and its environs, including: facility placement and spacing; building entrances and architecture; cabinetry and related equipment; and pole design and attachments. Staff's analysis of these issues and findings for the study area follows:

- *Facility Placement and Spacing* – Small cell facilities are not allowed on Washington Globe or Twin-20 light fixtures, the predominant light pole in the study area. Staff recommends the **Commission support this guideline, given the purposeful design, historic association and presence of these fixtures throughout the monumental core.** Given this, and the fact that there are very few existing cobra light poles in the study area for attaching small cell facilities, new standalone poles would likely be necessary to satisfy coverage needs.

Staff analysis indicates that new standalone poles tend to cluster along certain block faces, while other block faces may have fewer facilities due to a combination of the various criteria included in the draft guidelines. Some important corridors, such as Constitution and Independence Avenues adjacent to Smithsonian museums and the National Mall, could have a number of new standalone poles. The introduction of new poles, in conjunction with existing streetscape elements, could contribute to additional visual clutter in front of buildings and within the streetscape. The size, number and repetitive nature of standalone poles may dominate the streetscape and be quite noticeable. New poles may also feel intrusive to pedestrians and can appear quite relentless when interspersed with existing light poles. This may be particularly true in the study area due to the frequency of highly-designed streetscapes, perimeter security and other features that occupy the public spaces around most federal buildings.

Poles could be placed along streetscapes within important vistas and viewsheds. As such, the draft guidelines restrict the placement of small cell facilities in medians. In general, staff finds this appropriate for center medians as they generally align with important viewsheds. Limiting the introduction of new vertical elements in these corridors is appropriate to preserve these important view.

While analysis of the draft guideline's impact on overall network coverage is not within NCPC's purview, it is important for informing the development of guidelines that provide adequate network coverage while minimizing urban design impacts to the public realm. In particular, there is insufficient information available to determine the relationship between the carriers' needs in facility placement and coverage, and the spacing permitted under the guidelines. As such, staff recommends the **Commission request that DDOT work with the carriers to provide the following information to staff to help inform their urban**

design analysis and ultimately the Commission's recommendations for the final guidelines:

- A composite map of all the desired locations of the five small cell providers to understand the total need for facilities and the areas of highest demand within the study area.
 - An understanding as to why there is no requirement for multiple providers to share infrastructure (hoteling) and whether this could occur if the number of allowable poles were reduced.
 - Consideration of a phased approach whereby the first issuance of the guidelines allows a more conservative number of poles (i.e. instead of allowing nine new facilities on one block of 14th Street, NW, the number is reduced). Then based on demand over the next couple of years, the guidelines are reassessed.
- *Building Entrances and Architecture* – If the current guidelines were revised to allow standalone poles adjacent to federal buildings, some could be placed in front of entrances to significant buildings, such as the National Archives, Department of Commerce, and Portrait Gallery. This is largely because there are no trees in areas left open to preserve views to the building entrance and to accommodate high volumes of pedestrian traffic. In general, staff finds the placement of standalone poles in front of entrances to important civic and cultural facilities is not appropriate due to their architectural or visual prominence and the need to accommodate pedestrian access. Staff also notes the guidelines may also need to address how placement might affect or relate to the architectural style or features of our important civic buildings and public spaces.
- *Cabinetry and Related Equipment* – The draft guidelines currently require cabinetry and other related equipment be undergrounded in vaults. This requirement intends to eliminate the potential visual and physical clutter associated with this equipment. Undergrounding would keep such cabinets out of the sidewalk as well, and preserve space for pedestrian movement. This is consistent with long-standing practice in Washington, DC of hiding or diminishing utilitarian infrastructure. Above-grade cabinetry would unnecessarily distract from the view of the many prominent and historic federal buildings and viewsheds in and around the National Mall. As such, staff recommends the **Commission support undergrounding cabinetry and other related equipment to the maximum extent possible**. Staff notes however, that the providers have expressed concerns about the cost and feasibility of vaulting equipment.
- *Pole Design and Attachments* – Each provider may have a unique antenna style and configuration. For example, antennae may be top-mounted or installed as a collar. Further, staff finds that installations of varying designs on multiple poles within a block face may look disjointed or cluttered, particularly when inserted in cohesively-designed streetscapes, such as those around many federal buildings. As such, staff recommends the **Commission express support for the comment made by the U.S. Commission of Fine Arts at their September 27, 2018 meeting when they “advised the development of an elegant and**

holistic design typology for the small cell installations...” Staff further recommends the Commission request that DDOT work with the U.S. Commission of Fine Arts and NCPC to convene a meeting with the carriers and industrial designers to develop a unified design typology for poles and related equipment.

Conclusion

The relationship of urban design and network coverage has direct implications for how the guidelines will be implemented, the impacts anticipated to the public realm, and how well they will satisfy carrier needs. Further, given the unique setting of the study area, focused around the National Mall, alternative approaches may be necessary to accommodate this new technology, while still maintaining the high-quality public realm worth of a capital city. As such, staff recommends the **Commission advise that given the unique setting of the National Mall and its environs and the concentration of federal facilities, memorials and monuments, a detailed map of the preferred standalone pole locations will be necessary to reconcile coverage needs and impacts to the public realm, if it is determined additional coverage is needed for the study area. Further, a specific location map will provide predictability and certainty for providers, and will help streamline the process for both carriers and DDOT.**

To accomplish this task, Commission should direct staff to prepare a detailed map, taking into account the regulating criteria of the draft guidelines, coverage needs, and the desire to protect the nation’s most important public spaces. The map will be reviewed by Commission in December 2018, and transmitted to DDOT for consideration in the final guidelines.

CONFORMANCE TO EXISTING PLANS, POLICIES AND RELATED GUIDANCE

Comprehensive Plan for the National Capital

As noted above, the planning comments are designed to ensure the proposal meets basic goals of the Comprehensive Plan. Staff has primarily relied upon the policies related to Urban Design, Historic Preservation and Visitors and Commemoration in evaluating the proposed guidelines.

National Historic Preservation Act

NCPC does not have an independent responsibility to comply with the National Historic Preservation Act when providing comments on the draft guidelines.

National Environmental Policy Act

NCPC does not have an independent responsibility to comply with the National Environmental Policy Act when providing comments on the draft guidelines.

CONSULTATION

Coordinating Committee

The Coordinating Committee reviewed the draft guidelines at their October 10, 2018 meeting. Without objection, the Committee forwarded the proposed guidelines to the Commission with the statement that the proposal has been coordinated with all participating agencies. The participating agencies included the National Park Service, General Services Administration, District Department of Transportation; the District Office of Planning; the District Office of Energy and Environment; the Washington Metropolitan Area Transit Authority; and the District of Columbia State Historic Preservation Office (DC SHPO).

U.S. Commission of Fine Arts

The U.S. Commission of Fine Arts reviewed the draft guidelines at their July 19, 2018 and September 27, 2018 meetings. Copies of both letters are attached.

ONLINE REFERENCE

The following supporting documents for this project are available online at www.ncpc.gov:

- Draft Guidelines - <https://ddot.dc.gov/page/ddot-small-cell>
- Project Synopsis

Prepared by Matthew Flis
10/25/2018

ATTACHMENTS

- Powerpoint
- Study Area Maps and Visualizations
- Appendix A
- Commission of Fine Arts Letters – July 2018 and September 2018
- Public Correspondence

Small Cell Infrastructure Guidelines

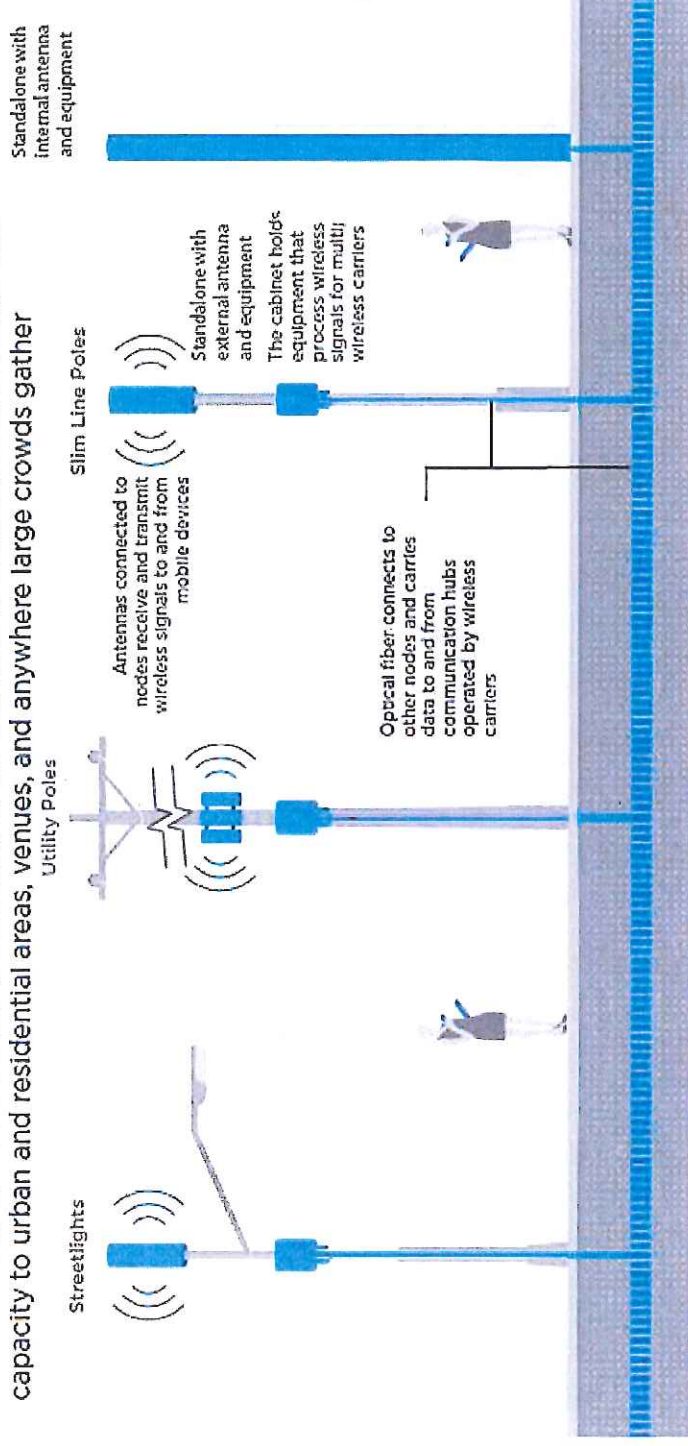
Washington, DC

Approval of Comments on Draft Guidelines

District of Columbia Department of Transportation

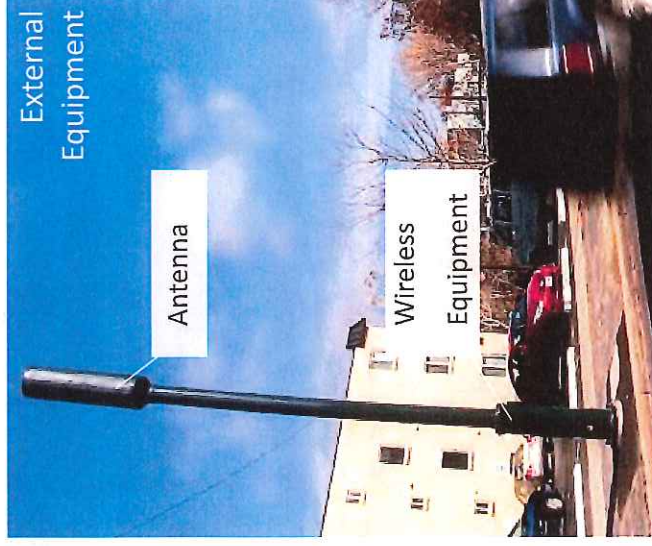
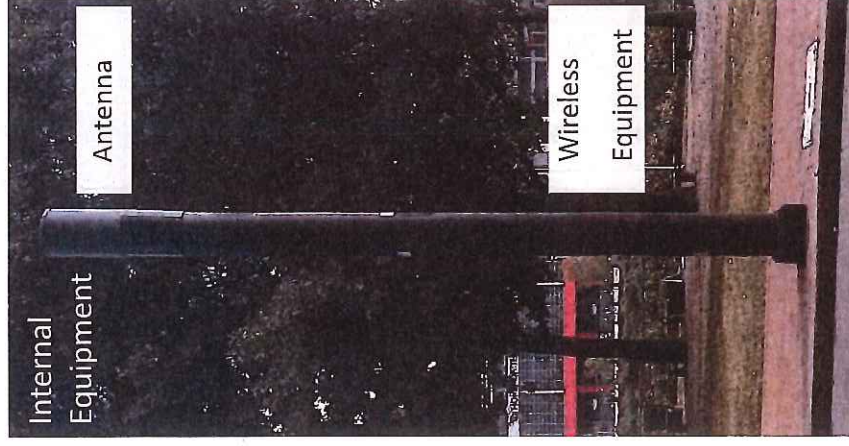
What is small cell technology & what does it look like?

Small cell deployments are complementary to towers, adding much needed coverage and capacity to urban and residential areas, venues, and anywhere large crowds gather

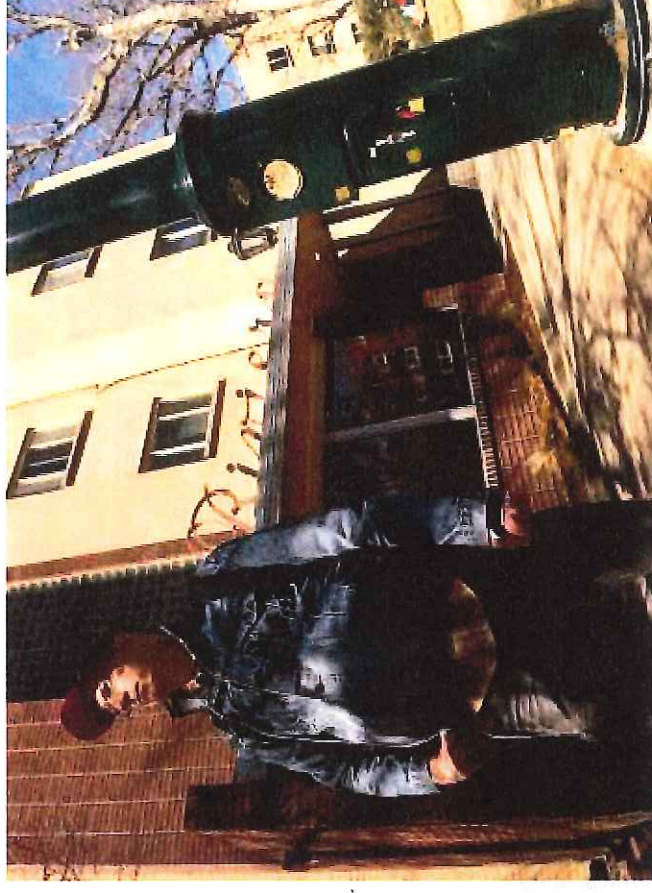


What does small cell technology look like?

Standalone Pole



Kevin J. Beaty/Denverite



Helen H. Richardson, The Denver Post

Standalone Pole Size: 15" – 18" dia.

Up to 31' ht. A Hand Hole is required

DRAFT SMALL CELL DESIGN GUIDELINES

AUGUST 24, 2018

The guidelines have been drafted with input from the following:



DRAFT SMALL CELL DESIGN GUIDELINES 8/24/2018

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Permissible Installation Types and Locations

Pole Ownership	Pole Type	Cabinetry	Monumental Core (L'Enfant Plan, Shipstead Luce Act and Old Georgetown)	Historic Districts	District other than MC/HD
District	Existing 5A Poles	Depends on location	Ok, w/ underground vault only	Ok, w/ underground vault only	Ok, attach cabinetry to pole
District	Existing Wood Poles	Depends on location	Ok, w/ underground vault only	Ok, w/ underground vault only	Ok, attach cabinetry to pole
District	Existing Pendant Poles with cobraheads	Below grade vaults ¹	Ok, w/ underground vault only		
Carrier	New Standalone Poles: Pendant Pole or Washington Pole	Below grade vaults ¹	Ok, w/ underground vault only		
3 rd Party	Existing Utility Pole	Attach to pole	Un-named alley only, attach cabinetry to pole	Ok, attach cabinetry to pole	Ok, attach cabinetry to pole

Chart 1, Permissible Installation Types and Locations

¹ Applications for at grade cabinet installations may be considered on a per location basis. Any application would require review by the Public Space Committee as well as ANCs, CFA, NCP, and SHPO as appropriate. Additional guidelines would have to be developed.

Summary of Criteria

Blockface Length Intervals ¹	Number of Small Cell Facilities Permitted per Blockface ² outside the Monumental Core and Historic Districts	Number of Small Cell Facilities Permitted per Blockface within the Monumental Core and Historic Districts	Minimum Distance between Facilities on same Blockface ³	Minimum Distance between Facilities on same Blockface within the Monumental Core and Historic Districts	Limit per Carrier per Block ⁴
0'-150'	1	1	N/A	N/A	1
151'-300'	2	1	60'	60'	1
301'-450'	3	2	60'	75'	1
451'-600'	4	3	60'	90'	1
601'-750'	5	4	60'	105'	2
Over 750'	6	5	60'	120'	2

¹Block lengths should be measured along the edge of curb between the edge line extended of adjacent intersecting streets.

²This is inclusive of all types of installations and regardless of carrier.

³In other words, the minimum distance between two facilities sharing the same side of the block. Distance should be measured in a linear fashion along the edge of curb between the two facilities' center points.

⁴A block is defined as two opposing blockfaces.

Chart 2, Permissible Spacing and Frequency of Installations

The following provisions apply to All Poles, Existing (Combinations) and New Standalone Poles

Number, spacing and carrier limit – per blockface per Chart 2 (right)

Historic Preservation: poles not allowed within twenty feet (20') of a boundary line (property line) of a D.C. Landmark, a National Historic Landmark, or a property individually listed in the National Register of Historic Places.

Federal property: Poles not allowed adjacent to a federal property.

Summary of Criteria

New standalone poles must meet the following criteria:

Alignment - align w/ existing streetlights and street trees as to maintain organization, keep out of pedestrian path

Distance from building face - Maintain a minimum of ten feet (10') from any above grade building face, including projecting windows

ADA - Do not violate applicable local or federal law, including the 1990 Americans with Disabilities Act

Trees: a minimum of fifteen feet (15') from the tree trunk, measured from the outside of the tree

Fire safety - minimum of six feet (6') from existing fire hydrants or buildings' fire connections.

Light and traffic signal poles: a minimum distance of 10 feet (10') (8.2.8.2 pg. 14)

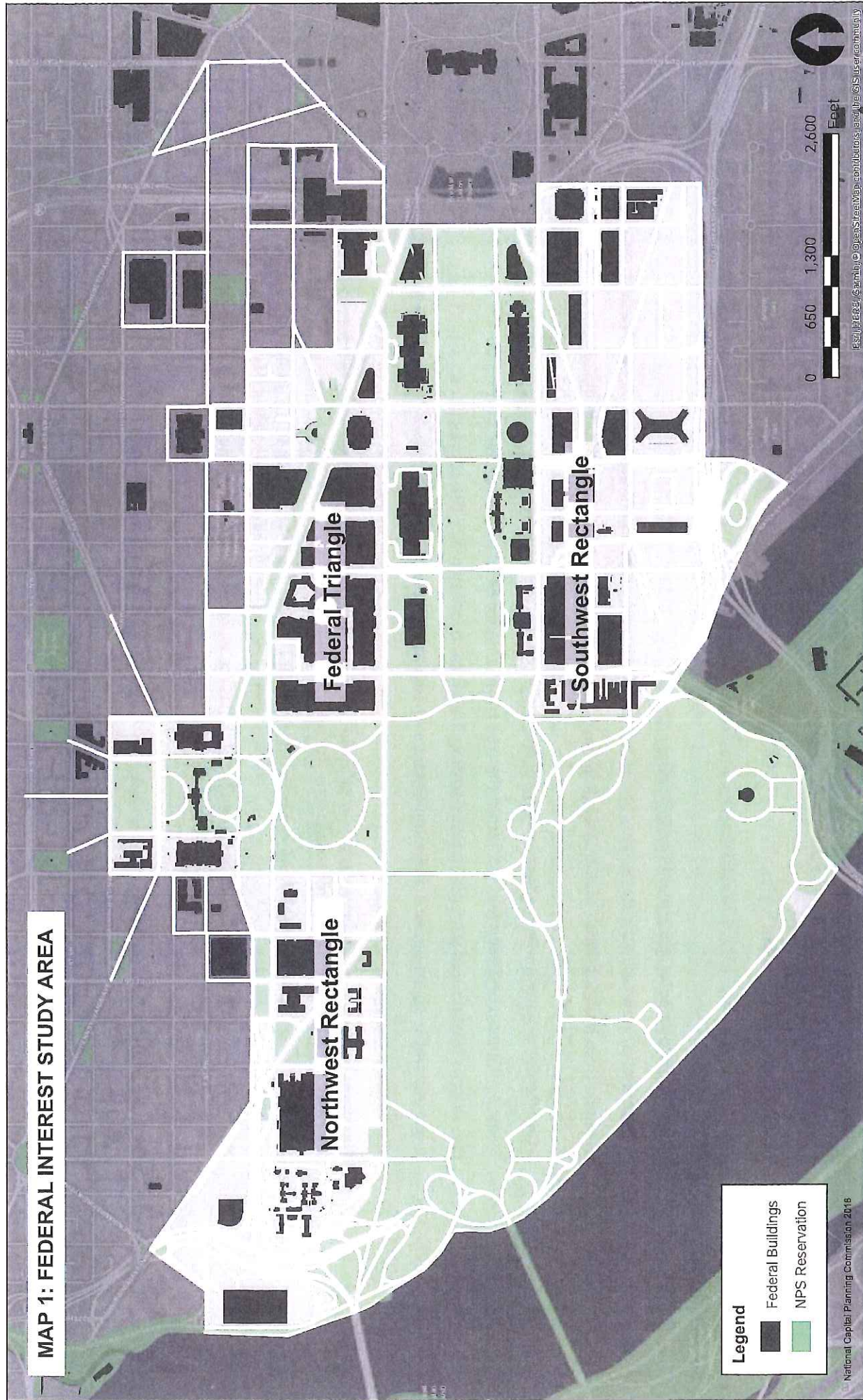
Bike racks: a minimum of 3 feet (3') from bicycle racks and shall not impede the attachment of bicycles.

Bikeshare stations – minimum of four feet (4') from the rear wheel of a docked bicycle rack, five feet (5') from each end of a station, do not install to prevent solar access to the solar panel.

Clear Sight Line Distances Poles shall not be located within a 30' x 30' sight distance triangles at intersections, if rights-of-way are than 120' or less. A 50' x 50' sight triangle required for rights-of-way greater than 120'.

Driveways – maintain a minimum of fifteen feet (15') as measured from the edge line of the driveway.

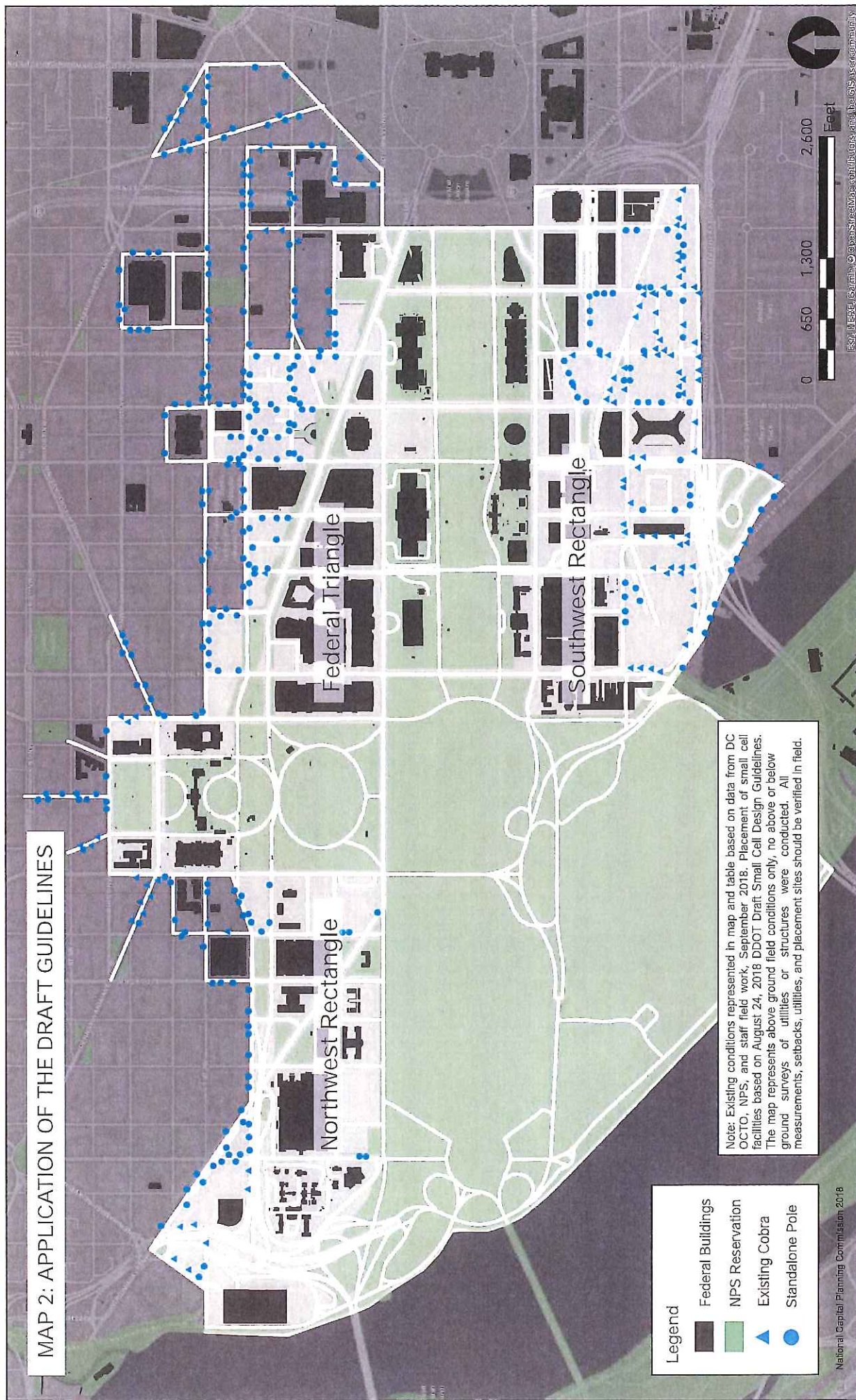
MAP 1: FEDERAL INTEREST STUDY AREA



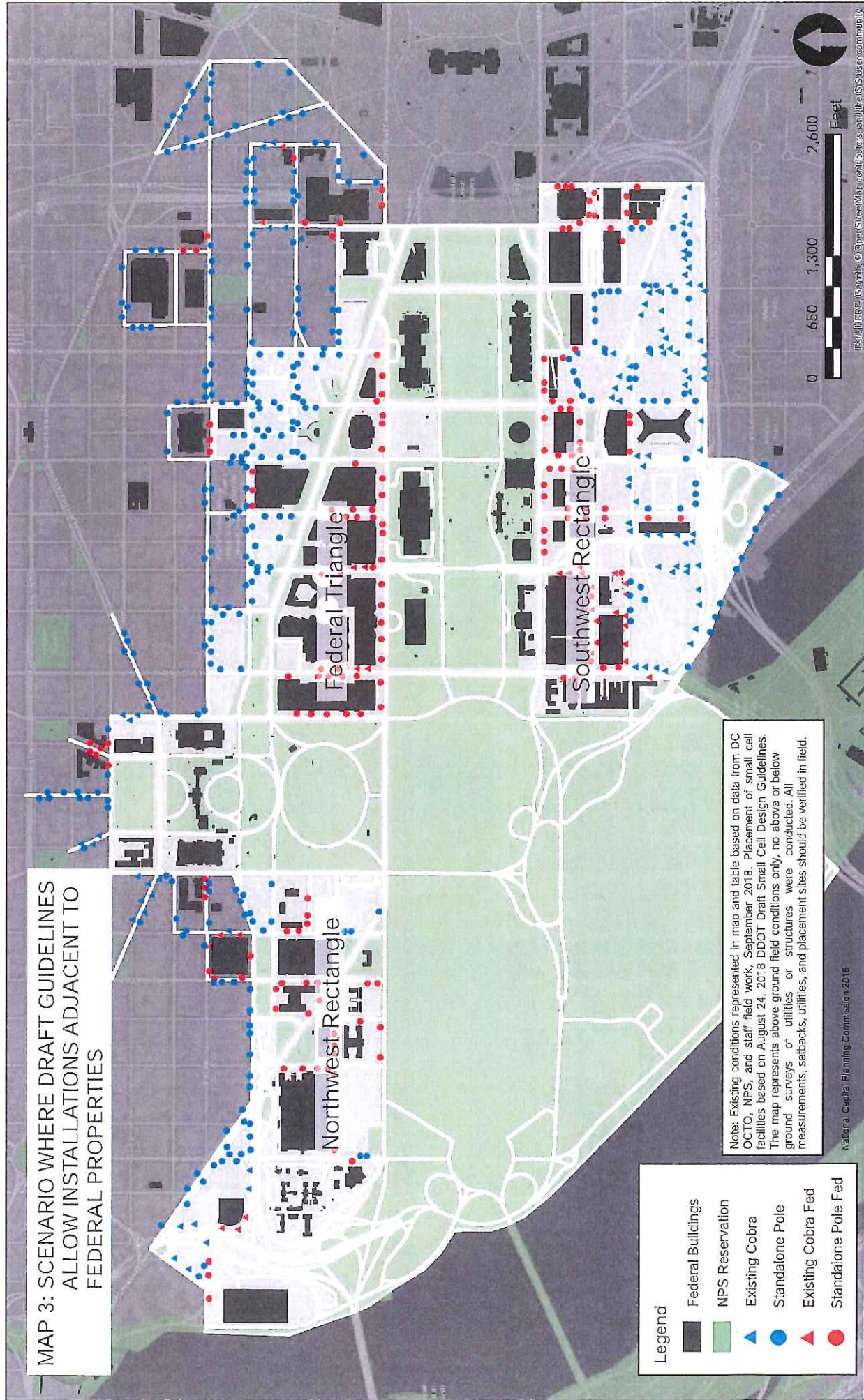
Map data © OpenStreetMap contributors, and the GIS User community

FOR DISCUSSION ONLY - October 24, 2018

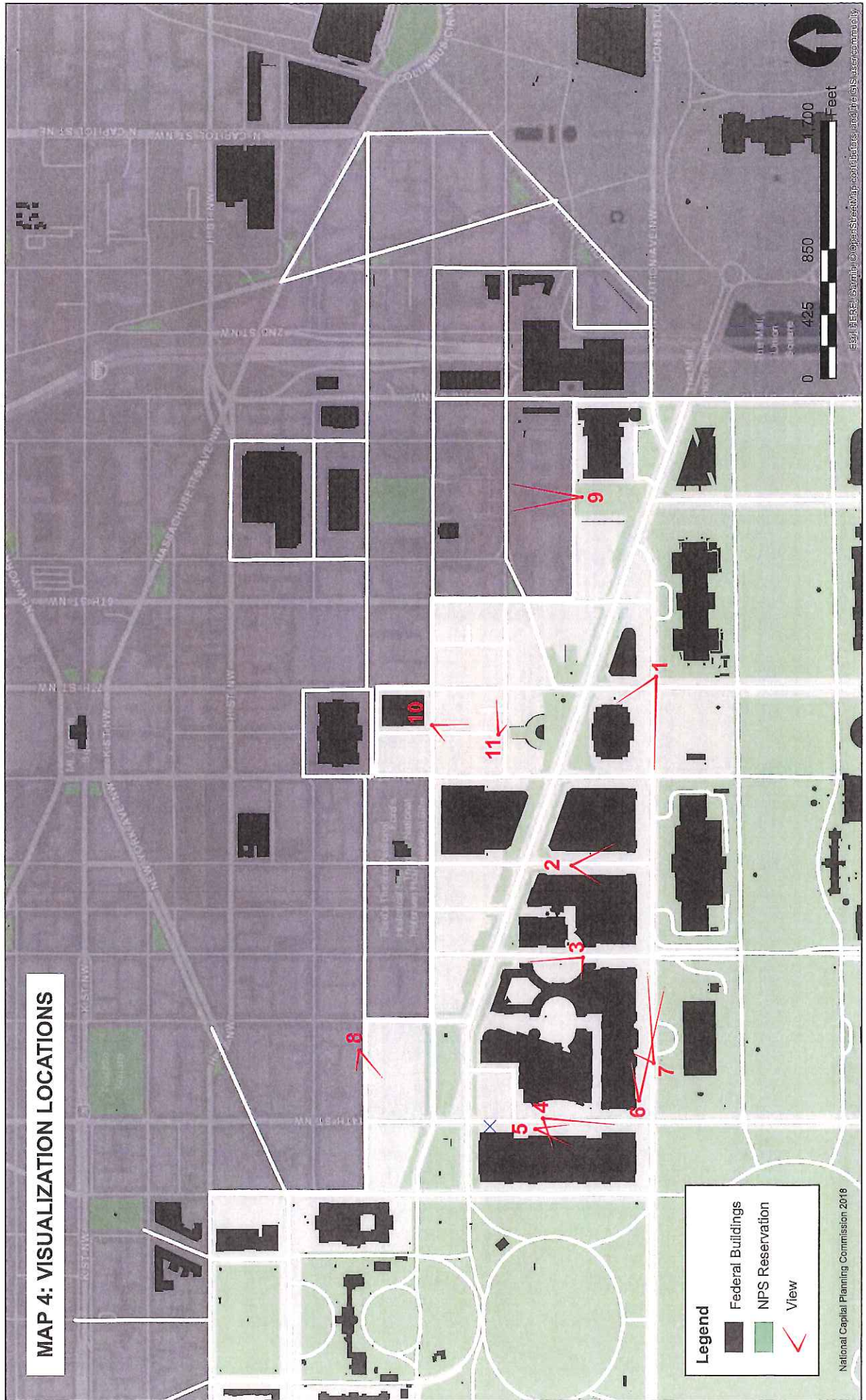
MAP 2: APPLICATION OF THE DRAFT GUIDELINES



MAP 3: SCENARIO WHERE DRAFT GUIDELINES ALLOW INSTALLATIONS ADJACENT TO FEDERAL PROPERTIES



MAP 4: VISUALIZATION LOCATIONS



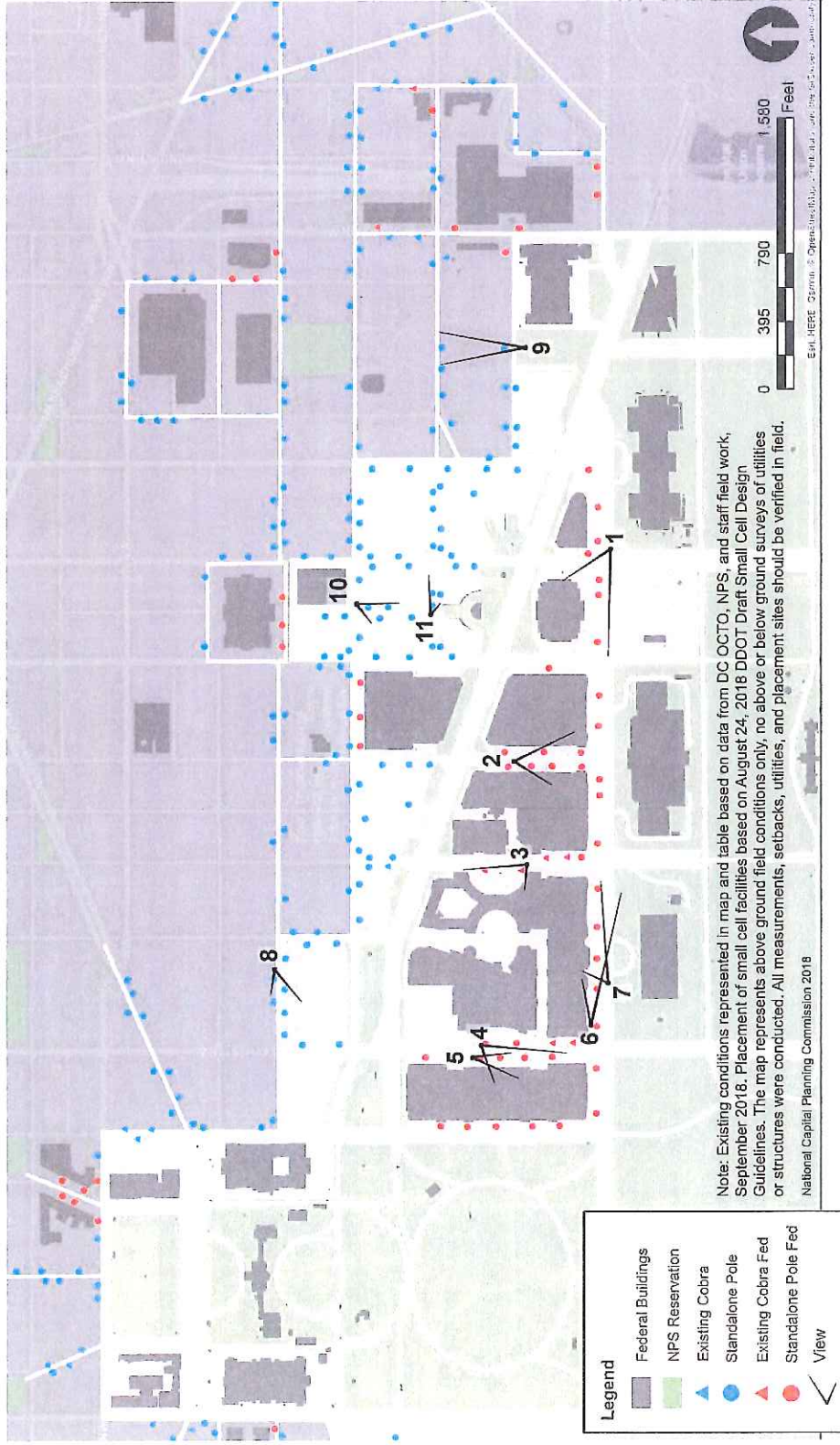
Legend

- Federal Buildings
- NPS Reservation
- View

National Capital Planning Commission 2018

Esri, HERE, Garmin, © OpenStreetMap contributors, and the GIS user community

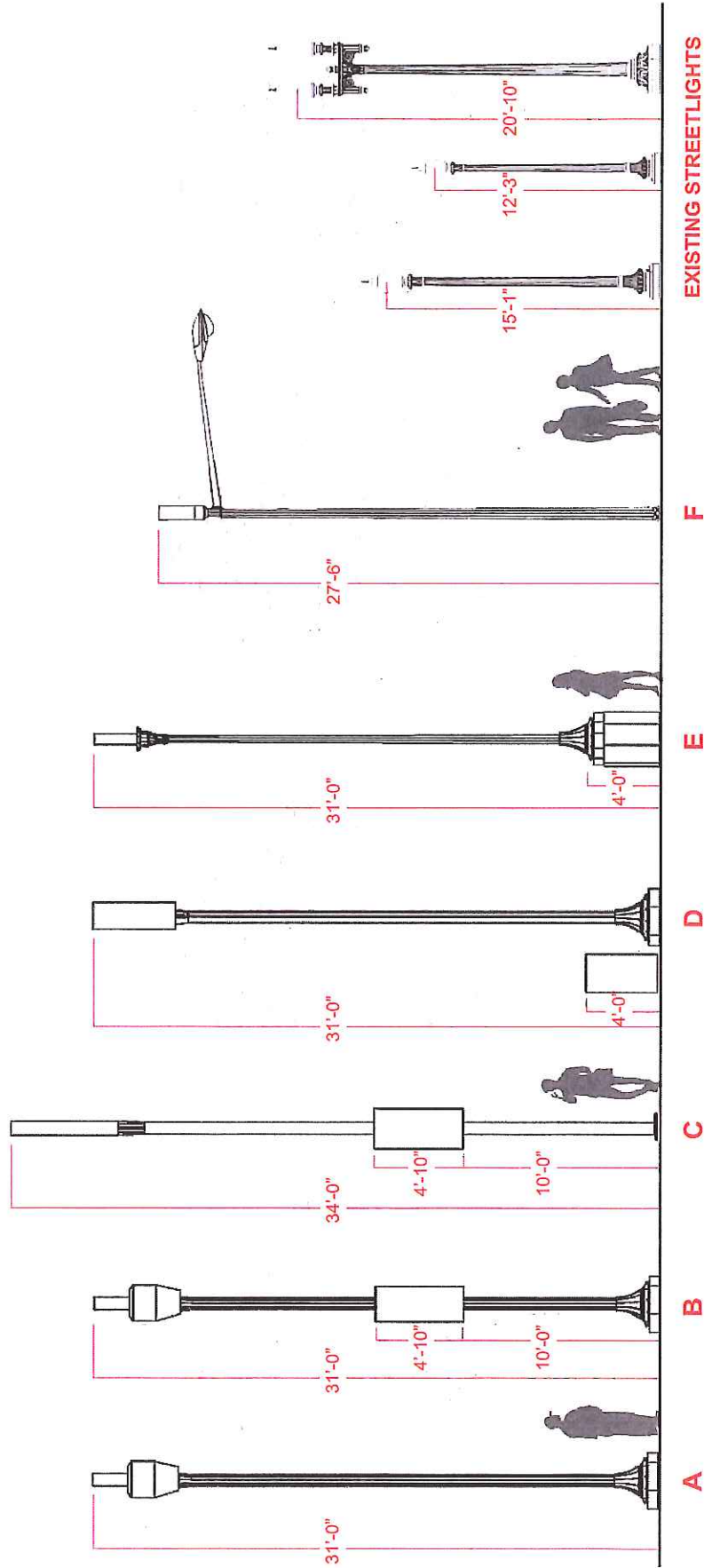
VISUALIZATION KEY MAP



MAP OF VIEW LOCATIONS

DRAFT FOR DISCUSSION ONLY. STUDY AREA MAP FOR REFERENCE.
 VISUALIZATIONS DEPICT A SCENARIO WHERE GUIDELINES ALLOW INSTALLATION ADJACENT TO FEDERAL PROPERTY.
 VISUALIZATIONS DO NOT REFLECT A PROPOSED INSTALLATION.

POLE TYPE KEY GRAPHIC



POLE TYPES USED IN VISUALIZATIONS

THE POLE TYPES ABOVE ARE REFERENCED IN THE VISUALIZATIONS THAT FOLLOW. POLE TYPE ILLUSTRATIONS BASED UPON AVAILABLE INFORMATION AND NOT INTENDED TO REPRESENT ANY CARRIER'S SPECIFIC DESIGN OR PROPOSAL, AS THEY MAY VARY. ILLUSTRATIONS REPRESENT A RANGE OF DIFFERENT STYLES AND EQUIPMENT PLACEMENT FOR DISCUSSION PURPOSES ONLY, AND DO NOT REFLECT A RECOMMENDATION. POLES IN VISUALIZATIONS COLORED TO MATCH SURROUNDING STREETLIGHTS PER DRAFT GUIDELINES. EXISTING STREETLIGHT DIMENSIONS FROM 2013 NATIONAL MALL ROADS STREETSCAPE MANUAL.

VIEW 1: NATIONAL ARCHIVES VIEW LOOKING WEST, FROM CONSTITUTION AT 7TH

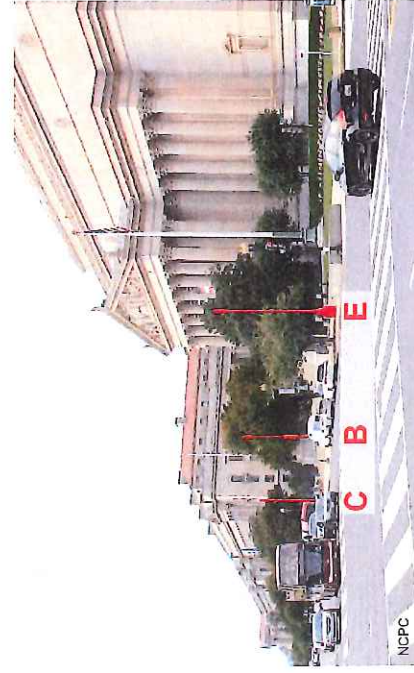


EXISTING CONDITION



SCENARIO VISUALIZATION

Three standalone poles would be allowed on the northern block face of Constitution Avenue between 7th and 8th Streets, NW. They would be located in front of the National Archives Building.

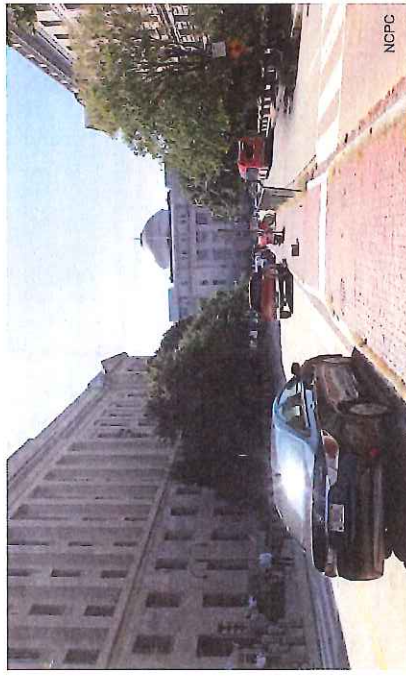


KEY WITH POLE TYPES

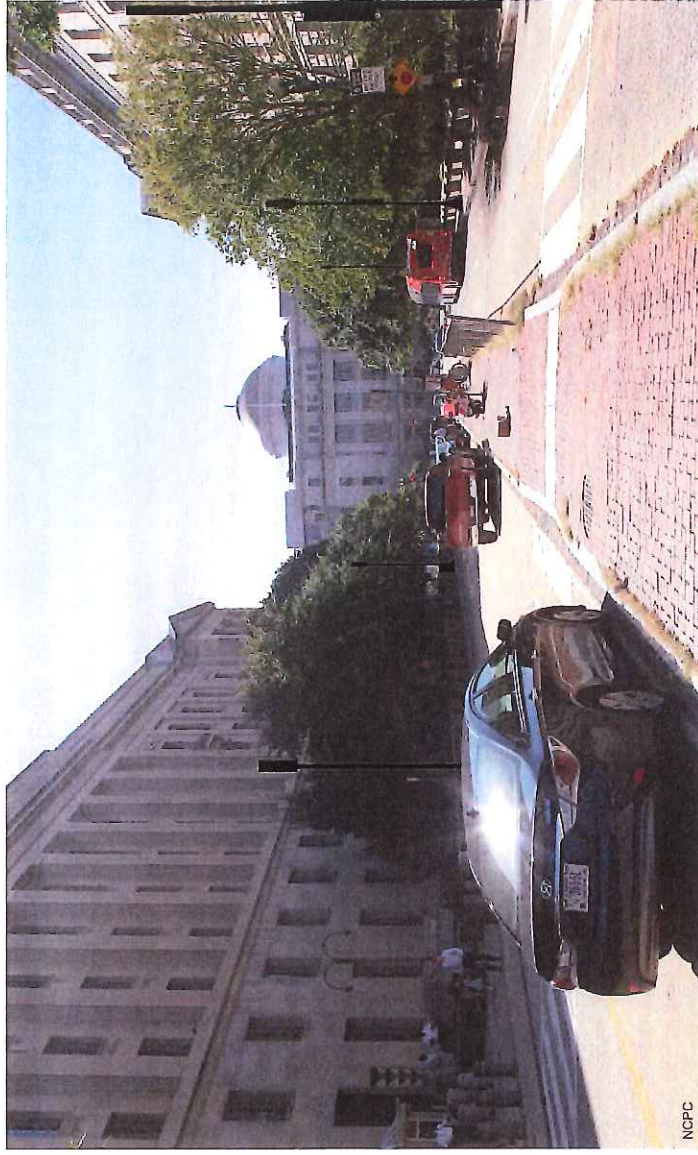
DRAFT FOR DISCUSSION ONLY. VISUALIZATION FOR ILLUSTRATIVE PURPOSES ONLY. DOES NOT REFLECT A PROPOSED INSTALLATION.

VIEW 2: 10TH STREET

VIEW LOOKING SOUTH TOWARD NATIONAL MUSEUM OF NATURAL HISTORY, FROM 10TH STREET MEDIAN

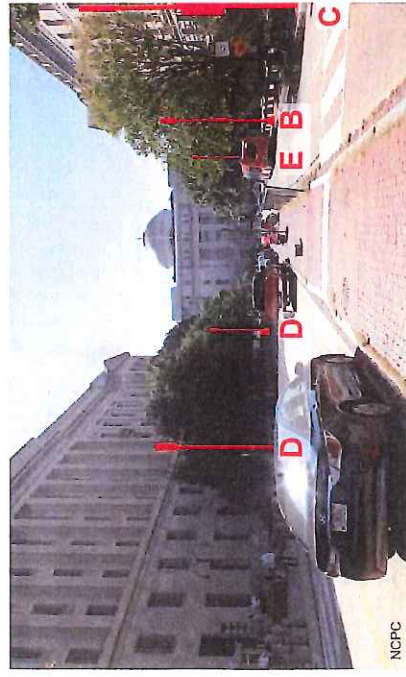


EXISTING CONDITION



SCENARIO VISUALIZATION

Seven standalone poles would be allowed on the block of 10th Street, NW between Constitution Avenue and Pennsylvania Avenue. The visualization shows the five poles that are furthest south toward the National Museum of Natural History.



KEY WITH POLE TYPES

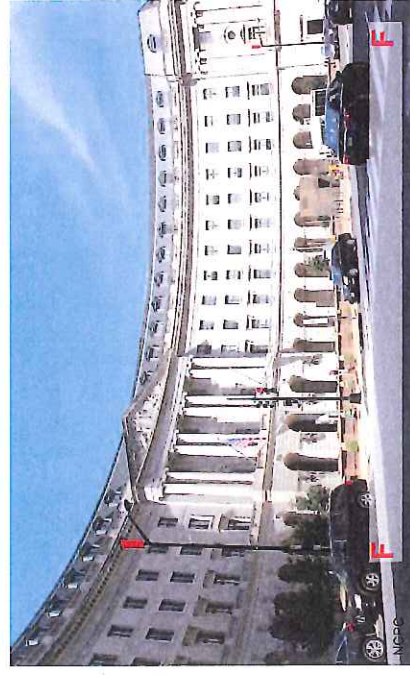
DRAFT FOR DISCUSSION ONLY. VISUALIZATION FOR ILLUSTRATIVE PURPOSES ONLY. DOES NOT REFLECT A PROPOSED INSTALLATION.

VIEW 3: FEDERAL TRIANGLE

VIEW LOOKING WEST, FROM 12TH STREET ACROSS FROM FEDERAL TRIANGLE METRORAIL STATION/EPA



EXISTING CONDITION



KEY WITH POLE TYPES

DRAFT FOR DISCUSSION ONLY. VISUALIZATION FOR ILLUSTRATIVE PURPOSES ONLY. DOES NOT REFLECT A PROPOSED INSTALLATION.



SCENARIO VISUALIZATION

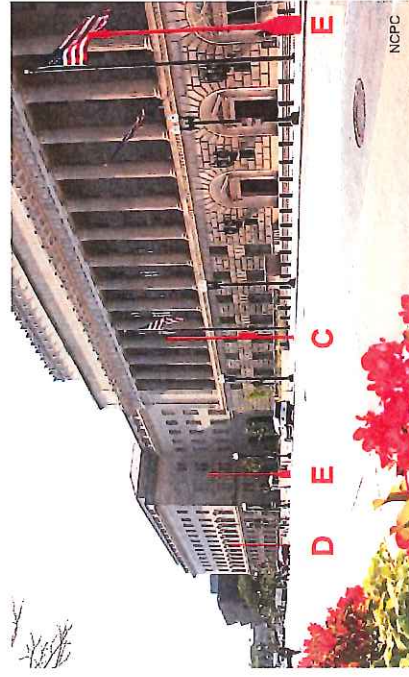
Two existing pendant poles with cobra heads are located on the west side of 10th Street, NW between Constitution Avenue and Pennsylvania Avenue, near the Federal Triangle Metrorail Station. The visualization shows the addition of small cell facilities to the tops of both poles.

VIEW 4: DEPARTMENT OF COMMERCE

VIEW LOOKING SOUTHWEST, FROM 14TH STREET ACROSS FROM THE DEPARTMENT OF COMMERCE ENTRY



EXISTING CONDITION



KEY WITH POLE TYPES



SCENARIO VISUALIZATION

Five stand-alone poles would be allowed on the west side of 14th Street, NW, along the Department of Commerce Building. The visualization shows the four poles that are furthest south along the block. A fifth pole is located further north outside the view shown.

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VIEW 5: DEPARTMENT OF COMMERCE

VIEW LOOKING SOUTH, ON 14TH STREET AT THE DEPARTMENT OF COMMERCE ENTRY



EXISTING CONDITION



KEY WITH POLE TYPES

DRAFT FOR DISCUSSION ONLY. VISUALIZATION FOR ILLUSTRATIVE PURPOSES ONLY. DOES NOT REFLECT A PROPOSED INSTALLATION.



SCENARIO VISUALIZATION

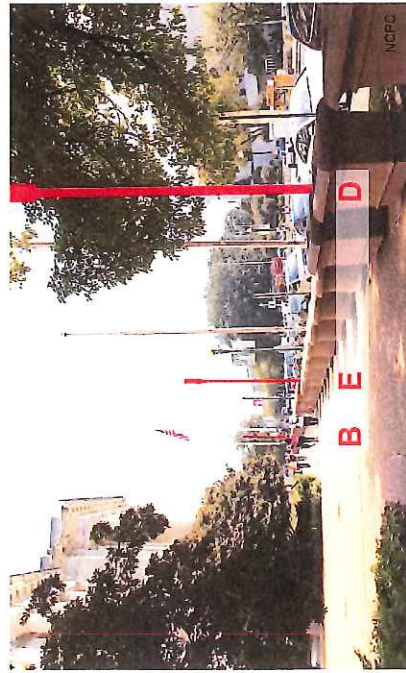
Five standalone poles would be allowed on the west side of 14th Street, NW in between Pennsylvania Avenue and Constitution Avenue. The visualization looks south along the sidewalk along the west side of 14 Street, NW in front of the Department of Commerce. Three of the five standalone poles allowed on this block are shown in the view. This pole placement is shown from a different perspective in View 4.

VIEW 6: CONSTITUTION AVENUE

VIEW LOOKING EAST, FROM CONSTITUTION AVENUE AT 14TH STREET/EPA



EXISTING CONDITION



KEY WITH POLE TYPES

DRAFT FOR DISCUSSION ONLY. VISUALIZATION FOR ILLUSTRATIVE PURPOSES ONLY. DOES NOT REFLECT A PROPOSED INSTALLATION.



SCENARIO VISUALIZATION

Five standalone poles would be allowed along the north side of Constitution Avenue, between 13th and 14th Streets, NW, adjacent to the Environmental Protection Agency Building. The visualization shows the three poles that are located furthest east on the block, starting near the Mellon Auditorium entrance.

VIEW 7: EPA

VIEW LOOKING NORTH EAST TOWARD EPA ENTRANCE, FROM CONSTITUTION AVENUE BETWEEN 13TH AND 14TH STREETS



EXISTING CONDITION



KEY WITH POLE TYPES



SCENARIO VISUALIZATION

This visualization looks north toward the Mellon Auditorium entrance along Constitution Avenue, between 13th and 14th Street, NW. Three of the five standalone poles allowed on this block are shown.

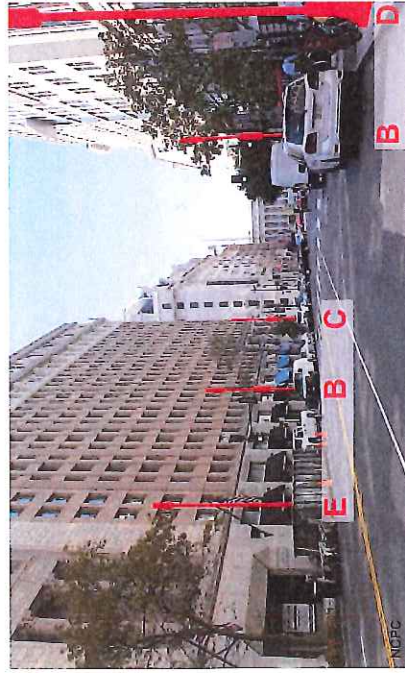
DRAFT FOR DISCUSSION ONLY. VISUALIZATION FOR ILLUSTRATIVE PURPOSES ONLY. DOES NOT REFLECT A PROPOSED INSTALLATION.

VIEW 8: F STREET

VIEW LOOKING WEST TOWARD DEPARTMENT OF THE TREASURY, FROM F STREET AT 13TH



EXISTING CONDITION



KEY WITH POLE TYPES

DRAFT FOR DISCUSSION ONLY. VISUALIZATION FOR ILLUSTRATIVE PURPOSES ONLY. DOES NOT REFLECT A PROPOSED INSTALLATION.



SCENARIO VISUALIZATION

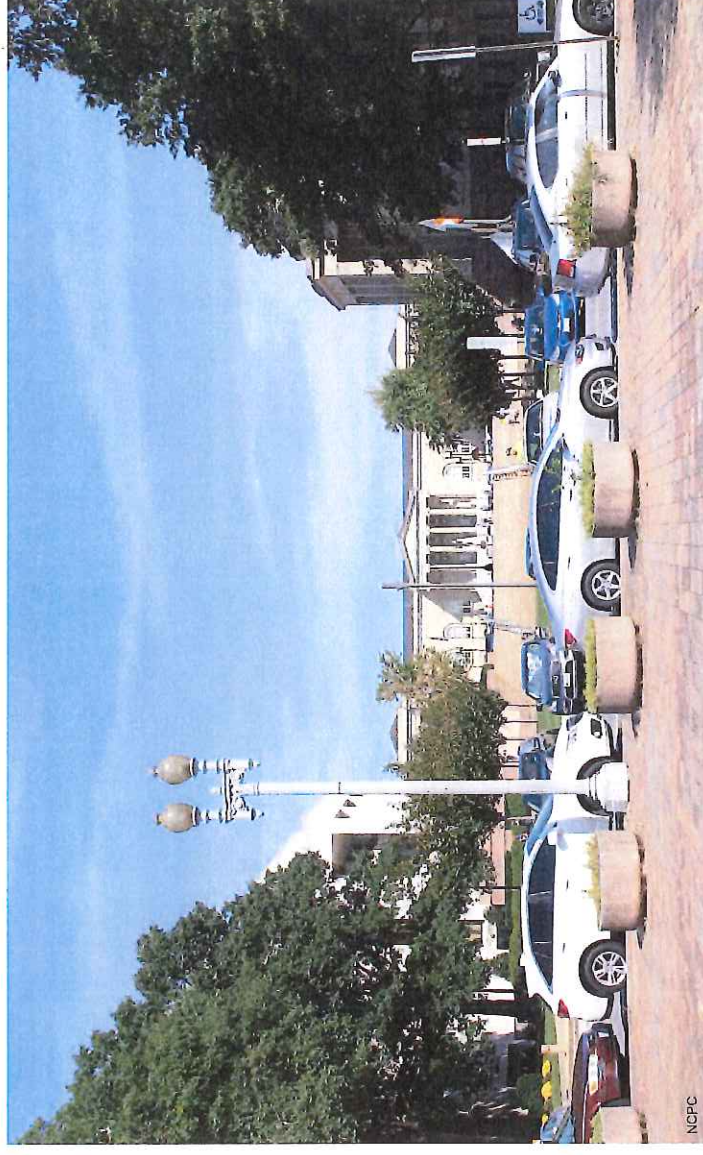
Six standalone poles would be allowed along F Street, NW between 13th and 14th Streets, NW. The visualization shows five of these poles, with three on the south side and two on the north side, looking toward the Treasury Building to the west. An additional pole is located outside of the view shown.

VIEW 9: JUDICIARY SQUARE

VIEW LOOKING NORTH TOWARD JUDICIARY SQUARE, FROM JOHN MARSHALL PARK/4TH STREET



EXISTING CONDITION



SCENARIO VISUALIZATION

Several standalone poles would be allowed on streets bisecting the Judiciary Square area. This visualization shows two potential poles located in the view corridor leading from 4th Street, NW north to the District of Columbia Court.



KEY WITH POLE TYPES

DRAFT FOR DISCUSSION ONLY. VISUALIZATION FOR ILLUSTRATIVE PURPOSES ONLY. DOES NOT REFLECT A PROPOSED INSTALLATION.

VIEW 10: 8TH STREET

VIEW LOOKING SOUTH TOWARD THE NATIONAL ARCHIVES, FROM 8TH STREET AT E STREET



EXISTING CONDITION



KEY WITH POLE TYPES

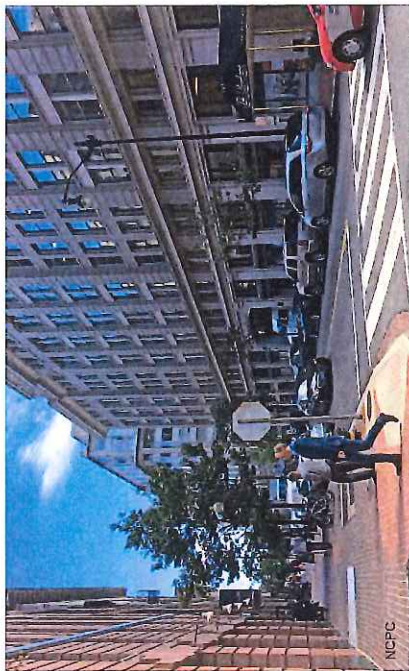
DRAFT FOR DISCUSSION ONLY. VISUALIZATION FOR ILLUSTRATIVE PURPOSES ONLY. DOES NOT REFLECT A PROPOSED INSTALLATION.



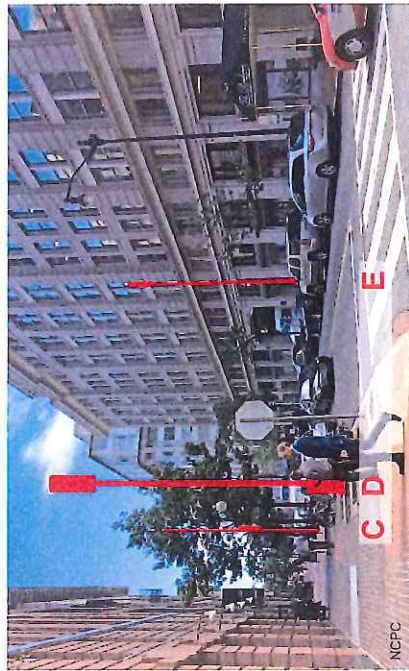
SCENARIO VISUALIZATION

Four standalone poles would be allowed along 8th Street, NW between D and E Streets, NW. This visualization shows all four poles, two of each side of the street, in a view looking south toward the National Archives Building. The Portrait Gallery building is located to the north outside this view.

**VIEW 11: D STREET
VIEW LOOKING EAST, FROM D STREET AT 8TH**

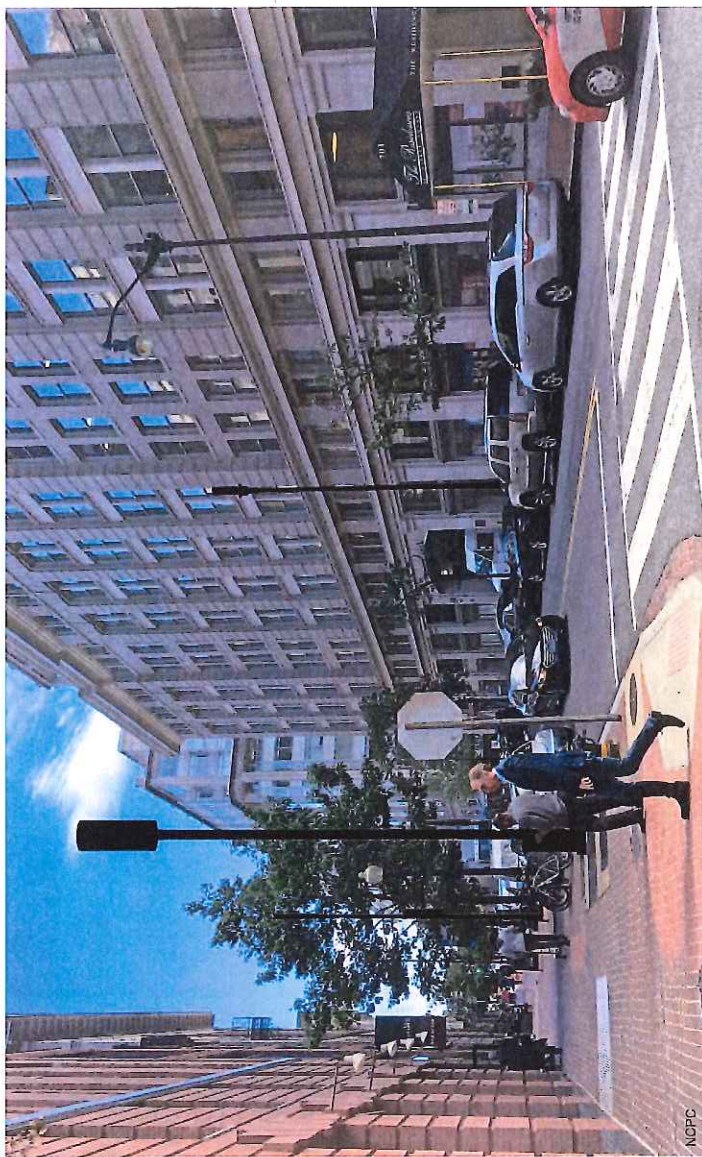


EXISTING CONDITION



KEY WITH POLE TYPES

DRAFT FOR DISCUSSION ONLY. VISUALIZATION FOR ILLUSTRATIVE PURPOSES ONLY. DOES NOT REFLECT A PROPOSED INSTALLATION.



SCENARIO VISUALIZATION

Three standalone poles would be allowed along D Street, NW between 8th and 7th Street, NW. This visualization shows all three poles, two on the north side of the street, and one on the south. The U.S. Navy Memorial is located to the right, outside this view.

APPENDIX A

NCPC Mapping Approach

- To inform the study, a GIS base map was created, including information regarding building footprints, streets, trees and existing light poles.
- Staff then documented the block lengths within the study area, identified the number of small cell facilities that would be permitted in each block face, as well as the spacing requirement to be applied.
- Using the available data, as well as site visits, potential locations for facilities were identified, prioritizing the use of existing cobra poles or third-party poles with traffic signals, and then the placement of stand-alone poles.
- For the purposes of the study, NCPC staff did not look at poles in un-named alleys, as there were relatively few and based upon our understanding, they are not likely to be useful for coverage in high-density areas like downtown Washington, DC.
- To site new stand-alone poles, a number of important criteria were applied (see Summary of Criteria from the Draft Guidelines below)
- In addition to GIS data, staff utilized field visits to generally verify potential facility placement. However, given the broad nature of the study, some placement factors could not be evaluated, such as the presence of underground utilities. As such, the resulting analysis, shown in Map 2, represents a best estimation of where small cell infrastructure might be placed given the information currently available.

Summary of Criteria from the Draft Guidelines

- A. Small cell facility locations were evaluated with priority for existing poles, then moving to new stand-alone poles
- B. The following provisions apply to All Poles, Existing (Pendant Poles with Cobra heads) and New Standalone Poles:
 - Number, spacing and carrier limit – per blockface requirements in guidelines
 - Historic Preservation: poles not allowed within twenty feet (20') of a boundary line (property line) of a D.C. Landmark, a National Historic Landmark, or a property individually listed in the National Register of Historic Places.
 - Federal property: Poles not allowed adjacent to a federal property.
- C. New standalone poles must meet the following criteria:
 - Alignment - align w/ existing streetlights and street trees as to maintain organization, keep out of pedestrian path
 - Distance from building face - Maintain a minimum of ten feet (10') from any above grade building face, including projecting windows

- ADA - Do not violate applicable local or federal law, including the 1990 Americans with Disabilities Act
- Trees: a minimum of fifteen feet (15') from the tree trunk, measured from the outside of the tree
- Fire safety - minimum of six feet (6') from existing fire hydrants or buildings' fire connections.
- Light and traffic signal poles: a minimum distance of 10 feet (10') (8.2.8.2 pg. 14)
- Bike racks: a minimum of 3 feet (3') from bicycle racks and shall not impede the attachment of bicycles.
- Bikeshare stations – minimum of four feet (4') from the rear wheel of a docked bicycle rack, five feet (5') from each end of a station, do not install to prevent solar access to the solar panel.
- Clear Sight Line Distances Poles shall not be located within a 30' x 30' sight distance triangles at intersections, if rights-of-way are than 120' or less. A 50' x 50' sight triangle required for rights-of-way greater than 120'.
- Driveways – maintain a minimum of fifteen feet (15') as measured from the edge line of the driveway.