

# CITY OF PORTLAND, MAINE

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## 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 October 2, 2019, the Portland Historic Preservation Board will meet at 5:00 p.m. in Room 209 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 SEPTEMBER 8, 2019**
    - i. Maine Historic Preservation Commission Request for Board Review and Comment on Nomination of the Thomas B. Reed School at 26 Homestead Avenue for Listing in the National Register of Historic Places. The Board voted 4-0 (O'Brien, Sheridan and Turk absent) to recommend nomination of the Reed School to the National Register of Historic Places, based on findings that the school meets applicable National Register Criteria.
    - ii. Certificate of Appropriateness for Proposed Building Reconstruction with Exterior Alterations and Additions; 58 Fore Street (Building 12 of former Portland Company Complex); Portland Foreside Development Company, Applicant. The Board voted 4-0 (O'Brien, Sheridan and Turk absent) to approve the application, subject to the condition that final details, material samples and specifications for all approved additions and infill area, to be submitted for future review and approval by the Board.
  3. **COMMUNICATION AND REPORTS**
  4. **PUBLIC HEARING - 5:00 PM**
    - i. Certificate of Appropriateness for Exterior Rehabilitation/Alterations; ONE COMMERCIAL STREET; Albert Glickman & Associates, Applicant.
  5. **WORKSHOP**
    - i. Preliminary Review of Potential New Construction; HOUSE ISLAND, Cap Mona, Applicant.
- BREAK FOR DINNER - MEETING RESUMES AT 7:45 PM**
6. **WORKSHOP, CONTINUED**
    - i. Preliminary Review of Proposed MUNJOY HILL Historic District Designation (3rd Workshop).
  7. **CONSENT AGENDA**

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

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**PUBLIC HEARING  
1 COMMERCIAL STREET**

**TO:** Chair Sheridan and Members of the Historic Preservation Board  
**FROM:** Rob Wiener, Preservation Compliance Coordinator  
**DATE:** September 26, 2019  
**RE:** October 2, 2019 **PUBLIC HEARING – Final Review of  
Alterations and Dormer Additions**

**Address:** 1 Commercial Street

**Applicant:** Albert B. Glickman & Associates

**Project Architect:** David Lloyd, Archetype Architects

**Introduction**

Architect David Lloyd has requested a public hearing and final review for upper floor renovations and rooftop dormer additions at 1 Commercial Street. Board members will recall that on June 19 of this year, they approved plans for the replacement of the ground floor storefronts at the property. Some of the Board will also remember that two workshops occurred in September and October of 2016, for review of a comprehensive rehab of the entire building, including new dormers. Final plans for the upper floors have not been presented for review until now.

The 3 ½ story, wood-framed building, which is now completely vacant, will be converted to mixed-use, with retail/restaurant space continuing on the first floor, offices on the second and third floors, and a residential unit on the fourth floor. Plans submitted by Mr. Lloyd follow the same concepts as at the second workshop in 2016, but incorporating changes in response to the Board's feedback at that time – including revised schemes for windows, front balconies, and the inset India Street (northeast) dormer.

Mr. Lloyd provided a letter summarizing the revisions to the plans that were last reviewed three years ago; drawings including elevations, details, and existing conditions; and a photo of existing conditions. As typically required for a final review, more design details are included for trim, cornices, and other features. Staff includes the 1924 tax photos and a rendering and elevations from the second 2016 workshop.



## **Subject Structure, Current and Historic Appearance**

The 3 ½ story, wood-framed commercial structure at the southern terminus of India Street is a unique, and rather curious, structure within its India/Commercial Street context. Its current compromised appearance, the product of numerous renovations, belies the building's rich history. Built circa 1860 as the New England House Hotel serving railroad and steamship passengers arriving or departing from the 19<sup>th</sup> century transportation hub located at intersection of Commercial and India Streets, the building is the only surviving 19<sup>th</sup> century wood hotel building in Portland and the only surviving hotel building of the several that were located in this immediate vicinity. Though there have been numerous alterations to the storefronts, windows, roof dormers, and wall treatments, the building has retained its basic form and general appearance, anchoring the bottom of India Street along with the Grand Trunk office building across the street. Most recently the building housed Benkay restaurant on the ground floor and offices, storage, and vacant spaces on upper floors.

The Greek Revival style gable-roofed building is six bays wide by five bays deep with a brick ground floor and wood upper stories. The northeast façade on India Street is six bays wide and three stories high. Board members will recall that last June they approved plans for reconstructed traditionally inspired wood storefronts on both Commercial and India Streets.

On the upper floors, the wood clapboard siding and trim have been replaced in kind and closely resemble what is seen in the historic view. The upper stories on each elevation currently have replacement wooden 1/1 windows throughout. A window opening has been added on the third floor level, India Street elevation. Note that the 1924 photo shows 2/2 windows on the second floor and narrow paired 1/1 windows on the third floor and fourth floor facing Commercial. In the center bay on the Commercial Street façade the original windows were arched-topped; these have been replaced with standard 1/1 windows matching the others on the building. A projecting balcony is shown in the center bay, second floor level. The balcony appears to have turned balusters and is supported by decorative brackets. This element has been removed in previous renovations.

The 1924 tax photos show 4 individual doghouse dormers on both roof planes. These have been removed.

## **Proposed Scope of Work, Basis for Design Direction**

Please see Mr. Lloyd's memo summarizing the recent design changes to windows, dormers, siding and trim, and balconies. The following excerpt from the October 19, 2016 staff memo is included here to reintroduce the project:

Based on the building's current condition and the extent of past alterations, the project requires the replacement of virtually every architectural feature and exterior building material. As Board members will recall, the 1924 tax photos (in this case there are two 1924 images of the building) are serving as the basis for many aspects of the

rehabilitation/renovation. For example, the new storefronts will return to the proportions and configuration of the 1924 storefronts, the upper floors will feature paired mulled windows just as they did in the 1924 photo, and arched top windows are proposed to be reintroduced at the center of the Commercial Street façade. At the same time, the project calls for a number of departures from the building's documented historic appearance. For example, roof dormers are reintroduced, but are no longer individual doghouse dormers. The balcony facing Commercial Street is reintroduced, but it has been moved and reinterpreted. And in the latest iteration, the arched top windows are reintroduced on the Commercial Street facade, but not at each floor level as shown in the 1924 photos.

## Design Evolution, Board Feedback, and Final Revisions

At the two 2016 workshops, Board feedback generally encouraged the architect to work more closely with a number of original design details visible in the 1924 photographs, to convey the age and original character of the building and reflect the authentic qualities of a rehabbed period structure, rather than a more modern one with some traditionally inspired features.

### Windows

At the workshops the Board encouraged a fenestration pattern and a window type and size that would be generally consistent with the historic appearance – including the trim. Note that in the 1924 photo the windows facing Commercial Street differ from some of those facing India Street; at the second workshop, a consistent pattern was presented, with the same mulled pairs on both faces = reflecting the windows visible on the Commercial Street façade in 1924. Board members asked that all three central windows on the Commercial Street side (floors 2-4) have arched transoms like in the historic image.

***Windows in the final elevations are regularly spaced and consistent in appearance and size, reflecting the historic fenestration. Also, the three central windows facing Commercial Street all have arched tops resembling the historic image.***

### West Dormer

The west dormer presented in the second workshop had a face which was stepped back from the plane of the lower walls, and intersected the upper roof well below the ridge, as requested by the Board. Four light awning windows were aligned over the lower windows. ***As before, the dormer is not symmetrically centered on the roof plane, but is set back from both rakes, and like the October 2016 version, the windows are regularly aligned with the lower windows. This layout is essentially unchanged from the October 2016 version, at which time staff and the Board appeared fairly comfortable with it.***

### East Dormer

This feature has probably undergone the most evolution in the search for a design solution

offering light and outdoor space for the fourth floor. The October, 2016 staff memo said that at the first workshop, “Board members expressed concern that the inverted **east-facing dormer** represented a significant departure from the design vocabulary of the building and was visually distracting. They noted that unlike the inverted dormers approved for rear roof planes, this dormer would be particularly prominent on a building of this scale in this corner location.”

Mr. Lloyd was encouraged to explore the addition of a shed roof over the cut-in dormer, but the iteration presented October 19, 2019 needed further refinement and integration with the rest of the building, according to Board members. They urged a more traditional profile, matching the West dormer, and perhaps more enclosed and finished in appearance.

*For the upcoming public hearing, Mr. Lloyd proposes an east dormer that is closed on the ends, matching the west dormer in its roof, trim, and other design elements. The open east side – facing India Street – has regularly spaced square columns, and the interior has a finished appearance. The eave cornice is proposed to continue unbroken, across the face of the half wall enclosing the inverted deck.*

#### Balconies – Commercial Street Side

At both 2016 workshops, the Board was uncomfortable with a modern balcony, particularly at the 4th floor where the owner desires the feature. As noted in the October, 2016 staff report, Board members urged that if a balcony was to be reintroduced, it should have the appearance of the historic one visible in the tax photos. The second version of the plans presented in October included a single shallow metal balcony across all three sets of French doors on the fourth floor. During the October discussion the idea of two small balconies with visually light-weight metal structure and railings, was proposed for the two sides, accessed with French doors and leaving the center window like the other floors. It seemed that some Board members might be willing to consider such an approach.

*For the October 2, 2019 public hearing, Mr. Lloyd proposes two small metal “French” balconies on the south face of the building, leaving the center as windows.*

#### Materials

Consistent with the approach in 2016, alternative materials such as fiber-cement siding and trim and aluminum-clad windows are proposed in the final plans for the upper floors. At the workshops, some Board members expressed reservations about materials that might be distinguishable from the original wood - such as the subtle differences between wood clapboards and fiber-cement.

#### **Staff Comments**

These general comments were included by staff in the October 2016 report:

Given the fact that the subject building has been extensively altered over time and that a number of original architectural details are now missing, the Board will need to determine whether it is appropriate or acceptable for these details and features to be reinterpreted in a contemporary treatment or whether the project architect should be encouraged to more closely pattern the replacement features on their documented historic appearance. The Board will also need to determine the extent to which non-traditional materials are appropriate in this rehabilitation project. Note that the plans call for cement-fiber clapboards, Azek and PVC trim. To what degree will these substitute building materials affect the visual character of the building and, by extension, one's appreciation of the fact that this building is a circa 1860 structure?

Above the storefront level, staff can support some degree of departure from the building's documented appearance. For example, changing the fenestration to feature the same window type on both the second and third floor levels does not materially alter the building's traditional appearance. Introducing alternative dormer types is also acceptable, provided they are not visually dominating and are generally consistent with the building's historic character. The challenge is in striking the appropriate balance between a faithful rehabilitation based on historic documentation and a renovation loosely based on the building's original design.

Staff believes some design questions have been resolved with the most recent plan revisions, including:

- The west dormer allows the primary roof to be dominant. The trim details shown on the details page (A5.00) – flat fascia with a shadow board – are not reflected on the elevations. In their past comments Board members encouraged the architect to employ enough detail to convey a simple historic style.
- Window type and layouts are regular, well-proportioned and similar in appearance to the predominant type in 1924.

Other questions remain for the Board, on whether desired features like the east inverted dormer, the balcony, and modern alternative materials can be judged to be compatible modern interventions.

- The new design for the east dormer bears much greater similarity to the west dormer than before, and with closed end walls, regularly spaced posts, finished surfaces on the interior, and a simple shed roof and trim detailing, it may soften the impact of the interruption in the roof. In appearance the new approach seems a quiet treatment for a modern cut into a prominent roof plane.
- Mr. Lloyd's new approach to the balconies on the south end (two shallow, light-weight metal balconies instead of one long one) is less obtrusive than before, but

they may still represent an uncomfortable departure from the documented historic appearance (see the 1924 photo) for Board members – as they commented in 2016. One alternate approach might be a single balcony in the middle of the fourth floor, either in modern materials or more traditional, since the historic balcony was single and centered – though considerably lower on the façade.

- Some use of alternate materials is generally given consideration on commercial buildings, even when the dominant historic material was wood. In this instance it appears that although many existing surfaces are wood, it is not original material. When the appearance of trim is indistinguishable from painted wood, use on upper floors is sometimes acceptable. In this case, staff would be comfortable reviewing detailed specifications for high quality aluminum clad windows with historic detailing, and fiber-cement trim that can be milled and painted like wood would be equally acceptable on the upper floors. (Mr. Lloyd's approved plans for the reconstructed storefronts at 1 Commercial include wood storefront windows and doors.)
- Finally, some Board members may be uncomfortable with the proposed use of fiber-cement clapboard siding to replace the existing wood clapboard. The general guideline adopted by the Board for replacement of wood siding would typically specify wood replacement clapboard; the Board might consider waiving the guideline with this project where fiber-cement is proposed for the upper stories of a downtown commercial building.

### **Applicable Review Standards**

(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.*

(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 October 2, 2019 public hearing and information included in the accompanying staff report, the Board finds that the proposed alterations at 1 Commercial Street **meet (fail to meet)** the historic preservation ordinance's Standards for Review of Construction **(subject to the following conditions.....)**

#### **Attachments:**

1. Letter from project architect
2. Architect's plans
3. Photo of existing conditions, supplied by architect
4. 1924 photo, from east
5. 1924 photo, from west
6. Images from October 2016 workshop

# A R C H E T Y P E

September 3, 2019

Deb Andrews  
Historic Preservations Program Manager  
Portland City Hall  
389 Congress Street  
Portland, Maine 04101

RE: 1 Commercial Street

Deb,

We are resubmitting the remaining façade drawings for 1 Commercial Street. As you know the storefronts are approved and the remaining exterior designs are a response to the last meeting we had with the board which occurred about 3 years ago. Please note the following:

All clapboard, trim and cornice will be replaced.

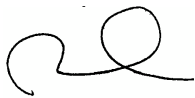
New window locations placed, based upon 1924 photos.

Roof dormer given more traditional design elements as requested by board.

Arch over third floor window incorporated as requested by board.

French balconies now located in two locations on south facing elevation, not three as requested by the board.

Thank you for your consideration and I apologize for the time delay in this resubmission.

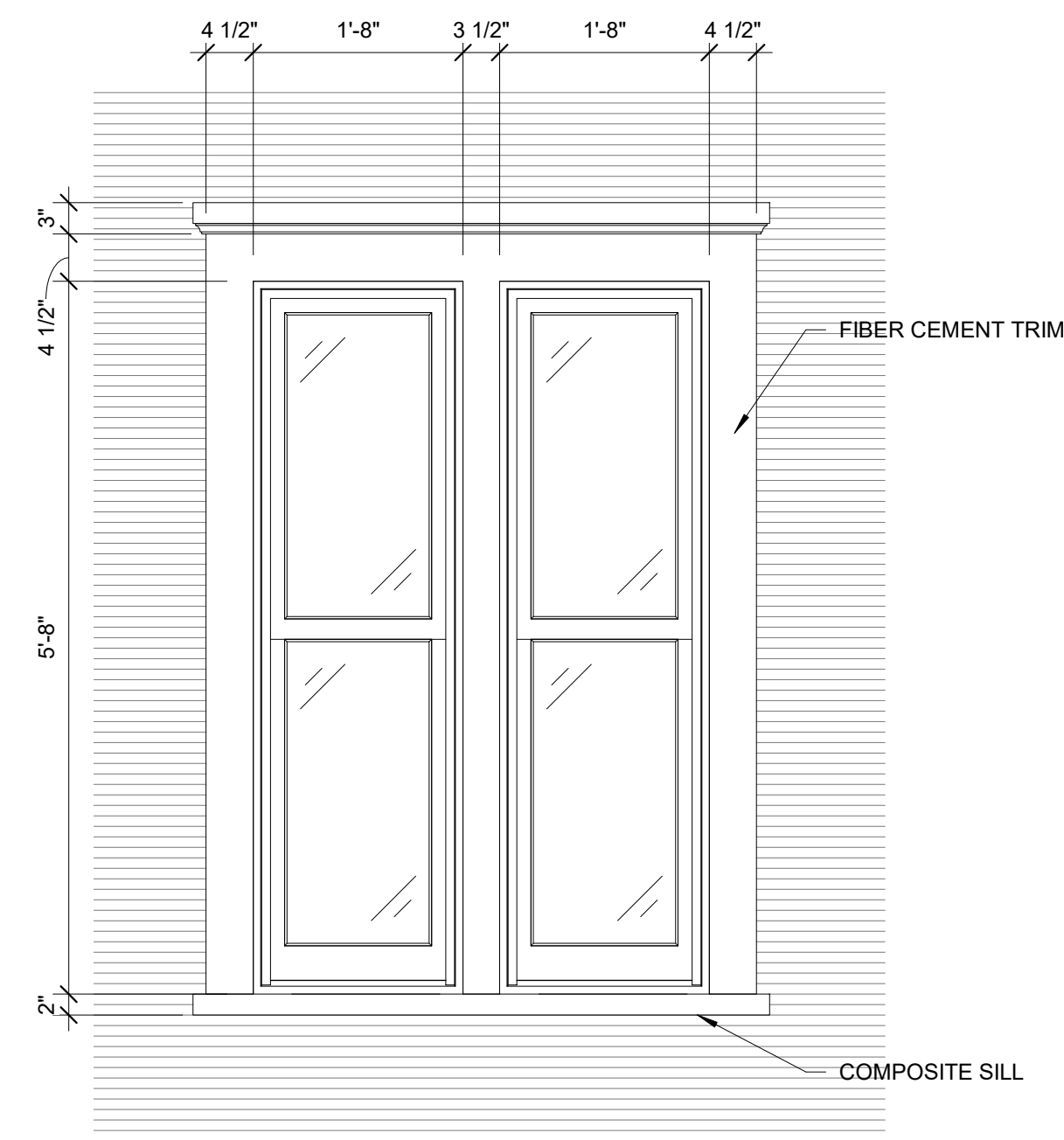


David Lloyd  
Maine Licensed Architect #936

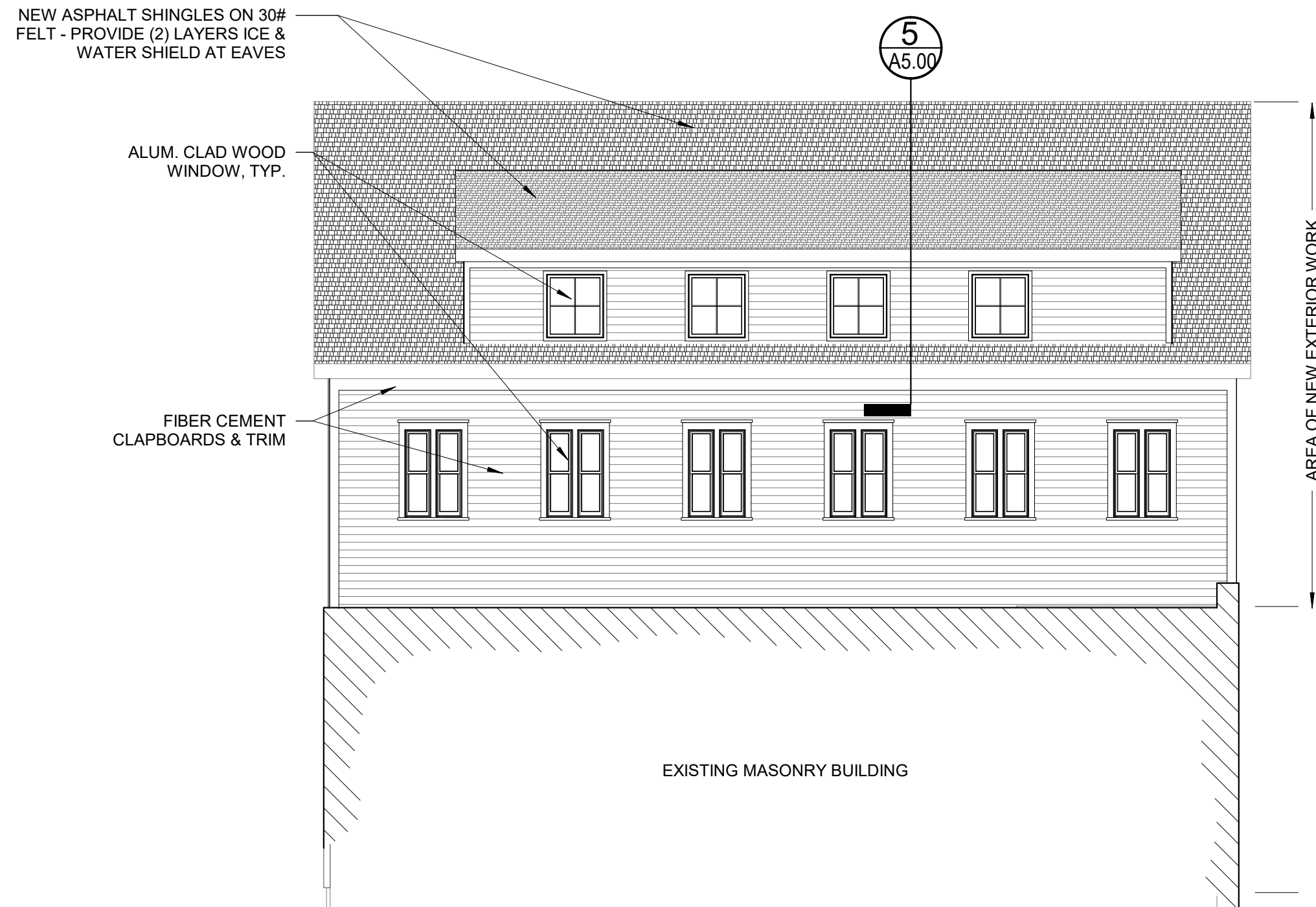




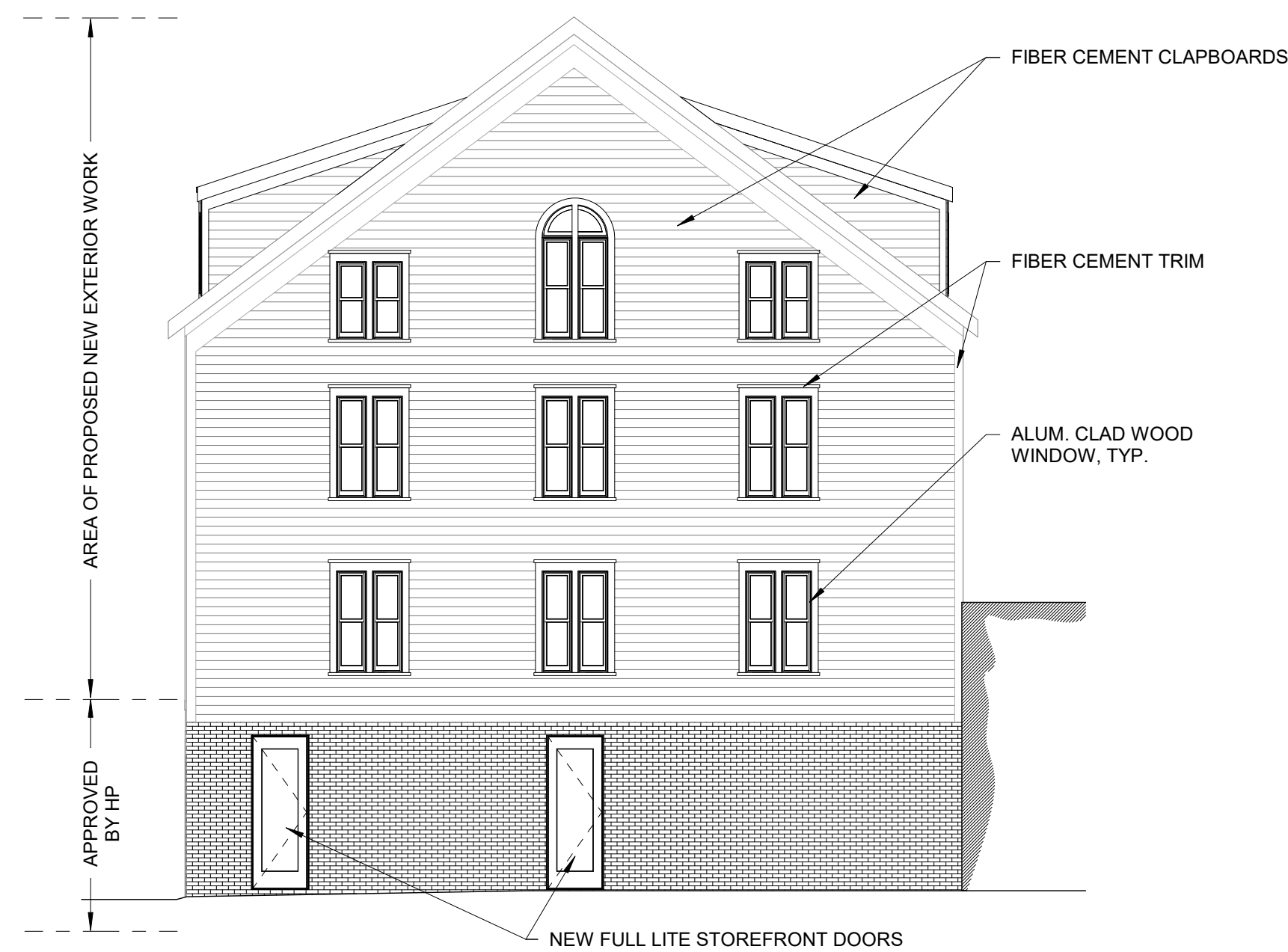




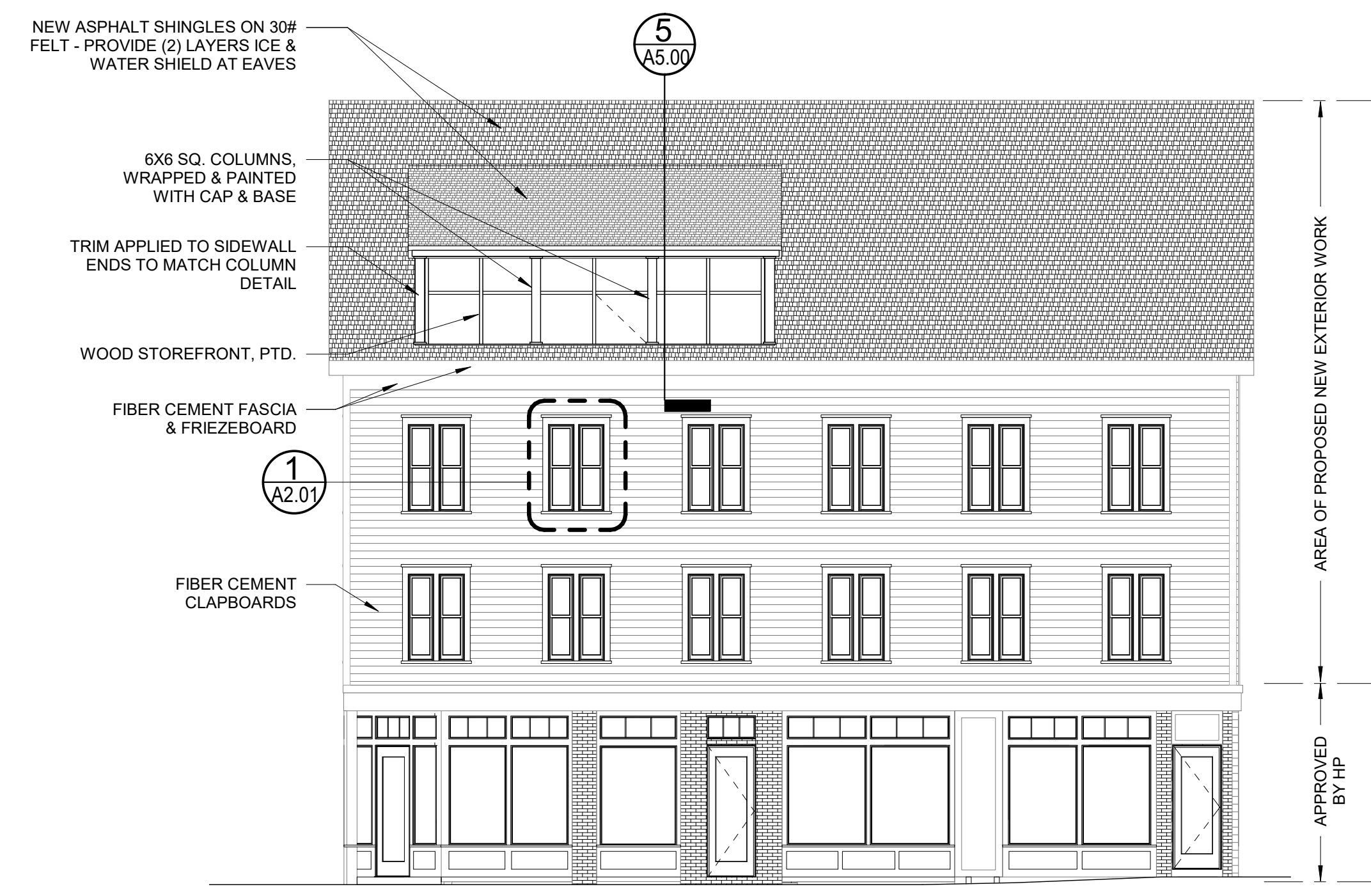
1 | TYPICAL WINDOW DETAIL  
3/4" = 1'-0"



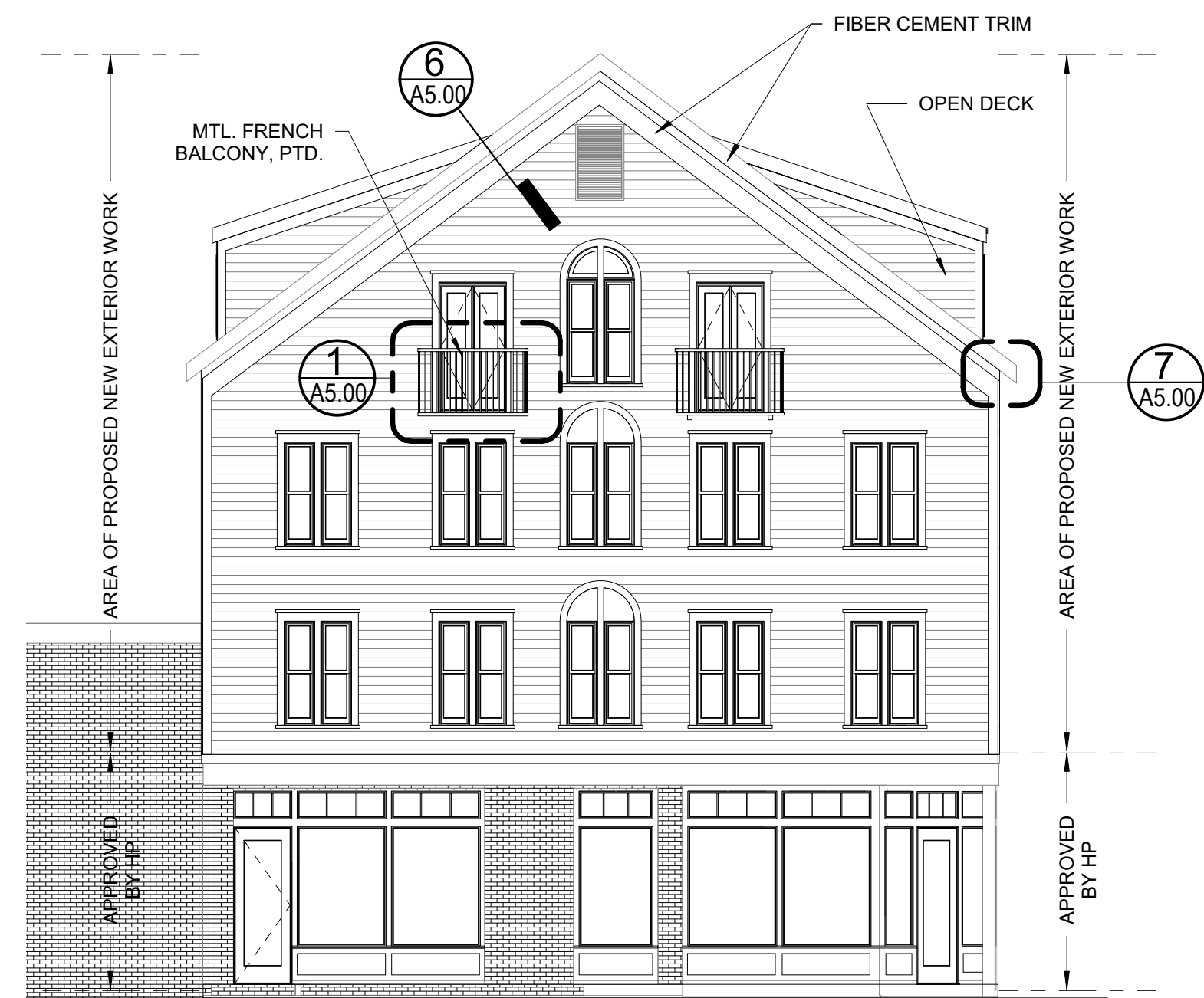
3 | NEW WEST ELEVATION  
1/8" = 1'-0"



2 | NEW NORTH ELEVATION  
1/8" = 1'-0"



5 | NEW EAST ELEVATION  
1/8" = 1'-0"



4 | NEW SOUTH ELEVATION  
1/8" = 1'-0"

Prepared For:  
**Owner**

Consultant:

Architect:  
**ARCHETYPE architects**  
48 Union Wharf Portland, Maine 04101  
(207) 772-6022 ARCHETYPE@ARCHETYPEPA.COM

Project:  
**1 COMMERCIAL ST  
SHELL  
IMPROVEMENTS**  
Portland, Maine

Revisions:

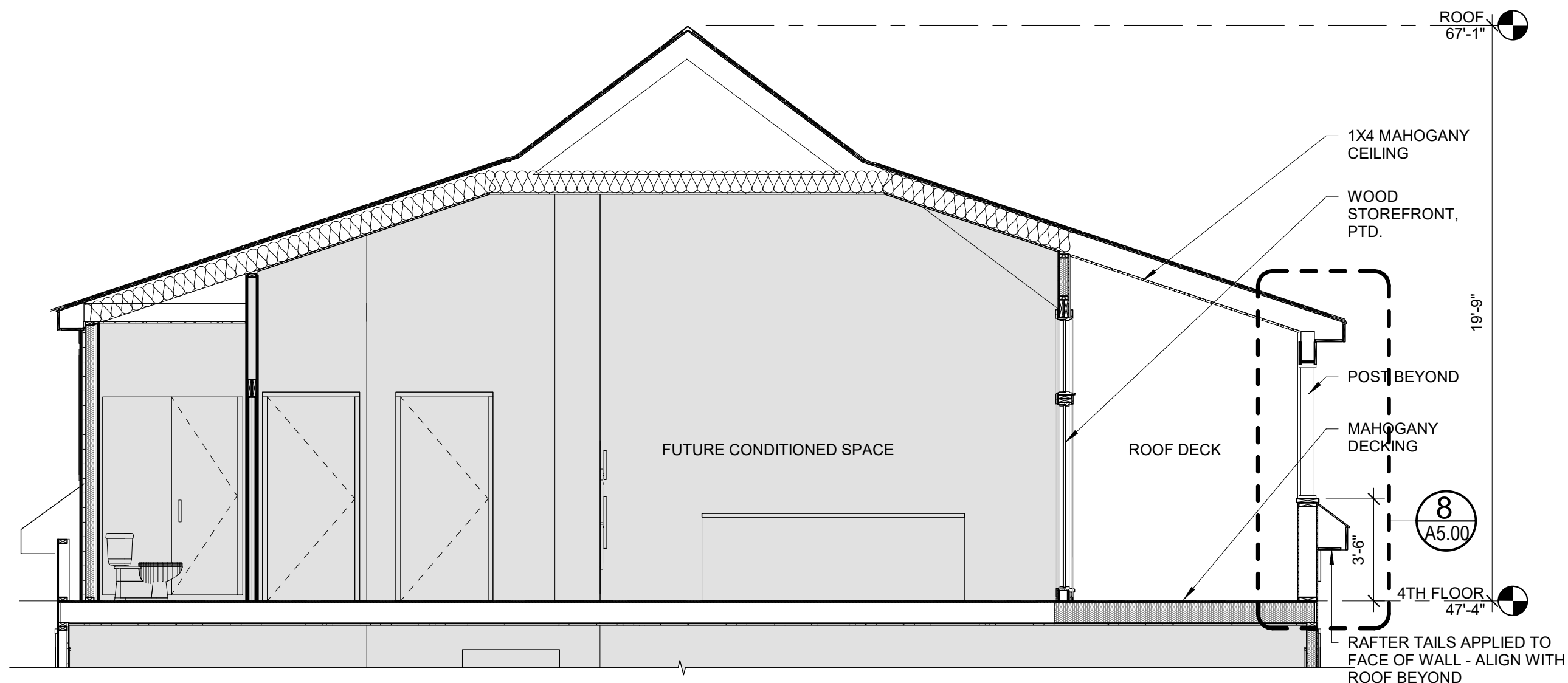
Date:  
25 SEP 2019

Scale:  
As indicated

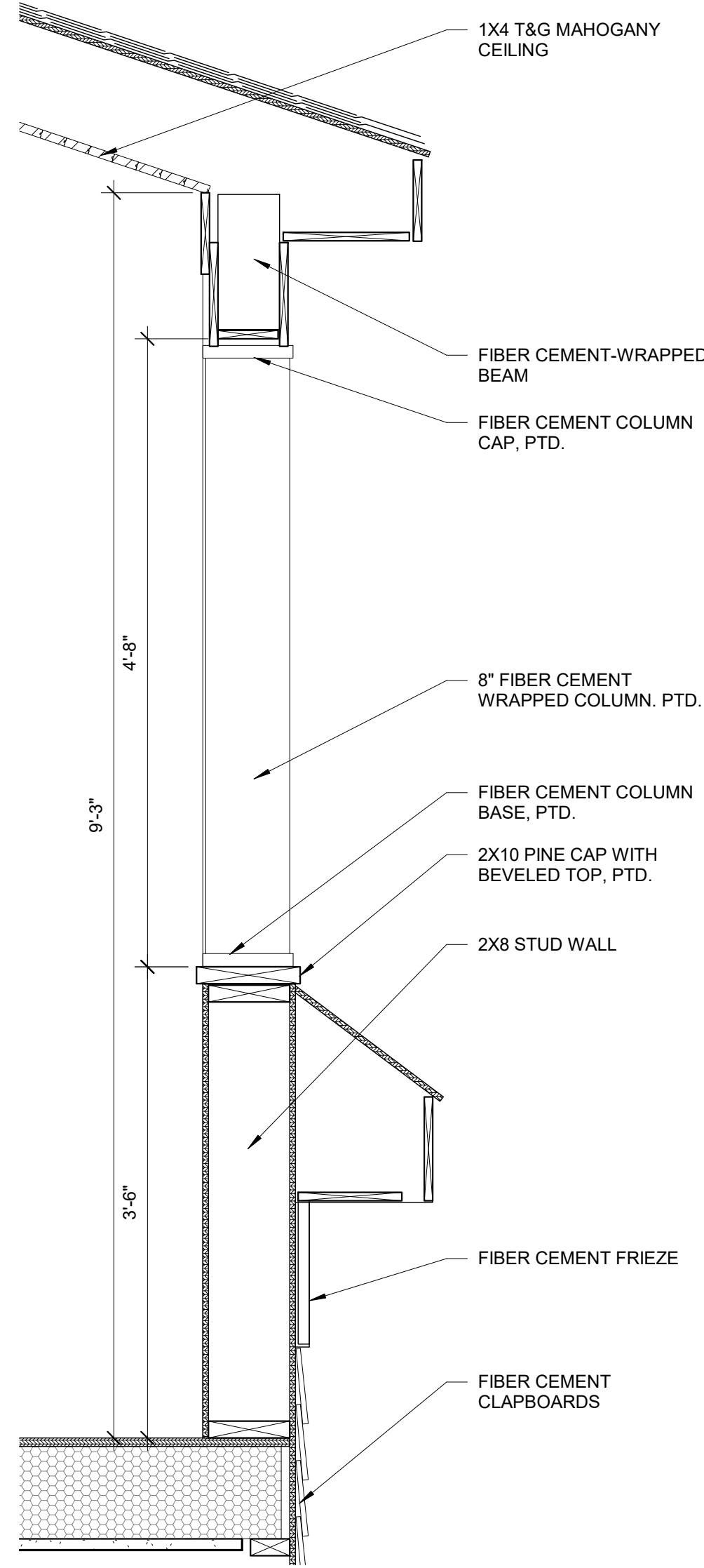
**ELEVATIONS**

**A2.01**

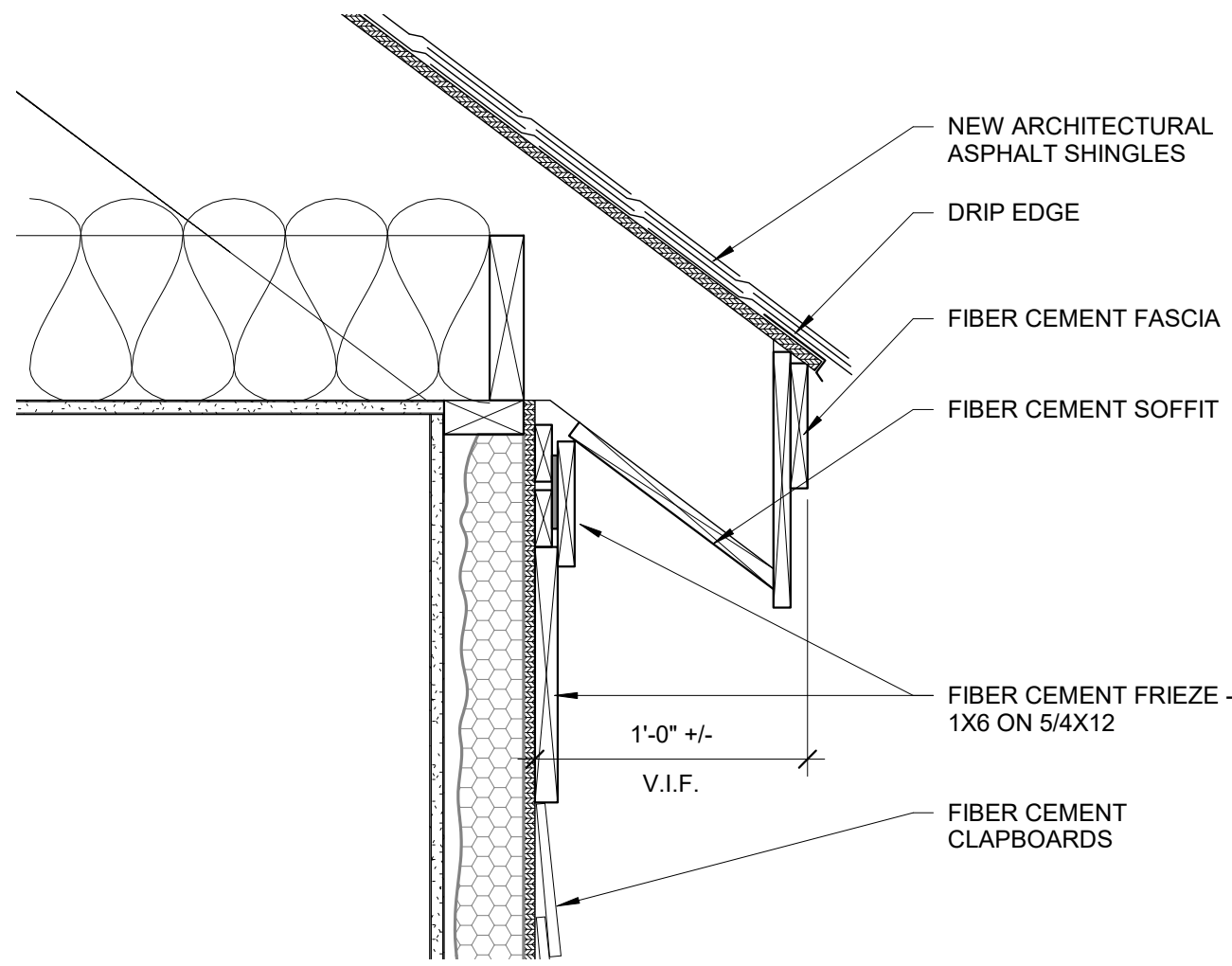




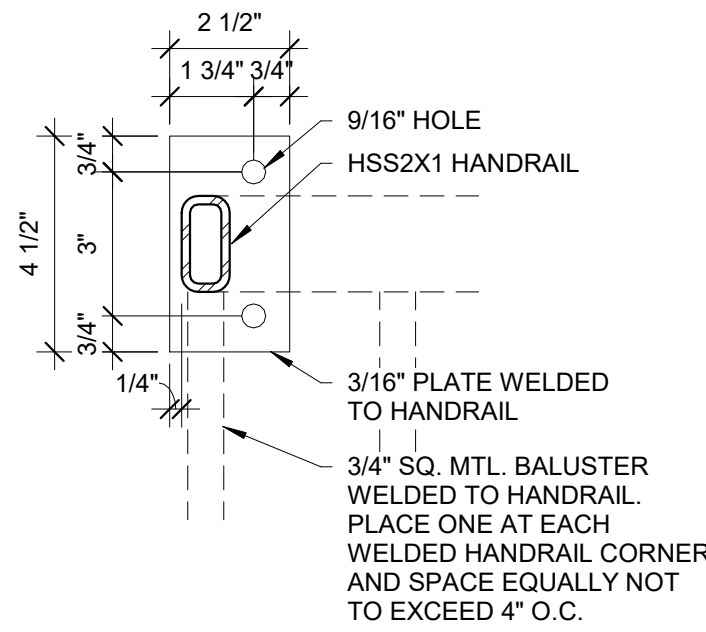
5 | ROOF SECTION  
1/4" = 1'-0"



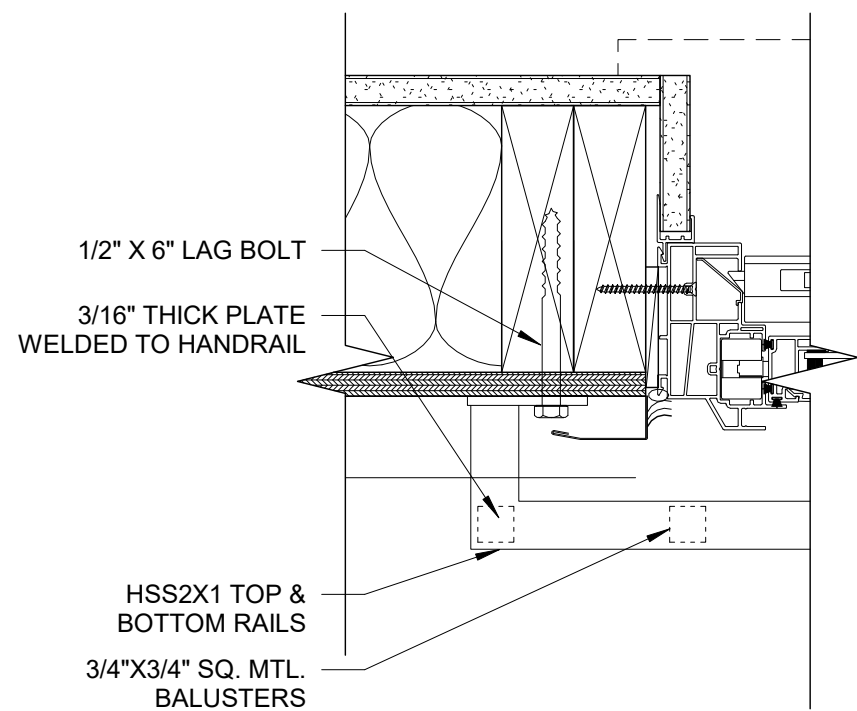
8 | ROOF DECK COLUMN DETAIL  
1" = 1'-0"



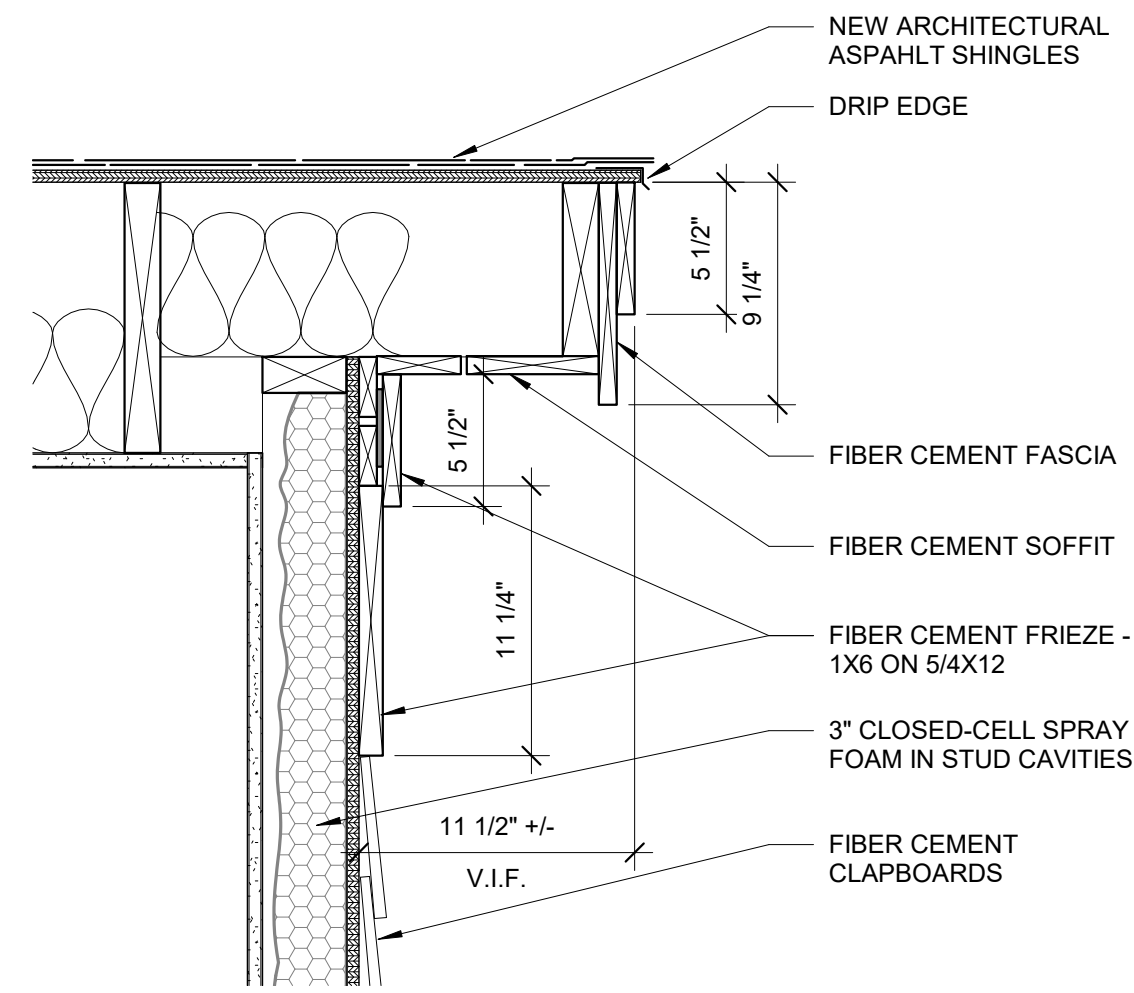
7 | SOFFIT DETAIL  
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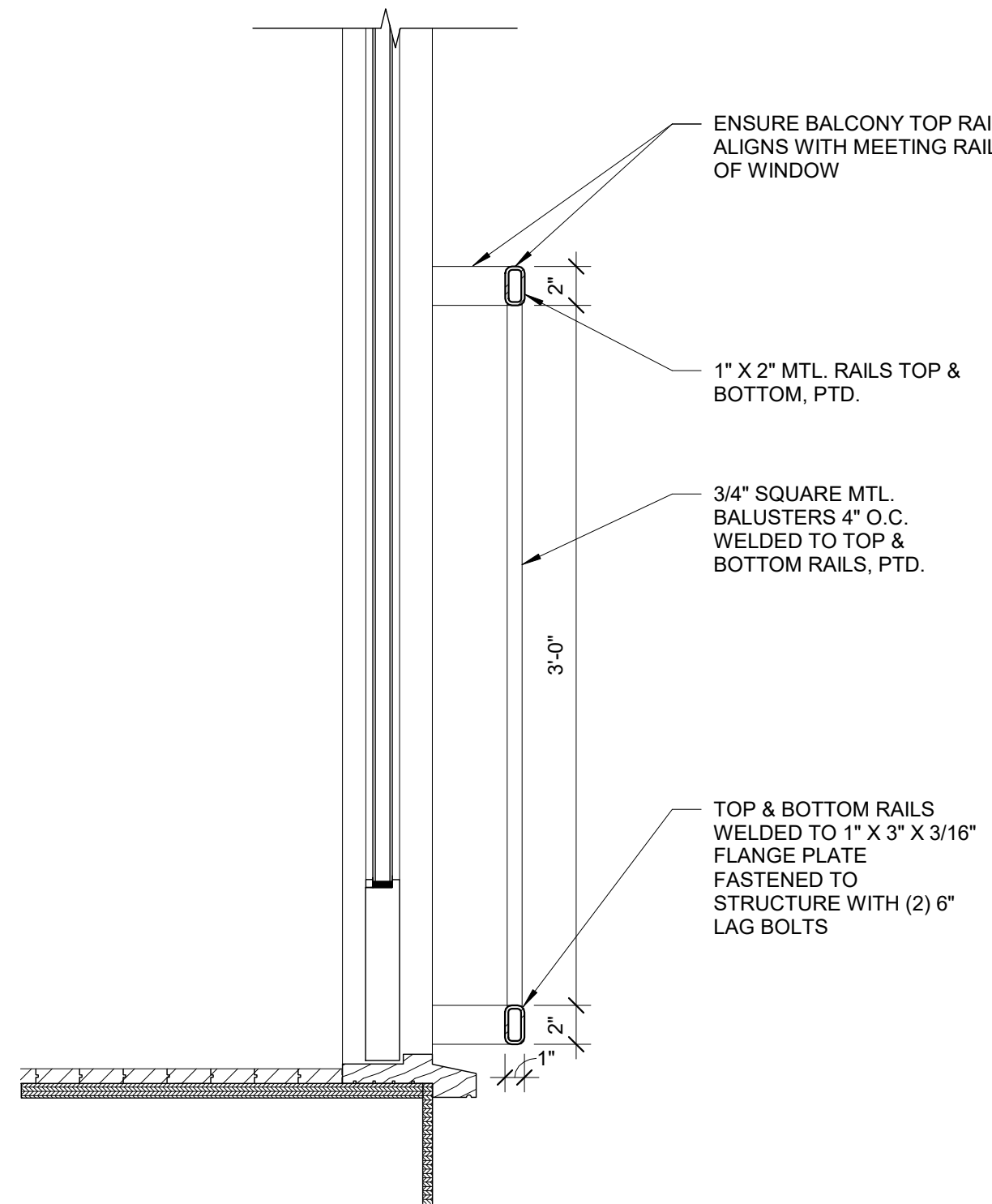
4 | BALCONY PLATE DETAIL  
3" = 1'-0"



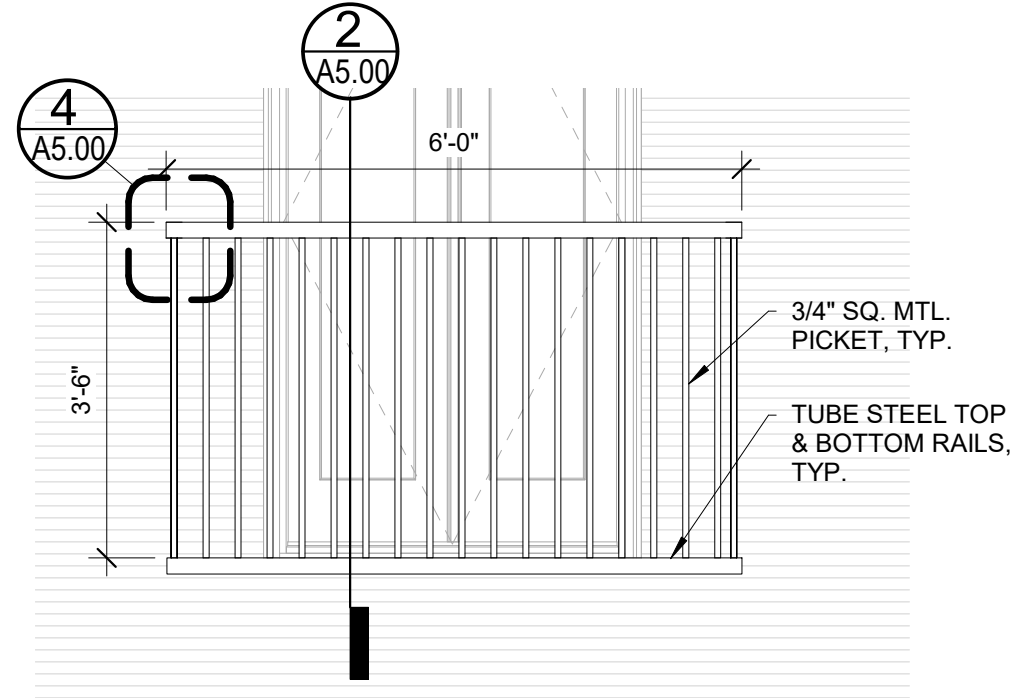
3 | FRENCH BALCONY DETAIL  
3" = 1'-0"



6 | RAKE DETAIL  
1 1/2" = 1'-0"



2 | FRENCH BALCONY SECTION  
1 1/2" = 1'-0"



1 | FRENCH BALCONY ELEVATION  
1/2" = 1'-0"

|               |  |                                                                                                          |  |
|---------------|--|----------------------------------------------------------------------------------------------------------|--|
| Prepared For: |  | Owner                                                                                                    |  |
|               |  | Address<br>City, State                                                                                   |  |
| Consultant:   |  |                                                                                                          |  |
| Architect:    |  | ARCHETYPE architects<br>48 Union Wharf Portland, Maine 04101<br>(207) 772-6022 ARCHETYPE@ARCHETYPEPA.COM |  |
| Project:      |  | 1 COMMERCIAL ST<br>SHELL<br>IMPROVEMENTS<br>Portland, Maine                                              |  |
| Revisions:    |  |                                                                                                          |  |
| Date:         |  | 25 SEP 2019                                                                                              |  |
| Scale:        |  | As indicated                                                                                             |  |
|               |  | DETAILS                                                                                                  |  |
|               |  | A5.00                                                                                                    |  |







1-1450

built in 1930  
by the  
W. C. ...



1-5  
Com



V-4700

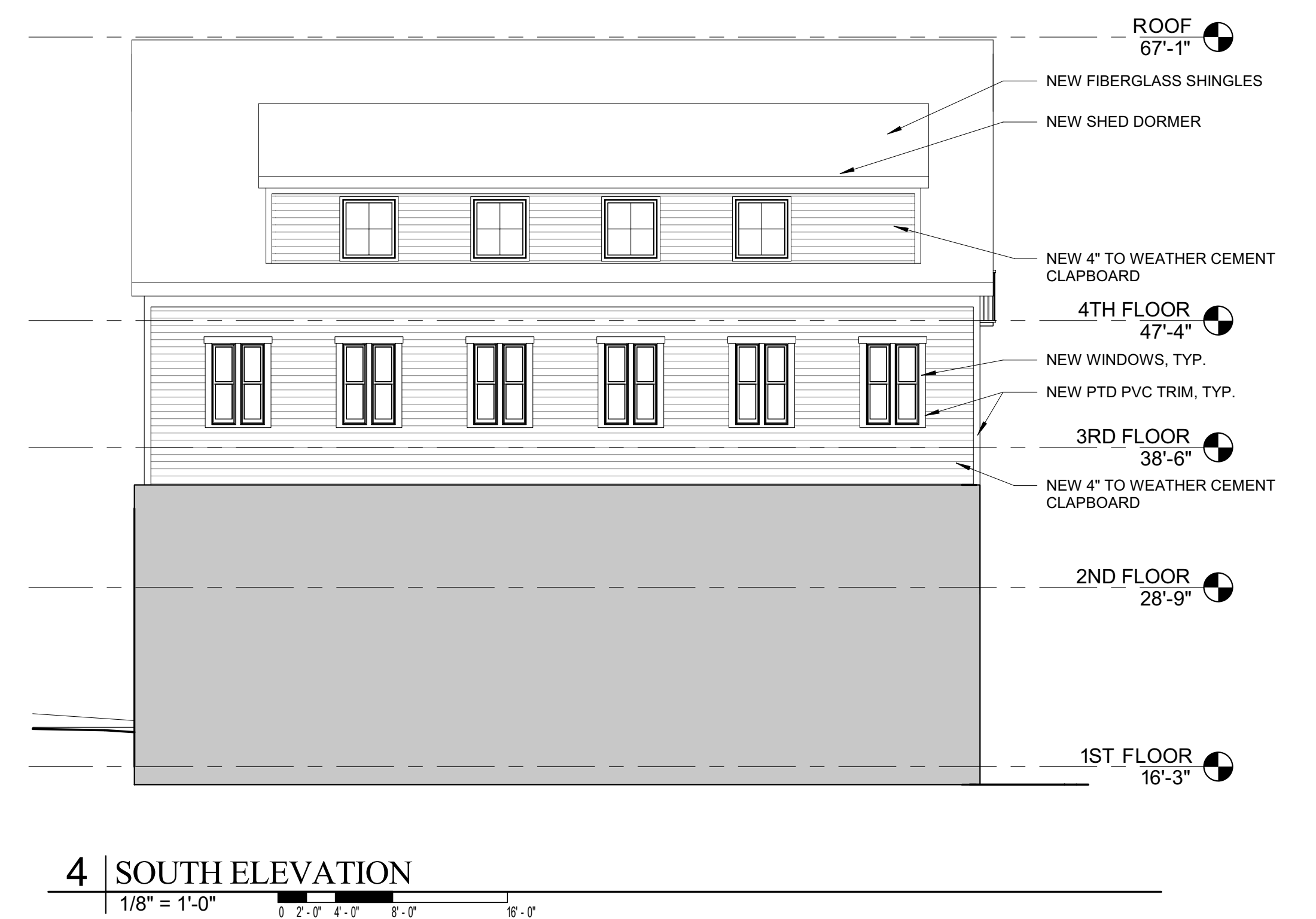
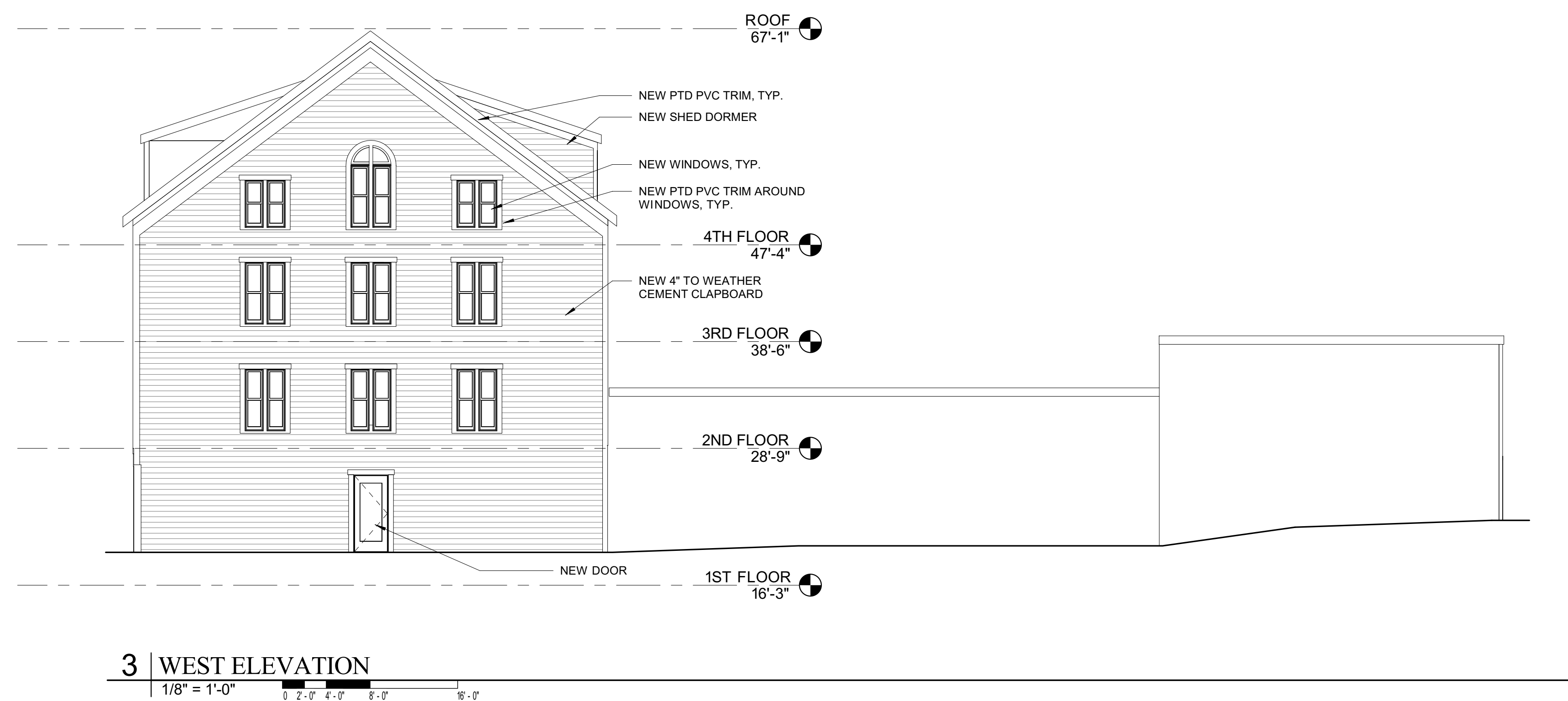
29-N-25

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1 COMMERCIAL STREET

Portland, Maine

29 SEP, 2016

A2.1

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

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**WORKSHOP  
PROPOSED DEVELOPMENT OF ADDITIONAL STRUCTURES  
HOUSE ISLAND**

**TO:** Chair Sheridan and Members of the Historic Preservation Board  
**FROM:** Rob Wiener, Preservation Compliance Coordinator  
**DATE:** September 27, 2019  
**RE:** October 2, 2019 **WORKSHOP**

**Application for:** Preliminary Review – Possible Future Development of Additional Buildings for the North End of House Island

**Location:** House Island – North End

**Applicants:** Cap Mona (Three Palms Design Build, LLC)

**Project Architect:** Mike Richman, Custom Concepts Architecture

**Introduction**

On behalf of Three Palms Design Build, LLC, architect Mike Richman has requested a preliminary workshop to explore the possibility of constructing additional buildings on the north end of House Island. Since purchasing the north end of the island from Michael Scarks (Neptune Properties) in 2014, Vincent “Cap” Mona, the principal owner of Three Palms Design Build, LLC, has renovated the two primary existing structures there (the Small Detention Barracks – Building 1, and the Doctor’s Residence – Building 2) and constructed a new utility / energy / caretaker’s building. A great deal of landscaping work has also been accomplished. Mr. Mona rents out the facilities for events and vacation accommodations. Mr. Richman’s submission outlines several goals centered on providing more and better facilities for housing a greater number of guests, while keeping in mind the need to protect the historic resource from more intensive use.

The entire island was approved for designation by the City Council on January 5, 2015, after being recommended by the Historic Preservation Board and the Planning Board. Prior to the Council vote, at two workshops, a site visit, and a public hearing in 2014, the Historic Preservation Board became acquainted with the island and its unique history and features.

Board members will recall that the north end was the location of the Immigration and



Quarantine Station in the late 19th and early 20th Centuries, while the south end – still presently owned by Neptune Properties and the heirs of Mr. Scarks – is home to Fort Scammel, future site of the camping facility reviewed by the Board in 2017-2018. Memos and discussions associated with the reviews of the nomination and the new building included acknowledgements that the north end “could reasonably accommodate additional structures” – to quote from a 2015 staff memo. The same memo adds, “...the Board recognized that the question for future reviews would be the intensity of new development that could be supported while still preserving the island’s extraordinary historic and visual character.”

Over the course of the last year Mr. Richman met with HP staff on two occasions to discuss possible development of additional buildings on the north end, and staff feedback has helped shape the possible direction of the preliminary concepts presented in Mr. Richman’s submission. The narrative, photos, and site plans included with the architect’s package present his understanding of the context and character of the resource, and how Mr. Mona might propose to expand the facilities and services he offers there.

The packet for the October 2 workshop includes Mr. Richman’s submission, as well as the Analysis of Eligibility as a Local Historic District, prepared by Julie Larry, then part of TTL Architects, for the designation process. The latter document provides abundant background on the history, significance, and particular resources of House Island.

### **Subject Property**

House Island and its features and resources are described in detail in the attached designation report.

### **Staff Notes – Issues and Questions for the Board’s Consideration**

- House Island’s historic resources are evidence of a long history of occupation and varied uses. The designation report includes photographic evidence of various buildings that no longer exist – structures that served as residences, wharves, storage houses, fish processing (primarily drying) infrastructure, and immigration housing and processing facilities. That said, the primary historic buildings and ruins that exist on the north end of the island are associated with the period in which it hosted the Quarantine and Immigration Station. While other historic evidence such as stone wharves, lobster pounds, the cemetery, etc. are important evidence of other historic periods and uses, the primary period of significance has to be considered the immigration period, from the 1890’s to the 1930’s.
- For over 50 years, the visual qualities of House Island have changed little, with the exception of changes in vegetation. Since Mr. Mona has owned the north end, the character of the landscape has taken on a considerably more manicured appearance, but it should be noted that an essential part of the island’s character is associated with open spaces and native, ungroomed island vegetation. While

photos exist showing that more structures existed during some periods, these do not necessarily provide a precedent for a large amount of new construction.

- Mr. Richman's second concept, which focuses on a possible facility within the foundation of the Large Detention Barracks, may be a way to concentrate and centralize new facilities and avoid the desire for a greater number of dispersed permanent structures – thus having fewer effects on the visual qualities of the island landscapes.
- In a memo to the City Council prior to the designation vote, Planning Division Director Alex Jaegerman wrote:
  - Designation of House Island will not preclude additional development on the island. Rather, it will ensure that the identified historic resources on House Island are preserved over time and any alterations or additions are compatible with the subject structure's historic character. New construction on the Island will be reviewed for general compatibility with the prevailing development pattern on the Island in terms of scale, massing, materials, etc.
- As part of any review of new development on the Island, the Board should visit the site. From the staff memo (10/1/14) for the public hearing at which the Historic Preservation Board recommended House Island for designation as an historic district:
  - The site visit allowed Board members to observe the overall visual character of the island, the spatial and scale relationship between the individual structures on it and the visual relationship between the north and south ends of the island. Finally the site visit, which concluded with a boat tour around the entire perimeter of the island, provided Board members with an opportunity to observe available views of the island and its built resources from the water and other islands within Casco Bay and understand its role as a key character-defining feature of the bay.
- In a memo for the workshop on the new utility / energy / caretaker building, staff wrote:
  - As a preliminary workshop, the Board's review should begin with general considerations, such as the scale, form and massing of the building; placement and orientation; overall architectural expression and material palette. ***These characteristics should be considered in the context of the existing pattern and character of development on the north end of House Island.*** Focus on specific architectural details should be addressed only after these threshold questions are considered. (Emphasis inserted by author.)

## APPLICABLE 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.
- (8) Every reasonable effort shall be made to protect and preserve significant archeological resources affected by or adjacent to any project. If resources must be disturbed, mitigation measures shall be undertaken.
- (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.

Additionally, Review Standards for New Construction may apply.

#### **ATTACHMENTS**

1. Memo from project architect Mike Richman
2. Designation Report – House Island: “Analysis of Eligibility as Local Historic District”
3. Staff photos of House Island



September 23, 2019

City of Portland Historic Preservation Board

I am writing to explain our request for future development plans for the northern portion of House Island.

To do so I would like to briefly explain:

- The unique history and significance of this amazing property
- The success of our efforts during Phase One completed a few years ago
- Our goals moving forward

**History:**

House Island has a rich history with various chapters of which are evident in the remaining structures and sites. It long served as a center for fishing, military fortifications and, later, as a site for processing immigrants into the United States in the late nineteenth and early 20th centuries. After the United States government's sale of the island following World War II, the island was privately owned by the Cushing family until its sale in 2014. The Cushing family offered tours of Fort Scammel and ran a business hosting corporate and other events on the north end of the island.

The various uses of the island have produced many different buildings and landscapes over the years. Historic photos show that there once were many structures on the island at different times, as well as many different levels of vegetation.





Cap Mona purchased the north side of the island in September of 2014 setting out on an intense renovation project to restore the existing buildings, install proper infrastructure and tame back the landscape that had been neglected for many years.

The existing buildings on the property were in complete dis-repair, had leaks, mold, pest infestation and structural issues. We worked with the Department of Environmental Protection, the City of Portland Historic Preservation Board, the Planning Department, the Code Enforcement Department, a Structural Engineer and many others to renovate the buildings with a true focus on Historic Preservation. Much effort was spent replicating the original windows and doors, re-creating original moldings and railings and focusing on period details inside and out.

The result, in my opinion, has been a huge improvement to the beautiful structures and overall health of the property. The photo below shows the island from afar showing the general similarities to the historic photos we have obtained over the years.



For reference, the photos below show some of the tremendous effort that Cap and his team underwent to restore existing structures on the property.

The small Detention Barracks – Before and After (known as Building #1)





The Public Health Officer's Residence – Before and After (known as Building #2)



**The Goals moving forward:**

The primary goals are to create more living space which would allow more visitors to enjoy the island.

With this effort we hope to address:

- Better ADA accessibility throughout the property
- More spaces for lodging
- Better facilities for cooking / trash and covered storage
- Hardscaping and Landscaping to address the needs of the property that respect the historical significance of the island.

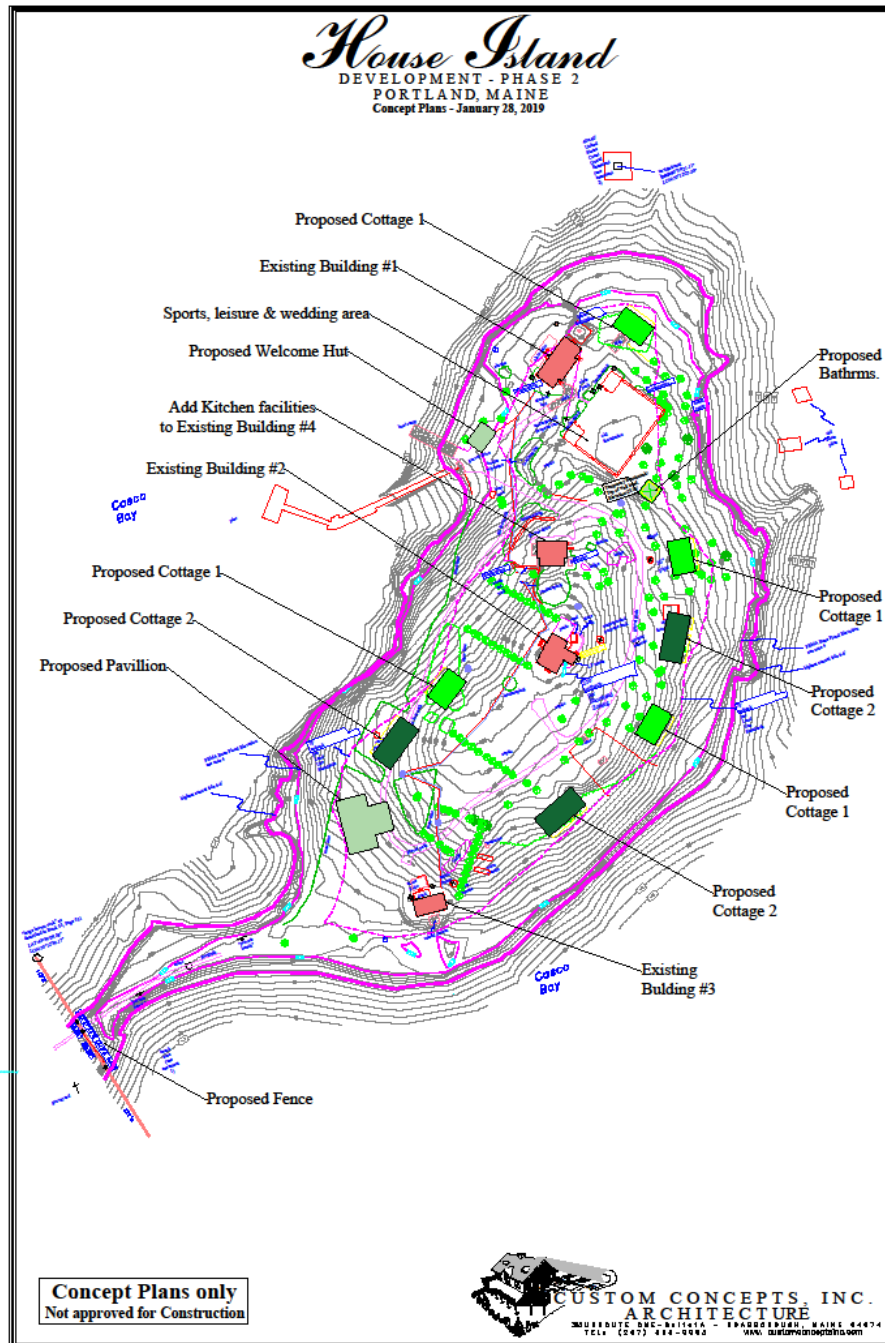
Over the last year I have met with City of Portland staff a few times to discuss various concepts and ideas as we try to figure out the best path forward.

We initially started with a concept to construct various new buildings scattered across the island based on some of the historic photos we have on file.

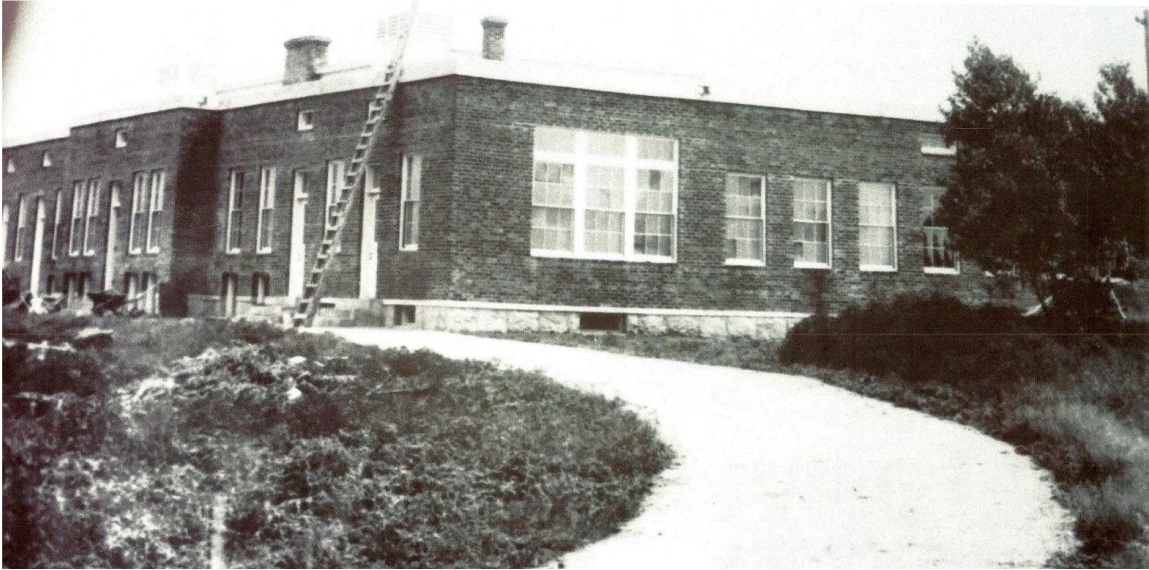




Below is the concept plan we initially discussed that shows various new structures spread across the property.



After discussions with the City of Portland officials we decided to look at a different option in which we would utilize the existing foundation from the original brick Detention Barracks, seen below, as well build a few smaller single buildings on the southern side of the property.

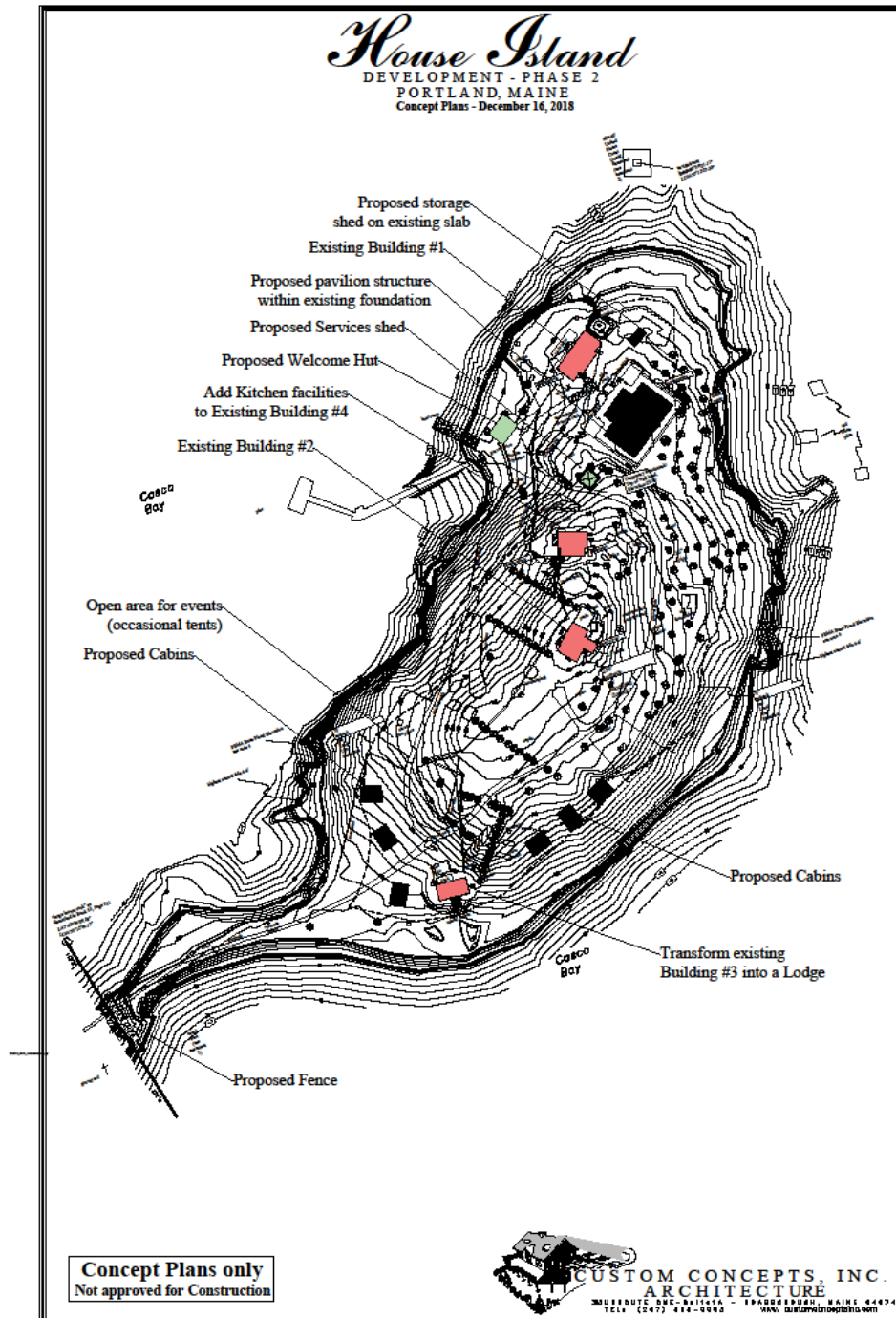


Here is a photo of the existing foundation that once supported the Detention Barracks.





Below is the second concept plan we discussed.



This approach seemed well received, so we bring this Conceptual layout to the Historic Board for discussion. We believe that this approach would allow more visitors to enjoy the beautiful property, allow us to better serve guests with disabilities and create better storage and functional solutions (kitchens, trash etc.).

Most importantly, we think this Concept would best capture the Historic Time of Significance of the island. This layout would allow us to capture the power of the larger single building that was prevalent for many years, and allow us to create a group of buildings, on a smaller scale, on the southern side of the property reminiscent of the early fishing related structures.

We hope this information shows the beauty of the property, the great efforts to date to restore it and our goals moving forward. We look forward to your thoughts.

Thank you,

A handwritten signature in dark ink, appearing to read "Michael Richman".

Michael Richman  
Custom Concepts Inc. Architecture



# House Island, Portland, ME

## Analysis of Eligibility as a Local Historic District

By ttl-architects, LLC

30 July 2014



## TABLE OF CONTENTS

|                                                                                                                                      |    |
|--------------------------------------------------------------------------------------------------------------------------------------|----|
| Summary Description of a Potential House Island Historic District .....                                                              | 1  |
| Summary Statements Addressing the City of Portland's Minimum Criteria<br>Standards for Designation as a Local Historic District..... | 2  |
| Historic Context                                                                                                                     |    |
| Native American Occupation .....                                                                                                     | 5  |
| Early European Settlement, c1600-1675.....                                                                                           | 5  |
| Indian Wars, 1676-1715 .....                                                                                                         | 5  |
| Resettlement Period, 1715-1750 .....                                                                                                 | 6  |
| 19 <sup>th</sup> Century Fish Curing Yard and Lobster Pound .....                                                                    | 6  |
| Military Ownership, 1808 to World War II .....                                                                                       | 8  |
| Quarantine Stations & Immigration, 1892-1937 .....                                                                                   | 10 |
| Navigation.....                                                                                                                      | 13 |
| Private Ownership, 1950-present.....                                                                                                 | 14 |
| Architectural Descriptions.....                                                                                                      | 14 |
| Index of Resources.....                                                                                                              | 21 |
| Bibliography .....                                                                                                                   | 22 |
| <br>Appendix A – <i>House Island Historic Resources Map</i>                                                                          |    |
| <br>Appendix B – <i>Historic Images</i>                                                                                              |    |
| <br>Appendix C – <i>Extant Images</i>                                                                                                |    |



## **SUMMARY DESCRIPTION OF A POTENTIAL HOUSE ISLAND HISTORIC DISTRICT**

House Island is a 24 acre island just off the coast of Portland on the north side of the entrance to Portland Harbor between Cushing Island and Fort Gorges. The potential House Island Historic District includes Fort Scammell, three 1907 buildings and a pump station associated with the US Hospital, Quarantine and Immigration Station, cut granite wharves, the remains of a late 19<sup>th</sup> century lobster pound, a cemetery, the site of the City of Portland's Inspection Station, and two United States Coast Guard markers. Fort Scammell on House Island has been identified as eligible for listing on the National Register of Historic Places by the City of Portland.

House Island has a long history of use as a center for fishing, for military fortifications and as a site for processing immigrants into the United States in the late nineteenth and early 20<sup>th</sup> centuries. After the United States government's sale of the island following World War II, the island has been privately owned by one family until its sale in 2014.



## **SUMMARY STATEMENTS ADDRESSING THE CITY OF PORTLAND'S MINIMUM CRITERIA STANDARDS FOR DESIGNATION AS A LOCAL HISTORIC DISTRICT**

House Island meets the minimum criteria standards for designation as a local historic district as defined in Sec. 14-610 of the City of Portland's Historic Preservation Ordinance and summarized below:

*Sec. 14-610.a.1 - Value as a significant example of the cultural, historic, architectural, archaeological or related aspect of the heritage of the City of Portland, State of Maine, New England region, or the United States.*

The potential historic district provides a unique state and local example of the social history surrounding immigration in the United States in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries, particularly the public health laws for immigrants from foreign ports and the immigration laws of the early 20<sup>th</sup> century which established quotas for entry into the United States. The extant United States Hospital, Quarantine and Immigration Station facilities on the north half of House Island assumed the functions previously administered at the City of Portland's Inspection Station located on the Fort Scammell military reservation. The site and extant above ground resources are significant at the local, state, and national level for their association with United States immigration policy and processing operations.

The potential historic district is also significant in the area of maritime history and commerce as it is a district that represents the local economic, cultural and social importance of fishing on Maine's islands. Although few remains of its fishing past are located on the island, just offshore on the northeast end of the island are the remains of three early 19<sup>th</sup> century wharves used by the island's fish curing businesses. The wharves and the remains of the c1889 lobster pound in Lobster Pound Cove provide evidence of the island's importance in the local fishing economy.

Fort Scammell is significant as one of the major fortifications of the Federal strategy to protect coastal cities leading up to the War of 1812 and again during the Civil War. Because of its location, Fort Scammell, along with Fort Gorges and Fort Preble, was a critical element in the defense of the entrance to Portland Harbor. Built in 1808 as a second system fort with a blockhouse, the extant fort structures are the result of a redesign of the fort from 1862-1870 to conform to national third system fortification designs. The site and extant above ground resources are significant at the local, state, and national level for their role in the United States' design and strategy for coastal defenses.

Although no professional archeological investigations have been undertaken on House Island, other islands in Casco Bay have yielded artifacts 2000-4000 years old, evidence of Native American use of the islands for hunting, fishing, and gathering and House Island may have the potential to yield information on its use by native Americans. In addition, there is potential to yield information on the historic use of the island during the period 1623-1808 when the island was used primarily for fishing and farming. The island is locally and regionally significant for its potential ability to expand the archeological database for the late Ceramic period in Casco



Bay, and to develop a more comprehensive understanding of island life from pre-contact into the early 19th century.

*Sec. 14-610.a.2 - 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 structures on the property.*

The potential district has been the site of events that have had an important impact on the region as a whole from the mid nineteenth century through the early twentieth century. The remaining resources associated with the United States Hospital, Quarantine, and Immigration Station provide a unique national, state and local example of immigration processing operations.

Additionally, the potential historic district is also significant in the area of maritime history and commerce as an example of the local economic, cultural and social importance of fishing on Maine's islands. The early nineteenth century granite wharves and the remains of the c1889 lobster pound provide evidence of the island's importance in the local fishing economy. The lobster pound provides evidence of the ingenuity of Maine's lobster merchants to regulate supply and pricing for their product, a site significant to the lobster fishery's rise to prominence in Maine, and is an early example of this type of enclosure in Maine.

*Sec. 14-610.a.3 - Its identification with a person or persons who significantly contributed to the cultural, historic, architectural, archaeological or related aspect of the development of the City of Portland, State of Maine, New England region, or the United States.*

As the site of Portland's Inspection and Quarantine Station, House Island served as a port of entry for European immigrants arriving in New England in the late 19<sup>th</sup> century to work in area mills, to immigrate to the western states, or to immigrate north into Canada via the St. Lawrence and Atlantic Railroad. In the 20<sup>th</sup> century the United States Hospital, Quarantine and Immigration Station on House Island served as an alternative quarantine and inspection station to heavily used federal facilities in Boston and New York. The site and extant above ground resources are significant at the local, state, and national level for their association with European immigration to the United States in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries.

In addition, Fort Scammell is significant for its association with Army Engineer Thomas Lincoln Casey (1831-1896). Casey oversaw construction on coastal fortifications in Maine, including Fort Knox, Fort Preble, Fort Scammell, and Fort Gorges. He oversaw the Washington Monument construction 1879-1888, was the engineer of the Thomas Jefferson Building at the Library of Congress, and served as the Chief of Engineers for the United States Army Corps of Engineers from 1888-1895.

*Sec. 14-610.a.4 - Exemplification of a significant architectural type, style or design distinguished by innovation, rarity, uniqueness or overall quality of design detail, materials or craftsmanship.*

Fort Scammell is significant as one of the major fortifications of the Federal strategy to protect coastal cities from 1807-1918 and as example of a mid-nineteenth century fortification known for its design and engineering. Begun in 1808, the second system fortifications were altered and the block house removed to conform to national third system fortification designs 1862-1870. The fort was also slightly altered again in the 1890s during a massive construction and modernization program with a focus on concrete fortifications, the installation of large caliber breech loading artillery, and the installation of mine fields, with smaller guns employed to protect mine fields from mine sweeping vessels. During this period Fort Scammell's East Battery was equipped to control a minefield in Whitehead Passage and the fort was upgraded with 15-inch Rodman cannons. During World War One concrete bases for three-inch anti-aircraft guns were built on the South and East Batteries, but no guns were installed.

In addition the Acadian Revival style of the Small Detention Barracks and the Quarantine Hospital are locally unique examples of this style of architecture.

*Sec. 14-610.a.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, State of Maine, New England region, or the United States.*

Fort Scammell is significant for its association with Army Engineer Thomas Lincoln Casey (1831-1896). Casey oversaw construction on coastal fortifications in Maine, including Fort Knox, Fort Preble, Fort Scammell, and Fort Gorges. He oversaw the Washington Monument construction 1879-1888, was the engineer of the Thomas Jefferson Building at the Library of Congress, and served as the Chief of Engineers for the United States Army Corps of Engineers from 1888-1895.

*Sec. 14-610.a.5 - Representation of a significant example of the cultural, historic, architectural, archaeological or related theme expressed through distinctive areas, sites, structures, or objects.*

The potential district is significant in the area of Military History. Fort Scammell is significant as one of the major fortifications of the Federal strategy to protect coastal cities from 1807-1918. Because of its location, Fort Scammell, along with Fort Gorges and Fort Preble, was a critical element in the defense of the entrance to Portland Harbor in the 19<sup>th</sup> century and early 20<sup>th</sup> century. Fort Scammell was determined eligible for listing on the National Register of Historic Places by the City of Portland. Fort Gorges was listed on the National Register of Historic Places in 1973 and is a city designated landmark.

Although no professional archeological investigations have been undertaken on House Island, other islands in Casco Bay have yielded artifacts 2000-4000 years old, evidence of Native American use of the islands for hunting, fishing, and gathering.



The island has a strong likelihood to yield important information about Native American lifeways over a broad period, the early settlement of the island, and use of the island for marine trade. During the period 1623-1808 when the island was used primarily for fishing and farming there were numerous fish houses, flakes<sup>1</sup>, outbuildings, and two dwellings on the island as well as the extant remains of the wharves on the northeast end of the island and the lobster pound in the cove on the east side of the island. The island is locally and regionally significant for its potential as a source for artifacts and information to expand the archeological database for the late Ceramic period in Casco Bay, and to develop a more comprehensive understanding of island life from pre-contact into the early 19th century.

## **HISTORIC CONTEXT**

### *Native American Occupation*

Native American occupation of Casco Bay likely began 12,000 years ago, although sea level changes are believed to have washed away evidence of early human presence. There have been no archeological investigations of House Island, although other islands in Casco Bay have yielded artifacts 2000-4000 years old, evidence of Native American use of the Casco Bay islands for hunting, fishing, and gathering. A potential House Island Historic District has a strong likelihood to yield important information about Native American use over a broad period.<sup>2</sup>

### *Early European Settlement, c1600-1675*

House Island may have been occupied by European settlers as early as 1623 when Christopher Leavitt was granted six thousand acres including the islands of Casco Bay by King Charles I of England. Although Leavitt and his men may have established a trading center on House Island for commerce with the Wabanaki,<sup>3</sup> the earliest documented structure on the island is a house transferred in a 1661 deed from Nicholas White to John Breme, along with a right for White's fish business. In the first few decades of European settlement the island was inhabited principally by fisherman, with some subsistence farming, and was the site of active fish curing, and possibly fish trading, businesses.

### *Indian Wars, 1676-1715*

The French and Indian Wars were a series of conflicts that were part of a larger colonial struggle between France and England that lasted three quarters of a century. The settlement on the Portland peninsula, then known as Casco, was destroyed in

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<sup>1</sup> Wood framed structures for drying fish.

<sup>2</sup> An undated article clipping in the files at Greater Portland Landmarks indicates that in 1845, during construction on Fort Scammell, a Native American gravesite was discovered, although there is no indication what happen to the remains that were uncovered.

<sup>3</sup> Conforti, Joseph A. ed. "Creating Portland: A History and Place in Northern New England. Lebanon, NH: University Press of New England, 2005.

1676 during King Phillips War or the First Indian War (1675-1678). After the Treaty of Casco in April of 1678, Portland was resettled.

In September of 1689, during a conflict known as King William's War (1689-1697), 200 Norridgewock, Penobscot, and Canadian Indians gathered on Peaks Island and attacked European settlements in Back Cove. While the September attackers were driven off, a second attack in the spring of 1690 forced the surrender of Fort Loyal near the foot of India Street. The settlement at Portland was burned and European settlers were killed or taken prisoner. Although there was some resettlement in Casco Bay, principally at Spring Point in South Portland, these settlers were driven out after an attack in August of 1703<sup>4</sup>. The area was not substantially resettled until the close of Queen Anne's War (1702-1713) after the 1713 Treaty of Portsmouth ended hostilities between England and France. By 1715 Portland, then known as Falmouth, was resettled. House Island, like most of the area, was mostly unsettled from 1676-1715.

During this turbulent period, House Island was owned by George Munjoy, owner of the eastern end of the Portland peninsula and Peaks Island, and his family. Munjoy acquired a fourth interest in House Island in 1663 and eventually acquired the rights to the whole island. His garrisoned dwelling at the corner of Fore and Mountfort Streets on the peninsula was demolished in 1676. Deeds indicate there were two houses, an old house and a new house, on the island at this time, although they were likely demolished or deteriorated substantially during the period of abandonment. After his death in 1680, his ownership of the island was affirmed by the provincial authorities and deeded to his widow, although she seems to have resided in Boston during the conflicts.

#### *Resettlement Period, 1715-1750*

As the Casco Bay area was resettled after the cessation of hostilities, House Island was owned in part by various fisherman, farmers, and businessmen; no one owner possessed a right to the entire island. For most of this period of European resettlement the island was the site of fish curing businesses. There are no known remains of this period of resettlement on House Island. Archeological investigations might yield information on island life in the 18<sup>th</sup> century as deeds indicate dwellings were present on the island during this time.

#### *Nineteenth Century Fish Curing Yard and Lobster Pound*

In 1801 the island was acquired by John Walden Green of Salem, a fisherman and farmer. He built a dwelling upon the island, no longer extant. He sold the southern half of the island, twenty-acres, to the US Government in 1808.

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<sup>4</sup> Goold, Nathan. *A History of Peaks Island and Its People: Also a Short History of House Island*. Portland, ME: Lakeside Press, 1897.

For most of the 19<sup>th</sup> century the northern portion of the island was owned by members of the Trefethen and Starling families. In 1822 John Starling [Sterling] (1785-1870) acquired one half of the north part of the island and moved to the island with his wife Patience Bowe [Browne]. In 1823 his cousin Henry Trefethen III (1797-1880) acquired title to the other half of the north end of the island, and moved to the island from Monhegan. The two families lived on the island in a two family house (See images). The Starling and Trefethen families fished and cured their catches in large flake yards.<sup>5</sup> (See images).

Besides the two-family dwelling house the Starling and Trefethen families had fishing sheds and piers on the eastern side of the island. Although the wooden outbuildings are no longer extant, three large stone piers of cut granite that formed the bases of the wharves are extant. The families also laid out a cemetery near the middle of the island overlooking Lobster Pound Cove. The cemetery's oldest grave is William Hogart (c1777-1822).

Information from the Cushing family, owners of the island in the second half of the 20<sup>th</sup> century, dates the use of the cove on the east side of the island as a lobster pound to the 1850s. Maine Sea Fisheries and the history of lobster pounds in Maine indicate the establishment of the lobster pound was probably closer to 1889 when Howard H. Trefethen established his wholesale lobster business.

Prior to 1880 lobstering in Maine was largely irrelevant to Maine's economy, ranking sixth in pounds landed behind cod, herring, mackerel, hake, and haddock. In the 1880s lobsters quickly became the most valuable catch in Maine's fisheries driven in part by the rise of Maine as a tourist destination and the ability to transport fresh lobster to urban markets. The lobster catch in Maine grew from 14 million pounds in 1880 to 25 million pounds in 1889. The value of the catch increased from \$269,000 in 1880 to \$574,000 in 1889. By 1900 the lobsters were Maine's most valuable catch worth approximately \$1 million dollars. As the value of the catch and demand for lobsters increased the number of lobsterman increased as well from less than 200 in 1876 to 3,304 in 1898. Lobster for delivery out of state was initially canned locally, but was quickly replaced by fresh shipment after 1885 with the development of lobster pounds along the coast.<sup>6</sup>

Lobstering in Maine was a seasonal business, with trapping occurring in March-July and October-December. The steady demand and seasonal supply resulted in low prices when lobsters were readily available and high prices when there were fewer

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<sup>5</sup> The *Maine Register or State Year-book and Legislative Manual* of 1889 indicates that Alpheus G. Sterling and Charles & Henry Trefethen were fish curers and fish wholesalers on House Island. Alpheus, the youngest son of John Starling, inherited the Starling family share of the island. In 1888 deeds indicate Alpheus sold the Trefethens the right to use the water in the eastern cove for a lobster pound. Other fisherman from the island include Henry Trefethen III's nephew George Trefethen, Jr. who sold dry, smoked and pickled fish at 6 Commercial Wharf. George's brother John Waterman Trefethen was a wholesale and retail dealer in fresh and pickled fish on the east end of Commercial Wharf in Portland.

<sup>6</sup> O'Leary, Wayne. *Maine's Sea Fisheries: The Rise and Fall of a Native Industry, 1830-1890*. Boston: Northeastern University Press, 1996. Page 258.



lobsters available for market. In an effort to hold lobsters captive for sale out of season, a lobster pound was created in 1875 by Johnson & Young of Boston in a nine-acre bay along the coast of Vinalhaven, using a natural shoal with a wire fence across the top. By 1890, there were three lobster pounds in Maine, including the lobster pound on House Island. By 1898, the House Island lobster pound was one of nine pounds along the Maine Coast.

In 1889 Howard H. Trefethen, grandson of Henry Trefethen III, entered the wholesale lobster business becoming one of three principals in Holbrook, Trefethen & Harvey, wholesalers in live, boiled and pickled lobster on Long Wharf. A business journal notes in 1891 Holbrook, Trefethen & Harvey had a pound on the island. The pound was located in a cove on the east side of the island, now known as Lobster Pound Cove (See images). Two natural rock ledges were extended by a granite wall topped with a short weir to enclose the cove and create a containment pond for the lobsters. Historic photographs show a small gable building at the northern end of the wall. The fish house was likely used for the storage of lobster feed, for packing the lobsters, and for the storage of gear, usually nets or seines, used to harvest the lobsters from the pound. In the 19<sup>th</sup> century, Howard's cousin, Newell Fales Trefethen, continued the family's involvement with wholesale lobstering, operating a lobster business in Portland. He moved his lobster house, N.F. Trefethen Co. from Portland Pier to Customs House Wharf, building a two story lobster house.<sup>7</sup> He also operated a lobster pound in South Bristol, Maine. His uncle, George Trefethen Jr worked with him at N.F. Trefethen Co.

### *Military Ownership, 1808-World War II*

#### *Second Systems Forts and the War of 1812*

In 1807 the English ban on US trade with France and concerns in the United States over British aggression toward the country's coastal cities and sailing vessels prompted President Jefferson to renew the country's fortification program. Forts built during this period were known as second system forts. Second system forts were built with engineers from the US Military Academy at West Point, a corps program established in 1802 to cut the country's reliance on foreign engineering. Second system forts in Maine include: Fort Sullivan in Eastport (1808), Fort Machias in Machiasport (1807), Fort Penobscot (1807), Fort George in Castine (1808), Damariscotta (1807), Fort Edgecomb (1807), Georgetown (1808), Fort Scammell (1808), Fort Preble in South Portland (1808), Fort Sumner in Portland (1794,1808), and Fort McClary at Kittery Point (1808).

Fort Scammell was named in honor of Alexander Scammell (1747-1781), adjutant general of the Continental Army in the Revolutionary War. He was killed in action during the Battle of Yorktown. Construction of the fort was overseen by Henry Alexander Scammell Dearborn (1783-1851) a Portland lawyer and son of Major General Henry Dearborn, a former Secretary of War and friend of Alexander

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<sup>7</sup> See 1924 tax photo, Item No 86340.

Scammell. Dearborn also oversaw construction in 1808 of Fort Preble across the harbor entrance in South Portland.

Fort Scammell consisted of two parts, the semi-circular fort and a gun battery. The semi-circular fort overlooked the harbor entrance and was built of brick, a portion of which has been exposed (Image). In the center of the fort was the Powder Magazine. To the north of the magazine was an octagonal blockhouse. The block house had six guns located on the upper floor. The building was also used as a barracks. To the east of the blockhouse was a Brick Furnace to heat the shot before loading into the cannons. The fort was equipped with eleven 24 and 32-pounder mounted cannons.

In June of 1812 the United States declared war on England. Fort Scammell was garrisoned during the War of 1812 (1812-1814), but the fort's guns only fired once in August of 1813 on a British Privateer in Whitehead Passage. A month later in September 1813 a British Flag of Truce party landed at the Fort to negotiate for the release of British prisoners from the *HMS Boxer* captured after a battle with the *USS Enterprise* off Pemaquid Point on 5 September 1813.

Near the end of the war in October of 1814 the Gun Battery was completed on the north end of fort. The detached gun battery overlooked Whitehead Passage.

### *Third Systems Forts*

In 1816 Congress appropriated \$800K to improve the country's seacoast defensive system. Without the threat of war, construction projects moved slowly. The fort was altered in the 1840s when the walls of the semi-circular fort were extended east and west for gun mounts. The walls were extended again in the 1850s to encompass the gun battery. Forts built or altered after the War of 1812 are known as Third System forts. Third system forts are large brick or stone forts with multiple tiers of gun batteries built on promontories or on islands at choke points to important harbor entrances with earth covered batteries open to the rear with concrete magazines to store powder and ammunition. Third System forts in Maine include: Fort Knox in Prospect (1844-1869), Fort Popham in Phippsburg (1857, 1862), Fort Gorges in Portland (1858), Fort Scammell (1808), Fort Preble in South Portland (1808), and Fort McClary in Kittery Point (1808).

Thomas Lincoln Casey (1831-1896) was a West Point graduate, Class of 1852. He was assigned to the Corps of Engineers and taught engineering at West Point 1854-1859. In the 1860s he was assigned to Maine to oversee construction of Fort Knox and Forts Gorges and the redesign of Fort Scammell and Fort Preble. After the Civil War he was assigned to oversee construction on the Washington Monument 1879-1888. He served as the Chief of Engineers for the US Army Corps of Engineers 1888-1895 and was the engineer for the Library of Congress' Thomas Jefferson Building (1890-1897).

During the 1862 construction at Fort Scammell, a two-story bastion was built on the east side of the 1850s walls and a one story bastion was built to the west side near the end of the 1840s wall extension. The bastions were equipped with 10-inch guns and were open to the rear with stone casements facing Casco Bay. A proposed

bastion to the north was not built, although the tunnel was constructed. Each bastion was planned to be three stories in height, but none at that height were completed.

The granite for Fort Scammell was quarried on Mount Waldo and brought by stone sloops to the island. Wharves on the west side of the island were constructed for the off-loading of the stones, as was a stone cutting shed. Stones were unloaded and moved using block and tackle. Not only were the stones for Fort Scammell prepared on House Island, but also the stones for Fort Gorges and Fort Preble. A field of cut and uncut stones is extant just to the north of the stone wharf. Stones were moved from the cutting area to the east bastion by way of a short narrow gauge railroad. A mound near the center of the parade ground is the remains of the foundations of a large cement mixer. The mixer took 26 men to operate. Cement was also brought onto the island in barrels. A solidified chunk of cement with the marking of wood barrel staves that have rotted away is located in the gallery of the East Battery.

In 1870 the fort was modified to accept 13-inch guns on external emplacements and the top of the two granite bastions. The wooden blockhouse was removed and a large gunpowder magazine built near the tunnel entrance to the east bastion. Work on the fort was halted by a federal funding freeze on coastal defense projects in the late 1870s.

#### *Spanish-American War (Endicott Period: 1890-1910)*

In 1885 President Cleveland appointed a joint forces and civilian board to assess the country's coastal defenses. The board recommended a massive construction and modernization program with a focus on concrete fortifications and installation of large caliber breech loading artillery and mortar batteries, usually open topped concrete walls protected by earthworks. The program also included the use of mine fields, with smaller guns employed to protect the mine fields from mine sweeping vessels.

In 1890 Fort Scammell was altered to accommodate the larger 15-inch Rodman cannons and the east battery was used to control a minefield established in Whitehead Passage. Despite these small improvements, Fort Scammell's days were drawing to a close. In 1903 the fort was listed as without armament and was not garrisoned. Although concrete bases for three-inch anti-aircraft guns were built on south and east batteries during World War One in 1918, no guns were installed.

#### *Quarantine Stations & Immigration, 1892-1937*

In the eighteenth and nineteenth centuries in order to prevent the entry and spread of infectious diseases, vessels suspected of having contagious diseases could be stopped and quarantined. Initially, this was done on a port by port basis, with no national control or oversight. New York's first quarantine station was built in 1758 on Bedloe's [Liberty] Island. In 1832, Little Hardwood Island, a small two-acre island in Passamaquoddy Bay was utilized to isolate ship passengers infected with cholera who were arriving at St. Andrews for settlement in Canada and northern New England. The island became known as Quarantine Island and Hospital Island. Hospital Island was used through the period of Irish immigration during the Potato



Famine 1845-1852 and closed in 1865. The hospital and other buildings were destroyed by a storm in 1869. In 1879, the first nationally funded and operated United States Quarantine Station was built on Ship Island, Mississippi for the Port of New Orleans. The same year the Ship Island Quarantine Station was established, a second act established a National Board of Health to coordinate with local and state wide systems of quarantine.

In Maine in 1884, 15-acre Widow's Island off North Haven in Penobscot Bay became the site of a US Navy hospital for yellow fever patients. The hospital was functional 1885-1904, but never had a yellow fever patient. In 1904 after ownership was acquired by the State of Maine, it was used by patients from Augusta Mental Health Institute and Bangor Mental Health Institute for recreation and was known as the Chase Island Convalescent Hospital.

At the end of the nineteenth century in Maine, smaller ports often had no quarantine anchorage, quarantine facility, or even quarantine laws or regulations. In 1896 there were no inspection stations in Castine, Eastport, Ellsworth, Waldoboro, Belfast, Rockland, Wiscasset, York and Kennebunkport.<sup>8</sup> Larger ports like Bath and Bangor, had designated anchorages in the river for vessels suspected of possibly carrying infectious diseases and local laws outlining the procedures for inspecting vessels from foreign ports. A small vessel carrying the local health officer would board and inspect ships at anchorage. In Portland, like Bangor and Bath, a vessel would anchor in the harbor and the Public Health Officer would inspect the ships' crews and passengers for disease. Portland unlike other ports also had a quarantine facility.

The facility was built on land owned by the Federal Government on House Island that was part of the Fort Scammell Military Reservation and licensed to the Portland Board of Health in 1892 to use for quarantine purposes.<sup>9</sup> The City of Portland built a one-and-a-half story cottage with a steam disinfecting chamber, a 30' x36' coal shed, two steam boilers in a boiler house, and a pier on wood pilings. The wood framed cottage was 36' x 78' with a monitor roof and two cupolas. Inside there were two 10'x48' corridors for packing and unpacking baggage. There were six 10' x8' rooms with bathtubs and attached dressing rooms. Water came from a small pond on the hill behind the station and was fed by gravity into a cistern. During inspection, immigrants were stripped and their clothes run through the steam room to disinfect while they bathed. As part of the steam process, heat from the steam was vented to dry the clothing before it was returned to the newly bathed immigrants. Persons that needed to be retained were housed in an old house on the island or in the ordinance building inside the fort. A watchman lived on the island, but the Public Health Officer

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<sup>8</sup> \_\_\_\_\_. *Report of the Federal Security Agency: Public Health Service*. Washington, DC: US Government Printing Office, 1896.

<sup>9</sup> \_\_\_\_\_. *United States Military Reservations, National Cemeteries, and Military Parks*. United States Army, office of the Judge Advocate General, Charles Edward Hay Jr. US Government Printing Office, 1904. Deed from John Green Walden (c1758-1822) and wife to the United States dated February 29, 1808, conveying 12 acres of land. Deed recorded Book 53, Page 531 in the Cumberland County Registry of Deeds.

would be brought out to the island by steamer. In 1895, 415 immigrants passed through the inspection and quarantine station.<sup>10</sup>

In 1896 at the urging of western states, particularly Michigan, and with the approval of the City of Portland, Congress authorized the takeover of the Portland Inspection and Quarantine Station at Fort Scammell. They appropriated \$12,000 for its purchase and maintenance that year, although records indicate they may not have assumed full control of the inspection station until January of 1902.<sup>11</sup> In 1904 one hundred steamers with 1,342 passengers were inspected. In an article in the *Journal of Medicine and Science*, the medical officer in command of the United States Hospital, Quarantine and Immigration Station at Portland, P.C. Kalloch, described the need for a barracks capable of holding 150-200 immigrants, a small hospital, and a residence for doctors and staff on House Island. Until 1905, the north end of the island had been in continuous use for fishing and fish curing. The north end of the island was purchased by the United States from the Sterling and Trefethen heirs. In 1907 the small wood framed barracks for about 50 people, the Public Health Officer's Residence and the Quarantine Hospital were completed. A beehive pump station over a 270-foot deep well to supply water to the barracks was also completed during this period of construction. The pump was powered by a windmill that was removed in the 1970s.

In 1913 a federal subcommittee of the House Appropriations Committee heard testimony for the need of a "fire proof" building for detaining 500 immigrants at the US Hospital, Quarantine and Immigration Station on House Island. The need for expansion of the US Hospital, Quarantine and Immigration Station on House Island to increase detention capacity was in part affected by early 20<sup>th</sup> century immigration laws. Congress passed the 1917 Immigration Act on 5 February 1917 to restrict the immigration of undesirable immigrants from other countries, including any persons with tuberculosis, any form of contagious disease, a disability restricting them from earning a living in the United States or any "idiot, imbecile, epileptics, alcoholics, poor, criminal, beggars, polygamist, or anarchist."<sup>12</sup> The act established a literacy test for immigrants and the requirement for medical examinations before entering the country. In 1920 a second Detention Barracks was built to the east of the Small Barracks. It had a capacity for 592 people.<sup>13</sup> It was torn down in 1962, although the remains of the foundation are still visible.

The Emergency Quota Act 1921 was passed by Congress to temporarily limit the number of immigrants into the United States. The law imposed quotas based on the country of birth. Allowable quotas for each country were calculated at three percent of the total number of foreign-born persons from that country recorded in the 1910

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<sup>10</sup> \_\_\_\_\_. "Portland" *Annual Report of the Supervising Surgeon General of the Marine Hospital Services*. Washington, DC: US Government Printing Office, 1896.

<sup>11</sup> \_\_\_\_\_. *Report of the Federal Security Agency: Public Health Service*. Washington, DC: US Government Printing Office, 1904.

<sup>12</sup> Tucker, Davis and Jessi Creller. "Summary of the 1917 Immigration Act" The University of Washington-Bothell Library website.

[http://library.uwb.edu/guides/usimmigration/1917\\_immigration\\_act.html](http://library.uwb.edu/guides/usimmigration/1917_immigration_act.html)

<sup>13</sup> \_\_\_\_\_. *Fort Scammell Tour*. Portland: Portland Discovery Land & Sea Tours, 2012.

United States census.<sup>14</sup> The Act was superseded in 1924 by the Johnson-Reed Act which limited the number of immigrants allowed into the United States to two percent of the total number of people of each nationality living in the United States as of the 1890 national census.

In the 1920s, the Portland station was largely used as an overflow station for the ports of Boston and New York. In November of 1923 the ships *President Polk* and *George Washington* were diverted to Portland from New York and 218 immigrants from those ships were quarantined at the station. The station was abandoned in the winter of 1923. In 1937 the US Hospital, Quarantine and Immigration Station on House Island was officially closed and offered for sale.

### *Navigation*

In the early 20<sup>th</sup> century, a shoal about 60 yards off the north end of the island was marked by House Island Light.<sup>15</sup> A shoal with 14-17 feet of water over it extends from House Island into Diamond Island Roads, the anchorage for vessels waiting for inspection. In 1906, at the time of development of the island by the United States government, a black spar buoy off the north end of the island at the easterly entrance to Diamond Island Roads anchorage was added.<sup>16</sup> Known as House Island Buoy 1, it was discontinued in 1982.<sup>17</sup> In 1914 lights were added to the navigational markers on the island.

The south end of the island is now marked by Fort Scammel Point Light 2, a 35' high triangular red daymark on a skeleton tower. On the north end of the island is House Island Light 3 with a square green daymark on a skeleton tower 20' above water and a House Island Buoy, a green can buoy, at N 43°39' 22.408" and W 70°12'20.221".<sup>18</sup>

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<sup>14</sup> Barrientes, Brenda "Summary of the 1921 Emergency Quota law; An Act to limit the immigration of Aliens into the United States" The University of Washington-Bothell Library website. [http://library.uwb.edu/guides/usimmigration/1921\\_emergency\\_quota\\_law.html](http://library.uwb.edu/guides/usimmigration/1921_emergency_quota_law.html)

<sup>15</sup> United States Coast Pilot: The Atlantic Coast. US Coast & Geodetic Survey. US Government Printing Office, 1911.

<sup>16</sup> "Maine-Portland Harbor Buoyage" *The Canada Gazette*. Ottawa. Saturday August 25, 1906. Page 435.

<sup>17</sup> \_\_\_\_\_. "150 Bouys in use along Maine Coast to be discontinued by Coast Guard". *Bangor Daily News*. April 1, 1982

<sup>18</sup> \_\_\_\_\_. *Light List, Volume 1 Atlantic Coast: St Croix River, Maine to Shrewsbury River, New Jersey*. US Department of Homeland Security, United States Coast Guard. US Government Printing Office, 2014.



### *Private Ownership, 1950-present*

At the end of World War II Fort Scammell was sold to Navy Captain Lincoln King, ret. for \$1200 in 1948. King wanted to sell the fort's granite to the US Army Corps of Engineers for a planned breakwater from the shore of South Portland to Spring Point Light. Hilda Cushing of South Portland wanted to see the fort preserved and was quoted as saying, "You can't have tomorrow without today."<sup>19</sup> She purchased the southern half of the island from King in 1954. In 1955 she purchased the remainder of the island which was then owned by Stanley Pettengill. Her family owned the island until 2014.

## **ARCHITECTURAL DESCRIPTIONS**

House Island is an hourglass shaped island, with the north and south ends of the island connected by a narrow ridge dropping off to semicircular beaches on the east and west sides of the island. The island is characterized by a zone of exposed bedrock around the shoreline with sand beaches on either side of the narrow ridge connecting the two halves of the island, a small sandy beach to the east of the Public Health Officer's Residence and by the former Starling and Trefethen Wharves on the north east side of the island. Like most small coastal islands, the surface of the island has a thin layer of topsoil with bedrock either bare or close to the surface. Exposed bedrock is particularly predominate on the south half of the island. The south half of the island is dominated by Fort Scammell. The cut granite exteriors of the east and west battery are connected by the earth covered magazines and exterior walls of the south battery and unfinished site of the north battery. The fort is centered around a roughly rectangular parade ground that is entered through a sally port on the west side of the island. To the west of the fort is a stone wharf, the remains of a second wharf, the site of the 1892 Portland Inspection Station, and the remains of the stone cutting yard and the partial foundations of the stone work house. On the north end of the island are three wood framed structures associated with the former United States Hospital, Quarantine and Immigration Station, used as seasonal residences and for private functions in the second half of the twentieth century. Primary access is via a dock on the west side of the island. The various resources on the island are connected by mown trails.

### **Small Detention Barracks (1907)**

#### *Map Location C, contributing*

Located at the north end of the island is the small detention barracks constructed in 1907. The one-and-one-half story, rectangular shaped wood-frame building was constructed in the Acadian Revival style. The barracks is eight bays wide and two bays deep and is capped by a hipped roof featuring a flared eave projecting out over the facade and each elevation. The flared eave is a character-defining feature of the Acadian Revival style as is the raised foundation and steeply pitched hipped roof. The soffit is open with decorative rafters exposed. The roof is sheathed with asphalt shingles. The barracks is constructed on a rough-cut, un-coursed granite foundation. A wood water table caps the foundation. The walls of the barracks are clad with wood shingles.

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<sup>19</sup> Gratwick, Harry. *The Forts of Maine: Silent Sentinels of the Pine Tree State*. Charleston, SC: The History Press, 2013. P.55

The principal southeast facade features a slightly projecting center gable over a four-bay wide by one-bay deep entry bay. The southeast facade of the entry bay features four tall window openings, reading from south to north (left to right) the southernmost opening is infilled by a stacked three-light window, the next opening features a nine-over-nine double-hung wood sash, next is a six-over-six double-hung wood sash window with a three-light transom and the last opening is a six-over-six double-hung wood sash window with a three-light transom as well; however the muntins and frame of the last transom are considerable lighter than that to the south. A single multi-light wood entry door is located on the north and south elevations of the entry bay. A band of three one-over-one double-hung sash replacement windows are located in the gable above. Two six-over-six double-hung wood sash windows are located to the north and south of the entry bay. A simple wood surround highlights each door and window opening. Each window has a slightly projecting wood sill. A brick chimney pierces the southwest roof plane to each side of the central gable.

The north and south elevations feature two six-over-six double-hung wood sash windows with a single-light foundation opening below each window. Like the windows on the facade, the openings feature a simple wood surround with a slightly projecting wood sill. Centered above on the plane of the roof is a single hipped roof dormer. The dormer features a flared eave and exposed rafters like the principal hip. A six-over-six double-hung wood sash window provides light to the interior.

The rear (northwest) elevation features a centrally located sliding glass door with a ten-light transom above and three, six-over-six double-hung wood sash windows to each side. Two, hipped roof dormers are located on the roof plane above. Each dormer features an overhanging flared eave and exposed rafters as well as a six-over-six double-hung wood sash window. A slender brick chimney pierces the roof plane to the south of the south dormer. Historic images of the island show that a chimney was located to the north of the north dormer. A full-width wood deck is located along the northwest elevation. A central wood stair provides access to the deck. A simple wood balustrade wraps the deck above and wood lattice is located below.

### **Large Detention Barracks (1920) ruins only**

*Map Location D, contributing*

Located east of the small detention barracks are the deteriorated and partial remnants of the one-story large barracks constructed in 1920. The barracks was constructed of brick laid in a six-course common bond on a poured concrete foundation. The barracks was razed in 1962.

### **Public Health Officer's Residence (1907)**

*Map Location H, contributing*

Located to the southeast of the small detention barracks is the public health officers quarters constructed in 1907. The one-and-one-half story, t-shaped wood-frame building was constructed in Dutch Colonial Revival style with Acadian Revival style influences. The residence is three bays wide and two bays deep and is capped by a side gable gambrel roof featuring a flared eave projecting out over the facade and each elevation. The upper plane of the roof is sheathed with asphalt while the lower plane is sheathed with wood shingles. The residence is constructed on a rough-cut, un-coursed granite foundation. A wood water table caps the foundation. The walls of the residence above are clad with pebbled dash.

The principal west facade features a projecting one-story entry porch centered on the facade. The roof of the porch is supported by classically inspired wood columns resting on wood plinths. Wood steps provide access to the porch. Access is gained through a multi-light wood door flanked by eight-light sidelights. A single 6/6 double-hung wood sash window is located to each side of the entry porch. The windows feature a simple wood surround and slightly projecting wood sill. Historic images of the quarters show the sash were originally six-over-two. A four-light foundation window is centered below each of the first floor windows. A nearly full-width shed roof dormer is located across the lower roof plane on the facade. The dormer features a centered paired six-over-six double-hung wood sash with a single six-over-six double-hung wood sash located to each side. Historic images of the quarters show the paired sash of the dormer were originally a multi-light diamond patterned sash over two-lights and like the first floor, the single six-over-six were historically six-over-two-lights. An interior brick chimney pierces the ridge of the roof to the north of center and an exposed exterior end-wall chimney is located on the south elevation.

A raised one-story wrap-around porch is located at the southeast corner of the south elevation and continues down along the east (rear) elevation. The flat roof of the porch is supported by classically inspired wood columns resting on wood plinths. Wood steps provide access to the porch at the southeast corner of the porch. A paired multi-light French door at the east end of the south elevation provides secondary entrance to the building. The exposed brick chimney stack is located to the west and a single six-over-six double-hung wood sash window is located at the west end of the foundation. A six-over-six double-hung wood sash window is located to each side of the chimney stack in the gable above.

The north elevation features two six-over-six double-hung wood sash windows on the first floor with a window stacked above each opening in the gable. A semi-circular window is located above near the gable peak.

The rear (west) elevation features a two-story centrally located projecting gable with a shed roof dormer to each side. Additionally, a one-and-one-half story rear-ell projects out to the east. An advertisement in 1915 requested services to construct a boiler room and laundry, although no building is mentioned, it appears as though the one-and-one-half story ell may have been added on after the initial construction in 1907. The ell is two-bays wide and one bay deep and is capped by a gable roof featuring a flared eave. The plane of the roof is sheathed with asphalt while the gable end is clad with wood shingles. The ell is constructed on a rough-cut, un-coursed granite foundation with a wood water table capping the foundation. The walls of the ell, like the residence, are clad with pebbled dash. An inset entry is located at the northeast corner of the ell. The windows of the ell are smaller in scale than the principal block.

### **Quarantine Hospital (1907)**

#### *Map Location 1, Contributing*

Located south of the Public Health Officers Quarters, the Quarantine Hospital was constructed in 1907 in the Acadian Revival style. The hospital is a four bay wide and two bay deep, one-story rectangular shaped wood-frame dwelling which is capped by a hipped roof featuring a flared eave projecting out over the facade and each elevation. The flared eave is a character-defining feature of the Acadian Revival style. The soffit is open with rafters exposed. The roof is sheathed with asphalt shingles. The hospital is constructed on a rough-cut, un-coursed granite foundation. A wood water table caps the foundation. The walls of the hospital are clad with wood shingles.



The principal north facade features a central entry flanked by six-over-six double-hung wood sash windows with a secondary entrance located to the west. Both openings features a single-light and wood panel entry door with a transom above and a wood screen door. A single light wood transom is located over the central entry and a three-light transom is located over the entry to the west. A simple wood surround highlights each door and window opening. Each window has a slightly projecting crown and wood sill. A slender brick chimney rises from the east end of the roof. Two slender metal vents pierce the north roof plane to the north and west of the chimney. A set of wood stairs and a wood deck provides access to both entries. A simple wood railing wraps the deck.

The west elevation features two six-over-six double-hung wood sash windows with a single-light foundation opening below each window. Like the windows on the facade, the west elevation openings feature a simple wood surround with a slightly projecting crown and wood sill. Wood flower boxes are located below the sill.

The rear (south) elevation features four six-over-six double-hung wood sash windows symmetrically aligned across the elevation. A small wood frame opening (boarded over) is located between the two western most window openings. The sill of the small opening is level with the meeting rail of the primary windows. A slender brick chimney pierces the roof at the west end of the roof.

### **Starling/Trefethen's Wharves, (c1823)**

#### *Map Location B, Contributing*

Three foundations of the former wharves used by the Starling and Trefethen families are located just off the northeastern shore of the island. The rectangular wharf bases are comprised of small cut and uncut stones. Historically the wharves were extended by wood pilings and wood framed piers. One and two story wood framed fish houses were located on the wharves for the processing of fish.

### **Old Wharf (1862)**

#### *Map Location E, Contributing*

The foundations of an old wharf are located just off shore to the west of the Small Detention Barracks. The wharf base is composed of uncut stones.

### **Beehive Well Head (1907)**

#### *Map Location F, Contributing*

To the west of the Public Health Officer's House is a domed brick structure covered in concrete parging. The domed structure covers a fresh water well.

### **Dock (early 20<sup>th</sup> century, improvements 1950s)**

#### *Map Location G, Contributing*

The actively used dock is largely comprised of wood pilings supporting a long wood wharf with floating docks on the northwestern end for loading and unloading vessels. At the shore end of the dock, stone cribbing is located between the pilings. To the south of the dock is a flat sandy beach for barge landings.

### **Lobster Pound Cove and Foundation of Lobster Pound (1889)**

*Map Locations J & K, contributing*

To the east side of the narrowest point of land between the south and north ends of the island lies Lobster Pound Cove. The semicircular shaped cove has a sandy beach that resolves into rock ledges at the outermost edges of the cove. A natural barrier of ledge extends from the northern edge of the cove into the water. A barrier of cut granite stones connects the ledge barrier to the ledge on the south side of the cove. The stone fill is visible at low tide, but submerged at high tide. The barrier stones are the remains of Trefethen's lobster pound. The stone barrier and ledges were topped by a wood weir. Historic photos indicate a one-story gable roof fish house was located the north end of the enclosure, although no remains of the fish house are apparent in aerial images.

### **Cemetery (1822)**

*Map Location L, Contributing*

A small cemetery is located at the north eastern end of the south section of the island overlooking Lobster Pound Cove. The cemetery is bounded in part by a low wall and picket fence. The cemetery has a few stones. Approximately twenty-two burials are located in the cemetery.

### **Old Wharf/Stone Cribbing (1850s)**

*Map Location M, contributing*

A natural ledge on the west side of the island is topped by the remains of an old wharf with rough and cut stones. The remaining stones are largely below the water at high tide. To the south of the remains of the old wharf are piles of cut granite stones scattered across the rocky shore.

### **Site of Stone Cutting Shed and Granite cutting area (1850s)**

*Map Location N, Landmark*

Between the remains of the old wharf and a wharf of cut granite stones lies an area composed of piles of stacked rough cut granite, finished granite stones, and cast-off waste stones. At the south end of the area is a stacked granite foundation, possibly the foundation of the former Stone Cutting Shed.

### **Granite 'Engineer's' Wharf (1850s)**

*Map Location O, Landmark*

The wharf structure on the west shore of the fort is composed of blocks of large cut granite. The granite perimeter stones curve out from the juncture with the shore and a recessed cut is located on the north side of the wharf. The interior of the wharf is paved with small granite pavers. The pavers have deteriorated with the growth of organic materials between the stones. The western end of the wharf has a deteriorated raised wooden platform and is used for the storage of lobster traps. Large wood bumper pilings are located along the perimeter of the water side of the wharf.

### **Site of Portland Inspection Station (1892)**

*Map Location P, Contributing*

The site of the former 1892 inspection station is located between the entrance to the fort and the granite wharf. The area is overgrown, except for the mown path with outcroppings of ledge.

## **Fort Scammell**

Fort Scammell was originally built as a semi-circular fortification facing Casco Bay and the entrance to Portland Harbor. In the 1840s and 1850s the walls of the original semi-circular fortification were extended on the right and left flanks and finally to the rear to fully enclose a much larger area. During the Civil War and shortly thereafter, the fort was expanded and rebuilt. The major changes of the new construction include the two granite block bastions (east bastion and west bastion) on the east and west sides of the island, the parade ground, and the great magazine. A planned north bastion was never completed.

## **Sally Port (1850s)**

*Map Location Q, Landmark*

Fort Scammell, like most nineteenth century forts, is entered through a sally port. The segmentally arched and vaulted passage originally contained heavily timbered doors which were held by the large iron pins on the outside of the archway. The sally port is flanked on both sides by earthen bomb proofs. A band of square granite pavers is located at the outermost opening in the sally port.

## **Parade Ground (1850s, altered 1862)**

*Map Location R, Landmark*

Fort Scammell includes a centrally located parade ground. The parade ground was larger before the fort was expanded and rebuilt in the 1860s and 1870s. The opening around the parade ground lead to bombproof shelters, powder magazines and gun emplacements.

## **1808 Fort aka South Battery (1808, altered 1862)**

*Map Location S, Landmark*

A section of brick walls of the south battery constructed in 1808 have been partially excavated. The exposed brick walls of the fort are whitewashed. The walls were whitewashed to make it evident to enemy vessels that the harbor was defended.

## **West Battery (1862)**

*Map Location T, Landmark*

A one-story granite block bastion was constructed in 1862 along with the two-story granite block east bastion. The granite casements of both bastions face Casco Bay. The west bastion was designed to have two levels of casements while the east bastion was designed with three; however, the west bastion was only completed to the first level of casements and the east bastion was completed to the second level. Each bastion contains a series of arched casements with heavily vaulted ceilings to support the artillery platforms above. The earthen parapets on the roof were added in 1870s.

## **East Battery (1862)**

*Map Location U, Landmark*

A two-story granite block bastion was constructed in 1862 along with the one-story granite block west bastion. The granite casements of both bastions face Casco Bay. The east bastion was designed to have three levels of casements while the west bastion was designed with two; however, the east bastion was only completed to the second level of casemates and the west bastion was completed to the first. Each bastion contains a series of arched casements with heavily vaulted ceilings to support the artillery platforms above. The earthen parapets on the roof were added in 1870s.



### **Great Magazine (1870s)**

*Map Location V, Landmark*

Along the southeast side of the parade ground and over the site of the 1808 blockhouse a large central magazine or Great Magazine was built in 1870. The magazine was used as the central storeroom for ammunition.

### **House Island Light 3 (late 20<sup>th</sup> century)**

*Map Location A, non-contributing*

House Island Light 3 is located on the north end of the island. A square green daymark is mounted 20 feet above the water on a skeleton tower resting on a concrete base fixed to a rocky ledge.

### **Fort Scammel Point Light 2 (late 20<sup>th</sup> century)**

*Map Location W, non-contributing*

Fort Scammel Point Light 2 is located on the south end of the island. A triangular red daymark is mounted 35 feet above the water on a skeleton tower resting on a concrete base fixed to a rocky ledge.<sup>20</sup>

### **Flagpoles**

A flagpole is located atop the western battery. A second flagpole is located outside the Public Health Officer's Residence. Additional smaller flag poles are located on the dock and on the deck of the Quarantine Hospital.

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<sup>20</sup> <http://me.usharbors.com/harbor-guide/portland-harbor#sthash.F8IKC8ke.dpuf>

## INDEX OF RESOURCES

| Map ID | Resource Name                       | AYB                            | Level of Significance |
|--------|-------------------------------------|--------------------------------|-----------------------|
| A      | House Island Light 3                | Late 20 <sup>th</sup> Century  | Non-Contributing      |
| B      | Starling/Trefethen Wharf 1          | Circa 1823                     | Contributing          |
|        | Starling/Trefethen Wharf 2          | Circa 1823                     | Contributing          |
|        | Starling/Trefethen Wharf 3          | Circa 1823                     | Contributing          |
| C      | Small Detention Barracks            | 1907                           | Contributing          |
| D      | Large Detention Barracks            | 1920                           | Contributing          |
| E      | Old Wharf                           | unknown                        | Contributing          |
| F      | Well Head                           | 1907                           | Contributing          |
| G      | Dock                                | Early 20 <sup>th</sup> Century | Contributing          |
| H      | Public Health Officer's Residence   | 1907                           | Contributing          |
| I      | Quarantine Hospital                 | 1907                           | Contributing          |
| J      | Lobster Pound Cove                  | Circa 1889                     | Contributing          |
| K      | Lobster Pound Foundations           | Circa 1889                     | Contributing          |
| L      | Cemetery                            | 1822-2008                      | Contributing          |
| M      | Old Wharf/Stone Cribbing            | 1850s                          | Contributing          |
| N      | Site of Stone Cutting Shed          | 1850s                          | Landmark              |
| O      | Granite "Engineer's" Wharf          | 1850s                          | Landmark              |
| P      | Site of Portland Inspection Station | 1892                           | Contributing          |
| Q      | Sally Port                          | 1850s                          | Landmark              |
| R      | Parade Ground                       | 1850s (1862)                   | Landmark              |
| S      | South Battery & Site of 1808 Fort   | 1808 (1862)                    | Landmark              |
| T      | West Battery                        | 1862                           | Landmark              |
| U      | East Battery                        | 1862                           | Landmark              |
| V      | Great Magazine                      | 1870                           | Landmark              |
| W      | Fort Scammel Light 2                | Late 20 <sup>th</sup> Century  | Non-Contributing      |

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Deed from the Lincoln King to Hilda Cushing. Book 2210, Page 416. 1954.

Deed from Stanley Pettengill to Hilda Cushing. Book 2231, Page 415. 1955.

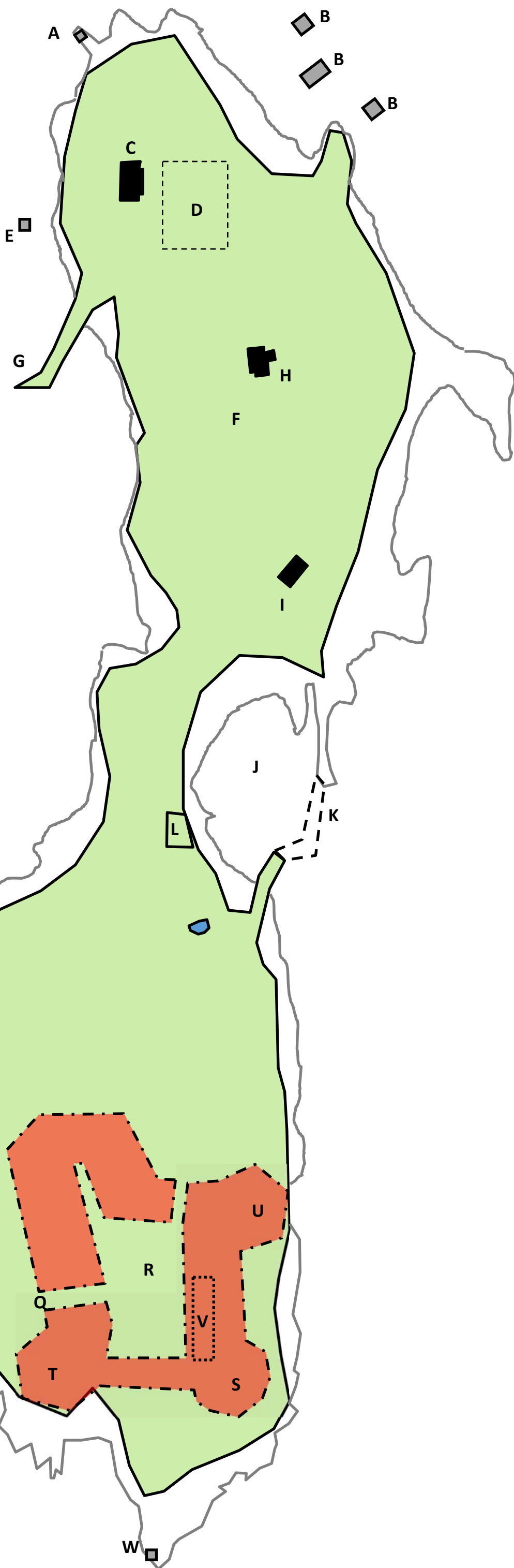
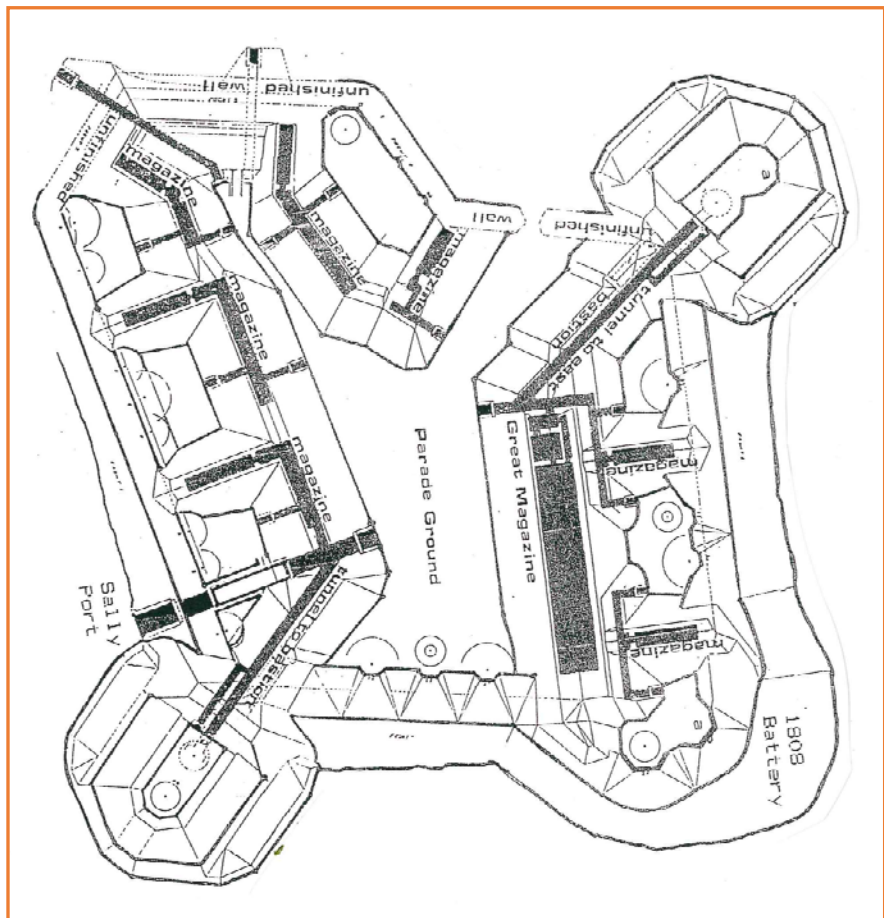
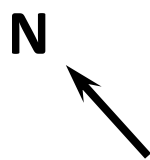
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## With inset map of Fort Scammell

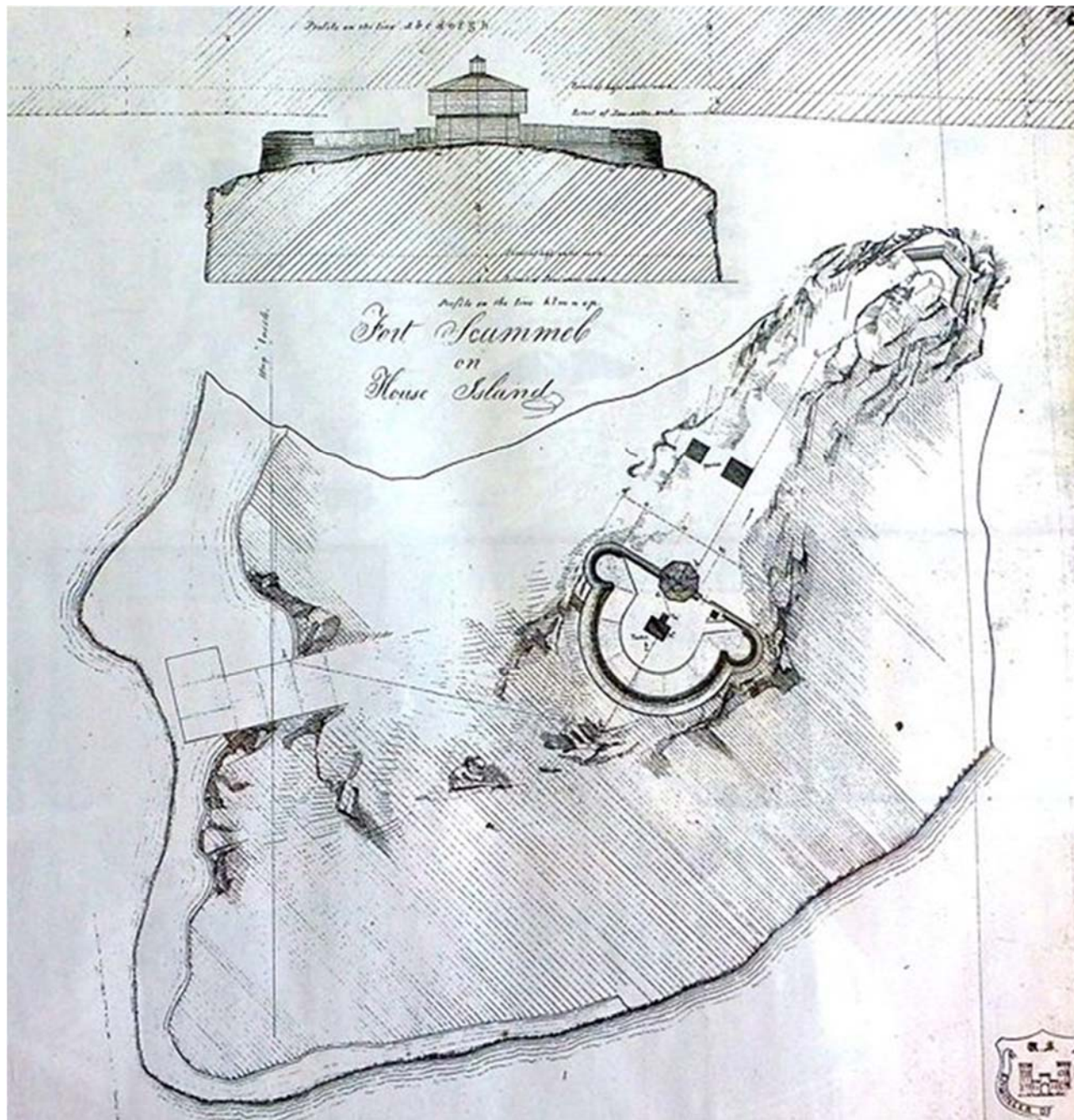


- |   |                                         |
|---|-----------------------------------------|
| A | House Island Light                      |
| B | Starling/Trefethen Wharf Foundation     |
| C | Small Detention Barracks                |
| D | Foundations of Large Detention Barracks |
| E | Wharf Foundation                        |
| F | Well Head                               |
| G | Dock                                    |
| H | Public Health Officer's Residence       |
| I | Quarantine Hospital                     |
| J | Lobster Pound Cove                      |
| K | Foundations of Lobster Pound            |
| L | Cemetery                                |
| M | Old Wharf/Stone Cribbing                |
| N | Granite Cutting Area                    |
| O | Granite Wharf                           |
| P | Site of Portland Inspection Station     |
| Q | Sally Port                              |
| R | Parade Ground                           |
| S | South Battery                           |
| T | West Battery                            |
| U | East Battery                            |
| V | Great Magazine                          |
| W | Fort Scammel Light                      |



**House Island, Portland, ME**  
**Analysis of Eligibility as a**  
**Local Historic District**

**Appendix B - Historic Images**

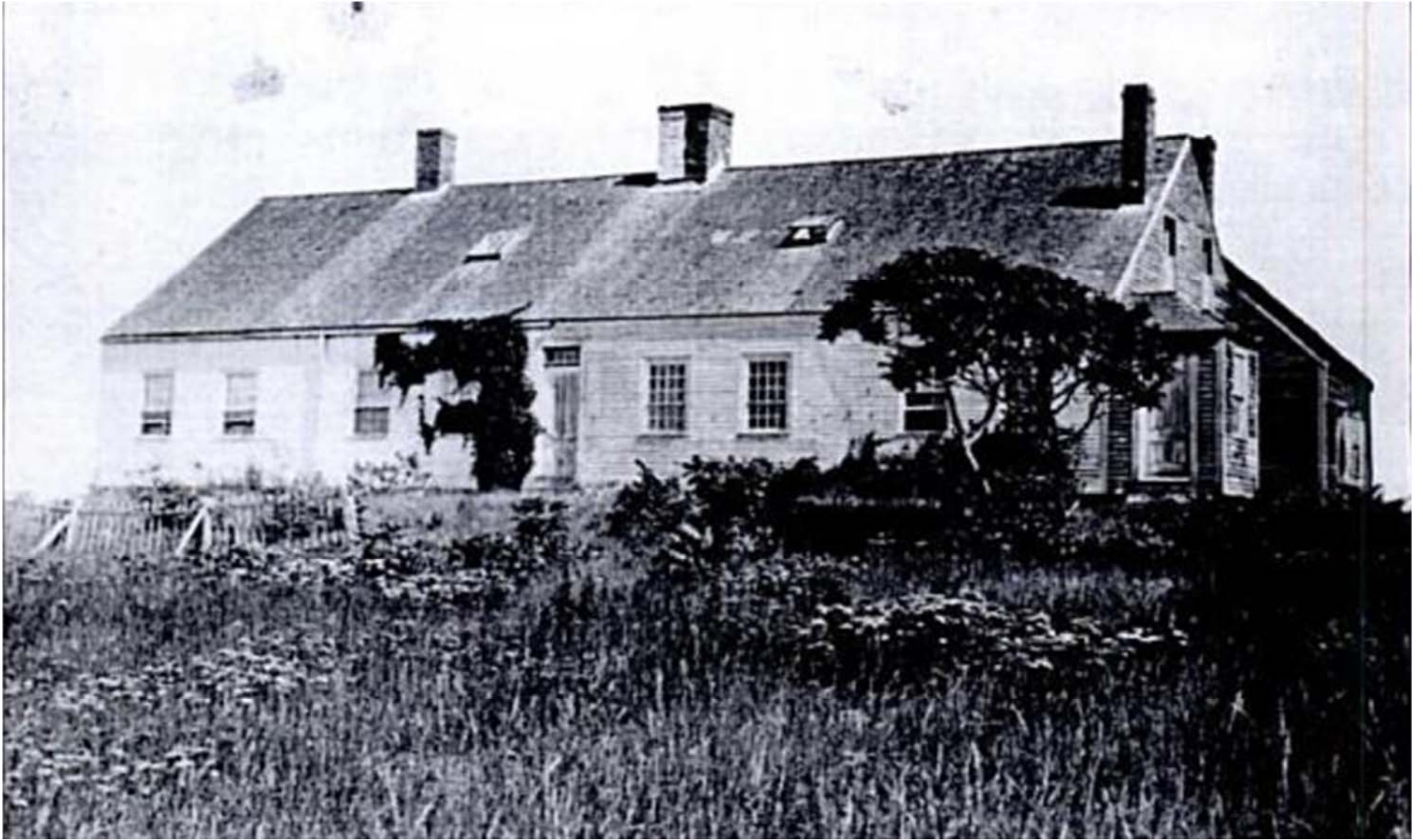


1808 Plan of Fort Scammel on House Island



House Island in the nineteenth century from *New England Magazine: An Illustrated Monthly*, Vol.14.





Dwelling on House Island from *The Casco Bay Islands, Maine* by Ruth S Sargent.



Fish Houses and wharves on House Island from *The Casco Bay Island: 1850-2000* by Kimberly E MacIsaac.



Splitting Hake on Trefethen's Wharf, House Island.  
Image No.fish6813, NOAA's Historic Fisheries Collection.





Trefethen's Flake Yard [House Island].  
Image No.fish6851, NOAA's Historic Fisheries Collection.



View of House Island fish flakes (drying racks) *From The Casco Bay Island: 1850-2000* by Kimberly E MacIsaac.



Trefethen's flake yard [House Island]  
Image No.fish6850, NOAA's Historic Fisheries Collection.





Mending nets at Trefethen's flake yard [House Island].  
Image No.fish6849, NOAA's Historic Fisheries Collection.



Fisherman mending herring gill-nets at House Island, Casco Bay, Maine.  
Image No. Figb0121, NOAA's Historic Fisheries Collection.



Undated Image of House Island Lobster Pound from *New England Magazine: An Illustrated Monthly*, Vol.14.





Fort Scammell, House Island 1900-1906 from the collections of the Library of Congress



Image of Fort Scammell, House Island 1900-1910 from the collections of the Library of Congress





L to R the Public Health Officer's House, the Large Detention Barracks, and behind, the Small Detention Barracks *From The Casco Bay Island: 1850-2000* by Kimberly E MacIsaac.





Image of House Island May 1941 from the *National Archives*. Identifier No. 7318778.



Public Health Officer's House, House Island. Item 68410, Maine Memory Network.

**House Island, Portland, ME**  
**Analysis of Eligibility as a**  
**Local Historic District**

**Appendix C - Extant Images**





2012 photo by Max Yeston, Greater Portland Landmarks

**Small Detention Barracks** (1907) *Map Location C, Contributing*





2013 photo, Greater Portland Landmarks

**Remains of the Large Detention Barracks** (1920) *Map Location D, Contributing*





2012 photo by Max Yeston, Greater Portland Landmarks

**Public Health Officer's Residence** (1907) *Map Location H, Contributing*





2012 photo by Max Yeston, Greater Portland Landmarks

**Quarantine Hospital** (1907) *Map Location I, Contributing*





2013 photo, Greater Portland Landmarks

**Lobster Cove** (c1889) *Map Location J, Contributing*





2013 photo, Greater Portland Landmarks

**Old Wharf/Stone cribbing and Remains of Granite Stones (1850s)** *Map Location M, Contributing*





2013 photo, Greater Portland Landmarks

**Granite “Engineer’s” Wharf** (1850s) *Map Location O, Landmark*































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

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**WORKSHOP (3<sup>rd</sup>)  
MUNJOY HILL**

**TO:** Chair Sheridan and Members of the Historic Preservation Board  
**FROM:** Deb Andrews, Historic Preservation Program Manager  
**DATE:** September 23, 2019  
**RE:** October 2, 2019 3<sup>rd</sup> **WORKSHOP – Preliminary Review of Munjoy Hill  
Historic District Nomination**

**INTRODUCTION**

A third workshop has been scheduled to continue preliminary review of a proposal to designate an area within the Munjoy Hill neighborhood as a local historic district. Previous review sessions were held on July 10<sup>th</sup> and September 4<sup>th</sup>. Site walks of the proposed district were held on July 31<sup>st</sup> and August 28<sup>th</sup>.

At the upcoming workshop, Planning and Historic Preservation staff will respond to questions or requests for clarification posed by Board members and members of the public during the September 4<sup>th</sup> workshop. A number of the key questions are addressed in this memo as well. Staff has also prepared a map highlighting a number of changes to the original (July 10) proposed district map that reflect Board discussion and agreement at the September 4<sup>th</sup> workshop—see ATTACHMENT 1. Changes include reclassification of ten properties within the original proposed boundary; identification of four properties outside the proposed boundary for which the property owner requests individual designation; and two boundary adjustments.

**BACKGROUND, Impetus for Historic District Proposal**

Consideration of a potential Munjoy Hill Historic District is the final component of a comprehensive planning initiative that began in late 2017 in response to residents' concerns about the scale and character of recent development as well as a rise in the number of buildings demolished on the Hill. In December 2017, the City Council approved a 180-day moratorium on demolition within the R-6 zone of Munjoy Hill to allow time for Planning staff to conduct an analysis of the impacts and effectiveness of current zoning and review standards on Munjoy Hill development. Staff was instructed to return to the Council by June 2018 with its recommendation for any amendments to the current zoning and/or adoption of additional planning tools to more effectively manage development.



When Planning staff returned to the Council in June, staff recommended a number of new and revised planning tools to better manage development on Munjoy Hill. These included the creation of a “Munjoy Hill Neighborhood Conservation Overlay District” to implement new dimensional, design, and performance standards related to new construction and demolitions within the R-6 zone on Munjoy Hill. Staff’s recommendation also included designation of one or more historic districts within the larger Munjoy Hill neighborhood.

While the zoning amendments, demolition delay provisions and revised R6 design standards and process were adopted by the Council in June, the Council was not in a position to make a final decision on staff’s proposal to create a historic district on Munjoy Hill. As staff explained, Portland’s historic preservation ordinance requires that detailed documentation and analysis be conducted in order to delineate district boundaries and make the case for designation. As of June 2018, staff was simply seeking the Council’s general support for moving forward with consideration of a district. The Council instructed staff to move forward with the necessary documentation and return with a proposal.

A detailed survey and analysis of Munjoy Hill’s building stock got underway late last summer with assistance from project interns and a preservation consultant. From this work, a draft district boundary was delineated, building classifications (landmark, contributing, non-contributing) were assigned, and a report on Munjoy Hill’s history, architectural and cultural significance and visual character was prepared for consideration by the Historic Preservation Board, Planning Board and Council as well as property owners and area residents. A number of informational meetings were held in the neighborhood during this review period. Staff presented its draft proposal to the neighborhood on April 30<sup>th</sup>. The April 30 presentation was followed by additional neighborhood meetings to answer questions and invite feedback. The proposal was formally introduced to the Historic Preservation Board on July 10<sup>th</sup>.

## **DISTRICT NOMINATION**

On July 10<sup>th</sup>, following an introductory workshop on the draft district proposal, six members of the Historic Preservation Board formally nominated the proposed Munjoy Hill Historic District. Nomination by at least two members of the Board is required under the provisions of Portland’s historic preservation ordinance in order to move forward with the formal designation review process. Prior to the formal nomination, a petition signed by 23 Munjoy Hill property owners was submitted to the City requesting designation of a Munjoy Hill historic district.

Note that nomination of a district, while required to begin the official designation review process, does not limit the Historic Preservation Board’s ability to amend the draft boundaries, change any building classification or make any modifications to associated ordinances as they affect the district. The same is true for the Planning Board and Council at such time they take up the proposal for review. Additionally, nomination does not preclude the HP Board or Planning Board from deciding not to recommend designation.



## SITE WALKS, SUMMARY of 9/4 WORKSHOP

HP Board site walks of the proposed district were held in July and August. (The site walks were also open to the public.) The purpose of the site walks was to familiarize Board members with the neighborhood's building stock, observe proposed district boundaries and review the classification (or "preservation value") assigned to each building within proposed district. As Board discussion is not allowed on site walks, Board members were asked to simply identify those properties or boundary areas for which additional information and discussion was requested.

The focus of the September 4<sup>th</sup> workshop was on the properties and areas identified by Board members during their site walks. Staff described the rationale behind the boundary as originally delineated and noted some specific sections of the overall boundary that, upon further consideration, might warrant adjustment. Staff also provided written building descriptions and photographs of each of the structures identified by Board members during the site walk as warranting further consideration. Staff also identified properties outside the proposed boundaries for which the property owner requested individual designation.

Following discussion, the Board recommended the following changes to the district map as originally presented in July: (See also ATTACHMENT 1 for map highlighting properties)

### Boundary adjustments:

- Walnut Street: include entire block (south side only) between North and Willis.  
This adds three properties: 42 (NC), 44 (NC) and 46 (C) Walnut
- Kellogg Street: include both sides of the entire block between Congress and Monument.  
This adds two properties: 51-53 (C) and 57 (NC) Kellogg

### Property reclassifications:

- Noncontributing to Contributing:
  - 11 O'Brion
  - 28 O'Brion
  - 31 O'Brion
  - 43 O'Brion
  - 49 O'Brion
  - 24 St. Lawrence
  - 65 St. Lawrence
  - 96 Vesper
  - 32 Wilson
- Contributing to Noncontributing
  - 63 Morning
- Vacant to Noncontributing (based age of construction)
  - 40 O'Brion



Additional proposed individual Landmark designations (upon request of property owner)

7 Lafayette  
8-12 Montreal  
51 Monument  
28 Waterville

## RESPONSES TO KEY QUESTIONS/CONCERNS RAISED AT 9/4 WORKSHOP

*Why is a historic district proposal being considered at this time? Why not allow more time to observe the impact of the existing Munjoy Hill Neighborhood Conservation District (MHNCD) regulations before adding more measures?*

Last June, following a six-month moratorium on new development within the R-6 zone on Munjoy Hill, Planning staff presented its recommendation to the City Council for a multi-pronged regulatory approach aimed at more effectively managing residential development on the Hill. Among the tools included in staff's recommendation was historic district designation for a portion of the Hill.

While some of the recommended regulations could be developed during the 6-month moratorium period and presented to the Council for immediate approval and implementation, formal review of a historic district proposal requires a survey of the area's building stock as well as extensive documentation and delineation of boundaries. Staff recognized that this work could not be completed during the moratorium period and would require additional resources to complete. As such, Planning staff recommended historic district designation among the suite of tools and asked the Council for authorization to proceed with the required documentation, analysis and formal review. The Council instructed staff to move forward with developing a historic district proposal for the Council's future consideration.

In short, the land use regulations put in place under the approved MHNCD and those associated with historic district designation were never presented as "either/or" measures, but as complementary measures. As described below, historic district protections differ considerably from those provided under the Conservation Overlay District.

*What distinguishes historic district regulations/protections from the current MHNCD regulations/protections?*

The regulations currently in place under the Overlay District govern new construction and demolition. The Overlay District contains dimensional and design standards which revise maximum building heights, address rooftop appurtenances, regulate parking placement and its effect on front facades and regulate roof forms. Under the MHNCD, the Alternative Design Review option, which had been suspended during the period the Overlay District was being studied, was reinstated, but with the introduction of procedural and substantive changes.



The demolition requirements in the Overlay District include a 12-month stay of demolition for structures determined by the Planning Authority to be “preferably preserved”. The delay period can be reduced if the applicant elects to have their new construction proposal reviewed by the Historic Preservation Board and the Board finds that the design proposal meets the historic preservation ordinance’s new construction standards. In that case, the stay is lifted and the “preferably preserved” building can be demolished and replaced. Alternatively, the applicant can wait and move forward with demolition after the 12-month stay. The premise of this demo delay ordinance is that the delay will encourage parties to explore alternatives to demolition. There is nothing to prevent demolition, however, unless the Historic Preservation Board nominates the building for individual landmark designation and the Council approves such designation.

With respect to design review of new construction *not* involving demolition of a preferably preserved structure, the dimensional and design standards included in the Overlay District apply. If an applicant elects to pursue a more contemporary design than would be allowed under the R-6 zone’s base design standards (which are relatively prescriptive), the applicant may opt for the Alternative Design Review process which allows for more flexibility in design. Under this process, the review is conducted in a public meeting and the Historic Preservation Board is charged with conducting the review. The applicant must meet the *intent* of the R6 design principles and standards and demonstrate that the project will be compatible with its immediate context. The r-6 Alternative Design Review was further amended to allow for additional design flexibility when social or environmental public benefits are proposed as part of the project, including the provision of sustainable design, affordable housing units or green technology.

Historic District designation puts into place regulations and review standards that govern not only demolition and new construction, but also alterations and additions to the historic structures that make up the bulk of the neighborhood. A key premise behind historic preservation measures is that the historic buildings that define a historic neighborhood and give it its valued character warrant stewardship. It is not enough to implement regulations that require infill construction to be compatible with its historic context if the historic structures that make up that context may be altered without any form of review or guidance. Diminishment or destruction of historic character can result from major renovations or from incremental changes over time. Historic preservation regulations are not intended to *prevent* changes to historic buildings but rather to provide a mechanism to *manage* change so that the historic character of the buildings and the neighborhood as a whole is maintained and enhanced over time.

When a historic district is established, every building is assigned a classification or “preservation value” at the time of designation that determines the type, standards and limits of jurisdiction that will apply in any future review. Alterations and additions to “contributing” structures are reviewed under the *Secretary of the Interior’s Standards for Review of Alterations*. These standards, which are applied in historic districts throughout the country, are intentionally general in nature, as they are written to address a wide variety of potential alterations and an equally wide range of historic resources. (The ordinance’s *Standards for Review of Alterations* are enclosed as ATTACHMENT 3.)



Each review standard includes language intended to ensure a level of reasonableness when staff or the HP Board applies the standard—language such as “every reasonable effort shall be made...”, “wherever feasible...”, and “...should be avoided when possible”. Under the historic preservation ordinance, alterations or additions that are not readily visible from a public way are not subject to review. Alterations to “noncontributing” structures are governed by a more lenient set of review standards and noncontributing structures may be demolished as-of-right. Any replacement building is subject to review under the historic preservation ordinance’s new construction standards.

The historic preservation ordinance’s new construction standards are, likewise, intentionally general in nature and identify broad areas of compatibility (scale and form; composition of facades; relationship to the street) that must be considered by both the applicant and the Board in developing or reviewing a design proposal. The review process for new construction makes careful analysis of a project’s surrounding context a high priority. To that end, all design proposals submitted for review are required to be shown *in context*.

The *Historic Resources Design Manual*, which was adopted by reference as a component of the preservation ordinance, includes a chapter on new construction that elaborates on the individual review standards and provides examples of successful and unsuccessful responses to the standards. The preamble to the chapter (enclosed as ATTACHMENT 4), summarizes the intent behind the ordinance’s new construction review standards. The preamble makes clear that while the ordinance requires a context-sensitive solution, the design standards are intended to provide a level of flexibility in responding to the design cues present in a given context. The review process itself is conducted by members of a board comprised of individuals with expertise in historic rehabilitation, construction, architecture and/or design.

With respect to demolition, landmark or contributing structures cannot be demolished unless 1) the applicant can meet the ordinance’s economic hardship test which requires demonstration of “no reasonable use of the structure”; or 2) the Historic Preservation Board, upon request of an applicant, amends or rescinds the original landmark or contributing classification. The ordinance includes a process and review criteria for considering such requests. Since the ordinance went into effect in 1990, a number of buildings in historic districts have had their classification changed. One of the bases for changing a building classification from “contributing” to “noncontributing” is receipt of evidence that the building is structurally unsound.

It should be noted that a proposal for *partial* demolition, for example demolition of a rear ell, is typically reviewed as an alteration.

### ***What is the “100-foot rule” and how does it relate to the historic district proposal?***

The “100-foot rule” is a site plan ordinance standard that applies to developments located within 100 feet of a designated landmark, historic district or historic landscape district and requires that “such development shall be generally compatible with the major character-defining elements of the



landmark or portion of the district in the immediate vicinity of the proposed development.” (See ATTACHMENT 5 for full text of standard.) A determination of compatibility is made by the Planning Board (or Planning staff in the case of a Level I or Level II development). The standard requires that historic preservation staff provide a written analysis of the context to aid the Planning Board in its review. (In the case of staff-level reviews, historic preservation staff typically participates in the design review team, which is comprised of the Urban Designer and two other members of the Planning staff.) Note that an advisory review by the Historic Preservation Board is not required under this standard. For major projects, and with the consent of the applicant, staff has forwarded the proposal to the Historic Preservation Board for a one-session advisory review. In those cases, the Historic Preservation Board’s comments and questions are summarized in a memo for the Planning Board’s consideration.

The 100-foot rule applies for all of Portland’s individual landmarks and historic districts, except the India Street Historic District. In that case, the Planning Board decided that application of the rule was not necessary given the adoption of a new, detailed Form-Based Code for the neighborhood.

### *What is meant by a “contributing” structure?*

As has been noted, approximately 85% of the structures within the proposed district have been classified as “contributing” structures. In reviewing public comment, some have interpreted this to mean “85% of the structures are *conforming to historical standards*.” Clarification regarding the historic preservation ordinance’s definition of “contributing” may be instructive.

A “contributing” structure within a local historic district is one that “contributes generally to the qualities that give the historic district cultural, historic, architectural or archaeological significance as embodied in the criteria for designating an historic district, but without being itself a landmark.” A contributing structure must also have “sufficient integrity of location, design, condition, materials and workmanship to make it worthy of preservation or restoration.” Contributing structures do not necessarily “conform to historical standards”. In fact, as shown in preliminary maps of the proposed district, a considerable number of the contributing buildings within the draft district have been altered over time in ways that have diminished to some extent their original architectural character. Notwithstanding some level of alteration, they are worthy of preservation. As experience has shown in Portland’s existing historic districts, many previously-compromised historic structures have regained their historic character over time through sensitive rehabilitation.

## **ATTACHMENTS**

1. Map of properties where classification is recommended to be changed
2. Amended draft historic district map incorporating above changes.
3. Historic preservation ordinance’s Standards for Review of Alterations
4. Preamble to Historic Resources Design Manual’s chapter on new construction
5. “100-foot rule” (Sec. 14-526 5. b of site plan ordinance)

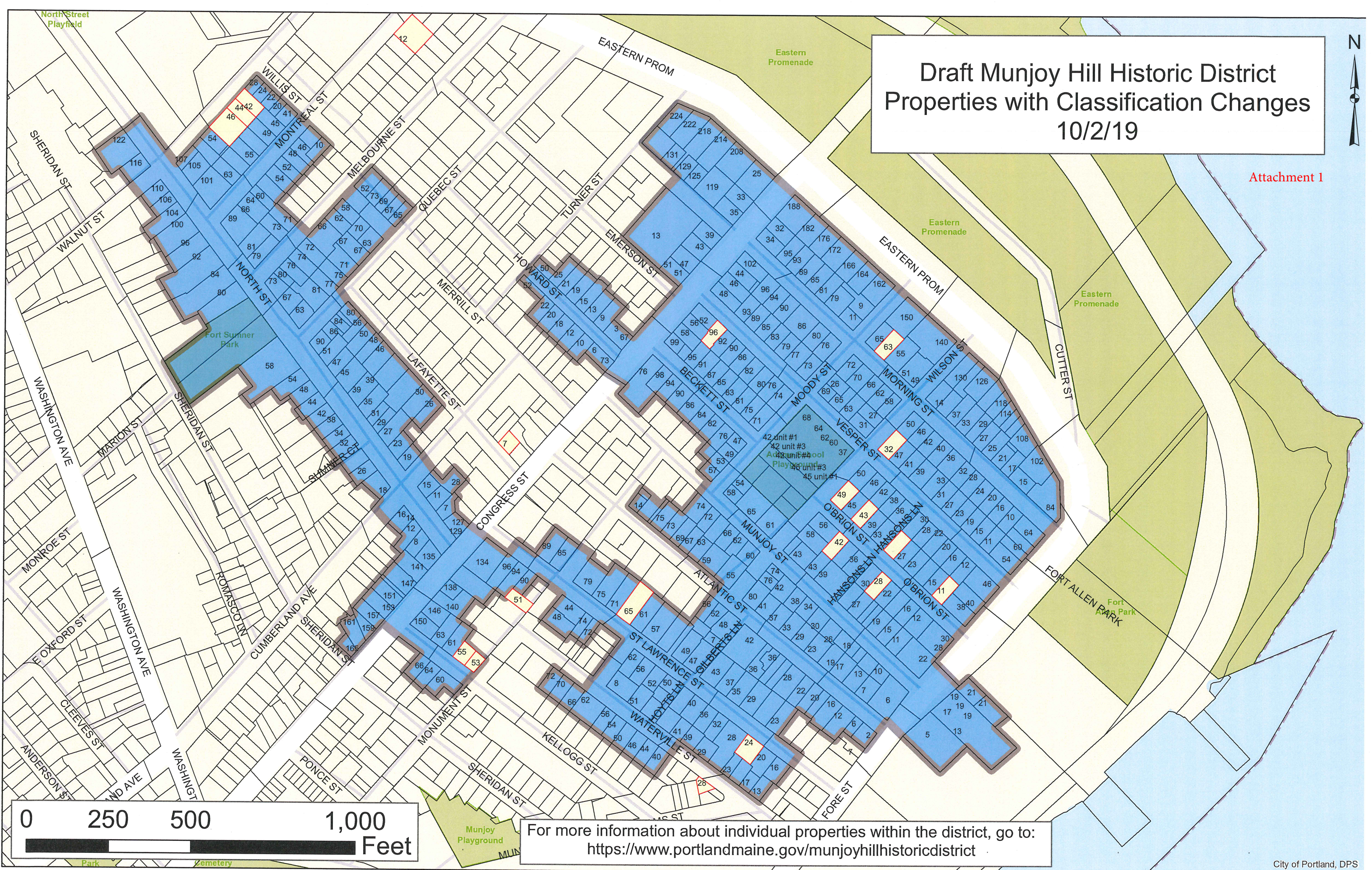






# Draft Munjoy Hill Historic District Properties with Classification Changes 10/2/19

Attachment 1





# Draft Munjoy Hill Historic District 10/2/19

Attachment 2

## Property Classifications

- Designated Landmark
- Proposed Landmark
- Noncontributing based on date of construction
- Noncontributing based on extent of alteration
- Undeveloped parcel
- Contributing structure

0 250 500 1,000 Feet

For more information about individual properties within the district, go to:  
<https://www.portlandmaine.gov/munjoyhillhistoricdistrict>



## Standards for Review of Alterations to Historic Buildings

In considering an application for a Certificate of Appropriateness involving alterations, Portland's Historic Preservation Board and staff apply the following general review standards. These standards are based on the Secretary of the Interior's Standards for the Rehabilitation of Historic Properties, which were developed by the National Park Service and used by preservation commissions throughout the country.

- (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.*
- (7) *The surface cleaning of structures and objects, if appropriate, shall be undertaken with the gentlest means possible. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be undertaken.*
- (8) *Every reasonable effort shall be made to protect and preserve significant archeological resources affected by or adjacent to any project. If resources must be disturbed, mitigation measures shall be undertaken.*
- (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.*



# STANDARDS: REVIEW OF CONSTRUCTION

# 5

## New Construction Standards

### Preamble

The placement of a new building or building addition into an existing historic context presents design problems often quite different from those for new construction on open sites. The challenge, simply put, is one of designing a building which is both distinct from and compatible with the buildings that surround it.

Striking a balance between continuity and change is especially important within historic districts. On the one hand, a commitment to historic preservation should not stifle dynamic, creative contemporary architecture. On the other hand, ill-conceived new construction can easily diminish the visual qualities which led to an historic district's special designation.

The purpose of the following standards is to provide guidance in 1) identifying the visual qualities of a given site's context and 2) assessing whether or not a proposed design is likely to compliment that context. The replacement of historic fabric with new construction can, especially in the aggregate, alter the appreciation of an area as a historic district. Therefore, new construction in such a setting must be carried out with extreme care and respect for that context.

The central idea behind good design in a historic context is a simple one. To a large degree, the scale, mass, orientation and articulation of an infill building or addition should be compatible with that of the buildings that surround it. Broadly stated, compatibility refers to the recognition of patterns and characteristics which exist in a given setting, and a responsiveness in new design or renovation which respects these established patterns and characteristics. Although similarity of design is one way of achieving compatibility in a historic context, a creative and distinctly contemporary

design response is both permitted and encouraged. The modern designer is allowed the freedom of individual expression -- within parameters established by the new building's context.

While a specific solution for a given setting cannot be anticipated in a simple set of guidelines, there are a number of building characteristics which can be used to gauge visual compatibility of new construction in an existing context. These characteristics are:

### Scale and Form

Height.  
Width.  
Proportion of principal facades.  
Roof shapes.  
Scale of the structure.

### Composition of Principal Facades

Proportion of openings.  
Rhythm of solids to voids in facades.  
Rhythm of entrance porch and other projections.  
Relationship of materials, texture and color.  
Signs, canopies and awnings.

### Relationship to the street

Walls of continuity.  
Rhythm of spacing and structures on streets.  
Directional expression of principal elevations.



Other Standards (for further discussion of these issues, see Standards 1, 2, 8, 9, 10 of the Standards for Review of Alterations)

Compatible use (see #1).  
Distinguishing original character (see #2).  
Archaeological resources (see #8).  
Contemporary design (see #9).  
Addition (see #10).

A new building in a historic district or adjacent to an individual landmark need not follow the pattern set by its neighbors in each and every category of compatibility. It should, however, relate to a number of them. Each infill project will have a unique context of surrounding structures and sites with some strong, unifying characteristics and some that are more subtle and less obvious. There will usually be one or more definite and easily discernable traits, such as a uniform scale and rhythm of window openings, consistent roof shapes, or a uniform cornice line, that should serve as a basis for a design solution.

Within a homogeneous context, where expression of these building characteristics is fairly consistent, the new building should reinforce this consistent character. In this setting, similarity in particular characteristics may be an appropriate design direction. The challenge of

designing a decidedly distinct structure or addition which is still compatible with a homogeneous context is often more difficult but is an acceptable and often desirable response. The key is that it exhibit respectful contrast. Of course, contexts which exhibit greater variety allow greater freedom in new design, though the designer should still endeavor to identify any unifying characteristics among the disparate buildings and relate the design of the new building in these respects.

Even within the same historic district, design considerations for a new structure will vary from street to street and block to block. Consider the following two Old Port photographs. The first is a view of the north side of Commercial Street, which offers a number of vacant or underutilized lots prime for future development. This is an example of a streetscape that shows a remarkable consistency in many of the characteristics listed above. Height is commonly four or five stories. While rooflines vary from flat to gable to gambrel, all display strong cornice lines and ridgelines parallel to the street. Upper story window sizes and proportions are consistent. The typical granite piers of the commercial and warehouse structures also create a strong unifying rhythm at street level. Additionally, every building is positioned with its facade at the street line. Thus there are several forceful and consistent characteristics to guide the designer. A new building inserted on any of



*North side of Commercial Street.*



these sites should fill the gap in the street wall with a design that strongly reinforces and is compatible with the features and patterns of adjacent buildings.

The second photo shows a vacant parcel on the south side of Fore Street, flanked by the Mariner's Church and the Boothby Square block, and across the street from the former Armory. While the overall height of the surrounding buildings is fairly consistent, the scale of the buildings varies considerably, as do rooflines, roof shapes and building materials. The gable ends of the Armory, the Mariner's Church and the end building of the Boothby Block, create unusual and distinctive profiles both from the street and on the skyline that is unique in the Old Port. Also, the width of buildings varies from single bay commercial blocks to the broad expanse of Mariner's Church.

The complexity and diversity of this setting offers much more flexibility and unique opportunities for infill development than the Commercial Street sites. There are not as many consistent, strong characteristics to focus design options, but rather a diversity of characteristics to challenge the designer. A new building on this site could, and perhaps should, be quite different from one erected on a Commercial Street site because of the more diverse context.

Both of these examples are from commercial areas. Variations in context, sometimes dramatic, occur within residential neighborhoods as well, as the following two streetscapes in the West End illustrate. The mansard-roofed houses on Cushman Street exhibit a remarkable homogeneity, as evidenced in uniform setbacks; scale; rooflines; projecting bays, dormers and steps; and degree of ornamentation (see photo on following page). A proposal for a new house in this context should recognize the homogeneity of building characteristics and should be designed to integrate with and contribute to the strong unified character of the district. A design of contrasting patterns would be more difficult to accommodate in this context.

The second photograph shown on the following page showing houses and churches on State Street contrasts dramatically with Cushman Street. Houses are larger, of many disparate styles, with larger sideyards and front yards. What unifies this streetscape is the high quality design and materials, dynamic roof shapes, and many irregular projections such as gables, turrets, bay windows, porches and chimneys. There is much more room for variety and creativity in this setting. Scale, setback, high level of detail, and overall design quality serve as the principal contextual cures for a new building design in this instance.



*South side of Fore Street.*





*Cushman Street*



*State Street*



It is clear that individual blocks within the same historic district can call for distinctly different buildings. The guidelines that follow would allow new buildings constructed on these and other sites within Portland's historic districts to be dramatically different from each other while still fitting comfortably into their respective street scenes.



*Ten Moulton Street illustrates how the height of infill construction can serve as a bridge between the heights of surrounding structures. While the infill building is taller than its immediate neighbor on Commercial Street, it is roughly the same height as the adjacent building that fronts on Fore Street. The roof also contributes to the impression of proper scale relative to its neighbors by echoing the dormer shape of the building in the foreground and the gable shape of the building behind it. Details, such as the cut-out balconies, also help to reduce its apparent height, especially from the street.*

## **Standards**

The following standards and accompanying photographs illustrate some of the more obvious and common components of building design that can be used to create compatible infill construction. They are not meant to show all the possible factors that can contribute to appropriateness nor can they show all the variations one may encounter in a historic context. They can, however, serve as a resource for the owner, designer and/or builder to use when undertaking new construction when the project is subject to the historic district design standards.

As additional resource material, a glossary of styles

(Section 9) contains brief descriptions of the architectural styles found in Portland historic districts and identifies some of the key characteristics of each. A glossary of terms provide insight into the parts of an historic building and other technical terms.

Also included are district designation reports for each of Portland's historic districts. These reports contain a historical and architectural description of each district, and highlight those structures and characteristics that play important roles in determining the visual quality and boundaries of the district. The architectural descriptions in these reports can often be used not only to determine which architectural components of a building within the district are the most important to preserve, but



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Code of Ordinances  
Sec. 14-526

Land Use  
Chapter 14  
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shall not substantially obstruct public views corridors identified in the Downtown Vision View Corridor Protection Plan, as provided in the City of Portland Design Manual, Appendix 1.

5. *Historic Resources:*

- a. Developments affecting designated landmarks or within designated historic districts or historic landscape districts: Any proposed development required to obtain a certificate of appropriateness under article IX (historic preservation) of the land use code shall be exempt from the following design standards, as described in the Design Manual:
  - (i) Section (b) of the Design Manual (development in B-3 zone), except for (b) (1) e.2. (increasing setback beyond street build-to line), (b) (1)f. (shadow impact on open space), (b) (1)h. (wind impacts), and (b) (1)g. (setbacks from existing structures);
  - (ii) Section (c) of the Design Manual (development in B-5 and B-5b zones), except for (c)a. (shared infrastructure) and (c)d. (parking lot location);
  - (iii) Section (k) of the Design Manual (small residential lot development in R-6 zone);
  - (iv) Section (e) of the Design Manual (University of Southern Maine);
  - (v) Section (f) of the Design Manual (development in B-7 zone), except for (f) (1)a. (transportation demand management);
  - (vi) Section (g) of the Design Manual (development in Eastern Waterfront zone); and
  - (vii) Section (l) of the Design Manual (IS-FBC Building Design Standards)
- b. Development adjacent to designated landmarks,



historic districts or historic landscape districts: when any part of a proposed development is within one hundred (100) feet of any designated landmark, historic district, except the India Street historic district, or historic landscape district, such development shall be generally compatible with the major character-defining elements of the landmark or portion of the district in the immediate vicinity of the proposed development. Character-defining elements of landmarks and historic districts are identified in the historic resources inventory and respective historic district designation reports. For the purposes of this provision, "compatible" design shall be defined as design which respects the established building patterns and visual characteristics that exist in a given setting and, at the same time, is a distinct product of its own time. To aid the planning board in its deliberations, historic preservation staff shall provide a written analysis of the proposed development's immediate context, identifying the major character-defining elements and any established building patterns that characterize the context.

- c. Preservation and/or Documentation of Archaeological Resources. Where a state or local archaeological resource is known to exist or is discovered on the site, the developer shall inform the City and State and shall protect and/or document such resources.
  - (i) Protection shall include leaving archaeological resources untouched beneath a new development through adaptation of foundation design or architectural layout.
  - (ii) Where the applicant can demonstrate that complete protection is not feasible, the applicant shall excavate and document archeological resources. Such measures shall be conducted in consultation with the City Historic Preservation Program and Maine Historic Preservation Commission. For resources of state significance, excavation