

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

---

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

**HISTORIC PRESERVATION BOARD AGENDA**  
**November 28, 2018 at 5:00 PM**

- 1. Workshop - 5:00 p.m. (Council Chambers, 2nd Floor, City Hall)**
  - i. Preliminary Review of Request to Revise Previously-Approved Relocation of Building 12; Former Portland Company Complex 58 Fore Street; Portland Foreside, Applicant.
- 2. Consent Agenda**

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

---

**WORKSHOP  
58 FORE STREET (former Portland Company Complex)**

**TO:** Chair Sheridan and Members of the Historic Preservation Board  
**FROM:** Deb Andrews, Historic Preservation Program Manager  
**DATE:** November 20, 2018  
**RE:** November 28, 2018 **WORKSHOP – Preliminary Review of Request to Revise Previously-Approved Relocation of Building 12. Revision would requirement amendment of master development plan and historic district boundaries**

**Address:** 58 Fore Street  
property occupied by former Portland Company building complex

**Applicant:** Portland Foreside Development Company  
Kevin Costello and Casey Prentice, Principals

**Project Consultant:** David Senus, PE, Woodard & Curran

**Project Architect:** Perkins + Will

### **Introduction**

The developers of 58 Fore Street have requested a workshop to discuss their proposal to revise the previously-approved location for Building 12 of the historic Portland Company complex when it is moved from its current location. Revising the location would require amending the 58 Fore Street Master Development Plan as well as the boundaries of the Portland Company Historic District.

Under the Master Development Plan for 58 Fore Street, which was approved by the Planning Board in 2016, Building 12 was to be relocated from its current position (near the western boundary of the property and physically attached to Building 11) to a location immediately abutting the western edge of a new pedestrian plaza and across from the manufacturing core of the historic complex. As proposed, the relocated building would also abut the southeastern corner of a new office building planned for this area of the property. The relocation was supported by the Historic Preservation Board based on

factors described below in this report and recommended to the Planning Board. Following approval of the master development plan, the historic district boundaries were also amended to reflect this change.

As project consultant David Senus describes in his letter to the Board (see ATTACHMENT 1), the developers are currently proceeding with plans to develop “Block One” of the 58 Fore Street property, which encompasses the western end of the 12-acre property. In preparation for the new construction, Building 11, which was classified as a noncontributing structure, will be demolished and Building 12 will be relocated. Project consultants, including Perkins + Will Architects, have proposed an alternative new location for Building 12, which in their view will better accomplish the goals that led to the original relocation choice. As described below, Building 12 is to be moved further south from its original proposed location and separated from the new office building. The access drive into the property would be shifted to the north of its original position. In its new alignment, the drive would run between the new office building and Building 12.

Note: In addition to reviewing the proposed alternative location for Building 12, the Board is also being asked to provide preliminary comments on proposed alterations to Building 12, which are shown in conceptual form on the enclosed renderings.

The Board is also being asked to provide preliminary comments on the general design direction shown for the new office building proposed for Block One. (As Board members will recall, the eastern end of the new structure falls within the boundary of the Portland Company Historic District and is therefore subject to review.)

### **Materials for Board Review**

The applicant’s lead consultant has provided a cover letter describing the nature of the request and the rationale for the alternative relocation—see ATTACHMENT 4. Also provided is a site plan showing Building 12 in three locations: its original and current location, its previously approved new location, and its proposed revised location (see ATTACHMENT 2, sheet 3). The applicant’s submission also includes as-is photos of Building 12 as well as renderings of a rehabilitated Building 12 and the new office building in their proposed context.

Staff has also included for the Board’s reference copies of several previous staff reports that are relevant in this review. The reports summarize the basis for the Board’s 2016 recommendation to the Planning Board regarding the applicant’s master development plan, in particular the basis for recommending the relocation of Building 12. The reports also provide a summary of general concerns and considerations that the Board wished to highlight as the developers and consultant team moved forward with implementing their plan. See **ATTACHMENTS -----**. These concerns and considerations were included by reference in the Planning Board’s approval letter for the master development plan.

## Background, Summary of Previous Approvals

In February 2016, the Portland City Council voted to designate portions of the former Portland Company industrial complex as a locally-designated historic district. The formal designation followed months of research, documentation, public discussion, review and recommendations by the Historic Preservation Board and Planning Board. Ultimately, the City Council voted to approve the designation of a district that consisted of two separate areas: a contiguous area comprised of six contributing structures east of the current entrance yard and the area occupied by the footprint of Building 12. Other structures within the complex were found to be noncontributing (for the most part, on the basis of condition) and therefore approved for demolition.

In 2017, the developers came forward with a Master Development Plan for the entire property. While not required, master development plans are encouraged for projects on large sites that are likely to be phased over time. The master development plan put forward by the developers included the proposal to relocate Building 12. This proposed relocation was prompted in large part by the fact that a planned new connector road linking Thames Street and Fore Street would essentially “bury” Building 12 below the grade of the new road. Additionally, given the fact that a sizeable new office building would be constructed between Building 12 and the balance of the historic complex, any historical relationship between Building 12 and the other Portland Company structures would be significantly undermined. For these and other reasons, the Board approved the relocation of Building 12.

As the HP Board’s communication to the Planning Board made clear, the new position of Building 12 would retain a key aspect of the building’s original relationship to the historic manufacturing core, as it would be located on the opposite side of the “entrance yard”. As Building 12 functioned as the pattern storage building for the Portland Company, it was important that the patterns be stored in a location well-removed from the highly flammable operations of the yard. The building’s new position would retain the memory of that function. Additionally, by moving Building 12 to its new position, a single, contiguous historic district boundary could be created.

Building 12’s proposed position was also supported because it would be in a prominent position as one entered the property on Thames Street extension and as viewed from Fore Street. Its close physical proximity to the new office building also reinforced the goal of establishing a compatible design relationship between the two structures and with the historic structures on the other side of the entrance yard.

Board members, particularly newer members of the Board, are encouraged to read the applicable staff reports that describe the Board’s considerations, conclusions and recommendations—see ATTACHMENTS 1 and 2

As noted above, following the Planning Board's approval of the Master Development Plan, the process for amending the original historic district boundaries commenced. The Council formally approved the amended Portland Company Historic District boundaries in March 2017. The amended boundaries are shown on ATTACHMENT 3

### **Amendments to Master Development Plans**

Master Development Plans are intended to serve as a general framework for future development, to assist both the developer and future review authorities by establishing general parameters for the overall build-out of a large, multi-component development, particularly one that will be implemented in phases. It is understood that as specific projects are proposed and further consideration is given to specific details of the projects, it is likely that there will be some modifications or adjustments in the plan. Indeed, one of the conditions of the 2016 approval of the master plan specifically addresses potential changes as they might affect historic resources or the district:

*d. .... Future design proposals or substantive changes to the Master Development Plan may be considered for additional review provided they can demonstrate consistency with the Historic Preservation Ordinance and that they do not materially diminish the visibility and integrity of the historic district.*

The approval letter for the Master Development Plan also includes the following standard condition of approval:

*Master Development Plan Amendments.* A minor amendment to a master development plan shall be defined as a change which is generally consistent with the approved master development plan layout of buildings, circulation infrastructure, and open spaces, and:

- i. Does not propose any new general type of use beyond those approved initially;*
- ii. Does not increase the building ground coverage, floor area ratio or residential density of the Master Development Plan;*
- iii. Does not decrease any specified area regulations or enumerated parking ratios; and*
- iv. Does not substantially change access, circulation, or infrastructure on or adjacent to the site.*

*The Planning Authority shall be authorized to approve such minor amendments to a master development plan upon written application and explanation of the change(s) by the owner or its agent of the property. No further public hearings shall be required.*

### **Amendment to Portland Company Historic District Boundary**

If the Board supports the revised relocation of Building 12, the boundaries of the Portland Company Historic District will need to be amended to reflect its new location. As before, it

is advisable that a single, contiguous district be created. See ATTACHMENT 3 for current boundaries. The applicant's submission does not include a map showing proposed new boundaries; this will need to be prepared if the Board is supportive of the applicant's request.

The process for amending historic district boundaries is the same for district designations. That is, the Historic Preservation Board makes a recommendation to amend the boundaries to the Planning Board. The Planning Board, in turn, makes a recommendation to the Council, which has the final authority to amend the district.

### **Applicant's Current Proposal**

#### **1) Revised Relocation of Building 12**

As now proposed, Building 12 would be moved to a position 50 feet south of its original proposed relocation. The building would be separated from the new office building by the access drive leading into the 58 Fore Street property. (The alignment of the access drive would be moved as well.) Mr. Senus lists the development team's arguments for this revised location in his cover letter of October 24—see ATTACHMENT 4.

#### **2) Potential Building Alterations/Additions**

As shown in the enclosed renderings (ATTACHMENT 5), the applicant also proposes to rotate the building 180 degrees so that the elevation currently facing west toward the Old Port will face east toward the interior of the property. Note that the ground floor of the current east elevation includes two large openings beneath steel headers as well as a projecting entry bay. While the current appearance of these openings likely reflects some later alterations, the *presence* of openings on this side of the building is consistent with the original function of the building: to provide storage for patterns used in the manufacturing structures on the other side of the entrance yard. As shown in the enclosed renderings, these ground floor openings would be retained and would face those entering the property from the west. As shown, a new wall sign would be painted on the now-west elevation.

The current west elevation, which is now proposed to face the historic core, has no such ground floor openings. This elevation also features the large painted "Portland Company" wall sign. From the renderings provided, it appears that no ground floor openings will be introduced on this side. The site plan showing its new location, however, suggests that entry bays might be contemplated for both the east and west elevations. This and other discrepancies might be attributable to the fact that plans are still conceptual and the development team is still exploring various additions and alterations.

Rotating the building 180 degrees also means that the elevation currently physically attached to Building 11 will be oriented toward the harbor. As you will note from the enclosed photos of existing conditions, only the third-floor of this elevation is exposed. In its new position, the design team proposes to retain the punched openings of the third floor and fill the created void of the lower floors with continuous glazing. No rendering of the opposite elevation has been provided with this submission.

Finally, the renderings indicate that continuous dormers are proposed for both the south and north roof planes.

### **3. Design Concept for new Block One Office Building**

Although the proposal for the new Block One office building is still at a conceptual design stage, the project architects have provided renderings that illustrate the general design direction that is being pursued and are seeking preliminary feedback. They have also included photographs of area buildings that have informed some of the design approach. These prototypes include the Erecting Building (Building 1) of the Portland Company complex, particularly with respect to its industrial steel-frame windows. (The Erecting Building was approved by the Council to be demolished.)

The proposed office building is depicted as a large-footprint, four-story structure of simple, singular massing. The building features a strong horizontal orientation as viewed from the harbor. The ground floor features large floor-to-ceiling, multi-lite window bays separated by vertical piers. The ground floor windows are intended to recall steel-frame industrial sash such as that featured on the Portland Company's Erecting Building and are intended to open to the sidewalk and plaza. A continuous line of canopies provides a strong horizontal break between the ground floor and the upper façade.

The upper façade exhibits a regular rhythm of vertically-proportioned windows separated by projecting vertical and horizontal divisions to provide architectural interest and three-dimensional texture. As described by the project architect, the upper floor design picks up on the strong tradition of the regularly-spaced, vertically-proportioned windows in Portland's historic commercial structures.

### **Staff Comments**

In reviewing the applicant's proposal to revise the original approved relocation for Building 12, staff finds the new position to be generally consistent with its original proposed location. In its new position, the building will still function as a highly visible "placemaker" as one enters the 58 Fore Street property from the west and as one looks down on the site from Fore Street. The new position also maintains the historical separation of the building from the manufacturing core on the opposite side of the "entry yard" (now plaza). Although the alignment of the building has changed in relation to the alignment of historic

structures on the opposite side of the plaza, the new alignment opens up improved views of the other historic buildings.

Certainly, there is one aspect of the revised, stand-alone location that raises design challenges in the rehabilitation of Building 12. In its previous position, the building was shown as physically linked to the new office building. This resolved the issue of how to handle the two-story “hole” created when Building 12 is separated from Building 11. (The applicant’s proposal to rotate the building—discussed below—was no doubt seen as a way to deal with this void and use it to advantage.) In staff’s view, however, there exist any number of interesting design opportunities for interpreting the “story” of the void in the new location.

Although supportive of the applicant’s request to move Building 12 to the new location, staff has a number of concerns about the proposal to rotate the building 180 degrees and about some of the alterations shown in the preliminary renderings. Throughout the district designation review process, the Board was concerned about preserving a sufficient number of buildings to “tell the story” of the Portland Company, convey the scale of its operations and communicate how it functioned. The Board was also concerned that the individual buildings be understood as part of an interdependent complex, with each performing a specific and necessary role in the overall operations of the company. The location and orientation of each building relate directly to their original intended purpose. In the case of Building 12, the ground floor of its east elevation features a series of large openings and an entry facing the manufacturing core. During the company’s long history, stored patterns would be retrieved from this side of the building. To rotate Building 12 is to disregard its role in the complex, and therefore diminish its integrity. Given the fact that the building is already being removed from its original setting, further manipulation does not seem warranted. Note that criterion (d) of the ordinance’s Standards for Review of Relocation addresses this issue:

*(d) Whether the proposed relocation area is compatible with the cultural, historical or architectural character of the structure or object.*

Note also that the current west elevation of the building includes no ground floor openings, consistent with the fact that it faced away from the working complex. While openings could be added if the building were turned, this would constitute further manipulation and create a false sense of history.

The current west elevation also features the painted wall sign that has become a signature placemaker for the complex. While staff understands from the developers that the sign was added by the former property owner within the last few decades, it can be argued that it has acquired significance in its own right. Simply recreating the sign on the opposite side does not seem like an appropriate substitute.

With respect to the proposed exterior alterations and additions shown in the preliminary renderings, staff reminds the Board that when it forwarded its formal recommendation to the Planning Board on the proposed Master Development Plan, the Board included a list of specific concerns and considerations intended to guide future development within the historic district. (See ATTACHMENT--, pg.3, IV General Input for Future Reviews.) The first item included in this list is as follows:

- *Given the limited number of historic buildings that remain to convey the history, visual character and significance of the Portland Company, care should be taken that any additions or infill construction not overwhelm, distract from or visually compete with the historic structures. While it is understood that building additions and added architectural elements may be necessary or desirable as part of the buildings' conversion to new uses, the number of proposed additions and the scale/architectural prominence of some of the additions as render in the master plan drawings require further consideration to ensure that the historic character of the remaining buildings is not diminished. In short, additions should be recessive and architectural compatible with the subject structure, so that the historic form and architectural character of each constructing structure remains prominent.*

Given the key role Building 12 will play in “announcing” the historic complex as one approaches from the west and as viewed from the harbor, staff feels it is important that additions and alterations be limited to the extent possible. The architectural character and appeal of Building 12 is due in great part to its simplicity of form and detail. To maintain its historic integrity, careful consideration should be given to adding roof dormers on both roof planes and introducing additional openings and projecting canopies on both end walls. And while staff can appreciate that rotating the building would allow the void left by detaching the building from Building 11 to be used to advantage--opening up the possibility of providing dramatic views of the water--the ordinance review standards do not support a change of this consequence in order to accommodate a new use. If the existing south elevation were left in its current condition as encouraged by the ordinance standards, its masonry wall would reinforce the historic core as viewed from the water and stand in striking counterpoint to the highly glazed new construction to the east and west—see general view from harbor provided by Perkins + Will.

#### **Historic Preservation Ordinance’s Standards for Review of Relocation**

In taking up any proposal to relocate a designated historic structure, the Historic Preservation Board is guided by the following ordinance review standards:

- (a) Whether the historic or urban design character and aesthetic interest of the structure or object contribute to its present setting.*
- (b) If located within a district, whether there are definite plans for the area to be vacated and what the effect of those plans is on the character of the surrounding*

*area. In such cases, consideration of additional design guidelines for construction to be imposed as a condition of approval is appropriate.*

*(c) Whether the relocation of the structure or object can be accomplished without significant damage to its physical integrity.*

*(d) Whether the proposed relocation area is compatible with the cultural, historical or architectural character of the structure or object.*

**Attachments:**

1. 12/14/16 HP Board Recommendation to Planning Board re: 58 Fore Street Master Development Plan. (See pg. 3 for "General Input for Future Reviews")
2. 1/10/17 HP Board Recommendation to Planning Board to Amend Boundaries
3. Map of Historic District Boundaries as Amended in 2017 to reflect Master Development Plan
4. Cover letter from consultant David Senus
5. Plans, photos and renderings

## **CITY OF PORTLAND, MAINE**

---

### **HISTORIC PRESERVATION BOARD**

Scott Benson, Chair  
Bruce Wood, Vice Chair  
Ted Oldham  
Penny Pollard  
Julia Sheridan  
John Turk

**TO:** Chair Boepple and Members of the Planning Board  
**FROM:** Scott Benson, Chair, Historic Preservation Board  
Deborah Andrews, Historic Preservation Program Manager  
**DATE:** December 14, 2016  
**SUBJECT:** Historic Preservation Board Finding and Recommendation re:  
a) Conformance of 58 Fore Street Master Development Plan with Review Standards of Historic Preservation Ordinance  
b) Amendment of Portland Company Historic District Boundaries

#### **I. Introduction**

On December 7, the Historic Preservation Board held a public hearing on CPB2's proposed Master Development Plan for its property at 58 Fore Street, within which is located the Portland Company Historic District. Although master development plans are addressed in the site plan ordinance and formal review authority rests with the Planning Board, the Historic Preservation Board's role in the review of the 58 Fore Street Master Plan was two-fold:

First, the Historic Preservation Board was charged with making a finding as to whether the scope and nature of development proposed in the master development plan--in particular proposed alterations, additions and new construction within or abutting the Portland Company Historic District--is in conformance with the review standards of the historic preservation ordinance.

Second, the Historic Preservation Board was charged with making a recommendation to the Planning Board regarding amending the boundaries of the Portland Company Historic District, as proposed by CPB2. Amending the district boundaries would make it possible to relocate Building 12 to another location on the property, just outside the current district boundary. As the relocation of Building 12 is an integral part of the proposed master development plan, the question of amending the historic district is to be taken up in conjunction with the master development plan review. The process for amending historic district boundaries is the same as for district designations. That is, the Historic Preservation Board makes a recommendation on the boundary change to the Planning Board. The Planning Board, in turn, makes a recommendation to the Council, which has final authority to amend the district.

#### **II. Background – Outstanding Issue Identified at November 16 Workshop**

As Planning Board members will recall, the one aspect of the master development plan that raised significant concerns at the HP Board's November workshop was the proposal for

townhouses to be constructed along Fore Street, some of which were proposed to be built on top of contributing historic structures within the Fore Street alleyway. These concerns centered on the impact of the townhouses on the current view of the Portland Company complex from Fore Street and on the existing scale and historic character of development in the alleyway below.

During discussion, Historic Preservation Board members noted that the Portland's Company's location below the grade of Fore Street has historically allowed for views of the complex below. From Fore Street, one can appreciate the retainage required to create the site, the linear alignment of buildings required by the manufacturing process, the industrial nature of the complex, as well as the architectural character and scale of the individual historic structures within view. With the introduction of connected townhouses as shown in the proposed plans, this view of the complex would be virtually eliminated. (Board members did not find the provision of one 50' view corridor within the proposed townhouse row to be adequate in preserving this key view of the complex.).

Board members also expressed concern about the effect of the proposed townhouse construction on the historic scale and character of the alleyway adjacent to Fore Street. As viewed from the alley, plans called for a one-story rooftop addition adjacent to the vault tower (Building 24), new 5-story townhouses built on a portion of the footprint of Building 14 and the footprint of Building 15 (existing structures are 2 stories), and a 3-story addition built on top of Building 16 (the 2-story brass foundry). Immediately abutting the end wall of Building 16 and projecting further into the alleyway were proposed to be additional 5-story townhouses. In the Board's view, the fundamental change in scale, the absence of any building setback to distinguish the historic scale of development from the new and the total obstruction of the Fore Street retaining wall were found to fundamentally alter the historic character of the alleyway. Standards #1, 2 and 9 of the historic preservation ordinance's Standards for Review of Alterations were found applicable to this finding.

Based on drawings presented at the workshop, it was the consensus of Historic Preservation Board members that the townhouse construction along Fore Street (specifically, the townhouses proposed along the length of the existing alleyway development, up to and including Building 16) failed to meet the historic preservation ordinance standards as the construction would materially diminish both the visibility and integrity of the historic district. In summarizing the Board's discussion, Chair Benson indicated that an alternative solution for this area of the historic district would be necessary in order for the Board to forward a positive finding on the master plan's conformance with historic preservation review standards. In addition to this threshold concern, Historic Preservation Board members identified a number of other general issues and/or observations based on the elevations and renderings provided. Recognizing the preliminary nature of a master development plan and the fact that the drawings provided may be subject to change, these issues and observations were identified for the purpose of establishing a record to inform current or future applicants and Historic Preservation Board members when applications for Certificates of Appropriateness are reviewed in the future. *These observations and concerns were reiterated at the 12/7 public hearing and are listed in the following section of this report.*

### **III. December 7 Public Hearing – Potential Revisions Presented for Consideration, Board Response**

On December 7th, representatives of CPB2 presented two alternative design proposals for the Fore Street townhouse component of the master plan in hopes that one or both of the options would resolve the Historic Preservation Board's concerns about the impact of the Fore Street townhouses. While Board members noted that each option included measures that improved upon the previous proposal (for example, a building setback was provided to distinguish the historic scale of development along the alleyway from the new), neither proposal adequately resolved the concerns expressed at the November workshop. Ultimately, the Historic Preservation Board concluded that the extent and scale of proposed building additions and new construction along Fore Street--specifically, the portion of the Fore Street wall extending from the tower (Building 24) in easterly direction up to and including Building 16-- unduly diminished both the visibility and the historic integrity of the Portland Company Historic District.

In order to find that the proposed master development plan for 38 Fore Street is in general conformance with the review standards of the historic preservation ordinance, the Board stipulated that the building additions and new construction highlighted in ATTACHMENTS 1 and 2 be removed from the overall development program. Additionally, the Board stipulated that a separation (width to be determined) between the east end wall of Building 16 and the new townhouses east of Building 16 be provided to define the limits of the original complex and provide a view of the Fore Street wall. Note that the Board's decision does not preclude the proposed construction of a one-story rooftop addition adjacent to Building 24's vault tower or the proposed construction of 5-story townhouses east of Building 16 within the boundaries of the historic district.

### **IV. General Input for Future Reviews**

In addition to this threshold issue, the Historic Preservation Board reiterated at the 12/7 public hearing a number of general concerns and/or observations that were first identified at the workshop. They were highlighted to provide early input to the developers and consultant team and to communicate that some level of design modification will likely be required when projects are reviewed for a Certificate of Appropriateness.

- Given the limited number of historic buildings that remain to convey the history, visual character and significance of the Portland Company, care should be taken that any additions or infill construction not overwhelm, distract from or visually compete with the historic structures. While it is understood that building additions and added architectural elements may be necessary or desirable as part of the buildings' conversion to new uses, the number of proposed additions and the scale/architectural prominence of some of the additions as rendered in the master plan drawings require further consideration to ensure that the historic character of the remaining buildings is not diminished. In short, additions should be recessive and architecturally compatible with the subject structure, so that the historic form and architectural character of each contributing structure remains prominent.

Specific examples of additions identified as warranting modification include the continuous dormer proposed for Building 2, the proposed stair/elevator core addition to Building 6/6A and the rooftop addition adjacent to Building 24 (the vault tower). The proposed dormers on Building 2 will likely need to be pulled back from the edge of the roof and from the wall plane below so as to be more proportionate to the historic building. The stair/elevator core addition to Building 6/6A will likely need to be reduced in size or footprint so as not to dominate the historic building. The rooftop addition next to the vault will need to be set back from the existing building's wall plane and modified in design to ensure that the vault remains visually prominent.

- The historic structures within the district were built over time in response to changing needs or growth of the company. While the buildings share a common material palette, architecturally there are distinctions from one building to another, reflecting their period of construction and/or particular use. As such, care should be taken to avoid using the same design for added features (e.g. new entrance canopies) for every building.
- The east elevation of the proposed office building on Parcel 1 will face the entrance courtyard and will be surrounded by historic Portland Company structures. Given this close visual relationship, this elevation of the building should take visual cues from the historic structures around it so as to be generally compatible. Also, the point of connection between Building 12 and the new office building it adjoins should be given careful consideration.
- The Portland Company's pedestrian bridges were identified as important character-defining features of the complex. At least one bridge should be maintained over each alley.
- Given the location and alignment of the new building on Parcel 3, the building will have an important visual relationship to the historic structures directly across the access road. A contextual architectural treatment—one that reinforces the Portland Company's industrial design vocabulary—is encouraged. Also, consideration should be given to shifting this building toward the east to open up the view of the historic district from the water.
- It is important that any future rehabilitation/redevelopment within the Portland Company Historic District include provisions for "telling the story" of the Portland Company, including the history of the company, what it produced and its significance at the local, state and national level. Interpretation should not be left to chance.
- Given the industrial history of the property, the generally spare approach shown for the site treatment within the historic district is appropriate. Trees and other landscaping within the historic core should be limited so as to reinforce the industrial character.

## V. Formal Finding and Recommendation of the Historic Preservation Board

Following a public hearing and final deliberations, the Historic Preservation Board voted on **two motions** as follows:

- 1) The Board voted 6-0 (Sheridan recused) that on the basis of plans, elevations and renderings of proposed development included in the Master Development Plan for 58 Fore Street and information included in the staff report for the December 7, 2016 public hearing, the Board finds that the proposed Master Development Plan for 58 Fore Street, specifically that portion of proposed development located within the boundary of the Portland Company Historic District, is in conformance with Portland's Historic Preservation Ordinance standards **subject to the removal of the proposed rooftop addition above Building 16, the reduction in scale of proposed infill construction on the footprint of Buildings 14 and 15 to a height not to exceed existing building heights, and the provision of an offset separating Building 16 and new townhouses to the east.** (See ATTACHMENTS 1 AND 2.)

Additionally, the Board finds that the proposed development adjacent to or within one hundred feet of the Portland Company Historic District will be developed so as to 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.

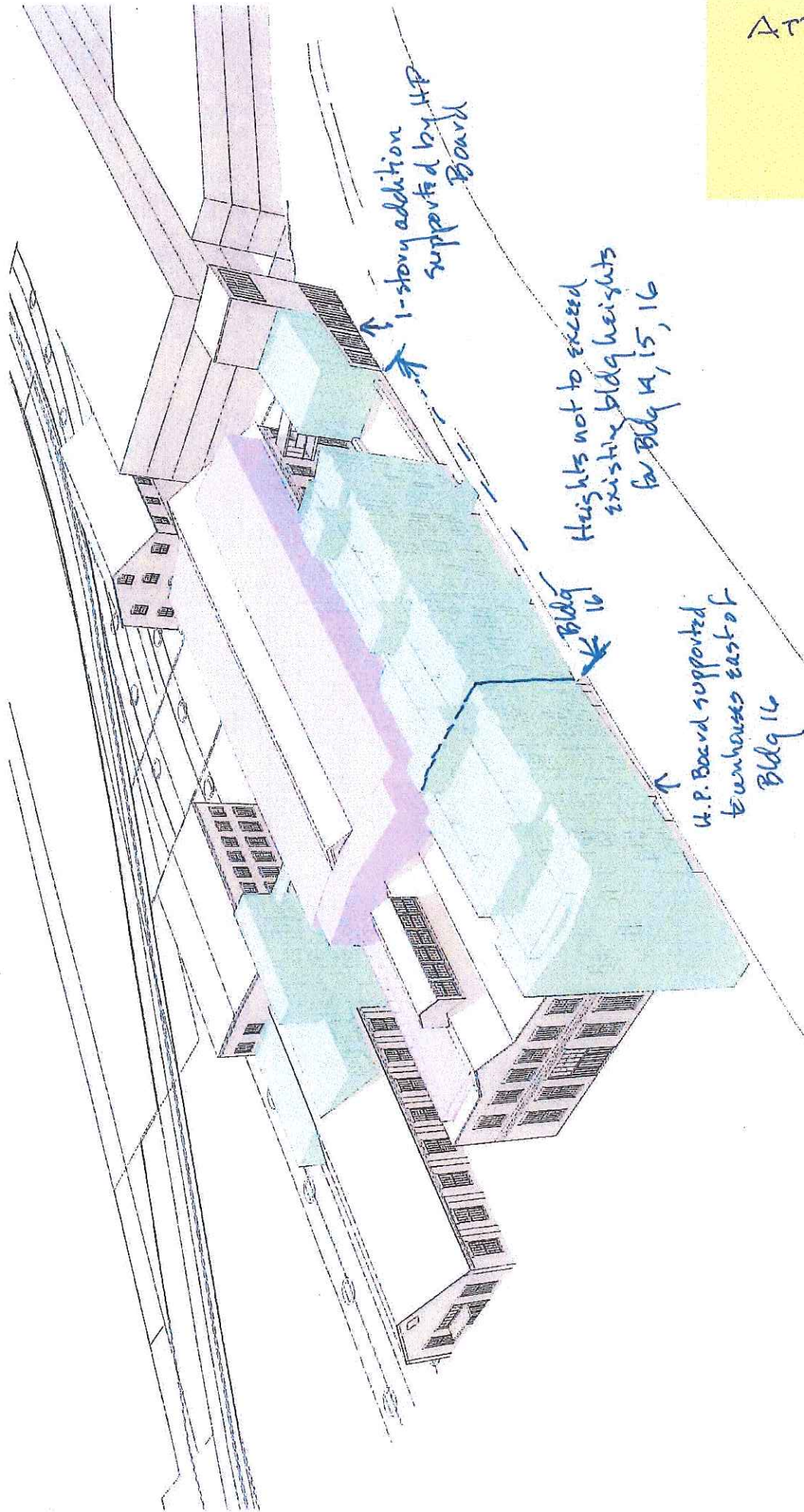
These findings do not preclude the Historic Preservation Board's authority as part of future reviews of Certificate(s) of Appropriateness to require reasonable adjustments in scale, massing or design of proposed additions, alterations or new construction to comply with ordinance requirements, as identified in the 12/7/16 staff report and as amended during Board discussion.

- 2) The Historic Preservation Board voted 5-0 (Sheridan recused, Oldham opposed) to recommend to the Planning Board and City Council that the boundaries of the Portland Company Historic district be amended as shown and described in Bernstein Shur's letter of November 10, 2016. (See ATTACHMENT 3.) This recommendation is based on the Board's finding that amending the boundaries of the Portland Company Historic District is necessary to fulfill a key objective of the Master Development Plan, that being the relocation of Building #12 to a position abutting the western edge of the 50' public access easement on site. Additionally, the Board finds that the district boundary amendment will create a single contiguous historic district and allow for the relocation of Building 12 to a position where it will continue to have a visual relationship with the other remaining Portland Company historic structures.

## ATTACHMENTS

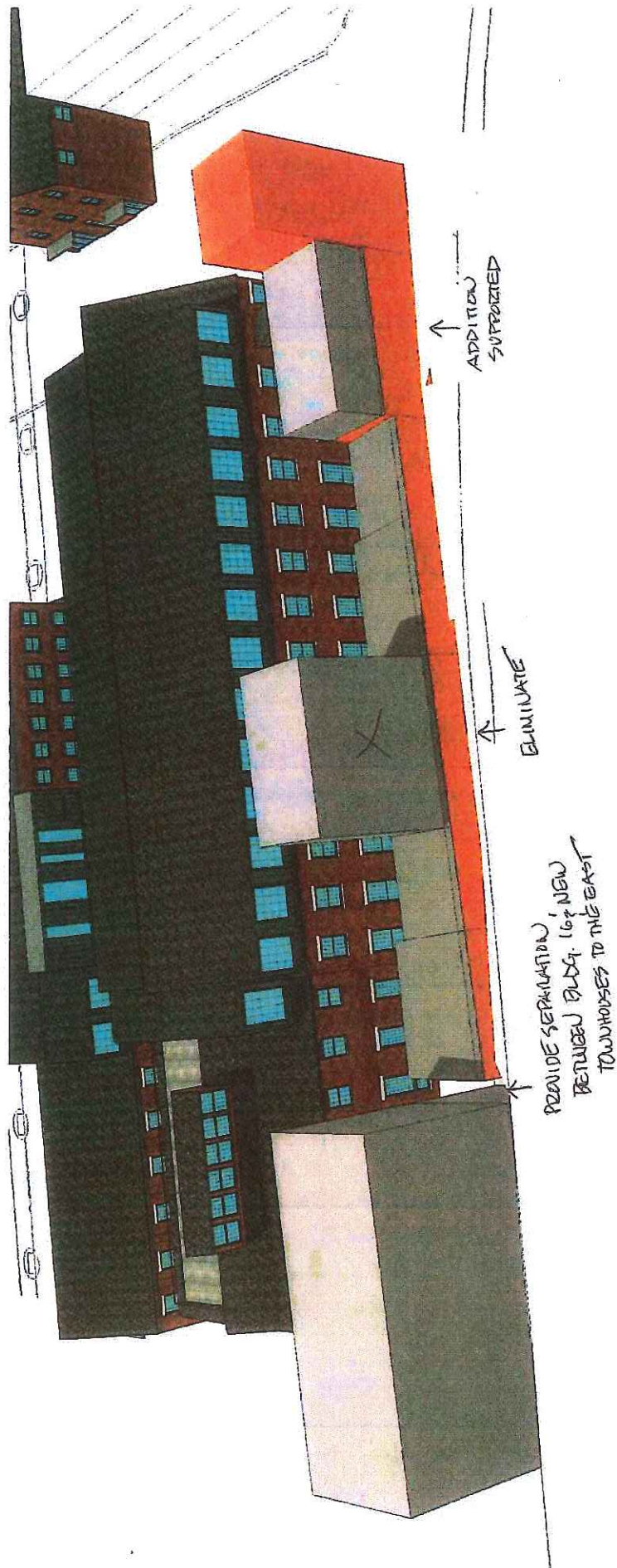
1. Marked-up axonometric view from 9/12/16 Master Development Plan showing additions and proposed infill construction required to be removed to satisfy historic preservation ordinance standards.
2. Marked up 12/2/16 axonometric view showing same.
3. 11/10/16 letter (with attached map) from Mary Costigan of Bernstein Shur requesting boundary amendment to Portland Company Historic District

# DEVELOPMENT BLOCK 2: HISTORIC CORE



ATT. 1A

PROPOSED REVISION A



Att. 2b.

## PLANNING BOARD REPORT PORTLAND, MAINE



### Recommendation of Historic Preservation Board to Amend Boundaries of Portland Company Historic District

Submitted to: Portland Planning Board  
Public Hearing Date: January 10, 2017

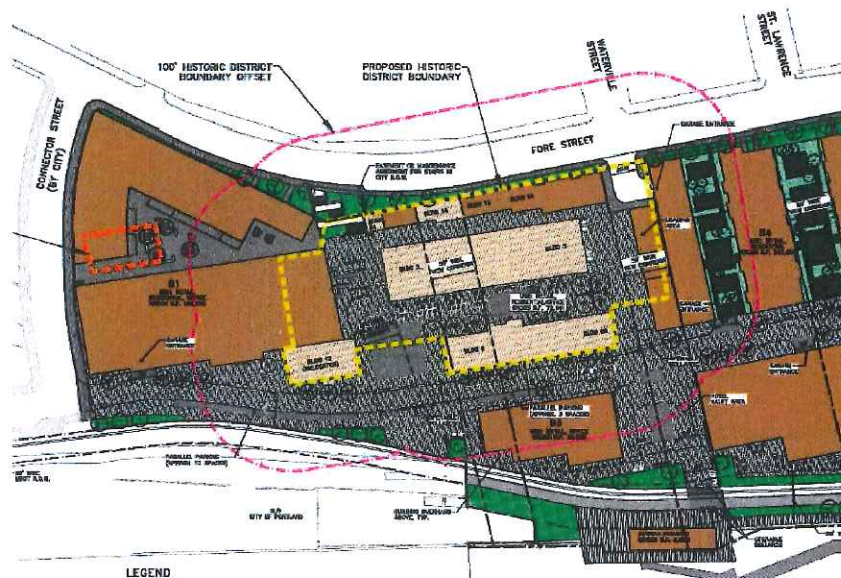
Prepared by: Deborah Andrews, HP Program Mngr.  
Date: January 5, 2017

#### I. Introduction

The Historic Preservation Board is recommending that the boundary of the recently-designated Portland Company Historic District be amended as shown on **Map B** below. The boundary change was requested by CPB2, owners of 58 Fore Street, to make possible the relocation of Building #12 to a site removed from the western boundary of their 58 Fore Street property and closer to the other contributing historic structures within the historic district. Moving the building and the associated boundary change was anticipated in CPB2's 58 Fore Street Master Development Plan, which was approved by the Planning Board on December 22, 2016.



**Map A:** Current district boundaries, shown in green.



**Map B:** Amended district boundary, yellow dotted line. Note: boundary around current footprint of Building 12 (shown in orange dotted line) to be extinguished upon relocation of Building 12.

## II. Review Process for Amending Historic District Boundaries

Under Sec. 14-623 (Amendment and Rescission of Designation) of the historic preservation ordinance, the procedure for amending the boundaries of a historic district is the same as that for the initial district designation. That is, the Historic Preservation Board reviews the amendment request and evaluates it according to the ordinance designation criteria (Sec. 14-610) and makes a formal recommendation to the Planning Board on the matter. The Planning Board reviews the recommendation and also considers the effect of the amended district boundary on other aspects of the Comprehensive Plan. Based on its review, the Planning Board forwards its recommendation to the City Council.

## III. Background, Historic Preservation Board Analysis

When the Portland Company Historic District was formally designated by the City Council in February 2016, the final district consisted of two separate areas: 1) a contiguous area comprised of six contributing historic structures east of the current entrance yard; and 2) the area occupied by the footprint of Building 12. (See Map A above.) Given the fact that Building 12 was the only building designated as “contributing” on the west side of the Portland Company’s entrance yard and the fact that the building closest to Building 12 on the east side of the entrance yard (Building 1) was approved for demolition, the final Council-approved district boundary included a significant physical separation between the two designated areas.

In June 2016, representatives of CPB2 met with the Historic Preservation Board in a preliminary workshop to discuss the possibility of relocating Building 12 to a location removed from the western boundary of the property. The workshop was held before CPB2’s master planning process began in earnest and before consultants were assembled for a series of planning charrettes. Based on CPB2’s preliminary planning, it appeared that if Building 12 were left in its current location, it would likely be well below the grade of a new connector road linking Thames Street extension and Fore Street. Also, given the applicant’s right to build all around Building 12, the historic pattern storehouse would likely be both visually and physically

separated from the balance of remaining Portland Company buildings by a considerable distance. As the location of Building 12 was a threshold question that would materially impact other aspects of the planning process, the applicant was particularly eager to learn whether the Historic Preservation Board would be receptive to relocating the building and, if so, what locations would be acceptable.

In taking up the question of relocating the building, the Board consulted the ordinance's Standards for Review of Relocation (Sec. 14-652), which read as follows:

- (a) *Whether the historic or urban design character and aesthetic interest of the structure or object contribute to its present setting.*
- (b) *If located within a district, whether there are definite plans for the area to be vacated and what the effect of those plans is on the character of the surrounding area. In such cases, consideration of additional design guidelines for construction to be imposed as a condition of approval is appropriate.*
- (c) *Whether the relocation of the structure or object can be accomplished without significant damage to its physical integrity.*
- (d) *Whether the proposed relocation area is compatible with the cultural, historical or architectural character of the structure or object.*

While these review standards would not be applied until such time that the relocation were actually proposed, consideration of these criteria was important to the Board's deliberations. During the two workshops held on this question, CPB2 indicated that they had received opinions from structural engineers that the building could be successfully moved, as well as recommendations as to how it should be reinforced prior to the move. This information appeared to satisfy Standard (c) above. With this question satisfied and with the general recognition that the building's current site was likely to be significantly compromised by the construction of the connector road and visually removed from the balance of the district, the Board focused most of its attention on the question of where the relocated building would best maintain the general historic relationship of Building 12 to the other buildings within the Portland Company complex. Maintaining this relationship was important in order for one to appreciate the Portland Company's original layout and the operational considerations that informed this layout.

Following discussion of several potential new locations, the location identified in the 58 Fore Street Master Development Plan was supported by the Historic Preservation Board because it would maintain a physical relationship between designated buildings that was generally consistent with their historic relationship. The selected location would also succeed in giving Building 12 visual prominence as one approached the historic district from Thames Street extension and from Fore Street. Finally, by locating the building immediately adjacent to the current larger district boundary, this boundary could be amended to create a single, contiguous historic district boundary.

Note that as proposed by CPB2's attorney, Mary Costigan, the district boundary change necessary to relocate the building to the proposed location would move forward at this time, in conjunction with review of the 58 Fore Street Master Development Plan. The existing boundary comprised by the footprint of Building 12 would remain and be extinguished only at such time that Building 12 is relocated. (See letter from Ms. Costigan—ATTACHMENT 1.)

#### IV. Consistency with the Comprehensive Plan

As the Planning Board takes up the Historic Preservation Board's recommendation, its charge is to consider whether the proposed district boundary amendment is generally consistent with the goals of the Comprehensive Plan. The 58 Fore Street Master Development Plan was recently approved by the Planning Board based on findings that it was consistent with the Comprehensive Plan, specifically the Eastern Waterfront Master Plan. Given that the relocation of Building 12 and district boundary change were integral to the 58 Fore Street Master Development Plan, it follows that the historic district boundary amendment is consistent with the Comprehensive Plan.

#### Formal Finding and Recommendation of the Historic Preservation Board

On December 7, 2016, following a public hearing and final deliberations, the Historic Preservation Board voted 5-1 (Sheridan recused, Oldham opposed) to recommend to the Planning Board and City Council that the boundaries of the Portland Company Historic district be amended as shown and described in Bernstein Shur's letter of November 10, 2016. (See Map B above or ATTACHMENT 1a). This recommendation is based on the Board's finding that amending the boundaries of the Portland Company Historic District is necessary to fulfill a key objective of the Master Development Plan, that being the relocation of Building #12 to a position abutting the western edge of the 50' public access easement on site. Additionally, the Board finds that the district boundary amendment will create a single contiguous historic district and allow for the relocation of Building 12 to a position where it will continue to have a visual relationship with the other remaining Portland Company historic structures.

Also on December 7, 2016, the Historic Preservation Board voted 6-0 that the proposed Master Development Plan for 58 Fore Street is in conformance with Portland's Historic Preservation ordinance subject to conditions. This finding was presented at the Planning Board's December 22<sup>nd</sup> public hearing on the master development plan. Consideration of this separate but related matter was postponed to the Planning Board's January 10<sup>th</sup> agenda in order to meet noticing requirements related specifically to the historic district amendment.

#### V. Motion for Consideration

Based upon the recommendation of the Historic Preservation Board and information included in the January 10, 2017 staff report and public comment received at the January 10, 2017 public hearing, the Planning Board finds:

- that the proposed amendment of the Portland Company Historic District boundaries **meets/does not meet** the historic preservation ordinance's minimum criteria for designation as set forth in Sec. 14-610 and that amendment of the Portland Company Historic District **is/is not consistent** with the 58 Fore Street Master Plan Development approved by the Planning Board on December 22, 2016 and the Eastern Waterfront Master Plan, which is a component of the Comprehensive Plan; and
- **recommends/does not recommend** to the City Council that the boundaries of the Portland Company Historic District be amended as shown on ATTACHMENT 1a and that the current footprint of Building 12 be removed from the district at such time Building 12 is relocated to its new identified location immediately west of the 50' public access easement area within the historic district boundary.

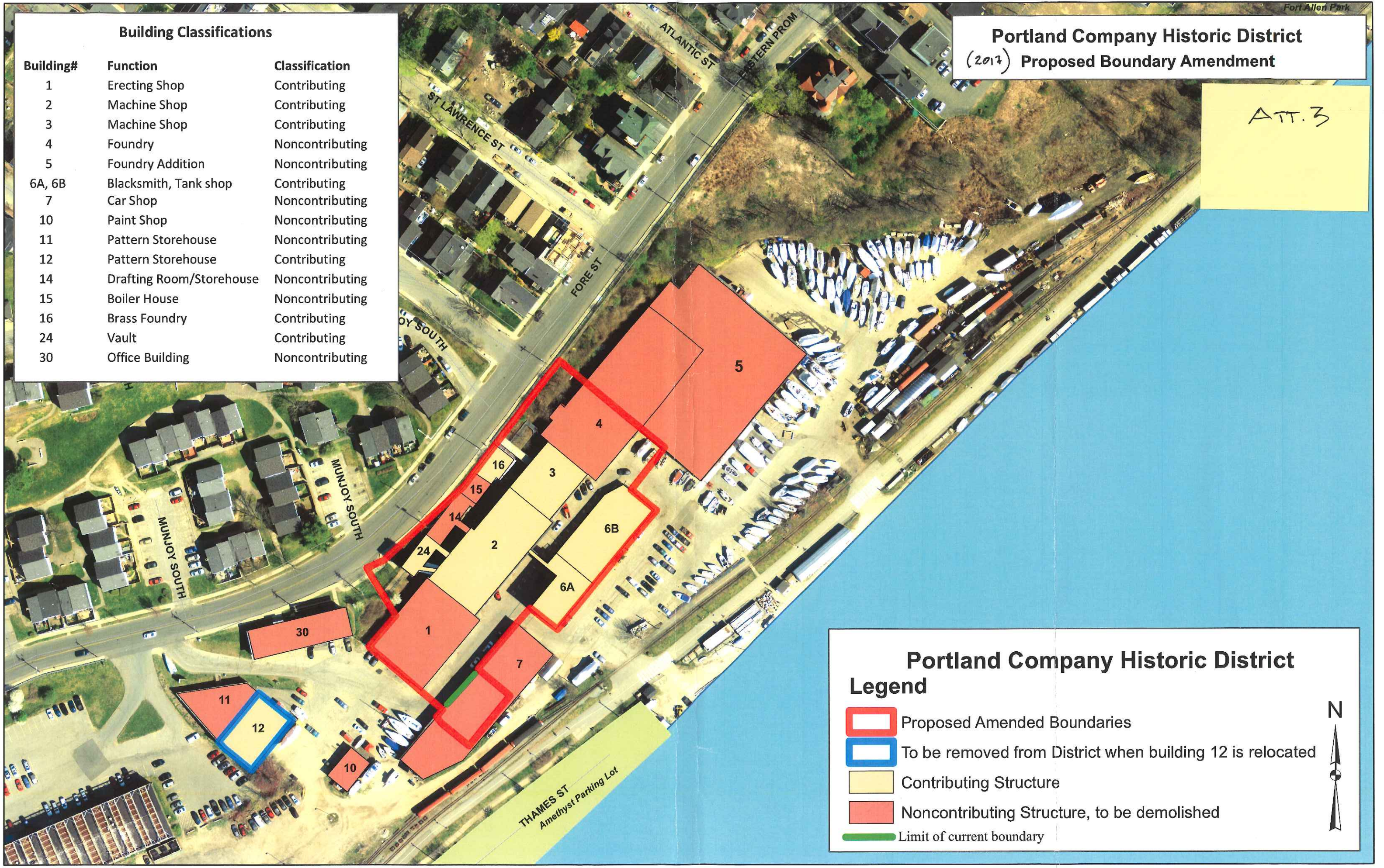
## **VI. Attachments**

1. November 10, 2016 letter from Bernstein Shur, with map of proposed amended district boundary

**Portland Company Historic District**  
**(2017) Proposed Boundary Amendment**

ATT. 3

| Building Classifications |                          |                 |
|--------------------------|--------------------------|-----------------|
| Building#                | Function                 | Classification  |
| 1                        | Erecting Shop            | Contributing    |
| 2                        | Machine Shop             | Contributing    |
| 3                        | Machine Shop             | Contributing    |
| 4                        | Foundry                  | Noncontributing |
| 5                        | Foundry Addition         | Noncontributing |
| 6A, 6B                   | Blacksmith, Tank shop    | Contributing    |
| 7                        | Car Shop                 | Noncontributing |
| 10                       | Paint Shop               | Noncontributing |
| 11                       | Pattern Storehouse       | Noncontributing |
| 12                       | Pattern Storehouse       | Contributing    |
| 14                       | Drafting Room/Storehouse | Noncontributing |
| 15                       | Boiler House             | Noncontributing |
| 16                       | Brass Foundry            | Contributing    |
| 24                       | Vault                    | Contributing    |
| 30                       | Office Building          | Noncontributing |



**Portland Company Historic District**  
**Legend**

- Proposed Amended Boundaries
- To be removed from District when building 12 is relocated
- Contributing Structure
- Noncontributing Structure, to be demolished
- Limit of current boundary



Via Electronic Mail

October 24, 2018



Deborah Andrews, Historic Preservation Program Manager  
City of Portland, Maine  
389 Congress Street, 4th Floor  
Portland, ME 04101

Re: 58 Fore Street Master Development Plan Block 1  
Revised Relocation Location for Historic Building 12

Dear Deb:

As discussed at our meeting on October 17<sup>th</sup>, the following letter has been prepared to request that we be added to the November 7, 2018 Historic Preservation Board workshop agenda to present and discuss a revised location for historic Building 12 on the 58 Fore Street site.

Building 12, a "contributing" historic structure within the Portland Company Historic District, was envisioned to be moved from its present position on the 58 Fore Street site to a nearby location approved by the City of Portland Planning Board based on a recommendation from the Historic Preservation Board, as depicted and documented in an approved Master Development Plan (Project ID: 2016-224; approval letter dated December 22, 2016). The property owners, Portland Foreside Development Company, are preparing a Level III Site Plan and amended Master Development Plan application to proceed with the development of Block 1, which includes the Building 12 location. As we have entered into the detailed design phase of the project, the ownership and design team has recognized the opportunity to enhance the proposed Building 12 location based on the principles that were considered and that guided the recommendation from the Historic Preservation Board in 2016.

The narrative that follows has been created based upon Portland Foreside's review of the various HP memos as well as the Historic District Designation and Master Development Plan discussions. We placed a focus on the memo provided to the Historic Preservation Board by Deb Andrews on November 9<sup>th</sup>, 2016 as it specifically addressed the relocation of Building 12 within the memo.

The November 2016 memo to the HP Board focused heavily on 1) Building 12 being a prominent focal point of the redevelopment and 2) Maintaining the functional separation of Building 12 from the Portland Company's historical manufacturing process. As a result, we have also placed a high level of focus on these points and believe the proposed location accomplishes the following:

- The proposed positioning of Building 12 would make the historic resource highly visible, and far more visually prominent, from all viewing angles on and leading into the site in perpetuity. It would be set apart from the new Block 1 Office building and therefore have a more commanding scale, not competing with the more modern building.
- In our team's review of the views down the new Thames Street extension, we realized that the former building 12 location reduced the prominence of the historic resource as you moved away (west) from the site and closer to the city center. The new location will allow Building 12 to be visible all the way down Thames Street.
- Importantly, as seen on the views from the Portland Landing open space, the new location also substantially increases the ability for pedestrians to view the linear orientation of the rest of the



Portland Company Historic District, as the main alley between Building 2 and 6 now becomes visible.

- Building 12, historically the pattern storehouse, had been strategically placed away from the other buildings which housed manufacturing process and its linear alignment to drive efficiency. This new proposed location, ~50 feet from the formerly proposed location, continues that functional distance from the manufacturing process and is focused on ensuring a prominent position for Building 12 for generations to come.
- Although not specifically referenced in the memo, we did hear from Historic Preservation Board members that the prominence of Building 12 versus the future Block 3 as viewed from the water was also a critical element. The new location will create significantly greater prominence of Building 12 both from the increased number of view angles as well as the consideration of Building 12 from a massing perspective.
- The previously proposed location was initially selected with a slight offset eastward into the 50' access easement so that pedestrians would be able to see the corner of the building from Fore Street. Through further study, we realized that moving the building off the Block 1 office façade would create much more prominent views of the historic resource from the Fore Street /public access easement perspective (and from all other perspectives).
- Although of lesser importance to the HP Board potentially, in the location previously suggested, it was assumed that office uses may utilize this space through connection to the office building. After further study, the differing floor alignments became challenging. By moving the Building to a more prominent location, we can attract retail on the first two floors, instead of office. This will allow for greater public experience of both the exterior of the building, and also the interior of the building.

Referenced excerpt from the November 9, 2016 memo to Historic Preservation Board below:

Regarding the relocation of Building 12 and the proposed district boundary amendment, which is key to pursuing the master development plan as proposed, Board members acknowledged that moving Building 12 will affect one's appreciation of the original expansive scale of the complex and suggest a more compact complex than was the case historically. However, given the fact that the final adopted district boundaries would likely result in new development that surrounded the building on three sides and visually separate the building from the balance of the district, moving the building closer to the edge of the 50' wide easement area, within view of the other Portland Company buildings, was a positive move under the circumstances. Another consideration that prompted the Board's support for the move was the fact that the proposed connector road from Thames to Fore Street would be elevated above the present grade of Building 12, significantly compromising its context. The Board concluded that the proposed new location of Building 12 is successful in that it positions the building to be a prominent focal point as one enters the property from Thames Street extension, maintaining, albeit in a new location, the visual prominence it exhibits today. Additionally, the proposed position places the east elevation of the building slightly in front of the new office building it adjoins. This succeeds in giving the building visual prominence as one enters the site from Fore Street as well. Finally, the new location retains Building 12's functional separation from the manufacturing rows east of the entrance yard.

Board members noted that a number of other elements of the overall master plan are quite positive in that they are responsive to the existing characteristics of the site. For example:

- The alignment of the main access road reinforces the east-west linear alignment of the Portland Company site.



We would appreciate the opportunity to meet with the Historic Preservation Board at the November 7, 2018 workshop to present the appended plans and figures, and to discuss the design considerations that have informed the revised Building 12 location. We see this as the first step in the process of revising the Master Development Plan approval and preparation for review of the Level III Site Plan application with the HP Board and Planning Board for Block 1 of the 58 Fore Street site.

Sincerely,

WOODARD & CURRAN

David Senus, PE  
Project Manager

DAS

Enclosures: Attachment 1 – Approved Master Development Plan  
Attachment 2 – Schematic Site Plan of Revised Bldg. 12 Location  
Attachment 3 - P+W wire renderings of Revised Bldg. 12 Location

cc: Portland Foreside Development Co. (Kevin Costello and Casey Prentice)  
Portland Foreside Design Team  
City Planning Staff (Christine Grimando, Tuck O'Brien, Caitlin Cameron)

PN: 227007.07





09/16/2016

**FORESIDE/**

58 FORE STREET - BUILDING TWELVE & BUILDING ONE UPDATES

PERKINS+WILL



BUILDING TWELVE SITING:

225 Franklin Street, Suite 1100  
Boston, MA 02110  
T 617 438 0300  
www.perkinswill.com

---

**CONSULTANTS**

**ARCHITECT**  
**Michael Boucher**  
47 US Route 1 Suite 2  
Forest, Maine  
1207 865 1000

**ENGINEER**  
**Woodard & Curran**  
41 Hobbins Dr  
Portland, ME 04102  
1207 774 2152

**ENVIRONMENTAL & NEP ENGINEER**  
**Risk-Frost-Shumway Engineering**  
30 N. Main, 10th Floor  
Boston, MA 02109  
1817 494 1404

---

**PROJECT**

**BUILDING ONE**  
58 FORE ST  
PORTLAND, ME 04101

**FORESIDE/**  
254 COMMERCIAL ST  
SUITE 118  
PORTLAND, ME 04101  
KEYPLAN

---

**ISSUE CHART**

---

1" = 100' 0"

**NOT FOR CONSTRUCTION**

NOVEMBER 13, 2018

Job Number  
Drawn BCM



BUILDING TWELVE LOOKING FROM EAST & NORTH:

## FACADE STUDY //



BUILDING ONE & TWELVE LOOKING NORTH:



FACADE STUDY //



BUILDING TWELVE LOOKING EAST:



BUILDING TWELVE LOOKING WEST:

## ARCHITECTURAL DESIGN: BUILDING 1 & RETAIL FRONTAGE



1. BUILDING WILL BE LARGE BY PORTLAND STANDARDS, USE MULTIPLE FACADE MATERIALS TO PROVIDE SCALE WHILE MAINTAINING A COHESIVE DESIGN IDEA.

2. DIFFERENTIATION OF GROUND FLOOR IS IMPORTANT, DISTINCT EXPRESSION FROM FLOORS ABOVE WITH MATERIALITY AND POTENTIALLY CANOPY TO CREATE A HORIZONTAL .

3. OPENING GROUND FLOOR SPACES TO THE OUTSIDE WITH LARGE DOORS TO ENGAGE RETAIL ACTIVITY.

4. INTEGRATION OF OFFICE TENANT SIGNAGE IS IMPORTANT IN CREATING A SINGULAR, SYNTHETIC ARCHITECTURE.

5. APPRICIATE THE FACTORY WINDOW AESTHETIC, MOST APPROPRIATE AT SCALE OF PEDESTRIAN VISITOR.

6. CONSIDER BUILDING IMAGE FROM THE WATER, WILL BE IMPORTANT FOR TENANT PRESENCE AND IMAGE.

7. ROOF IS VERY VISIBLE, CONSIDER OCCUPIABLE ROOF, TRELLIS, AND/OR SOLAR, RELOCATING SERVICES, MECHANICAL TO GARAGE WHERE POSSIBLE.

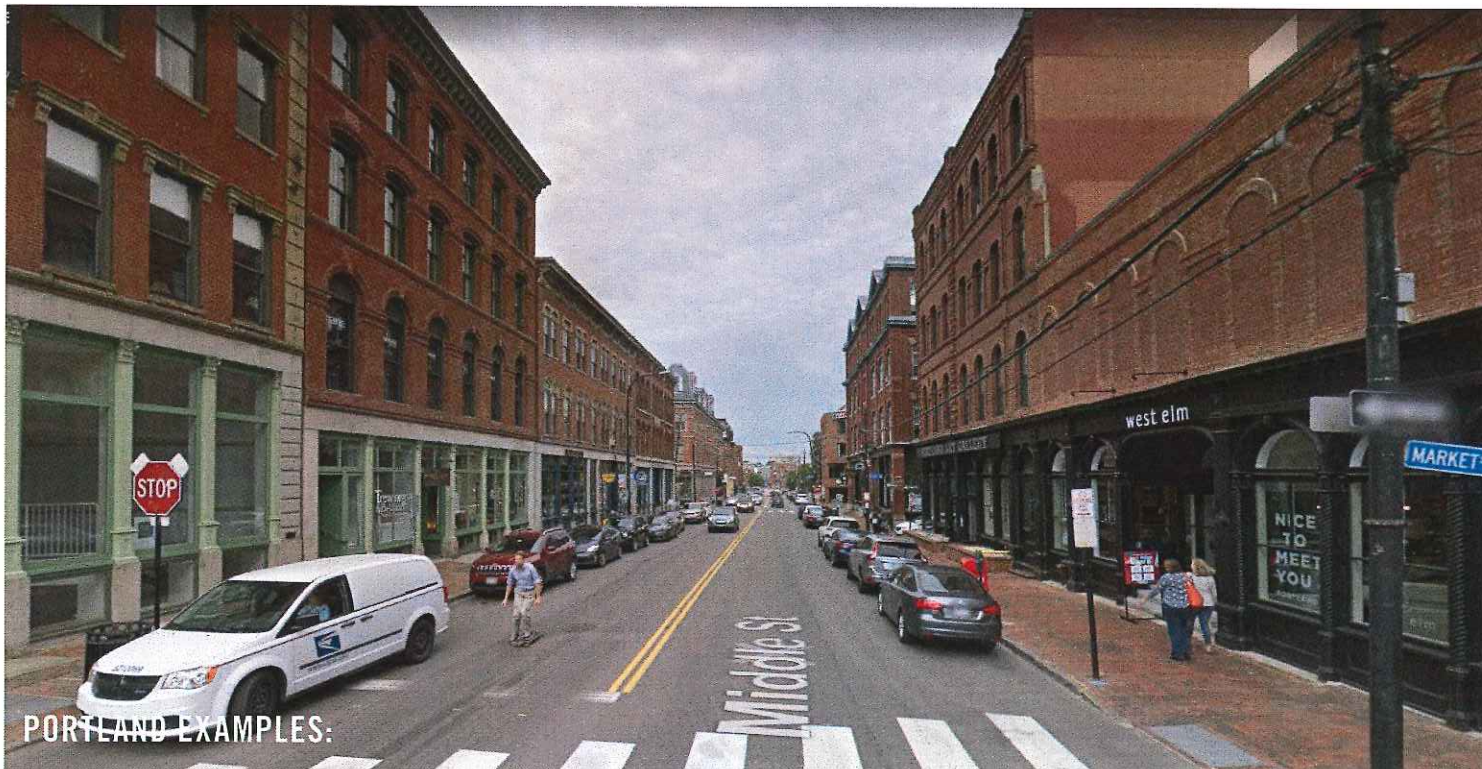
8. WOOD ELEMENTS ARE APPEALING FOR AESTHETICS & SUSTAINABILITY, CHARACTER TO BE REFINED RATHER THAN RUSTIC.

9. TALL, VERTICAL EXPRESSION OF UPPER FLOOR WINDOWS CONSISTENT WITH PORTLAND FABRIC

ARCHITECTURAL DESIGN: BUILDING 1 & RETAIL FRONTAGE



## ARCHITECTURAL DESIGN: BUILDING 1 & ARTICULATION



PORTLAND EXAMPLES:

1. BUILDING WILL BE LARGE BY PORTLAND STANDARDS, USE MULTIPLE FACADE MATERIALS TO PROVIDE SCALE WHILE MAINTAINING A COHESIVE DESIGN IDEA.

2. DIFFERENTIATION OF GROUND FLOOR IS IMPORTANT, DISTINCT EXPRESSION FROM FLOORS ABOVE WITH MATERIALITY AND POTENTIALLY CANOPY TO CREATE A HORIZONTAL .

3. OPENING GROUND FLOOR SPACES TO THE OUTSIDE WITH LARGE DOORS TO ENGAGE RETAIL ACTIVITY.

4. INTEGRATION OF OFFICE TENANT SIGNAGE IS IMPORTANT IN CREATING A SINGULAR, SYNTHETIC ARCHITECTURE.

5. APPRICIATE THE FACTORY WINDOW AESTHETIC, MOST APPROPRIATE AT SCALE OF PEDESTRIAN VISITOR.

6. CONSIDER BUILDING IMAGE FROM THE WATER, WILL BE IMPORTANT FOR TENANT PRESENCE AND IMAGE.

7. ROOF IS VERY VISIBLE, CONSIDER OCCUPIABLE ROOF, TRELLIS, AND/OR SOLAR, RELOCATING SERVICES, MECHANICAL TO GARAGE WHERE POSSIBLE.

8. WOOD ELEMENTS ARE APPEALING FOR AESTHETICS & SUSTAINABILITY, CHARACTER TO BE REFINED RATHER THAN RUSTIC.

9. TALL, VERTICAL EXPRESSION OF UPPER FLOOR WINDOWS CONSISTENT WITH PORTLAND FABRIC

ARCHITECTURAL DESIGN: BUILDING 1 & ARTICULATION



PORTLAND EXAMPLES:



BUILDING 12: UPPER FLOOR