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3. India Street

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LEGAL ADVERTISEMENT
“RESCHEDULED” HISTORIC PRESERVATION BOARD
CITY OF PORTLAND

Public comments are taken at all meetings.

On Wednesday, December 17, 2014, 5:00 p.m., Room 209, 2nd Floor, City Hall, the Portland Historic Preservation Board will hold a workshop on the following item:

1. Preliminary Review of Proposed India Street Historic District; INDIA STREET AND IMMEDIATE ENVIRONS; recommended by India Street Neighborhood Advisory Committee.

Contact the Department of Planning and Urban Development, Planning Division, 874-8726 for further information. To access agenda materials on-line, please visit the following web address on or after the Friday preceding the meeting date:
<http://www.portlandmaine.gov/historic.htm>

CITY OF PORTLAND, MAINE

HISTORIC PRESERVATION BOARD

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

HISTORIC PRESERVATION BOARD AGENDA **December 17, 2014 5:00 p.m.** **Room 209, Portland City Hall**

Public comment is taken at all meetings.

- 1. ROLL CALL AND DECLARATION OF QUORUM**
- 2. COMMUNICATIONS AND REPORTS**
- 3. REPORT OF DECISIONS OF DECEMBER 3, 2014:**

- i. Certificate of Appropriateness for Exterior Alterations; 77 PINE STREET (former Butler School); Avesta Housing Development Corporation, Applicant. *The Board voted 6-0 (Romano absent) to approved the application, subject to conditions.*
- ii. Certificate of Appropriateness for Exterior Alterations; 218 STATE STREET; Avesta Housing Development Corporation, Applicant. *The Board voted 6-0 (Romano absent) to approved the application, subject to conditions.*
- iii. Certificate of Appropriateness for Exterior Alterations; HOUSE ISLAND (north end); Vincent & Christina Mona, Applicant. *The Board voted 6-0 (Romano absent) to approved the application, subject to conditions.*
- iv. Certificate of Appropriateness for Exterior and Site Alterations; 163 DANFORTH STREET;
- v. Oscar Verest & Raymond Brunyanszki, Applicant. *The Board voted 6-0 (Romano absent) to approved the application, subject to conditions.*

- 4. WORKSHOP**

1. Preliminary Review of Proposal to Designate India Street Historic District, recommended by India Street Neighborhood Advisory Committee.

Note: This is the second part of a two-part workshop on this item. The first part consisted of a site walk on Sunday, December 7, 2014. No Board discussion was held and no public comment was taken at that time.

- 5. CONSENT AGENDA**

Contact the Department of Planning and Urban Development, Planning Division, 874-8726 for further information. To access agenda materials on-line, please visit the following web address on or after the Friday preceding the meeting date: <http://www.portlandmaine.gov/AgendaCenter>

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

**WORKSHOP
PROPOSAL TO DESIGNATE INDIA STREET HISTORIC DISTRICT**

TO: Chair Romano and Members of the Historic Preservation Board

FROM: Deb Andrews, Historic Preservation Program Manager

DATE: December 4, 2014

RE: Sunday, December 7, 2014: Site Walk of India Street Neighborhood
Site Walk begins at 10 am in front of Micucci's
Market, 45 India

Wednesday, December 10, 2014: Staff presentation and Preliminary Board
Review of Historic District Proposal
Room 209, City Hall, 5pm.

Introduction

A two-part preliminary workshop has been scheduled to begin consideration of a proposal to create an India Street Historic District. The workshop will begin with a site walk of the neighborhood to familiarize Board members with the neighborhood's historic building stock and to observe the general status of development in the area. The second part of the workshop, held on Wednesday in City Hall, will consist of a brief overview of the recently-completed neighborhood planning process that resulted in a formal recommendation to establish an India Street historic district. Staff will also review the status of efforts to date to identify a specific boundary for the proposed district. Finally staff will review the factors that are typically considered in delineating boundaries for historic districts.

In preparation for the workshop sessions, Board members are encouraged to review the following documents:

- Draft *India Street Neighborhood Plan*. (Note that the draft plan is currently before the Planning Board, which is expected to forward a recommendation to the City Council regarding its formal adoption. The plan, by its nature, is a general vision statement for the neighborhood, which identifies several key goals and objectives to guide land use decisions time. Specific implementation tools recommended in the plan, such the designation of an India Street Historic District and adoption of a Form-Based code, will not be acted upon until the responsible review boards have had an opportunity to make their respective proposals.)
- *History of the India Street Neighborhood*, written by Julie Larry of ttl-architects. Board members will recall that the Planning Department commissioned ttl-architects in 2013 to document the development history of the neighborhood and to conduct an

architectural resource inventory in preparation of the India Street neighborhood planning process. While the Plan includes a brief summary of the neighborhood's history, Ms. Larry's document provides a much more detailed account of the area's social, cultural and architectural development.

Note that the Historic Building Inventory prepared by ttl-architects is accessible on line and in the dropbox for the meeting. The inventory, organized by street, includes an architectural description, historical information (if known) and photograph of every surveyed building in the neighborhood.

- Excerpt from *A Guide to Delineating Boundaries of Historic Districts*, published by the National Trust for Historic Preservation. This publication provides helpful information regarding the factors that should be considered when drawing defensible historic district boundaries.
- Map of identified historic resources, including contributing and landmark structures.
- Map showing two potential district boundary options. The first option (shown in pink) is the boundary proposed by the historic preservation working group of the India Street Advisory Committee (ISNAC). The second option (see dotted black line) shows a more limited area. Note: The two boundary options shown are for discussion purposes only; the Board may elect to propose an alternative boundary based on its own evaluation.

Background

Although City staff has long recognized that the historic resources in the India Street neighborhood warrant recognition and protection, the detailed documentation and analysis required to evaluate the area as a potential historic district had never been undertaken until recently. Specific discussions of a possible India Street district began in 2007, when HP staff was asked by the Council's Housing & Community Development Committee to provide an update on the historic preservation program and to identify individual structures and areas that warranted consideration as landmarks or historic districts. At that time staff recommended that the India Street neighborhood be considered for designation, among other areas. Although the HCDC voiced support for a potential India Street district, staff elected to move forward with designation of the downtown core as a first priority due to limited staff resources and the amount of public process involved in any district initiative. In 2009, following a two-year planning process, the City Council formally approved designation of the Congress Street Historic District. A potential India Street historic district was discussed with the Planning Board in 2011, when representatives of the India Street neighborhood association began voicing interest in exploring tools to better manage the scale and character of development in their neighborhood. Again, the Planning Board endorsed efforts to establish a historic district. Planning Staff recommended at that time that the historic district study be part of a larger neighborhood planning effort for the neighborhood. The current proposal is the product of that neighborhood planning exercise.

In preparation for the launch of the India Street neighborhood planning process, the City engaged the firm of ttl architects to conduct a comprehensive historic resources inventory of

the India Street area. Julie Larry of ttl architects, with assistance from Gabrielle Daniello, researched the historical and architectural development of the neighborhood and documented every building within the identified study area. They produced a written history of the neighborhood and produced an architectural description, historical narrative and photograph of approximately 120 buildings. They also offered their professional opinion as to each building's "preservation value," based on its condition and relative significance. Board members will recall that Julie Larry presented her findings to the Historic Preservation in a powerpoint presentation in January 2014. (A copy of the written history is provided with this report.)

As part of the neighborhood planning process, an advisory committee was established to study and develop recommendations on a number of topics as they affect this area, including historic preservation, the potential for a form-based code to guide new development, public infrastructure improvements, housing and equity issues, and the economy of the area. Within the India Street Neighborhood Advisory Committee (ISNAC), a working group was formed to focus on historic preservation and the potential for an India Street historic district. The working group, with assistance from HP staff, used the information provided by ttl architects and input from the Maine Historic Preservation Commission to develop recommendations regarding district boundaries.

Status of Draft India Street Neighborhood Plan, Historic District Proposal

HP staff provided updates on the historic preservation working group's progress during the course of the 9-month neighborhood planning process and also presented preliminary boundaries to solicit feedback from the larger group. As the plan neared completion, a larger public meeting was held to solicit feedback from area residents, property owners and business owners.

Ultimately, the India Street Advisory Committee voted to recommend to the City Council adoption of the neighborhood *plan*, which calls for several specific implementation tools, including the adoption of a historic district and a form-based code to replace traditional zoning. The ISNAC stopped short of recommending to the Council a specific historic district boundary or form-based code regulations, based on the fact that these two implementation tools warranted further review, as well as coordination between the two land use regulatory tools. (Historic District regulations and form-based codes are most effective when the regulations are coordinated at the outset.) It was also recognized that the responsible land use boards (HP Board and Planning Board) would need to conduct their own evaluation of any specific proposal before the City Council was in a position to take formal action.

Public Comment to Date

Several public events, presentations and meetings were held during the neighborhood planning process. Public comment was taken at each of these occasions. As is typical of any planning process, once the plan became more specific in its recommendations as regards the historic district boundaries, proposed inclusionary zoning or a form-based code, comments from the public grew more specific and mixed. With respect to the historic district proposal, several property owners opposed including their property within the boundary, questioning the relative significance of their building and/or expressing concern about potential limitations

on their future options. The Portland Society for Architecture (PSA) submitted a letter opposing the creation of a historic district. Among other arguments, the PSA expressed concern about a district's potential impact on housing affordability and economic development. Others, including individuals, Greater Portland Landmarks, and representatives of the India Street Neighborhood Association, expressed support for historic district designation, noting its positive impact on other neighborhoods and the desire for an effective mechanism to manage change in the India Street neighborhood over time.

Upcoming Site Visit and Workshop

As noted above, the purpose of Sunday's site walk is to familiarize Board members with the existing building stock in the neighborhood. Board members will also be in a position to confirm or question the classifications that have been assigned to specific buildings (landmark, contributing, non-contributing). Finally, the site walk will help Board members observe the various factors that have influenced some of the preliminary boundary options offered for consideration.

As the site walk is considered a public meeting and as there is no ability to record the meeting, Board members are encouraged not to engage in detailed discussion during the walk. The public is invited to attend the walk, but public comment will not be taken. The follow-up workshop session on Wednesday in City Hall will be the time for discussion.

It is expected that the Board will hold additional workshops on the proposed India Street Historic District before forwarding a specific recommendation to the Planning Board and Council. Also, we anticipate scheduling a joint workshop with the working group assigned to the form-based code proposal in order to coordinate the two proposals.

Attachments

1. *India Street Sustainable Neighborhood Plan: Part 1*
2. *History of India Street Neighborhood*, by ttl-architects
3. Excerpt from *Guide to Delineating Boundaries of Historic Districts*
4. Map showing building classifications, no boundary (Map A)
5. Map with 2 alternative boundaries (Map B)
6. "Yoking Form-Based Codes and Historic Districts" article published by American Planning Association
7. Historic Resources Inventory, including architectural descriptions and photographs

India Street Sustainable Neighborhood Plan

Portland, Maine

Final ISNAC Draft, September 2014



Part 1: The Plan

Portland Starts Here . . .



Vision for India Street (at Middle Street) Image Credit: Richardson & Associates, Saco, ME

[Insert City Council Order as Passed adopting plan]

Acknowledgments

The India Street Sustainable Neighborhood Plan has been a widely collaborative effort over the course of two years. This report was shaped and informed by many participants who deserve recognition for their efforts, including the India Street Neighborhood Association, Sustain Southern Maine, the India Street Neighborhood Advisory Committee and associated Working Groups, and of course, the community businesses, residents, workers, organizations, institutions, and developers. Especially critical to the formulation of this neighborhood plan is Hugh Nazor, president of the India Street Neighborhood Association. Without his ceaseless efforts to bring attention to the neighborhood, this Plan would not exist.

In 2013, Portland became a participating city in the Urban Sustainability Accelerator (USA) technical assistance grant through Portland State University, Oregon, which is funded through the Summit Foundation, Toulon School of Urban Studies and Planning, Institute for Sustainable Solution at Portland State University, and the participating cities. Special thanks to Robert Liberty for his enthusiastic support and valuable resources provided through the course of this program. Especially valuable was the consulting work of Michele Reeves, Civilis Consulting, Portland, Oregon.

The India Street Neighborhood Advisory Committee convened in the fall of 2013 to guide the neighborhood plan development. City Councilor Kevin Donoghue and neighborhood resident and emeritus professor at the Muskie School of Public Service Richard Barringer graciously offered their time as co-chairs to this Council-appointed committee. Nineteen members were appointed to this group with wide-ranging expertise and areas of insight; without their time and efforts this plan would not have reached its successful conclusion. Many active and enthusiastic members of the community volunteered to participate in Working Groups in order to brainstorm, strategize, and craft recommendations for the final plan. Many thanks again to all of these members of the India Street and greater Portland community who gave of their time and expertise to craft this plan.

Additional resources and support were provided by key neighborhood organizations. One central to this process was the Portland Society for Architecture which hosted meetings, provided professional advice and collaboration, and financial resources that were especially crucial in the City's participation in the USA technical assistance grant and the subsequent consulting services of Michele Reeves. The Maine Jewish Museum generously provided for the use of their facilities throughout the course of the planning process. Professor Yuseung Kim of USM's Muskie School of Public Service and the students in his Planning Workshops made significant contributions to our work with the creation of a 3d model of the neighborhood and the study, *Portland Starts Here: India Street Neighborhood Recommendations*, available at <http://www.portlandmaine.gov/1114/India-Street>

It must be noted that many dedicated City staff members orchestrated and ushered along this complex process. Recognition is due to Planning Division Director Alex Jaegerman, Senior Planner Bill Needelman (who has since become the Waterfront Coordinator), Urban Designer Caitlin Cameron, and Historic Preservation Program Manager Deb Andrews who led the effort. Additional support was provided by Mary Davis, Housing and Community Development Division Director, Nelle Hanig, Business Programs Manager, Bruce Hyman, Bicycle and Pedestrian Program Coordinator, and Doug Roncarati, Stormwater Program Coordinator.

India Street Neighborhood Advisory Committee

Richard Barringer, Co-Chair
Councilor Kevin Donoghue, Co-Chair
Hilary Bassett
Beth Boepple
Carol De Tine
Tom Federle
Bethany Field
Arthur Fink
Ani Helmick
Bobbi Keppel
Alan Kuniholm
Ethan Boxer Macomber
Joe Malone
Brandon Mazer
Linda Murnik
Hugh Nazor
Arlin Smith
Timothy Wilson
Kara Wooldrik

City Council

Michael Brennan, Mayor
Kevin Donoghue, District 1
David Marshall, District 2
Edward Suslovic, District 3
Cheryl Leeman, District 4
John Coyne, District 5
Jon Hinck, At Large
Nicholas Mavodones, At Large
Jill Duson, At Large

Planning Board

Stuart O'Brien, Chair
Timothy Dean, Vice Chair
Carol Morrisette
Elizabeth Boepple
Sean Dundon
Bill Hall
Jack Soley

Historic Preservation Board

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

Working Groups

Land Development/ Form-based code

Staff: Caitlin Cameron, Alex Jaegerman
Consultants: Stephanie Carver, GPCOG, and Ken Studtmann, Richardson & Associates
Elizabeth Boepple
Carol De Tine
Tom Federle
Arthur Fink
Alan Kuniholm
Brandon Mazer
Hugh Nazor
Jay Waterman

Historic Preservation

Staff: Deb Andrews
Consultant: Julie Larry, Turk Tracey & Larry Architects
Hilary Bassett
Pamela Cummings
Ed Gardner
Ani Helmick
Joe Malone
Linda Murnik

Infrastructure/ Landscape Planning

Staff: Caitlin Cameron
Jennifer Claster
Bobbi Keppel
Kara Wooldrik

Equity/ Housing

Staff: Mary Davis, Alex Jaegerman
Councilor Kevin Donoghue
Jill Danaher
Bethany Field
David Loranger
Ethan Boxer Macomber

Economy

Staff: Nelle Hanig, Alex Jaegerman
Consultant: Michele Reeves, Civilis Consulting
Richard Barringer
Rachelle Curran
Susie Kendeigh
Brandon Mazer
Hugh Nazor
Arlin Smith
Tim Wilson

City of Portland, Maine

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Department of Economic Development

Nelle Hanig, Business Programs Manager

Department of Public Works

Doug Roncarati, Stormwater Program Coordinator

Sustain Southern Maine

Rebecca Schaffner, Program Manager, GPCOG
Carol Morris, President, Morris Communications
Evan Richert, Town Planner, Richert Planning
Todd Richardson, Landscape Architect, Richardson & Associates

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Background – The Planning Process

The India Street neighborhood is situated on the burgeoning Portland peninsula, a beautiful waterside location nestled between the Old Port and Munjoy Hill. As explained below, this area was the nucleus of the birth of Portland as a colonial city, and the City has grown up around India Street. In the years following 2010, this area began to experience development as the recession gradually gave way to resurgent growth. Many large projects were proposed pre-recession that did not come to fruition, and several sizable projects – two hotels, a parking garage, and housing, to name a few – were constructed that began to change the face of this neighborhood. Heavily influenced by downtown and the waterfront, India Street emerged as a magnet for new development, and the community responded with a request for focused planning to guide the future of the area, lest the market forces bring about change that many observers and residents feared would be of a scale and character that does not reflect the community's aspirations.

Community leaders approached the City with this concern, that planning has focused all around this neighborhood, along the waterfront, and in the downtown, but not on this neighborhood as a distinct place, to explore its character and establish a vision for its growth and development. An effort to address the specific issue of building heights along India Street was considered by the Planning Board in June of 2012, and led to the recognition that a comprehensive planning initiative was the more appropriate approach to take. The Planning Office was charged with leading this effort, in partnership with the India Street Neighborhood Association. This planning process has proceeded in two phases.

The first phase began in earnest in January, 2013, with the selection of the India Street neighborhood as a *Center of Opportunity* within the Sustain Southern Maine (SSM) regional planning program, a consortium of Cumberland and York County communities that came together with funding from the U.S. Department of Housing & Urban Development to create a sustainable growth plan for the region. India Street was selected as a pilot community that represents opportunities for regional growth to occur in established urban centers as a strategy to combat sprawl and revitalize our city centers. With a small planning grant from SSM through the Greater Portland Council of Governments, we engaged with the India Street community to create a vision for the India Street neighborhood. Highlights of this effort included a Public Open House at the Jewish Heritage Museum in March, 2013, followed by a day-long workshop of three stakeholder small groups in April, 2013, to convert the ideas from the Open House in to neighborhood planning concepts. This input was then synthesized by the planning and consulting team into a series of reports and nine graphic products presenting an emergent neighborhood vision, form, transportation, street systems, landscape, and open space. These were presented in two public forums in June, and later in September, 2013.



Emerging Vision: Sustain Southern Maine Conceptual Plan - June, 2013

The fall of 2013 marked the transition from the visioning work aided by SSM, to the planning production phase marked by the collaboration with another technical assistance resource called the Urban Sustainability Accelerator (USA), a new program created to help mid-sized and smaller urban areas implement sustainability projects, to move their proposals from a concept to reality. This program was made possible through support of Portland State University's Toulan School of Urban Studies and Planning, the Institute for Sustainable Solutions, and a grant from the Summit Foundation. The timing of this technical resource coincided with our ongoing efforts to create a plan for India Street. In November, 2013 we established a stakeholder advisory committee, the India Street Neighborhood Advisory Committee (ISNAC) appointed by the City Council, along with other interested citizens to assist the Planning Office to complete the plan. ISNAC established five work groups to flesh out the plan: Housing & Equity; Land Development & Form-Based Code; Economic Development; Historic Preservation; and Infrastructure & Landscape. These Work Groups met continuously from January through July of 2014 to investigate issues and develop policy and implementation recommendations within their assigned areas. The majority of the substance of this plan is credited to the hard work of these citizen teams with their staff support. Each Work Group reported to the ISNAC on a monthly basis on their findings and recommendations.

The technical assistance through the USA program was ongoing during this period and helped inform the Work Groups in their areas of interest. Highlights include the three-day consulting visit from Michele Reeves, of Civilis Consultants, on February 11 – 13, 2014. Ms. Reeves generated a strong recognition of the stage of India Street's development, and the attributes that lend unique value to the economy of the neighborhood as well as its intrinsic character. True to form, on the night of her final presentation we experienced blizzard-like conditions, so many who could not be there in person viewed the video online. Other highlights included a week-long visitation from a University of California, Davis team headed by Professor Stephen Wheeler and three Landscape Architecture graduate students, who studied the neighborhood and issued a report in December, 2013, *Recommendations for a Sustainable Neighborhood Plan* that focused on environmental sustainability measures for India Street. Also during this intensive working period, we had the benefit of our own University of Southern Maine through Professors Yuseung Kim and Richard Barringer, whose Planning Workshop class produced a May, 2014 report, *Portland Starts Here*, which addresses place branding, economic development, and streetscape recommendations.

In summary, this process relied on our own in-house planning expertise, and the hard work of many very dedicated neighborhood stakeholders who volunteered countless hours to the task. We had some outside consulting and technical resources, where available and as needed, to round out and inform the effort. We are very pleased to convey this plan, which is a tangible product with realistic objectives grounded in an engaged community process.

Finally, several concurrent planning efforts will have direct but still undetermined impacts on the India Street neighborhood and this Plan.

Public Planning Processes:

- **The Franklin Street Redesign Phase II** is underway, the objective of which is to narrow the roadway, redesign intersections, and employ Complete Streets policies making the street safe and useable for all modes. The street will ideally take on a more active and urban character but the final results of this process remain to be determined. Considering the feedback received throughout the India Street planning process the neighborhood is most affected by the topics of connectivity and the reposition of the right-of-way. The Transportation Plan of the Comprehensive Plan states, “The City should promote the interconnection of neighborhood streets and pathways, so that there are multiple paths of travel to get to destinations within and between neighborhoods by foot and bicycle, as well as auto.” In keeping with the policy for an interconnected street network, the neighborhood would benefit from restoring connections to and in some cases across Franklin Street. At the very least, improved bicycle/pedestrian connections across Franklin Street are necessary and desired; reconnecting vehicular access to Franklin Street from one or both streets (Newbury and Federal) is desired if it can be done safely. If it is determined that no vehicular connection is to be provided at Federal or Newbury streets, remaining public space would be well-suited as a public open space. It is not likely that the neighborhood would be satisfied to have no additional connections to Franklin Street. ISNAC assumes the premise that the neighborhood (and city) would benefit most from increasing the development opportunities within the neighborhood. The neighborhood would also benefit from active, urban uses along Franklin Street. Priority locations for development opportunities include the blocks between Middle and Congress Streets.
- **Lincoln Park** is undergoing a master plan process with future restoration and improvements proposed. The park is a potential open space asset to the India Street neighborhood. Currently, there is a lack of connectivity between the neighborhood and the park and an absence of liveliness and activity. ISNAC supports solutions that balance expansion of Lincoln Park with opportunities for development along the India Street neighborhood edge at Franklin Street. The ISNAC advocates for improved connections between the neighborhood and park, especially pedestrian and bicycle.

Private Development Projects:

- **The Portland Company** complex is undergoing a master plan process with proposed significant redevelopment and adaptive reuse of the historic property. Details about the uses and forms are undetermined at the adoption of this plan. As a large neighboring property, what happens on that site will impact the India Street neighborhood, potentially increasing the resident population, office and amenities, and foot and vehicular traffic past and through India Street.
- **Munjoy South Townhouses** is a low-income housing development adjacent to the India Street neighborhood to the East. Developed post-war as part of a city redevelopment strategy, this complex may be redeveloped in the future. It is not known whether future development on this site will remain affordable housing and what form and density it will take. This development is one of the larger affordable housing developments near the India Street neighborhood; its size, proximity, and affordability impact the development of the neighborhood in terms of growth, services, and transportation needs.

Why a *Sustainable* Neighborhood Plan?

We have proposed this plan as a sustainable neighborhood plan. To understand this approach, it is necessary to review the sustainability principles of Community, Economy, and Environment. Since the City Council adopted the *Sustainable Portland Plan* in 2009, as part of our comprehensive plan, we have endeavored to use the sustainability model in planning and policy making. *Sustainable Portland* offered the final challenge to future policy makers:

“To become a sustainable community, the City of Portland must commit to a continuous process of self-assessment and adaptation. When faced with decisions, our City government, residents, institutions, and businesses should ask a series of questions:

- **Is this decision good for the environment, the economy, and the community?**
- **Is this good for the long-term?**

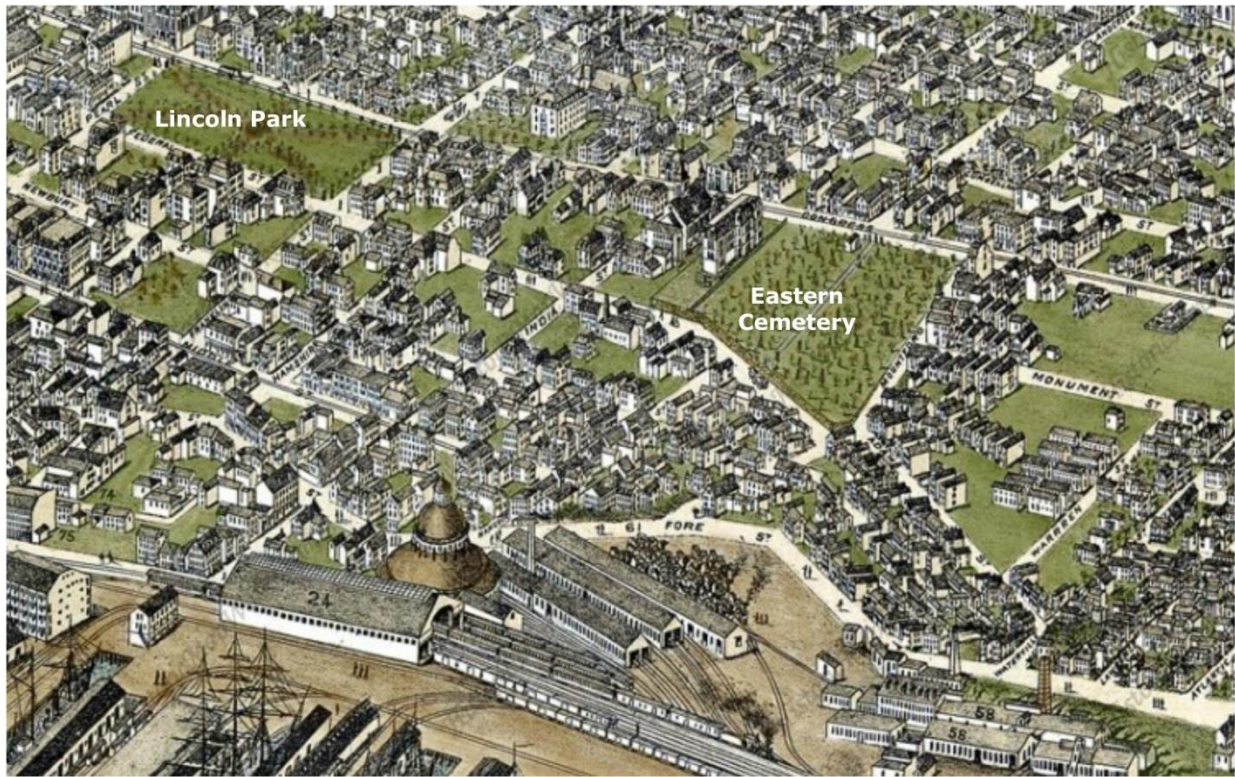
If the answers are “yes,” then the decision will move us toward becoming a more sustainable city.”

Sustainable Portland – Incorporating Sustainability into Everyday Decision Making City of Portland, 2009, Portland Comprehensive Plan

Sustainability principles are imbedded throughout this planning process and plan. We have incorporated the work by Sustain Southern Maine, which looks to urban neighborhood growth as vital to a sustainable region. We have had the technical assistance from the Urban Sustainability Accelerator, which, as the name suggests, seeks to promote sustainable practices in small cities across America. We have looked deep into the neighborhood itself, to examine what is needed to sustain a vibrant, healthy, prosperous future. We could call this a neighborhood development plan, or a neighborhood master plan, or comprehensive plan. The title could change, but the imperative to plan affirmatively for a healthy community, economy, and environment is paramount as we face the challenges and changes to come. This plan touches upon these three factors and presents a balanced set of recommendations that address each of them appropriately for this stage of development in this India Street neighborhood.

As a City Council-adopted neighborhood plan, the India Street Sustainable Neighborhood Plan becomes an adopted element of the city-wide Comprehensive Plan. A Comprehensive Plan is a long-range plan that provides a policy framework to guide municipal decisions. Portland has conducted numerous long-range planning activities that have produced a variety of components of the Comprehensive Plan, which include functional elements, such as the Transportation Plan, and strategic or geographic area plans, of which this plan is an example.

History – The India Street Neighborhood



India Street Neighborhood in 1871

India Street has the distinction of being the first street in Portland and the center of the city's earliest settlement. Although little remains from this early chapter in the area's history, the story of what followed is compelling and unlike any other neighborhood in the city. The India Street and waterfront area was the main commercial district of Portland prior to the Great Fire of 1866, when the core of the downtown moved to the Old Port. As early as the 1820's, the India Street Neighborhood was home to a large community of African Americans. Later, it became the point of entry and first home to many of the city's newly-arriving immigrant groups, including Irish, Italian, Jewish, and Scandinavian populations. The neighborhood was the hub of intermodal transportation where shipping and ferries, trains, and land transportation converged around the waterfront generating a center of activity. Newcomers found stability working as laborers on the city's waterfront, Grand Trunk Railroad, and nearby Portland Company. As they became established, each group made its mark on the area, building impressive



North School (1867)

churches and synagogues and launching a wide range of small businesses and institutions. Public health facilities, including a milk dispensary and medical school, were built on India Street to address the needs of the residents. North School, the largest elementary school in the state when it was built, responded to the transitional nature of the

neighborhood by offering occupational training and other innovative programs designed specifically to help the immigrant and first generation children it served.

The historic buildings that remain today tell the story of who lived here and how this neighborhood evolved and functioned. Landmark structures such as North School, the India Street Firehouse, and numerous churches and synagogues are very important to the story. So, too, are the modest wood frame houses owned by the founders of the Abyssinian Meeting House, the triple-deckers that housed immigrant families, and the small commercial structures that were built to serve the needs of a self-contained neighborhood. Just as the neighborhood's remaining historic structures provide tangible evidence of its history, they also establish the strong and appealing visual character of the area.



Abyssinian Meeting House (1828)

Since the mid-20th century, the neighborhood has lost a number of key landmarks, including the Grand Trunk Station and the house where Henry Wadsworth Longfellow was born, at the corner of Fore and Hancock streets. Once-dominant population groups have moved on to other parts of the city, leaving the neighborhood with just a few hundred households. Insensitive alterations to historic structures and the clearing of older buildings for surface parking lots and discordant new construction have diminished the character of the neighborhood. The most dramatic change, of course, was the construction of the Franklin Arterial, which entailed the removal of many homes and commercial structures at the western end of the neighborhood, and severed what had been a seamless transition to the downtown core. The removal of homes and construction of Munjoy South public housing on Mountfort Street created another abrupt boundary to the neighborhood where there previously had been none.



Franklin Arterial (1967) changes the neighborhood, creates disconnected conditions



A mix of different building types on Congress St

Notwithstanding these losses, the neighborhood retains numerous elements of its past that warrant recognition and preservation. This historic building fabric could also inform the scale and character of new development, which would result in a lively mix of new and old within a distinctive, human scale, mixed-use neighborhood.

An older, downtown adjacent neighborhood such as India Street has assets that significantly outweigh its challenges. In addition to the cultural significance of the historic neighborhood, today's market values historic architectural fabric that provides a human-scale foundation for future development. Significant parcels, including those formerly in industrial use, are vacant or underused and inviting for redevelopment. As an existing urban neighborhood, it enjoys a relatively complete infrastructure that is ripe to support revitalization. The historic street grid is walkable and

contributes both to quality of life and to market value for the land uses served by it. Multi-modal transportation services, both existing and potential, create choices for those who want to live or work in or to visit the neighborhood. This mixed-use neighborhood with proximity to downtown already has a core mix of residential and commercial uses, including long-standing uses that are well recognized and loved, and may serve as springboards to additional development. The most important characteristic of all, however, is the prevalence and importance of *people*; the neighborhood is the product of the people who have been here, past and present, and this plays a key role in shaping the future of the India Street neighborhood.

India Street Neighborhood Identity Past and Present



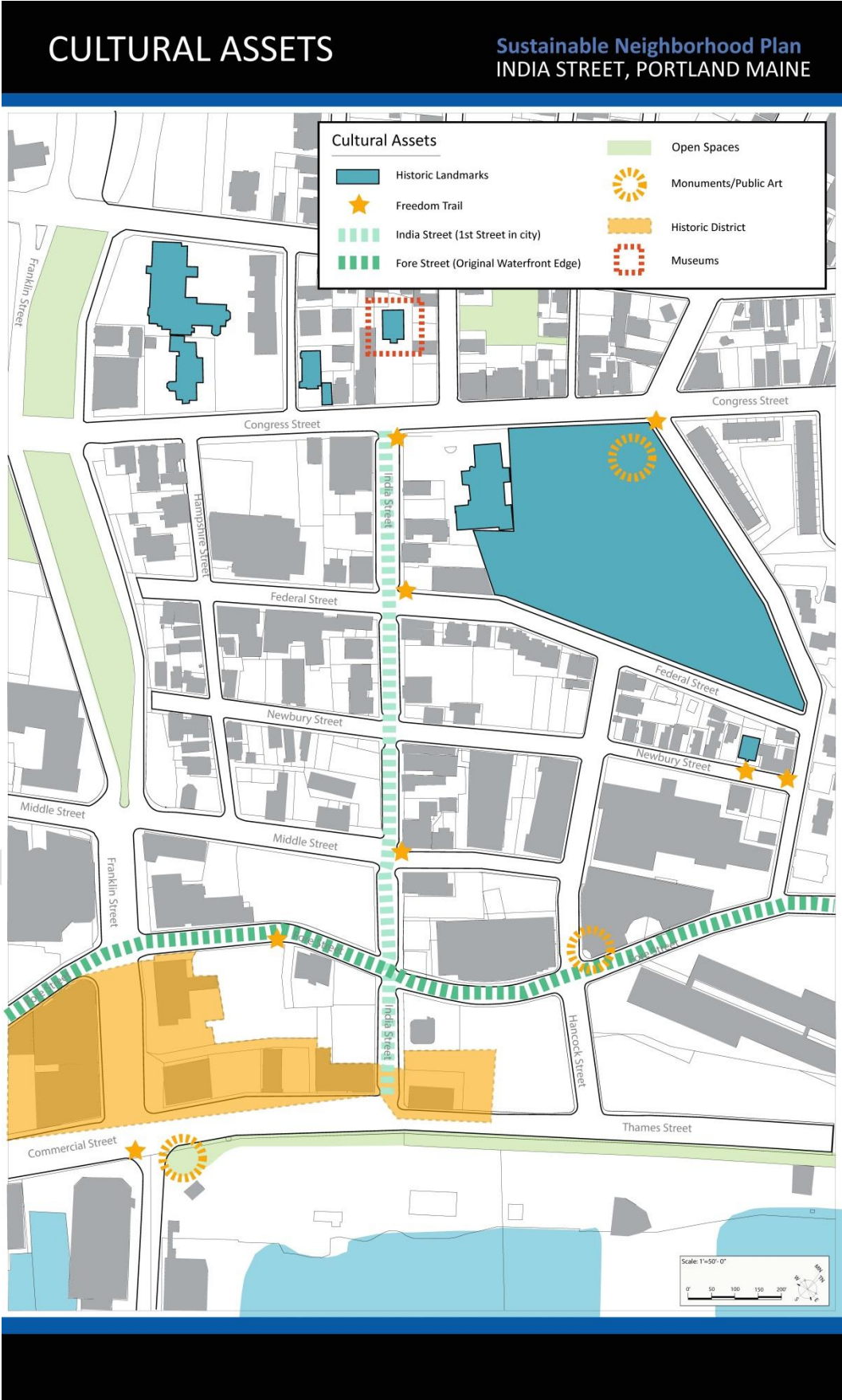
From the results of a Neighborhood Workshop with Michele Reeves, Civilis Consulting, February 2014

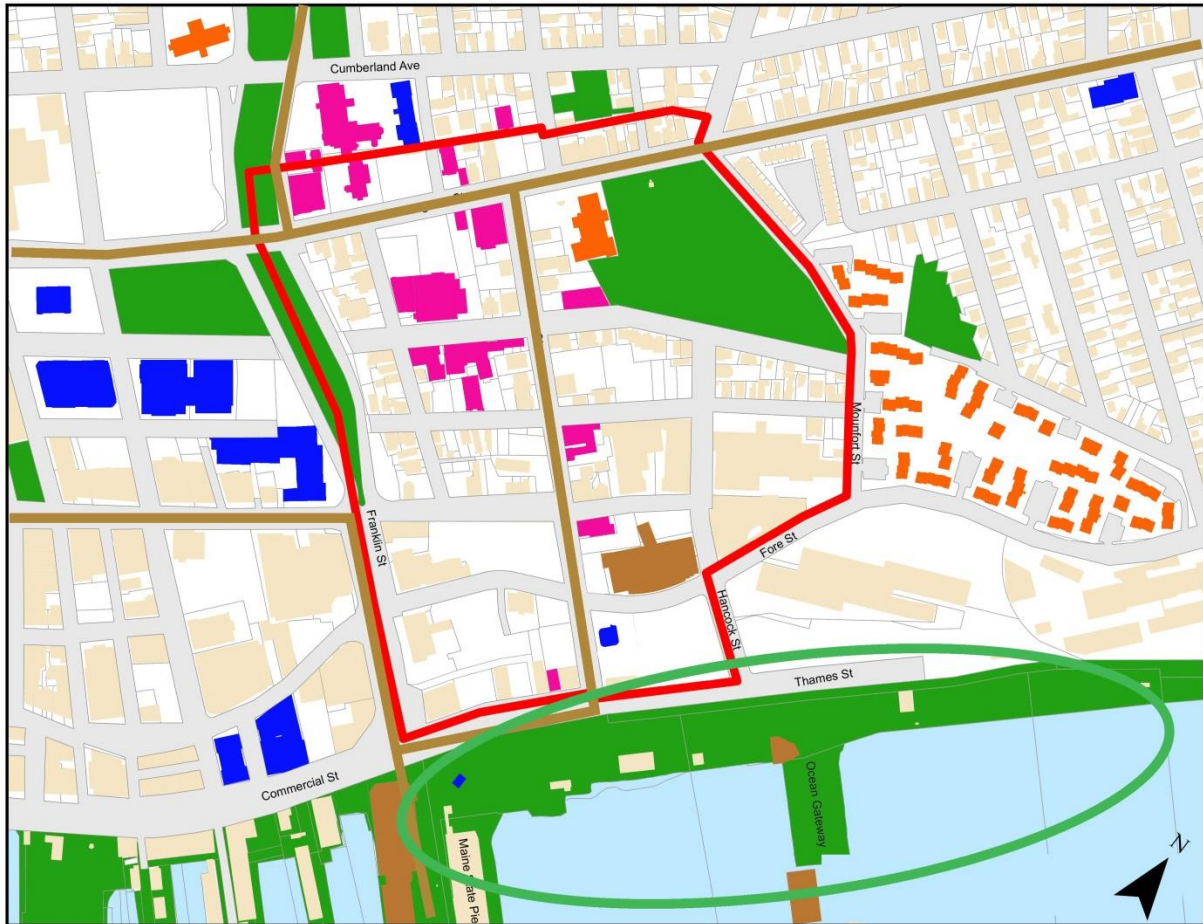
Assets to Build Upon

- **Cultural Heritage** – Portland starts here!
- **Historic** – Landmark buildings and a historic building fabric
- **Adjacent** – Waterfront, Residential neighborhoods, Downtown, Ferry and Cruise terminals
- **Shop Local** – Destination and landmark stores; Small, independent business and entrepreneurial culture; Truly mixed-use
- **Food Destination** – Many restaurants that draw people from all over the city and region
- **Accessible** – Walkable, bus connections, ample parking, good biking streets, ferry terminal
- **Geographic Advantage** – The neighborhood slopes to the waterfront, providing views
- **Development Possibilities** – Many development opportunities of varying scale

Challenges to Face

- **A Lack of Clear Identity** – The neighborhood lacks a clear identity and has never before been the subject of a neighborhood plan
- **The Constraints of Past Land Uses** – Industrial uses, many now defunct, were common in neighborhoods like this, with brownfield and clean-up costs associated with them
- **Scale of Development** – Large development sites have resulted in recent redevelopment that does not comport well with the desires of neighborhood residents and businesses, historic buildings, and neighborhood character in height or scale
- **Disconnected** – The neighborhood edges have been seriously altered and/or sealed off





Physical/Land Assets

- Waterfront (views and physical access)
- Parks and open space
 - Playgrounds – Peppermint Park, Adams Street
 - Public open spaces
 - Trails
 - Recreational facilities – Basketball at Adams Street
- Vacant Land – 21 parcels

Transportation & Mobility

- Bus Routes - 4 bus lines (1, 6, 7, and 8)
- Ocean Gateway Terminal
- Casco Bay Lines Terminal
- Parking Garages

Community, Health, and Resources

- Religious Institutions
- Community groups, Neighborhood Associations
- Advocacy groups and centers
- Clinics and counseling centers
- Community Meeting Spaces
- Hospitals, clinics, and health offices
- Grocery Stores

Local Institutions

- Schools, colleges, and universities
- Fire/Police and other emergency services
- Federal Agencies

Affordable Housing

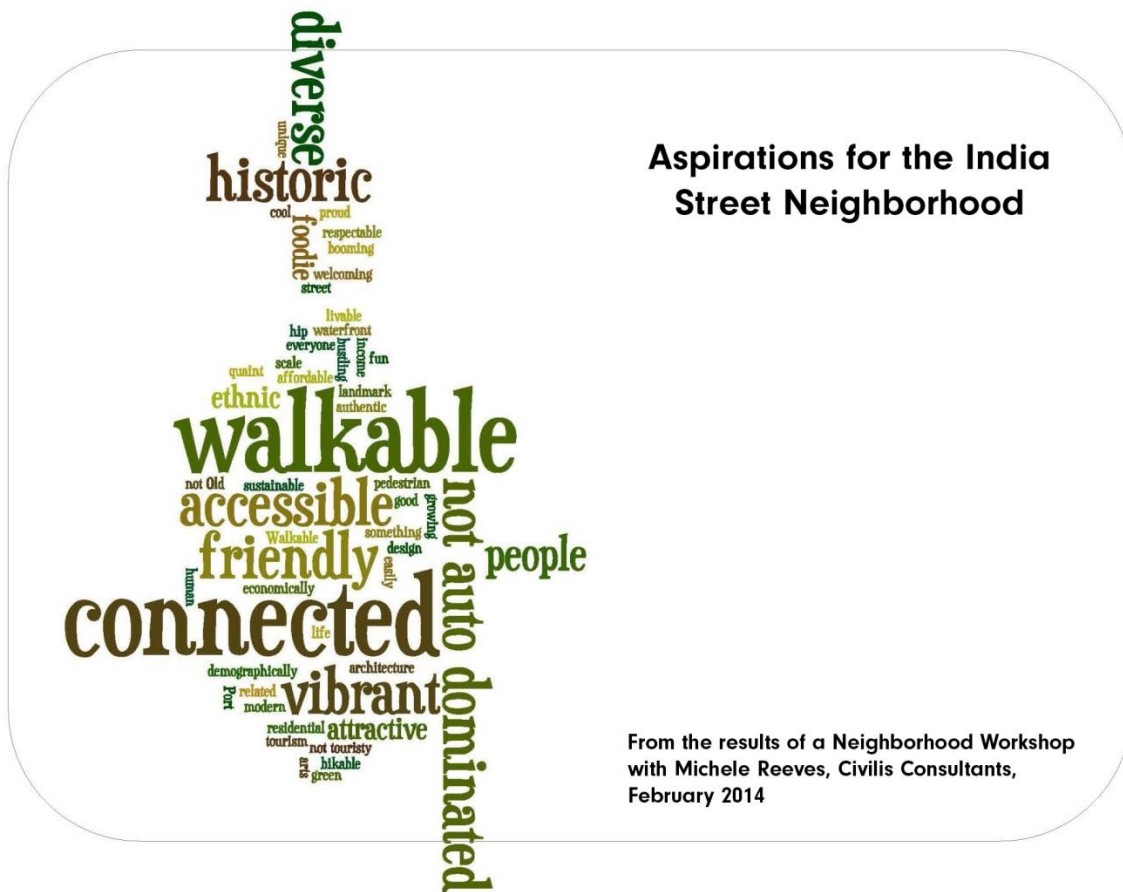
Assets in the India Street neighborhood and surrounds

Goals and Vision Statements

The India Street Sustainable Neighborhood Plan is framed by five Goals and six Vision Statements . . .

GOALS for the India Street Neighborhood

Vitality	Good Quality Design	Strong Neighborhood Identity that Builds on its Heritage	Diversity	Enhance Mixed-use Nature of Neighborhood
- The vision for the India Street neighborhood includes vibrant streets. Improvements to the street level environment, public realm, and open spaces will encourage and attract activity. - Vitality for this neighborhood can be achieved, in part, by encouraging and directing residential growth, especially small infill projects. - Improving the connectivity (of all modes) to and from the neighborhood will elevate the "adjacent" status of the neighborhood by making it a destination. - A vital neighborhood also considers its future; the neighborhood seeks to reduce its vulnerability to climate change and embrace strategies that consider future quality of life including transportation, energy, and sea level rise. - Economic prosperity is a crucial part of neighborhood vitality - strategies around economic development are a high priority.	- People are attracted to neighborhoods with good quality design. This includes not only the materials and aesthetics of new development but also the street presence and longevity of a project. - Compatibility, especially in terms of building scale, is essential in a historic and mixed-used neighborhood such as this one. - In this neighborhood, good quality design also includes good quality rehabilitation of existing and historic buildings. - Infrastructure improvements shall be included in this goal - the public realm and streetscape are of equal importance to the quality of life as buildings are. Standards for high quality design shall also be held true for infrastructure changes or improvements.	- India Street was the first street in Portland and the neighborhood is rich in cultural history. These qualities are at the heart of the neighborhood identity and should be at the forefront of any strategy that deals with neighborhood character, objectives, relationships, or environment. - Streetscape and building improvements (both existing and historic) as well as new development should contribute to an identity that promotes the neighborhood to prospective residents, tourists, and adjacent neighborhoods as a destination. - The historic fabric and landmarks tell a story about this neighborhood and are critically important to its identity.	- The India Street neighborhood has always hosted a diverse resident population. The neighborhood plan should encourage and maintain that diversity of residents (age, race, ethnicity, gender, family size, income, etc.) - Quality of life for a diverse population will include considerations such as food access, transportation choices, access to open space, and diversity of residential unit types and ownership models. - The built environment of the neighborhood is diverse; a dynamic urban neighborhood keeps a diverse mix of building types by including contemporary and historic buildings, and varying building scales.	- The India Street Neighborhood is truly a mixed-use neighborhood with residences, business, offices, hotels, retail, and restaurants. The neighborhood plan should allow this mixed-use nature of the neighborhood to continue and to expand. - New development and the built environment should continue to support and enhance mixed uses. - The neighborhood plan should especially support existing businesses and attract new businesses to the neighborhood, but especially those that provide services and amenities to neighborhood residents and workers.



Vision: Cultivating the Future of the India Street Neighborhood

Vision Statement 1: Sustainable Growth and Development

- The India Street neighborhood is on the cusp of substantial growth and development that will firmly establish its place in the city and region for decades to come. It is poised for growth, and has chosen to shape that growth to its singular character and heritage. It is fitting that this neighborhood welcomes a share of the growth that is happening in greater Portland, given its adjacency to downtown and the waterfront, its walkability, its access to transit, its in-place infrastructure, and its strong mix of and

immediate proximity to housing, jobs, commerce, and services. Over the course of more than two years, this neighborhood has pulled together property owners, residents, and associated stakeholders and community members who care deeply about *how* this neighborhood will evolve and develop. This plan is the result of their efforts and hard work. It presents the vision, principles, and strategies to welcome the right form and shape of growth and development that will bring this transitioning neighborhood to maturity.



Vision Statement 2: A Neighborhood of Diverse Peoples – India Street is and always has been diverse, and we wish it to remain so. Histories of immigrant communities – landing here and gaining a foothold, and making their way in America – have left a durable imprint that we celebrate. Maintaining diversity means conscious efforts to welcome all kinds of new arrivals: whether they be move-up urbanists who can live anywhere and choose India Street for its location; or new arrivals continuing the traditional role of this neighborhood, welcoming new immigrants who above all need affordable housing and convenient access to jobs and services; young singles and small households who are embarking on adult life and value the social landscape and access to all that Portland has to offer; working families striving to live responsibly by choosing a compact urban neighborhood where one can afford to live and maintain a low carbon footprint; or an aging population wishing for an active life and access to Portland’s amenities, activities, restaurants, and services. Any and all of these are welcome to make India Street home, and become part of our community.

Vision Statement 3: An Authentic Neighborhood True to its Heritage –

Portland’s *first street* was India Street, and it is a point of pride and identity that this neighborhood set the stage for Portland’s growth and development. Vestiges of this history abound, from the religious institutions to the civic and industrial buildings, to the vernacular working class houses on Federal and Newbury and Hampshire streets. These features distinguish the neighborhood from others, adding to the mix of peninsula neighborhoods with a unique community fabric. This heritage creates a sense of responsibility to protect the traces of the past as well as positing a form and pattern for future growth that is recognizable as India Street. We invite development into our neighborhood, as it is essential to its vitality and to fill its voids, particularly in the southern section below Middle Street where there is much vacant land and surface parking. And we will insist that new development add to the indigenous structure of this neighborhood by demonstrating an incremental and varied street, lot, and block pattern. The scale of development may grow but the form must reflect the attributes that typify and reinforce the fabric of this neighborhood.



Vision Statement 4: A Fun, Industrious, Creative, Artisanal, and Prosperous Neighborhood

– The sidewalks are full of life and commerce. Within a five minute walk multiple food products are prepared, sold, consumed, and savored. Local businesses are mostly home grown and provide authenticity to the neighborhood - the regional brew house, the bakers, the textile and furniture designers, the grocers, the coffee houses, and restaurants. Amato's, one of Maine's few chain establishments, was founded here on India Street around 1902. We will build on this cluster of commercial activity on the core retail streets and create a continuous "trail of crumbs" for visitors and residents to follow from the Old Port and the waterfront, from Commercial Street to Congress Street. We expect that in this area all of the buildings and businesses will engage with the community both visually and functionally, that there will be a "conversation with the street," and people will enjoy being here and engaging in this dialogue.

Vision Statement 5: A Healthy, Connected, and Active Neighborhood

– The India Street Neighborhood provides opportunities for health and well-being ranging from health-related services to recreation amenities. Within a short walk are many recreation and open space assets: historic Lincoln Park; the Eastern Promenade Trail that caters to children, runners, bikers, strollers, bladders, boarders, and those just out for a scenic stroll; and a playground tucked into edge of Munjoy Hill off Mountfort Street. These gems are now somewhat hidden from view and access; but with some thoughtful interventions – including generous and well-designed

sidewalks and passageways, good lighting and streetscape furnishings, public art, and intuitive wayfinding strategies – we will embrace these assets and enlist them more fully into the life of the neighborhood. Street connectivity remains a fundamental challenge especially in connecting to and across Franklin Street for all modes, with a pedestrian and bicycle priority. Pedestrian connections throughout the neighborhood need improvements that will enable visitors and residents alike to feel comfortable navigating the area and accessing surrounding amenities.



Vision Statement 6: A Neighborhood of Strong Identity

– We have learned a lot about ourselves and our place within the larger community during this planning exploration of the India Street Neighborhood. Our heritage, our diversity, our industriousness, our unique physical character, and our location on Portland's marvelous peninsula all constitute the unique and authentic identity, charm, and spirit of this community. These qualities and characteristics contribute to our pride of place, sense of belonging, and conception of an exceptional community. *Portland Starts Here.* We celebrate this and all it implies. We will share this heritage and identity with the larger community, for us to enjoy, and for others to appreciate.

Thirteen Development Principles

1. Strong Neighborhood Identity

Portland starts here in the India Street neighborhood; the spirit of this place will be reflected in its identity and character, distinct from Old Port and the Downtown. The story of India Street is long and compelling; now is the time to tell and celebrate it.

The India Street Neighborhood presents a human-scale, downtown-adjacent neighborhood with commerce, light industry, authenticity, and community. What visitors and others are less aware of is its distinctive history – Portland’s first street and first neighborhood, early maritime connections, later industrial development, period architecture, religious and cultural diversity. The key principle here is to bring these unique characteristics and assets into closer connection and a cohesive neighborhood identity that will permeate the built environment as well as associated housing and business – all serving to strengthen and enhance the community.

Related Critical Actions:

1. *Establish a distinctive and authentic neighborhood identity*
5. *Create a Local Historic District*
7. *Prioritize India Street as the Main Street*
8. *Adopt a Form-based Code*
11. *Create a Recreation Hub at the foot of India Street*



2. Diversity of Residents

People are at the very heart of all that India Street Neighborhood is about. It is characterized by diversity, past and present, in all meanings of the word – race, ethnicity, age, religion, ability, household size, and socio/economic status. For the future, the India Street neighborhood will continue to be a place known for its authentic diversity; and diversity of residents and activities will be encouraged and maintained.

Two major factors contribute to neighborhood diversity: housing choice and affordability. The recent housing development trend in the neighborhood has been toward large condominium units, often catering to empty-nester couples and part-year residents. Left to themselves, market forces alone will provide more of this housing type, while a balance of housing types is desired. The City is especially interested in development that will provide homes for families with children, and young, single workforce households. This should include rental units and a mix of efficiencies, one, two, and three-bedroom units. As the neighborhood residential base grows, so too will the *type* of housing remain varied. Affordability will likewise be considered in development and policy decisions.

Related Critical Actions:

2. *Adopt policies that promote the creation of affordable housing*
3. *Take advantage of existing housing programs and resources*
4. *Build affordable housing on the City-owned property at Franklin and Middle*
10. *Improve neighboring recreation amenities and connections to them*



3. Neighborhood Heritage and Historic Preservation

Unlike many other neighborhoods on the peninsula, the India Street neighborhood grew to become a strikingly diverse and self-contained neighborhood, with its own “main street,” houses of worship, institutional buildings, and workshop industries that provided employment for minority groups that populated the area. While the neighborhood has lost significant elements of its past, much remains to tell its compelling story. The historic buildings that remain not only tell the story about how this neighborhood has evolved and functioned, but also contribute significantly to its unique character, scale, and patterns.

Protecting and enhancing India Street’s historic building stock is essential if the area is to retain its authenticity and build a strong sense of place. Alterations to existing buildings, both historic and non-historic, will be carefully considered so the neighborhood’s character will not diminish over time. Infill construction will be a clear product of its own time, and respect established development patterns that characterize the neighborhood.

Opportunities to tell the neighborhood’s story, through interpretive signage or other means, will be fully explored and implemented. Understanding the history of the neighborhood will foster pride among local residents and businesses, and will enhance the visitor’s experience.

Related Critical Actions:

- 1. Establish a distinctive and authentic neighborhood identity*
- 5. Create a Local Historic District*
- 8. Adopt a Form-based Code*

4. Mixed-Use Neighborhood

The India Street neighborhood is today truly a mixed-use neighborhood with residences, businesses, offices, hotels, retail, and restaurants. The neighborhood plan should allow the mixed-use nature of this neighborhood to continue and expand, with the goal of providing a fair and high quality of life for all manner of people.

Fostering a desirable and diverse neighborhood requires a certain level of services and neighborhood amenities. Important and interesting destinations, from places that supply necessities to those that supply entertainment, are within walking and bicycling distances. Real estate developments, policies, and economic development plans that maintain or grow the level of service and amenities for the neighborhood will be encouraged.

Related Critical Actions:

- 6. Create and maintain business and resident relationships*
- 7. Prioritize India Street as the Main Street*
- 8. Adopt a Form-based Code*
- 11. Create a Recreation Hub at the foot of India Street*

5. Vibrant Local Economy

Businesses are important to the success of a mixed-use neighborhood, and the vitality of the India Street Neighborhood economy impacts the city as a whole. The economic goals for the neighborhood are to grow employment opportunities and enhance economic vitality and sustainability.

The India Street neighborhood draws people who recognize and enjoy its unique character and heritage. Those who visit or live in the neighborhood appreciate its authenticity, local artisan retail and eating establishments, and diverse cultural history. Building on these strengths through

communication of identity, concentration of commercial uses, protection of the historic and human-scaled built fabric, and stronger relationships within the neighborhood will attract greater numbers of visitors, residents, and businesses to the area and move the neighborhood towards its economic goals.

Related Critical Actions:

- 1. Establish a distinctive and authentic neighborhood identity*
- 5. Create a Local Historic District*
- 6. Create and maintain business and resident relationships*
- 7. Prioritize India Street as the Main Street*
- 8. Create a Recreation Hub at the foot of India Street*

6. Retail Corridors

The India Street Neighborhood is home to destination food and retail businesses, among Portland's most popular. The beginnings of a retail corridor exist on India Street, the neighborhood's main street, as well as on Congress and Commercial streets, and commercial uses are dispersed across the neighborhood. The neighborhood's vitality will be heightened with more concentrated commercial activity – particularly restaurants and retail – along India and on Congress, Commercial, and Middle streets.

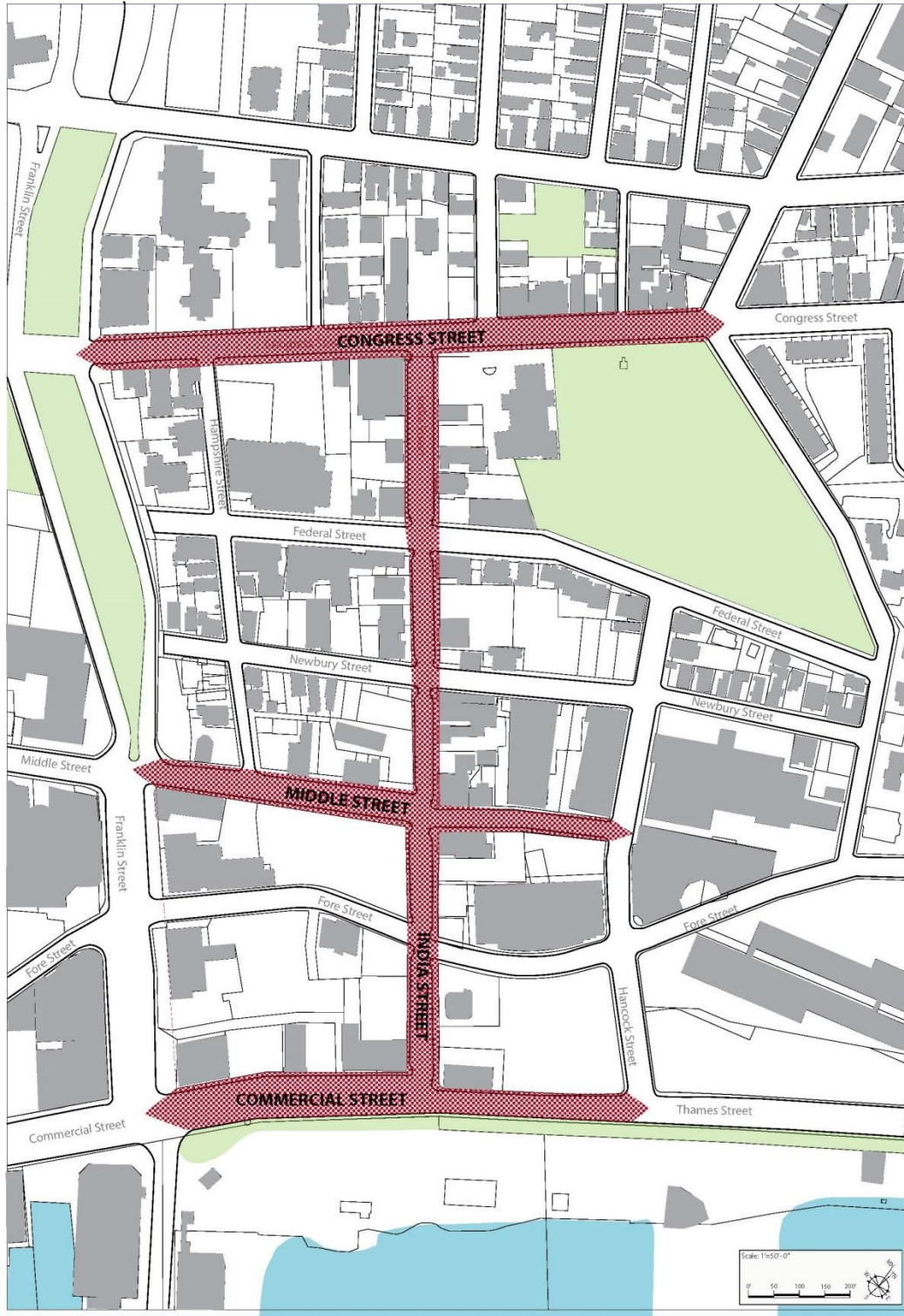
Commercial Street is a popular pedestrian route and entry into Portland for cruise ship and ferry passengers. Enticing people to the India Street Neighborhood will depend, in part, on creating a continuous "chain of crumbs" leading from Commercial up India Street. This will require a phased approach, focusing first on recruiting to India Street new retail shops and restaurants, from Commercial up to Middle streets; and then continuing this effort along India all the way to Congress Street. People attract more people; by concentrating retail to strategic corridors the streets become more active and boost economic vitality. This strategy for the neighborhood retail environment will strengthen existing businesses and attract more visitors, residents, and businesses.

Related Critical Actions:

- 6. Create and maintain business and resident relationships*
- 7. Prioritize India Street as the Main Street*
- 8. Adopt a Form-based Code*
- 11. Create a Recreation Hub at the foot of India Street*

RETAIL CORRIDORS

Sustainable Neighborhood Plan
INDIA STREET, PORTLAND MAINE



RETAIL CORRIDOR CONCENTRATION

7. Guided Growth

The India Street neighborhood is an ideal place to target sustainable growth due to the availability of development sites and existing urban infrastructure. Sustainable growth is growth that occurs in an already-established urban neighborhood, taking advantage of existing infrastructure and services. In the case of India Street, the vision is also for residential growth that supports the neighborhood. The district will accommodate a reasonable share of regional growth over the next 25 years, based on its size and proximity to downtown; and gain critical mass that will support a diverse, vibrant, and mixed-use urban neighborhood. The neighborhood desires a healthy mix of uses. The type of growth will be primarily residential with a substantial increase in housing units; there is already an ample supply of hotels developed. Growth will also come from increased density of smaller units of development rather than increased height. All of this growth will only add to its activity and vitality, promoting it as a vibrant neighborhood center within Portland.

There are several areas in which this growth will be located. Due to availability and size of land, significant growth will occur on large redevelopment sites toward the waterfront. As an urban avenue, Franklin Street has valuable frontage along which new development will redefine the neighborhood's edge and contribute to its identity as a desirable residential/mixed-use district. Smaller infill developments will be strongly encouraged as a way to expand the capacity for neighborhood growth and test prospective housing unit types.

Related Critical Actions:

- 2. *Adopt policies that promote the creation of affordable housing*
- 8. *Adopt a Form-based Code*

8. Form of Development

Neighborhood growth will carefully consider of form and scale, with an emphasis on “human scale” development and good quality design. Graduation of form will vary by location so that future new development is appropriate to its surrounding context. Within intact historic streets, form is modulated to approximate surrounding building forms. In larger blocks presently dominated by surface parking, new buildings will be scaled proportionately to allow larger buildings with mass and scale designed to achieve a human scale street presence, protection of street view corridors, and varied and permeable block faces. The intended outcome will be a harmonious composition of new and old buildings that fit well together to create a lively fabric of modern and traditional building forms.

The Importance of Form – The identity of a downtown adjacent neighborhood is dictated in large part by its scale and pedestrian-friendly design. Critical elements include¹:

¹ These are drawn from the India Street Neighborhood workshop discussion, the City's design manual, and reference materials such as Ewing and Bartholomew, *Pedestrian- and Transit-Oriented Design* (2013).

- Relatively high residential density within a relatively small district, putting many people within walking distance of many activities and, for trips outside of the district, regular and reliable bus service with bus stops;
- A fine-grained mix of uses – both horizontal and vertical – that invite a flow of people at different times of the day, seven days a week;
- A street pattern with pedestrian-scaled blocks. Longer blocks and larger buildings will be interrupted and made permeable by mid-block pedestrian ways, alleys, or streets;
- Continuous sidewalks designed with universal access and widths scaled to the pedestrian activity of the street, to allow two couples walking in opposite directions to comfortably pass each other;
- Strong street walls with development placed close to the property line at street frontage
- Street-oriented buildings, with commercial and mixed use buildings with “permeable” facades – front entrances and fenestration that relate to the street;
- Human-scale buildings – neither so tall as to block a pedestrian’s cone of vision at four stories, nor so horizontally large or dominated by a single use as to discourage the casual interaction between pedestrians and a mix of uses along the street.

Related Critical Actions:

5. *Create a Local Historic District*
8. *Adopt a Form-based Code*

9. Compassionate and Supportive Community

The India Street neighborhood continues a history of welcoming. A walk around the neighborhood reveals a plethora of services and resources ranging from immigrant and elderly services at Catholic Charities, resources for the homeless population at the Cathedral complex and Milestone, low-income housing for the elderly at North School, education opportunities at the Portland Adult Education building, and abundant medical and mental health practices. The compassionate and supportive nature of this neighborhood will be encouraged to prosper; it will continue to be a hospitable landing place for those seeking opportunity in Portland whether it be a new immigrant resident or a fledgling economic enterprise. Efforts to make it accessible with connectivity, transit, and streetscape improvements will go a long way to foster this kind of community.

Related Critical Actions:

1. *Establish a distinctive and authentic neighborhood identity*
9. *Support Transportation Infrastructure initiatives*

10. Connected Neighborhood

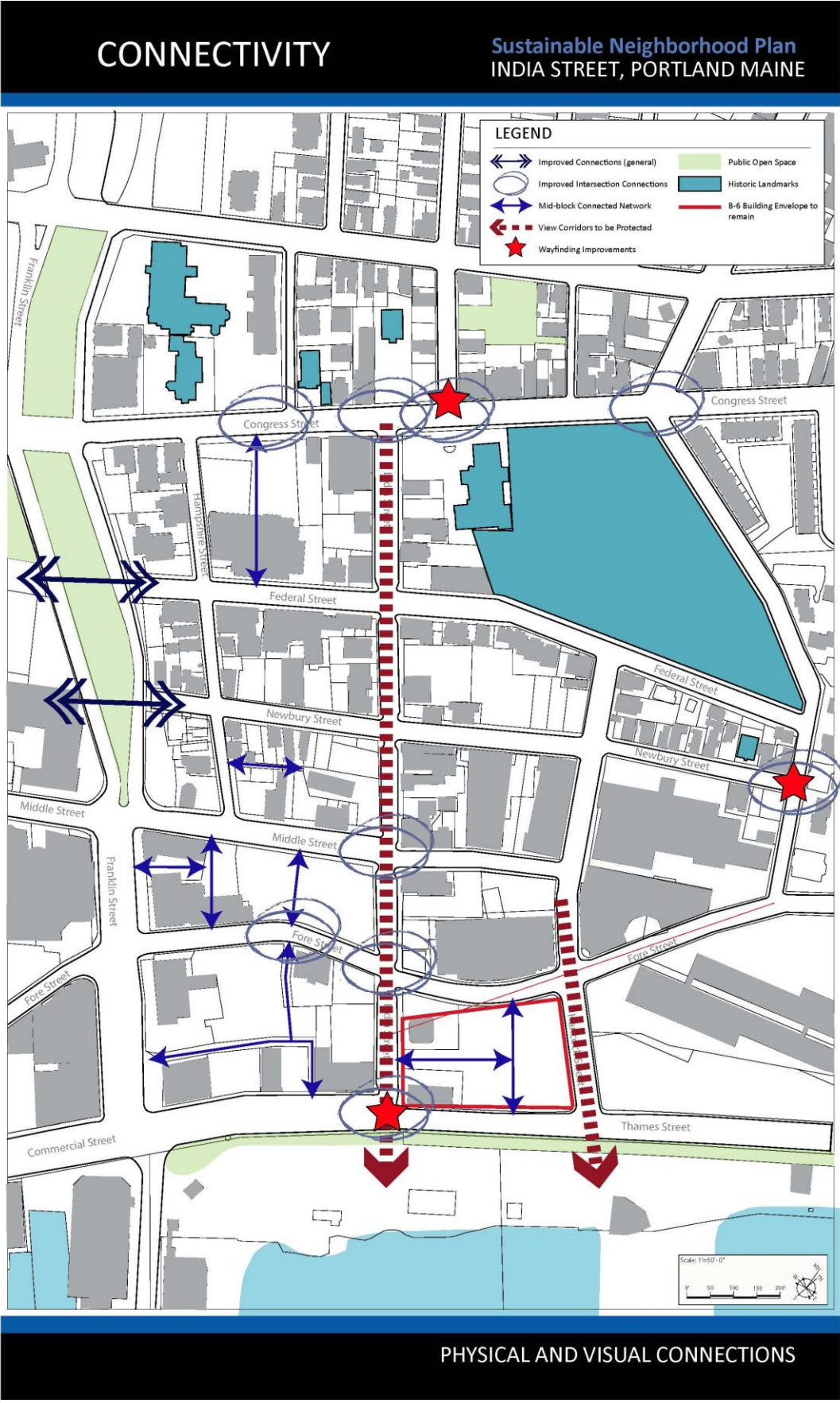
A downtown-adjacent neighborhood that is disconnected from its downtown is an undervalued and underutilized asset. The *adjacent* nature of this neighborhood is both unique and full of potential. India Street abuts many wondrous assets and resources – residential neighborhoods, the downtown district, and the waterfront. *Connections* to these nearby assets and amenities are fundamental to its economic vitality and greater quality of life. Services and opportunities – from jobs to entertainment to governmental services – will be improved by strengthening the connectedness of the neighborhood. From the point of view of the India Street neighborhood, the redesign of Franklin Street is driven in large part by the desire to re-connect this neighborhood and the Downtown. The Transportation Plan of the Comprehensive Plan states, “The City should promote the interconnection of neighborhood streets and pathways, so that there are multiple paths of travel to get to destinations within and between neighborhoods by foot and bicycle, as well as auto.” Reconnecting dead-end streets and formalizing well-loved but informal connection points will help to knit the India Street neighborhood into the city.

The India Street neighborhood already has the fundamental characteristics of a walkable, bikeable neighborhood and the additional advantage of being a transportation hub. The combination of neighborhood adjacency and increased density reinforce the use of alternative transportation modes, reducing dependency on automobiles and allows for the relaxing of parking requirements. Improvements to the local street system, trail system, and transportation system will give priority to connectivity on multiple scales - connectivity to surrounding neighborhoods, connectivity to neighboring assets such as Lincoln Park and the waterfront, and connectivity within the neighborhood, itself. Emphasis will be on pedestrian, bicycle, and transit modes. The walkability of the neighborhood, proximity to jobs on the Portland peninsula, and the availability of bus service will reduce auto dependency. Increased density will support public transportation with shorter time intervals, which, in turn encourages use and viability of the transit system.

Visual connections, especially to the waterfront, are another important type of connection. Wherever possible, access to the waterfront – visual and physical – will be provided as a public amenity. New development will be conscientious of its relationship to the water; view corridors through public rights of way to the water will not be obstructed. Visibility to and from the neighborhood, across Franklin Street and from the water and Commercial Street, will contribute to the identity and presence of the neighborhood, serving to attract visitors as well as elevate the relationship of the neighborhood with the rest of the city.

Related Critical Actions:

8. *Adopt a Form-based Code*
9. *Support Transportation Infrastructure initiatives*
11. *Create a Recreation Hub at the foot of India Street*



11. Quality Infrastructure

The streetscape and landscape play an important role in supporting the neighborhood identity and affording a comfortable, inviting, and human-scaled environment. For infrastructure, emphasis will be placed on the experience one has travelling to and throughout the neighborhood, with Complete Streets as the adopted City strategy. The street grid and transportation infrastructure will be improved with priority given to pedestrian, bicycle, and transit modes. Strategies to improve the streetscape will include increased street trees and plantings, lighting, public restrooms, green infrastructure implementation, wider sidewalks and improved universal access in public right of ways, street furniture deployment, and a neighborhood-wide analysis to evaluate the potential to underground utilities. Neighborhood identity will be reinforced through streetscape design elements with particular priority on India Street which will include street trees, public art, unique and cohesive street furniture, pavement options that have a storytelling or identity component, and gateway elements signaling entrances to the neighborhood.

Vehicle parking, especially surface parking lots, will be de-emphasized. On-street parking, reduced off-street parking requirements, modest off-street lots, structured parking, and car-sharing services will all be needed to satisfy demand. In the India Street neighborhood, the recent structured parking with excess space (as of 2013) was created to relieve some of the constraint that might otherwise exist and to facilitate development of surrounding parcels. Use of shared parking and utility infrastructure strategies will be encouraged.

Finally, improvements to telecommunication infrastructure is crucial to making the India Street neighborhood and the city an attractive place to locate for residents and businesses who increasingly rely on internet access for quality of life and work.

Related Critical Actions:

- 7. *Prioritize India Street as the Main Street*
- 9. *Support Transportation Infrastructure initiatives*
- 10. *Improve neighboring recreation amenities and connections to them*
- 12. *Make India Street a model for stormwater management*





12. Ample Recreation and Open Space

Open space is a most precious commodity in the small, urban India Street neighborhood. Open space amenities greatly enhance quality of life for residents and workers, make for a more attractive built environment, and create opportunities for community gathering and interaction. Every opportunity to improve or enhance public open spaces will be pursued. This principle addresses a guiding principle of the existing open space and recreation plan for the City of Portland, *Green Spaces, Blue Edges*:

Neighborhoods form the foundation of *Green Spaces, Blue Edges*. The plan exists to serve the health and enjoyment of the neighborhood residents.

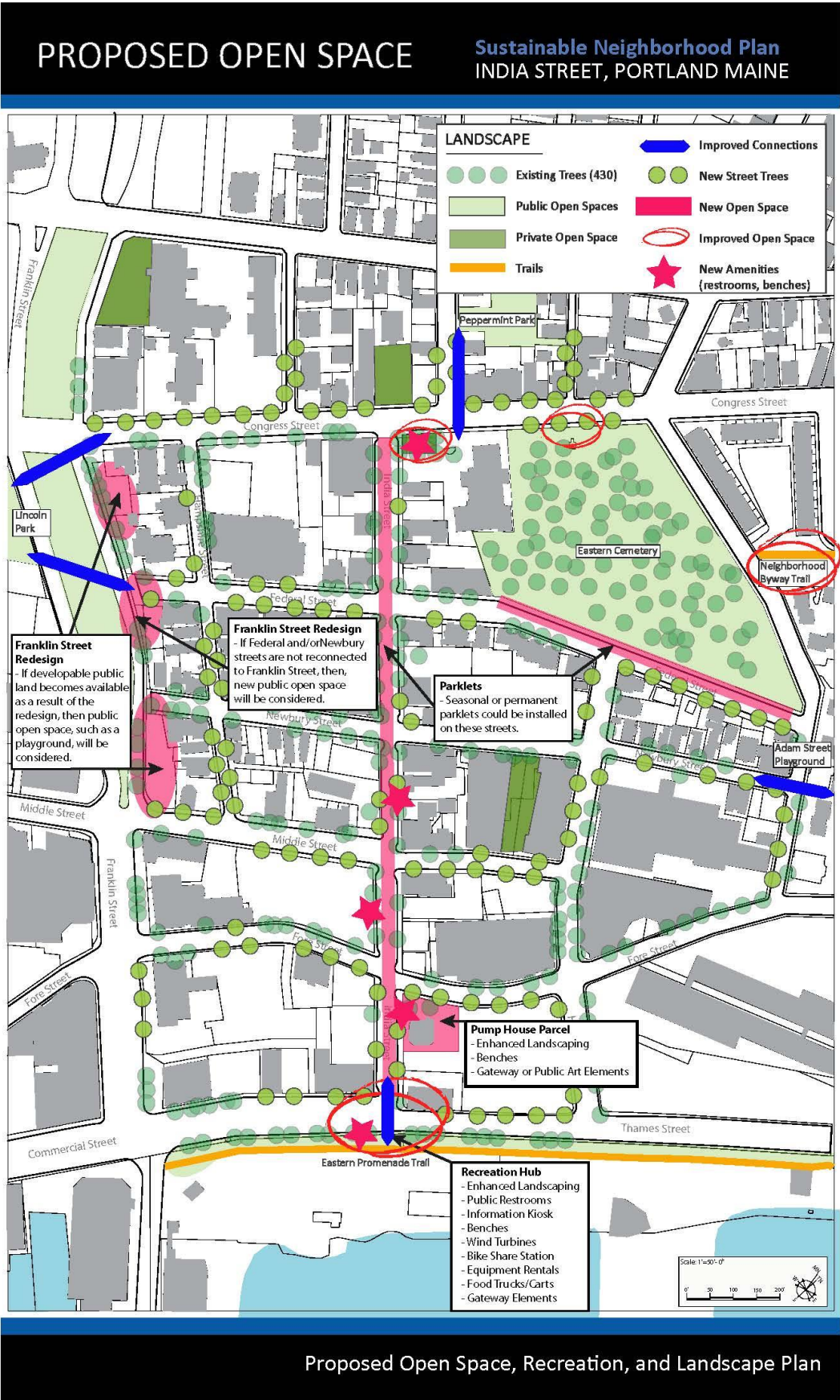
- Neighborhoods should have open space focal points
- Recreational opportunities should be available for all ages and genders
- Neighborhood open space should be within walking distance
- Portland residents appreciate their park system

The neighborhood has three avenues to maximize the potential for open spaces of different types and uses: 1) Create new open spaces at the pumping station property, along Franklin Street, and at the foot of India Street, 2) Improve and maintain existing spaces (including private green spaces) within the neighborhood by implementing the Eastern Cemetery Master Plan, for example, and 3) Connect to surrounding open space amenities such as Lincoln Park, playgrounds in Peppermint Park and Adams Street, and the Eastern Promenade Trail.

Related Critical Actions:

9. Support Transportation Infrastructure initiatives
10. Improve neighboring recreation amenities and connections to them
11. Create a Recreation Hub at the foot of India Street





13. Responsive to Climate Change

As a waterfront-adjacent district, climate change is especially compelling to the India Street neighborhood. Adapting to sea-level rise, reducing stormwater runoff, and mitigating heat island effect are especially important to address, as the neighborhood continues to develop and improve. Future plans for this district will consider such features as low-impact design in public and private development, reduction in impervious surfaces and subsequent opportunity to increase greenery and street trees, flexible ground floor designs, and treatment of roof surfaces to reduce heat island effect and solar reflectance. Incremental changes, including modifying structures and facilities on the water's edge to be more resilient to sea-level rise, will be pursued by both public and private interests. The future India Street neighborhood will be a model to demonstrate that planning for climate change is a benefit to residents', visitors', and workers' quality of life and the quality of the built environment.

Related Critical Actions:

- 7. *Prioritize India Street as the Main Street*
- 9. *Support Transportation Infrastructure initiatives*
- 12. *Make India Street a model for stormwater management*



Implementation Plan

Critical Actions are inter-related and high priority initiatives, representing the top one or two strategies from each Working Group. The **twelve** strategies below meet the "SMART" test articulated by the City Council as part of its 2014 goal-setting process, as they are at once:

Specific
Measurable
Attainable
Realistic
Tangible

Critical Action 1

Capture the distinctive and authentic neighborhood identity

Improvements and new development in the neighborhood will contribute to the telling of India Street's story. Emphasis on the key elements of the recognized identity of the neighborhood will enhance pride of place among local residents and businesses, as well as attract new populations of each, and provide a welcoming orientation to this unique and special place within the City of Portland. The neighborhood will pursue an identity strategy to provide definitive direction in the future development and characterization of the neighborhood.

Critical Action 2

Adopt policies that promote the creation of affordable housing

It is in the public interest to promote an adequate supply of housing that will keep the India Street neighborhood livable for a diverse mix of residents. To promote the creation of affordable housing the City should review, amend, and adopt regulatory policies that encourage developers to include units of affordable housing within development projects, thereby mitigating the limited supply of affordable housing; and, by doing so, promote the health, safety, and welfare of citizens. The regulatory review should include parking requirements, height bonuses, residential density restrictions, and the consideration of new affordable housing policies.

Critical Action 3

Take advantage of existing housing programs and resources

The India Street neighborhood is eligible to take advantage of various programs and resources, local and federal, that will expand and diversify housing choices. The critical action will be to identify the neighborhood as a focus area for programs such as:

- Community Development Block Grants (CDBG)
- HOME Program investment
- HUD 5-year (2015-2020) Consolidating Plan Process to conduct market study
- City of Portland Housing Replacement Ordinance
- Hire a Housing Planner for the Housing & Community Development Office

Critical Action 4

Consider building affordable housing on the City-owned property at Middle and Franklin streets

The City has an opportunity to contribute to resident diversity by designating city-owned property for the development of affordable housing. Affordable housing, especially for families with children, is lacking within the neighborhood. The parcel of land at Middle and Franklin Streets has been identified as a potential site to build affordable housing that will serve as a catalyst for other private development in the neighborhood.

Critical Action 5

Create a local Historic District

Portland's historic building fabric is a defining characteristic of the city. Designating the India Street Neighborhood as a local historic district will put into place a process to guide change over time. Historic preservation regulations encourage thoughtful rehabilitation of an area's historic buildings as well as compatible infill development. As has been proven in Portland's other commercial and residential historic districts, historic preservation is a successful economic and community development strategy. This land use regulatory program has been shown to instill pride of place, provide a measure of assurance that investment in the district will be protected, and ensure that the area retains an authenticity that attracts locals and visitors alike.

The City will designate India Street and the surrounding neighborhood as a local historic district, subject to the provisions of Portland's historic preservation ordinance (Article IX of the Land Use Code) with boundaries developed through a rigorous survey and coordinated with the Maine Historic Preservation Commission. Developers will receive additional benefit from historic designation if the City also secures National Park Service certification for the India Street Historic District, and provide access to state and federal historic rehabilitation tax credits.

Critical Action 6

Create and maintain business and resident relationships to strengthen the community

Programs that strengthen the relationships between the residents and businesses in the neighborhood will enhance its vitality and growth within and beyond its boundaries. Examples of such program are as follows:

- Annual and monthly promotions – events to bring together businesses and residents
- Neighborhood-exclusive soft openings when new businesses open
- Discounts for neighborhood residents/employees (perhaps with a card)
- Cross-business promotions
- Parking validation agreements with City and local providers to make residential, worker, and customer parking more readily available.
- The India Street Neighborhood Association (ISNA) will be an energetic and creative partner with the City in promoting and building these relationships, events, and practices across the public, private, and philanthropic sectors.

Critical Action 7

Prioritize India Street as the Main Street

Because of its mixed-use character, a downtown-adjacent neighborhood needs a “main street” of its own. In this case, India Street is the neighborhood’s *de facto* main street with the intersection at Middle Street as a key junction; and strategies will reinforce and strengthen its role as such. Retail activity is encouraged on India Street, and a high level of transparency and activity is expected from future development along the corridor. To assist in this kind of activity, the City’s Façade Improvement Program will be targeted on India Street. The streetscape of India Street plays an important role in portraying the unique identity the neighborhood, and streetscape improvements should be focused on India Street. Neighborhood identity will be reinforced through streetscape design for India Street that will include public art, lighting, unique and cohesive street furniture, pavement options with storytelling aspects, and gateway elements. The street should be inviting with continuous street trees and plantings; and infill development is encouraged to build an active street wall. Vacant lots could become sites of temporary installations or pop-up retail to invite activity. Streetscape improvements should be of high quality materials, and designed and coordinated to increase their visual impact.

Critical Action 8

Adopt a Form-based Code

Reflecting the desire in the neighborhood to maintain a human-scale of development, a zoning code based on form and building character rather than use is proposed. A form-based code (FBC) is a land development regulation that fosters predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code. A form-based code is a regulation, not a guideline, adopted into city code of ordinances and replaces the existing

zoning code in place over the extent of the neighborhood boundary.² Under the proposed form-based Code, new development and significant renovations will carefully consider the building's relationship with the streetscape and have forms compatible with the existing built fabric. The FBC also will encourage small infill development and dense housing development through height and parking bonuses and by relieving residential density restrictions. An additional goal of the FBC will be to provide a clear and consistent review process to guide development and manage change.

Critical Action 9

Support Transportation Infrastructure initiatives to increase connection and mobility within the neighborhood

To reach its goals of connectivity and multi-modal priority, the neighborhood supports city-wide initiatives to improve safety and access to transit, biking, and walking. The neighborhood will be proactive in taking advantage of the following initiatives and programs being planned:

- Transit System (METRO) – Support enhanced service such as the proposed link from the Transportation Center to the Casco Bay Lines Terminal; proposed bus routing changes; and increased frequency and synchronization of service
- Transportation Choices – Support efforts to expand car-share locations, and start a bike share program with stations in the India Street neighborhood
- Franklin Street Redesign – The neighborhood will benefit greatly from restoring connections to and in some cases across Franklin Street. At the very least, improved bicycle/pedestrian connections across Franklin Street are necessary and desired; reconnecting vehicular access to Franklin Street from one or both streets (Newbury and Federal) is desired if it can be done safely
- Parking Requirements – Current revisions to the Sustainable Transportation Fund are under review that may have positive impacts on parking requirements for developments, and enable more small, infill projects to be feasible in the India Street Neighborhood
- Complete Streets Design Manual – Support the adoption of Complete Streets and encourage the City to implement these types of improvements within the neighborhood, especially on India Street
- Implement and expand upon the adopted City Wayfinding plan, especially targeted to pedestrian and tourist wayfinding

Critical Action 10

Improve neighboring recreation amenities and connections to them

Open space is a precious commodity in India Street as a small, urban neighborhood. One strategy for providing open space to the neighborhood is through improved access to surrounding open space amenities including Lincoln Park, the Waterfront, the Adams Street Playground, and Peppermint Park. An assessment is needed to determine how best to update the equipment, paving, and landscaping as well as improve wayfinding, visibility, and connections between the neighborhood and these existing assets.

² Definition from the Form-Based Codes Institute: <http://formbasedcodes.org/definition>

- Pump Station parcel – This parcel provides an opportunity for prime open space improvements.
- Lincoln Park – Efforts are underway to restore and improve the park and increase neighborhood access, and to encourage new development around the park to enliven its use.
- Adams Street playground – This adjacent public playground is under-used due to lack of visibility and access. An assessment is needed to determine how to increase use of this space.
- Peppermint Park – a recently improved public open space that is not visible or well-connected to the India Street neighborhood. Suggested improvements include safe pedestrian connections across Congress Street and wayfinding.
- Eastern Promenade Trail – Connections to this popular trail could be improved across Commercial Street. Additional improvements include a Recreation Hub at the foot of India Street, open space improvements on the City-owned sections next to the trail to enable more use of the space, public art or wind turbine installations for wayfinding and neighborhood identity.
- Neighborhood Byway Trail – An informal trail connecting Munjoy Hill to India Street is in need of paving and maintenance improvements to increase use and visibility and safety.

Critical Action 11

Create a Recreation Hub at the foot of India Street

The neighborhood can leverage existing assets – the Eastern Promenade Trailhead, waterfront proximity, retail and organizations related to recreation, a strong restaurant reputation – to establish a Recreation Hub. The foot of India Street will become known as the meeting point for a trip to the Islands, a class at Sail Maine, or a bike ride or stroll on the trail. It will be an access point for recreational amenities such as bicycle or equipment rentals, a point to buy food and drinks for the day's excursions, and a rest stop with public restrooms. As the neighborhood develops, this will be the place for bike share stations, information kiosks, and a meeting point for tours. Not only does this critical action boost economic development, it adds to the identity of the neighborhood and gives residents and visitors a reason to venture into the India Street Neighborhood.

Critical Action 12

Make India Street Neighborhood a model for stormwater management

The India Street Neighborhood is an ideal district to exercise good stormwater strategies for the City of Portland. As with many older American cities, Portland suffers from combined sewer overflows (CSOs) when excessive rainfall enters the sewer and overloads the system, leading to pollution of our waterways. As climate change increases the number and intensity of storm events, it is imperative that neighborhoods adjacent to the waterfront reduce their impervious surfaces and increase runoff retention capabilities. The first step for the neighborhood will be a district analysis resulting in engineering and landscape architecture strategies and recommendations. An additional resource is the analysis and recommendations of the 2014 Urban Land Institute Advisory Panel for Portland and South Portland. The City will lead by example when making improvements to the public right-of-way in this neighborhood, using India Street as a prime demonstration site for good stormwater practices.

Strategies include:

- Complete Streets: Development will continue to provide opportunities to create Complete Streets and improve hydrologic function for resilience.
- Reduce Stormwater Runoff: Impervious surfaces of surface parking lots are another major contributor to stormwater runoff quantity and water quality; development will be designed to reduce impact of surface flow across Commercial Street and to mitigate impacts on land-side structures. The City is moving towards adopting a Stormwater Service Charge that will provide economic incentives for developers and property owners to reduce and treat runoff.
- Green Infrastructure: Low-impact design and green infrastructure strategies will be implemented wherever possible.



India Street Neighborhood is directly adjacent to (and uphill from) 4 Combined Sewer Overflow Outfall locations. Reduction of impervious surfaces and improvements to the treatment of stormwater in the neighborhood may have a direct and beneficial impact on this city-wide problem



223 Congress Street

The four-story, two-by-five bay building at 223 Congress Street is constructed of Flemish bond brick and features a flat roof and Italianate details. Facing southeast, 223 Congress Street has a storefront on the first floor (to the west) accessible by a recessed entrance, with the entrance for the rest of the structure being located at the building's eastern corner. This blue- and gray-painted entrance has a paneled door with central elongated oval stained glass window, wooden door surround, and carved white solid wood fanlight above. Brick pilasters capped with wooden entablatures flank this entrance, topped with a decorative blue- and gray-painted wooden beltcourse that runs the width of the building. A three-story bay window painted in the same blue and gray tones at the first story runs vertically up the west side of the building, with a central six over six window, and four over four windows on either side. To the east of this bay window is a single, narrow, six over six window on each level—this window has a segmented brick arch over the window on the second and third story, while the fourth story window has a decorative arch brickwork. Each story is distinguished by a wide beltcourse with alternating recessed bricks, that spans the width of the building—these recessed bricks give an overall pierced appearance. The roof is flat, with a wide overhanging white- and blue-painted wooden cornice that extends across the front façade of the building, with decorative brackets. This central façade is the only adorned elevation on the building.



227 Congress Street

227 Congress Street is a three-story gable-front brick building facing southeast. The first floor of this building has a commercial storefront, with a large two-paned window on either side

of a recessed entrance. These storefront windows have paneled wooden surrounds painted sage green, and are flanked by brick pilasters. A granite beltcourse and cornice runs the width of the building, separating the first and second floors. The second floor has two six over six windows with wooden surrounds on either side of center—two narrow recessed brick panels in the middle of this floor suggest there were once windows in that location. The third floor has two narrow four over four windows directly above these recessed panels. These windows have wooden surrounds and are each capped with a decorative rounded brickwork arch. The gable roof is painted with blue highlights and has a white-painted dentil course beneath the cornice and cornice return. A line of rope-like carving runs beneath the roof's overhang, tracing the path of the building's roofline. Two smaller structures flank either side of the building—a two-story, flat-roofed masonry one-bay wing to the west, and a single-story, wooden shingle-clad, one-bay structure to the east.



229 Congress

The building at 229 Congress Street is a four-story masonry structure with a flat roof and prevalence of three-story, white-painted clapboard-clad bay windows. Laid out in running bond, this three by thirteen bay building has first floor commercial space on the main, southeast-facing façade distinguished from the rest of the building by large single-pane glass windows, and a central recessed entrance. This commercial space is entirely clad in white-painted, diagonally-laid out wooden clapboard. The rest of the main façade is laid out symmetrically, with two narrow, one over one windows with granite sills at the center, flanked by white clapboard-clad bay windows that extend the remaining height of the building. These bay windows have a one over one pane configuration. The roof of 229 Congress Street is flat, with a slightly overhanging cornice enhanced by decorative white-painted wooden brackets.



235 Congress Street

235 Congress Street is a three-story, clapboard clad structure with a first-floor commercial space and gable-front roof. With the exception of the storefront (which has been finished in wood paneling), the entire building is clad in clapboards—on the main façade, they are plain and weathered, while on the sides of the building they have been painted white. Oriented southeast along the street, this building's first floor commercial space is painted white and blue, with two entrances, one to the west, and one to the east. The entrance to the west is recessed, accessible by a set of wooden steps—the door is paneled, with a large single-pane window. The entrance to the east is flush with the street, and has a two-paneled door with a nine-pane window above. The first story is distinguished on this main façade by a small wooden shingle roof, lined by a small dentil course. The second and third levels of the main façade have three evenly-spaced, one over one windows with white wooden surrounds. At the point of the gable roof is a white-painted circular vent.



239 Congress Street

The structure located at 239 Congress Street is a two-and-a-half story, three by one bay gable front building clad in a mix of white-painted wooden clapboard and light green wooden shingles. Facing southeast, the building's first floor has commercial space defined by three large single-pane windows at the center of the building, with entrances on either side. The storefront entrance to the east is accessed by a small set of wooden steps, has a paneled door with a nine-pane window, and is sheltered by a green half-circle awning. To the west on the ground level is

a slightly recessed two-panel door with a nine-pane window accessible by a mixture of wooden and granite steps. The second story on this main façade has two windows, slightly out of horizontal line with one another. The window to the east features two single-pane windows side by side, while the window to the west has a one over one pane configuration. This style window is mirrored again on the half story, directly beneath the angle of the gable roof. The northeast elevation of this building has a simple one over one window on each floor, centered in the middle.



241 Congress Street

Facing southeast on Congress Street, the building located at 241 is a three-story, Flemish bond brick structure with commercial space on the first floor, and a central two-story bay window above. The first floor is distinguished by two large four-paned windows with red awnings spaced between two entrances, all with painted wood surrounds. The entrance to the east is a four-paneled door with two small windows at the top, accessible by a single stone step. The entrance to the west, located between both storefront windows, is recessed, with a nine-paned door, accessed by a single stone step. This first floor is distinguished from the upper stories by its use of dark red-painted brick with a stone beltcourse in painted in the same color above. The second and third stories are essentially identical, with some small differing details. A two-story bay window of white-painted wood with one over one windows runs up the center of the building, and a single narrow window with a one over one pane configuration is located to the east. This window is slightly smaller on the third story. Both are encased in white casings, with a granite lintel. A plaque to the west of the third story bay window reads “Murphy 1888.” The roof is flat, with an overhanging cornice with a row of dentils.



247 Congress Street

The four-story Classically inspired structure at 247 Congress Street is constructed of Flemish bond brick with commercial space on the first floor and a flat roof. Oriented southeast along Congress Street, this structure has the appearance of two identical buildings connected as one; a central dividing line cuts the building in half vertically, and the bricks on either side do not quite match. The building has two storefronts at street level, both with large paned glass windows flanking a recessed entrance with three-light transom and three-quarter sidelights. The brick structure between the storefronts has been painted red. This main façade has eight one over one windows on the second, third, and fourth stories, all capped by simple granite sills and lintels. A granite panel placed at the center of the building between the third and fourth levels reads “E.W. Murphy 1924.” The elevation on the southwest side of the building has four vertical sections, each with five bays. There are two four-story red-painted wooden bay window sections on this elevation. These bay windows have a one over one pane configuration, with plain recessed wooden panels below. The remaining two sections have two one over one windows arranged horizontally and vertically on each story. A wide wooden cornice with a slight overhang runs along this side of the building. The northeast elevation has six windows on each level, arranged both vertically and horizontally, with one over one windows.



248 Congress Street

Number 248 is oriented northwest along Congress Street, and bordered to the east by Eastern Cemetery. Built in 1867 by architect Levi Newcomb, it is constructed of Flemish bond brick with a stone block foundation. The four-story main block is rectangular, with two

protruding central sections. To the southeast is an ell running east to west. The elevation facing Congress Street is the narrow part of the rectangular main block, and is broken into three sections, lined vertically by painted brick sections designed to imitate quoins. This façade features groupings of two one over one windows, with white casings and small unadorned painted brick lintels on the first and second stories. The third story has four one over one arched windows. There is a granite belt course just below the fourth floor, which has parapet-style granite trim and two small central one over one windows. The east elevation is broken into six sections, defined on the main block by the same painted brick “quoins” found elsewhere on the building (but not on the ell). Windows on this elevation are aligned horizontally. The section to the north, as well as the protruding wing toward the middle have one over one windows beneath an integrated single arched pane of glass—most of these windows are capped by a painted brick arch. The other sections of this elevation feature the same arched windows, but also groups of four one over one windows with simple white casings. The parapet-like granite trim, granite belt course, and small one over one windows found on the elevation facing Congress Street is echoed around the perimeter of the structure. The southwest elevation is much like the northeast elevation, with the exception of a large clock tower rising above the central protruding wing of the main block. The tower has a clock on all four sides, the faces of which are surrounded by granite, with a keystone at the top and bottom. A copper roof with a single finial caps this structure. Home of the former North School, a section of stone stairway leading to the building is engraved with the dates “1867-1922.” This building is listed on the National Register of Historic Places.



249 Congress Street

249 Congress Street is a small single-story, flat-roofed commercial unit that faces southeast. This building’s storefront is white-painted wood, with two large single-paned glass windows flanking a central recessed entrance. There are panels of brown-painted wood below the pane glass, and a wide entablature above. The roof is flat, with a simple, slightly overhanging cornice.



251 Congress Street

Located at the corner of Congress and Smith Streets, 251 Congress Street is a one-story, flat-roof commercial building constructed of Flemish bond brick. It has several entrances on both Congress and Smith Streets, and multiple storefronts. Lining Congress Street, the building has a tripartite appearance, distinguished by brick pilasters with a painted wooden block entablature topped by a carved flower panel. The storefront to the east has two large nine-paned windows with a three-light transom flanking a central, recessed entrance at street level. The configuration of the storefront windows is mirrored in the recessed area, leading to a nine-paned, paneled door with a one light transom above. This entrance and windows are encased in white-painted wood, with green recessed panels located under each window. Around this storefront is a surround of weathered wood. There is a wide brick cornice that runs around the perimeter of the building. The next storefront (to the west) is accessible by a recessed entrance to the east, and a large, four horizontal paned-window to the west, covered by a blue awning. This awning, door, and window are encased by cream-colored wood, with brick extending from street level to the bottom of the window. The third storefront's entrance is oriented to the south, directly to the spot where Smith Street and Congress Street intersect. This storefront has a large four-paned glass window with overhanging black awning lining Congress Street, and a three-paned window with identical treatment lining Smith Street. The brick extending from the bottom of these windows to the street has the appearance of a veneer. The centrally located entrance is recessed, with a glass door. Directly above, the wide cornice that encircles the building at roof level becomes a parapet, with an inlaid granite diamond at its center.



267 Congress Street

267 Congress Street, the home of the Etz Chaim Synagogue and Maine Jewish Museum, is a three-story, flat-roof structure facing southeast. This stretcher bond brick structure is set back from the street a good distance—access to the building is granted by a brick-lined pathway through the sizeable lawn interspersed with trees and shrubs of various sizes. Symmetrical in design, 267 Congress Street has a central recessed entrance accessible by a set of stone stairs. This entrance features pilaster-like columns on either side, supporting an arched entryway. This arch in turn supports wooden posts, extending to the small gable roof that protects the entrance. On either side of this entrance is a narrow one over one window. The gable roof at the entrance extends into the second story, and an arched one over one window lies at either side on this level. The third story keeps the symmetry and verticality of the building in line, with a central wide arched stained glass window with interior leaded glass arches and inlaid Star of David at the top center. On either side is an arched window matching those on the second story. Above the three windows on this third story are simple inlaid granite rectangular panels—the central panel is carved with a tree of life motif, while the two on the side have Hebrew characters. All windows have a simple granite sill. The flat roof is accented by a parapet, emphasized by white-painted wood trim at the top.



272 Congress Street

272 Congress Street is a two-story commercial building at the corner of Congress and India Streets. Constructed of stretcher bond brick, the building has a flat roof and granite detailing. Oriented northwest, the building's main entrance is on Congress Street, accessible by

a set of two-pane glass doors. It is recessed from the main corner of the building, which is marked by a brick column. The first floor surrounding this main entrance consists of several large office-front windows of multiple-paned glass. A granite belt course encircles the perimeter of the building, and is echoed in the simple granite cornice that distinguishes the building's first and second stories. The second story has uniform one over one windows around its perimeter, usually in groups of two, but also singly in several places. A granite belt course runs beneath this horizontal line of windows, forming lintels for each opening. A simple granite cornice caps the building's flat roofline.



273 Congress Street

The structure at 273 Congress Street is a three-story brick building mostly laid out in Flemish bond, with commercial space on the first floor and Italianate details. This storefront protrudes from the rest of the building and is marked by stretcher bond brickwork, large single-paned glass windows, and an off-center, recessed entrance. A black awning shelters much of this storefront, with a wide cornice above and flat roof. The rest of this façade is split into three vertical sections, with the central section protruding slightly. The second story has a central tripartite window with decorative arched brickwork above. On either side is a segmented arch two over two window with decorative brick arch above. The third story has simple two over two windows with no embellishment. On either side of this main block is a side-gabled wing with brick quoins down the sides. The wing to the west has four arched windows arranged vertically down the center with a four over four pane configuration; the window one the first floor and that breaking through street level from the basement have been infilled brick. This building extends back quite a distance, in a plain rectangular shape with a gabled roof and two over two windows throughout.



277 Congress Street

277 Congress Street is an eclectic Queen Anne style three-story building laid out in stretcher bond brick and accentuated by gray-painted wooden trim. Oriented southeast, the building's main entrance lies at the southern corner and is accessible by a set of stone steps. This entrance has double single-paneled doors, each with a single pane of glass, and is sheltered by a small pitched roof supported on either side by carved decorative wooden brackets. Next to this entrance is a single-story bay window with one over one windows and gray- and white-painted wooden surrounds. This bay window is topped with a small roof, supported by a series of white-painted brackets. To the east is a two-story addition, with a small arched window on the first floor. The second story of the main block has two one over one windows unevenly placed on the façade, with simple gray-painted sills and lintels. The second story on the building's addition is constructed of wood, and is lined with narrow one over one windows above decorative panels painted with a heart and petal design. The third story of the main façade features a central one-story bay window with one over one windows above decorative panels painted with various shapes, including shields and curly cues. The roof is hipped and clad in asphalt shingle (as are the roofs on the bay window and main entrance), supported by decorative white-painted brackets, and featuring a small line of dentils. The northeast façade is similar to the building's main façade, with a one-story bay window on both the first and third floors, one over one arched windows, and an entrance sheltered a small pitched roof.



279 Congress Street

279 Congress Street consists of two connected buildings—St. Paul's Church to the west, and a shingle-sided rectory to the east. Constructed in 1868 by architect George Browne Pelham, St. Paul's is situated on the corner of Locust and Congress Streets, and set back from Congress Street enough that there is a small lawn. This gable front rough-cut, regular coursed stone building has two long and narrow stained glass windows facing Congress Streets with a large round stained glass above, with panes in the shape of a flower head. At the center of each petal are varying figural depictions. Almost all of the windows on this structure are done in stained glass, featuring various floral and geometric patterns. Stone buttresses on either side of this main façade are topped with granite caps. The steeply pitched roof is clad in slate shingle with bands of decorative fish scale-cut sections, and is topped at the roof's peak with a copper cross. To the southwest of this main block is a small, one story, wooden stick-style addition, with a steeply pitched slate roof. An arched window has been infilled with brick where the roof of this addition meets the main block. From the main block, the building extends northwest, with four buttresses topped with granite caps, with interspersed long, narrow arched windows. At the western corner is a two-story, entrance with a steeply pitched gable roof. A red paneled door with an overhead arched two-line transom is accessible at street level. At the center of the rear (northwest) elevation is a central decorative window consisting of interlocking triangles of decreasing size. This elevation is clad in flush wood shingle. The other building on the 279 Congress Street property is located to the east of St. Paul's, and is a two-and-a-half-story wood shingled rectory connected to the church at its northeast side. This building does not have a main entrance along Congress Street; instead, that elevation has a group of two long and narrow three-paned vertical windows at the center, with a plain white-painted wooden sill and geometric-designed window crown. The second story has the same window and treatment, although it is of

a smaller size. To the west is a small round porthole window. Above is an arched window with the same treatment as the ones below, situated in a steeply pitched gable roof dormer. The roof on this building is asphalt shingle. A window has been placed at an angle on the southernmost corner of the rectory, forming an overhang supported by decorative wooden brackets and an upside-down carved finial. The second story on this corner has two windows abutting each other and forming the corner of the building. The southwest elevation on the rectory has a covered walkway enhanced by a series of arches on the first floor. The second floor has the same narrow windows as the elevation lining Congress Street, and a central steeply-pitched gable dormer pierces the roofline at this elevation's center. St. Paul's and the adjoining rectory are both listed on the National Register of Historic Places.



281 Congress Street

281 Congress Street is located directly behind (to the northwest) of 277 and 279 Congress Street. A two-story square Flemish bond brick building with a flat roof, this structure is eclectic in its design and execution. There are two entrances—the door to the first floor is located on the east side of this main, southeast-facing façade, and is accessible by a set of black-painted stone steps. The four-paneled door with integrated two-light transom is sheltered by a free-hanging, slightly hipped roof. To the west of this entrance are two six over six windows with simple granite sills. The second story is accessed by a set of wooden steps that begin at the main façade's west end, leading to a simple door with a single large pane of glass on the upper half. Directly west of this door is a six over six window like those found on the ground level. To the east of the door is a bay window encased in black-painted wood, with one over one windows. To the east of the bay window is a small one over one window. A single one over one window has been integrated into the structure on the main façade's east side, in between the level of the first and second floors. The variance in brick color throughout the structure makes it obvious that the building has a history of masonry repairs and repointing.



284 Congress Street

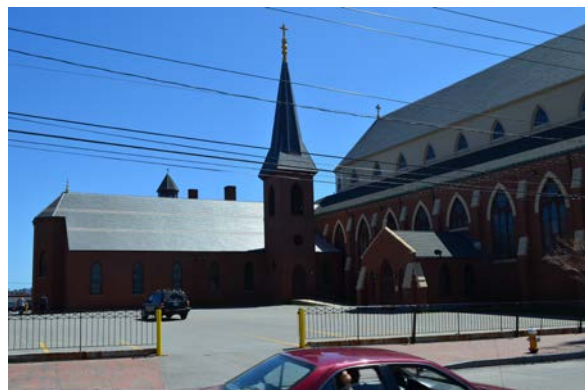
Oriented northwest, 284 Congress Street is an overall symmetrical rectangular three story building, with a flat roof and one over one windows. The main façade, facing Congress Street, has a central recessed entrance with a green four-paneled door with integrated two-light transom. On either side of this central entrance is a group of two windows. A small, slightly angled roof spans the width of the building at the top of these windows. The second and third stories are identical on this main façade, with a central small window flanked by a group of two windows. The roof is capped with a simple, slightly overhanging cornice that extends on three sides of the structure. The southwest elevation features the same one over one windows as the main façade, laid out in a mostly symmetrical pattern, with five windows of varying sizes arranged horizontally, and mirrored on each subsequent level. The first story has an additional small window to the south of the elevation, and a recessed entrance accessible by a set of wooden stairs on the elevation's southern corner. The uniformity of the otherwise flat roof is broken by the southeast (rear) elevation. Here the roof seems to be broken into thirds—the westernmost third has a roof section that is slightly pitched toward the back of the building, while the easternmost third has a slightly angled roof pitched toward the northeast elevation. The middle third retains the flat roof found on the remainder of the building. The window placement on this rear elevation is uneven, with windows of varying sizes extending from the west horizontally on each level about two-thirds of the width of the building.



290 Congress Street

290 Congress Street, home of Congress Plaza, is a one-story, flat roof commercial building oriented northwest on Congress Street. The three storefronts in this building are

constructed of a combination of stretcher bond brick and painted stucco, and sheltered by a wide overhanging cornice supported by red-painted wooden columns. The columns have wide, unadorned block bases and entablatures. The roof's cornice is cream-colored stucco, highlighted by white trim. An off-center main entrance to the largest commercial space in the building is accentuated by a peak in the roofline, mimicked on a smaller scale below in white trim. This peak is purely decorative—it is held upright from behind by a simple series of supports. The building's southwest and northeast elevations are constructed of a stone foundation, and cinder blocks, all painted white.



307 Congress Street

307 Congress Street is a large Gothic Revival building complex home to Portland's Cathedral of Immaculate Conception, extending all the way from Congress Street to Cumberland Avenue. Consisting of four defined buildings, all adjoined, 307 Congress Street is constructed of brick with granite detailing. The complex's entrance on Congress Street is a three-story building with a one-bay ell to the southwest, and a central one-story round tower extending from the roof. This building's main block has a central rectangular entrance protruding from the first floor, accessible on the west side by a recessed door. On either side of this entrance are one over one windows with a pointed arch granite lintel. The second story has a central bay window with arched windows above the main entrance, flanked on either side by an eight over eight window (the top panes being arched), with simple granite sill and same pointed arch granite lintel as the first floor. This same style window is repeated three times on the third story, aligned vertically with the façade's other openings. Above the lintel of these windows is a decorative granite

circle—open at the center—resting beneath the angle of three steeply pitched gable roofed dormers. The embellishments and elements found on this main façade are generally repeated throughout this building. The roof on this structure is asphalt shingle. From the building facing Congress Street, the complex extends northwest, and includes a tall one-story ell that extends at a right angle to the northeast. This ell is constructed of brick, has a hipped roof, and long, narrow arched windows. To the south east is a rounded one-story tower beginning at street level. A two-and-a-half story tower with an elongated spire topped with gold balls and a cross rests at the northwesternmost corner of this ell, accessible by an arched doorway at street level. This section of the complex has slate roofing tiles, with two bands of lighter grey and red shingles on either side of the ell's roof. Lining Cumberland Avenue is the Cathedral of Immaculate Conception, a four-story Gothic Revival style brick structure accentuated with granite detailing and buttress caps. The cathedral was built in 1866 by architect P.C. Keeley, and it listed on the National Register of Historic Places. This building's main entrance is centrally located, accessible through a free-standing, steeply pitched gable roof portal with carved granite arch and paneled arched doorway. There is a carved Pope's hat with trailing ribbons at the angle formed by the gable roof. A smaller, less monumental arched entrance is located on the west side of this elevation. On either side of the main entrance are small narrow arched windows with a simple granite sill and arched granite lintel. This style of window is repeated throughout this elevation in different sizes and groupings. Above the central entrance is a large circular stained glass window with interior trefoil and clover shapes. To the east is a small tower with four vertical windows, ending in a spire. To the west is a large tower with buttresses topped with granite caps on each corner. This four-story tower has a series of vertically aligned arched windows in different groupings, terminating in a tall spire topped with a golden cross. The roof of the church and accompanying spires are clad with slate shingle.



312 Congress Street



Oriented northwest on Congress Street, number 312 is a four-story brick building laid out in stretcher bond with a flat roof and symmetrical design. A central recessed entrance on the building's main façade lining Congress Street is accessible by a set of stone steps, and is flanked by two white-painted Ionic columns supporting a plain granite entablature. The door is paneled with a single pane of glass. At either side is a three-light, three-quarter transom and a white wooden surround. This façade is separated into three vertical sections, with a four-story bay window on either side of a flat section. These bay windows have one over one windows with

granite sills and lintels—this style is mirrored on the central window on each story (beginning on the second floor above the building’s entrance). The flat roof overhangs this main façade slightly, is cream-colored wood, and features a decorative line of dentils. The building’s southwest and northeast elevations are identical, with a grouping of two one over one windows on all stories and a four-story bay window on the building’s north and south side, with a grouping of three one over one windows at the center.



316 Congress Street

316 Congress Street is a three story Second Empire style building facing northwest with a mansard roof, stretcher bond brick construction, and a painted brick foundation. The building’s main recessed entrance is located on a later addition to the original block (a two-story addition on the west side of the main façade with a flat roof) and accessible by a short series of stone steps. This recessed entrance has a two-paneled blue door with two long and narrow windows, and a three-light transom above. The entrance surround is green-painted wood, and a domed light fixture is in place above the top step. To the east of this main entrance is a grouping of two one over one windows capped by a decorative arched brick lintel. Directly below is evidence of a former window that has since been infilled with bricks of a different color. The second story has a grouping of three long and narrow windows at the center of the main block, with the middle window slightly wider than those flanking it, and capped by a white-painted wooden arch. This entire group is topped by an arched brick lintel much like that found on the ground level. To the west is a group of two one over one windows on the later addition. The building’s third story, which was not extended to the later two-story addition to the west, is capped by a mansard roof with decorative multi-colored fish scale-shaped slate shingles and accented with white-painted wooden trim. These slate shingles are on the upper part of the main façade’s mansard roof only; the rest of the building’s roof is clad in asphalt shingle.



316A Congress Street

316A Congress Street is a small, one-story two by two bay brick commercial building with a flat roof oriented northwest along the road. Laid out in stretcher bond brick, the structure has been painted white with purple trim at the window casings, roofline, and cornice above the building's entrance. Situated on the façade's eastern side, this entrance is recessed and accessible by a set of purple-painted wooden stairs. Directly next to this entrance is a large window with a single pane of glass topped with four rows of thirteen smaller panes. The building's southwest elevation has two evenly spaced one over one windows with a top arch. The elevation to the northeast have the same window openings, although they have since been infilled. The building's roofline is unadorned, with a very slight overhang.



317 Congress Street

Located at the corner of Congress and Franklin Streets, the building located at 317 Congress Street is a two-story brick cathedral structure. A granite belt course running around the perimeter of the building delineates the basement level windows below, which are in groups of two small six over six windows surrounded by granite casings. Laid out in stretcher bond brick with granite detailing, the building's monumental recessed, arched main entrance is accessible on Congress Street by a series of granite steps. The recessed arch shelters large-paned glass doors, a single light transom, carved granite paneling above, and two one over one windows on the second story. Buttresses on either side of this entrance are enhanced and topped with granite caps. This central section, protruding slightly from the rest of the main block, is topped with a carved granite panel reading "Cathedral Hall" below a series of carved granite spires and finials.

The central—and tallest—of these is topped with a carved granite cross. To either side of this central section are two groups of nine over nine windows encased by granite. Buttresses capped in granite extend the height of the building between each of these groups of windows. The east and west corners of this main façade have slightly protruding wings with a group of two nine over nine windows on the first floor, and a group of two one over one windows on the second story. These windows are encased by granite detailing, including carved granite panels between the stories, and an arched cap on the second story windows. The roofline on these corners is accentuated with a granite parapet and carved granite spires. The granite cornerstone at the building's southwest corner is carved with a cross, with the date "1927" below. The building's southwest elevation is marked by a series of two-story arched window openings, buttresses topped with granite caps, and a parapet-style roofline.



95 India Street



The structure located at 95 India Street is a symmetrically laid-out rectangular building with a flat roof and stone foundation. Oriented southwest, the building has Italianate detailing. Laid out in stretcher bond brick, the building has a granite foundation, with basement windows breaking through to street level at various angles and sides of the building. The building's main façade has a double narrow entrance centrally placed on the first floor, each accessible by a short series of stone and wooden steps. The doors are green-painted, two-paned doors with two long and narrow windows and single light transom above. A simple wooden pilaster separates the two entrances, and both are sheltered by a small half-hipped roof supported on either side by green-painted wooden brackets. On either side of this central entrance is a group of three windows with no space between them; the outer windows have a two over two pane configuration, while the center is a single pane of glass. Both windows have a green-painted wooden sill and simple granite lintel; the northwest window is sheltered by a green awning. The second and third stories on this main façade are mirror images of one another, with six four over four windows aligned both vertically and horizontally. The middle two windows on each level are narrower than the others, and every window has green-painted wooden sills and decorative brick work above—imitating an arch and keystone—with stone detailing. The building's flat roof has a slight overhang, is supported by white-painted brackets, and has a row of white dentils around the perimeter of the structure. 95 India Street's southeast and northwest elevations are the same; both have an irregular first floor, with five four over four windows with green-painted wood sills and granite lintels interspersed between two entrances, one accessible by several stone

steps with a small roof supported by green-painted wooden brackets, and the other a simple entrance accessible from street level. The second and third stories on both these elevations are uniform, with seven four over four windows, with the same green sills and granite lintels as the first story.



97 India Street

97 India Street is a mixed style, three-story half-hipped gable-front building with an attached three-story tower with mansard roof. Laid out in stretcher bond brick, the building's main block features a large central entrance marked by large paneled wooden sections set at an angle toward the building's interior, painted blue with white trim. To the north is one of the building's entrances, a plain door painted the same blue with a large single pane of glass. Above this unique entrance portal is a sign reading "Engine House Office Building." On either side of the entrance is a window with a six over six pane configuration, with a blue-painted arched wooden casing, protruding granite sill supported by small granite brackets, and an arched granite lintel with keystone. These windows are mirrored in style on the second story. There, a central grouping of two windows has a single window on either side that do not have the arched wooden casing of the central ones. The third story has a grouping of two smaller four over four windows with arched casings, granite sill, and arched granite lintel. This main block's roof is gabled, but angled down to form a half-hip on the main façade. Brick pilasters on the corners support the roof's cornice return, and decorative white-painted wooden brackets line both the cornice return, and the line of the roof around the perimeter of the building. To the east of the main block is a four-part tower with an entrance on the ground level accessible by several stone steps. This entrance has a paneled blue door, fan-light transom, and full-length light down one side. The door and associated windows are capped by a granite arch with keystone. The second and third story features one window, with the same six over six configuration and granite arch, keystone, and sill as found on the main block. The second and third stories on this tower are distinguished from one another by a small overhanging roof with line of dentils. The roof is a pitched dual-hip, with a triangular vent and decorative white-painted brackets. With the exception of this corner occupied by the tower, each corner of the building has a brick chimney rising up from the roofline. At the northeast corner of the building is a two-story, flat-roof addition. This space is distinguished by a large arch extending the width and height of the addition. This arch has been filled in with blue-painted panels with white trim on the first story, and two windows fitting the top of the arch on the second story.



98 India Street



100 India Street

98 and 100 India Street is a three story Colonial Revival style symmetrical stretcher bond brick building oriented northeast with double-entrance portals and a mansard roof terminating in a gable to one side. Number 98 is the eastern half, and number 100 the western. The building has a stone foundation. The two recessed main entrances are centered on the building's main façade and are accessible by separate green-painted wooden steps and an arched entryway. Each door is white, with four panels and an integrated fan light. There are three-quarter transoms on either side. A single black lantern hangs from the center of each arched entryway. Above each entrance is a small shingled roof supported on either side by decorative white- and black-painted wooden brackets. Beside each entrance is a twelve over twelve Palladian window with decorative brick work above. Windows from the building's basement level break through below these two windows, with two small side-by-side six over six windows capped by a simple granite entablature. The second story has four twelve over twelve windows with white shutters arranged horizontally. The four six over six windows with peaked wooden dormers on the third story break through the mansard roof; however, this roof style ends in a gable at the southeast elevation (number 98), where a once-abutting building has been removed. The roofline is accentuated with decorative white-painted wooden brackets at each corner, in the center of the main façade, and evenly distributed throughout the remaining sides. Number 98's southeast elevation features one window on each story (including a small window from the basement level) arranged vertically down the center. The first and second stories have a twelve over twelve pane configuration, while the third story has a two over two window with a peaked entablature that lies flush. Number 100's northwest elevation has three windows arranged horizontally on the first and second floors—the central windows each have a twelve over twelve pane configuration, while the flanking windows each have a one over one configuration, suggesting they are not original to the structure. Basement windows are visible on this elevation, as well. A brick chimney rises from the building's western corner on this elevation.



105 India Street



105 India Street is a three-story long and narrow rectangular building laid out in stretcher bond brick with a gable-front roof with a cornice return. Oriented southwest along India Street, number 105 is a two by seven bay structure with white wood trim. The building's main entrance is located on the main façade's western corner—accessible by a set of brick stairs—and is sheltered by an arched red awning. The entryway has a six-paneled red-painted wooden wood flanked by single-pane half side lights. To the east of this entrance is a two-story bay window constructed of white-painted wood, with narrow one over one windows. Directly above the entrance on the second floor is a one over one window with decorative brick work above; this style is mirrored on the third story windows, which are aligned vertically to the openings below. Underneath the peak of the gable roof is an arched window. The roof, which has cream-colored accents, also has evenly dispersed red-painted wooden brackets. The building's northeast elevation has seven one over one windows on each story, all arranged horizontally and vertically. The northwest elevation has a more uneven pattern to its windows; the second and third stories are mirror images of each other, with four of the same one over one windows found elsewhere on the structure, and one small window in between to the northern corner. The first story repeats this pattern, but is missing the window on the building's southern corner.



14 Locust Street



Situated at the corner of Locust Street and Cumberland Avenue, 14 Locust Street is a two-story Flemish bond brick E-shaped building. Its long side oriented along Locust Street,

there are two entrances with small flat roofs just below street level, distinguished by two slightly-protruding wings on either side of the middle block. These wings have a grouping of two windows directly over the entrance, unaligned with the other windows on the façade, and creating a three-story effect. The set of windows directly over the entrance have a nine over nine pan configuration, while the pair above have a six over six configuration. The otherwise uniform façade has ten bays of large tri-part windows with a six over six over six pane configuration. This façade has subtle decoration in the center between the two protruding sections. Three sections of decoration consisting of two small granite diamond-shaped panels on either side of a central, larger diamond shape run between the first and second story windows on the main block. Below the roofline, run a series of decorative granite panels beneath a simple parapet capped in oxidized copper. The central panel reads “Christ is Truth,” and the panels on the sides each have a single carved torch. Bricks at the roofline of either wing alternate between being flush and recessed, giving an appearance of dentils. The northwest elevation, lining Cumberland Avenue, is marked by a line of four of the same tri-part windows as on the main façade. The details of this elevation are mirrored on the building’s southeast elevation. This elevation is separated into five sections, with the outer and middle sections extending out, to form an E-shape. Each story has the same tri-part windows as the rest of the building, with two on each story. The central protruding section and interior corner of each wing have simple entrances covered by flat roofs. The same group of two nine over nine and six over six windows, unaligned with the rest of the elevation (as found on the main façade), are found above these entrances.



17 Locust Street

Facing southwest, 17 Locust Street is a two story, white vinyl-clad structure with a brick foundation, asphalt-shingled hipped roof, and no embellishment or decoration. A white-painted wooden sill runs around the base of the building, between the foundation and start of the vinyl siding. The building has a central small pitched roof sheltering a one over one window and off-center entrance with a four-paneled door. This entrance accessible by a series of brick steps, and forms a small porch. On either side of this porch is a group of two unadorned one over one windows. The second floor has three groupings of the same one over one windows. The hipped roof overhands the building all around. The northeast elevation has three one over one windows evenly placed on the first story. The second story on this elevation has a centrally-placed entrance accessible by a steep set of wooden stairs from ground level, and flanked by single one over one windows on either side, aligned vertically with those on the first story.



21 Locust Street

21 Locust Street is a Second Empire style three story building with mansard roof, brick foundation, and wooden clapboard siding. The building is oriented southwest along the street, and has an entrance on the main façade at the building's northwest corner. Accessible by a set of wooden steps, this entrance has a paneled door with recessed wooden arch panel and three-light transom above. There is a three-quarter side light on just one side of this door. It is sheltered by a flat roof, supported on either side by white-painted brackets. To the east of this entrance is a two-story bay window with narrow one over one windows and bracket detailing at each upper corner. Above the main entrance on the second floor is a two over two window with a wooden keystone detail above. Two dormered windows extend out of the building's mansard roof on the third story. To the southeast, building has a slightly more eclectic layout, with a two-story addition to the rear of the building's main block. Both the main block and addition have entrances on this elevation, each covered by small pitched roofs supported by brackets, and windows of varying sizes on the first floor. The second story has the same varying window sizes and placement, including the addition of a single-story bay window supported by brackets at the center of the main block. The third story has a grouping of two one over one windows to the west, and a single one over one window to the east. A chimney pierces the roofline of the main block on this elevation.



11 Smith Street

11 Smith Street is a three story white wooden clapboard structure with a running bond brick foundation, devoid of almost any ornamentation or embellishment. Facing southwest on Smith Street, number 11's main entrance lies at the west corner of the building's primary façade, and is accessible by a set of stone steps. The door, a plain wood four-paneled door with integrated fan light, is lined on one side by a half-light, and sheltered by a flat roof with black-painted surround. To the east is a bay window that extends vertically up the height of the building, with one over one windows. Arranged vertically above the main entrance lies a single one over one window on the second and third stories. The roof is flat, with a slight overhang. The building's northwest elevation features four one over one windows on each level, unevenly spaced but horizontally and vertically aligned. The southeast elevation, however, has five one over one windows on each level, evenly spaced and aligned both horizontally and vertically. At the north corner of this elevation is a small one-bay ell with a single one over one window on each level, capped by a recessed roof access point on the roof.

A GUIDE TO DELINEATING EDGES OF HISTORIC DISTRICTS

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3. Factors in Delineating Edges of Historic Districts

This section discusses the common factors used in delineating the edges of the 20 historic districts reviewed in this study. With the exception of museum-related districts, it is anticipated that the boundaries of most new historic districts can be determined by using a combination of these factors, refined and adapted to the existing situation. Following the discussion of each factor, the names of historic districts are provided where that particular factor played a major role in laying out the districts. The reader should refer to those case studies (found in section 5). Districts included as examples are listed alphabetically and in no way imply any ranking.

HISTORIC FACTORS

Boundaries of an original settlement or an early planned community. These are edges determined through historical research of early town plans and records. Edges related to this factor are often evidenced through a change in land use, building scale and materials, architectural periods and, in some cases, by abrupt changes in street patterns and widths. In some areas the edges may not be obvious, especially in communities that have experienced significant expansion and rebuilding, or when building forms have persisted and continue across historic boundaries. This type of edge, when adequately researched and presented as part of the historic evolution of a community, is a logical boundary line for historic districts, easily understood and enforceable. (Examples: Annapolis, College Hill, Harrisville, Pullman, San Juan, Santa Fe, Vieux Carré, Woodstock)

Concentrations of early buildings and sites. These are edges determined by historical research and documentation. They were used in delineating the edges of a number of early historic districts, but the value of this factor in satisfying current historic preservation objectives is limited. Edges based on the location of a community's oldest structures are often visually ambiguous and can prove difficult for the

uninitiated to comprehend. This method of drawing boundaries does not provide for protection of areas contiguous to the district. Unless complete, reliable and thorough documentation is available to ascertain the dates of construction of all buildings and structures in a community, edges drawn around concentrations of structures and sites that predate a specific date or period can be impractical to enforce. Also, problems related to the visual identity of a district occur because of the broad range of architectural styles that may exist in any area under consideration for protection. With few exceptions, these design styles were not restricted to specific dates and in most cases overlapped in popularity. The genius of many historic areas is the variety of visual experiences, provided in large part by the many styles that are present, graphically documenting an area's evolution, growth and continuous use. To adequately present this continuum of history, the entire spectrum should be considered for inclusion in any proposed historic district. The use of a specific year or period as a major factor in determining the district boundaries should be avoided.

It should be recognized, however, that this device of limiting a proposed district to major concentrations of early structures has been effectively utilized to introduce historic districting to areas new to such controls. Provisions for expanding the district at a later date, and for creating additional districts as required, should be included in the initial recommendations. (Examples: Charleston, College Hill, Jacksonville, Pioneer Square)

VISUAL FACTORS

Edges determined or influenced by architectural survey. Historic district edges drawn on the basis of an architectural or historic resources survey and map are especially valid when the survey is recognized as an official planning document and included by reference in the proposed district ordinance. Boundary lines should include a buffer zone around the building

considered of significance and should recognize the character of the contiguous areas. For ease in administration, a series of subdistricts might be delineated, based on concentrations of buildings of a similar architectural character. Historic districts based on this factor have been thoroughly tested in the courts and are well understood by property owners and public officials, especially when the results of the survey and map are made a public record.

As explained in section 2, an architectural or historic resources survey should be completed for all areas under study, and all areas of potential historic interest in a given community should be surveyed at the same time, to provide for consistency and assist in establishing priorities for preservation. (Examples: Charleston, College Hill, Galveston, Lafayette Square, Pioneer Square, Santa Fe)

Edges related to other changes in the visual character of an area. This factor usually occurs in a study area that has been developed in stages rather than in a continuum, resulting in obvious changes in building forms, materials, setbacks and design features. While many edges based on changes in visual character occur at street lines, it is preferable to draw the boundaries to include properties fronting on both sides of a street. (Examples: Beacon Hill, College Hill, German Village, Pioneer Square, Pullman, Santa Fe)

Edges based on topographical considerations. These edges are especially valid when much of the character or visual importance of a district is derived from its geographic location—on an urban hillside, in an open valley surrounded by hills or on a flat prairie-like landscape. Care should be exercised to include provisions for influencing development that might alter the three-dimensional character of the district through the coalescence of suburban sprawl and the control of building heights and massing to prevent the walling off of the district. Legal questions may result from the inclusion of predominantly open land or nonrelated developed areas in the district, and the reasons for so doing should be clearly set forth in the proposed ordinance. (Examples: Beacon Hill, College Hill, Elsay, Georgetown, San Xavier)

Edges drawn to include gateways, entrances and vistas to and from a district. These edges are a conscious attempt to control the experience of entering a unique

area or to provide unobstructed vistas to and from a historic district. Boundaries based on this factor are sometimes expanded beyond normal limits and include areas of little or no architectural or historic significance. While the control of approaches to a district is highly desirable, problems regarding enforcement of the nonhistoric areas under the guise of historic districting may require the setting up of separate zones, with regulations and restrictions based on the character of the specific area. The use of such devices can be of great benefit to establishing a sense of place and visual identity, especially when the boundaries reflect existing conditions and are in concert with development projects scheduled for the surrounding areas. Vistas of the district can be created in new construction projects and highways and new street patterns can be aligned to relate to a gateway or landmark structure in the district, and public expenditures for street and sidewalk planting, lighting and street furniture can be better coordinated as an introduction to the district. (Examples: German Village, San Xavier, Wethersfield)

PHYSICAL FACTORS

Railroads, expressways and major highways. These are obvious edges of a historic district, visually and psychologically as well as physically. This factor is especially valid when the railroad or expressway is elevated or below grade, or if the major highway carries a high volume of traffic. Such edges need not have a negative effect on the character of a district and can be used to define and structure areas otherwise lacking in visual identity. Because of the physical barrier presented by transportation facilities and since changes in land use and building forms often occur along these rights-of-way, there is usually limited opportunity for the benefits of historic districting to influence surrounding area development. To provide a mechanism for insuring proper maintenance and control over the appearance of such facilities, it is recommended that the district boundaries be drawn to include the railroad right-of-way, expressway or major highway. (Examples: Beacon Hill, Elsay, Lafayette Square, Pioneer Square, Pullman, Vieux Carré, Wethersfield, Woodstock)

Major open spaces. Parks, village greens, urban squares and cemeteries can form the edge of a historic district or serve as the

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focus with the district surrounding it. Open spaces usually have a positive effect on a district, but consideration for the protection of the open space itself has on occasion been lacking, especially with regard to the potential for improper development of the edge furthest away from the core area of the district.

While boundaries are often drawn along the edge fronting on the developed part of a district, sometimes including a buffer strip, it may be desirable to include all of the open space within the district. If the open space is the focus of a district, such as a village green or an urban square, the boundary lines should be extended to include all sides of the open space, regardless of present conditions or use, to provide for protection of the view from within. It should also be recognized that open spaces are not inviolate, including cemeteries. Every effort should be extended to provide continued protection of the open space as a historic and environmental resource. (Examples: Beacon Hill, Harrisville, Lafayette Square)

Rivers, marshlands and other natural features. Natural features are obvious edges for potential districts because of their visual and physical character. Their use can result in the delineation of an easily recognizable district with a strong sense of identity, aiding in its policing and enforcement. However, potential visual problems can arise with respect to the area on the opposite side of the river or natural feature. If feasible, the district should include the opposite shoreline and a strip of land beyond. If this is not possible because of political jurisdictions, the edge should extend to the municipal boundary (in many cases this occurs at the center line or channel of a river or at the low-water mark of a tidal watercourse), aiming to retain complete control over the shoreline and all dock or wharf areas within the municipality. (Examples: Annapolis, Charleston, El-sah, Pioneer Square, San Juan, Vieux Carré, Wethersfield)

Major changes in land use. Historic district boundaries can be drawn where a major shift in land use occurs that results in a change in the visual character of the area. In some instances the new use may be incompatible with the preservation of the district, or it may be of such a large scale that it is impractical to attempt to apply protective controls, but, if possible, a buffer zone parallel to the visual change

should be included. There is also the possibility of anomalous visual effects occurring at the edges of districts based on this factor, especially if the change in use is reflected in large-scale construction such as new housing, shopping centers or industrial parks that may overreact in a quaint or fake historic way to the features of the historic area. Edges based on changes in use are valid if the lines are carefully drawn since they are easily recognized and enforced. (Examples: Annapolis, Beacon Hill, College Hill, El-sah, Galveston, German Village, Heritage Hill, Lafayette Square, Pioneer Square, Pullman, San Juan, San Xavier, Vieux Carré)

Walls, embankments, fence lines. While providing good edges in a visual sense, lending definition to a district and assisting in enforcement problems, this factor must be considered marginal in value, in that these features are often temporary and may not coincide with property lines or other lines of record. (Examples: Annapolis, Lafayette Square, Pullman, San Juan, San Xavier, Wethersfield)

Limits of a settled area. These are edges determined by settlement patterns. This factor, usually limited to nonurban areas, is valid in delineating the edges of a potential district when most or all of a village or settlement is worth protecting. To protect the visual character of the district, as well as control the view from within, consideration should be given to providing a buffer zone to surround the settled area. Since excessively deep lots or large parcels of land may preclude rear property lines or other lines of convenience as boundaries in such areas, the use of this device may require a professional land survey to delineate and map the legal limits of the district for regulatory purposes. The expense and inconvenience in the enforcement of such edges as surveyed lines can be reduced if a constant setback line, related to some point of reference is specified in the proposed boundary description.

While the actual legal boundaries of an area determined in this manner may have little if any visual continuity, recognizing the developed portions of a community as an edge factor can result in a highly identifiable historic district. This visual identity contributes to acceptance of the district by property owners, public officials and visitors and greatly reduces potential problems of policing and enforcement. (Examples: Georgetown and Harrisville)

CONVENIENCE

Legally established boundary lines. This factor often results in the most arbitrary of all edges as far as a sense of place and concentrations of important buildings and sites are concerned. While it is recognized that such a solution may be required to facilitate enforcement of the district ordinance and controls, the convenience of specifying legally established and mapped boundaries as edges may be negated by the lack of concern for the visual continuity and the architectural or historical significance of the area in a contiguous town, city or state. The possibility of setting up a district that overlaps two or more political jurisdictions should be studied before delineating the boundary as an edge. While this will require an unusual degree of intracity or intrastate cooperation, precedents have been set in the naming of districts to the National Register of Historic Places. When it is the intent of the ordinance to provide a measure of control over an undeveloped or undistinguished area surrounding a district, established boundaries such as school districts, utility service areas and planning districts, as well as municipal boundaries, can be used to describe the maximum limits. (Examples: Elsen, Georgetown, San Juan, San Xavier, Wethersfield, Woodstock)

Streets and other local rights-of-way. These are lines of convenience that may prove unsatisfactory due to the lack of control over the opposite sides of the streets. This factor may be valid if there is a marked change in use, building style, scale or form, but it is preferable to draw the boundary line to include a buffer zone contiguous to the district. (Examples: College Hill, Heritage Hill, Jacksonville, Lafayette Square, Pioneer Square, Pullman, Santa Fe, Vieux Carré, Woodstock)

Property lines. Rear property lines have been used as valid edges to a district, especially when it is the intent of the ordinance to control the character of development on both sides of a boundary street. In some instances district lines have been drawn at the building edges but excluding the actual facades. While this affords control over improvements to the street and sidewalk, and possible sign control, it is ineffective in influencing the visual character of the buildings flanking the district boundaries. The use of rear property

lines as an edge has proven effective in many districts, and this device is recommended whenever lots are of a reasonable and fairly constant depth. (Examples: Annapolis, College Hill, Galveston, Heritage Hill, Lafayette Square, Pioneer Square, Santa Fe, Vieux Carré, Wethersfield)

Uniform setback lines. This factor is similar to the use of rear property lines as an edge factor, except that setbacks can be used effectively where lots are of varying depth or of an inordinant size. This factor also precludes the need for special surveys or mapping. The depth of the setback should be determined in the field and can be varied to insure that all of a worthy building is included in the district, or the line can be drawn to protect only the front facade; the latter is helpful in cases where the remainder of a structure is of no significance. (Examples: Beacon Hill, Jacksonville, Wethersfield)

Other lines of convenience. Use of lines of convenience other than those outlined here may be required on occasion—for example, connecting two points determined by other edge factors—but the convenience may outweigh the logic. In some cases, lines of convenience have been based on geometry, such as a circle of a given radius from a landmark or an area based on a certain number of city blocks. This factor can result, however, in the exclusion of deserving properties by "rounding off" the edges of a potential district. (Examples: Harrisville, San Xavier, Woodstock)

POLITICAL, ECONOMIC AND SOCIAL FACTORS

Political considerations. Anticipated opposition to a proposed historic district can result in boundary compromises to insure passage of the ordinance. Such opposition can emanate from a variety of sources, including the following:

Governments. Property owned by, or under the control of, federal, state or local governments may not be subject to historic district controls, depending on state enabling legislation, although in some instances such property has been voluntarily included. There is also the political necessity of recognizing programs of other city or state agencies in a historic district or contiguous to it, such as urban renewal activities, new highways, code enforce-

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ment programs and the like. Rather than contest all such programs, efforts should be made to draw the boundaries of a district in concert with ongoing projects and to influence decision-making in new plans. (Examples: Annapolis, Beacon Hill, Charleston, College Hill, Lafayette Square, Pioneer Square, San Xavier)

Institutions. Universities, hospitals and other large and influential institutions are often reluctant to allow historic districting to take place if it includes their property. In some cases, compromises have been effected, whereby the institution will permit a part of its holdings, especially if they are historic, to be included, with the remainder exempted from control. (Examples: College Hill, Elsie, Galveston, Heritage Hill)

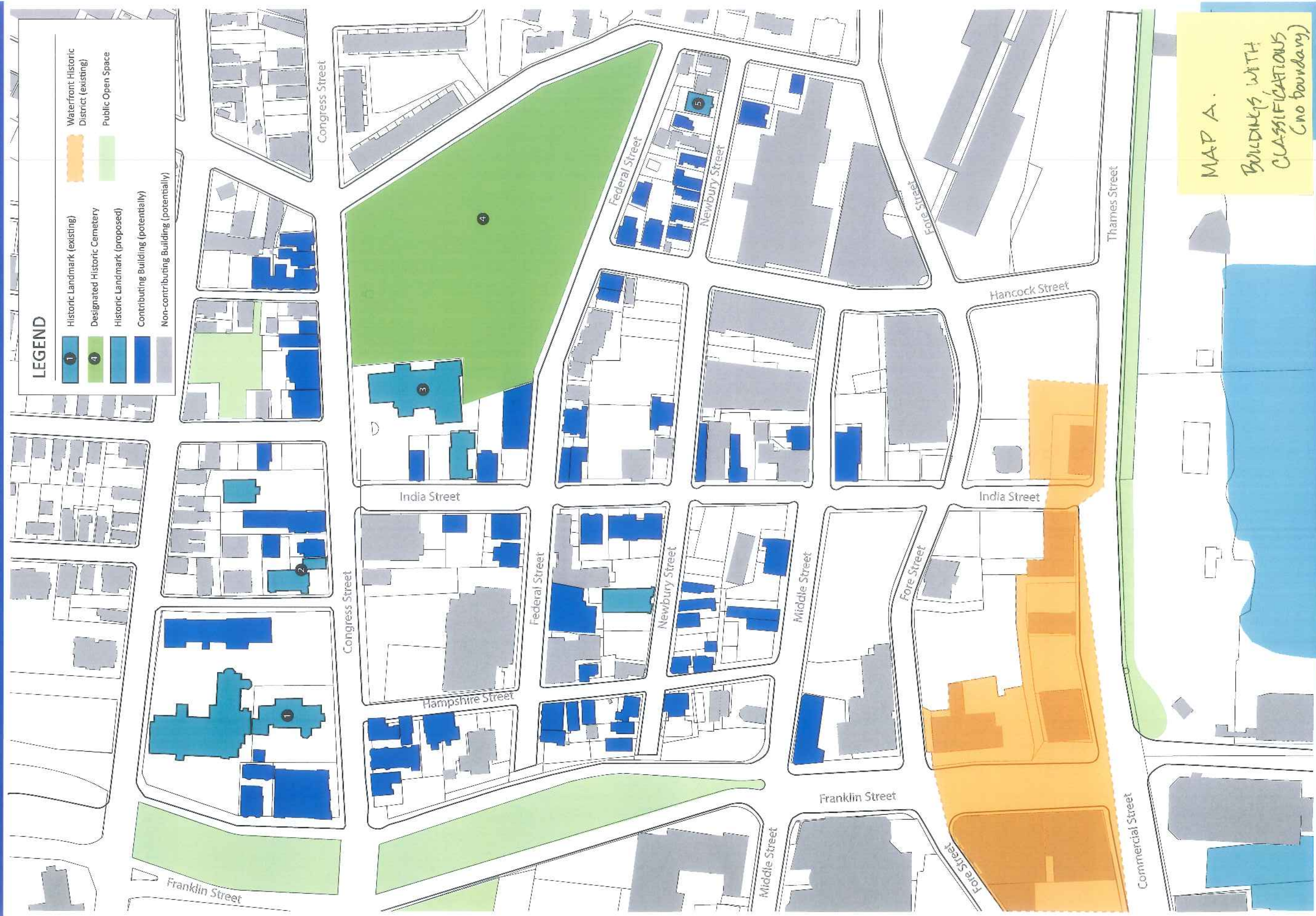
Private citizens and property owners. Certain areas in proposed historic districts have been excluded when property owners or citizens have contested district designation. A compromise at best, this is usually a negative edge factor used to insure swift passage of an ordinance. The resident, property owner or merchant in the

excluded area benefits from the positive effects of the district without being subject to its controls. Therefore, this device should be avoided. (Examples: Annapolis, Harrisville, Jacksonville, Pioneer Square)

Socioeconomic factors. Significant variations in the socioeconomic levels of residents in a potential historic district can influence edge decisions. The ability of residents to pay for improvements and anticipated property-tax increases and to otherwise conform to district regulations is often considered in delineating a district. Conversely, some district boundaries have been drawn to reflect prestigious neighborhoods, where the residents insisted on complete control, without outside intervention. Regardless of the reasons for excluding an area on the basis of socioeconomic factors, the resulting district is inconsistent in coverage and causes undue problems in enforcement and identification. (Examples: Beacon Hill, Galveston, Heritage Hill, San Juan, Santa Fe, Woodstock)

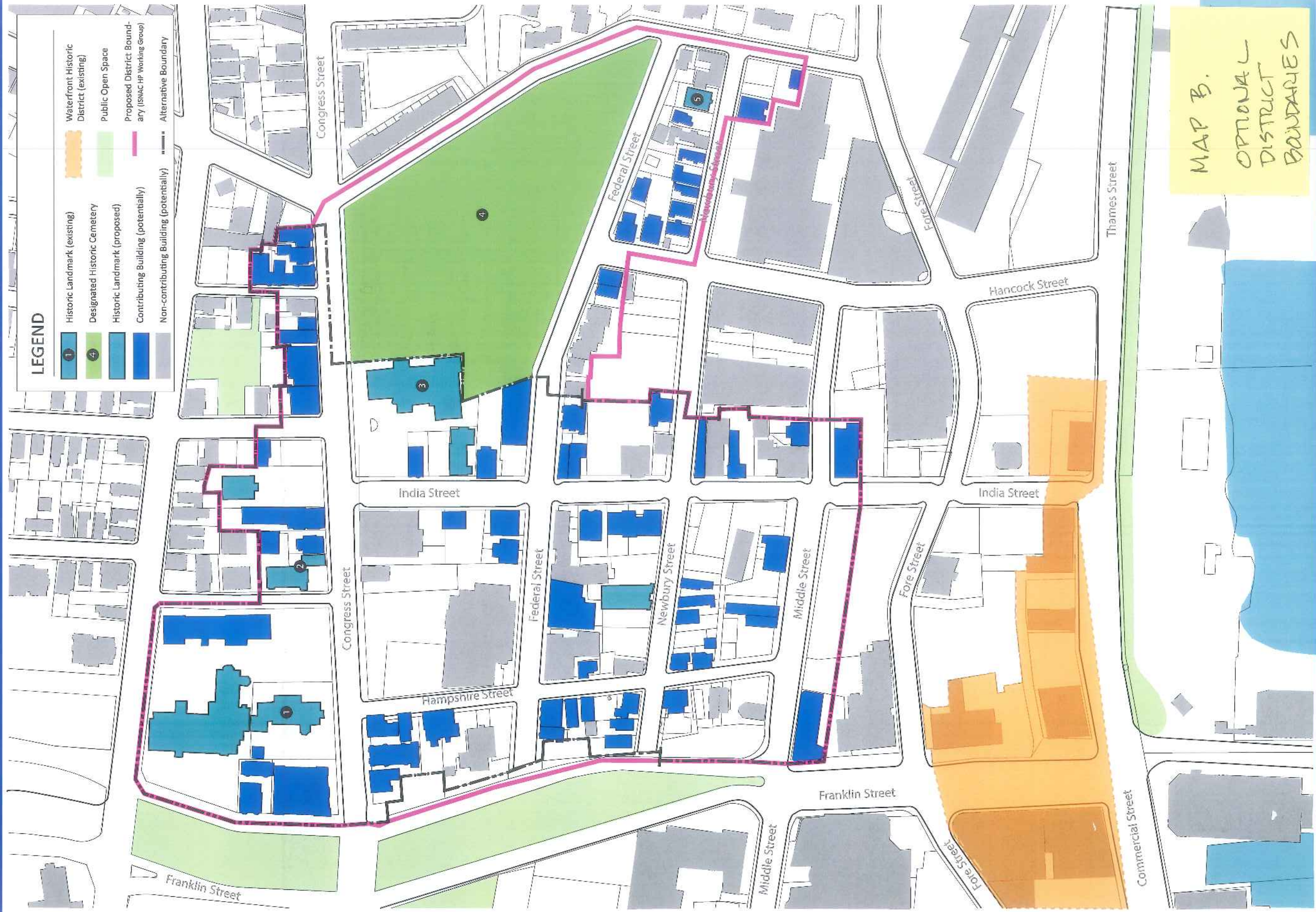
HISTORIC DISTRICT

Sustainable Neighborhood Plan INDIA STREET, PORTLAND MAINE



HISTORIC DISTRICT

Sustainable Neighborhood Plan
INDIA STREET, PORTLAND MAINE



Yoking Form-Based Codes and Historic Districts

How to get the best combination.

By Philip Walker, AICP

THE HISTORIC BEAUFORT FOUNDATION WAS ALARMED. FACING THE IMPENDING adoption of a citywide form-based code, the foundation hired a consultant to help avoid the potential negative consequences to the community's historic districts. That was in 2011. Now, nearly three years later, it appears there will be a happy ending. (More about that later.)

With an international reputation for its rich collection of historic architecture nestled in a beautiful coastal setting, Beaufort, South Carolina, has been the backdrop for several movies, including *The Big Chill*, *Glory*, and *The Great Santini*. (Beaufort's Historic District also was named a Great Neighborhood by APA in 2013.)

Beaufort's downtown is designated as a National Historic Landmark District, the highest level of historic and architectural significance. The city adopted local historic district regulations in 1972, and those regulations are implemented by the Historic District Review Board in accordance with adopted design guidelines. However, many in the development community have labeled this preservation program cumbersome and unpredictable; they blame it for discouraging reinvestment within the district.

The South Carolina city of Beaufort is known for its historic homes and neighborhoods. Now city leaders are wondering how to combine its historic districts with a form-based code.

PHOTO COURTESY LAWRENCE GROUP



As an unquestionably forward-thinking community, Beaufort has conducted high-level comprehensive planning during the past decade, producing a 2009 comprehensive plan entitled *Vision Beaufort*. That plan proposed numerous smart-growth strategies, even mapping the community into a series of transect zones based on physical form and character.

Then the city decided to go the extra mile: It would implement the plan using a variety of tools, including a new zoning and development code. After researching form-based codes, the city settled on a community-wide FBC. Beaufort had already experimented with small-scale FBCs in two redevelopment districts near the downtown and the positive reviews seemed to outweigh the negative.

The targeted FBCs and major infrastructure investments have yielded several new compatible housing units. In the minds of some community residents, the FBC looked like it might outlast the local historic district program—raising the question of whether an FBC and historic district overlay can peacefully coexist.

Birth of a code

According to the Form-Based Code Institute, “Form-based codes foster predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code. . . . They are regulations, not mere guidelines, adopted into city or county law alternative to conventional zoning.”

FBCs are more effective than conventional zoning in addressing the relationship between the public and private realms; the form and mass of buildings; and the scale and design of streets, lots, and blocks. FBCs also tend to feature much more liberal use of graphics and less text because, as most planners are keenly aware by now, FBCs are distinct in their focus on physical form instead of land uses.

The earliest FBCs were applied to master planned communities in undeveloped areas. Today, “form-based codes have come in from the greenfields and are being applied to existing communities,” says Jim Lindberg, planning director of the Preservation Green Lab in the Denver office of the National Trust for Historic Preservation.

Adding to the ease of using FBCs was the creation of the SmartCode in 2003. Prepared by the Miami firm of Duany Plater-

Zyberk, this document essentially allows communities to “calibrate” a generic FBC to fit unique design characteristics. While there are some innovative features in the SmartCode and similar FBCs, it can be argued that their genesis lies in historic district guidelines that have existed since Charleston established the country’s first local historic district in 1931.

The primary difference is that historic district guidelines are applied as a design review “overlay” district that is superimposed over the underlying “base” zoning, leaving all land-use and density provisions of the base zoning intact. Design-related standards supersede those of the underlying zoning, including building setback and height requirements. In contrast, FBCs become the new base zoning by addressing land use and design in a more comprehensive and integrated manner, with use issues taking a back seat to physical form.

FBCs seem to be spreading fast. For planners who support a smart-growth philosophy, this trend is positive. The common thinking in today’s planning world is that FBCs are a highly effective tool for implementing smart-growth policies. In reality, they could just as easily be used to effect sprawl, but I have not come across any instances of the latter. In some cases, FBCs have been adopted for entire communities, while in others they have been applied only to specific locations, such as downtowns, new town centers, and commercial corridors.

Communities adopting FBCs—either citywide or over a broad area—range in size from Pass Christian, Mississippi (pop. 5,000), and Leander, Texas (pop. 27,000), to Miami, Denver, and Cincinnati. While more than 300 FBCs have been adopted across the U.S., the total accounts for less than 0.2 percent of our nation’s communities, according to Kaizer Rangwala, AICP, writing in the April–May 2013 issue of *Better! Cities & Towns*. Still, other communities have rejected them, including Columbia, Tennessee, whose FBC was drafted in 2011, but has yet to be approved.

‘Kind-of-sort-of’

While there is debate over what constitutes a “hybrid code,” this type of code seems to be popular among communities not quite ready to jump into the FBC world with both feet. Such a code might emphasize physical form and have many of the characteristics

of FBCs, but also pay attention to land-use issues. In at least some instances, hybrids treat certain geographic areas with FBC provisions and other areas with conventional zoning.

Hybrids often use more text than a “pure” FBC in order to address issues that are difficult to cover with graphics. That was the approach taken by the city of Northport, Alabama, in 2008. Following closely on the heels of the community’s freshly adopted Downtown and Riverfront Plan, The Walker Collaborative (my firm) was hired to craft a hybrid code for Northport’s urban core and waterfront. Existing conditions include a historic downtown, undeveloped riverfront area, a light-industrial district, historic residential neighborhoods, and portions of a strip commercial corridor. While no locally designated historic districts have been adopted in Northport, the district created for the historic downtown via the hybrid code does feature several preservation-minded provisions to protect existing buildings, avoid inappropriate alterations, and yield compatible infill.

While Northport’s code stresses physical form and design character, and features detailed and illustrated design standards, the various districts are based on a combination of land uses, density, and character. According to former Northport planning director Katherine Ennis, AICP, “a form-based code in its pure form would not have flown politically in Northport because it would have been too radically different from the existing zoning.” It helped, she added, that the new code was adopted as part of a master planning process that had introduced the public to many of the codes design concepts.

The best option

According to Carol Wyant, the outgoing director of the Form-Based Code Institute (who is also the past director of the Landmarks Preservation Council of Illinois and of statewide partnerships with the National Trust for Historic Preservation), most historic areas could use both a historic district overlay and a form-based code. However, given the political hurdles to adopting either tool, this scenario is not always realistic. So when should a community pursue a local historic district and when should it pursue an FBC?

When historic districts are the best tool. While FBCs may be able to trace their

bloodlines to historic district guidelines, they are an inadequate substitute for historic district overlay zoning for a community's most important historic areas. "I would never recommend that form-based codes should completely replace historic districts in locations worthy of historic district regulations, but they can be a very complementary tool and make the preservation effort more objective," notes Daniel Parolek, principal of California-based Opticos Design and a leading practitioner of FBCs.

Wyant adds this: "I agree that for historic districts, particularly those with major contributing buildings, it is important to retain the historic commission oversight." The key drawback of FBCs for a community's most significant areas is that they are not intended to address changes to existing buildings, including prohibiting or discouraging their demolition.

When considering alterations to existing buildings visible from a public street, historic district design guidelines normally cover an extensive range of issues, including compatible additions, the treatment of doors and windows, architectural detailing, materials, roof penetrations, and maintenance. With the occasional exception of building additions, FBCs address none of those issues for existing buildings. Therefore, existing buildings may wind up with inappropriate alterations that degrade their design integrity and character.

While FBCs might indirectly discourage demolition because a replacement building often cannot be much larger than the one demolished (per the code), there are no explicit preservation provisions. "When we use form-based codes, for the most part, people want to redevelop," says Lee Einsweiler, principal of Code Studio, an Austin, Texas, planning firm. "People are not looking to preserve what they have."

In theory, preservation provisions could be integrated into an FBC. In reality, enabling legislation in most states prohibits such language within a community's base zoning and instead allows it only for special design overlays. Even FBCs without preservation provisions can clash with state enabling laws, Einsweiler says.

Yet another shortcoming of relying solely on FBCs is that doing so would preclude a community from attaining Certified Local Government status. Every state historic preservation office oversees its state's CLG program, which requires certified local



The Bladen Street Redevelopment District is one of two areas where Beaufort is experimenting with form-based codes before adopting a hybrid form-based code citywide.

governments to operate a comprehensive preservation program, including historic zoning, design guidelines, and a design review process. CLG communities are eligible for annual grants for various preservation projects, but municipalities opting solely for an FBC approach to protect historic areas would not qualify.

When FBCs are the best tool. Historic district overlays can come with their own set of problems: poorly written design guidelines, untrained staff, and unqualified review body members. As noted by Craig Lewis, AICP, of the Lawrence Group's North Carolina office, "many historic district guidelines have relatively weak standards for infill development, as is the case with Beaufort."

Practitioners familiar with the operations of design review boards have seen at least some of them fail to consult their guidelines or reference them when deciding on applications. Also, the wiggle room often purposely written into design guidelines to give the review body flexibility can undermine the predictability that applicants seek.

Even when the stars align—effective design guidelines implemented by well-trained staff and qualified board members—historic districts rarely include more than five percent of a community's existing structures, according to Lindberg of the National Trust. Just 3.6 percent of exist-

ing structures in New York City are locally landmarked.

At the other end of the size spectrum is Siloam Springs, Arkansas (pop. 15,000). Although the city has a historic downtown overlay zone, the provisions are somewhat vague, and more rigorous standards won't fly politically. The city's 2008 comprehensive plan suggested the adoption of an FBC, but rather than pursue a citywide FBC, Siloam Springs is taking a different tack. Senior planner Ben Rhoads, AICP, says the strategy, "is to start on a small scale, like downtown, and see if it works; if so, we can then explore going citywide with a form-based code." One of the key tasks of the city's upcoming downtown and connectivity plan will be to explore whether to adopt an FBC for downtown.

Many municipalities are unwilling or unable to fund enough staff to administer the design review process for numerous historic districts. For the past few years, Pittsburgh has relied on a single staff person to provide all of the support needed to administer 12 local historic districts and 87 individual landmark properties, in addition to all the other historic preservation responsibilities of the city. In that respect, historic district guidelines stand in stark contrast to FBCs, which are sufficiently prescriptive to be implemented administratively by a single staff person.

The murky case of infill. For historic areas without historic designations, FBCs are preferable to conventional zoning. FBCs can discourage demolition because the development that would replace a demolished building would likely be of a similar scale and form—hardly a financial gain. In addition, FBCs can ensure somewhat compatible infill development and possibly very compatible development. But with respect to infill development, how do FBCs measure up to historic zoning? The answer lies in the amount of work put into the drafting of either of these regulatory tools.

Some historic design guidelines are quite prescriptive in terms of site planning, setbacks, heights, form, and architecture. Many instead feature more open-ended *contextual* provisions that rely on the physical characteristics of neighboring historic structures to determine the new building's design features, including front setbacks, heights, rhythm of doors and windows, roof forms, and materials. The quantifiable standards that are applied to infill lots, such as building heights and setbacks, are based on the numeric average of the flanking buildings or the average of the entire block face.

This approach to infill is the typical result when budgets are too small to fund historic design guidelines that prescribe more exact standards. In such cases, it's harder for applicants to gauge whether their proposals will stack up and the compatibility of the resulting development lies largely in the hands of the approving review board. "There can be unlimited opinions on whether a particular building is truly contextual, making the review process very subjective and unpredictable," says Parolek.

FBCs, on the other hand, prescribe the design features based on the building's location, building type, and associated standards. They focus primarily on building form and site-planning issues such as frontages, while avoiding dictating architectural styles and details. A lot of work goes into crafting these standards for infill development, which allows them to be prescriptive enough to be implemented administratively.

When Opticos drafts an FBC, it starts with a documentation and analysis phase. Parolek describes a process in which they "carefully document existing conditions through field work and photography, the creation of photo boards, and the targeting of characteristics that define an area."

The firm also creates numerous maps, including figure ground maps illustrating building footprints that will help the team "extract the DNA that makes the area unique." Although this labor-intensive documentation can contribute greatly toward the large budgets that frequently accompany FBC projects, much of it can also be delegated to municipal staff and public stakeholders if sufficient oversight is provided by experts. That approach can also generate stronger public buy-in for the code.

When used in tandem. Can FBCs work in tandem with historic district standards? Absolutely they can. Nashville, Tennessee, has engaged in thoughtful planning based on new urbanist principles ever since the arrival of planning director Rick Bernhardt, FAICP, in 2000. After several years of applying urban design overlays that function essentially as form-based codes to targeted planning areas, an FBC was applied to 866 acres of downtown Nashville in 2010.

The term "form-based code" was dropped early in the process and replaced with "downtown code" because, according to Joni Priest—a planner and urban designer with the metro government's planning department—the term form-based code "created political difficulties." Despite the name change, "it is everything that a form-based code is," she adds.

Back to Beaufort

What will be the outcome in Beaufort? It appears that things will work out: The city is applying its historic overlay zoning where most needed and a new citywide code as the base zoning. Opticos created the ini-

tial draft code as a pure FBC, but the city has since settled on a hybrid code that uses more conventional zoning techniques in certain locations.

The Lawrence Group is leading the final stage of writing the code and shepherding it toward adoption. As that firm's Craig Lewis notes, many of the infill development standards already existing in the historic district guidelines have been integrated into the draft FBC, but the Historic District Review Board will remain intact to implement the historic overlay districts.

Some lessons: First, while not always the perfect solution, historic overlay districts are the best tool for protecting the integrity of a community's most significant areas. Where applied, however, they should be implemented using solid design guidelines, trained staff, and qualified review body members. Secondly, a form-based code is the best alternative for historic areas for which an overlay district is not a realistic option.

Communities considering the adoption of an FBC should be prepared for a serious educational and public relations effort, perhaps best served by starting with a geographically targeted FBC to achieve an adequate comfort level before launching into a citywide FBC. Finally, the best of all worlds for the most important places is to employ both tools in tandem. As the FBCI's Carol Wyant says, "it's not a matter of one or the other, but both."

Philip Walker is the principal of The Walker Collaborative, a planning firm based in Nashville, Tennessee. In 2011 he was hired by the Historic Beaufort Foundation to determine the potential impacts of replacing the city's local historic zoning overlay with a citywide form-based code.

HISTORIC DISTRICTS

Secretary of the Interior's Standards and Guidelines for Historic Rehabilitation: www.nps.gov/hps/tps/standguide; National Park Service Certified Local Government Program: www.nps.gov/history/hps/clg; National Alliance of Preservation Commissions: www.napc.org; National Center for Preservation Technology & Training: www.ncptt.nps.gov; National Trust for Historic Preservation (NTHP): www.preservationnation.org; State Historic Preservation Offices: Each state government has a SHPO responsible for carrying out the National Historic Preservation Act of 1966.

FORM-BASED CODES

Form-Based Code Institute: www.formbasedcodes.org; Congress for the New Urbanism: www.cnu.org; Smart Growth America: www.smartgrowthamerica.org; American Planning Association's New Urbanism Division and Urban Design & Preservation Division: www.planning.org.



History of Portland's India Street Neighborhood

Researched and Written by Julie Larry and Gabrielle Daniello, TTL Architects
for the City of Portland's Historic Preservation Office

Early European settlement to the 19th century:

Before the street we now know as Linda Street existed, before it was called King Street, before it was Broad Street, it was likely a dirt foot path that the Native Americans used to cross from one end of the woody peninsula to the other.

Although the first house built in Portland by Europeans (in 1632) was located on what is now the corner of Hancock and Pore Streets, whites did not settle in any concentrated numbers in the area until 1680 when Fort Loyal was constructed at the foot of current day India Street. Prior to this time, the settlers, about forty families, had been widely scattered around the Portland area known as Falmouth. Massive destruction of property and the killing or capture of thirty-four Europeans during King Philip's War put an end to this decentralized pattern of settlement. The protection afforded by the fort, however, was short-lived, as the community was again obliterated by a Wabanaki attack in 1690.

English settlers eventually returned to the peninsula. By 1727, about forty families lived near lower King Street (present day India Street), "some of which were respectable," according to the minister at the time, Parson Smith. This concern for respectability will be echoed in later years by city planners, journalists, and reformers fretting about the quality of the residents and housing in the India Street neighborhood. Respectable or not, the town's residents embarked on a period of prosperity and peace, engaged in lumbering, fishing, and commerce.

In 1775, the settlement was destroyed again, this time by the British, and once again, English settlers rebuilt, giving the name Portland to the peninsula when they separated in 1786 from the rest of the settlement area which kept the name Falmouth. Lower India Street (still called King Street until 1837), Exchange Street, and Middle Street became the town's commercial center. By the middle of the century, business was thriving, with men seeking their fortunes in the timber, fishing, and shipbuilding industries, and in the West Indies trade. Little remains from this period, except for the Eastern Cemetery. Even the contours of the waterfront have changed, as the waters of the harbor came up to Fore Street at that time.

19th Century to the Great Fire: the waterfront and the railroad

In the early part of the 19th century, many of India Street's homes were quite fashionable. As early Portland historian Edward Elwell put it, "A highly respectable old street was this previous to the fire of 1866." Three mansions shaded by trees sheltered some of the city's well-to-do. In one of these mansions, the Misses Martin operated a boarding and day school for young ladies; "theirs was the fashionable school of the day."⁴

¹Local Sketches-No. 1, "*Portland Transcript* (Portland, v1E), June 8, 1867.

² Josephine Detmer, *Portland* (Portland: Greater Portland Landmarks, Inc., 1986), 9.

⁰ Edward H. Elwell, *Portland and Vicinity* (Portland, v1E: Loring's. Short, & Harmon and W.S.Jones, 1876). 81.

⁴ Edward Henry Elwell, *the Schools of Portland. From the Earliest Times to the Centennial Year of the Town, 1886* (Portland, ME: William M. Marks, Printer, 1888). 33.

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Life in the surrounding streets revolved largely around waterfront activities. City directories for the 1830s and 1840s provide a glimpse into the kinds of work in which the neighborhood residents were engaged. In 1834, for example, we find coopers, shipcarpenters, mariners, joiners, woodsawyers, truckmen, and laborers, as well as cordwainers (shoemakers), grocers, and widows (as if that were an occupation). The 1847 directory shows mariners, caulkers, seamen, shipmasters, sailmakers, mariners, and traders, bakers, and provisioners. The Sailor's Home on the corner of India and Middle (site of the present-day Micucci's) provided "good accommodation for transient boarders," according to the 1856 City Directory.

Many of the laborers on the docks were African Americans. Slavery had been abolished in Maine in 1783. Census records show that there were 402 blacks living in Portland in 1840, 395 in 1850, and 318 in 1860. Two-thirds of them lived in the streets on the south slope of Munjoy Hill and between the Eastern Cemetery and the waterfront.⁵ The overwhelming majority of the African Americans are listed as either mariners or laborers, with the few other occupations standing out: truckman, window washer, clothes cleanser, hairdresser, grocer, and pastor (Amos Freeman). A mariner's life was often the only livelihood available to free black men. It was a paradoxical situation: a life at sea was seen as morally precarious, yet it also afforded opportunities for respectability.⁶ For many black mariners, stability was difficult to attain, but "black sailors in Portland, Maine, had a degree of residential and occupational stability atypical in larger cities such as Baltimore or New York."⁷ Furthermore, coastal shipping attracted men with families who desired more stability, while "unattached boardinghouse dwellers ... [looked] toward deep-sea voyages."⁸ Most of the crew members aboard the steamer *Portland* were black. When the ship sank in 1898, killing all on board, the tragedy struck Portland's black community especially hard.⁹ After the mid-century point, seafaring opportunities for blacks declined in every port. Several factors contributed to this shift, including a rising number of white immigrants.¹⁰ Still, the 1877 City Directory shows that most African American men worked as mariners or laborers and lived on Hancock or Adams Streets.

Several houses in the neighborhood were originally built for and owned by African Americans. The Abraham W. Niles House at 77 Newbury (extant) was built in 1844. In the 1844 city Directory, in which "people of color" are listed separately, Niles gives his occupation as "mariner." Abraham married Harriet C. Lewis in 1831 and the couple bore a number of children, including a boy named after his father who died of consumption in about 1859 when he was only 18 years old. The Niles family lived at 46 Sumner Street for years, with Mrs. Abraham W. Niles, widowed, still living there in 1858. (Newbury Street was called Sumner Street then, and the whole neighborhood underwent a re-numbering in the 1870s.)

⁵Michael C. Connolly, *Seated by the Sea* (Gainesville, FL: University Press of Florida, 2010), 44, and Bob Greene, "Beyond the Abyssinian" in *Maine's Visible Black History*, (Gardiner, ME: Tilbury House, 2006), 148.

⁶ W. Jeffrey Bolster, *Black Jacks: African American Seamen in the Age of Sail* (Cambridge, MA: Harvard University Press, 1997), 158, 160.

⁷ Bolster, 164.

⁸ Bolster, 165.

⁹ Elgersman Lee, "Locating Black Portland," in *Creating Portland*, ed. Joseph A. Conforti, (Durham, NH: University of New Hampshire Press, 2005), 225.

¹⁰ Bolster, 222.

Reuben Ruby was an African American who, over the years, worked as a hack driver, a trader, and a messenger for the Customs House. He was also one of the founders of the Maine Anti-Slavery Society and active in underground railroad work.¹¹ He had the house at 81 Newbury Street built sometime between 1853 and 1856 (extant).

The John Parrs House at 16 Federal Street was built ca. 1847 for John Parrs, another African American mariner, who owned several buildings, according to the 1871 Beers atlas. John and his wife Mary raised their children on Sumner Street and in the house on Federal Street. John died in 1876. His widow continued to live at 16 Federal with her son, Braxton, also a mariner. In 1883, Braxton was 2nd steward aboard the steamer *Lewiston*. The same year, he married Amelia Robberson, which might account for his career change -- by 1886, he was working as a porter for the Post Office, and then as a postal clerk until his death in 1893 at the young age of 48. Amelia continued to live in the house until at least 1913.

Abraham Niles and Reuben Ruby were among the founders of the Abyssinian Church. Ruby and five other prominent African Americans of the city published a letter in 1826 in the *The Eastern Argus* in which they protested the way they were treated at the Second Congregational Church in Portland. In 1828, the Abyssinian church at 73 Newbury (then Sumner) Street was built on land sold by Reuben Ruby. The church, the third oldest African American meeting house in the country after those in Boston and Nantucket, also housed a “colored school” for many years, from about 1835 until the Civil War. The Abyssinian’s minister from 1841 until 1851, Reverend Amos Noé Freeman, served as the school’s principal. He organized anti-slavery lectures and served as an Underground Railroad agent.¹² In the 1844 and 1846 directories, Freeman is listed as living at 12 Hancock Street (no longer extant). Another prominent member of the Abyssinian was Charles Frederick Eastman. He owned a barber shop on Fore Street as well as other properties around Portland, and was also a conductor on the Underground Railroad.¹³

The Abyssinian’s relatively small congregation (which included several members who went down with the *Portland*) meant it continually struggled financially. It closed its doors as a church in 1917. The building was used as stable, a store, and an apartment building in the years that followed.

There were white residents in the neighborhood, too, who were active in anti-slavery work. The Portland Anti-Slavery Society met regularly in the 1830s, ‘40s, and ‘50s. Elizabeth Mountfort served as the Society’s secretary for many years. In the 1837 City Directory, she is listed as living at the corner of Fore and Mountfort Streets (site now occupied by Munjoy South development). Samuel and Daniel Fessenden, well-known abolitionists, had their home at 31 India Street (on land that is now vacant). Elias and Elizabeth Thomas also lived on India Street and sheltered runaway slaves and hosted famous abolitionists Frederick Douglass and William Lloyd Garrison.¹⁴

¹¹ Bob Greene, “Portland: On the Record: A Look at Early Portland and a First Family,” in *Maine’s Visible Black History*, (Gardiner, ME: Tilbury House, 2006), 44.

¹² H.H. Price and Gerald E. Talbot, *Maine’s Visible Black History*, 160.

¹³ Stephen R. Ellis, “The Eastmans,” in *Maine’s Visible Black History*, 48-49.

¹⁴ Price and Talbot, 256.

Beginning in the 1830s, newly arrived Irish immigrants began to displace the African Americans who worked as longshoremen on the waterfront.¹⁵ Many also found work with the railroad, as city directories attest. The Irish settled on the West End of the peninsula in Gorham's Corner, and on the East End, on Munjoy Hill. The center of religious life for those on the East End was the Cathedral of the Immaculate Conception (307 Congress Street), built in 1869. The Cathedral faces Cumberland Avenue rather than Congress Street. An old story has it that "the bishop chose not to irritate his neighbors whose acceptance of the Catholics was, at best, lukewarm. Thus, he turned his church away from their principal street."¹⁶ In 1875, James Augustine Healy was appointed bishop of the Roman Catholic Diocese of Portland, becoming the first black Catholic bishop in the country. The son of an Irish immigrant father and a mother who was a former slave, Healy's background seems particularly fitting for his role in the diverse community of the India Street neighborhood.

As the number of Irish-born residents increased and as they settled in to life in the New World, they began to band together for mutual aid and support. 1863 saw the incorporation of the Irish American Relief Association. By 1871, they had 150 members. Six years later, the organization was large enough that its officers included a librarian, a bookkeeper, and an assistant bookkeeper; two years after that, the librarian acquired an assistant librarian. The Catholic Union was organized in 1874 in order to provide "assistance to the unfortunate and destitute of its own sect."¹⁷

In the 1840s, a young lawyer named John A. Poor had some ideas that would irrevocably change the look of the India Street neighborhood and the tenor of life in the city. He brought the railroad to the east end of town. After he successfully lobbied for Portland to become Montreal's winter port, groundbreaking for the Atlantic & St. Lawrence Railroad (later the Grand Trunk) occurred on July 4, 1845. The terminus and a passenger station were built at the foot of India Street, and, to allow for better connections with the rail lines that served the west end of the city via Union Station, Poor arranged for the construction of Commercial Street, which was completed in 1853, with railroad tracks running down the center of the 100' wide corridor. Poor also founded the Portland Company in 1845 (as the Portland Iron Manufacturing Company) in order to built steam locomotives for the Atlantic and St. Lawrence Railroad. In 1870, a year before his sudden death, Poor was living across town, far from the commotion of his creations, helped out by two Irish domestic servants, Bridget Donovan and Winnie Willey.

Everything ground to a halt in the city on July 4, 1866, when a raging fire destroyed a great portion of the city, including India Street between Congress and Middle, all of Hampshire Street, most of Federal and Sumner (now Newbury) Streets, all of the section of Congress Street under consideration in this study, Locust Street, Smith Street, and Franklin Street from Fore to Oxford Streets. Spared were the eastern portions of Newbury and Middle Streets and Hancock Street

¹⁵ Connolly, 46.

¹⁶ Aileen M. Carroll, *The Cathedral of the Immaculate Conception and its Bishops* (Portland, ME?: Diocese of Portland?, 1994), 29.

¹⁷ Portland City Directory, 1877.

between Newbury and Fore. The Great Fire was the largest urban fire the United States had seen to that point and it irrevocably changed the look of large portions of Portland.

Post-Fire Rebuilding and early 20th century

In the aftermath of the Great Fire, much of the city was rebuilt in brick. Middle and Exchange Streets remained the focus of the city's commercial activity, with India Street receding in importance. Much of the India Street neighborhood was rebuilt as before, in wood. The fire insurance maps that post-date the fire show the India Street neighborhood as a zone of transition between the residential, working class Munjoy Hill and the prosperous business zone of downtown – as your eye sweeps from Munjoy Hill, predominantly colored yellow, indicating wood frame construction, to the area under consideration here where pink and yellow are interspersed, to the Old Port area, a sea of pink that reflects a heavy investment in masonry construction, this transitional nature is made visually apparent.

The India Street neighborhood was slower to rebuild than parts of downtown. In 1868, one newspaper writer noted that “since the fire this famous thoroughfare which owns a historic name of its own has been almost completely neglected by the property owners and capitalists.” (*Portland Evening Star*, June 12, 1868) Even before the fire, though, reporters had commented on the street's apparent decline. In 1867, one writer noted, “Previous to the great fire of 1866 the lower part of the street had undergone great changes; its old mansions were converted into taverns, its old houses broke up into shops and saloons. But the upper portion of the street maintained its staid and respectable character.” (*Portland Transcript*, June 8, 1867) And yet another writer waxed elegiac in this 1869 observation: “The street was early settled by highly respectable families, and their mansions, sheltered by wide-spreading elms, adorned its length ... All these are now gone, and desolation spreads around.” (*Portland Transcript*, August 21, 1869)

Despite the doom-and-gloom reports, however, people were rebuilding. By October 1867, Horatio Quincy had built the brick house at 73-75 Federal Street (extant) on the site of his former residence and was living in one unit, while the other unit was listed for sale. In 1868, John Gulliver built a multi-family brick house at 69-71 Federal Street (extant). He had previously lived in a frame house on this site. The North School was built in 1867. The largest elementary school in the state at the time, employing 26 teachers and enrolling 1200 students, it was also the first school in Portland to separate children into different grades according to age. The North School is also significant because of programs such as manual training and its “school banking” system that were designed to help the immigrant and first-generation children it served.¹⁸

There are many other buildings that were constructed right after the fire: 306 Congress St. (1867), 316 Congress (1866-67), 23 Hampshire St. (1867-68), 24 Hampshire St. (1866-67), 60-62 Hampshire St. (1867), to name a few. Both St. Paul's Anglican Church and the Cathedral were built in the late 1860s after the original churches burned. Also in 1867, the Eagle Sugar Refinery was built on Fore Street, at the foot of Mountfort Street, to convert imported molasses into sugar. Only New York imported more molasses than Portland in the early to mid- 19th

¹⁸ Martha Deprez, *Maine Historic Preservation Commission Survey*, 2001.

century.¹⁹ By 1860, Portland was exporting more molasses than any other American city, 20% of the nation's total.²⁰

Almost all of the residential buildings constructed in the neighborhood after the fire were multi-family dwellings, reflecting Portland's increasingly urbanized character and the neighborhood's rapidly growing population. India Street served as a transportation hub, with large numbers of people coming and going via the railroad, the streetcars, and the steamships that docked at the foot of India. Conspicuous by its absence from today's landscape is the railraod, a enormous (literally and figuratively) feature of the neighborhood. In 1903, the old Grand Trunk Station was demolished to make way for an imposing new one. Behind the station loomed the grain elevators. Three different streetcar lines stopped at the Grand Trunk Station around 1915. The cars ran every twenty to thirty minutes throughout the day. There were weekly steamer trips to Liverpool, tri-weekly to Bangor and New York, and daily to Boston, along with the trips scheduled by the seven transatlantic lines that had their offices in the Grand Trunk office building. 4,000 immigrants per year entered the port of Portland throughout the 1890s. By 1910, the city directory shows large numbers of Italians and Eastern European Jews living in the India Street neighborhood, alongside the earlier Irish immigrants. The 1920 Census, on Federal Street alone, lists the following countries of origin: Scotland, England, Ireland, Finland, Estonia, Sweden, Russia, Portugal, Poland, Lithuania, and Canada. Residents claimed the following occupations: tailor, cutter in shirtwaist factory, junk shop, laborer for railroad and wharf, cabinet maker, and fruit peddler, among others.

The early 1880s saw increasing numbers of Jewish immigrants settling in the city, fleeing the pogroms in the Russian empire and Austria-Hungary. Most of them settled on and around Hampshire Street, and many of them started out as peddlers, working to save enough money to open retail shops. Isaac Abrams was one of the early Jewish merchants who did well enough to build a brick block on Middle Street (see 59 Middle Street, the Abrams Block).²¹

Shaarey Tphiloh, at 147 Newbury Street, was erected in 1904 to serve the neighborhood's Jewish population, which until then had not been large enough to support a free-standing synagogue. (People had met for services in private homes.) Most of the synagogue's early records are in Yiddish, reflecting the Eastern European background of the congregants.²² Shaarey Tphiloh's congregation had mostly moved to the suburbs by the 1950s, so a new Shaarey Tphiloh was built on Noyes Street; the Newbury Street building now houses several businesses. Etz Chaim, established in 1921 at 267 Congress Street, is the only surviving example of a traditional

¹⁹ Detmer, 30.

²⁰ David Carey Jr., "Comunidad Escondida: Latin American Influences in Nineteenth- and Twentieth-Century Portland," in *Creating Portland*, ed. Joseph A. Conforti, (Durham, NH: University of New Hampshire Press, 2005), 96.

²¹ Benjamin Band, *Portland Jewry: Its Growth and Development* (Portland, ME: Jewish Historical Society, 1955), 14-16.

²² Candace Kanes, "Shaarey Tphiloh, Portland's Orthodox Synagogue," http://www.mainmemory.net/sitebuilder/site/2101/slideshow/1206/display?use_mmn=1&prev_object_id=3466&prev_object=page. Accessed 7/9/2013.

European synagogue that is still being used for religious purposes.²³ It was founded by a dissident group that was not pleased with the way things were going at Shaarey Tphiloh. The 1909 Sanborn map shows a Hebrew School located across the street at 148 Newbury (building extant). The school existed at that location until 1919 when it moved to Pearl Street. In 1912, the director of the school was Schachno Stein, an exile from Russia who believed fervently in the power of education.²⁴ Mr. Stein was assisted in his work by three other teachers, including Isaac Weisberg who lived next door at 144 (146) Newbury Street.

Italian immigrants were the next wave. They began arriving in large numbers around the turn of the last century. They worshipped first at the Cathedral on Cumberland Avenue, then, in 1911, were allowed to hold services of their own in a converted stable on Federal Street. St. Peter Parish Church (72 Federal Street) was built in 1929. When the Msgr. Teresio DiMingo arrived in Portland to take on the duties as pastor of the new church, there were 700 families in the parish. At the time of his 50th Anniversary celebration, the parish served 1,150 families.²⁵

The India Street neighborhood absorbed all these newcomers (not always graciously, alas), as well as arrivals from Canada and the Scandinavian countries. Taverns, hotels, and small businesses (junk shops, fruit shops, restaurants, pool halls, bakeries, livery stables, plumbing, dry cleaning, and shoe repair businesses, etc.) served the various, everyday needs (not all of them legal) of the many people living in or passing through the neighborhood. The neighborhood provided a home for people who were not necessarily welcome in other parts of the city (as was the case for many immigrants and minorities) or who did not wish to participate in the fixed, stable life of the middle class (the many lodgers and transients who passed through). City directories and census reports show large numbers of lodgers living with families in their apartments, lodging houses, and numerous hotels. For example, at 6 India Street (no longer extant), Patrick Connors ran a boarding house; in 1910, he had two dozen boarders ranging in age from 20 to 56, mostly men from Massachusetts or Ireland. Michael and Mary Grace Paolino shared their 41 India Street (no longer extant) home with four Italian lodgers. Annie Israelson also ran a boarding house at 76 India Street (extant). Lodgers roamed free of the ties that acted as a restraint on family dwellers. A lodger could be anyone. The same held for the people who frequented the neighborhood's many hotels. "[H]otel people seemed to be forming subcultures that deepened the social schisms of the time and weakened the cultural hegemony of the middle and upper classes," argues Paul Groth.²⁶ At least two of the India Street hotels featured frequently in the papers because of robberies, brawls, even murder – the Florence Hotel (45 India Street, now Micucci's) and the Liverpool Tavern (corner of India and Commercial).

The history of the Florence Hotel encapsulates, in some respects, the history of the neighborhood, which, in turn, mirrored the larger historical changes that were sweeping across

²³ Ann S. Kim, "A Portland Synagogue Begins a Renovation," *Portland Press Herald*, (Portland, ME), Dec. 14, 2009, B1. <http://search.proquest.com.ursus-proxy-9.ursus.maine.edu/mainenews/docview/277398207/13E76036B727DB60C6E/21?accountid=17222>

²⁴ "Hebrew School Newbury Street," *Portland Sunday Telegram* (Portland, ME), July 7, 1912, p. 8.

²⁵ Joseph E. Coyne, "Clergy, Parishioners to Honor Msgr. DiMingo's 50th Anniversary," *Portland Press Herald* (Portland, ME), Sept. 18, 1961.

²⁶ Paul Groth, *Living Downtown: The History of Residential Hotels in the United States*, (Berkeley, CA: University of California Press, 1994), 22.

the nation in the 19th and 20th centuries, including the shift away from a maritime economy, the influx of immigrants, and Prohibition. In 1830, prosperous merchant Stephen Waite built a brick mansion on the spot. There were other mansions in the vicinity, including the house in which Henry Wadsworth Longfellow was born and General Fessenden's house. "The street was early settled by highly respectable families, and their mansions, sheltered by wide-spreading elms, adorned its length."²⁷ After Waite's death, his house was enlarged in 1854 to provide room for up to one hundred sailors, reflecting the importance of the waterfront at the time. Having survived the fire, the hotel took the name American House in 1866, then became the Eagle House in the 1880s, and then in 1915, it became the Florence Hotel. In 1891, under the management of A.E. Pratt, the hotel received a favorable write-up in a book about local businesses. It had 51 guest rooms, recently refurbished, nine personable employees, a first class livery stable.²⁸ In 1928, it was the site of an unsolved murder, and in 1930, arson claimed the building.²⁹ At the time of the fire, the hotel had been vacant for several weeks, except for a meat market on first floor, and the hotel owner, Joseph Vacchiano, was in jail, serving time for liquor charges.³⁰ Shortly after the fire, A.M. Siciliano applied for a permit to remove the top two stories of the fire-damaged structure in order to create a two-story tenement building with assembly room and store. In 1965, Leo Micucci opened the Italian grocery store at the address.

Joseph and Rosina, the Florence proprietors, are mysterious figures flitting through the city directories, alternating periods of restlessness with stability, changing their names slightly as they go. (Although, to be fair, it is difficult to know how much of the name changing was done intentionally on their part and how much was due to lack of comprehension on the part of the note-takers and clerks. The Eastern European and Italian names in city directories and census reports show remarkable variations and inconsistencies in spelling and transcription, even within a single edition of a directory.) In 1916, Joseph was a butcher working at 43 India Street. In 1925, Jiosuelo and Rosina are described as grocers at 45a India, and proprietors of the Hotel Florence at 43 India, where they also lived. In 1931, a year after the fire and Joseph's jail time, Joseph and Rose are grocers at 94 Congress, living at 92 Congress. Then in 1939, Joseph and Rosa appear as proprietors of a Meat Market at 225 ½ Congress Street, across from the Eastern Cemetery. The 1947 Directory has the same listing for them, and also reveals the wide variety of shops and services the two block area of Congress Street supported: the Munjoy Co Dept Store (223 Congress), Garbarino Fruit (227 Congress), George J. Catir dry goods (231 Congress Street), McDonough's Drug Store (235 Congress), Eskilson's Fish Market (237 Congress). There was also a laundromat, a jewelers, a beauty salon, shoe repair, cleaners, grocery store, bakery, and a variety store. This was 1947, before the era of large suburban supermarkets and shopping malls.

Immigrant families used the public street as gathering space; the many lodgers who rented rooms in the neighborhood frequented the local billiard halls and saloons; longshoremen, obligated by

²⁷ *Portland Transcript*, (Portland, ME), Aug 21, 1869.

²⁸ George Fox Bacon, *Portland: Its Representative Business Men and Its Points of Interest* (Newark, NJ: Glenwood Pub. Co., 1891), 142.

²⁹ Harold Boyle, "Arson Ended Hotel's Life," *Evening Express*, (Portland, ME), March 13, 1982.

³⁰ "Officials Hunt for Person Who Set Hotel Fire," *Portland Press Herald*, (Portland, ME), April 18, 1930.

the nature of the job to spend many hours simply waiting, also found the local taverns congenial. “Home” extended to the public streets and public buildings of the neighborhood.³¹

Public health reformers saw cause for alarm in the crowded streets and dwellings of the neighborhood. In 1911, the city opened a milk station, renting two rooms in the Dispensary which was then located at 55 India Street. (The Dispensary was organized in 1904.) When the building at 65 India Street was built in 1912 on land and with funds donated to the Bowdoin College’s Medical School, the milk station moved into rooms there. Portland’s milk nurse was Lillian O’Donahue, the American-born daughter of immigrant parents. Lillian and her sister, Eleanor, who worked as a teacher at the North School, were among the many Irish American women who chose “nursing and school teaching as career paths in order to gain independence.”³² The milk station was no longer needed by 1920, because regulations and oversight of the milk industry meant a cleaner, purer supply of fresh milk.³³ The Edward Mason Dispensary remained open until 1921, when the Medical School was closed down because it was considered so far below standard. Bowdoin gave the building to the city with the stipulation that free clinics be offered. At various times, the building has housed the Arnie Hanson Center for the treatment of alcoholism and is currently the home of the Milestone Foundation.

The neighborhood during the second half of the 19th century and first half of the 20th century also had its share of heavy industry. The Thomas Laughlin Co. was founded by Thomas Laughlin in 1866. In the beginning, they made marine hardware by hand at their forge on Commercial Street, moving to the neighborhood by the 1890s, onto land and buildings formerly occupied by the Eagle Sugar Refinery. An 1886 map of Portland shows several large buildings on the block bounded by Fore, Hancock, Newbury and Mountfort Streets that are identified as “to be occupied by the Thos Laughlin Co Block Mkr.” Before the turn of the century, they had adapted to changing times, diversifying into the manufacture of items required by land industries such as mining and railroading. By 1904, they had seven shops and over a hundred employees, and were praised in the Board of Trade Journal for “the quiet, diligent manner in which the workmen perform their duties...”³⁴ Forty-six years later, however, a reporter for the Sunday Telegram magazine wrote about the earth-shattering, ear-splitting sounds of the drop forge plant, where “the loudest shout is lost in a constant thunder of sound.”³⁵ At that time, the company rang with the sounds of two hundred employees and twelve drop furnaces, the largest of which delivered a blow of a million pounds.

Working from photographs, maps, and texts, it is difficult to conceive of the auditory landscape of the time. The Thomas Laughlin Company, along with the Grand Trunk Railroad and the Portland Company complex (adjacent to the Grand Trunk railyards, between Fore Street and the waterfront at the foot of Munjoy Hill), was one of “three heavy hitters” in the area, heavy

³¹Gabrielle Daniello, “Ghost Street” (master’s thesis, University of Southern Maine, 2007), 51.

³² Annette K. Vance Dorey, “The Milk connection: Portland’s Infant Milk Station and Public Health Education,” in *Maine History* 38, no. 2, Fall 1998, 140.

³³ Dorey, 152.

³⁴*Board of Trade Journal* 16, no. 9 (January 1904): 305.

³⁵Franklin Wright, “The Story of Local Drop Forge Plant,” *Maine Sunday Telegram magazine* (Portland, ME), July 9, 1950.

industries whose sounds and smells would have characterized the neighborhood.³⁶ Other factories included the Burnham, Morrill Co. Canning Factory and a Mineral and Soda Water Factory, both on Franklin Street. (There is a small thread connecting The Portland Company on one side of the neighborhood with the canning factory on the other side: The Portland Co manufactured large cast bean pots for Burnham, Morrill. The company was also responsible for all the equipment and paddle wheels on the steamer *Portland*, the very ship that sank in 1898, taking so many of the neighborhood's African American men and women down with it.³⁷) In an 1899 souvenir book published by the Portland Evening Express, note is made of the noise of the thriving industry and transportation of the city. But, the writer declares, "the residential portions of the older part of the city cover the tops and slopes of the two hills, Munjoy and Bramhall, elevated far enough above the level of the business streets to escape the smoke and odors, the noise and dust of traffic."³⁸ He goes on to discuss the easy accessibility of the suburbs, allowing Portlanders to live at a comfortable distance from "the nerve-trying bustle of business."³⁹ The residents of India Street, Hampshire, Federal, Newbury, etc. had no such escape from the commotion.

In the early years of the 20th century, this was a landscape of tenement houses, triple deckers, and other multifamily dwellings, small storefronts that could be quickly and easily erected and changed (see 74 India Street, the Annie Israelson store, and 72 India Street, the Peter Tabachnik store, as well as the Coffee by Design building at 67 India), and industrial buildings such as the various structures that made up the Thomas Laughlin Company and the grain elevators behind the Grand Trunk station, punctuated by a handful of grand structures: the Shaarey Tphiloh on Newbury Street, St. Peter's Roman Catholic Church (although not until 1929), the Cathedral of the Immaculate Conception, North School, the Grand Trunk station.

Decline and Depression years

From 1915 to 1922, about four-fifths of Canada's grain exports passed through the Grand Trunk yards. In 1923, Canada began looking towards its own ports to handle its grain exports; by 1925, the amount of cargo handling in Portland had dropped by 50%. In 1932, the Grand Trunk canceled its 999 year lease. As waterfront activity decreased, India Street showed a corresponding decrease in commercial activity. In 1915, only four buildings on India Street are listed as vacant in the city directory. In 1927, there were sixteen vacant buildings and in 1930, there were twenty-three. The Great Depression exacerbated the situation. As in the rest of the country, banks and businesses failed, real estate values and incomes decreased, and the city struggled to meet the costs of providing relief. The 1935 City Directory paints a bleak picture: all the buildings on India Street between Middle and Newbury were vacant, except for the City Dispensary at #65 and the India Street Cash Market at #67 on the odd-numbered side of the street, and a shoe repair shop and one resident on the other side of the street. Similarly, the block

³⁶Edward L. Hawes, "The Dirty History of Portland Harbor," (Portland, ME: Casco Bay Estuary Partnership), 1994. Accessed online at www.cascobay.usm.maine.edu/pdfs/dirtyhistory.pdf

³⁷ David H. Fletcher, *The Portland Company 1846-1982* (Charleston, SC: Arcadia, 2002), 122.

³⁸ C. Bancroft Gillespie, *Portland Past and Present* (Portland, ME: Evening Express Publishing Company, 1899), 22.

³⁹ *Ibid.*, 23.

between Fore and Middle was almost all vacant, except for Gimple Lerman's furniture store, a gas station, a lunch place with apartments above (#39, now gone), and Raphel Cartonio's grocery store at 45 India. Defense spending during the second World War finally brought an end to the economic troubles of the 1930s.⁴⁰

There appears to have been some construction in the area in the 1920s and 1930s, especially as the need to accommodate the automobile gained steam. Livery stables, such as Daniel Larrabee's at 61 India Street and Murray Brothers Livery at 54 Hampshire Street, give way to one-story garages (55-63 Federal Street built in 1927, 50 India Street built in 1938, and 72-88 Middle Street, built by John Calvin and John Howard Stevens in 1922).

Post World War II years and the latter part of the 20th century: demolition and renewal

The war over, the city started to tackle what it perceived as problems on the home front. 1951 saw the creation of the Slum Clearance and Redevelopment Authority, but city officials had begun thinking about "the problem of the central city" much earlier. In a report published by the Portland City Planning Board in 1946, the planners strike a patriotic note when they ask, "Will those who sent their sons out to fight a war on foreign shores approach the achievement of a better and more spacious way of living at home, as fearlessly as their sons did abroad?"⁴¹

The India Street neighborhood abuts two other neighborhoods that were slated for clearance and redevelopment in the post-war years: the Vine-Deer-Chatham area (between Middle and Fore Streets, west of Franklin) and Munjoy South (northeast side of Mountfort Street). Half the population of Vine-Deer-Chatham, not unlike the India Street neighborhood, was Italian, either foreign-born or first generation. Other residents included Russian-born Jews and Armenians. Residents did not take kindly to their neighborhood being called a "slum" and rejected plans for their removal. They did not prevail, but the authorities, in a report about the relocation project express, in the end, an understanding of the residents' attachment to the place. "The neighborhood was a necessity, either economic or psychological: -- [because] members of minority groups, especially non-white, were accepted there; [and] the restrictions by landlords in other neighborhoods against large families were not prevalent here..."⁴²

Demolition work on the streets of "blight" began in 1956. By 1961, Jordan's Meats factory occupied the block bounded by Fore, Middle, India, and Franklin Streets.) Another component of the renewal project involved the widening of Franklin Street. Demolition of the homes and shops on parcels of land needed for the project began in 1967. Present day Franklin Arterial is between 68' and 178' wide.

⁴⁰ Joel Eastman, "From Declining Seaport to Liberty City," in *Creating Portland*, ed. Joseph A. Conforti, (Durham, NH: University of New Hampshire Press, 2005), 277.

⁴¹Portland City Planning Board, *Urban Redevelopment for Portland* (Portland, ME: Portland City Planning Board), 1946.

⁴²Slum Clearance and Redevelopment Authority, *Vine-Deer-Chatham Project: Relocation, a Community Effort* (Portland, ME: Slum Clearance and Redevelopment Authority), [1959], 5.

Although 50% of the displaced residents in the Vine-Deer-Chatham relocation effort were Italian, Italians maintained a strong presence in the India Street neighborhood, strong enough that the area was dubbed “Little Italy” and several Italian-owned businesses thrived. In 1950, Leo Micucci founded the grocery and wholesale business that bears his name, moving into the 45 India Street building in 1965.

Giovanni Amato is credited with creating the iconic sandwich known as the Italian. He lived at 122 Newbury Street (no longer extant – see 1924 tax photo) and operated a bakery at 67 India Street (present day Coffee by Design shop) from 1902 until 1921, when he moved his home and business into the larger building at 71 India Street (present day Amato’s Sandwich Shop now occupies the site, although the current building was built in 2000). The move was precipitated by a fire in 1921 at 67 India Street and the larger space accommodated his expanding family – the 1920 Census reveals that the couple had 10 children living at home at the time, from 19 year old son John to the baby, Frank. In 1930, the business had grown to become a grocery store, and by 1945, the family had started a bakery (again), back at their old building at 67 India. The Amato’s chain of stores has now spread across Maine and New England.

Vincenzo and Maria Reali started the Village Café at their home on Newbury Street (current site of the Bay House Development) in 1936, serving only a handful of people at a time. Son Amedeo took it over, expanding the restaurant several times over the decades, including in 1973 when the expansion allowed for seating 180 people, and then again in 1986, after which the restaurant could hold over 400 people. The restaurant was torn down in 2007 to make way for condominium development.

Many Eastern European immigrants also established businesses in the area, including Philip and Jacob Levinsky, who started their business selling military surplus out of a shop on Washington Avenue, opening their flagship store on the corner of India and Congress in 1920. Business was so good in the 1970s and ‘80s that the store expanded many times, and by 1978 sustained 75 employees. In 1997, Levinsky’s moved downtown, the building was razed, and in 1999, the Family Practice Center, an outpost of the Maine Medical Center, was constructed on the corner site.

The latter half of the 20th century also saw the demolition of the house on the corner of Fore and Hancock where the poet Henry Wadsworth Longfellow was born. In 1807, the year the poet was born, the house belonged to a sea captain and at the time, the waters of Casco Bay came almost right up to the house (all the land that now exists between the site and the bay is fill). Sometime in the 20th century, a hockshop occupied the site, and by 1955, when the dilapidated building was torn down, it was owned by the Thomas Laughlin Company which was looking to expand its operations.⁴³

The Grand Trunk station was torn down in 1966. It had stopped serving passengers by this time; instead, a discount grocery store occupied the former waiting room.

⁴³“Longfellow Landmarks Fast Disappearing,” *Portland Evening Express* (Portland, ME), Feb. 27, 1956.

Some of the demolition and renewal projects led to still further demolition. In 1971, the City Council voted to rezone part of the block bounded by Congress, India, Federal, and Hampshire Streets. Michael Taliento of Federal Super Markets requested the zoning change because his business (Federal Super Market at 94 Federal Street) had been hurt by the construction of the Arterial and he hoped to build a shopping center on the lot. Approval was granted, and twenty-one families had to be relocated to accommodate the construction of a 14,000 square foot supermarket, 2,400 square foot laundromat, 3,500 square foot drug store, 1,500 square foot doctor's office, and 100 parking spaces. The buildings at 69-79 Federal Street and 90-104 India Street were spared the wrecking ball.⁴⁴

Labor lawyer Steven Sunenblick is sometimes credited with sparking a revitalization of the neighborhood with his purchase and rehabilitation, in 1983, of the fire house at 97 India Street. Other small businesses followed, including Hugo's Restaurant in 1988 and Cycle Mania in 1989. In 1988, Gardner Square Partners bought the former Shaarey Tphiloh Synagogue, which had been abandoned in 1976 when the congregation moved to Noyes Street. Van Dam and Renner Architects converted the interior into nine business spaces.⁴⁵ In 1994, when Fred Forsley applied for and was granted tax credits in order to renovate the former Crosby-Laughlin site on Fore Street, the buildings had been vacant for years, falling into disrepair. "Portland was eager to approve the plan because it will help rehabilitate the blighted 4-acre site."⁴⁶ Coffee by Design moved to its location at 67 India Street in 1998, the same year that Levinsky's "odd assemblage of buildings on Congress Street" was demolished to make way for Maine Medical Center's outpatient clinic.⁴⁷

21st Century

The economy of the neighborhood has mirrored national trends, relying first on maritime activities, then on the railroad, moving from industrialization, through the de-industrialization of the 20th century, to a shift towards a service and tourist economy. In 2006, what had been the Breakaway Tavern on the corner of India and Fore Street was demolished. That land still sits vacant, but behind it, a Residence Inn by Marriott has gone up, along with a multi-level parking garage. In 2005, Jordan's Meats closed its doors and sat empty for five years until a fire gutted the building. Phase I of a redevelopment plan for the site has been accomplished – the construction of a Hampton Inn, Sebago Brewing Co. restaurant, and Portside Condos. Phase II,

⁴⁴ "Shopping Area Decision is "Draw" for Contestants," *Portland Evening Express* (Portland, ME), June 22, 1971, and Frank Sleeper, "Supermarket Building New City Complex," *Portland Evening Express* (Portland, ME), April 12, 1972.

⁴⁵ Lloyd Ferris, "Converted in Practice, The Spirit Survives..." *Portland Press Herald* (Portland, ME), April 14, 1996. <http://search.proquest.com.ursus-proxy-9.ursus.maine.edu/mainenews/docview/276750444/13E994D39AB6554B246/2?accountid=17222>

⁴⁶ Stephen M. Greenlee, "Council Gives Brewery Tax Relief," *Portland Press Herald* (Portland, ME), May 10, 1994.

⁴⁷ Steven G. Vegh, "Former Levinsky's To Be Razed For Clinic," *Portland Press Herald* (Portland, ME), Aug 31, 1998. <http://search.proquest.com.ursus-proxy-9.ursus.maine.edu/mainenews/docview/276858256/13E992C79743A815978/10?accountid=17222>

intended to develop street-level retail, offices, and more condos, was approved in August 2012. The Village Café shut down in 2007; construction workers are currently at work building the Bay House development which is to include market-rate apartments, a parking garage, and retail space. Federal Street saw a flurry of construction, too, with the Federal Street Townhouses project consisting of seven condos reaching completion in 2007. A *Mainebiz* article of 2007 discusses seven projects and proposals for various sites in the study area, some of which are completed as of this date, while others have been considerably revised and still others remain up in the air.⁴⁸ Most of the construction in the area acknowledges the tourist industry as the driving force behind Portland's economy. The redevelopment of this neighborhood has proceeded in a stop-and-go fashion as some projects were halted or scaled back by the recession and neighborhood residents debated height restrictions.⁴⁹

Conclusion

For more than three hundred years, people have been discussing the decline and revitalization of the India Street neighborhood. A transitional area between the largely residential Munjoy Hill and the tourist and commercial center of the Old Port and Commercial Street, the neighborhood has struggled with the lack of a clearly defined identity. It defies easy categorization, slipping in and out of decline, embracing change and rejecting it, providing opportunities for those with grand visions for society or for those seeking out lifestyles and activities outside the mainstream.

⁴⁸ Kerry Elson, "Going East," *Mainebiz* (Portland, ME), April 30, 2007.

⁴⁹ E.D. Murphy, "'Stalled Projects' Tied to India Street Blight," *Portland Press Herald* (Portland, ME), Nov. 29, 2010. <http://search.proquest.com/docview/814677952?accountid=17222> and Randy Billings, "India Street: Tall Things Considered," *Portland Press Herald* (Portland, ME), June 13, 2012. <http://search.proquest.com/docview/1020127460?accountid=17222>