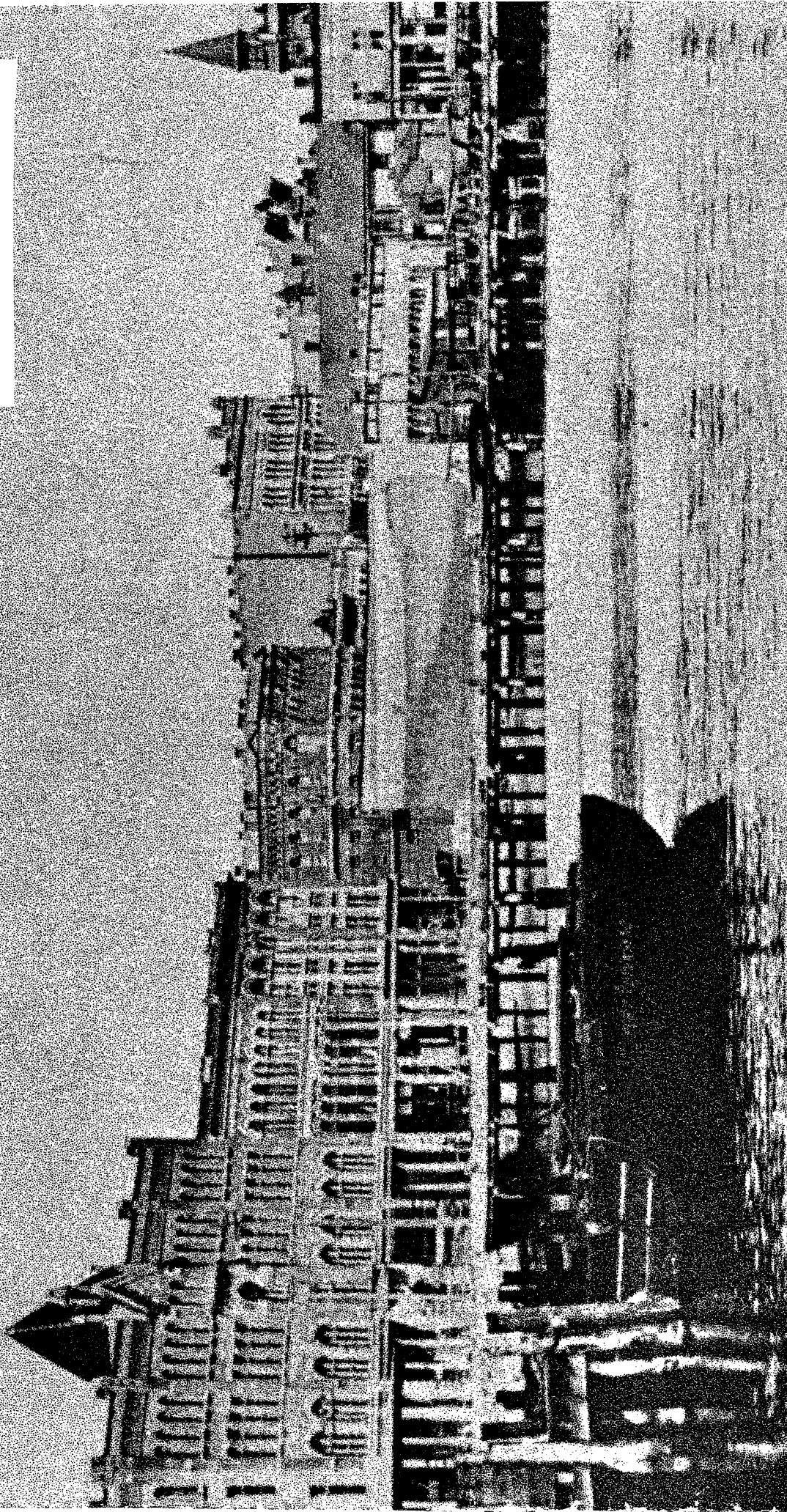


National Trust for Historic Preservation



WATER STREET HISTORIC DISTRICT
PORT TOWNSEND, WASHINGTON

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A Field Report by the
National Trust for Historic Preservation

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Cover photograph courtesy of
The Jefferson County Historical Society

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INTRODUCTION

In 1974, the Architecture and Environmental Arts Program of the National Endowment for the Arts developed City Options as its National Theme Awards Program. The objective of the program was to make matching grants available to cities providing opportunities to evaluate community development and design options.

For several years the West Coast Office of the National Trust for Historic Preservation has been considering means by which it could expand technical assistance programs to communities where preservation might be an option to pursue. The National Trust applied for, and received, a \$29665 grant through the City Options Program to develop a consulting team of a planner, an architect, a real estate specialist and an attorney to provide assistance to smaller communities in analyzing historic preservation as a development option. This report is the result of the National Trust's first City Options Project. It has been prepared with financial assistance through the Architecture and Environmental Arts Program of the National Endowment for the Arts, the Centrum Foundation in Port Townsend, Washington, and private resources of the National Trust for Historic Preservation.

In December 1974, the Centrum Foundation asked the National Trust to participate in a February 1975 conference entitled "Heritage for the Future." By agreement between the Centrum Foundation and the National Trust, the City Options team established under the National Endowment grant analyzed one potential historic district in Port Townsend, as a demonstration study, for presentation during the "Heritage for the Future" Conference.

The National Trust appreciated the opportunity to work in Port Townsend, an area containing some of the West's major Victorian architectural resources. Few communities with which the West Coast Office of the National Trust has worked are endowed with such fine late 19th century complexes of buildings.

In the study, the National Trust City Options team limited its review to that area bounded by Jefferson Street on the northwest, Van Buren on the southwest, Port Townsend Bay on the southeast and Admiralty Bay on the northeast, an area referred to in this report as the Water Street Historic District. Within the available time frame, team members felt that they could evaluate only a small area, with hope of drawing substantive conclusions. Moreover, the Water Street area impressed the team as most in need of help.

The Water Street Historic District is a clearly identifiable area. Combined with the uptown residences and the natural boundaries which set off Water Street, the district gives Port Townsend a distinctive sense of place. Continued neglect of the historic environment, inappropriate new developments and the encroachment of industrial programs upon this unique area would incur a tragic loss not only to the people of Port Townsend, but also to the people of the state and the nation. Few cities or towns share an equal chance to retain so fine a living historic environment.

In this report, the team assessed the area, its man-made and natural assets, public and private attitudes and policies towards the

district, and drew conclusions and offered recommendations which may serve as a stimulus for preserving this historic environment. We are hopeful that these suggestions, as possible options for community development, may serve the people of Port Townsend in the preservation, enhancement, appropriate restoration and rehabilitation, and use of the Water Street Historic District. We hope that private individuals will gain from some of these recommendations and that the public sector in Port Townsend will evaluate its own programs and policies as they relate to the future of this area, modifying policies to provide incentives for the preservation and rehabilitation of the Water Street District.

Finally, this report should not be construed as a definitive plan for Water Street. Although the report makes planning-related recommendations, it also suggests the need for further evaluation of preservation and development requirements for the Water Street Historic District. The report is a series of preliminary guidelines and recommendations to assist the Port Townsend community in assuring that future activities in the area will respect the unique character of Water Street.

Prior to on-site evaluation of Port Townsend, the National Trust, in consultation with staff of the Centrum Foundation, determined that the project must be limited to one critical area of the city. Limitations of staff, money and a compressed time frame required selectivity. Based upon information made available to us, Trust staff felt that the Water Street area was a particularly fragile and critical element in Port Townsend's identity. The team, therefore, decided that priority should be placed on Water Street.

Because the Water Street Historic District has traditionally been commercial in nature, and will continue to be, a primary goal of on-site evaluation was to evaluate economic factors affecting preservation and rehabilitation of Water Street buildings. From public sources, data on property values, real estates sales, sales revenues and tourism was gathered. Informal discussions were held with community business people and Water Street tenants and property owners. Data required for a thorough evaluation of the economic feasibility of preservation on Water Street was difficult to accumulate. This primary goal, therefore, has been satisfied only in part. Subsequent to field investigations, the data was analyzed and several alternative approaches to preservation-oriented development of Water Street are recommended.

Complementary goals and objectives were established. If preservation and enhancement of the Water Street Historic District is to be expanded, how is planning within the community affecting the area? What public policies and subsequent programs should be established to foster preservation developments? What are the geographic and architectural factors which define a Water Street Historic District? What guidelines should be established to insure that future rehabilitation and restoration work maintain the integrity of the Historic District? What legal techniques might be established to protect the Historic District from inappropriate development and to encourage sensitive new development?

In response to those questions, goals were established to determine the planning, design and legal techniques needed to encourage expanded preservation activity in the Water Street Historic District.

During field work, meetings were held with members of the Port Townsend Planning Commission and its staff. Existing planning, zoning, and land uses were evaluated in the Water Street District, in terms of both planning and urban design. Planning-related data was subsequently analyzed, and recommendations and proposed historic preservation planning policies are contained in this report.

Documentary photographs of Water Street's buildings, streetscapes, views, vistas, natural features, and landscaping were studied. Historic documents were reviewed. A visual evaluation was made of the buildings and their interrelationships. After the material was analyzed, recommendations accompanied by graphic illustrations were developed to guide future preservation work and new construction within the Water Street Historic District.

Finally, meetings were held with the Port Townsend Planning Commission and its staff and the City Attorney to evaluate legal approaches to historic preservation. Existing planning ordinances were reviewed and the structure of the Port Townsend City government analyzed. A draft historic district ordinance with annotations has been prepared as a part of this report.

The report is divided into several sections: An Analysis of Existing Land Use and Planning; A Review of Port Townsend's Architecture and Its Design Elements; An Analysis of Economic Factors Affecting the Historic District; and A Report Explaining Legal Techniques Appropriate to Preservation Objectives.

COMMUNITY HISTORY AND BACKGROUND

Port Townsend is spectacularly sited on the northeast tip of the Olympic Peninsula with the Puget Sound on three sides and the Olympic Mountains rising to the west. The city is divided into two distinct areas by a substantial bluff: downtown, the late 19th century commercial core of the city, and uptown, essentially residential in nature but with its own smaller 19th century district. Port Townsend today has a stable population of 5,400 and serves as the county seat of Jefferson County.

The site of Port Townsend was visited in May, 1791 by Capt. George Vancouver, who named the fine harbor "Port Townsend" in honor of the Marquis of Townsend. First settled by Alfred Plummer and Charles Bachelder in 1851, a fishery was established and by 1852 the City of Port Townsend had been platted and Jefferson County established. With its fine harbor for fishing and transportation and busy sawmill, the population grew and the town prospered. At one point, Port Townsend appeared to be the obvious choice as a terminus for the Northwest Railroad. Anticipating the arrival of the railroad, Port Townsend built an infrastructure for a population of 20,000 in the late 1880's and the early 1890's. But the railroad terminated in Seattle instead, and Port Townsend's ambitions as the metropolis of the northwest were never realized. Banks and businesses closed, and the city's three street car companies pulled up their tracks and disappeared. More than sixty per cent of the city's 8,000 residents left.

During the building boom most of the city's handsome brick commercial buildings, fine resi-

dences and major public buildings were constructed. The loss of the railroad and the recession of 1893 terminated Port Townsend's construction boom. Many of the upper stories of Water Street commercial structures were never finished on the interior. Today, substantial numbers of 19th century buildings remain from the period of Port Townsend's lumbering days and its later railroad speculation. While some buildings have been demolished, a substantial portion of the late 19th century Water Street commercial district survives; although many buildings have been badly altered over the years. The city's former ambitions are clearly evident in the size and quality of its buildings.

World War I brought temporary prosperity to Port Townsend as the fort guarding entrances to the Puget Sound were garrisoned. But with the return of world peace in the 1920's most of the military, too, disappeared. The opening of the Zellerbach mill in 1928 brought the community a limited but stable source of employment. Today, the Crown-Zellerbach Mill employs some 700 persons directly, with an annual payroll of approximately \$6.5 million, and it is the principal industry of Port Townsend. However, tourism plays an increasing role in the local economy.

Buildings on Water Street, the main downtown commercial area, were built hastily, sometimes to three and four stories. Myriad small rooms on the upper floors of many buildings are today's basic restoration material. Demand for office and similar space was comparatively miniscule; the upper stories of the two major office buildings in town were never finished on the interior. One of Port Townsend's major

preservation problems today is finding uses and funding for its upper stories. Occasional rooms are residences for young families of owners and for young adults, or are studios for artists during the summer. The space problem generally is not recognized, except by some of the building owners, most of whom seem undercapitalized.

The public sector has not in the past realized the magnitude of Port Townsend's historic resources or its preservation problems. It is important to understand the interrelatedness of planning considerations like how an overbuilt downtown infrastructure with an overwhelming amount of vacant square footage is affected by the current commercial zoning of Route 20 along almost its entire length within Port Townsend. A county population of only 10,500 plus seasonal tourists cannot support a new shopping center contemplated by the Port Townsend Port Commission along that highway. The shopping center will attract the few basic retail stores on Water Street, leaving a shell of an historic downtown with a few tourist shops and an exacerbated capitalization problem.

The first and only zoning ordinance was passed in 1971 after years of controversy. An historic district ordinance was passed at that time. The ordinance is three paragraphs long and merely designates an historic area affording the district no protection. The city and county have been required to adopt the Uniform Building Code (or equivalent). They hired a building inspector recently. State law has in the past required electrical inspection, and this has been performed by the city engineer. The fire marshal has inspected for fire hazards. We did not find

any sprinkler or detection devices in any old or new buildings. The city also has hired a full-time planner, who was most helpful to the City Options Team in research.

The permanent population of the county has increased less than three percent since 1967 and the population of Port Townsend remains virtually unchanged since 1970. However, local sales tax revenues indicate total retail sales in Port Townsend to have been nearly \$20 million in 1974, triple the 1970 retail sales. This indicates a potentially significant tourist industry, since there is little population change and inflation can be only a minor factor with so significant an increase.

HISTORIC DISTRICTS

Formerly historic preservation in the United States was limited essentially to the preservation of individual sites or buildings. Today, it has come to include whole areas of historic and/or architectural significance, areas referred to as historic districts. Such districts are often able to illustrate national, state and local cultural values in a way that individual properties cannot. In historic districts, preservation is not limited to structures. Preservation extends to the street patterns, landscaping, signs, street furniture and street accessories, visual focal points, views into and out of the area, as well as the buildings themselves.

In an historic district, few of the individual structures will be of great historic or architectural importance, generally. Those which are significant are enhanced by their neighboring supporting buildings often typical of a particular time or era. It is these anonymous support structures which tie a district together and provide it with a sense of relatedness, giving a community a sense of time and place. The loss of these supporting structures and the spaces linking structures erodes the cohesiveness of a district and, in sufficient quantity, these losses can destroy a district's quality. In that sense, background buildings are equally as important as major buildings.

Historic districts are defined by a set of relationships. These include relatedness of the elements of design (as opposed to relatedness of architectural style), spatial linkages, relationships to geographical features which help to define natural and man-made

boundaries, and the relatedness of construction materials. When these elements of relatedness are present, an historic district likely exists.

In the analysis of the Water Street area, these factors were evaluated by team members.

Analysis of land use, topography and buildings clearly indicates the presence of a Water Street Historic District. Although other such districts, smaller in scope, may exist in Port Townsend, Water Street is the most obvious and singularly most impressive historic area. It includes the largest concentration of major 19th century commercial buildings and, aside from poor remodeling in many instances, has the fewest intrusions between important buildings. Through both architectural and visual inventories, Water Street's special identity and character can be established.

To date, the survey efforts in Port Townsend have been confined to nominating a total of sixty-one individual buildings, sites, and objects to the National Register of Historic Places and nominating an historic district which includes most of the original town site (4750 acres). Fourteen of the sixty-one nominations have been placed on the National Register. The proposed historic district was rejected due to its size. With the help of the Washington State Historic Preservation Office staff, the area for the proposed district is being re-evaluated. There is a solid downtown district (the Water Street area) and an uptown residential district whose boundaries require further definition. The number of potential districts and the locations of their boundaries will

require a careful survey and evaluation before the question can be resolved.

Buildings and districts placed on the National Register of Historic Places are afforded a certain degree of protection from the potential adverse effects of federally-funded or licensed projects. Additionally, such properties become eligible to receive federal matching grants-in-aid for acquisition and development.

However, because the protection afforded historic properties on the National Register under the provisions of the National Historic Preservation Act of 1966 is limited to the impact of federal funds and licenses, Port Townsend should develop complementary local legislation to provide added protection to the integrity of the Water Street Historic District.

RECOMMENDATIONS

1. Listing individual resources on the National Register of Historic Places is necessary and valid. The National Register of Historic Places is the nation's official schedule of cultural property worthy of preservation. It includes districts, sites, buildings, structures and objects significant in American history, architecture, archeology and culture. Properties of local, state, regional and national significance are included. The program is administered by the National Park Service, United States Department of the Interior. As a private agency the National Trust for Historic Preservation does not itself designate property or sites of significance.

2. Special attention should be directed toward the Water Street area resources and a Water Street Historic District should be nominated to the National Register. Concentrated effort in the Water Street area must be complemented by a thorough architectural and visual survey of Port Townsend which includes, but is not limited to, an inventory of all buildings, landmark objects, and natural resources; a descriptive analysis of each of the items inventoried; a brief historic analysis of each item; a map indicating the location of each item; and photographs of each item.

3. Survey work should be conducted through the combined efforts of the Jefferson County Liaison Officer, the Jefferson County Historical Society, City Planning Commission, and interested citizens. The purpose of the survey is to locate concentrations of resources for inclusion in historic districts, determine design characteristics of local architecture for the formation of maintenance standards and design guidelines for remodeling and new construction in historic districts; provide a planning tool for future growth; and create an awareness of the historic assets of the community. (For information about conducting surveys see "A Volunteer's Guide to the Preservation Survey" - Appendix B)

4. The city should create two municipal historic districts: an uptown residential district and a downtown Water Street district. Each municipal historic district should have stringent maintenance guidelines and specific design review criteria for alterations and new construction. The city should create the two proposed municipal historic districts because the National

Register does not protect sites from private development or destruction, and municipal law, when properly written and enforced, will provide a broader range of protection.

VISUAL EVALUATION

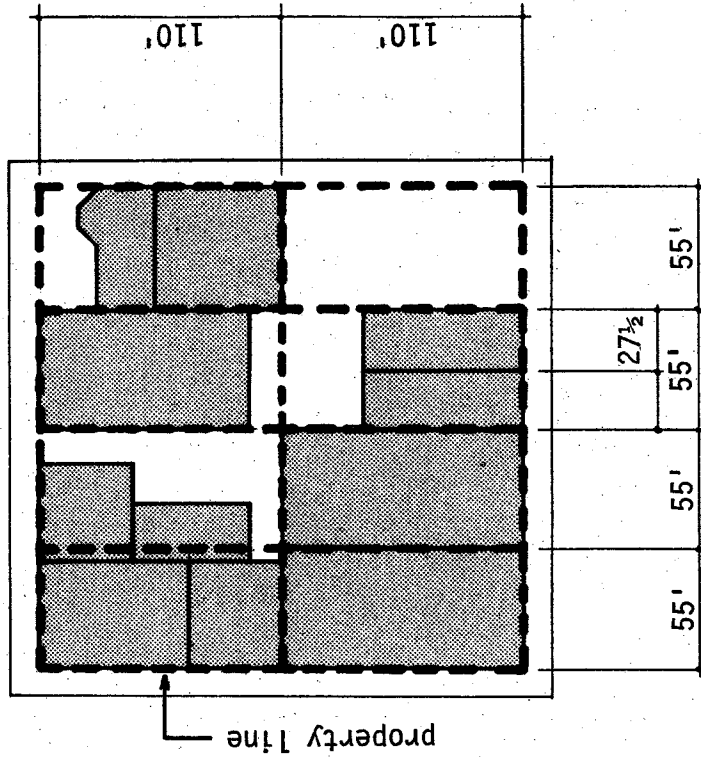
A visual analysis was made of the buildings within the Water Street Historic District to identify the district's architectural elements. Those elements which contribute to the homogeneity of the district were determined. Unique elements which establish the character of the district were also evaluated. Guidelines for the maintenance and rehabilitation of existing buildings and design criteria for new construction were prepared, based upon this visual analysis.

Ten design factors were used to analyze the Water Street Historic District.

The relationship of one building to other buildings involves the size of the building, the size of the lot upon which a building sits, the location of the building upon the lot, and the building's proximity to other buildings. Lots often determine the size of buildings. Those in the Water Street Historic District were originally 55' X 110'. Most buildings along the street are 55 feet wide or a multiple of 55 feet. They vary in depth from 50 feet to 110 feet. Generally, the front facades of buildings in the historic district are placed on the property line facing the street(s). The full width of the lot is usually used, creating rows of buildings.

Stories and height relate to the number of floors in a building above the basement. The height of a building is the vertical distance from the ground to the top of the roof. If a building has a flat or sloping roof, the height is measured to the top of the parapet wall. The buildings in the Water Street Historic District have from one to four stories, and the

BLOCK PLAN



Buildings on Water Street are a multiple of 55 feet wide. The front facades of buildings are placed on the property line facing the street(s), creating rows of buildings. Buildings are rectangular in plan.

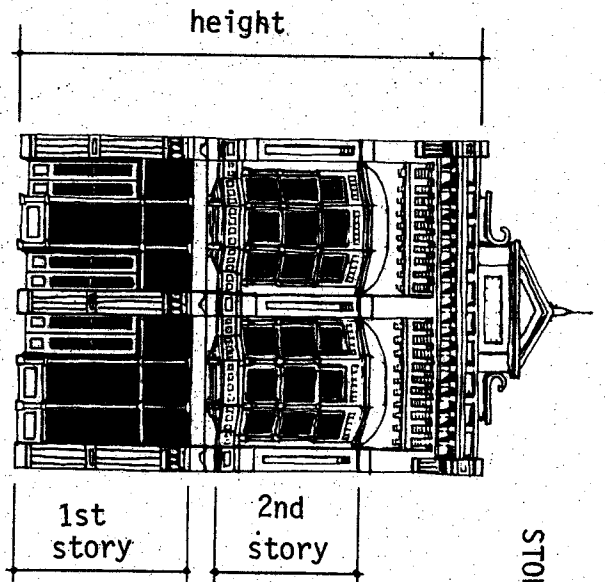
heights of these buildings vary from 18 feet to 68 feet. The average building is two stories and has a height of 36 feet, or approximately 18 feet per story.

Shape of a building is the configuration formed by the outline of the exterior walls. The shape of most historic buildings in the Water Street district is rectangular.

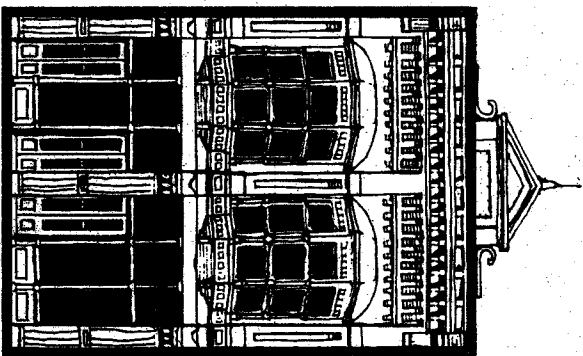
Materials from which a building is constructed are important to the character of the surrounding area. Each material used has particular qualities which contribute to the visual richness of a facade. The following materials are common to the Water Street Historic District:

BRICK is a baked clay product whose strength, color, and texture depend upon the type of clay used and the temperature at which it is baked. Within the Water Street District, brick is the most common construction material of historic buildings. Two types of brick were used historically: a soft, locally made brick, and a harder, more durable brick from Seattle.

The uses of brick can determine the visual impact of a building. Brick is laid with mortar in patterns called bond. Several common bonds found in Port Townsend are illustrated in this report. Bricks may be extended beyond the face of a wall in successive rows or courses to form corbels. In Port Townsend, corbels are often found at the top of a building at the cornice. Brick is also used in Port Townsend to form arches, pillars, pilasters, decorative bands between floor levels, and pavings.



STORIES AND HEIGHT



Water Street Buildings are rectangular in shape.

WOOD is used for structure, enclosure, and decoration in Port Townsend. It is used only occasionally as the exterior construction material on Water Street, however. The siding material of Water Street's wood buildings is horizontal clapboards.

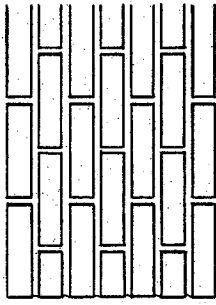
The decorative possibilities of wood have been well used in Port Townsend. By combining series of moldings or wooden elements, doors, window frames, and facades have been elaborately decorated. Wood is the essential element in Port Townsend's storefronts.

Many kinds of metals are used in Port Townsend. The most common metals are iron, tin, bronze and brass. Bronze and brass are primarily used for decorative hardware: hinges, door knobs, drawer pulls, etc. Throughout the historic district, iron has been used in cast iron storefront elements, structural systems, decorative elements, like cresting, and mechanical equipment, as well as for hardware.

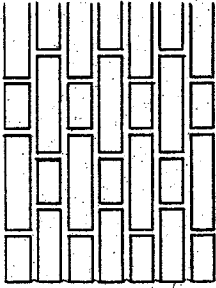
TIN has both decorative and functional use in Port Townsend. It was a material that could be easily pressed into an infinite number of shapes and often replaced stone as a material for cornices. It was also used for decorative roofs on parapet walls like those found on the Hastings Building.

The FACADE of a building may be analyzed by proportions, directional expression, bays, openings, relationships of solids to voids, and entrance placement. Within the Water Street Historic District, facades are generally rectangular in shape.

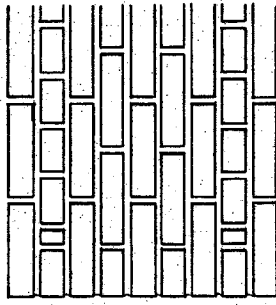
BONDS



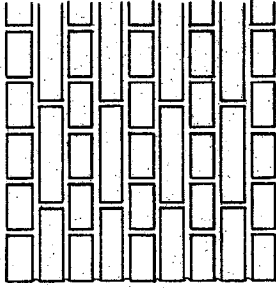
Stretcher



Flemish

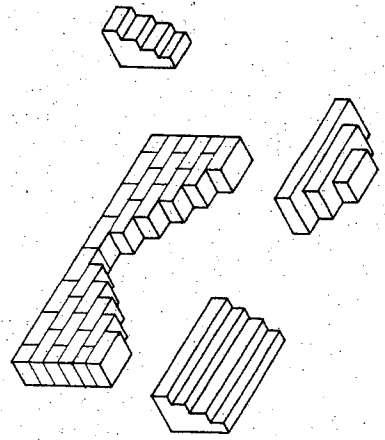


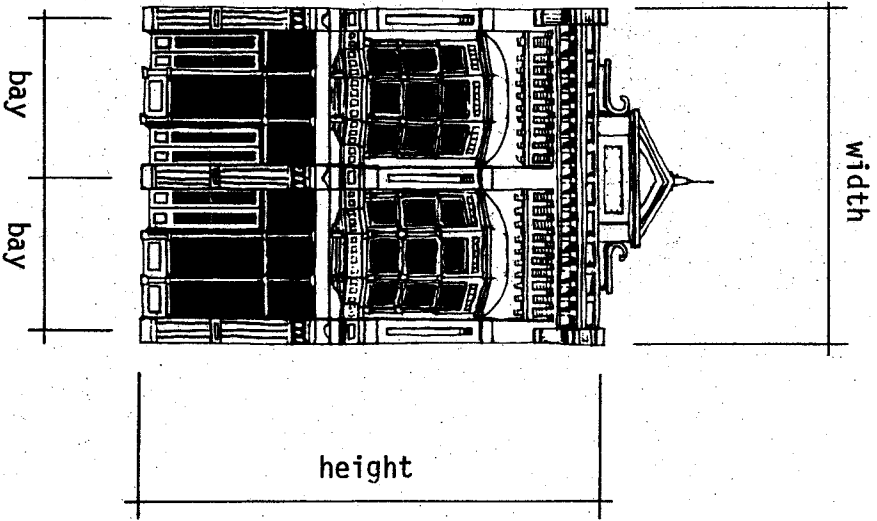
Common



English

BRICK CORBELING





The PROPORTION or the ratio of the width of a building to its height, along Water Street averages width/height \approx .9369 for three story buildings and width/height \approx .7923 for two story buildings.

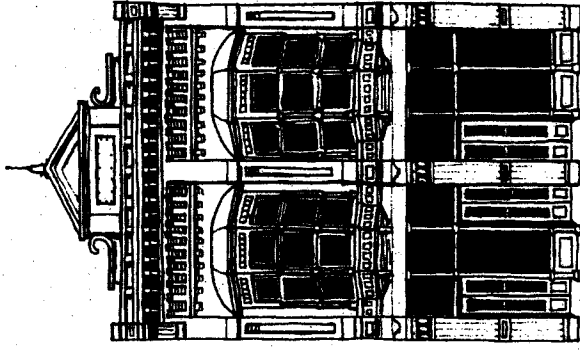
The DIRECTIONAL EXPRESSION of a building's facade is established by a predominance of vertical or horizontal elements, often most evident in windows, doors, or architectural detail. In Port Townsend, the primary directional expression is vertical.

A BAY is a vertical division of a facade. One bay is the portion of the facade between adjacent piers or columns, and it usually contains a window or bank of windows. Water Street buildings are generally divided into a series of bays.

Doors and windows are the primary types of OPENINGS in a facade. The size and the relationships of the width and height of these openings will substantially affect the visual quality of the facade, as will the materials (sash, glass, doors, etc.) used to fill these openings. Openings also have direction and help to establish a relationship between solids and voids.

Any facade has a RHYTHM OF SOLIDS TO VOIDS. This rhythm is a recurrent alternation of strong and weak elements, such as wall/window/wall/window/wall.

The location of a building's entrance and the relationship it has to the sidewalk is important in maintaining a RHYTHM OF ENTRANCES along the block. This rhythm was often accentuated in Port Townsend by recessing the entrance.

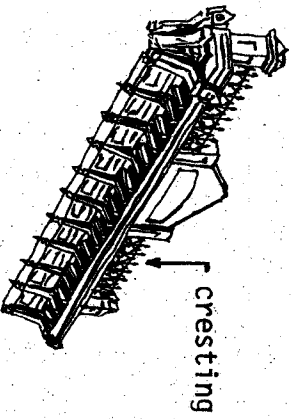


↑ ↑ ↑
rhythm of entrances

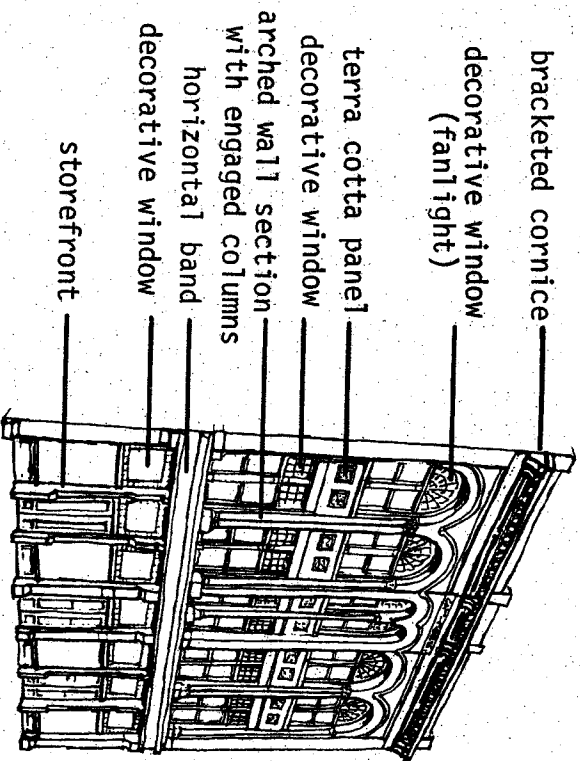
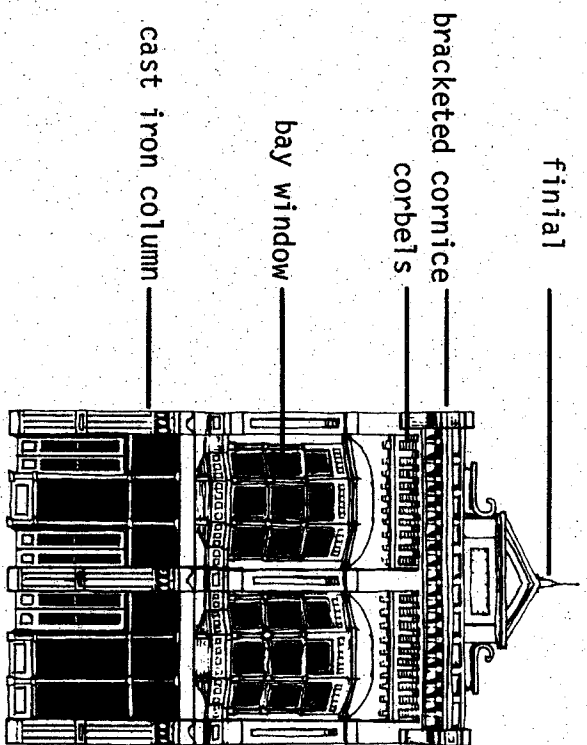
OPENINGS affect the visual quality of a facade. Openings have direction and help to establish a RHYTHM OF SOLIDS TO VOIDS.

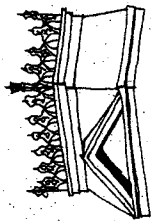
ENTRANCES of buildings create a rhythm which is accentuated when the entrance recessed.

DETAILS are the architectural elements that embellish and enrich the facade. They contribute to a building's character and help to establish visual impact. Some of the more common details found in the historic district are bay windows, decorative horizontal bands between floor levels, wall sections with embedded round or square columns, decorative windows (geometric with stained glass, fan lights, or arched), bracketed cornices, decorative lintels, and corbeling (a bracket form produced by extending successive courses of masonry or wood beyond the wall surface). Other important but less common details are wall sections with embedded round or square columns, like those on the Tibbals Building; pilasters (engaged piers or columns of shallow depth), like those on the R.D. Hill Building; quoins (corner stones of a wall which are emphasized by more formal cuttings, more conspicuous jointing, or difference in texture), like those found on 705 Water Street; crestring or a decorative ridge for a roof (705 Water Street has the only remaining crestring in the Water Street Historic District). Other buildings like the Hasting Building originally had crestring and finials or terminal forms at the top of a spire, gable, gatepost or parapet.

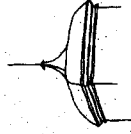


BRACKETED CORNICE
WITH CRESTING





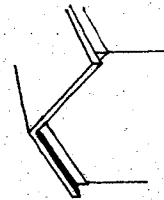
mansard



ogee



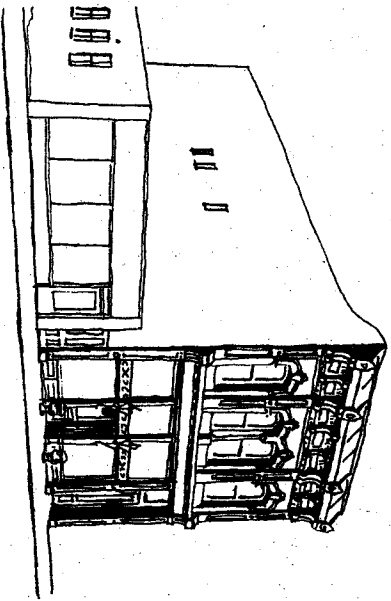
flat with parapet wall



gable

ROOFS have many shapes and are composed of many materials. In the Water Street Historic District, gable, flat, ogee, and mansard roofs are common. The flat roof with a parapet wall is the most common form however.

The area where the edge of the roof meets the top of the wall is of primary visual importance. The roof may project beyond the wall to form an eave. If this projection is enclosed and embellished with brackets or a frieze, a cornice is formed. In the Water Street Historic District, street facades are often parapet walls that have been decorated with a false floor and/or a cornice.



SCALE is the relationship of the size of one building to the size of another and to the human figure. The building on the left is out of scale with the historic building on the right. Also, the proportion and direction of the building on the left are inappropriate for the Water Street Historic District.

SCALE is the relationship of the parts of a building to one another and to the human figure. Depending upon the size of a building in comparison with the size of others, a building may be in scale or out of scale. Similarly, signs and other applied elements may or may not be in scale with the building to which they are attached.

LANDSCAPING is the use of planting, lighting, and outdoor furniture to enhance the built environment. Landscaping is used to create walls of continuity, screens, and pedestrian environment. Plants may be used to fill voids between existing buildings and to create continuous cohesive walls of enclosure along a street. They may be used to hide unsightly building elements or bad proportions or they may be used with fences to camouflage parking lots. Plants should be in scale with the sidewalk and buildings. Street furniture, lighting, and plantings can be used to create a sidewalk environment that encourages pedestrian use. It is important that the design of each of these elements be unobtrusive and in harmony with the character of the buildings. Furniture and planting should be of proper size and should be placed so not to obstruct pedestrian flow. Landscaping in the historic district is confined to trees along the sidewalks and trash receptacles.

PAVING MATERIALS may be brick, tile, gravel, concrete, stone, etc. Each has its own color, texture, and maintenance requirements. Paving materials may be used in many creative ways. They may be laid in different patterns to create

visual variety and direction, or they may contrast with each other to emphasize store entrances and thus attract customers. They may also be used to indicate functions, contrasting an area for pedestrians with an area for automobiles. In the Water Street Historic District, several structures have resurfaced sidewalks that call attention to facades.

Having inventoried and analyzed the buildings according to the above criteria, a visual record was created. A map showing the area under study, including street pattern, natural boundaries, and outlines of all buildings in the area was developed. A hierarchy of visual categories and codes was established to assist in visualizing positive and negative influences on the Water Street Historic District.

MAJOR VISUAL CONTRIBUTORS

This category includes all elements that contribute substantially to the character and visual impact of the Water Street Historic District: natural resources, buildings, landmarks, and other elements.

The bluff and Port Townsend Bay are dominant natural resources. They create the first impression of the historic district and establish its boundaries. Both are neglected, however.

The bluff is both a physical and a visual wall separating commercial Water Street from the residential uptown area, creating a definite sense of enclosure. The bluff also establishes a natural contrast with the materials and textures of the built environment of Water Street. As such, it should be protected from further

development and disfiguration. The City should consider this resource as a possible linear park or natural preserve.

The color and play of light on the water of Port Townsend Bay contribute dramatically to the texture and color of Water Street. Historically, the Bay provided the resource for a port, thus a water-related architecture developed and became a visual element of Water Street. Today little remains of the once-extensive pier and wharf complex. Those portions that exist should be preserved and developed. (See Land Use Observations for further recommendations.)

The architecture of the Water Street Historic District is a mixture of turn-of-the-century styles. One or two wood-frame buildings dating from Port Townsend's early port days exist, but they are much altered. Stylistically, the bulk of the districts buildings are a mixture of late-Victorian, Romanesque, Queen Anne, and Classic-revival detail.

The Hastings Building, located at the corner of Water and Taylor Street, is Port Townsend's most flamboyant building. Over the years it has lost its cresting, the conical roof of its tower, and the store front of the first floor. Despite its altered condition, the undulating facade created by two story, alternating bays with mansard roofs is unequaled elsewhere in the district.

Other buildings of significant architectural quality that are major visual contributors include City Hall, the N.D. Hill Building, 705 Water Street, the Port Townsend Art Gallery Building, the Elks Building, the Mount Baker Block Building, the James and Hastings Building,

the Captain H.L. Tibbals Building, and the Pioneer Building.

Other buildings included in this category are smaller in size and have less architectural detail. These buildings are important because they establish or substantially contribute to the visual character of the block through the location and the relationship they have to other buildings. These are the D.S. 1886 Building, the house on Quincy Street, the Leader Building, the building at the northwest corner of Quincy and Washington Streets, the Siedenbaum Building, the C.C. Bartlett Building, the McCurdy Building, the Terry Building, the Waterfront Cafe Building, and the Lighthouse Cafe Building.

The fire tower on the bluff above Tyler Street is a landmark of visual importance. It can be seen from any point within the historic district and is one of the first things seen as one approaches the district.

Other elements included as major visual contributors are the stairs going up the bluff, the Heller Fountain, the Ferry Landing, and the Boat Haven. The stairs at both Tyler and Taylor Streets are direct responses to the bluff and the need for pedestrian access to the uptown residential district from the Water Street area. As such, they provide visual interest and carry the eye up the bluff.

The Heller Fountain provides a proper terminus for Taylor Street, the district's major cross-axis, and is the town's only piece of sculpture.

Both the Boat Haven and the Ferry Landing are visually important because of their water-related functions. They restore a portion of the lost maritime activity that was once common to Port Townsend.

SUPPORTIVE BACKGROUND BUILDINGS

This category includes buildings which are less significant visually than those of the first category, but which provide a supportive background for the more important buildings because of their materials, character and/or scale. Many of the buildings in this category would qualify as major visual contributors if they had not been vandalized by insensitive remodeling. The Bergstroms Hardware Building, the P.M. Chatos Building, the Kuhn Building, the Bakery Building, the Olympic Hardware Building, and Al's Auto Parts Building are prime examples. Restoration or reconditioning would return many of these buildings to the first category.

Other buildings such as the Union Wharf Building and the barber shop next to Baker's Market, are included because they have associations with the history of Port Townsend. The First American National Bank Building on Taylor Street is included because it is the Water Street Historic District's only example of the Art-Deco style.

The new First American National Bank Building at the N.E. corner of Water and Adams is included as a supportive background building because it is sympathetic with most of the design factors that can be applied to the district's more historic architecture. Its major shortcoming is that its

Water Street facade steps back from the property line, departing from historic precedence. Brick paving and planter boxes imply the location of the property line, but landscaping should be used to restore the "wall of continuity" along the street.

NON-CONTRIBUTORS

This category includes those buildings which are not significant architecturally. They do not contribute to the unique character of the district, but are important as "infill" buildings. As such, they hold a place, maintaining "walls of continuity" and defining blocks. Some of these buildings have the potential to become supportive background buildings through imaginative remodeling.

INCONGRUOUS BUILDINGS

This category includes those buildings that are visually detrimental to the character of the historic district. Included are buildings of inharmonious scale, improper materials, those that interrupt continuous building lines, and those whose uses are improper for the district. In most cases, these buildings should be removed or extensively remodeled to meet design criteria for new construction. Landscaping may be used to compensate for the lack of a continuous building line. (Other recommendations can be found in the Land Use Observations Section of this report.)

As each building was coded, patterns emerged. From the map, one sees that the visual emphasis of the historic district is along Water Street between Polk and Adams. Taylor is clearly the major visual cross axis. This directional emphasis is reinforced by the stairs and Heller Fountain on the northwest end of the street and

by Union Wharf at the southeast end. The wharf visually extends the street over the water to its terminus at the wharf building. As mentioned earlier, the Fountain physically acts as a terminal point, but the stairs beyond carry the eye up the bluff, lengthening the street visually.

In addition, four buildings at the intersection of Taylor and Water Street sharply define the blocks upon which they sit and give strong definition to the intersection. The definition of blocks by large buildings on corner lots is evident elsewhere in the district, but it is only at this and one other intersection that buildings remain on all four corners. The visually-elongated axis of Taylor Street and the concentration of buildings along both Water and Taylor Streets make this intersection the focal point of the Water Street Historic District.

A secondary concentration of significant buildings occurs at the intersection of Quincy and Water Streets. While individually dominant, these buildings lack a strong visual tie with the Taylor Street area. This results from a lack of enclosure along Water Street. Appropriate land use through new development will establish the needed visual continuity, and a more solid historic district will result. (Specific land use recommendations may be found in the Land Use Observations Section of this report.)

The incongruous visual elements at the southwestern and northeastern edges of the district are clear. These elements are generally a physical expression of an incompatible use. (See "Misused Space" in the Land Use Observations Section for more information.)

Load-bearing exterior masonry walls are the principle structural system used in Port Townsend':

buildings. In larger buildings, an interior, wooden post-and-beam system is used as a supplement. Generally the buildings are in sound condition. Those backing on Port Townsend Bay have experienced some deterioration due to extreme weather conditions. Over the years, the exteriors of some of these buildings have been painted to protect the soft, local brick. New owners wishing to "restore" the brick to its original appearance unwisely sandblasted the brick, increasing the rate of deterioration.

The visual survey pointed out the importance of the tin cornices on Port Townsend's buildings. In many cases, water has penetrated the interior of these cornices, causing wooden support members to deteriorate. As the tin begins to sag, more water is allowed to enter, and the tin rusts and falls from the parapet wall.

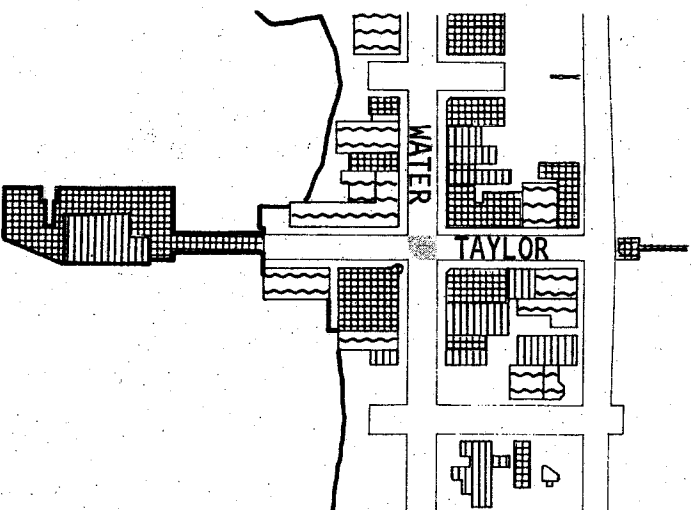
Storefronts altered by the removal of original glass and structural elements represent another visual intrusion. Design and materials used to replace these storefronts often bear little relationship to the size and direction of the original openings. In some cases, beams substituted for original storefront structures are failing, causing cracks in brick walls above.

A third visual problem is the presence of large signs in the historic district. Many are out of scale with the buildings, and are often misplaced. The materials, colors, and lighting used on these signs are inappropriate for the historic district.

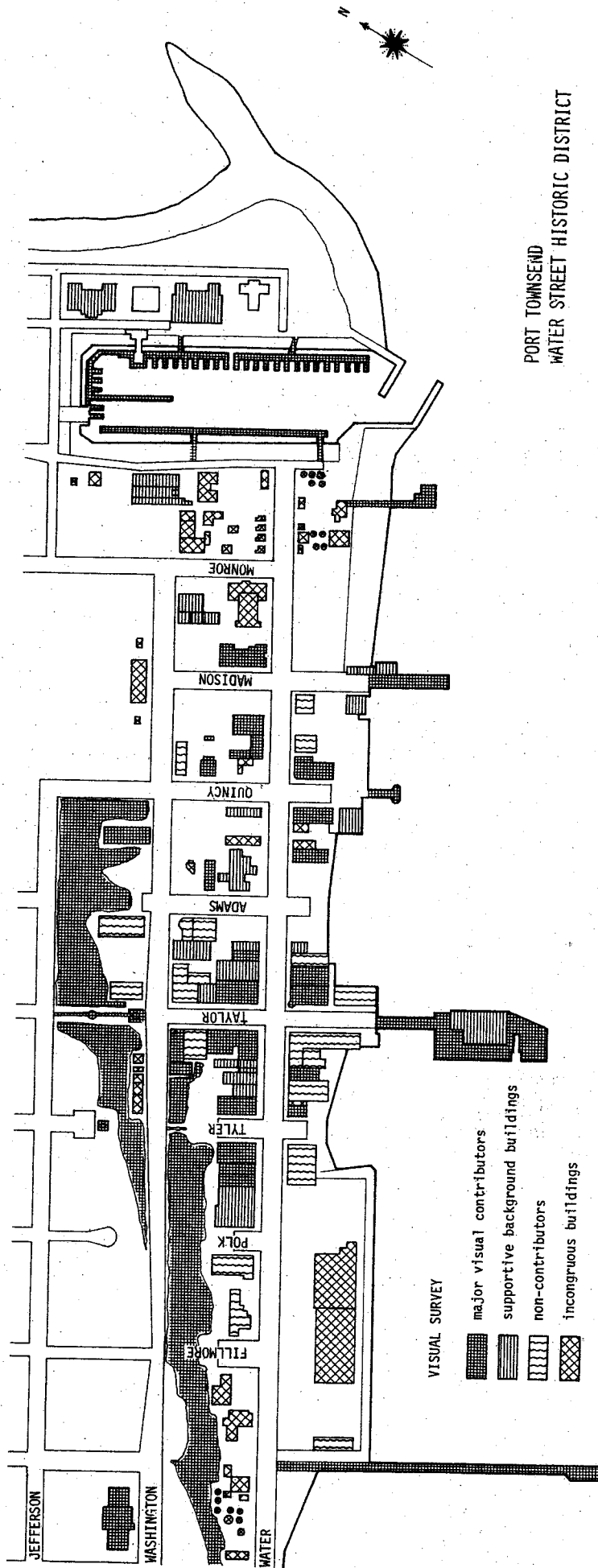
Finally, the landscaping efforts in Port Townsend are minimal. There is an effort to add trees to the sidewalks; however, in some areas these trees are being placed in large

brick planters which are out of scale with the sidewalk and inhibit pedestrian movement.

As a response to these and other building preservation problems, Restoration/Rehabilitation Guidelines are proposed.







The intersection of Water Street and Taylor Street is the focal point of the Water Street Historic District.



PORT TOWNSEND
WATER STREET HISTORIC DISTRICT



- VISUAL SURVEY
-  major visual contributors
 -  supportive background buildings
 -  non-contributors
 -  incongruous buildings

RESTORATION/REHABILITATION GUIDELINES

Traditionally, one of the problems in developing community rehabilitation and restoration programs has been the lack of adequate criteria and guidelines to guide the restoration process. Insensitive remodeling and well-intentioned, but often misguided "restoration" work can have the effects of eroding the character of an historic district, just as can actual demolition of structures. When, in remodeling, the scale, materials, proportions, etc., of building are altered, so is the character of the district.

In evaluating the Water Street Historic District, the City Options Team studied the elements of design that give the Water Street area its continuity. Team members evaluated current restorations and remodelings of buildings and treatments of streetscapes to develop a system of guidelines directing future preservation efforts.

Such guidelines are valuable from several viewpoints. When a community has an historic district under municipal ordinance, the guidelines provide the body responsible for ordinance administration with a yardstick by which proposed remodeling, restoration and new construction can be measured. Guidelines help to reduce the likelihood of decisions being based on personal preference. They also promote consistency in decision-making between the present and the future. As commission membership changes, individual preferences will change, but the criteria and guidelines should give continuity to decision-making. Such guidelines also justify commission decisions, should a property owner object to determinations made in regard to his/her restoration project.

Secondly, guidelines tell the property owner in advance of presenting plans to an historic district commission what is acceptable and what is not acceptable. As well as guiding the district commission in the decision-making process, they guide the property owner in the restoration process.

In this report, a series of guidelines relating to the exterior treatment of existing buildings has been prepared. It corresponds to the guidelines for new construction. While these guidelines are primarily directed at building exteriors, interior remodeling should also be undertaken with great care for the protection and preservation of original interior architectural elements. Interior trim, plaster decoration, newel posts and staircases may also be worthy of preservation.

Since the Water Street Historic District is primarily a commercial area, the guidelines include suggested treatments for storefronts, signs and street accessories, as well as cornices, roofs, building materials, doors and windows and colors.

RECOMMENDATIONS

1. Storefronts

A. Where original storefronts remain in the Water Street Historic District, their character shall not be altered. Such storefronts should be repaired and preserved. Where storefronts have been altered, they should be restored. The original design should be determined by using photographs from the period and by investigating the amount of original fabric that remains beneath the changes. As much original fabric should be retained in the

the restoration as possible. Cast iron elements are particularly important to retain for structural and waterproofing reasons.

B. Where the original design cannot be determined, or where financial considerations preclude full-scale restoration of storefronts that have already been altered, a design that is not a pure restoration but that is in keeping with the design of the rest of the building may be appropriate. A contemporary storefront with simple lines that are sympathetic to the rest of the building design is also acceptable. In contemporary designs, the original scale, proportions, materials, colors, rhythm of solids to voids, repetition of design elements, and directional expression (effect of vertically or horizontality) shall be retained. Use of materials not in existence when a storefront was built shall be discouraged in its restoration.

C. The architectural integrity of the buildings in the Water Street Historic District shall be preserved. In no cases will storefront designs that imitate the Colonial or Federal eras be acceptable. Accessories like light fixtures that imitate the designs of these eras shall be prohibited. Designs that are appropriate to the years during which the buildings in the Water Street Historic District were built shall be encouraged. Sympathetic contemporary designs, as described in recommended guideline 1B, may also be acceptable.

D. Board steps, board sidewalks, stone sills and other elements that contribute to the character of storefront entries shall be preserved.

E. Canvas awnings are traditional to the Water Street Historic District and shall be an acceptable part of storefront appearance. The size and scale of awnings shall be appropriate to the building to which they are attached and shall be based on historic photographic and documentary evidence. Color choice shall be made with discretion. Metal awnings, colored glass awnings, or colored glass canopies are not in keeping with the prevailing character of the Water Street Historic District and shall be discouraged. To avoid obscuring building elements on the upper stories, canopies and awnings will not be permitted above the ground floor. The necessary signage for those buildings with metal boxed canopies shall be confined to the sides of the canopies.

2. Windows and Doors

A. The original sills, lintels, frames, sashes, muntins and glass of windows and transoms shall be preserved. The original sills, lintels, frames, and other doorway elements including the doors shall also be retained. When they must be replaced, the replacements should duplicate the originals in design and materials.

B. Glass in windows, doors and transoms should be clear except where documentary evidence indicates the original presence of colored glass. Plastic materials shall not be used in place of glass.

C. The original proportions of wall openings shall be retained. Blocking of existing openings to accommodate standard sashes and

glass size, or to hide ceilings lowered beneath the tops of existing windows, or for any other reasons shall be discouraged.

D. Decorative wood or metal lintels, brackets, and any other window or doorway trim should be preserved and should be restored where missing.

E. Shutters were not traditional in the Water Street Historic District and should be prohibited unless documentary evidence shows their original use, such as the use of fire shutters.

F. The number of panes originally used in glazed areas shall be the number used when replacement is required. Windows with small panes are not appropriate to buildings constructed in the late nineteenth and early twentieth centuries.

G. Where aluminum storm sash and screens are in use, they should match frames and sash of windows in a white, bronze or black finish, and should not be aluminum in color. These guidelines also hold true for aluminum storm and screen doors.

3. Cornices

A. Cornices should be restored to original appearance using original materials where possible and duplications of the original where necessary. Original materials were wood or metal.

B. In some instances, duplication of the original in contemporary materials may be necessary, although the use of materials in existence when the original was constructed is the preferred treatment.

C. Where restoration with original material is not feasible, surviving cornice elements should be retained and repaired. An alternative to full-scale restoration may be construction of a modern, but sympathetic cornice showing the same design role as the original cornice.

D. Wood and metal cornices should be painted in the same color as originally used whenever possible. If original colors cannot be determined, lead white, sandstone or buff are the preferred colors.

E. Where possible, brick corbels should be restored and treated in the same manner as brick wall surfaces.

F. Gutters, downspouts and flashing should be inconspicuous.

4. Roofs

A. Roofs retaining their original shape should be maintained. In some cases, where roof shapes have been altered, restoration to original appearance may be possible.

B. Contemporary roofing materials are acceptable. Where roofs are visible, roofing materials shall be dark, and asbestos shingles should be discouraged. In the case of turrets that were originally roofed in architectural metals, original roofing should be preserved where possible, and new roofing should be in metal approximating the original visual effect. Flashing shall be unobtrusive.

C. Early photographs indicate that some of Port Townsend's commercial buildings originally had cresting (wood or metal decora-

tive elements adorning the ridge of a roof.) Cresting should be restored where possible. Cresting that still remains shall be preserved. Reproducing missing cresting in contemporary materials is acceptable.

5. Brick

A. Brick is the dominant building material in the Water Street Historic District. Brick shall be treated and maintained in a manner that will preserve it. Brick shall not be treated in a manner that will deface it or accelerate deterioration. It shall not be covered by synthetic brick or stone, by asbestos or wood shingles, by wood or aluminum siding, or by any artificial materials of any kind.

B. Sandblasting accelerates the deterioration of brick and shall not be used in the Water Street Historic District. Prohibiting sandblasting should extend to significant structures outside the Water Street Historic District as well. Sandblasting is an abrasive cleaning process that removes not only dirt and paint, but also the exterior glaze of the brick. Since the exterior glaze no longer protects the brick from the weather, the brick erodes. Sandblasting further produces a porous and pitted surface, admitting water from rain and snow. The water freezes and thaws, causing brick particles to expand and contract, and the brick to crumble. Sandblasting also gouges the mortar joints between bricks, admitting water, which freezes, then expands and breaks the bricks.

C. Brick may be cleaned with chemical solvents by scrubbing with non-ferrous wire brushes, or by water

under high pressure. Steam cleaning may also be acceptable, although humidity will penetrate the buildings, and the method can be a dangerous one.

D. Brick that has already been sandblasted should be treated with clear silicone every two to four years to repel water. However, silicone treatment is not the equivalent of retaining the original glaze. If water penetrates the brick through the mortar joints, the waterproof surface may in fact trap salts and moisture between the surface of the brick and the silicone, causing efflorescence and eventual spalling or surface disintegration of the brick. If the moisture also freezes, consequent expansion and contraction may also cause spalling.

E. When repointing is necessary to replace deteriorated mortar or to stop water damage, loose mortar shall be raked out to a depth of approximately one-half inch to one inch, in both vertical and horizontal joints, and washed to remove small particles that may remain. Joints shall not be sawed, as sawing cuts into brick and chips edges and corners. Use of a hammer and chisel is the preferred way to remove mortar joints.

F. The new mortar that is used shall be mixed to approximate the proportions of lime and sand or other materials used in the old mortar. Approximately the same proportion is necessary not only to match the color and texture of the old mortar, but also its chemical composition. Use of a hard mortar like pure Portland cement will damage brick and stone since its rate of freezing and thawing (thermal coefficient) will be different from that of the old mortar and of the bricks, which are

also softer than pure cement. If masonry units and mortar do not expand and contract at approximately the same rate, deterioration will result. If the color of the mortar and the width of the joints are not matched, the new work will be obvious and the visual unity of the wall impaired.

G. When deteriorating bricks must be replaced, replacements should match the old bricks in color, texture, size and coursing technique. Mortar should be applied not only to the edges of a replacement brick, but also to the surfaces that make contact with other bricks. A replacement brick should be placed flush with the rest of the facade. Mortar should be pointed to match existing joints. Replacement bricks should be laid in the same bond as their predecessors.

H. Repointing is the preferred alternative to cleaning brick that has previously been painted. Painting of brick that has not previously been painted is an appropriate way to unify a facade for which the original brick color, size, texture, coursing technique and mortar appearance cannot be duplicated in repair work, and in which this lack of duplication is visually disruptive. The color of paint to be applied to brick surfaces should match as closely as possible the natural color of the brick.

6. Siding

A. For those buildings originally finished with clapboards or other variations of wood siding, wood siding is preferred to aluminum, vinyl, or other synthetic siding for use when the original wood siding must be replaced.

B. In replacing horizontal siding, the spacing of the horizontal lines shall be the same as the original spacing. Where siding was originally trimmed by a corner plate, a corner plate duplicating the original width should be used.

C. Original wood shingles shall not be covered or replaced by any material other than wood shingles. If buildings were not originally sided in wood shingles, the use of shingles as a siding material shall be discouraged. In all instances, replacement siding should duplicate original material and appearance as closely as possible. For that reason use of synthetic shingles shall be discouraged and shall be permitted only when used in places not visible from a public way.

7. Color

A. Color choice for building exteriors may express individual taste but shall always contribute to the historic character of the Water Street Historic District and should be based upon historical precedent. Exterior colors should harmonize with other colors on the same building and on the streetscape. Exterior colors should complement the colors of neighboring buildings and should not produce an effect of visual competition or discord. Exterior colors should be selected to be mutually supportive and beneficial to the overall historic character of the streetscape.

B. Where wood or metal surfaces of windows, doors, porches and details other than cornices are to be painted, a range of color choices is available. During the late 19th century, muted colors and earth colors were favored. They

included gray, dark brown, dark green, blue-gray, beige, brick red and terra cotta. The lead content of paint at that time precluded the production of pure white paint, but lead white, a slightly grayish white, was frequently used, both for major surface areas and for details. Lead white is an appropriate choice for window sashes and frames and for other details. In some instances, black or dark gray may be appropriate for the fixed window or door frame. If the original color of cornices cannot be determined, lead white, buff or sandstone color shall be acceptable.

C. Where brick has been painted, an appropriate treatment is repainting in a color that approximates the color of the natural brick; mortar joints might also be appropriately suggested in a color approximating the natural color of the mortar (not a pure white). Depending on the paint history of a building, white paint may be an acceptable alternative treatment for the facade. Where brick was unpainted and remains unpainted, use of paint on the exterior is discouraged, since unpainted brick is a strong design tradition in the Water Street Historic District.

D. Paint colors that were not produced or used during the late nineteenth century shall be discouraged in the Water Street Historic District. Bright new colors are to be avoided, even when used sparingly. Pastels were not favored in the late nineteenth century other than in tropical climates and are not a part of the Port Townsend color tradition; their use would be incongruous with the historic setting and shall be discouraged. High gloss paints shall also be discouraged.

E. One or two colors may be used beside the choice of white, black and gray. Minimizing the number of colors will maximize their effect. In general, the use of polychrome in the late nineteenth century was confined to use of different colors on major design and structural elements. Incised panels, brackets, consoles, dentils, scrollwork, stiles and rails, lintels and sills, cornices, fascias, and other millwork elements were not accentuated by polychrome. The introduction of color competes with the geometric nature of these elements and produces a visually distracting effect that shall be discouraged.

8. Signs

A. Sign guidelines are required to encourage appropriate graphic design that attracts business and contributes to the quality of the historic commercial environment. Signs have a legitimate function and place. They provide necessary information and directions. Smaller well-designed signs attract the eye; large, garish, obtrusive signs cause visual pollution. Well-designed signs complement each other and their buildings attract attention; poorly-designed signs compete with each other and cause visual confusion. Within the Water Street Historic District, each business should be limited to one sign, except those on corners, which may have one on each side.

B. Signs in the Water Street Historic District shall be pedestrian-oriented in size and shape. Graphics should be simple and bold. Signs should be flush with the wall, since these usually complement architecture more effectively than projecting signs do. Signs that project less than three feet from a

building, clear the sidewalk by at least eight feet, and are hung at least six inches away from the vertical face of the wall also can be acceptable. Symbolic, three-dimensional signs (like barber poles or a pawn shop symbol) are encouraged. Paper signs attached to the interior or exterior of store windows shall be discouraged except where presentation for public notice on a temporary basis requires such treatment.

C. New signs shall not be permitted above the sills of the windows of the second floor. Signs on one-story buildings shall not project above the cornice line.

D. Signs that display the symbol, slogan or trademark of national brands of soft drinks or other products that do not form the bulk of the business transacted on the premises shall be prohibited.

E. The necessary signage for those buildings with metal boxed canopies shall be confined to any of the sides of the canopies subject to public view. Lettering on the glass of such buildings will also be permitted.

F. Graphics may be painted directly on the building surface when the wall surface already has been painted and is presently painted in a uniform manner. The commercial graphics presently painted on the sides of some buildings in the Water Street Historic District make an important visual contribution to the historic commercial atmosphere and should be preserved. They shall not be defaced or obscured.

G. Wood is the preferred signing material. Lettering may be routed, applied or painted. Lettering used during the period in which a

building was built is appropriate to its signage. Simple, modern lettering is also appropriate. Appropriate lettering in black or gold may also be applied to glass.

H. Color choice shall be made with discretion and shall reflect the color guidelines. Gold is an additional acceptable color for lettering. The number of colors used on a sign should be minimal to maximize their effect.

I. When lighting is necessary, it shall be subdued and indirect. Back-lighting of signs, neon signs, moving and flashing signs shall be prohibited. Limited spot lighting of signs will be permitted.

9. Street Accessories

A. Street furniture and other accessories are needed in the Water Street Historic District to humanize the traffic corridor by providing basic pedestrian amenities. Street furniture and other accessories also may be used to establish a tone or atmosphere for a neighborhood or district. The lack of them discourages pedestrian traffic. At present, residents and tourists alike have no place to sit down outside of restaurants and bars that require purchases. Wood benches with backrests are badly needed, on undeveloped lots and on the sidewalks, not too close to traffic. Wood benches and other amenities should be related by integrating their general design.

B. Trash receptacles should be smaller and more attractive. They should be designed to relate in general style to other street accessories and should be placed at staged intervals near other elements of street furniture.

C. Parking lots and exterior waste receptacles subject to public view (other than pedestrian-oriented trash receptacles) should be screened by a wood fence, masonry walls, earth berm, or shrubbery. Screening should be at least four feet in height.

D. Signs and graphics for which the public sector is responsible (like parking signs and graphics on trash receptacles) should share a single lettering style and a limited and consistent number of colors.

E. Occasional changes in sidewalk materials, patterns and textures can be important visually. A change to a pattern in brick, for example, can help define the space in front of a store that is also brick and guide pedestrians into it.

F. The small, rounded street lighting devices used during the period of Port Townsend's major growth suggest not a return to these devices but the instituting of a lighting system that is more sympathetic to the Victorian style and scale of the buildings in the Water Street Historic District than are the standardized, modern street lights that are used in this area at present. The decorative possibilities of street lighting should not be overlooked. Both Seattle and Victoria, B.C., have decorative street lighting systems that are adapted from the Victorian era and can serve as models for Port Townsend.

G. The presence of trees in the Water Street Historic District is not based on historical precedent but on the overriding consideration that they add to the quality of life. Wherever possible, they should be planted directly in the ground; the use of planters should be

avoided. The earth around trees should be covered by a grill (chosen not only for practicality but also for decorative qualities), by loose stones, or by loose brick (without mortar), to prevent earth compaction and to allow air and water to penetrate. New trees should have stakes to keep the root system stable. Trees should be planted 25 to 40 feet apart so their upper branches touch at maturity. If planters are necessary, they should be at least three feet wide inside. Since planters should be unobtrusive, their scale and materials are important; for example, brick planters should not be used next to buildings that are not brick. Submerged planters are an acceptable alternative where planters are necessary in hollow sidewalks or where larger planters may disrupt the flow of pedestrian traffic. Flower pots or planters that are placed outside of buildings and that are small enough to take inside in bad weather help to define the space in front of stores and to define entrances. Vines may be used on concrete to soften the visual effect, but they should not be used on brick, since they can loosen mortar and destroy brick.

H. Overhead wiring is part of tradition as well as necessity in Port Townsend. Undergrounding is appropriate in areas built before overhead wiring was invented; in these cases, it eliminates the incongruity between the ages of the buildings and the wires. From the late nineteenth century, however, overhead wiring was very much a part of town atmosphere. Undergrounding of wiring in Port Townsend is not essential on historic preservation grounds, although it may be desirable on more general urban design grounds.

Interiors of Port Townsend Buildings

Basements

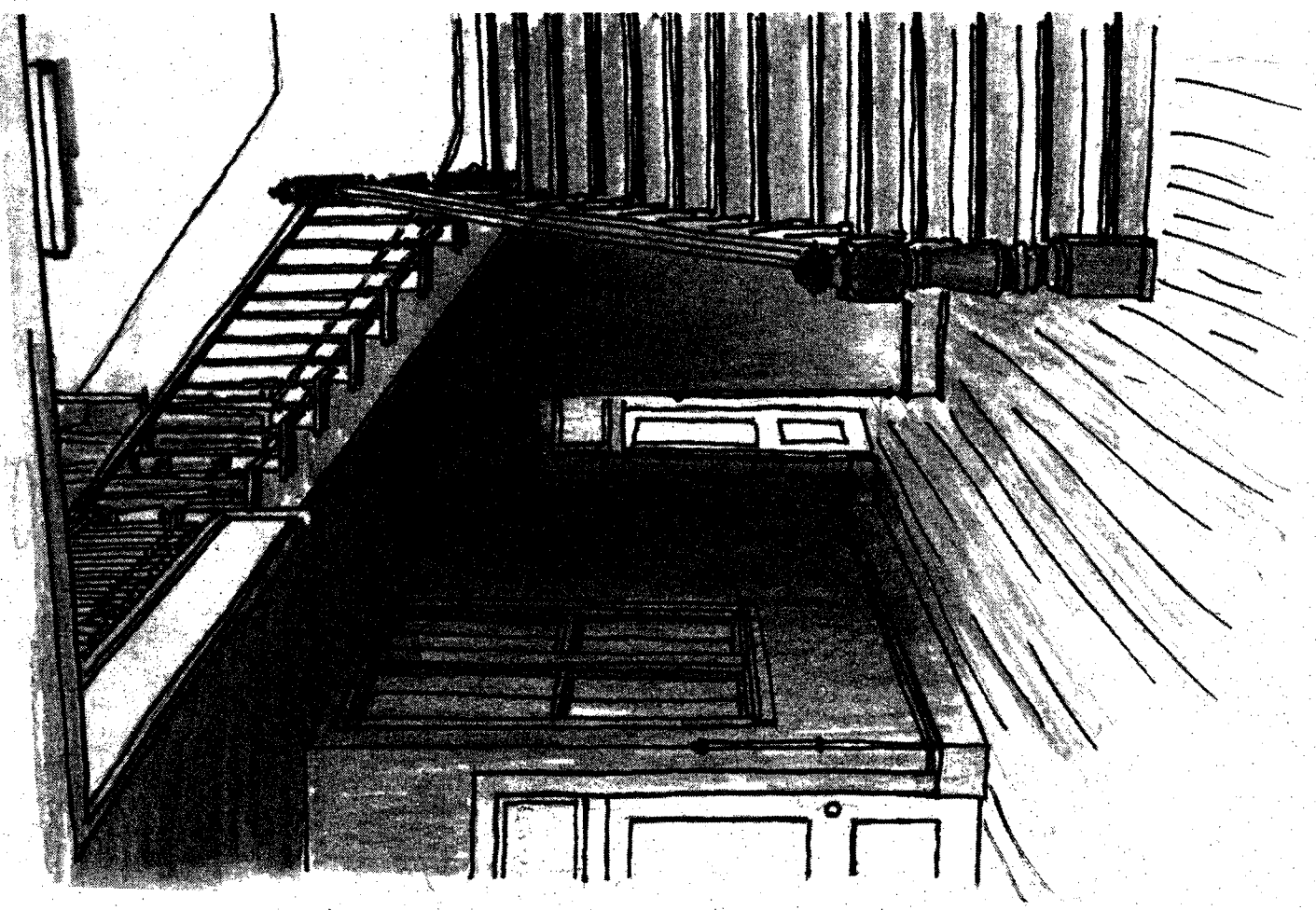
Most buildings in Water Street have low ceiling basements characterized by brick exterior walls, stone or concrete floors, and ceilings of exposed floor joints. Often the space is divided in half by a brick foundation wall with arched openings.

Street Floor

The street floor of most Water Street buildings is divided into one or more large commercial spaces. Ceilings average ten feet or more in height. Several of these interior spaces have rear balconies or lofts over office space. Others have one or two room offices behind the large forward area. Occasionally, one finds a safe or interesting moldings around doors and windows, but more often than not, the interior detailing is very simple. Wall and ceiling materials are plaster, floors are either wood, concrete, or modern material over one of the preceding two.

Upper Floors

Upper floors are approached by generous stairs leading to a one or more stories sky-lighted stair hall around which are arranged series of rooms. Generally, there are paneled doors, moldings and baseboards. Walls and ceilings are plaster and floors are wood. Often there are wood wainscoats, elaborate Victorian newel posts, and small interior windows.



Recommended Criteria for Interior Rehabilitation

1. Preserve existing architectural detail (doors, moldings, stairs, balusters, newels, and plaster) wherever possible.
2. Rehabilitate and restore skylights.
3. If ceilings must be lowered to accommodate mechanical equipment, every effort should be made to keep new ceilings above the level of the heads of existing windows. If this is impossible, then the full height of the window should be maintained and the new ceilings should be a) sloped up to meet the head, or b) built to the face of the wall and then returned to the height of the window thus creating a recess.
4. The ceilings of public halls shall not be lowered.
5. The installation of mechanical equipment should be done in as unobtrusive a manner as possible.
 - a) ducts for heating often may be placed in closets, thus avoiding the need to lower ceilings.
 - b) wiring may be placed in walls behind baseboards.
 - c) heating may be electric radiant systems of the baseboard type.
6. New dry wall partitions shall be constructed in a manner that will not destroy existing baseboards, moldings, or windows. When possible, such partitions should be designed to be easily removed.

Recommended Criteria for New Construction

1. New construction shall maintain the continuity of existing rows of buildings or establish such continuity. The facade width of a new Water Street building shall be a multiple of 55 feet and shall be constructed at the property line facing the street(s).
2. New buildings shall be constructed to within 10% of the average height of existing adjacent buildings. The maximum height of any new building shall be 65 feet. The construction of one story buildings is discouraged. The minimum height of new construction is 18 feet.
3. The shape of new buildings in the Water Street Historic District shall be rectangular. Irregular, polygonal and circular shaped buildings are prohibited.
4. Brick is the preferred exterior material for new construction. Color and texture must be compatible with those of adjacent buildings. The use of synthetic materials is restricted. When used, they must be compatible with existing materials and must relate in scale, texture, color and character.
5. A new facade shall be rectangular in shape and the proportion (width in relation to height) of the facade shall be consistent with and/or compatible with those of the facades of adjacent buildings. New facades shall be organized into a number of bays consistent with and/or compatible with those of adjacent buildings. The size, proportion, and number of openings in a facade shall be compatible and/or consistent with those in adjacent buildings, as shall the

rhythm of solids to voids. Entrances of new buildings shall be located so that their relationship to the sidewalk is consistent with those of adjacent buildings.

6. Details on new construction shall approximate the character of historic detail in the Water Street Historic District through sensitive modern design. Reproductions of historic building details on new buildings shall be discouraged, except where the reconstruction of historic buildings may be appropriate.

7. Flat roofs with parapet walls are the preferred roof form in the Water Street Historic District. Mansard, free form, and geometric roof shapes are prohibited. When visible from the street, roofs of new construction must be harmonious in shape, color, material, and scale with those of adjacent visible roofs.

8. The scale of new construction shall be harmonious with that of adjacent buildings. Materials, fenestration, signs, and other elements of new construction shall approximate the scale of those found in adjacent historic buildings.

9. In landscaping new buildings, refer to the street accessories section; Restoration/Rehabilitation Guidelines. Street furniture, containers, and planting beds must not restrict pedestrian use of sidewalks and they must be unobtrusive and designed to harmonize with the character of the historic district. All parking lots will be landscaped so that parked cars cannot be seen from the street.

10. New pavings shall be in harmony with existing materials. They must not be used in a way that will detract from the historic character of the street.

11. Those sections of the Restoration/Rehabilitation Guidelines discussing storefront design, canopies and awnings, the maintenance of brick, siding, color, and signs shall apply to new construction.

LAND USE OBSERVATIONS

The Water Street commercial district is a clearly defined area. Its natural boundaries of water and bluff are major visual contributors to the overall character of Port Townsend.

Admiralty Inlet on the northeast and Port Townsend Bay on the southeast define the eastern boundaries of the Water Street district. A north-south bluff to the west of Water Street, intersecting Washington and Jefferson Streets in the northwest and terminating at Port Townsend Bay and Van Buren Street on the southwest, sharply defines the western edge of the Water Street Historic District. The bluff is both a physical and a visual wall separating commercial Water Street from the residential uptown area, creating a definite sense of enclosure. The bluff also establishes a natural contrast with the materials and textures of the man-made environment of Water Street. As such, it is a pivotal focus in all development activities on Water Street or in the uptown residential district.

Admiralty Inlet and Port Townsend Bay, while not visually confining, are a physical boundary. The color and play of light on the water contribute dramatically to the texture and color of Water Street and its buildings.

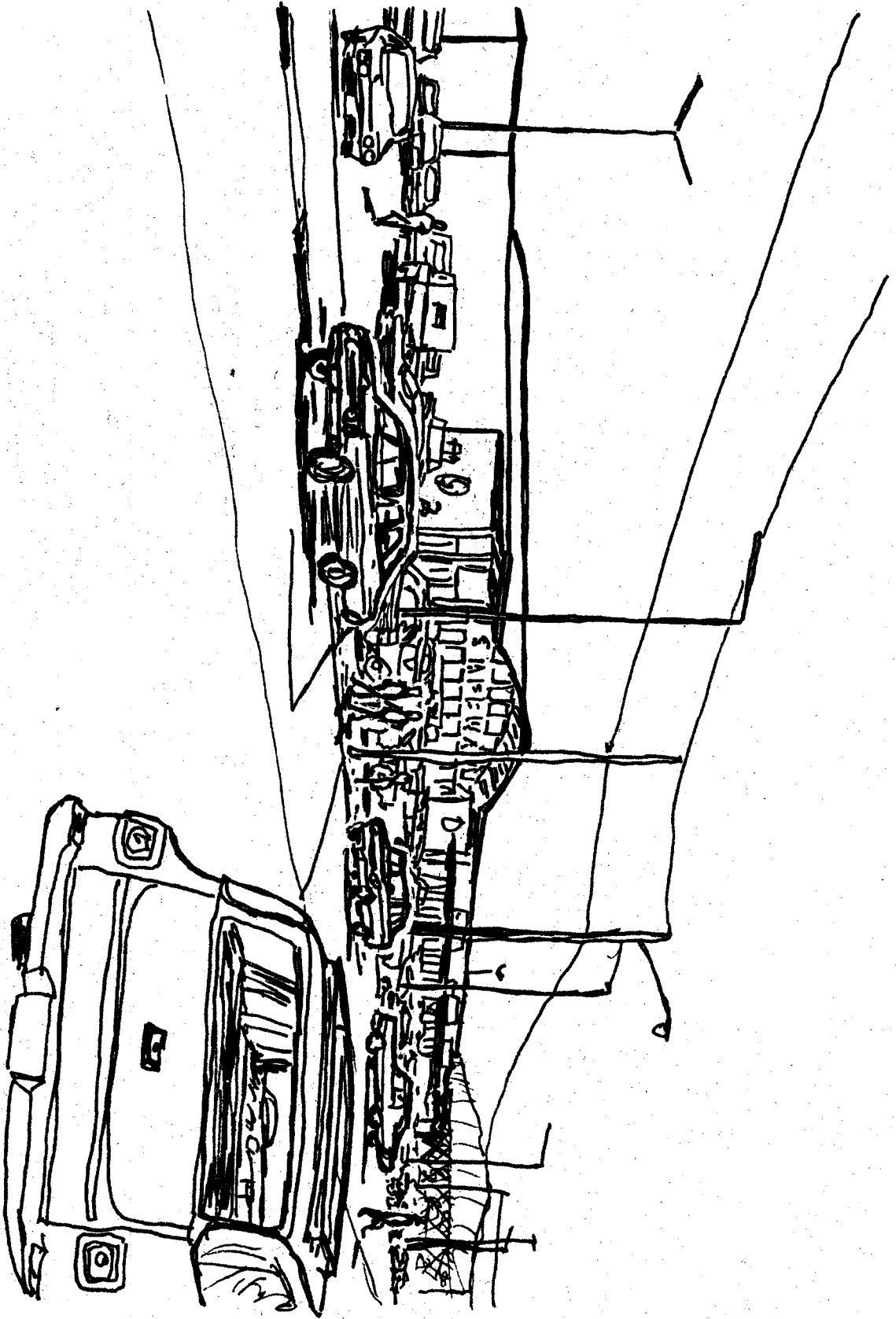
The street pattern of the historic district is a square grid system which is dramatically interrupted by the bluff on the northwest and Port Townsend Bay on the southeast. These natural barriers modify the grid system to create a major southwest to northeast transportation axis (Water Street) with a

series of minor cross streets.

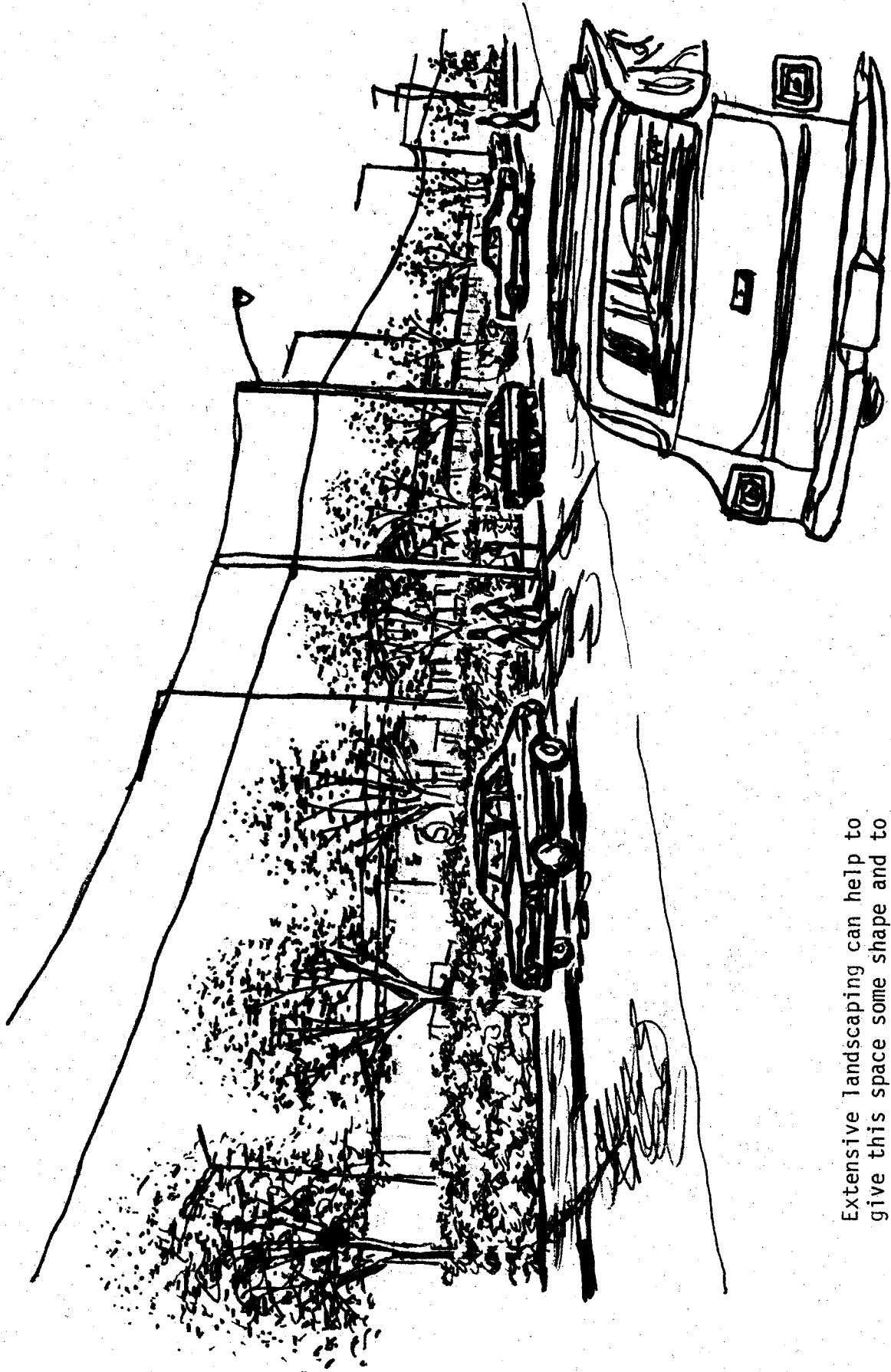
The major external approach to the Water Street Historic District is Sims Way. Once in the city limits, this highway winds over a hill, down past Kah Tai Lagoon, around the edge of the bluff, and then merges with Water Street. From this point, Water Street parallels the bluff as it continues through the central business district and terminates at the boat haven. This dramatic entrance to town is visually polluted by spot commercial developments, tank farms, and motels, gaining in number at the periphery of the historic district.

Internal approaches to the Water Street Historic District are Washington, Quincy, and Monroe Streets, each of which offers a spectacular panorama of the town and the Canadian and Washington mountains and the Puget Sound. Washington Street parallels Water Street and is the primary access street from the uptown residential area. Quincy and Monroe are important cross streets which also run down the bluff from the uptown residential area.

Within the Water Street Historic District, underused and misused land is a valuable resource that needs redefinition and a higher level of use to fulfill its promise as a substantial contributor to the quality of the man-made environment. The general land use pattern of the Water Street Historic District demonstrates lessons in wasted opportunities. Not only are the buildings treated by both the public and private sectors in ways that cause them to fulfill less than their preservation potential,



Amorphous, undifferentiated space.



Extensive landscaping can help to give this space some shape and to differentiate it from the streets.

but also the land is either underused or misused in many places. Improper use of land detracts from what might be a more visually-coherent and economically-functional historic commercial environment.

Five specific categories of improper land use can be found:

1. Amorphous, undifferentiated space: This space is both undefined and undirected. It leaks out into the streets, combining with the streets to establish a barren and desolate sense of wide expanses of asphalt and concrete. It is diffused and shapeless, taking a particularly severe form on corner lots. Extensive landscaping can help to give this space some shape and to differentiate it from the streets, particularly if shrubs and trees are tall enough to save the additional function of screening cars from sight. (See Landscape Section of Restoration/Preservation Guidelines). To prevent more undirected spaces from accompanying any new construction, the proposed guidelines for new construction should be followed strictly as they regard setbacks. Accompanying space, like parking lots, should be placed to the rear of buildings and screened from sight. Applying this principle is especially important on corner lots, and in historic areas in general where the setback line is the key factor in providing a "wall of continuity" or uniform distance of structures from the street along a blockface or streetscape. This principle can be incorporated into the site planning requirements for Planning Commission review of plans for new construction or alterations in the Water Street Historic District.

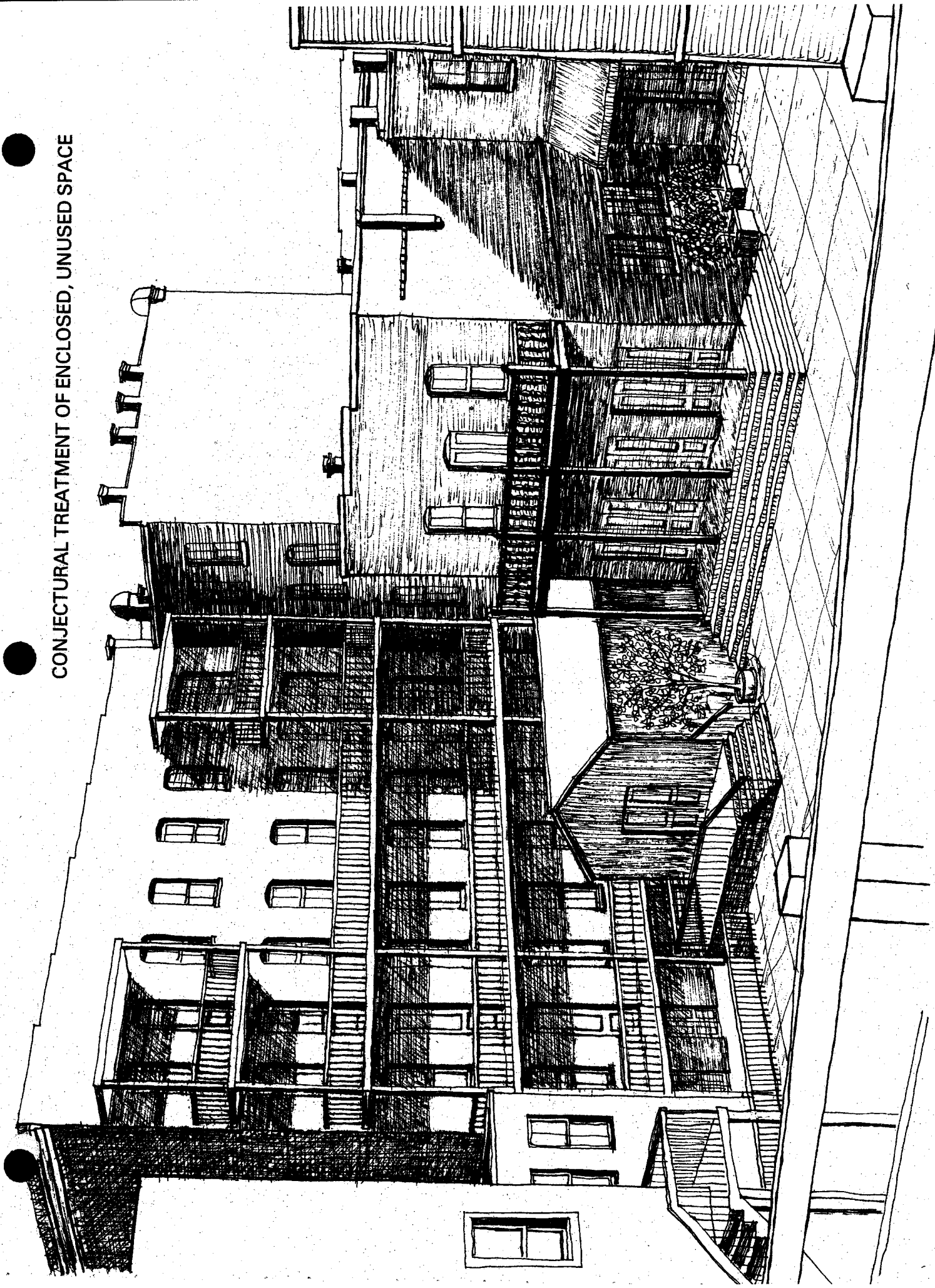
2. Enclosed, unused space is frequently found on the interiors of blocks. These neglected spaces present many development possibilities, in terms of rear access and seasonal open-air activities, that will evolve as demand grows for the current surplus of vacant building space. At the present, neglected spaces can be efficiently used as much-needed hidden parking lots. The lot interiors bounded by Taylor, Water, Polk and Washington seem especially suited for this purpose. A special assessment district to develop these lots is suggested in the parking section of this document.

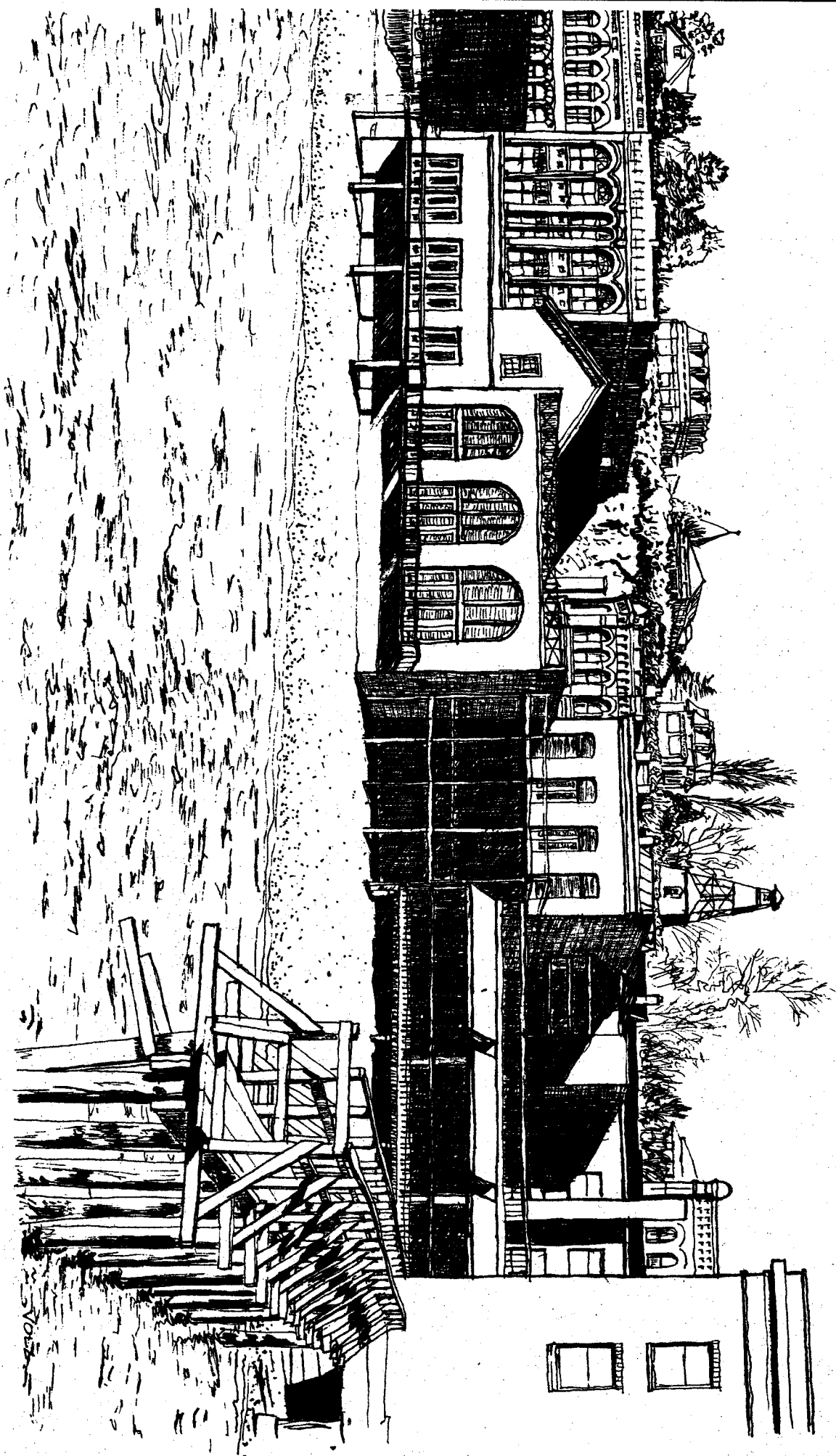
Blocks of buildings on interiors of blocks, like that bounded by Adams, Water, Taylor and Washington, should be rehabilitated and the unnecessary accretions can be removed. Worn out drain pipes should be repaired or replaced and painted according to the proposed color guidelines. (See section of Restoration/Rehabilitation Guidelines.)

3. Unused, water-related space includes most of the land to the rear of the buildings between Water Street and Port Townsend Bay, despite the fact that Port Townsend's location on the water is one of its major aesthetic and commercial assets. Many other communities have attracted business and revitalized commercial areas by effective marine orientation. The Water Street buildings turn their backs on their marine asset; their sole orientation is toward the street.

To capitalize on the presence of the water, the backs of buildings should be re-oriented

CONJECTURAL TREATMENT OF ENCLOSED, UNUSED SPACE





Conjectural Treatment of
Under-used, water-related space

to the Bay by doors and windows that connect interior and exterior space but that can also be sealed to conserve energy off-season. Balconies might be added, and they might be connected at different levels to create a delightful pedestrian boardwalk between stores. Some of the wharves, now underused, should also be linked to a water-oriented walkway system. Attention to the ground level, besides inspection and repair of building foundations, should also include landscaping, which should be unobtrusive and based on specialized knowledge of what types of ground cover are suited to shorelands.

4. Under-used, water-related space is found at the foot of Adams Street and Lyler Street, where water-related land is used as parking, at less than its highest and best use, measured against its marine-oriented potential. In conjunction with adjacent unused, water-related space, it should be developed to complement the resource value of Port Townsend Bay.

The land around the marina at Point Hudson is also under-used, water-related space. The land is correctly used as a resort area, and the tourism-related buildings nearest the Point support this use and are acceptable from a visual standpoint. The land immediately surrounding the marina, and the block bounded by Water, Jackson, Jefferson and Monroe, however, are underdeveloped for the purposes of a quality marina resort area and in some cases present elements of blight. For example, on the block bounded by Water, Jackson, Jefferson and Monroe, only the former youth center makes a visual contribution to the area, and it could be adapted to a resort-related use. To strengthen the economic base, as well as the visual identity,

of Port Townsend, this area might be considered for renewal through city action. Use of eminent domain to assemble the parcels at fair market value, with resale of the parcels (protected by restrictive covenants) to a developer is one way to bring the area up to its highest and best use as a well-designed and effectively-developed resort.

5. Misused space includes Memorial Field (which is discussed in the parking section of this report) and the bulk petroleum storage tanks on Water Street between Monroe and Jackson. The petroleum tanks are incongruous with the historic and architectural merit of the Water Street Historic District and the other current land uses. Moreover, they are an unsightly and ignominious visual terminus of Water Street. The inappropriateness of this terminus is accentuated by the historic, architectural and functional importance of Water Street. The appropriate setting, now obscured by the petroleum tanks and by other elements of visual blight, is the Point Hudson resort area. Petroleum tanks should be permitted in the historic district, but of a size and land use intensity required to service marine crafts only. Such tanks should be designed as an unobtrusive part of the marina complex. Existing tanks should be declared non-conforming and removed as soon as amortized, or sooner, if possible. Other energy-storage or industrial-support units should not be permitted in the Water Street Historic District, besides those required to serve the immediate needs of commercial and residential land uses.

6. Parking. If one square foot of parking is required for every square foot of occupied commercial area, the Water Street businesses require 456 spaces. If figured according to other accepted rules of thumb, the Water Street businesses require 455 spaces.

Although businesses in existence when the zoning ordinance was passed are not required to supply off-street parking, if it is assumed that they need the number of parking spaces required of new businesses, they need 286 spaces.

According to the City Options count, 479 spaces are readily accessible to the CBD: according to the 1968 plan, 814 spaces are available. In any case, parking seems to be a much-discussed problem, especially during the tourist season.

The parking problem could be alleviated by some of the following measures:

- a. Merchants and their employees should not park in front of their businesses. They should park in lots developed behind buildings in areas that are currently neglected and underused. Any distance in the Water Street Historic District is reasonable walking distance. The cost of holding other viewpoints is the loss of business. Estimates are that one on-street parking space is worth \$350 to \$400 per day in gross sales to merchants.

The downtown merchants should agree on a cooperative policy and should investigate means of developing efficient and well-screened parking lots behind buildings and in the under-used interiors of blocks. A special assessment district might be formed to spread costs among the

the district property owners in proportion to the benefits received (the number of spaces needed by their businesses). Bonds can be issued (on the basis of fixed lien assessments on the district properties) to acquire or lease and improve parking lots. The bonds could be paid off by special assessments of property owned in proportion to their benefits or by charging for the use of parking lots, including preferential rates for district businesses and their customers.

- b. As an interim measure, 595 parking spaces could be provided by the 4.1 acre Memorial Field. This parking could be used by tourists, especially if it is free, operated and maintained by the city. A parking lot of this size in this location should be depressed and effectively screened. Eventual reinstitution of the street car system along Water Street in the historic area would lessen any aversion to walking from a free parking lot down the length of Water Street.

It should be noted that Memorial Field is in any case in the wrong location and should be moved eventually out of the Central Business District (CBD) perhaps near the fair grounds or other compatible land uses. The land on which Memorial Field is located should be developed to support the CBD system, not to compete with it be attracting more traffic to an already-congested CBD, traffic that is not related to the functions of the CBD and that would be attracted specifically to the Field wherever it is located. A well-developed marina, beaches, and shoreline in public use would compensate for the loss of Memorial Field in terms of open space and recreational opportunities.

c. These measures should be part of a comprehensive city-wide traffic study and program. Traffic patterns in the CBD are clearly inefficient, but they cannot be changed without detailed study of the overall traffic needs for Port Townsend. The need for this study is urgent.

RECOMMENDATIONS

1. In all planning, capital improvements, and private development activities, the physical and visual contrasts between natural elements (the bluff and the water) and man-made elements in the Water Street Historic District should be considered.

2. In general, the unused, under-used, and misused water-related land in Port Townsend should be developed to low-intensity, pedestrian, recreational and visitor-oriented uses. First priority should be to public recreation activities, the second to water-dependent commercial activities. Public acquisition or control of open space along the length of the shoreline within city limits, particularly within the Water Street Historic District, is essential to link existing publicly-owned parks and to preserve beaches and views for public use and enjoyment. Port Townsend badly needs well-integrated public spaces, and its current efforts at developing an open space plan and at creating a waterfront park in front of City Hall should be part of a special preservation planning framework for the Water Street Historic District as well as a comprehensive planning framework directed at the needs of the entire town.

3. In terms of land uses for the Water Street Historic District in general, the provision of primary goods of high quality (those that require pedestrian-oriented comparison shopping) should be encouraged. Secondary goods, which appeal to automobile traffic, and convenience goods, everyday necessities that also attract automobile traffic, should not be encouraged. Secondary and convenience goods should be provided closer to the populations they serve, on the edge of the Water Street Historic District and in a limited number of neighborhood commercial centers, designed specifically to complement the uptown and downtown commercial areas in provision of goods and services. Offices, especially mail- and telephone-based organizations and those generating limited traffic, and studios should be encouraged to use upper floors. Residences are another appropriate use for much of the presently-vacant space in the upper stories of many of Port Townsend's historic commercial buildings.

4. The tendency toward strip commercial development is encouraged by the topography of Port Townsend, constricting the historic commercial area between the bluff and Port Townsend Bay, and by the existence of only one main state highway into town. The current commercial zoning along Sims Way reinforces this tendency. Strip commercial development is not only unsightly, but it also deflects business from the historic commercial areas, both uptown and downtown, and contributes substantially to their decline.

To protect the economic base of the city, the balance between vacant commercial space in

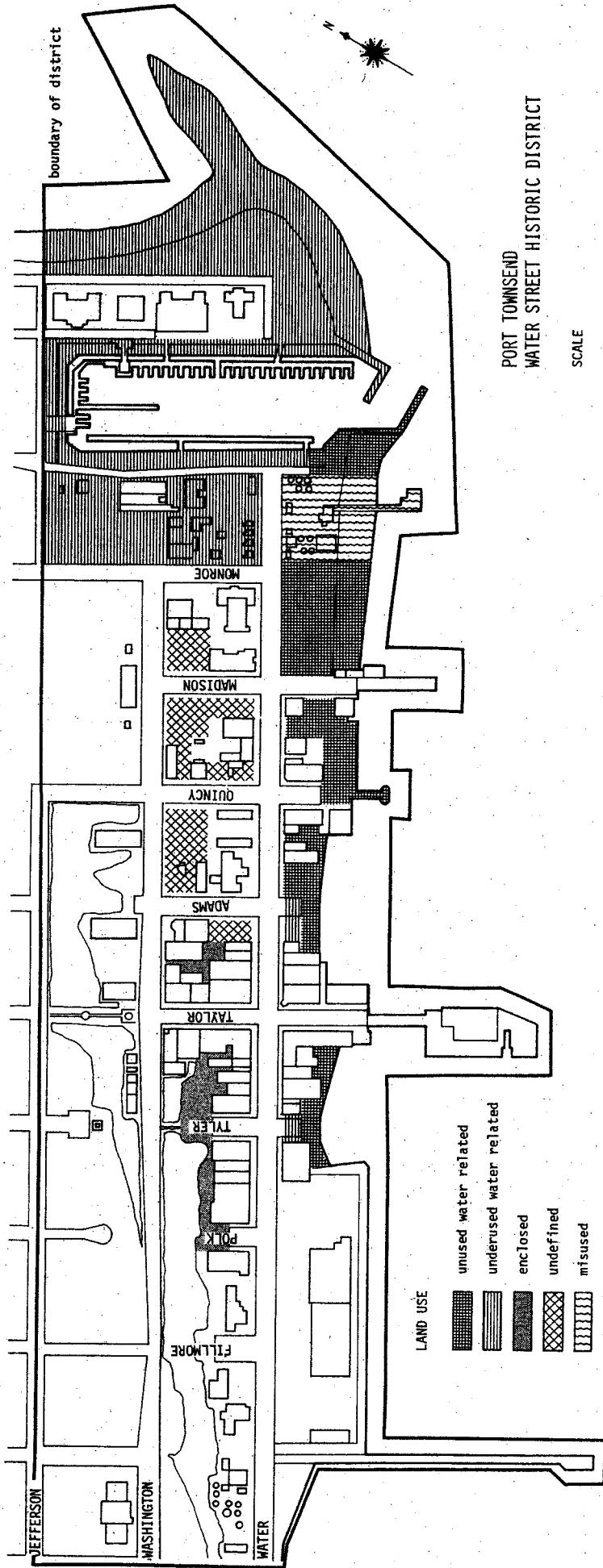
the historic commercial areas and open land zoned for new commercial development should be carefully reconsidered. Use of existing vacant space may be considered preferable, on a case-by-case basis, to new construction that might fill in some of the gaping vacant lots in the Water Street Historic District. In addition, an official open space buffer should be considered along all the entrance roads to Port Townsend, especially Sims Way.

5. The traffic and parking patterns in the Water Street Historic District are haphazard and inefficient, but they cannot be changed without comprehensive and detailed study of the overall traffic and parking needs of the entire City. Such a study should be conducted as soon as possible, in conjunction with the establishment of the new temporary staging area for the ferry.

The congestion caused by tourists embarking on and disembarking from the ferry during the summer should be alleviated by proper traffic management and parking, not by moving the ferry. Moving the ferry from the historic commercial area would severely damage the high percentage of its economic base that is dependent in whole or in part upon tourism. Some tourists would still find their way deliberately to downtown Port Townsend, but many would simply drive through, not necessarily making the effort to stop in order to shop. The percentage of sales attributed to impulse-buying while waiting for the ferry would be destroyed. A serious professional investigation of the potential adverse economic effects of moving the ferry should be conducted should moving the ferry become a serious threat.






6. Because Port Townsend expected to attract the railroad terminus and a population of 20,000, the infrastructure of the historic commercial area was over-built, both for the time and for the needs of the present. The problem of vacant space on upper floors is particularly pronounced in Port Townsend; the ratio of vacant floor space to total floor space is unusually high. Productivity, or income per square foot, will be proportionately low, restoration and rehabilitation efforts will continue to be undercapitalized, and space resources will continue to be wasted unless demand for space is shaped by public policy and appropriate uses directed to floor space currently vacant.

One way to shape demand is to correct the current imbalance between the relatively small existing demand for commercial space and the relatively generous amount of open land zoned for commercial development. The incentive to use existing vacant space in the historic commercial area can be strengthened by more careful attention to shaping the development alternatives. Reconsideration especially of the commercial zoning of open land along Sims Way would have both economic and aesthetic benefits.



PORT TOWNSEND
WATER STREET HISTORIC DISTRICT



- LAND USE
-  unused water related
 -  underused water related
 -  enclosed
 -  undefined
 -  misused

HISTORIC PRESERVATION PLANNING POLICIES SUGGESTED FOR CONSIDERATION AND ADOPTION BY THE PLANNING COMMISSION

1. It is recognized that the architectural and historic resources of Port Townsend are of local, regional, and, in some cases, national significance and that measures should be taken to preserve and protect them. It is further recognized that resources of architectural and historic value are scarce, and that the ethics of responsible resource conservation place the town of Port Townsend and its public officials in a position of stewardship.
2. It is not the intent of historic preservation policies, plans and programs in Port Townsend to return the town to a bygone era or to turn the town into a museum. The intent is not to create an artificial or forced atmosphere, or to invite historical fakery that can only caricature the past and mock the present. Nor is the intent to encourage a pastiche of undesirable and unnecessary exterior "themes" that will quickly become dated and reveal their transient nature. The intent is to preserve and protect the special character and identity of Port Townsend and its integrity of design and materials. The intent further is to avoid adverse impacts on the living historic environment, or to minimize the effects of inevitable impacts, by preventing insensitive, incompatible, incongruous, or detrimental change. The intent is to encourage sensitive, successful restoration and adaptive use of buildings to serve contemporary needs, and to encourage sympathetic yet modern design in new development to perpetuate the architectural continuum. The intent is to monitor desired change to ensure its positive aesthetic contribution to the community.

3. The architectural and historic resources of Port Townsend contribute to the overall environment and the quality of life in Port Townsend. They are especially important because the whole is greater than the sum of the parts; the collective effect is more important than the individual contribution. Because each significant building makes not only an individual impact but adds substantially to the overall town fabric or townscape of Port Townsend, demolition or alteration of significant buildings shall be discouraged.

4. A basic community goal is that the integrity of architectural and historic resources in Port Townsend shall be preserved. A building permit for alteration of buildings that are designated landmarks or are within a designated historic district shall be granted only upon finding that the proposed plans meet the performance standards contained in the guidelines appended to this policy document. For new construction, sympathetic modern design shall be encouraged, and the design criteria for new design in historic environments included in this document, shall serve as a basic reference when reviewing proposals for new construction in designated historic districts in Port Townsend.

A community commitment to design standards demonstrates a commitment to the goal of preserving the architectural and historic heritage of Port Townsend. Adherence to design standards will encourage creativity, not stifle individual initiative. Property owners are encouraged to seek professional advice in architectural

restoration, rehabilitation, and adaptive use.

5. An official historic preservation policy of the City of Port Townsend is that it is better to repair than to restore, better to restore than to reconstruct. In general, it is better to do less than more. In all cases, as much original fabric and existing detailing should be retained as is possible in any work on a significant structure.

6. Capital improvements planning shall complement and support historic preservation goals. This includes public acquisition and development of open space, public amenities like street lighting and street furniture, public facilities, and others.

7. It is recognized that traffic and parking patterns in the Water Street Historic District are clearly haphazard and inefficient and that the traffic and parking needs of the Water Street Historic District cannot be separated from the overall traffic and parking needs of the City. It is recommended that a comprehensive traffic and parking study be conducted as soon as possible.

8. Although the primary focus of Port Townsend is on its residents rather than the tourists, it is recognized that tourism contributes substantially to the economic base and that sophisticated techniques of managing tourism should be investigated. The establishment of high quality tourist attractions and accommodations in appropriate locations shall be encouraged.

9. The tendency toward strip commercial development is encouraged by the geography of Port Townsend and is reinforced by current commercial

zoning along Sim's Way. It is recognized that strip commercial development drains business from the historic downtown area and contributes substantially to its decline. It is a policy of the City of Port Townsend to protect the existing economic base of the downtown; all existing commercial zoning and all future requests for commercial zoning shall be reviewed in light of this policy as well as on reliable projections of area demand for commercial services.

Neighborhood commercial development should accommodate only convenience items or those that appeal to vehicular traffic, not primary goods or those requiring comparison shopping. Convenience centers should be limited in number and extent to complement the function of the historic downtown and uptown commercial areas. Primary goods of high quality should be emphasized in the historic commercial areas.

An official open space buffer should be considered along the highways.

10. It is further recognized that the historic downtown has an unusually high ratio of vacant floor space to total floor space. Consequently, productivity, or sales per square foot, will be proportionately low, and space resources will continue to be wasted unless demand for space is shaped by public policy and appropriate uses directed to floor space currently vacant.

11. It is a preservation policy to encourage revitalization of and active use of the historic waterfront. To further re-orientation toward the water and revival of the historic relationship between Port Townsend and the water, city-controlled open space is recommended along the shoreline within city limits to link existing

publicly-owned parks and to preserve beaches and view for public use and enjoyment.

12. It is recognized that a comprehensive inventory of architectural and historic resources and an historic preservation plan are an important and needed part of the comprehensive planning process for Port Townsend and that an effective historic preservation ordinance should be adopted.

ECONOMICS

A major factor in a successful preservation program is the economic feasibility of retention, restoration and rehabilitation, and use of Water Street's historic buildings. Economic viability is a function of several factors: The ability of the structures to function in terms of local commercial requirements; the potential for expanded tourism; the effects of planning and zoning policies upon the Water Street Historic District; real estate factors; and the potential for local, state and national funding from both public and private sources. With limited information, this study addresses itself on a preliminary basis to the economic requirements of preservation on Water Street. Further in-depth analysis should be a community priority.

Tourism

To many people, tourism has unpleasant connotations, and that appears to be the case in Port Townsend. Yet, tourism is a factor in the economic life of the community, and it will continue to be important. Rather than being visualized as a problem, tourism should be considered an opportunity.

Tourism today is one of the three largest industries in the United States. Despite current economic crises, the tourist industry continues to grow. Despite some of the problems tourism seems to present on the surface, it is one of the cleanest industries available to a community.

Information gathered during field investigations indicates that tourism has the potential to play a significant role in the future economic vitality of Port Townsend. The degree

to which it will serve as an additional form of income and employment is a matter for the Port Townsend community to decide. The people of Port Townsend can view the tourist as an intruder on their privacy, or they can consider tourism an asset.

Statistics made available to the field team indicated that between 1973 and 1974 vehicular traffic to and from Port Townsend by ferry almost tripled. Passenger counts in 1974 exceeded the 1973 level by approximately 300 percent. (See Appendix E-1). Conversely, tourist visitation at Fort Warden State Park declined in 1974 during peak months (July through October) by 70,000 from the 1973 figure (See Appendix E-2). While statistical information is not available indicating the number of tourists visiting Port Townsend, and statistical comparisons cannot be drawn concerning visitation to the city between 1973 and 1974, it can be concluded that tourist visitation to Port Townsend in 1974 increased.

An additional indicator of the growth of tourism in Port Townsend is the significant increase in local sales tax revenues. Between 1970 and 1974, sales tax revenues accruing to Port Townsend increased 300 percent, 40 percent between 1973 and 1974. Assuming the accuracy of local sales tax revenue figures total sales within the city of Port Townsend in 1974 were nearly \$20 million compared with \$14 million in 1973 and \$12 million in 1972 (See Appendix E-3). Since the population base shows virtually no change in the past five years, Port Townsend is benefiting from a substantial infusion of outside money, principally from tourists.

In a sampling of the guest register of the Jefferson County Historical Society for

August 1974, two-thirds of all registered visitors were from out-of-state. Port Townsend's reputation as an historical community worth visiting extends throughout the West and much of the rest of the country.

However, Port Townsend is not currently prepared to capitalize on tourism as an alternative industry and to maximize its economic potential. A careful market analysis, centered around the tourist potential of Port Townsend, is highly recommended. Such an analysis should determine facts and trends in the economy of Port Townsend and the Olympic Peninsula. It should document the volume, character and potential of population changes, retail trade, tourism and improved access facilities. The analysis should evaluate competition, including other attractions for tourists, in the immediate marketing area. It should determine who potential consumers are, where they live, what their preferences are and how they spend their leisure-time dollars.

Tourist developments should concentrate in the Water Street Historic District, although not to the exclusion of staple retail activities. The two are not mutually exclusive and can be complementary. Retail outlets intended to attract the tourist, as well as the resident, should fill existing market vacuums.

Currently, businesses on Water Street are relatively balanced between those oriented primarily to the tourist and those oriented to the provision of staple merchandise - the community trade. It is generally true, however, that staple merchandise retailers also benefit, directly and indirectly, from tourism. At present, the tourism potential of the central business district

is underdeveloped. Port Townsend could support several additional antique shops and art galleries of a high caliber. More imaginative shops are needed, as well as an attitude of hospitality. In the absence of adequate restaurant facilities, several good delicatessen sandwich shops should be able to develop successfully. The city also lacks a good year-around full-service restaurant. There is only one full-service restaurant and four cafe-type restaurants. Present seating capacities are not adequate to serve the visiting public.

Although Port Townsend has no immediate demand for office space, second floors of buildings, many currently not in use, may have the long-term potential to serve that purpose. Well-developed, sensitive to the historic and architectural character of interior spaces, office space within Water Street Historic District buildings could be marketable. However, further study will be required to determine the long-term feasibility of office uses for Water Street buildings.

With increasing demand for summer and weekend homes, upper floor spaces within Water Street buildings may be adaptable to apartment or condominium use. The second and third floors of the Hasting Building, for example, could be adapted to either deluxe professional office space or apartments, or a combination of the two.

Finally, the market potential of Port Townsend is affected by federal plans to establish a Trident base at Bangor, within 45 minutes of Port Townsend. Funds have already been allocated for its development. It will employ 3,600 workers during construction and approximately 8,000 Navy and civilian personnel

permanently. These individuals are potential patrons of commercial developments within the Water Street Historic District.

Rehabilitation Feasibility

If full development of a commercial historic preservation program is to occur in Port Townsend, several significant obstacles must be overcome. First, the attitude of Water Street merchants, tenants and property owners must reflect a spirit of cooperation and partnership. Second, speculation in Water Street commercial buildings is rapidly making the cost of acquisition and development economically infeasible. Third, innovative approaches or packages of approaches to financing building acquisition and development must be initiated.

In our visit to Port Townsend, it was clear that Water Street merchants verge on hostility towards tourists and are disinterested in working cooperatively for mutual benefit. Individuals renovating buildings seem to operate independently, and we found little sense of community among them.

Within the Water Street Historic District, speculation on land sales must be controlled. In 1974, the sales price per square foot was up 40 per cent above the average sale price of \$5.62 per square foot in 1973. It is rumored that asking prices in 1975 for property on Water Street continue to escalate. Asking prices at or above the 1974 average level of \$7.70 per square foot make the feasibility of investments necessary to rehabilitate the buildings for contemporary uses extremely marginal (See Appendix E-4).

If the speculation continues, and renovation with sufficient income for a reasonable return on investment is not possible, rehabilitation of smaller buildings will continue on a "sweat equity" basis, and larger structures will remain unused or underused. Conventional financing is difficult to obtain in rehabilitation projects, and it is, of course, a key factor in a rehabilitation program. Developers can, however, obtain construction, or interim, financing on a portion of the rehabilitation costs. Moreover, the long-term lender typically will not provide financing for a rehabilitation project until it is a proven success with space completely or almost completely leased and a demonstrated cash flow. This generally means that the developer must put up a large amount in equity dollars, 25 to 60 per cent of the costs, for at least two years before recapturing the money by permanent financing. For a large building, with rehabilitation costs as high as \$500,000, depending upon various construction factors, the equity requirements might be several hundred thousand dollars, depending on the terms.

One current trend which could contribute to financial feasibility is a changing attitude toward the required rate of return on equity investment. In a period of high inflation, investors are often more interested in the appreciation of their investments than in a rapid rate of return annually. Under some conditions, when risk potential is low, and the prospect of appreciation is great, some developers would find even a zero rate of return acceptable.

Many variables affect the determination of financial feasibility. A change in any variable could affect rate of return sufficiently

to determine feasibility. Some of the variables affecting feasibility include increasing construction costs above the current 12 to 15 percent inflation level annually, projected rental income levels, tourist visitation, rate energy problems that might curtail tourist movement, and industry moving into or out of the area.

Feasibility is affected by other factors as well:

1. A public commitment to upgrading the Water Street Historic District through capital improvements can serve as an incentive for expanded rehabilitation and restoration of the buildings. Developing adequate parking for the Water Street district, cleaning up and beautifying the waterfront area, continuation of landscaping programs, and other measures should be included.

2. The Water Street merchants, tenants and owners should consider the possibility of forming a buyers' cooperative. Volume purchases of buildings materials needed for restoration and rehabilitation will bring down the per-unit costs for each individual. Moreover, a buyers' cooperative will be in a better position to shop around for the best deals and to encourage building materials suppliers to offer reduced prices.

If owners of contiguous properties could agree to upgrade their properties simultaneously, construction costs might be somewhat reduced by using the same equipment or professional advice. All owners should work together cooperatively to undertake exterior work on all older buildings within the Water Street Historic District, returning the exteriors to their original condition as nearly as possible. Aside from basic structural work, interior renovations could be left to tenants. If exteriors could

be restored on a cooperative basis, retail and office space on Water Street would be more marketable. Joint marketing of the restored historic environment would also be more effective in attracting both tenants and customers.

3. Several possible approaches might be used, individually or together, which might increase restoration and rehabilitation feasibility. Most are based upon cooperative efforts of the public and private sectors. These approaches could offset real estate speculation on Water Street and provide financing assistance to building owners.

a. Establishment of a public development corporation invested with the power of eminent domain. Such a corporation could acquire land and buildings on Water Street at fair market value, write down their cost, and sell them to redevelopers contractually bound to restore the buildings. With this approach, the public corporation would control exterior rehabilitation, by contract, to assure that exterior work is not detrimental to the architectural integrity of the buildings.

b. Through powers of both eminent domain and open market negotiations, the public sector could subsidize exterior restoration and renovation through the acquisition of exterior easements on historic structures. This process has been used in several instances when a public agency acquired easements on the exteriors of historically significant buildings, affording control over the exterior appearance of the structure. The agency specifies that funds accruing to the owner through sale of the easement be applied to approved restoration or renovation plans.

c. In the absence of adequate conventional financing for rehabilitation of buildings within the Water Street Historic District, creation of a quasi-public preservation and development body may be desirable, to acquire and re-sell historic properties. This approach has been used in Seattle, Washington, where the city established the Historic Seattle Preservation and Development Authority, initially funded with \$600,000 of federal revenue sharing money. Portland, Oregon, and Santa Cruz, California, are currently considering similar programs to establish community incentives to preserve and develop historic properties.

These programs operate revolving funds, used either to acquire structures or to make low-interest loans to restorers of historic properties. As the buildings acquired by the use of the fund are resold or loans repaid, the income is used again to purchase or lend. Such revolving funds, growing in number throughout the country, are capitalized with public funds, private individual donations, foundation and corporate grants, or a combination of these sources. These programs allow considerable flexibility in developing programs, since the fund can be used to purchase a building, restore its exterior and sell it with protective covenants in its deed; funds can be used to restore a building completely; purchase, and lease as income property; or funds can be loaned at below-market interest rates to undercapitalized investors willing to undertake restoration.

d. An additional means of restoration and rehabilitation financing is funding available under the provisions of the National Historic Preservation Act of 1966. Properties on the National Register of Historic Places and qualified properties within National Register Historic Districts are eligible to receive federal matching grants of up to 50 per cent of the costs of acquisition and restoration. Seattle has used funding from this source to assist Pioneer Square property owners with exterior restoration of historic buildings. Although the funding available through the program to Washington State is limited, if the Water Street Historic District were on the National Register of Historic Places, buildings within the district would become eligible for funding assistance through this program. Several Port Townsend property owners have had the opportunity to utilize these funds and have refused them. We would encourage owners of National Register properties and potential National Register properties to reconsider the potential these funds offer both the community and the individual property owner. Further information on this program and its potential in Washington is available from the Director, Washington State Parks and Recreation Commission, P.O. Box 1128, Olympia, Washington 98504.

e. Insurance credit of up to \$15,000 per unit may be possible for individual residences on the National Register, residences located outside the Water Street Historic District. Under Section 4(a) of P.L. 93-449, approved by Congress on October 18, 1974, the Secretary

of HUD is authorized to insure lending institutions against losses they may sustain as a result of loans and advances of credit for the purposes of financing the preservation of historic residential structures. Loans may not exceed \$15,000 per family unit and have a maturity not exceeding fifteen years and thirty-two days.

f. The City Planning Commission should investigate the eligibility of the City of Port Townsend to receive funding assistance under the Housing and Community Development Act of 1974. Under the provisions of this Act, historic preservation and rehabilitation programs are activities eligible for funding assistance. Other cities have these funds for rehabilitation loan programs, revolving funds and, in some cases, outright grants for historic preservation activities.

Should Port Townsend determine that historic preservation in the Water Street Historic District is a community option, downtown Port Townsend would become a viable and vital new commercial area, reusing existing building stocks. It could add substantially to the economic vitality of the city through additional employment opportunities, increased tourist and resident spending in the area, higher property tax and sales tax revenues. Full development of historic buildings within the Water Street Historic District should generate additional jobs. As a rule of thumb, each 5,000 feet of retail space generates two jobs.

While Water Street has great potential and is an outstanding collection of 19th-century commercial architecture, it is also a blighted area at present. A concerted preservation effort would eliminate blight and reverse current deterioration of a major community, state and national asset.

With public and private cooperation, with buildings rehabilitated for productive commercial uses, an important historic and architectural resource can be retained and serve as a model for other communities in the Pacific Northwest to follow.

RECOMMENDATIONS

1. Port Townsend should undertake a market analysis for both short and long term economic development. A primary factor in such a study should be the economic potential of tourism to Port Townsend.
2. Port Townsend should evaluate the adequacy of existing motel/hotel and restaurant facilities with the long term objective of attracting added service facilities for overnight visitors.
3. The community should form a marketing committee as an arm of the Chamber of Commerce for the purpose of marketing Port Townsend as a good place in which to do business. Some of the tools for marketing Port Townsend include: Findings of a tourism market analysis; information on the potential for restoration and renovation of the Water Street Historic District as a viable commercial area; information on space and retail opportunities; reprints of articles from newspaper and magazines

4. The Washington State Ferry system should operate on a year around basis rather than on its current seasonal basis.

5. The community must consider reasonable approaches, some of which are identified in this report, to arresting speculation in Water Street real estate and must develop incentive programs for potential developers of the district's historic structures.

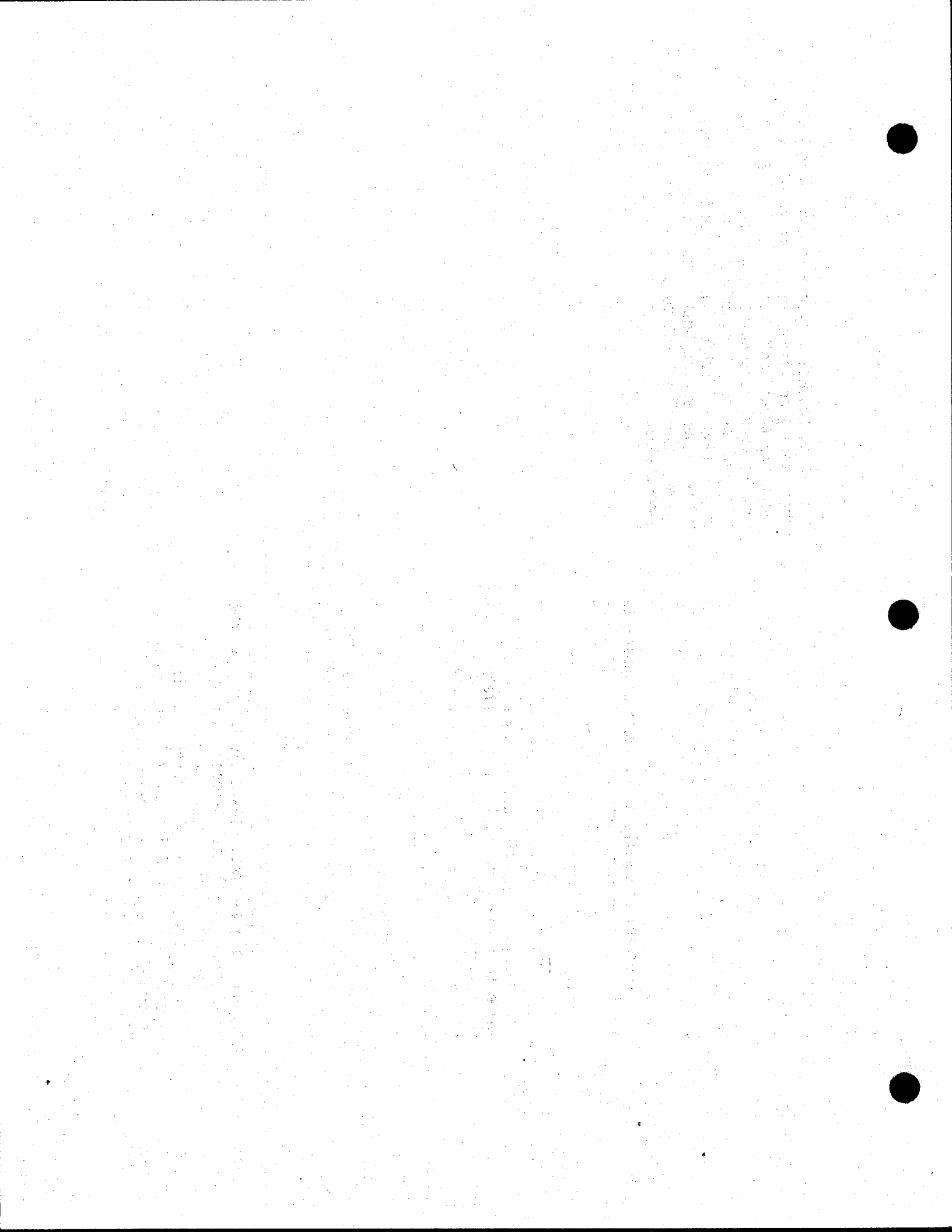
SUMMARY

The Water Street Historic District is an outstanding resource and it clearly merits inclusion on the National Register of Historic Places. It merits additional protection through a carefully drafted historic district ordinance adopted by the Port Townsend City Council. These actions, however, will not guarantee the preservation and enhancement of the Water Street Historic District. They can only establish a framework conducive to historic preservation activity.

The success of an active preservation effort in the Water Street Historic District depends on people - in both public and private sectors - and their commitment to the preservation, protection, enhancement and use of this significant collection of 19th-century buildings. The public sector can adopt policies and guidelines and declare the preservation of the Water Street Historic District a public goal. The public sector participates actively in the preservation process through its position on zoning, land use and the treatment of public spaces through capital improvement programs. Further, the city of Port Townsend can adopt measures to provide incentives to prospective developers of historic properties.

The private sector must respond. It must follow appropriate guidelines for good restoration and rehabilitation. It must develop a spirit of cooperation in the process of restoration. It must develop both conventional and innovative approaches to financing building restoration. And it must work cooperatively to attract both the local and visiting public to do business within the Water Street Historic District.

Unless measures are taken to establish an atmosphere conducive to historic preservation on Water Street, a unique environment will be so eroded that its remaining continuity and potential charm will be lost. The Water Street Historic District merits a broadly-supported community program to assure its preservation and enhancement. Preservation and long-term development of the Water Street Historic District is an option we hope the city of Port Townsend will pursue.



APPENDIX A-1

Definition of Terms

PRESERVATION

-taking measures to prevent further destruction of a structure by deterioration or change. Technically, it means that the structure is retained in its "as found" condition.

RESTORATION

-returning a building, as much as possible, to the form and appearance it had at a particular date or period in time. This involves much research and expense.

REHABILITATION OR ADAPTIVE RE-USE

-making a building useful again. It may entail the introduction of new elements which are non-historical, but which when well designed, will relate well to the older parts of the buildings.

RECONSTRUCTION

-the re-creation of a building which no longer exists from historical, archaeological, and architectural documents and other evidence. This process is often highly conjectural.

Preservation is the most honest method of saving old buildings. The whole history of the building, with all its changes, good or bad, is there to be seen. Adaptive re-use is next in its intent. It merely reuses old elements without making any false claims. Restoration is almost always conjectural when taken back to a particular stylistic date.

A building becomes a hybrid of that date and 20th century additions in the style of a period. Reconstructions rank last on the list for the same reasons. Essentially, a reconstruction is a 20th century version of a building that once existed. Each of these methods has its place in our society and it is our responsibility to decide what we want to pass on to future generations.

THE RESTORATION PROCESS:

Selection of an architect

The selection of a "restoration" architect is a crucial matter. The architect should have had prior experience with the restoration process or special training in the conservation of buildings. The architect must be able to subordinate his own design ideas to the taste of past generations, yet must be imaginative and sensitive enough to provide modern services in a manner as unobtrusive as possible. Also, he must be interested in research and be willing to let the facts speak for themselves rather than to impose preconceived ideas upon a building.

The architect will oversee the historical, archaeological, and other special kinds of research. He will coordinate and evaluate the information that has been collected and determine the scope and the direction of the restoration or adaptive use.

The best way to choose an architect is to visit several and ask to see examples of their work in your area. If you are interested in restoration, ask to see his restoration work. If adaptive-use is your interest, ask to see similar projects that he has done. If possible, visit the buildings themselves and talk to their owners. Once you have found a project whose quality and design you admire, you have found your architect.

A use and a date must be determined

After the architect has made a superficial examination of the building and studied its history, he and the client should discuss use for the building which will establish economic feasibility. The new use should be as compatible as possible with the intention of the original designer and should disturb as little of the existing fabric of the buildings as possible.

The selection of a date or period in time to which the building is to be returned should be made on the basis of the use and of complete research: historical, architectural, and archaeological. If this is to be a restoration the date is usually determined by the appearance of a building during the occurrence of an important event in history, or by the original appearance of the building if it is of outstanding architectural merit.

Research

Three kinds of investigations must be made.

Historical: This is done to get the "story" of the house and the people that used it. By looking at deeds, tax records, old maps, diaries, old photographs, newspapers, bills, etc., one can learn who the original builders were, what events occurred within the building, how it was furnished, where materials came from, who the subsequent owners were, and information like the date of additions or alterations to the building.

Archaeological: This is useful because one can find physical remains of buildings or parts of the physical remains, if they exist, and their former locations, if they are gone. Also, one finds articles or remains of articles related to the building's occupants and their activities over a period of time. Specifically, things like locations of outbuildings, additions and changes to building, lost architectural detail like hardware, household equipment, and landscape features are found and add another piece to the whole puzzle. Ideally, historical archaeology should be part of the restoration program. As a practical matter, its use is generally limited to museum quality restorations.

Architectural: This study is a careful examination and recording by photographs and measured drawings of the building as it currently exists. A measured drawing must show not only the structure of the building but all evidence of change, as well as every unaccounted oddity in construction. Drawings must show marks of vanished partitions on walls or ceilings, floor joists trimmed to accommodate vanished stairs or hearths, differences in the profiles of glazing bars that show that windows may have been resashed, the differing profiles of trim and door panels and plaster cornices, and projecting gas pipes showing periodic modernization. Drawings should also note cuts in baseboards and patches in walls, lines of nail holes and nailing blocks no longer in use, and changes in brick sizes, for which there appears no obvious reason.

Having assimilated all that is known about the property from documentary and historical references, studied findings of the archaeological investigation, made measured drawings and having made an examination of every accessible part of the structure, taken photographs, determined the tentative date for restoration and established the basic use program, it is now time to probe into the fabric of the structure itself. This is necessary to determine accurately the form, character, and sequence of the various alterations, additions, and changes to the building. The probing should be done with care. All parts removed should be documented before removal. Each of these can usually be dated if the architect has a thorough knowledge of the building technology that produced them. Thus, they provide valuable clues. Examples of these are floorboards (width, how sawn, nails used to secure them, type of wood), wallpaper (layers, design, width, type of ink and paper), nails (shape, how they are made), paints (colors, pigments used, where what colors are used), structure, covered detail and elements, etc.

Design

At this point the research has been completed and it is possible with a reasonable degree of accuracy to know what the building looked like at various periods and how it was used. It is now time for the architect to begin the design and to put it on paper. This is called the Design Development Stage. The scope of the work will be determined by whether the building is being restored, reconstructed, rehabilitated or simply preserved.

In any case, there are certain criteria which will be met by a good design. These criteria are established by analyzing the elements which compose a facade of a building. They are:

1. Proportion of openings within the facade - the relationship of width to height of windows and doors.
2. Rhythm of solids to voids in facade - Rhythm being an ordered recurrent alternation of strong and weak elements.
3. Relationship of materials - the predominant materials (brick, stone, or wood) should be used.
4. Relationship of texture - new materials should approximate old whether they be rough (brick with tooled joints) or horizontal wood siding, etc.
5. Relationship of color - new material color should blend with old.
6. Relationship of architectural details - damaged details should be repaired, missing details reconstructed or approximated with new work.
7. Scale - new elements added to the exterior of a building should be of a compatible size.
8. Directional expression of the facade - The placement of new openings and architectural detail should not compete with the buildings existing predominance of vertical or horizontal elements.

In addition to these, there are other criteria which must be considered when new buildings are designed for historic areas. They are:

1. Height - new buildings should be constructed to a height within ten percent of the average height of existing adjacent buildings.
2. Proportion of buildings' front facades - the relationship of the width and height of the front elevation of the adjacent buildings as should be a guide for a new building's proportion.
3. Rhythm of entrance - the relationships of entrances to the sidewalks should be repeated by the new building.
4. Rhythm of entrance - the relationships of entrances to the sidewalks should be repeated by the new building.
5. Relationship of roof shape - the new building should use a roof shape that is typical of others in the block.
6. Walls of continuity - new buildings should be built to continue cohesive walls of enclosure along the street.
7. Relationship of landscaping - the mass and continuity of existing landscaping should be maintained.
8. Ground cover - pavings and sidewalks should be of materials common in the area.

Having studied these criteria, the architect then proceeds with the design. He must provide for the space requirements of the new use and mechanical equipment while conserving the historic integrity of the buildings.

Once the design is complete and meets the client's approval, the architect may then prepare a preliminary cost estimate. Such estimates are difficult to make accurately. There are always unforeseen problems that arise during construction whose solutions may add to construction costs. Thus, it is a wise idea to add an additional 25% to the estimated cost. This amount should be put into a contingency fund from which it may be drawn upon as needed.

Once the estimated costs are approved, based upon the design proposal or a modification of it due to budget considerations, the contract drawings are prepared. These drawings tell the contractor how to make the design concept a reality. These drawings tell how existing work is to be treated, i.e., what alterations or repairs must be made to existing building elements and how they are to be made. They tell what new architectural work is necessary to complete the design and how it is to be done. Also, provisions for new mechanical equipment are included. A set of specifications are also compiled and state exactly what is demanded in the quality of labor, materials, and finishes.

When plans and specifications are completed, a contractor or builder must be selected. This is important because his abilities and sensitivity to the building will determine how well the plans are executed. It is therefore preferable to select someone who has had prior restoration experience.

Generally, lump sum contracts are not made on restorations due to the before-mentioned problems that are always encountered. Instead, the contractor is paid on the basis of time and material required to do the work. If it is necessary to award a contract on the basis of competitive bidding, there should be agreements for modifications on the basis of unit costs which may be necessary or desirable during the construction.

During the construction itself the architect with the contractor must continue on-site research. New clues and information about the buildings will be revealed every day. Many of these revelations will result in the alterations which will create higher costs. In all cases new information should be added to the measured drawings which were done in the early research stage.

This, in short, is the process that should be followed. If for budget reasons it is not possible to do all the construction at once, the architect can develop a series of construction stages in order of their priority. In all instances it is best to follow a developed plan so that efforts are coordinated and contribute to the whole process.

For more information see Orin M. Bullock, Jr., FAIA, The Restoration Manual, (Norwalk, Connecticut, Silvermine Publishers, Incorporated, 1966) and George Stephen, Remodeling Old Houses, (New York: Alfred A. Knopf, 1972.)

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*Available from the National Trust Preservation Bookstore.

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Appendix C

SOURCES OF TECHNICAL AND FINANCIAL ASSISTANCE

Federal

Department of Agriculture
Farmers Home Administration
Washington D.C. 20250

Business and industrial loans which may be used for acquisition and development including existing facilities.

Department of Commerce
Economic Development Administration
Office of Business Development
Washington, D.C. 20402

Business development loans on a long-term, low-interest basis to establish new business or expand existing firms.

Department of Housing and Urban
Development
Assistant Secretary for Community
Planning and Development
Washington, D.C. 20410

Comprehensive planning and management grants, also known as "701" grants for a broad range of planning activities including historic preservation.

Department of the Interior
Bureau of Outdoor Recreation
Washington, D.C. 2024

Land and Water Conservation Fund grants possible available through the state for acquisition of outdoor recreational facilities. Possibly applicable to a waterfront development program.

Department of the Interior
National Register of Historic Places
Washington, D.C. 20240

Matching grants for the acquisition and development of properties or qualified properties within districts places on the National Register of Historic Places available through the state.

Small Business Administration
Washington, D.C. 20416

Business loans and economic opportunity loans guaranteed up to 90 percent by the SBA or with SBA lending participation.

Small Business Administration
Economic Development Division
Washington, D.C. 20416

Loans to local development companies, profit-making or non-profit for small business facilities.

Private

National Trust for Historic Preservation
740 Jackson Place, N.W.
Washington, D.C. 20006

Grants to assist in the provision of consultants able to advise on a particular aspect of a preservation program.

Loans through the National Historic Preservation Fund to seed development of local historic preservation revolving funds.

Maintains collections relating to philanthropic institutions. Helpful in locating foundations with a history of interest in preservation and related activities.

Foundation Center Library
San Francisco Public Library
Business Branch
530 Kearny Street
San Francisco, California 94108

References for further information:

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Foundation Directory, The Foundation Center Library, 888 Seventh Avenue, New York, New York 10019. Available at most public libraries, as is the Foundation Grants Index.