



The Campbell Townhouses, 1705 - 1719 NW Irving Street



Couch Family Investment Houses and
Campbell Townhouse
1700 Block of NW Irving Street



NWDA Appeal of LU 18-187493 HRM AD

1727 NW Hoyt (Buck-Prager)

City Council Hearing – November 29, 2018



Pictures on this page (of surrounding historic properties)
are taken from City design review criteria documents.

**Affordable Housing and
Historic Preservation are
not mutually exclusive**

**City Council is responsible for supporting
Affordable Housing and protecting
Historic Resources**

**We believe you can balance these goals
and doing so will ensure the integrity,
livability, and continued special character
of Portland**

**The decision is not about
affordable housing but
incompatible design**

Overview

We request that you deny the proposal.

- **Immediate Neighborhood a unique slice of Portland**
- **Approval criteria are not met**
 - *Historic Alphabet District Guidelines #2 and #3 and Community Design Guidelines P1, P2, D6 and D7*
- **Procedural errors were made**
 - *Five errors identified*
- **Condition requested**
 - *Limit development on this site to affordable housing for persons at 60% of median family income (MFI).*

This is our neighborhood

The six blocks surrounding the site:

- The first housing for investment/rental homes in Portland
- Unique townhome architecture and complete block fronts of historical homes
- Earliest Scandinavian Churches on the west coast
- Catalyst for the Renovation of Northwest in 70's
 - with Bing Sheldon, William Jameson, Rick Michaelson and the City coming together to preserve the historic homes

Review of the Historic Homes in the area of NW 17 to NW 19 and from Glisan to Johnson.
A unique example of investment homes for rental and early scandanavian churches.



First Immanuel Lutheran Church (10)



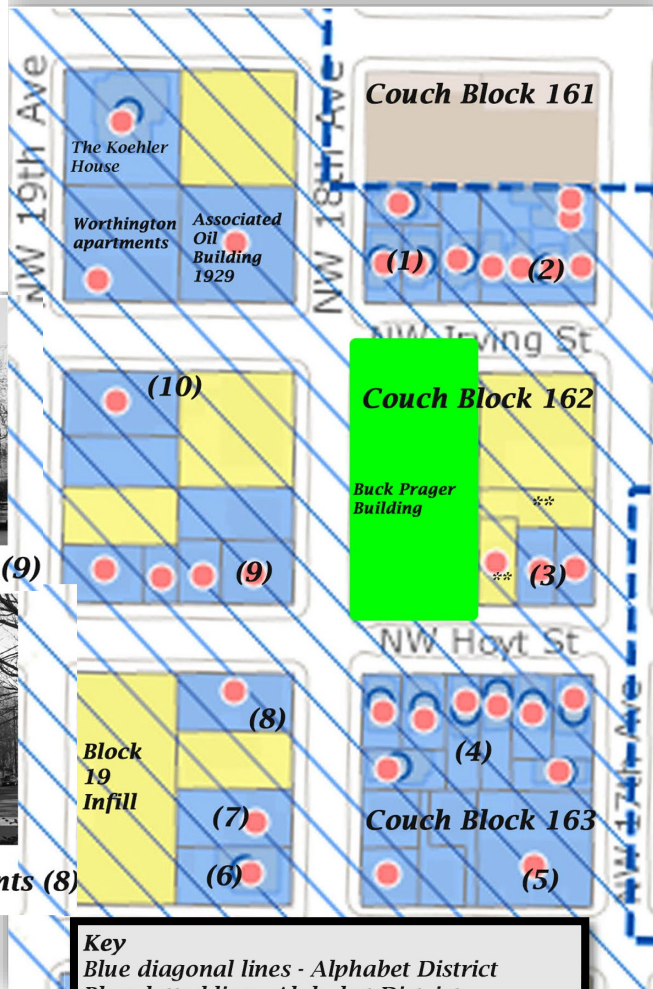
Danish Methodist Church (9)



William Walker Apartments (8)



Landenberger Home (6)
George Cummings Home (7)



Key
 Blue diagonal lines - Alphabet District
 Blue dotted line - Alphabet District boundary
 Blue land lots - historic or contributing (red dots = individual historic or contributing buildings)
 Yellow land lots - non contributing structure
 Green highlight - focus of DAR/development



Couch Family Investment Homes (1)



Campbell Townhomes (2)



Morrison Investment Homes (3)



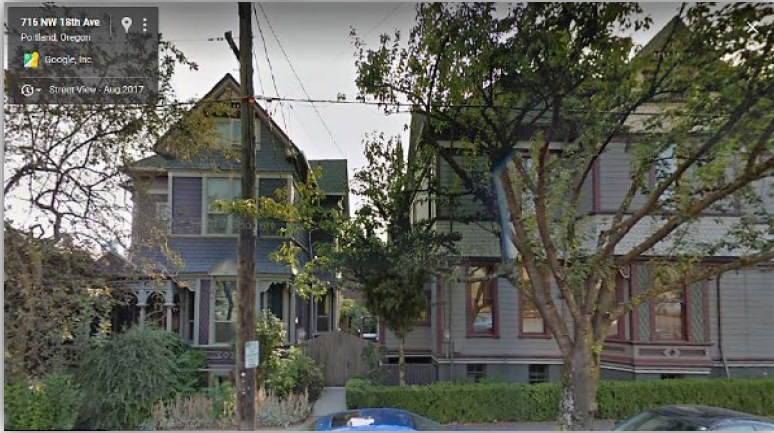
Trenkmann Houses (4)



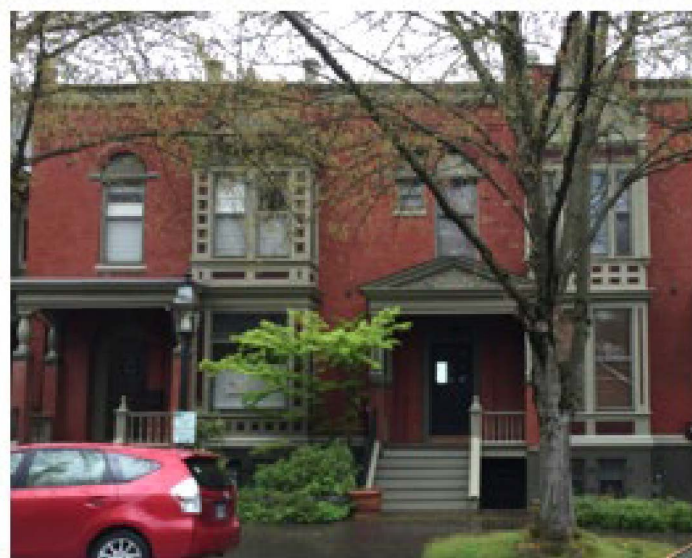
Earl Apartments (5)

This is our Neighborhood: NW Irving

Along NW Irving Street:



Above left: 2 houses along NW 18th in West elevation. Above right: Looking east on NW Irving; Couch homes to left.



Above: Couch Investment Homes on west half of north side of NW Irving between 17th and 18th. Above: Campbell Town Homes on east half of north side of NW Irving between 17th and 18th.

This is our Neighborhood: From NW 18th and Irving

Along NW 18th Avenue:



Above: Existing, occupied apartments and Buck-Prager on left; church building and residential properties on right.

This is our Neighborhood: From NW Hoyt and 18th



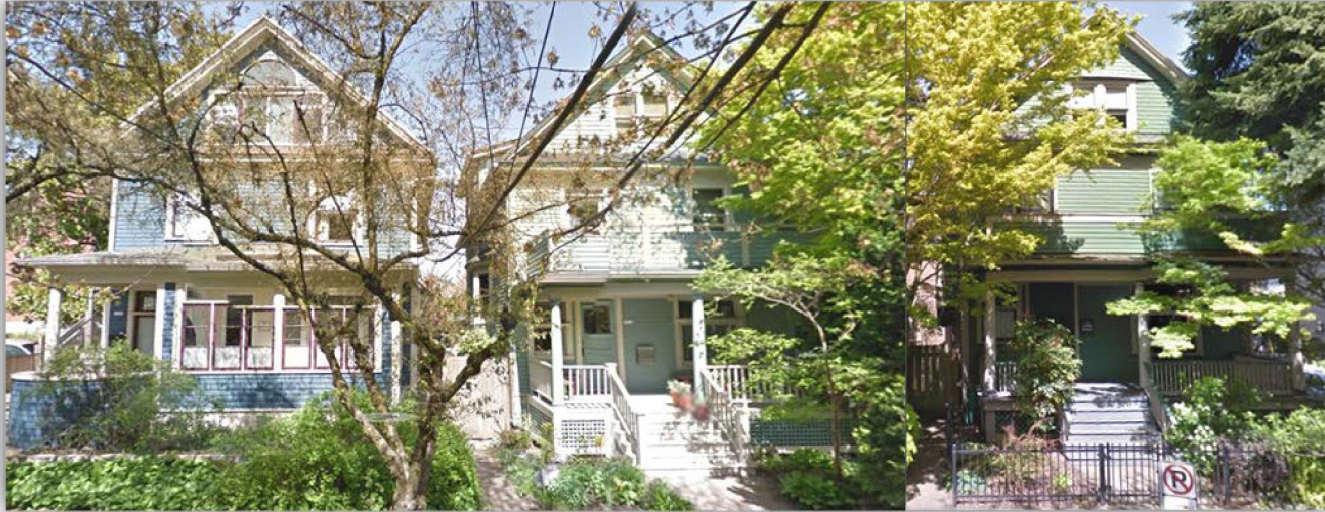
Above: Across 18th Ave looking west on Hoyt St (church converted to residential units across from site; William Walker Apts at left)



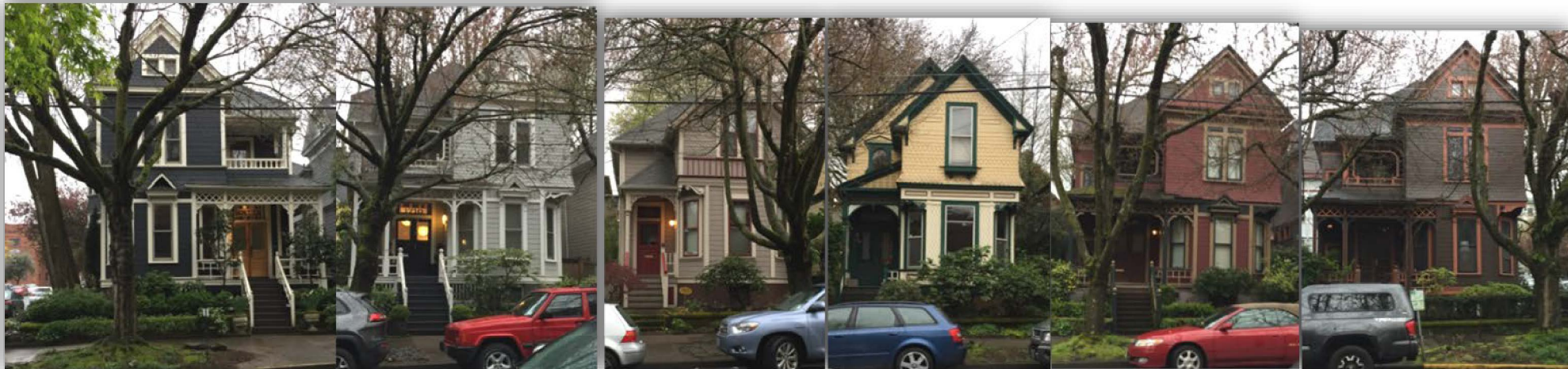
Above: Looking East along NW Hoyt from NW 18th (Trenkmanns on right; Morrisons on left)

This is our Neighborhood: NW Hoyt

Along NW Hoyt Street:



Above: Adjacent three houses on north side of NW Hoyt between 17th and 18th (Morrison Investment Homes)



Above: Six Trenkmann houses on south side of NW Hoyt between 17th and 18th (Trenkmann Homes)

This is our neighborhood: A unique slice of Portland history

- Predominantly small homes averaging 2.5 stories on fine grained lot pattern
- Largest concentration of Individually Listed Historic Properties in Portland
- This proposal would place overly large buildings on the site, driving a wedge into the center of the neighborhood and breaking up the continuity and cohesiveness

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Approval Criteria:

Historic Alphabet District Guideline #2:

Differentiate new from old. New additions, exterior alterations, or related new construction will retain historic materials that characterize a property to the extent practicable . . . The design of new construction will be compatible with the historic qualities of the district as identified in the Historic Context Statement.

Approval Criteria not met

4-story South Addition and 6-story North Building do not complement scale or characterize the Buck-Prager and adjacent historic structures (all small structures described in historic context statement)

Incompatible feature examples:

- Both new structures are large, blocky buildings amid small detached, highly articulated houses.
- Set-backs: 13 inches on Hoyt; 42 inches on Irving
- South Addition's faux Juliet balconies



Approval Criteria not met (Continued):

13 adjacent structures are individually listed on National Register and highlighted on pages 15-21 of **NW Historic Context Statement**; decision makes no mention of this important and most relevant context.

“In 1884, the Couch family developed rowhouses on the block between I, J, 17th, and 18th Streets. These narrow frame houses [were] built in the Queen Anne style . . .In 1890, Herman Trenkmann, a contractor, constructed eight identical frame houses in the Queen Anne/Eastlake style at NW 17th and Hoyt. . . .In 1893, David Campbell built six brick rowhouses on the same block as the Couch family . . .properties.” [page 15] All of these surrounding properties were among the first houses built as rentals (also called "investment properties"), beginning a new trend. They were followed by construction of the fourplex on the southwest corner of NW 18th and Hoyt and the rowhouses on NW Glisan and 16th.

“One of the first Scandinavian institutions to relocate [to Northwest] was the Immanuel Swedish Evangelical Lutheran Church. In 1906 it moved . . .to its present-day location at the corner of 19th and Irving Streets. The First Norwegian-Danish Methodist Episcopal Church followed . . . in 1910, it moved to its current site at 607-611 NW 18th Avenue. “ [page 21]

Approval Criteria

Historic Alphabet District Guideline #3: Hierarchy of Compatibility.

Exterior alterations and additions will be designed to be compatible primarily with the original resource, secondarily with adjacent properties, and finally, if located within a historic or conservation district, with the rest of the District. Where practical, compatibility will be pursued on all three levels. New development will seek to incorporate design themes characteristic of similar buildings in the Historic District.

This guideline mandates a clear hierarchy:

1. primary compatibility with the original resource,
2. secondary compatibility with adjacent properties,
3. finally ... compatibility with the rest of the district.

Approval Criteria not met

The findings erred in considering the North Building New Development:

Using Zoning Code definitions, the North Building is an exterior alteration to a site that is already developed, and therefore must meet the hierarchy

Findings for the North Building:

- Ignore scale and proportion compatibility with the original resource, and
- Ignore compatibility with adjacent properties.

This guideline may be accomplished in the Historic Alphabet District by:

A. Connecting a new building to existing structures in a historically sensitive fashion. Roof styles, pitches, and other architectural details from the adjacent historic building are incorporated in the design of the new building. The Abbott Hall addition has maintained the building proportions and roof shapes of the MacKenzie House. The addition has also incorporated an arched portal entry that matches the style of some MacKenzie House windows.



Abbott Hall and MacKenzie House,
NW 20th Avenue and NW Hoyt Street

Approval Criteria not met

The South Addition is not designed in a historically sensitive fashion.

- incompatible scale/proportion
- addition not set back/subordinate
- different fenestration (windows) – major design feature.
- not ‘fine-grained’ development



The North Building

- Is not based on buildings **primarily similar** to the historic resource on the site
- Is not based on **secondarily similar** to adjacent historic buildings
- But is based on some of the most **dissimilar buildings** in the district, set in **dissimilar contexts** and not visible from the project site.



Approval Criteria

Community Design Guideline P1 – Plan Area Character

Enhance the sense of place and identity by incorporating site and building design features that respond to the area's desired characteristics and traditions.

Approval Criteria not met

The site is located within the Northwest Plan District; in the 'Eastern Edge' urban character area. The decision does not demonstrate compliance with the area's desired characteristics and traditions:

This particular area of the Northwest District's Eastern Edge is distinguished by the unique cluster of houses built as rentals that are described as “middle-class Victorian houses, primarily in the Italianate and Queen Anne styles”, “Portland's only nineteenth-century brick rowhouses”, and “occasional small wood-frame apartment buildings” (See discussion of architecture on page C-20 of the Northwest District Plan). “New development . . . [in] the Eastern Edge . . . [should] continue its established pattern of partial block massing...” (page C-21). “New buildings and additions that are taller than the two- to four-story building height that is predominant in the district should have upper stories stepped-back in order to contribute to a more consistent streetscape and to maintain neighborhood scale.” (page C-15 of the NW District Plan).

The lots in this area are small, with most residential lots less than 3,000 square feet in area. Even multidwelling buildings and rowhouses (such as the Campbell Townhouses and the fourplex at NW 18th and Hoyt) are typically designed to appear as individual residences on small lots.

Project site is in the ‘Eastern Edge’ of the Northwest Plan District – it is included in example areal photo illustrating ‘fine grain, partial lot development’ (page C-20). Development with maximum lot coverage is inconsistent with the desired characteristics and traditions and a setting distinguished by a unique cluster of “middle class Victorian houses...” and “occasional small wood-frame apartment buildings”.

Urban Pattern

The Eastern Edge shares the pattern of fine-grain, partial block development that is characteristic of much of the Northwest District. Detached and attached houses are located on narrow lots with shallow, landscaped setbacks. Apartment buildings occupy no more than 100 feet of street frontage, with most front facades divided into building volumes no wider than 50 feet. Industrial structures, too, are of relatively small scale, partially due to this area’s pattern of 200-foot by 200-foot blocks (an extension of downtown Portland’s historic block structure). Industrial structures here are frequently only a quarter-block in size, with half-block buildings more common in northern portions of the area.

Most industrial buildings contribute to an urban streetscape, with buildings close to sidewalks, although this pattern is interrupted more frequently in northern portions of the area, where vehicle parking sometimes occupies setback areas. A dominant element of the built environment in the Eastern Edge is the presence of the I-405 freeway along its eastern boundary. South of NW Johnson Street, the freeway is located within a large, below-grade cut. North of this street, the freeway is raised above grade, looming as much as 95 feet above street level.



- Eastern Edge urban design is “fine grain, partial lot development”
- Adjacent and nearby contributing sites are being restored
- Streetscape and pedestrian experience would suffer
- At least 2 published historic walking tours feature this area

Approval Criteria:

Community Design Guidelines P2 – Historic and Conservation Districts.

Enhance the identity of historic and conservation districts by incorporating site and building design features that reinforce the area's historic significance. Near historic and conservation districts, use such features to reinforce and complement the historic areas.

Approval Criteria not met

“New development in these areas should protect the integrity of individual historic resources and reinforce the historic character that defines the district.” (P2 background statement)

- The Buck-Prager’s integrity is not protected when it is sandwiched between two significantly larger structures;*
- The character of the historic district is not reinforced when these incompatible new structures are placed in the middle of a nearly intact cluster of late 19th century middle class investment homes.*

City Council's Jan 2015 findings for this same site (LU 14-210073 DM)

- Describe immediate context – “13 Landmarks within a one block radius of the proposed development” (see pages 26-27)
- Note that the then proposed 4-6 story building “is not integrated with the existing urban fabric as it is not set back from the street, it does not feature intricate architectural detailing, and most significantly, it is much taller and more massive than the modest Landmark residential structures in the immediate vicinity.” (page 27)
- With respect to the immediate context, City Council notes, “While the existing historic building is an appropriate scale for the adjacent properties, the proposed replacement building is severely out of scale and character, and would detract from the historic character of nearby Landmarks.” (page 30)

The Historic Landmarks Commission decision does not reference these very relevant City Council findings.

Approval Criteria:

Community Design Guideline

D6 – Architectural Integrity

Respect the original character of buildings when making modifications that affect the exterior. Make additions compatible in scale, color, details, material proportion, and character with the existing building

Approval Criteria not met

“Modifications should have the least impact on the character-defining features that are visible from the street.” (D6 background statement)

- The Buck-Prager’s character-defining quoins (brick design) at both front building corners are totally obscured.
- The new structures overpower the Buck-Prager and the many adjacent historic structures.



Approval Criteria not met

- The South Addition is incompatible...
 - In scale and proportion: it's taller and almost twice as large as the petite Buck Prager
 - In character: blocky, no cornice, no soldier course windows
 - In details: for example, windows; quoins at building corner
- A compatible addition would
 - be smaller,
 - be set back, and
 - modestly mimic the historic building's design features.



Approval Criteria

Community Design Guideline D7

Blending into the Neighborhood

Reduce the impact of new development on established neighborhoods by incorporating elements of nearby, quality buildings such as building details, massing, proportions and materials.

Approval Criteria not met

- Large scale and lack of compatible set-backs of new development on side streets does not reduce the impact on the neighborhood.
- The guideline calls for incorporating elements of *nearby* buildings. Intro specifies site details common in neighborhood and related to surrounding buildings in terms of scale, color, window proportions and façade articulation:
 - Scale is larger and taller
 - Windows are faux Juliet balcony style rather than brick soldier course and dissimilar to design of nearby buildings
 - Façade has no compatible cornice, windows.

Approval Criteria not met

Examples for D7 demonstrate how the guideline is not met by proposed design:

Example A suggests incorporating elements and details found in nearby structures, showing how a new housing incorporates a nod to a visible nearby tower.

The design elements in the North Building are based on buildings many blocks away, in different settings and not visible from the project site.

Example B illustrates how large wall areas can be divided into distinct smaller planes that are more in keeping with scale of surrounding development.

The South Addition does not divide its wall planes along Hoyt to be compatible with Landmark structures; articulation of the North Building is minimal, providing texture but not mitigating the scale of the building or complementing adjacent architecture of Landmark buildings.

Example E notes that infill development should complement the scale and proportions of surrounding buildings.

The proposed scale is not close to complementary; the proportions bear no relationship to surrounding buildings, increasing incompatible impact.

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Procedural Errors

1. Application declared complete when it was not complete
2. Inappropriate application of City's Hierarchy of Regulations
3. Incomplete history of site.
4. Public comments addressing approval criteria were not evaluated or considered.
5. Harassment of Historic Landmarks Commissioner adversely affected the proceedings.

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PROPOSED CONDITION:

Development on this site is limited to affordable housing for households up to 60 percent of MFI.

Conclusion

Because:

- Immediate Neighborhood a unique slice of Portland
- Approval criteria are not met
- Procedural errors were made

We request that you deny the proposal.