



City of Portland, Oregon
Bureau of Development Services
Inspection Services - Land Use Services
FROM CONCEPT TO CONSTRUCTION

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STAFF REPORT AND RECOMMENDATION TO THE DESIGN COMMISSION

CASE FILE: LU 15-192955 DZM
Leland James Center Renovation
(PC # 15-116952)
REVIEW BY: Design Commission
WHEN: October 15, 2015 @ 1:30pm
WHERE: 1900 SW Fourth Ave., Room 2500A
Portland, OR 97201

It is important to submit all evidence to the Design Commission. City Council will not accept additional evidence if there is an appeal of this proposal.

Bureau of Development Services Staff: Hillary Adam 503-823-3581 /
Hillary.Adam@portlandoregon.gov

GENERAL INFORMATION

Applicant: Kurt Schultz, Architect 503-445-7372
SERA Design
338 NW 5th Avenue
Portland, OR 97209

Thomas DiChiara, Developer 503-444-9017
1015 NW 11th Ave Suite 242
Portland, OR 97209

Con-Way Properties Inc, Owner
Po Box 4138
Portland, OR 97208-4138

Site Address: 1621 NW 21ST AVE

Legal Description: BLOCK 295 LOT 1-18 TL 2700, COUCHS ADD
Tax Account No.: R180231070
State ID No.: 1N1E28CD 02700
Quarter Section: 2827

Neighborhood: Northwest District, contact John Bradley at 503-313-7574.
Business District: Nob Hill, contact Mike Conklin at 503-226-6126.
District Coalition: Neighbors West/Northwest, contact Mark Sieber at 503-823-4212.

Plan District: Northwest

Zoning: EXd – Central Employment with Design overlay

Case Type: DZM – Design Review with Modifications
Procedure: Type III, with a public hearing before the Design Commission.
The decision of the Design Commission can be appealed to City Council.

Proposal:

The applicant proposes renovation of a 3-story building in the Con-way Master Plan area, including re-skinning the building with red brick, aluminum windows and doors, wood windows and doors, and addition of a rooftop penthouse to be clad with metal panel and wood. A new trash area will be introduced at the NW 22nd Avenue frontage and the basement will be converted to below-grade parking with access from NW Savier.

Modifications are requested for the following:

1. (33.266.220.A.2.b.3) – Provide short-term bike parking more than 50 feet from the main entrances;
2. (33.266.220.C.3.b) – Reduce the width of long-term bicycle parking spaces from 24" to 18";
3. (33.266.130.F.2) – Reduce the width of vehicle parking spaces from 8'-6" to 7'-10" and reduce the width of the drive aisle at the entrance/exit ramp from 20'-0" to 19'-6"; and
4. (Con-way 8.D) – Reduce the height of ground floor active use space from 16' to 13'-6".

Note: The Notice of Proposal indicated that a loading space was proposed on NW 22nd Avenue; however this was an error. No loading is proposed and no loading is required.

Design Review is required because the proposal is for non-exempt exterior alterations in a design overlay zone.

Approval Criteria:

In order to be approved, this proposal must comply with the approval criteria of Title 33, Portland Zoning Code. The applicable approval criteria are:

- Community Design Guidelines
- Section 5 of the Con-way Master Plan
- 33.825.040 Modifications That Will Better Meet Design Review Requirements

ANALYSIS

Site and Vicinity: This 39,598sf site is part of the larger Con-way Master Plan area. Con-way Inc. traces its history to Leland James, who, in 1929, founded a small regional trucking company in Portland, named Consolidated Truck Lines. The company enjoyed great success through expansion and acquisition, and was later renamed Consolidated Freightways (CF). Today, Con-way delivers industry-leading services through its primary operating companies of Con-way Freight, Con-way Truckload, and Menlo Worldwide Logistics. These operating units provide industry-leading regional, inter-regional and national less-than-truckload (LTL); logistics, warehousing and supply chain management services; as well as full truckload freight transportation to the best companies across North America and around the globe. Con-way and its subsidiaries operate from more than 500 locations across North America and in 20 countries across five continents. Although Con-way's headquarters are now located in Ann Arbor, Michigan, they still control 25 acres in Northwest Portland, and will continue to maintain a presence in two large office buildings they currently occupy.

Con-way's property is located within the boundaries of the Northwest Plan District. The aggregate site area contained within the proposed Master Plan limits, excluding current right-of-ways, is 762,168 sq. feet, or 17.49 acres. Present uses of the Con-way property include office, industrial, warehousing and surface parking. The property originally accommodated a trucking depot and truck maintenance facilities; it evolved over time to include headquarters office facilities that supported the trucking operations. Trucking operations have moved to off-site locales. Today, Con-way owns and occupies office buildings on Blocks 293 and 294. Block 295W, the subject of this land use review, was previously used by Con-way as an office building. Block 296W was recently renovated for use as a grocery store and other small commercial uses and Block 296E is currently under construction and nearing completion for a 6-story mixed use building. Con-way also owns a vacant truck maintenance building on Block 290, and a small, leased industrial building on Block 16. The balance of Con-way's site area includes paved lots which are used as parking.

Northwest Portland is recognized as the City's most intensely developed urban neighborhood – a place of diverse housing options, substantial employment, and regionally recognized destination retail. It is a close-in neighborhood with a mix of land uses located side-by-side in a compact geographic area. As noted in Appendix D of the approved Master Plan, as of 2009 population of Northwest Portland was estimated at close to 9,400 residents. And, while the district is known for a large supply of high value vintage older homes, nearly 90% of residential units district-wide (including apartments) are renter-occupied.

The northernmost boundary of the Master Plan area is I-405, the southernmost boundary is NW Pettygrove Street, the westernmost boundary is NW 22nd Avenue and the easternmost boundary is almost to NW 20th Avenue. NW 21st (included within the Master Plan area boundary) and NW 23rd Avenues are the major north-south commercial corridors of the Northwest Plan District. They can be characterized as successful, vibrant retail streets offering amenities like small retailers, boutique shops and a wide-range of restaurants to residents, office workers, and visitors including tourists. The Master Plan area is unlike the rest of the district in that it includes a vast area of surface parking lots and a few large office buildings.

Block 295, in particular, includes an existing 3-story steel-framed office building clad with concrete aggregate panels with recessed mirrored storefront windows on the ground floor and narrow mirrored windows on the upper floors. The main entrance faces the parking lot to the east. It sits at the western edge of a 200' x 460' blocks, the east half of which is currently proposed for redevelopment along with the adjacent pedestrian accessway.

Zoning: The Central Employment (EX) zone allows mixed uses and is intended for areas in the center of the City that have predominantly industrial-type development. The intent of the zone is to allow industrial and commercial uses which need a central location. Residential uses are allowed, but are not intended to predominate or set development standards for other uses in the area.

The "d" overlay promotes the conservation and enhancement of areas of the City with special historic, architectural or cultural value. New development and exterior modifications to existing development are subject to design review. This is achieved through the creation of design districts and applying the Design Overlay Zone as part of community planning projects, development of design guidelines for each district, and by requiring design review. In addition, design review ensures that certain types of infill development will be compatible with the neighborhood and enhance the area.

The Northwest Plan District implements the Northwest District Plan, providing for an urban level of mixed-use development including commercial, office, housing, and employment. Objectives of the plan district include strengthening the area's role as a commercial and residential center. The regulations of this chapter: promote housing and mixed-use development; address the area's parking scarcity while discouraging auto-oriented developments; enhance the pedestrian experience; encourage a mixed-use environment, with transit supportive levels of development and a concentration of commercial uses, along main streets and the streetcar alignment; and minimize conflicts between the mixed-uses of the plan district and the industrial uses of the adjacent Guild's Lake Industrial Sanctuary.

Land Use History: City records indicate that relevant prior land use reviews include the following:

- EA 11-160116 PC – Pre-Application Conference for a Northwest Master plan for the Con-way site;
- EA 11-188950 DA – Design Advice for Con-way Master Plan;
- LU 12-135162 MS – Design Review approval of the Con-way Master Plan;
- EA 14-247472 PC – Pre-Application Conference for two-block development to the east and northeast, including the adjacent pedestrian accessway;
- EA 15-116952 PC – Pre-Application Conference for the proposed renovation of the Leland James Center;
- LU 15-142459 MS – Design Review approval for a Master plan amendment to remove the vehicle access restriction on NW Thurman Street; and
- LU 15-195830 DZM – Concurrent review for a separate two-block development to the east and northeast, including the adjacent pedestrian accessway.

Agency Review: A “Notice of proposal in Your Neighborhood” was mailed **September 25, 2015**.

The following Bureaus have responded with no issue or concerns:

- Bureau of Transportation Engineering
- Bureau of Environmental Services
- Water Bureau
- Fire Bureau
- Site Development Section of BDS
- Life safety Division of BDS
- Bureau of Parks-Forestry Division

Neighborhood Review: A Notice of Proposal in Your Neighborhood was mailed on **September 25, 2015**.

No written responses have been received from either the Neighborhood Association or notified property owners in response to the proposal.

ZONING CODE APPROVAL CRITERIA

(1) DESIGN REVIEW (33.825)

Chapter 33.825 Design Review

Section 33.825.010 Purpose of Design Review

Design review ensures that development conserves and enhances the recognized special design values of a site or area. Design review is used to ensure the conservation, enhancement, and continued vitality of the identified scenic, architectural, and cultural values of each design district or area. Design review ensures that certain types of infill development will be compatible with the neighborhood and enhance the area. Design

review is also used in certain cases to review public and private projects to ensure that they are of a high design quality.

Section 33.825.055 Design Review Approval Criteria

A design review application will be approved if the review body finds the applicant to have shown that the proposal complies with the design guidelines for the area.

Findings: The site is designated with design overlay zoning (d), therefore the proposal requires Design Review approval. Because of the site's location, the applicable design guidelines are the Community Design Guidelines and Section 5 of the Con-way Master Plan.

Community Design Guidelines

The Community Design Guidelines consist of a set of guidelines for design and historic design cases in community planning areas outside of the Central City. These guidelines address the unique and special characteristics of the community plan area and the historic and conservation districts. The Community Design Guidelines focus on three general categories: **(P) Portland Personality**, which establishes Portland's urban design framework; **(E) Pedestrian Emphasis**, which states that Portland is a city for people as well as cars and other movement systems; and **(D) Project Design**, which assures that each development is sensitive to both Portland's urban design framework and the users of the city.

Staff has considered all guidelines and has addressed only those guidelines considered applicable to this project.

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.

Findings: The site is located within the Transition Area of the Northwest Master Plan Area. The Community Design Guidelines note that this area features buildings of a larger scale than other portions of Northwest characterized by partial block development. The existing building is 200' x 195' and is proposed to be re-clad with a new skin. As such, the current structure will be retained; however, the building's massing will be minimized through the introduction of framed expanses of glazing. While primarily an office building, new retail spaces will be introduced along the southern half, with access provided from NW Raleigh and the new pedestrian dock on the east. The adjacent pedestrian accessway will be improved by the concurrent development to the east and northeast and will provide additional access to the pedestrian dock. Currently the primary entrance to the existing building is located on the east, facing the surface parking lot. A new primary entrance will be introduced at the center point of the south façade and a new retail entrance will be introduced at the southwest corner, both connecting to NW Raleigh. Staff notes that currently the floor plate of the building is elevated above the sidewalk level, but will be manipulated at these points in order to provide direct access to the sidewalk. The existing primary entrance will be relocated further south on the east façade and additional secondary entries will be introduced on this façade. While these entries are internal to the site, the purpose of the pedestrian accessways is to encourage integration between the existing neighborhood and the new neighborhood through pedestrian routes. Staff notes that currently, the ground level windows are recessed into the building, resulting in a lack of connection between the interior and the pedestrian realm and noted as a desired characteristic of the Transition Area. The renovation proposes to install new expansive storefront systems at the face of the building

which will provide a greater sense of connection between the retail and office spaces and the street. *This guideline is met.*

E1. The Pedestrian Network. Create an efficient, pleasant, and safe network of sidewalks and paths for pedestrians that link destination points and nearby residential areas while visually and physically buffering pedestrians from vehicle areas.

Findings: Sidewalks will be improved, as required, as part of this development. As noted above, new connections will be introduced directly to the sidewalk on NW Raleigh as well as to the elevated pedestrian dock and accessway to the east. Because of the elevation of the ground floor plate, the proposed renovation includes a variety of pedestrian experiences, with the pedestrian dock providing barrier-free access to the east entrances. A new garage access is proposed on the north façade at NW Xavier, a private street. No pedestrian entrances are proposed along this frontage, therefore, the vehicle access is located at a point of reduced pedestrian traffic. *This guideline is met.*

E2. Stopping Places. New large-scale projects should provide comfortable places along pedestrian circulation routes where people may stop, visit, meet, and rest.

E3. The Sidewalk Level of Buildings. Create a sense of enclosure and visual interest to buildings along sidewalks and pedestrian areas by incorporating small scale building design features, creating effective gathering places, and differentiating street level facades.

E5. Light, Wind, and Rain. Enhance the comfort of pedestrians by locating and designing buildings and outdoor areas to control the adverse effects of sun, shadow, glare, reflection, wind, and rain.

Findings for E2, E3, and E5: Because the building is built to the street lot lines on three sides, seating areas are limited to the east side along the elevated pedestrian dock. However, the building is shown to have plentiful canopies concentrated on the south and east façades which will provide areas for pedestrians to stand and visit, while also being protected from negative weather elements including sun, glare, and rain. Currently, the ground floor windows of the building are recessed and mirrored, creating a dark and unfriendly environment. The new windows will be clear-glazed and pulled to the face of the building which will ensure added interest as views into the building will be more accessible from the sidewalk. *These guidelines are met.*

E4. Corners that Build Active Intersections. Create intersections that are active, unified, and have a clear identity through careful scaling detail and location of buildings, outdoor areas, and entrances.

Findings: The applicant proposes concentrating the activity at the southeast and southwest corners of the building. The north half of the ground level is proposed for office use while the south half is proposed for retail use and primary entrances. The floor plate at the southwest corner will be manipulated so that an accessible entrance can be introduced to meet the sidewalk. This entrance will generate activity at this corner, just as the retail corner and elevated pedestrian dock will activate the southeast corner of the building. The northern corners of the building are currently dedicated to office use, transitioning to the office block to the north, but the design is flexible enough that it could potentially be converted to retail in the future; however, staff notes that, with the floor plate to remain unchanged at this end of the building, no future access is anticipated. Staff notes that the wooden storefront systems are proposed to be operable which, when

open, will further activate the street and adjacent pedestrian dock. *This guideline is met.*

D1. Outdoor Areas. When sites are not fully built on, place buildings to create sizable, usable outdoor areas. Design these areas to be accessible, pleasant, and safe. Connect outdoor areas to the circulation system used by pedestrians;

D3. Landscape Features. Enhance site and building design through appropriate placement, scale, and variety of landscape features.

Findings for D1 and D3: Because the building is proposed for renovation, the building is already sited and the extent of the outdoor areas pre-defined as the area to the east not already built upon. As noted, the ground level floor plate is elevated; therefore, the pedestrian access and associated outdoor areas and landscaping are also elevated. The landscaped outdoor area is gently tiered with steps and ramps to break up the gathering spaces and the pathways crossing the eastern frontage. *These guidelines are met.*

D2. Main Entrances. Make the main entrances to houses and buildings prominent, interesting, pedestrian accessible, and transit-oriented.

Findings: As noted above, a new accessible primary entrance is proposed to be cut into the center point of the south façade and the primary entrance on the east is to be relocated further south, closer to Raleigh which is a more active street. New accessible secondary entrances are also proposed and protected with long wooden canopies, while the primary entrances will be marked with smaller steel and glass canopies and precast portals. *This guideline is met.*

D4. Parking Areas and Garages. Integrate parking in a manner that is attractive and complementary to the site and its surroundings. Locate parking in a manner that minimizes negative impacts on the community and its pedestrians. Design parking garage exteriors to visually respect and integrate with adjacent buildings and environment.

Findings: The proposed parking will be located within the existing basement in a newly-created below-grade garage. The garage access will be taken from NW Xavier Street, which is a private street and expected to have minimal local traffic. NW Xavier is also expected to be a quieter street with regard to pedestrian traffic, as New Seasons located to the south across NW Raleigh generates high pedestrian traffic volumes, NW 22nd Avenue is a busier north-south vehicle street in the neighborhood and the pedestrian accessway is located on the east; therefore pedestrian/vehicle conflicts will be minimized with the proposed location. *This guideline is met.*

D5. Crime Prevention. Use site design and building orientation to reduce the likelihood of crime through the design and placement of windows, entries, active ground level uses, and outdoor areas.

Findings: The proposed renovation will make significant improvements with regard to the development's potential to hinder crime in that there will be a significant increase in the amount of fenestration across the building. An abundant amount of lighting is also proposed to be integrated with the proposed canopies which will help deter criminal activity. Staff notes, however, that there is a lack of lighting at the north and northwest of the building – areas expected to have less pedestrian activity, which may warrant the introduction of additional lighting. As such, staff suggests a condition of approval to provide street lighting

on NW Raleigh, NW 22nd, and NW Savier, per the approved Con-way street furniture standards.

With the proposed condition of approval that additional street lighting be provided on NW Raleigh, NW 22nd, and NW Savier, per the approved Con-way street furniture standards, this guideline is met.

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.

Findings: The proposed alterations will completely change the character of the existing building, in that the skeletal structure of the building will be the only aspect of the original building to remain. The existing building is unfriendly with minimal fenestration, mirrored windows, and dated concrete aggregate panel cladding. The proposed cladding will honor the skeletal structure of the existing building, however, the materials will honor a more traditional architectural expression with brick masonry piers and large window openings, similar to a warehouse. Staff believes that these alterations, given the exterior quality of the building as it currently exists, are a significant improvement to the neighborhood. *This guideline is met.*

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.

Findings: The impact of the new development will be relatively minimal in that the building already exists. As such, the height, as perceived from the street, will remain essentially the same; however, a new penthouse and mechanical screen will be added, though they will be set back from the building edges. The proposed cladding will be brick with wood and aluminum storefront systems. Brick is a relatively common material found in all areas of Northwest Portland and has been the preferred material for new buildings proposed in the Con-way Master Plan area, therefore, the proposed cladding will easily integrate with existing and new buildings. Many historic buildings as well as newer buildings in the neighborhood feature wood storefront systems while aluminum system are also common. Wood canopies, similar to those proposed can be found directly to the south on the New Seasons building. *This guideline is met.*

D8. Interest, Quality, and Composition. All parts of a building should be interesting to view, of long lasting quality, and designed to form a cohesive composition.

Findings: The proposed brick cladding with clearly organized bays with maximum fenestration is a major improvement over the existing condition. The wood storefront systems will add interest and warmth at the pedestrian level and will signify the extent of the retail areas, while the aluminum systems are proposed at the office areas. The diversity in the canopies will add interest while being logical in their locations and the precast portals will further establish the hierarchy of the primary entrances. The proposed penthouse will be clad with minimum 20-gauge chevron metal panel with wood cladding at the main common area on the south.

The existing skybridge over the private street (Savier) is proposed to be opened up to the elements and will no longer provide a connection between the two buildings, but will instead serve as additional open space. Staff notes that the current

drawing shows a gap between the two ends as the intent is to not allow people from either building to cross into each other's spaces. Staff notes this creates an awkward image and the selected location for separation appears to be illogical with regard to the structure itself. As such, staff suggests that the separation be more equitable, and/or the gap be more obscured so that the separation is less obvious to the average viewer. Staff also notes that the current proposal could be exaggerated with additional plantings to add more interest to this relative oddity. Staff expects that the applicant will present a revised skybridge option at the October 15, 2015 hearing to address these concerns.

With resolution of the skybridge treatment so that the design is more cohesive, this guideline is met.

Con-way Master Plan Design Guidelines

Introduction

The existing Community Design Guidelines, along with these new seven (7) Con-way Master Plan design guidelines, are the applicable approval criteria for design review. Design guidelines are mandatory approval criteria that must be met as part of design review and historic design review. They inform developers and the community as to what issues will be addressed during the design review process. The guidelines state broader concepts than typical development standards in order to provide flexibility to designers, yet they are requirements.

Applicants are responsible for explaining, in their application, how their design meets each applicable guideline.

The design review process is flexible. It is intended to encourage designs that are innovative and appropriate for their locations. For this reason design guidelines are qualitative statements. Unlike objective design standards, there are typically many acceptable ways to meet each design guideline. Examples of how to address specific guidelines are included in this section for each design guideline. It is not the City's intent to prescribe any specific design solution through the design guidelines.

During the design review process, the review body must find that the proposal meets each of the applicable design guidelines. Proposals that meet all applicable guidelines will be approved; proposals that do not meet all of the applicable guidelines will not be approved.

If the review body approves the proposed design, they may add conditions to their approval to ensure the proposal's compliance with the guidelines. If the review body does not approve the proposed design, they would prefer that the applicants revise the design to address deficiencies rather than have the city impose a specific solution through conditions. They may find that such action is necessary to better achieve the goals for design review.

In some cases, a design guideline may be waived during the design review process. An applicable guideline may be waived as part of the design review process when the proposed design better meets the goals of design review than would a project that had complied with the guideline. If a waiver is requested, the applicants must explain, in their application, how the goals of design review are better met in the proposed design than would be possible if each guideline being considered for waiver was followed. Allowing the waiver of one or more guidelines during the design review process reflects the City's concern that the design guidelines not become a rigid set of requirements that stifle innovation.

Goals of design review:

1. Encourage urban design excellence;
2. Integrate urban design and preservation of our heritage into the development process;

3. Promote the development of diversity and areas of special character within the district;
4. Establish an urban design relationship between the district and the Northwest District as a whole;
5. Provide for a pleasant, rich and diverse experience for pedestrians;
6. Assist in creating a 18-hour district which is safe, humane and prosperous; and
7. Ensure that development proposals are at a human scale and that they relates to the scale and desired character of its setting and the Northwest District as a whole.

Guideline 1: Provide human scale to buildings and edges along sidewalks, squares and pedestrian accessways.

Findings: The proposed renovation will add human scale to the existing building by pulling the ground level windows to the building edge adjacent to the sidewalk and also by introducing canopies along retail frontages and at the entrances. *This guideline is met.*

Guideline 2: Develop urban edge variety adjacent to parks, pedestrian accessways and greenstreets. Program uses on the ground level of buildings adjacent to parks, accessways and greenstreets that activate and expand the public realm. Design the lower stories of buildings to include elements that activate uses and add variety and interest to the building facades.

Findings: Along the eastern edge of the building, adjacent to the pedestrian accessway, the applicant proposes an elevated pedestrian dock which will provide accessible entry into the building from this frontage. The dock will also provide variety to this urban edge, through the raised elevation as well as the variety of gathering spaces and paths up and down. Retail space is proposed at the southeast corner and the northeast office corner will have direct access to the dock, allowing for potential future conversion to more active retail use. Both aluminum and wood storefront systems are proposed which adds variety but applied in a logical way, based on interior use. *This guideline is met.*

Guideline 3: Develop weather protection. Develop integrated weather protection systems at the sidewalk level of buildings to mitigate the effects of rain, wind, glare, shadow, reflection, and sunlight on the pedestrian environment.

Findings: Abundant canopies are proposed on the southwest, south, and east sides of the building. Wood canopies are primarily associated with retail (or potential retail) frontages but are extended significantly past entry points, providing weather protection for patrons of the retail spaces and pedestrians. The primary entrances also feature steel and glass canopies, providing weather protection for users of the building. These canopies will help protect pedestrians from the negative effects of rain, glare, and sunlight.

However, staff notes that no canopies are proposed along the north or northwest façades, resulting in a significant proportion of the building with no weather protection. As such, staff suggests that, at a minimum, an additional corner canopy, equal in dimension to the southwest canopy be provided at the northwest corner in order to provide weather protection.

With the condition of approval that, at a minimum, an additional corner canopy, equal in dimension to the southwest canopy be provided at the northwest corner, this guideline is met.

Guideline 4: Develop buildings that are appropriately scaled to the neighborhood. Façades should be well articulated and offer diversity in volume and form along the street edge.

Findings: The building is existing and only a single-floor recessed penthouse and mechanical penthouse is proposed to be added to its overall mass, and will be minimally visible from the street. The façade will be articulated with a load-bearing masonry aesthetic with regular windows, as such the form of the building is rather regular and somewhat dictated by the existing structure. Variety will be provided with the different ground level storefronts and canopies, as well as the precast portals at the primary entrances. *This guideline is met.*

Guideline 5: Provide transitions between the public and private realms when residential structures abut streets, parks and pedestrian accessways.

Findings: The building is proposed for commercial use. *Therefore, this guideline is not applicable.*

Guideline 6: Integrate high-quality materials and design details.

Findings: As is noted elsewhere, the building will primarily be brick with aluminum and wood storefront systems. Other materials include precast concrete, minimum 20-gauge chevron metal panel, wood canopies, and steel and glass canopies. Windows are recessed 4" from the face of the brick spandrels and 10" from the face of the brick piers which establish the bays, resulting in a multi-layered façade. *This guideline is met.*

Guideline 7A: Provide private open spaces that are well integrated with adjacent development, act as gathering places designed to adapt to a variety of activities, are linked together and to other nearby open spaces, are accessible to the public and provide distinctive neighborhood identity.

Findings: The private open spaces proposed are located at the roof and at the skybridge. While partially located on private property, the pedestrian dock connects directly to the adjacent sidewalk and pedestrian accessway. The pedestrian dock and its various gathering areas will also provide space for seating or the adjacent retail areas as well as pedestrians. It is expected that a public access easement will be provided along the entire length of the pedestrian dock, as is indicated on sheet C24. *This guideline is met.*

Guideline 7D: Pedestrian Accessways – Provide a network of pedestrian accessways that, together with public greenstreets and building forecourts, form a special pedestrian circuit or network of connected open spaces in the neighborhood, in addition to adjacent development.

Findings: While development of the pedestrian accessway will be approved through a separate and concurrent land use review, this proposal shows how the elevated pedestrian dock will connect to the pedestrian accessway. While a property line is shown on the drawings, the intent is to blur this line so that the edges are more obscure and to allow more freedom in the design of this pedestrian dock. *This guideline is met.*

(2) MODIFICATION REQUESTS (33.825)**33.825.040 Modifications That Will Better Meet Design Review Requirements:**

The review body may consider modification of site-related development standards, including the sign standards of Chapters 32.32 and 32.34 of the Sign Code, as part of the design review process. These modifications are done as part of design review and are not required to go through the adjustment process. Adjustments to use-related development standards (such as floor area ratios, intensity of use, size of the use, number of units, or concentration of uses) are required to go through the adjustment process. Modifications that are denied through design review may be requested as an adjustment through the adjustment process. The review body will approve requested modifications if it finds that the applicant has shown that the following approval criteria are met:

- A. Better meets design guidelines.** The resulting development will better meet the applicable design guidelines; and
- B. Purpose of the standard.** On balance, the proposal will be consistent with the purpose of the standard for which a modification is requested.

The following modifications are requested:

1. (33.266.220.A.2.b.3) – Provide short-term bike parking more than 50 feet from the main entrances;

Purpose Statement: Short-term bicycle parking encourages shoppers, customers, messengers, and other visitors to use bicycles by providing a convenient and readily accessible place to park bicycles. Short-term bicycle parking should serve the main entrance of a building and should be visible to pedestrians and bicyclists.

Standard: 33.266.220.A.2.b.3 – For a building with more than one main entrance, the bicycle parking must be along all façades with a main entrance, and within 50 feet of at least one main entrance on each façade that has a main entrance.

Findings: Because the building already exists and is built out to the property line where a new main entrance is proposed, short-term bicycle parking cannot be provided within 50 feet of the new south entrance without cutting into the building form. The applicant is proposing to locate all of the required short-term bike parking in one location and has shifted this location to the north end of the pedestrian dock, tucked against a planter. As such, the applicant requests a Modification to locate the required short-term bike parking more than 50 feet from the main entrances. The bike parking is located at the end of the ramp and will be visible to cyclists visiting the building as they ascend the ramp. The proposed location is convenient and will be supplemented with on-street bike parking. The proposal to locate the bike parking further away from the main entrances better meets Guideline D1 Outdoor Areas, as the proposed location minimizes conflicts between pedestrians and cyclists and allows more space for the retailers to spill out to the adjacent outdoor areas.

Therefore this Modification merits approval.

2. (33.266.220.C.3.b) – Reduce the width of long-term bicycle parking spaces from 24” to 18”.

Purpose Statement: These standards ensure that required bicycle parking is designed so that bicycles may be securely locked without undue inconvenience and will be reasonably safeguarded from intentional or accidental damage.

Standard: 33.266.220.C.3.b – A space 2 feet by 6 feet must be provided for each required bicycle parking space, so that a bicycle six feet long can be securely held with its frame supported so that the bicycle cannot be pushed or fall in a manner that will damage the wheels or components.

Findings: Eighteen (18) long-term bike parking spaces are required. The applicant proposes 150 long-term bike parking spaces, all located in the below-grade garage. This Modification request has become relatively common and is approvable in the proposed configuration as the 6-inch stagger provides the space to avoid unnecessary conflicts within projecting bicycle elements. The reduced width compresses the area devoted to bicycle parking so that these areas can be devoted to other uses and allows more spaces overall to be provided; therefore Guideline D4 *Parking Areas and Garages* is better met by the proposed reduction.

Therefore this Modification merits approval.

3. (33.266.130.F.2) – Reduce the width of vehicle parking spaces from 8'-6" to 7'-10" and reduce the width of the drive aisle at the entrance/exit ramp from 20'-0" to 19'-6";

Purpose Statement: The parking area layout standards are intended to promote safe circulation within the parking area, provide for the effective management of stormwater runoff from vehicle areas, and provide for convenient entry and exit of vehicles.

Standard: 33.266.130.F.2 – When oriented 90 degrees to a 2-way drive aisle, parking spaces are required to be 8'-6" wide x 16'-0" deep and the drive aisle is required to be 20'-0".

Findings: The reduced parking stall width is requested because the spaces are required to fit within existing structural columns. Staff notes that the reduced width occurs only at the columns; the majority of each space meets the width requirement. Likewise, the reduced drive aisle width is also requested due to the existing column locations and occurs at only one point at the garage ramp. Staff recognizes that this reduction occurs at a pinch point where vehicles will be turning, therefore additional safety precautions, such as an alarm or mirror, may be necessary for those times when vehicles are passing in two directions at the same time. because the proposed parking spaces are to be accommodated within the existing skeletal structure of the building, Guideline D6 *Architectural Integrity* will be better met by the proposed Modification.

With the condition of approval that a mirror or alarm be installed at the garage ramp turn, this Modification merits approval.

4. (Con-way 8.D) – Reduce the height of ground floor active use space from 16' to 13'-6".

Purpose Statement: These regulations reinforce the continuity of the pedestrian-oriented environment, provide a pleasant, rich and diverse pedestrian experience by connecting activities occurring within a structure to adjacent sidewalk areas,

and also help to maintain a healthy urban district with architectural elements or improvements that provide visual interest and interrelate with the pedestrian environment.

Standard: Con-way 8.D - The ground floor of buildings must be designed so that the finished floor to the bottom of the structure above (including supporting beams) must be at least 16 feet, at least 25 feet deep (measured from the façades), and at least 35% of the ground floor wall area must be windows and doors; this standard must be met along at least 50% of the ground floor of walls in designated sites, per Map 05-6.

Findings: As is noted the proposal is for renovation of an existing building; therefore the floor heights are established and requiring they be raised to meet this standard would be extreme. The existing floor heights can accommodate retail uses which will add visual interest to the building and activate the streetscape and will better meet Guideline D6 *Architectural Integrity*.

Therefore this Modification merits approval.

DEVELOPMENT STANDARDS

Unless specifically required in the approval criteria listed above, this proposal does not have to meet the development standards in order to be approved during this review process. The plans submitted for a building or zoning permit must demonstrate that all development standards of Title 33 can be met, or have received an Adjustment or Modification via a land use review prior to the approval of a building or zoning permit.

CONCLUSIONS

The proposed renovation will be a significant improvement to the existing condition of this building which was built in 1973 and seems rather dated with concrete aggregate cladding, and narrow mirrored windows. The building currently is closed-off to the public realm and adds little interest to the neighborhood. The proposed renovation is inspired by traditional warehouse architecture with a load-bearing masonry aesthetic and large commercial windows. The introduction of retail and sidewalk level entrances will increase the vitality of the building in relation to the neighborhood. The proposed materials are high quality and simply but elegantly detailed. Overall the building will bring new energy while also serving as a polite fabric building at the transition zone between the existing neighborhood and this developing neighborhood. The design review process exists to promote the conservation, enhancement, and continued vitality of areas of the City with special scenic, architectural, or cultural value. The proposal meets the applicable design guidelines and modification criteria and therefore warrants approval.

TENTATIVE STAFF RECOMMENDATION

(May be revised upon receipt of new information at any time to the Design Commission decision)

Staff recommends approval of renovation of a 3-story building in the Con-way Master Plan area, including: re-skinning the building with red brick, aluminum windows and doors, wood windows and doors, and addition of a rooftop penthouse to be clad with metal panel and wood; a new loading space will be introduced at the NW 22nd Avenue frontage and conversion of the basement to below-grade parking with access from NW Savier.

Staff recommends approval of the requested Modifications for the following:

1. (33.266.220.A.2.b.3) – Provide short-term bike parking more than 50 feet from the main entrances;
2. (33.266.220.C.3.b) – Reduce the width of long-term bicycle parking spaces from 24" to 18";
3. (33.266.130.F.2) – Reduce the width of vehicle parking spaces from 8'-6" to 7'-10" and reduce the width of the drive aisle at the entrance/exit ramp from 20'-0" to 19'-6"; and
4. (Con-way 8.D) – Reduce the height of ground floor active use space from 16' to 13'-6".

Staff recommends approval is per the Exhibits C-1 through C-48 and subject to the following conditions:

- A. As part of the building permit application submittal, the following development-related conditions (B through E) must be noted on each of the 4 required site plans or included as a sheet in the numbered set of plans. The sheet on which this information appears must be labeled "ZONING COMPLIANCE PAGE - Case File LU 15-192955 DZM". All requirements must be graphically represented on the site plan, landscape, or other required plan and must be labeled "REQUIRED."
- B. Additional street lighting shall be provided on NW Raleigh, NW 22nd, and NW Savier, per the approved Con-way street furniture standards.
- C. The proposed skybridge treatment shall be better resolved so that the design is more cohesive.
- D. At a minimum, an additional corner canopy, equal in dimension to the southwest canopy, shall be provided at the northwest corner.
- E. A mirror or alarm shall be installed at the garage ramp turn.

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Procedural Information. The application for this land use review was submitted on June 26, 2015, and was determined to be complete on July 30, 2015.

Zoning Code Section 33.700.080 states that Land Use Review applications are reviewed under the regulations in effect at the time the application was submitted, provided that the application is complete at the time of submittal, or complete within 180 days. Therefore this application was reviewed against the Zoning Code in effect on June 26, 2015.

ORS 227.178 states the City must issue a final decision on Land Use Review applications within 120-days of the application being deemed complete. The 120-day review period may be waived or extended at the request of the applicant. In this case, the applicant did not waive or extend the 120-day review period. Unless further extended by the applicant, **the 120 days will expire on: November 27, 2015**

Some of the information contained in this report was provided by the applicant. As required by Section 33.800.060 of the Portland Zoning Code, the burden of proof is on the applicant to show that the approval criteria are met. The Bureau of Development Services has independently reviewed the information submitted by the

applicant and has included this information only where the Bureau of Development Services has determined the information satisfactorily demonstrates compliance with the applicable approval criteria. This report is the recommendation of the Bureau of Development Services with input from other City and public agencies.

This report is not a decision. The review body for this proposal is the Design Commission who will make the decision on this case. This report is a recommendation to the Design Commission by the Bureau of Development Services. The review body may adopt, modify, or reject this recommendation. The Design Commission will make a decision about this proposal at the hearing or will grant a continuance. Your comments to the Design Commission can be mailed, c/o the Design Commission, 1900 SW Fourth Ave., Suite 5000, Portland, OR 97201 or faxed to 503-823-5630.

You will receive mailed notice of the decision if you write a letter received before the hearing or testify at the hearing, or if you are the property owner or applicant. You may review the file on this case by appointment at our office at 1900 SW Fourth Ave., Suite 5000, Portland, OR 97201. Please call the file review line at 503-823-7617 to schedule an appointment.

Appeal of the decision. The decision of the Design Commission may be appealed to City Council, who will hold a public hearing. If you or anyone else appeals the decision of the review body, only evidence previously presented to the review body will be considered by the City Council.

Who can appeal: You may appeal the decision only if you write a letter which is received before the close of the record for the hearing, if you testify at the hearing, or if you are the property owner/applicant. **Appeals must be filed within 14 days of the decision. An appeal fee of \$5,000.00 will be charged.**

Additional information on how to file and the deadline for filing an appeal will be included with the decision. Assistance in filing the appeal and information on fee waivers are available from the Bureau of Development Services in the Development Services Center, 1900 SW Fourth Ave., First Floor. Neighborhood associations recognized by the Office of Neighborhood Involvement may qualify for a waiver of the appeal fee provided that the association has standing to appeal. The appeal must contain the signature of the Chair person or other person authorized by the association, confirming the vote to appeal was done in accordance with the organization's bylaws.

Neighborhood associations, who wish to qualify for a fee waiver, must complete the Type III Appeal Fee Waiver Request for Organizations Form and submit it prior to the appeal deadline. The Type III Appeal Fee Waiver Request for Organizations Form contains instructions on how to apply for a fee waiver, including the required vote to appeal.

Recording the final decision.

If this Land Use Review is approved the final decision must be recorded with the Multnomah County Recorder. A few days prior to the last day to appeal, the City will mail instructions to the applicant for recording the documents associated with their final land use decision.

- A building or zoning permit will be issued only after the final decision is recorded.

The applicant, builder, or a representative may record the final decision as follows:

- By Mail: Send the two recording sheets (sent in separate mailing) and the final Land Use Review decision with a check made payable to the Multnomah County Recorder to: Multnomah County Recorder, P.O. Box 5007, Portland OR 97208. The recording fee is identified on the recording sheet. Please include a self-addressed, stamped envelope.
- In Person: Bring the two recording sheets (sent in separate mailing) and the final Land Use Review decision with a check made payable to the Multnomah County Recorder to the County Recorder's office located at 501 SE Hawthorne Boulevard, #158, Portland OR 97214. The recording fee is identified on the recording sheet.

For further information on recording, please call the County Recorder at 503-988-3034. For further information on your recording documents please call the Bureau of Development Services Land Use Services Division at 503-823-0625.

Expiration of this approval. An approval expires three years from the date the final decision is rendered unless a building permit has been issued, or the approved activity has begun.

Where a site has received approval for multiple developments, and a building permit is not issued for all of the approved development within three years of the date of the final decision, a new land use review will be required before a permit will be issued for the remaining development, subject to the Zoning Code in effect at that time.

Zone Change and Comprehensive Plan Map Amendment approvals do not expire.

Applying for your permits. A building permit, occupancy permit, or development permit must be obtained before carrying out this project. At the time they apply for a permit, permittees must demonstrate compliance with:

- All conditions imposed here.
- All applicable development standards, unless specifically exempted as part of this land use review.
- All requirements of the building code.
- All provisions of the Municipal Code of the City of Portland, and all other applicable ordinances, provisions and regulations of the city.

The Bureau of Development Services is committed to providing equal access to information and hearings. Please notify us no less than five business days prior to the event if you need special accommodations. Call 503-823-7300 (TTY 503-823-6868).

Hillary Adam
October 5, 2015

EXHIBITS – NOT ATTACHED UNLESS INDICATED

- A. Applicant's Statement
 1. Narrative
 2. Pre-Application Conference Summary
 3. Original Drawing Submittal
 4. Completeness Response
 5. Replacement Elevation Sheets
- B. Zoning Map (attached)
- C. Plan & Drawings

1. Aerial View from SE
 2. Table of Contents
 3. Existing View from SE
 4. View from SE
 5. Existing View form SE Corner
 6. SE Corner Pedestrian Terrace
 7. Existing View from NE
 8. View from NE – Pedestrian Terrace & Sky Porch
 9. Nighttime View from NE
 10. Vicinity Map
 11. Aerial View of Site
 12. Master Plan - Height & FAR
 13. Master Plan – Open Space
 14. Site Plan – Existing Condition
 15. Context Photos
 16. Existing Building Photos
 17. Precedents
 18. Precedents
 19. Site Plan
 20. Civil Site Plan
 21. Site Utility Plan
 22. Site Grading Plan
 23. Stormwater Basin Exhibit
 24. Public Outdoor Space
 25. Landscape Site Plan
 26. Landscape Roof & Terrace Plan
 27. FAR Diagrams
 28. Parking Level
 29. Ground Floor Plan (attached)
 30. Level 2 Floor Plan
 31. Level 3 Floor Plan
 32. Level 4 Penthouse Floor Plan
 33. Roof Plan
 34. Exterior Elevations (attached)
 35. Exterior Elevations (attached)
 36. Building Sections
 37. Building Sections
 38. Enlarged Elevation
 39. Enlarged Elevation
 40. Sky Porch
 41. Parking Details
 42. Exterior Lighting Plan
 43. Exterior Materials
 44. Window Details
 45. Canopy Details
 46. Miscellaneous Details
 47. Garage Door Details
 48. Section at Penthouse & Roof Terrace
- D. Notification information:
1. Request for response
 2. Posting letter sent to applicant
 3. Notice to be posted
 4. Applicant's statement certifying posting
 5. Mailed notice
 6. Mailing list

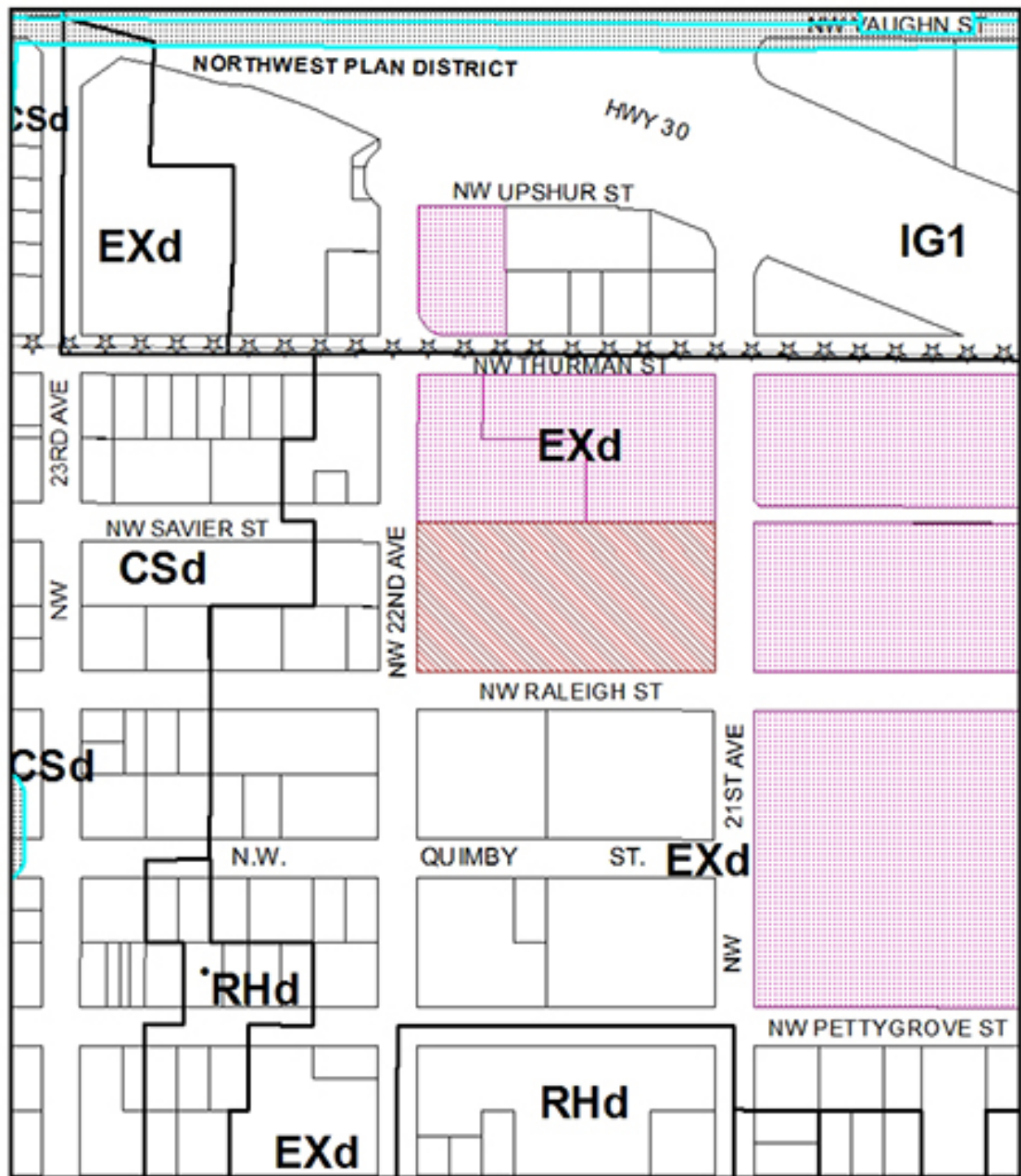
E. Agency Responses:

1. Bureau of Environmental Services
2. Bureau of Transportation Engineering and Development Review
3. Water Bureau
4. Fire Bureau
5. Bureau of Parks, Forestry Division
6. Site Development Review Section of BDS

F. Letters: none

G. Other

1. Original LUR Application
2. Incomplete Letter, dated July 22, 2015



File No.	LU 15-192955 DZM
1/4 Section	2827
Scale	1 inch = 200 feet
State_Id	1N1E28CD 2700
Exhibit	B (Jun 30, 2015)



