

City of Portland, Oregon

Bureau of Development Services

Land Use Services

FROM CONCEPT TO CONSTRUCTION

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STAFF REPORT AND RECOMMENDATION TO THE DESIGN COMMISSION

CASE FILE: LU 16-111127 DZM AD

PC # 15-229299

SW 3rd & Salmon

REVIEW BY: Design Commission

WHEN: May 5, 2016 @ 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: Brad Bane, Architect

Ankrom Moisan Associated Architects

6720 SW Macadam Ave. Portland, OR 97219

House Of Gold Inc, Owner

3604 Agate St

Eugene, OR 97405-4489

Jack Onder, Party of Interest Jeff Arthur, Party of Interest 3rd & Taylor Development LLC

1100 NE Glisan, Ste 2a Portland, OR 97209

Site Address: 930 SW 3rd Avenue & 939 SW 2nd Avenue

Legal Description: BLOCK 23 LOT 3 EXC PT IN ST E 93.5' OF LOT 4 EXC PT IN ST

LAND ONLY SEE R245991 (R66770-3541) FOR IMPS,

PORTLAND;

BLOCK 23 LOT 3 EXC PT IN ST \pm 93.5' OF LOT 4 EXC PT IN ST IMPS ONLY SEE R245990 (R66770-3540)FOR LAND, PORTLAND;

BLOCK 23 W 1.5' OF LOT 4 LOT 5, PORTLAND

Tax Account No.: R667703540, R667703541, R667703560

State ID No.: 1S1E03BA 04000, 1S1E03BA 04000A1, 1S1E03BA 06400

Quarter Section: 3129

Neighborhood: Portland Downtown, contact Rani Boyle at 503-725-9979.

Business District: None

District Coalition: Neighbors West/Northwest, contact Mark Sieber at 503-823-

4212.

Plan District: Central City - Downtown

Zoning: CXd – Central Commerical with Design overlay

Case Type: DZM AD – Design Review with Modification and Adjustment

request

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 a new 20-story hotel building with an FAR of 11.7:1; the additional 2.7:1 FAR above the 9:1 base allowed is achieved via the locker room bonus (33.510.210.C.8). The building is proposed to feature ground level retail, with restaurants at both corners and a central lobby facing SW Salmon. A secondary entrance at SW 2nd would lead to a rooftop bar with rooftop terraces, including a shallow pool. One loading space is proposed at SW 2nd Avenue. Exterior materials include iron spot brick, dark gray and light gray metal panel, dark gray spandrel glass, glass curtain wall, and laser cut metal screen. The proposal will require the demolition of the existing Albion Hotel (Lotus Cardroom & Café).

A Modification is requested to:

- 33.130.230 to reduce the length of required ground floor windows from 50% to 43% on the SW 2^{nd} Avenue façade; and
- 33.266.220 to reduce the width of required long-term bicycle parking spaces from 2'-0" to 1'-6".

An Adjustment is requested to:

• 33.266.310.C – to reduce the number of required loading spaces from 2 to 1 Standard A spaces.

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:

- Central City Fundamental Design Guidelines
- 33.825.040 Modifications That Will Better Meet Design Review Guidelines
- 33.805.040 [adjustment] Approval criteria

ANALYSIS

Site and Vicinity: The subject property is located on the south half of the block bound by SW 3rd Avenue, SW Salmon Street, SW 2nd Avenue, and SW Taylor Street in the Downtown subdistrict of Central City. Both SW Salmon and SW 2nd are designated Transit Access Streets. The site is currently occupied with a three-story brick commercial building, constructed in 1906, known as the Albion Hotel. The ground floor of the building has operated as the Lotus Cardroom and Café since 1924. To the east of the building, also part of the subject property, is a ½ block surface parking lot with a small kiosk. At the northeast corner of the block is a 6-story brick building, constructed in 1892, known as the Ancient Order of United Workmen Temple. At the northwest corner are two 1-story commercial buildings constructed in 1919 for use as retail stores and an auto garage. These buildings are also intended for redevelopment through a

separate land use process. Just north of the subject property and fronting on SW 3rd Avenue is the Landmarked Auditorium Building, designed by F. Manson White and constructed in 1894.

Across SW 3rd Avenue is a half-block 9-story parking garage with ground floor retail; directly to its north is a 1/8-block gated courtyard and 1-story retail buildings. To the southwest across 3rd and Salmon is Lownsdale Square with Chapman Square to its south. Across Salmon to the south is the United States Courthouse tower. Across Salmon and 2nd to the southeast is the One Main Place office tower. Across 2nd to the east is the World Trade Center office tower. Further north is the Yamhill Historic District. The site is located two blocks west of Waterfront Park, two blocks northeast of the Portland Building and two blocks northwest of the Morrison Bridge ramps.

Zoning: The <u>Central Commercial</u> (CX) zone is intended to provide for commercial development within Portland's most urban and intense areas. A broad range of uses is allowed to reflect Portland's role as a commercial, cultural and governmental center. Development is intended to be very intense with high building coverage, large buildings, and buildings placed close together. Development is intended to be pedestrian-oriented with a strong emphasis on a safe and attractive streetscape.

The Design Overlay Zone [d] promotes the conservation, enhancement, and continued vitality of areas of the City with special scenic, architectural, or cultural value. 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 <u>Central City Plan District</u> implements the Central City Plan and other plans applicable to the Central City area. These other plans include the Downtown Plan, the River District Plan, the University District Plan, and the Central City Transportation management Plan. The Central City plan district implements portions of these plans by adding code provisions which address special circumstances existing in the Central City area. The site is within the Downtown Subdistrict of this plan district.

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

- EA 15-221480 PC Pre-Application Conference for the current proposal; and
- EA 15-229299 DA Design Advice Request for the current proposal.

Agency Review: A "Notice of proposal in Your Neighborhood" was mailed **April 13, 2016**.

The **Bureau of Transportation Engineering** responded, noting support for the Adjustment to reduce the number of loading spaces from two Standard A spaces to one Standard A space. PBOT also noted that the initial utility plan showed a vault in the pedestrian through zone on SW 2nd Avenue, which was not supported and advised the applicant to work with PGE on a more acceptable vault design. PBOT notes that the applicant identified a location for the transformer vault completely on-site within the basement footprint with access to be provided via a hatch within the on-site loading space above. PBOT indicates that PGE was supportive of this location; as such, PBOT supported the proposed basement location. Please see Exhibit E-1 for additional details.

The **Life Safety Division of BDS** responded, suggesting that the applicant request a Preliminary Life Safety Meeting. Please see Exhibit E-2 for additional details.

The following Bureaus have responded with no issue or concerns:

- Bureau of Environmental Services
- · Water Bureau
- Site Development Section of BDS
- Bureau of Parks-Forestry Division
- Fire Bureau

Staff Note: While PBOT's letter, dated April 18, 2016, indicates that PGE was supportive of the proposed location; later correspondence on April 19, 2016 indicates that PGE does not support a vault location that would be exposed to vehicle traffic. Staff notes that a previous plan was relatively unclear with regard to the location of the vault access, however, the current plan shows a vault access hatch located just north of the loading space, but within the loading bay. It is still not clear whether the proposed location meets PGE's clearance requirements or if PGE supports the location in general. Without PGE support for the proposed design, staff cannot support the proposed vault location as a revised vault design will most likely impact the design of the building.

Neighborhood Review: A Notice of Proposal in Your Neighborhood was mailed on **April 13, 2016**. 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 Central City Fundamental Design Guidelines.

Central City Fundamental Design Guidelines

These guidelines provide the constitutional framework for all design review areas in the Central City.

The Central City Fundamental Design Guidelines focus on four general categories. (A) **Portland Personality**, addresses design issues and elements that reinforce and enhance Portland's character. (B) **Pedestrian Emphasis**, addresses design issues and elements that contribute to a successful pedestrian environment. (C) **Project Design**, addresses specific building characteristics and their relationships to the public environment. (D) **Special Areas**, provides design guidelines for the four special areas of the Central City.

Central City Plan Design Goals

This set of goals are those developed to guide development throughout the Central City. They apply within all of the Central City policy areas. The nine goals for design review within the Central City are as follows:

- 1. Encourage urban design excellence in the Central City;
- **2.** Integrate urban design and preservation of our heritage into the development process;
- **3.** Enhance the character of the Central City's districts;
- **4.** Promote the development of diversity and areas of special character within the Central City;
- **5.** Establish an urban design relationship between the Central City's districts and the Central City as a whole;
- **6.** Provide for a pleasant, rich and diverse pedestrian experience for pedestrians;
- **7.** Provide for the humanization of the Central City through promotion of the arts;
- 8. Assist in creating a 24-hour Central City which is safe, humane and prosperous;
- **9.** Ensure that new development is at a human scale and that it relates to the scale and desired character of its setting and the Central City as a whole.

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

- **A1. Integrate the River.** Orient architectural and landscape elements including, but not limited to, lobbies, entries, balconies, terraces, and outdoor areas to the Willamette River and greenway. Develop accessways for pedestrians that provide connections to the Willamette River and greenway.
- **C1. Enhance View Opportunities.** Orient windows, entrances, balconies and other building elements to surrounding points of interest and activity. Size and place new buildings to protect existing views and view corridors. Develop building façades that create visual connections to adjacent public spaces.
 - Findings for A1 and C1: The proposed building is located two blocks from Waterfront Park and has oblique views toward the river as well as direct views where the World Trade Center tower is justified to the north of its block. The applicant has responded to this opening in the neighboring block with a vertical architectural gesture which highlights the building's direct visual connection to the river at the southeast corner. The building has two rooftop terraces; one is oriented northeast and provides views to the east while the second is tucked into the rear of the building and is oriented north and northwest toward the river in the distance. The rear terrace includes a shallow pool, thereby providing a physical connection to water in addition to potential visual connections. The proposed primary entrance to the building is oriented to SW Salmon Street which has a direct visual and physical connection to the Salmon Street Springs water fountain $2\frac{1}{2}$ blocks to the east. *This guideline is met*.
- **A2. Emphasize Portland Themes.** When provided, integrate Portland-related themes with the development's overall design concept.

Findings: No Portland-related themes are provided with the proposed development. *This guideline is not applicable.*

A3. Respect the Portland Block Structures. Maintain and extend the traditional 200-foot block pattern to preserve the Central City's ratio of open space to built space. Where superblock exist, locate public and/or private rights-of-way in a manner that reflects the 200-foot block pattern, and include landscaping and seating to enhance the

pedestrian environment.

- **A7. Establish and Maintain a Sense of Urban Enclosure.** Define public rights-of-way by creating and maintaining a sense of urban enclosure.
- **B1.** Reinforce and Enhance the Pedestrian System. Maintain a convenient access route for pedestrian travel where a public right-of-way exists or has existed. Develop and define the different zones of a sidewalk: building frontage zone, street furniture zone, movement zone, and the curb. Develop pedestrian access routes to supplement the public right-of-way system through superblocks or other large blocks.
- **B4.** Provide Stopping and Viewing Places. Provide safe, comfortable places where people can stop, view, socialize and rest. Ensure that these places do not conflict with other sidewalk uses.
- **C6. Develop Transitions between Buildings and Public Spaces.** Develop transitions between private development and public open space. Use site design features such as movement zones, landscape element, gathering places, and seating opportunities to develop transition areas where private development directly abuts a dedicated public open space.

Findings for A3, A7, B1, B4, and C6: The proposed building is proposed to be built to the street lot lines on the south and east and, on the west, a portion of the building, an architectural frame element, extends nearly to the street lot line. The ground level, however, is pulled back from the street lot lines 4 feet on the west, 2 feet on the south, and nearly 2 feet on the east, intended to provide additional sidewalk and outdoor seating area. While no benches are provided, the renderings indicate that the ground level restaurant will have seating which will provide an opportunity for stopping and resting. Main entrances are further recessed to provide a transition zone between the building and passing pedestrians. *These guidelines are met.*

- **A4.** Use Unifying Elements. Integrate unifying elements and/or develop new features that help unify and connect individual buildings and different areas.
- **C4.** Complement the Context of Existing Buildings. Complement the context of existing buildings by using and adding to the local design vocabulary.

Findings for A4 and C4: Nearby tower developments in the immediate vicinity are generally light in color or gray and feature either strong vertical elements or strong horizontal elements. The United States Courthouse to the south features both strong vertical and horizontal elements with limestone panels, metal, and glazing. The Standard Insurance Building two blocks west also has a strong vertical and horizontal expression with an elongated grid-like concrete façade. The recently approved AC Hotel, currently under construction one block to the north, will feature a strong vertical expression at the southwest corner; however it will be constructed of dark gray brick and metal panel. In contrast, the World Trade Center complex immediately east features strong horizontals in the form of ribbon windows and the primarily materials, other than glazing, is gray granite. The concrete One Main Place to the southeast also has a horizontal expression despite its height. Staff also notes that, while a few blocks further to the southwest, the Wells Fargo Center and PacWest Center are among the most architecturally distinct buildings in the vicinity and feature strong verticals and horizontals in marble and aluminum, respectively.

The proposed building has strong vertical elements, particularly at the east and west and is proposed to be clad primarily in light and dark grey metal panel and glass curtain wall. While staff has some concerns with the articulation and cohesion of the building, staff supports the use of metal panel and curtain wall on

the tower. Staff notes, however that the nearest building is the red brick 1894 Auditorium Building. The western portion of the proposed building is designed to be shorter so as to establish a relationship with the Auditorium Building; some of the horizontal datums of the Auditorium Building are carried over to the proposed building to strengthen this relationship. Because the building is designed as two fairly distinct volumes, staff suggests that perhaps the shorter western volume could be better integrated with its neighbor through the use of masonry. While staff supports the use of iron spot brick at the base of the whole building, perhaps brick could also extend to the upper floors at this shorter volume. Staff notes that when the north half of the block is redeveloped, the Auditorium Building is likely to be the only vintage building on the block, and could potentially be surrounded by buildings constructed of metal and glass. Therefore, revising the material of the western volume to brick may reinforce the significance of the Auditorium Building and enhance, rather than diminish, its presence.

These guidelines are not met. With reconsideration of the materiality of the western volume, this guideline may be met.

A5. Enhance, Embellish, and Identify Areas. Enhance an area by reflecting the local character within the right-of-way. Embellish an area by integrating elements in new development that build on the area's character. Identify an area's special features or qualities by integrating them into new development.

Findings: The applicant does not propose alterations in the right-of-way; however the west side of the building is designed to highlight views to Lownsdale Square, which is cattycorner to the proposed development. The west façade is five stories and is primarily clad with glazed curtain wall. The south corner of the building is eroded and also glazed to direct interior views to Lownsdale Square. *This guideline is met.*

A6. Reuse/Rehabilitate/Restore Buildings. Where practical, reuse, rehabilitate, and restore buildings and/or building elements.

Findings: The proposed development seeks to maximize the development potential of the property. As such, the applicant proposes to demolish the existing Albion Hotel on site. While reuse of the building in its current form may not be feasible, reuse of building elements may be feasible. Because of the storied history of the building and the date of its original construction, staff notes that there may be architectural elements worthy of salvage, despite the relatively dilapidated state of the building. As such, staff suggests that any original or otherwise quality materials that can be salvaged should be salvaged.

This guideline is not yet shown to be met. With salvage of any original or otherwise quality materials that can be salvaged, this guideline may be met.

A8. Contribute to a Vibrant Streetscape. Integrate building setbacks with adjacent sidewalks to increase the space for potential public use. Develop visual and physical connections into buildings' active interior spaces from adjacent sidewalks. Use architectural elements such as atriums, grand entries and large ground-level windows to reveal important interior spaces and activities.

Findings: A healthy amount of glazing is proposed at the ground level on the west and south. The west also features operable storefronts at the ground level where a

restaurant is expected to occupy the space. This will provide the opportunity for activity to easily flow between the interior and exterior, contributing to a vibrant streetscape experience. Staff notes, however, that there appears to be inconsistencies in the drawings as some drawings (enlarged elevation – C.64) imply that there will be no physical barrier at the west operable storefront while other drawings (nighttime rendering – C.73) imply that there is a stem wall. This should be clarified. Staff also notes that the enlarged elevations of the west façade, shown on C.58 and C.64, do not match with regard to the location of glazing and columns, however, staff believes that C.64 is the intended condition as this most resembles the ground floor plan on C.21. This should also be clarified.

On the east façade, however, the applicant is requesting a Modification to the ground floor windows standard to reduce the total length of windows from 50% to 43%. This reduction is requested because the loading stall, trash area, and two exit stairs are located in this area. The applicant proposes laser-cut metal screening to be applied to the east wall, some of which is proposed to be back-lit, in order to add interest where windows are lacking; this screen is also applied elsewhere on the building in similar instances. While the loading area and one exit passage are required to connect directly to the street frontage, the trash area could potentially be shifted so that it does not front on the street. Staff also notes that as currently designed, the transformer vault is proposed to be located in the basement with an access hatch located adjacent to the loading space. While this proposal has not been, to staff's knowledge, approved by PGE, staff notes that the proposed design results in additional area of opaque facade at the street frontage and is therefore less desirable than another solution which will not affect the building's exterior. In addition, staff notes that the two exit passages seem to be redundant and suggests that these should be consolidated in order to expand the bar/market space to the north. This may result in an increase of glazing and perhaps elimination of the requested Modification.

This guideline is not met. With additional consideration of the program at the northeast corner of the building and the introduction of additional glazing, this guideline may be met.

A9. Strengthen Gateways. Develop and/or strengthen gateway locations.

Findings: The subject property is not at an identified gateway location. *This guideline is not applicable.*

B3. Bridge Pedestrian Obstacles. Bridge across barriers and obstacles to pedestrian movement by connecting the pedestrian system with innovative, well-marked crossings and consistent sidewalk designs.

Findings: The proposal will maintain existing sidewalks or rebuild the sidewalks to City standards if they are damaged during the construction process. *This guideline is met.*

B5. Make Plazas, Parks and Open Space Successful. Orient building elements such as main entries, lobbies, windows, and balconies to face public parks, plazas, and open spaces. Where provided, integrate water features and/or public art to enhance the public open space. Develop locally oriented pocket parks that incorporate amenities for nearby patrons.

Findings: As is noted above, Lownsdale Square is located catty-corner to the

proposed building. The west wall and southwest corner are proposed to be glazed curtain wall to direct views toward Lownsdale Square which may indirectly encourage visits to the park. At the ground level, the west façade and southwest are also proposed to be primarily glazed with operable storefronts at the west. The proposed use of the ground level recessed area for outdoor dining will help foster interaction between the building and the park. *This guideline is met*.

B6. 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: As is noted elsewhere, significant canopies are proposed at the ground level, which will provide protection from sun, rain, and glare. Because the building is recessed from the street lot line, the 6'-0" deep canopies still provide plenty of space for those on the sidewalk who choose to not be protected. *This guideline is met.*

B7. Integrate Barrier-Free Design. Integrate access systems for all people with the building's overall design concept.

Findings: Barrier-free access is provided at the majority of street entrances, with the exception being the southeast corner bar entrance, which has two other accessible entrances, one through the hotel lobby and one through the speakeasy entrance. *This guideline is met.*

C3. Respect Architectural Integrity. Respect the original character of an existing building when modifying its exterior. Develop vertical and horizontal additions that are compatible with the existing building, to enhance the overall proposal's architectural integrity.

Findings: The proposal is for a new building. This quideline is not applicable.

- **C2. Promote Quality and Permanence in Development.** Use design principles and building materials that promote quality and permanence.
- **C5. Design for Coherency.** Integrate the different building and design elements including, but not limited to, construction materials, roofs, entrances, as well as window, door, sign, and lighting systems, to achieve a coherent composition.

Findings for C2 and C5: The building is comprised of two relatively distinct volumes including a southeast tower which holds the majority of the hotel rooms and a smaller volume at the southwest which is designed to generally reflect the scale of the adjacent landmark Auditorium Building. Staff supports the concept of a smaller volume at this location in order to respect the Auditorium Building, but has noted above concerns with the design of this volume. Specifically staff is concerned that the proposed metal panel and the slightly taller height detracts from the significance of the Auditorium Building. Because the Auditorium Building is likely to remain the only vintage building on the block and will be surround with contemporary buildings, staff suggests that greater deference should be paid to this landmark building, either through scale, materials, or both. Staff also notes that even though the proposed metal frame around the western facade is shown in plan to be slightly set back from the front facade, the renderings give the perception that it is proud of the Auditorium. Staff notes elimination of the stair tower recess may provide a more direct relationship between the two buildings so that they are less distinct from each other.

Staff also notes that the proposed building introduces an angular expression which is used at the east side of the western volume where a sloping wall is proposed to be covered with a green wall. The angle is carried down to the ground level where the east side of the main canopy cuts back to the south façade at an angle and the metal screen is cut at an angle as it extends to the ground. While the origin of the angular expression is unclear, staff notes that it does add interest, but also questions if the angle should be further reinforced at other locations or minimized.

The building appears to be composed of quality materials, including iron spot brick at the base with 18 gauge metal panel and glazed curtain wall above. Staff notes that the material of the ground level storefronts has not been identified. Louvers are integrated into the design in a relatively clean manner at the rooftop mechanical enclosures and above the ground level canopies, which will help minimize their impact on pedestrians.

At portions of the ground level, the applicant proposes a laser-cut metal screen to add interest. Staff notes that while the metal screen covers otherwise opaque areas, such as at the back of house area at the northeast corner, it is also used to cover areas of glazing to provide a filtered effect between the interior and exterior. In addition, it is also used to cover the opaque recess between the metal-framed western façade and the adjacent Auditorium Building; staff supports this use of the metal screen but suggests that it extend to the ground rather than end abruptly at the second floor. Staff notes that there are also no details as to how this screen will be attached to the building in any of its locations; the lighting detail provided on C.74 is too small to reveal any information as to the quality of the screen's attachment to the building.

At the November 19, 2015 Design Advice Request, the Design commission noted that the tower was relatively small and, as such, did not require multiple façade expressions. Staff notes that the tower has three distinct façade articulations, two of which are continued at the western volume. The proposed vertical frame at the south end of the tower responds to the south setback of the World Trade Center building and therefore adds a certain logic to the articulation of this façade. Staff has concerns however with the overall flatness and repetitiveness of the south façade, including where it continues to the western volume. As such, staff suggests that greater cohesion is needed for the overall façade, with additional consideration toward adding texture and breaking up the repetitive form of the south façade.

These guidelines are not met. With the provision of additional details for the laser-cut metal screen, and consideration of the scale, form, and materiality of the western volume and greater cohesion of the tower volume with additional consideration of the flatness and repetitiveness of the south façade, these guidelines may be met.

C7. Design Corners that Build Active Intersections. Use design elements including, but not limited to, varying building heights, changes in façade plane, large windows, awnings, canopies, marquees, signs and pedestrian entrances to highlight building corners. Locate flexible sidewalk-level retail opportunities at building corners. Locate stairs, elevators, and other upper floor building access points toward the middle of the block.

Findings: Both ground level corners of the building feature significant glazing, canopies, and entrances. The interior program of the building will ensure that the ground level corners of the building will be activated. The southwest corner, which is slightly recessed from the rest of the ground floor, includes a restaurant that will be able to spill out onto the street and the southeast corner features a bar/market, while the mid-block portion of the building features the less intensely activated lobby space. *This guideline is met.*

C8. Differentiate the Sidewalk-Level of Buildings. Differentiate the sidewalk-level of the building from the middle and top by using elements including, but not limited to, different exterior materials, awnings, signs, and large windows.

Findings: The ground level is differentiated from the upper levels of the building through materials and articulation. The ground level features iron spot brick and storefront systems whereas the upper levels are proposed to be metal panel and glazed curtain wall. The ground level also features a significant amount of canopy to provide human scale for pedestrians. *This quideline is met*.

C9. Develop Flexible Sidewalk-Level Spaces. Develop flexible spaces at the sidewalk-level of buildings to accommodate a variety of active uses.

Findings: The proposed building is for a hotel, the ground level of which is designed to be fairly free-flowing, with the central lobby connected to the adjacent bar/market at the east and the restaurant at the west. While the restaurant is designed to be somewhat separate, the ground floor is designed with a relatively open floor plan so that it can be easily divided if the program changes over time. *This guideline is met.*

C10. Integrate Encroachments. Size and place encroachments in the public right-of-way to visually and physically enhance the pedestrian environment. Locate permitted skybridges toward the middle of the block, and where they will be physically unobtrusive. Design skybridges to be visually level and transparent.

Findings: No encroachments are proposed. This quideline is not applicable.

- **B2. Protect the Pedestrian.** Protect the pedestrian environment from vehicular movement. Develop integrated identification, sign, and sidewalk-oriented night-lighting systems that offer safety, interest, and diversity to the pedestrian. Incorporate building equipment, mechanical exhaust routing systems, and/or service areas in a manner that does not detract from the pedestrian environment.
- **C11. Integrate Roofs and Use Rooftops.** Integrate roof function, shape, surface materials, and colors with the building's overall design concept. Size and place rooftop mechanical equipment, penthouses, other components, and related screening elements to enhance views of the Central City's skyline, as well as views from other buildings or vantage points. Develop rooftop terraces, gardens, and associated landscaped areas to be effective stormwater management tools.

Findings for B2 and C11: The applicant proposes canopy and entry lighting, further discussed below, which will provide for a safer pedestrian experience. Vehicular access to the site is limited to loading trucks and only one space is proposed which will further limit potential conflicts. As staff has noted above, and discussed in more detail below, the applicant requests a Modification to ground floor windows along the east façade. This is due to this area designed as

the loading and back of house area. However, staff also noted that reconsideration of the ground floor program in this area may help reduce the amount of opaque wall area and eliminate the need for a ground floor windows Modification.

The applicant proposes to enclose the rooftop mechanical equipment with extensions of the building's architecture within the east-west bar as seen on sheets C.32 and C.33, as well as at the lower portion of the building. Staff notes, however that an additional screened mechanical area is shown north of the east-west bar which is not as well integrated with the architecture. This second enclosed area looks as though it may be able to accommodate the mechanical equipment that is proposed at level 5 which has the unfortunate consequence of resulting in a building height which is taller than the adjacent Landmark Auditorium Building, which is noted as a concern above. As such, staff suggests that the 5th floor mechanical equipment be relocated to this area, if possible. Relocating the chases for this mechanical equipment to the tower would result in a slight reduction in the size of a few hotel rooms, but would result in a more respectful design relative to the Auditorium Building.

Other rooftop areas on the tower portion of the building are designed as outdoor terraces for guests and a rooftop bar amenity. The roof of the lower portion of the building, including the sloped portion, is designed to be an ecoroof and greenwall.

These guidelines are not met. With additional consideration of the program at the northeast corner of the building, integration of the secondary mechanical enclosure on the tower and relocation of the 5th floor mechanical equipment to the tower, this guideline may be met.

C12. Integrate Exterior Lighting. Integrate exterior lighting and its staging or structural components with the building's overall design concept. Use exterior lighting to highlight the building's architecture, being sensitive to its impacts on the skyline at night.

Findings: Staff has significant concerns with the amount of lighting proposed, which can been seen on sheets C.72-C.75. While a lighting plan has not been provided, the drawing set indicates that lighting be provided in the following forms:

- can downlights in the canopies;
- flex lighting at the main hotel canopy:
- an interior illuminated hotel canopy sign;
- illumination at the green wall;
- lighting behind the laser-cut metal screens at the speakeasy entrance and at the recess adjacent to the Auditorium Building;
- at both (5th and 21st floor) rooftop louvered mechanical enclosures; and
- vertical strip lighting which run the vertical length of the building at the curtain wall fins.

Staff is comfortable with the proposed canopy down lights and additional lighting to highlight the canopy. Lighting behind the screen at the speakeasy entrance is also reasonable as it highlights an entrance. A soft wash at the green wall may also reasonable to highlight this roof treatment. The proposed vertical strip lighting is very uncharacteristic of the Portland skyline; staff suggests that there may be other ways to highlight the verticality of the building without detracting

from the overall skyline. While the lantern lighting on the tower portion of the building is elegant and helps to obscure the function of the louvered vents, the lower mechanical enclosure, proposed to be illuminated the same way per C.75, does the opposite. The 5th floor illuminated louvers highlight this mechanical enclosure, which is relatively close to the pedestrian level, and also serve to detract from the landmark Auditorium Building to the north. Staff notes that the back-lit laser-cut screen at the recess adjacent to the Auditorium also detracts from the landmark building as the night rendering on C.72 clearly shows the landmark building fading into the background next to its new neighbor which also features the vertical strip lighting at the curtain wall fins.

This guideline is not met. With removal of the lower mechanical louver lighting, removal of the vertical strip lighting at the curtain walls, and removal of the lighting behind the laser-cut metal screen at the recess adjacent to the Auditorium Building, this guideline may be met.

C13. Integrate Signs. Integrate signs and their associated structural components with the building's overall design concept. Size, place, design, and light signs to not dominate the skyline. Signs should have only a minimal presence in the Portland skyline.

Findings: No details were provided for the proposed signage, however it appears that the amount of proposed signage is within the total amount allowed and each sign appears to be less than 32 square feet, making them exempt from design review. Staff suggests, however, that sign #2 be shifted upward so that it is more aligned with the window pattern, for a more cohesive organization. Generally, signs are proposed to be typically located, above or at entrances, at corners, and at the parapet. Because the signs are all 32 square feet or much less, including the parapet sign, they will not dominate the skyline or the pedestrian experience. *This guideline is met.*

- **D1. Park Blocks.** Orient building entrances, lobbies, balconies, terraces, windows, and active use areas to the Park Blocks. In the South Park Blocks, strengthen the area's emphasis on history, education, and the arts by integrating special building elements, such as water features or public art. In the Midtown Park Blocks, strengthen the connection between the North and South Park Blocks by using a related system of right-of-way elements, materials, and patterns. In the North Park Blocks, strengthen the area's role as a binding element between New China/Japantown and the Pearl District.
- **D2. South Waterfront Area.** Develop a pedestrian circulation system that includes good connections to adjacent parts of the city and facilitates movement within and through the area. Size and place development to create a diverse mixture of active areas. Graduate building heights from the western boundary down to the waterfront. Strengthen connections to North Macadam by utilizing a related system of right-of-way elements, materials, and patterns.
- **D3. Broadway Unique Sign District.** Provide opportunities for the development of large, vertically oriented, bright, and flamboyant signs that add to the unique character of this Broadway environment. Size and place signs and their structural support systems so that significant architectural or historical features of the building are not concealed or disfigured. Ensure that all signs receive proper maintenance.
- **D4. New China/Japantown Unique Sign District.** Provide opportunities for the development of suitably ornate signs, using motifs, symbols, bright colors, and celebrative forms that add to the atmosphere and character of New China/Japantown. Size and place signs and their structural support systems so that significant

architectural or historical features of the building are not concealed or disfigured. Ensure that all signs receive proper maintenance.

Findings: The subject property is not located in any of these special areas. *These guidelines are not applicable.*

(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. Section 33.130.230 – to reduce the length of required ground floor windows from 50% to 43% on the SW 2nd Avenue façade.

Purpose Statement: In the C zones, blank walls on the ground level of buildings are limited in order to:

- Provide a pleasant, rich, and diverse pedestrian experience by connecting activities
 occurring within a structure to adjacent sidewalk areas, or allowing public art at the
 ground level;
- Encourage continuity of retail and service uses;
- Encourage surveillance opportunities by restricting fortress-like facades at street level; and
- Avoid a monotonous pedestrian environment.

Standard: 33.130.230.B.3 - The windows must be at least 50 percent of the length and 25 percent of the ground level wall area. Ground level wall areas include all exterior wall areas up to 9 feet above the finished grade.

Findings: As is noted above, the design proposes to locate the loading area and back of house uses at the northeast corner. While staff supports the concentration of such uses in theory, the proposed design requires additional consideration. Staff has noted above that, in addition, to the loading area and an egress which are required to be located at the street frontage, the trash area is also located along the street frontage. The applicant also proposes to locate the utility vault access hatch within the loading bay, to the north of the loading space. To staff's knowledge, PGE has not agreed to this location and staff notes that the vault's location, as currently

designed, results in additional opaque wall area at the street frontage. In addition, the applicant proposes two separate egress corridors, which could be consolidated for a true speakeasy experience while also allowing greater expansion of the southeastern bar/market space. While the applicant proposes a laser-cut metal screen to be attached to the exterior of the building as mitigation for the lack of windows, staff does not believe that either the purpose of the standard is met nor are guidelines better met by the proposed design.

Because of the reasons stated above, this Modification does not warrant approval.

2. Section 33.266.220 – to reduce the width of required long-term bicycle parking spaces from 2'-0" to 1'-6".

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: The requested Modification to reduce bicycle parking standards has become fairly common and has been found to be approvable in many instances, provided a 6" vertical stagger is provided for adjacent bicycles. The 6" vertical stagger reduces the potential for conflicts between adjacent handlebars and pedals while still providing a reasonable space for storing bicycles within a reduced distance. The applicant is required to provide 16 long-term bicycle parking spaces in order to achieve the intended bike locker room bonus per 33.510.210C.8; however, as a result of the proposed width reduction, they are able to propose 27 long-term spaces. The purpose of the standard is met and the guidelines are better met by the proposal.

(3) ADJUSTMENT REQUESTS (33.805)

33.805.010 Purpose

The regulations of the zoning code are designed to implement the goals and policies of the Comprehensive Plan. These regulations apply city-wide, but because of the city's diversity, some sites are difficult to develop in compliance with the regulations. The adjustment review process provides a mechanism by which the regulations in the zoning code may be modified if the proposed development continues to meet the intended purpose of those regulations. Adjustments may also be used when strict application of the zoning code's regulations would preclude all use of a site. Adjustment reviews provide flexibility for unusual situations and allow for alternative ways to meet the purposes of the code, while allowing the zoning code to continue to provide certainty and rapid processing for land use applications.

33.805.040 Approval Criteria

The approval criteria for signs are stated in Title 32. All other adjustment requests will be approved if the review body finds that the applicant has shown that either approval criteria A. through F. or approval criteria G. through I., below, have been met.

The following adjustments are requested:

- **1.** 33.266.310.C to reduce the number of required loading spaces from 2 to 1 Standard A spaces.
- A. Granting the adjustment will equally or better meet the purpose of the regulation to be modified; and

Findings: The purpose statement for the Loading Standards is as follows: "A minimum number of loading spaces are required to ensure adequate areas for loading for larger uses and developments. These regulations ensure that the appearance of loading areas will be consistent with that of parking areas. The regulations ensure that access to and from loading facilities will not have a negative effect on the traffic safety or other transportation functions of the abutting right-of-way."

The Bureau of Transportation has reviewed the applicant's loading analysis and has determined that the anticipated loading activities associated with the hotel can be accommodated in one Standard A space, as proposed. BDS staff defers to PBOT's expertise with regard to the adequacy of service, but notes that the reduced number of spaces will minimize conflicts between pedestrians and loading vehicles, thereby better protecting pedestrians. *This approval criterion is met.*

B. If in a residential zone, the proposal will not significantly detract from the livability or appearance of the residential area, or if in a C, E, or I zone, the proposal will be consistent with the desired character of the area; and

Findings: The proposal to reduce the number of loading spaces is consistent with the desired character of the C zone as it minimizes conflicts between pedestrians and loading vehicles and allows more space for on-street parking which helps to support commercial activities. *This approval criterion is met.*

C. If more than one adjustment is being requested, the cumulative effect of the adjustments results in a project which is still consistent with the overall purpose of the zone; and

Findings: Only one Adjustment is requested. This criterion does not apply.

D. City-designated scenic resources and historic resources are preserved; and

Findings: There are no city-designated scenic or historic resources on this site. *This criterion does not apply.*

E. Any impacts resulting from the adjustment are mitigated to the extent practical; and

Findings: No negative impacts requiring mitigation, as a result of the proposed Adjustment, have been identified by either BDS or PBOT staff. *This criterion does not apply.*

F. If in an environmental zone, the proposal has a few significant detrimental environmental impacts on the resource and resource values as is practicable;

Findings: This site is not within an environmental zone. *This criterion does not apply.*

This Adjustment warrants 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

While some of the approval criteria is met, not all of the approval criteria has been shown to be met. Additional consideration is required in the following areas:

- Salvage of any original or otherwise quality materials in the existing building (A6);
- Additional consideration of the program at the northeast corner of the building and the introduction of additional glazing (A8);
- Provision of additional details for the laser-cut metal screen (C2, C5);
- Consideration of the scale, form, and materiality of the western volume (A4, C4);
- Greater cohesion of the tower volume with additional consideration of the flatness and repetitiveness of the south façade (C2, C5);
- Integration of the secondary mechanical enclosure on the tower and relocation of the 5th floor mechanical equipment to the tower (C11);
- Removal of the lower mechanical louver lighting, removal of the vertical strip lighting at the curtain walls, and removal of the lighting behind the laser-cut metal screen at the recess adjacent to the Auditorium Building (C12); and
- Transformer vault location (Requires PGE approval).

Staff also does not support the request to reduce the amount of required ground floor windows on the east façade.

Staff does support the Modification to reduce bike parking stall widths and the requested Adjustment to reduce the number of required Standard A loading spaces from two to one.

TENTATIVE STAFF RECOMMENDATION

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

Until the issues notes above are resolved, staff recommends: <u>Denial.</u>

Procedural Information. The application for this land use review was submitted on January 26, 2016, and was determined to be complete on March 17, 2016.

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 January 26, 2016.

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: July 12, 2016.**

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 (one-half of the application fee for this case).

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.

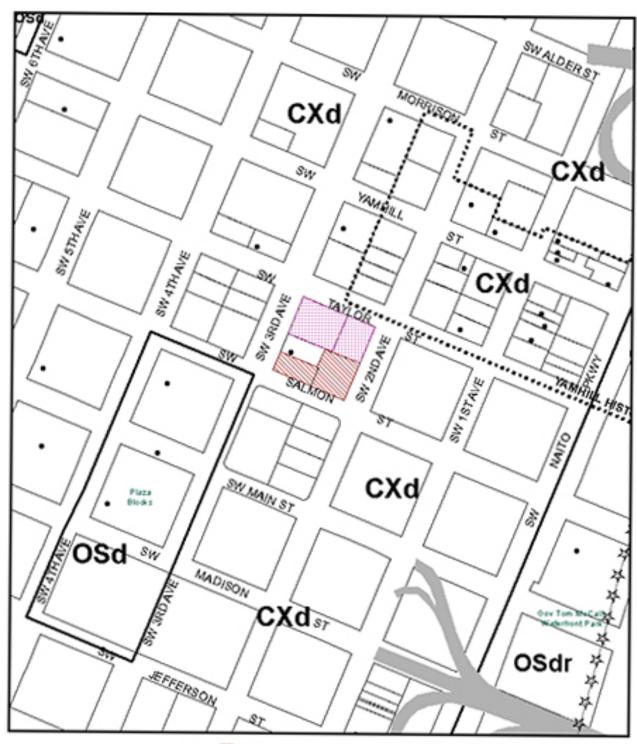
The Bureau of Development Services is committed to providing equal access to information and hearings. Please notify us no less than five business days prior to the event if you need special accommodations. Call 503-823-7300 (TTY 503-823-6868).

Hillary Adam April 25, 2016

EXHIBITS – NOT ATTACHED UNLESS INDICATED

- A. Applicant's Statement
 - 1. Narrative
 - 2. Original Drawing Set, dated January 26, 2016
 - 3. Revised Drawing Set, date February 16, 2016
 - 4. Stormwater Management Report, received February 16, 2016
 - Supplementary Electrical and Mechanical Cutsheets, received February 16, 2016
 - 6. Completeness Response Letter, dated March 14, 2016
 - 7. Revised Narrative, dated March 14, 2016
 - 8. Supplementary Electrical and Mechanical Cutsheets, dated March 14, 2016
 - 9. Stormwater Management Report, received March 14, 2016
 - 10. Revised drawing Set, dated March 14, 2016
- B. Zoning Map (attached)
- C. Plan & Drawings
 - 1. Drawing Set for May 5, 2016 hearing (86 sheets) (C.21, C.50, C.51, C.52, and C.53 attached)
- 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 Transportation Engineering and Development Review
 - 2. Life Safety Division of BDS
 - 3. Bureau of Environmental Services
 - 4. Water Bureau
 - 5. Site Development Review Section of BDS
 - 6. Fire Bureau
- F. Letters: none
- G. Other
 - 1. Original LUR Application
 - 2. Incomplete Letter, dated February 25, 2016

H.



ZONING

NORTH

Site

File No. Also Owned Parcels 1/4 Section

LU 16-111127 DZM AD 3129

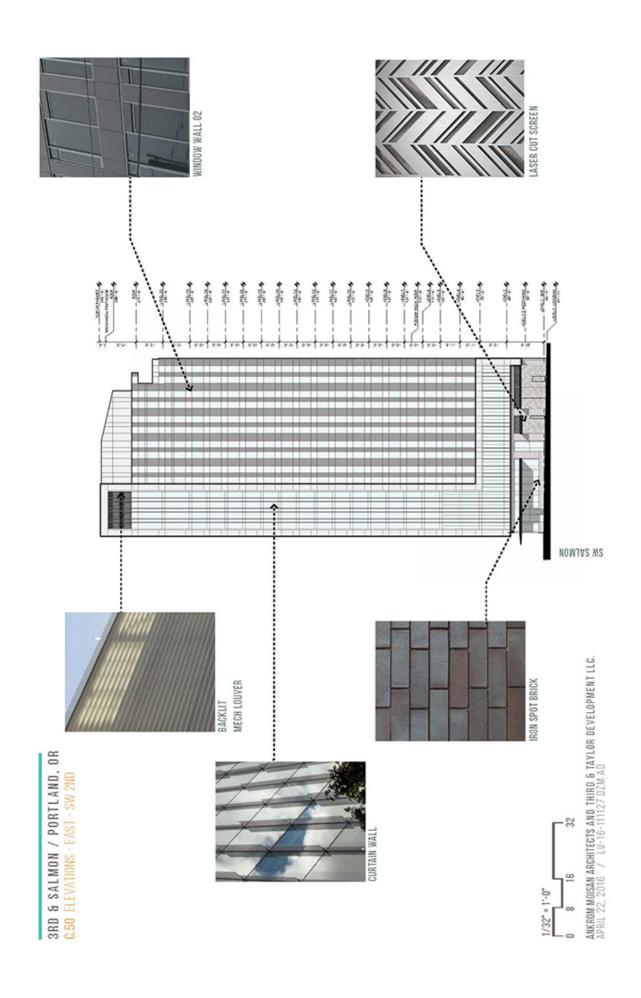
Recreational Trails

1 inch = 200 feet Scale 1S1E03BA 6400 State_Id

Historic Landmark

В Exhibit (Mar 16, 2016)

This site lies within the: CENTRAL CITY PLAN DISTRICT DOWNTOWN SUBDISTRICT



WINDOW WALL 01

CURTAIN WALL

ANKROM MOISAN ARCHITECTS AND THIRD & TAYLOR DEVELOPMENT LLC. APRIL 22, 2016 / LU-16-111127 DZM AD

* 1888 TOTAL TOTAL

ONZ MS

SW 3RD

IRON SPOT BRICK

3RD & SALMON / PORTLAND, OR C.52 ELEVATIONS - WEST - SW 3RD

ANKROM MOISAN ARCHTECTS AND THIRD & TAYLOR DEVELOPMENT LLC. APRIL 22, 2016 / LU-16-111127 DZM AD

