

City of Portland, Oregon Bureau of Development Services Land Use Services

Dan Saltzman, Commissioner Paul L. Scarlett, Director Phone: (503) 823-7300 Fax: (503) 823-5630 TTY: (503) 823-6868 www.portlandoregon.gov/bds

FROM CONCEPT TO CONSTRUCTION

FINAL FINDINGS AND DECISION BY THE HISTORIC LANDMARKS COMMISSION RENDERED ON May 14, 2012

CASE FILE NUMBER: LU 12-108761 HDZ PC # 11-200597

Exterior Alterations - Memorial Coliseum

BDS Staff:	Dave Skilton	503-823-0660
	dave.skilton@portlandoregon.gov	

GENERAL INFORMATION

Applicant:	David Logsdon City of Portland 1120 SW 5th Avenue, Room 1250 Portland, OR 97204-1912	Kevin Brake Portland Development Comm 222 NW 5 th Avenue Portland OR 97209-3859	
Representative:	Robert Mawson Heritage Consulting Group 1120 NW Northrup Street Portland, OR 97209	503-228-0272	
Site Address:	300 N Winning Way		
Legal Description:	BLOCK 11-14&16-18&22 LOT TL 1100, MC MILLENS ADD; BLOCK 7&8&10-12&16 TL 1200, MC MILLENS ADD		
Tax Account No.:	R553001000, R553001510		
State ID No.:	1N1E34AB 01100, 1N1E34AB 01200		
Quarter Section:	2930		
Neighborhood:	Lloyd District Community, contact Lisa Faust at 503-350-1205.		
Business District:	Lloyd District Community Association, William Ruff at 503-221-1121.		
Plan District:	Central City - Lloyd District		
Other Designations:	Historic Landmark, pursuant to listing in the National Register of Historic Places on September 10, 2009		
Zoning:	CXd, Central Commercial with Historic Resource Protection Overlay and Design Overlay		
Case Type:	HDZ, Historic Design Review		
Procedure:	Type III, with a public hearing before the H Commission. The decision of the Historic I be appealed to City Council.		

Proposal:

The applicant is seeking Historic Design Review approval for a multifaceted proposal to:

• re-roof the main arena building with an insulated membrane system 4" deeper than the existing asphalt roof;

- install "green" roof systems on two single story, lower-level, building projections on the south facade;
- re-plaster the ceiling of the main entry pavilion in the original pattern;
- install new, energy efficient recessed light fixtures in the ceilings of both the main entry pavilion and the secondary pavilion in the locations of the existing fixtures;
- install new chrome-plated escutcheons at existing sprinkler heads in the main pavilion ceiling;
- strip existing non-historic paint finish from the two massive curving laminated wood beams that support the roof of the main entry pavilion and coat with a clear finish;
- cover the existing black painted wood fascia assemblies of the main entry pavilion with black painted, lapping, 24 gage metal flashing assemblies in a slightly modified configuration;
- replace non-historic, black painted steel mesh guardrails overlooking the lower-level memorial courtyards, and at the stairs, with new black painted vertical-picket guardrails;
- install one 2'-6" x 5'-0" interpretive sign on the guardrail overlooking each lower level memorial courtyard;
- install one approximately 8' wide by 30' high by 1' thick metal "monolith" interpretive sign at each stairway from the entry plaza to the memorial courts;
- remove fencing and install a concrete bench under each stair to the memorial courtyards to act as a protective cane detection device;
- demolish stairways behind the black granite memorial wall in the northerly or "fountain" courtyard and install a raised planting area with recessed concrete side walls; and
- enclose the existing covered walkway along the north edge of the southerly or "pine" courtyard with a glass and aluminum storefront, door, and louver system similar to existing storefront and door system in the vicinity.

Historic Design Review is required because the proposal is for non-exempt exterior alterations to a Historic Landmark.

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:

- 33.836.060 G Other Approval Criteria
- Central City Fundamental Design Guidelines and Lloyd District Guidelines

ANALYSIS

Site and Vicinity: Memorial Coliseum is an enclosed, multi-purpose arena designed in the International Style by the firm of Skidmore Owings and Merrill (SOM) and completed in 1960. It was listed in the National Register of Historic Places on September 10, 2009, through the efforts of private individuals. The building occupies a prominent site, high up on the east bank of the Willamette River across from the north end of the downtown core. Because of its size and setting, it is visible from a great distance. The building has been described as "a bowl in a box" because the full transparency of the glass outer walls shows off the seating structure prominently, especially at night. From the very beginning Memorial Coliseum was conceived of as a memorial to armed service members who have been killed in wars.

The area around Memorial Coliseum, and the adjoining Rose Quarter arena, is dominated by transportation related development, including rail, light rail, and streetcar lines, a bus/ light rail transit nexus, a freeway, principle surface streets, the river, grain storage and transfer facilities, and approaches to two heavily used historic bridges. These facts give the two arena buildings an island-like quality within their setting that makes the quality of the pedestrian experience around them important.

Zoning: The Central Commercial (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 Historic Resource Protection chapter protects certain historic resources in the region and preserves significant parts of the region's heritage. The regulations implement Portland's Comprehensive Plan policies that address historic preservation. These policies recognize the role historic resources have in promoting the education and enjoyment of those living in and visiting the region. The regulations foster pride among the region's citizens in their city and its heritage. Historic preservation beautifies the city, promotes the city's economic health, and helps to preserve and enhance the value of historic properties.

The Design Overlay Zone promotes the conservation, enhancement, and continued vitality of areas of the City with special scenic, architectural, or cultural value. The Design Overlay Zone also promotes quality high-density development adjacent to transit facilities. 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 or compliance with the Community Design Standards. In addition, design review or compliance with the neighborhood and enhance the area.

Land Use History: City records indicate no relevant prior land use reviews.

Public Notice: A "Request for Response" was mailed March 2, 2012, a "Notice of Proposal" was mailed on March 15, 2012, and a "Corrected Notice of Proposal" was mailed on March 26, 2012.

Agency Review: None of the notified Bureaus has responded with issues or concerns.

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

Initial Hearing and Follow-Up: The following bullets summarize significant items during and since the initial hearing, on April 23, 2012:

- After discussion with the Commission the applicant, Robert Mawson of Heritage Consulting Group (HCG), withdrew two elements of the proposal: cutting new windows into the south wall of the "fountain" court, and demolition of the central planter, trees, and brick paving in the "pine" court. The applicant also agreed to modify the treatment of the ceiling of the large entry pavilion to a smooth plaster finish.
- At the hearing, Peter Meijer, of Peter Meijer Architect (PMA), testified that he believed the interior of the Memorial Coliseum is also subject to Historic Design Review and asked that the record be held open for additional information.
- Three parties submitted additional information within the allowed seven day window: PMA, HCG, and Peter Finley Fry.
- PMA and HCG then responded in a timely manner to each other's submissions.
- And finally, attorney for the applicant, Christie White, then submitted final legal argument in a timely manner.

See Exhibits H-7 through H-12 for details.

Staff Determination of Review Scope: Because an interpretational issue concerning the applicability of 33.445.140 A to the interior of Memorial Coliseum has been raised during the hearing, the Historic Landmarks Commission should address the matter in its decision. The following reasoning, which the Historic Landmark Commission can accept by adopting this report, describes how staff has arrived at its determination that the interior of Memorial Coliseum is not subject to Historic Design Review.

In its definition section, Oregon Administrative Rule (OAR) 660-023-0200, relating to Goal 5 Historic Resources, defines properties listed in the National Register of Historic Places as "historic resources of statewide significance". OAR 660-023-0200 (8) then requires local governments to "protect all historic resources of statewide significance through local historic protection regulations, regardless of whether these resources are 'designated' in the local plan."

Memorial Coliseum was listed in the National Register of Historic Places on September 10, 2009, so, pursuant to OAR 660-023-0200, it is subject to the City of Portland's "local historic protection regulations", specifically Chapter 33.445 – Historic Resource Protection Overlay, of the Zoning Code, but the property is not "designated" as a historic resource in the local plan.

In Chapter 33.910 - Definitions, the Portland Zoning Code defines Historic Landmarks as "buildings, a portion of a building, sites, trees, statues, signs, or other objects or spaces that the City or the Keeper of the National Register of Historic Places has designated or listed for their special historic, cultural, archaeological, or architectural merit." Because the City does not have the authority to list properties in the National Register of Historic Places and the Keeper of the National Register does not have the power to designate local historic resources, staff construes this language as describing two separate paths to Historic Landmark status, a) designation by the City, and b) listing in the National Register of Historic Places.

Subsection 33.445.140 A (1) of the Zoning Code requires Historic Design Review of "exterior alteration" of Historic Landmarks; and subsection 33.445.140 A (5) requires review of "alteration of an interior space when that interior space is <u>designated</u> as a Historic Landmark". Memorial Coliseum is a Historic Landmark pursuant to listing in the National Register of Historic Places, not by virtue of a City of Portland designation. Therefore Historic Design Review of the interior is not required.

ZONING CODE APPROVAL CRITERIA

Chapter 33.846, Historic Reviews

Purpose of Historic Design Review

Historic Design Review ensures the conservation and enhancement of the special characteristics of historic resources.

Historic Design Review Approval Criteria

Requests for historic design review will be approved if the review body finds the applicant has shown that all of the approval criteria have been met.

Findings: The site is a Historic Landmark pursuant to listing in the National Register of Historic Places and the proposal is for non-exempt exterior alterations. Therefore the proposal requires Historic Design Review approval. The relevant approval criteria are listed in 33.846.060 G. 1.-10. Because the site is located within the Central City, the approval criteria also include the *Central City Fundamental Design Guidelines – Lloyd Subdistrict*.

G. Other Approval Criteria:

1. Historic character. The historic character of the property will be retained and preserved. Removal of historic materials or alteration of features and spaces that contribute to the property's historic significance will be avoided.

Findings: With the possible exception of the removal of paint from the large laminated wood beams, all of the proposed exterior alterations will replicate historic conditions, will not affect significant historic elements, or are in keeping with the overall character of Memorial Coliseum. These include the re-plastering of the main entry pavilion ceiling, the re-roofing, green-roofing, and fascia projects, the energy upgrading of light fixtures, the interpretive and monumental signage, the enclosure of an exterior walkway, the railing replacement, and the closure of two stairs behind the north memorial wall. With a condition of approval that the original finish treatment of the large laminated beams supporting the roof of the main entry pavilion, as indicated by historic photographic or documentary evidence, shall be reinstated, this criterion is met.

3. Historic changes. Most properties change over time. Those changes that have acquired historic significance will be preserved.

Findings: Only one aspect of this multifaceted proposal will affect altered elements of the historic landmark: the replacement of guard railings where the entry plaza overlooks the two memorial courtyards. At less than fifty years of age, this alteration is not old enough to be considered historic or significant. Retention is not required. *This criterion is met.*

4. Historic features. Generally, deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement, the new feature will match the old in design, color, texture, and other visual qualities and, where practical, in materials. Replacement of missing features must be substantiated by documentary, physical, or pictorial evidence.

Findings: The wooden fascias of both the entry pavilions have deteriorated significantly over time, and their replacement is justified. The proposal is for a sheet metal flashing system, painted black, which, while not replicating the original material, will closely approximate the design, color, and texture of the original, painted wood fascias. *This criterion is met.*

- **8.** Architectural compatibility. New additions, exterior alterations, or related new construction will be compatible with the resource's massing, size, scale, and architectural features. When retrofitting buildings or sites to improve accessibility for persons with disabilities, design solutions will not compromise the architectural integrity of the historic resource.
- **10. Hierarchy of compatibility.** Exterior alterations and additions will be designed to be compatible primarily with the original resource, secondarily with adjacent properties, and finally, if located within a Historic or Conservation District, with the rest of the district. Where practical, compatibility will be pursued on all three levels.

Findings for 8 and 10: As noted in the findings for Criterion 1 above, all of the proposed alterations are compatible with the historic character of the resource, blending with the clean, simple, neutral aesthetic of Memorial Coliseum. *These criteria are met.*

<u>Special Design Guidelines for the Design Zone of the Lloyd District of the</u> <u>Central City Plan and Central City Fundamental Design Guidelines</u>

A5-1. Develop Identifying Features. Encourage the inclusion of features in the design of projects that give projects identity and a sense of place or significance within the District.

Findings: Two aspects of the proposal speak to this guideline, the tall monolith signs at the stairs to the memorial courtyards, and the interpretive signage on the guardrails overlooking them. These additions will be clearly distinguishable as elements provided to help the public locate, understand, and navigate to the lower level courtyards. They are simple in design, and in keeping with the International Style aesthetic of the resource. *This guideline is met*

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

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.

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 A6, C3, and C5: The proposal can generally be characterized as a rehabilitation, with a light-handed and respectful approach to the resource's largely intact historic character. *These guideline are met.*

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 storm water management tools.

Findings: Because roofs are designed to be replaced over time, re-roofing with like materials is normally considered to be maintenance, which is exempt from Historic Design Review. In this case, however, two roofs were included because their overall character will change: the new system for the roof of the main arena building will be approximately four inches higher than the existing; and the "green" roof on the two subordinate service wings to the south obviously introduces a new material. Neither change affects a character-defining historic feature, and they will not be readily visible to the public from the exterior of the building. *This guideline is met.*

CONCLUSIONS

The public experience of Memorial Coliseum, one of Portland's most recently constructed historic landmarks, stands to benefit from the interventions in this proposal. Resources from the more recent past often have limited constituencies in terms of respect for their aesthetic, which can be seen hackneyed and out of step with more recent fashions. The applicant's general approach of this proposal is respectful of the historic character of Memorial Coliseum. The purpose of the Historic Design Review process is to ensure that additions, new construction, and exterior alterations to historic resources do not compromise or erode their ability to convey historic significance. With resolution of the treatment of the main entry pavilion ceiling, this proposal could meet the applicable Historic Design Review criteria and achieve approval.

HISTORIC LANDMARKS COMMISSION DECISION

It is the decision of the Historic Landmarks Commission to approve Historic Design Review for exterior alterations to the Historic Landmark Memorial Coliseum.

Approval is per Exhibits C-1 through C-21, signed, stamped, and dated May 17, 2012, subject to the following conditions:

- A. As part of the building permit application submittal, the following development-related conditions (A 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 12-108761 HDZ. All requirements must be graphically represented on the site plan, landscape, or other required plan and must be labeled "REQUIRED."
- **B.** No field changes allowed.

Bv:

C. The original finish treatment of the large laminated beams supporting the roof of the main entry pavilion, as indicated by historic photographic or documentary evidence, shall be reinstated.

Brian Emerick, Acting Historic Landmarks Commission Chair

Application Filed: January 31, 2012 Decision Filed: May 15, 2012 Decision Rendered: May 14, 2012 Decision Mailed: May 22, 2012

About this Decision. This land use decision is **not a permit** for development. Permits may be required prior to any work. Contact the Development Services Center at 503-823-7310 for information about permits.

Procedural Information. The application for this land use review was submitted on January 31, 2012, and was determined to be complete on **February 29, 2012**.

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 31, 2012.

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.

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. This report is the final decision of the Historic Landmarks Commission with input from other City and public agencies.

Conditions of Approval. This approval may be subject to a number of specific conditions, listed above. Compliance with the applicable conditions of approval must be documented in

all related permit applications. Plans and drawings submitted during the permitting process must illustrate how applicable conditions of approval are met. Any project elements that are specifically required by conditions of approval must be shown on the plans, and labeled as such.

These conditions of approval run with the land, unless modified by future land use reviews. As used in the conditions, the term "applicant" includes the applicant for this land use review, any person undertaking development pursuant to this land use review, the proprietor of the use or development approved by this land use review, and the current owner and future owners of the property subject to this land use review.

Appeal of this decision. This decision is final unless appealed to City Council, who will hold a public hearing. **Appeals must be filed by 4:30 p.m. on June 5, 2012** at 1900 SW Fourth Ave. Appeals can be filed Tuesday through Friday on the first floor in the Development Services Center until 3 p.m. After 3 p.m. and on Monday, appeals must be submitted to the receptionist at the front desk on the fifth floor. Information and assistance in filing an appeal is available from the Bureau of Development Services in the Development Services Center or the staff planner on this case. You may review the file on this case by appointment at, 1900 SW Fourth Avenue, Suite 5000, Portland, Oregon 97201.

If this decision is appealed, a hearing will be scheduled and you will be notified of the date and time of the hearing. The decision of City Council is final; any further appeal is to the Oregon Land Use Board of Appeals (LUBA).

Failure to raise an issue by the close of the record at or following the final hearing on this case, in person or by letter, may preclude an appeal to City Council on that issue. Also, if you do not raise an issue with enough specificity to give City Council an opportunity to respond to it, that also may preclude an appeal to LUBA on that issue.

Who can appeal: You may appeal the decision only if you have written a letter which was received before the close of the record at the hearing or if you testified at the hearing, or if you are the property owner or applicant. Appeals must be filed within 14 days of the decision. An appeal fee of \$4,908.00 will be charged (one-half of the application fee for this case).

Neighborhood associations may qualify for a waiver of the appeal fee. 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. Fee waivers for neighborhood associations require a vote of the authorized body of your association. Please see appeal form for additional information.

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.

- Unless appealed, The final decision may be recorded on or after June 6, 2012.
- 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.

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.

Dave Skilton Date prepared: May 17, 2012

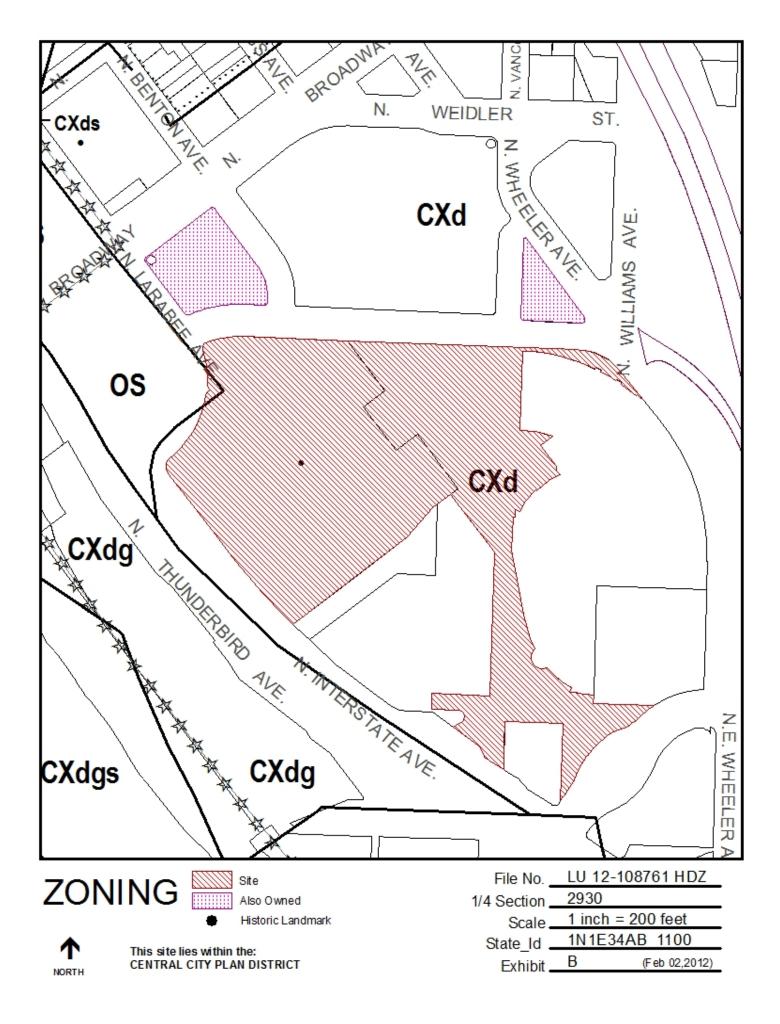
EXHIBITS

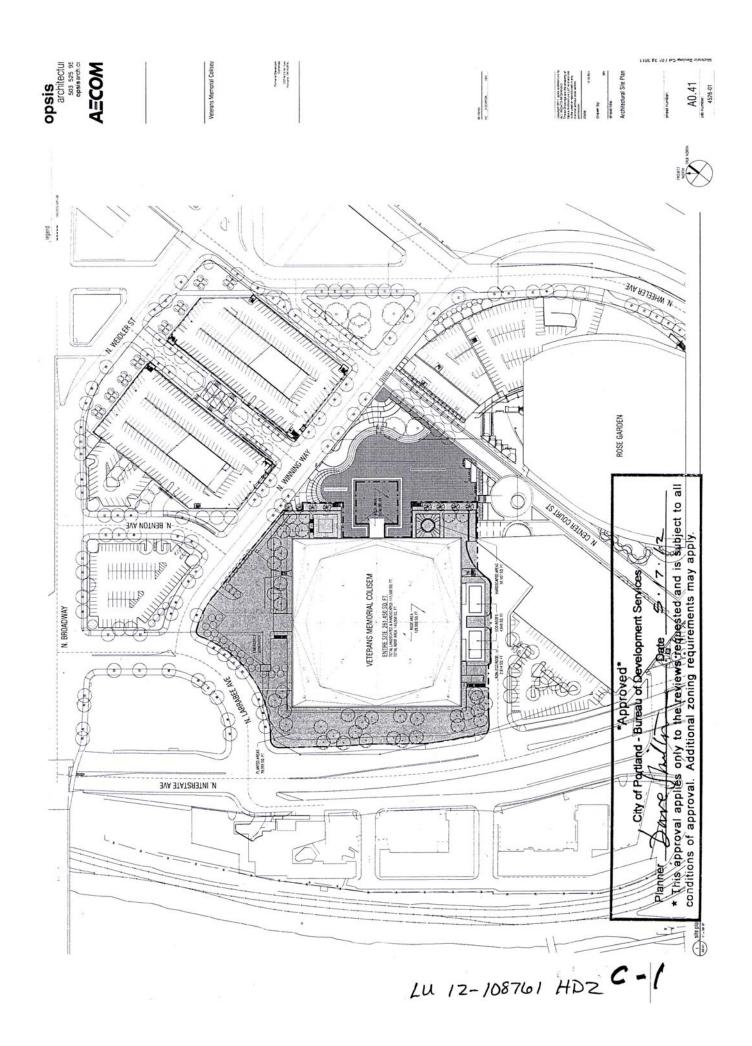
NOT ATTACHED UNLESS INDICATED

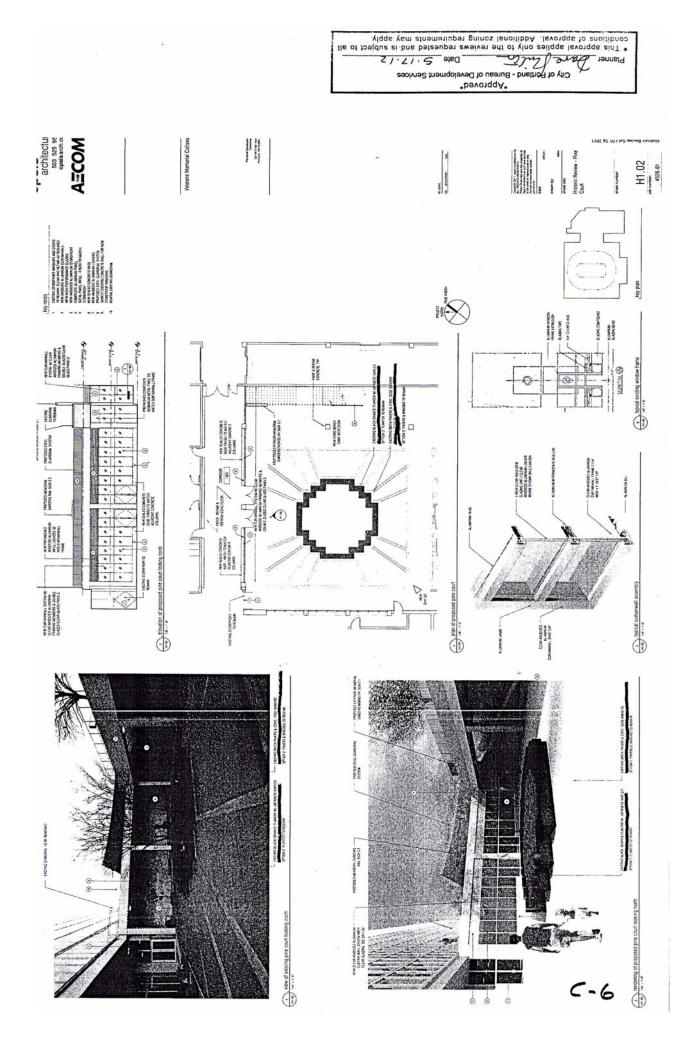
- A. Applicant's Statement
- B. Zoning Map (attached):
- C. Plans & Drawings:
 - 1. Vicinity/Site Plan (attached)
 - 2. Summary of Proposed Alterations
 - 3. Key Plan to Alteration Locations
 - 4. Roof Plan
 - 5. Main Entry Pavilion Proposal
 - 6. "Pine" Court Proposal (attached)
 - 7. "Fountain" Court Proposal (attached)
 - 8. Guardrail Replacement Proposal
 - 9. Pavilion Roof and Fascia Details
 - 10. Pavilion Ceiling Details
 - 11. Pavilion Ceiling Details
 - 12. Pavilion, Canopy, and Main Roof Details
 - 13. Canopy Fascia Details
 - 14. Canopy Ceiling Details
 - 15. "Green" Roof System Details
 - 16. Storefront Comparison Details
 - 17. Louver Details
 - 18. Wall Section at Fountain Vault

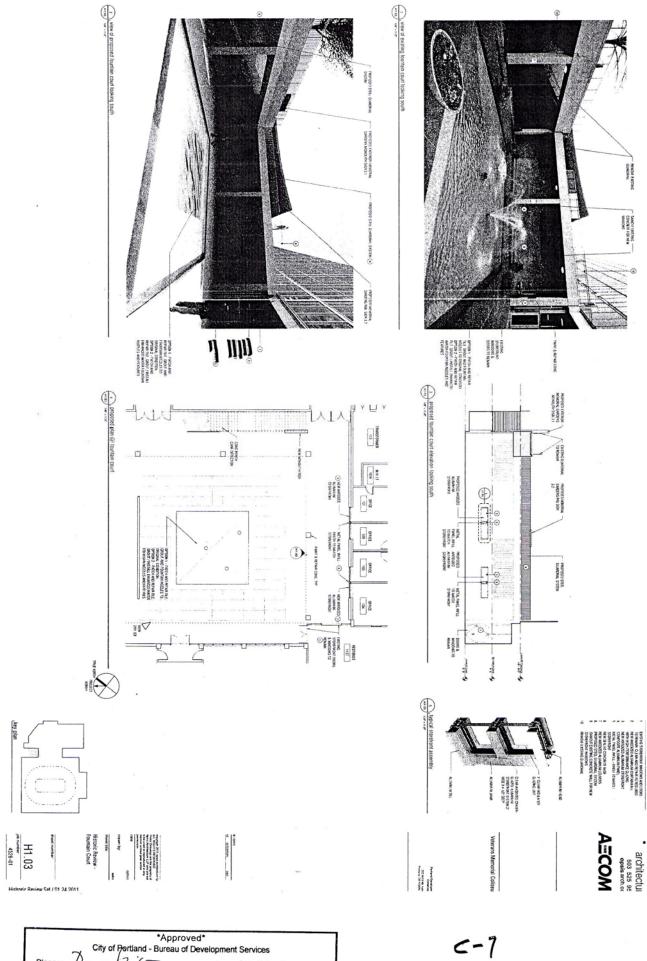
- 19. Stair, Rail, Bench, and Monolith Sign Proposal
- 20. Monolith Sign Section Detail
- 21. Interpretive Sign Details
- D. Notification information:
 - 1. Request for response
 - 2. Posting letter sent to applicant
 - 3. Notice to be posted
 - 4. Applicant's statement certifying posting
 - 5. Mailing list
 - 6. Mailed notice
 - 7. Mailing List for Corrected Notice
 - 8. Mailed Corrected Notice
- E. Agency Responses:
 - 1. Bureau of Environmental Services
 - 2. Water Bureau
 - 3. Fire Bureau
 - 4. Life Safety Review Section of BDS
- F. Letters: none
- G. Other:
 - 1. Original LUR Application
 - 2. Site History Research
- H. Received after opening of hearing
 - 1. Staff report
 - 2. Staff Presentation
 - 3. Applicant Presentation
 - 4. Gilbert Frey, April 9, 2012, letter summarizing testimony concerning proposed and other alterations desired by veterans group
 - 5. Peter Meijer, April 9, 2012, written summary of testimony.
 - 6. Peter Meijer wrote on April 9, 2012, finding certain approval criteria unmet.
 - 7. Peter Finley Fry, April 10, 2012, memo supporting required Historic Design Review of interior.
 - 8. Peter Meijer, April 13, 2012, thirty-five items supporting required Historic Design Review of interior.
 - 9. Heritage Consulting Group, April 16, 2012, arguments against required Historic Design Review of interior.
 - 10. Peter Meijer, April 19, 2012, responding to Heritage Consulting Group arguments.
 - 11. Heritage Consulting Group, April 23, 2012, responding to Peter Meijer arguments.
 - 12. Christie White, April 30, 2012, final legal argument.
 - 13. Revised Staff report
 - 14. Revised Staff presentation
 - cc: Applicants and Representatives Neighborhood Associations Those who testified, orally or in writing City Auditor's Office Development Services Center BDS Staff for Bureau of Buildings BDS Staff for Commission Book

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)









5.

17.12

Date

* This approval applies only to the reviews requested and is subject to all conditions of approval. Additional zoning requirements may apply.

Planner Dana Juico