



## **STAFF REPORT AND RECOMMENDATION TO THE LANDMARKS COMMISSION**

CASE FILE: LU 24-088091 HRM – Ukandu Loft  
PC # 24-037799  
REVIEW BY: Landmarks Commission  
WHEN: Monday, February 10, 2025

Remote Access: Historic Landmarks Commission Agenda  
<https://www.portland.gov/ppd/landmarks>

This land use hearing will be limited to remote participation via Zoom. Please refer to the instructions included with this notice to observe and participate remotely.

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

**Portland Permitting & Development Staff:** Tanya Paglia 503-865-6518 / [Tanya.Paglia@portlandoregon.gov](mailto:Tanya.Paglia@portlandoregon.gov)

### **GENERAL INFORMATION**

**Applicant:** Ian Roll | Gensler  
811 SW 6<sup>th</sup> Ave, Ste 300 | Portland, OR 97204  
[Ian\\_Roll@Gensler.com](mailto:Ian_Roll@Gensler.com)

**Owner/Agent:** Jason Hickox | UKANDU L.O.F.T. LLC  
601 SW 2<sup>nd</sup> Ave, Suite 2300 | Portland, OR 97204

**Owner:** Thidwick Management Co  
2905 SW 1<sup>st</sup> Ave | Portland, OR 97201

**Site Address:** 118 SW PORTER ST

**Legal Description:** BLOCK 77 E 2' OF W 46' OF LOT 1, CARUTHERS ADD; BLOCK 77 TL 10200, CARUTHERS ADD; BLOCK 77 W 44' OF LOT 1, CARUTHERS ADD

**Tax Account No.:** R140907790, R140907800, R140907810

**State ID No.:** 1S1E10BB 10100, 1S1E10BB 10200, 1S1E10BB 10000

**Quarter Section:** 3329

**Neighborhood:** South Portland NA., contact at [landuse@southportlandna.org](mailto:landuse@southportlandna.org)

**Business District:** South Portland Business Association, contact Mark Eves at [info@southportlandba.com](mailto:info@southportlandba.com)

**District Coalition:** District 4, contact at [info@district4coalition.org](mailto:info@district4coalition.org)

**Plan District:** None

**Other Designations:** Non-contributing Resource in the South Portland Historic District, listed in the National Register of Historic Places on July 31, 1998.

**Zoning:** **CM2** – Commercial/Mixed Use 2 base zone with Historic Resource overlay

**Case Type:** **HRM** – Historic Resource Review with Modification

**Procedure:** **Type III**, with a public hearing before the Landmarks Commission. The decision of the Landmarks Commission can be appealed to City Council.

**Proposal:**

The applicant is seeking Type III Historic Resource Review approval for a proposal to make exterior alterations to a non-contributing building in the South Portland Historic District. The existing building is located on a site at the intersection of SW 1<sup>st</sup> Ave and SW Porter St. The applicant, Ukandu, a non-profit serving families impacted by childhood and adolescent cancer, proposes to renovate an existing masonry building and build a two-story addition. The expanded building, to be named Ukandu Loft, will feature radically inclusive activity spaces for children, teens, and families; community spaces; therapy and counseling offices; outdoor community spaces; parking; and operational offices. The primary pedestrian entrance will be located on SW 1<sup>st</sup> Ave with garage and secondary access on SW Porter St.

The site is comprised of two adjacent properties. The project preserves the masonry building at the corner with a proposed addition to the west. The existing 4,405 SF building is located at 3015 SW 1<sup>st</sup> Ave on an L-shaped, 8,300 SF parcel. The site for the proposed renovation and expansion includes this L-shaped parcel as well as the adjacent 2,300 SF parcel at 118 SW Porter Street. Together the quarter block site is 10,600 SF with frontages to the north on SW Porter St and the east on SW 1<sup>st</sup> Ave.

Modification requests [PZC 33.846.070]:

1. Setbacks (33.130.215.B.2.b). Reduce the required side setback along the western property line from 10' to approximately 0' (the required minimum setback from a lot line that abuts an RM1 zone is 10').
2. Ground floor windows (33.130.230.B.3). Reduce the ground floor window requirement on the addition's SW Porter St façade from 25% of the ground level wall area to approximately 18%.
3. Minimum Landscaped Area (33.130.225) Reduce the minimum landscaped area for the site from 15% to approximately 10%.

Historic resource review is required because the proposal is for non-exempt exterior alterations on a resource in the South Portland Historic District.

**Relevant Approval Criteria:**

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

- South Portland Historic District Design Guidelines (2022)
- 33.846.070 Modifications Considered During Historic Resource Review

The Portland Zoning Code is available online at <https://www.portland.gov/code/33>.

## ANALYSIS

**Site and Vicinity:** The subject site lies within the South Portland Historic District, which was listed in the National Register of Historic Places on July 31, 1998. The

district documentation was prepared by Michael Harrison, Thayer Donham, Cielo Lutino, Michael Meyers, and Liza Mickle on behalf of the City of Portland Bureau of Planning. The nomination was vetted by the State Historic Preservation Office and reviewed and accepted by the Keeper of the National Register.

The subject non-contributing building in the South Portland Historic District is located on a site situated at the intersection of SW 1<sup>st</sup> Ave and SW Porter St. It is an approximately 4,405 SF, two-story brick building constructed in 1978, outside of the district's period of significance. The subject site is comprised of two adjacent properties. The existing masonry building is located at 3015 SW 1<sup>st</sup> Ave on an L-shaped, 8,300 SF parcel. The site for the proposed renovation and expansion includes this L-shaped parcel as well as the adjacent 2,300 SF parcel at 118 SW Porter Street. Together the quarter block site is 10,600 SF with frontages to the north on SW Porter St and the east on SW 1<sup>st</sup> Ave.

A contributing house that currently occupies 118 SW Porter St has been approved by City Council for demolition through a Type IV demolition review (LU 24-077225 DM). It is an approximately 930 SF, one-and-a-half-story bungalow style house built in 1908. For the past forty years the bungalow has been used as office space. A street facing, at-grade storage addition is thought to have been added during this transition of use.

The site is immediately adjacent to the Cedarwood Waldorf School to the west (which sits on the property line) and Gearhead Associates to the South. Both neighboring brick buildings are contributing historic resources in the South Portland Historic District.

The South Portland Historic District is a 31 block, 49-acre area. The district is a subset of the larger South Portland neighborhood, which developed as a multi-ethnic, walkable, and primarily residential suburb in the late 19th century. The district represents South Portland during the district's period of significance, which stretched from 1876, the year the neighborhood's oldest extant buildings were constructed, to 1926, the year that Ross Island Bridge construction resulted in a wave of displacement of area residents and businesses. The unique character of the South Portland Historic District recalls its period of significance through the area's gridded street pattern and collection of 19<sup>th</sup>- and early 20<sup>th</sup>-century architecture, which is a combination of single-family residential buildings, and a handful of commercial and institutional buildings, and multi-family plexes.

At the time it was designated in 1998, the historic district had 186 contributing buildings and 60 non-contributing. It currently has 182 contributing buildings and 93 non-contributing. Thus, the district has lost 4 contributing buildings since 1998 (and will shortly lose 1 more), and 30 new buildings have been built (note: the numbers are approximate based on the data available).

The area that eventually became this historic district was tremendously impacted by urban renewal in the 50s and 60s. Large portions of the neighborhood were decimated, and residents fought to get this district listed and preserve what was left. Per the South Portland Historic District Design Guidelines:

“The neighborhood presently contains an array of residential, commercial, and institutional uses divided by several major transportation corridors including Interstate 405, Interstate 5, SW Naito Parkway, and SW Barbur Boulevard, as well as Highway 26 and the Ross Island Bridge ramps. South Portland was historically organized into the Lair Hill, Corbett, and Terwilliger sub-neighborhoods, all of which developed as primarily residential suburbs in the late 19th and early 20th centuries. The South Portland Historic District represents the most complete, cohesive subset of this development remaining in South Portland today. The irregularly shaped district comprises 31 blocks in the Lair Hill and Corbett sub-neighborhoods, roughly bounded by SW Arthur and

SW Meade Streets to the north, SW Barbur Boulevard to the west, SW Pennoyer and S Curry Streets to the south, and Naito Parkway and S Hood Avenue to the east. Through its extant historic fabric, including period vernacular architecture and a street pattern dating to the 1860s, the South Portland Historic District maintains the setting and feeling of the area as it existed around the turn of the 20th century.”

According to the National Register nomination, the South Portland Historic District is significant under Criterion A for “its associations with events that have made a significant contribution to the broad patterns of our history,” and Criterion C for “embodying the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.”

The National Register nomination notes the following:

“As one of the oldest settlements in Portland, the South Portland Historic District deserves further recognition as a significant contributor to Portland's history. Besides being one of the city's first suburbs, the South Portland area also served as a gateway community to Portland for immigrants in the late nineteenth and early twentieth century.

Primarily dominated by Jewish and Italian immigrants, South Portland was an inclusive microcosm of the greater Portland area—they even had a nominally denoted “mayor.” Immigrants were able to gradually and comfortably acclimate themselves to their new country in the Lair Hill and Corbett neighborhoods. Community organizations were specifically set up to smooth the Americanization process, and soon Lair Hill and Corbett developed reputations as ethnically diverse, friendly neighborhoods.

The South Portland Historic District thus stands as an excellent example of a vibrant, minority gateway community that flourished from the late nineteenth and early twentieth century. It endures as an intact representation of a turn of the century working class neighborhood, with a number of Queen Anne style workers' cottages in the area. Given that context, the South Portland Historic District clearly reveals itself as an integral component to a study of Portland's history.”

**Zoning:** The Commercial/Mixed Use 2 (CM2) zone is a medium-scale zone intended for sites in a variety of centers, along corridors, and in other mixed-use areas that have frequent transit service. The zone allows a wide range and mix of commercial and residential uses, as well as employment uses that have limited off-site impacts. Buildings in this zone will generally be up to four stories tall unless height and floor area bonuses are used, or plan district provisions specify other height limits. Development is intended to be pedestrian-oriented, provide a strong relationship between buildings and sidewalks, and complement the scale of surrounding residentially zoned areas.

The Historic Resource Overlay zone protects historic resources that have been identified as significant to the history of the city and region. The regulations implement Portland's Comprehensive Plan policies that address historic preservation. These policies recognize the role historic resources have in promoting education and enjoyment for those living in and visiting the region. The regulations foster awareness, memory, and pride among the region's current and future residents in their city and its diverse architecture, culture, and history. Historic preservation recognizes social and cultural history, retains significant architecture, promotes economic and environmental health, and stewards important resources for the use, education, and enjoyment of future generations.

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

- LU 24-077225 DM – Approval of demolition of a contributing house located at 118 SW Porter St. (118 SW Porter St; R128941)
- LU 10-119078 HDZ – Approval of a 6-square foot sign, 11-7/8 inches high and 72-3/4 inches wide. (3015 SW 1<sup>st</sup> Ave; R128940)
- LU 09-143497 HDZM – Approval for removal of two windows on the front elevation and replacement with a garage door; and construction of an accessibility ramp at the rear of the building and restriping of the parking lot to accommodate a parking stall for disabled users. Approval of a Modification to 33.266.130 G - Parking Area Setbacks and Screening. (3015 SW 1<sup>st</sup> Ave; R128940)
- 74-027400 VZ (Ref: VZ 005-74) – Variance to reduce the north (front) and west (rear) yards from the required 5' to 0' in order to erect a building and construct a parking lot. (3015 SW 1<sup>st</sup> Ave; R128940)

**Agency Review:** A “Notice of proposal in Your Neighborhood” was mailed on **January 13, 2025**. The following six Bureaus, Divisions and/or Sections responded with no objections. One of them provided additional comments noted below and six of them included comments found in Exhibits E-1 to E-6:

- Portland Permitting and Development – Life Safety (Exhibit E-1)
- PP&D Public Infrastructure Development Review – Transportation (Exhibit E-2)
- Portland Fire and Rescue (Exhibit E-3)
- Portland Permitting and Development – Site Development (Exhibit E-4)
- Portland Permitting and Development – Urban Forestry (Exhibit E-5)
- PP&D Public Infrastructure Development Review – Environmental Services (BES) (Exhibit E-6)
- The following comments were provided by PP&D Public Infrastructure Development Review – Water:

If there will not be a Lot Consolidation, the applicant must demonstrate, during building permit review, that the plumbing for the new building area on the lot has its plumbing isolated from the building on the adjacent lot. There is currently a water service to the smaller lot, and one to the larger corner lot, but Title 21 states that water services can't cross property lines. That means that either the property lines need to go away, or the water needs to stay on the property that the meter is in front of.

**Neighborhood Review:** A Notice of Proposal in Your Neighborhood was mailed on **January 13, 2025**. No written responses have been received from either the Neighborhood Association or notified property owners in response to the proposal.

## **ZONING CODE APPROVAL CRITERIA**

### **Chapter 33.846.060 - Historic Resource Review**

#### **Purpose of Historic Resource Review**

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

#### **Historic Resource Review Approval Criteria**

Requests for Historic Resource 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 located within the South Portland Historic District and the proposal is for a non-exempt treatment. Therefore, Historic Resource Review approval is required. The approval criteria are the *South Portland Historic District Design Guidelines*.

### **Design Guidelines for the South Portland Historic District**

The South Portland Historic District is a unique asset to Portland and has been recognized nationally by its placement on the National Register of Historic Places. There are certain procedures and regulations the City has adopted for the protection and enhancement of the South Portland Historic District.

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

### **Context Guidelines**

**1.1. Building Typology.** Alterations to contributing buildings should retain the building's historic typology. New buildings larger than 800 square feet should be a coherent expression of a building typology found in the district during the period of significance.

**1.2. District Patterns.** The siting and design of new buildings and additions to existing buildings should relate to development patterns historically found within the district.

**Findings for 1.1 and 1.2:** The proposed Ukandu Loft is the renovation and expansion of an existing non-contributing building at 3015 SW 1<sup>st</sup> Ave. This brick building was built in 1978 and was designed in a style compatible with its neighborhood which was not yet a historic district. The non-contributing building is most closely akin to the mixed-use building typology of the district, and it exhibits characteristics consistent with the Early 20<sup>th</sup> Century Commercial Style. Both the typology and the style are found among buildings constructed during the historic district's period of significance.

The Mixed-Use building typology within the South Portland Historic District typically features repeating window patterns at upper floors and flat roofs. Ground floors tend to be at the sidewalk level and feature full or partial wood storefront systems that include bulkheads, transom windows, and recessed entries. Buildings of this typology tend to have little to no front setback and be two or more stories in height. The Early 20<sup>th</sup>-Century Commercial style is described in the South Portland Historic District Design Guidelines (SPHDDG) as follows:

Within South Portland, buildings of this style are generally one or two stories with flat roofs with low parapets. Constructed of wood, brick, or concrete, buildings of this style feature relatively little applied decoration and are most recognizable for their large stretches of glazing at the street level, including large storefront windows and transoms.

There are four contributing brick commercial/institutional buildings in the South Portland Historic District: the Sydney Wallace building, the Neighborhood House (Cedarwood Waldorf School), the Multnomah County Hospital Nurses' Quarters, and the Mary L. Maxwell House. Both the Neighborhood House and the Hospital Nurses' Quarters are Georgian Revival institutional buildings. The Mary L. Maxwell House is an atypical hybrid commercial/residential building type and not relevant to the design of the proposed addition.

The Sydney Wallace building is the subject site's immediate neighbor to the south and is identified in the South Portland Historic District Design Guidelines as a good example of the Early 20<sup>th</sup> Century Commercial Style. The existing 1978 building references many of its brick detailing from its neighbor. The primary

facades of both buildings face onto SW 1<sup>st</sup> Ave and together form a coherent composition along the streetscape.

Continuing this existing relationship, as well as respecting building typologies and patterns within the district, the proposed addition references both the Sydney Wallace building and the 1978 building in its brick cladding, recessed entry, fenestration pattern, brick detailing, and cornice articulation. The proposed addition maintains the block face with little to no right-of-way setback, continues the repeating window pattern of the existing upper windows, has a recessed entry, and features brick detail transitions with little applied decoration. Articulation and detailing are focused at window openings, the building base, and cornice. Cues are taken from the contributing neighbor to the south with divided lights in glazing and contrasting metal detailing.

Alterations to the existing building include a new storefront window, increasing the amount of ground level glazing, and a more prominent central entrance with entry canopy, a characteristic more consistent with Institutional buildings identified in the guidelines. Both Buildings have a soldier brick course expressing window heads on the lower floors. Both primary façades have stepped and gabled parapet walls with 4" metal coping and 3 courses (1 soldier) of corbeled brick a few feet (varies) below the parapet cap. The corbeling in total is approximately 1" proud of the lower courses. Consistent with the Sydney Wallace Building, the existing 1978 building, with proposed alterations, has a central main entry that is more pronounced in scale and articulation and planted frontage zone. The modified building entry also features a custom wood door fabricated from recycled building materials from the site.

The Proposed addition continues the planted frontage zone, stepped concrete base, standard brick running bond (colored & scale matched), soldier course window heads, and 4" parapet cap. The cornice is expressed by 3 soldier courses, all 1" proud of the lower courses. The window head and sills are similarly 1" proud of the predominant brick wall.

Generally, both the existing 1978 building and the proposed addition relate to the district's Mixed-Use, Early 20<sup>th</sup> Century Commercial Style buildings with features including their recessed entries, flat roofs, massing, fenestration patterns, proximity to the sidewalk, and articulation and detailing focused at window openings and the building base and cornice.

*These guidelines are met.*

## **Public Realm Guidelines**

**2.1. Site Planning.** New buildings, building additions, and building relocations should maintain a contextual relationship of front setbacks by relating either to an adjacent contributing resource or to the setbacks typical of the building's typology.

**Findings for 2.1:** The proposed addition maintains the 0-lot line setback of the adjacent buildings, consistent with their typology except at the garage entrance which is recessed 3'. This deviation provides a better transition between the existing building and the addition and deference to the brick architecture. It also helps break-up the long SW Porter St frontage. The garage façade design exhibits painted garage doors that feature window openings (per SPHDDG 2.4).

*This guideline is met.*

**2.2. Porches and Entries.** The height of the primary entry and the prominence of porches and entries should correspond to both the patterns present on the blockface and the characteristics typical of the building's typology.

**Findings for 2.2:** Alterations to the 1978 building will result in a far more prominent primary central entrance along SW 1<sup>st</sup> Ave than the existing condition, a characteristic more consistent with Institutional buildings identified in the guidelines. The updated entry will feature a two-story expression with a storefront window and spandrel above matching the ground level storefront at the recessed entrance. It also includes a new higher and deeper canopy at the front entrance with a wood soffit and a green roof, and a solid custom wood door fabricated from recycled building materials from the site.

Additionally, a secondary recessed entrance is proposed on SW Porter St, adding significant glazing and activation to the streetscape. Both the existing and new entries are accessible, at-grade entrances. While the SW Porter St entrance is intentionally less prominent for hierarchical and wayfinding reasons, the canopy detailed on pages 53 and 54 of the plan set adds human scale, historic compatibility, weather protection and visual interest to the new portion of the building. Thus, a condition of approval has been added to ensure this option is included in the new development.

*With a condition of approval that the building shall include the entrance canopy detailed on Exhibit C-31 of the plan set and Exhibit A-7 (A1.02) of the appendix, this guideline is met.*

**2.3. Building Massing and Rhythm.** The proportions and articulation of street-facing facades should respond to both the patterns present on the blockface and the characteristics typical of the building's typology.

**Findings for 2.3:** The proposed fenestration and parapet design of the addition is consistent with window patterns and represented flat roofs of the blockface, reflecting both the existing building and the neighboring school to the west. The identified historic typology features repeating window patterns at upper floors and flat roofs as well.

*This guideline is met.*

**2.4. Parking and Loading.** New vehicular parking and loading, if proposed, must prioritize the pedestrian experience and be deferential to the characteristics typical of the building's typology.

**Findings for 2.4:** An existing garage door along SW 1<sup>st</sup> Ave will be replaced with a window that has a fenestration pattern matching the new window above the main entrance, forming a coherent composition and eliminating vehicle area on the front elevation of the building. The proposed addition proposes a 3' recessed garage façade facing SW Porter St. The recessed volume provides a transition between the existing building and the addition, highlights the brick architecture, and prioritizes the pedestrian experience.

The garage façade design exhibits a post and lintel articulation surrounding the garage entry which is continued on the upper level which expresses visual hierarchy, tectonic gravity, and depth. The painted garage doors feature window openings, reflecting the examples included in the design guidelines. The garage entry is a single-story volume with a reflection garden serving as a planted roof to provide a connection to nature, visual interest, a sense of place, and texture at the center of the block, downplaying the vehicle entrance. The set back garage façade is well integrated with the building, including consistency in the fenestration



between the second-floor volume which is set back, sitting behind the reflection garden and the garage level. Both pick up fenestration from the new front entrance on 1<sup>st</sup> Ave and the new ground floor window that replaces garage doors at the front of the building.

*This guideline is met.*

## Quality & Coherency Guidelines

**3.3. Additions and Alterations to Buildings Built Outside of the Period of Significance.** For buildings built outside of the period of significance, additions of floor area that are equal to or greater than the floor area of the existing building should meet Guideline 3.4—Architectural Features and Materials in New Buildings. For buildings built outside of the period of significance, additions of floor area that are less than the floor area of the existing building and other alterations should either 1) relate to the design, proportions, and materials of the existing building as originally built, or 2) meet Guideline 3.4—Architectural Features and Materials in New Buildings.

**Findings for 3.3:** The proposed design of the addition relates to the design, proportions, and materials of the existing 1978 building, and exhibits fine-grained texture and depth in cladding, doors, windows, and architectural features respectful of the district’s historic and cultural significance. The existing building on SW 1<sup>st</sup> Ave. as well as the proposed addition exhibit characteristics consistent with the Early 20<sup>th</sup> Century Commercial Style. The proposed addition references the adjacent contributing Sydney Wallace building as well as the existing 1978 building at 3015 SW 1<sup>st</sup> Avenue for brick detailing, fenestration pattern, and cornice articulation.

*This guideline is met.*

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## 33.846.070 Modifications Considered During Historic Resource Review

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 historic resource review process. These modifications are done as part of historic resource 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 historic resource 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 historic resource review approval criteria.** The resulting development will better meet the approval criteria for historic resource review than would a design that meets the standard being modified; and
- B. **Purpose of the standard.**
  1. The resulting development will meet the purpose of the standard being modified; or
  2. The preservation of the character of the historic resource is more important than meeting the purpose of the standard for which a modification has been requested.

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**Modification #1: Setbacks, PZC 33.130.215.B.2.b – reduce the side setback along the western property line where the site abuts an RM1 zone from 10’ to approximately 0’.**

*Purpose Statement:* The required building setbacks promote streetscapes that are consistent with the desired character of the different commercial/mixed use zones. The setbacks promote buildings close to the sidewalk to reinforce a pedestrian orientation and built-up streetscape. The setback requirements for areas that abut residential zones promote commercial/mixed use development that will maintain light, air, and the potential for privacy for adjacent residential zones.

The minimum building setbacks along local service streets adjacent to residential zones work together with requirements for step downs in building height (33.130.210.B.2.b.) to ensure that there is a transition in street frontage characteristics to lower scale residential zones. In these situations, the building setback regulations promote street frontages with landscaping and residential uses to provide a transition and a cohesive street environment with similar street frontage characteristics on both sides of the street, and limit exterior display and storage to minimize impacts to nearby residentially-zoned areas.

*Standard:* 33.130.215.B.2.b, the required minimum setback from a lot line that abuts an RF through RM4, RMP, or IR zone is 10 feet.

- A. Better meets historic resource review approval criteria.** *The resulting development will better meet the approval criteria for historic resource review than would a design that meets the standard being modified; and*
- B. Purpose of the standard.** *The resulting development will meet the purpose of the standard being modified or the preservation of the character of the historic resource is more important than meeting the purpose of the standard for which a modification has been requested.*

**Findings:** Along the western property line, the required minimum setback from a lot line that abuts an RM1 zone is 10’. The modification allows the addition to be built up to the property line. While the abutting site to the west is used as a private school, approved via a conditional use review, it has retained residential zoning (RM1). If the abutting site had the same commercial mixed-use zoning as the subject site (CM2), there would be no minimum setback required as there is no minimum setback required from a lot line that abuts an OS, RX, C, E or CI zone.

On balance, the proposal will be consistent with the purpose of the setback standard which largely pertains to limiting the impacts on a block where a commercial use abuts a residential use which is not the case here. The setback is intended to maintain light, air, and the potential for privacy for adjacent residential uses. It is also intended to ensure a transition in street frontage characteristics between commercial and residential zones. In this case, the adjacent use is not residential, and a street frontage transition isn’t necessary as the adjacent building is not of a residential design, scale, or use.

The adjacent property, the Cedarwood Waldorf School, zoned RM1, received conditional use approval commensurate with commercial mixed-use zones, and exhibits physical characteristics (setbacks, materials, design, height, etc.) more consistent with said commercial mixed-use zone’s development standards than its current RM1 zoning designation. The intention of the setback is to promote development that will maintain

light, air, and the potential for privacy for adjacent residential uses, and the institutional/commercial design of this adjacent landmark does not support residential use. The Cedarwood Waldorf School buildings do not themselves follow the zoning standards of their residential zone. Along the lot line it shares with the Ukandu Loft project, is a concrete structure of a commercial style. Along the majority of the shared lot line, the school is built right up to the property line. The proposed building siting aligns with the siting of its neighbor. The full mass of the building will not come right up to the lot line. The proposed massing on the addition's 2<sup>nd</sup> floor stops short of the Waldorf School's windows at the southwest corner of the property maintaining their access to light and air.

Generally, the proposed condition better meets historic resource review approval criteria than would a design that met the standard being modified. The proposal is truer to the historic placement of commercial structures in the district. It also better reflects the placements of commercial structures on the subject block, in particular, the concrete volume of the Cedarwood School that abuts the Loft's site with a zero-setback windowless endwall. Overall, the project with the proposed modification better meets the approval criteria, *South Portland Historic District Design Guidelines 1.1, and 1.2.*

*Therefore, this modification merits approval.*

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**Modification #2: Ground Floor Windows, PZC 33.130.230.B.3 – reduce the ground floor window requirement on the addition's SW Porter St façade from 25% of the ground level wall area to approximately 18%.**

*Purpose Statement:* In the commercial/mixed use 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, for lots that have more than one street frontage, ground level street-facing facades that are 20' or closer to the street lot line and that are not the street frontage with the highest transit street classification must have windows that cover at least 25% of the ground level wall area.

- A. Better meets historic resource review approval criteria.** *The resulting development will better meet the approval criteria for historic resource review than would a design that meets the standard being modified; and*
- B. Purpose of the standard.** *The resulting development will meet the purpose of the standard being modified or the preservation of the character of the historic resource is more important than meeting the purpose of the standard for which a modification has been requested.*

**Findings:** In the CM2 zone, for the street frontage with the highest transit street classification, windows must cover at least 40% of the ground floor wall area of street-facing facades that are 20' or closer to a street lot line and 25% for all other ground level street-facing facades that are 20' or closer to the street lot line. Thus, a higher percentage standard applies to the façade that faces SW 1<sup>st</sup> Ave because it is the street frontage with the highest transit street classification. For the SW 1<sup>st</sup> Ave frontage, windows must cover at least 40% of the ground floor

wall area, whereas for the SW Porter St frontage, windows must cover at least 25% of the ground floor wall area. The Modification will reduce the ground floor window requirement on the SW Porter St façade from 25% of the ground level wall area to 18%.

The Modification is driven by the requirement that in order to meet the ground floor window standard, the bottom of qualifying windows must be no more than 4' above the adjacent exterior grade. The addition is being built on a highly sloped portion of the site. Grading along the north right-of-way frontage changes by approximately 9'. With the existing building's 12' floor-to-floor dimension, and active spaces on the second level it is difficult to meet the 4' above grade requirement along this frontage.

On balance, the proposal will be consistent with the purpose of the standard which is to prevent blank walls on the ground level of buildings in order to provide a pleasant, rich, and diverse pedestrian experience, encourage surveillance opportunities, and avoid a monotonous pedestrian environment. The addition's ground floor glazing percentage of exterior wall area from 2' to 10' above the finished grade, that meets a 4' maximum sill height is 18%. However, the addition's ground floor glazing percentage of exterior wall area from 2' to 10' above the finished grade, disregarding the 4' maximum sill height, is 36%. Furthermore, the percentage of glazing in the street-facing façade is 33% glazing overall (15% min. required). The proposal meets the purpose given amount of active visible glazing and response to the right of way despite some windows having sill heights slightly higher than what the zoning code allows for windows to qualify as ground floor windows.

Generally, the proposed condition better meets historic resource review approval criteria than would a design that met the standard being modified. The Modification allows the sill heights to be consistent across the addition's north façade. It also allows the addition's window headers to strike a datum with the 1978 building while creating a harmonious window to wall ratio. Overall, the project with the proposed modification better meets the approval criteria, *South Portland Historic District Design Guidelines 2.3, and 3.3.*

*Therefore, this modification merits approval.*

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**Modification #3: Minimum Landscaped Area, PZC 33.130.225 – reduce the minimum landscaped area from 15% to approximately 10%.**

*Purpose Statement:* Landscaping is required in some zones because it is attractive and it helps to soften the effects of built and paved areas. Landscaping also helps cool the air temperature, intercept rainfall and reduce stormwater runoff by providing unpaved permeable surface. Landscaping can also provide food for people and habitat for birds and other wildlife. As an alternative to conventional landscaping, a range of urban green options are provided in the CM2 and CM3 zones in the Inner Neighborhoods pattern area to reflect this area's more urban development patterns and historic storefront commercial characteristics.

*Standard:* 33.130.225, the minimum amount of required landscaped area is 15% (Table 130-2).

**A. Better meets historic resource review approval criteria.** *The resulting development will better meet the approval criteria for historic resource review than would a design that meets the standard being modified; and*

**B. Purpose of the standard.** *The resulting development will meet the purpose of the standard being modified or the preservation of the character of the historic resource is more important than meeting the purpose of the standard for which a modification has been requested.*

**Findings:** In the CM2 zone, the minimum landscaping required on a site is 15% of the site area. Up to one-third of the required landscaped area may be improved for active or passive recreational use, or for use by pedestrians. Examples of active or passive recreational use include walkways, play areas, plazas, picnic areas, garden plots, and unenclosed recreational facilities. In the Inner pattern area, ecoroofs and raised landscape areas may be used to meet the required landscape area with certain caveats. An ecoroof area may apply toward meeting the required landscaped area standard at a ratio of 4 SF of ecoroof area for every 1 SF of required landscaped area. Raised landscaped areas may be used to meet the minimum landscaped area standard when landscaped to at least the L1 standard and soil depth is a minimum of 30”.

The entire site will be covered by building, so the landscaping cannot be provided at the ground level. There are some structural limitations to providing the full amount of landscaping on the building, thus the proposed design provides 5.6% of the site area as landscaping that meets raised landscape and ecoroof requirements and provides 5% of the required landscaped area improved for active or passive recreational use. Thus, a total of 10.6% is provided to meet the standard.

On balance, the proposal is consistent with the purpose of the standard and better meets historic resource review approval criteria than would a design that met the standard being modified. The proposal eliminates the site's existing, paved, surface parking. In addition to the on-site landscaped areas the project will provide, the 30% public works plans include a 295 SF continuous frontage zone of new landscaping at the base of the building. It also includes increased planting in the “frontage zone” of the sidewalk (green strip) including an additional street tree on SW Porter St at the northeast corner of the frontage.

On-site, the proposed design provides 12.5% of site area as outdoor area improved for active or passive recreational use, a critical component to the community program provided by Ukandu. While this exceeds the 1/3 (5%) of site area that is hardscape that can count towards the landscape standard, it helps fulfill the purpose of the standard. Further, looking only at the portion of site area where the addition is occurring (6,000 SF) and setting aside the site area occupied by the large existing building to remain, the landscape percentage of site area meeting the urban green alternative (raised landscape and ecoroof) is 10% of the site area and landscaped area improved for active or passive recreational use is 22.2% of that site area.

The purpose statement acknowledges the need for alternatives to ground level landscaping to reflect the Inner Pattern Area's more urban development patterns and historic storefront commercial characteristics. The guidelines call for development to express building typologies and patterns found in the district during the period of significance. In this case, a mixed-use building typology in the Early 20<sup>th</sup>-Century Commercial style. The proposal with Modification allows for a more historic commercial condition where a building fully occupies a site. The proposal also provides landscape and hardscape on- and off- site that

meet the other aspects of the purpose statement. Overall, the project with the proposed modification better meets the approval criteria, *South Portland Historic District Design Guidelines 1.1, 1.2, 2.3, and 3.3.*

*Therefore, this modification merits approval.*

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## **DEVELOPMENT STANDARDS**

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

## **CONCLUSIONS**

The proposal is compatible with the site's context including the design of the existing building. The proposed design exhibits characteristics consistent with the Early 20th Century Commercial Style found within commercial areas of the district. In particular, it is consistent with characteristics of the existing building on SW 1st Ave. and its contributing neighbor to the south, the Sydney Wallace Building. Within South Portland, buildings of this style are generally one or two stories with flat roofs with low parapets, constructed of wood, brick, or concrete, and feature relatively little applied decoration. Articulation and detailing are focused at window openings and the building base and cornice. Cues are taken from the contributing neighbor to the south with divided lights in glazing and contrasting metal detailing. Special care is proposed at the modified building entry with a custom door fabricated from recycled building materials from the site. The alterations and addition prioritize the public realm with high-quality, tactile materials and detailing and human scale. The street frontages are highly glazed and will include landscaped frontage zones. The purpose of the Historic Resource Review process is to ensure that additions, new construction, and exterior alterations to historic resources do not compromise their ability to convey historic significance. This proposal meets the applicable Historic Resource Review criteria and modification criteria and therefore warrants approval.

## **TENTATIVE STAFF RECOMMENDATION**

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

Staff recommends approval of the proposed Type III Historic Resource Review for the Ukandu Loft project which includes renovating and expanding an existing masonry non-contributing building in the South Portland Historic District; and recommends approval of the following Modification requests:

1. Setbacks (33.130.215.B.2.b). Reduce the required side setback along the eastern property line from 10' to approximately 0' (the required minimum setback from a lot line that abuts an RM1 zone is 10').
2. Ground floor windows (33.130.230.B.3). Reduce the ground floor window requirement on the addition's SW Porter St façade from 25% of the ground level wall area to approximately 18%.
3. Minimum Landscaped Area (33.130.225) Reduce the minimum landscaped area for the site from 15% to approximately 10%.

Recommendation of approval is per Exhibits C.1-C.31, and subject to the following conditions:

- A. A finalized [zoning or building] permit must be obtained to document the approved project. As part of the permit application submittal, the following development-related conditions (B through D) must be noted on the site plans or included as a separate sheet in the numbered set of plans. The sheet on which this information appears must be labeled "ZONING COMPLIANCE PAGE - Case File LU 24-088091 HRM". All requirements must be graphically represented on the site plan, landscape, or other required plan and must be labeled "REQUIRED."
- B. At the time of permit submittal, a signed Certificate of Compliance form (<https://www.portland.gov/ppd/documents/design-and-historic-resource-review-approvals-certificate-compliance>) must be submitted to ensure the permit plans comply with the Design/Historic Resource Review decision and approved exhibits.
- C. No field changes allowed.
- D. The building shall include the entrance canopy detailed on Exhibit C-31 of the plan set and Exhibit A-7 (A1.02) of the appendix.

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## PROCEDURAL INFORMATION

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. This application was submitted on October 11, 2024. The application was determined to be complete on 12/27/2024.

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 extended at the request of the applicant. In this case, the applicant did not extend the 120-day review period. Unless further extended by the applicant, **the 120 days will expire on: 4/26/2025.**

### **Some of the information contained in this report was provided by the applicant.**

As required by Zoning Code Section 33.800.060, the burden of proof is on the applicant to show that the approval criteria are met. Portland Permitting & Development has independently reviewed the information submitted by the applicant and has included this information only where Portland Permitting & Development has determined the information satisfactorily demonstrates compliance with the applicable approval criteria. This report is the recommendation of Portland Permitting & Development with input from other City and public agencies.

**Conditions of Approval.** If approved, this project may be subject to specific conditions of approval, 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.

**This report is not a decision. The review body for this proposal is the Landmarks Commission who will make the decision on this case.** This report is a recommendation to the Landmarks Commission by Portland Permitting & Development. The review body may adopt, modify, or reject this recommendation. The Landmarks Commission will make a decision about this proposal at the hearing or will grant a continuance. Any written testimony should be emailed to Tanya Paglia at [Tanya.Paglia@portlandoregon.gov](mailto:Tanya.Paglia@portlandoregon.gov). If you cannot email comments and must mail comments via USPS mail, your comments to the Landmarks Commission can be mailed, c/o the Landmarks Commission, 1900 SW Fourth Ave., Suite 5000, Portland, OR 97201.

If you are interested in viewing information in the file, please contact the planner listed on the front page of this document. The planner can provide information over the phone or via email.

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.

**Appeal of the decision.** The decision of the Landmarks 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 submit written comments which are received before the close of the record, 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 \$6,566.00 will be charged.**

Additional information on how to file and the deadline for filing an appeal will be included with the decision. Assistance in filing the appeal and information on fee waivers are available from Portland Permitting & Development website: <https://www.portland.gov/ppd/zoning-land-use/land-use-review-fees-and-types/land-use-review-appeals>. Neighborhood associations recognized by the Office of Community & Civic Life 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 Chairperson 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 will be recorded with the County Recorder. *Unless appealed*, the final decision will be recorded by Portland Permitting & Development.

**Expiration of this approval.** Generally, land use approvals (except Comprehensive Plan and Zoning Map Amendments) expire five years from the date of the final decision



unless one of the actions below has occurred (see Zoning Code Section 33.730.130 for specific expiration rules):

- A City permit has been issued for the approved development,
- The approved activity has begun (for situations not requiring a permit), or

In situations involving only the creation of lots, the final plat must be submitted within three years.

Where a site has received approval for multiple developments, and a building permit is not issued for all of the approved development within seven 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 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.

Tanya Paglia  
January 31, 2025

## **EXHIBITS** (not attached unless indicated)

### A. Applicant's Statement

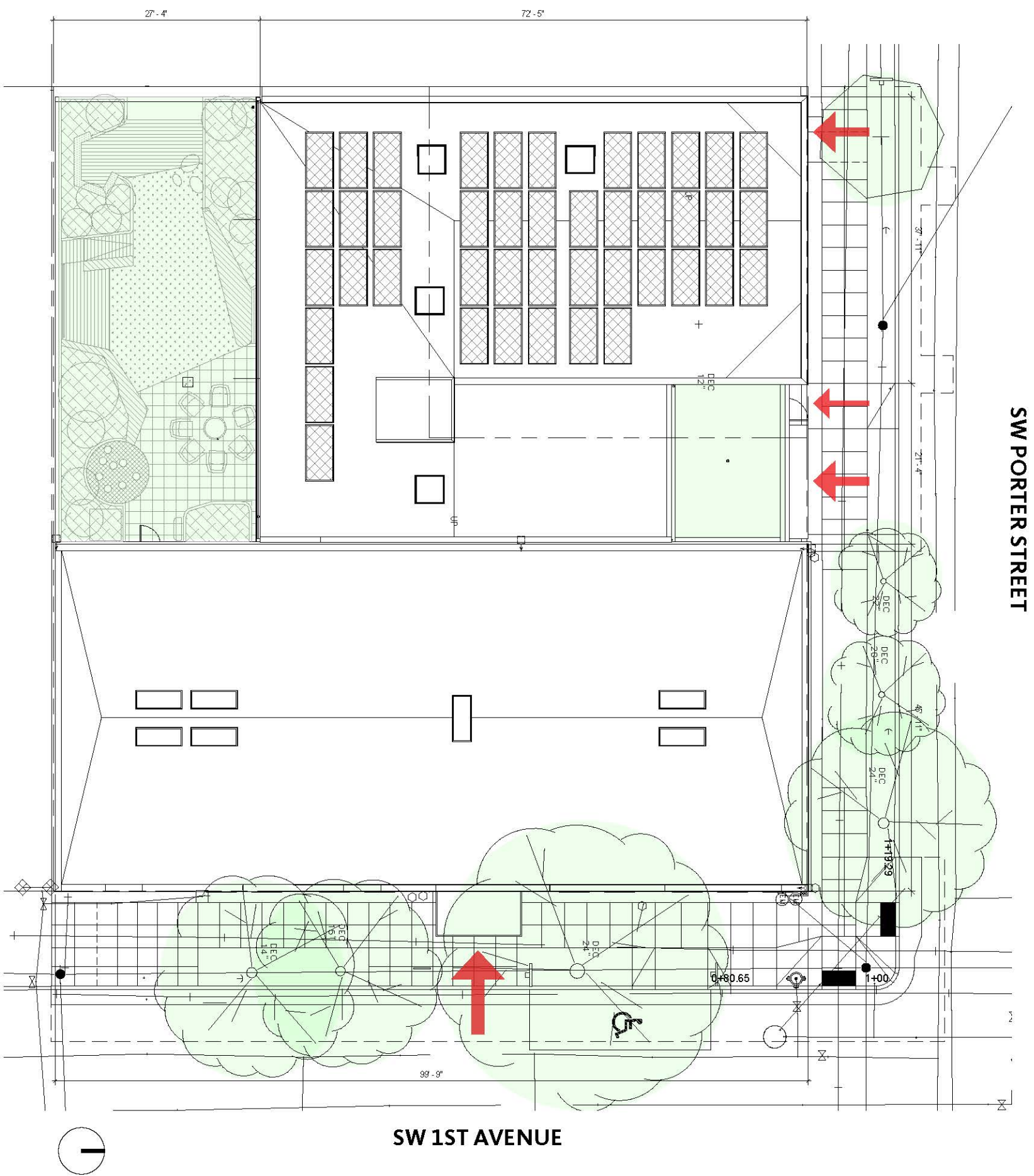
1. Original plan set – NOT APPROVED/reference only
2. Applicant's original project narrative, response to approval criteria, zoning information, 12/20/2024
3. Civil drawings – NOT APPROVED/reference only, 12/20/2024
4. Revised plan set – NOT APPROVED/reference only, 12/20/2024
5. Revised project narrative, response to approval criteria, zoning information, 1/29/2025
6. Staff report plan set with appendix pages included (56 pages), 1/30/2025
7. Appendix
  - Cover sheet
  - Index (C1.1 Sheet Index)
  - Organization, team and project information (C1.2 Team Information)
  - Summary of development program (C1.3 Summary of Development Program)
  - Context cover page
  - Context: site and zoning summary (C2.1 Zoning Summary)
  - Context - Cancer treatment community (C2.2 Cancer Treatment Community)
  - Topographic survey (C2.3 Site Context)
  - Context – Site photos (C2.4 Context – Site Photos)
  - Context – Site photos (C2.5 Context – Site Photos)
  - Context – Surrounding building photos (C2.6 Context – Surrounding Building Photos)
  - Context – Site photos (C2.7 Context – Site Photos)

- Context – Surrounding building photos (C2.8 Context – Surrounding Building Photos)
  - Context – brick detail photos (C2.9 Context – Brick Detail Photos)
  - Design cover page
  - Project design drivers (C3.1 Project Design Drivers)
  - Stormwater and grading plan (C3.5 Stormwater and Grading Plan)
  - Stormwater and utility plan (C3.6 Stormwater and Utility Plan)
  - Proposed building rendering (C3.10 Rendering)
  - Proposed building rendering (C3.11 Rendering)
  - Response to DAR comments (C3.16 Response to DAR Comments)
  - Appendix cover page
  - Alternative SW Porter St entry with canopy rendering (A1.02 Alternate Rendering)
  - Alternative garage doors (A1.03 Alternate Garage Doors)
  - End Page
- B. Zoning Map (attached)
- C. Plan & Drawings
1. Massing diagrams (C3.2 Massing Diagrams)
  2. Site plan (C3.2 Site Plan) (attached)
  3. Landscape plan (C3.4 Landscape Plan)
  4. Roof plan (C3.7 Roof Plan)
  5. Floor plans (C3.8 Floor Plans)
  6. Bicycle and car parking (C3.9 Bicycle and Car Parking)
  7. North elevation (C3.12 North Elevation) (attached)
  8. East elevation (C3.13 East Elevation) (attached)
  9. South elevation (C3.14 South Elevation)
  10. West elevation (C3.15 West Elevation)
  11. Elevation details – existing building - new entry (C3.17 Elevation Details)
  12. Elevation details – addition – garage and wall (C3.18 Elevation Details)
  13. Elevation details – addition – wall and entry (C3.19 Elevation Details)
  14. Building sections (C3.20 Building Sections)
  15. Ground floor window diagram (C3.21 Window Requirements)
  16. Brick cut sheet (A0.01 Materials - Brick)
  17. Metal panel cut sheet (A0.02 Materials - Metal)
  18. Metal panel cut sheet (A0.03 Materials - Metal)
  19. Metal panel cut sheet (A0.04 Materials - Metal)
  20. Metal panel cut sheet (A0.05 Materials - Metal)
  21. Custom door design (A0.06 Materials – Custom Doors)
  22. Windows, storefront, and doors cut sheets (A0.07 Materials – Windows, Storefront and Doors)
  23. Windows, storefront, and doors cut sheets (A0.08 Materials – Windows, Storefront and Doors)
  24. Windows, storefront, and doors cut sheets (A0.09 Materials – Windows, Storefront and Doors)
  25. Windows, storefront, and doors cut sheets (A0.10 Materials – Windows, Storefront and Doors)
  26. Garage door cut sheets (A0.11 Materials – Garage Door)
  27. Garage door cut sheets (A0.12 Materials – Garage Door)
  28. Garage door cut sheets (A0.13 Materials – Garage Door)
  29. Lighting cut sheets (A0.14 Materials – Lights)
  30. Lighting cut sheets (A0.15 Materials – Lights)
  31. Alternative SW Porter St entry with canopy details (A1.01 Alternate Elevation 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. Mailed notice
6. Mailing list
- E. Agency Responses:
  1. Portland Permitting and Development – Life Safety
  2. PP&D Public Infrastructure Development Review – Transportation
  3. Portland Fire and Rescue
  4. Portland Permitting and Development – Site Development
  5. Portland Permitting and Development – Urban Forestry
  6. PP&D Public Infrastructure Development Review – Environmental Services (BES)
- F. Letters: None received
- G. Other
  1. Original LUR Application
  2. Original LUR Application
  3. South Portland Historic District National Register Nomination
  4. Oregon Historic Site Record - 3015 SW 1st Ave
  5. Pre-Application Conference Summary, EA 24-037799 PC
  6. Design Advice Request Summary Memo, EA 24-056451 DA
  7. Request for Completeness responses from BES and PBOT
  8. Incomplete letter, 11/1/2024
- H.
  1. Staff Report

**Portland Permitting & Development is committed to providing equal access to information and hearings. To request an accommodation or alternative format of communication, please contact us at least five business days prior to the hearing at 503-823-7300 (TTY 503-823-6868).**

File No.	LU 24 - 088091 HRM
1/4 Section	3329
Scale	1 inch =200 feet
State ID	1S1E10BB 10000
Exhibit	B Oct 14, 2024

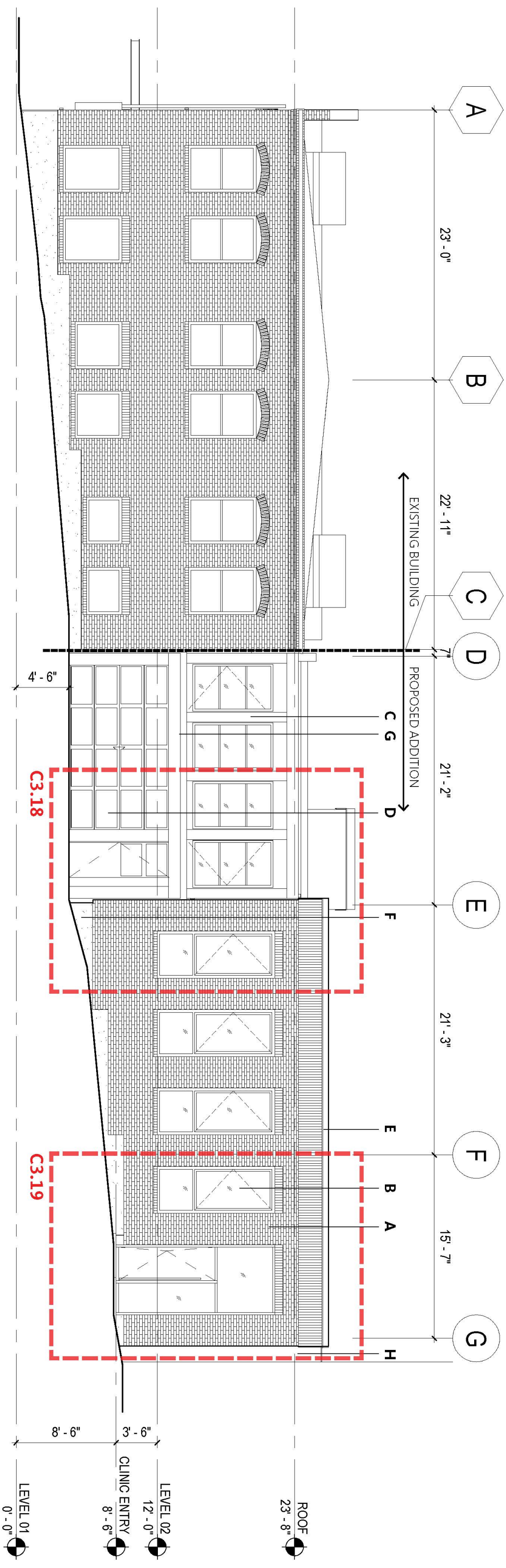
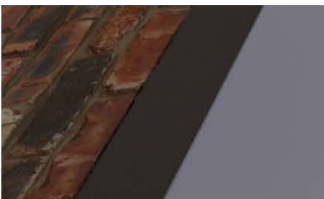
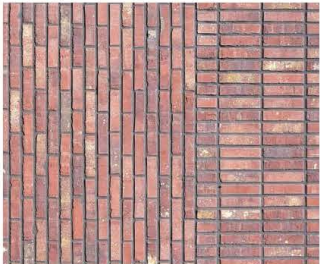




C3.12 NORTH ELEVATION

PROPOSED MATERIALS

- A. RUNNING BOND STANDARD BRICK
- B. ALUMINUM CLAD WINDOWS
- C. METAL CLADDING
- D. METAL & GLASS GARAGE DOOR
- E. METAL COPING CAP
- F. CONCRETE BASE
- G. PLANTED ROOF
- H. METAL TRIM CLOSURE CAP



C3.13 EAST ELEVATION

PROPOSED MATERIALS

- A. ALUMINUM STORE FRONT
- B. SOLID WOOD DOOR
- C. ENTRY CANOPY WITH WOOD SOFFIT

