



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

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

**CASE FILE:** LU 15-268017 HRM AD – 221 SW Naito  
PC # 15-261483

**REVIEW BY:** Historic Landmarks Commission

**WHEN:** February 22, 2016 @ 1:30pm

**WHERE:** 1900 SW Fourth Ave., Room 2500A  
Portland, OR 97201

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

**BUREAU OF DEVELOPMENT SERVICES STAFF: HILLARY ADAM / HILLARY.ADAM@PORTLANDOREGON.GOV**

**GENERAL INFORMATION**

**Applicant:** Jon McAuley, Applicant 503-445-7330  
Benjamin Zachwieja, Applicant  
SERA Design And Architecture  
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Portland, OR 97209  
  
Wyndham Resort Development Corp, Owner  
6277 Sea Harbor Dr  
Orlando, FL 32821  
  
Marc Rogers, Owner Representative 407-626-4514  
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Pak Koong, Owner Representative 206-724-4514  
Wyndham Worldwide Corporation  
9805 Willows Road NE  
Redmond, WA 98052

**Site Address:** 221 SW NAITO BLVD

**Legal Description:** BLOCK 26 LOT 1&2 LOT 3 EXC S 1.37', PORTLAND  
**Tax Account No.:** R667703840  
**State ID No.:** 1N1E34DC 03200  
**Quarter Section:** 3030

**Neighborhood:** Old Town-China Town, contact Sarah Stevenson 503-226-4368 x2 or Zach Fruchtengarten 503-227-1515.

- Business District:** Old Town Chinatown Business Association, contact Zach Fruchtengarten at 503-227-1515.
- District Coalition:** Neighbors West/Northwest, contact Mark Sieber at 503-823-4212.
- Plan District:** Central City - Downtown
- Other Designations:** Vacant parcel in the Skidmore/Old Town Historic District, listed in the National Register on December 6, 1975 and listed as a National Historic Landmark on May 5, 1977.
- Zoning:** CXd – Central Commercial with Design and Historic Resource Protection overlays
- Case Type:** HRM AD – Historic Resource Review with Modifications and Adjustment requests
- Procedure:** Type III, with a public hearing before the Historic Landmarks Commission. The decision of the Historic Landmarks Commission can be appealed to City Council.

**Proposal:**

The applicant proposes a new 6-story vacation ownership (hotel) building in the Skidmore/Old Town Historic District to replace an existing surface parking lot. The maximum FAR allowed on the site is 4:1. Additional 0.92:1 FAR is to be gained through eco-roof bonus for a total 4.92:1 FAR. Proposed exterior materials include brick, precast concrete, aluminum storefront, vinyl windows and doors, steel and iron railings, metal banding and cornice, metal mechanical enclosure, a glass & steel canopy and fabric awnings.

Modifications are requested for the following:

1. (33.130.230) – to reduce Ground Floor Windows length standards from 50% to 47.3% on SW Naito Parkway and from 50% to 24.8% on SW Pine Street;
2. (33.510.225) – to reduce Ground Floor Active Uses 25' depth standard along the SW Pine Street frontage from 50% to 47%; and
3. (33.266.310.D) – to reduce the Loading Space Size standards from Standard A dimensions to Standard B dimensions.

An Adjustment is requested for the following:

1. (33.266.310.C) – to provide only one of two required loading spaces.

Historic Resource Review is required because the proposal is for new construction within the Skidmore/Old Town Historic District. Modification and Adjustment reviews are required because the applicant is requesting to not meet all standards of the Code.

*Note:* The Notice of Proposal indicated that the Ground Floor Active Use standard was requested to be reduced to 19%; this has since changed.

**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:

- Design Guidelines for the Skidmore/Old Town Historic District
- Central City Fundamental Design Guidelines
- 33.846.070 Modifications Considered During Historic Resource Review
- 33.805.040 [Adjustment] Approval Criteria

**ANALYSIS**

**Site and Vicinity:** The subject site is located within the Skidmore/Old Town Historic District. It is a non-contributing parcel, currently used for automobile parking, bound by SW Naito Parkway

on the east, SW Pine Street on the north, contributing and non-contributing resources on the west, and contributing resources on the south. Two historic Landmarks, the Delschneider Building (west) and the Fechheimer & White Building (south) are among the abutting contributing resources.

The Skidmore/Old Town Historic District was listed in the National Register of Historic Places on December 6, 1975, and due to its significance, later listed as a National Historic Landmark on May 7, 1977. The district was listed for being nationally significant for both its historical association with the early development and economic growth of the city of Portland, which was the most important urban center of the late 1800s, as well as for its exceptional architectural collection, including mid- to-late 19<sup>th</sup> Century cast iron commercial buildings.

The subject property is located west, across SW Naito Parkway, from Waterfront Park at the site of the Blue Star Memorial dedicated to U.S. armed forces and the floating Oregon Maritime Museum. To the north, across SW Pine Street is a surface parking lot occupying nearly ½ of the block, with contributing resource, including Landmarks to its north, as well as another 1/8 block surface parking lot. Beyond the immediately adjacent contributing and noncontributing resources to the west is the MAX line with other contributing resources to its west, and surface parking lots to the west and north of those buildings. South of the landmarks to the south of the property are a ¼ block contributing resource and ¾ block surface parking lot; the north half of this block is within the boundary of the historic district.

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

The Historic Resource Protection overlay is comprised of Historic and Conservation Districts, as well as Historic and Conservation Landmarks and 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 Central City Plan District implements the Central City Plan and other plans applicable to the Central City area. These other plans include the Downtown Plan, the River District Plan, the University District Plan, and the Central City Transportation management Plan. The Central City plan district implements portions of these plans by adding code provisions which address special circumstances existing in the Central City area. The site is within the Downtown Subdistrict of this plan district.

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

- HL 32-81 and CU 041-81– Approval for a new infill building (never built) with an FAR variance to allow and FAR of 5.3:1 and a variance to height to allow a height of 81.5' to the

parapet and 89.5 to the mechanical penthouse, subject to further review by the Historic Landmarks Commission;

- EA 14-217837 PC – Pre-Application Conference for the current proposal
- EA 14-235042 DA – Design Advice Request for the current proposal;
- EA 15-261483 WRTN – update to Pre-Application Conference for current proposal.

**Agency Review:** A “Request for Response” was mailed **January 19, 2016**.

The **Bureau of Environmental Services** responded, noting that additional information is required before approval can be recommended. This additional information includes a Special Circumstance application for the runoff which cannot be routed through the flow-through planters as well as additional information related to the eco-roof proposed to gain additional floor area on the site. Please see Exhibit E-1 for additional details.

The **Bureau of Transportation Engineering** responded, noting that the loading analyses submitted appear to show that a Type A Loading space is needed to accommodate the majority of loading vehicles serving the site. PBOT has requested additional information but has not received that information; therefore, PBOT does not support the requested Modification to reduce the size of the proposed loading space. Please see Exhibit E-2 for additional details.

The **Life Safety Division of BDS** responded, with standard comments and suggesting the applicant request a Preliminary Life Safety Meeting to verify Building Code requirements. Please see Exhibit E-3 for additional details.

The following Bureaus have responded with no issues or concerns:

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

**Neighborhood Review:** A Notice of Proposal in Your Neighborhood was mailed on February 1, 2016. No written responses have yet been received from either the Neighborhood Association or notified property owners in response to the proposal.

## **ZONING CODE APPROVAL CRITERIA**

### **(1) Chapter 33.846, Historic Reviews**

#### **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 Skidmore/Old Town Historic District. Therefore the proposal requires Historic Resource Review approval. The relevant approval criteria are the Skidmore/Old Town Historic Design Guidelines and the Central City Fundamental Design Guidelines.

### **Central City Fundamental Design Guidelines and Historic Skidmore/Old Town Design Guidelines**

The Skidmore/Old Town Historic District is a unique asset to Portland and has been recognized nationally by its placement on the National Register of Historic Places. In addition, the Skidmore/Old Town Historic District has been identified as a National Landmark, of which there is only one other in Portland, Pioneer Courthouse. There are certain procedures and regulations

the City has adopted for the protection and enhancement of the Skidmore/Old Town Historic District.

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

### **Central City Plan Design Goals**

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

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

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

### **Historic Skidmore/Old Town Design Guidelines**

#### **General Guidelines: New Construction**

An analysis of old photographs depicting the area at the turn of the century indicates the District was a compact, urban environment. With the addition of Harbor Drive and the reconstruction of Front Avenue in 1942, the eastern edge of the District was seriously weakened. Additionally, the loss of buildings within the District for the conversion to surface parking lots added to the historic loss. An essential ingredient to the development of the District is re-establishing the compact urban feeling it once had with compatible new infill buildings.

**A. Siting.** In addition to zoning requirements, the relationship of the new building to the street, and to the open spaces between it and other historic buildings should be visually compatible with the adjacent buildings and with the architectural character of the District.

**Findings:** The proposed building is located at the street lot lines, as are essentially all buildings within the district, including those immediately adjacent. Where the proposed building meets the adjacent existing buildings, including the Landmark Fechheimer & White building to the south and Delschneider Building to the west, the applicant is proposing 7.5"-8" wide "seismic control panels". These panels are shown in the plans and on the elevations, with details shown on page C49; however, they do not appear in the renderings, and the material is not specifically identified. Staff notes that at the February 2015 Design Advice Request, the Commission stated that the building should extend to the shared property lines rather than introducing a foreign seam element.

At the February 2015 Design Advice Request, the Commission noted that the proposed lightwell at the west side of the building was insufficient and that maintaining access to light and air at the west was critical to the survival of the existing adjacent historic buildings. The applicant is proposing a 5'-3" lightwell at the rear upper floors to provide some light to the

adjacent historic buildings; however staff notes that some ground floor windows on the buildings to the west will be covered, as will all of the windows on the east façade of the Delschneider building at the southwest, and on the north of the Fechheimer & White building to the south. Staff has previously encouraged the applicant to expand the window well at the west ground level in order to ensure the viability of the adjacent historic resources.

***This guideline is not yet met. Provided the Commission is satisfied with the resolution of the “seismic control plates” and the western lightwell, this guideline could be met.***

**B. Height and Bulk.** In addition to zoning requirements, the height and width of a new building should not exceed the height and width of the largest landmark building in the District, and should be visually compatible with adjacent landmark buildings.

It is the intention of these guidelines to ensure District compatibility with respect to new construction. It is recognized that development could occur which combine several parcels. In this event, the project should respond to the above guidelines through major vertical “breaks” in the façade design. The maximum height should not exceed 75 feet.

**Findings:** As was determined during the last land use application for a new building in the Skidmore/Old Town Historic District, the tallest landmark building in the district is the New Market Annex (New Market West) building located south of the site at 59 SW 2nd Avenue (also listed as 135 SW Ash Street). The New Market Annex is, depending on the source, approximately 75-80 feet in height. While the greatest width of any one building is the New Market Theater and annexes located at 120 SW Ankeny, which occupies half of its block in the north-south direction (SW Ankeny Street to SW Ash Street), and traverses the entire block from SW 1st Avenue to SW 2nd Avenue, this building is actually comprised of multiple interconnected buildings that were designed independently. Generally, with regard to singular buildings in the district, the widest most of them are at the street face is 100 feet. The applicant has also noted that the widest contributing resource in the district is the Foster Hotel at 216 NW 3<sup>rd</sup> at 192'-0" wide along the NW Davis frontage. Beyond this, it is mentioned in numerous writings specific to this Historic District that the design standard was a building crafted between 2 and 4 floors. Collectively, there is no precedent of a Landmark building in the district at the combined height and width as the one being proposed by the applicant.

The proposed building is indicated to be 72'-7" to the top of the parapet and 78'-0" to the top of the mechanical enclosure, with shorter portions of the building located near the center of the east façade. At the February 2015 Design Advice Request, the Commission noted an appreciation for the differing heights along the east façade but expressed a preference for one fewer stories, particularly at the south end where the building abuts the Landmark Fechheimer & White building. The proposed building is of the same height and massing as was seen as the Design Advice Request and staff suggests that the proposed building, even with the proposed east façade breaks, is too massive and imposing, particularly at the south end where it abuts the intricately detailed Italianate Fechheimer & White building. Staff does not believe that the proposed height and massing, demonstrates compatibility with the district, whereas a building with height concentrated at the north end with the shorter portions located at the south end might be compatible.

***Due to the overwhelming mass of the building, particularly at the south end, this guideline is not yet met; however, with reduction of the scale of the building, particularly at the south end, this guideline may be met.***

**C. Scale and Proportion.** The size and form of a new building, the relationship of voids to solids, the size and relationship of windows, doors, porches, and other architectural elements, should be

of a scale, and have a proportion that is visually compatible with adjacent landmark buildings, and with the architectural character of the District.

- The horizontal dimension of a façade of any new building should not exceed 100 feet on east –west streets and 50 feet on north-south avenues. It is further recommended that there be major façade breaks at 25 or 50-foot bay modules, consistent with traditional District development.
- An important element within the District was the emphasis on the pedestrian scale activities, emphasized with awnings or canopies. New development should include provisions for this element.
- New development should avoid blank walls at the pedestrian level.

**Findings:** At the February 2015 Design Advice Request, the commission encouraged the applicant to incorporate more of an Italianate or cast iron character to the proposed building, partly in anticipation of adoption of the updated Skidmore/Old Town Historic District Design Guidelines, which had not yet been adopted at the time this land use application was submitted. However, staff notes that the guideline suggests that the building should be visually compatible with adjacent landmarks and with the architectural character of the District, which is predominantly Italianate, most notably in the immediately adjacent Landmark. Staff notes that the Commission’s primary concern was that the ground level treatment should respond to the cast iron character of the District with regard to large window expanses resulting in a large window-to-wall area ratio. Staff notes that some Streetcar Commercial buildings, with distinct brick piers, do exist within the district, however, larger window expanses are still typically present on the primary façades of these buildings. Again, staff notes that the proposal is essentially the same as that shown at the Design Advice Request and the applicant is requesting a Modification to the Ground Floor Windows standard on both frontages indicating a shortage of window area. This is further discussed below under Modifications.

As noted above, the applicant is proposing articulations of the east façade in response to this guideline and to break up the perceived mass of the building. While the building is approximately 150’ long along the east side, the mass is broken into differing heights, carried down to the ground level through varying brick colors to give the appearance of separate buildings. The widest of these modules is 61’-4”. On the north façade along SW Pine, the building is a single coherent volume at 99’-0” wide which the Commission preferred on this façade. The applicant is proposing awnings and canopies at every window bay of the east façade and at the active window bays of the north façade. The inactive portion of the north façade features rusticated piers, windows, doors, and louvers, avoiding a completely blank façade.

***Due to the relatively small window-to-wall area at the ground level, which is not consistent with the predominant character of the district, this guideline is not met; however, with enlargement and refinement of the ground level windows, this guideline may be met.***

**D. Materials, Colors and Texture.** The exterior materials, colors and textures used in new buildings should be visually compatible with adjacent landmark buildings, and with the architectural character of the District. Refer to previous guidelines outlined under *Alterations and Additions to Historic Landmarks, Potential Landmarks and Other Compatible Buildings* for guidelines.

- Use of masonry and stuccoed masonry as a major building material should be given consideration. Attention should be given to new brickwork as follows: (a) the color, texture and size of the brick themselves; (b) the width of the joints between the bricks; (c) the color and tone of the mortar in the joints; and (d) the profile of the mortar joint.
- The use of artificial finish materials shall be avoided. Also, the use of wood as a major surface material should be avoided.

**Findings:** The building is proposed to be clad with a standard brick veneer on the street-facing and south and east courtyard façades with stucco proposed at the south and west façades, as well as the north and west façades of the courtyard. The brick and mortar joints appear to be of standard dimension of 4 bricks to a vertical 1'-0". The proposed color for both the brick and stucco is white, with some of the brick shown to be a very light tan. The Color Guideline for Alterations and Additions, referenced above, is copied here:

**I. Color.** *The colors used in alterations or additions within the District shall be visually compatible with the traditional architectural character of the historic buildings within the area.*

- *Historically, in the era of the late 1800's and early 1900's, painting was usually done using earth colors, i.e., hues tending towards brown, soft greens, and beiges.*
- *Bright colors and white were rarely used. Buildings, therefore, are perhaps most appropriately painted using subdued colors. Little or nothing is gained by the use of strong or loud colors, especially those with no tradition of local usage.*
- *Color combinations will occur, as nearly all buildings will have wood trim or metal ornamentation in addition to their base materials. This, plus the further elaboration of wood storefronts, suggests the use of an overall wall color plus one or two trim colors.*
- *A method for determining the original wall and trim colors consists of scraping chips from the existing surface and analyzing them microscopically. This should be done whenever the original color is unknown and major repainting is contemplated.*

While this guideline suggests that white was rarely used, this portion of the guideline appears to reference colors which were applied, such as paint. With regard to permanent materials and colors, it states that earth tones, including beige were used during the era of the historic district. Staff notes that there are buildings in the district that are shades of white and the adjacent buildings are currently shades of white or off-white. As such, the proposed brick colors may help the proposed building integrate with the adjacent buildings, depending on the qualities (texture, light refraction/absorption) of the actual brick proposed; staff suggests that the brick should be of a matte, rather than glossy finish.

Wood is not proposed as major building material. However, the applicant is proposing standard aluminum storefront systems, including automatic sliding doors, which are wholly incompatible with the historic character of the district. Likewise, an incompatible clear-glazed aluminum overhead door, not found elsewhere in the district, is proposed at the loading bay. Proposed at the upper floors, in addition to limited use of aluminum systems, are bronze-colored vinyl windows and doors. While this particular vinyl product has been approved in Design districts, it has not been approved in a historic district and the Historic Landmarks commission has consistently stated that vinyl is not a compatible material. At the time of the Design Advice Request, the applicant proposed fiberglass systems at the upper floors, to which the Commission requested additional information and stated they would need to have textural detailing in order to gain approval for fiberglass, which is also generally not preferred.

***Because the proposed upper level vinyl systems and ground level aluminum systems are incompatible with the historic district, and because the proposed brick has not been demonstrated to be of a compatible quality or character, this guideline is not met.***

**E. Rear and Side Walls.** Generally, the standards which apply to the fronts of buildings also apply to rear and side-walls, although the conditions to meet are usually much more simple. A

strong effort should be made to coordinate and subdue the clutter of mechanical/electrical equipment on exterior surfaces.

**Findings:** At the Design Advice Request, the commission suggested that the sides and rear of the building, including within the courtyard should be more subdued than the street-facing façades, noting that at that time the courtyard façades were equally articulated, reinforcing the appearance of a single building rather than a grouping of buildings. Staff notes that in the current proposal, the front portion of the courtyard, as well as the full south façade of the courtyard is articulated in the same manner as the street-facing façades, with brick detailing and pilaster articulation. However, the west and north façades of the courtyard are stripped of ornament and clad in stucco. The south and west walls of the building are much more subdued, featuring stucco panels with a slight brick wrap at the street edges, and the west wall features a series of vinyl windows at the interior corridor, each rather prison-like at less than 1'-0" wide.

Mechanical equipment is located on the roof of the west wing, proposed to be screened with a metal enclosure, matching the height of the southern stair tower. The Commission has previously suggested that screening rooftop mechanical equipment may be counter-productive if the units themselves cannot be seen from the street as the screen becomes another visual element adding to the overall bulk of the building. Staff notes that the mechanical screen is taller than the proposed mechanical units and that, if the mechanical screen were removed, some of the units could be relocated further west to ensure reduced visibility from the street due to the height of the proposed parapet.

While the Commission previously suggested less articulation at the courtyard, as noted above, the proposed stripped down stucco façades in the courtyard present a relatively stark and unpleasant contrast to the more articulated façades. Staff supports the articulation of the brick courtyard façades and suggests that this treatment, or some variation of this articulation, be continued along the west and north façades of the courtyard, particularly the west which is visible from the street. Staff also suggests the removal of the western narrow windows as they serve essentially no purpose and will only increase the likelihood of water infiltration, particularly since they are proposed to be flush, or even proud, of the exterior stucco as is shown on C44.

***This guideline is not met; however, with additional consideration of the west and north courtyard façades and removal of the west façade windows, this guideline could be met.***

**F. Signs, Lighting and Other Appurtenances.** Signs, exterior lighting, and other appurtenances such as walls, fences, awnings/canopies, and landscaping should be visually compatible with adjacent landmark buildings, and with the architectural character of the District.

**Findings:** No signage is currently proposed; therefore a follow-up review will be required for any proposed signage. Staff encourages a sign proposal to be reviewed as part of this review given the site's location at this high profile edge of the historic district. A significant amount of lighting is proposed, including: goosenecks at the upper level corner pilasters, wall-washing tube lighting at the 2<sup>nd</sup> and 6<sup>th</sup> floor pilasters, large ornamental sconces at the primary entrance, globe lighting at the primary entrance canopy, smaller goosenecks at the courtyard catwalks, and a hanging ornamental fixture at the center of the courtyard portal, as well as recessed can fixtures at the recessed entries and egress doors. While few details are provided, a lighting plan, with images of the proposed fixtures, is provided on C12 and a nighttime rendering is provided on C59. Staff notes that the canopy detail on C35 does not appear to show the globe fixtures, however these are clearly shown in the nighttime rendering. Staff has concerns about the indelicate quality of the proposed pilaster goosenecks as well as the overabundance of lighting provided by the wall-washing fixtures at levels 2 and 6, as most historic buildings in the district are not illuminated to this degree. Staff also notes that the ornamental sconces at the primary entrance are rather

overwhelming and have a clearance of less than 6'-0" above the sidewalk, which is not approvable.

A large marquee canopy is proposed at the primary entrance, to be constructed of steel with a metal fascia and plaster soffit. This canopy signifies the main entrance to the building and is relatively compatible with the character of the building and with the district, despite being relatively uncommon. Fabric awnings are shown at most of the other ground level bays. Details for these awnings are provided on C37 and are notable in that they reveal a gap between the building edge of the awning and the building itself. This gap seems incongruous with the district and would also potentially opportunities for people standing beneath the canopies to not be protected from the elements as rain could penetrate the space behind the canopy.

***This guideline is no yet met; however, with further resolution of the proposed lighting and fabric awnings, this guideline could be met.***

**G. Cast Iron.** For new buildings the appropriate re-use of available cast iron elements is encouraged.

**Findings:** At the February 2015 Design Advice Request, the Commission suggested, not only a more cast iron character for the building, particularly at the ground level, but also encouraged incorporation of cast iron, specifically at the entries as a way of signifying the entries and enhancing the cast iron character of the district. As noted above, the proposal is essentially the same as was seen in February 2015 and no cast iron is proposed. The applicant has noted that decorative metal railings at the upper levels and the steel entrance canopy have been proposed in response to this guideline; however, these elements were proposed at the time of the February 2015 Design Advice when the commission requested additional cast iron elements and character. Salvaged cast iron elements from the districts demolished buildings are available for incorporation into new projects and a limited application, such as at the entrances could be an appropriate use of these elements.

***This guideline is not yet met, however with introduction of cast iron elements at the ground level, this guideline could be met.***

### **Central City Fundamental Design Guidelines**

**A1. Integrate the River.** Orient architectural and landscape elements including, but not limited to lobbies, entries, balconies, terraces, and outdoor areas to the Willamette River and Greenway. Develop access ways for pedestrians that provide connections to the Willamette River and Greenway.

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

**Findings for A1 and B5:** The proposed building is located across SW Naito, west of Waterfront Park. The proposed courtyard opens to the east, providing the opportunity for additional views toward the river as well as passive outdoor recreation at the 2<sup>nd</sup> floor courtyard, which features landscaping, seating and tables, and a barbecue grill. The primary entrance of the building is oriented east and located near the northeast corner of the building near a primary crosswalk across Naito, leading directly to an east-west path across Waterfront Park and providing a paved connection to the Waterfront Park River trail. *These guidelines are met.*

**A2. Emphasize Portland Themes.** When provided, integrate Portland-related themes with the development's overall design concept.

**Findings:** Portland themes are not provided. *Therefore, this guideline is not applicable.*

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

**Findings:** The proposed building is to be located within an existing 200’ x 200’ block and is not part of a superblock. *This guideline is not applicable.*

**A4. Use Unifying Elements.** Integrate unifying elements and/or develop new features that help unify and connect individual buildings and different areas.

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

**Findings for A4 and A5:** The subject property is located within the Skidmore/Old Town Historic District, a nationally-recognized district which is significant for both its history as the location of the earliest development of the City of Portland, as well as the collection of mid- to late-19<sup>th</sup> Century cast iron buildings, described as perhaps the largest extant collection in the western United States. As is noted above, at the February 2015 Design Advice Request, the Commission encouraged incorporation of salvaged cast iron elements into the proposed building as a means of enhancing the unification of the district through the development of this building.

The applicant notes that the proposed building uses unifying elements such as volumes of varying heights and widths, a tripartite composition, as well as the use of brick and large ground level windows. Staff believes that these elements help to make the building more compatible with the district, but do not necessarily help to unify the building with the district. Also, as is noted above and below, some of these design elements could be better resolved to achieve maximum compatibility with the area. In addition, there are other elements of the building that result in a departure from the historic character of nearby buildings and serve to create disunity, such as the use of vinyl windows and standard aluminum storefronts.

***These guidelines are not yet met; however, with further refinement of the building’s massing, an increase in ground level glazing, refinement of upper level and ground level windows and doors, and the incorporation of cast iron elements, these guidelines could be met.***

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

**Findings:** No building currently exists on this site. *Therefore, this guideline is not applicable.*

**A7. Establish and Maintain a Sense of Urban Enclosure.** Define public rights-of-way by creating and maintaining a sense of urban enclosure.

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

**Findings for A7 and A9:** The subject property is a vacant parcel currently used as a surface parking lot with little gateway appeal into the Skidmore/Old Town Historic District. While not an official “Gateway”, this block serves as the built edge to the Skidmore/Old Town Historic District and therefore serves as a gateway for anyone traveling along SW Naito or Waterfront Park and intending to head west into the district. The proposed building is designed to be constructed at the street lot lines thereby re-establishing a strong built edge not only to this lot, but to the district as well. *These guidelines are met.*

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

**C1. Enhance View Opportunities.** Orient windows, entrances, balconies and other building elements to surrounding points of interest and activity. Size and place new buildings to protect existing views and view corridors. Develop building façades that create visual connections to adjacent public spaces.

**Findings for A8 and C1:** The proposed building is to be built at the street lot lines, in line with adjacent contributing and noncontributing buildings in the district. The proposal includes an outdoor courtyard at the 2<sup>nd</sup> level which is partially visible from the street through the portal on the west façade. Juliet balconies are also proposed at the top floor facing west and north toward the river, and south into the courtyard. Both entrances are oriented to the east on SW Naito. The primary entrance for the hotel portion of the building is marked with large ornamental sconces and a large steel canopy with globe marquee lights. The secondary retail entrance toward the south end of the SW Naito façade is not uniquely marked, and features the same fabric awnings proposed elsewhere on the building. At the February 2015 Design Advice Request, the Commission suggested that additional emphasis should be given to both entrances in keeping with the architectural character in the district of signifying entries through architectural embellishment.

The Portland Zoning Code requires that 25% of the area and 50% of the length of ground floor walls be windows or doors into active areas. The applicant meets the 25% area requirements on both façades; however windows only make up 48% and 24.8% of the ground floor wall area on SW Naito and SW Pine, respectively; therefore, the applicant is requesting a Modification to this standard which is further discussed below. Because the proposal does not provide the minimum required amount of windows at the ground level, staff cannot confidently state that this guideline is met, particularly since there appear to be no significant (structural) impediments to the provision of this requirement, particularly along SW Naito; the only impediment to the this standard and guideline being met is the chosen style of architecture. As has been noted, a more cast iron character, particularly at the ground floor would not only be responsive to the Commission's prior comments but would also meet the ground floor windows standard along SW Naito and allow more views between the interior and exterior.

***These guidelines are not yet met; however with expansion of the ground level windows, these guidelines could be met.***

**B1. Reinforce and Enhance the Pedestrian System.** Maintain a convenient access route for pedestrian travel where a public right-of-way exists or has existed. Develop and define the different zones of a sidewalk: building frontage zone, street furniture zone, movement zone, and the curb. Develop pedestrian access routes to supplement the public right-of-way system through superblocks or other large blocks.

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

**Findings for B1 and B3:** No significant changes are proposed to the existing sidewalk configuration. The applicant has noted, however, that the project will result in the removal of one of two curb cuts, with the proposed curb cut used for loading access rather than passenger vehicles. This relatively limited use will result in fewer potential conflicts between pedestrians and automobiles. *These guidelines are met.*

**B2. Protect the Pedestrian.** Protect the pedestrian environment from vehicular movement.

Develop integrated identification, sign, and sidewalk-oriented night-lighting systems that offer safety, interest, and diversity to the pedestrian. Incorporate building equipment, mechanical exhaust routing systems, and/or service areas in a manner that does not detract from the pedestrian environment.

**Findings:** As noted in the guideline above, pedestrians will most likely experience fewer conflicts with automobiles as a result of this proposal. As was noted above, no signage is currently proposed; any proposed signage will require a follow-up Historic Resource Review. Staff encourages a sign proposal to be reviewed as part of this review given the site's location at this high profile edge of the historic district. A significant amount of lighting is proposed; however, much of the proposed lighting is architectural, designed to highlight features of the building, rather than provide illumination to the sidewalk. Staff notes that two large ornamental sconces at the primary entrance provide light to the sidewalk area; however, these fixtures also introduce an impediment to pedestrian safety due to their low clearance, combined with their projection from the face of the building, and are not approvable.

Staff has previously stated that the proposed generator room at the SW Pine Street frontage is not acceptable and has expressed concerns about the amount of service areas and inactive areas, particularly at the northwest corner along SW Pine Street. Staff notes that these areas, with their relative lack of visibility, combined with the two recessed niches result in a relatively dead frontage. Staff also notes that two egress paths connect to the same street, which seems redundant and adds to the amount of total floor area dedicated to back of house or otherwise inactive uses.

***This guideline is not yet met; however with reconfiguration of the exterior lighting to better serve pedestrians, and consolidation of the utility service areas away from the building street edge, this guideline could be met.***

**B4. Provide Stopping and Viewing Places.** Provide safe, comfortable places where people can stop, view, socialize and rest. Ensure that these places do not conflict with other sidewalk uses.

**Findings:** Seating is not intentionally incorporated into the design. Staff notes that the storefront section details on C37 show a 1'-0" wide concrete sill which may be deep enough to provide seating for some; however, the renderings on C51-C54 and C58 and C59 indicate that these sills are sloped. This must be clarified. Staff notes that seating should be provided at the entry for those users of the building waiting for transportation. As is noted above, a decent number of awnings are provided; however, the design needs to be refined to be impenetrable to rain if they are to be considered comfortable places for people to stop.

***This guideline is not yet met; however, with additional consideration of the awnings and seating opportunities, this guideline could be met.***

**B6. Develop Weather Protection.** Develop integrated weather protection systems at the sidewalk-level of buildings to mitigate the effects of rain, wind, glare, shadow, reflection, and sunlight on the pedestrian environment.

**Findings:** A large canopy is provided at the primary entrance which will serve pedestrians as well occupants of the building. Fabric awnings are also proposed as staff has noted above, the design of the awnings includes a significant gap at the top which will allow rain to penetrate the back side of the awnings, thus making them relatively ineffective.

***This guideline is not yet met, but with further resolution of the design of the fabric awnings, this guideline could be met.***

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

**Findings:** The proposed interior spaces are shown to be flush with the exterior sidewalk, thereby ensuring equitable access to all. *This guideline is met.*

**C2. Promote Quality and Permanence in Development.** Use design principles and building materials that promote quality and permanence.

**C4. Complement the Context of Existing Buildings.** Complement the context of existing buildings by using and adding to the local design vocabulary.

**Findings for C2 and C4:** The primary building materials proposed are brick and stucco, which are generally considered high-quality permanent materials and are commonly found in the Skidmore/Old Town Historic District. Staff notes, however, that the elevations clearly show that panelized stucco will be used on the south and west façades while the stucco interior courtyard facades (west and north) are not shown to be panelized although they most likely will be panelized given current practices. As such, and with a view toward greater coherency in the façade, staff suggests that the interior courtyard façades should be clad in brick, although with simplified detailing as was suggested at the February 2015 Design Advice Request.

As is noted above, the applicant proposes vinyl windows and sliding doors, and some aluminum windows and doors, at the upper floors as well as aluminum storefront systems at the ground level. While these systems have been approved in Design districts, they have not received support in historic districts. Staff notes that the upper floor vinyl window details on C42 (and others) show a significant 11” recess at the street-facing brick facades, which will create nice shadow lines, however, staff still has concerns about the proposed vinyl material in the historic district, rather than a more compatible and traditionally-detailed material such as wood, aluminum-clad wood, or even fiberglass. Staff notes that no section details have been provided for windows at the interior courtyard for either the brick or stucco condition.

On the west façade, narrow vertical windows at less than 1'-0” wide are proposed to be installed flush with the exterior stucco wall face, as shown on C23 and C44. These windows do not promote quality and permanence and do not complement the context of existing building, but rather result in a relatively depressing and incompatible façade, which will be viewed from existing historic buildings. Staff notes that if window area is limited due to Building Code concerns, then the applicant can either increase the width of the lightwell or consolidate the windows into larger windows. Either way, the windows should be recessed within the wall rather than flush in order to ensure compatibility and prevention against water infiltration.

At the February 2015 Design Advice Request the applicant proposed fiberglass storefront systems to which the Commission requested additional information and education, as well as creative detailing. In response, the applicant has now proposed standard aluminum systems which have received Design Commission approval but which have been discouraged in historic districts. Staff notes that the proposed systems are standard square bronze anodized aluminum storefronts that are seen on most contemporary buildings. These systems lack the delicacy and detailing of traditional and historic wood and cast iron storefronts, which are prevalent in the district, including in the adjacent landmarks, and are therefore incompatible with the historic district as a whole.

***This guideline is not met; however, with further consideration of the storefront windows and doors and the upper floor windows and doors, this guideline may be met.***

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

**Findings:** The proposal is for a new building on a vacant parcel. *This guideline is not applicable.*

**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:** Due to relatively consistent brick detailing and window arrangement, the building is fairly cohesive in its design despite the proposal to break up the façade into different volumes and colors. The Commission noted an appreciation for the varied volumes as they help to break up the mass; however, the Commission did suggest, and staff reiterates, that the building still appears to be too massive on the south end adjacent to the Fechheimer & White building. Shifting or reducing this mass could help the east façade of the building be more cohesive as 5 distinct volumes could become 3 or 4 more cohesive volumes.

Staff has previously noted concerns with the proposed rooftop mechanical screen which appears to be a foreign element on the building and may not be necessary with some reconfiguration of the mechanical units. Staff has also discussed concerns with the proposed lighting. While the wash-washing tube light fixtures are generally hidden from view, they create an overabundance of illumination. The proposed goosenecks appear tacked on and offer little return while the ornamental sconces are excessively large.

***This guideline is not yet met; however, with further consideration of the massing at the south end and reconfiguration of the rooftop mechanical equipment, this guideline may be met.***

**C6. Develop Transitions between Buildings and Public Spaces.** Develop transitions between private development and public open space. Use site design features such as movement zones, landscape elements, gathering places, and seating opportunities to develop transition areas where private development directly abuts a dedicated public open space.

**Findings:** The proposed building features recessed niches at the entry and egress points, creating a semi-public transition area between the building and the street. *This guideline is met.*

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

**Findings:** The primary entrance to the proposed building is located just south of the northeast corner. This entrance is conveniently located near a crosswalk across SW Naito that leads to Waterfront Park and a paved walkway that connects pedestrians directly to the river trail from SW Naito. The entrance is marked with a large canopy, additional storefront windows, and ornamental light fixtures. *This guideline is met.*

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

**Findings:** The sidewalk level of the building is differentiated through the introduction of rustication at the brick pilasters, a metal belly band between the first and second floors, storefront systems which are different from upper level window systems, fabric awnings, and a steel canopy at the primary entrance. *This guideline is met.*

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

**Findings:** At the February 2015 Design Advice, the Commission suggested that the applicant provide additional leasable space in order to help spur more development in the district. While it is not clear if additional retail area was provided, the proposed retail space was reoriented so that more of it now fronts on the street edge. Staff notes that only one entrance is shown to access this retail space from the street, while an interior door connects it to the hotel use. As such, staff has concerns about the overall flexibility of this space. Staff also notes that significantly more leasable retail space could be provided if the majority of the hotel services were located in a basement level; however, with the building's proximity to the river, excavation could be a challenge. Generally, active uses are provided at the SW Naito street edge; however, the SW Pine frontage is less successful due to the proposal to feature a generator, water service, and two egress stairs on this frontage. The SW Pine frontage requires a Modification which is further discussed below.

***This guideline is not yet met; however with relocation of the generator and water service room, as well as consolidation of the egress corridors, this guideline may be met.***

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

**Findings:** No encroachments are proposed. *This guideline is not applicable.*

**C11. Integrate Roofs and Use Rooftops.** Integrate roof function, shape, surface materials, and colors with the building's overall design concept. Size and place rooftop mechanical equipment, penthouses, other components, and related screening elements to enhance views of the Central City's skyline, as well as views from other buildings or vantage points. Develop rooftop terraces, gardens, and associated landscaped areas to be effective stormwater management tools.

**Findings:** The majority of the roof surfaces are developed with an eco-roof as a means to treat stormwater runoff and gain additional floor area over the maximum allowed by the base zone. The roof of the western wing features the concentration of mechanical equipment, which is proposed to be enclosed with a metal screen to reduce visibility. The 2<sup>nd</sup> floor features an outdoor courtyard terrace with stormwater planters, landscape planters, pavers, seating and tables, a barbecue grill, and a fire pit to activate this space and provide areas for passive outdoor recreation. *This guideline is met.*

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

**Findings:** As is noted above, a significant amount of lighting is proposed, including: goosenecks at the upper level corner pilasters, wall-washing tube lighting at the 2<sup>nd</sup> and 6<sup>th</sup> floor pilasters, large ornamental sconces at the primary entrance, globe lighting at the primary entrance canopy, smaller goosenecks at the courtyard catwalks, and a hanging ornamental fixture at the center of the courtyard portal, as well as recessed can fixtures at the recessed entries and egress doors. While few details are provided, a lighting plan, with images of the proposed fixtures, is provided on C12 and a nighttime rendering is provided on C59. Staff notes that the canopy detail on C35 does not appear to show the globe fixtures, however these are clearly shown in the nighttime rendering. Staff has concerns about the indelicate quality of the proposed pilaster goosenecks as well as the overabundance of lighting provided by the wall-washing fixtures at levels 2 and 6, as most historic buildings in the district are not illuminated to this degree. Staff also notes that the ornamental sconces

at the primary entrance are rather overwhelming and have a clearance of less than 6'-0" above the sidewalk, which is not approvable.

***This guideline is no yet met; however, with further resolution of the proposed lighting to better serve pedestrians rather than highlight the building pilasters, this guideline could be met.***

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

**Findings:** No signage is proposed. Any future signage will require a separate follow-up Historic Resource Review. Staff encourages a sign proposal to be reviewed as part of this review given the site's location at this high profile edge of the historic district. *This guideline is not applicable.*

**(2) 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.

**Modification #1:** (33.130.230) – to reduce Ground Floor Windows length standards from 50% to 47.3% on SW Naito Parkway and from 50% to 24.8% on SW Pine Street;

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

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

*Standard:* 33.130.230.B.3 - The windows must be at least 50 percent of the length and 25 percent of the ground level wall area. Ground level wall areas include all exterior wall areas up to 9 feet above the finished grade. The requirement does not apply to the walls of residential units, and does not apply to the walls of parking structures when set back at least 5 feet and landscaped to at least the L2 standard.

- 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:** Section 33.130.230.C describes qualifying features for windows meeting this standard to be those that allow views into working areas or lobbies, pedestrian entrances, or display windows set into the wall. The ground floor windows standard is almost met along SW Naito as windows into active spaces amount to 47.3% of the total length, where 50% is required. On SW Pine, however, the total amount of qualifying windows equal 24.8%, less than half of what is required. This is in part due to the fact that service areas, including the loading bay are proposed along this frontage. Staff has previously suggested that the generator room and other utility service rooms be relocated away from the building's street edges as these areas could be used to promote engaging ground floor activities with views between the interior and exterior.

In addition, both the Commission and staff have previously suggested that the ground floor windows should be expanded in order to be more compatible with the cast iron character of the Skidmore/Old Town Historic District which features significantly greater window-to wall ratios at the ground level. Staff has noted above that the amount of glazing at the ground floor could easily be increased, as the brick pilasters are not structural, but merely aesthetic. In addition, staff notes that while the building is broken into distinct volumes to create the appearance of multiple buildings, the treatment of these volumes is rather monotonous, including at the ground floor. Staff notes that enlarging some openings at the ground level may help to alleviate this monotony, providing a more rich and diverse pedestrian experience.

***The requested Modification meets neither the purpose of the standard nor better meets the design guidelines. Therefore this Modification does not merit approval.***

**Modification #2:** (33.510.225) – to reduce Ground Floor Active Uses 25' depth standard along the SW Pine Street frontage from 50% to 47%; and

*Purpose Statement:* The ground floor active use standards are intended to reinforce the continuity of pedestrian-active ground-level building uses. The standards are also to help maintain a healthy urban district through the interrelationship of ground-floor building occupancy and street level accessible public uses and activities. Active uses include but are not limited to: lobbies, retail, residential, commercial, and office.

*Standard:* 33.510.225.C - Buildings must be designed and constructed to accommodate uses such as those listed in [the Purpose Statement], above. Areas designed to accommodate these uses may be developed at the time of construction, or may be designed for later conversion to active uses. This standard must be met along at least 50 percent of the ground floor of walls that front onto a sidewalk, plaza, or other public open space.

Areas designed to accommodate active uses must meet the following standards:

1. The distance from the finished floor to the bottom of the structure above must be at least 12 feet. The bottom of the structure above includes supporting beams;
2. The area must be at least 25 feet deep, measured from the street-facing facade;
3. The area may be designed to accommodate a single tenant or multiple tenants. In either case, the area must meet the standards of the Accessibility Chapter of the State of Oregon Structural Specialty Code. This code is administered by BDS; and

4. The street-facing facade must include windows and doors, or be structurally designed so doors and windows can be added when the space is converted to active building uses.

- 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:** The applicant requests a Modification to the ground floor active use standard as this standard is not met along SW Pine Street, where the interior active use spaces equal 47% of the ground floor frontage, as opposed to the required 50%. The 47% of active floor area includes a guest library, front desk, guest supply store, and offices and ends at the proposed generator room. As is noted above, staff has previously suggested that the generator be relocated so that it is not located at the street edge of the building; likewise, the water service room should also be relocated away from the building edge. Staff has also previously noted that two egress passages are located west of the generator room, resulting in a redundancy and adding to the total amount of inactive spaces along this frontage. Considering that the proposal is 3% shy of meeting the standard, with relocation of the generator and water service rooms and consolidation of the egress passages, this standard may be able to be met.

**As currently designed the proposal neither meets the purpose of the standard, nor better meets the Design Guidelines. Therefore this Modification does not merit approval.**

**Modification #3:** (33.266.310.D) – to reduce the Loading Space Size standards from Standard A dimensions to Standard B dimensions.

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

*Standard:* 33.266.310.D - Standard A: the loading space must be at least 35 feet long, 10 feet wide, and have a clearance of 13 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:** The Portland Bureau of transportation has indicated that the loading analysis provided indicates that one Standard A loading space is needed to accommodate the majority of loading vehicles anticipated to serve the site. BDS staff defers to PBOT on this matter and therefore finds that the proposal to reduce the size of the single loading space from a Standard A to a Standard B does not meet the purpose statement.

**Therefore this Modification does not merit approval.**

**(3) 33.805.010 [Adjustments] Purpose**

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

The following Adjustment(s) is requested:

1. (33.266.310.C) – to provide only one of two required loading spaces.

**33.805.040 Approval Criteria**

Adjustment requests will be approved if the review body finds that the applicant has shown that approval criteria A through F have been met:

- A.** Granting the adjustment will equally or better meet the purpose of the regulation to be modified.

**Findings:** The purpose statement for 33.266.310 is: “A minimum number of loading spaces are required to ensure adequate areas for loading for larger uses and developments. These regulations ensure that the appearance of loading areas will be consistent with that of parking areas. The regulations ensure that access to and from loading facilities will not have a negative effect on the traffic safety or other transportation functions of the abutting right-of-way.”

The Portland Bureau of Transportation (PBOT) has reviewed the request to reduce the total number of loading spaces from two to one and has not expressed concern with the reduction in the number of spaces provided, but has noted concerns with the request to reduce the size of the loading space provided, as is noted above. PBOT has indicated that if the proposal is revised to include one (1) Standard A loading space, PBOT can support the proposal; thereby inferring that the reduction from two Standard A spaces to one Standard A space is acceptable.

***Provided the proposed loading space is revised to a Standard A space, the approval criterion is met.***

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

**Findings:** The proposal is not located in a residential zone. The requested Adjustment to decrease the number of on-site loading spaces is consistent with the desired character of the historic district as it results in fewer and/or shorter curbcuts, fewer and/or smaller garage type openings in the building which would otherwise detract from the desired pedestrian character, and result in fewer conflicts between pedestrians and loading vehicles. *For these stated reasons, the approval criterion is met.*

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

**Findings:** Only one Adjustment is requested. *Therefore, this criterion does not apply.*

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

**Findings:** By reducing the number of required on-site loading spaces, the historic character of the Skidmore/Old Town historic District is better preserved as garage doors are generally considered uncharacteristic of this mid- to late 19<sup>th</sup> Century historic district. *For these stated reasons, the approval criterion is met.*

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

**Findings:** The Bureau of Transportation has indicated that one Standard A loading space is required and has not indicated that the anticipated demand requires a second loading space be provided. As such, PBOT does not anticipate any negative impacts as a result of the Adjustment.

*For these stated reasons, the approval criterion is met.*

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

**Findings:** The proposal is not in an environmental zone. *Therefore, this criterion does not apply.*

## **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**

Staff has outlined several concerns with the proposed building including: its massing, particularly at the south end; the limited lightwell at the rear potentially negatively impacting adjacent historic resources; the use of vinyl windows and doors at the upper levels; the use of standard aluminum storefront systems at the ground level, including automatic sliding doors; the lack of ground floor windows relative to the character of the district which predominantly features expansively glazed storefronts; the lack of ground floor active use and the presence of utility rooms along the street edge along the SW Pine Street frontage; the visibility of the proposed rooftop mechanical screen; the lack of compatibility at the rear façade with regard to the proposed fenestration; the abundance and lack of integration of the lighting; ineffectiveness of the proposed canvas awnings, etc. In addition the Bureau of Environmental Services has indicated that they require additional information in order to approve the proposed eco-roof, which is proposed in order to gain additional floor area. Also, the Bureau of Transportation has indicated that a Standard B loading space is not acceptable and that a Standard A space is required. Until these issues are resolved to the satisfaction of service bureaus and the Historic Landmarks Commission, staff does not recommend approval for the proposal, the requested Modifications, or the requested Adjustment.

## **TENTATIVE STAFF RECOMMENDATION**

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

### **Denial.**

**Procedural Information.** The application for this land use review was submitted on November 20, 2015, and was determined to be complete on Jan 8, 2016.

*Zoning Code Section 33.700.080* states that Land Use Review applications are reviewed under the regulations in effect at the time the application was submitted, provided that the application is complete at the time of submittal, or complete within 180 days. Therefore this application was reviewed against the Zoning Code in effect on November 20, 2015.

*ORS 227.178* states the City must issue a final decision on Land Use Review applications within 120-days of the application being deemed complete. The 120-day review period may be waived or extended at the request of the applicant. In this case, the applicant did not waive or extend the 120-day review period. Unless further extended by the applicant, **the 120 days will expire on: May 7, 2016.**

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

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

**Conditions of Approval.** If approved, this project 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.

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

You will receive mailed notice of the decision if you write a letter received before the hearing or testify at the hearing, or if you are the property owner or applicant. This Staff Report will be posted on the Bureau of Development Services website. Look at [www.portlandonline.com](http://www.portlandonline.com). On the left side of the page use the search box to find Development Services, then click on the Zoning/Land Use section, select Notices and Hearings. Land use review notices are listed by the District Coalition shown at the beginning of this document. You may review the file on this case at the Development Services Building at 1900 SW Fourth Ave., Suite 5000, Portland, OR 97201.

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

**Who can appeal:** You may appeal the decision only if you write a letter which is received before the close of the record for the hearing, if you testify at the hearing, or if you are the property

owner/applicant. Appeals must be filed within 14 days of the decision. **Appeals must be filed within 14 days of the decision. An appeal fee of \$5,000.00 will be charged.**

**Appeal Fee Waivers:** Neighborhood associations recognized by the Office of Neighborhood Involvement may qualify for a waiver of the appeal fee provided that the association has standing to appeal. The appeal must contain the signature of the Chair person or other person authorized by the association, confirming the vote to appeal was done in accordance with the organization's bylaws.

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

**Recording the final decision.**

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

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

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

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

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

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

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

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

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

- All conditions imposed herein;
- All applicable development standards, unless specifically exempted as part of this land use review;
- All requirements of the building code; and

- All provisions of the Municipal Code of the City of Portland, and all other applicable ordinances, provisions and regulations of the City.

Planner's Name: Hillary Adam

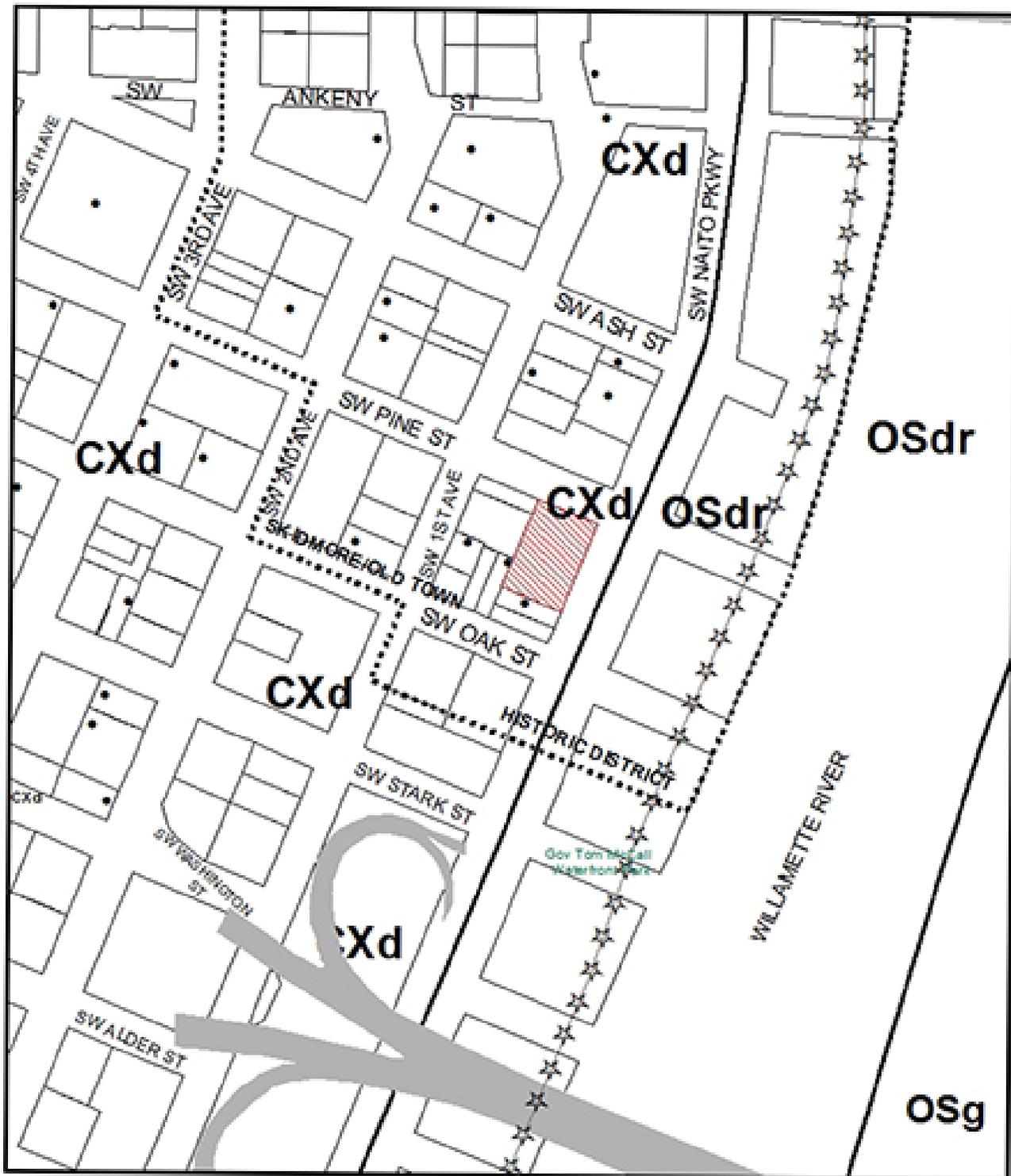
Date: February 12, 2016

**EXHIBITS**

NOT ATTACHED UNLESS INDICATED

- A. Applicant's Statement:
  - 1. Narrative
  - 2. Early Assistance and Pre-Application Conference Summaries
  - 3. Original Drawing Set
  - 4. Completeness Response Narrative, received January 8, 2016
  - 5. Completeness Response Drawing Set
  - 6. Revised Drawing Set, received February 1, 2016
  - 7. Revised Narrative, received February 1, 2016
- B. Zoning Map (attached)
- C. Plans & Drawings:
  - 1. Drawing Set, dated February 1, 2016 (C1-59); (C15, C20, C21, C22, C23 attached)
- D. Notification information:
  - 1. Request for response
  - 2. Posting letter sent to applicant
  - 3. Notice to be posted
  - 4. Applicant's statement certifying posting
  - 5. Mailing list
  - 6. Mailed notice
- E. Agency Responses:
  - 1. Bureau of Environmental Services
  - 2. Bureau of Transportation Engineering and Development Review
  - 3. Life Safety Division of BDS
  - 4. Water Bureau
  - 5. Fire Bureau
  - 6. Site Development Section of BDS
- F. Letters: none
- G. Other:
  - 1. Original LUR Application
  - 2. Incomplete Letter, dated December 18, 2015

**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).**



# ZONING



This site lies within the:  
 CENTRAL CITY PLAN DISTRICT  
 DOWNTOWN SUB DISTRICT  
 SKIDMORE / OLD TOWN HISTORIC DISTRICT

-  Site
-  Recreational Trails
-  Historic Landmark

|             |                     |
|-------------|---------------------|
| File No.    | LU 15-268017 HRM AD |
| 1/4 Section | 3030                |
| Scale       | 1 inch = 200 feet   |
| State_Id    | 1N1E34DC 3200       |
| Exhibit     | B (Nov 25, 2015)    |



SW PINE STREET

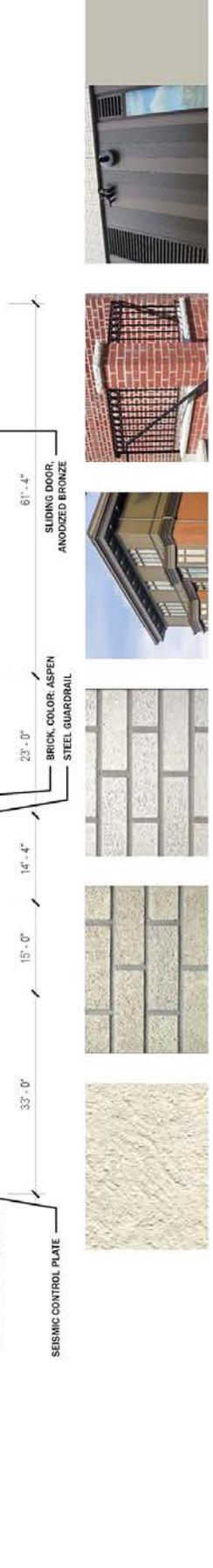


DESIGN REVIEW 15-268017 C15

SW NAITO PARKWAY  
GROUND FLOOR PLAN

WorldMark Portland  
NE Corner of SW Naito Parkway and SW Pine Street  
01 February 2016





SEISMIC CONTROL PLATE  
 33'-0"  
 15'-0"  
 14'-4"  
 23'-0"  
 61'-4"  
 61'-4"  
 SLIDING DOOR, ANODIZED BRONZE  
 BRICK, COLOR: ASPEN  
 BRICK, COLOR: WHITE  
 METAL BANDING  
 DECORATIVE IRON RAILING  
 VERTICAL SEAM METAL PANEL, COLOR: SURF WHITE



DESIGN REVIEW 15-268017 C20

EAST ELEVATION





VERTICAL SEAM METAL PANEL, COLOR: SURF WHITE



DECORATIVE IRON RAILING



METAL BANDING



BRICK, COLOR: WHITE

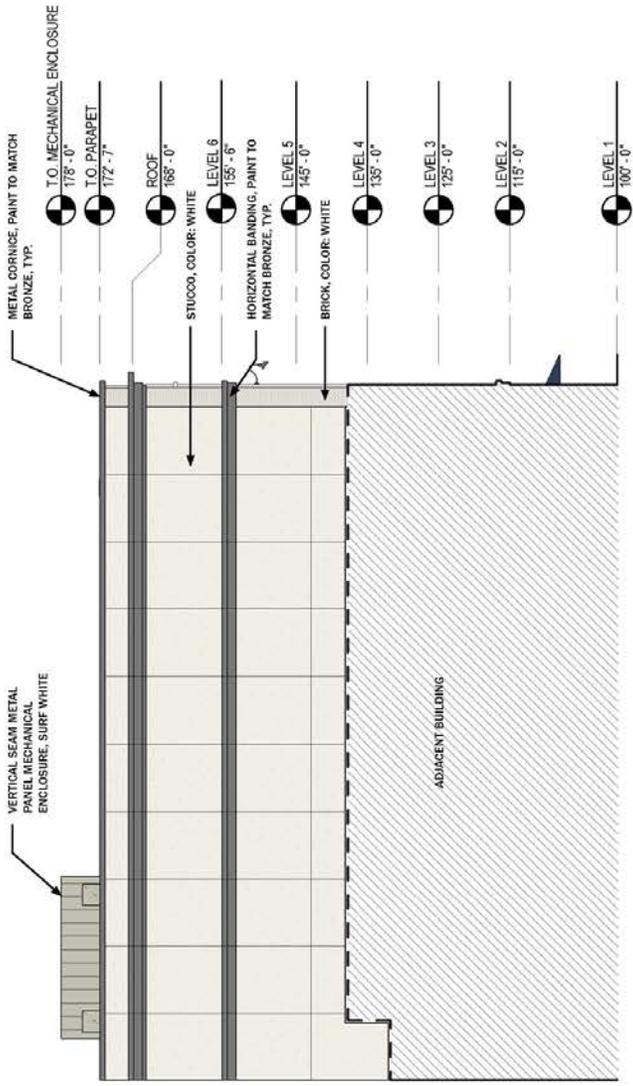


DESIGN REVIEW 15-268017 C21

NORTH ELEVATION

WorldMark Portland  
 NE Corner of SW Naito Parkway and SW Pine Street  
 01 February 2016

SERA



STUCCO, COLOR: WHITE

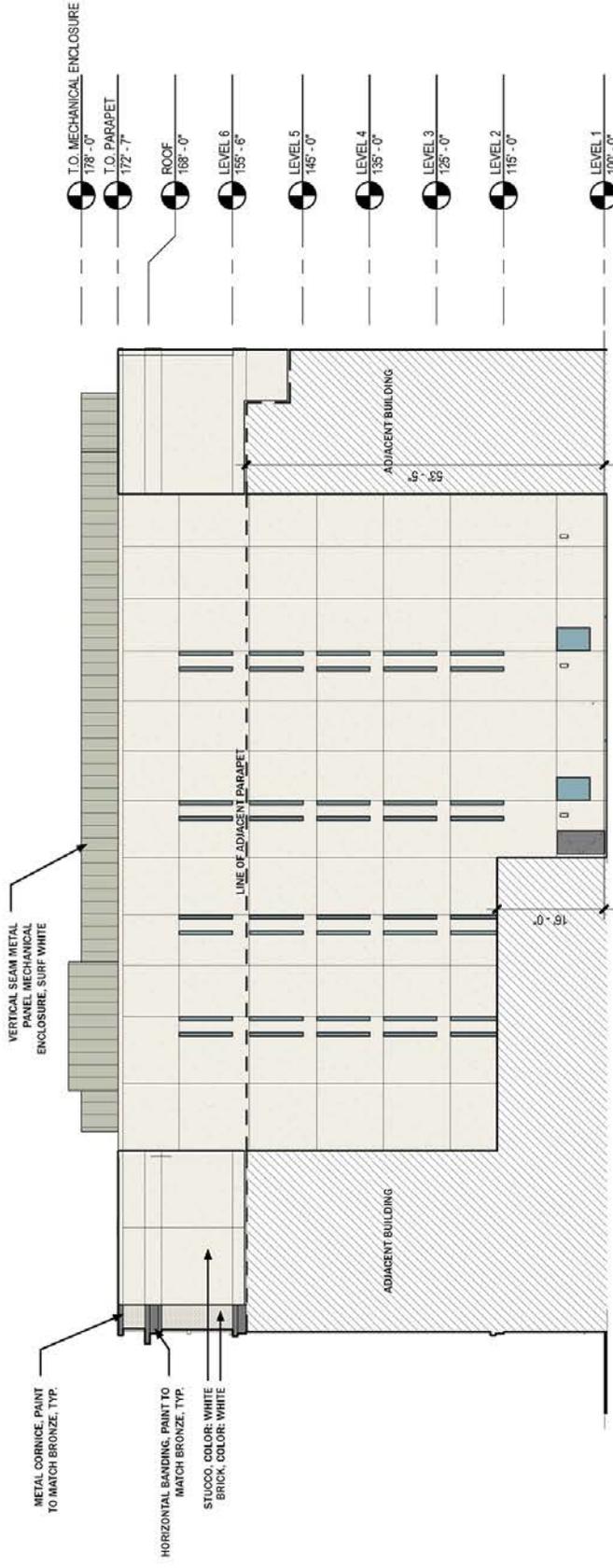


VERTICAL SEAM METAL PANEL, COLOR: SURF WHITE



DESIGN REVIEW 15-268017 C22

SOUTH ELEVATION



STUCCO, COLOR: WHITE



VERTICAL SEAM METAL PANEL, COLOR: SURF WHITE



DESIGN REVIEW 15-268017 C23

WorldMark Portland  
NE Corner of SW Naito Parkway and SW Pine Street  
01 February 2016



WEST ELEVATION