



STAFF REPORT AND RECOMMENDATION TO THE DESIGN COMMISSION

CASE FILE: **LU 18-110544 DZ (PC # 18-109684)**
Hotel Cladding Revisions

REVIEW BY: Design Commission

WHEN: March 22, 2018 @ 1:30PM

WHERE: 1900 SW Fourth Avenue, Room 2500A
 Portland, OR 97201

Bureau of Development Services Staff: Emily Hays 503-823-5676/
 Emily.Hays@portlandoregon.gov

This staff report recommends *Approval with Conditions*.

GENERAL INFORMATION

Applicant: Gary Golla | SERA Architects
 Katalin Czege | SERA Architects
 338 NW 5th Avenue
 Portland, OR 97209
 garyg@seradesign.com

Owner: Portland Hotel Properties LLC
 150 N Riverside Plaza
 Chicago, IL 60606

Site Address: **619 SW 11th Avenue**

Legal Description: BLOCK 257 LOT 1&2, PORTLAND
Tax Account No.: R667728480
State ID No.: 1N1E33DD 04100
Quarter Section: 3028
Neighborhood: Portland Downtown, contact Rani Boyle at 503-725-9979.
Business District: None
District Coalition: Neighbors West/Northwest, contact Mark Sieber at 503-823-4212.
Plan District: Central City - West End
Zoning: **RXd** – Central Residential with Design Overlay
Case Type: **DZ** -Design Review
Procedure: **Type III**, with a public hearing before the Design Commission. The decision of the Design Commission can be appealed to City Council.

Proposal:

The applicant is seeking **Type III Design Review** approval for revisions to a previously approved 15-story hotel building in the West End sub area of the Central City Plan District, Downtown sub district. Alternate cladding materials are proposed for the south and west elevations in lieu of the three-coat stucco system previously approved through a condition of approval. That condition

applied to the south and west walls, and stated “the GFRC panels that perform as basalt panels on the street frontages are to wrap the side walls to the recessed corridors, and the remainder of the side walls are to be three-coat stucco”.

The applicant has proposed three options utilizing profile metal panel in lieu of stucco:

1. All previously approved stucco is replaced with profile metal panel. The GFRC panels wrap the side walls to the recessed corridors and shift to metal panel on the remainder of the south and west elevations.
2. Along the south and west property lines, vertical GFRC columns flank the recessed corridor and corners. The remainder of the property line and courtyard facades will be profile metal panel.
3. GFRC panels wrap the south and west walls abutting the property lines, with a metal panel system on internal courtyard facades only.

Design review is required for non-exempt exterior alterations within the design overlay zone. A Type III review is required to alter conditions of approval set by the Design Commission during a previous land use approval.

Relevant Approval Criteria:

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

- 33.420, Design Overlay
- 33.825, Design Review
- Central City Fundamental Design Guidelines

ANALYSIS

Site and Vicinity: The 10,000 SF site is a on block bounded by SW Alder Street, 11th Avenue, Morrison Street, and 12th Avenue. The site is occupied by a 3-story building, previously approved to be demolished to construct this 15-story hotel.

The surrounding area has undergone changes in the past decades. New buildings have been constructed, and existing buildings have been renovated for new retail, restaurant, and office tenants. The Portland Streetcar runs south along SW 11th Avenue and the MAX Light Rail runs west along SW Morrison Street.

Zoning: The Central Residential (RX) zone is a high-density multi-dwelling zone which allows the highest density of dwelling units of the residential zones. Density is not regulated by a maximum number of units per acre. Rather, the maximum size of buildings and intensity of use are regulated by floor area ratio (FAR) limits and other site development standards. Generally, the density will be 100 or more units per acre. Allowed housing developments are characterized by a very high percentage of building coverage. The major types of housing development will be medium and high-rise apartments and condominiums, often with allowed retail, institutional, or other service oriented uses. Generally, RX zones will be located near the center of the city where transit is readily available and where commercial and employment opportunities are nearby. RX zones will usually be applied in combination with the Central City plan district.

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 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 the following:

- LU 13-159355 DZ – A 2013 Design Review approval for new signs and furnishings at the United Way building.
- LU 15-259364 CU – A 2015 Conditional Use Review approval for up to 179,140 of net building area in non-residential use (Retail Sales and Service and Office).
- LU 16-128846 DZM – A 2016 Design Review approval with conditions for exterior alterations to the ¼-block United Way office building on the southern half of the site. Proposal included a new perforated trash enclosure painted to match existing window frames, alterations to rooftop enclosure and a RACC approved mural on the south wall. Approval of Modifications to Required Building Lines, Ground Floor Windows, and Ground Floor Active Uses.
- LU 16-144846 DZM AD- Design Review approval for a new quarter-block, 15-story, 215 room hotel building with ground level restaurant.

Agency Review: A “Notice of proposal in Your Neighborhood” was mailed **March 2, 2018**. The following Bureaus have responded with no issue or concerns:

- Life Safety Review Section of BDS, *See Exhibit E-1*
- Bureau of Environmental Services
- Bureau of Transportation Engineering
- Water Bureau
- Fire Bureau
- Site Development Section of BDS
- Bureau of Parks-Forestry Division

Neighborhood Review: A Notice of Proposal in Your Neighborhood was mailed on **March 2, 2018**. No written responses have been received from either the Neighborhood Association or notified property owners in response to the proposal.

ZONING CODE APPROVAL CRITERIA

(1) DESIGN REVIEW (33.825)

Chapter 33.825 Design Review

Section 33.825.010 Purpose of Design Review

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

Section 33.825.055 Design Review Approval Criteria

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

Findings: The site is designated with design overlay zoning (d), therefore the proposal requires Design Review approval. Because of the site’s location, the applicable design

guidelines are the Central City Fundamental Design Guidelines.

Central City Fundamental Design Guidelines

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

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

Central City Plan Design Goals

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

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

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

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

Findings: The character of Portland is reflected in its unique neighborhoods. The West End's vitality is driven by the restaurants, breweries, art galleries, neighborhood coffee shops, and retail opportunities housed in a mix of modern and historic architecture. This project integrates several themes related to the city and region by incorporating the following features:

- There are numerous craftsmen of various trades designing and fabricating outstanding products for retail sales in the West End and Pearl District. The proposal embraces this maker culture and **craftsmanship theme**. The subtle weave created by the offset joints of the GFRC panel is continued in the detailing of the metal panel and carried around all 4 sides of the building.
- The building's tower has a distinct **geomorphic theme** representing Columbia River Basalt. The lava flows that covered 1/10 of the state have shaped the iconic part of Oregon's scenery. The lava flows within Oregon are among the largest to have occurred anywhere on earth. These flood basalts created an identifiable feature as they cooled, forming predominately hexagonal stone columns. The GFRC panel, previously approved on the street facing facades, has been wrapped to the end walls along the property lines to create a cohesive expression of this geomorphic theme.

This guideline is therefore met.

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.

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

Findings: The neighborhood is characterized by a diverse mix of historic and contemporary buildings. The proposal intends to respond to the local fabric and continue the pattern of contemporary buildings that reflect the vibrancy of the district. Though modern in expression, the hotel will incorporate materials found in the surrounding area to unify the building with existing context. The applicant studied neighboring buildings that utilize both masonry products and metal panel as a primary and secondary exterior material. The following existing buildings have been identified as influential to the design:

- Seward Hotel (Sentinel Hotel) - The Seward Hotel by William Knighton was stylistic and proactive at its opening in 1909 and considered a “Hotel of Quiet Elegance”. Inspired by the Sentinels at the top of the building with a strong anthropomorphic character and the dynamic use of trapezoid forms, the applicant has used the Seward Hotel as their motivation for embracing an organic pattern in the façade as a **modern stylized representation of basalt columns**.
- Skylab - The Skylab building at 12th and Alder is very progressive in its form and gives a distinct excitement to the neighborhood. It is a more modern neighbor to the classics of the block. The alterations to this building won an AIA Award for its unique use of “dissimilar materials” by utilizing a folding metal panel façade over a painted historic brick building. The adjacency inspired the **metal panel in a secondary application** on the interior courtyard elevations.
- 12th & Morrison – With the recent completion of the building on the same block, the neighborhood context includes a **contemporary character**. With its **white metal cladding** and angled fritted glass façade, the block now contains a distinct modern expression of urban architecture.
- The Lease Crutcher Lewis building renovation by GBD at SW 12th and Alder uses **metal panels on the secondary elevations** in context with the historic renovation.

The hotel building will continue the pattern of contemporary buildings and additions that respect and contribute to the diversity of the district. The proposal enhances the local material palette with sculptural GFRC panels, and successfully spans the historic and modern context with the secondary use of metal panel.

The exterior change from stucco to a metal panel system emphasizes the shaped GFRC panels through the use of dissimilar texture and finishes, and allows the metal panels to recede as a secondary material on the internal courtyard facades. The metal panel’s complementary color is designed to reflect the colors of the surrounding buildings as well as the GFRC panels on the street side elevations.

These guidelines have been met.

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

Findings: Although not formally identified as a “Gateway location”, the west elevation of the tower has a significant presence to the west hills, with gateway characteristics for the downtown core. The 15-story building will feature prominently above the existing one-story quarter block building to the west of the proposal. It should be noted that FAR was taken from this adjacent site, limiting the development potential, and maintaining the visibility of

the west elevation. To address this prominence, the proposal features the following:

- The main hallway at each floor has windows located at the end of the corridors to visually orient all hotel guests to the river or west hills. These create recessed slots which serve to **break up the mass of the side walls**.
- The high quality **sculptural GFRC panels wrap the side walls** along the internal property lines.
- The cladding of the courtyard elevation walls will be a **metal panel system** that continues the weave theme of the frontages and creates a cohesion expression.

With condition of approval D, that only Option 3 be approved, these guidelines are met.

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

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

C5. Design for Coherency. Integrate the different building and design elements including, but not limited to, construction materials, roofs, entrances, as well as window, door, sign, and lighting systems, to achieve a coherent composition.

Findings: The building will use durable and attractive materials, utilizing GFRC panels for the majority of the façade and a metal panel system on the secondary courtyard elevations. The metal panel system is being proposed as a replacement material to the previously approved three coat stucco system. The metal panel system creates a durable and sustainable skin system which will help with long term operations and care of the building.

The metal profile features small vertical indentations running the length of the panel to help maintain rigidity and minimize the “oil-canning” effect or warping of the panel over time. The proposed materials and detailing are of a high quality, and contribute a sense of permanence to this busy urban location. The introduction of a non-masonry material in a limited application is balanced by an increased use of GFRC panels on the property line elevations.

The façade’s light coloring and patterning ground the building in the contemporary era. The staggered joint patterning and varied finishes bring energy to the building, while the simple material palette nods to the surrounding historic architecture with its simple, single-material exterior cladding. The metal panel system has been designed with a joint patterning and light colored finish to match the interlocked GFRC panels of the primary façades and complements the GFRC panels.

The simplicity of the patterning, the monochromatic color scheme, and the clear shift in materiality facilitate a coherent composition that complements the surrounding neighborhood. The concise architectural statement allows for a modern expression interior to the block that relates directly to the varied context of the area.

With condition of approval D, that only Option 3 be approved, these guidelines are met.

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 design review process exists to promote the conservation, enhancement, and continued vitality of areas of the City with special scenic, architectural, or cultural value. The simplicity of the patterning, the monochromatic color scheme, and the clear shift in materiality facilitate a coherent composition that complements the surrounding neighborhood. The proposed GFRC cladding and metal panel are permanent materials of suitable quality for this Downtown, West End location. The proposal meets the applicable design guidelines and therefore warrants approval.

TENTATIVE STAFF RECOMMENDATION

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

Staff recommends approval with conditions of the materials proposed in Option 3 for the south and west elevations.

Staff recommends the following *conditions of approval*:

- A. As part of the building permit application submittal, the following development-related conditions (B through D) must be noted on each of the 4 required site plans or included as a sheet in the numbered set of plans. The sheet on which this information appears must be labeled "ZONING COMPLIANCE PAGE - Case File LU 18-110544 DZ ". 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 building permit submittal, a signed Certificate of Compliance form (<https://www.portlandoregon.gov/bds/article/623658>) 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. Only *Option 3*, shown in the drawing set on pages 12 and 21-28, is approved. GFRC panels shall wrap the south and west walls abutting the property lines, with a metal panel system on internal courtyard facades only.

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Procedural Information. The application for this land use review was submitted on January 22, 2018, and was determined to be complete on February 1, 2018.

Zoning Code Section 33.700.080 states that Land Use Review applications are reviewed under the regulations in effect at the time the application was submitted, provided that the application is complete at the time of submittal, or complete within 180 days. Therefore, this application was reviewed against the Zoning Code in effect on January 22, 2018.

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 waived the 120-day review period, as stated with Exhibit A-2.

Some of the information contained in this report was provided by the applicant. As required by Section 33.800.060 of the Portland Zoning Code, the burden of proof is on the applicant to

show that the approval criteria are met. The Bureau of Development Services has independently reviewed the information submitted by the applicant and has included this information only where the Bureau of Development Services has determined the information satisfactorily demonstrates compliance with the applicable approval criteria. This report is the recommendation of the Bureau of Development Services with input from other City and public agencies.

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

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

Appeal of the decision. The decision of the Design Commission may be appealed to City Council, who will hold a public hearing. If you or anyone else appeals the decision of the Design Commission, City Council will hold an evidentiary hearing, one in which new evidence can be submitted to them. Upon submission of their application, the applicant for this land use review chose to waive the 120-day time frame in which the City must render a decision. This additional time allows for any appeal of this proposal to be held as an evidentiary hearing.

Who can appeal: You may appeal the decision only if you write a letter which is received before the close of the record for the hearing, if you testify at the hearing, or if you are the property owner/applicant. **Appeals must be filed within 14 days of the decision. An appeal fee of \$2,760 will be charged (one-half of the application fee for this case).**

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

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

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

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

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

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

Emily Hays
March 2, 2018

EXHIBITS – NOT ATTACHED UNLESS INDICATED

- A. Applicant's Statement
 - 1. 120-Day Waiver, dated
- B. Zoning Map (attached)
- C. Plan & Drawings
 - 1. Site Plan (attached)
 - 2. Design Review Submittal for March 22, 2018 hearing
- 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. Life Safety Review Section of BDS
- F. Letters: None.
- G. Other
 - 1. Original LUR Application



ZONING



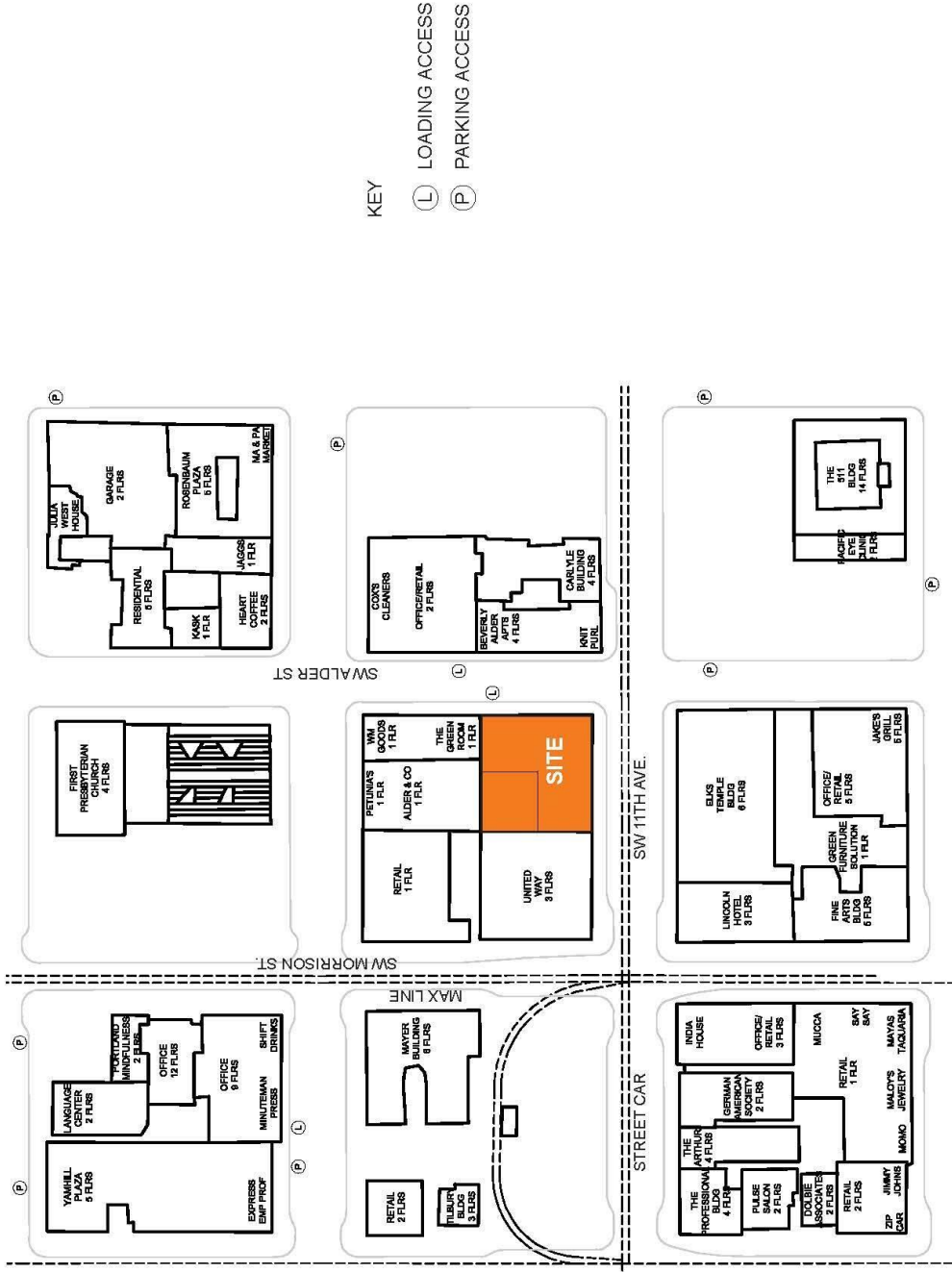
Site



Historic Landmark

THIS SITE LIES WITHIN THE:
CENTRAL CITY PLAN DISTRICT
DOWNTOWN SUBDISTRICT
WEST END SUBAREA

File No.	LU 18-110544 DZ
1/4 Section	3028
Scale	1 inch = 200 feet
State ID	1N1E33DD 4100
Exhibit	B Jan 25, 2018



THREE BLOCK STUDY