



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

Dan Ryan, Commissioner  
Rebecca Esau, Director  
Phone: (503) 823-7300  
Fax: (503) 823-5630  
TTY: (503) 823-6868  
[www.portland.gov/bds](http://www.portland.gov/bds)

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

**CASE FILE:** LU 20-208645 HRM – *ARCOA Mixed Use*  
PC # 20-139789; DA 20-148913; DA 20-176140

**REVIEW BY:** Historic Landmarks Commission

**WHEN:** January 11, 2021 @ 1:30PM

**Remote Access:** Historic Landmarks Commission

**Agenda**

<https://www.portlandoregon.gov/bds/HLCagenda>

**Due to the City’s Emergency Response to COVID19, this land use hearing will be limited to remote participation via Zoom. Please refer to the instructions included with this notice to observe and participate remotely.**

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

**Bureau of Development Services Staff:** Megan Sita Walker 503-865-6515 / [MeganSita.Walker@portlandoregon.gov](mailto:MeganSita.Walker@portlandoregon.gov)

### **GENERAL INFORMATION**

**Applicant:** Justin Cloyd | Ink Built Architecture  
2808 NE Mlk Jr Blvd, Suite G  
Portland, OR 97212  
(503) 250-0417

**Owner:** Arcoa Partners LLC  
2222 NE ORegon St #201  
Portland, OR 97232

**Owner’s Representative:** Eric Myers | Arcoa Opportunity Fund LLC  
2222 NE ORegon St #201  
Portland, OR 97232

**Site Address:** 1006 SE GRAND AVE

**Legal Description:** BLOCK 127 LOT 1&2 EXC PT IN ST LOT 7&8, PARK ADD TO E P  
**Tax Account No.:** R644500090  
**State ID No.:** 1S1E02BC 01300  
**Quarter Section:** 3131

**Neighborhood:** Buckman, contact Richard Johnson at buckmanlandusepdx@gmail.com

**Business District:** Central Eastside Industrial Council, contact ceic@ceic.cc.

**District Coalition:** Southeast Uplift, contact Leah Fisher at 503-232-0010 x313

**Plan District:** Central City - Central Eastside

**Other Designations:** Contributing resource in the East Portland Grand Avenue Historic District

**Zoning:** EXd - Central Employment with Historic Resource Protection and Design Overlays

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

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

**Proposal:**

The applicant is seeking Historic Resource Review approval for the addition of an 8-story, 75,932 SF mixed use building to the US Laundry building (aka Arcoa Building) which is a contributing resource in the East Portland Grand Avenue Historic District in the Central Eastside Subdistrict of the Central City Plan District. The site is a half-block site bound by SE Yamhill to the north and SE Grand and SE 6th to the west and east and is currently developed with the historic US Laundry Building with a non-original 1-story addition on the east elevation (that is proposed to be removed), and existing surfacing parking lots to the east and south of the resource. The proposed 8-story and 2-story volumes are proposed to be connected to the existing resource via internal connections. Therefore, the proposal is an addition to the existing contributing resource on the site. The design of the addition includes three primary volumes including an 8-story volume and a 7-story volume with penthouse along SE 6th, and a 2-story sidecar along SE Grand.

Retail, residential amenities, building services, and mechanical parking and loading are proposed on the ground level with vehicle access off SE Yamhill to the north. On upper levels, a mix of market rate and affordable residential units are proposed, with flexible office space and multiple terraces proposed on the 8th level. The proposed addition also includes a 2-story sidecar building with roof terraces immediately south of the resource along SE Grand.

**Modifications** are requested as follows:

**Modification 1**

- Request to modify Ground Floor Windows coverage, PZC, 33.510.220 to reduce from 60% coverage to 47.6% on SE Grand Ave., and to reduce from 40% coverage to 20.82% on SE Yamhill St.
- Request to modify, PZC, 33.140.230.B, to reduce length from 50% to 24.95% on SE Yamhill St.

**Modification 2** – Request to modify Ecoroofs, PZC, 33.510.243.B.1 Eco Roofs – to not meet 100% eco roof coverage requirement at the level 2 terrace and instead proposing two planters on the level 2 terrace (330SF). PZC, 33.510.243 requires 100% eco roof coverage for the new roof area with up to 40% of that area allowed to be occupied by other features that are listed in 33.510.243.B.1.a through h. Two planters are proposed on the level 2 terrace (totaling 330SF) do not count towards the 100% ecoroof area

requirement as they do not meet the cited BES standards for a ecoroof facility and are not listed as an element subject to the exceptions to the standard and therefore require a Modification.

Historic Resource Review is required for non-exempt exterior alterations and addition to a contributing resource in a Historic District. A Type III procedure is required because this development exceeds the value of \$481,300 (Table 846-1). Modification Reviews are required because the applicant is requesting to not meet the standards indicated above.

**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 East Portland/ Grand Avenue Historic District Zone*
- *Central City Fundamental Design Guidelines*
- *33.846.070 Modifications Considered During Historic Resource Review*

## ANALYSIS

**Site and Vicinity:** The subject site is located in the East Portland/Grand Avenue Historic District, which became a National Register Historic District in 1990. It is an approximately 20-block area roughly bounded by SE Ankeny Street, SE Main Street, Martin Luther King Jr. Boulevard, and 7<sup>th</sup> Avenue. The historic period of significance for the district is 1883 through 1930. There are four basic property types found within the district: commercial, industrial, social/cultural, and governmental. The district was originally the downtown area of the City of East Portland, which consolidated and became part of the City of Portland in 1891.

The site is located in the north portion of the block bounded by SE Grand Avenue, SE Yamhill Street, SE 6<sup>th</sup> Avenue, and SE Taylor Street. The site contains the U.S. Laundry Building, also known as the Arcoa Building; an annex building; and an asphalt parking lot.

The proposal is an addition to the U.S. Laundry Company Building (aka Arcoa Building) on-site, a Primary Contributing resource in the East Portland/ Grand Avenue Historic District. The resource is a three-story commercial structure built in 1907 with a square in plan and rectilinear massing. The building is composed of concrete with brick cladding. There are large rectangular window openings at all three floors. At the second and third floors, each opening has three windows, and at the first floor each opening has four windows. There are transom windows at the window openings on the first and second floors. The main entrance to the building is on the SE Grand Avenue façade, which is divided into three bays. The SE Yamhill façade is divided into four bays. There are quoins at the building corners. The frieze is decorated with dentils and there are corbelled brick panels between the second and third-floor windows. The parapet is flat and the nomination notes that it has been altered from its original condition. The original windows have been replaced with fixed windows. There is a non-original single-story addition (aka annex building) that was added to the east wall of the resource, seemingly before the creation of the District in 1990 that is classified as a Non-contributing Addition in the District. The addition is composed of corrugated metal, with a concrete base with an entry that abuts the existing surface parking lot to the east. The current proposal includes the removal of this non-original addition.

The building first housed the US Laundry Company, which was owned by John Dannells, who also owned the building. When he died in 1926, he was eulogized as a “pioneer laundryman.”

The site is in a Pedestrian district per the City's Transportation System Plan. The surrounding streets are classified as follows:

- SE Grand: One-way headed north, Civic Main Street, Major Transit Priority Street, Major City Traffic Street, City Bikeway, Major City Walkway.
- SE Yamhill: Local Service for all modes.
- SE 6th: Local Service for all modes.

**Zoning:** The Central Employment (EX) zone allows mixed uses and is intended for areas in the center of the City that have predominantly industrial-type development. The intent of the zone is to allow industrial and commercial uses which need a central location. Residential uses are allowed but are not intended to predominate or set development standards for other uses in the area.

The Design Overlay Zone [d] promotes the conservation, enhancement, and continued vitality of areas of the City with special scenic, architectural, or cultural value. This is achieved through the creation of design districts and applying the Design Overlay Zone as part of community planning projects, development of design guidelines for each district, and by requiring design review. In addition, design review ensures that certain types of infill development will be compatible with the neighborhood and enhance the area.

The 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 Central Eastside Subdistrict of this plan district.

East Portland/Grand Avenue Historic District is listed in the National Register of Historic Places under two of the eligibility criteria: "A" for its association with the development of the City of East Portland (which was annexed into Portland in 1893) and "C" for its examples of commercial architectural styles from the period 1883 to 1939.

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

- DZ 112-90 (90-004224): Design Review approval for a new awning with signage.
- DZ 071-90 (90-004076): Design Review approval for a new painted wall sign.
- LUR 97-00748 DZ (97-014794): Design Review approval for improvements to the main entry area on the front façade, including: new storefront system, two new shed-style awnings, and new light fixtures.
- LUR 98-01059 DZ (98-016365): Design Review approval for a new awning on the south elevation.
- LUR 99-00952 DZ (99-017357): Design Review approval for three sets of telecommunications antennae on the rooftop.

- LUR 00-00749 DZ (00-007304): Design Review approval for nine telecommunications antennae pole-mounted to an existing penthouse.
- LUR 01-00746 HDZ (LUR 01-008143): Historic Design Review approval for three telecommunications antennae within a 1'-0"-diameter cylinder, attached to the wall of an existing penthouse.
- LU 09-111775 HDZ: Historic Design Review approval for three new glazed garage doors, three new light fixtures, and two new awnings.
- LU 16-123478 HR: Historic Resource Review approval for modification of a wireless facility on the roof including: replace six panel antennas, install nine new remote radio units and three surge suppressors, reroute, repair and paint shrouded cable.
- LU 16-123478 HR: Historic Resource Review approval for modification of a wireless facility on the roof including: replace six panel antennas, install nine new remote radio units and three surge suppressors, reroute, repair and paint shrouded cable.
- LU 19-173885 HR: Historic Resource Review for Wireless Facility.
- EA 19-139197 APPT: Early Assistance Appointment for the proposed development.
- EA 20-139789 PC: Pre-Application Conference for the proposed development.
- EA 20-148913 DA: Design Advice Request with the Historic Landmarks Commission on July 27, 2020 for the proposed development.
- EA 20-176140 DA: Design Advice Request with the Historic Landmarks Commission on September 14, 2020 for the proposed development.

**Agency Review:** A “Notice of proposal in Your Neighborhood” was mailed **December 21, 2020**. The following Bureaus have responded with comments or no issue or concerns:

1. Bureau of Transportation Engineering (See Exhibit E1)
2. Bureau of Environmental Services (See Exhibit E2)
3. Life Safety Section of BDS (See Exhibit E3)
4. Fire Bureau (See Exhibit E4)
5. Urban Forestry (See Exhibit E5)
6. Water Bureau (See Exhibit E6)
7. Site Development Section of BDS (See Exhibit E7)

**Neighborhood Review:** A Notice of Proposal in Your Neighborhood was mailed on **December 21, 2020**. No written responses have been received from either the Neighborhood Association or notified property owners in response to the proposal.

## **PROCEDURAL HISTORY:**

**Early Assistance Pre-Application Conference (PC): EA 20-139789 PC:** Summary Memo dated June 24, 2020 (Exhibit G-3).

**Design Advice Request (DAR #1): EA 20-148913 DA: July 27, 2020** (See Summary Memo dated August 31, 2020, Exhibit G-4). Commission feedback included:  
General Comments: The Commissioners present unanimously did not support the preferred massing and façade articulation proposed and encouraged the design team to further explore massing shifts in line with the concepts shown in ‘Option Study 2’ at the meeting which broke the mass of the building into distinct volumetric masses in a manner that reflects the traditional massing of contributing resources in the district. The Commission unanimously supported the relocation of the proposed vehicle access from SE 6th (the future Green Loop alignment) to SE Yamhill.  
Massing – Scale & Proportion.

- Commissioners noted concern with the height of the proposed building given how out of scale the proposed building is to contributing resources in the Historic District. They further noted that the larger the proposed building is, the more important it is to meet all other aspects of compatibility with the district in order to be able to support the heights proposed.
- The Commissioners present unanimously did not support the preferred massing, noting that the proposal was too chaotic and needed to be greatly simplified and regularized to relate to historic fabric in the district in a volumetric manner.
- The Commissioners present supported further study of ‘Option Study 2’, stating that Option Study 2 was showing signs of being successful at breaking the mass of the building down into smaller masses, each potentially with slightly different expressions, to read as separate buildings. One Commissioner noted that this could be a way to potentially reconcile the different ground floor heights of the two adjacent contributing resources by having one “building” reference the height of one historic ground floor condition and the other referencing the other historic ground floor condition.
- Breaking down the mass of the proposal and placing the mass on the site in a manner that limits the impact on the district is critical. Additionally, breaking down the mass into distinct rectilinear volumes will help the proposed volumes better relate to the traditional massing of the commercial style seen on the subject site, with the US Laundry Building, and throughout the district.
- The Commission noted that if you are going to break the buildings down to visually minimize the mass, do not have the big mass look like it is just behind a different surface expression. There is precedent for smaller towers in the district and perhaps there are ways to hide the height with a corner tower.
- The Commission expressed support for the design of the infill retail storefront on SE Grand to align with the facades of the US Laundry building. The Commission noted that matching the existing, historic building line is important for this infill piece and encouraged the applicant to pursue the PBOT process to make the case to keep the building line where it is to be compatible with the historic building line immediately to the north and south.

#### Facade Articulation.

- The Commission appreciated the effort to bring in the two adjacent historic buildings into the proposed building, but did not support the tacked on “wallpaper” references to historic massing and façade articulation. A more modern building immediately behind a veneer that references the historic facades does not relate to buildings in the district.
- The building itself needs to stand on its own more as an example of something you would see in the district. Having a more consistent appearance overall is critical.
- The proposal needs to find a much simpler more consistent expression.
- The Commission encouraged the team to further study the district to inform the proposed façade articulation, noting that the district has a vocabulary that is shared among all the buildings even though they are built over a period of time.
- The Commission appreciated the reference to heights of adjacent buildings, but the most important things about those buildings isn’t really the height, it is more the expression of a regularized bay, and the most signature feature of a commercial style is a consistent pattern of commercial storefront bays set into a simple blocky form.
- One Commissioner mentioned that the proposed building does not necessarily have to acknowledge the height datum of the buildings, but maybe it begins to give you some lines to pull across if it makes sense and results in appropriate proportions of the base, middle, top expression of the proposed building.

- The Commission expressed the importance of studying bay proportions expressed in contributing resources in the district. It is also important to study the relationship of typical infill within bays. One Commissioner noted that what was shown in the packet was less of a true proportion study and just that the windows were recessed.
- The infill between the bays with double hung windows ganged together is odd and treats these small areas of glazing almost like window spandrel panels rather than relating to the full height glazing proportions which are character-defining of the Commercial style in the district.
- Deeply recessed windows and spandrel within bays is critical.

#### Parking Access.

- The Commission unanimously supports the garage entrance off of SE Yamhill in order to better support the Green Loop alignment on SE 6th. One Commissioner noted that it is important that we give as much opportunity as we can to support the Green Loop so that it can develop into something really special.

#### Materials.

- The Commissioners present unanimously said that there were too many materials proposed and encouraged simplification of the material palette.
- The Commission also encouraged the team to provide a material context study to look at contributing buildings in the district to inform the primary materials of the proposed building. A few Commissioners also noted that then, if the team wanted to introduce something more modern, maybe it is one or two elements or a different use of a more traditional element in a more modern way.
- The quality and permanence of the proposed materials is very important. A few Commissioners noted that the humanity of the materials, the scale that those materials represent and how you relate to them - whether they feel like they were manufactured in a factory and just assembled on site informs whether or not the building has a sense of craft.
- One Commissioner noted that the building having this sense of craft in materials and detailing would help them support a more modern design of the building.
- A majority of the Commission discouraged the use of metal as more than a secondary material while a couple Commissioners noted they could potentially support quality metal panel – that is not in large fields – depending on the design and detailing of the building.
- The Commission noted opposition to the proposed vinyl windows and encouraged the team to look to a fiberglass window with a compatible profile if aluminum clad wood or wood windows are not proposed.
- One Commissioner expressed interest in reclaimed brick even if it is painted and also noted that GFRC could potentially be supported as long as it is not right at the base where it can get damaged.

#### Ground Floor Activation.

- The Commission noted that more activation on the ground floor is needed and that they would like to see the active space distributed more.
- SE Yamhill should not be treated as an alley.
- One Commissioner suggested possibly featuring the bike rooms rather than closing them off to the street so that maybe those can be something of visual interest. It was suggested that maybe the bike parking room gets moved to the Green Loop on SE 6th so that you are highlighting that relationship with the Green Loop.

#### Penthouse Treatment.

- One Commissioner noted that the team needs to really study the neighborhood for references to how penthouses are treated on contributing resources. While there are a few examples to reference, these are generally additive and not a feature of most buildings in the district. Again, the more the proposal differs in massing from the district precedents, the more critical it becomes to find points of compatibility with the district.

- Once Commissioner noted that they could support a penthouse if it adds to the overall quality of the design.

#### Canopies.

- More canopies should be provided on both frontages. The design team should be creative in how you integrate them into the building along both frontages while continuing to highlight building entries.

#### References.

- The Commission recommended that the team look to the PAE building packet as a guide to how the PAE team studied the proportions of historic fabric in the Skidmore/ Old Town Historic District to inform their proposal, and the execution of a simplified material palette with great detailing.
- One Commissioner also referenced that the team look to the approved Hammer and Hand Building (unbuilt) as an example of the simple well detailed new building in the district.

**Design Advice Request (DAR #2) EA 20-176140 DA: September 14, 2020** (See Summary Memo dated October 27, 2020, Exhibit G-5). Commission feedback included: Massing – Scale & Proportion.

- Commissioners clarified that the relationship between the proposed building and the historic Arcoa building must be strengthened and deferential to the resource, as the proposed connections make the proposal an addition to the resource.
- The majority of the Commission appreciated how the preferred massing breaks down the mass of the building into smaller masses that read as separate “buildings” on SE 6th. One Commissioner noted this strategy to breaking down the mass is critical to their support of the proposed heights.
- A few Commissioners still noted concern with the height of the proposed building given how out of scale it is to contributing resources in the district. Clarifying that the larger a proposed building is, the more important it is for a proposal to meet all other aspects of compatibility with the resource on site and the district in order to be able to support the heights proposed.
- A few Commissioners still noted concern with the height of the proposed building given how out of scale it is to contributing resources in the district. Clarifying that the larger a proposed building is, the more important it is for a proposal to meet all other aspects of compatibility with the resource on site and the district in order to be able to support the heights proposed.
- Options to mitigate the scale of the massing of the addition to the resource (especially on the north side) should be discussed.
- The majority of Commissioners present did not support the gasket between the two masses on SE 6th Avenue. Further noting that a gasket or break in the massing would be a more appropriate response on SE Yamhill to differentiate the historic resource from the proposed addition.
- More work is needed to express a strong, proportionate base, middle, top relationship for the proposed “buildings”. Noting that, as the proposed design changes so that the lower volume relates more strongly to the Arcoa building, some of the coherency issues should be resolved. Continuing that the two “buildings” should be differentiated but should be approached as if they are family.

#### Facade Articulation.

- The majority of the Commission expressed they were still struggling with the proposed facade articulation being too busy and clarified that even more simplification is needed to relate to simple rhythms of the adjacent historic resources.
- The proposed addition (especially the lower volume) should clearly express a strong relationship to the Arcoa building.



- The proposed design should relate more strongly to the Arcoa in terms of materiality and in the expressed proportion of wall area to glazing. A more planer quality with more brick – expressing more of a punched opening than curtain wall aesthetic – would help to better relate to the Arcoa. A design that reads as a curtain wall is not appropriate for the district.
- The thin, spindly proportions of the piers do not relate to the Arcoa. Adding more weight to (widening) the piers will help to simplify the rhythm and relate more to the substantial brick frame of the Arcoa with a lighter infill with more regular patterning of the glazing and decorative elements.
- The lower volume of the proposed addition only has one kind of datum relating to the Arcoa and does not have a strong relationship to the horizontal datums which exacerbates the height and makes the lower volume feel a little too monumental.
- The preferred design also does not adequately express the base, middle, and top in appropriate proportions. Specifically, the lower volume does not have a strong base as the piers appear to run into the sidewalk. The grouping of the top two floors on the lower volume creates an awkward proportion that is too tall. That coupled with the grouping of the three “middle” stories make the building feel like a bigger building and reads as too monumental.
- A few Commissioners recommended exploring a different base – potentially relating the base of the taller volume to the adjacent resource on SE 6th and relating to the base of lower volume as it wraps the corner to the base of the historic Arcoa building.
- Commissioners expressed concern with the impact of the treatment of the end walls (which were not shown in elevation or a Roof Plan). These end wall conditions (west and south) will be highly visible beyond contributing resources to remain in the district. It is critical that information be provided on these elevations - how do they relate to the resource, to the overall design of the distinct “building” volumes, and to the district as a whole, which typically has simple end wall conditions. Be prepared to study these elevations and show the studies.
- Regularizing is key. A decorative metal panel should occur regularly whether it is covering a VTAC or not.
- One Commissioner noted that while they are not yet supportive of the expressed rhythms of the facades, they are supportive of the level of depth seen in the articulation of the facades shown in the renderings at the meeting. It appears that the facades are designed to not be flat planer facades and there is some relief in how the windows are set in that wall and expressing a structural system. The importance of detailing adequate depth into the design of the facades was also stated by multiple Commissioners at the first DAR on July 27th.

#### Overall Coherency.

- Two Commissioners noted they would like to see some sort of gasket proposed or studied between the Arcoa and the proposed addition to signify the change from historic material to new. Clarifying that would be a more appropriate location for a gasket than between the two volumes on SE 6<sup>th</sup> Avenue.
- Because it will be reviewed as an addition to the Arcoa, detailing, rhythms and strong deference to proportions are critical. There is fantastic detailing on the Arcoa that can be studied and referenced to inform the more contemporary detailing of the proposed addition.
- Multiple Commissioners stated bringing back the cornice on the Arcoa would be a fantastic thing to do as a part of this project and looking at these historic details of the Arcoa could help strength the base middle top expression of the new building(s).
- Providing rich detailing and expressing some relationship about what is happening inside the building’s ground floor on the outside of the building should be incorporated into the design. For instance, a few Commissioners noted that there should not be full glass at the westernmost egress/ utilitarian bay.

- When talking about simplifying the preferred design, one Commissioner noted that your eye doesn't know what to follow in the design shown. Superficially, in the preferred scheme, there are independent rhythms that result in a type of complexity not seen in contributing resources in the district.
- The traditional idea of a building with a top, middle, and base is that you are highlighting these different zones of the building, and these zones should be organized in a way for lines to come all the way down to the ground to be resolved.
- The preferred design expresses the base, middle, and top of the building(s) with proportions not typical to the district. Specifically, there is not a strong cornice line so the middle is stretched out into two zones with a slight suggestion of a top.

#### Ground Floor Activation.

- Retail at the one main corner could be really dynamic. Active uses wrapping this corner and along SE 6<sup>th</sup> feel like the right locations and are good to see.
- The SE 6<sup>th</sup> frontage, as the future Green Loop alignment, is going to be a terrific place for the main entry and active use.
- A few Commissioners noted that it would be great to get the plumbing and fire riser off of the southernmost entrance, but understand the circumstances as long as it is small in relation to the other ground level spaces.
- One Commissioner continued that it is unfortunate to see the plumbing and fire riser room and the electrical room take up precious street frontage. If they do continue to be proposed at the street edge, it is ideal to minimize these inactive areas down to take up as little street frontage as possible. These are small blocks and they deserve activation. (Staff notes some of these uses can be buried deeper into the building,)
- Fine grain detailing with texture is very important along the street in this district.

#### Materials.

- Would like to see more brick and less planar materials. If stucco is pursued, more thoughtful detailing will be needed to break up those facades.
- The revised primary facade materials seem appropriate, but it will come down to the details and how they connect to the historic building. Well-crafted with thoughtful details are critical.
- Multiple Commissioners expressed concern about the fiberglass windows; they will need to see details of the windows and look at photos of samples to adequately review. One Commissioner continued that fiberglass windows can be well done, but what is shown on C-41 has little detail and looks a little flat and chunky. It would be good for the windows to have more detail and profile; they appreciate that fiberglass is only proposed above the street.
- The idea of the screens is interesting as they are opportunities to add more texture to the facades, but they should be more regularized.
- A metal grille with a woven quality - like a modern version of something you would find in the district historically - rather than a flat stamped metal panel is preferred. Another Commissioner recommended the use a motif or something that feels like it belongs to the district and isn't just decorative for decorative sake. It needs to tie to the building but also not stand out as something strange to the district.
- It is unfortunate that the grilles will be over louvers rather than over glass as you typically see decorative grilles applied over transparent glazing/ openings. The proposed application is meant to hide something. Therefore, the detailing of the grilles will be important to make sure it does not feel too incongruous based on how they are articulated. Framing them and integrating them with the glazing, as shown in precedent images, is going in the right direction.
- Looking forward to seeing more pedestrian-scale, granular scale details on the street level facades. These details are really important to understand how the pedestrian will interact with the building at the street level.

- A few Commissioners noted support for thoughtfully detailed metal panel if it is only used as an accent.

#### Top/ Penthouse Treatment.

- The majority of Commissioners present said that they would like to see the top of the lower volume articulated as a real penthouse, setback as much as possible. Multiple Commissioners noted that a successful penthouse should clearly belong to the building it is on top of instead of extending over both volumes. This is more important given that the proposal is looking to differentiate the taller volume as a separate mass.

#### Infill on SE Grand.

- The majority of Commissioners expressed support for the 2-story sidecar as it helps mitigate the view of the taller building from the street.
- The Commission continued to encourage the applicant to pursue the PBOT process to make the case to keep the building line where it is to be compatible with the historic building line of the resource on site. It is important to maintain the historic lot line, as the resource on site is not going away. Moreover, having a setback there would interrupt the pattern in the district. Given that the site is Grand Ave and that the proposed building is next to a historic building, the building should come out to the street with the exception of alcoves for each door entry. Commissioners reiterated that they were willing to send a letter to PBOT to support the Public Works alternative review.
- The gasket between the south wall and sidecar should be removed and the sidecar should be widened.
- Commissioners noted appreciation for how the sidecar is articulated and detailed to relate to the historic façade. As a smaller building, the proportions of the windows are similar to the resource, the sidecar building has more historic scale of detailing and proportions, and it looks like there is an intent of relating to the brick of the Arcoa.
- A few Commissioners expressed that they would like to see a little more differentiation between this new building and the resource and encouraged the use of similar materials but in a more deferential way. It looks like the proposal intends to copy details from the Arcoa. The proposed design should defer to the resource rather than copying materials and detailing of the Arcoa.
- Based on the sidecar plans, the elevations and renderings are not shown correctly. It will be important to see how the proportions look when they match the plans.
- If the cornice is returned to the resource, this will also help to differentiate the more modern 2-story building.

#### Canopies.

- Could there be a hierarchy of canopies in order to offer protection at bays without entries, while still highlighting the corner/ primary entries?
- Two Commissioners noted that they would like to see no canopy at the westernmost egress/ utilitarian bay, as you wouldn't expect to see a canopy at that use. Further expressing that they prefer to at least have canopies at main entrances with a hierarchy.

#### **Land Use Application LU 20-208645 HRM: Submitted on October 22, 2020** (Exhibit G-1).

- On November 18, 2020, staff issued an Incomplete Letter outlining information needed to deem the application complete, remaining Infrastructure Bureau issues, and remaining approvability issues with the design of the proposal. (Exhibit G-2).
- On November 19, 2020, the applicant requested the application to be deemed complete. A hearing was scheduled for January 11, 2021 (Exhibit A-6).

## ZONING CODE APPROVAL CRITERIA

### (1) HISTORIC DESIGN REVIEW (33.846)

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

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

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

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

Requests for Historic Resource Review will be approved if the review body finds the applicant has shown that all the approval criteria have been met.

**Findings:** The site is located within the East Portland Grand Avenue Historic District and the proposal is for a non-exempt treatment. Therefore, Historic Resource Review approval is required. The approval criteria are the *Design Guidelines - East Portland Grand Avenue Historic Design Zone*. Because the site is within the *Central City Plan District*, the *Central City Fundamental Design Guidelines* are also approval criteria.

*Staff has considered all guidelines and addressed only those applicable to this proposal. The Design Guidelines - East Portland Grand Avenue Historic Design Zone and the Central City Fundamental Design Guidelines are addressed concurrently.*

#### **Design Guidelines - East Portland Grand Avenue Historic Design Zone** **Central City Fundamental Design Guidelines**

##### **Guidelines for Alterations**

**Note:** *The ‘Guidelines for Alterations’ apply to the alterations to the historic Arcoa including the removal of the non-original single-story addition on the east elevation, the removal of the two windows in the east endwall, and the proposed shearwall on the south and east elevations associated with the voluntary partial seismic upgrade. The proposed addition is subject to the ‘Guidelines for New Construction and Additions’ below.*

#### **MACRO LEVEL – Alterations to the existing Arcoa building**

##### **A61. Use Special East Portland/Grand Avenue Historic Design Zone Guidelines**

**Introduction: Scale and Proportion.** A building's bulk in conjunction with its proportional height and width will have a significant impact on the degree to which it fits in with its historic neighbors. Structures which are much wider, taller or just are significantly bigger than neighboring structures will disrupt the continuity of the area and may damage the area's historic integrity.

##### **A61a. Scale and Proportion**

1. The added height or width of an alteration should be compatible with the original scale and proportion first of the affected building and second of adjacent buildings.
2. The scale and proportion of altered or added building elements, such as the size and relationship of new windows, doors, entrances, columns and other building features should be visually compatible with the original architectural character of the building.

3. The visual integrity of the original building should be maintained when altering or adding building elements including the vertical lines of columns, piers, the horizontal definition of spandrels and cornices, and other primary structural and decorative elements.

**Findings for A6 & A6-1a:** The removal of the non-original single-story addition on the east elevation, the removal of the two large windows on the east elevation, and the addition of the 2' thick shearwall associated with the partial seismic upgrade maintains the general visual integrity of the resource with minor changes. The two large windows on the east elevation will be concealed by the construction of the new addition and closure of these windows are necessary to meet Fire Code. The addition of a 2' thick shearwall on the south side of the existing building adds extra dimension to this existing blank wall but will provide a visual “gasket” between the old and the new while also ensuring the historic building’s seismic stability. *This criterion is met.*

#### **MID LEVEL – Alterations to the existing Arcoa building**

**Introduction: Exterior Building Materials.** After issues of height, mass and bulk the building characteristic having the greatest impact on the District’s character will be its exterior materials. Maintaining the integrity of exterior materials is important to protecting the character of the District.

**A6-1b. Exterior Building Materials.** Exterior surfaces need to be repaired and maintained in a manner that is compatible first with the original building and second with the District.

**Findings for A6-1b:** The addition of the 2' thick concrete shearwall associated with the partial seismic upgrade is a compatible endwall material with the resource and the district as a whole. *This criterion is met.*

**Introduction: Awnings, Canopies, and Marquees.** Traditionally, awnings, canopies and marquees were found throughout the District. Awnings were usually sloped at an angle and were attached on the first and second levels of buildings, at entrances, and above storefronts. They should be compatible first with the building and second with the District in size, shape, color, material and overall design. Oversized, inappropriately detailed and shaped awnings, canopies or marquees detract from the historic and architectural character of the building. Though the owner is not required to create an exact duplicate of the historic awning, canopy or marquee, the use of historic photographs of the building or the District that offer precedent for the use and design are highly encouraged in providing a basis to work from.

#### **A6-1h. Awnings, Canopies, and Marquees.**

1. Awnings, Canopies, and Marquees should enhance the character-defining features of the original building.
2. Awnings, Canopies, and Marquees should not re-orient the public's perception of the main entry to the building by over emphasizing a minor or secondary facade.
3. Two-story awnings, extremely long horizontal awnings and highly unusually shaped awnings were not part of the traditional character of the District and generally are not in harmony with the District.
  1. Awnings should be placed between pilasters or in window bays, not across an entire building, and should be installed below the mezzanine windows.
  2. Preferably, awnings and canopies should be made of fabric except when there is historic evidence that the original was made of a material other than fabric. Plastic and aluminum should not be used.

- 3. Awnings and canopies should be installed in the least destructive manner, generally with a lightweight frame, installed within the window frame. However, it must be recognized that installation of even the most sensitive awning system may result in some damage to the historic fabric. Special care should be taken to avoid harm to decorative features. Retractable awnings are acceptable.
- 4. Illuminated awnings of a sign-like character are not historic and should be avoided.

**Findings for A6-1h:** No alterations to the awnings on the historic Arcoa building are proposed. *This guideline is not applicable.*

**MICRO LEVEL – Alterations to the existing Arcoa building**

**Introduction: Rear and Side Walls.** Portland and the East Portland/Grand Avenue Historic District share a pattern of orienting corner building entrances to the adjacent north-south street. Within the Historic District city blocks are small resulting in most buildings extending to one or more of the block’s corners. Orientations to King Boulevard and Grand Avenue are characteristic of the East Portland/Grand Avenue District. Building alterations should respect this pattern.

**A6-1c. Rear and Side Walls**

- 1. Side and rear walls should be compatible with building facades or public street elevations, but can be simple and basically blank.
- 2. New window and door openings may be added in moderation and when compatible in size, scale, proportion and detailing with the original building. New openings should be designed to be subtly distinguishable from the original building.
- 3. Where possible, avoid filling openings with concrete block, wood or other material that will change the overall appearance of the wall and/or create blank walls along pedestrian ways.

**Findings for A6-1c:** The proposal includes two new 2' thick concrete shearwalls associated with the voluntary partial seismic upgrade of the historic Arcoa Building. A portion of this new wall will be visible above the 2-story sidecar and the entire east wall of the Arcoa will be blocked by the proposed addition. The 2' thickness of the concrete shearwall will be visible between the historic building and the new sidecar building along SE Grand. The use of a simple masonry endwall visible as it extends above a lower adjacent building is compatible with endwall conditions seen on contributing resources in the district. *This criterion is met.*

**Introduction: Exterior Mechanical Systems and Auxiliary Service Elements.**

The character of the district may be damaged by the introduction of distracting visual elements which clutter building exteriors. When updating a building's mechanical systems, locating its trash areas and installing electronic communications equipment, care must be taken to avoid visual clutter.

**A61-d. Exterior Mechanical Systems and Auxiliary Service Elements.** Avoid unnecessary clutter and unsightliness of mechanical systems, auxiliary structures, and service elements such as trash containers, storage sheds, satellite dishes, etc.

**Findings for A6-1d:** The proposal includes upgrades and consolidation of the mechanical systems of the historic resource. *This criterion is met.*

**Introduction: Color.** All new color schemes should be reviewed. To choose appropriate colors, it is best to start with a paint analysis on the building to determine its original color. Though it may not be possible to duplicate that color, the color should at least be compatible with the original color. (See Appendix B for guidance on how to do a paint analysis and consult local paint companies for assistance). Experimenting with colors in small sample locations is encouraged. For additional guidance, consult the State Historic Preservation Office in Salem at 1 (503) 378-6508, or the East Portland Historic District Advisory Board.

#### **A6-1e. Color**

1. When painting a building or making color changes, colors chosen should be visually compatible with the architectural character of the District represented by both the primary (1870-1914) and secondary (1915-1935) historic periods of development. A broad range of color schemes may be acceptable.
2. The colors should be compatible with the original architectural style of the building. If the building has no apparent style, use the surrounding buildings and any character-defining features on the building itself as a guide.

**Findings for A6-1e:** The proposal includes cleaning of the existing historic façade, painting of the new concrete shearwall (south elevation) to match the existing color of the historic façade, and the painting of the existing chimney stack of the historic building a dark teal to match the façade of the new addition. Staff suggests that the proposal may be more compatible if the existing chimney to remain is kept painted to match the historic Arcoa instead of painting it dark teal to match the lower volume of the new building.

*If the Commission is satisfied with the painting of the chimney as proposed, this criterion is met.*

**Introduction: Signs.** All exterior signs are reviewed. Signs must meet all applicable provisions of the City of Portland's ordinances and guidelines.

#### **A6-1f. Signs**

1. Exterior building signs should be visually compatible in size, scale, proportion, color and materials with the original architectural character of the building.
2. A variety of signs within the District are encouraged, incorporating excellence in graphic design and lettering, careful color coordination with the building, mounting, and readability.
3. Prominent signs that are creative yet compatible with the building and the District are encouraged, particularly on simple concrete buildings.
4. Sign lighting that is creative and compatible with the building and the District is acceptable. Plastic signs and backlit plastic signs are generally not acceptable.

**Findings for A6-1f:** Staff has crossed off references to 'Existing Billboard to Remain' on the South wall of the historic Arcoa building (on C-16, C-17, C-20, C-21, C-24, and C-25). The nonconforming status of this wall sign is not clear as it does not match the conditions of the 1990 approval. Additionally, the removal of the sign and placing it on the new shearwall would necessitate this sign being treated as a new sign, requiring a new review with associated Modification(s) to exceed the Title 32, Sign Code standards for maximum area per sign and potentially total sign area. The applicant has confirmed that this reference should be removed from the packet and that they may proceed with a follow up Type II review for a large non-illuminated painted endwall sign at a later date. They also mentioned that all building signage may be removed from the current

scope and reviewed under one follow-up Type II review. As staff has not yet been directed to remove the new signs for the area of the addition from the scope of the review, the signage on the proposed addition will be addressed below under criterion ‘A6-1n’.

*Therefore, provided that the large billboard sign on the south end wall is removed from the proposal, this criterion is not applicable.*

## **MACRO LEVEL – New Additions**

### **Guidelines for New Construction and Additions**

**Note:** The ‘Guidelines for New Construction and Additions’ apply to the proposed new addition that includes the 2-story sidecar volume on SE Grand and the 8-story tower volume mid-block on SE 6<sup>th</sup>, and the lower 7-story volume with penthouse at the corner of SE 6<sup>th</sup> and SE Yamhill. The alterations to the resource are addressed in responses to ‘Guidelines for Alterations’ above.

**Introduction:** Siting and Building Orientation. In general, buildings should be sited and oriented to create a strong, concentrated urban environment throughout the District. New construction should enhance the District and continue its cohesive identity. Siting and building orientation should reinforce patterns of defensible space, such as providing windows that building occupants can see out and pedestrians can see in as a safety and comfort feature, rather than blank walls that leave pedestrians feeling less secure. Functionally, the major arterials in the Historic District each have a different degree of pedestrian, auto and truck-related usage. This should be taken into consideration but should not override the basic goal of this section to re-establish the historical patterns of a concentrated urban environment. The major arterials can be functionally characterized as follows:

- Morrison/Belmont (E/W) Grand Ave. (N/S) - Primarily pedestrian oriented with heavy truck and auto usage, future streetcar or trolley anticipated. Primarily commercial buildings or mixed-use commercial with housing above.
- Martin Luther King Jr. Blvd. (N/S) - Primarily auto and truck oriented with some pedestrian usage. Commercial, industrial and retail related uses.
- Alder St. (E/W) - Primarily pedestrian oriented with local auto usage. Primarily commercial buildings or mixed-use commercial with housing above.
- Sixth Ave. (N/S) - Auto, truck and pedestrian oriented usage. Mostly industrial buildings and auto-related businesses.

### **A6-1i. Siting and Building Orientation.**

1. In addition to meeting zoning requirements, siting and building orientation should be visually compatible with adjacent buildings and the District's architectural character.
2. Buildings and additions should be built up to the sidewalk along major arterials and side streets. Buildings should front Grand Avenue or Martin Luther King Jr. Boulevard. Setbacks at ground level from major arterials and cross streets are discouraged as they break the traditional development pattern of the District and are counter to establishing a concentrated urban environment.
3. Development along Martin Luther King Jr. Boulevard should be in harmony with and compatible in design and orientation with Grand Avenue.
4. Building entrances should be located in a manner that re-establishes the traditional pattern in the District. Central entries were the most common along Grand Avenue. Corner entries were also used along the major arterials and side streets. Where buildings were oriented on the side streets, central, corner and off-center entries were common.



- a. On Grand, main central entries are encouraged, but some flexibility should be allowed for main corner entries where they are found to be compatible with the District.
- b. On Martin Luther King Jr. Boulevard, corner and central entries on the boulevard are encouraged. For buildings fronting the boulevard, main entries on cross streets or on the interior of the block are discouraged.

**Findings for A6-1i:** This proposal meets the Siting and Building Orientation guideline in the following ways:

- The proposed addition is designed to meet the street lot lines on each frontage, with various recesses at main entries, including at the sidecar building along SE Grand and the main lobby entry along SE 6<sup>th</sup>. The building occupies 100 percent of the site and is built out to the adjacent sidewalks and the south property line reinforcing traditional development patterns of the district. This building orientation is compatible with the orientation of adjacent buildings in the district.
- The proposed 2-story sidecar volume fills in the gap in the streetscape along SE Grand and has a distinct centralized recessed entry that will serve as the primary entry to the historic resource seeing as the central historic entry of the historic Arcoa building currently serves as access to a single ground floor tenant space.
- Along, SE 6<sup>th</sup> the pair of double entry doors serving the corner retail space are justified to the north closer to the corner. The larger recess for the main lobby entry aligns with the south edge of the lower massing volume with two additional pairs of doors to the south serving an additional retail space and bike room.

*This guideline is met.*

**Introduction: Parking.** The character of the East Portland/Grand Avenue Historic District predates the emergence of the automobile as the dominant transportation mode it is today. The District's character is created by its collection of historic buildings. It is important in emphasizing this character to prevent surface parking from dominating the District's buildings. This is particularly true along both Martin Luther King Jr. Boulevard and Grand Avenue to which most of the District's buildings are oriented.

#### **A6-1j. Parking**

1. Parking should be located behind buildings on Grand Avenue or Martin Luther King Jr. Boulevard.
2. Parking lots should be accessible from the east-west cross streets, Third and Sixth Avenues.
3. Design solutions should reduce visible surface parking along Grand Avenue and along Martin Luther King Jr. Boulevard.
4. Parking lots located along King and Grand should provide a sense of edge along the street with a gateway, compatible fence, masonry wall or arcade located adjacent to the sidewalk.

**Findings for A6-1j:** This proposal meets the Parking guideline in the following ways:

- The proposed development will replace the existing surface parking lots on the site that are immediately south and east of the contributing resource, the US Laundry Building (aka Arcoa Building). The proposed addition in the

form of separate building “volumes” will activate and occupy the area currently devoted to surface parking. An enclosed automobile garage is to be located at the west side of the ground level and will be accessed from SE Yamhill.

- The proposal includes parking for 31 cars in mechanical stackers located on the ground floor behind the resource and the new sidecar building along SE Grand, and is accessed via the east-west street frontage along SE Yamhill. The proposal was tasked with vehicle access off of SE Yamhill due to limitations not allowing access off of SE Grand or SE 6th due to the future Green Loop alignment.

*This guideline is met.*

**Introduction: Scale and Proportion.** The architectural character of the District must be considered when addressing this guideline. The reader is referred to the third section of this document, "East Portland/Grand Avenue Historic District's History, Character and Context" for information which will aid in understanding the District's character. In addition, this document contains many photographs, both contemporary and historic. They are included to aid the reader in understanding the area's character.

**A6-1k. Scale and Proportion.**

1. The scale, form, proportion, and detailing of the new building or addition should be compatible with adjacent historic buildings and the architectural character of the District. The relationship of voids to solids, the size and relationships of window bays, doors, entrance and other architectural elements should be of a scale and proportion that is visually compatible with the adjacent historic buildings and the District.
2. New buildings should maintain the cornice and rooflines of adjacent historic buildings. This may be accomplished by setting back the taller building at the cornice or roofline level of the adjacent buildings.
3. Rooftop additions should meet all of the above guidelines for scale and proportion and should be designed to have minimal visual impact on the original facades of the buildings either through simple or subdued detailing, through setbacks from the facades and/or simplicity of form and massing. Rooftop additions are discouraged if the size, scale, form or detailing of the proposed addition strongly compromise the integrity of the original building.
4. The height to width and length relationships of adjacent and nearby buildings should be used as a guide in determining compatibility of new buildings. However, as a rule it is not intended that the height or bulk of buildings be kept below the floor area ratio and height limits permitted by Central City Plan. The critical consideration is the compatibility of the scale, proportion and form of the new building and the impact of such elements as shadows on the District's character.
5. Along King Boulevard and Grand Avenue blank walls, architectural decoration or ornament is strongly discouraged on street facades in place of windows.

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

**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.

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

**Findings for A6-1k, A4, C3 and C4:** The proposed massing scheme supported by the majority of Commissioners at the 2<sup>nd</sup> Design Advice Request (DAR) is successful at breaking down the mass of the addition into three distinct volumes. These volumes or “buildings” include: the 2-story sidecar volume along SE Grand, the fully expressed 8-story tower volume mid-block, and the lower 7-story volume with a partially recessed penthouse at the northeast corner of the site fronting SE Yamhill and SE 6<sup>th</sup>. Breaking down the mass of the addition into smaller distinct rectilinear volumes helps the proposal better relate to the context of existing contributing resources, including the on-site resource, the Arcoa Building, and the resource immediately to the south of the site along SE 6<sup>th</sup>, the Japanese Auto building. Since the 2<sup>nd</sup> DAR, the applicant strengthened the base, middle, top proportions of the narrower tower volume, by adding a cornice line at the 2<sup>nd</sup> and 7<sup>th</sup> levels and strengthened the top by adding brick continuously across the top.

While the proposal has come a long way to address the above-mentioned approval criteria since the designs presented at the first and second Design Advice Requests (DARs), elements of the proposal related to the compatibility of the scale and proportion, and compatibility with local design vocabulary do not yet meet the above approval criteria in the following ways:

- At the 2<sup>nd</sup> DAR, a majority of Commissioners expressed that the relationship between the proposed addition and the resource needed to be strengthened, especially between the lower volume of the addition that directly abuts the resource. Specifically, Commissioners noted concerns with the proportions expressed in the base, middle, and top of the proposal, especially for the lower volume as the irregular proportions of the middle and top are not typical proportions seen in the district. The proportions of the base, middle, and top of the lower volume seen in the current design remain largely the same to what was shown at the 2<sup>nd</sup> DAR.
- The lower volume of the proposed addition continues to relate to the historic Arcoa building primarily through the use of strong vertical piers and the grouping of the three middle bays which roughly align with the two-bay height of the Arcoa. However, the articulation of the lower volume does not yet successfully relate to the strong horizontality also expressed in the historic facade. Not relating to the strong horizontal spandrels of the historic facade continues to result in more of a curtainwall aesthetic and does not yet express a punched opening quality requested at the 2<sup>nd</sup> DAR to better relate to the resource.
- The proportions of the base, middle, and top of the lower volume continue to exacerbate the height of the addition and do not resolve the concerns raised with the lower volume feeling too monumental. To strengthen the horizontality of the proposed lower volume massing, staff advised the applicant to explore adding additional brick banding and strengthening the secondary horizontal elements of the frame (the break metal spandrels) by not allowing the 1’ wide vertical mullions to break through the horizontal spandrel.
- Consistent to the design seen at the 2<sup>nd</sup> DAR, the organization of the facade of the lower volume relies on the brick banding to delineate the base, middle, and top proportions of the building because the brick banding is the only continuous horizontal element that spans the width of the proposed bays. Therefore, with the brick banding remaining in the same locations (levels 3,

- 6, and 8) the design continues to communicate a 2-story base, a grouping of 3 bays in the middle and a disproportionate 2-story top.
- Staff did not have the opportunity to review alternate schemes to address the issues with the base, middle, top proportions of the lower volume massing prior to when the final packet was due for the Staff Report. The applicant did include a study exploring additional brick banding placement (maintaining floor heights) provided after the final packets that will be presented by the applicant at the hearing for your consideration on January 11<sup>th</sup>.
  - Staff notes that it is likely that some additional brick banding and strengthening of the secondary horizontal elements by not allowing the secondary vertical element to break through and diminish the secondary horizontal element (the break metal spandrel) may allow the lighter color metal spandrels to read more strongly and help address the issues with the base, middle, top proportions.
  - Specifically, the secondary horizontal spandrels could be strengthened by recessing the 1' wide formed mullion to be in plane with the 8" wide mullion (shown on Exhibit C-32) allowing the thicker vertical mullion to terminate at the spandrel instead of extending to terminate at the brick frame. Staff also suggests that the metal vertical above garage doors should also not extend past the horizontal spandrel below it.
  - At the 1<sup>st</sup> and 2<sup>nd</sup> DARs the majority of Commissioners noted that they were supportive of a true recessed penthouse expression that belonged solely to the "building" it is on and does not extend to other cover other volumes. While the penthouse on the lower volume is limited to this volume, since the design shown at the DAR, the west wall of the penthouse including the west wall of a necessary stair core have been extended west to be flush with the wall that abuts the historic resource. The previous design of the preferred scheme showed the penthouse being setback equally from the east and west roof edges. While staff understands that it is not feasible to relocate the stair core that abuts the east wall of the resource, it is possible to still pull back the area of the penthouse north of the stair tower an equal distance to the recess from the east roof edge to provide some relief from the proposed massing to the resource.

*These guidelines are not yet met.*

**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.

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

**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.

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

**Findings for A1, A2, C1 and C11:** The proposed addition has been designed to speak to the architecture of the East Portland/ Grand Avenue Historic District

which is a Portland-related theme integrated into the proposal's overall design concept. As described above, the proposed addition features a significant amount of windows on each façade, providing views toward the river, west hills, and mountains; some of the units on the west, interior-facing façade also feature balconies oriented to views of the river. The proposal also includes multiple outdoor terraces at levels 2, 4, and 8 and a recessed penthouse that serves to integrate the rooftop and provide the opportunity to have outdoor terraces along the street-facing façades of the building providing enhanced view opportunities in each direction. The south endwall of the narrow tower volume also includes a large recessed notch from level 2 through 8 that allow for additional south-facing windows supporting additional views instead of a blank endwall conditions.

*These guidelines are met.*

**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.

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

**Findings for A3 and A7:** The proposed building will help reinforce the Portland block structure by replacing existing surface parking lots to the south and east of the on-site resource with multiple "building" volumes which will re-establish a sense of enclosure within the city.

*These guidelines are met.*

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

**Findings:** While the site is not a designated gateway, due to its location just south of the east end of the Morrison Bridge bridgehead, it is amongst the first part of the East Portland/Grand Avenue Historic District that one experiences when approaching from the west along the Morrison Bridge. The site also has primary frontage and will be highly visible from the south along SE 6th, the future Green Loop alignment. The proposed building will help strengthen this Gateway area by replacing existing surface parking lots and bringing activity and a sense of enclosure out to the street edges in this primary location.

*This guideline is met.*

#### **MID LEVEL – New Additions**

**Introduction: Materials, Colors, Textures.** Materials, colors and textures schemes will be reviewed. After issues of height, mass and bulk the building characteristic having the greatest impact on the District's character will be its exterior materials and colors. Maintaining the integrity of exterior materials is important to protecting the character of the District. For additional guidance, consult the State Historic Preservation Office in Salem at 1 (503) 378-6508, or the East Portland Historic District Advisory Board.

#### **A6-11. Materials, Colors, Textures**

1. Exterior materials, colors and textures used in new buildings should be visually compatible with adjacent buildings and the District's architectural character.

2. The use of traditional materials such as brick and concrete are encouraged. The use of non-traditional metal, wood and plastic as major exterior surfaces is discouraged.

**Findings for A6-11:** The above-mentioned guideline is addressed in the following ways:

- Painted brick and painted stucco/concrete are the prominent materials used in the district. The existing historic Arcoa building is mostly painted a golden oyster color with some unpainted light beige brick and painted blue accents.
- The proposed addition incorporates painted brick and painted stucco as the primary materials for all three volumes or “buildings”.
- The proposed volumes are further signified by the use of color with the lower volume at the corner of SE Yamhill and SE 6<sup>th</sup> in a ‘Blue’ with ‘Golden-Beige’ infill and accents within the brick frame. The narrower tower volume and the 2-story sidecar both in a ‘Medium Golden-Beige’ with ‘Golden-Beige’ infill and accents within the brick frame.
- The custom decorative screens used to conceal mechanical louvers are also proposed to match the color and finish of the infill metal panel elements.
- The end walls of the “building” volumes facing the terraces to the South and West are painted stucco to match the primary color scheme of the respective volumes.
- At the base of the building, the aluminum-clad wood window frames, custom decorative screens and ground floor storefront have a dark bronze finish (See Exhibits C-52 and C-59A).
- The base is articulated at the vertical brick columns with exposed polished concrete to accentuate the connection to the sidewalk.

*This guideline is met.*

**Introduction: Awnings, Canopies and Marquees.** Traditionally, awnings, canopies and marquees were found throughout the District. Awnings were usually sloped at an angle and were attached on the first and second levels of buildings, at entrances, and above storefronts. They should be compatible first with the building and second with the District in size, shape, color, material and overall design. Oversized, inappropriately detailed and shaped awnings, canopies or marquees detract from the historic and architectural character of the building. Awnings, canopies and marquees should be compatible with the traditional patterns of the District. However, creativity in design and contemporary awnings should not be discouraged when the awnings are compatible in size, scale, proportion, color, lighting, and materials with the character of the District.

#### **A6-1o. Awnings, Canopies and Marquees**

1. Awnings, Canopies, and Marquees should enhance the character-defining features of the building.
2. Awnings, Canopies, and Marquees should orient to the building’s main entry.
3. Two-story awnings, extremely long horizontal awnings and highly unusually shaped awnings were not part of the traditional character of the District and generally are not in harmony with the District.

**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 for A6-1o and B6:** Weather protection is proposed at areas of the addition via building canopies that project over the rights-of-way on SE Grand Avenue, SE Yamhill, and SE 6th. The projecting canopies utilize a substantial

painted steel C-channel construction with steel tie backs and custom pattern prefinished metal screen soffits at entries, located between the brick piers. Along SE 6<sup>th</sup> deeper canopies are provided with decorative screen detailing to signify primary points of entry on SE 6th. These integrated canopies at the sidewalk-level will help mitigate the effects of rain, wind, glare, shadow, reflection, and sunlight on the pedestrian environment.

*These guidelines are 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.

**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 B1 and A5:** Sidewalks along SE Grand Avenue, SE Yamhill, and/or SE 6th will be replaced, and, the applicant will work with the City of Portland to incorporate all relevant new design standards for this area in the public right-of-way. *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.

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

**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.

**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.

**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.

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

**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 for A8, B7, C6, C7, C8, C9, C12, and C13:** The above-mentioned guidelines are addressed in the following ways:

- The two corners of the site at street intersections occur at SE Grand and

SE Yamhill, and SE Yamhill and SE 6th. The historic Arcoa building with large storefront windows into active uses will continue to activate the northwest corner at SE Grand and SE Yamhill. The lower volume of the proposed addition serves to activate the northeast corner of the site with glazed storefront and large canopies with a pair of entry doors into active retail space justified toward the corner. The activation of the corners and the additional entries along SE Grand and the SE 6<sup>th</sup> façade (future Green Loop alignment) will build active intersections and contribute to a vibrant streetscape.

- Barrier-free access is provided at all points from the sidewalk for the entire frontage of the addition, including entries at all three building “volumes” along SE Grand and SE 6th.
- The primary building entries (in the sidecar volume along SE Grand and the lower volume along SE 6th) are recessed within the ground floor storefront in order to provide a transition area between the interior and exterior of the building.
- Ground level storefronts with transom windows above and canopies span between primary brick piers to help differentiate the base of the addition.
- Pedestrian-oriented lighting illuminates the sidewalk level of the “buildings” while also highlighting the primary structural system with lighting at primary brick piers.

*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.

**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.

**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.

**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:** The above-mentioned guidelines are addressed in the following ways:

- As noted above, several canopies are provided at the proposed sidecar, and along the SE Yamhill and SE 6th frontages of the proposed addition which will provide weather protection for people entering and exiting the building and for pedestrians along SE Yamhill where building entries are not proposed.
- Pedestrian-level lighting located at brick piers will illuminate the sidewalk level of the building ensuring a sense of pedestrian safety.
- All mechanical equipment is routed to the roof; louvers are integrated within the inset window openings and will be minimally noticeable within the overall system.
- Garage access is proposed along SE Yamhill Street which is the least traveled street among the three frontages and the only street where vehicle access was allowed. Similar to the garage approved in 2016 for the Grand Belmont building directly north of the subject site across SE Yamhill, the proposed garage door will have louvers above to allow air flow and the garage



door itself is proposed to have tightly perforated panel, also to allow air flow. Staff notes that the 2016 approval for the Grand Belmont building included a Condition of Approval that a motion-activated light in the garage be provided rather than a light that is perpetually illuminated in order to minimize views into the garage. Staff encourages the Commission to discuss whether or not a motion-censored light in the garage is preferred to not detract from the pedestrian realm.

*These guidelines are met.*

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

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

**Findings for C2 and C5:** The proposal expresses coherency and the use of high quality materials and thoughtful detailing in the following ways:

- As stated above, breaking the mass of the proposed addition down into smaller simple rectilinear building masses helps to mitigate the mass of the proposed addition in a coherent way. Also, locating the taller fully expressed 8-story in a narrower “tower” massing and located mid-block on SE 6<sup>th</sup> helps to lessen the perceived mass of the proposal.
- The massing and simplified façade organization with multiple cornice lines on the taller tower volume help the proposal – which is much taller than neighboring contributing resources, relate to the Weatherly Building, the tallest contributing building in the district.
- The proposed 2-story sidecar volume along SE Grand helps to redefine the street edge at the street lot line and serves to screen views of the back of the taller volumes from SE Grand.
- The rhythm of the facades, especially the facades of the lower volume, were further simplified with regularized vertical lines, bay widths, and decorative louver placement within the recessed bays.
- All three volumes or “buildings” of the addition will be clad primarily with different colors of painted reclaimed ‘stretcher’ brick measuring 2 ¼” high by 7 5/8” long by 3 5/8” deep (Exhibit C-59). The brick is proposed to be painted in a ‘Blue’ for the lower volume and a ‘Medium Golden-Beige’ for both the sidecar and the tower volumes. Brick is a traditional primary material seen throughout the district.
- Cast-in-place concrete is utilized at the base of the brick piers and painted concrete bulkheads are proposed on all three “buildings” (Exhibit C-37 and C-38).
- High-quality aluminum-clad wood storefront windows and doors are used at the base of all three “buildings” (See Exhibit C-52).
- The garage door is a high-performance ventilated coiling metal door with perforated slats (Exhibit C-64).
- The glazing of the proposed addition includes ‘Gardian Bird1st’ below 60’ (as measured from grade) and ‘Cardinal LoE 366’ above 60’ on south and west elevations and ‘Cardinal LoE 272’ above 60’ on north and east elevations (Exhibit C-65).
- The proposed canopies utilize a substantial painted steel C-channel construction with steel tie backs and custom pattern prefinished metal screen soffits at entries (Exhibit C-39).
- The addition of a prefinished metal fin within the brick frames on the upper stories of the tower and lower volumes seem to successfully address this

issue of the brick not wrapping as the fins fully integrate as an element of the fenestration pattern, fully conceal the exposed edges of the brick, and are located on upper stories farther from the pedestrian realm.

While these criteria are partially met as described above, additional information and/or revisions are needed to address the ways that these criteria are not yet met as described below:

- The gauge of proposed prefinished metal is not clear for a majority of the applications proposed. The gauge of the break-formed metal spandrel panels and vertical mullions is called out as 20-gauge (Exhibit C-59A). However, the gauge of other 'Prefinished Metal Panel' used for the metal fins at columns, upper story windows, and between the two "buildings" along SE 6<sup>th</sup>, as well as gauge of the 'Prefinished Metal Parapet Cap' and coping elements are not indicated. The gauge of metal used in these applications is necessary to determine if the detailing is supportable and that these elements will not deflect and become 'wavy'.
- The elevation drawings and the enlarged renderings of the ground floor do not match the section details with regard to a proposed 4" return beyond the proposed metal fins, shown before the piers return to meet the storefront system. It is also unclear in the detail drawings (Exhibit C-35) if the metal fin is proposed to extend to the ground. If metal returns continue to be located close to the ground (at fins and alcoves), staff does not support the proposed 20-gauge thickness at the base of the building in high impact areas. If metal continue to be proposed at/ near the ground, staff recommends painted steel plate to increase rigidity and durability.
- By not designing details that allow the brick to wrap and create a robust transition to another material at building mass edges, the brick reveals itself as a veneer and is not compatible with traditional brick detailing seen on the historic Arcoa building or other adjacent contributing resources.
- Staff recommends that brick should return at column bases and the 1' break between the two "buildings" on SE 6<sup>th</sup>, and that more information be provided about the detailing of the window returns at the sidecar building to address quality and permanence and coherency concerns.
- On the sidecar, the header should not extend beyond the window as this makes brick on the side look like infill. The return material at upper story windows of the sidecar should be identified; if metal, the gauge should be identified.

*These guidelines are not yet met.*

#### **MICRO LEVEL – New Additions**

**Introduction: Rear and Side Walls.** Portland and the East Portland/Grand Avenue Historic District share a pattern of orienting corner building entrances to the adjacent north-south street. Within the Historic District city blocks are small resulting in most buildings extending to one or more of the block's corners. Orientations to King Boulevard and Grand Avenue are characteristic of the East Portland/Grand Avenue District. New buildings should respect this pattern.

**A6-1m. Rear and Side Walls.** Side walls and rear walls should be compatible with building facades or public street elevations but can be simple and basically blank.

**Findings for A6-1m:** The endwalls for the proposed building, especially the west and south facing endwalls, will remain exposed due to the location of adjacent contributing resources. Therefore, the simplicity and compatibility of the design of these endwalls are important. The majority of the sidewalls of the building face the interior to the site and therefore have a significant number of windows and interior facing balconies. At the south sidewall along the property line, the building is pulled away from the shared property line and adjacent contributing resource and provides a recessed light court, resulting in an articulated façade with additional windows. *This guideline is met.*

**Introduction: Signs, Lighting, Etc.** All exterior signs are reviewed. Signs and exterior lighting must meet all applicable provisions of the City of Portland's ordinances and codes. Large creative signs and lighting may be permissible when they do not negatively impact the adjacent historic buildings or the District.

**A6-1n. Signs, Lighting, Etc.**

1. Exterior building signs and lighting and other site embellishments, such as flagpoles, fences, walls and landscaping features, should be visually compatible in size, scale, proportion, color and materials with the character of the building and District.
2. A variety of signs within the District are encouraged. Signs should incorporate excellence in design, color coordination with the building, and mounting which does not distract from the building's design. Large signs that are creative yet compatible with the building and the District are encouraged, particularly on simple concrete buildings.
3. Plastic signs and back lit plastic signs are generally not acceptable.

**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 for 6-1n and C13:** The above-mentioned approval criteria are not yet met in the following ways:

- As noted above, it is possible that all proposed building signage may be removed from the scope of the current review to be reviewed all-together with potential endwall signage for the historic Arcoa building in a follow-up Historic Resource Review.
- Elements of the proposed signage remain unclear in the proposed drawing packet and additional information will be needed to support the proposed signage. Generally, the small blade signs are an appropriate scale. However, blade signs should be located at points of entry to help signify entry and should not be located away from building entries. More information is needed to clarify the placement of the proposed blade signs and the use of the proposed 'integrated edge lighting as the proposed illumination method of the proposed blade signs.
- It is not clear whether or not the 'Josephine' sign is proposed in front of the storefront glazing or if it is proposed inside the building behind the storefront glazing which would be considered exempt from review. If the sign is proposed in front of the storefront glazing, no information is included showing how this sign is proposed to attach to the building.
- It is not typical for building directory signage to be approved on the outside of the building as shown on Exhibit C-43 and A-48. Staff suggests placing all directory signage in the building lobby beyond storefront glazing. The proposed blade signs are appropriately scaled and

located at primary entrances of the new building on SE Grand and SE 6th and will be illuminated with building mounted light fixtures. Staff notes that the directory sign proposed on the north wall of the alcove on the sidecar building is not typical for the district and recommends that directory signage be placed inside of the lobby area rather than blocking clear glazing at the street edge.

*These guidelines are not yet met.*

## **(2) MODIFICATION REQUESTS (33.846)**

### **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.

The following Modifications are requested:

1. **Modification 1** - Request to modify Ground Floor Windows coverage, PZC, 33.510.220 to reduce from 60% coverage to 50.1% on SE Grand Ave., and to reduce from 40% coverage to 21.5% on SE Yamhill St. Request to modify Ground Floor Windows length, PZC, 33.140.230.B, to reduce length from 50% to 24.95% on SE Yamhill St.

*Purpose Statement:* In the Central City plan district, 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;
  - Encourage continuity of retail and service uses;
  - Encourage surveillance opportunities by restricting fortress-like facades at street level; and
  - Avoid a monotonous pedestrian environment.
- The plan district modifications to the base zone standards for ground floor windows are intended to promote ground floor windows in a larger number of situations than in the base zones and to provide additional flexibility in meeting the standard.

In the EX zone, 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.

*33.510.220.B Standard:* The following ground floor window standards apply in the RX, CX and EX zones. The standards of B.1 and B.2 apply to new development and major remodeling projects. B.3. only applies to major remodeling projects. To meet the standards, ground floor windows must be windows that allow views into work areas or lobbies, or be windows in pedestrian entrances. Windows into storage areas, vehicle parking areas, garbage and recycling areas, mechanical and utility areas and display cases attached to outside walls do not qualify. Windows into bicycle parking areas are allowed to qualify for up to 25 percent of the ground floor windows coverage requirement. The bottom of the windows of nonresidential spaces must be no more than 4 feet above the finished grade:

1. Ground level facades that face a street or open area shown on Map 510-8 must have windows that cover at least 60 percent of the ground level wall area. For the purposes of this standard, ground level wall area includes all exterior wall area from 2 feet to 10 feet above the finished grade.
2. All other ground level facades that face a street lot line, sidewalk, plaza, or other publicly accessible open area or right-of-way must have windows that cover at least 40 percent of the ground level wall area. For street facing facades of dwelling units the regulations of 33.130.230.B.4 apply. For the purposes of this standard, ground level wall area includes all exterior wall area from 2 feet to 10 feet above the finished grade.
3. Optional artwork. Projects proposing to use artwork as an alternative to the ground floor window requirements may apply for this through the adjustment procedure. Projects may also apply for a modification through design review if they meet the following qualifications. Buildings having more than 50 percent of their ground level space in storage, parking, or loading areas, or in uses which by their nature are not conducive to windows (such as theaters), may be allowed to use the design review process. Artwork and displays relating to activities occurring within the building are encouraged. In these instances, the artwork will be allowed if it is found to be consistent with the purpose for the ground floor window standard.

*33.140.230.B Standard:* Windows must be at least 50% of the length and 25% of the ground level wall area. Ground level wall areas include all exterior wall areas up to 9 feet above the finished grade. Required window areas must be either windows that allow views into working areas or lobbies, pedestrian entrances, or display windows set into the wall.

**Findings:** The applicant requests to reduce the amount of ground floor windows from 60% coverage to 50.1% on SE Grand Ave., and from 40% coverage to 21.5% on SE Yamhill St with a reduction from the 50% length requirement on SE Yamhill to 24.95%. Because SE Grand is access-restricted and vehicle access off of SE 6<sup>th</sup>, the future Green Loop alignment, is not allowed, the garage access

must be along SE Yamhill. As the proposal is an addition to the resource, the large existing historic storefront windows that line the SE Yamhill frontage would serve to go towards meeting the Ground Floor Window requirement. However, the majority (all but one) of the existing historic windows along the SE Yamhill frontage cannot count towards meeting Ground Floor Windows as the sill heights of the historic windows exceed the 4' limitation.

While the team has worked to consolidate building services and limit inactive areas at the street edges, this SE Yamhill frontage is where the majority of building services elements are proposed to be located, including the egress stair, and generator room in addition to the garage door for access to parking and loading. Additionally, the limited total area available for ground floor programming seeing as the site is smaller than is typical given the proposed footprint of the new addition is limited to the existing areas of surface parking lot that dogleg to surround the contributing resource to remain on site. The applicant is also maximizing the number of proposed parking stalls (31 spaces proposed) through the use of mechanical stackers. These parking spaces, though not required per the Zoning Code, will alleviate some of the pressure on on-street parking.

On both frontages, it is likely that the proposed area of new construction would only be able to meet the standards with very thin piers or a butt glazed storefront system on SE Yamhill. The proposed brick piers that are designed to complement the piers of the historic Arcoa building on both SE Yamhill and SE Grand serve to further impede the area of the addition from meeting the Ground Floor Window Standards.

As designed, the proposal attempts to resolve the compounding limitations of providing the proposed building services on the SE Yamhill frontage, while not proposing to alter the non-compliant historic windows that comprise half or more of the facades subject to the Modification, and the limitations associated with providing substantial brick piers that help the addition relate to the resource. As such, the proposal the proposal better meets C3: *Respect Architectural Integrity*, C4: *Complement the Context of Existing Buildings*, A6-1a *Scale and Proportion*, and A6-1j: *Parking* and 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. Additionally, the purposes of the standards are met by the proposal's provision of windows wherever possible, thus ensuring a rich pedestrian environment.

*Therefore, this Modification warrants approval.*

- 2. Modification 2** - Request to modify Ecoroofs, PZC, 33.510.243.B.1 Eco Roofs – to not meet 100% eco roof coverage requirement at the level 2 terrace and instead proposing two planters on the level 2 terrace (330SF).

PZC, 33.510.243 requires 100% eco roof coverage for the new roof area with up to 40% of that area allowed to be occupied by other features that are listed in 33.510.243.B.1.a through h. Two planters are proposed on the level 2 terrace (totaling 330SF) do not count towards the 100% ecoroof area requirement as they do not meet the cited BES standards for a ecoroof facility and are not listed as an element subject to the exceptions to the standard and therefore require a Modification.

*Purpose Statement for 33.510.243.B:* “Ecoroofs provide multiple complementary benefits in urban areas, including stormwater management, reduction of air temperatures, mitigation of urban heat island impacts, air quality improvement, urban green spaces, and habitat for birds, plants and pollinators. The standards are intended to:

- Maximize the coverage of ecoroofs;
- Allow for the placement of structures and other items that need to be located on roofs; and,
- Support the architectural variability of rooftops in the Central City.”

*Standard: 33.510.243.B Ecoroofs.* In the CX, EX, RX, and IG1 zones, new buildings with a net building area of 20,000 square feet or more must have an ecoroof that meets the following standards:

1. The ecoroofs, including required firebreaks between ecoroofs areas, must cover 100 percent of the building roof area, except that up to 40 percent of the building roof area can be covered with a combination of the following. Roof top parking does not count as roof area. Roof area that has a slope greater than 25% does not count as roof area:

- a. Mechanical equipment, housing for mechanical equipment, and required access to, or clearance from, mechanical equipment;
- b. Areas used for fire evacuation routes;
- c. Stairwell and elevator enclosures;
- d. Skylights;
- e. Solar panels;
- f. Wind turbines;
- g. Equipment, such as pipes and pre-filtering equipment, used for capturing or directing rainwater to a rainwater harvesting system; or
- h. Uncovered common outdoor areas. Common outdoor areas must be accessible through a shared entrance.

2. The ecoroof must be approved by the Bureau of Environmental Services as meeting the Stormwater Management Manual’s Ecoroof Facility Design Criteria.

**A. Better meets design guidelines.** *The resulting development will better meet the applicable design guidelines; and*

**B. Purpose of the standard.** *On balance, the proposal will be consistent with the purpose of the standard for which a modification is requested.*

**Findings:** Resolution of a few discrepancies between the area calculations shown on the Ecoroof Coverage diagram (Exhibit App.34) and the updated Stormwater Report are still needed. Specifically, the Ecoroof diagram should reference the Proposed Roof Area as noted on the Stormwater Report rather than ‘New Construction Site Area’. Additionally, the ‘Total Planted Roof Area’ should be broken out into the proposed Ecoroof. The proposed planters on the level 2 terrace, totaling 330 SF (183 SF plus 147 SF), that are not able to be counted as Ecoroof, should not be counted toward meeting the standard.

The proposed ecoroof (on the roof of the addition only) is designed to meet the ecoroof coverage standard for the new roof area. However the planters proposed to help meet additional BES requirements for flowrate and treatment do not count towards meeting the PZC, 33.510 ecoroof standard. As designed, the proposed modification allows for two large planters (shown on APP.34) that are not included as eligible features for exception to the 100% ecoroof coverage requirement. The planters, while not being able to be included as ‘ecoroof’ help to meet other

stormwater requirements and serve as amenities to the additional activated roof terraces (on level 2) that allow for increased activity at integrated roof terraces which will allow residents and building users to access to the outdoors, where they can experience views of the City and surrounding landscape, thus better meeting A2 *Emphasize Portland Themes*, C1 *Enhance View Opportunities*, and C11 *Integrate Roofs and Use Rooftops*.

Additionally, the large planters allow for additional planting area which supports the habitat function of the ecoroof, thus meeting the purpose of the standard.

*This Modification merits approval.*

## **DEVELOPMENT STANDARDS**

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

## **CONCLUSIONS**

The proposed building is a large addition to the historic US Laundry Building (aka Arcoa Building) and therefore its relationship and deference to the resource is critical to support the proposed mass and scale of the addition. The design team has made considerable progress with the design from what was proposed at the 1<sup>st</sup> and 2<sup>nd</sup> DARs. With additional minor revisions and/ or information to address outstanding issues with the base, middle, and top proportions of the lower volume of the addition, the setback of the penthouse, the detailing between “buildings” and at brick piers, and the proposed signage, staff believes the proposal could be a successful addition to the site and the district. While outstanding issues remain and staff cannot yet recommend approval of the proposal as a whole for the reasons listed in the findings above, staff recommends approval of the two requested Modifications as they meet the applicable Modification approval criteria and notes that outstanding Infrastructure Bureau issues have been resolved.

## **TENTATIVE STAFF RECOMMENDATION**

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

Staff recommends denial of the addition of an 8-story, 75,932 SF mixed use building to the US Laundry building (aka Arcoa Building) which is a primary contributing resource in the East Portland Grand Avenue Historic District in the Central Eastside Subdistrict of the Central City Plan District.

Staff recommends approval of the following Modifications:

1. Modification 1: to Ground Floor Windows coverage, PZC, 33.510.220 to reduce from 60% coverage to 47.6% on SE Grand Ave., and to reduce from 40% coverage to 20.82% on SE Yamhill St; and Ground Floor Windows length, PZC, 33.140.230.B, to reduce length from 50% to 24.95% on SE Yamhill St.
2. Modification 2: to Ecoroofs, PZC, 33.510.243 to not meet 100% eco roof coverage requirement at the level 2 terrace and instead proposing two planters on the level 2 terrace (330SF).



=====

**Procedural Information.** The application for this land use review was submitted on October 22, 2020, and was determined to be complete on November 19, 2020.

*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 October 22, 2020.

*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: March 19, 2021**

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

**Please note regarding USPS mail:** If you choose to mail written testimony via USPS, due to the Covid-19 Emergency, USPS mail is only received a couple times a week, and testimony must be received before the close of the record. Therefore, please mail testimony well in advance of the hearing date.

If you are interested in viewing information in the file, please contact the planner listed on this decision. The planner can provide information over the phone or via email. Please note that due to COVID-19 and limited accessibility to files, only digital copies of material in the file are available for viewing. A digital copy of the Portland Zoning Code is available on the internet at <http://www.portlandoregon.gov/zoningcode>.

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

**Who can appeal:** You may appeal the decision only if you write a letter which is received before the close of the record for the hearing, if you testify at the hearing, or if you are the property owner/applicant. **Appeals must be filed within 14 days of the decision. An appeal fee of \$5,000 will be charged (one-half of the BDS LUS 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 website: <https://www.portlandoregon.gov/bds/article/411635>. 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.

**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).**

Megan Sita Walker  
December 17, 2020

**EXHIBITS – NOT ATTACHED UNLESS INDICATED**

- A. Applicant’s Statement
  - 1. Original Submittal – Project Description & Narrative, Rec’d October 22, 2020
  - 2. Original Submittal - Drawings, Rec’d October 22, 2020
  - 3. Original Submittal – DDE, Rec’d October 22, 2020
  - 4. Original Submittal – Stormwater Report, Rec’d October 22, 2020
  - 5. Original Submittal – Geotechnical Report, Rec’d October 22, 2020
  - 6. Request to be deemed complete, November 19, 2020
  - 7. Revised Submittal – Draft Revised Project Description & Narrative, Rec’d December 9, 2020
  - 8. Revised Submittal – Draft Revised Drawings, Rec’d December 9, 2020
  - 9. Revised Submittal – Stormwater Report, Rec’d December 9, 2020
  - 10. Revised Submittal – Revised Project Description & Narrative, Rec’d December 14, 2020
  - 11. Revised Submittal – Revised Drawings, Rec’d December 14, 2020
  - 12. Revised Submittal – Stormwater Report, Rec’d December 22, 2020

13. Revised Submittal – Stormwater Report, Rec'd December 23, 2020
- B. Zoning Map (attached)
- C. Plan & Drawings
  1. Cover Sheet
  2. Table of Contents
  3. (E) SITE PLAN
  - 3A. DEMOLITION PLAN
  4. (E) BASEMENT FLOOR PLAN
  5. GROUND FLOOR PLAN
  6. LEVEL 2 FLOOR PLAN
  7. LEVEL 3 FLOOR PLAN
  8. LEVEL 4 FLOOR PLAN
  9. LEVELS 5-7 FLOOR PLAN
  10. LEVEL 8 FLOOR PLAN
  11. ROOF PLANBASEMENT LEVEL FLOOR PLAN
  12. EAST - ELEVATION
  13. EAST - COLOR ELEVATION
  14. NORTH - ELEVATION
  15. NORTH - COLOR ELEVATION
  16. SOUTH - ELEVATION
  17. SOUTH - COLOR ELEVATION
  18. WEST - ELEVATION
  19. WEST - COLOR ELEVATION
  20. ELEVATIONS – EAST SIDECAR & SOUTH INTERIOR COURTYARD
  21. COLOR ELEVATIONS – EAST SIDECAR & SOUTH INTERIOR COURTYARD
  22. ELEVATIONS – WEST INTERIOR COURTYARD & WEST ELEVATION
  23. COLOR ELEVATIONS – WEST INTERIOR COURTYARD & WEST ELEVATION
  24. SECTIONS – E-W at SIDECAR
  25. SECTIONS – E-W at SIDECAR, VIEW 2
  26. SECTIONS – E-W at ARCOA, VIEWS 1 & 2
  27. SECTIONS – N-S at ARCOA, VIEWS 1 & 2
  28. SECTIONS – N-S at JAPANESE AUTO BLDG, VIEWS 1 & 2
  29. SIGHT LINES
  30. DETAILS - EAST BLDG - UPPER LEVELS
  31. DETAILS - EAST BLDG - UPPER LEVELS
  32. DETAILS - NORTH BLDG - UPPER LEVELS
  33. DETAILS - NORTH BLDG - UPPER LEVELS
  34. DETAILS - NORTH BLDG - UPPER LEVELS
  35. DETAILS - NORTH BLDG - GROUND LEVEL
  36. DETAILS - NORTH BLDG - GARAGE ENTRY
  37. DETAILS - NORTH-EAST BLDG - MAIN ENTRY
  38. DETAILS - INFILL BLDG - BASE
  39. DETAILS - INFILL BLDG - BASE
  40. DETAILS - INFILL BLDG - UPPER LEVELS
  41. DETAILS - SOUTH BLDG - UPPER LEVELS
  42. DETAILS - MECHANICAL SCREENS
  43. DETAILS - SIGNAGE DETAILS
  44. MATERIALS / COLORS
  45. Not Used
  46. LANDSCAPE PLAN - LEVEL 2
  47. LANDSCAPE PLAN - LEVEL 4
  48. LANDSCAPE MATERIALS
  49. LANDSCAPE PLANTS
  50. LIGHTING DIAGRAM
  51. UTILITY PLAN

- 52. CUT SHEETS - DOORS & WINDOWS
- 53. CUT SHEETS - DOORS & WINDOWS
- 54. CUT SHEETS - DOORS & WINDOWS
- 55. CUT SHEETS - DOORS & WINDOWS
- 56. CUT SHEETS - LIGHTING
- 57. CUT SHEETS - LIGHTING
- 58. CUT SHEETS - LIGHTING
- 59. CUT SHEETS - PRIMARY EXT. MATERIALS
- 59A. CUT SHEETS - PRIMARY EXT. MATERIALS
- 60. CUT SHEETS - DECORATIVE METAL SCREENS
- 61. CUT SHEETS - BIKE PARKING
- 62. CUT SHEETS - VEHICLE PARKING
- 63. CUT SHEETS - MECHANICAL
- 64. CUT SHEETS - GARAGE DOOR
- 65. CUT SHEETS - GLAZING

D. Notification information:

- 1. Request for response
- 2. Posting letter sent to applicant
- 3. Notice to be posted
- 4. Applicant's statement certifying posting
- 5. Mailed notice
- 6. Mailing list

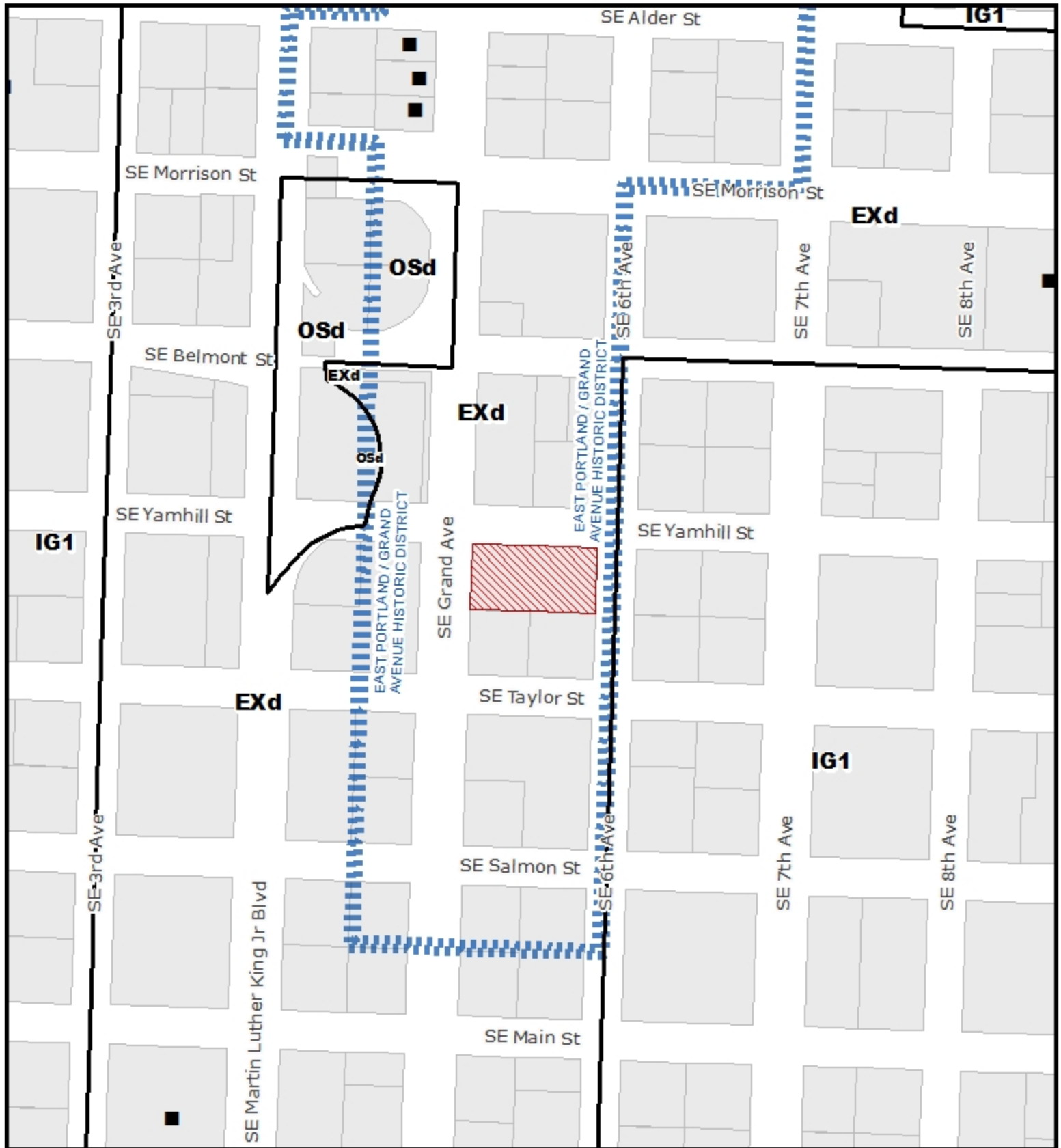
E. Agency Responses:

- 1. Bureau of Transportation Engineering
- 2. Bureau of Environmental Services
- 3. Life safety Division of BDS
- 4. Fire Bureau
- 5. Urban Forestry
- 6. Water Bureau
- 7. Site Development Section of BDS

F. Letters. None received.

G. Other

- 1. Original LUR Application
- 2. Incomplete Letter, November 18, 2020
- 3. EA 20-139789 PC - Summary, June 24, 2020
- 4. EA 20-148913 DA - Summary Memo, August 31, 2020
- 5. EA 20-176140 DA - Summary Memo, October 27, 2020
- 6. Email Correspondence between Staff and the Applicant



# ZONING



Site



Historic Landmark

CENTRAL CITY PLAN DISTRICT  
 CENTRAL EAST SIDE SUB DISTRICT  
 EAST PORTLAND / GRAND AVENUE HISTORIC DISTRICT

File No.	LU 20 - 208645 HRM
1/4 Section	3131
Scale	1 inch = 200 feet
State ID	1S1E02BC 1300
Exhibit	B Oct 28, 2020