



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

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Date: 2/3/2022
To: Interested Person
From: Tanya Paglia, Land Use Services
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NOTICE OF A TYPE I DECISION ON A PROPOSAL IN YOUR NEIGHBORHOOD

The Bureau of Development Services has **approved** a proposal in your neighborhood. The mailed copy of this document is only a summary of the decision. The reasons for the decision are included in the version located on the BDS website <http://www.portlandonline.com/bds/index.cfm?c=46429>. Click on the District Coalition then scroll to the relevant Neighborhood, and case number. If you disagree with the decision, you can appeal. Information on how to do so is included at the end of this decision.

CASE FILE NUMBER: LU 21-100518 DZ – MODIFICATIONS TO AN EXISTING WIRELESS RADIO FREQUENCY FACILITY

GENERAL INFORMATION

Applicant: Tammy Hamilton | Acom Consulting Inc for Verizon Wireless
5200 SW Meadows Rd, Suite 150 | Lake Oswego, OR 97035
tammy.hamilton@acomconsultinginc.com

Owner: 121 SW Salmon St Corp
121 SW Salmon St | Portland, OR 97204-9951

Site Address: 26 SW SALMON ST

Legal Description: BLOCK 6 LOT 1-8, PORTLAND
Tax Account No.: R667700970
State ID No.: 1S1E03BD 00200
Quarter Section: 3129
Neighborhood: Portland Downtown, contact Wendy Rahm at wvrahm@aol.com
Business District: Downtown Retail Council, contact at info@portlandalliance.com
District Coalition: Neighbors West/Northwest, contact Mark Sieber at 503-823-4212.
Plan District: Central City - Downtown
Zoning: **CXd** – Central Commercial with Design Overlay
Case Type: **DZ** – Design Review
Procedure: **Type I**, an administrative decision with appeal to the Oregon Land Use Board of Appeals (LUBA).

Proposal:

The applicant requests design review approval for changes to an existing wireless telecommunications facility on Building 3 of the World Trade Center (known as: Three World Trade Center, or World Trade Center 3, or 3WTC) located in the Downtown subdistrict of the Central City Plan District. The original telecommunications facility to be modified was approved under LU 13-212050 DZ.

The proposed project consists of:

- Removing 16 antennas and adding 16 antennas, 8 of which will be within the existing FRP shroud, and 8 of which will be small cell antennas mounted on the façade of the building.
 - The façade-mounted antennas will be in 4 pairs: Each pair will have a small cell antenna that is less than 3' and below that a smaller antenna which is called a CBRS antenna that is approximately 1', together they will total 4 SF of surface area. The new façade locations will be on each direction of the building, north, south, east and west. The antennas will be painted to match the building.
- Replacement of ancillary equipment including:
 - Removing 18 associated Remote Radio Units (RRUs) and adding 8 RRUs within the existing FRP shroud,
 - Adding 4 hybrid cables (part of the small cell antenna assembly),
 - Adding 4 overvoltage protection (OVP) boxes within the existing FRP shroud.

Design Review is required for non-exempt exterior alterations to a building in the Downtown Sub District of the Central City Plan District.

Relevant Approval Criteria:

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

- Central City Fundamental Design Guidelines

ANALYSIS

Site and Vicinity: The World Trade Center, designed by Zimmer Gunsul Frasca and constructed in 1974, is a complex of three buildings housing offices, ground level retail, parking and building services located in Portland's downtown. These three buildings are tied together with skybridges and together form an ensemble of modernist forms. World Trade Center 3 (Three World Trade Center | 3WTC) is a 152,701-square-foot office building occupying an entire city block, bounded by SW Salmon Street to the north, SW Main Street to the south, SW 1st Avenue to the west, and SW Naito Parkway to the east. This building is five stories high, with a smaller two stories of enclosed space above the five stories of office space. This structure is modern in design with an emphasis on building volume rather than ornamentation. The top two stories are set back on three sides and the cornice line at the fifth story is very clean. An open mechanical courtyard is located on the fifth floor to completely conceal major mechanical equipment.

The site is adjacent to SW Naito Parkway and Governor Tom McCall Waterfront Park near the west end of the Hawthorne Bridge. This building is particularly visible from points south and east. The entire site is located within the Central City Plan District and the Downtown Pedestrian District. SW 1st Avenue is a designated Central City Transit/Pedestrian Street and a Transit Access Street. SW Taylor, SW Salmon, and SW Naito Parkway are designated Traffic Access Streets. The site is within the Downtown Pedestrian District and is across the street from Governor Tom McCall Waterfront Park and the Willamette River.

Zoning: The Central Commercial (CX) zone is intended to provide for commercial development within Portland's most urban and intense areas. A broad range of uses is allowed to reflect Portland's role as a commercial, cultural and governmental center. Development is intended to be very intense with high building coverage, large buildings, and buildings placed close together. Development is intended to be pedestrian-oriented with a strong emphasis on a safe and attractive streetscape.

The Design overlay zone ensures that Portland is both a city designed for people and a city in harmony with nature. The Design overlay zone supports the city's evolution within current and emerging centers of civic life. The overlay promotes design excellence in the built environment through the application of additional design standards and design guidelines that:

- Build on context by enhancing the distinctive physical, natural, historic and cultural qualities of the location while accommodating growth and change;
- Contribute to a public realm that encourages social interaction and fosters inclusivity in people’s daily experience; and
- Promotes quality and long-term resilience in the face of changing demographics, climate and economy.

The Central City Plan District implements the Central City 2035 Plan. The regulations address the unique role the Central City plays as the region’s premier center for jobs, health and human services, tourism, entertainment and urban living. The regulations encourage a high-density urban area with a broad mix of commercial, residential, industrial and institutional uses, and foster transit-supportive development, pedestrian and bicycle-friendly streets, a vibrant public realm and a healthy urban river. The site is within the Downtown Subdistrict of this plan district.

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

- SR 33-69: Sign approval.
- LU 74-004829 DZ (DZ 5-74): Design Review approval for new building complex.
- LU 76-003392 CU (CU 092-76): Conditional Use approval for a helistop on the roof of the new PGE headquarters building at 121-127 SW Salmon.
- CU 030-82: Conditional Use approval with conditions for parking
- LU 85-004870 DZ (DZ 53-85): Design Review approval of signage for the Electric Outlet in the building at 121-127 SW Salmon.
- LU 85-004932 DZ (DZ 6-85): Design Review approval of two microwave dish antennas on the building at 26 SW Salmon.
- LU 85-004999 DZ (DZ 68-85): Design Review approval of change in signage for Oregon Bank in the building at 121-127 SW Salmon.
- LU 91-008965 DZ (LUR 91-00710 DZ): Design Review approval to add flagpoles and finish potting pavers at 121-127 SW Salmon and 25 SW Salmon.
- LU 92-009625 DZ (LUR 92-00506): Design Review approval to install a wrought iron security gate.
- LU 92-009877 DZ (LUR 92-00758 DZ): Design Review approval of a roof satellite dish on the building at 121-127 SW Salmon.
- LU 95-012133 DZ (LUR 95-00240 DZ): Design Review approval of new signage program.
- LU 95-012256 DZ (LUR 95-00363 DZ): Design Review approval of new ATM in the building at 25 SW Salmon.
- LU 96-013117 DZ (LUR 96-00230 DZ): Design Review approval with conditions to mount 3 antenna arrays to the roof parapet, to be painted to match the building’s color, on the building at 26 SW Salmon.
- LU 97-015102 DZ (LUR 97-01056 DZ): Design Review approval to remove a stair and recessed entry area, and to infill a currently open portion of an existing building to create space for meeting rooms, rest rooms, and a new planter, on an existing building at 25 SW Salmon.
- LU 98-016186 DZ (LUR 98-00880 DZ): Design Review approval for the installation of an ATM into existing storefront on SW Taylor St. in the building at 121-127 SW Salmon.
- LU 99-016862 DZ (LUR 99-00457 DZ): Design Review approval to install 9 panel antennas and associated equipment in 3 sectors on the building at 26 SW Salmon.

- LU 99-017336 DZM (LUR 99-00931 DZM): Design Review approval to replace existing illuminated sign with non-illuminated monument sign. Modification to allow the size of the sign to be larger than allowed by the base zone standards on the site of the building at 121-127 SW Salmon.
- LU 02-104545 DZ: Design Review approval of three rooftop antennas supported by single-pole tripods on the building at 25 SW Salmon.
- LU 05-137747 DZ: Design Review case to install 12 PCS antennas and associated equipment cabinets on the building at 26 SW Salmon.
- LU 09-105706 DZ: Design Review to install rooftop antennas and microwave dishes. City approval of two microwave dishes but denial of six panel antennas on the building at 26 SW Salmon.
- LU 11-124367 DZ: Design Review approval to replace 3 antennas with 3 larger antennas and associated equipment on the building at 26 SW Salmon.
- LU 12-204621 DZ: Design Review approval to replace 6 antennas for 6 larger antennas and associated equipment on the building at 26 SW Salmon.
- LU 13-212050 DZ: Design Review approval to install 20 new antennas behind a wireless-transparent shroud on the roof of the existing building at 26 SW Salmon.
- LU 14-230997 DZ: Design Review approval for changes to existing antennas on the existing building at 26 SW Salmon.
- LU 15-119457 DZ: Design Review approval of exterior alterations to install a new Automated Teller Machine (ATM) into the existing ground floor glass storefront of the building at 121-127 SW Salmon.
- LU 15-203279 DZM: Design Review approval for changes to existing rooftop mechanical on the building at 26 SW Salmon.
- LU 16-188085 DZ: Design Review approval of renovation to the existing 3rd floor rooftop terrace on the west side of the 17-story building at 121-127 SW Salmon.
- LU 16-205046 DZ: Design Review approval for two new panel antennas mounted to existing antenna mounting structures on the west and south elevations of 26 SW Salmon.
- LU 17-170890 DZ: Design Review approval of exterior alterations to the southwest corner area of the existing building at 121-127 SW Salmon.
- LU 17-210536 DZ: Design Review approval of parking garage vehicle doors and single person-door on the north elevation of the building at 25 SW Salmon.
- LU 17-250752 DZ: Design Review approval of a vent/louver alteration to the soffit on the ground floor of the west elevation of the building at 121-127 SW Salmon.
- LU 17-269919 AD: Replacement of freestanding signs throughout 3-block World Trade Center Portland site.
- LU 18-138754 DZ: Design Review approval for a new truck barrier at the 3 World Trade Center loading dock entry at 26 SW Salmon.

Agency Review: A Notice of Proposal in your Neighborhood was mailed on 12/1/2021. No agency review was provided given the scope of work.

Neighborhood Review: A Notice of Proposal in Your Neighborhood was mailed on 12/1/2021. No written responses have been received from either the Neighborhood Association or notified property owners in response to the proposal.

ZONING CODE APPROVAL CRITERIA

Chapter 33.825 Design Review Section 33.825.010 Purpose of Design Review

Design review implements the Design overlay zone, strengthening these areas as places designed for people. Design review supports development that builds on context, contributes to the public realm, and provides high quality and resilient buildings and public spaces.

Section 33.825.055 Design Review Approval Criteria

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

Findings: The site is designated with design overlay zoning (d), therefore the proposal requires Design Review approval. Because of the site's location, the applicable design guidelines are the Central City Fundamental Design Guidelines.

Central City Fundamental Design Guidelines

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

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

Central City Plan Design Goals

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

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

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

A6. Reuse/Rehabilitate/Restore Buildings. Where practical, reuse, rehabilitate, and
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.

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

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

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 A6, B2, C3, C5 and C11: The proposed replacement of 16 antennas with 16 antennas (8 located within the existing FRP shroud, and 8 small cell antennas mounted in pairs in 4 locations on the façade of the building), will not detract from World Trade Center 3's architectural integrity, rooftop coherency, or views of the building from the pedestrian realm. Overall, the project will have an extremely limited visual impact on the district. The facility will improve the cellular and data capacity in the area while limiting the impact on the surrounding community by locating on an existing structure with the addition of no new vertical elements. The proposal avoids the visual impact of vertical additions by utilizing the existing screening structure as well as façade mounting small-scale antennas and painting them to match. Due to the size, location, and color, the antennas will have little impact on the Central City's skyline or views.

World Trade Center 3 is a large building with existing antennas and a penthouse on the roof. The proposed antennas, mounts and radios will be painted to match and blend in with the building and will be located on the top of the building, away from the street level. The four pairs of new façade mounted antennas are much smaller than other existing façade mounted antennas on the building. The building is of a large-scale whereas the four pairs of new façade-mounted antennas are relatively small, with the larger of each pair being less than 3' in height, and the smaller of each pair (CBRS antenna) not be taller than 1' in height. Combined the pairs will not be more than 4' in height and they will not protrude above the building's parapet. With the height of the building and existing antennas, the proposed antennas will blend in and match what already exists and will not call attention to themselves. The proposal will achieve a coherent composition by painting the façade-mounted antennas to match so that they will blend in and fit with the existing façade of the building. The antennas will not be visually prominent from adjacent rights-of-way, thus preserving the character of the original building.

With the Condition of Approval that the following concealment measures will be in place for the façade-mounted antennas: antennas shall not extend above the parapet, antennas shall be painted to match the surface to which they are affixed, the larger of each pair shall not be taller than 3' in height, the smaller of each pair (CBRS antenna) shall not be taller than 1' in height, and all façade-mounted antennas shall be flush mounted, these guidelines are met.

DEVELOPMENT STANDARDS

Unless specifically required in the approval criteria listed above, this proposal does not have to meet the development standards in order to be approved during this review process. The plans submitted for a building or zoning permit must demonstrate that all requirements of Title 11 can be met, and that all development standards of Title 33 can be met or have received an Adjustment or Modification via a land use review, prior to the approval of a building or zoning permit.

CONCLUSIONS

The proposal is incorporated in a manner that does not visually detract from the pedestrian environment. The antennas and radios are small and will be painted to blend in with the building and reduce visual impact. The design review process implements the Design overlay zone, strengthening these areas as places designed for people. Design review supports development that builds on context, contributes to the public realm, and provides high quality and resilient buildings and public spaces. The proposal meets the applicable design guidelines and therefore warrants approval.

ADMINISTRATIVE DECISION

Approval of changes to an existing wireless telecommunications facility on Building 3 of the World Trade Center located in the Downtown subdistrict of the Central City Plan District, per the approved site plans, Exhibits C-1 through C-12, signed and dated 1/28/2022, subject to the following conditions:

- A. As part of the building permit application submittal, the following development-related conditions (B through D) must be noted on each of the four required site plans or included as a sheet in the numbered set of plans. The sheet on which this information appears must be labeled "ZONING COMPLIANCE PAGE- Case File LU 21-100518 DZ." All requirements must be graphically represented on the site plan, landscape, or other required plan and must be labeled "REQUIRED."
- B. At the time of building permit submittal, a signed Certificate of Compliance form (<https://www.portlandoregon.gov/bds/article/623658>) must be submitted to ensure the permit plans comply with the Design/Historic Resource Review decision and approved exhibits.
- C. No field changes allowed.
- D. The following concealment measures shall be in place for the façade-mounted antennas: antennas shall not extend above the parapet, antennas shall be painted to match the surface to which they are affixed, the larger of each pair shall not be taller than 3' in height, the smaller of each pair (CBRS antenna) shall not be taller than 1' in height, and all façade-mounted antennas shall be flush mounted.

Staff Planner: Tanya Paglia



Decision rendered by: _____ **on 1/28/2022**

By authority of the Director of the Bureau of Development Services

Decision mailed: 2/3/2022

Procedural Information. The application for this land use review was submitted on October 26, 2021, and was determined to be complete on 11/24/2021.

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 26, 2021.

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: 3/24/2022.**

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 decision of the Bureau of Development Services with input from other City and public agencies.

Conditions of Approval. If approved, this project may be subject to a number of specific conditions, listed above. Compliance with the applicable conditions of approval must be documented in all related permit applications. Plans and drawings submitted during the permitting process must illustrate how applicable conditions of approval are met. Any project elements that are specifically required by conditions of approval must be shown on the plans, and labeled as such.

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

This decision, and any conditions associated with it, is final. It may be appealed to the Oregon Land Use Board of Appeals (LUBA), within 21 days of the date the decision is mailed, as specified in the Oregon Revised Statute (ORS) 197.830. Among other things, ORS 197.830 requires that a petitioner at LUBA must have submitted written testimony during the comment period for this land use review. Contact LUBA at 775 Summer St NE Suite 330, Salem, OR 97301-1283 or phone 1-503-373-1265 for further information.

The file and all evidence on this case are available for your review by appointment only. Please call the Request Line at our office, 1900 SW Fourth Avenue, Suite 5000, phone 503-823-7617, to schedule an appointment. I can provide some information over the phone. Copies of all information in the file can be obtained for a fee equal to the cost of services. Additional information about the City of Portland, city bureaus, and a digital copy of the Portland Zoning Code is available on the internet at www.portlandonline.com.

Recording the final decision.

If this Land Use Review is approved the final decision will be recorded with the Multnomah County Recorder.

- *Unless appealed*, the final decision will be recorded after **2/3/2022** by the Bureau of Development Services.

The applicant, builder, or a representative does not need to record the final decision with the Multnomah County Recorder.

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

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

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

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

- All conditions imposed herein;
- All applicable development standards, unless specifically exempted as part of this land use review;
- All requirements of the building code; and
- All provisions of the Municipal Code for the City of Portland, and all other applicable ordinances, provisions and regulations of the City.

EXHIBITS
NOT ATTACHED UNLESS INDICATED

- A. Applicant's Submittal
 - 1. Applicant's original project narrative, zoning summary, and response to approval criteria
 - 2. Original plan set – NOT APPROVED/reference only
 - 3. Photo-simulations
 - 4. Existing Condition Photos
 - 5. Personal Wireless Service Facility Land Use Review Application Checklist
 - 6. Case History: Design Review LU 05-137747 DZ
 - 7. Case History: Design Review LU 13-212050 DZ
 - 8. Case History: Design Review LU 14-230997 DZ
 - 9. Case History: Design Review LU 16-205046 DZ
 - 10. Case History: Design Review Exhibits LU 16-205046 DZ
 - 11. NIER Analysis Report
- B. Zoning Map (attached)
- C. Plans/Drawings:
 - 1. Vicinity & Location Maps
 - 2. Overall Site Plan (attached)
 - 3. Enlarged Site Plan (attached)
 - 4. East Elevation – Existing and Proposed (attached)
 - 5. South Elevation – Existing and Proposed
 - 6. West Elevation – Existing and Proposed
 - 7. North Elevation – Existing and Proposed
 - 8. Antenna Mounting Details
 - 9. Details
 - 10. Details
 - 11. Existing Antenna Configuration
 - 12. Proposed Antenna Configuration
- D. Notification information:
 - 1. Mailing list
 - 2. Mailed notice
- E. Agency Responses: None received
- F. Correspondence: None received
- G. Other:
 - 1. Original LU Application

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).