



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

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Rebecca Esau, Director
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www.portlandoregon.gov/bds

Date: June 21, 2017
To: Interested Person
From: Grace Jeffreys, Land Use Services
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NOTICE OF A TYPE Ix 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 18-152265 HR - GROVE HOTEL, CHANGES TO PREVIOUS LU APPROVAL

GENERAL INFORMATION

Applicant: Mark Vanderzanden, Surround Architecture INC
150 SW Harrison Street #100, Portland, OR 97201
503-224-6484, mark@surroundinc.com

Owner: Grove Hotel Partners LLC
210 SW Morrison Street #600 | Portland, OR 97204

Party of Interest: Alan Hutchinson, Ennismore International
159 St Johns Street, London, UK

Site Address: **401-439 W Burnside Street**

Legal Description: BLOCK 32 LOT 1&2 EXC PT IN ST LOT 4, COUCHS ADD
Tax Account No.: R180202490
State ID No.: 1N1E34CA 11000
Quarter Section: 3029
Neighborhood: Old Town Community Association, contact Peter Englander at peterdenglander@gmail.com

Business District: Downtown Retail Council, contact lfrisch@portlandalliance.com, (503)224-8684 & Old Town Community Association, contact at chair@oldtownchinatown.org.

District Coalition: Neighbors West/Northwest, contact coalition@nwnw.org, 503.823.4288

Plan District: Central City - River District

Other Designations: The Grove Hotel is designated as a Contributing Resource in the New Chinatown/Japantown Historic District

Zoning: **CXd** – Central Commercial with Design Overlay and Historic Resource Protection Overlay

Case Type: HR – Historic Resource Review
Procedure: Type Ix, an administrative decision with appeal to the Oregon Land Use Board of Appeals (LUBA).

Proposal:

The applicant seeks **Historic Resource Review** approval for storefront changes to a previous Land Use approval for exterior alterations and a new nine-story addition to the Grove Hotel, a contributing structure in the New Chinatown/Japantown Historic District located in the River District Subdistrict of the Central City Plan District (#LU 15-185472 HRM, AD).

This proposal is for exterior alterations on West Burnside:

- The removal of three recessed entries; and,
- The reversing of door and sidelight at the restaurant entry.

The initial application included additional scope: the relocation of the large projecting sign on West Burnside and the addition of ground level screens on NW 4th. These have been removed from the review by the applicant (Exhibit A.6).

Because the proposal is for non-exempt exterior alterations to an existing approved proposal in a historic district, Historic Resource Review is required prior to the issuance of building permits.

Relevant Approval Criteria:

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

- *New Chinatown/Japantown Historic District Design Guidelines*
- *Central City Fundamental Design Guidelines*

ANALYSIS

Site and Vicinity: The Grove Hotel is a contributing resource in the New Chinatown /Japantown Historic District. It is located on a 11,000 square-foot site in the New Chinatown/Japantown Historic District and the River District Sub-District of the Central City Plan District. It is “L” shaped in plan, with the original three-story hotel structure facing W. Burnside Street, and a new nine-story addition to the north facing NW 4th Avenue, which was approved in 2016 (LU 15-185472 HRM, AD). Originally called the “Hotel Philip”, the original three-story structure was designed by architect David C. Lewis and was built in 1907. A one-story theater addition was built in the early 1920’s and included a fly loft facing NW 4th Avenue, which was later replaced with the nine-story addition in 2016. The entire building was extensively altered in 1930 when 20 feet were sheared off the front façade to accommodate the widening of Burnside Street. The architects Claussen & Claussen were hired to renovate the building at that time. The building is considered contributing to the district during the secondary period of significance because of its association with Portland’s Asian community and the architectural firm of Claussen & Claussen. The area around the site is a mix of historic commercial buildings, apartment buildings, and surface parking lots.

The site has frontage on West Burnside Street, NW 4th Avenue, and NW 5th Avenue.

- The MAX light rail line runs along NW 5th Avenue which is classified in Portland’s Transportation System Plan as a Regional Traffic-way & Major Transit Priority Street, Central City Transit/ Pedestrian Street, and a Local Service Bikeway.
- West Burnside Street is classified as a Major City Traffic Street, Major Transit Priority Street, City Walkway, and Local Service Bikeway.
- NW 4th Avenue is classified as a Traffic Access Street, City Walkway, and Local Service Bikeway.
- The site is also within the North of Burnside Pedestrian District.

The River District was established as an Urban Renewal Area in 1998, selected as such for its proximity to the core of downtown and to correct blighted conditions that had overtaken

the area. It was envisioned that transit and open space improvements, as well as the introduction of dense housing and commercial opportunities would bring new life into this area while meeting the state land use planning goals. Since 2001, the River District, and the Pearl District at the heart of the URA, has transformed significantly into one of Portland's densest and fastest-growing neighborhoods.

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

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

The Historic Resource Protection overlay is comprised of Historic and Conservation Districts, as well as Historic and Conservation Landmarks and protects certain historic resources in the region and preserves significant parts of the region's heritage. The regulations implement Portland's Comprehensive Plan policies that address historic preservation. These policies recognize the role historic resources have in promoting the education and enjoyment of those living in and visiting the region. The regulations foster pride among the region's citizens in their city and its heritage. Historic preservation beautifies the city, promotes the city's economic health, and helps to preserve and enhance the value of historic properties.

The Central City Plan District implements the Central City Plan and other plans applicable to the Central City area. These other plans include the Downtown Plan, the River District Plan, the University District Plan, and the Central City Transportation Management Plan. The Central City plan district implements portions of these plans by adding code provisions which address special circumstances existing in the Central City area. The site is within the River Subdistrict of this plan district.

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

- LU 15-185472 HRM,AD – Historic Resource Review approval for exterior alterations and a new addition to the Grove Hotel. A condition of approval required the ground floor storefronts on the three-story Grove structure to include a painted wood scrolled trim to match existing transoms.
- LU 11-103750 HDZ – Historic Design Review approval for exterior alterations to the Grove Hotel. A condition of Approval required a minimum setback of 25' from NW 4th Avenue for rooftop equipment and ductwork. Exterior renovations included a new canopy; recessed entries and lighting; repair of storefronts and transoms; metal grille coverings over façade vents; security gate at north end of east façade; rooftop skylights, vents and equipment; repair and repainting of existing concrete and plaster wall surfaces; and the replacement of missing street trees.
- LU 08-138794 HDZ – Historic Design Review approval for a storefront remodel to the Grove Hotel.
- LDZ 76-68 – Design Review approval for exterior signs.

Agency Review: A Notice of Proposal in your Neighborhood was mailed on **May 1, 2018**. The following Bureaus have responded with no issues or concerns about the proposal:

- Bureau of Environmental Services
- Bureau of Transportation Engineering
- Water Bureau

- Fire Bureau, (Exhibit E.1)
- Site Development Section of BDS
- Life Safety Section of BDS, (Exhibit E.2)

Neighborhood Review: A Notice of Proposal in Your Neighborhood was mailed on **May 1, 2018**. One written response was received from either the Neighborhood Association or notified property owners in response to the proposal.

- Peter Englander, Old Town Community Association, Land Use Committee Co-chair, May 15, 2018, wrote in support of ground floor changes.

ZONING CODE APPROVAL CRITERIA

Chapter 33.846.060 - Historic Resource Review

Purpose of Historic Resource Review

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

Historic Resource Review Approval Criteria

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

Findings: The site is located within the New Chinatown/Japantown Historic District and the proposal is for a non-exempt treatment. Therefore, Historic Resource Review approval is required. The approval criteria are the *New Chinatown/Japantown Historic District Design Guidelines* and the *Central City Fundamental Design Guidelines*.

Staff has considered all guidelines and addressed only those applicable to this proposal. The New Chinatown/Japantown Historic District Design Guidelines and the Central City Fundamental Design Guidelines are considered concurrently.

Design Guidelines for the New Chinatown/Japantown Historic District Design Guidelines and Central City Fundamental Design Guidelines

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

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

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.

Design Guidelines for the New Chinatown/Japantown Historic District

General Guidelines

A6. Provide texture, small scale detail, and a rich pedestrian environment at the ground floor.

Findings for A6: This proposal is for the removal of three recessed entries and the reversing of door and sidelight at the restaurant entry on West Burnside.

The previous design located eight entries along West Burnside to recreate the 1930's vintage multiple storefronts with small-scale flexible retail use. However, the proposed use along this part of the frontage is now three meeting rooms accessed from a central lobby within the building. There are two entries that access this use, one at the corner of NW 5th and W. Burnside and one mid-block on W. Burnside. And while it is preferable to provide more, rather than fewer, entries along a street frontage, in this case, these three additional entries do not fit with the intended use. Along the W. Burnside frontage, five entries will remain - three mid-block and one at each corner. The consolidation of entries will strengthen the two main entries and clarify the entry situation.

These changes to the storefront arrangement does not alter the scale of the storefront parts. The three recessed entries will be replaced with storefront to match existing as approved under LU 15-185472 HRM,AD, which included a condition of approval that the storefronts on the three-story Grove structure to include a painted wood scrolled trim to match existing transoms. The development will maintain a human scale in the dimensions of elements and details at the ground level.

This guideline is met.

Guidelines for alterations

B1. Retain and Repair Historic features and materials.

B2. Design alterations to be respectful of the original style, type and design of the building.

Findings for B1 and B2: There are no proposed changes to any historic material. Additionally, the proposal uses an already approved storefront design which respects the architectural details and design of the original historic resource.

These guidelines are met.

Central City Fundamental Design Guidelines

Context

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.

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

Findings for C1 and C4: The proposal includes revising the storefront through consolidation of entries, and reversing one door swing.

- By using glazed storefronts to replace the recessed entries, the proposed revisions do not reduce existing views. The storefronts will remain fully glazed the length of W.

Burnside, providing visual connections into active spaces and out to the public sidewalk.

- The proposed revisions do not change the identifying characteristics of the building. As noted above, the proposal uses an already approved storefront design which respects the architectural details and design of the original historic resource.
- By accommodating new active uses along this frontage, these changes reinforce the reuse of the existing building.

These guidelines are met.

Public Realm

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.

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.

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.

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

Findings for A8, B1, B4 and C6: Although three entries are proposed to be removed, five entries will remain along the W. Burnside frontage - three mid-block and one at each corner.

- A variety of pedestrian experiences will be provided along W. Burnside at the five recessed entries which remain, offering places for people to stop, view and rest in a protected location.
- The consolidation of entries will strengthen the two main entries and clarify the entry situation to the uses proposed along the frontage, thus improving the streetscape.
- The proposal will eliminate several alcoves which will make the storefront on Burnside less susceptible to loiterers and other potentially unsafe situations that may result from unused alcoves.

These guidelines are met.

Quality and Permanence

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

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

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

Findings for C2, C3 and C5:

- The proposal uses pre-existing storefront elements already approved, which are all durable materials.
- The proposal doesn't change any style or detail, and as such, respects the building's integrity.

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 purpose of the Historic Resource Review process is to ensure that additions, new construction, and exterior alterations to historic resources do not compromise their ability to convey historic significance. The proposed storefront revisions do not change the identifying characterizes of the building. By using an already approved storefront design, the architectural details and design respects the original historic resource. This proposal meets the applicable Historic Resource Review criteria and therefore warrants approval.

ADMINISTRATIVE DECISION

Approval of **Historic Resource Review** approval for the removal of three recessed entries and reversing a door and sidelight at the restaurant entry, as approved under a previous Land Use approval #LU 15-185472 HRM,AD for the Grove Hotel.

Approval per the approved site plans, Exhibits C-1 through C-8, signed and dated June 18, 2018, subject to the following conditions:

- A. As part of the building permit application submittal, the following development-related conditions (B through C) 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 18-152265 HR." 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.

Staff Planner: Grace Jeffreys

Decision rendered by:  **on June 18, 2018**

By authority of the Director of the Bureau of Development Services

Decision mailed June 21, 2018

About this Decision. This land use decision is **not a permit** for development. Permits may be required prior to any work. Contact the Development Services Center at 503-823-7310 for information about permits.

Procedural Information. The application for this land use review was submitted on April 13, 2018, and was determined to be complete on April 26, 2018.

Zoning Code Section 33.700.080 states that Land Use Review applications are reviewed under the regulations in effect at the time the application was submitted, provided that the

application is complete at the time of submittal, or complete within 180 days. Therefore, this application was reviewed against the Zoning Code in effect on April 13, 2018.

ORS 227.178 states the City must issue a final decision on Land Use Review applications within 120-days of the application being deemed complete. The 120-day review period may be waived or extended at the request of the applicant. In this case, in this case, the applicant requested a 40-day extension to the 120-day review period, as stated with Exhibit A.3. Unless further extended by the applicant, **the 120 days will expire on: October 3, 2018.**

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 **June 22, 2018** 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.

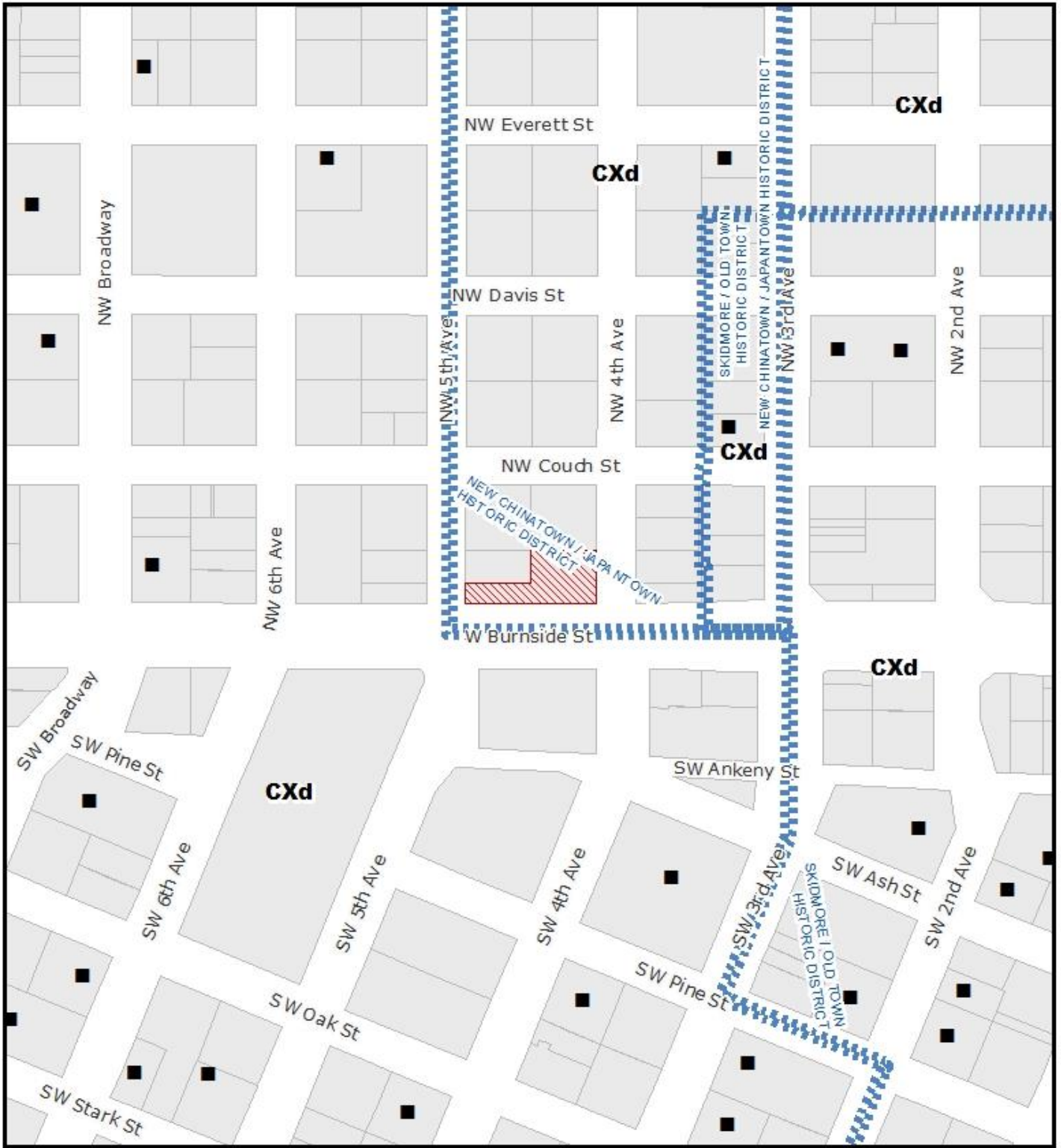
Applying for your permits. A building permit, occupancy permit, or development permit may be required before carrying out an approved project. At the time they apply for a permit, permittees must demonstrate compliance with:


- 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 Submittals
 1. Original submittal, project description, 4/13/18
 2. Original submittal, drawings, 4/13/18
 3. Narrative responding to the Guidelines, 4/26/18
 4. Proof of change of ownership, 4/27/18
 5. Response to staff email with concerns, 4/30/18
 6. Revised drawings and scope of review, 6/7/18
 7. 120-day waiver, 40 days added, 6/18/18
 8. Email chain regarding existing sign on Burnside, 6/18/18
- B. Zoning Map (attached)
- C. Plans/Drawings:
 1. Cover sheet
 2. Scope of work
 3. Site Plan (attached)
 4. Ground Level Plan
 5. South Elevation (attached)
 6. Enlarged Elevations
 7. Enlarged Elevations
 8. Rendering
- D. Notification information:
 1. Mailing list
 2. Mailed notice
- E. Agency Responses:
 1. Fire Bureau
 2. Life Safety Review Section of BDS
- F. Correspondence:
 1. Peter Englander, Old Town Community Association, Land Use Committee Co-chair, wrote in supporting ground floor changes.
- G. Other:
 1. Original LU Application
 2. Staff concerns, 4/24/18

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



ZONING 
 NORTH

THIS SITE LIES WITHIN THE:
 CENTRAL CITY PLAN DISTRICT
 RIVER DISTRICT SUBDISTRICT
 NEW CHINATOWN / JAPANTOWN
 HISTORIC DISTRICT

-  Site
-  Historic Landmark

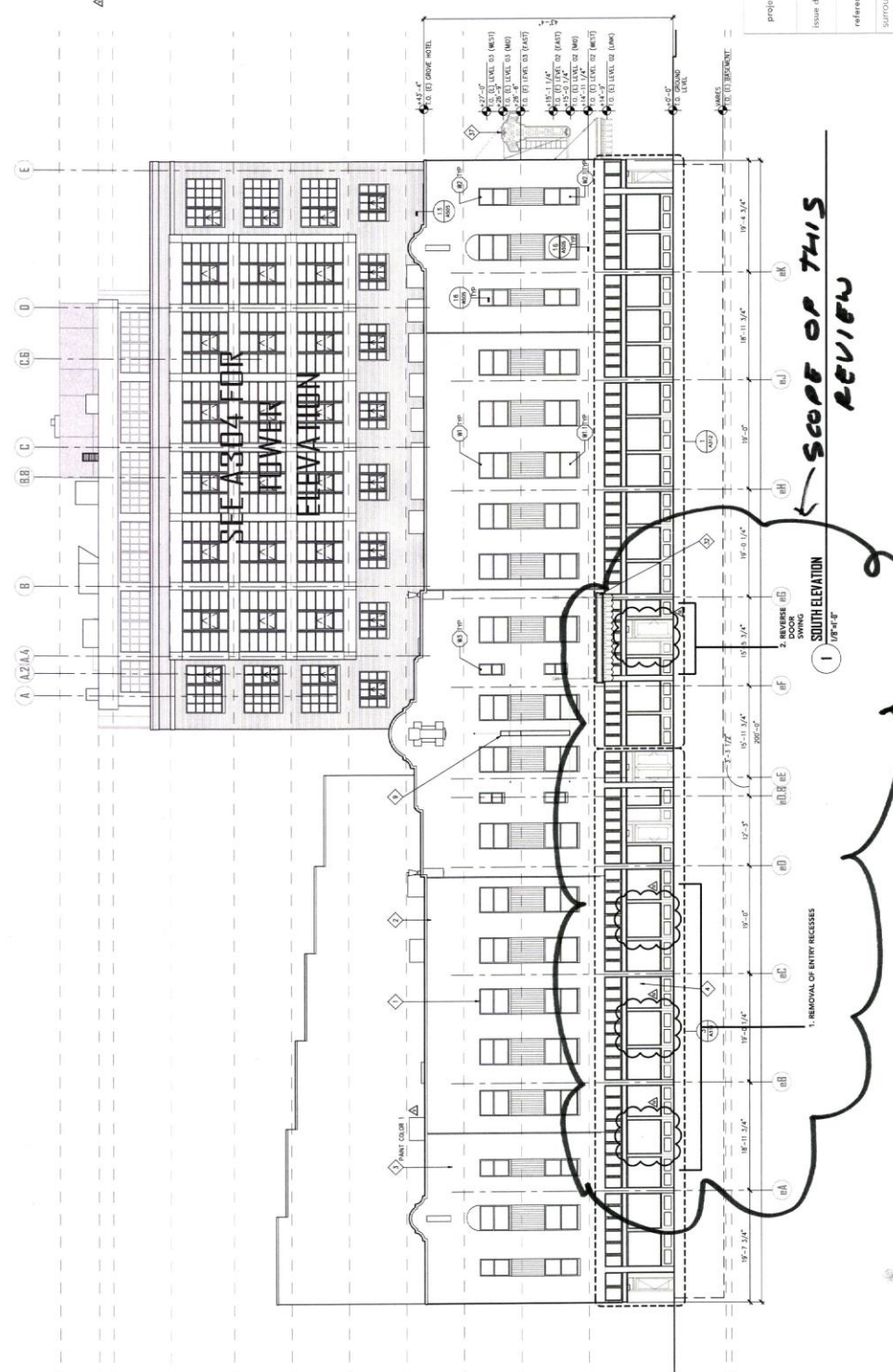
File No.	LU 18-152265 HR
1/4 Section	3029
Scale	1 inch = 200 feet
State ID	1N1E34CA 11000
Exhibit	B Apr 17, 2018

DRAWING NOTES

- 1. SEE EXTERIOR FINISH MATERIALS & FINISHES SCHEDULE FOR EXTERIOR MATERIALS TO BE USED.
- 2. SEE EXTERIOR FINISH MATERIALS & FINISHES SCHEDULE FOR EXTERIOR MATERIALS TO BE USED.

KEYNOTES

- 1. NEW ALUM. CLAD WOOD WINDOW
- 2. NEW SH1 MET. CORING
- 3. NEW SH2 MET. CORING
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APPROVED
 City of Portland Services
 Bureau of Development Services
 Planner _____
 Date 6/18/18

* This approval applies only to the reviews requested and is subject to all applicable rules and regulations of approval.

PROJECT
 GROVE HOTEL
 SURROUND
 C.05

ISSUE DATE
 06-07-2018

REFERENCE
 SOUTH ELEVATION

surround architecture, inc. - portland, or - 503.224.6881
 www.surroundarch.com