

City of Portland

Bureau of Development Services

Land Use Services Division

Date: May 7, 2008

To: Interested Person

From:Marguerite Feuersanger, Land Use Services503-823-7619 / marguerite.feuersanger@ci.portland.or.us

NOTICE OF A TYPE II DECISION ON A PROPOSAL IN YOUR NEIGHBORHOOD

The Bureau of Development Services has approved a proposal in your neighborhood. The reasons for the decision are included in this notice. If you disagree with the decision, you can appeal it and request a public hearing. Information on how to appeal this decision is listed at the end of this notice.

CASE FILE NUMBER: LU 08-108634 AD

GENERAL INFORMATION

Applicant and Owner:	Walter D Pozarycki 419 NE Hazelfern Pl Portland, OR 97232
Additional Owner:	Donald F Pozarycki 2323 NW Hoyt Portland, OR 97210
Site Address:	1005 N. Jessup Street
Legal Description: Tax Account No.: State ID No.: Quarter Section:	Lot 9 Block 15, North Albina R610301340 1N1E15CC 07700 2429
Neighborhood: Business District: District Coalition:	Humboldt, contact Paul Anthony at 503-367-9679. North Portland Business Assoc, contact Steve Weir at 503-283-3883. Northeast Coalition of Neighborhoods, contact Joseph Santos-Lyons at 503-823-3151.
Plan District: Zoning: Case Type: Procedure:	None R1, Multi-dwelling Residential, maximum one housing unit per 1,000 square feet of site area Adjustment, AD Type II, an administrative decision with appeal to the Adjustment Committee.

Proposal: The applicant is requesting an adjustment to waive the on-site parking requirement for proposed Parcels 2 and 3 (see attached site plan, Exhibit C). This requirement is found in the Portland Zoning Code, Section 33.266.110(B), and requires a minimum of one space per dwelling unit.

This site received preliminary land division approval (Case File LU 07-119274 LDP). The proposed land division (consisting of three parcels, one with an existing house and two vacant) is not yet finalized. The applicant must first submit and receive approval of a final plat application. Two attached houses (each house on its own lot, attached by a common wall) are proposed for Parcels 2 and 3. The applicant would like to design the attached houses without on-site parking. Note that the Zoning Code allows an exception to the parking requirement for sites within 500 feet or less from bus or light-rail lines with high peak hour service. The site is 512 feet from Bus Line 4 on N. Albina, and 520 feet from Bus Line 72 on N. Killingsworth.

Relevant Approval Criteria:

In order to be approved, this proposal must comply with the approval criteria of 33.805.040 A.-F., Adjustments.

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. This application was submitted on February 12, 2008 and determined to be complete on February 19, 2008.

ANALYSIS

Site and Vicinity: The site is located at the corner of two local service streets, N. Jessup Street and N. Michigan Avenue, and it is within the Killingsworth Pedestrian District. Adjacent and nearby streets are improved to city standards, including curbs, landscape strips, and sidewalks.

The existing two-story house on the site faces N. Jessup. There are four existing street trees adjacent to the site; most notably an evergreen tree on N. Michigan, approximately 35 feet tall.

Residential development is a mix of single-dwellings and apartments. To the east is the Plaza Townhomes, 68 two-story apartments with on-site parking. To the south, west and north are mostly one- and two-story homes on 5,000 square-foot lots, with landscaped yards. Street trees are prevalent. A survey of these sites shows most development has existing on-site parking. The character of the neighborhood is also influenced by the presence of Interstate 5 (located one block to the west, with a sound wall along N. Missouri) and Portland Community College (south and east of the site). A student parking area and fire station training facility are located just southeast of the site, part of the PCC campus. Commercial development is located along N. Killingsworth, two blocks south of the site.

Zoning: The site is zoned Medium Density Multi-Dwelling Residential, R1. The maximum density of the R1 zone is one housing unit per 1,000 square feet of site area. This R1 zoned area is applied to the site's entire block, and to the blocks north and south of the site. Commercial Storefront (CS) zoning is located two blocks to the south, along N. Killingsworth Street. The PCC campus is zoned R1 and IR (Institutional Residential zone).

Land Use History: On January 8, 2008, preliminary approval was granted for a three-parcel land division (07-119274 LDP).

Summary of Applicant's Statement: The applicant states that the adjustment is supportable for the following reasons: the site is very close to two bus lines, an existing mature cedar tree can be preserved if a driveway is not necessary; and existing on-street parking would be eliminated if driveways were required. The applicant also states that the design of the proposed attached houses will fit with the old Portland style of established housing in the neighborhood. In addition, the design does not include a garage, similar to many of the existing older homes.

Agency Review: A "Notice of Proposal in Your Neighborhood" was mailed **February 21, 2008**. The following Bureaus have responded with no issues or concerns:

- Life Safety Plans Examiner of BDS
- Site Development Section of BDS has no concerns about the requested adjustment, but notes that prior to final plat approval for the proposed land division, 07-119274-LDP, a supplemental plan is required that shows the proposed location of drywells for Parcels 2 and 3. This plan must confirm that setback requirements can be met (five feet from property lines, 10 feet from structures). Shared easements and maintenance agreements will be required if a shared drywell is proposed.

The Bureau of Transportation Engineering responded with the following comment: Waiving both parking spaces is difficult to support. Conditions in the area marginally oppose the waiving of both spaces. The applicant has not provided information that shows providing parking on the site is infeasible, or that the peak parking demand is low enough to support this request. A condition of waiving only the space for Parcel 3 and requiring a space for Parcel 2 is more supportive of the purpose of the regulation. This would result in "no net loss of parking." However Transportation also acknowledges that there may be other considerations related to livability and character that could find the requested adjustment more supported on balance. Exhibit E-1 contains additional details.

The Bureau of Parks-Forestry Division responded with the following comment: There is one large Western Red cedar tree "*Thuja plicata*" located in the City right-of-way on N. Michigan Ave adjacent to proposed parcel # 3. If off street parking requirements are waived the tree will have a greater chance of surviving construction.

Portland Parks and Recreation encourages waiving the off street parking requirement. Exhibit E-3 contains additional details.

Neighborhood Review: A Notice of Proposal in Your Neighborhood was mailed on February 21, 2008. One written response was received. The response indicates support for the applicant's request, and suggests mitigation that requires preservation of both the on-street parking and an existing cedar tree, located within the N. Michigan Avenue right-of-way. (Exhibit F). <u>Staff response</u>: The applicant states that it is his intent to preserve the tree and if driveways are not required for Parcels 2 and 3, staff expects that the tree can be preserved. Tree protection measures will be required during site construction on Parcels 2 and 3. If circumstances change, however, the applicant is required to first obtain a permit from the Urban Forestry Division before removing the tree. The Urban Forestry Division may approve removal of the tree if it poses a public safety risk due to disease or poor condition. Regarding on-street parking, the Transportation Bureau has authority over on-street parking. Because N. Michigan is a local service street, and the paved width is to City standards, there is no indication that the Transportation Bureau would remove any of the existing on-street parking at this site.

ZONING CODE APPROVAL CRITERIA

33.805.010 Purpose (Adjustments)

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

33.805.040 Approval Criteria

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

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

The purpose of the required parking spaces standard is to provide enough on-site parking to accommodate the majority of traffic generated by the range of uses which might locate at the site over time. Sites that are located in close proximity to transit, have good street connectivity and good pedestrian facilities may need little or no off-street parking.

Traffic Generated by the Range of Uses

The site is zoned R1, up to five housing units are allowed. At this time, the applicant is proposing 3 units: the existing house plus two new attached houses. Only residential uses are expected at this site over time.

Transit Proximity

The site is two blocks north of the N. Killingsworth Street commercial district and two blocks west of N Albina Avenue. Both streets accommodate frequent service bus lines. The N. Interstate light rail line is located 5 blocks west of the site.

The N. Killingsworth commercial district has a strong pedestrian orientation and is a destination for people arriving by multiple modes of travel. Its attributes include frequent transit service and high levels of service and accommodations for pedestrians and bicyclists. The Portland Community College Cascade Campus is a major destination located near the site, along N Killingsworth.

The zoning code does not require parking for sites that are within 500 feet of a street that has high levels of transit service, i.e. buses or light rail trains arriving no more than every 20 minutes apart during the morning and afternoon peak hours. The subject site falls just outside this 500-foot area: The #72 bus line (N. Killingsworth) is 512 feet from the site, and the #4 bus line (N. Albina) is 520 feet from the site. Nevertheless, residents of the site will have good access to these two frequent service bus lines.(service provided not more than every 15 minutes most times of the day). In these areas of frequent service, residents have many transportation options and are therefore likely to be less dependent on their cars for daily trips. In addition, residents of this site will have many services within easy walking distance and are generally not any less likely to take the bus over their neighbors located within 500 feet from a bus line. Families living in such areas often choose to have less vehicles because there are many transportation options, and likewise, residents of these areas often choose to live there because of the ease of walking, biking, and transit access.

It's also worthwhile to note that the Interstate light rail line is located five blocks east and two blocks south of the site. This distance is about 1,800 feet, or 1/3 mile, perhaps a 7- to 9-minute walk.

Street Connectivity and Pedestrian Facilities

Streets in the area are improved to city standards, including sidewalks and landscape strips on both sides of the street. The existing street system provides good connections and circulation, as block sizes are small, most measure 200 feet by 250 feet, and 200 feet by 450 feet. However, circulation to the west is somewhat constrained due to Interstate 5. Overpasses are located along N Killingsworth (2 blocks south of the site) and N Ainsworth (two blocks north of the site), a separation of 5 blocks. Because the site is located between these overpasses, circulation is not significantly affected for the site.

Portland Transportation Comments

In consideration of impacts to the transportation system only, Transportation staff supports waiving the parking requirement for Parcel 2 only. However, Transportation staff has no objection to waiving both spaces if it is determined that neighborhood character and livability can be maintained or improved by waiving both spaces. These issues are discussed in Criterion B below. Critical issues for Transportation staff include:

- 1. The R1 zoning means that future housing density is likely to be much higher than current density. This type of zoning typically results in higher on-street parking demand.
- 2. The existing house already puts parking demand on the street, although it has two street frontages to support the parking demand.
- 3. In current review of off-peak parking conditions on the street (from Google Maps Street View), this block is over 60% parked (12 vehicles). The applicant provided additional information at expected peak parking times. It appears that the peak parking demand is slightly higher (possibly 2 additional vehicles parked in front of the adjacent property to the north, as well as additional vehicles across the street).
- 4. The properties across the street in both directions are exempt from parking requirements, so there is potential for a higher on-street parking demand in the future.
- 5. One of the benefits to the public transportation system is allowing "courtesy queuing" or space for a vehicle to pull over if another vehicle is approaching. If no curb cuts are provided, then there will be no courtesy-queuing opportunities for almost this entire block. During times when the street is parked up with vehicles, there will not be adequate opportunities for opposing vehicles to pass. This also may create issues for Fire response times into this area.

While these potential constraints on the transportation system are worth noting, the level of their impact is low or balanced with other factors that support waiving both on-site spaces. These factors are addressed above, and directly address the purpose of the regulation.

It is relevant to note that the recommendation of Transportation staff to require one on-site space and the request to waive both spaces have the same effect on the parking supply. Both situations will result in a "no net loss" of parking. In other words, because a driveway is required for an on-site space, one space is removed from on-street parking supply and one space is added to on-site parking supply, resulting in neither a loss or gain of parking. Waiving both on-site spaces also results in a "no net loss" because no spaces are added and no spaces are removed for a driveway. The only circumstance where parking spaces are added is if on-site parking is required for both lots. Under this scenario, however, only one space is gained, since an on-street parking space must be removed for the driveway. This scenario also necessitates removal of a mature cedar tree in the landscape strip, and is discussed under Criterion B below.

In conclusion, the request to waive the on-site parking requirement meets the purpose of the regulation because the site is zoned residential, and only residential uses are expected in the future. In addition, because it is in close proximity to frequent and multiple transit services, has good street connectivity and good pedestrian facilities, off-street parking is not needed. Therefore, the request to waive the required parking for both parcels is consistent with the purpose of the regulation. Thus, this criterion is met.

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

Findings: The questions posed by this criterion can be framed as follows: Does the elimination of parking detract from the livability or appearance of the residential area? Or, will a two-car garage located as close as 5 feet from the front property line detract from the livability or appearance of the residential area?

An examination of existing garages on the site's block and the blocks north and south of the site, reveal that they are most often located at the rear of the lot, not at the front. However, many houses do not have garages, and on-site parking is on driveways within side yards. To accommodate two on-site spaces on Parcels 2 and 3, an 18-foot wide driveway is required, and the garage wall can be either 5 feet or 18 feet from the front property line. Either option would break from the established pattern of the neighborhood, as a wide driveway would result with garages as part of the façade and located within street view. More important to the neighborhood livability and appearance is the prevalence of landscaping and street trees. Located within the N. Michigan landscape strip is a mature cedar tree, perhaps 35 feet in height. This tree contributes to livability and appearance because of its large size, and the fact that it is evergreen, an asset throughout the year.

An adjacent neighbor wrote to give support to waive the parking requirement if the existing mature cedar tree would be preserved. The applicant intends to retain the tree. Nevertheless, if circumstances change, approval from the City Forester is required prior to its removal since it is within the public right-of-way. The City Forester has visited the site and recommends waiving the parking requirement to preserve the tree. In addition, tree protection measures must be installed during site construction.

An additional question should be answered: Will the elimination of parking create a high demand for on-street parking, thereby reducing the neighborhood livability and appearance? On-street parking in this area is important to consider, especially due to the proximity of Portland Community College. The applicant's photos show adjacent streets parked at about 60 percent of their capacity during a weekend morning and weekday evening. The photos show relatively little use of on-street parking south of the site on the N. Michigan block faces during a weekday evening. If parking is waived for Parcels 2 and 3, on-street parking demand will increase slightly. However, this increase will not result in the area being overparked nor will it result in a loss of neighborhood livability or appearance.

For the above reasons, the adjustment to waive the parking does not detract from either livability or appearance of the residential area. Therefore, this criterion is met.

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

Findings: The applicant has proposed an adjustment to one standard for two parcels. This could be viewed as a request for either one or two adjustments, so this criterion will be deemed applicable. The purpose of the multi-dwelling zones is to preserve land for housing and to provide housing opportunities for individual households. The proposal is to utilize this corner lot for two additional attached dwellings, as allowed in all multi-dwelling zones. The opportunity for two new units for household living is being created. Therefore, the proposal supports the purpose of the multi-dwelling zones, thus satisfying this criterion.

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

Findings: City designated resources are shown on the zoning map by the 's' overlay; historic resources are shown by a large dot and by historic and conservation districts. No identified scenic or historic resources are present on the site. Therefore, this criterion does not apply.

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

Findings: Impacts resulting from waiving the parking requirement for Parcels 2 and 3 have not been identified, and none are expected. This criterion is met.

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

Findings: The site is not within an environmental zone, which is designated on the zoning map by either a "c" or "p" overlay. Therefore, this criterion does not apply.

DEVELOPMENT STANDARDS

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

CONCLUSIONS

The applicant requests that the on-site parking requirement be waived for Parcels 2 and 3, and plans to construct two attached houses on these parcels. If on-site parking is not required, the resulting development will not include garages near the street, in keeping with the character of surrounding residential development. In addition, a mature cedar tree can be maintained in the N. Michigan Avenue landscape strip if a driveway is not required.

An adjacent neighbor wrote in support of the adjustment, and requested conditions that the cedar tree and on-street parking be retained. While neither of these conditions can be placed on this site as a result of this review (because the tree and street parking are within the public right-of-way and not subject to the zoning code), there is sufficient evidence that both the tree and on-street parking will remain in the future.

Analysis of the site and surrounding area shows that it is well served by two frequent service bus lines, and within walking distance of the Interstate light rail line and a variety of businesses and services along N. Killingsworth Street. The area has good circulation and pedestrian facilities, and additional on-site parking is available during peak use periods. If driveways are not required, existing on-street parking can be preserved.

Because of these factors, the approval criteria for the adjustment are met for both Parcels 2 and 3, and the request should be granted.

ADMINISTRATIVE DECISION

Approval of an adjustment to Zoning Code standard 33.266.110 B, to waive the required parking for proposed Parcels 2 and 3, per the approved site plan, Exhibit C, signed and dated May 5, 2008.

Decision rendered by:

by: ______ on May 7, 2008 By authority of the Director of the Bureau of Development Services

Decision mailed: May 7, 2008

Staff Planner: Marguerite Feuersanger

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 February 12, 2008, and was determined to be complete on February 19, 2008.

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 February 12, 2008.

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 requested that the 120-day review period be extended by 30 days.

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.

Appealing this decision. This decision may be appealed to the Adjustment Committee, which will hold a public hearing. Appeals must be filed **by 4:30 PM on Wednesday, May 21, 2008,** at 1900 SW Fourth Ave. Appeals can be filed on the first floor in the Development Services Center until 3 p.m. After 3 p.m., appeals must be submitted to the receptionist at the front desk on the fifth floor. **An appeal fee of \$250 will be charged**. The appeal fee will be refunded if the appellant prevails. Recognized neighborhood associations are not subject to the appeal fee. Low-income individuals appealing a decision for their personal residence that they own in whole or in part may qualify for an appeal fee waiver. In addition, an appeal fee may be waived for a low income individual if the individual resides within the required notification area for the review, and the individual has resided at that address for at least 60 days. Assistance in filing the appeal and information on fee waivers is available from BDS in the Development Services Center. Fee waivers for low-income individuals must be approved prior to filing the appeal; please allow 3 working days for fee waiver approval. Please see the appeal form for additional information.

The file and all evidence on this case are available for your review by appointment only. Please contact the receptionist at 503-823-7967 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.

Attending the hearing. If this decision is appealed, a hearing will be scheduled, and you will be notified of the date and time of the hearing. The decision of the Adjustment Committee is final; any further appeal must be made to the Oregon Land Use Board of Appeals (LUBA) within 21 days of the date of mailing the decision, pursuant to ORS 197.620 and 197.830. Contact LUBA at 550 Capitol St. NE, Suite 235, Salem, Oregon 97301, or phone 1-503-373-1265 for further information.

Failure to raise an issue by the close of the record at or following the final hearing on this case, in person or by letter, may preclude an appeal to the Land Use Board of Appeals (LUBA) on that issue. Also, if you do not raise an issue with enough specificity to give the Adjustment Committee an opportunity to respond to it, that also may preclude an appeal to LUBA on that issue.

Recording the final decision.

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

• Unless appealed, The final decision may be recorded on or after May 22, 2008 – the day following the last day to appeal. A building or zoning permit will be issued only after the final decision is recorded.

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

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

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

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

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

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

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

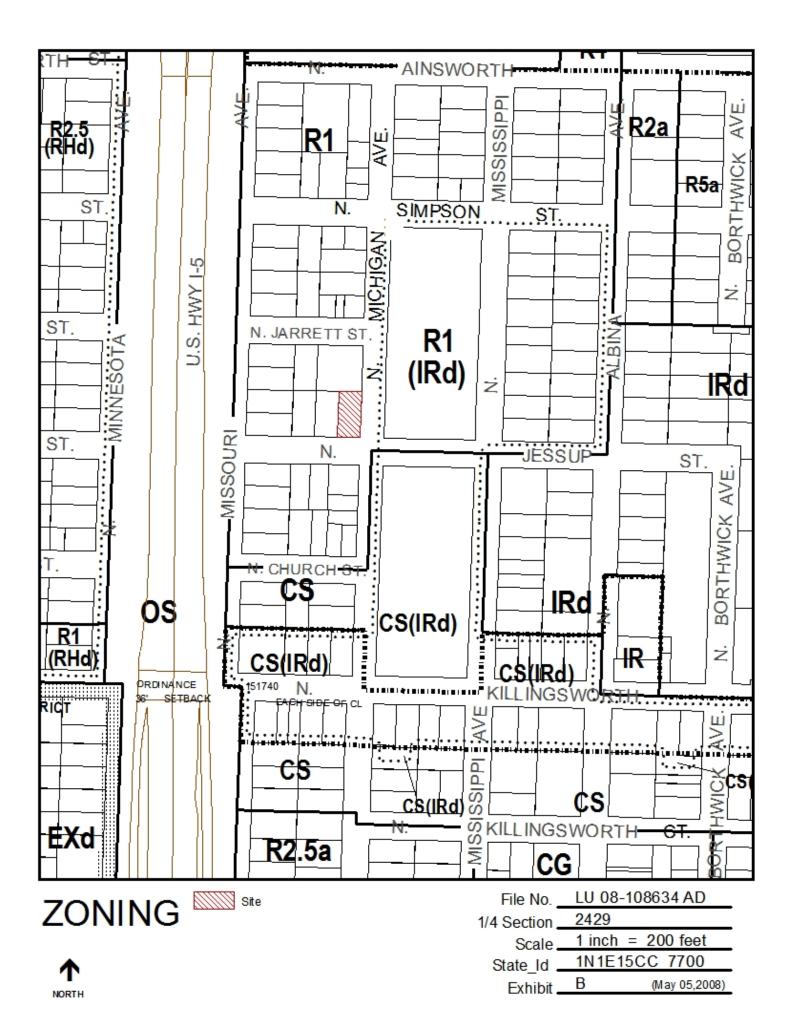
- All conditions imposed herein;
- All applicable development standards, unless specifically exempted as part of this land use review;
- All requirements of the building code; and
- All provisions of the Municipal Code of the City of Portland, and all other applicable ordinances, provisions and regulations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

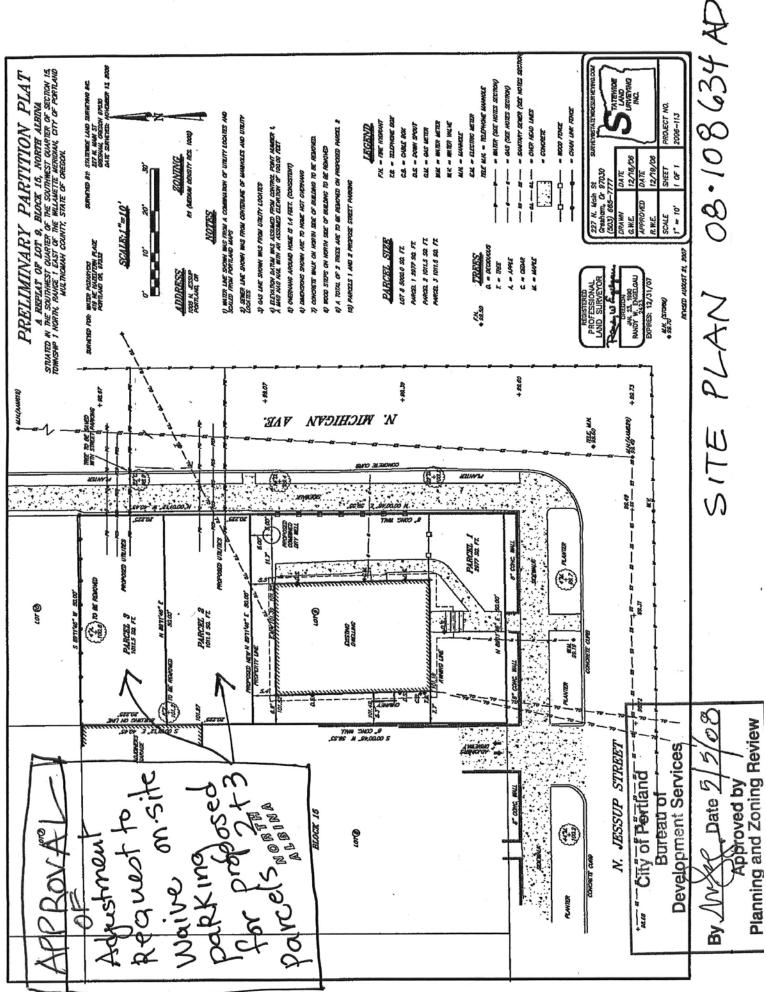
EXHIBITS

NOT ATTACHED UNLESS INDICATED

- A. Applicant's Statement
- B. Zoning Map (attached)
- C. Site Plan (attached)
- D. Notification information:
 - 1. Mailing list
- 2. Mailed notice
- E. Agency Responses:
 - 1. Bureau of Transportation Engineering and Development Review
 - 2. Site Development Review Section of BDS
 - 3. Bureau of Parks, Forestry Division
 - 4. Life Safety Plans Examiner, BDS
- F. Letter from Michael J. Leighton, March 6, 2008, in support of adjustment request
- G. Other:
 - 1. Original LU Application
 - 2. Site History Research

The Bureau of Development Services is committed to providing equal access to information and hearings. If you need special accommodations, please call 503-823-0625 (TTY 503-823-6868).





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