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FROM CONCEPT TO CONSTRUCTION

**Date:** August 20, 2015

To: Interested Person

From: Sean Williams, Land Use Services 503-823-7612 / Sean.Williams@portlandoregon.gov

### NOTICE OF A TYPE IIx 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, including the written response to the approval criteria and to public comments received on this application, are included in the version located on the BDS website

<u>http://www.portlandonline.com/bds/index.cfm?c=46429</u>. 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 15-123933 LDS AD

#### **GENERAL INFORMATION**

Applicant:	Stacey Goldstein / Goldstein Planning, LLC 6310 SW Wilbard St / Portland OR 97219
Owner:	Steven G Gordon 1209 SE 60 <sup>th</sup> Ave / Portland OR 97215-2806
Site Address:	1209 SE 60 <sup>th</sup> Avenue
Legal Description: Tax Account No.: State ID No.: Quarter Section: Neighborhood: Business District: District Coalition: Plan District: Zoning: Case Type: Procedure:	TL 4500 0.48 ACRES, SECTION 06 1S 2E R992061070 1S2E06AD 04500 3136 Mt. Tabor, contact Stephanie Stewart at 503-230-9364. None Southeast Uplift, contact Bob Kellett at 503-232-0010. None Residential 5,000 (R5) Land Division Subdivision (LDS) w/ Adjustments (AD) Type IIx, an administrative decision with appeal to the Hearings Officer.

#### **Proposal:**

The applicant is requesting to partition the subject property into 2 lots and 2 open space tracts. Proposed Lot 1 is approximately 9,492 square feet in size and will retain the existing single family residence. Proposed Lot 2 is a flag lot of approximately 8,262 square feet in size that will be made available for a new house.

The open space tracts are 1,278 and 2,086 square feet, respectively, and will be associated with Lot 1. A concurrent adjustment review is requested to the flag lot development standards (33.110.240.F) associated with Lot 2. An additional adjustment review is requested to the maximum area of Lot 1 from 8,500 to 9,492 square feet. A modification to better meet tree

preservation requirements (33.630.400.B) is also proposed to reduce the minimum density from 3 to 2 lots.

This subdivision proposal is reviewed through a Type IIx procedure because: (1) the site is in a residential zone; (2) 10 or fewer lots are proposed; and (3) a concurrent review (Adjustment,) is required (see 33.660.110).

For purposes of State Law, this land division is considered a subdivision. To subdivide land is to divide an area or tract of land into four or more lots within a calendar year, according to ORS 92.010. ORS 92.010 defines "lot" as a single unit of land created by a subdivision of land. The applicant's proposal is to create 4 units of land (2 lots and 2 tracts). Therefore this land division is considered a subdivision.

**Relevant Approval Criteria:** In order to be approved, this proposal must comply with the approval criteria of *Title 33*. The relevant criteria are found in **Section 33.660.120**, **Approval Criteria for Land Divisions in Open Space and Residential Zones**.

#### FACTS

**Site and Vicinity:** The site is located on the west side of SE 60<sup>th</sup> Avenue between SE Taylor and SE Madison Street. Existing improvements consist of a single family home and attached garage that will be retained within Parcel 1. The surrounding vicinity is primarily developed with single family homes with an R5 zoning designation. Mt. Tabor Park is located approximately 400 feet south of the site.

#### Infrastructure:

• **Streets** – The site has approximately 106 feet of frontage on SE 60<sup>th</sup> Avenue. There is one driveway entering the site from SE Salmon Street that serves the existing house. At this location, SE 60<sup>th</sup> Avenue is classified as a Neighborhood Collector, Transit Access Street, City Walkway and Local Service street for all other modes in the Transportation System Plan (TSP). SE Salmon is classified as a Local Service street for all modes, except it is also a City Bikeway. Tri-Met provides transit service on SE 60<sup>th</sup> Avenue via Bus #71.

At this location, SE 60<sup>th</sup> Avenue is improved with a 26 foot paved roadway surface and pedestrian corridor that consists of a 4 foot planter strip, 6 foot sidewalk, and 2 foot setback to private property (4-6-2) within a 50 foot wide right-of-way. SE Salmon Street is improved with 19 feet of paving and an approximate 3 foot wide curb tight sidewalk. At this location, SE Salmon Street is located on private property within an easement and is not maintained by the City. Additionally, bollards are in place at the intersection of SE 60<sup>th</sup> Avenue and SE Salmon Street only allowing pedestrian and bicycle access.

- **Water Service** There is an existing 4-inch CI water main in SE 60<sup>th</sup> Avenue and a 6-inch DI water main in SE Salmon Street. The existing house is served by a 1-inch metered service from the main in SE 60<sup>th</sup> Avenue.
- **Sanitary Service** There is an existing 10-inch VSP public combination sewer main in SE 60<sup>th</sup> Avenue and a 6-inch VSP private sanitary sewer main in SE Salmon Street, which is considered a party sewer. The existing house is connected to the party sewer in SE Salmon Street.

**Zoning:** The R5 designation is one of the City's single-dwelling zones which is intended to preserve land for housing and to promote housing opportunities for individual households. The zone implements the comprehensive plan policies and designations for single-dwelling housing.

Land Use History: City records indicate there are no prior land use reviews for this site.

**Agency Review:** Several Bureaus have responded to this proposal and relevant comments are addressed under the applicable approval criteria. Exhibits "E" contain the complete responses.

**Neighborhood Review:** A Notice of Proposal in Your Neighborhood was mailed on **May 26**, **2015**. One written response was received from the Mt. Tabor Neighborhood Association in response to the proposal (Exhibit F.1). The neighborhood association expressed concerns regarding the building coverage of future development on the flag lot (Lot 2) and indicated opposition to the requested adjustments to flag lot development standards.

As addressed in the administrative decision approval line of this staff report, Lot 2 is identified as a flag lot. Therefore, all applicable flag lot development standards will apply to future development on this lot. These requirements are also identified in the development standards section of this report.

The applicant originally requested adjustments to eliminate the landscape buffer area requirement around the perimeter of the flag lot and a reduction in flag lot setbacks. In response to the neighborhood concerns, the applicant requested to withdraw the request to eliminate the landscape buffer requirement adjacent to the western and southern lot lines, per Exhibit A.2. An adjustment to the landscape buffer area adjacent to the northern property line is still required as there is no other alternative due to the existing SE Salmon Street improvements.

The applicant also requested to withdraw the requested flag lot setback adjustments adjacent to the western and southern lot lines. A setback adjustment is still requested from the eastern lot line from 10 to 5 feet with a 1 foot eave. As addressed in the findings associated with adjustments, below, it was determined that this adjustment is acceptable as it applies to the property line internal to the land division site so no abutting residences will be impacted.

#### ZONING CODE APPROVAL CRITERIA

#### APPROVAL CRITERIA FOR LAND DIVISIONS IN OPEN SPACE AND RESIDENTIAL ZONES

## 33.660.120 The Preliminary Plan for a land division will be approved if the review body finds that the applicant has shown that all of the following approval criteria have been met.

Due to the specific location of this site, and the nature of the proposal, some of the criteria are not applicable. <u>The following table summarizes the criteria that are not applicable</u>. Applicable criteria are addressed below the table.

Criterion	Code Chapter/Section and Topic	Findings: Not applicable because:
С	33.631 - Flood Hazard Area	The site is not within the flood hazard area.
D	33.632 - Potential Landslide Hazard Area	The site is not within the potential landslide hazard area.
E	33.633 - Phased Land Division or Staged Final Plat	A phased land division or staged final plat has not been proposed.
F	33.634 - Recreation Area	The proposed density is less than 40 units.
I	33.639 - Solar Access	Maintaining existing development on the site limits new parcel configuration (33.610.200 supercedes 33.639).
J	33.640 - Streams, Springs, and Seeps	No streams, springs, or seeps are evident on the site outside of environmental zones.

L	33.654.110.B.2 - Dead end streets	No dead end streets are proposed.
	33.654.110.B.3 -	The site is not located within an I zone.
	Pedestrian connections in the I zones	
	33.654.110.B.4 - Alleys in all zones	No alleys are proposed or required.
	33.654.120.C.3.c - Turnarounds	No turnarounds are proposed or required.
	33.654.120.D - Common Greens	No common greens are proposed or required.
	33.654.120.E - Pedestrian Connections	There are no pedestrian connections proposed or required.
	33.654.120.F - Alleys	No alleys are proposed or required.
	33.654.120.G - Shared Courts	No shared courts are proposed or required.
	33.654.130.B - Existing public dead-end streets and pedestrian connections	No public dead-end streets or pedestrian connections exist that must be extended onto the site.
	33.654.130.C - Future extension of dead-end streets and pedestrian connections	No dead-end street or pedestrian connections are proposed or required.
	33.654.130.D - Partial rights-of-way	No partial public streets are proposed or required.

#### **Applicable Approval Criteria are:**

## A. Lots. The standards and approval criteria of Chapters 33.605 through 33.612 must be met.

**Findings:** Chapter 33.610 contains the density and lot dimension requirements applicable in the RF through R5 zones. The applicant is proposing one standard lot that will retain the existing house (Parcel 1) and one flag lot (Parcel 2). The minimum and maximum density for the site is as follows:

Minimum =  $(21,118 \text{ square feet } * .80) \div 5,000 \text{ square feet } = 3.37$  (which rounds down to a minimum of 3 parcels, per 33.930.020.A)

Maximum =  $21,118 \div 5,000$  square feet = 4.22 (which rounds down to a maximum of 4 lots, per 33.930.020.B)

The applicant is proposing to create two parcels, which is one less than the required minimum of 3. As addressed later in this report, a modification that will better meet tree preservation requirements (33.630.400.B.2) has been requested to reduce the minimum density by one parcel.

The required and proposed lot dimensions are shown in the following table:

	Min. Lot Area (square feet)	Max. Lot Area (square feet)	Min. Lot Width* (feet)	Min. Depth (feet)	Min. Front Lot Line (feet)	Min. Flag Lot Width** (feet)	Min. Flag Lot Depth** (feet)
R5 Zone	3,000	8,500	36	50	30	40	40
Lot 1	9,49	92***	91	122.16	50.8	N/A	N/A
Lot 2 (flag lot)	6,1	62**	N/A	N/A	N/A	105.94	58

\* Width is measured by placing a rectangle along the minimum front building setback line specified for the zone. The rectangle must have a minimum depth of 40 feet, or extend to the rear of the property line, whichever is less.

\*\* For flag lots: (1) width and depth are measured at the midpoint of the opposite lot lines in the "flag" portion of the lot; and (2) lot area calculations do not include the pole portion of the lot. \*\*\* An Adjustment to maximum lot area is addressed later in this report.

#### Flag Lots

#### When allowed

In this case the applicant is proposing 2 lots, only one of which is a flag lot. The existing dwelling unit and attached garage have been on the property for at least 5-years and are located so that it precludes a land division that meets minimum lot width standards. Minimum density standards will be met, subject to a modification that will better meet tree preservation requirements, addressed later in this report. Therefore the thresholds for when a flag lot is allowed to be created have been met.

#### Dimensions

The proposed flag lot meets applicable Zoning Code standards found in 33.610.400 because it has a "pole" at least 12 feet wide that connects to a street, and as shown above, meets the minimum lot area, width and depth standards.

#### **Vehicle Access**

Where it is practical, vehicle access must be shared between the flag lot and the lots between the flag portion of the lot and the street. Factors that may be considered include the location of existing garages, driveways, and curb cuts, stormwater management needs, and tree preservation. Access easements may be used. This situation is somewhat unusual in that the improved but un-platted SE Salmon Street will be located over the pole portion of the flag lot. This street currently provides access to eight homes, including the existing house on this site, via an easement (Book 1837, Page 478), which allows for normal ingress and egress for the private residences now in existence or to be built adjacent to this roadway. The proposed flag lot will be accessed via SE Salmon Street.

Lot 2 has met the thresholds for when a flag lot is allowed. Therefore, Lot 2 is allowed. The findings above show that the applicable density and lot dimension standards are met. Subject to approval of an Adjustment to the maximum area of Parcel 1 and a modification to minimum density, this criterion is met.

## B. Trees. The standards and approval criteria of Chapter 33.630, Tree Preservation, must be met.

**Findings:** The regulations of Chapter 33.630 require that trees be considered early in the design process with the goal of preserving high value trees and, when necessary, mitigating for the loss of trees.

To satisfy these requirements, the applicant must provide a tree plan that demonstrates, to the greatest extent practicable, the trees to be preserved provide the greatest environmental and aesthetic benefits for the site and the surrounding area. The tree plan must also show that trees are suitable for preservation, considering the health and condition of the tree and development impacts anticipated. Tree preservation must be maximized, to the extent practicable, while allowing for reasonable development considering the intensity of development allowed in the zone and site constraints, including existing utility easements and requirements for services and streets. If the site is in an overlay zone that has additional environmental resource protection requirements, the tree plan must demonstrate that the benefits from trees are maximized for the site as a whole.

Trees that are healthy, native and non-nuisance species, 20 or more inches in diameter and in tree groves are the highest priority for preservation. Additional considerations include trees

that are slower growing native species, buffering natural resources, preventing erosion and slope destabilization and limiting impacts on adjacent sites.

Some trees are exempt from the requirements of this chapter, if they are unhealthy, a nuisance species, within 10 feet of a building to remain on the site, within an existing right-of-way, or within an environmental zone.

In order to identify which trees are subject to these requirements, the applicant provided a tree survey (Exhibit C.2) that shows the location of trees on and adjacent to the site. The applicant also provided an arborist report (Exhibit A.3) that identifies each tree, its condition and suitability for preservation or its exempt status, and specifies a root protection zone and tree protection measures for each tree to be preserved.

Based on this information, 13 trees, which provide a total of 146 inches of tree diameter, are subject to the preservation requirements of this chapter. All the trees are less than 20 inches in diameter and the applicant proposes to retain 12 trees (#1-7, 9-11), which is equivalent to 131 inches of tree diameter or 89 percent of the total tree diameter, so the proposal complies with Option 4. The trees proposed for preservation, of which none are 20 or more inches in diameter, are in good condition. The proposed root protection zones for the trees to be retained will allow for the type of development anticipated in the R5 zone and will not conflict with any existing utility easements, proposed services or site grading.

In order to ensure that future owners of the lots are aware of the tree preservation requirements, the applicant must record an Acknowledgement of Tree Preservation Land Use Conditions at the time of final plat.

As previously noted, the applicant has requested a modification to minimum density from 3 to 2 lots in order to better meet tree preservation requirements (33.630.400.B). Minimum density may be reduced by 20 percent or one lot, whichever is more (up to a maximum reduction of 4 lots). The review body will approve the reduction in minimum density if the following are met:

- (1) The reduction in minimum density will result in improved tree preservation, considering the tree preservation priorities for the site; and
- (2) The lot or lots where trees are proposed to be preserved are not large enough to be further divided under the current zoning. Trees proposed for preservation may be placed in a tree preservation tract to reduce lot sizes and provide better protection for the trees to be preserved.

The reduction in density will help to minimize development impacts due to a reduction in site disturbances such as an additional house and associated improvements. The reduction in density allows the applicant to maximize tree preservation on the site to better meet tree preservation standards and approval criteria. Neither lots 1 or 2 are large enough to be further divided under the zoning code. Some of the trees proposed for preservation will be located within open space tracts, which allow for a reduction in the area of Lot 1 and may provide better protection for these trees. Based on the preceding, a reduction in minimum density by 1 lot may be allowed.

This criterion is met, subject to the condition that development on Lots 1 and 2 be carried out in conformance with the approved Site Plans (Exhibits C.1-5) and the applicant's arborist report (Exhibit A.3) and an Acknowledgement of Tree Preservation Land Use Conditions is recorded with the final plat.

## G. Clearing, Grading and Land Suitability. The approval criteria of Chapter 33.635, Clearing, Grading and Land Suitability must be met.

**Findings:** 

**Clearing and Grading** 

The regulations of Chapter 33.635 ensure that the proposed clearing and grading is reasonable given the infrastructure needs, site conditions, tree preservation requirements, and limit the impacts of erosion and sedimentation to help protect water quality and aquatic habitat.

In this case, the site is primarily flat and is not located within the Potential Landslide Hazard Area. Therefore, no significant clearing or grading will be required on the site to make the new lots developable. In addition, there are no trees required to be preserved in the areas where new development on the site is anticipated. This criterion is met.

#### Land Suitability

The site is currently in residential use, and there is no record of any other use in the past. Although the site is currently connected to the public sanitary sewer, it is not known if a cesspool still exists on the property. The City has no record that this facility was ever decommissioned. Prior to final plat, the applicant must submit a signed Disclaimer for Existing On-site Sewage Disposal System form. Subject to this condition, the new lots can be considered suitable for development, and this criterion is met.

## H. Tracts and easements. The standards of Chapter 33.636, Tracts and Easements must be met;

**Findings:** The proposal includes two Open Space tracts. The tracts may be owned by the owners of the proposed parcels or any other individual or group of people, a Homeowners Association, a public or private non-profit organization or the City or other jurisdiction. In this case, the applicant has proposed that the Open Space tracts be owned by the owner of Lot 1.

As stated in Section 33.636.100 of the Zoning Code, maintenance agreements will be required describing maintenance responsibilities for the tracts described above and facilities within those areas. This criterion can be met with the condition that maintenance agreements are prepared and recorded with the final plat. In addition, the plat must reference the recorded maintenance agreements with a recording block for each agreement, substantially similar to the following example:

"A Declaration of Maintenance agreement for Private Open Space Tract has been recorded as document no. \_\_\_\_\_\_, Multnomah County Deed Records."

With the conditions of approval discussed above, this criterion is met.

## K. Transportation impacts. The approval criteria of Chapter 33.641, Transportation Impacts, must be met; and,

**Findings:** The transportation system must be capable of safely supporting the proposed development in addition to the existing uses in the area. The Development Review Section of the Portland Bureau of Transportation has reviewed the application for its potential impacts regarding the public right-of-way, traffic impacts and conformance with adopted policies, street designations, and for potential impacts upon transportation services. PBOT's Analysis (Exhibit E.2) is quoted, in part, as follows:

The minimal expected added vehicle trips (1 AM peak hour trip/1 PM peak hour trip/10 total new daily trips) will not adversely impact the operations of area intersections. On-street parking will not be adversely impacted given the on-site parking opportunities that will be provided on the new lot. The proposed lot split will not have any effect to transit service or any other mode of travel. The transportation system is capable of safely supporting the proposed development in addition to existing uses in the area.

PBOT has reviewed and concurs with the information supplied and available evidence. No mitigation is necessary for the transportation system to be capable of safely supporting the proposed development in addition to the existing uses in the area. These criteria are met.

## L. Services and utilities. The regulations and criteria of Chapters 33.651 through 33.654, which address services and utilities, must be met.

**Findings:** Chapters 33.651 through 33.654 address water service standards, sanitary sewer disposal standards, stormwater management, utilities and rights of way. The criteria and standards are met as shown in the following table:

#### 33.651 Water Service standard – See Exhibit E.3 for detailed bureau comments.

The Water Bureau has indicated that service is available to the site from the 4-inch CI water main in SE 60<sup>th</sup> Avenue and a 6-inch DI water main in SE Salmon Street, as noted on page 2 of this report. Service for the existing house on Lot 1 may continue to be provided from the main in SE 60<sup>th</sup> Avenue. Service for future development associated with Lot 2 may be provided from the main in SE Salmon Street. The water service standards of 33.651 have been verified. This criterion is met.

#### **33.652 Sanitary Sewer Disposal Service standards** – See Exhibit E.1 for detailed comments.

The Bureau of Environmental Services has indicated that the existing house is connected to the party sewer in SE Salmon Street via a service lateral that crosses the adjacent property to the west (5824 SE Salmon Street) through a 25-foot sewer easement. The applicant has proposed to disconnect the existing sewer service and construct a new lateral to the 10-inch VSP public combination sewer main in SE 60<sup>th</sup> Avenue. Therefore, prior to final plat approval, the applicant must receive final inspection approval of plumbing permits to cap the existing connection to the party sewer and provide an acceptable sewer connection for the existing residence to the satisfaction of BES. Service for Lot 2 will be provided from the combination sewer main in SE 60<sup>th</sup> Avenue via the flag pole. BES has conceptually approved the applicants proposed method of sanitary sewer service. Subject to the condition noted above, this criterion is met.

#### 33.653.020 & .030 Stormwater Management criteria and standards – See Exhibits E.1

No stormwater tract is proposed or required. Therefore, criterion A is not applicable. The applicant submitted a Preliminary Storm Drainage Report with infiltration testing (Exhibit A.4) to address this criterion and has proposed the following stormwater management methods:

- Lot 1 (the lot with the existing house): The Bureau of Environmental Services has not identified any issues with the stormwater management method associated with the existing house. No changes to the system are necessary.
- Lot 2: The applicants Preliminary Storm Drainage Report with infiltration testing indicate native infiltration rates of approximately 5-inches per hour at a depth of 6 feet and 4-inches per hour at a depth of 4.5 feet. Stormwater from this lot will be directed to an individual infiltration planter that will treat the water and slowly infiltrate it into the ground. The applicant has also proposed an overflow pipe from the infiltration planter to the curb line in SE Salmon Street, which BES has noted as not typically allowed and will be further evaluated at the time of building permit. This lot has sufficient area for a stormwater facility that can be adequately sized and located to meet setback standards, and accommodate water from a reasonably-sized home. BES has indicated conceptual approval of the infiltration planter.

#### 33.654.110.B.1 Through streets and pedestrian connections

Generally, through streets should be provided no more than 530 feet apart and at least 200 feet apart. The Portland Bureau of Transportation has provided the following evaluation of connectivity for this proposal (Exhibit E.2):

No street connections have been identified in the vicinity of this

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property in the Portland Master Street Plan document. The location of the subject site within its block is not a desirable location to provide a new pubic street or pedestrian connection through the block. It is not feasible without eliminating existing development on abutting lot(s), to provide any additional connectivity. These impacts do not make further connectivity through the subject site or block feasible.

For the reasons described above this criterion is met.

33.654.130.A - Utilities (defined as telephone, cable, natural gas, electric, etc.)

Any easements that may be needed for private utilities that cannot be accommodated within the adjacent right-of-ways can be provided on the final plat. At this time no specific utility easements adjacent to the right-of-way have been identified as being necessary. Therefore, this criterion is met.

#### APPROVAL CRITERIA FOR ADJUSTMENTS

#### 33.805.010 Purpose

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 Adjustment Approval Criteria

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

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

**Findings:** The applicant is requesting an Adjustment to the maximum area of Lot 1 from 8,500 to 9,492 square feet. The purpose of the lot dimension regulations (33.610.200.A) ensure that:

- Each lot has enough room for a reasonably-sized house and garage;
- Lots are of a size and shape that development on each lot can meet the development standards of the zoning code;
- Lots are not so large that they seem to be able to be further divided to exceed the maximum allowed density of the site in the future;
- Each lot has room for at least a small, private outdoor area;
- Lots are compatible with existing lots;
- Lots are wide enough to allow development to orient toward the street;
- Lots don't narrow to an unbuildable width close to the street
- Each lot has adequate access from the street;
- Each lot has access for utilities and services; and
- Lots are not landlocked.

The proposal includes retaining the existing single family dwelling within Lot 1. Due to the location of the house it is not feasible to divide the site and retain the home within a lot that will comply with the maximum area standard of the zone. The configuration of Lot 1 will be such that the existing house can meet applicable development standards. The area of lot 1 is not large enough to yield a density of 2 so as to not be further dividable in the future. There is sufficient room within Lot 1 to accommodate a private outdoor area and the adjacent open space tracts that will be owned by Lot 1 will provide further outdoor opportunities. Proposed Lot 1, while exceeding the maximum allowed area for the zone, is more compatible with larger

lots in the vicinity as demonstrated by the attached zoning map (Exhibit B). Lot 1 is of a sufficient width to allow existing development to continue to be oriented towards SE 60<sup>th</sup> Avenue. Access to the existing attached garage from SE Salmon Street will not be altered as a result of this request. Proposed Lot 1 will not be landlocked and adequate access to utilities and services will be maintained from SE 60<sup>th</sup> Avenue.

Additional Adjustment reviews are requested to flag lot development standards (33.110.240.F) applicable to Lot 2 including a reduction in the east side setback from 10 to 5 feet with a 1 foot eave and elimination of the landscape buffer area along the north flag lot line. The purpose of alternative development options in single dwelling zones is as follows:

The alternative development options allow for variety in development standards while maintaining the overall character of a single-dwelling neighborhood. These options have several public benefits:

- They allow for development that is sensitive to the environment, especially in hilly areas and areas with water features and natural drainageways;
- They allow for the preservation of open and natural areas;
- They promote better site layout and opportunities for private recreational areas;
- They promote opportunities for affordable housing;
- They promote energy-efficient development;
- They allow for the provision of alternative structure types where density standards are met; and
- They reduce the impact that new development may have on surrounding residential development.

More specifically, the development standards for flag lots include specific screening and setback requirements to protect the privacy of abutting residences. Although SE Salmon Street provides access to the proposed development it is located on private property within an easement. Because the existing street improvements are not located within public right-of-way legal street frontage is not available to facilitate the creation of lots fronting on this street. Therefore, the applicant has requested to create a flag lot with the flag pole connecting to SE 60<sup>th</sup> Avenue and being located in the area of the SE Salmon Street improvements. The north flag lot line is also located in the area of these street improvements. Therefore, it is not feasible to install the landscape buffer in this area as required. The request to reduce the flag lot setback is adjacent to the east property line, which is internal to the land division site. On paper, proposed Lot 2 is a flag lot but this property will function and have the appearance of a standard lot when viewed from SE Salmon Street. Despite this, proposed development on Lot 2 will still conform to the landscape buffer adjacent to the west and south flag lot lines and the flag lot setbacks from the north, south, and west lot lines. As a result, the privacy of abutting residences will not be impeded due to the requested adjustments to flag lot development standards.

# 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 site is residentially zoned and located within the Mt. Tabor neighborhood. The residential area considered is defined as shown on the Zone Map (Exhibit B). The appearance of the area will remain unchanged as viewed from SE 60<sup>th</sup> Avenue as the existing house is being retained. An existing home will be added to SE Salmon Street. However, appearance and livability will be mitigated for due to increased setbacks and a landscape buffer abutting neighboring properties as well as the application of development standards in relation to the SE Salmon Street improvements, as noted below. 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

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**Findings:** Two adjustments are being requested. The single-dwelling zones are intended to preserve land for housing and to provide housing opportunities for individual households. The zones implement the comprehensive plan policies and designations for single-dwelling housing. The requested adjustments will allow for the existing dwelling to be preserved within Lot 1 and will create a housing opportunity for Lot 2. This criterion is met.

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

**Findings:** The site is not located within a scenic or historic overlay zone. Therefore, this criterion is not applicable.

#### E. Any impacts resulting from the adjustments are mitigated to the extent practical;

**Findings:** As addressed in the preceding findings, there are no discernible impacts that will result from the proposed maximum lot area adjustment. In order to mitigate for the adjustments to flag lot development standards, future development on Lot 2 shall comply with setbacks and base zone design standards of the single dwelling zones in relation to the SE Salmon Street improvements. This shall include a 10 foot front setback and 18 foot garage entrance setback from the back of the sidewalk. Additionally, design standards including, but not limited to, main entrances (33.110.230), street–facing facades (33.110.232), and garages (33.110.253) shall apply to future development on Lot 2 in relation to the SE Salmon Street improvements. Based on the aforementioned conditions, 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 located within an environmental overlay ("c" or "p") zone. Therefore, this criterion is not applicable.

#### **DEVELOPMENT STANDARDS**

Development standards that are not relevant to the land division review, have not been addressed in the review, but will have to be met at the time that each of the proposed lots is developed.

#### **Future Development**

Among the various development standards that will be applicable to this lot, the applicant should take note of:

• <u>Flag Lots</u>-- special setbacks, landscaping (flag lots less than 10,000 square feet in R7-R2.5 zones), building coverage, required outdoor area, and detached garage/accessory structure standards apply to flag lots (33.110.240.F). Based on the requested adjustments, the landscaping requirement will only apply to the west and south flag lot lines and the special setbacks will only apply to the north, south, and west flag lot lines.

**Existing development that will remain after the land division.** The existing development on the site will remain and be located on Parcel 1. The division of the property may not cause the structures to move out of conformance or further out of conformance to any development standard applicable in the R5 zone. Per 33.700.015, if a proposed land division will cause conforming development to move out of conformance with any regulation of the zoning code, and if the regulation may be adjusted, the land division request must include a request for an adjustment (Please see section on Other Technical Standards for Building Code standards.)

In this case, there is one Zoning Code standard that relates to existing development on the site:

• <u>Minimum Setbacks</u> – The existing house identified to remain on the site must meet the required Zoning Code setbacks from the proposed <u>new</u> lot lines. Alternatively, existing buildings must be set back from the new lot lines in conformance with an approved Adjustment or other Land Use Review decision that specifically approves alternative

setbacks. The existing house will be approximately 4 feet from the new property line. Therefore, the required setbacks are being met, per 33.110.220.D.2. To ensure this standard continues to be met at the final plat stage, the final plat must be accompanied by a supplemental survey showing the location of the existing building relative to the adjacent new lot lines.

With the conditions noted above, this land division proposal can meet the requirements of 33.700.015.

#### **OTHER TECHNICAL REQUIREMENTS**

Technical decisions have been made as part of this review process. These decisions have been made based on other City Titles, adopted technical manuals, and the technical expertise of appropriate service agencies. These related technical decisions are not considered land use actions. If future technical decisions result in changes that bring the project out of conformance with this land use decision, a new land use review may be required. The following is a summary of technical service standards applicable to this preliminary partition proposal.

Bureau	Code Authority and Topic			
Development Services/503-823-7300	Title 24 – Building Code, Flood plain			
www.portlandonline.com/bds	Title 10 – Erosion Control, Site Development			
	Administrative Rules for Private Rights-of-Way			
Environmental Services/503-823-7740	Title 17 – Sewer Improvements			
www.portlandonline.com/bes	2008 Stormwater Management Manual			
Fire Bureau/503-823-3700	Title 31 Policy B-1 – Emergency Access			
www.portlandonline.com/fire				
Transportation/503-823-5185	Title 17 – Public Right-of-Way Improvements			
www.portlandonline.com/transportation	Transportation System Plan			
Urban Forestry (Parks)/503-823-4489	Title 11 – Trees			
www.portlandonline.com/parks				
Water Bureau/503-823-7404	Title 21 – Water availability			
www.portlandonline.com/water				

As authorized in Section 33.800.070 of the Zoning Code conditions of approval related to these technical standards have been included in the Administrative Decision on this proposal.

- The applicant must meet the requirements of the Fire Bureau in regards to complying with conditions of approved fire code appeal #12283 (Exhibit G.3), fire flow flow/water supply, addressing, and aerial fire department access roads. These requirements are based on the technical standards of Title 31 and Oregon Fire Code (Exhibit E.4).
- The applicant must meet the requirements of Urban Forestry for providing a street tree preservation plan, prior to final plat approval. The plan shall indicate that the 5 street trees located within the SE 60<sup>th</sup> Avenue planter strip adjacent to the site will be retained and protected. This information may be delineated on the supplemental plan. This requirement is based on the standards of Title 11 (Exhibit E.6).

#### CONCLUSIONS

The applicant has proposed a subdivision that will result in two lots and two open space tracts, as shown on the attached preliminary plans (Exhibits C.1-5). Concurrent adjustments have also been requested to the maximum area of lot 1 and flag lot development standards associated with Lot 2. As discussed in this report, the relevant standards and approval criteria have been met, or can be met with conditions. The primary issues identified with this proposal are: tree preservation, utilities/services, and adjustments. With conditions of approval that address these requirements this proposal can be approved.

#### **ADMINISTRATIVE DECISION**

Approval of an Adjustment to the maximum area of Lot 1 from 8,500 to 9,492 square feet;

**Approval** of an Adjustment to the flag lot development standards (33.110.240.F) applicable to Lot 2 including a reduction in the east side setback from 10 to 5 feet with a 1 foot eave and elimination of the landscape buffer area along the north flag lot line;

**Approval** of a Preliminary Plan for a subdivision that will result in one standard lot that will retain the existing house (Lot 1), one flag lot (Lot 2), and two private open space tracts, as illustrated with Exhibits C.1-5, subject to the following conditions:

**A. Supplemental Plan.** Three copies of an additional supplemental plan shall be submitted with the final plat survey for Urban Forestry and Land Use review and approval. That plan must portray how the conditions of approval listed below are met. In addition, the supplemental plan must show the surveyed location of the following:

- Any buildings or accessory structures on the site at the time of the final plat application;
- Any driveways and off-street vehicle parking areas on the site at the time of the final plat application;
- Existing street trees located within the SE 60<sup>th</sup> Avenue planter strip adjacent to the site, labeled to be retained and the method of protection;
- Required (condition D.5) and approved setbacks and landscape buffer area for Lot 2 (flag lot);
- Any other information specifically noted in the conditions listed below.

#### B. The final plat must show the following:

- 1. The Private Open Space tracts shall be noted on the plat as "Tracts A and B: Private Open Space. A note must also be provided on the plat indicating that the tracts will be owned and maintained by the owner of Lot 1.
- 2. A recording block for each of the legal documents such as maintenance agreement(s), acknowledgement of special land use conditions, or Declarations of Covenants, Conditions, and Restrictions (CC&Rs) as required by Conditions C.4-6 below. The recording block(s) shall, at a minimum, include language substantially similar to the following example: "A Declaration of Maintenance Agreement for (name of feature) has been recorded as document no. \_\_\_\_\_\_, Multnomah County Deed Records."

#### C. The following must occur prior to Final Plat approval:

- 1. The applicant must cap the existing sewer lateral that currently serves the residence on Lot 1, and establish a new service connection from the structure to a public sewer, to the satisfaction of the Bureau of Environmental Services (BES). The applicant must obtain finalized plumbing and connection permits for this work.
- 2. The applicant must submit a signed Disclaimer for Existing On-site Sewage Disposal System form to the satisfaction of the Site Development Section of the Bureau of Development Services.
- 3. The applicant shall meet the requirements of the Fire Bureau for ensuring adequate hydrant flow from the nearest hydrant. The applicant must provide verification to the Fire Bureau that Appendix B of the Fire Code is met, the exception is used, or provide an approved Fire Code Appeal prior final plat approval.
- 4. The applicant shall execute Maintenance Agreements for the Private Open Space tracts. The agreements shall assign ownership of the tracts to the owner of Lot 1 and include provisions assigning maintenance responsibilities for the tract. The maintenance

agreements must be reviewed by the City Attorney and the Bureau of Development Services, and approved as to form, prior to final plat approval.

- 5. The applicant shall execute an Acknowledgement of Special Land Use conditions, requiring residential development on Lot 2 to contain internal fire suppression sprinklers, per Fire Bureau Appeal #12283. The acknowledgement shall be referenced on and recorded with the final plat.
- 6. The applicant shall execute an Acknowledgement of Tree Preservation Land Use Conditions that notes tree preservation requirements that apply to Lots 1 and 2. A copy of the approved Tree Preservation Plan must be included as an Exhibit to the Acknowledgement. The acknowledgment shall be referenced on and recorded with the final plat.

## D. The following conditions are applicable to site preparation and the development of individual lots:

- 1. Development on Lots 1 and 2 shall be in conformance with the approved site plans (Exhibits C.1-5) and the applicant's arborist report (Exhibit A.3). Specifically, trees numbered 1-7 and 9-11 are required to be preserved, with the root protection zones indicated in Exhibit A.3. Tree protection fencing is required along the root protection zone of each tree to be preserved. The fence must be 6-foot high chain link and be secured to the ground with 8-foot metal posts driven into the ground. Encroachment into the specified root protection zones may only occur under the supervision of a certified arborist. Planning and Zoning approval of development in the root protection zones is subject to receipt of a report from an arborist, explaining that the arborist has approved of the specified methods of construction, and that the activities will be performed under his/her supervision.
- 2. The applicant must meet the Fire Bureau requirements for addressing and aerial fire department access. Aerial access applies to buildings that exceed 30 feet in height from the fire access as measured to the bottom of the eave of the structure or the top of the parapet for a flat roof.
- 3. The applicant will be required to install residential sprinklers in the new house on Lot 2 to the satisfaction of the Fire Bureau.
- 4. Sanitary sewer service for Lot 2 shall be provided via a connection to the main in SE 60<sup>th</sup> Avenue or other route deemed acceptable by the Bureau of Environmental Services.
- 5. Development on Lot 2 shall comply with the following standards in relation to the SE Salmon Street improvements (as shown on Exhibit C.3):
  - Minimum 10-foot building setback from the back of sidewalk;
  - Minimum 18-foot garage entrance setback from the back of sidewalk;
  - Main Entrances in R10 through R2.5 Zones (33.110.230);
  - Street-Facing Facades in R10 through R2.5 Zones (33.110.232);
  - Garages (33.110.253);
  - Fences (33.110.255).

#### Staff Planner: Sean Williams

**Decision rendered by:** 

on August 18, 2015

By authority of the Director of the Bureau of Development Services

#### Decision mailed: August 20, 2015

**About this Decision.** This land use decision is **not a permit** for development. A Final Plat must be completed and recorded before the proposed lots can be sold or developed. 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 24, 2015, and was determined to be complete on **May 20, 2015**.

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 24, 2015.

*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, as stated with Exhibit A.6. Unless further extended by the applicant, **the 120 days will expire on: October 17, 2015.** 

**Note:** 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 Hearings Officer, which will hold a public hearing. Appeals must be filed **by 4:30 PM on September 3, 2015** at 1900 SW Fourth Ave. Appeals can be filed at the Development Services Center Monday through Wednesday and Fridays between 8:00 am to 3:00 pm and on Thursdays between 8:00 am to 2:00 pm. After 3:00 pm Monday through Wednesday and Fridays, and after 2:00 pm on Thursdays, appeals must be submitted at the reception desk on the 5<sup>th</sup> floor. **An appeal fee of \$250 will be charged**. The appeal fee will be refunded if the appellant prevails. There is no fee for ONI recognized organizations appealing a land use decision for property within the organization's boundaries. The vote to appeal must be in accordance with the organization's bylaws. Assistance in filing the appeal and information on fee waivers is available from BDS in the Development Services Center. 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 503-823-7617 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 <u>www.ci.portland.or.us</u>.

**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 Hearings Officer 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 775 Summer St NE, Suite 330, Salem, Oregon 97301-1283 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 Hearings Officer an opportunity to respond to it, that also may preclude an appeal to LUBA on that issue.

**Recording the land division.** The final land division plat **must** be submitted to the City **within three years** of the date of the City's final approval of the preliminary plan. This final plat must be recorded with the County Recorder and Assessors Office after it is signed by the Planning Director or delegate, the City Engineer, and the City Land Use Hearings Officer, and approved by the County Surveyor. **The approved preliminary plan will expire unless a final plat is submitted within three years of the date of the City's approval of the preliminary plan.** 

**Recording concurrent approvals**. The preliminary land division approval also includes concurrent approval of Adjustments. These other concurrent approvals must be recorded by the Multnomah County Recorder before any building or zoning permits can be issued.

A few days prior to the last day to appeal, the City will mail instructions to the applicant for recording the documents associated with these concurrent land use reviews. The applicant, builder, or their representative may record the final decisions on these concurrent land use decisions 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.

**Expiration of concurrent approvals.** The preliminary land division approval also includes concurrent approval of Adjustments. For purposes of determining the expiration date, there are two kinds of concurrent approvals: 1) concurrent approvals that were necessary in order for the land division to be approved; and 2) other approvals that were voluntarily included with the land division application. The following approvals were necessary for the land division to be approved: Adjustments. These approval(s) expires if:

- The final plat is not approved and recorded within the time specified above, or
- Three years after the final plat is recorded, none of the approved development or other improvements (buildings, streets, utilities, grading, and mitigation enhancements) have been made to the site.

All other concurrent approvals expire three years from the date rendered, unless a building permit has been issued, or the approved activity has begun. Zone Change and Comprehensive Plan Map Amendment approvals do not expire.

#### **EXHIBITS**

#### NOT ATTACHED UNLESS INDICATED

- A. Applicant's Statement
  - 1. Narrative
  - 2. Applicant response to neighborhood comments
  - 3. Arborist report
  - 4. Preliminary storm drainage report

- 5. Neighborhood contact
- 6. Request for extension of 120-day review period
- B. Zoning Map (attached)
- C. Plans/Drawings:
  - 1. Cover sheet
  - 2. Existing conditions plan (attached)
  - 3. Preliminary plat (attached)
  - Grading plan
    Utility plan
- D. Notification information:
  - 1. Mailing list
  - 2. Mailed notice
- E. Agency Responses:
  - 1. Bureau of Environmental Services
  - 2. Bureau of Transportation Engineering and Development Review
  - 3. Water Bureau
  - 4. Fire Bureau
  - 5. Site Development Review Section of BDS
  - 6. Bureau of Parks, Forestry Division
  - 7. Life Safety Plans Examiner
- F. Correspondence:
  - 1. Mount Tabor Neighborhood Association (6/24/15)
- G. Other:
  - 1. Original LU Application
  - 2. Incomplete letter w/ RFC responses
  - 3. Fire code appeal decision

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).







Note: building footprint on Lot 2 not approved as a part of this review.

EXHIBIT.