# Gulizia, Andrew

| From:    | Gregory J. Miner <gminer@batemanseidel.com></gminer@batemanseidel.com> |
|----------|--|
| Sent:    | Friday, January 29, 2021 1:21 PM                                       |
| То:      | Gulizia, Andrew  |
| Cc:      | Faye Weisler; Gregory J. Miner   |
| Subject: | Re: Public record LU 20-134213 AD                                      |

Andrew- can we make both documents attached as exhibits for next week's hearing? I see that the approved development on the Cann property did not seek a height adjustment and the homes will be built at the same elevation as the driveway bridge that was approved.

Thus, the proposed Le structure will be the highest building on Upper Hall and greatly contrast with all others now existing and to be built.

Thanks. Greg Miner

Sent from my iPhone

> On Jan 29, 2021, at 8:59 AM, Gulizia, Andrew < Andrew.Gulizia@portlandoregon.gov> wrote:

>

> Hi Greg,

>

> Attached are Fred Cann's original letter and the land use review he referred to.

>

- > Andy Gulizia, City Planner
- > City of Portland Bureau of Development Services Title 33 Section, Land
- > Use Services Division
- > 1900 SW 4th Avenue, Suite 5000
- > Portland, OR 97201 (503) 865-6714
- > work hours: Monday-Friday, 8:00 5:00

>

- > -----Original Message-----
- > From: Gregory J. Miner < gminer@batemanseidel.com>
- > Sent: Friday, January 29, 2021 7:49 AM
- > To: Gulizia, Andrew < Andrew.Gulizia@portlandoregon.gov>
- > Cc: Gregory J. Miner < gminer@batemanseidel.com>; Faye Weisler
- > <faye@jeffnet.org>
- > Subject: Public record LU 20-134213 AD

> >

> Andrew- could you send us the Fred Cann letter which he submitted earlier on this matter? Mr. Cann refers to it in the letter below. Thanks.

>

> Is the Cann development approval he refers to also available and accessible online without cost? If so how do I access it?

> Your help is much appreciated. Greg Miner <Exhibit F-1.pdf>

> <LU\_18\_118430\_AD.pdf>

To: Andrew Gulizia, Land Use Services, City of Portland, <u>Andrew.gulizia@portlandoregon.gov</u>

From: Frederic Cann, 1205 SW Cardinell Drive, Unit 801, Portland, Oregon 97201, fcann@fcann.com

Re: LU 20-134213 AD

Applicant: Diem Le

Site Address: SW Upper Hall Ave and SW 16th Street, Portland, Oregon

This is my response to the November 3, 2020, Notice of a Type II Proposal in Your Neighborhood.

I own the two lots immediately to the North of and adjoining Applicant's property. I also own the lot diagonally to the NW. I also have a land use approval, LU 18-118430 AD, which authorizes me to build a causeway in the right of way across a portion of SW 16<sup>th</sup> to the West of Applicant's property. I also live about five blocks from Applicant's site.

I want to start this response by saying, I am NOT opposed to the development of Applicant's property. I know that when one owns property next to undeveloped property (a situation common to both of us), there will be development, and, I know that what goes around comes around.

I also am not opposed to the specific requests made by Applicant. I am not opposed to reducing the setback on SW 16<sup>th</sup> to zero. I am not opposed to the request to increase the maximum building height as requested.

The purpose of my response is to make an early statement of my interests as the owner of neighboring properties. I trust the City through its review process and appeals, in this application and all of the others which she will have to make to bring this project to fruition, to adequately evaluate Applicant's proposals.

I observe several items on the plans (drawn by "Diem Le's partner") which raise concerns that must be addressed in the development process, albeit not necessarily at this point.

The proposed ecology block wall to support the driveway, and its probable footings, most likely impinge on the footprint of my approved causeway. Applicant's drawings should show the location of my causeway.

On the site plan there is mention of a private storm drainage easement to the east of the proposed house. That suggests that the person who drew these plans believe that storm runoff may be drained onto some kind of trench system on the lot to the east, which is to the south of my lot. It may be that when Ms. Yamalova short platted her property, she granted such an easement, but that does not mean that an in-ground drainage system can actually be installed. I will strongly object to any drainage system that surcharges natural drainage uphill of my property. The geotechnical report that I obtained states that all intensification of drainage on these steeply sloped properties must be directed into off site storm drainage systems, i.e., through piping to the City storm drainage system that is already in SW 16<sup>th</sup>. One could also build a new drainage system along the edges of my property to SW Hall Street below (I conditionally offered to give an easement for such a drainage system to Ms. Le's predecessor Ms. Yamalova).

LU 20-134213 AD Exhibit F-1 Applicant's roof plan indicates down spouts at each corner, and "galvanized gutter system. Contractor to specify and locate downspouts." No. The geotechnical engineer will design the storm drainage system for the reasons that I stated above.

The drawings also state, in respect of all footings, "Confirm footing depth by geotech during construction." I am pretty confident that the geotechnical engineer will have to be involved very substantially before construction.

In my discussions with Applicant's predecessor Ms. Yamalova, which I have shared with Ms. Le, I expressed concern that construction on Applicant's property will increase demands for lateral support from my property, during and after construction, beyond that imposed by Applicant's property in its natural state. I think that is solvable but this is a necessary and not insubstantial engineering project.

The driveway is planned to be constructed in the street right of way. I don't oppose that, because I have to do the same thing, but the driveway system and wall must be constructed in such a way as not to restrict my use of the right of way to access my lot to the north of Applicant's lot.

There are also issues with the existing sewer main in SW 16<sup>th</sup> that the new wall will cross, and the PGE lines that will cross above the new driveway at a very low elevation. These are problems that can be solved with money and engineering, and I hope that Ms. Le can solve them without making things worse for me.

All in all, I wish Ms. Le Godspeed.

Regards, 4-12-2020

Frederic Cann 1205 SW Cardinell Drive, Unit 801 Portland, Oregon 97205 503 226 6529 fcann@fcann.com



City of Portland, Oregon Bureau of Development Services Land Use Services

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

**Date:** July 11, 2018

To: Interested Person

From: Clare Fuchs, Land Use Services 503-823-7843 / Clare.Fuchs@portlandoregon.gov

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

The Bureau of Development Services (BDS) 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 <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 18-118430 AD

# **GENERAL INFORMATION**

| Applicant:  | Frederic Cann<br>851 SW 6th Avenue # 1350   Portland, OR 97204  |
|---|---|
| Owner:  | Frederic E Cann<br>4147 NE Flanders Street   Portland, OR 97232<br>503-226-6529   fcann@fcann.com   |
| Owner's:<br>Representative  | Ben Schonberger   Winterbrook Planning<br>610 SW 4th Ave #810   Portland OR 97205<br>503-827-4422   <u>ben@winterbrookplanning.com</u>  |
| Site Address:   | Unaddressed: R246730 SW Upper Hall & SW 16th Ave<br>Approximately 100-feet north of SW College Street and the unimproved<br>SW 16 <sup>th</sup> Avenue right-of-way   |
| Legal Description:<br>Tax Account No.:<br>State ID No.:<br>Quarter Section:<br>Neighborhood:<br>Business District:<br>District Coalition: | BLOCK 302 INC 10' OF 16TH ST W OF & ADJ LOT 7, PORTLAND<br>R667732560<br>1S1E04BD 06000<br>3128<br>Goose Hollow, contact board@goosehollow.org., Southwest Hills<br>Residential League, contact@swhrl.org.<br>None<br>Neighbors West/Northwest, contact Mark Sieber at 503-823-4212.,<br>Southwest Neighborhoods Inc. contact Sulvia Degret at 503-823-4212., |
| Zoning:<br>Case Type:<br>Procedure:   | Southwest Neighborhoods Inc., contact Sylvia Bogert at 503-823-4592.<br>Residential 5,000 (R5)<br>Adjustment (AD)<br>Type II, an administrative decision with appeal to the Adjustment<br>Committee.  |

#### **Proposal:**

The unaddressed 5,000 square foot lot is undeveloped, contains many trees, and slopes steeply downward to the east. The applicant proposes to build an elevated driveway structure to

provide access to a future house from the closest paved roadway. The driveway structure would extend southwest from the subject property over the unimproved SW 16<sup>th</sup> Avenue right-of-way to SW Upper Hall Street. The proposed elevated driveway structure is 14-feet wide and 66-feet long. The height of the elevated structure varies, but is approximately 21 feet in height where it crosses the front lot line. A cross section showing the varied height can be found in Exhibit C2. As designed, the elevated driveway structure has a 0-foot front setback. A 10-foot northwest property line setback (the front setback) is required for vehicular entry bridges that are more than two and a half feet above the average elevation of the front lot line per Zoning Code Section 33.110.220.B. Table 110-3. Therefore, the proposal requires an Adjustment to reduce the front setback from 10-feet to 0-feet.

### **Relevant Approval Criteria:**

In order to be approved, this proposal must comply with the approval criteria of Title 33. Adjustment requests will be approved if the review body finds that the applicant has shown that approval criteria A through F of Section 33.805.040, Adjustment Approval Criteria, have been met.

# ANALYSIS

**Site and Vicinity:** The site is a 5,000 square foot lot located on the southeast side of SW 16<sup>th</sup> Avenue right-of-way approximately 100 feet north of SW College Street. The lot is currently undeveloped. The lot slopes steeply downward to the northeast, away from the SW 16<sup>th</sup> Avenue right-of-way. The site is heavily vegetated with mature trees and groundcover. The area contains a mix of residential zoning districts and the Open Space (OS) zoning district east of the site. The residential zoning districts include Single-Dwelling Residential 10,000 (R10), R5 like the subject site, Multi-Dwelling Residential 2,000 (R2), and Multi-Dwelling Residential 1,000 (R1). Existing development in the immediate area includes single dwelling residences and a condominium development across an unimproved portion of SW Upper Hall Street and SW Hall Street to the north, a single dwelling residence to the east, an undeveloped parcel and a single dwelling residence to the south, and an undeveloped parcel across SW 16<sup>th</sup> Avenue right-of-way to the west. Please note that SW Upper Hall Street is a switchback up the hill that is located both north, west, and southwest of the subject site.

**Zoning:** The R5 zoning designation is one of the City's single-dwelling residential zones, which are intended to preserve land for housing and to promote housing opportunities for individual households. The development standards work together to promote desirable residential areas by addressing aesthetically pleasing environments, safety, privacy, energy conservation, and recreational opportunities.

The City's official maps designate this site as an existing historic resource. It has the parcel mapped as an historic firehouse, "Engine Company #6" or "Firehouse Theatre" located at 1436 SW Montgomery Street. The subject parcel is actually undeveloped and this historic resource was mapped on this parcel in error (Exhibit A8 and A9).

Land Use History: City records indicate a prior land use review:

**PC 4171:** A denied 1962 zone change request from R5 to A1 that would have changed the zoning from single dwelling residential to multi dwelling residential. This would have allowed development of a 6 unit apartment building on the subject lot and the abutting lot to the north.

**Agency Review:** A "Notice of Proposal in Your Neighborhood" was mailed **May 4, 2018**. The following Bureau has responded with no issues or concerns regarding the requested Adjustment:

- Water Bureau (Exhibit E1).
- The Life Safety Section of BDS responded with the following comments, "Life Safety Plan Review does not object to the approval of this proposal. The applicant should be aware that several building code requirements may impact the final design of this building. For information regarding future compliance, see the GENERAL LIFE SAFETY COMMENT below."

For those comments, please see Exhibit E2.

• The Bureau of Environmental Services responded with the following comments:

The requested adjustment does not appear to have an impact on sanitary or stormwater management for future development. Therefore, BES does not object to the requested adjustment. The applicant should be aware that there is a public sanitary sewer in the unimproved SW 16<sup>th</sup> Avenue right-of-way, which would be located under the proposed bridge. Approval of this adjustment does not grant approval by BES of the proposed bridge structure installation over the existing public sewer, nor does it eliminate the need for future BES review of the proposed structure over said sewer main.

Note that there are no BES-specific approval criteria in adjustment reviews, the information in this memo has been provided to inform the applicant of requirements that will apply to future proposed development.

For those requirements and further comments, please see Exhibit E3.

• The Site Development Section of BDS responded with the following comments (Exhibit E4):

<u>Geotechnical</u>. The site is in a very high landslide hazard area. In order to evaluate whether the foundation design of the proposed structure and the proposed associated site improvements and grading complies with the Oregon Structural Specialty Code and City of Portland Title 24, at the time of building permit plan review the applicant must submit a geotechnical report. The geotechnical report must include recommendations for foundation design, site grading, site drainage, slope stability, and inspection during site construction. Please direct questions to Ericka Koss, at 503-823-7537.

<u>Stormwater discharge and treatment</u>. The Bureau of Environmental Services will review the project for conformance to the Stormwater Management Manual. Site Development has concerns with the slope setbacks. On site disposal of stormwater is unlikely to be supported by Site Development given the high landslide hazard on the property, adjacent properties, and public right of way.

<u>Erosion control</u>. Erosion prevention and sediment control requirements found in Title 10 apply to both site preparation work and development. Full compliance with the erosion control requirements of Title 10, as well as maintenance of the erosion control elements,

such as silt fences on private property, storm drain inlet protection and bio bags in the public right-of-way, is the responsibility of the property owner, the developer of the land division and the builders of structures on the individual lots. Please refer to the City of

Portland Erosion and Sediment Control Manual for additional information regarding erosion and sediment control requirements.

*The project area meets the criteria specified in City Code 10.30.030 as a Special Site with additional requirements for erosion, sediment and pollution control. An erosion control plan* 

prepared by a Certified Professional in Erosion and Sediment Control (CPESC) or State of Oregon registered professional engineer may be required at the time of building permit application.

<u>Conclusion</u>. Site Development requests that the following conditions of approval be required as part of the decision: none

#### • The Fire Bureau responded with the following comments (Exhibit E5):

The following conditions of approval and informational comments are based on the land use review information provided to the Fire Bureau. Fire Bureau requirements are generated from the 2016 Portland Fire Code. All current Fire Code requirements apply and are required to be met. If these conditions cannot be met, an appeal providing an alternative method is an option for the applicant. If the applicant chooses to appeal a requirement, the appeal must be listed as a condition in the decision. Fire Code Appeals can be obtained at the Fire Bureau web page, <u>www.portlandonline.com</u>.

Appeals: Pursuant to City Code Chapters 31.10 and 28.03, you may appeal any code provision cited in this Checksheet to the Fire Marshal's Administrative Board of Appeals within 180 calendar days of the review date. For information on the appeals process, costs, including forms, appeal fee and payment methods, go to www.portlandoregon.gov/fire/31187, call (503) 823-3712 or come in to the Fire Marshal's office, 1300 SE Gideon. If you have questions please call the phone number listed above. Permit application expiration will not be extended pending resolution of any administrative appeal.

Conditions of Approval at time of Development:

#### Fire Apparatus Access

The fire apparatus access roads shall extend to within 150 feet of all portions of the exterior walls of the first story of the building as measured by an approved route around the exterior of the building. Where a building is protected with an approved fire sprinkler system, an exception to the maximum distance is increased to 250 feet. The applicant is required to provide an Acknowledgement of Special Land Use Conditions form to be recorded and noted on the plat when the exception is taken.

#### Fire Apparatus Access Road – Access Specifications 20 Feet

Fire Apparatus access roads shall be installed and arranged in accordance with specifications adopted by the Fire Marshal, outlined in the Fire Code Appendix D. Dimensions for access drive: Fire apparatus access roads shall have an unobstructed width of not less than 20 feet, and an unobstructed vertical clearance of not less than 13 feet 6 inches. Note that when a fire hydrant is located on fire department access road the road width must be increased to 26 feet within 20 feet of the fire hydrant.

#### Driving Surfaces

Facilities, buildings or portions of buildings constructed shall be accessible to fire department apparatus byway of an approved fire apparatus access road with an asphalt, concrete, or other approved driving surface capable of supporting the imposed load of fire apparatus weighing at least 75,000 pounds.

#### Addressing of Structures

All addresses shall be permanently displayed as directed by the Fire Marshal's Office (mounted on a building, fence, post, etc.). Numbers/letters shall be contrasting in color to the background and of sufficient size to be plainly visible from the street or road fronting the property. Numbers/letters shall be a minimum 4" high. This office may specify larger numbers/letters.

Flag lots shall have their address(es) permanently displayed within 5 feet of the flag pole connection to the public way. The address(es) shall be clearly visible from all vehicle approach points.

• The Transportation Engineering and Development Section and the Bridges and Structures Section of the Portland Bureau of Transportation (PBOT) responded with the following comments (Exhibit E6):

Transportation Engineering and Development:

Portland Transportation/Development Review has reviewed the application for its potential impacts regarding the public right-of-way, traffic impacts and conformance with adopted policies, street designations, Title 33, Title 17, and for potential impacts upon transportation services.

PBOT has no objection to the requested adjustment. This proposal has had a number of previous reviews by PBOT. The requirement for a structural bridge and permit process is outlined below from the EA 17-208751. The site is exempt from paying the Local Transportation Infrastructure Charge because it meets exemptions 1 and 2 below.

**Property Frontages which abut unbuildable "paper" right of way.** Unbuildable "paper" right of way are unpaved, dirt or gravel and impassible. Frontages meeting all the following criteria are exempt from LTIC. These criteria are:

1. No vehicular improvements exist; and,

2. No improvements for vehicular access will occur with the development or subsequent development; and one or both of the following apply;

- a. Right of way grade is extremely steep and the majority exceeds 21%; and or
- b. It's majority lies within and environmental overlay "c" or "p" zone.

#### From EA [Early Assistance Meeting] 17-208751

 Structural Driveway – The applicant received concept approval for the structural driveway, proposed to span across the SW 16<sup>th</sup> Ave ROW, on April 1, 2016 (15-278017 TR).

The driveway will require structural review by Bureau of Transportation staff. A Revocable Encroachment Permit Application for the structural driveway should be

submitted to the Bureau of Transportation, **including a site plan, engineered calculations and any relevant details to clearly demonstrate the proposal.** The structural review plans should include the complete driveway design including that

portion that will be constructed on private property. For questions regarding submittal requirements, the applicant should contact Fernando Castillo at 503-823-5579 or <u>Fernando.Castillo@portlandoregon.gov</u>. The applicant is advised that an additional review fee will also be assessed for the structural review of the driveway, based upon the complexity of the review.

The Revocable Encroachment Permit will be issued to the owner of the property to which the encroachment is adjacent. The permit will detail specific maintenance and liability requirements. It will also be recorded with the county so that the permit will run with the land, and therefore any future owners will also be bound by the permit conditions.

2. Driveway Materials/Design Details – The applicant inquired about driveway construction materials including concrete or an open steel grid. These components of the driveway will require review and approval through both the Encroachment Permit/Structural Review process as well as the Public Works Process. The applicant is strongly encouraged to submit a fully engineered plan set that includes the entire driveway design (both within the ROW and on private property) for both required reviews; Encroachment Permit Review and Public Works Permit review. **3.** *Public Works Permit and Driveway Location* - *SW Upper Hall is improved with a 24-ft wide paved roadway, a bridge rail, and a guardrail. The driveway appears to be proposed at the location where the bridge railing and the guardrail meet. These changes must be reviewed through the Public Works Process.* 

The applicant will be required to submit a traffic analysis, prepared by a professional traffic engineer, which includes an AutoTurn exhibit to demonstrate that vehicles can exit the site in a forward motion as well as a sight distance analysis for the proposed location of the driveway. Further, the analysis must also include an evaluation of the barrier in relation to the proposed driveway and include recommended design changes that are consistent with AASHTO's Roadside Design Guide. This analysis must be submitted with the Public Works Permit.

**4. Building Permit** – Prior to PBOT signing off on any building permits for the construction of new single-family residences, the applicant will be required to obtain 30% concept approval of the Public Works Permit and approval of the Encroachment Permit review (fully designed plans approved by PBOT's Bridges and Structures Section).

**Frontage Improvements** - Given the extreme topographical constraints of the site and significant retention construction that would be required, **standard frontage** *improvements/property dedication typically associated with the construction of* a new single-family home on this lot will not be required consistent with the **Public Works Alternative approved for this site (17-230968).** The applicant will be required to execute street and stormwater waivers of remonstrance and comply with all other applicable City Code provisions, administrative rules, and policies. The Local Transportation Infrastructure Charge (LTIC) does not apply to SW 16<sup>th</sup> Ave at this location.

#### The Bridges and Structures Section

- A geotechnical report will be required to be submitted with the Revocable Encroachment Permit Application for the structural driveway.
- Maintenance Responsibility of the Paper Right of Way: Portland City Code Chapter 17.42.010.a states the following: "Until a street improvement has been constructed to City standards and the City has expressly assumed responsibility for street maintenance, it is the exclusive duty of the abutting property owners to construct, reconstruct, repair and maintain the unimproved street in a condition reasonably safe for the uses that are made of the street and adjoining properties." Please reference Portland City Code Chapter 17.42 Property Owner Responsibility for Streets for additional information on maintenance and liability of such streets.
- Any and all development shall not allow any concentrated or additional runoff to be deposited into or upslope from the unimproved right of way. No stormwater shall be allowed to enter the unimproved right of way from SW Upper Hall Street.
- Any proposed structure shall be designed and constructed independent of the existing retaining wall on SW Upper Hall St. Furthermore, the existing retaining wall shall be protected in place and not modified, unless approved by PBOT.

#### Transportation System Development Charges (Chapter 17.15)

System Development Charges (SDCs) may be assessed for this development. The applicant can receive an estimate of the SDC amount prior to submission of building permits by contacting Rich Eisenhauer at 503-823-6108.

#### Driveways and Curb Cuts (Section 17.28)

*Curb cuts and driveway construction must meet the requirements in Title 17. The Title 17 driveway requirements will be enforced during the review of building permits.* 

#### RECOMMENDATION

No objection to approval.

<u>NOTE:</u> As conditions of building permit approval an encroachment permit for the structural driveway and signed waivers of remonstrance shall be required.

**Neighborhood Review:** A total of five written responses have been received from notified and other nearby property owners in response to the Notice of Proposal (Exhibits F1-F5). All of the letters expressed objections to the proposal. Some of the points raised were similar, specifically the potential for landslides as a result of constructing a home and driveway structure on this steep, vacant hill section. The letters mention slides that have recently occurred and are predominantly concerned with hill stability and safety.

**Staff Response:** The development of the house and driveway structure on this lot must comply with all applicable City codes prior to approval of any building permits. The City has various codes, some mentioned below, related to stormwater management, hillside development, sight distance, and slope stability. Any approval under this Zoning Adjustment does not imply or suggest conformance of the overall project with these other applicable City Codes. This land use review is limited to determining whether the Adjustment approval criteria of Zoning Code Section 33.805.040.A-F. are met for the proposed driveway. However, staff will address these specific concerns below based on the comment letters submitted from PBOT and the Life Safety and Site Development Sections of BDS addressing this Adjustment and subsequent permits and other requirements for slope stability, stormwater management, sight distance, and the like.

The following points were raised in the comment letters:

- 1. Leslie Kahl (Exhibit F1):
  - a. The driveway structure should not be built before the house.

**Staff Response:** The applicable allowed use in the R5 zoning district is household living. The driveway structure is considered accessory to the primary structure of a house. Therefore, the driveway structure cannot be built prior to the house per Zoning Code Section 33.110.250.B.2. Conditions have been incorporated into the Decision stating that a building permit cannot be issued or finaled for the driveway structure until a building permit for the house has been issued or finaled.

b. A guardrail is needed for driveway structure for icy winters.

**Staff Response:** The Life Safety section of BDS and PBOT will ensure during the building permit process that the driveway structure is designed to prevent vehicles from sliding off the structure.

*c.* A driveway structure could become an attractive nuisance by skateboarders.

**Staff Response:** As the driveway structure cannot be built prior to the home on the subject site, the property owners can deal with any trespassing issues by calling the Police Bureau.

d. The driveway structure needs landscaping and not just a blacktop surface.

**Staff Response:** In response to this comment, a condition has been incorporated into the Decision requiring one medium species tree on the south side of the driveway structure and one large species tree north of the driveway structure within the first 10 feet of the front (northwest) property line on private property. The trees shall be at least 1.5 inches in diameter 4.5 feet above the grade at time of planting. These trees are required to be retained on the property and must be chosen from the Suggested Tree List in the City's Tree and Landscaping Manual. Trees of this size have the best chance of survivability. These trees will help screen

the driveway structure long term. Additionally, there are a number of mature trees between the subject site and SW Upper Hall Street that will help screen the elevated structure. Removal of any of these trees will required a tree-cutting permit from the Urban Forester. Tree planting cannot be conditioned in the public right-of-way as part of this land use review.

- 2. Alan Gladstone (Exhibit F2):
  - a. A landslide occurred near the subject site on February 5, 2017. The Portland Bureau of Transportation (PBOT) is currently designing a retaining wall to prevent further slides. BDS should consider PBOT's data on the slide and remaining slope stability as the subject site is directly above the landslide.
  - b. Qualified experts and BDS need to consider the effect of tree removal on the steep subject site.

**Staff Response:** As noted in the Agency Review portion of this staff report, the Life Safety Section of BDS (Exhibit E2), the Site Development Section of BDS (Exhibit E4), and the Bridge and Structures and Development Review Sections of PBOT (Exhibit E6) will review any driveway structure submittals through the building, Public Works, and Revocable Encroachment permitting processes. Once the plans are approved, inspections will occur throughout construction to ensure the structures are built according to the approved plans. Those reviews and inspections will include slope stability, tree removal, and landslide potential.

c. Will PBOT's retaining wall work precede excavation for footings and steel poles into bedrock on the subject site?

**Staff Response:** It is unknown at this time whether the two projects will coincide with each other. As noted in Exhibit E6, The Bridges and Structures Section of PBOT stated:

Any proposed structure shall be designed and constructed independent of the existing retaining wall on SW Upper Hall St. Furthermore, the existing retaining wall shall be protected in place and not modified unless approved by PBOT.

d. Will the City retain responsibility for consequences of this Adjustment approval in regards to existing slope stability, existing unabated slide area downslope of the subject site, and the City's efforts remedy the slide and its impacts?

**Staff Response:** The approval criteria for an Adjustment application is Zoning Code Section 33.805.A-F. City does not retain responsibility for private property. The Bridges and Structures Section of PBOT explains responsibility for the proposed construction in the unimproved SW 16<sup>th</sup> Avenue right-of-way (Exhibit E6):

Until a street improvement has been constructed to City standards and the City has expressly assumed responsibility for street maintenance, it is the exclusive duty of the abutting property owners to construct, reconstruct, repair and maintain the unimproved street in a condition reasonably safe for the uses that are made of the street and adjoining properties." Please reference Portland City Code Chapter 17.42 Property Owner Responsibility for Streets for additional information on maintenance and liability of such streets. As stated previously, slope stability and slide potential are reviewed by PBOT through the Public Works Permit, Encroachment Permit, and building permit processes and through the required Geotechnical Report and other required building permit submittals by The Site Development Section of BDS. All of these processes happen separate from the Adjustment review. Approval of this Adjustment review does not guarantee Public Works Permit approval, building permit approval, or final Encroachment Permit approval. Any approval under this Zoning Adjustment does not imply or suggest conformance of the overall project with these other applicable City Codes.

- 3. Harry Demorest (Exhibit F3):
  - a. The intersection of SW 16<sup>th</sup> Avenue and SW College Street as it turns into SW Upper Hall Street contains a sharp curve and significant drop in elevation creating a blind spot. This is an unsafe area and cars existing the proposed driveway will be at even a greater risk.

**Staff Response:** PBOT will review sight distance through the Public Works Permit that is required for the driveway structure. PBOT specifically mentions sight distance under #3 in Exhibit E6:

The applicant will be required to submit a traffic analysis, prepared by a professional traffic engineer, which includes an AutoTurn exhibit to demonstrate that vehicles can exit the site in a forward motion as well as a sight distance analysis for the proposed location of the driveway. Further, the analysis must also include an evaluation of the barrier in relation to the proposed driveway and include recommended design changes that are consistent with the Amercian Association of State Highway and Transportation Officials' (AASHTOS') Roadside Design Guide. This analysis must be submitted with the Public Works Permit.

b. There is a private height restriction covenant on Block 40, lots 1 and 2 which restricts structure and vegetation height.

**Staff Response:** This covenant is a private agreement and thus is a civil matter between property owners that will not be reviewed by BDS.

- 4. Anne Marie King (Exhibit F4 and F5):
  - a. Given the steep slope and landslide history in this area, BDS should coordinate with PBOT and any other relevant entities regarding existing slides and proposed permitting.
  - b. Provide continued and rigorous study and supervision of any further permitting, preparation, construction, and land use project associated with the May 4, 2018 Notice.
  - c. Based on reading past geotechnical studies that did not predict the February 2017 slides, ground cover and tree root system can prevent slides. Groundcover and tree root systems are proposed for removal.
  - d. There is no guarantee that the proposed pilings will be in basalt as other projects in the area did not always encounter basalt when boring for pilings.

**Staff Response:** As stated previously, the Site Development and Life Safety Sections of BDS and the Bridges and Structures and Development Review Sections of PBOT will review and inspect concerns related to slide potential and structural integrity for the elevated driveway. Approval of this Adjustment application does not guarantee approval of the building permit, Encroachment Permit, or Public Works Permit. These permitting processes happen separately from the Adjustment process. BDS Land Use Services is coordinating with the aforementioned

sections and other bureaus for this land use decision. This is evidenced by the comment letters provided for this Decision in Exhibits E1 to E6. This coordination will continue throughout the building permit process.

e. Address concerns raised in this letter and Alan Gladstone's letter.

**Staff Response:** Staff is addressing the points raised in this letter above and Mr. Gladstone's letter starting on page 8.

## **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 providing certainty and rapid processing for land use applications.

#### 33.805.040 Approval Criteria

Adjustment requests will be approved if the applicant has demonstrated 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

**Findings:** The applicant requests one adjustment to reduce the front (northwest) setback from 10 feet to 0 feet for an accessory elevated driveway structure. The purpose for the setback regulations for single-dwelling zones is found in Zoning Code Section 33.110.220.A, which states:

<u>*Purpose*</u>: The building setback regulations serve several purposes:

- *They maintain light, air, separation for fire protection, and access for fire fighting;*
- They reflect the general building scale and placement of houses in the City's neighborhoods;
- They promote a reasonable physical relationship between residences;
- They promote options for privacy for neighboring properties;
- They require larger front setbacks than side and rear setbacks to promote open, visually pleasing front yards;
- They provide adequate flexibility to site a building so that it may be compatible with the neighborhood, fit the topography of the site, allow for required outdoor areas, and allow for architectural diversity; and
- They provide room for a car to park in front of a garage door without overhanging the street or sidewalk, and they enhance driver visibility when backing onto the street.

#### They maintain light, air, separation for fire protection,

The Adjustment request is to reduce the front (northwest) setback which abuts the unimproved SW 16<sup>th</sup> Avenue right-of-way. The City currently has no plans to develop this right-of-way into a street. No reductions in the side or rear setbacks are requested. The lot

that abuts the subject site to the northeast is undeveloped, tax lot 1S1 E04BD 6001. One of the lots that abuts the subject site to the southwest is also undeveloped, tax lot 1S1 E04BD 6101. 1525 SW College Street and 1510 SW Upper Hall Street abut the subject site to the south and east, but only on the rear (eastern) half of the lot; these closest homes are located approximately 46-feet from the proposed driveway structure and house footprint. Therefore, there are no structures immediately adjacent to the front setback of the proposed driveway structure. Therefore, the requested front setback reduction will maintain light, air, and separation for fire protection.

#### Access for fire fighting:

The Fire Bureau has reviewed the Adjustment request as noted in the **Agency Review** section of this staff report (page 4). The applicant will be required at time of building permit application to meet Fire Code for access as stated in Exhibit E5.

# They reflect the general building scale and placement of houses in the City's neighborhoods:

1423 SW Hall Street, 1537-1541, 1545-1547, 1551, and 1558 SW Upper Hall Street are all located in the vicinity and have driveways, garages, or parking areas built on supports in the front setback or garage setback that faces the front lot line. Most of these vehicle areas reach near the top half of the associated homes built below on a steep slope. The requested Adjustment reflects the general building scale and placement of homes in the neighborhood.

#### They promote a reasonable physical relationship between residences:

The requested Adjustment will allow the driveway structure to pass the front lot line and go over the unimproved SW 16<sup>th</sup> Avenue right-of-way to allow access onto SW Upper Hall Street. This request does not include any reduced setback request for a proposed house. The requested driveway structure setback reduction will not affect any nearby residences since the closest structures to the proposed development are adjacent to the rear and side setbacks. The closest houses to the proposed development will be approximately 46 feet away from the proposed house footprint on the subject site, 1510 SW Upper Hall Street and 1525 SW College Street. The two closest homes to the driveway structure are approximately 59 feet away. 1597 and 1598 SW Upper Hall Street will be approximately 60 feet and 58 feet away from the proposed driveway structure respectively. These distances promote a reasonable physical relationship between residences.

#### They promote options for privacy for neighboring properties:

As mentioned above, the closest residence is 46 feet away from the proposed house footprint and the closest residence is 59 feet away from the proposed driveway structure. Lots that abut the subject site to the southwest and northeast and the unimproved SW 16<sup>th</sup> Avenue right-of-way are undeveloped and heavily treed. The subject site is also steeply slopes downward to the east. Based on a site visit, it appears the house on the subject site will be above the house to the east and below the house to the south. Even so, this Adjustment request is to reduce the front setback for a driveway structure, not the house. Therefore, privacy will not be impacted in the same way as a house setback Adjustment given the infrequency that an elevated driveway structure would be used. Given these distances, topography, vegetation, and request at hand, options for privacy are promoted.

#### They require larger front setbacks than side and rear setbacks:

The distance between the front lot line and SW Upper Hall Road is approximately 55 feet. The front lot line is also 32 feet below SW Upper Hall Street. The City has no plans to develop the SW 16<sup>th</sup> Avenue right-of-way into a street between SW Upper Hall Street, and the front property line of the subject site. Therefore, the front yard of the subject site will not be easily visible from the nearest roadway, SW Upper Hall Street due to the dense tree cover, other vegetation, and topography. Consequently, the intent of having an open front yard is not possible for reasons that are beyond the control of the applicant. However, except for the 14 foot wide driveway, the area between the front of the proposed house and SW Upper Hall will be visually pleasing due to existing large trees and other vegetation that will remain after construction in the unimproved SW 16<sup>th</sup> Avenue right-of-way. This will give the appearance of a visually pleasing front yard.

#### They provide adequate flexibility:

As stated earlier many structures and homes have been built in the area on steep topography with supports and vehicle areas such as driveways, garages, and parking areas in the front or garage setback that faces the front lot line. The proposed driveway structure is approximately 59 feet away from the nearest residences. The proposed home footprint is approximately 46 feet away from the nearest residences. The proposed home footprint leaves a 2,000 square foot rear yard for the required outdoor area. The proposed home is proposed to be below the driveway and at the same height as the driveway structure supports, creating an architecturally diverse home. Given the steep slope of the lot and its vertical and horizontal distance from the improved roadway, the Adjustment request provide the flexibility on a topographically challenged site to provide the necessary vehicular and pedestrian access.

#### They provide room for a car to park:

Exhibit C1 shows a parking area for two cars outside the front setback on the subject site. PBOT will review the sight distance for access onto SW Upper Hall Street during the Public Works Permit review. This process will ensure that vehicles will be able to safely enter and exit the roadway. Here is the applicable portion of PBOT's comments from Exhibit E6:

The applicant will be required to submit a traffic analysis, prepared by a professional traffic engineer, which includes an AutoTurn exhibit to demonstrate that vehicles can exit the site in a forward motion as well as a sight distance analysis for the proposed location of the driveway. Further, the analysis must also include an evaluation of the barrier in relation to the proposed driveway and include recommended design changes that are consistent with AASHTO's Roadside Design Guide. This analysis must be submitted with the Public Works Permit.

Therefore, as proposed there will be room for a car to park and safely enter and exit the roadway upon PBOT approval.

For all these reasons, 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:** As discussed in Criterion A, the area contains many homes on steep slopes that are contain vehicular parking or driveways built on supports that encroach onto a garage setback that faces the front property line or the front setback. The requested Adjustment is a good distance away from nearby residences. The subject site and surrounding area are heavily treed and will provide screening and buffering from residences. Topography and right-of-way trees will screen much of the driveway structure and house from SW Upper Hall Street. Additionally, a condition of approval has been incorporated requiring the planting and retention of a new tree northeast and southwest of the proposed driveway structure on private property. These plantings will help screen the driveway supports long term. Site grading, site drainage, slope stability, and foundation design will be reviewed and inspected by PBOT and BDS. The driveway will also require structural and geotechnical review through the building permit, Encroachment Permit, and Public Works permitting processes. All of these plans and reports have to be reviewed and approved before all construction can begin. Further, once building and Public Work permits are

issued, inspections will occur throughout the construction process to ensure the structures are built to the approved plans. 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 is requesting only one Adjustment. This criterion is not applicable.

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

**Findings:** City-designated scenic resources are identified on the Official Zoning Maps with a lower case "s," and historic resources are identified either with a dot or as being within the boundaries of Historic or Conservation district. As noted under the Zoning section of this staff report there are no valid scenic or historic resource designations mapped on the subject site, this criterion is not applicable.

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

**Findings:** A condition has been incorporated to screen the driveway structure supports in the front setback of the subject site by requiring a tree be planted northeast and southwest of the driveway structure within the 10-foot front setback. As stated under Criterion A and B, no other impacts exist from the accessory structure setback reduction request that would require mitigation. 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:** Environmental overlay zones are designed on the Official Zoning Maps with either a lowercase "p" (Environmental Protection overlay zone) or a "c" (Environmental Conservation overlay zone). As there are no environmental overlay zones mapped on site, this criterion is not applicable.

## **DEVELOPMENT STANDARDS**

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

# CONCLUSIONS

The proposal to waive the front setback for an elevated driveway structure along with the conditions of approval equally meets the intent of the regulations and will not significantly detract from the livability or appearance of the residential area. The applicant has demonstrated that the applicable approval criteria have been met. Because the approval criteria have been met, the proposal should be approved.

## **ADMINISTRATIVE DECISION**

Approval of an Adjustment to reduce the minimum 10-foot front (northwest) setback required by Zoning Code Section 33.110.220.B, Table 110-3 to 0-feet for an elevated driveway structure

per the approved plans, Exhibits C1 and C2, signed and dated July 5, 2018, subject to the following conditions:

- A. As part of the building permit application submittal, each of the 4 required site plans and any additional drawings must reflect the information and design approved by this land use review as indicated in Exhibits C1 and C2. The sheets on which this information appears must be labeled, "Proposal and design as approved in Case File # LU 18-118430 AD. No field changes allowed."
- B. No building permit for the driveway structure can be issued until a building permit for the entirety of the associated house on the same subject lot is issued.
- C. No building permit for the driveway structure can be finaled until a building permit for the entirety of the associated house on the same subject lot receives a Certificate of Occupancy. A Temporary Certificate of Occupancy will not suffice for a Certificate of Occupancy.
- D. Plant one medium species tree on the southwest side of the driveway structure and one large species tree on the northeast side of the driveway structure within the first 10 feet of the front (northwest) property line on the subject site. These trees shall be planted at a 1.5 inch diameter 4.5 feet above grade. These trees shall be chosen from the Suggested Tree List in the City's Tree and Landscaping Manual: <a href="https://www.portlandoregon.gov/bds/article/71964">https://www.portlandoregon.gov/bds/article/71964</a>.
- E. PBOT Condition: An Encroachment Permit for the structural driveway and signed waivers of remonstrance shall be required prior to building permit approval for the house or driveway structure.

#### Staff Planner: Clare Fuchs

Decision rendered by:

By authority of the Director of the Bureau of Development Services

on (July 5, 2018)

#### Decision mailed: July 11, 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 February 6, 2018, and was determined to be complete on April 30, 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 February 6, 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, the applicant requested that the 120-day review period be extended by 14 days, as stated in Exhibit (G5). Unless further extended by the applicant, **the 120 days will expire on September 11, 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.

**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 July 25, 2018** at 1900 SW Fourth Ave. Appeals can be filed at the 5<sup>th</sup> floor reception desk of 1900 SW 4<sup>th</sup> Avenue Monday through Friday between 8:00 am and 4:30 pm. **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 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 <a href="https://www.portlandonline.com">www.portlandonline.com</a>.

**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 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 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 will be recorded with the Multnomah County Recorder.

• *Unless appealed,* the final decision will be recorded on or after **July 26, 2018** by the Bureau of Development Services.

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 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
  - 1. Narrative
  - 2. February 6, 2018 Site Plan
  - 3. February 6, 2018 Elevated Structure Cross Sections
  - 4. April 17, 2018 Site Plan
  - 5. April 17, 2018 Elevation Structure Cross Sections
  - 6. April 30, 2018 Tree Plan
  - 7. April 17, 2018 Resubumittal Response and Privacy Impact Findings
  - 8. Historic Resource Inventory Information Page for a firehouse at 1436 SW Montgomery Street
  - 9. March 2, 2018 email from Tim Novak, City Planner, stating subject parcel is not a historic resource property located at 1436 SW Montgomery Street
  - 10. Applicant's Response to Letters Received During Comment Period
- B. Zoning Map (attached)
- C. Plans/Drawings:
  - 1. April 30, 2018 Site Plan (attached)
  - 2. April 30, 2018 Elevation Structure Cross Sections (attached)
- D. Notification information:
  - 1. Mailing list
  - 2. Mailed notice
- E. Agency Responses:
  - 1. Water Bureau
  - 2. Life Safety Section of BDS
  - 3. Bureau of Environmental Services
  - 4. Site Development Review Section of BDS
  - 5. Fire Bureau (attached)
  - 6. Bureau of Transportation Engineering and Development Review (attached)
- F. Correspondence:
  - 1. Leslie Kahl, May 14, 2018, Letter of Opposition
  - 2. Alan Gladstone, May 15, 2018, Letter of Opposition
  - 3. Harry Demorest, May 22, 2018 Letter of Opposition
  - 4. Anne Marie King, May 25, 2018 Letter of Opposition
  - 5. Anne Marie King, May 26, 2018 Summary: Letter of Opposition
- G. Other:
  - 1. Original LU Application
  - 2. February 20, 2018 Incomplete Letter
  - 3. April 24, 2018 Incomplete Letter
  - 4. April 30, 2018 Incomplete Email
  - 5. 120 Day Extension Email

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).



····· Recreational Trails

Exhibit

В

Feb 08, 2018



