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## City of Portland, Oregon

**Bureau of Development Services** 

**Land Use Services** 

Amanda Fritz, Commissioner Paul L.Scarlett, Director Phone: (503) 823-7300 Fax: (503) 823-5630 TTY: (503) 823-6868 www.portlandoregon.gov/bds

FROM CONCEPT TO CONSTRUCTION

#### NOTICE OF A PUBLIC HEARING BEFORE THE CITY COUNCIL ON AN APPEAL OF THE PORTLAND LAND USE HEARINGS OFFICER

CASE FILE: LU	U 13-219755 ZC AD LDP (HO 4130027)
WHEN: Aj	pril 10, 2014 @ 2:00 PM
WHERE: CO	OUNCIL CHAMBERS, 1221 SW FOURTH AVENUE

Date:	March 7, 2014
То:	Interested Person
From:	Sean Williams, Land User Services
	503-823-7612 / sean.williams@portlandoregon.gov

A public hearing will be held to consider an appeal of the Hearings Officer decision to approve a Zone Map Amendment (ZC), Adjustment (AD) and Land Division Partition (LDP) at 3058 SE Woodstock Boulevard. The Hearings Officer decision of approval with conditions has been appealed by the Eastmoreland Neighborhood Association. At the hearing City Council will consider the appeal. You are invited to testify at the hearing.

This will be an On-the-Record hearing, one in which new evidence cannot be submitted to the City Council. For a general explanation of the City Council hearing process please refer to the last page of this notice.

File No.:	LU 13-219755 ZC AD LDP (HO 4130027)		
Appellant:	Eastmoreland Neighborhood Association c/o Robert McCullough, President 6123 SE Reed College Place Portland, OR 97202		
Applicant:	Rob Humphrey Faster Permits 14334 NW Eagleridge Lane Portland, OR 97229		
Representative:	Michael C. Robinson Perkins Coie LLP 1120 NW Couch Street, Tenth Floor Portland, OR 97209-4128		
Owner:	Vic Remmers Everett Custom Homes Inc. 735 SW 158 <sup>th</sup> Avenue, Suite 180 Beaverton, OR 97008		
Hearings Officer:	Gregory J. Frank		

Bureau of Development Services (BDS) Staff Representative: Sean Williams

1900 SW 4th Avenue, Suite # 5000, Portland, OR 97201

Site Address:	3058 SE Woodstock Boulevard					
Legal Description:	BLOCK 39 LOT 6&7 TL 300, EASTMORELAND					
Tax Account No.:	R231508470					
State ID No.:	1S1E13CD 00300					
Quarter Section:	3633					
Neighborhood:	Eastmoreland					
<b>Business District:</b>	None					
District Neighborhood Coalition: Southeast Uplift						
Plan District:	Eastmoreland					
Zoning:	Residential 7,000 (R7) w/ Residential 5,000 (R5) Comprehensive Plan					
Land Use Review:	Type III, Zoning Map Amendment (ZC), Adjustment (AD) and Land Dvision Partition (LDP)					

#### BDS Staff Recommendation to Hearings Officer: Approval with conditions

**Public Hearing:** The hearing was opened at 9:00 a.m. on January 15, 2014, in Room 2500A, 1900 SW 4<sup>th</sup> Avenue, Portland, Oregon, and was closed at 12:01p.m. The record was held open until 4:30 p.m. on January 22, 2014 for new evidence, and until 4:30 p.m. on January 29, 2014 for the Applicant's final rebuttal.

#### Testified at the Hearing:

Sean Williams Michael Robinson Peter Livingston Robert McCullough Rod Merrick Bud (Robert) Oringdulph Joanne Carlson Kathleen Taylor Kurt Krause Mary Rogers Phyllis Markee Rob Buys Kimberly Koehler Jeff Bowman Patricia Bowman Kyle Gernhart Catherine Mushel Maria Baker Marylu Gray **Robert Schlesinger** Sharon Webber Mike Ard

#### **Proposal:**

The applicant (the "Applicant") is proposing to partition the property commonly referred to as 3058 SE Woodstock Boulevard (the "Subject Property") into two parcels of approximately 7,068 (Parcel 1) and 6,113 (Parcel 2) square feet in size in conjunction with a Zone Map Amendment in conformance with the Comprehensive Plan from Residential 7,000 (R7) to Residential 5,000 (R5). An adjustment review is additionally requested to allow the creation of through lots, as both street frontages are not designated as Local Service.

For purposes of State Law, this land division is considered a partition. To partition land is to divide an area or tract of land into two or three parcels within a calendar year (See ORS 92.010). ORS 92.010 defines "parcel" as a single unit of land created by a partition of land. The applicant's proposal is to create 2 units of land. Therefore this land division is considered a partition.

#### **Approval Criteria:**

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

- 33.855.050, Approval Criteria for Base Zone Changes.
- 33.805.040 A.-F., Approval Criteria for Adjustments.
- Section 33.660.120, Approval Criteria for Land Divisions in Open Space and Residential Zones.

#### **REVIEW BODY DECISION**

**Approval** of a Zoning Map Amendment, in compliance with the Comprehensive Plan Map designation, from R7 to R5;

Approval of an Adjustment to allow Parcels 1 and 2 to be created as through lots;

**Approval** of a Preliminary Plan for a 2-parcel partition that will result in two through lots, as illustrated with Exhibits C.1-C.5, subject to the following conditions:

#### A. The Final Plat must show the following:

1. A recording block for the Acknowledgement of Tree Preservation Requirements as required by Condition B.2 below. The recording block(s) shall, at a minimum, include language substantially similar to the following example: "An Acknowledgement of Tree Preservation Requirements has been recorded as document no. \_\_\_\_\_, Multnomah County Deed Records."

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

- 1. A finalized permit must be obtained for demolition of the existing residence on the site and capping the existing sanitary sewer connection. (if the demo includes a primary residential structure, add:) Note that Title 24 requires a 35-day demolition delay period for most residential structures. The site plan for the demolition permit must show all trees to be preserved and root protection zones as shown on Exhibit C.5. All demolition work must be in conformance with the recommendations in the applicant's arborist report (Exhibit A.2).
- 2. The applicant shall execute an Acknowledgement of Tree Preservation Requirements that notes tree preservation requirements that apply to Parcel 1. A copy of the approved Tree Preservation Plan must be included as an Exhibit to the Acknowledgement. The acknowledgment shall be recorded with Multnomah County and referenced on the final plat.

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

- Development on Parcel 1 shall be in conformance with the Preliminary Grading Plan (Exhibit C.5) and the applicant's arborist report (Exhibit A.2). Specifically, tree #2 (28-inch Douglas fir) is required to be preserved, with the root protection zone indicated on Exhibit C.5. 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 8foot 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 supervision.
- 2. The applicant must provide a fire access way that meets the Fire Bureau requirements related to aerial fire department access. Aerial access applies to buildings that exceed 30 feet in height as measure to the bottom of the eave of the structure or the top of the parapet for a flat roof.
- 3. The address and main entrance of development on Parcels 1 and 2 must be oriented towards SE Woodstock Boulevard and vehicle/garage access must be from SE Moreland Lane.
- 4. 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.

Decision mailed: February 14, 2014

#### APPEAL

The Hearings Officer decision of approval with conditions has been appealed by the Eastmoreland Neighborhood Association. According to the appellants' statement, the appeal of the Hearings Officer decision is based on arguments that:

#### Comprehensive Plan Map and Zoning Map

The Hearings Officer erred by omitting the information that the assumed zoning designation was not referenced in the comprehensive plan, the archives of the comprehensive plan at the city archives, Eastmoreland's archives, SE Uplift's archives, or the contemporaneous press. The map should have been amended long ago under PC 33.810.080.A.2.

#### PC 33.855.050.B and PC 33.660.120.K

The Hearings Officer did not address the argument that the public works decision is a land use decision that was made without notice.

#### PC 33.855.050.A

There is more than one corresponding zone associated with the R5 Comprehensive Plan map designation.

#### PC 33.660.120.K

The identified location of on-street parking in the vicinity is not practical to serve the subject property based on its proximity. With respect to adequate, the Hearings Officer chose to rely on the conclusions of the applicant's traffic engineer that on-street parking would be adequate,

rather than take seriously the opponents' traffic engineer, who pointed out that the parking numbers in the study were calculated at a time when residential parking is not anticipated to be as high as at other times.

#### PC 33.805.010

An adjustment is not required as it does not meet the purpose of Adjustments, and should not be allowed.

#### PC 33.610.300.B

The standard for through lots has no substance and can always be avoided by conditioning development so that it faces the major City traffic street and turns its back on the local service street.

#### PC 33.805.040.B

Adjustment approval criteria that states: "If in a residential zone, the proposal will not significantly detract from the livability of appearance of the residential area" should also be applied to the partition proposal as opposed to just the Adjustment proposal.

#### PC 33.805.040.D and PC 33.540

The Hearings Officer incorrectly finds Adjustment approval criteria pertaining to City designated scenic resources and historic resources inapplicable.

**Review of the case file**: The Hearings Officer decision and all evidence on this case are now available for review at the Bureau of Development Services, 1900 SW 4<sup>th</sup> Avenue, # 5000, Portland OR 97201. Copies of the information in the file can be obtained for a fee equal to the City's cost for providing those copies. I can provide some of the information over the phone.

We are seeking your comments on this proposal. The hearing will be held before the City Council. To comment, you may write a letter in advance, or testify at the hearing. In your comments, you should address the approval criteria, as stated above. Please refer to the file number when seeking information or submitting testimony. Written comments **must be** received by the end of the hearing and should include the case file number and the name and address of the submitter. It must be given to the Council Clerk, in person, or mailed to 1221 SW Fourth Avenue, Room 130, Portland, OR 97204. A description of the City Council Hearing process is attached.

If you choose to provide testimony by electronic mail, please direct it to the Council Clerk [karla.Moore-Love@portlandoregon.gov]. Due to legal and practical reasons, City Council members cannot accept electronic mail on cases under consideration by the Council. Any electronic mail on this matter must be received no less that one hour prior to the time and date of the scheduled public hearing. The Council Clerk will ensure that all City Council members receive copies of your communication.

City Council's decision is final. Any further appeal must be filed with the Oregon Land Use Board of Appeals (LUBA). Failure to raise an issue in a hearing, in person or by letter, by the close of the record or at the final hearing on the case or failure to provide sufficient specificity to afford the decision maker an opportunity to respond to the issue, precludes an appeal to LUBA on that issue. Also, if you do not provide enough detailed information to the City Council, they may not be able to respond to the issue you are trying to raise. For more information, call the Auditor's Office at (503) 823-4086. If you have a disability and need accommodations, please call 503-823-4085 (TDD: 503-823-6868). Persons requiring a sign language interpreter must call at least 48 hours in advance.

#### Attachments

- Zoning Map
   Site plan(s)
   Appeal Statement
   City Council Appeal Process















City of Portland, Oregon - Bu	reau of Development Services
	01 • 503-823-7300 • www.portlandoregon.gov/bds
Type III Decision Appeal Form	LU Number: 13-219755 ZC AD LDP
FOR INTAKE, STAFF USE ONLY Date/Time Received $2/27/14$ C 2:05 Received By $5000$ Appeal Deadline Date $2/28/14$ $4^{\circ}_{\circ}_{\circ}_{\circ}_{\circ}_{\circ}_{\circ}_{\circ}_{\circ}_{\circ}_$	Fee Amount $5,000$ [N] Fee Waived Bill # $3534993$ [Y] [N] Unincorporated MC
APPELLANT: Complete all sections below. Please p	
PROPOSAL SITE ADDRESS 3058 SE WoodstockEastmoreland Neighborhood AssociC/O Robert McCullough, PresidenAddress 6123 SE Reed College Place CityDay Phone 503-771-5090EmailRobert	ation t PortlandState/Zip Code_OR, 97202
Interest in proposal (applicant, neighbor, etc.) Neighbor	
Identify the specific approval criteria at the source	
Zoning Code Section 33. $805$ . $010$	Zoning Code Section 33. 805 040
Zoning Code Section 33. $610$ . $300$	Zoning Code Section 33. 660 . 120
Describe how the proposal does or does not meet the how the City erred procedurally: See attached memorandum for discussion	
Appellant's Signature	
<ul> <li>FILE THE APPEAL - Submit the following:</li> <li>This completed appeal form</li> <li>A copy of the Type III Decision being appealed</li> <li>An appeal fee as follows:</li> <li>Appeal fee as stated in the Decision, payable to City of F</li> <li>Fee waiver for ONI Recognized Organizations approved</li> <li>Fee waiver for low income individual approved (attach le</li> <li>Fee waiver for Unicorporated Multnomah County recogn</li> </ul>	(see instructions under Appeals Fees A on back) tter from Director)
The appeal must be filed by the deadline listed in the Decision. peal should be filed in the Development Services Center at 190 8:00 a.m. and 3:00 p.m. on Tuesday through Friday. On Monday form(s) must be submitted at the Reception Desk on the 5th Flo	0 SW 4th Ave, 1st Floor, Suite 1500, Portland, Oregon, between s, and between 3:00 - 4:30 p.m. on Tuesday through Friday, the
The Portland City Council will hold a hearing on this appeal. The lan received notice of the initial hearing will receive notice of the appeal	
Information about the appeal hearing procedure and fee waiver	s is on the back of this form.

lu\_type3\_appeal\_form 01/16/13

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#### MEMORANDUM IDENTIFYING APPROVAL CRITERIA EASTMORELAND NEIGHBORHOOD APPEAL

#### Comprehensive Plan Map and Zoning Map.

The Hearings Officer erred by omitting the information that the assumed zoning designation was not referenced in the comprehensive plan, the archives of the comprehensive plan at the city archives, Eastmoreland's archives, Southeast Uplifts archives, or the contemporaneous press. Seven board members of the Eastmoreland board submitted affidavits that no such change had been made, discussed, or published in spite of extensive discussions with the then mayor, planning officials, and neighbors. Given the city's frequently stated goal of involving neighborhoods in the planning process, the absence of *any* discussion anywhere of the 1980 comprehensive plan designation to R-5 of the Moreland Block, which includes the subject property, is strong circumstantial and substantial evidence that either it was mapped that way by mistake or (far less likely) that the city planners intended to avoid a controversy by failing to disclose it to the neighborhood representatives. The map should have been amended long ago under **PC 33.810.080 A.2**.

#### PC 33.855.050 B. and PC 330.660.120 K.

The Hearings Officer rejects (page 9), the argument that Public Works decision (LU 13-219755-000-00-LU), which waived street dedication and sidewalk requirements, was improperly granted/approved. The Hearings Officer adopts the applicant's position that the argument is a collateral attack on a final decision. However, he does not address the argument that the Public Works decision is a land use decision that was made without notice. Obviously, because there was no notice, as required by ORS 227.175(10(a)(C), the decision could not be appealed until the prospective appellant "knew or should have known of the decision." ORS 197.830((3)(b). For the same reason, the decision could also not be stayed pending an appeal. Because a neighbor of the subject property has now appealed the Public Works decision to LUBA, the decision is not really final. Consequently, an argument that the Public Works decision waiving street dedication and sidewalk requirements was erroneous is *not* a collateral attack on a final decision

#### PC 33.855.050 A.

In support of his conclusion that the zone change is in compliance with the comprehensive plan map, the Hearings Officer says (page 13) that the R5 comprehensive plan map designation "has only one corresponding zone - R5." In fact, the R5 comprehensive plan map designation has another corresponding zone, R7, in the Moreland Block.

#### PC 33.660.120 K.

The Hearings Officer found (page 22) that there will be on-street parking "in the vicinity (on a portion of SE Moreland Lane and across from the SE Woodstock; the parties [sic] only dispute appears to be the practicality of such on-street parking because of its distance to the Subject Property." After stating the "dispute," the Hearings Officer ignored it with no explanation. With respect to adequate parking, the Hearings Officer chose to rely on the conclusions of the

CASE NO. 13-219755 EXHIBIT E.1

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applicant's traffic engineer that on-street parking would be adequate, rather than take seriously the opponents' traffic engineer, who pointed out that the parking numbers in the study were calculated at a time when residential parking is not anticipated to be as high as at other times.

#### PC 33.805.010

The Hearings Officer cites (page 32) PC 33.805.010 "Purpose" as one of the "Approval Criteria for Adjustments." The purpose standard explains that "because of the city's diversity, some sites are difficult to develop in compliance with the regulations." However, this site is *not* difficult to develop in compliance with the regulations. Therefore, an adjustment is not required, does not meet the purpose of an adjustment, and should not be allowed.

#### PC 33.610.300 B.

The Hearings Officer applies (pages 35-36) the variance criteria for a through lot, without any more justification than the applicant's desire. There is no "difficulty." Under the Hearings Officer's analysis, the standard stated in PC 33.610.300 B. ("Through lots are allowed only where both front lot lines are on local service streets") has no substance. It can *always* be avoided by conditioning development so that it faces the collector street or major city traffic street and turns its back on the local service street. The drafters of the PC could not have intended to propose for City Council adoption a standard that can always be avoided through a condition. They could simply have provided that when a through lot goes fronts a connector street or major city traffic street and a local service street, development must face the connector street. That would have avoided the need for an adjustment (and payment of the substantial fee for an adjustment review).

#### PC 33.805.040 B.

PC 33.805.040 states the adjustment criteria. PC 33.805.040 B. states the requirement that "If in a residential zone, the *proposal* will not significantly detract from the livability or appearance of the residential area." The Hearings Officer chose (page 39) to define *proposal* narrowly, to mean the *adjustment* proposal. It could have just as easily been defined to mean the *partition* proposal. There was ample testimony to justify a finding that the partition proposal that the adjustment enables would significantly detract from the livability or appearance of the residential area, as those terms were interpreted by the Hearings Officer. The applicant's attorney observed, "Opponents have not explained how that single additional through lot destabilizes the area. In fact opponents have already conceded that the lot could be partitioned in an east/west direction." The observation is not on point, because it is not necessary to demonstrate that the additional through lot will "destabilize" the area. It is enough to demonstrate that it will significantly detract from the livability or appearance of the area. If the lot is partitioned in an east/west direction, the appearance of the house on SE Woodstock would not have to change, and the impression of ample lots would remain intact.

Eastmoreland's character was established when it was first developed. It is now under attack in certain, specific ways. Allowing the map error to drive the decision will mean that in a short time the entire block – with many old fine dwellings – will be razed. The proposed partition

should not be viewed in isolation. It is another shoe to drop. Eastmoreland is being transformed by an aggressive effort on the part of developers to line their own pockets by creating greater density that reduces neighborhood livability. This proposal will have significant and damaging visual impacts on views from Reed College and SE Woodstock.

#### PC 33.805.040 D. and PC chapter 33.540

In response to PC 33.805.040 D. ("City-designated scenic resources and historic resources are preserved"), the Hearings Officer finds (page 42) the approval criterion to be inapplicable. He is mistaken. In fact, PC chapter 33.540 praises "the established character of the Laurelhurst and Eastmoreland areas, characterized by homes with larger than normal building setbacks from the street." While there is no specific mention of the side setbacks, it can and should be inferred that these are also an important part of the "established character" of Eastmoreland. The PC does not define *designated*, but it is reasonable to interpret it to mean *described*, in the sense of the term "established character."

#### GENERAL EXPLANATION OF CITY COUNCIL APPEAL HEARING PROCESS FOR ON-THE-RECORD APPEALS

#### 1. SUBMISSION OF LEGAL ARGUMENT

- **a.** On-the record appeals are limited to legal argument only. The only evidence that will be considered by the City Council is the evidence that was submitted to the HEARINGS OFFICER prior to the date the HEARINGS OFFICER closed the evidentiary record. Parties may refer to and criticize or make arguments in support of the validity of evidence received by the HEARINGS OFFICER. However, parties may not submit new evidence to supplement or rebut the evidence received by the HEARINGS OFFICER.
- **b.** Legal argument may be mailed to the Council Clerk, 1221 SW Fourth Avenue, Room 140, Portland, OR 97204. Written legal argument must be received by the time of the hearing and should include the case file number.
- **c.** Legal argument may be submitted orally (see below).

#### 2. COUNCIL REVIEW

**a.** The order of appearance and time allotments are generally as follows:

Staff Report	10 minutes		
Appellant	10 minutes		
Supporters of Appellant	3 minutes each		
Principal Opponent	15 minutes		
Other Opponents	3 minutes each		
Appellant Rebuttal	5 minutes		
Council			

- **b.** The applicant has the burden of proof to show that the evidentiary record compiled by the HEARINGS OFFICER demonstrates that each and every element of the approval criteria is satisfied. If the applicant is the appellant, the applicant may also argue the criteria are being incorrectly interpreted, the wrong approval criteria are being applied or additional approval criteria should be applied.
- **c.** In order to prevail, the opponents of the applicant must persuade the City Council to find that the applicant has not carried the burden of proof to show that the evidentiary record compiled by the HEARINGS OFFICER demonstrates that each and every element of the approval criteria is satisfied. The opponents may wish to argue the criteria are being incorrectly applied, the wrong approval criteria are being applied or additional approval criteria should be applied.

### 3. OTHER INFORMATION

**a.** Prior to the hearing, the case file and the REVIEW BODY decision are available for review, by appointment, at the Bureau of Development Services, 1900 SW 4<sup>th</sup> Avenue, #5000, Portland, OR 97201. Call 503-823-7617 to make an appoint to review the file.

If you have a disability and need accommodations, please call 823-4085 (TDD: 823-6868). Persons requiring a sign language interpreter must call at least 48 hours in advance.

CITY OF <u>PORTLAND, OREGON</u> OFFICE OF THE CITY AUDITOR

1221 SW 4<sup>th</sup> Ave, Room 140 Portland, Oregon 97204-1987



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1221 SW 4th Ave, Room 140 Portland, Oregon 97204-1987 048426520410

YVONNE POELWIJK 1900 SW 4<sup>TH</sup> AVE, STE 5000 DEVELOPMENT SERVICES PORTLAND, OR 97204

KURT KRUEGER PBOT 106 / 800

OREGONIAN PORTLAND TEAM 1320 SW BROADWAY PORTLAND, OR 97201

VIC REMMERS EVERETT CUSTOM HOMES INC 735 SW 158<sup>th</sup> AVE SUITE 180 BEAVERTON, OR 97008

BOB KELLETT SOUTHEAST UPLIFT 3534 SE MAIN ST PORTLAND, OR 97214

ED & JOSETTE DUNDON 7207 SE REED COLLEGE PL PORTLAND, OR 97202

ROBERT HALEY 106 / 800

MAT MILLENBACH 8867 SE 13<sup>TH</sup> AVE PORTLAND, OR 97202

DAN AND BARBARA HOFFA 3024 SE WOODSTOCK BLVD PORTLAND, OR 97202

KATHLEEN TAYLOR 3231 SE BYBEE BLVD PORTLAND, OR 97202 SEAN WILLIAMS 299 / 5000

DAWN KRANTZ PORTLAND FIRE BUREAU 472 / 100

DOUGLAS CAPPS PORTLAND PUBLIC SCHOOLS PO BOX 3107 PORTLAND, OR 97208

ROD MERRICK EASTMORELAND NEIGHBORHOOD ASSOC PO BOX 82520 PORTLAND, OR 97282

JUDITH A. PERRY 6106 SE 32<sup>ND</sup> AVE PORTLAND, OR 97202

TY WYMAN DUNN CARNEY ALLEN HIGGINS TONGUE 851 SW 6<sup>th</sup> AVE SUITE 1500 PORTLAND, OR 97204-1357

ROBERT MCCULLOUGH EASTMORELAND NEIGHBORHOOD ASSOC 6123 SE REED COLLEGE PL PORTLAND, OR 97202

KURT KRAUSE 7325 SE 29<sup>th</sup> AVE PORTLAND, OR 97202

MICHAEL ROBINSON PERKINS COIE LLP 1120 NW COUCH ST 10<sup>th</sup> FLOOR PORTLAND, OR 97209-4128

MARY ROGERS 3131 SE MARTINS PORTLAND, OR 97202

DOUG MORGAN DEVELOPMENT SERVICES 299 / 5000

WATER BUREAU PERMITS 106 / 601

ROB HUMPHREY FASTER PERMITS 14334 NW EAGLERRIDGE LN PORTLAND, OR 97229

ROD MERRICK 3627 SE COOPER ST PORTLAND, OR 97202

PETER HAMILTON 7521 SE 30<sup>th</sup> AVE PORTLAND, OR 97202

PAGE FRISCH 6049 SE REED COLLEGE PL PORTLAND, OR 97202

JOANNE CARLSON 7605 SE REED COLLEGE PL PORTLAND, OR 97202

ROBERT ORINGDULPH EASTMORELAND NEIGHBORHOOD ASSOC 6205 SE REED COLLEGE PL PORTLAND, OR 97202

PETER LIVINGSTON 805 SW BROADWAY SUITE 1900 PORTLAND, OR 97205

PHYLLIS MARKEE 6028 SE 32ND PORTLAND, OR 97202

KYLE GERNHART KYLE GERNHART 7333 SE 30<sup>th</sup> PORTLAND, OR 97202

MARYLU GRAY 3743 SE HENRY ST PORTLAND, OR 97202

MIKE ARD LANCASTER ENGINEERING 321 SW 4<sup>th</sup> SUITE 400 PORTLAND, OR 97204

JEANNE FRATTO 3823 SE CRYSTAL SPRINGS BLVD PORTLAND, OR 97202

DAVID DOWELL 6241 SE 31<sup>st</sup> AVE PORTLAND, OR 97202

COLLEEN KANEKEVIN MCNAMARA3734 SE WOODSTOCK3805 SE MALDEN STPORTLAND, OR 97202PORTLAND, OR 97202 PORTLAND, OR 97202

JAN DUNBRACKNANCY L. MONTAG7118 SE REED COLLEGE PL8016 SE 28TH AVE PORTLAND, OR 97202

JOHN FREWING 1300 NE 16<sup>TH</sup> PORTLAND, OR 97232

JOLINE AND JIM STAPP 2827 SE MARTINS ST PORTLAND, OR 97202

CATHERINE MUSHEL 6319 SE 34<sup>th</sup> AVE PORTLAND, OR 97202

ROBERT SCHLESINGER 7118 SE REED COLLEGE PL 7606 SE 36<sup>TH</sup> AVE PORTLAND, OR 97202 PORTLAND, OR 972

> DYANN & TOM ALKIRE 7329 SE 36<sup>th</sup> AVE PORTLAND, OR 97202

MICHELLE GRINGERI-BROWN ATOMIC RANCH MAGAZINE 3125 SE REX ST PORTLAND, OR 97202

JACK BUSH 3622 SE MALDEN ST PORTLAND, OR 97202 PORTLAND, OR 97202

PORTLAND, OR 97202

THOMAS WEBB PO BOX 220394 PORTLAND, OR 97269 THOMAS WEBB

ALEX CHERNABAEFF AND JOANNA KOCH 2900 SE MARTINS ST PORTLAND, OR 97202

ROBERT BUYS, MDKIMBERLY KOEHLERJEFF AND PATRICIA BOWMAN3117 SE MARTINS7530 SE 32ND3108 SE WOODSTOCKPORTLAND, OR 97202PORTLAND, OR 97202PORTLAND, OR 97202

MARIA BAKER 6738 SE 31<sup>st</sup> AVE PORTLAND, OR 97202

SHARON WEBBER PORTLAND, OR 97202

MYLES BLACK CITY NATURE URBAN FORESTRY PROGRAM 10910 N DENVER AVE PORTLAND, OR 97214

MARY BAILEY 6506 SE REED COLLEGE PL PORTLAND, OR 97202

KENT VICKERY 7421 SE 34<sup>th</sup> AVE

CAROL KLINGENSMITH 7701 SE 30<sup>th</sup> AVE PORTLAND, OR 97202

VIRGINIA L. MONTAG 2930 SE LAMBERT AVE PORTLAND, OR 97202

JANET & NORMAN LOCKE 2807 SE MARTINS ST PORTLAND, OR 97202

THOMAS G AND SHANNON GREEN 6121 SE 32<sup>ND</sup> AVE PORTLAND, OR 97202

IRVIN	J.	AND		
DELLA L. HOROWITZ				
2909 S	ЕМ	ART ]	INS	ST
PORTLA	ND,	OR	972	202

MEG MERRICK 3627 SE COOPER ST PORTLAND, OR 97202

JOHN ANDREW COLE BPS 299 / 7100 RUSSELL TEASDALE 2835 SE CARLTON ST PORTLAND, OR 97202

PETER FINLEY FRY 2153 SW MAIN #105 PORTLAND, OR 97205 HELEN C. DILLON 3005 SE CARLTON PORTLAND, OR 97202

CHRISTOPHER M. CLEMOW MACKENZIE RIVEREAST CENTER 1515 SE WATER AVE #100 PORTLAND, OR 97214

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