

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

1900 SW 4th Avenue, Suite 5000 Portland, Oregon 97201 503-823-7300 Fax 503-823-5630 TTY 503-823-6868 www.portlandonline.com/bds

Date: November 26, 2008 **To:** Interested Person

From: Kathleen Stokes, Land Use Services

503-823-7843 / kstokes@ci.portland.or.us

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

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

CASE FILE NUMBER: LU 08-157148 NU

GENERAL INFORMATION

Applicant: Peter Fry

2153 SW Main St. #105 Portland OR 97205

Owners: Ward and Joyce Smith

311 NE Laddington Ct. Portland, OR 97232

Site Address: 3969 NE MARTIN LUTHER KING BLVD

Legal Description: LOT 1, 2, 3 & 4 BLOCK 3, ALBINA HMSTD R010501180, R010501200, R010501210

State ID No.: 1N1E22DD 100, 1N1E22DD 200, 1N1E22DD 300

Quarter Section: 2630

Neighborhood: King, contact Erik Emerick at 503-504-0401

Business District: North-Northeast Business Assoc, Joice Taylor at 503-445-1321 NE Coalition: NE Coalition of Neighborhoods, Lauren McCartney at 503-823-4135

Plan District: Albina Community

Zoning: RHd, High Density Residential with a Design Overlay Zone

Case Type: NU, Nonconforming Situation Review

Procedure: Type II, an administrative decision with appeal to the Hearings Officer

Proposal: The applicant is proposing a change of use on this site, from the previously existing nonconforming uses (motorcycle sales and repair and restaurant) to a medical office. A change to a use in a different use category which is prohibited by the base zone may be allowed through a nonconforming situation review.

The proposed medical office would provide kidney dialysis treatment for approximately 72 patients per day, Monday through Saturday, with a staff of up to twelve employees. No more than four patients are scheduled every half-hour. Staff would work in three shifts of up to ten employees at a time. Two to three doctors would also regularly visit the clinic, Monday through Friday, between the hours of 8:00 am and 5:00 pm. Appointments for patients would be

between the hours of 6:00 am and 10:00 pm, with the first staff members arriving at 4:00 am. The last appointments of the day would be scheduled for 7:00 pm. Most appointments last three hours, but occasionally, late arrivals or complications can cause an appointment to cover as much as 5 hours. This means that most patients would complete their treatment by 10 pm. The last staff members would be scheduled to leave by midnight.

The proposed office would occupy the entire 10,000 square-foot building, which previously housed two businesses. No major changes are proposed to the structure, but the site will be generally improved, cosmetically. Windows on the rear of the building will be shaded to protect the mutual privacy of both the patients and the neighbors. No exterior activities would be involved in the use. Notice would be posted and direction given to patients to contain any noise, in respect of adjacent residential uses. A specific contact for the clinic would be provided for the neighborhood association. Although not shown on the attached site plan, the applicant states that the onsite parking area would be improved with perimeter and interior landscaping that will add screening and stormwater management, to meet Title 33 Code requirements.

Parking for the facility would be on-site in the existing parking area, which is designed so that all traffic must enter from and exit to NE Martin Luther King Boulevard. The facility would serve only patients who are located in the inner north/northeast area of the City, so some patients will arrive by public transportation. The applicant has provided a traffic study that shows that the proposed use would reduce vehicle trips from the typical levels of the previous uses, by 33 trips during morning peak hours and 3 trips during evening peak hours.

Relevant Approval Criteria: Nonconforming Situation Review, 33.258.080 B.

ANALYSIS

Site and Vicinity: The site has an area of 20,000 square feet, comprised of four 50 by 100-foot lots and is located on the southwest corner of NE Martin Luther King Boulevard and NE Shaver Street. The site is developed with a 10,000 square-foot, single-story building that was constructed in 1926. The building is located on the corner and a parking area, with twenty parking spaces, is located to the south of the building. No change is proposed for the development on the site, except for potential upgrades to landscaping in the parking lot.

The area around the site, to the south and the east along NE Martin Luther King Boulevard, is mainly developed with commercial uses that are allowed in the EXd zone. The site abuts residential development to the west. The area to the north, across NE Shaver Street, is zoned as multi-dwelling, but also contains some commercial uses and a religious institution.

Zoning: The site is zoned RH, High Density Multi-dwelling Residential. Density is not regulated by a maximum number of units per acre. Rather, the maximum size of buildings and intensity of use is regulated by floor area ratio (FAR) limits and other site development standards. Generally the density will range from 80 to 125 units per acre. Allowed housing is characterized by medium to high height and a relatively high percentage of building coverage. The major types of new housing development will be low, medium, and high-rise apartments and condominiums. Generally, RH zones will be well served by transit facilities or be near areas with supportive commercial services.

The Design Overlay Zone promotes the conservation, enhancement, and continued vitality of areas of the City with special scenic, architectural, or cultural value. This is achieved through the creation of design districts and applying the Design Overlay Zone as part of community planning projects, development of design guidelines for each district, and by requiring design review or compliance with the Community Design Standards. In addition, design review or compliance with the Community Design Standards ensures that certain types of infill development will be compatible with the neighborhood and enhance the area.

Land Use History: City records indicate that prior land use reviews include the following: There have been several legislative zone changes at the site, including the following: Prior to

1959 the site was zoned for commercial use. Between 1959 and the adoption of the Comprehensive Plan in 1981, the site was zoned M3, light manufacturing. The Comprehensive Plan returned the site to commercial (C2) and the Zoning Code Rewrite Project of 1991 retained the commercial zoning with CG, General Commercial, zone. In 1993, the Albina Community Plan rezoned the site to High Density Residential, with a Design Overlay zone. In addition to the legislative zone changes, three quasi-judicial land use cases affect the site: two Nonconforming Situation reviews and a 1996 map correction (Case File #LUR 96-00574 ZP CP) which covered a larger area that is related to the Albina Plan District.

LUR 95-00142 NU: In 1995 the property owner, Columbia River Investment Company, proposed changing one of the four tenant spaces in the building from a vehicle repair business to a retail business (cabinet shop). In addition, the property owner proposed to gradually phase out the other remaining vehicle repair businesses in the building, converting them to retail businesses over a period of six years. In order to facilitate that conversion without going through a separate land use review for each tenant change, the City approved a fairly broad range of retail and office uses allowed at the site without further review. The approval cited several exceptions, including "sales or leasing of consumer vehicles including passenger vehicles, motorcycles, light and medium trucks, and other recreational vehicles." Not long after the 1995 approval, the cabinet shop went out of business. The building was partially occupied by Pearl's Music Shop and Jay's Mower and Chainsaw, both Retail Sales and Service uses. The restaurant use that existed on the site prior to the current 2008 proposal was allowed under the 1995 review.

LUR 01-00413 NU: In 2001, a proposal was approved to change the portion of the site that had been devoted to the lawnmower repair use to a vehicle repair (motorcycle repair) and retail (motorcycle sales) use. Conditions of approval limited the hours for these uses to 9 AM to 6 PM, Monday through Saturday, and prohibited outdoor storage and display of motorcycles and outdoor work activities.

Agency Review: A "Notice of Proposal in Your Neighborhood" was mailed **October 27, 2008**. The following Bureaus have responded with no issues or concerns related to this proposal. Agencies that provided comments regarding building permit requirements are noted with exhibit numbers:

- Bureau of Environmental Services provided information on sanitary sewers and requirements for storm water management (Exhibit E-1).
- Transportation Engineering Fire Bureau
- Water Bureau
- Fire Bureau
- Site Development Section of BDS also noted building permit requirements for storm water management, including submittal of a utility plan and storm water report (Exhibit E-2).
- Life Safety Plan Review Section of BDS advised that a building permit is required to change the use of the building to a different occupancy classification, and the building must be made to comply with building code requirements for the proposed new use or occupancy. Life Safety recommended that the applicant visit the Development Services Center to research the current Occupancy Classification and Building Code requirements associated with a possible change of occupancy, including but not limited to: seismic upgrades and system development fees (Exhibit E-3).
- Parks-Forestry Division

Neighborhood Review: No written responses have been received from either the Neighborhood Association or notified property owners in response to the proposal.

ZONING CODE APPROVAL CRITERIA

33.258.010 Purpose of Nonconforming Situation Regulations

Nonconforming situations are created when the application of a specific zone to a site changes, or a zoning regulation changes. As part of the change, existing uses, density, or development might no longer be allowed. The intent of the change is not to force all noncomplying situations to be immediately brought into conformance. Instead, the intent is to guide future uses and development in a new direction consistent with City policy, and, eventually, bring them into conformance.

Legal nonconforming status is based on whether the situation was allowed when established, and if it has been maintained over time. This chapter also provides a method to review and limit nonconforming situations when changes to those situations are proposed. The intent is to protect the character of the area by reducing the negative impacts from nonconforming situations. At the same time, the regulations assure that the uses and development may continue and that the zoning regulations will not cause unnecessary burdens.

Nonconforming situations that have a lesser impact on the immediate area have fewer restrictions than those with greater impacts. Nonconforming uses in residential zones are treated more strictly than those in commercial, employment or industrial zones to protect the livability and character of residential neighborhoods.

33.258.050 Nonconforming Uses

- **B.** Change of Use ... A change to a use in a different use category which is prohibited by the base zone may be allowed through a nonconforming situation review.
- **C. Expansions.** Nonconforming uses may expand under certain circumstances. Exterior improvements may expand by increasing the amount of land used. Changing the exterior use, for example from parking to storage, is an expansion of exterior storage. Adding parking spaces to an existing lot is also an expansion...

Expansion of nonconforming uses and development is generally limited to the area bounded by the property lines of the use as they existed two years before the use became nonconforming. The property lines are the lines nearest to the land area occupied by the nonconforming use and development and its accessory uses and development, moving in an outward direction. Property lines bound individual lots, parcels, and tax lots; a site or ownership may have property lines within it. The applicant must provide evidence to show the location of property lines as they existed two years before the use became nonconforming. In OS and R zones, expansions of floor area or exterior improvements, when proposed within the property lines as they existed two years before the use became nonconforming, may be approved through a nonconforming situation review.

Findings: Nonconforming use status for this site and purposes for review requirements: This proposal is to use the existing structure for a kidney dialysis clinic, which is classified as an office use. No changes are proposed to the development on the site, other than improving the cosmetic aspect of the building and installing landscaping in the parking area.

Previous land use reviews have acknowledged the status of nonconforming rights for this site. The applicant provided documentation that showed that the last previous nonconforming use, a restaurant, occupied the site from 2002, until earlier in 2008. No information was provided on when the motorcycle sales and repair business vacated the site. However, the current proposal is to, not only change the allowed use, but to allow the proposed use to occupy the entire site. Therefore, the applicant has the right to legal nonconforming status for the site, for retail use, and, according to Code Section 33.258.050, also has the right to request a change of use and expansion of use within the existing property lines.

33.258.080 Nonconforming Situation Review

A. Procedure. A nonconforming situation review is processed through a Type II procedure.

- **B. Approval criteria.** The request will be approved if the review body finds that the applicant has shown that all of the following approval criteria are met:
 - 1. With mitigation measures, there will be no net increase in overall detrimental impacts (over the impacts of the previous use or development) on the surrounding area taking into account factors such as:
 - a. The hours of operation;
 - b. Vehicle trips to the site and impact on surrounding on-street parking;
 - c. Noise, vibration, dust, odor, fumes, glare, and smoke;
 - d. Potential for increased litter; and
 - e. The amount, location, and nature of any outside displays, storage, or activities; and

Findings: The following are comparisons of the proposed operations and the most recent situation for the site:

- The proposed hours of operation are Monday through Saturday, from 6:00 AM to 10 PM. The first staff members would arrive to begin opening the facility at 4:00 AM and the last staff members would leave no later than midnight. The previous retail restaurant use operated daily from 7:00 AM to 10 PM and the vehicle repair and sales use operated from 10 AM to 6 PM, Monday through Saturday.
- Vehicle trips will include weekday travel of 10 staff persons and approximately 20 to 24 patients, for each 5-hour shift. There would be three shifts per day, with up to a maximum of about 72 patients. In the nonpeak daytime hours there would also be two to three doctors that would travel to the site each day, for visits of two to three hours. The traffic study supplied by the applicant indicates that the proposed use would generate 21 AM peak hour trips and 52 PM peak hour trips, which is 33 fewer AM peak hour trips and 3 fewer PM peak hour trips than the previous uses would have generated.
- No noticeable impacts from noise, vibration, dust, odor, fumes, glare or smoke are expected from the proposed use, as all operations are contained within the building. A condition of approval will require that any outdoor lighting be shielded or otherwise directed away from the abutting residential properties to the west of the site. The previous uses included motorcycle sales and repair, which by its nature tends to generate more noise. A restaurant was also located on the site, which tends to generate more noise from the customers who are arriving and departing. While the extent of the other impacts are unknown, these uses can also be more likely to generate vibrations, dust, odors, fumes and smoke.
- The proposed use is not likely to generate any litter, while the previous uses were more likely to have had a greater occurrence of littering.
- Signs for the proposed use will meet the requirements of Title 32, the Portland Sign Code.

The impacts on the surrounding residential area will not increase as a result of the change from a mix of retail and vehicle repair uses to the proposed office use. In fact, the overall operation and character of the use will fit more easily into the residential neighborhood. With the exceptions of occasional weeknight meetings and periodic weekend workshops, the hours of operation will decrease. Traffic is not expected to increase and most likely would decrease. The on-site parking will accommodate the clients and staff and so there should be no impacts on the availability of street parking in the surrounding area. There is expected to be a decrease in impacts from noise, vibration, dust, odor, fumes, glare, smoke and litter. The addition of new landscaping and the configuration of any exterior lighting will screen the only potential for glare, from night-time use of the parking lot.

No outside displays, storage or activities are proposed. Overall, the site will be improved as a more attractive element on the streetscape, which will benefit the residential area. Therefore, with conditions regarding outdoor lighting and landscaping requirements this criterion can be met.

- 2. If the nonconforming use is in an OS or R zone, and if any changes are proposed to the site, the appearance of the new use or development will not lessen the residential character of the OS or R zoned area. This is based on taking into account factors such as:
 - a. Building scale, placement, and facade;
 - b. Parking area placement;
 - c. Buffering and the potential loss of privacy to abutting residential uses; and
 - d. Lighting and signs, and

Findings: No changes are proposed to the development on the site, other than cosmetic improvements and the addition of new landscaping. Therefore, the appearance of the development that serves the proposed new use will not lessen the residential character of the R zone and this criterion is met.

3. If the nonconforming use is in a C, E, or I zone, and if any changes are proposed to the site, the appearance of the new use or development will not detract from the desired function and character of the zone.

Findings: The proposal is in a residentially zoned area. This criterion does not apply.

DEVELOPMENT STANDARDS

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

CONCLUSIONS

The proposed change of use from retail and vehicle repair to an office use will not result in a net increase in overall detrimental impacts on the surrounding residential area. While the hours of operation are proposed to increase, the character of the proposed use, a kidney dialysis clinic, is projected to generate fewer peak hour vehicle trips and less noise, odors and litter. There will be no fumes, vibration or dust. No outdoor displays, storage or activities are associated with the proposed use. The addition of new landscaping and the configuration of the outdoor lighting will screen the only potential for glare, from nighttime use of the parking lot. All of the relevant approval criteria are met and the proposed change of nonconforming use can be approved.

ADMINISTRATIVE DECISION

Approval of a Nonconforming Situation Review to allow a change of use from retail and vehicle repair to office, for the proposed kidney dialysis clinic, as described in the proposal for this review and in general compliance with the approved site plan, Exhibit C-1, signed and dated November 24, 2008, and subject to the following conditions:

A. As part of the building permit application submittal, the following development-related conditions (B through D) must be noted on each of the 4 required site plans or included as a sheet in the numbered set of plans. The sheet on which this information appears must be labeled "ZONING COMPLIANCE PAGE - Case File LU 08-157148 NU." All requirements

must be graphically represented on the site plan, landscape, or other required plan and must be labeled "REQUIRED."

- B. Plans submitted for building permits must include a landscaping plan for the parking area that meets the current standards of Title 33. Requirements for site utility plans and storm water management plans that are acceptable to the Bureau of Environmental Services and BDS Site Development must also be met. If landscaping requirements result in a loss of parking spaces, no additional review will be required.
- C. Exterior lighting on the site must be sheilded or otherwise configured so that it is not directed toward adjacent residential properties to the west of the site.
- D. This approved use and the current conditions of approval supercede the previous conditions for nonconforming uses on this site.

Decision rendered by:

on November 24, 2008

By authority of the Director of the Bureau of Development Services

Decision mailed: November 26, 2008

Staff Planner: Kathleen Stokes

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 August 21, 2008, and was determined to be complete on September 4, 2008.

Zoning Code Section 33.700.080 states that Land Use Review applications are reviewed under the regulations in effect at the time the application was submitted, provided that the application is complete at the time of submittal, or complete within 180 days. Therefore this application was reviewed against the Zoning Code in effect on August 21, 2008.

ORS 227.178 states the City must issue a final decision on Land Use Review applications within 120-days of the application being deemed complete. The 120-day review period may be waived or extended at the request of the applicant. In this case, the applicant requested that the 120-day review period be extended, as stated with Exhibit A-1.

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 December 10, 2008 at 1900 SW Fourth Ave. Appeals can be filed on the first floor in the Development Services Center until 3 p.m. After 3 p.m., appeals must be submitted to the receptionist at the front desk on the fifth floor. An appeal fee of \$250 will be charged. The appeal fee will be refunded if the appellant prevails. 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. Low-income individuals appealing a decision for their personal residence that they own in whole or in part may qualify for an appeal fee waiver. In addition, an appeal fee may be waived for a low income individual if the individual resides within the required notification area for the review, and the individual has resided at that address for at least 60 days. Assistance in filing the appeal and information on fee waivers is available from BDS in the Development Services Center. Fee waivers for low-income individuals must be approved prior to filing the appeal; please allow 3 working days for fee waiver approval. Please see the appeal form for additional information.

The file and all evidence on this case are available for your review by appointment only. Please contact the receptionist at 503-823-7967 to schedule an appointment. I can provide some information over the phone. Copies of all information in the file can be obtained for a fee equal to the cost of services. Additional information about the City of Portland, city bureaus, and a digital copy of the Portland Zoning Code is available at www.portlandonline.com.

Attending the hearing. If this decision is appealed, a hearing will be scheduled, and you will be notified of the date and time of the hearing. The decision of the 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 550 Capitol St. NE, Suite 235, Salem, Oregon 97301, or phone 1-503-373-1265 for further information.

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

Recording the final decision.

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

- Unless appealed, The final decision may be recorded on or after **December 11, 2008 (the day following the last day to appeal).**
- A building or zoning permit will be issued only after the final decision is recorded.

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

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

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

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

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

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

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

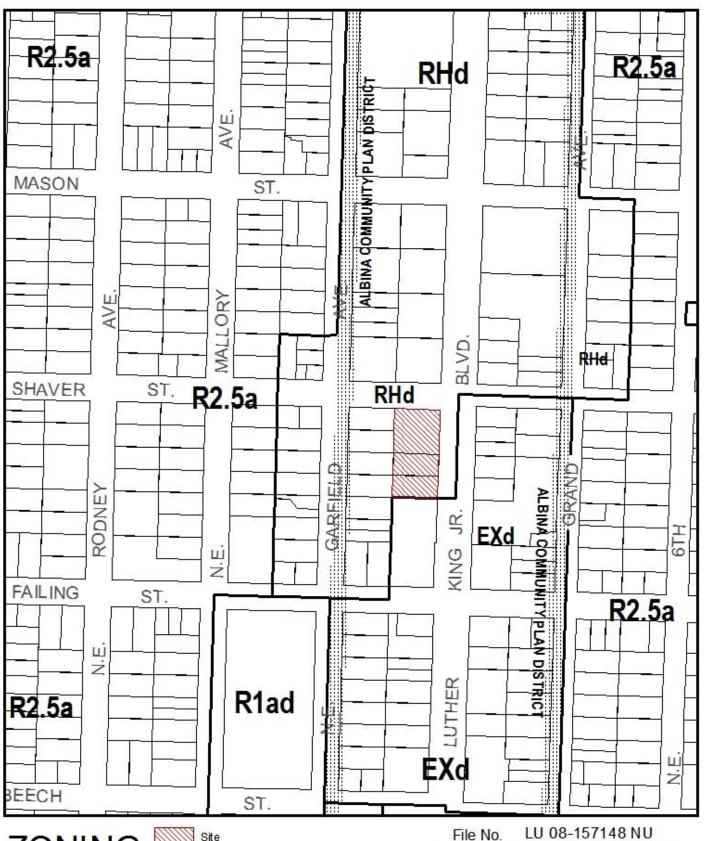
- All conditions imposed herein;
- All applicable development standards, unless specifically exempted as part of this land use review;
- All requirements of the building code; and
- All provisions of the Municipal Code of the City of Portland, and all other applicable ordinances, provisions and regulations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

EXHIBITS

NOT ATTACHED UNLESS INDICATED

- A. Applicant's Statement
 - 1. Application form and original submittal
 - 2. Request to extend 120 day decision deadline, September 5, 2008
 - 3. Supplemental information, September 18, 2008
 - 4. Supplemental information, October 21, 2008
- B. Zoning Map (attached)
- C. Plans/Drawings:
 - 1. Site Plan (attached)
- D. Notification information:
 - 1. Mailing list
 - 2. Mailed notice
- E. Agency Responses:
 - 1. Bureau of Environmental Services
 - 2. Site Development Review Section of BDS
 - 3. Life Safety Plan Review Section of BDS
- F. Correspondence: (none received)
- G. Other:
 - 1. Site History Research

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

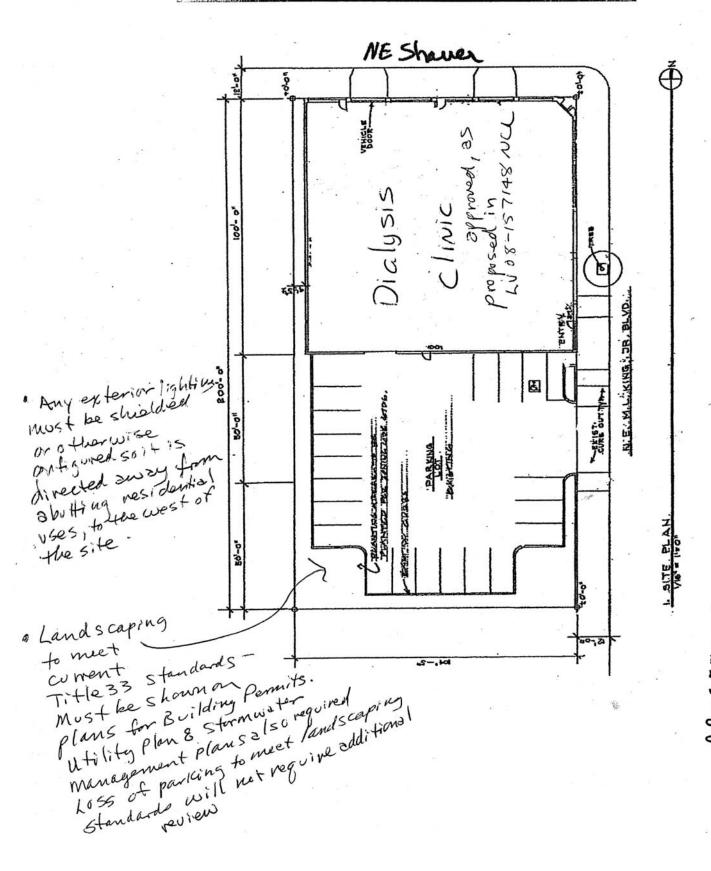


ZONING



2630 1/4 Section. 1 inch = 200 feet Scale. 1N1E22DD 200 State_Id (Nov 25,2008) Exhibit.





08-157148NU