

COMMUNITY DEVELOPMENT

333 Broadalbin Street SW, PO Box 490, Albany, Oregon 97321-0144 | Community Development 541-917-7550

Staff Report

Site Plan Review - Modification

August 8, 2023

SP-17-23

Summary

The application is for a Modification to an Approved Site Plan for an approved restaurant pod, located at 325 Airport Road. A location map is included as Attachment A. The original Site Plan Review under File No. SP-16-22 was approved to establish a pod consisting of two mobile food units (MFU) with patio/outdoor seating, restroom facilities, together with associated parking lot, pedestrian access, utility improvements, and landscaping. The notice of decision for SP-16-22 is included as Attachment D, which shows that approval has not expired and is valid until September 14, 2025.

The current proposal is limited to modification of the site's previously approved number of MFUs and some additional fencing. This plan proposes to add four additional MFUs, and a beer/wine mobile unit. The proposed site plan is included as Attachment B.

The following criteria are addressed in this report: Modification of Approved Site Plan Review criteria contained in Albany Development Code (ADC) 1.330(8). These criteria must be satisfied to grant approval for this application.

As presented in this report, the proposed development application satisfies all applicable review criteria; therefore, this land use application is APPROVED with CONDITIONS.

Application Information

Proposal:	Modification of an existing Site Plan Review approval (file SP-16-22). The proposed development is limited to a modification of the site's previously approved number of MFUs.
Review Body:	Staff (Type I-L Review)
Staff Report Prepared By:	Jennifer Cepello, project planner
Applicant:	Ryan Keesey; 1415 NE Holland Street, Portland, OR 97211
Property Owner:	Willamette Terra LLC; C/O Barbara Flora; 855 E Street NE, Salem, OR 97301
Address/Location:	325 Airport Road SE, Albany, OR 97322
Map/Tax Lot:	Linn County Assessor's Map No. 11S-03W-04BC, Tax Lot 3900
Zoning:	Regional Commercial (RC) District
Comprehensive Plan:	General Commercial
Overlay Districts:	Airport Approach Overlay District
Total Land Area:	0.83 acres
Existing Land Use:	Restaurant consisting of a pod of two MFUs
Neighborhood:	Santiam
Surrounding Zoning	North: Regional Commercial (RC) East: Light Industrial (LI)

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	South: Regional Commercial (RC) West: Regional Commercial (RC) and	
Surrounding Uses:	North: Hotel; Restaurant with drive thruEast: Freeway Interchange (Interstate 5); airportSouth: Freeway Interchange; Restaurants with drive thru; grgeneral retail	ocery store;
Prior History:	West: Gas station; Hotel Site Plan Review to establish a food pod consisting of two MF Waverly Land Management Subdivision (SD-01-15); Site Pla seafood restaurant (former site of Yaquina Bay Restaurant) (S	in Review for a

Notice Information

A notice of filing was mailed to property owners located within 300 feet of the subject property on July 18, 2023. Property owners were given 14 days to respond to the notice. At the time the comment period ended on August 1, 2023, no written comments were received.

Analysis of Development Code Criteria

Section 1.330(8) of the ADC includes the following review criteria, which must be met for this application to be approved. Development code criteria are written in bold followed by findings, conclusions, and conditions of approval where conditions are necessary to meet the review criteria.

Modification of Approved Site Plan Review (ADC 1.330(8)).

The modified site plan will be found to be consistent with the approved site plan if the review body determines that there are no greater adverse impacts, <u>or</u>, if additional adverse impacts are identified, they have been adequately mitigated. The review body's determination on consistency shall be based on a comparison of the approved site plan and the modified site plan, taking into account:

Criterion A

The land use category;

Findings of Fact

- A.1 The original Site Plan Review under File No. SP-16-22 was approved for the construction of a pod consisting of two Mobile Food Units (MFU), together with and outdoor/patio seating, associated restroom facilities, parking lot, pedestrian access, utility improvements, and landscaping. The Notice of Decision for SP-16-22 is included as Attachment D, which shows that approval has not expired and is valid until September 14, 2025.
- A.2 The current proposal is limited to modification of the site's previously approved number of MFUs. The applicant proposes to increase the number of MFUs by four for a total of six MFUs and a separate beer/wine pod. The proposed site plan modification is included as Attachment B.
- A.3 The proposed modifications do not change the previously approved land uses; the proposal is limited to modification of the site's previously approved number of MFUs within the pod. Multiple MFUs (pod) are classified as a restaurant under the commercial use land use category, which is an allowed use in the underlying Regional Commercial (RC) zone. As such, the proposal does not alter the approved uses or add new uses to the approved plan.

Conclusions

- A.1 Based on a comparison of the land use category, there are no greater adverse impacts; therefore, the proposed modified site plan is consistent with the approved site plan.
- A.2 This criterion is met without conditions.

Criterion B

The size and scale of the proposed building(s);

Findings of Fact and Conclusion

- B.1 The applicant proposes to modify the number of proposed MFUs. The original site plan review (SP-16-22 (Attachment D)) approved a pod consisting of two MFUs and associated outdoor seating, consisting of 20,990 square feet of impervious area encompassing the existing parking lot and associated pedestrian paths. The applicant seeks to increase the number of MFUs upon to the site for a total six MFUs and one mobile beer/wine retailer. The additional MFUs upon the site would be situated in the existing impervious area. The modification increases the scale of the proposed development to infill the existing impervious area originally approved. The modified development is consistent with the original Site Plan Review with no additional impacts identified.
- B.2 <u>Setbacks</u>: The RC zoning district requires a minimum front setback of 10 feet and no interior setbacks from interior property lines that do not abut residential development. As shown on the modified site plan (Attachment B), the buildings will be setback 12 feet from the front (south) property line and greater than 50 feet from the interior lot lines abutting non-residential districts. This standard is met.
- B.3 Lot Coverage: The RC zoning district has a lot coverage standard of 90 percent. The original Site Plan Review had a total lot coverage of 61 percent consisting of 22,178 square feet of impervious area. The applicant proposes to increase the impervious area to 25,122 square feet to create additional outside seating/access area. This additional impervious area will increase the lot coverage of the site to 70 percent. This standard is met.
- B.4 Building Height. Per ADC Table 4.090-1, the RC zone does not have a height limit, unless the property is located within the Airport Approach Overlay District. The subject property is located within the Transitional Surfaces portion of the Airport Approach Overlay District. The Transitional area restricts development height with slopes of seven feet outward for each foot upward beginning at the sides of and at the same elevation as the primary surface and the approach surface and extending to a height of 150 feet above the airport elevation, which is 222 feet above mean sea level. The elevation upon the subject property is two feet below the primary surface which limits the maximum building height to 133 feet. The applicant did not submit any building elevations with this application. The elevations submitted with the original land use application SP-16-22 indicates the maximum height of the MFU is 12 feet and did not provide elevation details for the restroom facilities; however, it is unlikely that the restroom facilities would exceed the maximum building height in the Airport Approach Overlay District. The original Site Plan Review (SP-16-22) contains a condition of approval that no structure may exceed 133 feet in elevation. As a condition of approval of the proposed modification to an approved site plan review, all conditions from SP-16-22 are still valid and must be met. Based upon the previous conditions of approval, this standard is met.
- B.5 <u>Density.</u> There is no density standard associated with development in the RC zoning district. This standard is not applicable.
- B.6 <u>Loading Standards.</u> ADC 4.260 requires loading spaces for all uses except office and residential uses. The minimum loading area is 250 square feet for buildings 5,000 to 20,000 square feet of gross floor area. The proposed development totals less than 5,000 square feet; therefore, this standard is not applicable.
- B.7 <u>Screening of Refuse Containers.</u> ADC 4.300 requires any refuse container or disposal area that would otherwise be visible from a public street, customer or resident parking area, public facility, or any residential area must be screened from view by placement of a sight-obscuring fence, wall, or hedge at least six feet tall. All refuse materials must be contained within the screened area.

As shown on the modified site plan (Attachment B), the applicant proposes a trash enclosure along the south side of the parking lot. Refuse disposal area may not be located within a required setback or buffer yards and must be placed at least 15 feet from any dwelling window. The site plan submitted shows the trash enclosure to be located within the front setback (10 feet). As a condition of approval, the applicant shall move the refuse containers to be located outside of the front setback and provide screening details in accordance with the refuse area screening standards of ADC 4.300 with the building permits.

Conclusions

- B.1 Based on a comparison of the size and scale of the buildings, there are no greater adverse impacts; therefore, the proposed modified site plan is consistent with the approved site plan.
- B.2 The location of refuse container(s) is located within the front setback.
- B.3 Screening details for the refuse containers were not submitted with this land use review. Refuse screening details shall be provided prior to the issuance of a building permit.
- B.4 This review criterion can be met with the following condition.

Condition

Condition 1 Screening of Refuse Containers. Before the City will issue a building permit, a plan detail of the screening for the refuse container shall be submitted in accordance with the refuse area screening and location standards of ADC 4.300.

Criterion C

The number of dwelling units;

Findings of Fact and Conclusion

- C.1 The applicant did not propose development of residential dwellings in the original Site Plan Review application (SP-13-22). The proposed modification to the approved site plan does not propose the construction of dwelling units either.
- C.2 No dwelling units are proposed; therefore, this criterion is not applicable.

Criterion D

Traffic and other off-site impacts;

Findings of Fact

- D.1 The project is located at 325 Airport Road SE. The site adjoins Interstate 5 right-of-way along its south and east boundaries and does not have frontage on a public street. Access to the site is provided to Airport Road via a private access easement.
- D.2 The project will modify a previous land use decision (SP-16-22), which approved a pod of two MFUs and outdoor seating, together with associated parking lot and site improvements. The modifications will increase the number of MFUs at the site to a total of six.
- D.3 The applicant did not submit a trip generation estimate or Traffic Impact Analysis (TIA) with the application. Albany's threshold for submittal of a trip generation estimate is 50 peak hour trips. Developments that generate 100 or more peak hour trips are required to submit an TIA.
- D.4 Staff has estimated site trip generation based on Institute of Transportation Engineers (ITE) trip generation rates. Trip generation for the proposed use was estimated by using ITE trip rates for category 926, "Food Cart Pod". The proposed use was estimated to generate 49 vehicle trips during the peak PM traffic hour.
- D.5 Trip generation for the previous use on the site was estimated using ITE category 932, "Fine Dining Restaurant". That use was estimated to have generated 51 vehicle trips during the peak PM traffic hour.
- D.2 The proposed modification will not impact traffic or other off-site impacts because the proposal is limited to a modification of the site's previously approved number of MFUs.

Conclusions

- D.1 Based on a comparison of the traffic and other off-site impacts, there are no greater adverse impacts; therefore, the proposed modified site plan is consistent with the approved site plan.
- D.2 The previous use on the site generated more peak PM hour vehicle trips than are expected to be generated by the proposed development. The proposed development will not alter the site's driveway connections to the public street system.

D.3 All conditions of the Site Plan Review approval under File No. SP-16-22 remain effective. As such, this criterion is met without additional conditions.

Criterion E

Compatibility with surrounding development;

Findings of Fact

E.1 The proposed development is limited to a modification of the site's previously approved pod of two MFUs. This plan proposes to increase the number of MFUs in the approved pod to a total of six MFUs and a mobile beer/wine unit. As such, the design and operating characteristics of the proposed uses and surrounding development will not be affected by the proposed modification of the site's previously approved two MFUs and associated site improvements.

Conclusions

- E.1 Based on a comparison of the compatibility with surrounding development, there are no greater adverse impacts; therefore, the proposed modified site plan is consistent with the approved site plan.
- E.2 This criterion is met without conditions.

Criterion F

Capacity of available infrastructure; and

Findings of Fact

F.1 The proposed modification will not impact public water or sanitary sewer because the proposal is limited to a modification of the site's previously approved pod of MFUs.

Conclusions

F.1 Based on a comparison of the capacity of available infrastructure, the proposed modification will not impact the existing infrastructure.

Criterion G

Unusual obstacles and opportunities associated with the property.

Findings of Fact

- G.1 The proposed development is limited to a modification of the site's previously approved number of MFUs within the approved pod.
- G.2 The proposed development is located within the Airport Approach Overlay District. Findings addressing the standards for the Airport Approach Overlay District were addressed in Criterion B and are referenced here.
- G.3 There are no unusual obstacles and opportunities associated with the property that affect the proposed modification.

Conclusions

- G.1 Based on a comparison of the unusual obstacles and opportunities associated with the property, there are no greater adverse impacts; therefore, the proposed modified site plan is consistent with the approved site plan.
- G.2 This criterion is met without conditions.

Overall Conclusion

As proposed and conditioned, the application for a Modification to an Approved Site Plan satisfies all applicable review criteria as outlined in this report, subject to the conditions below.

Conditions of Approval

Condition 1 Screening of Refuse Containers. Before the City will issue a building permit, a plan detail of the screening for the refuse container shall be submitted in accordance with the refuse area screening standards of ADC 4.300.

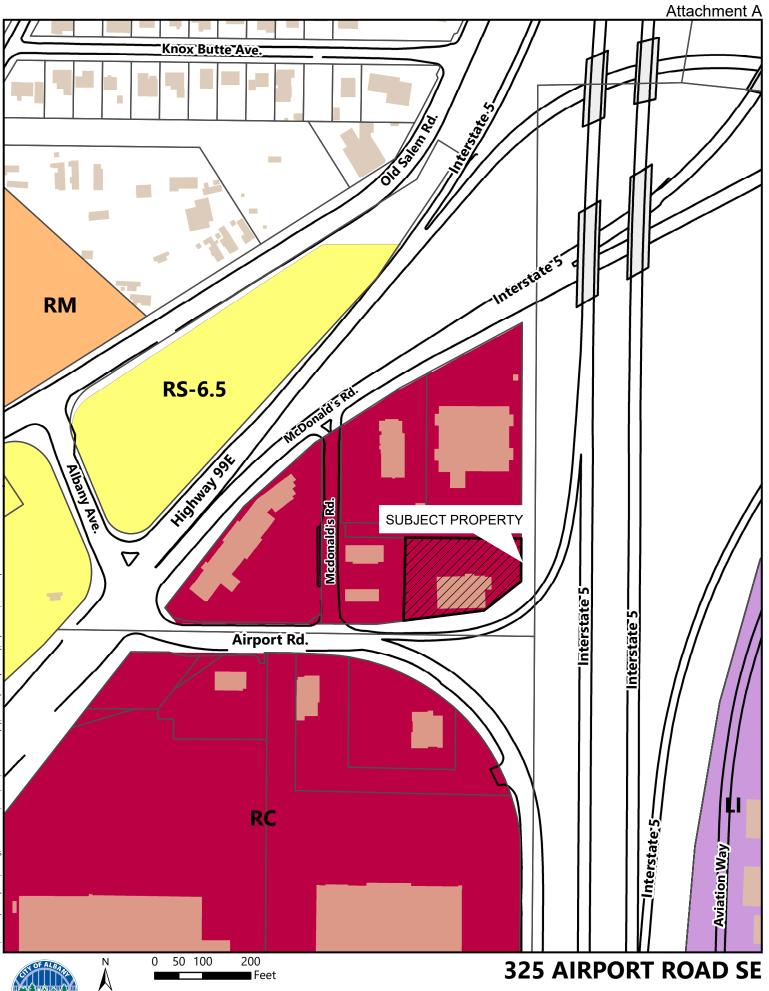
Condition 2 All conditions of the Site Plan Review approval under File No. SP-16-22 shall remain effective.

Attachments

- A. Location Map
- B. Modified Site Plan
- C. Applicant's Narrative
- D. Notice of Decision for Site Plan Review (file SP-16-22)

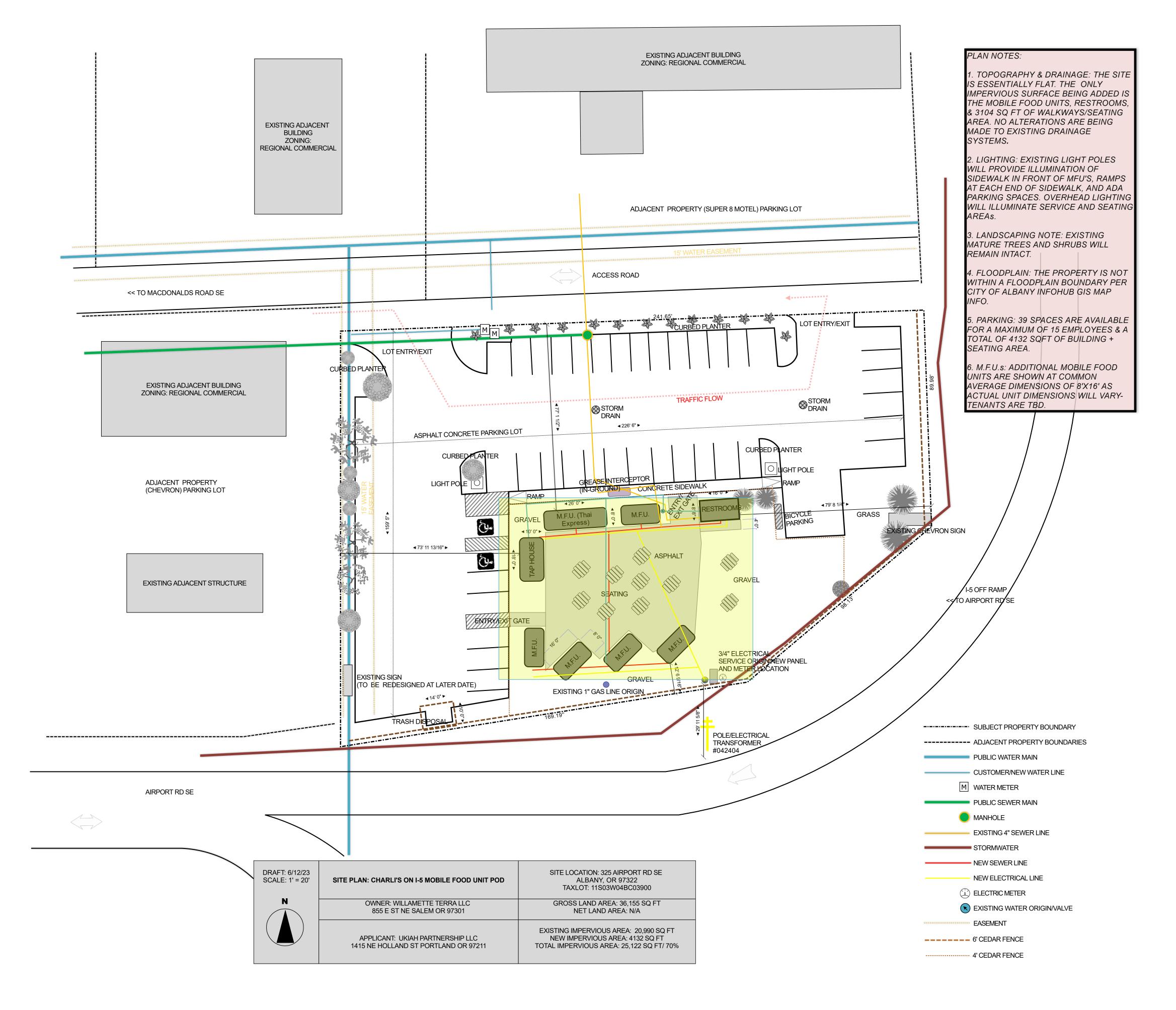
Acronyms

- ADC Albany Development Code
- ITE Institute of Transportation Engineers
- MFU Mobile Food Unit
- RC Regional Commercial
- SP Site Plan Review File Designation
- TIA Traffic Impact Analysis



Location Map

Date: 6/27/2023 Map Source: City of Albany



June 18, 2023

Modification of an Approved Site Plan Review SP-16-22

325 Airport Rd SE Albany, OR 97322 11S-03W-04BC-03900

Contact: Ryan Keesey ryankeesey@gmail.com 808.255.8687

The area with proposed modifications have been highlighted on the new site plan. The modifications are all within the M.F.U. pod itself – the addition of M.F.U.s, fencing, utilities, and paved areas. As with the original site plan, the existing site will remain largely unchanged.

Design Standards

No changes have been made to the site plan related to Design Standards.

Consistency with Approved Site Plan Supplemental Responses

- 1. Land Use Category There is no change to the proposed land use. The proposed food pod will be expanded slightly to include additional M.F.U.s and service of beer and wine.
- 2. Size and Scale of Proposed Buildings- There is no change to the size and scale. Additional M.F.U.s will be added to the pod. For illustrative purposes, the M.F.U.s depicted are 8' x 16' which are typical average dimensions for these units. We will not know the exact dimensions until the pod is completed and spaces can be leased. The final dimensions of any leased M.F.U.s will not vary materially from these dimensions as the pod layout is only designed to accommodate units which are approximately this size.
- 3. Dwelling Units N/A, no dwelling units.
- 4. Traffic and Other Off-site Impacts- The additional M.F.U.s are not anticipated to substantially change the impact of the development on the surrounding area. The site features ample parking and vehicular/pedestrian access and remains largely unchanged from when the site was home to a large restaurant (Yaquina Bay Restaurant). The pod courtyard will be completely fenced and gated due to alcohol sales.
- 5. Compatibility with Surrounding Development- The primary purpose and use of the site has not been modified. Restaurant/Commercial uses are consistent with the uses of surrounding businesses which include a gas station/deli, hotel, and several restaurants.
- 6. Capacity of Available Infrastructure The development will tie into existing utilities, including a pre-existing grease interceptor. New electrical, sewer, and water will be installed to service the M.F.U.s. The site was formerly occupied by a large full-service restaurant with a commercial kitchen capacity comparable to the combined capacity of the 6 M.F.U.s proposed.

Note: Total impervious area has increased from 22,178 sq ft (61%) on the original site plan SP-16-22 to 25,122 sq ft (70%) due to an increase in the size of the paved seating/access area and the addition of M.F.U.s. The perimeter of the pod will remain unpaved (gravel) and the area outside the seating/access area to the E will remain gravel and grass.



COMMUNITY DEVELOPMENT

333 Broadalbin Street SW, PO Box 490, Albany, Oregon 97321-0144 | BUILDING & PLANNING 541-917-7550

Notice of Decision

Site Plan Review

SP-16-22	September 14, 2022	
Application Information		
Proposal:	Site Plan Review for the development of a pod consisting of two mobile food units (MFU) with patio/outdoor seating.	
Review Body:	Staff (Type I-L Review)	
Staff Report Prepared By:	Jennifer Cepello, project planner	
Property Owner:	Willamette Terra LLC, C/O Barbara Flora, 855 Street NE Salem, OR 97301	
Applicant:	Ryan Keesey, 1415 NE Holland Street, Portland, OR 97211	
Address/Location:	325 Airport Road SE, Albany, OR 97322	
Map/Tax Lot:	Linn County Tax Assessor's Map No. 11S-03W-04BC; Tax Lot 3900	
Zoning:	Regional Commercial (RC) District	
Comprehensive Plan:	Commercial-General	
Overlay Districts:	Airport Approach Overly District	
Total Land Area:	0.83 acres	

On September 14, 2022, the City of Albany Community Development Director granted **APPROVAL WITH CONDITIONS** of the application referenced above.

The City based its decision on the project's conformance with the review criteria listed in the Albany Development Code (ADC). The supporting documentation relied upon by the City in making this decision is available for review at City Hall, 333 Broadalbin Street SW. Conditions of approval are attached to this notice. For more information, please contact Jennifer Cepello, project planner, at 541-917-7561 or by email at jennifer.cepello@cityofalbany.net.

Appeals may be made to the Planning Commission if a person with standing files a notice to appeal in accordance with ADC 1.410 with the associated filing fee no later than **10 days** from the date the City mails the notice of decision. The decision becomes final when the period for filing a local appeal has expired.

Community Development Director

Appeal Deadline: 5:00 p.m. on September 26, 2022

Approval Expiration Date (if not appealed): September 14, 2025



Conditions of Approval

- *Condition 1* Airport Approach Overlay Heigh Restriction. The applicant shall not construct any structure upon the subject property with a height of 133 feet for greater.
- *Condition 2* **Exterior Lighting.** Site lighting shall be directed down, contained on site, and shielded, full cut-off design in accordance with ADC 9.120(14).
- *Condition 3* Wheel Bumpers. Wheel bumpers shall be installed for all parking spaces facing the building and the property line in accordance with ADC 9.120(6) prior to receiving the Certificate of Occupancy.
- *Condition 4* Final Landscape/Buffer and Irrigation Plan. Prior to issuance of a building permit, a final landscape and irrigation plan shall be submitted for review and approval by the Community Development Department. The plan must be consistent with the landscaping and irrigation standards of ADC 9.140, 9.150, and 9.160. Landscaping and the irrigation system must be installed prior to receiving the Certificate of Occupancy.
- *Condition 5* **Bicycle Parking.** Before the City will issue a building permit for the proposed development, a detail of the proposed bicycle parking facility shall be submitted in accordance with ADC 9.120(13). Bicycle parking must be installed prior to receiving the Certificate of Occupancy.
- *Condition* 6 **Parking Bays.** Prior to the issuance of the Certificate of Occupancy, the parking bay to the north of the property shall be re-stripped to consist of no more than 12 parking stalls.
- *Condition* 7 Before the City will issue a final occupancy permit for this project, the applicant must provide a 20-foot-wide public utility easement over the existing public sanitary sewer main that lies within the property boundaries.

The issuance of this permit by the City of Albany does not eliminate the need for compliance with other federal, state, or local regulations. It is the applicant's responsibility to contact other federal, state, or local agencies or departments to assure compliance with all applicable regulations.

Information for the Applicant

Please read the following requirements. This list is not meant to be all-inclusive; we have tried to compile requirements that relate to your specific type of development. These requirements are not conditions of the land use decision. They are Albany Municipal Code (AMC) or Albany Development Code (ADC) regulations or administrative policies of the Planning, Engineering, Fire, or Building Departments that you must meet as part of the development process. You must comply with state, federal, and local law. The issuance of this permit by the City of Albany does not eliminate the need for compliance with other federal, state, or local regulations. It is the applicant's responsibility to contact other federal, state, or local agencies or departments to assure compliance with all applicable regulations.

PLANNING

1. Land use approval does not constitute Building or Public Works permit approvals.

Expiration of Land Use Approvals (ADC 1.310)

- 3. All land use approvals, except Type IV approvals, shall expire three years from the date of approval, unless:
 - a. The applicant has installed all of the required public infrastructure related to the development, and the infrastructure has been accepted by the City, or the applicant has provided financial assurance for all required public infrastructure per Section 12.600, or the first phase, if the development was approved for phased construction; or
 - b. If the development did not require public infrastructure, a valid approved building permit exists for new construction or improvements, and work has commenced; or
 - c. <u>Phased Subdivisions or Planned Developments</u>. When an applicant desires to develop and record final subdivision plats covering portions of an approved tentative plat in phases, the City may authorize a time schedule for platting and otherwise developing the various phases not to exceed <u>five years</u> for all phases. Each phase that is platted and developed shall conform to the applicable requirements of this title; or

d. An extension has been filed before the expiration date and subsequently granted approval pursuant to Section 1.320.

BUILDING

4. **ONE- & TWO-FAMILY STRUCTURE FIRE DEPARTMENT APPROACH & WATER SUPPLY** Should the fire official determine that an inadequate fire apparatus approach and/or inadequate access to water supply condition exists for one or more parcels of your proposed partition, the building official shall require the installation of an NFPA Standard 13D fire suppression system to address the inadequacies pertaining to structures built on affected parcel(s) in lieu of you having to provide adequate fire apparatus approach (turn-around) and water supply (hydrant). This is in conformance to the standards set forth in OAR 918-480-0125, the Uniform Alternate Construction Standard for One and Two-Family Dwellings.

5. SANITARY SYSTEM

Each lot will need to be provided with a connection to an approved sewer (OPSC 721.0) and water system (OPSC 601.2). Where a well or septic system is needed, approvals from such governing entities shall be provided prior to issuance of the building permit (ex: well log and septic permit). (OPSC 601.2 & 713.1)

6. FIRE SEPARATION

Each structure will need to be provided with fire separation from the property line in compliance with ORSC R302.1 or OSSC 602.1.

PUBLIC WORKS - ENGINEERING

- 7. The City of Albany's infrastructure records, drawings, and other documents have been gathered over many decades, using differing standards for quality control, documentation, and verification. All information provided represents the current information we have in a readily available format. While the information we provide is generally believed to be accurate, occasionally this information proves to be incorrect, and thus we do not warrant its accuracy. Prior to making any property purchases or other investments based, in full or in part, upon the information provided, we specifically advise that you independently field verify the information contained within our records.
- 8. AMC 10.01.080 (2) states before the City will issue a building permit, the applicant must pay to the City the necessary system development charges, and any other applicable fees for connection to the public sanitary sewer system.
- 9. AMC 10.01.120 (1) states no unauthorized person is allowed to make connection to any public sewer or appurtenance without first obtaining an encroachment permit.

Attachments:

Location Map, Site Plan, Applicants Narrative