



Staff Report

To: Planning Commission

Through: Chris Kerr, Community Development Director *C.K.*

From: Dan Handel, AICP, Associate Planner

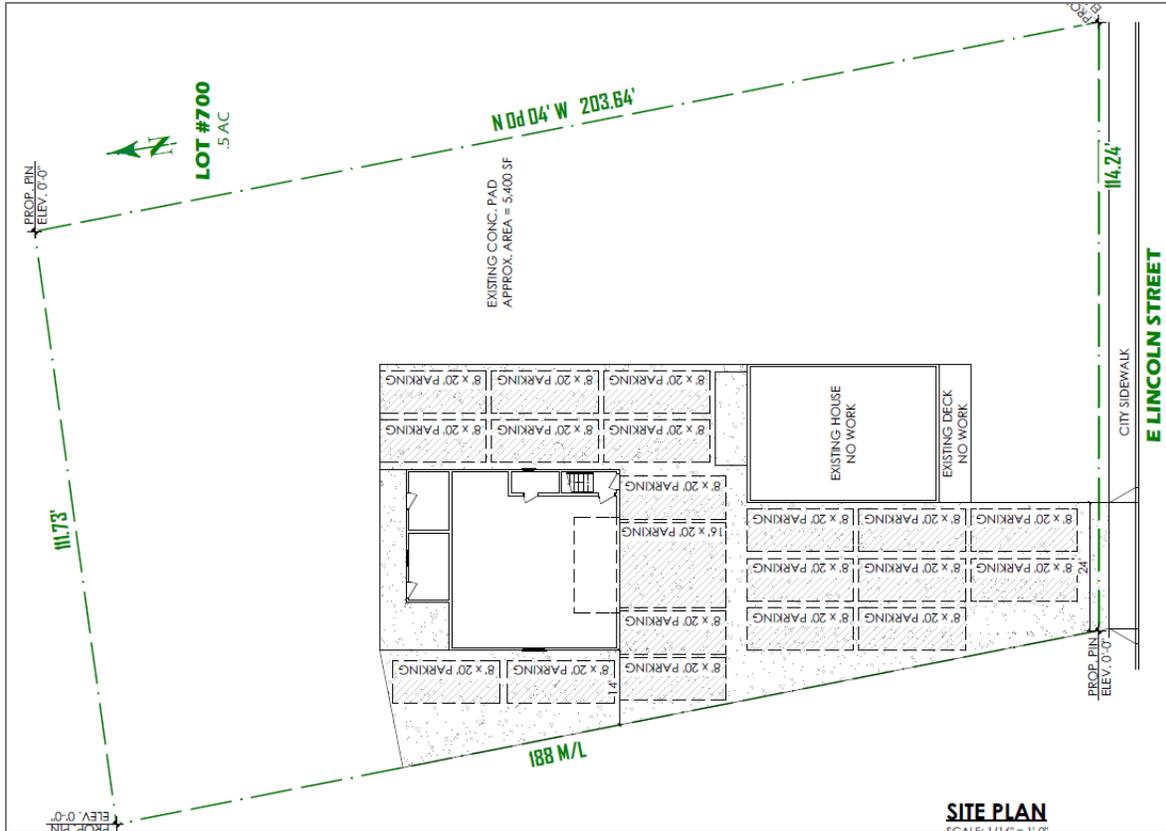
Meeting Date: September 10, 2020 (Prepared September 3, 2020)

Item: 1311 E. Lincoln Street "Cottrell Residence ADU" (VAR 2020-04)

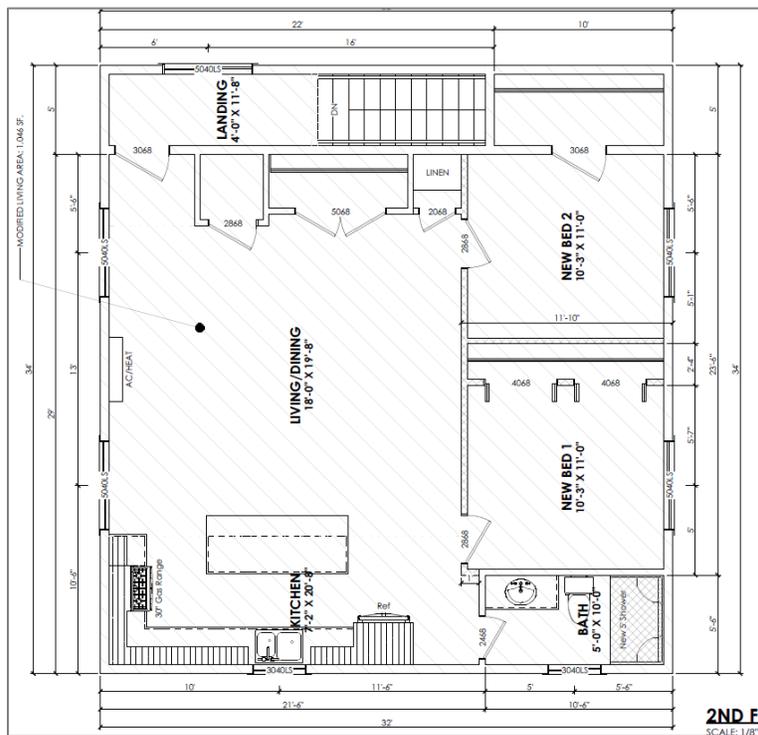
Tax Lot: 051W17BA00700



Google Street View of 1311 E. Lincoln Street (May 2019)



Site Plan



ADU Floor plan

Issue before the Planning Commission

Action on a land use application, Variance VAR 2020-04 (Type III), for the maximum floor area allowed for an Accessory Dwelling Unit (ADU).

Executive Summary

The subject property, 1311 E. Lincoln Street, is within the Medium Density Residential (RM) zoning district. Existing improvements include a single-family dwelling and detached garage. The garage has an existing 2nd floor living area, which the applicant seeks to convert into a legal ADU. To that end, the applicant is requesting one Variance from Woodburn Development Ordinance (WDO) 2.07.20E relating to ADU maximum floor area.

Recommendation

Approval with conditions: Staff recommends that the Planning Commission consider the staff report and its attachments and approve the application with the conditions recommended by staff below. The conditions can also be found towards the end of the Analyses & Findings (Attachment 102).

Recommended Conditions of Approval

Variance 2020-04

VAR-1. Floor Area: The gross floor area of the accessory dwelling unit shall not exceed 1,250 square feet (instead of 50% of the single-family dwelling or 725 square feet, whichever is less, per WDO 2.07.20E). The garage area is excluded from floor area calculation.

VAR-2. Pursuant to WDO 3.01.04B. and Figure 3.01D, the applicant shall dedicate right-of-way (ROW) equal to 36 feet from centerline of E. Lincoln Street and a 5-foot wide public utility easement along the frontage of the newly-widened ROW. This is due prior to building permit issuance. (See Note to the Applicant 1 for procedural details.)

VAR-3. Street tree: Per WDO 3.06.03A.1. and 2.b., the applicant shall plant one medium street tree centered within the width of the future landscape strip located relative to both Figure 3.01D and the boundary of newly-widened ROW. The minimum size of the tree is per Table 3.06B. The tree shall not be a species listed in Table 3.06C. A root barrier shall be installed, located relative to the future curb per [Public Works standard Drawing No. 1 Street Tree Planting New Construction](#). This is due prior to building permit final inspection.

VAR-4. Lighting: Any altered or additional exterior lighting fixtures shall be full cut-off or fully shielded models, and the applicant shall provide information about any such altered or additional fixtures as part of building permit submittal, including cut or spec sheets and a site plan or building elevation drawings showing locations.

Actions

The Planning Commission may instead act on the land use application to:

1. Approve per staff recommendations,
2. Approve with modified conditions, or
3. Deny, based on WDO criteria or other City provisions.

If the Planning Commission were to act upon the recommendation, staff would prepare a final decision for approval with the conditions that staff recommends.

Attachments:

101. Analyses & Findings
102. Assessor Tax Map, marked
103. Applicant's narrative letter
104. Site plan and floorplan drawings

Analyses & Findings

This final decision analyzes the application materials and finds through statements how the application materials relate to and meet applicable provisions such as criteria, requirements, and standards. They confirm that a given standard is met or if not met, they call attention to it, suggest a remedy, and have a corresponding recommended condition of approval. Symbols aid locating and understanding categories of findings:

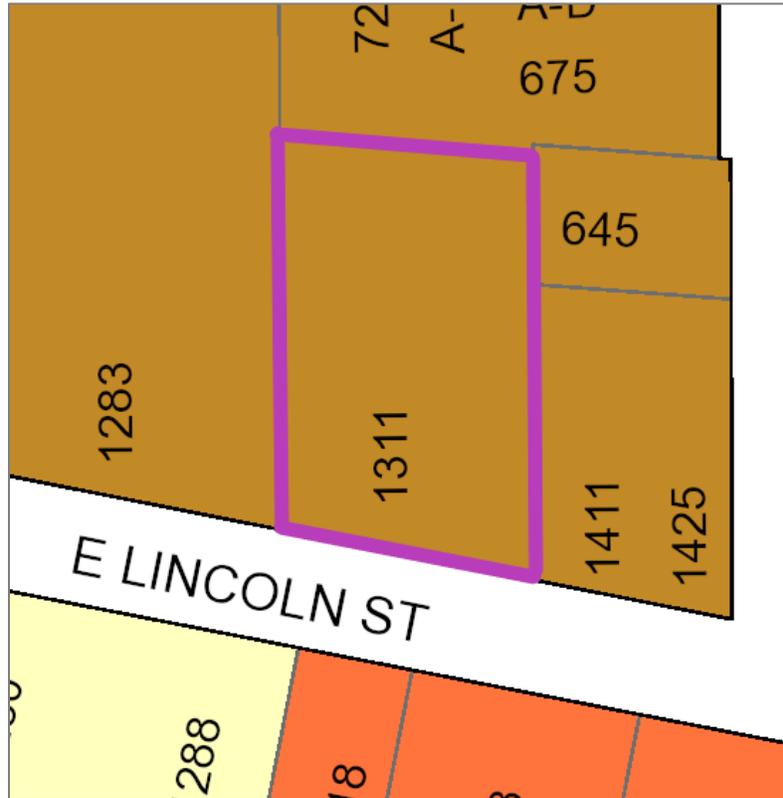
<i>Symbol</i>	<i>Category</i>	<i>Indication</i>
✓	Requirement (or guideline) met	No action needed
✗	Requirement (or guideline) not met	Correction needed
⊖	Requirement (or guideline) not applicable	No action needed
▲	<ul style="list-style-type: none"> • Requirement (or guideline) met, but might become unmet because of condition applied to meet separate and related requirement that is not met • Plan sheets and/or narrative inconsistent • Other special circumstance benefitting from attention 	Revision needed for clear and consistent records
■	Street Exception or Variance	Request to vary from requirement

Table of Contents

Land Use & Zoning	2
Variance Provisions	3
Recommended Conditions of Approval	7
Applicant Identity	8
Notes to the Applicant	8

Land Use & Zoning

<i>Comprehensive Plan Land Use Designation</i>	Residential
<i>Zoning District(s)</i>	Medium Density Residential (RM)
<i>Overlay District(s)</i>	none
<i>Existing Use(s)</i>	Single-family detached dwelling



An excerpt from the City zoning map with the subject property outlined in purple.

<i>Cardinal Direction</i>	<i>Adjacent Zoning</i>
North	RM
East	RM
South	Westerly: Single-Family Residential (RS) Easterly: Commercial General (CG)
West	RM

1311 E. Lincoln Street is zoned Medium Density Residential (RM) and occupied by a single-family detached dwelling. Marion County Assessor Records note the legal description as “Acres 0.25” and the house built in 1917. Staff surmises that the lot is a legal lot of record.

The applicable [Woodburn Development Ordinance \(WDO\)](#) provisions appear in bold on the following pages.

Variance Provisions

5.03.12 Variance

A. Purpose: The purpose of this Type III Variance is to allow use of a property in a way that would otherwise be prohibited by this Ordinance. Uses not allowed in a particular zone are not subject to the variance process. Standards set by statute relating to siting of manufactured homes on individual lots; siding and roof of manufactured homes; and manufactured home and dwelling park improvements are non-variable.

B. Criteria: A variance may be granted to allow a deviation from development standard of this ordinance where the following criteria are met:

1. Strict adherence to the standards of this ordinance is not possible or imposes an excessive burden on the property owner, and
2. Variance to the standards will not unreasonably impact existing or potential uses or development on the subject property or adjacent properties.

C. Factors to Consider: A determination of whether the criteria are satisfied involves balancing competing and conflicting interests. The factors that are listed below are not criteria and are not intended to be an exclusive list and are used as a guide in determining whether the criteria are met.

1. The variance is necessary to prevent unnecessary hardship relating to the land or structure, which would cause the property to be unbuildable by application of this Ordinance. Factors to consider in determining whether hardship exists, include:

- a. Physical circumstances over which the applicant has no control related to the piece of property involved that distinguish it from other land in the zone, including but not limited to, lot size, shape, and topography.
- b. Whether reasonable use similar to other properties can be made of the property without the variance.
- c. Whether the hardship was created by the person requesting the variance.

2. Development consistent with the request will not be materially injurious to adjacent properties.

Factors to be considered in determining whether development consistent with the variance materially injurious include, but are not limited to:

- a. Physical impacts such development will have because of the variance, such as visual, noise, traffic and drainage, erosion and landslide hazards.
- b. Incremental impacts occurring as a result of the proposed variance.
3. Existing physical and natural systems, such as but not limited to traffic, drainage, dramatic land forms or parks will not be adversely affected because of the variance.

4. Whether the variance is the minimum deviation necessary to make reasonable economic use of the property;

5. Whether the variance conflicts with the Woodburn Comprehensive Plan.

2.07.20 Accessory Dwelling Units

E. Floor Area: The gross floor area of the accessory dwelling unit shall not exceed 50 percent of the primary dwelling, or 725 square feet, whichever is less. The garage area shall be excluded from calculation of the floor area.

The subject of this variance request is the maximum floor area allowed for Accessory Dwelling Units (ADUs) outlined in 2.07.20E. The applicant's Variance Request Narrative states:

“Currently the primary residence at 1311 E. Lincoln Street, is a three bedroom two and half bath home with a total listed total of 1,977 square feet. The guest quarter, above the detached garage has a square footage of approximately 1,250 square feet. According to 2.07.20E Floor Area of WDO standards the proposed ADU exceeds the 725 square feet allotted for an ADU and exceeds 50 percent of the primary residence square footage. For this reason, a variance is being requested in order to comply with WDO standards.”

To summarize, the applicant requests Variance approval to modify 2.07.20E. to instead allow a maximum floor area of 1,250 square feet (sq ft). The narrative goes on to address the Variance criteria and factors:

“To decrease the current ADU space from 1,250 square feet to 725 square feet would impose and unreasonable cramped living environment and create unneeded and undefined wasteful square footage that does not meet or exceed the current property quality.

[...]

The guest quarter at the property at 1311 E. Lincoln was established and completed as previously described at the current square footage of approximately 1,250 square feet prior to the current homeowner’s purchase of the property.

[...]

Reasonable use of the guest quarter area without the requested variance would impose excessive burden on the homeowner to deconstruct quality workmanship of the proposed ADU to make unusable living area and wasted space.

[...]

The guest quarter, (ADU), that the variance is requested for was previously completed with full kitchen, half bath, washer/dryer hook-up and air conditioning prior to the current homeowner’s purchase.”

Generally, staff concurs with the applicant. The proposed ADU occupies an existing space above the detached garage, constructed in 2016 by the previous landowner. The space was considered extra living area at the time because, notably, the ADU allowance and associated development standards were not adopted by City Council until September 12, 2018 via Ordinance 2562.

Assessor records indicate the applicant bought the property on April 30, 2019, thus they had no influence or role in the construction of the garage or the living area above it. It is reasonable to assume that a) if the applicant had owned the property prior to the construction of the garage structure and b) if the ADU development standards had been in place at the time of construction, the applicant would have designed the space to meet all applicable requirements.

The applicant bought the property with an existing space that looks and feels like an ADU but exceeds the maximum floor area allowed by the WDO. Bringing the space into compliance would require completely reconfiguring/reconstructing it to bring total area down to 725 sq ft, resulting in “undefined” leftover area inside. Because the structure already exists, approval of the Variance request would not adversely impact neighboring properties or existing physical

and natural systems. The site plan also illustrates the property having ample vehicular parking to serve the residents of the ADU.

Furthermore, the property is classified by the Woodburn Comprehensive Plan as Residential and zoned Medium Density Residential, a zoning district intended to support multiple dwelling units.

For the reasons outlined above, staff recommends approval of the Variance request and adds *Condition of Approval V1* to specify the modification to the WDO.

Through the review process, staff identified inconsistencies involving the subject property and City right-of-way (ROW). The County Assessor Tax Map (Attachment 102) illustrates a 50-ft wide ROW for E. Lincoln Street however, through inquiring with County Assessor staff, City staff learned the property boundaries actually extend to the centerline of the street and the ROW was never properly dedicated to the City.

Figure 2 of the Woodburn Transportation System Plan, the Functional Roadway Classification map, classifies E. Lincoln Street as a Service Collector street. Pursuant to 3.01.04, the associated WDO cross-section for Service Collector streets is Figure 3.01D.

3.01 Streets

3.01.04 Street Cross-Sections

A. These standards are based on the functional classification of each street as shown in the Woodburn TSP. The street right-of-way and improvement standards minimize the amount of pavement and right-of-way required for each street classification, consistent with the operational needs of each facility, including requirements for pedestrians, bicycles, and public facilities.

B. All public streets under the jurisdiction of the City of Woodburn shall comply with the cross-sections depicted in this Section.

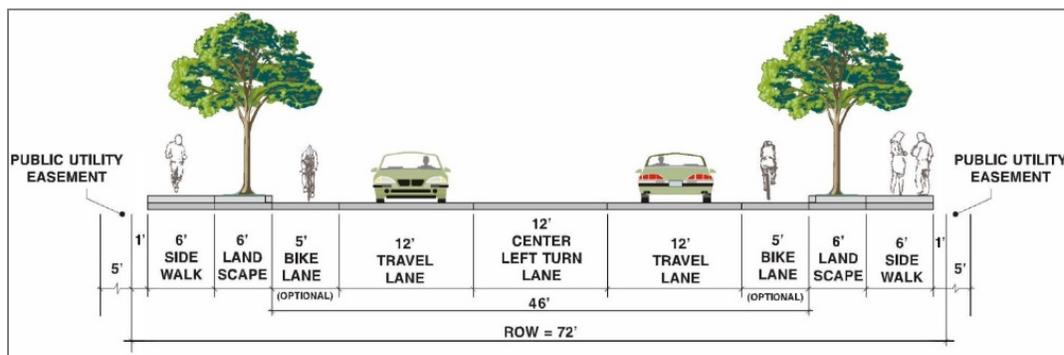


Figure 3.01D – Service Collector

Service Collector streets require 72 ft of ROW, 36 ft from centerline on each side, with a 5-ft public utility easement (PUE) along the frontage. As noted above, the existing *de facto* ROW is 50 ft wide, 25 ft from centerline on each side, resulting in an 11-ft deficit on each side.

Additionally, City GIS records do not indicate an existing 5-ft PUE on the property.

For approval of new dwelling units, including single-family dwellings and ADUs, Public Works Department policy is to acquire any ROW deficit and needed PUEs. To remedy the ROW deficit and the lack of a streetside PUE, staff recommends *Condition of Approval V2* to dedicate 36 ft of ROW from centerline and a 5-ft PUE along the frontage of the newly-widened ROW. Because the applicant's narrative indicates their intent to make interior improvements resulting in a full bath and two bedrooms, work that would require a building permit, staff recommends this condition be satisfied prior to issuance of the building permit.

3.06 Landscaping

3.06.01 Applicability

The provisions of this Section shall apply:

B. Single-family and duplex dwellings need comply only with the street tree and significant tree provisions of this Section.

3.06.03 Landscaping Standards

A. Street Trees

Within the public street right-of-way abutting a development, street trees shall be planted to City standards, prior to final occupancy.

1. One tree per every entire 50 feet of street frontage shall be planted within the right-of-way, subject to vision clearance area standards and placement of public utilities.

2. Street trees shall be planted according to the property's zoning, and the abutting street's classification in the Transportation System Plan:

b. Medium trees shall be planted along Service Collector and Access/Commercial Streets;

3. The Director may modify this requirement, based on physical constraints and existing conditions, including the location of driveways and utilities. Such modification may include relocating the street trees to abutting private property.

The Marion County assessor tax map indicates the subject property frontage is 114.2 ft. Per 3.06.03A.1., two trees are required. One exists within what would be newly-widened ROW, so the deficit is one tree. Staff applies *Condition of Approval V3* to remedy this deficit.

Lighting

Lastly, because the proposal would result in an ADU larger than the WDO maximum allows, and this larger ADU would be within the upper story of a detached garage, the ADU is more noticeable from the street and from the west property line. Based on Ordinance No. 2338, §5A Light Trespass, light should not trespass onto dwellings. For these reasons, staff applies *Condition of Approval V4* to limit any altered or additional exterior lighting fixtures to be full cut-off or fully shielded models.

▲ Considering the Variance criteria and factors, as well as the applicant's Variance Request Narrative, staff supports approval of the variance request with *Conditions V1 – V4*.

Recommended Conditions of Approval

Staff recommends approval of the application based on the findings in the staff report and attachments, which are incorporated by this reference, as well as applying the following conditions of approval:

Variance 2020-04

VAR-1. Floor Area: The gross floor area of the accessory dwelling unit shall not exceed 1,250 square feet (instead of 50% of the single-family dwelling or 725 square feet, whichever is less, per WDO 2.07.20E). The garage area is excluded from floor area calculation.

VAR-2. Pursuant to WDO 3.01.04B. and Figure 3.01D, the applicant shall dedicate right-of-way (ROW) equal to 36 feet from centerline of E. Lincoln Street and a 5-foot wide public utility easement along the frontage of the newly-widened ROW. This is due prior to building permit issuance. (See Note to the Applicant 1 for procedural details.)

VAR-3. Street tree: Per WDO 3.06.03A.1. and 2.b., the applicant shall plant one medium street tree centered within the width of the future landscape strip located relative to both Figure 3.01D and the boundary of newly-widened ROW. The minimum size of the tree is per Table 3.06B. The tree shall not be a species listed in Table 3.06C. A root barrier shall be installed, located relative to the future curb per [Public Works standard Drawing No. 1 Street Tree Planting New Construction](#). This is due prior to building permit final inspection.

VAR-4. Lighting: Any altered or additional exterior lighting fixtures shall be full cut-off or fully shielded models, and the applicant shall provide information about any such altered or additional fixtures as part of building permit submittal, including cut or spec sheets and a site plan or building elevation drawings showing locations.

Applicant Identity

<i>Applicant</i>	Eric Cottrell
<i>Applicant's Representative</i>	n/a
<i>Landowner(s)</i>	Eric and Charmaine Cottrell

Notes to the Applicant

The following are not planning / land use / zoning conditions of approval, but are notes for the applicant to be aware of and follow:

1. Recordations: Dedications of ROWs and PUEs involve recordations with Marion County. The applicant (or applicant's surveyor) would need to:
 - a. Prior to recordation with the County, follow City Public Works Department review and dedication process as directed by the City Engineer or higher authority, including the use of Public Works document templates;
 - b. Submit a draft copy of the ROW dedications and easements, including text and drawing(s), to the attention of both the Director and City Engineer for their reviews and directions. Easement text should contain references to "City of Woodburn Variance VAR 2020-04", "Cottrell Residence ADU", street address, and tax lot number. Submit through the Planning Division both Adobe PDF and written copies under a cover or transmittal letter providing project context, including land use / planning / zoning case file numbers, street address, tax lot number, and project name and an explanation of the purpose of the submittal; and
 - c. Record dedications and submit proof of recordation prior to scheduling building permit final inspection.
2. Permits: Permits are applied for using the [Oregon ePermitting](#) online permit system. The City Building Division administers building and mechanical permits; Marion County Public Works administers plumbing and electrical permits.
3. Records: Staff recommends that the applicant retain a copy of the subject approval.
4. Land Use Decision Time Limit: WDO 4.02.04B. specifies that, "A final decision on any application shall expire within three years of the date of the final decision unless: 1. a building permit to exercise the right granted by the decision has been issued; 2. the activity approved in the decision has commenced; or 3. a time extension, Section 4.02.05, has been approved."
5. The applicant is responsible for obtaining any necessary permits that are required by outside agencies such as Oregon Department of Transportation (ODOT) and Marion County Public Works.

05 1W 17BA

05 1W 17BA
WOODBURN



MARION COUNTY, OREGON
NE1/4 NW1/4 SEC17 T5S R1W W.M.
SCALE 1" = 100'

LEGEND

LINE TYPES

- Taxlot Boundary
- Road Right-of-Way
- Railroad Right-of-Way
- Private Road ROW
- Subdivision/Plat Bndry
- Waterline - Taxlot Bndry
- Historical Boundary
- Easement
- Railroad Centerline
- Taxcode Line
- Map Boundary
- Waterline - Non Bndry

CORNER TYPES

- + 1/16TH Section Cor.
- ⊙ DLC Corner
- ⊕ 1/4 Section Cor.
- ⊕ Section Corner

NUMBERS

- Tax Code Number
000 00 00 0
- Acresage
0.25 AC
- All acres listed are Net Acres, excluding any portions of the taxlot within public ROWs

NOTES

Tick Marks: A tick mark in the road indicates that the labeled dimension extends into the public ROW



ATTACHMENT 102

CANCELLED NUMBERS

- 300
- 401
- 501
- 502
- 800
- 1301
- 1800
- 3400
- 3800
- 4400
- 4500
- 4600
- 6000
- 6100

DISCLAIMER: THIS MAP WAS PREPARED FOR ASSESSMENT PURPOSES ONLY



Assessors Office
Cartography Dept

FOR ADDITIONAL MAPS VISIT OUR WEBSITE AT
www.co.marion.or.us

PLOT DATE: 7/8/2020

WOODBURN
05 1W 17BA



05 1W 17BA

City of Woodburn
Variance Committee
270 Montgomery Street
Woodburn, OR 97071

January 25, 2020

RE: VARIANCE REQUEST FOR
1311 East Lincoln Street
Woodburn, OR 97071

Dear Committee Members;

In April of 2019 my husband and I purchased the property at 1311 East. Lincoln Street, in Woodburn, OR. The property consists of a primary residence and a large garage with an established "guest quarter" above. The guest quarter has a full kitchen, a half bath, washer/dryer hookup and air conditioning. We would like to request a variance to complete this space to have a full bath and two bedrooms as shown in the submitted plans.

Currently the primary residence at 1311 E. Lincoln Street, is a three bedroom two and half bath home with a total listed total of 1,977 square feet. The guest quarter, above the detached garage has a square footage of approximately 1,250 square feet. According to 2.07.20E Floor Area of WDO standards the proposed ADU exceeds the 725 square feet allotted for an ADU and exceeds 50 percent of the primary residence square footage. For this reason, a variance is being requested in order to comply with WDO standards.

Section 5.03.12B of WDO Criteria states that a variance may be granted to allow a deviation from the development stand of this ordinance where the following criteria are met:

1. Strict adherence to the standards of this ordinance is not possible or imposes an excessive burden on the property owner, and
2. Variance to the standards will not unreasonable impact existing or potential uses or development on the subjected property or adjacent properties.

Address the sections of 5.03.12 B as shown in the plans submitted to the committee the dwelling "guest quarter" currently exists and had been mostly established utilizing the approximate full square footage of 1,250 square feet with a full kitchen, completed half bath, washer, dryer hook-up and air conditioning in the same structural quality as the primary residence prior to our purchase of the home. If a variance is not permitted the it would impose an excessive burden upon the current homeowner in the following ways:

1. Recently, our first grandchild was born, and our adult daughter and the new baby have moved from New York to Woodburn to escape a relationship of domestic violence. Our intension is to provide a supportive, safe, and independent environment for our daughter and grandchild. With the completion of a full bath and making two bedrooms; we would be able to provide this environment which would promote independence, privacy and completeness for our daughter and grandchild until our daughter is able to sufficiently provide for the two of them

independently. Perhaps some time in the distance future, if the situation should change, we may consider renting the unit out, for now we would just like to offer a sense of home completion for our daughter and grandchild.

2. To decrease the current ADU space from 1,250 square feet to 725 square feet would impose and unreasonable cramped living environment and create unneeded and undefined wasteful square footage that does not meet or exceed the current property quality.
3. The property value and ability to sell the home in the future. As this proposed ADU is currently on the property and above the existing garage structure, the inability to complete the area with the same quality and construction as a completed living unit could affect our abilities as owners to possible rent this unit or sell our property in the future.

3.05.12C Factors to Consider of the WDO Criteria regarding variances.

1. The variance is necessary to prevent unnecessary hardship relating to the structure, as outlined in:
 - A. Physical circumstances over which the applicant had not control related to the piece of property involved that distinguished it from other land in the zone. **The guest quarter at the property at 1311 E. Lincoln was established and completed as previously described at the current square footage of approximately 1,250 square feet prior to the current homeowner's purchase of the property.**
 - B. Whether reasonable use similar to other properties can be made of the property without the variance. **Reasonable use of the guest quarter area without the requested variance would impose excessive burden on the homeowner to deconstruct quality workmanship of the proposed ADU to make unusable living area and wasted space.**
 - C. Whether the hardship was created by the person requesting the variance. **The guest quarter, (ADU), that the variance is requested for was previously completed with full kitchen, half bath, washer/dryer hook-up and air conditioning prior to the current homeowner's purchase.**
2. Development consistent with the request will not be materially injurious to adjacent properties. Factors to be considered in determining whether development consistent with the variance materially injurious include, but are not limited to:
 - A. Physical impacts such development will have because of the variance, such as visual, noise, traffic and drainage, erosion and landslide hazards. **No physical impacts due to variance would occur as all requirements for the property have been met prior to variance request by past homeowner.**
 - B. Incremental impacts occurring as a result of the proposed variance. **There would be no incremental impacts.**

3. Existing physical and natural systems, such as but not limited to traffic, drainage, dramatic landforms or parks will not be adversely affected because of the variance. **No external physical or natural systems would be affected by the approval of the existing square footage variance request.**
4. Whether the variance is the minimum deviation necessary to make reasonable economic use of the property. **The variance request to allow the current homeowner to utilize the currently existing approximate 1,250 square footage ADU space would be the minimum deviation for reasonable economic use of the property.**
5. Whether the variance conflicts with the Woodburn Comprehensive Plan. **Our location of 1311 E. Lincoln St. does not conflict with the Woodburn Comprehensive Plan as it provides for the opportunity to complete an existing space that was mostly completed prior to our ownership. Variance request is only to allow for the existing square footage that does not currently adhere to WDO criteria.**

We appreciate the time and consideration the variance committee is putting in to our request to complete the current above garage “guest quarters” to include two bedrooms and a full bath as the plans indicate.

Respectfully,

Charmaine & Eric Cottrell
Property Owners
1311 E. Lincoln Street
Woodburn, OR 97071
(845) 559-0740



Elijah Kay
503-510-8228
info@ELKA.Tech

ADU AT COTTRELL RESIDENCE

1311 E LINCOLN STREET WOODBURN, OR 97071

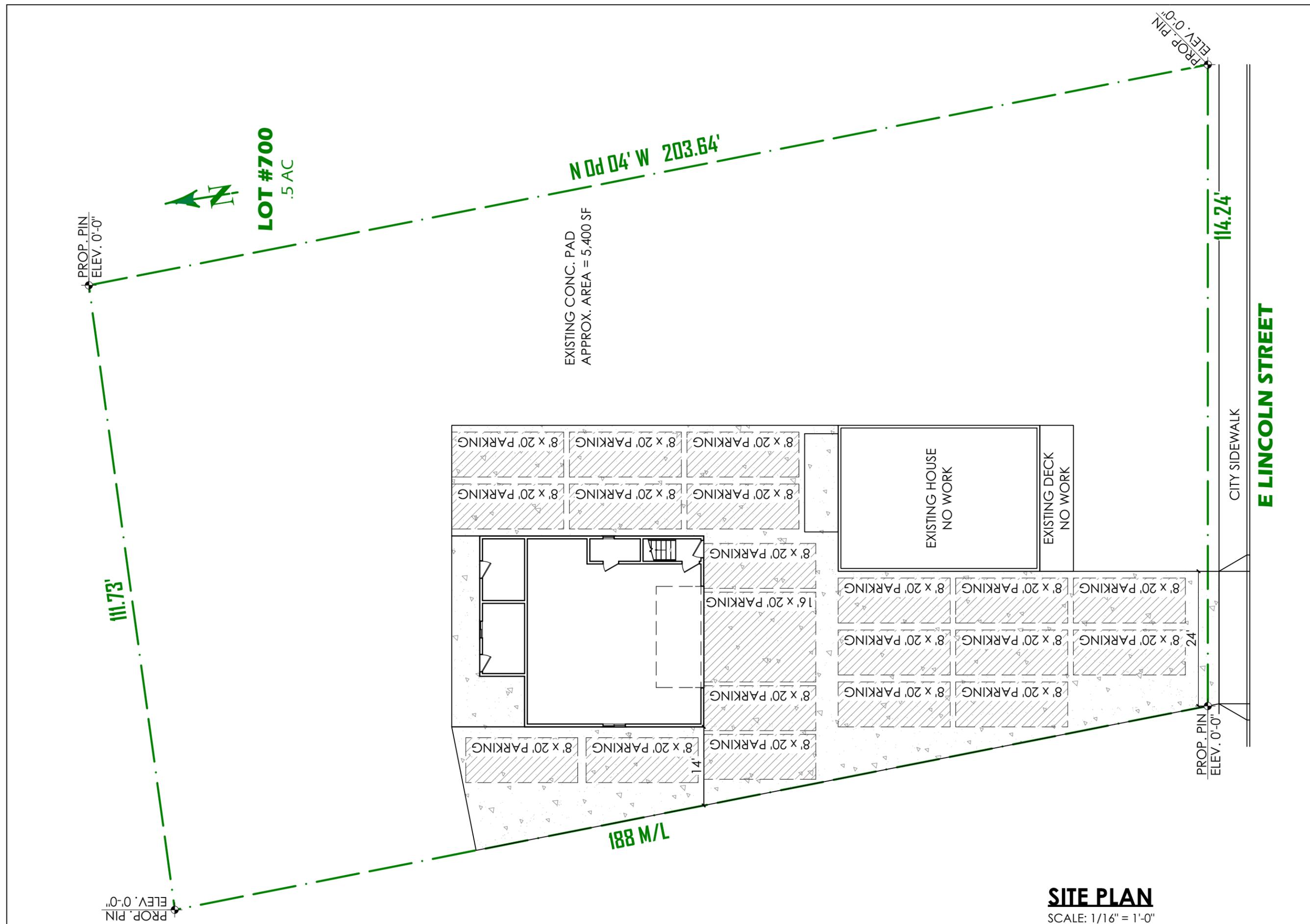
DATE:

1/13/2020

SHEET:

1

OF 5



SITE PLAN

SCALE: 1/16" = 1'-0"



Elijah Kay
503-510-8228
info@ELKA.Tech

ADU AT COTTRELL RESIDENCE
1311 E LINCOLN STREET WOODBURN, OR 97071

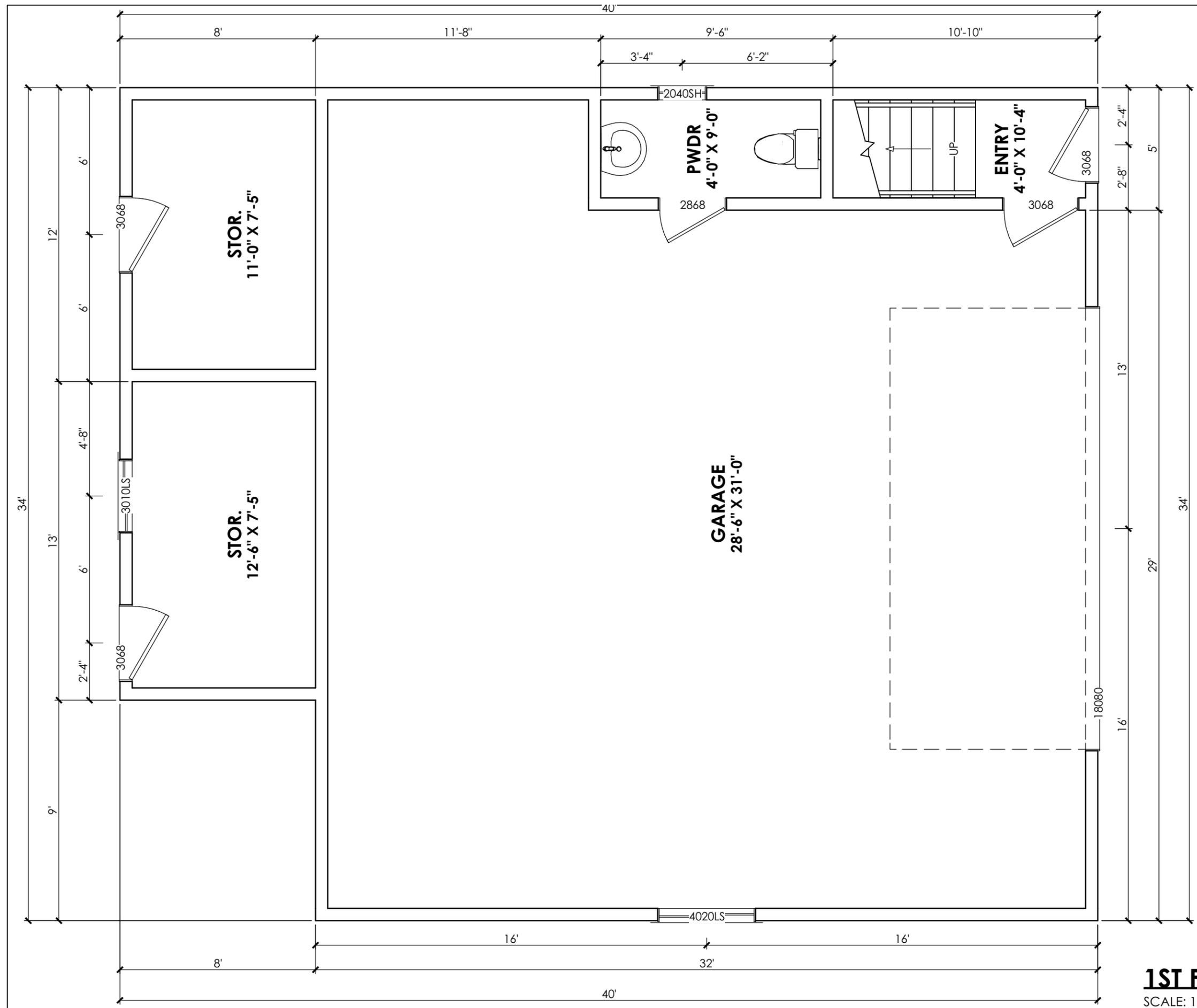
DATE:

1/13/2020

SHEET:

2

OF 5



1ST FLOOR PLAN

SCALE: 1/8" = 1'-0"



Elijah Kay
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ADU AT COTTRELL RESIDENCE
1311 E LINCOLN STREET WOODBURN, OR 97071

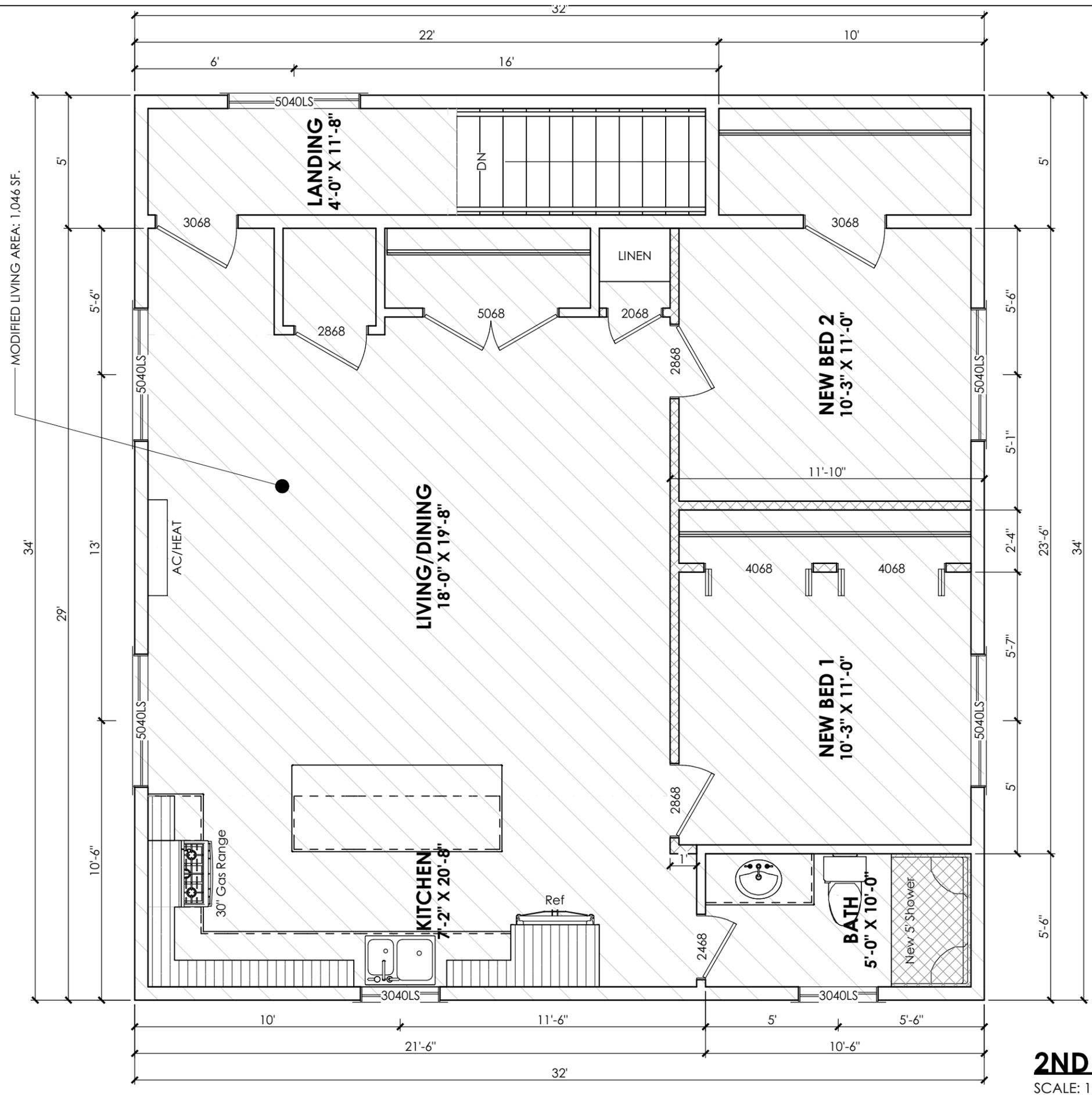
DATE:

1/13/2020

SHEET:

3

OF 5



2ND FLOOR PLAN

SCALE: 1/8" = 1'-0"



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ADU AT COTTRELL RESIDENCE
1311 E LINCOLN STREET WOODBURN, OR 97071

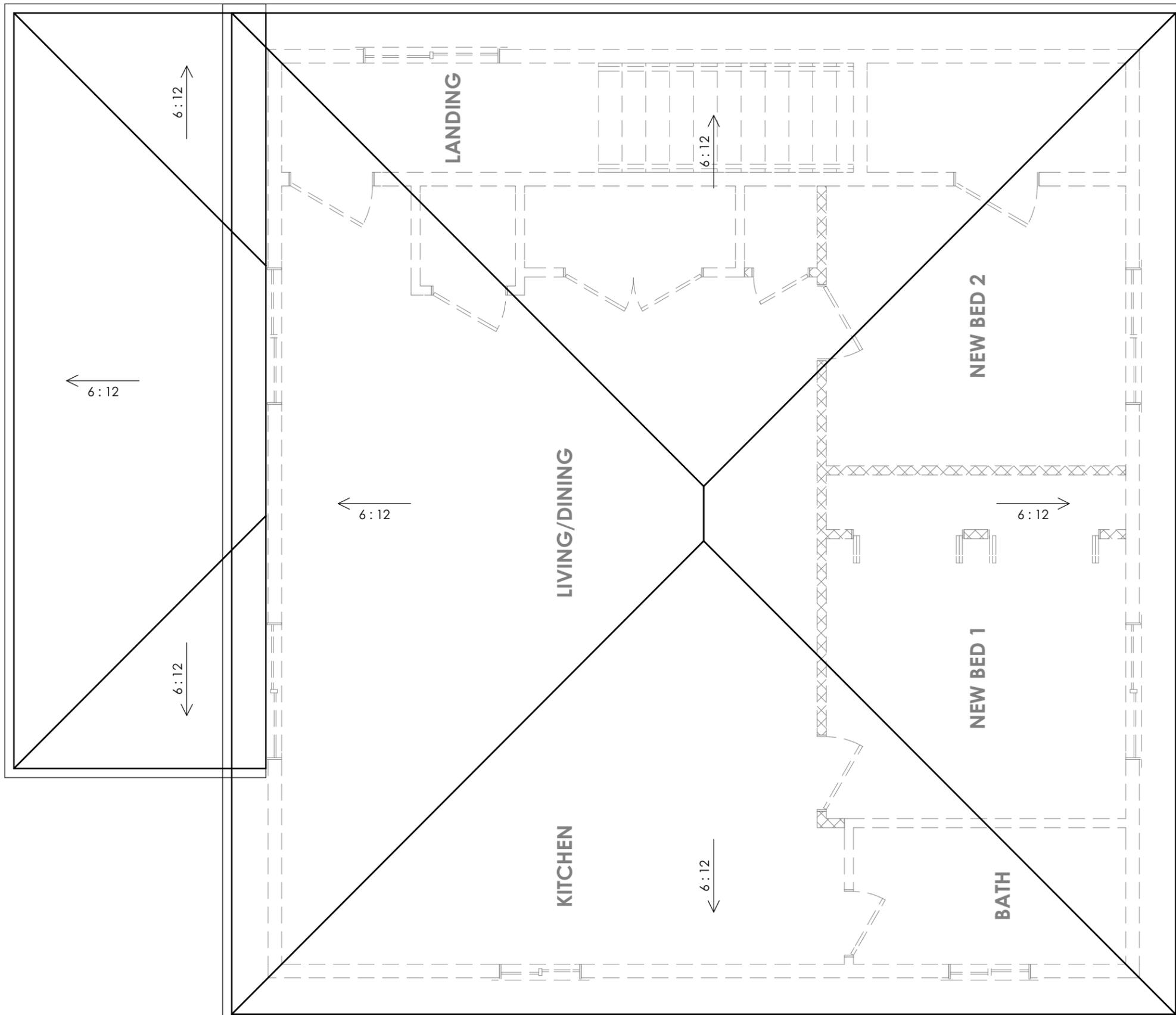
DATE:

1/13/2020

SHEET:

4

OF 5



ROOF PLAN

SCALE: 1/8" = 1'-0"



ELKA Tech

Elijah Kay
503-510-8228
info@ELKA.Tech



Exterior Elevation Front



Exterior Elevation Right



Exterior Elevation Back



Exterior Elevation Left

ADU AT COTTRELL RESIDENCE
1311 E LINCOLN STREET WOODBURN, OR 97071

DATE:

1/13/2020

SHEET:

5

OF 5