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TEN FREE STREET

www.jbgh.com

MERTON C. HENRY KENNETH M. COLE III NICHOLAS S. NADZO FRANK H. FRYE MICHAEL A. NELSON OF COLINSEL

RAYMOND E JENSEN (1908-2002) KENNETH BAIRD (1914-1987) M. DONALD GARDNER (1918-2003) YORK COUNTY OFFICE 11 Main Street: Suite 4 Kennebunk, Maine 04043 (207) 985-4676 (Phone) (207) 985-4932 (Fex)

September 1, 2017

HAND DELIVERED
Zoning Board of Appeals
City of Portland
389 Congress St.
Portland, ME 04101

RE: 630 OCEAN AVENUE; VARIANCE APPEAL

Dear Board Members:

I am writing on behalf of my clients, Cedars Nursing Care Center, Inc. and JHA Assisted Living, Inc. (collectively, The "Cedars"). Enclosed please find eleven (11) copies of a variance appeal application with respect to property owned by The Cedars and located at 630 Ocean Avenue, which is designated by the City Assessor as Map 170, Block A, Lot 20 and Map 174, Block A, Lot 13 (the "Property"). The documents submitted herewith are in support of The Cedars' request for a variance from the height requirements for the R-3 and R-5 zoning districts contained in Sections 14-90(g) and 14-120(a)(7) of the Land Use Ordinance.

The Cedars seeks to expand its current facility to add 20 new beds and to reconfigure the existing facility so that all nursing care beds will be located in private rooms, which is not currently the case. The Cedars also seeks to add memory care services, which it does currently provide. This will allow The Cedars to provide a full continuum of care to current and future residents, as well as to allow family members needing memory care to remain on the same campus as their relatives who do not need such services.

The Cedars has operated in its current location since 1991. It provides housing and services to residents who are able to pay entirely from their own resources, as well as those who are funded through Medicare and Medicaid. It is part of The Cedars' mission to be able to provide services when residents are no longer able to privately pay for those services. This in turn requires a need for the continuum of care for all residents so that The Cedars will be sufficiently funded and will not have to turn away someone who no longer has an ability to pay.

Jensen Baird Gardner Henry

September 1, 2017 Page 2

Photographs of the Property are included, which show both the area to be developed and the existing buildings on the site. The existing Atrium building, which is 3 stories in height, was previously approved by the City without a variance, because the City determined that the roof fell within the mansard roof portion of the definition of height in Section 14-47. While we believe that the proposed new structure also falls within this definition, we are seeking a variance in case it is finally determined that the proposed roof is instead a pitched roof. If this determination is made, then the roof will exceed the 35-foot height limit for both the R-3 and R-5 zones by just under 7 feet.

For the reasons set forth in the enclosed application and supporting documentation, the Cedars respectfully requests that the Board grant its request for a variance from the above-referenced provisions. We look forward to meeting with you on September 21 to review this application.

Sincerely, Valalie Z. Burns

Natalie L. Burns

NLB/gw Enclosures



## Yes. Life's good here.

Jeff Levine, AICP, Director Planning & Urban Development Department

Ann Machado Zoning Administrator

# CITY OF PORTLAND ZONING BOARD OF APPEALS Variance Appeal Application

Subject Property Information: 630 Ocean Ave. PROPERTY ADDRESS
170-A-20; 174-A-13 CHART/BLOCK/LOT (CBL)
SAME PROPERTY OWNER (If Different)
SAME ADDRESS (If Different)
N/A PHONE # AND E-MAIL
VARIANCE FROM SECTION 14- 90(g); 14-120(a)(7)
plan.

## ZONING BOARD OF APPEALS Variance Appeal Application

Except us specifically provided by the Ordinance, a variance may be granted by the Board of Appeals ONLY where strict application of the Ordinance, or a provision thereof, to the petitioner and his property would cause undue hardship. In order for the Board to find "undue hardship" the applicant must answer ALL of the following questions and provide supporting evidence. The Board will consider this evidence in deciding whether to grant the appeal.

1. The land in question cannot yield a reasonable return unless a variance is granted.

ld a 'reasonable return' means 'the practical loss of all beneficial mable return DOES NOT mean maximum return' Rowe v. City of 2d 673, 675 (ME 1999) (citations omitted.)
NOT Satisfied:
is due to the unique circumstances of the property and NOT to f the neighborhood.
NOT Satisfied:

# ZONING BOARD OF APPEALS Variance Appeal Application

3. The granting of a varia	ance will NOT alter the essential character of the locality
Satisfied:	NOT Satisfied:
Reason & supporting facts	
4. The hardship is NOT th	e result of action taken by the applicant or a prior owner.
Satisfied:	
Reason & supporting facts:	

## The land in question cannot yield a reasonable return unless a variance is not granted.

The existing land is developed as a facility for elderly living that accommodates several levels of care, including independent living, assisted living, long-term care and rehabilitative care. To remain viable as a facility dedicated to the elderly living, the facility must adapt to the marketplace expectations, evolving care models and expand the continuum of care to include assisted living for memory care.

In order to remain viable and marketable, the facility must adapt and transform with the care expectations of the occupants and their caretakers. There are three important drivers that The Cedars must meet: 1) current and future residents' desires to occupy private rooms in both the short-term stay rehabilitation setting as well as in long-term nursing care; 2) current and future residents' desires to live in a home-like setting (the Household Model) as opposed to an institutional skilled nursing facility; 3) current and future residents' desires to have a Household that can accommodate the needs of the memory impaired so that residents do not have to leave The Cedars as a result of memory impairment. The third driver is especially important when it comes to the desires of couples in which one spouse may have memory loss while the other does not. The Cedars wants to make sure that those couples can continue to live together on the same campus, which currently is not possible.

Satisfying these three key drivers is essential for The Cedars to be able to remain in the market, attract residents, maintain occupancy, and continue to fulfill The Cedars' non-profit mission of subsidizing those residents who do not have private resources and rely on Medicaid.

The Household Model concepts will be applied to both the existing nursing building and the new buildings. Each Household has private resident rooms that are segmented into uniquely individualized households of twenty residents, complete with separate entry, living room, dining room, kitchen and gathering spaces. While there are the typical spaces as required by regulations, such as clean and soiled utility, charting room.

medication preparation, spa, storage, etc., the floor plan is arranged so that it does not just feel like home; it is home.

The Household Model is not just an architectural solution, it is also an operational and cultural change that puts residents back in the driver's seat of their own lives. The Household Model provides a homey physical environment where residents choose simple things like when they awaken, what they eat, and how they spend each day. While this may sound normal, many people are shocked to learn that institutional nursing home residents have almost no choice or control over how life unfolds. The Household Model returns to its residents the freedoms, choices, and spontaneity that we all take for granted.

The current site has 60 independent living apartments, 30 assisted living apartments and 102 licensed nursing care beds, and in the aggregate, represents a significant investment in the site, facilities and staffing. The site could not viably be adapted to other uses because of the specific nature of the uses for which the buildings are designed. Under the proposed expansion, only 20 new beds will be added, but all will be in private rooms, resulting in the relocation of beds.

The 10-acre site is configured so that the existing structures are at the center of the site and are interconnected and the parking and access is around the perimeter of the site. The site also contains several large areas of protected wetland that constrain the site development.

The building program for the site includes the renovation of the existing Hoffmann long term care facility into single occupancy rooms and the creation of three households within the existing building. This will displace 40 beds from the existing Hoffman facility, which will be put in a new building that will require two households with 20 beds each. In addition, an assisted living – memory care unit configured in a household model will be added to meet the needs of elders and to extend the care offered at the facility. It is critical to the development plan and financial performance that 3 Households are built on the site. Without 3 Households, none of the key drivers can be

met. If the development included just 2 Households, then the plan would not function financially or meet the needs of the residents. If only 2 Households were constructed, then there are two possible scenarios:

#### Scenario 1: 2 Long-term Care Households

- Would not deliver the needed assisted living memory care Household.
- Because the new Households are not adding beds, but are merely replacing
  existing beds, the revenue generated from these Households would not pay for
  the debt required to build them; the assisted living memory care rooms are
  critical as they will generate additional revenue to help fund the Project.

Scenario 2: 1 Long-term Care Household; 1 Assisted Living Memory Care Household

- Would not create enough nursing private rooms and would put The Cedars in a perilous market position.
- Would jeopardize the ability to renovate the existing building into the Household Model because there wouldn't be enough space for residents to move during the renovation.
- Would create an unsatisfactory financial outcome and operating outcome can't generate enough revenue from 2 Households and would force The Cedars to operate some long-term care as a Household and the existing building as an institutional nursing home.

Each Household requires a floor area of approximately 14,000 to 15,000 square feet and it is critical to the care delivery model to have each Household as a distinct entity. A Household cannot be split between two floors because of accessibility for residents and the staffing of the Household. It would be problematic if residents had to get on an elevator for some services, such as meals, and staff would be required to attend to residents in the elevator. In addition, the single-floor concept supports the household concept because all residents are in the same area and not divided by floor. This means that that there would have to be either a 3-story 15,000 square foot building or a 2-story building with a 30,000 square foot footprint on the first floor and 15,000 square feet on the second floor.

The existing site will only accommodate a single 15,000 square feet footprint while still accommodating the parking and access for the facility and respecting the wetland preservation areas on the site. In order to carry out the vital building program, the new facility needs to be a three story building. The design of the building will have a floor to floor height of 12 feet to accommodate the structural spans and mechanical equipment for the building. Because the structure is meant to be consistent in appearance with a residential use rather than an institutional-style structure, the architectural features will include a partial sloped roof to convey the residential scale and feeling to the building. The other buildings on the campus have similar roof features and will tie into the overall campus. The Atrium building on campus is three stories and was determined to meet the 35-foot height limit because it had a mansard roof.

## 2. The need for a variance is due to unique circumstances of the property and not to the conditions of the neighborhood.

The need for the variance stems from the unique characteristics at the site. The core of the site is developed with the existing facility and the perimeter of the site contains the supporting parking and access infrastructure. Several of the remaining undeveloped portions of the site contain wetlands that have preservation easements as part of the mitigation for prior wetland impacts at the site. These wetland preservation areas also serve as stormwater treatment for runoff from developed portions of the site. The one remaining area on the site without constraints, that is large enough to accommodate the 15,000 square foot building footprint, is at the corner of Ocean Avenue and Rainbow Mall Road. Because there is only one location large enough to support the 15,000 square foot footprint, there must be a three story building to support the vital building expansion.

The unique conditions of the site include the wetland areas that are the main reason for the variance. The neighborhood is both residential and commercial in character.

Another factor for the variance is that if The Cedars put a second building footprint on existing parking areas (the only other place the building could go), the only way to

replace that parking and accommodate new required parking would be with underground parking under the new building. Because of the ledge on the site, as well as the costs to create the underground parking, there is no conceivable way to accomplish it.

### 3. The granting of a variance will not alter the essential character of the locality.

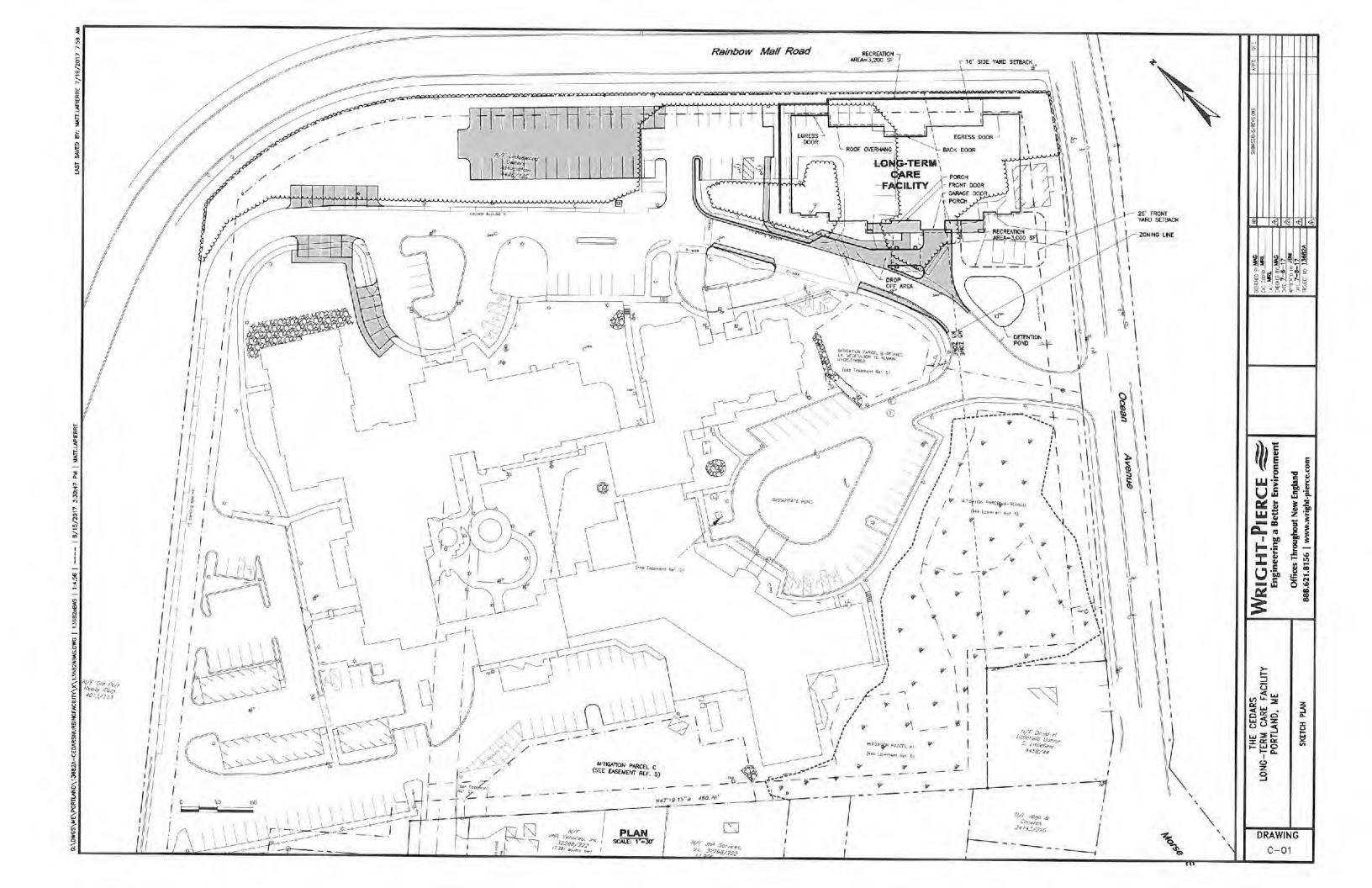
The site has been used as an institutional elder care facility since August 11, 1991 with the opening of the Hoffman building. The area includes single- and multi-family residential uses and public building including a fire station and a former school building as well as commercial buildings on Rainbow Mall Road. The Cedars facility has been part of the neighborhood for over 25 years and the additional building will not alter the essential character of the locality.

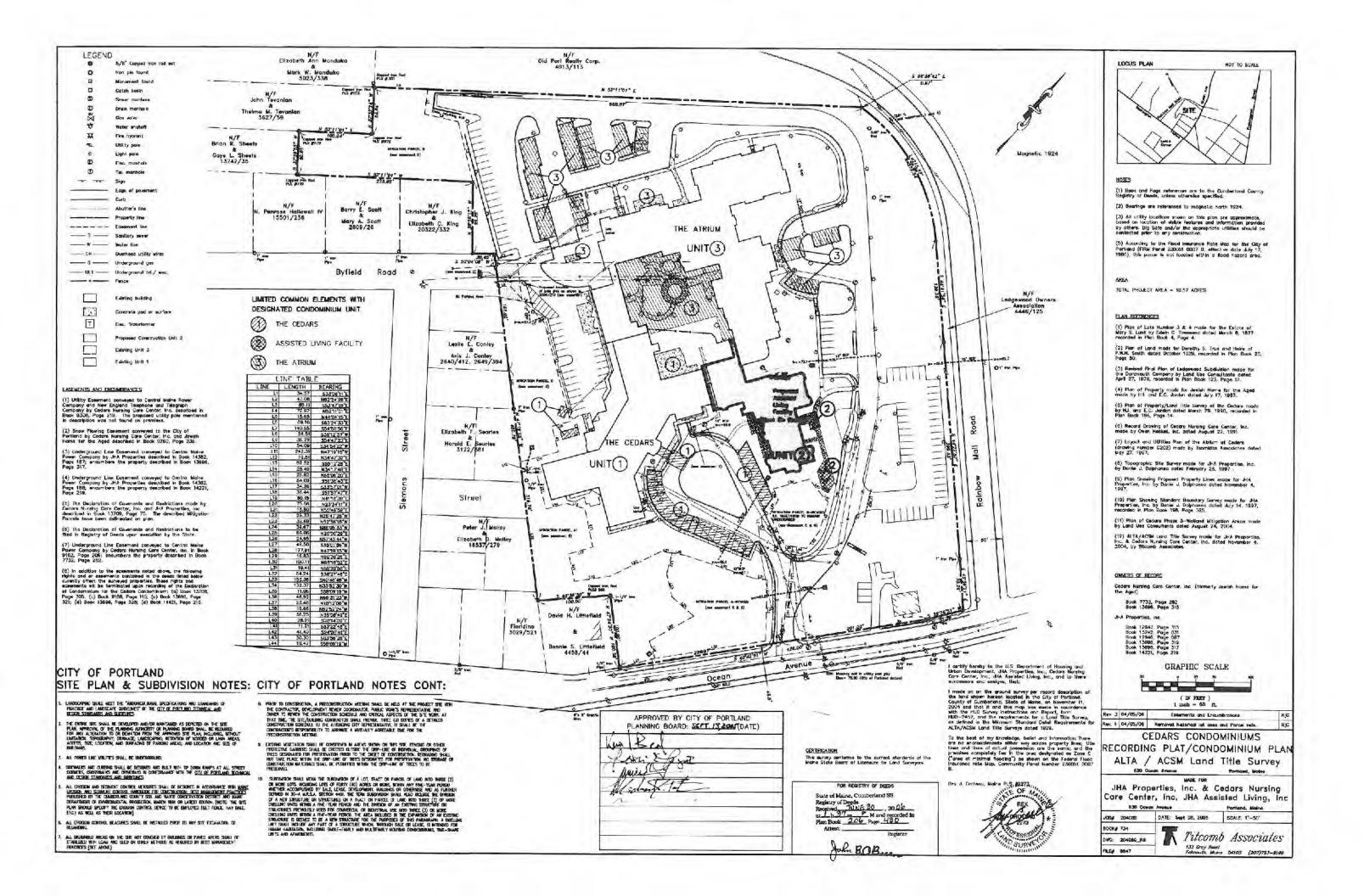
The design of the building will have residential elements including a sloped roof, which is a prevalent building element in the local area. Without the sloped roof element, the building would be out of character with both the existing buildings on the Cedars campus and the building form in the local area and would have a more institutional appearance. The sloped roof element is essential from a number of perspectives. These include the fit within the local area and campus and assists in the marketability of the facility, which is essential to the viability of the project and site. The building's appearance is a factor in attracting residents to the facility.

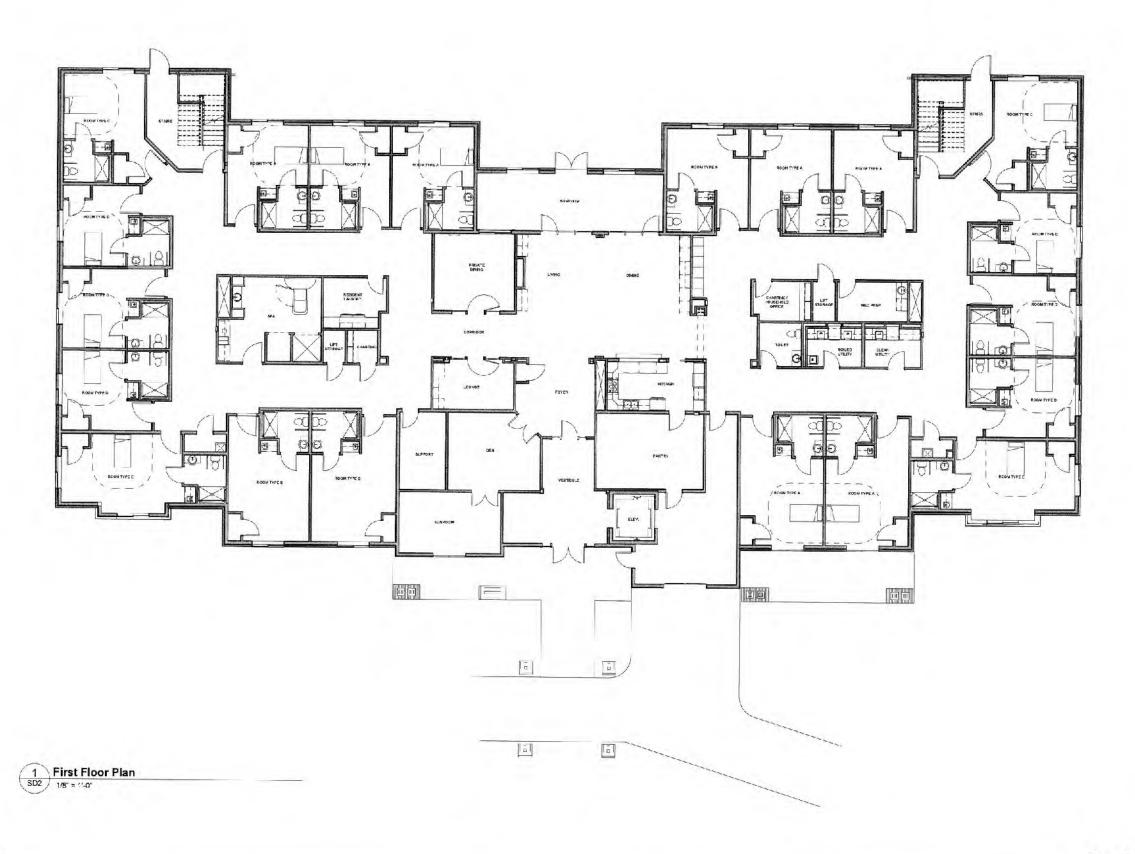
The household model of care is conceptually closer to residential uses than an institutional care model and the building architecture will reflect the household care model with residential details and construction finishes. One of the essential elements of the residential character of the building is the sloped roof feature. Without this feature the building will lose much of the residential character to the potential detriment of the aesthetics in a particularly visible location on the campus, which could result in a change to the essential character of the locality.

### 4. The hardship is not the result of action taken by the applicant or the prior owner.

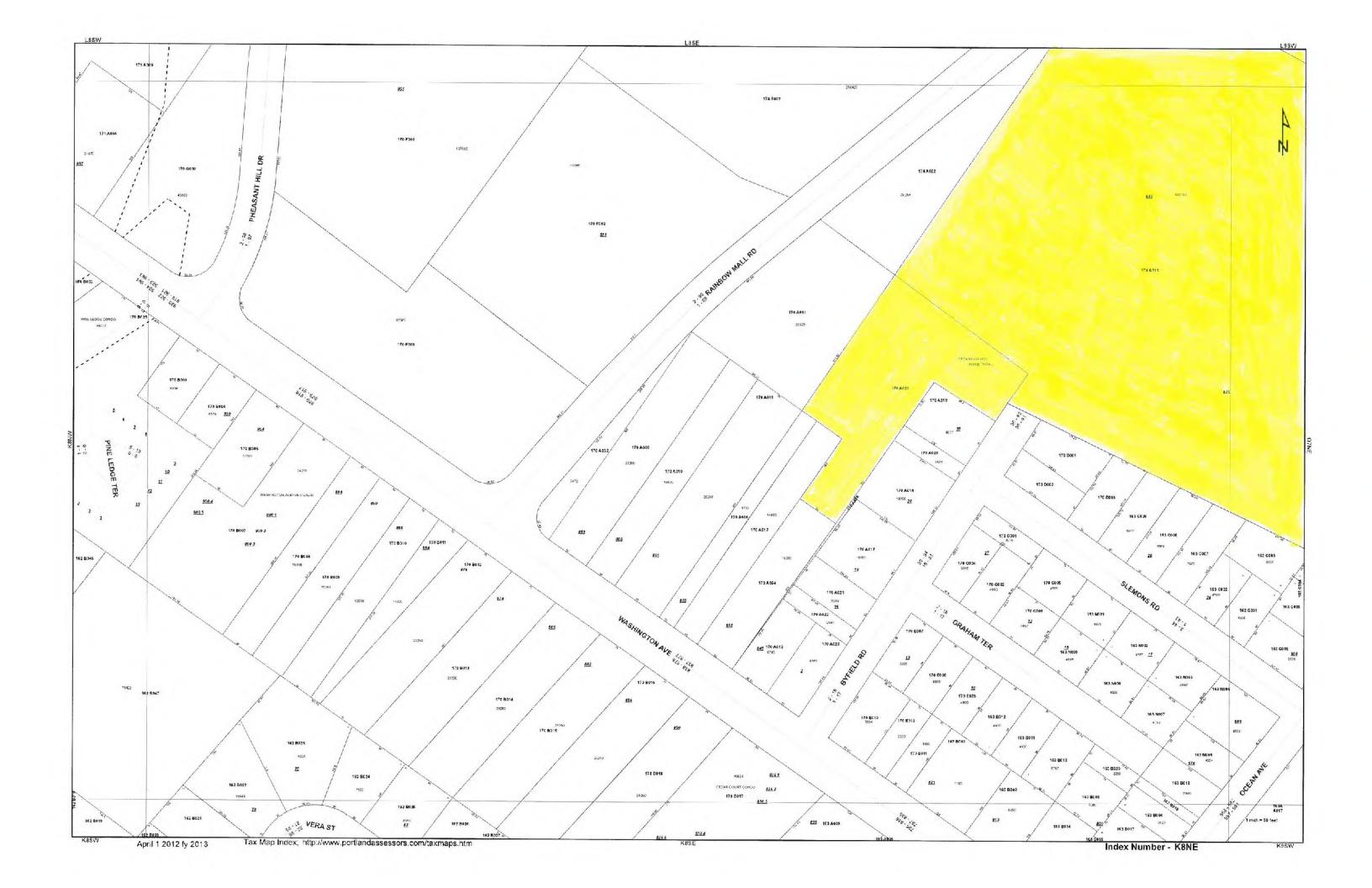
The hardship is due to the constraints of the site including wetlands. The change in care delivery model is a primary driver of the need for the additional building and market requirements for the expanded continuum of care and private rooms are not caused by the applicant but are driven by outside market and care model changes. In order to remain a viable elder care institution, the facility must adapt to the market demands and operate at a scale that creates an efficient and long term sustainable business. Even though the facility operates as a non-profit facility, the business must be sustainable with the income supporting the operation of the facility, including the provision of care to those residents who are funded through Medicaid.







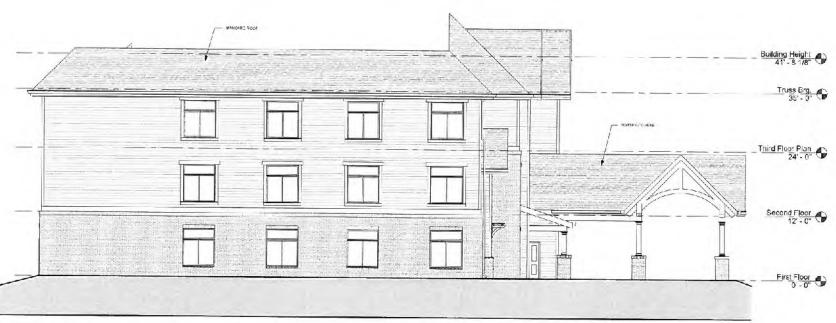
the cedars











West Elevation
1/8" = 1-0"

the cedars
Your life. Your community.

SD4

ELEVATION MATERIAL LEGEND

WALL MATERIALS

BRICK VENEER

CEMENT GLARD LAP SIDING

COMOTT GOARD VERTICAL SIDENO

ROOFING MATERIALS

ARCHU'SC UPA, ASPIRALT SHINCLES

STANDING SEAL META, ROOMING



ELEVATION MATERIAL LEGEND

WALL MATERIALS

вянимечест

CEMENT BOARD LAP SO NE

CEMENT BOARD VERTICAL SID NO.

ROOFING MATERIALS

ARCHITECTURAL ARPHALT GRING, 20

GEANOING SCAN METAL ROOFING



North Elevation SD

the cedars



Looking Southeast along entrance drive, site is on left.



Building Site looking from entrance drive to the north. The building will occupy the parking lot.



Looking to the Northeast from the entrance drive. The building will overlap the rear portion of the white building.



The front portion of the parking lot will be taken up with the building. The rear portion will remain.



Looking to the Northwest towards the parking lot from next to the white building to where the proposed structure will be located.







#### 017153

#### SHORT FORM QUITCLAIM DEED WITH COVENANT

KNOW ALL PERSONS BY THESE PRESENTS, that JHA SERVICES, INC., a Maine nonprofit corporation with a place of business in Portland, Maine, FOR CONSIDERATION PAID, grants to CEDARS NURSING CARE CENTER, INC., a Maine nonprofit corporation whose mailing address is 630 Ocean Avenue, Portland, Maine 04103, WITH QUITCLAIM COVENANT, certain real property located in Portland, Cumberland County, Maine, more particularly described below:

A certain lot or parcel of land situated on the northwesterly side of Ocean Avenue (but not adjacent thereto) in Portland, Cumberland County, Maine, bounded and described as follows:

Beginning at an angle point in the southerly line of land described in the deed of Cedars Nursing Care Center, Inc. to JHA Services Inc. dated May 25, 1990 and recorded in Cumberland County Registry of Deeds in Book 9188, Page 115; at a point located N34°-30'-33"W, 164,30 feet from a railroad spike in the said northwesterly sideline of Ocean Avenue at the beginning point in the said deed from Cedars Nursing Care Center, Inc. to JHA Services Inc.;

Thence along land now or formerly of Cedars Nursing Care Center, Inc. and along the said southerly line of JHA Services Inc. by the following two (2) courses and distances N69°-03'-11"W, 200.82 feet; and thence N56°-15'31"W, 107.14 feet;

Thence along remaining land of the grantor herein, JHA Services Inc., by the following seven (7) courses and distances: N33°-51'-03"E, 14.07 feet; thence S56°-08'-57"E, 34.35 feet; thence N33°-51'03"E, 16.00 feet; thence S56°-08'-57"E, 39.15 feet; thence N33°-51'-03"E, 22.39 feet; thence S56°-08'-57"E, 79.32 feet; and thence S53°-19'-22"E, 150.26 feet to the point of beginning. Containing 8698 square feet more or less.

Bearings are referenced to the 1924 magnetic meridian. Being a portion of the premises described in the deed of Cedars Nursing Care Center Inc. to JHA Services Inc. recorded in said Registry in Book 9188, Page 115.

IN WITNESS WHEREOF, JHA Services, Inc., the Grantor, has caused this instrument to be executed by S. John Watson, its duly authorized Chicf Financial Officer, this JHH day of March, 1998,

WITNESS:

JHA SERVICES, INC., Grantor

8. John Watson its Chief Financial Officer

## BK 13696PG316

STATE OF MAINE CUMBERLAND, SS.

March 17, 1998

Personally appeared the above-named S. John Watson, Chief Financial Officer of JHA Services, Inc., as aforesaid, and acknowledged the foregoing instrument to be his free act and deed in his said capacity and the free act and deed of said nonprofit corporation.

Before me,

AURALEE J. BUSSONE NOTARY PUBLIC, MAINE MY COMMISSION EXPIRES JULY 31, 1938 Notary Public/Attorney-at-Law

Print Name: 6

My commission expires:

F.:WPDGCSWASW3353\SVSTGCD DED

RECEIVED

199011AR 27 PH 4: 00

COMPERLAND COUNTY John 13 OB, icin

### **QUIT CLAIM DEED WITH COVENANT**

KNOW ALL MEN BY THESE PRESENTS, that, JHA PROPERTIES, INC., a Maine non-profit corporation with a principal place of business in Portland, Cumberland County, Maine, for consideration paid grants to JHA ASSISTED LIVING, INC., a Maine non-profit corporation having a mailing address of 630 Ocean Avenue, Portland, Maine 04103, WITH QUIT CLAIM COVENANT its 66.4% (Sixty-Six and Four Tenths Percent) tenancy-in-common interest in the following described property:

### SEE EXHIBIT A ATTACHED HERETO AND INCORPORATED HEREIN

WITNESS my hand and seal this 27th day of September, 2006.

Signed, Sealed and Delivered in the presence of

JHA PROPERTIES, INC.

Witness

By: Dellep Jall

State of Maine County of Cumberland

September 27, 2006

Personally appeared the above-named Kathryn J. Callnan, President, of JHA Properties, Inc., duly authorized, and acknowledged the foregoing instrument to be her free act and deed, and the free act and deed of JHA Properties, Inc.

Before me,

Notary Public Print Name:

Tim Name.

Commission Expires:

SYLVIA GILL Notary Public, Maine My Commission Expires October 21, 2013

#### **EXHIBIT A**

The Unit ("Unit") designated as Number 2 of the Cedars Condominiums located at 630 Ocean Avenue, Portland, Cumberland County, Maine, ("Condominium") created pursuant to the provisions of the Maine Condominium Act, Chapter 31 of Title 33 of the Maine Revised Statutes of 1964, as amended, and set forth in Declaration of Cedars Condominiums, dated as of June 30, 2006, and recorded in Cumberland County Registry of Deeds in Book 24129, Page 276, as may be amended, and shown on the related plats and plans recorded in Plan Book 206, Page 430. The Unit is subject to and has the benefit of the Declaration, the Plats, Plans and the Act which are incorporated herein by reference, to which reference is hereby made for a more particular specification of the definition, location and description of the real property hereby conveyed and of the rights, obligations, easements, development rights, special Declarant rights, restrictions, covenants and conditions pertaining thereto.

Received
Recorded Resister of Deeds
Oct 10:2005 11:34:34A
Comberland County
John B DBrien

#### WARRANTY DEED

(Maine Statutory Short Form)

KNOW ALL PERSONS BY THESE PRESENTS, that JHA Properties, Inc., a Maine nonprofit corporation, of Portland, County of Cumberland, and State of Maine, for consideration paid, grants to JHA Assisted Living, Inc., a Maine nonprofit corporation organized and existing under the laws of the State of Maine, and having its principal place of business at Portland, in the County of Cumberland, and State of Maine, whose mailing address is 630 Ocean Avenue, Portland, Maine, with WARRANTY COVENANTS, the land in Portland, County of Cumberland, State of Maine, described as follows: The Unit ("Unit") designated as Number 3 of the Cedars Condominium located at 630 Ocean Avenue, Portland, Cumberland County, Maine, ("Condominium"), together with the Unit's undivided percentage interest in the Common Elements of the Condominium as set forth in the Declaration, created pursuant to the provisions of the Maine Condominium Act, Chapter 31 of Title 33 of the Maine Revised Statutes of 1964, as amended, and set forth in Declaration of Cedars Condominiums, dated as of June 30, 2006 and recorded in Cumberland County Registry of Deeds in Book 24129, Page 276, as may be amended, and shown on the related plats and plans recorded in Plan Book 206, Page 430. The Unit is subject to and has the benefit of the Declaration, the Plats, Plans and the Act which are incorporated herein by reference, to which reference is hereby made for a more particular specification of the definition, location and description of the real property hereby conveyed and of the rights, obligations, easements, development rights, special Declarant rights, restrictions, covenants and conditions pertaining thereto.

IN WITNESS WHEREOF, it, the said JHA Properties, Inc., has caused this deed to be signed and sealed in its corporate name by Kathryn Callnan, its President/Chief Executive Officer, thereunto duly authorized, this 1st day of May, 2014. Received

WITNESS:

JHA Properties, Inc.

Recorded Register of Deeds May 06,2014 09:12:50A Cumberland County Pamela E. Lovies

Name: Kathryn Kallnan

Title: President/Chief Executive Officer

STATE OF MAINE COUNTY OF CUMBERLAND, ss.

My Nichols

May 1, 2014

Then personally appeared the above named Kathryn Callnan, President/Chief Executive Officer of said Corporation, as aforesaid, and acknowledged the foregoing instrument to be his/her free act and deed in his/her said capacity and the free act and deed of said Corporation, before me,

> LYNNE A. BURR Notary Public-Maine My Commission Expires December 05, 2016

Attorney at Law/Notary Public

SEAL



630 Ocean Avenue, Portland, ME 04103 phone: 207-221-7000 / fax: 207-772-6038 www.thecedarsportland.org

Ann Machado, Zoning Administrator City of Portland 389 Congress Street Portland, Maine 04101

Variance Application by JHA Assisted Living, Inc. and Cedars Nursing Care Center, Inc., 630 Ocean Avenue

#### Dear Ann:

This letter will confirm that Natalie Burns of Jensen Baird Gardner & Henry is authorized to represent JHA Assisted Living, Inc. and Cedars Nursing Care Center, Inc., collectively known as The Cedars, before the Zoning Board of Appeals in the variance application for the property located at 630 Ocean Avenue.

Sincerely,

he Water, CFO