

**TAX LOT 500 PARCEL, HIGHWAY 101 AT 40TH ST.  
FLORENCE, OR 97439**

APPROVED  
City of Florence  
Community Development  
Department  
PC 21 22 RR  
Exhibit File Number  
AUGUST 12, 2021  
CITY OF FLORENCE  
COMMUNITY DEVELOPMENT  
DEPARTMENT  
CITY OF FLORENCE  
COMMUNITY DEVELOPMENT  
DEPARTMENT

**LAND USE REVIEW UPDATE**  
**AUGUST 12, 2021**



## SITE & ZONING INFORMATION

## BUILDING CODE INFORMATION

## PROJECT TEAM

## DRAWING LIST

[illegible]

**Exhibit B1**



June 21, 2021

## PROJECT DESCRIPTION and VARIANCE REQUESTS

**Re: Shore Pines Housing Project**  
**Tax Lot 500, on Highway 101, near 40th Avenue, Florence, OR**  
**Type III Planning Review**

### Project Description

The following materials are submitted in support of Land Use Design Review approval for Northwest Housing Alternative's proposed Shore Pines Housing Project. NHA's Shore Pines is located on a 2.45 acre site east of Highway 101, near 41<sup>st</sup> Avenue, just north of downtown Florence, Oregon. The new development provides (68) affordable apartments in two 3-story buildings and is scheduled for construction in early 2022. The project's East Building has (34) units, all of them 3-BR apartments, which will be focused on families. The East Building also houses a Common Room, Resident Services offices, several laundry rooms, and other support and utility areas. The West Building contains (34) units, with nearly all of them 1-BR units. There is a single 3-BR unit in the NE corner of the third floor, for the resident manager. This building will house a mix of tenants, including some seniors and other individuals, has a small common room off the main entry, and several smaller laundry and other support rooms. Both buildings have elevator access to all floors, and are accessible to the project's public areas, as well as several of the units.

The east/west oriented site is long and relatively narrow, extending from Highway 101 in the west to the residential neighborhood to the east. Siuslaw Presbyterian Church is on the property to the north, and a single family residence and undeveloped properties are to the south. The project provides a high number of parking spaces (82), a loading zone, (23) bike parking spaces, along with access to public transit, close by to the northeast of the site. There is extensive landscaping, a children's play area, a small zone of common garden plots, and common trash enclosure. The eastern part of the site is largely naturalistic, with many existing trees remaining, careful plantings, and a sizeable new raingarden to aid in stormwater control. Please reference the drawings following this narrative for additional sitework specifics (See Exhibit B)

This will be an affordable housing project, providing an important resource to the citizens of Florence and the surrounding area. Northwest Housing Alternatives is a non-profit affordable housing developer, working in many parts of Oregon to bring affordable housing where it is most needed. Founded in 1982, NHA is the leading not-for-profit developer of affordable housing in Oregon and their mission is to create opportunity through housing. To that end, NHA develops, builds, and manages rental housing designed for Oregonians with extremely limited incomes.

### Creating Community

This project will provide housing for an underserved demographic within the City of Florence, whose residents will be better able to hold jobs, maintain their health, have their children attend school and carry on productive daily lives. Many might not have any other housing options. This project will also provide the City of Florence with more housing options for low-income residents within a well-designed project that adds to the architectural character of the city. NHA is also working with local and regional partners Siuslaw Outreach Services, Sponsors, Inc., and Homes for Good on the Shore Pines Housing project, to further enhance the local benefits of the project to the community.

The inclusion of different age groups, household sizes, and range of abilities helps make Shore Pines a diverse community. The architectural and landscape design includes the use of sustainable, durable building and landscape materials that are complimentary and integrated into the environment. Indoor common rooms and meeting spaces, resident program offices, laundry facilities, usable play area and naturalistic outdoor spaces, walking paths and sensitive exterior lighting make the development a place where residents can socialize and get outside without having to drive.



The drawings following this narrative provide additional specifics into the architectural, landscape, and civil engineering aspects of the project's specifics (See Exhibit B). In general, even though this is an affordable housing project carefully utilizing the public and private funding which make it possible, the overall character and quality of the project, coupled with the durability of its materials, is intended to last and be an important amenity for Florence for many years to come.

As noted, the site's residential units are configured as two structures, a West Building, and an East Building, to provide the mandated number of residential units into smaller buildings, with parking and entry plazas in the area in between. Sloped gable roofs provide the best weatherability for the site's coastal climate, further modulate the structures' massing, while containing the buildings' air handling units. Most living rooms protrude out approximately 18" to further break up the exterior elevations into human-scaled elements. Large windows are configured to provide extensive daylighting into the units, while large roof eaves and entry canopies provide shading and weather protection.

Materials are selected for durability over time and sensitivity to Florence's coastal salt air. Cementitious siding and trim utilize stainless steel fasteners, with metal elements pre-finished in high-performance coatings. Windows are either corrosion-resistant fiberglass or vinyl, with low-e, insulated glazing. The roofing will most likely be high-quality asphaltic shingles, with a potential upgrade to standing seam metal, depending on project budgeting in the currently challenging construction market.

The development team has worked closely with the City of Florence for some time, including you hosting our Pre-Application Conference earlier this year on February 19. This was greatly appreciated. Since then we have continued coordinating with Public Works, Siuslaw Valley Fire and Rescue, ODOT, CLPUD, and other jurisdictions. To our knowledge, the project complies with the necessary Land Use requirements, with a very few exceptions, where we are requesting minor concessions for Building Height, Density, and Parking Count. Details on these three requested variances are noted below.

#### Variances Requested

We understand, per *Title 10 Chapter 5 Zoning Adjustments and Variances: Section 10-5-4C: Approval Criteria - Variances* that the approval criteria for granting variances includes the following:

1. *Strict or literal interpretation and enforcement of the specified regulations would result in practical difficulty or unnecessary physical hardship inconsistent with the objectives of this Title.*
2. *a. There are exceptional or extraordinary circumstances or conditions applicable to the property involved which do not apply generally to other properties in the same zoning district, or*  
*b. The granting of the variance will not constitute a grant of special privilege inconsistent with the limitations on other properties classified in the same zoning district.*
3. *The granting of the variance will not be detrimental to the public health, safety, or welfare or materially injurious to properties or improvements in the vicinity.*
4. *The Variance is the minimum necessary to address the special or unique physical circumstances related to the subject site.*

#### Variance Request #1 – Building Height

The Building height limit in the Highway zone is noted as 35'. The proposed height of the East Building is approximately 38'-11" and the West Building is approximately 38'-0" thereby exceeding the height limit by a few feet. (See Exhibit B)

Regarding Approval Criteria 1 -- *Strict or literal interpretation and enforcement of the specified regulations would result in practical difficulty or unnecessary physical hardship inconsistent with the objectives of this Title.*

The proposed buildings are 3-story structures, which is the minimum required to provide the number of affordable apartment units on the site required by the Oregon Housing and Community Services (OHCS) project funding. (The project's parking count, setbacks, and stormwater / raingarden landscape area requirements preclude 2-story structures.)

The buildings have relatively minimal 8' typical floor-to-ceiling heights, with a slightly higher ground floor ceiling of 9'. The gable roof attic spaces contain ventilation equipment serving the residences and are designed with relatively minimal 3:12 roof pitches. We wouldn't advocate a shallower roof pitch in Florence's coastal climate.

In most cases, a Land Use 35' height limit is intended to allow 3-story structures. To exceed any of these minimums noted would result in practical difficulties inconsistent with the objectives of this title.

**Approval Criteria 2b -- *The granting of the variance will not constitute a grant of special privilege inconsistent with the limitations on other properties classified in the same zoning district.***

As stated above, the project's request is for an increase in building height of approximately ten percent beyond what is allowed for the Highway District. The visual impact of this additional height is reduced because it is a sloped / gable roof, and the area which exceeds the height limit is only a small region at the uppermost ridge of the roofs. We do not believe this constitutes a special privilege, as it provides no added interior space, nor any commercial advantage for the project.

**Approval Criteria 3 -- *The granting of the variance will not be detrimental to the public health, safety, or welfare or materially injurious to properties or improvements in the vicinity.***

Because the gable roof design and roof slope reduce the visual mass of the building from Hwy 101, we believe this ten-percent height increase will not be perceivable by passing drivers and passengers. This roof area will be constructed from the same material and construction methods to meet building codes and industry standards for similar project types in similar locations. It therefore includes nothing that might be considered detrimental to the public health, safety, or welfare or to be materially injurious to surrounding properties and improvements in the vicinity.

**Approval Criteria 4 -- *The Variance is the minimum necessary to address the special or unique physical circumstances related to the subject site.***

As noted above, the project is responding to the unique special aspects of the subject site, including the parking and setback requirements and landscape and stormwater needs. The project also needs to provide the physical characteristics of the number of units required, along with the structures' floor-to-floor and roof slope dimensions. Given these constraints, the structures have been designed with as low a profile as possible, with only the small area at the buildings' gable roof ridges exceeding the current 35' height limit by a few feet. It should also be noted that Florence's High Density Residential District allows 40' high structures. We hope that the Commission agrees that the proposed project meets the intent of all criteria for this variance.

#### **Variance Request #2 – Density**

The Residential Density Standards limit the residential density to 25 residential units per acre. For the subject 2.45 acre site this equates to 61.25 units. The proposed project includes 68 units, an approximately 10% increase.

**Regarding Approval Criteria 1 -- *Strict or literal interpretation and enforcement of the specified regulations would result in practical difficulty or unnecessary physical hardship inconsistent with the objectives of this Title.***

The proposed project is a 100% affordable housing project, intended to provide an important resource to the city and surrounding region's families, seniors, and other underserved individuals. This project has the potential to help residents become more independent, healthier, and provide the residents with additional stability and enhancing employment.

As an affordable housing project, this project must meet funding requirements tied to the specific number and mix of residential units to qualify for funds. Any reduction to the residential unit count is likely to affect the project's public funding, causing practical difficulties, jeopardizing the project moving forward.

**Approval Criteria 2b -- *The granting of the variance will not constitute a grant of special privilege inconsistent with the limitations on other properties classified in the same zoning district.***

As an affordable housing project, and as such, this project is unique in providing housing to a low income segment of the community. The project does not therefore directly compete with market-rate housing projects that may be within the Highway District because of the difference between the two demographics served. As NHA is a non-profit housing developer, the increased density does not afford this project any competitive edge or special privilege and it fills a critical need with the local community.

**Approval Criteria 3 -- *The granting of the variance will not be detrimental to the public health, safety, or welfare or materially injurious to properties or improvements in the vicinity.***

The small increase in overall residential unit density is also supported by numerous amenities. These include outdoor space with benches and walking paths, children's play area, common garden plots, and parking, while simultaneously retaining as many existing trees as possible, helping to buffer the neighborhood to the east. Indoor amenities are also provided, including common rooms and meeting spaces, resident support offices, laundry facilities, and other support areas.

As such, the project has been designed to accommodate the requested ten-percent increase in residential unit density. NHA always strives to be a 'good neighbor' and the architectural and landscape design of the project is consistent with FCC design standards and health and safety features for both residents and the surrounding community.

**Approval Criteria 4 -- *The Variance is the minimum necessary to address the special or unique physical circumstances related to the subject site.***

This project will help meet a critical need for affordable housing within your community. It will provide clean, safe, and affordable places for families, seniors and those who are currently underserved, in order to live independently and contribute to the surrounding community. Many do not have other housing options. This project will help its residents lead better and more productive lives and provide the City of Florence with more housing options for a wider range of income groups.

No additional economic benefit is gained by the few units being provided. But as noted previously, the project funding is dependent on a pre-established number and ratio of residential units for the site and the project has been designed to meet those requirements. As such, the requested variance is the minimum necessary to push the project forward and provide this additional housing resource for the community.

**Variance Request #3 – Parking**

Regarding the project's proposed parking count, please reference the April 23, 2021 Clemow Associates' *Parking Demand Analysis*, submitted as part of the Land Use package, for additional specifics.

Regarding Approval Criteria 1 -- *Strict or literal interpretation and enforcement of the specified regulations would result in practical difficulty or unnecessary physical hardship inconsistent with the objectives of this Title.*

As mentioned previously, the site is long and narrow, with the buildings oriented along the northern part of the site and the majority of the parking efficiently configured along the southern part of the parcel. Additional parking is located in the area between the two buildings. The balance of the site has been landscaped to retain small groves of existing trees, plus form a significant rain garden, all of which is necessary for the site's stormwater approach to meet jurisdictional and federal regulations. In addition, hammerhead turn-arounds are provided to allow fire apparatus to enter and exit the site safely. As such, due to the site's configuration, we have provided as much parking as is reasonably possible.

This has resulted in a total of (82) parking spaces, four of which will be accessible spaces with van-sized access aisles alongside, plus an additional loading space. There is a bus stop close to the NW corner of the site, to which the project is providing enhanced pathway connections. This proximity allows the code-mandated number of spaces to be lowered from 103 to 93. We are requesting a variance for an additional small reduction, which is supported by the Clemow Associates' *Parking Demand Analysis*. Shore Pines is an affordable housing project, with 3-BR units making up over half of the total. While market rate housing anticipates two parking spaces for each 3-BR unit, residents of affordable housing cannot typically afford more than one car per family. Therefore, the 82 spaces provide one space for each of the residential units, with an additional 20% of spaces for guests or other visitors. This is supported by the Clemow *Parking Demand Analysis* which demonstrates the 82 spaces provided are in excess of what is anticipated to be required. (See Exhibit D)

**Approval Criteria 2b -- *The granting of the variance will not constitute a grant of special privilege inconsistent with the limitations on other properties classified in the same zoning district.***

As an affordable housing project, typically needing less parking, there is no special privilege afforded to this project. This variance would merely grant a reduction of parking spaces to an amount that is appropriate for this number and mix of residential units. It also allows this project to provide fire apparatus access and inclusion of Florence City Code (FCC) required site amenities. This variance allows this project to meet the requirements for developing the site and therefore provides no additional special privilege.

**Approval Criteria 3 -- *The granting of the variance will not be detrimental to the public health, safety, or welfare or materially injurious to properties or improvements in the vicinity.***

As the Clemow *Parking Demand Analysis* notes (See Exhibit D), at peak demand, it is anticipated that only 70 of the 82 parking spaces will be utilized, leaving a significant excess to be used by guests or other visitors. This is based on observed usage at similar nearby housing projects and illustrates that the proposed count for this project is more than adequate. It will therefore not be detrimental to public safety or welfare, or materially injurious to properties or improvements in the vicinity.

**Approval Criteria 4 -- *The Variance is the minimum necessary to address the special or unique physical circumstances related to the subject site.***

As noted under Criteria 1, the proposed reduction in parking requirements for this site represents only what is needed to address site conditions and constraints, including the long, narrow site configuration, setback zones, landscape and stormwater needs, fire apparatus access, site accessibility, and the project's specific tenant and unit mix. Given these attributes, the project provides the maximum number of parking spaces possible to address the project parking demands and

site constraints for this project size and use. The Clemow *Parking Demand Analysis* verifies this should be more than adequate for the project's parking needs. (See Exhibit D)

**Site Lighting**

It is unclear to us from the FCC as to whether a variance is required for site lighting, but we did want to note that the project's site lighting in some locations is less than the two foot candle requirement noted in FCC Title 10, Chapter 37. In our team's experience designing similar projects and in accordance with the Illuminating Engineering Society standards, the proposed light fixture types and foot-candle levels will provide an appropriate level of site illumination to meet the project's safety and security needs. The site lighting design also balances this with the need to provide illumination levels that are visually comfortable for project residents within their units and for adjacent neighbors.

The proposed lighting design utilizes a mix of two different types of pole lighting fixtures, coupled with pathway bollards lights and entrance canopy downlights, that meet the dark sky requirements. Please see the site lighting photometric drawing for more information and we hope our proposed site lighting approach is acceptable to the City. Exhibit B11

END OF THIS EXHIBIT DOCUMENT

