
AGENDA ITEM SUMMARY / STAFF REPORT**ITEM NO: 4,5,6****FLORENCE PLANNING COMMISSION**Meeting Date: December 17, 2024

ITEM TITLE: PC 24 27 PUD 01, PC 24 28 SUB 01, PC 24 38 DR 12, AR 24 04 DR 03 – Elm Park Planned Unit Development (PUD), Replat, Apartments (EPA), and Early Learning Facility(ELF)

OVERVIEW:

Background: The Elm Park Planned Unit Development (PUD) encompasses a cohesive design for high-density residential housing and childcare services. The subject properties are located west of Greenwood Street, north of 9th Street, and adjacent to the Florence Justice Center. This comprehensive project includes four interconnected applications:

1. **PC 24 27 PUD 01:** Planned Unit Development application to consolidate 20 existing lots into three, accommodating both the Elm Park Apartments (EPA) and Early Learning Facility (ELF).
2. **PC 24 28 SUB 01:** Subdivision application for the replating of lots to align with the proposed PUD design.
3. **PC 24 38 DR 12:** Design Review application for the Early Learning Facility (ELF); provides childcare services for up to 80 children.
4. **AR 24 04 DR 03:** Design Review application for Elm Park Apartments (EPA), a 32-unit affordable housing development.

A public hearing was scheduled to address these applications collectively, focusing on code compliance, requested modifications, and project alignment with Florence’s Comprehensive Plan.

Application: These applications consist of a multi-faceted development review for the Elm Park Planned Unit Development. It includes:

- A PUD proposal to consolidate 20 lots into three to support mixed-use development, including affordable housing and a childcare facility.
- A subdivision replat to align lot boundaries with the planned design.
- Design review for the Early Learning Facility (ELF), a 5,500-square-foot building providing childcare and early learning services for up to 80 children, featuring outdoor play areas and modern facilities.
- Design review for the Elm Park Apartments (EPA), a 32-unit affordable housing complex with a mix of 1-, 2-, and 3-bedroom units enhanced by community-focused amenities such as a playground, community room, and garden spaces.

The application materials were submitted in phases, with the final completeness determination on September 26, 2024. The review process focuses on ensuring compliance with Florence City Code, addressing modifications to development standards, and evaluating the projects' alignment with the City’s housing and childcare objectives.

Process and Review: These applications are being processed as Type III Quasi-Judicial reviews, requiring Planning Commission approval. The applications were deemed complete on September 26, 2024, and notices were issued on November 26, 2024.

The Resolution, Findings of Fact and application materials are attached to this AIS. The applicable criteria are listed in the “Applicable Criteria” sections of the findings. The review of this application material will consider relevant Code criteria.

Testimony: Public testimony has not been received at the time of writing this.

Referral comments: Referral requests were sent to the Department of State Lands, Florence Public Works and Building Departments, Central Lincoln PUD, Siuslaw Valley Fire and Rescue/Western Lane Ambulance, and County Transfer and Recycling.

PUD

Modifications:

1. Reduce front and street-side yards from 20 feet to 10 feet for Lots 1, 2, and 3. This reduction permits an additional 9,000 square feet for dwelling units.
2. Reduce separation between Buildings A, B, and C from 30 feet to 19 feet 7 inches. Buildings B, D, and E are arranged end-to-end with a minimum separation of 10 feet.
3. Restrict wall heights to 4 feet in some yard areas and allow 6-8 feet in others, as detailed in the applicant's plans:

Lot 1:

- a. Front Yard: 4 feet in height from the alley to the south wall of Building C, increasing to 6-8 feet extending to the northern lot line.
- b. North Side Yard: 6-8 feet.
- c. Western Rear Yard: 6-8 feet, except for 4 feet between the southern wall of Building A and the alley.

Lot 2:

- d. Front Yard: 4 feet from the alley to the north wall of Building D, increasing to 6-8 feet from the north wall to the southern lot line.
- e. South Side Yard: 6-8 feet.
- f. Eastern Rear Yard: 6-8 feet.

Lot 3:

- g. Front Yard (eastern lot line): 4 feet.

4. Reduce the required open space from 20% to 15.9% for the EPA. This reduction is offset by enhanced recreational amenities, including a playground, a community garden, and a community room, which exceed recreational requirements and compensate for the reduced open space.
5. Approve buffering between the ELF and Apartment Building E using a 12-foot one-way drive lane, a 5-foot sidewalk, and a 6-foot wood fence. Allow optional substitution of a 6-foot Escallonia hedge in place of the wood fence without further approval.

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6. Approve placement of Buildings A and B within the 65-foot riparian buffer of RAIR-B, based on the exempt public facilities infrastructure project creating a protective barrier to prevent adverse effects on the riparian area.
 7. Reduce the minimum parking requirement from 50 spaces to 41 spaces for the EPA. This reduction is supported by a parking demand analysis and transit-related factors. A condition of approval (#2) ensures that transit tickets provided by the applicant are available to all residents of the PUD, not solely those commuting.

**PC 24 27 PUD 01
& PC 24 28 SUB
01**

Conditions of approval:

1. Open space and stormwater shall be revised to ensure they do not overlap.
2. Transit tickets provided shall be made available to all PUD residents, not just those commuting.
3. Sidewalks shall not be blocked by charging infrastructure.
4. Reciprocal access easements shall be provided for all parking areas in the PUD.
5. The applicant shall record the necessary easement and joint maintenance agreement to ensure proper maintenance and functionality of the shared access areas.
6. Applicant shall submit full construction plans for the driveway aprons, sidewalks, and ramps for review and approval by the Public Works Director.
7. The applicant shall ensure that sidewalk construction is completed in compliance with FCC requirements.
8. Applicant shall submit evidence of USPS approval for mailbox plans to the Florence Planning Director.
9. The Public Works Department shall review and approve the applicant's stormwater, sewer, and water plans before the issuance of development permits.
10. This application is null and void without the approval of PC 24 39 DR 13 (streets/infrastructure project)

PC 24 38 DR 12

Conditions of approval:

4. The applicant shall submit a plan to the Florence Building Department showing that the bicycle parking spaces are at least two feet by six feet.
 5. The proposal includes placement of an ADA parking space west of the ELF facility along and parallel to the drop off driveway. Placement of a hedge along the driveway is not feasible in the configuration provided. The applicant has applied for a PUD and this item will require approval of a modification to this standard.
 6. Prior to the issuance of certificates of occupancy, the applicant shall submit evidence to the Florence Planning Director that the local post office authority having jurisdiction over the area has reviewed and approved the plan for mailboxes to serve ELF.
 7. NPDES permits shall be obtained and provided to the City of Florence Building Department prior to any development occurring on the subject property.
 8. Final stormwater drainage, treatment and facility plans shall meet the requirements of the Stormwater Design Manual (SWDM) and the City of Portland Erosion and Sediment Control Manual unless the findings specifically state the
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- parts of the systems and/or design aspects which have been granted an exemption and such exceptions are permitted in accordance with the city code and/or SWDM.
 9. In conjunction with Final Plat, the applicant shall resubmit stormwater facility typical drawings and other materials to reflect conformance with City of Florence SWDM standards.
 10. The EPA storm treatment and infiltration facilities are not labeled on sheet C2.0. Drainage plans shall be resubmitted with all systems labeled. Additionally, the plans shall illustrate the trench drain and catch basin outfalls to show which systems the parking lot runoff is going to.
 11. In conjunction with Final PUD application, the applicant shall submit and obtain City approval of a completed Operations and Maintenance Agreement. The agreement shall be recorded prior to issuance of certificate of occupancy. The applicant shall bear the costs associated with having the Agreement recorded with Lane County.

Informationals:

1. 4" Kinnikinnic Point Reyes is proposed for ground cover. Prior to issuance of building permits, the final planting plan shall be submitted to the Florence Planning Director, or their designee for review and final approval of the planting spacing.
2. Two of the proposed shrubs for ELF are not on the Tree and Plant List for the City of Florence - Sumak Finesline and Nandina Moyers Red. Prior to issuance of building permits, the final planting list shall be submitted to the Florence Planning Director, or their designee for review and final approval of the planting sizes.
 - 2.1. The applicant is proposing a Weeping Alaska Cedar, which is not on the suggested Tree List. Prior to issuance of building permits, the final planting list shall be submitted to the Florence Planning Director, or their designee for review and final approval of the planting sizes.
3. Medium fir bark mulch is proposed. The grade of placement was not provided. Prior to issuance of building permits, the final landscape plan shall be submitted to the Florence Planning Director, or their designee for review and final approval of the placement of non-plant ground covers.
4. FCC 10-34-3-8, requires maintenance of plantings and replacement of dead or dying plantings in perpetuity.
5. As discussed, the applicant must apply for public infrastructure permits and submit plans for review and approval with the Public Works Dept. prior to commencement of construction.
6. As part of the building permit review process, fire flow analyses, hydrant plans, and water service details shall be subject to review and approval by the Building Official and Fire Marshal.

AR 24 04 DR 03 Conditions of approval:

4. The applicant shall submit a plan to the Florence Building Department showing the bicycle parking spaces to be provided are at least two feet by six feet.
5. The bicycle parking room shall be secure through locked doors or racks shall be provided within the room to provide the ability to secure the bicycles.
6. Bicycle storage is located within the community building in its own bicycle storage room. The doors shall be signed that the space is for bicycle parking only.
7. Any area within the landscape plan that does not include shrubs and/or trees meeting the street frontage landscape requirement shall be supplemented on the landscape plan and reviewed and approved with the Final PUD approval or building permits for the associated structures.
8. The proposed trash enclosure for EPA includes construction using split face CMU with vinyl coated black slatted chain link gates. The buildings do not include any masonry fascia. The chain link gates are not acceptable. The trash enclosure shall be modified to meet the criteria in FCC 10-25-4-I.
9. Sidewalk plans shall be submitted for review and approval and shall be constructed along all streets prior to issuance of any certificate of occupancy for the apartments.
10. The pedestrian crossing across the alley shall have contrasting paving materials or be painted or include thermos-plastic striping.
11. The TSP includes project C6 which involves installing an enhanced crossing treatment at the PeaceHealth access road. Since the applicant is utilizing the transit parking reduction criteria, if the Rhody Express is not a flag stop and riders are required to board at designated stops, then the applicant shall contribute to installation of the enhanced crossing a proportionate amount for installation of this crossing.
12. If a bench is not provided for the bus shelter at Peace Harbor Hospital, then the applicant shall add one prior to the issuance of the certificate of occupancy.
13. Prior to the issuance of certificates of occupancy, the applicant shall submit evidence to the Florence Community Development Director that the local post office authority having jurisdiction over the area has reviewed and approved the plan for mailboxes to serve the future residents of Shore Pines.
14. NPDES permits must be obtained and provided to the City of Florence Building Department prior to any development occurring on the subject property.
15. Final stormwater drainage, treatment and facility plans shall meet the requirements of the Stormwater Design Manual (SWDM) and the City of Portland Erosion and Sediment Control Manual unless the findings specifically state the parts of the systems and/or design aspects which have been granted an exemption and such exceptions are permitted in accordance with the city code and/or SWDM.
16. In conjunction with Final Plat, the applicant shall resubmit stormwater facility typical drawings and other materials to reflect conformance with City of Florence SWDM standards.
17. The EPA storm treatment and infiltration facilities are not labeled on sheet C2.0. Drainage plans shall be resubmitted with all systems labeled. Additionally, the plans shall illustrate the trench drain and catch basin outfalls to show which systems the parking lot runoff is going to.

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18. In conjunction with the Final PUD application, the applicant shall submit and obtain City approval of a completed Operations and Maintenance Agreement. The agreement shall be recorded prior to the issuance of a certificate of occupancy. The applicant shall bear the costs associated with having the Agreement recorded with Lane County.

Informationals:

1. Planning Commission should consider the applicant's request for a 10% transit-related parking reduction. Staff have no issues with approving the reduction based on the applicant's rationale and analysis. However, the applicant, if providing bus tickets or reimbursements to residents, should do so for anyone using the bus, not just commuters. Since transportation is used for medical appointments and errands such as shopping.
 2. 4" Kinnikinnic Point Reyes and Vancouver Jade are proposed for ground cover. Prior to issuance of building permits, the final planting list shall be submitted to the Florence Planning Director, or their designee for review and final approval of the planting sizes.
 - 2.1: The applicant is proposing two shrubs that are not on the suggested Tree and Plant List for the City of Florence, Sumak Fineline and Goldflame Spirea. Prior to issuance of building permits, the final planting list shall be submitted to the Florence Planning Director, or their designee for review and final approval of the planting sizes.
 - 2.2: The applicant is proposing a Weeping Alaska Cedar, which is not on the suggested Tree List. Prior to issuance of building permits, the final planting list shall be submitted to the Florence Planning Director, or their designee for review and final approval of the planting sizes.
 3. The applicant proposes a fence or wall adjacent to the parking spaces along Greenwood and Fir Sts. So, the criteria appear to be met as proposed. These spaces are adjacent and parallel to the streets. Screening of these parking spaces is required through the placement of the proposed fences or walls or by another means such as a hedge at a height not less than 36" at maturity. Vegetative ground cover is required between the screening and the street/driveway line.
 4. FCC10-34-3-8, requires maintenance of plantings and replacement of dead or dying plantings in perpetuity.
 5. As seen on the site plans, walkways will conform to ADA dimensioning standards. The location of ADA parking stalls is convenient and close to the main entrances of buildings on the north side, and provide direct routes, as feasible. The ADA requirements may require ADA parking adjacent to the southern apartment building.
 6. The applicant must apply for public infrastructure permits and submit plans for review and approval with the Public Works Dept. prior to commencement of construction.
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7. As part of the building permit review process, fire flow analyses, hydrant plans, and water service details shall be subject to review and approval by the Building Official and Fire Marshal.
 8. The applicant has provided a drainage plan prepared by a licensed engineer. The plan submittal is being reviewed against the requirements in the Stormwater Design Manual. Prior to land disturbance the developer will need to certify the proposed activities will be accomplished pursuant to the approved plan.

ALTERNATIVES:

Apply to each application separately

1. Approval of PC 24 27 PUD 01, PC 24 28 SUB 01, PC 24 38 DR 12, AR 24 04 DR 03, based on the Commission's findings that the application meets the requirements of City Code subject to conditions,
2. Denial of PC 24 27 PUD 01, PC 24 28 SUB 01, PC 24 38 DR 12, AR 24 04 DR 03 based on the Commission's findings that the application does not meet the requirements of the City Code.
3. Partial approval of PC 24 27 PUD 01, PC 24 28 SUB 01, PC 24 38 DR 12, AR 24 04 DR 03 based on the Commission's findings that the application for modifications meets some, but not all, requirements of the City Code.
4. Continue deliberations & continue hearing to a date certain if additional information is required to issue a decision.

RECOMMENDATION: The recommendation is for Alternative 1 for PC 24 27 PUD 01, PC 24 28 SUB 01, PC 24 38 DR 12, AR 24 04 DR 03.

AIS PREPARED BY: Jacob Foutz, Planning Manager

**ELM PARK PUD
COMBINED RECORD**

PC 24 27 PUD 01 (PUD)
PC 24 28 SUB 01 (Replat)
AR 24 04 DR 03 (Apartments)
PC 24 38 DR 12 (Early Learning)

Id. No.	Date	Description	Status	Comments
1	6-12-24	<i>Pre-Application</i>	Good	
2	6-12-24	<i>Attachment to Pre-Application</i>	Good	Property details and POI/Comp. Plan HDR.
3	6-12-24	Ex. A Block 47 Legal Description and Plat	Superseded	See No. 16 and No. 17.
4	6-12-24	Ex. B FATCO Property Report	Superseded	See No. 18.
5	6-12-24	Ex. C Topographical Map	Superseded	See No. 19.
6	6-12-24	Ex. D Lane County Property Info.	Good	
7	6-12-24	Ex. E Enhanced Parcel Map	Superseded	See No. 21 and No. 22.
8	6-12-24	Ex. F Colored Site Plan	Superseded	See No. 21 and No. 22.
9	6-12-24	Ex. G Photos of Architectural Style	Superseded	See No. 23.
10	6-12-24	Ex. H Clemow Traffic Study	Good	See No. 26.
11	6-12-24	Ex. I Traffic Calculations	Superseded	See No. 27.
12	6-12-24	Ex. J Dimensioned Site Plan	Superseded	See No. 21 and No. 22.
13	6-12-24	Ex. K Rendered Site Plan	Good	
14	7-31-24	<i>PUD and Replat Application Form</i>	Good	
15	7-31-24	<i>Combined Attachment to PUD/Replat App</i>	Good	
16	7-31-24	Ex. A-1 Parcel Map With Existing 20 Lots	Good	
17	7-31-24	Ex. A-2 Parcel Map with Replat of Three Lots	Superseded	See No. 65 for tent. part. plats No. 1-2.
18	7-31-24	Ex. B Title Reports on EPA Lots and ELF Lot	Good	
19	7-31-24	Ex. C ALTA Survey on EPA Lots and Elf Lot	Superseded	See No. 44.
20	7-31-24	Ex. D Map of North 9 th St. Infra. Project	Superseded	See No. 66.
21	7-31-24	Ex. E-1 EPA Dimensioned Site Plan	Superseded	See No. 32 and No. 34.
22	7-31-24	Ex. E-2 ELF Dimensioned Site Plan	Superseded	See No. 33 and No. 36.
23	7-31-24	Ex. F EPA Preliminary Architectural	Superseded	See No. 34.
24	7-31-24	Ex. G ELF Preliminary Architectural	Superseded	See No. 36.
25	8-9-24	Ex. H Landscape Plan	Superseded	See No. 50 and No. 67.
26	7-31-24	Ex. I Clemow Parking Study	Good	
27	7-31-24	Ex. J Parking Demand Calcs. Clemow Data	Superseded	See No. 52.
28	7-31-24	Ex. K Open Space and Recreational Space	Good	
29	9-1-24	<i>Design Review Application Form</i>	Good	
30	9-1-24	<i>Attachment to Design Review Form</i>	Good	
31	9-1-24	Ex. 1 Block 57 Wetlands Report	Questioned	See No. 78 and No. 79.
32	9-1-24	Ex. 2 EPA Preliminary Engineering	Superseded	See No. 69.
33	9-1-24	Ex. 3 ELF Preliminary Engineering	Superseded	See No. 73.
34	9-1-24	Ex. 4 EPA Preliminary Architectural	Superseded	See No. 70.
35	9-1-24	Ex. 5 EPA Stormwater Report	Superseded	See No. 71.
36	9-1-24	Ex. 6 ELF Preliminary Architectural	Superseded	See No. 74.
37	9-1-24	Ex. 7 ELF Stormwater Report	Superseded	See No. 75.
38	9-16-24	<i>NOIC PUD</i>	Good	
39	9-26-24	<i>Response to NOIC PUD</i>	Good	
40	9-26-24	<i>NOIC Revised Combined Attachment</i>	Good	
41	9-26-24	Ex. A-1 Parcel Map With Exiting Twenty Lot	Good	

Id. No.	Date	Exhibit	Description	Status	Comments
42	9-26-24	Ex. A-2	Parcel Map with Proposed Replat of Three Lots	Superseded	See No. 65 for tentative partition plats.
43	9-26-24	Ex. B	Title Reports on EPA Lots and ELF Lot	Good	
44	9-26-24	Ex. C(1)	ALTA Survey on EPA Lots and Elf Lot (Rev)	Good	Adds wetland setback NW corner.
45	9-26-24	Ex. D	Map of North 9 th Street Infrastructure	Superseded	See No. 66.
46	9-26-24	Ex. E-1(1)	EPA Dimensioned Site Plan (Rev)	Good	
47	9-26-24	Ex. E-2(1)	ELF Dimensioned Site Plan	Good	
48	9-26-24	Ex. F	EPA Preliminary Architectural	Good	
49	9-26-24	Ex. G	ELF Preliminary Architectural	Good	
50	9-26-24	Ex. H(1)	Landscape Plan (Rev)	Superseded	See No. 67.
51	9-26-24	Ex. I	Clemow Parking Demand Study	Good	
52	9-26-24	Ex. J(1)	Parking Demand Calc Clemow Data	Good	
53	9-26-24	Ex. K	Open Space and Recreational Space	Good	
54	9-26-24	Ex. L	Traffic Impact Study (New)	Good	
55	9-26-24	Ex. M	Dept. Env. Qltry LUCS (New)	Good	
56	9-26-24	Ex. N-1	Preliminary Eng. Plans for EPA (New)	Good	
57	9-26-24	Ex. N-2	Preliminary Eng. Plans for ELF (New)	Good	
58	10-18-24		<i>NOIC – Replat Application</i>	Good	
59	10-18-24		<i>NOIC – EPA Design Review</i>	Good	
60	10-21-24		<i>NOIC – ELF Design Review</i>	Good	
61	11-1-24		<i>Response to NOIC – Replat Application</i>	Good	
62	11-1-24		<i>Response to NOIC – EPA Design Review</i>	Good	
63	11-4-24		<i>Response to NOIC – ELF Design Review</i>	Good	
64	11-4-24		<i>Supplemental PUD/Replat Exhibits</i>		
65	11-4-24	Ex. A-2(1)	Tentative Partition Plans	Good	
66	11-4-24	Ex. D(1)	50% Plans for City Infrastructure	Good	
67	11-4-24	Ex. H(2)	Landscape Plans	Good	Changes plants on soaking trenches
68	11-4-24		<i>Supplemental DR Exhibits</i>		
69	11-4-24	Ex. 8	EPA Civil	Good	
70	11-4-24	Ex. 9	EPA Architectural	Good	
71	11-4-24	Ex. 10	EPA Stormwater Report	Good	
72	11-4-24	Ex. 11	EPA Electrical	Good	
73	11-4-24	Ex. 12	ELF Civil	Good	
74	11-4-24	Ex. 13	ELF Architectural	Good	
75	11-4-24	Ex. 14	ELF Stormwater Report	Good	
76	11-4-24	Ex. 15	ELF Electrical	Good	
77	12-6-24		<i>Supplemental PUD Exhibits Regarding Wetlands and SHPO</i>		
78	12-5-24	Ex. O	City Wetlands Report ROWs	Good	Two Wetlands are in City ROW
79	12-5-24	Ex. P	Email Chain 12-5-24 and 12-6-24	Good	City Takes Responsibility for Wetlands Compliance
80	12-4-24	Ex. Q	Letter from SHPO regarding site	Good	
81	12-9-24	Ex. R	Email from Mike Miller regarding 8 ELF parallel parking spaces	Good	Space for parallel spaces is being included in infrastructure plans