

CITY OF COOS BAY Community Development Department

500 Central Avenue Coos Bay, OR 97420

> 541.269.8918 www.coosbay.org

STAFF REPORT Site Plan & Architectural Review

Notice is hereby given that a public hearing will be held by the City of Coos Bay as follows:

HEARING BODY: Planning Commission

DATE & TIME: January 12, 2015 at 6:00 p.m.

LOCATION: City Council Chambers, City Hall, 500 Central Avenue, Coos Bay

APPLICANT: Betty Ewing

17720 Pond-DE Rosa Lane, Pruned ale, California

OWNER: Elrod Avenue Investments, LLC

P.O. Box 1833, Paso Robles, California

LOCATION: 465 Elrod Avenue, Coos Bay, Oregon

T. 25S, R. 13W, S. 35BB, Tax Lot 7000

SUBJECT: Site Plan and Architectural Review (SPAR) and Conditional Use Permit

(CUP) #187-ZON15-043 for the conversion and use of an existing building

for a children's learning academy

I. APPLICANT'S REQUEST

The applicant is requesting, as the prospective operator of the Coos Bay Children's Academy (CBCA), approval of a Site Plan and Architectural Review application to make tenant improvements on 6,082 square feet of the lower level of an existing building for a full-time, educational based child care facility. Improvements to the facility will be the installation of a kitchen area and an outdoor playground area adjacent to the building. Otherwise, the applicant states that no other tenant improvements are necessary for conversion to the proposed use. The site is located in the R-4P (Residential/Professional District) zoning district which necessitates a Conditional Use Permit when a child care facility requires licensure or certification from the State of Oregon and provides services for more than 13 children. The CBCA is proposing an enrollment of up to 90 children and would operate Monday through Saturday.

II. BACKGROUND

The subject property is developed within an office building, constructed in 1972, and contains some 12, 036 square feet of finished area. The property is designated as Residential/Professional District (R-4P) on the Zoning map and Residential - High Density (R-H) on the Comprehensive Plan map.

Surrounding zoning patterns include R-4P to the northeast, north and west side of the subject site and C-2 (General Commercial) to the southeast and south sides. Land use patterns include single-family residential and a surface parking lot to the west, a City fire station to the north, an

office building and associated parking to the east, and a post office to the south.

III. APPLICABLE REGULATIONS

Coos Bay Municipal Code Chapter 17.50 Residential/Professional District (R-4P)

Coos Bay Municipal Code Chapter 17.170 Utilities and Public Facilities

Coos Bay Municipal Code Chapter 17.175 Drainage Facilities

Coos Bay Municipal Code Chapter 17.180 Transportation Standards

Coos Bay Municipal Code Chapter 17.200 Off-Street Parking and Loading

Coos Bay Municipal Code Chapter 17.230 Signs

Coos Bay Municipal Code Chapter 17.345 Site Plan & Architectural Review

Coos Bay Municipal Code Chapter 17.355 Conditional Use Permit

IV. STAFF RECOMMENDATION

Staff prepared the following report based on the applicant's submittal, City of Coos Bay Land Development Code, City of Coos Bay Transportation System Plan, and City of Coos Bay Comprehensive Plan. These findings shall be used by the Commission to justify their final decision.

Staff finds there is sufficient evidence in the record upon which an approval can be based; therefore, staff is recommending approval of #187-ZON15-043 with conditions as found on page 8 of this staff report.

V. Section17.345 SITE PLAN AND ARCHITECTURAL REVIEW: FINDINGS AND CONCLUSIONS

The following is a list of the decision criteria applicable to the request as stated in Coos Bay Municipal Code, Chapter 17.345. Each of the criteria is followed by findings or justification statements which may be adopted by the Planning Commission to support their conclusions. Although each of the findings or justification statements specifically applies to one of the decision criteria, any of the statements may be used to support the Commission's final decision.

Based on their conclusions the Commission must approve, conditionally approve or deny the application. Conditions may be imposed by the Commission in order to address concerns about the compatibility of the proposed use.

DECISION CRITERION #1: The location, size, shape, height, spatial and visual impacts and arrangements of the uses and structures are compatible with the site and surroundings.

STATEMENTS OF FACT AND FINDINGS:

1a. The site of the proposed use is an existing dual level building that fronts along Elrod Avenue and then drops on its south side to where a sub-grade second floor is located. From the street view, it appears to be a one-story building. The CBCA use will occur on the lower floor and essentially face south, away from Elrod Avenue. Due to this limited use of an existing building that has other tenants in it, very little architectural elements can be reviewed. The more pertinent elements of review concern the criteria for the CUP.

The surrounding area is a mix of uses generally found in the R-4P district. Directly across from the site, to the north, is the City of Coos Bay's new Fire Station #1. To the west are a parking lot and two single-family residences. Abutting the site to the south is the Coos Bay post office, and an office building with an associated parking lot is on the east side.

CONCLUSION: Staff recognizes that the location, size, and height of the building is in accord with the neighborhood and the additional use should have minimal impact on surrounding properties. This decision criterion can be adequately met without any exterior modifications.

DECISION CRITERION #2: The public and private sewerage and water facilities provided by the development are adequate in location, size, design, and timing of construction to serve the residents or establishments. These facilities meet city standards and relevant policies of the comprehensive plan and provide adequate fire protection.

STATEMENTS OF FACT AND FINDINGS:

- 2a. Water: Comments from the Coos Bay-North Bend Water Board (Water Board) indicates that there is existing water service to site. However, the applicant is asks to confirm plumbing fixtures with the Water Board to ensure that the meter is properly sized and to identify any cross connection hazards.
- 2b. <u>Sanitary Sewer</u>: There is no significant impact to the public sanitary sewer capacity as a result of this project, according to comments from the City's Engineering Division. All connections require permits through the City. Laterals and service connections shall conform to both local and state requirements.
- 2c. <u>Fire Protection</u>: A fire, life, and safety plan review will need to be performed prior to the issuance of building plans. The review will verify compliance with all current Building and Fire Code requirements, including emergency exits, fire apparatus access, hydrant location and flows.

CONCLUSION: The various public facilities to service this proposed project can be sufficiently satisfied through existing facilities and any upgrades, if required. This decision criterion has been adequately met provided that a fire, life, and safety plan is approved by the City's Fire Chief or the designated reviewer.

DECISION CRITERION #3: The grading and contouring of the site and how site surface drainage and/or on-site surface water storage facilities are constructed to insure that there is no adverse effect on neighboring properties, public right-of-way, or the public storm drainage system; and that the site development work will take place in accordance with City policies and practices.

STATEMENTS OF FACT AND FINDINGS:

3a. The applicant's development submittal indicates that there will be no changes or alterations to the site's surface drainage associated with the project and staff concurs based on the submitted plans, with this statement. No information was provided by neighbors or reviewing agencies that would be contrary to this statement.

CONCLUSIONS: The decision criteria have been adequately met.

DECISION CRITERION #4: Based on anticipated vehicular and pedestrian traffic generation, adequate rights-of-way and improvements to streets, pedestrian ways, bikeways, and other ways are provided to promote safety, reduce congestion, and provide emergency equipment

STATEMENTS OF FACT AND FINDINGS:

4a. This proposal did not have the benefit of a pre-application conference and there was only minimal pre-submittal inquiries to assist in its preparation. In reviewing the potential traffic impact that this use could generate, it is necessary to have that information included as part of the approval process. If the anticipated traffic generation is greater than 500 daily trips, then a Traffic Impact Analysis (TIA) would be required. A statement from a licensed transportation engineer will need to confirm the daily trip generation.

CONCLUSION: In order to satisfy this criterion, a statement of traffic generation from a licensed transportation engineer would be necessary, and this is included as a condition of approval.

DECISION CRITERION #5: There are adequate off-street parking and loading facilities provided in a safe, well designed, and efficient manner.

STATEMENTS OF FACT AND FINDINGS:

5a. Parking: A recent site visit conducted on a weekday at mid-morning revealed that only twelve parking spaces were unused in the lower area of this property. The submittal indicates that required parking for office use is one space per 500 square feet of floor area. This is incorrect; the City's Development Code requires one space per 330 square feet for office space and two spaces per teacher for pre-school or kindergarten. At a ratio of one teacher per 10 preschool students, as required according to the State of Oregon Licensing Standards for Daycare Centers, 18 parking spaces are required for the CBCA use for the 90 students. In addition, since the building contains 12,036 square feet of usable space and with CBCA's allotted 6,082 square footage subtracted out, the required parking for the office use of the building would also be 18 spaces for a total of 36 spaces.

The applicant's narrative states that 69 parking spaces are available even after parking is lost to the play area. However, the number of lost spaces is not stated, nor have they been specifically identified. The parking lot located to the west of the subject site is under the same ownership as the owner of the building but is a separate tax parcel. If this parking area is used as part of the 69 spaces identified and dedicated to the users of the subject building, either through a deed restriction or a long-term lease agreement (20 years or more), then the CBCA use should be able to meet the parking requirement. However, proof of this dedicated parking must be provided since it is located on a separate tax parcel. It should be noted that the parking concern is caused by the intention of CBCA to eliminate some parking spaces for the outdoor play area without giving any specifics regarding which ones and how many.

- 5c. Proposed handicap parking spaces shall comply with federal standards.
- 5d. <u>Landscaping and Screening</u>: The site has well-established landscaping around the perimeter parking areas and along the building's edge except on the south side that abuts the post office property. There, except for a few trees, the

landscaping tract in simply covered with grass with a few low-growth plantings. There is a security fence along the south property line. This fence and landscaped area provide a barrier but do not screen the play area from view along this south edge. Providing a sight-obscuring portion to the fence would provide less visual exposure to the children's academy play area from what currently exists and should be considered by the applicant. However, it is not required as part of this review.

CONCLUSION: The onus is on the applicant to demonstrate that adequate required parking will be provided for the entire building at 465 Elrod Avenue and not just for their proposed use. This can be done on a revised site plan by specifically identifying the parking spaces that will lost to the play area, demonstrating sufficient on-site parking spaces that will permanently remain available for the use, and providing evidence of a parking agreement or deed restriction that reserves parking for the building's tenants from the adjoining parking lot addressed at 499 Elrod Avenue. No landscaping is proposed to be eliminated with this proposal which is already well-established and generally in healthy appearance. This criterion can only be met by satisfying the parking concerns listed above and would be subject to associated conditions of approval.

DECISION CRITERION #6: Adequate dedication or reservation of real property for public use, as well as easements and right-of-entry for construction, maintenance, and future expansion of public facilities are addressed.

STATEMENTS OF FACT AND FINDINGS:

6a. No additional dedication or reservation needs have been identified for this proposal.

CONCLUSION: This decision criterion has been met.

DECISION CRITERION #7: The structural design, location, size, and materials used for buildings, walls, fences, berms, traffic island, median areas, and signs serve their intended purposes.

STATEMENTS OF FACT AND FINDINGS:

- 7a. The physical aspects of the existing building were discussed under Decision Criterion #1, above.
- 7d. No sign information was provided with this proposal. Sign permits from the City of Coos Bay are required prior their installation.

CONCLUSION: This decision criterion can be sufficiently satisfied.

DECISION CRITERION #8: Other property development requirements of the zoning district are satisfied.

STATEMENTS OF FACT AND FINDINGS:

8a. The subject property is located in the Residential/Professional (R4-P) zone. Under CBDC 17.50.030, a Child Care Facility requires a Conditional Use Permit.

- 8b. The development standards for non-residential development in the R4-P zone, as outlined by Chapter 17.50.050 of the CBDC, are as follows:
 - 1. Minimum lot area: 5,000 square feet
 - 2. Building Coverage: Shall not exceed 50 percent.
 - 3. Building Height: Shall not exceed 35 feet.
 - 4. Yards: Five feet from interior side and rear lot lines, ten (10) feet from any street frontage.
- 8c. Compliance with State Building Codes will be determined by Building Codes at the time complete building plans are submitted for review and are not tied to the current review.

CONCLUSION: As an existing development that is not proposing to add building area, the development standards are not impacted. This decision criterion has been adequately met.

VI. Section17.355 CONDITIONAL USE PERMIT: FINDINGS AND CONCLUSIONS

The following is a list of the decision criteria applicable to the request as stated in Coos Bay Municipal Code, Chapter 17.355. Each of the criteria is followed by findings or justification statements which may be adopted by the Planning Commission to support their conclusions. Although each of the findings or justification statements specifically applies to one of the decision criteria, any of the statements may be used to support the Commission's final decision.

Based on their conclusions the Commission must approve, conditionally approve or deny the application. Conditions may be imposed by the Commission in order to address concerns about the compatibility of the proposed use.

DECISION CRITERION #1: The site for the proposed use will satisfy the specific conditions and intent set forth in Division IV of this title, if applicable.

STATEMENTS OF FACT AND FINDINGS:

1a. Looking over the listings of Division IV of the Development Code, there is nothing that pertains to the CUP that is not reviewed, in greater detail, in the SPAR section above.

CONCLUSION: This criterion is sufficiently satisfied.

DECISION CRITERION #2: The site for the proposed use is adequate in size and shape to satisfy any other property development requirements of the district in which it is located, in addition to any requirements that may be imposed by Division IV of this title.

STATEMENTS OF FACT AND FINDINGS:

2a. As a new use in an existing building without the need for exterior alterations, there is limited applicability of this criterion. The proposed children's academy appears to be an appropriate use for the site; it will require to be licensed by the State of Oregon. If the State is unwilling to certify the use (which has not occurred at this point) then satisfaction of this criterion is an unresolved

situation outside the purview of this review.

CONCLUSION: The mix of uses in the surrounding neighborhood and the nature of pre-existing circumstances on the site would support the satisfaction of this criterion.

DECISION CRITERION #3: The site for the proposed use is served by streets and highways which are adequate in width, construction, and placement to safely carry the quantity and kind of traffic generated by the proposed use.

STATEMENTS OF FACT AND FINDINGS:

- 3a. Elrod Avenue is classified as Neighborhood Route in the adopted Coos Bay Transportation System Plan. The improved street section of Elrod Avenue where the building is located is 60 feet wide, sidewalk to sidewalk.
- 3b. No information was provided by the applicant that stated what traffic generation of the proposed use would be. In order to ensure that an increase or change in traffic conditions and patterns from the use do not create adverse impacts, a licensed transportation engineer shall provide a statement indicating what the daily traffic generation from the use would be. An additional element missing from the submitted materials is a circulation plan that would demonstrate a safe drop-off and pick-up area. A revised site plan will need to be provided to the City of Coos Bay Community Development staff that demonstrates temporary drop-off and pick-up areas for students. These are included as condition of approval 4 and 5.

CONCLUSIONS: The inclusion of conditions of approval, as directly associated with this project, would allow this criterion to be satisfied.

DECISION CRITERION #4: The proposed use will not have an adverse physical effect on the development or use of abutting property.

STATEMENTS OF FACT AND FINDINGS:

4a. It would appear that the proposed use is compatible with surrounding uses. To date, no comments from notified properties owners have been received that raised concerns or objected to the request.

CONCLUSION: This criterion can be satisfied.

VII. STAFF RECOMMENDATION

Based on the adopted Findings, Conclusions and Conditions, as supported by the applicant's submittal, attached hereto and incorporated herein by reference as Attachments A, B and C, approve Site Plan & Architectural Review and Conditional Use Permit #187-ZON15-043, allowing the use of 6,082 square feet of an existing building to provide a children's learning academy at 465 Elrod Avenue, subject to the following Conditions:

 The applicant shall secure all building and structural permits, as required, from the City of Coos Bay or the State of Oregon including (if necessary) a fire, life, and safety plan approved by the City's Fire Chief or the designated reviewer.

- 2. It is the responsibility of the applicant to obtain any necessary approvals from the Coos Bay-North Bend Water Board and to confirm that plumbing fixtures are adequate, the existing meter is properly sized, and to identify any cross connection hazards.
- 3. Compliance with ADA parking standards is required and shall be provided prior to issuance of any certificate of occupancy.
- 4. A statement from a qualified traffic engineer is required stating the traffic generation associated with this use.
- 5. A revised site plan shall be submitted and approved that provides details for the outdoor play area, the number and location of existing parking spaces that will be eliminated, and an on-site circulation layout that identifies the temporary drop-off and pick-up area in front of or near the main entrance to the CBCA facility.
- 6. The applicant shall provide a copy of a recorded agreement that commits the parking lot located at the southeast corner of Elrod Avenue and South 7th Street to be used by all the tenants of 465 Elrod Avenue and shall continue to be used as a parking lot during the occupancy of the children's academy.
- 7. Applicant shall obtain sign permits from the City of Coos Bay prior to installation of any primary signage.

EFFECTIVE DATE OF PERMIT APPROVAL:

Approval shall be withdrawn if the authorized construction or use is not commenced within one year or is not pursued diligently to completion; or, if authorized occupancy or use has been discontinued for over 120 consecutive days.

The effective date of the permit may be delayed if substantive conditions are attached to the approval. The Commission may grant an extension of time for a period not to exceed one year if circumstances beyond the control of the applicant cause delays.

Tom Dixon, Planning Administrator

cc: Betty Ewing, Applicant

Marty Poston, Representative

Dave Perry, DLCD

ATTACHMENTS: A. Application

B. Criteria addressed

C. Site Plan

DATE MAILED: January 7, 2016

November 20, 2015

RE: Application #187-ZON15-043 Conditional Use and Site Plan and Architectural Review 465 Elrod Avenue, Coos Bay-T.25, R. 13, S. 35BB-Tax Lot 7000

Project Overview:

The proposed project is the installation of an Educational Based Child Care facility on the lower level portion of an existing structure located at 465 Elrod Av. in Coos Bay as shown on submitted plans. The facility consists of a two story structure, with 12,000 square feet on each floor. The proposed construction is to fill the remaining 6,082 square feet of available floor space. The area of work currently has the capability per Oregon Building Code to handle 174 persons under the Educational Use Group without increasing demand on facility systems or public systems. Coos Bay Children's Academy is seeking State licensing for a maximum of 90 children, well under the capacity allowed per building codes.

The Coos Bay Children's Academy intends to operate M-F 6:30 AM to 6:00 PM and Saturday 7:30 AM to 4:30 PM. The Coos Bay Children's Academy handbook is included with this letter, and details the proposed operation and programs.

Conditional Use Decision Criteria - CBMC 17.355.040 Decision. A decision to approve or conditionally approve an administrative or quasi-judicial conditional use permit shall be made only after preparing findings or statements of fact which substantiate all of the following criteria:

(1) The site for the proposed use will satisfy the specific conditions and intent set forth in Division IV of this title, if applicable.

Division IV (Special Site Development) references accessory apartments, convenience sales and personal services, cluster development, planned unit development, home occupation, commercial recreational vehicle parks, and manufacturing. The proposed use is a Child Care facility; therefore, Division IV does not apply.

- (2) The site for the proposed use is adequate in size and shape to satisfy any other property development requirements of the district in which it is located, in addition to any requirements that may be imposed by Division IV of this title. The site is of size and capacity for the proposed use, of which a child care facility is permitted under the R-4P zoning requirements. Additional requirements of Division IV no not apply.
- (3) The site for the proposed use is served by streets and highways which are adequate in width, construction, and placement to safely carry the quantity and kind of traffic generated by the proposed use.

The site for the proposed use is served by streets which are adequate in width, construction and placement to safely carry the quantity and type of traffic generated by the proposed use of the property.

(4) The proposed use will not have an adverse physical effect on the development or use of abutting property. The proposed use will not have an adverse physical effect on the development or use of abutting property.

SITE PLAN AND ARCHITECTURAL REVIEW 17.345.050 Decision. No general development permits shall be issued for new construction or major remodeling until the plans have been reviewed and approved by the commission. The site plan and architectural review process shall be used to establish how, not whether, a development may occur, and shall not affect dwelling unit densities, although conditions may be imposed which are necessary for a development to achieve the minimum requirements of this title. The planning commission may approve, or conditionally approve, the proposed site plan after addressing the following criteria:

- (1) The location, size, shape, height, spatial and visual impacts and arrangements of the uses and structures are compatible with the site and surroundings.
- 465 Elrod Ave. is an existing two story, well landscaped facility. With the exception of using a portion of the lower level parking lot for the installation of a children's play area, no additional modifications to the exterior are proposed.
- (2) The public and private sewerage and water facilities provided by the development are adequate in location, size, design, and timing of construction to serve the residents or establishments. These facilities meet city standards and relevant policies of the comprehensive plan and provide adequate fire protection.

No additional restroom facilities are required, as the existing facilities meet the requirements of the project, and no additional impact on the city systems are anticipated.

- (3) The grading and contouring of the site, and how site surface drainage and/or on-site surface water storage facilities are constructed to ensure that there is no adverse effect on neighboring properties, public right-of-way, or the public storm drainage system; and that the site development work will take place in accordance with city policies and practices. The existing site and drainage control systems are adequate and operational, and the project will not increase or change current site configuration or have any additional impact on neighboring properties, public right of way or the public storm drainage system.
- (4) Based on anticipated vehicular and pedestrian traffic generation, adequate rights-of-way and improvements to streets, pedestrian ways, bikeways, and other ways are provided to promote safety, reduce congestion, and provide emergency equipment access.

The current ingress and egress from the property per Elrod Ave and 4th street provide for adequate and safe access to the property. The current proposed project will not significantly increase the demand on traffic flow beyond what the property was designed for. Emergency vehicle traffic will continue to have the same access to the property.

- (5) There are adequate off-street parking and loading facilities provided in a safe, well-designed, and efficient manner. Based upon Coos Bay code of 1 space per 500 square foot of building, 48 parking spaces are required. The facility will be providing 69 spaces, even after using a portion of the lot for an outdoor play area.
- (6) Adequate dedication or reservation of real property for public use, as well as for easements and right of entry for construction, maintenance, and future expansion of public facilities are addressed.

 No changes to public use, access or easements will be made.
- (7) The structural design, location, size, and materials used for buildings, walls, fences, berms, traffic islands, median areas, and signs serve their intended purposes.

The scope of work, as outlined on the building plans consist of building a partial height interior wall to facilitate a small residential style kitchen area, and carpet. The interior is being taken as is in respect to the balance of the space, and meets all building code requirements as such. The exterior building shell will not be modified. The installation of a 6' chain link fence will be installed to enclose a portion of the parking lot adjacent to the tenant's proposed space to allow for an outdoor children's play area. The fence is screened from adjoining residential property by an existing privacy wall and landscapina.

(8) Other property development requirements of the zoning district are satisfied. [Ord. 93 § 5.11.5, 1987]. To our knowledge, the subject property meets or satisfies the requirements of the zoning department for this project.

