



CITY OF MANZANITA

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BEFORE THE PLANNING COMMISSION OF THE CITY OF MANZANITA ORDER

APPLICANT: Bearing Architecture, C/O Chris Keane
LOCATION: 655 Manzanita Avenue (Township 3 North; Range 10 West; Section 29AD; Tax Lot #02500).
ZONING: Commercial (C-1).
REQUEST: Design Review approval to construct City Hall.

The above-named applicant SUBMITTED a Design Review application to the City to construct a new City Hall building. A public hearing on the above request was held before the Planning Commission on December 11, 2023.

THE PLANNING COMMISSION OF THE CITY OF MANZANITA HEREBY ORDERS that the Design Review request be APPROVED and adopts the findings of fact and conditions of approval in Exhibit A, attached hereto and by this reference incorporated herein, in support of the decision.

This ORDER may be appealed to the City Council by an affected party by filing an appeal with the City Manager within 20 days of the date specified below. A request for appeal, either as a de novo review or review on the record, must contain the items listed in City Ordinance 95-4, Section 10.160 and may only be filed concerning criteria that were addressed at the initial public hearing. The complete case is available for review at the office of the City Recorder, 543 Laneda Avenue, Manzanita, Oregon.

City of Manzanita Planning Commission

Karen Reddick-Yurka, Chair

Date: 12-20-23

Exhibit A
I. BACKGROUND

- A. **APPLICANT:** Bearing Architecture. C/O Chris Keane
- B. **PROPERTY LOCATION:** The subject site is located on the north side of Manzanita Avenue, along the intersection with Division Street. The property address is 655 Manzanita Avenue, and the Assessor map places the property within Township 3 North; Range 10 West; Section 29AD; Tax Lot #02500.
- C. **PARCEL SIZE:** The subject site contains 2.66 acres.
- D. **EXISTING DEVELOPMENT:** Manzanita Farmers Market.
- E. **ZONING:** The parcel is zoned Commercial (C-1).
- F. **ADJACENT ZONING AND LAND USE:** Property to the west, north and east are zoned R-2 which includes residential housing. Land to the south is zoned C-1 Commercial and is developed with existing commercial businesses.
- G. **REQUEST:** The applicant is requesting Design Review approval to construct a single story, City Hall and Council Chambers building as well as a Police station building.
- H. **DECISION CRITERIA:** This application will be evaluated against the design review standards listed in Sections 4.080, 4.090 and 4.137 through 4.156 of Ordinance 95-4, and the standards for the Commercial (C-1) zone listed in Section 3.040 of Ordinance 95-4.

II. APPLICATION SUMMARY

- A. The subject Tax Lot is the location of the proposed City Hall and Police Station buildings. The applicant has submitted a Design review application for the proposed development on site. This Design review includes the proposed layout for the site.
- B. The Subject site will include the following features:
 - 1. The proposed City Hall building will be located along the south end of the property facing Manzanita Avenue with a rear Police Station building located within the interior of the lot.
 - 2. The proposed 17,121 total square feet of impervious surface will be 4,529

square feet less than the site currently has existing which is 21,650 square feet. The site intends to serve as City Hall and Police Station uses.

3. The site will include 38 total parking spaces. 25 are to be located on the western portion of the site. The other 11 will be located behind the City Hall building, to the east of the police building. Two (2) are included in the proposed garage.
 4. The primary exterior finish is vertical cedar siding, with Board and Batten siding at the entry. The structure is topped with a seamed metal roof.
 5. The 25 space parking lot at the west of the site has access from Manzanita Avenue and will be served by an existing driveway. The proposed 11 parking spaces behind the City Hall building will be served by an 11' wide access road that will be built to street standards and can eventually serve as the continuation of Classis Street.
 6. Perimeter Landscaping will be used to shield the western side of the site from any illumination obstructions from the parking lot.
- C. The City sent notice of this application to area property owners and affected agencies on November 16, 2023, 25 days in advance of the hearing which meets the 20 day notice as required in Section 10.040 of the Manzanita Zoning Ordinance. No comments were received at the time of this report.
- D. Section 4.150 requires a Design Review for all new construction commercial and mixed-use development in Manzanita's commercial zone. This action is subject to a public hearing and review by the Planning Commission.

III. CRITERIA AND FINDINGS –DESIGN REVIEW

- A. Section 3.040(3) of Ordinance 95-4 contains the development requirements for the C-1 zone. The following summarizes items applicable to the request:
1. The proposed building meets the minimum setback requirements of 10-feet for the front yard, and 5-feet for the remaining yards.
 2. The City Building Official determined the buildings proposed height of 17 feet 2 ³/₄ inches does not exceed the maximum 28-feet 6-inch height limitation of the zone.
 3. At least 10% of the 115,869 square foot site must be landscaped, or a minimum of 11,586 square feet. The site plan identifies 22,740 square feet of landscaped area along the western side yard portion of the site with an additional 21,712 square feet of landscaped area along the east side yard that will remain primarily in its natural state. There is 7,500 square feet of landscaped area included in the front yard setback that will replace the existing asphalt and gravel area.
 4. Signs, awnings, marquees, and sidewalk coverings shall extend not more than 10-feet from a building or more than 5 feet over a sidewalk, whichever is less. No part of the building violates these limitations.
 5. Submitted material includes a storm water plan and calculations. Site

improvements work with the existing terrain directing stormwater to the north, south, and west where landscape rock infiltration trenches will manage stormwater. The plans also appear to direct some drainage toward an existing storm drainage improvement in Manzanita Avenue.

6. The Ordinance requires a design review which is addressed in the following sections of this report.
7. The Floor Area Ratio of .065 is far below the .65 maximum allowed ratio in this zone.
8. Signs must conform to Section 4.070 of the Manzanita Zoning Ordinance. The applicant may address this as a separate permit.

Based on the above findings, the building conforms to the provisions of the C-1 zone.

- B. Section 4.080 establishes the City's parking requirements. It specifically notes that "At the time a new structure is erected, or the use of an existing structure is changed or enlarged, off-street parking spaces, loading areas and access thereto shall be provided as set forth in this section unless greater requirements are otherwise established."

FINDINGS: The subject lot will contain a newly constructed single commercial space and the site contains more than 5,000 square feet in area. Therefore, parking is required for the commercial space.

A driveway will need to be provided for the purpose of providing parking for City Hall and the Police Station. The site contains 38 parking spaces – two ADA spaces and 36 regular spaces. Two of the 36 non ADA parking spaces are proposed to be located within the garage of the City Hall building.

To determine applicable ADA parking for this site, staff used the following table for the parking requirements. The result:

Use	Measurement	Use Size	Required Spaces
City Hall Council Chambers: Assembly	1 per 50 square feet of floor area used for assembly	1,372 sq. ft	27.44
City Hall: Business	1 per 400 square feet	2,715 sq. ft	6.79
Police: Business	1 per 400 square feet	1,434 sq. ft	3.59
		TOTAL	38 spaces

Per Section 4.090 subsection 3

8 of the 25 spaces located in the parking lot at western portion of the site will be gravel, this area is the rear part of the parking lot. Section 4.080 of the Manzanita Zoning Ordinance allows for off street parking to be either paved or gravel. There is also a proposed Electric Vehicle (EV) charging station in the parking lot at the western portion of the site. The proposed parking lot areas meets the total required

parking spaces for the site given the mix of uses.

- C. Section 4.080 Off-Street Parking and Off-Street Loading Requirements (7) states that *Except for parking to serve dwelling uses, parking and loading areas adjacent to or within residential zones or adjacent to residential uses shall be designed to minimize disturbances of residents by the erection between the uses of a sight-obstructing fence of not less than 5 or more than 6 feet in height except where vision clearance is required.*

FINDINGS: This proposal does not include fencing on the west side of the southwest parking lot, which is adjacent to a residential use, therefore this requirement is not met. A letter describing Road Access issues of a proposed fence was received from the Fire Chief of Nehalem Bay Fire and Rescue, stating the fence could inhibit access in the event of an emergency. The applicant has proposed a solution to plant sight obscuring vegetation in lieu of a site obscuring fence. (231109 Letter – Fire Department, attached as exhibit A)

- D. Provisions in Sections 4.137 to 4.142 address site plan reviews (4.137), the use of fill for structural elevation (4.138), parking structures in the front yard (4.141) and matters regarding trees (4.142).

FINDINGS: This application and process are consistent with provisions in Section 4.137 which describes the submittal requirements. Significant fill is not required to construct the building (Section 4.138). Proposed parking spaces are located in the rear yard and side yard of the main City Hall building while the front yard contains vegetation and landscaping material (Section 4.141). There are existing trees on site. However, additional plantings (Forest Grass, Sweetbox, Wax Myrtle, and other shrubs) will be placed along the perimeter (Section 4.142).

- E. Section 4.150 identifies the purpose of the design review process:

"The purpose of Sections 4.150 through 4.158 is to provide design standards for commercial and mixed-use development in Manzanita's commercial zones and in the High Density Residential/Limited Commercial zone. Design review provides aesthetic judgment over development projects in order to maintain the unique character of the community by keeping buildings to human scale and reflecting the natural beauty of the city's setting, to encourage the traditional style of the Pacific Northwest, and to protect the viability of the commercial zones. The standards provide for originality, flexibility and innovation in site planning and development and encourage development where structures, use areas, artistic expression and site elements are integrated in a manner that is harmonious within the site and with adjacent properties. Design review criteria shall be applicable to all new construction, alteration of site improvements, or exterior alteration of commercial and mixed-use development in the C-1, LC, and R-4 zones."

FINDINGS: Section 4.150 seeks to determine whether the proposal maintains the unique characteristics of the community. The exterior will be primarily finished in vertical cedar siding. Trim pieces will include wood and metal features. Contrasting Board and Batten siding will be located at the main entry of the City Hall building. On balance, while the design is original, it generally fits into the area and does not offer a finish or color scheme that significantly contrasts with other structures in the

vicinity.

- E. Section 4.151 lists applicable definitions while Section 4.152 identifies when a design review is required. The definitions are applicable to the design review process but do not by themselves establish design criteria (Section 4.151). Finally, as previously noted, a design review is required as the proposal involves the construction of a new building (Section 4.152).
- G. Section 4.153 outlines the review procedures. The City held a pre-application conference on November 18, 2023, and the applicant submitted the required material. Further, the City mailed notice to area property owners in compliance with applicable provisions.
- H. Section 4.154 outlines the purpose behind the design review criteria. This Section states *"(T)he design review criteria are intended to provide a frame of reference for the applicant in the development of site, building and landscape plans and to provide the city with a means of reviewing proposed plans. These criteria are not intended to be inflexible requirements nor are they intended to discourage creativity or innovation. The criteria do not intend to specify a particular architectural style."* Further: *"(T)he Design Review Board is not authorized to approve projects which do not adhere to specific development standards provided by this ordinance (e.g., building height or setbacks.)"*
- I. Section 4.155 contains the specific decision criteria; each item is reviewed below:

- 1. In terms of setback from street or sidewalk, the design creates a visually interesting and compatible relationship between the proposed structure and the surrounding area.

FINDINGS: The structure will be setback 10-feet from the front property line, complying with the setback requirement and prioritizes pedestrian-focused space fronting Manzanita Avenue. This area provides an entrance to City Hall surfaced with concrete paving. Generally, the setback space complements the building style and proposed finish.

- 2. The design incorporates existing features such as rocks, slopes and vegetation.

FINDINGS: The design works with the existing natural slope of the site, which is generally flat in nature. The building's main entrance is oriented toward Manzanita Street with public-facing functions located off the main entrance. The existing condition of this lot includes two large structures and a pull through driveway. There are minimal naturally occurring features such as rocks or vegetation on the site, but there are several mature trees on the site that will be retained. The site will be cleared of the existing buildings to accommodate the new structure and parking and will include new tree and shrub plantings installed on the perimeter of the new building.

- 3. Where appropriate, the design relates or integrates the proposed landscaping/open space to the adjoining space in order to create pedestrian

pathways and/or open system that connects other properties.

FINDINGS: The front includes a generous pedestrian pathway with plantings. The rear of the building includes multiple pathways to access the City Hall structure and Police station and is designed to include an outdoor seating area. The proposed design integrates with and to Manzanita Street to the south. The pedestrian access points are located to the south of the lot where the site meets Manzanita Avenue that makes easy pedestrian access to the building and also includes a pedestrian walkway to the parking lot to the west. The building can be easily accessed from the rear of the lot by a pathway running parallel to the parking lot and connecting to both the rear of the city hall building, and front door of the police station and the pathway to the front of the building. Side and rear yard landscaping will be integrated into the adjoining space that also enhances aesthetics to create welcoming environment.

4. The design gives attention to the placement of storage or mechanical equipment so as to screen it from view.

FINDINGS: Where possible, electrical, and mechanical equipment is placed in dedicated utility rooms within the building. Exterior mechanical and electrical equipment is strategically placed to not be visible from Manzanita Avenue, Division Street or from the public areas of the building.

5. All functions, uses and improvements are arranged to reflect and harmonize with the natural characteristics and limitations of the site and adjacent properties.

FINDINGS: The site improvements work with the existing terrain to optimize the natural slope, draining stormwater to the south, east and west where infiltration trenches manage stormwater. The layout and relationship of the roof line including transom windows and glazing along the pedestrian walkways provides for façade transparency as well as permitting more daylight into the City Hall building.

- J. Section 4.156 contains the decision criteria evaluating architectural and landscaping design; each item is reviewed below:

1. The design integrates and harmonizes the existing and proposed development with the existing surroundings and future allowed uses. This standard shall be applied in a manner that encourages village design and visual diversity within development projects and the surrounding area. Corrugated siding is prohibited as it does not harmonize with siding used on most existing buildings.

FINDINGS: The building is generally consistent in finish, color and style with a majority of the buildings in the vicinity. The structure utilizes primarily cedar siding on the exterior consistent with many adjacent structures and throughout the city. There will be a small portion of Board and Batten along the entry of the City Hall building that will be in a contrasting color to provide

visual diversity and delineates the main entrance. The buildings arrangement responds to the surrounding neighborhood with a focus on business activity to the front (Manzanita Ave) side of the site, and the police station at the back of the site where neighboring uses are more private in nature.

2. The landscape design acknowledges the growing conditions for the climatic zone, and provisions are made for the survival and continuous maintenance. The landscape design shall include the use of local native species of trees and shrubs.

FINDINGS: The applicant indicated Oregon and coastal native and adapted plants will be selected for the site. Proposed species include coast wax myrtle, forest grass, and coastal strawberry. The site will not include an irrigation system and plants which have gained priority are those that are hardy, drought tolerant and fit within the maintenance capability of the property ownership.

3. The minimum lot area required to be landscaped under Section 3.040(3)(d) for commercial, mixed use, or non-residential uses shall be located in the front and side yards and the portion of the lot adjacent to the front or street side yards and not within the foundation footprint or rear yard. Living plant material shall cover at least 50% of this required minimum landscape area. For corner lots, at least 25% of the living plant material required by this section shall face each street frontage.

FINDINGS: As noted, 11,575 square feet of landscaping is required, of which 50% or 5,788 square feet must be landscaped with plant material. The site contains 51,952 square feet of landscaping of which each frontage exceeds the 25% plant material requirement. The setback area in front of the building will be new landscaping and is a total of 7,500 square feet, just this area alone meets the 25% requirement.

4. The grading and contouring of the site, and on-site drainage facilities, shall be designed so there is no adverse effect on neighboring properties or public rights-of-way.

FINDINGS: Per the applicant, grading and contouring of the site were studied and designed to keep stormwater on-site. An approach of infiltration trenches were designed to support infiltrating water on the site and prevent any flooding onto neighboring properties or streets. Plans also included the necessary calculations showing compliance with City standards.

5. The design avoids monotony and provides visual interest by giving sufficient attention to architectural details and to design elements.

FINDINGS: The building's one level, multiple buildings connected by trellis and differentiated materials at the main entrance creates visual interest, and this is enhanced with the pedestrian pathway and decorative dark colored window frame elements.

6. The design adequately addresses the pedestrian nature of the commercial area and places structures in relation to sidewalks and open areas to foster human interaction.

FINDINGS: The design effectively places pedestrian-centric functions adjacent to the street and provides clear connections to the adjacent neighborhood, open space of the lot to the north and provides clear connections to the adjacent commercial areas. The project's pedestrian pathways and outdoor space provide opportunities for human interaction.

7. Lighting is non-industrial and non-invasive in character and contributes to the village character.

FINDINGS: Plans and schematics for the structure placed the lighting primarily at the doorway entrances, along walkways and near outdoor seating. The lights are commercial in size and style and downward facing thereby ensuring lighting is not directed onto adjacent properties. Security lights are also included with this proposal as well as Bollard lights to illuminate the pathways. All lighting fixtures will ultimately meet the City of Manzanita's proposed Dark Sky Ordinance in accordance with sheet G3.03 of the submittal materials.

8. Compatibility. All new commercial and mixed-use buildings and exterior alterations shall be designed consistent with the architectural context in which they are located. This standard is met when the Design Review Board finds that all the criteria in a.- c., below, are met.

- a. There is compatibility in building sizes between new and existing commercial and mixed use buildings;
- b. The size, shape and scale of the structures are architecturally compatible with the site and with the village character of the surrounding neighborhood. Particular attention will be paid to addressing the visual impact of the structures on residential uses that are adjacent or on the opposite side of the same street.
- c. All buildings and developments shall provide human scale design. The design avoids a monolithic expanse of frontages and roof lines, diminishes the massing of buildings by breaking up building sections, and/or by use of such elements as visual planes, projections, bays, dormers, second floor setbacks or changes in the roof line, and/or similar features generally shown in the following figure (see Ordinance). Changes in paint color and features that are not designed as permanent architectural elements, such as display cabinets, window boxes, retractable and similar mounted awnings or canopies, and other similar features will not independently satisfy this criterion.

FINDINGS: The applicant notes the building size is comparable and compatible with the structures on neighboring properties. The analysis indicates the building design is within the zoning code's height limitations and FAR restrictions. The roof forms and scale of structures are compatible with the adjacent properties. The Standing Seam Metal roof forms and vertical cedar wood siding fit with neighboring buildings that have similar

characteristics. The design avoids creating a single monolithic structure by using canopies, material changes, contrasting siding around the entries, trellises, and multiple pathways connecting the site between both structures, the parking lot, and Manzanita Avenue. On balance, staff finds the improvement consistent with the intent of the design standards. While not an architectural "match" with surrounding structures, the design and finish are generally compatible with these structures.

- K. Section 4.158 includes performance assurance, including building permit requirements and time limitations.

FINDINGS: These are administrative requirements applicable to both the City and applicant.

IV. RECOMMENDATION AND CONDITIONS OF APPROVAL

City staff finds the proposal can comply with the applicable Design Review criteria and recommends Planning Commission approval subject to the following Conditions:

- A. The developer must demonstrate on construction documents, prior to issuance of building permits, site obscuring vegetation on the west boundary of the southwest parking lot. This site obscuring vegetation is intended to replace the fence to meet the screening requirement. At maturity, the vegetation shall be no less than 5' tall within the planting area.
- B. The developer shall submit a building permit for construction of the building, conforming to the applicable building code requirements. The submitted site plan shall substantially conform to the approved layout. While building plans may be simultaneously submitted with engineering plans, building permits shall not be issued until all engineering plans are reviewed and approved.
- C. Prior to receiving a building permit, the developer shall submit evidence of a utility and driveway permit.
- D. Prior to occupancy, the developer shall complete the following:
 - 1. Install and/or extend public facility improvements, consistent with City and/or Nehalem Bay Wastewater Agency approved engineering plans.
 - 2. Install parking improvements consistent with approved building and engineering plans.
- E. The structure shall comply with the building permit requirements and substantially conform to the submitted site plan. The applicant is advised that substantial modifications to the approved plan may require a new design review application and decision.
- F. Screening of all equipment is required. Any generators or other mechanical equipment will need to be screened from view in accordance with 4.155 (4).

- G. 8 bike parking spaces will be required in accordance with the Transportation System Plan.
- H. A pedestrian pathway from the main entrance to Division Street will be required in accordance with 4.155 (3).
- I. Compliance with these conditions, the requirements of the Manzanita Zoning Ordinance, Nehalem Bay Wastewater Agency, Nehalem Bay Fire & Rescue, Tillamook County Environmental Health, and applicable building code provisions shall be the sole responsibility of the developer.

