

**PLANNING COMMISSION
Meeting Agenda
Monday – January 27, 2014
7:00 PM**

City Council Chambers – 155 NW 2nd Avenue

Commissioner Tyler Smith (Chair)

**Commissioner John Proctor
Commissioner John Savory
Commissioner (Vacant)**

**Commissioner Shawn Hensley
Commissioner John Serlet
Commissioner (Vacant)**

- 1. CALL TO ORDER**
- 2. NEW BUSINESS**
 - a. *Downtown 2-story Building Standard and Floor Area Ratio*
- 3. PUBLIC HEARING - None**
- 4. CITIZEN INPUT ON NON-AGENDA ITEMS**
- 5. FINAL DECISIONS None**
- 6. MINUTES**
- 7. ITEMS OF INTEREST/REPORT FROM STAFF**
 - a. *Next Planning Commission meeting February 10, 2014*
- 8. ITEMS OF INTEREST/GUIDANCE FROM PLANNING COMMISSION**
- 9. ADJOURNMENT**

The meeting location is accessible to persons with disabilities. A request for an interpreter for the hearing impaired or for other accommodations for person with disabilities should be made at least 48 hours before the meeting at 503-266-7001.

A copy of this agenda can be found on the City's web page at www.ci.canby.or.us

City Council and Planning Commission Meetings are broadcast live and can be viewed on OCTS Channel 5.

For a schedule of the playback times, please call 503-263-6287.



PLANNING COMMISSION

Downtown 2-Story Building Standard & Floor Area Ratio

Monday, January 27, 2014



“Downtown” Canby Business District

Primarily a 1-Story Pedestrian Environment



NW 1st Avenue at N Grant St



Existing Downtown Building Inventory Predominantly 1-Story

NW 1ST Avenue at N Holly St



Andrus Building – NW 3rd Avenue New 2-Story Buildings fit in Well



**Aerial Photo – Downtown Canby (4 blocks)
A mixture of 1 & 2-Story Building Can be Seen**



COUNCIL WORKSESSION

CBD 2-Story & Floor Area Ratio Standard

Legislative Intent:

The overall intent of adopting the above code provisions were to drive and create a vibrant downtown with an increased intensity of use. These standards came from adoption of the Downtown Master Plan in 2001 and the actual code provisions were adopted in 2008.

- These standards were driven by the successful Mainstreet program philosophy that emphasizes that your ground floor in a downtown be for retail and an upstairs be for residential or office uses.
- Having greater population in or near downtown has been shown to stimulate vibrancy and offers a unique and desirable living opportunity to some that directly supports downtown businesses.



Creating A Vibrant City Center

Principals and Strategies: Centered on creating a city center with diverse but complimentary uses and a visually appealing, comfortable, and secure environment.

- Promote diversity of use
- Encourage compactness
- Foster intensity of development
- Ensure a balance of activities
- Provide for accessibility
- Create functional linkages
- Build a positive identity



Creating a Vibrant City Center (continued)

Market Components:

- ❖ Retail Activity
- ❖ Offices
- ❖ Housing
- ❖ Cultural, Government, Entertainment Facilities
- ❖ For larger Downtowns – Hotels, Convention/Conference Space

Critical Areas of Focus:

- 1) Importance of Place - Uniqueness
- 2) Well Designed Public Realm – Civic Plazas, Streetscape Design
- 3) Good Vehicular Circulation
- 4) Adequate Public Parking Facilities
- 5) Public Transit Availability



How Do We Get There - Vibrant City Center?

Through Downtown Visioning, a Development Plan, and Code

- ✓ This has been done and accomplished with Adoption of the Canby Downtown Plan in 2001: An extensive community driven visioning process led to the creation and adoption of the Canby Downtown Plan.
- ✓ This has been done and accomplished with the passing of Ordinance 1296: This ordinance implemented the Downtown Plan through the codification of new Downtown Development Standards, Design Guidelines, and Design Standards. A new Chapter 16.41 Downtown Canby Overlay (DC) Zone was added to the Land Development and Planning Ordinance (Title 16), among other implementing text amendments.



2-Story Intent ? – C-1 Zoned Portion of Core Commercial Subarea of DCO

Current Code Text - 16.41.010(A):

The proposed FAR in conjunction with the maximum lot coverage ensures that the development will be a minimum of two floors along the street in the C-1 portion of the Core Commercial area.

Staff Comment:

This statement is in a “purpose” paragraph. It can be argued that it is not a development standard. The text certainly appears to impart a clear intent for new buildings to be 2-story. However, the statement is wrong, as we discovered with the library proposal. There is “no maximum lot coverage standard” and the authors did not account for the result of no on-site parking. On-site surface parking is included in the FAR calculation which if provided would ensure a two story building. The FAR on its own does not work to prohibit one-story structures when on-site parking is not provided.



Floor Area Ratio Requirement

Definition:

Floor area ratio means a method of calculating structural massing on a lot. Floor Area Ratio is expressed as a ratio of x divided by y , where x is equal to the sum of the gross floor area of all stories above grade plane, as measured to the outside surface of exterior walls, and y is equal to the lot area net of any publicly dedicated right-of-way or land. Detached accessory structures and detached or attached parking structures above grade plane are not included in the gross floor area calculation.

In short: FAR is the ratio of total floor area of a building to the total net lot area (in our case exclusive of parking structures but inclusive of surface parking).

- FAR is a measure of the intensity of use of a site – controls building mass & perceived bulk – taller building with smaller footprint
- It is not an absolute determinant of height or site coverage



16.41.050 Table 3 Floor Area Ratio Development Standard

Minimum floor area ratio is 0.8 in the C-1 zone only within the CC subarea of the Downtown Canby Overlay (DCO)

When combined with the other development standards – minimum & maximum setbacks from the lot line (0' & 10'), street lot minimum building percentage at the minimum setback of 60%, a maximum building footprint of 30,000 sf, and a maximum height of 60' – the arrangement and form of the building on the lot is determined within the “intensity” allowed by the FAR.

This section of the Code provides:

- No minimum building height – (a one-story building is allowed)
- No development standard requiring a minimum of 2-floors
- No maximum lot coverage provision (only landscape % controls)



16.41.060 DCO Site Design Review Guidelines

(A)(3)(c) Findings and Objectives

... Given Canby's desire to create a thriving pedestrian and business district, it is important that uses above the ground floor encourage housing and allow for commercial uses.

(B)(2)(a) ... Core Commercial Sub-Area (CC)

... The "downtown" portion of this subarea extends along 1st and 2nd Avenues between Cedar and Knott Streets and extending northward along Grant & Holly past Wait Park to 4th Avenue. This is the "heart" of Canby. The built environment is characterized by one to two story buildings with commercial storefronts built up to the sidewalks containing more or less a solid building wall. The result is a more active and vibrant street life than may be found elsewhere in the City.



16.41.070 DCO Site Design Review Standards

The standards in this section provide a framework for how a building should look, function, and feel. The standards provide clear and objective guidance to specific design elements. They vary by subarea, and options are provided in many cases to meet a specific goal.

- Pedestrian oriented ground floor standards
- Cohesive architectural element standards
- Integrated building façade standards
- Corner intersection standards
- Materials standards
- Color palette



Conclusions From Staff

- ❑ We need to amend the relevant ordinance sections to clarify our intent with regard to requiring 2-story buildings in the “Downtown”
- ❑ To fully implement the original “intent” of the Downtown Canby Plan, we should ensure that the 2-story standard is fully implemented by adding a 2-story development standard and possibly a “maximum lot coverage” standard and/or adjustment to the FAR upward to assure all new buildings in the “Downtown” will contain 2-story’s and/or at least the appearance (as defined) of 2-stories, applicable to the C-1 zoned area of the core commercial subarea of the Downtown Overlay.
- ❑ The Development Standards could contain a 2-story exception for buildings (as defined) that present a tall one-story appearance for a minimum percentage of the overall building length along the street frontage.



Alternative Direction

- Amend the applicable ordinance sections to encourage and incentivize 2-story buildings but retain flexibility to approve new 1-story buildings. Reasons might include:
 - There are likely to be potential future new or redevelopment proposals considered that do not contain 2-stories due to the added expense or particular needs of the use.

Caution – Urban Design Professionals would advise that:

Many of these uses would likely not be compatible with the goals of the Downtown Plan and therefore less likely to result in an increased intensity of use within the downtown with little to no opportunity for future upper story housing within the “Downtown” contributing to a lack of uniqueness and sense of place which may lead to a less vibrant “Downtown” .

Chapter 16.41

DOWNTOWN CANBY OVERLAY (DCO) ZONE

Sections

- 16.41.010 Purpose.
- 16.41.020 Applicability.
- 16.41.030 Uses permitted outright.
- 16.41.040 Conditional uses.
- 16.41.050 Development standards.
- 16.41.060 DCO site and design review guidelines.
- 16.41.070 DCO site and design review standards.

16.41.010 Purpose.

The purpose of the Downtown Canby Overlay (DCO) zone is to:



Figure 1

Commercial development example concept



Figure 2

Cohesive architectural elements create a human-scale environment

A. Encourage more intense development in the Core Commercial area and allow for more intensive development in the Transitional Commercial area over time. Intensity of development and the relationship between setbacks, lot coverage and floor area ratio address this objective. Floor area ratios (FAR) are intended to work with building height and setback standards to control the overall bulk of the building. The proposed FAR in conjunction with the maximum lot coverage ensures that the development will be a minimum of two floors along the street in the C-1 portion of the Core Commercial area.

B. Create a pedestrian friendly environment in the Core Commercial and Transitional Commercial areas while allowing for a more auto-oriented focus in the Outer Highway Commercial area. A comfortable pedestrian-oriented environment and limited setbacks are important in the Core Commercial and Transitional Commercial areas. In the Outer Highway Commercial area, a portion of development should be closer to the road to provide visual connection and signal that drivers are entering an urban area. Larger setbacks in the Outer Highway Commercial area also allows for more

Figure 13 Building Footprint for Multi-Use Structure

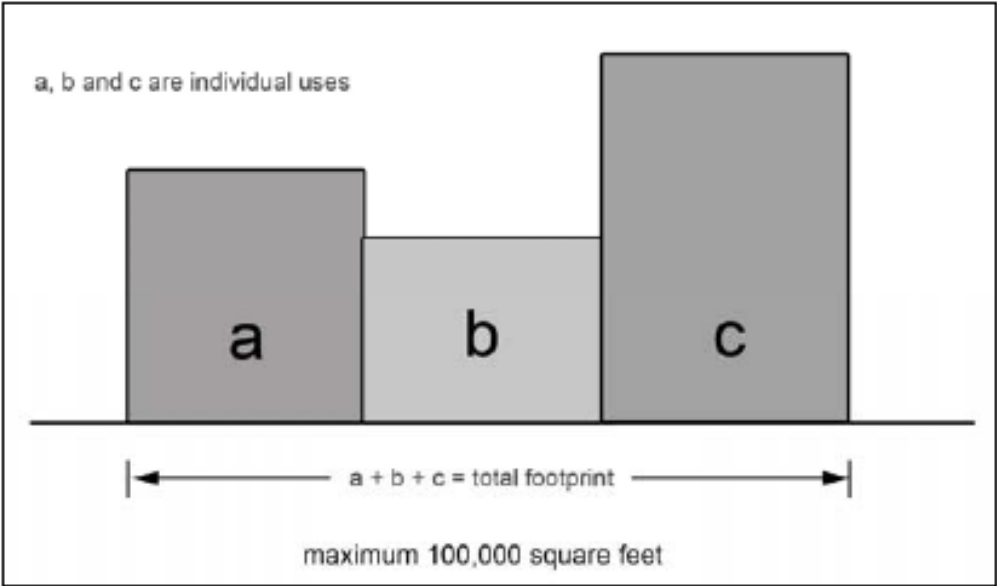
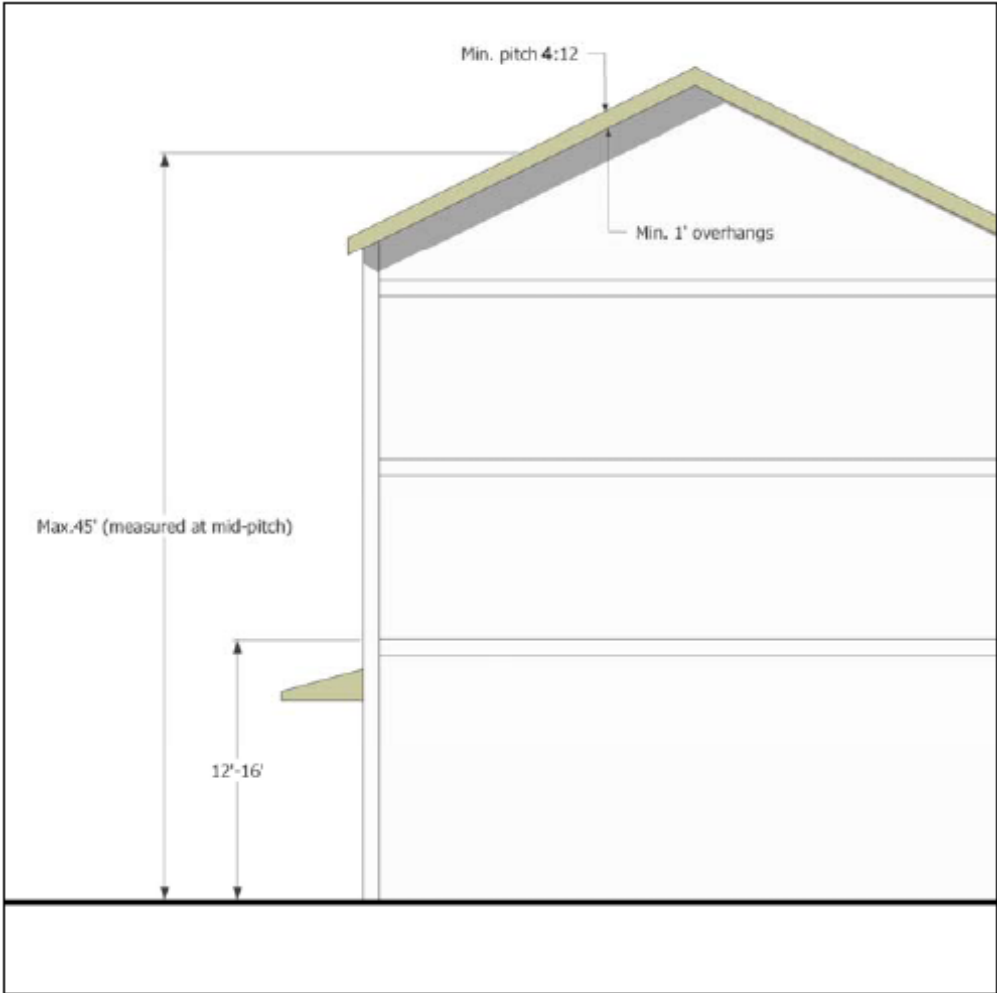


Figure 14 Building Height Limitations



parking space may count the entirety of the parking space towards its off-street parking requirement. (Ord. 1296, 2008)

16.41.060 DCO site and design review guidelines.

A. Findings and objectives.

1. The City Council finds that physical appearance and design of buildings in the city's primary commercial areas has a strong impact on the community's economic well-being, quality of life and sense of character and identity. High-quality design of these buildings, with special attention to the relationship between buildings, people and the surrounding physical space will help spur investment in the city; enhance use and value of land and improvements; improve the stability and value of property; and generally improve the experience of residents and visitors who use these commercial areas.

2. Administration of design standards should be efficient and effective and provide a level of certainty for property and business owners, as well as other community members. It is important to provide a set of clear and objective standards that may be administered relatively quickly and easily for most applicants. At the same time, it is important to provide an alternative path that provides flexibility for applicants that may want to take a more innovative approach which meeting the intent of the clear and objective standards.

3. The objectives of the design standards in this section include the following:



Figure 17

A high degree of transparency (windows) helps create a sense of interaction between activities inside and outside the building

a. Create a pedestrian-oriented environment through design of ground floors. Fostering interaction between activities within buildings and activities within the public realm (the sidewalk and street) is crucial to creating a vibrant and interesting built environment. A high degree of transparency between the two realms creates visual interest for the pedestrian on the sidewalk, and promotes a more active, engaging pedestrian experience. Design of ground floor windows and building entries is important to achieving this goal. In addition, courtyards, arcades and special paving enhance the pedestrian environment by providing pleasing, semi-public transitions between the public and private realms, effectively creating a "threshold" between the sidewalk and the building (see Figure 17).

b. Establish cohesive architectural elements. Well-designed, repetitive building elements tend to create a strong sense of place and leave a lasting physical memory. Cohesive and repetitive architectural "bays" along the street-facing ground floor of a

Floor area ratio means a method of calculating structural massing on a lot. Floor Area Ratio is expressed as a ratio of x divided by y, where x is equal to the sum of the gross floor area of all stories above grade plane, as measured to the outside surface of exterior walls, and y is equal to the lot area net of any publicly dedicated right-of-way or land. Detached accessory structures and detached or attached parking structures above grade plane are not included in the gross floor area calculation. (Ord 1296, 2008)

16.04.223 Frontage road.

Frontage road means a public or private drive which generally parallels a public street between the right-of-way and the front building setback line. The frontage road provides access to private properties while separating them from the arterial street (see also service roads). (Ord. 1043 section 3, 2000)

16.04.225 FCC.

The Federal Communications Commission; the federal agency that regulates interstate and international communications by radio, television, wire, satellite and cable. (Ord. 981 section 17, 1997)

16.04.228 Grade plane.

Grade plane means the average of finished ground level adjoining the building at exterior walls. Where the finished ground level slopes away from the exterior walls, the reference plane shall be established by the lowest points within the area between the building and the lot line or, where the lot line is more than 6 feet from the building, between the building and a point 6 feet from the building. (Ord 1296, 2008)

16.04.230 Height of building.

Height of building means the vertical distance from the grade to the highest point of the coping of a flat roof or to the deck line of a mansard roof or to the average height of the highest gable of a pitch or hip roof. (Ord. 740 section 10.1.20(B) [part], 1984)

16.04.240 Home occupation.

Home occupation means a lawful activity commonly carried on within a dwelling by members of the family occupying the dwelling with not more than one non-resident employee being engaged, provided that:

- A. The residential character of the building is maintained;
- B. The activity occupies less than one-quarter of the ground floor area of the building;
- C. The activity is conducted in such a manner as not to give an outward appearance nor manifest any characteristic of a business in the ordinary meaning of the term nor infringe upon the rights of neighboring residents to enjoy



Figure 18
Cohesive visual elements like columns and lighting improve the pedestrian experience



Figure 19
Design details such as a recessed entry, columns and decorative transom windows help articulate the ground floor and distinguish it from the upper floors



Figure 20
Upper stories on these uses allow for non-retail uses which are reflected in differing window treatments and other design

building create a pleasing sense of rhythm for the pedestrian, and help to scale and order the built environment as it is experienced from the sidewalk and street (see Figure 18).

c. Ensure that buildings have a unified design. Providing clear distinctions between different portions of a building is important for the building's appearance, consistency of design within a larger area and the ability of people to read or understand how the building functions. Building facades should have a clear and distinct base, middle, and top (Figure 19), utilizing horizontal bands and changes in color and / or material / or building massing and form to differentiate these breaks. The base of the building typically extends from the sidewalk to the bottom of the second story or the belt course / string course that separates the ground floor from the middle of the building (see Figure 19).

Given Canby's desire to create a thriving pedestrian and business district, it is important that uses above the ground floor encourage housing and allow for commercial uses. Upper floor windows should reflect this change in use (see Figure 20). The middle of the building often contains smaller, vertically-oriented windows to reflect changes in use on upper floors. Finally, the top of the building contains a "capping" element which visually terminates the façade and creates visual interest at the top of the building.

d. Reinforce the appearance and function of corners within core commercial area. Incorporating strong architectural elements where streets intersect not only results in a more visually interesting built environment, but enhances the way pedestrians "read" and understand city blocks by creating recognizable and memorable design elements at the corner of each block. For this reason, buildings on corner lots should be designed to not only address, but celebrate the corner (see Figure 21).

e. Use materials that reflect the character and values of Canby. Materials evoke emotions among visitors and residents and help define the character of the community. On the positive side, they can evoke a sense of timelessness, permanence, quality, strength and creativity. On the negative



Figure 21
The chamfered entry on this building reinforces the corner



Figure 22
Use of materials such as stone and stucco add to a feeling of permanence

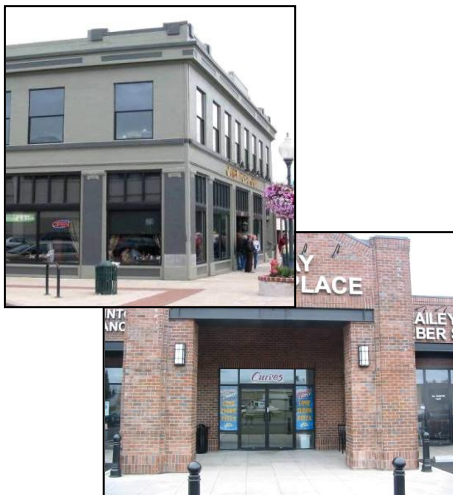


Figure 23
These buildings in the commercial core illustrate desired design features in

side, they may connote feelings of transience, incongruity or inconsistency, weakness or tedium. Standards for materials are important to reflect and enhance the community's values and quality of life (see Figure 22).

B. Applicability.

1. General applicability.

- a. Subsection 16.41.060.C and section 16.41.070 define how and where different types of standards apply.
- b. Design standards apply only to the following:
 - (1) new developments;
 - (2) remodels which represent 60 percent tax assessed or more of the value of the existing building;
 - (3) façade improvements that would alter the exterior structure of the building.
- c. Design standards do not apply to the following:
 - (1) Interior remodels not combined with exterior changes and valued at less than 60 percent of the total improvement value of the property;
 - (2) Repair and maintenance of buildings, accessory structures, parking lots and pedestrian areas that present an immediate or potential risk of public safety;
 - (3) Normal or routine maintenance and repair of existing structures;
 - (4) Any type of construction that does not require a building permit;
 - (5) Temporary structures and emergency structures permitted pursuant to applicable code standards.

2. Sub-Areas. Site and design review standards are applied differently within the three sub-areas described below (see Figure 11).

- a. Core Commercial Sub-Area (CC). The "downtown" portion of this area extends primarily along 1st and 2nd Avenues between Cedar and Knott Streets, and extends northward, away from Highway 99E along Grant and Holly, past Wait



Figure 24
The Canby Herald Building in the commercial core incorporates many good design elements including a recessed entry, sign frieze, engaged columns and decorative lighting



Figure 25
Example of "cottage commercial" design in the Transitional Commercial sub-area



Figure 26
Example of commercial development in the Transitional Commercial sub-area

Park to 4th Avenue. This area is the "heart" of Canby. Here one will find the City's more historic, traditional commercial structures. The built environment is characterized by one to two story buildings with commercial storefronts, built up to the sidewalk, and containing a more or less solid "building wall." The result is a more active and vibrant street life than may be found elsewhere in the City. Future development in this area should continue this trend, designing commercial and mixed-use buildings that adequately address the sidewalk and create an engaging experience for pedestrians (see Figures 23 and 24).

The inner highway portion of the Core Commercial area spans the length of Highway 99E between Elm and Locust. In many ways, it serves as an extension of the Downtown Core, just across the highway. Because this area serves as a "gateway" from Highway 99E into the traditional downtown and serves many of the same purposes and types of uses, buildings here should be appropriately scaled, inviting to pedestrians, and demonstrate high-quality architectural design. As a result, architectural standards for this area and the downtown are identical, although some development standards differ as described in section 16.41.050.

b. Transitional Commercial Sub-Area (TC). This area is characterized by a mix of single-family homes and smaller-scaled commercial developments, which often take the form of conversions of existing single-family homes. Larger front setbacks and landscaping (including front yards) characterize the area. The future of this area will likely include commercial storefronts that address the sidewalk, albeit less intense than those in the Core, and residential developments. The overall result will be a truly mixed-use neighborhood, less intense than the Commercial Core, and with more greenscape and residential uses. Over time, commercial uses in portions of the Transitional Commercial district may transition to more intensive uses similar to the core downtown area and over time the relative boundaries between the two zones may shift somewhat. Requirements within the