



MEMORANDUM

TO: Canby Planning Commission
FROM: Matthew Robinson & Jessica Herceg, DOWL
DATE: June 14, 2021
SUBJECT: Canby Housing Efficiency Measures
Planned Unit Development, Cottage Cluster, and Commercial Development
Examples

The purpose of this memorandum is to provide a selection of development examples for planned unit developments (PUDs), cottage cluster developments, and zero-setback commercial developments that could be achieved through the proposed text amendments to Title 16 (Planning and Zoning) of the Canby Municipal Code (CMC). These examples are intended to provide “proof of concept” for the proposed text amendments. The development examples shown include a variety of housing types and these examples are not intended to necessarily exemplify more affordable housing options, but rather demonstrate how the proposed text amendments could enable certain housing types and associated site design elements within Canby.

Background and Context

The City of Canby is currently contemplating and reviewing targeted amendments to various chapters of Title 16 of the CMC that are intended to provide additional flexibility in the development of housing within Canby. Broadly, the amendments are intended to achieve the following goals:

- Create design and development standards for Cottage Cluster Developments;
- Provide greater opportunity for townhome housing in the R-1 and R-1.5 zones in conjunction with PUDs;
- Provide greater opportunity for middle housing, including triplexes and quadplexes, in the R-1 and R-1.5 zones;
- Create greater allowances for mixed-use development in the C-2 zone; and
- Provide more flexibility in Canby’s current PUD process in order to achieve more opportunities for development that blends various housing types within a single development.

The subsequent sections of this memorandum present built examples of PUDs, cottage clusters and commercial development to illustrate the types of development that can be achieved through the proposed text amendments.

Cottage Cluster Developments

Cottage Clusters are a form of middle housing that generally consists of a grouping of at least four detached dwelling units that are typically between 600 and 1,200 square feet in size. Cottage units are typically grouped around a shared open space that is commonly referred to as a “common courtyard”. Cottage Clusters typically have multiple cottages that share a single lot but can also be

subdivided so that cottages are on individual lots. Cottage Cluster developments may have a shared parking lot or individual driveways and garages. Figure 1 below shows the Fir Avenue Commons Cottages in Wilsonville, OR. This project includes 10 cottages grouped around a common courtyard, with each cottage fronting a public street or alley from which they are accessed. This example shows how cottage clusters can be designed with attached garages, which can minimize on-street parking constraints.

Figure 1: Fir Avenue Cottages, Wilsonville, OR



The Green at Felida Park (Figure 2) is a cottage cluster development located in Vancouver, Washington. This development features eight (8) cottages grouped around common open space areas, as well as a covered open-air community building with additional amenities such as fire pits, grills and picnic tables. This development includes a mix of parking within an off-street parking lot and attached garages.

Figure 2: The Green at Felida Park, Vancouver, WA



Canby’s proposed Cottage Cluster Development and Design standards include provisions and flexibility that can result in similar types of cottage developments, including flexibility in how parking is provided (either in a surface lot or individual garages) or how open space is provided (community buildings or common courtyards). Other components of the proposed Cottage Cluster code including sidewalk connectivity and orientation of cottage units relative to open spaces are also consistent with the examples shown.

Planned Unit Developments

A Planned Unit Development, or PUD, is a type of development mechanism that is intended to incentivize higher density development and integrated open space areas by allowing deviations from typical development standards such as minimum lot sizes and dimensions, setbacks, and allowed housing types. PUDs commonly provide a mix of housing types (typically single-family detached, townhomes, and duplexes/triplexes/quadplexes) in a cohesively planned development where various housing types and levels of density are blended across a project site. Figure 3 below shows the Reeds Crossing PUD in Hillsboro, OR, which effectively integrates single-family detached houses, attached townhomes, and duplexes with ample open space areas and pedestrian-oriented trails and connections.

Figure 3: Reed’s Crossing PUD, Hillsboro, OR



Figure 4 on the following page includes examples of the housing types provided within the Reed’s Crossing PUD, demonstrating how these varying housing types can be designed to be compatible with one another in a cohesive and thoughtful manner through the PUD process.

Figure 4: Reed’s Crossing PUD Housing Types



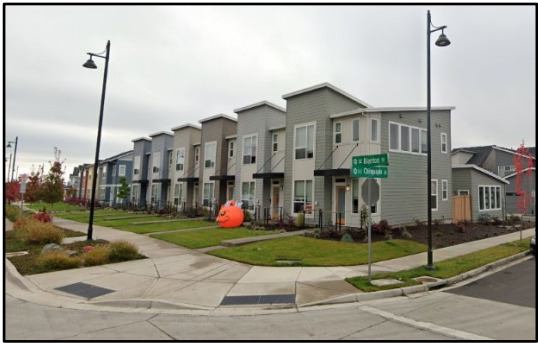
Duplexes



Triplexes



Single-Family Detached



Townhomes

Shown below in Figure 5 is the Austin Heritage PUD in Vancouver, WA, which has a similar mix of housing types to those built in Reed’s Crossing and also includes extensive open space areas, as well as community amenities such as a clubhouse, pool, off-street walking trails and a playground. Austin Heritage utilizes alleys throughout the development to effectively integrate various housing types, which also serves to locate off-street parking to the rear of homes, which preserves front setback areas for other uses and helps create a more pedestrian-friendly environment.

Figure 5: Austin Heritage PUD, Vancouver, WA



Community Overview



Single-Family Detached & Townhomes

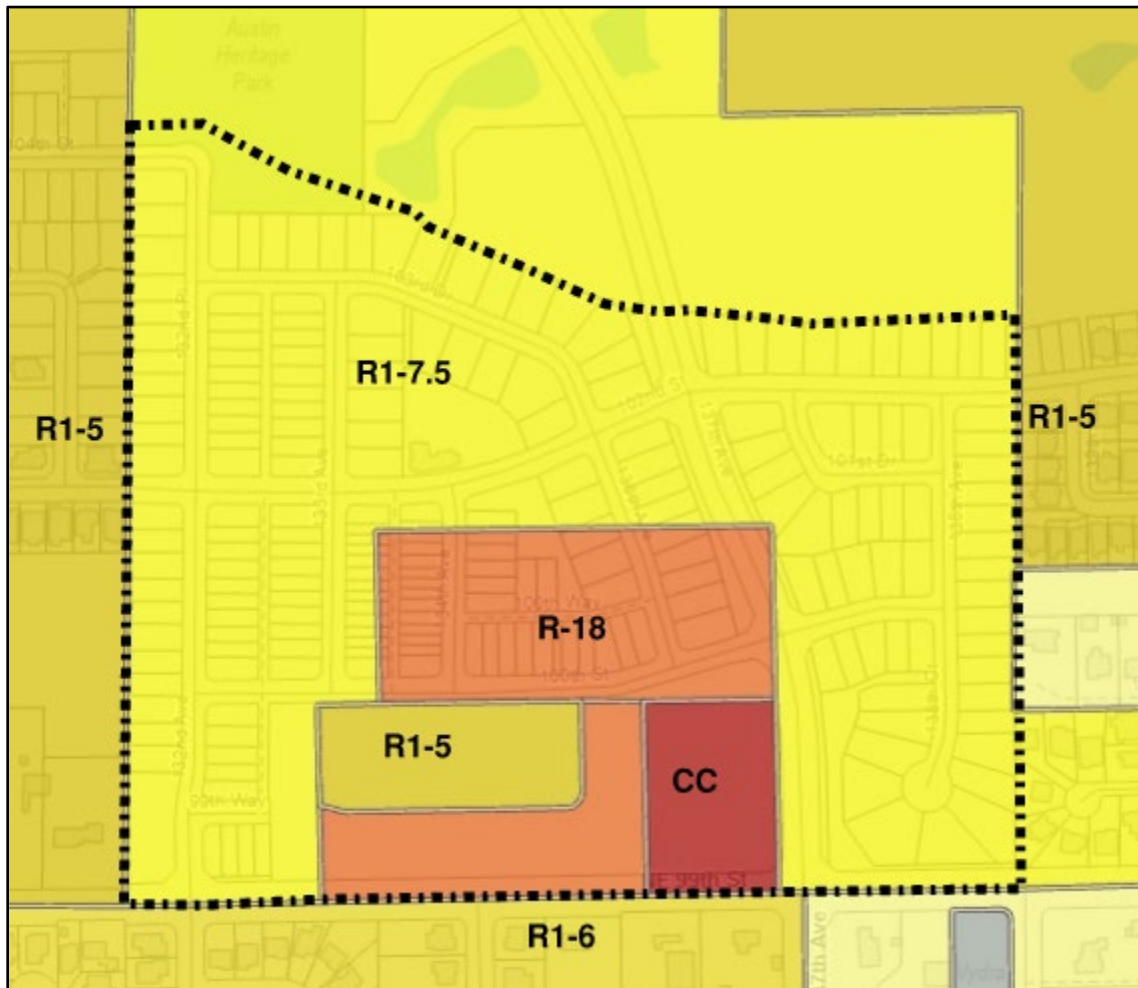
Proposed amendments to Canby’s PUD standards also includes provisions that requires higher intensity uses, such as townhomes or fourplexes, to be placed toward the interior of the PUD when a PUD is adjacent to lower intensity (i.e., lower density) uses such as large-lot single-family residential or rural residential in order to promote compatibility between a proposed PUD and adjacent development patterns. This is exemplified with the Austin Heritage PUD as shown in Figure 6, where townhomes are placed within the interior of the development, transitioning to larger lot single-family detached houses placed on the periphery for compatibility with existing neighborhoods.

Figure 6: Austin Heritage PUD Housing Mix Transition



Additionally, for PUDs with a mix of underlying zoning designations, the proposed code changes would allow uses and density to be spread across the PUD site regardless of the underlying base zoning designation. This flexibility further supports the requirement to locate higher-density housing units near the center of the site while also providing an opportunity for unique design to accommodate site-specific constraints, provide required open space areas, and integrate with existing street networks and neighborhoods. The Austin Heritage PUD has a mix of underlying zoning requirements as reflected in Figure 7.

Figure 7: Austin Heritage PUD Underlying Zoning



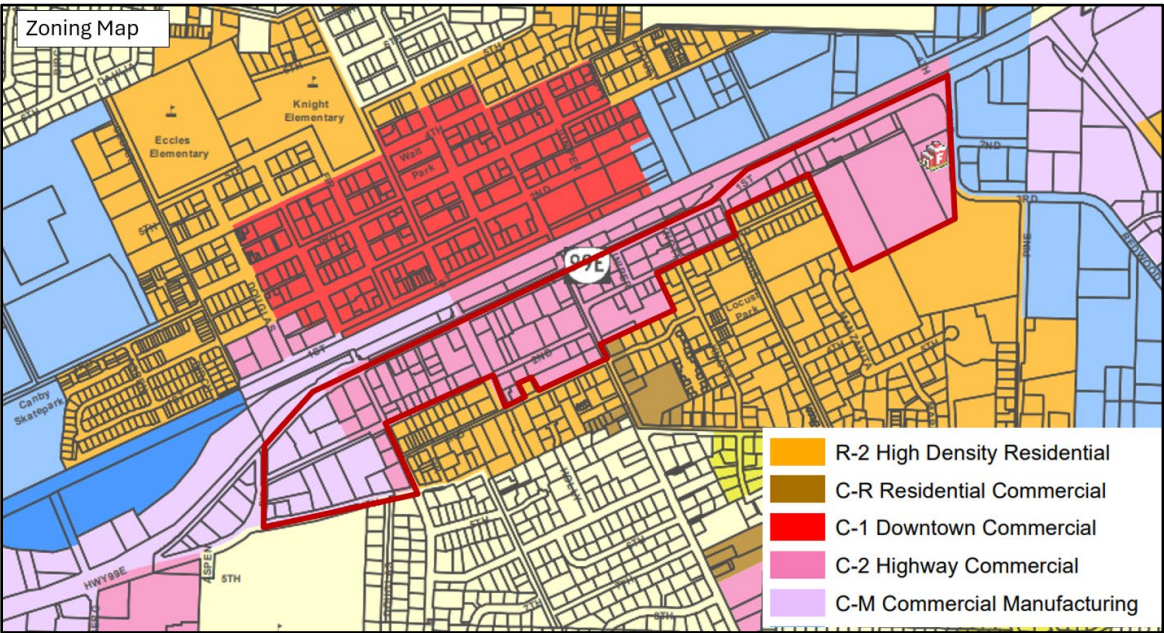
The location of specific housing types and densities do not match the underlying zoning, but are permitted through local code to spread housing types and densities throughout the PUD site. The intent of the proposed code amendments to Canby's PUD provisions is to provide developers with tools to design a site that can accommodate a variety of housing types and densities while still complying with the maximum density provisions of the base zones.

The proposed amendments to Canby's PUD process, including the allowance of townhomes in the R-1 and R-1.5 zones if proposed as a part of a PUD, can result in similar types of developments. The PUD code and process can be leveraged to produce a variety of housing types at varying price points in a single cohesive development that maximizes housing efficiency in Canby's undeveloped residentially zoned lands.

Commercial Development

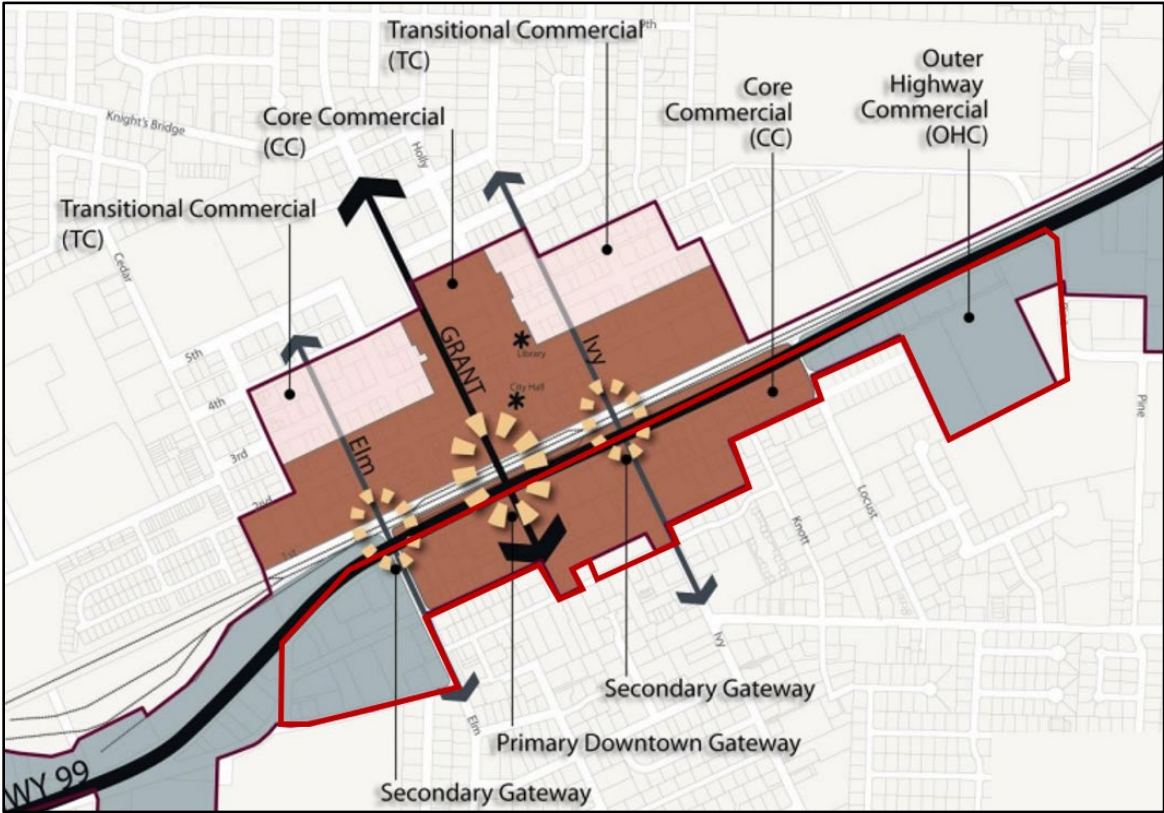
Canby's Housing Efficiency Measures project also aims to increase opportunities for smaller-scale mixed-use development in the C-2 and C-M zones, generally located south of Hwy 99E between Pine Street and Elm Street. A map reflecting the target area of these code changes (outlined in red) overlaid on the Canby Zoning Map is included as Figure 8.

Figure 8: Zoning Map



The target area for the proposed changes is within the Downtown Canby Overlay (DCO). The boundary of the DCO (outlined in red) is reflected in Figure 9 below.

Figure 9: Downtown Canby Overlay (DCO)



Provisions within the DCO include architectural and site design requirements that supersede both the C-2 and C-M base zone requirements. Specifically, the DCO establishes different setbacks and glazing requirements as identified in Tables 1 and 2 below. It may be necessary to consider revisions to the DCO or inclusion of exemptions in the C-2 and C-M zone to remove barriers to desired development in the identified target area.

Table 1: Setback Requirements

Standards	CC Subarea	TC Subarea	OHC Subarea
Minimum Setback	0 feet	0 feet	10 feet
Maximum Setback from Street Lot Lines	10 feet	15 feet	--

Table 2: Street Lot Minimum Setback Requirements

Standards	CC Subarea	TC Subarea	OHC Subarea
Minimum Percentage (x)	60%	60%	40%

This provision requires a minimum of 60 percent of the building façade to be built at the minimum setback line. This requirement may be challenging for ground floor residential development and could present a barrier to residential development opportunities.

As shown in Table 3, the DCO requires a minimum percentage of glazing or windows along building frontages. Similar to requirements to locate buildings at the minimum setback line, the requirement to provide 50-60 percent windows may reduce the likelihood of residential development in the target area. Modifications to the standards to allow for a lesser percentage for residential uses could be a remedy.

Table 3: Building Elevation Design Standards

Standards	Applicability
1. Ground Floor Windows	
a. Visible transmittance. All commercial ground floor windows must have a Visible Transmittance (VT) of 0.6 or higher, with the exception of medical and dental offices which may have tinted windows.	CC, TC, OHC
b. Primary Street facing façade – primary façade coverage. Transparent windows shall be used along a minimum of x% of the length of the ground-level primary street-facing façade, and along x% ground-level primary street-facing wall area (See Figure 34). Ground level walls include all exterior wall areas up to 10 feet above the finished grade. Primary and	CC: x=60% TC: x=50% OHC: x=50% for buildings with less than 6,000 square feet of floor area and 25% for buildings with more than 6,000 square feet of floor area or located more than 75 feet from a lot line.

Standards	Applicability
secondary street facing facades are defined in section 16.41.060.	
c. Secondary Street facing façade – secondary façade coverage. Transparent windows shall be used along a minimum of x% of the length of the ground-level secondary street-facing façade, and along x% of the overall secondary street-facing wall area (See Figure 35). Ground level walls include all exterior wall areas up to 10 feet above the finished grade.	CC: x=50% TC: x=45% OHC: x=40% for buildings with less than 6,000 square feet of floor area; 25% for buildings with more than 6,000 square feet of floor area or located more than 75 feet from a lot line.
d. Alley facing façade coverage. Facades facing alleys shall provide windows along x% of the length of the alley-facing façade and along y% of the overall wall area of the alley-facing façade. Wall area shall be measured to a height of 10'-0" above the finished grade.	CC, TC: x=50%; y=25% OHC: x=30%; y=20%

Mixed-use development typically means residential and commercial uses within the same structure or site and are often referred to as vertical mixed use and horizontal mixed use, respectively. The intent of the proposed amendments is to provide greater flexibility in site design and optimize potential use of the site. The change could result in buildings being located near the sidewalk, on-site parking could be located to the side or rear of buildings. Buildings which are located closer to public sidewalks have the ability to activate the sidewalk and improve the pedestrian experience and aesthetic of a streetscape. While the C-2 zone currently requires a 20-foot setback along Hwy 99E and Ivy Street, the DCO does permit smaller setbacks and requires a percentage of the building to be located at the minimum setback line. A number of existing commercial developments are located less than 20- feet from the property line and/or sidewalk along Hwy 99E and Ivy Street as shown in Figure 10 below.

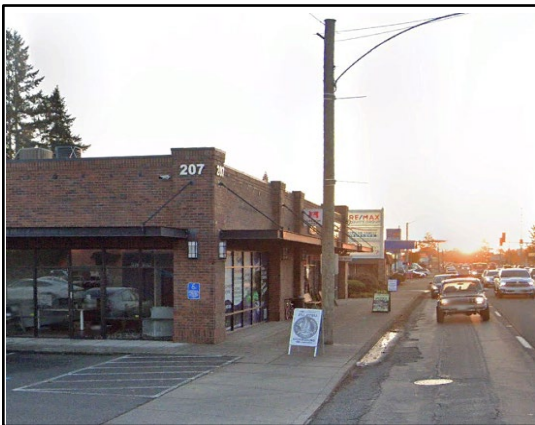
Figure 10: Existing Limited Front Setback Commercial Development in Canby



Wally's Chinese Kitchen



La Mixteca Market



Hi-Way Marketplace



O'Reilly Auto Parts

Changes to the C-2 and C-M zones or DCO may be needed to reduce barriers to desired development and to optimize use of properties within the commercial target area for mixed use development in support of Canby's housing goals. Reducing required setbacks at the site frontage results in primary commercial buildings located near the street and consolidation of remaining land within the site which can be used for smaller-scale infill housing, such as apartment units or duplexes. The development examples shown in Figure 10 also exemplify that commercial development built at or near the sidewalk along Hwy 99E can be compatible with the more auto-oriented nature of the highway, while still allowing additional opportunities for infill housing in a mixed-use form to help meet Canby's housing needs.