



Coburg Development Code Update

Evaluation Memorandum

Lane Council of Governments

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1. INTRODUCTION AND PURPOSE

In the Fall of 2016, the City of Coburg received a Code Assistance award from the Transportation and Growth Management (TGM) Program to perform an evaluation of its current land use regulations and develop proposed amendments to address recent changes (such as availability of City sewer service) and ongoing challenges (conflicting code provisions, for example).

TGM represents a partnership between the State Department of Land Conservation and Development (DLCD) and the Oregon Department of Transportation (ODOT). The TGM Code Assistance program provides community-specific help to local governments to identify and update regulations that promote efficient land use and transportation and advance TGM objectives. These objectives include the following:

1. *Provide transportation choices to support communities with the balanced and interconnected transportation networks necessary for mobility, equity, and economic growth.*
2. *Create communities composed of vibrant neighborhoods and lively centers linked by convenient transportation.*
3. *Support economic vitality by planning for land uses and the movement of people and goods.*
4. *Save public and private costs with compact land uses and well-connected transportation patterns.*
5. *Promote environmental stewardship through sustainable land use and transportation planning.*

Project staff work with local stakeholders and officials to determine how to better organize the regulations, improve efficiency in the land use process, make local provisions more internally consistent and consistent with state law, and achieve TGM objectives in a specific community. This evaluation memorandum identifies areas for revision of Coburg's land use regulations, based on these TGM objectives.

In preparing this Evaluation Memorandum, staff reviewed the City's planning ordinances and other related documents, including the Coburg Comprehensive Plan, Transportation System Plan, Zoning Ordinance, Subdivision Ordinance, Interchange Area Management Plan (IAMP), Parks and Open Space Master Plan, and Coburg Loop Implementation Plan. The evaluations found in this memo are based on those documents, input from staff and stakeholders, and the TGM objectives.

One key observation made by City staff is that, with the establishment of City sewer service, a number of land division and land development requirements need to be revisited and adjusted to meet changing needs. This is particularly true of the subdivision ordinance, and the portions of the zoning ordinance related to public improvements.

The following is a list of issues and opportunities identified in the initial scoping of the project:

1. Adjusted residential lot sizes, lot coverage, and setbacks to improve land use efficiency
2. Multi-modal design standards for the Light Industrial and Highway Commercial Districts
3. Standards for mixed use development
4. Standards for various space-efficient housing types, including micro-housing, co-housing, cottage clusters, and accessory dwelling units
5. Design standards for commercial condominiums
6. Standards for mobile food vending and temporary structures for special events
7. Bike parking design standards
8. Review minimum parking requirements for reduction potential in all zones
9. Incorporation of Transportation Demand Strategies
10. Codification of the Coburg Loop Implementation Plan (2009), including design standards and provisions to require path construction by new adjacent development
11. Standards for bike boulevards
12. Codification of relevant elements of the TSP
13. Standards for complete street design, road spacing, and driveway standards and spacing, incorporating IAMP and TSP standards where applicable
14. Right-of-way use, design, and maintenance standards, including street trees and transit stops
15. A unified development ordinance, incorporating and reconciling with the Coburg Subdivision Ordinance
16. Improved definitions, as identified by staff and LCOG review of the code
17. Graphics to help people understand zoning code concepts and design standards
18. Hyperlinked table of contents, index, and cross references
19. Evaluate Campus Industrial designation to determine if zoning district is needed

Each of these items is discussed in varying degrees of specificity below.

2. EVALUATION OF COBURG'S LAND USE REGULATIONS

A. A COHESIVE DEVELOPMENT CODE

Code revisions will incorporate an uncodified subdivision ordinance and existing code provisions that address land divisions into one, cohesive land division section of the code. The revisions will also incorporate into the code relevant code language from existing planning documents, such as the Coburg Loop Multi-Modal Path Strategy. Code updates will add more graphic elements to help people understand zoning code concepts and design standards, and will use hyperlinks to make the development code more user-friendly by connecting related content.

B. DENSITY

1. INTRODUCTION

Coburg has the highest occupancy rate in Lane County (95%). With City sewer online it is anticipated, based on recent activity, that the City will see significant new development proposals, resulting from a great deal of pent up demand for residential units. An important nuance to housing demand in Coburg is the fact that, historically Coburg's employment has exceeded its population, and that many of Coburg's employees commute to Coburg from Eugene, Springfield and surrounding areas.

Residential demand is driven by population growth. In June, 2015, the Population Research Center and Portland State University developed a Coordinated Population Forecast for Lane County which projected a larger growth rate than Coburg has experienced during the past 10 years. Since the completion of the City sewer system, the City has seen 9.5% growth. The City needs to improve development densities to make the most efficient use of lands and as such requires updated development standards. Smaller lot size can address this, as can the possible addition of standards for various space-efficient housing types, including micro-housing, co-housing, cottage clusters, and accessory dwelling units.

The City locally adopted and continues to pursue a UGB expansion. Final adoption of the proposed UGB Expansion was appealed to and remanded by the State Land Use Board of Appeals, based on its proposal to add agricultural land directly north and adjacent to the City. The proposed expansion was based, in part, on an Urbanization Study that was adopted by the City in 2015. Although the Study is not part of the Coburg Comprehensive Plan, it is still relevant to this discussion insofar as it is consistent with the comprehensive plan. The Study included a number of locally vetted residential land use efficiency concepts relevant to the development code update. They include the following:

- The addition of low-, medium- and high-density plan designations and implementing zones. The low density zone would permit development with density ranges between 2 and 10 dwelling units per acre and an average overall density of 5 dwelling units per acre. A low density zone would permit single family units, with a limited share of duplex units (similar to what currently exists).

A medium density zone would permit development with density ranges between 6 and 12 dwelling units per acre and an average overall density of 10 dwelling units per acre. Development within this zone could consist of single family attached housing, cottage developments, with lesser proportions of tri and four-plexes, manufactured homes in parks and single family homes.

A high density zone would permit development with density ranges above 12 dwelling units per acre and an average overall density of 14 dwelling units per acre. Development within this zone could consist of tri and four-plex units, with some single-family attached, cottage developments, and duplexes.

The City amended the Coburg Comprehensive Plan in 2015 to add the medium- and high-density residential designations. CCP Goal 2, Policies 18 and 19.

- The Study also recommended that additional design standards be provided, particularly for multifamily development, attached single family, cottage clusters and other non-traditional housing types within the City of Coburg.

2. LOT SIZE

The existing code includes minimum lot size standards for residential uses that are relatively large compared to other cities the size of Coburg. Those minimum lot sizes were based on the fact Coburg had no sewer system. With a City sewer system now in place, the City can look to shrinking the minimum lot size in residential zones and revising lot coverage and set back provisions. Current minimum residential lot size standards found in the code for properties not served by sewer start at 10,000 square feet. Single family lots served by sewer allow 7,500 square foot lots. Initial input from stakeholders suggests the possibility of reducing that minimum lot size to 6,000 or perhaps even 5,000 square feet. Other standards related to density will be adjusted accordingly. Staff currently anticipates retaining at least some of the standards for lots not served by sewer for those lots that, for whatever reason, have not yet connected to the sewer system. See Coburg Comprehensive Plan (CCP), Goal 10, Policy 1.¹

3. EFFICIENCY MEASURES—SPACE EFFICIENT HOUSING

Smaller lot sizes are only one of many tools available to increase density inside the city limits and urban growth boundary. Other tools, supported by the Coburg Comprehensive Plan (Goal 10, Policies 3, 19, 27, 29), include provision for various space-efficient housing types, including micro-housing, co-housing, cottage clusters, and accessory dwelling units.

Current zoning allows for single family detached residences, duplexes, tri-plexes, four-plexes, and secondary dwelling units. In order to expand the options available for future housing, consistent with the comprehensive plan (Goal 10, Policies 3, 22, and 23), the following additional housing options will be provided for in the revised code:

- *ATTACHED SINGLE FAMILY.* Single family attached dwellings are two or more common-wall single family dwellings, each on their own lot. Single-family attached dwellings are currently permitted outright in the traditional medium residential district so long as there are no more than four dwelling units per structure. These dwelling types could also be permitted in the traditional residential district, where they are currently prohibited, through a special permit review process.

¹ CCP Goal 10, Policy 1 provides: “While individual subsurface sewage disposal (septic tanks) are being used, residential development density will be limited to lots with a minimum of 10,000 square feet in accordance with the current Coburg Zoning Code.”

- COTTAGE HOUSING.** Cottage housing is typically characterized as a cluster of smaller single family units contained on one lot oriented around a central common area. Density is typically higher in these communities than would otherwise be achieved through standard detached dwelling unit development. As a result, the mass and scale of the buildings is limited. Given the smaller size of the homes, cottage clusters offer a more affordable product and increase the diversity of market options within a community. CCP Goal 10, Policy 3 (variety of housing types) Cottage housing closely mirrors existing patterns and character within Coburg’s traditional neighborhoods, and can be accommodated by revisions in the code. Such revisions could include the following: including cottage housing as a proposal subject to master planning requirements, providing a definition of cottage housing, allowing cottage housing in residential zones on lots of a certain size, providing standards and criteria, including allowing an exemption or adjustment to maximum densities.



- MICRO HOUSING**

Micro-housing, also known as micro-apartments or micro-dwellings, includes a range of definitions. Common elements include:

- Designed and intended for full time occupancy
 - Full utilities (electric/ water/ sewer) and living facilities (kitchen/ bed/ bath/ commode)
 - Foundation built or on wheels
 - Accommodates occupants at around 300 square feet per person.

Micro-housing, however it is defined, represents a trend towards greener, simpler, more economical living. Provision of micro-housing would further the comprehensive plan policies addressing diversity of housing type, and housing affordability, cited above. One could argue that parts of Coburg have forms of micro-housing already. Much like the proposed code revisions for cottage housing, code changes applicable to micro-housing would include providing the new use as a permitted use in one or more residential zones and adopting exemptions to density requirements.

- *ACCESSORY DWELLING UNITS*

An accessory dwelling is a small, secondary housing unit on a single family lot, usually the size of a studio apartment. Coburg's existing Zoning Code allows accessory dwelling units as permitted uses in the traditional residential district. See also CCP Goal 10, Policy 29 (accessory dwelling units as one of the tools for meeting the City's housing needs). Due to the small size and low occupancy level of the use, the housing density standard of the Residential District does not apply to accessory dwellings. That is, accessory dwellings are not counted in the calculation of determining residential density.

The existing code contains standards intended to control the size and number of accessory dwellings on individual lots, and to promote compatibility with adjacent land uses. These include:

- Primary residence or accessory dwelling must be owner-occupied
- Limit of one accessory unit per lot
- 800 square foot limit
- Height cannot exceed primary structure
- Buffering may be required (from dwellings on adjacent lots)

Any of these standards could be manipulated, or other incentives provided, to be more accommodating of accessory dwellings, although it is noted that these standards nearly match the Model Code, with the exception of the owner-occupation requirement. Other standards could include minimum lot area, maximum number of bedrooms and/or occupancy, trash storage, verification of ownership, and parking.

- *SMALL LOT SINGLE-FAMILY HOUSING*

This provision would allow reduced lot sizes below what the underlying zoning allows. Smaller single-family lots would provide an incentive to retain or create smaller homes on smaller lots.

The proposed code will include measures to address possible impacts of these types of infill development, including design standards and potentially the following provisions:

- Lot coverage exemptions. Exempt some architectural features from the lot coverage standards that contribute to streetscape character (e.g., front porches, overhangs, porticos, balconies, etc.) as well as pedestrian-oriented elements (e.g. pedestrian pathways, courtyards, etc.).
- Lot size averaging. Lot size averaging is one mechanism to provide alternatives to rigid lot area and density standards that otherwise conform to the Comprehensive Plan. As an example, the Model Code allows a 10 percent modification to the lot area and/or lot dimension (width/depth) standards, provided that 1) the overall density of the subdivision does not exceed the allowable density of the district and 2) the approval body finds that a) granting the modification allows for a greater variety of housing types or b) it improves development compatibility with natural features or adjacent land uses.

4. OTHER OPTIONS

Because the comprehensive plan has been amended to provide for medium- and high-density residential land use designations, this code update could include the creation of medium- and high-density residential zones. Per the language of the new comprehensive plan policies, the high-density zone would provide density ranges above 12 dwelling units per acre and the medium-density zone would provide for densities between 6 and 12 dwelling units per acre. The zones would allow the use types outlined in the Urbanization Study.

C. MIXED-USE DEVELOPMENT

Coburg's comprehensive plan and existing code provide for mixed use development. See CCP Goal 10, Policies 3.a and 29; Goal 9, Policy 23.² The Central Business District zone (C-1) allows residential uses, both as part of a mixed-use development (a residential use with another permitted use) and as a stand-alone use (dwelling on a separate lot in the C-1 zone). Single-family uses require road frontage, while residential uses in a mixed-use context are allowed above or behind a commercial use. The Highway Commercial District zone (C-2) allows residential uses in the same building as non-residential uses, so long as the residential uses are not on the ground floor. In 2015, the City amended the CCP to specifically include a mixed use land use designation. CCP Goal 2, Policy 20; see Ordinance A-199-E. The CCP also calls for creation of a mixed use zone (Goal 10, Policy 29).

The Model Code presents some potential useful concepts for consideration in the development of mixed use standards. Section 3.2.040 of the Model Code provides an example set of design standards for "non-residential buildings" (Attachment B). The standards are intended to address the issues that are most frequently cited as concerns in small cities. The Model Code standards include basic site planning standards, pedestrian-oriented design, and architectural standards aimed at protecting small-town character. These standards support well-placed and well-planned mixed-use, as well as other commercial and institutional buildings.

Code amendments could include the following:

- Require mixed use development adjoining existing single-family residential neighborhoods to be designed to be compatible in scale and intensity with existing development,
- Require development of mixed use under the existing Master Planning process,
- Allow residential use on the ground floor where not located on Willamette Street,
- Design standards addressing building entrances, pedestrian connections to public street, lighting and parking.
- Height bonus and other incentives for mixed use development.

² Goal 10, Policy 3 seeks to promote a range of housing choices through a variety of residential development, including mixed use. Goal 10, Policy 29 calls for consideration of a new mixed use zone. Goal 9, Policy 23 encourages mixed use development in the Central Business District zone and other appropriate areas.

D. COMMERCIAL AND INDUSTRIAL

1. DESIGN STANDARDS

A common theme expressed by stakeholders is the local concern about future development and how that may impact community character. See CCP Goal 9 Objective (“guide community development in such a way that the local economy is improved while maintaining Coburg’s small town atmosphere.”). To address this concern, additional consideration and development of design standards is included in the development code update.

The City Code currently has Master Planning provisions; the City could consider applying the master plan provisions to properties near the I-5 interchange (or in the IAMP), or other sensitive areas. There is significant redevelopment potential near the interchange of Coburg, a key location both for Coburg in terms of its community character, but also in terms of its economic development potential.

The code update will also include design standards. See CCP, Goal 9, Policy 21 (Coburg Development Code shall include standards that ensure downtown development reflects the rural and historic character of the area). The Model Code contains sample design standards. Section 3.2.040 of the Model Code, for instance, provides some sample design standards for “non-residential buildings.” The standards address concerns including basic site planning standards, pedestrian-oriented design, and architectural standards aimed at protecting small-town character. These standards apply to commercial and institutional buildings. The code update will include design standards aimed at protecting Coburg’s character, including but not limited to pedestrian and multi-modal access and circulation, building entrances, and buffers.

2. CAMPUS INDUSTRIAL DISTRICT

Though it exists as both a Coburg Plan Designation and as a distinct Coburg Zoning District, Coburg’s Campus Industrial District, there are no properties designated as Campus Industrial on either the Comprehensive Plan Map or the Zoning Map.

The purpose of the Campus Industrial District (CI), as described in the existing Zoning Ordinance, is to provide areas for research and development, manufacturing, assembly, packaging, wholesaling, related activities, and limited industrial-supportive commercial uses in an attractive, campus setting. The CI District is intended to promote a high quality of life through a diverse economy and strong tax base, and appropriately scaled, non-polluting industrial uses that fit the small town, historic character of the community.

A portion of vacant area east of Interstate 5, proposed for UGB expansion, is considered the most appropriate place to accommodate a Campus Industrial District. However, it is not currently possible to designate this area as such because expansion has not yet been approved. Other areas within Coburg that could potentially be designated as Campus Industrial are very limited. Vacant lands north of Pearl Street and along Industrial Way are the only undeveloped employment lands that present the potential for such a District. These properties have had recent development interest and are the subject of frequent inquiries (none of which are

campus-industrial in nature). None of these lots is individually larger than 13 acres, so a sufficient tract of land could only be provided through the assembly of more than one distinct property.

It is possible that a UGB expansion could be adopted in the next couple years that would include the employment lands east of I-5, which were contemplated for, and are well suited to, Campus Industrial designation and zoning. Accordingly, the Campus Industrial designation and zoning, while currently unimplemented, should be retained . In addition, the existing Campus Industrial District language (Article VII (F)) should be strengthened to address community concerns about the nature of businesses locating on Campus Industrial, including concerns about facility size, type (e.g. no distribution centers), employment to acreage ratios (e.g. ensuring that it is an effective job creator), and design requirements that facilitate and enhance multi-modal development.

3. COMMERCIAL CONDOMINIUMS

When Monaco Coach left Coburg several years ago, they left a very large facility. In recent years the site was purchased and converted into the North Coburg Industrial Condominiums. The site is currently occupied and owned by over five separate businesses. The conversion of that site to commercial condominiums was complicated by the fact that Coburg has no regulations which explicitly address Commercial/Industrial condominiums.

Commercial condominium projects differ from other commercial subdivisions in numerous respects, particularly as to their need for unique development standards and ownership of individual units and jointly held common areas. If further such projects are anticipated, standards should be put in place to address the special attributes of condominium subdivisions and to adopt development standards which will protect both the community and the purchasers of condominium units.

Key considerations in a commercial condominium include fire protection, sound transmission, utility metering, landscaping, parking, screening, and refuse storage. The code update will consider these and other issues raised by members of the public during the public hearings.

E. IMPLEMENTATION OF SPECIFIC PLANNING DOCUMENTS

1. 2009 COBURG LOOP IMPLEMENTATION PLAN

The City of Coburg received a TGM grant in 2008 to develop a strategy for the creation of a hard surfaced bicycle and pedestrian path that will connect Coburg's neighborhoods, downtown, parks, school, and employment areas in a loop system, the Coburg Loop Path. The City formally adopted the Coburg Loop Implementation Plan by ordinance in May of 2009.

The first segment was completed July 2013 and is located on the west side of South Coburg Industrial Way (along the east side of Muddy Creek Irrigation Channel near Truck N' Travel) as part of the Coburg/I-5 Interchange Improvement Project.

The next segment is being built along the west side of North Coburg Industrial Way and will turn west, crossing Muddy Creek and connect to Moody Park and the residential streets of Sarah Lane and Shane Court. The third segment is tentatively designed at the northwest section of town, beginning at the intersection of Coburg Rd./Van Duyn Rd./N Coburg Rd./S Bottom Lp. and will provide bike and pedestrian crossing improvements as well as a path that heads south and east along the existing bioswale; a popular walking route. The end of this segment of the path will be at the intersection of Water Street and Bruce Way. A three-car parking lot and picnic table will be located at this point, serving as a trailhead. The Coburg Loop Implementation Plan recommends specific changes to the land use code that address design standards, access, and dedication of right-of-way. Those specific recommended changes to Articles VII and VIII are found at pages 45-48 of the Plan and are included as Attachment A.



2. COBURG TRANSPORTATION SYSTEM PLAN

Coburg's current Transportation System Plan (TSP) was adopted in 1999. While a plan update was undertaken in recent years and was adopted by the City, that adoption was nullified when the Land Use Board of Appeals remanded the ordinance that adopted it. Most of the proposed code changes recommended in the 1999 Plan have already been implemented. The 2013 proposed TSP proposes specific street design standards that are more specific but not inconsistent with the 1999 TSP. Accordingly, the code will be revised to incorporate those newer standards. The code will also be revised as called for in the City's Interchange Area Management Plan and TGM provisions (discussed below), where those amendments are consistent with the 1999 TSP.

3. INTERCHANGE AREA MANAGEMENT PLAN (IAMP)

A decade ago, it was determined that the Coburg/Interstate 5 (I-5) interchange was no longer able to meet existing and forecast travel demand and required modifications and improvements. ODOT directed an Interchange Area Management Plan (IAMP), which documented land use and transportation strategies developed to protect the function of the interchange over the long-term (20-plus years). Of particular interest was/is the fact that much of the land adjacent to the Coburg/I-5 interchange is vacant and could potentially be developed.

The IAMP includes an existing conditions analysis, no-build future analysis, alternative analysis, and description of the final Recommended Alternative, including physical, access management, and policy and code recommendations. Coburg Ordinance A 200-D amended the City's Zoning Code to include IAMP elements generally. However, the Ordinance A 200-D did not specifically amend the code to include the recommended changes. Under the IAMP recommendation, development proposed within the IAMP District requires a traffic impact analysis (TIA) where more than 100 AM or PM peak hour trips per day or 600 Average Daily Trips will be generated.

The IAMP also includes operational, physical and access recommendations as well as specific access spacing requirements. IAMP Chapter 5; page 6-3. The required access requirements will be incorporated into the code, and recommended changes will be reviewed and analyzed. It may be that the code will simply require that certain applications demonstrate compliance with the IAMP.

F. OTHER TRANSPORTATION ELEMENTS

1. TRANSPORTATION DEMAND MANAGEMENT

Transportation demand management (TDM) refers to a set of strategies aimed at reducing the demand for roadway travel, particularly in single occupancy vehicles, in order to address congestion, poor air quality, reduced livability, reduced public health, dependence on oil, and climate change and GHG emissions. Some TDM strategies are designed to reduce total travel demand, while others are designed to reduce travel demand during peak periods.

Travel Demand Management Strategies reduce demand through either mandatory or voluntary mechanisms. The mandatory programs discourage driving by increasing the cost of driving, as measured in money, time, or other costs.

Mandatory programs	Summary
Road Pricing	Charge drivers fees according to their use of the roadway, and may charge higher fees during peak periods in particular (called congestion pricing)
Parking Management/Pricing	Parking pricing charges driver’s fees for parking their cars, while parking management reduces the availability of parking spaces.
Car Sharing	Participants pay to rent vehicles on a per-trip basis, and may forego owning their own vehicles.
Ridesharing	Ridesharing-meaning that more than one person travels in the vehicle-can be made more attractive by services that match drivers with passengers, provide benefits for ridesharing such as preferred parking, or operate ride sharing vehicles (e.g., corporate vanpools).
Transit Incentives/Improvements	Transit incentives expressly reduce the cost of transit with fare passes and pre-tax payment programs, while transit improvements can increase the availability, efficiency, convenience, and comfort of transit.
Telework	Agencies may encourage or incentivize telework-working from home or a nearby, off-worksite location-to reduce the number or distance of commute trips.

Of the strategies described above, several are less appropriate for a small community like Coburg (e.g. Road Pricing and Parking Pricing). Three strategies which would have more promise in Coburg include, Car Sharing, Ridesharing and Transit Incentives/Improvements. Even those that are relevant, however, may not be appropriate for implementation through the zoning code. That said, the proposed code update will review parking requirements (discussed below) and consider public input, to determine whether changes can be made to minimize those requirements, thus discouraging reliance on the vehicle. The update will also consider incentives for development that proposes elements and features that pedestrian, transit or bicycle travel. Examples include accommodation in new or remodeled construction for showers, location near transit lines, and more detailed connectivity requirements.

2. PARKING

The City of Coburg will evaluate its minimum parking standards as current requirements seem incongruous, even onerous, to development, particularly when on-street parking is available. Adjustments will be made to those standards that better line up with reality. Additionally, improvement standards for off-street parking will be amended, particularly as they relate to stormwater issues.

Following is a comparison of Coburg’s parking standards against those included in the Model Code. It’s a useful measure of areas where Coburg could consider revising parking standards:

Category	Coburg Zoning Code	Model Code
Single Family Dwelling	2 per dwelling	1 per dwelling
Multi-Family Dwelling	1.5 per dwelling	1 per dwelling
Hotel Motel	1 per room	0.75 per room
Rooming or Boarding House	1 per room	N/A
Hospitals	1.5 per bed + 2 per nursing station	1 space per 300 sq. ft. floor area
Churches Clubs	1 per 4 fixed seats or every 8 feet of bench, or per every 28 sq. ft. of main assembly room	1 per 75 sq. ft. of main assembly
Libraries museums	1 per 250 sq. ft. of gross floor Area	
Nursing Home	1 per 3 beds	0.5 per 4 beds
Schools	1.5 per teaching station + 6 for every fixed seat or every 42 sq. ft.	1 space per classroom (High School 7 spaces per classroom)
Retail establishments	1 per 400 sq. ft. of retail floor area	1 per 400 sq. ft. of retail floor area
Barber Beauty Shop	1 per 75 sq. ft. of gross floor area	N/A
Office Buildings	1 per 400 sq. ft. of floor area	1 per 500 sq. ft. of floor area
Auditorium, Assembly Hall	1 per 4 seats	1 per 75 sq. ft.

Dance Hall, Skating Rink	1 per 75 sq. ft. of gross floor area	N/A
Food Establishment	1 per 60 sq. ft. of gross floor area	1 per 200 sq. ft.

The City of Coburg outlines bicycle parking design standards and required number of bicycle parking spaces under Article VIII, Section B(5)(b). The bicycle parking design standards are more detailed than the design standards proposed under the Model Code. Public input will determine how those standards will be adjusted, if at all. As to the number of required bicycle parking spaces, the current code provides minimum requirements and some sheltered bike parking. Again, these requirements are slightly different than those found in the Model Code, and public input will determine the City’s preferences.

3. RIGHT-OF-WAY USE

The City’s right-of-ways are used not just by single occupant vehicular travel, but for transit, bicycle and pedestrian travel, as well as for placement of infrastructure such as stormwater, sewer and telecommunications equipment. The City’s use of the right-of-ways has an impact on how residents experience not just the travel experience but their City as a whole. At a minimum, the City’s code must consider road spacing, and driveway standards and spacing, where applicable, as provided in the IAMP (see IAMP discussion above).

G. MOBILE FOOD VENDORS AND TEMPORARY STRUCTURES FOR SPECIAL EVENTS

Mobile Food Vendors operate out of mobile food units or “food carts.” Oregon Administrative Rules define mobile food vendors as “a vehicle that is self-propelled or that can be pulled or pushed down a sidewalk, street, or highway, on which food is prepared or processed and is used in selling and dispensing food to the consumer.” (OAR 333-150-0000).

Some are more permanent, while others are situated only temporarily for special events. Coburg does not have any code standards explicitly addressing mobile food vendors, which is becoming more of an issue as mobile vending becomes increasingly popular. However, the Coburg Comprehensive Plan includes numerous policies that support the concept of mobile food vending. See Goal 9 itself (diversify and improve economy); Goal 9, Policy 13 (meet variety of residents’ needs for goods and services); Goal 9, Policy 24 (encourage small-scale commercial uses in downtown that are pedestrian-friendly). The City of Eugene provides a local example of how a municipality can mitigate issues around mobile food vendors and manage their administration (Attachment C). The City of Eugene regulations include the following:

- Not requiring a building permit, so long as long as it meets the “mobile food unit” definition as defined in the Oregon Vehicle Code:
 - On wheels at all times
 - Not enclosed by or attached to a structure
 - No hard wired electrical connection
 - No piped water or wastewater connection
- Identifies specific locations (areas) where the vendors are allowed (and hours in some cases)

- Notes that food vending is not allowed on public sidewalks
- On Private Property
 - Vendors are allowed within specific zones (commercial and industrial).
 - Subject to standards including:
 - Property owner approval
 - Cannot take up spaces required for other business locations
 - Cannot block motor vehicle or pedestrian ways
 - Only pedestrian (walk up) traffic is allowed (no drive-thru)
 - Cannot be parked on required landscape areas.

The City proposes to adopt code provisions similar to those adopted in Eugene, with specific adjustments to address Coburg's specific needs, based on input from the public. A specific concern has been raised regarding food vendors disposing of materials into the City systems. Full implementation of regulations addressing food vendors is beyond the scope of this project; however, some issues can and will be addressed through this code update.

Coburg has an ordinance that addresses licensing and regulation of special events, the "Coburg Special Events Ordinance." For special events not covered by that ordinance, the City must approve, approve with conditions or deny a temporary use permit (under Coburg's Type II procedure) applying the criteria listed under X.IX (A)(1)(a-g). Staff will await public testimony before proposing changes to the current code provisions.

4.6 Plan Amendment Recommendations

4.6.1 Coburg Comprehensive Plan, Parks and Open Space Master Plan, and Lane County Co-adoption

As described in Section 1.2, the Coburg Loop Implementation Strategy is a refinement to the Coburg Parks and Open Space Master Plan and is, therefore, also a refinement to the Coburg Comprehensive Plan. Because the Coburg Loop path is a regional project that includes facility development and connects to other facilities outside the city limits, it falls under joint jurisdiction of the City and County. The Coburg Parks and Open Space Master Plan will be co-adopted by the Lane County Board of Commissioners as a refinement plan to the Coburg Comprehensive Plan. Compliance with the Lane County Rural Comprehensive Plan amendment criteria includes compliance with the Statewide Planning Goals.

For areas outside the UGB, there could be a need for exceptions to Goal 3 for path segments that are built on current farmland in rural Lane County. The exception process can be deferred to a time when funding is realized.

The Comp Plan and Parks and Open Space Master Plan provides the basis for developing the Implementation Strategy. The existing policies and strategies in both of these documents widely support the Coburg Loop Path concept and implementation. The Lane County Rural Comprehensive Plan policies and Parks and Open Space Master Plan also contain policies and strategies that support the Coburg Loop Path as a regional facility. Implementation Plan does not recommend any changes to the language in the Coburg Comprehensive Plan or Parks and Open Space Master Plan.

4.6.2 Coburg Zoning Code

The Coburg Comprehensive Plan has several policies supporting the implementation of this Strategy. The Coburg Zoning Code is the implementation tool by which Coburg policies and strategies around land use issues are implemented. The 2008 Coburg Zoning Code also contains several development requirements in each district that supports the establishment and maintenance of both bicycle and pedestrian facilities. It also provides ample direction for redevelopment to connect to existing infrastructure which promotes the expansion of a connected system. Even though consistency between the Implementation Strategy and the existing Zoning Code are intact, to continue to clarify these requirements, a number of Zoning Code amendments are recommended for adoption. These recommendations address design standards, access, and dedication of right-of-way.

The Coburg zoning code amendments are a City jurisdiction decision and will not be included in the Lane County co-adoption. However, County development permits will be required for those portions of the path that are outside the Coburg city limits, particularly in the floodplain. Further, Lane County facilities permits will be required for areas inside



A 2002 survey of 2,000 homebuyers conducted by the National Association of Realtors and National Association of Home Builders found that access to trails was listed as the second most important neighborhood amenity.



Promoting walking and cycling as a part of everyday activity is seen as a strategy for tackling obesity and chronic disease.

the City within Lane County road right-of-way; Willamette, Pearl, and a portion of E. Van Duyn Street.

District Regulations

In ARTICLE VIII. District Regulations, the Coburg Loop Path establishes setback requirements. Setbacks are important so that no adjacent building or structure such as a deck, fence, or stairway would cause a safety hazard to Path users.

Included in the 2008 Zoning Code is the *Parks, Recreation and Open Space (PRO) District*. The purpose of this District is to preserve and protect park, recreation, and open space lands that contribute to the general welfare and safety, the full enjoyment or the economic well being of persons who reside, work or travel in, near or around them.

This District could serve future planning efforts to establish the Coburg Loop Path corridor and is allowed whenever found necessary in order:

- To preserve any existing open land type of use which has been established or proposed to encourage development around it, such as golf courses, country clubs, park and recreation facilities, etc. and investments which have been or will be made in reliance upon the retention of such use.
- To buffer an otherwise incompatible use or zone.
- To preserve and maintain natural drainage ways, lakes (natural or artificial), areas unsuitable for intensive development by virtue of physical limitations and environmental control areas for the protection of resource areas and wildlife habitat.
- To preserve a valuable scenic resource or vista or an area of historical significance.
- To preserve and protect existing vacated easement or rights-of-way for recreational use and/or open space conservation.
- When establishing this district, due regard shall be given to the percentage of a total holding being zoned, the investment made or proposed to be made by private or public interests in reliance upon the retention of the open space, the proper balancing of public and private interests which are affected by such action.
- When used as a buffer, the land being zoned as a PRO district shall be part of the holding which creates the need for the buffer.
- In each instance when this district is established, the Planning Commission must establish the findings and purpose for the establishment of the zone or the values to be obtained, encouraged or preserved.

Establishing a District for the Coburg Loop requires a Comprehensive Plan Map Amendment and a Zoning Code Map Amendment to include the identified alignments in the PRO. After the District is established, requirements for height limits, minimum yard requirements, minimum area and dimensions, lot coverages and off-street parking and loading areas would be specified as a condition of approval during site plan review, including Master Planning. The recommended Code text changes reference the Coburg Loop as an example application.

The western most portion of the Coburg Loop Path from Vintage Way north to Van Duyn Street is inside the mapped 100-year floodplain. Building and planning for a path system in the floodplain is allowed as a conditional use permit and may require some flood proofing measures such as “high water” signage or a flood gate incorporated into the Path design. ARTICLE VIII. District Regulations, H. Flood Plain Sub-district provides clear direction for flood plain development.

The following are the recommended text amendments to the District Regulations (note: underlined text indicates recommended additions and crossed-out text indicates recommended deletions):

ARTICLE VIII. DISTRICT REGULATIONS

A. Traditional Residential District (TR)

6. Minimum Yard Requirements.

- e. All setback orientations shall be a minimum of 1 foot from the Coburg Loop Path right-of-way.

ARTICLE VIII. DISTRICT REGULATIONS

B. Traditional Medium Density Residential District (TMR)

5. Minimum Yard Requirements.

- e. All setback orientations shall be a minimum of 1 foot from the Coburg Loop Path right-of-way. Setback Exceptions (d.) do not apply to this system.

ARTICLE VIII. DISTRICT REGULATIONS

C. Central Business District (C1)

6. Minimum Yard ~~Regulations~~ Requirements.

- f. All setback orientations shall be a minimum of 1 foot from the Coburg Loop Path right-of-way.

[At this time, no part of the Coburg Loop intersects with C1, but it is conceivable in the future if the Central Business District expands]

ARTICLE VIII. DISTRICT REGULATIONS

D. Highway Commercial (C-2)

4. Minimum Yard ~~Setbacks~~ Requirements.

- e. Additional Setbacks on public street frontages may be required to provide for planned widening of an adjacent street, consistent with the City’s Transportation System Plan



Walking and cycling are ideal forms of exercise because they can be incorporated as part of a person’s daily travel pattern.

and the Parks and Open Space Master Plan

~~h. Additional Setbacks on public street frontages may be required to provide for planned widening of an adjacent street, consistent with the City's Transportation System Plan. [This is a duplication of e.]~~

~~i. All developments shall meet applicable fire and building code standards, which may require setbacks different from those listed above. [This is a duplication of f.]~~

11. Street and Path Standards.

New development shall conform to the City's Street and Path Standards, as adopted in the Transportation System Plan and the Parks and Open Space Master Plan and set forth in Article VIII Supplementary District Regulations.

ARTICLE VIII. DISTRICT REGULATIONS

E. Light Industrial District (L1)

2. Uses and Structures

(8) Transportation facilities, consistent with the City's Transportation System Plan and Parks and Open Space Master Plan.

5. Minimum Yard Setbacks Requirements.

g. Additional setbacks on public street frontages may be required to provide for planned widening of an adjacent street, consistent with the City's Transportation System Plan and Parks and Open Space Master Plan.

ARTICLE VIII. DISTRICT REGULATIONS

F . Light Industrial District (L1)

5. Minimum Yard Setbacks Requirements

g. Additional setbacks on public street frontages may be required to provide for planned widening of an adjacent street, consistent with the City's Transportation System Plan and Parks and Open Space Master Plan.

ARTICLE VIII. DISTRICT REGULATIONS

G . Parks, Recreation and Open Space District (PRO)

1. This zone may be established when found necessary in order:

(5). To preserve and protect existing vacated easement or rights-of-way for recreational use and/or open space conservation (e.g. the Coburg Loop Path).

Supplementary District Regulations

Among the Supplementary District Regulations is Code language that addresses access, parking, and street standards. This is the appropriate place to include the Coburg Loop Design Standard. It is recommended that the Design Standard described and illustrated in Technical Memo #3 be inserted into the Zoning Code in the following manner (note: underlined text indicates recommended additions and crossed-out text indicates recommended deletions):

ARTICLE VIII. SUPPLEMENTARY DISTRICT REGULATIONS

C. Pedestrian Access and Circulation

1. Internal pedestrian circulation shall be provided within new commercial office, and multi-family residential developments through the clustering of buildings, construction of hard surface walkways including the Coburg Loop Path, landscaping or similar techniques in accordance to the applicable design standards provided in the adopted Transportation System Plan and Parks and Open Space Master Plan.
2. Pedestrian access to transit facilities shall be provided from new commercial, employment, and multi-family residential development while existing developments shall provides safe and accessible pedestrian access to transit facilities when a site changes uses or is retrofitted. See Ordinance A-132A Subdivision Code Section VII Design Standards and Section VIII Improvements.
3. Internal pedestrian and bicycle systems shall connect with external existing and planned systems, including local and regional travel routes and activity centers such as schools, commercial areas, parks and employment centers. See Ordinance A-132A Subdivision Code Section VII Design Standards and Section VIII Improvements.

[Adopted A-200A 12/]

4. For lots abutting existing or within the proposed alignment or throughway for the Coburg Loop, the extension and/or continuation of the facility shall be required.
 - a. The Path shall meet all ADA engineering standards and shall be approved by a City engineer prior to final approval.
 - b. The Path shall be conveyed in accordance with the Master Planning requirements as set forth in ARTICLE X.V.F.4 Master Planned Developments, Open Space. Otherwise, a permanent public easement or public dedication of land shall be created for the full 16 foot extent of the Path Design Standard and is preferably shown on the final plat, but may be conveyed on a separate instrument.
 - c. Path Width. Path width shall be 10 feet. Exceptions may be made for areas with significant constraints such as slope, sensitive natural resources, or large trees. Any exception area shall not result in a path that is less than 8 feet wide.
 - d. Lateral and Vertical Clearance.
 - (1) A 2-foot or greater shy or clear distance shall be required on both sides of the Path. This area shall be clear of vertical objects such as signs, posts, and trees. Exceptions may be made in cases where existing large trees would otherwise need to be removed.



Paths are increasingly becoming a standard element of a community's infrastructure.



Walking and biking are among the easiest and most healthy ways to get to a destination, whether that's to school, work, or the local market.

(2) Overhead clearance shall be maintained at 10 feet.

e. Setbacks from Roads and Alleyways.

(1) Where the path is parallel or adjacent to a road or alleyway, a 5-foot separation from the edge of the roadbed is required.

(2) Landscaping is required within the setback area in accordance with respective district regulations.

(3) Setback exceptions may be made for areas with significant constraints such as sensitive natural resources, street trees, structures, or utilities. In cases where a 5-foot setback is unattainable, a physical barrier such as a fence or wall shall be erected between the roadway and the path edge to provide separation between path users and vehicles. The barrier or fence should be between 42 and 54 inches in height. Opening in railings must not exceed 6 inches in width. No chain link fencing is allowed.

f. Surfacing.

(1) The Path shall be constructed from Portland cement concrete with a minimum thickness of 5 inches set on 6 inch compacted aggregate base.

(2) A 2 foot aggregate apron shall be placed on both sides of the hard-surfaced Path.

(3) Saw cut joints should be located every 6-8 feet to help prevent cracking.

(4) Where the Path is crossed by a driveway or where regular vehicle crossing will occur, the pathway shall be reinforced with steel mesh, re-bar, or other reinforcing material to prevent cracking.

g. Grades and Cross-Slope.

(1) The maximum grade shall be 5%. Steeper grades are allowed for up to 500 feet not to exceed 8% grade providing there is ample horizontal alignment and sight distance.

(2) To provide adequate drainage, the cross-slope shall be 2% (maximum 5%).

h. The following amenities and support facilities shall be incorporated into the overall path design. Installation of all or some of the following elements will be required consistent with the Coburg Loop Implementation Strategy and City specifications:

(1) Bridges

(2) Signage including mileage markers

(3) Benches

(4) Bollards and lighting at road intersections

(5) Theme integration

3.2 – Building Orientation and Design | Non-Residential Buildings

3.2.040 Non-Residential Buildings

User's Guide: Section 3.2.040 provides one set of design standards for non-residential buildings. The standards are intended to address the issues that are most frequently cited as concerns in small cities: basic site planning standards, pedestrian-oriented design, and architectural standards aimed at protecting small-town character. These standards support well-placed, well-planned commercial, mixed-use, and institutional buildings. The model should be adapted to include standards that address local design objectives, including, where applicable historic preservation, while providing flexibility for institutional uses such as hospitals, airports, places of worship, schools and colleges.

A. Purpose and Applicability. The following requirements apply non-residential development, including individual buildings and developments with multiple buildings such as shopping centers, office complexes, mixed-use developments, and institutional campuses. The standards are intended to create and maintain a built environment that is conducive to pedestrian accessibility, reducing dependency on the automobile for short trips, while providing civic space for employees and customers, supporting natural surveillance of public spaces, and creating human-scale design. The standards require buildings placed close to streets, with storefront windows (where applicable), with large building walls divided into smaller planes, and with architectural detailing. *[The standards are also intended to promote compatibility with the historic development pattern / architectural character of the community].*

User's Guide: Additional (optional) purpose and intent language is offered below. Insert statements as numbered subsections and add punctuation, as needed.

[The standards are intended to enhance / support the continued development of the city, reinforcing it as an attractive place to work, shop, and conduct business.

[The standards respond to and reconcile the historical context of the city with more contemporary building practices. The standards draw on the architectural vocabulary of the city's historic districts, while allowing a contemporary interpretation of older building forms and styles scaled to fit the community. It is not the City's intent to create an architectural theme, but rather to ensure that new buildings and exterior alterations fit within the context of their surroundings and contribute toward the development of compact, walkable commercial and mixed-use districts. Specifically, the standards:

draw upon the local vocabulary of building styles and elements, including compatibility with locally significant historic structures where applicable;

create a sense of street enclosure with appropriate building heights and detailing;

address differences in building scale between different zoning districts;

require the use of contextually appropriate materials, textures and colors;

promote a storefront character (windows, pedestrian shelter, furnishings, etc.);

encourage a diversity of building facades and rooflines that fall into a consistent rhythm;

promote corner lots as focal points;

improve the streetscape with adequate civic space, street furnishings and public art; and

encourage energy and water conservation, and the use of renewable resources.]

B. Building Orientation. The following standards apply to new buildings *[and building additions that are subject to Site Design Review. The (City decision-making body) may approve adjustments to the standards as part of a Site Design Review approval, pursuant to Chapter 4.2 and Chapter 4.7, respectively.]*

User's Guide: The following standards are intended to promote well-placed and well-designed buildings that enhance the public streetscape. The code has built-in exceptions for certain situations where compliance with the standards is not practical. Chapter 4.7 Adjustments and Variances, and Chapter 4.8 Master Planned Developments, provide additional flexibility, as needed. Insert the graphics pages that apply, and add text references to graphics.

- I. Buildings subject to this Section shall conform to the applicable build-to line standard in Table 2.2.040. The standard is met when at least *[50]* percent of the abutting street frontage has a building placed no farther from at least one street property line than the build-to line in Table 2.2.040 *[/i>; except in the D / MS zone, at least 80 percent of the abutting street frontage shall have a building placed no farther from at least one street property line than the required Build-to-Line.*]* The *[City decision-making body]*, through Site Design Review, may waive the build-to line standard where it finds that one or more of the conditions in subsections (a)-(g) occurs.
 - a. A proposed building is adjacent to a single-family dwelling, and an increased setback promotes compatibility with the adjacent dwelling.
 - b. The standards of the roadway authority preclude development at the build-to line.
 - c. The applicant proposes extending an adjacent sidewalk or plaza for public use, or some other pedestrian amenity is proposed to be placed between the building and public right-of-way, pursuant to Section 3.2.050 and subject to Site Design Review approval.
 - d. The build-to line may be increased to provide a private open space (e.g., landscaped forecourt), pursuant to Section 2.3.070, between a residential use in a mixed-use development (e.g., live-work building with ground floor residence) and a front or street property line.
 - e. A significant tree or other environmental feature precludes strict adherence to the standard and will be retained and incorporated in the design of the project.
 - f. A public utility easement or similar restricting legal condition that is outside the applicant's control makes conformance with the build-to line impracticable. In this case, the building shall instead be placed as close to the street as possible given the legal constraint, and pedestrian amenities (e.g., plaza, courtyard, landscaping, outdoor seating area, etc.) shall be provided within the street setback in said location pursuant to Section 3.2.050.
 - g. An expansion is proposed on an existing building that was lawfully created but does not conform to the above standard, and the building addition moves in the direction of compliance where practicable.*
2. Except as provided in subsections 3.2.040.C(5)-(6), below, all buildings shall have at least one primary entrance (i.e., tenant entrance, lobby entrance, breezeway entrance, or courtyard entrance) facing an abutting street (i.e., within 45 degrees of the street property line); or if the building entrance must be

3.2 – Building Orientation and Design | Non-Residential Buildings

turned more than 45 degrees from the street (i.e., front door is on a side or rear elevation) due to the configuration of the site or similar constraints, a pedestrian walkway must connect the primary entrance to the sidewalk in conformance with Section 3.3.030.

3. Off-street parking, trash storage facilities, and ground-level utilities (e.g., utility vaults), and similar obstructions shall not be placed between building entrances and the street(s) to which they are oriented. To the extent practicable, such facilities shall be oriented internally to the block and accessed by alleys or driveways.
4. Off-street parking shall be oriented internally to the site to the extent practicable, and shall meet the Access and Circulation requirements of Chapter 3.3, the Landscape and Screening requirements of Chapter 3.4, and the Parking and Loading requirements of Chapter 3.5.
5. Where a development contains multiple buildings and there is insufficient street frontage to meet the above building orientation standards for all buildings on the subject site, a building's primary entrance may orient to plaza, courtyard, or similar pedestrian space containing pedestrian amenities and meeting the requirements under Section 2.3.090, subject to Site Design Review approval. When oriented this way, the primary entrance(s), plaza, or courtyard shall be connected to the street by a pedestrian walkway conforming to Section 3.3.030.

C. Large-Format Developments. Plans for new developments, or any phase thereof, with a total floor plate area (ground floor area of all buildings) greater than [40,000] square feet, including land divisions in the [D / MS, GC, and LI / ME] zones, shall meet all of the following standards in subsections 1-9, below. *The (City decision-making body) may approve adjustments to the standards as part of a Site Design Review approval, pursuant to Chapter 4.2 and Chapter 4.7, respectively.*

The following standards are intended to address problems of transportation connectivity and pedestrian safety associated with “big box” developments and conventional strip-commercial shopping centers. Insert the graphics pages that apply, and add text references to graphics.

1. The site plan or preliminary subdivision plan, as applicable, shall comply with the street connectivity standards of Section 3.6.020. The plan approval shall bind on all future phases of the development, if any, to the approved block layout.
2. Except as provided by subsection 3.2.040(C)(6)-(9), below, the site shall be configured into blocks with building pads that have frontage onto improved streets meeting City standards, and shall contain interior parking courts and with interconnected pedestrian walkways.
3. The build-to line standards in Table 2.3.030 shall be met across not less than [50] percent of the site's street frontage, consistent with subsection 3.2.040(B), except the build-to standard does not apply where a railroad, expressway, water body, topographic constraint, or similar physical constraint makes it impractical to orient buildings to a particular street or highway.

3.2 – Building Orientation and Design | Non-Residential Buildings

4. Walkways shall connect the street right-of-way to all primary building entrances, and shall connect all primary building entrances to one another, including required pedestrian crossings through interior parking areas, if any, in accordance with Section 3.3.030. The *[City decision-making body]* may condition development to provide facilities exceeding those required by Section 3.3.030, including a requirement for lighting, stairways, ramps, and midblock pedestrian access ways (e.g., to break up an otherwise long block) to ensure reasonably safe, direct, and convenient pedestrian circulation.
5. Buildings placed at a block corner shall have a primary entrance oriented to the block corner. That entrance shall be located within *[20-40]* feet of the corner and shall have a direct and convenient pedestrian walkway connecting to the corner sidewalk.
6. All buildings shall orient to a street, pursuant to subsection 3.2.040.B. Where it is not practical to orient all buildings to streets due to existing parcel configuration or a similar site constraints, buildings may orient to a “shopping street” providing, at a minimum, on-street parking (parallel or angled parking), *[8-10]*-foot sidewalks (which shall include a *[four]*-foot zone for street trees and furnishings such as benches and other street furniture), and pedestrian-scale lighting.
7. Each building that is proposed as orienting to a shopping street shall comply with the orientation standards of Section 3.2.040.B in reference to the shopping street, and shall have at least one primary entrance oriented to the shopping street.
8. Where a building fronts both a shopping street and a public street, that building shall contain at least one primary entrance oriented to each street; except that an entrance is not required where the public street is not improved with a sidewalk and the City determines that sidewalk improvements to the public street cannot required as a condition of approval.
9. All other provisions of this Code apply to large-format developments.

D. Primary Entrances and Windows. The following standards apply to new buildings *[and building additions that are subject to Site Design Review. The (City decision-making body) may approve adjustments to the standards as part of a Site Design Review approval, pursuant to Chapter 4.2 and Chapter 4.7, respectively.]*

The standards are intended to address the issues that are most frequently cited as concerns in small cities: avoiding suburban building designs (require detailed storefront design) and maintaining a compatible building scale. Not every community will need all of the following provisions. Insert the graphics pages that apply, and add text references to graphics.

1. **All Elevations of Building.** Architectural designs shall address all elevations of a building. Building forms, detailing, materials, textures, and color shall to contribute to a unified design with architectural integrity. Materials used on the front façade must turn the building corners and include at least a portion of the side elevations, consistent with the building’s overall composition and design integrity.
2. **Pedestrian Entrances.** Ground level entrances oriented to a street shall be at least partly transparent for natural surveillance and to encourage an inviting and successful business environment. This standard may be met by providing a door with a window(s), a transom window above the door, or sidelights beside the door. Where ATMs or other kiosks are proposed on any street-facing elevation, they shall be visible from the street for security and have a canopy, awning, or other weather protection shelter.

3.2 – Building Orientation and Design | Non-Residential Buildings

3. **Corner Entrances.** Buildings on corner lots are encouraged to have corner entrances. Where a corner entrance is not provided, the building plan *[should / shall]* provide an architectural element or detailing (e.g., tower, beveled corner, art, special trim, etc.) that accentuates the corner location.
4. **Street Level Entrances.** All primary building entrances shall open to the sidewalk and shall conform to Americans with Disabilities Act (ADA) requirements, as applicable. Primary entrances above or below grade may be allowed where ADA accessibility is provided.
5. **Windows – General.** Except as approved for parking structures or accessory structures, the front/street-facing elevations of buildings shall provide display windows, windowed doors, and where applicable, transom windows to express a storefront character.
6. **Storefront Windows.** Storefront windows shall consist of framed picture or bay windows, which may be recessed. *[Framing shall consist of trim detailing such as piers or pilasters (sides), lintels or hoods (tops), and kick plates or bulkheads (base)—or similar detailing—consistent with a storefront character.]* The ground floor, street-facing elevation(s) of all buildings shall comprise at least *[60]* percent transparent windows, measured as a section extending the width of the street-facing elevation between the building base (or *[30]* inches above the sidewalk grade, whichever is less) and a plane *[72]* inches above the sidewalk grade.
7. **Defined Upper Story(ies).** Building elevations shall contain detailing that visually defines street level building spaces (storefronts) from upper stories. The distinction between street level and upper floors shall be established, for example, through the use of awnings, canopies, belt course, or similar detailing, materials, or fenestration. Upper floors may have less window area than ground floors, but shall follow the vertical lines of the lower level piers and the horizontal definition of spandrels and any cornices. *[Upper floor window orientation shall primarily be vertical, or have a width that is no greater than height. Paired or grouped windows that, together, are wider than they are tall, shall be visually divided to express the vertical orientation of individual windows.]*
8. **Buildings Not Adjacent to a Street.** Buildings that are not adjacent to a street or a shopping street, such as those that are setback behind another building and those that are oriented to a civic space (e.g., internal plaza or court), shall meet the *[60]* percent transparency standard on all elevations abutting civic spaces(s) and on elevations containing a primary entrance.
9. **Side and Rear Elevation Windows.** All side and rear elevations, except for zero-lot line or common wall elevations, where windows are not required, shall provide not less than *[30]* percent transparency.
10. **Window Trim.** At a minimum, windows shall contain trim, reveals, recesses, or similar detailing of not less than *[four]* inches in width or depth as applicable. The use of decorative detailing and ornamentation around windows (e.g., corbels, medallions, pediments, or similar features) is encouraged.
11. **Projecting Windows, Display Cases.** Windows and display cases shall not break the front plane of the building (e.g., projecting display boxes are discouraged). For durability and aesthetic reasons, display cases, when provided, shall be flush with the building façade (not affixed to the exterior) and integrated into the building design with trim or other detailing. Window flower boxes are allowed provided they do not encroach into the pedestrian through-zone.

12. Window Exceptions. The [City decision-making body] may approve an exception to the above standards where existing topography makes compliance impractical. Where an exception to the window transparency requirement is made for parking garages or similar structures, the building design must incorporate openings or other detailing that resembles the window patterns (rhythm and scale).

E. Articulation and Detailing. The following standards apply to new buildings [and building additions that are subject to Site Design Review. The (City decision-making body) may approve adjustments to the standards as part of a Site Design Review approval, pursuant to Chapter 4.2 and Chapter 4.7, respectively.]

The following standards are intended to avoid blank walls and maintain a compatible building scale. Insert the graphics pages that apply, and add text references to graphics.

- 1. Articulation.** All building elevations that orient to a street or civic space must have breaks in the wall plane (articulation) of not less than one break for every [30] feet of building length or width, as applicable, as follows:
 - a. A “break” for the purposes of this subsection is a change in wall plane of not less than [24] inches in depth. Breaks may include but are not limited to an offset, recess, window reveal, pilaster, frieze, pediment, cornice, parapet, gable, dormer, eave, coursing, canopy, awning, column, building base, balcony, permanent awning or canopy, marquee, or similar architectural feature.
 - b. The [City decision-making body] through Site Design Review may approve detailing that does not meet the [24]-inch break-in-wall-plane standard where it finds that proposed detailing is more consistent with the architecture of [historically significant or historic-contributing] buildings existing in the vicinity.
 - c. 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, do not meet the [24]-inch break-in-wall-plane standard.
 - d. Building elevations that do not orient to a street or civic space need not comply with the [24]-inch break-in-wall-plane standard but should complement the overall building design.
- 2. Change in Materials.** Elevations should incorporate changes in material that define a building’s base, middle, and top, as applicable, and create visual interest and relief. Side and rear elevations that do not face a street, public parking area, pedestrian access way, or plaza may utilize changes in texture and/or color of materials, provided that the design is consistent with the overall composition of the building.
- [3. Horizontal Lines.** New buildings and exterior remodels shall generally follow the prominent horizontal lines existing on adjacent buildings at similar levels along the street frontage. Examples of such horizontal lines include but are not limited to: the base below a series of storefront windows, an awning or canopy line, a belt course between building stories, a cornice, or a parapet line. Where existing adjacent buildings do not meet the City’s current building design standards, a new building may establish new horizontal lines.
- 4. Ground Floor and Upper Floor Division.** A clear visual division shall be maintained between the ground level floor and upper floors, for example, through the use of a belt course, transom, awning, canopy, or similar division.

3.2 – Building Orientation and Design | Non-Residential Buildings

5. **Vertical Rhythms.** *New construction or front elevation remodels shall reflect a vertical orientation, either through breaks in volume or the use of surface details.]*
- F. **Pedestrian Shelters.** *The following standards apply to new buildings [and building additions that are subject to Site Design Review. The (City decision-making body) may approve adjustments to the standards as part of a Site Design Review approval, pursuant to Chapter 4.2 and Chapter 4.7, respectively.]*

The following standards are intended promote pedestrian-oriented, human-scale design. Insert the graphics pages that apply, and add text references to graphics.

1. **Minimum Pedestrian Shelter Coverage.** Permanent awnings, canopies, recesses, or similar pedestrian shelters shall be provided along at least [75] percent of the ground floor elevation(s) of a building where the building abuts a sidewalk, civic space, or pedestrian access way. Pedestrian shelters used to meet the above standard shall extend at least [five] feet over the pedestrian area; except that the [City decision-making body], through Site Design Review, may reduce the above standards where it finds that existing right-of-way dimensions, easements, or building code requirements preclude standard shelters. In addition, the above standards do not apply where a building has a ground floor dwelling, as in a mixed-use development or live-work building, and the dwelling has a covered entrance.
2. **Pedestrian Shelter Design.** Pedestrian shelters shall comply with applicable building codes, and shall be designed to be visually compatible with the architecture of a building. If mezzanine or transom windows exist, the shelter shall be below such windows where practical. Where applicable, pedestrian shelters shall be designed to accommodate pedestrian signage (e.g., blade signs), while maintaining required vertical clearance.

G. Mechanical Equipment

1. **Building Walls.** Where mechanical equipment, such as utility vaults, air compressors, generators, antennae, satellite dishes, or similar equipment, is permitted on a building wall that abuts a public right-of-way or civic space, it shall be screened pursuant to Chapter 3.4. Standpipes, meters, vaults, and similar equipment need not be screened but shall not be placed on a front elevation when other practical alternatives exist; such equipment shall be placed on a side or rear elevation where practical. *[Equipment for micro-generation or small-scale renewable energy (e.g., mini-wind turbines, solar panels, and similar features) are subject to the Special Use requirements of Section 2.3.190.]*
2. **Rooftops.** Except as provided below, rooftop mechanical units shall be setback or screened behind a parapet wall so that they are not visible from any public right-of-way or civic space. Where such placement and screening is not practicable, the [City decision-making body] may approve painting of mechanical units in lieu of screening; such painting may consist of muted, earth-tone colors that make the equipment visually subordinate to the building and adjacent buildings, if any.
3. **Ground-Mounted Mechanical Equipment.** Ground-mounted equipment, such as generators, air compressors, trash compactors, and similar equipment, shall be limited to side or rear yards and screened with fences or walls constructed of materials similar to those on adjacent buildings. Hedges,

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trellises, and similar plantings may also be used as screens where there is adequate air circulation and sunlight, and irrigation is provided. The City may require additional setbacks and noise attenuating equipment for compatibility with adjacent uses.

H. Civic Space. Commercial development projects shall provide civic space pursuant to Section 3.2.080.

I. Drive-Up and Drive-Through Facilities. Drive-up and drive-through facilities shall comply with the requirements of Section 3.2.060.

J. Upper Story Step-Back. *The purpose of the height step-back is to maintain a consistent building scale as viewed from the street, to provide for compatibility between development in the [D / MS] zone and residential [RL] districts, and to provide for solar gain and light filtering down to the street. Upper-story step-back surfaces designed balconies, rooftop gardens, or other private open spaces in mixed-use developments, may be used to satisfy the multifamily open space standards in Section 2.3.70.*

The following standards address the issues that are most frequently cited as concerns in small cities: avoiding the appearance of high-density development (or buildings that appear out of scale) and providing for a transition or compatible building scale adjacent to single-family residences, without requiring discretionary design review procedures or conditional use permits for commercial development. Reference graphic with height step-back labeled.

- 1. [D / MS] zone:** *Where the height of a proposed building, or building addition, in the [D / MS] zone exceeds [35-45] feet, that portion of the building exceeding [35-45] feet in height shall step-back at least [four] feet from the front plane of the subject building that is closest to the street. A similar step-back is required where the subject site abuts, or is on the opposite side of the same street from, an RL zone.]*
- 2. [Specify Other Zones, as needed]:** *Where the building proposed in the [X] zone exceeds [35] feet in height, it shall step-back at least [#] feet from the front plane of the building that is closest to the street; a similar step-back is required where the subject site abuts, or is on the opposite side of the same street from, an RL zone.]*

[K. Materials and Color. *Building exteriors shall conform to the following standards. The (City decision-making body) may approve adjustments to the standards as part of a Site Design Review approval, pursuant to Chapter 4.2 and Chapter 4.7, respectively.]*

The following provisions are placeholders. Cities should refer to adopted design guidelines or standards for materials used in specific neighborhoods or districts.

- 1. Primary Materials.** *[Permitted exterior cladding materials include the following, and other materials found to be similar in appearance and durability, subject to Site Design Review / Exterior cladding materials may not consist of placeholder].*
- 2. Secondary Materials.** *Any of the materials listed above as permitted may also be used as secondary materials or accents. In addition, the following materials are allowed as secondary materials, trims, or accents (e.g., flashing, wainscoting, awnings, canopies, signs, ornamentation) when non-reflective and compatible with the overall building design, subject to approval through Site Design Review: [placeholder]*

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3. **Substitute Materials.** *Substitute materials that are equal in appearance and durability to those listed in subsections 1 and 2 may be approved through Site Design Review. The applicant will be required to provide specifications from the manufacturer.*
4. **Color.** *[Color schemes shall conform to the adopted color palette on file at the City Hall.] Reflective, luminescent, sparkling, and “day-glow” colors and finishes are prohibited.*
5. **Historic District and Historic Buildings.** *(Refer to special regulations or overlay zone.)]*

[L. Mixed-Use Building Height Bonus. *Where Section 2.2.040 provides for a building height bonus for mixed-use development, the (City decision-making body) may approve, approve with conditions, or deny a proposed height bonus if all of the following criteria are met:*

1. *The proposed height increase is for the sole purpose of allowing a residential use above a permitted commercial, civic, or institutional use; or is required to accommodate structured parking.*
2. *The proposed building complies with the upper story step-back requirements of subsection 3.2.040.J.*
3. *The proposed increase in height is compatible with adjacent uses and structures, or can be made compatible through reasonable conditions of approval. For the purposes of this subsection, a finding of compatibility means that the proposed height increase does not create a fire hazard; does not conflict with a locally or federally designated historic landmark or district, or with a building or district the City recognizes as being eligible for the National Register of Historic Places; and does not create excessive glare, shade, noise, or privacy concerns for existing adjacent residential uses.]*

Insert Graphics Page Here



A food cart, also known as a mobile food unit, is a vehicle that is self-propelled or that can be pulled or pushed down a sidewalk, street, or highway, on which food is prepared or processed and is used in selling and dispensing food to the consumer. (OAR 333-150-0000)

Are building permits required?

A building permit is not required for a mobile food unit as defined in the Oregon Vehicle Code, as long as:

- The vehicle is on wheels at all times. (There is no requirement that it *be* moved at any specific time interval only that it be *able* to be moved.)
- It is not enclosed by a structure, attached to a structure, or otherwise restricted from being able to be moved at all times.
- It does not require a special permit from the Oregon Department of Transportation to be moved.
- Connection to onsite electrical is via a flexible cord plugged into a receptacle; no hard-wired connection allowed.
- There is no piped connection to water service or wastewater piping.

Where is mobile food units allowed?

Downtown: Permits are required for food vending on public property in the downtown area. This includes:

- Ken Kesey Square at the corner of Willamette St. & E. Broadway
- Corner of W. Broadway & Olive St. (9 pm – 3 am)
- The park blocks on E. 8th Ave. between W. Park Ave. and E. Park Ave.

For permit information please contact the Saturday Market:

30 E. Broadway, #124, Eugene, OR
(541) 686-8885

Public Parks: Food units are not allowed in City parks unless associated with an approved event. Authorization by the organizer of the event must be obtained.

Note: This document should not be used as a substitute for codes and regulations. The applicant is responsible for compliance with all code and rule requirements, whether or not described in this document.

13th Ave. near the University: There is an area between Kincaid St. and Ferry St. where food vending is allowed in the public right-of-way with a permit. Please contact the Eugene Chamber of Commerce at 541-484-1314 for details.

Public Sidewalks: Food vending is not allowed on public sidewalks with the exceptions noted above under Downtown and 13th Ave. near the University.

Private Property: Food vending is allowed in Commercial zones (C-1, C-2, C-3), Employment & Industrial zones (E-1, E-2, I-2) subject to special use limitations, and in the Walnut (S-WS) and Whiteaker (S-W) Special Area zones. To determine the zoning of a particular property you can visit our website at www.eugene-or.gov/zoningmap. The following are things to consider when vending on private property:

- Property owner approval
- Units cannot take up parking spaces required by other businesses at the location.
- Units are not allowed to block motor vehicle access or pedestrian ways.
- Pedestrian (walk-up) traffic only is allowed (no drive-thru service).
- Units should not be parked in required landscape areas.

Are there any other regulations I should be aware of?

Yes, because the unit is selling food to the public it must be inspected and licensed by Lane County Health and Human Services:

151 W. 7th Avenue, Eugene, OR
(541) 682-4051 (Se habla Español)
Website: www.lanecounty.org/HHS

Please contact Land Use staff at 541-682-8336 or landuseinfo@ci.eugene.or.us for information related to these standards.

www.eugene-or.gov/bps