



Project Advisory Team (PAT) Meeting

Thursday, June 21, 5:00 – 8:00 p.m.
Pioneer Community Center (615 5th St.)

SUMMARY

Meeting Objectives:

- Provide recommendations on proposed code concepts.

Members: Todd Iselin, Denyse McGriff, Kria Meyrick, Rosalie Nowalk, Lynda Orzen, Adam Zagel.

Staff/Consultants: Elizabeth Decker, Steve Faust, Laura Terway, Pete Walter.

Guests: Talena Adams, Jim McCartan, Barb Streeter.

Welcome

Pete Walter welcomed everyone to the final PAT meeting and thanked them for attending. Pete explained that the purpose of today's meeting is to review and make final recommendations on the proposed policy and code changes.

One PAT member indicated they are concerned that the proposed policy and code changes do not recognize that Oregon City is a unique place. Changes should be tailored to Oregon City or we risk becoming just like every other community in the region. We need to maintain the Oregon City character.

Another member noted that equitable housing is needed in Oregon City. It shouldn't be that only wealthy people get to live in the best communities. Need to make some hard decisions. Some protection already is provided to historic districts. We want a variety of people to live here, but don't want to sacrifice quality for quantity. New housing in urban growth boundary expansion areas will have equitable housing opportunities from the beginning.

Decision-Making Process

Steve Faust presented the process for PAT members to make recommendations to Planning Commission and City Commission regarding proposed zoning code concepts to promote more equitable housing. Consensus is a participatory process whereby, on matters of substance, the members strive for agreements that they can accept, support, live with, or agree not to oppose. Consensus means that no representatives voiced objection to the position, but does not necessarily mean all members support the position. Every effort will be made to reach consensus through discussion and negotiation. When consensus cannot be reached, a majority recommendation will go forward with a record of objections from PAT members that prevent full consensus.

Survey Results

Steve reviewed the results of the third and final public survey. The survey asked community members to indicate their level of support for the various policy and code changes on a scale of 0 to 10 with 0 being “do not support” and 10 being “strongly support”. The average response for all proposed changes fell between 5.5 and 7.5 which indicates overall support for the proposals. Looking through individual responses, many people scored either a 0 or a 10 for most or all of the proposals. This may reflect that people are somewhat polarized on topics of density and affordable housing. Notice of the survey was distributed by multiple means, most of them electronic: Facebook Next Door, project website, email lists, etc. There may have been some responses from outside Oregon City, but it is unlikely that would alter the outcome of the survey results.

PAT Recommendations

Elizabeth Decker reminded everyone of the project purpose to facilitate more equitable housing within Oregon City. Equitable housing is defined as “diverse, quality, physically accessible, affordable housing choices with access to opportunities, services and amenities.” The broad definition includes choices for homes: to buy or rent; accessible to all ages, abilities and incomes; and convenient to meet every day needs, such as transit, schools, childcare, food and parks.

To that end, Elizabeth presented metrics by which the proposed changes could be evaluated:

- Will this measure support equitable housing development?
- Will this approach make a significant impact on development feasibility?
- Will any side impacts from this measure be adequately addressed?

Elizabeth then reviewed each “package” or proposed policy and code changes, followed by discussion and final comments from PAT members. The five main areas of proposed code changes include:

- Expand ‘missing middle’ housing in low and medium-density zones.
- Expand housing types while maintaining density in high-density zones.
- Continue to allow multifamily residential in mixed-use and commercial zones.
- Coordinate procedural and design requirements for residential development.

Reorganize Residential Code Chapters

Residential code chapters currently labeled ‘single family district’ or ‘multifamily district’ will be reorganized into Low, Medium and High-density groupings. Low would include R-10, R-8 and R-6. Medium includes R-5 and R-3.5. High includes R-2. These categories are more consistent with comprehensive plan land use designations. This showcases development intensity as opposed to housing type. The City is not making any zone map changes as part of this project.

Dimensional and Density Standards

Only proposed change to setbacks is to make side yard setbacks more consistent across zones. Proposed changes to height standards include that limits would be based on feet rather than the current height *and* story restrictions, to provide greater flexibility in site design. Another proposed change is to height limits of 35 feet for most development, and 25 feet for cluster housing to offset increased density limits and smaller lots. Multifamily standards currently allow 4 stories or 55 feet, and are proposed to permit a straight 45 feet. No proposed height limit changes except in R-2 from 55 to 45 to accommodate 4 stories, removing.

No changes are proposed to the existing density minimums and maximums in all residential zones for single-family detached and multifamily development. Existing density increases for cluster development, Accessory Dwelling Units (ADUs) and duplexes are retained and new density increases for internal conversions, townhouses and multiplex residential uses are proposed as detailed in the individual dwelling types below.

The code does not currently address floor-to-area ratio, just building lot coverage and setbacks. Extra lot coverage of 5-10% for ADUs is proposed. Also looking to change standard that limits height in mixed use downtown zone if near a residential home rather than proximity to a single family zone.

PAT members discussed height limits for development depending on topography. It works well in the Blue Heron area where height limits are related to the cliffs. If in floodplain, height measurements start at the floodplain. Regarding bonuses, an ADU or duplex on single family lot would not count as a "bonus". Internal conversions and multi-plex development gets same sort of treatment. Existing bonuses of 2 to 1.5 for cluster housing are retained. There is an added density bonus for townhouses to acknowledge the loss of area due to reduced side yards.

Missing Middle

Accessory Dwelling Units

Opportunity for three types of ADUs: internal, attached, detached. Proposed changes look to encourage ADUs by treating them similarly to single family detached homes. Proposed changes include:

- Removing the owner-occupancy restriction.
- Removing parking requirements.
- Remove parking requirements.
- Expanding ADU allowances to permit one ADU for every detached, single family dwelling.
- Simplifying dimensional standards including: size limit of 800sf or 60% of main dwelling; height not to exceed 20 feet or the height of the main dwelling, whichever is greater; and any detached structures to be located behind the front façade of the main dwelling and outside of minimum setbacks.
- Increase lot coverage from 5-10% for sites developed with an ADU.
- Simplify design compatibility standards to match those for other accessory structures.
- Exempt ADUs from density standards.
- Allow through a building permit review, similar to primary dwellings.

PAT members discussed the proposal to remove the owner occupancy description and change in parking. Do not want Oregon City to become overrun with short-term rentals and concern that changing parking standards will have a negative impact on streets as they already are crowded. Oregon City does not have the transit services necessary to support a large number of units without parking. Other PAT members noted that the number of ADUs relative to overall housing is so small that is not an issue and could be revisited if it becomes one. Not requiring parking can lower the cost of a unit.

The PAT reached a consensus recommendation in support of the proposed changes related to accessory dwelling units.

Duplexes

Expand duplex allowances to permit corner duplexes in low-density zones, and duplexes on all lots in medium-density zones.

- Corner duplexes in low-density zones. Introduce duplexes on corner lots in R-10, R-8 and R-6 low-density zones as an allowed use on standard sized lots, subject to similar design standards that apply to single-family homes to create two primary facades on the street-facing façade for each unit.
- Duplexes in medium-density zones. Retain duplexes as an allowed use for all lots in R-3.5 zone and permit duplexes in R-5 zone on standard sized lots, subject to same design standards as single-family homes for compatibility.
- Retain existing parking standards for duplexes, which require no off-street parking minimums for duplexes.

At a prior meeting, TAT members recommended requiring just one street-facing entrance rather than two, and not allowing ADUs on lots with a duplex.

A majority of PAT members recommend supporting the proposed changes related to duplexes with TAT recommendation. One member objected stating that duplexes should only be allowed in medium density zones within urban growth boundary concept plan areas.

Internal Conversion

Permit conversion of existing single-family homes into multiple units through internal divisions to encourage the preservation of existing homes, maintaining the existing neighborhood fabric and preserving the financial and materials investment in the existing home and infrastructure. Because residential building codes require significantly greater construction costs for structures with three or more units compared to single-family and duplex units (one to two units), internal conversions to more than two units will likely be unusual.

- Make homes constructed prior to 1990 eligible for internal conversions, to incentivize retention of older homes. Approximately half of Oregon City homes were constructed prior to 1990, making this a meaningful option for many existing neighborhoods.
- Allow a maximum of four units through an internal conversion, or a combination of internally converted units and an ADU, at a ratio of one allowed unit per 2,500 SF of site area. This would allow up to four units on typical lots in the R-10 district (minimum lot size 10,000 SF), but only two to three units on typical R-6 and R-8 lots with smaller sizes.
- Expansions within one year before or after the conversion would be limited to the lesser of 800 SF or 60% of the existing square footage, identical to ADU size limits for consistency. The limitation is intended to prevent large expansions for the purpose of conversion.
- Similar to ADUs, no additional off-street parking requirements are proposed for internal conversions, to avoid hamstringing projects that lack sufficient off-street parking opportunities.
- Similar to ADUs and duplexes, internal conversions would require a building permit review, and historic review if applicable.

TAT members recommend permitting conversions in houses “at least 20-years old” so the date “floats” over time.

The PAT reached a consensus recommendation in support of the proposed changes related to internal conversions with TAT recommendation.

Townhouses

Support expanded townhouse development by expanding it in the R-5 medium-density zone in addition to the R-3.5 zone where it is already permitted, and permitting it in the R-2 high-density residential zone as an alternative to apartments. Apply new dimensional standards and design standards specific to townhouse development.

- In the medium-density zones, allow smaller townhouse lots at 70% of the minimum for single-family detached dwellings to account for shared wall construction eliminating side yard requirements. Minimum lot sizes and density in high-density R-2 zone proposed equivalent to existing standards.
- Require integration of residential design elements into front facades under the same terms as other single-family residences. Additional standards would require a porch or stairway connecting the townhouse entrance to the street.
- Require shared access for townhouses to prevent garages and driveways from dominating frontages. The proposed approach is to require shared driveways or a private alley.
- To ensure provision of usable yard space on constrained townhouse lots, a minimum standard of 200 square feet of outdoor yard, deck or porch space is proposed. Modified street tree standards are proposed requiring one street tree per two townhouses, acknowledging the frontage constraints of individual lots.

PAT members discussed requirements related to yard space and added “balcony” as included in that category. There was some discussion about changing the allowed square footage, but eventually settled at the 200 square foot number.

The PAT reached a consensus recommendation in support of the proposed changes related to townhouses.

Multi-plexes

Permit small multifamily projects with three to four units on a single lot (triplexes and four-plexes) in medium-density zones, effectively regrouping this subset of projects from multifamily development to single-family/duplex development.

- Allow multiplexes on lots 150-200% of the minimum lot size in the zone, e.g. 7,500 to 10,000 SF in the R-5 zone for three or four units respectively, resulting in a density equivalent to duplexes or townhouses. Allow at the same density as apartments in the high-density zone, one unit per 2,000 SF.
- Provide choice of several design standards in accordance with the style of development.
- Similar to single-family and duplex development, no off-street parking or bicycle parking required.
- Allow as a by-right development through building permit review, rather than site plan review as required for larger multifamily apartments. Should there be a maximum number of units that can be created as multiplexes on adjoining or adjacent lots to limit large clusters of multiplexes that would otherwise be subject to the multifamily design standards and review process? Such clusters would still require subdivision review to create the lots.

PAT members recommend changing the term “multiplex” to triplex and fourplex. ADUs should not be allowed on lots with a triplex or fourplex. Clarify that allowing triplexes on lots 150% of the minimum lot

size (7,500 SF) in the R-5 zone and fourplexes on lots 200% of the minimum lot size (10,000 SF) in the R-5 zone. PAT members like that different paths are available to meet design standards.

A majority of PAT members recommend supporting the proposed changes related to 3-4 plexes. One member objected stating that 3-4 plexes should not be allowed in existing historic districts.

Cluster Housing

Introduce new cluster housing standards for clusters of 4-12 homes at higher densities and smaller scale organized around a central court rather than traditional front yard, sidewalk and curb. Expanding cluster housing beyond cottages is intended to spur development of these smaller infill projects, which has been slow to materialize thus far.

- Allow a wide variety of residential units including detached cottages and duplexes in the low-density zones, additional options for townhouses and multiplex residential in the medium-density zones, and smaller scale garden-style apartments in the high-density zone.
- Increase allowed maximum unit size to 1,500 SF gross floor area with no maximum footprint, to allow greater flexibility in lot configuration and mix of dwelling types.
- Retain density bonuses that allow development at 2x density in low-density zones and 1.5x density in medium-density zones, with no bonus in the high-density zone given the existing high rate.
- Provide greater flexibility in configuring mix of common and private open space, to total 400 SF per dwelling. While a reduction from the current 600 SF, the standard still remains the highest of any dwelling type.
- Update design standards for more flexibility beyond traditional craftsman or farmhouse “cottage” styles, referencing design elements required for other residential development.
- Allow cottage projects to be created on a single lot, to be managed as rentals or sold individually as condos, or to be created on individual lots through subdivision to be owned individually.
- Type II site plan and design review is required; subdivision required if elected.

PAT members discussed whether larger or smaller units should be allowed. Some favored reducing max square footage to 1,200 square feet. Other preferred increasing the maximum size to 1,800 square feet. In the end PAT members settled at the proposed 1,500 square feet.

The PAT reached a consensus recommendation in support of the proposed changes related to cluster housing.

Manufactured Home Parks

Allow manufactured home parks or subdivisions in the R-3.5 zone to legalize three existing communities that together provide over 400 affordable housing units, and can be applied to a fourth park planned for future annexation into the city. Permitting these uses is required by state law, and will allow for modifications and upgrades to existing communities. Due to land prices and relative profitability of different residential uses, no new manufactured home parks are anticipated so the focus is on protecting existing parks.

The PAT reached a consensus recommendation in support of the proposed changes related to manufactured home parks.

Greater Variety at Higher Densities

High Density Variety

Permit a wider range of residential types in the R-2 high-density zone, in place of limiting uses to multifamily apartments, provided that minimum density standards are met.

- Allow single-family detached, duplexes, townhouses, and multiplexes as permitted dwelling types at 2,000 to 2,500 SF per unit.
- Cluster developments incorporating any of the permitted housing types in an alternative courtyard-oriented site layout are permitted, provided R-2 density limits are met.
- Consideration: Should single-family detached use be limited in the R-2 zone to preserve opportunity for diverse housing types, such as limiting it to no more than 50% of new units in a development?

The PAT reached a consensus recommendation in support of the proposed changes related to permitting a wider range of residential types in the R-2 high-density zone. Single family detached and live/work units will not be allowed.

Multifamily Design Standards

Simplify design standards for multifamily and mixed-use buildings to de-emphasize articulation and modulation requirements in favor of architectural detailing and other lower-cost design strategies.

- Remove the recessed window requirement as City staff and several stakeholders highlight it as being costly with a limited design benefit. The requirement for window trim would remain.
- Remove standard that requires a mix of unit types (studios through three-bedroom units) for larger projects as it adds cost and complexity to designing projects and potentially negatively impact affordability goals, particularly as average household size is projected to decline, without compelling evidence that this diversity on a per project level is needed.
- Retain major breaks every 120 feet with additional flexibility for smaller modulations and additional architectural detail required every 30 feet intended to be less costly while still providing visual interest.
- Simplify open space requirements for multifamily projects in residential zones to require 100 square feet of combined open space—common or private—and introduce design standards for each type of open space. The requirement for 15% site landscaping would continue to apply. The proposed standards retain the existing standard for 50 square feet per unit of combined common or private open space in the commercial and mixed-use zones.
- Relax current prohibition on exterior walkways for additional building design flexibility. Interior walkways were not identified as a priority by PAT/TAT and staff.
- Multifamily buildings in the R-2 zone must meet a minimum slope of 4:12 with a maximum 50-foot length for any roof segment, modified from a 6:12 pitch and 35-foot length currently, and multifamily buildings in commercial or mixed-use zones may elect to meet the standards for pitched roofs, flat roofs with vertical modulation, or flat roofs with a distinct roofline.
- Delete requirements for a full height ground floor in recognition that residential buildings, even with taller ground floors, are not likely to be converted to nonresidential use due to additional building code standards and the residential nature of most sites.

After discussing some possible modifications to the proposed code changes, the PAT reached a consensus recommendation in support of the proposed changes related to multifamily design standards.

Off-Street Parking

Introduce straight one space per unit minimum parking standard for apartments to replace current standards between 1 to 1.75 spaces per unit dependent on unit size. The proposal for one parking space per unit provides the freedom to add more parking as desired. Bike parking remains the same.

The PAT reached a consensus recommendation in support of the proposed changes related to off-street parking.

Affordable Housing Density Bonus

Multifamily projects with units affordable to households making 80% or less of the area median income for a minimum term of 30 years could add two market-rate bonus units for every affordable unit constructed, up to a 20% density increase which would go from 21.8 units to 26.2 units per acre maximum in the R-2 zone. Projects composed entirely of affordable units would be eligible for the full bonus.

The PAT reached a consensus recommendation in support of the proposed changes related to an affordable housing density bonus.

Residential in Commercial and Mixed Use Zones

Retain multifamily apartments as a permitted use in commercial and mixed-use zones with no limitations on ground floor use or required commercial component. Live/work units are also a permitted use, though less frequently used. No additional residential uses are proposed for these zones.

- To ensure efficient use of commercial and mixed-use sites, apply the same 17.4 units per net acre minimum density standard as applies to R2 sites for all-residential projects and the residential portion of horizontal mixed-use projects. No density maximums are proposed for such projects, provided the project meets the dimensional standards including height limits between 40-60 feet. For vertical mixed-use projects, no density minimums or maximums apply to incentivize production of any number of units above a ground-floor commercial use.
- As a subset of the multifamily design standards, apply a harmonized mix of residential standards and a limited version of the commercial standards to the first floor commercial/retail use for vertical mixed-use buildings in commercial and mixed-use zones, in lieu of current overlapping residential and commercial standards. The proposal would eliminate conflicts with differing façade modulation requirements for the two portions of the building, while preserving essential street-level activation features.

There was some discussion on this item, but the PAT was not asked for consensus because permitting multifamily apartments in mixed-use and commercial zones is not a change from the current code. No action was taken on the proposed density minimums and design standards.

Procedural and Site Design Standards

Annexation

Retain current standards that automatically apply the lowest density zone that implements the comprehensive plan upon annexation, with opportunity for concurrent rezoning application and review by Planning Commission. While rezoning upon annexation to a higher density can be challenging for applicants and may reduce eventual number of units developed, there is no clear direction in existing long-range land use and transportation plans to support a higher density 'default' zone at this time.

Subdivision Lot Averaging

Retain existing lot averaging provisions for new subdivisions that permit individual lot sizes to be reduced by up to 20% provided that the average lot size within the subdivision meets the minimum requirement for the zone. The provisions allow for more flexible lot patterns, particularly on irregular lots or lots with development restrictions, and ultimately support development of a greater number of residential lots which supports the equitable housing project goals.

A majority of PAT members recommend supporting the proposed changes related subdivision lot averaging. One member objected stating that lot averaging does not serve its intended purpose of addressing lots with topographical or environmental challenges and that the master plan provision or restoring a planned unit development option would be more appropriate.

Residential Master Plans

Strengthen master plan option for larger residential development projects that provide a more creative project approach as an alternative to the standard subdivision process. Master plan is currently oriented towards institutional development, but provides a framework for creative, multi-phase development that will be strengthened by addition of residential-specific standards including opportunity to propose alternative dimensional, density and design standards.

Some PAT members indicated they would prefer to see Planned Unit Development provision brought back for development of this nature.

The PAT reached a consensus recommendation in support of the proposed changes related to residential master plans.

Site Plan and Design Review

Update the procedural standards for the site plan and design review (SPDR) process used to review multifamily, cluster housing, and mixed-use projects, to ensure integration with the new design standards through including cross-references, closing loopholes, and removing duplicative language.

- No changes are proposed to the 15% site landscaping standard that applies to multifamily and cluster housing, but note that changes to the open space requirements for those developments mean the combination of landscaping and open space will be 15% rather than 15% plus approximately 10% open space.
- Delete requirements for alleys to serve new development in the R-2, MUC, MUD and NC zones due to lack of comprehensive alley network plans across those zones, resulting in isolated alley development.
- Refine and remove unnecessary standards including discretionary language about complimentary building design, minor refinements to the list of building materials, and minimum residential density standard that has been included in updated base zone standards.

The PAT reached a consensus recommendation in support of the proposed changes related to site plan and design review.

Emergency Shelters

Introduce a new use category for 'emergency shelters,' defined as, "Congregate facilities providing housing to shelter families and individuals offered on an emergency basis for a period not to exceed 90 days continuously. Shelters may offer meals, lodging and associated services on site, aimed at helping people move towards self-sufficiency." The use will address the need to permanently manage three

existing warming shelters that have previously operated through emergency ordinances in churches and other community facilities. As proposed, shelters would be a permitted use in mixed-use zones and a conditional use in the R-3.5 zone, reflecting current shelter locations. Shelters are currently limited in their operations to winter months, limited hours from 6pm to 7am, only on nights with temperatures below 33 degrees, and proposed use category would allow shelters to operate year-round.

Alternative: Limit shelter use to the same conditions as they currently operate under, allowed during the winter on nights with temperatures below 33 degrees for limited hours from 6pm to 7am, or similar restrictions. Another request to consider allowing religious institutions to house 5-10 beds.

Some PAT members were upset that this proposal was not discussed previously and does not pertain to equitable housing. They feel there has not been ample opportunity for the public to discuss this issue. This is an important issue that warrants a public process separate from this project. Others support the policy as they believe providing shelter for the homeless population is a critical issue.

The PAT was unable to reach a consensus recommendation in support of the proposed changes. Members in favor of the proposals stress the importance of providing shelter for people in need. Members opposed agree, but believe that there should be a more open and transparent process for the public to be involved in considering the proposal.

Next Steps

A letter summarizing PAT recommendations and dissent will be circulated for signature. PAT recommendations will be forwarded to Planning Commission and City Commission to consider for adoption. The City encourages PAT members to attend public hearings to talk about their experience on the PAT. Staff will notify members of hearing dates. Thanks to everyone for participating.



Project Advisory Team (PAT) Meeting

Thursday, June 21 – 6:00 – 8:00 p.m.

Pioneer Community Center (615 5th St.)

Dinner Provided

AGENDA

Meeting Objectives:

- Provide recommendations on proposed code concepts.

Schedule	Topic	Lead
6:00	Welcome	Pete Walter
6:10	Decision-making process	Steve Faust
6:20	PAT Recommendations	Elizabeth Decker/Steve, All
7:30	Future equitable housing topics	All
7:50	Next Steps	Pete
8:00	Adjourn	

Meeting Materials:

- Decision-making Process
- Draft Final Equitable Housing Memo

Project Advisory Team Ground Rules for Meeting Conduct

All participants agree to act in good faith in all aspects of planning discussions. This includes being honest and refraining from undertaking any actions that will undermine or threaten this process. This includes behavior outside of meetings.

Expectations for behavior of advisory team members during and outside of meetings include:

- Be respectful at all times of other representatives and audience members. Listen and try to understand each perspective, even if you disagree. One person will speak at a time. Side conversations and other meeting disruptions will be avoided.
- Bring your concerns into this process to be addressed.
- Refrain from personal attacks, intentionally undermining the process, or publicly criticizing or misstating the positions taken by any other participants during the process.
- Any written communications, including e-mails, blogs and other social media, will be mindful of these ground rules and will maintain a respectful tone even if highlighting different perspectives. The City of Oregon City Web 2.0 Use Policy (Social Media) provides further guidance on the use of social media. Members are reminded that social media may be considered public documents. E-mails and social networking messages meant for the entire group will be distributed via the project team.
- Individual representatives agree to not present themselves as speaking for the advisory team without specific direction and approval by the advisory team.
- All participation in this process is voluntary and may be withdrawn. However, members agree that before withdrawing they will discuss the reason for their withdrawal with the City's project manager and will give the advisory team the opportunity to understand the reasons for withdrawal and to encourage continued participation, if appropriate.
- Requests for information made outside of meetings will be directed to the City's project manager. Responses to such requests will be limited to items that can be provided within a reasonable amount of time.

Expectations for behavior of community members during and outside of meetings include:

- Community members are encouraged to participate in the Equitable Housing Study process. All meetings are open to the public. Each meeting will include a time for public comments. There also are a variety of other opportunities to provide direct comment at any time throughout the process:
 - Web site (<https://www.orcity.org/planning/equitable-housing>)
 - E-mail Pete Walter, (pwalter@orcity.org)
 - Advisory team meetings
- Comments during advisory team meetings will be limited to two (2) minutes or less at the discretion of the facilitator according to time available and other business items.
- Introduce yourself and give your name and address for the record.
- Direct comments and questions to advisory team members, not other community members.
- Keep comments constructive. Personal attacks of any type will not be tolerated.

THANK YOU!



Technical Advisory Team (TAT) Meeting

Thursday, June 21, 3:00 – 5:00 p.m.
Pioneer Community Center (615 5th St.)

SUMMARY

Meeting Objectives:

- Provide recommendations on proposed code concepts.

Members: John Lewis, Angel Sully, Nikolai Ursin, Josh Wheeler, Jonathan Williams.

Staff/Consultants: Carlos Callava, Elizabeth Decker, Steve Faust, Laura Terway, Pete Walter.

Welcome

Pete Walter welcomed everyone to the final TAT meeting and thanked them for attending. Pete explained that the purpose of today's meeting is to review and make final recommendations on the proposed policy and code changes.

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TAT Recommendations

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- Will this approach make a significant impact on development feasibility?
- Will any side impacts from this measure be adequately addressed?

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- Expand housing types while maintaining density in high-density zones.
- Continue to allow multifamily residential in mixed-use and commercial zones.
- Coordinate procedural and design requirements for residential development.

Reorganize Residential Code Chapters

Residential code chapters will be reorganized into Low, Medium and High-density groupings. Low would include R-10, R-8 and R-6. Medium includes R-5 and R-3.5. High includes R-2. These categories are more consistent with comprehensive plan land use designations.

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Only proposed change to setbacks is to make side yard setbacks more consistent across zones. Proposed changes to height standards include that limits would be based on feet rather than the current height *and* story restrictions, to provide greater flexibility in site design. Another proposed change is to height limits of 35 feet for most development, and 25 feet for cluster housing to offset increased density limits and smaller lots. Multifamily standards currently allow 4 stories or 55 feet, and are proposed to permit a straight 45 feet. No proposed height limit changes except in R-2 from 55 to 45 to accommodate 4 stories, removing.

No changes are proposed to the existing density minimums and maximums in all residential zones for single-family detached and multifamily development. Existing density increases for cluster development, Accessory Dwelling Units (ADUs) and duplexes are retained and new density increases for internal conversions, townhouses and multiplex residential uses are proposed as detailed in the individual dwelling types below.

The code does not currently address floor-to-area ratio, just building lot coverage and setbacks. Extra lot coverage of 5-10% for ADUs is proposed. Also looking to change standard that limits height in mixed use downtown zone if near a residential home rather than proximity to a single family zone.

Missing Middle

Accessory Dwelling Units

Opportunity for three types of ADUs: internal, attached, detached. Proposed changes look to encourage ADUs by treating them similarly to single family detached homes. Proposed changes include:

- Removing the owner-occupancy restriction.
- Removing parking requirements.
- Remove parking requirements.
- Expanding ADU allowances to permit one ADU for every detached, single family dwelling.
- Simplifying dimensional standards including: size limit of 800sf or 60% of main dwelling; height not to exceed 20 feet or the height of the main dwelling, whichever is greater; and any detached structures to be located behind the front façade of the main dwelling and outside of minimum setbacks.
- Increase lot coverage from 5-10% for sites developed with an ADU.
- Simplify design compatibility standards to match those for other accessory structures.
- Exempt ADUs from density standards.
- Allow through a building permit review, similar to primary dwellings.

The main item of discussion was how many ADUs to allow on one standard residential lot. The TAT recommended allowing two: one attached and one detached.

Duplexes

Expand duplex allowances to permit corner duplexes in low-density zones, and duplexes on all lots in medium-density zones.

- Corner duplexes in low-density zones. Introduce duplexes on corner lots in R-10, R-8 and R-6 low-density zones as an allowed use on standard sized lots, subject to similar design standards that apply to single-family homes to create two primary facades on the street-facing façade for each unit.
- Duplexes in medium-density zones. Retain duplexes as an allowed use for all lots in R-3.5 zone and permit duplexes in R-5 zone on standard sized lots, subject to same design standards as single-family homes for compatibility.
- Retain existing parking standards for duplexes, which require no off-street parking minimums for duplexes.

TAT members commented that it's "all in the design" and duplexes are subject to the catalog of single family home design requirements. They recommend a change to require a minimum of one street-facing entrance rather than two. Also no ADUs permitted on lots with a duplex.

Internal Conversion

Permit conversion of existing single-family homes into multiple units through internal divisions to encourage the preservation of existing homes, maintaining the existing neighborhood fabric and preserving the financial and materials investment in the existing home and infrastructure. Because residential building codes require significantly greater construction costs for structures with three or more units compared to single-family and duplex units (one to two units), internal conversions to more than two units will likely be unusual.

- Make homes constructed prior to 1990 eligible for internal conversions, to incentivize retention of older homes. Approximately half of Oregon City homes were constructed prior to 1990, making this a meaningful option for many existing neighborhoods.
- Allow a maximum of four units through an internal conversion, or a combination of internally converted units and an ADU, at a ratio of one allowed unit per 2,500 SF of site area. This would allow up to four units on typical lots in the R-10 district (minimum lot size 10,000 SF), but only two to three units on typical R-6 and R-8 lots with smaller sizes.
- Expansions within one year before or after the conversion would be limited to the lesser of 800 SF or 60% of the existing square footage, identical to ADU size limits for consistency. The limitation is intended to prevent large expansions for the purpose of conversion.
- Similar to ADUs, no additional off-street parking requirements are proposed for internal conversions, to avoid hamstringing projects that lack sufficient off-street parking opportunities.
- Similar to ADUs and duplexes, internal conversions would require a building permit review, and historic review if applicable.

TAT members recommend permitting conversions in houses "at least 20-years old" so the date "floats" over time.

Townhouses

Support expanded townhouse development by expanding it in the R-5 medium-density zone in addition to the R-3.5 zone where it is already permitted, and permitting it in the R-2 high-density residential zone as an alternative to apartments. Apply new dimensional standards and design standards specific to townhouse development.

- In the medium-density zones, allow smaller townhouse lots at 70% of the minimum for single-family detached dwellings to account for shared wall construction eliminating side yard requirements. Minimum lot sizes and density in high-density R-2 zone proposed equivalent to existing standards.
- Require integration of residential design elements into front facades under the same terms as other single-family residences. Additional standards would require a porch or stairway connecting the townhouse entrance to the street.
- Require shared access for townhouses to prevent garages and driveways from dominating frontages. The proposed approach is to require shared driveways or a private alley.
- To ensure provision of usable yard space on constrained townhouse lots, a minimum standard of 200 square feet of outdoor yard, deck or porch space is proposed. Modified street tree standards are proposed requiring one street tree per two townhouses, acknowledging the frontage constraints of individual lots.

Multi-plexes

Permit small multifamily projects with three to four units on a single lot (triplexes and four-plexes) in medium-density zones, effectively regrouping this subset of projects from multifamily development to single-family/duplex development.

- Allow multiplexes on lots 150-200% of the minimum lot size in the zone, e.g. 7,500 to 10,000 SF in the R-5 zone for three or four units respectively, resulting in a density equivalent to duplexes or townhouses. Allow at the same density as apartments in the high-density zone, one unit per 2,000 SF.
- Provide choice of several design standards in accordance with the style of development.
- Similar to single-family and duplex development, no off-street parking or bicycle parking required.
- Allow as a by-right development through building permit review, rather than site plan review as required for larger multifamily apartments. Should there be a maximum number of units that can be created as multiplexes on adjoining or adjacent lots to limit large clusters of multiplexes that would otherwise be subject to the multifamily design standards and review process? Such clusters would still require subdivision review to create the lots.

This code change is attractive from a developer standpoint. Similar square footage, but more units. This would likely be seen in urban growth boundary expansion areas. Also as alternative to apartments in the R-2 zone. This change should be considered in low-density zones. Although, it's nice to differentiate between low and medium density classifications. This is the bonus you get for going to R-5. Like the idea of providing flexibility without having to go through the PUD process.

Cluster Housing

Introduce new cluster housing standards for clusters of 4-12 homes at higher densities and smaller scale organized around a central court rather than traditional front yard, sidewalk and curb. Expanding cluster housing beyond cottages is intended to spur development of these smaller infill projects, which has been slow to materialize thus far.

- Allow a wide variety of residential units including detached cottages and duplexes in the low-density zones, additional options for townhouses and multiplex residential in the medium-density zones, and smaller scale garden-style apartments in the high-density zone.
- Increase allowed maximum unit size to 1,500 SF gross floor area with no maximum footprint, to allow greater flexibility in lot configuration and mix of dwelling types.
- Retain density bonuses that allow development at 2x density in low-density zones and 1.5x density in medium-density zones, with no bonus in the high-density zone given the existing high rate.
- Provide greater flexibility in configuring mix of common and private open space, to total 400 SF per dwelling. While a reduction from the current 600 SF, the standard still remains the highest of any dwelling type.
- Update design standards for more flexibility beyond traditional craftsman or farmhouse “cottage” styles, referencing design elements required for other residential development.
- Allow cottage projects to be created on a single lot, to be managed as rentals or sold individually as condos, or to be created on individual lots through subdivision to be owned individually.
- Type II site plan and design review is required; subdivision required if elected.

Note that tiny homes are vehicles and not dwellings in Oregon. You can’t live in a vehicle in Oregon City.

Manufactured Home Parks

Allow manufactured home parks or subdivisions in the R-3.5 zone to legalize three existing communities that together provide over 400 affordable housing units, and can be applied to a fourth park planned for future annexation into the city. Permitting these uses is required by state law, and will allow for modifications and upgrades to existing communities. Due to land prices and relative profitability of different residential uses, no new manufactured home parks are anticipated so the focus is on protecting existing parks.

Greater Variety at Higher Densities

High Density Variety

Permit a wider range of residential types in the R-2 high-density zone, in place of limiting uses to multifamily apartments, provided that minimum density standards are met.

- Allow single-family detached, duplexes, townhouses, and multiplexes as permitted dwelling types at 2,000 to 2,500 SF per unit.
- Cluster developments incorporating any of the permitted housing types in an alternative courtyard-oriented site layout are permitted, provided R-2 density limits are met.
- Consideration: Should single-family detached use be limited in the R-2 zone to preserve opportunity for diverse housing types, such as limiting it to no more than 50% of new units in a development?

Single family detached should be limited in the R-2 zone. Skinny homes offer too much competition with regular apartment developments. Also required to share driveways.

Multifamily Design Standards

Simplify design standards for multifamily and mixed-use buildings to de-emphasize articulation and modulation requirements in favor of architectural detailing and other lower-cost design strategies.

- Remove the recessed window requirement as City staff and several stakeholders highlight it as being costly with a limited design benefit. The requirement for window trim would remain.
- Remove standard that requires a mix of unit types (studios through three-bedroom units) for larger projects as it adds cost and complexity to designing projects and potentially negatively impact affordability goals, particularly as average household size is projected to decline, without compelling evidence that this diversity on a per project level is needed.
- Retain major breaks every 120 feet with additional flexibility for smaller modulations and additional architectural detail required every 30 feet intended to be less costly while still providing visual interest.
- Simplify open space requirements for multifamily projects in residential zones to require 100 square feet of combined open space—common or private—and introduce design standards for each type of open space. The requirement for 15% site landscaping would continue to apply. The proposed standards retain the existing standard for 50 square feet per unit of combined common or private open space in the commercial and mixed-use zones.
- Relax current prohibition on exterior walkways for additional building design flexibility. Interior walkways were not identified as a priority by PAT/TAT and staff.
- Multifamily buildings in the R-2 zone must meet a minimum slope of 4:12 with a maximum 50-foot length for any roof segment, modified from a 6:12 pitch and 35-foot length currently, and multifamily buildings in commercial or mixed-use zones may elect to meet the standards for pitched roofs, flat roofs with vertical modulation, or flat roofs with a distinct roofline.
- Delete requirements for a full height ground floor in recognition that residential buildings, even with taller ground floors, are not likely to be converted to nonresidential use due to additional building code standards and the residential nature of most sites.

Recommendations expand the menu of options for developers, but keeps the options more affordable. TAT members note that we've given up a lot on architectural standards that may result in boxy development in some areas and not in others. As long as changes do not impact the value of existing homes. Note that these changes are only proposed for the R-2 zone, Mixed Use and Commercial zones.

Off-Street Parking

Introduce straight one space per unit minimum parking standard for apartments to replace current standards between 1 to 1.75 spaces per unit dependent on unit size. The proposal for one parking space per unit provides the freedom to add more parking as desired. Bike parking remains the same.

Affordable Housing Density Bonus

Multifamily projects with units affordable to households making 80% or less of the area median income for a minimum term of 30 years could add two market-rate bonus units for every affordable unit constructed, up to a 20% density increase which would go from 21.8 units to 26.2 units per acre maximum in the R-2 zone. Projects composed entirely of affordable units would be eligible for the full bonus.

Residential in Commercial and Mixed Use Zones

Retain multifamily apartments as a permitted use in commercial and mixed-use zones with no limitations on ground floor use or required commercial component. Live/work units are also a permitted use, though less frequently used. No additional residential uses are proposed for these zones.

- To ensure efficient use of commercial and mixed-use sites, apply the same 17.4 units per net acre minimum density standard as applies to R2 sites for all-residential projects and the

residential portion of horizontal mixed-use projects. No density maximums are proposed for such projects, provided the project meets the dimensional standards including height limits between 40-60 feet. For vertical mixed-use projects, no density minimums or maximums apply to incentivize production of any number of units above a ground-floor commercial use.

- As a subset of the multifamily design standards, apply a harmonized mix of residential standards and a limited version of the commercial standards to the first floor commercial/retail use for vertical mixed-use buildings in commercial and mixed-use zones, in lieu of current overlapping residential and commercial standards. The proposal would eliminate conflicts with differing façade modulation requirements for the two portions of the building, while preserving essential street-level activation features.

Procedural and Site Design Standards

Annexation

Retain current standards that automatically apply the lowest density zone that implements the comprehensive plan upon annexation, with opportunity for concurrent rezoning application and review by Planning Commission. While rezoning upon annexation to a higher density can be challenging for applicants and may reduce eventual number of units developed, there is no clear direction in existing long-range land use and transportation plans to support a higher density 'default' zone at this time.

Subdivision Lot Averaging

Retain existing lot averaging provisions for new subdivisions that permit individual lot sizes to be reduced by up to 20% provided that the average lot size within the subdivision meets the minimum requirement for the zone. The provisions allow for more flexible lot patterns, particularly on irregular lots or lots with development restrictions, and ultimately support development of a greater number of residential lots which supports the equitable housing project goals.

TAT members recommend that lot averaging not be allowed for lots with missing middle housing types. Lot averaging only applies to single family detached lots.

Residential Master Plans

Strengthen master plan option for larger residential development projects that provide a more creative project approach as an alternative to the standard subdivision process. Master plan is currently oriented towards institutional development, but provides a framework for creative, multi-phase development that will be strengthened by addition of residential-specific standards including opportunity to propose alternative dimensional, density and design standards.

Site Plan and Design Review

Update the procedural standards for the site plan and design review (SPDR) process used to review multifamily, cluster housing, and mixed-use projects, to ensure integration with the new design standards through including cross-references, closing loopholes, and removing duplicative language.

- No changes are proposed to the 15% site landscaping standard that applies to multifamily and cluster housing, but note that changes to the open space requirements for those developments mean the combination of landscaping and open space will be 15% rather than 15% plus approximately 10% open space.
- Delete requirements for alleys to serve new development in the R-2, MUC, MUD and NC zones due to lack of comprehensive alley network plans across those zones, resulting in isolated alley development.

- Refine and remove unnecessary standards including discretionary language about complimentary building design, minor refinements to the list of building materials, and minimum residential density standard that has been included in updated base zone standards.

Emergency Shelters

Introduce a new use category for 'emergency shelters,' defined as, "Congregate facilities providing housing to shelter families and individuals offered on an emergency basis for a period not to exceed 90 days continuously. Shelters may offer meals, lodging and associated services on site, aimed at helping people move towards self-sufficiency." The use will address the need to permanently manage three existing warming shelters that have previously operated through emergency ordinances in churches and other community facilities. As proposed, shelters would be a permitted use in mixed-use zones and a conditional use in the R-3.5 zone, reflecting current shelter locations. Shelters are currently limited in their operations to winter months, limited hours from 6pm to 7am, only on nights with temperatures below 33 degrees, and proposed use category would allow shelters to operate year-round.

Alternative: Limit shelter use to the same conditions as they currently operate under, allowed during the winter on nights with temperatures below 33 degrees for limited hours from 6pm to 7am, or similar restrictions.

TAT members feel the term "emergency" is confusing as the code currently defines emergency as the temperature being below 33 degrees. Could treat it similar to multifamily or congregation zones. Also want to respond to religious institutions interested in housing up to 5-10 beds. There appears to be a two-part solution. Add a limit for temporary housing to the religious use definition. Then add a provision for emergency (or some other term) shelters.

Next Steps

TAT recommendations will be presented along with the proposed changes at the evening PAT meeting. PAT recommendations will be forwarded to Planning Commission and City Commission to consider for adoption. Thanks to everyone for participating.

**Technical Advisory Team (TAT) Meeting**

Thursday, June 21 – 3 – 5 p.m.

Pioneer Community Center (615 5th St.)*Dinner Provided***AGENDA**

Meeting Objectives:

- Provide recommendations on proposed code concepts.

Schedule	Topic	Lead
3:00	Welcome	Pete Walter
3:10	Decision-making process	Steve Faust
3:20	PAT Recommendations	Elizabeth Decker/Steve, All
4:30	Future equitable housing topics	All
4:50	Next Steps	Pete
5:00	Adjourn	

Meeting Materials:

- Decision-making Process
- Draft Final Equitable Housing Memo



TECHNICAL MEMORANDUM

To: Equitable Housing Project Advisory Team (PAT) and Technical Advisory Team (TAT) Members
From: Elizabeth Decker and Steve Faust, 3J Consulting
CC: Laura Terway and Pete Walter, City of Oregon City
Date: June 15, 2018

Project: Oregon City Equitable Housing Project
RE: Final Policy Recommendations

1. OVERVIEW

This final project memo highlights the main code and policy changes for PAT/TAT review and potential recommendation to the Planning Commission and City Commission. The recommendations incorporate review of three rounds of code amendments: low and medium-density residential districts, including single-family development and missing middle housing types; high-density and mixed-use districts, including multifamily development; and procedural requirements for all development.

Dependent on PAT/TAT recommendations and refinements, a complete package of code concepts and proposed code language, supported by revised maps and development guides, will be presented to Planning Commission and City Commission for review and adoption. The proposed code language will be developed through refinement of draft code reviewed by PAT/TAT.



Figure 1: Overview of Equitable Housing Policy Project Stages

Project Background: The Oregon City Equitable Housing project is working to understand the existing barriers and future solutions to promote a larger supply of equitable housing options for the community. The City seeks to develop code and regulatory improvements that facilitate a fuller spectrum of housing options for its current and future residents in response to increasing cost burdens on Oregon City households, increasing numbers of people experiencing homelessness, and changing household demographics in the city and the broader metro region. The intended outcome for this project is to encourage the development of increased numbers of housing units, of all types, and at a range of affordability levels. Many of the proposed housing options can be collectively referred to as “missing middle housing,” defined as a range of multi-unit or clustered housing types compatible in scale with single-family homes that help meet the growing demand for housing choices at a variety of scales across a variety of neighborhoods.

2. POLICY RECOMMENDATIONS

Recommendations to address the core project objectives can be grouped into five main areas:

- Expand ‘missing middle’ housing in low and medium-density zones.
- Expand housing types while maintaining density in high-density zones.
- Continue to allow multifamily residential in mixed-use and commercial zones.
- Coordinate procedural and design requirements for residential development.
- Provide informational resources.

With the exception of the final recommendation for supporting resources, specific project recommendations to implement the first four policy concepts were developed as proposed changes to the City’s zoning and development regulations. These changes were developed based on public input on surveys and events, PAT/TAT member input, City staff experience, and consultant expertise. The recommended changes are presented individually for PAT/TAT review and endorsement, though they are intended to function together as a collective package to achieve the broader project objectives of furthering equitable housing opportunities.

For the majority of issues, a preferred policy direction has been developed through the course of the project and is presented for PAT/TAT recommendations. Where potential questions or options remain, an alternative policy option is also presented for PAT/TAT review, and discussion will focus on selecting a preferred alternative.

Specific recommendations to implement the main policy concepts include:

A. Overarching Changes

A.1 Reorganization: Introduce new chapters to centralize residential regulations for ease of use, including chapters for the base zones and design standards. Rename base zone chapters to reflect the fuller range of development opportunities proposed, such as changing the name from ‘Single-Family Dwelling District’ to ‘Low-Density Residential District.’ Proposed code organization includes:

- **17.08 Low Density Residential Districts** incorporating existing OCMC 17.08, 17.10 and 17.12 for R-10, R-8 and R-6 zones. This chapter will include use, density and dimensional standards, similar to the existing chapters.
- **17.10 Medium Density Residential Districts** incorporating existing OCMC 17.14 and 17.16 for R-5 and R-3.5 zones. This chapter will include use, density and dimensional standards, similar to the existing chapters.
- **17.12 High Density Residential District** incorporating existing OCMC 17.18. for R-2 zone, including use, density and dimensional standards.
- **17.14 Single-family & Duplex Residential Design Standards**, incorporating existing OCMC 17.20, 17.21 and 17.22, incorporating new standards specific to duplexes and corner duplexes.
- **17.16 Townhouse Residential Design Standards**, new chapter adapting similar design themes for single-family and duplex units in OCMC 17.14 for attached residential (townhouse) projects.
- **17.18 Multifamily Residential Design Standards**, new chapter, incorporating existing OCMC 17.62 and 17.62.057 for multifamily residential projects.
- **17.20 Additional Residential Design Standards**, new chapter detailing standards for ADUs (adapted from existing OCMC 17.54.090), Cluster Housing (adapted from OCMC 17.62.059), Internal Conversions, Live/Work Units (adapted from OCMC 17.54.105), Manufactured Homes, Manufactured Home Parks.

A.2 Dimensional and density standards: Largely maintain existing dimensional and density standards for existing single-family and multifamily development types; new standards for proposed missing middle housing types are detailed in the following section.

- *Setbacks.* No significant changes are proposed to the dimensional standards as they affect single-family detached homes besides making side yard setbacks more consistent across zones. No changes are proposed to setbacks for multifamily projects.
- *Height.* Height standards are proposed based on feet rather than current two-part height and story restrictions, to provide greater flexibility in site design. Current single-family regulations allow 2.5 stories, the half story being a story under a peaked roof, or 35 feet. The stories limitation may discourage construction of basements that can be converted to ADUs, which would be counted as a story despite no or minimal impact to the overall height. Proposed height limits are 35 feet for most development, and 25 feet for cluster housing to offset increased density limits and smaller lots. Multifamily standards currently allow 4 stories or 55 feet, and are proposed to permit a straight 45 feet.
- *Base Density.* No changes are proposed to the existing density minimums and maximums in all residential zones for single-family detached and multifamily development. Existing density increases for cluster development, ADUs and duplexes are retained, and new density increases for internal conversions, townhouses and multiplex residential uses are proposed as detailed in the individual dwelling types below.

B. Expand Missing Middle Housing Types

B.1. Accessory Dwelling Units: Liberalize ADU regulations to remove owner-occupancy and off-street parking requirements consistent with emerging best practices and state mandates, and to simplify dimensional and design standards. ADUs provide flexibility for homeowners to use their property, and expand housing options for residents of primary dwellings and ADUs, with relatively low impact to the surrounding neighborhood given the small scale and limited adoption of ADUs.

- *Remove owner-occupancy restriction.* Requiring owner occupancy of a property with an ADU adds an additional layer of complexity and regulation, further discouraging interested homeowners from considering an ADU and significantly limiting financing options. There are no owner occupancy requirements for other residential uses, and there does not appear to be a significant policy reason to single out ADUs for these restrictions given their relatively low numbers. If concerns arise, owner occupancy regulations could be developed to address residential uses more holistically across the city, such as through a short-term rental policy.
- *Expand ADU allowances.* Permit one ADU for every detached single-family dwelling—rather than per lot or parcel, as currently regulated—in all residential zones, as required by recent state legislation.

Alternative: Allow up to two ADUs (one attached ADU, within the principal dwelling, and one detached ADU) per single-family dwelling to further expand the potential for creating new units, as recommended by experts in ADU development and state regulations. If there is concern about density of ADUs, the two-ADU allowance could be limited to larger lots above a certain size, such as 6,000 or 7,500 SF. Few homeowners would likely exercise this option but it could provide additional opportunities for unique sites.

- *Parking.* Eliminate parking requirements for ADUs, and leave it up to homeowners to decide whether to provide an off-street space or use on-street parking, to prioritize housing units rather than parking on residential lots and expand flexibility to fit ADUs on individual lots. Policy would be consistent with existing parking standards for single-family residential units that do not require any off-street parking. Given low numbers of ADUs expected, related on-street parking will have a minimal impact on any specific street.
- *Simplify dimensional standards.* Match dimensional standards to the underlying zone and the standards for other accessory structures, including a size limit of 800 SF or 60% of the main dwelling (up from 40% currently), whichever is less; height not to exceed 20 feet or the height of the main dwelling, whichever is greater; and any detached structures to be located behind the front façade of the main dwelling and outside of minimum setbacks.
- *Increase lot coverage.* Include 5-10% increased lot coverage for sites developed with an ADU for increased flexibility and to encourage ADU development.
- *Design compatibility.* Simplify design compatibility standards to match those for other accessory structures, requiring similar materials as the primary structure in place of existing regulations governing roof pitch, eaves, windows and materials. Given that almost all ADUs are a custom design commissioned by homeowners,

design quality is typically high and can be more flexible and interesting than straight compatibility.

- *Clarify ADU density and occupancy limits.* Exempt ADUs from density standards, and clarify that each ADU, as a dwelling, may accommodate one “family” as defined in the code, rather than sharing an occupancy quota with the principal dwelling.
- *Review.* Allow through a building permit review, similar to primary dwellings, since all standards are clear and objective.

B.2 Duplexes: Expand duplex allowances to permit corner duplexes in low-density zones, and duplexes on all lots in medium-density zones.

- *Corner duplexes in low-density zones.* Introduce duplexes on corner lots in R-10, R-8 and R-6 low-density zones as an allowed use on standard sized lots, subject to similar design standards that apply to single-family homes to create two primary facades on the street-facing façade for each unit.
- *Duplexes in medium-density zones.* Retain duplexes as an allowed use for all lots in R-3.5 zone and permit duplexes in R-5 zone on standard sized lots, subject to same design standards as single-family homes for compatibility.
- *Parking.* Retain existing parking standards for duplexes, which require no off-street parking minimums for duplexes.

B.3 Internal conversions: Permit conversion of existing single-family homes into multiple units through internal divisions to encourage the preservation of existing homes, maintaining the existing neighborhood fabric and preserving the financial and materials investment in the existing home and infrastructure. Internal conversions may be particularly applicable in historic districts to maintain existing external building design while providing greater flexibility inside. Because residential building codes require significantly greater construction costs for structures with three or more units compared to single-family and duplex units (one to two units), internal conversions to more than two units will likely be unusual. At two units, internal conversions would be similar to duplexes and a principal dwelling with an attached ADU, but with greater flexibility.

- *Eligibility.* Make homes constructed prior to 1990 eligible for internal conversions, to incentivize retention of older homes. Approximately half of Oregon City homes were constructed prior to 1990, making this a meaningful option for many existing neighborhoods.
- *Limit of four units.* Allow a maximum of four units through an internal conversion, or a combination of internally converted units and an ADU, at a ratio of one allowed unit per 2,500 SF of site area. This would allow up to four units on typical lots in the R-10 district (minimum lot size 10,000 SF), but only two to three units on typical R-6 and R-8 lots with smaller sizes. Projects with more than two units are expected to be rare because of commercial building codes that would kick in.
- *Expansion limitations.* Expansions within one year before or after the conversion would be limited to the lesser of 800 SF or 60% of the existing square footage, identical to ADU size limits for consistency. The limitation is intended to prevent large expansions for the purpose of conversion.

- *Parking.* Similar to ADUs, no additional off-street parking requirements are proposed for internal conversions, to avoid hamstringing projects that lack sufficient off-street parking opportunities.
- *Review.* Similar to ADUs and duplexes, internal conversions would require a building permit review, and historic review if applicable.

B.4 Townhouses: Support expanded townhouse development, which has traditionally performed well in the Oregon City market, by expanding it in the R-5 medium-density zone in addition to the R-3.5 zone where it is already permitted, and permitting it in the R-2 high-density residential zone as an alternative to apartments. Apply new dimensional standards and design standards specific to townhouse development.

- *Dimensional standards.* In the medium-density zones, allow smaller townhouse lots at 70% of the minimum for single-family detached dwellings to account for shared wall construction eliminating side yard requirements. Reduced lot size also translates into a density bonus to incentivize such development. Minimum lot sizes and density in high-density R-2 zone proposed equivalent to existing standards.
- *Design standards.* Require integration of residential design elements into front facades under the same terms as other single-family residences. Additional standards would require a porch or stairway connecting the townhouse entrance to the street, in proposed OCMC 17.16.030.
- *Shared access.* Require shared access for townhouses to prevent garages from dominating front façades and to prevent driveways from displacing yards, impacting pedestrian connectivity, and conflicting with on-street parking options. Existing standards already limit driveway and garage width for many narrow lots to 12 feet or 50-60% of the lot width. The proposed approach is to require shared driveways, as illustrated in proposed OCMC 17.16.040, or a private alley. These would provide reduced impervious surfaces, more on-street parking and street-side planter strips with trees and room for utilities.
- *Outdoor space.* To ensure provision of usable yard space on constrained townhouse lots, a minimum standard of 200 square feet of outdoor yard, deck or porch space is proposed. Modified street tree standards are proposed requiring one street tree per two townhouses, acknowledging the frontage constraints of individual lots.

B.5 Multiplexes: Permit small multifamily projects with three to four units on a single lot (triplexes and four-plexes) in medium-density zones, effectively regrouping this subset of projects from multifamily development to single-family/duplex development.

- *Dimensional standards.* Allow multiplexes on lots 150-200% of the minimum lot size in the zone, e.g. 7,500 to 10,000 SF in the R-5 zone for three or four units respectively, resulting in a density equivalent to duplexes or townhouses. Allow at the same density as apartments in the high-density zone, one unit per 2,000 SF.
- *Design standards.* Provide choice of several design standards depending on style of development. Development may elect to comply with townhouse standards for attached units with similar form, single-family detached or duplex standards for detached units, or a modified version of multifamily standards scaled for smaller projects.

- *Parking.* Similar to single-family and duplex development, no off-street parking or bicycle parking would be required, provided that if parking is provided, it must meet standards for shared access similar to townhouses for individual parking spaces, and groupings of more than four spaces must meet parking lot design standards of OCMC 17.52.
- *Review.* Allow as a by-right development through building permit review, rather than site plan review as required for larger multifamily apartments.

Consideration: Should there be a maximum number of units that can be created as multiplexes on adjoining or adjacent lots, to limit large clusters of multiplexes that would otherwise be subject to the multifamily design standards and review process? Such clusters would still require subdivision review to create the lots.

B.6 Cluster housing: Introduce new cluster housing standards as a significant revision to the existing cottage housing standards that permit clusters of 4-12 homes at higher densities and smaller scale organized around a central court rather than traditional front yard, sidewalk and curb. Expanding cluster housing beyond cottages is intended to spur development of these smaller infill projects, which has been slow to materialize thus far.

- *Residential types.* Allow a wide variety of residential units including detached cottages and duplexes in the low-density zones, additional options for townhouses and multiplex residential in the medium-density zones, and smaller-scale garden-style apartments in the high-density zone.
- *Dimensional standards.* Increase allowed maximum unit size to 1,500 SF gross floor area with no maximum footprint, to allow greater flexibility in lot configuration and mix of dwelling types.
- *Density.* Retain density bonuses that allow development at 2x density in low-density zones and 1.5x density in medium-density zones, with no bonus in the high-density zone given the existing high rate.
- *Open space.* Provide greater flexibility in configuring mix of common and private open space, to total 400 SF per dwelling. While a reduction from the current 600 SF, the standard still remains the highest of any dwelling type.
- *Design standards.* Update design standards for more flexibility beyond traditional craftsman or farmhouse “cottage” styles, referencing design elements required for other residential development.
- *Lot patterns.* Allow cottage projects to be created on a single lot, to be managed as rentals or sold individually as condos, or to be created on individual lots through subdivision to be owned individually.
- *Review.* Type II site plan and design review is required; subdivision required if elected.

B.7 Manufactured Home Parks: Allow manufactured home parks or subdivisions in the R-3.5 zone is long overdue in order to legalize three existing communities that together provide over 400 affordable housing units, and can be applied to a fourth park planned for future annexation into the city. Permitting these uses is required by state law, and will allow for modifications and upgrades to existing communities. Due to land

prices and relative profitability of different residential uses, no new manufactured home parks are anticipated so the focus is on protecting existing parks. There are additional protections in OCMC 15.52 to address potential park closures already in place.

C. Expand High-Density Housing Options

C.1 High-density variety: Permit a wider range of residential types in the R-2 high-density zone, in place of limiting uses to multifamily apartments, provided that minimum density standards are met.

- *Expand residential uses.* Allow single-family detached, duplexes, townhouses, and multiplexes as permitted dwelling types provided minimum density of 17.4-21.8 units per net acre is met, which translates to 2,000 to 2,500 SF per unit.

Consideration: Should single-family detached use be limited in the R-2 zone to preserve opportunity for diverse housing types, such as limiting it to no more than 50% of new units in a development? Or is the density level and small minimum lot sizes enough to ensure that any resulting single-family detached development provides variety in both form and price compared to other zones?

- *Cluster development.* Cluster developments incorporating any of the permitted housing types in an alternative courtyard-oriented site layout are permitted, provided R-2 density limits are met.

C.2 Multifamily design standards: Simplify design standards for multifamily and mixed-use buildings to de-emphasize articulation and modulation requirements in favor of architectural detailing and other lower-cost design strategies.

- *Remove recessed window requirement.* City staff and several stakeholders highlighted this requirement for being costly with a limited design benefit; it is proposed to be deleted though requirement for window trim would remain.
- *Remove unit diversity requirement.* Current standards require a mix of unit types (studios through three-bedroom units) for larger projects, and are proposed to be deleted. There is concern that it would add cost and complexity to designing projects and potentially negatively impact affordability goals, particularly as average household size is projected to decline, without compelling evidence that this diversity on a per project level is needed.
- *Simplify façade modulation and detailing standards.* Modulation requirements emerged as one of the greatest design-related costs, in the context of multiple overlapping standards for façade design and modulation intended to prevent blank walls along street façades. The proposed revisions retain major breaks every 120 feet with additional flexibility for smaller modulations and additional architectural detail required every 30 feet intended to be less costly while still providing visual interest.
- *Combine public and private open space requirements.* Simplify open space requirements for multifamily projects in residential zones to require 100 square feet of combined open space—common or private—and introduces design standards for each type of open space. In addition to the developed open space, the requirement for 15% site landscaping would continue to apply. The

proposed standards retain the existing standard for 50 square feet per unit of combined common or private open space in the commercial and mixed-use zones.

- *Exterior elevated walkways.* Relax current prohibition on exterior walkways for additional building design flexibility; interior walkways were not identified as a priority by PAT/TAT and staff.
- *Roofline modulation.* Multifamily buildings in the R-2 zone must meet a minimum slope of 4:12 with a maximum 50-foot length for any roof segment, modified from a 6:12 pitch and 35-foot length currently, and multifamily buildings in commercial or mixed-use zones may elect to meet the standards for pitched roofs, flat roofs with vertical modulation, or flat roofs with a distinct roofline.
- *Minimum ground floor height.* Delete requirements for a full height ground floor in recognition that residential buildings, even with taller ground floors, are not likely to be converted to nonresidential use due to additional building code standards and the residential nature of most sites.

C.3 Off-Street parking requirements: Introduce straight one space per unit minimum parking standard for apartments to replace current standards between 1 to 1.75 spaces per unit dependent on unit size. No other residential parking standards are tied to unit size, and in fact almost all other residential types are exempt from any minimum parking regulations. Provision of off-street parking is a significant expense for development with significant impacts on site layout and feasibility; reductions in minimum parking standards provide greater flexibility for developers to balance provision of housing units and provision of car parking.

C.4 Affordable housing density bonus: Offer a modest density bonus in the high-density zone for affordable housing development. Multifamily projects with units affordable to households making 80% or less of the area median income for a minimum term of 30 years could add two market-rate bonus units for every affordable unit constructed, up to a 20% density increase which would go from 21.8 units to 26.2 units per acre maximum in the R-2 zone. Projects composed entirely of affordable units would be eligible for the full bonus. (Note: density bonuses in the commercial and mixed-use zones were not considered viable because density is already unlimited, subject only to height limits.)

D. Residential Opportunities in Mixed-Use and Commercial Zones

D.1 Residential use in mixed-use and commercial zones: Retain multifamily apartments as a permitted use in commercial and mixed-use zones with no limitations on ground floor use or required commercial component. Given the limited R-2 land available and large amount of commercial and mixed-use areas available, high-density residential in these zones will be an important strategy to expanding future housing development, particularly development near commercial services and transit. Live/work units are also a permitted use, though less frequently used. No additional residential uses are proposed for these zones.

- *Minimum density.* To ensure efficient use of commercial and mixed-use sites, apply the same 17.4 units per net acre minimum density standard as applies to R-2 sites for all-residential projects and the residential portion of horizontal mixed-

use projects. No density maximums are proposed for such projects, provided the project meets the dimensional standards including height limits between 40-60 feet. For vertical mixed-use projects, no density minimums or maximums apply to incentivize production of any number of units above a ground-floor commercial use.

- *Design standards for mixed-use buildings.* As a subset of the multifamily design standards, apply a harmonized mix of residential standards and a limited version of the commercial standards to the first floor commercial/retail use for vertical mixed-use buildings in commercial and mixed-use zones, in lieu of current overlapping residential and commercial standards. The proposal would eliminate conflicts with differing façade modulation requirements for the two portions of the building, while preserving essential street-level activation features.

E. Procedural and Site Design Standards

E.1 Annexation: Retain current standards that automatically apply the lowest density zone that implements the comprehensive plan upon annexation, with opportunity for concurrent rezoning application and review by Planning Commission. While rezoning upon annexation to a higher density can be challenging for applicants and may reduce eventual number of units developed, there is no clear direction in existing long-range land use and transportation plans to support a higher density 'default' zone at this time.

Alternative: Change the default zoning upon annexation of low-density designations to R-8, which is in the middle of the low-density residential zones, in place of R-10. This would allow conversations about density to start at the midpoint rather than one end of the scale, provided transportation planning is determined to support the proposal.

E.2 Subdivision lot averaging: Retain existing lot averaging provisions for new subdivisions that permit individual lot sizes to be reduced by up to 20% provided that the average lot size within the subdivision meets the minimum requirement for the zone. The provisions allow for more flexible lot patterns, particularly on irregular lots or lots with development restrictions, and ultimately support development of a greater number of residential lots which supports the equitable housing project goals.

Considerations: How should lot averaging apply to lots for missing-middle housing, when the provisions were largely intended for single-family detached developments with larger minimum lot size standard? In recognition of the fact that missing middle lot sizes have already been reduced for townhouses and clusters, as well as the complicated math of averaging different minimum lot sizes, lot averaging is proposed to only apply to single-family detached residential lots.

E.3 Residential master plans: Strengthen master plan option for larger residential development projects that provide a more creative project approach as an alternative to the standard subdivision process. Master plan is currently oriented towards institutional development, but provides a framework for creative, multi-phase development that will be strengthened by addition of residential-specific standards including opportunity to propose alternative dimensional, density and design standards.

E.4 Site plan & design review: Update the procedural standards for the site plan and design review (SPDR) process used to review multifamily, cluster housing, and mixed-use projects, to ensure integration with the new design standards through cross-references, close loopholes, and remove duplicative language. Refine the design standards for many basic elements of site design such as pedestrian circulation, parking lot location relative to building presence, and building materials that apply in addition to the refined design standards specific to each type of development such as the multifamily and cluster housing standards.

- No changes are proposed to the 15% site landscaping standard that applies to multifamily and cluster housing, but note that changes to the open space requirements for those developments mean the combination of landscaping and open space will be 15% rather than 15% plus approximately 10% open space.
- Delete requirements for alleys to serve new development in the R-2, MUC, MUD and NC zones due to lack of comprehensive alley network plans across those zones, resulting in isolated alley development.
- Refine and prune unnecessary standards including discretionary language about complimentary building design, minor refinements to the list of building materials, and minimum residential density standard that has been included in updated base zone standards.

F. Other

F.1 Permit emergency shelters: Introduce a new use category for 'emergency shelters,' defined as, "Congregate facilities providing housing to shelter families and individuals offered on an emergency basis for a period not to exceed 90 days continuously. Shelters may offer meals, lodging and associated services on site, aimed at helping people move towards self-sufficiency." The use will address the need to permanently manage three existing warming shelters that have previously operated through emergency ordinances in churches and other community facilities. As proposed, shelters would be a permitted use in mixed-use zones and a conditional use in the R-3.5 zone, reflecting current shelter locations. Shelters are currently limited in their operations to winter months, limited hours from 6pm to 7am, only on nights with temperatures below 33 degrees, and proposed use category would allow shelters to operate year-round.

Alternative: Limit shelter use to the same conditions as they currently operate under, allowed during the winter on nights with temperatures below 33 degrees for limited hours from 6pm to 7am, or similar restrictions.

3. OPPORTUNITIES FOR FURTHER STUDY

Though the scope of the Equitable Housing Project has been intentionally broad, there were inevitably additional supporting efforts in code and beyond code that could not be addressed as part of this project. PAT/TAT input on additional areas for future investigation is desired and will be shared with Council. All ideas generated will be shared, rather than seeking consensus on the list; the intention is not to prioritize future

work tasks or indicate group support for specific concepts, but rather to record the full scope of PAT/TAT conversations throughout the project. Initial ideas for next steps beyond this project include but are not limited to:

- Update System Development Charges (SDCs), specifically how rates apply to missing middle housing types and searching for ways to better calibrate rates to infrastructure impacts for particular types of dwellings in recognition that large single-family detached homes have greater impacts than an ADU. At a minimum, SDC rates need to be specified for each missing middle type using existing categories, even if new categories cannot yet be developed.
- Develop Engineering Standards and revise related portions of Title 12 and Title 16 that include standards for public infrastructure that apply to development. Long-term, these standards should be reduced and consolidated, with the majority of engineering-specific standards moving to a separate engineering standards manual. Though consolidation and reorganization of existing code sections was considered with this project, it was ultimately beyond the scope of the consultants or staff to complete at this time.
- Explore additional residential alternatives, particularly boarding house or single-room occupancy (SROs) and tiny house village options. SROs are a historic development type that is experiencing renewed interest as a-pod-ments or micro-apartments, because they offer very small units with fewer amenities at lower costs; larger cities such as San Francisco and Seattle are just beginning to experiment with them which may eventually highlight best practices for smaller cities such as Oregon City. Tiny homes also remain in uncertain territory, pending further developments in the state building code to determine whether they can be used a permanent dwelling. When resolved, the City may consider whether to allow congregations of tiny homes in village-like clusters.
- Monitor residential development in commercial and mixed-use zones to determine whether it is competing with commercial development, and consider revisions to allowed uses in those zones to limit residential to a portion of the site, potentially in conjunction with commercial development.
- Consider developing R-1 apartment zone and designating additional land for higher-density, multistory residential development if additional land for multifamily development is needed, considering limited supply of R-2 acreage.
- Develop discretionary design guidelines for multifamily and mixed-use development as an alternative track to the current clear and objective standards, for more creative projects.
- Develop manufactured home park zone for existing sites to better protect parks from redevelopment pressures, to bolster protection afforded in OCMC 15.52 to discourage park closures.
- Review and harmonize single-family design standards in South End, Park Place and future Beaver Creek Road standards, to ensure that the standards are not a barrier to needed development in these future growth areas.
- Revisit transportation and land use plans for future annexation areas and consider updating to permit 'default' zoning upon annexation at higher densities. The presumption of lowest density zoning can color both neighbor and

developer expectations, and creates a barrier to higher density development that could better provide equitable housing options.

- Measures to support tenants rights, including limits on no-cause evictions and/or limits on rent increases.

4. NEXT STEPS

The PAT and TAT will review the proposed policy recommendations at their meetings scheduled for June 21, 2018, and will seek to develop a series of joint recommendations to guide the Planning Commission and City Commission adoption process. PAT and TAT members are welcome to ask questions and provide feedback before and after the meetings; please provide all comments to staff prior to June 29, 2018 so they can be incorporated into the final draft of the memo and subsequently into the project recommendations. The legislative code amendments will be assembled to incorporate draft code reviewed by PAT/TAT at previous meetings, refined to reflect final recommendations and a thorough compatibility/consistency review to ensure smooth implementation. The full package of policy recommendations, code amendments, mapping, and educational resources will be presented to the Planning Commission and City Commission in fall 2018.



OREGON CITY



Equitable Housing Project

PROJECT ADVISORY TEAM MEETING #5 - June 21, 2018

Pioneer Community Center Classroom, 615 5th St, - 5:00 - 7:00 Pm.

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Project Advisory Team

Proposed Decision-Making Process

The Oregon City Equitable Housing Project Advisory Team (PAT) is an advisory committee to the City of Oregon City. The PAT will endeavor to make a consensus recommendation to the City regarding proposed zoning code concepts to promote more equitable housing.

Consensus is a participatory process whereby, on matters of substance, the members strive for agreements that they can accept, support, live with, or agree not to oppose. Consensus means that no representatives voiced objection to the position, but does not necessarily mean all members support the position. Every effort will be made to reach consensus through discussion and negotiation.

When consensus cannot be reached, a majority recommendation will go forward with a record of objections from PAT members that prevent full consensus.



OREGON CITY



Equitable Housing Project

TECHNICAL ADVISORY TEAM MEETING #5 - June 21, 2018
Pioneer Community Center, 615 5th St, 3:00 - 5:00 Pm.

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Technical Advisory Team

Proposed Decision-Making Process

The Oregon City Equitable Housing Project Technical Advisory Team (TAT) is an advisory committee to the City of Oregon City. The TAT will endeavor to make a consensus recommendation to the City regarding proposed zoning code concepts to promote more equitable housing.

Consensus is a participatory process whereby, on matters of substance, the members strive for agreements that they can accept, support, live with, or agree not to oppose. Consensus means that no representatives voiced objection to the position, but does not necessarily mean all members support the position. Every effort will be made to reach consensus through discussion and negotiation.

When consensus cannot be reached, a majority recommendation will go forward with a record of objections from TAT members that prevent full consensus.



Project Advisory Team (PAT) Meeting

Tuesday, May 1, 6:00 – 9:00 p.m.
Pioneer Community Center (615 5th St.)

SUMMARY

Meeting Objectives:

- Guide the development of educational materials
- Provide comments on proposed code concepts/amendments for review procedures and improvements

Members: Talena Adams, Commissioner Nancy Ide, Todd Iselin, Gary Martin, Denyse McGriff, Kira Meyrick, Rosalie Nowalk, Lynda Orzen, Adam Zagel.

Staff/Consultants: Carlos Callava, Elizabeth Decker, Steve Faust, Laura Terway, Pete Walter.

Welcome, Introductions

Pete Walter welcomed PAT members and reminded them of the project purpose, to develop more housing and more opportunities for affordable housing and to look at the City's zoning code for opportunities to remove barriers that prevent more equitable housing. This direction came directly from the City Commission.

Equitable Housing Opportunity Sites

Pete introduced the concept of a mapping application on the City's website for people to identify where they can build different housing types. While the actual tool is not ready, Pete printed out a zoning map and two other maps with information related to equitable housing, such as the location of parks, transit, businesses, childcare, trail locations, etc. The tool would reflect the changes implemented through this process.

The PAT engaged in some conversation about Accessory Dwelling Units (ADUs) and how they can be allowed in a single family residential zone. Elizabeth responded that by definition, ADUs are accessory. The idea is to allow more units in the zone without changing the low-density character.

PAT members suggested including Local Improvement Districts (LIDs) as a layer and to think about government versus homeowner sponsored LIDs.

Educational Materials: Development Guides

Elizabeth Decker presented some examples of development guides from other communities to generate discussion about what discussion guides in Oregon City might look like. Through this project, the City is preparing seven development guides:

- Single-family homes
- Accessory dwelling units (ADUs)
- Townhouses
- Apartment or condo units
- Cluster housing

- Duplex and/or corner duplex
- Internal conversions

The guides would assist developers and people interested in developing their own property. An assortment of existing development guides is already available over the counter. These guides would summarize potential housing types and explain the development process, what permits are needed, describe any requirements, and indicate what costs are typically associated with a project. This requires a lot of coordination between City Planning, Engineering and Building.

The examples are from Oregon City, Portland and Milwaukie. Some guides are more information based, others provided step-by-step instructions and others are more graphics based. What do PAT members think is most useful?

PAT comments included:

- is transitional housing or shelter housing is included in these types? *The answer is no. That housing type is more likely to be built by more professional developers.*
- The guides should be written in laymen's terms. This is a complex topic and hard to keep it in simple language, but too much information and jargon will lose people.
- PAT members like the example that includes a hyperlink to the actual development code.
- Looking at sample Fees, it appears that smaller homes are not treated differently than larger homes and that doesn't seem fair. And that people building bigger houses should pay extra. Fees are a challenging topic and there is a lot of discussion about how to scale fees relative to impacts. Fees such as SDCs are based on impacts to transportation system, so those are the same no matter how big your house. The City is always trying to right-size the fees, but still collect enough to pay for infrastructure. This is not within the scope of this project, but will be a recommendation for a next step.
- Like flow of the Type II brochure with flow charts and really breaking it down. More graphics is better. This makes process seem less overwhelming when shown in individualized pieces. The City has a good one that shows design guidelines for the historic district with diagrams. Pictures and graphics to explain concepts are important. A balance of text and graphics is ideal.
- The Milwaukie example does a good job with diagrams. Pictures of roofs and the explanation of different types of roofs would be helpful.
- I like checklists. They are easier to work with.
- Exclude the fees or make it a separate flyer so people aren't confused. You can link to it.

Educational Materials: ADU Brochure

Steve Faust presented the draft ADU brochure. The purpose of this brochure is to encourage homeowners to develop ADUs. Overall, people liked the information contained in the brochure and the way it was written.

PAT comments included:

- The only comment is to include a section on issues related to ADUs that homeowners should consider:
 - Fees and tax implications.
 - Are you ready to be a landlord?
 - Talk to your neighbors as they may not like impacts in terms of parking, privacy or density.
- I'm confused by the size limitation.
- There should be Oregon City examples if possible. Maybe try to substitute the 850sf example for another.

- Add the concept of tiny homes as a call out box?

Following a question about short-term rentals, Pete and Laura Terway indicated that short-term rentals are a conditional use in all residential zones. Most in Oregon City are under the radar. The City is monitoring them not rushing to solve something that might not be a problem.

Educational Materials: Development Fees Calculator

The development fees calculator is designed to help inform developers' own pro forma assumptions about "soft costs". The calculator could include costs related to permit fees, processes, inspections, system development charges, and potential incentives available to offset or finance these costs for selected types of residential development projects. Ideally, the calculator could adjust estimated costs based on site size, project geography, project type, and other factors.

Pete presented an example from City of Eugene so PAT members could comment on what they like about the calculator and suggest what other things Oregon City should include. Currently, people can do their own legwork to figure out costs, but it involves talking to multiple departments. The idea behind this tool is to get all the information in one place.

The draft calculator that the consultants are working on will not include every number of outlets or plumbing fixtures, but provide some basic information to calculate a ballpark estimate of what fees will be. The Eugene example also has a tab for public works. The Oregon City tool would be more detailed with SDC information and would include a tab for consulting costs as the code requires an engineer, landscape architect, architect, wetland specialist, etc.

PAT members commented that quite a few fees are standard. You could put standard fees together in one place and those that vary in another place. The more information you enter in, the better the information out will be. The City of Portland has an excellent one. The City should think about what level of accuracy they want to achieve with the tool. To the \$1,000? To the \$100?

Pete stated that the tool does not include street improvement costs. The fee estimator would be used for additions, ADUs, internal conversions, and new residential construction of single family detached, duplexes and townhomes. It also could be customized for bigger projects.

Code Amendments Round 3: Review Procedures and Improvements

Elizabeth Decker presented the third of three sets of zoning amendments. We have gone through the "what" and now it's time for the "how" of review procedures and improvements. The development review process involves three City departments: land use, engineering and building. The process flows as follows:

- Project design
- Pre-application
- Land use permits
- Engineering permits
- Building permits

Key procedures involved in the land development process include annexation, land divisions, site plan and design review and master plans. Procedures require one of four processes including the following:

- Type I staff review
- Type II administrative review with public comment
- Type III quasi-judicial review by Planning Commission through public hearing process

- Type IV legislative review from the Planning commission and City Commissions through public hearings.

Annexation

Annexation is the process to bring parcels into the city limits. Oregon City requires voter-approved annexation, but recent legislation allows annexations that meet certain criteria to be approved without a vote. When a range of zones is assigned to parcels outside city limits, the City defaults to the least dense designation upon annexation. This may result in missing an opportunity to provide more units on the land. The consultant proposal is to not have any default, but to require a zone change to assign the appropriate zone for each parcel. Another option is to default to a higher density designation.

PAT comments included:

- As you get closer to the edge of the community, you should not default to higher density zones adjacent to farm/rural uses. Dense in the city, and lower so as you move away from the center. Zones should be gradual. The burden of proof is on whomever is annexing the land. It should not just be R6 because a parcel is R6 next door. There was a lot of concurrence and agreement on that in South End Concept Plan process.
- A middle density approach might appease more people than either extreme.
- Residents favor lower density and the developers favor higher density. The City and Planning Commission are the arbiters. A higher density default means puts developers and the City on that side of the spectrum and leaves homeowners to try and overcome that presumption. The current system works.
- No default density is more complicated. I would rather see stick with an R10 default than require a zone change for each annexation.
- Think about how this would change the development discussion. It seems there is a disconnect between concept plans and master plans. We need to look at the complete community.

Land Divisions

Dividing larger parcels into smaller parcels, which includes partitions (less than four) and subdivisions (four or more), is a Type II procedure. Subdivision provisions provide flexibility allowing lot size to be reduced for individual lots provided the average lot size for the subdivision meet the minimum standard. Lot averaging doesn't allow more density, but allows for the full development potential of a site by accommodating oddly shaped lots and steep topography. The City is considering changing this provision. It is important to note that many cities use a planned unit development (PUD) provision to accommodate such divisions where cities work with developers to achieve a mutually agreeable site design. However, Oregon City does not have a PUD process.

A PAT member commented that the Planning Commission indicated they would like to remove the lot averaging provision and implement a PUD provision. That way the City can put conditions on the PUD that will benefit the community. Another option would be to modify the master plan provisions accordingly.

Additional PAT comments include:

- Create a new PUD ordinance.
- How to provide building flexibility for larger lots while balancing compatibilities and getting the best use out of the land.
- The example master plan provided integrates the development with neighborhood. Lots of green space separating different densities.

- Want high quality development and to use annexation areas wisely. Our goal is to provide a variety of housing and more housing. What are procedural tools are needed to do so?
- Already building in flexibility through proposed zone changes and dimensional standards.
- Master plan process introduced as tool for institutional development (hospitals, community colleges) that have a longer development time frame and multiple phases of development. City has had one master planned mixed-use development, Clackamas Heights. The master plan has not been a preferred option.
- Changing master plan provisions is one option.
- Another option is to consider a PUD type approach has alternative to subdivisions and leaving master plan as institutional tool.
- Look at the South End example. The PUD approach allows a design that is more feasible with streets, sidewalks and trails.
- Like master plan because of certainty, but I think PUD is better alternative.
- PUD because we are running out of space.
- PUD, but the provision would need to be more specific.
- Ensure public improvement requirements.

Site Plan and Design Review

Parking

Can lower, uniform parking standards for multifamily residential balance parking needs and site development constraints to yield more housing units? The proposed parking standard for multifamily residential would be reduced from 1-1.75 spaces per unit depending on the number of bedrooms to a straight one space per unit standard regardless of size. There is currently no minimum standard for single-family homes or duplexes, nor are parking requirements tied to house size or bedroom count. The goal is parking standards that support but do not dominate development.

PAT comments include:

- We don't want to overly regulate and don't want to require more parking than is feasible.
- The straight one space per unit ratio should set a floor rather than a ceiling.
- There should be options to modify, such as current exemptions for downtown and opportunities to deduct on-street spaces from off-street requirements.
- The planning commission should be able to fine tune the needed number of spaces.
- It should not apply to cul-de-sacs.
- I like the ratio because I don't want to be Portland, but maybe the 1 parking space ratio works for smaller lots, but it would have to be close to transit.

Site Plan Review

Could smaller-scale residential projects, such as multiplex residential uses (3 to 4 units) be effectively reviewed through a less complex site plan review? Consider whether to review multiplex projects of 3-4 units through a Type I or II minor site plan review process, currently reserved for minor adjustments to existing development. This option could provide an interim level of review between plan check at time of building permit application applied to single-family and duplexes, and Type II site plan review for multifamily development and cluster housing. Should minor site plan review be applied to some small residential projects? Are there other approaches to decrease review and improvements burden for small projects?

How to modify standards through site plan review process? Want to ensure the processes are predictable, flexible and fair.

- Type II or III process?
- Which standards: Dimensional? Design?
- Which criteria to review alternative proposal?

Public works improvements

Under what circumstances should driveway consolidation be required for residential development, particularly duplexes and townhouses? Individual residents are thought not to like sharing a driveway, at least according to developers. However, engineers advocate for consolidated driveways to reduce conflict points both for pedestrians on the sidewalk and for vehicles in the street. When should they be required for new development, particularly in the context of narrow townhouse lots where individual driveways have potential to dominate the streetscape?

PAT members discussed Local Improvement Districts (LIDs) - essentially a loan to developers from the city that is paid back quarterly helping the developer space payments out over several years. However, cities do not want to become banks. There are bond companies that do this, but the tool is rarely used because it is not city-initiated. Developers also can finance SDCs.

Next Steps

The public meeting is on Tuesday, May 15th from 6 to 8pm at the Library. PAT members are asked to attend and help facilitate table discussions. Recommendations from the public meeting will be brought back to the final PAT meeting. A PAT member asked if the PAT would be making a recommendation in June and, if so, what process would be used. Steve indicated that a description of a consensus-based decision-making process would be included in the next meeting's packet. That meeting is scheduled for June 12th.

Adjourn



Technical Advisory Team (TAT) Meeting

Tuesday, May 1, 2:30 – 5:30 p.m.
Pioneer Community Center (615 5th St.)

SUMMARY

Meeting Objectives:

- Guide the development of educational materials
- Provide comments on proposed code concepts/amendments for review procedures and improvements

Members: Sang Pau and Josh Wheeler, City of Oregon City.

Staff/Consultants: Carlos Callava, Elizabeth Decker, Steve Faust, Pete Walter.

Welcome, Introductions

Pete welcomed meeting participants and explained this is the fourth meeting of the Technical Advisory Team. The next and final meeting will be on June 12th. The public meeting to discuss recommendations from the project is on May 15th from 6 to 8pm at the Library.

Equitable Housing Opportunity Sites

Pete introduced the concept of a mapping application on the City's website for people to identify where they can build different housing types. The tool would be used by the general public, but also by developers looking to identify ideal locations for equitable housing. While the actual tool is not ready, Pete referred to printed maps of zoning and other information related to equitable housing, such as the location of parks, transit, businesses, childcare, trail locations, etc. The tool would reflect the changes implemented through this process.

TAT members engaged in a discussion about how public works standards could be changed to help increase the supply of affordable housing, such as exploring reducing or waiving SDCs for smaller units like ADUs. Also considering whether some standards are a better to put in the manual than in the code. Data for the water and sewer master plans could be useful for the mapping tool.

Code Amendments Round 3: Review Procedures and Improvements

Due to time constraints of the participants present, the conversation focused on proposed changes that may impact public works.

Annexation

When a range of zones is assigned to parcels outside city limits, the City currently defaults to the lowest density designation upon annexation. This results conflict regarding developer expectations and a barrier in that property owners who want to develop at a higher density has to go through a zone change process. The consultant proposal is to not have any default, but to require a zone change to assign the appropriate zone for each parcel. Another option is to default to a higher density designation. This

default seems to discourage higher density development and does not help implement concept plan designations meant to meet Metro density targets.

TAT members commented that there are transportation, water and sewer impacts to consider. If a denser designation is allowed, you may end up with sanitary moratoriums until the city has enough money to upsize the pipes. The issue is likely pipe capacity versus plant capacity. We recommend keeping the current scenario or looking for a medium option.

Public Works Improvements

City code regarding driveways and alleys is conflicting. One standard allows one driveway per lot for attached and multifamily units unless the director decides to consolidate access for safety reasons. Another requires one driveway per two lots facing collectors or arterials. While there haven't been many townhouse developments, more are expected in light of the proposed code changes.

TAT members indicate that joint access is preferred. Spacing standards should dictate how many driveways are allowed. Some of the proposed rear shared driveway designs would be required to include a fire turnaround if longer than 150 feet.

The City's code related to alleys also is confusing. Some code sections require building an alley system, but does not provide specifications. If there is no network of alleys, then it doesn't make sense to build just one. The City doesn't want to own alleys. They are costly to build and expensive to maintain. Private alleys are fine, but the City does not want to be responsible for litter, drainage, snow and ice removal, etc. Alleys can help with parking requirements and opening up on-street parking. Zoning triggers alley requirements. A determination about alleys should be based on the size of the development and/or presence of alleys in adjacent neighborhoods, not just a blanket requirement based on zoning.

Next Steps

TAT members will provide additional review via email in the next two weeks.

Adjourn



OREGON CITY



Equitable Housing Project

PROJECT ADVISORY TEAM MEETING #4 - May 1, 2018
Pioneer Community Center Classroom, 615 5th St, - 6:00 - 9:00 Pm.

SIGN-IN SHEET

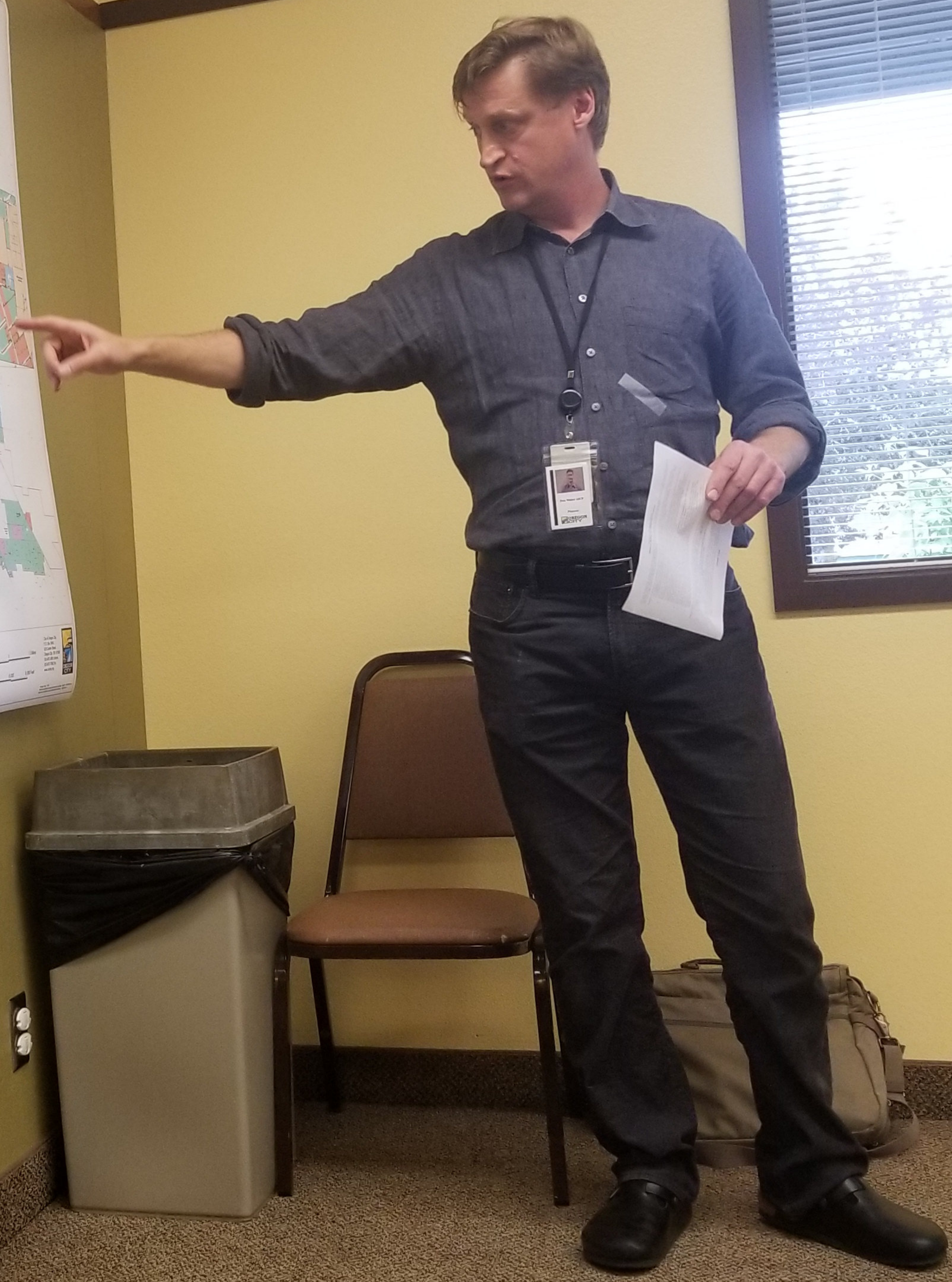
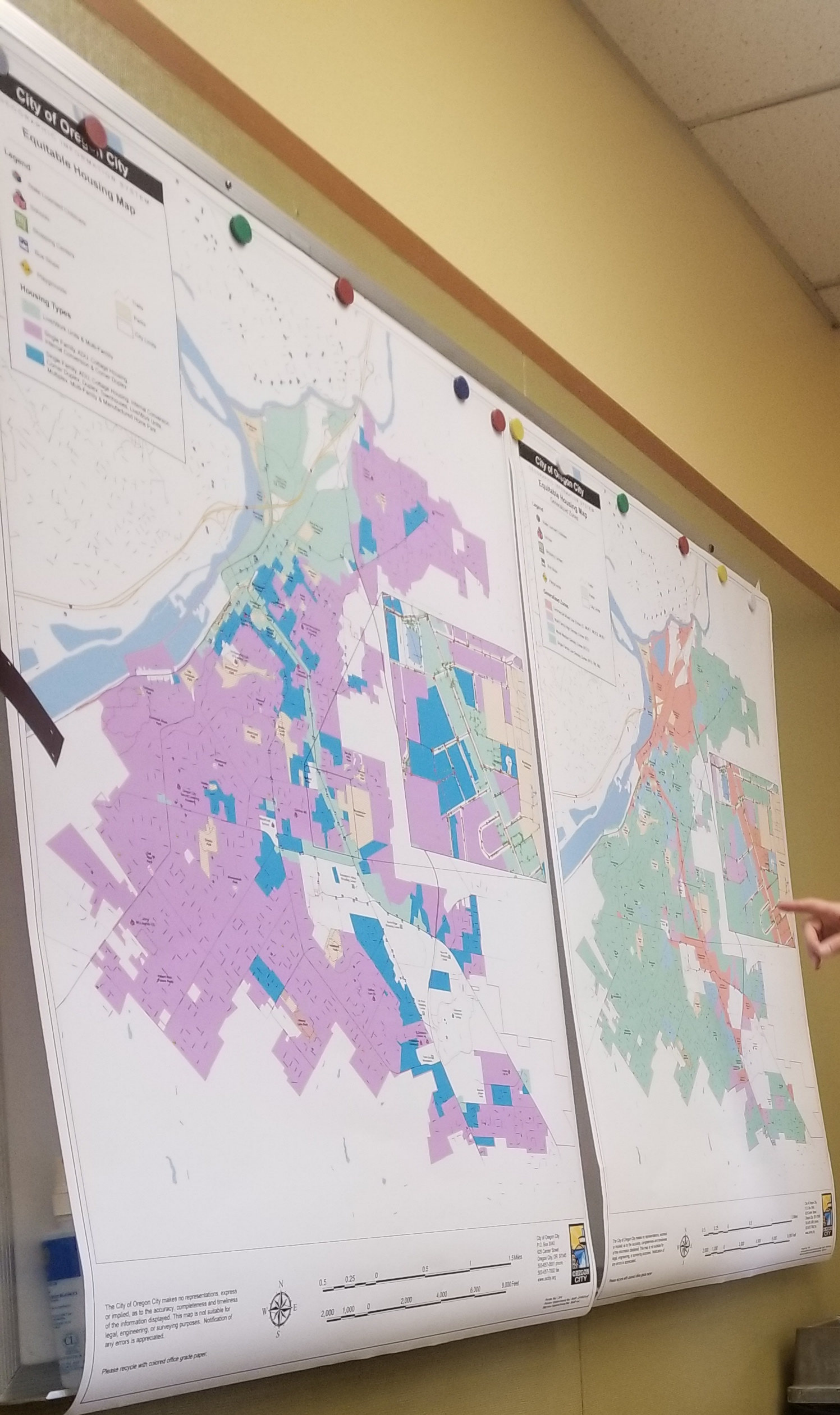
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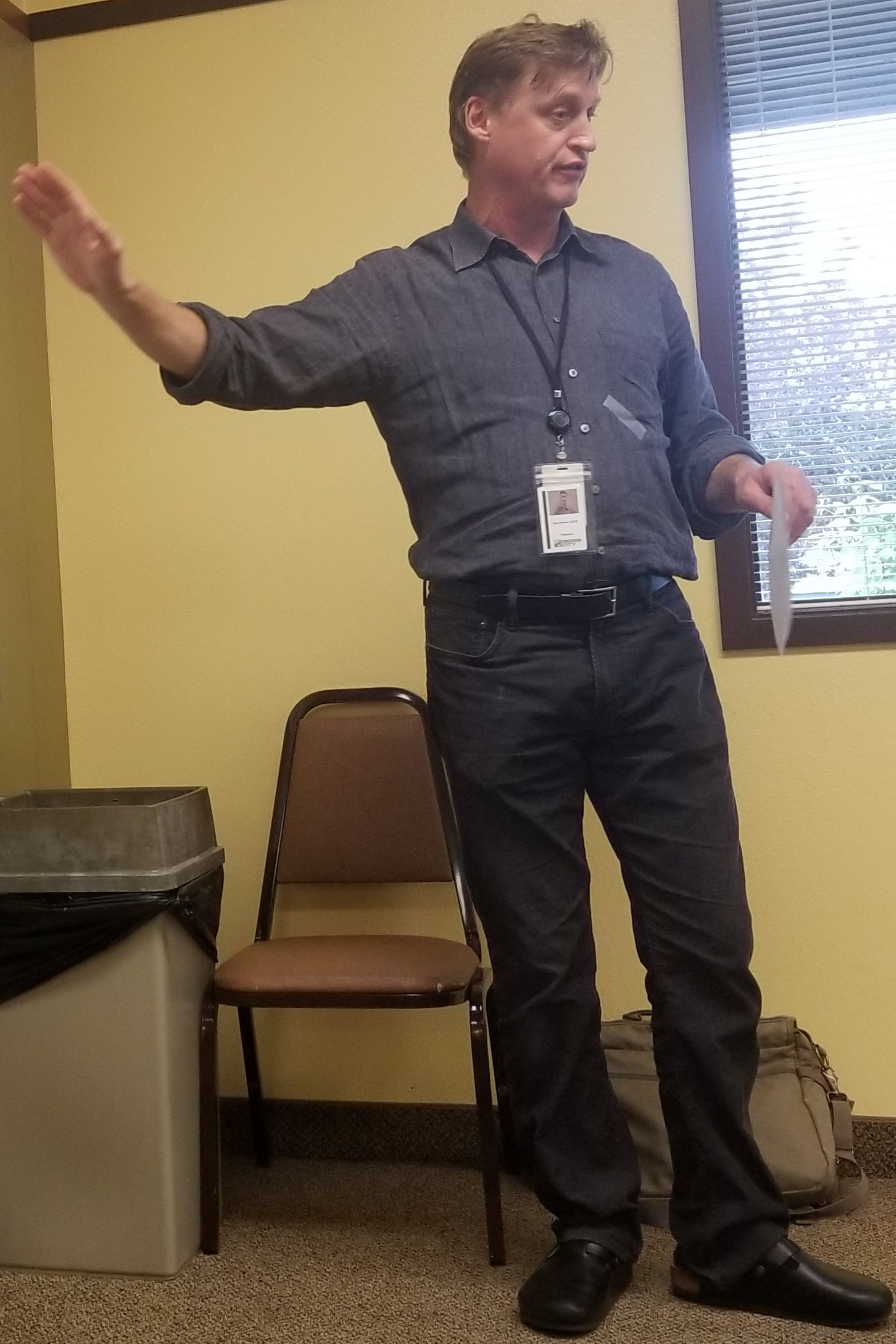
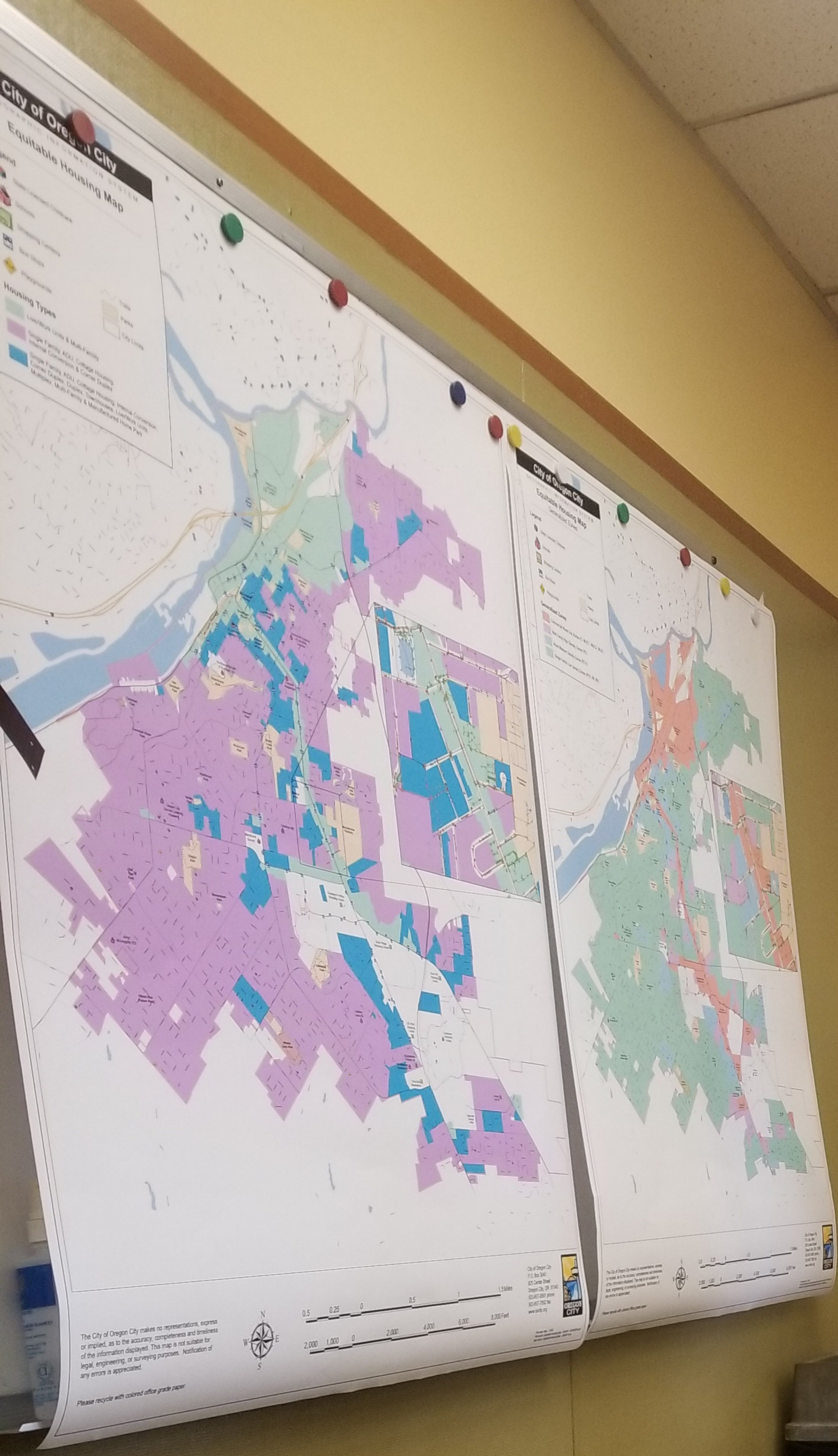


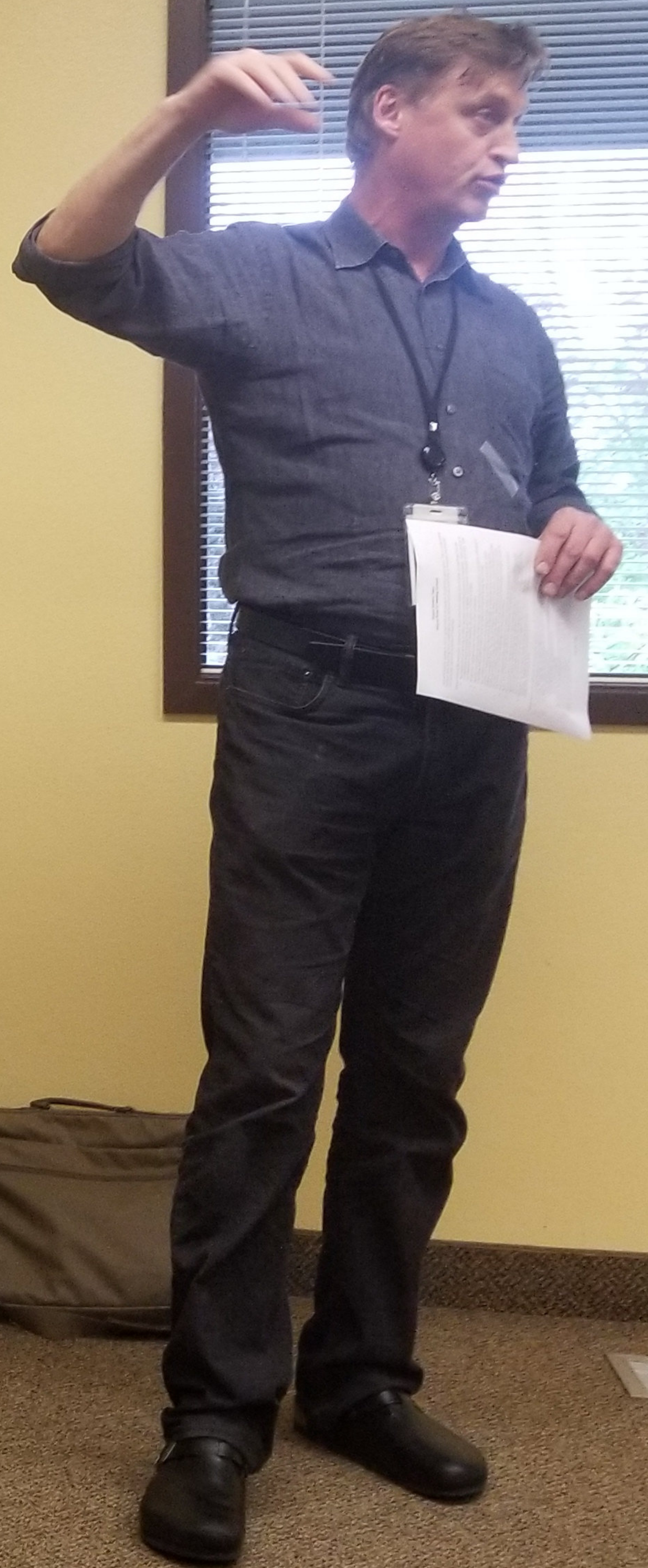














Project Advisory Team (PAT) Meeting

Tuesday, March 6, 6 – 7:30 p.m.

Pioneer Community Center (615 5th St.)

DRAFT SUMMARY

Meeting Objectives:

- Review and reflect on community survey results
- Provide comments on proposed code concepts/amendments for multifamily housing, and residential uses in commercial and mixed-use zones

PAT Participants: Todd Heislen, Councilor Nancy Ide, Gary Martin, Denise McGriff, Rosalie Nowalk, Lynda Orzen, Theresa Powell, Amy Willhite, Adam Zagel.

Staff/Consultants: Carlos Callava, Elizabeth Decker, Steve Faust, Pete Walter.

Introductions

Pete Walter welcomed PAT members and thanked them for participating in the Oregon City Equitable Housing Project. The topic of today's meeting is multifamily and mixed-use housing types. We'll start with the results of the community survey.

Community Survey Results

In order to leave ample time for discussion, Steve Faust referred PAT members to the survey summary provided in their meeting packets. A complete summary of survey results with written comments will be posted to the website. In general, there is support for providing a variety of housing types in Oregon City. Respondents show less support when asked if they would like to see the full variety of housing types in their neighborhood or for their family. Parking and traffic congestion are cited as the main concerns about more housing.

PAT members would like to see more information about how the survey was distributed and how it will be used. The survey is not scientifically valid, but rather gives us an indication of where community support lies. It was distributed through all of the City's mechanisms and through TAT and PAT networks. One PAT member asked why the year 1990 was chosen when looking at internal conversions. The year is somewhat arbitrary, but approximately 50% of homes were built before 1990 and this provides an incentive to preserve older homes rather than tear down and build new.

Code Concepts Round 2: Multifamily housing and residential uses in commercial and mixed-use zones

Elizabeth Decker reminded everyone of the City's equitable housing goal to provide "diverse, quality, physically accessible, affordable housing choices with access to opportunities, services and amenities." Housing choices include the option to buy or rent, housing

accessible to all ages, abilities and incomes, and housing convenient to meet every day needs, such as transit, schools, childcare, food and parks. The project goal is to remove regulatory barriers to equitable housing.

At the last meeting, the PAT discussed proposed code and policy amendments related to single-family and missing middle housing types. Today we will discuss code and policy amendments related to multifamily and mixed-use housing types. These zones include R2-multifamily residential, C-commercial, MUC-mixed use corridor along 7th and Molalla, and MUD-mixed use district or downtown also is designated as a Metro regional center. Pete showed participants where those zones are on the zoning map.

R2 Zone

Housing opportunities in the R2 zone are currently limited to live/work units, multiplex and multifamily. Proposed changes would expand permitted housing types to include a full range of housing types provided the minimum density standard – 17.4 units/acre or 2,500 sf per unit – is met. There is a fairly limited supply of R2 land compared to other residential zone, so the question is whether there is more value in reserving those areas for multifamily apartments or in permitting a range of options that will provide the same number of units. We anticipate this would mean more townhouse development in the R2 zone. The downside is that these units might not be as affordable as multifamily projects. There are other opportunities to develop apartment style housing.

PAT members commented that the three-unit requirement is the biggest constraint and should be removed. This would help the development of more townhomes and detached duplexes. This would prevent large swatches of R2 having only multifamily housing, but rather, encourage a diversity of units to look more like a neighborhood and still get the desired density. There is opportunity in commercial zones, especially large parking lots, to develop multifamily.

Residential and Commercial / Mixed Use

A unique aspect of the Oregon City code is that residential is permitted in commercial and mixed use zones. It is more common to require a certain percentage of ground floor commercial or office. The benefit is more flexibility in how to develop any single site and hope that the district balances overall. The traditional model is challenging in terms of financing. Our proposal is to leave standards as-is with no limitations on residential in these zones. This has to be balanced with a concern that a rush of housing would push out commercial or retail uses, but this has not happened to date.

PAT members commented that some mixed use is needed to provide opportunity for small businesses, but it can be limited to corridors and downtown. In a commercial district, many people would not want to live on a ground floor. The vertical housing tax creates an incentive to promote vertical housing in downtown only. That program is authorized through a state program. PAT members are in favor of some commercial requirement in commercial zones, but developers should be allowed to build larger residential projects in those zones. Oregon City will see more apartments once the courthouse is developed, and the Clackamas County Justice Center is relocated. Focus on arterials and downtown.

Design for Multifamily

A key consideration for multifamily in these zones is how it is designed. Looking for big opportunities to update standards rather than a wholesale rewrite of the code. These changes would apply to any apartment with five units or more unless in historic district and subject to historic standards. Opportunities include:

- Remove window recess requirement; still trim but no regression or progression.
- Reduce articulation standards to reduce costs associated with construction while retaining interest and variety of facades.
- Remove required mix of unit types as there is no clear evidence that the mix better meets the needs of Oregon City residents. Developers can do what the market demands. We don't know what sizes the market needs/demands.
- Alternative standards projects that include a vertical mix of commercial and residential to better align the requirements for the bottom and top of the building.

Potentially remove or revise:

- Prohibition of external walkway/stairs
- Roofline pitch and modulation requirements
- 14-ft minimum ground floor requirement
- Further changes to public/private open space

Façade Articulation

How to balance the cost of articulation with the need to prevent monotonous blank walls? Code currently requires one small modulation per 30 feet, one large modulation per 120 feet and five architectural details on the front of the building. Proposal is to reduce to one small modulation, retain one large modulation, and counterbalance the decrease in small modulations by retaining the required architectural details.

Heard concern at the TAT meeting about small modulations. Every time you make a corner, that is a cost, increasing amount of exterior "skin". Is the modulation driving the quality of the façade or other design elements?

PAT members asked why affordable housing shouldn't look and feel as nice as anything else in the community. Each home should have same feel, so standards should not be reduced. Oregon City wants to have a look and feel that is not generic like everyone else's community. It's the responsibility of developer to make it feasible and ask for reductions here and there in the development process. This code could be modulated, but not wholesale changes to city standards.

Compatibility is an issue when trying to build affordably. There has to be some give and take to make housing affordable to more members of the Oregon City community. Could requirements be reduced if tied to a percentage of affordable housing? Some don't think these standards are too hard to meet. Current standards work pretty well. We have to provide incentives for builders to make it affordable; that is the whole reason why we are here. However, housing still needs need to look good.

Can landscaping be used to mitigate articulation? Trees are not permanent and there are no leaves in the winter. Why do buildings need to look different if there are four or more? Standards need to be clear and objective. Is there anything in the code that requires houses

within a subdivision have to look different? No, that is just market driven. I don't see how a mix of unit types match up with true market need and supply. Locking in different units is micromanaging a situation beyond what we know the market needs. Not everyone wants to live in a studio. Where to get a 3-bedroom unit? What is a clear and objective goal for the number of different types of units? How do we know what the market demands? In the spirit of removing regulatory barriers, focus on building more units and adapt the policy further if there is a problem. The market demands what is built. We don't dictate bedrooms in single family homes. We don't know what the mix is now, so we won't know whether or not the current tool is working.

PAT members note that there is a lot of discretion with the Community Development director throughout the code and that is concerning.

Affordable Housing Incentives

Part of this project is promoting "regulated affordable housing" that is affordable at all income levels, which includes traditional affordable housing that is income-restricted and typically developed by nonprofits or government agencies. It is incredibly important in meeting needs of low-income households, particularly very low-income households, but is very limited in supply. Most families must find unregulated, market-rate housing that fits their budgets. For those families, the price of market-rate units is more important than any incentives that target regulated affordable housing.

In considering incentives, the proposed amendments do not include any zoning incentives such as reduced parking or landscaping requirements, for two reasons. First, we don't want regulated affordable housing to have a certain "look" that is distinctive compared to other apartments, and may make it less compatible with surrounding development. Second, if the design element is flexible enough to waive for certain affordable projects, we would prefer to apply it across the board so it can apply to both regulated and market-rate "affordable" projects. Specifically, these amendments include an across-the-board reduction to multifamily parking minimums to reduce site development costs and constraints for all projects.

The one targeted incentive integrated into this code is a modest density bonus of up to 20% in the R-2 zone for regulated affordable housing. The biggest question around a density bonus in Oregon City is whether we are offering something of value: is there demand for more density than is currently allowed, and is it valuable enough that developers would add regulated affordable units to their projects in order to gain more density? Historically, this has not been the case so we don't anticipate a strong demand for bonus density, but are hopeful that it could be used with the right sites. The second biggest question is around the logistics of tracking the units over time to ensure they remain affordable.

If you incentivize via tax breaks, the city becomes the owner and overseer of projects and may not have the capacity to track these units. The vertical housing tax is easier to administer. The City of Milwaukie has construction excise tax, 1/2 of 1% for builders that goes to fund to reduced SDCs and other incentives. Don't spend too much time trying to develop the perfect density bonus. Affordable housing for specific incomes is best left to financial tools.

Cottage Housing Provision

Cottage housing is defined by smaller detached units at higher densities around a shared green space with parking and garages pushed to the perimeter. While this is a highly appealing option to many people, and was very favorably received in our survey, it remains a small, niche product that is rarely built in Oregon City or across the Metro area. How can cottage housing be reimaged to be more flexible and to be a build-able option? The first round introduced some additional provisions to expand ownership options and to include some alternative dwelling types.

For this round of amendments, as we look at how cottage housing might fit in the R-2 zone, taking inspiration from similar housing models such as courtyard housing and garden court apartments. Our proposal is for “cluster housing” intended to accommodate all three types of housing, oriented in a cluster around the common open space. Some key provisions for the R-2 zone are:

- Density would be the same as underlying zone, 17.4 to 21.8 units per acre, no bonus at this level.
- Individual lots or single lot.
- Same reduced scale would apply, limiting height to 25 ft and 1,200 sf max per unit.
- Range of dwelling types would be expanded and scaled with the zones, so that in the R-2 zone everything from detached cottages to apartments would be permitted.
- Design would require façade details for individual units both facing the courtyard and facing the street.
- Private and public open space is required, particularly the interior courtyard that really defines the cluster.
- Parking is required to be screened and pushed to site’s perimeter.

Does this make sense in the R-2 zone? Would anyone pick this set of standards over the more traditional multifamily design option? Or should we retain the focus on the low and medium density zones?

Traditionally, cluster housing has green space in the middle and parking on the edges. What about combining those spaces for more efficient site uses; a shared court – street, alley, parking and plaza, courtyard play area with hardscape. Preserve notion of common green with parking shunted to sides.

PAT members commented that it is a lot of hardscape. Either pavers or landscaping is needed and there would likely be fire access concerns. You give up livability if there is no grass or courtyard area. Don’t put cars above livability. On-site or street parking is counted in the current code only if it directly abuts the development. You would still have onsite parking requirements, but they would be simplified; one space per unit requirement. Parking on streets will result in congestion.

Would like to see the size limitation raise to 1600 sf or see no maximum. The question is how to keep the scale at a level where these higher densities are compatible with the community. If a developer chooses to build larger units, they simply won’t be able to fit as many on the site. Good to open up the concept of cluster housing.

Roundtable

PAT members were asked for final comments:

- How much land do we have available in Oregon City for these types of projects? A next step is mapping to show acreages of available for redevelopment, what is the zoning, what is the location proximate to amenities, like parks and transit.
- I would love to buy a small cottage house. There is nothing for me here; not even an apartment. What happened to affordable Oregon City? There will be many happy community members when we figure it out.
- I want a cottage house in five years to move out of my two-story home, where I don't have to go up stairs.
- I defer to the experts. I am a low-density resident. Generally speaking, it seems like there is a tension between micromanaging and providing more housing. People's comments made sense.
- Throughout these changes, where is the discussion of compatibility? Our neighborhoods are all different and that has to be accounted for in document. There is no mention of scale and bulk on B3. Bulk could be perfect or the monster in the neighborhood. Developers build and then leave, so it's best to get it right the first time around. Don't just accept incompatible housing because want to try to do build more homes. Needs to have the scale and bulk to fit into the neighborhood. It's helpful for the community to have some idea of how they fit in. Another member agreed with the comment.
- They did a good job with compatibility in downtown Milwaukie.
- There are few vacant R2 parcels left, so re-writing these standards doesn't do much. The same standards for R2 should not apply to MUC and MUD zones. Eliminating flat roofs is great for R2, but it doesn't encourage urban development downtown.
- I like the character and variety of homes we talked about today. I'm concerned about the demographics we are looking at and who can actually afford these homes. What families are we looking to house? What is it going to take to build affordable housing? I agree that we should be looking at quality design, but this is the population we want to help. It takes a lot of work and participation and cooperation to make it affordable for people to live here. T

Public Comment

No public comment

Next Steps

The next meeting will be on May 1 when we will discuss the third round of proposed amendments that tie the recommendations from the first two rounds together.



Technical Advisory Team (TAT) Meeting

Tuesday, March 6, 3:30 – 5:00 p.m.
Pioneer Community Center (615 5th St.)

DRAFT SUMMARY

Meeting Objectives:

- Review and reflect on community survey results
- Provide comments on proposed code concepts/amendments for multifamily housing, and residential uses in commercial and mixed-use zones

TAT Participants: John Lewis, Chuck Robbins, Nikolai Ursin.

Staff/Consultants: Carlos Callava, Elizabeth Decker, Steve Faust, Laura Terway, Pete Walter.

Introductions

Pete Walter welcomed TAT members and thanked them for participating in the Oregon City Equitable Housing Project. The topic of today's meeting is multifamily and mixed-use housing types. We'll start with the results of the community survey.

Community Survey Results

In order to leave ample time for discussion, Steve Faust referred TAT members to the survey summary provided in their meeting packets. A complete summary of survey results with written comments will be posted to the website. In general, there is support for providing a variety of housing types in Oregon City. Respondents show less support when asked if they would like to see the full variety of housing types in their neighborhood or for their family. Parking and traffic congestion are cited as the main concerns about more housing.

Code Amendments Round 2: Multifamily housing and residential uses in commercial and mixed-use zones

Elizabeth Decker reminded everyone of the City's equitable housing goal to provide "diverse, quality, physically accessible, affordable housing choices with access to opportunities, services and amenities." Housing choices include the option to buy or rent, housing accessible to all ages, abilities and incomes, and housing convenient to meet every day needs, such as transit, schools, childcare, food and parks. The project goal is to remove regulatory barriers to equitable housing.

At the last meeting, the TAT discussed proposed code and policy amendments related to single-family and missing middle housing types. Today we will discuss code and policy amendments related to multifamily and mixed-use housing types. These zones include R2-multifamily residential, C-commercial, MUC-mixed use corridor along 7th and Molalla, and MUD-mixed use district or downtown also is designated as a Metro regional center. Pete showed participants where those zones are on the zoning map.

R2 Zone

Housing opportunities in the R2 zone are currently limited to live/work units, multiplex and multifamily. Proposed changes would expand permitted housing types to include a full range of housing types provided the minimum density standard – 17.4 units/acre or 2,500 sf per unit – is met. There is a fairly limited supply of R2 land compared to other residential zone, so the question is whether there is more value in reserving those areas for multifamily apartments or in permitting a range of options that will provide the same number of units. TAT members anticipate this would mean more townhouse development in the R2 zone. The downside is that these units might not be as affordable as multifamily projects. There are other opportunities to develop apartment style housing. TAT members like the idea of taking one site and having the ability to build a variety of housing types. One consideration is that there is liability associated with condominiums compared to townhouses with fee simple lots. The goal is to build more housing and this would accomplish that. Changing the definition of multifamily to three units will help as well.

Residential in Commercial and Mixed Use Zones

Apartments are allowed outright in commercial and mixed use zones. Other than height limits and setbacks, there is no minimum or maximum density. One can build as many as can fit within those limits. It is common to require a percentage of ground floor commercial, but the proposal is to leave the code as-is in light of lessons learned from other places. It's better to get mix across the zone rather than force a mix on any one site. The City and Urban Renewal are selling property in order to see some mixed use projects developed. These projects will become a proven product, leading by example rather than requiring it in the code and hoping it happens. TAT members asked if there is a way to incentivize mixed use so a developer wants to build that product, such as a height bonus for first floor commercial. However, the market needs to demand higher buildings for that to be effective. Parking requirements are the real driver in these types of projects. Parking requirements are already halved in downtown.

Design for Multifamily

A key consideration for multifamily in these zones is how it is designed. Looking for big opportunities to update standards rather than a wholesale rewrite of the code. Opportunities include:

- Remove window recess requirement; still trim but no regression or progression.
- Reduce articulation standards to reduce costs associated with construction while retaining interest and variety of facades.
- Remove required mix of unit types as there is no clear evidence that the mix better meets the needs of Oregon City residents. Developers can do what the market demands. We don't know what sizes the market needs/demands.
- Alternative standards projects that include a vertical mix of commercial and residential to better align the requirements for the bottom and top of the building. Potentially remove or revise:
 - Prohibition of external walkway/stairs
 - Roofline pitch and modulation requirements
 - 14-ft minimum ground floor requirement
 - Further changes to public/private open space

Façade Articulation

How to balance the cost of articulation with the need to prevent monotonous blank walls? Code currently requires one small modulation per 30 feet, one large modulation per 120 feet and five architectural details on the front of the building. Proposal is to reduce to one small modulation, retain one large modulation, and counterbalance the decrease in small modulations by retaining the required architectural details.

TAT members suggest that everyone will choose the one window pattern as opposed to other options of articulation or modulation. If that happens, there is no point in having that code, but rather rely more on building detail part of the code. More corners (articulation) means more “skin” and roofline modulations resulting in more cost. Limiting corners is important if it’s not needed to get the desired design. A good example is buildings downtown that are rectangular and still have good design. Hills and slopes that change the elevation also make the requirements difficult. The TAT discussed alternative proposals, such as changing the large modulation requirement to 150 feet. Is articulation or landscaping or color or materials more important? Are there alternative finishes/siding that could accomplish the same goals?

TAT members support:

- Removing the prohibition of external walkways/stairs.
- Relaxing roofline pitch and modulation requirements.
- Removing 14-ft minimum ground floor requirement. It seems unlikely that residential units with 14-ft heights will convert to commercial during the life of the building. Most developers ask for adjustment or variance.
- Explore changes to public/private open space requirements. Balconies add cost, but do they add to design or quality of life? Still have common open space requirements. Allow developers to distribute however it best suits the development.

Affordable Housing Incentives

Part of this project is promoting “regulated affordable housing” that is affordable at all income levels, which includes traditional affordable housing that is income-restricted and typically developed by nonprofits or government agencies. It is incredibly important in meeting needs of low-income households, particularly very low income households, but is very limited in supply. Most families must find unregulated, market-rate housing that fits their budgets. For those families, the price of market-rate units is more important than any incentives that target regulated affordable housing.

In considering incentives, the proposed amendments do not include any zoning incentives such as reduced parking or landscaping requirements, for two reasons. First, we don’t want regulated affordable housing to have a certain “look” that is distinctive compared to other apartments, and may make it less compatible with surrounding development. Second, if the design element is flexible enough to waive for certain affordable projects, we would prefer to apply it across the board so it can apply to both regulated and market-rate “affordable” projects. Specifically, these amendments include an across-the-board reduction to multifamily parking minimums to reduce site development costs and constraints for all projects.

The one targeted incentive integrated into this code is a modest density bonus of up to 20% in the R-2 zone for regulated affordable housing. The biggest question around a density bonus in Oregon City is whether we are offering something of value: is there demand for more density than is currently allowed, and is it valuable enough that developers would add regulated affordable units to their projects in order to gain more density? Historically, this has not been the case so we don’t anticipate a strong demand for bonus density, but are hopeful that it could be used with the right sites. The second biggest question is around the logistics of tracking the units over time to ensure they remain affordable.

TAT members say developers don’t use density bonuses because parking is the driving issue. Maybe tie affordable housing into number of points a development needs for approval. You will still have an attractive building, but don’t have to do everything. If offered for market rate housing, there will be a compliance problem without a clear way to track it. Density transfers were discussed as another

possible incentive. This would be difficult on desperate sites, but may work if two properties are contiguous. TAT members support the proposed changes.

Cottage Housing

Cottage housing is defined by smaller detached units at higher densities around a shared green space with parking and garages pushed to the perimeter. While this is a highly appealing option to many people, and was very favorably received in our survey, it remains a small, niche product that is rarely built in Oregon City or across the Metro area. How can cottage housing be reimagined to be more flexible and to be a build-able option? The first round introduced some additional provisions to expand ownership options and to include some alternative dwelling types.

For this round of amendments, as we look at how cottage housing might fit in the R-2 zone, taking inspiration from similar housing models such as courtyard housing and garden court apartments. Our proposal is for “cluster housing” intended to accommodate all three types of housing, oriented in a cluster around the common open space. Some key provisions for the R-2 zone are:

- Density would be the same as underlying zone, 17.4 to 21.8 units per acre, no bonus at this level.
- Individual lots or single lot.
- Same reduced scale would apply, limiting height to 25 ft and 1,200 SF max per unit.
- Range of dwelling types would be expanded and scaled with the zones, so that in the R-2 zone everything from detached cottages to apartments would be permitted.
- Design would require façade details for individual units both facing the courtyard and facing the street.
- Private and public open space is required, particularly the interior courtyard that really defines the cluster.
- Parking is required to be screened and pushed to site’s perimeter.

Does this make sense in the R-2 zone? Would anyone pick this set of standards over the more traditional multifamily design option? Or should we retain the focus on the low and medium density zones?

TAT members advocate for keeping the units small in terms of square footage so they don’t get big enough to look like an apartment complex. Limit the number of units, scaled to match the zone. 12 units is the de facto maximum. TAT members support this concept.

Traditionally, cluster housing has green space in the middle and parking on the edges. What about combining those spaces for more efficient site uses; a shared court – street, alley, parking and plaza, courtyard play area with hardscape. Preserve notion of common green with parking shunted to sides. TAT members feel the hardscape needs to be attractive, not just asphalt. A fancy *woonerf* or living street. It works in a dense, urban setting. Green space is really important, so there would need to be a minimum landscaping standard. Maybe up to 50% could be met by hardscape.

Amendment Overview

- R-2 Zone Standards
 - Expanded residential types allowed
 - Dimensional standards by residential type
 - Density at 17.4-21.8 units/acre, with 20% bonus
- Commercial/MX Standards: No changes
- Multifamily residential design standards

- Simplified articulation standards coupled with architectural detailing requirements
- No mandated mix of unit types
- No window recession/projection
- Combined set of standards for MX
- Standard parking ratio of one space per unit
- Cluster housing standards
 - Variety of residential types by zone

TAT members generally support the proposed amendments.

Next Steps

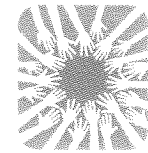
The next meeting will be on May 1 when we will discuss the third round of proposed amendments that tie the recommendations from the first two rounds together.



PROJECT ADVISORY TEAM MEETING #3 - March 6th, 2018
Pioneer Community Center Classroom, 615 5th St, - 6:00 - 7:30 Pm.

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TECHNICAL ADVISORY TEAM MEETING #3 – March 6th, 2018
Pioneer Community Center Basement, 615 5th St, 3:30 – 5:00 Pm.

SIGN-IN SHEET

NAME	EMAIL	PHONE
NICKI Wagon		
Pete Walter		
John Lewis		
Elizabeth Decker		
Steve Faust		
Chuck Robbins		
Lara Terway		
Carlos Callava		



Project Advisory Team (PAT) Meeting
Tuesday, January 9th, 2018, 6:00 – 7:30 p.m.
Oregon City Swim Center, Community Room (1211 Jackson St)

DRAFT SUMMARY

Meeting Objectives:

- Understand project purpose and schedule
- Provide comments on proposed code amendments for low and medium density residential department

Participants

PAT Members: Gary Martin, Denyse McGriff, Kira Meyrick, Amy Willhite, Rosalie Nowalk, Theresa Powell, Todd Iselin, Stephen VanHaverbeke

Staff: Pete Walter

Consultant: Elizabeth Decker, Anais Mathez

Welcome and Introductions

Pete Walter welcomed Project PAT members back to their second advisory group meeting and thanked them for their participation.

Project Overview

Elizabeth Decker of JET Planning provided an overview of the project, stating that the goal is to increase equitable housing options throughout the city in existing and new neighborhoods. An audit of the existing development regulations and practices was completed in 2017, and now the project is working on solutions to the identified concerns and obstacles to housing development. The Technical Advisory Committee (TAT) met earlier today to review and comment on the same information this group will hear shortly.

Elizabeth reviewed the following project background elements:

- For the purposes of this project, “equitable housing” is defined as diverse, quality, physically accessible affordable housing choices with access to opportunities, services and amenities. This broad definition includes choices for homes to buy or rent that are accessible across all ages, abilities and incomes and convenient to every day needs, such as transit, schools, childcare, food and parks.
- Looking at the latest census data in Oregon City, 71% of residential units are single-family detached homes, dominating the housing market. Elizabeth noted that Oregon City is in the middle of the pack in this regard. All other housing types make up 29% of the housing options, ranging from manufactured homes and floating homes to 20-unit apartment complexes. Within that 29%, there are a surprising number of options. The most popular alternative is multifamily apartments, and these are even

more diverse when broken down by size. Townhouses are the next most common option, followed by manufactured homes in the existing parks within the city, then 3-4 unit multiplex buildings and duplexes. The least popular options currently are ADUs, where City records only show 23 have been constructed in the past 10 years. There are no existing cottage housing units, though several are under review currently.

- Housing prices are increasingly unaffordable. This is typically defined as spending more than 35% of household income on housing. Almost 24% of homeowners with a mortgage have unaffordable costs, and over 40% of renters can't afford housing costs. Overall, one in four households in Oregon City are struggling to pay for housing. At the extreme, housing unaffordability is leading to increased numbers of people experiencing homelessness.
- In addition to rising costs, the housing stock is also increasingly a poor fit for Oregon City households. About 55% of households are 1-2 people, at various life stages, who will need flexibility either in how their homes are used or the opportunity to move to a different home to better meet needs. In addition, fewer households have children, which has been a historical driver for single-family detached homes.

The current situation leaves Oregon City with a lack of housing in general, contributing to a lack of equitable housing, housing choices, and homelessness. The approach for this project is targeting the development and supply side of the problem in order to facilitate development of more diverse, equitable housing. The goal is to remove regulatory barriers to equitable housing, specifically focused around zoning regulations in this task, and then moving to create educational materials to support development and developers.

Code Amendments Round 1: Low and Medium Density Residential

Elizabeth presented the first round of code amendments for low and medium density residential. The code amendments are aimed at increasing the variety of housing types across all zones. To manage this, a variety of dimensional, development and design standards are proposed. Elizabeth presented a profile of each proposed housing type and the main points. Housing types are presented in order of the most numerous (currently) in the city. Elizabeth noted that there is a lot of overlap with these housing types, i.e. a single-family home with an attached ADU isn't that different than an internal conversion or a new duplex, and a triplex or fourplex wouldn't look or function very differently than three to four attached townhouses. The idea is to create multiple options for both existing homes and new development.

Proposed changes by housing type include:

- **Single family:** No changes are proposed, except for relaxing side yard standards and the landscape plan review.
- **Multi-family:** Allow it in the R-3.5 zone as a Type II staff review rather than a planning commission project in the. Design standards update would come in next round of amendments.
- **Townhouse:** Add new design standards, structured around single-family menu of design options but adapted to townhouse specifics. Clarify dimensional standards, update density limits to match dimensions. Concerns still include providing adequate yard space with each unit and whether driveways are shared. Minimum outdoor yard

requirements are proposed with shared driveway requirement, but this is open to discussion.

- **Manufactured Homes:** Permit parks in the R-3.5 zone where they are already located, helping existing parks make modifications and stay viable. Proposed park standards are purposefully “lite” to avoid overregulating existing parks, and in recognition of significant state standards.
- **Multiplexes:** Add 3 or 4-unit developments in R-5 and R-3.5 zones. This could be three side-by-side attached units, similar to townhouses but on a single lot; or three single detached small homes on a lot like a mini cottage project. This would be a subset of multifamily development, with design standards related to multifamily development.
- **Duplexes/Corner duplexes:** Require corner duplexes, a subset of duplexes, to be sited on oversize lots (by 25%) for more flexibility in allowing two units on a lot that would otherwise be a SF lot.
- **Internal Conversion:** Allow division of existing homes built before 1990 (which is half of the housing stock in Oregon City) into 4 units or less. This helps incentivize preservation of existing homes by using them more efficiently for multiple households. This could be thought of this as a duplex retrofit, and likely to be used primarily for two units because of commercial building code requirements that kick in beyond that. This wouldn’t necessarily be a major source of new units, but it is easy and inherently fits into existing neighborhoods. Expansions associated with an internal conversion would be limited to 800 SF, similar to ADUs.
- **ADU:** Remove parking requirements, design requirements, and owner-occupancy requirements. It expands dimensional standards to allow ADUs up to 800 SF in most cases. Proposed code would also allow two ADUs on a single lot, one attached and one detached, for increased flexibility. Some of the main barriers for ADU development include restrictive covenants requiring owner occupancy—which are unprecedented for any other type of housing, and difficult to monitor—off-street parking, and lengthy review processes. Oregon City already allows ADUs and the proposed changes simplify the process, which is generally done by individual homeowners with no development experience.
- **Cottage Housing:** Remove requirements for specific architectural styles and allow lots to be divided through subdivision to allow fee-simple ownership, rather than condos or rentals on a single lot. The City could consider relaxing design standards to essentially promote smaller homes on smaller lots as infill with more flexibility.

PAT members commented:

- There is concern over the complexity of the concepts presented, and there might not be enough time to review and involve all PAT comments.
- Code should look at parking requirements for internal conversions, as increased density without any parking allocation could cause pressure on neighboring residents.
- Live-work is a difficult arrangement to finance.
- Ensure the changes promote housing that is accessible for people with disabilities.
- Allowing the right types of home in the right neighborhoods will be very important.

- The concepts presented are on the right track. This is a big issue and these changes are desperately needed.
- A big hurdle to anticipate are those individuals who are not affected by the housing crisis but will be big opponents to any changes in their neighborhood.
- The presentation was very informative, but there is desire for the PAT to meet more often in order to understand the “nuts and bolts” of these concepts.
- A streamlined ADU process and allowing internal conversion promotes the exact flexibility that is needed.
- There is concern about the design guidelines, as there is a fine line between being too relaxed and overregulated.

Next Steps

Pete asked that questions and comments be received by January 16th so they may be incorporated into the second draft of the Code Amendments Part 1 (Memo #2). The consultant team will finalize Memo #2 based on these and PAT suggestions. Building upon this feedback and the Final Code Audit Report from Milestone 3, initial direction will be revised for code and policy changes around low and medium density residential. The next meeting of the PAT will take place in early March at a date to be determined.

The meeting adjourned at 7:40pm.

APPENDIX. PAT Comments

Submitted by Todd Iselin, PAT member:

I like the idea of the corner duplexes, but don't think they should be limited to having entry/garages on opposite streets. Often times this is not possible due to streets with different classifications or topographic constraints in the older neighborhoods.

I am supportive of the increased density that duplexes and multiplexes will allow in traditional SFR zones. Historic development patterns in desirable neighborhoods throughout the region have become so since this was market driven rather than legislated historically. I would like to see this encouraged further by offering incentives like some type of reduced or pro-rated SDC's for infill development where the cost of extending utilities is less and the transportation infrastructure is in place. I realize this may not be the proper venue for this discussion, but a recommendation from this group may generate additional dialogue

Submitted by Rosalie Nowalk, PAT member:

ADUs:

One thing I'm concerned about with ADUs is with "vacation" rental companies swooping in, such as Airbnb. I mean, what homeowner doesn't want to make some extra cash? Perhaps the homeowner could make more renting out their ADU short term, as opposed to having it be a place for someone looking for a smaller and, one would hope, less expensive place to rent longer term.

So, I would urge --

- Strict rules on short-term rentals in Oregon City. Maybe only a limited number of permits. Permits are important as a source of revenue for the City and a way to ensure safety for occupants, etc.
- Perhaps there could be state and/or local incentives for ADUs to be kept at a lower rental rate for so many years when offered to those with modest incomes.
- Consider the experiment Portland is engaging in with ADUs. They are offering to build the ADU for the homeowner in exchange for allowing a homeless person/family to live there rent-free (I think) for five years; after which, the homeowner can do whatever they want with it.
- I understand that there are some homeowners who use ADU rental income to help with their living expenses. I can understand their need. However, what do the people who need a home fall back on when they can't afford their living expenses? There's got to be some equity there.

COTTAGE HOUSING:

My favorite, probably because of the stage of life I'm at. I like the idea of something smaller, on one level, yet with outdoor space and privacy. The best part is that it could (should!) be something I and others could actually afford.

I would hope that when cottage clusters are formed, that they are designed in a way that doesn't cut them off from the larger community they are situated in. Also, I like the idea of larger lots being

partitioned to allow for a smaller cottage home. It would enable homeownership (ADUs do not) in areas of town that one might not otherwise be able to afford to live in.

TOWNHOUSES:

Whenever I hear the word “townhouse,” I think back to the little house I rented from a developer guy in Hillsdale a few years back. I found it (thank goodness, because it was hard finding a place!) after I was no-cause evicted from a duplex I’d been renting. (This horrific experience is why I became an advocate for tenants). The little house was in bad shape, but I was afraid to ask for any fixes because of my no-cause experience, and also because he kept reminding me that eventually he wanted to demolish the place in order to erect a set of two attached townhomes. (Talk about feeling on edge all the time with regard to housing stability! Plus, this was before the City of Portland’s Tenant Relocation Ordinance passed). But ...

... he would always, always preface the word “townhome” with the word “luxury.” ☹

So now when I think “townhouse,” unfortunately, I think “unaffordable.” Please don’t allow only “luxury” townhouses be built. Yuck.

DUPLEXES:

I used to jokingly tell people that I can only afford to buy “half a house” these days. Now I say, well, maybe I could if there was something out there to buy! I love it that we are working on that “missing middle” housing stock that may finally allow families to own their own place again.

INTERNAL CONVERSIONS:

At present, I reside in an older home here in Oregon City that was converted many years ago into a duplex. I live on the upper level and my housing provider’s son, wife and two children live in the lower level. I shouldn’t be able to hear every closing of a cabinet, every shout from a child, every scurry of little feet across the floor. But I do. I can’t begin to count the number of times I’ve been woken up or startled by the activities of the family below. (Which is actually kind of weird as my hearing isn’t the best.)

I wholeheartedly support this way of increasing density; however, from personal experience, I can tell you that there needs to be standards for these types of conversion, which include:

- Sound mediation! (That’s all I can think of right now)

It’s nice to be able to create more housing from an older home and thus, saving it from demolition, but, as noted, there needs to be consideration for the quality of life inside each and every one of those units created.

LIVE/WORK UNITS:

I like the idea of streets dedicated to small businesses with living spaces built on upper levels. I just do. It’s another option for people, which is always good.

MANUFACTURED HOMES (single and in parks)

This is an important option for those with limited housing funds. I would just emphasize that if there are new “parks” formed, or a reconfiguration of existing ones, that consideration be paid to how they are integrated into the entire community to ensure inclusion. Being able to have equity in the land their homes are situated on would also help keep them safe from escalating site rental costs.

NIMBYISM:

I sensed during both meetings of the PAC I’ve attended so far that there may be an unwillingness to incorporate the density which would allow for a variety of housing and a diversity in the people who may be wanting to occupy those structures; a resulting increase in traffic, being one concern. Protectiveness of the Historical District, for example, is understandable. It contributes a lot to Oregon City’s charm. However, there are already protections in place for important historical buildings. With

smart planning and design, there should be plenty of opportunities for affordable housing that will blend right into the neighborhoods.

(Even though this was not on the agenda) -- TENANT PROTECTIONS:

I feel very strongly that unless Oregon City (and the State of Oregon) develop stronger tenant protections, all the increased building in the hopes of alleviating the housing crisis will be for naught. If buying one's own home is increasingly out of reach for many people, then they will have to rent. If they are renters at the mercy and whim of their unregulated housing providers, they may, at some point, become unwillingly displaced to who knows where.

- The City and/or County needs to establish some way of collecting data on No-Cause evictions and also a way to discover when a large rent increase or other cause has led to displacement.
- It would also be very helpful to those tenants who feel they have no voice for the City or County to set up some kind of office that would help with mediation between housing provider and tenant. This might help keep things out of the courts and also level the playing field for tenants who don't have the financial resources to fight for their rights.
- In addition, there's got to be space for those tenants who are NOT rolling in the dough to be able to live in any of the variety of housing units proposed to be built or converted. And they shouldn't have to worry when they move in that their days there are numbered, either. Tenants deserve housing stability as much as a property owner. After all, they are paying the property owner's mortgage and costs of maintenance, without the tax benefits.

Final thoughts -- YOUTH, WORKING FAMILIES, THE ELDERLY:

Since I was appointed to an At-Large position on this committee with emphasis on youth, working families, and the elderly, I feel it important to highlight some of the thoughts I have that apply to those three categories, in no particular order or importance:

- Need to disrupt the idea of house equals investment opportunity. **If we don't stop equating housing with return on investment, we will NEVER solve the homelessness problem.**
- More **subsidies** may be needed to insure diversity. Income-restricted mixed in with "market-rate" apartments.
- If buildings incorporated **universal design** as standard, that helps everyone, not just those who are disabled or elderly.
- Handy and dependable **transportation**, nearby grocery stores, parks are essential to decreasing isolation of elderly and disabled. And who doesn't love a park or a stroll on a sidewalk to get there? 😊
- **Property tax discount** for those over 65 and of certain income level could help keep elderly in their homes.
- Option to buy certain (cottage? duplex?) rentals at the original cost to build after renting for a pre-determined period of time. A **path to homeownership**?
- **Outdoor space is IMPORTANT!**
- **Institute financial penalties on housing kept empty for over a specified period of time.** Why should that even be allowed when there's people living on the streets? Within just a couple

blocks of where I live, in fact, there's ...

-- One boarded-up house that has been in the process of being "flipped" for the last TWO YEARS!

-- An over-valued house that was flipped last year, sitting empty, waiting for someone to pay too much for it. I believe the latest is it is being put up for auction.

-- A very large house on Center Street has been empty for I don't know how long. I could see it providing housing for at least four or five families, but it sits vacant.

- If the majority of the increase in housing results only in smaller units (400 sq. ft. "luxury" studios, etc.) this puts a damper on family life. Need variety in sizes, along with type, offered at price points available to more than just the lucky few.
- Restrictions on outside investors coming into Oregon City only for the purpose of making their killing on housing! **Housing should not be looked at solely for investment purposes!** Everyone should have access to shelter. Yes, even those with nothing to give in return.
- The input I am offering here is meant to apply to ALL of Oregon City. Concentrating income-restricted apartments or other types of housing meant for poorer people only in certain areas, claiming it's because that's the only place there's "space," will seem very disingenuous to the mission of this committee.

I recently posed an **unscientific question** to an Oregon City Facebook group I'm a member of asking what kind of housing they would prefer if they could afford it. The overwhelming response was they preferred to own rather than rent, and their first choice of what they would want to buy was a single-family home. Second, was a cottage home. Third, a duplex.

From what I gathered, however, their favorites were based on the stage of life they were in at present. Families wanted the house. Older folks, something smaller and on one floor, designed in a way to promote community; with privacy, but not isolation.

Some who responded in the Facebook thread wanted to remain renters. I wonder, though, how many more would rather be renters if they weren't treated as a second class of citizen with very little rights.



Technical Advisory Team (TAT) Meeting
Tuesday, January 9th, 2018, 2:30 – 4:00 p.m.
Oregon City Swim Center, Community Room (1211 Jackson St)

DRAFT SUMMARY

Meeting Objectives:

- Provide comments on proposed code amendments for low and medium density residential department

Participants

TAT Members: Jon Williams, Nikolai Ursin, Kathy Griffin, Aleta Froman-Goodrich, Chuck Robbins

Staff: Pete Walter, Laura Terway

Consultant: Elizabeth Decker, Anais Mathez

Welcome and Introductions

Pete Walter welcomed Project TAT members back to their second advisory group meeting and thanked them for their participation.

Project Overview

Elizabeth Decker of JET Planning provided an overview of the project, stating that the goal is to increase equitable housing options throughout the city in existing and new neighborhoods. An audit of the existing development regulations and practices was completed in 2017, and now the project is working on solutions to the identified concerns and obstacles to housing development. The Project Advisory Committee (PAT) will meet after this meeting to review and comment on the same information this group will hear shortly.

Elizabeth reviewed the following project background elements:

- For the purposes of this project, “equitable housing” is defined as diverse, quality, physically accessible affordable housing choices with access to opportunities, services and amenities. This broad definition includes choices for homes to buy or rent that are accessible across all ages, abilities and incomes and convenient to every day needs, such as transit, schools, childcare, food and parks.
- Looking at the latest census data in Oregon City, 71% of residential units are single-family detached homes, dominating the housing market. Elizabeth noted that Oregon City is in the middle of the pack in this regard. All other housing types make up 29% of the housing options, ranging from manufactured homes and floating homes to 20-unit apartment complexes. Within that 29%, there are a surprising number of options. The most popular alternative is multifamily apartments, and these are even more diverse when broken down by size. Townhouses are the next most common

option, followed by manufactured homes in the existing parks within the city, then 3-4 unit multiplex buildings and duplexes. The least popular options currently are ADUs, where City records only show 23 have been constructed in the past 10 years. There are no existing cottage housing units, though several are under review currently.

- Housing prices are increasingly unaffordable. This is typically defined as spending more than 35% of household income on housing. Almost 24% of homeowners with a mortgage have unaffordable costs, and over 40% of renters can't afford housing costs. Overall, one in four households in Oregon City are struggling to pay for housing. At the extreme, housing unaffordability is leading to increased numbers of people experiencing homelessness.
- In addition to rising costs, the housing stock is also increasingly a poor fit for Oregon City households. About 55% of households are 1-2 people, at various life stages, who will need flexibility either in how their homes are used or the opportunity to move to a different home to better meet needs. In addition, fewer households have children, which has been a historical driver for single-family detached homes.

The current situation leaves Oregon City with a lack of housing in general, contributing to a lack of equitable housing, housing choices, and homelessness. The approach for this project is targeting the development and supply side of the problem in order to facilitate development of more diverse, equitable housing. The goal is to remove regulatory barriers to equitable housing, specifically focused around zoning regulations in this task, and then moving to create educational materials to support development and developers.

Code Amendments Round 1: Low and Medium Density Residential

Elizabeth presented the first round of code amendments for low and medium density residential. The code amendments are aimed at increasing the variety of housing types across all zones. To manage this, a variety of dimensional, development and design standards are proposed. Elizabeth presented a profile of each proposed housing type and the main points. Housing types are presented in order of the most numerous (currently) in the city. Elizabeth noted that there is a lot of overlap with these housing types, i.e. a single-family home with an attached ADU isn't that different than an internal conversion or a new duplex, and a triplex or fourplex wouldn't look or function very differently than three to four attached townhouses. The idea is to create multiple options for both existing homes and new development.

Proposed changes by housing type include:

- **Single family:** No changes are proposed, except for relaxing side yard standards and the landscape plan review.
- **Multi-family:** Allow it in the R-3.5 zone as a Type II staff review rather than a planning commission project in the. Design standards update would come in next round of amendments.
- **Townhouse:** Add new design standards, structured around single-family menu of design options but adapted to townhouse specifics. Clarify dimensional standards, update density limits to match dimensions. Concerns still include providing adequate yard space with each unit and whether driveways are shared. Minimum outdoor yard

requirements are proposed with shared driveway requirement, but this is open to discussion.

- **Manufactured Homes:** Permit parks in the R-3.5 zone where they are already located, helping existing parks make modifications and stay viable. Proposed park standards are purposefully “lite” to avoid overregulating existing parks, and in recognition of significant state standards.
- **Multiplexes:** Add 3 or 4-unit developments in R-5 and R-3.5 zones. This could be three side-by-side attached units, similar to townhouses but on a single lot; or three single detached small homes on a lot like a mini cottage project. This would be a subset of multifamily development, with design standards related to multifamily development.
- **Duplexes/Corner duplexes:** Require corner duplexes, a subset of duplexes, to be sited on oversize lots (by 25%) for more flexibility in allowing two units on a lot that would otherwise be a SF lot.
- **Internal Conversion:** Allow division of existing homes built before 1990 (which is half of the housing stock in Oregon City) into 4 units or less. This helps incentivize preservation of existing homes by using them more efficiently for multiple households. This could be thought of this as a duplex retrofit, and likely to be used primarily for two units because of commercial building code requirements that kick in beyond that. This wouldn’t necessarily be a major source of new units, but it is easy and inherently fits into existing neighborhoods. Expansions associated with an internal conversion would be limited to 800 SF, similar to ADUs.
- **ADU:** Remove parking requirements, design requirements, and owner-occupancy requirements. It expands dimensional standards to allow ADUs up to 800 SF in most cases. Proposed code would also allow two ADUs on a single lot, one attached and one detached, for increased flexibility. Some of the main barriers for ADU development include restrictive covenants requiring owner occupancy—which are unprecedented for any other type of housing, and difficult to monitor—off-street parking, and lengthy review processes. Oregon City already allows ADUs and the proposed changes simplify the process, which is generally done by individual homeowners with no development experience.
- **Cottage Housing:** Remove requirements for specific architectural styles and allow lots to be divided through subdivision to allow fee-simple ownership, rather than condos or rentals on a single lot. The City could consider relaxing design standards to essentially promote smaller homes on smaller lots as infill with more flexibility.

TAT members commented:

- It is appropriate to add further options in the R-3.5 zone. However, capping multifamily to 10 units in this zone makes it difficult to build affordable units. Usually 20 units is the very minimum for the project to be financially viable.
- Removing a date for internal conversion of existing homes was suggested, but a caveat would be that if SDC’s are lowered for this kind of development, developers may build new homes set up for internal conversion and get away with not paying SDC fees, which feels like a back door to density.
- The requirement of 200 sq ft of “useable” yard space seems burdensome in the code for townhomes. A suggestion was made to eliminate the requirement for

townhomes to have street frontage. Instead it could be a superblock of townhomes, which could elevate the concept of cottage cluster housing. This could incentivize actual cottage cluster development, especially if the definition of cottage cluster housing is expanded to include attached housing.

- Removing the oversize lot requirement for corner duplexes should be a question to float with the developers. Having this requirement may be burdensome.

Next Steps

Pete asked that questions and comments be received by January 16th so they may be incorporated into the second draft of the Code Amendments Part 1 (Memo #2). The consultant team will finalize Memo #2 based on these and PAT suggestions. Building upon this feedback and the Final Code Audit Report from Milestone 3, initial direction will be revised for code and policy changes around low and medium density residential. The next meeting of the TAT will take place in early March at a date to be determined.

The meeting adjourned at 4:00pm.



Project Advisory Team (PAT) Meeting
Tuesday, October 24, 6:00 – 7:30 p.m.
Oregon City Public Library (606 John Adams St.)

DRAFT SUMMARY

Meeting Objectives:

- Understand project purpose and schedule
- Understand PAT responsibilities and ground rules
- Provide comments on Public Involvement Plan
- Provide comments on Code and Policy Audit

Participants

PAT Members: Talena Adams, Dawn Birge, Nancy Ide, Gary Martin, Denyse McGriff, Kira Meyrick, Rosalie Nowalk, Lynda Orzen, Theresa Powell, Nikolai Ursink Stephen VanHaverbeke, Amy Willhite, Adam Zagel.

Staff: Laura Terway, Pete Walter

Consultant: Elizabeth Decker, Steve Faust

Welcome and Introductions

Pete Walter and Laura Terway welcomed Project PAT members and thanked them for their participation. Each member of the PAT introduced themselves and talked about why they volunteered to participate in this process.

Project Overview and Schedule

Pete provided an overview of the project, stating that funding for the project came through a grant from Metro. The project is an iterative look at zoning code and other policies, codes and fees where changes could allow more and more diverse housing types affordable to greater range of Oregon City residents. The Technical Advisory Committee (TAT) met earlier today to review and comment on the same information this group will hear shortly.

The scope of work was revised and approved by Metro and includes 10 Milestones the City needs to accomplish over the next 11 months or so. Milestone 1 is complete. Milestone 2 is ongoing public engagement. The consultant team is currently working on Milestone 3, the General Code and Policy Audit. The Audit looks at what parts of the code impact equitable housing and will help us understand the barriers to facilitating more and more diverse housing types in the city. The Audit looks at issues from permitting to zoning code. Later in the process, the City and consultant team will prepare educational guides that describe the process, fees, costs, relevant codes for doing various types of residential development.

PAT members had questions about the process and asked that the definition of equitable housing be what is appropriate to Oregon City, not one size fits all. It is important that everyone is on the same

page so we know where we are going and can explain it to others. Be clear about the desired outcomes for the project. Oregon City has two historic districts and I am concerned about how those historic districts will be affected by certain housing types. These districts have design guidelines.

Responsibilities and Ground Rules, Public Involvement Plan

Steve Faust reviewed PAT responsibilities and ground rules for meeting participation. Steve asked PAT members to identify stakeholder groups that should be part of the process. Responses included:

- Housing Authority of Clackamas County (representative is on the TAT)
- Senior Center
- My Father's Heart
- Oregon City Homeless Solutions
- Tenants Groups – Kingsbury Heights, Pioneer Ridge

Code and Policy Audit Discussion

Today, the TAT will review the Audit findings and discuss which opportunities could have the greatest impact on providing more and more affordable housing. The opportunities are based on discussions with staff and interviews with five members of the development community. A survey went out to about 200 members of the development community. Those results will be incorporated into the revised Audit.

Elizabeth Decker of JET Planning presented the findings of the Code and Policy Audit. For the purposes of this project, “equitable housing” is defined as diverse, quality, physically accessible affordable housing choices with access to opportunities, services and amenities. This broad definition includes choices for homes to buy or rent that are accessible across all ages, abilities and incomes and convenient to every day needs, such as transit, schools, childcare, food and parks.

The project focus is on needed housing with some emphasis on affordable housing, but it's not the sole focus. Oregon City needs more of a variety of housing types. The project purpose is to support the development of more units and more equitable units, meaning a greater variety and greater quality available at every income level.

There are several forces that drive development, including: long-range plans and policies, development (zoning) code, engineering standards, building codes and city fees. Other factors include state and federal requirements and market forces, but those are outside the control of the City. The question we are striving to answer is whether changing various policies and practices will lead to the development of more equitable housing.

PAT members commented:

- The presentation focused on areas that need fixing, but should share positive aspects of the code too.
- Take a closer look at historic districts when making recommendations.
- Identify which changes fit Oregon City and which do not.
- A lot of the “meat” is in the development/zoning code. It's spread over a lot of the municipal code, so there are many opportunities to shorten and consolidate these sections to make it easier to understand.
- Some of the engineering requirements could be taken out as they have a cost impact, but applications still need to make engineering sense.
- Building codes are developed at the state level and implemented at the local level.
- Adjusting fees has the greatest impact on providing more housing. Permit fees, system development charges (SDCs), etc. SDCs are \$25,589 for a single family detached home.

- Where can we do more and what is the balance? Where should we make improvements that work for Oregon City. There is a lot of single family detached housing, but not much else.

The Code and Policy Audit identifies nine primary areas with opportunity for revisions and improvements:

1. **Realign residential zones for low, medium and high-density opportunities.** Consolidate the six individual zoning chapters into three chapters that focus on differences between zones within the low, medium and high-density categories. This change would help simplify the zoning code by reducing duplications.
2. **Expand permitted housing types within all zoning districts, appropriately scaled for each zone.** Look to incorporate “gentle density” housing types such as duplexes, accessory dwelling units and internal conversions of existing homes within single-family residential districts. Medium-density zones could accommodate multi-plexes, townhouses and courtyard apartments, with a full range of residential uses up to multifamily apartments allowed in the higher density zone. Also considers non-traditional residential options such as manufactured home parks, which are a viable existing use in Oregon City but have been relegated to nonconforming use status under the current code. Increasing variety of residential types and allowed densities will increase housing supply and introduce more choices at a variety of affordability levels. This strategy provides additional units while preserving single-family neighborhood character.
3. **Consolidate existing residential design standards and organize standards around each type of residential development.** Existing standards are located throughout the code, with some specific to type of residential development, some to the zone where development is located, and some to specific geographic areas within the city. Overlapping regulations complicate the development review process, and result in patchy development outcomes across the city. The proposed change would develop a centrally located set of standards for each type of residential use from ADUs to multifamily projects. The idea is to take a more global look at those standards, focus on common themes and re-write as one large chapter that addresses every type or façade articulation standards. Or related chapters and simplify to the ones that make the most impact on how place looks and functions and eliminate those that inhibit. Acknowledge prevailing trends in housing industry. One participant mentioned that driveway lengths are important as cars and trucks get larger.
4. **Consolidate and revise dimensional standards with potential incentives for single-family alternatives.** Present these standards in simplified table format that is easy to understand and tailor it to address specifics of zoning districts and desired development type. This includes setbacks and lot coverage. Consider incentives to encourage housing types other than traditional single-family detached. Instead of maximum heights and building coverage, the City could consider floor-to-area ratio that is more flexible.
5. **Make mixed-use projects feasible in this (sub)urban context.** Balance desired urban form in various city neighborhoods against market factors to support mixed-use and commercial development. While traditional vertical mixed use with residential uses over commercial may be more familiar or desired, consider alternatives such as horizontal mixed use or flexible site designs for sites outside of downtown. These concepts may be easier to finance or more appealing.

6. **Provide two-tiered review approach for simpler and more creative projects.** Land use reviews range from a Type I to III process, each with an increasing level of uncertainty, complexity, cost and time. Offer a Type I or II review option for as many projects as possible to reduce uncertainty and delay for more straightforward projects designed to meet clear and objective standards. Also create discretionary Type III review options for more creative projects designed to otherwise meet the code intent. For example, re-introduce a planned unit development (PUD) process to develop residential projects with greater flexibility within an overarching design concept as a Type III process, as an alternative to meeting the straight zoning standards through a Type II subdivision process.
7. **Relocate engineering design details outside of code.** Details for street and right-of-way improvements can be moved to separate engineering documents that already exist to codify infrastructure standards. Keep engineering with engineering and development code with development code. Can't write full engineering standards, but can make recommendations about general direction and improvements to code to get to give more latitude to engineering decisions.
8. **Improve coordination between City departments to facilitate the development review process.** While the planning department generally should remain the lead for development review permitting, all City departments and affected regional agencies should improve coordination to provide consistent and accurate direction to developers. Engineering and public works requirements should be better aligned with planning requirements from initial discussions at pre-application conferences through final construction permitting. This is difficult to codify, but where are the opportunities to improve?

Participants agreed that each department is different and has different staffing levels and are located in different buildings. Taking the engineering details out of the code would help.

9. **Target financial supports and incentives for desired development.** Use limited local funds and take advantage of state programs to financially support alternatives to single-family detached housing through tax abatements, system development charge (SDC) policy, and related funding tools. Encourage desired housing types by reducing or waiving SDCs.

Which of these opportunities are meaningful and which are just window dressing? What should the priorities be? Is anything missing?

- Manufactured home parks sit on land worth a lot of money. One opportunity to preserve affordable housing is to ensure existing parks can continue to operate. Right now, they are in limbo as a non-conforming use.
- Need protections for people who rent. Get rid of no cause evictions. There are things that can be done outside of buildings and money if people would be human to other people and give people a place to stay and make a home.
- A multi-pronged approach is needed.
- Financial incentives for affordable housing development is the best way to close the gap between market rate and affordable units.
- Providing a two-tiered development process is important. The City is trying to use a model to simplify architectural standards. Each articulation in a design adds to overall costs and grows the funding gap. This adds up making it harder to find funding. Design review and good intentions can go head-to-head with affordability.

- Can accommodations be made for people who are willing to donate their time or “sweat equity”? Can a painter or gardener help take care of the building or grounds. We should look for ways to make rents lower. *That would take a lot of time to coordinate, which also would cost money.* Can we study opportunities in other communities? Could a city build a free tiny home or ADU on a property if the resident allows homeless person(s) to stay in it for five years at which time it becomes the property owners and they can rent it out at market rates? We should look for creative solutions. Pete will post informational links PAT members provide him to the website.
- The consultant team will provide project overview information and term definitions as well.
- It would be helpful to have a zoning map at meetings so people can see which zones are in which neighborhoods.
- Opportunities #2 and #3. I had a client give up on a property due to design standards. Oregon City wants more than just basic development, but design standards also result in cost. Too often, design standards try to reinforce what is there and a city ends up getting “McBungalos” or a “Craftsman on steroids”. Some developers are trying to do something high quality but simplified, with less articulation that will result in more affordable housing. The question can be what is more important, providing a roof for someone who needs it or a roof with certain design features.
- In some cases, design does equal quality. I fear that someone will put up something that looks awful in five years.
- When going to get funding from the state for affordable housing, design standards and durability standards are set so the developer has to wait at least 20 years before applying for new funding. Affordability restrictions are in place for 60 years so you can’t sell it and walk away
- Looking at whole city and through discussions with the Homeless Coalition, we know certain neighborhoods only want what they’ve got already and anything different can go somewhere else. A neighborhood with one grade school, no apartments and few rentals doesn’t want to change. The historic designations and other ways in place to preserve historic structures/districts. However, we have to look at the whole city to solve this problem and not just certain areas of the city.
- The population is changing. People are coming from Portland to Oregon City. Senior citizens are living longer. We need homes that are accessible for seniors and disabled: wider doors, door handles. Cookie cutter houses may not be the future.
- There is a public infrastructure issue. Concept plan areas have to be annexed and served by sewer, water and roads and not all costs of that are factored into the capital improvement program. It is a guessing game for the developer. The sewer line has to serve everything.
- #2. Public education is key. The community knows so little about ADUs, but they are great for young people living at home and older people who are downsizing. Families can pool resources in this tough economic climate.

The next meeting of the PAT will take place in January at a date to be determined.

Next Steps

The consultant team will finalize the Audit based on these and TAT suggestions. Opportunities will not be taken off the list, but identified as higher and lower priorities. Higher priorities will get more time. The final Audit also will incorporate survey results. Three memos and meetings will be for the consultant team to review and suggest revisions to each of the nine opportunity areas.



Project Advisory Team (PAT) Meeting

Tuesday, October 24, 6:00 – 7:30 p.m.

Oregon City Public Library (606 John Adams St.)

AGENDA

Meeting Objectives:

- Understand project purpose and schedule
- Understand PAT responsibilities and ground rules
- Provide comments on Public Involvement Plan
- Provide comments on Code and Policy Audit

Schedule	Topic	Lead
6:00	Welcome, Introductions	Pete Walter
6:05	Responsibilities and Ground Rules	Steve Faust, 3J Consulting
6:10	Project Overview and Schedule	Pete
6:20	Public Involvement Plan	Steve
6:30	Code and Policy Audit Discussion	Elizabeth Decker, JET Planning All
7:20	Public Comment	Steve
7:25	Next Steps	Steve
7:30	Adjourn	

Meeting Materials:

- Project Scope and Schedule
- Draft Public Involvement Plan
- Draft Code and Policy Audit

Project Advisory Team Ground Rules for Meeting Conduct

All participants agree to act in good faith in all aspects of planning discussions. This includes being honest and refraining from undertaking any actions that will undermine or threaten this process. This includes behavior outside of meetings.

Expectations for behavior of advisory team members during and outside of meetings include:

- Be respectful at all times of other representatives and audience members. Listen and try to understand each perspective, even if you disagree. One person will speak at a time. Side conversations and other meeting disruptions will be avoided.
- Bring your concerns into this process to be addressed.
- Refrain from personal attacks, intentionally undermining the process, or publicly criticizing or misstating the positions taken by any other participants during the process.
- Any written communications, including e-mails, blogs and other social media, will be mindful of these ground rules and will maintain a respectful tone even if highlighting different perspectives. The City of Oregon City Web 2.0 Use Policy (Social Media) provides further guidance on the use of social media. Members are reminded that social media may be considered public documents. E-mails and social networking messages meant for the entire group will be distributed via the project team.
- Individual representatives agree to not present themselves as speaking for the advisory team without specific direction and approval by the advisory team.
- All participation in this process is voluntary and may be withdrawn. However, members agree that before withdrawing they will discuss the reason for their withdrawal with the City's project manager and will give the advisory team the opportunity to understand the reasons for withdrawal and to encourage continued participation, if appropriate.
- Requests for information made outside of meetings will be directed to the City's project manager. Responses to such requests will be limited to items that can be provided within a reasonable amount of time.

Expectations for behavior of community members during and outside of meetings include:

- Community members are encouraged to participate in the Equitable Housing Study process. All meetings are open to the public. Each meeting will include a time for public comments. There also are a variety of other opportunities to provide direct comment at any time throughout the process:
 - Web site (<https://www.orcity.org/planning/equitable-housing>)
 - E-mail Pete Walter, (pwalter@orcity.org)
 - Advisory team meetings
- Comments during advisory team meetings will be limited to two (2) minutes or less at the discretion of the facilitator according to time available and other business items.
- Introduce yourself and give your name and address for the record.
- Direct comments and questions to advisory team members, not other community members.
- Keep comments constructive. Personal attacks of any type will not be tolerated.

THANK YOU!



Technical Advisory Team (TAT) Meeting

Tuesday, October 24, 3:00 – 4:30 p.m.
Oregon City Public Library (606 John Adams St.)

DRAFT SUMMARY

Meeting Objectives:

- Understand project purpose and schedule
- Provide comments on Code and Policy Audit

Participants

TAT Members: Vahid Brown, Aleta Froman-Goodrich, John Lewis, Chuck Robbins, Mike Roberts, Nikolai Ursin, Jon Williams.

Staff: Laura Terway, Pete Walter

Consultant: Elizabeth Decker, Steve Faust

Welcome and Introductions

Pete Walter, Oregon City project manager, welcomed TAT members and reminded everyone that the Oregon City Planning Department office is located at 221 Molalla Avenue. Pete mentioned that a few members could not participate today, including: Michael Day, homeless liaison from the Oregon City Police Department and Leigh Anne Hogue from the Oregon City Economic Development Department. Clackamas Fire District #1 will monitor the project.

Project Overview and Schedule

Pete provided an overview of the project, stating that funding for the project came through a grant from Metro. The scope of work was revised and approved by Metro and includes 10 Milestones the City needs to accomplish over the next 11 months or so. Milestone 1 is complete. Milestone 2 is ongoing public engagement. The consultant team is currently working on Milestone 3, the General Code and Policy Audit. The Audit looks at what parts of the code impact equitable housing and will help us understand the barriers to facilitating more and more diverse housing types in the city. The Audit looks at issues from permitting to zoning code. Later in the process, the City and consultant team will prepare educational guides that describe the process, fees, costs, relevant codes for doing various types of residential development.

Code and Policy Audit Discussion

Today, the TAT will review the Audit findings and discuss whether the initial findings are targeted at the right things, if any area is a higher priority than others, and if there is anything missing. The consultant team met with City staff to discuss the code and conducted interviews with five members of the development community. A survey went out to about 200 members of the development community, but results are not yet in. Those results will be incorporated into the revised Audit. The primary purpose of the interviews and survey is to identify barriers to equitable housing.

Elizabeth Decker of JET Planning presented the findings of the Code and Policy Audit. For the purposes of this project, “equitable housing” is defined as diverse, quality, physically accessible affordable housing choices with access to opportunities, services and amenities. This broad definition includes choices for homes to buy or rent that are accessible across all ages, abilities and incomes and convenient to every day needs, such as transit, schools, childcare, food and parks.

The project focus is on needed housing with some emphasis on affordable housing, but it’s not the sole focus. Oregon City needs more of a variety of housing types. The project purpose is to support the development of more units and more equitable units, meaning a greater variety and greater quality available at every income level.

There are several forces that drive development, including: long-range plans and policies, development (zoning) code, engineering standards, building codes and city fees. Other factors include state and federal requirements and market forces, but those are outside the control of the City. The question we are striving to answer is whether changing various policies and practices will lead to the development of more equitable housing.

The Code and Policy Audit identifies nine primary areas with opportunity for revisions and improvements:

1. **Realign residential zones for low, medium and high-density opportunities.** Consolidate the six individual zoning chapters into three chapters that focus on differences between zones within the low, medium and high-density categories. This change would help simplify the zoning code by reducing duplications.
2. **Expand permitted housing types within all zoning districts, appropriately scaled for each zone.** Look to incorporate “gentle density” housing types such as duplexes, accessory dwelling units and internal conversions of existing homes within single-family residential districts. Medium-density zones could accommodate multi-plexes, townhouses and courtyard apartments, with a full range of residential uses up to multifamily apartments allowed in the higher density zone. Also considers non-traditional residential options such as manufactured home parks, which are a viable existing use in Oregon City but have been relegated to nonconforming use status under the current code. Increasing variety of residential types and allowed densities will increase housing supply and introduce more choices at a variety of affordability levels. This strategy provides additional units while preserving single-family neighborhood character.

3. **Consolidate existing residential design standards and organize standards around each type of residential development.** Existing standards are located throughout the code, with some specific to type of residential development, some to the zone where development is located, and some to specific geographic areas within the city. Overlapping regulations complicate the development review process, and result in patchy development outcomes across the city. The proposed change would develop a centrally located set of standards for each type of residential use from ADUs to multifamily projects. The idea is to take a more global look at those standards, focus on common themes and re-write as one large chapter that addresses every type or façade articulation standards. Or related chapters and simplify to the ones that make the most impact on how place looks and functions and eliminate those that inhibit. Acknowledge prevailing trends in housing industry. One participant mentioned that driveway lengths are important as cars and trucks get larger.
4. **Consolidate and revise dimensional standards with potential incentives for single-family alternatives.** Present these standards in simplified table format that is easy to understand and tailor it to address specifics of zoning districts and desired development type. This includes setbacks and lot coverage. Consider incentives to encourage housing types other than traditional single-family detached. Instead of maximum heights and building coverage, the City could consider floor-to-area ratio that is more flexible.
5. **Make mixed-use projects feasible in this (sub)urban context.** Balance desired urban form in various city neighborhoods against market factors to support mixed-use and commercial development. While traditional vertical mixed use with residential uses over commercial may be more familiar or desired, consider alternatives such as horizontal mixed use or flexible site designs for sites outside of downtown. These concepts may be easier to finance or more appealing.
6. **Provide two-tiered review approach for simpler and more creative projects.** Land use reviews range from a Type I to III process, each with an increasing level of uncertainty, complexity, cost and time. Offer a Type I or II review option for as many projects as possible to reduce uncertainty and delay for more straightforward projects designed to meet clear and objective standards. Also create discretionary Type III review options for more creative projects designed to otherwise meet the code intent. For example, re-introduce a planned unit development (PUD) process to develop residential projects with greater flexibility within an overarching design concept as a Type III process, as an alternative to meeting the straight zoning standards through a Type II subdivision process.
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Participants agreed that each department is different and has different staffing levels and are located in different buildings. Taking the engineering details out of the code would help.

9. **Target financial supports and incentives for desired development.** Use limited local funds and take advantage of state programs to financially support alternatives to single-family detached housing through tax abatements, system development charge (SDC) policy, and related funding tools. Encourage desired housing types by reducing or waiving SDCs.

Which of these opportunities are meaningful and which are just window dressing? What should the priorities be? Is anything missing?

- I like the ideas presented. We also need to look at zones that don't traditionally support residential units of any kind, commercial, industrial, old malls, etc. The code currently allows 1.5 times the density with master plan and cottage housing. It is very prescriptive regarding minimum and maximum sizes, open space, porches, and garages.
- I am unsure about three categories of zoning; it would be new territory for Oregon City. The current zones came out of a progressive series of code revisions over many years. These codes have existed for a long time.
- Financial supports and incentives will have the biggest effect on whether more affordable housing gets built.
- I am currently working on a project under review by the City. We are trying to advance a model that is high quality, but simplified for cost savings. Any requirements for articulation or different roof forms makes it more expensive and creates a bigger funding gap to fill. Design can be at odds with affordability. It would be great to have some way to weigh affordability along with design.
- The Clackamas Housing Authority also is trying to wrestle with these questions. Development mass is driven by funding; 40+ units are needed to make the low-income housing tax credit worth getting. For developments smaller than that, look at incentives to try and reduce the cost. How creative can you be? Does the code allow stacked modular housing? Container housing?
- Stacked modular is manufactured housing, and is not a permitted use, but does exist.

- Need to look for ways to include affordable housing in market-rate projects. Inclusionary zoning where a certain percent of housing in development of a certain size have to be affordable at a specified level.
- The City lacks the capability to follow up and make sure units stay affordable over time. There is no structure or system in place. There may be an opportunity to partner with the Clackamas Housing Authority through an MOU for monitoring.
- When looking at a PUD, you can have different types of housing (ADUs) and deal with parking in different ways (grouped parking). It allows creativity with housing types and designs.
- On the fringe of the Metro area, Oregon City does not have available transit or services in many areas to demand the transit needed for equitable housing. Metro is interested in providing an adequate supply of affordable housing in established neighborhoods with good services. It lowers the marginal cost of adding units.
- The question is how to build in flexibility without making it overly discretionary.
- Look at corridors and see what makes sense for potential rezoning or creative development so know where transit systems are going and no what direction they are taking. How can those corridors be better zoned?
- PUDs are all about tradeoffs, so if there is going to be additional density, what would the tradeoff be? There is an opportunity to do covenants, deed restrictions, etc. that are part of the tradeoff and ensure units are affordable over time. There also is the land trust model like Proud Ground's Juneberry Lane 12-unit development.
- The consultant worked with Wallis Engineering to help with the engineering standards piece. It would be constructive to ratchet back the scope of what is included in land use approval. Not waiving a standard, just narrowing the scope to land use, subdivision and zoning. Originally chapter 12.04 was spliced from the land division code.
- Pulling engineering details out of it and the engineering can do design exceptions rather than modification process through code. When development comes and there are constraints, make own decisions in engineering on how exceptions could be made based on engineering rather than approval standards in land use. Engineering provides conditions from master plans rather than code section by code section. Still coming in for civil engineering plans.
- It is important for applicants to know which department is in charge of what. Also, be aware that when you pull items out of the code, you are removing the opportunity for the public to comment on it.
- Some basics about infrastructure layout that have to be discussed in public review process. However, the public doesn't need to know how many inches of aggregate they put down.
- Incentives can include density bonuses and removal of barriers. Expedited permitting for certain types of projects.
- Procedural amendments in chapter 17.50 is where you would add or amend review processes that are in line with state law in terms of incentives. Dealing with the type of review rather than particular zoning. Some restrictions are probably under state law. Probably more internal procedure choices rather than Type I. Look at where those tradeoffs are or paths to lower level review when possible and appropriate.

- Regarding dimensional standards and incentives, does having max FARs actually reduce overall house price? It hasn't been approved yet in Portland. Strong incentive to buy house, tear down and build bigger house to cover the price paid for the land. Trying to cap how much bigger the replacement house can be, but you can get more units if you do so internally or with an ADU. Encourage investment activity to result in more units on one lot rather than one big house. Is it easier to administer FAR rather than building coverage and height?
- Those types of incentives only work if there is pressure to build in a direction above .5 FAR. If no pressure, then you won't get it. Have to set the FAR under market desires.
- Mixed Use downtown zoning designation requires two stories or 25 feet tall. We almost never achieve that and that is downtown. Think about properties on Main Street in a regional center. How to support public works with grants to replace old infrastructure.
- The cost of stormwater, pipes and pavement add to the cost of development. How do SDCs pay for system improvements?

Next Steps

The consultant team will finalize the Audit based on these and Project Advisory Team suggestions. Opportunities will not be taken off the list, but identified as higher and lower priorities. Higher priorities will get more time. The final Audit also will incorporate survey results.

One participant asked how the City planned to address concerns of residents who don't want more development. There is a public process to identify and discuss those concerns.

The three memos and meetings will be for the consultant team to review and suggest revisions to each of the nine opportunity areas. Participants mentioned that the City needs to update their Urban Growth Management Agreement with Clackamas County to match the existing urban growth boundary and ensure alignment between the City and the County.

Technical Advisory Team (TAT) Meeting
Tuesday, October 24, 3:00 – 4:30 p.m.
Oregon City Public Library (606 John Adams St.)

AGENDA

Meeting Objectives:

- Understand project purpose and schedule
- Provide comments on Code and Policy Audit

Schedule	Topic	Lead
3:00	Welcome, Introductions	Pete Walter
3:10	Project Overview and Schedule	Pete Walter
3:20	Code and Policy Audit Discussion	Elizabeth Decker, JET Planning All
4:20	Public Comment	Steve Faust
4:25	Next Steps	Steve Faust
4:30	Adjourn	

Meeting Materials:

- Project Scope and Schedule
- Draft Code and Policy Audit



Equitable Housing Policy Project

Advisory Team Meeting
October 24, 2017



The main focus for our meeting today is to review the audit findings in the development review context, and to discuss whether the findings are accurate, which changes have potential to increase equitable housing options, and any suggestions that we may have missed.

Equitable Housing Defined

“Diverse, quality, physically accessible, affordable housing choices with access to opportunities, services and amenities. This broad definition includes choices for homes to buy or rent that are accessible across all ages, abilities and incomes and convenient to everyday needs, such as transit, schools, childcare, food and parks.”

Our goal here is to identify policies and procedures that will support and guide development of more equitable housing options. Equitable housing is defined by Metro as both more units and more equitable, meaning more variety of housing options across the city for households at all income levels.

In some ways equitable housing is similar to the time-tested “needed housing” concept used at the state level, and is more broad than “affordable housing.” We are particularly interested in housing affordable to low to medium-income households, because there are fewer existing options for these households and there are additional challenges around developing housing affordable to these households since subsidies are generally needed, but overall we are interested in expanding the complete range of housing available.

The audit is intended to identify opportunity areas for policy improvements, whether changing or deleting existing regulations or introducing new ones. In the next steps for the project, we will be discussing the specifics of those changes.

Forces Driving Development

Long-range plans & policies
Development code aka zoning
Engineering standards
Building codes
City fees

(State & federal requirements)
Market forces

To develop the audit, we began by examining the range of influences on the development process, and focusing on those factors within the city's control. We started by looking at long-range plans & policies, looking at the Comprehensive Plan and related documents. Generally, the City has established a vision for a variety of residential neighborhoods with mixed use centers and corridors that can support varied equitable housing development, so no significant changes are recommended here.

The details come in the development code aka zoning, and this is where we have identified the main opportunities with this project.

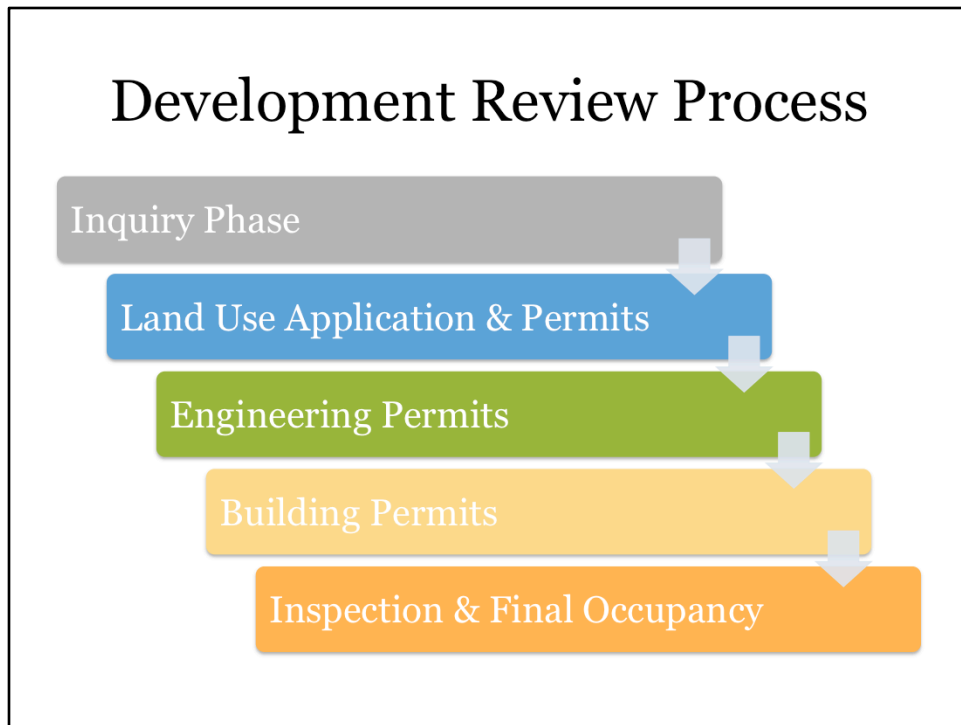
Engineering standards govern what infrastructure is required for new development, and how it must be built, with a direct impact on project costs. The main opportunities we see here are related to process and organization, rather than substantive changes to infrastructure requirements.

Much of the building code is related to fire and life safety and state regulations, so there are fewer opportunities here for changes.

We also are looking at city fees including permit and application fees, and System Development Charges for new infrastructure charged with new construction. We don't see significant changes with these fees as part of this project, but will be looking at SDC methodology and opportunities for future implementation.

We do want to acknowledge that there are additional influences but recognize that they are outside the scope of this project. There are myriad regulations at the state

Development Review Process



Out of that range of forces, we considered how housing actually gets built. Generally, we are going from an informal inquiry phase that can include anything from calls to staff to pre-application meetings, through permitting for land use, engineering, and building, and concluding with inspections from all of the above and final occupancy before homes are ready for new residents. We can look at opportunities at each step of this process for ways to improve both the process and the substance of the regulations being applied.



Considering the variety of regulations, policies and processes under review, we are starting with a very large universe for this audit process. Like astronomers studying the universe, we have to decide where to focus our telescopes. For our discussion today and to guide the next steps of the policy project, our guiding framework is to examine these audit findings through a lens of whether changing the specific policies and practices will lead to development of more equitable housing. There are endless “improvements” to the zoning code and regulations that we could focus on, but we do want to target the most significant opportunities.

Opportunity

- Create three residential zoning chapters to encompass the six existing zones:

Low	Medium	High
<ul style="list-style-type: none">• 4-7.2 u/a• R-10, 8, 6	<ul style="list-style-type: none">• 8.5-12.4 u/a• R-5, 3.5	<ul style="list-style-type: none">• 21.8 u/a• R-2

The current code includes six residential zoning districts in six separate chapters. We are not proposing to eliminate any of the existing zones, or to change the zoning maps, but we see an opportunity to reorganize the standards into three chapters for low, medium and high density residential zones. This would eliminate redundant language that is the same across zones in these groups, while retaining those distinctions that apply to each zone.

The low density zones would include R-10, 8 and 6, which refer to primarily single-family zones with lot sizes of 10,000, 8,000 and 6,000 SF, hence the name. This allows development at 4-7.2 units per acre.

The proposed medium density zones would include R-5 and R-3.5, which allow minimum lot sizes of 5,000 and 3,500 SF each. This translates into 8.5 to 12.4 units per acre. This is probably the most significant shift, bring the R-5 from a single-family classification into a middle range, which would set us up for allowing a greater variety of housing in this zone. The R-5 zone isn't yet applied anywhere in the city, and is intended to be applied within some of the new development areas on the edge of the city, so we do have a relatively blank slate here.

The proposed high density zone wouldn't change. It is currently R-2, which allows one unit per 2,000 SF, mostly in multifamily apartment buildings. We call this the high density zone, but "high" is relative and this isn't skyscraper or even five-story apartment building type density, more like one to three stories with surface parking.

Opportunity

- Expand permitted housing types appropriate to each zone.



We can then build on these three categories of residential zones to increase the range of housing types allowed that is appropriately scaled for the zone, but which allows expanded residential options and gently increased density. These types of opportunities are often called “missing middle” housing or “gentle density.”

In the low density zones, we will look to diversify beyond single-family detached homes to incorporate corner duplexes, adjustments to ADUs (accessory dwelling units) which are already allowed but not widely used, internal conversions of existing homes into multiple units.

In the medium density zones, there are already opportunities such as townhouses and cottage housing. Looking to add similarly scaled options like multiplexes and single-story courtyard apartments.

In the high density zone, only multifamily residential apartments and live/work units are allowed. Looking to add additional variety like townhouses provided minimum density standards are met.

Across all zones, we will be looking for opportunities to accommodate nontraditional residential types like tiny homes and manufactured home parks. We aren’t likely to see new manufactured home parks due to land values but there are four existing parks and they currently exist in limbo, so new standards can apply to those existing parks and ensure they remain viable housing options.

Opportunity

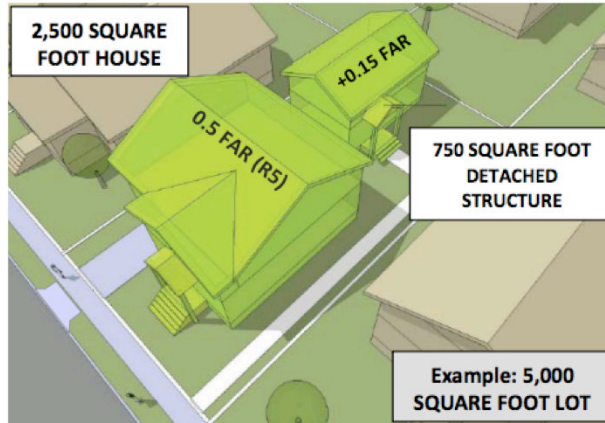
- Consolidate residential design standards and make specific to each type of residential development.



Right now there are design standards all throughout the code, and some apply to specific types of development, such as duplexes and apartments, and some apply to certain geographic areas like Park Place. The opportunity here is bring those standards together, ensure there aren't conflicts, and consolidate them around the specific development type, adding standards where necessary. For example, townhouse standards aren't particularly clear in the existing code, although there are some limits on garage presence as part of the front façade.

Opportunity

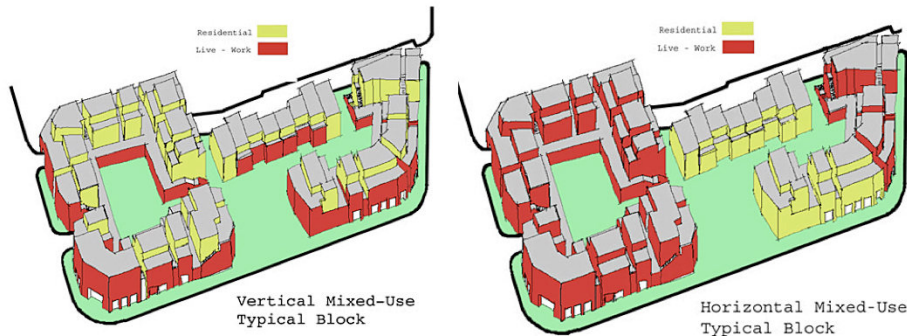
- Consolidate & revise dimensional standards, with potential incentives for SF alternatives.



This is partly an organizational opportunity, to bring together existing dimensional standards and clearly articulate them in a table format in each of three new residential zoning chapters. There are also opportunities to review this standards, which apply to things like setbacks, height limits, building coverage, and look for potential bonuses. For example, we want to make clear that the side setback for a townhouse project is zero feet to allow attached units. We could also look at incentives like this illustration, where total square footage for the main house is capped at a certain level, with bonus square footage available for ADU construction, so that you see two units on a lot and twice as many housing opportunities.

Opportunity

- Tailor mixed-use standards for local context.



Mixed-use is a time-tested concept across the world, from before we had zoning ordinances. The recent push for mixed-use zoning often takes a vertical approach, mixing things like commercial and office on the main floor with residential units above. This can be great in downtown and urban settings, but may not be desired or financially feasible in more suburban settings like the edges of Oregon City. Because mixed use centers and corridors are a big part of the City's vision for providing future housing options, we want to look at what mixed use strategies are appropriate in this community. One option we will explore is more of a horizontal mixed use model, that allows a mix of uses across a site.

Opportunity

- Retain and build upon two-track review process:

Standard

- Type II
- Meets clear & objective standards

Creative

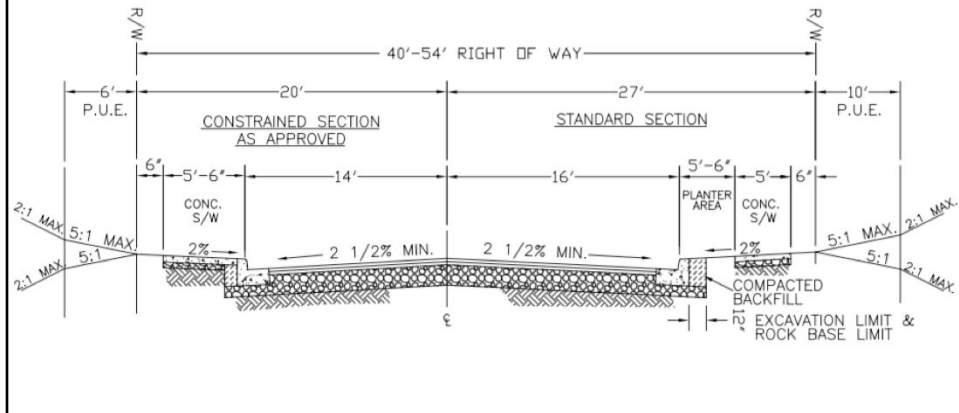
- Type III
- Meets design intent

One aspect of the zoning code that we want to retain and build upon is providing two review options wherever possible. Generally permits are reviewed through a Type I, II or III review, and as the numbers go up, the time, complexity and expense also goes up. The code generally provides two options now, a Type II process for straightforward projects that meet specific criteria and minimum standards in the code, and a Type III option for more creative projects that can demonstrate how they meet the design intent.

For example, for new residential development, there is currently the option for a Type II subdivision where every lot and every home meets the minimum dimensional standards for the zone. As an alternative, we are looking to develop a new Planned Unit Development (PUD) process that would be a Type III review but provide for greater flexibility to incorporate a range of housing types, varied lot sizes, and an overarching concept that can be demonstrated to meet the zoning district goals in a more creative way. There is a Type III master plan option now, but it's cumbersome and not specific to residential development.

Opportunity

- Move engineering details from code to Engineering Standards.



Right now there a lot of engineering design details that are located in the municipal code. Our recommendation is to move as many specific design details into a separate engineering standards document, to be applied at the time of engineering review. This would simplify land use reviews by limiting the scope of review to higher-level engineering requirements, and leaving the details to the engineering experts to be worked out separately. For example, this is a cross-section of a residential street. The land use standards would retain a requirement for streets in new developments and basic widths for site design purposes, but the engineering standards would include all the other details from cross-slopes to backfill compaction requirements.

Opportunity

- City departmental coordination to support the development review process.



We heard from our stakeholder interviews with developers that there is some concern about getting different information and requirements from different departments during the development review process. This is a bit tricky, can't exactly translate into adopted code standards about communication, but there are some opportunities here for the departments particularly Engineering/Development Services and Planning to coordinate.

Opportunity

- Target financial programs and incentives for desired equitable housing development.



Tying in the whole “market forces” concept, costs are very central to project feasibility. This is challenging to address at the city level because of limited funds, but the opportunity is really to target those limited funds towards desired development. For example, there has been limited ADU development in Oregon City in part because the system development charges (SDCs) are \$14k. Other jurisdictions, notably Portland, have experimented with waiving SDCs, and experienced a boom in ADU development, so waivers, discounts for ADUs or other types of desired housing could be explored. There may also be some opportunities around construction excise taxes, land write downs and property tax abatements.

Review & Priorities

- 1 Three categories of residential zones
 - 2 Expanded range of housing types
 - 3 Residential design standards
 - 4 Dimensional standards
 - 5 Mixed-use modifications
 - 6 Two-tiered review process
 - 7 Relocating engineering details
 - 8 Development review coordination
 - 9 Targeted financial incentives
- [Anything missing?]

Among these nine areas, we are looking for group feedback about where you see the greatest potential and what your priorities are. Do particular opportunity areas provide meaningful opportunities to support increased equitable housing development? Is there anything missing?

We are not looking for a ranking or a winnowing down at this point. We will do our best to pursue amendments in all of these areas, but inevitably we will dive deeper on some than others, so your direction is helpful.

TECHNICAL MEMORANDUM

To: Equitable Housing Project Advisory Team (PAT) and Technical Advisory Team (TAT) Members
From: Elizabeth Decker and Steve Faust, 3J Consulting
CC: Laura Terway and Pete Walter, City of Oregon City
Date: October 17, 2017

Project: Oregon City Equitable Housing Project
RE: Code Audit Report (*Public Review Draft*)

1. INTRODUCTION

The City of Oregon City is interested in understanding the barriers and solutions to facilitating diverse, physically accessible, affordable housing choices within the city with access to opportunities, services and amenities. The Equitable Housing Policy project, initiated in 2017, includes a thorough review of housing-related development standards, policies, fees, and procedures. The project's goal is to make equitable housing more accessible by providing greater flexibility in zoning and development policies, informational materials for homeowners and developers to illustrate review processes, and mapping tools to guide housing development in amenity-rich neighborhoods. The outcome of the project will be a series of amendments to development standards and recommended process improvements that will result in clear paths toward additional housing units within Oregon City.

2. METHODOLOGY

The first step in the Equitable Housing Project is an audit of current regulations, processes, and incentives to identify existing barriers and areas for improvement in current residential development regulations. Audit findings will guide development of regulatory amendments and policy changes in later phases of the project.

The audit process began with review of adopted plans, regulations, policies and internal procedures. Information sources incorporated into this public review draft include:

- Development code, land division standards, and engineering standards;
- Background documents including long-range planning documents;
- Development review procedures including available informational materials for developers;
- Development review fees including permit fees and System Development Charges (SDCs);
- Previous residential land use decisions and development history; and
- Best practices from policy experts and surrounding jurisdictions.

City staff has also provided insight into how regulations and policies work “in the real world” as applied.

This public review draft of the audit incorporates public input from stakeholder interviews with a variety of residential development professionals. The final audit findings will incorporate additional public input from a survey of the development community currently underway, and PAT/TAT review comments at meetings scheduled for October 24. The final audit findings will be released in early November.

3. APPLICABLE PLANS, POLICIES AND REGULATIONS

This audit acknowledges the wide universe of plans, policies, and regulations at federal, state and local levels that impact the availability and affordability of housing choices, with a particular focus on local development regulations that can be analyzed and revised as part of the Equitable Housing Policy project. Those development regulations are designed to implement adopted long-range and housing plans. Plan revisions are generally not recommended at this time based on audit findings; the long-range vision as articulated in adopted plans is in line with providing needed variety of housing units, and the focus for this project is facilitating development of that vision through development regulations.

Long-Range Plans

- *Comprehensive Plan (2004)*. The Comprehensive Plan is the cornerstone document for all land use policies and regulations. The community vision centers around neighborhood-scale development including housing at various densities radiating from neighborhood commercial centers, linked by mixed-use corridors and marked by higher intensity residential development in downtown, close to job centers, and major corridors.
- *Concept Area Plans*. These plans provide a more detailed vision for new neighborhoods added to the City's urban growth boundary to accommodate forecasted population growth. Although specific to the geography and opportunities in each concept area, the three plans include common elements supporting mixed-use development and varied residential opportunities.
 - South End (2014)
 - Beaver Creek Road (2008)
 - Park Place (2008)
- *Oregon City Zoning Map (last updated 9/12/2017)*. The zoning map implements the land use map in the Comprehensive Plan with a greater level of detail; no changes to the zoning map are proposed with this project.
- *Public Works Master Plans*. Infrastructure plans are designed to support development by providing needed services.
 - Water System Master Plan (2012)
 - Transportation System Plan (2013)
 - Sanitary Sewer Master Plan (2014)
 - Stormwater and Grading Design Standards (2015)

Housing Plans

- *Housing Resource Document for the Comprehensive Plan (2002)*. Analysis of existing conditions and future housing needs identified the need for more opportunities to develop multifamily residential development to accommodate the projected population growth, targeting areas such as downtown.
- *Clackamas County Analysis of Impediments to Fair Housing Choice (2012)*. Report documented a general lack of affordable housing across the County, particularly for households making less than 30% of the area median income, and lack of choice for units at most income levels. Vast homogenous neighborhoods of single housing types were identified as an impediment to provide a variety of housing types at a range of price points in various locations.

Further information about Oregon City's housing needs will be developed in future tasks (Milestone 5). There is also current discussion about coordinating efforts between the County and area jurisdictions to complete an update Housing Needs Analysis on a regional basis, but efforts are not yet underway.

Implementing Regulations

The concepts and policies identified in long-range and housing plans are translated into regulations that are often collectively referred to as “zoning” but include a range of land use, engineering and building standards. These regulations are fully explored in Sections 4 and 5 of this report.

- Oregon City Development Code (OCMC Title 17)
- Oregon City Land Division Regulations (OCMC Title 16)
- Annexation Code (OCMC Chapter 14.04)
- Oregon City Building Code (OCMC Title 15)
- Public Works Regulations and Standards
 - OCMC 12.04 – Streets, Sidewalks and Public Places
 - OCMC 13.12 – Stormwater Management
 - OCMC 13.20 – System Development Charges for Capital Improvements
 - OCMC 13.30 – Transportation Utility Fees
 - OCMC 15.48 – Grading, Filling and Excavating
 - Oregon City Engineering Standards and Details
- Master Fee Schedule
- System Development Charges (SDCs)

Outside Factors

Additional policy areas beyond the scope of this review affect availability and affordability of housing opportunities, including:

- Accessibility requirements for multifamily buildings and federally funded projects, including the Fair Housing Act, Uniform Federal Accessibility Standards, and the Americans with Disabilities Act (ADA) requirements.

- Building code requirements for energy efficiency promulgated by the state, included in the Oregon Residential Specialty Code.
- Design and durability requirements for housing projects receiving state funding promulgated by the Oregon Housing and Community Services agency.
- Metro requirements, including Urban Growth Boundary (UGB) and annexation policies.
- Market forces including costs for land, construction materials and labor.
- Consumer preferences, both preferences of households looking for new housing opportunities and those of existing households concerned about changes within existing neighborhoods.
- Financing and lending institutions, which tend to direct funding towards traditional types of housing development while limiting risk associated with financing nontraditional products such as ADUs or mixed-use projects in unproven markets.

4. CODE & POLICY OPPORTUNITY AREAS

Primary areas with opportunity for revisions and improvements that emerged from the audit across the various codes and policies, detailed in the following section, include:

- **Realign residential zones for low, medium and high-density opportunities.** The Comprehensive Plan includes three residential designations for low, medium and high-density development, which are then implemented by six zoning districts. Classify R-10, R-8 and R-6 (minimum lot sizes of 6,000 to 10,000 SF) as low density, R-5 and R-3.5 as medium density, and R-2 as high density zoning districts. Consolidate the six individual zoning district chapters into three chapters.
- **Expand permitted housing types within all residential zoning districts, appropriately scaled for each zone.** Within single-family residential districts, look to incorporate appropriately scaled “missing middle” housing types such as corner duplexes, accessory dwelling units (ADUs), and internal conversions of existing homes. Medium-density zones could accommodate multi-plexes, townhouses and courtyard apartments, with a full range of residential uses up to multifamily apartments allowed in the higher density zone. Include consideration of non-traditional residential options such as manufactured home parks, which are a viable existing use in Oregon City but have been relegated to nonconforming use status under the current code. Increasing variety of residential types and allowed densities will increase housing supply and introduce more choices at a variety of affordability levels.
- **Consolidate existing residential design standards and organize standards around each type of residential development.** Existing standards are located throughout the code, with some specific to type of residential development, some to the zone where development is located, and some to specific geographic areas within the city. Overlapping regulations complicate the development review process, and result in patchy development outcomes

across the city. Develop centrally located set of standards for each type of residential use from ADUs to multifamily projects.

- **Consolidate dimensional standards.** Present standards in simplified table format for easy comparison, and tailor to address specifics of zoning districts and desired development type, such as zero-foot side yard setbacks for townhouse development. Consider incentives, such as greater height or coverage, for desired projects that provide alternatives to single-family detached construction.
- **Make mixed-use projects feasible in this (sub)urban context.** Balance desired urban form in various city neighborhoods against market factors to support mixed-use and commercial development. While traditional vertical mixed use with residential uses over commercial may be more familiar or desired, consider alternatives such as horizontal mixed use or flexible site designs for sites outside of downtown.
- **Provide two-tiered review approach for simpler and more creative projects.** Land use reviews range from a Type I to III process, each with an increasing level of uncertainty, complexity, cost and time. Offer a Type I or II review option for as many projects as possible to reduce uncertainty and delay for more straightforward projects designed to meet clear and objective standards. Also create discretionary Type III review options for more creative projects designed to otherwise meet the code intent. For example, re-introduce a planned unit development (PUD) process to develop residential projects with greater flexibility within an overarching design concept as a Type III process, as an alternative to meeting the straight zoning standards through a Type II subdivision process.
- **Relocate engineering design details outside of code.** Details for street and right-of-way improvements can be moved to separate engineering documents that already exist to codify infrastructure standards.
- **Improve coordination between City departments to facilitate the development review process.** While the planning department generally should remain the lead for development review permitting, all City departments and affected regional agencies should improve coordination to provide consistent and accurate direction to developers. In particular, engineering and public works requirements should be better aligned with planning requirements from initial discussions at pre-application conferences through final construction permitting.
- **Target financial supports and incentives for desired development.** Use limited local funds and take advantage of state programs to financially support alternatives to single-family detached housing through tax abatements, SDC policy, and related funding tools.

5. DETAILED CODE AUDIT FINDINGS

Within the City's adopted code, this audit identified potential barriers, constraints and incentives to be explored and updated in future amendment phases of this project.

Findings are organized numerically to mirror the organization of the Oregon City Municipal Code (OCMC). Generally, infrastructure standards are in Titles 12 and 13, annexation standards are in Title 14, building code standards are in Title 15, land division standards are in Title 16, and zoning and development standards are in Title 17. Specific findings include a general description of the existing code features as needed, followed by itemized opportunities for future review and revision.

1. Recreational vehicles. OCMC 10.12

Current regulations in OCMC 10.12 address parking and storage of recreational vehicles on individual lots, prohibit parking vehicles on public streets, and do not allow use of recreational vehicles for temporary or permanent residential use. Vehicles may not be parked longer than 24 hours on any public street, per OCMC 10.08.080.

- a. Consider whether there are areas within the city, perhaps industrial areas with little nighttime activity, where recreational vehicles would be parked and occupied on the street.
- b. Align standards for parking and use of recreational vehicles on individual lots with any changes allowing recreational vehicle occupancy in Title 17.
- c. Clarify whether regulations apply to tiny homes.

2. Streets, sidewalks and public places. OCMC 12.04 (Note: Review and updates to this section will be coordinated with Public Works Department staff and engineering experts.)

Requires street and sidewalk improvements and right-of-way (ROW) dedications for all multifamily residential development (3+ units) and land divisions. Improvements are also required for new and expanded single- and two-family residential but costs are limited to 10% of the project cost. Modifications to standards may be pursued under OCMC 12.04.007.

- a. Review threshold for requiring full frontage improvements for new residential construction, including current standards for single-family and duplexes in OCMC 12.04.003.B. Balance need for public improvements against costs for projects, and consider additional strategies such as alternative street designs, local improvement districts (LIDs), and existing non-remonstrance agreements to reduce and/or defer costs of improvements. Consider applying similar standards to larger projects that meet affordability standards.
- b. Explore alternative street and sidewalk design specifications for infill situations, expanding on the differentiation in OCMC 12.04.010 and .020, to fulfill related goals of completing transportation infrastructure while minimizing improvement costs associated with infill development. Options could alternative standards, fee-in-lieu programs, deferred construction agreements, or LIDs.
- c. Review driveway minimum and maximum widths, particularly the 12-foot limit for homes in the R-3.5 zone, as well as shared driveway requirements in OCMC 12.04.025; weigh driveway impacts against ease of use by future residents.
- d. Explore tying street classification types to adopted Transportation System Plan (TSP) rather than adjacent land use types as shown in OCMC Table 12.04.180, to provide more site-specific improvements.

- e. Add alley and other narrower street typologies to allowed street classifications in OCMC Table 12.04.180, relative to the current residential local design with a 54-foot ROW and 32 feet of pavement.
- f. Review minimum standards for private streets versus public streets.
- g. Explore desired applications for pedestrian and bicycle accessways established in OCMC 12.04.199 to balance goals for multimodal connectivity and costs of improvements, and whether certain types of residential developments would be better suited to alternative block spacing and connectivity standards.
- h. Review mobility standards in OCMC 12.04.205, and align with ongoing transportation planning work on mobility standards.
- i. Explore alley standards in OCMC 12.04.255 mandating use throughout specific zones; evaluate alley design and use, spacing requirements, relationship to specific development types in residential zones, and benefits of alley-oriented development against development costs.
- j. Consider relocating these and other infrastructure improvement requirements to a single location, possibly moving technical specifications to the Engineering Standards, and moving general applicability and improvement requirements to the site plan review standards and/or land division standards.

3. Public and street trees. OCMC 12.08

Requires street trees planted every 35 feet along frontage of new construction or major reconstruction projects.

- a. Define what constitutes 'major reconstruction' and triggers applicability of this section.
- b. Align tree requirements, including situations that require planting public trees in front yard setbacks, with landscaping and tree preservation standards to ensure uniform approach to tree requirements. Align with residential street tree requirements in OCMC 17.20.015.
- c. Allow alternative locations or fee-in-lieu options for all development, and revise planting requirements in OCMC 12.08.015.
- d. Consider reductions or waivers for tree planting requirements for infill projects or other situations where tree planting is less feasible.
- e. Review standard details for road cross-sections to determine whether adequate space exists for tree plantings.

4. Stormwater management. OCMC 13.12

- a. Review engineering requirements and process to align with civil engineering best practices.

5. Annexation. OCMC 14.04

Establishes standards and procedures for incorporating land into the city limits, which will be especially relevant for the future of the Concept Plan areas that are largely in unincorporated Clackamas County.

- a. Review zoning districts that are applied through the annexation process to identify opportunities to better align zoning with adopted comprehensive plan, concept plans and property owners' development plans, and review process for zone changes upon annexation with and without discretion.
- b. Review annexation procedures against state law (ORS Chapter 222) and Metro Code (Section 3.09) to identify any opportunities to simplify code language and process.

6. Fire prevention code. OCMC 15.40.

- a. Partner with Clackamas County Fire District to review implications of fire code regulations regarding sprinklering, minimum fire access road widths, and weight-bearing capacity, turnarounds, and other related standards that impact the design and cost of new construction, while prioritizing fire safety.

7. Grading, filling & excavating. OCMC 15.48

- a. Review grading permit standards, including thresholds for abbreviated grading permits, for impacts on construction timelines and costs.

8. Manufactured home parks. OCMC 15.52

Regulates closure of manufactured home parks, requiring detailed mitigation measures to minimize negative impacts on park residents, who typically are lower-income households.

- a. No changes anticipated for this section; further strengthen these protections for park residents in the event of closure by making existing manufactured home parks allowed uses to ensure that continued operation is more feasible than closure.

9. Subdivisions – process and standards. OCMC Chapter 16.08

Creates a Type II review process to divide land into four or more parcels, with requirements for public infrastructure improvements to serve new parcels. Two-stage process consists of preliminary plat prior to final plat approval after infrastructure improvements are completed; final plat must be filed within two years of approval of the preliminary plat. Any modifications to a preliminary plat are reviewed through a Type II process, the same as the original subdivision approval, per OCMC 16.08.055.A.

- a. Review whether two-year period to file final plat after preliminary approval is sufficient timing, or if adjustments to this time limit could better facilitate development timelines. Consider adding option for multi-phase development with additional time allowed to file final plat for each phase.
- b. Consider alternative preliminary plat modification process to accommodate typical project refinements. Develop options for Type I or II review depending on scope of modifications, and define threshold of modifications triggering each level of review. Consider linking to minor and major modification process in OCMC Chapter 17.50.
- c. Consider developing standards for manufactured home subdivisions.

10. Minimum improvements for land divisions. OCMC Chapter 16.12

- a. Replace 80% minimum density requirement for all land divisions in OCMC 16.12.045 with tailored minimum and maximum density standards for each zone in Title 17.
- b. Review joint driveway requirements in OCMC 16.12.070.D and make joint driveways optional where feasible.
- c. Consider moving building orientation requirements in OCMC 16.12.070 to residential design standards in Title 17 to consolidate design requirements.
- d. Review improvement requirements relative to requirements in OCMC Titles 12 and 13, and adopted Engineering Standards.

11. Minor partitions. OCMC Chapter 16.16

Creates standards and Type II review process for land divisions of three or fewer parcels.

- a. Carry over any process improvements from subdivision chapter for consistency.

12. Zoning Definitions. OCMC Chapter 17.04

- a. Review definitions for all residential types to ensure existing definitions accurately describe dwellings, add new definitions as needed, consolidate definitions, and use terms consistently throughout this Title.
- b. Review manufactured home definitions, which are not used throughout the Title, to remove unused terms and update any terms for revised manufactured home uses. Clarify whether manufactured homes are included in definition of 'single-family detached residential' use.
- c. Review and amend definitions of residential design features and related terms identified in Oregon City 2014 audit, such as arcade, cupola, eave, etc.
- d. Review definitions of family, residential (group) homes, and residential facility to comply with fair housing standards protecting those with disabilities.
- e. Consider adding residential uses as a listed accessory use under the definition of 'religious institution' to allow development of institution-sponsored residential projects on existing or future sites.

13. Single-family dwelling districts (R-10, R-8, R-6, R-5). OCMC Chapters 17.08, 17.10, 17.12, 17.14.

Permitted residential uses include single-family detached homes, accessory dwelling units (ADUs), and cottage housing. Density is regulated by minimum lot sizes, ranging from 10,000 to 5,000 SF translating to 4.4 to 8.8 units per acre, and minimum density standards are unclear.

- a. Consolidate chapters into two groups: low density zones (R-10, R-8, R-6) and medium density zones (R-5, R-3.5), to include recasting R-5 as a mixed dwelling district similar to R-3.5 that permits attached dwellings and other "missing middle"-type alternatives to single-family detached houses. Proposed division of zoning districts would mirror the land use classifications established in the Comprehensive Plan.

- b. Explore allowing additional residential uses such as duplexes including corner duplexes and internal conversions of existing homes. In the R-5 zone, consider allowing single-family attached and live/work uses.
- c. Clarify that individual manufactured homes are allowed under the same terms as stick-built homes, and introduce minimum design standards to ensure compatibility with surrounding development that are not so onerous as to effectively prohibit such homes.
- d. Develop alternative density standards based on dwelling units per acre. Explore both minimum and maximum densities.
- e. Consider alternative dimensional standards based on residential development type, e.g. duplexes compared to single-family residential. Standards should balance limiting impacts to adjacent properties, while incorporating incentives for non-single-family detached construction in the form of greater development potential. Include zero-foot side setbacks for single-family attached development if allowed in the R-5 zone.
- f. Consider a maximum FAR or gross floor area standard, potentially tailored for each type of residential development, in lieu of maximum height and building coverage standards. Develop maximum FAR and/or footprint standards based on typical market-rate developments to ensure standards are feasible and specific to desired housing products, such as cottage housing.
- g. Present dimensional standards in a consolidated table format where possible and delete text, similar to the summary table in OCMC 17.06.040.

14. (Mixed) Dwelling district (R-3.5). OCMC Chapter 17.16

Permitted residential uses include single-family detached homes, single-family attached homes (townhomes), duplexes, and accessory dwelling units (ADUs). Current maximum density is effectively 12.4 units per acre based on 3,500 SF minimum lot size. Projects subject to site plan review are required to meet a minimum density of 80% of the zone's maximum, or 9.9 units per net developable acre. OCMC 17.62.050.A.19.

- a. Explore permitting additional residential uses such as cottage homes, triplexes and four-plexes, small-scale multifamily residential, and internal conversions of existing homes, and the relationship to master planning requirements for some of these uses.
- b. Explore less traditional residential uses including RV parks, manufactured home parks, and tiny home villages. Permitting manufactured home parks would eliminate nonconforming use status of existing parks. Consider supporting design standards to ensure such uses would be compatible with surrounding development.
- c. Explore allowing complementary supporting community uses such as social services, medical offices, and educational facilities.
- d. Explore alternative density standards including minimum and maximum units per acre.

- e. Review dimensional standards and tailor to various housing types as appropriate, including clarification of zero-foot setbacks for single-family attached developments.
- f. Explore dimensional standards that incentivize greater number of units and varied unit types relative to single-family detached residential homes, such as additional FAR or gross floor area for triplexes compared to a single-family detached home, to make more efficient use of land in this district.
- g. Consider required level of review for non-single-family-detached residential developments; aim to develop Type I or II review tracks with clear and objective standards for as many residential types as possible, with Type III option and discretionary criteria for alternative designs.
- h. Present dimensional standards in a consolidated table format where possible and delete text, similar to the summary table in OCMC 17.06.040.

15. Multiple family dwelling district (R-2). OCMC Chapter 17.18

Permitted residential uses include multifamily residential (apartments) and live/work units. Current maximum density is effectively 21.8 units per acre based on 2,000 SF minimum lot size. Projects subject to site plan review are required to meet a minimum density of 80% of the zone's maximum, or 17.4 units per net developable acre. OCMC 17.62.050.A.19.

- a. Consider allowing a greater variety of residential types, possibly even single-family detached residential when included as part of a larger, varied project that meets the minimum density for the zone.
- b. Explore permitting single-family attached residential (townhomes) depending on typical project densities; such projects were previously allowed in the zone and could be re-introduced.
- c. Explore allowing less traditional residential uses including RV parks, manufactured home parks, boarding houses (single-room occupancy or SROs), and tiny home villages.
- d. Explore allowing complementary supporting community uses such as social services, medical offices, and educational facilities.
- e. Explore alternative density standards including minimum and maximum units per acre.
- f. Explore density or FAR/gross floor area bonuses for certain types of desired housing such as income- or age-restricted to promote equitable housing goals. Develop eligibility standards, such as receipt of state or federal grants, or requirement for a recorded covenant, to ensure continued affordability.
- g. Explore dimensional standards tailored to specific residential types, size of project, and/or infill situations. Consider reduced lot width and depth standards for some types of single-family development, as well as zero-foot setbacks for single-family attached development, if use is permitted, to ensure projects can meet minimum densities.
- h. Present dimensional standards in a consolidated table format where possible and delete text, similar to the summary table in OCMC 17.06.040.

- i. Consider required level of review for non-single-family-detached residential developments; aim to develop Type I or II review tracks with clear and objective standards for as many residential types as possible, with Type III option and discretionary criteria for alternative designs.

16. Additional residential uses. OCMC Chapters 17.08 through 17.18

There are a variety of nontraditional residential options not currently allowed in any residential zones, including manufactured home parks, recreational vehicles, tiny home villages, and campgrounds for transitional housing.

- a. Clarify that individual manufactured homes are permitted in most single-family zones, with the exception of historic districts, consistent with ORS 197.312 - 314. Develop limited design standards, as allowed by state law, for neighborhood compatibility.
- b. Allow manufactured home parks in select residential zones, likely R-3.5, or develop a new Manufactured Home Park zone to apply to existing parks. Comply with ORS 197.303, 192.314 and 197.475 – 492. Standards should address minimum park size, not to be less than 1 acre, density of units, internal circulation, and provisions for common amenities.
- c. Consider allowing temporary or permanent use of recreational vehicles for residential purposes in limited circumstances, such as in a manufactured home park or recreational vehicle park, or a few weeks of the year for an individual homeowner. Develop review processes and permitting requirements for any proposed recreational vehicle uses.
- d. Consider whether to regulate tiny homes together with recreational vehicles, as many are technically categorized under state regulations, or as a separate use. Explore possibilities for tiny home uses either individually or grouped in pods.
- b. Consider allowing campgrounds for transitional housing in up to two locations in the city per ORS 446.265. Campgrounds could be permitted as an accessory use to a faith-based organization by expanding the definition of 'religious institution' in OCMC 17.04, under the U.S. Religious Land Use and Institutionalized Persons Act of 2000. Campgrounds could also be regulated as a separate use category, including a definition, use classification within all zones, and any special use standards.

17. Residential design standards. OCMC Chapter 17.20, 17.21, 17.22.

Standards in OCMC 17.20 include residential design standards that primarily address facades, building orientation and garage placement for single-family homes and duplexes, and landscaping standards, including street tree requirements. Standards in OCMC 17.21 and 17.22 are specific to two of the concept plan areas (Park Place and South End).

- a. Review design requirements in OCMC 17.20, balance quality design, compatibility with neighboring development, and costs.
- b. Review garage design limitations in OCMC 17.20.030 to calibrate limitations on garage presence along front facades with typical garage needs particularly for

the R-3.5 and R-6 zones, while ensuring appealing front façade design that creates connections between homes and the street.

- c. Consolidate chapters based on similar themes. Simplify relationship between standards in all districts and those specific to one or more Concept Plan areas. Consider developing individual chapters or sections devoted to specific residential forms, e.g. chapters/sections for single-family detached, single-family attached, duplexes, triplexes and four-plexes, multifamily, and cottage housing developments.
- d. Review standards for individual Concept Plan areas and identify common themes, consolidating standards where possible.
- e. Coordinate design standards with current City-led efforts to develop standards for the Beaver Creek Concept Plan area implementing the Concept Plan principles.
- f. Consider relationship between state design requirements for projects receiving affordable housing funding, which generally require a high standard of durability, and local design requirements. Look to align requirements, or reduce local regulations in favor of state regulations for affordable projects. Explore applicability options, such as proof of state or federal housing funding, or recorded covenant guaranteeing rent levels tied to a specific AMI percentage.

18. Residential uses in commercial zones. OCMC 17.24, 17.26, 17.32

General Commercial (C) zone allows multifamily residential, assisted living, and live/work units as an allowed primary use. OCMC 17.32. Generally applied to larger parcels along Molalla Avenue and Beaver Creek Road. Historic commercial (HC) zone allows single-family detached, duplexes, live/work units, and multifamily residential development with no associated commercial use. OCMC 17.26. Applied within limited area of Canemah neighborhood. Neighborhood commercial (NC) zone allows multifamily, single-family attached or two-family residential, when included as part of a nonresidential development and not to exceed 50% of the project's square footage; live/work units. OCMC 17.24. Does not appear to apply to any significant properties in the city, but is proposed within Concept Plan areas.

- a. Consider whether entirely residential projects are desired or feasible in these commercial base zones, and what kinds of dimensional, design and density standards would promote desired development types.
- b. Consider whether to allow residential uses on the ground floor, or restrict to upper floors only.
- c. Clarify relationship to development standards elsewhere in the code, such as applicability of multifamily and site design standards in OCMC 17.62.

19. Mixed-use and downtown zones. OCMC 17.29, 17.31, 17.34 and 17.35

Mixed-Use Corridor (MUC) zone allows multifamily residential, assisted living, and live/work units in a mixed-use context. Applied in downtown, along Molalla Ave and Beaver Creek Rd, and at key nodes within Concept Plan areas. Mixed-Use Employment (MUE) zone does not allow any residential uses. Consider whether to allow any residential uses, possibly as part of vertical and horizontal mixed-use projects. Mixed-

Use Downtown (MUD) zone allows multifamily residential, assisted living, and live/work units in a mixed-use context, and prohibits single-family or duplex residential uses. Willamette Falls Downtown District (WFDD) allows multifamily residential and live/work units, allows assisted living as a conditional use, and prohibits single-family or duplex residential uses.

- a. Evaluate FAR regulations in the MUC, WFDD zone as they apply to residential development.
- b. Consider dimensional, design and density standards for residential development to ensure compatibility within a horizontal or vertical mixed-use context, and/or clarify relationship to such standards elsewhere in the code.
- c. Explore economic feasibility of horizontal and vertical mixed-use projects relative to code requirements such as ground-floor active use requirements, and adjust requirements as needed to facilitate mixed-use projects that are outside the traditional mold of first-floor commercial and upper-story residential.

20. Historic overlay district. OCMC 17.40

Applies additional design requirements and review procedures for development with the Canemah Historic District and the McLoughlin Conservation District.

- a. Explore implications for residential infill development and redevelopment in these areas to achieve a balance between historic compatibility and housing development potential.

21. Tree protection. OCMC 17.41

Tree protection standards apply to all projects completing a land division or site plan review. OCMC 17.41.020.

- a. Review relative impact of tree protection, and viability of existing mitigation options, on development feasibility of residential projects.

22. Geologic hazard overlay district. OCMC 17.44

Regulates development within and adjacent to (within 50 feet of) slopes > 25% and within 200 feet of landslide areas and other geologically unstable areas; there is frequent overlay with NROD areas. Requires additional development and construction standards and engineering for structures, roads and public utilities within the overlay. Regulations severely restrict allowable residential densities within these areas.

- a. No changes anticipated.

23. Natural resources overlay district (NROD). OCMC 17.49

Protects natural resources by limiting development. Residential development, including land divisions, new construction, and expansions to existing development, are regulated under this overlay.

- a. Review density transfer standards in OCMC 17.49.240, currently focused on single-family detached, single-family attached and duplex residential the R-10, R-8, R-6, R-5 and R-3.5 districts. Ensure dimensional standards for density transfer

align with any revisions to the base zone dimensional standards, and that density transfer standards cover all types of allowed residential uses.

- b. No additional changes anticipated.

24. Administration and procedures. OCMC 17.50

Establishes review procedures for various types of applications, including Type I, II, III and IV applications.

- a. Review neighborhood association meeting requirements in OCMC 17.50.055, including which types of projects require such a meeting, and balance against utility of such meetings.
- b. No significant changes anticipated.

25. Off-street parking requirements. OCMC 17.52

Establishes minimum and maximum parking requirements for multifamily residential ranging from 1 to 1.75 spaces per unit minimum, depending on number of bedrooms. OCMC Table 17.52.020. Does not apply to single- and two-family residential uses.

Establishes a Type III adjustment process to reduce parking requirements if use can be shown to demand fewer parking spaces or can provide adequate nearby parking to minimize impacts on the surrounding area. OCMC 17.52.015. Allows reductions in the Downtown Parking Overlay District, for transit-oriented development, to further the tree protection standards, and in conjunction with a transportation demand management program. 17.52.020.C.

- a. Compile all parking standards here to create central reference, including single- and two-family residential uses, or cross-reference those requirements.
- b. Evaluate current parking reduction options, and consider adding a mechanism to reduce parking requirements for desired housing types, whether it is a straight reduction to minimum parking standards across the board, or more targeted to documented affordable housing projects, certain housing types, certain locations, or projects of a certain size.
- c. Consider option to reduce parking requirements for sites in proximity to transit or other multimodal transportation options.
- d. Review whether carpool/vanpool parking requirement should apply to residential developments. OCMC 17.52.030.E
- e. Review bicycle parking requirements in OCMC 17.52.040 to maximize utility of bicycle parking required for multifamily projects while minimizing costs, particularly standards for covered bicycle parking.
- f. Review parking lot landscaping requirements as apply to multifamily development in OCMC 17.52.060 to most efficiently meet objectives for parking lot design, stormwater management, and overall site landscaping. Consider incentives for low-impact development (LID) approaches to expand upon credits under OCMC 17.52.070.B.

26. ADU standards. OCMC 17.54.090

One attached or detached ADU is allowed per conforming single-family lot, through building permit (Type I) review. ADUs may be 300 to 800 SF, or up to 40% of the size of the main dwelling; owners must live on the property.

- a. Review owner-occupancy requirement and consider whether there is a legitimate policy purpose, and if so, whether current regulations are the least restrictive way to achieve those goals.
- b. Review design guidelines, including compatibility with existing structure, and implications for custom versus model ADU designs.
- c. Review dimensional standards, including minimum and maximum size and setbacks, and parking requirements. Consider eliminating size restriction based on primary dwelling size, which penalizes smaller homes.
- d. Explore feasibility of allowing one attached and one detached ADU on a single lot.
- e. Explore feasibility of allowing a tiny home as an ADU; additional coordination with building code would be required.
- f. Explore feasibility of allowing manufactured home or other prefabricated units as ADUs to reduce costs, and the intersection with design guidelines.

27. Live/work units. OCMC 17.54.105

Live/work units are allowed through Type II review to allow combined commercial and residential use.

- a. Clarify relationship to home occupations and mixed use, and determine whether live/work provides a distinct opportunity that requires separate zoning regulations.
- b. Address types of commercial uses allowed in live/work units; relocate use regulations from 'live/work unit' definition to this section.
- c. Review intersection with building code requirements for differently rated construction types.

28. Internal conversions of existing single-family homes. New section in OCMC 17.54

- a. Add standards to permit conversion of older homes into two or more internal units, exempt from duplex and density standards for the underlying zone. Conversions could allow additional housing units, preserve existing stock rather than demolition. Include requirement to maintain a single main entrance with internal access to both units and other compatibility standards within single-family neighborhoods.

29. Nonconforming situations. OCMC Chapter 17.58

- a. Review how regulations affect viability of continued manufactured home park operations, unless parks made an allowed use.
- b. Review standards for nonconforming lots in areas of the city with high concentration of nonconforming lots to determine ways to facilitate infill

development or redevelopment on these lots, including alternative nonconforming lot review standards.

30. Variances. OCMC Chapter 17.60

- a. Review thresholds for minor variances for residential projects relative to typical requests received, review whether adjusted thresholds could better facilitate desired residential development. OCMC 17.60.020.E.

31. Site plan and design review. OCMC Section 17.62

- a. Explore relationship between site plan, design review, minor site plan, and variance thresholds, specifically in relation to required reviews for typical residential projects or typical proposals such as increased density. Look to simplify review requirements where possible, and clarify review requirements here or in individual zoning district chapters.
- b. Develop minor review process for reasonable accommodations for individuals with disabilities, such as modification to setbacks to allow wheelchair ramps, additional hardscape for driveways, accessible building additions, and others.
- c. Review general site plan standards in OCMC 17.62.050 for applicability to residential projects, and identify where revisions could be made more specific to residential development and/or relocated to residential design sections elsewhere in the code. For example, remove minimum density standard for residential projects from OCMC 17.62.050.A.19 and replace with minimum density standards for each residential zone.
- d. Evaluate pedestrian circulation standards and other infrastructure-related standards in OCMC 17.62.050, such as access and driveway widths, and relocate to streets standards in OCMC 12.04.
- e. Review site design requirements to locate parking areas behind or to sides of buildings in OCMC 17.62.050.A.2 relative to efficient multifamily residential site development.
- f. Explore efficacy and utilization of standard requiring consideration of financial effects of site design requirements on the availability of needed housing types and ability to maintain planned site densities. OCMC 17.62.090.B

32. Multifamily residential design standards. OCMC Section 17.62.057

Design standards currently apply to any residential project with three or more units in any zone, and require design approaches for materials, façade articulation, and site amenities such as landscaping and open spaces.

- a. Consider exempting smaller projects, such as 3-6 unit projects, from some standards, or develop alternate standards based on project scale.
- b. Review design requirements and balance quality of development, compatibility with neighborhood, and affordability implications. E.g., minimum building frontage requirements may better screen parking areas but result in fewer units being built.

- c. Review minimum ground floor height requirements for residential projects within mixed-use or commercial zones in OCMC 17.62.057.J to balance design objective, likelihood of future nonresidential redevelopment, and additional costs. Consider alternatives including setbacks or raised floor plates.
- d. Review intersection of general site plan standards in OCMC 17.62.050 and residential standards here; eliminate duplicative or conflicting standards, such as external walkways, pedestrian circulation and materials requirements.
- e. Review combined requirements of common and private open space, consider adjustments to require quality open spaces while decreasing costs, potentially targeted at needed developments such as income- or age-restricted projects.
- f. Consider relationship between state design requirements for projects receiving affordable housing funding, which generally require a high standard of durability, and local design requirements. Look to align requirements, or reduce local regulations in favor of state regulations for affordable projects. Explore applicability options, such as proof of state or federal housing funding, or recorded covenant guaranteeing rent levels tied to a specific AML percentage.
- g. Consider creating a separate chapter or section for these standards in the 17.20s as part of consolidation of residential design standards.

33. Cottage housing standards. OCMC Section 17.62.059

- a. Review implications of classifying cottage housing as multifamily development for parking and site design standards. OCMC 17.62.059.A.
- b. Review dimensional standards, including clarification of whether average gross floor area is a minimum or maximum.
- c. Retain density bonuses that exceed base zone allowances and consider overall minimum and maximum density range for cottage developments.
- d. Review design standards for cottage housing clusters.
- e. Consider creating a separate chapter or section for these standards in the 17.20s as part of consolidation of residential design standards.

34. Master plans. OCMC 17.65

Provides a Type III land use review for major developments, primarily intended for institutional development over 10 acres in size but can also be applied to residential development. Requires two-step review of a general and detailed development plan, and impacts and mitigation measures can be analyzed on a per phase basis. Allows for alternative development standards for site dimensions, density, design, parking, multimodal vehicle connectivity, and similar. Establishes Type I, II and III review tracks for master plan modifications depending on the scope of proposed changes. Review thresholds for each level of review, including requirement for Type III review of any use within 100 feet of the project perimeter.

- a. Clarify relationship to the land division process in OCMC Title 16 and/or consider master plan standards more specific to residential development. Alternatively, consider reviving a version of the residential-specific Planned Unit Development

(PUD) process to allow more flexible residential developments that vary from base zoning standards.

- b. Consider requiring master planning or PUD process for residential development in certain areas, such as Concept Plan areas, or sites with significant environmental constraints such as NROD or geologic hazards, in order to guide finely detailed, discretionary design concepts.
- c. Consider development incentives, such as density bonuses, for projects that incorporate ADA-accessible or visitable units, affordable units, or other desired housing types, or that meet green building standards or low-impact development techniques, either through the master plan process or new PUD process.

6. ADDITIONAL AUDIT FINDINGS

Beyond municipal code and zoning code regulations, additional audit findings center around development review processes, financial tools, and housing policies. Future implementation phases will need to review the feasibility of developing responses to these findings as part of this project, or whether the complexity of certain policies merits separate review outside the scope of this project.

Development Review Process Improvements

The City can ensure effective application of the development code during the residential development process by implementing supportive policies and efficient internal City review processes. Additional opportunity areas that could support development of equitable housing include:

Development review processing. The procedural requirements for Type I-IV reviews in OCMC 17.50 are implemented on a day-to-day basis through the City's development review process. Process improvements – from prompt, accurate, and professional review of projects in over-the-counter reviews or initial inquiries, through final land use, engineering, and building permit issuance – could improve applicants' experience, speed up project timelines, and reduce project costs. Process improvements could range from upgraded permit tracking software to adjusting staff availability for applicant inquiries and pre-application conferences, to improved coordination between City departments and regional agencies. Consider expedited permit review processes for priority projects, such as those incorporating income-restricted affordable housing.

Coordination between City departments. Several interviewees expressed concerns regarding coordination between the Planning and Engineering departments, such as inconsistencies between planning requirements or approvals and requirements raised during engineering review that significantly impacted project costs and design. Explore ways to reduce “silo” approach to development review, or public perception of departmental silos. Develop coordination strategies, such as regular interdepartmental meetings, a single point-of-contact system throughout the entire development review process, and other internal improvements.

Informational materials. Develop new or amend existing informational materials available for residential projects, including typical development projects and annexation procedures. Materials should be specific to the type of residential construction (e.g., ADUs or multifamily development) and written for the typical developers of such projects (e.g. homeowners constructing an ADU may require greater detail, but a developer building a 200-unit mixed-use project may require limited but precise information). Consider including review requirements, timelines, fees, SDCs, and applicable code sections. Recognize limitations of one-size-fits-all guides, and also focus resources on providing site-specific information through over-the-counter advice and pre-application conferences.

Financial Strategies

Market-rate development is often financially difficult to achieve given increased construction costs and relatively low rents in Oregon City. Additional municipal incentives, programs, and other actions will be helpful, if not necessary, to substantially increase the supply of units in Oregon City affordable to households across all income levels. Recently, regulated affordable projects have not been able to close funding gaps with Low-Income Housing Tax Credits (LIHTC) and other federally-available sources, primarily due to the decrease in the value of LIHTC equity pricing on top of rapidly rising construction costs. Financial strategies could include:

System Development Charges (SDCs). SDCs are currently \$25,589 for a single-family detached residential unit; rates are up to 20% lower for various other types of residential development. There is a 10% transportation (vehicle) reduction available for development in the downtown mixed-use area and along the 7th Street and Molalla Avenue Corridor. (Res 09-02.) Developers report that SDCs are one of the biggest expenses for residential development, and that rates for non-single-family detached residential construction seem disproportionately high. Future opportunities to update SDC policy to further diverse residential development could include:

- *SDC waivers or reductions:* Evaluate the City's desired housing development, whether tied to location, development type, or owner characteristics, and consider providing SDC waivers or reductions for desired development. SDC waivers have been a common tool to encourage ADU development, for example.
- *SDC methodology:* Consider adoption of alternative methodology as the basis for residential SDCs, such as a square footage basis or average occupancy rates rather than unit type, or establishing multiple service areas rather than city-wide average rates.
- *SDC financing:* Educate development community about potential to finance SDCs through the City's finance department to spread out payments. Review interest rates on deferred SDC payments to ensure they are reasonable relative to the market to make this an attractive and feasible option for developers. Consider whether financing should be available for all development or targeted at qualifying types of development, including affordable housing. Financing would ensure that the City receives the same fees, simply at a later date, though it can create cash flow challenges for the City.

- *SDC best practices:* Coordinate with efforts underway by Metro to understand the impact of SDCs on housing prices across the region, relative SDC rates, and opportunities to revisit SDC practices.

Land write downs. Land that is controlled by the public sector or acquired with specific funding sources can often be sold for private and/or nonprofit redevelopment. Land acquired with tax increment financing, EB5 funding, or federal resources such as CDBG or HUD Section 108, can be sold or leased at below-market rates for various projects to help achieve redevelopment objectives. Publicly owned parcels can often be disposed of at lower costs or on more flexible terms to induce redevelopment. The public sector can provide technical assistance with the process of acquiring a private parcel for redevelopment or combining parcels together into one developable site. Other times, the public sector acquires the parcel(s), combines them, and sells to a private party.

Tax Abatements:

- *Multiple-Unit Limited Tax Exemption Program:* In 2017, the Oregon State Legislature passed HB 2377 which allows cities and counties to create a property tax exemption for rehabilitated or newly constructed multi-unit rental housing within their boundaries, if the project includes units made available to low-income households, for up to 10 years. Though the state enables the program, each city has an opportunity to shape it to achieve local goals by controlling the geography of where the exemption is available, application process and fees, program requirements, criteria (return on investment, sustainability, inclusion of community space, percentage affordable or workforce housing, etc.), and program cap. Through a competitive process, multi-unit projects can receive a property tax exemption for up to ten-years on structural improvements to the property in exchange for setting aside a percentage of the units in the project as affordable. The City can select projects on a case-by-case basis through a competitive process. Importantly, tax abatements can incent preservation of existing affordable units as well as construction of new units.
- *Vertical Housing:* The City of Oregon City already has a Vertical Housing Program in place that allows for a partial property tax exemption for 10 years for projects that incorporate multi-family housing in multistory buildings. As of October 2017, this program is no longer administered by the state, but is locally administered.¹

Funding Tools. Many of the financing tools described above require municipal funding. In addition to general fund grants or loans, the City can consider adding new funding sources as it further develops its programs and policies. These include a construction excise tax, linkage fees, and the creative use of community development block grant funding.

¹ <https://www.orcity.org/economicdevelopment/vertical-housing-development-zone>

Other Opportunities

Short-term rental policies. Oregon City does not currently have an explicit policy regulating short-term residential rentals; instead, short-term rentals of 30 days or less are classified as a 'bed and breakfast' use as defined in OCMC 17.04.145 and require a conditional use permit in residential zones. While such rentals can increase income for property owners, they can also reduce the local residential housing supply and increase rents on comparable residential units. Opportunities around short-term rentals include:

- *Track short-term rentals:* Develop an inspection and licensing requirement, or other methodology that enables the city to track short-term rentals to better determine the scope of the impact, including rental costs.
- *Regulate short-term rentals:* Depending on the prevailing practices, any identified negative impacts, and the City's policy goals, consider developing a short-term rental policy to regulate the rental market to minimize spill-over effects to the housing market and/or impacts on existing neighborhoods.
- *Tax short-term rentals:* The City can follow Portland's example and work with Airbnb, Homeaway, and other providers to initiate automatic collection of Clackamas County's 6% local transient lodging tax. Currently Oregon City listings only collect a 1.8% Oregon Transient Lodging Tax.² This revenue source could be used for housing and economic development purposes.

Inclusionary zoning policy. Oregon City does not have an inclusionary zoning policy. State legislation from 2016 allows Oregon cities to consider the use of inclusionary zoning policies for the first time. (SB1533) Inclusionary zoning policies require that developers either build a certain number of units in new residential developments to be affordable for low- or middle-income families or pay an in-lieu fee. Since inclusionary zoning stems from market-rate development activity, policy development is most effective when carefully calibrating to the economic realities of a specific jurisdiction, including construction costs, target affordability range, and market rents. These incentives can be regulatory incentives (e.g. reduced parking requirements or density bonuses) or financial incentives (property tax abatements or other forms of public investment). Additional analysis would be required to understand the impact of such a policy on development feasibility in the City of Oregon City, and to calibrate incentives to the local market.

² <https://www.airbnb.com/help/article/653/in-what-areas-is-occupancy-tax-collection-and-remittance-by-airbnb-available#Oregon>

City of Oregon City Equitable Housing Study

Public Involvement Plan

August 30, 2017

I. Project Purpose

In January 2016, the City of Oregon City identified equitable housing as a priority to be addressed. The purpose of this project is to review barriers and incentives to facilitating diverse, physically accessible, affordable housing choices within the city with access to opportunities, services and amenities. The desired outcome is a clear path toward additional housing units in the city, making equitable housing more accessible by providing:

- Greater flexibility in zoning and building policies
- A series of maps and background information that identify development opportunities for equitable housing
- Guidance to direct construction of housing units in the best locations throughout the city

The project will be guided by a broad representation of stakeholders to form the project advisory team. Particular emphasis will be placed on engaging communities of color and low-income populations and positively impacting housing choice and availability for those groups.

II. Public Involvement Activities

Project Website

The City will host an informative, accessible and interactive Website that includes a project overview, schedule for public involvement, draft and final work products, and a mechanism for people to subscribe to the project mailing list.

Project Advisory Team and Technical Advisory Team

Project Advisory Team

Public Involvement will be primarily through the Project Advisory Team (PAT), which will be selected through an application process and appointed by the Mayor. The PAT will be representative of the community and meet up to five (5) times during the course of the project. The PAT will include: a variety of positions including: City Commission (1), Planning Commission (1), Citizen Involvement Committee (2), Oregon City Resident (2), Single-Family Developer Interest (1), Multi-Family/Mixed Use Developer Interest (1), Business Community (OC Chamber, Main Street or OC Business Alliance) (1), At large (Youth, Elderly, Working Family) (3), Technical Advisory Team (TAT) member (1), a developer of regulated affordable housing (1), an organization representing low income families and/or communities of color (1), and one at large position to be filled if needed based on any additional needs.

Technical Advisory Team

A Technical Advisory Team (TAT) of experts will be formed and appointed by the Mayor. The TAT will consist of experts that can lend their expertise to specific aspects of the project. The TAT will meet up to five (5) times over the course of the project and will include: Oregon City Building Division (1), Oregon City Economic Development Department (1), Oregon City Public Works (1), Clackamas County Health, Housing and Human Services (H3S) (1), Affordable Housing Developer - Northwest Housing Alternatives

(1), Single-Family Developer (1), Metro (1), Project Advisory Team (PAT) member (1), and one at large position to be filled if needed based on any additional needs.

The PAT and TAT meet consecutively on the same day when possible. Most meetings, with the exception of meetings #4, will be approximately two hours in length. Meeting agendas and associated materials, including meeting summaries from the previous meeting, will be sent out approximately one week prior to each meeting. There will be an opportunity for the public to provide written or oral comment at every PAT meeting.

Citizen Involvement Committee (CIC)

The project team will meet with the CIC twice during the course of the project. The first meeting will be an opportunity for City staff to introduce the project to the CIC and ask for feedback on the draft Public Involvement Plan. The second meeting will take place towards the end of the project, where the consultant team and City staff will present the results of the public involvement process and recommended policy and code amendments.

Public Open House

Prior to beginning the formal review process by Planning Commission and City Commission, the consultant team and City staff will host one community-wide open house to present recommended policy and code amendments. The project team will consider holding the open house in a location other than City Hall that will provide the greatest level of access and familiarity for priority audiences, including communities of color and low income populations.

Stakeholder Interviews

The consultant team will conduct five interviews with selected developers of single family housing, multi-family housing, ADU, cottage, and regulated affordable housing. The interviews will be designed to get feedback from development professionals on the City's codes and policies, including specific, detailed feedback about particular code sections and policies as they impact development of a range of housing types.

Online Surveys

The consultant will design and administer three online surveys throughout the course of the project. The first survey will be targeted at development interests to help identify current regulatory barriers to housing development. The survey will build on themes identified in stakeholder interviews, observations from City staff about current development review trends, and issues raised at the City's monthly development review meetings with developers. The second survey will be distributed broadly to identify needed housing types in the City. The third survey will ask community members to identify desired neighborhood amenities that support equitable housing development, such as access to transit, employment opportunities, social services, multimodal transportation facilities, parks, schools and other amenities. The consultant team will prepare a "tool kit" to help PAT members facilitate conversations with their constituencies to try and garner the greatest possible participation. The consultant team will provide a summary report of the results of each survey.

Planning Commission and City Commission Meetings

The consultant will prepare for and make presentations at four (4) work sessions and public hearings with the Planning Commission and City Commission. It is expected that a Legislative approval process, and potentially a Resolution may be needed to implement the recommendations of this project.

Two Extra Meetings

The scope of work includes two additional undefined meetings. These meetings may be used to brief the Planning Commission and/or City Commission throughout the course of the project. Another possible would be to use these meetings to engage key stakeholder groups directly, such as communities of color and low-income populations to discuss how the project outcomes can positively impact housing choice and availability for those groups

III. Roles and Responsibilities

PAT and TAT members

All PAT and TAT representatives will actively participate in a consensus-building process to make recommendations to the City regarding diverse, physically accessible, affordable housing choices within the city with access to opportunities, services and amenities. Members will engage commit to:

- Prepare for and participate in (5) committee meetings.
- Represent the interest group for which they are listed and share responsibility with the City for keeping that group informed.
- Provide recommendations on key project issues and decisions.
- Review and comment on work products and recommendations throughout the project.
- Guide public involvement efforts. Help identify the most effective way to communicate with members of the community.

Consultant

The consultant will design and facilitate all meetings of the PAT and TAT, one meeting with the CIC and the public open house. The consultant will prepare agendas, presentation materials, summaries and other associated meeting materials.

Staff

City staff will attend all PAT and TAT meetings, CIC meetings and the public open house. Staff will assist in developing the meeting agendas with the consultant, secure accessible locations for team meetings, as well as refreshments, translation services and child care as needed. Staff will distribute meeting materials to PAT, TAT, CIC, open house, Planning Commission and City Commission meetings. City staff will be responsible for and the consultant staff will assist with all communications materials, including the project website, flyers, media releases, social media, etc.

IV. Public Involvement Activity Schedule

Public Involvement Activity	Date
Project Website	Complete
Draft Public Involvement Plan	September 2017
CIC Meeting #1	September 2017
Stakeholder Interviews	September 2017
Survey #1	September 2017
TAT/PAT Meeting #1	October 2017
Final Public Involvement Plan	October 2017
TAT/PAT Meeting #2	December 2017
Survey #2	January 2018
TAT/PAT Meeting #3	February 2018
TAT/PAT Meeting #4	April 2018
Survey #3	March 2018
TAT/PAT Meeting #5	May 2018
Adoption Process	July – Sept 1028

V. Evaluation

The project team will discuss public involvement outcomes at regular intervals and make mid-course changes to address any deficiencies to ensure successful engagement with the spectrum of stakeholders.

VI. Ground Rules for Meeting Conduct

All participants agree to act in good faith in all aspects planning discussions. This includes being honest and refraining from undertaking any actions that will undermine or threaten this process. This includes behavior outside of meetings.

Expectations for behavior of advisory team members during and outside of meetings include:

- Be respectful at all times of other representatives and audience members. Listen to understand each perspective, even if you disagree. One person will speak at a time. Side conversations and other meeting disruptions will be avoided.
- Bring your concerns into this process to be addressed.
- Refrain from personal attacks, intentionally undermining the process, or publicly criticizing or misstating the positions taken by any other participants during the process.
- Any written communications, including e-mails, blogs and other social media, will be mindful of these ground rules and will maintain a respectful tone even if highlighting different perspectives. The City of Oregon City Web 2.0 Use Policy (Social Media) provides further guidance on the use of social media. Members are reminded that social media may be considered public documents. E-mails and social networking messages meant for the entire group will be distributed via the project team.
- Individual representatives agree to not present themselves as speaking for the advisory team without specific direction and approval by the advisory team.

- All participation in this process is voluntary and may be withdrawn. However, members agree that before withdrawing they will discuss the reason for their withdrawal with the City's project manager and will give the advisory team the opportunity to understand the reasons for withdrawal and to encourage continued participation, if appropriate.
- Requests for information made outside of meetings will be directed to the City's project manager. Responses to such requests will be limited to items that can be provided within a reasonable amount of time.

Expectations for behavior of community members during and outside of meetings include:

- Community members are encouraged to participate in the Equitable Housing Study process. All meetings are open to the public. Each meeting will include a time for public comments. There also are a variety of other opportunities to provide direct comment at any time throughout the process:
 - Web site (<https://www.orcity.org/planning/equitable-housing>)
 - E-mail Pete Walter, (pwalter@orcity.org)
 - Advisory team meetings
- Comments during advisory team meetings will be limited to two (2) minutes or less at the discretion of the facilitator according to time available and other business items.
- Introduce yourself and give your name and address for the record.
- Direct comments and questions to advisory team members, not other community members.
- Keep comments constructive. Personal attacks of any type will not be tolerated.

Oregon City Equitable Housing Analysis	2017					2018												
Tasks	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep				
2. Project Initiation and Public Engagement	[Orange bar spanning Aug 2017 to Sep 2018]																	
3. General Code and Policy Audit	[Orange bar spanning Aug, Sept, Oct 2017]																	
4. Code and Policy Amendments Part 1			[Orange bar spanning Oct, Nov 2017]		[Green dot in Dec 2017]													
5. Code and Policy Amendments Part 2					[Orange bar spanning Dec 2017, Jan 2018]		[Green dot in Feb 2018]											
6. Code and Policy Amendments Part 3							[Orange bar spanning Feb, Mar 2018]		[Green dot in Apr 2018]									
7. Equitable Housing Sites					[Orange bar spanning Dec 2017, Jan, Feb 2018]			[Yellow dot in Mar 2018]										
8. Education Materials							[Orange bar spanning Feb, Mar, Apr 2018]			[Green dot in May 2018]								
9. Final Memo, CIC and Public Meeting							[Orange bar spanning Feb, Mar, Apr, May 2018]				[Blue dot in Jun 2018]	[Blue dot in Jul 2018]						
10. Adoption										[Orange bar spanning May, Jun, Jul, Aug 2018]				[Yellow dot in Jun 2018]	[Red dot in Aug 2018]	[Red dot in Sep 2018]	[Red dot in Oct 2018]	[Red dot in Nov 2018]

- Kickoff/PMT Meeting (1/2)
- PAT/TAT Meeting (5/5)
- CIC/Public Meeting (2/1)
- PC/CC Hearings (2/2)





