

AD HOC MIDDLE HOUSING CITIZENS ADVISORY COMMITTEE

Meeting Minutes

January 20, 2021 6:00 PM

NEWBERG CITY HALL

Meeting held electronically due to COVID-19 pandemic

(This is for historical purposes as meetings are permanent retention documents and this will mark this period in our collective history)

Chair Dailey called meeting to order at 6:05pm

ROLL CALL

Members Present: Melisa Dailey, Chair
Robert Bonner, Vice Chair
Gabriel Skulec
Leslie Murray

Members Absent: Dominic Seymour, excused
Robert Moxley
Erma Vera
Mayor Rick Rogers, Ex-Officio, excused

Staff Present: Doug Rux, Community Development Director

Consultants: Heather Austin, 3J Consulting
Elizabeth Decker, JET Planning
Steve Faust, 3J Consulting

MINUTES:

Chair Dailey noted we need to have a quorum to approve the minutes and will delay until later in the meeting.

AGENDA:

Steve Foust noted Robert Bonner is online and not visible but he can listen to the meeting.

Steve noted this is meeting number three for the Newberg Middle Housing and thanked everyone for their time. He noted the first two meetings we were reviewing the requirements of HB 2001, introducing everyone to the different Middle Housing types, and discussing concepts for how Middle Housing might be integrated into the City of Newberg's code. We recently had a public meeting which some of you helped us generate some questions during our Q&A period of the meeting. He noted we administered the online survey and will share the findings. Elizabeth will walk us through our proposed code updates related to duplexes and some related to design standards for other Middle Housing types. At our meeting number four, which will be scheduled for February 17th, we will be walking through the code updates for other Middle Housing types and design standards.

Online Survey Results:

Steve shared the online survey results and he thanked CDD Rux and his team. He noted there were 192 responses to the survey which was a good response rate for this topic of Middle Housing. The survey was open from December 15th to January 11th. We asked a series of questions on different concepts and asked people how they rate them on a scale from one to four. You're going to see some scores coming up and to remember the lower score people felt something was not important and the higher score the more important or very important.

Steve noted as he is going through these results to keep in mind when we get to Elizabeth's presentation portion of the meeting, it's important to keep in mind how the community responded to these questions. These don't necessarily tell us

we have to do one thing or don't have to do another, but let's keep these community preferences in mind as we move forward with our recommendations.

Survey Question #1: What should be the top policy goals for introducing Middle Housing zoning standards?

Steve noted the top policy goals were parking and making sure we're managing parking impacts within neighborhoods which is very important to people. Next is making housing more affordable, which is one of the main reasons why we are engaged in this effort. Other responses that were deemed important was creating more opportunities for homeownership, ensuring Middle Housing is compatible with existing development, making it easier and safer to get around by walking. People feel less important are things like creating more rental opportunities, making regulations more flexible and increasing the number of housing units that can be built. He noted going forward from question to question you will see the same people answered all of the questions and you will see similar responses.

Survey Question #2: Knowing that standards must be applied equally to duplexes and single family detached dwellings, how important are the following duplex code standards?

Steve noted at the top of the list is adding a requirement for a garage or carport, again the parking issue rising to the top. There was some desire to allow attached and detached configurations. Third you see limiting the overall size of buildings is somewhat important to important. On the bottom end of our scale is modifying setbacks and lot coverage standards to allow for more units. Least important is reducing minimum lot sizes to allow for more duplexes. We are hearing the desire for more affordable housing and not for changing standards to allow more units on parcels.

Survey Question #3: How important are the following triplex and quadplex code standards?

Steve noted significantly important is addressing the location of parking areas relative to the street and dwellings. Less important is allowing detached/attached configurations and limiting the overall size of buildings. Least important is modifying setbacks and lot coverage standards to allow more units.

Survey Question #4: How important are the following townhouse code standards?

Steve noted the most important code standard is addressing the location of parking areas relative to the street and dwellings. The new one we had for townhouses is regulating the minimum/maximum number of units in a single building and limiting the overall size of buildings. Least important, again is modifying setbacks and lot coverage standards to allow more units.

Question #5: How important are the following cottage cluster code standards?

Steve noted important with a score of 3.5 was providing options for shared parking or parking close to each cottage. Towards the bottom again is modifying setbacks and lot coverage standards to allow for more units. In the middle are orienting cottages around a shared courtyard, limiting the overall size of buildings, and creating physical/visual connections between dwellings and the street.

Steve noted as we go forward we are dealing with tensions on how people feel about these issues. While we see that there are many people who are providing more affordable housing options is important, they're also very concerned about how that's done and particularly how parking accommodated for these newly allowed units. Being thoughtful about how many units are allowed and what changes are made to the code to allow for more units.

Heather Austin noted parking is the issue we heard the most about in the comments.

Elizabeth Decker noted we used the survey tool as an educational tool, so what you don't see in these results is all the background information we shared with each of these housing types. We were glad 192 people took the time to go through the survey and they are now much more familiar with what Middle Housing is and what we need to do. In terms of that education we tried to emphasize the State requirements that need to be met and the overall policy priorities. Even though creating more units or rental opportunities and other needs identified in the community that didn't rank high among the respondents, doesn't mean we're going to ignore the HNA findings.

Chair Dailey asked what the consultant's perception was on Middle Housing. With the educational materials on the survey, she noted that it is complicated and wasn't sure if everybody understood. She asked, what the perception is in reading this more thoroughly and if people had a good understanding of what Middle Housing is.

Steve responded this is a mix, there's people who clearly did not understand that this is something the City has to do by State mandate and not just the City's choosing to do. It is always going to be a mix, so of those 192 people who responded, hopefully some of them read the material and understand what we're trying to accomplish. He noted he knows that not 100% will understand the details. He hopes in addition to education, they created some awareness and we see a better turnout at our next public meeting to answer more questions directly. We will work on advertising the next public meeting and there will also be another online survey for them to share their opinions. It would be great to see people face-to-face to answer questions and hear responses directly.

CDD Rux noted in response to Melisa's question. He regularly receives comments saying, behind my house is a vacant field and is always going to be a vacant field. I graciously remind people that your house was on a vacant field as well and the people next to that one thought that vacant field was always going to stay vacant. I try to help educate people to understand that we have our Comprehensive Plan and Zoning Designations and the land is all planned out to be developed over time. What we're dealing with now is the situation with HB 2001 saying that in low density residential you can now have duplexes. We have talked about it in several meetings already, because we have these specific plan areas it doesn't mean that every unit that's going to be developed is going to be a duplex. If you go back looking at 1% - 3% maximum is going to occur. When you look at the overall context of what is already on the ground and what will be developed it is a very small percentage, is market driven and the developers are going to make that determination if they're going to build those types of units or not. The consultant team and I have had conversations about the appearance and limitations of what we can do on the design items. The building envelope for duplexes can look very much like a single family home. I think through the survey, based on the comments provided, parking is an issue. The Committee needs to consider parking as you develop a recommendation to go to Planning Commission and the City Council.

Duplex Code:

Elizabeth noted how we transition from the code audit and some concepts into the specifics of what this duplex code looks like, how we use some of those constructive public comments and what we've heard from the Committee. In your packets you've got the full strikeouts, underlines and full code chapter to show you where all the changes are. We summarized it in the cover memo. We wanted to highlight for you some of the big picture of what all those strikeouts, underlines, highlights, and what it is accomplishing.

Elizabeth noted the first part is the term "duplex dwelling" including a new definition that allows for those attached and detached configurations and used consistently through the code. HB 2001 is about allowing duplexes with the same requirements as a single-family detached dwelling on the same lots in R-1, R-2, R-3, RP and AR zones. R-1 is the lowest density, R-2 is increasing density and R-3 is the densest. RP is the residential professional and AR is airport residential zone, which doesn't affect very many lots. We kept the existing minimum lot sizes for single-family dwellings and applied those to duplexes. This is a change from the current code where there's both a minimum lot size and area size per dwelling. Which means you need twice as large a lot for a duplex as a single-family detached, we took that part away so the same lot size you can build either way. We revised the parking requirement to meet the statutory requirements of one off-street parking space per dwelling unit. That is two off-street parking spaces per duplex. We did not explore opportunities to further reduce the Model Code to bring it down to zero off-street parking spaces. There is opportunity for on-street parking credits. With everything we heard about parking we didn't see the support to do more than changing it to one off-street parking space per dwelling unit.

Elizabeth noted they spent a lot of time talking internally with CDD Rux about how we reconcile these concepts about density and lot sizes. Density is something you know comes up all the time when talking about housing. How dense is it, how much housing and more dense is more units packed in together. For some people that seems less livable and fuels the concerns in lower density areas. For example in R-1 people feel that these new Middle Housing types could increase the density of the area and change the neighborhood character. There is also the technical piece about the way that the City of Newberg addresses density. What we have come to understand is that the Comprehensive Plan implemented by the zoning code, sets a density target of how many dwelling units per gross acre. By using the gross acre it's more of a generalized definition and accounts for the land that is in a natural resource area, for example the stream corridor or anything that

can't be built on and also accounts for roads, parks or other public uses. Starting with the R-1 zone the target is 4.4 units per gross acre. The minimum lot size that's allowed in that zone is currently 5,000 square feet, so our job with this project is to also allow duplexes on 5,000 square feet. If you do the math the lot sizes really don't match the density targets, especially once duplexes are allowed on those lots. There's two things important to understand, one is the minimum lot size is the controlling regulation that will affect duplexes and that is the number we need to align in the code to meet HB 2001. The density targets are just that, they are targets. What the City is hoping to do, is the overall mix of housing in these zones is headed towards that target. We're expecting 1% to 3% of new housing to be duplexes, so we see that we're not going to overshoot the density target by much and if only a small percentage of the new development is built at this higher density. The recommendation is to focus on the minimum lot sizes in the code and the City continues to track the density targets and actual density built. In 5 to 10 years the City might go back to those density targets in the Comprehensive Plan and have a community discussion about whether those should be adjusted.

CDD Rux noted in our Housing Needs Analysis it identifies that our density for R-1 is historically 4.8, R-2 is at 7.9 and R-3 is 18.7. We've been close to meeting the targets. In a conversation with the consultant team, prior to 2010 we were only at about 3.4 dwelling units per acre in our low density. We weren't even close to meeting our target densities. The same was happening in our R-2 zone and that's where they lowered the lot sizes in R-1 went from 7,500 square feet to 5,000 square feet, in our R-2 zone went from 5,000 square feet to 3,000 square feet. Over the course of the last 10 years we were getting closer to our target density. What the State is looking at with HB 2001 is in the Master Plan area is 8 dwelling units per acre. Right now we're trending a little under 8 dwelling units per acre. We are now trending a little under 8 dwelling units per acre and a large part is because we don't have a lot of R-3 land to accommodate that multi-family. Under this context it would be 5 units and above because we are breaking it down now to deal with the duplex, triplex and quadplexes. This is a recalibration ten years later and we're doing another recalibration to be a more efficient with the land supply we have within our existing Urban Growth Boundary.

Elizabeth noted hopefully Middle Housing will help get closer to those overall density targets. Not knowing the exact number of units and expecting them to be pretty low at first, we are comfortable leaving the density targets where they are currently. We did not see anything in HB 2001, because they're used as targets rather than regulations.

Elizabeth noted the next piece of the code they worked on where the dimensional standards. As noted in the survey results people were not interested in changing the setbacks, the building envelope or lot coverage. That wasn't an area that we felt needed a lot of change at this time. Just as CDD Rux noted that if you have a building envelope, which is whatever is left on the lot once you do the setbacks, calculate the lot coverage, you can put a duplex, a single-family home, we're creating the opportunity for the same amount of dwelling to be built and we wanted to keep those similar. A couple things to consider is the total lot coverage R-1 is about 60% maximum, of that 40% can be for a dwelling which is sufficient. We're not recommending changes now but can be something to monitor depending on the kinds of building proposals coming in and if it is an obstacle for development.

Elizabeth noted height is currently allowed at 30 feet in the R-1, R-2, RP, AR and there is an opportunity to consider some changes to height that would affect single-family as well as duplexes. We're not proposing any changes to the setbacks which are 12 to 15 feet in the front across all these zones and 5 to 8 feet for the interior side and rear.

Elizabeth continued with the duplex code in the Master Plan. The Airport Residential (AR) District is the smallest of these areas. We were able to address that through some code changes to allow duplexes. Springbrook is the most complex of these and the most developable land. We need to get into the text of the Master Plan itself in order to allow duplexes in the same places where single-family detached dwellings are permitted. Northwest Newberg and Springbrook Oaks are pretty similar. They have a code section that controls and duplexes are easy to permit but there are some density impacts that we need to revise the way they're calculated in the code. There are specific density regulations in both these specific plan areas and we need to make sure that duplexes are exempted so that they can be built on the same size lot. We then looked at the Riverfront Area which is not a problem as duplexes are already permitted, there are some design standards that apply to single-family detached dwellings so the code change there is to apply the same standards to duplexes which is allowed under HB 2001.

Elizabeth noted one of the bigger issues that input is needed on is talking about the duplex height. The height standard is 30 feet which can accommodate two to three stories in most of these residential zones. Then 45 feet in the R-3 zone which is not a concern. The question is for duplexes and all the other development in these residential zones, including single-

family detached dwellings. We should look at increasing the height limit to 35 feet which allows for a full three stories. What we've heard is that there have been issues identified recently with the 30 foot height in areas with slopes. This could be in some of the undeveloped areas where there's a potential for new development. The other consideration is when we get to the triplexes, quadplexes, and townhouses, the Model Code suggest the height of 35 feet. To make things easy and have the same height limit to accommodate all these Middle Housing dwelling types. Elizabeth shared a couple of visuals from the existing code to give an idea of how height is measured. The Newberg code is similar to most other codes, if you have a flat roof or what's called a mansard roof it is measured to the top. If you have a pitched roof or hipped roof the height is measured to the midpoint of the pitched roof. It makes more sense to do a flat roof and not waste your height allowance putting in an angle or pitched roof eats into your height allowance without adding any buildable area. There could technically be a structure right now that exceeds 30 feet because of the way it is measured at its highest point but the height as measured would meet the standard. The other is a three story unit, often but not always the third story can be used for a garage on the ground floor. She showed an example of a recently completed duplex where you can see where most of the first floor is used for the garage. The two full living areas are on the second and third floors. Next examples are of two stories and focusing on the top which give you an idea of a half story where the top story is space under the pitched roof so you don't necessarily have the full story, just an inner area under the tallest part of the roof. Example on the right if you increase the height allowed there is room for a full second floor same as the first floor. Next she shared a graphic, from Portland's residential infill project, that illustrates how the bulk of three stories can look next to a 2.5 story with a slope line.

Discussion

CDD Rux noted for the Committee members, to think about if you were in R-1 zone, were seeing homes in the 2,000 square foot to 2,400 square foot size, and they are meeting the lot coverage requirements for the home and driveway. Imagine if you had a duplex on that same 5,000 square foot lot, you're effectively going to have a duplex that is going to range 1,000 to 1,200 square foot in size, instead of having a 2,400 square foot home. This is a way of thinking about what the building envelope might look like in the future.

Member Murray noted she is trying to understand the reason for a height maximum. When someone builds on a hill they ruin the view in the back. She assumes that is the pushback of why there's a height limit.

Elizabeth responded that's definitely part of it, height limit is about controlling the building envelope and keeping it at a traditional neighborhood scale.

Member Murray noted raising it gives the developer more options that may be affordable options.

Elizabeth noted it's interesting to think whether it would be more affordable. If you added an extra 500 square feet of living area it could actually be less affordable because it's more house. She noted the idea would add more flexibility, making projects with a variety of price points, more feasible and keeping them within the overall lot coverage.

Member Bonner asked if we're given the option of 35 feet to do either duplex or triplex, what's your prediction as to what they would come up with.

Elizabeth responded, I'm not sure I could speculate, except to say that there's going to be a lot of hesitancy to try out new forms of development. I think the market for duplexes is potentially stronger than triplexes and duplexes are a little more proven.

Heather noted the Newberg code is written that the height limit is for that zone and not for building type. When we talk about triplexes and quadplexes to provide flexibility and be more effective, 35 feet does make more sense.

Member Bonner noted it is about providing the flexibility and the 35 feet would be more effective in providing that flexibility once you get into those other housing types. If we could encourage triplexes it could expand affordable housing.

Heather noted the smaller units the more you have so they cost less, but the land price stays the same.

Elizabeth noted it's interesting, the minimum compliance doesn't require that we have the same height limit for triplexes and quadplexes as we do for single-family detached. We don't have to raise it to 35 feet, but with the issues that we've

been talking about today in terms of development feasibility, the Model Code strongly recommends a height limit of 35 feet. If we're going to consider allowing 35 feet for triplexes and quadplexes, let's make it easy by allowing it for single-family and duplexes. What if we had a different height limit, would that incentivize the triplexes and quadplexes to bring in more affordable units.

CDD Rux noted one perspective is when you look at where our land base and new development can occur, if you visually think about over off of Chehalem Drive, North of Highway 240 up to Columbia Drive, and further north is relatively flat. We have single-family units to the east on either side of Chehalem Drive that are one to two acres parcels that could be developed in the future, also relatively flat. Springbrook Properties which is in the Master Plan, go from Mountainview north up the hill, is where a lot of our future residential development is going to occur. What we've seen in the last couple years is if you go up off of Terrace Drive, you will see Terra Estates, Dutchman Ridge and Kings Landing where we have a lot of topography issues and we have been challenged in part by getting those units that are there to meet our current height limitation. Those units being built have a garage underneath and a couple of floors and to meet our height requirements, they had to bring dirt in up against the concrete foundation walls and modify the topography in order to meet the structure height. To have decent flow for drainage coming down off of the hill, there is a V between dwelling units for the storm draining system and developers have had to be creative. When we look at the Springbrook Master Plan up the hill, the drainage is off Hess Creek on either side, and would 35 feet more appropriate. If we think about Springbrook Oaks as another area that is largely developed. In our airport residential is largely developed. If we go down to another level, what about infill. We have one story ranch style, two story homes that are at 30 feet with the ridge line higher than 30 feet but ½ way between the ridge and peak. When you go up an additional 5 feet it significantly changes the visual character of the neighborhood. In the Oak Knoll area up the hill, the area is largely developed. Another piece of the Master Plan is over towards the east going towards Aspen Way and it has a lot of topography in it. He noted all these different height issues might fit into the different context of these areas where we've got infill or new development occurring in the future.

Member Bonner noted if we allowed 35 feet to the roof, as we do in some residential areas, one of his concerns is that we would see more of the higher end housing and rather than affordable housing that we want.

Elizabeth noted it is worth considering and seeing if there has been any work done on this at the State level about potential impacts on sizes and housing costs. She noted the difficulty in writing zoning code correctly is that we want to nudge people in the right direction and the zoning code isn't a great tool for that. Sometimes you'll want to restrict something in the hopes that people pick this other option, but if it doesn't work to develop those smaller duplexes for financial reasons we're not going to convince anyone with just the zoning code. She noted she will see if she can find more financial details about this at the State level. She also wants to have everyone think about how we measure height in terms of if it's from average grade or from highest grade or lowest grade onsite. The biggest issues seem to be moving up the slopes, we could look at how we set the grade from which height is measured, change some of the measurements, definitions and address those areas more specifically. Then we could have limited impacts on infill sites for example where the height limit wouldn't change and be less affected.

Member Bonner noted 5 feet is not that much difference between 30 feet and 35 feet.

Elizabeth noted the difference is the third story, it only takes 5 feet for most residential developers to get a full third story, which can be a big change in the visual impact from a 2 story development.

Design Standards for Other Middle Housing Types

Elizabeth noted you have in your packet the draft code for duplexes and as we explained in the memo where that code needs to be adopted in a separate package before June 30th of this year. We will finalize based on input and further discussion with staff. We will bring it back to the committee to confirm. The bigger piece of the code work is bringing in the other Middle Housing types, we'll do as a separate code package and will it be a separate adoption process after June and the City will be leading.

Elizabeth noted when we start to get into all the other types of Middle Housing, triplexes, quadplexes, townhouses, and cottage clusters, there are two major categories of code standards. The Design standards and the siting standards. Siting standards have to do with the individual lots and existing zones and standards, in compliance with the Model Code standards. We will be looking to add some new code sections to the Newberg code. Design standards is one we're looking

at the architectural design, details and how the dwellings relate to the site. There is very specific language in the Model Code and for dwelling types are new for the City of Newberg, we are proposing to start with the full text of design standards from the Model Code as new sections. The initial guidance from the Committee is, are there modifications to these design standard that you'd like us to see in the initial code draft to bring back our next meeting. Options for each standard is, to adopt design standard as-is, modify design standard to be less restrictive or have no design standard. To follow along with the Model code and rulemaking process the DLCD is doing it at the State level. The reason that our proposal is to adopt all of the design standards is because we think they have done a pretty good job in honing in on the site design aspects that make the most impact on site development and how these triplexes, quadplexes, townhomes and cottage clusters fit into the neighborhoods.

Triplex and Quadplex Concepts

Elizabeth noted we will be starting at the entry orientation for triplexes and quadplexes. Our goal is to walk through these and get the Committees feedback and then we'll shape the draft code. We'll be looking at entry orientation, minimum window coverage, driveway approach, garage and off-street parking areas.

Elizabeth shared diagrams from the Model Code that address the entryway orientation and standards. Three choices, the first one is the main entrance facing the street and be less than 8 feet set back from the main façade of the dwelling. The second one is the main entrance opening onto a porch, where the entrance itself doesn't have to face the street as long as the porch is facing the street. Then the final option is the main entrance facing a common open space that's been connected to the sidewalk.

Elizabeth shared diagrams from the Model Code that address the window coverage. The window coverage of the street-facing façade defines the façade area. Up to 15% minimum for window and entrance door coverage requirement is reasonable for residential uses. It is not very common to exceed because of privacy concerns, for example if you have a bathroom on a wall you don't want a picture window. For comparison we don't apply any minimum window coverage to single family or duplexes, we see generally sufficient window coverage for those.

Member Bonner asked if the 15% was a maximum or minimum window coverage.

Elizabeth responded it's a maximum/minimum. This City standard can be a minimum of 15% window coverage, but the City can't set a higher number, for example the City can't require 20% , but can go down to 10% or 11%.

Member Skulec noted another way to get more daylight is when you have the attic style top floor you can have a sunroof or skylight.

Elizabeth continued with the width of garages and parking areas. She noted this ties into the concerns about if parking dominates the site. It is a fine line to make sure that all of these units have parking. We will be drafting the code to have one parking space per unit required for these types, which is the most that can be required under the State regulations. If you're going to require parking, that it doesn't dominate the front façade and total more than 50% of the front façade street frontage. If you want to be less restrictive you could allow more driveway and garage coverage, but not less. The idea is that 50% balances the feasibility of providing the parking areas against requiring as much of the unit itself. Fitting these driveways is going to be one of the key challenges for sites and an important driver of site design.

Elizabeth noted on the driveway approach width and separation on the street. She noted in the diagram the width of the driveway on the property and the driveway opening is going to be the same, but sometimes you see a narrower width at the street, then it flares out to a double wide driveway on the site. This standard cannot exceed 32 feet combined of driveway access onto the local street per triplex or quadplexes. 32 feet per frontage might be difficult to fit 4 driveways, possibly two 16 foot wide shared driveways would work. We need to think about whether shared driveways need to be either mandated or encouraged by limiting some of the other options. This is what the standard is initially promoting.

CDD Rux noted from the Engineering Department perspective is if you're on local residential street could you do something like this, yes. The other provisions are where the mailbox, street trees and street lights go. There is a whole body of other standards that run into a direct conflict about the width and spacing of the driveways. This is something we're going to have to talk to our Engineering Department about. If you were on a minor collector street, might this be feasible, yes but the same issues apply. On a major collector street you would not be able to have a driveway onto the

major collector roadway. There is a lot of complexity given engineering standards and what might have to be adjusted or modified to allow this.

Elizabeth noted this is the area that we had the most questions about. There is still a need for local engineering discussions.

CDD Rux noted in our current code we look at a driveway is 9 feet wide and in this context its 8 feet wide, it is something else we're going to have to look at. There are standards for garage widths, if you have a single car garage or a double car garage, these are provisions we need to look at, and do they need to be modified. Also addressing the issue about parking, when you pull into the garage can you open your door to get out of your car, which would depend on the size of car you have.

Elizabeth noted there are some alternatives for triplexes/quadplexes if there is an alley for example, access can come off of the alley instead of the local street. If you have multiple local streets, for example a lot on a corner, then that frees up some of the options because you could split your access with two different frontages.

Chair Dailey asked with duplexes and the third story with under garage/parking, the 50% or less was not in play why would that be different.

Elizabeth noted the reason it's different is because Newberg doesn't regulate how wide garages can be for single family detached homes or duplexes, which are regulated the same. Perhaps this prompts the question that we look at some regulations for single-family homes and duplexes about how wide garages could be as part of the façade. As we get into these other housing types DLCD in the rule making committee recognized that there were different design challenges that come with these different housing types. So the design standards that are in the Model Code are additional tools that they're giving to the cities and saying you can add these additional standards, you don't have to apply to your single family homes, but you can apply these to your different housing types, because we realize there's going to be more challenges and a way to address the compatibility issues.

CDD Rux noted in our code and maybe we can fix it to this process, you go to our definition section, it says the double car garage has to be 20 feet by 20 feet and that is interior wall to interior wall. For a single car garage it has to be 10 feet wide and 20 feet long from interior wall to interior wall. There is a question about if we have some garages for single car developments in either single family or duplexes if they meet those standards or not. We will have to pay attention to the fine reading of the code.

Elizabeth asked if those maximum widths for a double car garage is all that would be permitted for a single family or duplex.

CDD Rux responded, yes. If we were looking at this drawing for a duplex, the garage would have to be 10 feet wide interior wall and 20 feet in depth garage door to interior wall of the house. The same provision applies to detached single-family. The way the code reads, if you build a garage it has to be these dimensions.

Elizabeth noted the assumption if you're limited to 20 feet, then you'll probably have at least as much building façade.

CDD Rux responded do you want your façade to be dominated by garages. The way our code for single family is currently structured is its 20 feet to the garage face and that would allow full length parking space in front of the garage and then 15 feet to the house, and you get the house articulating towards the street to give you that articulation. When we get to triplexes/quadplexes it's a design issue about what you're looking for. Do you want a row of garage faces and you may have some living space on the ground floor behind with floors above or do you want some of that living space to come out towards the street, tucking your garage or parking further back underneath the building footprint.

Elizabeth noted to complicate it a bit further, what the Model Code is saying is with these design standards there's a feasibility point to allowing the parking on the front, so they're trying to make a guaranteed allowance for a certain amount of parking on front facades that can be accessed from local streets. For example some cities only allow alley access. Its cost prohibited for many developments to build both a local street and an alley. The Model Code is saying you can't force all these other housing types to completely hide their parking and go all alley access. There has to be some

provision to balance the front facades and allow access from the local street to improve the feasibility and get those parking spaces that everyone said they wanted.

CDD Rux noted referring to the drawing on the left, where you have the alley. Looking at the standards you need fire access, garbage needs to be picked up and you have an alley that is 20 to 25 feet wide. Why would you do that, you're paving over more impervious surface area and now have bigger water quality facilities you have to deal with. You have more infrastructure to deal with because you now have stormwater in pipes. Are the alleys public or private, if they are private alleys, which we don't currently allow, homeowner associations have to maintain the alleys, then you'd have to change the regulations. When you start to go down the cascade you get into all these questions, so Model codes are good to a point, but then there's lots of nuances that come in with them.

Elizabeth noted the point is there could be alley access but the Model Code is definitely taking a stand that cities cannot require only alley access as an option for these sites, because of this whole cascade of impacts. It is an option if you want to do alleys, but it can't be the only way to develop these sites.

CDD Rux noted we also have to remember we have vision clearance triangle requirements at street intersections to take in consideration. The code currently has some driveway separation distance, which is part of our engineering side, so we were going to have to talk to them about that and do we need to make some modifications for triplexes /quadplexes.

Elizabeth noted the spacing of these driveways and the more driveways you put in if they're too close to each other you eliminate any on-street parking. It's a net zero gain of parking spaces if you do it wrong. We will want to take a look at that and look at ways to maximize both, retaining enough on-street parking while getting off street parking.

Townhouses

Elizabeth noted townhouses are pretty similar to side by side attached triplexes and quadplex units. Units have similar design issues, entry orientation are the same standards, and you can either bring your entrance 8 feet of the street facing façade or open onto a porch. There is an option to require one unit defining feature per townhouse. Those features are A) roof dormer, minimum of 4 feet wide, B) Balcony, minimum 2 feet deep and 4 feet wide, accessible from interior room, C) Bay window extending minimum of 2 feet from façade, D) Façade offset, minimum of 2 feet deep, E) recessed entryway, minimum 3 feet deep, F) Covered entryway, minimum of 4 feet deep and G) Porch, meets standards of subsection (1)(b)(iv) of section (c). In the diagram several of the units have more than one and that would be permitted but you can only require a minimum of one.

Elizabeth noted we get into similar parking issues and the difference is that because they're on individual lots, sometimes the engineering standards are different because a lot of times each lot is guaranteed one access. The way the Model Code approaches townhouses, for example if your lots are below for example 30 feet wide you have to have an alley access, which triggers that whole cascade of impacts and costs we just talked about. The Model Code is saying they want to guarantee an option for street access to driveways and parking. For townhouses to maximize feasibility, any lot that is at least 15 feet wide has to be a guaranteed allowance of up to 12 feet of driveway and garage width. In Newberg that's going to be maybe 10 feet how side a single car garage can be.

Cottage Cluster Concepts

Elizabeth noted cottage clusters are the most challenging one and always last in the series. Even in the Model Code you can tell they're unlike the other housing types. Cities that have had cottage cluster standards in the past have over-regulated which led to the production of zero to few cottage clusters. The Model Code has done an admirable job on cutting back, but there could still be some opportunities to be selective about some of these pieces. There are three options of the long list I pulled out that are good and are going to impact site development feasibility the most. Cottage orientation, that's 50% of the units to be oriented towards the common open space. The common courtyard design standards which is 150 square feet of open space per unit. Having the common courtyard is the heart of the cottage cluster. You could reduce the open space further but not recommended, existing codes in play go up to 400 square feet per unit and 200 square feet is common, so bringing it to 150 square feet in the Model Code is an attempt to keep this common courtyard but prevent it from dominating the site. Even though 150 square feet per unit doesn't sound like a lot, the actual standards of how the common courtyard has to be designed means that it can't include any of the perimeter setbacks that

are still required. It doesn't have to be a square but it does have to be one contiguous piece that is not less than 15 feet at any one point. The common courtyard standards is quality over quantity to make it a good centralized piece of land.

Elizabeth continued with parking designs and shared parking areas. The Model Code started by requiring parking and some shared parking pods separate from the individual cottages, they have relaxed a bit to envision more of what it would look like with garages for each cottage.

Elizabeth showed an example of cottage orientation with a minimum of 50% of the units facing the courtyard. In this example almost all of the units face onto the common courtyard and creates that cluster effect. She showed one that exceeds the standard, you have to have cottages bounding at least two sides of the common courtyard and this one is enclosed on three sides, is exceeding and the common courtyard is centralized.

Elizabeth showed parking pod design and individual garage design. She showed a diagram of a shared parking area with individual surface parking spaces. It could be a carport structure or shared garage. The Model Code has restrictive standards on how these have to be arranged, otherwise it could take a lot of the site area, decrease feasibility and cut into the density that could be achieved. You can only have 5 spaces before you have to have a landscape buffer, which is pretty restrictive. A lot of codes for other types of parking lots allow at least 10 or 12 spaces before you need a landscape buffer. The setback has to be 20 feet from the street, screened landscaping, and has to be setback 10 feet from any side property line. All these pieces are great in terms of reducing the visual impact of these parking areas within a neighborhood, but how feasible is it with all these buffers, boundaries and areas around these shared parking areas. What DLCD did in the Model Code is they added on more explicitly to these carport and garage options (showing on the diagram) with the option for driveways to serve access through the site to cottages. The garages and carports cannot abut the common courtyard, they have to be on the back side so they're not interrupting the cluster feature. She shared a diagram presented by a developer from Hayden Homes, who works throughout the Metro Area, on cottage cluster type developments. The challenge with the DLCD rule making committee, was these projects actually worked, but wouldn't work under the Model Code. How can we make the cottage cluster design standards and adding flexibility to make a similar type of development permissible?

Heather noted we presented this slide previously when introducing these housing types. With cottage clusters there was a lot of attention given in the Model Code to the courtyard. What if you don't need the units to be all around the courtyard? You might want to consider reducing the requirements of how many sides of the courtyard need to have the cottages, what percentage needs to be facing the courtyard. She showed different examples of areas where instead of one complete courtyard, for example, a smaller courtyard you have a pathway through the area or you have a couple areas instead of one complete courtyard with parking a lot closer. Having parking dispersed around the site helps with having parking closer to the units.

Elizabeth continued with another development that was presented and is cottage cluster like. The benefit of this one is that it appears to meet the garage standards. The use of alleyways and driveways in order to provide the garages on the back of each unit. It may not meet the courtyard orientation standards. She showed an example of where two sides of the courtyard are enclosed by the dwellings. The total number of units compared to the total units throughout the rest of the site totals approximately 50%. Two sites on the slide do not have common courtyards because they're in the setback area and those dwellings only enclose those tracks on one side so they wouldn't meet the definition for a courtyard. There are pluses and minuses to this site plan and the cottage design standards wouldn't permit this.

Discussion

Chair Dailey noted referring to the examples is confusing, I'm all for flexibility but why try to fit them into the box, or maybe call them something else. It doesn't seem like a cluster to me and I think the developers need to understand it better.

Elizabeth noted good point. What are we trying to accomplish with these cottage courtyard or cottage cluster designs? HB 2001 creates an opportunity for cottages and the Model Code helps set the direction. Newberg gets to decide what's right for them, for example is the common courtyard the heart of this dwelling type or not, does it have to be as prominent as it is in some of the diagrams, or could there be reduced focus on the courtyard? Is there a valid cottage like housing objective that can be achieved, it is for the Committee to discuss.

CDD Rux asked about the sidewalk width. If you have a number of units all on one lot, raises the question, do you have ADA accessibility requirements? Should the width be the 4-foot requirement or should it be 5-foot minimum to have ADA requirements?

Elizabeth noted the initial draft of the Model Code did require a 5-foot minimum width for those pedestrian pathways. Then the final version reduced it to 4-foot but says they still have to be accessible. I have asked the DLCD to explain what they mean by ADA accessible. The ADA Standards require a 4-foot minimum width and that doesn't add up so I think it's worth a follow-up question.

CDD Rux noted he doesn't think any Community around the State wants to put in a 4-foot width and then someone files a complaint with the Department of Justice and says you're not accessible. They then have to tear out the 4-foot and replace with 5-foot.

Elizabeth noted the Model Code standard is 4-feet but the actual standard is 5-feet because you still have to meet ADA requirements, why would we create that confusion.

CDD Rux in the clusters there are no more than five spaces without a landscape island and our current code is if you were doing a multifamily development is no more than seven spaces. You then have the number of square feet of landscaping in a parking lot that you have to meet and these cottage clusters don't get to that provision.

Elizabeth noted if the seven spaces before the landscape island is the locally preferred option that would be less restrictive than every five spaces, we certainly could calibrate it. The square footage per parking space with the setback of 20-feet from the street and 10-feet from the property line you're going to get a fair bit of landscaping around the parking areas.

CDD Rux noted with cottage clusters where do you put your trash with no trash enclosure and what about lighting of the parking lot. We have provisions in other sections of our code where you can have no more than .5 foot candles at the property line. Something the Committee should think about is lighting in parking areas and trash areas. With triplexes/quadplexes, depending on how they are designed, is what you do with the trash and if you have a parking field behind it do you have to light it. Do you have to screen the trash or can you leave it in the front yard. We will also have to talk to our engineering department because we have stormwater requirements and none of the triplexes/quadplexes address issues about stormwater. I'm not sure at the State level they thought through all that.

Elizabeth noted the meetings were zoning focused as opposed to engineering focused, which is good for planning to start, but there is the issue of water quality features. They didn't preempt local government's right to require stormwater management but there doesn't seem to be a lot of thought given to where to put the stormwater facilities on these lots.

CDD Rux noted another observation is the fire access and so when you deal with these cottage clusters you build a parking lot with so many feet away from units, TVF&R might look at that and say well we don't have access to get to those northern units. They have provisions if your parking lot is over a certain length in depth from a street you also need a fire lane turnaround so they can turnaround their fire trucks.

Heather noted if you were building a subdivision or single-family home you still have these standards that you have to meet. It's fair to apply those standards because they're single-family development standards for the fire access being 150 feet for hose, and that still applies. Doug mentioned the water quality facility in the courtyard. I've seen this in a park recently and another jurisdiction where the park was drawn out but not detailed and then the water quality facility ended up in the park and nobody's happy. So let's think about how we can be creative and ask what the other jurisdictions are doing.

Elizabeth responded there are some specific standards in the Model Code about what counts as the common courtyard or not but doesn't talk about water quality.

Elizabeth noted we have our work cut out for us in putting together these various design and City standards we talked about.

Next steps

Steve noted an email was sent out by CDD Rux proposing to move the February 3rd meeting to February 17. An email will be send out to the Committee to hold the date. Closely on the heels of that meeting we will have another virtual public open house on February 23rd. We are going to have to think about how we take this dense material presented today and break it down for the public to help understand what we're talking about. We will also have another online survey opportunity for people to learn and share their thoughts, good, bad or otherwise. Then this Committee will come back again to meet one more time on March 10th. We will take all the comments that we get from the Committee and the public, refine our code proposals and move into the adoption process for the duplex code in particular. March 10th should be the final official meeting.

CDD Rux noted so the Committee members are aware, we will be doing a joint work session with the Planning Commission and the City Council on March 15th. We will be getting feedback from them and by the time we meet on March 10th we're going to be looking for a recommendation from this Committee to forward onto the Planning Commission and then onto the City Council. We'll probably ask for a tentative recommendation on the other Middle Housing, because that will come back to the Planning Commission and City Council in the fall of 2021.

PUBLIC COMMENTS:

Dan Danicic was a public member attending the meeting and left early.

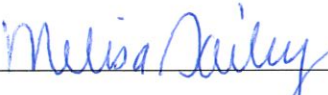
APPROVAL OF MINUTES:

MOTION: Member Murray and Member Bonner moved to approve the November 4, 2020 and November 18, 2020, Middle Housing Meeting Minutes, Motion carried 4/0

ADJOURNMENT:

Chair Dailey adjourned meeting at 8:03pm

**APPROVED BY THE AD HOC MIDDLE HOUSING CITIZENS ADVISORY COMMITTEE this
February 17, 2021**



Melisa Dailey, Middle Housing Chair

Doug Rux, Recording Secretary