

AD HOC MIDDLE HOUSING CITIZENS ADVISORY COMMITTEE

Meeting Minutes

February 17, 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 6:00pm

ROLL CALL

Members Present: Melisa Dailey, Chair
Erma Vera
Gabriel Skulec
Robert Moxley
Leslie Murray

Members Absent: Dominic Seymour, (resigned)
Robert Bonner, Vice Chair, excused
Mayor Rick Rogers, Ex-Officio, excused

Staff Present: Doug Rux, Community Development Director

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

APPROVAL OF MINUTES:

MOTION: Member Murray and Member Skulec moved to approve the January 20, 2021, Middle Housing Meeting Minutes, Motion carried 5/0

CDD Rux noted Elizabeth Decker and Heather Austin have a PowerPoint presentation, and will be going through it in more detail. The next meeting is March 10th where they will do the last review of the duplex standards and the draft code updates for the other middle housing components.

Elizabeth noted along with Heather Austin from her team is Robert Manzollilo from the housing team at DLCD.

Draft Code Updates

Elizabeth noted there are two packages of code to walk through. The duplex code which includes some provisions for the Master Plan's, specifically to Springbrook Master Plan. The second has the code updates for all the other Middle Housing types. The goal is to finalize the recommended draft, after the Committee's input and open house. There is one more meeting to finalize the duplex code moving forward, to meet the June 30th deadline. There will be a work session with the Planning Commission and City Council on March 15th.

Elizabeth noted this is an opportunity tonight for the committee to provide feedback and more direction on the draft. The second piece is to build on the duplex code for the other Middle Housing Code, which is triplexes, quadplexes, townhouses and cottage clusters. A separate adoption process for other Middle Housing will be in the fall of 2021.

Elizabeth noted Newberg has to meet the June 30th deadline for the duplex code because it is based on how Newberg is classified as a medium sized City. The other Middle Housing types, the City will trigger required compliance when the population passes 25,000.

Duplex Dwellings Development Code Chapters

Elizabeth noted they are amending the definition for duplex dwellings to allow attached or detached configurations. Allowing duplexes with the same requirements as single family detached dwelling in the R-1, R-2, R-3, RP, and AR zones. Allowing duplexes on the same size lots as single family detached dwellings. Maintaining the existing dimensional standard with one possible change to the building height, so that the height, setbacks and lot coverage apply to duplexes the same as for a single family detached dwelling. The building envelope is going to be about the same regardless of how many dwelling units. They are revising the parking requirement for duplexes to a minimum of one parking space per dwelling unit.

Elizabeth had a couple final fine-tuning questions. The first one is on the minimum lot sizes. The minimum lot size is the same for single family detached dwellings and duplexes. In R-1 and AR it is 5,000 square feet and in R-2, R-3 and RP it is 3,000 square feet. In multifamily there is only one dwelling unit allowed and on a 3,000 square foot lot size for a single family detached dwelling which is the same in R-2, R-3, and RP. The question is, should R-3 be smaller to allow more dense development, reflecting the idea that R-3 is denser than R-2 zones or consider 2,000 square feet or 2,500 square feet. She noted when looking at the R-2 zone in comparison, you could build a duplex or single family detached dwelling on a 3,000 square foot lot, which is more dense than multifamily. When you look at R-3, a 3,000 square foot lot, a duplex has the same density as multifamily. She asked do we want to bring that lot size down to add more of an opportunity there?

Elizabeth noted the second question is on the building height. After the discussion last meeting they worked through a lot of the suggestions and comparisons to other cities. The proposal that they came up with is based on current height allowed at 30 foot maximum height in R-1, R-2, RP, AR and 45 feet in R-3(denser zone). They are considering a possible increase to 35 feet in all or select zones. The proposal is to maintain 30 feet in the R-1 zone, which is the lowest density zone and increase to 35 feet in R-2, RP and AR zone.

Elizabeth noted the next question is about access standards. Should duplexes, since there are two units, be guaranteed two driveways, limited to one, or as required by the situation. She noted they have been going over this standard at the State level trying to interpret some of these provisions. For example on a corner lot it would make sense to have two driveways on the different frontages. They also might consider some variations based on street classification, for example local residential street access standards are more permissive than on a major arterial or collector busy street, and that might change how many driveways would be allowed in the code. She noted their recommendation is to allow but not require two driveways for corner lots on local streets and to allow on other lots two driveways if the 40 foot spacing can be met. This is the existing standard in the code for single family detached dwellings, if you can achieve 40 foot spacing between the two driveways on a single lot, it is permissible. The result is many duplex lots will have a single, double-wide driveway shared by the two units, based on the spacing when you add up the 40 feet plus the width of the two driveways gets to be a pretty wide lot. Elizabeth shared some common designs with single driveways for the two duplex units. She showed a corner duplex with two driveways pushed as far from the corner as possible to avoid conflicts at the intersection.

Discussion

Chair Dailey asked for an explanation when you said, in R-3 you have more density on a single family lot then you would a multifamily.

Elizabeth responded that the contrast is in R-2 you could build a single family home or duplex on 3,000 square feet and if you built a multi-family you could have one unit on 3,000 square feet. A single family detached dwelling and multi-family is the same density, but duplexes benefit from this and get to be more dense having two units on that 3,000 square foot lot, than having one multi-family unit on 3,000 Square feet. R-3 is different than the rest of the zones where the 3,000 square foot lot is required for the single family detached as well as the duplexes. If someone is building a single family detached in R-3, it takes twice as much land to build as it does to build one apartment unit. Your cutting density potential in half for single family detached. For a duplex there's less of a density incentive. It makes sense to use the R-3 zone primarily for apartments. If people are choosing to build single family and meet the 3,000 square feet, they're missing an opportunity to provide some density and not using R-3 land efficiently as possible.

Chair Dailey thought multi-family was on commercial zone.

Elizabeth noted she hasn't reviewed the commercial zones. There is the R-4 zone which is the highest density zone, and there is additional apartment opportunities there.

CDD Rux noted in the C-2 zone you can go through a conditional use process before the Planning Commission and they determine what the densities are going to be. You can also do a planned unit development process. There is some very prescriptive standards based on number of bedrooms, where you get certain number of points. He noted for example, the development going in across from the hospital 3/4 of that site is on commercial and you're going to see apartments and detached single family homes on very small lots approved through a planned unit development process and conditional use process.

Chair Daily asked CDD Rux, if we had a 2,500 square foot lot with a duplex, what would be the size of each unit.

CDD Rux responded each unit would probably be between 1,200 square feet to 1,600 square feet. He noted we have not seen historically a lot of duplex development in R-3 land. There are some limitations on the amount of R-3 land that they already have. With the market conditions the R-3 land has gone to multi-family. As they go through the draft they are looking at multi-family as 5 units and above. Most of the R-3 land is higher density apartments, with maybe a few situations where there are some duplexes, triplexes and a few quadplexes. Lots of record are small, where they couldn't do an apartment project and meet all the parking requirements and landscape requirements, so developers chose to do a duplex or quadplex type of development. He noted if they went down to 2,000 or 2,500 square feet for a duplex in R-3, it would provide some more flexibility in options. It's their goal in R-3 to get the density and multi-family units of 5 and above.

Elizabeth noted you could go either way, but if you keep the 3,000 square feet it might continue to encourage that multi-family which could be the more desirable outcome. The question is do you want to incentivize duplexes but not at the expense of multi-family, but just as an alternative for needed housing options.

Member Moxley noted he doesn't see a problem, he feels there isn't going to be lot of demand for building duplexes on those lots. He did note on the increase of height. He asked what kind of repercussions they anticipate by raising it 5 feet.

CDD Rux noted part of the conversation we had last meeting was you went to 35 feet in R-1 and the development community says, they can now get a three story house instead of a two and a half story. He also talked about the fact that the land we have left to develop are sloped areas, requiring some creative activities on the part of the developer to meet the 30 foot structure height requirement. They are building the foundation with stem walls and retaining walls for the unit and backfill against the building in order to meet the structure height, which mirrors what's in the Oregon Structural Specialty Code. He noted we are going to see more of that as we continue to go up north where residential development will occur.

Member Vera asked if there is a possibility if you are up in the hills you can have the 35 feet and if you are down you can go to 45 feet or does it have to be only one size.

CDD Rux noted they are talking about the R-1 zone and in R-3 zone it already allows 45 feet with some set back provisions when next to R-1 you can go a certain height. They are trying to make the transition so there's compatibility between multi-family projects and single family homes which includes the duplexes. If they get into a situation, for example in the hills we go to 35 feet and in the flat areas it's different. He noted it would be challenging for staff because they would have to pick a topography number.

Elizabeth noted the proposal that they came up with is a hybrid option to reflect that the R-2, R-3 and RP zones have some opportunity to go to 35 feet and the R-1 zone could stay at 30 feet. She asked what zone those sloped areas are in and it they should be looking at also raising to 35 feet in R-1.

CDD Rux noted a lot of the future development in the Springbrook Master Plan is for 1,345 units and they are starting to push their way up the hill towards Bell Road. He noted they can keep the 30 feet and the developers can be creative about how they contour the site. This would be consistent with some uniformity they have had for decades on structure height in R-1. Increasing the height in R-2, RP and the AR zone gives more flexibility and creativity about ensuring they're getting more units. He noted that is the message he continues to bring into the Housing Needs Analysis, to get more units and be more efficient with the land supply that they currently have.

Member Moxley noted his final thought is that this is a very pragmatic approach, he agrees to maintain 30 feet in the R-1 and increase to 35 feet in the R-2, RP and AR, for higher density housing.

CDD Rux noted in the R-2 zone the target density is 9 dwelling units per acre and based on the HNA study it is at 7.5 dwelling units. With the height change of 5 feet, that could lead the market to respond and do some more multi-family housing. Some of the existing regulations have driven the developers in the R-2 zone to do detached single family homes, rather than going to the multi-family because of the height limitations.

Chair Dailey noted if looking at producing more units by adding 5 feet to achieve that, she feels the proposal is ok.

Member Murray noted allowing more flexibility and more incentive for duplexes and multi-family dwellings which Newberg needs and she agrees.

Member Vera also agrees.

Member Skulec agrees.

Access Standards

Elizabeth continued with the access standards. She noted they are meeting with the engineering division and the DLCD staff to understand how engineering principles overlap with zoning and to still comply with the State requirements. She asked for comments about whether to see two driveways, single shared driveway, or a mix, depending on the situation.

Member Vera noted it should be mixed depending on the situation. She noted she likes the shared driveways but not the separated driveways on the corner lots.

Member Moxley noted he agrees with the staff recommendations and reiterates the need for one driveway per unit.

Chair Dailey agrees with the staff recommendations because they make sense.

Member Murray also agrees.

Member Skulec agrees.

Duplex Code Changes

Elizabeth noted the main points. They are going to allow attached or detached dwelling in all the residential zones on the same size lots. Keep the existing dimensional standards with the exception of the height changes. The setbacks, and lot coverage stay the same. Revise the parking requirement to one per dwelling unit, which is permitted under the State Code.

Member Moxley noted these are great incentives to build Middle Housing which is something needed. He asked if permits are going to be monitored going forward and what will be done if there is a lack of Middle Housing development.

Elizabeth responded yes, the City will be monitoring and are required to do reports for the State annually. The City is currently going through the Housing Needs Analysis process on what housing is available and what the need is. A future HNA will incorporate all the Middle Housing being built, assess it against the local need and will answer if the need for housing is being made. There is always an opportunity to come back to revise the Code. The Code is the first step and will continue to be monitored.

CDD Rux added that they have revised their reporting and are keeping track monthly, all of the detached single-family, duplexes, triplexes, quadplexes, cottage clusters, townhomes and accessory dwelling units being built. There is more than one reporting requirement that needs to be provided to either DLCD or the Oregon Housing Community Services.

Member Moxley asked if they are seeing an uptick in any development of Middle Housing.

CDD Rux responded yes, they are in the works. They are seeing some duplex development proposals that have come through. There has been some pre-application meetings on other duplex proposals. There has not been any triplex or quadplex proposals. There have been developers interested in cottage cluster types of development, but they are waiting until the new regulations are on the books, because what is there today they couldn't do what they want to do. He noted there is already some townhouse regulations in the code, if you read through one of the attachments in the packet, he noted they need to make revisions in order to meet the administrative rule requirements.

Member Vera asked since the City is monitoring how many detached and attached duplexes are being built now, will it stop once this is approved.

CDD Rux noted they are tracking data for units that have been submitted in for building permit review, which is the permitting side. Then they are looking at the production side. What units have been constructed and completed with a final occupancy. They are tracking data on both so they can see what's permitted and what's actually been produced on the ground. There is always a time delay in the reporting process, for example there is a permitted unit in November, but not constructed until the next year, this is now data as a produced unit on the ground the next annual report.

Member Vera asked if the codes that are presented today are all approved, are the new codes going to affect the duplexes that are under construction now.

CDD Rux responded it would not affect those that are under construction today. The code would apply to applications that come in after the code is adopted. For example, they are scheduled to go to City Council on June 7th for a public hearing on duplex provisions. Then if City Council adopts, the ordinance goes into effect 30 days later. He noted any applications that come in after July 7th will have to comply with the new regulations and any applications that come in before July 7th would have to comply with the old code regulation.

Master Plans

Elizabeth noted there are five Master Plans that a lot of work has been done with specific vision, planning efforts, infrastructure and engineering efforts. Under the State regulations for Middle housing, these Master Plan areas are treated differently. She noted the five Master Plan areas they are addressing are in the Airport Residential District, Springbrook District, Northwest Newberg Specific Plan, Springbrook Oaks Specific Plan and the Riverfront Overlay Sub-district. In the Springbrook District Master Plan they included changing the table to allow duplexes where single family is permitted. Most of the Springbrook area is new construction and has not been built out yet, where as other Master Plans have already been built.

Elizabeth continued with the other Middle Housing Code in the Masterplans, triplexes, quadplexes, townhomes and cottage clusters. There are two main options that the State outlined to comply with Middle Housing requirements. First is to treat the Master Plans the same as the base zones, to allow all Middle Housing types on lots meeting the minimum lot size the same as everywhere else in the city. The second option is, within those approved Master Plan areas there is an option to limit to single family detached dwellings and duplexes for initial development of lots that are empty. This duplex limitation is only if the Master Plan area is already meeting an overall minimum density of 8 units per acre. She noted they went through and evaluated these Master Plans and most are meeting the minimum density of 8 units per acre. The Springbrook Master Plan is the one that they are most keeping an eye on, the density is much lower than 8 units per acre. It will take more work and to be impactful on how the area is planned to bring that density up to 8 units per acre. She noted what is being proposed is doing a second round of updates to most of the Master Plans to add the full range of Middle Housing types including within the Springbrook Master Plan, rather than invoking this option to limit to just duplexes.

Member Moxley noted the lots in the Springbrook area are large expensive lots.

CDD Rux mentioned it would be a lot of work to go back through all of the specifics in the Master Plans. By allowing all of the Middle Housing in these specific Master Plan areas is simple and the market will respond accordingly.

Robert Mansolillo noted it's an interesting situation because when they wrote the Master Plan regulations, they had it for large cities, thinking of Wilsonville, Hillsboro and Beaverton. In Newberg, a medium sized city and dealing with Master Plan issues is something they didn't take into consideration, because they only had to comply with the duplex part, but if you want to add all the Middle Housing you can.

CDD Rux noted he went to City Council and asked if they wanted to do the required changes for duplexes only or also the other Middle Housing, and they want to do it all. This put them on their path and that is how they applied for their latest grant to address all Middle Housing. With all these specific Master Plans, he had Elizabeth and the team dive into these Master Plans and found some interesting nuances in Newberg in how to make this work.

Elizabeth noted the recommendation is to not disregard the Master Plans, but to apply very similar approach within the Master Planned areas, so you get to an outcome that's going to be the most feasible to implement within the timeframe.

Other Middle Housing Code

Elizabeth noted with the other Middle Housing Code they are looking at triplexes, quadplexes, townhouses and cottage clusters. The first question they are dealing with is where to permit Middle Housing. HB 2001 differentiates that duplexes have to be allowed on every lot or parcel where single family detached buildings are permitted. The other Middle Housing types have to be allowed, in quote, in areas with residential zoning. The debate at the State level is what does "in areas" mean. She noted the "whittle away" approach is recommended to adopt, which means they take all the areas with residential zoning and whittle away areas where it doesn't make sense to allow this higher Middle Housing. That means taking away what's termed goal protected lands. Areas where there are other statewide planning goals that preclude development of denser development, such as places in the flood hazard, places in natural hazard or within the Willamette Greenway. Places you whittle away and whatever lots are left in those areas that meet the minimum lot sizes are eligible for other Middle Housing.

Elizabeth noted the alternative is what is called the "performance approach" which is ensuring that a minimum percentage of lots in residential areas are permitted for each Middle Housing type, with the option to exclude Middle Housing types on the remaining percentage of lots. She noted they recommend the "whittle away" approach because it has simplicity behind it and is easier to define, than trying to figure out how to apply the "performance approach."

Elizabeth showed the performance metric, showing the distribution for example 80% of lots are allowed for triplexes meeting the minimum lot size, 70% can do quadplexes and 30% don't have to use other Middle Housing types. This "performance approach" requires very detailed analysis of every lot in the city. She noted you have to allow these Middle Housing types on more lots through this approach than through the "whittle away" approach. That is why the "whittle away" approach is being recommended. Also it allows more Middle Housing in a more straightforward manner for everyone to understand them to expand these housing opportunities.

CDD Rux recommended to the Committee to go with the "whittle away" approach. The mathematical gyrations to try to go with the "performance approach" would be a lot of time and money to do it all. He noted by allowing these Middle Housing types the market will respond. The developer knows what works for them and development concepts they will bring forward.

Stream Corridors

Elizabeth asked assuming the broader "whittle away" approach, should the other housing types be permitted in the Stream Corridor Overlay Subdistrict, or limited to prevent impacts on the resource area or potential risk to people and property.

CDD Rux added the way the current regulation is written, is that if you have a detached single family home there is a percentage limitation on doing an expansion of what could encroach within the Stream Corridor. There are situations where there is a home that may be right up against the edge with limited lot area and they want to do an expansion. The regulations are written so they can do a small expansion within the Stream Corridor. For example on a vacant lot someone wants to put a quadplex within the Stream Corridor, regulation says you cannot and have to follow the same regulations as a single family home, which you cannot build a single family home in the Stream Corridor.

Elizabeth noted what they're proposing is that if these other Middle Housing types are permitted here, which is how the code is drafted, they would be subject to all the same limitations that apply to a single family detached dwelling in terms of impact and building envelope. She noted they are not proposing there's a loophole so someone gets to build a large structure where it is not supposed to be, but it's a question of how many units it can be divided up to.

CDD Rux noted if there's an existing detached single family home and they're wanting to convert into a duplex, an expansion on the side of the duplex would impact the Stream Corridor or if they would follow the same regulations as single family with a percentage limitation.

Member Vera noted it is something that they would need to talk more about because what if a big family lives there they are going to need more parking and room with more people. She also asked how many rooms the homes on the Stream Corridor have.

CDD Rux responded they do not have rooms, it is a zoning overlay. Back in 1995-1996 the City, through a process to comply with the Statewide Planning Goal and hired a consultant who did an inventory of all the Stream Corridor. That was Chehalem Creek and its tributaries, Hess Creek and its tributaries, Springbrook Creek and its tributaries and Willamette River. That analysis was part of an ecological assessment. There are areas where the stream is down at the bottom of a canyon, Hess Creek is an example, but the ecological advantages of going up near the top of the slope, because of the trees and birds that live in that environment. The Stream Corridors are wider than just the stream itself, it often goes up towards the top of the bank. There are situations where there may have been a stand of trees adjacent to the top of the slope which provided habitat for wildlife. Those areas were included and the premise was you don't build within the Stream Corridor, that's a protected area for wildlife, water quality etc. There were situations where existing development had occurred and the Stream Corridor comes right up to the corner of someone's house. If they wanted to do an expansion of their home in the future the question is where could they do that? The City at the time said well, we're going to put a percentage limitation of how much can be expanded into the Stream Corridor. There are requirements to do mitigation on the impacts of doing the sliding motion within the Stream Corridor and you have to plant new trees and plants indigenous to the area. He noted to answer Member Vera's question about if a large family purchased a home in the Stream Corridor. For example if a family purchased a home adjacent to the Stream Corridor, to accommodate their large family and needed to add some bedrooms. They would apply to the City to do a minor encroachment into the Stream Corridor to a couple additional bedrooms. The City then determines if they exceed the threshold or are under the threshold and issue a decision. Another example is if a developer comes in and says they have a vacant lot and a quarter of the lot is within the Stream Corridor. The City would say it is just like a single family, you cannot build a new structure within the Stream Corridor, because it is brand new development. Then developer has to figure out how they're going to put a unit on the developable area of the site. They use a quadplex as a concept and where do they position it, how they are going to deal with parking or are they going to have to have on-street parking. The City would treat is exactly the same as a single family unit.

Chair Dailey noted she does not understand why development would happen in these zones because there is risk of flooding.

CDD Rux replied that the Stream Corridors that are in Newberg are predominately in insized channels. There has been a lot of erosion for thousands of years. The stream may have been up with the general land elevation, but through that erosion, those channels have insized themselves and have gone deeper. An example is Hess Creek, if you go up to the headwaters of Hess Creek by Bell Road, the channel is pretty synonymous with the surrounding topography, you get down to George Fox, it's in the middle of a canyon, by the time you get down to Wynooski Road it's 70 feet down to the stream channel, connecting with Springbrook Creek and goes out into a floodplain of the Willamette River. There is also regulations you cannot build within the floodplain, which is different than the Stream Corridor. The Stream Corridor is wider than the floodplain. They use FEMA maps to show where all of the floodplains are located. Encroachments are on little pieces within a Stream Corridor. It is in a floodplain that is usually up towards the top of the slope. They allow some minor modifications to encroach just a little bit into the Stream Corridor for a single family home.

Member Moxley asked if the City has ever had someone with a single family home in the Stream Corridor area that has decided to remodel and the City has had to tell them no.

CDD Rux noted while he has been with the City no applications have been applied for to expand the size of their dwelling unit into a stream Corridor. He also noted the City is trying to recognize historic development patterns, when they were putting in this new zoning overlay on property in those limitations. They needed to provide some concession given what the unknowns may be in the future.

Elizabeth noted this is not going to be the most impactful decision tonight because we are talking relatively few dwellings that could be affected. It is a question of should they allow the existing dwellings flexibility and what they can do in the future.

Chair Dailey noted she is ok with the concept to limit, because it is going to affect relatively few properties, with no new development.

Member Skulec noted he is ok with this concept.

Key Code Concepts

Elizabeth gave an overview of the key code concepts, starting with the “whittle away” concept, which means the majority of the City lots are eligible for Middle Housing. Starting with the definitions section to amend definitions for all Middle Housing types. She noted multi-family apartments are now going to be defined as five units and up from three units and up. They are now going to allow Middle Housing types in the R-1, R-2, R-3, RP and AR zones. They are going to introduce the minimum lot sizes that are appropriate for Middle Housing types, which is different than duplexes. It does not have to be the same as the lot sizes in the zones, in recognition that there’s more units being talked about. They are proposing to maintain the existing dimensional standards for height and setbacks with some fine tuning. They are looking at revising the parking requirement to one per dwelling unit for all Middle Housing types. The Middle Housing design standards will be as written in the Model Code, because of the work that went into developing the Model Code.

Elizabeth noted this is the preliminary draft and asked for more feedback that would help them to refine the code and to bring back to next meeting.

Minimum Lot Sizes

Elizabeth noted the first issue to talk through is the minimum lot sizes and what they are proposing for Middle Housing types. They are proposing a minimum lot size of 5,000 square feet for triplexes in all zones, 7,000 square feet for quadplexes and cottages in all zones, and 1,500 square feet per townhouse with a 20 foot width minimum. This is the largest minimum lot size that can be permitted under the State Code. She noted the one area where there could be further discussion is for townhouses. For all the other housing types there is no corresponding density limit, just minimum lot sizes. With townhouses it is a two part standard, for Newberg the minimum lot size cannot be any larger than 1,500 square feet, but the City could limit townhouses to an overall density of 25 units per acre, which could be 1,742 square feet per unit. She noted she doesn’t recommend this option, because it is inconsistent with the other housing types. What is the point in allowing a 1,500 square foot minimum lot size if you can’t build to that lot size because you have to meet a different density limit. The corner units or end units on a townhouse project would have larger lot sizes than the interior units. She noted that added complexity of adding 25 units per acre is a worthwhile code innovation and so they are not recommending that at this time, but wanted to make everyone aware of this option.

Allow Lot Coverage

Elizabeth noted currently in the code the R-1 has a 40% lot coverage and all the other zones R-2, R-3, RP and AR zones allow a 50% building coverage. This effects all the structures, the home and the garage, but not the driveway or other paved areas, there’s an additional allowance for that. Looking at the minimum lot sizes for triplexes, quadplexes and townhouses, assuming it is being built to the whole building coverage on these minimum lot sizes, this is how to get the allowed building footprint as big as the foundation. There could be practical considerations about the lot that make it difficult to max out the footprint. With the height whether it is two and a half or three stories, it was multiplied out to get to the total building area. For comparison in looking at triplexes with three units wide, quadplexes with four and townhouses with just one, how much square feet could be created per living unit to see if it is freezable. Does it make a dwelling unit that is large enough to appeal to the market and a variety of households but not too large that it pushes it outside the realm of the smaller scale more affordable housing? They are in a range of 1,500 square feet to 2,500 square feet and are somewhat within the range. She noted guaranteeing more than 2,500 square feet per unit is beyond what any individual dwelling unit needs. She feels there are a few that stand out as possibly meriting some increase for lot coverage since garages are included with the requirement of one off street parking space per unit. She noted the recommendation builds off of the R-1 issue in the way they did the height. They’re recommending to consider increasing the building coverage to 60% in all zones other than R-1 and allowing 60% for townhouses in R-1 as well as all the other zones. Looking at a townhouse in R-1 that could only achieve 1,800 square feet as currently stated includes most of the first floor is the garage with only 1,200 square feet of living area on the second floor which can be small. She noted they feel this would merit an increase to 60%, other than that they didn’t see any significant concerns about building coverage.

Building Height

Elizabeth noted for townhouses the allowed the height needs to be permitted up to 35 feet in all zones. Cottages bring it down to 25 feet in all zones, because they are a smaller scale. Triplexes and quadplexes the height can be the same per the State Code as single family detached dwellings. They are proposing to maintain 30 feet in the R-1 zone and increase to 35 feet in R-2, RP and AR zones.

Design Standards for Other types

Elizabeth noted the recommendation is to adopt the design standards from the Model Code for triplexes, quadplexes, townhouses and cottage clusters.

Triplexes, quadplexes and Townhouse Design

Elizabeth noted the design issues for triplexes, quadplexes, and townhouses have to do with the entryway orientation and making sure there is a discernible entry that is towards the street. For townhouses there's a provision for unit definition, to have a defining feature like a porch, balcony or bay window. There would need to be a 15% minimum window coverage on the street facing façade. For the garage and off street parking limiting to no more than 50% of the street facing façade.

Access Options

Elizabeth noted these standards are to limit driveways and garages so that they don't dominate the street frontage and not across the whole lot. She noted we need to align with engineering standards for access and to prevent conflicts. How these driveway cuts impact the sidewalk and frontage with curb cuts, on-street parking, street trees and utility placement. The experience of walking along the street both just from a visual standpoint, but also a functional standpoint. There's a lot of things that are impacted by how many driveways and not a question of are we going to make it easy to get to the garages.

Access Standards

Elizabeth noted the question is, should triplexes and quadplexes be guaranteed multiple driveways, should they be required to consolidate or should they depend on the situation, such as corner lots, busy streets, arterials and collectors. She noted their recommendation is to allow but not require multiple driveways for corner lots on local streets and to allow multiple driveways if 40 feet spacing can be met. Per the Model Code diagram, we need to ensure a guaranteed minimum of 32 feet of driveway per lot, which is a lot of driveway and doesn't meet the City's engineering spacing standards in between driveways. Possibly there is a way to configure this differently to two pairs of driveways that does meet the 40 feet, but we need to allow that 32 feet spacing. It doesn't mean you have to lift all the other spacing and access restrictions the City would normally apply to single family detached.

Elizabeth shared some alternatives to every unit having a driveway onto the street. She shared some diagrams from the Model Code, such as access from an alley if there is one, but cannot require construction a new ally. There is a corner option where the driveway is off of the two different local streets, alternative can be used but not mandated in the Newberg Code.

Elizabeth noted similar challenges for townhouses. Townhouses are one of the bigger challenges, because their individual lots. The Model Code says any lot that is at least 15 feet wide, which all of our townhouse lots would be as proposed, are guaranteed a driveway up to 12 feet directly onto a local street. The question is can we live with the idea of every lot having its own driveway that takes up most of the frontage and are there any options to move driveways closer to limit access, or an alternative access required to prevent this overwhelming driveway presence.

Cottage Cluster Concepts

Elizabeth noted no changes to the cottage clusters are being proposed with the initial draft. The cottage cluster orientation having 50% of the units facing the common courtyard with the common courtyard made up of 150 square feet per unit. The parking design having options for shared parking areas as well as individual garages. Those are the most impactful of the concepts and in the proposal using the same design standards as in the Model Code.

Discussion

Elizabeth noted the discussion topics are:

- "In areas" refinement: allow in Stream Corridor?
- Increase lot coverage in some zones and/or some housing types?
- Increase height in some zones?
- Approaches to multiple driveways and access issues?
- Changes to any design standards?

Member Moxley noted on the townhouse 60% footprint in R-1 and that it will be interesting to see if we actually have builders that want to build a townhome in R-1 because it seems high end land for affluent homes. He asked if we change it to 60% are we going to have people wanting to build townhomes and utilizing that footprint.

Elizabeth noted there's a lot of incentives built into the townhouse code, for example R-1 to go from a 5,000 square foot lot down to 1,500 square feet and you can get three townhouses on the same amount of ground and there could be some opportunities there.

Member Moxley noted the height should be the same because it might cause conflict and confusion if there were different height requirements. He noted on the driveway issue he feels each unit needs at least one driveway. With off street parking one per unit minimum, he would encourage to change to avoid neighborhood conflict. He asked for clarification on three units changing to five units for commercial.

Elizabeth replied that multi-family housing is going to change from three units up to five units because the new definition for the triplex will be three units on a lot and quadplex will be 4 units on a lot. When you get to apartments it starts at five rather than three.

Member Vera noted not to change anything on the Stream Corridor because it would increase some confusion. She commented on one off-street parking per unit in changing to two required parking spaces per unit to reduce neighborhood conflicts. Possibly one parking in the front and one on the side.

Chair Dailey noted with the smaller lots and the width is less than 20 feet you can have parking on the side or back. She does see where there would be limitations if they're in the middle of the block. Something along those lines where the parking is in the back so there can be trees and vegetation besides just driveways. This goes a long way with how a place looks and neighbors perceive them. She noted the height keeping the same she is ok with. She noted on the increased lot size and that she is pro in increasing the lot coverage, 40% seems low, but the resulting increase in the size per unit over 2,000 square feet is a lot and we're going to have a lot of high-end, duplexes, and triplexes, but she is going with it in spirit of increasing the amount of housing in general.

Elizabeth noted it also includes garage space and if you're wanting to encourage garage space and deal with the off-street parking issues, she feels that it makes sense to increase the allowance.

Member Moxley noted it is already so tight with these lot sizes, he would be surprised if they put garages in them.

Member Skulec noted the lot coverage and height he is ok with. He asked about centralized garbage recycling or one for each unit or inside their garage.

Elizabeth noted multifamily apartments do have standards for centralized collection areas. Cottage Clusters have centralized garbage areas much like an apartment complex does. There is some question on three or four units about whether they would have individual or combined garbage areas. She noted they are looking at that on how to apply those.

Member Murray noted she has a college student attending George Fox and has four girls in a two bedroom unit, each with a car needing four parking spaces. If they can regulate code, but not regulate how many people are in every building, she doesn't know how to write the code to take this into account or if it applies to this discussion.

Elizabeth asked is the HNA going to address the student housing needs. She asked if the local housing stock is used for that or does it treat college students as just residence.

CDD Rux responded yes they are treated as residence. He noted currently in town somebody may have a two bedroom home with 4-5 students living in a two bedroom house with each having a car. There is only room to park two of the cars off street. There are situations where there are residents who call in about the parking issues. We are dealing with the code and what the minimum for the administrative rule, you're going to have situations where you're going to have college student's double, triple and quadruple up in the unit to save costs. There are some that have extended families, grandparents and children of driving age all with cars. These are all nuances which we cannot regulate they are lifestyle choices. One common theme this committee has brought up and in the community survey was parking and how are we going to address the parking. He noted to the rulemaking process, the rural communities do not have the robust transit system are reliant on cars to commute. So there is the tension trying to resolve the parking issue.

Elizabeth noted when talking about access issues what she is taking away from the conversation is allow driveways that maximize off-street parking opportunities but also consider how the driveways have an impact on how much on street parking can be provided and somehow try to maximize both.

NEXT STEPS:

Elizabeth noted there is an open house next week on February 23, she would like the Committee's help in getting friends and neighbors input. There will be an online survey that covers the same issues addressed in the open house and hopes to get broader participation. We will meet for our next advisory committee meeting on March 10th and will be doing the final version of these other Middle Housing types, refined based on our discussion and other input. She noted she will take another look at the duplexes based on the conversation and see if there are any changes to be made before they move onto the adoption phase. The Planning Commission and City Council will be having a work session on duplexes on March 15th and then be moving into some public hearings in April through June. March 10th should be the final advisory committee meeting with the final recommendation for the duplex version. The other Middle Housing are on a different adoption timeline, so there still could be some opportunity for revisions through the adoption process.

Robert noted it seems the committee is on track with this project and it looks good. With all the recommendations that Elizabeth has been making are great and is what we are looking for in these types of projects. He noted hopefully it will work out for Newberg to increase the housing supply and get some good housing units in Newberg.

CDD Rux noted he will send an email out to the Committee on the open house so that they can share. Lacey has been pushing it out on social media. He has the interested parties list from the prior survey and will be sending out the open house invite to them also. He noted he and Elizabeth have a meeting with the Engineering Department to look at some of the code language provisions and how they work into our public work standards.

CDD Rux thanked the Committee.

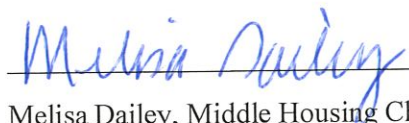
PUBLIC COMMENTS:

None

ADJOURNMENT:

Chair Dailey adjourned meeting at 8:00pm

APPROVED BY THE AD HOC MIDDLE HOUSING CITIZENS ADVISORY COMMITTEE this March 10, 2021



Melisa Dailey, Middle Housing Chair



Doug Rux, Recording Secretary