



CITY OF OREGON CITY PLANNING COMMISSION AGENDA

**Commission Chambers, Libke Public Safety Building 1234 Linn Ave, Oregon City
Monday, October 24, 2022 at 7:00 PM**

**This meeting will be held in person and online via Zoom; please contact
ocplanning@orc.org for the meeting link.**

CALL TO ORDER

PUBLIC COMMENT

Citizens are allowed up to 3 minutes to present information relevant to the Planning Commission but not listed as an item on the agenda. Prior to speaking, citizens shall complete a comment form and deliver it to the Chair/City Staff. The Commission does not generally engage in dialog with those making comments but may refer the issue to the City Staff. Complaints shall first be addressed at the department level prior to addressing the Commission.

PUBLIC HEARING

1. Package #2 of Legislative File: GLUA 22-0002/LEG-22-0001- HB 2001 Housing Choice Code Update

COMMUNICATIONS

2. The attached draft letter is a request for the Transportation Advisory Committee to investigate performance and capacity standards for local streets.

ADJOURNMENT

PUBLIC COMMENT GUIDELINES

Complete a Comment Card prior to the meeting and submit it to the City Recorder. When the Mayor/Chair calls your name, proceed to the speaker table, and state your name and city of residence into the microphone. Each speaker is given three (3) minutes to speak. To assist in tracking your speaking time, refer to the timer on the table.

As a general practice, the City Commission does not engage in discussion with those making comments. Electronic presentations are permitted but shall be delivered to the City Recorder 48 hours in advance of the meeting.

ADA NOTICE

The location is ADA accessible. Hearing devices may be requested from the City Recorder prior to the meeting. Individuals requiring other assistance must make their request known 48 hours preceding the meeting by contacting the City Recorder's Office at 503-657-0891.

Agenda Posted at City Hall, Pioneer Community Center, Library, City Website.

Video Streaming & Broadcasts: The meeting is streamed live on the Oregon City's website at www.orcity.org and available on demand following the meeting. The meeting can be viewed on Willamette Falls Television channel 28 for Oregon City area residents as a rebroadcast. Please contact WFMC at 503-650-0275 for a programming schedule.



CITY OF OREGON CITY

Staff Report

625 Center Street
Oregon City, OR 97045
503-657-0891

Item #1.

To: Planning Commission **Agenda Date:** 10.24.22
From: Christina Robertson-Gardiner, Senior Planner

SUBJECT:

Package #2 of Legislative File: GLUA 22-0002/LEG-22-0001- HB 2001 Housing Choice Code Update

STAFF RECOMMENDATION:

Review HB 2001 Package #2 code revision process, provide staff direction on additional topics and continue the hearing to November 14, 2022

EXECUTIVE SUMMARY:

On June 1, 2022, the City Commission voted 4-0 to approve the second reading of ORDINANCE NO. 22-1001 and remand LEG 22-001 to the October 24, 2022 Planning Commission Meeting to review a second package of outstanding policy questions.

Copies of the adopted code and application packets can be found by visiting the [Housing Choices Code Update project page](#). The [online municipal code](#) will be updated to include these changes in early 2023.

Some of the topics can be implemented through code modifications recommended to the City Commission, while others are more complex and will need further direction from the City Commission, such as tiny homes and RVs, or were topics not ultimately recommended for implementation by the City Commission, such as lot averaging. These more complex topics will be forwarded in the form of a policy recommendations for a future workplan to the City Commission or a request for policy clarification.

Please refer to the memo from Elizabeth Decker, attached as Exhibit 2, for further topic details. The Planning Commission may choose to add additional items during the hearings process.

Package #2 code revision process will generally follow the same method the Planning Commission utilized when adopting code revisions to the Thimble Creek Concept Plan area in 2019-2022. Policy topics will be assigned specific hearing dates in advance to allow Planning Commissioners, staff, and the public the ability to concentrate their efforts on a few issues at a time. Each topic will start with a presentation of background information from staff, a review of oral and written public comments on the topic, and a discussion of whether the policy question should be addressed through code revisions. If the Planning Commission can provide direction on the policy question, staff will return at a future meeting with a recommended redline code change that implements the policy direction.

BACKGROUND:

[House Bill 2001](#), passed by the State Legislature in 2019, calls for cities to allow a range of middle housing types, including duplexes, triplexes, quadplexes, townhouses, and cottage clusters in single-family neighborhoods. The Planning Commission and City Commission held hearings in the Spring of 2022 to advance code revisions that met the requirements of HB 2001. These code revisions were required to be adopted by June 30, 2022, and effective by July 1, 2022. A second package of amendments was continued to the Fall of 2022 for code sections and policy questions that were not required for inclusion in the June 30, 2022 deadline but are still linked to the larger middle housing implementation discussion.

OPTIONS:

- 1) Continuation of the GLUA 22-0002/LEG 22-00001 to the November 14, 2022 Planning Commission Hearing



To: Planning Commission
From: Christina Robertson-Gardiner, Senior Planner
RE: Package #2 of Legislative File: GLUA 22-0002/LEG-22-0001- HB 2001 Housing Choice Code Update
Planning Commission Recommendations
Date: October 15, 2022

The City of Oregon City is continuing to work to expand housing choices for all members of the community with zoning code updates to increase flexibility for middle housing types. These housing types tend to be smaller scale and less expensive than detached single-family dwellings and provide needed variety to accommodate Oregon City's diversity of households. They are called middle housing because they fall somewhere between single-family homes and larger apartments.

[House Bill 2001](#), passed by the State Legislature in 2019, calls for cities to allow a range of middle housing types, including duplexes, triplexes, quadplexes, townhouses, and cottage clusters in single-family neighborhoods. These code revisions were required to be adopted by June 30, 2022, and effective by July 1, 2022. The Planning Commission and City Commission held hearings in the Spring of 2022 to advance code revisions that met the requirements of HB 2001. A second package of amendments was continued to the Fall of 2022 for code sections and policy questions that were not required for inclusion in the June 30, 2022 deadline but are still linked to the larger middle housing implementation discussion.

On June 1, 2022, the City Commission voted 4-0 to approve the second reading of ORDINANCE NO. 22-1001 and remand the LEG 22-001 to the October 24, 2022 Planning Commission Meeting to review the second package of outstanding policy questions.

Copies of the adopted code and application packets can be found by visiting the [Housing Choices Code Update project page](#). The [online municipal code](#) will be updated to include these changes in early 2023.

Package #2 Policy Questions

The following are the outstanding policy questions that were identified in the initial adoption hearings or submitted by Elizabeth Decker, Jet Planning, who provided technical assistance to the City for package #1. Some of the topics can be implemented through code modifications recommended to the City Commission, while others are more complex and will need further direction from the City Commission, such as tiny homes and RVs, or were topics not ultimately recommended for implementation by the City Commission, such as lot averaging. These more complex topics will be forwarded in the form of a policy recommendations for a future workplan to the City Commission or a request for policy clarification.

Please refer to the memo from Elizabeth Decker, attached as Exhibit 2, for further topic details. The Planning Commission may choose to add additional items during the hearings process. A tentative hearing timeline is also attached and will be updated through the hearings process.

Hearings Process

Package #2 code revision process will generally follow the same method the Planning Commission utilized when adopting code revisions to the Thimble Creek Concept Plan area in 2019-2022. Policy topics will be assigned specific hearing dates in advance to allow Planning Commissioners, staff, and the public the ability to concentrate their efforts on a few issues at a time. Each topic will start with a presentation of background information from staff, a review of oral and written public comments on the topic, and a discussion of whether the policy question should be addressed through code revisions. If the Planning Commission can provide direction on the policy question, staff will return at a future meeting with a recommended redline code change that implements the policy direction. A policy tracker will be updated to reflect the Planning Commission's direction. Toward the end of the hearings process- the Planning Commission will be able to review the entire proposal to ensure that there is consensus on the package being forwarded to the City Commission. The tentative schedule is for the Planning Commission to review topics from November 2022- January 2023

Topics

Deliverable: If the Planning Commission wishes to advance these topics, staff will provide recommended redline code modifications for review at a future meeting.

High-Density Zone Development Standards

With the introduction of middle housing at greater densities in the low and medium densities zone, there could be a broader discussion about the purpose and standards for the high-density R-2 zone.

Middle Housing Driveway Specifications

Coordinate with Public works- Development Services to revise driveway widths to better align across code sections and meet policy goals.

Parking Standards for Triplexes and Quadplexes

Technical clarifications to reflect that standards apply per development, not per unit. Consider relocating the standards to the triplex and quadplex design section.

Duplex Lot Coverage in Medium-Density Zones

Consider increasing maximum building lot coverage for duplexes to match the current allowance for a single-family dwelling plus an ADU.

Lot Coverage in Low-Density Zones

Consider increasing maximum building lot coverage for specific middle housing types in rough proportion to increased numbers of units.

Technical Revisions

Staff is currently working with the public on middle housing applications and will bring any needed revisions for clarity as they occur.

Request Policy Direction from the City Commission

If the Planning Commission wishes to advance these topics, they will include a summary of the issue, public comment and Planning Commission discussion and ask for policy direction from the City Commission.

Deliverable: summary of the issue, public comment, and Planning Commission discussion

Land Use Affordability Incentives

City Commission recommended further discussion though some portions of the policy question may require additional direction or work plans.

More flexible code provisions for middle housing could be selectively targeted at projects meeting affordability requirements to improve those projects' feasibility and explicitly encourage affordable housing development.

Tiny homes, RV hardship allowances, tiny home shelter/cluster homes (not hooked up to city sewer/water)

City Commission recommended further discussion. As this issue is complex, involves multiple city departments, and has future budgetary implications, the Planning Commission will provide the background of the public comment and hearing discussion and ask for policy and workplan direction on this item.

Additional options for housing should be discussed that fall outside of traditional dwelling units that hook up to city utilities and pay System Development Fees. Where and when are they of value to the City?

Parking Standards for Triplexes and Quadplexes

The City Commission did not provide direction on this specific topic but has provided general guidance about ensuring adequate parking in neighborhoods.

Consider increasing or eliminating the maximum parking standard.

Multiple ADUs per Lot

City Commission did not recommend further consideration.

Consider the future role for ADUs and how ADU standards compare to plex standards. Consider permitting multiple ADUs per lot for greater parity with new provisions for plexes, which could be written to require one attached and one detached unit, or in any combination. Discuss the relationship between ADUs and detached middle housing, especially regarding accessory building setback standards and Middle Housing Land Division.

Lot Averaging for Subdivisions

City Commission did not recommend further consideration.

Consider whether and how lot averaging should apply to middle housing options beyond duplexes and whether lot averaging remains a useful tool for new developments along with middle housing opportunities.

Exhibits

1. HB 2001 Package #2 Hearing Topic Timeline
2. July 19, 2022, memo from Elizabeth Decker, JET Planning
3. [Housing Choices Code Update project page](#)

LEG 22-001 Package #2 Policy Questions	Issue	Potential Outcome	Hearing Date	Planning Commission Direction
Duplex Lot Coverage in Medium-Density Zones	Consider increasing building lot coverage for duplexes to match the current allowance for a single-family dwelling plus an ADU	Recommended redline code	November 14, 2022	
Lot Coverage in Low-Density Zones.	Consider increasing maximum building lot coverage for specific middle housing types in rough proportion to increased numbers of units.	Recommended redline code	November 14, 2022	
High-Density Zone Development Standards	With the introduction of middle housing at greater densities in the low and medium densities zone, there could be a broader discussion about the purpose and standards for the high density R-2 zone	Recommended redline code	November 14, 2022	
Land Use Affordability Incentives	More flexible code provisions for middle housing could be selectively targeted at projects meeting affordability requirements, both to improve feasibility of those projects and to explicitly encourage affordable housing development.	Recommended redline code Policy or workplan request for more complex items	November 28, 2022	
Tiny homes, RV hardship allowances, tiny home shelter/cluster homes (not hooked up to city sewer/water)	Additional options for housing should be discussed that fall outside of traditional dwelling units that hook up to city utilities and pay System Development Fees. Where and when are they a value to the city?	Policy or workplan request as this is a complex issue.	November 28, 2022	

LEG 22-001 Package #2 Policy Questions	Issue	Potential Outcome	Hearing Date	Planning Commission Direction
Parking Standards for Triplexes and Quadplexes	Technical clarifications to reflect that standards apply per development, not per unit, and consider increasing or eliminating the maximum parking standard. Consider relocating the standards to the triplex and quadplex design section	Recommended redline code	December 12, 2022	
Middle Housing Driveway Specifications.	Coordinate with Public works-Development Services to revise driveway widths to better align across code sections and meet policy goals.	Recommended redline code	December 12, 2022	
Multiple ADUs per Lot	Consider the future role for ADUs and how ADU standards compare to plex standards. Consider whether to permit multiple ADUs per lot for greater parity with new provisions for plexes, which could be written to require one attached and one detached unit, or in any combination.	Request for policy clarification	January 9, 2023	
Lot Averaging for Subdivisions	Consider whether and how lot averaging should apply to middle housing options beyond duplexes, and whether lot averaging remains a useful tool for new subdivisions along with middle housing opportunities	Request for policy clarification	January 9, 2023	



MEMO

Date: July 19, 2022
To: Christina Robertson-Gardiner, City of Oregon City
From: Elizabeth Decker, JET Planning
Subject: Outstanding Housing Policy Issues for Further Zoning Code Updates

Summary. This memo outlines additional housing policy issues that could be addressed through a second package of zoning code updates following June adoption of an initial package of middle housing code updates. The City Commission adopted a package of code updates focused on middle housing to meet the statutory requirements of HB 2001 on June 1, 2022. (Ordinance No. 2022-1001). The City Commission also remanded the file back to Planning Commission to review a second set of outstanding policy questions not immediately needed for policy compliance with HB 2001, to be reviewed starting at their October 24, 2022 meeting. Issues include those raised by planning staff and discussed during deliberations by the Planning Commission and City Commission; interest by Planning Commission and/or City Commission to revisit an issue is noted where applicable.

POLICY ISSUES

A. Multiple ADUs per Lot

Existing Policy: One ADU allowed on the same lot as a single-family primary dwelling, may be attached or detached.

Additional Policy Options: Allow up to three ADUs with a single-family primary dwelling.

Planning Commission: Recommended for further consideration

City Commission: Not recommended for further discussion

Now that up to four units are permitted per lot under middle housing provisions, consider the future role for ADUs and whether ADU allowances should be expanded commensurate with permitted middle housing options. The ADU provisions in OCMC 17.20.010 could be expanded to permit a total of two or even three ADUs with a single-family primary dwelling, in any configuration of attached

or detached units. This might look like a basement ADU added to the primary dwelling with a detached ADU in the backyard, or even two ADUs in the backyard. One benefit of allowing multiple ADUs, rather than detached plex configurations, is this flexibility to include both attached and detached units.

Alternatively, there may be a preference to focus on the triplex and quadplex options as the route to add additional units rather than expanding ADU provisions. The June code updates allow one or two detached units with an existing primary dwelling as a detached duplex or triplex.

It is unclear how detached plex options would compare with multiple ADU options; it is likely to vary by lot based on configuration and desired units. Some potential differing factors under current code include:

- ADUs would be limited to a smaller size (800 SF) and could have a lower impact; plexes would be limited by overall lot coverage that may allow larger units or may effectively limit units to similar sizes.
- ADUs would be required to be smaller than the primary house (no more than 60% of the dwelling's floor area), whereas plex units could be similarly sized.
- ADUs could be built with reduced setbacks, either utilizing the decreased ADU setbacks (e.g. 10 ft rear setback rather than 20 ft for primary and duplex structures) or converting nonconforming detached accessory structures that do not meet required setbacks.
- ADUs would be subject to lower SDCs and impact fees under the current fee schedule.
- ADUs are not eligible to use middle housing land divisions to support sale of individual units.¹
- Both ADUs and duplexes are exempt from minimum off-street parking requirements, though a triplex requires a total of two parking spaces.
- Potentially explore the ability to allow ADUs to be part of a Middle Housing Land Division, even if they are located within the underlying zone setbacks as they are generally smaller and could have a lower impact than a new detached duplex.

¹ It may be possible for an existing detached ADU to meet the standards of a detached duplex and qualify for a middle housing land division, but this scenario is untested and would significantly vary lot to lot. Separate utilities for each unit and different setback standards are likely to be difficult standards for many ADUs to meet.

Having more options – both multiple ADUs as well as the option for detached duplexes and triplexes – would maximize opportunities, at least during the initial implementation phases while we see how development patterns evolve.

B. High Density Zone Development Standards (R-2)

Existing Policy: Range of middle housing and multi-family residential uses permitted, up to a maximum net density of 22 units/acre (1 unit per 2,000 SF of site area).

Additional Policy Options: Increase maximum net density for some or all residential uses, and/or revise permitted residential uses.

Planning Commission: Recommended for further consideration

City Commission: No discussion

With the introduction of middle housing at greater densities in the low and medium densities zone, there could be a broader discussion about the purpose and standards for the high density R-2 zone. Because the R-2 zone does not permit single-family detached dwellings, it is not subject to HB 2001 and no changes were proposed in the first round of code updates.

With the adoption of the middle housing code amendments, the medium density zones permit many middle housing types at a density of 25 or more units per acre, compared to a 22 units/acre maximum density in the R-2 zone. Minimum lot sizes for middle housing types are also smaller in the low and medium density zones than in the R-2 zone. Further code amendments could consider:

- Reducing minimum lot size for middle housing types in R-2 to match or be less than corresponding minimum lot sizes in medium density zones.
- Increasing maximum densities for middle housing in R-2 above the current 22 units/acre limit for parity with maximum density for middle housing that will be allowed in other zones.
- Increasing maximum density for multi-family residential as well to match or exceed the scale of permitted middle housing.

Additionally, the introduction of middle housing types in all residential zones merits further discussion of which housing types should be a priority in the R-2 zone. Now that townhouses will be permitted in all low and medium-density zones at densities between 17-25 units/acre, it may be more appropriate to target limited R-2 sites for multi-family and other alternatives. Multi-family can be the least

expensive housing type in the R-2 zone, and needed to meet a segment of the City's housing needs, but could struggle to compete against townhouses if they continue to be permitted outright. Consider whether townhouses in R-2 should continue to be permitted outright, prohibited, or only permitted as part of a master plan/PUD. Respondents in the second survey were fairly split on whether to continue permitting townhouses in R-2, with 53% in favor of limiting them and 47% in favor of continuing to permit them. (See pages 11-12 of the March 2022 Code Audit.). Duplex, triplex, quadplex and cottage cluster uses could similarly be reconsidered in the R-2 zone.² Ideally, future R-2 standards would allow a mix of residential uses and provide some additional flexibility to greater density multi-family uses relative to middle housing.

C. Lot Averaging for Subdivisions

Existing Policy: Up to 25% of lots within a subdivision for single-family detached and duplexes can be up to 10% less than the minimum lot size provided that the average lot size for the subdivision meets the minimum lot size for the zone.

Additional Policy Options: Expand or limit the lot averaging provisions.

Planning Commission: Recommended for further consideration

City Commission: Not recommended for further discussion

Consider whether and how lot averaging should apply to middle housing options beyond duplexes, and whether lot averaging remains a useful tool for new developments along with middle housing opportunities. If a development can now effectively include more middle housing units on a lot otherwise intended for single-family detached dwellings, and those middle housing lots can be divided to create individual units on significantly smaller lots, then the modest lot size reductions available through averaging may be less compelling for new development. Limiting the lot averaging provisions could help to make middle housing options more compelling relative to single-family and duplex development; however, the city may prefer to continue allowing flexibility to support single-family and duplex development.

If lot averaging is retained and there is interest to expand the option to middle housing types other than duplexes, consider how to average different minimum lot

² Note that any limitations on currently permitted middle housing types in the R-2 zone (duplexes, triplexes, quadplexes, townhouses and cottage clusters) would trigger a Measure 56 notice.

sizes for different types of development, such as 5,000-SF lots permitted for single-family dwellings and 7,000-SF lots permitted for quadplexes in the R-5 zone.

D. Affordability Code Incentives

Existing Policy: Various

Additional Policy Options: Various

Planning Commission: Recommended for further consideration

City Commission: No discussion

More flexible code provisions for middle housing could be selectively targeted at projects meeting affordability requirements, both to improve feasibility of those projects and to explicitly encourage affordable housing development. Several options considered during the policy development process for the first batch of amendments could be further considered for their potential applicability to projects meeting affordability criteria, such as:

- Additional units, such as permitting six-plexes on the same sized lots as quadplexes.
- Additional lot coverage allowances.
- Increased townhouse density up to 29 units/acre (effective density of the permitted 1,500-SF minimum lot size), beyond the 17-25 units/acre range approved.
- Reduced parking requirements, either in the form of reduced minimum off-street parking or allowing on-street parking credits to count towards required minimums.

There should be consideration of which options to offer for all development, e.g., see discussion on lot coverage allowances in items E and F, and which options could be targeted to support and encourage affordable projects specifically.

Discussion should also consider the ratio of market-rate and affordable units required to be eligible for any incentives. In contrast to larger multi-family affordable housing projects, affordable middle housing projects will be smaller-scale and may be more likely to be built by smaller, market rate builders, or mission-driven nonprofits like Habitat for Humanity. Potential thresholds could include all units capped at rates affordable to households earning 80-100% of area median income, or 50% of units capped at rates affordable to households earning 60% or less

of area median income. Discussions with affordable and market-rate developers would be critical to understand interest in building affordable or mixed-income middle housing projects, and which regulatory incentives would be most supportive of desired development.

E. Duplex Lot Coverage in Medium Density Zones

Existing Policy: Maximum building lot coverage for duplexes is equal to that allowed for single-family detached dwellings in each zone (50-55%).

Additional Policy Options: Increase maximum building lot coverage for duplexes to match the current allowance for a single-family dwelling plus an ADU (60-65%).

Planning Commission: Recommended for further consideration

City Commission: No discussion

When middle housing types were introduced in the medium density zones (R-5, R-3.5) with the Equitable Housing project, building lot coverage standards specific to each type were introduced. Generally, projects with more units were allowed greater lot coverage to make it more physically possible to fit the increased number of units on a lot. For example, a single-family detached dwelling in the R-5 zone is permitted building lot coverage of up to 50% whereas triplexes, quadplexes and townhouses are permitted up to 70% lot coverage. Within this range, duplexes are permitted the same building lot coverage as single-family detached dwellings, however, a single-family detached dwelling with an ADU is permitted additional lot coverage. Considering that both a duplex and a single-family detached dwelling with an ADU are both two total units, maximum building lot coverage for duplexes could stay the same as permitted for single-family detached dwellings in each zone (50-55%) or be increased to match the allowance for a dwelling plus an ADU (60-65%). Duplexes must be permitted at least the same lot coverage allowed for single-family detached dwellings per OARs, but there is no requirement to allow additional lot coverage.

Increasing allowed lot coverage could result in slightly larger duplex structures less consistent with single-family detached dwellings in the neighborhood, however, the additional lot coverage could also provide flexibility to add second units at comparable intensity to a single-family dwelling and ADU. The additional 10% lot coverage being considered would translate to 350-500 sq ft of increased coverage on medium density lots. Further, the massing would not exceed what is already permitted for other middle housing types in these zones. Variations on this concept could include limiting the additional lot coverage to only detached duplexes, and/or

allowing the increased lot coverage only for duplexes with a lower height, such as 25 ft or even a single story.

F. Lot Coverage in Low Density Zones.

Existing Policy: Maximum building lot coverage for middle housing types in low density zones is set equal to the allowed lot coverage for single-family detached dwellings.

Additional Policy Options: Increase maximum building lot coverage for specific middle housing types in rough proportion to increased numbers of units. Specifically, consider increasing duplex lot coverage to 45%, triplex and quadplex lot coverage to 45-50% or more, and/or townhouse lot coverage to 70%.

Planning Commission: Recommended for further consideration

City Commission: No discussion

The building lot coverage standard in the low density zones (R-10, R-8 and R-6) is currently set at 40% for single-family and middle housing types, and 45% with an ADU. No change was required to meet the OARs in the first package of code updates, but a graduated building lot coverage standard could be introduced for triplexes, quadplexes and townhouses consistent with the approach in the medium density zones. Additionally, there is the same opportunity in these zones to increase allowed lot coverage for duplexes to match what is permitted for a primary dwelling and ADU, as discussed above.

Generally, the 40% lot coverage maximum is less likely to be a development limitation in zones with the largest minimum lot sizes, and is more likely to become an issue in the R-6 zone given the smaller minimum lot size (6,000 SF allows 2,400 SF of building footprint, compared to 4,000 SF allowed on a 10,000-SF minimum lot in the R-10 zone). Several potential changes in the low density zones include:

- Consider increasing maximum lot coverage for duplexes to 45%, equivalent to that allowed for two units as a primary and ADU, for parity and greater flexibility to fit two units onto a lot (particularly in the R-6 zone where smaller lot sizes make increased coverage more desired).
- Consider increasing maximum lot coverage for triplexes and quadplexes to 45% (to match ADUs) or 50% or higher, for consistency with middle housing standards in the medium density zones that increase allowed coverage in proportion to number of units created.

- Consider increasing maximum lot coverage for townhouses to 70% in low density zones, for consistency with standards in the medium density zones. (For comparison, it is 70-80% in R-5 and R-3.5.) Given the small size of townhouse lots and lack of side yards, higher lot coverage can be more suitable for this development type.
- *Note:* No maximum lot coverage standards may be applied to cottage clusters per HB 2001 regulations.

Future discussions on this topic could potentially benefit from more illustrations of possible development scenarios under various coverage and setback standards, and/or analysis of actual middle housing developments to better understand the opportunities and impacts of potential changes.

G. Middle Housing Driveway Specifications.

Existing Policy: Minimum and maximum driveway widths for various middle housing types vary from 10-40 ft, and may not align across different code sections or reflect planning and engineering policy preferences.

Additional Policy Options: Revise driveway widths to better align across code sections and meet policy goals.

Planning Commission & City Commission: N/A, recommended by staff

Driveway minimum and maximum widths are affected both by engineering design standards in OCMC 16.12.035 and by design standards for middle housing in OCMC 17.16, which derive from relevant OARs and Model Code. Options to adjust the standards include:

- Consider whether townhouses should continue to be allowed a 10-24 ft driveway per lot in OCMC Table 16.12.035.D, or cap the maximum width at 12 ft to align with the maximum width permitted per the townhouse design standards in 17.16.040.A.3, or require paired driveways from adjoining units.
- Consider reducing the maximum width permitted for triplex and quadplex driveways, currently 10-36 ft per OCMC Table 16.12.035.D and up 40 ft or 50% of the lot frontage, whichever is less,³ per the design standards in OCMC 17.16.060.D. The maximum driveway width allowed per Model Code is 32 ft

³ These were the existing standards adopted in the 2019 Equitable Housing project, and carried forward with this update to minimize code changes, however, we now also have OARs and Model Code examples to draw from.

or 50% of the lot frontage, whichever is less. The maximum could be capped at 32 ft in both code sections, or at least reduced to 36 ft in the design standards to match the current driveway standards.

- Explore options for driveway widths for cottage clusters. The closest fit at the time of the first round of code updates was to apply the triplex and quadplex standards of 10-36 ft driveway widths. The most likely outcome for these projects is a shared access serving either a common parking area of individual garages interior to the site, and it is worth revisiting what driveway widths would best align with such design. Neither OARS nor Model Code require that cottage clusters be held to the same standards as single-family detached, however, ideal driveway widths would be of a similar scale to other neighborhood development so as to maintain the street character and to avoid burdening a small cottage lot with an excessively wide driveway. Consider some variation of the multifamily standards, 18-30 ft, with options for a reduced 10-ft width or similar for one-way driveways or driveways serving under a certain number of units.

A related issue is whether to permit more than one driveway per site, currently limited by OCMC 16.12.035.D except on corner lots where one driveway per frontage may be permitted. Development with multiple units per lot may seek, and could benefit from, flexibility to add separate driveways for individual parking spaces, particularly if those units are divided through a middle housing land division.⁴ Engineering staff has generally been in favor of a single driveway per lot to consolidate access, reduce conflict points, and reduce curb cuts and interruptions to the street frontage. Nothing in the OARs requires the City to permit more than one driveway per lot, but there could be greater flexibility for multiple driveways under certain design parameters, such as leaving sufficient curb length for an on-street parking space. Allowing up to two driveways per lot, on the same frontage if spacing requirements can be met, could be of particular benefit to duplexes with some flexibility for triplexes and quadplexes.

H. Parking Standards for Triplexes and Quadplexes

⁴ If a lot is divided through a middle housing land division, it does not grant new driveway rights to each individual lot: the standards for the 'parent parcel' continue to apply. However, additional driveways for individual units could be in higher demand and/or add to functionality of individual units by reducing the need for shared access and maintenance agreements.

Existing Policy: A triplex or quadplex is required to provide 2-4 total parking spaces per development, and is subject to some of the parking lot design standards in OCMC 17.52.

Additional Policy Options: Technical clarifications to reflect that standards apply per development, not per unit, and consider increasing or eliminating the maximum parking standard. Consider relocating the standards to the triplex and quadplex design section.

Planning Commission & City Commission: N/A; technical issue identified by consultant

The parking ratios for triplexes and quadplexes were adopted with the Equitable Housing policy project and fully comply with or exceed the OARs for middle housing. However, there could be technical fixes for simplification:

- The minimum and maximum parking spaces listed in Table 17.52.020 have no units attached to them; add clarification that it is 2-4 total spaces per development, not per unit or per 1,000-SF developed area like other ratios in the table.
- The maximum of four spaces per triplex or quadplex seems unnecessarily restrictive, especially compared with other residential uses. The only other residential uses with a maximum ratio are multifamily and cottage clusters, capped at 2.5 spaces per unit, equivalent to 7.5 to 10 spaces per plex. While the total off-street parking built for plexes may remain low given site constraints, allowing the option more closely aligns with public discussions around setting a minimum and allowing more parking if desired.
- Consider relocating the plex parking standards to the triplex and quadplex design standards in OCMC 17.16.060. The plex parking ratios are the only middle housing parking standard to be located in OCMC 17.52, which generally governs off-street parking requirements and design for larger developments across the city. There are no required ratios for single-family, duplexes, townhouses and ADUs, and the parking standards for cottages (minimum of one space and maximum of 2.5 per unit) are located within the cottage design standards along with parking area design standards in OCMC 17.16.070. Beyond reorganization, the change would more clearly exempt parking areas for triplexes and quadplexes from the design standards in OCMC 17.52 that are not scaled for smaller developments, and would instead subject those parking areas to standards more similar to those for single-family detached and other middle housing types. Consideration should be given about whether to continue to apply the on-street parking

credit to triplexes and quadplexes, and if so, to add appropriate language in OCMC 17.16.070 once relocated.

J. Tiny Homes and Recreational Vehicle Occupancy Options

Existing Policy: Only permanent dwelling units with utility connections (water and sewer) are permitted in residential areas. RVs and other tiny home type structures without permanent infrastructure are not permitted to be used as dwellings, as ADUs, or as manufactured homes; RV parks are not permitted anywhere in the city.

Additional Policy Options: Consider what role RVs and tiny homes could play in meeting residential needs, such as permitting individual RVs on residential lots as an accessory dwelling and/or permitting clusters of RVs as either an RV park or a village-type model.

Planning Commission & City Commission: N/A; public comment

Beyond middle housing, there was public comment about exploring alternative residential options in the form of tiny homes and RVs that could be mobile and would not meet the definition of a 'dwelling unit.' Such residential uses are effectively precluded in the city now, with no provisions in the zoning code for even RV park uses. Some cities in Oregon and beyond are exploring the potential for RVs, tiny homes and other mobile dwellings to be used for residential use. See separate reports provided for a range of opportunities and issues.



October 24, 2022

To: Oregon City Transportation Advisory Committee
From: Oregon City Planning Commission

RE: Capacity standards for local streets

TAC members,

As you are probably aware, when the Planning Commission hears public comments on development proposals, almost without exception most of the negative comments relate to the impact that new development will have on traffic levels. The residents of Oregon City view traffic as a key component of livability in our city.

City staff and the Planning Commission use the intersection capacity and mobility/performance standards from our Transportation System Plan when evaluating traffic impacts of new development and determining system improvements or proportional share payments to be required as part of the approval process. While the TSP has capacity and performance standards for intersections, we have no standards for street capacity or performance. Traffic on local streets is a major concern for OC residents because most single-family residences in Oregon City front on streets classified as local streets. The absence of standards for local streets makes it difficult for the Planning Commission to evaluate potential negative impacts on livability in neighborhoods caused by increased vehicle traffic levels. Performance standards for nearby intersections really don't measure the potential livability impacts of traffic on the neighborhood.

To assist the Planning Commission in its work, the members of the Oregon City Planning Commission hereby request that the Transportation Advisory Committee investigate and possibly recommend implementation of performance and/or capacity standards for local streets in our city. We believe that this would be important information to have as part of our decision-making criteria.

Sincerely,

The Members of the Oregon City Planning Commission