

**GLADSTONE CITY COUNCIL/PLANNING COMMISSION
WORK SESSION MEETING
CITY HALL COUNCIL CHAMBERS
May 23, 2019 – 6:30 PM**

6:30 PM WORK SESSION:

1. DISCUSSION OF STATE FUNDED HOUSING CODE AUDIT

- Staff Report Prepared by Consultant John Southgate
- Gladstone Housing Code Audit Draft #2 (02-24-2019)
- Gladstone Advisory Committee Meeting #1 Summary (03-23-2019)
- Gladstone Advisory Committee Meeting #2 Summary (05-15-2019)
- Community Open House Summary (05-01-2019)
- Department of Land Conservation & Development (DLCD) “Housing Choices Booklet”
- Comments from Randi Thomas, Advisory Committee Member

Upcoming Meeting Dates:

- June 11, 2019, Regular City Council Meeting, 6:30 p.m., City Hall Council Chambers
- June 25, 2019, City Council Work Session, 6:30 p.m. City Hall Council Chambers

City of Gladstone Memorandum

Memorandum Date: May 17, 2019
Meeting Date: May 23, 2019
To: Gladstone City Council & Planning Commission
From: John Southgate, Consultant (for Jacque Betz, City Administrator)

AGENDA ITEM

Gladstone Housing Code Audit Joint Work Session

History/Background

The State Department of Land Conservation and Development received a special appropriation of funds for 2018-2019 to assist cities in updating their comprehensive plans and land use regulations to promote housing availability and affordability. The City of Gladstone applied for and received a grant under this program to do a code audit. The primary objective of this project was to prepare an analysis of the City's land use regulations pertaining to needed housing. The code audit of the City's regulations examined the following code issues:

- Complies with the requirement for a clear and objective path for approval of needed housing and addresses the preliminary Gladstone-specific recommendations of Clackamas County's Housing Needs analysis, as feasible.
- Addresses criteria or procedures that may hinder development of needed housing.
- Contains permitted use lists and development standards that ensure the mix and density of allowed housing can accommodate needed housing as preliminarily identified in the City's housing needs analysis, as feasible.
- Contains appropriate residential zones to accommodate a mix of housing types.
- Addresses circulation, transportation and parking needs associated with increased housing units in the City.

Unfortunately the Clackamas County Housing Needs Analysis work (currently underway) was not completed in time to incorporate it into this Code Audit.

It is important to note that the audit is *not* a formal set of recommended revisions to the City's zoning regulations, and no action is being requested of City Council or the Planning Commission. Instead, the audit is a precursor to possible changes. If the City Council (in consultation with the Planning Commission) decides to pursue actual amendments to its zoning regulations, that will be a separate, future effort. In other words, the audit is an exercise to consider possible modifications to development regulations that would allow for more housing options for current and future Gladstone residents. If the City does initiate a process to consider regulatory changes, the City will not be obligated to incorporate every concept set forth in the audit.

The City Council appointed a broad-based Advisory Committee to provide input to the Planning Commission and City Council. The City also hosted a Community Open House on May 1st at the Senior Center, with about 30 attendees. The Advisory Committee convened twice (on March 27th and May 15th). Below is a list of Advisory Committee members:

- Randi Thomas, Abernethy Neighborhood Group
- Liz Wease, Abernethy Neighborhood Group
- Jeff Waters, Gladstone School District
- Randy Rowlette, Planning Commission liaison
- Jill Smith, County Housing Authority
- Julie Garver, Innovative Housing, Inc.
- Clay Crowhurst, NW Housing Alternatives
- Dennis Marsh, Downtown Property Owner
- Michael Maxwell, Downtown Property Owner
- David Schwinghammer, Seventh Day Adventist Church
- Dan Fowler, For-Profit Developer*
- Jennifer Marsicek, Architect
- Bill Osburn, Citizen At-Large

At the Advisory Committee meetings as well as the Open House, there have been robust discussions about Gladstone's housing challenge and the possible solutions. The attached documents (listed below) embody the feedback gathered at these various meetings. In my opinion, some of the major themes that have emerged from these outreach efforts are as follows:

- Recognition that there is a growing challenge in Gladstone (as elsewhere throughout the region and beyond) to provide housing that is affordable to families, and to future generations. This has real impacts on the character of the City – for instance, the schools are struggling to maintain enrollment levels, as families with children are compelled to move elsewhere to more affordable communities.
- Concern that any increases in density (especially in single family neighborhoods) must be done very carefully, and be compatible with the existing character of those neighborhoods.
- Recognition that density has different impacts in different contexts – Downtown redevelopment, or new development on larger isolated tracts will have different impacts than increased density in purely single family neighborhoods.
- Perhaps most importantly, any future effort to modify the zoning code to accommodate more housing options must entail a thorough community process. This process should include an “education” component – helping citizens understand the legislative context of the discussion, and also understand what different options look like. In addition, many participants hope and expect that they will be given an opportunity to review actual “on the ground” development proposals – it is always beneficial for developers and architects to meet with community members *early* in the process, so that community members can understand and positively influence project design.

Attached to this report are the following documents:

- Gladstone Housing Code Audit Draft #2 (2-24-19)
- Gladstone Advisory Committee Meeting #1 Summary (3-27-19)
- Gladstone Advisory Committee Meeting #2 Summary (5-15-19)
- Community Open House Summary (5-1-19)
- Community Open House Comment Cards (5-1-19)
- DLCD “Housing Choices Booklet”
- Comments from Advisory Committee member Randi Thomas

Proposed next steps:

- Update the City website to include more information on housing options, include the “Housing Choices Booklet” and Clackamas County housing resources.

- Request a speaker from TGM education outreach to do a community presentation and or charrette. This is a good way for the City to reach out to a broad population and start to strengthen community understanding and vision.
- Apply for a DLCD Technical Assistance grant this summer to complete their Housing Needs Analysis and consider adoption of code changes identified in the code audit.

Options

The Planning Commission and City Council are not being asked to formally adopt the audit at the May 23rd hearing; rather, they are only being asked to receive the report, consider input from the Advisory Committee and Open House; and consider the proposed Next Steps, above.

Cost Impact

No cost impacts on the City – the State’s Department of Land Conservation & Development is funding this effort.

 5-20-19

Department Head
Signature Date

 5/20/19

City Administrator
Signature Date

CITY OF GLADSTONE

CODE AUDIT FOR NEEDED HOUSING

DRAFT #2

FEBRUARY 24, 2019



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EXECUTIVE SUMMARY

The City of Gladstone desires feedback on the existing Gladstone Development Code to understand barriers and solutions to increase housing variety and options within the city. Siegel Planning Services provided a thorough review of housing-related policies and code, looking through a lens of how to make housing more accessible. General recommendations that emerged from the audit across the Gladstone Comprehensive Plan, the Downtown Revitalization Plan and Development Code include:

- Expand permitted housing types within all residential districts, appropriately scaled for each zone. In each residential district, consider incorporating appropriately scaled “missing middle” housing such as corner duplexes, internal conversions of existing homes, and accessory dwelling units. For medium density zones, consider allowing townhomes, multi-plexes and courtyard housing options. In the high density zone, include a full range of residential units up to multi-family apartments. Increased variety of housing types and densities can introduce a variety of more affordable options.
- Update the definitions section of the code to include new housing types and clarify existing types.
- Design standards should be customized based on local priorities and concerns. Consolidate residential design standards and organize around each residential district. Existing standards are located throughout the code and overlapping regulations can complicate the review process. Consider developing a set of standards for each type of residential use in each zone.
- Dimensional standards should be simplified and tailored to address desired development types in each zoning district.
- Provide a two track system for review of housing projects. Land use reviews in Gladstone range from a Type I review to a Type III process, each with an increasingly level of uncertainty, time and cost. Multi-family projects are currently required to go through Design Review, a discretionary review. A Type I or Type II option through a simple land use process for as many projects as possible would reduce uncertainty and delay. One track of review would be for simpler projects meeting clear and objective standards, meaning, specific design requirements with numeric values would be applied to the application in a way that requires no interpretation. The other track of review, a discretionary review track, would be for projects that could meet the purpose of the code section, rather than the specific standard. The burden of proof is on the applicant in the discretionary track to make a case to a decision-maker.
- Remove engineering standards in the Development Code that apply to public rights-of way. Details for streets and right-of-way improvements should be located in the public works design standards.

1. INTRODUCTION AND OVERVIEW

Every region of Oregon is experiencing housing availability or housing affordability problems, or both. Having affordable, quality housing in neighborhoods with access to community services is essential. Like other cities in Oregon, the City of Gladstone is responsible for helping ensure access to a variety of

housing types that meet the needs of households and residents of all incomes, ages and specific needs. As a result of the availability and affordability problem, the Department of Land Conservation and Development received a special appropriation of funds for 2018-2019 to assist cities in updating their land use regulations to promote housing availability and affordability. On request of the City of Gladstone, the Department of Land Conservation and Development (DLCD) contracted with Siegel Planning Services (Siegel Planning) to perform an analysis of the City's land use regulations pertaining to needed housing.

A. Audit Purpose

This report includes an audit of the City's regulations (specifically Title 17 of the City's Municipal Code) to determine whether the code:

- Complies with the requirement for a clear and objective path for approval of needed housing and addresses the preliminary Gladstone-specific recommendations of Clackamas County's Housing Needs analysis.
- Includes criteria or procedures that may hinder development of needed housing.
- Contains permitted use lists and development standards that ensure the mix and density of allowed housing can accommodate needed housing as preliminarily identified in the City's housing needs analysis.
- Addresses circulation, transportation and parking needs associated with increased housing units in the City.
- Contains appropriate residential zones to accommodate a mix of housing types.

B. Approach

Siegel Planning reviewed the City of Gladstone Comprehensive Plan, Downtown Revitalization Plan (2017), Transportation System Plan, and land use regulations to identify legal or policy issues related to residential development. This includes determining if those documents contain:

- Internal consistency with housing objectives of the Comprehensive plan
- A clear and objective path for approval of all residential development in each of the City's zoning districts intended to accommodate residential uses
- Residential zoning districts appropriate to address the City's housing needs and residential development trends
- Standards, conditions or procedures that have the effect, either in themselves or cumulatively, of discouraging needed housing through unreasonable cost or delay
- Criteria or procedures related to application requirements, review, or appeal that may hinder development of needed housing
- Permitted use lists and development standards that ensure the mix and density of allowed housing can accommodate needed housing as identified in the housing needs analysis
- Standards to ensure adequate circulation, transportation and parking is addressed with increased housing units in the City

- General consistency with the objectives of the City’s Downtown Revitalization Plan and Transportation System Plan.

2. EXISTING COMPREHENSIVE PLAN POLICY AND PLAN DIRECTION FOR HOUSING

The main purpose of the Gladstone Comprehensive Plan is to establish the community’s vision and guide land use and development over a 20 year horizon. The plan represents the desires of the citizens of Gladstone and provides general policy direction for land uses. In comparison, the land use and development ordinance contains the specific rules and regulations that implement the Comprehensive Plan.

Siegel Planning reviewed the City’s Comprehensive Plan and Downtown Revitalization Plan (2017), and the land use and development ordinance to identify issues and policies related to residential development. The existing relevant provisions of the Comprehensive Plan are summarized here. Recommended Comprehensive Plan Amendments are provided in Chapter 4 and recommended regulatory changes are provided in Chapter 5 of this report.

A. Gladstone Comprehensive Plan

The Housing chapter of the Comprehensive Plan identifies Gladstone as a primarily residential community. Housing is therefore its most significant feature. Gladstone is also a mature community that is nearly built-out. Therefore, most development occurs through redevelopment.

The Housing Goal states:

To meet the housing needs of all segments of the population through optimum utilization of housing resources for the construction, rehabilitation and maintenance of a diversity of housing types at appropriate locations, price ranges and rent levels, while preserving and enhancing the integrity and identify of existing residential neighborhoods.

Meeting this goal achieving the following stated objectives:

- 1. To utilize housing resources to the maximum.*
- 2. To minimize housing costs.*
- 3. To promote and preserve the integrity, aesthetic quality and compatibility of neighborhoods.*
- 4. To adapt the type and density of housing to the nature of the neighborhood in order to provide the widest possible range of housing choice and to enhance neighborhood stability and identity.*
- 5. To minimize adverse social, economic and environmental impacts.*

Included in the housing chapter are policies and implementation strategies. Policies and strategies applicable to this project include:

Policy 1 – To provide a choice of housing type, density and price range.

Policy 2 – Promote the development of high density housing around commercial and/or industrial centers served by mass transit transfer stations.

Policy 3 - Promote the supply of adequate housing.

B. Suggested Amendments to the Comprehensive Plan

1. Housing Chapter

A number of amendments to the Housing Chapter are suggested to improve clarity and to further implement State Goal 10 (Housing). The background section is followed by outdated housing needs data. This data should be replaced with the revised data in the Clackamas County Housing Needs Analysis once this data is available.

The structure and organization of Goal 10 Housing is somewhat awkward and is in need of improved clarity. To improve clarity, consider reorganizing Goal 10 Housing into a hierarchy of goals, policies and implementing measures that is not redundant. A suggested approach is to draft a few broad goals (statements of intended outcomes), then place policies (directives that state how the city will realize the outcome) and implementation measures (specific actions to achieve the policy or goal).

Some of the statements under Goal 10 are ambiguous about the specific directive for the city. For clarity, policy statements should use the term “shall” to describe what the city will actually do. Goals and policies should be revised related to affordable housing to clarify that affordability is needed for both ownership and rental units. Once a clear and concise framework is established, the city should consider the following additions to strengthen the section:

- a. Expand goals and policies to encourage a broader set of housing forms including accessory dwelling units, live/work units, cottage cluster housing, transitional housing and co-housing.
- b. Broaden policies related to housing accessibility to include populations with special needs, including seniors, people with disabilities, or those with other special needs (such as homelessness, chemical dependency, or recovery).

2. Land Use Planning Chapter

The Comprehensive Plan is a legal standard of review for any amendments or recommended changes to the City’s Zoning code. As such, changes to the Land Use Planning Chapter are recommended in order to establish a basis for the suggested updates to the certified Zoning title, as detailed later in this document. Specifically, the city should consider the following additions to streamline housing development in the City:

- a. Modify the Land Use Planning Chapter to include provisions for ‘missing middle housing’ to be incorporated into Low Density, Medium Density and High Density residential land use designations. This will allow for associated changes to the R7.2, R5, and MR zoning designations to incorporate missing middle housing types, as recommended on Page 14.

C. Gladstone Downtown Revitalization Plan (2017)

The following section describes the housing plan recommendations from the Downtown Revitalization Plan (GDRP), 2017. There are a number of recommendations for residential development in downtown Gladstone, specifically the C-2 zone, as one strategy for revitalization. However, some plan recommendations may limit housing opportunities. Reader prompts are provided where direction is needed for Siegel Planning.

1. **Plan Recommendation:** Require commercial uses on the ground floor in the downtown core. The existing code allows for residential and commercial ground floor uses permitted throughout the C-2 zone. (17.18.020, 17.18.040.) The plan recommends that the development code be changed to eliminate residential uses on the ground floor in the downtown core. The rationale is that residential uses on the ground floor do not contribute to an active, interesting streetscape as effectively as commercial uses. (March 16, 2017 GDRP Report pg. 1.)

***What do you think?** This plan recommendation may limit housing opportunities by requiring commercial uses on ground floors in the C-2 district. This housing code audit would typically recommend allowing housing on ground floors. However, downtown revitalization efforts recognized commercial ground floor uses as important to the community. What direction should the city take? Might a compromise be to incorporate live/work units as an option on the ground floor in the downtown core, instead of entirely eliminating residential ground floor uses? Direction is needed on this topic.*

2. **Plan Recommendation:** Reduce off-street parking requirements in the downtown core. The existing code requires 1.5 spaces per residential unit (17.48.030(1)(f)Table 1. Recommendations for more efficient use of land and increased development feasibility suggests 0.5 parking spaces per residential unit in the downtown core. Outside the core, 1 space per residential unit is recommended.

***What do you think?** These recommendations will improve the potential for many types of higher density development. Some of the highest density developments allowed under the C-2 zone may not be able to meet these requirements, but additional reductions may be approved through discretionary processes where appropriate.*

Parking requirements have significant impacts on housing costs and construction. Parking also takes up a large amount of land and space. In many instances required parking often makes difference between housing being built or not. Excessive parking can also crowd out housing units, meaning fewer, more expensive units than could otherwise be provided.

Many communities are taking an approach called “right sized parking” where traditional minimum parking requirements are scrapped for housing market realities where a developer uses their knowledge of the housing market to provide sufficient on-site parking to meet demand. Cities in Oregon such as La Pine, Lincoln City, Tigard, and Springfield, to name a few, have taken this approach. Cookie-cutter parking requirements are becoming a thing of the past because what may work in John Day may not work in Astoria.

We suggest Gladstone study the parking situation. The Oregon Department of Land Conservation and Development (DLCD) offers outreach programs to look at the parking requirements related to housing and work with the community on reforms. This would be the first step to improve outdated parking standards in your community. At the timing of writing this report, Gladstone staff reached out to DLCD to inquire about a parking study.

Please also refer to the parking discussion in Section C of this report. Direction is needed on this topic.

- 3. Plan Recommendation:** Permit attached single-family, multi-family, and mixed use residential outright in the C-2 zone.

The existing code requires a conditional use permit for residential dwellings in the C-2 zone. Because the approval criteria for conditional use applications are subjective, the permitting process is inherently unpredictable and can be time consuming and costly, possibly deterring development. Permitting residential uses outright would remove some uncertainty from the development process. Concerns about the impacts or design of multi-family residential development could still be addressed through the existing Design Review process, provided the design criteria are clear and objective.

Housing terms should be redefined and new housing terms added. The code should establish whether attached single-family development is subject to Design Review, similar to multi-family development, or can be approved through an administrative decision, as is the current process for detached, single-family development and duplexes.

- 4. Plan Recommendation:** Permit residential uses as part of mixed use development outright in the downtown core.

Mixed-use development is permitted outright; however, given that residential dwellings are a conditional use, it is unclear if mixed-use development that includes residential dwellings is permitted outright. To reduce uncertainty, clarify that all mixed-use development is permitted outright, including development that includes residential units.

- 5. Plan Recommendation:** Prohibit new single-family detached development in the C-2 zone. Single-family residential dwellings are a conditional use in the C-2 zone. (17.18.040(2)).

The primary objective of the C-2 zone is to encourage commercial, mixed-use and multi-family development in the Portland Avenue corridor. New detached, single-family residential

development in the C-2 zone would not increase overall density of the corridor, and thus not contribute to the district’s revitalization. Additionally, the C-2 zone is surrounded by a much larger area that is zoned R-5, a primarily single-family zone, so significant land capacity is available for single-family residential development.

6. **Plan Recommendation:** Modify the dimensional standards for residential uses to support wider range of development types.

- a. Reduce front setback requirement to 5 ft. (17.12.050(2))

The current front setback requirement of 20 ft. constrains potential for some housing types, including townhomes, duplexes, and small scale apartment buildings. In many cases, a more attractive and economical site layout is to place the building closer to the front lot line. This opens more space in the rear for parking and, if designed appropriately, creates street a frontage that engages the interest of pedestrians. Consider reducing the minimum front setback for residential uses to 5 ft.. Concurrently, develop design standards specific to ground floor residential with a small front setback.

- b. Reduce landscaping standards for C-2 zone. (17.12.050(4))

What do you think? *The code currently requires at least 20% of the lot area be landscaped for all multi-family dwellings, or 15% for all other types of development. This standard may be prohibitive for higher density development, particularly in combination with off-street parking requirements and on smaller sites. Further, this degree of landscaping is not consistent with the vision of downtown Gladstone of a more urban, Main Street character.*

- c. Reduce parking lot landscaping requirements for C-2 zone.

What do you think? *Landscaping requirements within parking areas may be difficult to meet for many types of development. While landscaping is an effective way to soften the visual impact of parking lots, extensive landscaping may not be appropriate for the urban character of the Portland Avenue corridor. Consider the following amendments to the parking lot landscaping requirements within the C-2 zone:*

- *Reduce landscape strip requirement to 5 ft., whether adjacent to street or another parking area.*
- *Exempt development in the C-2 zone from minimum overall parking lot landscaping standard.*

- d. Reduce minimum lot area to 1,000 sq. ft. per dwelling unit for residential development and provide exemption for mixed-use development. (17.12.050(1))

Existing minimum lot area standards are less prohibitive than off-street parking or landscaping requirements. However, in some cases, a proposed development may be able to meet the parking and landscaping standards yet not be permitted due to the minimum lot area standards. Given the emphasis on encouraging higher density development in the corridor, consider lowering the minimum lot area to 1,000 sq. ft. per dwelling unit. This allows for the possibility for developments of higher density, provided the development can satisfy parking standards and other design requirements.

This recommendation supports the goal of encouraging housing.

- e. To encourage mixed-use development, provide an exemption from the residential density standard.

Density is effectively limited for mixed-use development because it is limited to the upper floors, and through other regulations, including the height limit and off-street parking standards. Consider an exemption that would allow for greater density for mixed-use projects.

- f. Maintain 35 ft. height limit, but allow for heights up to 40 ft. if the ground floor height is at least 15' 17.18.060(3).

As stated in the plan, the community expressed concern that new development over three stories would be incompatible with existing development. Most buildings in the study area are 1-2 stories. However, some buildings may be 3 stories tall yet exceed 35' because the ground floor is higher than the upper floors in order to create more attractive retail spaces. Ground floors that are at least 15' high create more inviting and visible retail spaces, consistent with the goals of this plan.

7. Plan Recommendation: Clarify and strengthen design standards.

- a. Develop design standards specific to residential uses with a small front setback.
- b. As recommended above, the minimum front setback for residential uses should be reduced to permit a wider range of attached single-family and multi-family housing types. Design standards should be developed that promote pedestrian-oriented frontages where residential uses are close to the sidewalk, such as limiting garages to a percentage of total façade, limiting the number of driveways, requiring garages to be setback further than the main entrance, and requiring stoops, patios, porches, windows, and landscaping to create interesting street frontages.
- c. Allow flat roofs for multi-family buildings with appropriate architectural treatments (17.44.022(3)). Flat roofs can look attractive and be consistent with a traditional

aesthetic. Consider allowing flat roofs if used with a cornice, parapet, ornamentation, or other treatments.

3. IMPLEMENTING REGULATIONS

The goals and policies identified in the comprehensive plan and downtown plan are translated into regulations that are collectively called the zoning regulations but include a range of land use, engineering and building standards. These regulations include:

Gladstone Title 17, Zoning and Development

- Division I. General Provisions
- Division II. Zoning Districts
- Division III. Land Divisions and Property Line Adjustments
- Division IV. Development Standards
- Division V. Use Permits

4. RECOMMENDED ZONING AND DEVELOPMENT CODE AMENDMENTS

Primary areas with opportunity for revisions and improvements that emerged from the development code audit are detailed in this section.

A. Expand permitted housing types

Expand permitted housing types in all residential zoning districts, within densities allowed by the Comprehensive Plan and with appropriate standards for each zone. (17.08, 17.10, 17.12, 17.14)

Efficient use of residential land is essential for meeting the city's housing needs. Development standards that regulate residential uses, such as minimum lot size, maximum lot coverage, height limits, etc., all determine how efficiently land may be used by constraining the overall bulk of buildings and the number of dwelling units that can be built on a lot. It is also essential for the ability to provide for a variety of housing types.

The discussion provided below refers to housing types in the Gladstone Development Code that are not adequately defined in Chapter 17.06, Definitions. In order to assist the reader, we provide a short glossary of terms. The purpose here is to assist the reader with clarifying what defines a townhome, small scale single family residential, plexes and multi-family dwellings. As previously stated, it is strongly suggested that Chapter 17.06, Definitions, be revised to clarify housing types for all types discussed in this report.

Housing Types Discussed in this Section¹

The following housing types are discussed in this section of the report.

1. Townhomes.

- Typically as few as two and as many as five attached units
- Lot size range from 1,800 to 3,500 sq. ft. in modern codes
- Also called attached dwellings or rowhouses
- Many variations including over structured parking, small backyards, and garages.
- Typical household from adults with children to single adult householders
- Small clusters 3-5 units fit well into neighborhoods with single detached dwellings. When grouped together in longer buildings they are more appropriate on major streets



¹ (Source: *Housing Choices Guidebook, Urbswork and TGM*)

2. Small-scale single family detached.

- Could be live/work units
- Similar to townhomes with narrow configuration on separate lot, separate entrances, but these are detached units
- Lot sizes typically 1,300 to 2,500 sq. ft. in modern codes
- For all types of households
- Fits into neighborhoods better when garages are accessed from an alley or shared driveway to minimize curb cuts and retaining maximum street trees and on-street parking spaces





3. Plexes.

- Duplex (2 units), Triplex (3 units)
- Typical lot size 2,000 to 8,000 sq. ft. in modern codes



Duplex – side by side.



Triplex

4. Multi-family dwellings

- Also called apartments
- Stacked flats in a single building
- Could be in groups of buildings on a single lot
- Entrances to units typically accessed through shared lobby
- Vary in size but typically large building footprints
- Lot size typically 7,200 sq. ft. minimum in modern codes





Gladstone Residential Districts

Gladstone divides residential areas into three zoning districts; Low Density Single-family residential (R-7.2), Medium Density Single-family residential (R-5) and Multi-family residential (MR)².

1. R-7.2 Zone. The R-7.2 zone is intended for low density residential uses, but also allow two-family dwellings with frontage on a collector or minor arterial street as outright permitted uses. Conditional uses currently include multi-family dwellings, 3 to 8 unit complexes on a collector or minor arterial and planned unit developments. Minimum lot area for a single-family dwelling unit is 7,200 square feet; for a two-family or multi-family dwelling the minimum lot area is 3,600 square feet per dwelling unit. Minimum density for subdivisions and PUDs is 80% of the maximum density per net acre and in this case, 6 units per net acre. In order to expand permitted housing types, consider the following:
 - a. Explore allowing one-story cottage housing on streets classified higher than local streets as an outright permitted use with clear and objective development and design standards to ensure neighborhood compatibility.

² The Definitions section of the code will need to be amended to clarify the different types of residential uses. The term “single-family dwelling” is currently limited to detached housing. Two-family dwellings and townhomes are currently not defined. “Multi-family dwelling” should be revised to include other types of housing with specific descriptions including townhomes, triplexes, fourplexes, courtyard housing, and other types.

- b. Explore allowing duplexes and triplexes on corner lots as an outright permitted use with clear and objective development and design standards to ensure neighborhood compatibility.
 - c. Revise development standards (lot sizes, setbacks, etc.) to allow for development of duplexes, triplexes and cottage housing. Develop clear and objective standards to encourage development.
 - d. The minimum lot size for multi-family uses in the R-7.2 zone is 3,600 square feet per dwelling unit (or a 7,200 square foot lot), the same lot size for a single family home. This minimum lot size may incentivize development of larger unit sizes and make multi-family development less attractive to a developer because of land cost. Furthermore, the minimum lot size may incentivize development of a larger duplex or multi-family structure because of land costs which in turn, could result in buildings out of scale with nearby homes and does not incentivize smaller, more affordable units.
 - e. Consider the level of review for non-single family detached residential developments. Develop Type I or Type II (staff level) development review tracks with clear and objective standards for as many residential types as possible, with a Type III (Planning Commission) review with discretionary criteria for alternative designs. The Design Review chapter 17.80 would need revisions.
2. R-5 Zone. The R-5 zone is intended to allow for “an environment of medium density, mixed single-family and multi-family dwellings.” However, single-family uses and mobile home parks are the only uses allowed outright. A conditional use permit is currently required for multi-family dwellings, three to eight unit complexes and planned unit developments. Single-family dwellings require a 5,000 square foot minimum lot area, and multi-family dwellings a 2,500 square foot minimum lot area. Duplex standards are not specified. In order to expand permitted housing types, consider the following:
- a. Explore revising the permitted use list and development standards to allow for development of triplexes and fourplexes and internal conversions of existing homes. Again, the code needs definitions to clarify townhomes, duplexes, attached single family dwellings, etc. Also consider allowing (1) townhomes, (2) cottage housing and (3) multi-family apartment complex developments with frontage on all streets as an outright permitted use with clear and objective standards. Eliminate the conditional use permit requirement.
 - b. Explore lowering the minimum lot sizes to encourage multi-family developments. Multi-family dwellings, three to eight unit complexes and planned unit developments and multi-family units require a 2,500 square foot lot size per dwelling (or a 5,000 square foot lot), the same as a single family home which does not incentivize smaller, more affordable units.
 - c. Consider the level of review for non-single family detached residential developments. Develop Type I or Type II (staff level) development review tracks with clear and

objective standards for as many residential types as possible, with a Type III (Planning Commission) review with discretionary criteria for alternative designs.

3. MR Zone. The MR district allows two-family dwellings and multi-family dwellings outright. Single-family dwellings currently require a conditional use permit. Two-family or multi-family units require a 3,000 square foot minimum lot area plus 1,000 square feet per dwelling unit. In order to expand permitted housing types, consider the following:
 - a. Allow a greater variety of residential types, possibly even single-family detached residential when included as part of a larger, varied project that meets the minimum density of the zone.
 - b. Permit single family attached townhomes.
 - c. Explore dimensional standards tailored to specific residential types, size of a project and infill situations. Consider reduced lot width and depth standards for some types of single-family developments as well as zero-foot setbacks for single family attached townhomes.
 - d. Consider the level of review for non-single family detached residential developments. Develop Type I or Type II (staff level) development review tracks with clear and objective standards for as many residential types as possible, with a Type III (Planning Commission) review with discretionary criteria for alternative designs. The Design Review chapter 17.80 would need to be changed.

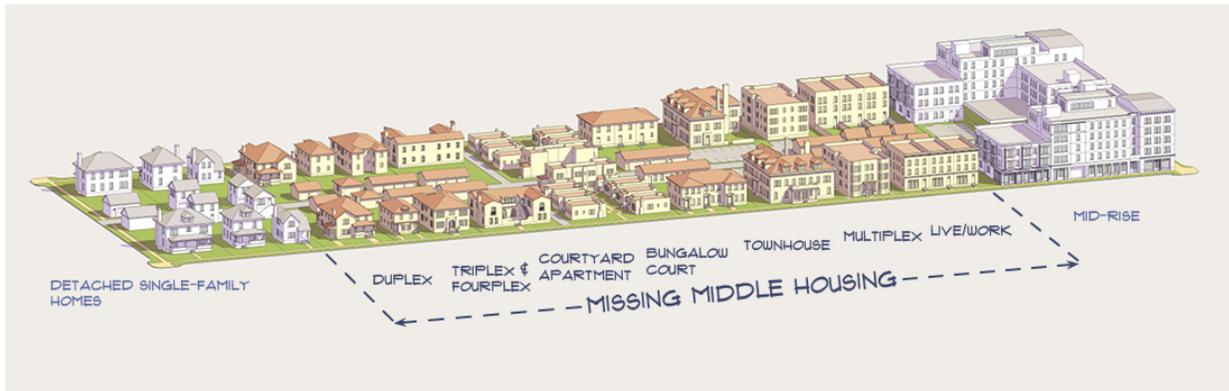
B. Include “Missing Middle” Housing

The R-7.2 and R-5 zones make up the majority of the city’s total residential lands; however, the development standards of these zones may inhibit some housing types that could use land efficiently and can be made compatible with single-family housing. “Missing middle housing³” is a term to describe housing types between detached, single-family homes and three-to –five story mid-rise buildings. (Figure 1). Types discussed in this report include small scale single family residential, triplexes, fourplexes, townhomes, courtyard housing, live/work units. There are several advantages to providing these housing types and we suggest they can be built in R-7.2 and R-5 zones:

- Smaller, well designed units are in high demand in the State of Oregon, providing a more affordable unit in a walkable neighborhood.
- Most of the missing middle housing types can be made compatible with single-family homes because they are not significantly larger than a single family home in size, height, setbacks, materials, detailing, etc., and have a small footprint.
- These housing types are typically easy to develop because they do not require large lots and use simple construction methods, thereby keeping construction costs down.

³ Missing Middle Housing: Responding to the Demand for Walkable Urban Living. Daniel Parolek. <http://missingmiddlehousing.com/>

Figure 1: Missing Middle Housing Illustration



Types of Missing Middle Housing: Four-plexes



Types of Missing Middle Housing: Corner Duplexes that resemble Single Family Dwellings



Types of Missing Middle Housing: Bungalow Courtyard

Images: Daniel Parolek, Opticos Design

Commercial Zones Also Allow Housing

The commercial districts also allow for residential uses. The Local Commercial District, C-1 allows for two-family and multi-family uses as a conditional use, subject to the dimensional standards of the R-7.2

zone. The Community Commercial District, C-2, allows mixed use development outright⁴ and dwellings as a conditional use, subject to the R-5 dimensional standards and density standards of the R-5 district. The General Commercial C-3 district allows dwellings as a conditional use permit, consistent with the MR Multi-Family district standards.

The Downtown Revitalization Plan 2017 provided numerous recommendations for residential development in the downtown. Refer to Section 2 of this report for recommendations and analysis. As for any residential uses in Gladstone, clear and objective standards will assist in the development of housing.

C. Improve Minimum Parking Requirements

Minimum off-street parking requirements (Chapter 17.48) can be a barrier to affordable housing. Requiring a paved surface for off-street parking adds to the cost of land and development as well as reduces the land area for actual housing units. If a development is not very feasible, parking requirements in combination with other regulations may preclude the development or cause fewer housing units. For these reasons, the city should consider reducing off-street parking requirements for multi-family developments and affordable housing. (See comment above asking for community input on this issue.)

Minimum off-street parking requirements of the Gladstone development code are not that different from other small communities or suburban cities. Chapter 17.48.020 requires a minimum of one off-street parking space for a single-family dwelling. For two-family or multi-family units, a minimum of one and one-half space per dwelling shall be provided. Off-street spaces are required to be located on the same lot as the dwelling. Gladstone does not offer reductions to off-street parking requirements, or submission of a Parking Management Plan. These options should at a minimum be provided in the code to allow for situations to lower off-street requirements, when appropriate. In addition, flexible parking policies and objectives should be incorporated into the Gladstone Transportation System Plan.

For smaller multi-family developments the parking requirements may be difficult to meet, especially on smaller lots. Again, this situation is a barrier to the production of smaller housing options. For example, requiring one and a half spaces for a four-unit apartment building would require 6 parking spaces and on a small lot, less than 10,000 square feet, this requirement may make the project infeasible. Consider reducing the parking standard to one space per dwelling unit, plus visitor parking, while allowing on-street parking in certain areas to count towards the off-street requirement. (Again, this requires community input.)

D. Update Accessory Dwelling Unit (ADU) Standards

Accessory Dwelling Units (ADUS) are defined as smaller, self-contained residential units located on the same lot as an existing single-family home. An ADU has all the basic facilities needed for day-to-day living independent from the main home, such as a kitchen, sleeping area, and a bathroom. The term

⁴ The definition of Mixed-Use does not specify if residential dwellings are permitted outright or subject to a conditional use permit.

“accessory” implies that ADUs are generally defined to be smaller in size and prominence than the main residence on the lot. ADUs may be created as a separate unit within an existing home such as in an attic or basement (with sufficient ceiling height and egress), an addition to the home such as a separate apartment unit with separate entrance, or in a separate structure on the lot. See below.

Examples of Accessory Dwelling Units (ADUs)

ADUs in blue; main residence in white

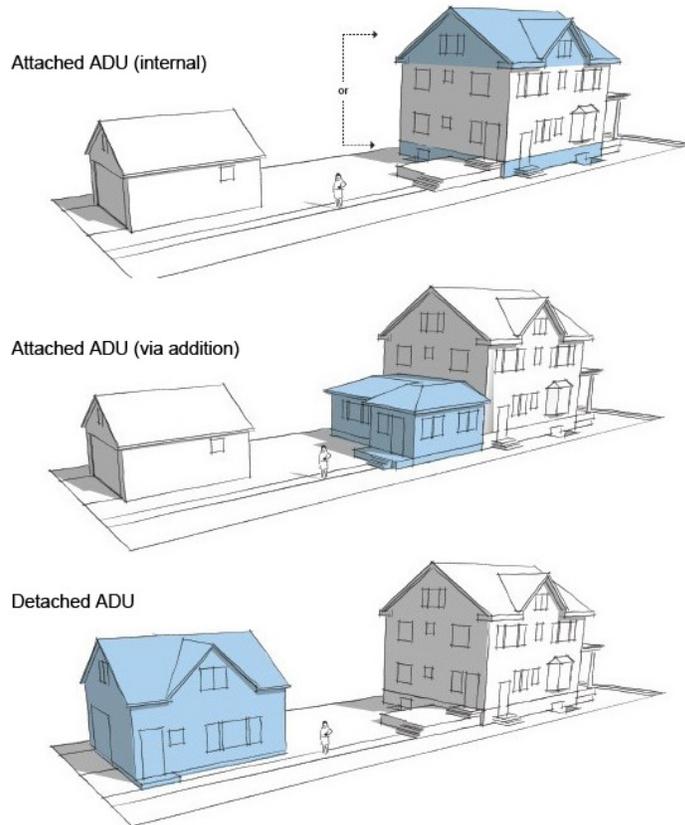


Image credit: City of Saint Paul, MN

ADUs are currently allowed outright in all Gladstone residential zones, subject to special standards, pursuant to Metro Functional Plan requirements. However, a number of special standards are overly restrictive and may hinder development of ADUs. ADUs are typically built by individual homeowners with limited financial resources, and therefore code provisions that are unnecessarily restrictive (and can only be modified with variances) can make development of ADUs financially infeasible.

The following table summarizes code provisions that can be revised to support development of ADUs.

Table 2: Code Considerations to Support ADU Development		
	Existing Standard	Suggested Changes
Number of ADUs permitted	Only one ADU allowed. Not permitted on duplex or multi-family properties.	Allow two ADUs per lot if one is internal (does not add floor area) to the primary residence (basement, attic conversions)
Floor Area Maximum	Shall not exceed 400 square feet	Allow ADU up to 75% of the primary residence or [800-1,000] square feet, whichever is less.
Bedroom Count	ADUs shall not contain more than one bedroom	Do not regulate with land use code. Building Code regulates size and design of bedrooms.
Owner Occupancy Required	Owner must occupy either the primary residence or ADU.	Remove requirement. Duplexes which are functionally equivalent to renting both units are allowed in same zones.
Off-street Parking	One space required in addition to primary dwelling	Allow flexibility if parking can be accommodated in existing driveway or on-street abutting the site.
Design Compatibility	Use similar roof pitch, exterior materials, siding, windows, and eaves.	Remove these requirements. Replication of primary structure may be undesirable in some situations or add to cost.
Lot, Yard and Building Height	Match base zone.	Review lot sizes to determine if minimum dimensions unduly limit development of ADUs. Consider if setback reductions are needed to encourage ADUs.
System Development Charges (SDCs)	Apply to ADUs	Consider a waiver or reduction of SDCs for ADUs as an incentive to produce a form of economical housing that blends in with existing single family neighborhoods. This waiver or exemption would apply only to ADUs and not duplexes. ADUs are second dwellings, created auxiliary to and smaller than the main dwelling. Duplexes are typically side by side units of the same size.

E. Consider Cottage Cluster Housing in the R-5 and MR Districts

Consider allowing Cottage Cluster Housing in the R-5 and MR Districts (Chapters 17.12 and 17.14). Cottage clusters, a “missing middle” type of housing, are groups of relatively small homes typically oriented around a shared common space, such as a courtyard, garden or community building and developed as a coherent plan for the entire site. They can be found in urban, suburban, or rural areas and range in site area and number of dwellings. In recent years, they have regained popularity as a type of infill development on small sites within developed areas. They have also proven successful as a form of co-housing where community members share certain parts of the development such as a meeting room, guest house, storage, or recreation building. The shared common area and coordinated design may allow densities that are somewhat higher than typical in single-family areas while minimizing impacts on adjacent residential areas. As a result, cottage housing can offer its owners a quality living experience that is less expensive than traditional single family housing and less dense than multi-family housing.

Code Elements

Cottage cluster codes depart in multiple ways from typical single-dwelling zone standards, as summarized below:

Attribute	Typical Single-Family Dwelling Zones	Cottage Clusters
Density	3,100 – 10,000 square-foot lot / unit	Can double densities found in single-dwelling
Home size	Median size of new U.S. home in 2014 was 2,506 sq. ft.	Up to 1,200 sf (and ≤1,000 more typical)
Height	Typically 1-3 stories	Typically 1-1.5 stories
Development size	Varies widely	Typically 4-12 homes; larger communities may have more homes around two or more courtyards on the same or contiguous plots of land
Orientation	Facing a public street or road	Dwellings are oriented toward a common green, courtyard, or other central feature

Cottage cluster housing could be developed in the R-5 and MR districts, which currently allow multiple dwellings on one lot, or in R7.2 on collector or arterial streets. It is suggested a cottage cluster housing code be developed to address impacts and design goals while providing a predictable process for developers.

Figure 3: Cottage Cluster Housing Examples



Image credit: HUD Kirkland Case Study/Wenslau Architects

F. Allow Live/Work Units

Live/work units are described as small- to medium-sized attached or detached structure consisting of one dwelling unit above or behind a flexible ground floor space for residential, service, or retail uses. The commercial use is usually secondary to the residential use, and both the primary ground-floor flex space and the dwelling unit are owned by one entity. This is different from a home occupation because live-work units are designed and constructed specifically to house both a commercial and residential unit. Because of this, live/work units may have larger or more intense commercial uses than a home occupation.



Figures 4 and 5: Live/work units

Image credit: Opticos

- Consider allowing live/work units in the R-5 zone as a conditional use. Provide design standards that limit impacts to adjacent properties.
- Consider allowing live/work units in the MR District as out outright permitted use.
- Clarify relationship to home occupations and mixed use, and determine whether live/work units provide a distinct opportunity that requires separate zoning regulations.
- Address types of commercial uses allowed in live/work units; consider placing under Chapter 17.62, Special Uses with clear and objective standards.
- Review intersection with building code requirements for differently rated construction types.

G. Allow internal conversions of single-family homes.

Where communities have older housing stock, there may be opportunities for conversions of homes into multiple units to simultaneously provide increased density, small affordable units and the preservation of neighborhoods’ most cherished, beautiful structures. The tradition of internally dividing homes into smaller units in response to changing household compositions and housing demand goes as far back as the residential construction industry and was common after World War II when there was a housing shortage and homeowners took on boarders.

Table 4: Internal Divisions of Single Family Dwellings – Typical Characteristics	
Form	<ul style="list-style-type: none"> - 2-6 units, ranging from fully separated units to Single Room Occupancies (SROs) with shared kitchens and bathrooms - Appearance remains that of single house - Entrances may be shared at the front or separate entrances may be created around the sides or back.
Ownership	Rental or condominium
Density	2-6 times the units allowed on a lot in a typical single-dwelling zone.

Consider adding standards to permit conversion of older homes into two or more internal units, exempt from underlying density. A supportive code would also waive or reduce per-unit parking minimums, especially if the unit has on-street parking and is located near transit. Changes to the definition of “family” from the code should be explored to define as flexibly as possible.

Figure 6: Internal conversions



This historic home in Portland built in 1911 was converted into seven units.

Image Credit: Madeline Kovacs

H. Other Land Use Processes – Variances and Nonconforming Situations

Variances. Review standards that are routinely modified with variances, and amend the standards. In addition, review the thresholds for variances for exceptional residential projects, relative to typical requests received, and determine whether adjusting the thresholds could better facilitate desired residential development.

Nonconforming situations. Consider reviewing how regulations impact viability of infill development or redevelopment of nonconforming lots or situations. It should be possible to build on existing, nonconforming lots, including those that do not meet minimum lot area standards, without the need for a variance, which can be an expensive and unpredictable process.

I. Recommended Process Improvements - Two-Track Review

Land use reviews in Gladstone are subject to the land use procedures in Division VII and range from a staff level review to a City Council review, each with increasing level of uncertainty, complexity, cost and time. Consider offering a staff level review for as many projects as possible, and require public notice only for permits that involve the exercise of discretion. In this way, the code can reduce uncertainty and delay for more straightforward projects that meet clear and objective standards.

Clear and Objective Standards

Clear and objective standards are those code requirements with definition or measurement that provide for clear and consistent interpretation of the standard. Code language such as *complementary to*, *enhance*, *integrate* or *incorporate* (without stating how much), and *visually compatible*, are examples of discretionary language found in the current development code that must be more clearly defined in order to meet the clear and objective rules under Oregon Revised Statutes (ORS) 197.307(4). Identifying specific design elements and quantities that must be included in a building design can provide the detail needed for the standard to become clear and objective.

Discretionary Review

Under the above statute, clear and objective standards must be the default for local review of permits involving needed housing. A second review track allowing Discretionary Review may be provided but only as an option for applicants to choose from where a two-track process is proposed. Applicants can choose to follow the Clear and Objective Review track and comply with all of the specific standards, or follow the Discretionary Review track and demonstrate that their proposal meets discretionary standards. Criteria for approval under a discretionary track may require that an alternative design is superior (e.g., in detailing, materials, etc.) to what would be achieved under clear and objective standards, or it may simply require that the design meets the intent of the standards that are being waived.

The Clear and Objective track offers a predictable path to approval for housing projects that meet the approval criteria contained in the track. The Discretionary Review track is an alternative process that is designed to allow more flexibility in how projects may meet development standards and would require a Planning Commission review. For instance, allow subdivisions meeting clear and objective review standards to be processed as a staff level review with public notice, and as an alternate, allow a planned unit development (PUD) process with greater flexibility in design with a Planning Commission review in a public hearing process.

J. Update Design Review Chapter with Clear and Objective Standards

Chapter 17.80 Design Review applies to new structures, additions to existing structures, site development and construction of commercial and industrial uses. Residential exceptions to design review are single-family dwellings and accessory uses, duplexes in the R-7.2 and R-5 districts, and changes from a residential use to another type of residential use. All other residential uses, such as multi-family, are required to go through the design review process. Design review applications are heard before the Planning Commission with a public hearing, which adds to complexity, cost and processing time. Applications are reviewed for compliance with the standards of the underlying zone and development standards in Division IV including building and site design, landscaping, off-street parking and loading, vehicular and pedestrian circulation, drainage, grading, utilities, etc.

In order to facilitate the development of housing, reconsider the need for a type III design review for residential developments. Identify where clear and objective standards can replace discretionary design standards in each of the zoning district chapters. Lastly, once the standards are made clear and objective, look to simplify the land use process and allow a Type I or Type II staff level review with public notice, instead of a Planning Commission hearing.

Currently any minor exceptions to a zone standard require Planning Commission approval. However the standards for minor exceptions in 17.80.090(2) are clear and objective, in that they shall be no greater than 25% of the standard. Consider allowing minor exceptions to be a staff level review (Type II) to simplify the process. Requests over 25% are subject to a variance procedure, which is a highly discretionary process.

To follow is an example of an existing design review requirement from Chapter 17.44 for multi-family buildings. The highlighted section illustrates language that is not entirely clear and objective and needs revision.

17.44.022 Multi-family design standards.

New multi-family buildings, including accessory buildings, shall be subject to the following design standards:

(1) Façades. Building façades and exterior walls visible from a public street or pedestrian path or from adjacent property in an R-5 or R-7.2 zoning district shall not consist of a monotonous blank wall and shall include a minimum of two of the following:

(a) Windows;

(b) Entries;

(c) Balconies;

(d) Bays; or

(e) The use of two or more distinct materials to break up stretches longer than fifty lineal feet (50') of unbroken area.

(2) Windows.

(a) Window trim shall not be flush with exterior wall treatment.

(b) Windows shall be provided with an architectural surround at the jamb, head and sill.

(c) All windows facing the front lot line shall be double hung or casement windows.

(3) Roofs. Hipped, gambrel or gabled roofs shall be required. Flat roofs shall not be permitted except in areas where mechanical equipment is mounted.

Consider revising the standards to reduce ambiguity and show examples of compliant details in code graphic like the conceptual example here. For instance, state width of window trim dimensions, roof pitch dimensions, window dimensions, etc., and show compliant details in a code graphic.

Multi-family Graphic Example



K. Greater Planned Unit Development Flexibility

Chapter 17.38 Planned Unit Developments (PUDs) may be applied to sites at least 80,000 square feet and not less than 80,000 square feet unless the Planning Commission finds that a smaller site is suitable due to special features, such as topography, geography, size, shape, etc. This exception is highly risky for a developer because of the discretionary nature – it is expensive to prepare a PUD application only to find it will not be reviewed by the Planning Commission due to the discretionary standards. Consider revising the applicability requirements to eliminate the Planning Commission size exception.

In addition, permitted uses are limited to those allowed in the zoning district. Consider additional flexibility by allowing a variety of housing types and incentives to additional density.

L. Remove Discretionary Language from Building Siting and Design

Chapter 17.44 Building Siting and Design applies to building siting and design standards for all development subject to design review. It contains general standards for maximizing solar access, energy

efficient design, building materials, lighting, and structure compatibility with adjacent developments. Specific multi-family design standards (17.44.022) are provided for façade requirements, window and roof design. Landscaping standards are found in Chapter 17.46, requiring a minimum of 15% of the total lot area to be landscaped. Vehicular and pedestrian circulation standards are provided in Chapter 17.50 and address circulation on site as well as public right-of-ways. With the exception of the circulation and parking lot design standards, these provisions are clear and objective.

Remove discretionary language in circulation and parking lot design language such as “...safe, convenient pedestrian-friendly” and update with clear and objective standards.

Consider exempting smaller projects, such as 3-4 unit projects, from some of the standards to facilitate needed housing, including conversion of single-family dwellings to multiple dwelling homes.

M. Consider Lot Size Averaging and Cluster Lots for Subdivisions and Type II Partitions

A Type I partition is any partition where the proposed parcels conform to the dimensional standards of the zoning district in which the subject property is located, creation of a flag lot is not proposed and access will be provided from a local street. All other partitions are considered Type II. This process is efficient and supportive of meeting local housing needs.

Subdivisions are also reviewed through the Type II process. Subdivisions and Type II Partitions require a two-step process. The two-step process consists of a preliminary plat review in a public hearing before the Planning Commission and a final plat review by staff once infrastructure improvements are completed. Modifications are reviewed the same as a preliminary plat, before a public hearing. Final plat must be applied for within one year of the decision.

Provide a clear and objective track for preliminary plat review and define a threshold for modifications that must go back through the Type II process; staff should be able to approve changes that do not reduce lot area by a set percentage and substantially comply with the preliminary plat approval in all other ways. This will provide a simplified process and reduce uncertainty and delay.

Review the deadline for a final plat submittal, and consider allowing extensions for developments that include affordable housing or where delays are due to circumstances beyond the applicant’s control.

Relocate engineering design standards to the Public Works Design Standards Manuals. Details for street and right-of-way improvements similarly can be moved to separate engineering documents that already exist to codify infrastructure standards. By moving standards out of the city’s land use regulations the permit process for infrastructure improvements can be streamlined.

Another consideration is allowing lot size flexibility in the subdivision ordinance. Sometimes a property has unique shape or constraints which make it difficult to subdivide and develop without the need for variances to standards for minimum lot sizes and dimensions. Sometimes there are natural features where the design flexibility offered through a PUD process can result in a development that better protects natural features without reducing development potential. However, these reviews may involve

additional review time, and the additional flexibility to the developer can also mean greater discretion in the decision-making, which can mean greater uncertainty to the developer.

Some of the common situations which may necessitate a variance can be alleviated through lot size averaging. Lot size averaging in residential zoning districts can allow greater flexibility to make adjustments to lot sizes and dimensions between lots to achieve a more logical configuration and better accommodate natural features. Allowing this type of regulation provides for needed flexibility while maintaining required densities.

Another consideration is allowing cluster lots. Lots abutting natural features such as wetlands are allowed to be smaller than the minimum lot size, provided the balance of the lot area is retained as open space as part of the natural feature to be protected. This means the natural features can be better retained and protected without the need to resort to awkward lot configurations and easements to maintain development potential.

5. CONCLUSION AND NEXT STEPS

Following review of the code concepts by City staff and the Advisory Committee, SPS will prepare a revised draft for review.

Gladstone Advisory Committee

Meeting #1 – March 27, 2019, 4:00 – 5:30 PM

Gladstone City Hall

Attendees:

- Randi Thomas, Abernethy Neighborhood Group
- Liz Wease, Abernethy Neighborhood Group
- Randy Rowlette, Planning Commission liaison
- Jill Smith, County Housing Authority
- Julie Garver, Innovative Housing, Inc.
- Clay Crowhurst, NW Housing Alternatives
- Dennis Marsh, Downtown Property Owner
- Michael Maxwell, Downtown Property Owner
- David Schwinghammer, Seventh Day Adventist Church
- Dan Fowler, For-Profit Developer
- Jennifer Marsicek, Architect
- Bill Osborn, Gladstone Historical Society

Absent:

- Jeff Waters, Gladstone School District

Staff & Consultants:

- Jacque Betz, Gladstone City Administrator
- Jennifer Donnelly, State Department of Land Conservation & Development (DLCD)
- Stacey Goldstein, Siegel Planning
- John Southgate, Consultant to City

Other Guests:

- Linda Cosgrove
- Milch

1. Welcome & Introductions. City Administrator Jacque Betz welcomed the Committee, shared how impressed the City Council is with this great group. Members of the Committee then introduced themselves.
2. Process. John Southgate briefly described the process. There will be a general public open house on April 16, followed by a second (final) Advisory Committee meeting on April 22 (at which the Committee will have the opportunity to weigh in on any changes suggested at the open house). Joint Planning Commission/City Council meeting in May.

3. Overview of Draft Housing Code Audit. Stacey Goldstein, Consultant, summarized the code audit:
 - DLCD funded – short time frame
 - Only an audit – any actual code changes will be considered later
 - Major deliverables
 - Suggest ways to increase housing types
 - Provide a two track land use process for housing
 - Major Findings
 - There are ways to provide more housing variety (townhomes, small scale SFR, cottage clusters)
 - Do so, with clear and objective design standards
 - Update definitions section
 - Revisit dimensional standards and tailor for each type
 - Provide a two track land use process for housing
 - Schedule
 - Kickoff
 - Draft audit
 - Final audit
 - Comprehensive Plan – housing a major focus
 - Downtown Revitalization Plan – calls for a number of code changes to promote higher density housing, create more activity on street, build customer base for DT retail
 - Ways to allow more housing variety (current code is vague)
 - Townhomes (attached)
 - Small scale SFR detached on small lot
 - Triplexes
 - Small multi-family
 - *Revisit dimensional standards and tailor for each type*
 - Two track review system:
 - Type I – clear & objective design standards. Do not require interpretation. Processed administratively. Strong level of certainty.
 - Type II/III – subjective. Discretionary – requires Planning Commission action.
 - Triplex on corner lot in R-7.5 zone
 - Multi family allow in R-5 zone
 - Parking. Effect on economics of new housing development. Consider reduced minimum requirements. Consider also taking a closer look at parking requirements (DLCD funding). (this work is about to be underway – focused on parking requirements and parking management in DT Gladstone).
 - Allow applicants to submit a parking study or parking management plan; give them the opportunity to make the case to reduce parking requirement
 - ADUs
 - Remove barriers – owner occupancy, lot size, design compatibility. To make ADUs more financially feasible.
 - Finish by 5-31. Revisions. feedback from Advisory Committee (even today).
4. Committee Discussion/Q & A

- Randy Rowlette, Gladstone Planning Commission:
 - cottage cluster – not opposed, but City largely built out – where might clusters go? Maybe Adventist property?
 - we have rowhouses. Concern that rowhouses with 5 foot front setbacks would go against the grain of typical single family neighborhood with 20 foot setbacks.
 - pressure to tear down homes.
 - Supports duplexes and triplexes – they’re more like SFRs (if designed properly)
 - Multi Family – key is good management (commended NW Housing Alternatives for the way they manage their apt complex)
 - Extend Mixed use, higher density on Portland Avenue down to the river. Extend URA.
- Bill Osborn, Gladstone Historical Society
 - Concern about changes causing a bigger mess
 - Respect the fact that lot of people own houses here – a major investment for them. Example – tiny houses may diminish property values. Location will be important. Reiterated Randy’s concern about setback line in neighborhoods.
 - Some renters won’t have the same investment in the community as a homeowner.
 - Parking concern. Downtown Revitalization Plan – Council thwarted community members’ concerns. Especially in light of the transit situation – higher density, low parking projects make sense where there is frequent transit – not so much in DT Gladstone.
- Julie Garver (two hats – IHI *and* Restore Oregon)
 - Appreciate allowing ADUs and internal conversions – you can get a lot of bang for the buck, and design standards can protect neighborhood values.
 - Regarding the challenges of locating cottage clusters and corner triplexes in neighborhoods, and the shallow setback issue – consider focusing these higher density types on arterials and collectors.
 - Height – IHI needs to have 40+ units to make it work. So you need height. Maybe use step-backs for upper floors.
 - Commercial on ground floor great – but very expensive. Tough for lenders. Triggers BOLI. Allow active community space instead.
 - Parking. Rehab Astoria Hotel. 34 hotel rooms – converted to 40 apartments. No parking. Community eventually supported – but tough to have uncertainty.
 - More on parking. Some communities reduce parking requirement for affordable housing. She realizes this is a political decision. Maybe tradeoff w bike parking, or transit passes.
- Liz Wease, Abernethy Neighborhood Group
 - Bike parking substituting for required parking – could that be discretionary? Could be yes, but could also be clear and objective.
- Dan Fowler, Developer
 - Parking. The world is changing when it comes to cars. Autonomous vehicles. Repurpose of parking structures.
 - Two track system awesome.

- Corridors – different criteria than non-corridors.
- Engage developers in the discussion on parking, height.
- Key is to preserve the feel of Gladstone while accommodating good, moderate growth. Balance – growth and preservation of quality
- Supports ADUs, duplexes, etc.
- Jill Smith, Clackamas Housing Authority
 - Cited School District official who stated that Gladstone is losing families/school age children because people can't afford to live here any more. Status quo won't work.
 - Design standards the perfect solution (particularly around density). You get to choose what things look like, make sure it complements the community.
- Clay Crowhurst, NW Housing Alternatives
 - Our project has 44 units – slightly over 2:1 ratio. But a .6 utilization.
 - Also likes two track system. Reduce review period – reduce uncertainty.
- Dennis Marsh, Downtown Property Owner
 - Main Street affordable housing? Effect on business?
 - John Pearl District – first major projects were Housing Authority – a healthy community has a mix of incomes
 - Julie – management is the key.
- Jennifer Marsicek, Architect
 - What is the typical lot size in R-7.5? what's on the ground? What are the changes proposed in these existing neighborhoods. Would be helpful to have a picture of what's real, what's existing – see what a proposal means HERE in Gladstone.
- Randi Thomas, Abernethy Neighborhood Group
 - Appreciates the advantage of clear & objective standards. But wonders how this works in practice – for example, an earlier example of a children's play area being X square feet (a clear and objective standard) – but what if the developer chooses to locate the play area close to someone's home? Good to have a discussion w the neighborhood before formally applying.
 - Design standards for different neighborhood contexts, or is it one size fits all?
- Liz Wease, Abernethy Neighborhood Group
 - New zones? So perhaps a ranch single story neighborhood?
- Stacey Goldstein, Consultant
 - How do we grow? Protect our values.
- David Schwinghammer, Seventh Day Adventist Church
 - Gave example of the town in Ontario where he grew up. Charming place. But the community allowed a modern building right in the heart of the town. Devastated the community to this day.
- Stacey
 - Importance of design standards.
- Michael Maxwell, Downtown Property Owner
 - Affordable housing – impact on our ability to attract new business?
- Julie

- Limited supply of sites for affordable housing, and limited supply of funding sources. Therefore – unlikely that affordable housing development will overtake the community.
 - Bill Osborn
 - Importance of keeping community informed.
5. Stakeholder Open House Tentative Date: April 16, 2019, 5 – 6:30 PM, Gladstone City Hall
 6. Wrap-up/Next Steps

Gladstone Advisory Committee

Meeting #2 – May 15, 2019, 4:30 – 5:45 PM

Gladstone City Hall

Attendees:

- Randi Thomas, Abernethy Neighborhood Group
- Liz Wease, Abernethy Neighborhood Group
- Randy Rowlette, Planning Commission liaison
- Jill Smith, County Housing Authority
- Julie Garver, Innovative Housing, Inc.
- Clay Crowhurst, NW Housing Alternatives
- Dennis Marsh, Downtown Property Owner
- Michael Maxwell, Downtown Property Owner
- David Schwinghammer, Seventh Day Adventist Church
- Jennifer Marsicek, Architect
- Bill Osborn, Gladstone Historical Society

Absent:

- Dan Fowler, For-Profit Developer
- Jeff Waters, Gladstone School District

Staff & Consultants:

- Jennifer Donnelly, State Department of Land Conservation & Development (DLCD)
- Stacey Goldstein, Siegel Planning
- John Southgate, Consultant to City

Other Guests:

- Linda Cosgrove
- Milch
- Serena Royce

1. Welcome & Introductions: Advisory Committee members, staff, and consultants introduced themselves.
2. Process Overview: Stacey Goldstein provided a brief overview of the process thus far, and going forward:
 - a. We are close to completion of the project. Funding source requires completion by June 30, 2019.
 - b. Reminder that this is an *audit*, not a formal set of recommended code changes. No actions being taken as a result of the audit.
 - c. There will be a joint meeting of the City Council and Planning Commission on Thursday, May 23rd, where those two bodies will be briefed on the audit, including a summary of feedback from the Advisory Committee as well as the Community Open House.

3. Community Open House:
 - a. 30 in attendance – Council members, concerned citizens, School Board rep – lots of perspectives.
 - b. Format – images of types to increase housing options, for participants’ response. Zoning map.
 - c. Big take-away – folks recognize there is a housing affordability problem in the community. How we solve that requires more community dialogue.
 - d. Densification is a concern. How do we increase housing options without being a detriment to neighborhoods?
 - e. Parking a big deal. Don’t want a bunch of cars on the street. Traffic.
 - f. ADUs (Accessory Dwelling Units) fairly well received.
 - g. School board member – declining enrollment, because families can’t afford to live here as much. Eliminating programs.
 - h. Similarly, grown children moving away because they can’t afford to live here.
 - i. Milwaukie DT a good model.
 - j. Design is very important – compatibility with existing context.
4. Advisory Committee Discussion & Feedback:
 - a. Bill O: There are limited infill opportunities in Gladstone – City is mostly built out (except for SDA property) (But Stacey noted that there will be pressures to redevelop which may eventually result in demolition of existing housing, replacement of new. Hence this is why it’s important to identify what we want in new code.
 - b. Bill: Concern about transparency (reduction in parking).
 - c. Bill: what is Advisory Comm role? Stacey – to collect their feedback as well as community feedback and share w Council/PC. (John will confirm that people can testify at the May 23rd hearing).
 - d. Randi: City can do better job about getting word out. About State Legislature requirements, Rent burden study, etc. Put zoning map on the code audit. Melissa’s map showing classification of streets. Providing more info. Do another public meeting. Advertise in City newsletter. Stacey’s response: Yes, the City needs to have a bigger discussion, a bigger forum, about these issues. This can be done part of any future work to consider actual modifications to the Code.
 - e. Randy – I’m hearing “we moved from Portland to Gladstone to get away from Portland”. Everywhere these issues are arising.
 - f. Jill S: Gladstone may be the most rent burdened City in Oregon, or one of the most. Reason – not a lot of affordable places to stay. ALSO – benefits of making this a walkable community. Sedentary lifestyle – ramifications for health. Economy benefit of livable/walkable community – value increases with a walkable Main Street. At the same time – the “downside” of gentrification. More walkable, livable – increases property values. Want kids to be able to stay here.
 - g. Bill: High rents also due to relatively high property taxes – high rate - \$20/\$1000. Second only to Portland – higher than LO, WL. school Bond - \$4.50/\$1000.
 - h. Clay: studying Beaverton Old Town. Obviously much bigger, more economically dynamic. But good example of how to do it – incorporating existing buildings, maintaining original context. Thoughtful higher density while maintaining storefronts,

walkable; all near fairly dense SFR. Library, City amenities. Walkable. Good access. Be intentional. Design guidelines. lots of community engagement.

- i. Jennifer M: Gladstone has a great DT Revit Plan. This work (code audit) needs to weave into that Plan. Also the Library project, City Hall.
 - j. Randi: are we primarily talking about DT, or about density in neighborhoods? Important to clarify. People may care more about one or the other.
 - k. David S: when we were looking for a home. We ended in an HOA that doesn't allow for a home business or ADU(?). We looked around Gladstone a lot. Older homes, older neighborhoods. Let's provide examples of what it looks like to allow ADUs. I talked w HOA – their opposition to ADUs is they don't want the look of houses to change, or more on street parking. We don't know how to do it. Give people *positive* examples of what it would look like.
 - l. Bill: Gladstone is small, w odd boundaries. Growth means annexing more land? Expanding to accommodate growth, where higher density could occur. Stone Oaks Court. Density overwhelming. Gresham example of positively done density – but it is an entire block. Don't piecemeal it/shoehorn it into an existing neighborhood. Preserve old neighborhoods, focus growth in new areas. (including SDA). Otherwise, if we upzone existing neighborhoods, developers will buy, demo, redevelop. County. Church property.
 - m. Julie G: I grew up going to Cannon Beach. Lots of cottages, but also a lot of new construction (particularly on the Main Drag). Strict design standards – to protect property values, aesthetic values. Say how you want buildings to look and feel. Plexes that look like houses. We've seen a demolition epidemic in Portland – I'm on the board of Restore Oregon, trying to stem that tide. I don't think there has to be a conflict between affordability agenda and historic preservation agenda. Use incentives to protect historic properties. Property tax abatement. Internal conversion of existing houses. Albany project – design charrette with community; resulted in a project that received unanimous support from community. Community gave something (UR \$) but got something in return.
 - n. Randi – people need to see examples of what things can look like.
 - o. Julie – visual preference survey for the Albany project. One can do that w design standards as well.
 - p. Clay – it's hard to conceptualize from a code what something will look like. Community review of the scheme. Maybe create zoning incentives for a more thorough community review process – i.e. give more density (or other zoning concessions) in exchange for rigorous community process.
 - q. Jennifer D – HR doesn't have neighborhood groups, but they do require neighborhood consultation. Notice within a certain distance of the site.
 - r. Two tiered approval process.
 - s. Pre-Ap – allow neighborhood participation.
5. Next Steps
- a. Stacey and John will summarize feedback including tonight. Share in advance of hearing w Adv Comm.



**Gladstone Housing Planning
City of Gladstone Code Audit
Public Work Session – Open House**

May 1, 2019
City of Gladstone
5:00pm – 6:30pm

Attendees:

- See sign in sheet

Staff & Consultants:

- Jacque Betz, Gladstone City Administrator
- Melissa Ahrens, Senior Planner Clackamas County
- Stacey Goldstein, Siegel Planning
- John Southgate, Consultant to City

1. Welcome & Introductions. Stacey introduced the project and expectations for the meeting.
2. Overview of Draft Housing Code Audit. Stacey summarized the code audit:
 - DLCD funded – short time frame
 - Only an audit – any actual code changes will be considered later
 - Major deliverables
 - Suggest ways to increase housing types
 - Provide a two track review system compliant with State Law
 - Major Discussion Items in Small Groups
 - There are ways to provide more housing variety (townhomes, small scale SFR, ADU) that Gladstone should consider. Cottage cluster probably would not work because lots are not that big
 - Having the design standards makes sense if Gladstone is going to accept these housing types in existing neighborhoods
 - Revisiting dimensional standards and tailor for each type was discussed and concerns raised over too small of a lot size in existing large lot areas. Closer to downtown area makes more sense for smaller lot sizes
 - Provide a two track land use process for housing seems fair
 - Off-street parking is a concern

- Densification in single family neighborhoods is a concern
- Housing cost is a problem in Gladstone and doing nothing is not an option
- Schools are losing programs because families cannot afford to live in Gladstone.
- Milwaukie is doing a good job with housing in the downtown.
- Accessory dwelling units are a good way to provide more housing especially for family members
- There is a limited supply of vacant, developable land in Gladstone

Gladstone Housing Code Audit
Community Open House – Comment Cards

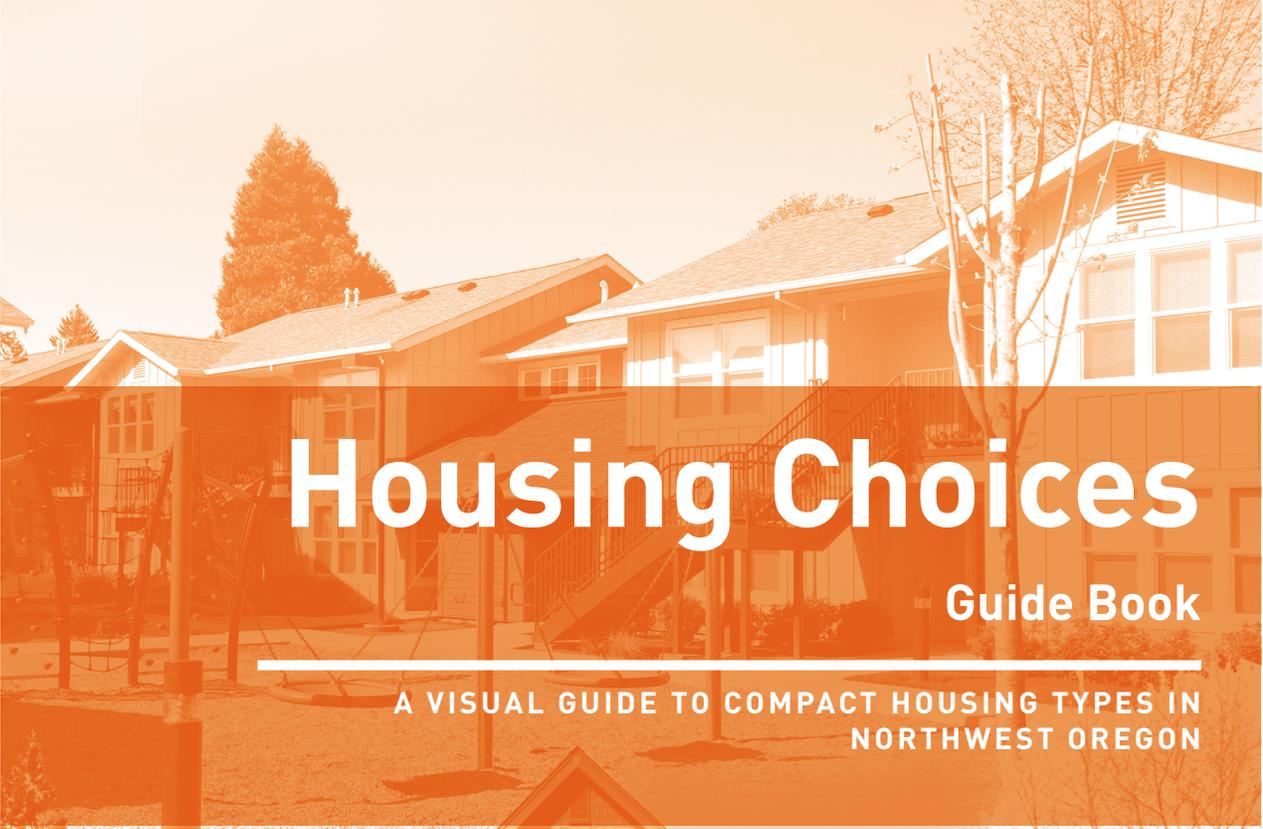
“The triplex recently approved for replacement of an older single family home on E. Exeter (near the school) is a great example of the type of thoughtful development that could begin to occupy some of the vacant or deteriorating homesites in R-5 zone. Many older homes have not been maintained or improved, and medium density multi-family could eventually take their place.” (unsigned)

“For tri/four plexes but not into MF units exceeding 4 units for R-7.2.” (unsigned)

“We are excited to see Gladstone continue to grow in a sensible and sustainable fashion – Thanks!” (unsigned)

“Concerned about percent of rental properties in Gladstone.” (unsigned)

“Thank you for having Melissa (City Planner) at this meeting! I am concerned with making sure design standards are ‘completely’ followed – such as height requirements that work in compatibility with the surrounding homes.” Lisa Preble



Housing Choices

Guide Book

A VISUAL GUIDE TO COMPACT HOUSING TYPES IN
NORTHWEST OREGON





This project is partially funded by a grant from the Transportation and Growth Management (“TGM”) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Fixing America’s Surface Transportation Act (FAST-Act), local government, and the State of Oregon funds.

The contents of this document do not necessarily reflect views or policies of the State of Oregon.

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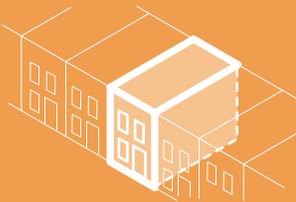
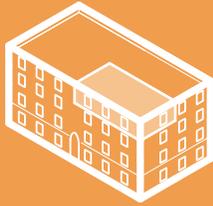
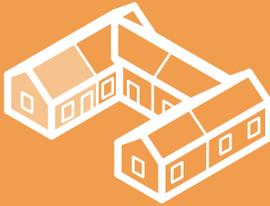


Paste in Place
An Information Design Studio



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WELCOME

Welcome to the Housing Choices Guidebook—a visual guide to compact housing types in Northwest Oregon. This Guidebook presents an illustrated catalogue of local examples of compact medium- and high-density housing.

This document provides over forty examples of duplexes, cottages, small apartments, courtyard apartments, and rowhouses that demonstrate the wide variety of housing that exists in Northwest Oregon. While the average household has fewer people than in the past, most housing being built is detached single dwellings on large lots (5,000 square feet and above). The examples in this booklet show that there are many examples of financially feasible, popular, and well-designed housing that is smaller in footprint, more compact in design, and that offer many choices for different kinds of households and families.

The homes in this document are found in a wide variety of locations including in large cities and small towns; as part of new multi-acre developments or greenfield; or tucked into existing neighborhoods on lots that are a fraction of an acre (infill). Examples are located in the Willamette Valley, all over the Portland metropolitan region, and in several Columbia River Gorge communities, including a small town on the Washington side of the Columbia River Gorge.

TERMS USED IN THIS DOCUMENT

Density Density, which is expressed as “# of units per acre,” is the number of housing units on one acre of land. For the purposes of this document this number is calculated as “net” density, meaning it does not include the land area provided by surrounding streets, neighborhood-serving parks, or schools. A project example may only have 12 units within it, but the density per acre may be 29 (net) units per acre. In this case the density is expressed as “29 per acre.”

Family A family is a group of two people or more (one of whom is the householder) related by birth, marriage, or adoption and residing together; all such people (including related subfamily members) are considered as members of one family. (U.S. Census Bureau)

Greenfield An undeveloped site that is typically in a natural state.

Household A household consists of all the people who occupy a housing unit. (U.S. Census Bureau)

Housing Unit (synonymous with Dwelling) A house, an apartment or other group of rooms, or a single room is regarded as a housing unit when it is occupied or intended for occupancy as separate living quarters; that is, when the occupants do not live and eat with any other persons in the structure and there is direct access from the outside or through a common hall. (U.S. Census Bureau)

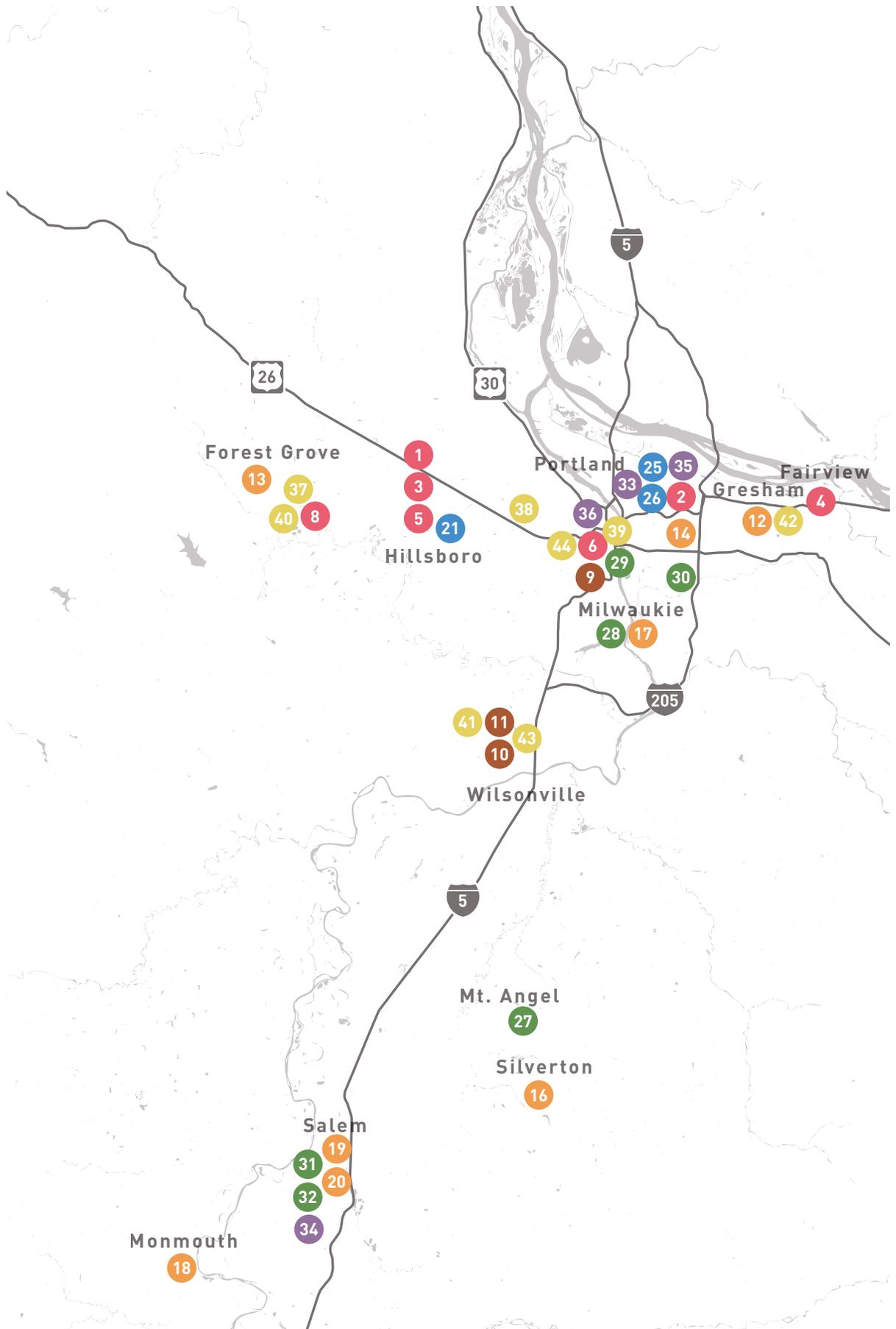


Households Formed When people form an independent household. Can be made by families and non-families. (Urban Land Institute)

Infill An undeveloped or underdeveloped site that is already subdivided or platted for urban development.

Missing Middle Missing middle is a term coined by Dan Parolek in 2010 to define a range of multi-unit or clustered housing types compatible in scale with single-family homes. The term refers to housing types that were often built, and still exist in most towns and cities, such as courtyard apartments or bungalow courts. They are “missing” because they are prohibited by many modern zoning codes and parking requirements. Many of these “old,” pre-suburban housing types filled in the gap between apartments and detached single dwellings. See <http://missingmiddlehousing.com>



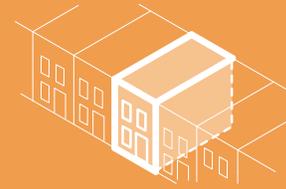




● Rowhouse	● Courtyard Apartment
● Narrow-lot	● Multi-dwelling
● Cottages	
● ADU	
● Plexes	

Suggested tours lasting 2-3 hours (by car):

1: Mt. Angel, Salem and Monmouth.
 2: Forest Grove, Hillsboro and Wilsonville



Rowhouse

Attached units, each on a separate lot, and each with its own entry from a public or shared street or common area.

VARIATIONS

Rowhouse over a flat • terrace rowhouse • above retail block • over structured parking • on the roof of a building • with a walled-in, private backyard • with private garage on the ground floor (front or back) • live-work rowhouse

TYPICAL HOUSEHOLD

Depending on square footage, all types of households, from adults with children to single adult householder. Can be designed to accommodate a home-based business.

FITTING INTO THE NEIGHBORHOOD

When rowhouses are grouped together in long buildings they are appropriate on major streets or facing open spaces. When grouped in smaller clusters of 3-5, they can fit into neighborhoods made up of predominantly single dwelling detached dwellings.

ALSO NAMED

Townhouse
Attached dwelling
Brownstone

LOT SIZE

1,800 – 3,500 sf

DENSITY RANGE

20 - 45 per acre

SALES PRICE

\$200,000 – \$750,000

RENT VS. OWN

Usually owned



1......
 Rowhouses arranged around shared open space designed to fit in character with other single dwelling homes; garages off shared alley courts. As few as two attached units and as many as five attached units. There are approximately 344 units in this development.

LOCATION.....
 Stonewater at Orengo

ADDRESS.....
 7113 NE Stonewater Street, Hillsboro, OR

LOT SIZE / DENSITY.....
 1,875 sf / 23 per acre

DWELLING SIZE.....
 1,200 sf

RENT VS. OWN.....
 Typically owned



2......
 The Mason St. Townhomes development consists of thirteen new rowhouse-style condos and one existing single dwelling home arranged around shared garden and common house. Designed by Orange Splot and Communitecture. Project will be completed in 2018.

LOCATION.....
 NE Portland

ADDRESS.....
 5900 NE Mason St. Portland, OR

LOT SIZE / DENSITY.....
 24,400 sf / 20 per acre

DWELLING SIZE.....
 1,000 - 1,600 sf

RENT VS. OWN.....
 Typically owned

LOCATION

Orengo

ADDRESS

1772 NE Orengo
Station Parkway,
Hillsboro, OR

LOT SIZE / DENSITY

2,500 sf / 17 per acre

DWELLING SIZE

3,480 sf

RENT VS. OWN

Typically owned



3.

Rowhouses attached in groups of three with two beds / three baths. Built in 1999. Photo above shows rowhouses on a corner lot with entrances facing two different streets, each with their own patios.

LOCATION

Fairview

ADDRESS

1450 NE Park Lane
Fairview, OR

LOT SIZE / DENSITY

2,000 sf / 22 per acre

DWELLING SIZE

1,580 sf

RENT VS. OWN

Typically owned



4.

Rowhouses attached in groups of four or five with alley-loaded parking. Internal courtyards are between the garages and dwelling space, creating a private outdoor space for each unit.



5......
Live/Work rowhouses grouped in four to six units in the center of Orenco Station. Ground level space is separated and zoned for commercial or residential uses with two-story residential space above.

LOCATION.....

Orenco Station

ADDRESS.....

1457 NE Orenco
Station Parkway
Hillsboro, OR

LOT SIZE / DENSITY.....

1,300 sf / 33 per acre

DWELLING SIZE.....

2,700 sf

RENT VS. OWN.....

Typically owned



6......
Twelve units are arranged in six buildings on a single lot in the Lair Hill neighborhood. The design of the rowhouses fits into the neighborhood context. Each unit has a separate entrance and shared front porch. Parking is alley-accessed two-car tandem, leaving space in the front for on-street parking and trees.

LOCATION.....

Lair Hill Crossings

ADDRESS.....

3246 SW 2nd Avenue
Portland, OR

LOT SIZE / DENSITY.....

17,750 sf / 29 per acre

DWELLING SIZE.....

2,400 sf

RENT VS. OWN.....

Typically owned

LOCATION

Mosier Creek Place

ADDRESS

19 Mosier Creek Pl.
Mosier, OR

LOT SIZE / DENSITY

990 sf / 44 per acre



DWELLING SIZE

800 - 1,500 sf

RENT VS. OWN

Typically owned

7.

This development consists of twenty-two rowhouses and twelve flats. Units are attached in groups of three or four and share banks of covered parking across the access drive. Homes are perched on a hillside overlooking the Columbia River Gorge.

LOCATION

Ella Sea

ADDRESS

2025 Elm Street
Forest Grove, OR

LOT SIZE / DENSITY

1,500 sf / 29 per acre



DWELLING SIZE

~ 1,500 sf

RENT VS. OWN

Typically owned

8.

Rowhouses attached in groups of two to seven with attached single car garages in the rear. Pairs of units share a covered front porch. Homes are set back from the sidewalk, fitting into the residential context of the neighborhood and providing residents with privacy. Built in 2007.



Narrow-lot

Similar to a rowhouse with a narrow configuration on a separate lot and entrance on public right of way, but detached.

VARIATIONS

Live-work unit • detached rowhouse over a flat

ALSO NAMED

Skinny house

TYPICAL HOUSEHOLD

Depending on square footage, all types of households, from adults with children to single adult householder. Can be designed to accommodate a home-based business.

LOT SIZE

1,300 – 2,500 sf

DENSITY RANGE

20 - 35 per acre

SALES PRICE

\$350,000 – \$530,000

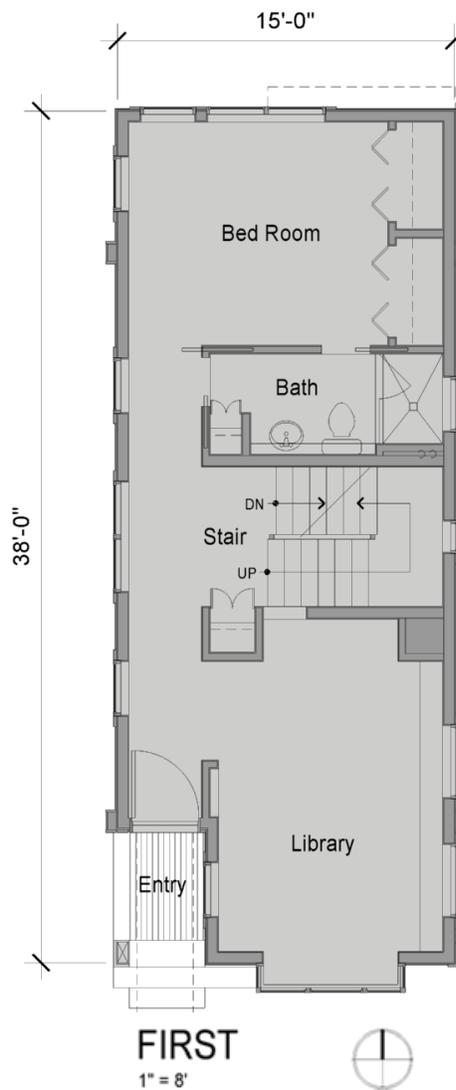
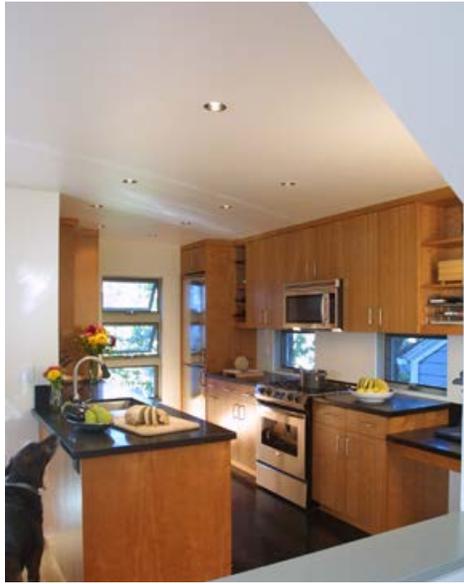
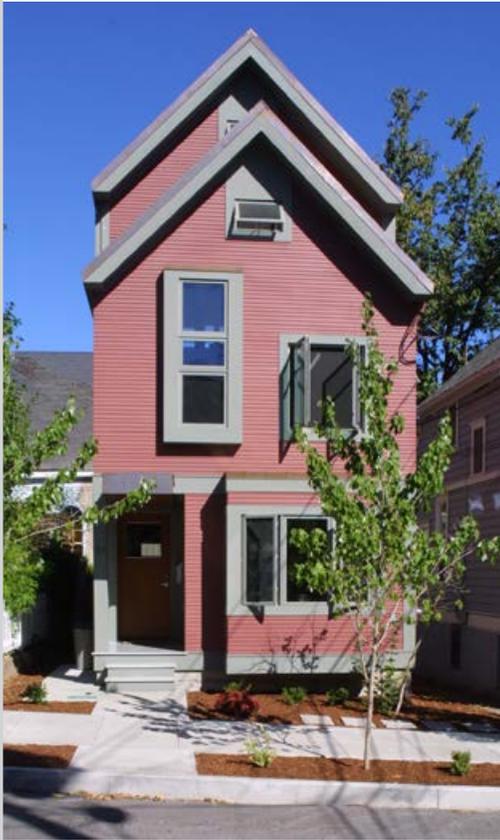
FITTING INTO THE NEIGHBORHOOD

These houses fit into neighborhoods better when garages are accessed from an alley, driveways are shared, or they do not include a built-in garage. This minimizes curb cuts and maintains continuity of the sidewalk experience, allowing the streetscape to retain maximum street trees and on-street parking spaces.

RENT VS. OWN

Usually owned

HIGGINS HOUSE



LOCATION

Lair Hill
Neighborhood

ADDRESS

21 SW Whitaker St.
Portland, OR

LOT SIZE / DENSITY

1,300 sf / 34 per acre

DWELLING SIZE

1,872 sf

RENT VS. OWN

Owned



9.

Designed by architect Bryan Higgins of SRG Partnership, this home gained recognition in a 2004 City of Portland-sponsored design competition (Living Smart) for narrow-lot homes. It was one of several plans that were preapproved and permit-ready for construction. The lot is approximately twenty-five feet wide.

LOCATION

Villebois

ADDRESS

11301 SW Barber St.
Wilsonville, OR

LOT SIZE / DENSITY

1,960 sf / 22 per acre

DWELLING SIZE

2,017 sf

RENT VS. OWN

Typically owned



10.

Three-story narrow lot home with attached garages accessed from an alley. Lots in this development are approximately thirty feet wide.



11......
Three-story narrow lot home with attached garages accessed from an alley in the rear. Lots in this development are approximately twenty-five feet wide.

LOCATION.....
Villebois

ADDRESS.....
11393 SW Barber St.
Wilsonville, OR

LOT SIZE / DENSITY.....
1,500 sf / 29 per acre

DWELLING SIZE.....
2,500 sf

RENT VS. OWN.....
Typically owned



Cottages

Small, single-level, detached units, often on their own lots and sometimes clustered around pockets of shared open space. A cottage is typically under 1,000 square feet in footprint.

VARIATIONS

Cottages in a cluster facing shared open space with parking provided in a shared surface lot • cottages with built-in garages

TYPICAL HOUSEHOLD

These small units are ideal for small households—single adults or adult and child. They offer a home ownership alternative to apartment dwelling.

FITTING INTO THE NEIGHBORHOOD

Because of their small footprint and low profile, cottages fit seamlessly into most detached single dwelling neighborhoods and are ideal for odd-shaped lots. Because they can be clustered, cottages lend themselves to sensitive sites where preserving trees and open space is a priority.

ALSO NAMED

Cottage Cluster
Pocket Neighborhood

LOT SIZE

1,200 – 2,700 sf

DENSITY RANGE

5 - 35 per acre

SALES PRICE

\$290,000 – \$450,000

RENT VS. OWN

Usually owned

SALISH POND COTTAGES



LOCATION

Salish Pond Cottages

ADDRESS

750 W. Pond Drive
Fairview, OR

LOT SIZE / DENSITY

2,700 sf /16 per acre

DWELLING SIZE

750 - 1200 sf

RENT VS. OWN

Typically owned



12.

Ten cottages on the edge of Salish pond in Fairview, Oregon. Cottages have detached parking and share one common house. Development designed by Ross Chapin Architects.

LOCATION

Green Grove
Cohousing

ADDRESS

3351 NW Thatcher Rd.
Forest Grove, OR

LOT SIZE / DENSITY

217,800 sf / 5 per acre

DWELLING SIZE

900 - 1,400 sf

RENT VS. OWN

Typically owned



13.

Two miles from downtown Forest Grove, is a development of nine units arranged around an historic farmhouse re-purposed as a common house. Other amenities include an art studio, orchard, garden, and wood shop. Construction is currently underway.



14......
Twenty-three craftsman-style cottages straddle Clinton Street, each on their own lots and each with their own front porch. Shared greens and pathways between the cottages are common space and parking is grouped along the edge of the site with one shared driveway. The project was completed in 2005.

LOCATION.....
Hastings Green
Cottages

ADDRESS.....
7055 SE Clinton St.
Portland OR

LOT SIZE / DENSITY.....
1,500 sf / 35 per acre

DWELLING SIZE.....
1,200 - 1,500 sf

RENT VS. OWN.....
Typically owned



15......
Eighteen clustered homes located three blocks from downtown White Salmon. The development features twelve different home designs in a variety of sizes. Parking is a combination of detached garages and surface parking. Pathways connect between the units. Designed by Ross Chapin Architects.

LOCATION.....
Wyer's End Cottages

ADDRESS.....
509 SE 5th Avenue
White Salmon, WA

LOT SIZE / DENSITY.....
1,900 sf / 23 per acre

DWELLING SIZE.....
500 - 1,700 sf

RENT VS. OWN.....
Typically owned

LOCATION

Points Beyond

ADDRESS

990 East Main Street
Silverton, OR

LOT SIZE / DENSITY

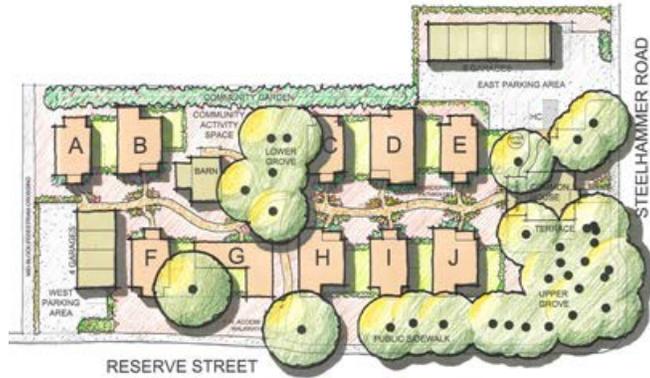
58,400 sf / 7 per acre

DWELLING SIZE

900 - 1,400 sf

RENT VS. OWN

Typically owned



16.

Points Beyond is a cohousing community of nine homes estimated to be completed by 2019. Homes will be clustered around shared open space and other shared amenities such as a common house, guest house, workshop, and community garden. Parking will be grouped in two separate areas on the site.

LOCATION

North Pocket
Neighborhood at
Rose Villa

ADDRESS

13515 SE Laurie Ave.
Milwaukie, OR

LOT SIZE / DENSITY

Not known

DWELLING SIZE

Not known

RENT VS. OWN

Not known



17.

Two new pocket neighborhoods of twenty-eight units were designed for the existing senior community of Rose Villa in Milwaukie, Oregon. One cluster consists of four buildings, one duplex and three triplexes, grouped around a community garden. Designed by Scott Edwards Architecture. This project has not yet been constructed.

TEA HOUSE COTTAGES



LOCATION

Tea House Cottages

ADDRESS

1755 Gwinn Street E
Monmouth, OR

LOT SIZE / DENSITY

3,000 sf / 15 per acre

DWELLING SIZE

1,190 - 1,750 sf

RENT VS. OWN

Owned



18.

Five cottages are clustered around a shared amenity, the “tea house”. They are part of the larger Edwards Addition development in Monmouth. Units have a single car garage and optional caregiver suite or home office space with a separate entrance, kitchen and loft.

LOCATION

Downtown Salem

ADDRESS

701 Cottage Street NE
Salem, OR

LOT SIZE / DENSITY

17,500 sf / 20 per acre

DWELLING SIZE

630 sf

RENT VS. OWN

Rented



19.

Built in 1936, eight individual single-story cottages face a shared common green on one lot. No parking is provided on site, however on street diagonal parking is adjacent to the site.



20......
Built in 1930, eight individual single-story cottages face a shared common green on one lot. Surface parking is provided on the alley side of the property. The two units closest to the alley are slightly larger than the others.

LOCATION.....
Downtown Salem

ADDRESS.....
736 Cottage Street NE
Salem, OR

LOT SIZE / DENSITY.....
14,600 sf / 24 per acre

DWELLING SIZE.....
670 - 810 sf

RENT VS. OWN.....
Rented



ADU

An ADU (Accessory Dwelling Unit) is a small living space located on the same lot as a single-family house.

VARIATIONS

Detached in the backyard • above or instead of a garage • beside, above or in the basement of the primary dwelling

TYPICAL HOUSEHOLD

These units are ideal for smaller households, single adults, two adults, or adult and children with a lower housing budget and less needs for square footage and allow households to accommodate additional relatives on-site.

FITTING INTO THE NEIGHBORHOOD

ADUs can create affordable rental opportunities without changing the character or quality of life of existing single dwelling neighborhoods.

ALSO NAMED

Laneway house
Granny flat

LOT SIZE

1,500 – 6,000 sf

DENSITY RANGE

Varies (doubles the density of an existing lot)

COST OF

CONSTRUCTION

\$80,000 – \$200,000

RENT VS. OWN

Usually rented



21......
Detached single dwelling with ADU over alley-facing attached garage, built in 1999. The ADU has a separate stair and entrance that is accessed from the alley-side of the lot.

LOCATION.....

Orengo

ADDRESS.....

1551 NE Orengo
Station Parkway,
Hillsboro, OR

LOT SIZE / DENSITY.....

3,400 sf / 26 per acre

DWELLING SIZE.....

2,417 sf

RENT VS. OWN.....

Typically rented



22......
Designed with a small footprint for an already compact backyard, this ADU has an open plan and living space. Designed by Zenbox.

LOCATION.....

Portland, OR*

LOT SIZE / DENSITY.....

~ 5,000 sf / ~ 17 per acre

DWELLING SIZE.....

460 sf

RENT VS. OWN.....

Typically rented

*Addresses have been provided for ADUs located off of a street or alley. Addresses have not been provided for backyard ADUs and house or garage conversions to protect the privacy of residents.

LOCATION

Portland, OR*

LOT SIZE / DENSITY

~ 5,000 sf / ~ 17 per acre

DWELLING SIZE

460 sf

RENT VS. OWN

Typically rented



23.

This ADU is a two-car garage conversion designed by Zenbox. A large accordion door connects the exterior with the interior, for a greater living area.

LOCATION

Portland, OR*

LOT SIZE / DENSITY

~ 5,000 sf / ~ 17 per acre

DWELLING SIZE

~ 750 sf

RENT VS. OWN

Typically rented



24.

This is an example of a freestanding accessory dwelling unit in the backyard of the primary house. The home has an open floor plan with a sleeping loft. There is a separate entrance and private patio space. Designed and built by Shelter Solutions.



25......
The corner lot of this site allows the two-story ADU to have street frontage along the side street of the main house. The backyard of the main house provides further privacy and separation between the two units.

LOCATION.....
NE Portland

ADDRESS.....
3072 NE Emerson St.
Portland, OR

LOT SIZE / DENSITY.....
4,000 sf / 22 per acre

DWELLING SIZE.....
750 sf

RENT VS. OWN.....
Rented



26......
Both the main house and the ADU have street frontage because they are on a corner lot. A large two-story window wall engages the street, and the several feet of building setback provide privacy and allow for a planted entrance area.

LOCATION.....
NE Portland

ADDRESS.....
2913 NE Going St.
Portland, OR

LOT SIZE / DENSITY.....
4,000 sf / 22 per acre

DWELLING SIZE.....
700 sf

RENT VS. OWN.....
Rented



Plexes

Multiple units inside one structure on a single lot. Usually each unit has its own entry.

VARIATIONS

Duplex (2 units) • Triplex (3 units) • Can be side-by-side, like townhouses, or stacked

ALSO NAMED

Side-by-side unit
Double-decker
Triple-decker

TYPICAL HOUSEHOLD

Depending on square footage, all types of households, from adults with children to single adult householder.

LOT SIZE

2,000 – 8,000 sf

DENSITY RANGE

15 - 45 per acre

FITTING INTO THE NEIGHBORHOOD

Plexes are often designed to look like single dwellings, and to blend in with surrounding traditional neighborhoods. This is a well-integrated and widely found historic housing type.

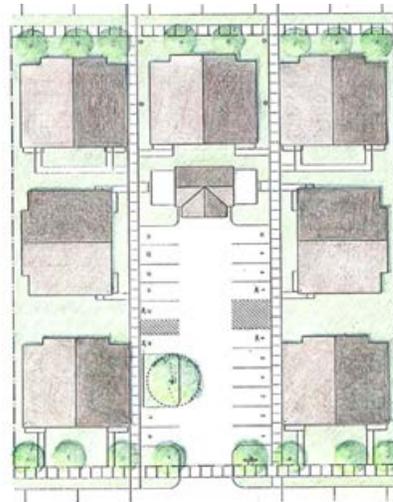
SALES PRICE

\$420,000 – \$550,000

RENT VS. OWN

Rented or owned

SHERIDAN SENIOR ESTATES



LOCATION

Sheridan Senior
Estates

ADDRESS

185 S. Sheridan St.
Mount Angel, OR

LOT SIZE / DENSITY

35,000 sf / 17 per acre

DWELLING SIZE

~ 800 sf

RENT VS. OWN

Rented



27.

Fourteen single-level two-bedroom units for seniors are arranged in a cluster of seven duplexes around a shared surface parking area. Covered entries for each unit are on opposite corners, maximizing privacy for residents. Designed by Merryman Barnes Architects.

LOCATION

Lake Oswego

ADDRESS

37 D Avenue
Lake Oswego, OR

LOT SIZE / DENSITY

8,000 sf / 44 per acre

DWELLING SIZE

~ 700 sf

RENT VS. OWN

Rented



28.

Four duplexes (eight units) with sawtooth roof forms share a courtyard/driveway with tuck-under parking. They were designed by Waechter Architecture to maximize natural light and privacy and provide unobstructed views of the Willamette River.



29......
Built in 2016, the development consists of two buildings, one duplex, and one triplex on a single tax lot. Parking is attached and accessed by an alley in the back.

LOCATION.....
Lair Hill
Neighborhood

ADDRESS.....
3312 SW 1st Avenue
Portland, OR

LOT SIZE / DENSITY.....
10,000 sf / 22 per acre

DWELLING SIZE.....
1,872 sf

RENT VS. OWN.....
Typically owned



30......
Twelve attached two-story homes are arranged around a common green and parking area. Three units are attached in four separate buildings. This project was completed in 2000 and developed by ROSE Community Development.

LOCATION.....
Cooper Street
Bungalows

ADDRESS.....
8024 SE Cooper St.
Portland, OR

LOT SIZE / DENSITY.....
27,000 sf / 19 per acre

DWELLING SIZE.....
700 - 900 sf

RENT VS. OWN.....
Typically owned

LOCATION

Downtown Salem

ADDRESS

1365 Chemeketa St. NE
Salem, OR

LOT SIZE / DENSITY

4,350 sf / 30 per acre



DWELLING SIZE

750 - 1,250 sf

RENT VS. OWN

Owned and rented

31.

Triplex converted from a single dwelling home built in 1900. The three units consist of a main two-story unit, a one-bed/one-bath attic unit as well as a lower level unit. The two upper units share entrances off the front porch and the basement unit has a separate entrance along the side.

LOCATION

Downtown Salem

ADDRESS

1393 Chemeketa St. NE
Salem, OR

LOT SIZE / DENSITY

2,500 sf / 34 per acre



DWELLING SIZE

1,200 sf

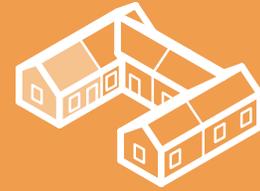
RENT VS. OWN

Typically rented

32.

This 1932 Duplex sits on a corner lot where both units face the same street. A detached two-car garage is adjacent. Entrances have a small covered area and are positioned at the corners, providing residents with maximum privacy.

Courtyard Apartment



Attached housing units arranged around a courtyard, each with its own entry or other access off of the courtyard.

VARIATIONS

Stacked (like rowhouses), and oriented to a courtyard or open space • single level and oriented to courtyard • with separate garages off of an alley or tucked under the development

TYPICAL HOUSEHOLD

These small units are ideal for small households—single adults or adult and child. They offer an alternative to apartment flats, with access to the outdoors via a front door.

FITTING INTO THE NEIGHBORHOOD

Courtyard apartment have large footprints and therefore fit in well to the edges of single dwelling neighborhoods and on major streets. They can be designed to be low in profile and to fit seamlessly into most detached single dwelling neighborhoods. Like cottage clusters, they lend themselves to sensitive sites where preserving trees and open space is a priority.

ALSO NAMED

Garden apartment

LOT SIZE

10,000 – 80,000 sf

DENSITY RANGE

10 - 75 per acre

RENTAL PRICE

Not available

RENT VS. OWN

Usually rented

Sometimes owned as condominiums

WALNUT PARK ATTACHED HOUSES



LOCATION

Walnut Park Houses

ADDRESS

416 - 512 NE
Roselawn St.
Portland, OR

LOT SIZE / DENSITY

1,300 sf / 34 per acre

DWELLING SIZE

1,400 - 1,500 sf

RENT VS. OWN

Typically owned



33.

Ten units are attached in pairs front to back, both facing the street and each on their own lot. The linear orientation of the units creates a series of internal courtyards. Surface parking is provided in groups of two between each unit.

LOCATION

Downtown Salem

ADDRESS

1245 Chemeketa St. NE
Salem, OR

LOT SIZE / DENSITY

12,800 sf / 34 per acre

DWELLING SIZE

~ 550 sf

RENT VS. OWN

Not known



34.

Ten cottages on a single lot are arranged in two groups of five around a central green. Each unit has its own covered entrance and surface parking is located in the rear. Built in 1925.



35......
Sixteen units including single dwellings, duplexes, and triplexes arranged around a shared common house and shared garden space with parking in carports along the side yard. Each unit has a porch and back patio space. Some units have ground floor bedrooms for aging in place. Developed by Orange Splot.

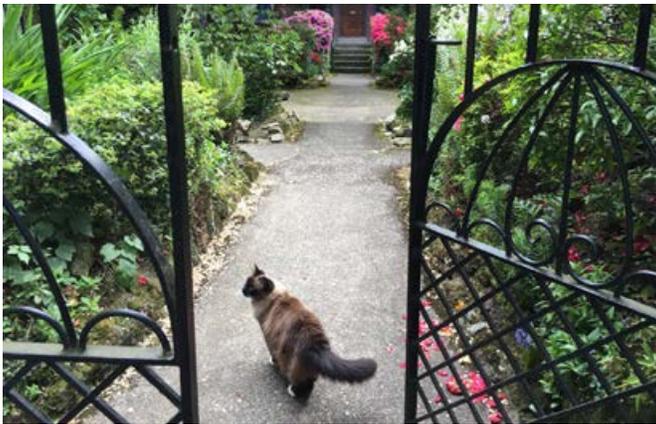
LOCATION.....
Cully Grove

ADDRESS.....
4763 NE Going Street
Portland, OR

LOT SIZE / DENSITY.....
81,000 sf / 9 per acre

DWELLING SIZE.....
1,450 - 1,870 sf

RENT VS. OWN.....
Typically owned



36......
This 1930's brick U-shaped building sits on a corner lot and has a shared internal courtyard. Units range from studios to two bedrooms and are typically owned as condominiums. There is no parking on site but it is well-located in the heart of NW Portland with easy access to many other transit options.

LOCATION.....
Patricia Court

ADDRESS.....
2182 NW Hoyt St.
Portland, OR

LOT SIZE / DENSITY.....
10,000 sf / 74 per acre

DWELLING SIZE.....
450 - 1,500 sf

RENT VS. OWN.....
Typically owned



Multi-dwelling

Stacked flats in a single building or groups of buildings on a single lot. Parking is shared, and entrance to units is typically accessed through a shared lobby.

VARIATIONS

Flats • lofts • two-level flats • split-level flats • through-building flats

ALSO NAMED

Flats
Multifamily
Apartments

TYPICAL HOUSEHOLD

Depending on square footage, all types of households, from adults with children to single adult householder.

LOT SIZE

7,200 – 320,000 sf

DENSITY RANGE

10 – 200 per acre

FITTING INTO THE NEIGHBORHOOD

Apartments vary in size and design but typically have large footprints and therefore fit in well to the edges of single dwelling neighborhoods and on major streets.

RENTAL PRICE

Varies

RENT VS. OWN

Usually rented
Sometimes owned as condominiums

JUNIPER GARDENS



LOCATION

Juniper Gardens

ADDRESS

2718 Juniper Street
Forest Grove, OR

LOT SIZE / DENSITY

165,000 sf / 12 per acre

DWELLING SIZE

900 - 1,470 sf

RENT VS. OWN

Rented



37.

Affordable housing development for farmworkers and their families. Ten buildings with four to five units in each are organized around pocket parks and a shared common building. Designed by Scott Edwards Architecture.

LOCATION

Trillium Hollow
Cohousing

ADDRESS

9601 NW Leahy Rd
Portland, OR

LOT SIZE / DENSITY

1,150 sf / 38 per acre

DWELLING SIZE

1,000 - 1,400 sf

RENT VS. OWN

Typically owned



38.

Compact co-housing community of twenty-eight units from studios to four bedrooms arranged in three stories above structured parking. Shared facilities include a common house with guest rooms, a play structure, a workshop, and a community garden.

LAIR CONDOMINIUMS



LOCATION

Lair Condominiums

ADDRESS

245 SW Meade Street
Portland, OR

LOT SIZE / DENSITY

10,000 sf / 57 per acre

DWELLING SIZE

500 - 1,300 sf

RENT VS. OWN

Typically owned



39.

Built on a steeply sloped site in the historic Lair Hill neighborhood of Portland, this design takes advantage of the topography by placing three flats on the lowest level, with ten two-story town houses above. A courtyard on the middle level provides a communal space for residents. Designed by Rick Potestio and completed in 2005.

LOCATION

Cedar Manor
Apartments

ADDRESS

2024 Hawthorne St.
Forest Grove, OR

LOT SIZE / DENSITY

65,000 sf / 19 per acre

DWELLING SIZE

600 - 1,225 sf

RENT VS. OWN

Rented



40.

Twenty-eight units in three-story buildings ranging from one to three bedrooms. Pitched roofs and the scale of the buildings fit into the context of the single dwelling residential neighborhood.



41......
 Mixed use development with three stories of residential above ground-floor retail adjacent to a plaza at the center of the Villebois development. 274 units in total range from studios to three bedrooms. Amenities include a pool, rooftop deck, garden terrace, and fitness center.

LOCATION.....
 Domaine at Villebois

ADDRESS.....
 28900 SW Villebois Dr.
 Wilsonville, OR

LOT SIZE / DENSITY.....
 61,000 sf / 194 per acre

DWELLING SIZE.....
 525 - 1,400

RENT VS. OWN.....
 Rented



42......
 One and two-bedroom apartments arranged in fifteen three-story buildings next to Salish Pond. Total number of units in the development is 203 with covered parking pavilions throughout the site. Amenities include pool and spa, club house, theatre room, and fitness center.

LOCATION.....
 Lodges at Lake Salish

ADDRESS.....
 20699 NE Glisan St.
 Fairview, OR

LOT SIZE / DENSITY.....
 322,000 sf / 27 per acre

DWELLING SIZE.....
 715 - 1,125 sf

RENT VS. OWN.....
 Rented

LOCATION

Villebois

ADDRESS

11573 SW Toulouse St.
Wilsonville, OR

LOT SIZE / DENSITY

1,050 sf / 41 per acre



DWELLING SIZE

594 sf

RENT VS. OWN

Typically rented

43.

Studio flats above parking garages, fronting on an alley in the Villebois community. Garages can be rented separately from the studio units. Each unit is accessed from an exterior stair leading to a small covered entrance.

LOCATION

Lair Hill
Neighborhood

ADDRESS

3401 SW 1st Avenue
Portland, OR

LOT SIZE / DENSITY

7,200 sf / 42 per acre



DWELLING SIZE

~ 1,000 sf

RENT VS. OWN

Rented

44.

Building takes advantage of corner lot by orienting units around the front and side, maintaining surface and tuck-under parking towards the rear. Designed by Vallaster Corl Architects in 1997, the development consists of seven one to two bedroom units in two separate buildings.



ACKNOWLEDGMENTS

Thank you to the following people and firms for assistance with project information and photographs:

- » Eli Spevak for Mason Street Townhomes (project 2) and Cully Grove (project 35).
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- » Points Beyond Cohousing Community (project 16).
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- » Potestio Studio for Lair Condominiums (project 39).



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May 20, 2019

Members of Gladstone City Council & Planning Commission:

We appreciated the opportunity to be part of the Advisory Committee process. In the ideal world, we were hoping for more time to have discussions, ask more questions, improve our understandings, and provide an opportunity for the development of a set of common recommendations which could be presented to the City leadership. Unfortunately it felt like we were left with just stating positions and didn't have time to discuss topics within the group.

As the local residents representatives on the Code Advisory Council, we have not received a lot of comments. The feed-back we have received from the community is residents

- didn't know about the code audit,
- didn't understand the impacts of the code audit,
- have concerns about higher density in residential neighborhoods and impacts on parking ,
- have concerns about keeping the character of the neighborhoods,
- have concerns about the new administrative review process, what scope of building it can be applied to (i.e. - multi-units) and level of notification and outreach or
- have concerns that the changes are benefiting outside investors at the expense of local residents

Respectfully submitted,

Randi Thomas & Liz Wease
Abernethy Neighborhood Group