



# Zoning Code Update: Code Concepts

Joint Planning Commission / City Council  
Work Session

March 15, 2022



# Agenda Overview

1. Planning Process and Community Engagement
2. Project Background
3. Draft Code Amendments
  - Proposed Amendments Overview
  - Key Changes
  - Questions and Refinements
4. Next Steps

# Project Goals

- Meet future growth needs by creating more opportunities for housing choice
- Update zoning code based on recent legislation for Middle Housing
- Involve the community and decision makers in understanding potential changes and housing needs
- Adopt new zoning requirements by June 30, 2022

# Project Process

## Project Kickoff

Summer 2021

- TAC Mtg. 1
- City Tour
- Community Engagement Strategy

## Review and Code Concepts

Fall 2021

- Summary Report
- NHAC Mtg. 1
- Code Concepts
- TAC/NHAC Mtg. 2

## Draft Amendments

Fall/Winter 2021

- Draft Code Amendments and Review
- Community Forum
- Joint NHAC/TAC Mtg.

## Review and Adoption

Winter 2022

- Joint Planning Commission/ City Council Briefing
- Revised Code Amendments
- Final Hearings

# Housing Needs Analysis (2019)

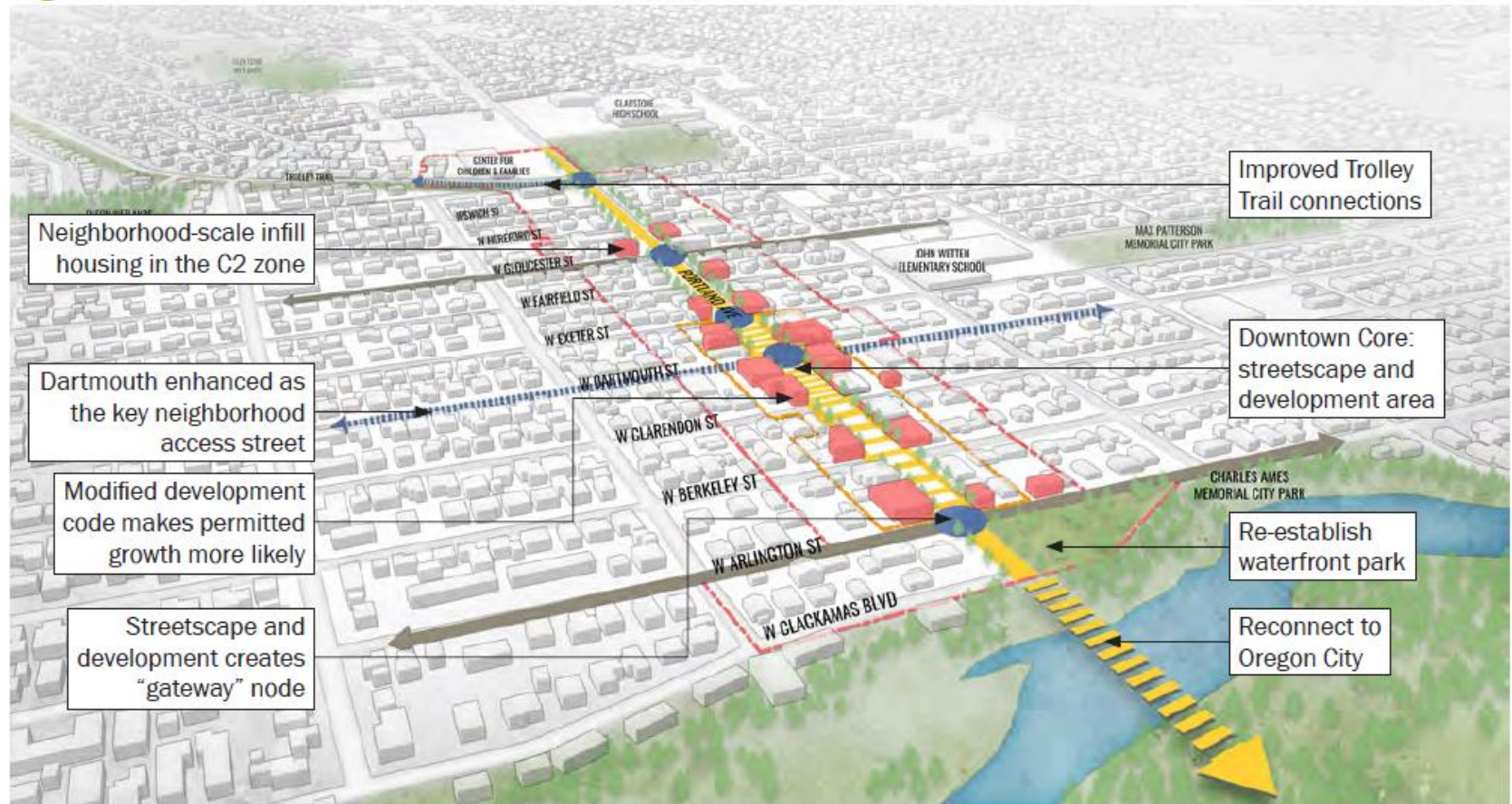
- Gladstone currently has deficits of capacity for housing in all plan designations (low, mid and high density)
- The City could allow a wider range of housing or increase the density on Low Density residential lands, or a combination

# Code Audit (2019)

- Broaden types of housing permitted in residential zones to meet housing needs
- Update review process to not impede needed housing

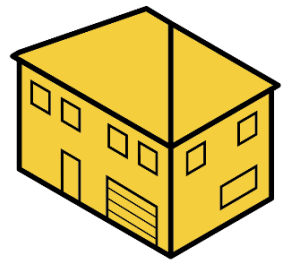
# Downtown Revitalization Plan

Figure 1: Downtown Revitalization Plan Framework



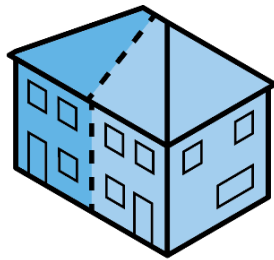
# HB 2001

## House Bill 2001 enables



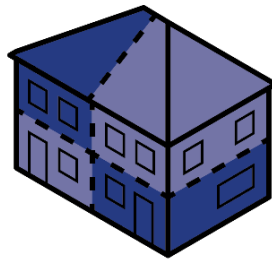
Single-Family  
Detached

in cities >10,000  
population



Duplexes  
“on each lot  
or parcel...”

in cities >25,000 population, Metro cities >1,000  
population, and urbanized portions of Metro counties

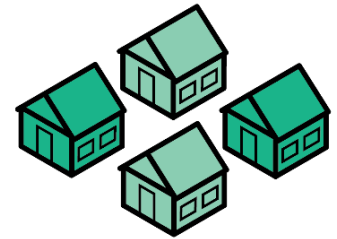


Triplexes and  
Quadplexes



Townhouses

“in areas...”



Cottage Clusters

“...that allow(s) for the development of detached single-family dwellings”

Source: DLCDC

# HB 2001

- **Duplexes:** two attached dwelling units on a Lot or Parcel.\*
- **Triplexes:** three attached dwelling units on a Lot or Parcel.\*
- **Quadplexes:** four attached dwelling units on a Lot or Parcel.\*
- **Townhomes:** dwelling unit that is part of a row of two or more attached units, where each unit is located on an individual Lot or Parcel and shares at least one common wall with an adjacent unit.
- **Cottage Clusters:** grouping of no fewer than four detached dwelling units per acre, each with a footprint of less than 900 square feet. Units may be located on a single Lot or Parcel, or on individual Lots or Parcels that include a common courtyard.

\* may include any configuration of detached or attached units



# HB 2001 Compliance Options

- Meet minimum standards of OARs:
- Adopt the Middle Housing Model Code; or
- Combination of the above.
- Large cities must develop own standards by June 30, 2022.

# Minimum Lot Size and Density

## Duplex, Triplex, Quadplex

- Duplex-Same as SF
- Tri lots under 5k = 5k
- Tri lots over 5k = SF lot size
- Quad lots under 7k = 7k
- Quad lots over 7k = SF lot size

## Townhouse

- If any- cannot be more than 1,500 sq. ft. average
- Must be on separate lot
- 20 max street frontage

## Cottage Cluster

- If <7,000 SF = 7,000 SF
- >7,000 SF = same as SFD
- Unit size max of 900 sq. ft.

# Minimum Lot Size and Density

Duplex, Triplex,  
Quadplex

- Density limit not permitted

Townhouse

- 4x max, or
- 25 du/ac (whichever is less)
- Must allow up to 2-4 (can go higher)

Cottage Cluster

- No max permitted
- Min of 4 du/ac required
- Must allow 3-8 (can go higher)

# Parking Requirements

Housing Type	No more than
Duplex	2
Townhouse	1 per unit
Triplex lots- >3k/3k-5k/<5k	1/2/3
Quadplex- >3k/3k-5k/5k-7K/<7k	1/2/3/4
Cottage Cluster	1

# Community Engagement

# Overview

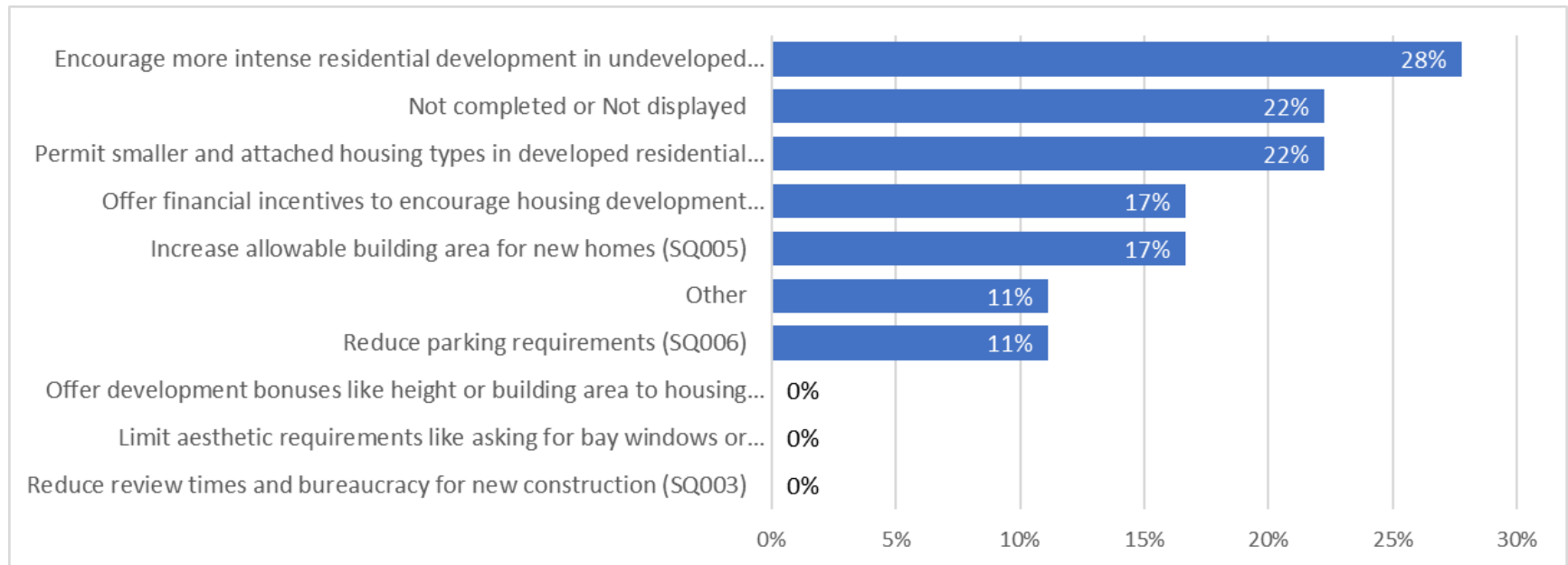
- Needed Housing Advisory Committee
  - 7 community and industry representatives
- Technical Advisory Committee
  - DLCD, Clackamas County, Metro, and City of Gladstone
- Planning Commission Meeting
- Project Webpage
- Community Survey (online)
- Online webinar

# Planning Commission (11/16/21)

- Support for needed housing, and code changes along Portland Ave.
- Housing tenure: fee simple v rental
- ADUs: increase max. size to 800 sq. ft.
- Infrastructure impacts:
  - Any new development would still need to be permitted
  - An applicant still has the burden of proof to show that infrastructure is available or will be made available to service the development.

# Survey: Middle Housing Strategies

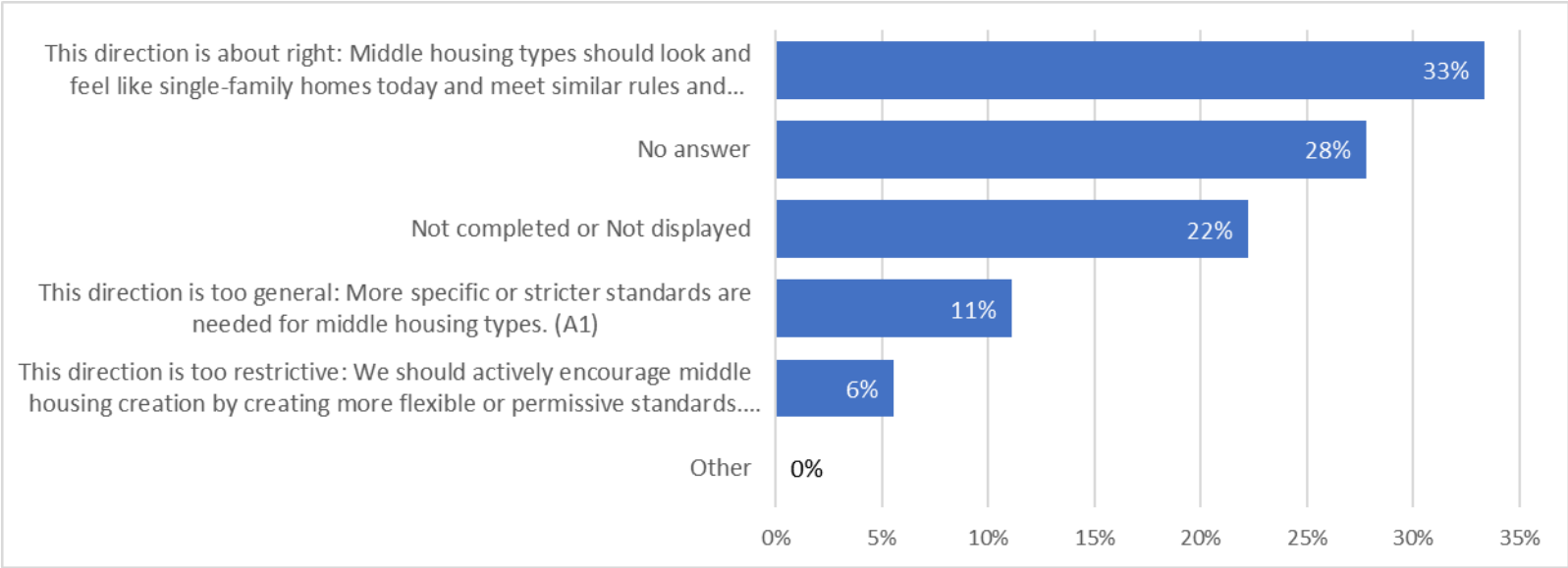
What strategies do you think will be most effective at creating positive and desirable housing opportunities for a more diverse range of households? (Select as many as apply)





# Survey: Preferences

The draft code will set standards for buildings like duplexes, triplexes, and quadplexes so that these housing types will look and feel similar to what is allowed for detached single-family houses today. These standards include things like window coverage and aesthetic features for homes, off-street parking requirements, and standards that limit how much of a lot can be covered by the main building. **Does this feel like the right path?**



# Survey: Preferences

- **Flexibility:**

- “Innovation requires flexibility in codes, but also requires buy-in by current residents.”

- **Parking:**

- “Parking should be required in some form but not necessarily off street.”
- “On street parking will limit the ability of emergency vehicles to respond in a timely manner in an emergency.”

- **Design:**

- “Height could reduce privacy of already existing homes.”

# Code Concept Objectives

1. What's Required?

2. How would it fit?

3. What changes are needed?

- What are issues or possible constraints with the development of these middle housing types in Gladstone?
- What opportunities do you see?
- What should we consider from a design perspective?

# Code Concepts



GLADSTONE  
ZONING CODE UPDATE  
NHAC/TPL MTG 12.10.21

OPPORTUNITY  
MODERNIZE  
STANDARDS

COMMUNITY  
LIVABILITY  
ACCESSIBILITY  
MANAGE  
DEVELOPMENT  
EXPECTATIONS

AFFORDABILITY

## C.O.B.E. CONCEPTS

- KAREN - NHAC
- TED - METRO
- JOHN - CITY CONSULT.
- JACQUES - CITY
- LIZ - NHAC
- STEPHANIE - NHAC
- TONI - NHAC
- SEAN - CITY
- ETHAN - CDD
- STEPHAN - NHAC
- JAY - COUNTY
- JOAN - NHAC



- GOOD OPTION FOR GLADSTONE
- COTTAGE CLUSTER
  - MAX. SIZE INTENDED TO KEEP BLDGS SMALL
- INFRASTRUCTURE & UTILITY CAPACT
  - NEW RULES 'ALLOW' MIDDLE HOUSING - NOT PERMITTING
- LACK OF DEVELOPABLE LAND IS CONSTRAINT
- POTENTIAL FOR FEEDBACK MUST ACCORD PARKING
- DESIGN STANDARDS
  - AVOID TALL SKINNY DESIGN

- ADA ACCESSIBILITY IS IMPORTANT
  - LOOK FOR DESIGN STANDARDS THAT WILL MAKE HOLDING ADA ACCESSIBLE
- ON-STREET PARKING
  - COULD BE LIMITED IF NO OFF-STREET
  - GOOD TO REQUIRE FOR ADU
- REQUIRED PARKING
  - CITY CAN REQUIRE UP TO ONE
  - APPLICANT CAN CHOOSE MORE

- ALLOWING ADU'S
  - LIMITED TO ADD S.F.
  - PLANNING COM. LOOKING AT INCREASING S.F.
- CONVERTING SFD HOME TO DETACHED DUPLEX
  - COULD ENCOURAGE RETAINING EXISTING HOME WHILE ADDING NEW UNIT
- CITY NEEDS TO CLARIFY MAINT./INVT. REQUIREMENTS FOR COTTAGE CLUSTER
- ENCOURAGE VARIATION IN DESIGN
  - ROOF TYPES
  - DIFFERENT HOUSING STYLES

# Code Concept Outcomes

- Require minimum parking standards
  - Concern about on-street parking credit
- Allow detached and attached middle housing types
- No maximum density standard for cottage clusters
- Flexibility in design standards for ADUs
  - Do not allow ADUs for plexes

Questions?

# Draft Code Amendments

# Zoning Code Chapters

- 17.06 - Definitions
- 17.10 - R-7.2 Single Family Residential
- 17.12 - R-5 Single Family Residential
- 17.14 - MR Multi Family Residential
- 17.38 - Planning Unit Development
- 17.48 - Off-Street Parking and Loading
- 17.62 - Mobile Home Park
- 17.76 - Exceptions (nonconforming development)
- 17.80 - Design Review



# Definitions

- HB 2583: Removed references to familial and nonfamilial relationships
  - Family > Household
- HB2001: Added Middle Housing definition
  - Duplex, Triplex, Townhouse Project, Cottage Cluster
  - Multi-household now defined as 5 or more households within a building
- Distinguished differences between
  - Home for the aged
  - Hospitals
  - Nursing Home
- Clarified Large Scale Planned Unit Development

# Res. Districts Amendments

- “Family” *changed to* “Household”
- Addition of “Middle Housing” as a permitted use
- Max. ADU square footage: 800
- Min. Lot Area: Middle Housing separated out from Multi-Household and proposed min lot areas

# Multi-Household Res. District - Amendments

- HB 2001 is not required
- Duplexes, Triplexes, Quadplexes, Townhomes, and Cottage Clusters are listed out but not as “Middle Housing” as defined
- Separate Min Lot Areas are applied but keep to the original intent of the chapter
  - Duplexes and triplexes allowed on a 3,000 SF

# Parking - Amendments

- “Middle Housing” is added to the existing residential parking standards.
- A minimum of 1 parking space per dwelling is required for all housing types.
  - Removes the existing 1.5 parking spaces requirement for duplexes
- On-street parking is allowed as a credit to off-street parking
  - Must be where **on-street parking is allowed**, along the unit’s **frontage**, and cannot be reserved for individual units and **available to the general public**
- Design Review Standards (Table 1): amended to allow for more flexibility

# Other Amendments

- Section 17.76.020 Nonconforming Uses
  - Both destroyed nonconforming single household and multi-household dwellings are allowed to be rebuilt within the same structure footprint without an additional approval process
- Section 17.62.070 Mobile home park
  - Side and rear setbacks defined (5 ft from adjoining space).

Questions?

# Next Steps

# Future Amendments

- Expediated land divisions for middle housing (SB 458): allows lot divisions for middle housing that enable them to be sold or owned individually.
- Downtown Revitalization Plan zoning amendments:
  - Permit certain middle housing types
  - Provide clear and objective standards
  - Revise parking standards based on HB 2001 and DT Plan
- Comprehensive Plan amendments



# Next Steps

- Code Amendment Refinements
- Planning Commission Hearing: 4/19/22
- City Council Hearing: 5/10/22



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