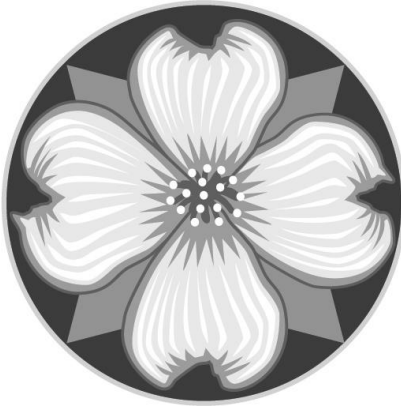




Work Session

WS

Milwaukie City Council

COUNCIL WORK SESSION

City Hall Council Chambers
10722 SE Main Street
www.milwaukieoregon.gov

AGENDA

MAY 21, 2019

Note: times are estimates and are provided to help those attending meetings know when an agenda item will be discussed. Times are subject to change based on Council discussion. **Page #**

- 1. Cottage Cluster and Accessory Dwelling Unit Study Update (4:00 p.m.)** **1**
Staff: Alma Flores, Community Development Director, and
Denny Egner, Planning Director
- 2. Council Input on Legislative and Regional Issues (5:15 p.m.)**
Staff: Kelly Brooks, Assistant City Manager
- 3. Adjourn (5:30 p.m.)**

Americans with Disabilities Act (ADA) Notice

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Executive Sessions

The City Council may meet in Executive Session pursuant to ORS 192.660(2); all discussions are confidential and may not be disclosed; news media representatives may attend but may not disclose any information discussed. Executive Sessions may not be held for the purpose of taking final actions or making final decisions and are closed to the public.

Meeting Information

Times listed for each Agenda Item are approximate; actual times for each item may vary. Council may not take formal action in Study or Work Sessions. Please silence mobile devices during the meeting.



COUNCIL WORK SESSION

City Hall Council Chambers
10722 SE Main Street
www.milwaukieoregon.gov

MINUTES

MAY 21, 2019

Mayor Mark Gamba called the Council meeting to order at 4:03 p.m.

Council Present: Council President Angel Falconer; Councilors Lisa Batey Wilda Parks, Kathy Hyzy

Staff: Assistant City Manager Kelly Brooks	Community Development Director Alma Flores
City Attorney Justin Gericke	Development Manager Leila Aman
City Engineer Steve Adams	Planning Director Denny Egner
City Manager Ann Ober	Public Works Director Peter Passarelli
City Recorder Scott Stauffer	Senior Planner David Levitan

Introduction of New City Engineer

Mr. Adams introduced himself and the group welcomed him to Milwaukie.

1. Cottage Cluster and Accessory Dwelling Unit (ADU) Study Update

Mr. Egner introduced Alex Joyce and Garlynn Woodsong with Cascadia Partners. He provided an overview of the cottage cluster project and noted that draft code language had been presented to staff and a working group. He and **Ms. Ober** asked for Council feedback on the draft code language and general direction of the project.

Mr. Joyce provided an overview of previous Council conversations about the project and noted the status of the study. He explained that cottage clusters were one type of missing middle housing. **Councilor Batey** and **Mr. Woodsong** discussed different housing types and lot ownership.

Mr. Joyce noted the impact of policy changes on housing affordability. He reviewed key points for cluster housing code changes, that included allowing detached cottage homes in all residential zones, regulating building form rather than density, reducing setbacks and parking requirements, and reducing or waiving fees. He and **Mr. Woodsong** provided a cluster housing proposal and discussed home size related to housing costs.

Councilor Parks noted that the proposed cottage cluster home sizes of up to 1,600 square feet were larger and more expensive than she had expected. The group discussed home sizes in relation to price and the housing demand for all income levels.

Mr. Joyce discussed structure separation and setback requirements. **Mayor Gamba** and **Mr. Joyce** discussed fire code regulations for space separation. **Mayor Gamba** noted his concerns about livability for housing units that are close together. The group discussed the proposed cottage cluster layout and diagram.

Mayor Gamba suggested that the study discussion would have been better if it had been done during a joint session with the Planning Commission. **Mr. Egner** noted conflicting schedules and that there was time to continue the discussion. **Councilor Hyzy** asked if multiple mock-ups could be designed to help visualize different versions of cottage cluster developments.

The group noted that they had more questions and agreed to continue the housing discussion and skip agenda item 2.

The group discussed parking and **Mr. Joyce** explained the proposed parking standards. The group discussed on-street angled parking and head-in parking.

Mr. Joyce reviewed the proposed standards for the cluster housing code. **Mayor Gamba** wondered how cottage homes could be made affordable and still be attractive for developers. **Council President Falconer** and **Councilor Hyzy** noted the structure and benefits of cottage cluster developments.

Mr. Joyce and the group discussed vegetated areas and tree coverage standards. **Councilor Hyzy**, **Mr. Egner**, and **Mr. Levitan** discussed lot coverage maximum sizes in different residential zones.

Councilor Batey asked how to spot zone a certain site to get development moving. **Mr. Egner** discussed the process and noted it could be one option among others.

Mr. Joyce provided an overview of ADUs and reviewed the key proposals for ADU code language. The group discussed the suggested restriction of allowing two ADUs per residence. **Mayor Gamba** and the group discussed system development charges (SDCs) and street improvement requirements that are triggered by ADUs. **Mr. Joyce** noted their recommendation was to allow both one internal and one external ADU per primary home. The group discussed the ability to allow two external ADUs per home. **Councilor Hyzy** noted that including a lot coverage percentage could be a useful code tool. **Mr. Joyce** said they would research some options and get back to Council.

Mr. Joyce explained the qualities of carriage houses. **Mr. Woodsong** explained the proposed standards for carriage houses.

Ms. Ober asked if Council needed more discussion time. **Councilor Batey** noted that **Mr. Woodsong** and **Mr. Joyce** would be at the June 25 Planning Commission meeting. The group discussed next steps in the project. **Mayor Gamba** noted that Council could attend the upcoming Planning Commission meeting. **Mr. Egner** and **Ms. Ober** listed the housing projects the city was currently working on.

2. Council Input on Legislative and Regional Issues (removed from the agenda)

It was noted that Council had received an update on pending state legislation via email.

3. Adjourn

Mayor Gamba adjourned the Work Session at 5:46 p.m.

Respectfully submitted,



Amy Aschenbrenner, Administrative Specialist II



CITY OF MILWAUKIE

Memorandum

To: City Council
From: Alma Flores, Community Development Director
CC: Ann Ober, City Manager
Date: May 20, 2019
Re: Community Development Department Projects - City Council Update for May 21, 2019 Council meeting

Community Development/Housing/Economic Development ▪ Milwaukie Housing Affordability Strategy • Housing related events • New Staff! ▪ Flower Baskets ▪ South Downtown • Business Support During Construction ▪ Coho Point at Kellogg Creek ▪ Dogwood Park Framework Plan	Building ▪ April 2019 in review
Planning ▪ Comprehensive Plan ▪ Land Use/Development Review: • City Council • Planning Commission ▪ Design and Landmarks Committee	Engineering ▪ Traffic Control ▪ Engineering Projects

COMMUNITY DEVELOPMENT/ECONOMIC DEVELOPMENT/HOUSING

Milwaukie Housing Affordability Strategy

- Unite Oregon is holding an event at the **Wichita Center** on May 23 and June 20— "Our Housing, Our Communities! In Clackamas County/¡Nuestras Viviendas, Nuestras Comunidades!" Come learn about basic renter's rights, what affordable housing is and the Clackamas County Housing Bond. Free childcare, food, interpretation and raffle. Space is limited, so please register to hold your seat!
https://www.uniteoregon.org/clackco_may_event
- New Staff! Erin Maxey will be the city's next Housing and Economic Development Coordinator. We said our best wishes to Valeria Vidal back in April who joined Metro's Housing Bond team. Erin has worked for Habitat for Humanity for 7 years and brings a wealth of affordable housing knowledge. Erin's first day is May 23!

Downtown Flower Baskets

- Milwaukie Floral will be providing flower baskets for Main Street again this year. Flower baskets will be in place by the end of the week of May 20th.

South Downtown

- The next project phase has commenced. Washington street is closed westbound. Demolition of sidewalks and roadway will be complete by 5/4. New curbs will start going in, followed by sidewalks then road reconstruction.
- Updates to the SODO website, new pedestrian wayfinding will be implemented as part of this effort. Staff are also going to be adding creative signage downtown to help advertise local businesses during construction. Signs for the Painted Lady are already in place.
- Staff hosted a coffee with Staff at the Painted Lady on April 18th and again on May 10th at Rhost to provide information to the public and answer questions. Staff will be hosting another coffee at the Painted Lady in July.
- Staff continue to attend the Historic Milwaukie NDA and DMBA meetings.
- Weekly updates to the South Downtown subscriber continue to be sent every Thursday to ensure that community members have the most up to date information.
- Staff have also developed a parking map for the downtown that illustrates where parking is currently closed and have provided additional permit parking to make up for permit parking lost due to construction. Staff are updating the parking map as the project moves into the next phase.
- Staff have developed a pedestrian way finding map for the traffic control changes and have posted it to the SODO website. New post cards have been printed and will be distributed to local businesses. New way finding signs have also been created to help pedestrians navigate SODO during construction.
- Visit the South Downtown website for up-to-date information:
<https://www.milwaukieoregon.gov/southdowntown>
- Business Support During Construction
 - A new business spotlight is now featured on the SODO website— www.milwaukieoregon.gov/southdowntown.

Coho Point at Kellogg Creek

- The design team has completed 100% Schematic Design and the construction team is doing the initial pricing on the project. The team had intended to attend to Historic Milwaukie NDA meeting in June but that is postponed until September to allow the team to price and revise the design if needed once costs have been evaluated.

Dogwood Park Framework Plan

- CD staff is working with NCPRD to execute an intergovernmental agreement to proceed with a framework plan for Dogwood Park. NCPRD is still reviewing the IGA. Once received the City will work with Lango Hansen to execute a contract.

PLANNING

Comprehensive Plan Update

- The City Council and Planning Commission are scheduled to hold a joint session to review draft hosing policies on May 21. The Comprehensive Plan Advisory Committee (CPAC) is scheduled to meet on May 23 to complete their review of the policies.
- The CPAC is scheduled to meet on June 3 to continue their review of Block 3, which covers public facilities, urban design, environmental quality, and natural resources.

Land Use/Development Review¹

- Planning Commission
 - CU-2019-001 – On May 14, the Planning Commission approved a conditional use

request to allow Radiant Yoga to offer yoga classes as part of its overall professional/business office operation in the Business Industrial zone at 4000 SE International Way (Suite F202).

- CSU-2019-002 – On May 14, the Planning Commission approved a major modification to the Milwaukie High School's community service use approval to allow conversion of the existing tennis courts at Willard St and 25th Ave into a 30-space parking lot to serve the school, with a condition to ensure replacement of an existing privacy fence on the adjacent condominium property to the south. This project is part of the larger campus renovation currently underway.
- VR-2019-003 – A Type III building height variance application to allow a 5-story building as part of a multi-family development on the McFarland site at 37th Ave was reviewed by the DLC on May 6, who recommended approval. The public hearing with the Planning Commission has been scheduled for May 28.
- VR-2019-004 – David Mealey of Milwaukie Hardwoods and the Milwaukie Wellness Center has submitted a Type III variance application for relief from several limitations of the Home Occupation standards. The application has been deemed incomplete; revisions were received on May 13 and are under review.

Design and Landmarks Committee (DLC)

- The DLC reviewed a proposed height variance for a multifamily development on the McFarland property and sent a recommendation of approval to the Planning Commission. The group suggested the Commission consider requiring that the 3 large gable ends of the proposed 5-story building be modified to reduce the massing and visual impacts. The DLC's next meeting is June 3, 2019, when it will continue its work to update the Downtown Design Review process.

BUILDING

April 2019 in review:

	Valuation of permits issued:
New Single Family – 3	\$1,021,339
New ADU issued – 0 issued	\$0
Solar 4 Issued	\$87,000
Residential Alterations/Additions –6 issued	\$175,556
Commercial new - 0 issued	\$0
Commercial Alterations –14 issued	\$2,293,530
Demo's –1 issued	

Total number of permits issued (Structural, Mechanical, Plumbing, Electrical)
164

Total number of Inspections performed (Structural, Mechanical, Plumbing, Electrical)
336

ENGINEERING

Traffic Control: NO NEW UPDATES

Engineering Projects:

Ardenwald SAFE:

- Contract deadline was extended to June 30, 2019. The extension was to complete the path paving. All other project work has been completed.

Sellwood SAFE:

- The project is almost completed. Contractor is working through remaining punch-list items.

Linwood Avenue SAFE:

- The contract for design has been awarded to Harper Houf Peterson Righellis. ODOT has awarded the City a grant of \$1,152,330 from the Safe Routes to School (SRTS) program. Surveying, utility locations, and traffic counts will be done May - June 2019.

COUNCIL STAFF REPORT**OCR USE ONLY****To:** Mayor and City Council**Date Written:** May 13,
2019

Ann Ober, City Manager

Reviewed: Alma Flores, Community Development Director, and
Denny Egner, Planning Director**From:** Alma Flores, Community Development Director, and
Garlynn Woodsong and Alex Joyce, Cascadia Partners**Subject:** **Cottage Cluster Feasibility Study and Accessory Dwelling Unit Code Audit
Project Update #2**

ACTION REQUESTED

Receive update from Cascadia Partners and city staff on the cottage cluster feasibility study and accessory dwelling unit (ADU) code audit project.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

In 2017, the Metro Council awarded the city an Equitable Housing Planning and Development (EHPD) grant of \$65,000 for the cottage cluster feasibility analysis study to help the local implementation of projects that remove barriers to development of affordable housing. In March 2018, the city selected Cascadia Partners as the consulting firm to implement the scope of work of the feasibility study over the next year and half. Subconsultants and project advisors included Opticos Design, leading experts on missing middle housing, CNU-Cascadia, a regional chapter of the Congress for the New Urbanism (CNU), and Eli Spevak, owner of Orange Splot, a local leader in the development of cottage clusters and ADUs. In late fall of 2018, the city requested that the consultants include an ADU code audit as part of the work being undertaken. The scope of the study was meant to provide a rapid assessment of the existing zoning code standards related to ADUs and to develop recommendations aimed at enabling the development of more cost-effective ADUs. Key areas identified for evaluation included parking, street/sidewalk improvement requirements, system development charges (SDCs), and building code obstacles.

In July 2018, Council adopted the Milwaukie Housing Affordability Strategy (MHAS) that included the following six short term action items to be completed at the end of the cottage cluster feasibility study and ADU code audit:

- 1.4.4 Identify zoning code fixes that could alleviate the time and cost of development.
- 1.8 Explore rightsizing parking requirements for ADUs, cottage clusters, tiny homes, etc.
- 1.9 Explore incentivizing/encouraging ADU and cottage cluster development.

- 1.9.2 Explore what other cities have implemented for easing the development requirements for ADU's, etc.
- 1.9.3 Partner with community banks or credit unions to create a loan product with favorable terms, like lower interest rates and fees.
- 1.9.6 Revise the zoning code and other development standards to facilitate the creation of ADUs. Convene a group of subject matter experts (SMEs) to discuss the ADU work to be undertaken in the following months.

What are Missing Middle Housing, Cottage Clusters, and ADUs?

“Missing Middle Housing” refers to housing product types that fall into the gap between single-family residences and mid-rise apartment buildings. Missing middle housing is smaller scale and more compatible with single family neighborhoods. Examples of middle housing include ADUs, duplexes, triplexes, fourplexes, townhomes, and other types of low-scale development that can provide more than one housing unit per lot.

A cottage cluster can be defined as a grouping of small, single family dwelling units clustered around a common area. The shared common area and coordinated design between the dwelling units can make it compatible to low density neighborhoods, yet less expensive than traditional single-family housing. Cottage housing provides a degree of privacy but also can contribute to a sense of community.

An ADU is a small, self-contained residential unit 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 of the main home. An ADU may be created as a separate unit within an existing home (i.e., an attic, basement, or garage that is part of a home), an addition to the home (i.e., separated apartment unit with separate entrance), or in a separate structure on the lot (converted garage).

ANALYSIS

At the April 16, 2019 presentation before the Planning Commission and Council on the status of the cottage cluster feasibility study and ADU code audit, we heard feedback that the general direction of each effort was on the right track. Since that presentation, the consultant met with the ADU work group (ADUWG) and has prepared an initial draft of code amendments for both the cottage cluster and ADU zoning code sections. As of the date of this report, staff has begun its review of the draft code. The ADUWG and staff have identified several key issues that deserve additional discussion. These are described below:

ADUs

1. Number: Allow two ADUs per residential property with one internal to the primary house and one in a detached structure. Allow all units to be rental units. Current code allows one ADU per dwelling provided that the property owner resides in one of the units.
2. Square Footage: Through a Type I administrative review, allow ADUs to be 900 square feet in size or allow them to occupy an entire level or floor of the primary unit, up to

1200 square feet. A 15% size bonus is proposed where the main floor of the ADU meets accessibility standards of the Fair Housing Act. Current code allows an ADU up to 600 square feet through the Type I process and an ADU of 600 to 800 square feet through the Type II process (administrative review with notice and an opportunity for a hearing at the Planning Commission).

3. Setbacks: Allow detached ADUs to be at the same height as the base zone when base zone setbacks are met. Allow ADUs to have five feet setbacks to side or rear property lines when the height of the unit is 15 feet or under. Require a Type II process for ADUs with a three-foot setback and a height of 15 feet or less. Current code limits ADU height to two stories or 25 feet with any ADU over one story or 15 feet to be reviewed through the Type II process.
4. Carriage House: Allow an ADU to be located above a garage (a carriage house). Allow the carriage house to have maximum height of 18 feet and be set back between zero and eight feet from the property line. Current standards require garages to be set back 20 feet from the property line and limit the garage door width to no more than 40% of the street facing facade.
5. Parking: Eliminate off-street parking requirements for ADUs. Allow an ADU to occupy the required off-street space for the primary unit where street frontage improvements with on-street parking are provided. Current code requires one off-street space per unit. Note that spaces in the front yard (i.e., in-front of garage) are not considered legal off-street spaces.

Cottage Cluster Development

1. Zoning: Allow cottage cluster development in all residential and mixed-use zones including low density zones (R-10, R-7, and R-5). Current code limits cottage cluster development to medium and high-density zones.
2. Location-based standards: Vary the standards for cottage cluster development based on location rather than strictly on zoning. Allow higher concentration of units in “transit-connected” locations (low density zones within a ¼ mile walk of transit) and in mixed-use and multi-family areas. Current code does not include location-based standards.
3. Density: Allow the number of units to be determined by the various development standards (maximum building footprint, height, setbacks, and lot coverage) rather than density standards. Current code limits cottage cluster development to 12 units regardless of the zone and lot size.
4. Unit size: Allow a maximum average floor area per home of 1200 square feet with a maximum allowable floor area of 1600 square feet. Allow building footprints of 1000 square feet in low density areas and 1200 square feet in transit connected, multi-family and mixed-use areas. Current code limits total floor area to 1000 square feet and total footprint to 700 square feet.
5. Height: Allow two-story units in low density neighborhoods, two and a half- story units in transit connected areas, and three-story units in multi-family and mixed-use areas.

Current code limits height to 18 feet with buildings having 6/12 sloped roofs permitted to reach 25 feet at the peak of the roof.

6. Unit Separation: Allow units to be up to four feet apart in low density areas and attached in transit-connected, multi-family, and mixed-use areas. Current standards require a separation of 10 feet between units.
7. Lot Coverage and Vegetated Area: Allow maximum lot coverage (building coverage) and minimum vegetated area to be at the following percentages:

	Low Density Neighborhoods	Transit -Connected Areas	Multi-family and Mixed-use areas
Lot Coverage	50%	55%	60%
Vegetated Area	35%	30%	25%

Current code requires a maximum lot coverage of 40% for cottage cluster development.

8. Rear and Side Yard Setbacks: Allow five foot setbacks to side and rear yard property lines except that in R-10, R-7, and R-5 zones require a 10 foot setback for structures over 15 feet in height. Current code requires a 20 foot rear yard setback for all development in the R-10, R-7, and R-5 zones with side yards ranging from 10 feet to 5 feet depending on the zone. The current cottage cluster code requires a minimum seven and a half feet rear yard setback and a five feet side yard setback.
9. Parking: Allow required off-street parking to be dependent on the location. Require one space per unit in low density neighborhoods, 0.5 space per unit in transit-connected areas, and 0.25 space per unit in multi-family and mixed-use areas. Also allow on-street parking along an improved frontage to count for required off-street parking. The current standard is one space per unit.

Staff requests that Council consider the recommendations described above and provide guidance as to whether the changes proposed by the consultants should be brought forward as code amendments through the public hearing process. Key items for discussion should include:

- Number of ADU units allowed per primary dwelling
- ADU carriage house concept
- ADU parking
- Cottage cluster unit size
- Cottage cluster unit separation
- Cottage cluster setbacks
- Cottage cluster parking reductions

BUDGET IMPACTS

The noted work has been budgeted and staff does not know of any additional costs other than staff time to implement.

WORKLOAD IMPACTS

Community development staff meet regularly to coordinate and provide feedback to the consultants as well as participate in all outreach activities.

COORDINATION, CONCURRENCE, OR DISSENT

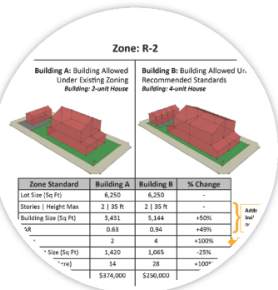
The community development director and planning director concur with this staff report.

STAFF RECOMMENDATION

Staff recommends that Council receive the update, ask clarifying questions of consultants and staff, and provide general guidance.

WS 1. 5/21/19
Presentation

Cottage Cluster Housing Feasibility and Accessory Dwelling Unit (ADU) Studies



Moving from
Policy to Practice



Orange Splot

City Council,
May 21, 2019

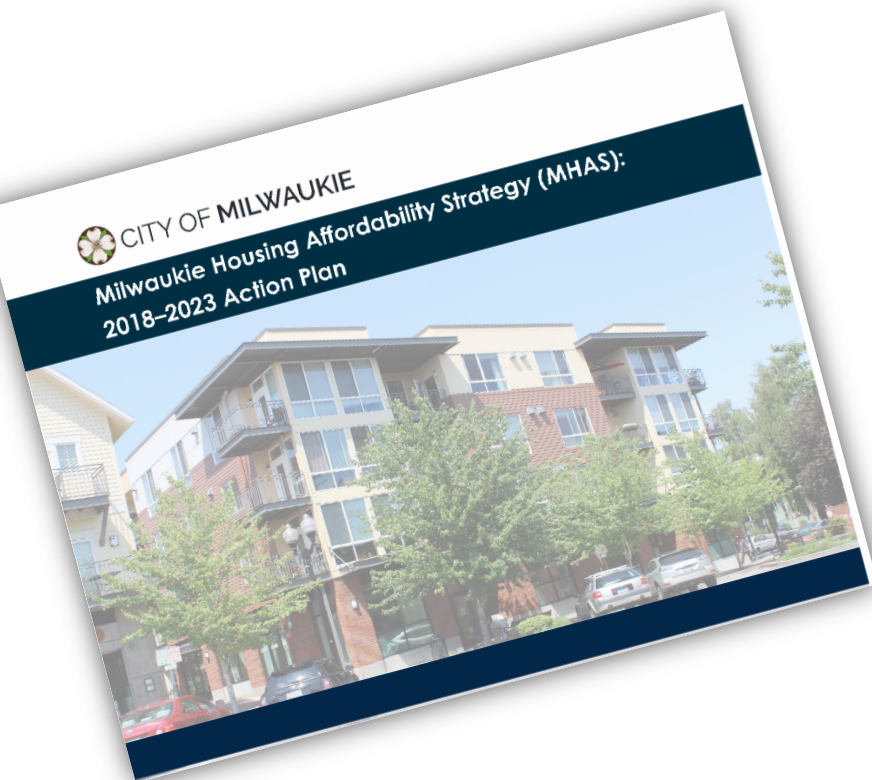




Milwaukie Cottage Cluster & ADU Studies

Project Overview:

Strategies for Workforce housing



Part of a Range of City Initiatives to Address Affordable Housing:

- Missing middle housing
 - Cottage clusters
 - Smaller, more affordable units
 - Density in a house form
 - Fits neighborhood context
 - Diversity of housing options
 - Affordability at multiple price points
-

An aerial architectural rendering of a cottage cluster development. The image shows numerous small, two-story houses with gabled roofs, porches, and fences, arranged in a dense, grid-like pattern. The houses are rendered in a light blue and white color scheme. The title "COTTAGE CLUSTER STUDY" is overlaid in the center in a large, bold, black sans-serif font.

COTTAGE CLUSTER STUDY



Project Approach - ~1 Year Process



Phase 1:
Learn

Phase 2:
Design

Phase 3:
Implement

Cottage Cluster

A Missing Middle Housing Type

- Smaller, more affordable units
- Density in a house form
- Fits neighborhood context
- Features central common area



MissingMiddleHousing.com is powered by Opticos Design.
Illustration © 2015 Opticos Design, Inc.





Bungalow Court

- Price Point: \$135-450k / home
- Size: ~575-2,600 sq ft / home, plus porch
- Density: 16-24 DU/acre
- Structure type: detached single family home



Townhome Court (High)

- Price Point: \$100-150k / home
- Size: ~800-900 sq ft / home, plus porch
- Density: 19-35 DU/acre
- Structure type: attached single family home

Note: *This case study project was built in 1999 by Rose CDC to provide affordable entry-level townhomes; prices thus do not reflect today's for-profit development economics.*



CLUSTER HOUSING CODE PROPOSAL



Impact of Policy Changes on Affordability

	Zone Standards	Sales Price Per Unit	# of Units	Monthly Mortgage Payment	Monthly Rent Per Unit
LESS AFFORDABLE ↑ ↓ MORE AFFORDABLE	Standard single-family home	\$575,800 (181% AMI)	1	\$2,473	\$3,361 (180% AMI)
	Current cottage cluster standard	\$334,000 (107% AMI)	4	\$1,434	\$2,900 (155% AMI)
	Remove density limit	\$231,000 (82% AMI)	5	\$992	\$2,061 (110% AMI)
	Reduce setbacks and separation standards	\$216,300 (77% AMI)	7	\$929	\$1,888 (101% AMI)
	Reduce private and shared yard standards	\$207,100 (74% AMI)	8	\$889	\$1,773 (95% AMI)
	Allow on-street parking to count	\$202,100 (72% AMI)	9	\$868	\$1,674 (90% AMI)
	Increase height to two full stories	\$199,600 (71% AMI)	10	\$857	\$1,643 (88% AMI)
	Allow attached unit types	\$191,000 (68% AMI)	15	\$820	\$1,538 (82% AMI)

Milwaukie Cluster Housing Code

Key Points

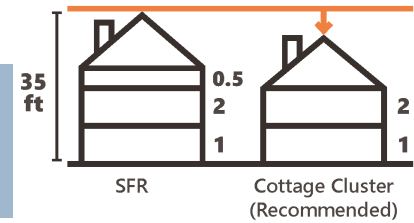


- **No silver bullets** for affordability
 - Requires **multiple changes** to achieve workforce housing prices
 - Allow detached version in **all residential** zones
 - Allow attached buildings **near transit** and commercial areas
 - Regulate building **form rather than density**
 - **Reduce setbacks** and open space requirements
 - **Reduce parking** and on-site circulation requirements, add bicycle parking
 - **Reduce or waive fees**, such as SDCs and Frontage Improvement Fees
-



Cluster Housing Proposal:

Home Size: Drives home price



Home Type	Home Size	% of Homes in Cluster	# of Homes by Type	Home Price	Monthly Mortgage	MFI Purchase Affordability
4 Bedroom	1,600	30%	3	\$512,000	\$2,199	118%
3 Bedroom	1,300	30%	3	\$453,725	\$1,944	104%
2 Bedroom	950	20%	2	\$341,876	\$1,468	79%
1 Bedroom	700	20%	2	\$248,500	\$1,067	57%
Avg. Home Size	1,200	100%	10	\$386,459	\$1,660	89%

PROPOSED STANDARDS:



- Big House Price: \$576,000
- 2,350 Sq Ft
- 4 BR / 2.5 Bath



- Cottage Price: \$200,000
- 620 Sq Ft
- 2 BR / 1 Bath

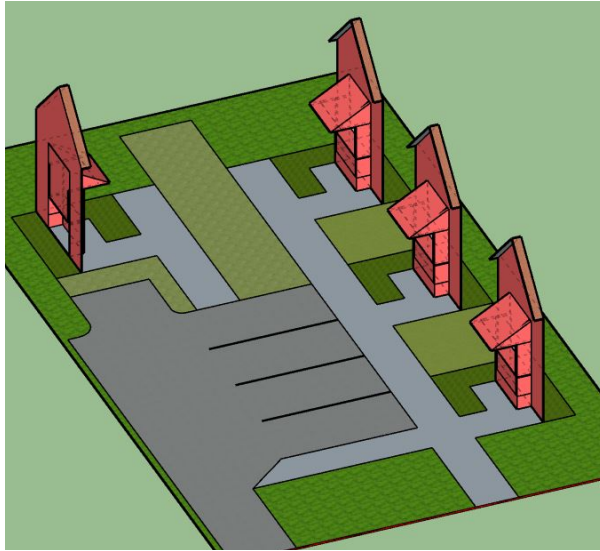
Standard	Low-density n'hoods	Transit-conct'd locations	C and MF zones
Home size			
<i>Building footprint max</i>	1,000 sf	1,200 sf	1,200 sf
<i>Max floor area per home</i>	1,600 sf		
<i>Max avg floor area per home</i>	1,200 sf		



PAUSE & REVIEW: Home Size Proposal



Home Separation and Setbacks: Requirements impact developability

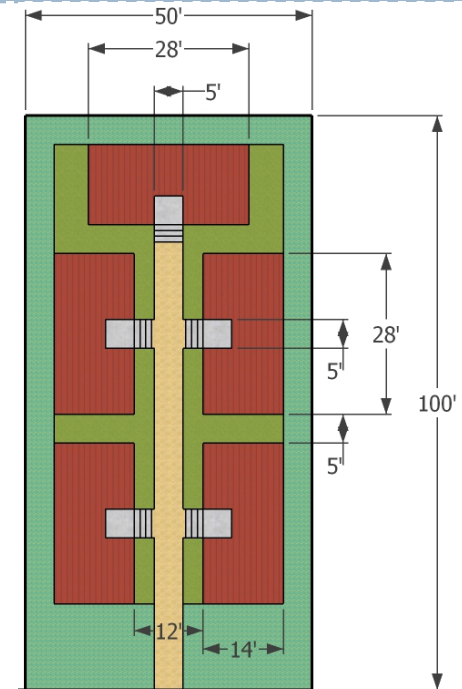


Existing Code:

1. Front site setback: 15 ft
2. Side site setbacks: 5 ft each side
3. Rear site setback: 15 ft
4. Space between homes: 10 ft
5. Min. front yard depth: 10.5 ft
6. Min. rear yard depth: 7.5 ft
7. Cottage other setback: 5 ft
8. Min. private open space per cottage: 100 sq ft
9. Min. length of all sides of private open space: 10 ft
10. Min. common open space area per cottage: 100 sq ft
11. Min. length of one side of common open space: 20 ft

PROPOSED STANDARDS:

- 15' front setback for Cottage Cluster
- Allow walkways, sidewalks, porches, steps, ramps, drive aisles and retaining walls in the front setback
- Allow parking, steps, ramps, drive aisles and retaining walls in the side and rear setbacks



Proposed New Code:

1. Front site setback: 15 ft
2. Side site setbacks: 5 ft each side
3. Rear site setback: 5 ft
4. Space between homes: 4 ft
5. Min. common open space area per home: 100 sq ft
6. Min. common open space dimensions: 12 x 20 ft



PAUSE & REVIEW: Home Separation and Setbacks Proposal





- Allow **parking to be provided on-street** if possible
- Allow **head-in or angled parking** to be used to increase the amount of on-street parking (*if this fits within the ROW width*)
- Do **not require any additional parking for ADUs** (*that are provided as an accessory to a primary home of a cottage cluster*)
- Allow the **sidewalk to intrude into the front setback** (*to make room for angled on-street parking*)
- **For lower-density neighborhoods:** Require 1.0 auto parking space per primary home
- **For transit-connected locations:** Require 0.5 auto spaces per primary home
- **For commercial and mixed-use zones:** Require 0.25 auto spaces per primary home
- Require **1.5 dry, secure bicycle parking spaces and 0.5 visitor bicycle parking space** for every home (*4 primary homes + 4 ADUs, 8 total, would need 12 dry + secure and 4 visitor bicycle parking spaces*)
- Allow secure, dry bicycle parking facilities to be provided **within** residential units



PAUSE & REVIEW: Parking Proposal



Milwaukie Cluster Housing Code

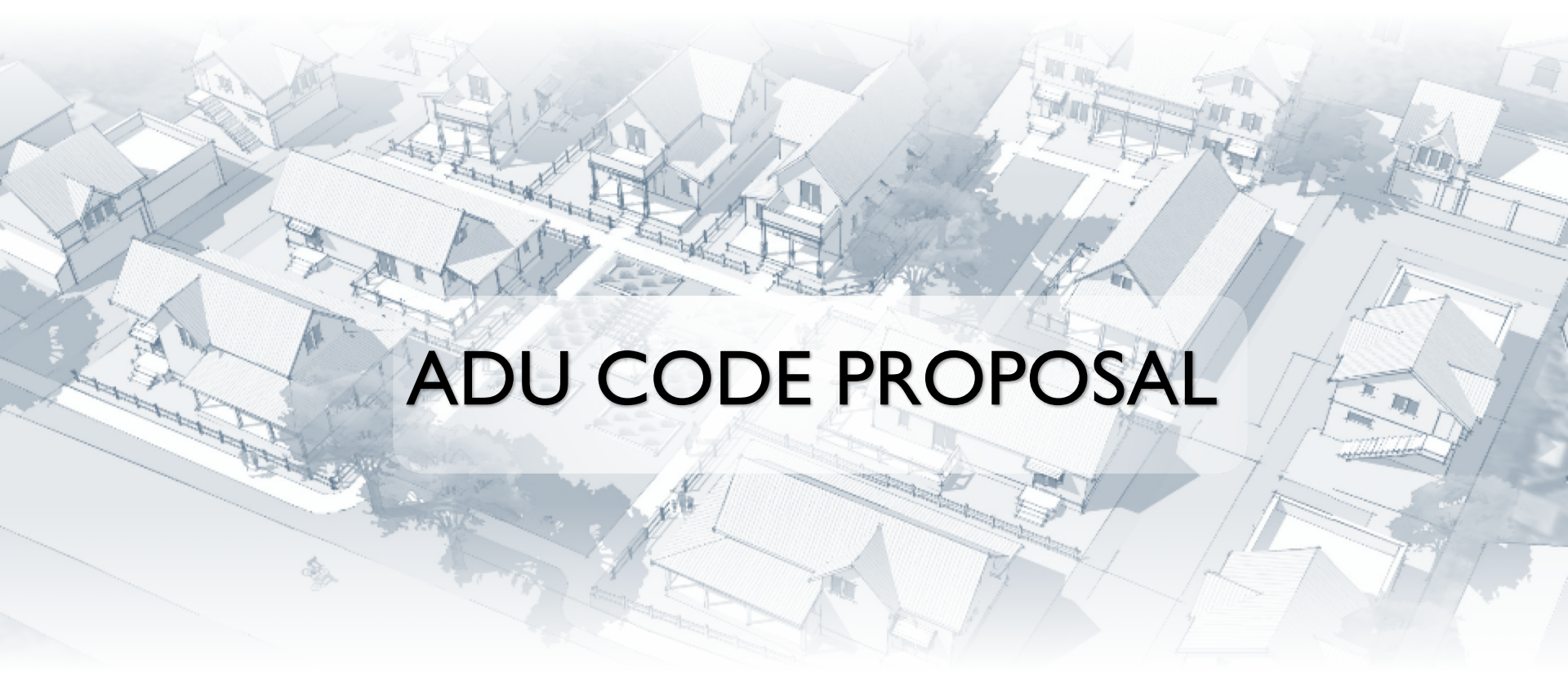
Proposed Standards

Standards	Low-density neighborhoods	Transit-connected locations	Commercial and multifamily zones
Home types			
Buiding types allowed	Detached	Attached	Attached
Home size			
Building footprint maximum	1,000 sf	1,200 sf	1,200 sf
Max floor area per home	1,600 sf		
Max average floor area per home	1,200 sf		
Height			
Max # of stories	2	2.5	3
Max structure height between 5 & 10 ft of rear lot line	15 ft		
Max height to eaves facing common green	1.618 times the narrowest average width between two closest buildings		
Setbacks, separations, and encroachments			
Separation between homes (minimum)		0 ft	0 ft

Milwaukie Cluster Housing Code

Proposed Standards (con't)

Standards	Low-density neighborhoods	Transit-connected locations	Commercial and multifamily zones
Side and rear site setbacks	5 ft		
Front site setback (min.)	15 ft	10 ft	0-10 ft
Front site setback (max)	20 ft		
Lot Coverage, Impervious Area, Vegetated Area			
Lot coverage (max)	50%	55%	60%
Impervious area (max)	60%	65%	70%
Vegetated site area (min)	35%	30%	25%
Tree cover (min @ maturity)	40%		
Community and common space			
Comm. bldg. footprint (max)	1,500 sf	2,000 sf	3,000 sf
Parking			
Auto parking spaces per primary home (min)	1	0.5	0.25
Dry, secure bicycle parking spaces per home (min)	1.5		
Guest bike spots/home (min)	0.5		



ADU CODE PROPOSAL



Milwaukie ADU Study

What is an ADU?

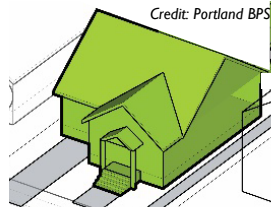
- An **Accessory Dwelling Unit (ADU)** is a self-contained home on same property as a primary home
- ADUs can be **detached, attached, or internal** to the primary home
- Opportunity to diversify the housing market within existing neighborhoods
- Can match peoples' needs at different life stages and incomes – not everyone needs or can afford a large single family home
 - Allow age in community
 - Allow supplemental income
- Also known as **granny flats, carriage houses, in-law units, backyard cottages**, and other names



Impact of Policy Changes on ADU Affordability

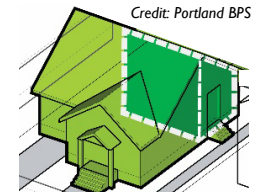


Credit: Portland BPS



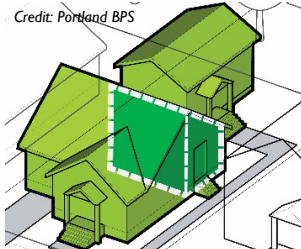
House

Credit: Portland BPS



House + 1 ADU
(internal)

Credit: Portland BPS



House + 2 ADUs
(internal + external)

LESS
AFFORDABLE



MORE
AFFORDABLE

Cost Per Unit

Housing Situation

Monthly Rent
Per Unit

\$575,800

Standard single-family home

\$0

\$395,300

Single-family home

\$0

\$195,800

Attached ADU

\$1,160

(62% AMI)

\$395,300

Single-family home

\$0

\$195,800

Attached ADU

\$1,160

(62% AMI)

\$240,600

Detached ADU

\$1,780

(95% AMI)

Remove Parking Requirement

\$395,300

Single-family home

\$0

\$195,800

Attached ADU

\$1,130

(60% AMI)

Remove Parking Requirement; Remove SDCs

\$395,300

Single-family home

\$0

\$184,800

Attached ADU

\$1,040

(56% AMI)

\$217,800

Detached ADU

\$1,660

(89% AMI)

Milwaukie ADU Code

Key Proposals



- Allowing **two ADUs per primary residence**: most significant change to enable ADUs as workforce housing strategy
 - **Reducing SDCs for ADUs** is the second most effective strategy
 - **Reducing parking requirements** is critical on smaller / more constrained sites
 - **Review process should be streamlined** for ADUs to allow permit approval by right as Type I review as long as ADU meets size and other code restrictions
 - **Ease design limitations**, including height and location, to allow ADUs on more sites
 - **Owner occupancy restrictions** should be reconsidered to allow more rentals
 - **Max sizes of ADUs** in relationship to primary units should become simple max ADU sizes to allow ADUs on sites with small primary units
-



Number of ADUs allowed: Expand to two per primary home

Expand number of ADUs per primary home with minimal impact on lot or neighborhood:

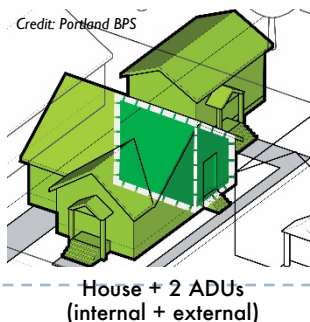
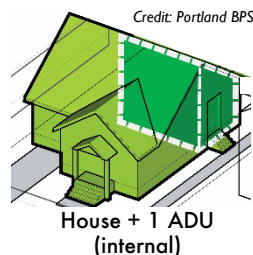
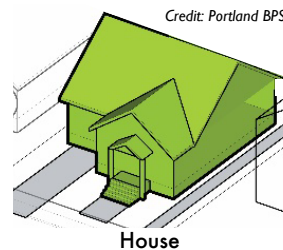
- 1 main house
- 1 main house + 1 ADU
- 1 main house + 2 ADUs

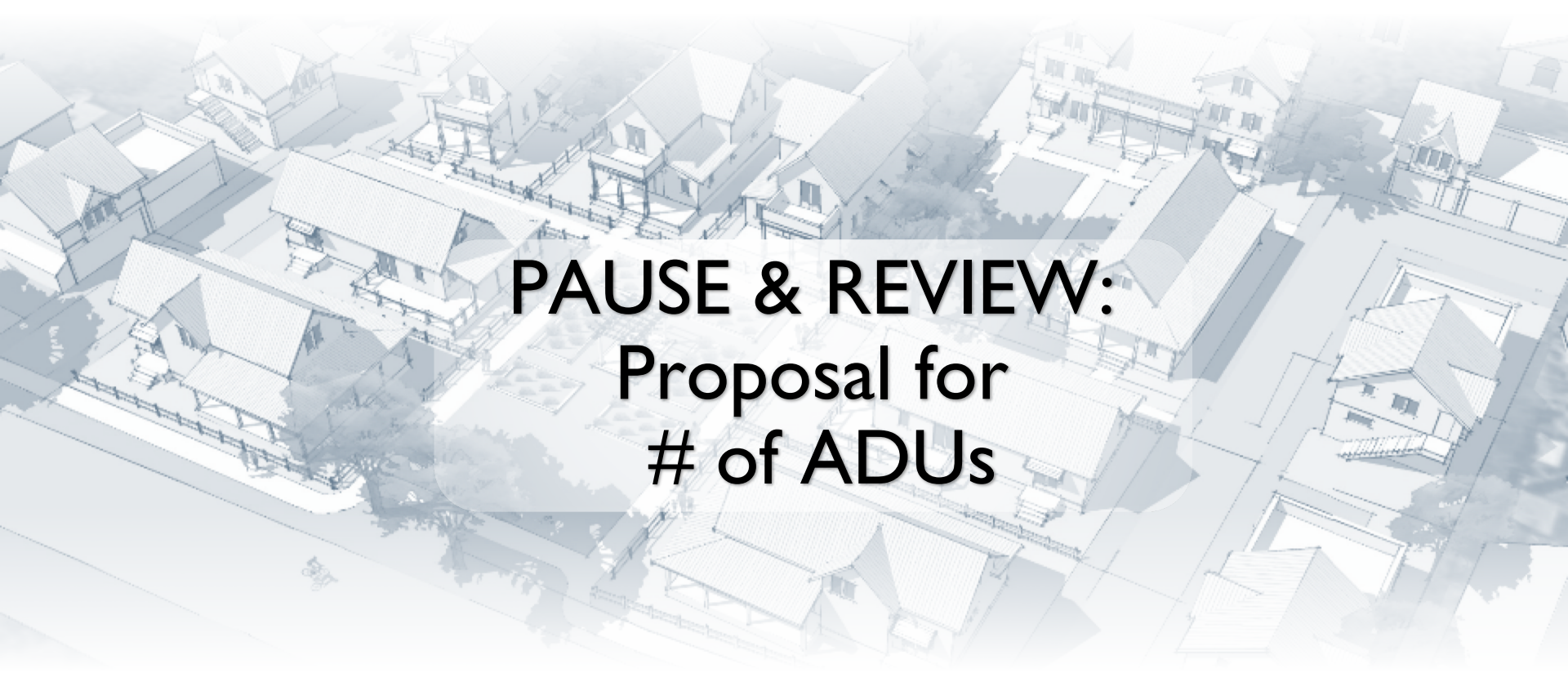
Questions:

- Allow 2 ADUs of any type?
 - 2 internal?
 - 2 external
 - 1 internal + 1 external?

PROPOSED STANDARD:

- 1 internal + 1 external





PAUSE & REVIEW: Proposal for # of ADUs



Carriage House Concept: Allow transition to traditional neighborhood feel

Existing Code: ADU Location

- Not within 40 ft of front lot line
 - 10 ft behind required front yard
 - Type I Review: Same setbacks as base zone
 - Type II Review: 5' side/rear setbacks
-
- ADUs located at the street property line above a garage: “carriage houses”
 - These can reduce the impact of the automobile on the private yard, making more room for non-auto uses



PROPOSED STANDARDS:

- Allow Carriage Houses within 0 to 8 ft of the street property line
- Carriage House height limits:
 - To peak of roof: 18 ft
 - To mid-point of roof: 15 ft
- Carriage House width limits:
 - 30% of the lot frontage (including all attached decks, staircases)
- Allowed encroachments:
 - Decks, porches, eaves: up to the sidewalk line



PAUSE & REVIEW: Carriage House Proposal



Parking Standards: Enable ADUs on constrained sites

Existing Code: ADU Parking

- 2 parking spaces required for any home with an ADU (1 for the home, 1 for the ADU)

Discussion:

- Parking requirements drive up ADU costs, limit feasibility on small sites
- **DLCD** recommends: not requiring parking for ADUs

PROPOSED STANDARDS:

- Don't require off-street parking for ADUs
- If an ADU replaces the only off-street parking space for a primary dwelling unit, allow for **on-street parking** to count towards required if frontage is improved
- Require **1.5 secure, dry + 0.5 guest bicycle parking spaces** for each home on a site, including primary and accessory homes



Question:

- Is it fair to require frontage improvements if on-street parking is used to replace required off-street parking for the primary home?



PAUSE & REVIEW: Proposed ADU Parking Standards



Milwaukie ADU Proposal

PROPOSED STANDARDS

Standard	ADU: Type I Review	ADU: Type II Review
Maximum Structure Footprint	900 sq ft, or up to the same footprint size as the primary structure, whichever is less.	
Maximum Structure Height	Same as base zone height. 15' if within setbacks but at least 5' from side or rear lot line. 18' for carriage homes.	Same as Type I, or 15' if a ADU is proposed for within setbacks with any portion between 3 ft and 5 ft of a side or rear property line.
Required Side/Rear Setback	5'	3'
Required Front Setback	10' behind front yard as defined in Section 19.201, unless located at least 40' from the front lot line; Zero if fronting onto an alley or street and where a garage is proposed for the first floor of an ADU.	
Lot coverage	10% bonus above base zone	
Tree cover (min @ maturity)	40%	
Required Street Side Yard	Base zone requirement for street side yard, unless fronting onto an alley or side street, in which case 0'.	

Cottage Cluster Housing Feasibility and Accessory Dwelling Unit (ADU) Studies



Orange Splot

City Council,
May 21, 2019



Scott Stauffer

From: Kelly Brooks
Sent: Tuesday, May 21, 2019 9:35 AM
To: _City Council
Subject: Tonight's State and Regional Update

Mayor and Council,

I have to leave right at 5:30 this evening to pickup Sylvia from aftercare before they close at 6:00. Since time is tight, I wanted to give you a quick email preview now so that if you have questions you can email me in advance.

Session Dates

The next deadline is 5/24 when all bills have to have had a work session in their 2nd Chamber. Bills in Ways and Means are still alive.

Bills of Interest

- HB 2001(Middle Housing) – waiting for a hearing in Ways and Means
- HB 2007 (Diesel) – (5/15) referred to Ways and Means.
- HB 2020 (Cap and Trade)– 5/17 Referred to Ways and Means
- HB 3099 (Happy Valley)- Dead.

Regional

- I have forwarded Nicole Perry's name to Metro for the T2020 committee. I sent an email to a larger group that included your suggestions last week. A couple folks expressed interest but the meeting location (likely Clackamas County offices or Harmony campus) and aggressive schedule made it challenging for some. One great name is all we needed and I know that Nicole will represent Milwaukie well.
- We are in the midst of drafting an application to Metro's Regional Flexible Fund Allocation (RFFA) program which is due at the end of June. Alta planning is helping us with the application. I will be requesting a letter of support from Council and the County for the application.

Sincerely,

KELLY BROOKS

Assistant City Manager
503.786.7573
City of Milwaukie
10722 SE Main St • Milwaukie, OR 97222