

Note: Anyone wishing to speak at any Planning Commission meeting is encouraged to do so. If you wish to speak, please rise and, after you have been recognized by the Chair, give your name and complete address for the record. You will then be allowed to speak. Please note that the public testimony may be limited by the Chair and normally is not allowed after the Public Hearing is closed.

**ASHLAND PLANNING COMMISSION
STUDY SESSION
AUGUST 23, 2016
AGENDA**

- I. **CALL TO ORDER:** 7:00 PM, Civic Center Council Chambers, 1175 E. Main Street.

- II. **ANNOUNCEMENTS**

- III. **AD-HOC COMMITTEE UPDATES**

- IV. **PUBLIC FORUM**

- V. **DISCUSSION ITEMS**
 - A. Cottage Housing Ordinance.

- VI. **ADJOURNMENT**

**CITY OF
ASHLAND**



In compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please contact the Community Development office at 541-488-5305 (TTY phone is 1-800-735-2900). Notification 48 hours prior to the meeting will enable the City to make reasonable arrangements to ensure accessibility to the meeting (28 CFR 35.102-35.104 ADA Title 1).

Memo

DATE: August 23, 2016
TO: Ashland Planning Commission
FROM: Brandon Goldman, Senior Planner
RE: Cottage Housing Standards

SUMMARY

Prior to adopting the land use ordinance in December 2014, the City Council deleted the section on cottage housing and referred the item back to the Planning Commission for further review. The original draft included cottage housing as a special use and a set of development standards. The Council had concerns with the proposed ordinance including the square footage and height restrictions for cottages, allowing cottages in the R-1-10 zone, and the separation requirement between cottage developments.

At a study session on n April 26, 2016 the Planning Commission reviewed the prior draft of the ordinance and discussed land availability, applicable zones, unit sizes, and density allowances relating to the development of cottage housing developments.

BACKGROUND

The attached draft includes amendments to the cottage housing ordinance originally drafted in 2014 and presented to the Commission in April of this year.

- In review of the available buildable lands Staff determined that there is limited opportunity for cottage housing developments in R-1-10 zones. Additionally the existing densities permitted in multi-family (R-2, R-3) and suburban residential zones (R-1-3.5) would already permit a cottage housing development. As such the proposed cottage housing development standards would only apply within the R-1-5, NN-1-5, and R-1-7.5 single family zones,
- The prior draft proposed a density bonus allowing two cottage units in place of each single-family unit allowed if the development meets a set of site and building design standards. In lieu of a density bonus approach, the revised version now provides a Cottage Housing development density table that stipulates the minimum lot size needed for 4, 5 & 6 unit developments, and establishes a new base density for projects that are 7 units or larger. This clarified density table provides for developments on small lots, and ensures cottage housing projects could be developed consistent with the performance standards chapter for larger properties.
- The prior draft stipulated that cottage housing development be at least 1,000 feet from any other cottage housing developments. In reviewing the Buildable Lands Inventory for R-1 zones (map attached) it appears that with the exception of lands outside the city limits, the existing distribution of developable lots sizable enough for a cottage housing developments of 4 cottage units or more largely addresses the intent to avoid clustering such developments. In the case of lands outside the



city limits annexation approval would be necessitated, and this review process will afford a higher level of discretion in evaluating a proposed cottage housing residential development.

- Consistent with the original draft, developments must include a minimum of four and a maximum of 16 cottages.
- The prior draft proposed a maximum gross floor area for a cottage as 800 square feet. As currently proposed the ordinance would stipulate that at least 75% of the units be less than 800sq.ft., but would allow larger units provided the total average unit size of all units on the property not exceed 1000 square feet. This provision allows greater flexibility to let a developer decide how to divide up the building area into a mix of some larger and smaller units, yet retaining the overall scale of a cottage housing development.
- Consistent with the original draft the maximum height remains 18', with a maximum roof peak of 25', and a 1.5 story limit.
- Up to two cottages can be attached.
- Lot coverage must meet the requirements of the underlying zone.
- The parking provisions have been amended from the original draft to require:
 - 1 parking space for units of less than 500 square feet,
 - 1.25 parking space for units greater than 500 square feet but less than 800.
 - 1.5 parking space for units greater than 800 square feet but less than 1000.
- Parking is consolidated in a surface parking or common structure.
- Unless a street connection is on the Street Dedication Map or is determined to be essential for the function of the transportation system, the approval authority may reduce or waive the requirement to install public streets if the development meets connectivity and block length standards by providing public access for pedestrians and bicyclists connecting the public street to adjoining properties.
- A minimum of 20 percent of the total lot area is required as common open space, and each cottage must have at least 200 square feet of usable private cottage space.
- The original draft included a number of specific design standards relating to the aesthetics and orientation of the cottage housing units. The draft currently proposed retains the street facing façade, separation, and orientation standards, but eliminates the design standards relating to covered porches, exterior trim elements, and minimum eave sizes. Eliminating these design standards will provide for greater design flexibility within a cottage housing development.

Policy Objectives

To provide alternative types of housing for small households; provide high quality infill development which maintains traditional cottage amenities and proportions and contribute to neighborhood character; efficiently use residential land supply; and meet regional plan commitment to accommodate future population growth within the City's existing boundaries.

The City Council adopted new goals since the adoption of the reformatted and amended land use ordinance in December 2014. The following items are goals and objectives from the Council's most recent effort, "Ashland 2020," that potentially relate to cottage housing.

- *Support and promote, through policy, programs that make the City affordable to live in. Pursue affordable housing opportunities, especially workforce housing. Identify specific incentives for developers to build more affordable housing. (high priority for 2015-2017)*



- *Support land-use plans and policies that encourage family-friendly neighborhoods. Draft pocket neighborhood code that allows for the construction of small scale, cottage housing projects.*

The City adopted a new chapter in the Ashland Comprehensive Plan in 2012 to incorporate the applicable portions of the adopted the Greater Bear Creek Valley Regional Plan. As a part of the regional planning process, six of the seven communities identified areas outside their respective urban growth boundaries (UGB) for future growth. However, the City of Ashland did not identify UGB expansion areas and committed to evaluating innovative land use strategies to accommodate future residential and employment growth within the City's existing boundaries. The Ashland Comprehensive Plan includes the following performance indicators in the Regional Plan Element.

- *Reach density of 6.6 dwelling units per acre for land in the UGB that is annexed or offset by increasing the residential density in the city limits.*
- *Achieve targets for dwelling units and employment in mixed-use/pedestrian-friendly areas.*
- *Participate in a regional housing strategy that strongly encourages a range of housing types.*

Other related goals and policies in the Ashland Comprehensive Plan include the following.

- *Ensure a variety of dwelling types and provide housing opportunities for the total cross-section of Ashland's population, consistent with preserving the character and appearance of the city. (Housing Element)*
- *Encourage the development of private common open space area in new residential developments to offset the demand for additional public parks. (Parks, Open Space, and Aesthetics Element)*
- *Maintain and improve Ashland's compact urban form to allow maximum pedestrian and bicycle travel. (Transportation Element)*

Comments

Cottage housing developments are a group of small homes oriented around an open space that are pedestrian-oriented and minimize the visibility of off-street parking by providing a consolidated parking area.

Cottage housing is considered an innovative housing type that provides opportunities for creative, diverse, and high quality infill development that preserves the scale and character of existing single-family neighborhoods. Cottage housing offers a choice for those wanting to remain in a single-family neighborhood and desiring home ownership, and the units are of a size and function suitable for a single person or small families. Cottage housing is generally considered more affordable because of small unit and lot sizes.

ATTACHMENTS

Cottage housing ordinance, August 2016 draft

BLI Map for R-1 properties with 2 unit or greater development potential.



18.2.3.090 Cottage Housing in R-1 and NN-1 Zones

A. Purpose and Intent.

1. Support the local and regional growth management goal of more efficient use of city residential land. Cottage housing may allow higher residential density than is normally allowed in the underlying zone. This increased density is possible with smaller than average home sizes, clustered parking, and site design standards that promote compatible infill development.
2. Support the Comprehensive Plan goal of affordability, innovation, and variety in housing design and site development; and a variety of housing choices to meet the needs of a population diverse in age, income, household composition, and individual needs.
3. Provide opportunities for an alternative type of housing for small households.
4. Provide opportunities for high quality infill development which maintains traditional cottage amenities and proportions and contribute to the overall community character.
5. The cottage housing development design standards contained in this section are intended to create a small community of cottages oriented around open space that is pedestrian-oriented and minimizes the visibility of off-street parking.

B. Applicability and General Requirements

1. R-1 Zones. In the R-1-5 and R-1-7.5 zones cottage housing developments are subject to review through chapter 18.3.9 Performance Standards, and shall meet the requirements of subsection 18.2.3.090.C, below.
2. R-1-3.5, R-2 and, R-3 Zones. In the R-1-3.5, R-2 and R-3 zones, cottage housing developments are subject to review through chapter 18.5.2 Site Design Review, and are exempt from the development standards in subsection 18.2.3.090.C, below.
3. NN -1 Zones. In the NN-1-5 zone cottage housing developments are subject to review through chapter 18.3.9 Performance Standards and chapter 18.3.4 Normal Neighborhood Plan, and shall meet the requirements of subsection 18.2.3.090.C, below.
4. NN -1-3.5 and NN-2 Zones. In the NN -1-3.5 and NN-2 zones cottage housing developments are subject to review through chapter 18.5.2 Site Design Review and chapter 18.3.4 Normal Neighborhood Plan, and are exempt from the development standards in subsection 18.2.3.090.C, below.

C. Development Standards

Cottage housing developments in the R-1 and NN-1 zones shall meet all of the following requirements.

1. Cottage Housing Density. In cottage housing developments, the permitted number of units and minimum lot areas shall be as follows.

Table 18.2.3.090 – Cottage housing development density						
Zones	Minimum number of cottages per cottage housing development	Maximum number of cottages per cottage housing development	Minimum lot size to accommodate 4 cottages	Minimum lot size to accommodate 5 cottages	Minimum lot size to accommodate 6 cottages	Maximum number of units per acre for a 7 to 16 unit cottage housing development
R-1-7.5	4	16	15000 sq ft	18750 sq ft	22500 sq ft	7.2 units per acre
R-1-5	4	16	10000 sq ft	12500 sq ft	15000 sq ft	9 units per acre

3. Building and Site Design.

- a. *Maximum Floor Area.* The maximum gross floor area for at least 75 percent of the cottages shall not exceed 800 square feet, and the cumulative average gross floor area for all units in a cottage housing development shall not exceed 1000 square feet. For the purpose of this section, gross floor area excludes any space where the floor to ceiling height is less than seven feet.
- b. *Height.* Structures in cottage housing developments shall be designed to be single story, one and one-half story, or single story plus a loft. Building height of all structures shall not exceed 18 feet. The highest point of a pitched roof may extend up to 25 feet at the ridge of the roof.
- c. *Setbacks.* Setbacks along the perimeter of the development shall have the same setbacks as required in the zones. See Table 18.2.5.030.A.
- d. *Lot Coverage.* Lot coverage shall meet the requirements of the underlying zone. See Table 18.2.5.030.A.
- e. *Building Separation.* Up to two cottages may be attached. All buildings containing residential units within a cottage housing development shall maintain a minimum separation of ten feet measured from the nearest point of the exterior walls. Accessory buildings (e.g., carport, garage, shed, multipurpose room) shall comply with building code requirements for separation from non-residential structures.
- f. *Street Facing Facades.*
 - i. The main entries of cottages visible from the adjacent streets shall provide a visual pedestrian connection with the surrounding neighborhood.
 - ii. All cottages adjacent to the street shall have their primary orientation to the street and street facing facades that avoid blank walls. Cottages adjacent to the street shall include the following:
 - (A). Changes in exterior siding material and paint color.
 - (B). Windows which may include bay windows.

4. Access, Circulation, and Off-Street Parking Requirements. Notwithstanding the provisions of chapter 18.4.3 Parking, Access, and Circulation, cottage housing developments shall conform to the following requirements.

- a. Pedestrian access shall be provided to all cottages from the street and sidewalk, and shall meet the pedestrian access and circulation standards of 18.4.3.090.
 - b. Except for those street connections identified on the Street Dedication Map, the Commission may reduce or waive the requirement to dedicate and construct a public street in chapter 18.5.3 where a cottage housing development meets the connectivity and block length standards in section 18.4.6.040 by providing public access for pedestrians and bicyclists with an alley, shared street, or multi-use path connecting the public street to adjoining properties.
 - c. Driveways and parking areas shall meet the vehicle area design standards of section 18.4.3.080.
 - d. Parking shall be consolidated to minimize the number of parking areas, and shall be located on the cottage housing development property.
 - e. Parking areas shall not be located between the buildings and the street, and shall be located and designed to be less visible from frontage streets than the cottages themselves.
 - f. Parking areas shall be landscaped to screen parking from adjacent properties and street rights of way and shall meet applicable landscape standards of chapter 18.4.4.
 - g. Parking Ratios:
 Cottage Floor Area of 500 square feet or less: 1 parking spaces per unit.
 Cottage Floor Area of greater than 500 square feet and less than 800 square feet: 1.25 parking spaces per unit.
 Cottage Floor Area greater than 800 square feet and less than 1000 square feet: 1.5 parking spaces per unit.
 - h. Off-street parking may be located within an accessory structure such as a multi-auto carport or garage, but such structures shall not be attached to individual cottages. Uncovered parking is also permitted provided that off street parking is screened from direct street view.
 - i. Cottage housing developments are exempt from the on-street parking requirements of section 18.3.9.060.
 - j. *Exterior lighting.* Exterior lighting shall meet the requirements of 18.4.4.050 Outdoor Lighting.
 - k. *Fences.* Notwithstanding the provisions of section 18.4.4.060, fence height is limited to three feet adjacent to the common open space and to four feet in other interior areas within the development, except as allowed for deer fencing in subsection 18.4.4.060.B.6. Fences in the front and side yards abutting a public street, and on the perimeter of the development shall meet the fence standards of section 18.4.4.060. Chain link fences are prohibited.
5. Common Open Space. Open space that is commonly owned by all members of a cottage housing development shall meet all of the following standards.
- a. For the purpose of cottage housing, common open space shall be the central space

that may be used by all occupants of the cottage complex surrounded by grouped cottages.

- b. Common open space shall be for recreational use by residents of the development, and provide a suitable surface for human use. Physically constrained areas such as wetlands or steep slopes cannot be counted towards the common open space requirement.
- c. A minimum of 20 percent of the total lot area is required as common open space. Common open space shall have no dimension that is less than 20 feet.
- d. At least 50 percent of the cottage units shall abut a common open space.
- e. The common open space shall not be across a street or parking area.
- f. Common open space shall be a contiguous area located in front or behind the cottages.
- g. The common open space shall have cottages abutting at least two sides grouped around the common open space.
- h. The common open space shall be distinguished from the private yard areas with a walkway, fencing, landscaping, berm, or similar method to provide a visual boundary around the perimeter of the common area.
- i. Parking areas, yard setbacks, spaces between buildings, areas under power lines, and private yards and driveways do not qualify as common open space.

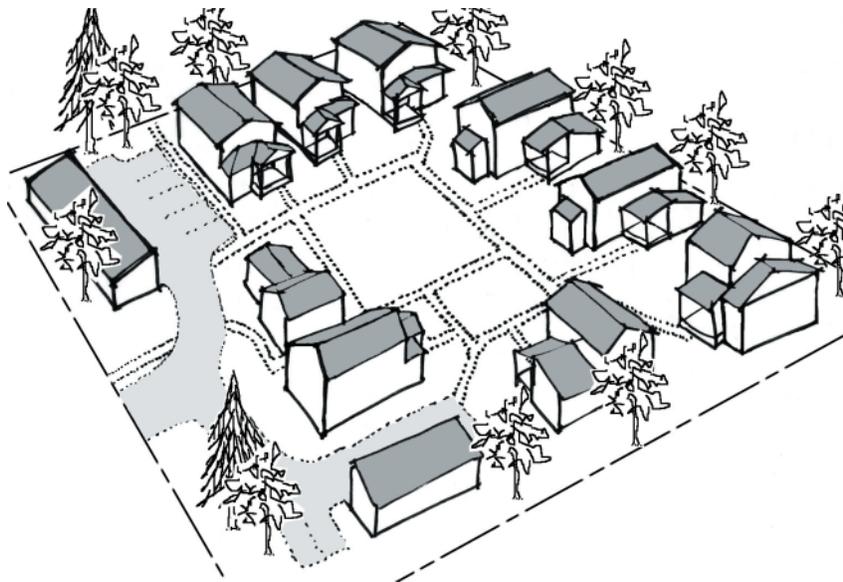


Figure 18.2.3.090
Cottage Housing Conceptual Site Plan

- 6. Private Yards. Each residential unit in a cottage housing development shall have a private yard area. The private yard shall be separate from the common open space to

create a sense of privacy. The private open space shall be separated from the common open space with a small hedge, picket fence, or other similar visual separation to create a sense of separate ownership.

- a. Each cottage unit shall be provided with a minimum of 200 square feet of usable private yard area.
- b. No dimension of the private yard area shall be less than 10 feet.

7. Common Buildings, Existing Nonconforming Structures and Accessory Residential Units.

- a. *Common Buildings.* Up to 25 percent of the required common open space, but no greater than 1,500 square feet, may be utilized for a community building for the sole use of the cottage housing residents. Common buildings shall not be attached to individual cottages or other structures. Consolidated carports or garage structures are not subject to the area limitations of this section.
- b. *Nonconforming Dwelling Units.* On a lot to be used for a cottage housing development, an existing single-family residential structure, which may be nonconforming with respect to the standards of this chapter, shall be permitted to remain, but the extent of the nonconformity may not be increased. Such nonconforming dwelling units shall be included in the maximum permitted cottage density.
- c. *Accessory Residential Units.* New accessory residential units (ARUs) are not permitted in cottage housing developments, except that an existing attached or detached ARU that is accessory to an existing nonconforming single-family structure may be counted as a cottage unit if the property is developed subject to the provisions of this chapter.

8. Storm Water and Low-Impact Development.

- a. Cottage housing developments shall be designed to take advantage of open space and landscaped features to utilize storm water low impact development techniques including natural filtration and on-site infiltration of storm water.
- b. Low impact development techniques for storm water management shall be used wherever possible. Such techniques may include the use of porous solid surfaces in parking areas and walkways, directing roof drains and parking lot runoff to landscape beds, green or living roofs, and rain barrels.
- c. Cottages shall be located to maximize natural storm water functions. In this zone, cottages shall be grouped and parking areas shall be located to preserve as much contiguous, permanently undeveloped open space and native vegetation as possible.

9. Restrictions.

- a. The size of a cottage dwelling may not be increased beyond the maximum floor area in subsection 18.2.3.090.B.a. A deed restriction shall be placed on the property notifying future property owners of the size restriction.

18.3.9.050 Performance Standards for Residential Developments

A. Base Densities. The density of the development shall not exceed the density established by this section. The density shall be computed by dividing the total number of dwelling units by the acreage of the project, including land dedicated to the public. Fractional portions of the final answer, after bonus point calculations, shall not apply towards the total density.

1. The base density, for purposes of determining density bonuses allowed under this section, is as provided in Table 18.3.9.050.

Zone	Allowable Density (dwelling units per acre)
WR-2	0.30 du/acre
WR-2.5	0.24 du/acre
WR-5	0.12 du/acre
WR-10	0.06 du/acre
WR-20	0.03 du/acre
RR-1	0.60 du/acre
RR-.5	1.2 du/acre
R-1-10	2.40 du/acre
R-1-7.5	3.60 du/acre
R-1-5	4.50 du/acre
R-1-3.5	7.2 du/acre
R-2	13.5 du/acre
R-3	20 du/acre

2. [The base density for cottage housing developments](#), for purposes of determining density bonuses, allowed under this section [is as provided in Table 18.3.9.055](#)

Zones	Minimum number of cottages per cottage housing development	Maximum number of cottages per cottage housing development	Minimum lot size to accommodate 4 cottages	Minimum lot size to accommodate 5 cottages	Minimum lot size to accommodate 6 cottages	Maximum number of units per acre for a 7 to 16 unit cottage housing development
R-1-7.5	4	16	15000 sq ft	18750 sq ft	22500 sq ft	7.2 units per acre
R-1-5	4	16	10000 sq ft	12500 sq ft	15000 sq ft	9 units per acre

3. [Open Space Required.](#) All developments with a base density of ten units or greater shall be required to provide a minimum of five percent of the total lot area in Open Space; that area is not subject to bonus point calculations, however, density bonuses shall be awarded to open space areas in excess of the five percent required by this subsection.

B. Density Bonus Point Calculations. The permitted base density shall be increased by the percentage gained through bonus points. In no case shall the density exceed that allowed under the Comprehensive Plan. The maximum density bonus permitted shall be 60 percent (base density x 1.6), pursuant to the following criteria.

1. [Conservation Housing.](#) A maximum 15 percent bonus is allowed. One-hundred percent

of the homes or residential units approved for development, after bonus point calculations, shall meet the minimum requirements for certification as a Earth Advantage home, as approved by the Ashland Conservation Division under the City' s Earth Advantage program as adopted by resolution 2006-06.

2. Provision of Common Open Space. A maximum ten percent bonus is allowed, pursuant to the following.
 - a. *Purpose.* Common open spaces may be provided in the form of natural areas, wetlands, playgrounds, active or passive recreational areas, and similar areas in common ownership. All areas set aside for common open space may be counted for base density, unless otherwise excluded by subsection 18.3.9.050.A.2. However, for the purposes of awarding density bonus points, the Planning Commission shall consider whether or not the common open space is a significant amenity to project residents, and whether project residents will realistically interact with the open space on a day-to-day basis. The purpose of the density bonus for common open space is to permit areas, which could otherwise be developed, or sold as individual lots, to be retained in their natural state or to be developed as a recreational amenity. It is not the purpose of this provision to permit density bonuses for incidental open spaces that have no realistic use by project residents on a day-to-day basis.
 - b. *Standard.* Developments with fewer than ten units that provide more than two percent of the project area for common open space, or for developments of ten units or greater that provide more than five percent open space, a one percent bonus shall be awarded for each one percent of the total project area in common open space.
3. Provision of Major Recreational Facilities. A maximum ten percent bonus is allowed, pursuant to the following.
 - a. *Purpose.* Points may be awarded for the provision of major recreational facilities such as tennis courts, swimming pools, playgrounds, or similar facilities.
 - b. *Standard.* For each percent of total project cost devoted to recreational facilities, a six percent density bonus may be awarded up to a maximum of ten percent bonus. Total project cost shall be defined as the estimated sale price or value of each residential unit times the total number of units in the project. Estimated value shall include the total market value for the structure and land. A qualified architect or engineer shall prepare the cost of the recreational facility using current costs of recreational facilities.
4. Affordable Housing. A maximum bonus of 35 percent is allowed. Developments shall receive a density bonus of two units for each affordable housing unit provided. Affordable housing bonus shall be for residential units that are guaranteed affordable in accordance with the standards of section 18.2.5.050 Affordable Housing Standards.
5. **Cottage Housing. Cottage housing developments of 7 units or greater, meeting the standards of section 18.2.3.090 Cottage Housing, are eligible for conservation housing density bonuses per the requirements of 18.3.9.050.B.1, and the affordable housing density bonuses per the requirements of 18.3.9.050.B.4, but are not eligible for additional density for the provision of common open space or the provision of major recreational facilities.**

Zoning

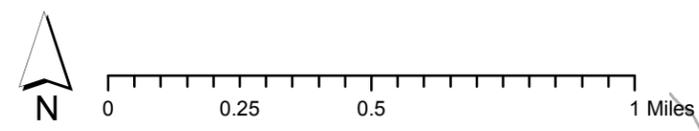
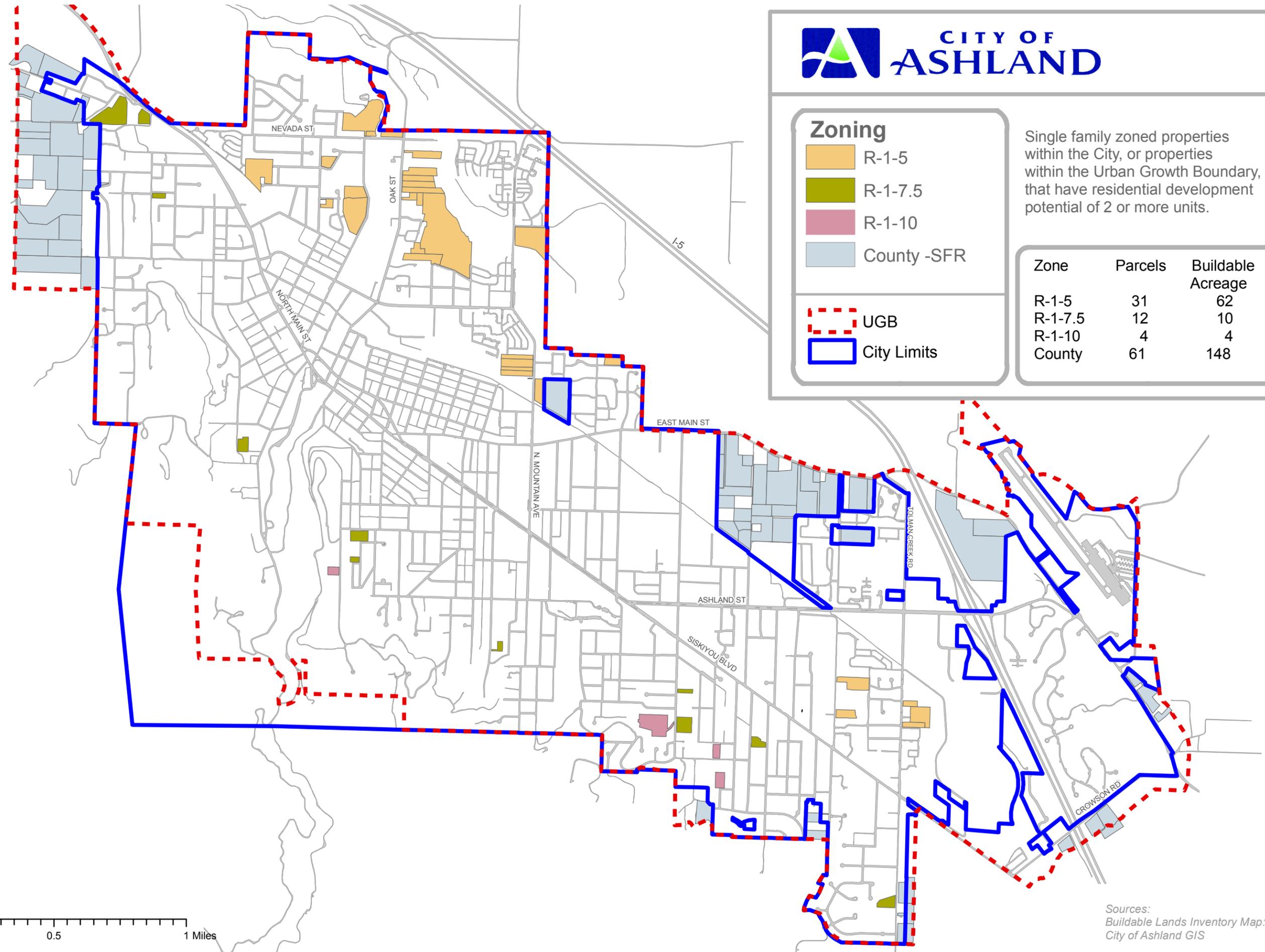
- R-1-5
- R-1-7.5
- R-1-10
- County -SFR

UGB

City Limits

Single family zoned properties within the City, or properties within the Urban Growth Boundary, that have residential development potential of 2 or more units.

Zone	Parcels	Buildable Acreage
R-1-5	31	62
R-1-7.5	12	10
R-1-10	4	4
County	61	148



Sources:
Buildable Lands Inventory Map: June 2011
City of Ashland GIS