

Council Business Meeting

November 7, 2017

Title: Cottage Housing Ordinance Public Hearing
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Summary:

A draft ordinance relating to the development of cottage housing within single family residential zones is attached. This ordinance creates the opportunity for small cottage housing developments on vacant and under developed properties within residential zones.

Actions, Options, or Potential Motions:

I move approval of first reading by title only of an ordinance titled, “An ordinance amending chapters 18.2.2.030, 18.2.3.090, 18.2.5.030, 18.3.4.040, 18.3.5.050, 18.3.9, 18.4.3.040, 18.4.8, and 18.5.2.050 of the Ashland Land Use Ordinance to establish standards for cottage housing developments within R-1-5, R-1-7.5, and NN-1-5 single family residential zones ”, and move to second reading.

Staff Recommendation:

Staff recommends approval of first reading of the ordinance amendments as presented.

Resource Requirements:

There is no direct cost to the City relating to the adoption of Cottage Housing Standards into the Land Use Ordinance.

Policies, Plans and Goals Supported:

The City Council’s “Ashland 2020” goals and objectives that are supported by the proposed cottage housing ordinance include.

- *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 Ashland Comprehensive Plan includes the following performance indicators in the Regional Plan Element that are supported by the proposed cottage housing ordinance.

- *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.*

The Ashland Comprehensive Plan's Housing Element includes the following goal that is supported by the proposed cottage housing ordinance.

- *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.*

The Ashland Comprehensive Plan's Parks, Open Space, and Aesthetics Element includes the following goal that is supported by the proposed cottage housing ordinance.

- *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)*

The Ashland Comprehensive Plan's Transportation Element includes the following goal that is supported by the proposed cottage housing ordinance.

- *Maintain and improve Ashland's compact urban form to allow maximum pedestrian and bicycle travel.*

Background and Additional Information:

Cottage housing developments are a group of small homes oriented around an open space that are pedestrian-oriented with enhanced landscape design, and reduced 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 needing moderately priced home ownership opportunities within units that are of a size and function suitable for a single person or small families. Cottage housing is generally considered more affordable because of substantially smaller unit and lot sizes.

The Cottage Housing Ordinance as presented includes the following provisions:

- Cottage Housing Development would be permitted on R-1-5, R-1-7.5, and NN-1-5 zoned properties.
- A minimum of 3, and a maximum of 12, cottages could be provided in a cottage housing development depending on lot size. .
- Cottages shall be no larger than 1000sq.ft., and at least 75% of the cottages shall be less than 800sq.ft.
- A floor area ratio (FAR) of 0.35 is required for the entire development, with exemptions for common buildings, to ensure the total volume of buildings on site are comparable to that of average single family home developments.
- A maximum building height of 18' with a ridgeline no greater than 25' above grade.
- Lot coverage remains consistent with the underlying zone; 50% for R-1-5 zone and 45% for R-1-7.5. However, the draft includes an allowance for an additional 10% of lot coverage for the use of pervious materials.
- Setbacks have been reduced to 6 ft. between cottages, with the exception that setbacks along the perimeter of the development must meet the existing requirements of the zone.

- There is a 20% common open space requirement but to provide flexibility the ordinance allows for the open space to be divided into multiple open spaces provided they are interconnected and accessible to all residents of the development.
- Specific cottage housing design requirements (roof pitch, gables, etc.) have been removed from the draft ordinance, however the draft requires that such developments be subject to the existing Site Design Standards which will provide for orientation toward the street and pedestrian connections to the neighborhood.
- To address the issue of preserving solar access on a site of concentrated small detached homes, the draft ordinance stipulates that shadows cast from structures within the development could not cast shadows upon the roof of another cottage.
- The parking requirements for cottage housing developments as follows:
 - Units less than 800 sq. ft. - 1 space/unit.
 - Units greater than 800 square feet and less than 1000 square feet -1.5 spaces/unit.
 - Units greater than 1000 square feet - 2.00 spaces/unit.
 - Retirement complexes for seniors 55-years or greater - One space per unit.

Cottage housing developments would be subject to subdivision and site review approval through the Type II planning application process. Property owners within 200’ of a cottage housing development proposal would be notified of an application and citizens would have an opportunity to provide comments based upon applicable approval standards before the Planning Commission through the formal public hearing process.

Public Meetings

The City Council held a study session on the proposed amendments on September 19, 2017.

During the development of the ordinance the Housing and Human Services Commission reviewed an early draft on January 26, 2017, and reviewed the final draft on September 28, 2017. The Housing Commission noted that their initial concerns relating to reducing setbacks between cottages, elimination of prescriptive design requirements, and provision of open space had been addressed in the final draft as proposed. As the Housing and Human Services Commission’s review was not a public hearing they did not provide a formal recommendation to the City Council.

The Planning Commission held seven study sessions (8/25/2015, 4/26/2016, 7/26/2016, 8/23/2016, 1/10/2017, 2/28/2017, 7/25/2017, 8/22/2017) during the development of the ordinance, making numerous revisions and refinements. The Commission held a public hearing on the proposed ordinance on September 26, 2017. During deliberation at the public hearing the Planning Commission recommended the ordinance be amended to clarify that only homes that were built prior to the effective date of the ordinance should be considered non-conforming dwellings for the purposes of this ordinance, and that specific non-habitable spaces within such pre-existing homes (ie basements, garages, attics) should be exempt from the maximum floor area requirements of the proposed ordinance. Lastly the Commission requested the ordinance language clarify that a single car garage could be attached to a single cottage. These amendments have all been incorporated into the draft ordinance that is being presented to the Council at first reading. The Planning Commission was unanimous in their recommendation that the City Council approve the cottage housing ordinance.

Attachments:

1. Proposed Land Use Ordinance Amendments
2. Staff Report For Planning Action 2017-01421