

Memo

DATE: May 14, 2013

TO: Ashland Planning Commission

FROM: Maria Harris, Planning Manager

RE: **Continued Discussion of Procedures and Green Development Evaluations**
Unified Land Use Ordinance Project

SUMMARY

The Planning Commission began the review of the planning application procedures and green development evaluations at the April 23 study session, and continued the discussion to the May 14 meeting. The Commission discussed further review of three items including: 1) recommendation to process economic development projects through an administrative review (Type I); 2) solar orientation standards for streets, lots and buildings; and 3) potential amendments to allow cottage housing.

QUESTION

Does the Commission have further comments on the evaluations of the planning application procedures and green development evaluations presented at the April 23 study session? Does the Planning Commission have comments on the three follow-up items?

1. processing economic development projects through an administrative review (Type I)
2. solar orientation standards for streets, lots and buildings
3. code provisions to allow cottage housing

BACKGROUND

The background information is presented according to the three follow-up items – processing economic development projects, additional solar access standards, and cottage housing.

1. Site Review Thresholds for Public Hearing

The planning application procedures evaluation recommends considering processing economic development projects currently subject to a public hearing (Type II) through an administrative review (Type I).

The Planning Commission requested past examples of projects requiring Site Review at the April 23 meeting. A map is attached showing the Basic Site Review, Detail Site Review and Downtown Design Standards zones. In addition, several examples in the Basic Site Review and Downtown Design Standards zones are attached.



At the April 23 meeting, staff presented information on the change in thresholds for a public hearing before and after the 2008 Ashland Land Use Ordinance (ALUO) amendments. Prior to the 2008 ALUO revisions, a public hearing (Type II) was required for large-scale projects in the Detail Site Review Zone. As shown in the table below, the 2008 revisions resulted in three additional situations in which a public hearing is required. Also, a threshold of 15,000 square feet was added for buildings in the Croman Mill (CM) zone in 2010.

Type of Site Review	Pre-2008 Threshold for Type II Public Hearing	Post-2008 Thresholds for Type II Public Hearing
Detail Site Review	Exceeds 10,000 sq. ft., or longer than 100' in length or width	10,000 sq. ft. and larger
Downtown Design Standards Zone	NA	2,500 sq. ft. and larger, or 10% and greater of building square footage
Basic Commercial Site Review	NA	Larger than 10,000 sq. ft., or more than 20% of existing building's square footage
Croman Mill Site Review	NA (Croman Mill district wasn't in place at this time)	New structures or additions 15,000 sq. ft. and larger
Residential Site Review	NA	New structures or additions 10,000 sq. ft. and larger, other than single family

The level and type of planning applications requiring a public hearing is the decision of the local jurisdiction. The Oregon Revised Statutes (ORS) outline the planning application review process for an administrative review (Type I) and a public hearing (Type II) in chapters 197 and 227, but does not dictate in which situations the particular process must be used. The exception is planning actions involving enactment of an ordinance, such as zone changes, comprehensive plan amendments and ordinance amendments, are required to include public hearings.

In Ashland, the requirements for a public hearing for a Site Review application were originally tied to the definition of large-scale development. Large scale development is defined as developments: 1) involving a gross floor area in excess of 10,000 square feet or a building frontage in excess of 100 feet in length, and 2) located with the Detail Site Review Zone. Staff believes large-scale development was selected as the threshold for a public hearing because of the following factors.

- The proximity to a higher order street (arterial or collector).
- The amount of traffic typically generated by a building larger than 10,000 square feet.
- The bulk and scale of building(s), and related design considerations for buildings larger than 10,000 square feet.

Accordingly, the issues that have regularly been concerns over the last decade in land use hearings and appeals are similar – traffic generation, bulk and scale of buildings, and proximity to residential neighborhoods.

2. Additional Solar Setback Standards

The Planning Commission discussed solar orientation standards for streets, lots and buildings. Commissioner Mindlin suggested four items for consideration which are summarized below. If the Commission is agreeable, the items will be incorporated into the next draft of the Unified Land Use Ordinance for review as a proposed amendment.



Staff believes the following standards are most applicable to single-family subdivisions in Ashland because residential developments involving land divisions are the most likely to create new streets, blocks and lots. Additionally, the standards assume that buildings will be detached (e.g. south facing walls) and address habitable living space. Similar street, block and lot solar orientation standards are included in the U.S. Green Building Council's Leadership Through Energy and Environmental Design Neighborhood Development (LEED-ND). Since the City Council's goal discussed creating incentives for green development, staff suggests presenting additional solar standards in recommendation form rather than as requirements.

- **Solar Street and Lot Orientation**

When site and location permit, design new street layout so the east-west lengths of blocks are equal to or greater than north-south lengths, and east-west axis is within 15 degrees of geographic east-west. This allows lots and buildings to have south facing sides for maximum solar access.

- **Solar Building Orientation**

When site and location permit, design and orient buildings so that one axis of each building is longer than the other, and the longer axis of building within 15 degrees of geographic east-west.

- **Solar Building Design**

It is recommended that passive and active solar strategies are incorporated into detached dwelling units as follows:

- **Passive Solar Floor Plans**

Design habitable structures so that the south wall is available for passive solar access (i.e. protected from shade from structures and vegetation). Use south sides of building for primary living spaces rather than less frequently used areas such as utility rooms, closets or garages.

- **South Facing Roofs**

Design habitable structures so that 30% (or 500 square feet?) of the roof area faces within 15 degrees of south in order to provide surface for solar collection.

3. Cottage Housing

Cottage housing is generally defined as a grouping of small detached homes clustered around a common area within a larger surrounding neighborhood (see attached Cottage Cluster perspective and plan). Pocket housing and co-housing are terms also used to describe this type of housing. Cottage housing is promoted as offering an alternative housing type that is responsive to changing household demographics, lifestyles and housing needs. Cottage housing is considered ideal for those wanting to remain in a single-family neighborhood and desiring home ownership such as small families, single parent households and retirees wanting to downsize. Cottage housing is generally considered more affordable because of small unit size and smaller lot sizes.



The intent of cottage housing is generally described as follows:

- Provides a creative and high quality type of infill development that is compatible with existing single-family neighborhoods.
- Addresses growth management goals involving more efficient use of urban residential land.
- Increases the variety of housing types available for smaller households, and therefore provides diverse housing.
- Provides opportunities for small, detached dwelling units within existing neighborhoods.

Cottage housing developments have the following general characteristics:

- Each cottage housing unit is of a size and function suitable for a single person or small family. Individual cottage housing units normally are limited in size from 750 to 1,000 square feet of gross floor area.
- The use of a clustered arrangement around an open space is to contribute to a sense of community. The site design encourages neighborhood interaction and safety by orienting homes around a functional open space.
- The development is designed with a coherent concept which includes: coordinated site and landscape plans; public and private functional open spaces including a central common open space; shared amenities such as a community building, multipurpose room, workshop, or common garden; and parking clustered off to the side or behind the housing.
- While cottage housing developments focus internally to the central outdoor space, projects maintain visual and pedestrian connections with the existing neighborhood by orienting buildings to the street through the use of windows, doors and porches.
- Cottage housing units may be located on a single, commonly-owned piece of property, or on individual lots. Common area and shared amenities are owned and maintained in common. Generally cottage housing may not be used as transient accommodations.

The Planning Commission requested a list of key considerations for a cottage housing ordinance.

- **Where to allow?**

The zones vary by city with cottage housing allowed in single-family zones and multi-family zones. Staff recommends focusing any amendments on the single-family zones because cottage housing is designed to be compatible with a single-family environment, the largest surplus of land in Ashland is in the single-family zones, and the multi-family zones currently allow densities and design flexibility supportive of cottage housing (see attached Map of Single-Family Zones). Cottage housing maintains a single-family housing environment by orienting exterior units to the street, by providing a small private yard space and through the use of detached units. The 2011 Buildable Lands Inventory identified the largest land surplus in the single-family zones with over ten times the acreage in the city limits available in the single-family zones compared to the multi-family zones (144.3 acres vs. 13.2 acres). Finally, the base densities in Ashland multi-family zones (R-2 and R-3) are sufficient to accommodate cottage housing densities (13.5 units/acre and 20 units/acre).



- **Number of units?**
In cities with adopted cottage housing ordinances, generally 2 cottages are allowed per each standard single-family unit. The assumption behind allowing the doubling of units is that the cottages are smaller in scale and therefore make less of an impact on the surrounding neighborhood. Density of cottage housing typically ranges from 7 to 14 units an acre. Currently, Ashland’s single-family zones allow 2.4 to 7.2 units an acre with increases allowed through density bonuses (i.e. additional open space, major recreational facilities, energy/water efficient housing, affordable housing).
- **Size of units?**
Cities typically regulate square footage and height of cottage housing. Individual cottages are usually limited to 750 to 1,000 square feet in size. Heights are generally limited to 1 ½ stories with some exceptions for buildings with steeper roofs extending to 25 feet to the ridge of the roof. For comparison, the median single-family home size in Ashland has ranged from 1,656 square feet to 2,074 square feet over the past 5 years (see attached table - Ashland Single Family Residential – Unit Square Footage).
- **Other design standards?**
In exchange for the increased number of dwelling units, cottage housing is generally required to meet specific site and building standards. Common requirements are listed below.
 - **Clusters** – Cottage housing is developed in clusters of a minimum of 4 units to a maximum of 12 to 16 units.
 - **Separation** – Cottage housing developments are separated from each other by at least 1,000 feet.
Note: A maximum number of cottage units and requiring a minimum distance between cottage housing developments are considered key “scaling” requirements that provide pockets of small homes. The scaling standards are intended to control the number, density and size of cottage housing developments.
 - **Parking** – Parking area is generally clustered off to the side or rear of the site, or adjacent to an adjoining alley. Parking area is separated from units and common areas. Parking area is setback and screened from the street. Minimizing per unit parking requirements is recommended, while considering the need for guest parking where adequate on-street parking is not available. Typically 1 to 1 ½ parking spaces per unit are required in cottage housing developments.
 - **Common Space** – Cottages are oriented around a central common space, and the common space has units facing at least two sides. Size and spacing dimensions are used for the common space such as requiring 400 square feet per cottage housing unit and no dimension less than 20 feet. Common space must be usable, rather than a physically constrained area such as steep slopes where it would be difficult to build a community facility or garden.

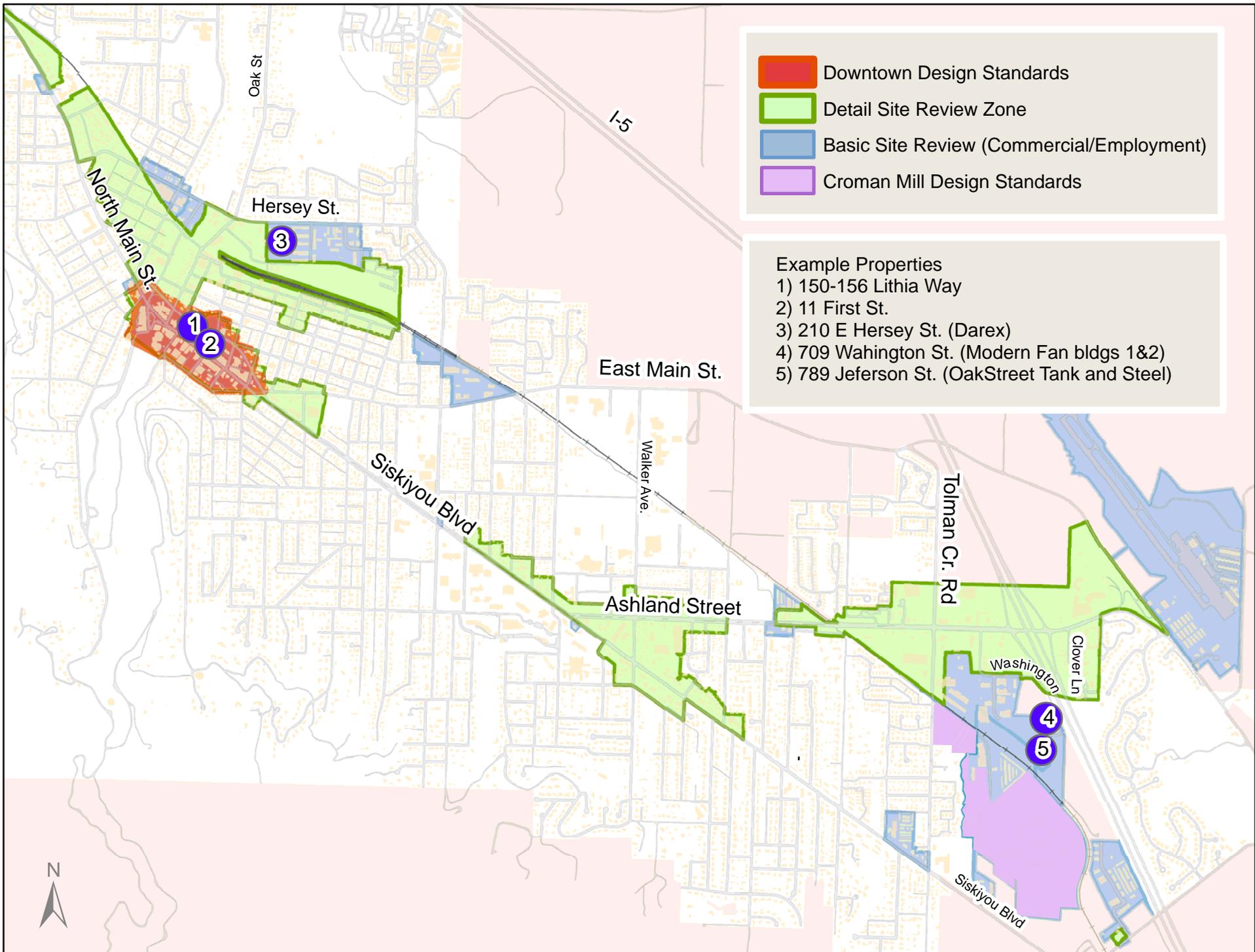


- **Private Yard Space** – Each unit has a private yard space at ground level for exclusive use of the cottage resident. Size and spacing dimensions are used such as 300 square feet with no dimension of less than 10 feet on one side.
- **Building Separation** – Buildings are separated by no less than 10 feet, but eaves may project into the required separation.
- **Setbacks** – Setbacks from exterior boundaries range from 5 to 10 feet, and 15 feet from a public street.
- **Architectural Elements and Materials** – Most cities require “high quality” development to increase the density for cottage housing. This typically takes the form of building design standards. Classic cottage features, such as exterior trim elements, porches and eaves of at least 12 inches, are sometimes required.
- **Porches** – Generally required on each cottage, and required to be usable (e.g. 80 square feet or more). Porches of a portion of the cottages (e.g. at least ½ the units) are required to face the common space.
- **Fences** – Fences in the interior of the development are usually allowed up to 3 to 4 feet, and up to 6 feet around the exterior of the development.

ATTACHMENTS

1. Map of Site Review Zones
2. Examples of Site Review Projects
3. Cottage Cluster Perspective and Plan, Housing Prototypes, Milwaukie, OR, by Urbsworks
4. Map of Single-Family Zones (R-1)
5. Table: Ashland Single Family Residential – Unit Square Footage





Downtown Design Standards

Example Developments

1



150-156 Lithia Way

C-1-D Zone

5651 Sq. Ft.

3 Stories

Mixed Use, Commercial ground floor and two floors of residential.

Prior to 2008 Ordinance Amendments:
Administrative Review (Type I).

Post 2008: *Public Hearing Required*

2



11 First Street

C-1-D Zone

2984 Sq. Ft.

2 Stories

Mixed Use, Commercial ground floor, upper floor residential.

Prior to 2008 Ordinance Amendments:
Administrative Review (Type I).

Post 2008: *Public Hearing Required*

Basic Site Review

Example Developments

3



210 Hersey St. (Darex)

E-1 Zone

41,182 Sq. Ft.

1 Story

Manufacturing

Prior to 2008 Ordinance
Amendments: *Public Hearing
Required*

Post 2008: *Public Hearing
Required*

4.a



709 Washington St. (Modern Fan – Phase 1)

E-1 Zone

18,262 Sq. Ft.

2 Stories – second story
office section in front

Light Industrial

Prior to 2008 Ordinance
Amendments: *Administrative
Review (Type I).*

Post 2008: *Public Hearing
Required*

Basic Site Review

Example Developments

4.b



705 Washington St. (Modern Fan – Phase 2)

E-1 Zone

17,650 Sq. Ft.

Light Industrial

Prior to 2008 Ordinance Amendments: *Administrative Review (Type I)*.

Post 2008: *Public Hearing Required*

5



789 Jefferson Ave. (Oak Street Tank and Steel)

M-1 Zone

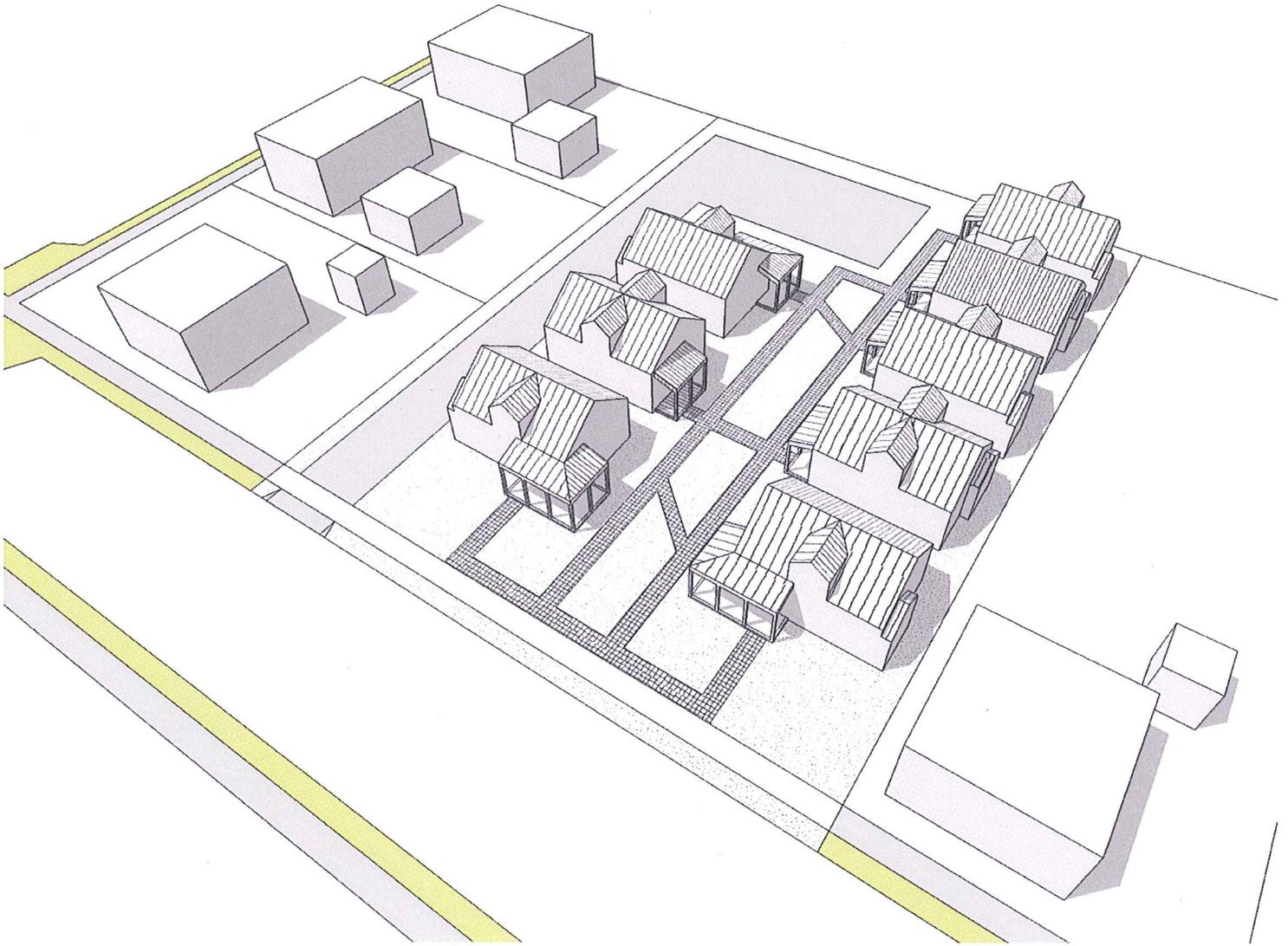
18106 Sq. Ft.

Heavy Industrial

Prior to 2008 Ordinance Amendments: *Administrative Review (Type I)*.

Post 2008: *Public Hearing*

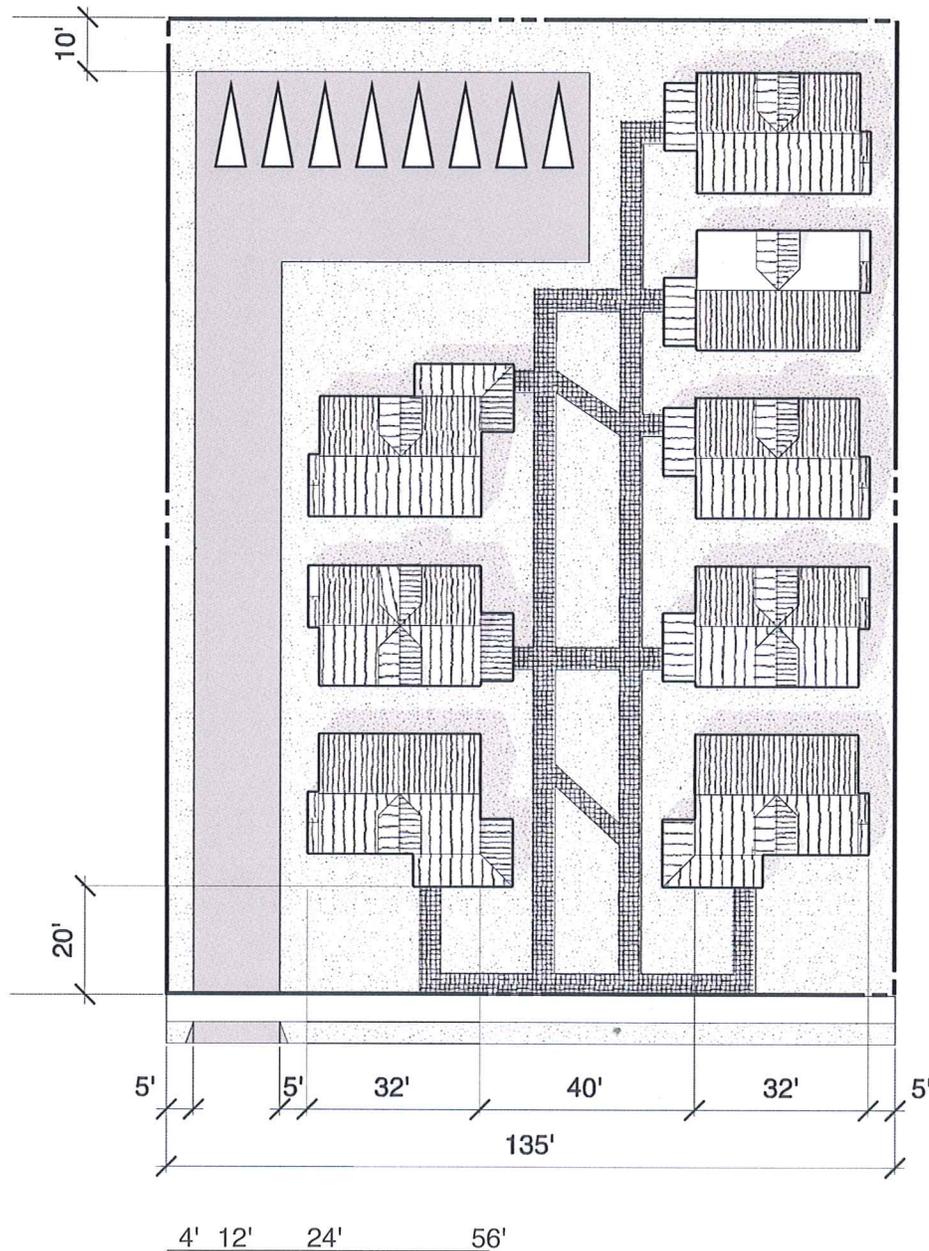
Cottage Cluster



Perspective

Cottage Cluster

8 cottages/ small houses 950 to 1,125 square feet; central shared open space; parking area; typically with a shared commons building (not shown).



Plan

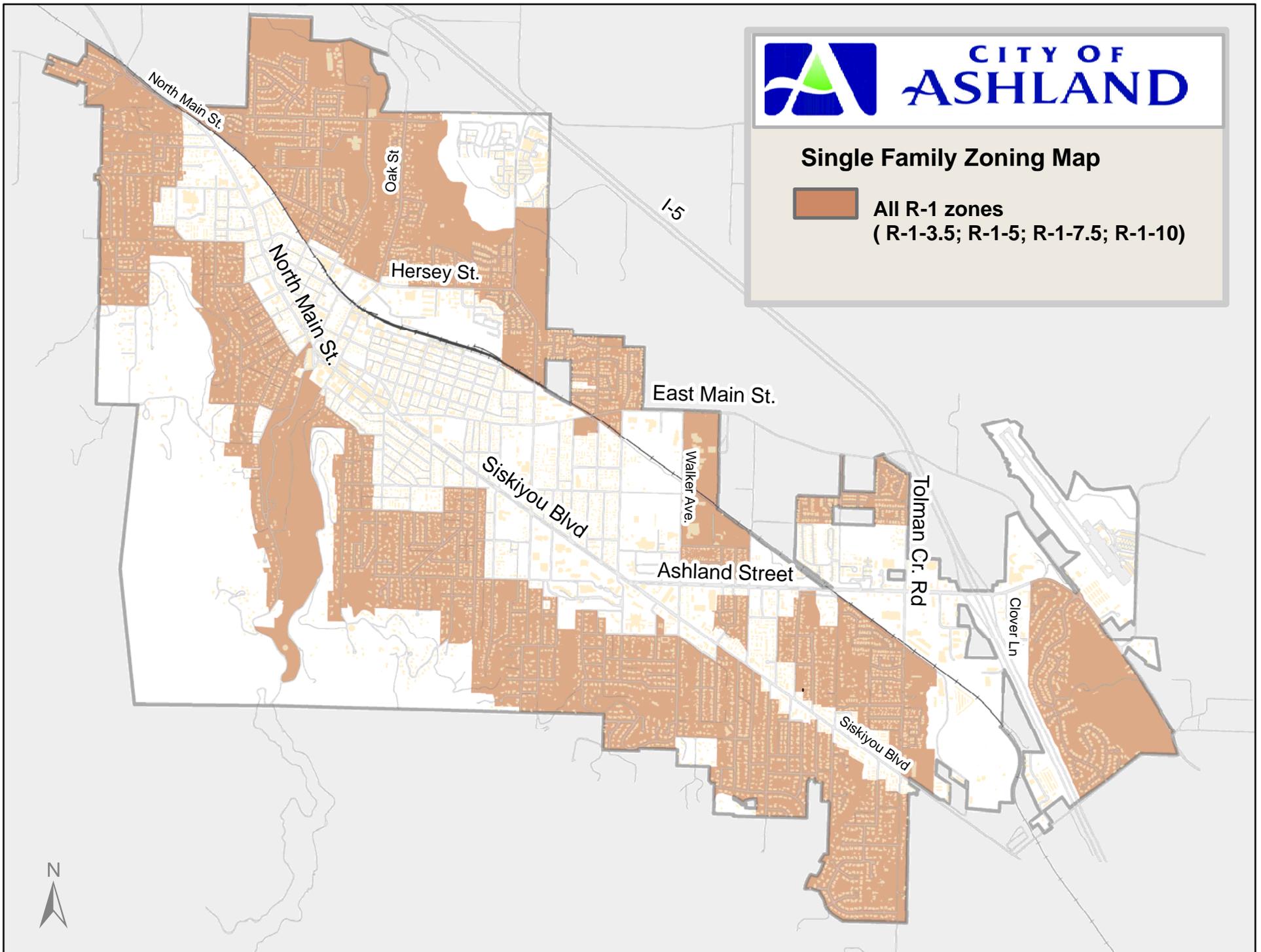


CITY OF
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Single Family Zoning Map



All R-1 zones
(R-1-3.5; R-1-5; R-1-7.5; R-1-10)



Ashland Single Family Residential - Unit Square footage

Cumulative 5 year Average = 1983 sq.ft. (Avg), 1853 sq.ft. (Median)*

07/01/2008-06/30/2009	07/01/2009-06/30/2010	07/01/2010-06/30/2011	07/01/2011-06/30/2012	07/01/2012-04/30/2012
1885 sq.ft.. Avg	2307 sq.ft. Avg	1691 sq.ft. Avg	2003 sq.ft. Avg	2030 sq.ft. Avg
1656 sq.ft. Median	2074 sq.ft. Median	1623 sq.ft. Median	1922 sq.ft. Median	1989 sq.ft. Median
2823	1874	1521	896	1248
1580	3509	1184	2023	1640
1527	1803	1122	2388	1640
2656	741	1476	2801	2724
1160	1330	1476	2138	1634
1650	2625	1476	1875	1405
1220	4611	1152	2070	684
1661	2237	1152	3562	2309
1818	5765	1352	1968	1724
1440	2969	1297	1501	2522
1440	1845	1596	2148	1208
1440	1396	2409	2985	1622
1152	1632	1831	1459	2270
1152	2196	879	1575	2612
1152	2036	1922	1575	1511
1152	2956	2161	1495	2948
1853	1405	1951	2585	2891
2234	2112	2085	1684	2369
3861	2255	2148	2181	2059
2018	1454	1563	1521	989
1843	1454	1356	1573	2464
3481	1200	1702	1561	2062
1843	2236	1827	1603	3186
1500	2454	2310	1570	2400
1849	2152	1618	1570	2214
664	3872	1618	1570	1885
3305	1360	1898	2389	1688
3305	1634	1709	2348	3248
	1830	1628	1999	1874
	4254	1506	3486	1919
		1894		2795
		1512		1202
		2218		
		1628		
		2475		
		2214		

* Note: Garage and unfinished basement spaces are not counted in dwelling square footage.