

**ASHLAND PLANNING DIVISION
STAFF REPORT
September 26, 2017**

PLANNING ACTION: #2017-01421

APPLICANT: City of Ashland

ORDINANCE REFERENCES:

- AMC 18.2.2 Base Zones and Allowed Uses
- AMC 18.2.3 Special Use Standards
- AMC 18.2.5 Unified Standards for Residential Zones
- AMC 18.3.4 Normal Neighborhood District
- AMC 18.3.5 North Mountain Neighborhood District
- AMC 18.3.9 Performance Standards Option and PSO Overlay
- AMC 18.4.3 Parking, Access, and Circulation
- AMC 18.4.8 Solar Access
- AMC 18.5.2 Site Design Review

REQUEST: Amendments to Ashland’s Municipal Code establishing a “Cottage Housing” as a new type of housing, allowed within specific residential zoning districts and subject to explicit standards.

I. Relevant Facts

A. Background

The Planning Commission held a public hearing in July 2014 and recommended approval of an ordinance replacing Title 18 Land Use of the Ashland Municipal Code (AMC) with a reformatted and amended land use ordinance. This ordinance included a section on Cottage Housing Developments. Upon adopting the Title 18, the City Council removed the proposed cottage housing provisions, and directed this section to be returned to the Planning Commission for further review.

Over the past several years the Planning Commission held numerous study sessions meetings to refine the draft cottage housing ordinance.

The proposed ordinance was presented to the City Council at a study session on September 19, 2017.

B. Policies, Plans and Goals Supported:

The general objectives of the Cottage Housing Standards will be to provide alternative types of housing for small households; provide high quality infill development which maintains traditional cottage amenities and proportions; contribute to neighborhood character; efficiently use residential land supply; and meet regional plan commitments through consideration of innovative land use strategies to accommodate future population growth.

The City Council's "Ashland 2020" goals and objectives that relate to the development of a 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 Regional Plan Element of the Ashland Comprehensive Plan adopted in 2012 incorporates 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)*

C. Ordinance Amendments

The proposed Land Use Code amendments address the approval process and set forth minimum requirements for the development of cottage housing in particular residential zoning districts (R-1-5, R-1-7.5, NN-1-5, NM-R-1-5, NM-R-1-7.5). Establishment of a cottage housing development would be subject to city procedures for a Performance Standards Subdivision under Chapter 18.3.9 and Site Design Review under Chapter 18.5.2. Public notice would be sent to property owners within 200-feet of the site, making neighbors aware of the land

use request. The application would be processed as a Type II Planning Action with decision by the Planning Commission and appealable to the City Council.

The general objectives of the Cottage Housing Standards provide for an alternative types of housing for small households; provide high quality infill development which maintains traditional cottage amenities and proportions; contribute to neighborhood character; efficiently use residential land supply; and meet regional plan commitments through consideration of innovative land use strategies to accommodate future population growth.

Following is a summary of key special use standards that will be applied to cottage housing developments:

- A minimum of 3 cottage housing units and a maximum of 12.
- 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 and pre-existing non-conforming structures, 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, however the ordinance includes an allowance for an additional 10% of lot coverage for the use of pervious materials.
- Setbacks have been reduced to 6 ft. between buildings, 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. The open space may be divided into multiple open spaces provided they are interconnected and accessible to all residents of the development.
- Cottage Housing Development are subject to the existing Site Design Standards which will provide for orientation toward the street and pedestrian connections to the neighborhood.
- Solar access requirements are amended for cottage housing developments to stipulate that shadows cast from structures within the development may not cast shadows upon the roof of another cottage.
- Cottage housing development parking standards are 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 Development would be permitted on R-1-5, R-1-7.5, NN-1-5. NM-R-1-5 and NM-R-1-7.5 zoned properties.

Changes to the draft ordinance following the July 25th Planning Commission Meeting

Staff has made the following amendments to the draft ordinance for the Commission's consideration:

- The cottage housing development parking standard has been incorporated into Chapter 18.4.3, Parking, Access and Circulation, as previously discussed by Commission.
- The maximum floor area standard (18.2.3.090.C.2) that 75% of the cottages shall be less than 800 square feet has been amended to recognize that this percentage applies to developments of four units or greater. The amended standard clarifies that within cottage housing developments of only three units that at least two of the three shall be less than 800 sq.ft. with no cottage exceeding 1000 sq.ft.
- The allowed uses table within the North Mountain Neighborhood District's NM-R-1-5 and NM-R-1-7.5 zoning designations has been amended to newly include cottage housing as a special permitted residential use when approved in accordance is the standards in 18.2.3.090.
- The section of the proposed ordinance relating to non-conforming dwelling units, 18.2.3.090 C.6, has been amended to clarify that the habitable floor area of an existing single family residential structure in excess of 1000 sq.ft., would not contribute to the maximum floor area permitted per 18.2.3.090 C.2.a, and thus not be calculated as contributing the floor area ratio.
- Conceptual site plans for a four unit development and a 12 unit development scenarios have been included in the draft ordinance to illustrate key concepts relating to cottage housing developments.

II. Procedural

18.5.9.020 Applicability and Review Procedure

Applications for Plan Amendments and Zone Changes are as follows:

B. Type III. It may be necessary from time to time to make legislative amendments in order to conform with the Comprehensive Plan or to meet other changes in circumstances or conditions. The Type III procedure applies to the creation, revision, or large-scale implementation of public policy requiring City Council approval and enactment of an ordinance; this includes adoption of regulations, zone changes for large areas, zone changes requiring comprehensive plan amendment, comprehensive plan map or text amendment, annexations (see chapter 18.5.8 for annexation information), and urban growth boundary amendments. The following

planning actions shall be subject to the Type III procedure.

1. Zone changes or amendments to the Zoning Map or other official maps, except where minor amendments or corrections may be processed through the Type II procedure pursuant to subsection 18.5.9.020.A, above.
2. Comprehensive Plan changes, including text and map changes or changes to other official maps.
3. Land Use Ordinance amendments.
4. Urban Growth Boundary amendments.

III. Conclusions and Recommendations

If the Commission recommends approval of the attached ordinance amendments, staff will prepare a formal recommendation to the Council for the Commission's review on October 17, 2017. The public hearing and First Reading of the proposed ordinance is scheduled at the Council on November 7, 2017.

Attachments:

Draft Ordinance dated 9/26/2017