

## AGENDA

# Steering Committee for Milwaukie Residential Standards Project

June 30, 2011

4:00 p.m. to 6:00 p.m.

City Hall Conference Room

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### SCHEDULE

- 4:00 Presentation and Q & A
- 4:45 Small group discussion of current development standards, compatibility issues, and tools to address them. Key questions:
- Are these the right goals?
  - What is the right mix of development tools to ensure compatibility?
  - Should the City change its process for regulating duplexes in lower-density zones?
- 5:35 Committee recommendations on compatibility issues and tools
- 5:55 Discussion summary and next steps

### MEETING MATERIALS

The following documents are included in this mailing *for review and discussion at the meeting* (sent as hard copy, by request):

- Single-Family Residential Development Standards: Overview and Issues
- May 19, 2011 Meeting Notes

See the back of this agenda for the full list of background material available on the project website.

## TENTATIVE STEERING COMMITTEE MEETING AGENDAS

- ✓ **Mtg #1, February:** Introduction, overview of existing policies, and problems to solve. (City staff)
- ✓ **Mtg #2, March 31:** Set the housing discussion in context, considering changes in demographic and housing development trends. Presentation of site prototypes to illustrate the City's existing standards. Discuss potential approaches to creating and administering single- and multi-family compatibility and design standards. Discuss different forms housing can take.
- ✓ **Mtg #3, April 25:** No committee meeting; instead committee members should attend the public workshop on Housing Choices for Milwaukie. Will include descriptions of different types of housing, why people choose different housing types for different points in their lives. Housing choices workshop will set the context for the discussion of the types of housing that is or should be allowed in Milwaukie.
- ✓ **Mtg #4, May 19:** Staff will report on feedback from the public survey, interviews, focus group meetings, and workshops. Committee will reflect on input received to date; discuss issues; and craft preliminary SFR policy recommendations on where to go from here.
- **Mtg #5, June 30:** Staff presentation of current SFR development standards, issues, and options.
- **No meetings July & August.**
- **Mtg #6, Sept:** Presentation of draft MFR design and development standards; recommendation on SFR and MFR design and development standards.

## BACKGROUND MATERIAL

Available at <http://www.ci.milwaukie.or.us/planning/residential-development-standards-update-project>. Any of these documents can be mailed to SC members upon request

- Background: Project Scope and Timeline
- Background: Project Core Issues Diagram, April 2011
- Background: List of "Untouchables"
- Background: Baseline Residential Zone Draft Code
- Report: Code Assessment Action Plan, 2008
- Report: Code Assessment Final Report, 2008
- Memo: Summary of Milwaukie's Existing Residential Development Standards, 2010
- Memo: Summary of Milwaukie's Comprehensive Plan Residential Policies, 2010
- Memo: History of the City's Residential Development Standards, 2010
- Memo: Summary of the City's Allowed Housing Typology, 2010
- Outreach: Public Involvement Plan
- Outreach: Community Survey Summary Report, March 2011
- Outreach: Community Interview Results, April 2011
- Outreach: Housing Choices Workshop notes, April 2011
- Outreach: Stakeholder Focus Group Meeting Notes, 2011
- Illustration: Milwaukie Housing Types Slideshow (large file)
- Illustration: Prototype Site Illustrations Overview
- Illustration: Prototype Site Illustrations (large file)
- Illustration: Housing Choices Workshop Presentation
- Illustration: Housing Choices Self-Guided Tour
- Illustration: Milwaukie Housing Typology and Issues
- Project: List of Project Questions
- Project: Draft SFR Policy Summary Sheet
- Project: SFR Development Standards Overview and issues

**RESIDENTIAL DESIGN & DEVELOPMENT STANDARDS UPDATE PROJECT**  
**Development Standards in Lower-Density Zones**

**INTRODUCTION**

The purpose of this document is to help community members understand and analyze the City’s existing single-family residential development standards, the issues related to current development standards, and options for addressing those issues. The lower-density residential zones consist of Residential Zone R-10; Residential Zone R-7; and Residential Zone R-5.

Lower-Density Residential	Minimum Lot Size		Total Area in City	
	Zone	Square Feet	Acres	Square Feet
Residential Zone R-10	10,000 sf	0.23 ac	9,347,679	214.59
Residential Zone R-7	7,000 sf	0.16 ac	47,751,072	1,096.21
Residential Zone R-5	5,000 sf	0.12 ac	10,249,879	235.3

This document is divided into six sections:

- A. Draft policy goals:** Goals guiding the development standard policies.
- B. Key questions:** The questions to be considered and discussed at the June 20 Steering Committee meeting.
- C. Current development standards:** Description and illustration of the City’s current single-family residential development standards.
- D. Compatibility issues and tools:** Description of the issues and available tools to address them.
- E. Conditional uses:** Description of the conditional use process for allowing duplexes in the R-7 and R-10 zones.
- F. Compatibility photos:** Images of development that raises issues of compatibility.

# RESIDENTIAL DESIGN & DEVELOPMENT STANDARDS UPDATE PROJECT

## Development Standards in Lower-Density Zones

### A. DRAFT POLICY GOALS

The City's lower-density residential zones are the Residential Zone R-5, Residential Zone R-7, and Residential Zone R-10. The draft proposed development standards for the lower-density residential zones shall be guided by the following goals:

- **Be clear and objective.** To be easy to understand and implement.
- **Be style neutral.** To allow a wide variety of building shapes and site layouts that “work” in all of Milwaukie’s neighborhoods.
- **Be flexible.** To allow reasonable building and site development variations.
- **Support compatibility.** To facilitate building and site development that “fits” within Milwaukie’s existing neighborhoods.
- **Support good building and site development without being cost prohibitive.** To keep Milwaukie an affordable place to live.

# RESIDENTIAL DESIGN & DEVELOPMENT STANDARDS UPDATE PROJECT

## Development Standards in Lower-Density Zones

### B. KEY QUESTIONS

1. **Are these the right policy goals? Is anything missing?**
2. **What is the right mix of development tools to ensure compatibility?**

Development standards (sometimes called “bulk regulations”) are the combination of controls that determine the maximum size and placement of buildings on a lot. They are often used to address issues of context and compatibility. They include, but are not limited to, the following:

- **Lot size:** the minimum square footage a newly created lot must contain.
- **Lot coverage:** the maximum percentage of a lot that can be covered by structures. Also known as open space regulations.
- **Minimum vegetation:** the minimum percentage of a lot that must be planted with vegetation. Also known as yard regulations.
- **Height:** the maximum height permitted, as well as how it is measured.
- **Setbacks:** the minimum distance a dwelling must be “set back” from the front, rear, and side lot lines. Also known as buffers.

3. **Should the City change its process for regulating duplexes in lower-density zones?**

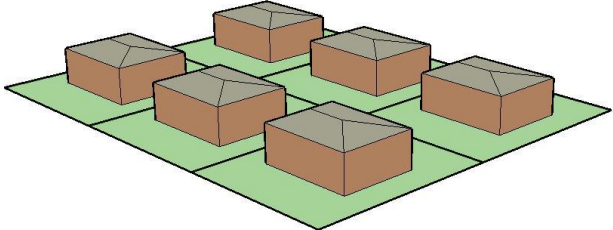
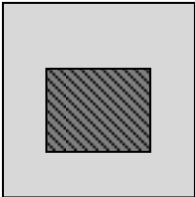
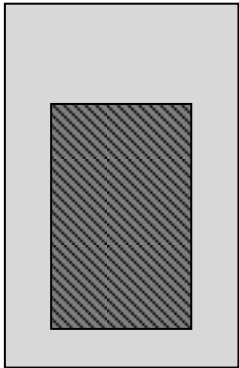
Currently, duplexes are allowed outright in the R-5 zone, as long as the lot is at least 10,000 square feet. Duplexes are allowed in the R-7 and R-10 zones (lots must be at least 14,000 square feet in size), but must be approved as a conditional use by the Planning Commission. The conditional use review is a Type III review, which takes 3 to 4 months and includes the following:

- Application fee of \$1,700.
- A land use application that addresses the approval criteria for conditional uses. Preparation of the application is fairly complex, and may require the services of a consultant.
- Referral to City departments and notice to properties within 300 feet of the property.
- Review and decision by the Planning Commission.

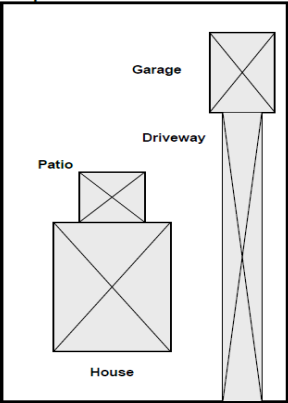
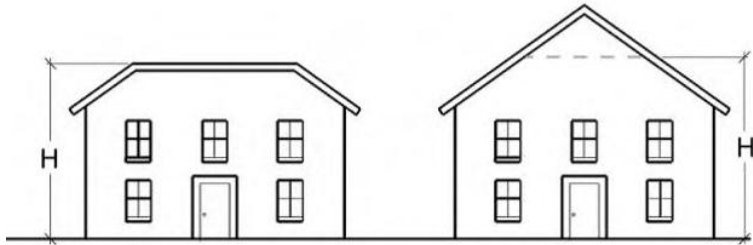
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**C. CURRENT DEVELOPMENT TOOLS AND STANDARDS**

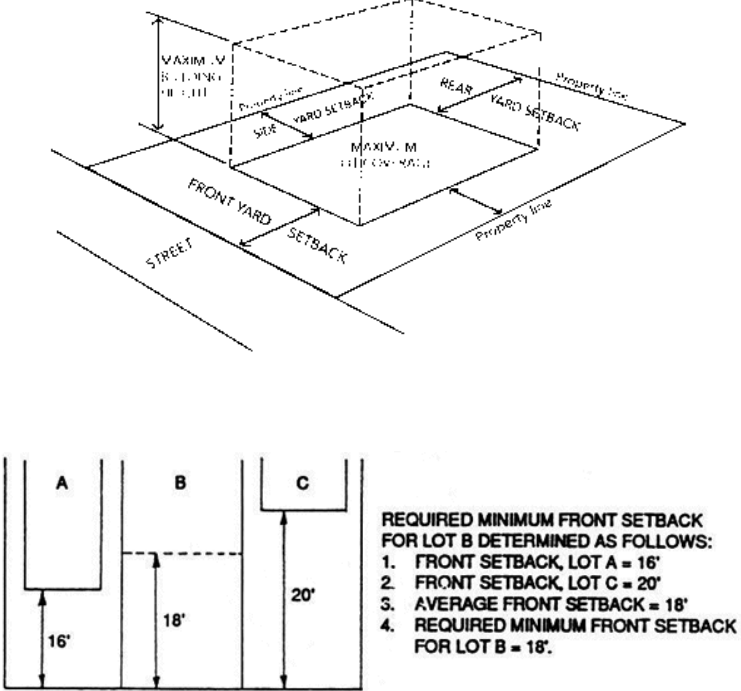
Standard	Illustrations
<p><b>Lot sizes:</b> Minimum lot sizes are a tool to regulate the density of a residential area. The City's low-density residential zones have lot size minimums ranging from 5,000 to 10,000 square feet.</p> <p>Low-density residential lot sizes and density will not be addressed as part of this project.</p>	
<p><b>Lot coverage:</b> The ratio of buildings to the total area of the lot. The purpose of this standard is to help define the character of the different zones by limiting the amount of buildings allowed on a site.</p> <p>Currently, maximum lot coverage is calculated as a percentage of lot size:</p> <ul style="list-style-type: none"> <li>• R-10 = 30%</li> <li>• R-7 = 30%</li> <li>• R-5 = 35%</li> </ul> <p>Eaves are currently counted toward lot coverage.</p>	<div style="display: flex; justify-content: space-around; align-items: flex-start;"> <div style="text-align: center;"> <p>30% Lot Coverage</p>  <p>7,000 sq ft</p> </div> <div style="text-align: center;"> <p>30% Lot Coverage</p>  <p>20,000 sq ft</p> </div> </div>

**RESIDENTIAL DESIGN & DEVELOPMENT STANDARDS UPDATE PROJECT**  
**Development Standards in Lower-Density Zones**

Standard	Illustrations
<p><b>Minimum Vegetation:</b> Minimum vegetation standards require a minimum percentage of a lot to be planted with grass, trees, shrubs, or other vegetation. This standard restricts the amount of impervious surface, such as buildings and paving, on each lot.</p> <p>The illustration to the right shows the impervious surfaces in gray, and the vegetated area in white. Currently, minimum vegetation is calculated as a percentage of lot size:</p> <ul style="list-style-type: none"> <li>• R-10 = 35%</li> <li>• R-7 = 30%</li> <li>• R-5 = 25%</li> </ul>	 <p>The diagram illustrates a residential lot layout. A large square represents the house, with a smaller square on top representing a patio. To the right of the house is a narrow vertical strip representing a driveway, and a square at the top right representing a garage. The house, patio, driveway, and garage are shaded gray, indicating impervious surfaces. The remaining areas are white, representing vegetated areas.</p>
<p><b>Height:</b> Maximum building heights are a tool to control the bulk and mass of a building.</p> <p>Currently, building height is measured to the highest point of the roof for a flat roof, or the mean height between the eaves and the ridge for a gable, hip, or gambrel roof. In the illustrations to the right, H=height.</p> <p>Maximum height in the R-10, R-7, and R-5 zones is 35 feet or 2.5 stories, whichever is less.</p>	 <p>The diagram shows two house profiles. The house on the left has a gable roof, and the house on the right has a gable roof with a dashed line indicating the mean height between the eaves and the ridge. Vertical dimension lines on both sides of the houses are labeled 'H', representing the maximum building height.</p>



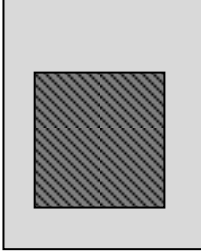
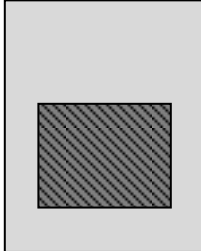
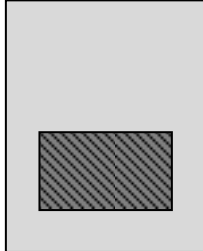
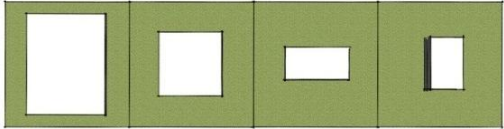
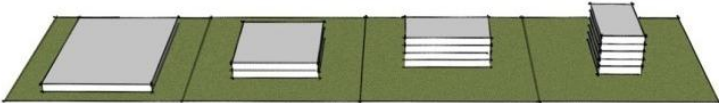
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Standard	Illustrations
<p><b>Setbacks:</b> The placement of a building on the lot can affect the amount of light, privacy, and open space available to each property.</p> <p>Currently, front and rear setbacks are 20 ft for the lower-density residential zones; side setbacks vary from 5 to 10 ft depending on the zone and height of the building. The top illustration shows setbacks and the building envelope created by the combination of setbacks, maximum height, and maximum lot coverage standards.</p> <p>The Code allows the averaging of front yard setbacks for new dwellings built in established neighborhoods. Averaging allows the new dwelling to be set back the average of dwellings within 100 feet of the lot to be developed. The bottom illustration shows how averaging works.</p>	 <p><b>REQUIRED MINIMUM FRONT SETBACK FOR LOT B DETERMINED AS FOLLOWS:</b></p> <ol style="list-style-type: none"> <li>1. FRONT SETBACK, LOT A = 16'</li> <li>2. FRONT SETBACK, LOT C = 20'</li> <li>3. AVERAGE FRONT SETBACK = 18'</li> <li>4. REQUIRED MINIMUM FRONT SETBACK FOR LOT B = 18'.</li> </ol>


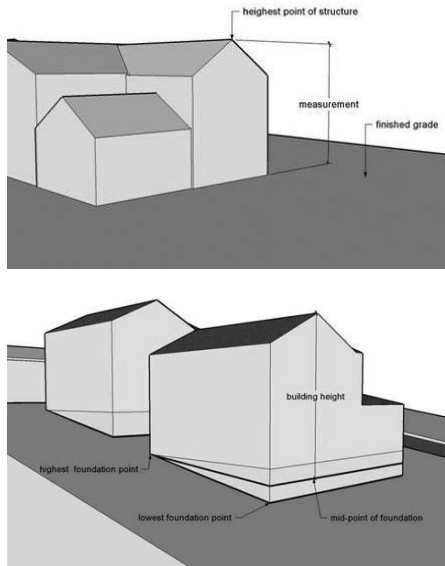
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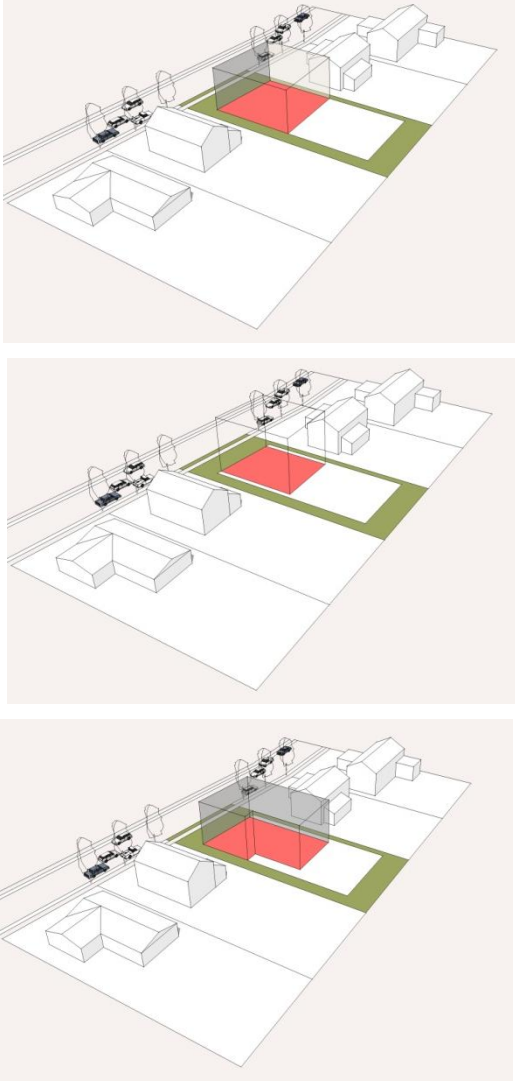
**D. COMPATIBILITY ISSUES AND TOOLS**

Issue	Tools	Illustrations
<b>Lot Coverage</b>		
<p>The City's current low-density residential maximum lot coverage standards are same for each lot regardless of size, which can result in very large, incompatible homes on large lots.</p>	<p>A. Variable lot coverage standards related to the square footage of the lot. Possible approaches include:</p> <ul style="list-style-type: none"> <li>○ Increase in allowable lot coverage for smaller lots.</li> <li>○ Decrease in allowable lot coverage for larger lots.</li> </ul> <p>B. Floor area ratio (FAR) method of calculating maximum square footage of habitable or living areas.</p> <p>With FAR, the size of a building is regulated by how much living space, or floor area, it contains, allowing for some flexibility in lot coverage and height.</p>	<div style="display: flex; justify-content: space-around;"> <div style="text-align: center;"> <p><b>35% Lot Coverage</b></p>  </div> <div style="text-align: center;"> <p><b>30% Lot Coverage</b></p>  </div> <div style="text-align: center;"> <p><b>25% Lot Coverage</b></p>  </div> </div> <p style="text-align: center;"><b>All Lots = 15,000 sq ft</b></p> <hr style="border-top: 1px dashed black;"/> <p style="text-align: center;"><u>Site Coverage</u></p> <div style="display: flex; justify-content: center; align-items: center;">  </div> <div style="display: flex; justify-content: center; gap: 20px; margin-top: 5px;"> <span>50%</span> <span>25%</span> <span>12.5%</span> <span>10%</span> </div> <p style="text-align: center;"><u>Building Height</u></p> <div style="display: flex; justify-content: center; align-items: center;">  </div> <div style="display: flex; justify-content: center; gap: 20px; margin-top: 5px;"> <span>1-story</span> <span>2-story</span> <span>4-story</span> <span>5-story</span> </div>

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Issue	Compatibility Tools	Illustrations
<b>Minimum Vegetation</b>		
<p>Currently, there are no requirements regarding where the minimum vegetation is located; as a result, some lower-density residential lots have little to no visible vegetation in the front yard.</p>	<p>A. Replace or augment with a required percentage of landscaping in the front yard. Example: 60% of the required front yard must be landscaped</p>	
<b>Height Restrictions – Primary Structures</b>		
<p>Currently, primary structure height is measured to the highest point of the roof for a flat roof, or the mean height between the eaves and the ridge for a gable, hip, or gambrel roof. There are no provisions for structures built on a slope.</p> <p>This results in buildings that are effectively taller than 35 feet due to the style of roof, or because of the method of measurement of buildings on slopes.</p>	<p>A. Changing building height measurement methodology to require measurement to the peak of the roof, rather than the midpoint.</p> <p>B. Differing height maximums for buildings on flat lots and those located on slopes. Example: height limit on flat lots 35 ft; sloped lots 35 ft +5 ft</p>	

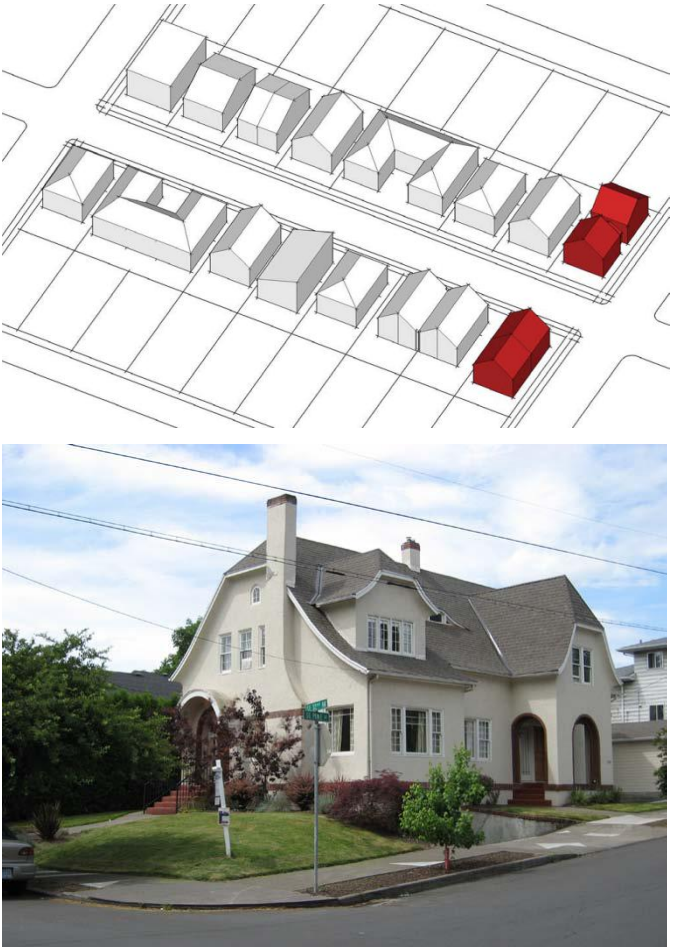
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Issue	Compatibility Tools	Illustrations
<b>Setbacks</b>		
<p>Side yard setbacks are based on the zone, rather than the height or side façade length of the building. This can result in taller and longer buildings that are just as close to the property line as smaller houses, which can impact privacy and solar access.</p> <p>The City is not considering changing the baseline setback standards. These provisions would apply only when buildings exceed certain dimensions.</p>	<p>A. Require additional setbacks for dwellings above a certain height, such as 25 feet, or with a side façade that exceeds a certain length or size.</p> <p>The top illustration shows a house built to the maximum height and lot coverage.</p> <p>The center illustration shows a house built to the maximum height with additional side setbacks.</p> <p>The bottom illustration shows a house with a long side façade and an additional side setback.</p>	

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**E. CONDITIONAL USES**

Issue	Tools	Illustrations
<p>While duplexes are allowed outright in the R-5 zone, the R-7 and R-10 zones are subject to Type III conditional use review, even if they meet all of the development standards for the zone. The land use process is costly and time-consuming, and the level of regulation may be higher than necessary or desirable.</p>	<p>There are several possible ways the City could change the process for permitting duplexes:</p> <ul style="list-style-type: none"> <li>A. Permit duplexes outright in the R-7 and R-10 zones as long as lot size meets the development standards.</li> <li>B. Permit duplexes outright along arterial roads – such as Lake Rd, Harrison St, King Rd, and Linwood St – and/or on corners in the R-7 and R-10 zones. Duplexes on corners are illustrated and pictured on the right.</li> <li>C. Permit duplexes in the R-7 and R-10 zones through a Type II land use process. This process costs \$900 and takes about a month.</li> <li>D. Keep the current regulations (change nothing).</li> </ul>	 <p>The illustrations consist of two parts. The top part is a site plan showing a street grid with several lots. Two lots are highlighted in red, each containing a duplex layout. The bottom part is a photograph of a two-story duplex house with a gabled roof, a chimney, and arched windows, situated on a street corner.</p>

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**F. Compatibility Photos**





# **City of Milwaukie - Code Assistance Phase 2 Steering Committee Meeting #4 Summary**

**May 19, 2011**

**Milwaukie City Hall Conference Room**

## **Overview**

The purpose of this meeting was to update Steering Committee members on the residential standards project, report on the results of the public involvement process to date, and discuss a list of questions related to concepts for single-family (SFR) design standards. Specifically, staff was looking for Steering Committee input on SFR, garage, and accessory dwelling unit (ADU) design standards. Guidance from the Steering Committee will be used to draft new and amended language for Milwaukie's code. In order to generate focused discussion, the committee was divided into two smaller groups to go over the list of questions. Each group had two staff/PMT members to facilitate the discussion and take notes.

## **Attendees**

The following PMT members attended the meeting.

- Katie Mangle, City of Milwaukie Planning Director
- Susan Shanks, City of Milwaukie Senior Planner
- Marcy McInelly, Urbsworks President
- Serah Breakstone, Angelo Planning Group

The following Steering Committee members attended the meeting:

- Group #1: Greg/Frank Hemer; Joe Loomis, Jim Perrault; and Lisa Batey (member-at-large from the Planning Commission)
- Group #2: Mark Gamba; David Aschenbrenner; Dion Shepard, and Jean Baker

## **Summary**

The meeting began with introductions followed by an overview of the public involvement process to date for this project, including results from the survey, interviews, focus groups, and workshop. Marcy then presented the questions that would be the focus of the small group discussion. The questions related to architectural design of SFR development, design and location of garages, and design and location of ADUs. The following is a summary of the results of the discussion for each question.

**1. Question:** Is the list of goals that will be used to guide the draft proposed code amendments appropriate and is anything missing?



**Answer:** There was general consensus from both groups that the goals are appropriate and that nothing was missing.

**2. Question:** Proposed design standards for SFR development emphasize four elements: “eyes on the street”, main entrances, articulation, and detailed design. Articulation and detailed design standards provide some flexibility by allowing a developer to pick from a menu of options. Overall, is this a good approach for the City to take?

**Answer:** Most members thought the overall approach was appropriate and that the menu option added flexibility without dictating specific styles. Some wanted staff to look more closely at the specific elements listed in the menu to make sure they were style-neutral and the right elements to include. There was some discussion of using a point system rather than a “choose 5” system; however, it was noted that assigning point values to certain design elements may encourage a specific style type, which would not meet the goal of being style-neutral.

One committee member suggested reframing the “eyes on the street” standard to be as much about safety as about the home appearing friendly, welcoming, and supportive of community interactions. Another committee member suggested including belly bands on the design standards menu.

One committee member felt strongly that the City should not be regulating SFR design at all, but should only regulate basic safety standards. That member also felt that privacy was the biggest issue with SFR development, and that changes to the development standards, not design standards, could effectively address issues of privacy.

Group #2 liked the idea of including a “prohibited materials” list (to include things like raw concrete, T-1-11, etc.). The list of encouraged materials should include (real) stucco.

**Follow-up:** Staff needs to determine whether any or all of the City’s design standards could be legally applied to manufactured homes.

**3. Question:** Should design standards apply only to new homes or should they also be applied to expansion or garage conversions?

**Answer:** Some members felt that design standards should only apply to expansions that have a significant impact on the view from the street. Another member felt standards should not apply to expansions at all. Members of group #2 concurred that it is important that the approach not be too heavy-handed.

There was a lot of discussion about the balance between meeting specific design standards and “matching” with existing development. It was noted that achieving both may not always be possible and the City may need to decide which to prioritize. Some members thought that matching with existing development is more important and some felt that meeting design standards is a priority. There did not appear to be consensus on this issue.

Group #2 discussed the importance of the main entrance being covered in one way or another – that seemed to be a sure way to make a house feel more welcoming. Important that the main entrance cover be integrated into the design of the house, not just a lone little canopy-like cover – at

least 2” deep? Noted that a more massive elevation required more articulation. The priority should be for the expansion to meet new design standards, then to complement the existing house.

Staff follow-up: Members requested that future photo examples include little explanations to describe which aspect of the photo is being used as an example (i.e., an eave, a balcony, or a blank wall).

**4. Question:** Should the location of garages be limited to behind the front façade of the house? If so, should there be exceptions?

**Answer:** There was some agreement that allowing the garage to extend in front of the house was okay if the extent were limited (no more than 8 feet in front, for example) and the house was required to have a front porch that extended to meet the front of the garage.

The group also felt that the front-facing garage length should be limited to 50% of the length of the house for front-facing garages and that side-facing garages should be required to meet the window standard. Support for allowing garages to be closer to the street if a front porch is incorporated between the façade and the garage, as long as the garage is less than approx. 35% of the elevation.

**5. Question:** Should detached ADUs be required to look like the primary home, meet SFR design standards, or neither if not visible from the street?

**Answer:** There was a mixed response from the group. Some members felt the ADU should meet SFR design standards and some felt the ADU should be required to “complement” existing development. It was unclear whether complement referred just to the primary house or to the neighborhood as a whole. It was also noted that a requirement to “complement” development may be overly vague. There did seem to be consensus that ADUs don’t need to be hidden from view and that the limit on front entrances was not necessary. There is a need for detached ADUs without required parking. It is important that ADUs aren’t hidden and that police & fire can find them – don’t create a safety problem.