

**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.

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## 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.

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### 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?**

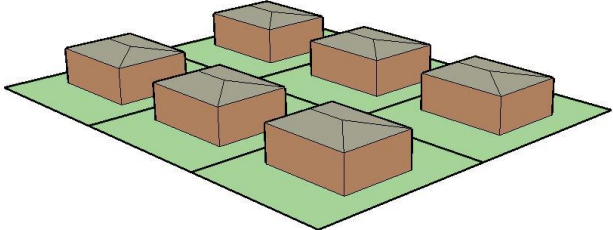
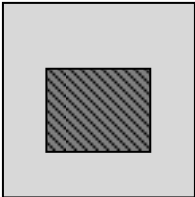
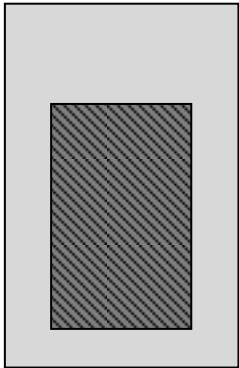
Currently, duplexes are allowed outright in the R-5 zone, as long as the lot is at least 10,000 square feet. Duplexes are allowed in the R-7 and R-10 zones (lots must be at least 14,000 square feet in size), but must be approved as a conditional use by the Planning Commission. The conditional use review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

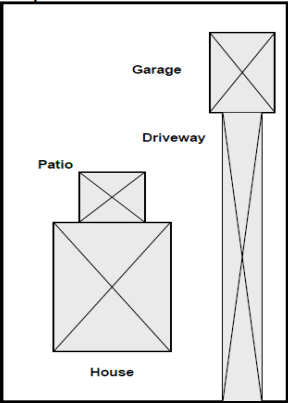
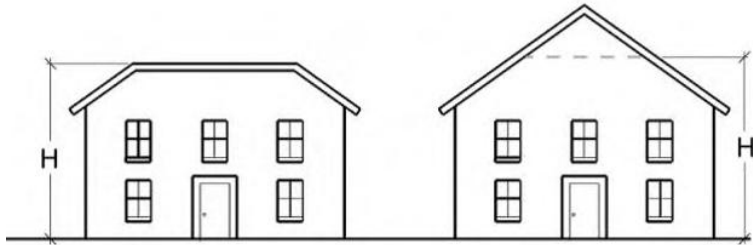
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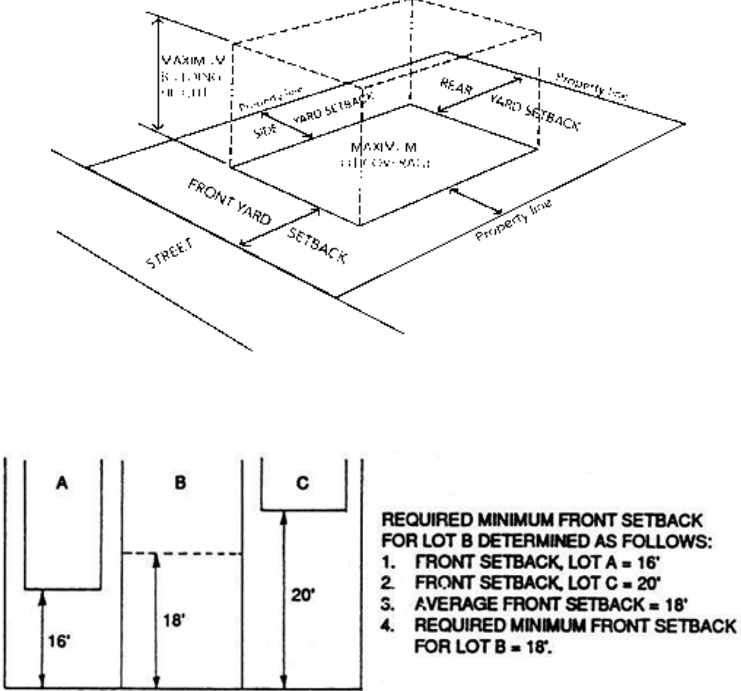
**C. CURRENT DEVELOPMENT TOOLS AND STANDARDS**

| 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> |

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| 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', a smaller square represents the 'Patio', and a vertical rectangle represents the 'Driveway'. A square at the top of the driveway represents the 'Garage'. All these structures are shaded gray to indicate impervious surfaces. The remaining areas of the lot 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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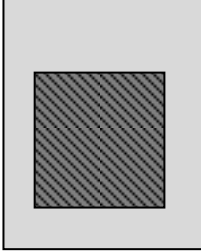
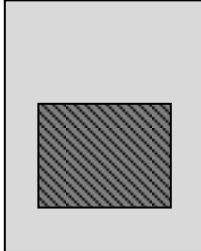
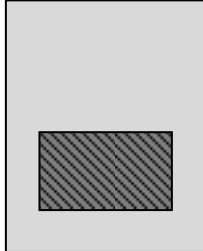
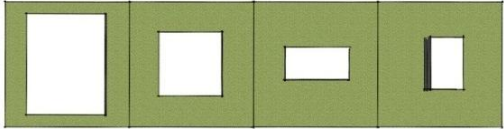
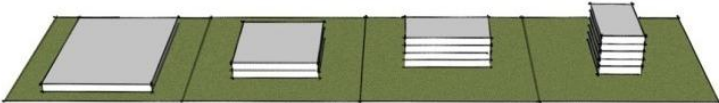
| Standard  | Illustrations  |
|---|--|
| <p><b>Setbacks:</b> The placement of a building on the lot can affect the amount of light, privacy, and open space available to each property.</p> <p>Currently, front and rear setbacks are 20 ft for the lower-density residential zones; side setbacks vary from 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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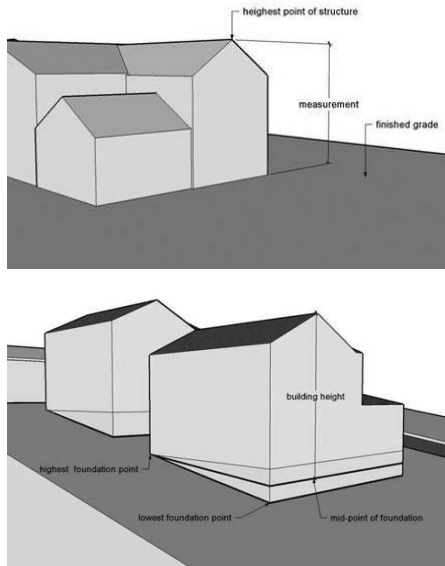


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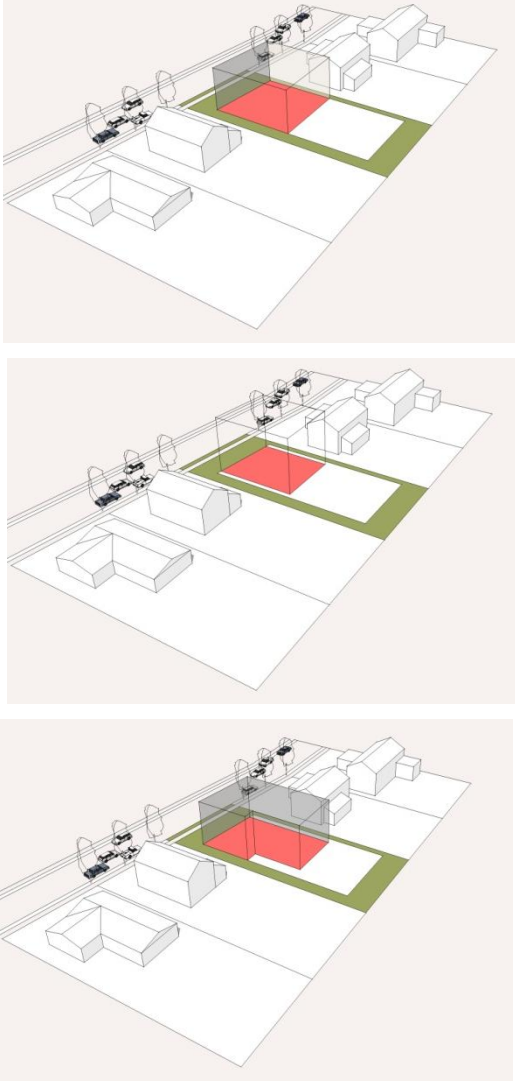
**D. COMPATIBILITY ISSUES AND TOOLS**

| 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; margin-top: 10px;"> <div style="text-align: center; margin-right: 20px;">50%</div> <div style="text-align: center; margin-right: 20px;">25%</div> <div style="text-align: center; margin-right: 20px;">12.5%</div> <div style="text-align: center;">10%</div> </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; margin-top: 10px;"> <div style="text-align: center; margin-right: 20px;">1-story</div> <div style="text-align: center; margin-right: 20px;">2-story</div> <div style="text-align: center; margin-right: 20px;">4-story</div> <div style="text-align: center;">5-story</div> </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> |  |

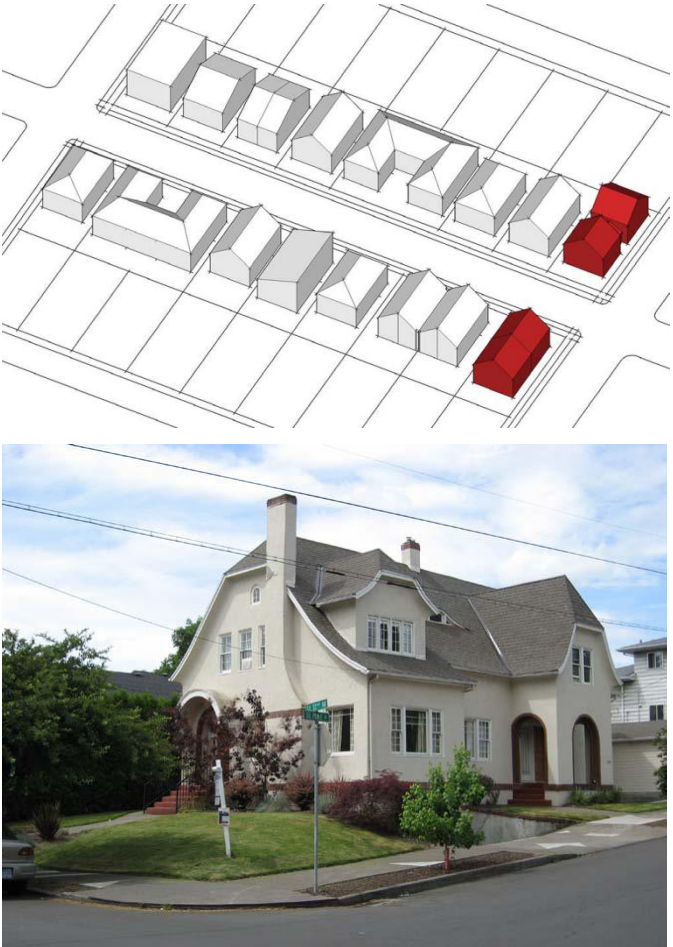
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| Issue   | Compatibility Tools  | Illustrations  |
|---|--|--|
| <b>Setbacks</b>   |  |  |
| <p>Side yard setbacks are based on the zone, rather than the height or side façade length of the building. This can result in taller and longer buildings 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> |  |

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**F. Compatibility Photos**

