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JOINT WORKSHOP
REDMOND CITY COUNCIL / URBAN AREA PLANNING COMMISSION

April 5, 2022
Executive Conference Room 141 • 411 SW 9th Street

COUNCIL MEMBERS

George Endicott
Mayor

Jay Patrick
Council President

Krisanna Clark-Endicott
Councilor

Clifford Evelyn
Councilor

Ed Fitch
Councilor

Shannon Wedding
Councilor

Cat Zwicker
Councilor

APRIL 5, 2022 | WORKSHOP AGENDA | 6:00 PM

I. CALL TO ORDER

II. PRESENTATIONS

A. Middle Housing Zoning Code Gap Analysis (HB 2001 Code Updates)

III. ADJOURN

Regular Council meetings are broadcast live on COTV11 – BendBroadband Channel 11 beginning at 6:00 p.m. on the 2nd and 4th Tuesdays of each month. Rebroadcasts are scheduled for the non-meeting Tuesdays at 6:00 p.m.

The City of Redmond encourages all citizens to participate in its programs and activities. This meeting location is accessible to people with disabilities. Requests for accommodation may include sign language interpreter service, assistive listening devices, materials in an alternate format or any other accommodation. If any accommodations are needed, please contact the ADA Coordinator at 541-504-3036 or access@ci.redmond.or.us. Requests should be made as soon as possible, but at least 3 business days prior to the scheduled meeting.

The City of Redmond does not discriminate on the basis of disability status in the admission or access to, or treatment, or employment in, its programs or activities

CITY OF REDMOND

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STAFF REPORT

DATE: April 5, 2022
TO: City Council
THROUGH: John Roberts, Deputy City Manager
Keith Witcosky, City Manager
FROM: Kyle Roberts, Senior Planner
SUBJECT: Middle Housing Zoning Code Gap Analysis (HB 2001 Code Updates)

Addresses Council Goal:
7. COMPREHENSIVE PLANNING: Enhance the quality of life through adoption of programs, policies, and standards that manage growth while maintaining Redmond's small-town feel.
A. Promote quality development and great neighborhoods.
D. Identify housing objectives, policies, and implementation strategies to diversify the range of housing choices.
E. Address the effect of HB 2020/HB 2001 on Redmond neighborhoods.

Report in Brief:
This item is intended to serve as a policy level discussion between the City Council and the Urban Area Planning Commission (PC) regarding Development Code updates that are required for alignment with Oregon House Bill 2001 (HB 2001), which was passed during the 2019 Oregon Legislative Session. Specifically, an overview of the code audit conducted to identify gaps in the Development Code related to HB 2001 will be presented and discussed.

Background:
The City Council and PC regularly update the Development Code to keep current with law and to address the needed changes of a growing community. This marks the second joint between the Council and the PC on HB 2001 Development Code amendments. The last joint meeting occurred October 19, 2021.

Recent Updates and Planning Commission Involvement
The last update to the Development Code was adopted by the Council in November 2020 and was in sync with the adoption of the Redmond Comprehensive Plan 2040. The code amendments allowed the Development Code to account for many of HB 2001 requirements.

Examples of the significant updates include:

- Revisions to encourage cottage and cluster development.
- Clear and objective development path for all housing.
- Flexibility in parking standards.
- Removal of barriers to HB 2001 housing types. E.g., allowing most middle-housing in all residential zones.
- Clarity in where daycare can be located and streamlined land use review.

The current update is intended to finalize the remaining HB 2001 requirements and changes to improve administration of the Development Code. These include changes to create a more diverse mix of housing and better implementing the Great Neighborhood Principles. In 2021, the PC held one worksession and ten public hearings on the amendments. In 2022, the PC also conducted three worksessions on the amendments.

Important HB 2001 Definitions
"Middle housing" types include: duplexes, triplexes, quadplexes, townhouses and cottage clusters.

"Townhouses": Means a dwelling unit constructed in a row of two or more attached units, where each dwelling unit is

located on an individual lot or parcel and shares at least one common wall with an adjacent unit.

"Cottage clusters": Means groupings of no fewer than four detached housing units per acre with a footprint of less than 900 square feet each and that includes a common courtyard.

Why is this important?
HB 2001 requires many Oregon communities to accommodate middle housing within single-family neighborhoods. The legislation requires more diversity in cities and counties and creates the potential for greater housing availability and affordability. Currently, many residential areas in Oregon only allow the construction of new detached single-family homes. The effects of HB 2001 are considerable and will have far-reaching implications regarding how Redmond develops.

HB 2001 requires that all middle housing types be allowed:

- On every lot where single-family homes are allowed – Duplexes.
- In every zone where single-family homes are allowed – all other middle-housing types.
- HB 2001 applies to all residential areas.

The City is required to adopt code changes which comply with HB 2001 by June 30, 2022. If the City takes no action, then the law requires the State Model Code to be applied. The Model Code is a generic concept and limits local jurisdictions' discretion on siting and design criteria. The Model Code also does not address the Redmond 2040 Vision or guiding principles contained in the recently adopted Comprehensive Plan 2040 or the City's Great Neighborhood Planning Principles contained in both the Comprehensive Plan and Development Code.

HB 2001 Key Requirements and Provisions:

- Cities with populations greater than 25,000 must amend their zoning codes by June 30, 2022 to allow:
    - Duplexes on each lot or parcel where a single-family home is allowed. Duplexes can be subject to siting and design standards as long as those standards are reasonable and do not create excessive cost or delay.
    - Middle housing in all areas that are zoned for residential use and allow single family homes (duplexes, triplexes, quadplexes, townhouses and cottage clusters).
- Clarifies limits on reasonable local regulations relating to siting and design for Accessory Dwelling Units (ADUs); cities may not apply 'owner-occupancy' requirement of either the primary or accessory structure or requirements to construct additional off-street parking to ADUs, unless they will be used as vacation rentals.
- Makes Contracts, Covenants and Restrictions (CC&Rs) put in place after the effective date for the legislation that preclude middle housing types or ADUs unenforceable.
- Requires jurisdictions to "consider ways to increase the affordability of middle housing" at the time that they adopt regulations or amend their comprehensive plan to comply. Jurisdictions must consider measures such as waiving or deferring system development charges, property tax exemptions or property tax freezes, or a construction excise tax.
- Requires that the Department of Consumer and Business Services (DCBS) create an alternate approval pathway for internal conversions of existing homes. This would make it easier for a detached single-family residence to be converted into a duplex or triplex and require approval within 15 days.

HB 2001 Code Audit
Last autumn, the City was awarded a Technical Assistance grant through the Department of Land Conservation and Development (DLCD) to support the implementation and compliance with HB 2001. Using these grant funds, in November 2021, the City contracted with 3J Consulting and JET Planning to assist with the Development Code amendments. More specifically, to serve as a professional resource and expertise to ensure the City's Development Code amendments were in alignment and compliance with HB 2001 mandates.

The consultants' first deliverable was to conduct an audit of the Development Code in relation to HB 2001 (i.e., middle housing zoning code 'gap analysis'). In February, findings from the gap analysis were presented to the PC identifying seven key policy options to discuss and deliberate about. The PC has subsequently held three work sessions to consider these key policies and has provided staff with general guidance in addressing each of them.

Discussion:
Elizabeth Decker of JET Planning and Anaïs Mathez of 3J Consulting will present the middle housing zoning code gap analysis memo (attached).

Anticipated Outcomes of Second Joint Work Session

1. Provide Council and the Planning Commission (PC) the opportunity to ask the consultants directly about HB 2001 provisions, mandates and experiences in other cities.
2. Familiarize the Council and PC with the gap analysis and guidance provided by the Planning Commission on the key policy options.
3. Receive direction on the key policy options.
4. Discuss the next steps and envisioned public hearing schedule to adopt the required Development Code amendments.
5. Determine when another joint work session is needed.

Council Feedback: October 19, 2001 Joint Meeting

The following identifies specific feedback, list of actions or Council direction from the October 19 joint meeting. These questions continued to be explored and discussed during the amendment process.

1. Consider prohibiting short-term rentals in new neighborhoods and clarify if Accessory Dwelling Units (ADUs) can serve as short-term rentals.
2. Forward any other comments received on HB 2001 to the Council (beyond COBA).
3. Can condominiums be incentivized? Explore the viability and legality of condos versus apartments; this could warrant a good panel discussion topic.
4. Identify and attempt to quantify the infrastructure impact of increased density (transportation, water, wastewater). Be strategic about where you place density in relation to the existing infrastructure and the cost of upsizing (infrastructure should be a panel discussion to include Public Works and City Engineer).
5. Can infrastructure be justification for types of housing types within HB 2001?
6. How do we build housing that helps recognize the needs of St. Charles (nurses, etc.); an opportunity to bring housing affordability panel to the Planning Commission.
7. Compile and send the R1 zoning district vacancy numbers to the Council.
8. Look at strategically zoning newly annexed areas and unused existing areas.
9. Can densities be reduced? Can developers ask for a reduced density in high density zones or reduction of lot sizes?
10. Pursue policies that recognize and provide flexibility regarding design requirements, alley loading, and smaller setbacks for multifamily units.
11. Do not inhibit or preclude more expensive housing from being constructed.

Fiscal Impact:

HB 2001 creates an unfunded mandate related to costs to update the Development Code and will also require investments in the City's infrastructure to meet the needs associated with densification.

The City has received a direct grant of $15,000 from DLCD and has budgeted $10,000 more for a total of $25,000 being used for the code audit and recommendations to determine compliance with HB 2001.

Alternative Courses of Action:

N/A

Recommendation / Suggested Motion:

N/A

MEMO

Date: March 31, 2022

To: City of Redmond

CC: Anaïs Mathez, 3J Consulting

From: Elizabeth Decker, JET Planning

Subject: Middle Housing Zoning Code Gap Analysis

Overview. The City of Redmond is updating its zoning code to fully incorporate 'middle housing' uses throughout residential zones in ways that address both compliance with recent statewide middle housing legislation and consistency with the City's adopted 2040 Comprehensive Plan including the Great Neighborhood Principles. The purpose of this memo is to review existing and initial draft code updates at a high-level review to identify areas where additional work should be targeted in order to update the City's zoning code in compliance with HB 2001's effective date of July 1, 2022. A detailed code audit and further code updates will be prepared following City review of this memo.

Background. HB 2001 was adopted in 2019 and directs cities to expand opportunities to develop middle housing—including duplexes, triplexes, quadplexes, townhomes and cottage clusters—in residential areas. Middle housing is generally smaller and less expensive relative to comparable single-family detached dwellings. Based on its size, Redmond is classified as a 'Large City' (over 25,000 population) under the bill and required to:

- Permit duplexes on all lots where single-family detached dwellings are permitted, under the same standards.
- Permit triplexes, quadplexes, townhomes and cottage clusters in all residentially zoned areas where single-family detached dwellings are permitted subject to clear and objective siting and design standards.

As applied to the City's existing zones, all middle housing types must be permitted consistent with HB 2001 implementing siting and design regulations in all residential zones (R-1, R-2, R-3, R-3.5, R-4 and R-5) where single-family detached dwellings are currently permitted.

The City has already begun efforts to expand housing options, including policies in the 2040 Comprehensive Plan and various code updates since 2017. This memo

analyzes the existing code (referred to as Redmond Development Code—RDC—throughout the memo) and the initial Draft Code dated December 23, 2021, prepared by City staff to address middle housing and related code updates. The purpose of this memo is to identify additional code updates or refinements to draft code that are needed to bring the code into compliance with HB 2001 implementing regulations (codified as OAR Division 660-046 including the Large City Model Code), and to identify where there are policy options where City input is needed to refine the policy direction.

Summary of Findings. There are significant changes needed to the Redmond code to fully implement HB 2001 and permit middle housing in residential zones throughout the city. Many significant changes are directed by state legislation with limited flexibility at the local level to implement, such as which middle housing types to permit in which zones. However, there are several key policy areas within the topics detailed in the following section where there are opportunities for the City to select a preferred direction. The three main topics for City Council feedback include:

- What minimum lot sizes and maximum densities should be permitted outright, and which should require additional review through a discretionary PUD. The Comprehensive Plan recommends consideration of increased maximum densities and lower minimum lot sizes, which would have implications for both single-family detached construction in new developments as well as for middle housing types. Densities and minimum lot sizes for single-family detached homes are not set by HB 2001, but this is a foundational question that sets the direction for many subsequent changes to dimensional and design standards for middle housing. (See discussion on 'Minimum Lot Sizes' and 'Density Standards,' pages 4 and 5.)
- Whether to permit attached or detached structures as duplexes, triplexes and quadplexes, which has implications for retention of existing structures, ADU provisions, lot coverage and dimensional standards, and design standards. (See discussion on 'Definitions,' page 3.)
- Whether to implement additional flexible parking standards beyond the required reductions in minimum parking to one space per unit for middle housing developments, as well as consideration of how driveways and access standards support on- and off-street parking. (See discussion on 'Parking' and 'Access,' pages 8 and 9.)

Policy Options and Direction Needed: For each topic included the three noted above, there are at least two options noted as the 'Compliance Path' and the 'Alternative Path.' The Compliance Path generally represents the minimum

required change to the zoning code standards necessary to meet the HB 2001 standards. The Alternative Path includes opportunities to exceed the minimum requirements with zoning standards that better support middle housing development feasibility and that may constitute a greater change relative to existing standards, but is not required to meet HB 2001. The Compliance Path may be more feasible for more issues given the June 2022 deadline to implement HB 2001, but the Alternative Path can be pursued where there is strong support and consensus on a given issue. Planning Commission has provided initial direction on some of these issues, which is noted in the following pages.

GAP ANALYSIS. The analysis is organized by key topics, some of which span several referenced code sections.

Definitions. The Draft Code incorporates proposed new definitions for middle housing types that are consistent with HB 2001. (RDC 8.0030)

> Policy Option: Consider whether to define duplexes, triplexes and quadplexes as attached dwelling units only (all units must be attached in a single structure on a single lot), or allow both attached and detached dwelling units (two or more individual structures, each containing one or more dwelling units, on a single lot). Attached units are the most common form of plexes historically, and can be more consistent with single-family detached dwellings because they are a single structure on a single lot. However, detached units offer more flexibility on a single lot, notably providing options to add additional detached unit(s) while retaining an existing dwelling unit to discourage demolitions. Detached units are sometimes seen as more desirable because there are no shared walls; they also can lend themselves more easily to middle housing land divisions per SB 458. (See discussion on Land Divisions, below.)
>
> *Compliance Path: Continue to require attached dwelling units for plexes.*
>
> *Alternative Path: Expand definition to permit detached as well as attached plexes. (Planning Commission direction)*

Clarifications to related, overlapping terms here can also set the direction for changes throughout the code. Specifically:

- Consider the distinction between 'cluster development' and 'cottage development;' there are two sets of implementing regulations for these elsewhere in code, and further review of the distinctions and need for each would be useful. Cottage development standards will be updated to reflect HB 2001 requirements and may become the prevailing model.
- Consider the distinction between 'multi family dwelling (3-4 units)' and

'multi family complex (5+ units).' The distinction appears to have been made in order to allow 3-4 unit multi family projects in more residential zones: that is, to effectively permit triplexes and quadplexes. With the formal introduction of triplex and quadplex uses, this use category could be deleted here and throughout the code.

Additional minor updates are recommended throughout the Definitions for internal consistency and compliance with various state laws (e.g., 'family' and 'manufactured home' definitions that have been updated at state level).

Use Standards: All middle housing uses must be permitted in the same zones where single-family detached uses are permitted. (RDC 8.0135) The existing RDC permits duplexes, townhouses and cottage developments in all residential zones R-1 through R-5. In addition, triplexes and quadplexes should be specifically permitted in the same zones.

In the R-3.5 zone, the full range of middle housing uses should also be permitted, and limitations on the minimum lot size of duplexes removed. (RDC 8.0137)

Goal-Protected Areas: Middle housing may be limited in historic, environmental and scenic resources subject to Goal 5 and natural hazard areas subject to Goal 7. Further review of the City's historic resource protections (RDC 8.0820 et seq.) is recommended; there are no hazard areas in the City that trigger further review.

Minimum Lot Sizes: Minimum lot sizes for middle housing directly relate to the minimum lot sizes permitted for single-family detaching housing in each zone. (See Draft Table A, Dimensional Standards, for further detail.) The new Comprehensive Plan includes recommendations to reduce the minimum lot sizes for single-family detached dwellings in these zones. (Policy 10-1-4) Direction on whether to revise the existing single-family detached minimum lot sizes is independent of HB 2001, however, it has direct implications for middle housing minimum lot sizes (and density) and should be addressed at the same time.

Policy Option: Consider whether to adjust minimum lot sizes for single-family detached units, with corresponding impacts on minimum lot sizes for middle housing. Lot size changes must be aligned with density changes, below.

- Minimum lot size for duplexes must be the same as for single-family detached.
- Minimums for triplexes must be the same as for single-family detached, or 5,000-SF, whichever is greater.
- Minimums for quadplexes and cottage clusters must be the same as for single-family detached, or 7,000-SF, whichever is greater.

For example, the recommended 5,000-SF minimum lot size for single-family detached

in R-4 would translate to 5,000-SF minimums for duplexes and triplexes, with the option to apply the 5,000-SF to quadplexes and cottage clusters as well, or require up to a 7,000-SF minimum for those types. Allowing smaller minimum lot sizes can decrease land costs and indirectly decrease housing costs by keeping units small, and applying the same minimum lot size to all dwelling types can increase flexibility for individual lots. Smaller lots can run into feasibility issues when trying to fit all required site components.

Compliance Path: Maintain existing minimum lot sizes for single-family detached residences, and set corresponding middle housing minimum lot sizes as directed by HB 2001.

Alternative Path: Reduce minimum lot sizes for single-family detached, and set corresponding middle housing minimum lot sizes.

Density Standards: Existing minimum and maximum densities for single-family detached residential need additional refinement to meet the recently adopted Comprehensive Plan policies, and to better align with the existing or proposed minimum lot sizes. (See Draft Table A, Dimensional Standards, for further detail.)

Planning Commission Direction: Continue to explore a density range, and study what neighborhood design results. Explore appropriate minimum densities to allow for flexibility.

Once densities are set for single-family residential, additional refinements are needed for middle housing. Density standards should exempt duplexes, triplexes, quadplexes and cottage clusters from maximum density, provided that they meet the minimum lot sizes; minimum densities can be applied. Townhouses may be subject to the minimum density as well as a maximum density set to either four times the density permitted for single-family detached units or a maximum of 25 units/net acre (whichever is less), or an effective of 29 units/net acre maximum based on the allowed minimum lot size.

Policy Option: Consider where to set the maximum density for townhouses within the allowed range. The range will be largest in the lowest density zones, where scaling to the allowed single-family residential density will be lower than 25 or 29 units/net acre. The range will be narrower in the medium and high-density zones, between the 25 units/net acre allowed as a maximum in HB 2001 requirements (translating to 1,750-SF average lot sizes) or 29 units/net acre (if all units were built on 1,500-SF minimum lots as permitted).

Compliance Path: Set at four times the density of single-family residences or 25 units/net acre, whichever is less.

Alternative Path: Set at up to 29 units/net acre in some or all zones.

Dimensional Standards: Setbacks and minimum height are also set in the Draft Code, and largely apply the same standards to single-family detached dwellings and middle housing. (RDC 8.0140) This approach meets the HB 2001 requirements, though there are a small handful of needed dimensional standards for specific middle housing types that could be integrated here or in development standards specific to each middle housing type. Items include: a maximum 25-ft height for cottages, a maximum 20-ft street frontage for townhouses, and maximum 10-ft perimeter setbacks for cottage clusters.

Lot Coverage: There are currently no maximum lot coverage or Floor Area Ratio (FAR) standards to address the total building massing; further analysis of the setbacks on proposed lot sizes could be useful to determine if building envelopes are appropriately scaled consistent with the Great Neighborhood Principles. (RDC 8.0140) Any future standards would need to address both single-family detached dwellings and middle housing, rather than singling out middle housing.

Policy Option: Consider whether lot coverage maximums (or inversely, landscaping minimums) would be a useful tool to address building massing in residential areas, after consideration of the current combination of lot sizes and setbacks. Any regulations must apply to both single-family detached dwellings and middle housing, though they can allow more lot coverage for middle housing types to allow greater site development flexibility.

Compliance Path: Maintain existing standards and do not introduce lot coverage or landscaping requirements. (Planning Commission direction)

Alternative Path: Introduce new standards for lot coverage that address overall building massing and stormwater impacts.

Landscaping: Another tool that can inversely address lot coverage is landscaping standards, including a minimum landscaping standard. Landscaping can also address environmental and neighborhood design goals, such as increasing tree canopy coverage. Landscaping standards are not centralized in the RDC, and appear to have limited applicability to single-family detached dwellings. (See for example minimum landscaping requirements for residential other than single-family and duplexes in RDC 8.3025(3)(A), and street tree requirements in RDC 8.3035(5)(K).) Standards for single-family detached dwellings and middle housing types should be aligned, and relocated to a centralized location.

Policy Option: Consider what landscaping requirements are desired for single-family detached dwellings and middle housing types to achieve community design and

livability goals, whether limited to street tree requirements or extending into private landscaping as well.

Compliance and Alternative Paths: Same as above; Planning Commission direction was to not pursue any new landscaping standards at this time.

Plex Design Standards: There are existing design standards for single-family detached, duplex, triplex and quadplex dwellings; no edits are proposed in the Draft Code. (RDC 8.0141) Under HB 2001, design standards that can be applied to middle housing types must be 'clear and objective,' and must be design standards detailed in the Model Code, design standards applied to single-family detached residential, or less restrictive standards. The proposed approach largely complies with the state requirements because the standards are the same as for single-family detached dwellings, however, the standards should be reviewed to ensure that they apply on a per lot rather than per unit basis. For example, one porch may be required per lot, but not one porch per unit—to avoid creating onerous standards for a triplex or quadplex. In particular, the requirement for a garage per dwelling unit should be reconsidered for applicability to middle housing. (RDC 8.0141(B)(6))

The City may also explore integrating any or all of the Model Code design standards specific to triplexes and quadplexes, which address items such as minimum window coverage, entryway orientation, and relative locations/proportions of driveways and garages.

Townhouse Development Standards: The existing development standards are located in the Design Review Criteria section because townhouse development currently triggers design review; there are initial changes proposed in the Draft Code. (RDC 8.3035(F)) Deleting the current standards and integrating townhouse standards in the Residential Use Zones section is recommended for simpler compliance with HB 2001, given that townhouses must be permitted by right and design review can no longer be required.

Dimensional standards for townhouses can be better located with corresponding standards for all housing types, e.g. locating minimum lot sizes and density ranges in RDC 8.0140. Similar to plexes discussed above, design standards should be revised to be 'clear and objective,' and must be design standards detailed in the Model Code, design standards applied to single-family detached residential, or less restrictive standards. It may be easier to adopt the Model Code design standards than to attempt detailed revisions of the existing design standards, which include many standards that include some discretion and/or exceed what is permitted in the Model Code.

Cottage Development Standards: Cottage cluster standards are currently located

with PUD standards, and should be relocated to the Residential Use Zones section similar to townhouse standards. The Draft Code includes no proposed revisions. (RDC 8.0285) However, similar to townhouses, the development standards specific to cottages can be relocated to RDC 8.0140 with other residential uses (lot sizes, density, dimensions, etc), and a new design standards section added specific to cottages. There are detailed design standards in the state's Model Code that may be easiest to adopt; they address many similar concepts as the existing regulations such as common open space, dwelling orientation, and parking area location and screening, but are more focused and intended to be less onerous to met.

Note: Cluster developments, despite the similar sounding name, are discussed with PUDs below.

Parking: Single-family residential and most middle housing uses currently require two off-street parking spaces per unit; no changes are proposed in the Draft Code. (RDC 8.0500) However, state regulations cap maximum off-street parking requirements for all middle housing types at one space per unit, and additional code revisions are needed for compliance. There are a few rare circumstances where further parking reductions are also required. Additionally, HB 2001 eliminated any minimum parking requirements for ADUs, which should be reflected in future code updates. There are also options under the Model Code to offer further off-street parking reductions, either across the board, where on-street parking is available, and/or in proximity to transit or other amenities.

> Policy Option: Consider whether to explore additional contextual parking space reductions for middle housing. Generally, lowering minimum parking requirements can increase development feasibility especially on smaller lots.
>
> *Compliance Path: Set off-street parking requirements at the maximum allowed under HB 2001, at one space per unit, with no further reductions. (Planning Commission direction)*
>
> *Alternative Path: Introduce additional off-street parking reductions for middle housing.*

Procedures: Development of middle housing projects on an individual lot must be subject only to the same review procedures that apply to a single-family detached dwelling. Plexes are already exempted from Site Design and Review requirements, and further revisions should clearly exempt all middle housing types. (RDC 8.3010) Review requirements should be carried throughout the code including in the Residential Uses standards and all procedures chapters. (RDC Article II)

Conversion of Existing Structures and Nonconforming Uses: Development and design standards should also specifically address conversion scenarios explicitly

permitted in state regulations, where an existing single-family detached dwelling is converted to an eligible middle housing type. Existing nonconforming use standards should also be reviewed to ensure that such conversions do not trigger nonconformity issues. (RDC 8.0660 et seq.)

Access: Driveway and spacing requirements should be reviewed for lots developed with middle housing types. There are some specific standards on driveway width minimums and maximums allowed in the state's Model Code, which attempt to address scenarios with multiple units and driveways on a single lot and/or individual driveways on narrow lots. Existing code addresses some of these scenarios for townhouses (RDC 8.3035(4)(F)(3)), but further review of existing driveway standards for residential lots and desired policy outcomes is recommended. Any alley access requirements should also be reviewed.

> Policy Option: Consider how best to serve middle housing types with driveway access, whether that is through a single consolidated driveway or multiple, smaller driveways per lot.
>
> *Compliance Path: Apply existing standards for single-family detached residences that require a single, wider driveway in most scenarios.*
>
> *Alternative Path: Allow multiple driveways per lot for select middle housing types, such as two driveways per duplex lot.*

Flag Lots: Review of flag lot standards needed with regard to middle housing. (RDC 8.2702(12)) Flag lots are currently limited to single-family detached or duplex residential uses, and all middle housing uses excluding townhouses must be permitted per HB 2001 regulations. Additional access standards tied to total number of units, rather than type of residential development, can help address fire/life safety concerns.

Land Division: In addition to existing subdivision and partition procedures, further state legislation in SB 458 creates a new middle housing expedited land division pathway that must be incorporated into code. Article III should be reviewed to identify how best to incorporate these new provisions.

Planned Unit Developments: In addition to permitting middle housing (and all residential development) by-right, cities may also offer a discretionary review pathway that provides additional incentives to allow for more flexible or creative development. The existing Planned Unit Development track (RDC 8.0275) and Cluster Development track (RDC 8.0280) provide flexibility including increased density for projects that incorporate greater landscaping, open space and other community benefits. While new middle housing legislation does not direct any

changes to the City's PUD standards, it will be important to review the PUD standards to ensure that they remain a distinct alternative to needed housing allowed by-right through clear and objective processes. The Draft Code includes proposed changes to the densities allowed through the PUD process, and these should be further reviewed to ensure both that needed density can be permitted outright through a subdivision or other development process without necessitating a PUD, and that the density bonuses are meaningful relative to the density permitted for middle housing by-right.

3J CONSULTING
CIVIL ENGINEERING | WATER RESOURCES | COMMUNITY PLANNING

JET planning

MIDDLE HOUSING CODE AUDIT: GAP ANALYSIS

City Council Workshop

April 5, 2022

Welcome and Introductions

AGENDA

- Redmond Middle Housing Code Audit: *Overview*
- Middle Housing Legislation: *Background*
- Gap Analysis: *Key Topic Areas*
- Discussion
- Next Steps

Redmond Middle Housing Audit: Project Objectives

- **Audit** Redmond's draft residential development code amendments:
  - Comply with **middle housing** zoning requirements (HB 2001, SB 458)
  - Implement and ensure consistency with the **2040 Comprehensive Plan** and **Great Neighborhood Principles**
- Identify **preferred policy direction** for code amendments
- **Advise** staff to draft code amendments

Project Schedule

HB 2001 & SB 458 Redmond Development Code Amendments -- Anticipated Timeline --						
Tasks	**Jan**	**Feb**	**Mar**	**Apr**	**May**	**June**
Exhibits A, B, & C Baseline	★					
Gap Analysis		★				
Refinement to Exhibits A, B, & C			★			
Code Audit and Concepts				★		
Code Audit and Concepts Worksession					★	
Draft Code Worksession						★
Finalize Code for City Council Adoption						★

★ *Work product presented to PC*

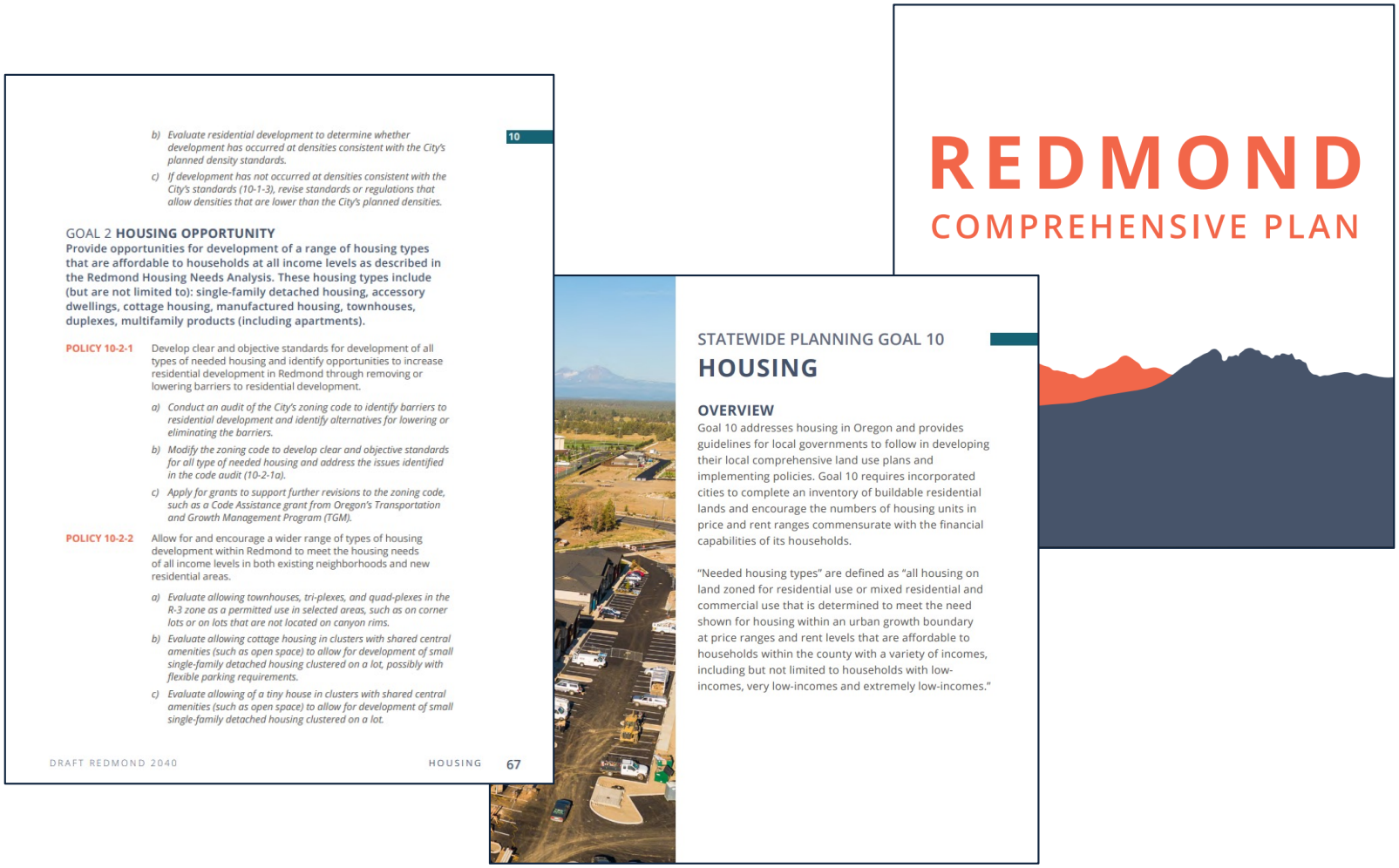
★ *Joint PC/CC Worksession*

HB 2001 Deadline: July 1, 2022

Why Plan for Middle Housing?

- *Required by state law*
- Provides housing alternatives that can be:
  - Smaller and less expensive units compared to SFDDs
  - Appealing to broader range of households
  - Potential for more homes to be built within existing land
  - Integrated into typically single-family neighborhoods
- Implements City's adopted Comprehensive Plan and helps meet identified housing needs

Recent Efforts:
2040 Comprehensive Plan



b) *Evaluate residential development to determine whether development has occurred at densities consistent with the City's planned density standards.*

c) *If development has not occurred at densities consistent with the City's standards (10-1-3), revise standards or regulations that allow densities that are lower than the City's planned densities.*

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GOAL 2 **HOUSING OPPORTUNITY**

Provide opportunities for development of a range of housing types that are affordable to households at all income levels as described in the Redmond Housing Needs Analysis. These housing types include (but are not limited to): single-family detached housing, accessory dwellings, cottage housing, manufactured housing, townhouses, duplexes, multifamily products (including apartments).

POLICY 10-2-1 Develop clear and objective standards for development of all types of needed housing and identify opportunities to increase residential development in Redmond through removing or lowering barriers to residential development.

a) *Conduct an audit of the City's zoning code to identify barriers to residential development and identify alternatives for lowering or eliminating the barriers.*

b) *Modify the zoning code to develop clear and objective standards for all type of needed housing and address the issues identified in the code audit (10-2-1a).*

c) *Apply for grants to support further revisions to the zoning code, such as a Code Assistance grant from Oregon's Transportation and Growth Management Program (TGM).*

POLICY 10-2-2 Allow for and encourage a wider range of types of housing development within Redmond to meet the housing needs of all income levels in both existing neighborhoods and new residential areas.

a) *Evaluate allowing townhouses, tri-plexes, and quad-plexes in the R-3 zone as a permitted use in selected areas, such as on corner lots or on lots that are not located on canyon rims.*

b) *Evaluate allowing cottage housing in clusters with shared central amenities (such as open space) to allow for development of small single-family detached housing clustered on a lot, possibly with flexible parking requirements.*

c) *Evaluate allowing of a tiny house in clusters with shared central amenities (such as open space) to allow for development of small single-family detached housing clustered on a lot.*

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REDMOND
COMPREHENSIVE PLAN

STATEWIDE PLANNING GOAL 10
HOUSING

OVERVIEW

Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies. Goal 10 requires incorporated cities to complete an inventory of buildable residential lands and encourage the numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households.

"Needed housing types" are defined as "all housing on land zoned for residential use or mixed residential and commercial use that is determined to meet the need shown for housing within an urban growth boundary at price ranges and rent levels that are affordable to households within the county with a variety of incomes, including but not limited to households with low-incomes, very low-incomes and extremely low-incomes."

Key Housing Policies

- Plan for a wide range of housing types
- **10-1-3:** Sets **required** minimum densities for each residential zone
- **10-1-4:** Identifies **opportunities** to increase minimum and maximum densities in residential zones, and reduce minimum lot sizes
- HNA identified a deficit of land in the UGB for both Limited Residential and High Density Residential

Middle Housing Legislation: Overview

- Redmond is a 'Large City' under HB 2001
- Permit duplexes on all lots where SFDDs are allowed
- Permit triplexes, quadplexes, townhouses and cottage clusters in residential areas where SFDDs are allowed
- Apply 'clear and objective' siting, design and procedural standards
- Permit expedited middle housing land divisions

What Are We Planning For?

- **Duplexes**, **triplexes, quadplexes, townhouses and cottage clusters**
- **New construction** or **additions/conversion** of existing buildings
- In **existing and new** neighborhoods, with effects likely to be greatest in new neighborhoods

New Duplex

Corner Duplex

Detached Duplex

New Triplex

New Quadplex

New Quadplex: New Neighborhood

Four-Unit Townhouse

Townhouse w/Driveways

Cottage Cluster

Cottage Cluster

Cottage Cluster Layout

GAP ANALYSIS FINDINGS

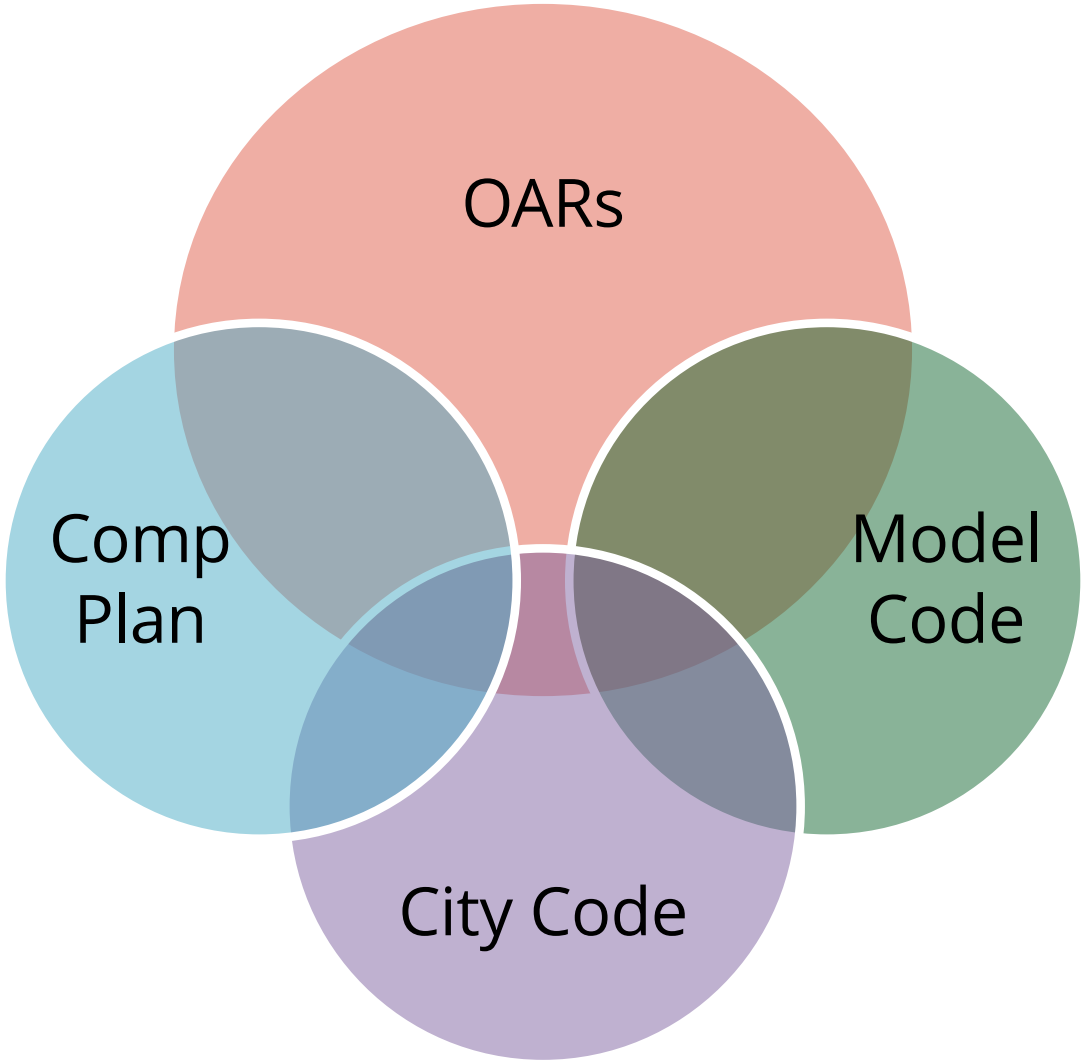
Gap Analysis: Needed Code Updates

- Definitions: For middle housing uses
- Uses: Permitting middle housing in all R zones
- Density: Minimums and maximums
- Minimum lot sizes: SFDD and middle housing
- Dimensions: Height, setbacks, lot coverage
- Landscaping

Gap Analysis: Needed Code Updates, ctnd

- Design standards: Specific to middle housing types
- Parking: Minimums
- Access & driveways
- Procedures
- Land divisions: MHLDs, relationship to PUDs

Inputs for Code Updates



Direction Needed for Code Updates

- Several policy options identified, each include:
  - **Compliance Path:** Minimizes changes to existing code while meeting OAR minimum compliance standards
  - **Alternative Path:** Additional changes that may better support development feasibility and/or City priorities
- Planning Commission and City Council input needed, considering timeline, impacts, support

Key Policy Option: Density Ranges & Lot Sizes

- Comprehensive Plan recommended consideration of expanded density ranges for R zones, with related decreases in minimum lot sizes
  - City discretion; not governed by HB 2001
- Setting direction now for the R zones will in turn affect the minimum lot sizes for middle housing, which are tied to those for single-family

Range of Ranges

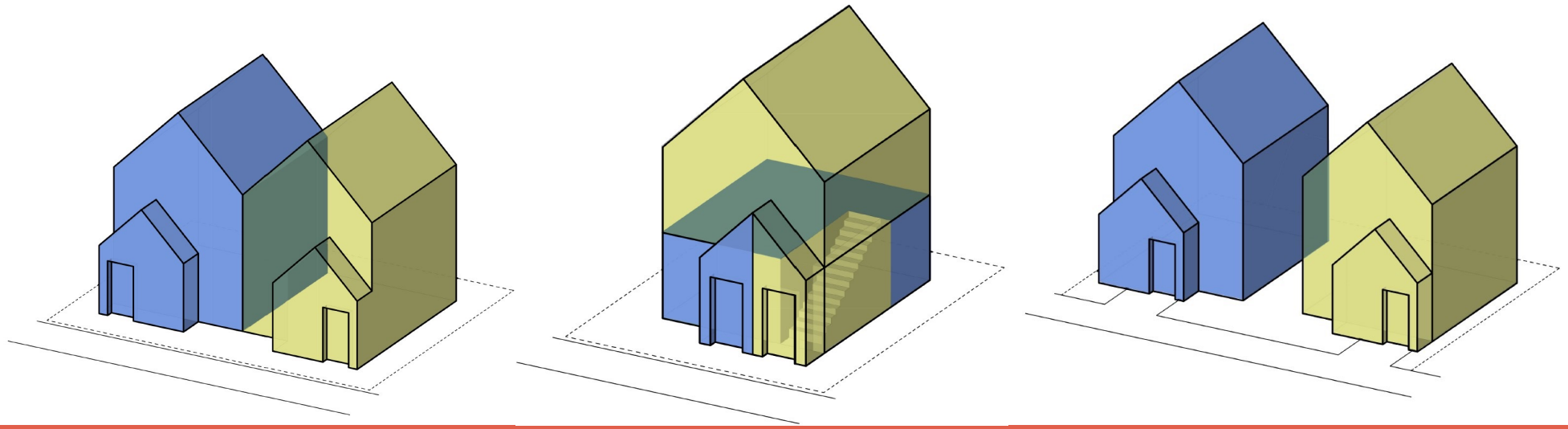
Zone	Existing	Comp Plan Recommendation
R-1, R-2	9,000-SF minimum lot size 4 units/acre minimum	Reduce to 7,300-SF minimum lot size 4-6 units/acre range
R-3	7,500-SF minimum lot size 5 units/acre minimum	Reduce to 6,000-SF minimum lot size 5-7.25 units/acre range
R-4	5,500-SF minimum lot size 10 units/acre minimum	Reduce to 5,000-SF minimum lot size 5-8.7 units/acre range

Density Ranges & Lot Sizes ctnd

- Compliance: Maintain existing standards, with minor changes for clarity, set middle housing in line
- Alternative: Modify existing standards for single-family in line with Comp Plan recommendations in some or all zones, set middle housing in line
  - Biggest changes for middle housing are in R-1, R-2

Key Policy Option: Attached & Detached Plexes

- Compliance: Continue to permit attached duplexes, triplexes and quadplexes
- Alternative: Permit detached plexes for some or all



Key Policy Option: Parking Spaces

- Compliance: Require a minimum of 1 off-street parking space/unit for middle housing
  - Does not preclude developing more parking
- Alternative: Offer on-street parking credits, and/or reduce for specific housing types or locations

Key Policy Option: Access Arrangements

- Number and spacing of driveways also affects utility of off-street parking, impacts to on-street parking
  - Compliance: Require one driveway per lot
  - Alternative: Allow more driveways for plexes, corner lots

Duplex Driveway Options

Additional Policy Options

- Density range for townhouses
  - Largely depends on broader density discussion
- New lot coverage and/or landscaping standards
  - Could benefit from further modeling outside this process
- Other?

DISCUSSION

Key Questions

- Which density ranges and minimum lot sizes should be permitted outright, per Comprehensive Plan?
- Is there interest to explore detached duplexes, triplexes and/or quadplexes, in some/all scenarios?
- What are priorities for parking, driveway and access standards?

Next Steps

- Integrate policy direction into draft code (April)
- Develop detailed audit of draft code, refine policy direction and concepts (April)
- Code adoption process (May onwards)

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THANK YOU!