



City of Woodburn
Community Development Dept.

Memorandum

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Date: December 10, 2020 (Prepared December 3)
To: Planning Commission
Through: Chris Kerr, AICP, Community Development Director *CK*
From: Colin Cortes, AICP, CNU-A, Senior Planner *CC*
Subject: **Middle Housing Project: Project Introduction Briefing & Task (A)1 Background Report**

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Introduction

The Planning Commission is designated as the project advisory committee for the [Middle Housing](#) long-range planning project. The project serves compliance with changes in state law because of the 2019 legislature passing [House Bill \(HB\) 2001](#) and in June 2021 is to result in adoption-ready legislative amendments to the [Comprehensive Plan](#) and [Woodburn Development Ordinance \(WDO\)](#).

The immediate key understanding of the project is that it's about more than just duplexes. State standards now generally require cities to permit "middle housing" (duplexes, triplexes, quadplexes, townhouses, and cottage clusters) in areas where single-family housing is permitted. Therefore, WDO amendments will be extensive and detailed.

Workshop Objectives

Understand the Background Report, express opinions and views to and ask questions of staff and the consultant, and provide initial direction to staff as staff continues the project with the consultant.



Here are guiding questions on the Background Report:

- A. Does the Commission understand the project purpose and scope?
- B. Does the Section 2 Plan and Code Review convey the extent and detail of needed legislative amendment?
- C. Is Section 3 Neighborhood Patterns Analysis helpful by providing guidance for tailoring WDO regulations by neighborhood?
- D. What are initial concerns about the project including WDO amendments?

Executive Summary

What's Middle Housing?

It refers to a wide range of housing types of a scale and density that fall between detached, single-family houses and midrise, 3-5 story apartment/condo buildings.

Prior to zoning becoming a common nationwide municipal tool starting in the 1920s, it was uncommon to have large districts limited to detached houses only. Because of zoning combined with federal subsidies biased towards mortgages for detached single-family houses newly constructed by the private sector, the rise of “homebuilding” as a national industry financed by Wall Street, and ethnic and racial [redlining](#), little middle housing was built after World War II.

The rise of the national affordable housing crisis especially after the Great Recession of 2007-2009 drew attention to middle housing as a market-based way to get housing affordability.


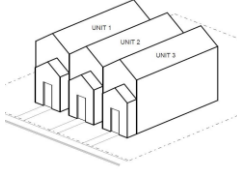
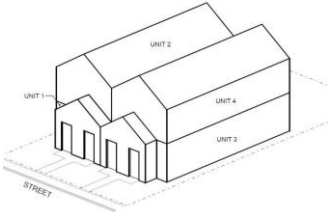
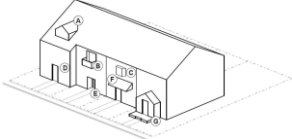

In 2010 Daniel Parolek, principal of the firm Opticos Design, coined the phrase “missing middle housing”, and the firm drew a freely licensed and widely shared image of a spectrum of housing types and what part of that is middle:



Missing Middle Housing conceptual diagram, courtesy Opticos Design

What's the State Requiring?

The legislature through HB 2001 uses and narrowly defines the phrase “middle housing” to include duplexes, triplexes, quadplexes, townhouses, and cottage clusters. The definition of each and each housing type is illustrated below:

<p>Duplex</p> <p>Two attached dwelling units on a Lot or Parcel. A Medium or Large City* may define a Duplex to include two detached dwellings on <i>one lot</i>.</p> 	<p>Triplex</p> <p>Three attached dwelling units on a Lot or Parcel. A Large City* may define a Triplex to include any configuration of three detached or attached dwellings on <i>one lot</i>.</p> 
<p>Quadplex</p> <p>Four attached dwelling units on a Lot or Parcel. A Large City* may define a Quadplex to include any configuration of four detached or attached dwellings on <i>one lot</i>.</p> 	<p>Townhouse</p> <p>A dwelling unit that is part of a row of two or more attached dwelling units, where each unit is located on <i>its own lot</i> and shares at least one common wall with an adjacent dwelling.</p> 
<p>Cottage Cluster</p> <p>A grouping of no fewer than four detached dwelling units with a footprint of less than 900 square feet each that common courtyard. A Medium or Large City* may allow Cluster dwellings to be located on <i>a lot or with each on a lot</i>.</p>  <p style="text-align: right;">per acre includes a Cottage dwelling</p> <p>*Woodburn falls into the Large City category.</p>	

Adapted from Background Report, Section 1 State Policy Framework, Figure 2 Definitions of Middle Housing Types (OAR 660-046-0020), courtesy Cascadia Partners LLC

Agency rulemaking followed HB 2001 through DLCD adopting Oregon administrative Rules (OAR) [660-046](#). DLCD through its Rulemaking Advisory Committee is working on additional [housing rulemaking](#).

The immediate key understanding of the project is that it's more than just duplexes. State standards generally prohibit cities from applying to middle housing standards more restrictive than for houses. In other words, regulations must treat middle housing types equally, whether regulations including for aesthetics are lenient, moderate, or stringent. An upside to this is that duplexes, triplexes, and quadplexes, and cottage clusters are more likely to resemble or be compatible with the aesthetics of houses.

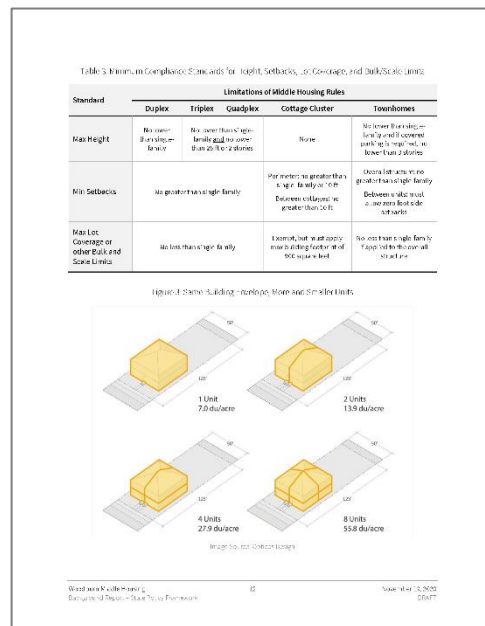
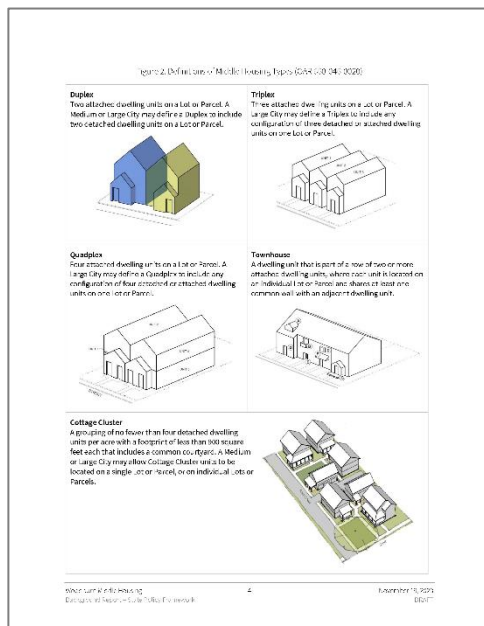
Smaller dwelling units tend to be more affordable units, so more units within a building about the same size as a house is consistent with the overall intent of HB 2001 to provide more affordable market-rate housing.

Middle Housing Background Report

To help the City grapple with the necessary changes, the consultant drafted a background report composed of three section documents:

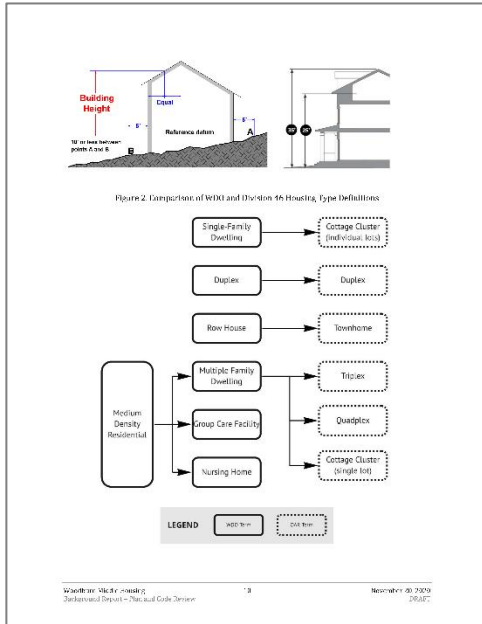
Background Report: Section:

1. State Policy Framework



Example images from State Policy Framework

2. Plan and Code Review



Example images from Plan and Code Review

Table 1. Analysis of Use Regulations in Residential Zones (based on Table 2.6.7A)

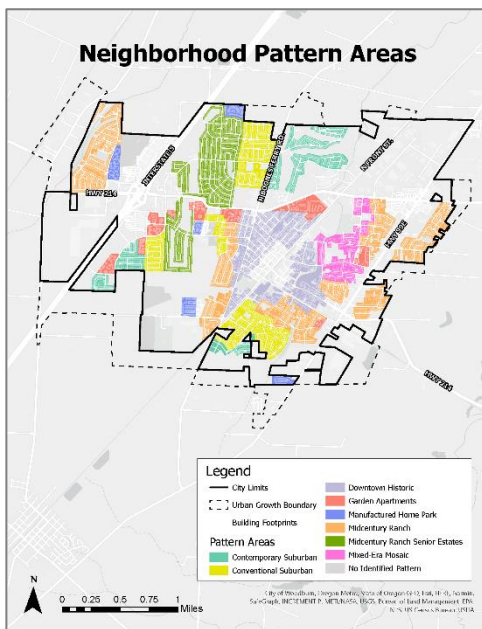
Dwelling (WDO Terms)	Applicable Multiple Housing Type (OAH Division 46 Terms)	Zone					Notes
		RS	RSX	R1S	RM	RM-2	
Accessory dwelling unit	N/A	S	S	S	S	S	Units do not conform to ADUs.
Duplex dwelling	Duplex	S	S	P	P	P	<ul style="list-style-type: none"> RS/RX: Duplexes are not subject to same design and development standards as single-family dwellings. See table of Special Use standards (Section 2.6.7). R1S: Duplexes are not allowed in concept when a single-family detached is allowed.
Manufactured dwelling	N/A	S*	S*	S	S	S	Units do not conform to same form and design.
Manufactured dwelling park	N/A			S	S	S	
Multiple-family dwelling	<ul style="list-style-type: none"> Triplex Quadplex Cottage Cluster (single lot) 			P	P	P	RS/RX/R1S: Triplex, quadplex, and cottage clusters can be allowed in some areas.
Row houses	Townhome				P	P	RS/RX/R1S: Townhomes are not allowed in some areas.
Single-family detached dwellings	Cottage Cluster (individual lot)	P	P	P	P	P	Triplex, quadplex, and townhomes are not allowed in some areas. See table of Special Use standards (Section 2.6.7) for more information on accessory dwelling unit patterns.

Legend: Accessory Unit (A), Conditional Use (CU), In-Use Unit (IU), Special Permitted Use (SP), Specific Conditional Use (SCU)

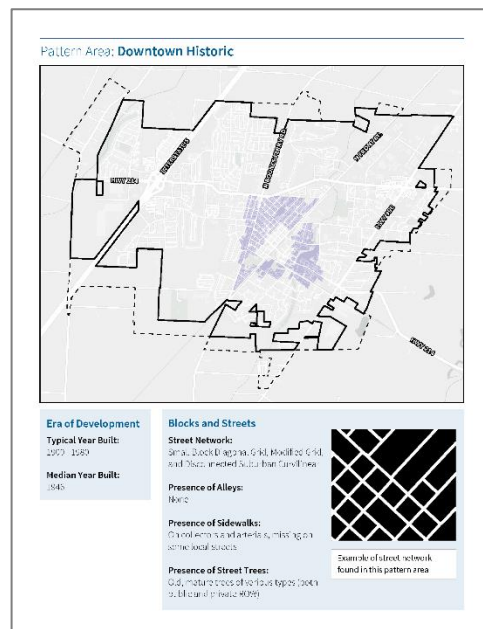
■ Does not conform in Division 46
 ■ May not conform in Division 46
 ■ Complies with Division 46

Worksheet: Middle Housing
 Worksheet Report: Table of Code Review 12 November 20, 2020

3. Neighborhood Patterns Analysis



Example images from State Policy Framework



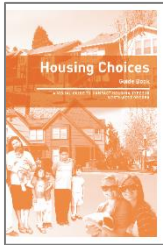
Staff seeks Commission review of these documents, its opinions and views, and initial direction to staff as staff continues the project with the consultant.

There is also a fourth document, a Public Involvement Plan, that the Commission can review and advise on if it wishes to.

More on Housing Affordability

The affordability of housing derives from many factors including supply and dwelling types. Staff recommends reading the following online descriptions:

- Congress for the New Urbanism (CNU) [Affordable Neighborhoods](#)
- Opticos Design, Inc.: [Missing Middle Housing](#)
- Oregon Department of Land Conservation and Development (DLCD) [housing resources](#) and in particular the [Housing Choices Guidebook](#):



Next Steps

Staff will brief the City Council on the project on December 14 and will return to the Commission February 25 or March 11, 2021 with draft alternative actions and recommended plan and WDO amendments that go with them.

These documents will account for infrastructure concerns (as HB 2001 Section 4 allows) based on an infrastructure audit that the consultant will finish by February 17, 2021.

Attachment(s):

101. Consultant's Task (A)1 Draft Background Report (Dec. 2, 2020; 70 pages)
102. Public Involvement Plan (Dec. 2020; 7 pages)
103. "Second Thoughts" Sheet
104. Map: Zoning (June 2020)



MIDDLE HOUSING IMPLEMENTATION PROJECT **BACKGROUND REPORT**

December 2, 2020
DRAFT



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SECTION 1

State Policy Framework

Executive Summary

Oregon House Bill 2001 (“HB 2001”) requires the City of Woodburn to allow “middle housing” in most residential zones. Specifically, the City is required to allow duplexes on every lot where a detached single-family dwelling is allowed and to allow triplexes, quadplexes, townhomes, and cottage clusters in areas zoned for residential uses that allow for single-family dwellings.¹ HB 2001 is implemented through Oregon Administrative Rules (OAR 660-046, “Middle Housing”) that are currently being drafted by the Department of Land Conservation and Development (DLCD). The rules include a “Model Code” which Cities may adopt, in whole or in part, to comply with HB 2001.

The administrative rules provide definitions for each of the five (5) middle housing types and specify the number and configuration of dwelling units that the City must allow. The City will need to amend existing definitions and add new definitions to the Woodburn Development Ordinance (WDO) in order to regulate these housing types in compliance with HB 2001.

HB 2001 applies to any zoning district in which (1) residential uses are the primary use and which implements a residential comprehensive plan designation and (2) the zone allows single-family detached dwellings. All five (5) of Woodburn’s residential zones meet this criteria, and the Mixed Use Village (MUV) zone may also be required to comply with HB 2001.

The City may prohibit or limit middle housing in areas that are protected under existing Statewide Planning Goals, infrastructure-constrained areas, and areas protected by other state and federal laws. In Woodburn, this includes the Riparian Corridor and Wetlands Overlay District and the Neighborhood Conservation Overlay District. It is unknown whether any areas in the City will qualify as “infrastructure-constrained” lands. That will be determined through an infrastructure analysis conducted as part of this project (Project B, “Infrastructure-Based Time Extension Request Application”).

The City may regulate the siting and design of middle housing development, within certain parameters. The administrative rules establish “minimum compliance standards”. If the City’s proposed regulations meet these standards, they comply with HB 2001. Generally, the intent of these standards is to ensure middle housing is not subject to significantly more restrictive regulations than single-family detached housing.

The City may depart from minimum compliance standards, but it must submit detailed findings, for review by DLCD, that demonstrate the proposed regulations meet certain criteria. The criteria are intended to ensure middle housing will be allowed broadly in residential zones and that the regulations will not cause “unreasonable cost or delay” for middle housing developments. Meeting these criteria will be complex and approval by DLCD is uncertain, therefore, the project team’s initial recommendation is to meet the minimum compliance standards. This approach will be confirmed in the Code Concepts stage of the project.

¹ ORS 197.758(2)

Overview

House Bill 2001 (HB 2001) is a landmark piece of legislation with far-reaching implications for residential zoning and land use across Oregon. HB 2001 requires cities with populations over 25,000— applicable to the City of Woodburn—to allow duplexes on *every lot* where a detached single-family dwelling is allowed and to allow triplexes, quadplexes, townhomes, and cottage clusters *in areas* zoned for residential uses that allow for single-family detached dwellings.²

Woodburn is one of many communities grappling with the implications of the law. The City desires middle housing be integrated into the existing community fabric while remaining compliant with state rules and providing needed housing options to the community.

The purpose of this section of the Background Report is to provide a concise summary of the requirements associated with complying with HB 2001, as they apply to the City of Woodburn. This section also identifies preliminary options for complying with HB 2001 and discusses some challenges and opportunities associated with each. The section is organized as follows:

- Administrative Rules and Model Code
- Definitions: What is Middle Housing?
- Applicability: Where do the Requirements Apply?
- Siting: Within Applicable Areas, Where Must Middle Housing be Allowed?
- Development and Design Standards: How Can the City Regulate the Form of Middle Housing?

Administrative Rules and Model Code

Administrative Rules

HB 2001 tasked the Department of Land Conservation and Development (DLCD) with creating a set of administrative rules that specify in detail how local governments will satisfy the broad intent of the law. The draft rules have not yet formally adopted by the Land Conservation and Development Commission (LCDC) as of November 2020, but they are expected to be adopted in roughly their current form. The City may still provide input on the draft rules by submitting comments prior to the next LCDC hearing.³ The rules will be incorporated as Division 46 of Chapter 660 of the Oregon Administrative Rules (OAR 660-046, “Middle Housing”).⁴ These rules

² ORS 197.758(2)

³ For more information on the proposed rules and how to submit comments, see DLCD’s House Bills 2001 web page: <https://www.oregon.gov/lcd/UP/Pages/Housing-Choices.aspx>

⁴ The most recent proposed draft of OAR 660-046, dated November 12, 2020, is available here: https://www.oregon.gov/lcd/Commission/Documents/2020_11_Item-4_Attachment-B-Proposed-Middle-Housing-OAR-660-046.pdf

will be referred to as “Division 46” or “middle housing rules” in this report.

Model Code

The legislation also tasked DLCD with preparing a Model Code for middle housing.⁵ The Model Code has two purposes. It serves as both a “benchmark” and a “backstop”:

- **Benchmark:** The Model Code provides a benchmark against which local middle housing regulations can be compared to establish compliance with HB 2001. The administrative rules specify when the provisions of the Model Code will be used as a benchmark for compliance.
- **Backstop:** If a city does not adopt middle housing regulations that comply with Division 46, then the Model Code automatically supersedes any existing, local regulations that apply to middle housing.

Provisions of the Model Code are referenced in this section; however, the primary focus of this report is to outline the requirements of Division 46. The Model Code represents one example of a set of regulations that comply with Division 46, but the City is not required to comply with all provisions of the Model Code.

Definitions: What is Middle Housing?

The concept of middle housing originated in the term “missing middle housing”. The concept generally refers to a wide range of housing types of a scale and density that fall between detached, single-family homes and midrise, 3-5 story apartment buildings (Figure 1). Most contemporary zoning codes only allow middle housing in higher density or multi-family zones, although it is possible to design middle housing to be compatible with single-family dwellings.

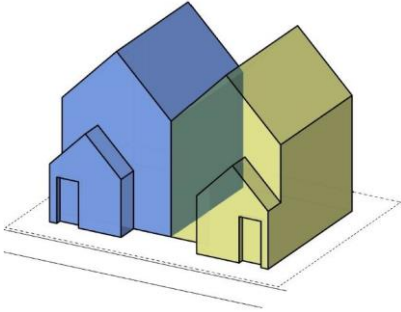
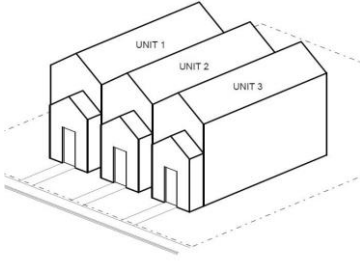
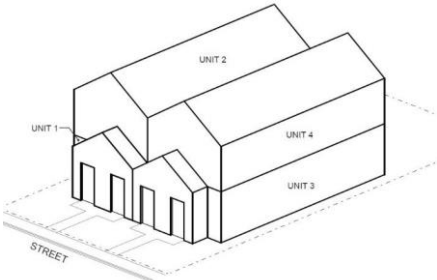
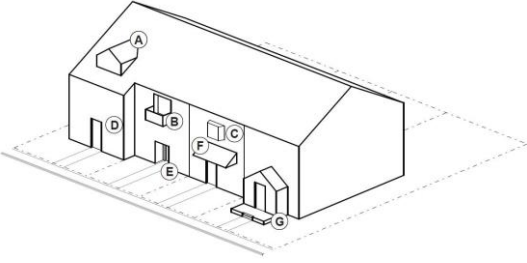

Figure 1. Missing Middle Housing Conceptual Graphic



⁵ The most recent proposed draft of the Large Cities Model Code, dated November 12, 2020, can be found here: https://www.oregon.gov/lcd/Commission/Documents/2020_11_Item-4_Attachment-C_Proposed-Large-Cities-Middle-Housing-Model-Code.pdf

For the purpose of HB 2001, middle housing is more narrowly defined. Middle housing includes duplexes, triplexes, quadplexes, townhomes, and cottage clusters. The definition of each and an illustrative example of the housing type is presented in Figure 2.

Figure 2. Definitions of Middle Housing Types⁶

<p>Duplex Two attached dwelling units on a Lot or Parcel. A Medium or Large City may define a Duplex to include two detached dwellings on <i>one lot</i>.</p> 	<p>Triplex Three attached dwelling units on a Lot or Parcel. A Large City* may define a Triplex to include any configuration of three detached or attached dwellings on <i>one lot</i>.</p> 
<p>Quadplex Four attached dwelling units on a Lot or Parcel. A Large City* may define a Quadplex to include any configuration of four detached or attached dwellings on <i>one lot</i>.</p> 	<p>Townhouse A dwelling unit that is part of a row of two or more attached dwelling units, where each unit is located on <i>its own lot</i> and shares at least one common wall with an adjacent dwelling.</p> 
	<p>Cottage Cluster A grouping of no fewer than four detached dwelling units per acre with a footprint of less than 900 square feet each that includes a common courtyard.⁷ A Medium or Large City* may allow Cottage Cluster dwellings to be located on <i>a lot or with each dwelling on a lot</i>. *Woodburn falls into the Large City category.</p>

⁶ OAR 660-046-0020

⁷ This definition in the OAR conflicts with a later provision, which requires the City to set a *maximum* building footprint of 900 square feet. The definition requires the footprint to be *less than* 900 square feet. The project team will notify DLCDC of this conflict.

Number and Configuration of Units

Division 46 also further specifies the number of units and configurations of units for each middle housing type that cities must allow.⁸

- **Duplex:** Must allow two (2) attached units, but may allow units to be detached. May also allow an ADU with a duplex.
- **Triplex:** Must allow three (3) attached units, but may allow units to be detached. May also allow an ADU with a triplex.
- **Quadplex:** Must allow four (4) attached units, but may allow units to be detached. May also allow an ADU with a quadplex.
- **Townhouses:** Must require two (2) attached units in a townhouse project and must allow at least four (4) units in a townhouse project.
- **Cottage Cluster:** Not required to establish a minimum number of units, but if a minimum is established, it must not be greater than five (5) units in a cluster. Must also allow up to eight (8) units to be oriented around a single, common courtyard. The City must allow the units to be on one lot, but may also allow the units be on individual lots (subdivided).

Applicability: Where do the Requirements Apply?

Residential Zones that Allow Single-Family Dwellings

Division 46 applies to any zoning district in which (1) residential uses are the primary use and which implements a residential comprehensive plan designation and (2) the zone allows single-family detached dwellings.⁹ Division 46 *does not apply* to any of the following areas:

- **Non-Residential Zones:** Districts zoned primarily for commercial, industrial, agricultural, or public uses.
- **Residential Zones that Prohibit Single-Family Detached Dwellings:** If a zone district does not permit single-family detached dwellings, then it does not need to comply with Division 46.
- **Unincorporated Areas.** Lands that are not incorporated and that are zoned under an interim zoning designation that maintains the land’s potential for planned urban development. These are also known as “holding zones”.

In Woodburn, this means that Division 46 applies to lands in the following zones:

- Residential Single Family (RS)

⁸ OAR 660-046-0205(4)

⁹ OAR 660-046-0010(2)

- Nodal Single Family Residential (RSN)
- Retirement Community Single Family Residential (R1S)
- Medium Density Residential (RM)
- Nodal Multi-Family Residential (RMN)
- Mixed Use Village (MUV)¹⁰

Note that some lands outside of the City of Woodburn, but within the Woodburn Urban Growth Boundary (UGB), are designated under a residential Comprehensive Plan designation and are planned for future residential use. These lands are not subject to Division 46 until they are annexed to the City and designated under a residential zone that allows single-family detached dwellings.

Allowed Limitations: Constrained Areas

Division 46 will allow the City to prohibit or limit middle housing in areas that are protected under existing Statewide Planning Goals, infrastructure-constrained areas, and areas protected by other state and federal laws.¹¹ In Woodburn, this includes the following areas:

- **Riparian Corridor and Wetlands Overlay District.** This overlay district is intended to protect land under Statewide Planning Goal 5: Natural Resources (primarily wetlands and stream corridors) and Goal 7: Natural Hazards (flood zones). The City may limit or prohibit middle housing in this district, under certain conditions. See the Plan and Code Review for a more detailed discussion.
- **Neighborhood Conservation Overlay District.** This overlay district is intended to protect land under Statewide Planning Goal 5: Historic Resources. The City may limit middle housing in this district, under certain conditions. See the Plan and Code Review for a more detailed discussion.
- **Infrastructure-Constrained Lands:** There may be areas in Woodburn that qualify as “infrastructure-constrained” and therefore the City may limit or prohibit middle housing under certain conditions. This project includes conducting an analysis to determine which, if any, areas may eventually be designated as Infrastructure-Constrained. If there are areas which may qualify, then the City will submit an Infrastructure-Based Time Extension Request (IBTER) to defer compliance with Division 46 until the infrastructure issues can be remedied.

¹⁰ This zone allows single-family dwellings in conjunction with a commercial use. It is unclear whether HB 2001 is intended to apply to this zone. The project team will confer with DLCD.

¹¹ OAR 660-046-0205(2)

Allowed Limitation: Master Planned Communities

Division 46 allows large cities to treat master-planned communities somewhat differently than other residentially zoned areas.¹² These areas are typically on the urban fringe, or even large infill parcels, and may be called “master plans”, “specific plans”, or “area plans”. Local governments often design and scale public facilities based on these master plans in order to fit the intensity of use. A city could face significant problems if facilities are designed to serve a certain number of dwelling units were instead developed with up to four times those number of units (replacement of expected single-family development with quadplex or townhome development, for example).

Master-planned communities include any site that meets either of the following criteria:

- **Adopted or Proposed Master Plan:** A site over 20 acres that is within the City of Woodburn or the UGB and that has either adopted or proposed to adopt a master plan.
- **Future Master Plan Areas:** Any site that is added to the Woodburn UGB after January 1, 2021 for which the City proposes to adopt a master plan.

If the site meets the definition of a master-planned community, then the City may regulate middle housing development as follows:

- **Existing Master Plans – Developed Areas:** In *developed areas* within an existing master plan, the City may not restrict future redevelopment or conversion of single-family dwellings to any middle housing type.
- **Existing Master Plans – Undeveloped Areas:** In *undeveloped areas* within an existing master plan, the City may limit middle housing other than duplexes to certain areas or lots, so long as the City permits an overall net density of at least eight (8) units per acre. Duplexes must be permitted on every lot where single-family dwellings are permitted.
- **Future Master Plans:** The City may not limit the location of any middle housing types, but it may limit overall new density to no less than 15 dwelling units per acre.

Some areas in the Woodburn may meet the definition of a master-planned community. See the Plan and Code Review for a more detailed discussion.

Note: Properties Subject to Covenants, Conditions, and Restrictions (CC&Rs)

Division 46 does not invalidate any existing, private Covenants, Conditions, and Restrictions (CC&Rs) or other deed restrictions which may have the effect of limiting or prohibiting middle housing development. CC&Rs are common in larger subdivisions and master planned neighborhoods, which also often have a Home Owners Association (HOA).

In many communities, it is common for CC&Rs to include a restriction on duplexes, accessory dwelling units and other forms of multi-family development. At this stage, it is unknown which, if any, neighborhoods in Woodburn are subject to such restrictions. If available, this

¹² OAR 660-046-0205(2)(c)

information will be incorporated into the Code Concepts to provide context about the likely impacts of middle housing code changes.

House Bill 2001 does include a provision to prohibit *future* CC&Rs or other deed restrictions (recorded after the passing of the bill) from prohibiting middle housing on properties that would otherwise allow single-family dwellings.

Siting: Where Must Middle Housing be Allowed in Applicable Areas?

Within the areas where Division 46 applies, the City has some discretion in regulating where and how middle housing can be developed. Conventionally, the locations and lots where middle housing types are allowed have been regulated either through minimum lot size and maximum density standards or through location-based criteria, such as limiting a certain housing type to corner lots or higher classification streets.

Division 46 does not provide discretion to the City to limit the location of duplexes. The City must allow duplexes on every lot where a single-family detached dwelling is allowed, including any existing, non-conforming lots where a single-family detached dwelling would be allowed.

For all other middle housing types, Division 46 provides the City with two “tracks” for regulating where middle housing can be developed:

- **Track 1: Minimum Compliance Standards for Lot Size and Density.** The City may adopt minimum lot size and maximum density standards that meet a set of minimum compliance standards that are established in Division 46. These standards are summarized below.
- **Track 2: Performance Metrics.** In lieu of meeting the minimum compliance standards, the City may apply different minimum lot size, maximum density, or other location-based restriction to middle housing so long as the City can demonstrate it meets certain performance metrics. These metrics are summarized below.

Track 1: Minimum Compliance - Lot Size and Density Standards

The intent of HB 2001 is to allow middle housing types broadly in all residential areas, including neighborhoods of predominantly single-family housing. Some of the most common barriers to development of middle housing in single-family zones are minimum lot size and maximum density standards. It is typical for the minimum lot size for a duplex, triplex, or quadplex to be higher than the minimum lot size for a single-family house. This appears logical if one assumes that the density on any one lot must be relatively similar across housing types.

However, an underlying premise of HB 2001 is that these types of restrictive density regulations effectively prohibit needed forms of smaller, more affordable housing and increase the cost of housing. They do so by restricting the number of lots where middle housing can be developed and by requiring more land area than is necessary to accommodate the housing.

Although middle housing types are more dense than most single-family housing, the potential impacts associated with this density are easier to mitigate for middle housing types than for larger, multi-family housing. By definition, middle housing types are limited in the number of units allowed on one lot, and the scale of middle housing can be regulated to be compatible with single-family dwellings by applying certain standards.

For these reasons, the minimum compliance standards of Division 46 establish relatively stringent limitations on minimum lot sizes that a city can apply to middle housing. For triplexes, quadplexes, and cottage clusters, the minimum lot size cannot be greater than the minimum lot size that is applied to single-family dwellings, unless the minimum lot size for a single-family dwelling is lower than 5,000-7,000 square feet (see Table 1). Minimum lot sizes for townhomes must be no greater than 1,500 square feet per townhome unit on average, meaning the City can apply different lot sizes for interior, corner, or exterior lots so long as the average of these minimum is no greater than 1,500 square feet

Table 1. Minimum Compliance Standards: Minimum Lot Size¹³

Single family min lot size equals...	Min lot size must be no greater than...				
	Duplex	Triplex	Quadplex	Cottage Cluster	Townhomes
Less than 5,000 sf	No greater than SF min lot size	5,000 sf	7,000 sf	7,000 sf	1,500 sf per townhome on average
5,000 - 7,000 sf		No greater than SF min lot size			
7,000 sf or higher			No greater than SF min lot size	No greater than SF min lot size	

Similarly, the minimum compliance standards for density ensure that maximum density standards would not effectively preclude middle housing on many lots (Table 2). Duplexes, triplexes, quadplexes, and cottage clusters are exempt from maximum density standards. Cities must also set a *minimum* density for cottage clusters of at least four dwelling units per acre to ensure they meet the intent of HB 2001 to provide an alternative, compact housing option.

For townhomes, the maximum density standard must be at least four (4) times the maximum density applied to single-family dwellings. This is because cities must allow at least four (4) attached townhome units in any townhome project. Thus, the standard effectively requires cities to allow a 4-unit townhome project on the same size lot as a single-family dwelling.

¹³ OAR 660-046-0220

Table 2. Minimum Compliance Standards: Density¹⁴

	Duplex	Triplex	Quadplex	Cottage Cluster	Townhomes
Exemption or limitation on density standards	Exempt from max density	Exempt from max density	Exempt from max density	Min density must be at least 4 units/acre Exempt from max density	Max density must be 4 times the max density applied to single-family dwellings, or 25 units per acre, whichever is less

Track 2: Performance Metrics

As an alternative to the minimum compliance standards, a city may elect to demonstrate compliance with Division 46 by showing that its proposed middle housing standards effectively allow for middle housing broadly in residential areas. This is termed the “performance metrics” track.

Under this track, the City of Woodburn would develop its own set of minimum lot size, maximum density, and other location-based criteria that it proposes to apply to middle housing types (other than duplexes). Then, the City would conduct an analysis to apply the proposed standards to existing lots. The analysis must demonstrate that the proposed standards meet two “tests”.¹⁵

- **Minimum Share Test.** The proposed standards must allow for middle housing on minimum percentage of lots within all applicable residential zones, excluding lots where the city does not allow the housing type due to natural hazards, infrastructure deficiencies, or on lots in master-planned areas.
- **Equitable Distribution Test.** The proposed standards must allow at least one middle housing type on 75% of all applicable lots within each Census Block Group.

Compared to the Minimum Compliance Standards Track, the Performance Metrics Track offers the City more flexibility in regulating where middle housing can be developed. *However, Track 2 would require a more complex analysis, would be subject to more scrutiny by DLCD to ensure the proposed standards meet the Division 46 rules, and would require ongoing monitoring to ensure that future code updates do not render the City out of compliance.*

The default is Track 1. It is recommended that the City engage the public and policymakers to more fully understand goals and concerns related to middle housing. The appropriate track will be confirmed in the Code Concepts stage.

¹⁴ OAR 660-046-0220

¹⁵ OAR 660-046-0205(3)(b)

Development and Design Standards: How Can the City Regulate the Form of Middle Housing?

A key intent of HB 2001 is that middle housing types not only be theoretically allowed in residential zones, but be subject to standards that generally support the economic feasibility and relative attractiveness of building middle housing. The bill requires that local regulations *“do not, individually or cumulatively, discourage the development of all middle housing types permitted in the area through unreasonable costs or delay.”*¹⁶

Beyond the minimum lot size and density standards discussed above, a host of other development and design standards can present unnecessary barriers to middle housing and increase the cost of housing. These standards may include minimum off-street parking requirements, minimum setbacks, maximum height, maximum lot coverage, and architectural design standards, among others.

Similarly to lot size and density standards, Division 46 presents the City with two tracks for applying development and design standards that satisfy the intent of HB 2001 to middle housing types other than duplexes. Duplex standards must meet the minimum compliance standards presented below and are not eligible for Track 2.

- **Track 1: Minimum Compliance Standards.** The City may adopt development and design standards that meet a set of minimum compliance standards that are established in Division 46. These standards are summarized below.
- **Track 2: Alternative Design and Development Standards.** In lieu of meeting the minimum compliance standards, the City may apply alternative design and development standards, but the City must produce findings to demonstrate that either (1) existing standards that apply to middle housing are allowing for “substantial production” of middle housing or (2) new proposed standards will not cause unreasonable cost or delay to middle housing development.¹⁷

Track 1: Minimum Compliance – Development and Design Standards

Height, Setbacks, Lot Coverage, and Bulk and Scale

Maximum height, minimum setbacks, maximum lot coverage, and other related standards, establish the basic building envelope on a given lot. They affect the placement and scale of a building in relation to its lot. The standards also affect the amount of floor area it is feasible to build and, in turn, the maximum size of the dwelling unit(s) in the building. Thus, these standards affect both visual compatibility and economic feasibility.

The minimum compliance standards for these regulations generally prohibit cities from

¹⁶ ORS 197.758(5)

¹⁷ OAR 660-046-0235

applying more restrictive standards to middle housing than single-family dwellings (see Table 3). An underlying premise of the rules is that middle housing types can be constructed within a similar building envelope as a single-family dwelling, but the units would be smaller (see Figure 3 for an illustration of this concept). This is likely to produce middle housing projects that are more compatible with the basic form and scale of single-family dwellings. Additionally, smaller dwelling units also tend to be more affordable units, so allowing more units within a similar building envelope is consistent with the overall intent of HB 2001 to provide more affordable housing options.

Table 3. Minimum Compliance Standards for Height, Setbacks, Lot Coverage, and Bulk/Scale Limits¹⁸

Standard	Limitations of Middle Housing Rules				
	Duplex	Triplex	Quadplex	Cottage Cluster	Townhomes
Max Height	No lower than single-family	No lower than single-family <u>and</u> no lower than 25 ft or 2 stories		None	No lower than single-family and if covered parking is required, no lower than 3 stories
Min Setbacks	No greater than single-family			Perimeter: no greater than single-family or 10 ft Between cottages: no greater than 10 ft	Overall structure: no greater than single-family Between units: must allow zero foot side setbacks
Max Lot Coverage or other Bulk and Scale Limits	No less than single-family			Exempt, but must apply max building footprint of 900 square feet	No less than single-family if applied to the overall structure

¹⁸ OAR 660-046-0220

Figure 3. Same Building Envelope, More and Smaller Units

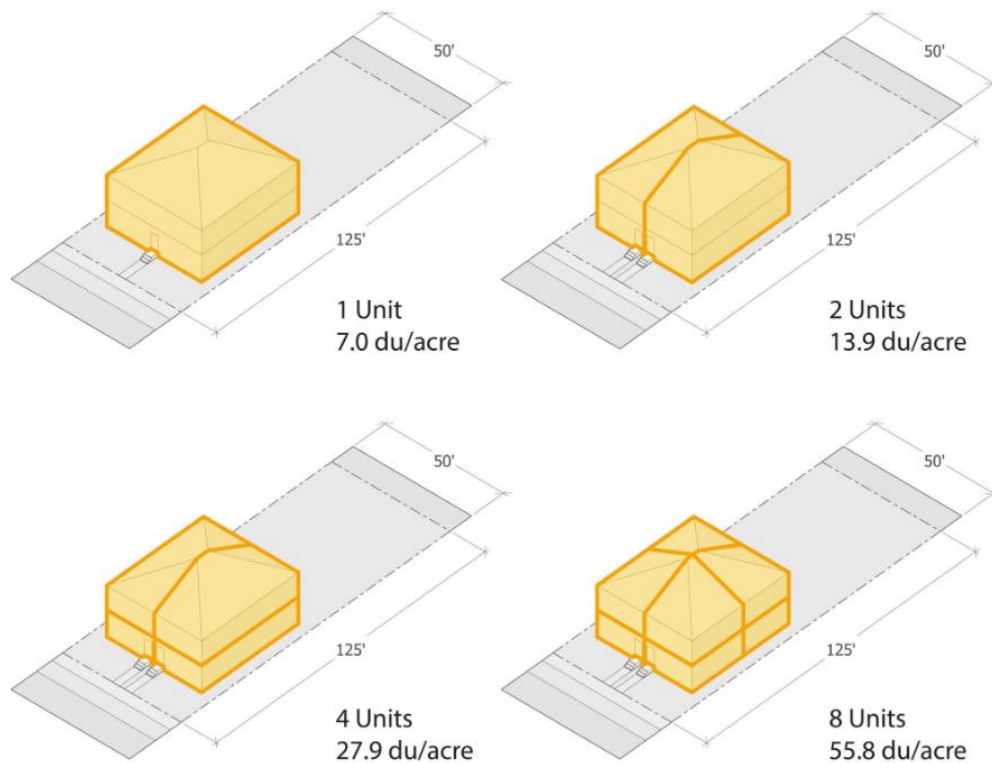


Image Source: Opticos Design

Off-Street Parking

Alongside lot size and density restrictions, minimum off-street parking requirements have typically been one of the most significant barriers to developing middle housing types. Off-street parking, whether in a garage or surface lot, consumes site area that may otherwise be used for housing, and constrains design options on a site. Dedicating site area and constructing improvements needed for parking adds to the cost of housing development and, in some cases, can render a project economically infeasible.

To address this issue, the Division 46 minimum compliance standards for off-street parking limit the number of parking spaces that a city may require for each middle housing type. Generally, the standards equate to requiring no more than 1 space per dwelling unit in most instances. For triplexes and quadplexes on smaller lots, the standards set a lower limit depending on the size of the lot (Table 4).

Table 4. Minimum Compliance Standards - Off-Street Parking Requirements¹⁹

Lot size of the development site equals...	Minimum off-street parking requirements must be no greater than...				
	Duplex	Triplex	Quadplex	Cottage Cluster	Townhomes
Less than 3,000 sf	2 spaces (total)	1 space (total)	1 space (total)	1 space per unit	1 space per unit
3,000 - 5,000 sf		2 spaces (total)	2 spaces (total)		
5,000 -7,000 sf		3 spaces (total)	3 spaces (total)		
7,000 sf or greater			4 spaces (total)		

It is important to note that the minimum compliance standards do not limit the number of parking spaces that any particular development may choose to provide on a middle housing site. The standards apply to the City’s *minimum requirements*, not directly to middle housing development. In fact, many developers are likely to exceed the City’s minimum requirement if they perceive that more parking is needed to make the housing more attractive to potential tenants or buyers.

Architectural Design Standards

The minimum compliance standards also set parameters on architectural design standards that can be applied to middle housing types. The intent of these standards is to allow cities to regulate the form and style of middle housing, while ensuring that design standards for middle housing are not more onerous than similar standards applied to single-family dwellings, and do not cause unreasonable costs or delay. Note that the standards do not *require* cities to apply design standards to middle housing.

The minimum compliance standards provide three options for applying design standards to middle housing.²⁰

- **Model Code:** Adopt the applicable design standards provided for in the Model Code.
- **Less Restrictive than the Model Code:** Adopt design standards that are less restrictive than those provided in the Model Code.
- **Single-Family Standards:** Apply the same clear and objective standards as applied to single-family dwellings. The standards must scale with form-based attributes, not the number of dwelling units. For example, a standard related to the design of entrances may not be required for each entrance to a dwelling unit, but could be required based on the length of a façade.

¹⁹ OAR 660-046-0220

²⁰ OAR 660-046-0225

Track 2: Alternative Development and Design Standards

In lieu of meeting the above minimum compliance standards, a City may adopt new, alternative standards or continue to apply existing standards that do not satisfy with the minimum compliance standards – but only through more work.²¹

- **Existing Standards – Substantial Production Test:** The City must demonstrate that any existing standards proposed to continue to apply to middle housing have resulted in “substantial production” of the applicable middle housing type, the definition being complex and requiring cities to track and provide building permit data.
- **New Proposed Standards – Development Feasibility Analysis:** If proposing new standards, the City must submit findings and a detailed analysis demonstrating to DLCDC that the proposed standards will not cause unreasonable cost or delay, including cost of construction, cost of land, availability to acquire land, and the proportionality of these costs with the public benefits of the standard.

Note that Track 2 is prohibited for minimum lot size and maximum density provisions.

Conversions of Single-Family Dwellings to Middle Housing

Division 46 requires cities to treat conversions or additions to existing single-family dwellings to create middle housing differently than new development or wholesale redevelopment that results in middle housing. The intent is to not discourage conversions of single-family dwellings by applying standards that, while they may be feasible to comply with on a vacant site, would cause an unreasonable barrier on a site where an existing structure is to be kept and converted or added to.

The rules require cities to provide for the following allowances for conversions of single-family dwellings to middle housing.²² Unlike the provisions above, there are no alternatives to these requirements.

- **Existing, Non-Conforming Situations:** Cities must allow additions to, or conversion of, single family dwelling, if it *does not increase nonconformance* with an existing, non-conforming standard, unless it is permitted by the to increase non-conformance with the standard. For example, a house which exceeds the maximum lot coverage of the zone may be converted to a duplex, so long as the lot coverage of the structure is not increased.
- **Public Works Exceptions:** If exceptions to public works standards, such as frontage improvement requirements, are allowed for a single-family dwelling, the same exception must also be granted for conversion or addition to a single-family dwelling to

²¹ OAR 660-046-0235

²² OAR 660-046-0230

create middle housing.

- **Exempt from Design Standards:** Cities are not permitted to apply architectural design standards to middle housing types created through conversion or addition to a single-family dwelling.
- **Existing Single-Family Dwelling in a Cottage Cluster:** Cities must allow for an existing single-family dwelling to be retained in a cottage cluster development, under certain conditions.

SECTION 2

Plan and Code Review

Executive Summary

The implementation of HB 2001 by the City of Woodburn will require significant amendments to both the Woodburn Comprehensive Plan (“Comprehensive Plan”) and Woodburn Development Ordinance (“WDO”). Broadly, HB 2001 requires the City to reframe its housing policies and land use regulations from a typically binary treatment of housing types (single-family and multi-family) into a more nuanced treatment that integrates middle housing types.

Many policies and regulations that apply to “high density” or “multi-family” housing may need to be amended so they do not apply to middle housing or so they do not regulate middle housing in a more restrictive manner than single-family housing. Conversely, policies and regulations that apply to “low density” or “single-family” will need to be amended to also apply to middle housing or to otherwise integrate middle housing.

The sections of the Comprehensive Plan that require most significant amendments are (A) Comprehensive Plan Designations and (B) Residential Land Development and Housing. The amendments may include changes to mapped designations, revisions to existing goals and policies, and new goals and policies to articulate the City’s general approach to middle housing.

The most significant amendments to the WDO are needed in Section 2.02 – Residential Zones. Allowed uses in all residential zones (Table 2.02A) must be restructured and amended to integrate middle housing types. Significant amendments are needed to minimum lot size and maximum density in all residential zones to satisfy the Minimum Compliance Standards. Minimum lot sizes for duplexes must be reduced from 8,000-10,000 square feet to be equivalent to single-family minimums of 3,600-8,000 square feet. Minimum lot sizes rowhouses must be reduced from 3,000-5,000 square feet to an average of 1,500 square feet. Current minimum lot sizes for triplexes, quadplexes, and cottage clusters are either too high or not clearly defined.

Complying with HB 2001 will also require significant amendments to off-street parking standards (Section 3.05). To satisfy Minimum Compliance Standards, the City would need to reduce current requirements from 2 spaces per dwelling unit to typically no more than 1 space per dwelling unit for middle housing types.

Less significant amendments are needed to other standards that regulate the form and design of middle housing, such as maximum height, setbacks, and architectural design, to satisfy the Minimum Compliance Standards. However, it may be appropriate to make more significant changes to these standards, or adopt new standards, to ensure middle housing meets the City’s goals for architectural design, compatibility, and affordability.

Overview

The purpose of this section of the Background Report is to identify provisions of the Woodburn Comprehensive Plan (“Comprehensive Plan”) and Woodburn Development Ordinance (“WDO”) that are subject to the requirements of OAR 660-046 (“Middle Housing” or “Division 46”). The Plan and Code Review identifies provisions that may need to be, or must be, amended in order to comply with Division 46. The review also identifies provisions that are missing or opportunities to improve the regulations related to middle housing to best implement the City’s broader goals and policies. This memo will help to establish the scope of plan and code amendments that are detailed in later stages of the project.

The memo begins with a summary of key findings and issues that arose from the review. Following this summary, the memo provides a series of tables which list all provisions that may need to be amended, presented in the sequence they are included in the Comprehensive Plan and WDO. The table includes a brief assessment of the amendments that may be needed to comply with Division 46 or identifies opportunities to improve middle housing-related regulations.

Summary of Key Issues

Comprehensive Plan

The Woodburn Comprehensive Plan is described as:

“the controlling land use document for the City and its Urban Growth Boundary (UGB). From a land use perspective, the comprehensive plan is like a state or federal constitution: it provides the legal framework and long-term vision for implementing plans and land use regulations.”

Volume I of the Comprehensive Plan sets out the goal and policies that direct implementation of the WDO and other City land use decisions, including the regulation of residential land uses and housing development. The sections of the Comprehensive Plan that most closely related to HB 2001 are (A) Comprehensive Plan Designations and (B) Residential Land Development and Housing, though several other sections include relevant goals and policies.

The following is a summary of key issues with Comprehensive Plan designations, goals, and policies related to implementation of HB 2001:

- **Use of “Single-Family Zone”:** Several zone districts, Comprehensive Plan designations, goals, and policies use the term “single-family zone” or “single-family area”. Under HB 2001, the City will no longer be allowed to maintain zones which exclusively allow single-family housing, and all residential zones that allow single-family housing will be required to also allow a range of middle housing types. For clarity, it may be appropriate to replace the term “single-family” anywhere it is used to describe an entire zone district or Comprehensive Plan designation. Alternative terms could be “low

density” or “low intensity” zones. Note this issue does not apply to the term “single-family dwelling”, which will remain a permitted use in many, if not all, of Woodburn’s residential zones.

- **Comprehensive Plan Designations.** The scope of this project could include creating new base zones or consolidating existing base zones. If this is proposed, it may also be necessary or advisable to amend Comprehensive Plan designations to accordingly.
- **Revisions to Existing Goals and Policies:** Minor amendments may be needed to existing goals and policies to clarify how they apply to middle housing. See tables below for specific policies.
- **New Goals and Policies:** Implementing HB 2001 will constitute a major shift in the manner in which the City regulates residential development. Accordingly, it is appropriate to draft new goals and policies to articulate the City’s approach and preferences for how middle housing is developed in the City, within the confines of new state law. At a minimum, new policies should address:
 - *Housing Options and Affordability:* How middle housing types present an opportunity provide additional housing options and potentially more affordable housing types. This policy may relate middle housing to the housing needs identified in the Housing Needs Analysis.
 - *Middle Housing in Existing Neighborhoods:* How new middle housing developments should be integrated into existing residential neighborhoods and be compatible with existing neighborhood development patterns.
 - *Middle Housing in Growth Areas:* How middle housing developments should be incorporated into growth and expansion areas on larger sites on the fringe of the City and within the UGB.

Woodburn Development Ordinance

Approach to the Code Review

The primary purpose of this initial review of the WDO is to identify provisions that are subject to HB 2001 and evaluate compliance with the Division 46 middle housing rules. In some cases, as outlined in the State Policy Framework, Division 46 allows for multiple options or “approval tracks” for satisfying the intent of HB 2001. Generally, at this stage of the project, it is only feasible to assess whether the code meets the Track 1 criteria (“Minimum Compliance Standards”) for siting, design, and development standards because the Track 2 option (“Performance Metrics” or “Alternative Design and Development Standards”) requires a detailed spatial or economic analysis. It is not advisable to conduct this analysis until the City has determined that Track 1 approval is not feasible or desirable, and a complete set of proposed middle housing standards is available to evaluate.

Beyond compliance with Division 46, the code review also seeks to identify the following:

- Opportunities to improve existing standards to better address design and compatibility goals related to middle housing;
- Opportunities to reduce unnecessary barriers to middle housing development; and
- Issues caused by redundancy, lack of clarity, or unnecessary administrative complexity.

Key Findings and Issues

The following key issues have been identified through the review of the WDO:

- **Definitions.** The City’s existing definitions of various housing types will need to be revised, and new definitions may be needed, to clarify how middle housing types are defined and to ensure consistency with Division 46 rules.
- **Allowed Uses.** None of the City’s residential zones, which are all currently subject to Division 46, fully comply with the requirements associated with allowed uses.
 - The most significant changes will be required in the Residential Single Family (RS), Nodal Single Family Residential (RSN), and Retirement Community Single Family Residential (R1S) zones, which currently either exclude all middle housing or only allow duplexes on corner lots.
 - The Medium Density Residential (RM) and Nodal Multi-Family Residential (RMN) zones are closer to compliance with Division 46. However, it is not clear that these zones would currently permit cottage cluster housing because this housing type is undefined in the WDO.
- **Development Standards.** None of the City’s residential zones fully comply with the requirements associated with development standards in Division 46.
 - Significant amendments would be needed to minimum lot size, minimum lot width, and maximum density in all residential zones to satisfy the default Track 1 Minimum Compliance Standards.
 - Relatively minor amendments would be needed to maximum height, minimum setbacks, and maximum lot coverage to satisfy the Minimum Compliance Standards, so long as the same or less restrictive standards that apply to single-family dwellings would also apply to middle housing. However, more significant amendments to these standards may be needed to ensure middle housing meets the City’s goals for design, compatibility, and affordability.
- **Overlay Districts.** Generally, the City’s overlay districts do not apply more restrictive standards to middle housing than single-family dwellings. Minor amendments may be needed to the Neighborhood Conservation Overlay District, Nodal Overlay Districts, Riparian Corridor and Wetlands Overlay Districts to ensure compliance.
- **Special Uses.** The special use standards that apply to duplexes must generally be eliminated because they do not comply with Division 46. Minor changes are needed to Accessory Dwelling Unit (ADU) special use standards to clarify whether and how ADUs are allowed on sites with middle housing. Additionally, amendments are needed to

comply with other state requirements that apply to ADUs, and perhaps more significant amendments are appropriate if the City decides to align ADU standards more closely with middle housing standards.

- **Streets, Utilities, and Easements:** Minor amendments are needed to clarify applicability to middle housing and ensure compliance. Additional changes may be appropriate to advance design and feasibility goals related to middle housing, such as to minimum lane widths, width of Public Utility Easements (PUEs).
- **Parking:** Significant amendments are needed to satisfy the Minimum Compliance Standards associated with parking under Division 46. See the Section 1 State Policy Framework document, Off-Street Parking and Table 4 (p. 13).
- **Architectural Design Standards:** Significant amendments are needed to satisfy the Minimum Compliance Standards associated with design standards under Division 46. Alternatively, the City may seek Track 2 approval of existing design standards, but it is unclear that it is feasible to meet the Track 2 criteria which require showing “Substantial Production” of middle housing has occurred. There may also be opportunities to improve existing design standards to better address design issues specific to middle housing types.
- **Application Requirements:** Minor amendments are needed to clarify applicability to middle housing and to ensure compliance with Division 46 rules that require middle housing be subject to the same approval process as single-family dwellings.

City of Woodburn Comprehensive Plan

A. Comprehensive Plan Designations and Implementation

Section	Issue or Revision Needed
Policy Table 1: Comprehensive Plan Designations and Implementing Zoning Districts	<ul style="list-style-type: none"> • If new base zones or Comprehensive Plan designations are proposed or the names are revised (such as to remove references to “single-family), this table will need to be revised. • The minimum lot sizes and maximum densities listed in this table will need to be revised or removed from the Comprehensive Plan (and left to the WDO).
Site Plan Review	Reference to requiring Site Plan Review for “Multi-Family (3+ units)” will need to be revised if definition of multi-family is amended to differentiate it from middle housing types.

D. Residential Land Development and Housing

Section	Issue or Revision Needed
Residential Plan Designations	<ul style="list-style-type: none"> • The descriptions of Medium Density Residential Lands and Low Density Residential Lands may need to be revised to clarify whether each, or both, permit or encourage middle housing types. Middle housing may blur the distinction between Low Density and Medium Density designations. • Description of Low Density residential designation speaks to protecting these “sensitive land uses”. This may be inconsistent with the intent of HB 2001. It may be appropriate to update this to recognize that middle housing will be integrated and may have impacts on the character of single-family areas.
Residential Land Use Goals and Policies	This is an appropriate location to add a new policy that articulates how new middle housing developments should be integrated into existing residential neighborhoods.

Section	Issue or Revision Needed
Policy D-1.3	This policy may need to be revised to reflect that it may be more difficult to achieve "openness and spaciousness" under HB 2001 in the same manner as this policy envisions.
Policy D-1.10	This policy may need to be revised to clarify if middle housing is included in the term "high density areas". If it is, it may be necessary to adjust the language related to buffering and density transitions to reflect that these standards may not be permissible under Division 46.
Housing Goals and Policies	This is an appropriate location to add a new policy to articulate how middle housing types present an opportunity provide additional housing options and potentially more affordable housing types.
Policy Table 2: Needed Housing Types and Implementing Zoning Districts	Significant amendments are needed to reflect compliance with HB 2001 and integrate middle housing. "Needed Housing Types" column should incorporate all middle housing types, remove limitation of duplexes to corner lots. "Implementing Zoning District" column must be revised so middle housing types are allowed in all residential zones where single-family dwellings are allowed.
Policy D-26	It may be appropriate to amend this policy to identify that some middle housing types, particularly cottage clusters and townhouses, will provide affordable homeownership opportunities across all residential zones.
Policy D-27	This policy may be unnecessary if the shown changes have been implemented. It may be more appropriate to generally describe the intent behind the Nodal Development Concept.

F. Commercial Land Development and Employment

Section	Issue or Revision Needed
Policy F-1.10	This policy may need to be revised if the allowed uses/housing types in the Downtown Gateway sub-district of the CG zone are revised to clarify allowances for middle housing.

Section	Issue or Revision Needed
Policy F-1.11	This policy may need to be revised if the allowed uses/housing types in the Mixed Use Village Overlay district are revised are revised to clarify allowances for middle housing.

G. Growth Management and Annexation

Section	Issue or Revision Needed
Growth Management Goals and Policies	This is an appropriate location to add new policy related to how middle housing developments should be incorporated into growth and expansion areas.
Policy G-1.2	It may be appropriate to amend this policy to identify middle housing as a strategy to maximize use of residential land

K. Downtown Design

Section	Issue or Revision Needed
Policy K-7.4	It may be appropriate to revise to clarify how middle housing fits into the policy goals related to residential development in the downtown area.

Woodburn Development Ordinance

Section 1: Organization And Structure

1.02 Definitions

Subsection	Issue or Revision Needed
“Building Height”	<p>The WDO measures building heights to the midpoint of a pitched roof. One technique for ensuring compatibility of middle housing setting a two part height limit: one limit to the bottom of eaves (pitched roof)/top of parapet (flat roof) and another limit to top of ridge (see Figure 4 and Figure 5). This more strictly limits the height of low pitch or flat roof buildings, encourages steeper pitches, and can help ensure a more “house-scaled” building.</p>
“Dwellings”	<p>Several amendments or additions will be needed to integrate middle housing types, differentiate them from existing housing types in some cases, and ensure compliance with Division 46 (see Figure 6).²³</p> <ul style="list-style-type: none">• Single-Family Dwelling: Need to add definition for Cottage Cluster and differentiate from Single-Family Dwelling. City can elect to allow cottage clusters on a single lot or individual lots.• Duplex: WDO defines as two units in one building (attached). Division 46 allows for attached or detached. City may elect to allow detached as well.• Row House: WDO defines as three or more attached units on own lot. Division 46 (uses “Townhouse” term) requires that City must only require two attached units and must allow for at least four attached units in a townhouse project. Amendments needed for clarity.• Multiple Family Dwelling: WDO defines as a building containing three or more units. This definition would include triplexes and quadplexes. It may be necessary to amend this definition to differentiate triplexes and quadplexes, either as a subtype of Multi-Family Dwelling or a separate type(s) altogether.• Medium Density Residential: This term includes multi-family dwellings, as well as a nursing home, or group care facility. Under the definition of multi-family dwelling, this would also include a

²³ OAR 660-046-0020

triplex or quadplex. It may be necessary to amend this definition to exclude these middle housing types.

Figure 4. Building Height Measurement, WDO

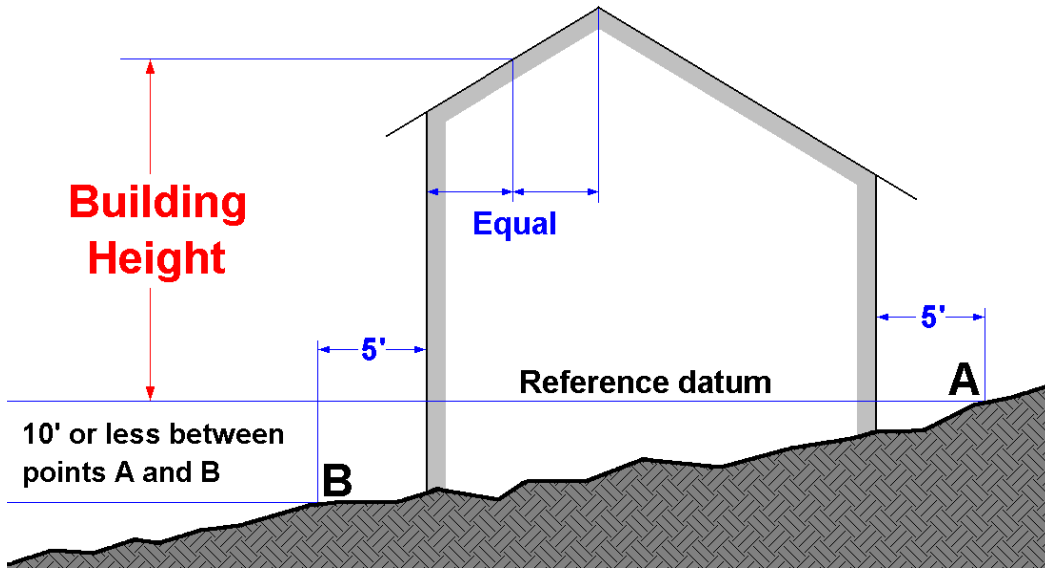
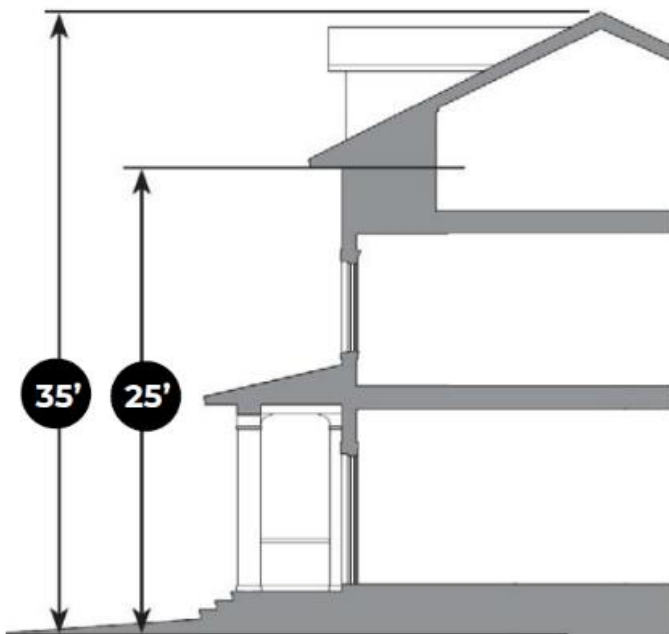
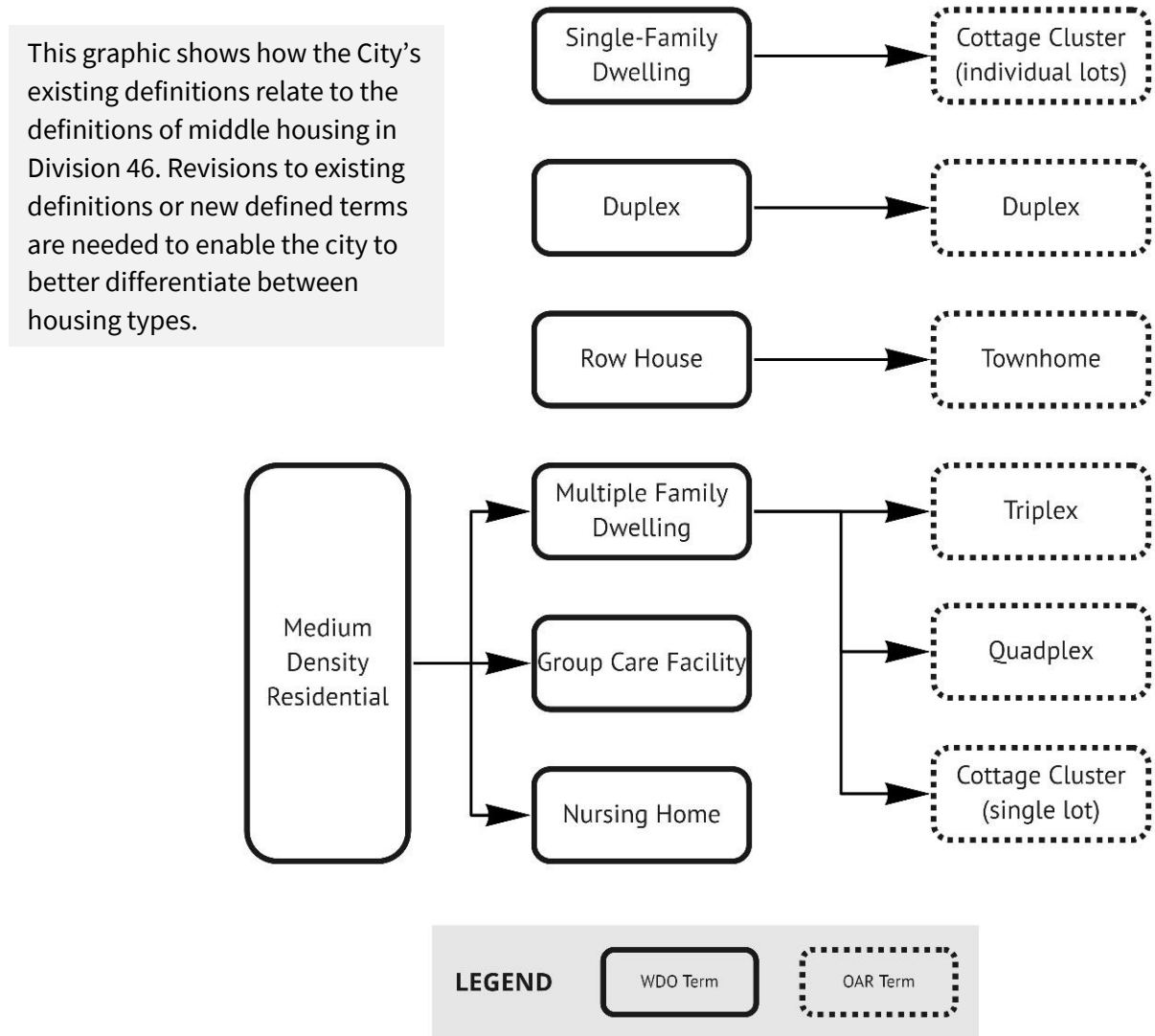


Figure 5. Alternative Building Height Measurement, City of Cincinnati Form-Based Code



This two-part approach to maximum height more strictly limits the height of low pitch or flat roof buildings, encourages steeper pitches, and can help ensure a more “house-scaled” building.

Figure 6. Comparison of WDO and Division 46 Housing Type Definitions



1.04: Nonconforming Uses and Development

Subsection	Issue or Revision Needed
1.04.02: Change or Expansion of an Existing Use with Nonconforming Parking, Loading and/or Landscaping	This standard could require upgrading substandard house parking when a house is converted to middle housing, a concern for houses that are old enough and/or on smaller lots that they fail to conform to the City's existing parking standards, which require two (2) spaces per dwelling and typically located in a garage. It may be appropriate to provide relief from this standard for certain sites.

<p>1.04.03: Change or Expansion of an Existing Use within a Nonconforming Structure</p>	<p>1.04.03A requires expansions or additions to not increase nonconformance with certain development standards. This is permissible under Division 46, however, the City may consider providing some relief from this standard for certain sites or situations. This issue also affects ADU development.</p> <p>1.04.03B generally exempts expansions or additions to single-family dwellings from architectural guidelines and standards. To comply with Division 46, this allowance must be broadened to exempt all middle housing types that are created through a conversion or addition to single-family dwelling.²⁴</p>
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


Section 2: Land Use Zoning and Specified Use Standards

2.02 Residential Zones

Subsection	Issue or Revision Needed
<p>2.02A (descriptions of residential zones)</p>	<ul style="list-style-type: none"> • RS, RSN, and R1S: These descriptions must be revised to reflect intent of HB 2001 to allow for a variety of middle housing types in addition to single-family dwellings in all residential zones. • RM and RMN: May need to revise descriptions to clarify the role of middle housing in these zones.
<p>Uses Allowed in Residential Zones Table 2.02A</p>	<p>These use regulations are assessed for compliance with Division 46 in Table 5.</p>

²⁴ OAR 660-046-0230

Table 5. Analysis of Use Regulations in Residential Zones (based on Table 2.02A)²⁵

Dwelling (WDO Terms)	Applicable Middle Housing Type (OAR Division 46 Terms)	Zone					Notes
		RS	RSN	R1S	RM	RMN	
Accessory dwelling unit	N/A	S	S	S	S	S	Division 46 does not pertain to ADUs.
Duplex dwelling	Duplex	S	S	S	P	P	<ul style="list-style-type: none"> RS/RN: Duplexes must be subject to same design and development standards as single-family dwellings. See audit of Special Use standards (Section 2.07) R1S: Duplexes must be allowed on every lot where single-family detached is allowed.
Manufactured dwelling	N/A	S ¹	S ¹	S	S	S	Division 46 does not pertain to manufactured dwellings.
Manufactured dwelling park	N/A				S	S	
Multiple-family dwelling	<ul style="list-style-type: none"> Triplex Quadplex Cottage Cluster (single lot) 				P	P	RS/RN/R1S: Triplex, Quadplex, and Cottage Clusters must be allowed in some areas.
Row houses	<ul style="list-style-type: none"> Townhouse 				P	P	RS/RN/R1S: Townhouses must be allowed in some areas.
Single-family detached dwellings	Cottage Cluster (individual lot)	P	P	P	P	P	If Cottage Clusters with units on individual lots were classified as “single-family detached dwellings” in the WDO, then this would comply. A separate term may be necessary to clarify the distinction.
Legend	Accessory Uses (A) Conditional Uses (CU) Permitted Uses (P) Special Permitted Uses (S) Specific Conditional Uses (SCU)						
		Does not comply with Division 46			May not comply with Division 46		 Complies with Division 46

²⁵ Analysis of compliance based on OAR 660-046-0205

Development Standards (Tables 2.02B-F)

The residential development standards were reviewed to assess if they satisfy the Minimum Compliance Standards of Division 46. The review is summarized by development standard type in the first column below, with notes on the potential amendments needed in each zone in the second column.

Development Standard	Issue or Revision Needed (By Housing Type and Zone)
Minimum Lot Area	<ul style="list-style-type: none"> • A summary of the review of minimum lot area standards is provided in Table 6. • Duplexes: Min lot area is higher for duplexes than single-family dwellings wherever duplexes are allowed. Must be reduced to be equivalent or less than single-family standard.²⁶ • Triplex: Currently, a triplex would be subject to the multi-family minimum lot area standards. Based on existing single-family standards, min lot area for a triplex would need to be the following to satisfy minimum compliance.²⁷ <ul style="list-style-type: none"> ○ RS and RM: No greater than single-family standards because all single-family standards exceed 5,000 sf ○ R1S: May exceed single-family standard of 3,600 sf but may not greater than 5,000 sf ○ RSN and RMN: May exceed single-family interior standard of 4,000 sf but no greater than 5,000 sf. On corner lots, must not exceed current standard of 5,000 sf. <p>(See the Section 1 State Policy Framework document, Table 1 on p. 9.)</p> • Quadplex and Cottage Cluster: Currently, a quadplex would be subject to the multi-family minimum lot area standards and it is unclear what standard would apply to cottage cluster because that housing type is undefined. Based on existing single-family standards, min lot area for a quadplex or cottage cluster would need to be the following to satisfy minimum compliance.²⁸ <ul style="list-style-type: none"> ○ RS: May exceed single-family interior standard of 6,000 sf but no greater than 7,000 sf. On corner lots, must not exceed current SF standard of 8,000 sf.

²⁶ OAR 660-046-0220(1)

²⁷ OAR 660-046-0220(2)(a)(A)

²⁸ OAR 660-046-0220(2)(a)(B) and (4)(a)

Development Standard	Issue or Revision Needed (By Housing Type and Zone)
	<ul style="list-style-type: none"> ○ RSN and RMN: May exceed single-family standards of 4,000 sf (interior) and 5,000 sf (corner), but not greater than 7,000 sf. ○ R1S: May exceed single-family standard of 3,600 sf but not greater than 7,000 sf but not greater than 7,000 sf ○ RM: Existing standard that applies to multi-family would comply. ● Townhouses: <ul style="list-style-type: none"> ○ There is no existing min lot area for townhouses in the RM zone. This satisfies minimum compliance for that zone. ○ In the RSN and RMN zones, the min lot area must be reduced to no greater than an average of 1,500 sf to meet minimum compliance.²⁹ ○ In the RS and R1S, townhouses must be permitted and min lot area set to no greater than an average of 1,500 sf to meet minimum compliance.
Minimum Lot Width and Depth	<ul style="list-style-type: none"> ● Generally, Division 46 does not regulate minimum lot width and depth, but current standards will need to be amended to be consistent with the minimum lot area standards. ● However, the minimum compliance standards do require the minimum lot width for a cottage cluster be not greater than minimum lot width that applies to single-family.
Minimum Street Frontage	<p>Generally, Division 46 does not regulate minimum street frontage, except for townhouses, for which it must not be greater than 20 feet to satisfy minimum compliance.³⁰ The only standard that currently complies is the interior lot standard in the RMN zone, which is 20 feet. All other standards range from 24-50 feet.</p>
Minimum Setbacks	<ul style="list-style-type: none"> ● Relatively minor amendments would be needed to minimum setbacks to satisfy the Minimum Compliance Standards, so long as the same or less restrictive standards that apply to single-family dwellings would also apply to middle housing.³¹

²⁹ OAR 660-046-0220(3)(a)

³⁰ OAR 660-046-0220(3)(c)

³¹ OAR 660-046-0220(2)(c) and (3)(d) and (4)(d)

Development Standard	Issue or Revision Needed (By Housing Type and Zone)
	<ul style="list-style-type: none"> • In all zones, no setback that applies to cottage clusters can be greater than 10 feet.³² An exception to front and rear setbacks for cottage clusters would need to be allowed in most zones. • In all zones, there must be an exception to side setbacks on lot lines between attached townhouse units. • In the RM and RMN zones, different setbacks are applied to duplexes, multi-family dwellings, and row houses than single-family dwellings. These standards must be equivalent or less than the standard applied to single-family dwellings. • Tiered Rear or Side Setbacks: In several zones, rear or side setbacks are tiered based on building height and abutting zone. Staff reports these setbacks have been a major challenge for additions to existing homes. They would be also be a significant barrier to some middle housing types. Consider alternative approaches, such as only applying the deeper setback to upper floors, using a maximum FAR to address this concern, or adopting a maximum “bulk plane” standard.
Minimum Density	<ul style="list-style-type: none"> • Division 46 does not regulate minimum density, except as applied to cottage clusters, which must be subject to a minimum density standard of at least four (4) units per acre in all zones.³³ • The R1S zone currently does not have a minimum density. In the RMN zone, it is unclear if a minimum density standard would apply to cottage clusters.
Maximum Density	<ul style="list-style-type: none"> • Duplex, triplex, quadplex, cottage cluster must all be exempt from maximum density.³⁴ This affects current maximum density standards in the RM and RMN zones. • Townhouses must be permitted at a minimum of four (4) times the maximum density of a single-family dwelling in the same zone, or 25 units per net acre, whichever is less.³⁵ The only zone that currently applies a maximum density to townhouses is RSN

³² OAR 660-046-0220(4)(d)

³³ OAR 660-046-0220(4)(c)

³⁴ OAR 660-046-0220(1); OAR 660-046-0220(2)(b), (3)(c), and (4c).

³⁵ OAR 660-046-0220(3)(c)

Development Standard	Issue or Revision Needed (By Housing Type and Zone)
	(7.9 units per acre). This maximum will need to be increased to at least 25 units per acre.
Maximum Lot Coverage	<ul style="list-style-type: none"> • Tiered Lot Coverage: In most zones, maximum lot coverage is tiered based on building height. Generally, 1-story buildings would be subject to a maximum of 40% and 1.5-2 story buildings would be subject to a maximum of 35%. This standard is permissible because it does not apply differently to middle housing vs. single-family housing. • However, 35% lot coverage is very low and would be a significant barrier to many middle housing types. The intent of this standard seems to be to control overall bulk and massing on the site. There are alternative techniques for regulating bulk and scale which may meet the intent of this standard while providing more flexibility for middle housing types, such as maximum FAR, bulk plane standards, or max building width or depth.

Table 6. Analysis of Minimum Lot Area Standards³⁶

Dwelling (WDO Terms)	Applicable Middle Housing Type (OAR Division 46 Terms)	RS		RSN		R1S		RM		RMN	
		Interior	Corner	Interior	Corner	Interior	Corner	Interior	Corner	Interior	Corner
Single-family dwelling	Cottage Cluster (individual lot) ¹	6,000	8,000	6,000	8,000	3,600	3,600	6,000	8,000	4,000	5,000
Small lot single-family	N/A	-	-	4,000	5,000	-	-	-	-	-	-
Duplex	Duplex	-	10,000	-	10,000	-	-	8,000	8,000	8,000	8,000
Multi-family dwelling	<ul style="list-style-type: none"> • Triplex • Quadplex • Cottage Cluster (single lot) 		-	-	-	-	None	None	87,120	87,120	
Rowhouse	Townhouse	-	-	4,000	5,000	-	-	None	None	3,000	3,600
Legend		Does not comply with Division 46		May not comply with Division 46		Complies with Division 46					
<p>¹ A Cottage Cluster dwelling on its own individual lot would be classified as a single-family dwelling. Division 46 does not require that the City allow Cottage dwellings on their own lot. If permitted, however, the min lot size would need to be reduced so that a Cottage Cluster site (with 4 or more units each on their own lot) could be feasible on the minimum lot size for a single-family dwelling in that zone.</p>											

³⁶ Analysis of compliance based on OAR 660-046-0220

2.03 Commercial Zones

The review of commercial zones was limited to the DDC zone, per staff direction. The DDC zone is not strictly required to be amended by Division 46 because it is primarily a non-residential zone. One potentially appropriate change would be to permit duplexes in the zone in order to support more residential development in the area. Additionally, the City may consider increasing the maximum density for townhouses in order to reduce barriers to this housing type and achieve more consistency with density standards of the residential zones.

2.05 Overlay Districts

Subsection	Issue or Revision Needed
2.05.02 Interchange Management Area Overlay District	These provisions do not seem to apply to residential developments. If they do, they are a clear and objective standard that applies regardless of housing type, so they conform with Division 46. However, should a zoning or comprehensive plan map amendment be proposed as a result of this project, it may trigger these provisions.
2.05.03 Neighborhood Conservation Overlay District.	This overlay district is applicable because it applies to residential development in the RS and RM base zones. See audit of the relevant architectural design standards in Section 3.07.04.
2.05.04 Nodal Overlay Districts.	<ul style="list-style-type: none"> • This overlay district is applicable because it applies to residential development in the RSN and RMN zones. • Subsection (B) applies more restrictive access and parking standards to attached single-family dwellings (row house/townhouse) than to detached single-family dwellings. Access and parking requirements are considered a “design standard” under Division 46. As such, this standard may need to be amended to meet one of the three options for minimum compliance for design standards. Additionally, the standard should be amended to clarify how it applies to other middle housing types. • Subsection (C) requires a master plan for the entire area of within the Nodal Overlay District prior to annexation. These master planned areas may be eligible for the special provisions of Division 46 that allow for certain additional limits on middle housing.

Subsection	Issue or Revision Needed
2.05.05 Riparian Corridor and Wetlands Overlay District	<ul style="list-style-type: none"> • This district will qualify as Goal Protected land under Division 46, and therefore it is permissible to limit duplexes and prohibit other middle housing types within in.³⁷ • Staff noted that the RCWOD can effectively preclude development or redevelopment of some smaller lots, though relief from the standards can be granted by variance (2.05.05E). However, the approval criteria and process for a variance may be unnecessarily restrictive for certain, lower impact developments, so it may be appropriate to allow reduction of the standards through a Zoning Adjustment in these cases. If this change is adopted, the same provision must apply to duplexes as single-family dwellings under Division 46.

2.07 Special Uses

Subsection	Issue or Revision Needed
2.07.02 Boat, Recreational and Vehicle Storage Pad	<p>This could be interpreted as a “design standard” under Division 46.³⁸ The issue of boat or RV parking is not addressed by the Model Code. Under Division 46, the City would need to apply the same standard to middle housing as is applied to single-family. 2.07.03 Common Boat, Recreational and Vehicle Storage Area applies to multi-family development. May need to amend so middle housing is not treated differently than single-family.</p>
2.07.06 Duplex	<ul style="list-style-type: none"> • Subsection (A) requires duplexes to locate on corner lots. This does not comply with Division 46 and must be removed. • Subsection (B) requires each unit to have access from different street frontages. This is defined as a design

³⁷ OAR 660-046-0205(2)(a)

³⁸ According to OAR 660-046-0020(4), “Design Standard” means a standard related to the arrangement, orientation, materials, appearance, articulation, or aesthetic of features on a dwelling unit or accessory elements on a site. Design standards include, but are not limited to, standards that regulate entry and dwelling orientation, façade materials and appearance, window coverage, driveways, parking configuration, pedestrian access, screening, landscaping, and private, open, shared, community, or courtyard spaces.

Subsection	Issue or Revision Needed
	<p>standard under Division 46, and it does not meet any of the minimum compliance standards, so it will need to be amended or removed. The intent of the standard may be achieved under a different standard, however, such as by requiring entries that face a single street frontage to be spaced a minimum distance apart.</p>
<p>2.07.20 Accessory Dwelling Units:</p>	<ul style="list-style-type: none"> • Subsection (A) allows for one ADU per single-family detached dwelling. This should be amended to clarify if an ADU is permitted on a site with middle housing and how the use would be classified. Division 46 does not require cities to allow ADUs on sites with middle housing, but it may be advantageous to allow this.³⁹ This issue will be explored further in the Code Concepts. • Subsection (C) requires ADUs to match the architectural design of the primary dwelling. This can be a barrier to ADU development and may not result in the best design outcome in many cases. Consider alternative approaches, such as only requiring for attached ADUs, 2-story ADUs, or only requiring certain elements match the primary dwelling. The standard may also need to be revised to ensure it satisfies requirement for clear and objective standards. • Subsection (E) limits the floor area of an ADU to 50% of existing dwelling. This can be a significant barrier to ADUs on sites with existing, small house. Consider increasing the maximum to at least 75% or eliminating this requirement and only applying the flat cap of 725 sf. Additionally, consider adding language to allow conversion of an entire existing floor of a house to an ADU (basement, upper floor) regardless of square footage. • Subsection (H) prohibits new street-facing entrances for ADUs. This standard cannot apply to a duplex under Division 46, therefore, consider not requiring for an ADU. • Subsection (I) references the non-conformities allowances of the WDO. As noted above, these standards

³⁹ OAR 660-046-0205(4)

Subsection	Issue or Revision Needed
	<p>may need to be revised to provide more flexibility to allow increases in non-conformance for certain standards.</p> <ul style="list-style-type: none"> Staff suggested that it may be appropriate to require ADUs to have a walkway connection from the street and to include private open space requirements. If proposed, the City should consider applying similar or equivalent standards to duplexes for consistency.

2.08 Specific Conditional Uses

The only applicable standards in this section are in 2.08.02 Historically and Architecturally Significant Buildings. Subsection (C)(1) allows adaptive reuse of historic properties to include additional dwelling units beyond those allowed in the underlying zone. Division 46 requires cities to allow middle housing types on historic properties where single-family dwellings are allowed. Amendments needed to clarify which housing types are permitted, not only the number of units.

Section 3: Development Guidelines And Standards

3.01 Streets

Subsection	Issue or Revision Needed
3.01.01 Applicability	<p>Subsection (D) exempts construction of a single-family dwelling from the standards of this section. Division 46 requires the City to allow this same exemption for conversions of single-family dwellings to middle housing. For new construction or redevelopment which results in middle housing, the City can apply the street standards of this section. Amendments may also be needed to clarify if this exemption applies to ADUs.</p> <p>In short, all middle housing must be consistently either exempt or subject to street improvements.</p>
3.01.03 Improvements Required for Development	<p>Staff notes that alleys are only required in RSN and RMN zones and it may be appropriate to require them more broadly. If proposed, the standard will need be written so it meets the minimum compliance criteria for design standards under Division 46.</p>

Subsection	Issue or Revision Needed
3.01.04 Street Cross-Sections	Staff notes that lane widths for some streets may be unnecessarily wide, which may increase cost of development for all housing types and encourage high traffic speeds. It may be appropriate to consider lane width reductions as part of these code amendments.

3.02 Utilities and Easements

Section 3.02.01 requires a 5’ wide Public Utility Easement (PUE) is along all street property lines. This may be unnecessarily wide and a barrier to middle housing development on smaller sites. It may be appropriate to tier the standard based on zoning, lot size, street classification, or other factors.

3.04 Vehicular Access

Subsection	Issue or Revision Needed
3.04.03 Driveway Guidelines and Standards	Subsection (A)(1) and (2) regulates the number of driveways for residential uses. These standards will need to be amended to clarify how they apply to middle housing types and to ensure they satisfy the minimum compliance criteria for design standards under Division 46.
Access Requirements (Table 3.04A)	Several amendments are needed to this table to clarify applicability to middle housing types. Additionally, it may be appropriate to lessen certain standards, such as the minimum width of driveways, where they are unnecessarily restrictive or costly.

3.05 Off-Street Parking and Loading

Subsection	Issue or Revision Needed
3.05.02 General Provisions	<ul style="list-style-type: none"> Subsection (E) requires parking areas to be setback a minimum of 5 feet between property lines. This may not comply with Division 46 design standards and may be an unnecessary barrier to joint driveways and parking pads, which are common for middle housing types such as townhouses or duplexes.

Subsection	Issue or Revision Needed
	<ul style="list-style-type: none"> Subsection (H) and (K) requires bumper guards and striping for all parking lots, except single-family dwellings and duplexes. This may need to be amended because Division 46 minimum compliance requires cities to apply the same dimensional and design standards to parking areas for middle housing that apply to single-family housing..
3.05.03 Off-Street Parking	<ul style="list-style-type: none"> Subsection (E) requires bike parking for residential structures with 5 or more dwelling units. Amendments needed to clarify how this will apply to middle housing and to ensure it complies with Division 46. If bike parking is required for middle housing, it may need to be required for single-family dwellings. Subsection (F) requires garages for most residential units. The standards vary for single-family dwellings or duplexes vs. multi-family uses. Amendments are needed to clarify applicability to middle housing. <ul style="list-style-type: none"> This requirement generally meets Division 46 because the standards are equivalent or less restrictive for middle housing types, however, this requirement imposes a significant cost on housing development and the City may consider removing or lessening it. The Model Code specifically prohibits mandating garages for this reason, though it is permissible to require them under Division 46. This requirement is especially challenging for improvements to existing garages or new garages on an existing lot that pre-dates the requirement. Staff notes that the code is unclear as to how it applies to non-conforming garages and a Director's Interpretation has been applied in the past. It may be appropriate to codify that interpretation at this point.
Parking Ratios (Table 3.05A)	<ul style="list-style-type: none"> Residential dwellings are generally required to provide two (2) off-street parking spaces per unit. Generally, the Division 46 minimum compliance standards equate to requiring no more than one (1) space per dwelling unit in most instances. For triplexes and quadplexes on smaller

Subsection	Issue or Revision Needed
	<p>lots, the standards set a lower limit depending on the size of the lot (see Table 7).</p> <ul style="list-style-type: none"> • Off-street parking requirements can be a significant barrier to middle housing development. In addition to meeting Division 46 standards, the City may consider amendments to support middle housing development, while addressing concerns about impacts to existing on-street parking utilization. • An amendment is also needed to remove parking requirement for ADUs per state law.

Table 7. Minimum Compliance Standards - Off-Street Parking Requirements⁴⁰

Lot size of the development site equals...	Minimum off-street parking <u>requirements</u> must be no greater than...				
	Duplex	Triplex	Quadplex	Cottage Cluster	Townhomes
Less than 3,000 sf	2 spaces (total)	1 space (total)	1 space (total)	1 space per unit	1 space per unit
3,000 - 5,000 sf		2 spaces (total)	2 spaces (total)		
5,000 -7,000 sf		3 spaces (total)	3 spaces (total)		
7,000 sf or greater			4 spaces (total)		

3.06.07 Significant Trees

Division 46 does not regulate trees. However, were loss of tree canopy due to middle housing a concern, the City may consider Significant Tree amendments to establish standards for preservation in the context of new development and to establish tree preservation tiered fees in-lieu based on number and/or caliper of trees removed. (The existing standards address existing development.)

⁴⁰ OAR 660-046-0220

3.07 Architectural Design

Subsection	Issue or Revision Needed
3.07.01 Applicability	<ul style="list-style-type: none"> • This subsection exempts alterations to existing single-family dwellings and duplexes from all the architectural design standards and guidelines of Section 3.07, except for such dwellings located within the Neighborhood Conservation Overlay District (NCOD). • Division 46 is unclear as to whether alterations to pre-existing middle housing must also be exempt from design standards. Conversions and additions of single-family dwellings to create middle housing must be exempt, however, so this section should be amended accordingly.⁴¹
3.07.02 Single-Family Dwellings, Duplexes and Manufactured Dwellings on Individual Lots in Pre-existing Developments	<ul style="list-style-type: none"> • Generally, these standards are permissible under Division 46 because they apply equivalent standards to duplexes as single-family dwellings. However, several amendments would be needed to ensure the standards scale by form-based attributes of the building and not by the number of dwelling units: <ul style="list-style-type: none"> ○ Replace all references to “dwelling” or “dwelling unit” to building or structure or façade. ○ Subsection (E) Main Pedestrian Entrance. This provision does not comply with Division 46 because it scales by the number of dwelling units. Alternatively, this could scale by the length of street-facing façade. Such as: 0-50 feet = one entrance, 50-100 feet = two entrances, etc. • Staff suggests edits to clarify some wording and fix error in title of Figures 3.107A and 3.107B.
3.07.03 Single-Family Dwellings, Duplexes and Manufactured Dwellings on Individual Lots in New Developments	<ul style="list-style-type: none"> • The same findings as above (3.07.02) apply to this section. The standards generally comply with Division 46 for duplexes but must be adjusted to scale by form-based attributes of the building and not by the number of dwelling units.

⁴¹ OAR 660-046-0225(2)

Subsection	Issue or Revision Needed
3.07.04 Single-Family Dwellings and Duplexes in the Neighborhood Conservation Overlay District (NCOD)	<ul style="list-style-type: none"> • The same findings as above (3.07.02) apply to this section. • Additionally, some of these standards are not clear and objective, so amendments may be needed to convert these standards to clear and objective language.
3.07.05 Standards for Medium Density Residential Buildings	<ul style="list-style-type: none"> • Under current WDO definitions, this section would apply to triplexes, quadplexes, and potentially to cottage clusters on a single lot. • The standards are more restrictive than the Model Code because they regulate materials and require private open space, among other elements, so they do not meet the Division 46 minimum compliance criteria that they are less restrictive than the Model Code.⁴² • Amendments will be needed to either (1) apply Model Code standards to these middle housing types, (2) apply less restrictive versions of the Model Code standards, or (3) apply the same standards that apply to single-family dwellings and duplexes.⁴³

3.09 Planned Unit Developments

Division 46 does not regulate Planned Unit Developments (PUDs), except if they are classified as master-planned communities. Middle housing must be permitted outright and not required to be approved through a PUD. However, proposed new middle housing standards should be compared to the existing PUD standards to evaluate how they may impact the relative attractiveness of the PUD track vs. a “clear and objective” track. The City may desire to ensure that a PUD is still an attractive option for developers compared to the new middle housing standards.

3.10 Signs

Table 3.10.10A may need to be amended to clarify the applicability of sign requirements to middle housing types.

⁴² OAR 660-046-0225(1)(b)

⁴³ OAR 660-046-0225(1)

Section 4: Administration and Procedures

No provisions in Section 4 are anticipated to need to be amended to comply with the Division 46 middle housing rules.

Section 5: Application Requirements

Division 46 requires that cities apply the same approval process to middle housing as detached single-family dwellings in the same zone.⁴⁴ Below is a summary of compliance with this standard:

- Duplexes are subject to the same approval processes as single-family. If not part of a larger partition, subdivision, or PUD, then a duplex is subject to Design Review, Type I (5.01.02). If the project cannot meet all clear and objective design standards, then it can apply for Architectural Standard Substitution (Type II, 5.02.02) for a maximum of three substitutions. There is not another alternative track for a single-family dwelling or duplex if it cannot meet more than three of the design standards.
- All other middle housing types would also be subject to a Design Review, Type I (5.01.02) if not part of a larger partition, subdivision, or PUD and eligible to apply for Architectural Standard Substitution (Type II, 5.02.02). However, if a middle housing type that would be currently classified as a multi-family dwelling cannot meet any of the clear and objective standards of Section 2 or 3, then it is also subject to a Design Review, Type III (5.03.02). Under Division 46, middle housing types must be subject to the same approval process as single-family housing. Therefore, it may be necessary to make amendments so that middle housing projects that cannot meet all clear and objective standards do not automatically trigger a Type III Design Review. A Type III Design Review may remain an optional track, but to comply with Division 46, the City may need to allow middle housing projects that qualify for an Type II Architectural Standard Substitution to not also be required to file a Type III Design Review, in the same manner as a single-family housing project would be permitted.

⁴⁴ OAR 660-046-0215

SECTION 3

Neighborhood Patterns Analysis

Executive Summary

Infill development of middle housing types in Woodburn’s existing neighborhoods may look and feel different than existing, single-family dwellings. However, the City has the opportunity to regulate the form and design of middle housing to be compatible with the character and patterns of existing neighborhoods. These may include standards that control the bulk and scale of middle housing, building placement and orientation to the street, architectural design, and other elements.

In order to craft regulations that will ensure new middle housing developments are compatible with existing neighborhood context, it is necessary to analyze and describe existing neighborhood patterns. That is the purpose of this section of the Background Report. The analysis incorporates quantitative data and qualitative observations to create a profile of various residential areas across the City.

This section of the report presents a series of maps that show how residential areas vary in Woodburn based on certain key features. These maps were used to help identify the boundaries of certain areas in Woodburn that exhibit similar patterns, termed “pattern areas”. A profile is then presented of each pattern area. A total of six pattern areas were profiled.⁴⁵

1. Midcentury Ranch
2. Midcentury Ranch – Senior Estates
3. Conventional Suburban
4. Contemporary Suburban
5. Downtown Historic
6. Mixed Era Mosaic

It is important to note that the boundaries of each pattern area may not align with zoning district boundaries. At this stage of the project, these pattern areas are not proposed to be used for regulatory purposes. The purpose of the pattern areas is to define areas that exhibit similar characteristics and to inform a discussion about which patterns the community desires to be preserved and continued as new middle housing development occurs. Should the community desire to vary middle housing regulations in different pattern areas, then the project team will prepare code solutions to implement that policy.

⁴⁵ Two additional pattern areas were mapped (Garden Apartments and Manufactured Dwelling Parks) but a detailed profile was not created for these areas because they will be largely not affected by HB 2001 zoning changes.

Background and Purpose

Why Conduct This Analysis?

Residential neighborhoods look and feel different depending on architectural styles, the size of homes and lots, presence and variety of trees and landscaping, and other factors influencing their built forms. The City of Woodburn is a physically diverse community, made up of early 20th century neighborhoods of Craftsman and Victorian homes, mid-century subdivisions of ranch homes on small lots, and early 21st century neighborhoods with larger homes. As the City implements HB 2001 and updates development and design standards to allow middle housing types in single family residential zones, the City desires that middle housing be integrated into the existing fabric of the community and compatible with existing, single-family houses.

The purpose of this analysis is to identify key development patterns that are consistent within certain neighborhoods and residential areas in Woodburn. By explicitly identifying these neighborhood patterns, the City can regulate future middle housing development in each neighborhood to ensure it is sensitive to this existing, built context.

The City's existing residential zone districts and overlay districts accomplish this goal to a certain extent, but they were designed under the assumption that, in many areas, the predominant or exclusive form of housing would be a single-family dwelling. While middle housing can be made generally compatible with single-family housing, these housing types are likely to look and feel different and raise new opportunities and challenges. The "pattern areas" and information provided by this analysis can be used to develop new code regulations to address these issues.

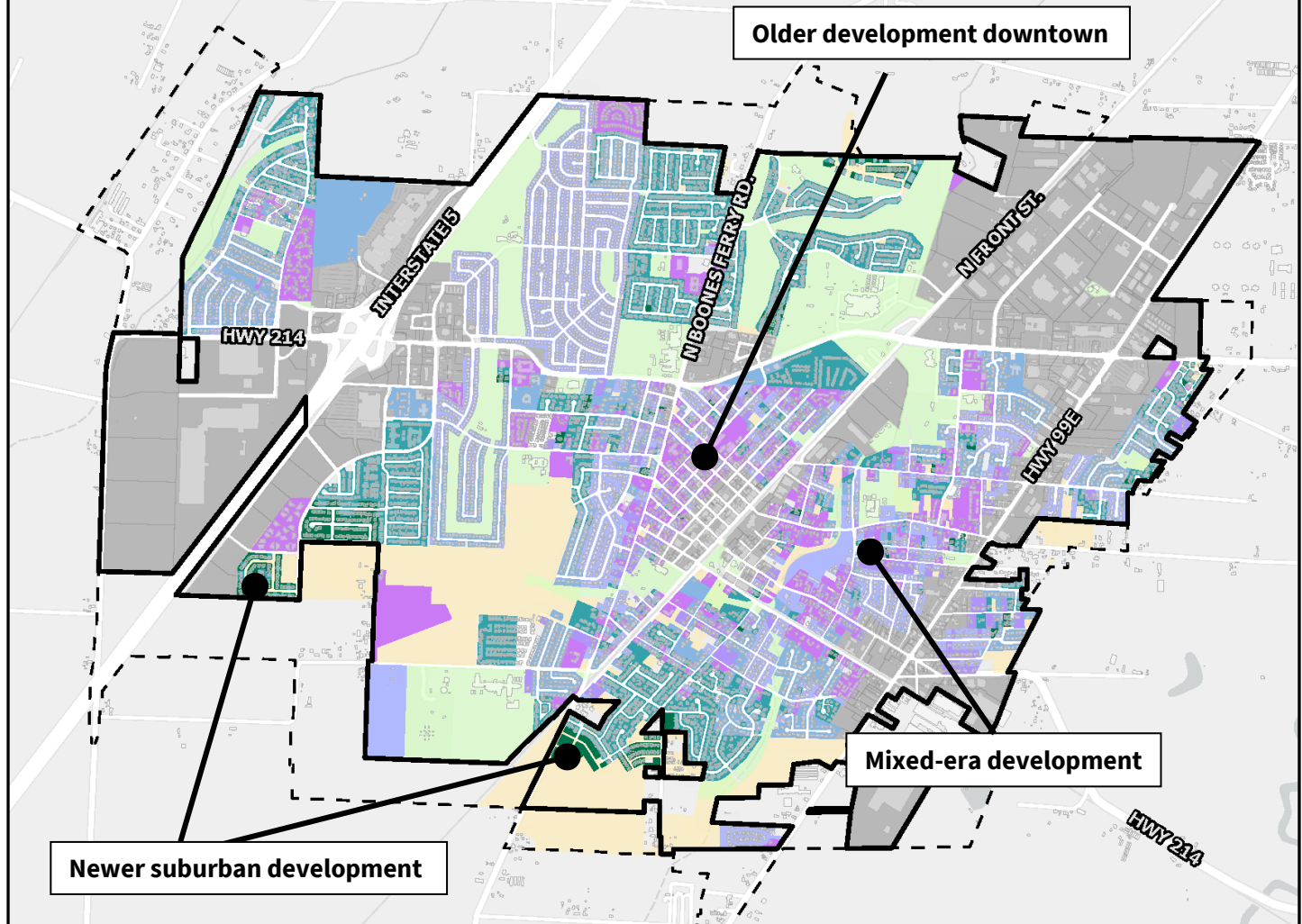
Approach to the Analysis

This section of the report first presents a series of annotated maps that show how residential areas vary in Woodburn based on certain key features, including the era of development, street network type, building setbacks, lot coverage, and floor area ratio. These maps were used to help identify the boundaries of certain areas in Woodburn that exhibit similar patterns, termed "pattern areas" in this report. Following this series of maps, a profile is presented of each pattern area, which includes quantitative data on development patterns, images of typical houses, and descriptions of typical building forms and architectural elements.

Note on Data and Methodology

Establishing pattern areas requires balancing quantitative analysis and qualitative observations. The City of Woodburn provided a spatial dataset that was used to analyze attributes. Google Earth was used to capture images of the neighborhoods, providing a visual understanding of the façade elements, tree coverage, and architectural style of homes.

Year Built



Newer suburban development

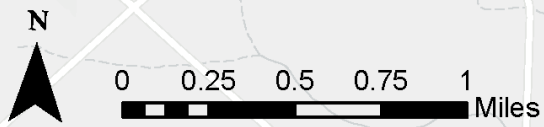
Older development downtown

Mixed-era development

Why is this important?

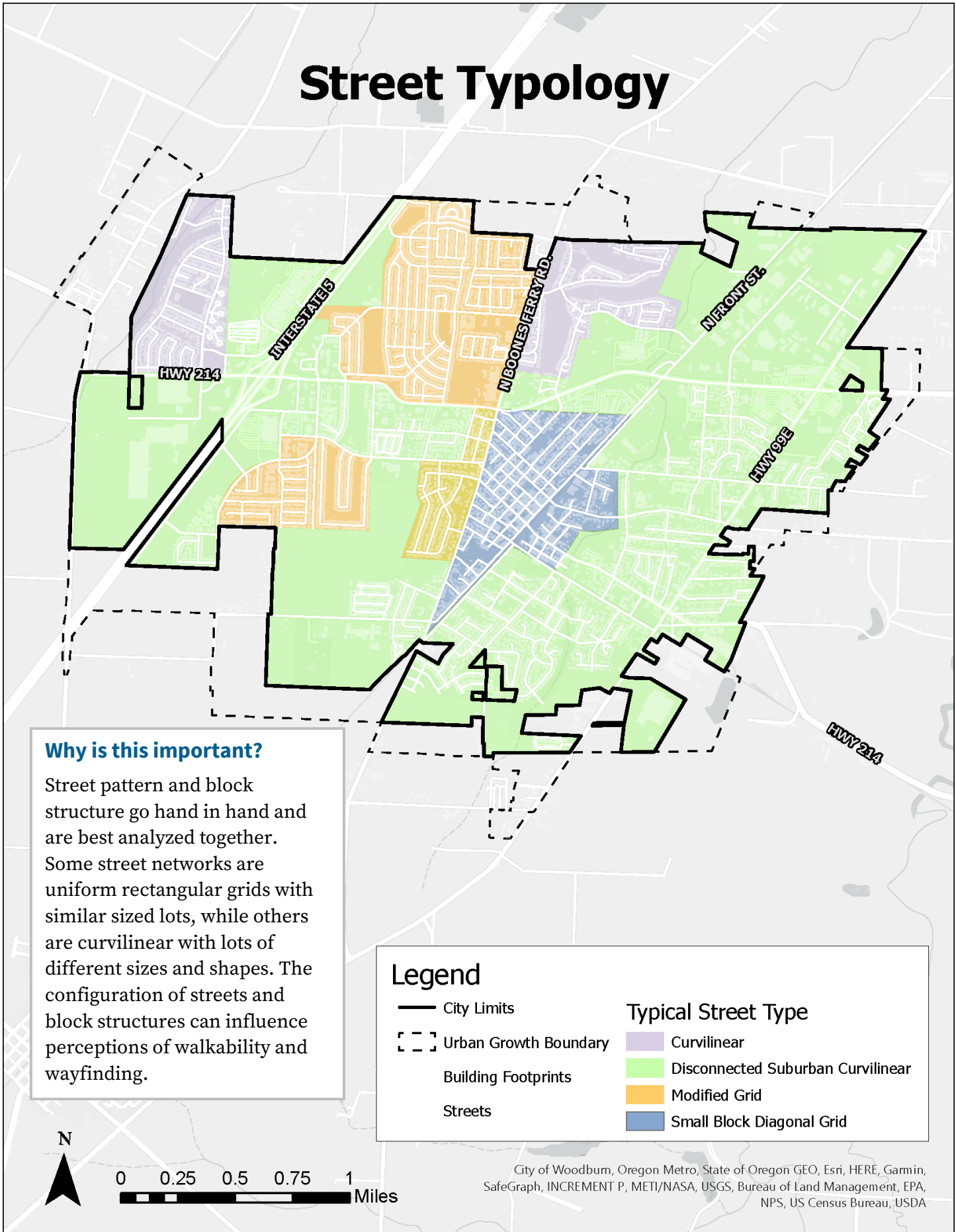
Different eras of development reflect unique architectural standards of the time. For example, homes built in the early 1900's tend to be on smaller lots with smaller footprints, and popular architectural styles for that time include Craftsman, Colonial, and Period Revival. As the decades progressed, lot sizes and building areas tended to get larger, and architectural styles took on a more contemporary feel.

Legend	
	City Limits
	Urban Growth Boundary
	Parks and Open Space
	Vacant Residential Land
	Nonresidential Zoning
	Building Footprints
Year Built	
	pre-1920
	1921-1950
	1951-1970
	1971-1990
	1991-2010
	2011-2020



City of Woodburn, Oregon Metro, State of Oregon GEO, Esri, HERE, Garmin, SafeGraph, INCREMENT P, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, US Census Bureau, USDA

Street Typology

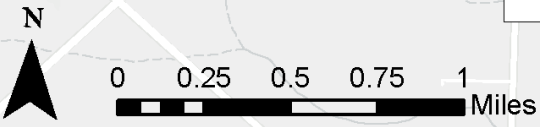


Why is this important?

Street pattern and block structure go hand in hand and are best analyzed together. Some street networks are uniform rectangular grids with similar sized lots, while others are curvilinear with lots of different sizes and shapes. The configuration of streets and block structures can influence perceptions of walkability and wayfinding.

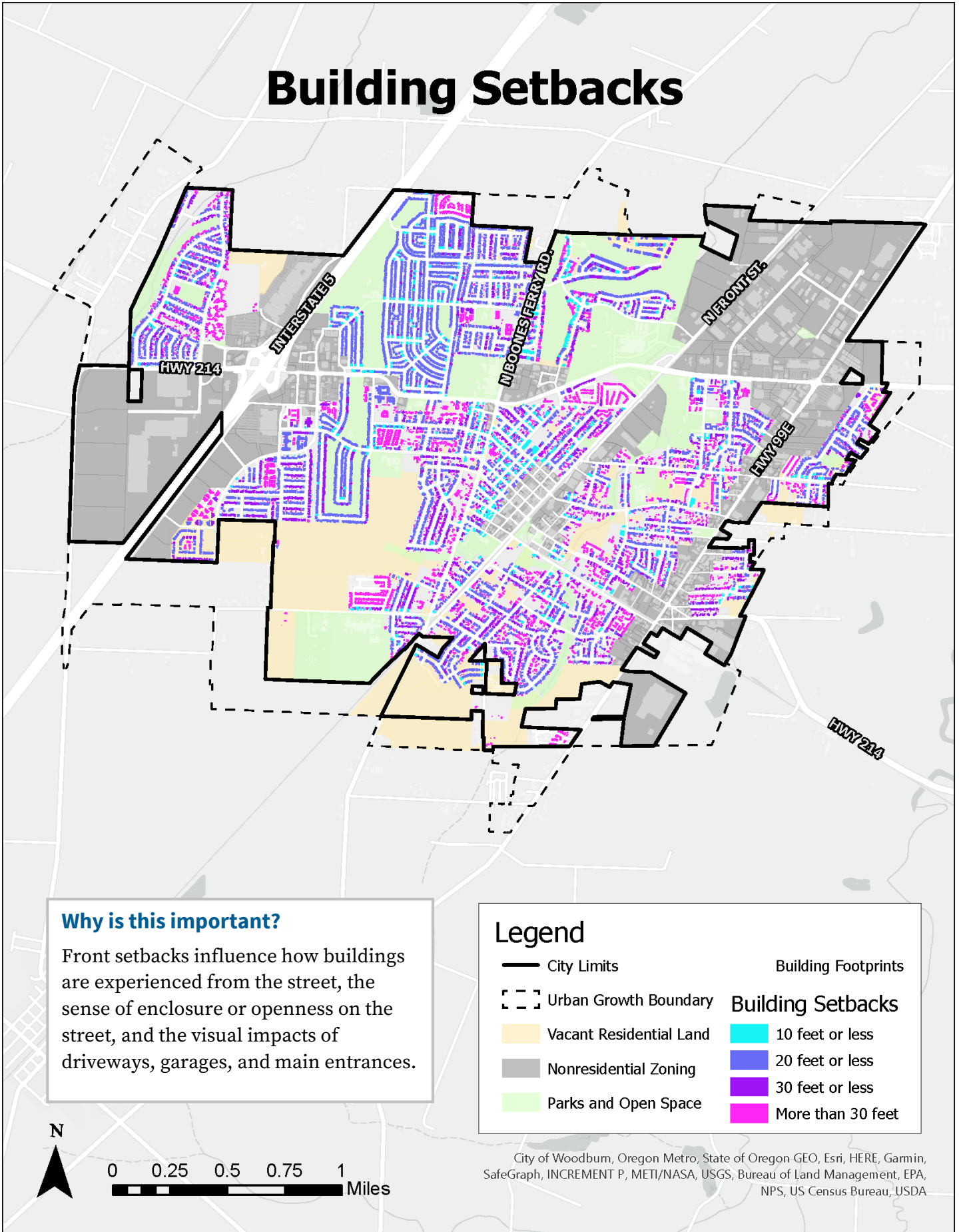
Legend

- | | |
|-----------------------------|-----------------------------------|
| — City Limits | Typical Street Type |
| - - - Urban Growth Boundary | Curvilinear |
| ■ Building Footprints | Disconnected Suburban Curvilinear |
| ■ Streets | Modified Grid |
| | Small Block Diagonal Grid |

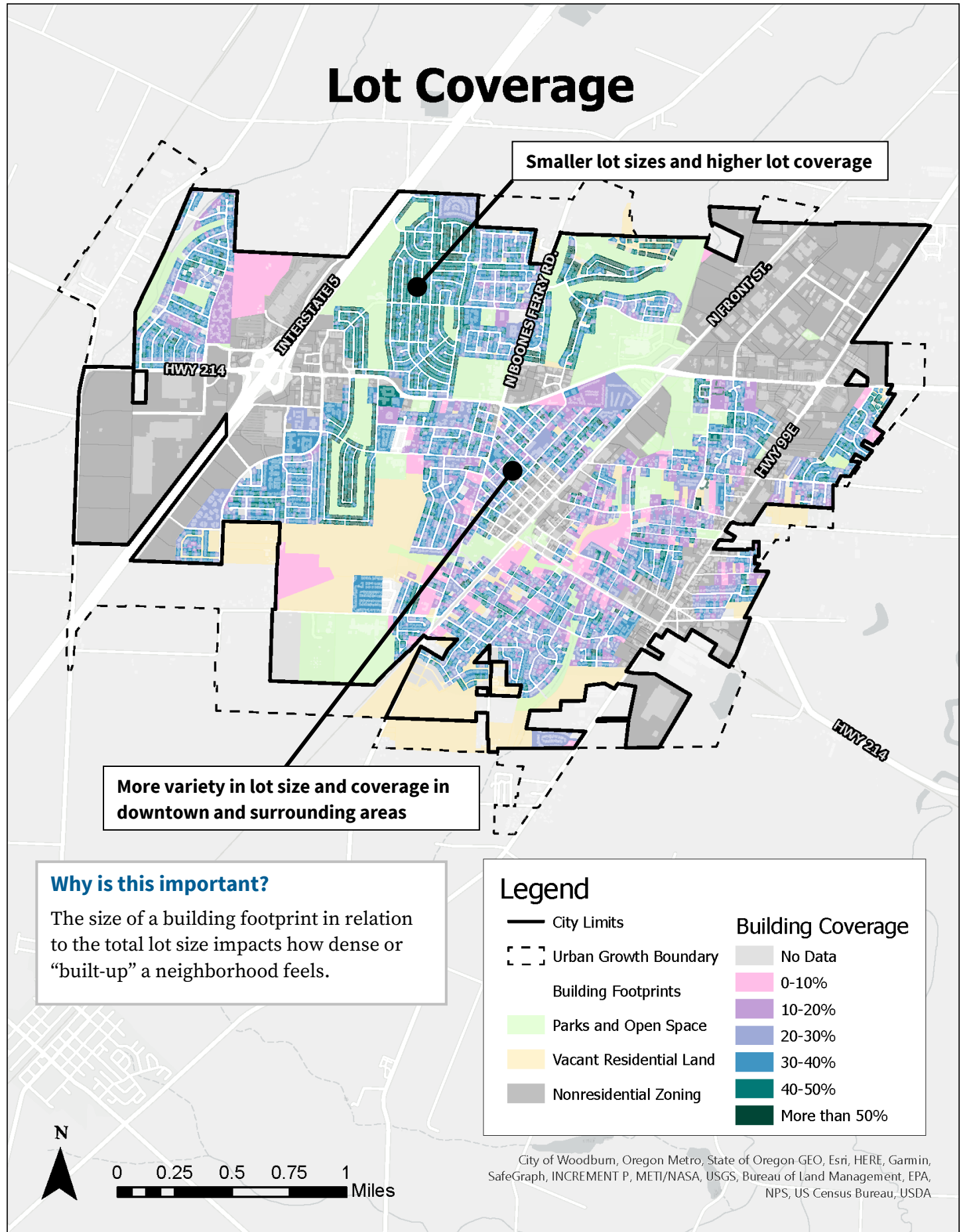


City of Woodburn, Oregon Metro, State of Oregon GEO, Esri, HERE, Garmin, SafeGraph, INCREMENT P, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, US Census Bureau, USDA

Building Setbacks



Lot Coverage



Smaller lot sizes and higher lot coverage

More variety in lot size and coverage in downtown and surrounding areas

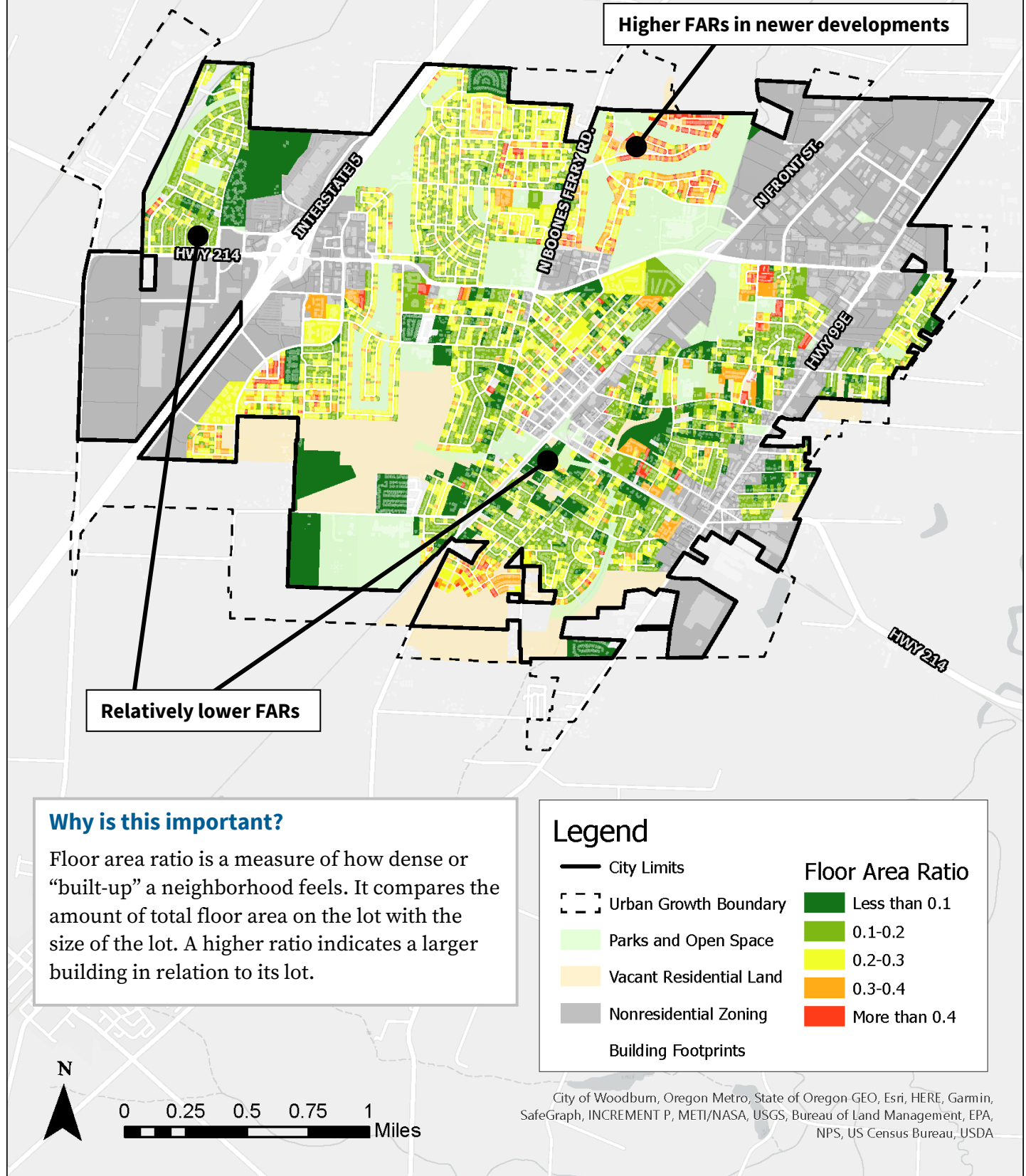
Why is this important?
 The size of a building footprint in relation to the total lot size impacts how dense or “built-up” a neighborhood feels.

Legend

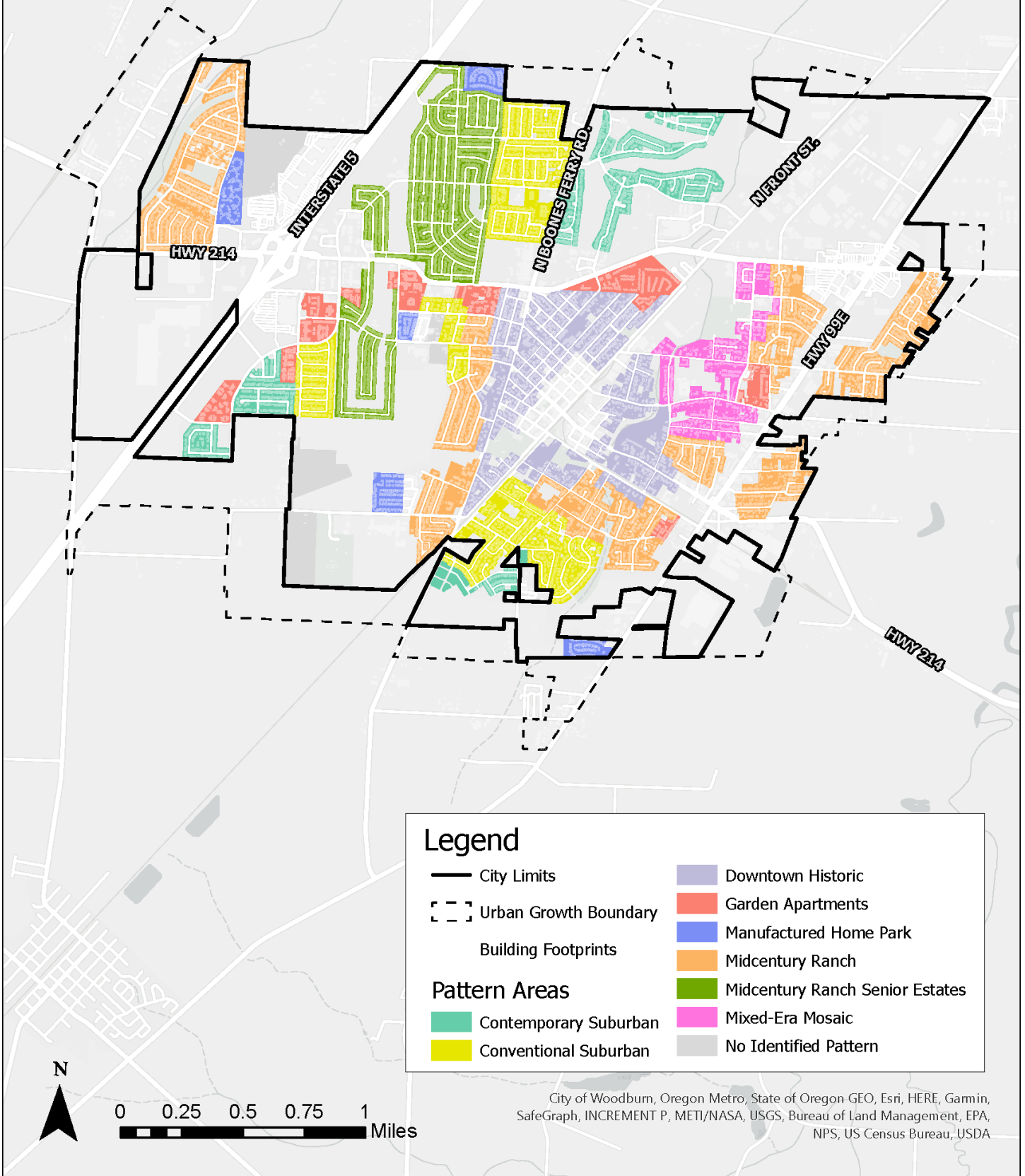
— City Limits	Building Coverage
- - - Urban Growth Boundary	■ No Data
■ Building Footprints	■ 0-10%
■ Parks and Open Space	■ 10-20%
■ Vacant Residential Land	■ 20-30%
■ Nonresidential Zoning	■ 30-40%
	■ 40-50%
	■ More than 50%

City of Woodburn, Oregon Metro, State of Oregon GEO, Esri, HERE, Garmin, SafeGraph, INCREMENT P, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, US Census Bureau, USDA

Floor Area Ratio

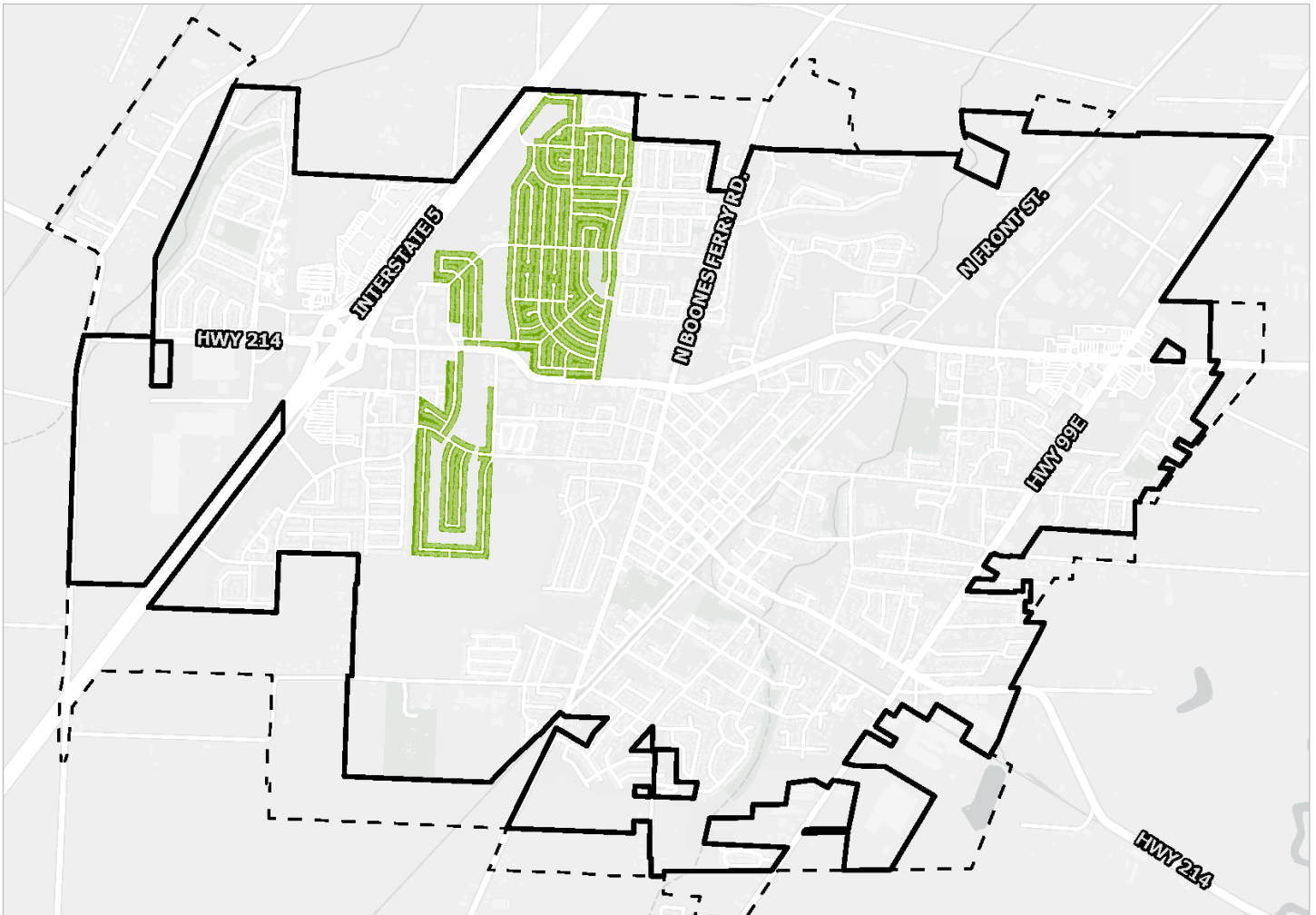


Neighborhood Pattern Areas



City of Woodburn, Oregon Metro, State of Oregon GEO, Esri, HERE, Garmin, SafeGraph, INCREMENT P, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, US Census Bureau, USDA

Pattern Area: Midcentury Ranch Senior Estates



Era of Development

Typical Year Built:
1960 - 1980

Median Year Built:
1965

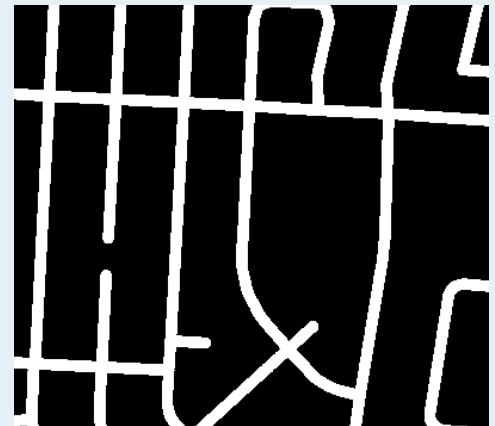
Blocks and Streets

Street Network:
Mostly Modified Grid and some
Disconnected Suburban
Curvilinear

Presence of Alleys:
None

Presence of Sidewalks:
None

Presence of Street Trees:
Sparse, only on private ROW



Example of street network found in this pattern area

Pattern Area: Midcentury Ranch Senior Estates

Lot Patterns and Building Placement

Typical Lot Size:

4,000 sf (~45 sf x 90 sf)

4,500 sf (45 sf x 100 sf)

Median Lot Size:

4,473 sf

Median Lot Coverage:

44%

Typical Lot Width:

45-55 feet

Typical Front Setback:

30 feet



Building Form

Median FAR:

0.21

Typical Building Height:

1-story

Garages and Driveways:

Front loaded (single) garages that are even with the primary facade

Roof Form:

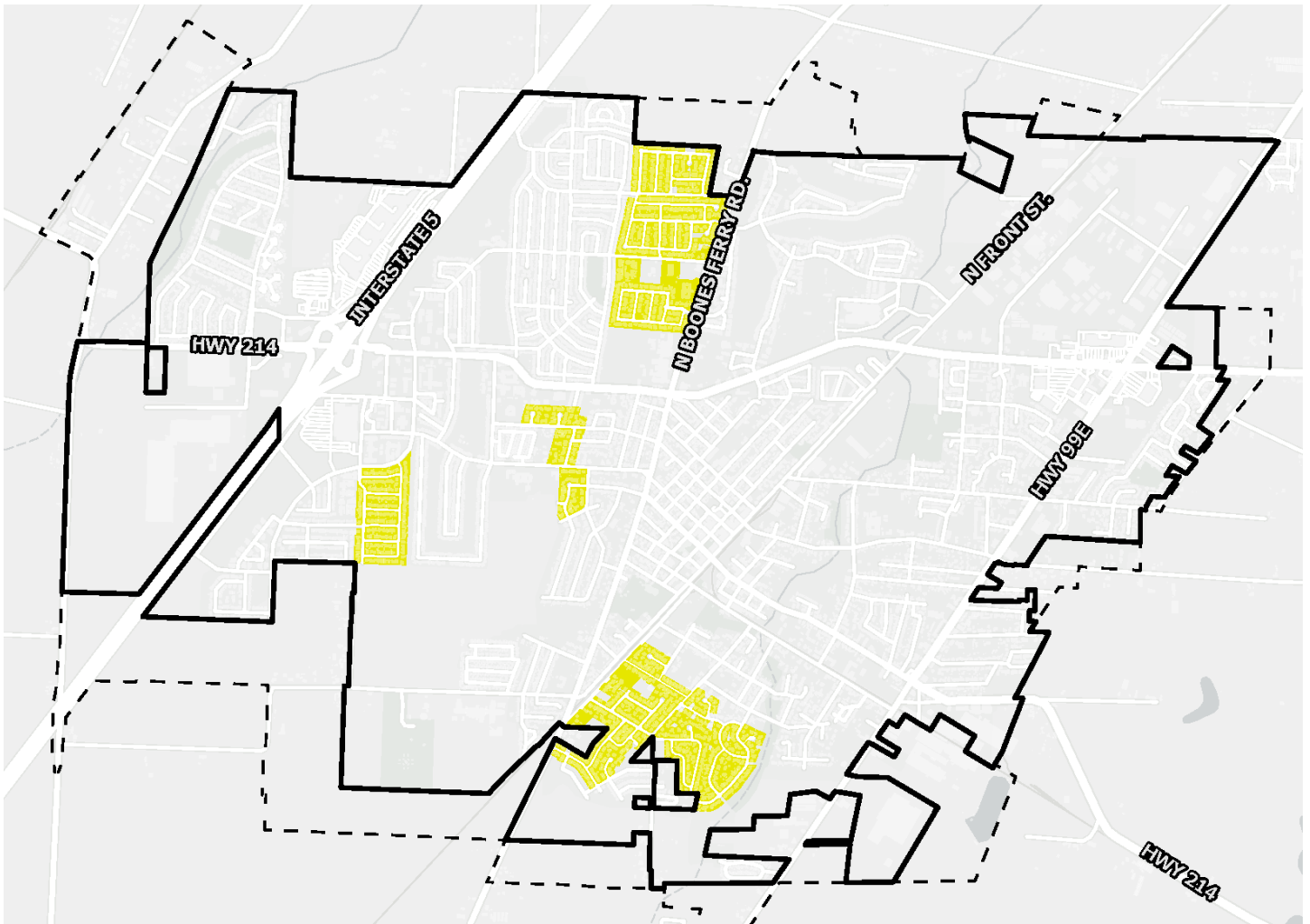
- Gabled with low pitch
- Shallow to moderate eaves

Façade Elements:

- Slightly recessed entry
- Horizontal lap siding
- Horizontal window proportions



Pattern Area: Conventional Suburban



Era of Development

Typical Year Built:
1970-2007

Median Year Built:
2000

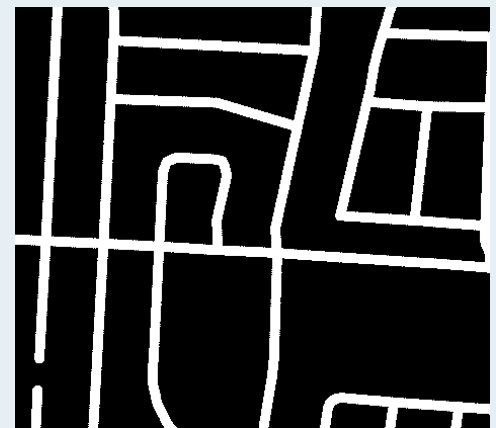
Blocks and Streets

Street Network:
Modified Grid and Disconnected
Suburban Curvilinear

Presence of Alleys:
None

Presence of Sidewalks:
All streets

Presence of Street Trees:
Younger trees, planted on
landscaping strip



Example of street network found in this pattern area

Pattern Area: **Conventional Suburban**

Lot Patterns and Building Placement

Typical Lot Size:

6,000 sf (60 sf x 100 sf)

Median Lot Size:

6,802 sf

Median Lot Coverage:

32%

Typical Lot Width:

50 - 60 feet

Typical Front Setback:

20 – 25 feet



Building Form

Median FAR:

0.21

Typical Building Height:

1-2 stories (mostly 1.5 stories)

Garages and Driveways:

- Front loaded garage (mostly double)
- Even with front of house

Roof Form:

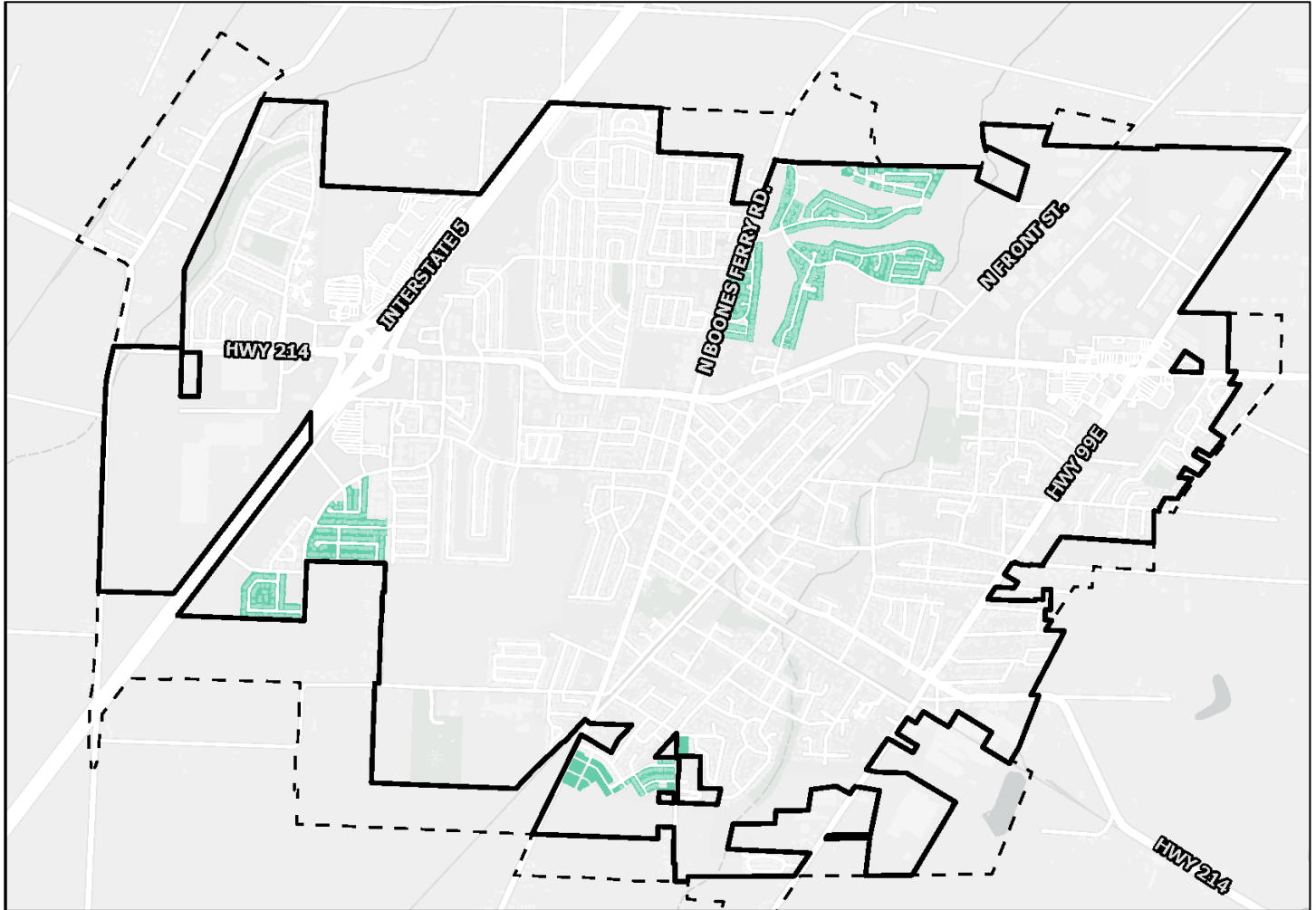
- Gabled with higher pitch
- Eaves on most houses

Façade Elements:

- Horizontal lap siding is most common
- Some detailing on gable walls, such as shingle siding
- Slightly recessed entry or small porch



Pattern Area: Contemporary Suburban



Era of Development

Typical Year Built:

1993 - 2019

Median Year Built:

2006

Blocks and Streets

Street Network:

Curvilinear, Modified Grid, and Disconnected Suburban Curvilinear

Presence of Alleys:

None

Presence of Sidewalks:

All streets

Presence of Street Trees:

Young trees on landscaping strip



Example of street network found in this pattern area

Pattern Area: Contemporary Suburban

Lot Patterns and Building Placement

Typical Lot Size:

6,000 sf (60 sf x 100 sf)
5,000 sf (50 sf x 100 sf)
5,500 sf (55 sf x 100 sf)

Median Lot Size:

6.166 sf

Median Lot Coverage:

37%

Typical Lot Width:

50-80 feet



Building Form

Median FAR:

0.32

Typical Building Height:

1.5-2 stories (mostly two stories)

Garages and Driveways:

Front loaded garage (mostly double)

Roof Form:

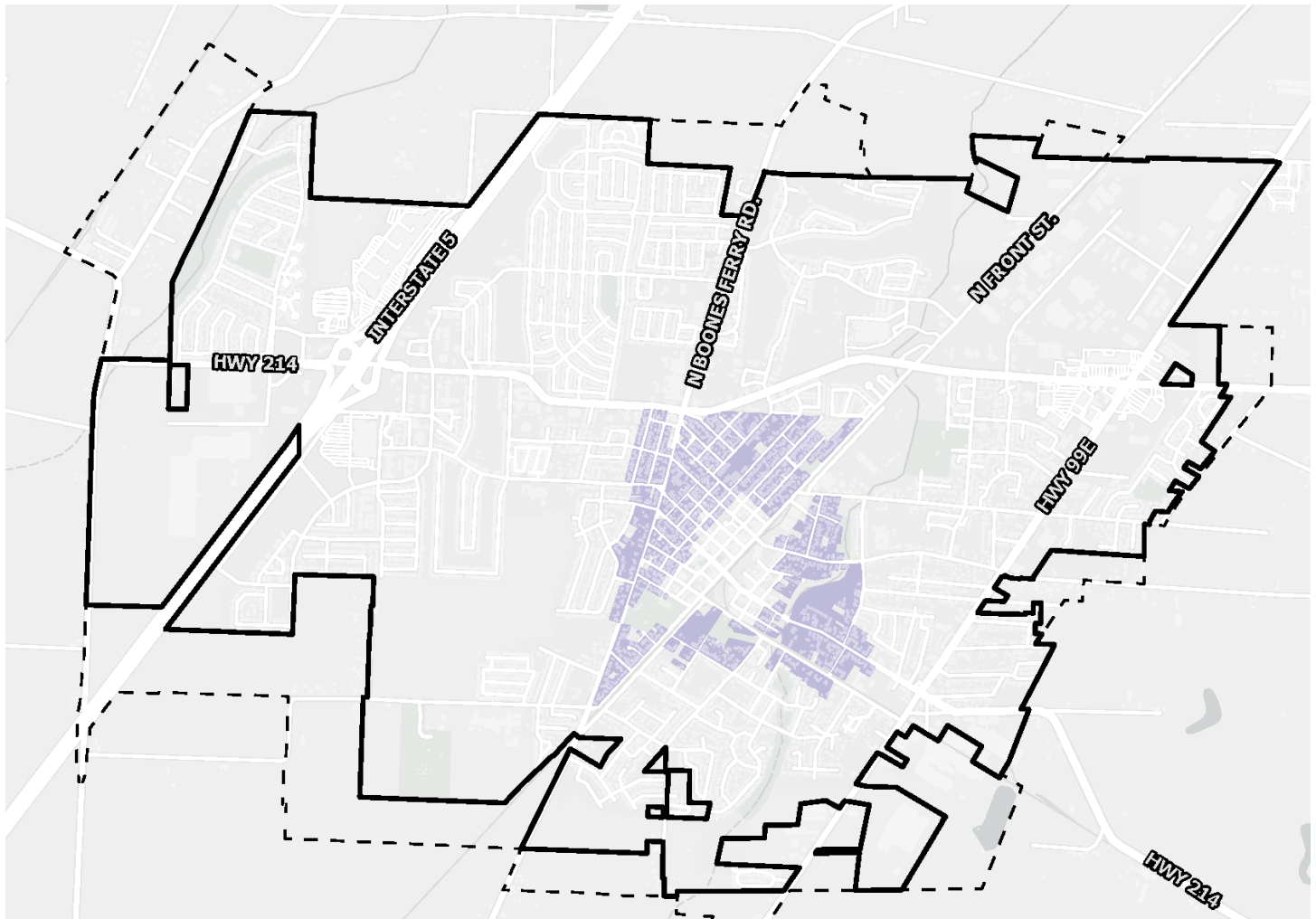
- Gabled with higher pitch or hip roof
- Eaves on most houses

Façade Elements:

- Horizontal lap siding, some vertical siding
- Some detailing on gable walls, such as shingle siding
- Stone/masonry detailing on some houses
- Slightly recessed entry or small porch



Pattern Area: **Downtown Historic**



Era of Development

Typical Year Built:

1900 - 1980

Median Year Built:

1946

Blocks and Streets

Street Network:

Small Block Diagonal Grid, Modified Grid, and Disconnected Suburban Curvilinear

Presence of Alleys:

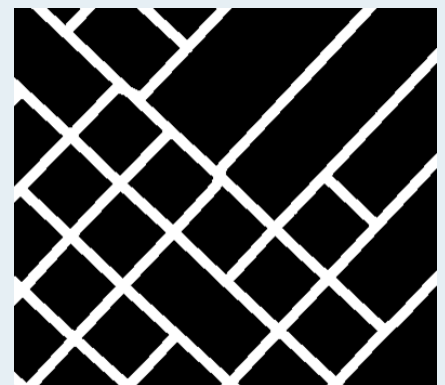
One between Front and 1st Street

Presence of Sidewalks:

On collectors and arterials, missing on some local streets

Presence of Street Trees:

Old, mature trees of various types (both public and private ROW)



Example of street network found in this pattern area

Pattern Area: **Downtown Historic**

Lot Patterns and Building Placement

Typical Lot Size:

5,000 sf (50 sf x 100 sf)
15,000 sf (150 sf x 100 sf)
4,500 sf (45 sf x 100 sf)

Median Lot Size:

7,513 sf

Median Lot Coverage:

29%

Typical Lot Width:

45 – 55 feet

Typical Front Setback:

10 – 25 feet



Building Form

Median FAR:

0.19

Typical Building Height:

1-2 stories (mostly 1.5 or 2 story)

Garages and Driveways:

- Front loaded (single)
- Some houses do not have garages or have detached garages set back from street

Roof Forms:

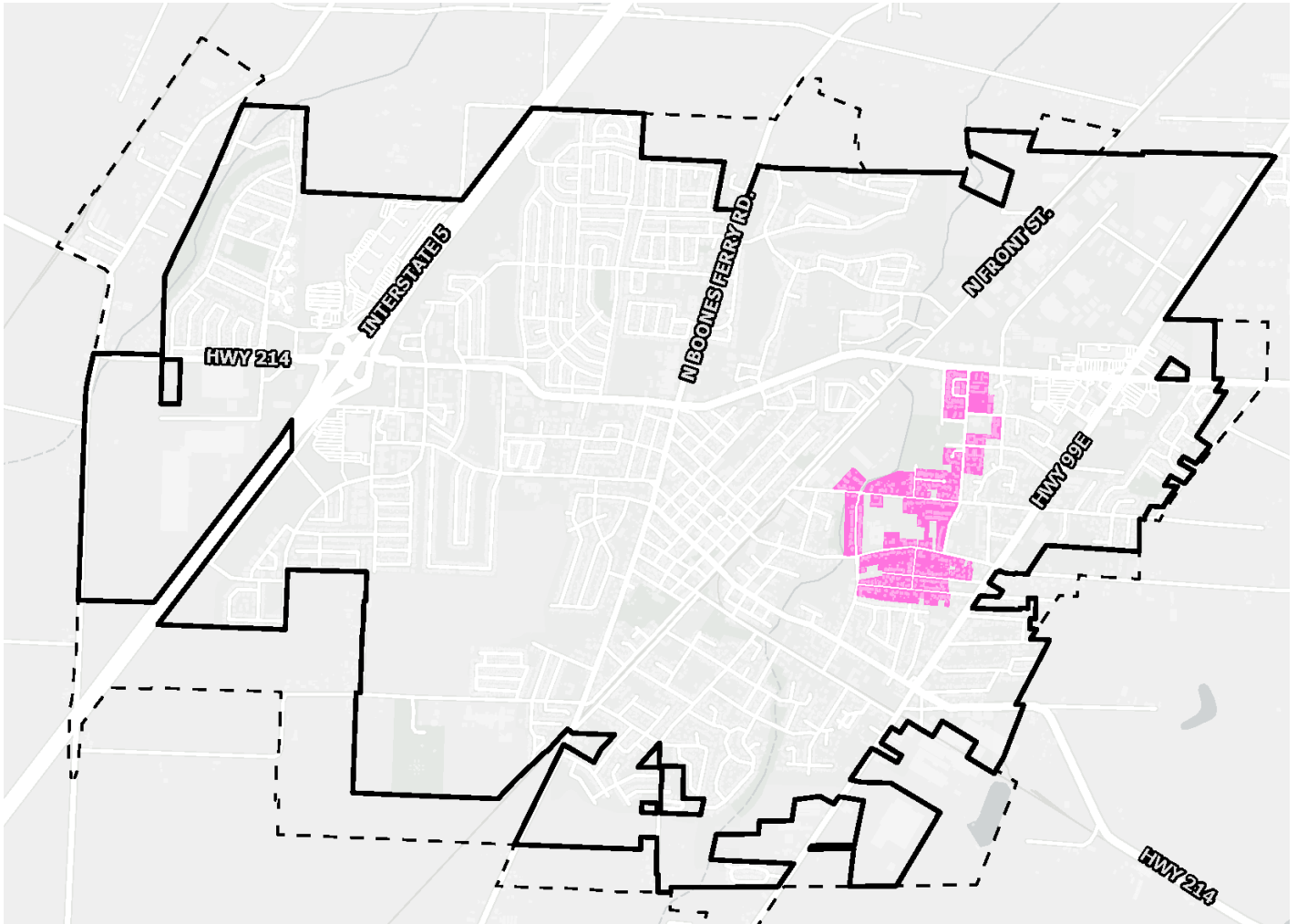
- Varied – gabled, gambrel, hip styles with typically high pitches.
- Prominent eaves on some homes.

Façade Elements:

- Deep front porches more common than other areas
- Vertical window proportions more common
- Paned windows more common
- Varied siding materials



Pattern Area: Mixed-Era Mosaic



Era of Development

Typical Year Built:
1900 – 2000

Median Year Built:
1972

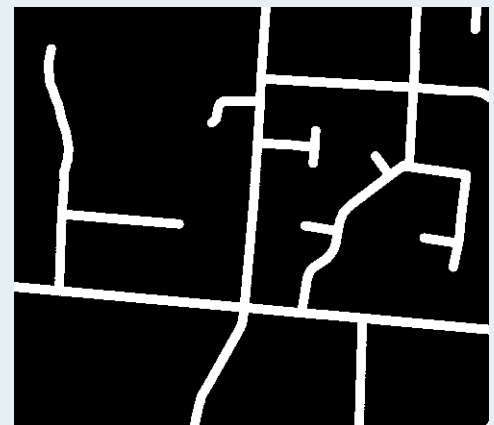
Blocks and Streets

Street Network:
Disconnected Suburban Curvilinear

Presence of Alleys:
None

Presence of Sidewalks:
Some

Presence of Street Trees:
Private ROW only, trees of mixed ages (mostly older)



Example of street network found in this pattern area

Pattern Area: **Mixed-Era Mosaic**

Lot Patterns and Building Placement

Typical Lot Size:

15,000 sf (150 sf x 100 sf)

6,000 sf (60 sf x 100 sf)

Median Lot Size:

7,774 sf

Median Lot Coverage:

30%

Typical Lot Width:

55 – 90 feet

Typical Front Setback:

30 feet, varies



Building Form

Median FAR:

0.19

Typical Building Height:

1-2 stories (mostly 1 or 1.5 stories)

Garages and driveways:

- Front loaded garage (single and double)
- Some houses do not have garages or have detached garages set back from street

Roof Form:

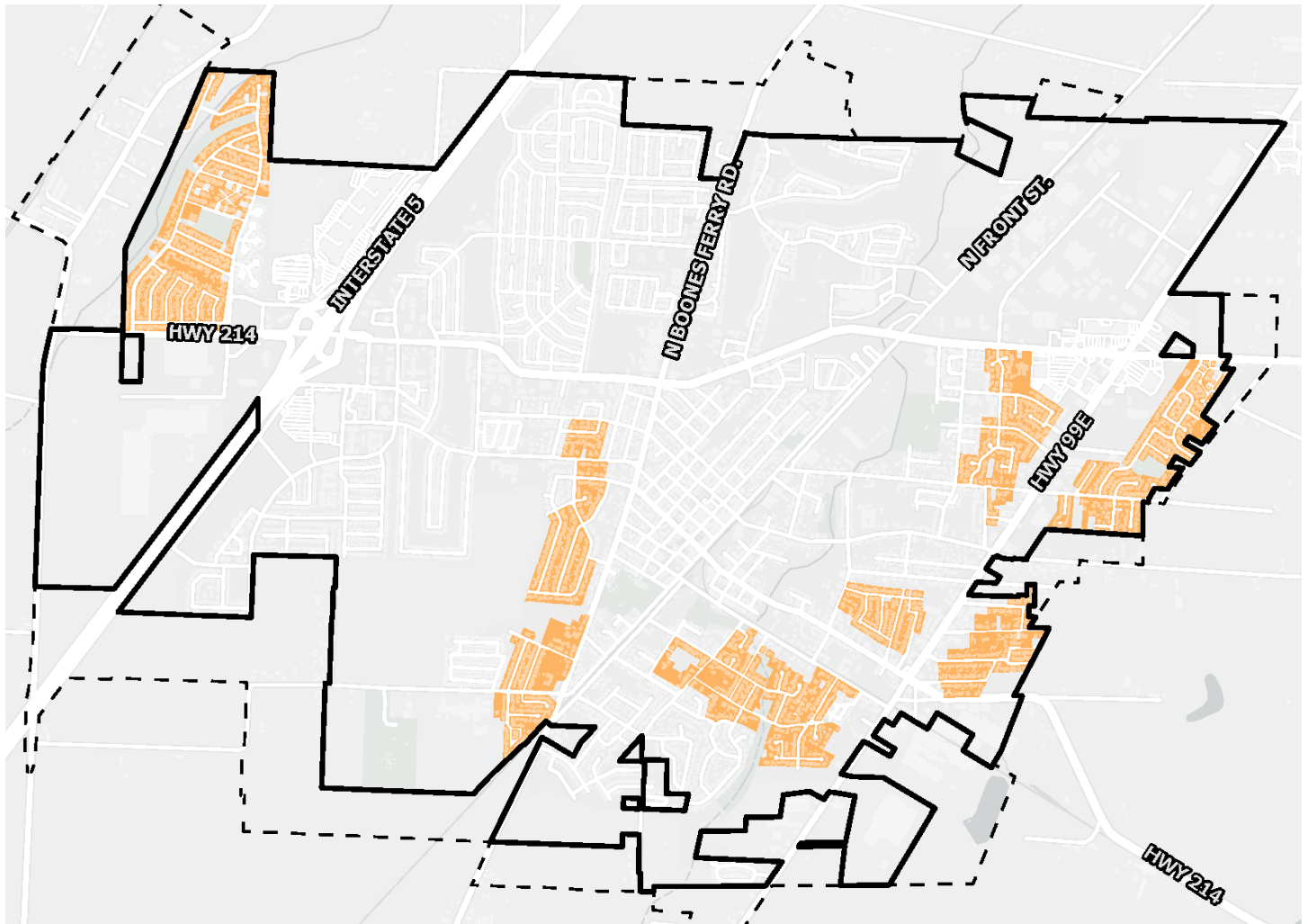
- Varied – gabled and hip styles with low to high pitches.
- Prominent eaves on some homes

Façade Elements:

- Varies primarily based on age of home, era of development



Pattern Area: Midcentury Ranch



Era of Development

Typical Year Built:
1940-2000

Median Year Built:
1975

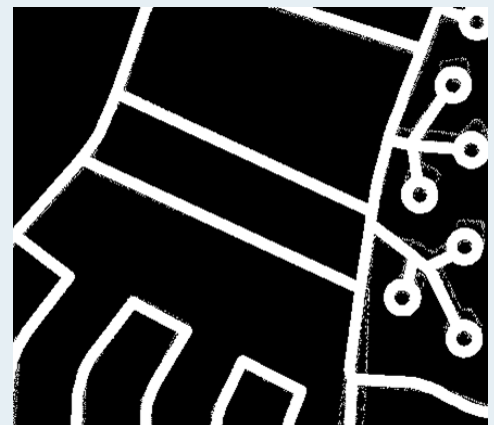
Blocks and Streets

Street Network:
Curvilinear, Modified Grid, and
Disconnected Suburban
Curvilinear

Presence of Alleys:
None

Presence of Sidewalks:
None

Presence of Street Trees:
Private ROW only, trees of mixed
ages (mostly older)



Example of street network found in this pattern area

Pattern Area: **Midcentury Ranch**

Lot Patterns and Building Placement

Typical Lot Size:

6,000 sf (60 sf x 100 sf)

6,500 sf (65 sf x 100 sf)

Median Lot Size:

8,015 sf

Median Lot Coverage:

32%

Typical Lot Width:

65 – 90 feet

Typical Front Setback:

30 feet



Building Form

Median FAR:

0.18

Typical Building Height:

1-story

Garages and Driveways:

- Front loaded (single and double)
- Even with front facade

Roof Form:

- Gabled with low pitch
- Shallow or moderate eaves

Façade Elements:

- Slightly recessed entry
- Horizontal lap siding most common, some vertical siding
- Horizontal window proportions more common than other areas



Woodburn Middle Housing Implementation

Public Involvement Plan



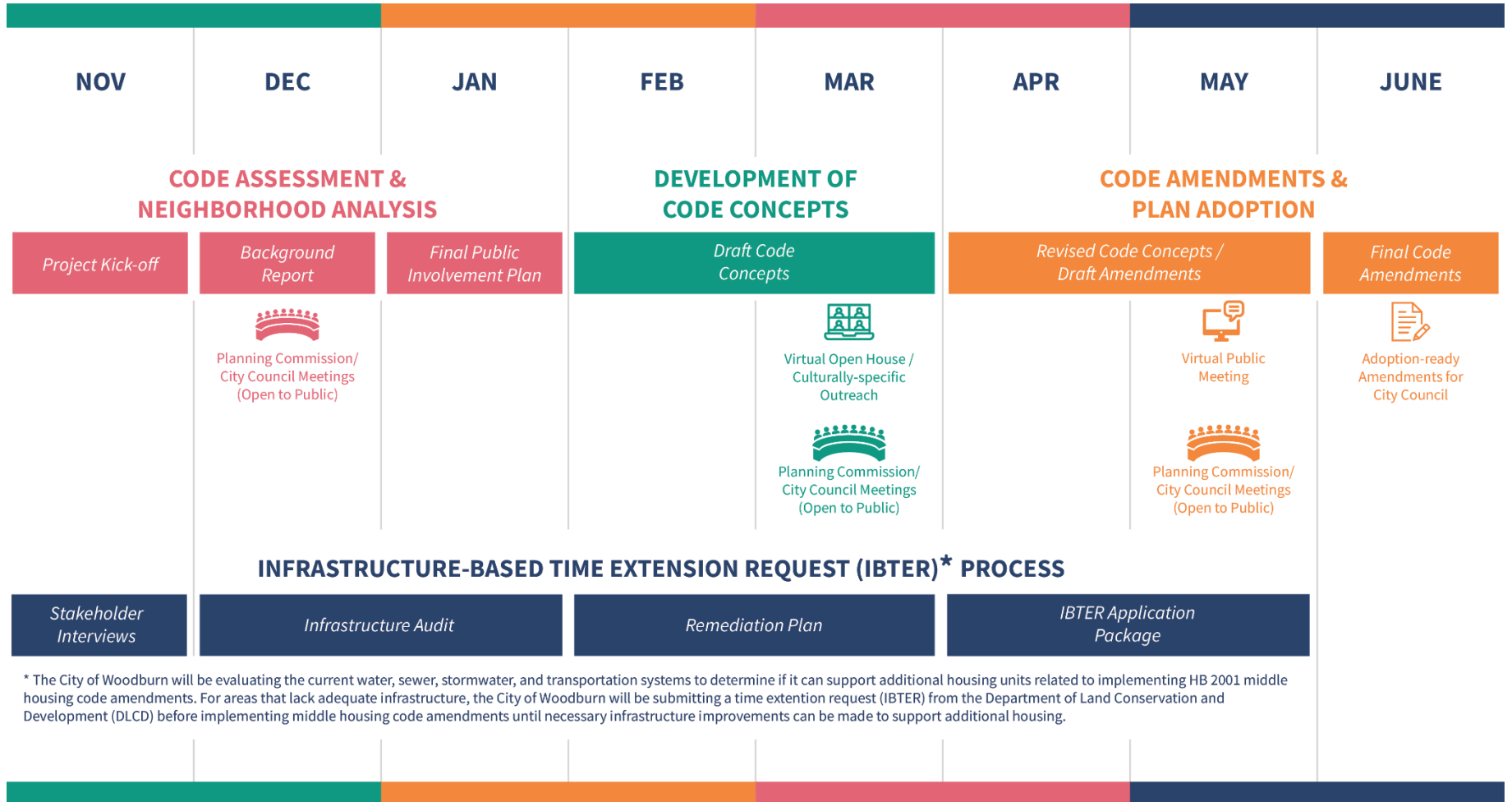
This Public Involvement Plan will guide public and stakeholder involvement during the Woodburn Middle Housing Implementation project. The City of Woodburn has begun efforts in developing plan and code amendments to be in compliance with state law HB 2001 which requires certain cities including Woodburn to permit duplexes, triplexes, and quadplexes by right within residential zoning districts that allow detached single-family dwellings by right.

The purpose for involvement in this process will be to engage the general public and culturally-specific communities (Hispanic and Slavic/Russian populations) on development code concepts and design standards to ensure they meet the desires and aspirations of residents in the Woodburn community.

I. Goals for Public Involvement

- Build awareness and education about HB 2001, code amendments, and design standards to 1) mitigate misinformation and misconceptions about the state mandate and its potential impacts and 2) provide information to developers and contractors about code changes
- Targeted and culturally-specific outreach to the Hispanic and Slavic/Russian communities to engage historically underrepresented populations.
- Understand community's preferences and potential concerns to ensure recommendations align with the community's desires and comply with state law.
- Present outreach materials that are visually compelling and easy to understand for a public audience. In particular, ensure outreach and communications materials resonate with Hispanic and Slavic/Russian communities.
- Design activities and involvement tools that are adaptable for both the virtual and in-person environment.
- Ensure any in-person involvement follows public health and safety protocols during the pandemic.

II. Involvement Process and Timeline



III. Involvement Work Plan

The following work plan is subject to change depending on COVID status, budgetary reasons, community expectations, and any other adjustments to unforeseen circumstances that may come up as the project progresses. Meeting plans will be developed to organize and provide clarity for involvement activities such as Virtual Open Houses and targeted outreach activities with Hispanic and Slavic/Russian communities.

Involvement Activity / Timeline	Purpose / Outcomes	Notification Methods	Staff / Consultant Roles
<p>Late January 2021</p> <p>General purpose outreach materials (could include FAQ, fact sheet, or video presentation)</p> <p><i>Translate to Spanish and Russian</i></p>	<ul style="list-style-type: none"> Inform the public about HB 2001 implementation to build awareness and address misinformation Introduce the project and upcoming public involvement events Sign up to email list for project updates 	<ul style="list-style-type: none"> Post on City website Social media post directing visitors to website Email blast Announce project in e-newsletter Announce project on Spanish radio Russian Orthodox Church Hispanic Churches Pineros y Campesinos Unidos del Noroeste (PCUN) 	<p>CITY:</p> <ul style="list-style-type: none"> Design and develop materials based on key messages (see Section V) Develop responses to key messages Develop written copy for notification methods Coordinate translation to Spanish and Russian <p>CP:</p> <ul style="list-style-type: none"> Review up to two drafts of outreach materials Review draft of key messages Review written copy for notification as needed Provide content and graphics as needed
<p>Mid-February - Late March 2021</p>	<ul style="list-style-type: none"> Solicit input on Draft Code Concepts including preferences for design 	<ul style="list-style-type: none"> Post on City website Regular social media posts 	<p>CITY:</p> <ul style="list-style-type: none"> Review and provide comments on open

Virtual Public Open House #1

Passive online open house in which the general public can participate on their own time. The online open house will include context for participants to provide informed feedback and a short and simple visual preference survey about potential code concepts.

- standards and general concerns and comments
- Provide context and information about potential impacts and tradeoffs of code concepts

- Email blast
- E-newsletter
- HOA newsletter
- Active Media magazine ads
- Targeted notification to key stakeholders

- house content
- Develop written copy for notification sources
- Lead coordination and logistics for notification
- Coordinate translation to Spanish and Russian

CP:

- Develop Virtual Open House tool and survey questions
- Provide graphics and content
- Review written copy for notification as needed
- Advise on notification logistics with media as needed
- Summarize feedback results to be included in final summary memo

Mid-February - Late March 2021**Targeted Outreach #1**

Virtual Open House in Spanish and Russian languages

Tailor survey questions to be culturally-specific to the Hispanic and Slavic community's concerns or interests

- Solicit input on Draft Code Concepts including preferences for design standards and general concerns and comments
- Provide context and information about potential impacts and tradeoffs of code concepts

- Spanish radio
- PCUN
- Russian Orthodox Church
- Hispanic Churches
- Paper outreach materials

CITY:

- Review and provide comments on open house content
- Develop translated written copy for notification sources in Spanish and Russian
- Lead coordination and logistics for notification

In-person alternatives:

- Paper surveys for phone or in-person outreach
- Tabling at in-person events
- Informational briefings at existing meetings, churches, orgs.

CP:

- Provide graphics and content for outreach
- Advise on notification logistics with media as needed
- Summarize feedback results to be included in final summary memo

Mid-April - Mid-May 2021

Virtual Public Meeting

Live Q & A session with City staff, consultants, and the general public. Show a short video presentation summarizing the HB 2001, the middle housing implementation project, and the code concepts. Questions and comments will be moderated.

Live Q & A session with Spanish and Russian interpretation, if appropriate

- Solicit general feedback about the Revised Code Concepts
- Provide an opportunity for the public to ask questions to City staff and consultants

- Post on City website
- Regular social media posts
- Email blast
- E-newsletter
- HOA newsletter
- Spanish radio
- Russian Orthodox Church
- Active Media magazine ads
- Targeted notification to key stakeholders

CITY:

- Review and provide comments on meeting content
- Develop written copy for notification sources
- Lead coordination and logistics for notification
- Coordinate translation to Spanish and Russian as needed

CP:

- Develop Virtual Public Meeting tool and meeting plan
- Provide graphics and content
- Review written copy for notification as needed
- Advise on notification logistics with media as needed

Late May 2021

- Consolidate all feedback

- Post on City website

CITY:

Community Feedback Summary Memo

results collected throughout the involvement process including the broader public, TAG, Planning Commission and City Council

- This memo will guide final revisions to the Draft Amendments

- Social media post
- Email blast
- E-newsletter
- Targeted notification to key stakeholders

CP:

- Review and provide comments on memo
 - Develop Summary Memo including visuals and infographics
-

IV. Stakeholders Involvement

The list below is not a comprehensive list of stakeholders rather a general categorized list of stakeholders who should be involved including their level of involvement using IAP2's Public Participation Spectrum. A master list of all stakeholders involved in Woodburn Middle Housing Implementation can be found here.

Stakeholder Categories	Level of Involvement
General Public	Inform / Involve
Hispanic residents	Inform / Involve
Slavic/Russian residents	Inform / Involve
Technical Advisory Group	Collaborate
Planning Commission	Collaborate
City Council	Empower (Decision-maker)
Developer / Contractors	Consult
Community-based organizations	Consult

V. Key Messaging

Responses to anticipated questions and concerns from the general public about HB 2001, middle housing code implementation, and the IBTER process will be developed by the City of Woodburn. The goal of building responses to key questions is to provide consistent messaging and transparency to the public about the Middle Housing Implementation project. The key messages will be updated as additional questions and concerns arise from the public throughout the involvement process.

- What's middle housing?
- What's HB 2001? Why was it passed?
- Can middle housing be built anywhere?
- What's the City doing?
- How does the project affect homeowners?
- How does the project affect renters?
- How does the project affect developers and contractors?
- Does this mean the City will no longer allow Single Family Homes to get built?
- How could parking rules change?
- Does this interfere with homeowner association (HOA) codes, covenants, and restrictions (CC&Rs)?
- Can I legalize my illegal accessory dwelling unit (ADU)?
- I'm a homebuilder/contractor: Does this relax building code? Can I be exempted from street improvements?
- What is an Infrastructure-based Time Extension Request? What will it do?
- How can I get involved?

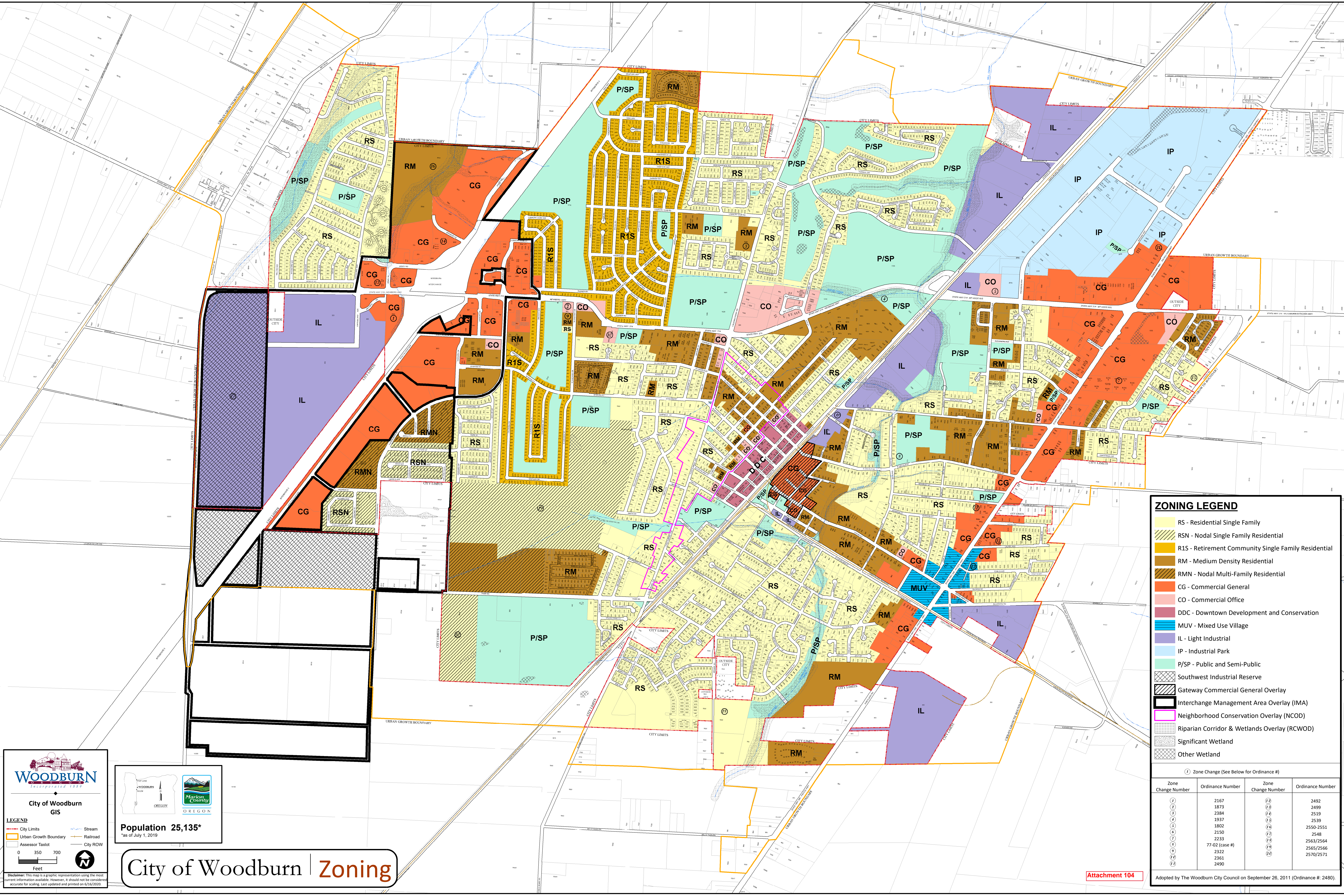
Middle Housing “Second Thoughts” Sheet

Whether during the December 10 Commission meeting or some time later, feel free to jot down questions, concerns, or suggestions.

Please pass along any to staff no later than December 31, 2020 through any of scanning and e-mailing planning@ci.woodburn.or.us, mailing to City Hall Attn: Planning Division, or calling (503) 982-5246 to schedule an appointment for drop-off.

Commissioner: _____

<i>Item</i>	<i>Questions</i>	<i>Concerns</i>	<i>Suggestions</i>
<i>Sect. 1 State Policy Framework</i>			
<i>Sect. 2 Plan and Code Review</i>			
<i>Sect. 3 Neighborhood Patterns Analysis</i>			
<i>Public Involvement Plan</i>			
<i>Other:</i>			



ZONING LEGEND

- RS - Residential Single Family
- RSN - Nodal Single Family Residential
- R1S - Retirement Community Single Family Residential
- RM - Medium Density Residential
- RMN - Nodal Multi-Family Residential
- CG - Commercial General
- CO - Commercial Office
- DDC - Downtown Development and Conservation
- MUV - Mixed Use Village
- IL - Light Industrial
- IP - Industrial Park
- P/SP - Public and Semi-Public
- Southwest Industrial Reserve
- Gateway Commercial General Overlay
- Interchange Management Area Overlay (IMA)
- Neighborhood Conservation Overlay (NCOD)
- Riparian Corridor & Wetlands Overlay (RCWOD)
- Significant Wetland
- Other Wetland

① Zone Change (See Below for Ordinance #)

Zone Change Number	Ordinance Number	Zone Change Number	Ordinance Number
①	2167	⑭	2492
②	1873	⑮	2499
③	2384	⑯	2519
④	1937	⑰	2539
⑤	1802	⑱	2550-2551
⑥	2150	⑲	2548
⑦	2233	⑳	2563/2564
⑧	77-02 (case #)	㉑	2565/2566
⑨	2322	㉒	2570/2571
⑩	2361		
⑪	2490		

City of Woodburn
Incorporated 1889

City of Woodburn
GIS

Population 25,135*
*as of July 1, 2019

LEGEND

- City Limits
- Urban Growth Boundary
- Assessor Taxlot
- City ROW
- Stream
- Railroad

0 350 700 Feet

Disclaimer: This map is a graphic representation using the most current information available. However, it should not be considered accurate for scaling. Last updated and printed on 6/16/2020.

City of Woodburn | Zoning