



# CITY OF OREGON CITY

## CITY COMMISSION WORK SESSION

### AGENDA

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Commission Chambers, Libke Public Safety Facility, 1234 Linn Ave, Oregon City  
Tuesday, September 07, 2021 at 7:30 PM

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#### **6:00 PM - EXECUTIVE SESSION OF THE CITY COMMISSION:**

*The Executive Session will begin at 6:00 PM immediately prior to the City Commission Joint Work Session with the Planning Commission at 6:45 PM.*

1. PURSUANT TO ORS 192.660(2)(e): To conduct deliberations with persons designated by the governing body to negotiate real property transactions.

#### **7:30 PM - City Commission Work Session**

*Typically there are no Public Comments at Work Sessions, but written comments are accepted by:*

- *Email [recorderteam@orcity.org](mailto:recorderteam@orcity.org) (deadline to submit written testimony via email is 3:00 PM on the day of the meeting)*
- *Mail to City of Oregon City, Attn: City Recorder, P.O. Box 3040, Oregon City, OR 97045*

#### **CONVENE WORK SESSION AND ROLL CALL**

#### **FUTURE AGENDA ITEMS**

*The Commission's adopted goals and available staff resources shall be considered when recommending future agenda items. The Commission may add an item to a future agenda with consensus of the Commission.*

1. List of Future Work Session Agenda Items

#### **DISCUSSION ITEMS**

2. Discussion of Resolution to Support Oregon City Businesses During Covid-19
3. Housing Choices Code Update (HB 2001)

#### **CITY MANAGER'S REPORT**

#### **COMMISSION COMMITTEE REPORTS**

**A. Beaver Creek Employment Area Blue Ribbon Committee - Commissioner Frank O'Donnell**

**B. Citizen Involvement Committee Liaison - Commissioner Adam Marl**

**C. Clackamas County Coordinating Committee (C4)** - Appointed: *Mayor Rachel Lyles Smith*  
Alternate: *Commissioner Adam Marl*

**D. Clackamas County I-205 Tolling Diversion Committee** - Appointed: *Commissioner Adam Marl*  
Alternate: *Commissioner Frank O'Donnell*

**E. Clackamas Heritage Partners** - *Commissioner Rocky Smith, Jr.*

**F. Clackamas Water Environment Services Policy Committee** -  
Appointed: *Commissioner Rocky Smith, Jr.*

**G. Downtown Oregon City Association Board** - *Commissioner Denyse McGriff*

**H. Metro Policy Advisory Committee (MPAC)** - Appointed: *Mayor Rachel Lyles Smith*  
Alternate: *Commissioner Denyse McGriff*

**I. OC 2040 Project Advisory Team** - Appointed: *Commissioners Adam Marl and Denyse McGriff*

**J. Oregon Governor's Willamette Falls Locks Commission** - *Vacant until State Appoints Mayor Rachel Lyles Smith*

**K. Oregon City Tourism Stakeholder's Group** - Appointed: *Commissioners Frank O'Donnell and Rocky Smith, Jr.*

**L. Oregon City/West Linn Pedestrian and Bicycle Bridge Concept Plan Project Advisory Committee** - Appointed: *Commissioner Denyse McGriff*

**M. South Fork Water Board (SFWB)** - *Mayor Rachel Lyles Smith, and Commissioners Frank O'Donnell and Rocky Smith, Jr.*

**N. Willamette Falls and Landings Heritage Area** - Appointed: *Commissioner Denyse McGriff*  
Alternate: *Commissioner Frank O'Donnell*

**O. Willamette Falls Legacy Project Liaisons** - *Mayor Rachel Lyles Smith and Commissioners Frank O'Donnell*

**ADJOURNMENT**

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**PUBLIC COMMENT GUIDELINES**

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*Complete a Comment Card prior to the meeting and submit it to the City Recorder. When the Mayor/Chair calls your name, proceed to the speaker table, and state your name and city of residence into the*

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*microphone. Each speaker is given three (3) minutes to speak. To assist in tracking your speaking time, refer to the timer on the table.*

*As a general practice, the City Commission does not engage in discussion with those making comments.*

*Electronic presentations are permitted but shall be delivered to the City Recorder 48 hours in advance of the meeting.*

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### **ADA NOTICE**

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*The location is ADA accessible. Hearing devices may be requested from the City Recorder prior to the meeting. Individuals requiring other assistance must make their request known 48 hours preceding the meeting by contacting the City Recorder's Office at 503-657-0891.*

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***Agenda Posted at City Hall, Pioneer Community Center, Library, City Website.***

***Video Streaming & Broadcasts: The meeting is streamed live on the Oregon City's website at [www.orcity.org](http://www.orcity.org) and available on demand following the meeting. The meeting can be viewed on Willamette Falls Television channel 28 for Oregon City area residents as a rebroadcast. Please contact WFMC at 503-650-0275 for a programming schedule.***



# CITY OF OREGON CITY

## Staff Report

625 Center Street  
Oregon City, OR 97045  
503-657-0891

**To:** City Commission  
**From:** City Manager Tony Konkol

**Agenda Date:** 09/07/2021

### **SUBJECT:**

List of Future Work Session Agenda Items

### **BACKGROUND:**

#### October 12, 2021

Internal Strategy for Homelessness Goal No. 4  
OC 2040 Check-in After Community Engagement Summits  
Abandon and/or Semi-Abandon Buildings

#### November 9, 2021

Compatible Change Update  
Appointment process to Boards and Committees  
Election of Commissioners not based on position number

#### Additional Upcoming Items (These items are in no particular order)

Beavercreek Road Concept Plan (Thimble Creek) Funding Discussion

Boards and Committee's Orientation Manual Review and Discussion

Canemah Area - Encroachments in the Right-of-Way Policy Discussion

Charter Park Discussion (Last five – Sportcraft Landing, McLoughlin Promenade, Ermatinger House, Dement Park/Property, and Clairmont Way)

Clackamas County Water Environmental Services (WES) Rate Differential

Clackamette Park Boat Ramp

Climate Action Plan Presentation (City of Milwaukie)

Code Enforcement Complaint Process

Commission Policies and Rules of Procedure Review

Construction Excise Tax

Ethics Training

Metro Food Waste Program Requirements - Annual Review

Oregon Main Street Update by Sheri Stuart

Park Place Urbanization Study

Parks Special Event Fees and Application Process

Parking Rate Increase for Permitted Parking in Downtown Oregon City (Green, Purple, Orange, etc. Zones)

Railroad Quiet Zone Funding Discussion

Request for Recording Pre-App Conferences Follow-up

South Fork Water Board - Mountain Line Easements Vacation

Transportation Demand Management (TDM) Plan Implementation Update

Water System Risk and Resiliency Review

Willamette Falls Legacy Project Operations and Maintenance Discussion



# CITY OF OREGON CITY

## Staff Report

625 Center Street  
Oregon City, OR 97045  
503-657-0891

**To:** City Commission **Agenda Date:** 9/07/2021  
**From:** Community Development Director Laura Terway

### SUBJECT:

Housing Choices Code Update (HB 2001)

### STAFF RECOMMENDATION:

Though no recommendation is requested, staff is seeking agreement to proceed with the project using the minimum compliance standards implementation approach with the project timeline and engagement identified within this report.

### EXECUTIVE SUMMARY:

House Bill 2001 aims to provide Oregonians with more housing choices, especially housing choices more people can afford. The law, passed by the 2019 Oregon Legislature, expands the ability of property owners to build certain housing types, like duplexes and tri-plexes, in residential zones. House Bill 2001 requires updates to local laws that currently limit the types of housing people can build. Oregon City is required to meet the requirements of HB2001 by June 30, 2022 and the City Commission has identified this project as a goal within the biennium with completion by that deadline. Visit <https://www.orcity.org/planning/housing-choices-code-update-house-bill-2001> to [sign up and join the project email list](#).

Staff will be providing City Commission with a brief overview of HB2001 and the City's initial approach to meeting the requirements by June 30, 2022. Staff is looking for general concurrence with using the minimum compliance standards implementation approach, which requires showing compliance with the minimum standards found in [660-046-0000](#) rather than using the model code or pursuing the performance metric approach, which is further discussed below.

### BACKGROUND:

In between single-family houses and large apartment buildings are a range of housing types: duplexes, triplexes, quadplexes, townhouses, and cottage clusters. These housing types were more common before World War II but face several barriers to

development now and make up a small percentage of the overall housing in Oregon City. These limitations contribute to increased housing costs and fewer choices.

**Increasing Housing Costs.** Rent and home prices have increased at a much greater rate than incomes, pushing out Oregon City residents. Children growing up in Oregon City may not be able to afford to live here as adults.

**Changing Households.** Household compositions are changing, and the trend is accelerating. Future housing inventory must match the community's needs, including housing for smaller, young households and more seniors living with their adult children.

**Addressing Systemic Injustices.** Housing rules and regulations have historically been powerful [tools of racial exclusion](#). How the City's housing rules and regulations have been (or could be) tools of racial exclusion must be carefully examined.

House Bill 2001 will require updates to local laws that currently limit the types of housing people can build. All residentially zoned areas within the city limits that currently allow single-family homes will be affected. In Oregon City, this includes the following zones: Low-density Residential (R6, R8, R10), Medium-density Residential (R3,5, R5) and Historic Commercial. Land that is not zoned for single-family residential use, including but not limited to Multi-family, commercial, industrial, and public land are not affected. In addition, land that is outside of the city limits (not annexed) is also not affected by HB 2001 (but will be, once inside the city limits). HB 2001 guidance projects a planning level infill growth of 1% and greenfield growth of 3%.

Oregon City's recent [equitable housing code amendments](#), adopted by the City Commissions in 2019, have already implemented many of the requirements of House Bill 2001. However, additional updates will be needed for full compliance. The City will also implement any needed code amendments to ensure compliance with recently passed [SB 458](#) that allows land division to separate dwelling units for new middle housing allowed in cities.

### **LEG 18-0001 Oregon City Equitable Housing Project- Adopted 2018-2019**

Oregon City's recent [equitable housing code amendments](#), adopted by the City Commissions over phases, have already implemented many of the requirements of House Bill 2001, such as the creation of clear and objective siting standards. However, additional updates will be needed for full compliance, such as allowing more middle housing types in the [Low Density Residential District](#) (R6, R8, R10) and allow duplexes on all lots in all residential zones. The equitable housing code amendment project was initiated by the City prior to the Statewide housing bill HB 2001, and primarily affected the medium and high-density residential zone districts, mixed use and commercial zone districts, although corner-lot duplexes are now permitted within low-density zones as a result of this project. The goal of this project was to identify barriers to "missing middle" housing in the zoning code and reduce those barriers in order to incentivize a greater variety of housing types. The results have been incorporated into the current zoning code, which includes a streamlined processes with clear and objective standards for permitting small and large scale [multi-family development](#), [single-family attached](#),

[duplexes](#), [tri-plexes and four-plexes](#), manufactured homes and [home parks](#), [cluster housing](#), [internal conversions](#), and [accessory dwelling units](#).

### **REQUIREMENTS OF HOUSE BILL 2001**

HB 2001 requires the City of Oregon City and other "Large Cities" with over 25,000 residents to amend their Land Use Codes to allow:

- Duplexes on each lot or parcel zoned for residential use that allows for the development of detached single-family dwellings; and
- Triplexes, quadplexes, cottage clusters, and townhouses in areas zoned for residential use that allow for the development of detached single-family dwellings.

The City "may regulate siting and design of middle housing." However, it may not adopt standards or requirements that result in unreasonable cost or delay in the development of middle housing. The City created clear and objective middle housing siting standards (setbacks, design, etc.) in 2018-2019 during the previous [Equitable Housing Project](#), which went through an extensive public engagement process. To honor of all the hard work of the community with the Equitable Housing project, the City does not anticipate amending any of the design standards unless HB2001 specifically requires it.

### **Implementation Approaches**

The Oregon Land Conservation and Development Commission adopted [new rules](#) that include three ways or choices for cities to comply with House Bill 2001: 1. a model code, 2. minimum compliance standards, and 3. A performance metric approach. The model code is a set of ready-made land-use regulations that cities can directly apply; the minimum standards are, at minimum, actions that cities must take to comply with the house bill; and the performance metric requires that middle housing be allowed on a certain percentage of lots around the City and within census tracts. The new rules were adopted on December 9, 2020 and contain some prescriptive requirements (such as parking standards) as well as areas where cities have flexibility in implementation (such as minimum lot size in some districts). Some of the standards go further than the minimum requirements in HB2001 while others are the minimums. If cities do not adopt land-use regulations that comply with HB2001 by the June 2022 deadline, then the model code will directly apply.

Staff recommends that we conduct our own analysis of the minimum standards (option 2) to identify places where the code needs amendments. We feel this approach is appropriate because we will have more flexibility to honor the past work of the community and make more tailored changes to the development code to suit our needs, though the City may choose to adopt a portion of the model code if the approach to a specific topic make sense for the community. As the minimum standards are also not entirely clear, if this approach is taken, we will work closely with the Department of Land Conservation and Development to assure our amendments comply with the new regulations.



The first option, the model, provides a one size fits all approach to meeting HB 2001 and in areas that the legislation provide flexibility, the model code chose an approach. The model code option provides the most certainty and least risk for the community, but also provide the least amount of community input. If the city does not adopt the HB 2001 code amendment by June 30, 2021, the model code will apply. Additionally, if a portion of the city's code amendments is found not to comply with the requirements of HB2001, the applicable section of the model code will apply.

The third option laid out in HB2001, is through the performance metric approach. [OAR 660-046-0205 c\(b\)](#), which allows local jurisdiction to exclude a small portion of the community from the changes. We believe this option has not been pursued by any applicable city so far because it puts an additional burden on a city to ensure that HB2001 requirements are met. These include showing that it does not cause unreasonable cost or delay to the development of Middle Housing, equitable distribution of Middle Housing on 75 percent or more of all lots and parcels zoned for residential use within each census block group and demonstrating continuing compliance with the OAR subsection in all applicable future code and comprehensive plan amendments.

Though the exclusions are limited to a great extent, the city must show why a specific area is excluded both initially and with all subsequent code amendments. In other words, for the areas that can be excluded, the City must also explain why and demonstrate that the exclusion does not cause an unreasonable cost or delay to middle housing in Oregon City as a whole for the unforeseeable future. In addition, the best practices would encourage any exclusion to be equitable.

### **OAR 660-046-0205 C(b) -Performance Metric Approach**

- B. Apply separate minimum lot size and maximum density provisions than what is provided in OAR 660-046-0220, provided that the applicable Middle Housing type other than Duplexes is allowed on the following percentage of Lots and Parcels zoned for residential use that allow for the development of detached single-family dwellings, excluding lands described in subsection (2): A. Triplexes – Must be allowed on 80% of Lots and Parcels; B. Quadplexes - Must be allowed on 70% of Lots and Parcels; C. Townhouses - Must be allowed on 60% of Lots and Parcels; and D. Cottage Clusters – Must be allowed on 70% of Lots and Parcels.*

Staff has identified three potential areas/topics where the community may want to limit housing options through the performance metric approach (Transportation, Historic Resources, Natural Hazards).

#### Historic Resources

The performance metric option does not allow for a reduction of missing middle housing options in Goal 5 historic areas. The HB2001 text is very clear; Large Cities, no matter the implementation approach, may not limit a specific type of middle housing.

#### *660-046-0010 3(a) Applicability*

*Large Cities may not apply the following types of regulations specific to Middle Housing:*

- i. *Use, density, and occupancy restrictions that prohibit the development of Middle Housing on historic properties or districts that otherwise permit the development of detached single-family dwellings; and*
- ii. *Standards that prohibit the development of Middle Housing on historic properties or districts that otherwise permit the development of detached single-family dwellings.*

Regardless of the approach, as a part of this project staff recommends working with the Historic Review Board to review the existing multifamily design standards for new construction and provide additional guidance for 2/3/4 plexes, cottage housing and townhomes.

### Natural Hazards

HB2001 allows for a reduction of middle housing options (such as 3-4 plexes) in Goal 7 Natural Hazards areas outside of the performance metric option as long as duplexes are allowed everywhere single-family residential is allowed. Regardless of if uses are limited, the structures themselves will be subject to compliance with the overlay district which considers the size of structures and disturbance as well as the impacts on slopes and landslides. The City Commission could reduce the types of missing middle options within the Geologic Hazard Overlay District or could remain silent and limit the amount of disturbance area to be the same for all uses. The performance metric approach could achieve the same result but would require a large amount of analysis to show compliance and burden the city with showing compliance with HB2001 for all future Geo Hazard code amendments, which is not recommended.

### Transportation

A city is not required to consider whether HB2001 amendments significantly affect an existing or planned transportation facility. Oregon City implements transportation improvements through the Transportation System Plan and adopted Capital Improvement List (CIP) which includes project that implement the Alternative Mobility Targets on 213/Redland & 213/Beavercreek. As discussed in the previous [equitable housing code project](#), infill middle housing that is built through the building permit process outside of the land use subdivision or partition process will be too dispersed in area and over time to affect any one intersection. Staff has had initial conversation with the City's transportation consultant John Replinger, and he concurred that the transportation analysis would not vary from that in the 2019 equitable housing project and further transportation analysis can be performed later this year to guide code amendment options, if needed. Regardless of the implementation approach, staff recommends adopting as part of this process, a minimum level of middle housing capacity to be analyzed at the time of each subdivision/partition land use application, even if not proposed by the applicant, to ensure there is adequacy in the system and to remove that burden from the missing middle building permit process. Subdivisions with a larger ratio of proposed middle housing will be required to provide specific infrastructure capacity analysis at the time of land use review. The performance metric approach to remove middle housing from specific key intersections would require a

large amount of analysis to show compliance and burden the city with showing compliance with HB2001 for all future transportation related code amendments, which is not recommended.

All three above topics are constrained by the rules of HB2001 and long-term compliance requirements of the performance metric approach. Therefore, staff recommends using the minimum compliance standards found in OAR to conduct our own analysis of the minimum standards approach to identify places where the code needs amendments that are specific to Oregon City's needs.

### **Infrastructure Time Based Extension**

HB 2001 allows cities an option of delaying the implementation of HB2001 if they can show that they cannot provide "sufficient infrastructure" to meet demand increases related to allowing middle housing in residential zones. A June 29, 2021 Memorandum by Wes Wegner, PE, Wallis Engineering provides an assessment of the water, sanitary sewer, and stormwater infrastructure implications of the code amendments contained in HB2001. HB2001 guidance projects a planning level infill growth of 1% and greenfield growth of 3%. The City opted to also look at a 3% infill rate in addition to the mandated growth rates above for a time-based extension request. Mr. Wegner found that the City does not meet the threshold to request an Infrastructure-Based Time Extension by June 30, 2021 using the growth rate dictated in HB2001 to analyze the adequacy of infrastructure.

### **Adoption Process**

Because this project will result in changes to Oregon City's land use regulations (which requires a Legislative process), the Oregon City Commission will be the decision-maker. Staff will provide a recommendation on the changes to the Oregon City Planning Commission, based on public engagement and consultant input to bring forward to a formal adoption process. The formal adoption process for any new or changed land use regulations includes a mailed postcard and public hearings before the Planning Commission, who will make a recommendation to City Commission. Then, City Commission will hold a public hearing and make the final local decision. The public hearing process is anticipated to begin in February 2022.

There are community involvement and engagement opportunities happening in the fall and winter of 2021, which include, but are not limited to: Planning and City Commission work sessions, city boards and commissions listening sessions drop-in open house, 1x1 conversations, city-wide digital survey, water bill mailing, outreach to the previous [equitable housing project advisory committee](#), current [OC2040](#) PAT and those who were previously involved in last year's severely rent burden conversation among others.

This project has an intentional focus on equity and inclusion in outreach and decision-making. Planning projects affect the entire community; however, traditional engagement efforts face challenges in reaching certain parts of the community. This structure has created disproportionate representation in the planning process and has resulted in the exclusion of some people and groups who are directly impacted by plans and policies.

## Tentative Project Timeline

Phase	Deliverables	Timeline
City Commission Work Session/Grant	<ul style="list-style-type: none"> <li>Consultant Scope and Schedule</li> </ul>	August 2021
Consultant Code Audit	<ul style="list-style-type: none"> <li>Initial City Commission direction</li> <li>Code Audit</li> </ul>	September 2021
Public Outreach	<ul style="list-style-type: none"> <li>General Project Overview</li> <li>Share results of code audit</li> <li>Identify outreach questions based on code audit/options</li> </ul>	Fall 2021
Proposed Code (November)	<ul style="list-style-type: none"> <li>Code framework &amp; presentation materials</li> <li>Draft code language</li> </ul>	November 2021
Public Outreach	<ul style="list-style-type: none"> <li>Additional clarification questions of proposed code</li> <li>General feedback</li> </ul>	December 2021/January 2022
Legislative Package/Technical Review	<ul style="list-style-type: none"> <li>Public Notice</li> <li>Legislative package submitted to the City</li> </ul>	January 2022
Public Hearings	<ul style="list-style-type: none"> <li>Planning and City Commission work sessions &amp; Hearings</li> <li>City Commission Work session to review non-land use housing production incentives/ toolbox</li> </ul>	February 2022-April 2022
Adoption		April 2022
June 30, 2022 HB 2001 DEADLINE FOR ADOPTION		June 30, 2022

## OPTIONS:

1. Provide staff direction on the implementation approach to HB2001 (1. Model Code 2. Minimum Compliance Standards or 3. Performance Metric) and tentative timeline, and engagement.

2. Continue this item to a future work session with direction to staff to return with additional information.

**BUDGET IMPACT:**

Amount: N/A  
FY(s): 2021-2022  
Funding Source(s): \$10,000 + DLCDC led grant for consultant services

# Enrolled House Bill 2001

Sponsored by Representative KOTEK; Representatives FAHEY, HERNANDEZ, MARSH, MITCHELL, POWER, STARK, WILLIAMS, ZIKA (Presession filed.)

CHAPTER .....

## AN ACT

Relating to housing; creating new provisions; amending ORS 197.296, 197.303, 197.312 and 455.610 and section 1, chapter 47, Oregon Laws 2018; and declaring an emergency.

### Be It Enacted by the People of the State of Oregon:

**SECTION 1.** Section 2 of this 2019 Act is added to and made a part of ORS chapter 197.

**SECTION 2.** (1) As used in this section:

(a) "Cottage clusters" means groupings of no fewer than four detached housing units per acre with a footprint of less than 900 square feet each and that include a common courtyard.

(b) "Middle housing" means:

- (A) Duplexes;
- (B) Triplexes;
- (C) Quadplexes;
- (D) Cottage clusters; and
- (E) Townhouses.

(c) "Townhouses" means a dwelling unit constructed in a row of two or more attached units, where each dwelling unit is located on an individual lot or parcel and shares at least one common wall with an adjacent unit.

(2) Except as provided in subsection (4) of this section, each city with a population of 25,000 or more and each county or city within a metropolitan service district shall allow the development of:

(a) All middle housing types in areas zoned for residential use that allow for the development of detached single-family dwellings; and

(b) A duplex on each lot or parcel zoned for residential use that allows for the development of detached single-family dwellings.

(3) Except as provided in subsection (4) of this section, each city not within a metropolitan service district with a population of more than 10,000 and less than 25,000 shall allow the development of a duplex on each lot or parcel zoned for residential use that allows for the development of detached single-family dwellings. Nothing in this subsection prohibits a local government from allowing middle housing types in addition to duplexes.

(4) This section does not apply to:

- (a) Cities with a population of 1,000 or fewer;
- (b) Lands not within an urban growth boundary;
- (c) Lands that are not incorporated and also lack sufficient urban services, as defined in ORS 195.065;

(d) Lands that are not zoned for residential use, including lands zoned primarily for commercial, industrial, agricultural or public uses; or

(e) Lands that are not incorporated and are zoned under an interim zoning designation that maintains the land's potential for planned urban development.

(5) Local governments may regulate siting and design of middle housing required to be permitted under this section, provided that the regulations do not, individually or cumulatively, discourage the development of all middle housing types permitted in the area through unreasonable costs or delay. Local governments may regulate middle housing to comply with protective measures adopted pursuant to statewide land use planning goals.

(6) This section does not prohibit local governments from permitting:

(a) Single-family dwellings in areas zoned to allow for single-family dwellings; or

(b) Middle housing in areas not required under this section.

**SECTION 3.** (1) Notwithstanding ORS 197.646, a local government shall adopt land use regulations or amend its comprehensive plan to implement section 2 of this 2019 Act no later than:

(a) June 30, 2021, for each city subject to section 2 (3) of this 2019 Act; or

(b) June 30, 2022, for each local government subject to section 2 (2) of this 2019 Act.

(2) The Land Conservation and Development Commission, with the assistance of the Building Codes Division of the Department of Consumer and Business Services, shall develop a model middle housing ordinance no later than December 31, 2020.

(3) A local government that has not acted within the time provided under subsection (1) of this section shall directly apply the model ordinance developed by the commission under subsection (2) of this section under ORS 197.646 (3) until the local government acts as described in subsection (1) of this section.

(4) In adopting regulations or amending a comprehensive plan under this section, a local government shall consider ways to increase the affordability of middle housing by considering ordinances and policies that include but are not limited to:

(a) Waiving or deferring system development charges;

(b) Adopting or amending criteria for property tax exemptions under ORS 307.515 to 307.523, 307.540 to 307.548 or 307.651 to 307.687 or property tax freezes under ORS 308.450 to 308.481; and

(c) Assessing a construction tax under ORS 320.192 and 320.195.

(5) When a local government makes a legislative decision to amend its comprehensive plan or land use regulations to allow middle housing in areas zoned for residential use that allow for detached single-family dwellings, the local government is not required to consider whether the amendments significantly affect an existing or planned transportation facility.

**SECTION 4.** (1) Notwithstanding section 3 (1) or (3) of this 2019 Act, the Department of Land Conservation and Development may grant to a local government that is subject to section 2 of this 2019 Act an extension of the time allowed to adopt land use regulations or amend its comprehensive plan under section 3 of this 2019 Act.

(2) An extension under this section may be applied only to specific areas where the local government has identified water, sewer, storm drainage or transportation services that are either significantly deficient or are expected to be significantly deficient before December 31, 2023, and for which the local government has established a plan of actions that will remedy the deficiency in those services that is approved by the department. The extension may not extend beyond the date that the local government intends to correct the deficiency under the plan.

(3) In areas where the extension under this section does not apply, the local government shall apply its own land use regulations consistent with section 3 (1) of this 2019 Act or the model ordinance developed under section 3 (2) of this 2019 Act.

(4) A request for an extension by a local government must be filed with the department no later than:

- (a) **December 31, 2020, for a city subject to section 2 (3) of this 2019 Act.**
- (b) **June 30, 2021, for a local government subject to section 2 (2) of this 2019 Act.**
- (5) **The department shall grant or deny a request for an extension under this section:**
  - (a) **Within 90 days of receipt of a complete request from a city subject to section 2 (3) of this 2019 Act.**
  - (b) **Within 120 days of receipt of a complete request from a local government subject to section 2 (2) of this 2019 Act.**
- (6) **The department shall adopt rules regarding the form and substance of a local government's application for an extension under this section. The department may include rules regarding:**
  - (a) **Defining the affected areas;**
  - (b) **Calculating deficiencies of water, sewer, storm drainage or transportation services;**
  - (c) **Service deficiency levels required to qualify for the extension;**
  - (d) **The components and timing of a remediation plan necessary to qualify for an extension;**
  - (e) **Standards for evaluating applications; and**
  - (f) **Establishing deadlines and components for the approval of a plan of action.**

**SECTION 5.** ORS 197.296 is amended to read:

197.296. (1)(a) The provisions of subsections (2) to (9) of this section apply to metropolitan service district regional framework plans and local government comprehensive plans for lands within the urban growth boundary of a city that is located outside of a metropolitan service district and has a population of 25,000 or more.

(b) The Land Conservation and Development Commission may establish a set of factors under which additional cities are subject to the provisions of this section. In establishing the set of factors required under this paragraph, the commission shall consider the size of the city, the rate of population growth of the city or the proximity of the city to another city with a population of 25,000 or more or to a metropolitan service district.

(2) At periodic review pursuant to ORS 197.628 to 197.651 or at any other legislative review of the comprehensive plan or regional framework plan that concerns the urban growth boundary and requires the application of a statewide planning goal relating to buildable lands for residential use, a local government shall demonstrate that its comprehensive plan or regional framework plan provides sufficient buildable lands within the urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years. The 20-year period shall commence on the date initially scheduled for completion of the periodic or legislative review.

(3) In performing the duties under subsection (2) of this section, a local government shall:

(a) Inventory the supply of buildable lands within the urban growth boundary and determine the housing capacity of the buildable lands; and

(b) Conduct an analysis of **existing and projected** housing need by type and density range, in accordance with **all factors under** ORS 197.303 and statewide planning goals and rules relating to housing, to determine the number of units and amount of land needed for each needed housing type for the next 20 years.

(4)(a) For the purpose of the inventory described in subsection (3)(a) of this section, "buildable lands" includes:

- (A) Vacant lands planned or zoned for residential use;
- (B) Partially vacant lands planned or zoned for residential use;
- (C) Lands that may be used for a mix of residential and employment uses under the existing planning or zoning; and
- (D) Lands that may be used for residential infill or redevelopment.

(b) For the purpose of the inventory and determination of housing capacity described in subsection (3)(a) of this section, the local government must demonstrate consideration of:

(A) The extent that residential development is prohibited or restricted by local regulation and ordinance, state law and rule or federal statute and regulation;



(B) A written long term contract or easement for radio, telecommunications or electrical facilities, if the written contract or easement is provided to the local government; and

(C) The presence of a single family dwelling or other structure on a lot or parcel.

(c) Except for land that may be used for residential infill or redevelopment, a local government shall create a map or document that may be used to verify and identify specific lots or parcels that have been determined to be buildable lands.

(5)(a) Except as provided in paragraphs (b) and (c) of this subsection, the determination of housing capacity *[and need]* pursuant to subsection [(3)] **(3)(a)** of this section must be based on data relating to land within the urban growth boundary that has been collected since the last *[periodic]* review or *[five]* **six** years, whichever is greater. The data shall include:

(A) The number, density and average mix of housing types of urban residential development that have actually occurred;

(B) Trends in density and average mix of housing types of urban residential development;

(C) **Market factors that may substantially impact future urban residential development; and**

*[(C) Demographic and population trends;]*

*[(D) Economic trends and cycles; and]*

*[(E)]* **(D)** The number, density and average mix of housing types that have occurred on the buildable lands described in subsection (4)(a) of this section.

(b) A local government shall make the determination described in paragraph (a) of this subsection using a shorter time period than the time period described in paragraph (a) of this subsection if the local government finds that the shorter time period will provide more accurate and reliable data related to housing capacity *[and need]*. The shorter time period may not be less than three years.

(c) A local government shall use data from a wider geographic area or use a time period *[for economic cycles and trends]* longer than the time period described in paragraph (a) of this subsection if the analysis of a wider geographic area or the use of a longer time period will provide more accurate, complete and reliable data relating to trends affecting housing need than an analysis performed pursuant to paragraph (a) of this subsection. The local government must clearly describe the geographic area, time frame and source of data used in a determination performed under this paragraph.

(6) If the housing need determined pursuant to subsection (3)(b) of this section is greater than the housing capacity determined pursuant to subsection (3)(a) of this section, the local government shall take one or *[more]* **both** of the following actions to accommodate the additional housing need:

(a) Amend its urban growth boundary to include sufficient buildable lands to accommodate housing needs for the next 20 years. As part of this process, the local government shall consider the effects of measures taken pursuant to paragraph (b) of this subsection. The amendment shall include sufficient land reasonably necessary to accommodate the siting of new public school facilities. The need and inclusion of lands for new public school facilities shall be a coordinated process between the affected public school districts and the local government that has the authority to approve the urban growth boundary[;].

(b) Amend its comprehensive plan, regional framework plan, functional plan or land use regulations to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for the next 20 years without expansion of the urban growth boundary. A local government or metropolitan service district that takes this action shall *[monitor and record the level of development activity and development density by housing type following the date of the adoption of the new measures; or]* **adopt findings regarding the density expectations assumed to result from measures adopted under this paragraph based upon the factors listed in ORS 197.303 (2) and data in subsection (5)(a) of this section. The density expectations may not project an increase in residential capacity above achieved density by more than three percent without quantifiable validation of such departures. For a local government located outside of a metropolitan service district, a quantifiable vali-**

**ation must demonstrate that the assumed housing capacity has been achieved in areas that are zoned to allow no greater than the same authorized density level within the local jurisdiction or a jurisdiction in the same region. For a metropolitan service district, a quantifiable validation must demonstrate that the assumed housing capacity has been achieved in areas that are zoned to allow no greater than the same authorized density level within the metropolitan service district.**

*[(c) Adopt a combination of the actions described in paragraphs (a) and (b) of this subsection.]*

**(c) As used in this subsection, “authorized density level” has the meaning given that term in ORS 227.175.**

(7) Using the **housing need** analysis conducted under subsection (3)(b) of this section, the local government shall determine the overall average density and overall mix of housing types at which residential development of needed housing types must occur in order to meet housing needs over the next 20 years. If that density is greater than the actual density of development determined under subsection (5)(a)(A) of this section, or if that mix is different from the actual mix of housing types determined under subsection (5)(a)(A) of this section, the local government, as part of its periodic review, shall adopt measures that demonstrably increase the likelihood that residential development will occur at the housing types and density and at the mix of housing types required to meet housing needs over the next 20 years.

(8)(a) A local government outside a metropolitan service district that takes any actions under subsection (6) or (7) of this section shall demonstrate that the comprehensive plan and land use regulations comply with goals and rules adopted by the commission and implement ORS 197.295 to 197.314.

(b) *[The]* A local government shall determine the density and mix of housing types anticipated as a result of actions taken under subsections (6) and (7) of this section and monitor and record the actual density and mix of housing types achieved **following the adoption of these actions**. The local government shall compare actual and anticipated density and mix. The local government shall submit its comparison to the commission at the next periodic review or at the next legislative review of its urban growth boundary, whichever comes first.

(9) In establishing that actions and measures adopted under subsections (6) and (7) of this section demonstrably increase the likelihood of higher density residential development, the local government shall at a minimum ensure that land zoned for needed housing is in locations appropriate for the housing types identified under subsection (3) of this section, *[and]* is zoned at density ranges that are likely to be achieved by the housing market using the analysis in subsection (3) of this section **and is in areas where sufficient urban services are planned to enable the higher density development to occur over the 20-year period**. Actions or measures, or both, may include but are not limited to:

- (a) Increases in the permitted density on existing residential land;
- (b) Financial incentives for higher density housing;
- (c) Provisions permitting additional density beyond that generally allowed in the zoning district in exchange for amenities and features provided by the developer;
- (d) Removal or easing of approval standards or procedures;
- (e) Minimum density ranges;
- (f) Redevelopment and infill strategies;
- (g) Authorization of housing types not previously allowed by the plan or regulations;
- (h) Adoption of an average residential density standard; and
- (i) Rezoning or redesignation of nonresidential land.

(10)(a) The provisions of this subsection apply to local government comprehensive plans for lands within the urban growth boundary of a city that is located outside of a metropolitan service district and has a population of less than 25,000.

(b) At periodic review pursuant to ORS 197.628 to 197.651 or at any other legislative review of the comprehensive plan that requires the application of a statewide planning goal relating to buildable lands for residential use, a city shall, according to rules of the commission:

- (A) Determine the estimated housing needs within the jurisdiction for the next 20 years;
- (B) Inventory the supply of buildable lands available within the urban growth boundary to accommodate the estimated housing needs determined under this subsection; and
- (C) Adopt measures necessary to accommodate the estimated housing needs determined under this subsection.

(c) For the purpose of the inventory described in this subsection, “buildable lands” includes those lands described in subsection (4)(a) of this section.

**SECTION 6.** ORS 197.303 is amended to read:

197.303. (1) As used in ORS [197.307] **197.295 to 197.314**, “needed housing” means all housing on land zoned for residential use or mixed residential and commercial use that is determined to meet the need shown for housing within an urban growth boundary at price ranges and rent levels that are affordable to households within the county with a variety of incomes, including but not limited to households with low incomes, very low incomes and extremely low incomes, as those terms are defined by the United States Department of Housing and Urban Development under 42 U.S.C. 1437a. “Needed housing” includes the following housing types:

- (a) Attached and detached single-family housing and multiple family housing for both owner and renter occupancy;
- (b) Government assisted housing;
- (c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490;
- (d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions; and
- (e) Housing for farmworkers.

**(2) For the purpose of estimating housing needs, as described in ORS 197.296 (3)(b), a local government shall use the population projections prescribed by ORS 195.033 or 195.036 and shall consider and adopt findings related to changes in each of the following factors since the last periodic or legislative review or six years, whichever is greater, and the projected future changes in these factors over a 20-year planning period:**

- (a) **Household sizes;**
- (b) **Household demographics in terms of age, gender, race or other established demographic category;**
- (c) **Household incomes;**
- (d) **Vacancy rates; and**
- (e) **Housing costs.**

**(3) A local government shall make the estimate described in subsection (2) of this section using a shorter time period than since the last periodic or legislative review or six years, whichever is greater, if the local government finds that the shorter time period will provide more accurate and reliable data related to housing need. The shorter time period may not be less than three years.**

**(4) A local government shall use data from a wider geographic area or use a time period longer than the time period described in subsection (2) of this section if the analysis of a wider geographic area or the use of a longer time period will provide more accurate, complete and reliable data relating to trends affecting housing need than an analysis performed pursuant to subsection (2) of this section. The local government must clearly describe the geographic area, time frame and source of data used in an estimate performed under this subsection.**

[2] **(5) Subsection (1)(a) and (d) of this section does not apply to:**

- (a) A city with a population of less than 2,500.
- (b) A county with a population of less than 15,000.

[3] **(6) A local government may take an exception under ORS 197.732 to the definition of “needed housing” in subsection (1) of this section in the same manner that an exception may be taken under the goals.**

**SECTION 7.** ORS 197.312, as amended by section 7, chapter 15, Oregon Laws 2018, is amended to read:

197.312. (1) A city or county may not by charter prohibit from all residential zones attached or detached single-family housing, multifamily housing for both owner and renter occupancy or manufactured homes. A city or county may not by charter prohibit government assisted housing or impose additional approval standards on government assisted housing that are not applied to similar but unassisted housing.

(2)(a) A single-family dwelling for a farmworker and the farmworker's immediate family is a permitted use in any residential or commercial zone that allows single-family dwellings as a permitted use.

(b) A city or county may not impose a zoning requirement on the establishment and maintenance of a single-family dwelling for a farmworker and the farmworker's immediate family in a residential or commercial zone described in paragraph (a) of this subsection that is more restrictive than a zoning requirement imposed on other single-family dwellings in the same zone.

(3)(a) Multifamily housing for farmworkers and farmworkers' immediate families is a permitted use in any residential or commercial zone that allows multifamily housing generally as a permitted use.

(b) A city or county may not impose a zoning requirement on the establishment and maintenance of multifamily housing for farmworkers and farmworkers' immediate families in a residential or commercial zone described in paragraph (a) of this subsection that is more restrictive than a zoning requirement imposed on other multifamily housing in the same zone.

(4) A city or county may not prohibit a property owner or developer from maintaining a real estate sales office in a subdivision or planned community containing more than 50 lots or dwelling units for the sale of lots or dwelling units that remain available for sale to the public.

(5)(a) A city with a population greater than 2,500 or a county with a population greater than 15,000 shall allow in areas within the urban growth boundary that are zoned for detached single-family dwellings the development of at least one accessory dwelling unit for each detached single-family dwelling, subject to reasonable local regulations relating to siting and design.

(b) As used in this subsection[,]:

(A) "Accessory dwelling unit" means an interior, attached or detached residential structure that is used in connection with or that is accessory to a single-family dwelling.

(B) "**Reasonable local regulations relating to siting and design**" **does not include owner-occupancy requirements of either the primary or accessory structure or requirements to construct additional off-street parking.**

(6) **Subsection (5) of this section does not prohibit local governments from regulating vacation occupancies, as defined in ORS 90.100, to require owner-occupancy or off-street parking.**

**SECTION 8.** Section 1, chapter 47, Oregon Laws 2018, is amended to read:

**Sec. 1.** (1) For purposes of this section:

(a) A household is severely rent burdened if the household spends more than 50 percent of the income of the household on gross rent for housing.

(b) A regulated affordable unit is a residential unit subject to a regulatory agreement that runs with the land and that requires affordability for an established income level for a defined period of time.

*[(c) A single-family unit may be rented or owned by a household and includes single-family homes, duplexes, townhomes, row homes and mobile homes.]*

(2)(a) The Housing and Community Services Department shall annually provide to the governing body of each city in this state with a population greater than 10,000 the most current data available from the United States Census Bureau, or any other source the department considers at least as reliable, showing the percentage of renter households in the city that are severely rent burdened.

(b) The Housing and Community Services Department, in collaboration with the Department of Land Conservation and Development, shall develop a survey form on which the governing body of

a city may provide specific information related to the affordability of housing within the city, including, but not limited to:

(A) The actions relating to land use and other related matters that the governing body has taken to increase the affordability of housing and reduce rent burdens for severely rent burdened households; and

(B) The additional actions the governing body intends to take to reduce rent burdens for severely rent burdened households.

(c) If the Housing and Community Services Department determines that at least 25 percent of the renter households in a city are severely rent burdened, the department shall provide the governing body of the city with the survey form developed pursuant to paragraph (b) of this subsection.

(d) The governing body of the city shall return the completed survey form to the Housing and Community Services Department and the Department of Land Conservation and Development within 60 days of receipt.

(3)(a) In any year in which the governing body of a city is informed under this section that at least 25 percent of the renter households in the city are severely rent burdened, the governing body shall hold at least one public meeting to discuss the causes and consequences of severe rent burdens within the city, the barriers to reducing rent burdens and possible solutions.

(b) The Housing and Community Services Department may adopt rules governing the conduct of the public meeting required under this subsection.

(4) No later than February 1 of each year, the governing body of each city in this state with a population greater than 10,000 shall submit to the Department of Land Conservation and Development a report for the immediately preceding calendar year setting forth separately for each of the following categories the total number of units that were permitted and the total number that were produced:

- (a) Residential units.
- (b) Regulated affordable residential units.
- (c) Multifamily residential units.
- (d) Regulated affordable multifamily residential units.
- (e) Single-family *[units]* **homes.**
- (f) Regulated affordable single-family *[units]* **homes.**
- (g) **Accessory dwelling units.**
- (h) **Regulated affordable accessory dwelling units.**
- (i) **Units of middle housing, as defined in section 2 of this 2019 Act.**
- (j) **Regulated affordable units of middle housing.**

**SECTION 9.** ORS 455.610 is amended to read:

455.610. (1) The Director of the Department of Consumer and Business Services shall adopt, and amend as necessary, a Low-Rise Residential Dwelling Code that contains all requirements, including structural design provisions, related to the construction of residential dwellings three stories or less above grade. The code provisions for plumbing and electrical requirements must be compatible with other specialty codes adopted by the director. The Electrical and Elevator Board, the Mechanical Board and the State Plumbing Board shall review, respectively, amendments to the electrical, mechanical or plumbing provisions of the code.

(2) Changes or amendments to the code adopted under subsection (1) of this section may be made when:

- (a) Required by geographic or climatic conditions unique to Oregon;
- (b) Necessary to be compatible with other statutory provisions;
- (c) Changes to the national codes are adopted in Oregon; or
- (d) Necessary to authorize the use of building materials and techniques that are consistent with nationally recognized standards and building practices.

(3) Notwithstanding ORS 455.030, 455.035, 455.110 and 455.112, the director may, at any time following appropriate consultation with the Mechanical Board or Building Codes Structures Board,

amend the mechanical specialty code or structural specialty code to ensure compatibility with the Low-Rise Residential Dwelling Code.

(4) The water conservation provisions for toilets, urinals, shower heads and interior faucets adopted in the Low-Rise Residential Dwelling Code shall be the same as those adopted under ORS 447.020 to meet the requirements of ORS 447.145.

(5) The Low-Rise Residential Dwelling Code shall be adopted and amended as provided by ORS 455.030 and 455.110.

(6) The director, by rule, shall establish uniform standards for a municipality to allow an alternate method of construction to the requirements for one and two family dwellings built to the Low-Rise Residential Dwelling Code in areas where the local jurisdiction determines that the fire apparatus means of approach to a property or water supply serving a property does not meet applicable fire code or state building code requirements. The alternate method of construction, which may include but is not limited to the installation of automatic fire sprinkler systems, must be approved in conjunction with the approval of an application under ORS 197.522.

(7) For lots of record existing before July 2, 2001, or property that receives any approval for partition, subdivision or construction under ORS 197.522 before July 2, 2001, a municipality allowing an alternate method of construction to the requirements for one and two family dwellings built to the Low-Rise Residential Dwelling Code may apply the uniform standards established by the director pursuant to subsection (6) of this section. For property that receives all approvals for partition, subdivision or construction under ORS 197.522 on or after July 2, 2001, a municipality allowing an alternate method of construction to the requirements for one and two family dwellings built to the Low-Rise Residential Dwelling Code must apply the uniform standards established by the director pursuant to subsection (6) of this section.

**(8) The director, by rule, shall establish uniform standards for a municipality to allow alternate approval of construction related to conversions of single-family dwellings into no more than four residential dwelling units built to the Low-Rise Residential Dwelling Code that received occupancy approval prior to January 1, 2020. The standards established under this subsection must include standards describing the information that must be submitted before an application for alternate approval will be deemed complete.**

**(9)(a) A building official described in ORS 455.148 or 455.150 must approve or deny an application for alternate approval under subsection (8) of this section no later than 15 business days after receiving a complete application.**

**(b) A building official who denies an application for alternate approval under this subsection shall provide to the applicant:**

**(A) A written explanation of the basis for the denial; and**

**(B) A statement that describes the applicant's appeal rights under subsection (10) of this section.**

**(10)(a) An appeal from a denial under subsection (9) of this section must be made through a municipal administrative process. A municipality shall provide an administrative process that:**

**(A) Is other than a judicial proceeding in a court of law; and**

**(B) Affords the party an opportunity to appeal the denial before an individual, department or body that is other than a plan reviewer, inspector or building official for the municipality.**

**(b) A decision in an administrative process under this subsection must be completed no later than 30 business days after the building official receives notice of the appeal.**

**(c) Notwithstanding ORS 455.690, a municipal administrative process required under this subsection is the exclusive means for appealing a denial under subsection (9) of this section.**

**(11) The costs incurred by a municipality under subsections (9) and (10) of this section are building inspection program administration and enforcement costs for the purpose of fee adoption under ORS 455.210.**

**SECTION 10.** (1) It is the policy of the State of Oregon to reduce to the extent practicable administrative and permitting costs and barriers to the construction of middle housing, as defined in section 2 of this 2019 Act, while maintaining safety, public health and the general welfare with respect to construction and occupancy.

(2) The Department of Consumer and Business Services shall submit a report describing rules and standards relating to low-rise residential dwellings proposed under ORS 455.610, as amended by section 9 of this 2019 Act, in the manner provided in ORS 192.245, to an interim committee of the Legislative Assembly related to housing no later than January 1, 2020.

**SECTION 11.** Section 12 of this 2019 Act is added to and made a part of ORS 94.550 to 94.783.

**SECTION 12.** A provision in a governing document that is adopted or amended on or after the effective date of this 2019 Act, is void and unenforceable to the extent that the provision would prohibit or have the effect of unreasonably restricting the development of housing that is otherwise allowable under the maximum density of the zoning for the land.

**SECTION 13.** A provision in a recorded instrument affecting real property is not enforceable if:

(1) The provision would allow the development of a single-family dwelling on the real property but would prohibit the development of:

- (a) Middle housing, as defined in section 2 of this 2019 Act; or
- (b) An accessory dwelling unit allowed under ORS 197.312 (5); and

(2) The instrument was executed on or after the effective date of this 2019 Act.

**SECTION 14.** (1) Sections 2, 12 and 13 of this 2019 Act and the amendments to ORS 197.296, 197.303, 197.312 and 455.610 and section 1, chapter 47, Oregon Laws 2018, by sections 5 to 9 of this 2019 Act become operative on January 1, 2020.

(2) The Land Conservation and Development Commission, the Department of Consumer and Business Services and the Residential and Manufactured Structures Board may take any actions before the operative date specified in subsection (1) of this section necessary to enable the commission, department or board to exercise, on or after the operative date specified in subsection (1) of this section, the duties required under sections 2, 3 and 10 of this 2019 Act and the amendments to ORS 455.610 by section 9 of this 2019 Act.

**SECTION 15.** In addition to and not in lieu of any other appropriation, there is appropriated to the Department of Land Conservation and Development, for the biennium beginning July 1, 2019, out of the General Fund, the amount of \$3,500,000 for the purpose of providing technical assistance to local governments in implementing section 3 (1) of this 2019 Act and to develop plans to improve water, sewer, storm drainage and transportation services as described in section 4 (2) of this 2019 Act. The department shall prioritize technical assistance to cities or counties with limited planning staff or that commit to implementation earlier than the date required under section 3 (1) of this 2019 Act.

**SECTION 16.** This 2019 Act being necessary for the immediate preservation of the public peace, health and safety, an emergency is declared to exist, and this 2019 Act takes effect on its passage.

**Passed by House June 20, 2019**

.....  
Timothy G. Sekerak, Chief Clerk of House

.....  
Tina Kotek, Speaker of House

**Passed by Senate June 30, 2019**

.....  
Peter Courtney, President of Senate

**Received by Governor:**

.....M,....., 2019

**Approved:**

.....M,....., 2019

.....  
Kate Brown, Governor

**Filed in Office of Secretary of State:**

.....M,....., 2019

.....  
Bev Clarno, Secretary of State



# House Bill 2001: More Housing Choices for Oregonians

In 2019, the Oregon Legislature passed House Bill 2001, a bipartisan bill to help provide Oregonians with **more housing choices**, especially housing choices **more people can afford**.

The new law lets people build certain traditional housing types that already exist in most cities, instead of being limited to a single housing type.

House Bill 2001 requires updates of local rules that have limited what sorts of housing people could build. These limitations have led to increased housing costs.

## The Need for More Diverse, Affordable Choices

People need a variety of housing choices. Today, too many Oregonians are paying too much for the housing they have and are limited to renting or buying detached single-unit homes. Meanwhile, the composition of Oregon households is shifting; more than a quarter of households today are a single person living alone.

At different times in their lives, we have different needs. Imagine what sort of housing a young adult might want or be able to afford, or think of the needs of a retired person.

## The Bill: Traditional Housing Types Allowed in Most Neighborhoods Soon

Under the bill, by June 30, 2021, Oregon's medium-sized cities must allow Oregonians to build duplexes in areas zoned for single-family dwellings. Most cities already allowed duplexes in certain circumstances.

By June 30, 2022, cities in the Portland Metro region and Oregon's other largest dozen cities (those over 25,000 population), must allow people to build duplexes, triplexes, fourplexes, cottage clusters, and townhouses in residential areas.

These houses can be more affordable and meet the housing needs of many younger people, older people, and people who work hard but can't afford a large detached house of their own.

The bill also provided \$3.5 million for technical assistance to cities, and has other details. Read the bill for details: [olis.leg.state.or.us/liz/2019R1/Downloads/MeasureDocument/HB2001/Enrolled](https://olis.leg.state.or.us/liz/2019R1/Downloads/MeasureDocument/HB2001/Enrolled)

## Siting and Design Flexibility; Transformation Expected to be Gradual

While the bill re-legalizes certain housing types, the bill is about choices. People can still build detached single-family homes. We expect most homes in residential areas to be built as such.

Cities can set reasonable siting and design requirements on the houses, including making sure there is adequate infrastructure. The bill directs the Department of Land Conservation and Development (DLCD) to help cities figure this out.

While the law allows traditional housing types, DLCD expects the transformation of housing choices to be gradual. Cities have allowed some of these types in certain areas. Not many have been built. Local knowledge of how to build these housing types will grow over time. The building of them will depend on local housing markets.

## Learn More and Sign Up to Stay Informed

[www.oregon.gov/lcd/UP/Pages/Housing-Choices.aspx](http://www.oregon.gov/lcd/UP/Pages/Housing-Choices.aspx)

Ethan Stuckmayer, Senior Housing Planner, [ethan.stuckmayer@state.or.us](mailto:ethan.stuckmayer@state.or.us) (503) 934-0619



*Before being outlawed, non-single-unit homes have long been built in our cities; this is a Salem triplex.*

## Division 46 Middle Housing in Medium and Large Cities

*Rules as adopted by the Land Conservation and Development Commission December 9, 2020*

### 660-046-0000 Purpose

The purpose of this division is to prescribe standards guiding the development of Middle Housing types as provided in Oregon Laws 2019, chapter 639. OAR 660-046-0010 to OAR 660-046-0235 establish standards related to the siting and design of Middle Housing types in urban growth boundaries. OAR 660-046-0300 to OAR 660-046-0370 establish the form and substance of an application and the review process to delay the enactment of standards related to the siting and design of Middle Housing types in areas with significant infrastructure deficiencies.

### 660-046-0010 Applicability

1. A local government that is a Medium City or Large City must comply with this division.
2. Notwithstanding section (1), a Medium or Large City need not comply with this division for:
  - a. Lots or Parcels that are not zoned for residential use, including but not limited to Lots or Parcels zoned primarily for commercial, industrial, agricultural, or public uses;
  - b. Lots or Parcels that are Zoned For Residential Use but do not allow for the development of a detached single-family dwelling; and
  - c. Lots or Parcels that are not incorporated and that are zoned under an interim zoning designation that maintains the land's potential for planned urban development.
3. A Medium or Large City may regulate Middle Housing to comply with protective measures (including plans, policies, and regulations) adopted and acknowledged pursuant to statewide land use planning goals. Where Medium and Large Cities have adopted, or shall adopt, regulations implementing the following statewide planning goals, the following provisions provide direction as to how those regulations shall be implemented in relation to Middle Housing, as required by this rule.
  - a. Goal 5: Natural Resources, Scenic, and Historic Areas – OAR chapter 660, division 23, prescribes procedures, and in some cases, standards, for complying with Goal 5. OAR chapter 660, division 16 directed implementation of Goal 5 prior to division 23. Local protection measures adopted pursuant to divisions 23 and 16 are applicable to Middle Housing.
    - A. Goal 5 Natural Resources – Pursuant to OAR 660-023-0050 through 660-023-0110, Medium and Large Cities must adopt land use regulations to protect water quality, aquatic habitat, and the habitat of threatened, endangered and sensitive species. This includes regulations applicable to Middle Housing to comply with protective measures adopted pursuant to Goal 5.
      - i. Medium and Large Cities may apply regulations to Duplexes that apply to detached single-family dwellings in the same zone;
      - ii. Medium and Large Cities may limit the development of Middle Housing other than Duplexes in significant resource sites identified and protected pursuant to Goal 5; and
      - iii. If a Medium or Large City has not adopted land use regulations pursuant to OAR 660-023-0090, it must apply a 100-foot setback to Middle Housing developed along a riparian corridor.
    - B. Goal 5: Historic Resources – Pursuant to OAR 660-023-0200(7), Medium and Large Cities must adopt land use regulations to protect locally significant historic resources. This includes regulations applicable to Middle Housing to comply with protective measures as it relates to the integrity of a historic resource or district. Protective measures shall be adopted and applied as provided in OAR 660-023-0200. Medium and Large Cities may apply regulations adopted under OAR 660-023-0200 to Middle Housing that apply to detached single-family dwellings in the same zone, except as provided below. If a Medium or Large City has not adopted land use regulations to protect significant historic resources listed on the National Register of Historic Places, it must apply protective

measures to Middle Housing as provided in OAR 660-023-0200(8)(a) until the Medium or Large City adopts land use regulations in compliance with OAR 660-023-0200. Medium or Large Cities may not apply the following types of regulations specific to Middle Housing:

- i. Use, density, and occupancy restrictions that prohibit the development of Middle Housing on historic properties or districts that otherwise permit the development of detached single-family dwellings; and
  - ii. Standards that prohibit the development of Middle Housing on historic properties or districts that otherwise permit the development of detached single-family dwellings.
- b. Goal 6: Air, Water and Land Resources Quality – Pursuant to OAR 660-015-0000(6), a Medium or Large City may limit development within an urban growth boundary to support attainment of federal and state air, water, and land quality requirements. Medium and Large Cities may apply regulations adopted pursuant to Goal 6 to the development of Middle Housing.
  - c. Goal 7: Areas Subject to Natural Hazards – Pursuant to OAR 660-015-0000(7), Medium and Large Cities must adopt comprehensive plans (inventories, policies, and implementing measures) to reduce risk to people and property from natural hazards. Such protective measures adopted pursuant to Goal 7 apply to Middle Housing, including, but not limited to, restrictions on use, density, and occupancy in the following areas:
    - A. Special Flood Hazard Areas as identified on the applicable Federal Emergency Management Agency Flood Insurance Rate Map; and
    - B. Other hazard areas identified in an adopted comprehensive plan or development code; provided the Medium or Large City determines that the development of Middle Housing presents a greater risk to life or property than the development of detached single-family dwellings from the identified hazard. Greater risk includes but is not limited to actions or effects such as:
      - i. Increasing the number of people exposed to a hazard;
      - ii. Increasing risk of damage to property, built, or natural infrastructure; and
      - iii. Exacerbating the risk by altering the natural landscape, hydraulics, or hydrology.
  - d. Goal 9: Economic Development - Pursuant to OAR 660-009-0025, Medium and Large Cities must adopt measures adequate to implement industrial and other employment development policies, including comprehensive plan designations. Medium and Large Cities may limit the development of Middle Housing on Lots or Parcels Zoned For Residential Use designated for future industrial or employment uses.
  - e. Goal 11: Public Facilities and Services - Pursuant to OAR 660-011-0020(2), a public facility plan must identify significant public facility projects which are to support the land uses designated in the acknowledged comprehensive plan. This includes public facility projects to support the development of Middle Housing in areas zoned for residential use that allow for the development of detached single-family dwellings. Following adoption of Middle Housing allowances by a Large City, the Large City shall work to ensure that infrastructure serving undeveloped or underdeveloped areas, as defined in OAR 660-046-0320(8), where Middle Housing is allowed is appropriately designed and sized to serve Middle Housing.
  - f. Goal 15: Willamette Greenway – Pursuant to OAR 660-015-0005, Medium and Large Cities must review intensifications, changes of use or developments to insure their compatibility with the Willamette River Greenway. Medium and Large Cities may allow and regulate the development of Middle Housing in the Willamette Greenway, provided that applicable regulations adopted pursuant to Goal 15 comply with ORS 197.307.
  - g. Goal 16: Estuarine Resources – Pursuant to OAR 660-015-0010(1) and OAR chapter 660, division 17, Medium and Large Cities must apply land use regulations that protect the estuarine ecosystem, including its natural biological productivity, habitat, diversity, unique features and water quality. Medium and Large Cities may prohibit Middle Housing in areas regulated to

protect estuarine resources under Goal 16 in the same manner as the Medium or Large City prohibits detached single-family dwellings to protect estuarine resources under Goal 16.

- h. Goal 17: Coastal Shorelands – Pursuant to OAR 660-015-0010(2) and OAR 660-037-0080, local governments must apply land use regulations that protect shorelands for water-dependent recreational, commercial, and industrial uses. This includes regulations applicable to Middle Housing to comply with protective measures adopted pursuant to Goal 17. Local governments may apply regulations to Middle Housing that apply to detached single-family dwellings in the same zone.
- i. Goal 18: Beaches and Dunes – Pursuant to OAR 660-015-0010(3), Medium and Large Cities must apply land use regulations to residential developments to mitigate hazards to life, public and private property, and the natural environment in areas identified as Beaches and Dunes under Goal 18. This includes regulations applicable to Middle Housing to comply with protective measures adopted pursuant to Goal 18 including but not limited to restrictions on use, density, and occupancy; provided the development of Middle Housing presents a greater risk to life or property than development of detached single-family dwellings. Greater risk includes but is not limited to actions or effects such as:
  - A. Increasing the number of people exposed to a hazard;
  - B. Increasing risk of damage to property, built or natural infrastructure; and
  - C. Exacerbating the risk by altering the natural landscape, hydraulics, or hydrology.
4. For the purposes of assisting local jurisdictions in adopting reasonable siting and design standards for Middle Housing, the applicable Model Code adopted in this section will be applied to A Local Government That Has Not Acted to comply with the provisions of ORS 197.758 and this division. For such Medium and Large Cities, the applicable Model Code completely replaces and pre-empts any provisions of those Medium and Large Cities' development codes that conflict with the Model Code. The Land Conservation and Development Commission adopts the following Middle Housing Model Codes:
  - a. The Medium City Model Code as provided in Exhibit A; and
  - b. The Large City Model Code as provided in Exhibit B.
5. This division does not prohibit Medium or Large Cities from allowing:
  - a. Single-family dwellings in areas zoned to allow for single-family dwellings; or
  - b. Middle Housing in areas not required under this division.

### 660-046-0020 Definitions

As used in this division, the definitions in ORS 197.015 and ORS 197.758 et seq. apply, unless the context requires otherwise. In addition, the following definitions apply:

1. "A Local Government That Has Not Acted" means a Medium or Large City that has not adopted acknowledged land use regulations that are in compliance with ORS 197.758 and this division.
2. "Cottage Cluster" means 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. A Medium or Large City may allow Cottage Cluster units to be located on a single Lot or Parcel, or on individual Lots or Parcels.
3. "Department" means the Department of Land Conservation and Development.
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.
5. "Detached single-family dwelling" means a detached structure on a Lot or Parcel that is comprised of a single dwelling unit.
6. "Duplex" means two attached dwelling units on a Lot or Parcel. A Medium or Large City may define a Duplex to include two detached dwelling units on a Lot or Parcel.
7. "Goal Protected Lands" means lands protected or designated pursuant to any one of the following statewide planning goals:
  - a. Goal 5 Natural Resources, Scenic and Historic Areas, and Open Spaces;

- b. Goal 6 Air, Water and Land Resource Quality;
  - c. Goal 7 Areas Subject to Natural Hazards;
  - d. Goal 9 Economic Development;
  - e. Goal 15 Willamette River Greenway;
  - f. Goal 16 Estuarine Resources;
  - g. Goal 17 Coastal Shorelands; and
  - h. Goal 18 Beaches and Dunes.
8. "Large City" means a city with a certified Portland State University Population Research Center estimated population of 25,000 or more or a city with a population over 1,000 within a metropolitan service district. A Large City includes unincorporated areas of counties within a metropolitan service district that are provided with sufficient urban services as defined in ORS 195.065. Sufficient urban services means areas that are within an urban service district boundary.
  9. "Lot or Parcel" means any legally created unit of land.
  10. "Master Planned Community" means a site that is any one of the following:
    - a. Greater than 20 acres in size within a Large City or adjacent to the Large City within the urban growth boundary that is zoned for or proposed to be Zoned For Residential Use, and which is not currently developed with urban residential uses, for which a Large City proposes to adopt, by resolution or ordinance, a master plan or a plan that functions in the same manner as a master plan;
    - b. Greater than 20 acres in size within a Large City or adjacent to the Large City within the urban growth boundary for which a Large City adopted, by resolution or ordinance, a master plan or a plan that functions in the same manner as a master plan after the site was incorporated into the urban growth boundary; or
    - c. Added to the Large City's urban growth boundary after January 1, 2021 for which the Large City proposes to adopt, by resolution or ordinance, a master plan or a plan that functions in the same manner as a master plan.
  11. "Medium City" means a city with a certified Portland State University Population Research Center estimated population more than 10,000 and less than 25,000 and not within a metropolitan service district.
  12. "Middle Housing" means Duplexes, Triplexes, Quadplexes, Cottage Clusters, and Townhouses.
  13. "Model Code" means the applicable Model Code developed by the Department and contained in the exhibits in OAR 660-046-0010(4).
  14. "Quadplex" means 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 dwelling units on one Lot or Parcel.
  15. "Siting Standard" means a standard related to the position, bulk, scale, or form of a structure or a standard that makes land suitable for development. Siting standards include, but are not limited to, standards that regulate perimeter setbacks, dimensions, bulk, scale, coverage, minimum and maximum parking requirements, utilities, and public facilities.
  16. "Sufficient Infrastructure" means the following level of public services to serve new Triplexes, Quadplexes, Townhouses, or Cottage Cluster development:
    - a. Connection to a public sewer system capable of meeting established service levels.
    - b. Connection to a public water system capable of meeting established service levels.
    - c. Access via public or private streets meeting adopted emergency vehicle access standards to a city's public street system.
    - d. Storm drainage facilities capable of meeting established service levels for storm drainage.
  17. "Townhouse" means a dwelling unit that is part of a row of two or more attached dwelling units, where each unit is located on an individual Lot or Parcel and shares at least one common wall with an adjacent dwelling unit.
  18. "Townhouse Project" means one or more townhouse structures constructed, or proposed to be constructed, together with the development site where the land has been divided, or is proposed to be divided, to reflect the Townhouse property lines and the any commonly owned property.
  19. "Triplex" means 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 dwelling units on one Lot or Parcel.

20. “Zoned for Residential Use” means a zoning district in which residential dwellings are the primary use and which implements a residential comprehensive plan map designation.

#### 660-046-0030 Implementation of Middle Housing Ordinances

1. Before a Medium or Large City amends an acknowledged comprehensive plan or a land use regulation to allow Middle Housing, the Medium or Large City must submit the proposed change to the Department for review and comment pursuant to OAR chapter 660, division 18.
2. In adopting or amending regulations or amending a comprehensive plan to allow Middle Housing, a Medium or Large City must include findings demonstrating consideration, as part of the post-acknowledgement plan amendment process, of methods to increase the affordability of Middle Housing through ordinances or policies that include but are not limited to:
  - a. Waiving or deferring system development charges;
  - b. Adopting or amending criteria for property tax exemptions under ORS 307.515 to ORS 307.523, ORS 307.540 to ORS 307.548 or ORS 307.651 to ORS 307.687 or property tax freezes under ORS 308.450 to ORS 308.481; and
  - c. Assessing a construction tax under ORS 320.192 and ORS 320.195.
3. When a Medium or Large City amends its comprehensive plan or land use regulations to allow Middle Housing, the Medium or Large City is not required to consider whether the amendments significantly affect an existing or planned transportation facility.

#### 660-046-0040 Compliance

1. A Medium or Large City may adopt land use regulations or amend its comprehensive plan to comply with ORS 197.758 et seq. and the provisions of this division.
2. A Medium or Large City may request from the Department an extension of the time allowed to complete the action under subsection (1) pursuant to the applicable sections of OAR 660-046-0300 through OAR 660-046-0370.
3. A Medium City which is A Local Government That Has Not Acted by June 30, 2021 or within one year of qualifying as a Medium City pursuant to OAR 660-046-0050 and has not received an extension under section (2), shall directly apply the applicable Model Code contained in OAR 660-046-0010(4) in its entirety to all proposed Middle Housing development applications until such time as the Medium City has adopted provisions under section (1).
4. A Large City which is A Local Government That Has Not Acted by June 30, 2022 or within two years of qualifying as a Large City pursuant to OAR 660-046-0050 and has not received an extension under section (2), shall directly apply the applicable Model Code contained in OAR 660-046-0010(4) for the specific Middle Housing type that is not in compliance with the relevant rules in this division to all proposed development applications for that specific Middle Housing type until such time as the Large City has adopted provisions under section (1).
5. If a Medium or Large City has adopted land use regulations or amended its comprehensive plan by the date provided under sections (3) and (4) and the Medium or Large City’s land use regulations or comprehensive plan changes are subsequently remanded by the Land Use Board of Appeals or an appellate court solely on procedural grounds, the Medium or Large City is deemed to have acted. Accordingly, the Medium or Large City may continue to apply its own land use regulations and comprehensive plan as they existed prior to the adoption of land use regulations or comprehensive plan amendments that were the subject of procedural remand until the first of the two options:
  - a. The Medium or Large City has adopted land use regulations or amended its comprehensive plan in response to the remand; or
  - b. 120 days after the date of the remand. If the Medium or Large City has not adopted land use regulations or amended its comprehensive plan within 120 days of the date of the remand, the Medium or Large City is deemed not to have acted under sections (3) and (4).
6. If a Medium or Large City has adopted land use regulations or amended its comprehensive plan by the date provided under sections (3) and (4) and the Medium or Large city’s land use regulations or comprehensive plan changes are subsequently remanded by the Land Use Board of Appeals or an



appellate court on any substantive grounds, the Medium or Large City is deemed to have not acted under sections (3) and (4).

7. If a Medium or Large City acknowledged to be in compliance with this division subsequently amends its land use regulations or comprehensive plan, and those amendments are remanded by the Land Use Board of Appeals or an appellate court, the Medium or Large City shall continue to apply its land use regulations and comprehensive plan as they existed prior to the amendments until the amendments are acknowledged.
8. Where a Medium or Large City directly applies the Model Code in accordance with sections (3), (4) and (5), the Model Code completely replaces and pre-empts any provisions of that Medium or Large City's development code that conflict with the applicable sections of the Model Code.

#### 660-046-0050 Eligible Local Governments

1. If a local government was not previously a Medium City and a certified Portland State University Population Research Center population estimate qualifies it as a Medium City, the local government must comply with this division within one year of its qualification as a Medium City.
2. If a local government was not previously a Large City and a certified Portland State University Population Research Center population estimate qualifies it as a Large City, the local government must comply with this division within two years of its qualification as a Large City.

#### 660-046-0100 Purpose of Middle Housing in Medium Cities

OAR 660-046-0105 through OAR 660-046-0130 are intended to measure compliance with ORS 197.758 et seq. and Goal 10 Housing for Medium Cities.

#### 660-046-0105 Applicability of Middle Housing in Medium Cities

1. A Medium City must allow for the development of a Duplex, including those Duplexes created through conversion of an existing detached single-family dwelling, on each Lot or Parcel zoned for residential use that allows for the development of detached single-family dwellings.
2. OAR 660-046-0105 through OAR 660-046-0130 do not require a Medium City to allow more than two dwellings units on a Lot or Parcel, including any accessory dwelling units.

#### 660-046-0110 Provisions Applicable to Duplexes in Medium Cities

1. Medium Cities may regulate Duplexes to comply with protective measures, including plans, policies and regulations, as provided in OAR 660-046-0010(3).
2. Medium Cities may regulate siting and design of Duplexes, provided that the regulations;
  - a. Are clear and objective standards, conditions, or procedures consistent with ORS 197.307; and
  - b. Do not, individually or cumulatively, discourage the development of Duplexes through unreasonable costs or delay.
3. Siting and design standards that create unreasonable cost and delay include any standards applied to Duplex development that are more restrictive than those applicable to detached single-family dwellings in the same zone.
4. Siting and design standards that do not, individually or cumulatively, discourage the development of Duplexes through unreasonable cost and delay include only the following:
  - a. Regulations to comply with protective measures adopted pursuant to statewide land use planning goals provided in OAR 660-046-0010(3);
  - b. Permitted uses and approval process provided in OAR 660-046-0115;
  - c. Siting standards provided in OAR 660-046-0120;
  - d. Design standards in Medium Cities provided in OAR 660-046-0125;
  - e. Duplex Conversions provided in OAR 660-046-0130; and
  - f. Any siting and design standards contained in the Model Code referenced in section OAR 660-046-0010(4).

### 660-046-0115 Permitted Uses and Approval Process

Medium Cities must apply the same approval process to Duplexes as detached single-family dwellings in the same zone. Pursuant to OAR 660-007-0015, OAR 660-008-0015, and ORS 197.307, Medium Cities may adopt and apply only clear and objective standards, conditions, and procedures regulating the development of Duplexes. Nothing in this rule prohibits a Medium City from adopting an alternative approval process for applications and permits for Middle Housing based on approval criteria that are not clear and objective as provided in OAR 660-007-0015(2), OAR 660-008-0015(2), and ORS 197.307(6).

### 660-046-0120 Duplex Siting Standards in Medium Cities

The following standards apply to all Duplexes:

1. Minimum Lot or Parcel Size: A Medium City may not require a minimum Lot or Parcel size that is greater than the minimum Lot or Parcel size required for a detached single-family dwelling in the same zone. Additionally, Medium Cities shall allow the development of a Duplex on any property zoned to allow detached single-family dwellings, which was legally created prior to the Medium City's current lot size minimum for detached single-family dwellings in the same zone.
2. Density: If a Medium City applies density maximums in a zone, it may not apply those maximums to the development of Duplexes.
3. Setbacks: A Medium City may not require setbacks to be greater than those applicable to detached single-family dwellings in the same zone.
4. Height: A Medium City may not apply lower maximum height standards than those applicable to detached single-family dwellings in the same zone.
5. Parking:
  - a. A Medium City may not require more than a total of two off-street parking spaces for a Duplex.
  - b. Nothing in this section precludes a Medium City from allowing on-street parking credits to satisfy off-street parking requirements.
6. Lot Coverage and Floor Area Ratio: Medium Cities are not required to apply lot coverage or floor area ratio standards to new Duplexes. However, if the Medium City chooses to apply lot coverage or floor area ratio standards, it may not establish a cumulative lot coverage or floor area ratio for a Duplex that is less than established for detached single-family dwelling in the same zone.
7. A Medium City or other utility service provider that grants clear and objective exceptions to public works standards to detached single-family dwelling development must allow the granting of the same exceptions to Duplexes.

### 660-046-0125 Duplex Design Standards in Medium Cities

1. Medium Cities are not required to apply design standards to new Duplexes. However, if the Medium City chooses to apply design standards to new Duplexes, it may only apply the same clear and objective design standards that the Medium City applies to detached single-family structures in the same zone.
2. A Medium City may not apply design standards to Duplexes created as provided in OAR 660-046-0130.

### 660-046-0130 Duplex Conversions

Additions to or conversion of an existing detached single-family dwelling to a Duplex is allowed, pursuant to OAR 660-046-0105(2), provided that the conversion does not increase nonconformance with applicable clear and objective standards in the Medium City's development code.

### 660-046-0200 Purpose of Middle Housing in Large Cities

OAR 660-046-0205 through OAR 660-046-0235 are intended to measure compliance with ORS 197.758 et seq. and Goal 10 Housing for Large Cities.

### 660-046-0205 Applicability of Middle Housing in Large Cities

1. A Large City must allow for the development of Duplexes in the same manner as required for Medium Cities in OAR 660-046-0100 through OAR 660-046-0130.



2. A Large City must allow for the development of Triplexes, Quadplexes, Townhouses, and Cottage Clusters, including those created through additions to or conversions of existing detached single-family dwellings, in areas zoned for residential use that allow for the development of detached single-family dwellings. A Large City may regulate or limit development of these types of Middle Housing on the following types of lands:
  - a. Goal-Protected Lands: Large Cities may regulate Middle Housing on Goal-Protected Lands as provided in OAR 660-046-0010(3);
  - b. Master Planned Communities: Large Cities may regulate or limit the development of Middle Housing in Master Planned Communities as follows:
    - A. If a Large City has adopted a master plan or a plan that functions in the same manner as a master plan after January 1, 2021, it must allow the development of all Middle Housing types as provided in OAR 660-046-0205 through OAR 660-046-0235.
      - i. A Large City must plan to provide urban water, sanitary sewer, stormwater, and transportation systems that accommodate at least 20 dwelling units per net acre if located within a metropolitan service district boundary, and 15 dwelling units per net acre if located outside of a metropolitan service district boundary.
      - ii. If a proposed Middle Housing development exceeds the planned public service capacity of a Master Plan, the Large City may require the applicant demonstrate, through an amended public facility plan or similar mechanism, the sufficient provision of public services needed to serve the proposed development.
      - iii. A Large City may require a mix of two or more Middle Housing types within a Master Plan or portions of a Master Plan.
      - iv. A Large City may designate areas within the master plan exclusively for other housing types, such as multi-family residential structures of five dwelling units or more or manufactured home parks.
    - B. If a Large City has adopted a master plan or a plan that functions in the same manner as a master plan before January 1, 2021, it may limit the development of Middle Housing other than Duplexes provided it authorizes in the entire master plan area a net residential density of at least eight dwelling units per acre and allows all dwelling units, at minimum, to be detached single-family dwellings or Duplexes. A Large City may only apply this restriction to portions of the area not developed as of January 1, 2021, and may not apply this restriction after the initial development of any area of the master plan or a plan that functions in the same manner as a master plan, except that a Large City may prohibit redevelopment of other housing types, such as multi-family residential structures and manufactured home parks.
  - c. Impacted by State or Federal Law: A Large City must demonstrate that regulations or limitations of Middle Housing other than Duplexes are necessary to implement or comply with an established state or federal law or regulation on these types of lands.
3. A Large City may:
  - a. Allow for the development of Triplexes, Quadplexes, Townhouses, and Cottage Clusters, including those created through conversion of existing detached single-family dwellings, in areas zoned for residential use that allow for the development of detached single-family dwellings as provided in OAR 660-046-0205 through OAR 660-046-0235; or
  - b. Apply separate minimum lot size and maximum density provisions than what is provided in OAR 660-046-0220, provided that the applicable Middle Housing type other than Duplexes is allowed on the following percentage of Lots and Parcels zoned for residential use that allow for the development of detached single-family dwellings, excluding lands described in subsection (2):
    - A. Triplexes – Must be allowed on 80% of Lots and Parcels;
    - B. Quadplexes - Must be allowed on 70% of Lots and Parcels;
    - C. Townhouses - Must be allowed on 60% of Lots and Parcels; and
    - D. Cottage Clusters – Must be allowed on 70% of Lots and Parcels.

- E. A Middle Housing type is “allowed” on a Lot or Parcel when the following criteria are met:
    - i. The Middle Housing type is a permitted use on that Lot or Parcel under the same administrative process as a detached single-family dwelling in the same zone;
    - ii. The Lot or Parcel has sufficient square footage to allow the Middle Housing type within the applicable minimum lot size requirement;
    - iii. Maximum density requirements do not prohibit the development of the Middle Housing type on the subject Lot or Parcel; and
    - iv. The applicable siting or design standards do not individually or cumulatively cause unreasonable cost or delay to the development of that Middle Housing type as provided in OAR 660-046-0210(3).
  - F. A Large City must ensure the equitable distribution of Middle Housing by allowing, as defined in subsection (3)(b)(E) above, at least one Middle Housing type other than Duplexes and Cottage Clusters on 75 percent or more of all lots and parcels zoned for residential use that allow for the development of detached single-family dwellings within each census block group, with at least four eligible Lots and Parcels as described in subsection (2) of this section, within a Large City.
  - G. Large Cities must demonstrate continuing compliance with subsection (3)(b) at the following intervals:
    - i. At the initial submittal of a Middle Housing comprehensive plan or land use regulation change, in accordance with OAR Chapter 660, Division 18;
    - ii. At any future Housing Capacity Analysis Deadline as provided in OAR 660-008-0045, except that a demonstration of continuing compliance will not be required earlier than six years after initial adoption of acknowledged land use regulations in compliance with this division; and
    - iii. With any future comprehensive plan or land use regulation changes that implements this division, in accordance with OAR Chapter 660, Division 18, for Large Cities that are not subject to the Housing Capacity Analysis Deadline as provided in OAR 660-008-0045, except that a demonstration of continuing compliance will not be required more frequently than once every six years after initial adoption of acknowledged land use regulations in compliance with this division.
4. Pursuant to OAR 660-046-0205 through OAR 660-046-0230, the following numerical standards related to Middle Housing types apply:
- a. Duplexes – Large Cities may allow more than two dwellings units on a Lot or Parcel, including any accessory dwelling units.
  - b. Triplexes and Quadplexes – Large Cities may allow more than four dwelling units on a lot, including any accessory dwelling units.
  - c. Townhouses – Large Cities must require at least two attached Townhouse dwelling units and must allow up to four attached Townhouse units subject to applicable siting or design standards as provided in OAR 660-046-0220 through OAR 660-046-0235. A Large City may allow five or more attached Townhouse dwelling units.
  - d. Cottage Clusters –
    - A. A Large City is not required to set a minimum number of dwelling units in a Cottage Cluster, but if it chooses to, it may require a minimum of three, four, or five dwelling units in a Cottage Cluster. A Large City may allow, but may not require, greater than five units in a Cottage Cluster.
    - B. A Large City must allow up to eight cottages per common courtyard subject to applicable siting or design standards as provided in OAR 660-046-0220 through OAR 660-046-0235. Nothing in this section precludes a Large City from permitting greater than eight dwelling units per common courtyard.

### 660-046-0210 Provisions Applicable to Middle Housing in Large Cities

1. Large Cities may regulate Middle Housing to comply with protective measures, including plans, policies and regulations, as provided in OAR 660-046-0010(3).
2. Large Cities may regulate siting and design of Middle Housing, provided that the regulations;
  - a. Are clear and objective standards, conditions, or procedures consistent with the requirements of ORS 197.307; and
  - b. Do not, individually or cumulatively, discourage the development of Middle Housing through unreasonable costs or delay.
3. Siting and design standards that do not, individually or cumulatively, discourage the development of Middle Housing through unreasonable cost and delay include only the following:
  - a. Regulations to comply with protective measures adopted pursuant to statewide land use planning goals provided in OAR 660-046-0010(3);
  - b. Permitted uses and approval processes provided in OAR 660-046-0215;
  - c. Siting standards provided in OAR 660-046-0220;
  - d. Design standards in Large Cities provided in OAR 660-046-0225;
  - e. Middle Housing Conversions provided in OAR 660-046-0230;
  - f. Alternative siting or design standards provided in OAR 660-046-0235; and
  - g. Any siting and design standards contained in the Model Code referenced in section OAR 660-046-0010(4).

### 660-046-0215 Permitted Uses and Approval Process

Large Cities must apply the same approval process to Middle Housing as detached single-family dwellings in the same zone. Pursuant to OAR 660-008-0015 and ORS 197.307, Large Cities may adopt and apply only clear and objective standards, conditions, and procedures regulating the development of Middle Housing consistent with the requirements of ORS 197.307. Nothing in this rule prohibits a Large City from adopting an alternative approval process for applications and permits for Middle Housing based on approval criteria that are not clear and objective as provided in OAR 660-007-0015(2), OAR 660-008-0015(2), and ORS 197.307(6).

### 660-046-0220 Middle Housing Siting Standards in Large Cities

1. Large Cities must apply siting standards to Duplexes in the same manner as required for Medium Cities in OAR 660-046-0120.
2. The following governs Large Cities' regulation of siting standards related to Triplexes and Quadplexes:
  - a. Minimum Lot or Parcel Size:
    - A. For Triplexes:
      - i. If the minimum Lot or Parcel size in the zone for a detached single-family dwelling is 5,000 square feet or less, the minimum Lot or Parcel size for a Triplex may be no greater than 5,000 square feet.
      - ii. If the minimum Lot or Parcel size in the zone for a detached single-family dwelling is greater than 5,000 square feet, the minimum Lot or Parcel size for a Triplex may be no greater than the minimum Lot or Parcel size for a detached single-family dwelling.
    - B. For Quadplexes:
      - i. If the minimum Lot or Parcel size in the zone for a detached single-family dwelling is 7,000 square feet or less, the minimum Lot or Parcel size for a Quadplex may be no greater than 7,000 square feet.
      - ii. If the minimum Lot or Parcel size in the zone for a detached single-family dwelling is greater than 7,000 square feet, the minimum Lot or Parcel size for a Quadplex may be no greater than the minimum Lot or Parcel size for a detached single-family dwelling.
    - C. A Large City may apply a lesser minimum Lot or Parcel size in any zoning district for a Triplex or Quadplex than provided in paragraphs A. or B.

- b. Density: If a Large City applies density maximums in a zone, it may not apply those maximums to the development of Quadplex and Triplexes.
  - c. Setbacks: A Large City may not require setbacks greater than those applicable to detached single-family dwellings in the same zone.
  - d. Height: A Large City may not apply lower maximum height standards than those applicable to detached single-family dwellings in the same zone, except a maximum height may not be less than 25 feet or two stories.
  - e. Parking:
    - A. For Triplexes, a Large City may require up to the following off-street parking spaces:
      - i. For Lots or Parcels of less than 3,000 square feet: one space in total;
      - ii. For Lots or Parcels greater than or equal to 3,000 square feet and less than 5,000 square feet: two spaces in total; and
      - iii. For Lots or Parcels greater than or equal to 5,000 square feet: three spaces in total.
    - B. For Quadplexes, a Large City may require up to the following off-street parking spaces:
      - i. For Lots or Parcels of less than 3,000 square feet: one space in total;
      - ii. For Lots or Parcels greater than or equal to 3,000 square feet and less than 5,000 square feet: two spaces in total;
      - iii. For Lots or Parcels greater than or equal to 5,000 square feet and less than 7,000 square feet: three spaces in total; and
      - iv. For Lots or Parcels greater than or equal to 7,000 square feet: four spaces in total.
    - C. A Large City may allow on-street parking credits to satisfy off-street parking requirements.
    - D. A Large City may allow, but may not require, off-street parking to be provided as a garage or carport.
    - E. A Large City must apply the same off-street parking surfacing, dimensional, landscaping, access, and circulation standards that apply to single-family detached dwellings in the same zone.
    - F. A Large City may not apply additional minimum parking requirements to Middle Housing created as provided in OAR 660-046-0230.
  - f. Lot or Parcel Coverage and Floor Area Ratio: Large Cities are not required to apply Lot or Parcel coverage or floor area ratio standards to Triplexes or Quadplexes. However, if the Large City applies Lot or Parcel coverage or floor area ratio standards, it may not establish a cumulative Lot or Parcel coverage or floor area ratio for Triplexes or Quadplexes that is less than established for detached single-family dwelling in the same zone.
  - g. A Large City shall work with an applicant for development to determine whether Sufficient Infrastructure will be provided, or can be provided, upon submittal of a Triplex or Quadplex development application.
3. The following governs Large Cities' regulation of siting standards related to Townhouses:
- a. Minimum Lot or Parcel Size: A Large City is not required to apply a minimum Lot or Parcel size to Townhouses, but if it applies those standards, the average minimum Lot or Parcel size for Lot or Parcels in a Townhouse Project may not be greater than 1,500 square feet. A Large City may apply separate minimum Lot or Parcel sizes for internal, external, and corner Townhouse Lots or Parcels provided that they average 1,500 square feet, or less.
  - b. Minimum Street Frontage: A Large City is not required to apply a minimum street frontage standard to Townhouses, but if it applies those standards, the minimum street frontage standard must not exceed 20 feet. A Large City may allow frontage on public and private streets or alleys; and on shared or common drives. If a Large City allows flag Lots or Parcels, it is not required to allow Townhouses on those Lots or Parcels.
  - c. Density: If a Large City applies density maximums in a zone, it must allow four times the maximum density allowed for detached single-family dwellings in the same zone for the development of Townhouses or 25 dwelling units per acre, whichever is less.

- d. Setbacks: A Large City may not require front, side, or rear setbacks to be greater than those applicable to detached single-family structures in the same zone and must allow zero-foot side setbacks for Lot or Parcel lines where Townhouse units are attached.
  - e. Height: A Large City may not apply lower maximum height standards than those applicable to detached single-family dwellings in the same zone. If a Large City requires covered or structured parking for townhouses, the applicable height standards must allow construction of at least three stories. If a Large City does not require covered or structured parking, the applicable height standards must allow construction of at least two stories.
  - f. Parking:
    - A. A Large City may not require more than one off-street parking space per Townhouse dwelling unit.
    - B. Nothing in this section precludes a Large City from allowing on-street parking credits to satisfy off-street parking requirements.
    - C. A Large City must apply the same off-street parking surfacing, dimensional, landscaping, access, and circulation standards that apply to single-family detached dwellings in the same zone.
  - g. Bulk and Scale: A Large City is not required to apply standards to control bulk and scale to new Townhouses. However, if a Large City chooses to regulate scale and bulk, including but not limited to provisions including Lot or Parcel coverage, floor area ratio, and maximum unit size, those standards cannot cumulatively or individually limit the bulk and scale of the cumulative Townhouse Project greater than that of a single-family detached dwelling.
  - h. A Large City shall work with an applicant for development to determine whether Sufficient Infrastructure will be provided, or can be provided, upon submittal of a Townhouse development application.
4. The following governs Large Cities' regulation of siting standards related to Cottage Clusters:
- a. Minimum Lot or Parcel Size: A Large City is not required to apply minimum Lot or Parcel size standards to new Cottage Clusters. However, if a Large City applies standards to regulate minimum Lot or Parcel size for Cottage Clusters on a single Lot or Parcel, the following provisions apply:
    - A. If the minimum Lot or Parcel size in the same zone for a detached single-family dwelling is 7,000 square feet or less, the minimum Lot or Parcel size for a Cottage Cluster may be no greater than 7,000 square feet.
    - B. If the minimum Lot or Parcel size in the same zone for a detached single-family dwelling is greater than 7,000 square feet, the minimum Lot or Parcel size for a Cottage Cluster may not be greater than the minimum Lot or Parcel size for a detached single-family dwelling.
  - b. Minimum Lot or Parcel Width: A Large City is not required to apply minimum Lot or Parcel width standards to Cottage Clusters. However, if a Large City applies standards to regulate minimum Lot or Parcel width for Cottage Clusters, it may not require a minimum Lot or Parcel width that is greater than the standard for a single-family detached dwelling in the same zone.
  - c. Density: A Large City may not apply density maximums to the development of Cottage Clusters. A Cottage Cluster development must meet a minimum density of at least four units per acre.
  - d. Setbacks: A Large City may not require perimeter setbacks to be greater than those applicable to detached single-family dwellings in the same zone. Additionally, perimeter setbacks applicable to Cottage Cluster dwelling units may not be greater than ten feet. The minimum distance between structures may not be greater than what is required by applicable building code requirements or 10 feet.
  - e. Dwelling Unit Size: A Large City may limit the minimum or maximum size of dwelling units in a Cottage Cluster, but must apply a maximum building footprint of 900 square feet per dwelling unit. A Large City may exempt up to 200 square feet in the calculation of dwelling unit footprint for an attached garage or carport. A Large City may not include detached garages, carports, or accessory structures in the calculation of dwelling unit footprint.
  - f. Parking:

- A. A Large City may not require more than one off-street parking space per dwelling unit in a Cottage Cluster.
  - B. A Large City may allow but may not require off-street parking to be provided as a garage or carport.
  - C. Nothing in this section precludes a Large City from allowing on-street parking credits to satisfy off-street parking requirements.
- g. Lot or Parcel Coverage and Floor Area Ratio: A Large City may not apply Lot or Parcel coverage or floor area ratio standards to Cottage Clusters.
  - h. Nothing in this division precludes a Large City from allowing Cottage Cluster dwelling units on individual Lots or Parcels within the Cottage Cluster development.
  - i. A Large City shall work with an applicant for development to determine whether Sufficient Infrastructure will be provided, or can be provided, upon submittal of a Cottage Cluster development application.

#### 660-046-0225 Middle Housing Design Standards in Large Cities

- 1. A Large City is not required to apply design standards to Middle Housing. However, if a Large City chooses to apply design standards to Middle Housing, it may only apply the following:
  - a. Design standards in the Model Code for Large Cities in OAR 660-046-0010(4)(b);
  - b. Design standards that are less restrictive than those in the Model Code for Large Cities in OAR 660-046-0010(4)(b);
  - c. The same clear and objective design standards that the Large City applies to detached single-family structures in the same zone. Design standards may not scale by the number of dwelling units or other features that scale with the number of dwelling units, such as primary entrances. Design standards may scale with form-based attributes, including but not limited to floor area, street-facing façade, height, bulk, and scale; or
  - d. Alternative design standards as provided in OAR 660-046-0235.
- 2. A Large City may not apply design standards to Middle Housing created as provided in OAR 660-046-0230.

#### 660-046-0230 Middle Housing Conversions

- 1. Additions to, or conversions of, an existing detached single-family dwelling into Middle Housing is allowed in Large Cities pursuant to OAR 660-046-0205(2), provided that the addition or conversion does not increase nonconformance with applicable clear and objective standards, unless increasing nonconformance is otherwise permitted by the Large City's development code.
- 2. If Middle Housing is created through the addition to, or conversion of, an existing single-family detached dwelling, a Large City or other utility service provider that grants clear and objective exceptions to public works standards to detached single-family dwelling development must allow the granting of the same exceptions to Middle Housing.
- 3. A preexisting detached single-family dwelling may remain on a Lot or Parcel with a Cottage Cluster as described below:
  - a. The preexisting single-family dwelling may be nonconforming with respect to the requirements of the applicable code;
  - b. The preexisting single-family dwelling may be expanded up to the maximum height, footprint, or unit size required by the applicable code; however, a preexisting single-family dwelling that exceeds the maximum height, footprint, or unit size of the applicable code may not be expanded;
  - c. The preexisting single-family dwelling shall count as a unit in the Cottage Cluster;
  - d. The floor area of the preexisting single-family dwelling shall not count towards any Cottage Cluster average or Cottage Cluster project average or total unit size limits; or
  - e. A Large City may apply a time limit on the conversion of a single-family dwelling to a Cottage Cluster not to exceed five years.

### 660-046-0235 Alternative Siting or Design Standards

A Large City may adopt Siting or Design Standards not authorized by OAR 660-046-0220 or OAR 660-046-0225 as allowed under subsection (1) below if the city can demonstrate that it meets the applicable criteria laid out in either subsection (1) below. Siting or Design standards do not include minimum Lot or Parcel size and maximum density requirements.

1. A Large City must submit to the Department findings and analysis demonstrating that the proposed standard or standards will not, individually or cumulatively, cause unreasonable cost or delay to the development of Middle Housing. To demonstrate that, the Large City must consider how a standard or standards, individually and cumulatively, affect the following factors in comparison to what is would otherwise be required under OAR 660-046-0220 or OAR 660-046-0225:
  - a. The total time and cost of construction, including design, labor, and materials;
  - b. The total cost of land;
  - c. The availability and acquisition of land, including areas with existing development;
  - d. The total time and cost of permitting and fees required to make land suitable for development;
  - e. The cumulative livable floor area that can be produced; and
  - f. The proportionality of cumulative time and cost imposed by the proposed standard(s) in relationship to the public need or interest the standard(s) fulfill.

## Large Cities Middle Housing Model Code

### User's Guide:

Oregon House Bill 2001 (2019) (HB 2001) requires that "Large Cities" (defined as cities with a population of 25,000 or more and each county or city within a metropolitan service district) must allow: (1) all middle housing types in areas zoned for residential use that allow for the development of detached single-family dwellings; and (2) a duplex on each lot or parcel zoned for residential use that allows for the development of detached single-family dwellings. Middle housing, which HB 2001 defines as duplexes, triplexes, quadplexes, cottage clusters, and townhouses, provides an opportunity to increase housing supply in developed neighborhoods and can blend in well with detached single-family dwellings.

The bill allows local governments to regulate siting and design of middle housing, provided that the regulations do not, individually or cumulatively, discourage middle housing development through unreasonable costs or delay. When regulating siting and design of middle housing, Large Cities should balance concerns about neighborhood compatibility and other factors against the need to address Oregon's housing shortage by removing barriers to development and should ensure that any siting and design regulations do not, individually or cumulatively, discourage the development of middle housing through unreasonable costs or delay.

Large Cities may develop their own standards in compliance with the requirements of HB 2001. This model code may provide guidance toward that end. However, if Large Cities do not wish to prepare their own standards or if Large Cities do not adopt the required code amendments by June 30, 2022, they must directly apply this model code prepared by the Department of Land and Conservation Development (DCLD) to development in their jurisdictions. The model code is intended to be straightforward and implementable by Large Cities throughout the state, and is consistent with the requirements and intent of HB 2001. The model code will be adopted by reference into Oregon Administrative Rules.

To the extent they are applicable, the Administrative Rules contained in Chapter 660, Division 46 apply to and may be used to interpret this model code.



## Chapter 1. Combined Standards for All Middle Housing

### Sections:

- A. Purpose
- B. Definitions
- C. Applicability
- D. Relationship to Other Regulations
- E. Duplex, Triplex, and Quadplex Examples

### A. Purpose

The purpose of this middle housing model code (“code”) is to implement HB 2001, codified in ORS 197.758 et seq, by providing siting and design standards for middle housing developed in areas zoned for residential use that allow for the development of detached single family dwellings.

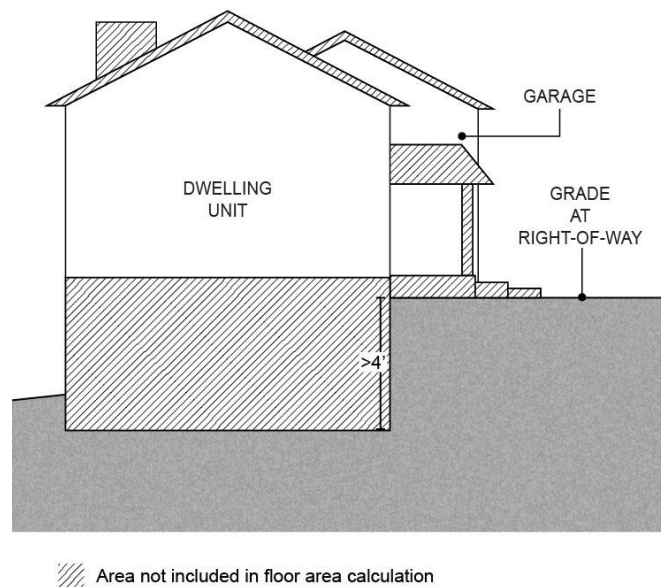
### B. Definitions

The following definitions shall apply for the purposes of this code, notwithstanding other definitions in the development code:

1. “Building footprint” means the horizontal area as seen in plan, measured from outside of all exterior walls and supporting columns. It includes dwellings and any area of attached garage that exceeds 200 square feet. It does not include detached garages or carports; accessory structures; trellises; patios; areas of porch, deck, and balcony less than 30 inches from finished grade; cantilevered covers, porches or projections; or ramps and stairways required for access.
2. “Common courtyard” means a common area for use by residents of a cottage cluster. A common courtyard may function as a community yard. Hard and soft landscape features may be included in a common courtyard, such as pedestrian paths, lawn, groundcover, trees, shrubs, patios, benches, or gazebos.
3. “Common wall” means a wall or set of walls in a single structure shared by two or more dwelling units. The common wall must be shared for at least 25 percent of the length of the side of the building of the dwelling units. The common wall may be any wall of the building, including the walls of attached garages.
4. “Cottage” means an individual dwelling unit that is part of a cottage cluster.
5. “Cottage cluster” means a grouping of no fewer than four detached dwelling units per acre, each with a footprint of less than 900 square feet, located on a single lot or parcel that includes a common courtyard. Cottage cluster may also be known as “cluster housing,” “cottage housing,” “bungalow court,” “cottage court,” or “pocket neighborhood.”
6. “Cottage cluster project” means a development site with one or more cottage clusters. Each cottage cluster as part of a cottage cluster project must have its own common courtyard.

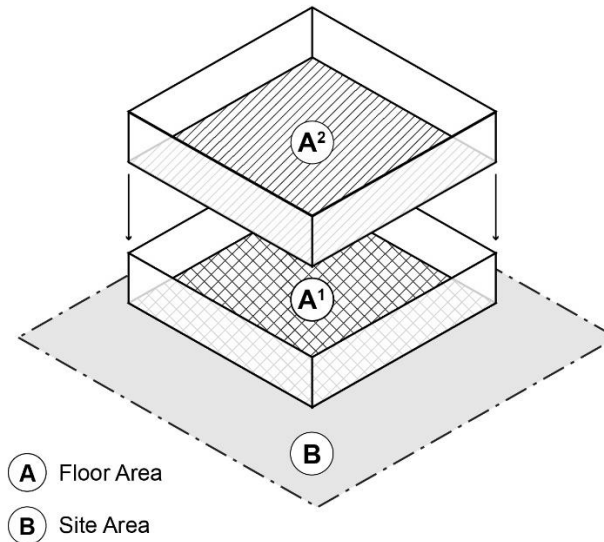
7. “Detached single family dwelling” means a detached structure on a lot or parcel that is comprised of a single dwelling unit. Detached single family dwellings may be constructed off-site, e.g., manufactured dwellings or modular homes.
8. “Door area” is the area of the portion of a door other than a garage door that moves and does not include the frame.
9. “Driveway approach” means the edge of a driveway where it abuts a public right-of-way.
10. “Duplex” means two dwelling units on a lot or parcel in any configuration. In instances where a development can meet the definition of a duplex and also meets the definition of a primary dwelling unit with an accessory dwelling unit (ADU), the applicant shall specify at the time of application review whether the development is considered a duplex or a primary dwelling unit with an ADU. See Figure 3 through Figure 8 in Section E for examples of possible duplex configurations.
11. “Floor area” means the total area of all floors of a building. Floor area is measured for each floor from the exterior faces of a building or structure. Floor area includes stairwells, ramps, shafts, chases, and the area devoted to garages and structured parking. Floor area does not include the following (see Figure 1):
  - Areas where the elevation of the floor is 4 feet or more below the adjacent right-of-way;
  - Roof area, including roof top parking;
  - Roof top mechanical equipment; and
  - Roofed porches, exterior balconies, or other similar areas, unless they are enclosed by walls that are more than 42 inches in height for 75 percent or more of their perimeter.

*Figure 1. Areas Excluded from Floor Area Calculation*



12. “Floor area ratio (FAR)” means the amount of floor area of a building or structure in relation to the amount of site area, expressed in square feet. For example, a floor area ratio of 0.7 to 1 means 0.7 square feet of floor area for every one square foot of site area. FAR is calculated by dividing the total floor area of all buildings on a site by the total site area (See Figure 2).

Figure 2. Floor Area Ratio (FAR) Calculation



$$FAR = \frac{A^1 + A^2}{B}$$

13. “Frontage” means the portion of a lot or parcel that abuts a street.

14. “Goal Protected Lands” means lands protected or designated pursuant to any one of the following statewide planning goals:

- Goal 5 Natural Resources, Scenic and Historic Areas, and Open Spaces;
- Goal 6 Air, Water, and Land Resource Quality
- Goal 7 Areas Subject to Natural Hazards;
- Goal 9 Economic Development;
- Goal 15 Willamette River Greenway;
- Goal 16 Estuarine Resources;
- Goal 17 Coastal Shorelands; or
- Goal 18 Beaches and Dunes.

15. “Lot or parcel” means any legally created unit of land.

16. “Middle housing” means duplexes, triplexes, quadplexes, cottage clusters, and townhouses.

17. "Quadplex" means four dwelling units on a lot or parcel in any configuration. See Figure 11 and Figure 12 in Section E for examples of possible quadplex configurations.
18. "Site area" means the total area of a development site calculated after subtracting any required or planned dedication of public rights-of-way and/or designation of private rights-of-way.
19. "Story" means a portion of a building between the surface of any floor and the surface of the floor next above it, or, if there is no floor above it, the space between such floor and the ceiling next above it, provided that the following shall not be deemed a story:
  - A basement or cellar if the height from finished grade at the exterior perimeter of the building to the finish floor elevation above is six (6) feet or less for at least 50 percent of the perimeter and does not exceed twelve (12) feet above grade at any point;
  - An attic or similar space under a gable, hip, or gambrel roof, the wall plates of which on at least two opposite exterior walls are not more than two (2) feet above the floor of such space.
20. "Sufficient Infrastructure" means the following level of public services to serve new Triplexes, Quadplexes, Townhouses, or Cottage Cluster development:
  - Connection to a public sewer system capable of meeting established service levels.
  - Connection to a public water system capable of meeting established service levels.
  - Access via public or private streets meeting adopted emergency vehicle access standards to a city's public street system.
  - Storm drainage facilities capable of meeting established service levels for storm drainage.
21. "Townhouse" means a dwelling unit constructed in a row of two or more attached units, where each dwelling unit is located on an individual lot or parcel and shares at least one common wall with an adjacent unit. A townhouse is also commonly called a "rowhouse," "attached house," or "common-wall house."
22. "Townhouse project" means one or more townhouse structures constructed, or proposed to be constructed, together with the development site where the land has been divided, or is proposed to be divided, to reflect the townhouse property lines and any commonly owned property.
23. "Triplex" means three dwelling units on a lot or parcel in any configuration. See Figure 9 and Figure 10 in Section E for examples of possible triplex configurations.
24. "Window area" means the aggregate area of the glass within each window, including any interior grids, mullions, or transoms.
25. "Zoned for residential use" means a zoning district in which residential dwellings are the primary use and which implements a residential Comprehensive Plan map designation. This excludes

lands zoned primarily for commercial, industrial, agricultural, public, or mixed uses, even if those zones allow for the development of detached single family dwellings.

### C. Applicability

#### 1. Applicability of Code Sections.

- a. Code sections applicable to all middle housing types are: Chapter 1, Sections A (Purpose), B (Definitions), C (Applicability), and D (Relationship to Other Regulations).
- b. Code standards applicable to specific housing types are listed below:
  - Duplexes: Chapter 2.
  - Triplexes: Chapter 3.
  - Quadplexes: Chapter 3.
  - Townhouses: Chapter 4.
  - Cottage clusters: Chapter 5.

#### 2. Applicability by Development Type and Location.

- a. Except as specified in subsection (b) of this section (C)(2), the standards in this code allow for the following development on lots or parcels zoned for residential use that allow for the development of detached single family dwellings:
  - New duplexes and those created through conversion of existing detached single family dwellings.
  - New triplexes, quadplexes, cottage clusters, and townhouses, and those created through conversion of existing detached single family dwellings or duplexes, on lots or parcels with Sufficient Infrastructure.
- b. Exceptions. The standards in this code do not allow the following, unless otherwise permitted by the development code through clear and objective standards, criteria, and procedures:
  - On Goal Protected Lands, the creation of triplexes, quadplexes, cottage clusters, or townhouses, or the creation of more than two dwelling units on a single lot or parcel, including accessory dwelling units.
  - On lands that are not zoned for residential use, the creation of middle housing.

### D. Relationship to Other Regulations

1. Conflicts. In the event of a conflict between this code and other local jurisdictional standards applicable to a middle housing development, the standards of this code control.
2. Public Works Standards. Clear and objective exceptions to public works standards granted to single family dwellings shall also be granted to duplexes.

- 3. Protective Measures. Middle housing shall comply with protective measures (plans, policies, or regulations) adopted pursuant to statewide land use planning goals (e.g., environmental and natural hazard protections).

### E. Duplex, Triplex, and Quadplex Examples

The following figures illustrate examples of possible configurations for duplexes, triplexes, and quadplexes. Other configurations may also be acceptable, provided the development meets the definition of duplex, triplex, or quadplex, pursuant to Section B.

Figure 3. Stacked Duplex

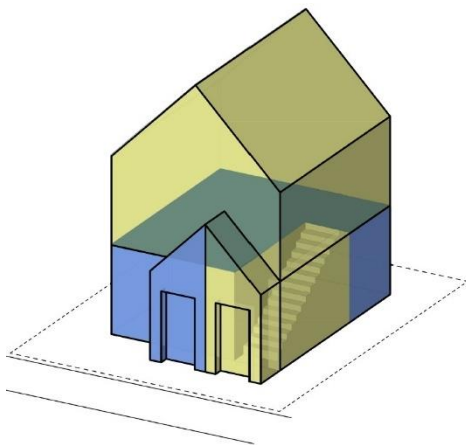


Figure 4. Side-by-Side Duplex

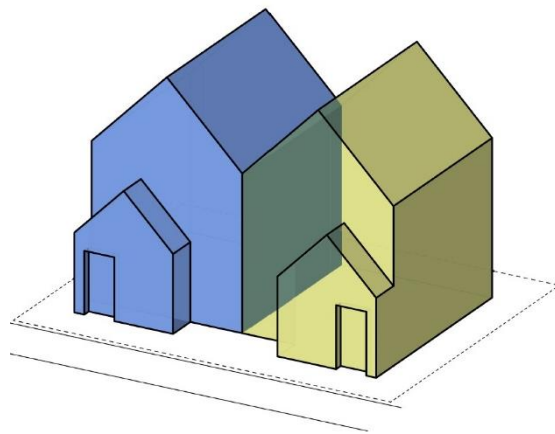


Figure 5. Duplex Attached by Breezeway



Figure 6. Duplex Attached by Garage Wall

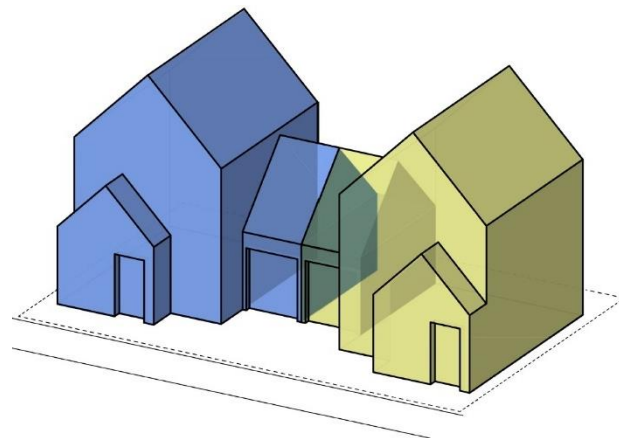


Figure 7. Detached Duplex Units Side-by-Side



Figure 8. Detached Duplex Units Front and Back

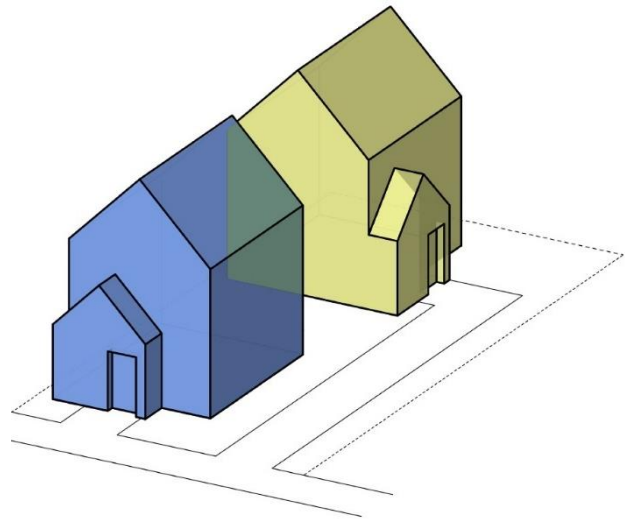


Figure 9. Attached Triplex Front and Back

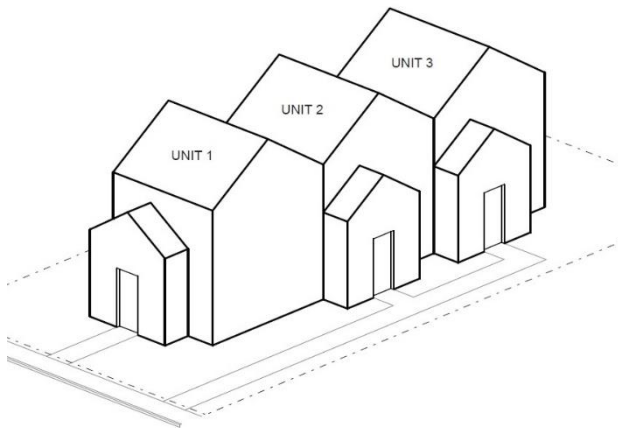


Figure 10. Attached Triplex Side-by-Side

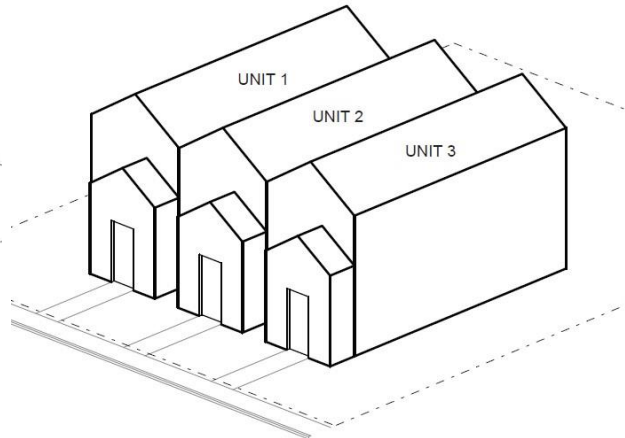


Figure 11. Stacked Quadplex

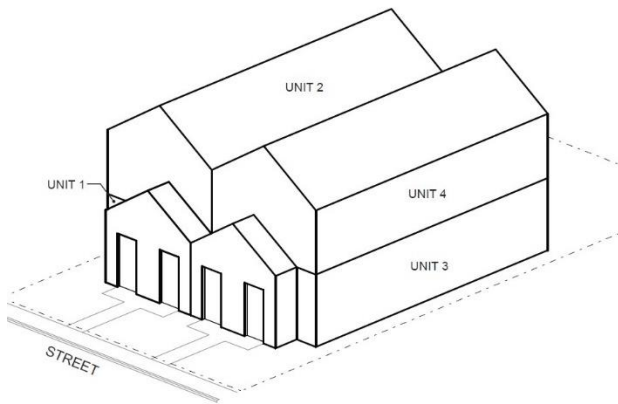
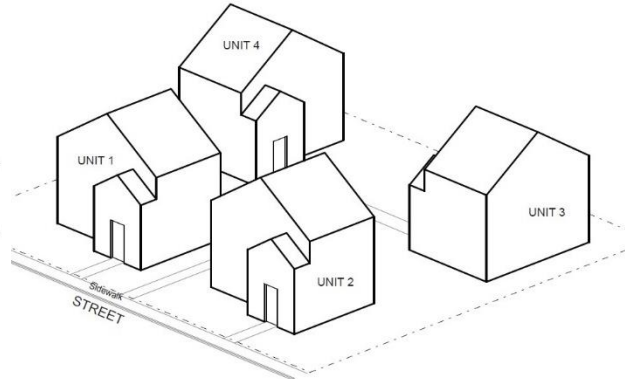


Figure 12. Detached Quadplex



## Chapter 2. Duplexes

### Sections:

- A. Permitted Uses and Approval Process
- B. Development Standards
- C. Design Standards
- D. Duplex Conversions

### A. Permitted Uses and Approval Process

Duplexes are permitted outright on lots or parcels zoned for residential use that allow for the development of detached single family dwellings. Duplexes are subject to the same approval process as that for detached single family dwellings in the same zone and are subject only to clear and objective standards, approval criteria, conditions, and procedures, unless discretionary standards and criteria have been adopted in accordance with ORS 197.307(5). Alternatively, an applicant may choose to submit an application for a duplex subject to discretionary standards and criteria adopted in accordance with ORS 197.307(6), if such a process is available.

### B. Development Standards

Except as specified below, duplexes shall meet all clear and objective development standards that apply to detached single family dwellings in the same zone (including, but not limited to, minimum and maximum lot size, minimum and maximum setbacks, and building height), unless those standards conflict with this code.

The following development standards are invalid and do not apply to duplexes being developed on lots or parcels zoned for residential use that allow the development of a detached single family dwelling:

1. Maximum Density. The jurisdiction's pre-existing density maximums and minimum lot sizes for duplexes do not apply.
2. Setbacks. A minimum front setback of greater than 20 feet or a minimum rear setback of greater than 15 feet except for those minimum setbacks applicable to garages and carports.
3. Off-Street Parking. Any off-street parking requirement.

### C. Design Standards

New duplexes shall meet all clear and objective design standards (e.g., entry orientation, window coverage, articulation, etc.) that apply to detached single family dwellings in the same zone, unless those standards conflict with this code. Facades of dwellings that are separated from the street property line by another dwelling are exempt from meeting building design standards.

Any design standards that apply only to duplexes are invalid.



## D. Duplex Conversions

Conversion of an existing detached single family structure to a duplex is allowed, pursuant to Chapter 1, Section C (Applicability), provided that the conversion does not increase nonconformance with applicable clear and objective standards.

## Chapter 3. Triplexes and Quadplexes

### Sections:

- A. Permitted Uses and Approval Process
- B. Development Standards
- C. Design Standards
- D. Triplex and Quadplex Conversions

### A. Permitted Uses and Approval Process

1. Permitted Use. Triplexes and quadplexes are permitted outright wherever they are allowed as provided in Chapter 1, Section C (Applicability).
2. Approval Process. Triplexes and quadplexes are subject to the same approval process as that for detached single family dwellings in the same zone and are subject only to clear and objective standards, approval criteria, conditions, and procedures, unless discretionary standards and criteria have been adopted in accordance with ORS 197.307(5). Alternatively, an applicant may choose to submit an application for a triplex or quadplex subject to discretionary standards and criteria adopted in accordance with ORS 197.307(6), if such a process is available.
3. Sufficient Infrastructure. Applicants must demonstrate that Sufficient Infrastructure is provided, or will be provided, upon submittal of a triplex or quadplex development application.

### B. Development Standards

1. Applicability.
  - a. Triplexes and quadplexes shall meet:
    - The standards in subsections (2) through (7) of this section (B).
    - All other clear and objective development standards that apply to detached single family dwellings in the same zone (including, but not limited to, lot size and dimensions, minimum and maximum setbacks, and building height), unless those standards conflict with this code and except as specified in subsections (1)(b) and (2) through (7) of this section (B).
  - b. The following standards are invalid and do not apply to triplexes or quadplexes allowed by this code:

- Maximum lot coverage, minimum landscape area, or minimum open space standards.
  - The jurisdiction’s development standards other than those in subsections (2) through (7) of this section (B) that apply only to triplexes, quadplexes, or multifamily development.
2. **Number of Units.** This code does not allow for the creation of more than four (4) dwelling units on a lot, including accessory dwelling units.
  3. **Maximum Density.** The jurisdiction’s pre-existing density maximums do not apply.
  4. **Setbacks.** Minimum front and street side setbacks greater than 10 feet and minimum rear setbacks greater than 10 feet are invalid, except for those minimum setbacks applicable to garages and carports.
  5. **Building Height.** A maximum height of less than 35 feet or three (3) stories is invalid. Building height is measured in accordance with the development code.
  6. **Maximum Floor Area Ratio (FAR).** The maximum floor area ratio for all buildings onsite, cumulatively, is based on the minimum lot size for a detached single family dwelling in the same zone, as provided below:

<b>Minimum Lot Size for Detached Single Family Dwellings</b>	<b>Maximum FAR</b>
3,000 sf or less	1.4 to 1
More than 3,000 sf, up to and including 5,000 sf	1.1 to 1
More than 5,000 sf, up to and including 10,000 sf	0.7 to 1
More than 10,000 sf but less than 20,000 sf	0.6 to 1
20,000 sf or more	0.4 to 1

7. **Off-Street Parking.**
  - a. **Required Off-Street Parking.** The minimum number of required off-street parking spaces is:
    - i. In zones with a minimum lot size of less than 5,000 square feet, one (1) off-street parking space per development.
    - ii. In zones with a minimum lot size of 5,000 square feet or more, two (2) off-street parking spaces per development.

A credit for on-street parking shall be granted for some or all the required off-street parking as provided in subsection (b). No additional parking spaces shall be required for conversion of a detached single family dwelling to a triplex or quadplex, including those created through the addition of detached units.

- b. **On-Street Credit.** If on-street parking spaces meet all the standards in subsections (i)-(iv) below, they shall be counted toward the minimum off-street parking requirement.

- i. The space must be abutting the subject site;
- ii. The space must be in a location where on-street parking is allowed by the jurisdiction;
- iii. The space must be a minimum of 22 feet long; and
- iv. The space must not obstruct a required sight distance area.

### C. Design Standards

#### 1. Applicability.

- a. New triplexes and quadplexes, including those created by adding building square footage on a site occupied by an existing dwelling, shall meet:
  - The design standards in subsections (2) through (5) of this section (C); and
  - All other clear and objective design standards that apply to detached single family dwellings in the same zone, unless those standards conflict with this code and except as specified in subsection (1)(b) of this section (C).
- b. The following standards are invalid and do not apply to triplexes or quadplexes allowed by this code:
  - Mandates for construction of a garage or carport.
  - The jurisdiction's design standards other than those in subsections (2) through (5) of this section (C) that apply only to triplexes, quadplexes, or multifamily development.

#### 2. Entry Orientation. At least one main entrance for each triplex or quadplex structure must meet the standards in subsections (a) and (b) below. Any detached structure for which more than 50 percent of its street-facing facade is separated from the street property line by a dwelling is exempt from meeting these standards.

- a. The entrance must be within 8 feet of the longest street-facing wall of the dwelling unit; and
- b. The entrance must either:
  - i. Face the street (see Figure 13);
  - ii. Be at an angle of up to 45 degrees from the street (see Figure 14);
  - iii. Face a common open space that is adjacent to the street and is abutted by dwellings on at least two sides (see Figure 15); or
  - iv. Open onto a porch (see Figure 16). The porch must:
    - (A) Be at least 25 square feet in area; and
    - (B) Have at least one entrance facing the street or have a roof.

Figure 13. Main Entrance Facing the Street

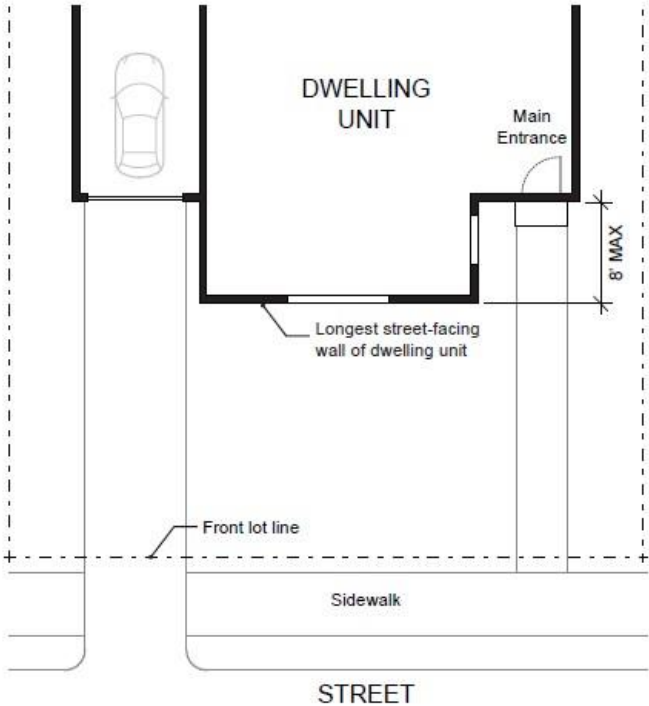


Figure 14. Main Entrance at 45° Angle from the Street

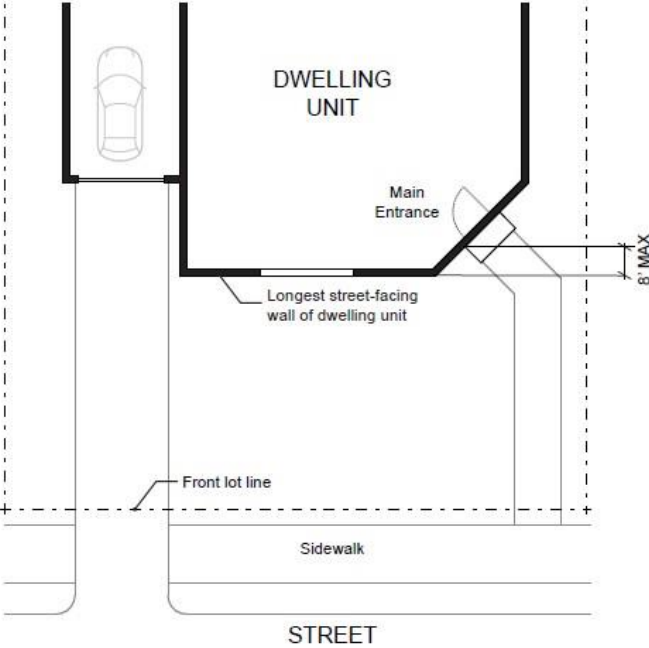


Figure 15. Main Entrance Facing Common Open Space

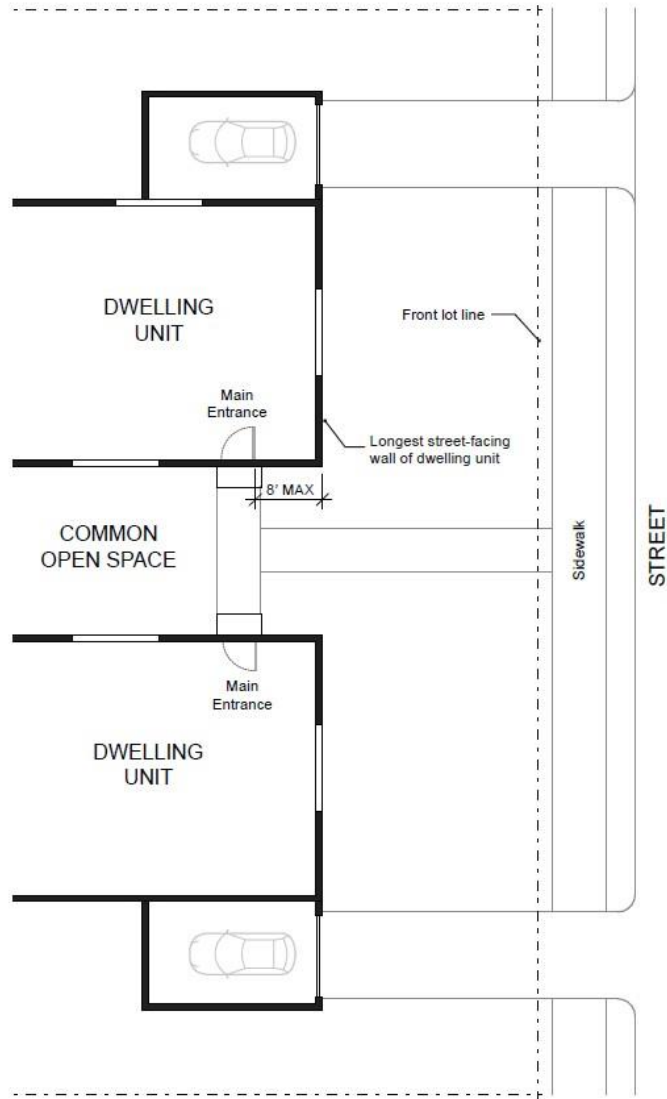
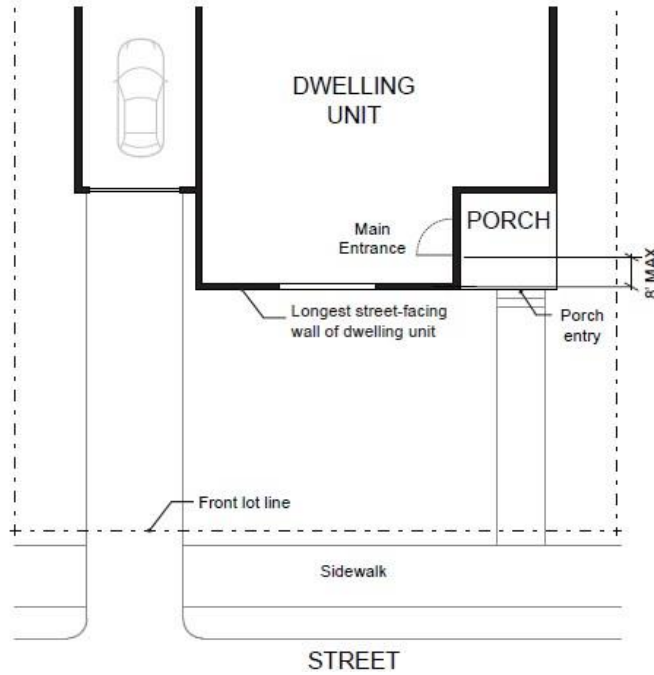


Figure 16. Main Entrance Opening onto a Porch



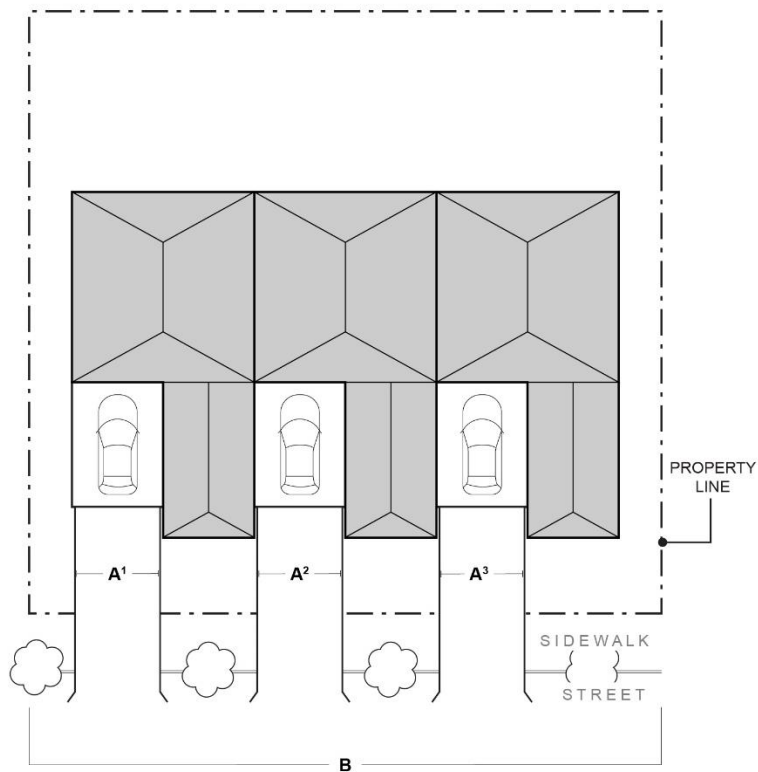
- 3. Windows. A minimum of 15 percent of the area of all street-facing facades must include windows or entrance doors. Facades separated from the street property line by a dwelling are exempt from meeting this standard. See Figure 17.

Figure 17. Window Coverage



- 4. Garages and Off-Street Parking Areas. Garages and off-street parking areas shall not be located between a building and a public street (other than an alley), except in compliance with the standards in subsections (a) and (b) of this subsection (C)(4).
  - a. The garage or off-street parking area is separated from the street property line by a dwelling; or
  - b. The combined width of all garages and outdoor on-site parking and maneuvering areas does not exceed a total of 50 percent of the street frontage (see Figure 18).

Figure 18. Width of Garages and Parking Areas



- (A) Garage and on-site parking and maneuvering areas
- (B) Total street frontage

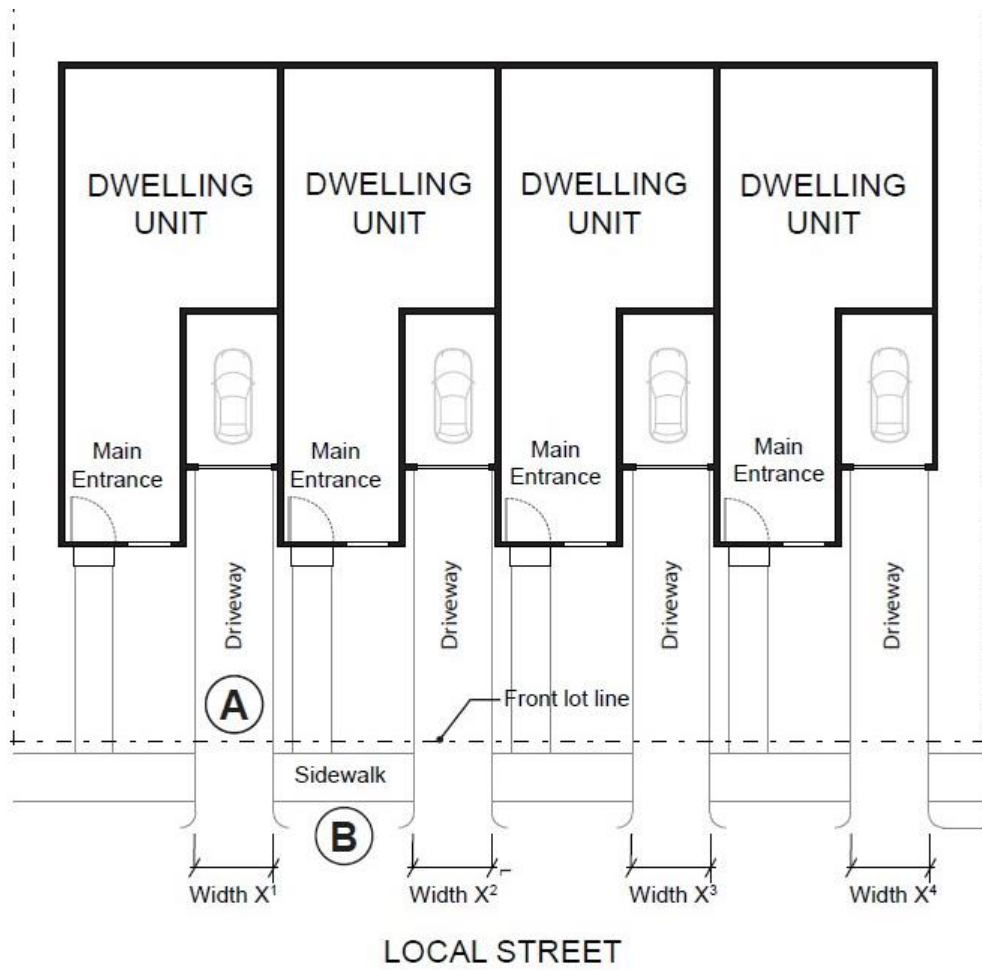
$$\frac{A^1 + A^2 + A^3}{B} \leq 50\%$$

- 5. Driveway Approach. Driveway approaches must comply with the following:
  - a. The total width of all driveway approaches must not exceed 32 feet per frontage, as measured at the property line (see Figure 19). For lots or parcels with more than one frontage, see subsection (5)(c) of this subsection (C).

- b. Driveway approaches may be separated when located on a local street (see Figure 19). If approaches are separated, they must meet the jurisdiction's driveway spacing standards applicable to local streets.
- c. In addition, lots or parcels with more than one frontage must comply with the following:
  - i. Lots or parcels must access the street with the lowest transportation classification for vehicle traffic. For lots or parcels abutting an improved alley (defined as an alley that meets the jurisdiction's standards for width and pavement), access must be taken from the alley (see Figure 20).
  - ii. Lots or parcels with frontages only on collectors and/or arterial streets must meet the jurisdiction's access standards applicable to collectors and/or arterials.
  - iii. Triplexes and quadplexes on lots or parcels with frontages only on local streets may have either:
    - Two driveway approaches not exceeding 32 feet in total width on one frontage; or
    - One maximum 16-foot-wide driveway approach per frontage (see Figure 21).



Figure 19. Driveway Approach Width and Separation on Local Street



- A**  $X^1 + X^2 + X^3 + X^4$  must not exceed 32 feet per frontage,
- B** Driveway approaches may be separated when located on a local street

Figure 20. Alley Access

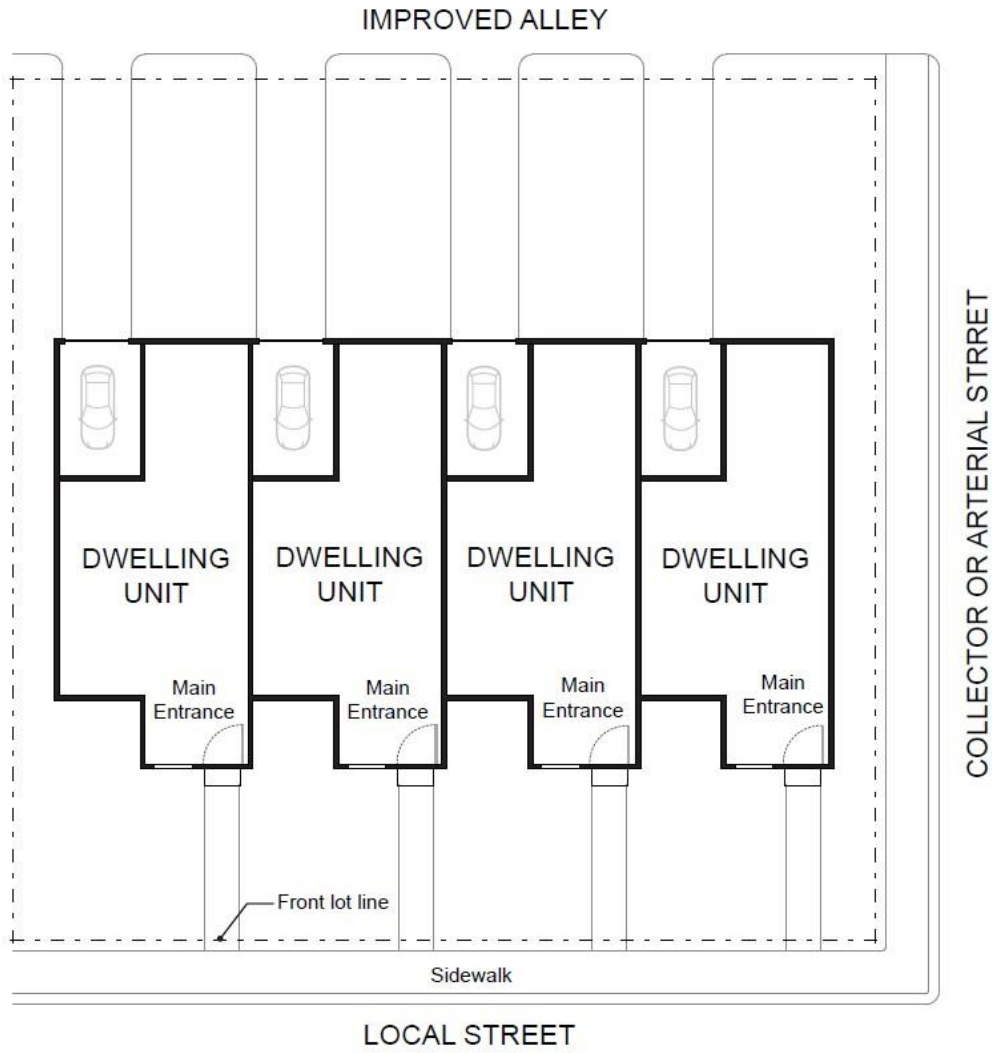
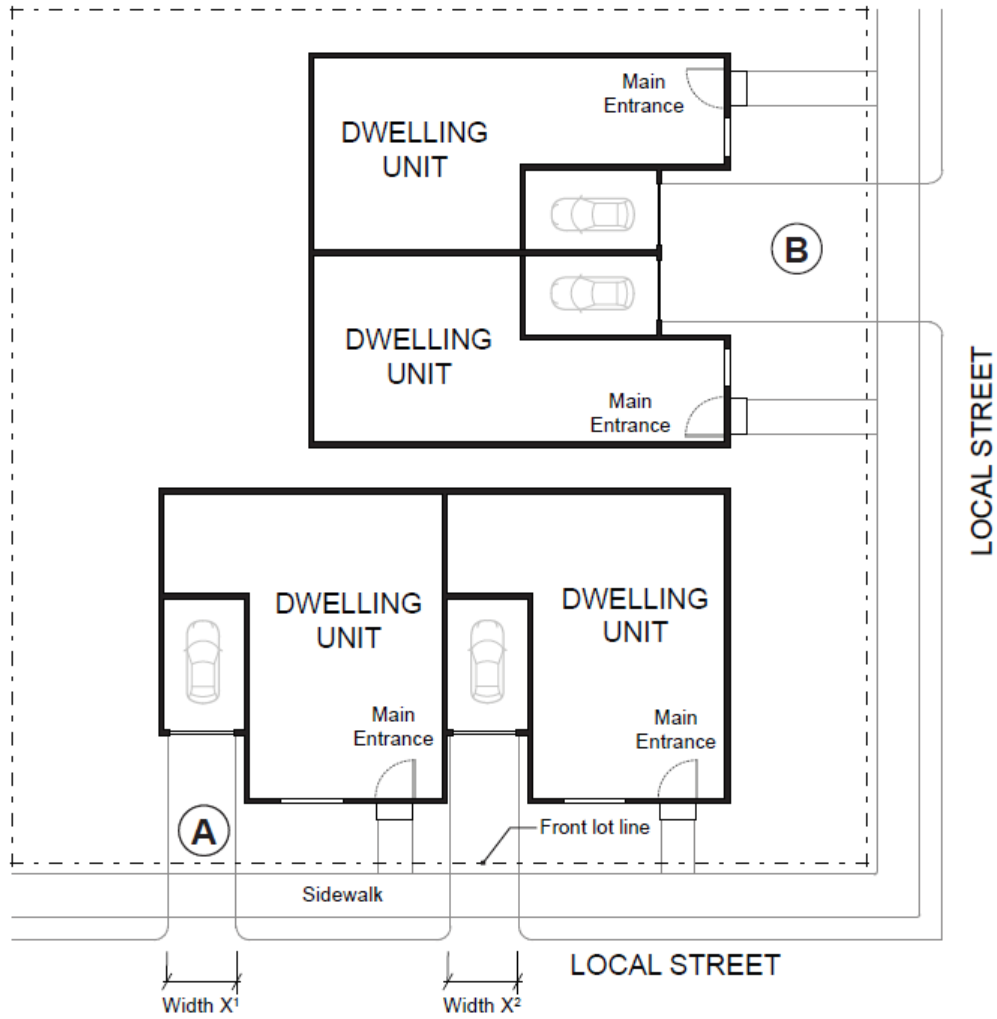


Figure 21. Driveway Approach Options for Multiple Local Street Frontages



Options for site with more than one frontage on local streets:

- (A)** Two driveway approaches not exceeding 32 feet in total width on one frontage (as measured  $X1 + X2$ ); or
- (B)** One maximum 16-foot-wide driveway approach per frontage.

*(Note: Both options are depicted here for illustrative purposes only. The standards do not allow both Options A and B on the same site.)*

### D. Conversions to Triplex and Quadplex

Internal conversion of an existing detached single family structure or duplex to a triplex or quadplex is allowed, pursuant to Chapter 1, Section C (Applicability), provided that the conversion does not increase nonconformance with applicable clear and objective standards, unless increasing nonconformance is otherwise permitted by the development code.

## Chapter 4. Townhouses

### Sections

- A. Permitted Uses and Approval Process
- B. Development Standards
- C. Design Standards

#### A. Permitted Uses and Approval Process

1. Permitted Use. Townhouses are permitted outright wherever they are allowed as provided in Chapter 1, Section C (Applicability).
2. Approval Process. Townhouse structures are subject to the same approval process as that for detached single family dwellings in the same zone. Townhouse projects are subject only to clear and objective standards, approval criteria, conditions, and procedures, unless discretionary standards and criteria have been adopted in accordance with ORS 197.307(5). Alternatively, an applicant may choose to submit an application for a townhouse project subject to discretionary standards and criteria adopted in accordance with ORS 197.307(6), if such a process is available.
3. New Lots or Parcels. Creation of new lots or parcels as part of a townhouse project is subject to the applicable land division approval process.
4. Sufficient Infrastructure. Applicants must demonstrate that Sufficient Infrastructure is provided, or will be provided, upon submittal of a townhouse development application.

#### B. Development Standards

1. Applicability.
  - a. Townhouses shall meet the standards in subsections (3), (4), and (5) of this section (B).
  - b. Townhouse projects shall meet:
    - The standards in subsections (2), (5), and (6) of this section (B).
    - Any applicable clear and objective platting standards, unless those standards conflict with this code.
  - c. The following standards are invalid and do not apply to townhouses or townhouse projects allowed by this code, except as specified in this section (B):
    - Additional development standards of the applicable base zone related to the standards addressed under subsections (2) through (6) of this section (B).
    - Development standards of the applicable base zone related to lot dimensions, lot coverage, landscape or open space area, or the siting or design of dwellings.
    - The jurisdiction's other development standards that apply only to townhouses and that conflict with provisions of this code.

2. Maximum Density. The maximum density for a townhouse project is as follows:
  - In zones in which the minimum lot size for detached single family dwellings is 2,500 square feet or less, townhouse projects are allowed two (2) times the allowed density for detached single family dwellings.
  - In zones in which the minimum lot size for detached single family dwellings is more than 2,500 square feet but less than 5,000 square feet, townhouse projects are allowed three (3) times the allowed density for detached single family dwellings.
  - In zones in which the minimum lot size for detached single family dwellings is 5,000 square feet or more, townhouse projects are allowed four (4) times the allowed density for detached single family dwellings.
  
3. Setbacks. Townhouses shall meet the minimum and maximum setback standards that apply to detached single family dwellings in the same zone, except as noted below:
  - **Front and Street Side:** Minimum front and street side yard setbacks greater than 10 feet are invalid, except those applicable to garages or carports.
  - **Rear:** Minimum rear setbacks greater than 10 feet and minimum rear setbacks greater than zero (0) feet for lots with rear alley access are invalid.
  - **Non-street Side:**
    - The minimum setback for a common wall lot line where units are attached is zero (0) feet.
    - The minimum side setback for an exterior wall at the end of a townhouse structure is five (5) feet.
  
4. Building Height. Townhouses shall meet the maximum building height standards that apply to detached single family dwellings in the same zone, except a maximum height of less than 35 feet or three (3) stories is invalid. Building height is measured in accordance with the development code.
  
5. Off-Street Parking.
  - a. Required Off-Street Parking. The minimum number of required off-street parking spaces for a townhouse project is one (1) space per unit. Spaces may be provided on individual lots or in a shared parking area on a common tract. A credit for on-street parking shall be granted for some or all of the required off-street parking as provided in subsection (b).
  - b. On-Street Credit. If on-street parking spaces meet all the standards in subsections (i)-(iv) below, they shall be counted toward the minimum off-street parking requirement.
    - i. The space must be abutting the subject site;
    - ii. The space must be in a location where on-street parking is allowed by the jurisdiction;

- iii. The space must be a minimum of 22 feet long; and
  - iv. The space must not obstruct a required sight distance area.
6. Areas Owned in Common. Common areas must be maintained by a homeowners association or other legal entity. A homeowners association may also be responsible for exterior building maintenance. A copy of any applicable covenants, restrictions and conditions must be recorded and provided to the jurisdiction prior to issuance of a building permit.

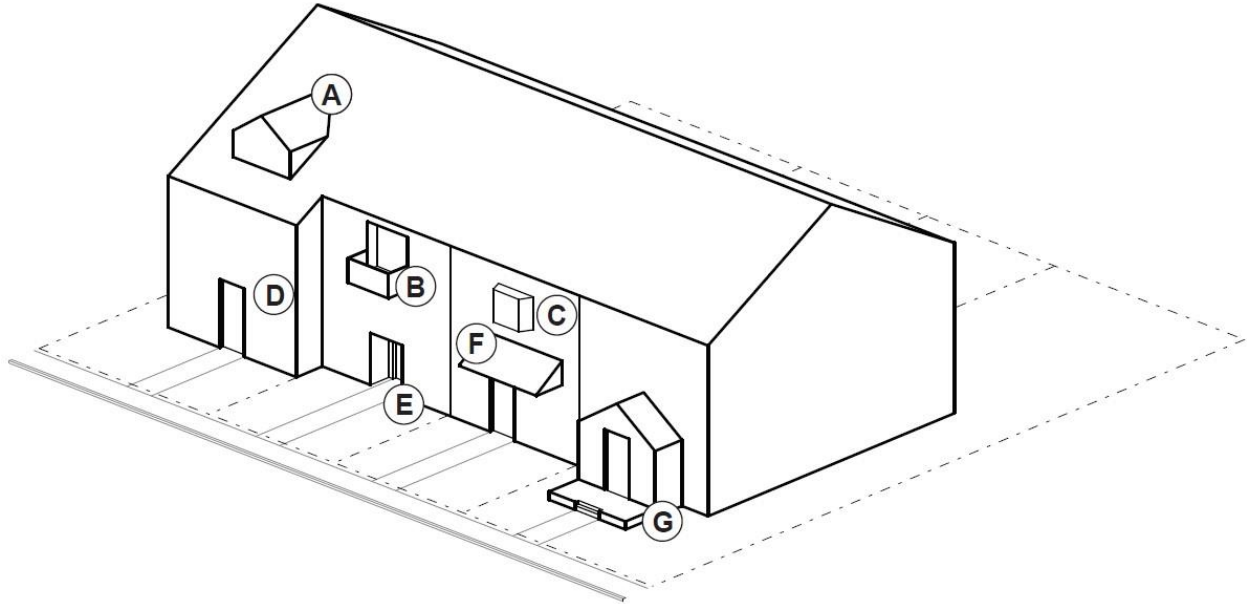
### C. Design Standards

New townhouses shall meet the design standards in subsections (1) through (4) of this section (C). Mandates for construction of a garage or carport and any other design standards are invalid.

1. Entry Orientation. The main entrance of each townhouse must:
  - a. Be within 8 feet of the longest street-facing wall of the dwelling unit, if the lot has public street frontage; and
  - b. Either:
    - i. Face the street (see Figure 13);
    - ii. Be at an angle of up to 45 degrees from the street (see Figure 14);
    - iii. Face a common open space or private access or driveway that is abutted by dwellings on at least two sides; or
    - iv. Open onto a porch (see Figure 16). The porch must:
      - (A) Be at least 25 square feet in area; and
      - (B) Have at least one entrance facing the street or have a roof.
2. Unit definition. Each townhouse must include at least one of the following on at least one street-facing façade (see Figure 22):
  - a. A roof dormer a minimum of 4 feet in width, or
  - b. A balcony a minimum of 2 feet in depth and 4 feet in width and accessible from an interior room, or
  - c. A bay window that extends from the facade a minimum of 2 feet, or
  - d. An offset of the facade of a minimum of 2 feet in depth, either from the neighboring townhouse or within the façade of a single townhouse, or
  - e. An entryway that is recessed a minimum of 3 feet, or
  - f. A covered entryway with a minimum depth of 4 feet, or
  - g. A porch meeting the standards of subsection (1)(b)(iv) of this section (C).

Balconies and bay windows may encroach into a required setback area.

Figure 22. Townhouse Unit Definition

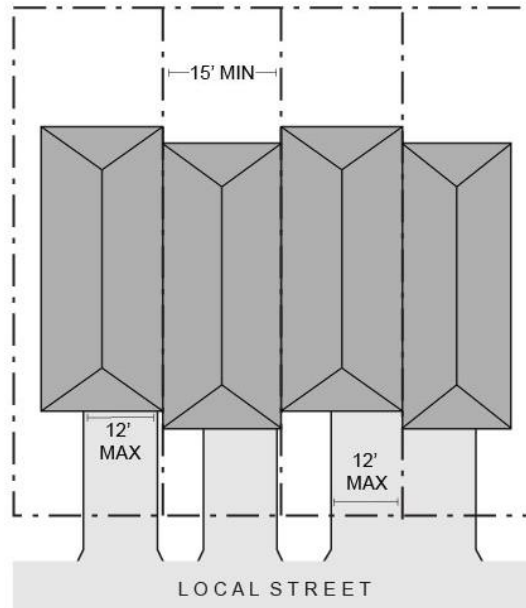


- (A) Roof dormer, minimum of 4 feet wide
- (B) Balcony, minimum 2 feet deep and 4 feet wide. Accessible from interior room.
- (C) Bay window extending minimum of 2 feet from facade
- (D) Facade offset, minimum of 2 feet deep
- (E) Recessed entryway, minimum 3 feet deep
- (F) Covered entryway, minimum of 4 feet deep
- (G) Porch, meets standards of subsection (1)(b)(iv) of section (C)

3. **Windows.** A minimum of 15 percent of the area of all street-facing facades on each individual unit must include windows or entrance doors. Half of the window area in the door of an attached garage may count toward meeting this standard. See Figure 17.
4. **Driveway Access and Parking.** Townhouses with frontage on a public street shall meet the following standards:
  - a. Garages on the front façade of a townhouse, off-street parking areas in the front yard, and driveways in front of a townhouse are allowed if they meet the following standards (see Figure 23).

- i. Each townhouse lot has a street frontage of at least 15 feet on a local street.
- ii. A maximum of one (1) driveway approach is allowed for every townhouse. Driveway approaches and/or driveways may be shared.
- iii. Outdoor on-site parking and maneuvering areas do not exceed 12 feet wide on any lot.
- iv. The garage width does not exceed 12 feet, as measured from the inside of the garage door frame.

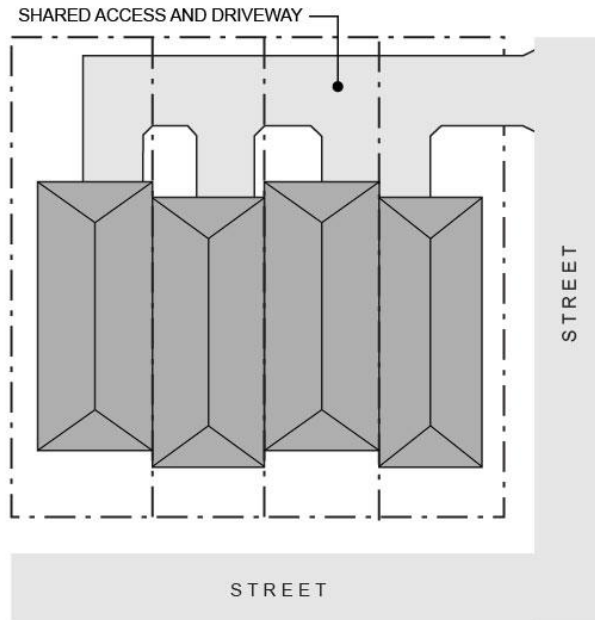
Figure 23. Townhouses with Parking in Front Yard



- b. The following standards apply to driveways and parking areas for townhouse projects that do not meet all of the standards in subsection (a).
  - i. Off-street parking areas shall be accessed on the back façade or located in the rear yard. No off-street parking shall be allowed in the front yard or side yard of a townhouse.
  - ii. A townhouse project that includes a corner lot shall take access from a single driveway approach on the side of the corner lot. See Figure 24.

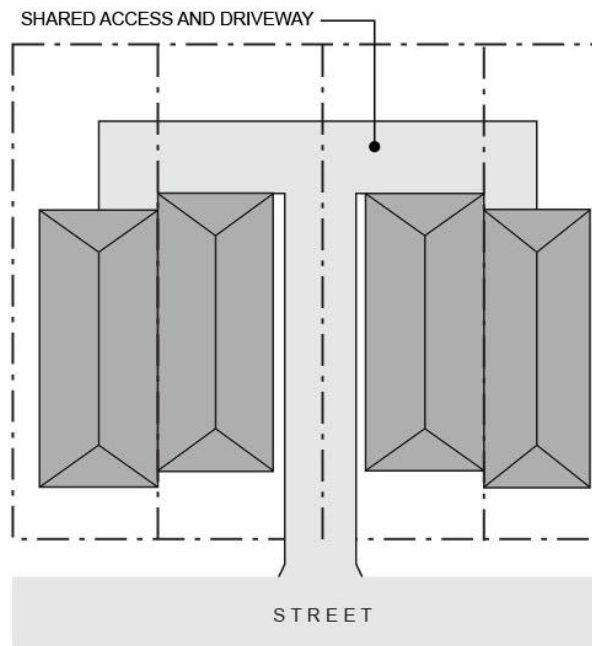


Figure 24. Townhouses on Corner Lot with Shared Access



- iii. Townhouse projects that do not include a corner lot shall consolidate access for all lots into a single driveway. The driveway and approach are not allowed in the area directly between the front façade and front lot line of any of the townhouses. See Figure 25.

Figure 25. Townhouses with Consolidated Access



- iv. A townhouse project that includes consolidated access or shared driveways shall grant access easements to allow normal vehicular access and emergency access.
- c. Townhouse projects in which all units take exclusive access from a rear alley are exempt from compliance with subsection (b).

## Chapter 5. Cottage Clusters

### Sections:

- A. Permitted Uses and Approval Process
- B. Development Standards
- C. Design Standards

### A. Permitted Uses and Approval Process

1. Permitted Use. Cottage cluster projects are permitted outright wherever they are allowed as provided in Chapter 1, Section C (Applicability).
2. Approval Process. Cottage cluster projects are subject to the same approval process as that for detached single family dwellings in the same zone and are subject only to clear and objective standards, approval criteria, conditions, and procedures, unless discretionary standards and criteria have been adopted in accordance with ORS 197.307(5). Alternatively, an applicant may choose to submit an application for a cottage cluster project subject to discretionary standards and criteria adopted in accordance with ORS 197.307(6), if such a process is available.
3. Sufficient Infrastructure. Applicants must demonstrate that Sufficient Infrastructure is provided, or will be provided, upon submittal of a cottage cluster development application.

### B. Development Standards

1. Applicability.
  - a. Cottage clusters shall meet the standards in subsections (2) through (7) of this section (B).
  - b. The following standards are invalid and do not apply to cottage clusters allowed by this code, except as specified in this section (B):
    - Additional development standards of the applicable base zone related to the standards addressed under subsections (2) through (7) of this section (B).
    - Development standards of the applicable base zone related to lot dimensions, lot coverage, floor area ratio, landscape or open space area, or the siting or design of dwellings.
    - The jurisdiction's other development standards that apply only to cottage clusters and that conflict with provisions of this code.

2. Minimum Lot Size and Dimensions. Cottage clusters shall meet the minimum lot size, width, and depth standards that apply to detached single family dwellings in the same zone.
3. Maximum Density. The jurisdiction's pre-existing density maximums do not apply.
4. Setbacks and Building Separation.
  - a. Setbacks. Cottage clusters shall meet the minimum and maximum setback standards that apply to detached single family dwellings in the same zone, except that minimum setbacks for dwellings in excess of the following are invalid:
    - Front setbacks: 10 feet
    - Side setbacks: 5 feet
    - Rear setbacks: 10 feet
  - b. Building Separation. Cottages shall be separated by a minimum distance of six (6) feet. The minimum distance between all other structures, including accessory structures, shall be in accordance with building code requirements.
5. Average Unit Size. The maximum average floor area for a cottage cluster is 1,400 square feet per dwelling unit. Community buildings shall be included in the average floor area calculation for a cottage cluster.
6. Building Height. The maximum building height for all structures is 25 feet or two (2) stories, whichever is greater.
7. Off-Street Parking.
  - a. Required Off-Street Parking. The minimum number of required off-street parking spaces for a cottage cluster project is zero (0) spaces per unit with a floor area less than 1,000 square feet and one (1) space per unit with a floor area of 1,000 square feet or more. Spaces may be provided for individual cottages or in shared parking clusters. A credit for on-street parking shall be granted for some or all of the required off-street parking as provided in subsection (b).
  - b. On-Street Credit. If on-street parking spaces meet all the standards in subsections (i)-(iv) below, they shall be counted toward the minimum off-street parking requirement.
    - i. The space must be abutting the subject site;
    - ii. The space must be in a location where on-street parking is allowed by the jurisdiction;
    - iii. The space must be a minimum of 22 feet long; and
    - iv. The space must not obstruct a required sight distance area.

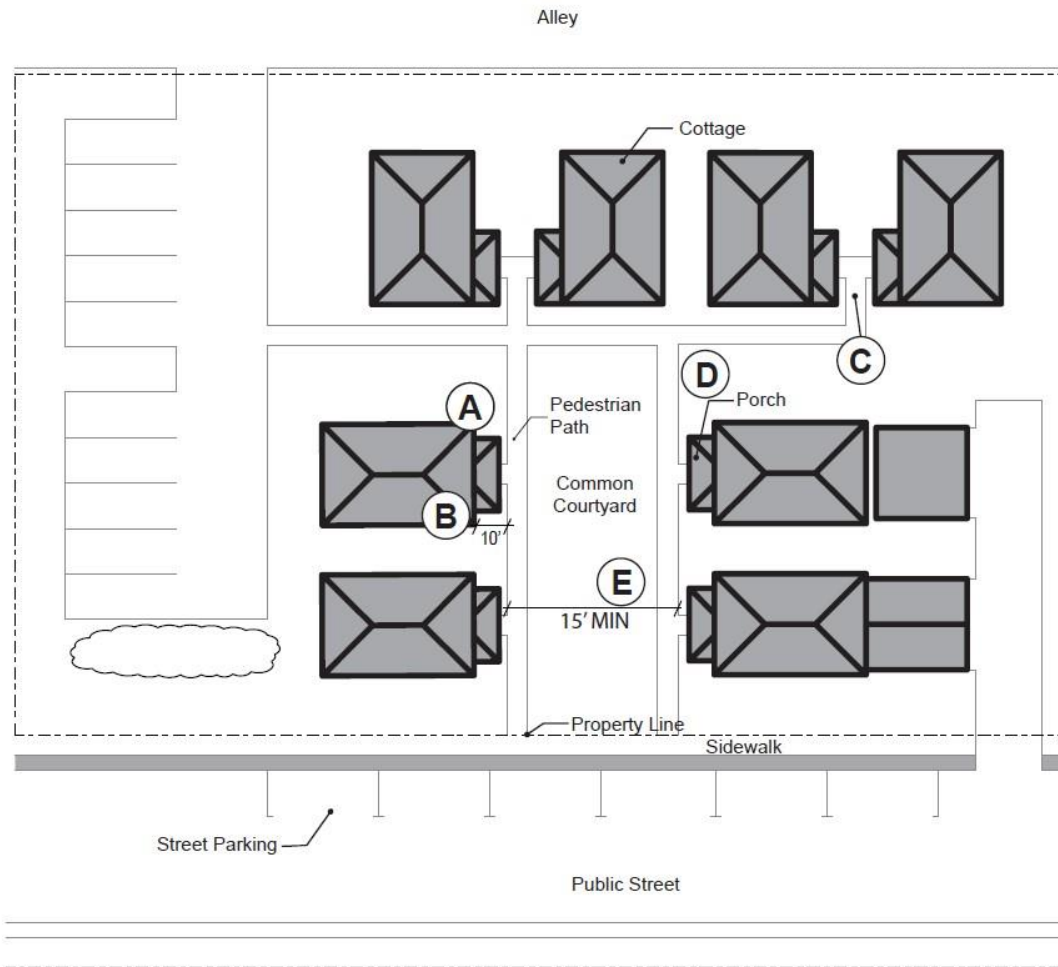
### C. Design Standards

Cottage clusters shall meet the design standards in subsections (1) through (8) of this section (C). No other design standards shall apply to cottage clusters unless noted in this section. Mandates for construction of a garage or carport and any other design standards are invalid, except as specified in this Section (C).

1. Cottage Orientation. Cottages must be clustered around a common courtyard, meaning they abut the associated common courtyard or are directly connected to it by a pedestrian path, and must meet the following standards (see Figure 26):
  - a. Each cottage within a cluster must either abut the common courtyard or must be directly connected to it by a pedestrian path.
  - b. A minimum of 50 percent of cottages within a cluster must be oriented to the common courtyard and must:
    - i. Have a main entrance facing the common courtyard;
    - ii. Be within 10 feet from the common courtyard, measured from the façade of the cottage to the nearest edge of the common courtyard; and
    - iii. Be connected to the common courtyard by a pedestrian path.
  - c. Cottages within 20 feet of a street property line may have their entrances facing the street.
  - d. Cottages not facing the common courtyard or the street must have their main entrances facing a pedestrian path that is directly connected to the common courtyard.
2. Common Courtyard Design Standards. Each cottage cluster must share a common courtyard in order to provide a sense of openness and community of residents. Common courtyards must meet the following standards (see Figure 26):
  - a. The common courtyard must be a single, contiguous piece.
  - b. Cottages must abut the common courtyard on at least two sides of the courtyard.
  - c. The common courtyard must contain a minimum of 150 square feet per cottage within the associated cluster (as defined in subsection (1) of this section (C)).
  - d. The common courtyard must be a minimum of 15 feet wide at its narrowest dimension.
  - e. The common courtyard shall be developed with a mix of landscaping, lawn area, pedestrian paths, and/or paved courtyard area, and may also include recreational amenities. Impervious elements of the common courtyard shall not exceed 75 percent of the total common courtyard area.

- f. Pedestrian paths must be included in a common courtyard. Paths that are contiguous to a courtyard shall count toward the courtyard’s minimum dimension and area. Parking areas, required setbacks, and driveways do not qualify as part of a common courtyard.

Figure 26. Cottage Cluster Orientation and Common Courtyard Standards

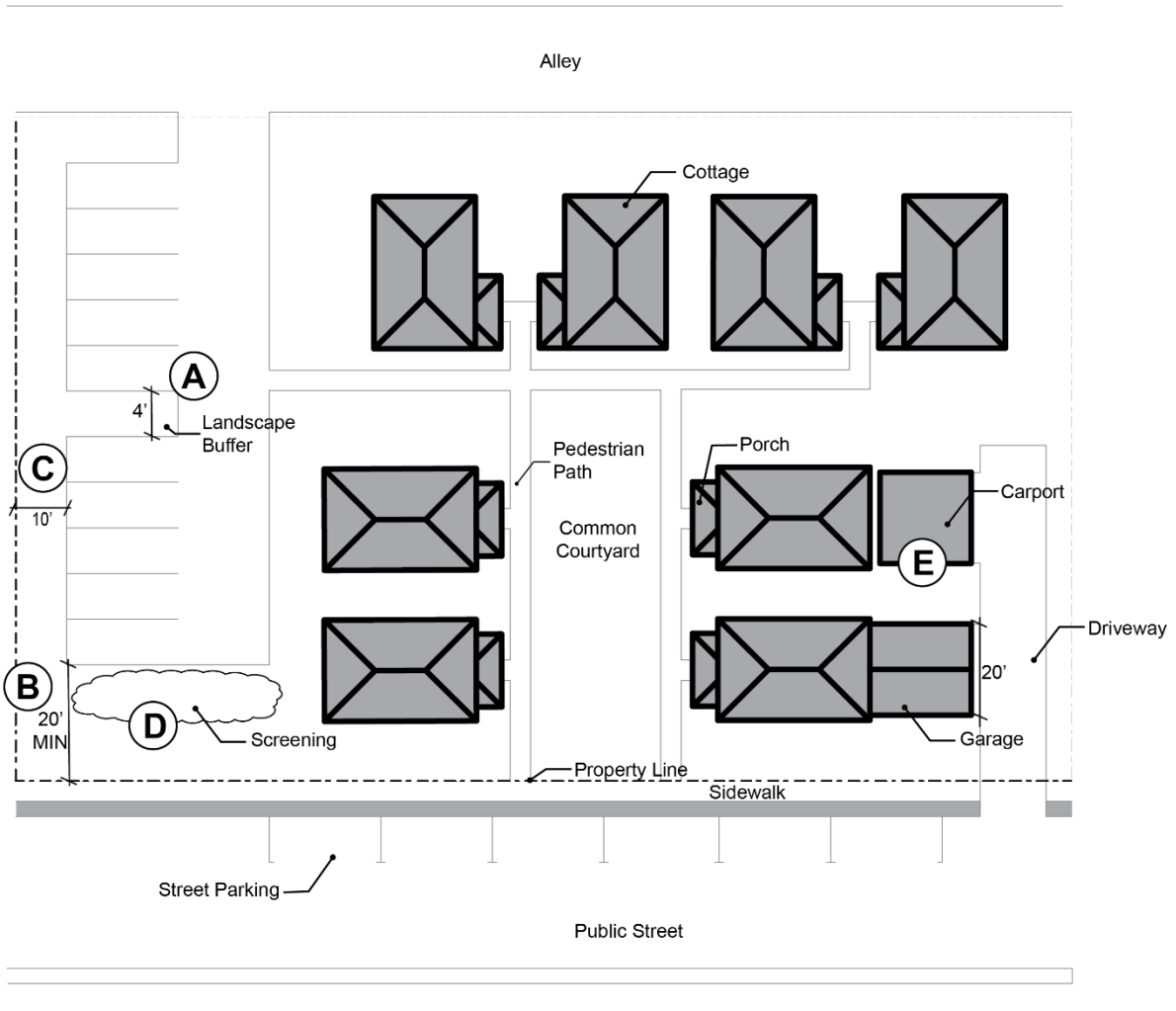


- A** A minimum of 50% of cottages must be oriented to the common courtyard.
- B** Cottages oriented to the common courtyard must be within 10 feet of the courtyard.
- C** Cottages must be connected to the common courtyard by a pedestrian path.
- D** Cottages must abut the courtyard on at least two sides of the courtyard.
- E** The common courtyard must be at least 15 feet wide at its narrowest width.

3. Community Buildings. Cottage cluster projects may include community buildings for the shared use of residents that provide space for accessory uses such as community meeting rooms, guest housing, exercise rooms, day care, or community eating areas. Community buildings must meet the following standards:
  - a. Each cottage cluster is permitted one community building, which shall count towards the maximum average floor area, pursuant to subsection (B)(5).
  - b. A community building that meets the development code's definition of a dwelling unit must meet the maximum 900 square foot footprint limitation that applies to cottages, unless a covenant is recorded against the property stating that the structure is not a legal dwelling unit and will not be used as a primary dwelling.
4. Pedestrian Access.
  - a. An accessible pedestrian path must be provided that connects the main entrance of each cottage to the following:
    - i. The common courtyard;
    - ii. Shared parking areas;
    - iii. Community buildings; and
    - iv. Sidewalks in public rights-of-way abutting the site or rights-of-way if there are no sidewalks.
  - b. The pedestrian path must be hard-surfaced and a minimum of four (4) feet wide.
5. Windows. Cottages within 20 feet of a street property line must meet any window coverage requirement that applies to detached single family dwellings in the same zone.
6. Parking Design (see Figure 27).
  - a. Clustered parking. Off-street parking may be arranged in clusters, subject to the following standards:
    - i. Cottage cluster projects with fewer than 16 cottages are permitted parking clusters of not more than five (5) contiguous spaces.
    - ii. Cottage cluster projects with 16 cottages or more are permitted parking clusters of not more than eight (8) contiguous spaces.
    - iii. Parking clusters must be separated from other spaces by at least four (4) feet of landscaping.
    - iv. Clustered parking areas may be covered.
  - b. Parking location and access.
    - i. Off-street parking spaces and vehicle maneuvering areas shall not be located:

- Within of 20 feet from any street property line, except alley property lines;
  - Between a street property line and the front façade of cottages located closest to the street property line. This standard does not apply to alleys.
- ii. Off-street parking spaces shall not be located within 10 feet of any other property line, except alley property lines. Driveways and drive aisles are permitted within 10 feet of other property lines.
- c. Screening. Landscaping, fencing, or walls at least three feet tall shall separate clustered parking areas and parking structures from common courtyards and public streets.
- d. Garages and carports.
- i. Garages and carports (whether shared or individual) must not abut common courtyards.
  - ii. Individual attached garages up to 200 square feet shall be exempted from the calculation of maximum building footprint for cottages.
  - iii. Individual detached garages must not exceed 400 square feet in floor area.
  - iii. Garage doors for attached and detached individual garages must not exceed 20 feet in width.
7. Accessory Structures. Accessory structures must not exceed 400 square feet in floor area.
8. Existing Structures. On a lot or parcel to be used for a cottage cluster project, an existing detached single family dwelling on the same lot at the time of proposed development of the cottage cluster may remain within the cottage cluster project area under the following conditions:
- a. The existing dwelling may be nonconforming with respect to the requirements of this code.
  - b. The existing dwelling may be expanded up to the maximum height in subsection (B)(4) or the maximum building footprint in Chapter 1, subsection (B)(1); however, existing dwellings that exceed the maximum height and/or footprint of this code may not be expanded.
  - c. The floor area of the existing dwelling shall not count towards the maximum average floor area of a cottage cluster.
  - d. The existing dwelling shall be excluded from the calculation of orientation toward the common courtyard, per subsection (1)(a) of this section (C).

Figure 27. Cottage Cluster Parking Design Standards



- (A)** Parking allowed in clusters of up to 5 spaces. Clusters separated by minimum 4 feet of landscaping.
- (B)** No parking or vehicle area within 20 feet from street property line (except alley).
- (C)** No parking within 10 feet from other property lines (except alley). Driveways and drive aisles permitted within 10 feet.
- (D)** Screening required between clustered parking areas or parking structures and public streets or common courtyards.
- (E)** Garages and carports must not abut common courtyards. Garage doors for individual garages must not exceed 20 feet in width.





**[Housing Choices Code Update \(House Bill 2001\)](#)**  
**Frequently Asked Questions**

- 1. *What is House Bill 2001? Why are you calling it the “Housing Choices Code Update” project?***  
[House Bill 2001](#) (HB 2001) is a law passed by the Oregon Legislature in 2019 to increase housing choice and supply. The law requires large cities, including Oregon City, to amend their land use regulations to allow more housing types like duplexes, triplexes, fourplexes, cottage clusters, and townhouses in residential areas where single-family homes are allowed, by June 30, 2022. These housing types are often called “middle housing” because they are between a single-family house and an apartment building in terms on number of units.
- 2. *What parts of Oregon City will be affected by HB 2001?***  
 All residentially zoned areas within the city limits that currently allow single-family homes will be affected. In Oregon City, this includes the following zones: Low density Residential, (R6, R8, R10) Medium Density Residential (R3,5, R5) and Historic Commercial. Land that is not zoned for single family residential use, including but not limited to Multi-family, commercial, industrial, and public land are not affected. In addition, land that is outside of the city limits (not annexed) is also not affected by HB 2001 (but will be, once inside the city limits).
- 3. *What is a “zone” and how do I find out the zoning of a specific property?***  
 Land within Oregon City is divided into different areas called “zones.” These are intended to provide areas suitable for certain types of development or uses (examples include commercial, residential or industrial). Each zone provides a set of regulations governing the uses and development of a property within that zone, and includes such regulations as maximum building height or minimum building setbacks. To find out the zoning of a specific property in Oregon City, use the City’s searchable [zoning map](#). To learn more about what uses are allowed in a specific zone, you can check out [Oregon City’s land use code](#) or visit our [project website](#). While all middle housing types are currently allowed in Oregon City, not all middle housing types are allowed in all residential areas.
- 4. *Can I still build a single-family home?***  
 Yes. House Bill 2001 does not prohibit single-family homes or make it more difficult to build single-family homes where they are currently allowed, rather it allows middle housing types to be built in the same residential areas where single family homes are allowed.
- 5. *Some properties have CC&Rs (Covenants, Conditions, and Restrictions) or other agreements between private parties that do not allow for the construction of multiple units or certain types of units. Does HB 2001 override CC&Rs? How do I know if a property has CC&Rs?***  
 While HB 2001 does prohibit the creation of new CC&Rs that conflict with HB 2001, it does not affect existing CC&Rs. To find out if a specific property has CC&Rs, contact the Homeowner’s

Association (if applicable) or a title company or conduct a search through Clackamas County Deeds & Records. If you own property, the title report produced when you purchased your property should disclose any CC&Rs. If you are buying property, realtors are required to disclose existing CC&Rs before you purchase the property. The City of Oregon City does not enforce CC&Rs or other such private agreements.

**6. *If House Bill 2001 rules are written for the entire state, how do we make sure the implementation meet Oregon City's specific needs?***

The Oregon Land Conservation and Development Commission adopted [new rules](#) that include three ways or choices for cities to comply with House Bill 2001: a model code, minimum compliance standards, and a performance metric approach. The model code is a set of ready-made land use regulations that cities can directly apply; the minimum standards are, at minimum, actions that cities must take to comply with the house bill; and the performance metric requires that middle housing be allowed on a certain percentage of lots around the city and within census tracts. The new rules were adopted on December 9, 2020 and contain some prescriptive requirements (such as parking standards) as well as areas where cities have flexibility in implementation (such as minimum lot size in some districts). Staff are still reviewing the new rules but are anticipating using the minimum standards rather than the model code because it will allow more flexibility that is tailored to Oregon City, though the city may choose to adopt a portion of the model code if the approach to a specific topic make sense for the community. If cities do not adopt land use regulations that comply with HB 2001 by the June 2022 deadline, then the model code will directly apply.

**7. *When will the public know what kind of code concepts the city is considering?***

As noted above, the state adopted final rules on December 9, 2020 and staff is currently reviewing it to determine what these mean for Oregon City. Staff will begin exploring possible code concepts informed by the public involvement work of Fall 2021. The code concepts will be options for different ways we can comply with the bill within the sideboards created by HB 2001 and the implementing [OAR 660-046-0000](#).

**8. *Didn't Oregon City just adopted Missing Middle Code?***

Oregon City's recent [equitable housing code amendments](#), adopted by the City Commissions in 2018-2019, have already implemented many of the requirements of House Bill 2001. However, additional updates will be needed for full compliance, such as allowing more missing middle types in the [Low Density Residential District](#) (R6, R8, R10). The project was initiated by the City prior to the Statewide housing bill HB2001, and primarily affected the medium and high-density residential zone districts, mixed use and commercial zone districts, although corner-lot duplexes are now permitted within low-density zones as a result of this project. The goal of this project is to identify barriers to "missing middle" housing in the zoning code and reduce those barriers in order to incentivize a greater variety of housing types. The results have been incorporated into the current zoning code, which includes clarified standards and streamlined processes for permitting small and large scale [multi-family development](#), [single-family attached](#), [duplexes](#), [triplexes and four-plexes](#), manufactured homes and [home parks](#), [cluster housing](#), [internal conversions](#), and [accessory dwelling units](#).

**9. Who are the decision makers in this process?**

Because this project will result in changes to Oregon City's land use regulations (which requires a legislative process), the Oregon City City Commission will be the decision-maker. Staff will provide a recommendation on the changes to the Oregon City Planning Commission, based on public engagement and consultant input to bring forward to a formal adoption process. The formal adoption process for any new or changed land use regulations includes a mailed postcard and public hearings before the Planning Commission, who will make a recommendation to City Commission. Then, City Commission will hold a public hearing and make the final local decision. The public hearing process is anticipated to begin in February 2022.

**10. What outreach efforts are happening?**

There are community involvement and engagement opportunities happening in the fall and winter of 2021 which include, but not limited to: Boards and Commissions listening sessions, drop in open house, student outreach, city-wide digital survey, water bill mailing, outreach to the previous [equitable housing project advisory committee](#) and current [OC2040](#) PAT among others.

**11. The website talks about equity. What does social and racial equity have to do with housing policy?**

This project has an intentional focus on equity and inclusion in outreach and decision making. Planning projects affect the entire community; however, traditional engagement efforts face challenges in reaching certain parts of the community. This structure has created disproportionate representation in the planning process and has resulted in exclusion of some people and groups who are directly impacted by plans and policies.

As summarized by Oregon Land Conservation and Development (LCDC) Commissioner Anyeley Hallova during a [rulemaking meeting](#) on the House Bill, "before racial segregation through zoning, some neighborhoods had more diverse housing types with mixed incomes that are part of our beloved neighborhood fabric. As intentional as racially segregating housing policy was, we need to be as equally intentional about providing equitable housing outcomes for all."

Across the country, [we have a difficult history of exclusion to grapple with](#), and our intent with this project is to acknowledge that history, and move forward with a focus on inclusion for all, including renters, low income people, people with disabilities, young people, seniors, and Black, Indigenous, and People of Color.

**12. What if I have concerns with the requirements of House Bill 2001?**

As noted above, the House Bill was passed in 2019 by the Oregon Legislature and is now Oregon law. Changes to the language of HB 2001 can only be made by the Oregon Legislature. The City of Oregon City must comply with HB 2001 and the newly adopted rules by June 30, 2022, or the state model code will apply directly. However, we recognize that people will have questions and concerns about implementation. As staff, we want to hear what you think – please reach out. We can help explain what things the City has control and choice over during implementation, and what things are predetermined by the house bill and new rules.

**13. Will new middle housing be affordable?**

There is a difference between true "Affordable Housing" and "naturally occurring affordable housing." Affordable Housing is housing that is directly subsidized by an organization or the government. This housing usually has waitlists and serves people with specific income ranges

and housing needs. Naturally occurring affordable housing is market-rate housing that is usually older, smaller, or both. Newly constructed middle housing is anticipated to be sold or rented at market rate, and it will have a wide range of prices. New housing, however, tends to have a higher price tag than older housing, simply because it's new. A new house that is very similar to a house 30 years old is likely to command a higher price, because of that lack of wear and tear. The newer house will have a higher up-front cost but will have lower maintenance costs. Middle housing can be 'affordable by design.' Middle housing tends to be relatively small, which leads to lower operating and long-term maintenance costs. A 1,500 square foot house is likely to cost its occupants much less than a 2,500 square foot house. There's less square footage to heat, a smaller roof to maintain, less exterior space to paint. The cost of housing includes maintenance costs, not just the upfront price.

As part of implementation of House Bill 2001, the City will be required to consider ways to increase the affordability of middle housing. We know that housing affordability is an issue of importance for our community, as has been reiterated during the public engagement for this project. We will be looking for ways to address affordability to the degree possible in this project, as well as connecting the policy decisions made for HB 2001 to other city policies affecting affordability.

**14. Doesn't new market-rate housing cause gentrification, so prices in the neighborhood increase?**

Some people worry that new market-rate apartment buildings in gentrifying neighborhoods raise nearby rents and accelerate gentrification. The concern is that new buildings could change nearby amenities or neighborhood reputation, increasing demand for the neighborhood enough to offset the effect of increasing supply. [Research](#) by economists at the Upjohn Institute have shown that new market-rate apartment buildings in low-income areas do not accelerate gentrification. Instead, they slow rent increases in nearby apartments. This implies that new developments serve mainly to absorb existing demand for an area rather than to generate new demand. In turn, this reduces pressures on nearby rents because many high-income households move to the new building rather than outbidding lower-income households for nearby apartments. New developments are associated with gentrification, but they follow it rather than precede it. Stay tuned for more information on economic impacts of HB 2001 implementation.

**15. Who can I contact if I want to know more?**

You can contact the City's project manager Christina Robertson-Gardiner [crobertson@orcity.org](mailto:crobertson@orcity.org) 503-496-1564. You can also visit [our webpage](#) to sign up for the project mailing list.

DATE: June 29, 2021  
TO: Christina Robertson-Gardiner, AICP  
CC: Dayna Webb, PE, Oregon City  
FROM: Wes Wegner, PE, Wallis Engineering  
RE: Water, Sanitary Sewer, and Stormwater System Implications of HB2001

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## PROJECT PURPOSE AND INTRODUCTION

The purpose of this memorandum is to determine the impact of increased housing density within certain residential zones on the water supply and distribution system, the sanitary sewer collection system, and the stormwater system. Wastewater treatment is provided by the Tri-City Sewer District and potable water supply is provided by the South Fork Water Board; both of which are not assessed in this memorandum.

## EXECUTIVE SUMMARY

House Bill 2001 (HB2001) addresses the shortage of Division 46 Middle Housing in Medium and Large Cities. As a large city, Oregon City is required to meet the new standards set forth in the 2019 law. The additional middle housing units include duplexes, triplexes, townhouses, and cottage clusters – these types of units allow for multiple dwellings on a single Lot or Parcel. These housing types already exist within City limits, but frequently have not been allowed in many neighborhoods. The code amendments set forth to meet the requirements of HB2001 mandate that middle housing be allowed in both existing and proposed developments in low- and medium-density residential zones.

HB2001 requires Oregon City to provide “sufficient infrastructure” to meet demand increases related to allowing middle housing in residential zones. This memorandum provides an assessment of the water, sanitary sewer, and stormwater infrastructure implications of the code amendments contained in HB2001. HB2001 guidance projects a planning level infill growth of 3% and greenfield growth of 3%. The analysis in this memorandum is based on that growth rate. The City does not meet the threshold to request an Infrastructure-Based Time Extension by June 30, 2021 using the growth rate dictated in HB2001 to analyze the adequacy of infrastructure.

This memorandum identifies specific infrastructure components in the water supply and distribution, sanitary sewer collection, and stormwater conveyance systems that will likely be impacted by density increases driven by HB2001. A summary of the infrastructure impacts is described below:

- HB 2001 is not anticipated to impact water distribution pipe sizing, as fire flow capacity is not expected to change. However, the estimated 3% demand increase across low- and medium-density residential zones will create additional storage needs, particularly in the Upper Zone. The City has also identified an existing transmission deficiency between the Henrici Reservoir and the Mountainview pump station that may need to be expedited based on potential HB 2001 demand increases.
- System wide, HB 2001 is not expected to significantly impact the sanitary sewer system because the majority of peak flow is due to infiltration and inflow. However, existing components with

limited capacity, including the Parish Road Pump Station and the Settler's Point Pump Station, should be monitored. If growth is significantly greater than the assumptions in the previous master plans, additional capacity and improvements may be needed sooner than expected.

- Additional greenfield development is not expected to impact the City's stormwater system, because development will likely be greater than the threshold for onsite stormwater management requirements. Infill growth may result in increased stormwater flow if impervious surfaces are less than the onsite stormwater management threshold, and these will need to be assessed on an individual basis. However, infill represents significantly less potential development than greenfield throughout the UGB and is not anticipated to substantially increase stormwater runoff collected by the City's stormwater conveyance system.

Timelines and design criteria for Capital Improvement Projects should be reconsidered as the actual, and not assumed, impacts of HB 2001 are understood with greater reliability. No immediate deviation from current master planning recommendations is warranted as the growth rates assumed in the respective Master Plans are still assumed to be reasonably valid. It is also relevant to note that the Master Planning growth assumptions over the planning period account for significantly more growth within the Urban Growth Boundary than the HB 2001 changes will represent in the near term.

The projected 3% growth increase used to analyze the infrastructure components for this memorandum is not based on historical data, as would normally be the case for master planning level efforts. Growth rates are assumed for this analysis and there remains a high level of uncertainty regarding the actual growth impacts. Basing the need for capital improvements and expenditure on unreliable or unconfirmed data would potentially raise additional concerns and questions regarding the validity of the infrastructure master plans. Therefore, it is recommended that the City actively monitor growth and metric changes as a result of HB 2001 to determine if the assumptions made in the various infrastructure Master Plans and this memorandum are significantly flawed. The collected long-term data should be analyzed at a recommended minimum frequency of once per year. If the analyzed growth metrics resulting from HB 2001 show a significant variance from the master planning assumptions, a re-evaluation of master planning documents should be considered but not until such time that confirmed growth data can be evaluated.

As HB 2001 will allow a large spectrum of dwelling unit options within future developments, the City should also pursue procedures, as part of the HB code amendment process, to evaluate a minimum amount of missing middle housing dwelling units in any infrastructure analysis completed during the land use review process. Larger missing -middle development proposals should be analyzed for project-specific compliance.

## PLANNING ASSUMPTIONS

For the purposes of the memorandum, low- and medium-density residential zones will refer to R-10, R-8, R-6, R-5, and R-3.5 zones as described in the most recent update of the City's Zoning Ordinance. Growth in these zones is anticipated to occur at a 3% density increase for infill growth and a 3% density increase for greenfield development based on a growth estimates set forth by HB 2001 guidance. Greenfield development assumptions include the three designated concept areas: Park Place, Thimble Creek, and South End.

The specific requirements of HB 2001 dictate that the City must provide "sufficient infrastructure" for this additional development. "Sufficient infrastructure" is defined as:

- Connection to a public sewer system capable of meeting established service levels.

- Connection to a public water system capable of meeting established service levels.
- Access via public or private streets meeting adopted emergency vehicle access standards to a city's public street system.
- Storm drainage facilities capable of meeting established service levels for storm drainage.

This memo analyzes the City-owned water system, sanitary sewer collection system, and stormwater system to determine if they represent “sufficient infrastructure” to meet the requirements of HB 2001.

## WATER DISTRIBUTION SYSTEM

Analysis of the water storage and distribution system is based on the *2012 Water Distribution System Master Plan (WDSMP)* prepared by West Yost Associates and the *2020 Amendment* prepared by MurraySmith.

The storage requirements set forth in these planning documents are as follows (*WDSMP Table 4-1*):

- Equalization – 25% of the maximum daily demand (MDD) for the given storage or pressure zone
- Emergency – 100% of the MDD for the given storage or pressure zone
- Fire flow – based on the specific use within the given storage or pressure zone
- A combination of these three components dictates the total storage required in each storage or pressure zone

### Fire Flow

Capacity of the water system to accommodate future growth within the City is in large part controlled by its ability to provide adequate fire volumetric storage and fire flow to all developable areas. The fire flow requirements identified in the 2012 WDSMP for residential units are as follows: single family residential units require a sustained fire flow of 1,500 gallons per minute for two hours, while multi-family residential units require a sustained fire flow of 1,500 gallons per minute for three hours. All water service zones within the City provide, at a minimum, capacity to achieve fire flow for multi-family units. As such, the changes proposed as part of HB 2001 do not affect the required fire flow to any water zones defined in the WDSMP.

Fire flow requirements are also the dictating criteria for pipe sizing in the water distribution network, because the maximum daily demand associated with residential use is considerably less than the required fire flow capacity. Furthermore, the maximum daily demand increase associated with HB 2001 and summarized below is an even smaller proportion of the total flow capacity required for adequate fire flow. Thus, impacts to pipe sizing as evaluated in the WDSMP for future growth are not anticipated to be impacted by the additional development contemplated by HB 2001.

### Maximum Daily Demand

The remaining storage requirements are dictated by the maximum daily demand within a storage or pressure zone. These values will be affected by a density increase within existing and proposed residential areas. There are currently approximately 8,850 existing residential meters within the existing low- and medium-density residential zones. An infill growth of 3% would lead to an additional 266 meters. Assuming each meter represents an equivalent dwelling unit (EDU), the infill growth results in an additional 266 EDUs.

Greenfield development will mainly occur along the outskirts of the City but within the UGB. However, there are unconstrained vacant lands throughout the City's established low- and medium density

residential zones that could potentially see development. In total, 2,396 of a total of 3,990 acres zoned for low- and medium-density residential housing have been developed as of 2008, as per the 2012 WDSMP (WDSMP Table 3-11, Table 3-14). If the remaining 1,594 acres are developed, an additional 5,508 EDUs would be created based on the normalized unit demand factor of 1050 gallons per acre per day established in the 2012 WDSMP (Table 3-12) and the 287 gallons per day per EDU established in the 2020 Amendment (Demand Summary p. 6). A 3% density increase in this greenfield development category would lead to 175 EDUs of estimated greenfield growth beyond the current WDSMP's assumptions.

In addition to infill growth and greenfield development within the UGB, growth will also occur in the three designated concept areas: Park Place, South End, and Thimble Creek. The concept areas have established estimates for total low- and medium-density development. These totals, based on the concept area planning documents, are as follows: 1,041 EDUs for Park Place, 2,299 EDUs for South End, and 1,023 EDUs for Thimble Creek. A 3% density increase across these three concept areas will result in 131 additional EDUs.

The density increases for infill development, greenfield development within the UGB, and concept area development is estimated to result in an additional 572 EDUs. This will result in a MDD increase of 0.38 million gallons per day (mgd). To meet storage requirements, 125% (equalization and emergency storage) of the MDD must be provided through either storage or pump capacity. The additional storage required to meet HB 2001-related density increases throughout the UGB is 0.48 million gallons (MG).

### **Impacts to Water Distribution System**

As discussed above, there are not expected to be any impacts to the water distribution piping system, as pipe sizing is primarily dictated by fire flow requirements. However, there may be impacts to the water storage and transmission infrastructure.

The City is currently assessing options to address storage deficiencies in the Upper pressure zone. The 2020 WDSMP Amendment projects a 2040 storage deficiency of 6.5 million gallons across the Henrici and Boynton reservoirs (2020 WDSMP Amendment, Table 6). A new 250-gallon-per-minute pump station and 1.75-million-gallon reservoir near the Fairway Downs area (2020 WDSMP Amendment, Table 17) are intended to relieve some of this storage deficiency and serve future development in the Fairway Downs and Thimble Creek areas. The Upper pressure zone contains a large proportion of low- to medium-density residential zoning and thus might make up a disproportionate amount of the added demand from increased density. Therefore, storage projections may need to be re-evaluated to account for additional growth to HB 2001. If the proportion of growth within the Upper zone remains the same as existing, the density increase will result in an additional MDD of 0.29 mgd. This would result in an additional 0.36 MG of storage required. As the City experiences growth throughout the Upper zone, the design capacity of the new pump station and reservoir will need to be re-examined and confirmed prior to implementing the recommended improvements.

During peak summer demand, the City also experiences challenges keeping the Henrici reservoir filled and the Boynton standpipe from overflowing. Attempts to maintain reservoir levels by increasing flow from the Mountainview pump station have caused high pressure complaints from the customer base near the pump station. Construction of the Mountainview to Henrici transmission line currently in the Capital Plan (2020 WDSMP Amendment, Appendix F) will provide supply resiliency and will allow the City to utilize existing assets more effectively while addressing pressure issues experienced by customers. The first phase of this new transmission line is under construction as part of the Molalla Avenue project. However, the desired resiliency will not be experienced until the additional phases of the project are completed. The timeline for implementation of the remaining sections and completion of the full transmission line should continue to be prioritized to provide relief from summer season demand issues.



The need for this capital improvement will increase in importance if HB 2001 results in additional growth and density as projected.

## SANITARY SEWER COLLECTION SYSTEM

Analysis of the sanitary sewer collection system is based on the *2014 Sanitary Sewer Master Plan* (SSMP) prepared by Brown and Caldwell. The SSMP relies on a hydraulic model developed by Brown and Caldwell, which was used to model the sanitary sewer system during a 10-year, 24-hour storm event.

### Peak Flow Analysis

Without augmentation of the hydraulic model, it is not possible to make an analytical assessment of the impact of the HB 2001-related density increases. For two reasons, it is not currently recommended that the City re-model the system. As mentioned previously, the 3% growth projection is an assumed growth estimate and is not based on collected data. The additional expenditure to remodel the system based on assumed growth data does not seem warranted. Secondly, an order-of-magnitude estimate can be made using available data, and the result shows very little impact to the collection system. The order-of-magnitude estimate can be made by assuming the same increase in EDUs as established in the water distribution system analysis described above. The SSMP established residential base flow rate of 80 gallons per capita per day and assumed 2.5 residents per EDU (SSMP, Table 3-2). With an additional 572 EDUs, the base flow will increase 0.1 million gallons per day (mgd) beyond the SSMP projections. The SSMP measured a base flow rate of 4.99 million gallons per day (mgd) within the existing system (SSMP, Table D-1). This measurement is now outdated, and current and future base flow rates are assumed to be higher. The increase in density due to HB 2001 only represents an increase in the existing, 2008-measured base flow rate of 2%. This will represent an even smaller component of future base flow rates, which are not summarized in the SSMP.

However, sewer collection systems are designed to convey peak wet weather flow rates, which are significantly greater than base flows due to the impact of infiltration and inflow. The SSMP modeled the sewer collection system under peak wet weather conditions during a 10-year, 24-hour storm. The peak flow rates are projected to be 37.6 million gallons per day (mgd) (SSMP, Appendix E-1). The additional EDUs are not expected to add any additional infiltration and inflow. The increase in peak flow rates is therefore expected to be equal to the additional base flow, plus a peaking factor to account for diurnal flow variations. Assuming a peaking factor of 1.5 (typical value for similar cities), the additional EDUs will increase the peak flow by an estimated maximum of 0.15 million gallons per day (mgd). This is an increase of approximately 0.4%.

### Pump Station Capacity

The SSMP identifies two pump stations that have existing or future capacity concerns: the Parrish Road PS and the Settler's Point PS (SSMP Appendix B). The Parrish Road PS has sufficient capacity for current flows but is anticipated to receive significant future flow from the South End Concept Area. The South End Concept Area has a higher chance to be impacted by HB 2001 than similar proposed developments due to the quantity of projected greenfield development into medium- to low-density housing. Density increases beyond the concept plan proposal and throughout the basin should be monitored by City to determine the need and timing for capacity upgrades to the pump station.

The Settler's Point PS experiences high peaking factors that warrant additional scrutiny. Suspected high levels of I/I inflow from the contributing basin cause flow rates to reach the existing pump station capacity, and projected future flows will further exceed the capacity. A planned I/I project to address these peaking factors has been included in the SSMP. Until the I/I issues are addressed, any density

increases that contribute flow to the basin should be monitored by the City and included in the annual report of middle housing projects. Additional development in the basin could push the pump station beyond its wet weather capacity. A capacity increase for the pump station may be warranted if I/I abatement projects are unable to keep up with the additional demand should significant development occur.

### Impacts to Sanitary Sewer System

System wide, the increase in density due to HB 2001 is not expected to have a significant adverse impact on the sanitary sewer collection system. Base flows are not expected to increase substantially, and peak flows are impacted primarily by infiltration and inflow. The small increases in base flow and peak flow are not likely to change any conclusions of the *SSMP* regarding sewer and pump station sizing. However, on a neighborhood basis, it is possible that certain sewers will need to be upsized if growth occurs faster than assumed in the *SSMP*, and the pump stations discussed above should be monitored closely. It is recommended to revisit planning level assumptions as part of the next sanitary sewer master plan update.

It is also possible that density increases reduce the total I/I levels in the system. Home laterals are a common source of I/I, especially as they age. The infill and greenfield development associated with HB 2001 may create opportunities to repair or replace home service laterals that would not otherwise be addressed during I/I reduction projects. While this impact may amount to a negligible reduction, the new service laterals will, at the very least, not contribute additional I/I.

## STORMWATER SYSTEM

All new development and redevelopment that results in 5,000 square feet of new or replaced impervious surface is required to meet the City's *2015 Stormwater Grading and Design Standards* (Standards). This threshold will apply to all greenfield development and infill development with significant impervious surface creation. Developments above the threshold will trigger the following design criteria (*Oregon City Stormwater Grading and Design Standards Chapter 4*):

- **Flow Control Requirements:** the post-development flows must match predevelopment peak flows between 42% of the 2-year peak flow rate up to the 10-year peak flow rate. For the purposes of this requirement, the predevelopment condition refers to the historical vegetation which existed at the site prior to urban settlement.
- **General Conveyance Requirement:** development within a lot or parcel shall not cause flooding of adjacent or downstream properties. Developments for which this standard applies must implement surface infiltration facilities for collected runoff according to the LID requirement.
- **LID Requirement:** The goal is to prioritize the use of surface infiltration facilities to the maximum extent practicable to mimic the natural stormwater runoff conditions of the pre-developed site and recharge the groundwater. This should be done with surface infiltration to the maximum extent practicable, or onsite retention and infiltration where surface infiltration options are insufficient.

Stormwater and grading design standards are applied to each development as part of the City's development process and the responsibility for compliance falls on the developer including constructing the infrastructure necessary to meet the Standards. It is important to note that greenfield development affected by HB 2001 will likely surpass impervious surface thresholds and will therefore require the developer to mitigate runoff impacts. Additionally, because much of the greenfield area in the City is no longer forested and likely already contributes flow to the City's stormwater system, the flow control

requirement applied to new developments will result in a net decrease in runoff entering the City's stormwater infrastructure up to the design storm.

Developments with small increases to impervious surfaces (less than 5,000 square feet), including infill driven by the code changes allowed by HB 2001, are only required to provide erosion prevention and sediment control (*Oregon City Stormwater Grading and Design Standards Chapter 1*). Any infill development will likely contribute flow to the City's stormwater infrastructure. However, as mentioned in the water distribution system analysis, infill represents significantly less potential development than greenfield throughout the UGB and is not anticipated to substantially increase stormwater runoff collected by the City's stormwater conveyance system. Thus, density increases allowed by the code changes will not adversely impact the City's stormwater system as they will be assessed individually based on development proposals.

## CONCLUSIONS

The assumptions used to analyze the existing water, sewer, and stormwater systems are based on the long-term planning documents developed over the last decade(s) by the City and various consultant engineering firms. These documents provide a roadmap for growth, development, and capital improvement projects that relies on sound engineering judgment, historical trends, hydraulic modeling, and growth assumptions. While the documents provide an adequate illustration of a hypothetical future for Oregon City, the realities of growth and development are challenging to predict. As a point of fact, the 3% infill development and 3% greenfield development used to estimate the HB 2001-related density increases are conservative estimates chosen to provide an adequate margin for growth under the new code changes. The projections included in this memo may prove to be conservative and the actual impacts of higher-density development could vary significantly from those assessed. The greenfield development that will occur in the various concept areas and throughout the UGB represent a much more significant impact to the City's existing infrastructure than missing middle housing development can realistically generate. However, this memo should serve as an opportunity to revisit the assumptions and trends that drove development of the WDSMP/Amendment and SSMP. To reiterate, unlike master plans, the growth estimates in the memorandum are not based on any historical trends. It is recommended that the City of Oregon City monitor the impacts of missing middle housing development on a yearly basis in order to determine if any master planning assumptions warrant re-evaluation. As development and growth occurs, or fails to occur, over the next few years, the City should revisit the schedule and scope of capital improvement projects to meet demand in areas with known or predicted insufficiencies. The most critical areas are:

- **Water:** Capacities of the new 250-gallon-per-minute pump station and 1.75-million-gallon reservoir near the Fairway Downs area should be re-examined to meet additional demand allowed by the code amendments. Additionally, transmission waterline improvements in the Upper Zone should be prioritized and the timeline for the various phases of the project may need be re-examined to provide supply resiliency in the Upper Zone as demand increases.
- **Sewer:** Continuation of I/I reduction programs, particularly in the South Zone. Capacity concerns at the Parrish Road pump station and Settler's Point pump station may warrant capacity increases. Re-assess timeline of capital improvement projects for sewer upsizing as demand increases within the various basins.

These conclusions are also applicable to water and sanitary sewer system implications of the code amendments as proposed in support of the Equitable Housing project that were assessed in the 2018 memo prepared by Wallis Engineering, titled "Water and Sanitary Sewer System Implications of

Proposed Code Amendments for Equitable Housing”. The code amendments included in this project encourage increased housing densities and lead to a projected 160 additional EDUs. The increased densities encouraged by this project will additionally augment the need to re-evaluate and reprioritize capital improvement projects based on development growth.

If the City maintains its commitment to the improvement schedules described in the *WDSMP/Amendment* and *SSMP* while responding dynamically to the challenges described in this memo, the City will be able to provide “sufficient infrastructure” to meet demand increases related to increased housing density.

*P:\15\1524A HRB 2001 Utilities Analysis\400 Design\408 Reports\408.1 Wallis\HB2001\_Water Sewer Utility Impact Memo.docx*