



# **PLANNING COMMISSION**

## **WEDNESDAY, APRIL 10, 2019**

### **II. WORK SESSION**

A. Residential Code Revision Project (Pauly) (60 minutes)



## PLANNING COMMISSION STAFF REPORT

<b>Meeting Date:</b> April 10, 2019		<b>Subject:</b> Introduction to Residential Code Update Project <b>Staff Member:</b> Daniel Pauly, Senior Planner <b>Department:</b> Community Development, Planning Division.	
<b>Action Required</b>		<b>Advisory Board/Commission Recommendation</b>	
<input type="checkbox"/> Motion	<input type="checkbox"/> Public Hearing Date: 02/13/19	<input type="checkbox"/> Approval	<input type="checkbox"/> Denial
<input type="checkbox"/> Ordinance 1 <sup>st</sup> Reading Date:	<input type="checkbox"/> Ordinance 2 <sup>nd</sup> Reading Date:	<input type="checkbox"/> None Forwarded	<input checked="" type="checkbox"/> Not Applicable
<input type="checkbox"/> Resolution	<b>Comments:</b> N/A		
<input checked="" type="checkbox"/> Information or Direction			
<input type="checkbox"/> Information Only			
<input type="checkbox"/> Council Direction			
<input type="checkbox"/> Consent Agenda			
<b>Staff Recommendation:</b> Provide feedback and direction on draft recommendations to revise open space and density calculation regulations for residential development, especially in the PDR Zones.			
<b>Recommended Language for Motion:</b> NA			
<b>Project / Issue Relates To:</b>			
<input type="checkbox"/> Council Goals/Priorities	<input type="checkbox"/> Adopted Master Plan(s)	<input checked="" type="checkbox"/> Not Applicable	

**ISSUE BEFORE PLANNING COMMISSION:** The City adopted most of the current residential development standards, applying outside of Villebois and Frog Pond, in 2000. The City

subsequently adopted changes to Open Space standards in 2005 and changes to Accessory Dwelling Units standards in 2010 and 2019. Application of standards over the years have brought forward a number of areas for improvement and updates to provide clarifications, resolve inconsistencies, and not inhibit reasonable development. After substantial research, staff prepared draft recommendations for comprehensive plan text and development code text amendments and now seeks feedback and direction from the Planning Commission. The topics for discussion and draft recommendations are grouped into two main topic areas, density calculations/lot size and open space requirements. This work session looks to introduce the project. Future work sessions will delve deeper into the details of the necessary Comprehensive Plan text and Development Code text amendments prior to holding a Public Hearing and adopting any amendments.

**EXECUTIVE SUMMARY:** Application of residential development standards, including density, lot size, and open space standards, have brought to surface areas for improvement and clarification. This project aims to address the areas for improvement and provide certain clarifications. For this work session staff prepared a presentation introducing the topic areas and draft recommendations. The presentation begins with laying out the basic concepts guiding the project to this point. Subsequent slides go into each of eight topics. For each topic, details are provided of current issues and considerations followed by draft recommendations. Based on input from the Commission, future work sessions will delve into the details of potential comprehensive plan text and development code amendments. An outline of the presentation for the upcoming meeting is below.

#### Basic Project Concepts:

- Comprehensive Plan density range guides number of units
- No changes to allowed uses
- No changes to existing Comprehensive Plan Map Designations or Zone Map Designations
- Add new Comprehensive Plan Designations and Zone Map Designations to fill density gaps to be potentially used in the future
- Better coordinate minimum and typical lot sizes with Comprehensive Plan/Zoning density ranges
- Allow predictable flexibility rather than uncertainty of the current waiver process
- Emphasize quality over quantity for open space
- Base lot standards (lot coverage, lot width and depth) on lot size rather than zoning

#### Topic Area 1: Density Calculations & Lot Size

- Topic 1.1 Comprehensive Plan Map/Text Density Inconsistency
- Topic 1.2 Comprehensive Plan to PDR Zone Density Conversion
- Topic 1.3 Calculating Allowed/Required Number of Dwelling Units
- Topic 1.4 Conflicting “Land Consuming Requirements”

Topic Area 2: Open Space Requirements

- Topic 2.1 Calculating Open Space
- Topic 2.2. Open Space for Small Projects
- Topic 2.3 Amount of Usable Open Space
- Topic 2.4 Ensuring Usability of Open Space

**EXPECTED RESULTS:** Initial feedback and direction on draft recommendations for updating residential development standards specifically around density calculations, lot size, and open space requirements.

**TIMELINE:**

No specific timeline is currently established. Following the initial work session, each of the 2 topic areas will take at least 1-2 work sessions to work through the details of the recommended amendments. The scheduling of the work sessions will depend on the Planning Commission's work program and the nature of the Commission's feedback and recommendations. Following completion of the work sessions, a public hearing will be scheduled to recommend adoption of a final set of comprehensive plan text and development code text amendments to City Council.

**CURRENT YEAR BUDGET IMPACTS:** This project is using funded internal staff resources.

**FINANCIAL REVIEW / COMMENTS:** N/A

Reviewed by:      Date:

**LEGAL REVIEW / COMMENT:** N/A

Reviewed by:      Date:

**COMMUNITY INVOLVEMENT PROCESS:** Staff has developed a list of parties involved in residential development in the recent past in Wilsonville as well as other interested parties. The list includes developers, builders, real estate brokers, planners, architects, and engineers. The City will specifically gather feedback from this group beyond the typical public notice and advertisement.

**POTENTIAL IMPACTS or BENEFIT TO THE COMMUNITY** (businesses, neighborhoods, protected and other groups): Clearer standards and better design of residential neighborhoods and open spaces.

**ALTERNATIVES:** N/A

**CITY MANAGER COMMENT:** N/A

**ATTACHMENTS:**

- A. Presentation: Residential Code Update Project: An Introduction



# Residential Code Update Project

## An Introduction

Planning Commission Work Session

April 10, 2019

Presented by Daniel Pauly AICP, Senior Planner

# Presentation Outline

- Basic Project Concepts
- Topics and Draft Recommendations
- Two Topic Areas
  - Density Calculations
  - Open Space Requirements

# Basic Project Concepts

- Comprehensive Plan Density range guides allowed/required units
- Minimum Density equals 80% of Maximum Density
- Keep allowed uses the same
- No changes to existing Comprehensive Plan Map Designations or Zone Map Designations

# Basic Project Concepts (continued)

- Add new Comprehensive Plan Designations and Zone Map Designations to fill gaps to be potentially used in the future
- Better coordinate minimum and typical lot sizes with Comprehensive Plan/Zoning density ranges
- Allow predictable flexibility rather than uncertainty existing with current waiver process
- Emphasize quality over quantity for open space
- Base lot standards (lot coverage, lot width and depth) on lot size rather than zoning

Residential Code Update Project



# **TOPIC AREA 1**

## **DENSITY CALCULATIONS & LOT SIZE**

# Topic 1.1: Comprehensive Plan Map/Text Density Inconsistency

- Details:
  - The Comprehensive Plan Text refers to 18-20 du/acre while the map refers to 16-20 du/acre.
- Draft Recommendations:
  - Correct Comprehensive Plan Text to match the 16-20 du/acre, consistent with 80% of max requirement.

## Topic 1.2: Comprehensive Plan to PDR Zone Density Conversion

- Details:
  - Both the Comprehensive Plan and the Development Code lists conversions from Comprehensive Plan map densities to PDR zones. However, the conversions lists are not consistent.

# Topic 1.2: Comprehensive Plan to PDR Zone Density Conversion

- Draft Recommendations:
  - Remove PDR zone references in Comprehensive Plan text
  - Update conversion table in Development Code Section 4.124 to correctly list Comprehensive Plan densities and the corresponding zone historically most typically assigned.
  - Add new Comprehensive Plan density range and corresponding PDR zones to fill current gaps. The new density ranges and zones could be used with future map amendments. No current designations would change.

## Topic 1.3: Calculating Allowed/ Required Number of Dwelling Units

- Details:
  - Not consistent and clear if density calculations are based on gross or net acres
  - Comprehensive Plan Maximum/Minimum density do not consistently correlate with Average Lot Size and Minimum Density and Buildout Requirements in Development Code Planned Development Residential (PDR) text.

## Topic 1.3: Calculating Allowed/ Required Number of Dwelling Units

- Draft Recommendations:
  - Add language in Section 4.124 of the Development Code clarifying a density calculation method based on the gross acreage of the Stage I Master Plan area and the comprehensive plan density. Added language to also indicate how to round, and how to calculate if an area is split between multiple comprehensive plan densities.
  - Remove Average Lot Size, Minimum Density at Buildout requirements, and Examples of Typically Permitted language for each PDR Zone. Minimum and maximum density and minimum and typical lot size will be reflected in table.

## Topic 1.4: Conflicting “Land Consuming Requirements”

- Details:
  - Due to lack of or unclear correlation, it is sometimes not mathematically possible to meet minimum density, allow SROZ density transfer, meet open space requirements, and meet lot size requirements, particularly on smaller projects with SROZ. Added open space requirements from Ord No. 589 in 2005 did not adjust other “land consuming” requirements for appropriate correlation.

## Topic 1.4: Conflicting “Land Consuming Requirements”

- Draft Recommendations:
  - Lot Size:
    - Modify lot size requirements to enable open space requirements to be met under typical conditions.
  - Flexibility without Waivers
    - Continue to allow flexibility in application of the PDR zones when rezoning from RA-H.
    - Establish a defined “Adjustment” process to reduce lot size and open space as necessary to meet minimum density rather than rely on uncertain “Waiver” process.

# Draft PDR Table

Zoning Designation	Comprehensive Plan Map Density Range District*	Max Density per Acre	Min Density per Acre	Minimum Lot Size (square feet)** <i>(Current Code Italics)</i>	Typical Lot Size for 1 unit on its own lot (square feet)** <i>(Current Avg Lot Size Italics)</i>
PDR-1	0-1	1	0.8	24,000 <i>(25,000)</i>	30,000 <i>(30,000)</i>
<b>PDR-VLD</b>	<b>1-2</b>	<b>1.5</b>	<b>1.2</b>	<b>16,000</b> NA	<b>20,000</b> NA
PDR-2	2-3	3	2.4	8,000 <i>(12,000)</i>	10,000 <i>(16,000)</i>
<b>PDR-LD</b>	<b>3-4</b>	<b>3.75</b>	<b>3</b>	<b>6,400</b> NA	<b>8,000</b> NA
PDR-3	4-5	5	4	4,800 <i>(5,000)</i>	6,000 <i>(7,000)</i>
<b>PDR-MD</b>	<b>5-6</b>	<b>6</b>	<b>4.8</b>	<b>4,000</b> NA	<b>5,000</b> NA
PDR-4	6-7	7.5	6	3,200 <i>(4,000)</i>	4,000 <i>(5,000)</i>
<b>PDR-MHD</b>	<b>8-9</b>	<b>9.4</b>	<b>7.52</b>	<b>2,560</b> NA	<b>3,200</b> NA
PDR-5	10-12	12	9.6	2,000 <i>(2,500)</i>	2,500 <i>(3,000)</i>
<b>PDR-HD</b>	<b>12-15</b>	<b>15</b>	<b>12</b>	<b>1,600</b> NA	<b>2,000</b> NA
PDR-6	16-20	20	16	1,200 <i>(none)</i>	1,500 <i>(none)</i>
PDR-7	Over 20	As approved by Zoning Order/Stage 1 Master Plan, at least 20	80% of Max Density	NA	NA

\*Density Range Districts are listed with whole numbers for ease of reference and use on the map, actual density range listed in columns to the right

\*\*Lot sizes based on applying density to conceptual 10 acre site with 25% open space, 20% streets and right-of-way, and consistent lot size. Min lot size reflects maximum density, typical lot size reflects mid point between minimum and maximum density.

Residential Code Update Project

# TOPIC AREA 2

# OPEN SPACE REQUIREMENTS



## Topic 2.1: Calculating Open Space

- Details:
  - Development Code language not clear if gross or net area, or what area type of areas can be included.
- Draft Recommendations:
  - Add language clarifying required residential open space is 25% of the gross area of Stage I Plan area. Other new language clarifies what qualifies as open space.

## Topic 2.2: Open Space for Small Projects

- Details:
  - Historically, feasibility of certain small projects difficult when meeting the 25%, ¼ acre usable open space requirements.
- Draft Recommendations:
  - Make open space subject to “Adjustments” related to allowing minimum density to be met providing defined flexibility particularly applicable to smaller projects.
  - Change the minimum amount of usable open space for small projects, focusing more on quality rather than quantity.
    - 10% usable
    - Min. 2,000 sf for 10 or more units, 1,000 sf for less than 10 units.

## Topic 2.3: Amount of Usable Open Space

- Details:
  - Tiered “usable” open space requirement inconsistent on how it impacts developments of different sizes.
- Draft Recommendations:
  - Move from a Tiered approach requiring, for example, anything from 4-50 lots to have  $\frac{1}{4}$  area, to a percentage approach requiring 10% of gross area be usable, programmed open space.
    - For property with SROZ, 10% of the gross area outside the SROZ
  - Also, provide certainty from beginning rather than open space requirements changing based on number of lots. For example, under the current process, going from 50 to 51 lots would double the amount of usable open space required.

## Topic 2.4: Ensuring Usability of Open Space

- Details:
  - “Usable” not defined in Development Code, odd shaped remnant open space tracts add minimal value to the neighborhood while creating maintenance expenses.
- Draft Recommendations:
  - Require minimum size for each space
    - Generally 2,000 sf, except in developments less than 10 units, 1,000 square feet.
  - Design Requirements
    - Require design by registered Landscape Architect with experience design residential park areas.
    - Require design to maximize the age groups and other user groups served.