



**City of McMinnville**  
**Planning Department**  
231 NE Fifth Street  
McMinnville, OR 97128  
(503) 434-7311

[www.mcminnvilleoregon.gov](http://www.mcminnvilleoregon.gov)

**McMinnville Affordable Housing Task Force**  
**231 NE 5<sup>th</sup> Street, Large Conference Room**  
**Wednesday, April 26, 2017**  
**10:00 AM**

Task Force Members	Time	Agenda Items
Remy Drabkin, Chair	10:00 AM	1. Call to Order/Introductions
	10:05 AM	2. Citizen Comments
Elise Hui	10:10 AM	3. Action Items
Jon Johnson		<ul style="list-style-type: none"><li>Macy Street Vacation Request - Gospel Rescue Mission (<i>Exhibit 1</i>)</li></ul>
Chris McLaran	10:20 AM	4. Discussion Items: <ul style="list-style-type: none"><li>Code Revisions (<i>Exhibit 2</i>)</li></ul>
Kellie Menke	10:50 AM	5. Task Force Member Comments
Darrick Price	10:55 AM	6. Staff Comments – HB 2007, HB 4079, AH Permit Activity, AH Fee Reductions
Alan Ruden	11:00 AM	7. Adjournment
Jeff Sargent		

\*Please note that these documents are also available on the City's website [www.mcminnvilleoregon.gov](http://www.mcminnvilleoregon.gov); click on Government, click on Boards and Commissions, click on McMinnville Affordable Housing Task Force. You may also request a copy from the Planning Department at the Community Development Center, 231 NE 5<sup>th</sup> Street, 503-434-7311.



**City of McMinnville**  
**Community Development Department**  
 231 NE Fifth Street  
 McMinnville, OR 97128  
 (503) 434-7312

[www.mcminnvilleoregon.gov](http://www.mcminnvilleoregon.gov)

## MEMORANDUM

**DATE:** March 22, 2017 (Updated April 21, 2017)  
**TO:** Heather Richards, Planning Director  
**CC:** Jeff Towery, City Manager  
 David Koch, City Attorney  
**FROM:** Mike Bisset, Community Development Director  
**SUBJECT:** NE Macy Street Vacation Request

### **Council Goal:**

Communicate with Citizens and Key Local Partners – Establishing a task force or committee on homelessness.

### **Report in Brief:**

On February 6, 2017, the City received the attached letter from the Yamhill County Gospel Rescue Mission (YCGRM) and H&R Burch Limited Partnership (Burch) regarding the vacation of a portion of Macy Street. The letter requests that the City Council initiate the vacation process, as allowed by state statutes.

### **Background:**

The processes for the vacation of public right of way within incorporated cities are outlined in Oregon Revised Statutes (ORS) Chapter 271. The vacation process may be initiated by the adjacent property owners. Under that process, the property owners must file a petition with the City describing the area to be vacated, outlining the purpose for which the vacated area will be used, and noting the reason(s) the vacation is in the best public interest.

The petition must include written consent from all owners abutting the vacation area, and the written consent from two-thirds of the “affected” property owners. Statute prescribes the definition of “affected” properties, and it is generally all properties within 200’ laterally on each side of the vacated area and within 400’ beyond the extension of the vacated area.

So, in the case of the NE Macy Street request, if the property owners were to initiate the vacation petition, signatures of consent from two-thirds of the property owners would be required from the area bounded by 200’ west and east of Macy, and 400’ north and south of the vacation area (Note that the submitted request from YCGRM and Burch includes the signatures of consent from the abutting property owners).

The second process allowed by ORS 271 is a City Council initiated vacation process. Under that process, the petition from abutting and affected property owners is not required.

Under both vacation processes, the City Council, via Resolution, would set a public hearing date to consider public testimony regarding the proposed vacation. Affected utilities are notified of the proposal and allowed to comment. Notice of the hearing is published in the local newspaper, and the notice is posted at each end of the proposed vacation area. Additionally, notice of the proposed vacation is mailed to those in the abutting and affected areas prescribed by statute.

Upon conclusion of the public hearing, the City Council will consider an Ordinance to vacate the subject area. If the vacation Ordinance is adopted by the City Council, it is recorded with the County Clerk's office, and title to the vacated area is attached to the adjacent properties.

Under the City Council initiated vacation process, statutes allow the vacation to be approved without consent of the abutting owners. In that case, if the vacation substantially affects the market value of such property, the statutes require payment of damages (Note that the submitted request from YCGRM and Burch includes the signatures of consent from the abutting property owners).

The application fee for the property owner initiated vacation process is \$655.00. Those fees cover the costs of processing the application, publishing and mailing the vacation hearing notices, and the fees to record the adopted vacation ordinance.

Under a City Council initiated process, those costs and fees would be paid by the City.

### **Discussion:**

The area subject to the request from YCGRM and Burch includes NE Macy Street, from the south boundary of NE 14<sup>th</sup> Street to the south boundary of YCGRM owned property (see the area map attached to the request). Staff understands that the vacated area would be used for parking by YCGRM, and that the additional land area gained by YCGRM by the vacation would help facilitate the completion of plans to add the approved men's facility on the site.

In the late 1990's, the City completed a transportation project to connect 14<sup>th</sup> Street to the east to the Lafayette Avenue/Riverside Drive intersection. At the time, due to sight distance limitations and safety concerns, the connection of NE Macy Street to NE 14<sup>th</sup> Street was removed. Since that time, properties along that portion of NE Macy Street are accessed from NE 13<sup>th</sup> Street to the south.

Due to the sight distance limitations and safety concerns, City Engineering staff would note that the reconnection of NE Macy Street to NE 14<sup>th</sup> Street in the future would not be recommended. Therefore, staff believes that area subject to the request is not of benefit to the traveling public as right of way.

The area subject to the request does contain City owned public sewer and storm lines. Additionally, it is expected that there are other utilities within the area proposed for vacation (e.g. waterlines, power facilities, communication facilities, etc). If the area were to be vacated, a public utility easement would be maintained over the area to allow for the continued maintenance of the various facilities that are present. Staff would note that the proposed use of the area for parking by the YCGRM would not generally conflict with any utilities contained within a public utility easement.

Given the written concurrence from the abutting property owners, the staff opinion that the area subject to the request is not of benefit to the traveling public as right of way, and the belief that the existing utilities in the area can be accommodated by a public utility easement, staff would be in support of the request that the City Council initiate the vacation process, as allowed by state statutes.

### **Attachments:**

1. Letter from the Yamhill County Gospel Rescue Mission and H&R Burch Limited Partnership (dated February 6, 2017)

**Recommendation:**

Given the connection between the Yamhill County Gospel Rescue Mission and the City Council's goals and efforts related to homelessness, this request is being advanced to the McMinnville Affordable Housing Task Force for review. Staff will advance the vacation request, with the staff and Task Force recommendations to the City Council for consideration at the May 9, 2017 City Council meeting.

Below is a schedule of milestone dates:

- April 26th: Consideration by the McMinnville Affordable Housing Task Force
- May 9th: City Council Resolution initiating the vacation process and setting a hearing date of June 13th
- May 10th: Notice of proposed vacation to affected utilities
- May 30th: Post notice of the proposed vacation at both ends of the proposed vacation area  
Publish 1st notice of the proposed vacation in the News Register  
Mail notice of the proposed vacation to area property owners
- May 31st: Deadline for comments from affected utilities
- June 6th: Publish 2nd notice of the proposed vacation in the News Register
- June 13th: City Council hearing & adoption of vacation Ordinance
- July 13th: Vacation Ordinance effective & recorded

February 6, 2017

Heather Richards  
Planning Director  
City of McMinnville  
231 NE Fifth Street  
McMinnville, OR 97128

Dear Heather:

The Yamhill County Gospel Rescue Mission (the "Mission") owns lots 3, 4, 5, 6 and 7 of Block 4 of Oak Park Addition. Lots 5, 6 and 7 abut the west edge of NE Macy Street.

H&R Burch Limited Partnership ("Burch") owns lots 1, 2, 3, 4 and 5 of Oak Park Addition. Lots 2, 3 and 4 abut the west edge of NE Macy Street.

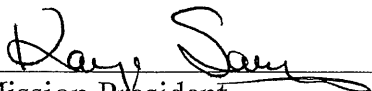
NE Macy Street is and has been for some years closed to through traffic onto 14<sup>th</sup> Street due to traffic safety issues.

Both the Mission and Burch believe it to be in the interest of the City and themselves if the portion of NE Macy Street abutting lots 5, 6 and 7 of Block 58 owned by the Mission and lots 2, 3 and 4 of Block 61 were vacated (See attached map).

Since the portion of NE Macy Street which we are proposing to be vacated is not available for vehicular traffic except to the undersigned property owners, the undersigned request that, in lieu of obtaining written consents of properties in the vicinity, the City Council initiate a vacation process as provided by ORS 271.130.

Thank you for your consideration of this request.

Very truly yours,

  
\_\_\_\_\_  
Mission President

  
\_\_\_\_\_  
Burch Managing Partner

cc: Candace Haines

CSP 7339  
900  
CSP 8082

50 107.5 1 107.5 8 30 30

VAC 50 100 100 RES # 2001-50

14TH

Mission Property

ST

15 100 1900 5 50  
4 5  
3 1901 55 CS 11816 6 50  
2 2000 2100 7 100  
1 8

LOGAN

100 1800 4 50 50 100 1500 5 50 50  
3 58 ↓ 6 50 50  
2 1801 1600 7 50 50  
1 1700 CSP 7339 8 100

Burch Property

1401 4 50 50 100 1400 17312 SF 3 50 50 61 5 100 38 6

13TH

ST

Vacation area of West Street

115 2600 4 5 50  
3 56 6 50  
2 2700 7 50  
1 8 CS 10706

75 2500 2 50 50 100 57

PARK

RAILROAD AVE 12TH 11TH ALPINE AVE  
6400 5 50 50 100 6200 4 50 50 14 3 50 50 5000 5 50 50 100  
6300 3 50 50 6301 2 50 50 4 5 8 1 50 50 6700 5 50 50 100 6500 15 50 50 100  
6700 5 50 50 100 6500 15 50 50 100 15 50 50 100 5300 5 50 50 100 5100 75.70 5 50 50 100  
7000 37.5 7001 100 CSP 7941 5 50 50 100 7100 0.32 AC. 6 6800 100 5400 8 6 5500 7 50 50 100



**CITY OF MCMINNVILLE**  
**PLANNING DEPARTMENT**  
231 NE FIFTH STREET  
MCMINNVILLE, OR 97128  
503-434-7311

[www.mcminnvilleoregon.gov](http://www.mcminnvilleoregon.gov)

## **EXHIBIT 2 - STAFF REPORT**

**DATE:** April 26, 2017  
**TO:** Affordable Housing Task Force Members  
**FROM:** Heather Richards, Planning Director  
Ron Pomeroy, Principal Planner  
Chuck Darnell, Associate Planner  
**SUBJECT:** Code Revisions, AH Efficiency Measures

---

### **Report in Brief:**

This is a discussion evaluating comparable cities' development codes as they pertain to affordable housing efficiency measures – ie are there either barriers or incentives in the development codes promoting or discouraging affordable housing.

### **Background:**

At their meeting on January 25, 2017, the Affordable Housing Task Force asked staff to put together an analysis of development code efficiency measures as they pertain to affordable housing barriers and incentives. (See Attachment, "Measures to Encourage Affordable and Needed Housing").

Staff chose six other communities to use as comparables. These communities were chosen for either their proximity in size to McMinnville (such as Newberg, Ashland, Redmond, and Grants Pass) or their known affordable housing programs (such as Corvallis and Bend).

Staff then started to create tables comparing different elements of the codes.

For the meeting on February 22, 2017, staff put together a comparison on the following efficiency measures:

- Accessory Dwelling Units
- Multi-Family Off-Street Parking Requirements
- Under Four Units Off-Street Parking Requirements
- Residential Street Standards
- Minimum Density Standard
- Limitations on Low Density Housing Types
- Amount of High Density Zoning Districts
- Duplexes in Low Density Zones
- Attached Units Allowed in Low Density Zones

### **Discussion:**

For this meeting, staff has put together a comparison on the following efficiency measures:

---

#### *Attachments:*

*Attachment A: Cottage Codes Analysis*

*Attachment B: Vertical Housing*

*Attachment C: Mixed Use Housing*

- Cottage Cluster Developments
- Mixed-Use Housing
- Vertical Housing

Staff Observations:

Cottage Cluster Developments:

- Cottage development is an innovative way to provide flexibility in housing product, introduce more density to existing residential areas, support efficient use of existing residential land, and allow for infill development. Communities that have begun to allow cottage development have done so for a variety of reasons. Some have done so to respond to the market demand for smaller detached housing units, and some have done so to address density and allow for increased efficiency in the development of existing residential lands within their Urban Growth Boundaries.
- McMinnville does allow for development in the form of the typical cottage housing development. As previously discussed, this type of housing development would be allowed in McMinnville as “condominium” development. However, condominium development is only permitted in the R-4, C-3, and O-R zoning districts (high-density residential and commercial zones).
- Other communities in Oregon have adopted Cottage Development Codes to allow for this type of housing to occur in other residential areas besides those zoned for high density development. There are a variety of approaches to regulating cottage development. Other communities have removed minimum lot size requirements, allowed for density bonuses, or developed unique setback requirements for cottage development sites to allow for the innovative placement of single family units within the larger site.
- Three of the six cities used as comparison communities in our previous research have adopted specific Cottage Development codes. Those communities include Bend, Redmond, and Grants Pass.
- All communities that have Cottage Development codes, especially those that have allowed for cottage development to occur in lower density areas, have included site design and architectural standards that apply to cottage development sites to ensure that the development blends in with the surrounding neighborhood.
- Grants Pass has an interesting Cottage Development code, which includes Guiding Principles specific for cottage development, design requirements, and photo examples of the type of design that the code encourages. These were included in the code to promote high quality construction and ensure that cottage development is compatible with surrounding neighborhoods.

Mixed Use Housing:

- All cities reviewed provide opportunities for mixed use (commercial and residential) development.
- Most cities reviewed have Very few or No mixed use projects on the ground
- Locally funded financial incentives are not offered
- The disincentive does not seem to be the zoning ordinances
- Only one jurisdiction of those reviewed provided low income housing opportunities in a completed project. That is the Village Quarter project in McMinnville.

Vertical Housing:

- Mixed use development defined generally as ground floor commercial with residential above in the same building

---

*Attachments:*

*Attachment A: Cottage Codes Analysis*

*Attachment B: Vertical Housing*

*Attachment C: Mixed Use Housing*



- Legislatively approved program allowing Counties to offer partial tax abatement for 10-years to certified projects
- No requirement that financial benefit to developer/owner be passed on to tenants
- 18 projects approved in the 16 year long program. Of those, only three provided housing for low income residents.

The take-away:

- Zoning opportunities can be provide to encourage the market to move in certain development directions.
- Regarding mixed-use developments and, in particular, those that provide low income housing opportunities, it appears that, substantial subsidies or other financial incentives are necessary to push the market to do so.
- Additionally, the ability to realize average market rate (or higher) rents is a key component for construction of a mixed use project.

---

*Attachments:*

*Attachment A: Cottage Codes Analysis*

*Attachment B: Vertical Housing*

*Attachment C: Mixed Use Housing*

## Measures to Encourage Affordable and Needed Housing (within existing UGB)

### Affordable Housing Measures (23 total points) Section 0060(3)(a)

#### Density Bonus (max 3 points)

- 3 points – Density bonus of at least 20%, no additional design review
- 1 point – Density bonus with additional design review

#### Systems Development Charges (max 3 points)

- 3 points – At least 75% reduction on SDCs
- 1 point – Defer SDCs to date of occupancy

#### Property Tax Exemptions

- 3 points – Property tax exemption for low income housing
- 3 points – Property tax exemption for non-profit corp. low income housing
- 3 points – Property tax exemption for multi-unit housing

#### Other Property Tax Exemptions/Freeze

- 1 point – Property tax exemption for housing in distressed areas
- 1 point – Property tax freezes for rehabilitated housing

#### Inclusionary Zoning

- 3 points – Imposes inclusionary zoning

#### Construction Excise Tax

- 3 points – Adopted construction excise tax

Cities must have adopted measures totaling at least 3 points of affordable housing measures **and** at least 12 points overall they may apply for up to 6 points of credit for alternative measures

### Needed Housing Measures (30 total points) Section 0060(3)(b)

#### Accessory Dwelling Units (max 3 points)

- 3 points – ADUs allowed in any zone without many constraints
- 1 point – ADUs with more constraints

#### Minimum Density Standard (max 3 points)

- 3 points – Minimum density standard at least 70% of maximum
- 1 point – Minimum density standard at least 50% of maximum

#### Limitations on Low Density Housing Types

- 3 points – No more than 25% of residences in medium density to be detached
- 1 point – No detached residences in high density zones
- 1 point – Maximum lots for detached homes medium/high zones  $\leq 5,000$  sq ft

#### Multifamily Off-street Parking Requirements (max 3 points)

- 3 points –  $\leq 1$  space/unit for multi-unit dwelling and  $\leq 0.75$  spaces/unit for units within one-quarter mile of transit
- 1 point –  $\leq 1$  required parking space/unit in multi-unit dwellings

#### Under Four Unit Off-street Parking Requirements

- 1 point –  $\leq 1$  space/unit required for detached, attached, duplex, triplexes

#### Amount of High Density Zoning Districts (max 3 points)

- 3 points – At least 15% of all residential land is zoned for high density

- 1 point – At least 8% of all residential land is zoned for high density

#### Duplexes in Low Density Zones (max 3 points)

- 3 points – Duplexes are allowed in low density zones
- 1 point – Duplexes are allowed on corner lots in low density zones

#### Attached Units Allowed in Low Density Zones

- 1 point – Attached residential units allowed in low density zones

#### Residential Street Standards

- 3 points – Allowed minimum local residential street width 28 feet or less

#### Mixed-Use Housing

- 3 points – At least 50% of commercial zoned land allows residential

#### Low Density Residential Flexible Lot Sizes

- 1 point – Minimum lot size in low density zones is 25%+ less than the minimum lot size corresponding to maximum density

#### Cottage housing

- 1 point – Allows cottage housing

#### Vertical housing

- 1 point – Allows vertical housing

Topic	McMinnville	Newberg	Bend <sup>1</sup>	Ashland	Redmond <sup>2</sup>	Corvallis	Grants Pass <sup>3</sup>
<b>Cottage Codes</b>							
<b>Type Allowed</b>	- Cottage development not specifically allowed  - Same form could be allowed as “condominium” development	- Cottage/cluster development not specifically allowed	- Cottage Housing Development - Cluster grouping of 4-12 cottages on one site - One site can contain more than one cluster	- Cottage/cluster development not specifically allowed	- Cottage Development allowed - Single family dwellings permitted - Site must contain a minimum of 4 cottages	- Cottage/cluster development not specifically allowed	- Cottage Development allowed - Cluster of 4-12 small, single family dwelling units on one site - Site must contain a minimum of 4 cottages, and no more than 12 cottages
<b>Zoning Districts Allowed</b>	- Condominium development permitted in R-4, O-R, and C-3		- Standard Density Res (RS) - Medium Density Res (RM) - Medium-10 Res (RM-10) - RS & RM make up majority of residentially zoned land in Bend		- Conditional use in R-2, R-3, R-4, and R-5 districts		- Permitted in all residential districts, with approval by hearing’s officer or Planning Commission
<b>Density</b>	- Minimum lot size of 1,500 sf/dwelling unit		- Minimum densities of 4 units/acre in RS, and 12 units/acre in RM - Max. density cannot exceed underlying zone		- No minimum overall site or individual lot sizes - Densities: R-2: 4-9 units/acre R-3: 4-10 units/acre R-4: 5-12 units/acre R-5: 8+ units/acre		- Density bonus allowed, up to 125% of the maximum density of the underlying zone
<b>Setbacks</b>	- Follows standard R-4 setback requirements		- Standard setbacks between any building and site perimeter - Smaller setbacks between buildings within site		- Standard setbacks between any building and site perimeter - Smaller setbacks between buildings within site		- Standard setbacks between any building and site perimeter - Smaller setbacks between buildings within site
<b>Material Requirements/Design Standards</b>	- None		- Each unit served by individual utilities - Covered entries required - Pathways required - Common accessory structures allowed		- Orientation of cottages toward open space - FARs for cottage units - Architectural standards for cottages & accessory structures - Pathways required		- Guiding Principles related to site design, architecture, and building materials to guide cottage development - FARs and building footprint maximums for cottage units
<b>Open Space</b>	- 25% of site required to be landscaped		- Common open space required at minimum of 400 sf/cottage - Private open space required at 400 sf/cottage		- Minimum common open space of 500 sf/cottage - Minimum private open space of 300 sf/cottage		- Minimum common open space of 400 sf/cottage - Minimum private open space of 250 sf/cottage
<b>Parking</b>	- Follows standard multi-family requirements		- Number based on cottage size and number of BRs - Location flexible		- 2 parking spaces required per cottage unit - Location flexible		- 1 space required per cottage unit, plus 1 extra space per 4 cottage units - Location flexible

<sup>1</sup> Bend Development Code Table 4.5.600

<sup>2</sup> Redmond Development Regulations 8.0285

<sup>3</sup> Grants Pass Development Code 18.300

# Character-Compatible, Space-Efficient Housing Options for Single-Dwelling Neighborhoods

May 2016



### 3. COTTAGE CLUSTERS

Cottage clusters are groups of relatively small homes, typically oriented around a shared common space, such as a courtyard, garden, quiet street, or alleyway. They can be found in urban, suburban, or rural areas, and range in site area and number of dwellings. As architect Ross Chapin, architect and developer of many clustered residential developments, puts it, cottage clusters are designed around peoples’ natural “scale of sociability.”

As home sizes decrease, the importance of site and building design arguably increase. To support community interactions, provide essential buffer areas between private and public spaces, and ensure they fit in well with the surrounding neighborhood, successful cottage cluster developments rely on design and density strategies that are quite different from patterns found in typical single-dwelling developments.



*Third Street Cottages in Langley, WA, is a community of eight detached cottages located on four standard single-dwelling lots, oriented around a shared commons building and tool shed. (Photo courtesy of Third Street Cottages and Ross Chapin Architects.)*

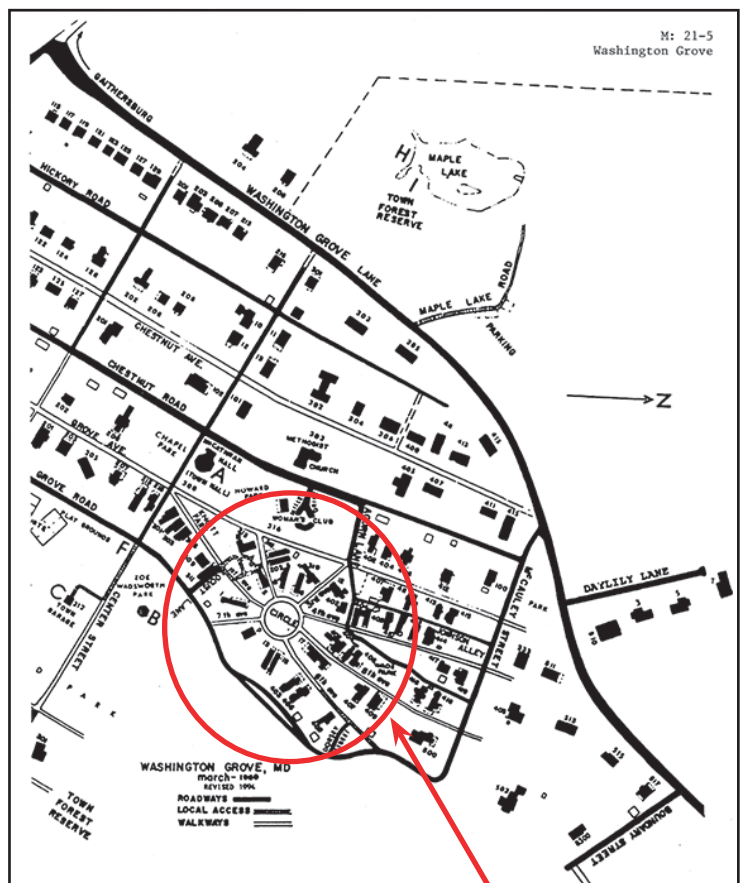
#### Cottage Cluster Characteristics

Cottage Clusters – Typical Characteristics	
<b>Form</b>	
	• 4-14 detached homes situated around shared open space
	• Home sizes under 1,000-1,200 square feet
	• Recently built cottage clusters often feature deep porches, kitchens facing courtyards, and bedrooms tucked in the back or upstairs. Older examples of the form may have some or none of these design elements.
	• Similar configurations with attached homes may be also called courtyard apartments
	• Parking is either not required on-site or located along the site perimeter
<b>Ownership</b>	
	• Fee simple lots (Case Study: Wyers End)
	• Single-lot Planned Development with condominium ownership (Case Study: Cully Grove)
<b>Density</b>	
	• Varies; up to 225% of single-dwelling densities

## History & Regulatory Context

Precedents for small homes clustered around common spaces go back as long as people have been building homes. Early examples of recognizable cottage clusters in the United States find roots in Methodist and other camp meetings from the early 1800s that grew over time into permanent housing developments. One such community that still exists is Washington Grove in Montgomery County, MD, a mostly car-free neighborhood of small, ornate homes, anchored by a cluster of “Cottages in a Circle” around a common green.

A more recent form of cottage cluster housing is the Bungalow Court, which was introduced in Pasadena, CA, in 1909 as a collection of small, inexpensive, detached single family homes around a central garden courtyard.<sup>8</sup> These are quite similar to the courtyard clusters found in Salem (see the Catterlin Cottages case study) and other Oregon cities, mostly built before single-dwelling zoning was widely introduced in the 1950s. Minimum lot sizes and one-house-per-lot requirements, which figured prominently into this new approach to residential zoning, were (and still are) largely incompatible with cottage cluster housing. Couple in the growth of average home sizes and increase in home ownership rates<sup>9</sup> following World War II, and it's easy to see why construction of new cottage clusters ceased - even as pre-existing examples of this housing form continued to provide small, affordable housing options amidst larger and more expensive homes built in the latter half of the century.



Washington Grove, Montgomery County, MD.  
(Images courtesy of the Maryland Historical Trust.)

Common Green

<sup>8</sup> James Curtis and Larry Ford, “Bungalow Courts in San Diego: Monitoring a Sense of Place,” *Journal of San Diego History*, Spring 1988.

<sup>9</sup> James Pollock, “Long-term home ownership trends: The US, England, and Canada,” *Housing Finance International*, March 2014.



Cottage clusters on Cottage Street NE, Salem, OR.  
 (Photos courtesy of TGM.)

More recently, cottage housing codes crafted in the 1990s and 2000s were introduced to support housing diversity and affordability on infill sites in single-dwelling zones, primarily aimed at one- and two-person households. In 1995, the City of Langley, WA, working to meet the State of Washington Growth Management Act’s urban growth and housing goals, adopted the Cottage Housing Development code provision, the first of its kind to be implemented in the Pacific Northwest. Architect Ross Chapin, who was instrumental in creating this Langley code, has since designed and/or developed a number of cottage cluster communities across the country. He often works with local jurisdictions to adopt supportive zoning code regulations as a necessary precedent to constructing cottage cluster developments (See Wyers End case study in White Salmon, WA).

### Code Elements

Cottage cluster codes depart in multiple ways from typical single-dwelling zone standards, as summarized below:

Attribute	Typical Single-Dwelling Zones	Cottage Clusters
Density	3,100 – 10,000 square-foot lot / unit	Can double densities found in single-dwelling zones
Home size	Median size of new U.S. home in 2014 was 2,506 sf <sup>10</sup>	Up to 1,200 sf (and ≤1,000 more typical)
Height	Typically 1-3 stories	Typically 1-1.5 stories
Development size	Varies widely	Typically 4-12 homes; larger communities may have more homes around two or more courtyards on the same or contiguous plots of land
Orientation	Facing a public street or road	Dwellings are oriented toward a common green, courtyard, or other central feature
Common buildings	Rare	May include shared common buildings for meals, guest accommodations, and/or social gatherings
Parking	Street-facing garage or carport houses one to two vehicles	Parking is located on the edge of the property, or no parking is provided/required

<sup>10</sup> <http://www.census.gov/construction/chars/highlights.html>

Attribute	Typical Single-Dwelling Zones	Cottage Clusters
Location	Allowed in any residentially zoned area, regardless of lot size	Sometimes limited to specific overlay zones and/or properties over a minimum size

For the purpose of this study, the key elements of cottage cluster codes are:

1. Home size caps in exchange for density bonuses
2. Relaxed off-street parking requirements

In addition, design requirements are often included to ensure a threshold level of community-oriented design (e.g., covered front porches, homes fronting on shared central courtyard, vehicle access and parking at periphery) and compatibility with neighborhood context. Sometimes codifying design expectations makes adoption of new codes more politically feasible, even if developers might have incorporated them into their projects regardless.

Yet, the cottage cluster regulations uncovered while researching this report were often used just once, when used at all. Since projects built using these codes were quite well received by residents and the surrounding community, it raises the question of whether standard cottage cluster codes might be stricter than they need to be. With so few new built examples, particularly of cottage cluster communities that weren't well received, there are insufficient data to get definitive answers. But it is possible to itemize key features of cottage cluster codes and suggest how they might be adjusted to try and increase production rates of this housing type while still fitting in nicely to existing neighborhoods.

Jurisdictions wanting to see broader use of this model could experiment by:

- Increasing the density bonus and/or the home size cap; and
- Relaxing or removing code requirements (e.g., minimum front porch sizes, requirements that homes be oriented towards central courtyards, parking location standards) geared towards community-oriented design that are helpful for neighborhood compatibility, but not essential to respond to the demand for smaller, more affordable, and environmentally-friendly housing choices.

Summarized below are some common code provisions, and how they may influence the likelihood that cottage clusters will be developed in a particular jurisdiction:

Provision Type	Supportive Codes	Limiting Codes
Density	<ul style="list-style-type: none"> <li>• Provide density bonus in exchange for unit size caps</li> </ul>	<ul style="list-style-type: none"> <li>• Offer no increase in density</li> </ul>
Ownership	<ul style="list-style-type: none"> <li>• Allow property to be divided into fee-simple lots or have multiple homes on a single lot (that could be rented out or sold as condominiums)</li> </ul>	<ul style="list-style-type: none"> <li>• Require whole cluster to be on a single tax lot, or</li> <li>• Require the creation of multiple lots through a subdivision</li> </ul>
Eligible Properties	<ul style="list-style-type: none"> <li>• Establish overall site size minimums (~6,000 sf) that allow for small, infill clusters</li> <li>• Allow outright in all residential zones</li> </ul>	<ul style="list-style-type: none"> <li>• Establish large lot size minimums (e.g., 21,000 sf) for cottage clusters that rule out many possible development sites</li> <li>• Allow only in a special overlay district or in particular residential zones</li> </ul>
Site Features	<ul style="list-style-type: none"> <li>• Allow building coverage to exceed single-unit dwelling requirement</li> </ul>	<ul style="list-style-type: none"> <li>• Expand side/rear setbacks and building separation requirements</li> <li>• Require inclusion of a "Common house" and other common amenities (e.g., fire pit, etc.)</li> </ul>



Provision Type	Supportive Codes	Limiting Codes
Homes	<ul style="list-style-type: none"> <li>• Allow a range of sizes (e.g., 600 sf – Wyers End; 1,200 sf - Commons at NW Crossing)</li> <li>• Allow both attached and detached homes</li> </ul>	<ul style="list-style-type: none"> <li>• Establish specific building and design requirements, such as porches, height limits, trim, eaves, and other features</li> <li>• Require design review*</li> </ul>
Off-Street Parking	<ul style="list-style-type: none"> <li>• Minimize or waive off-street parking requirements for clusters near frequent transit</li> <li>• Allow on-site parking to be clustered along the edge of property</li> </ul>	<ul style="list-style-type: none"> <li>• Require one or more off-street parking spaces per home</li> </ul>
Standard Provisions	<ul style="list-style-type: none"> <li>• Common open space requirement</li> <li>• Require design review, conditional use, or other discretionary review (true for all cottage cluster codes examined for this report). However, codes could be written to allow clustered housing by right.</li> </ul>	

\* Note the discussion in Recommendations, below, regarding design requirements.

## Recommendations

### *(1) Couple Density Bonuses with Home Size Caps*

It is critical to the success of cottage cluster codes that density bonuses and home size caps go hand-in-hand. Without a density bonus, developers have no financial incentive to opt in to home size limits. With a suitable density bonus, builders can spread the fixed cost of land across more units, allowing them to build smaller homes *and* compete successfully with land buyers who would construct larger homes.

### *(2) Avoid Minimum Individual Lot Size Requirements*

Some jurisdictions set minimum sizes for individual cottage cluster home lots as high as 2,100 square feet. Such a standard could hinder the development of compact home clusters, especially in inner, higher-density residential and mixed-use neighborhoods. Cities could consider leaving out lot size minimums all together, relying instead on compliance with all other appropriate standards to ensure good design and neighborhood compatibility.

### *(3) Support Community-Oriented Site Plans with Flexible Subdivision or Planned Development Rules*

Cottage cluster codes support community-oriented site layouts, particularly for deep lots large enough to accommodate multiple homes. By defining courtyards or common greens as streets (Portland, OR), or by allowing multiple homes on a single lot through a planned development process, cities can legalize a path for developers to orient homes to a central garden, lawn, or other active space rather than a paved central parking area or public street. Although such code provisions support nice site plan designs, they do not encourage the cottage development to be any denser than other residential development allowed in the zone. Without an accompanying density bonus, there's no reason to expect homes in these developments will be smaller than average.

### *(4) Strike a Balance with Design Requirements*

Those cottage cluster codes adopted thus far have tended to have fairly strict design and site layout requirements. Such requirements may have been written for a particular project or to

respond to concerns expressed by neighbors. They may turn out to be insufficiently flexible to accommodate cottage developments on properties elsewhere in the jurisdiction, each with its own unique characteristics. In some cases (e.g., Sisters and Wood Village), cottage cluster codes have been adopted, but remain unused. It is also important to note that while design and other review processes can be highly involved and lengthen project timelines, they can also be critical to a project’s success, particularly with housing types that are proposed in a jurisdiction for the first time. City councils may be less likely to consider passing an ordinance without design requirements, or taking any other measure that might allow a project unless they are confident that the ultimate development will be aesthetically pleasing, well-designed, and that existing neighborhood character will be maintained.

*(5) Experiment with Geographically-Specific, Limited Adoption*

It can be difficult to measure the extent to which design requirements, or any requirement, may constrain the application of cottage cluster codes. Cities may benefit from experimenting with an initial cluster code limited to a very small geography, with the intent to revisit the code in a few years. Since only a small proportion of Oregon communities have cottage cluster ordinances to date, odds are high that a developer wanting to build this type of community would need to pass an ordinance first, as happened in White Salmon, WA; Bend, OR; and Manzanita, OR. This adds some cost and risk to the development process, limiting usage of this housing model to developers who are especially driven to give it a try.

<b>Benefits and Limitations of the Cottage Cluster Housing Type</b>	
<b>Benefits</b>	<b>Limitations</b>
<p><i>More Efficient Use of Land</i> It is not unusual for cottage cluster developments to double the underlying zoning’s density. If cottages are clustered densely enough, the cost per unit can be lower than nearby larger single-unit homes (though the cost per square foot is generally higher).</p> <p><i>Flexible Ownership Models</i> Cottage clusters can be rental (Catterlin Cottages in Salem, OR), owned as fee simple lots in a subdivision (Wyers End in White Salmon, WA and Northwest Crossing in Bend, OR), or owned as condominiums (Cully Grove in Portland, OR).</p> <p><i>Flexible Scale of Development</i> Over the past two decades, the Pacific Northwest has witnessed increased demand for cottage clusters across a wide range of city sizes and neighborhood densities. Partly because they can be designed successfully at a wide range of scales, cottage clusters can be found in cities of all sizes, including Portland and Salem, or towns like White Salmon, WA, and tiny Manzanita, OR.</p>	<p><i>Availability of Suitable Lots</i> Unlike other development models in this report that can be implemented at the scale of one single-dwelling residential lot, cottage clusters require relatively large parcels of land, which can be hard to find or assemble in desirable, pedestrian-friendly locations.</p> <p><i>Lack of Familiarity with Sharing Space</i> Many buyers are increasingly gravitating toward housing options that allow them to down-size, economize, and share resources. However, the culture of individual ownership of private homes with fully private yards is deep-rooted, limiting the breadth of demand for cottage cluster housing.</p>

**Conclusions**

Cottage cluster zoning is a critical infill development tool, providing a larger number of relatively small homes compared to more standard infill at the single home, lot by lot level. On the one hand, this creates the opportunity for efficiencies of scale by building multiple small homes all at once, close to one another. On the other, it can be a more difficult housing type

to site because of the amount of land required per cottage cluster development. So, although clusters are well-suited for under-developed and/or awkwardly shaped pieces of property, these kinds of parcels are more frequently found in more suburban or even rural locations than in built-out neighborhoods.

Although there are many examples of older clustered developments (including cottages and courtyard apartments), this type of housing is only now starting to re-emerge. Part of the reason for this is its appeal to a range of households, including empty nesters and families with children, who tend to prioritize community over large homes. Building cottage clusters around shared spaces doesn't guarantee that a cohesive community will form, but it does stack the odds in favor of residents getting to know one another more than they might in a more conventional neighborhood subdivision setting.

## COTTAGE CLUSTER CASE STUDIES

### Commons at NorthWest Crossing – Bend, OR

#### *Irregular lot development in an experimental/opportunity district*

**Location:** Skyliners Rd & NW Lemhi Pass Drive, Bend, OR (population 81,236)

**Owner/Developer:** West Bend Property Company

**Architect:** Jason Offutt, The Shelter Studio, Inc.

**Builder:** Tye Development

**Type:** 14 single-family cottages on 1.91 acres, Subdivision, owned as fee simple lots with homeowner association

**Square Footage:** 793–999 sf

**Year Built:** 2013–2015

The Commons at NorthWest Crossing is a cluster of traditional-style cottages oriented around a common courtyard, with a large gardening and recreation area along the southeastern edge. The Commons offers efficient, relatively affordable homes that are designed to work well for singles, couples, and empty nesters looking to downsize. The project is close to Galveston Avenue restaurants, breweries, Rimrock Park, and adjacent to pedestrian, biking, and hiking paths.

Homes in the Commons range from 793-square-foot one-bedroom units to 999-square-foot two-bedroom units. Unlike typical cottage cluster developments where parking is clustered on the edge of the property, each cottage also has an attached one- or two-car garage. An additional five spaces are located near the Commons entrance.



*1,200 square foot cottage, Commons at NW Crossing, Bend, OR.  
(Photo courtesy of Tye Development.)*

### The NorthWest Crossing Residential Cluster

Housing Overlay District, based on Langley, Washington's cottage cluster code, was adopted into the NorthWest Crossing Overlay Zone in order for this development to proceed. This Cluster Housing Overlay District sets standards for cottage cluster developments, including maximum cottage floor areas of 1,000 square feet (1,200 with an attached garage), site layout specifications, and open space requirements. The NorthWest Crossing Overlay Zone, within which the Cluster Housing Overlay District is located, allows for a density of up to 12 units per acre, significantly higher than the underlying zone (Bend's Standard Residential/Urban Standard Density zone - RS) allowance of up to 7.3 units per acre.



*Commons at NW Crossing site plan, Bend, OR.  
(Image courtesy of Tyee Development.)*

The Commons, however, has 14 units on 1.91 acres, at a density of 7.33 units/acre, barely over the minimum density allowed in the Standard Density Residential District. Developers indicated that the parking arrangement and relatively low density are responses to local buyer preferences for parking and storage space, as well as challenging site topography. That said, the small increase in allowed density does little to meet the potential that cottage cluster codes have for supporting land-efficient development patterns.

The City of Bend views the NorthWest Crossing Zone area as a laboratory for new housing ideas. Hence, the Commons essentially became a plan district, and was allowed to employ a new set of codes specifically for cottage clusters. Following project execution, Bend is considering extending the cottage cluster provision to additional parts of the city.

Bend now also has a Cottage Housing Development code, which may be applied in the Standard Density Residential (RS), Medium Density Residential (RM), and Medium-10 Residential (RM-10) zones outside of the NorthWest Crossing area. However, increased density is not available in exchange for smaller homes. The Cottage Housing Development code, rather, stipulates that

maximum densities shall not exceed those of the base zone.<sup>11</sup> Further, in addition to an on-site parking minimum (one space per one-bedroom and 1.5 spaces per for two-bedroom cottages), the requirement for an attached garage increases allowable floor area from 1,100 to 1,200 square feet, perhaps making cottage developments less suitable to compact, inner areas.

### ***Supportive Code Provisions***

The NorthWest Crossing Cluster Housing Overlay District provides flexibility for commons-oriented design elements such as street frontage and lot coverage. The NorthWest Crossing Overlay Zone allows for up to 12 units per acre, however this density bonus was barely used at this site.

### ***Limiting Code Provisions***

Currently, increased density for smaller homes is not offered outside of the NorthWest Crossing Overlay District. Cottage housing developments that are permitted in other single-dwelling zones via the Cottage Housing Development code offer no density beyond the base zone.

### ***Lessons Learned***

Even though this project minimally utilized the density bonus provision available to small cottage developments, it demonstrates how cottage cluster zoning can facilitate development of irregular lots with topographic challenges, and meet market demand for significantly smaller units within walking distance of nearby amenities. It is also a successful example of experimental adoption of the cottage cluster housing type in anticipation of expanded applicability to single- and multi-dwelling zones throughout the city.

### ***Current Status***

Cottages are being completed and sold in batches, with three homes available at a time. Of the five pre-sold cottages at the time of this report, all buyers are empty nesters and/or second-home buyers.

Project website: <http://thegarnergroupharcourtsusa.com/Home/Neighborhoods/The-Commons-at-NorthWest-Crossing/5456>

---

<sup>11</sup> The aforementioned Cottage Housing Development code (Section 4.5.600, "Cottage Housing Development") is not included in the appendix to this report. To find this provision, please visit the City of Bend at [www.codepublishing.com/OR/Bend](http://www.codepublishing.com/OR/Bend).

## Wyers End – White Salmon, WA

### *Site-specific code adoption and subsequent expansion*

**Location:** Fifth Street and Jewett Boulevard, White Salmon, WA (population 2,305)

**Owner/Developer:** Smart Development Corporation

**Architect:** Ross Chapin

**Builder:** Skyward Construction

**Type:** 11 residential bungalows, 7 cottages, and 10 homes with flexible live/work space within a mixed-use planned unit development on 2.4 acres, owned as fee simple lots with home owner’s association

**Square Footage:** 600–1,500 sf

**Year Built:** 2006–2008

Wyers End is composed of 28 homes: 11 residential bungalows, 7 cottages, and a yet-to-be-built second phase of 10 homes with flexible live/work space on a 2.4-acre, wedge-shaped infill site three blocks from the center of White Salmon, WA. Wyers End replaced Timms Trailer Court, while preserving the mature oak trees that now shade many front yards and footpaths. Its density is similar to that of the former trailer park: 28 homes replaced 29 single-wide trailers. Home sizes range from 600-square-foot, one-story cottages to 1,500-square-foot, two-story houses.

Designed as a “pocket neighborhood,”<sup>12</sup> Wyers End homes are oriented toward courtyards, small park-like areas, and landscaped walkways. There is also a small common building used mostly as a community meeting space. Parking is provided in attached garages for some units, detached parking for others, and a parking strip along Lower Wyers St. for the smaller cottages.



*Live-work homes, Wyers End, White Salmon, WA.  
(Photo courtesy of Ross Chapin Architects.)*

Wyers End could not have been developed under existing zoning codes, so the developer and architect presented the idea of cottage cluster zoning at a town hall meeting. Sixteen months later, the City adopted Ordinance 2006-08-783, based on Langley, Washington’s cottage housing development code (Langley Municipal Code 18.22.180).<sup>13</sup> The amendment added Chapter 17.74 to the Zoning Ordinance for the City of White Salmon, providing for a Mixed Use Planned Unit Development (MU-PUD) overlay zone, with standards for cottage dwellings.

<sup>12</sup> A term coined by Ross Chapin and described in his 2011 book, *Pocket Neighborhoods: Creating Small-Scale Community in a Large-Scale World*, Taunton Press.

<sup>13</sup> Excerpts from Langley’s code are included in the Code Appendix to this report.

Chapter 17.74 increased the single-dwelling density permitted in the underlying R-2 (Two-Family Residential) and R-3 (Multi-Family Residential) zones by 200% and 225%, respectively, where the MU-PUD overlay is applied, so long as the developer caps the square footage and height of new homes, organizes them into four-to-ten-home clusters, provides shared common spaces, and meets special design, parking, screening, and setback requirements.<sup>14</sup> Both base zones require 5,000-square-foot minimums for single-family lots, whereas the MU-PUD overlay zone allows densities of one home per 3,500 and 3,000 square feet, respectively. Rather than



*Cottages, Wyers End, White Salmon, WA.  
(Photo courtesy of Ross Chapin Architects.)*

establishing minimum lot sizes, it states that: “The minimum lot sizes will be the product of compliance with all other standards and criteria applicable to the cottage development as a special use within a PUD.”<sup>15</sup> The MU-PUD was intentionally crafted so it could only be used at



*Site plan for Wyers End, White Salmon, WA.  
(Image courtesy of Ross Chapin Architects.)*

two or three locations in town, one of which was the site of Wyers End. This allowed White Salmon to explore this development type on a limited basis before deciding whether to make it more broadly available. While no other cottage clusters have been proposed for White Salmon, a City planner indicated that there would likely be enthusiastic support for more.

<sup>14</sup> Section 17.73.010, “Cottage Infill Projects,” White Salmon Zoning Ordinance.

<sup>15</sup> White Salmon Ordinance 2006-08-783, Section 17.74.080.B.6.



### ***Supportive Code Provisions***

The MU-PUD provision, adopted specifically to allow this development, offers a substantial density bonus in exchange for more compact homes, shared open space, and other attributes. In addition to the MU-PUD provision, under which Wyers End was permitted, White Salmon's zoning ordinance now offers a Cottage Infill Project overlay (Chapter 17.73) in two residential zones (R2 and R3). Both offer density bonuses for smaller home sizes, but the land use processes differ. Cottage infill projects are treated as conditional uses subject to a special site plan review process, whereas PUDs (as used for Wyers End) are classified as special uses that must meet additional, prescriptive development standards.

### ***Limiting Code Provisions***

The MU-PUD Provision, which allowed Wyers End to move forward, has not to date been applied to additional sites or areas. In addition, the Cottage Infill Projects overlay is narrowly applied: the overlay is not allowed in the R-1 (Single-Family Residential District) or the RL (Single-Family Large Lot District) zones, and the minimum site areas for cottage-style developments start at 21,000 or 14,000 square feet. Collectively, these severely limit the number of properties eligible for cottage-cluster-style developments. Furthermore, the Cottage Infill Projects overlay contains a number of requirements, above and beyond capping home sizes, to earn a density bonus. Finally, the allowed bonus (from 5,000-square-foot minimum lot sizes to 3,000 or 3,500 square feet) still yields a fairly low density – and may be insufficient to incentivize cottage cluster development.

### ***Lessons Learned***

Meeting the requirements of the MU-PUD provision was already contemplated for the Wyers End development, for which it was written. Adopting a site-specific ordinance allowed White Salmon to experiment with this housing type with minimal worry about possible unintended consequences should early projects be poorly received. Happily, Wyers End was received quite well.

### ***Current Status***

Initial buyers were mostly retired couples looking to downsize into a supportive community environment; others were looking to purchase a second, vacation, or investment rental property. Over time, Wyers End owners have opted to make White Salmon their primary residence, including single working adults and a young couple.

## Cully Grove – Portland, OR

### *Community-oriented site layout achieved through Planned Development*

**Location:** Cully Neighborhood, Portland, OR (609,456)

**Owner/Developer:** Eli Spevak and Zach Parrish, Cully Grove LLC

**Architect:** Hans Kretschmer, Green Gables Design & Restoration; Mark Lakeman, Communitecture

**Builder:** Orange Splot LLC

**Type:** 16 for-sale homes with shared common buildings on two acres, owned as condominiums with HOA

**Square Footage:** Thirteen 1,450–1,530 sf, three-bedroom homes; three 1,780 sf, four-bedroom homes; one 1,100 sf common house

**Year Built:** 2012–2013

Cully Grove is a 16-home garden community tucked within a Portland neighborhood with relatively large lots, predominantly unimproved streets, and a focus on urban agriculture. Thirteen homes are attached three-bedroom townhomes in two- and three-unit buildings; the remaining three are single dwelling detached four-bedroom homes. The property was never divided into fee simple lots. Instead, the homes (and parking spaces) were sold and financed as condominiums.

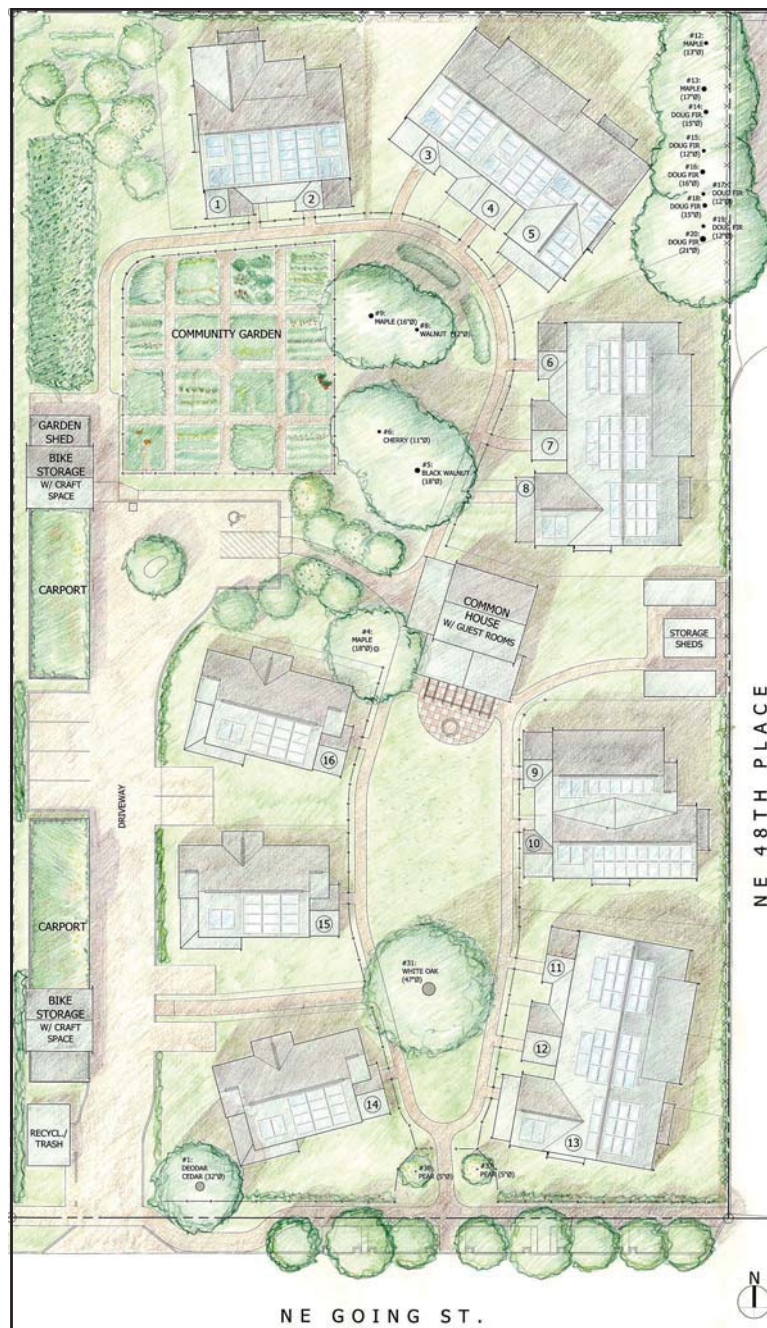


*Courtyard, Cully Grove, Portland OR.  
(Photo courtesy of Communitecture.)*

The site is laid out around two internal courtyards, anchored by large trees and a community garden. A shared common house between these courtyards serves as an extension of residents' individual homes. The first floor contains a community gathering space, small kitchen, and half bath. Upstairs, there are two bedrooms and a full bath for community members' out-of-town guests. Shared outdoor spaces at Cully Grove host picnic tables, vegetable and flower gardens, fruit trees, chickens, ducks, children's play areas, a campfire circle, and quieter lawn areas.

Twenty-two on-site parking spaces are located on the edge of the property: two for guests and the rest separately deeded and sold to residents. Shared bike storage and garden tool and wood shop rooms are built into the carport structures, along with two small craft space units for on-site office or art space.

Rather than subdivide the property into multiple single-dwelling lots, as allowed by code, the developers used Portland's Planned Development process to distribute allowed units across the site, free from the constraints of subdivision standards. Design flexibility was instrumental in preserving existing trees, orienting homes around courtyards, using attached townhomes as the primary building type (where the base zone requires detached housing) and sequestering parking and driveway access to the periphery of the site. This discretionary Type III land use process gives staff and a hearings officer, informed by neighbor input, the opportunity to determine whether the proposed alternative layout would be appropriate for this single-dwelling zone.



Site plan, Cully Grove, Portland OR.  
(Image courtesy of Orange Splot, LLC.)

### ***Supportive Code Provisions***

The Planned Development process allowed site layout flexibility crucial to meeting project design and community goals.

### ***Limiting Code Provisions***

Portland's lack of zoning options to increase density in exchange for smaller home sizes was a barrier for this project. The developers would have liked to include smaller homes in this community. But without a density bonus, the fixed per-unit costs associated with land acquisition, site work, and (required) half street improvements made it financially prohibitive to do so. Also, the Planned Development process that was required in order to locate more than one home on a lot in the single-dwelling R5 zone added complexity and costs to the process.

### ***Lessons Learned***

Planned Development processes can provide a density-neutral way to support community-oriented site layouts and preserve existing trees and/or homes. However, if a jurisdiction wants to see substantially smaller homes built in single-dwelling zones, they may need to increase allowed densities, decrease minimum lot sizes, and offer density bonuses for smaller homes. Homes in Cully Grove were also pre-sold, as required by the construction lender, which led to more buyer customization and complexity than the developer/builders had expected.

### ***Current Status***

All homes are owner-occupied, and there has been no turnover thus far. Approximately half the owners are singles or couples with young children; the others are empty nesters.

Project website: [www.cullygrove.org](http://www.cullygrove.org)

## Catterlin Cottages – Salem, OR

### *World War II-era cottage clusters become market-based affordable rentals*

**Location:** Northeast Neighborhood, Salem, OR (population 160,614)

**Owner:** Jeff Zeeb

**Architect, Builder:** Unknown

**Type:** Six detached cottages on .31 acres; long-term rentals

**Square Footage:** Each home is single story, approximately 910 sf

**Year Built:** ~1940

The Catterlin Cottages consist of six detached one-story homes, each approximately 38' x 24' fronting onto a central courtyard. Six angled off-street parking spaces are available off a back alley near the site perimeter.

The Catterlin Cottages' mid-century appeal is starting to come back into favor, and the project has become exemplary of historic, World War II housing options preserved and updated to maintain appealing, space-efficient housing. Residents have decorated several of the home entry patios with flowers and other custom landscaping. One resident volunteered that he loves living there because of the lack of shared walls between homes. According to the owner, these homes are relatively low-cost, low-amenity rentals. Most renters turn over after two or three years.

The Multiple Family Residential (RM-II) zoning applicable to this parcel supports multi-dwelling housing at a density of between 12 and 28 dwelling units per acre. At 19 dwellings per acre, Catterlin Cottages would be legal to build at this location today. The owner noted,



*The Catterlin Cottages in Salem, OR, are six detached one-story homes, each approximately 38'x24', fronting onto a central courtyard.*

*(Photo by Eli Spevak.)*

however, that they wouldn't likely be built as rentals, due to high construction costs relative to potential rental income. Some other cottage clusters in Salem, however, are located in zones with designations that *would not* allow them to be built today.

### ***Supportive Code Provisions***

Salem's Multi-Family Residential (RM-II) zone.

### ***Limiting Code Provisions***

This housing type, although fairly common in Salem, would not be allowed today in single-dwelling zones.

### ***Lessons Learned***

Certain housing types may not be financially feasible, regardless of zoning, if local rents or sales prices are too low to cover current construction costs. Hence, cities that have existing legal, non-conforming ("grandfathered") housing built to older codes may find that preserving these homes provides a valuable source of housing at smaller sizes and lower prices than could be built today.

hearing shall be subject to a Type III Procedure pursuant to Schedule 2-1 in GPDC Article 2.

- (iv) The Planning Commission shall declare the PUD terminated if it concludes that the termination will not produce greater than minimal harm to the public health, safety or general welfare.
- (v) The Planning Commission's termination of a PUD shall be evidenced by a Final Decision declaring the same and after the Final Decision is signed the PUD shall be terminated and previous PUD Plan approvals shall be considered void and of no further effect.
- (vi) Termination of a PUD shall not affect other land use actions taken by the City which concern the PUD property.

Notwithstanding any approved deviations from other code requirements, at the termination of any PUD, or any section of a PUD, all standard requirements of the Development Code shall apply. This shall include, but not be limited to, Articles 12, 27, and 28.

18.300 Alternative Development Option: Cottage Developments

18.310 Purpose, Concept and Guiding Principles

18.311 Purpose

This section establishes standards for cottage housing development as an alternative housing choice in order to encourage creation of usable common open space in residential communities; promote neighborhood interaction and safety through design; ensure compatibility with surrounding neighborhoods; and provide opportunities for creative infill development.

Cottage Development is a grouping of four to twelve small, single family dwelling units clustered around a common open space area and developed with a coherent plan for the entire site. Cottage units may have other shared amenities. The shared common area and coordinated design may allow densities that are somewhat higher than typical in single family neighborhoods possible while minimizing impacts on adjacent residential areas.

18.312 Concept

- (1) The standards of this chapter provide a voluntary option to allow compatible infill development with an automatic density bonus together with standards designed to limit the intensity of development and provide for high-quality construction. Density standards address the number of dwellings per acre. Intensity standards address how spacious a development feels. Intensity standards address elements such as amount and arrangement of dwellings, lot coverage, and open space.

- (2) By reviewing cottage development (and the associated land division together, if applicable) with a set of cohesive standards, it is possible to ensure higher density development occurs in a way that is compatible with the surrounding area.

18.313

### Guiding Principles

The following elements are intended to guide cottage developments to foster community and ensure a balance between privacy, security and neighborhood interactions. The guiding elements are encouraged. The city may require proposed cottage development to be consistent with the guiding elements.

- (1) Shared Open Space. The shared common space binds the cottage development together and gives it vitality. Residents surrounding this space share in its management, care and oversight, thereby enhancing a sense of security and identity.
- (2) Active Commons. Development can be arranged to encourage community interaction in the commons. This can be achieved by arrangement of mailboxes, parking areas and common buildings, and by orienting front doors toward the commons. Rather than having homes turn their backs to their neighbors, active interior rooms can be oriented so they look onto the active commons.
- (3) Common Buildings. An advantage of living in a cottage development is being able to have shared buildings. These can be simple and inexpensive shared amenities such a tool shed, outdoor barbeque, or picnic shelter. A multipurpose room with a kitchenette, bathroom and storage room can be used to host community events such as potlucks, meetings, exercise groups, and movie nights.

### **Example: Common buildings**

Project: Danielson Grove in Kirkland, WA  
Architect: Ross Chapin Architects  
Developer: The Cottage Company.





- (4) Adequate Parking that does not Dominate. Parking areas should be located so they are shielded or screened from the surrounding neighborhood, adjoining public street, and the central commons. Parking areas can also be located and arranged to encourage interaction of residents and guests. Locating parking areas away from the homes can allow more flexible use of a site, limit the dominance of garages and driveways, decrease the amount of hard surface, and allow more light into homes.
- (5) Connection and Contribution to the Neighborhood. A cottage development should make the neighborhood a better place. The site should be designed to connect and contribute to the fabric of the surrounding houses and streetscape. The development should be designed to make improvements that serve both personal needs and the larger community at the same time.

**Example: Connection and Contribution to Neighborhood**

Project: Danielson Grove in Kirkland, WA  
Architect: Ross Chapin Architects  
Developer: The Cottage Company



- (6) Eyes on the Commons. When the active spaces of the houses look onto the shared common areas, safety for all residents is enhanced.

- (7) Layers of Personal Space. When living closer together, the design and relationship of public and private space is important. It is desirable to help define and provide for transitions from public to semi-private to private space. Creating multiple ‘layers of personal space’ will help achieve the right balance between privacy and community.

This can be achieved between the cottage development and its surrounding neighborhood, as well as between the commons and homes within the cottage development. At the transition between the public street and the semi-public commons, this can be achieved by creating a passage of some sort: a gateway, arbor, or narrowed enclosure of plantings, for example.

Between the commons and the front door of the homes, this can be achieved by creating a series of layers such as a private yard with a low fence and/or border of shrubs and flowers at the edge of the sidewalk, a covered porch with a low railing and flowerboxes, and then the front door. With this layering, residents will feel comfortable being on the porch with enough enclosure to be private, with enough openness to acknowledge passersby.

**Example: Layers of Personal Space**

Project: Greenwood Avenue Cottages in Shoreline, WA  
Architect: Ross Chapin Architects  
Developer: The Cottage Company



- (8) Private Space and a Place for Planting. Include private ground space for each dwelling, such as a small yard or a planting bed. Locating at least some of the private garden in view of the shared common area provides a personal touch that contributes to the character of the commons, as well as a way of fostering connections with neighbors, and transitioning between public and private space.

- (9) Front Porches. The front porch is a key element in fostering neighborly connections. Its placement, size, relation to the interior and the public space, and height of railings are important to creating strong community connections.
- (10) Nested Houses. Residences should be designed with open and closed sides so that neighboring homes ‘nest’ together. This means the open side has large windows facing its side yard, while the closed side has high windows and skylights to bring in ample light while preserving privacy. The result is that neighbors do not peer into one another’s living space.
- (11) Smaller, High-Quality, Well-Designed Dwellings. Slightly smaller, high-quality houses, together with the common open area and cottage development elements, help ensure the intensity of development is compatible with the surrounding neighborhood. Together, the common areas and individual home elements, such as the porch, gardens and shared common buildings serve as additional living area. There are opportunities for privacy while fostering connection among neighbors with a spacious feeling and without a sense of overcrowding.

### **Additional Illustrations of Key Guiding Principles and Cottage Development Elements**



**Shared open space**

Project: Danielson Grove in Kirkland, WA

Architect: Ross Chapin Architects

Developer: The Cottage Company



**Connection to the neighborhood**

Photo provided by SERA Architects



**Eyes on the common**

Photo provided by SERA Architects



Project: Greenwood Avenue Cottages Architect: Ross Chapin Architects Developer: The Cottage Company Location: Shoreline, WA



### Porches

Project: Greenwood Avenue Cottages in Shoreline, WA

Architect: Ross Chapin Architects

Developer: The Cottage Company

Project: Conover Commons in Redmond, WA

Architect: Ross Chapin Architects

Developer: The Cottage Company

### 18.320 Applicability and Review.

- (1) Review Procedure. Cottage development is permitted in all residential zones and shall be processed in accordance with the procedure specified in Schedule 12-2.
- (2) If a cottage development includes creation of individual lots, subsequent development of those individual lots shall be in accordance with the approved cottage development plan and the provisions of this Chapter, rather than the standards of the applicable zoning district. Special use and development standards apply to lots within a cottage development that don't apply to other lots. Those use and development provisions are specified in this Section.
- (3) Cottage development is not considered "needed housing" per the definition in Oregon Revised Statutes, and as such is not limited to clear and objective review standards. Cottage development provides a voluntary alternative to standard land division and development methods to provide creative housing solutions. However, the standards of this Section are intended to provide a "template" that clearly identifies the necessary elements to successfully obtain approval of a cottage development.

- (4) Whether or not lots are created as part of the cottage development, all provisions of the Development Code pertaining to frontage improvements along any public street frontage shall apply to the parent parcel. Improvements within the cottage development shall be as specified in this Section.

18.321 Definitions. See Article 30.

18.322 Submittal Requirements and Review Procedures

- (1) The applicant shall submit all items required for Major Site Plan review specified in Section 19.051 of the Development Code. The application shall include site plans and elevations for the structures.
- (2) If the application includes creation of individual lots, the applicant shall also submit all items required for a Preliminary Subdivision Plat specified in Section 17.411 of the Development Code.
- (3) If the application includes creation of individual lots, the applicant shall submit an application for final plat for approval upon completion of the required construction items.

18.325 Approval Criteria

- (1) The application complies with all criteria for Major Site Plan review specified in Section 19.050.
- (2) If the application includes creation of individual lots, the application complies with all of the criteria for tentative plan approval in Section 17.410. However, the base lot standards in Articles 12 and 17 may be modified as specified in this Section.
- (3) The application complies with all provisions for public street frontage improvements.
- (4) The application complies with the standards of this Section for all development and lots.
- (5) The application is consistent with the purpose and guiding principles of this Section.

18.330 Permitted Uses and Structures within a cottage development

- (1) Cottage. Permitted in all zones where cottage development is permitted.
- (2) Community Building. Permitted on common area lots in all zones where

cottage development is permitted. Not for commercial use. May include guest quarters.

- (3) Shared Accessory Structures. Permitted in all zones where cottage development is permitted. May include parking, storage buildings. Shall not be permitted within central common area and must be screened from view from central common areas.
- (4) Individual Accessory Structures. Individual attached garages may be permitted for a cottage. Garages shall not face a central common area.
- (5) Two Cottage Unit (Attached). Permitted as part of cottage development only in R-1-6, R-2, R-3, and R-4 zones. Limited to one-third of units.
- (6) Carriage House (1 unit above a common parking structure). Permitted as part of cottage development only in R-1-6, R-2, R-3, and R-4 zones. One carriage unit is permitted for every four cottages.

18.332 Limitations on Use and Accessory Uses

- (1) Accessory Dwelling Units are not permitted as part of cottage development.
- (2) Home Occupation Limits. Home occupations are limited to exempt home occupations that don't have outside employees or on-site clients and which are only be conducted within the dwelling unit or attached garage. If the home occupation is located within an attached garage, it shall not preclude parking in the garage.

18.340 Density

- (1) An automatic density bonus is allowed with cottage developments that meet the requirements in this section. Cottage developments may reach a density of up to 125% of the maximum density established by the base zone.
- (2) In any zone that has a minimum density requirement, cottage development shall only be permitted if it meets those requirements, independently, or together with other development included in the overall proposal.

18.350 General site requirements

- (1) Ownership options. Ownership may be a common lot, fee simple lots with a homeowner's association holding common areas, or condominium ownership of the whole development. NOTE: Any development meeting the definition of a "Planned Development" or "Condominium" per state statute shall comply with all applicable provisions of state law. If condominium ownership, common areas shall be designated as 'general common elements' and private yard spaces shall be designated as 'limited common elements' for purposes of ORS Chapter 100 Condominium Law.

(2) Overall site requirements

- (a) The parent parcel shall be at least 8,000 square feet. The lot may be further subdivided to facilitate individual lot ownership combined with shared ownership of common spaces.
- (b) Cottage developments shall contain a minimum of four cottages, and no more than a total of 12 cottage units (single or attached).
- (c) Lot Coverage. Principal and accessory structures in the cottage development shall account for no more than 35 percent of the gross lot area in the overall development.
- (d) If individual lots are created, the lots shall not be subject to the minimum lot size provisions of the zone. They may be smaller subject to compliance with the density requirements for the overall cottage development, and in accordance with the provisions of this Section, including requirements for provision of common areas and private open space. There is no minimum lot size for the individual cottage lots, provided they include the footprint and private yards areas for the individual cottages.

(3) Lot/cottage arrangement

- (a) Cottages shall be arranged around a common open space, and each cottage shall have frontage on the common open space.
- (b) Units along the public right-of-way should have an inviting facade such as a primary or secondary entrance facing the right-of-way.
- (c) All other units shall be arranged around the common open space and have their primary entry and porch facing that common open space.
- (d) Lots fronting common area and public right-of-way should generally be arranged at a corner to avoid a need for “two fronts” that would preclude full-height fencing, if desired, of both the front and back sides of the unit.
- (e) A community building may be provided adjacent to or at the edge of the central common area as part of the cottage development, consistent with the standards in subsection (17) below.

(4) Setbacks

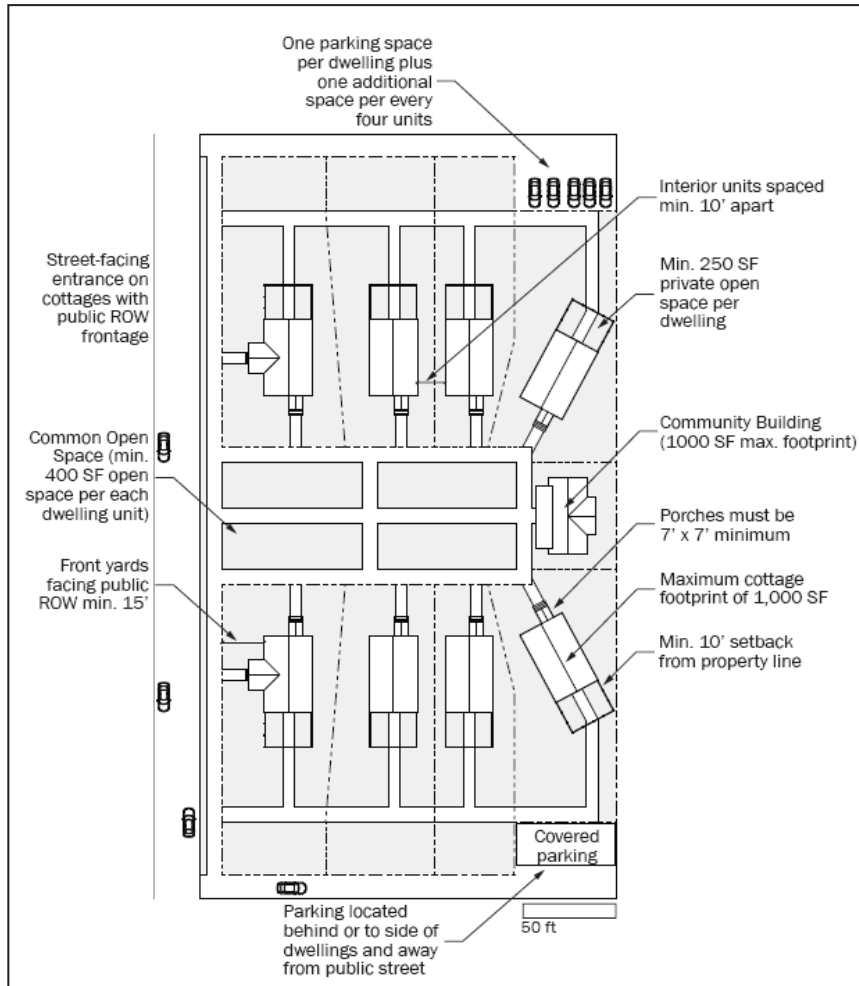
- (a) Front yards (yards facing a public right-of-way) shall meet the front yard setback of the zoning district.
- (b) Exterior side and rear yards (facing public right-of-way) shall be a minimum of 10 feet.



- (c) Interior units on a common lot or separate lots shall be spaced at least 10 feet apart.
  - (d) If individual lots are created, the applicant may create a zero lot line configuration between units to maximize usable private area and provide privacy. [*May need language requiring an easement*]
  - (e) Setbacks from central common area – private area between sidewalk and unit. Minimum of 5 feet to porch.
- (5) Private and common open space
- (a) Central Common Open Space
    - (i) Common open space is a defining characteristic of a cottage housing development. A minimum of 400 square feet of central common open space per unit shall be provided.
    - (ii) Up to 50 percent of the central common open space requirement may be provided in an area constrained from development such as a wetlands, steep slope, or forested area.
    - (iii) Cottages shall be present on at least two sides of common open space to provide a sense of enclosure.
    - (iv) Common space should be in one contiguous area, or no more than three separate areas. Each contiguous common area shall have a minimum of four cottages arranged around at least 2 sides of the common area.
    - (v) Each common open space area should have minimum width and depth dimensions of 20 feet.
    - (vi) The central common shall include a sidewalk (width) around the open space, connecting to each cottage front entrance facing the common area.
    - (vii) No vehicular areas shall be located between dwellings and central common areas. Vehicular areas shall be screened as specified in Subsection [*City will provide correct reference here*].
  - (b) Private Open Space
    - (i) A minimum of 250 square feet of usable private open space shall be provided adjacent to each unit.
    - (ii) Required exterior side yards shall not apply to the calculation of required private open space.

- (6) Frontage, access, parking, and vehicular circulation
- (a) Frontage. The parent parcel shall have frontage on a public street.
  - (b) If individual lots are created within the cottage development, each lot shall abut a common area, but is not required to have public street frontage.
  - (c) Access. Access, parking and circulation will be provided through a shared private lane. A lane is similar to a private driveway and parking area serving multiple units. There shall be pedestrian connectivity to the common area, but a lane is not a public street and is not subject to street standards. A lane will not fulfill block length and connectivity standards and is not intended for through-connectivity to other properties, although shared access may be required or desirable in some cases. If a public street connection is required to meet connectivity requirements or other street connectivity standards or plans, a public street connection shall be required where applicable.
  - (d) Parking. A minimum of one parking space per unit shall be provided, plus one additional parking space for every four cottages to provide for visitors and extra vehicles.
  - (e) Parking and/or garage structures shall be located behind or to the side of the residential area and open space. They shall be accessed from the back of the cottages.
  - (f) Parking areas, shared parking structures, and garages shall be screened from common space and public streets by landscaping or architectural screening, not chain link.
  - (g) Shared covered or uncovered parking is permitted. Parking should be limited to groups not to exceed 4 spaces, with each group separated by at least 20 feet.
  - (h) If the property has frontage on a public alley, access and parking may be provided from the alley.
  - (i) If individual lots are created, parking and access shall be provided in a common area with access easement.
  - (j) Fire Access. Fire access shall be provided consistent with the fire code, and fire hydrants shall be provided consistent with the fire code.
  - (k) On-Street parking may be counted toward meeting the guest parking requirements for the development.

## Cottage Development Layout



### (7) Landscaping and vegetation

- (a) Where feasible, cottage developments should be designed to retain existing mature trees (at least 6 inches in diameter) that do not pose a safety hazard.
- (b) Landscaping located in common open spaces shall be designed to allow for easy access and use of the space by all residents, and to facilitate maintenance needs.

### (8) Fences

- (a) No fence taller than 36 inches in height shall be located between the front wall of a cottage or community building and the common open space.
- (b) Fences around dwelling units or on the street frontage shall not exceed 36 inches in height.
- (c) If private yards between buildings are fenced, they shall not exceed 6 feet in height.

### (9) Utilities

- (a) Cottage development is subject to any applicable code provisions regarding public street frontages.
  - (b) Water. Water meters shall be installed within the public right-of-way. If the property is retained as a single lot, a master meter or individual meters may be used. If individual lots are created, each lot shall have a separate meter and service. Service lines may cross common areas to the individual lots, but shall not cross individual lots. If on-site fire hydrants are required, they shall be served by a public fire line located in a drivable easement within the parking and circulation areas.
  - (c) Sewer. Service laterals may be extended from a sewer main in the public right-of-way. Sewer mains may be extended in the driving and circulation areas in a public utility easement, with service laterals to individual units. Private sewer laterals may be extended across common areas, but shall not cross individual building lots.
  - (d) Gas/Electric/Phone/Cable/Utility Pedestals. These utility services may be extended from the public right-of-way across common areas to individual lots, or they may be extended in circulation areas in a public utility easement, and extended across common areas to individual lots. [*City is considering language to limit the location and number of utility pedestals*]
  - (e) Trash Storage. Any areas where communal trash and recycling are stored shall be screened by a sight-obscuring fence and/or vegetation.
  - (f) Mailboxes. Mailboxes may be individual or grouped and are encouraged to be placed within or near a common area. Mailboxes are subject to all post office requirements.
- (10) Addressing. Cottages should be addressed from a public street, not a private lane.

18.360 Building Requirements

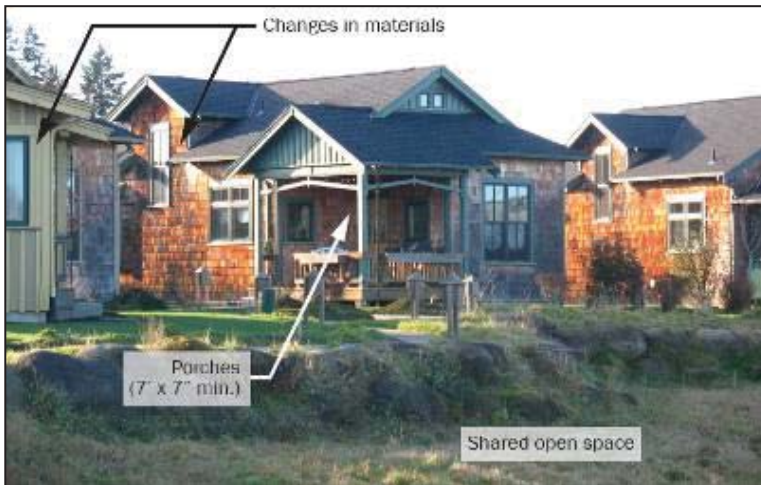
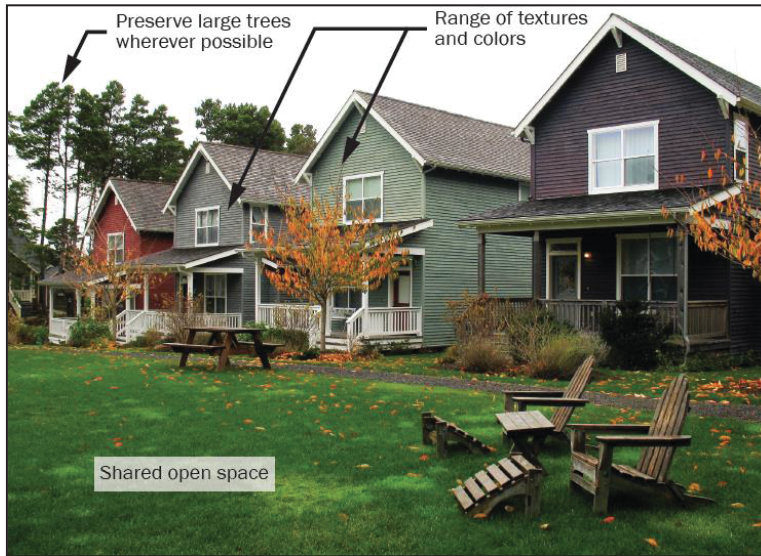
(1) Cottages

- (a) Building footprint. Cottages shall have a maximum building footprint of 1,000 square feet. The footprint of an attached one-car garage is not included in this maximum, but shall not exceed 200 square feet per unit.
- (b) Cottages may have a second partial or full story, provided that the floor area of the second story is no more than 0.6 of the square footage of the main floor (e.g., a cottage with an 800-square-foot building footprint (main floor) could have a second floor of 480 square feet, for a total floor area of 1,280 square feet).

- (c) The maximum total floor area of cottages shall be 1,600 square feet (e.g., a cottage with a 1,000-square-foot building footprint (main floor) could have a second floor of 600 square feet, for a total floor area of 1,600 square feet).. An additional 200 square feet is permitted for an attached garage.
  - (d) A below-grade partial story may be allowed, but habitable space on that story shall count toward the total floor area of the cottage.
  - (e) Building Height. The maximum building height shall be 24 feet.
  - (f) Porches. Attached, covered porches are required and shall have minimum width and depth dimensions of seven feet. (for cottages, two-unit cottages). Carriage units are not required to have porches, but are encouraged to have an outdoor patio or deck).
  - (g) Other design requirements. Cottages shall contain a variety of designs that include articulation of facades; changes in materials, texture, color, and window treatments; and other architectural features so all units do not appear identical. (Some repetition is acceptable.)
- (2) Two-Unit Structures
- (a) Where permitted, two-unit attached cottages shall not exceed a building footprint of 2,000 square feet for one-story units (average 1000 square feet footprint per unit) or 1,800 square feet for either one-and-a-half or two-story units (average 900 square feet footprint per unit).
  - (b) The number of attached units in a cottage development may not exceed one-third of the total number of units.
  - (c) Attached two-unit structures are allowed and must be similar in appearance to detached cottages.
  - (d) Attached two-unit structures shall have one primary shared entry facing the common open space.
- (3) Carriage Units
- (a) One carriage unit may be provided for every four cottages.
- (4) Community Buildings
- (a) Community buildings are intended as an amenity for the use of the cottage development residents and to help promote the sense of community. They may include a multi-purpose entertainment space, a small kitchen, library, or similar amenities. Guest quarters, storage space, or a carriage unit could be included as part of a community building.

- (b) A community building shall be of similar scale, design, and height as the cottages, with a maximum footprint of 1,000 square feet and with the second floor not to exceed 0.6 square footage of the first floor.
  - (c) Commercial uses are prohibited in the community building.
- (5) Accessory Structures
- (a) Accessory structures such as garages, carports, storage or tool sheds shall not exceed 200 square feet per unit, or 1,000 square feet per accessory structure that is shared by five or more dwelling units. Storage space may be included in a garage structure, but vehicle space may not be used for storage or uses other than parking.
  - (b) The design of garages, carports, and other accessory structures must be similar or compatible with that of the cottages in the development.
- (6) Existing Dwellings on the Site. Existing dwellings may be incorporated into the development as a residence or community building, and may be nonconforming to standards. Noncompliance may not be increased.
- (7) Renovation and Expansion
- (a) Renovations shall be in keeping with the size and architectural character of the new development.
  - (b) A covenant restricting any increases in unit size after initial construction beyond the maximum allowed by this section shall be recorded against the property.

**Cottage development design standards**



REVISIONS

DATE	ORD #
3/6/96	4853

1/3/96	4848
5/21/97	4889
9/4/02	5152
4/20/05	5285
1/16/13	5567
3/5/14	5598
11/12/14	5630
2/17/16	5673
4/6/16	5675





**City of McMinnville**  
**Planning Department**  
231 NE Fifth Street  
McMinnville, OR 97128  
(503) 434-7311

[www.mcminnvilleoregon.gov](http://www.mcminnvilleoregon.gov)

## MEMORANDUM

**DATE:** March 15, 2017  
**TO:** McMinnville Affordable Housing Task Force  
**FROM:** Ron Pomeroy, Principal Planner  
**SUBJECT:** Vertical Housing Program Summary (OAR 813-013)

In 2005, the Oregon Housing and Community Services (OHCS) began administering a **Vertical Housing Program** that was designed to encourage investment in and redevelopment of properties to augment the availability of mixed-use housing projects to help revitalize communities. The Vertical Housing Program was adopted by the State Legislature in 2001 and was previously administered by the Oregon Economic and Community Development Department (OECDD).

### What is the Vertical Housing Program?

Under the OHCS program, the Vertical Housing encourages development of both residential and non-residential uses on multiple floors in the same building with the benefit of possible tax relief for the property owner.

### What qualifies as a Vertical Housing development through this program?

A development that incorporates both residential and non-residential uses in the same building. A qualified project may be comprised of one multiple-story building, or a group of buildings including at least one multiple-story building.

### Does a Vertical Housing project need to include housing for low-income residents?

No. In fact, since its 2001 inception, only 3 of the 18 program approved projects (16%) include housing opportunities for low-income residents.

### Who can apply for a VHDZ?

A City or County independently, or jointly in partnership with a private person or other entity.

### Where can Vertical Housing be developed?

In any location that has been designated by a City and approved by the OHCS as a VHDZ. A VHDZ does not need to be located within the core area of the jurisdiction applying for certification.

What are the benefits of participating in the VHDZ Program?

- Public Benefits – Creation of mixed use development that supports walkable neighborhoods. Higher density mixed-use development can also help increase the incidence of additional nearby development investment which would increase local economic vitality and enhance the local tax base.
- Private Benefits – Any approved project may receive a partial tax exemption from the County Assessor. The exemption rate equals 20% of the overall project improvement value multiplied by the number of fully Equalized Floors in the project. Equalized Floors are determined by the OHCS by dividing the total square footage of the project building by the number of actual residential floors of the project that are at least 500 square feet per floor. The program limits the Number of Equalized Floor per certified project to four (4); this would yield a maximum 80% improvement value tax reduction for that project. An additional process is available for potentially extending tax reduction to land value. -- A maximum of ten (10) years of tax relief per Vertical Housing Project is possible through this program.
- Resident Benefits – Additional housing opportunities perhaps not otherwise made available.

Below is a composite table displaying Vertical Housing Development Zones and their associated Certified Projects assembled from information available on the OHCS Vertical Housing website and discussion with OHCS Program Analyst Ed Brown.

<https://www.oregon.gov/ohcs/Pages/multifamily-housing-finance-vertical-housing.aspx>

VERTICAL HOUSING DEVELOPMENT ZONES AND PROJECTS											
Jurisdiction	Existing Vertical Housing Zone	Vertical Housing Development Zone Certification	Project Name	Status	Project Certification Year	Provides Low-Income Housing?	Total Number of Buildings	Total Number of Floors	Total Number of Residential Floors	Total Number of Non-Residential Floors	Percent of Improvement Value Exemption
Beaverton	Approved	2012	Lombard Plaza	Under Construction	N/A	No	1	5	4	1	60%
Beaverton	Approved	2012	1st and Angel	Under Construction	N/A	No	1	4	3	1	60%
Canby	Approved	2014	-								
Central Point	Approved	2002	Four Oaks Center	Certified	2002	No	3	9	6	2	40%
Cottage Grove	Approved	2007	-								
Eugene	Approved	2003	-								
Fainview	Approved	2014	-								
Grants Pass	Approved	2002	-								
Gresham		2006	Beranger Condominiums	Certified	2008	No	1	4	3	1	60%
Gresham	Approved	2006	Third Central	Certified	2009	No	1	4	3	1	60%
Hillsboro	Approved	2011	4th Main Building	Certified	2014	No	1	4	3	1	60%
Hillsboro	Approved	2012	Wrap Site @ Orenco	Certified	2014	No	1	6	2	4	80%
Hillsboro	Approved	2014	Rowlock	Certified	2016	No	1	6	4	1	80%
Hillsboro	Approved	2014	Orenco Central Podium	Certified	2016	No	1	N/A	N/A	N/A	80%
Hillsboro	Approved	2014	Orenco West Podium	Under Construction	2016	No	1	6	5	1	80%
Klamath Falls	Approved	2002	-								
LaGrande	Approved	2002	Adams Avenue	Certified	2003	No	1	2	1	1	20%
LaGrande	Approved	2002	N.K.West Building	Certified	2005	No	1	4	3	1	60%
Medford	Approved	2003	-								
Milwaukie	Approved	2003	North Main Apartments	Certified	2007	Yes	1	4	3	1	60%
Milwaukie	Approved	2003	North Main Village	Certified	2007	Yes	4	12	8	4	40%
Monmouth	Approved	2004	-								
Oregon City	Approved	2013	The Cove	Under Construction	N/A	No	12	37	35	2	60%
Roseburg	Approved	2009	-								
Springfield	Approved	2004	Royal Building	Certified	2008	Yes	1	5	4	1	80%
The Dalles	Approved	2014	-								
Tigard	Approved	2014	The Adrienne	Certified	2015	No	1	3	2	1	30%
Tigard	Approved	2014	Burnham and Ash Mixed Use	Under Construction		No	2	7	6	1	60%
Wood Village	Approved	2009	-								



**City of McMinnville**  
**Planning Department**  
231 NE Fifth Street  
McMinnville, OR 97128  
(503) 434-7311

[www.mcminnvilleoregon.gov](http://www.mcminnvilleoregon.gov)

## MEMORANDUM

**DATE:** March 15, 2017  
**TO:** McMinnville Affordable Housing Task Force  
**FROM:** Ron Pomeroy, Principal Planner  
**SUBJECT:** Mixed Use Housing

---

### What is Mixed Use Housing?

Mixed Use Development Housing is a development project incorporating commercial and residential development either in the same project. This can be a vertical development with commercial uses located, at a minimum, on the ground floor, or a horizontal development where the uses may be in separate buildings but located on the same parcel

### Do cities typically allow mixed use development through their standard zoning program (no special land use reviews necessary)?

Yes. Every city that we surveyed allows mixed use development in various forms in one or more zoned as a permitted use.

### Do mixed use developments typically provide low income housing opportunities?

No. In fact, almost none do. In a 2015 study of non-metropolitan cities in Oregon, it was found that the ability to attract market rate rents was one of the critical factors making these projects financially viable.

### Where are typical barriers to developing mixed use development projects?

- Lack of public financial incentives (grants, tax abatement, etc.,)
- Local market forces must be favorable.
- Some mention of financial lender hesitancy to loan on a “locally unproven” product in today’s economic climate.

### Where are tools that can encourage mixed use development?

- Provision of Urban Renewal funds
- Property/Improvement tax incentive programs
- Reduction or elimination of local development fees (Building and Engineering fees, SDCs, etc.)
- Federal incentive programs (low income housing funds, brownfield development, etc.)

**MIXED USE HOUSING PROJECTS (COMMERCIAL AND RESIDENTIAL)**

Topic	McMinnville	Newberg	Bend	Ashland	Redmond	Corvallis	Grants Pass	Summary Notes
<b>Mixed Use Housing</b> Typically defined as housing and employment uses on the same site located either in the same structure (vertical mixed-use) or within a single development site (horizontal mixed-use).	Multiple-Family Developments are currently allowed as a Permitted Use in the General Commercial (C-3) zone.			Not allowed through standard zoning. Planned Neighborhood Districts only. Commercial on ground floor.		Similar to McMinnville, the Corvallis downtown area has lower parking requirements.		<b>Mixed Use Housing</b>
<b>Mixed-Use Zones</b>	General Commercial (C-3)	Neighborhood Commercial (C-1)	Mixed Employment District (ME)	Croman Mill (CM) District Plan	Mixed Use Neighborhood (MUN) Multiple-Family is a Conditional Use	MUR (Mixed Use Residential)	R-4 (High Density Residential)	<b>Mixed-Use Zones</b> Most cities, including McMinnville, have zones in place (or larger Planned Development areas such as Ashland) where mixed use (residential and commercial) development is permitted in one or more forms.
		Community Commercial(C-2)	Mixed-Use Riverfront District (MR)	North Mountain Neighborhood (NM) Plan (Only with special permit.	Mixed Use Employment (MUE) Conditional Use	MUCS (Mixed Use Community Shopping	R-5 (High Density Residential)	
		Central Business District (C-3)	Professional Office District (PO)	Normal Neighborhood (NN) District (very limited)	Mixed Use Live/Work (MULW) Individual Unit	MUGC (Mixed Use General Commercial	NC (Neighborhood Commercial	
		Riverfront Commercial (C-4)	Mixed-Use Urban (MU)	Pedestrian Place Overlay			GC-2 (General Commercial	
			Mixed-Use Neighborhood (MN)				OR (Office Residential)	
							RTC-II (Riverfront Tourist Commercial)	
							RTC-III (Riverfront Tourist Commercial)	
<b>How Many Mixed Use Projects in the last 5 years?</b>	None	-	None - See note below	-	1	3	None	<b>How Many Mixed Use Projects in the last 5 years?</b> Of the cities surveyed, not many.
					Cook Crossing: 48-unit Section 8 senior apartments with ground floor medical (medical to open in late 2017). Rec'd \$105,000 of Block Grant Funds.	Two high-end condominium projects and one student housing project, each with retail on the first floor.		
<b>What Seem to be Disincentives?</b>	Current investor market not supportive. Also, some PDs limit opportunities.	-	No local financial (tax) incentive programs in place.	-	-	No financing programs to support mixed-use projects.	No local financial (tax) incentive programs in place.	<b>What Seem to be Disincentives?</b> Lack of financial incentives.
<b>Notes:</b>			According to the 2015 Final Report to the HB 2254* Rules Advisory Committee on Mixed-Use Development, Bend's Mill District development is mixed use but occurs over numerous larger sites and functions more as a mixed-use neighborhood. Does not qualify as traditional mixed-use development.		MUN zone - Mixed-Use may be vertical with Commercial on the ground floor or horizontal. If horizontal, then residential uses shall be located behind the commercial uses or be less than 20% of the frontage of such mixed-use building.		Area lending institutions tend to be less excited about approving loans for innovative (locally unproven) projects.	<b>Additional Notes:</b> Based on the number of true mixed use projects on the ground, a correlation appears lacking between specific planning tools offered and projects built. Rather, the missing ingredients may be a combination of current market investment realities and a lack of financial incentives to making the deal competitively marketable.
* The purpose of HB 2254 is to provide options for cities outside Metro to project need, based on population growth, for inclusion of land within an urban growth boundary (UGB), a study was commissioned by DLCD to examine the recent history of Mixed-Use (Residential/Commercial) developments as a method of increasing land efficiency as an alternative to expanding a UGB. <u>The most common summary findings speak to: Financial incentives are key, and that achievable market rents are the best indication of market success.</u>								
<b>Vertical Housing Program</b> Oregon Housing and Community Services (OHCS) program. Defined generally as housing constructed above ground floor commercial development. Must meet Vertical Housing Zone criteria administered by the OHCS.	The Yamhill County Housing Authority project "Village Quarter" located on Third Street was not a participant in the OHCS program but did receive land-use application fee reductions from the City.	None	None	None	None	None	A Vertical Housing Development Zone (VHDZ) was established in 2002. No approved Vertical Housing Development (VHD) Projects have been proposed.	<b>Vertical Housing Program</b> Additional detail provided on second spreadsheet.
	Without participation in the OHCS tax relief Vertical Housing program, McMinnville currently allows Multiple-Family Development as a Permitted Use in the General Commercial (C-3) zone. Vertical mixed housing is also a permitted use in the C-3 zone. Mixed use development of many forms could also be entertained through a Planned Development zone change application. As a Conditional Use proposal, residential density could be approved to exceed maximum allowable density within the downtown core area. Maximum building height in the C-3 zone is 80 feet.							

# **Analysis of Mixed-Use Development and Redevelopment in Oregon Cities**

**A Report to the HB 2254 Rules Advisory Committee**

**September 2015**

**Final Report**

**Prepared for:**

**HB 2254 Rules Advisory Committee**

**Department of Land Conservation & Development**

**Prepared by:**

**University of Oregon**

**Community Service Center**

**Department of Planning, Public Policy and Management**



**UNIVERSITY OF OREGON**

Mixed Use HB 2254 Summary --- This Summary is Specifically Focused on Mixed Use (Commercial/Residential) Results for the MAHTC										
Topic	Eugene	Bend	Corvallis	McMinnville	Monmouth	Ontario	Pendleton	Salem	Totals for All Surveyed Cities	
Number of Developments in the last five years	9	0	3	1	3	0	1	6	23	
Number of Residential Units (not including College/Dormitory Units)	8	0	2	1	3	0	1	6	21	
Number of Projects for Low-Income Residents	-	0	0	1	-	0	-	-	1	

## CHAPTER 5: CASE STUDIES

To better understand the factors that lead to mixed-use development and redevelopment, the UO research team conducted a set of case studies. The purpose of the case studies was to (1) obtain empirical data about case study mixed-use development and redevelopment, (2) to understand local perceptions of market factors that contribute to mixed-use development and redevelopment, and (3) to document policies and other strategies the case study cities use to promote mixed-use development and redevelopment.

The research team selected the case study cities to include different population classes and regions. Case study cities included:

- Bend
- Corvallis
- Eugene
- McMinnville
- Monmouth
- Ontario
- Pendleton
- Salem

The research team conducted interviews with planners or city administrators from each of the case study communities. We requested that representatives from the case study communities identify mixed-use development and redevelopment activity using a Google map. We requested specific data about each development—the address, the type of development, and the number of dwelling units and/or employment space included with each development. We also asked city staff tell us about policies their city has adopted to encourage mixed-use development and redevelopment, their perceptions of market conditions for this type of development, and community attitudes toward this type of development. Summaries of each case study are included in Appendix B.

### Findings

Following is a summary of the key findings and themes identified through the case studies.

- **Local policy matters.** Consistent with the survey results, all of the case study cities employ local strategies to encourage mixed-use development and redevelopment. This includes removing zoning barriers, and financial incentives—which are often used in various combinations
- **City size does not predict number of developments.** The city with the largest number of reported developments had second lowest population of the case study cities.
- **Market forces are location specific.** Some markets have focused on specialized development. For housing redevelopment, a city study found



that there has not been significant activity except for special markets like student housing or development that is supported by incentives like tax exemptions or affordable housing funding.

- **Achievable rents are the best indication of market success.** Based on key observations from a pro forma based analysis for estimating market driven redevelopment, redevelopment is highly sensitive to rent rates, construction cost and buyer behavior. Housing rental rates are a function of income; cities with low average incomes should not expect to see significant activity without public support. While achievable rent is the strongest predictor of redevelopment potential, it is very difficult to forecast achievable rents.
- **Smaller cities tended to have more positive community attitudes about mixed-use and redevelopment.** The specific factors that contribute to more positive attitudes are difficult to isolate; however, the modest scale of mixed-use development and redevelopment may be easier for residents of smaller communities to support and the longer term benefits easier to grasp.
- **Redevelopment is more controversial than mixed-use development.** Community misgivings about developments tended to center on redevelopment much more than mixed-use projects. Moreover, the scale of the project is critical—large projects typically have bigger impacts and are more likely to create controversy.
- **Student housing projects can create controversy.** Cities with large universities (e.g., Corvallis and Eugene) reported more community concern about residential redevelopment. One small city with a university indicated that it did not experience such concerns, and that the student population was well integrated into the community.
- **Financial incentives are key.** The three cities that did not directly support mixed-use or redevelopment experienced very little. What was developed was half mixed-use and half employment redevelopment, with no documented residential redevelopment other than that contained in the mixed-use developments.
- **Definitions are tricky.** The definitions occasionally created challenges, such as group quarters (is it mixed-use? Is every bed a residential unit?) and redevelopment that shifted from residential to employment use (does it count as employment redevelopment?).

## APPENDIX B: CASE STUDIES

Appendix B presents detailed information for the mixed-use development and redevelopment case study communities. The research team conducted case studies of the following cities:

- Bend
- Corvallis
- Eugene
- McMinnville
- Monmouth
- Ontario
- Pendleton
- Salem

The research team conducted interviews with planners or city administrators from each of the case study communities. We requested that representatives from the case study communities identify mixed-use development and redevelopment activity using a Google map. We requested specific data about each development – the address, the type of development, and the number of dwelling units and/or employment space included with each development. We also asked city staff tell us about policies their city has adopted to encourage mixed-use development and redevelopment, their perceptions of market conditions for this type of development, and community attitudes toward this type of development. Summaries of each case study are included in Appendix B.

# Eugene

## Mixed-Use and Redevelopment Case Study



### Summary Data

- ❖ City Population: **158,335**
- ❖ Total Developments: **9**
- ❖ Number of Buildings: **12**
- ❖ Approx. acreage: **Unknown**
- ❖ Number of Residential Units: **634**
- ❖ Employment square footage: **192,540 ft<sup>2</sup> documented**

### Development Narrative

	Type	Style	Details
1661 Pearl St.	Mixed-use Development	Mixed-Use Apartment	This building included 100 residential units and 4,250 ft <sup>2</sup> of commercial space and an enclosed parking garage.
101 W. 10 <sup>th</sup> Ave.	Mixed-use Development	Community College Downtown Center	This development included 255 dormitory style bedrooms in 178,140 total ft <sup>2</sup> of combined residential, academic and office space.
45 W Broadway	Mixed-use Redevelopment	Remodel	This redevelopment added 16 residential units, and reduced the amount of commercial space.
1180 Willamette St	Mixed-use Development	New Construction	This 3-building development included 110 residential units and undocumented square footage of commercial space.
1331 Patterson St.	Mixed-use Development	Demolition and Rebuild	This apartment complex includes 100 dwelling units and undocumented square footage of commercial space.
1414 Kincaid St.	Mixed-use Development	Student Housing	This development includes 45 residential units, undocumented square footage of commercial space, and a parking garage.
839 E. 13 <sup>th</sup> Ave	Mixed-use Development	New Construction	This development consists of 3,297 ft <sup>2</sup> of ground floor commercial and 2 second-floor dwelling units.
1167 Willamette St.	Mixed-use Development	Fire Replacement	This development includes 3 residential units over 4,250 ft <sup>2</sup> of first floor commercial.
1460 Willamette St.	Mixed-use Development	New Construction	This 2-building development consists of 3 residential units over a garage and 2,603 ft <sup>2</sup> of commercial space.

## **Community Context: Eugene**

### **City Policies**

Eugene has previously used Urban Renewal and Multi-Unit Property Tax Exemption (MUPTE) to facilitate redevelopment in certain areas of the city. Redevelopment in the form of affordable housing has also been supported through the Low Income Rental Housing Property Tax Exemption (LIRPTE) and federal funds. The City has amended zoning code standards in some areas that make it easier to mix office and industrial uses (though that is not included in “mixed use” for the purpose of this DLCD study), to mix general employment and residential in employment zones, and to make it easier to develop housing in downtown (a mixed-use zoning district).

### **Market Forces**

For housing redevelopment, a city study found that there has not been significant activity except for special markets like student housing or development that is supported by incentives like tax exemptions or affordable housing funding. Based on key observations from a pro forma based analysis for estimating market driven redevelopment, redevelopment is highly sensitive to rent rates, construction cost and buyer behavior. In Eugene, rent rates have been flat for many years, yet construction costs have continued to rise. Low average wages in the community contribute to low rent and lease rates. As a result, market conditions are difficult for redevelopment in Eugene and very little market-driven redevelopment is expected to happen over the next 20 years. In many employment-related redevelopment cases, the redevelopment expected would not meet the definition of this study as it would replace one lower density use with another and not actually adding more employment square footage.

### **Attitudes Towards Development**

*Community* – Envision Eugene, the community vision for the next 20 years of growth, includes the facilitation of residential redevelopment including mixed-use development along key corridors as a primary growth strategy. Mixed use is generally conceived of horizontally, rather than only vertically in the same building. The community has been very supportive of the code amendments described above that allow mixed use. All of the significant residential redevelopment of the past five years has been in the form of student housing, and the city has heard concerns about neighborhood character, regardless of whether it is in the form of redevelopment or greenfield development. Attitudes towards financial tools that support redevelopment are mixed in the community.

# Bend

## Mixed-Use and Redevelopment Case Study



### Summary Data

2012 Population: **77,455**

Total Developments: **0**

Number of Buildings: **0**

Approx. acreage: **0**

Number of Residential Units: **0**

Employment square footage: **0**

### Development Narrative

No developments fit the criteria for mixed-use or redevelopment from the past five years. Some properties have been rezoned in such a way to support future mixed-use or redevelopment, but no actual construction has occurred outside of greenfield development in the past five years. The vast majority of recent development has been in the form of single-family detached housing. The city has areas of mixed-use development (e.g. Mill district), but those are generally a mix of uses within an area, rather than a mix on a single tax lot.

## **Community Context: Bend**

### **City Policies**

The city does not have any policies to specifically encourage redevelopment or mixed-use currently. Some special planned areas such as the Mill District, Northwest Crossing, and Murphy Crossing encourage mixed-use in the zoning, but not through policies or programs. These areas promote a mix of housing types and employment. The Central Oregon Community College also has a master plan with a mix of uses, which it is in the process of developing. The City does have a track record of working with developers who want mixed-use or redevelopment to assist them, but not through policies or programs. The upcoming UGB expansion package will include efficiency measures to encourage redevelopment in targeted areas.

### **Market Forces**

Due to the current ease of greenfield development, the market is not pushing for either mixed-use or redevelopment. Land prices are rising, but not enough to divert the trend from single-family construction. Some multi-family housing has been built recently, but on a small scale. Anecdotally, system development charges have been suggested as a limiting factor to some development.

### **Attitudes Towards Development**

*Community* – There are certain political interests that want to see mixed-use and infill, but neighborhood residents often resist things like accessory dwelling units and short-term rentals. Oregon State University has been approved to build a 4-year university in Bend and found a good site, but also faced significant opposition in the form of an appealed site plan. The City is still working on bridging the communication gap between these interests.



## **Community Context: Corvallis**

### **City Policies**

Corvallis does not have any financing programs to support mixed-use projects or redevelopment, but the code does encourage mixed-use through zoning and minimum floor to area ratios (FARs). The downtown area also has relatively low parking requirements, which can help mixed-use projects pencil out.

### **Market Forces**

There is a market push around student housing, but the type of residential redevelopment that has occurred has primarily been the replacement of fraternity and sorority houses with townhomes, which is difficult to categorize as redevelopment in this case. Similarly, single-family homes are being “redeveloped” as larger single-family homes, which do not qualify as redevelopment for this study.

### **Attitudes Towards Development**

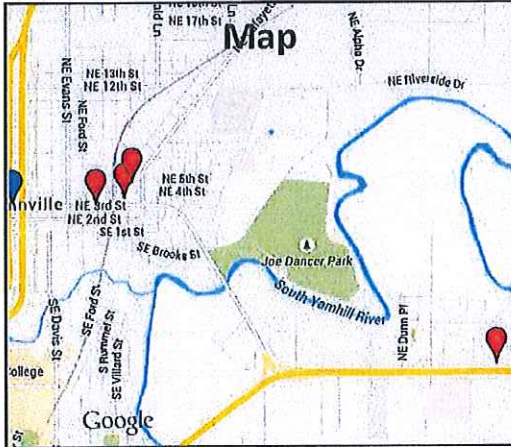
*Community* – The community has expressed some reservations about residential redevelopment based on parking impacts and other changes to the neighborhood character. The response to mixed-use projects depends on the individual development, but has generally been positive or neutral.

*Elected Officials* – Elected officials have not expressed objections to mixed-use projects, but they have not directly offered support. Redevelopment has a more negative perception as a type of development that can raise conflicts and result in loss of neighborhood character.



# McMinnville

## Mixed-Use and Redevelopment Case Study



### Summary Table

- ❖ 2012 Population: **32,435**
- ❖ Total Developments: **4**
- ❖ Number of Buildings: **4**
- ❖ Approx. acreage: **2.6**
- ❖ Number of Residential Units: **50**
- ❖ Employment square footage: **47,970**

### Development Narrative

	Type	Style	Details
Village Quarter	Mixed-Use Development	Demolition and New Construction	This development included 50 residential units in the form of senior-only affordable housing and 9,799 ft <sup>2</sup> employment space replacing a dilapidated storage barn.
Kaos	Employment Redevelopment	Demolition and New Construction	This development replaced a single-story repair shop with increased space totaling 13,200 for office, restaurant and retail uses.
Marjorie House Memory Care Facility	Employment Redevelopment	Demolition and New Construction	This 44 bed facility of roughly 21,150 ft <sup>2</sup> replaced an older home and garage in what had largely developed as a commercial area in an office residential zone.
Buchanan Cellars	Employment Redevelopment	Demolition and New Construction	This development replaced two older homes with 3,920 ft <sup>2</sup> for employment and warehouse uses.

## **Community Context: McMinnville**

### **City Policies**

The four developments described above were constructed without any incentives from the city itself aimed at mixed use or redevelopment. The Village Quarter development received application fee discounts as an affordable housing project. Zoning is generally friendly to mixed use, with most commercial zones allowing multi-family housing outright. The City adopted an urban renewal district about a year and a half ago, but this tool has not yet been implemented regarding either mixed-use or redevelopment.

### **Market Forces**

The market in McMinnville has not seen a strong push for redevelopment or mixed-use projects. The City would support such developments if they were proposed, but the market has been slow. McMinnville's distance from Portland may have an impact on the market push, as it is just far enough away that development does not respond to those market forces.

### **Attitudes Towards Development**

*Community* – The community is fully supportive and has been excited to see the development that has occurred. The Kaos building was a particularly exciting case, as it took its name from an illegal WWII radio station, and has strong roots in local history. There has not been much development in the past ten years.

# Monmouth

## Mixed-Use and Redevelopment Case Study



### Summary Data

- ❖ City Population: 9,755
- ❖ Total Developments: 9
- ❖ Number of Buildings: 9
- ❖ Approx. acreage: **Unknown**
- ❖ Number of Residential Units: **34**
- ❖ Employment square footage: **3,000**

### Development Narrative

	Type	Style	Details
183 Main St W.	Mixed-use Redevelopment	Rebuild of Burned Commercial	This building was a restaurant that burned and was rebuilt with six 2 <sup>nd</sup> story apartments (3800 ft <sup>2</sup> ) and an additional 3000 ft <sup>2</sup> of retail. The City assisted with a grant/loan package using Urban Renewal District funds.
169 Broad Street S.	Mixed-use Redevelopment	Rehab	This development added a 2 <sup>nd</sup> story apartment (540 ft <sup>2</sup> ) to existing retail. The City assisted with a façade improvement grant.
159 Monmouth Ave	Mixed-use Redevelopment	Rehab	This development added a 2 <sup>nd</sup> story duplex (2552 ft <sup>2</sup> ) to existing retail. The City assisted with a façade improvement grant.
220-250 Warren St	Residential Redevelopment	Demolition and Rebuild	This development replaced a single family with two duplexes (6,000 ft <sup>2</sup> ).
595-599 Jackson Street	Residential Redevelopment	Demolition and Rebuild	This development removed an existing single-family home and added a triplex (4004 ft <sup>2</sup> ).
227-233 Whitman St	Residential Redevelopment	Rehab	This development added a duplex onto an existing single-family house (2936 ft <sup>2</sup> ).
231 Whitesell Street W. 1-7	Residential Redevelopment	Demolition and Rebuild	This development replaced a single family dwelling with 7 apartments (11,820 ft <sup>2</sup> ).
285 Broad Street N.	Residential Redevelopment	Rehab	This development added two quad dwellings onto a single-family (721 ft <sup>2</sup> ).

## **Community Context: Monmouth**

### **City Policies**

Monmouth uses its Urban Renewal District and Main Street District to encourage redevelopment and mixed use development.

*Urban Renewal* – The City has offered loan/grant packages and a dozen façade improvement grants through Urban Renewal funds to encourage redevelopment and mixed-use within the Urban Renewal District.

*Main Street District* – The City also encourages mixed-use development through code in its Main Street District. Any development of a certain size must include commercial element as primary use.

Additional policies focus on the downtown core for economic development, which encourages redevelopment.

### **Market Forces**

The market pushes redevelopment and mixed use. When opportunities to develop become available, developers actively pursue them. The university student population is a primary driver of the market. Due to the size of the city and historic patterns, student housing is dispersed throughout the city. In Monmouth, 40% of housing is of duplex or higher density. For properties in medium or high-density zones, additional units can be built without dividing properties.

### **Attitudes Towards Development**

*Community* – The community is generally supportive of mixed-use and redevelopment projects, in part because the developments tend to be small. In the long term, this development is the payoff of 15 years of investment in downtown. While students drive the market demand for the housing, the community has a positive attitude towards students and the University. City staff suggested that the students who come to Western Oregon University are looking for a smaller, quieter community for their college experience, and their behavior does not result in conflict with residents.

# Ontario

## Mixed-Use and Redevelopment Case Study

### Map



### Summary Data

- ❖ 2012 Population: **11,147**
- ❖ Total Developments: **17**
- ❖ Number of Buildings: **18**
- ❖ Approx. acreage: **Unknown**
- ❖ Number of Residential Units: **1**
- ❖ Employment square footage: **17828+** (some additions' square footage unknown)

### Development Narrative – Profiles of Six Selected Sites

	Type	Style	Details
589 NE 1 <sup>st</sup> St.	Industrial Redevelopment	Addition of a rail dock & conditioning tower	Americold, a cold storage facility, has made two separate additions on different lots in 2011 and 2015 respectively. Both have increased employment square footage by a total of about 7000 ft <sup>2</sup> .
1255 SE 1 <sup>st</sup> Ave.	Commercial Redevelopment	Restaurant addition	Wingers Roadhouse Grill, a restaurant near I-84 added 1008 ft <sup>2</sup> to their establishment in 2011.
555 SW 4 <sup>th</sup> Ave.	Commercial Redevelopment	Grocery store addition	The Red Apple Marketplace is a full service, faith-based grocery store that added 611 ft <sup>2</sup> in 2013.
201 SE 2 <sup>nd</sup> St.	Commercial Redevelopment	Retail store addition	Wilkins Saw and Power Equipment is a retail hardware store that added 800 ft <sup>2</sup> of retail space in 2014.
702 Sunset Dr.	Office Redevelopment	Office space addition	Lifeways is a behavior health clinic that offers mental health services in Eastern Oregon and Western Idaho. The Ontario location shares a building with the DMV and added 700 ft <sup>2</sup> of office space in 2015.
863 SW 1 <sup>st</sup> St.	Residential Redevelopment	Single family converted to duplex	In 2012, this lot added an additional house behind the main structure, increasing the residential capacity by 1 unit.

## **Community Context: Ontario**

### **City Policies**

*System Development Charges (SDCs)* – The City of Ontario normally uses SDCs to cover the infrastructure costs associated with development. The City uses SDCs to cover water and sewer system improvements and transportation improvements. Water and sewer SDCs depend on the water meter size of added development, while the transportation SDCs depend on number of residential units (for residential development), number of employees or users (for industrial or institutional development), or square footage (for commercial development). For 2014 and 2015 however, the City has placed a moratorium on SDCs to encourage development. As long as the moratorium lasts, developers are not responsible for paying SDCs.

*Code Review Streamlining* – The City has also streamlined the review process for new developments. The Hearings Officer now has more authority to approve proposed developments. The City made this change recently in the hopes that a quicker approval process would incentivize development.

### **Market Forces**

The research team was unable to speak to local officials about market forces.

### **Attitude Towards Development**

*Community* – According to Ontario's Planning and Economic Development Director, the residents of Ontario are very supportive of development. Residents want to see their city grow and improve.

*Elected Officials* – Ontario's Planning and Economic Development Director says that current and past elected officials have been very active in promoting development in the City. Elected officials were responsible for the moratorium on SDCs and also played a role in pushing for a streamlined review of new development proposals.

# Pendleton

## Mixed-Use and Redevelopment Case Study

### Location Maps



### Summary Data

- ❖ 2012 Population: 16,715
- ❖ Total Developments: 3
- ❖ Number of Buildings: 4
- ❖ Approx. acreage: **Unknown**
- ❖ Number of Residential Units: 20
- ❖ Employment square footage: **Unknown**

### Development Narrative

	Type	Style	Details
421-423 S Main St.	Mixed-Use Redevelopment	Rehab of historic building	This building is part of the downtown historic district and falls within Urban Renewal boundaries. City granted urban renewal funds for redevelopment: \$100k for an elevator, \$25,500 for façade improvements, and \$10k for a sewer line. The upper level, previously vacant, now has 6 residential units. Ground floor houses office space, a salon, a dance studio, and a photography business (unknown square footage).
S Main St. Duplex	Residential Redevelopment	Demolition and rebuild	This property originally had one residential structure and falls within Urban Renewal boundaries. City granted urban renewal funds for redevelopment: unknown amount for demolition of existing structure. Developers recently completed a duplex on the lot.
Frazer Apartments	Residential Redevelopment	Demolition and rebuild	This property originally had one residential structure and a mobile home, and falls within Urban Renewal boundaries. City granted urban renewal funds for redevelopment: unknown amount for demolitions of existing structures. Developers recently completed a 12-unit apartment complex on the lot.

## **Community Context: Pendleton**

### **City Policies**

Pendleton uses both Urban Renewal and land acquisition to encourage redevelopment.

*Urban Renewal* – The City offers grants, funded through Urban Renewal, for demolitions, façade improvements, and improvements to 2<sup>nd</sup> story access. The City also often assists with land preparation using Urban Renewal funds.

*Land Acquisition* – Although land acquisition has not spurred redevelopment in the past 5 years, the City occasionally purchases and sells or leases land to developers at reduced rates to encourage development. The City's recent acquisition and preparation of vacant land near the Olney Cemetery resulted in the development of 25 new residential units, with the potential for 47 more units in the future.

### **Market Forces**

Pendleton lacks a robust supply of mid-range to high-end residential units. Much of the redevelopment described in the Development Narrative above resulted partially from developers' desire to improve and expand Pendleton's housing stock. In 2010, the developer of 421-423 S Main cited the lack of higher-end housing as his primary impetus for redeveloping the Main Street property (*East Oregonian*, 4/21/10).

### **Attitudes Towards Development**

*Community* – According to Pendleton's planning and community development staff, residents have a wide range of opinions regarding redevelopment. While many residents support the idea of development and growth in their city, many dislike the disruptions caused by redevelopment, and others feel the Urban Renewal district unfairly has access to more resources than other areas of the city.

*Elected Officials* – Pendleton's planning and community development staff report that the City Council generally supports and encourages redevelopment, particularly through their function as the Pendleton Development Commission, the entity that administers Urban Renewal funds. One member of Pendleton's City Council is himself a developer and has leveraged Urban Renewal funding often for improvements and expansions of residential units in the downtown core.



# Salem

## Mixed-Use and Redevelopment Case Study



### Summary Table

- ❖ 2012 Population: 147,250
- ❖ Total Developments: 6
- ❖ Number of Buildings: 6
- ❖ Approx. acreage: **Unknown**
- ❖ Number of Residential Units: 275
- ❖ Employment square footage: 110,902

### Development Narrative

	Type	Style	Details
South Block Apartments	Mixed Use Redevelopment	Demolition and Rebuild	This redevelopment of a former paper manufacturing plant includes 185 residential units and approximately 15,000 ft <sup>2</sup> of commercial space.
295 Church Street	Mixed Use Redevelopment	Demolition and Rebuild	This redeveloped site includes 27 units and 14,400 ft <sup>2</sup> of commercial space.
Broadway Town Square	Mixed Use Redevelopment	Demolition and Rebuild	This redevelopment of a former fraternal organization property includes 21 residential units and 19,000 ft <sup>2</sup> of commercial space.
Metropolitan	Residential Redevelopment	Mixed Use Renovation	This renovation of a downtown building added a new residential floor with 8 units and had existing 20,900 ft <sup>2</sup> of commercial space.
The Rivers	Mixed Use Development	New Construction	This condominium tower includes 25 residential units and 30,715 ft <sup>2</sup> of commercial space.
McGilchrist-Roth Building	Mixed Use Redevelopment	Historic Building	This redevelopment of a downtown historic building included 9 residential units and 10,887 ft <sup>2</sup> of commercial space.

## **Community Context: Salem**

### **City Policies**

Salem has primarily supported mixed-use development and redevelopment through its Urban Renewal District and Historic district downtown and in nearby areas. These are also the areas with zoning that allows mixed use. The City is also working to simplify the zones that allow mixed use, which are primarily overlay zones at this point.

*Urban Renewal* – The City offers grants and tax breaks, funded through Urban Renewal, for demolitions and renovations in the downtown Urban Renewal district.

*Historic Preservation* – Historic preservation incentives come in the form of state and federal tax breaks, with some small city grants. While most historic districts are strictly residential, the downtown historic district is used to promote redevelopment and mixed use.

### **Market Forces**

Mixed-use development was much more prevalent during the height of the market. Since the Great Recession, many of those developments lost money, though they are starting to be successful now. Particularly mixed-use developments with expensive condos struggled to make a profit since single-family homes are relatively inexpensive in Salem. The market is still not strong for mixed use, so the City uses incentives strategically.

Regarding redevelopment, there was much more residential infill in the past ten years through lot divisions and accessory dwelling units, but that has tapered off due to the market crash and small lot sizes. Employment redevelopment is occurring in South Salem exclusively due to market forces. The City does not have any programs to support it, but strip malls are being redeveloped and quickly leased. Other parts of town have no redevelopment, so it is highly dependent on the area.

### **Attitudes Towards Development**

*Community* – The community is generally quite supportive of mixed use and redevelopment. The City is looking to meet some of its current residential land need through mixed-use development, and City staff indicated that the public seems to support this strategy.

*Elected Officials* – City Council and other leadership are very supportive of mixed use. The mayor lives in a mixed-use building.