



*City of Florence*  
A City in Motion

**City of Florence  
Community & Economic  
Development Committee  
Regular Session**

Florence City Hall  
250 Hwy 101  
Florence, OR 97439  
541-997-3437  
[www.ci.florence.or.us](http://www.ci.florence.or.us)

- Meeting materials including information on each agenda item are published at least 24 hours prior to the meeting and can be found of the City of Florence website at [www.ci.florence.or.us](http://www.ci.florence.or.us).
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- To be notified of committee meetings via email, please visit the City's website at <http://www.ci.florence.or.us/newsletter/subscriptions>.

March 21, 2019

**AGENDA**

3:30 p.m.

Members:	Robbie Wright (Chair)	William Prosser (Vice-Chair)
Vanessa Buss	Claire Waggoner	David Montes
Jeff Ashmead	Russ Pierson	Graham Ross
Kurt Vander Bogart	Mayor Joe Henry, Council Ex-Officio	Erin Reynolds, Staff Ex-Officio

With 48-hour prior notice, an interpreter and/or TDY: 541-997-3437, can be provided for the hearing impaired.  
Meeting is wheelchair accessible.

**CALL TO ORDER – ROLL CALL**

3:30 p.m.

**1. PUBLIC COMMENTS – *Items Not on the Agenda***

This is an opportunity for members of the audience to bring to the committee's attention any item not otherwise listed on the Agenda. Comments will be limited to three (3) minutes per person, with a maximum time of 15 minutes for all items. Please sign-in, then state your name for the audio record when called upon.

**PRESENTATIONS & ANNOUNCEMENTS**

- “The Economics of Workforce Housing” - Emily Reiman; CEO, NEDCO

**ACTION ITEMS**

The public will have an opportunity to offer comments on action items after staff has given their report. Comments will be limited to three (3) minutes per person. Please sign-in, then state your name for the audio record when called upon.

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|--|------------------|
| <b>2. HOUSING CODE UPDATE PROJECT</b>  | <i>Approx.</i>   |
| Provide feedback on draft code update concepts; Facilitation led by 3J Consulting & Jet Planning     | <i>3:50 p.m.</i> |
| <b>3. HOUSING CODE UPDATE SUBCOMMITTEE ELECTION</b>  | <i>Approx.</i>   |
| Establish subcommittee for Housing Code Update Project   | <i>4:30 p.m.</i> |
| <b>4. PAC &amp; TC EX-OFFICIO ELECTION</b>   | <i>Approx.</i>   |
| Nominate members of CEDC to serve as Ex-Officios for Public Art Committee & Transportation Committee | <i>4:50 p.m.</i> |

**REPORT ITEMS**

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|--|------------------|
| <b>5. FUTURE SUBCOMMITTEE FORMATION &amp; WORK PLAN DISCUSSION</b>   | <i>Approx.</i>   |
|  | <i>5:15 p.m.</i> |
| <b>6. ACTION PLAN, NEXT MEETING DATES &amp; FUTURE AGENDA TOPICS</b> | <i>Approx.</i>   |
|  | <i>5:30 p.m.</i> |

## TENATIVE MEETING CALENDAR

All meetings are held at **Florence City Hall** (250 Highway 101, Florence Oregon) unless otherwise indicated

Date	Time	Description
April 18, 2019	3:30 p.m.	Community and Economic Development Committee Meeting
May 23, 2019	3:30 p.m.	Community and Economic Development Committee Meeting
June 20, 2019	3:30 p.m.	Community and Economic Development Committee Meeting
July 18, 2019	3:30 p.m.	Community and Economic Development Committee Meeting
August 22, 2019	3:30 p.m.	Community and Economic Development Committee Meeting
September 19, 2019	3:30 p.m.	Community and Economic Development Committee Meeting
October 24, 2019	3:30 p.m.	Community and Economic Development Committee Meeting
November 21, 2019	3:30 p.m.	Community and Economic Development Committee Meeting



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## MEMORANDUM

To: City of Florence Community & Economic Development Committee (CEDC)  
CC: Wendy Farley-Campbell, City of Florence Planning Director  
From: Steve Faust and Sean Edging, 3J Consulting  
Elizabeth Decker, JET Planning  
Date: March 14, 2019  
Project Name: Florence Code Update Project  
RE: Draft Code Update Concepts

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### Introduction

The Florence Code Update Project aims to develop zoning code amendments that will support further housing development in line with the City's needs and goals, by expanding residential development opportunities and removing barriers to development. The project is funded through a state grant from the Department of Land Conservation and Development (DLCD) to hire an outside consulting team, 3J Consulting and JET Planning, to develop zoning code amendments by June 30, 2019.

The City's 2017 Housing Needs Analysis (HNA) identified a need for more housing to serve all income levels, with greater variety of options beyond traditional single-family detached homes, including townhouses and apartments. The proposed code amendments will help to implement the HNA and Comprehensive Plan goals related to housing, consistent with state law that requires a "clear and objective" review path for all types of housing<sup>1</sup> that does not cause "unreasonable cost or delay" to increase the feasibility and certainty surrounding residential development. (ORS 197.307)

The overarching goal for the code amendments is to remove regulatory barriers to the development of a wide variety of housing types in compliance with both the letter and the spirit of Oregon's clear and objective requirements, to better meet the City's identified needs for housing. This spans a wide range of code amendments across three main categories:

- Updating permitted use lists and development standards to expand the mix and density of allowed housing;
- Providing or enhancing a clear and objective approval path for residential projects; and
- Removing or amending development standards, approval criteria or review processes that hinder residential development.

This memo outlines draft code update concepts to address the amendment priorities, as a precursor to developing updated zoning code language in the later project stages. The project priorities are based on the Task 1.1 Housing Code Memo, direction from Planning Director Wendy Farley-Campbell and Florence planning staff, and consultants' analysis of existing City code, development opportunities and state-wide best practices.

This memo is intended to provide a starting point for the Community & Economic Development Committee (CEDC) discussion at their March 21 meeting to refine the priority areas and the code

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1. State law requires clear and objective standards for all "needed housing," which implies a certain subset of residential development, however, recent changes to the definition of "needed housing" expand the term to cover all residential development in residential, commercial and mixed-use zones. (ORS 197.303)



amendment concepts to address each area, within the short timeline and limited scope for this project. While specific numbers, standards, and other details are included in the memo, they are intended as a starting point for discussion rather than a concrete recommendation. Discussion at the March CEDC meeting will be vital to refine the concepts and amendments proposed to address the City's priorities and identify any additional priority areas.

## Code Update Topics

### General Zoning Provisions (Title 10 – Chapter 2)

- Develop definitions for new residential uses, including:
  - Single-family Attached: Revise definition for Dwelling, Single. Consider revision of “family” definition
  - Duplexes/Duets: Revise definition for Dwelling, Duplex.
  - Tri-plexes: Create a definition for this use category.
  - Four-plexes: Create a definition for this use category.
  - Multi-Family: Revise definition for Dwelling, Multiple to reference that it applies to five units and up rather than three or more units and allows for certain shared facilities.
  - Cluster housing: Revise “cottage cluster” to “cluster housing”; ensure emphasis on shared common open space.
  - Assisted Living: Create a definition for this use category.
  - Senior Housing: Revise definition for Home of the Aged.
  - Transitional Housing: Create a definition for this use category.
  - Hotel: Ensure this definition does not overlap with “Transitional Housing”
  - Boarding House/Dormitory: Revise boarding house definition, include length of stay to differentiate from temporary lodging like bed and breakfasts.
  - Religious Institution: Revise existing definition of Church and expand to include residential uses such as a parsonage.

### Off-Street Parking and Loading (Title 10 - Chapter 3)

The main goal for the Off-Street Parking and Loading chapter is to create standards for proposed uses that are not currently defined in code and allow flexibility for the development of a variety of housing.

- Establish minimum parking standards for development types that are not defined in the existing code. Recommendations aim to balance off-street parking needs and preferences in Florence, against the feasibility of developing these uses. For example, a duplex on a small lot may not have room to add four off-street parking spaces, and if it did, the parking could dominate the lot. Because these are minimum standards, individual projects could meet or exceed these requirements depending on site layout and market demand, much like existing single-family development commonly exceeds the two space per unit minimum requirement.

Residential Dwelling Type	Current Standard	Proposed Standard
Duplex/Duet	N/A	1 space per unit
Triplex or Four-plex	N/A	1 space per unit
Cottage Clusters	N/A	1 space per unit

- Establish an on-street parking credit to allow minimum residential parking requirements to be partly met through on-street parking to complement off-street parking spaces. Similar to Old Town zones, projects can count a limited number or percentage of spaces located on-street in front of the lot.

### Zoning Variances (Title 10 – Chapter 5)

- Develop a Type II modification process (i.e. “Minor Variance” or “Adjustment”) that is easier for smaller modification requests, such as a 20% adjustment to setbacks. Currently, all modifications to standards require a Type III Variance, with a public hearing, which can be a major hurdle for a project to overcome.

### **Design Review (Title 10 – Chapter 6)**

- Revise Design Review process to create a clear and objective review path for residential uses.
  - Create a Type II review path for certain residential projects, including tri-plexes, quad-plexes, and cluster housing.
  - Clarify applicability in 10-6-3 for residential projects. Clarify in individual zoning district chapters when Design Review is required.
  - Develop a set of clear and objective standards for residential projects subject to Design Review through revising 10-6-5.
- Use consistent terminology, Site Design Review or Design Review, across different chapters.

### **Special Standards (Title 10 – Chapter 7)**

- Develop cluster housing standards to allow for development of small-scale housing clustered on a lot including cottage housing and garden apartments, with the inclusion of open space. Standards should address the following topics, within these general parameters:
  - Site size: Typical cluster housing is developed with 4-12 units per cluster for the low and medium-density zone but allow larger developments in the high-density zone. Consider a 12,000-SF minimum site size for the LDR zone, 10,000-SF minimum site size for the MDR zone, and no minimum for HDR zone.
  - Unit sizes: Consider maximum unit sizes of 1,000-1,500 SF per unit.
  - Density: Allow density bonus of 50-100% above the maximum density for single-family detached in the underlying zone.
  - Housing types allowed: Allow single-family detached and duplexes in the LDR zone, and single-family detached and up to four units attached in the MDR zone. Allow all unit types including attached in the HDR zone, effectively creating a garden apartment-style development. Allowing attached units decreases construction costs and increases number of homes than can be built within a project by maximizing space. Height and bulk requirements keep even attached units at a scale consistent with nearby neighborhoods.
  - Open space required: Consider 100 SF requirement per unit, consistent with the existing multifamily requirement. Require at least half of open space to be provided in a common central courtyard. Clarify what types of common features count as open space. For example, laundry rooms may not count while rec rooms likely would.
  - Orientation: Require two to three sides of the courtyard to be occupied by buildings.
  - Pedestrian paths: Require paths connecting each unit to open space, parking area, and sidewalk.
  - Height: Limit height to two stories.
  - Setbacks: Require perimeter setbacks similar to single-family detached residential, but not greater, to maximize the building envelope.
  - Lot coverage: Allow increased lot coverage relative to base zones.
  - Parking: Require no more than one space minimum per unit to maximize area available for residential development and minimize appearance of a “parking lot.” Allow parking in common lot, on street, and in attached garages with units if served by an alley.
  - Design details: Consider limited design standards for entryways, materials, window coverage, but avoid limiting standards that significantly increase costs relative to other single-family residential development types.

- Transitional Housing:
  - Propose a Comp Plan policy to ensure future conversation and exploration of options.
  - Indicate situations in which transitional or temporary housing configurations are not permitted.
  - Develop standards to allow for temporary RV dwellings for medical hardship.

**Nonconforming Lots and Uses (Title 10 – Chapter 8)**

- Revise the criteria related to undersized lots of record (10-8-3) to allow for the development of historic legal lots with narrow widths (e.g. historic lots of appx. 25 ft in low and medium density zones)

**Residential Zones and Uses (Title 10 – Chapters 10-13)**

The overall goal for revisions to residential zones and uses is to provide greater variety of residential types that can be developed in a greater number of zones, with corresponding dimensional standards that provide adequate space for each type of residential development while using land efficiently. Dimensional standards and new minimum and maximum density limits will be developed in tandem so that they fit future projects. Expanded residential uses include many types of “missing middle” housing, such as townhouses, duplexes, triplexes, four-plexes, ADUs, and cottage cluster housing. Appropriate review procedures (permitted or conditional uses) for each type of residential use in each zone will be established to meet goals for a simplified, clear and objective review process as well as opportunity for public input on proposed development.

- Rename and recalibrate residential zoning districts to better reflect intended development types, while respecting existing development patterns. Map amendments will likely be necessary to support these changes.

Existing Zone	Proposed Zone
Residential Zone – Single-Family – Restricted Residential (RR)	Low Density Residential (LDR)
Residential Zone – Single-Family Residential (RS)	Medium Density Residential (MDR)
Residential Zone – Single-Family – Manufactured Home (RMH)	Unchanged
Residential Zone – Multiple Family – Multi-Family (RM)	High Density Residential (HDR)

- Expand the range of residential uses permitted in the residential zoning districts, and simplify the review required to develop such uses. According to the HNA, single-family detached residential is forecasted to remain the predominate form of development, however, there is significant demand for townhouses, apartments, and other development types that currently face significant development challenges. Expanding the range of uses translates into a variety of ownership types, household sizes, and affordability levels to serve a wider range of Florence households. Allow uses to be developed under the appropriate level of review, including adding a Type II Site Design Review option, rather than using a Type III Conditional Use Review as currently required for many uses.

	LDR		MDR		RMH		HDR	
	Exist.	Prop.	Exist.	Prop.	Exist.	Prop.	Exist.	Prop.
Single-family detached	P	P	P	P	P	P	C	C
Accessory Structure	P	P	P	P	P	P	P	P
ADU	P	P	P	P	N	P	P	P

Single-Family Attached	N	N	N	SR	N	SR	P	P
Duplexes/Duets	N	SR	C	P	C	P	P	P
Tri-plexes	N	N	N	SR	N	SR	P	P
Four-plexes	N	N	N	SR	N	SR	P	P
Multi-Family (5+)	N	N	N	N	N	N	P	P
Cluster Housing	N	SR	N	SR	N	SR	P	P
Manufactured Home or Temporary Dwelling/RV – Medical Hardship	C	C	C	C	P	C	C	C
Manufactured Home	N	P	N	P	P	P	C	C
Manufactured Home Park/Subdivision	N	N	N	N	C	SR	C	SR
Assisted Living	NA	SR	NA	SR	NA	SR	NA	SR
Senior Housing	N	SR	C	SR	C	SR	C	SR
Boarding House/Dormitory	NA	N	NA	C	NA	C	NA	SR
Transitional	NA	N	NA	N	NA	N	NA	N
Religious Institution or Parsonage	C	C	C	C	C	C	C	C

Notes: P=Permitted with Type I review, SR=Type II site design review required, C=Conditional use review required, N=Not permitted, NA=Not Defined, Changes are highlighted

- Revise dimensional standards for lots for single-family detached development in LDR, MDR, and HDR zones. Reducing lot sizes will allow existing residential land to be used more efficiently and provide more flexibility for developers. Single-family detached homes are the most common development type in Florence, and are expected to remain popular in future developments, thus, reducing lot sizes is one of the most effective measures to increase the number of units developed in future projects and bring the city closer to meeting its Comprehensive Plan goal to increase residential densities. Additionally, allow alternative minimum lot sizes that correspond to the desired dwelling type.

		Existing	Proposed
LDR	Minimum lot size	9,000 sq. ft	7,500 sq. ft
	Minimum lot width	50 ft	No change
	Maximum height	28 ft	35 ft – Primary 20 ft – Accessory 28 ft – ADU 30 ft – Other non-residential
	Maximum building coverage	35% (65% Impervious)	50% (75% impervious)
MDR	Minimum lot size	6,000 sq. ft	5,000 sq. ft single-family detached and duplexes 3,000 sq. ft single-family attached 7,500 sq. ft triplexes 10,000 sq. ft four-plexes
	Minimum lot width	50 ft	No change
	Maximum height	28 ft	Same as above
	Maximum building coverage	35% (65% Impervious)	50% (75% impervious)
RMH	Minimum lot size	6,000 sq. ft 2,450 sq. ft for parks	5,000 sq. ft 2,450 sq. ft for MFH parks
	Minimum lot width	50 ft	No change
	Maximum height	28 ft	Same as above
	Maximum building coverage	35% (65% Impervious)	50% (75% impervious)

<b>HDR</b>	Minimum lot size	6,500 sq. ft	2,000 sq. ft for single family (attached or detached) 4,000 sq. ft for duplexes 5,000 sq. ft for all other development types
	Minimum lot width	65 ft (50 ft for existing parcels)	25 ft for SF attached 50 ft for all other development types
	Maximum height	28 ft	Same as above
	Maximum building coverage	50% (75% Impervious)	75% (85% impervious)

- Develop minimum density standards for zones that correspond to 80% of minimum lot sizes for single-family detached residential lots. A higher minimum density encourages more efficient use of land inside the UGB, which in turn supports more efficient and economical infrastructure development and homes that are more affordable.
- A uniform maximum density standard is not proposed for each district, except for the HDR zone; maximum densities are effectively established by the minimum lot sizes for each type of development and vary depending on those types of development. A new maximum average density standard for new subdivisions is proposed at 125 to 150% of the density that could be built with only single-family detached homes on lots meeting the minimum lot size in order to encourage a mix of development types and lot sizes.

	<b>LDR</b>	<b>MDR</b>	<b>RMH</b>	<b>HDR</b>
Minimum net density (units/acre)	4.5	7	7	12
Maximum average net density (units/acre)	7.5	12	12	25*
*Create a review pathway for higher density proposals in the HDR zone				



For reference, the maximum densities that could be achieved based on the minimum lot sizes for each type of development are:

Single-family detached	5.8	8.7	18	22
Single-family attached	N/A	14.5	18	22
Duplex	11.6	17.4	17.4	21.8
Triplex	N/A	17.4	17.4	25
Four-plex	N/A	17.4	17.4	25

- Simplify the standards of the Manufactured Home Zone to make them easier to understand to encourage development and to align with state land use and building code requirements for manufactured home parks. Adjust dimensional standards in each zone to accommodate housing types desired for that zone.
- Where attached structures are permitted, reduce the setbacks for these development types to 0 feet.

### **Commercial and Mixed-Use Zones (Title 10 – Chapters 15, 17 & 30)**

ORS 197.303 definition of needed housing includes residential uses in mixed-use and commercial areas, meaning that residential uses in these zones must have a clear and objective development option. Additionally, the Comprehensive Plan specifies “The use of upper levels of commercial structures for residential living shall be encouraged where such a mix will add to the overall vitality of the immediate area.” There is opportunity for additional residential uses in these areas, given that there is currently a surplus of 40-45 acres of retail/commercial-zoned land according to the City’s Economic Opportunity Analysis (EOA). The majority of vacant lots are 1 acre or less.

The main goal for the commercial and mixed-use zones is to develop standards that would allow upper-story residential development a clear and objective pathway for development. Consider whether to create opportunities to allow ground-floor residential development in these zones, which is significantly easier to finance and develop compared to vertical mixed-use projects, particularly on smaller lots.

- Commercial (C) and North Commercial (NC) zones:
  - At a minimum, allow for the development of upper-story housing development through a Type I or II review.
    - Develop clear and objective development standards for upper-story residential units that can be reviewed through a Type I or II review.
  - Consider permitting ground-floor residential uses for regulated affordable housing projects, given that commercial ground-floor use requirements disqualify many affordable housing projects because of financing complexities.
- Update development and design standards to ensure that there is a clear and objective review option for residential uses in the Old Town zoning district.
  - Allow upper-story residential units through a Type I or II review; clarify existing language on whether uses are a Permitted or a Type III Conditional Use.
  - Develop clear and objective approval criteria for a Type I or II review of upper-story residential units.
  - Develop clear and objective lot coverage standards (10-17A-3 C & 10-17C-3 C).

### **PUDs (Title 10 – Chapter 23)**

The main goal for the PUD standards is to allow for flexibility to certain standards during the review process in exchange for an enhanced public benefit.

- Develop standards that allow for more projects to utilize PUDs through changes to minimum project size and timing (i.e. allowing phased approaches).
- Develop prescriptive language to identify which standards can be varied through the PUD process, to help Planning Commission and staff determine where flexibility is appropriate and reduce ambiguity/discretion.
- Provide guidance on what types of exceptions to standards are appropriate and inappropriate.
- Make clear the expectation for an enhanced public benefit through the PUD.
  - High quality, innovative residential lot and building design
  - Incorporation of unique land forms into the final project design
  - Significant open space
  - On-site amenities reflecting the value for both active and passive recreational facilities
  - Natural resource protection, where identified as part of a preliminary site investigation report
  - A mix of dwelling unit types and densities, and a mix of residential, commercial, and recreational uses, where appropriate.
- Allow open space reductions if there is a park within ¼ mile of a PUD if there is reasonable bike/ped connection.
- Explore fee-in-lieu and/or requirements to develop undeveloped parkland in-lieu of providing open space to ensure the provision of adequate parkland.

### **Partitions and Subdivisions (Title 11 – Chapters 2, 3 & 4)**

The main goal for the partition and subdivision standards is to update standards to reflect current technology and to allow for greater certainty during the development process.

- Amend the City's lot standards to allow for flag, key, and "butt" lots without the approval of Planning Commission.
- Review and amend requirements associated with flag lot widths.
- Allow project phasing for subdivisions.
- To encourage the development of duets, create a simplified review track for partitions of duets.
- Update partition and subdivision plan requirements to reflect modern technology and consistent terminology.
- Expand and clarify tentative plan approval criteria in 11-3-4 to ensure they are clear and objective.
- Flag Public Works improvement requirements that are an obstacle to residential development, particularly those that don't meet the clear and objective requirement.
- Flag potential obstacles from transit and transportation requirements.

**Next Steps**

Key concepts from this memo will be presented at the March 21<sup>st</sup> CEDC meeting in order to refine the direction for code amendments. Following the meeting, draft zoning code language will be developed in advance of the April 18<sup>th</sup> CEDC meeting. Feedback from that meeting will be incorporated into final draft zoning code by June 30, 2019. At that time, City staff will lead the adoption process through the adoption process.