



memo

to James Cleavenger, City of Oakridge
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re Code Evaluation and Update Phase 1: Final Evaluation Memorandum

date January 9, 2023

Executive Summary

The City hopes to address several challenges to development in Oakridge through a planning project titled the Code Evaluation and Update for the City of Oakridge. The project will result in code update recommendations related to urban design, housing, and transportation policy and development requirements to help the City remove barriers to creating a vibrant community. Project objectives include addressing the City's lack of middle housing options, reviewing design standards that may be creating barriers to developing in Old Town, and identifying temporary lodging standards that can meet the needs of visitors without reducing the supply of affordable housing. Developing and enhancing multimodal transportation is one of the core objectives of this project. Multi-modal transportation allows people to walk, bike, roll, or use transit to get to their destinations in a safe, convenient, and efficient manner.

This memorandum presents an assessment of Oakridge's Comprehensive Plan, Zoning Ordinance, and Land Division Ordinance. The purpose of this assessment is to identify opportunities and barriers within existing plans and ordinances related to project objectives.

The concepts and recommendations discussed in this memorandum fall under the following headers:

- Old Town Design Subdistrict
- Uses and Standards
- Multimodal Transportation Facilities
- Green Infrastructure
- Temporary Lodging
- Zoning Ordinance Structure

The recommendations for each section are summarized in the following sections.

A. UPTOWN (OLD TOWN DESIGN SUBDISTRICT)

The district commonly referred to as “Uptown” is located within the Old Town Design Subdistrict defined in the zoning ordinance

- Consider removing off-street parking standards for uses in the Old Town District.
- Change the code to require zero lot line development in the Central Commercial (C-2) zone.¹
- Explore permitting multi-family residential uses (apartments) in the Low Density Residential (R-1) parts of the Old Town subdistrict without having to be part of a mixed-use development.
- Consider allowing more of the ground floor of mixed-use buildings to be used for residential development, if proposed development meets the Old Town architectural standards.

B. USES AND STANDARDS

- Reformat Lots section (Sections 4.03-4.05) into table to make it easier to understand the lot dimensions.
- Allow all housing types, including all middle housing types, by right, not conditionally.
- Lower minimum lots sizes.
- Increase lot coverage by 5% in the Low Density Residential (R-1) zone to make slightly larger homes feasible for developers. However, lower minimum lot sizes would be more impactful.
- Increase residential height limits to 35 ft or 3 stories in the R-1 zone; ADU height limit could be explicitly stated and increased to 2 stories.
- In the R-1 zone, eliminate the corner lot/double-frontage lot requirement for duplexes and triplexes. Eliminate special lot size requirements for duplex and triplexes, and remove building mass standard for townhomes (code section 25.09 (3)).
- Review usage of terms “single family” and “single dwelling” for consistency and clarity.
- Remove special architectural and design standards requirements for multiple-dwelling and middle housing types and Accessory Dwelling Units (ADUs) (Article 25, Subsections 09-12).
- Add a specific definition and development standards for cottage cluster housing.
- Reduce all off-street parking requirements in residential zones in order to provide more flexibility for developers to build affordable housing options.

C. MULTIMODAL TRANSPORTATION FACILITIES

¹ “Zero lot line development” means that a building can be built up to the lot line.

The following Land Division Ordinance and Zoning Ordinance recommendations are from the 2020 Transportation System Plan (TSP):

- Revise minimum right-of-way and pavement widths to match street functional classifications in the TSP. The standards currently in Land Division Ordinance (Section 6.02) should be removed and a reference to the updated TSP should be added.
- Consider adding language to the procedures sections of the Oakridge Land Division Ordinance specifying the need for developers to provide notice to public agencies that provide transportation facilities and services. Public notices would be required when a proposed development is next to or will have an impact on transportation services or facilities. These agencies would include ODOT and Lane Transit District, among others.
- Consider including requirements for developers to build sidewalks and bike paths for people to get to important places like neighborhoods, bus stops, parks, and grocery stores near the proposed development.
- Consider including additional language in Neighborhood Commercial District (Article 6) and Central Commercial District (Article 7) that specifies acceptable ways to provide sidewalks and bike paths through parking lots or development sites.
- When the City of Oakridge becomes part of the Land Transit District (LTD) service area, the City should revisit design requirements on transit routes and for transit facilities. The updated design requirements should be added to the Oakridge Land Division Ordinance and Oakridge Zoning Ordinance.
- Change the Zoning Ordinance to allow transportation facilities, services, and improvements that are consistent with the TSP to be permitted in all zones.
- Add a Traffic Impact Analysis (TIA) requirement to the Oakridge Zoning Ordinance. A TIA would be required for developments that may impact the transportation facilities like roads, bus routes, etc. The requirement should also specify when a proposal must be reviewed for potential traffic impacts, when a TIA must be submitted with a development application, the required contents of a TIA, and who is qualified to prepare the analysis.
- Consider adding language to the Oakridge Zoning Ordinance that says the results of a TIA may determine whether or not a project is approved.
- Add language to requiring notice to Oregon Department of Aviation (ODA) if any development permits are within an airport overlay zone.
- Add language that ensures Zoning Ordinance amendments are consistent with the adopted TSP.
- Consider adding language requiring bicycle parking for transit transfer stations and park-and-ride lots.
- Add requirements for walkways through parking lots.
- Consider including more specific requirements for pedestrian paths and bicycle routes in developments.

- Consider changing existing design standards to include requirements for development proposals that are within a certain distance from an existing or planned transit stop.
- Consider requiring new developments with planned designated employee parking areas to provide preferential parking for employee carpools and vanpools.

D. GREEN INFRASTRUCTURE

- Clarify whether green infrastructure elements are required as part of development approval for proposals subject to Minor Site Plan Review.

E. TEMPORARY LODGING STANDARDS

The following items are common standards for implementing Short Term Rental (STR) or temporary lodging standards; more detailed discussion is found in Section E of the Code Evaluation:

- Adopt an official definition of “short-term rental.”
- Limit STRs to certain zones or geographies.
- Limit the number permitted.
- Establish operational standards.
- Require licensing.
- Collect taxes (Transient Room Tax) and assess penalty fees.

Project Background & Objectives

The goal of Oakridge’s Code Evaluation and Update project is to make recommendations related to urban design, housing, and transportation policy and development requirements to help the City remove barriers to creating a vibrant, multimodal community. This project is partially funded by the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. The project goal is consistent with the mission, goals, and objectives of the TGM program and "smart growth" (also known as “smart development”) principles.²

Specifically, the project will identify policy language and development requirements that are creating barriers to smart development in the City. The focus of the review is on how Oakridge can impact positive change in the Old Town Subdistrict, but the project will also explore potential changes that can improve future development-related outcomes elsewhere in the community. The project will recommend policies, requirements, standards, and tools to address the following :

- Housing availability and affordability
- Reviewing use and design standards in the Zoning Ordinance, including permitting “middle housing” types
- Exploring the impacts of short-term rental housing/temporary lodging
- Barriers to redevelopment and new development in the community
- Exploring development standards that may be impeding development, including design requirements
- Identifying inefficiencies or unnecessarily complicated requirements in land use permitting processes
- Multimodal opportunities
- Looking at possibilities to incorporate green infrastructure elements to enhance pedestrian travel and livability
- Examining off-street parking requirements to ensure land use efficiency and maximize opportunities in Old Town and flexibility for developers to build affordable housing options
- Policy direction to support desired land uses, future development, and multimodal connectivity

² This TGM project is financed, in part, by federal Fixing America’s Surface Transportation Act (FAST-Act), local government, and State of Oregon funds. The contents of this document do not necessarily reflect views or policies of the State of Oregon. To learn more about the program's mission, goals, and objectives, see <https://www.oregon.gov/lcd/TGM/Documents/mission-goals-objectives.pdf>. For an overview of smart growth principals, visit <https://smartgrowthamerica.org/our-vision/what-is-smart-growth/>

- Explaining existing policies, revisiting policy to support City objectives, and suggesting updates to the Comprehensive Plan
- Documenting “next steps”
- Revisiting the recommended code modifications from the recent Transportation System Plan planning project
- Providing an Action Plan that includes specific direction to the community and City leaders

To gauge the overall effectiveness and functionality of the land use regulations, this evaluation compared Oakridge's land use ordinances with the TGM Model Development Code and User's Guide for Small Cities - 3rd Edition (Model Code) and other smart development principles and "best practices" implemented in similarly sized jurisdictions in Oregon.³ Planning requirements in the Transportation Planning Rule (OAR 660-012) are also referenced; the findings of a code audit completed as part of the 2020 Oakridge Transportation System Plan update are attached to this memorandum.

A. EVALUATION SUMMARY

The assessment of Oakridge's Comprehensive Plan, Zoning Ordinance, and Land Division Ordinance will provide the foundation for preliminary recommendations, community conversations, and ultimately action items. The intent of this assessment is to identify opportunities and barriers within the existing plans and ordinances related to project objectives.

B. CURRENT ZONING

The zoning map, shown in Figure 1, provides the location of zoning districts within the City Limits. There are eight zones shown on the map, depicting residential, commercial, industrial, and open space/aggregate extraction zone districts. Generally, heavy industrial zoning is located in the southeast corner of the City and north of Highway 58. Limited industrial is located along the rail line running east-west through the City. Most of the commercial zoning in the City is located on either side of Highway 58, with the exception of the Central business District, which is located along E 1st Street to the north. There is a very small amount of mixed-use land located south of the central business district north of E 1st Street. Open space/aggregate extraction zoning is located along the Salmon Creek greenway in the eastern portion of the City.

With approximately 53% of the City's acreage zoned R1, low-density residential zoning is by far the most prevalent zone in the City. There is a small pocket of medium-density residential zoning located in the eastern end of the City south of the railroad and north of Salmon Creek. Development regulations for each of the City's zones are provided for in Ordinance No. 874 of

³ For more information, see: <https://www.oregon.gov/lcd/TGM/Pages/Model-Code.aspx>

the Oakridge Code. Table 1 includes a list of the zones and a summary of the types of development permitted in each.

Table 1. Zoning Districts

Zoning District	Zoning District Purpose
Low Density Residential (R-1)	Intended to provide a quality environment for all residential urban uses, with compatible non-residential land uses, as determined to be desirable or necessary. (2-9 dwelling units per acre.)
Medium Density Residential (R-2)	Intended to provide an environment suitable for urban living; designed to be applied to residential uses and appropriate community services over a wide range of residential densities. (9 dwelling units per acre and higher.)
Neighborhood Commercial (C-1)⁴	Intended to serve the day-to-day needs of a small support population, typically an adjacent residential neighborhood.
Central Commercial (C-2)	Intended to enhance the “core” of the City and promote a vibrant area where retail sales, light manufacturing, and residential uses coexist in harmony and are safe, comfortable, and attractive to pedestrians.
Highway Commercial (C-3)	Intended to provide essential services to the traveling public, together with certain other highway-related commercial uses providing services and goods to the consumer population of the City and the immediate region.
Mixed Use (M-1)	Intended to allow residential, commercial, light industrial, and public uses to coexist in the same environment.
Light Industrial (I-1)	Intended to provide areas suitable for limited manufacturing, warehousing, and similar activities that have minimal effect on the surrounding areas of the community.
Heavy Industrial (I-2)	Intended to provide areas for industries that are primarily engaged in the processing of raw materials into refined materials in large volumes.
Open Space/Aggregate Extraction (OS/AE)	Intended to: <ul style="list-style-type: none"> (1) allow for the extraction of aggregate resources for the construction industry; (2) provide for reclamation of the area following termination of extraction activities; (3) provide for fish and wildlife habitat through the protection of riparian vegetation, spawning beds, marshes, and other features; (4) ensure coordination of federal, state, and local plans and permits for the beneficial, multi-purpose management of the river channel and bank areas; (5) provide for channel maintenance to help flood control and prevention activities; (6) provide for recreational opportunities.
Public Facilities (PF)	Intended to allow for development and modification of public facilities without requiring the City to go through the conditional use permit process.
Park, Recreation and Open Space (PRO)	Intended to ensure that land for park and recreation use is developed to serve its intended use while not disrupting nearby land uses.

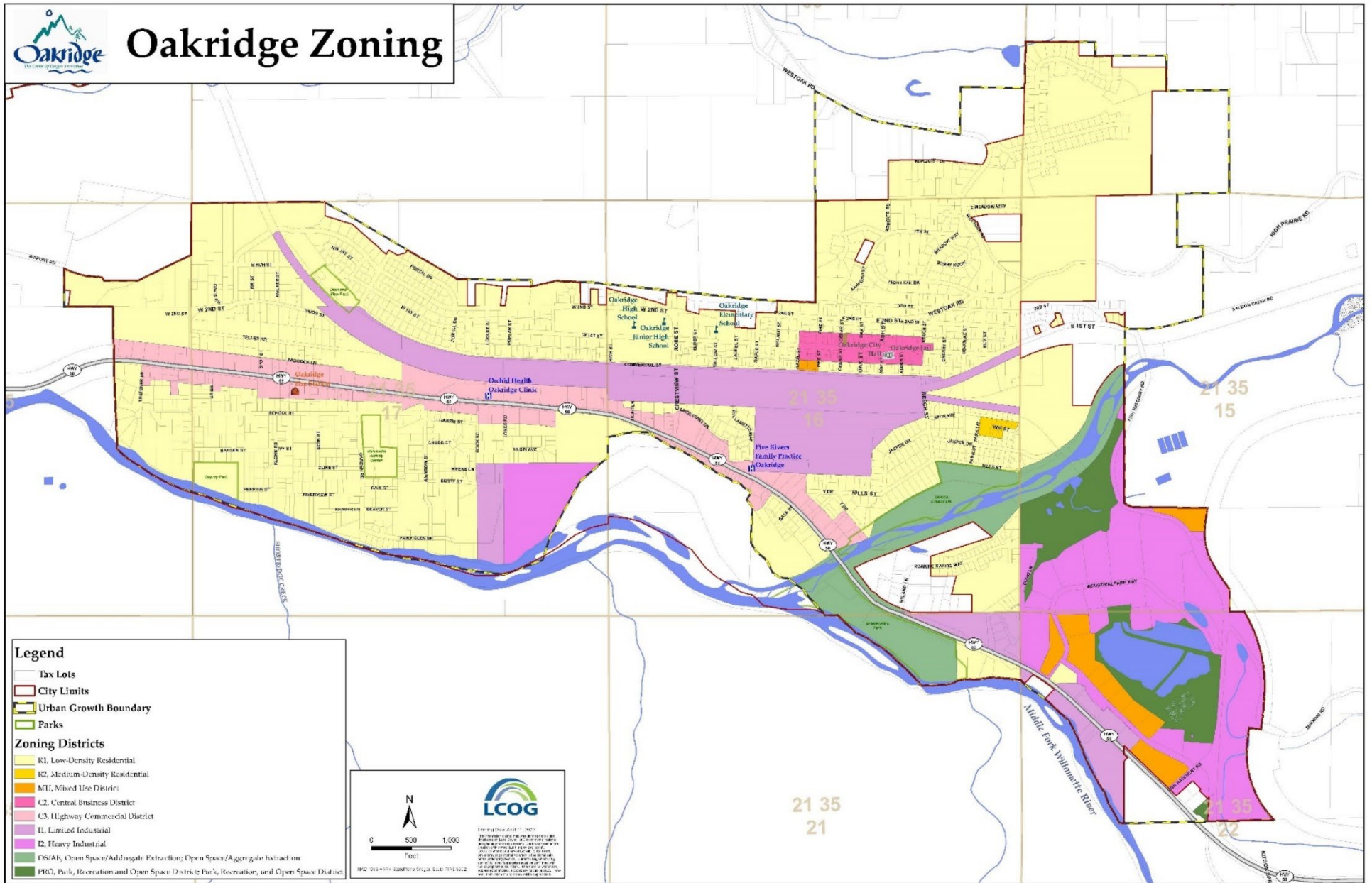
⁴ There are currently no taxlots with C-1 zoning in the City of Oakridge; however, the zone is still included in the City’s zoning code.

The Oakridge Zoning Ordinance also includes seven (7) subdistricts, listed below. These subdistricts establish additional requirements, standards, and procedures for the use and development of property in the underlying zoning district.

- Flood Plain Subdistrict (FP)
- Mobile Home Park Subdistrict (MHP)
- Manufactured Home Subdivision Subdistrict (MHS)
- Planned Unit Development Subdistrict (PUD)
- Airport Safety Subdistrict (AS)
- Old Town Design Subdistrict (OT)
- Highway 58 Design Subdistrict (HD)

This evaluation will pay special attention to the Old Town Design Subdistrict (OT).

Figure 1. Oakridge Zoning Map



C. COMPREHENSIVE PLAN

The Oakridge Comprehensive Plan serves as the principal policy document for land use within the Oakridge city limits. It provides the policy foundation that guides physical development within the City and helps City decision-makers evaluate proposed changes to zoning, impacts to natural resources, pursuing grant requests, among other municipal concerns. Volume I of the plan was originally adopted in 1977, and the currently adopted Volume IV was adopted in 1981 and amended in 1993. The Comprehensive Plan contains goals, objectives, policies, and implementation programs and policies, and is adopted by reference as Chapter 154 of the Oakridge Development Code.

Residential Policy

Housing policy in the Comprehensive Plan is supportive of housing choice. Existing policy directs the City to identify “potential areas for encouraging medium density residential development to provide housing choices in multi-family and residential categories.” In addition, current policy directs the City to continue to “integrate mobile home and/or modular housing into local housing inventory through development guidance and zoning administration.”

Recent housing analysis will provide the City with specific policy direction to accommodate existing and future residents.⁵ The City has recently completed a 2022 Residential Land Needs Analysis (RLNA). This analysis used findings from Oakridge’s and Westfir’s buildable land inventories (land supply analysis) and Oakridge’s and Westfir’s 20-year housing needs projections (housing demand analysis) to conclude whether Oakridge and Westfir have enough buildable land to accommodate 20-year housing projections. This work concluded that Oakridge has more than enough land to accommodate population growth over the next 20 years, with a surplus of land available for all needed housing types according to current demographic and housing trends.

The analysis also suggests that the City has a need for more affordable housing types, such as townhomes/plexes, multifamily, and manufactured housing. These housing types are allowed in most zones, but during the last five years only two manufactured homes have been installed in Oakridge and no multifamily units have been built.

Preliminary strategies resulting from the RLNA work include rezoning residential land to allow for higher density housing; prohibiting single-family detached housing in one or more of the City’s higher density residential and commercial zones to preserve more buildable land for other types of housing; establishing minimum density standards; and reducing minimum lot size standards.

⁵ Draft Residential Land Needs Analysis, Cascadia Partners, August 18, 2022.

Transportation Policy

Transportation goals and policies were adopted and became part of the Oakridge Comprehensive Plan as part of the action that adopted the 2000 TSP. The 2000 TSP goals and policies replaced transportation-related goals and policies in the Comprehensive Plan; the rest of the TSP was incorporated into the Comprehensive Plan as a Transportation Element and replaced transportation-related background information in the Comprehensive Plan.

More recently, the transportation goals and policies were once again updated as the City adopted the 2020 TSP as the transportation element of the Comprehensive Plan. The physical Comprehensive Plan document was not updated as part of the City action, but TSP goals and policies became the City's transportation policy upon TSP adoption.

Multimodal transportation-supportive policies are found in TSP Chapter 2 - in particular under Goal 2 ("Provide a transportation system that balances transportation services for the safety, convenience, efficiency, and livability of all users") and Goal 3 ("Provide a transportation system with facilities and services that meet mobility needs of all potential users"). A sampling of these policies is provided below.

- *Support completion of street connections that create a grid-style layout to provide system redundancy and require new streets to be connected to the existing street system (Goal 2, Policy b.).*
- *Identify improvements to complete a bikeway system for circulation within Oakridge and connections to routes and paths outside Oakridge (Goal 2, Policy f.).*
- *Maintain and improve a pedestrian walkway system for circulation within Oakridge and connections to paths outside Oakridge (Goal 2, Policy g.).*
- *Provide transportation mode choices to all users of the transportation system (Goal 2, Policy i.).*
- *Support the development of regional public transit, including identifying park-and-ride opportunities (Goal 3, Policy c.).*
- *Promote an interconnected network of bicycle, pedestrian, and transit facilities throughout the City (Goal 3, Policy d.).*
- *Promote a transportation system that includes pedestrian and bicycle connections to recreational and tourist destinations throughout the City (Goal 3, Policy g.).*

Project Outcomes

Recommendations that result from this project should have a basis in adopted City policy. The adopted City of Oakridge Comprehensive Plan was recently revised to include updated transportation policies; this project will revisit recommended transportation-related development requirements (see C. Multimodal Transportation Facilities, under Code Evaluation in this memorandum). An examination of residential uses and standards in the Code Evaluation, along with the recent RLNA findings and recommendations, will inform updated housing policies

and recommended code modifications. Recommended Comprehensive Plan housing policies may reflect strategies that support the need for more dense and affordable housing types that are lacking in Oakridge today; policies in turn will support changes to how new residential units are permitted and built in the City.

Code Evaluation

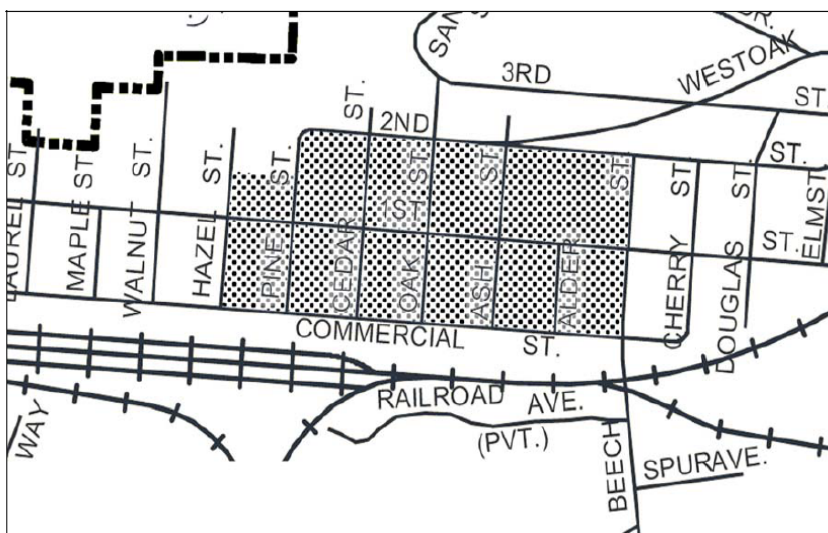
A. UPTOWN (OLD TOWN DESIGN SUBDISTRICT)

Allowed Uses

The district commonly referred to as “Uptown” is located within the Old Town Design Subdistrict defined in the zoning ordinance. The Old Town Design Subdistrict applies to the area shown in Figure 2, which is zoned primarily C-2 Central Commercial District and includes a small portion of Mixed Use and R-1 zoning. Existing development in Old Town reflects uses that are permitted according to the Zoning Code. Recommendations for permitted uses in the Old Town Design Subdistrict are as follows:

- In areas zoned C-2, new residential development is currently allowed as part of a mixed-use development, “provided that dwelling units do not occupy the front 25 feet of the building’s ground floor facing the principal commercial street.”
- With the objective of increasing housing choice and availability, the City should explore permitting outright standalone multi-family residential uses in the R-1 and MU parts of the Old Town subdistrict.
- The City should consider allowing a greater percentage of the ground floor of mixed-use buildings for residential use, if proposed development meets the Old Town architectural standards.

Figure 2. Old Town Design Subdistrict



Off-Street Parking

In a downtown area, the amount of space dedicated to parking should be minimized to create a compact and visually appealing environment. By removing off-street parking requirements, the City can give business owners and developers flexibility and freedom to determine the amount and type of parking that will meet the needs of their clients. Removing off-street parking requirements can provide even more opportunity for future development or redevelopment. This could free up land currently used for parking lots to be developed over time into new buildings for business – an arguably more efficient use of valuable land. Removing off-street parking requirements does not mean that all off-street parking will go away, it simply allows the City and business owners to work together to meet the true parking needs of the Old Town district.

Currently, most commercial uses require one stall per 200 square feet of retail space. Eating and drinking establishments require one stall per 100 square feet of floor area. For mixed uses, the total requirements for off-street parking spaces is the sum of the requirements for the various uses. An on-street parking credit may be used to reduce the number of off-street stalls at a rate of 1:1 for every adjacent on-street parking stall.

Site Design & Development Standards

Site design standards in the Old Town Subdistrict are generally aligned with urban design best practices. The following current standards contribute to a pedestrian-friendly (accessible, visually interesting) streetscape and provide opportunities for a dense and walkable urban core:

- Zero lot line development is encouraged, with limited allowances for development with setbacks greater than 0 feet. The City should amend the code to require zero lot line development in the C-2 zone.
- The code states, “No specific front and rear yard standards shall be provided. They shall be decided upon an individual basis and guided by the prevailing setbacks in the immediate vicinity.” This provision should be removed.
- Primary building facades are required to face the principal street.
- Maximum building height is 35 feet tall or 3 stories, whichever is less.
- Lot coverage is only limited by setback requirements. The only setback requirement is a 10’ side yard where a lot abuts a residential zoned property.

Architectural & Streetscape Design Standards

The “Oakridge Frontier Style” is required for new non-residential development in the Old Town Design Subdistrict. Anecdotally, community members have noted that architectural and streetscape design standards could be hindering development in Old Town.

The following architectural elements are currently required:

- Horizontal design elements
- Vertical design elements
- Recessed or projecting building entries
- Glazing requirements: 50% ground floor glazing and 25% upper floor glazing
- Visibly supported decks, balconies, etc.
- Landscape buffers, walls, and fencing must accommodate an opening for a walkway (3-6 ft wide) for every 20 ft of frontage.
- Specific standards are provided for awnings, bay windows, covered porches or arcades, and stairs, stoops, and decks.
- Sign standards apply to mixed-use and non-residential development

The Oakridge Frontier Style is currently defined by the following architectural standard elements:

- List of approved and prohibited façade and siding materials
- Roof embellishments such as cornice molding, decorative brackets, or eaves
- Ground floor, storefront windowpane size and spacing requirements
- Exterior colors must be from an approved color pallet

The architectural elements required of proposed development in Old Town are common design development standards in many Oregon central business districts and do not appear to be overly strict. It is unclear the extent to which the City's current requirements have been a barrier to development. Recommendations for proposed revisions requires further discussion with the City and input from developer stakeholders for a greater understanding of issues and barriers related to development. Changes or additions to the design standards should further a pedestrian friendly environment.

The Highway 58 Design Subdistrict allows for similar commercial uses as the Old Town Subdistrict and has seen development of sites that were subject to a similar extent of design standards, though with different architectural specifications. A more in-depth exploration and understanding of circumstances and conditions that distinguish the two subdistricts may provide insight into what may be hindering new development in Old Town.

B. USES AND STANDARDS

Non-Residential Uses

Table 2 shows the allowed uses, height, lot, and setback requirements in all non-residential zones.

Table 2. Allowed Uses & Standards in Non-Residential Zones

Zone	Example of Permitted Uses	Height Limit	Lot Size	Setbacks
C-1 Neighborhood Commercial	Restaurants (no drive-thrus), retail shops, offices, new residential as part of mixed-use building, personal services	Lesser of 35' or three stories	Min. 25' wide 100% coverage allowed Max. 5,000 SF floor area	Zero lot line development allowed except when abutting residential. 10' rear setback when abutting R zone.
C-2 Central Commercial District	Clinics, spas, hotels/motels, mixed use development, new residential as part of mixed-use development, restaurants (no drive-thrus), personal services, retail stores	Lesser of 35' or three stories	Min. 25' wide 100% coverage allowed	Zero lot line development allowed except when abutting residential. 10' side setback when abutting R zone.
C-3 Highway Commercial	Clinics, spas, hotels/motels, mixed use development, new residential not on ground floor, restaurants personal services, retail stores, wholesale retailers, auto repair	Lesser of 35' or three stories	Min. 100' wide Min. lot area 10,000 SF 100% lot coverage allowed within setbacks	Front: 10' Side: 10', except when abutting R zone then 20' Rear: 20' when abutting R zone
M-1 Mixed Use District	<i>"Those uses permitted outright in the residential, commercial, light industrial and park, recreation and open space districts provided for in this ordinance."</i>	Regulations are the same as the regulations of that district in which the proposed use would otherwise be allowed.		
I-1 Light Industrial	Auto repair, utility facilities, building material sales yards, warehousing and storage	Lesser of 35' or three stories	Min. lot area 10,000 SF Min. 100' wide 100% lot coverage allowed within setbacks	Front: 20' Side: 10', except when abutting R zone then 20' Rear: 20' when abutting R zone
I-2 Heavy Industrial	Junk yards, kennels, manufacturing, auto repair, warehousing and storage	Lesser of 35' or three stories	Min. lot area 10,000 SF Min. 100' wide 100% lot coverage allowed within setbacks	Front: 20' Side: 10', except when abutting R zone then 20' Rear: 20' when abutting R zone
OS/AE Open Space / Aggregate Extraction	aquaculture, park land and open space, recreation activities aggregate extraction and storage	Lesser of 35' or three stories	No minimum lot requirements.	20' from residential property lines
PF Public	Communication facilities, government facilities, parkland and open space,	Lesser of 35' or three stories	100% lot coverage allowed within setbacks	20' from residential property lines

Zone	Example of Permitted Uses	Height Limit	Lot Size	Setbacks
Facilities	utilities		No lot coverage requirements for parks uses	
PRO Park, Recreation, and Open Space	Parks, trails, public restrooms, picnic areas, playgrounds	Lesser of 35’ or three stories	No minimum lot requirements	20’ from residential property lines

Residential Uses

Oregon Revised Statute (ORS) 197.307(4) requires that local governments adopt and apply clear and objective standards, conditions, and procedures regulating the development of all housing. This is to ensure that communities do not use discretionary or subjective criteria to deny housing projects. Local standards, conditions, and procedures can’t discourage housing through unreasonable cost or delay.

To comply with ORS 197.303, Oakridge must provide clear and objective standards for all residential development in all zones where it is permitted. The review of the Zoning Ordinance and Land Subdivision Chapter of the City Code confirmed that the City’s development standards for residential development are clear and objective and comply with the statutes. Some site plan review criteria are not clear and objective. In order to make the residential development process clear and objective, Section 25.06 Criteria for Site Plan Review Evaluation should be amended to remove requirements that the *“development is compatible with surrounding developments and does not detract from the character of the neighborhood (25.06(1)(b))”* and the *“location, design, size, shape and arrangement of the uses and structures are in scale and are compatible with the surroundings (25.06(2).”*

New residential development is permitted outright in the R-1 (Low Density Residential), R-2 (Medium Density Residential), and M-1 (Mixed Use District) zones. New residential uses are permitted in C-1, C-2, and C-3 zones “provided that dwelling units do not occupy the front 25 feet of the building’s ground floor facing the principal commercial street, except that a six-foot wide separate entrance to the residential uses may be allowed off the principal commercial street at the ground floor.”

Currently the code includes definitions for the following types of housing under the Dwelling Unit definition dwelling units:

- Accessory Dwelling Unit (ADU): A secondary dwelling unit on a single-family lot, which may be either attached to the primary dwelling or detached.
- Duplex: A duplex dwelling unit is a building with two attached housing units on one lot or parcel.

- Multiple: A multiple-dwelling unit is a building or buildings containing four (4) or more dwelling units on one lot or parcel.
- Single Dwelling Unit: One dwelling unit, on its own lot, whether detached, or sharing common end walls with another unit (townhouse). Manufactured homes on a permanent foundation are considered to be single-dwelling units when consisting of one dwelling unit.
- Single, Attached (Townhouse): Two or more single family dwellings with one or more common end walls.
- Triplex: A building with three (3) attached housing units on one lot or parcel.

In order to promote housing diversity and variety in the R-1 and R-2 zones, some modifications to the current zoning standards are recommended. Many middle housing types, including duplexes, triplexes, quadplexes, and townhomes, are already permitted outright or conditionally by the code (see Table 3).

Table 3. Types of Housing Permitted

Zone	ADUs	Duplex	Triplex	Townhouses	Multiple Dwelling	Single Dwelling
R-1	1 unit per single dwelling unit and requires a Minor Site Plan Review.	Permitted on corner or double frontage lots with dimensional requirements and require Major Site Plan Review. Permitted conditionally on all other lots.	Permitted on corner or double frontage lots with dimensional requirements and require Major Site Plan Review. Permitted conditionally on all other lots.	Permitted conditionally with a minimum lot size of 3,500 sf per dwelling unit. Requires Major Site Plan Review.	Not permitted.	Permitted.
R-2	1 unit per single dwelling unit and requires Minor Ste Plan Review	Permitted on all lots of subject and require Major Site Plan Review	Permitted on all lots and require Major Site Plan Review.	Permitted on all lots and require Major Site Plan Review.	Permitted subject to	Permitted.

While the City permits a variety of housing types, development standards may be discouraging their development. The following modifications to R-1 and R-2 development standards may facilitate housing development:

- Reformat Sections 4.03-4.05 Lots into a tabular format to make standards more legible.
- Allow all housing types, including all middle housing types, by right, not conditionally.
- Lower minimum lots sizes. Lot coverage standards could be increased by 5% in the R-1 zone to make slightly larger homes feasible for developers. However, lower minimum lot sizes would be more impactful.

- Residential height limits could be increased to 35 ft or 3 stories in the R-1 zone; ADU height limit could be explicitly stated and increased to 2 stories. (Note that currently height limits in R-1 reference “accessory structures” but not specifically ADUs. The height limit for *all* structures in the R-2 zone is 35 ft.)
- In the R-1 zone, eliminate the corner lot/double-frontage lot requirement for duplexes and triplexes. Eliminate special lot size requirements for duplex and triplexes, and remove Section 25.09 (3) building mass standard for townhomes.
- Review usage of “single family” and “single dwelling” for consistency and clarity.
- Multiple-dwelling and middle housing types and ADUs are subject to special architectural and design standards in Article 25, Subsections 09-12. These requirements make multiple dwelling structures and middle housing more difficult and costly to develop than single dwelling units and should be removed. Additionally, state law prohibits ADUs from being subject to development standards above and beyond what is required of single dwelling units.

Cottage cluster housing is technically allowed under the current definition “dwelling unit, multiple.” However, to encourage further diversification of housing in Oakridge, the City should adding a specific definition and standards for cottage cluster housing.

Cottage cluster developments are often defined as multi-unit residential developments where grouping(s) of four to 12 cottage dwellings are arranged around or adjacent to shared open space and located on a single lot. This form of development provides for small-scale detached dwellings that form a small community.

Figure 3. Examples of Cottage Cluster Development



Manufactured Homes

The Oakridge Zoning Ordinance includes definitions for:

- Manufactured home
- Manufactured home subdivisions
- Mobile home
- Mobile home park
- Mobile home space

These definitions should be updated to comply with the provisions of House Bill 4046 (2021).

Manufactured homes are permitted uses in R-1 and R-2 zones; and manufactured home subdivisions or mobile home parks are permitted conditionally in R-1 and R-2 zones. Section 4.09 includes specific design and placement standards for manufactured homes. Pursuant to House Bill 4064, the same standards are required for manufactured homes as for single family homes, except:

- As necessary to comply with a protective measure adopted pursuant to a statewide land use planning goal; or
- To require that the manufacturer certify that the manufactured home or prefabricated structure has an exterior thermal envelope meeting performance standards which reduce levels equivalent to the performance standards required of single-family dwellings constructed under the Low-Rise Residential Dwelling Code as defined in ORS 455.010.

The code should be updated to reflect these requirements. The code should also ensure consistency and/or distinction between mobile home park and manufactured home subdivisions.

Site Plan Review

A Minor Site Plan Review (§25.02(2)) is required for detached single dwellings, duplexes, and ADUs. Minor Site Plan permits are reviewed by the City Administrator (or designee). A Major Site Plan Review (§25.02(1)) is required for triplexes, townhouses, multi-dwelling units, and mobile home parks. Major Site Plan permits are reviewed by the Planning Commission. These review procedures correspond to “Type 1” and “Type 2” procedures in the Model Code. Some minor updates to the City’s approval processes, consistent with recommended Model Code language, may help City staff and applicants better administer and comply with City procedures.

Standards for Duplexes, Triplexes, and Townhouse Development

There are special design and development standards for duplexes, triplexes, and townhouses (Section 25.09), which include:

- Maximum number of consecutive townhouse units is 4 units, or maximum building length of 100 ft, whichever is less.
- Townhome, duplex, and tri-plex subdivisions (4 or more lots) shall receive vehicle access only from a rear alley.
- Maximum driveway width is 18 ft for townhomes, duplexes and triplexes receiving access directly from a public or private street. Street facing garages must be recessed at least 5 ft.

These housing types are also subject to special architectural design standards (Section 25.11) including:

- Buildings may not exceed 100 ft in width.

- Buildings must incorporate offsets, balconies, or similar architectural elements.
- Developers must choose 6 from a list of 12 detailed design elements.

The housing standards in Oakridge are largely aligned with Model Code recommendations, and required standards are clear and objective. However, housing standards should be revised to make developing housing of all types more viable - in particular more middle housing and multiple-dwelling unit housing.

Off-Street Parking

The City should reduce all off-street parking requirements in residential zones in order to provide more flexibility for developers to build affordable housing options.

- Reduce single dwelling, duplex, triplex, and multiple requirements to one space per dwelling.
- Do not require any additional off-street parking on lots with ADUs.

C. MULTIMODAL TRANSPORTATION FACILITIES

Bicycle and Pedestrian Connectivity

Sidewalks and bike facilities may be required improvements as part of the subdivision process. Land Division Ordinance Section 7.03 requires sidewalks to be installed on both sides of a street within a subdivision at the time a building permit is issued.

Zoning Ordinance Article 20 outlines the following bicycle parking requirements:

- Multifamily residences with four or more units: one sheltered parking space per unit.
- Non-Residential: one space for every 7 motor vehicle spaces.

Transportation System Plan

Developing and enhancing multimodal transportation is one of the core objectives of this project. Multimodal transportation allows people to walk, bike, roll, or use transit to get to their destinations in a safe, convenient, and efficient manner. The 2020 TSP planning effort identified several recommended amendments to the Land Division and Zoning ordinances which further the objectives of this project but have not yet been adopted.

The following recommendations were included in the 2020 TSP:

Land Division Ordinance Recommendations

1. *Revise minimum right-of-way and pavement widths consistent with street functional classifications. The standards currently found in Section 6.02 of the*

Land Division Ordinance should be removed and a reference to the updated TSP should be added.

2. *Consider adding language to the procedures sections of the Oakridge Land Division Ordinance specifying the need to provide notice to public agencies providing transportation facilities and services, including ODOT and Lane Transit District, regarding proposals that are adjacent to, or will have an impact on, transportation facilities or services.*
3. *Consider including requirements to plan for on-site bicycle and pedestrian connectivity to adjacent residential areas, transit stops, and activity centers near the proposed development.*
4. *Consider including additional language in Article 6 (Neighborhood Commercial District) and Article 7 (Central Commercial District) that specifies acceptable ways to accommodate on-site pedestrian and bicycle routes.*
5. *At which time the City of Oakridge becomes part of the LTD service district, the City should revisit design requirements on transit routes and for transit facilities and update requirements in the Oakridge Land Division Ordinance and Oakridge Zoning Ordinance to reflect those requirements.*

Zoning Ordinance Recommendations

6. *Revise the Zoning Ordinance to allow transportation facilities, services, and improvements that are consistent with the TSP to be permitted outright in all zones.*
7. *Add language to the Oakridge Zoning Ordinance that requires a Traffic Impact Analysis (TIA) for developments that may impact the operations of transportation facilities, including provisions that specify when a proposal must be reviewed for potential traffic impacts; when a TIA must be submitted with a development application; the required contents of a TIA; and who is qualified to prepare the analysis.*
8. *Consider adding language to the Oakridge Zoning Ordinance that specifies that expected impacts to the transportation system, as documented in the results of a TIA, may be the basis for imposing conditions of approval.*
9. *Add language to Subsection 15.05 of the Oakridge Zoning Ordinance requiring notice to Oregon Department of Aviation (ODA) of any development permits within an overlay zone with the FAA Form 7460-1, Notice of Proposed*

Construction or Alteration, and establishing a process for submission of this form.

- 10. Add language to Section 29.03 of the Oakridge Zoning Ordinance that ensures amendments are consistent with the adopted TSP.*
- 11. Consider adding language to Subsection 20.11(1) requiring bicycle parking facilities for transit transfer stations and park-and-ride lots.*
- 12. Add requirements to Section 20.03 of the Oakridge Zoning Ordinance requiring pedestrian circulation through off-street parking lots in the form of accessways.*
- 13. Consider including additional language in Article 25 that specifies acceptable ways to accommodate on-site pedestrian and bicycle routes.*
- 14. The City should consider amending existing design standards to include requirements for development proposals that are within a certain distance from an existing or planned transit stop.*
- 15. The City should consider requiring new developments with planned designated employee parking areas to provide preferential parking for employee carpools and vanpools. A typical local code requirement requires employers with more than a specific number of employees to dedicate a percentage of the required parking spaces for carpools and/or vanpools. Alternatively, code provisions could provide optional incentives for reductions in the overall number of required parking spaces for a development where carpool and/or vanpool parking is accommodated.*

As noted in the first bullet under the Land Division Ordinance Recommendations, subdivision requirements should include and be consistent with the Local Street classifications and standards included in the TSP. The City should also consider how (and if) additional site improvements should be required to ensure connectivity to other subdivisions.

Transportation Planning Rule

As part of the 2020 TSP update, a Transportation Planning Rule (TPR) audit was completed to assess Oakridge's compliance with the TPR. The TPR (OAR 660-012) implements Statewide Planning Goal 12 (Transportation), which is intended to promote the development of safe, convenient, and economical transportation systems that are designed to maximize the benefit of investment and reduce reliance on the automobile. The TPR includes direction for preparing, coordinating, and implementing transportation system plans (TSPs). The full Transportation

Planning Rule Review is included as an attachment to this memorandum; it includes recommendations for updating the Land Division and Zoning Ordinances to comply with the TPR.

TPR Section -0045 (Implementation of the Transportation System Plan) requires local governments to amend their land use regulations to implement the adopted TSP. It also requires local governments to adopt land use and subdivision regulations to protect transportation facilities for their identified functions, including access control measures, standards to protect future operations of roads, expanded notice requirements and coordinated review procedures for land use applications, and a process to apply conditions of approval to development proposals. The adopted 2020 TSP includes recommended code language amendments to the Land Division and Zoning Ordinances to meet the requirements of TPR -0045, however the amendments have not yet been made. In order to comply with the TPR, the City must make the recommended changes or identify new amendments to comply with the TPR.

D. GREEN INFRASTRUCTURE

What is Green Infrastructure?

Green infrastructure is any infrastructure element that “filters and absorbs stormwater where it falls.”⁶ Elements of green infrastructure can include street trees, planter boxes, bioswales, permeable pavement, green streets, and green roofs. Table 3 defines each of these elements and provides examples.

⁶ <https://www.epa.gov/green-infrastructure/what-green-infrastructure>

Table 4. Green Infrastructure Elements⁷

Image Source: Main Street McMinnville

Street Trees

Trees absorb stormwater in their leaves and branches. Street trees also help cool the urban environment and reduce the heat island effect.



Image Source: Greenworks, PC

Bioswales

Bioswales, often found along curbs and in parking lots, use vegetation or mulch to slow and filter stormwater flows. Usually found in downtown areas, they collect and absorb runoff from streets, sidewalks, and parking lots. Bioswales are commonly connected to a municipal wastewater or stormwater system.

Stormwater Planter Boxes

Like bioswales, planter boxes collect rain and runoff water. They can be above or below ground and are generally not built into the municipal stormwater system. Ideal for areas with limited space, planter boxes can be a useful way to beautify city streets.

Permeable Pavement

Permeable pavements infiltrate, treat, and/or store rainwater where it falls. They can be made of pervious concrete, porous asphalt, or permeable interlocking pavers.



Image Source: Urban Green-Blue Grids

Green Streets

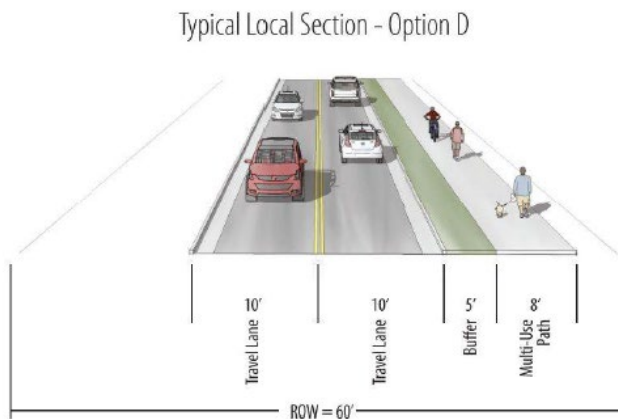
Green streets are created by integrating green infrastructure elements into their design to store and filter stormwater. Permeable pavement, bioswales, planter boxes, and trees are among the elements that can be woven into street the street design.

⁷ <https://www.epa.gov/green-infrastructure/what-green-infrastructure>

Existing Conditions

Currently, the City requires street trees for all development subject to a Major Site Plan Review. The TSP does not provide any guidance on stormwater plantings or green infrastructure, and the City does not currently have any standards that require green infrastructure. Only one street section in the TSP (Figure 2) includes an element of green infrastructure – a planting buffer. It is not specified how it should be developed or planted (ex. whether to include street trees, accommodate bioswales, etc.).

Figure 4. Local Street Section from TSP



Street trees are a streetscape requirement in the Old Town Design Subdistrict. The current streetscape design standards require the following in Old Town:

- Minimum sidewalk width of 8 ft, preferred width is 12-15 ft.
- A minimum of 3 street trees should be planted per block
- Streetlights should be 9-15 ft tall, and spaced no more than 60 ft apart
- One bench and one trash receptacle are required per block.
- Sign standards

Figure 5 and Figure 6 are examples of built improvements that illustrate some of the elements included in the Oakridge standards that have yet to be implemented.

It is not clear if these are elements that are required as part of development approval, for proposals subject to Minor Site Plan Review. It is also worth considering whether the Zoning Ordinance is an effective tool for improving streetscapes and adding green infrastructure in areas of Oakridge that are already developed, such as Old Town.

Figure 5. Streetscape Improvements in Sisters, OR including street trees, curb extensions, and bioswales.



Image Source: Greenworks, PC

Figure 6. Streetscape Improvements in Lafayette, OR including curb extensions, planters, and street trees.



Image Source: Google Street View

E. TEMPORARY LODGING STANDARDS

As of October 2022, there are 35 listings on Airbnb within Oakridge city limits that are being used for temporary lodging or short-term rentals (STRs). These uses have not been identified as an immediate concern. However, the City can benefit from new and updated standards to help prepare for future challenges that the uses may present. Specifically, tourism growth in Oakridge could make preserving housing for residents a pressing issue. One of the key objectives of this project is to recommend amendments that will enable visitors to find lodging in walkable and bikeable areas, while at the same time recognizing affordable housing in those same locations.

Many communities in Oregon are challenged with existing housing stock being used as STRs and some have adopted requirements that help them regulate, and in some cases limit, these uses. For small cities and tourism-dependent communities in Oregon that have implemented local STR regulations, common limitations address number and location of STRs and policies for their operation. Licensing and operational requirements are typically found in municipal codes; land use permit requirements are in local development codes or zoning ordinances.

Case Studies

In Oregon, Hood River, Gerhart, Lincoln City, Bend, Bandon, McMinnville, and Yachats are some of the many jurisdictions that regulate STRs. Five of jurisdictions in particular - Gearhart, Newport, Lincoln City, Bandon, and Tillamook County - have robust local requirements and were chosen as case studies for this research. Informing this work is academic research from University of Oregon (UO), which provided additional context for existing practices and STR recommendations for Oregon jurisdictions.⁸ From this research, common regulations for STRs include, but are not limited to:

- **Adopt an official definition of “short-term rental.”** Most jurisdictions adopt an official definition of the use that is distinct from longer-term residential leases. Some jurisdictions have a subset of definitions under the short-term rental umbrella. For example, Newport’s definition includes has three different types of STRs: home shares (owner rents a room in the dwelling unit where they reside), bed & breakfast establishments (owner or manager lives on the premises), and vacation rental dwellings (entire unit is rented).
- **Limit STRs to certain zones or geographies.** Most jurisdictions use local zoning to place geographical limits on where STRs can be permitted. Commonly STRs are permitted differently in residential zones in comparison to commercial or mixed-use zones. Some jurisdictions, such as Newport and Lincoln City, prohibit STRs in the lowest density zones and/or certain planned developments; others consider STRs as commercial uses that are permitted only conditionally in residential zones. To promote walkability and bikeability, STRs could be permitted only in areas with multimodal connectivity.
- **Limit the number permitted.** Jurisdictions have chosen to limit the number of STRs permitted, either city-wide or in certain areas. Both Lincoln City and Gerhart have a cap on the number of STRs licensed in their cities. Other jurisdictions limit STRs through

⁸ DiNatale et al., “Short-term rentals in small cities in Oregon: Impacts and regulations”, 2018. <https://www.eugene-or.gov/DocumentCenter/View/52935/UO-STR-Research-project-summary> and “Assessing and Responding to Short-Term Rentals in Oregon,” 2017, https://scholarsbank.uoregon.edu/xmlui/bitstream/handle/1794/22520/DiNatale_final_project_2017.pdf?sequence=3&isAllowed=y

saturation rates. Saturation rates prohibit STR within a certain distance of other existing STRs (used in Bandon), or are based on an established percentage of lots in a zone that can be STRs (the Lincoln City approach). The UO Study suggests creating restrictions on STRs if they account for more than 4% of the housing stock in a jurisdiction.

- **Establish operational standards.** Operational standards set expectations for how the activity should be conducted and properly maintained and can mitigate livability and nuisance concerns regarding STRs. Case study jurisdictions had a variety of regulations related to operations including:
 - Maximum occupancy requirements
 - Parking requirements
 - Landscaping requirements
 - Waste collection requirements
 - Requiring a contact to be local
 - Signage requirement for dwelling/unit number
 - Life/safety inspections to ensure safety requirements such as fire alarms, railings, pool safety, etc. is met
 - Quiet hours

UO study recommends creating provisions that revoke STR license or permits for properties that receive more than 5 nuisance complaints in a year. Newport has policies that revokes the permit after 3 complaints.

- **Require licensing.** Most jurisdictions require a license be obtained in order to legally operate a STR. The licensing programs are used to periodically check and maintain the STR licenses; many have annual renewal requirements. Licensing requirements ensure regulatory consistency within a jurisdiction and provide an opportunity to educate STR owners about operations requirements. In Lincoln City, the license is the second step of permitting a STR after land use approval.
- **Collect taxes (Transient Room Tax) and assess penalty fees.** The City of Florence collects TRT taxes for short-term rentals. Commonly, fees are assessed to help fund administration and enforcement of the local STR program. A 2017 study found that the average fee in participating Oregon jurisdictions was \$498 (see Figure 3).

Figure 7. Frequency for Fee and Tax Rates

Fee Rate Frequency			Tax Rate Frequency	
Mean	\$	498	Mean	7.4%
Median	\$	358	Median	7.5%
Standard Deviation	\$	554	Standard Deviation	2.3%
Range	\$	2,150	Range	8.6%
Min	\$	50	Min	1.8%
Max	\$	2,200	Max	10.4%

Source: Responding to Short-Term Rentals in Oregon Survey, y-Q20 and y-Q21, 2017.

Other Notable Regulations

The following STR requirements not used in the case study jurisdictions, but applied in other Oregon cities, may be useful to consider for application in Florence.

- Yachats: As of 2020, the City has a lottery system for new STR permits, with a process for being included on a waitlist.
- McMinnville: Has a saturation rate regulation based on proximity; STRs are not allowed on properties within 200 feet of another (existing) STR.
- Eugene: Requires all STRs to register annually with the City. A Transient Room Tax of 4.5% applies to all STRs.
- Coos Bay: New STR regulations in Coos Bay were adopted in January 2022. Key features include a 300' distance requirement between STR locations (STRs where owner/operator does not live on the site). An STR Permit requires notification to neighbors within 300 feet of the proposed site and must include contact information for STR's owner/operator.⁹

F. ZONING ORDINANCE STRUCTURE

Currently, the City of Oakridge has two separate ordinances that govern development - a Zoning Ordinance and a Land Division Ordinance. The City could consider creating a unified municipal ordinance, or a unified code, to streamline requirements, reduce redundancy, and provide a "one stop" document for future developers. A reorganization of City requirements into a unified code will result in an overall simplification and clarification of the code. This change will make the code easier to understand and apply for people not familiar with reading municipal codes, those with limited English proficiency or low education levels.

Next Steps

This evaluation includes items from the 2020 TSP update that was adopted but not yet implemented. This project is an opportunity to make those code updates and right-size local street system standards for Oakridge. The evaluation and recommendations detailed in this memorandum will be reviewed and discussed with Oakridge staff, Oakridge Planning Commission, and the public. Following the discussions, the recommendations will be clarified and refined as needed and specific "next steps" will be itemized in an Action Plan.

This work is intended to be a part of two-phase process. The evaluation is Phase I; once the resulting Action Plan is reviewed, the City can request funding from the TGM program to pursue Phase II, Code amendments. That future phase is where code language will be drafted with the intent to adopt and amend existing City ordinances.

⁹ Source: <http://coosbay.org/archive/news-entry/council-adopts-short-term-vacation-rental-and-homestay-regulations>

Attachment – Transportation Planning Rule Evaluation