

MEMORANDUM

CITY/BOROUGH OF JUNEAU
155 South Seward Street, Juneau, Alaska 99801

DATE: March 1, 2005

TO: Planning Commission

FROM: Peter Freer, Planner
Community Development Department

FILE NO.: TXT2005-00002

PROPOSAL: Amend Title 49 by adding a new section that provides for the development of cottage housing.

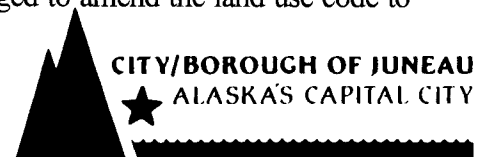
The City and Borough of Juneau Code states in CBJ §49.10.170(d) that the Commission shall make recommendations to the Assembly on all proposed amendments to this title, zonings and re-zonings, indicating compliance with the provisions of this title and the Comprehensive Plan.

BACKGROUND

The proposed ordinance would allow for the development of cottage homes at a density greater than the underlying residential density in the D-3, D-5 and D-10 residential zones.

The Community Development Department (CDD), supported by local realtors and homebuilders, began to examine alternative housing options for Juneau in late 2003, based on concerns that the housing market was not responding to the full range of needs in the community. CDD's research into housing development in other jurisdictions soon revealed the success of several cottage housing developments in the Pacific Northwest in Langley, Redmond, Seattle and Winslow. Staff compiled information and prepared a power point presentation on cottage housing that was presented separately to the Southeast Board of Realtors, the Southeast Alaska Building Industry Alliance, the Planning Commission and the Assembly Lands Committee over the winter and spring of 2003-2004. These groups encouraged CDD to continue development of the idea. A presentation was subsequently made to the combined membership of the realtors and homebuilders in July, 2004, to an audience of approximately 100 people, who encouraged CDD to develop a cottage housing ordinance.

Cottage housing was featured at the Juneau Affordable Housing Partnership's annual housing fair held at the Nugget Mall in September, 2004. Jim Soules, owner of the Cottage Company in Seattle, was the featured guest at the fair, and held workshops to further inform realtors, builders, lenders and the public about cottage housing development. Staff held four public meetings around the borough in November, 2004, to introduce cottage housing to the neighborhoods and neighborhood associations. Meetings were held in Douglas, Lemon Creek, the Valley and Auke Bay, and were attended by approximately 30 members of the public. At each of these meetings, staff was encouraged to amend the land use code to



provide for the development of cottage housing. Based on these demonstrations of support, staff prepared a draft cottage housing ordinance, making this type of development a Conditional Use in the D-3, D-5 and D-10 residential zones. This draft is now in the Law Department where it is being prepared as an ordinance for introduction.

COMPLIANCE WITH THE COMPREHENSIVE PLAN

Comprehensive Plan Contents

The development of cottage housing is consistent with Comprehensive Plan policies for Urban Development Patterns and Housing as detailed below.

Policy 2.3 of the Comprehensive Plan states:

It is the policy of the City and Borough of Juneau to promote compact urban development within and adjacent to existing urban areas to insure efficient utilization of land resources and facilitate economic provision of urban facilities and services.

Cottage housing development is consistent with this policy by providing for higher-density infill development within the Urban Service Boundary that can utilize the full range of urban services including public water and sewer and road access.

Policy 2.8 of the Comprehensive Plan states:

It is the policy of the City and Borough of Juneau to encourage and facilitate provision of a variety of housing opportunities in sufficient quantities and at affordable prices, to meet the housing needs of its residents. Provision of an adequate supply of housing for low and moderate income families is a top priority.

Implementing actions for this policy consistent with the concept of cottage housing include:

- 2.8.6 Review planned unit development provisions in the zoning code to insure maximum opportunity for flexible siting, design and construction of residential developments. *As an incentive, grant density bonuses which permit construction of more units than permitted by the underlying zoning to developments which exceed legal requirements and meet necessary criteria* (emphasis added).

Cottage housing development is consistent with this policy and implementing action by encouraging the provision of a new type of housing that promotes urban infill at a higher density than the underlying zoning, and that must meet specified development and design criteria. Cottages will be limited in size, not to exceed 1,200 square feet, which will make them more affordable than larger-sized new homes, and comparable to condominium housing.

Policy 5.1 of the Comprehensive Plan states in part:

It is further the policy of the City and Borough of Juneau to allow greater flexibility and a wider range of creative solutions in land development by encouraging such techniques as planned unit development and cluster housing.

While not specifically mentioned in the policy, cottage housing offers both greater flexibility and a wider range of creative solutions by providing the city and borough with a housing option that is not currently available. The number of cottages that may be constructed is speculative, however, the existence of this opportunity can be expected to result in housing development that broadens the range and diversity of the community's housing stock.

Community Form. In the discussion on community form, the Comprehensive Plan states that the CBJ should "seek to guide development patterns in order to assure ... sufficient development opportunities to meet a broad range of residents' needs and lifestyles."

Cottage housing meets this standard by providing housing that appeals to smaller household sizes. The 2000 census reveals that Juneau has 2,813 one-person households and 3,737 two-person households. Together, these constitute 56.8% of Juneau's 11,534 households.

Discussion

The Comprehensive Plan calls for a range of housing opportunities and encourages higher densities within the Urban Service Area. Cottage housing increases the range of housing opportunities potentially available and, as it must be located where public water, sewer and roads are available, it will encourage infill development on smaller, vacant parcels of approximately one acre or less within the Urban Service Area. The smaller size of cottage homes, in the range of 900 to 1,200 square feet, is expected to result in lower prices for this type of housing compared to more conventionally-sized single-family construction, though actual costs will depend on a variety of factors. Cottage housing responds well to the demographics of the community by appealing to the 56.8% of the population that comprises one and two-person households. While unknown, some percentage of this demographic section of the community may desire single-family home ownership over condominium housing, but neither desire, nor be able to afford, the large single family homes currently being constructed. Cottage homes will not replace three and four-bedroom homes, but will supplement and complement the inventory of new single family housing and broaden the range of home ownership opportunity.

Findings

The development of cottage housing is consistent with Comprehensive Plan policies that encourage infill within the Urban Service Area and support housing development at a higher density than the underlying zone. It provides for a wider range of housing choices and will bring single family housing into the market at lower cost than more conventional, larger single family houses.

COMPLIANCE WITH CBJ LAND USE CODE

Title 49 Contents

Cottage housing will be permitted as a conditional use and will have certain specifications and requirements not otherwise applicable to housing development. For example, lot sizes will be smaller, homes will not front on a platted right-of-way, site layout and design standards will be specified, and homes may not be increased in size over the maximum footprint and square footage specified in the cottage housing section of the code.

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The actual ordinance is currently being drafted in the Law Department and is unavailable at this time; however, a "concept draft," identical to that submitted to the Law Department, has been provided for your review.

Discussion

The architecture of the cottage housing ordinance is completed; however, integrating the cottage housing code within the text of Title 49 is still underway at the Law Department. Thus, cottage housing is before you as an information item tonight, and will be before you as an action item once an ordinance is drafted for your review.

RECOMMENDATION

I recommend the Planning Commission support the concept to establish cottage housing as a conditional use in the D-3, D-5 and D-10 zoning districts.

Cottage Housing Development

A. Purpose

The purpose of this section is to:

- 1) provide for housing that responds to changing demographics and smaller-sized households;
- 2) provide for single-family home ownership in a neighborhood setting;
- 3) support the efficient use of land and higher density in-fill in developed areas
- 4) provide for more market-affordable housing, and;
- 5) provide guidelines that assure quality and integration into existing neighborhoods.

B. Applicability

Cottage Housing Development is allowed as a conditional use in the D-3, D-5 and D-10 residential districts. A cottage housing development must abut a platted public right-of-way and be served by public water and wastewater systems, or be within 500 feet of existing public water and wastewater systems. For cottage housing developments within 500 feet of existing, adequate public water and wastewater systems, the developer shall construct the distribution systems and their connections to the public systems. The developer shall construct and pay for any increase in the size of existing public water and sewer lines as necessary to serve the proposed cottage housing development.

A cottage housing development may be constructed as individual homes on fee simple lots, or may be constructed as a detached condominium.

C. Standards for Cottage Housing Development

I. Density and Lot Area

Intent. The Site Requirements Chart establishes the basic dimensional requirements for cottages. Development standards are intended to define design parameters of cottages to achieve compatibility with adjacent single-family residential uses.

- a. The minimum lot area for a cottage home shall be 2,904 square feet, not to exceed 12 units per acre in the D-5 and D-10 zoning districts and 8 units per acre in the D-3 zoning district.
- b. The minimum lot size for a cottage housing development shall be 15,000 square feet.

- a. On a lot to be used for cottage housing development, an existing single-family home or duplex, which may be non-conforming with respect to the cottage housing standards, shall be permitted to remain, but the extent of the non-conformity shall not be increased. The side and rear yard setbacks from the existing single-family home shall be as established for cottage houses.
- d. Cottage homes shall be developed in clusters of no fewer than 4, to no more than 12, homes.

2. Design Standards

- a. Intent. It is the intent of this section:
 - (i) To ensure that cottage design is based on a coherent architectural concept;
 - (ii) To ensure that cottages possess architectural and design quality;
 - (iii) To ensure that cottages contribute positively to the architectural character of the neighborhood;
 - (iv) To ensure that cottages use quality building materials and architectural finishes in a manner that exemplifies craftsman quality and durability;
 - (v) To ensure that cottage developments are aesthetically pleasing in design, while not being ostentatious, unconventional or monotonous.
- b. Design Requirements. Each home in a cottage housing development must achieve a total of 24 design points from the number-weighted list below. This is intended to provide flexibility in design and contrast among individual cottages, while assuring that design quality is maintained. A Glossary of Design Illustrations is included in Section __ of this ordinance.

Cedar shake siding ¹	4 Points
Horizontal lap siding	4 Points
Double-hung windows ²	4 Points
Shake shingle roof	3 Points
Architectural shingle roof ³	3 Points
Mullioned windows ⁴	3 Points
Change of plane of front façade	3 Points
Gabled porch roof	3 Points
Porch roof overhang to cover stairs ⁵	3 Points
Gable detailing for main house	2 Points

¹ A total of only 4 points can be earned for use of cedar shake and/or horizontal lap siding.

² Must be used for all opening windows for points to apply

³ A total of only 3 points can be earned for architectural and/or shake shingle roofing.

⁴ Must be used for minimum of two windows for points to apply

⁵ Cannot be used also be used to count for a change of plane of front facade

Picket fence around cottage ⁶	2 Points
Gable dormer	2 Points
Decorative window(s) on front façade	2 Points
Three-tone paint on exterior walls and trim	2 Points
Front door lights or sidelights	2 Points
Roof brackets	2 Points
Skylights, clerestory windows or window tubes	2 Points
Front yard landscaping ⁷	2 Points
Fascia boards	1 Point
Gable detailing on porch roof	1 Point
Private yard sidewalks using pavers, stone or brick	1 Point
Window trim	1 Point
Window placement to assure privacy	1 Point
Architectural detailing on porch railings and posts	1 Point
Architectural site lighting	1 Point

3. Height Limit and Roof Pitch

- a. Notwithstanding the other provisions of this title, the height limit for cottage housing shall be 18 feet.
- b. The ridge of pitched roofs with a minimum slope of six-to-twelve may extend up to 25 feet. All parts of the roof above 18 feet shall be pitched.
- c. All parts of the roof above 18 feet shall be pitched. The maximum height of any portion of the roof, except chimneys or cupolas, shall not exceed 25 feet anywhere on the site.

4. Lot Coverage and Floor Area

Intent. To ensure that the overall size, including bulk and mass of cottage structures and cottage housing developments remain smaller and incur less visual impact than standard sized single-family dwellings, particularly given the increased density of cottage dwellings. To provide variety in Cottage Housing Developments through a mixture of building sizes and building footprints.

- a. The maximum lot coverage permitted for all cottage homes shall not exceed 40% of the overall development site.
- b. The maximum first floor or main floor area for each cottage home shall be as follows:
 - i. For at least 50% of the units, the first floor area may not exceed 700 Square feet.

⁶ Not less than 2, or more than 3, feet high

⁷ Must include at least one dozen perennial plants, bushes and/or trees native to the area or tolerant of local climate conditions. For the purposes of cottage housing, landscaping does not include lawns.

- ii. For no more than 50% of the units, the first floor area may be up to 800 square feet.
- c. The total floor area of each cottage shall not exceed either 1.5 times the area of the main floor or 1,200 square feet, whichever is less.
- d. Cottage areas that do not count toward the total floor area calculation are:
 - (i) Unheated storage space located under the main floor of the cottage.
 - (ii) Architectural projections, such as bay windows, fireplaces or utility closets not greater than 18 inches in depth or six feet in width.
 - (iii) Attached roofed porches.
 - (iv) Detached garages or carports.
 - (v) Spaces with a ceiling height of five feet or less measured to the exterior walls, such as in a second floor area under the slope of the roof per 2003 IRC R 304.4.
- e. The total square footage of a cottage dwelling may not be increased. A note shall be placed on the title to the property for the purpose of notifying future property owners that any increase in the total square footage of a cottage is prohibited for the life of the cottage or duration of the city and borough's cottage housing regulations.

5. Porches

Intent. To create a private outdoor space that is visually and physically connected to the common open space area and to afford a sense of connectivity and community among the cottages in the development.

- a. Cottage homes shall have a covered front porch at least 60 square feet in size with no side measuring less than 6 feet in length.

6. Yard Setbacks

Intent. To preserve adequate space around each cottage for privacy and for individual landscaping and outdoor activities.

- a. Front yard setbacks shall be an average of 10 feet and at no point shall be less than 5 feet measured from the outside perimeter of the common open space.
- b. Side yard setbacks shall be a minimum of 5 feet, providing 10 feet of side separation between houses.
- c. Rear yard setbacks shall be minimum of 5 feet.

For the purposes of determining setbacks, each cottage shall have lot lines drawn around it even where the development is a detached condominium.

7. Open Space

Intent. The minimum open space requirements are meant to provide a sense of openness and visual relief in cottage housing developments. Common open space shall provide a centrally located focal area for cottage housing development and shall be developed so it is usable for active or passive outdoor uses. Private open space shall provide private area around each individual cottage, for the benefit of cottage owner and to assure diversity in landscape design.

- a. A minimum of 250 square feet of common open space per cottage is required.
- b. At least 50% of the frontage of each cottage shall abut the common open space.
- c. The common open space shall have cottages abutting on it on at least two sides.

8. Access and Parking

Intent. To ensure minimal visual impact from vehicular use and storage areas for residents of the Cottage Housing Development as well as adjacent properties, and to maintain a single-family character along public streets.

- a. Access shall be via a driveway not less than 22 feet in width for the driving lanes and not more than 500 feet in length, or via a street. Length is measured from the public right-of-way to the beginning of the parking area.
- b. Each cottage home shall have 1.5 parking spaces.
- c. All parking for a cottage housing development shall be located on the property developed for cottage housing.
- c. Parking may be in structures such as garages or carports, provided the parking is located behind, but never in the front, of structures. Parking structures may not be attached to cottage houses.
- e. Parking shall be screened from adjacent properties by vegetation or a fence.
- f. Parking spaces, including carports or garages, shall be located in clusters of not more than six, and not less than three, adjoining spaces.

D. Submittal and Review

1. Subdivision Development

The submittal and review of cottage housing developments developed on separate lots of record shall be as specified for major subdivisions under CBJ 49.15, Article IV, except that the following additional information is required to be submitted with the preliminary plat:

- a. The footprint for each cottage including the precise location of each cottage on each lot.
- b. The parking locations.
- c. The layout of pedestrian circulation from the parking area (or areas) to the houses, and connecting the houses.
- d. A completed design checklist for each cottage listing the design features that constitute the required 24 design points, with illustrations.
- e. A depiction of the driveway access from a street or arterial to the cottage housing parking area or areas.
- f. The articles of incorporation and bylaws of a homeowners association prepared by an attorney licensed to practice law in the state. The requirements for homeowners association documents shall be as provided in CBJ 49.15.640 (b) (2) for homeowners associations in planned unit developments. Homeowners association documents shall be recorded with the approved final plat, as required by city code, state law, or both.

2. Condominium Development

General Procedure. A proposed cottage housing condominium development shall be reviewed according to the requirements of CBJ 49.15.330, conditional use permit. Where a cottage housing development requires a change in the number of lots or a modification of lot boundaries, preliminary and final plat submittals shall be included.

Pre-application conference. An applicant for a cottage housing subdivision or a cottage housing condominium development must have a pre-application conference with the Community Development Department before a preliminary plat or

preliminary plan is started, to assure that the applicant comprehends the unique requirements for a cottage housing development. The pre-application conference shall conform substantially to the requirements for planned unit development pre-application conference as described in CBJ 49.15.620 (b). A second pre-application meeting may be necessary to review building materials and finishes, location and footprint of dwellings and other features of the development. All graphic materials provided during the pre-application conference must be drawn to scale.

Preliminary Plan Submittal. An applicant for a condominium cottage housing development must submit a preliminary development plan explaining and illustrating how the proposed development will comply with the standards contained in section C (1) through C (8) above. The Director shall determine whether the application and submittals are complete, and shall, if the application and submittals are complete, schedule the preliminary plan for a public hearing before the Planning Commission within 45 days of the determination.

The preliminary plan submittal must contain the following information, drawn to scale by an engineer licensed to practice in the state.

1. The area and dimensions of the lot where the cottage housing will be developed.
2. The location and footprint for each cottage.
3. A site plan showing the relationship of cottage homes to one another, to the
4. common open space area and to parking locations.
5. The height and square footage of each cottage.
6. The parking locations.
7. The location , if applicable, of a structure to be used in common by the residents of the cottage housing development.
8. The layout and dimensions of internal vehicle circulation, if any.
9. The layout and dimensions of pedestrian circulation from the parking area (or areas) to the houses, and connecting the houses.
10. A completed design checklist for each cottage listing the design features that constitute the required 24 design points, with illustrations and locations.
11. A depiction of the driveway access from a street or arterial to the cottage housing parking area or areas, with dimensions.

Commission Action. The commission shall approve the preliminary plan if it complies with the requirements of C (1) through C (8).

Expiration. Expiration shall be as provided in CBJ 49.15.630 (e) for planned unit developments.

E. Definitions

Cottage

A cottage is a small, detached dwelling unit, not greater than 1,200 square feet in total floor area, that is developed at a density greater than the underlying zone.

Cottage Housing Development

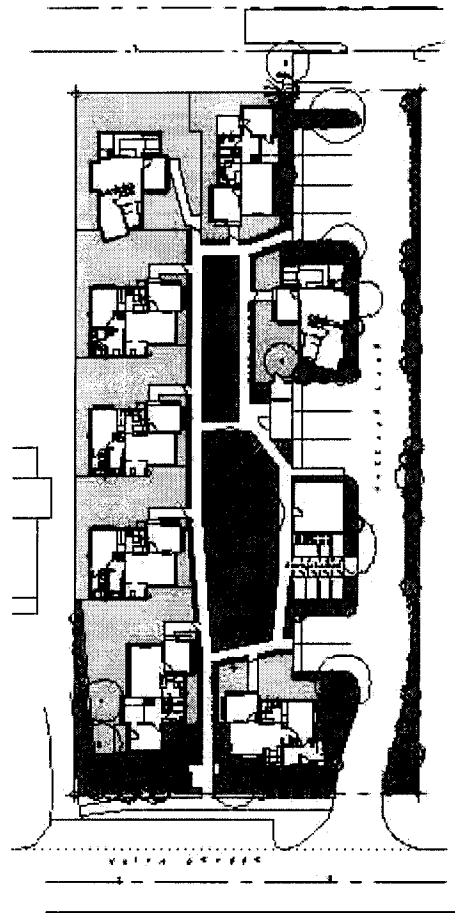
A cottage housing development is detached single family housing in a cluster of four to 12 dwelling units depending on lot size, grouped around a central open space. Cottage housing has the following characteristics:

- (1). Each unit is of a size and function suitable for one or two people or very small family;
- (2). Each unit has the construction characteristics of a single-family house;
- (3). Units may be located on platted lots or as units in a condominium and may share use of common facilities such as a party room, tool shed, garden, orchard, workshop or parking areas.
- (4). The site is designed with a coherent concept in mind, including: shared functional open space, off-street parking, access within the site and from the site, and consistent landscaping and architecture.

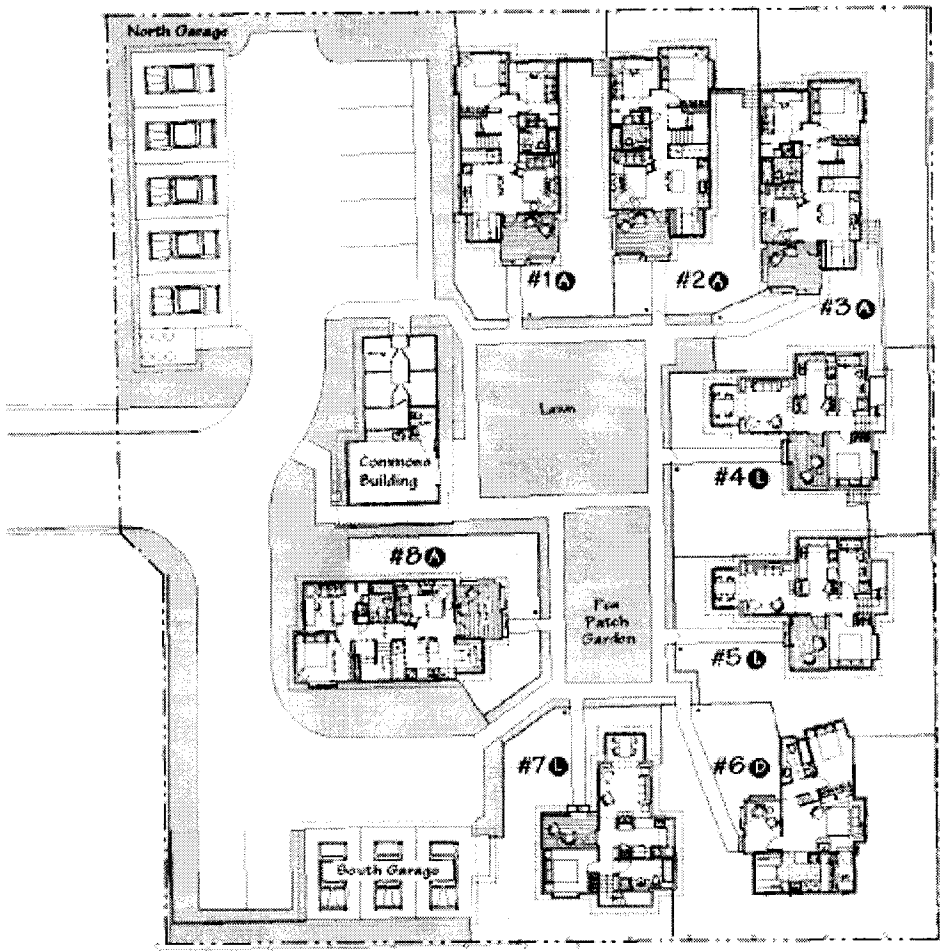
M. Illustrative Site Plans

The site plans on the following three pages are meant to illustrate the layout of a cottage housing subdivision. Each is different, yet compliant with the basic requirements for this type of housing development. These illustrations are meant to guide applicants in the design of their proposals.

Site Plan



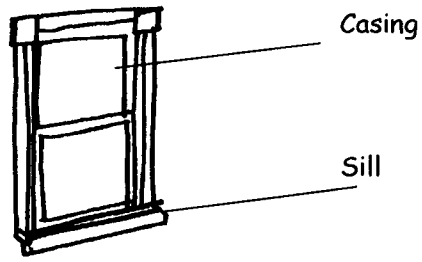
Site Plan



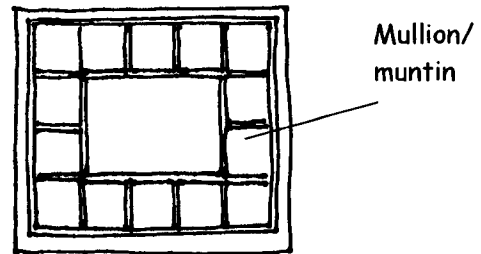
Windows

Design Illustration Glossary, Cottage Housing

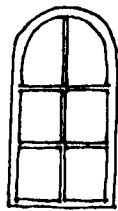
Policy: *Windows are some of the most important character-defining features of cottage housing. Size, shape and proportion should be compatible with the respective façade proportions.*



Double-hung: A window having two vertically sliding sashes, each designed to close a different half of the window. Score Rating: 3 points



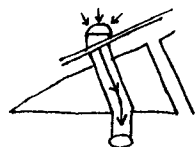
Divided light: A window divided by smaller panes of glass. Score Rating: 3 points



Decorative window: Atypical window, with decorative features, arched, semi-circle, or other. Score Rating: 2 points



Side/Transom lights: A window divided by smaller panes of glass. Sometimes alongside doorways. Score Rating: 2 points



Skylights, clerestory windows or window tubes: A glazed opening in a roof to admit light into home.

Mullioned windows: A window divided by smaller panes of glass. Sometimes alongside doorways. Score Rating: 3 points

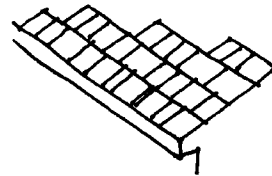
Roof

Design Illustration Glossary, Cottage Housing

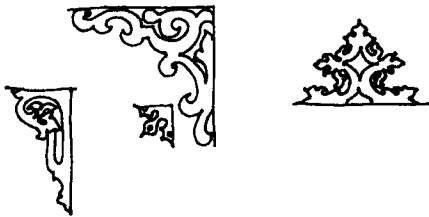
Policy: *Roof pitch, materials, size and orientation contribute to the unique character of the house. Special consideration should be paid to ensure that the roof will add to the overall character of the house. Roofs within the Cottage Housing Subdivision should be varied and add interest to the overall subdivision.*



Dormer: A projection through the slope of a roof for a vertical window. Score Rating: 2 points



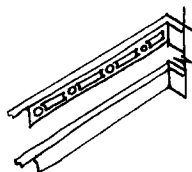
Shingled roof: A roof covering unit made of wood, slate or other material cut into stock sizes and applied on sloping roofs in an overlapping pattern. Score Rating: 4 points



Roof Brackets: A decorative attachment projecting from a wall or column used to support a weight or structural member. Score Rating: 2 points



Gable Detailing: Triangular Detailing in the form of bracketry or other to accentuate the uppermost portion of an eave. Score Rating: 3 points



Fascia Board: A decorative trim piece on the outside vertical face of a cornice, or connecting the top of the siding with the bottom of a soffit. Score Rating: 2 points



Gabled Roof Porch: A structure attached to a building that extends from the eaves to the peak or ridge of the roof. Score Rating: 3 points

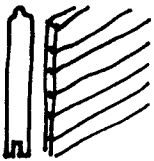
Architectural Details

Design Illustration Glossary, Cottage Housing

Policy: *Architectural details are required to help establish a cottage home's distinct visual character. The details add to the richness of the façade and cottage home subdivision.*



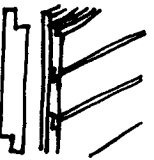
Beveled Board



Tongue and Groove



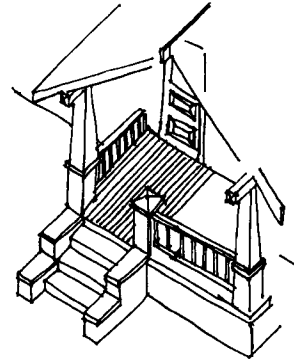
Lapped Board



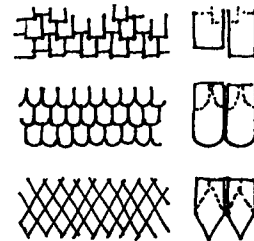
Shiplap

Horizontal lap siding: Lumber or panel products intended for use as the exterior wall covering on a house. Score Rating: 4 points

Architectural detailing on porch railings and posts: Use of crafted materials to accentuate portions



Front Porch: A structure attached to a building, usually roofed and open sided, and often at the entrance. Score Rating: 3 points



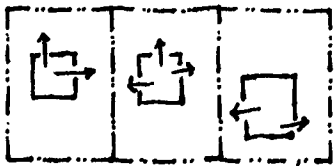
Cedar Shake siding: Sidewall material produced from wood, usually cedar, with at least one surface having a grain split face. Score Rating: 4 points

Three-tone paint on exterior walls and trim: Colors and placement of color on the building should emphasize structural detailing, with brighter colors accenting details. Score Rating: 2 points

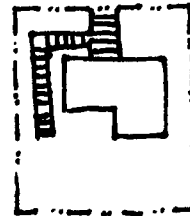
Site Design

Design Illustration Glossary, Cottage Housing

Policy: *Site design shall include open space for residents and variety and visual interest in building and site design. Repetitive use of same building features and site design elements within a development is to be prevented. Parking and the garage shall not be dominant features of cottage housing subdivisions. Front porches shall front a landscaped common "green" for social, aesthetic, and security purposes.*



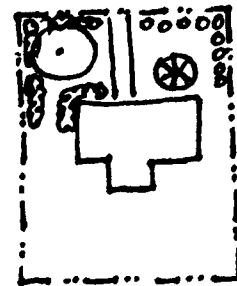
Window placement to assure privacy: Careful consideration is given to the placement of windows to maintain privacy between homes. Score Rating: 1 point



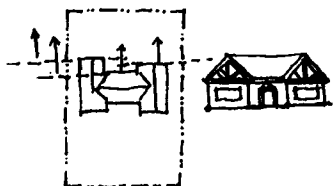
Private yard sidewalks using pavers: Decorative pavers are used, other than concrete, to add character to the overall site development. Score Rating: 1 point



Accent lighting: Outdoor lighting used to dramatize architecture and landscaping on site. Score rating 1 point



Front yard landscaping : Use of native plantings and other appropriate plant materials to provide visual interest to the development. Score Rating: 1 point



Change of plane of front facade: Varying depths of façade distances to create visual interest. Score rating 1 point