



**AGENDA**  
**Public Hearing**  
**Tuesday, October 25, 2016**  
**George Fraser Room, Ucluelet Community Centre, 7:00 PM**

Page

1. CALL TO ORDER
2. EXPLANATION OF PUBLIC HEARING PROCESS
  - 2.1. Call for Persons to Speak
  - 2.2. Rules Governing Public Hearing
    1. As provided for in the Local Government Act, the Council is required to hold a Public Hearing before adopting an Official Community Plan Bylaw, Zoning Bylaw or amendments thereto.
    2. At a Public Hearing all persons who deem their interest in property affected by the proposed bylaws shall be afforded an opportunity to be heard on matters contained in the bylaw.
    3. The Council may give such effect, as it deems fit, to representations made at a Public Hearing, in the bylaws as adopted.
    4. At a Public Hearing the Council is under no obligation to enter into a debate on any issue. The purpose of a hearing is to hear representations, which will later be considered by the Council in the meeting.
3. BYLAWS AND RELATED REPORTS
  - 3.1. Zoning Amendment Bylaw No. 1208, 2016 3 - 7  
[Bylaw 1208, 2016](#)
  - 3.2. Written Submissions for Bylaw No. 1208, 2016 9 - 31  
[Written Submissions for 1208, 2016](#)
4. ADJOURNMENT



**DISTRICT OF UCLUELET**

**Bylaw No. 1208, 2016**

A bylaw to amend the "District of Ucluelet Zoning Bylaw No. 1160, 2013".

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**WHEREAS** Section 479 and other parts of the *Local Government Act* authorize zoning and other development regulations;

**NOW THEREFORE** the owner of P.I.D. 026-514-702, Lot: 2, Plan: VIP 80044, District: 09 (the "**Lands**"), generally as shown highlighted in black on the Schedule 'A' attached to and forming part of this bylaw, has applied to amend the District of Ucluelet Zoning Bylaw 1160, 2013 ("**Zoning Bylaw**") in order to remove the Multiple Family Residential use from the lands and define and add Pocket Neighbourhood Residential use as a permitted principle land use;

**NOW THEREFORE** the Council of the District of Ucluelet, in open meeting assembled, enacts as follows;

1. That the Zoning Bylaw is amended by adding the following definition to Section 103 – Definitions:

**"Pocket Neighbourhood Residential"** means a multiple family residential development in which four or more small *Single Family Dwellings* are grouped around a shared central common green space, connected by walkways, served by shared parking areas and includes a minimum useable outdoor recreation/ amenity space of 20 m2 per bedroom:

2. The Zoning Bylaw is amend by adding "Pocket Neighbourhood Residential" to Section CD-3A.1.3 (1), along with consequential amendments, such that those subsections of the Zoning Bylaw read as follows:

CD-3A.1.3 The following use is permitted on Lot 2, Plan VIP80044, in the areas of the CD-3 Zone Plan labeled "Multiple Family", but secondary permitted uses are only permitted in conjunction with a principal permitted use:

(1) Principal:

- (a) Multiple Family Residential
- (b) Pocket Neighbourhood Residential

(2) Secondary:

- (a) Home Occupation

3. Section CD-3A.2.1 of the Zoning Bylaw is amended adding a minimum lot size for Pocket Neighbourhood Residential such that the subsection reads as follows:

CD-3A.2.1 Minimum Lot Size:

- (1) Single Family Dwelling:

- (a) 645 m2 (6,940 ft2) for 16 small lots.
  - (b) 1,450 m2 (15,600 ft2) for maximum of 51 lots.
  - (2) Multiple Family Residential: 4,856 m2 (1.2 acres)
  - (3) Mixed Commercial/Residential: 2,305 m2 (24,800 ft2)
  - (4) Mixed Commercial/Resort Condo: 2,305 m2 (24,800 ft2)
  - (5) Pocket Neighbourhood Residential: 8,093 m2 (2.0 acres)
4. Section CD-3A.2.2 of the Zoning Bylaw is amended adding a minimum lot frontage for Pocket Neighbourhood Residential such that the subsection reads as follows:
- CD-3A.2.2 Minimum Lot Frontage:
- (1) Single Family Dwelling: 18 m (60 ft)
  - (2) Duplex Dwelling: 18 m (60 ft)
  - (3) Multiple Family Residential: 23 m (75 ft)
  - (4) Pocket Neighbourhood Residential: 23 m (75 ft)
5. Section CD-3A.3.1 of the Zoning Bylaw is amended adding a maximum number of units for Pocket Neighbourhood Residential such that the subsection reads as follows:
- CD-3A.3.1 Maximum Number:
- (1) Single Family Dwelling: 1 per lot
  - (2) Duplex Dwelling: 1 per lot
  - (3) Multiple Family Residential: 20 dwelling units per lot
  - (4) Dwelling Unit component of Mixed Commercial/Residential & Mixed Commercial /Resort Condo combined:
    - (a) 6 dwelling units on Lot 19, Plan VIP79602
    - (b) [Deleted by Zoning Amendment Bylaw No. 1188, 2016]
    - (c) 6 dwelling units on Lot 33, Plan VIP79602
    - (d) [Deleted by Zoning Amendment Bylaw No. 1180, 2015]
  - (5) Pocket Neighbourhood Residential: 30 dwelling units per lot
6. Section CD-3A.4.1 of the Zoning Bylaw is amended adding a maximum size (gross floor area) of the individual units for Pocket Neighbourhood Residential such that the subsection reads as follows:
- CD-3A.4.1 Principal Building:
- (1) Mixed Commercial/Residential & Mixed Commercial/Resort Condo:
    - (a) 557.4 m2 (6,000 ft2) gross floor area combined on Lot 19, Plan VIP79602;
    - (b) [Deleted by Zoning Amendment Bylaw No. 1188, 2016]
    - (c) 557.4 m2 (6,000 ft2) gross floor area combined on Lot 33, Plan VIP79602;
    - (d) [Deleted by Zoning Amendment Bylaw No. 1180, 2015]
  - (2) [Deleted by Zoning Amendment Bylaw No. 1208, 2016]

- (3) Pocket Neighbourhood Residential: 140 m<sup>2</sup> (1507 ft<sup>2</sup>) per individual dwelling unit.
- (4) All other uses: N/A

7. Section CD-3A.4.2 of the Zoning Bylaw is amended adding a maximum combined area of accessory buildings for Pocket Neighbourhood Residential such that the subsection reads as follows:

CD-3A.4.2 Accessory Buildings:

- (1) Single Family Dwelling: 60 m<sup>2</sup> (645 ft<sup>2</sup>) combined total per lot
- (2) Duplex Dwelling: 60 m<sup>2</sup> (645 ft<sup>2</sup>) combined total per lot
- (3) Multiple Family Residential: 300m<sup>2</sup> (3,225ft<sup>2</sup>) combined total per lot
- (4) [Deleted by Zoning Amendment Bylaw No. 1208, 2016]
- (5) Pocket Neighbourhood Residential: 300 m<sup>2</sup> (3,225 ft<sup>2</sup>) combined total per lot
- (6) All other uses: 80 m<sup>2</sup> (861 ft<sup>2</sup>) combined total per lot

8. Section CD-3A.5.1 of the Zoning Bylaw is amended adding a maximum principle building height for Pocket Neighbourhood Residential such that the subsection reads as follows:

CD-3A.5.1 Principal Buildings & Structures:

- (1) Single Family Dwelling: 9 m (30 ft) or 2 ½ storey
- (2) Duplex Dwelling: 9 m (30 ft) or 2 ½ storey
- (3) Multiple Family Residential: 11 m (36 ft) or 3 storey
- (4) [Deleted by Zoning Amendment Bylaw No. 1208, 2016]
- (5) Pocket Neighbourhood Residential: 8 m (26 ft) or 2 storey
- (6) All other uses: 10 m (33 ft)

9. Section CD-3A.6.1(4) of the Zoning Bylaw is amended adding Pocket Neighbourhood Residential to the Multiple Family Residential setback section such that the subsection reads as follows:

- (4) Multiple Family Residential / Pocket Neighbourhood Residential:
  - (i) Principal 6 m (20 ft) 6 m (20 ft) 6 m (20 ft) 6 m (20 ft)
  - (ii) Accessory 7.5 m (25 ft) 5 m (16.5 ft) 5 m (16.5 ft) 5 m (16.5 ft)
  - (iii) In addition, for principal building, 15 m (50 ft) minimum yard setback applies to all lot lines abutting Marine Drive.

10. This bylaw may be cited as “Zoning Amendment Bylaw No. 1208, 2016”.

**READ A FIRST TIME** this 13th day of September, 2016.

**READ A SECOND TIME** this 13th day of September, 2016.

**RESCINDED SECOND READING** this 11th day of October, 2016.

**READ A SECOND TIME**, as amended, this 11th day of October, 2016.

**PUBLIC HEARING** this    day of    , 2016.

**READ A THIRD TIME** this    day of    , 2016.

**ADOPTED** this    day of    , 2016.

**CERTIFIED A TRUE AND CORRECT COPY** of “District of Ucluelet Zoning Amendment Bylaw No. 1208, 2016.”

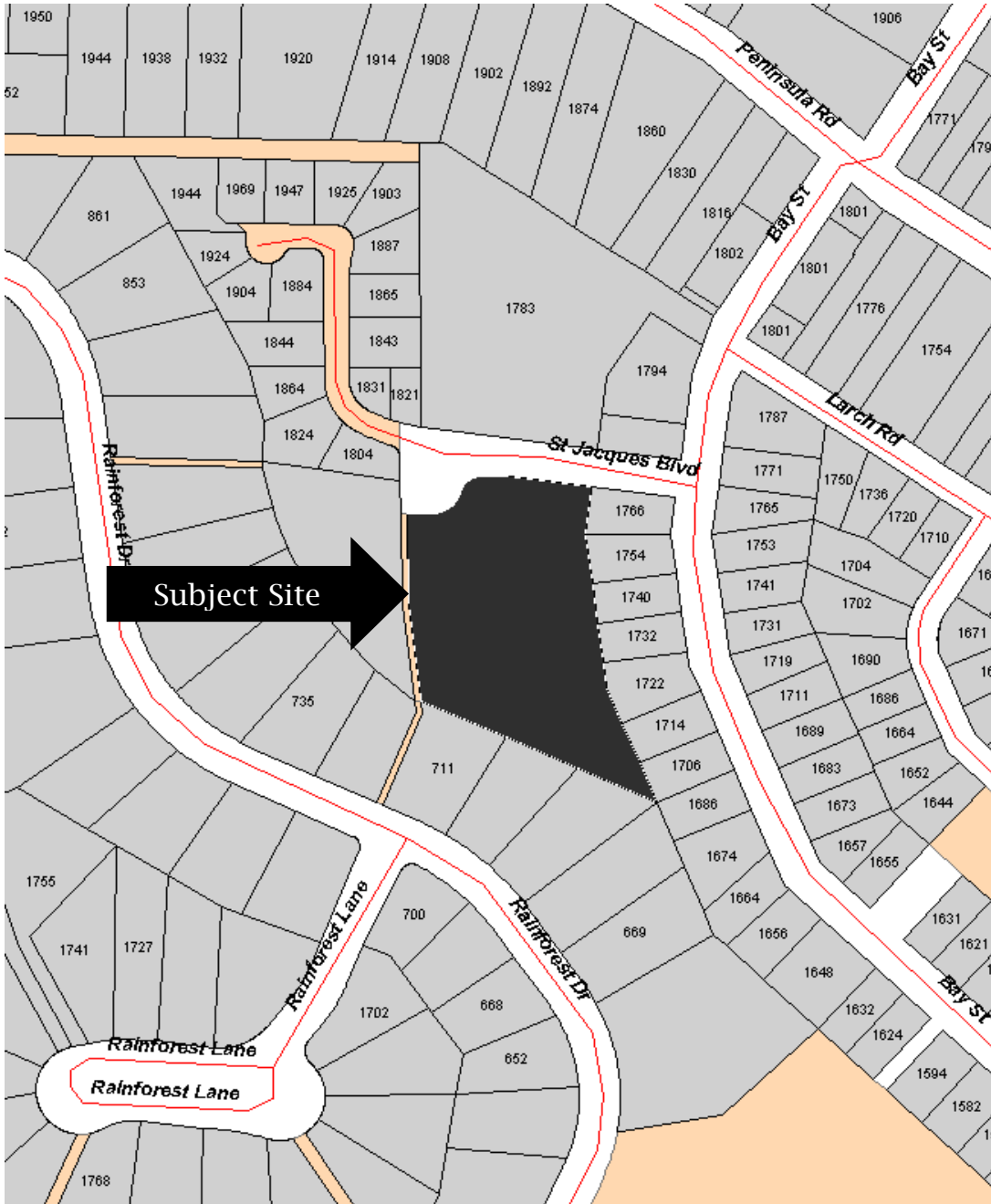
\_\_\_\_\_  
Mayor  
Dianne St. Jacques

\_\_\_\_\_  
CAO  
Andrew Yeates

**THE CORPORATE SEAL** of the District of Ucluelet was hereto affixed in the presence of:

\_\_\_\_\_  
CAO  
Andrew Yeates

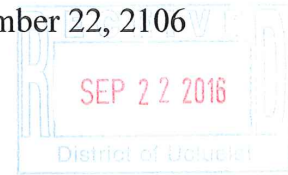
**SCHEDULE 'A'**  
**Bylaw No. 1208, 2016**







September 22, 2106



To: Mayor St Jacques  
Councillor Mole  
Councillor Oliwa  
Councillor McEwen  
Councillor Noel

From: St Jacques Neighbourhood Group

re: Lot 2, St Jacques Rezoning Application

We support the proposal for a 24 home 'Pocket Neighbourhood' presented to council by Chris LeFevre & Group on Sept 13th, 2016.

We do not support the rezoning application for 30 homes not exceeding 1507 sq ft as currently worded in the application for rezoning.

We ask that council approve an amended rezoning application for lot 2, St Jacques Blvd to create a successful pocket neighbourhood that speaks to the Chris LeFevre&Group proposal of Sept 13, 2016.

Please find attached information and the specifics of our request.

**From: St Jacques  
Neighbourhood  
Group**

# **Lot 2, St Jacques Blvd Rezoning Amendment Request**

## Lot 2, St Jacques Blvd Rezoning Amendment Request

### Background:

Lot 2 on St Jacques Blvd is directly across the street from the Forest Glen Seniors centre and is comprised of 2.92 acres of forested vacant land. The frontage of the lot is on St Jacques Blvd and it shares lot lines with 7 homes on Bay St, 2 homes and a vacant lot on Rainforest Dr and a park on St Jacques Blvd.

The current zoning for this lot is multi family residential (MFR zoning) which allows 20 units of which 3 or more units must be joined with a maximum height of 3 storeys. **Due to the size of the lot it can be subdivided into 2 lots with 20 units each thus allowing 40 units in total.**

This lot has recently been purchased by Chris LeFevre & Company based in Victoria.

LeFevre & Company have proposed a “pocket neighbourhood” for this lot with 24 small single family homes not exceeding 1200 square feet. This proposal requires rezoning to allow the increase in density from 20 to 24 homes (2 groups of 12 homes) and the removal of the requirement to have joined units (homes). The proposal states that subdivision is the alternative to rezoning.

### “Pocket neighbourhoods”

A “pocket neighbourhood”, also known as a “cottage housing development”, is generally defined as a grouping of small, single family dwelling units clustered around a common area and developed with a coherent plan for the entire site. The shared common area and coordinated design allow densities that are somewhat higher than typical in single-family neighborhoods while minimizing impacts on adjacent residential areas. As a result, a pocket neighbourhood can offer its owners a quality living experience that is less expensive than traditional single family housing. Typically the square footage in successful pocket neighbourhoods does not exceed 1200 square feet per home. (source: Lehigh Valley Planning Commission Model Ordinance Cottage Housing Development-appendix 1).

Successful pocket neighbourhoods are typically comprised of groups or clusters of homes ranging from 4 to 12 homes per cluster. The optimum size is around 8 to 12 households. If a cluster has fewer than 4 households, it loses the sense of being a cluster, and lacks the diversity and activity of a larger group. When the number of households in a cluster grows beyond 12, some neighbors are too far away to be neighborly, and group decision-making becomes more unwieldy. (source: Ross Chapin; PocketNeighborhoods, Creating Small Scale Community in a Large Scale World-appendix 2)

### Rezoning Application for Lot 2, St Jacques Blvd

The rezoning application as presented to Ucluelet District Council on Tuesday, Sept 13 passed first and second reading.

The report to council recommends rezoning to allow **30 single family homes** (requirement for joined units removed) to a **maximum of 1507 square feet per house, not to exceed 2 storeys in height.**

**The report also recommends that pocket neighbourhood residential minimum lot size be set at 1.2 acres.**

## Summary:

This proposal of 2 clusters of 12 homes meets all the guidelines that create successful pocket neighbourhoods however the **recommended amendments to the zoning exceed both the number and size of dwellings that make these neighbourhoods a success**. Clusters of 12 smaller homes have proven to be successful in other jurisdictions.

Pocket neighbourhoods typically are comprised of smaller homes with common areas, which may include a shared building, that provide additional amenities for home owners. The shared common areas are integral to successful pocket neighbourhoods. This proposal includes a common building however the **zoning amendments do not reference a common building which will allow a 3, 225 square foot accessory building rather than the proposed 2,044 square foot building**.

**The recommended pocket neighbourhood lot size of 1.2 acres will allow the developer to subdivide this property after rezoning resulting in a doubling of the density. This will create a density of 60 units if the rezoning is approved as worded.**

The 2 trails that run from Rainforest Drive to St Jacques Blvd incur heavy pedestrian traffic resulting in St Jacques Blvd to Bay St functioning as a pedestrian corridor between residential and commercial areas. **Increasing the density beyond 24 homes will have a negative impact on this pedestrian corridor and the existing quiet neighbourhood.**

**This pocket neighbourhood will set the precedent and standards for alternative development in the area and it is crucial it be a success. *The lack of a requirement for a development permit on this property restricts community input to the rezoning process.***

## Conclusion:

We support the proposal for a pocket neighbourhood of 24 homes not exceeding 1200 square feet each. We ask that council approve an amended rezoning application for lot 2, St Jacques Blvd to create a successful pocket neighbourhood as follows;

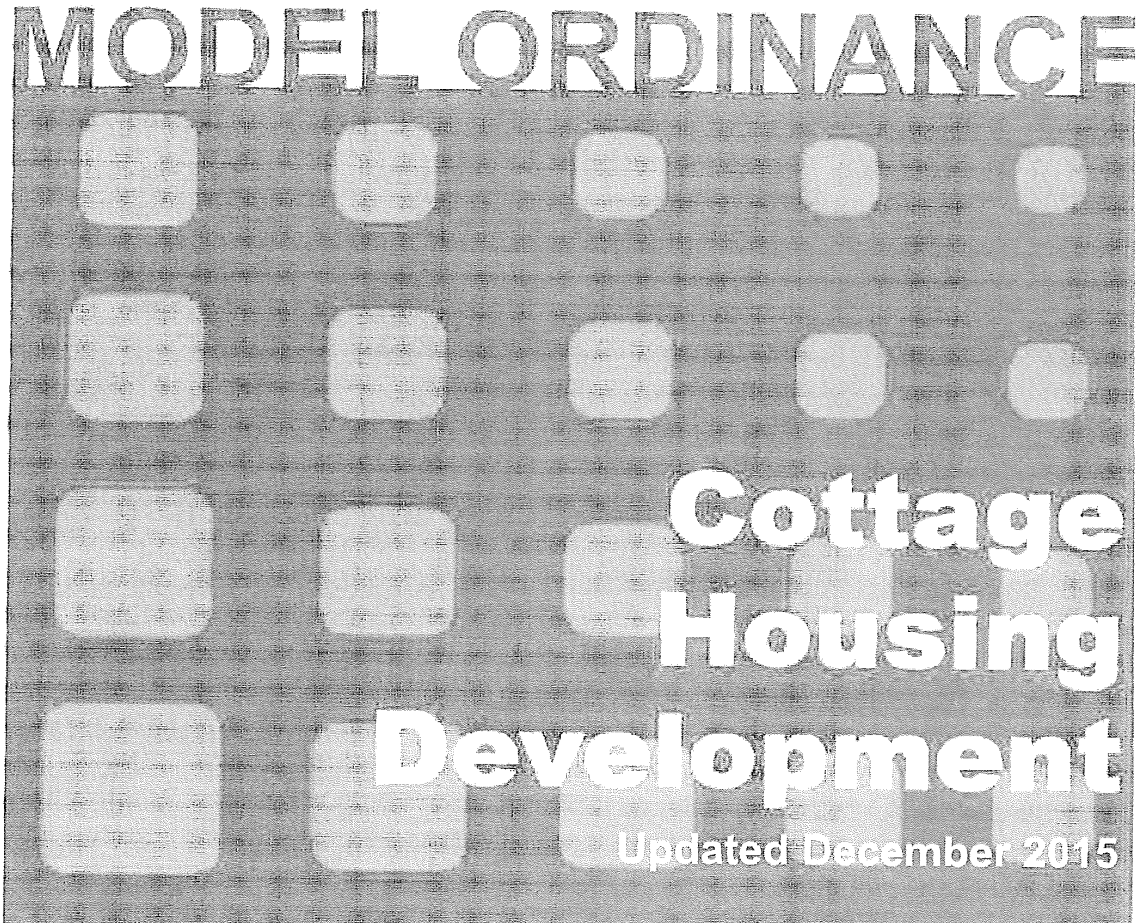
- 24 homes with a maximum square footage of 1200 square feet per home, not to exceed 2 storeys in height.
- 1 accessory building (common building) not to exceed 2,044 square feet in size and limited to 2 storeys in height
- The minimum lot size for Pocket Neighbourhood Residential be increased to 2 acres

***These amendments will allow the developer to proceed with his proposal and provide our community with alternative housing.***

St Jacques Neighbourhood Group;

Shelly LaRose	250-726-2613
Bill Embury	250-726-2613
Carey McPherson	250-726-2409
David McPherson	250-726-2409

**Appendix 1:  
Lehigh Valley Planning Commission Model Ordinance  
Cottage Housing Development**





**COMMISSION**

- |                                     |                         |
|-------------------------------------|-------------------------|
| Kent H. Herman, Esq., <i>Chair</i>  | Kevin Lott              |
| Liesel Dreisbach, <i>Vice Chair</i> | Richard Molchany (alt.) |
| Stephen Repasch, <i>Treasurer</i>   | Christina V. Morgan     |
| Norman E. Blatt, Jr., Esq.          | Thomas Muller           |
| Christen T. Borso                   | Thomas J. Nolan         |
| John Brown                          | Sara Pandl, AICP, RLA   |
| Shannon Calluori (alt.)             | Salvatore J. Panto, Jr. |
| Gordon Campbell                     | Edward Pawlowski        |
| Eugene Clater                       | Pamela Pearson, MBA     |
| John N. Diacogiannis, CPCU          | Hayden Phillips         |
| Robert Donchez                      | Lynn Prior              |
| Percy H. Dougherty, PhD             | Kathy Rader             |
| Karen Duerholz                      | Michael Reph            |
| Charles W. Elliott, Esq.            | Tina Roseberry (alt.)   |
| George F. Gemmel                    | Lisa Scheller           |
| Steven L. Glickman, RA, NCARB       | Kevin Schmidt           |
| Armand V. Greco                     | Lori Sywensky (alt.)    |
| Darlene Heller, AICP (alt.)         | Julie Thomas            |
| Edward D. Hozza, Jr.                | Elinor Warner           |
| Robert A. Lammi                     | Donna Wright            |

**STAFF**

- Becky A. Bradley, AICP, Executive Director
- George G. Kinney, AICP, Director of Transportation Planning
- Eric C. McAfee, AICP, LEED AP, Director of Community Planning
- Geoffrey A. Reese, P.E., Director of Environmental Planning
- Bruce R. Rider, Director of Administration
- Tracy L. Oscavich, Associate Director of Development
- William H. Deegan, Architectural/Urban Designer
- David E. Manhardt, AICP, Chief Geographic Information Systems Planner
- Ben Holland, GISP, Senior Geographic Information Systems Planner
- Ngozi Obi, Senior Community Planner
- Teresa Mackey, Senior Environmental Planner
- Susan L. Rockwell, Senior Environmental Planner
- Michael S. Donchez, Senior Transportation Planner
- Gabriel F. Hurtado, Community Planner
- Alice J. Lipe, Graphics & Publications Coordinator
- Kathleen M. Sauerzopf, Executive Secretary
- Brian Hite, Traffic Data Technician

**Photos: Courtesy of Ross Chapin Architects (rosschapin.com)**  
**Cover Icon: Noun Project/Jakob Vogel**

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## BACKGROUND AND GUIDELINES

### Introduction

One way to address the region's environmental sustainability and housing affordability issues is to build smaller houses. Cottage housing is an innovative style of development based on the idea of "better, not bigger." Although it faces the same obstacles as other higher density development types, cottage housing's advantages could make it more acceptable to neighbors. This development type would be a useful option for developers, fitting between the detached single family house and the condo or townhouse. It makes more efficient use of the land, is more affordable and offers better energy efficiency than traditional single family detached housing, while providing more privacy than attached housing.

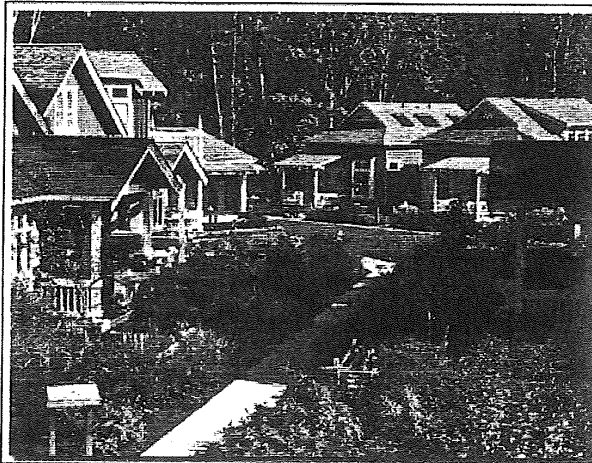
### What Is A Cottage Housing Development?

A Cottage Housing Development (CHD) is a collection of small houses—usually less than 1,000 square feet in gross floor area. The cottages are arranged around a common open space, or courtyard, with parking screened from public view.

The first modern cottage developments occurred in the Pacific Northwest in the 1990s with the rehabbing of several 1916 rental cottages into single family homes. The same group of architects and developers built the first "pocket neighborhood" in Langley, Washington in 1995, following the city's adoption of the first CHD zoning ordinance. Since then, cottages have appeared all over the Northwest. They have been authorized by ordinance in Seattle and many of its suburbs. Other examples come from Anchorage and Juneau, Alaska, Boston, Cleveland and Nashville.

Developer Jim Soule, who built those first cottages in Washington, described a cottage housing development as "a group of homes that face and relate to one another around a landscaped common area—the old bungalow court approach" (Cottage Living, April 2008).

Smaller houses are not new to the Lehigh Valley. The post-World War II bungalows Soule mentioned are plentiful in the area. Many of these houses are 1,200-1,500 square feet. Some local neighborhoods huddle around a public park, similar to the clustering found in a cottage development. Recently, several age-restricted communities have used some of the elements of cottage housing, such as clustering or small unit size.



Cottages can be as comfortable to live in as a large house because they eliminate parts of a house that smaller households don't really use. For example, a cottage doesn't have a great room and a living room and a sitting room, or a casual dining room and a formal dining room and a breakfast nook. Cottage designers often find ways to make the most of the space, building shelving into walls and living space into lofts. Front porches extend the house outside.

Cottages gain their efficiency through higher densities, so they are usually permitted at double the normal density for single family detached homes. They can be built either on individual lots, or on a single lot, like condominiums. They can have attached garages or shared parking. This flexibility allows cottages to fill a number of roles in a community:

- Townhouses without shared walls (multi-family detached);
- Moderately priced housing;
- Urban infill—making use of smaller parcels;
- “Downsized” housing for empty-nest families looking for smaller units;
- Upscale housing, where floor space is traded for higher quality amenities;
- Energy efficiency.

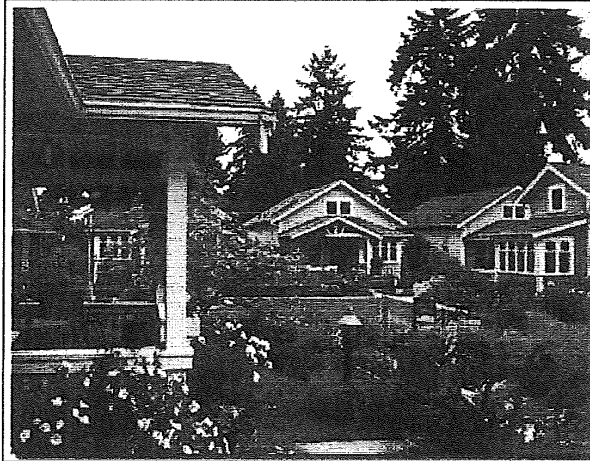
**TABLE 1  
Cottage Housing vs. “Conventional” Housing**

Characteristic	“Conventional” Housing	Cottage Housing
Density	Less than eight units per acre.	Double underlying zoned density.
Unit orientation	Facing out on a public access street or cul-de-sac.	Facing in on a common open space, in a cluster of 4-12 units.
Floor area	Typically, 2,500 sq. ft. and up.	No more than 1,200 sq. ft.
Common open space	Either provided on-site or a fee is paid to the municipality for improvements to parks off-site.	Per-unit common open space requirement. Cottages are required to be clustered around the open space.
Design restrictions	Few.	Design standards are needed to make cottages more acceptable to neighbors.
Ownership	Fee-simple.	Fee-simple or condominium association.
Parking	Garage facing the street; two spaces per unit.	Shared parking or individual garages permitted, but buffered from public view and accessed via alleys or private driveways. Parking requirements can be reduced for smaller cottages, to encourage singles and families without children to occupy them.
Zoning	Single Family.	Medium density single family to medium density multi-family.
Footprint	Maximum lot coverage.	850 sq. ft. maximum footprint.
Second floor	Typically, up to 35 ft. overall height.	Cottages limited to two stories. Living space directly under the roof is not uncommon. Height restricted to 25 feet.
Porches	Not required.	Required.

**Advantages**

The advantages of cottage housing are typically related to the efficient use of land. Cottages can make the most of a smaller piece of land through their compact size, making them an ideal choice for urban infill development. If cottages are permitted at higher than usual densities, they begin to show their qualities. CHDs are arranged in clusters of four to 12 units, built around a central open space. Parking is required to be hidden from view, either with garages that open onto alleys, or shared parking lots protected by landscaping or other features. If the cottages are clustered densely enough, the cost per unit will come down to below neighboring houses, even though the cost per square foot is typically somewhat higher.

This makes them a good starting point for workforce housing. Several recent affordable housing providers have taken advantage of the cottage concept (see the development case studies on page 5). In the past, housing was more affordable partly because the houses themselves were smaller. Cottage housing can recapture that strategy by scaling a house's size and amenities to fit the price requirements of different market segments.



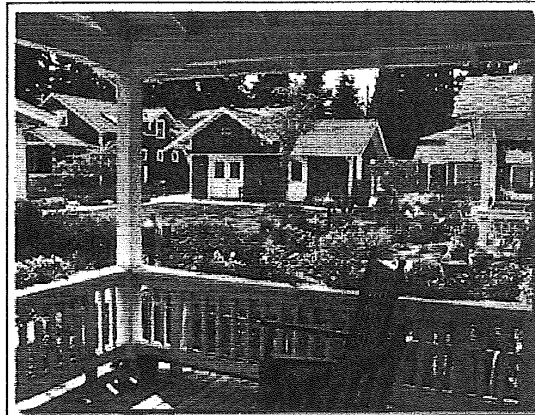
On the other hand, cottages can also be built without affordability in mind. Upscale cottage developments are common in some of the most affluent communities in the Northwest. These projects have taken the cost savings that come with a CHD's higher density and put it into higher quality amenities—an approach of "better, not bigger," as highlighted in Sarah Susanka's "Not so Big House" series of books. In Kirkland, Washington, cottage housing was used to diversify a housing market that was being overrun with enormous mansions.

Cottages can be much more energy efficient than large houses. At least two affordable housing projects have used cottages to enhance the affordability of the units by reducing energy costs. These developments used new technologies and the small sizes of the structures to access support from power companies or environmental organizations. Small cottages are energy efficient because there is no excess space; owners do not have to pay to heat rooms that they rarely use.

### Challenges

On a per-square-foot basis, cottages are more expensive to build than large houses. This poses a direct challenge to the goal of using cottage housing to make homes more affordable. Cottages contain all the same expensive parts of a conventional house—kitchen and bathrooms—but none of a builder's typical profit centers—sitting rooms, dining rooms or extra bedrooms that add to the price of a house but are cheap to build. Another factor in the higher cost of many CHDs is the innovative nature of the concept—builders are trying to showcase the idea. In order to be economically viable, CHDs need to be built at per-unit densities close to those found in multifamily developments. The two most common approaches to increasing cottage density are to either double the underlying zoned density if cottages are built, or to allow more than one cottage on each lot.

Allowing CHDs in single family districts with public sewer and water greatly increases the viability of cottage developments. However, the building of cottages close to larger homes can be the source of public resistance. Many of the arguments raised against smaller or denser housing have been aimed at cottages: they are ruining the "character" of the neighborhood; increased density will burden the school system; property values will fall; traffic will increase. While some neighbors in Shoreline, Washington complained about cottages being built next door, the Kirkland study found solid



public support for two well-designed developments. Also, it is unlikely that CHDs will add many children to the school district, despite the higher density, since these small units are designed for seniors, singles and couples with one child at most.

Cottage design has drawn opposition in some cases, with the look of the buildings becoming a focal point for neighbor resistance. While a focus group study of cottage residents and neighbors in Kirkland was positive, one resident told the City Council that "They look like they should come with a pair of Birkenstocks and an elf (Kirkland

Reporter, 12/27/2007)." Brightly colored cottages in Shoreline and Anchorage, Alaska also drew fire for disrupting the neighborhood. However, one CHD in Seattle used a publicly viewable garden as a way to share its assets with the community and win neighbor support. Most municipalities have incorporated strict design requirements into their CHD ordinances as a way to address opposition to the cottages' aesthetics.

The included model regulations address some brief design requirements, however, each municipality should use its own local standards to ensure the cottages are compatible with the rest of the community. Some design criteria could include provisions such as:

- Limits on the pitch of a cottage's roof;
- A maximum ratio of height to width (to avoid tall, skinny houses);
- Requirements that each cottage look different from its neighbors;
- Restrictions on color schemes.

### Development Case Studies

**Shoreline, WA. Greenwood Avenue Cottages.** The most successful of the seven CHDs in Shoreline, the Greenwood Avenue cottages sold quickly in 2002. Initial prices ranged from \$250,000 to \$285,000, although a recent resale was listed at \$439,000. The eight units are all less than 1,000 sq. ft. in usable floor space (the second story is under the shallow pitched roof, so the square footage includes only the space with at least six feet between ceiling and floor). The units are clustered around a large common green space that also includes a 300 sq. ft. community building. Parking is clustered to either side. "Builder Online" praised the cottages for their use of "cheerful, but not overwhelming, colors," however, during the city's debate over CHDs, some residents complained that they were gaudy.

**Suffolk County, NY. Cottages at Mattituck.** This 22-unit subsidized CHD opened in October of 2007. The Community Development Corporation of Long Island developed the income-restricted, workforce housing project with county bonds, Federal HOME dollars and a subsidy from the Long Island Power Authority that reflected the high energy efficiency of the designs. The 1,100 sq. ft. units sold for \$175,900 for buyers making less than 80% of the median income and \$218,400 for buyers earning from 80-100% of the median. Deed restrictions will keep the units permanently affordable.

**Cleveland, OH. The Green Cottages.** Construction has recently begun on these Midwest cottages. This is another income-restricted, affordable housing project based on cottages. The Green Cottages combine demonstrations of energy efficiency technology, affordable housing subsidies and transit-oriented development. The units have two or three bedrooms and are sized from 1,150 to 1,350 sq. ft. All units have a full basement, a garage and ramp access to the rear entrance. The three bedroom model extends this accessibility with a first-floor bedroom. The units are designed to save residents 50% off the typical Cleveland utility costs. The two bedroom models will sell for \$105,000 and the three bedrooms for \$125,000. A deed restriction allows the Cuyahoga Community Land Trust to capture a portion of the home's equity on resale, preserving the public affordability investment.

**Seattle, WA. Ravenna Cottages.** Decidedly not targeting households with modest incomes, this demonstration project in the city of Seattle was designed to show the high quality that cottages can achieve. The development is a cluster of six cottages and three carriage houses just north of downtown. The units face inward, toward a garden that is visible from the street—a feature that helped win neighborhood acceptance. Each cottage has an 850 sq. ft. footprint. Even with a 1,500 sq. ft. courtyard, this development reaches a density of 31 units per acre. The units sold initially for \$255,000 to \$310,000 each. The CHD's land is owned jointly, with the owners paying fees to a condo association for maintenance.

### Ordinance Case Studies

**Kirkland, WA.** This city, just a mile from the Microsoft campus in Redmond, WA, has some of the most expensive urban housing in the Northwest, with a median price over \$900,000. Municipal officials looked to cottage housing as a way to bring price diversity to the market, allowing people from a range of income levels to live there, and so permitted the construction of two CHDs as an experiment. The units were sold initially for less than half the median price, although one recent resale listing was more than \$800,000. A study commissioned by Kirkland determined that the cottages had been a success—neighbors had accepted the houses and were willing to accept more cottage development; CHD residents were happy with the developments and with the neighborhood. City officials built on the success, adopting a Cottage, Carriage and Multiplex Housing ordinance in 2007.



The ordinance allows cottages up to 1,500 sq. ft. and a density of twice the underlying zone with a maximum floor area ratio (FAR) of .35. A provision mandates the inclusion of cottages affordable to buyers earning less than median income. Affordable units and community buildings are not counted for the FAR. Also, the FAR is calculated for the entire site, not for each individual cottage.

**Juneau, AK.** Alaska's capital city has a built-out urban core centered on the waterfront and a newer suburban area several miles away. Lack of land and strong seasonal demand during the legislative sessions have driven up the cost of housing in Juneau. The City government approved a CHD ordinance in 2005 to address the need for smaller-sized housing for an aging demographic to increase density and promote urban in-fill.

**TABLE 2**  
Per-unit minimum lot sizes, in square feet, for Juneau, AK.

HOUSING TYPE	ZONING DISTRICTS		
	D-3	D-5	D-10
Cottage housing	4,500	3,600	3,000
Single Family	24,000	—	—
Common Wall	—	7,000	3,600

Cottages are permitted at much higher densities than the usual use of the zoning. Juneau requires cottages to meet high design standards, employing a points system to ensure that the structures are up to the community's expectations. Points are awarded for design elements such as a wood shingle roof (4 points), a bay window (3 points) or a weathervane (1 point). Cottages may have no more than 1,200 sq. ft. in gross floor area. These high standards helped a cottage developer overcome neighbor resistance and win Planning Commission approval for Juneau's first CHD on February 11th, 2008.

**Shoreline, WA.** Shoreline's CHD ordinance allowed the construction of dozens of units before it was repealed in an anti-cottage backlash, based on the perception that density befitting a multi-family residential zone was getting constructed in a single-family residential area.<sup>1</sup> The stated purpose of the ordinance was to support the efficient use of urban residential land; increase the variety of housing types available for smaller households; encourage the creation of usable open space; and provide for development with less bulk and scale than standard sized single-family detached homes.

The ordinance encouraged smaller cottages, capping total floor space at 1,000 sq. ft. and first floor space at 800 sq. ft. Furthermore, the ordinance required that at least half of the units in a cluster have no more than 650 sq. ft. on the first floor and granted a density bonus if all units in a cluster had no more than 650 sq. ft. of first floor space: two units per parcel, versus 1.75 units if any unit had a larger first floor.

### Recommended Standards

From these examples, it is possible to devise a set of standards that accomplish the goals of the Lehigh Valley, while also conforming to the region's unique characteristics and needs. Table 3 outlines the design guidelines that form the basis for a set of model regulations.

### Authorization

The Pennsylvania Municipalities Planning Code says that zoning ordinances may contain "provisions to encourage innovation and to promote flexibility, economy and ingenuity in development..." (Section 603(c)(5)). Cottage housing is intended to address several Smart Growth goals articulated in *Comprehensive Plan The Lehigh Valley... 2030*:

- Generally, housing density and housing variety should be increased in urban development areas (p 38).

<sup>1</sup> Eskenazi, Stuart, "Shoreline Cottages: Too Close for Comfort?" *Seattle Times*, March 24, 2005, [http://seattletimes.com/html/localnews/2002217948\\_cottage24m.html](http://seattletimes.com/html/localnews/2002217948_cottage24m.html)

- To provide an adequate supply of affordable housing which meets the needs of all income and social groups (p 61).
- Encourage the utilization of innovative residential development techniques... to provide high quality residential living environments and minimize the impact of development upon the natural environment of the site (p 65).

## Conclusion

With new construction overwhelmingly focused on larger houses, affordability is slipping away from Lehigh Valley residents. Allowing a smaller style of housing is one approach to bring affordability back into the market. In order to be economically competitive with large houses, cottages need to be built at higher densities. The higher design standards found in these model regulations help to make those higher density developments more acceptable to some of the traditional opponents of density. At the time of this model ordinance's update, within the Lehigh Valley, both Allentown and the Borough of Portland had passed legislation supporting CHDs.

The following model regulations allow CHDs as a permitted use in single family zones served by public sewer and water.

**TABLE 3**  
**Cottage Housing Development Model Standards**

Characteristic	Standard
Density	CHDs may be built at up to twice the allowed density for the underlying zone for single family detached housing. This could be achieved three ways, depending on the municipality's zoning system: <ul style="list-style-type: none"> <li>• Double the allowed units per acre;</li> <li>• Halve the minimum lot size requirement;</li> <li>• Allow two cottages on each single family lot.</li> </ul>
Scale	A CHD is made up of one or two clusters of cottages. Developments are capped at two clusters (24 cottages) to keep CHDs small. In Shoreline, Washington, and Boston, large numbers of cottages overwhelmed neighbors and led to anti-cottage backlashes. Each CHD either requires a separate land development plan, or it must be one part of a larger development plan.
Clusters	Clusters must have at least four and no more than 12 cottages. Each cluster must have its own open space and parking.
Unit orientation	Clustered around common open space.
Setbacks and separation	Cottages must be within 25 feet of the common open space. Additionally, no part of any building in the CHD can be more than 150 feet from fire department vehicle access, as measured by a clear path along the ground. All buildings in the CHD must be at least 10 feet apart.
Parking	Clustered and hidden from public view, either off of an alley or a private driveway. Garages are permitted, however they must have a design similar to or compatible with the cottages, so a maximum size is advisable. No more than five contiguous parking spaces.
Common open space	An area improved for passive recreation or gardening and open to the residents. At least 400 sq. ft. per unit, and at least 3,000 sq. ft. per cluster. Divided into no more than two pieces. Each piece counting toward the requirement must be at least 20 ft. on each side. It must be bordered on at least two sides by cottages.
Community building	A community building is encouraged. Many community buildings are around 300 sq. ft. Community buildings must be owned and maintained by a homeowners/condominium association or similar collective.
Cottage size	Cottages may have no more than 1,200 sq. ft. of gross floor area, not including interior spaces with less than six ft. of overhead room, architectural projections (such as bay windows), basements, detached garages/carports and unenclosed porches. No unit may have more than 850 sq. ft. on its ground floor. The maximum height of a cottage is 25 feet.
Other characteristics	Depending on a community's tastes, more control of the look of the cottages could be important to make sure the designs blend well with the neighborhood. In areas where cottages have drawn controversy, much of the opposition has been based on the aesthetics of the units.





FIGURE 2  
CHD Parking and Setback Details

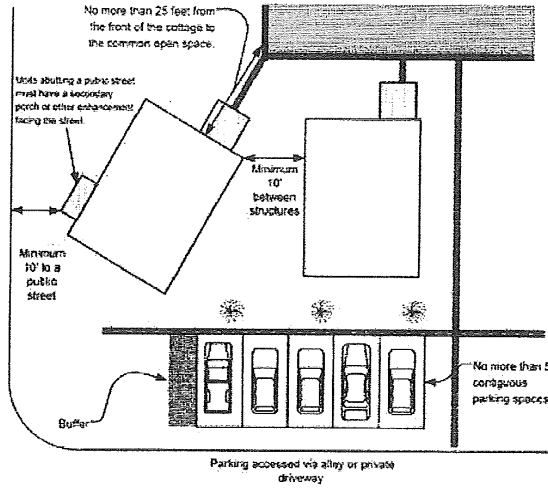
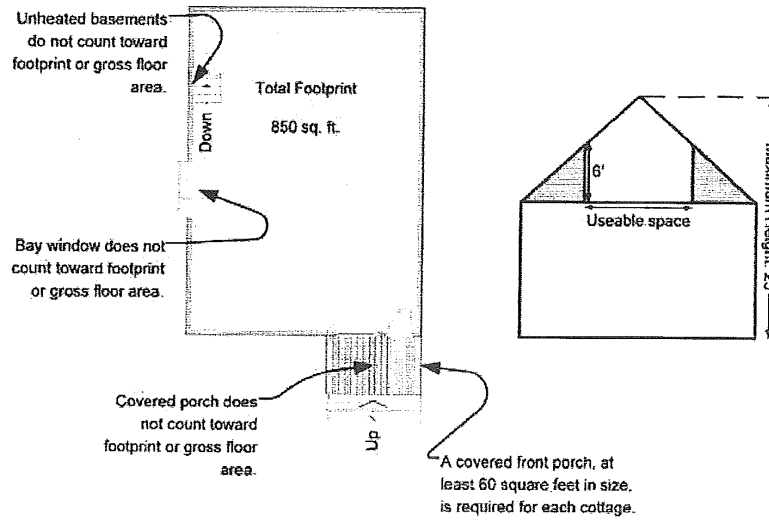


FIGURE 3  
Example Cottage



## MODEL REGULATIONS

### Section 1: Intent

- A) These regulations authorize Cottage Housing Developments (CHDs) as a permitted use in certain residential zones with certain standards.
- B) Cottage Housing is a type of housing appropriately sized for smaller households. This housing type encourages efficient use of land, affordability and energy conservation. Cottage Housing allows for a higher density development than is normally allowed. This is made possible by smaller home sizes, clustered home sites and parking and design standards.

### Section 2: Definitions

- A) Cluster: A group of four to 12 cottages, arranged around a common open space.
- B) Common open space: An area improved for passive recreational use or gardening. Common open spaces are required to be owned and maintained commonly, through a homeowners' or condominium association or similar mechanism.
- C) Cottage: A single family detached dwelling unit that is part of a cottage housing development.
- D) Cottage Housing Development (CHD): One or two clusters of cottages developed under a single land development plan, or as part of another land development plan.
- E) Footprint: The gross floor area of a cottage's ground-level story.

### Section 3: Districts

- A) CHDs shall be permitted only in medium density single-family residential, and medium density multi-family residential districts.
- B) CHDs shall only be permitted in areas served by public sewer and water.

### Section 4: Density

- A) Cottages may be built at up to twice the underlying zoned density for single family detached housing.
- B) A CHD is composed of clusters of cottages.
  1. Minimum units per cluster: 4
  2. Maximum units per cluster: 12
  3. Maximum clusters per CHD: 2

Comment: There are three ways to achieve the density permitted, depending on the municipality's zoning system:

- Double the allowed units per acre;
- Halve the minimum lot size requirement;
- Allow two cottages on each single family lot.

### Section 5: Community Assets

- A) Common open space
  1. Each cluster of cottages shall have common open space to provide a sense of openness and community for residents.
  2. At least 400 square feet per cottage of common open space is required for each cluster.
  3. Each area of common open space shall be in one contiguous and useable piece.
  4. To be considered as part of the minimum open space requirement, an area of common open space must have a minimum dimension of 20 feet on all sides.
  5. The common open space shall be at least 3,000 square feet in area, regardless of the number of units in the cluster.
  6. Required common open space may be divided into no more than two separate areas per cluster.

7. At least two sides of the common open area shall have cottages along its perimeter.
  8. Parking areas, yard setbacks, private open space and driveways do not qualify as common open space.
  9. Any municipal requirements for contributions to off-site recreation facilities shall be reduced for the CHD by the amount of common open space included in the development.
- B) Community Building
1. Community buildings are permitted in CHDs.
  2. Community buildings shall be clearly incidental in use and size to dwelling units.
  3. Building height for community buildings shall be no more than one story.

### Section 6: Ownership

- A) Community buildings, parking areas and common open space shall be owned and maintained commonly by the CHD residents, through a condominium association, a homeowners' association, or a similar mechanism, and shall not be dedicated to the municipality.

### Section 7: Design

- A) Cottage Size
1. The gross floor area of each cottage shall not exceed 1,200 square feet.
  2. At least 25% of the cottages in each cluster shall have a gross floor area less than 1,000 square feet.
  3. Cottage areas that do not count toward the gross floor area or footprint calculations are:
    - a. Interior spaces with a ceiling height of six feet or less, such as in a second floor area under the slope of the roof;
    - b. Basements;
    - c. Architectural projections—such as bay windows, fireplaces or utility closets—no greater than 24 inches in depth and six feet in width;
    - d. Attached unenclosed porches;
    - e. Garages or carports;
  4. The footprint of each cottage shall not exceed 850 square feet.
- B) Unit Height
1. The maximum height of cottage housing units shall be 25 feet.
- C) Orientation of Cottages
1. Each dwelling unit shall be clustered around a common open space. Each unit shall have a primary entry and covered porch oriented to the common open space.
  2. Lots in a CHD can abut either a street or an alley.
  3. Each unit abutting a public street (not including alleys) shall have a façade, secondary entrance, porch, bay window or other architectural enhancement oriented to the public street.
- D) Cottage Setbacks
1. The minimum setbacks for all structures (including cottages, parking structures and community buildings) in a CHD are:
    - a. Ten feet from any public right-of-way.
    - b. Ten feet from any other structure.

**Comment:** While lots in a CHD do not have to abut public streets, private streets are not advisable because of concerns of shifting the burden to a municipality if the private entity can no longer maintain it, and private roads are often not constructed to municipal standards.

**Comment:** The International Fire Code, adopted by all municipalities in Pennsylvania, requires that access for fire apparatus "shall...extend to within 150 feet (45,720 mm) of all portions of the facility and all portions of the exterior walls of the first story of the building as measured by an approved route around the exterior of the building or facility (503.1.1)."

2. Cottages shall be no more than 25 feet from the common open area, measured from the façade of the cottage to the nearest delineation of the common open area.
  3. No part of any structure in the CHD (including but not limited to cottages, parking structures and community buildings) shall be more than 150 feet, as measured by the shortest clear path on the ground, from fire department vehicle access.
- E) Porches
1. Cottage units shall have covered front porches. The front porch shall be oriented toward the common open space.
  2. Covered porches shall have at least 60 square feet in area.
- Comment: Municipalities may wish to include other design standards to address the specific aesthetic requirements of the community.
- F) Basements
1. Cottages may have basements.

## Section 8: Parking

- A) Minimum Number of Off-Street Parking Spaces
1. Units up to 700 square feet: 1 space per dwelling unit.
  2. Units 701-1000 square feet: 1.5 spaces per dwelling unit, rounded up to the next whole number.
  3. Units with more than 1000 square feet: 2 spaces per dwelling.
  4. The CHD shall include additional guest parking. A minimum of .5 guest parking spaces per dwelling unit, rounded up to the next whole number, shall be provided for each cottage cluster. Guest parking may be clustered with resident parking, however, the spaces shall include clear signage identifying them as reserved for visitors.
  5. The requirement for off-street parking may be waived or reduced by the municipality if sufficient on-street parking is available.
- B) Parking Design
1. Parking shall be separated from the common area and public streets by landscaping and/or architectural screening. Solid board fencing shall not be allowed as an architectural screen.
  2. Parking areas shall be accessed only by a private driveway or a public alley.
  3. The design of garages and carports—including roof lines—shall be similar to and compatible with that of the dwelling units within the CHD.
  4. Parking areas shall be limited to no more than five contiguous spaces.

## Section 9: Walkways

1. A CHD shall have sidewalks along all public streets.
2. A system of interior walkways shall connect each cottage to each other and to the parking area, and to the sidewalks abutting any public streets bordering the CHD.
3. Walkways and sidewalks shall be at least four feet in width.

## **Appendix 2:** **Ross Chapin; Pocket Neighborhoods, Creating Small Scale Community in a Large Scale World**

**Pocket neighborhoods** are clustered groups of neighboring houses or apartments gathered around a shared open space — a garden courtyard, a pedestrian street, a series of joined backyards, or a reclaimed alley — all of which have a clear sense of territory and shared stewardship. They can be in urban, suburban or rural areas.

These are settings where nearby neighbors can easily know one another, where empty nesters and single householders with far-flung families can find friendship or a helping hand nearby, and where children can have shirttail aunts and uncles just beyond their front gate.

### **How is a Pocket Neighborhood different than a regular neighborhood?**

A **pocket neighborhood** is *not* the wider neighborhood of several hundred households and network of streets, but a realm of a dozen or so neighbors who interact on a daily basis around a shared garden, quiet street or alley — a kind of secluded *neighborhood within a neighborhood*.

The wider *neighborhood* is where you might describe “the red house on the corner of Elm and Main Street”— a local landmark that helps define and give character to a neighborhood. You may know some of these neighbors, but likely not the hundreds that live there. In most neighborhoods, streets are public, yards and gardens are private, but protected semi-public spaces are unusual.

In a *pocket neighborhood*, neighbors have a shared stake in the common ground they live next to. Because of their watchfulness, strangers are taken note of and children are free to play. Neighbors are on a first-name basis: “Tom and Melissa live across the way.” These are the first ones to call on in an emergency, and the closest to join you for an impromptu order of takeout pizza.

### **Why is shared outdoor space so important?**

The shared outdoor space at the center of a cluster of homes is a key element of a **pocket neighborhood**. Residents surrounding this common space take part in its care and oversight, thereby enhancing a felt and actual sense of security and identity.

This shared space has clearly defined boundaries — beginning at the entrance from the street and extending to the gates of the private yards — creating a felt sense of territory by anyone who enters. A stranger walking into the commons is likely to be addressed with a friendly, “can I help you?” At the same time, a 6-year-old’s mom is likely to feel at ease in allowing her daughter to explore the “bigger world” beyond the front door.

During the daily flow of life through this commons space, nearby neighbors offer ‘nodding hellos’, or stop for a chat on the porch. These casual conversations can eventually grow to caring relationships and a meaningful sense of community — all fostered by the simple fact of shared space.

## **Community sounds good, but does it come at the expense of privacy?**

While there are many examples and kinds of pocket neighborhoods, privacy is an essential ingredient that allows residents to have a positive experience of community. In a classic cottage courtyard community, there are several increasingly private ‘layers of personal space’ between the shared commons and the front door: next to the sidewalk is a border of perennial plantings and a low fence with a swinging gate; then the private front yard; the frame of the covered porch with a low railing and flower boxes; and the porch itself, which is large enough to be an outdoor room. Within the cottages, the layering continues with active spaces oriented toward the commons and private spaces further back and above.

To ensure privacy between neighbors, the cottages ‘nest’ together: the ‘open’ side of one house faces the ‘closed’ side of the next. You could say the houses are spooning! The open side has large windows facing its side yard (which extends to the face of neighboring house), while the closed side has high windows and skylights. The result is that neighbors do not peer into one another’s world.

## **Do Pocket Neighborhoods only have cottage-style houses?**

No! Residences in a pocket neighborhood can be any style — Craftsman Cottage, Contemporary, Spanish Mission, Screaming Solar or Modern Modular. They can be detached single-family houses, attached townhouses, or clusters of urban apartments. The key idea is that a limited number of nearby neighbors gather around a shared commons that they all care for. There are a number of design principles that make pocket neighborhoods successful, but style is not one of them.

## **What are these design principles?**

Successful pocket neighborhoods start with the central idea of a limited number of dwellings gathered around a shared commons. When the number gets larger than 8 or 12, other clusters form around separate shared commons, connected by walkways. Multiple clusters can form a larger aggregate community. These communities are not isolated to themselves, like a gated community, but connect and contribute to the character and life of the surrounding neighborhood. It is essential that cars and traffic do not invade the shared pedestrian space. The active rooms of the homes, including front porches, face the commons rather than turning their back to neighbors. As noted above, there is a layering of public to private space, and careful placement of windows to ensure privacy for each dwelling. These are core design principles, essentially. Read the book for further principles, far more articulation, and examples.

In many pocket neighborhoods, residents park their cars away from their homes, having them walk through the shared common area on the way to their front doors. Is this viable in cold climates?

This relationship between the car door and front door greatly increases the level of interaction among neighbors and strengthens their bonds. For many people, the short walk is not considered a hardship, even in snowy or rainy climates. That said, others feel that having an attached garage is an amenity or requirement that outweighs the community-building benefits of the walk through the commons. It’s still a pocket neighborhood, but with fewer chances to meet.

### **What kinds of people are attracted to live in a pocket neighborhood?**

All kinds! Singles, Empty-Nester Couples, Families, the ‘Great Generation’, Baby Boomers, Gen-X and Y, Millennials — anyone who wants to live in a close, tight-knit neighborhood. They are not for everyone, of course. People who want a private, independent lifestyle have many conventional housing opportunities to choose from. But for a growing segment of people who want a stronger sense of community, pocket neighborhoods offer a welcome option.

### **Why are pocket neighborhoods so good for children?**

Children need increasingly larger zones of play as they grow up. A baby explores the room their parent is in, while an older sibling is free to play in the next room, or in the back yard. At some point, though, their desire to explore the world beyond the front gate is blocked by the real and perceived “stranger danger” and danger from traffic. Children are then chauffeured to friends’ houses and organized activities until they can drive on their own. Too often, children feel painfully isolated and lack access to safe, unplanned play.

Pocket neighborhoods provide a protected, traffic-free environment for a child’s widening horizon — a place for unplanned play alone and with other children, and a place to have relationships with caring adults other than parents. This matches their growing curiosity, need for increased responsibilities and maturing social skills.

### **Why are Pocket Neighborhoods important now?**

The fabric of social health in our society has been fraying, in part because many people lack networks of personal and social support. Family members can be spread across the country, friends live across town, and neighbors don’t know one another. A listening ear or helping hand is not available when it’s most needed.

**Pocket neighborhoods** can help mend a web of belonging, care and support. Their protected setting encourages informal interaction among neighbors, laying the ground for caring relationships. An elderly neighbor may need assistance trimming a hedge. Another needs help looking after the kids while going for a short errand, or feeding a cat while away on vacation. Nearby neighbors are the ones most available to respond to daily needs. They are also the ones to hear a story, admire a newly planted garden bed, or reminisce about old times. All of these encounters strengthen webs of support and friendship, which are the basis for healthy, livable communities.

### **Is this meant to be affordable housing?**

It can work well for affordable housing. It can also be the choice for affluent communities.

### **Is zoning an issue for pocket neighborhoods?**

Most towns and cities have zoning regulations that limit housing to detached, single family homes on large private lots with a street out front. Forward-thinking planners are seeing pocket neighborhoods as a way to increase housing options and limit sprawl, while preserving the character of existing neighborhoods.