



MODEL CODE FOR SMALL CITIES UPDATE

Technical Advisory Committee (TAC)

Meeting #1: August 28, 2025 | 1:00 – 3:00 PM



**TRANSPORTATION AND
GROWTH MANAGEMENT**

*A Partnership Between
DLCD & ODOT*



PROJECT TEAM



**TRANSPORTATION AND
GROWTH MANAGEMENT**

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Nicole Cross, Grant Manager



Cathy Corliss, Principal
Kate Rogers, Senior Planner/PM
EQ Smith, Planner

TAC MEMBERS

LOCAL GOVERNMENT

Henry Hearley, Lane COG

Jean Jancaitis, City of Joseph

Dustin D. Nilsen, City of Hood River

Scot Siegel, City of Newberg

Cathy A. Stuhr, City of Chiloquin

Richard Townsend, City of Lincoln City

CONSULTANTS

Elizabeth Decker, JET Planning

Reah Flisakowski, DKS

Matt Hughart, Kittelson

Jamin Kimmell, Cascadia Partners

STATE AGENCY REPS

Laura Buhl, DLCD (Community Green Infrastructure Program)

Patrick Wingard, DLCD (Regional Rep)

Cheryl Jarvis-Smith, ODOT (TGM Program)


Ryan Marquardt, DLCD (Housing Planner / HAPO)

AGENDA

- 1:00 – 1:15 **Welcome, Introductions & Agenda Review**
- 1:15 – 1:25 **Housekeeping and Project Background**
- Housekeeping, ground rules, and expectations
 - Project background and purpose
- 1:25 – 1:35 **Project Schedule and Overview**
- Key deliverables
 - TAC meetings
- 1:35 – 1:45 **Racial Equity Framework for Decision Making**
- 1:45 – 2:50 **Review and Discuss Draft Evaluation Memo**
- Model Code evaluation findings
 - Discussion: Key Questions for TAC
 - Discussion: Online community survey brainstorm
- + 5 minute break at ~2:00**
- 2:50 – 3:00 **Recap and Adjourn**



HOUSEKEEPING



box

- All Files
- Recents
- Notes
- Canvas
- Sign
- Integrations
- Synced
- Trash
- My Collections
- Favorites
- Drag items here for quick access

Search files and folders

> TGM Model Code Project > TAC Meetings > TAC #1 Materials

NAME

- 0_TAC 1_draft agenda_links.pdf
- 3_Draft Evaluation Memo_08-15-25.pdf
- 1_2024_0307_DLCDRacialEquityFramework.pdf
- 4_Appendix 3_Urban Land Use Laws_Updated 2025.pdf
- 5_Wholemodelcode_ed3.1.pdf
- 2_DLCD_ModelCode_CommunityEngagementPlan_04302025.pdf

RESPONSIBILITIES & EXPECTATIONS

- Consider viewpoints of other participants and act in a respectful manner that promotes collaboration
- Come prepared to engage in discussion
- Compromise for best solutions for Oregon's small cities
- Contact the project lead with questions or for clarity throughout the process

Ground Rules

- ✓ Honor the agenda and stay on topic
- ✓ Raise hand in Zoom to speak
- ✓ Address issues and questions, not individuals
- ✓ Avoid personal attacks
- ✓ Avoid side conversations (chat disabled except to host)



Land Use

Transportation



Transportation
Choices



Create
Communities



Economic
Vitality &
Growth



Save Public
and Private
Costs



Environmental
Stewardship



TGM Mission

TGM works in partnership with local governments to create vibrant, livable places in which people can walk, bike, take transit, or drive where they want to go.

TGM Programs

Community Assistance

Planning Grants

Transportation System Plans

Modal Plans

Area Plans

Education & Outreach

Code Assistance

Quick Response

TSP Assessment

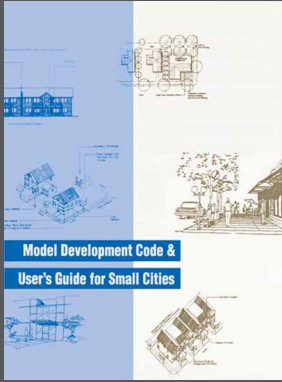
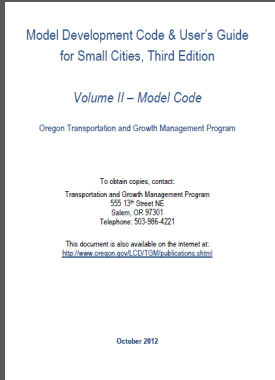
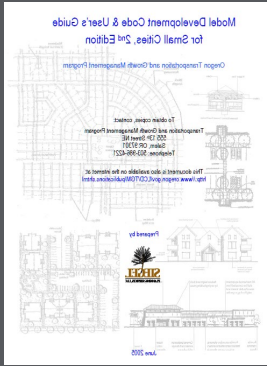
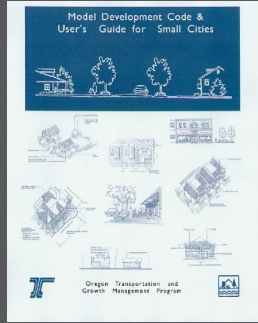
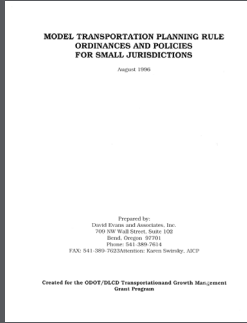
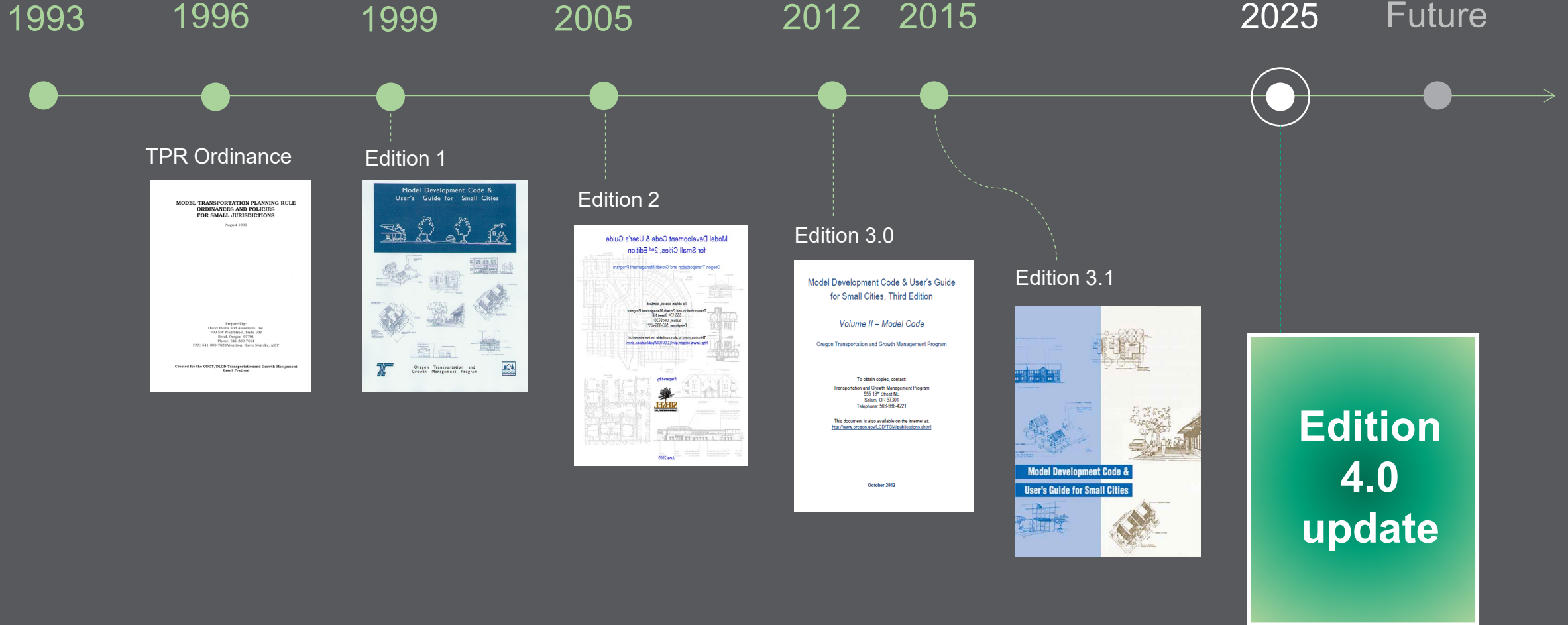
Parking Reform & Management



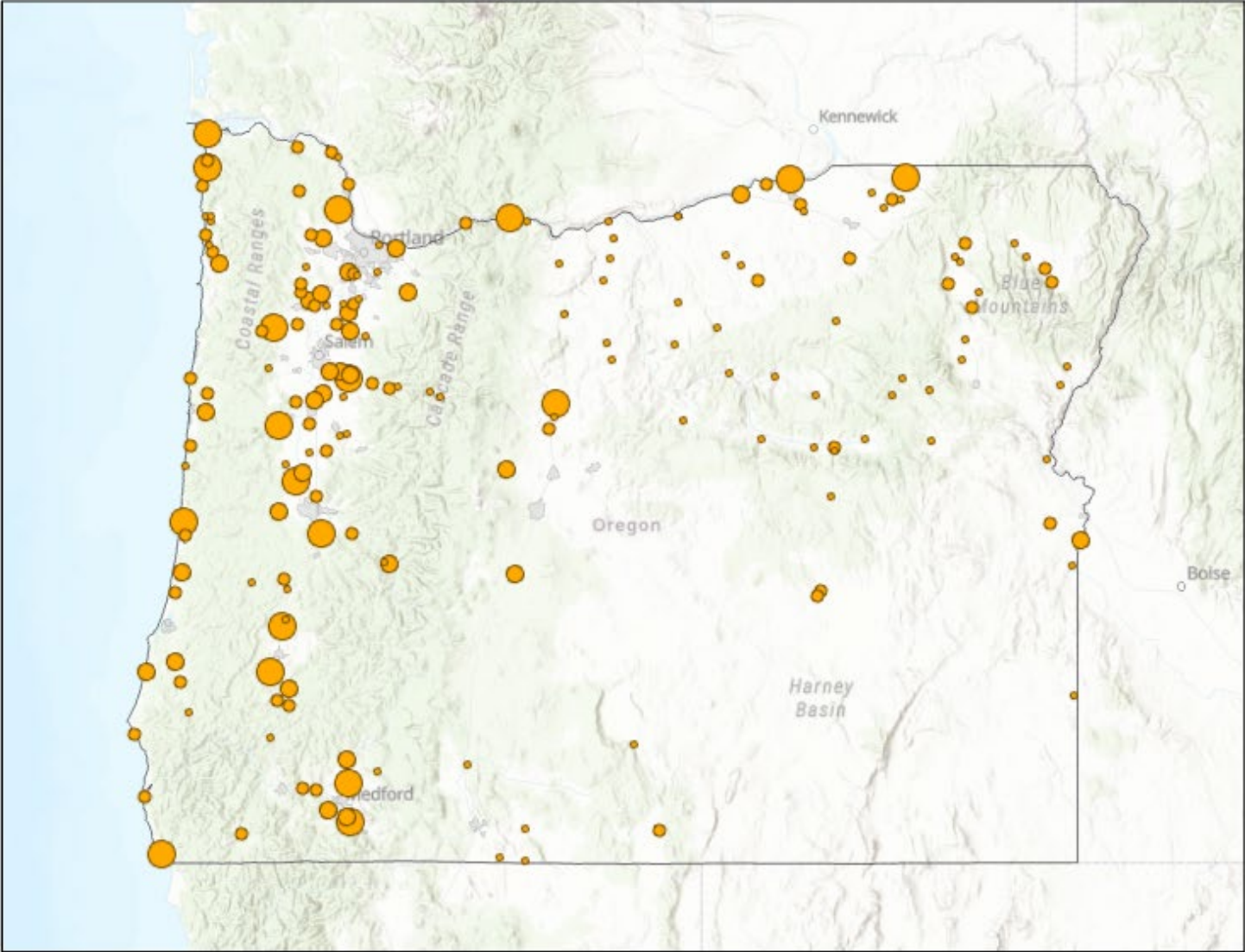


TRANSPORTATION AND GROWTH MANAGEMENT
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Model Code History



Small Cities in Oregon



Legend

Small Cities by Population

Estimate July 1, 2022

- 3 - 1062
- 1062 - 2771
- 2771 - 5373
- 5373 - 9968

Sources: PSUPRC 2022
Certified Population Estimates
Esri, USGS, County of Crook,
Oregon State Parks, Esri,
TomTom, Garmin, FAO, NOAA,
USGS, EPA, USFWS

North Bend city	10,769	Winston city	5,771	Sublimity city	3,233	Durham city	1,938	Siletz city	1,242
Fairview city	10,671	Estacada city	5,750	Millersburg city	3,206	Columbia City city	1,935	Tangent city	1,218
Silverton city	10,660	Tillamook city	5,277	Jacksonville city	3,197	Gearhart city	1,933	Heppner city	1,211
Lincoln City city	10,372	Veneta city	5,261	La Pine city	3,126	Rainier city	1,933	Lyons city	1,203
Molalla city	10,335	Talent city	5,228	Shady Cove city	3,097	Elgin city	1,911	Athena city	1,200
Independence city	10,274	King City city	5,177	Turner city	2,882	Banks city	1,910	Drain city	1,195
Astoria city	10,167	Wood Village city	5,038	Gervais city	2,789	Brownsville city	1,846	Port Orford city	1,181
Baker City city	10,102	Lafayette city	4,714	Burns city	2,730	Amity city	1,826	Joseph city	1,179
Sweet Home city	10,028	Boardman city	4,437	Dayton city	2,704	Clatskanie city	1,767	Island City city	1,166
Eagle Point city	9,955	Reedsport city	4,395	Myrtle Point city	2,508	Hines city	1,705	Yamhill city	1,165
Florence city	9,832	Aumsville city	4,227	Lakeview town	2,476	John Day city	1,704	Aurora city	1,119
Sutherlin city	9,001	Coquille city	4,052	Rogue River city	2,472	Canyonville city	1,703	Yoncalla city	1,078
Hood River city	8,577	Bandon city	3,866	Gold Beach city	2,450	Culver city	1,666	Falls City city	1,066
Stayton city	8,295	Sisters city	3,823	Vernonia city	2,426	Bay City city	1,646	Yachats city	1,006
Scappoose city	8,254	Phoenix city	3,773	Carlton city	2,425	Depoe Bay city	1,569	Metolius city	1,005
Madras city	8,099	North Plains city	3,663	Waldport city	2,350	Cannon Beach city	1,555	Donald city	1,003
Umatilla city	7,810	Harrisburg city	3,660	Stanfield city	2,313	Rockaway Beach city	1,538	Oakland city	968
Milton-Freewater city	7,490	Myrtle Creek city	3,626	Willamina city	2,301	Adair Village city	1,496	Halsey city	952
Junction City city	7,427	Toledo city	3,622	Union city	2,182	Coburg city	1,475	Scio city	949
Seaside city	7,393	Mt. Angel city	3,538	Cave Junction city	2,163	Dunes City city	1,454	Glendale city	871
Brookings city	7,161	Hubbard city	3,491	Enterprise city	2,147	Cascade Locks city	1,400	Merrill city	867
Warrenton city	6,462	Jefferson city	3,425	Irrigon city	2,133	Gold Hill city	1,338	Prairie City city	861
Sheridan city	5,987	Nyssa city	3,363	City of Mill city	2,066	Pilot Rock city	1,332	Garibaldi city	837
Creswell city	5,823	Dundee city	3,265	Lakeside city	1,952	Lowell city	1,261	Wallowa city	812
Philomath city	5,823	Oakridge city	3,235	Vale city	1,947	Riddle city	1,248	Maywood Park city	793

Of 241 Oregon Cities:
75% are Small Cities
Median Population: 2,133

76 cities
under 1,000
population

PROJECT SCHEDULE

2025

2026

MAY JUNE JULY AUG. SEPT. OCT. NOV. DEC. JAN. FEB. MAR. APR. MAY JUNE JULY AUG.



PROJECT KICK-OFF

CODE EVALUATION

DRAFT #1
MODULE 1

DRAFT #1
MODULE 2

DRAFT #1
MODULE 3

DRAFT #2

DRAFT #3

FINAL DRAFT



TAC
QUESTIONNAIRE



COMMUNITY
SURVEY



COMMUNITY REVIEW OF DRAFT CODE




TAC MEETING

TAC MEETINGS

TAC MTG	APPROX. DATE	TOPIC
MTG #1	Aug 28, 2025	Project Overview & Community Survey
	Aug 28 – Sep 12	TAC Questionnaire
MTG #2	Late Nov 2025	Code Draft #1 – Module 1 <ul style="list-style-type: none"> • Application Review Procedures and Approval Criteria (Art. 4)
MTG #3	Early Jan 2026	Code Draft #1 – Module 2 <ul style="list-style-type: none"> • Zoning Regulations (Art. 2) • Community Design Standards (Art. 3)
MTG #4	Mid Feb 2026	Code Draft #1 – Module 3 <ul style="list-style-type: none"> • Introduction and General Provisions (Art. 1) • Definitions (Art. 5) • User’s Guide
MTG #5	Mid Apr 2026	Code Draft #2 – Full Code
MTG #6	TBD	Contingency, TBD

RACIAL EQUITY FRAMEWORK FOR DECISIONMAKING



 OREGON
Department of
Land Conservation
& Development

DLCD RACIAL EQUITY FRAMEWORK FOR DECISION MAKING

The Department of Land Conservation and Development's (DLCD) Racial Equity Framework for Decision Making, developed collaboratively with the Land Conservation and Development Commission (LCDC), serves as a comprehensive tool to guide all staff and advisory groups in internal projects and processes.

The questions in this tool aim to prompt explicit integration of racial equity into decisions, fostering intentional changes, and anticipating adverse consequences. Functioning as both a process and a product, the Racial Equity Framework operates as a racial equity lens, revealing how current issues stem from historic policies, practices, and power dynamics, disproportionately affecting communities of color and other historically marginalized groups.

By addressing past injustices and acknowledging the historical root causes and harms of racial disparities, this tool serves as an effective means to create systemic solutions for change. It facilitates a process that not only identifies and understands the impact of historical policies but also supports the development of solutions to rectify and prevent further harm.

Historical Inequities	<ul style="list-style-type: none">• How does this rule address historical inequities for communities of color?• If the rule does not address historical inequities, what historical inequities are evident?• How can this rule lessen historical inequities on Communities of Color? What mechanisms under the jurisdiction of the Oregon Land Use Planning program can assist in reducing historical inequities?• What additional information or data do you need to address this question? Where will you get it?
Benefits and Burdens	<ul style="list-style-type: none">• What are the benefits and burdens of this rule: Financial, environmental, social?• Who will benefit from this action? Who will be the most burdened?

3/7/2024 Department of Land Conservation and Development www.oregon.gov/od

Racial Equity Framework for Decision Making

Historic Inequities	Benefits & Burdens	Data Equity & Data Justice	Community Engagement & Empowerment
Accountability	Restorative Justice	Decision Making	Measuring & Evaluating Outcomes & Continuous Improvement



TGM MODEL CODE FOR SMALL CITIES

COMMUNITY ENGAGEMENT PLAN

February 2025



1.5 Study Decision-Making Process

Figure 2. Decision-making Process for the Model Code Update



Project Management Team

The project management team will be comprised of State Agency staff of DLCD and ODOT, as well as a consultant team. The Agency Team will meet internally to identify legislative requirements and best practices for inclusion into the model code update. State Contacts, consisting of Regional ODOT Planners, Regional DLCD Planners, DLCD Housing Planners, and Climate-friendly and Equitable Communities Planners will be invited to listen to Technical Advisory Committee meetings and will provide additional assistance, guidance, and review to the Project Management Team. The Agency Team will review and comment on drafts of the model code as well as review public comments. Project feedback from State Contacts will be compiled and submitted to the project manager to the Agency Team. The Agency Team will have final decision-making power to publish the model code update.

Technical Advisory Committee (TAC)

A Technical Advisory Committee will be formed to provide technical advice and innovation in code language. The TAC will also help identify members of the wider planning community to be engaged in this project. On the spectrum of community engagement (see Figure 3), engagement with the TAC will **involve** the committee in setting project priorities and making policy decisions. The TAC will be asked to

9

Who are we engaging?

- Small city planners
- Tribal planners
- Council of Governments
- League of Oregon Cities and Oregon Counties planning advocacy groups
- Current and past TGM grant recipients
- Planning-adjacent professionals, building officials, fire marshals, public works staff, urban foresters, etc.
- Private developers, planners, consultants, engineers
- Housing advocacy, culturally specific housing providers
- TGM Newsletter list
- DLCD Gov Delivery email lists
- Other ideas?

MODEL CODE EVALUATION: FINDINGS & KEY QUESTIONS



KEY UPDATES NEEDED

- ✓ Incorporate legislation and rulemaking since 2012 (see updated Appendix 3)
 - **ADUs** (SB 1051, HB 2002)
 - **Middle Housing and Middle Housing Land Divisions** (HB 2001, SB 458, etc.)
 - **Manufactured and Prefabricated Housing** (HB 4064)
 - **Affordable Housing** (SB 8, HB 2008, etc.)
 - **Emergency Shelters** (HB 2006, HB 3395, etc.)
 - **Application Review** – timelines, procedures, etc. (SB 1537, SB 974, etc.)
 - **Childcare Facilities** (HB 3109, HB 3560)
 - **Climate Friendly & Equitable Communities** (OAR 660-012)
 - Etc.



KEY UPDATES NEEDED

- ✓ Update housing regulations to be clear and objective, where there are conflicts with ORS 197A.400
- ✓ Integrate aspects of other Model Codes:
 - **ADU Guidance and Model Code**
 - **Middle Housing Model Code**
 - **Prefabricated and Modular Housing Model Code**
 - **CFEC Walkable Design Standards Model Code**
 - **Clear & Objective Housing Model Codes** (i.e., OHNA Housing Model Code developed under SB 1564 – currently being drafted)



KEY UPDATES NEEDED

- ✓ Clarify and simplify the code, where needed
- ✓ Incorporate more recent promising practice:
 - Flexibility for housing options, beyond state requirements
 - Greater mix of uses in some zones
 - Climate and fire resiliency
 - Parking management
 - **Are there other areas of promising practice that we should consider?**



5 minute break



DISCUSSION QUESTIONS

1. Incorporating equity
2. Organization of the Model Code
3. City size and location requirements
4. Residential zoning districts
5. Definition of "dwelling"
6. Commercial districts
7. Industrial districts
8. CFEC Walkable Design
9. Public outreach and code examples

Overarching question: Which of these should be priority topics for broader community input?



1. INCORPORATING EQUITY

How can we further support equitable outcomes with the updated Model Code?

Guidance from the Racial Equity Framework for Decision Making:

- How can the regulations lessen historical inequities on communities of color?
- Who will benefit? Who will be the most burdened?
- Identify and mitigate possible unintended consequences



2. ORGANIZATION OF THE MODEL CODE

Current Articles	Potential Modifications to Organization
Article 1 — Introduction And General Provisions	Consider moving Chapters 1.3 and 1.5 to Article 4 (Applications and Procedures).
Article 2 – Zoning Regulations	Options for organizing standards for new housing types (e.g., middle housing and SROs): <ul style="list-style-type: none">• Use-specific standards in Article 2• Design standards specific to certain housing in Article 3
Article 3 - Community Design Standards	Reorganize Chapter 3.2 (Building Orientation and Design) to better reflect building/housing types.
Article 4 – Application Review Procedures and Approval Criteria	Consider splitting Article 4 into two articles: Procedures and Applications.
Article 5 – Definitions	Reorganize and expand Article 5 by including separate chapters for Use Classifications, Measurement Methodologies, and General Definitions.



2. ORGANIZATION OF THE MODEL CODE

- Do you think one or more of these modifications would improve the overall flow and functionality of the Model Code?
- Which modifications do you support?
- Are there other changes to the organization that you think would be helpful?



3. CITY SIZE AND LOCATION REQUIREMENTS

Some state requirements for cities vary by city size or location.

Most Significant Categories (for cities under 10,000):

- **“Small Cities”** – Population < 2,500
- **“Medium Cities”** – Population 2,500 – 10,000
- Cities of all sizes in Climate-Friendly and Equitable Communities (**CFEC**)



3. CITY SIZE AND LOCATION REQUIREMENTS

Should the Code include **one set of standards** that reflects promising practice for all cities (e.g., that incorporates the requirements for a medium city subject to CFEC)?

OR

Should the Code use color-coding and/or icons and guidance/commentary to try to differentiate those sections of the MC that are **recommendations for some cities but requirements for others?**



4. RESIDENTIAL ZONING DISTRICTS

Current Residential Districts:

- Residential Low Density (RL)
- Residential Medium or High Density (RM or RH)
- Residential-Commercial (RC)

Standards vary by district in terms of permitted housing types and density.



4. RESIDENTIAL ZONING DISTRICTS

- Should the MC continue to vary the allowed housing types by residential districts?
- Density vs. Form
 - Should there be a maximum density in any district?
 - Or should the MC move to a more form-based approach that focuses on building scale? (I.e., allow any housing type if standards are met – lot coverage, height, setbacks, etc.)
- How should residential districts differ from each other?



5. DEFINITION OF “DWELLING”

The current definition of “dwelling” limits the number of non-family boarders and must be updated.

Dwelling. A structure conforming to the definition of a dwelling under applicable building codes and providing complete, independent living facilities for one or more persons, including permanent provisions for living, sleeping, eating, cooking, and sanitation. [...]

Typical accessory uses include: [...] the taking of boarders or leasing of rooms by a resident family, providing the total number of boarders and roomers does not exceed [two] in any dwelling unit.

HB 2583 (2021): Local governments cannot enforce occupancy limits for dwellings based on familial or nonfamilial relationships of occupants.



5. DEFINITION OF “DWELLING”

- Should the MC continue to make a distinction between a **dwelling** and **group living**?
- If yes, then to make it clear and objective, should the distinction be based on number of bedrooms or some other **measurable metric**?
- Do you know of example codes that effectively address this issue?



6. COMMERCIAL DISTRICTS

- Current MC permits new residential uses in the **upper stories** of some buildings.
- However recent changes to statute (ORS 197A.445 and ORS 197A.460) would allow development of **affordable housing as a standalone use** in commercial districts.
- For cities of 10,000+, conversions of commercial buildings to residential must also be allowed.



6. COMMERCIAL DISTRICTS

- Should standalone residential uses be allowed in commercial districts or should it just be limited to affordable housing as required by statute?
- Is there potential for more light industrial, research, and technology uses in commercial districts?
- If yes, does that increase the potential for conflicts (odor, noise, etc.) with increased residential uses?



7. INDUSTRIAL DISTRICTS

Should the MC expand the extent to which **commercial uses** are allowed on employment lands as a promising practice?



8. CFEC WALKABLE DESIGN

- **Walkable Design Standards Guidebook and Model Code** are intended to strengthen walkability in cities subject to CFEC (and address OAR 660-012-0330)
- Standards include:
 - Building Orientation and Frontage Design
 - Ground Floor Design (transparency, weather protection, residential transitions, etc.)
 - Driveway and Garage location and size limits
 - Drive-Through Facilities requirements
 - Street Connectivity, Blocks, and Accessways requirements
 - On-site Pedestrian and Bicycle Circulation
 - Transit Facilities requirements
 - Large Parking Lot standards



8. CFEC WALKABLE DESIGN

The CFEC requirements are only directly applicable to a subset of small cities in Oregon.

To what extent should the MC incorporate standards from the CFEC Walkable Design Model Code?



9. PUBLIC OUTREACH AND CODE EXAMPLES

- Targeted online survey will seek input from key community members (including planners, local practitioners, developers, residents of small cities, and others) on **high priority topics** for the MC update.
 - Who should we be sure to reach with the online survey?
 - What should the priority topics be?
- Are there any **examples of codes or code sections** that we should be looking at for guidance or promising practices?



OTHER DISCUSSION?



NEXT STEPS

- **TAC Questionnaire – Aug 28 - Sep 12**
- Online Community Survey – Mid Sep - Early Oct
- Draft Code Module 1 – Applications & Procedures (Art. 4)
- **TAC Mtg #2 (Late Nov 2025)**
- Draft Code Module 2 – Zoning Regulations & Community Design Standards (Art. 2 & 3)
- **TAC Mtg #3 (Early Jan 2026)**

PROJECT CONTACT INFO

If you have additional questions or comments you would like to share, please contact:

Nicole Cross

971-446-0334

nicole.cross@dlcd.oregon.gov

