



Residential Infill Project

Background

Planning and Sustainability Commission
February 27, 2018



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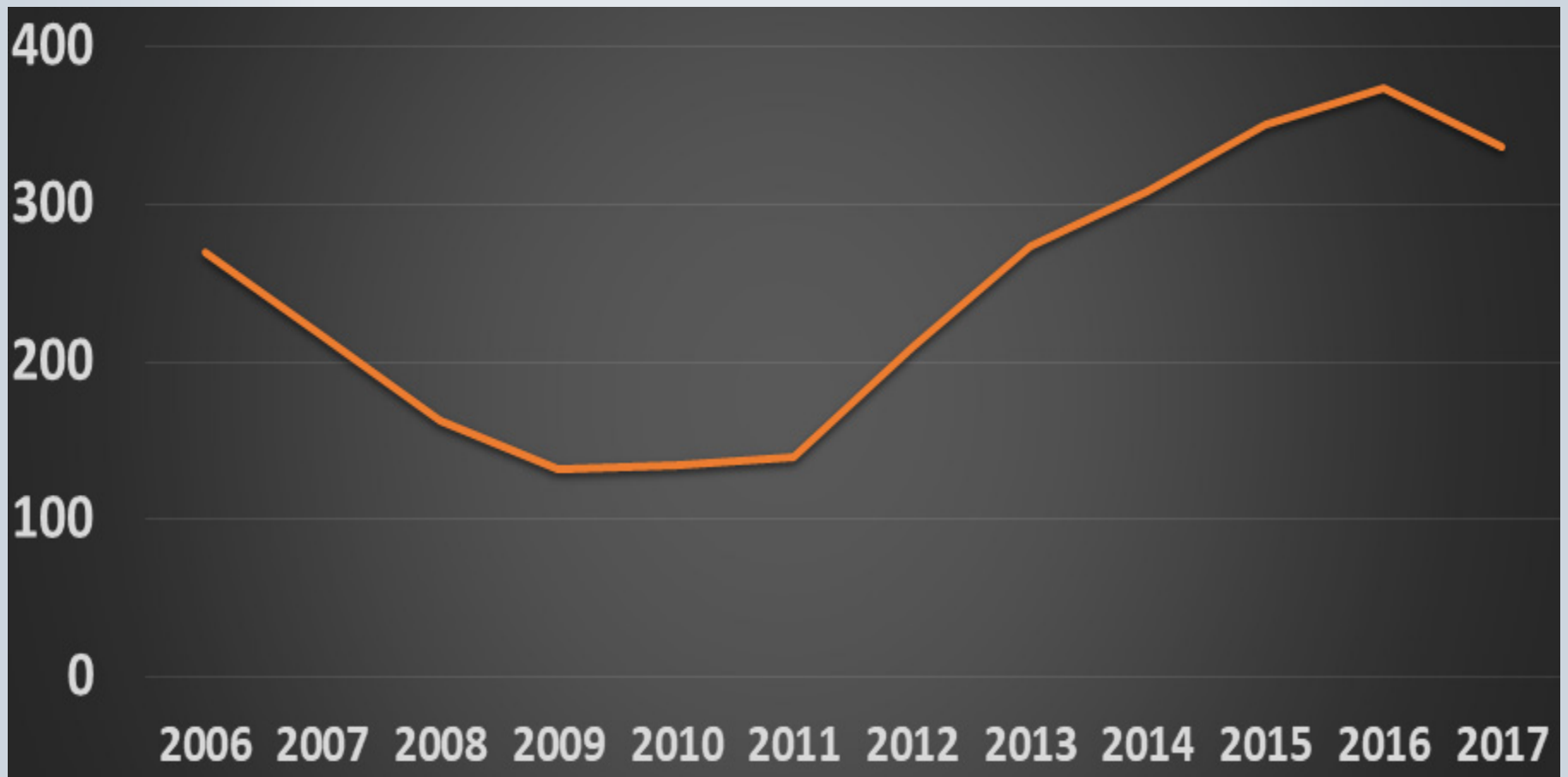
Overview

- Project Genesis & Scope
- Public Process & Engagement
- Topics
 - Scale of Houses
 - Housing Opportunity
 - Narrow Lots



Project Genesis and Scope

Increase in Demolitions



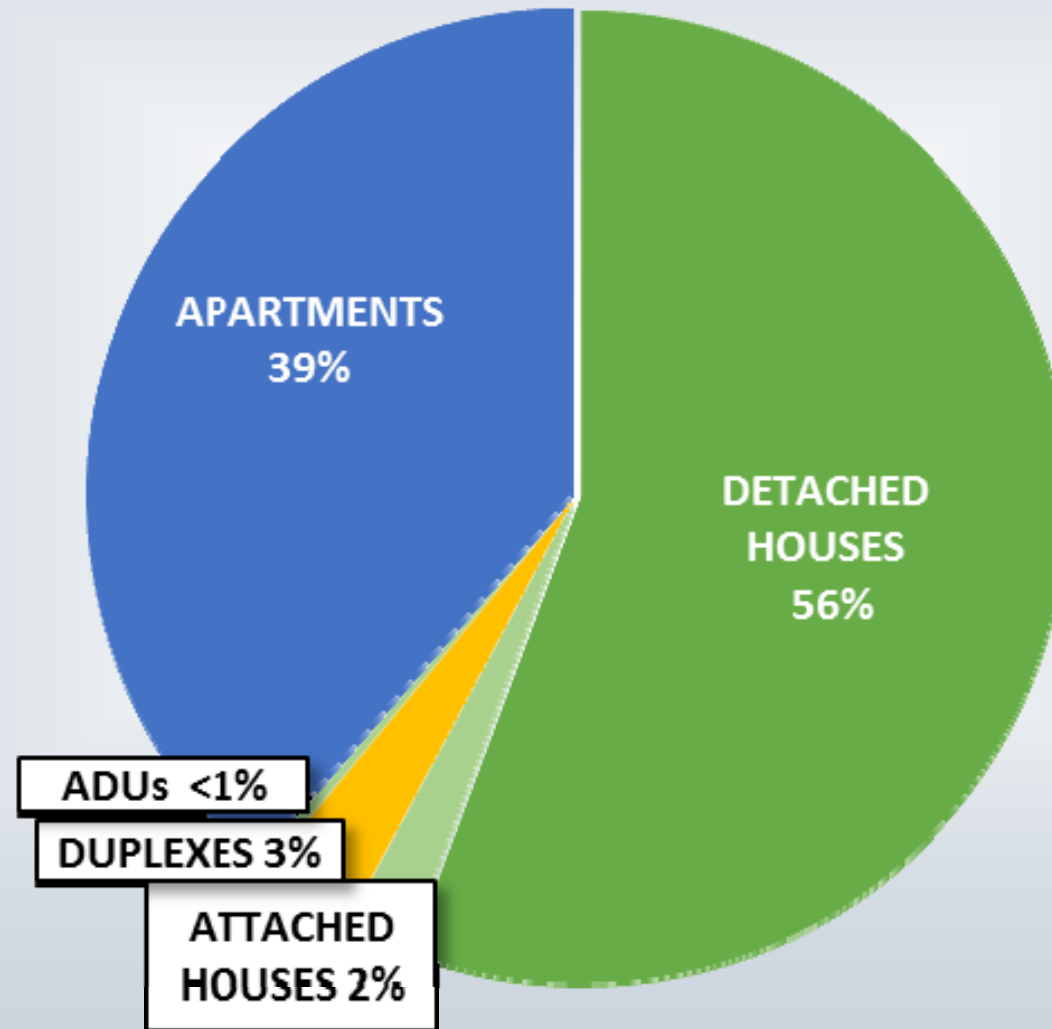
Size of New Houses



Narrow Lots

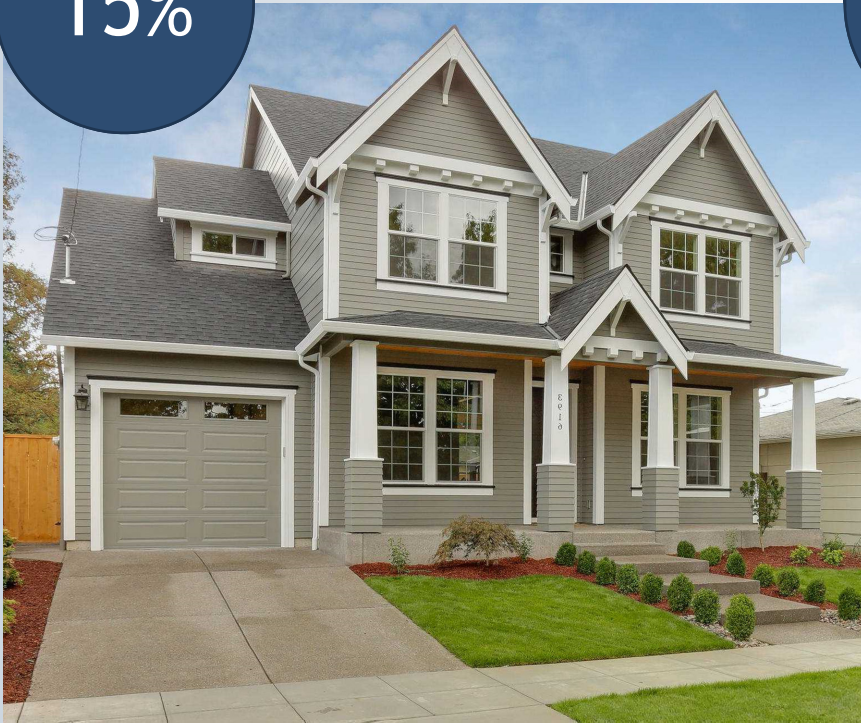


Housing Supply by Type



2015 Housing Built

15%



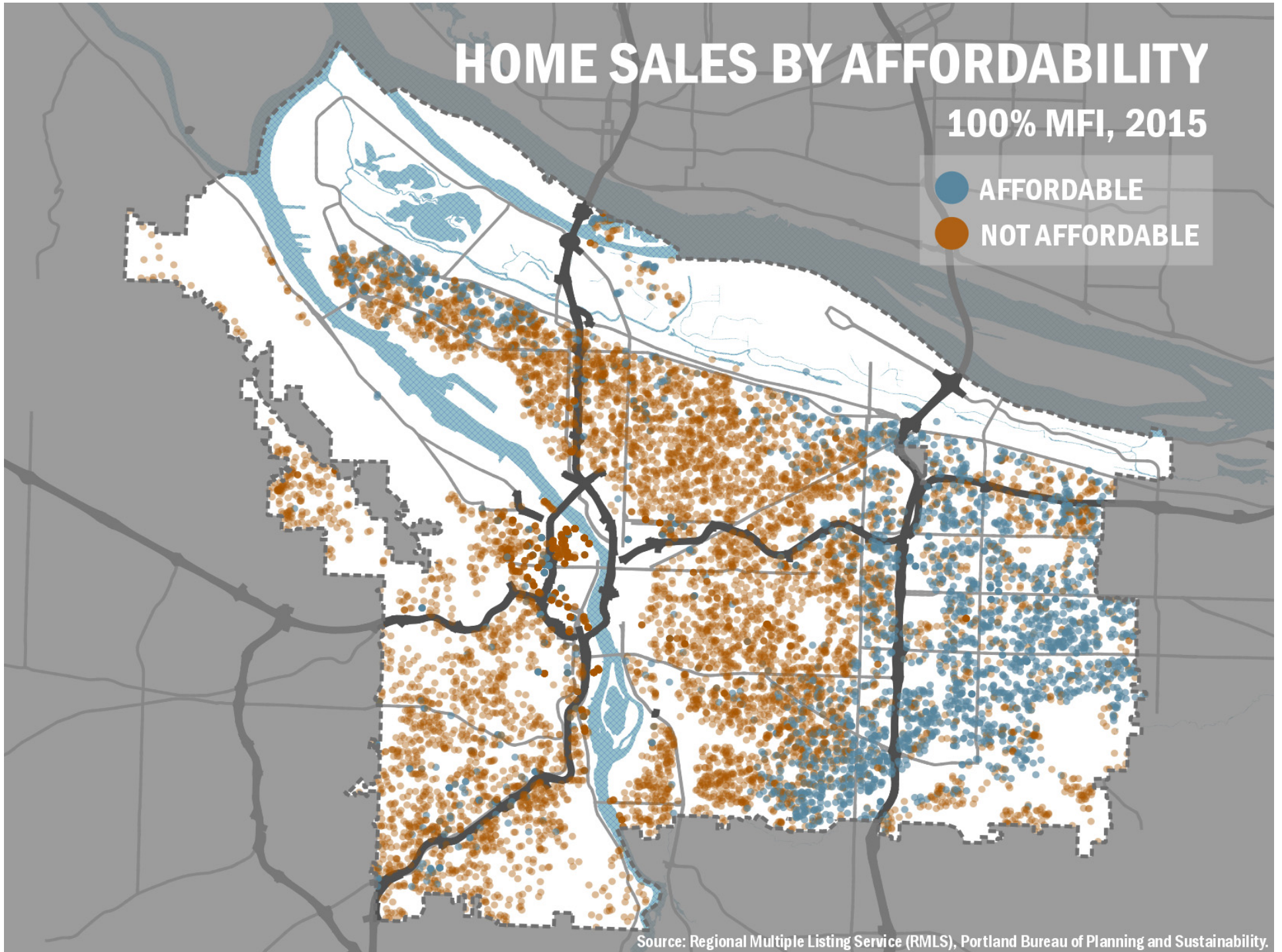
77%



HOME SALES BY AFFORDABILITY

100% MFI, 2015

- AFFORDABLE
- NOT AFFORDABLE

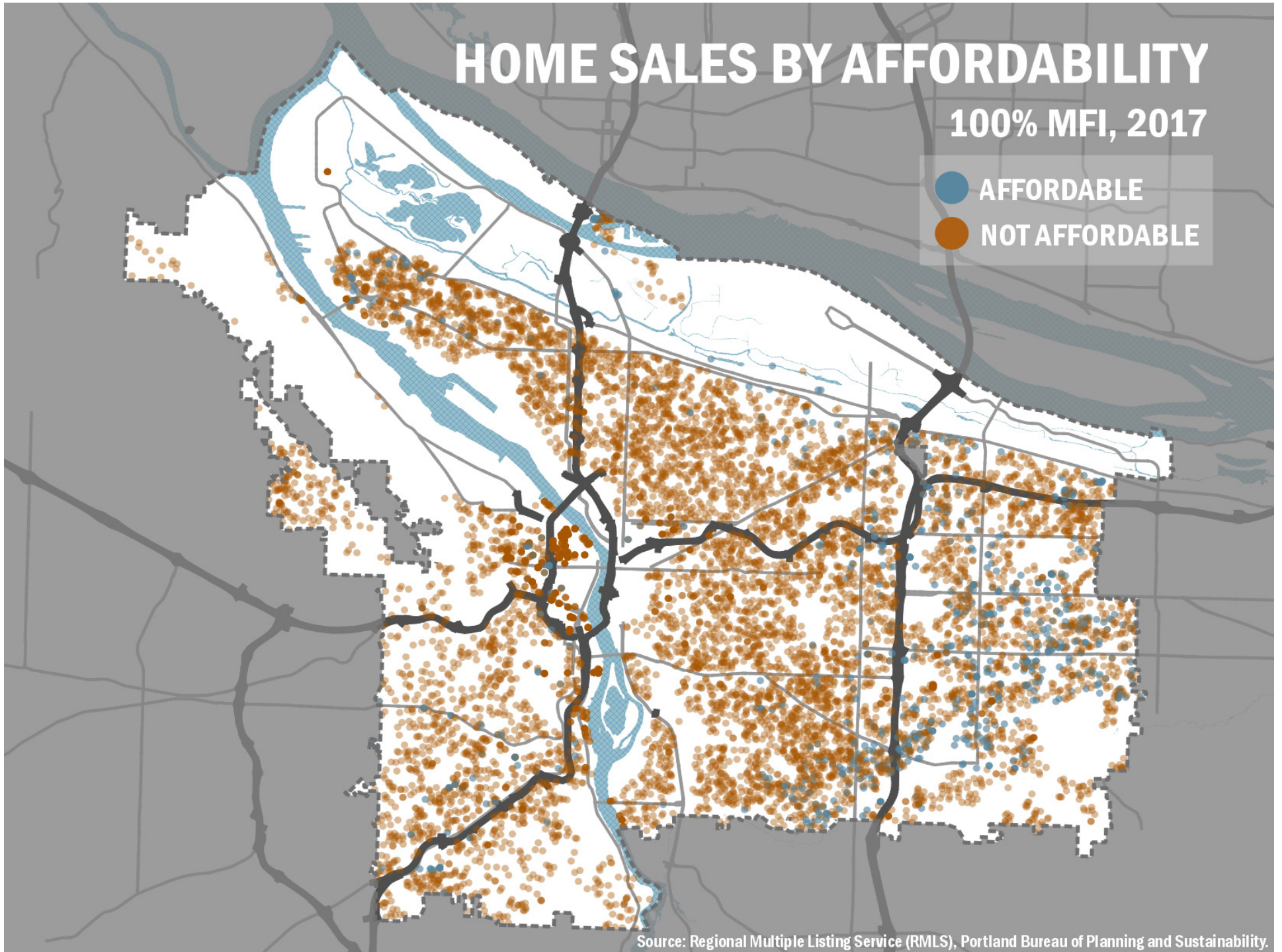


Source: Regional Multiple Listing Service (RMLS), Portland Bureau of Planning and Sustainability.

HOME SALES BY AFFORDABILITY

100% MFI, 2017

- AFFORDABLE
- NOT AFFORDABLE



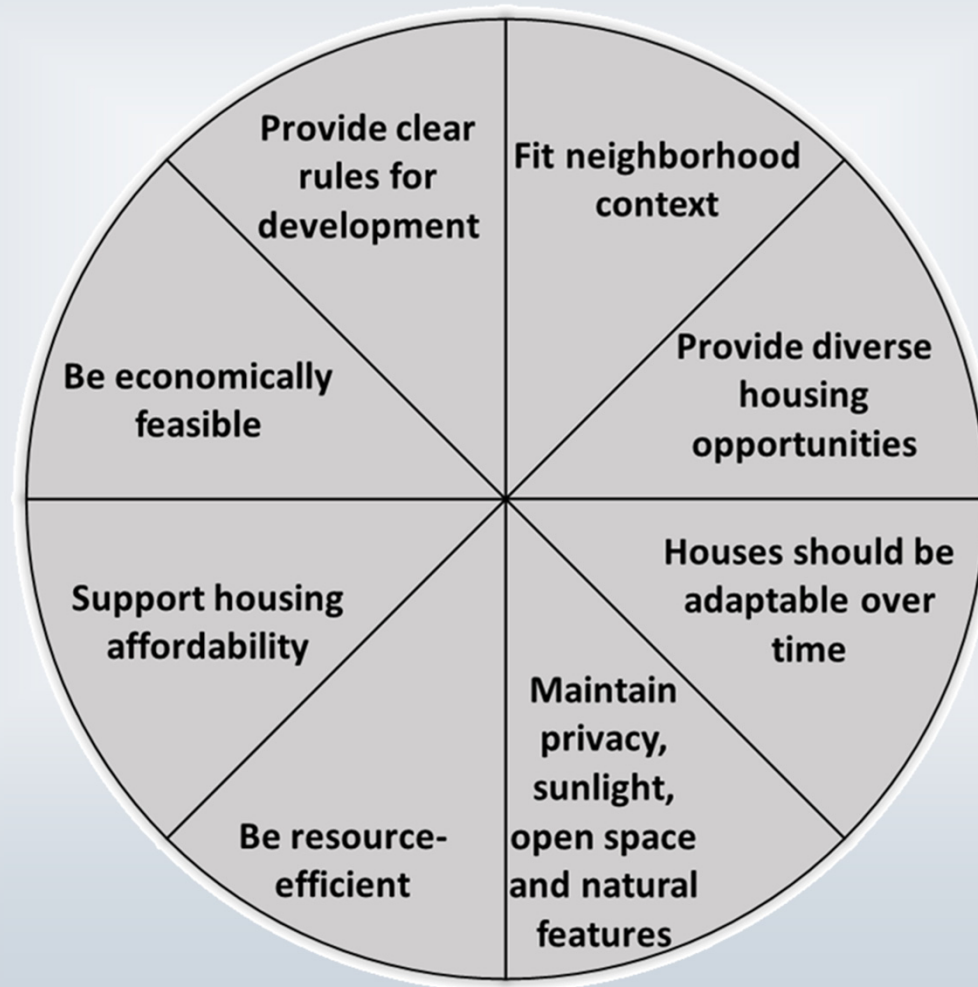
Source: Regional Multiple Listing Service (RMLS), Portland Bureau of Planning and Sustainability.

Residential Infill Project Goal

To update Portland's single-dwelling zoning rules to better meet the changing needs of current and future residents.



Balancing Multiple Goals



Three Topics

- **Scale of Houses** - Smaller houses that better fit existing neighborhoods
- **Housing Opportunity** - More housing choices for people's changing needs.
- **Narrow Lots** - Clear and fair rules for narrow lot development.



Outside the Project Scope

- Other City codes
- Fees
- Land Use Processes
- Design review and architectural style
- Certain housing types
- Land division regulations



Main Questions

- Scale of Houses
 - What's the right size?
- Housing Opportunity
 - How many units?
 - Where?
 - Should the number of units be dependent on providing another public good?
- Narrow Lots
 - How do we address historically pre-platted lots?
 - Require, allow or prohibit parking?



Public Process & Engagement

Two Phases of the Project

- **Concept Phase**
August 2015 - December 2016
- **Legislative Phase**
January 2017 - December 2018



Developing a Concept Proposal

- 26-member **Stakeholder Advisory Committee** met over 14 months (Aug 2015-Oct 2016)
- Over 7,000 people participated in an **online questionnaire** to prioritize issues



Public Engagement - Concept Phase

- 545 people at six open houses
- 200 people at other presentations
- 2,375 people responded to a second online questionnaire
- 1,562 comments via questionnaires, comment forms, flip chart notes, emails and letters
- 280 people testified in person and in writing to City Council (Dec 2016)



Public Engagement - Legislative Phase

Discussion Draft

- 188 people at kick off event and six drop-in hours
- 111 people at other presentations
- 46 organizations submitted letters
- 433 people responded to online questionnaire
- 3,710 comments via questionnaire, email, and chart pack notes



Key Themes

- More agreement around **scale of houses** and less agreement on **housing opportunity** and **narrow lots proposals**
- Disagreement on **where** new housing types and development on narrow lots should occur



Key Themes

- **Affordability**
- **Visitability and historic preservation** proposals received mixed reviews
- Concerns about **displacement** and mitigation strategies



Next Steps

- 3/13 Social Equity Investment Strategy and Displacement Risk Analysis
- 4/4 Public Notices Sent
- 4/24 Project Briefing
- 5/8 Hearing #1
- 5/15 Hearing #2



Background

Future Residents

- 260,000 more people expected in 123,000 new households
- Smaller household sizes
- Smaller percentage of households with children
- Aging population



1910

The Evolution of the Average US Home Size



Source: PropertyShark.com



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1920

The Evolution of the Average US Home Size



1930

The Evolution of the Average US Home Size



1940

The Evolution of the Average US Home Size



1950

The Evolution of the Average US Home Size



1960

The Evolution of the Average US Home Size



1970

The Evolution of the Average US Home Size



1980

The Evolution of the Average US Home Size



1990

The Evolution of the Average US Home Size

1,976 sqft



2.6 people/household



2000

The Evolution of the Average US Home Size



2,160 sqft

2.6 people/household



2010

The Evolution of the Average US Home Size

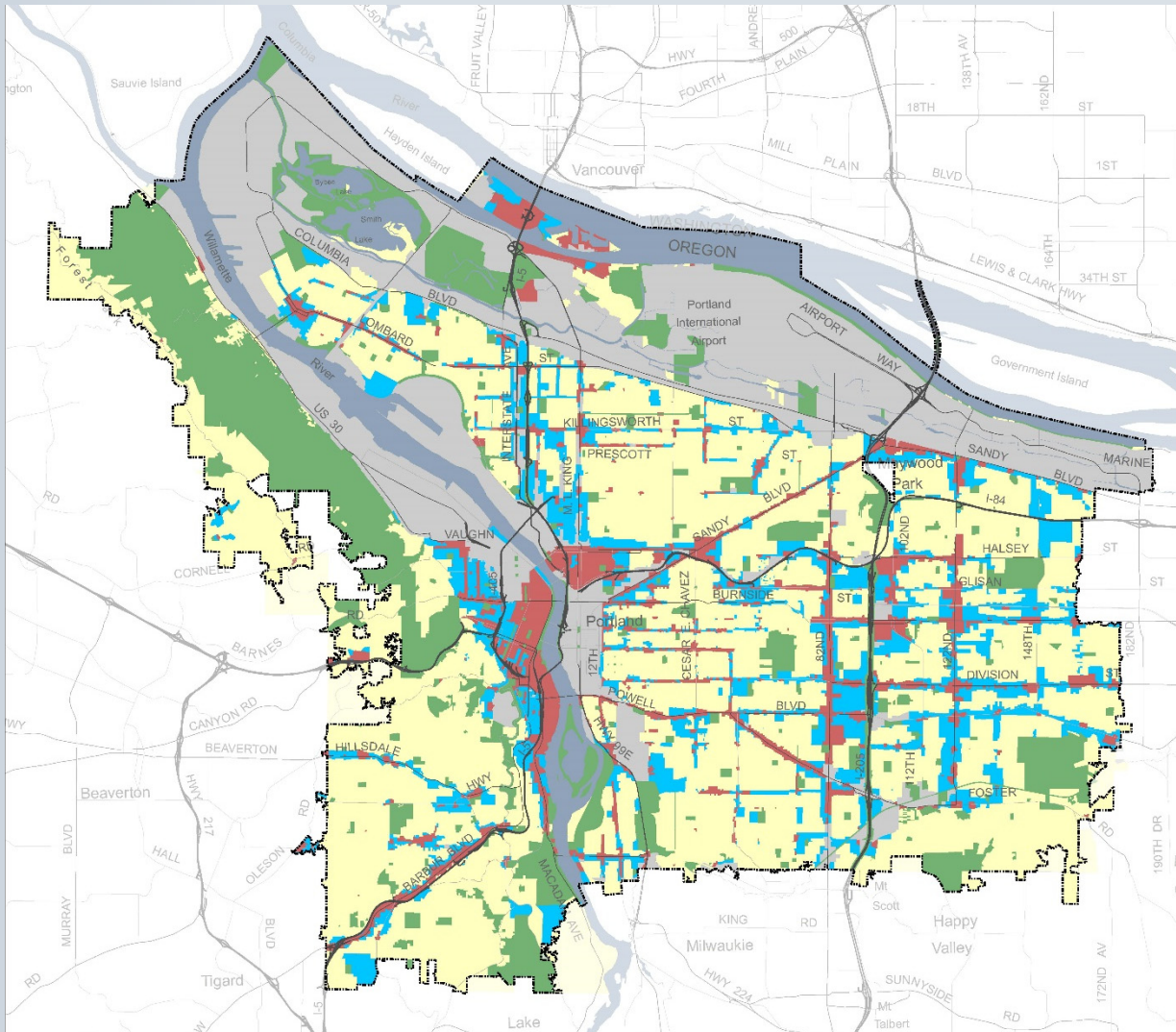
2,430 sqft



2.6 people/household



Generalized Zoning Map



Industrial/Empl
21%

Mixed Use
8%

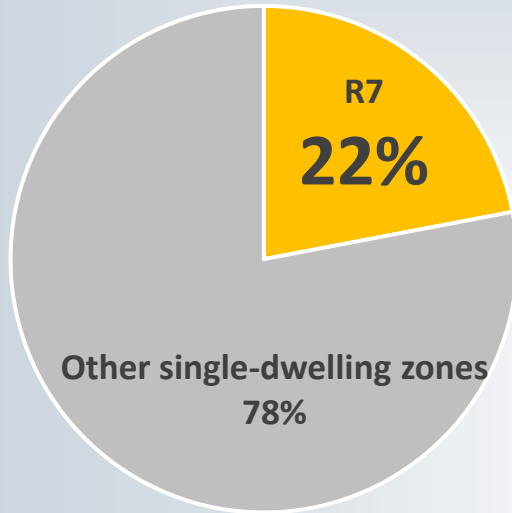
Multi-Dwelling
7%

Single-Dwelling
43%

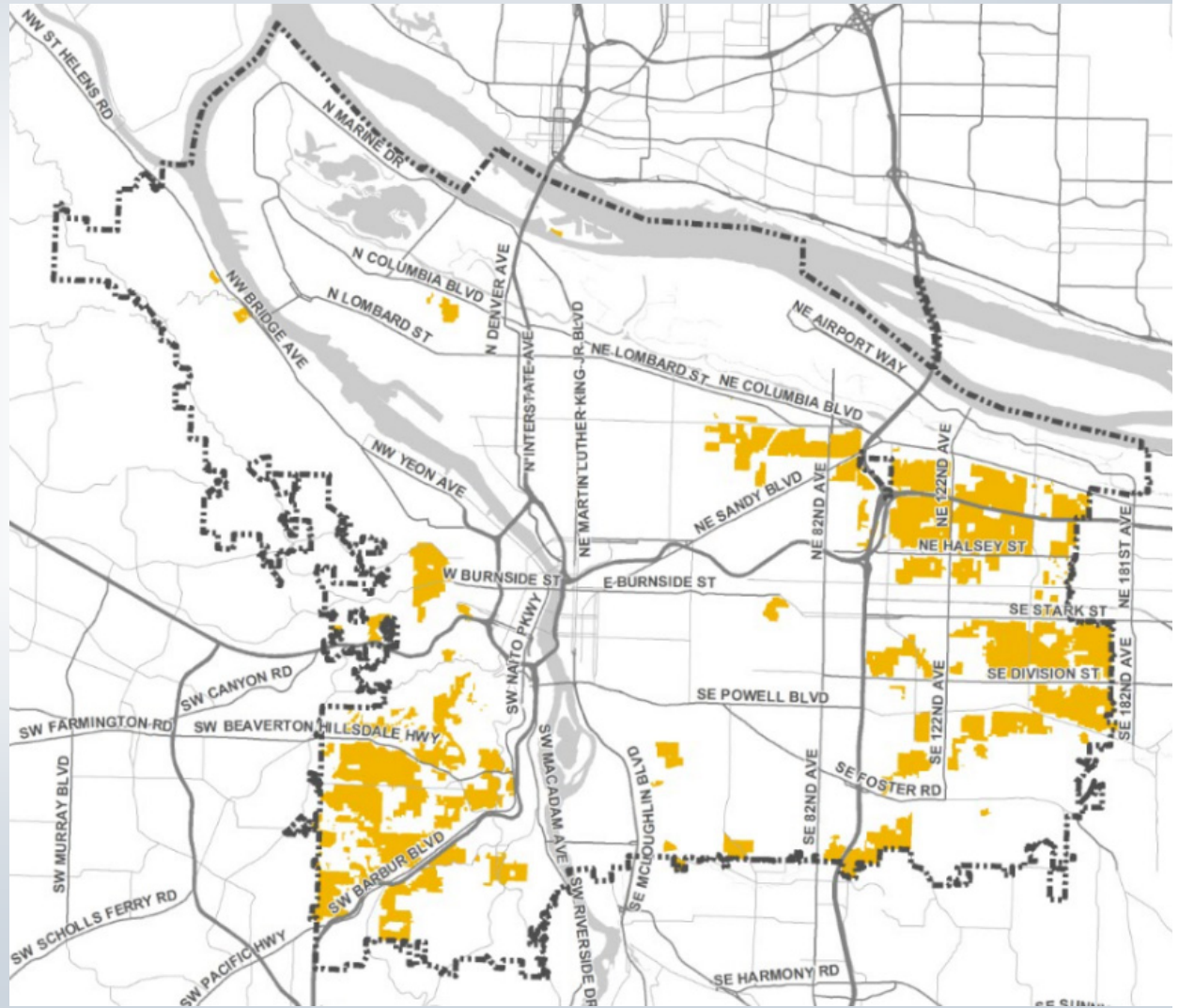
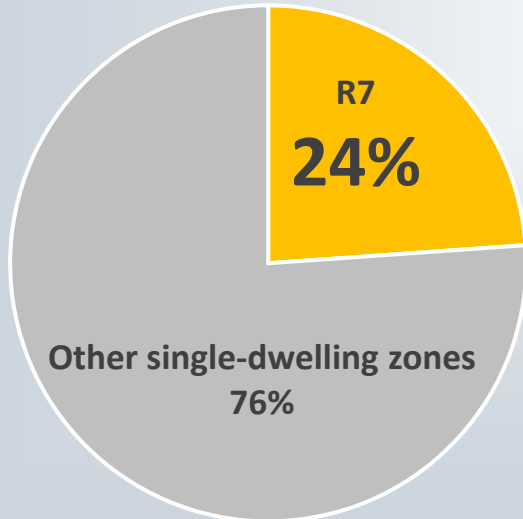
Open Space
21%

R7

LOTS

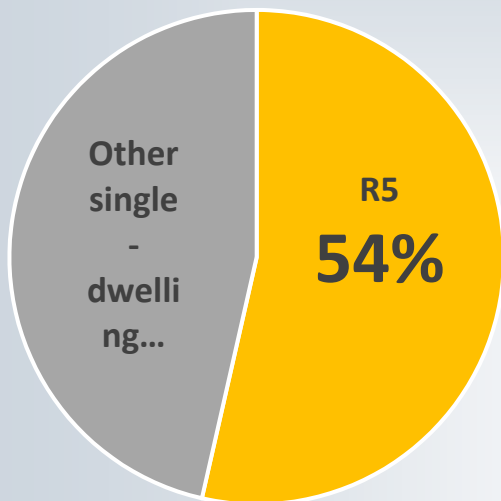


ACREAGE

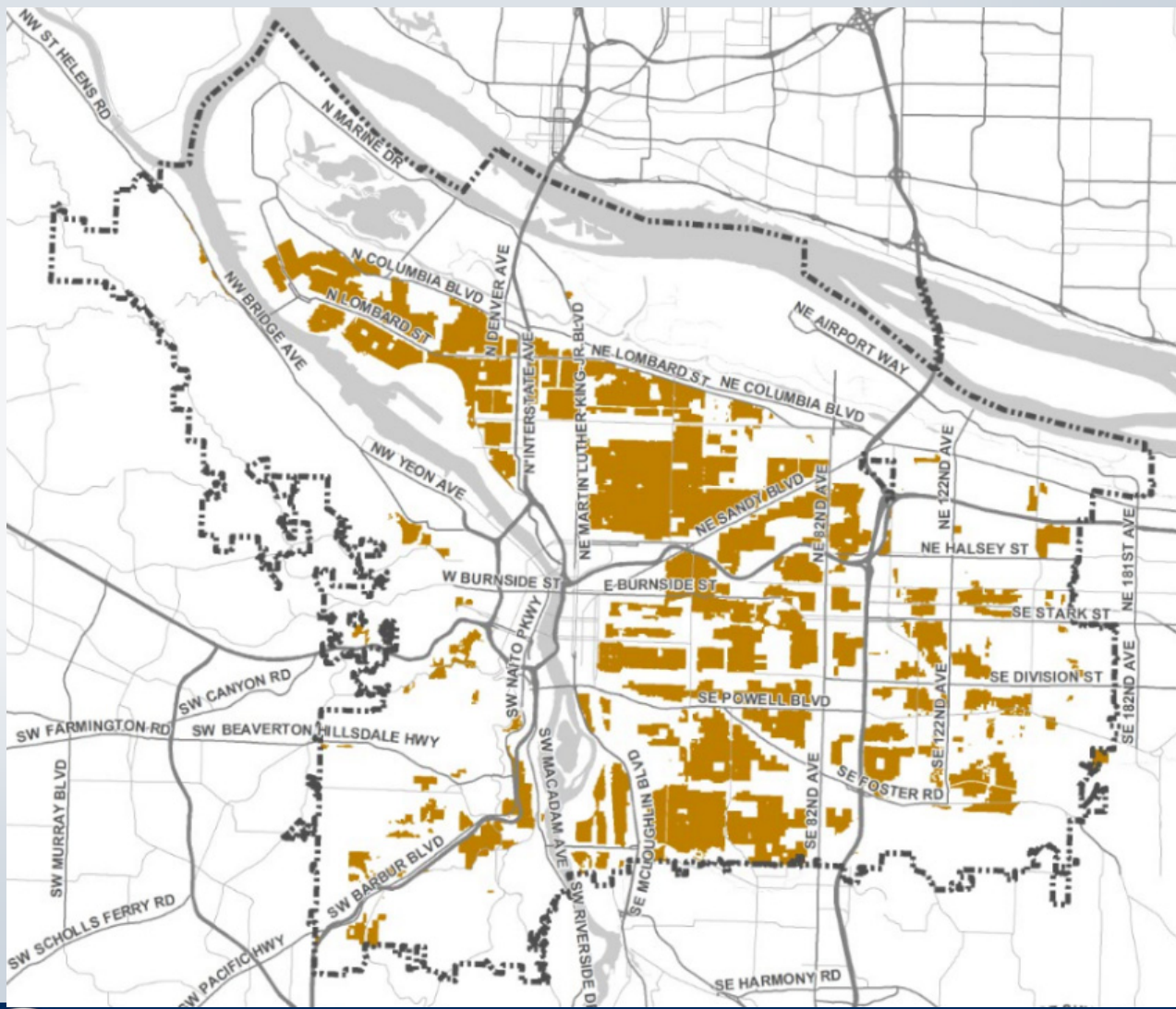
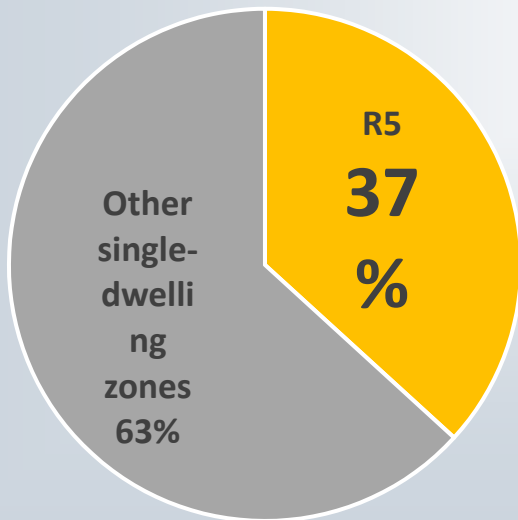


R5

LOTS

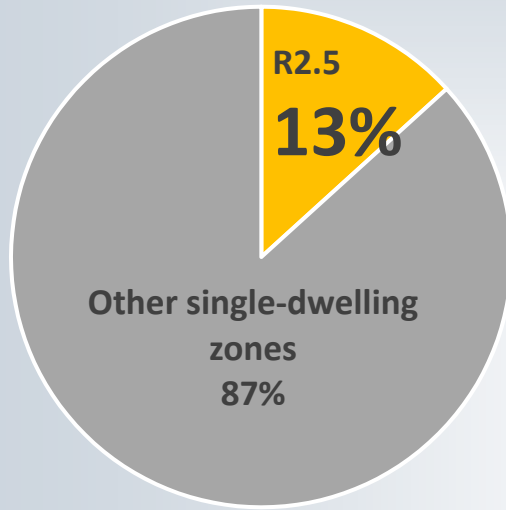


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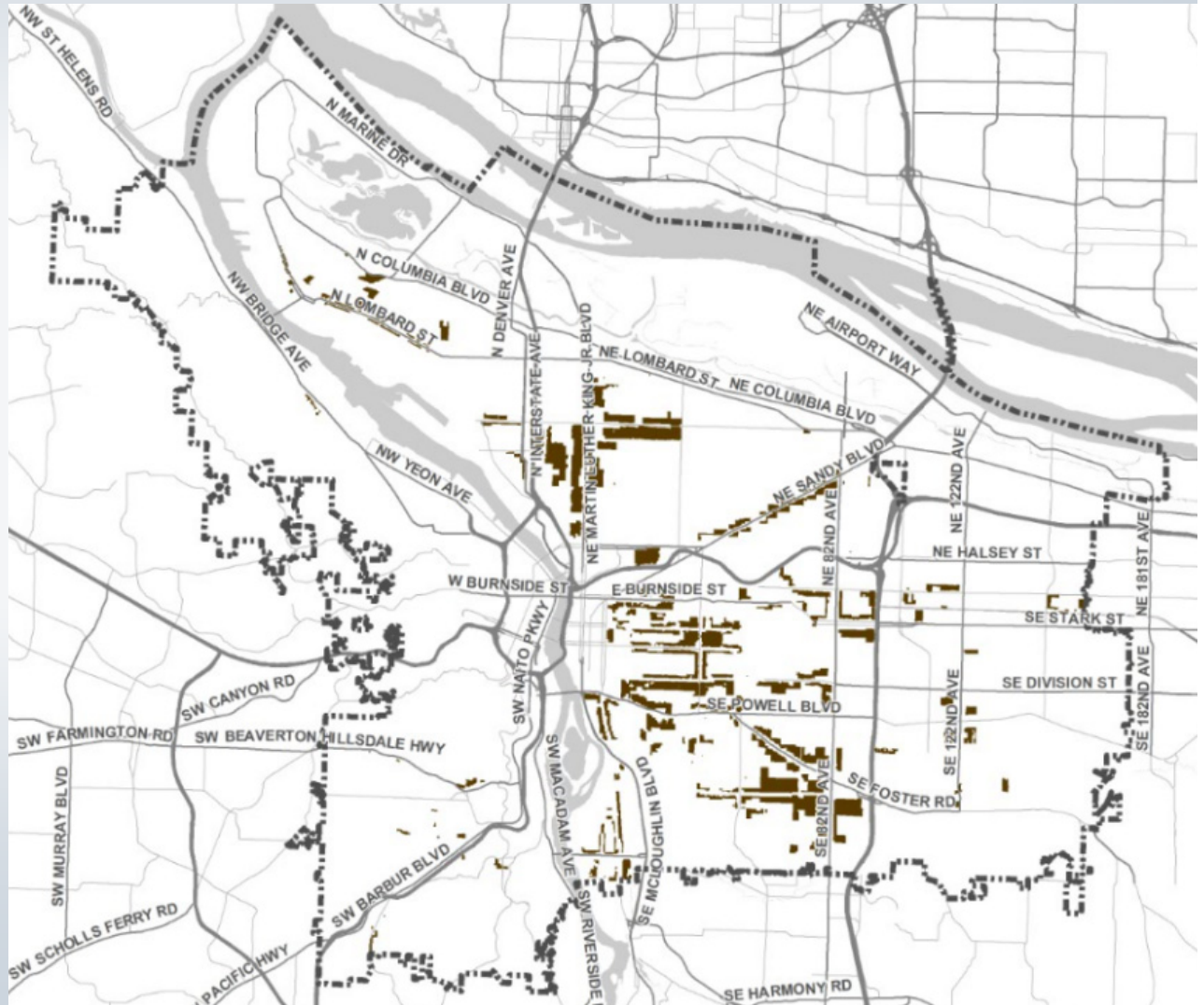
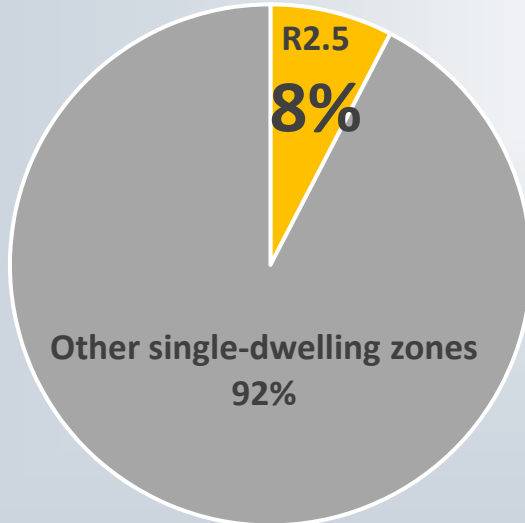


R2.5

LOTS

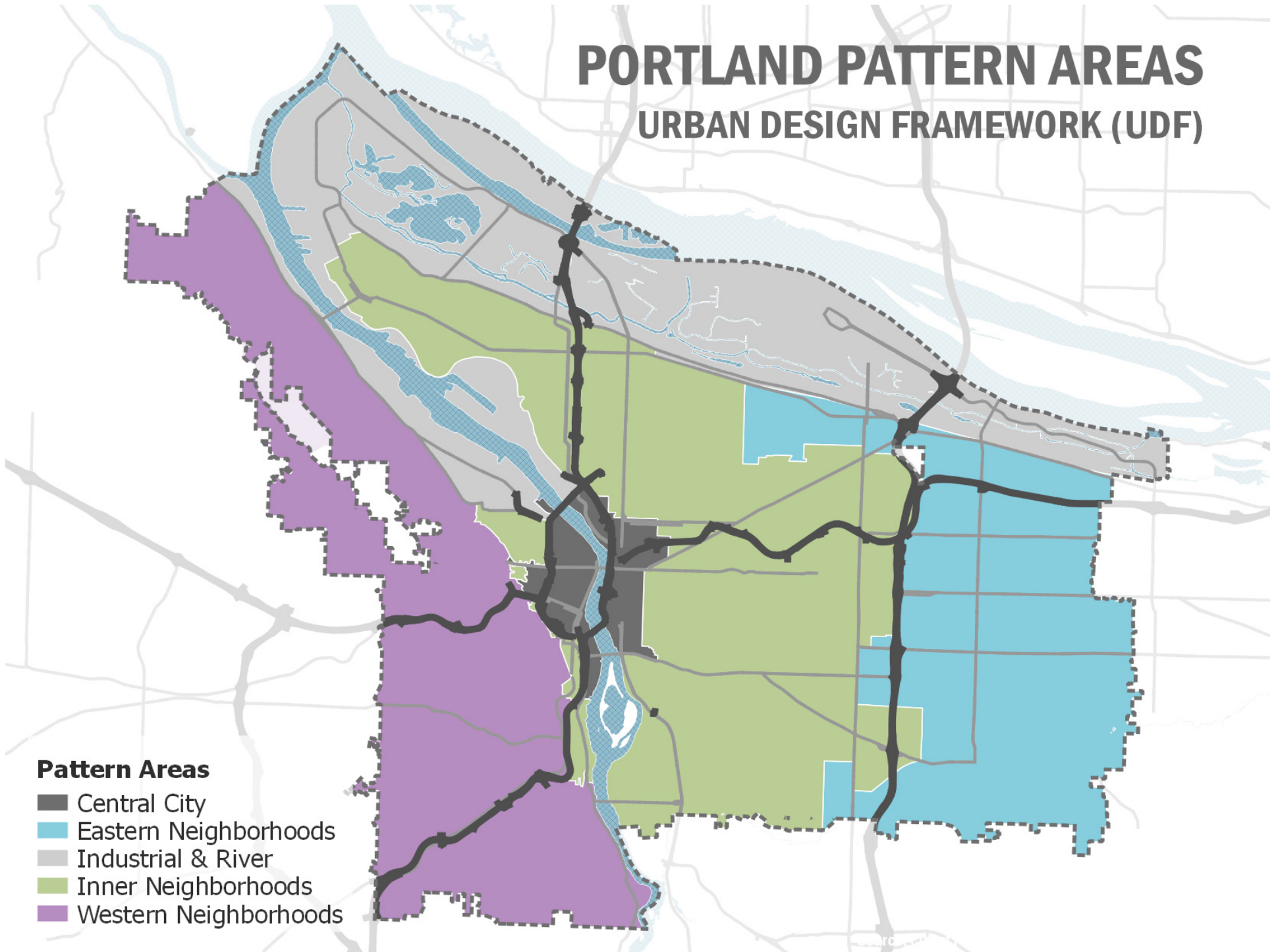


ACREAGE



PORTLAND PATTERN AREAS

URBAN DESIGN FRAMEWORK (UDF)



Pattern Areas

- Central City
- Eastern Neighborhoods
- Industrial & River
- Inner Neighborhoods
- Western Neighborhoods

Scale of Houses / Development Standards

Main Questions

- Scale of Houses
 - What's the right size?
- Housing Opportunity
 - How many units?
 - Where?
 - Should the number of units be dependent on providing another public good?
- Narrow Lots
 - How do we address historically pre-platted lots?
 - Require, allow or prohibit parking?



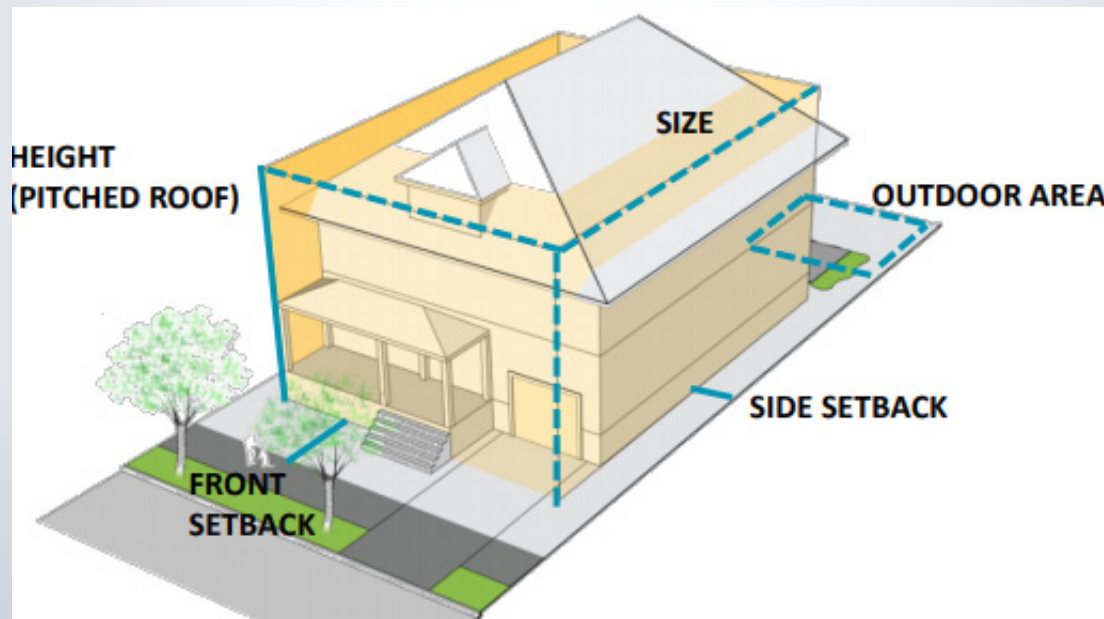
Design and Development Policies

- **Goal 4.A: Context-sensitive design and development**
New development is designed to respond to and enhance the distinctive physical, historic, and cultural qualities of its location, while accommodating growth and change.
- **Policy 4.1 Pattern areas.**
- **Policy 4.3 Site and context.**
- **Policy 4.6 Street orientation.**
- **Policy 4.15 Residential area continuity and adaptability.**
- **Policy 4.16 Scale and patterns.**
- **Policy 4.18 Compact single-family options**



Current: Basic Building Form

- Height
- Building Coverage
- Setbacks
- Outdoor Yard Area
- Relation to street - main entrance, windows, garages



Other Development Standards

Zoning Code

- Parking
- Accessory Structures

Other Codes

- Tree Preservation/Planting
- Building Code
- Stormwater Management Manual
- Right-of-Way Improvements



How big are houses being built?



Introducing: Floor-to-Area Ratio

Single-dwelling zones	Multi-dwelling zones*					Mixed Use Zones**					
RF-R2.5	R2/ RM1	R1/ RM2	RH/ RM3	RH/ RM4	RX	CR	CM1	CM2	CM3	CE	CX
n/a	1.0	1.5	2.0	4.0	4.0	1.0	1.5	2.5	3.0	2.5	4.0

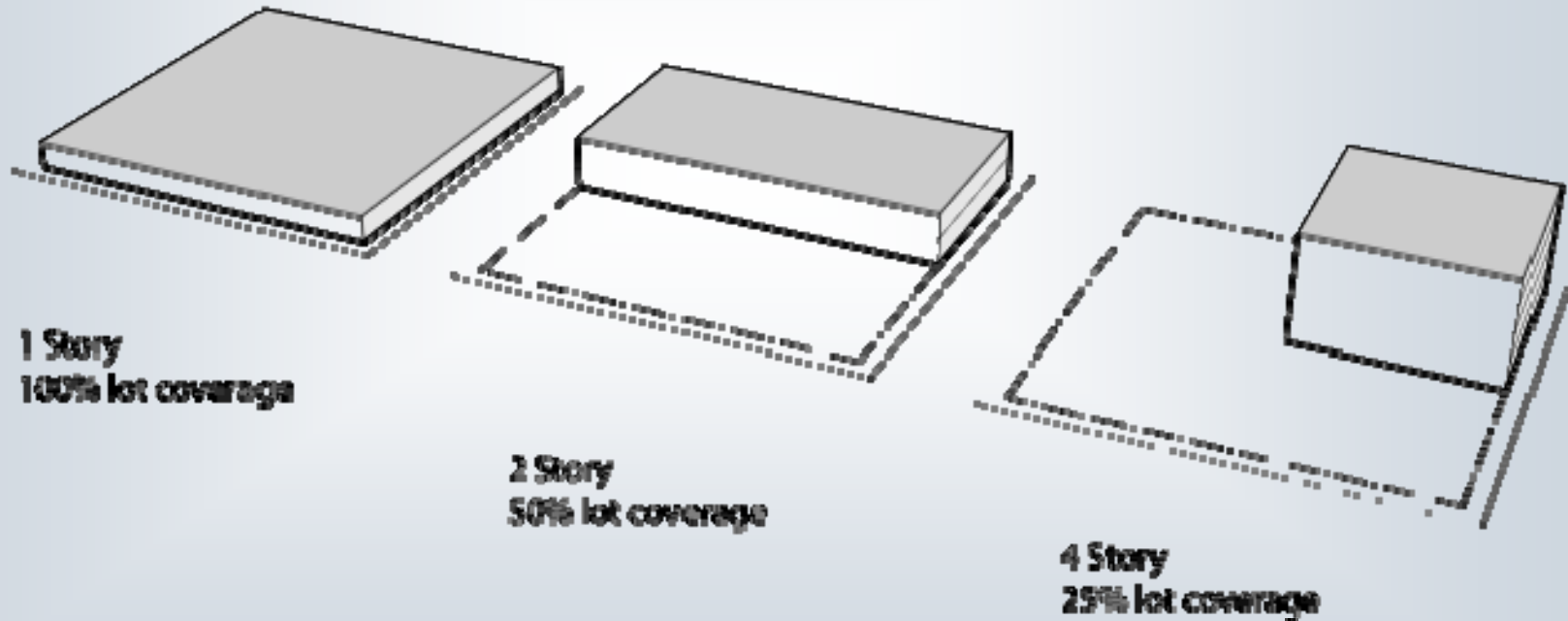
* Proposed with Better Housing By Design Project

** Adopted with Mixed Use Zones Project



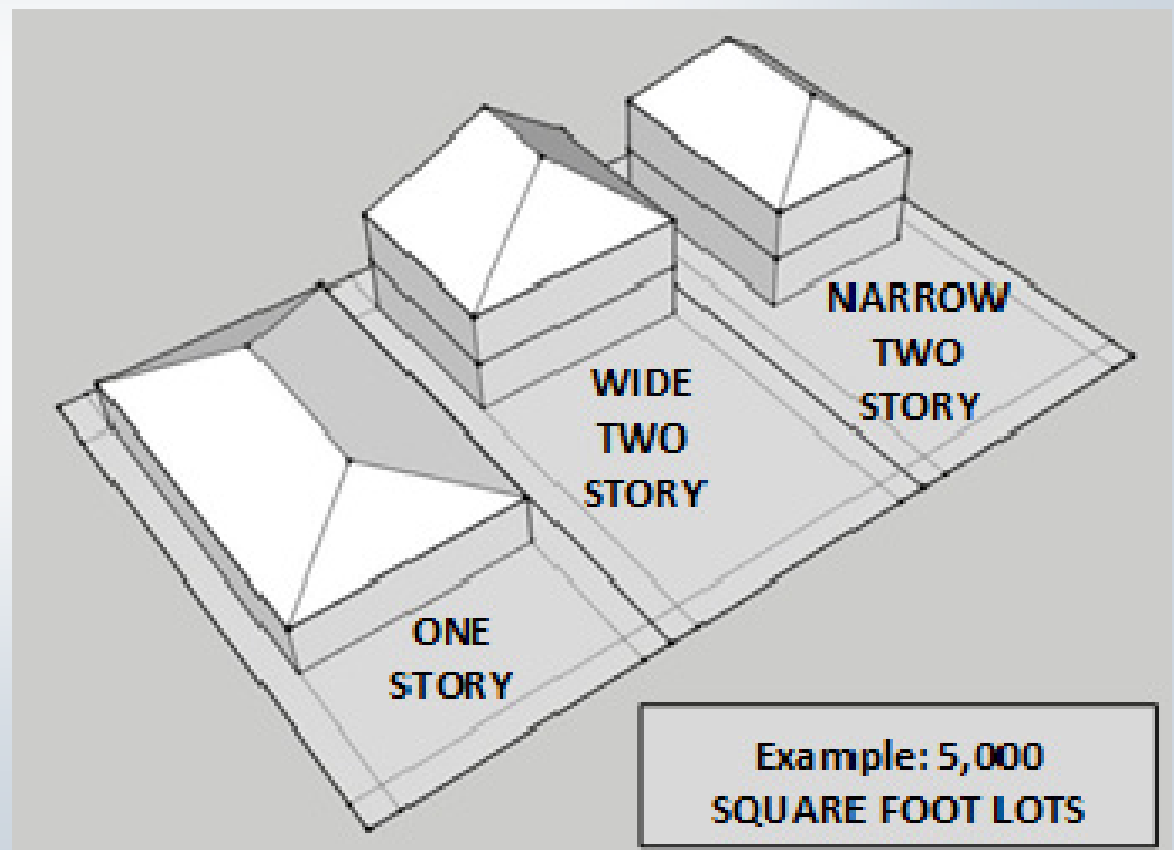
What is FAR?

Floor Area Ratio (FAR)
1:1 Ratio



SCALE

- FAR offers flexibility



Basements and Attics



Other cities have applied FAR to houses

- Atlanta
- Beverly Hills
- Boston
- Burbank
- Chicago
- Los Angeles
- Mill Valley, CA
- Minneapolis
- New York City



FAR Context and Comparison

Existing Housing Stock			
	R2.5	R5	R7
Average FAR	0.31	0.30	0.21
2015 House Permits			
	R2.5	R5	R7
Average FAR	0.75	0.64	0.47
Highest FAR	1.32	1.27	0.96



What We Heard: Scale

- Most support of the three topics
- Include/exclude **basements and attics in FAR**
- Additional FAR for **detached accessory structures**
- Additional FAR for **green building features**



Housing Opportunity

Main Questions

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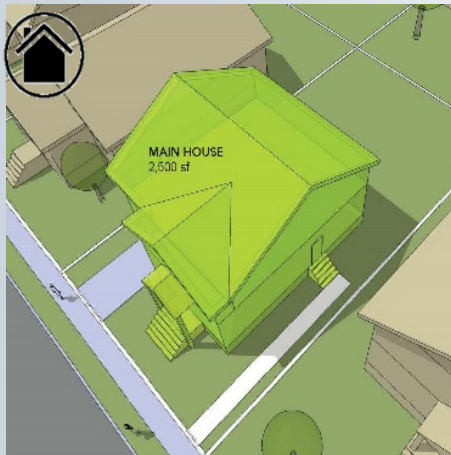


Housing Policies

- **Goal 5.C: Healthy Connected City** Portlanders live in safe, healthy housing that provides convenient access to jobs and to goods and services that meet daily needs.
- **Policy 5.4 Housing types.**
- **Policy 5.6 Middle housing.**
- **Policy 5.7 Adaptable housing.**
- **Policy 5.9 Accessible design for all.**
- **Policy 4.15 Residential area continuity and adaptability.**



Current housing types allowed in single-dwelling zones



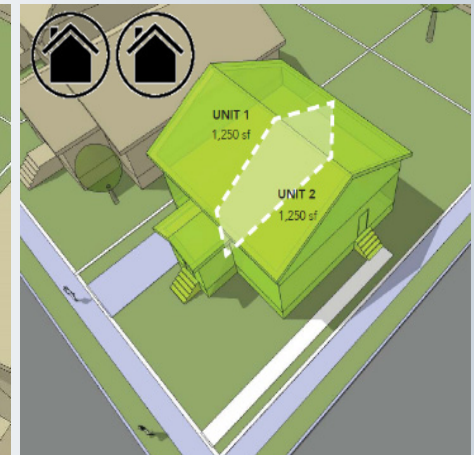
HOUSE



**HOUSE
W/INTERNAL ADU**



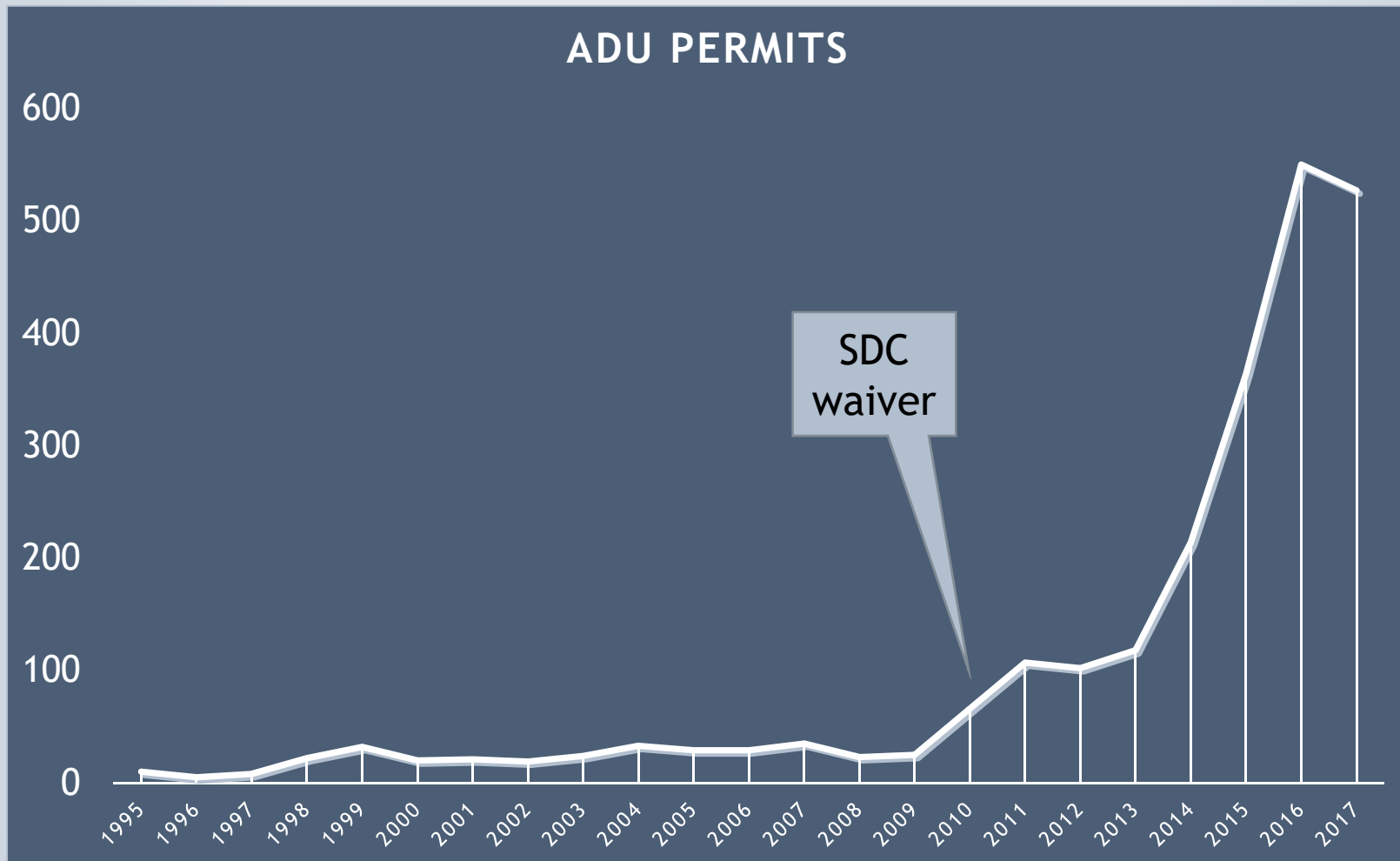
**HOUSE
W/DETACHED ADU**



**DUPLEX
ON CORNER**



Accessory Dwelling Units (ADUs)



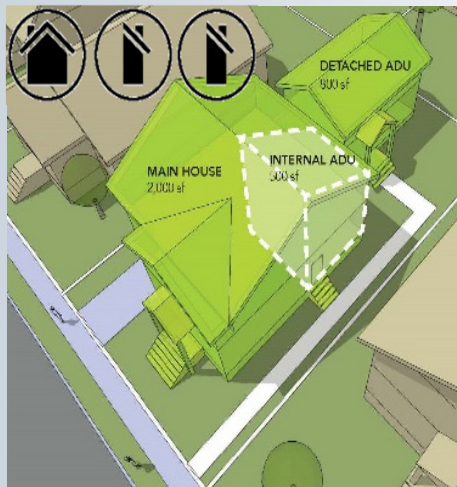
Duplexes and attached houses on corners

Existing Corner Lot Utilization

- 3.5% of corner lots overall
- 5.5% of corner lots near transit/centers
- 35% of houses demolished on corner lots resulted in 2 or more units (60% were 1:1).



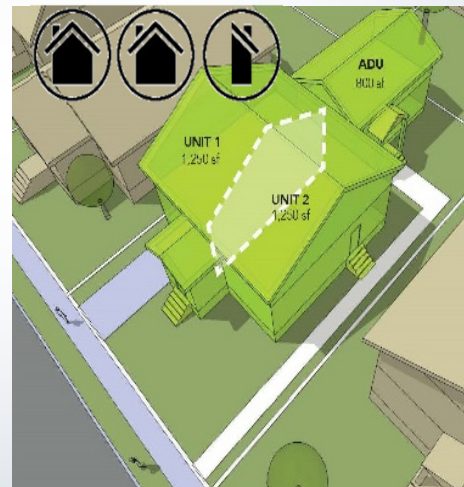
Additional Housing Types Being Considered



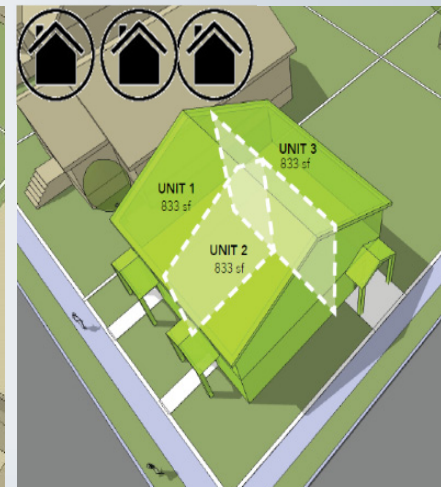
**HOUSE
W/ 2 ADUs**



DUPLEX



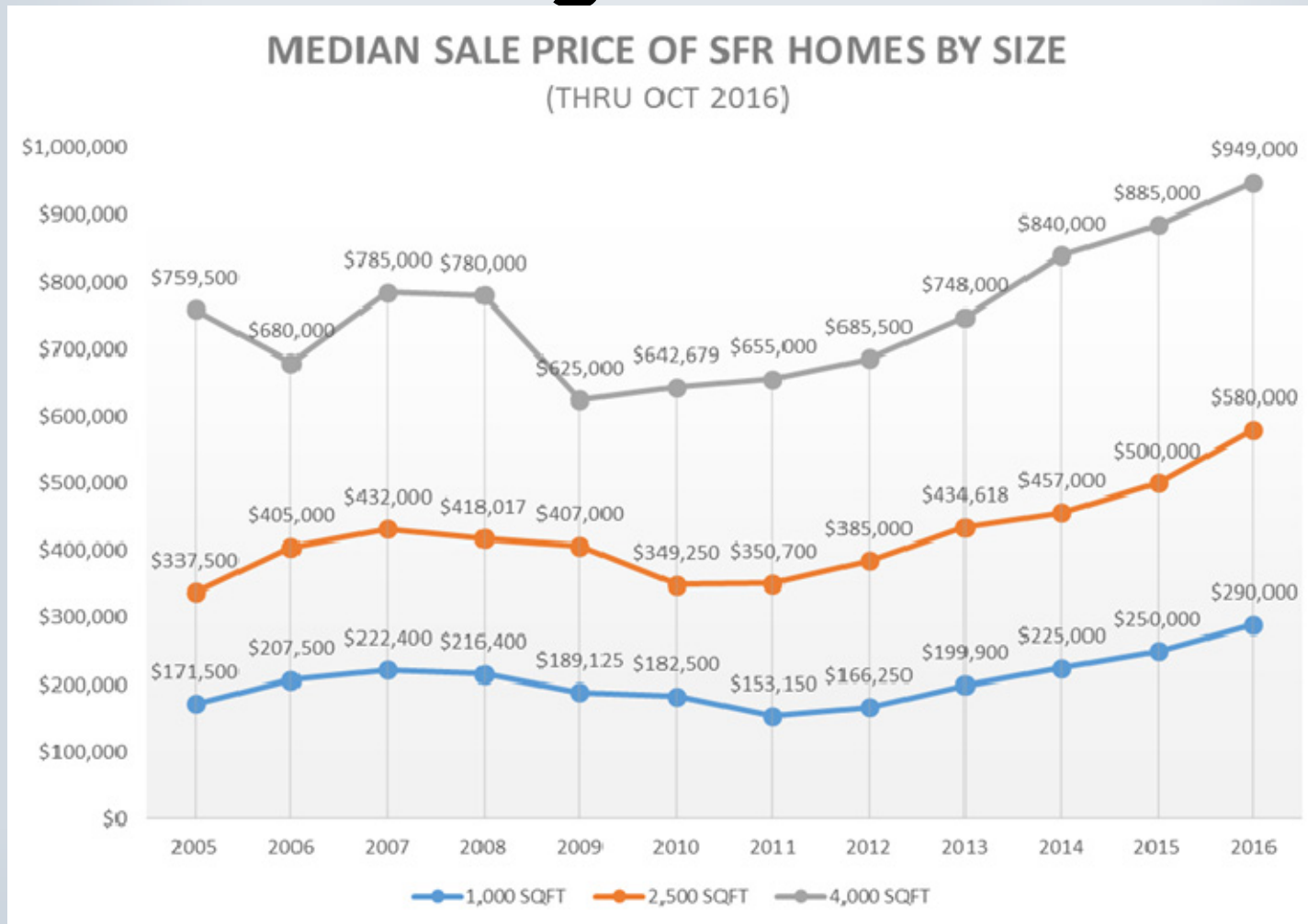
**DUPLEX
W/DETACHED ADU**



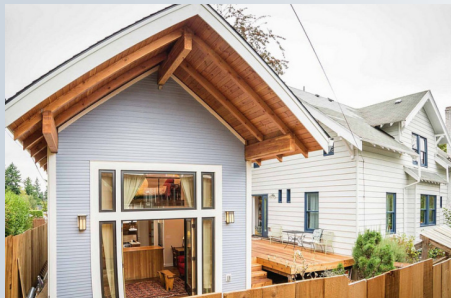
**TRIPLEX
ON CORNER**



How does scale and housing cost relate?



Range of “Middle” Housing



ADU



Duplex



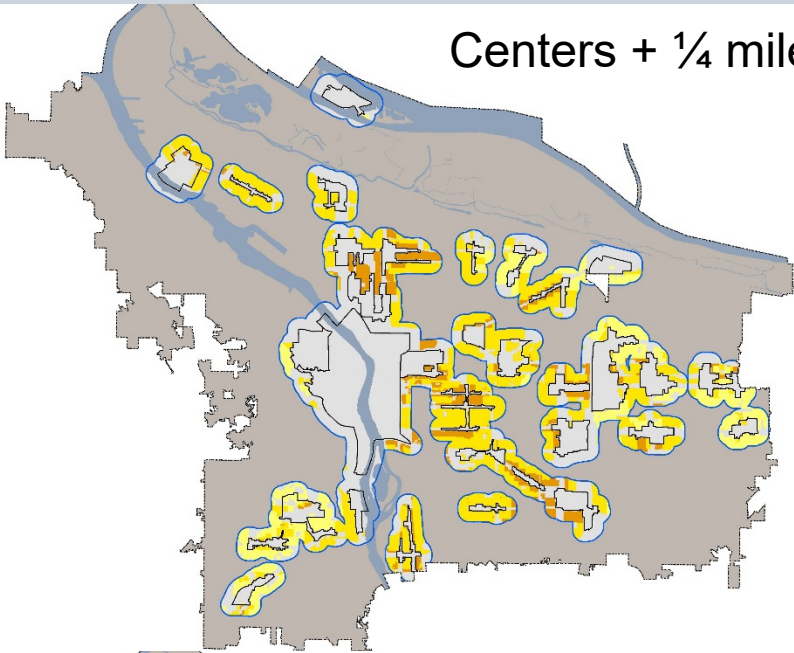
Triplex



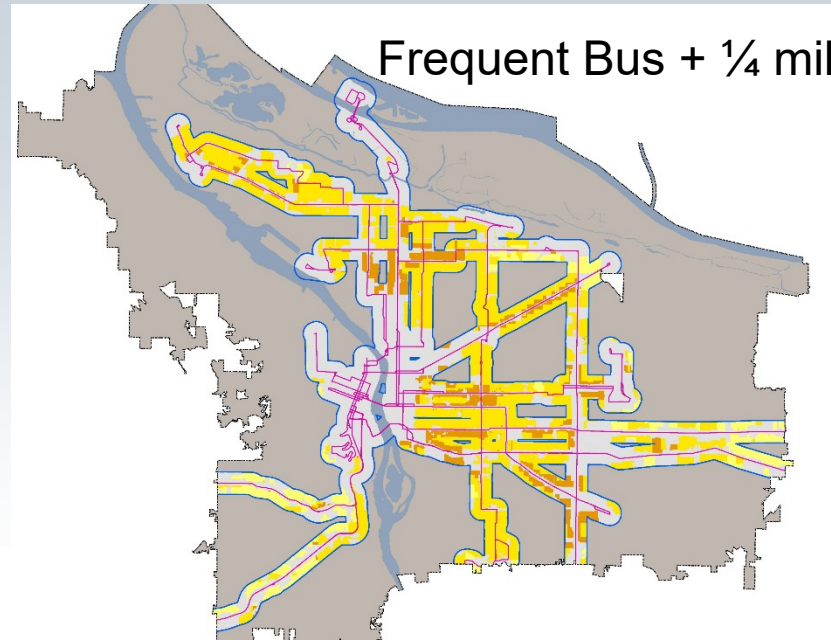
Where?



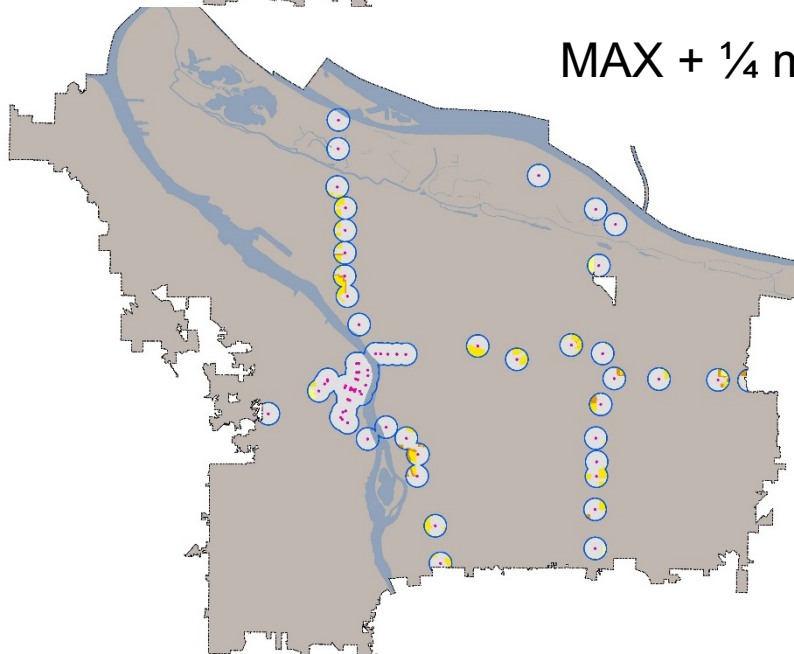
Centers + ¼ mile



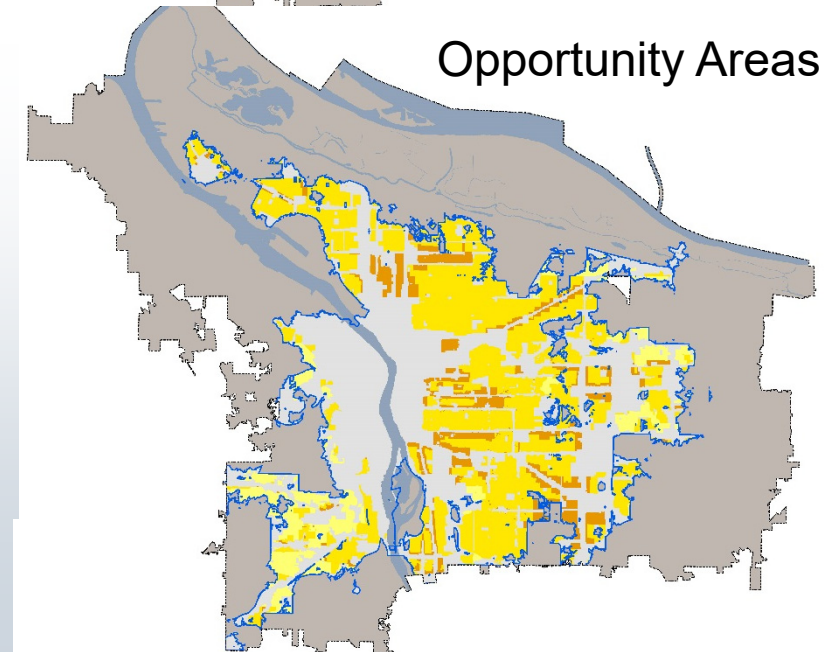
Frequent Bus + ¼ mile



MAX + ¼ mile

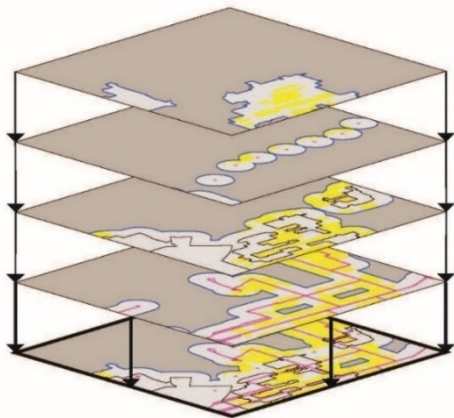
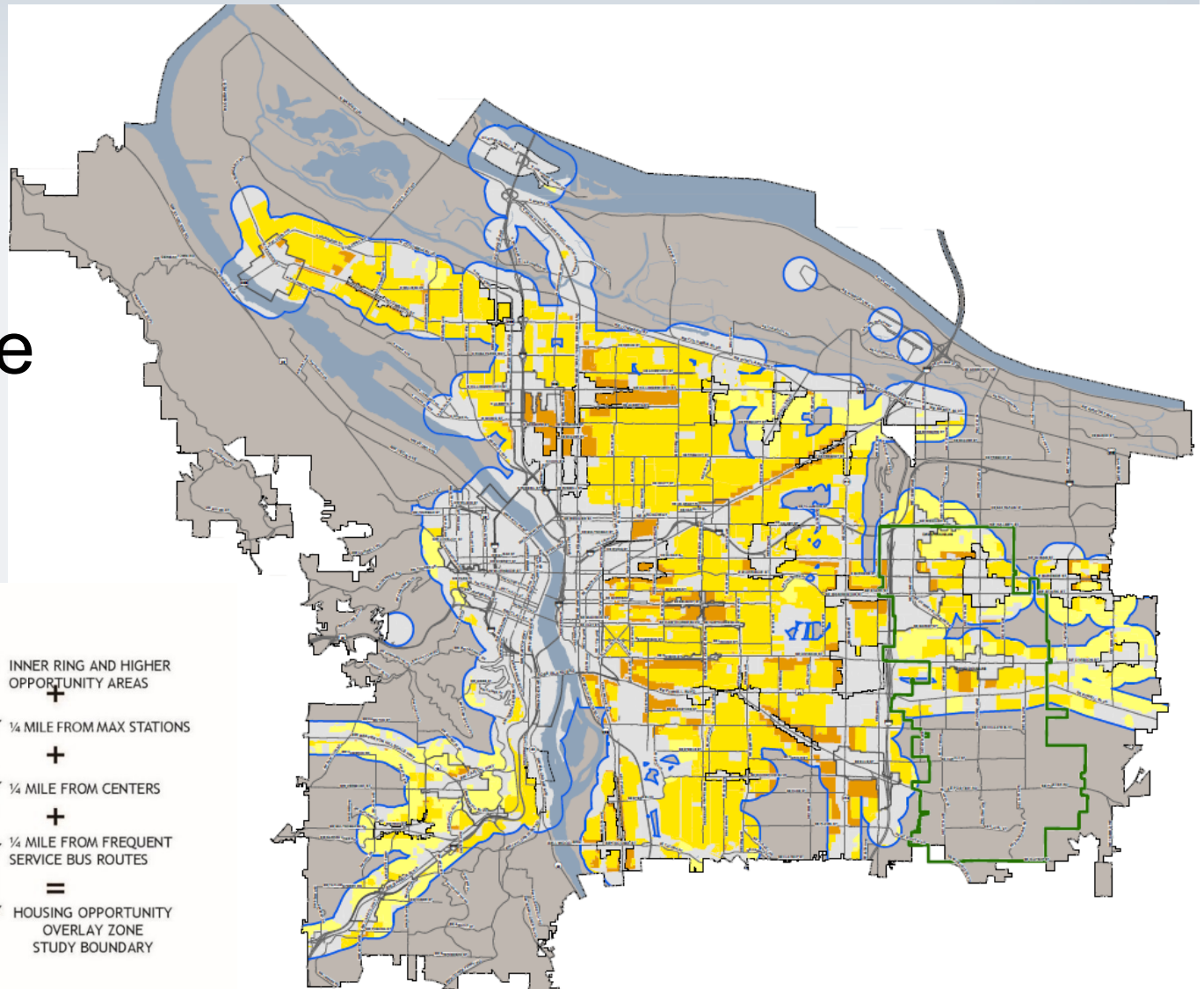


Opportunity Areas



HOUSING CHOICE

Additional Housing Opportunity Overlay Zone



- INNER RING AND HIGHER OPPORTUNITY AREAS
- +
- ¼ MILE FROM MAX STATIONS
- +
- ¼ MILE FROM CENTERS
- +
- ¼ MILE FROM FREQUENT SERVICE BUS ROUTES
- =
- HOUSING OPPORTUNITY OVERLAY ZONE STUDY BOUNDARY



Expand or Retract the Boundary

- Expand the boundary
 - Provide more housing options in more places
 - Increased likelihood of utilization
 - Perceived “fairness”
- Retract the boundary
 - Limit area of change and redevelopment
 - Stronger tie to transit proximity
 - More growth focus around centers/corridors



Housing Access Policies

- Policy 3.3 - Equitable development
- Policy 5.11 - Remove barriers
- Policy 5.15 - Gentrification/displacement risk
- Policy 5.16 - Involuntary displacement

More discussion on March 13, 2018.



Providing Another Public Good



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Other public good?

- Affordability
- Accessibility / visitability
- Passive house
- Tree preservation
- Design standards
- Family-sized units



What We Heard: Housing Opportunity

- More FAR for multiple units
- More flexibility in unit configuration
- Where the ‘a’ should / should not go - general and specific suggestions
- More prescriptive cottage cluster code
- Feasible affordability bonus



Narrow Lots

Main Questions

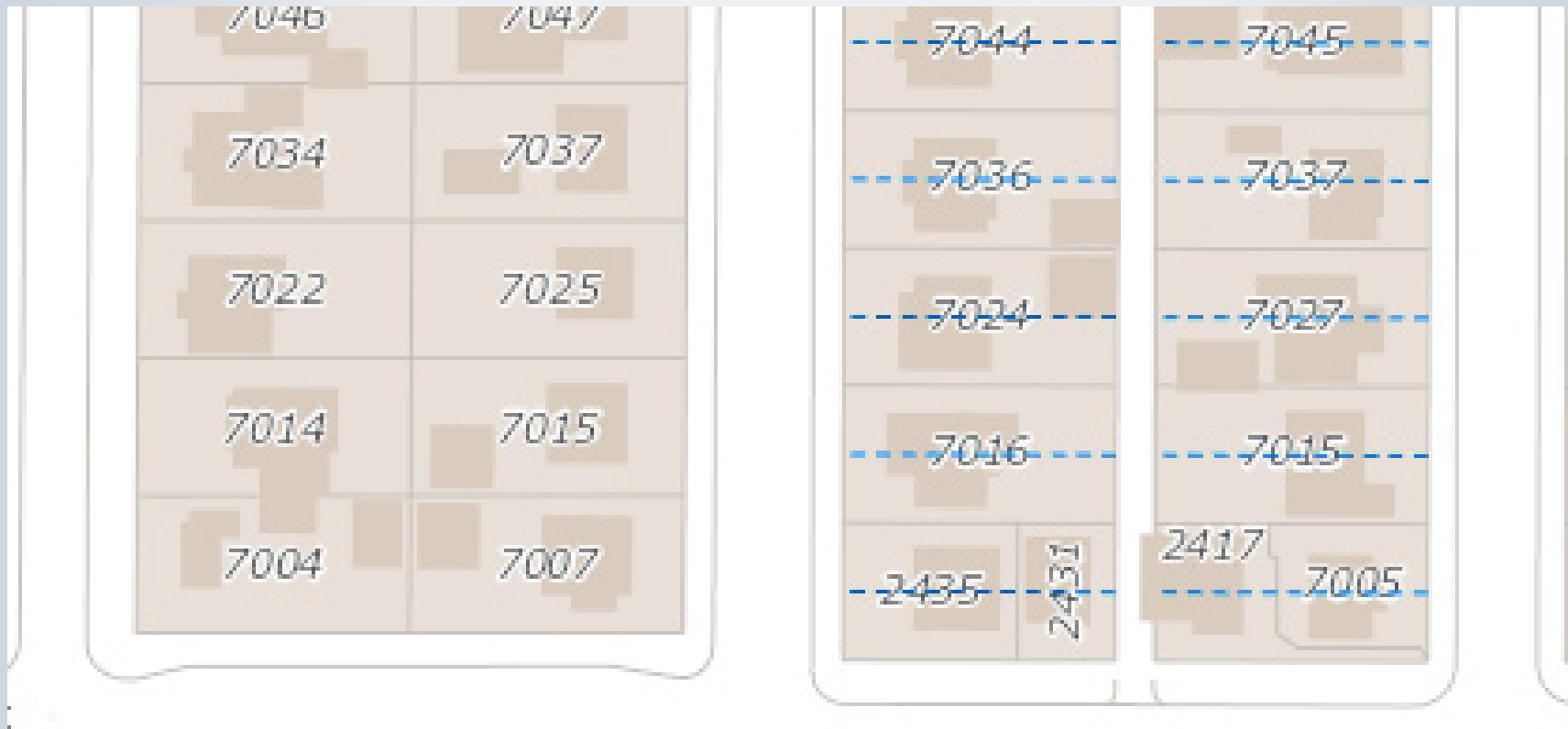
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Narrow Lots

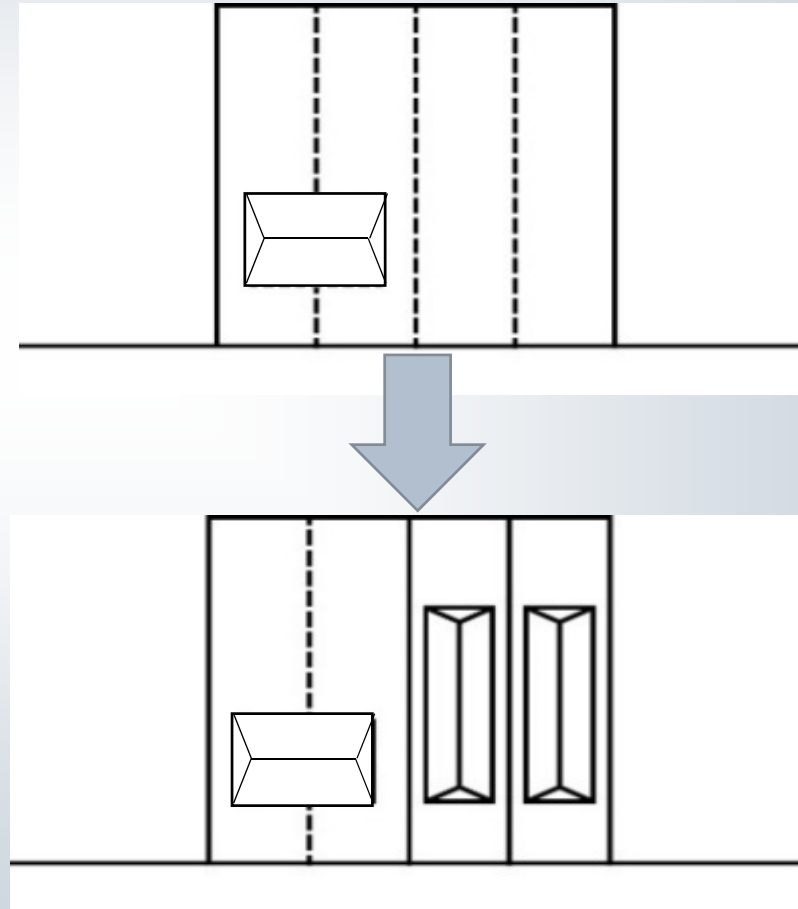
50x100

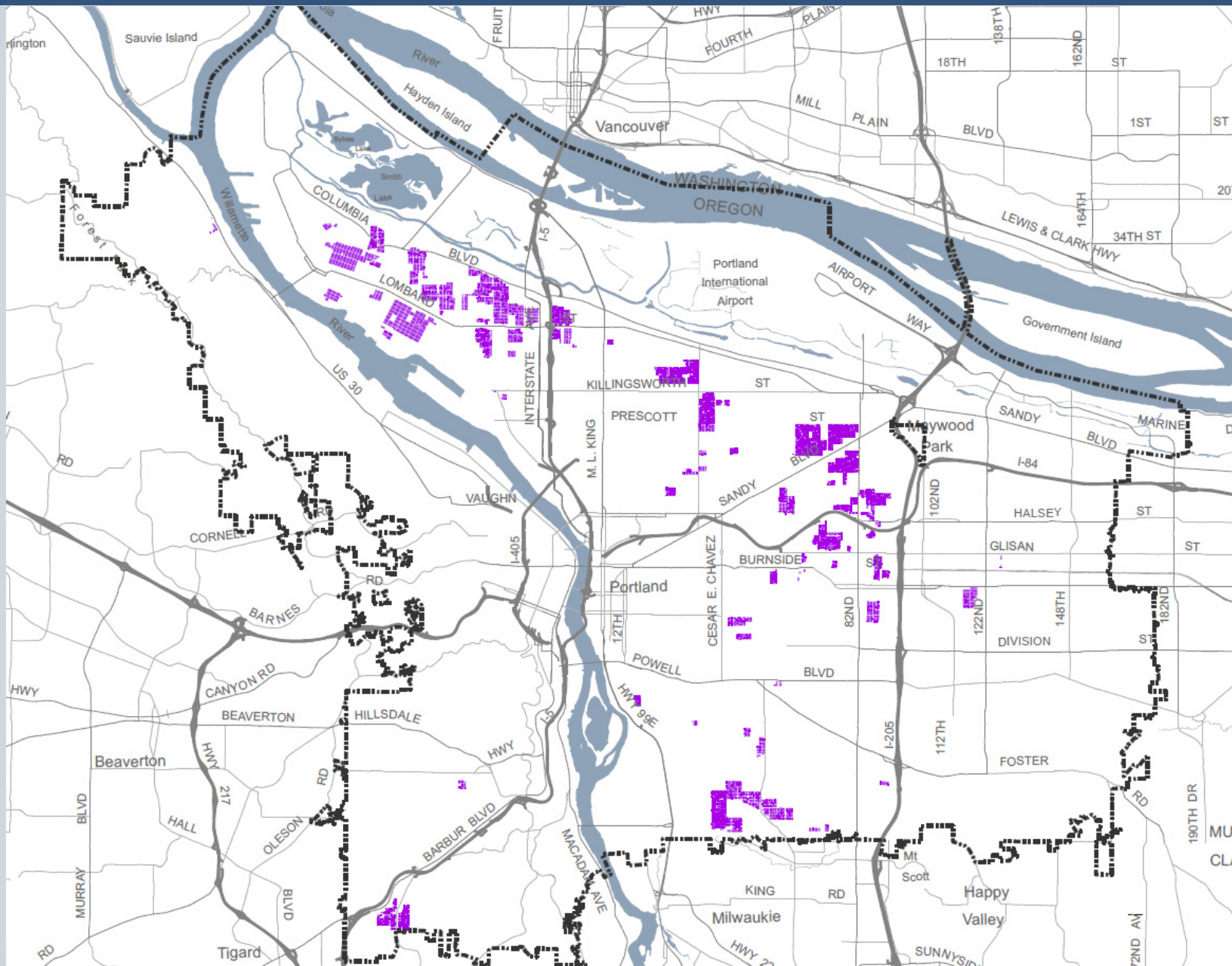
25x100



Existing Code

- Allow development on lots at least 3000 sf/36' wide; and
- Allow development on smaller lots if they have been vacant for 5 years.





Arguments for Allowing Development on Narrow Lots

- Increased diversity of housing types (and price)
- Homeownership opportunities
- Demand for small housing types
- Expectations of property owners



Arguments Against Development on Narrow Lots

With Rezoning to R2.5

- Causes demolitions
- Context / Pattern
- Randomly platted / Not evenly distributed citywide
- On-site parking eliminates on-street parking

Additional Concerns with Status Quo (no rezoning)

- Expectations / Transparency
- Twice as many lots as is allowed in R5
- Infrastructure planning



Detached House - Old Standards



Houses on Narrow Lots



“Living Smart” Permit-Ready Houses



Two Sets of Narrow Lot Development Standards

	Historically Narrow Lots	New Narrow Lots
Attached garage facing street	12' wide allowed (parking is not required)	Not allowed - pkg req'd (alley access required)
Height (R5 zone)	1.5 x width of house	1.2 x width of house
Height (R2.5 zone)	1.5 x width of house	1.5 x width of house
Setbacks	Base zone	Base zone
Main Entrance w/in 4' of grade	All houses	Attached houses only
Building Coverage	40%	50%
Materials, trim, eaves	Required	Not regulated
Exceptions to development standards	DZ - for garages, height, setbacks, building coverage, materials	PD - for garages and height AD - for setbacks and building coverage



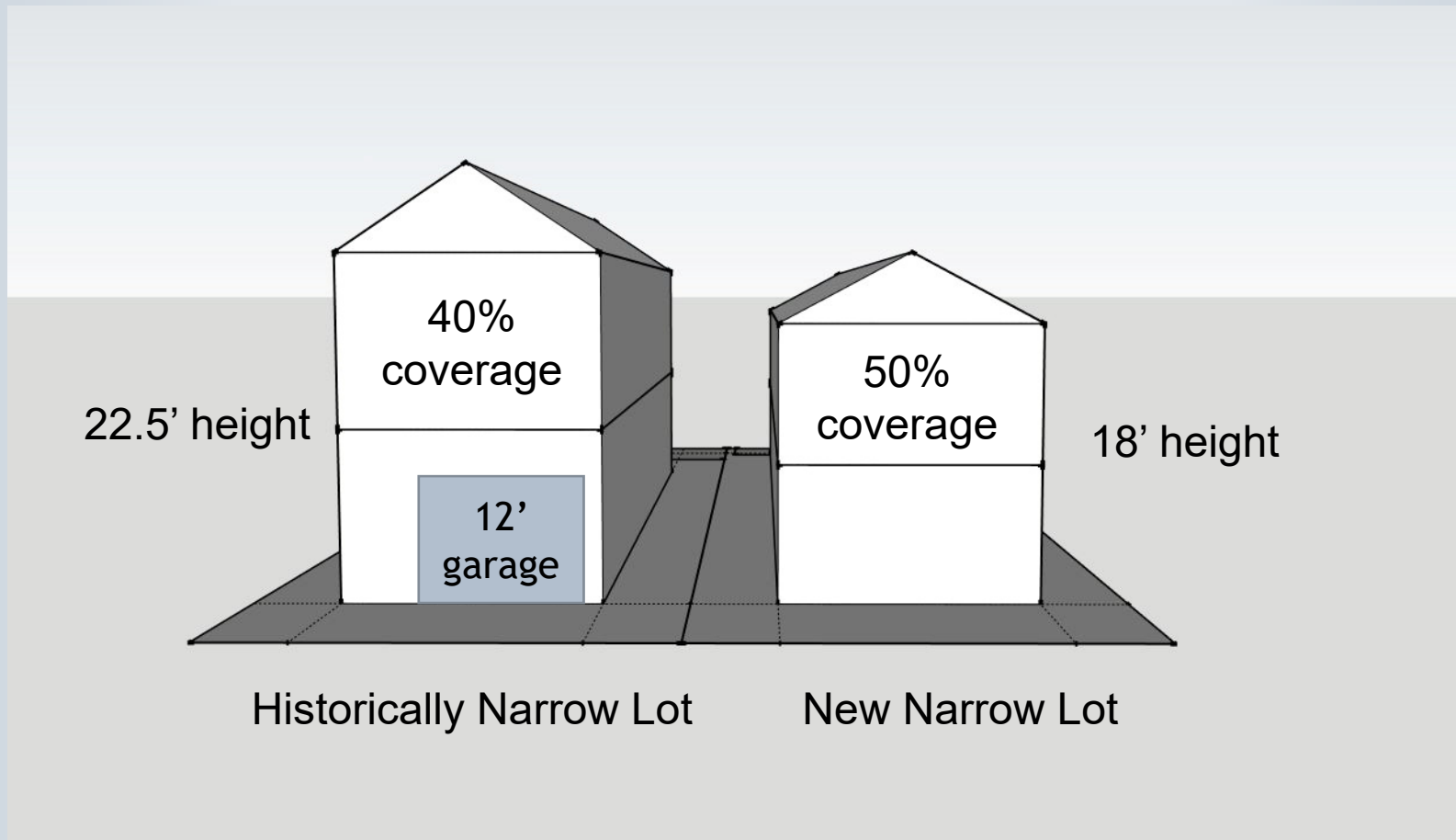
Parking/Garages



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Skinny/Narrow Lots: Existing



Concerns with Garages

Increases:

- Building height
- Impervious surface
- Cost

Decreases:

- “Eyes on the street”
- On-street parking
- Pedestrian safety
- Space for street trees



Parking in the front setback



No parking in the front setback



Regulatory Options

- Require parking
- Allow parking / garage
- Don't allow parking / garage
- Prohibit parking / garage



Parking Hierarchy

- No parking
- Alley access (pad or garage)
- Detached garage in rear
- Parking pad in front
- Tuck under garage
- At-grade attached garage



What We Heard: Narrow Lots

- Some people want **more** narrow lots rezoned to R2.5; some want **fewer**
- Some supported narrow lots as a **more affordable option**
- Some concerned that rezoning will increase **demolition** pressure
- **Parking impacts on affordability and building / urban form**
- Support for requiring **alley access**



Next Steps

Next Steps

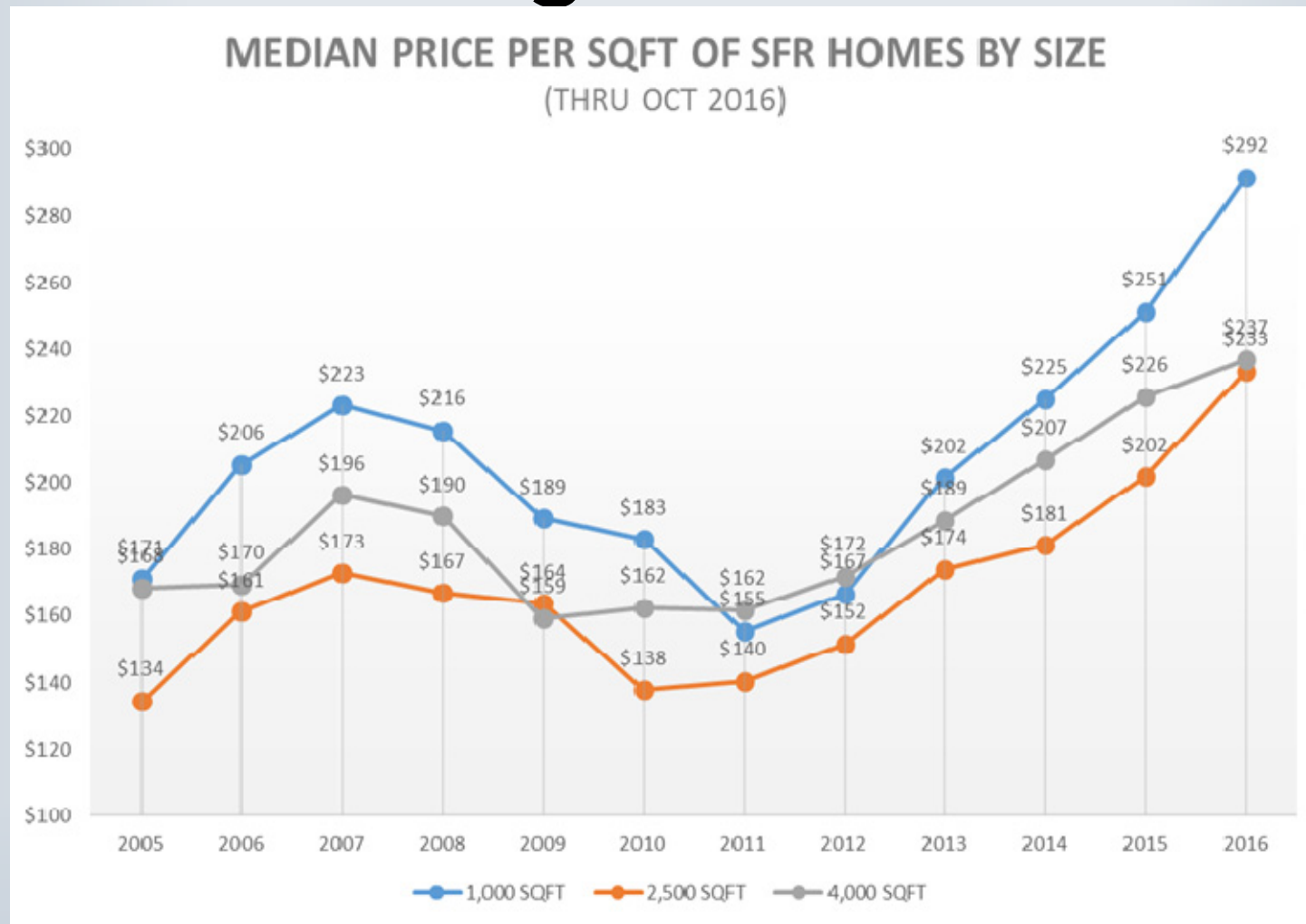
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Questions?

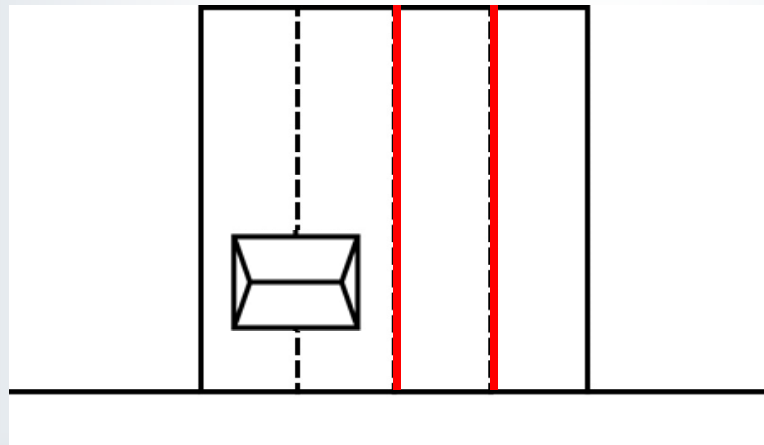
Extras

How does scale and housing cost relate?



R5 Lot Confirmation Scenarios

- Skinny Lots (2,500 s.f. and/or <36' wide)
5 year vacancy rule:

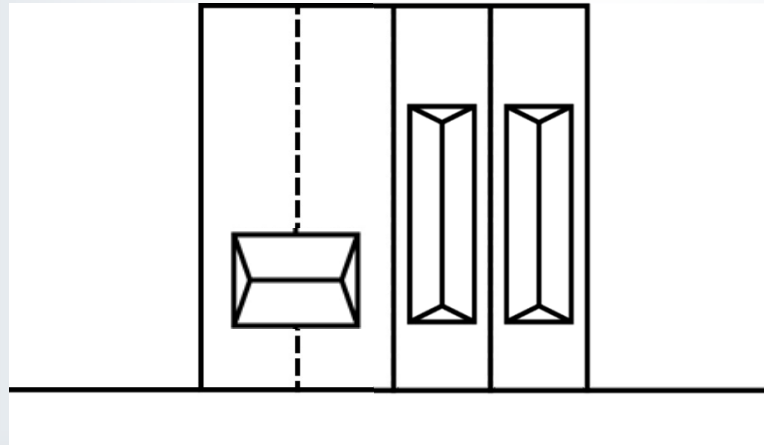


1. Vacant skinny lots are confirmed



R5 Lot Confirmation Scenarios

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5 year vacancy rule:

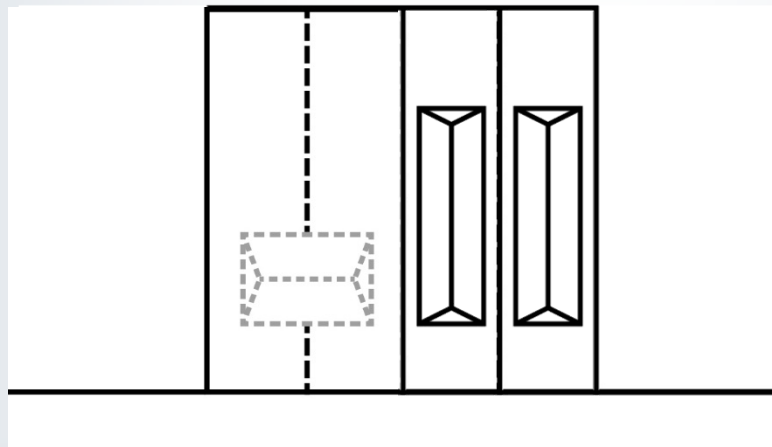


2. Houses are built on confirmed lots



R5 Lot Confirmation Scenarios

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5 year vacancy rule:

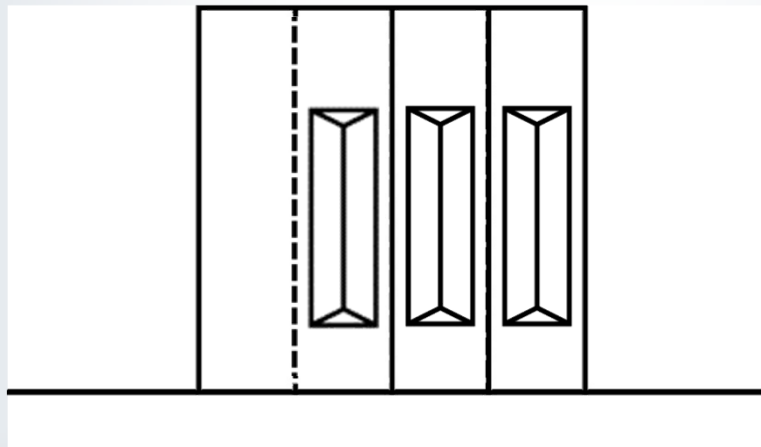


3. House is demolished on remaining lots



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5 year vacancy rule:

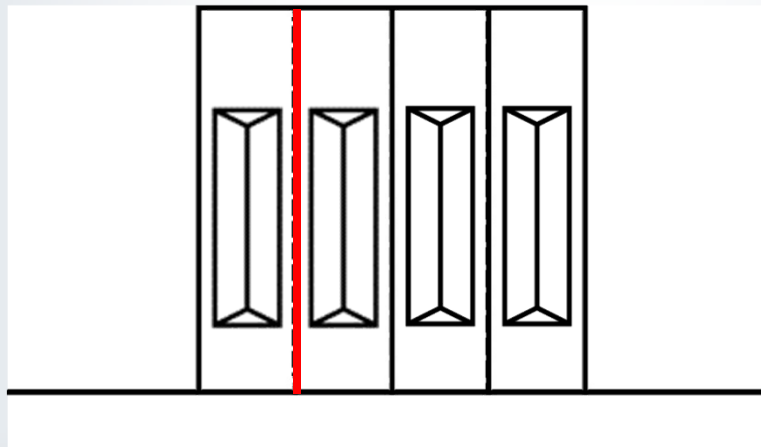


4. New house is built on $\frac{1}{2}$ of remaining lots



R5 Lot Confirmation Scenarios

- Skinny Lots (2,500 s.f. and/or <36' wide)
5 year vacancy rule:



5. Five years later, final house is built on last confirmed lot



Process Comparison

	Land Division	Lot Confirmation
Notice	To property owners w/in 100-150'	None
Timeframe	6-24 months	6-10 weeks
Fees	\$5,542 - \$15,342	\$1,651 - \$4,073 (w/PLA)
Criteria	Trees, narrow lot compatibility	None
Lot Standards	Lot size, width, depth	Lot size, width, lawfully created, vacant
Density	Verified	Not reviewed



Tuck-Under Garages

