Residential Infill Project

Planning and Sustainability Commission Work Session

Revised Proposed Draft - Briefing

February 12, 2019

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

Follow along...

The PSC materials are available on the project website:

www.portlandoregon.gov/bps/67730

Or go to www.portlandoregon.gov/bps/infill
Look for "documents and resources"

Recap

Public hearings   May 2018

Worksessions   June – August

PSC direction   September

Econ briefing   December

Agenda

Today

- Review the *Revised Proposed Draft*
- Displacement Risk Analysis

Feb 26   PSC to discuss amendment topics

Mar 12   PSC deliberates/recommendation

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

Residential Infill | 4

Project Deliverables

Review of 8 substantive changes

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

PSC Goals

Generalized Project Goal	Commissioners Mentioned	
Equitable benefits and costs	7	
Lower displacement	2	13
Increased home ownership	4	
More housing options	6	
Increased range of types	6	
More locations	5	24
Internal conversions	5	
Age friendly options	2	
Less expensive options	5	
Smaller units	2	
More supply	2	10
Lower SDCs/costs	1	
Also mentioned:		
Urban canopy/open space	2	
Flood/hazards protection	1	
Context	2	
Reduce 1:1 demolitions	3	
Infrastructure adequacy	1	14
Public involvement/process	1	
Code simplicity	3	
Energy efficiency/climate goals	1	

Housing Options and Scale

1. Allow for more housing types

a. Allow duplexes, triplexes and fourplexes
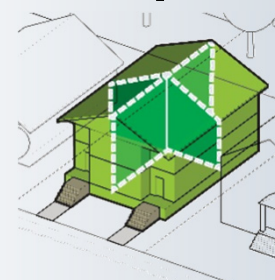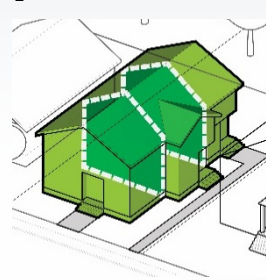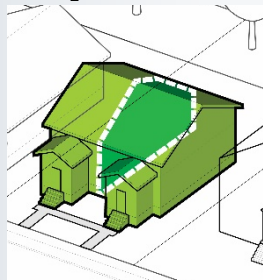
b. Allow a house +2 ADUs, or duplex +1 ADU.

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

Residential Infill | 9
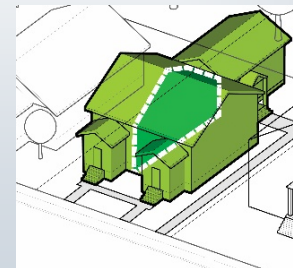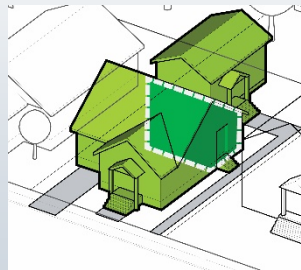
1. Allow for more housing types

c. Allow in nearly all R2.5, R5, R7 zones

1

- 'a' → 'z'
- Constraint mapping
  - Natural resource inventory
  - Landslide risk
  - Flood plains

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

Residential Infill | 10

Additional housing types allowed ('a' overlay)

Additional housing types not allowed

Proposed Draft

Additional housing types
allowed (base zone)

Additional housing types
not allowed ('z' overlay)

**Revised
Proposed
Draft**
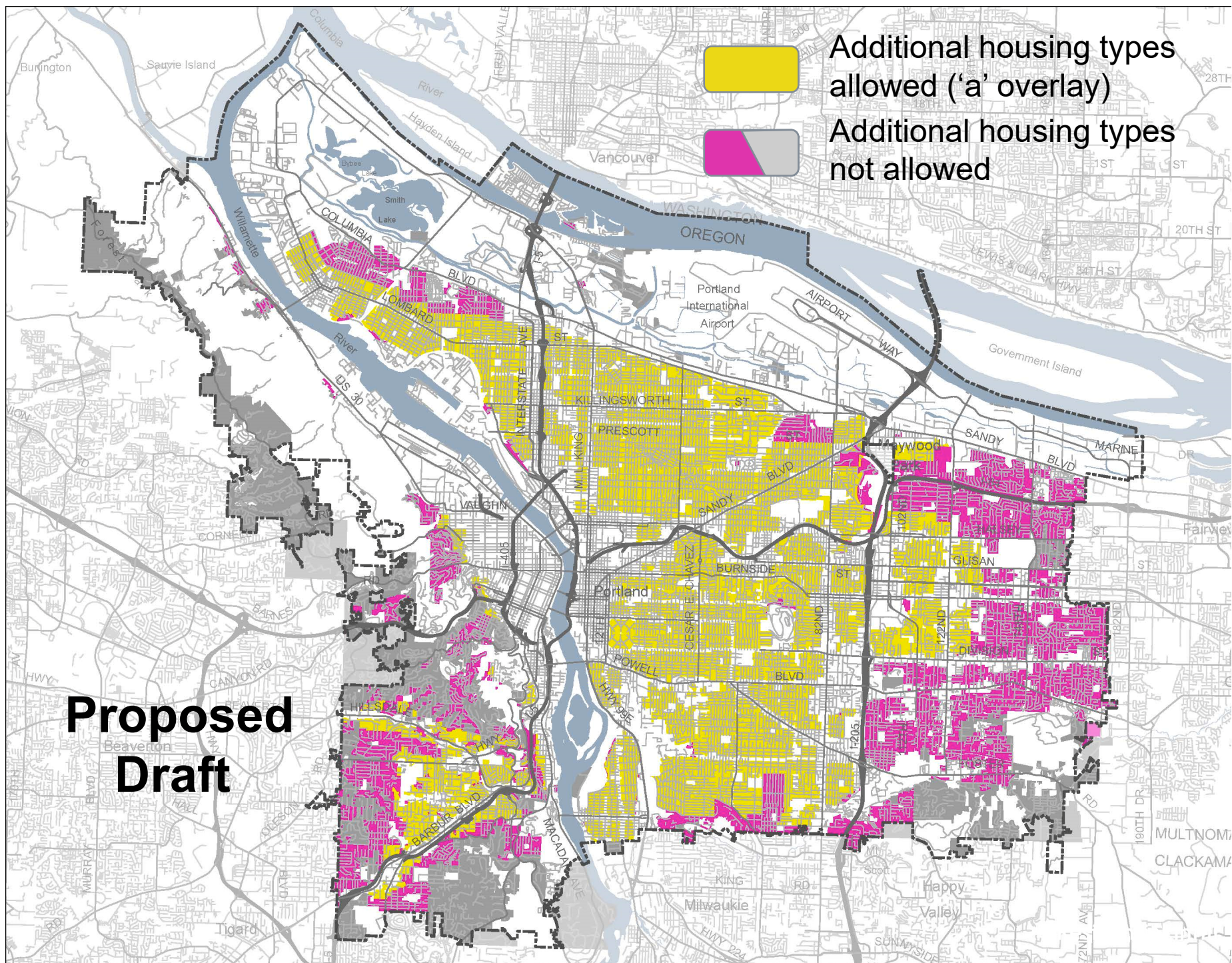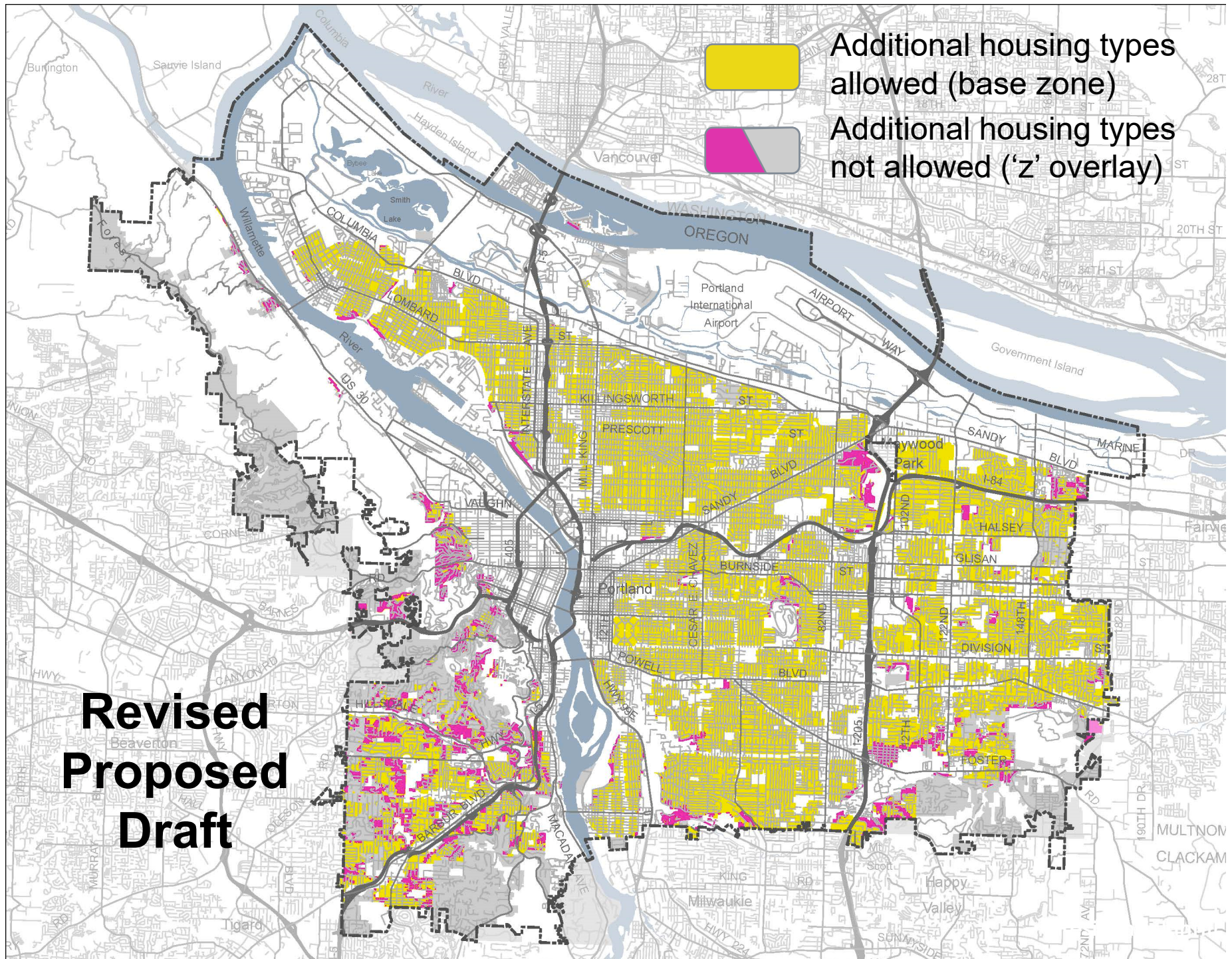
1. Allow for more housing types

d. Minimum lot sizes

UNIT TYPE	R7	R5	R2.5
House			
House+ADU	4,200 sf	3,000 sf	1,600 sf
Duplex			
House+2 ADUs			
Duplex+ADU	5,000 sf	4,500 sf	3,200 sf
Triplex			
Fourplex			

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

2. Limit the overall size of structures

a. Use floor-to-area ratio (FAR), that is less than what is achievable today. Combine FAR for site.

b. Scale the FAR to increase with the second and third units.

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

2. Limit the overall size of structures

Subsequent alterations:

Proposed Draft included 250 sq ft addition every 5 years.

Revised Proposed Draft deleted this proposal. This provision undermines escalating FARs and bonuses ❷

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

Residential Infill | 15

2. Limit the overall size of structures

c. Exclude attics and basements from FAR

d. Bonus 0.1 FAR for 80% MFI affordable unit

e. Bonus 0.1 FAR for adding units to an existing house

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

2. Limit the overall size of structures

Historic incentives

- Incentives moved to base allowance per PSC:
    - Two detached ADUs
    - Triplexes on interior lots
    - Combined FAR for site
    - Bonus 0.1 FAR for adding units to existing house
- Demolition penalty ③
    - With incentives removed, staff also removed penalty, to treat sites similarly.

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

Residential Infill | 17

3. For 3 or 4 units, at least one must be visitable

Requirements:

- No step entry, wider doors
- Bathroom on ground floor
- Living area on ground floor

Exemptions:

- Existing structures
- Steep lots
- Raised lots

4. Require at least 2 dwelling units on a vacant double sized lot

- Apply to R2.5, R5, and R7 zones

House + ADU
or Duplex

Street

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

Residential Infill | 19
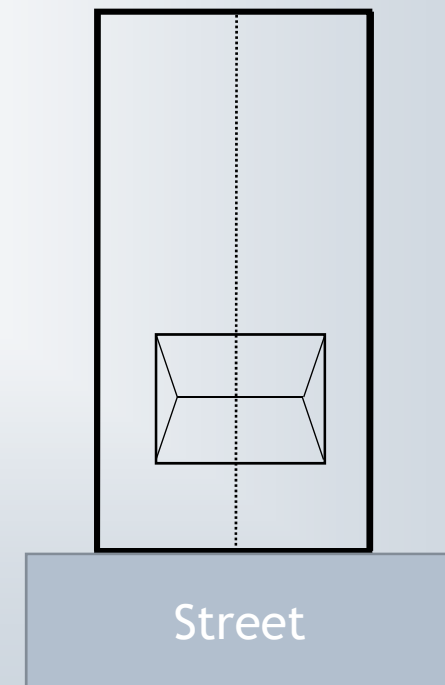
5. Rezone half of the historically narrow lots

- Rezone about half from R5 to R2.5

- Allow remaining R5 lots to be built with attached houses.

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

Residential Infill | 20
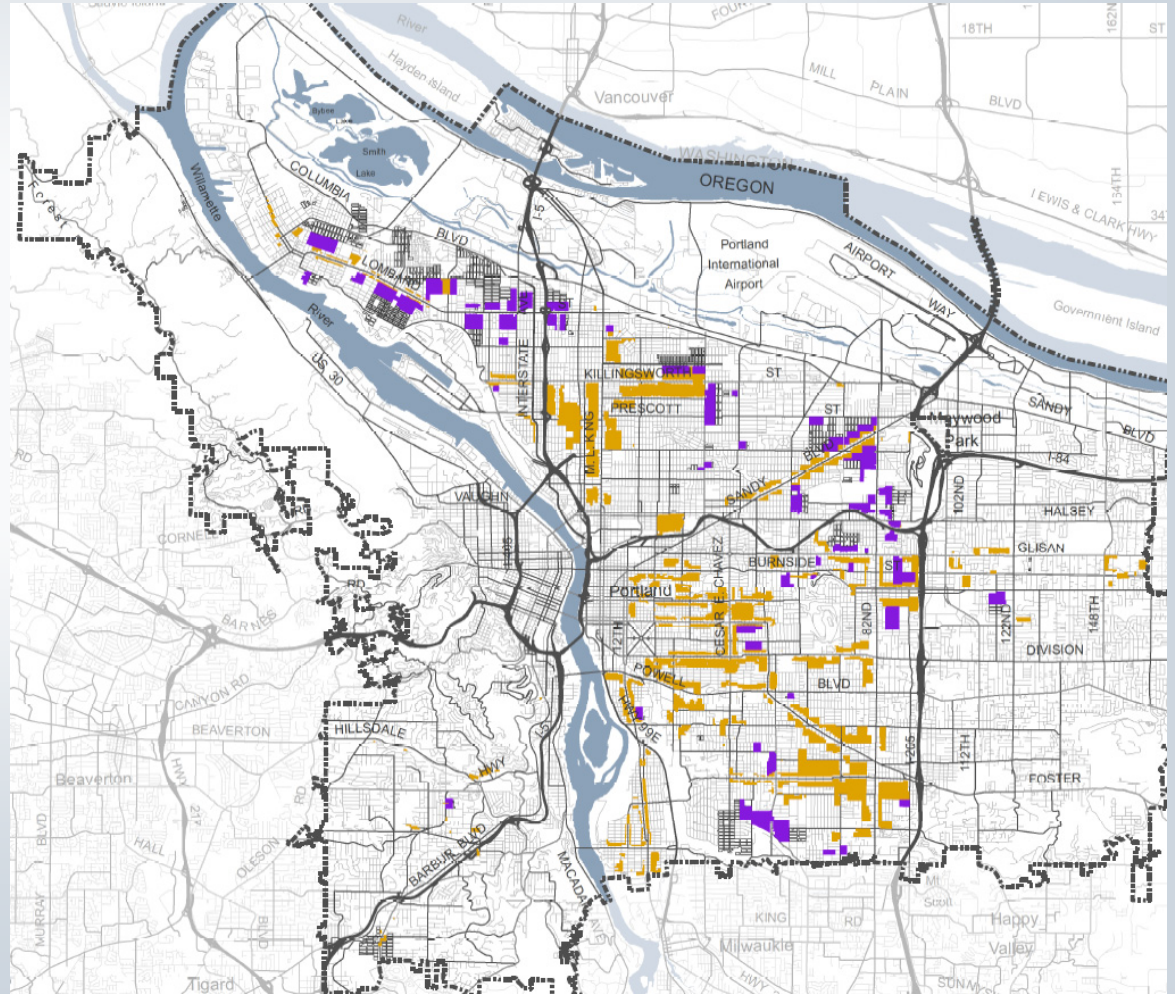
6. Allow small flag lots through PLA

a. Allow flag lot when retaining existing house.

b. Limit house on R2.5 flag lot ④

	PSC direction	Revised Proposal
Height	Base (35')	Base (35')
Size	1,000 sq ft	0.7 FAR
Exterior design	Yes	No

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

Residential Infill | 21

7. Planned developments

- Align cottage cluster allowances with land division rules.
  - Review procedure
  - FAR limits
  - Visitability requirements
  - Accessory Dwelling Units

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

7. Planned developments

- Align cottage cluster allowances with land division rules.
  - Density: R7, R5 = 4x density

    R2.5 = 2x density **⑤**

  - Building coverage:
    no change to current code **⑥**

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

Building Design

8. Revise how height is measured

a. Measure from the low point

b. Exclude dormers from height

c. Continue to allow 2 ½ stories

30'

30'

Current height measurement

Proposed height measurement

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

Residential Infill | 25
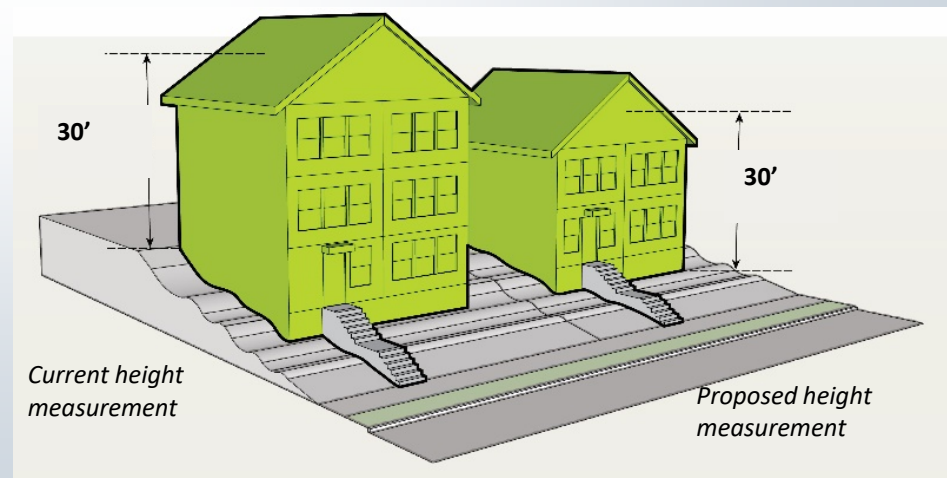
9. Building features and articulation

a. Limit how high the front door can be above the ground.

b. Allow eaves to project 2 feet

c. Allow duplex front doors to face same street.

10. Provide greater ADU flexibility

a. Maintain ADU sizes

b. Allow larger basement ADUs

c. Allow front door on an internal ADU to face the street.

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

11. Modify parking rules

a. Eliminate minimum parking

b. Require alley access

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

Residential Infill | 28

11. Modify parking rules

c. Vehicle area limits ⑦

Area where parking is prohibited

11. Modify parking rules

d. Garage limits 8

- Limit to 50% of (combined) façade
- For four units – at least 50% contiguous non-garage

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

12. Improve buildings on narrow lots

a. Limit the height of detached houses

b. Require attached houses on $\leq$25' wide lots

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

Residential Infill | 31

Displacement Risk Analysis

Comprehensive Plan Policies

Policy 5.15 – Gentrification/displacement risk

Evaluate plans and investments...for the potential to increase housing costs for, or cause displacement of communities of color, low- and moderate-income households, and renters. Identify and implement strategies to mitigate the anticipated impacts.

Policy 5.16 – Involuntary displacement

When plans and investments are expected to create neighborhood change, limit the involuntary displacement of those who are under-served and under-represented. Use public investments and programs, and coordinate with nonprofit housing organizations (such as land trusts and housing providers) to create permanently-affordable housing and to mitigate the impacts of market pressures that cause involuntary displacement.

Direct displacement - Occurs when government acquires property through eminent domain and a property owner is forced to sell their home

Indirect Displacement - Occurs when policy changes create measurable impacts on market dynamics, such as an increase in rates of redevelopment

Induced Displacement - Occurs when market conditions respond to new development and changes in neighborhood character and impact existing housing units in terms of increasing rents or prices

Direct displacement - Occurs when government acquires property through eminent domain and a property owner is forced to sell their home

Indirect Displacement - Occurs when policy changes create measurable impacts on market dynamics, such as an increase in rates of redevelopment

Induced Displacement - Occurs when market conditions respond to new development and changes in neighborhood character and impact existing housing units in terms of increasing rents or prices

Estimated Displacement Risk
Adopted 2035 Comprehensive Plan versus Proposed Residential Infill Project
Number of low-income renters in single-family structures who may be displaced

- 2035 Comprehensive Plan (RIP zones)
- Residential Infill Project (RIP zones)
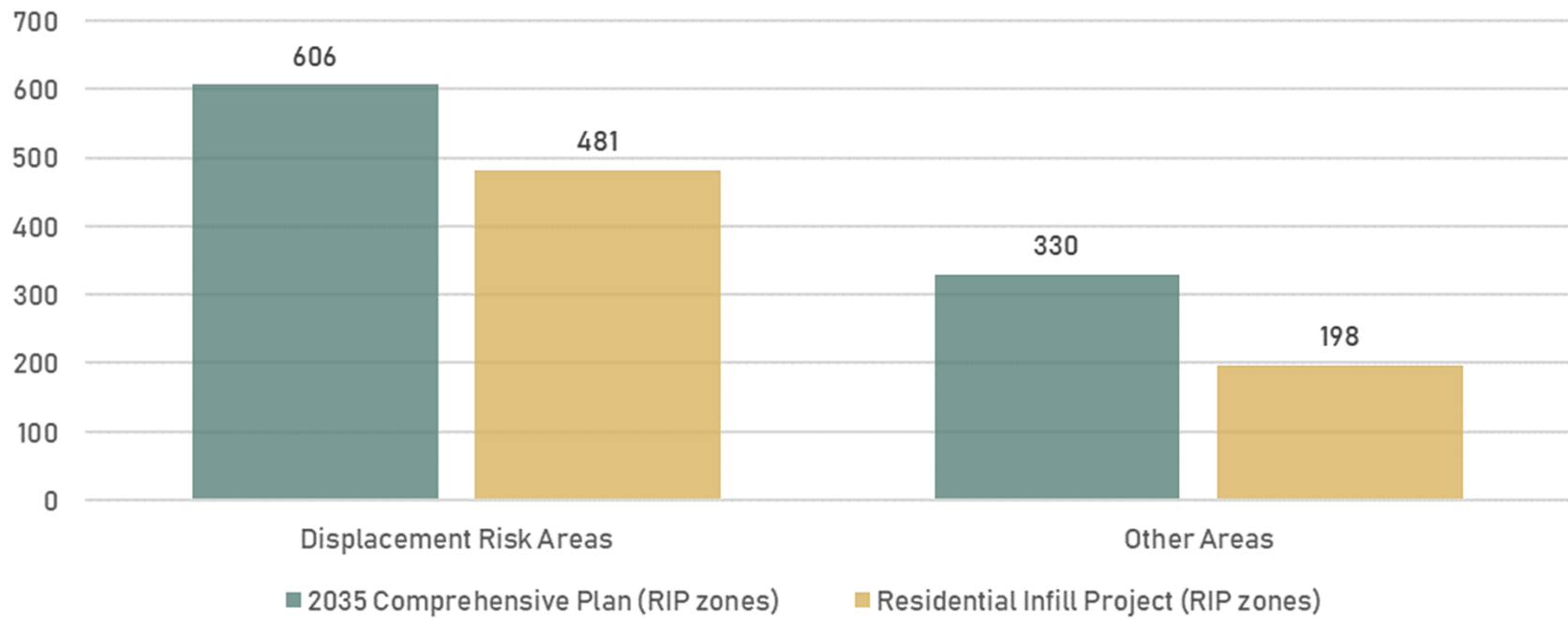
Framework for displacement risk

Geography

Citywide

Displacement risk areas

Framework for displacement risk

Geography

Citywide

Displacement risk areas

Inputs

Where redevelopment happens

Where are vulnerable households

Amount of low-income renters in single family

Framework for displacement risk

Geography

Citywide

Displacement risk areas

Inputs

Where redevelopment happens

Where are vulnerable households

Amount of low-income renters in single family

Impact

Impact to households most at risk

2018 Displacement Risk Areas

Legend:
- ----- Urban Service Boundary
- ▭ Industrial and open space
- ▨ Displacement Risk Area

Census tracts (2010)

January 2019

City of Portland, Oregon || Bureau of Planning and Sustainability || Housing and Economic Planning

The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions or positional accuracy.

The City of Portland ensures meaningful access to city programs, services, and activities to comply with Civil Rights Title VI and ADA Title II laws and reasonably provides: translation, interpretation, modifications, accommodations, alternative formats, auxiliary aids and services. To request these services, contact 503-823-7700, City TTY 503-823-6868, Relay Service 711.

NORTH

0 1 2 Miles

Map 1

Low-income Renters in Single-family Residential — Residential Infill Project Displacement Risk Analysis

Legend:
- Urban Service Boundary
- Industrial and Open Space
- Displacement Risk Area

Low-income renters in SFR
% SFR that are LI renters
- 0% - 5%
- 5.1% - 10%
- 10.1% - 15%
- 15.1% - 30%
- 30.1% - 50%
Census tracts (2010)

Source: HUD CHAS 2011-2015

January 2019

City of Portland, Oregon || Bureau of Planning and Sustainability || Housing and Economic Planning

The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions or positional accuracy.

The City of Portland ensures meaningful access to city programs, services, and activities to comply with Civil Rights Title VI and ADA Title II laws and reasonably provides: translation, interpretation, modifications, accommodations, alternative formats, auxiliary aids and services. To request these services, contact 503-823-7700, City TTY 503-823-6868, Relay Service 711.
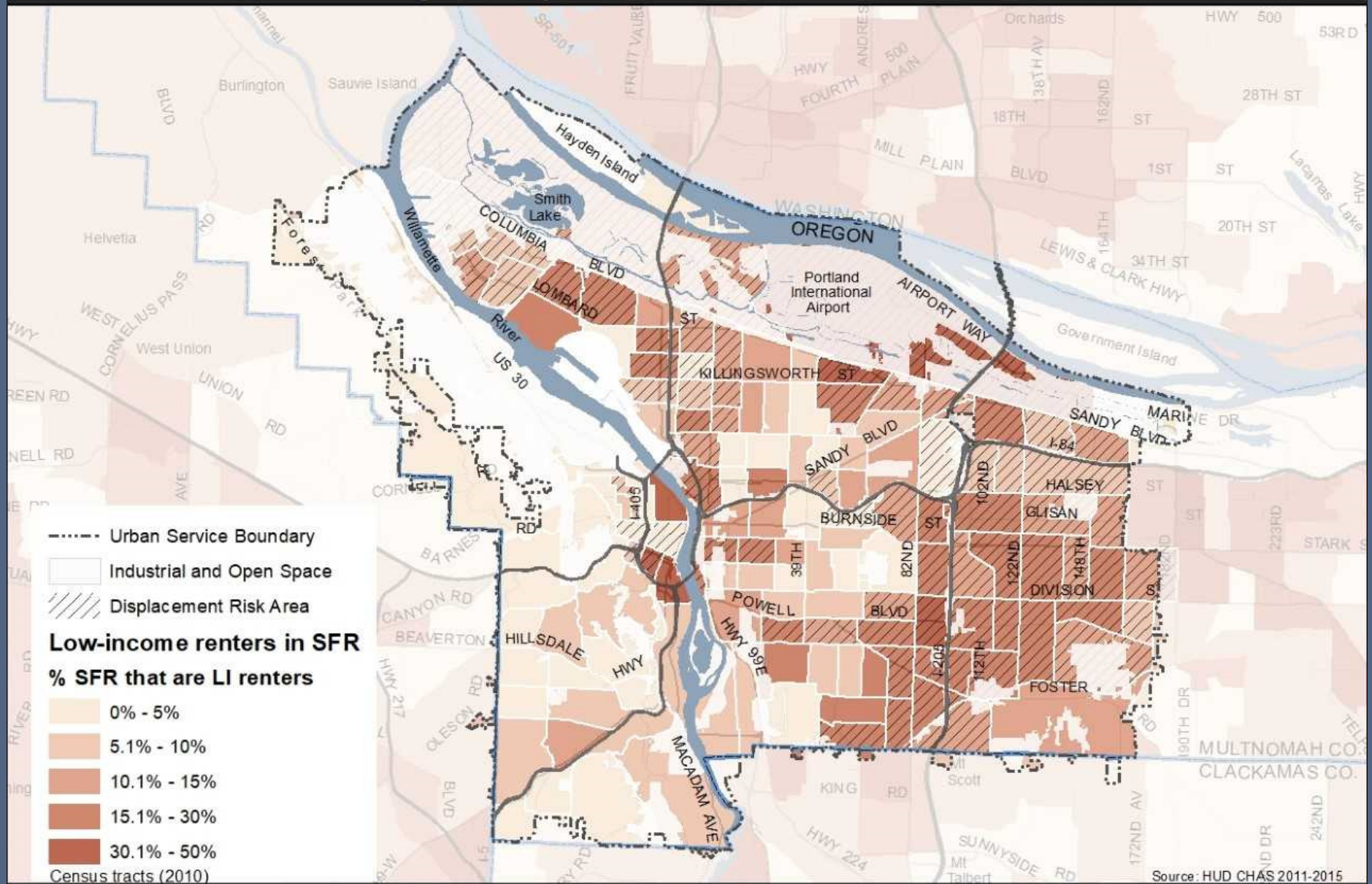
NORTH

Miles
0   1   2

Map 2

Households of Color in Single-family Residential — Residential Infill Project Displacement Risk Analysis

Legend:
- Urban Service Boundary
- Industrial and Open Space
- Displacement Risk Area

Households of Color in SFR

% SFR that are Non-white
- 0% - 8.5%
- 8.6% - 15%
- 15.1% - 25%
- 25.1% - 35%
- 35.1% - 90%

Census tracts (2010)

Source: ACS 2013-2017

January 2019

City of Portland, Oregon || Bureau of Planning and Sustainability || Housing and Economic Planning

The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions or positional accuracy.

The City of Portland ensures meaningful access to city programs, services, and activities to comply with Civil Rights Title VI and ADA Title II laws and reasonably provides: translation, interpretation, modifications, accommodations, alternative formats, auxiliary aids and services. To request these services, contact 503-823-7700, City TTY 503-823-6868, Relay Service 711.
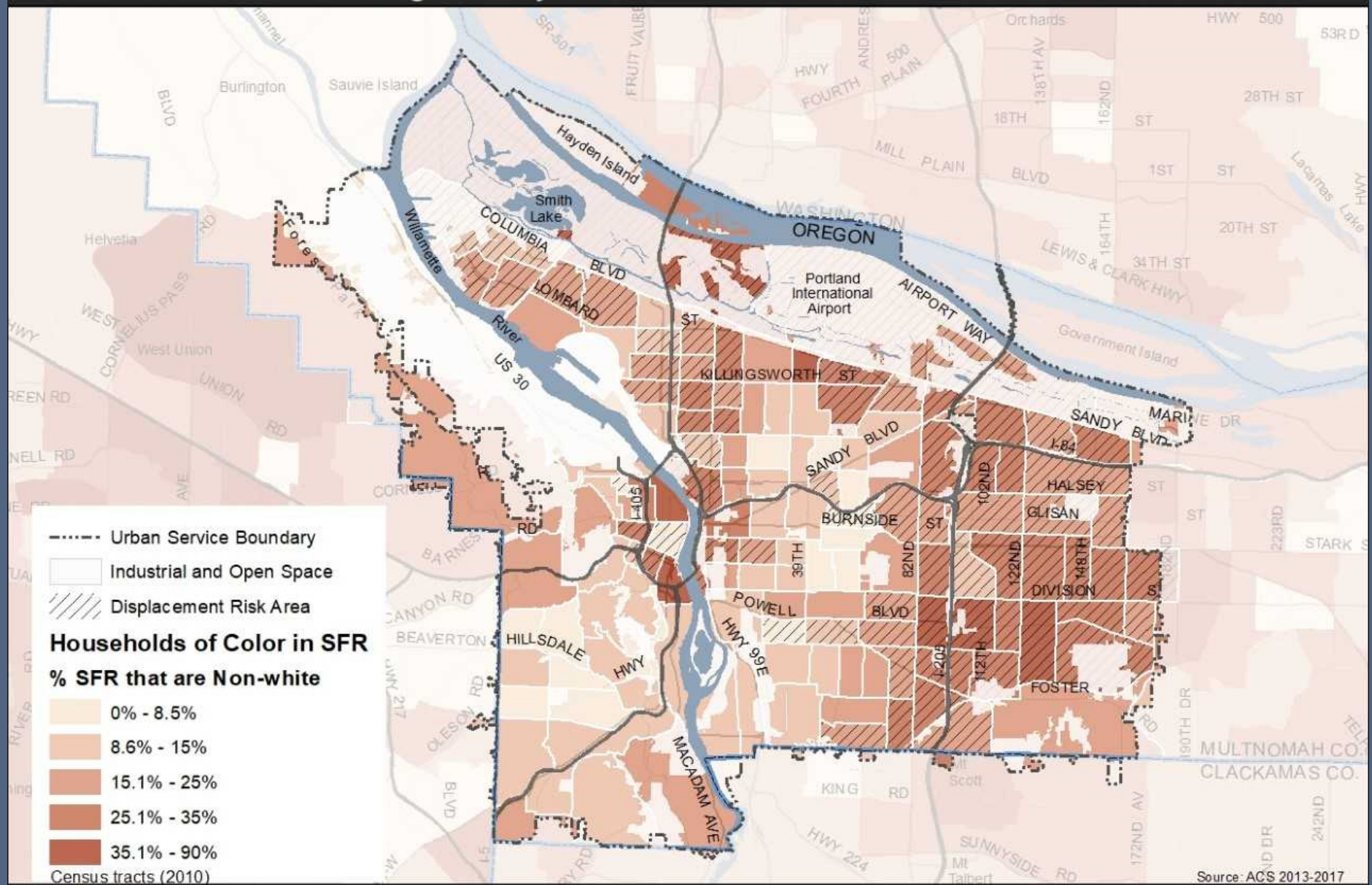
NORTH

Miles
0   1   2

Map 4

Comp Plan Allocation to R2.5, R5 and R7 Zones — Residential Infill Project Displacement Risk Analysis

Baseline Scenario

Legend:
- – – – Urban Service Boundary
- Industrial and open space
- ///// Displacement Risk Area

Unit Allocation (CP)
R2.5, R5 and R7 Zones
- 0 - 50
- 51 - 100
- 101 - 200
- 201 - 400
- 401 - 650

Census tracts (2010)

January 2019

City of Portland, Oregon || Bureau of Planning and Sustainability || Housing and Economic Planning

The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions or positional accuracy.
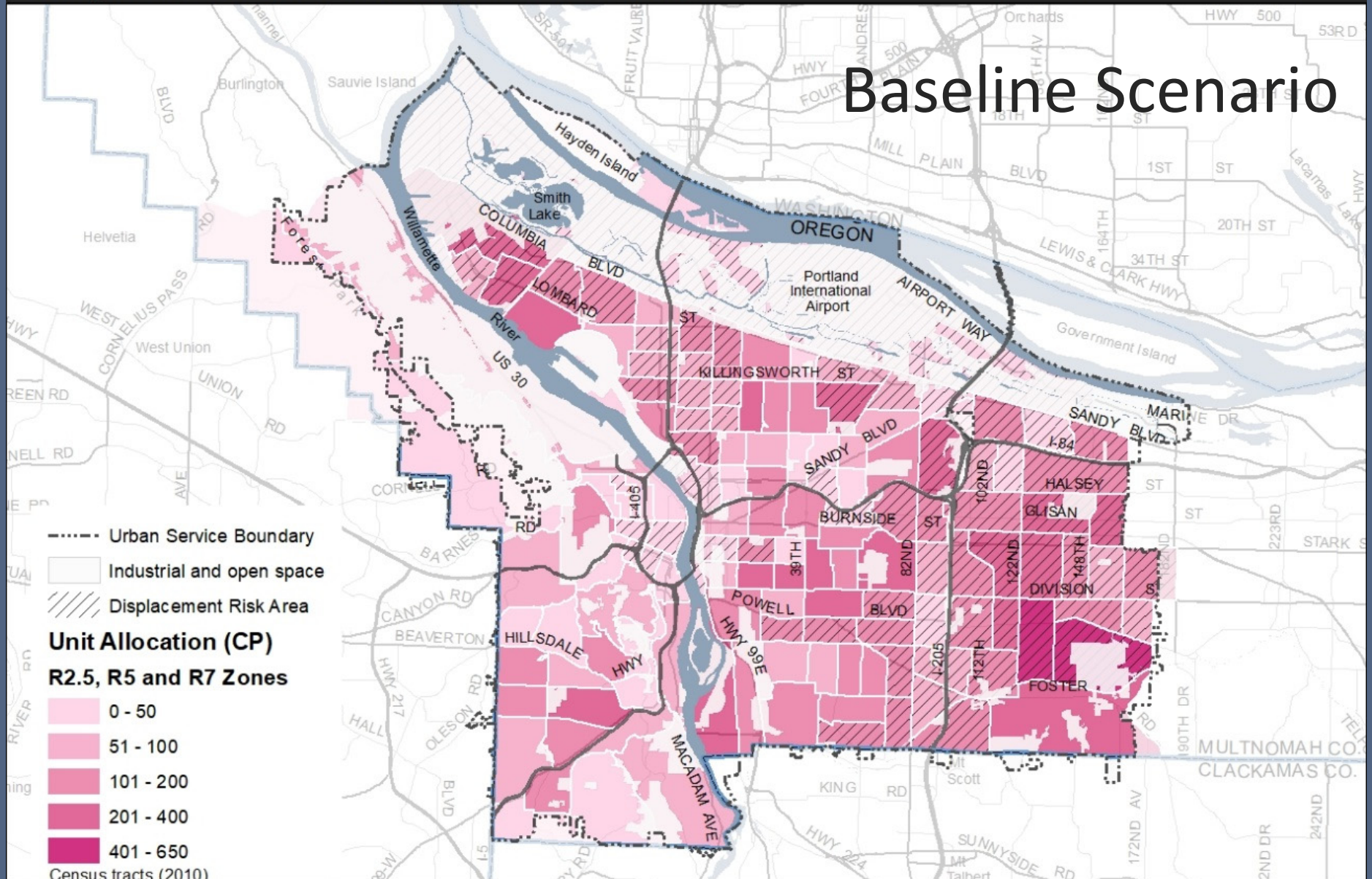
The City of Portland ensures meaningful access to city programs, services, and activities to comply with Civil Rights Title VI and ADA Title II laws and reasonably provides: translation, interpretation, modifications, accommodations, alternative formats, auxiliary aids and services. To request these services, contact 503-823-7700, City TTY 503-823-6868, Relay Service 711.

NORTH

0 1 2 Miles

Map 5

Change in Allocation in R2.5, R5 and R7 Zones — Residential Infill Project Displacement Risk Analysis

Change - baseline to RIP

Legend:

- ----- Urban Service Boundary
- Industrial and open space
- ///// Displacement Risk Area

Change in Unit Allocation

RIP versus Adopted Comp Plan

- -106 - -40
- -39 - 50
- 51 - 90
- 91 - 160
- 161 - 240
- 241 - 421

Census tracts (2010)

January 2019

City of Portland, Oregon || Bureau of Planning and Sustainability || Housing and Economic Planning

The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions or positional accuracy.

The City of Portland ensures meaningful access to city programs, services, and activities to comply with Civil Rights Title VI and ADA Title II laws and reasonably provides: translation, interpretation, modifications, accommodations, alternative formats, auxiliary aids and services. To request these services, contact 503-823-7700, City TTY 503-823-6868, Relay Service: 711.
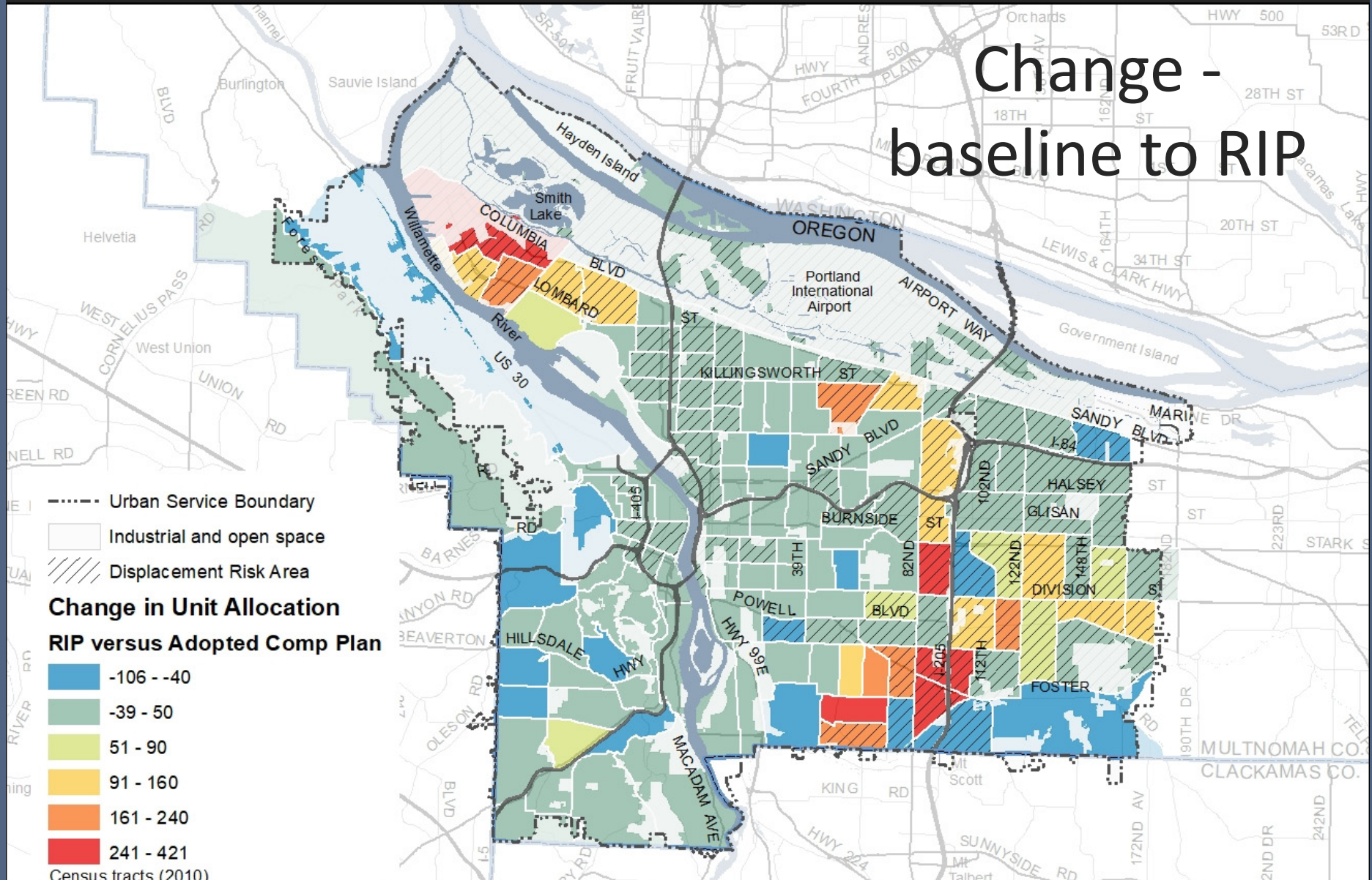
NORTH

0 1 2 Miles

Map 7

Adopted Comprehensive Plan Displacement Risk — Residential Infill Project Displacement Risk Analysis

Baseline Scenario

Legend:
- — · — · Urban Service Boundary
- ☐ Industrial and open space
- ▨ Displacement Risk Area

Displaced Households (2035 CP)
Low-income single-family renters
- 0 - 5
- 6 - 10
- 11 - 15
- 16 - 30
- 31 - 65

Census tracts (2010)

January 2019

City of Portland, Oregon || Bureau of Planning and Sustainability || Housing and Economic Planning

The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions or positional accuracy.

The City of Portland ensures meaningful access to city programs, services, and activities to comply with Civil Rights Title VI and ADA Title II laws and reasonably provides: translation, interpretation, modifications, accommodations, alternative formats, auxiliary aids and services. To request these services, contact 503-823-7700, City TTY 503-823-6868, Relay Services 711.
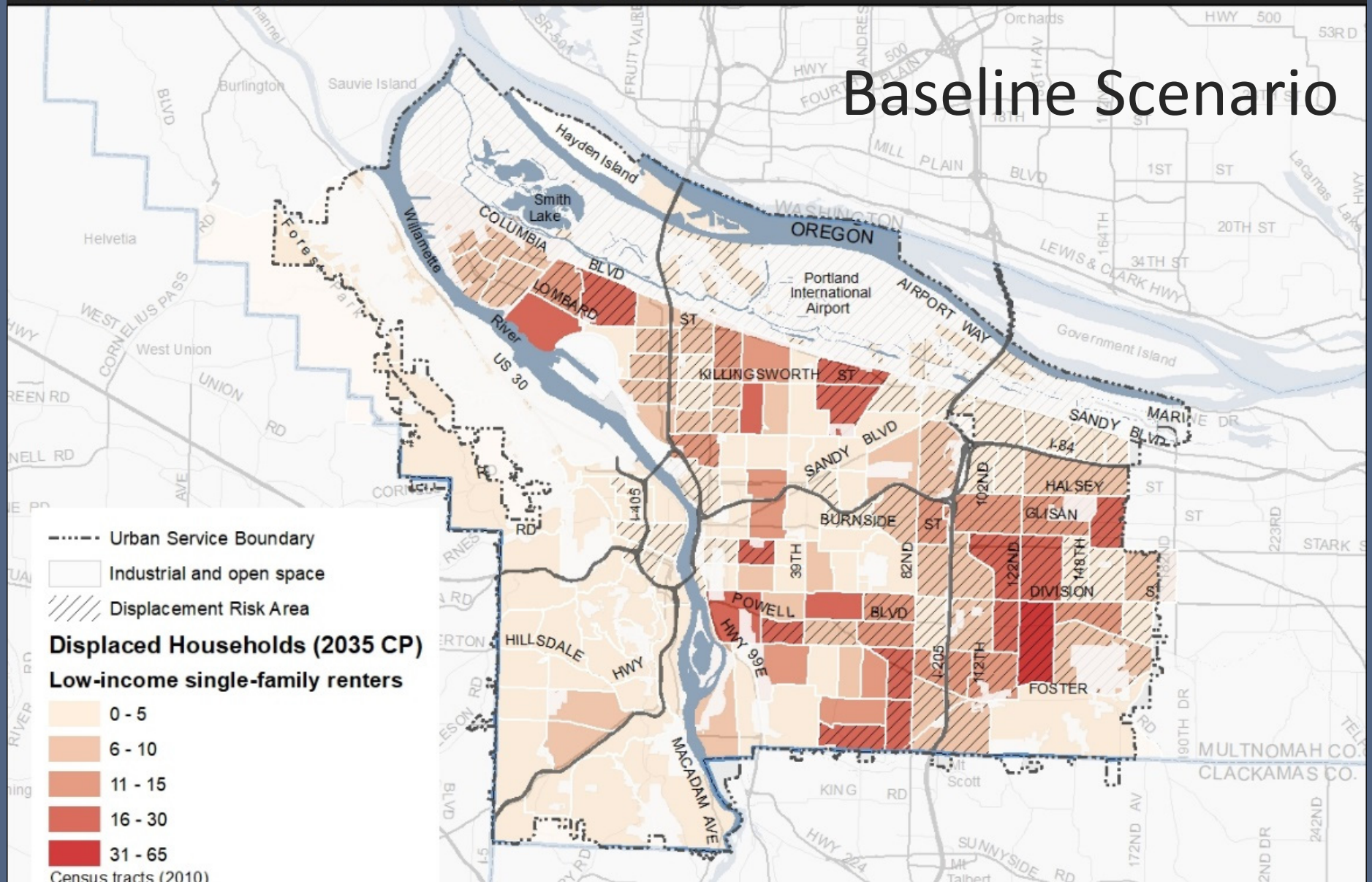
NORTH

0   1   2 Miles

Map 8

Proposed RIP Rules Displacement Risk

Residential Infill Project Displacement Risk Analysis

RIP Scenario

Legend:

- ----- Urban Service Boundary
- ☐ Industrial and open space
- ⟋⟋ Displacement Risk Area

Displaced Households (RIP)
Low-income single-family renters

- 0 - 5
- 6 - 10
- 11 - 15
- 16 - 30
- 31 - 65

Census tracts (2010)

January 2019

City of Portland, Oregon || Bureau of Planning and Sustainability || Housing and Economic Planning

The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions or positional accuracy.

The City of Portland ensures meaningful access to city programs, services, and activities to comply with Civil Rights Title VI and ADA Title II laws and reasonably provides: translation, interpretation, modifications, accommodations, alternative formats, auxiliary aids and services. To request these services, contact 503-823-7700, City TTY 503-823-6868, Relay Service: 711.
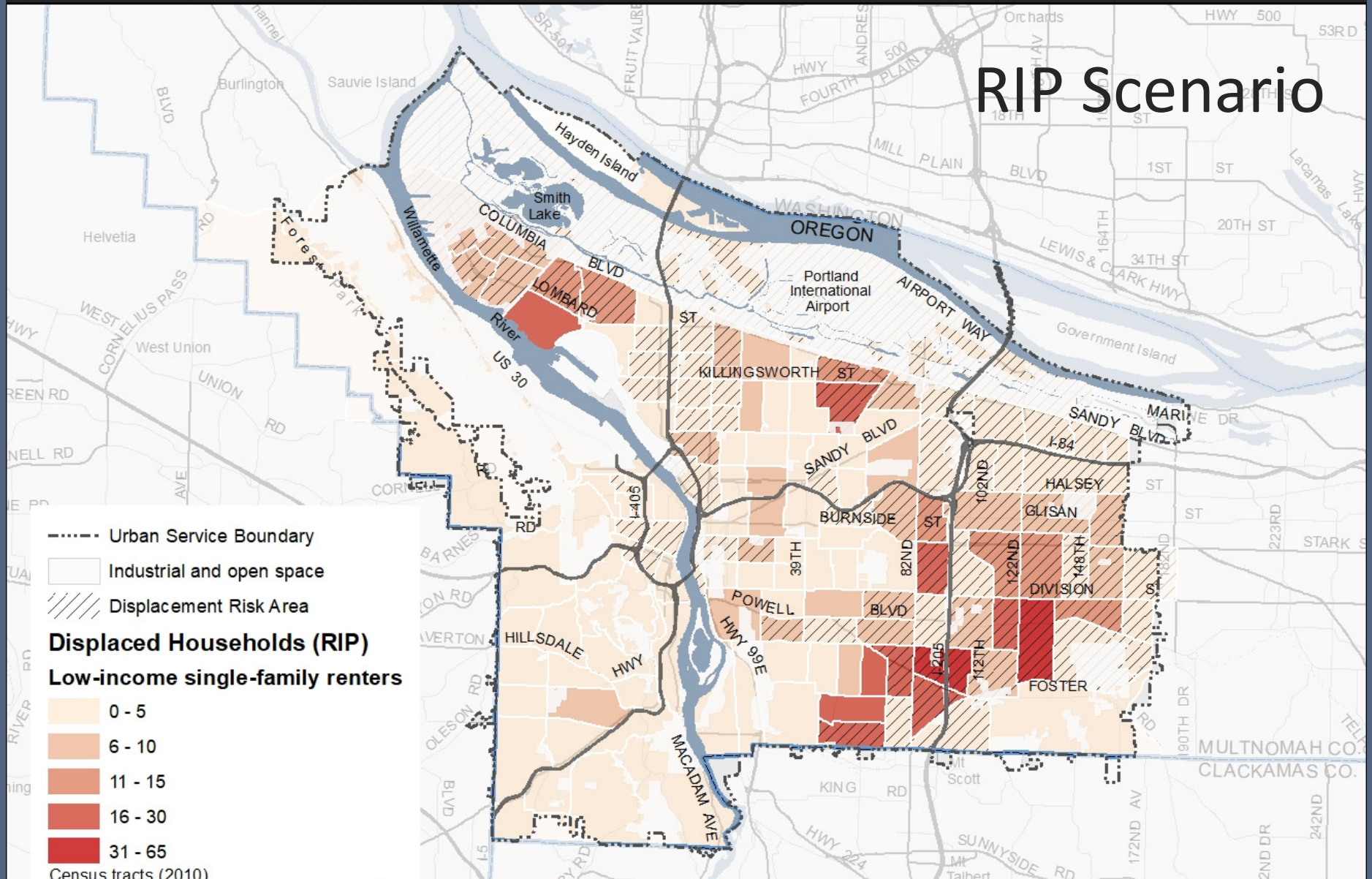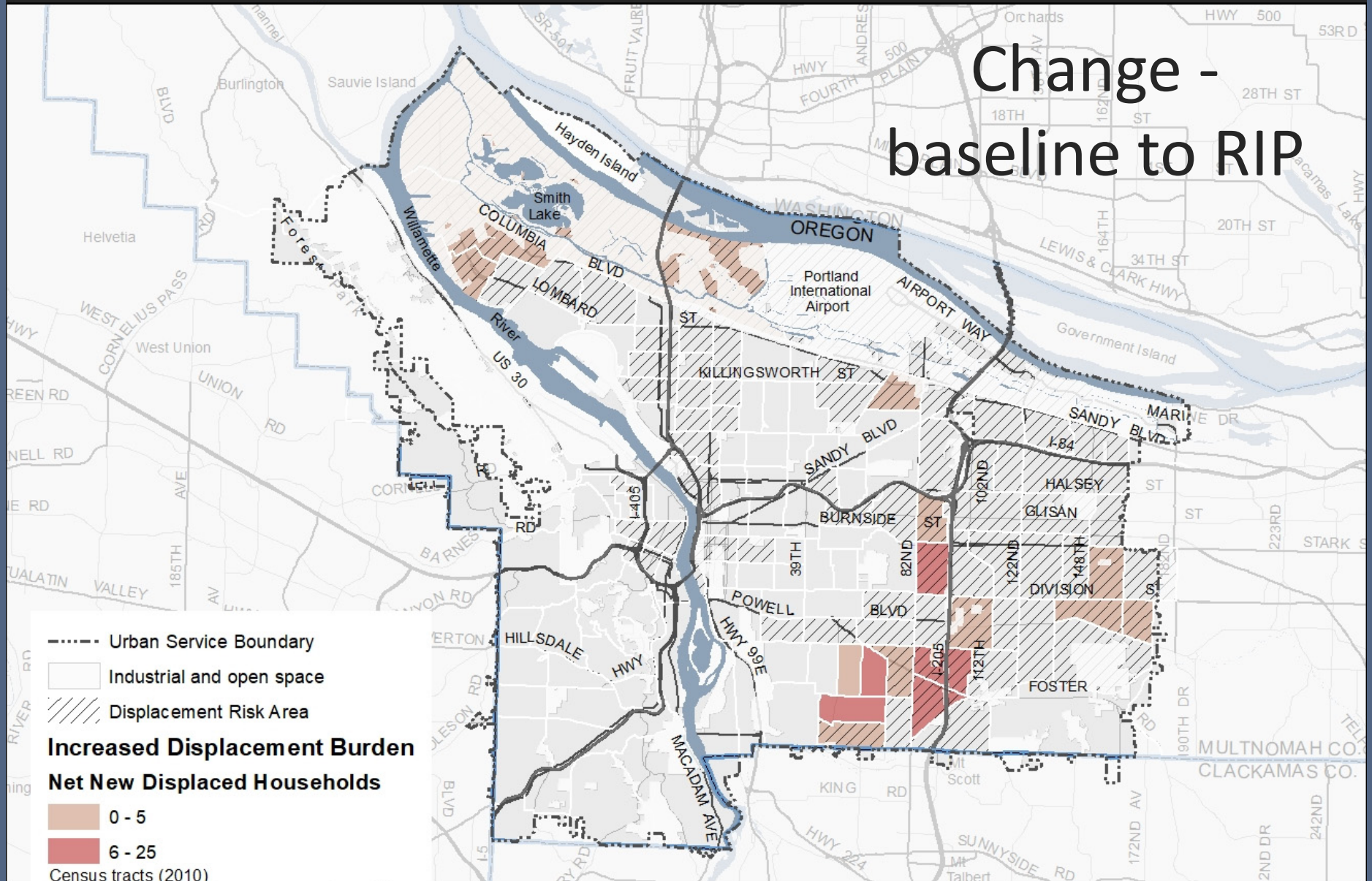
NORTH

0 1 2 Miles

Map 9

Areas with More Displacement Burden under RIP   Residential Infill Project Displacement Risk Analysis

Change - baseline to RIP

Legend:
- ·—·—· Urban Service Boundary
- ☐ Industrial and open space
- ▨ Displacement Risk Area

Increased Displacement Burden

Net New Displaced Households
- ▨ 0 - 5
- ▨ 6 - 25

Census tracts (2010)

January 2019

City of Portland, Oregon || Bureau of Planning and Sustainability || Housing and Economic Planning

The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions or positional accuracy.

The City of Portland ensures meaningful access to city programs, services, and activities to comply with Civil Rights Title VI and ADA Title II laws and reasonably provides: translation, interpretation, modifications, accommodations, alternative formats, auxiliary aids and services. To request these services, contact 503-823-7700, City TTY 503-823-6868, Relay Service: 711.
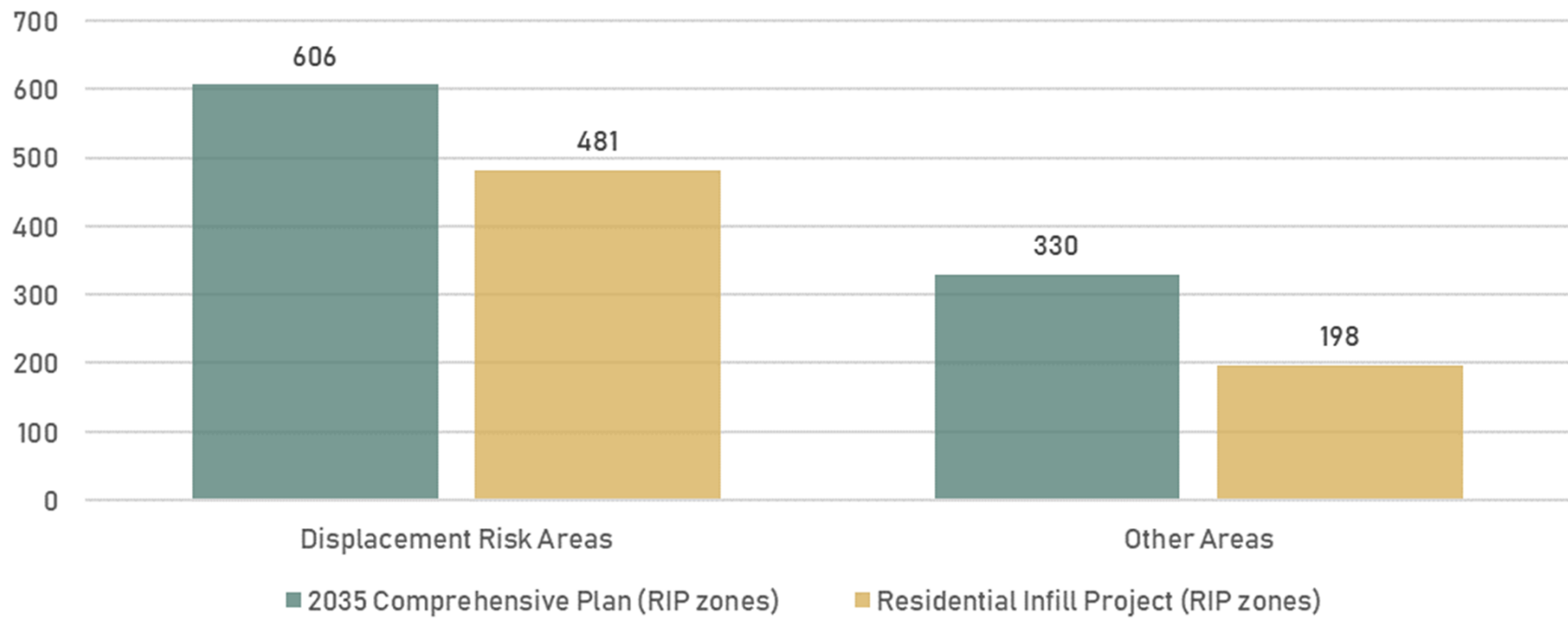
NORTH

0   1   2 Miles

Map 11

Estimated Displacement Risk
Adopted 2035 Comprehensive Plan versus Proposed Residential Infill Project
Number of low-income renters in single-family structures who may be displaced

	Displacement Risk Areas	Other Areas
2035 Comprehensive Plan (RIP zones)	606	330
Residential Infill Project (RIP zones)	481	198

Potential Mitigation Strategies

Low income renters

Education – tenant rights, financial literacy
Financial assistance – stabilization
Expanding supply – land trusts, co-housing, cooperative housing

Low income homeowners

Education – combating predation of vulnerable homeowners
Financial assistance – increasing access to capital for development
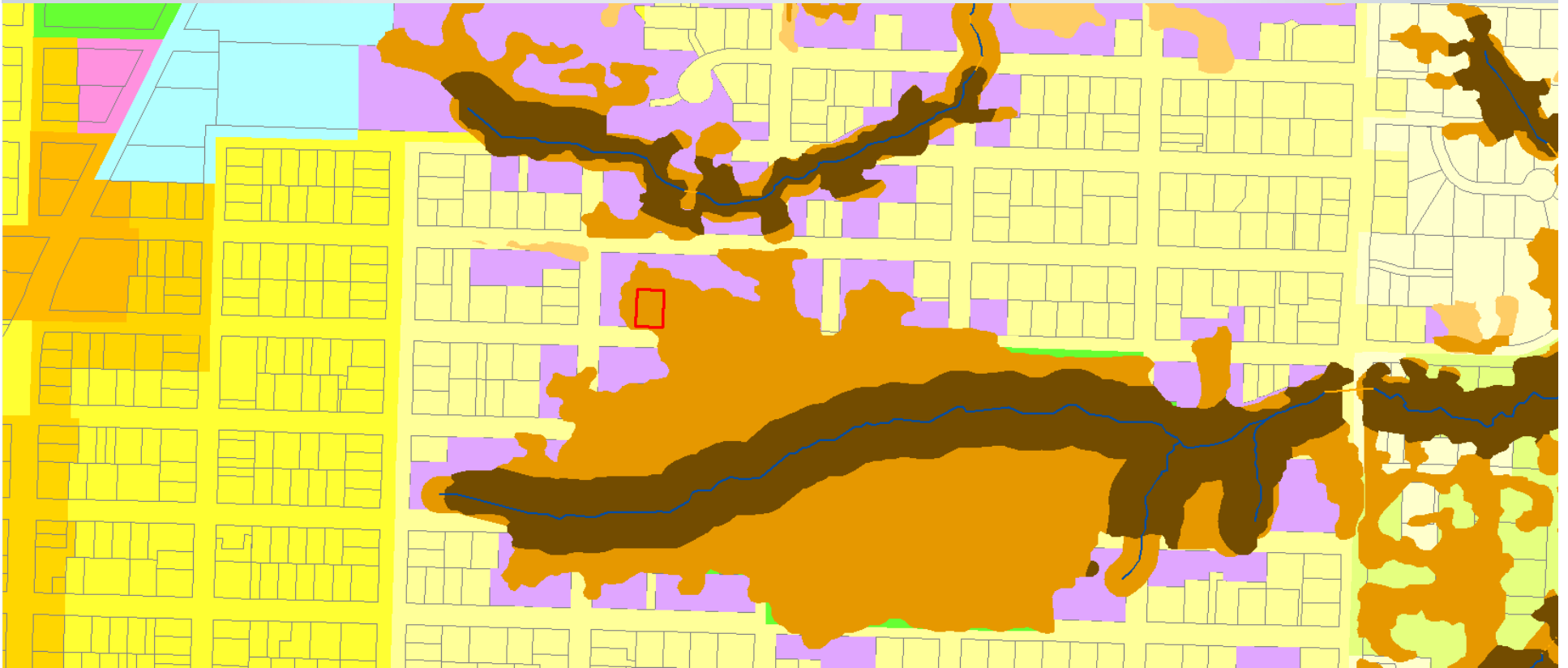Technical assistance – understanding development opportunities

Questions?

Next Steps

Feb 19   Provide amendment topics to staff

Feb 26   PSC to discuss amendment topics

Mar 8   Staff preps amendment language

Mar 12   PSC deliberates/recommendation

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

Residential Infill | 51
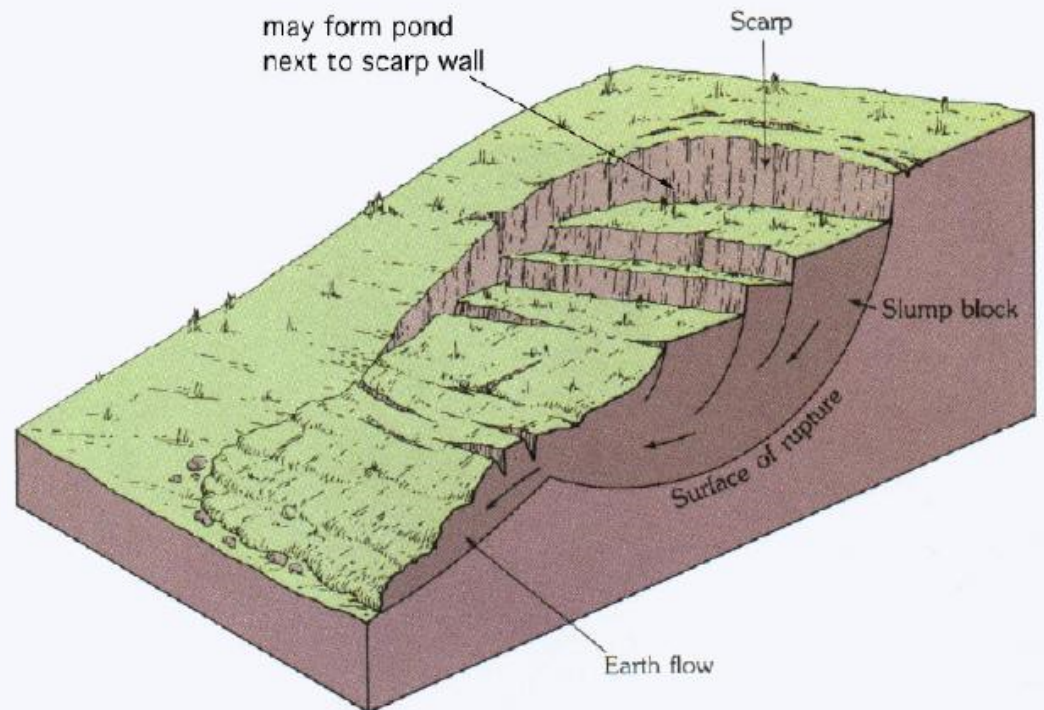
Constraints - NRI

- Low/Medium/High value resources

Constraints - Landslides

- Landslide inventory (scarps & deposits)
- Potentially rapid moving landslides
- Deep landslide susceptibility

Constraints – flood plain

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.