



Better Housing by Design:

An update to Portland's Multi-Dwelling Zoning Code

Discussion Draft Zoning Code Amendments

Overview

February 2018



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



Relationship to other Zoning Code projects




Residential Infill
Project
Single-Dwelling Zones

Better Housing
by Design
Multi-Dwelling Zones

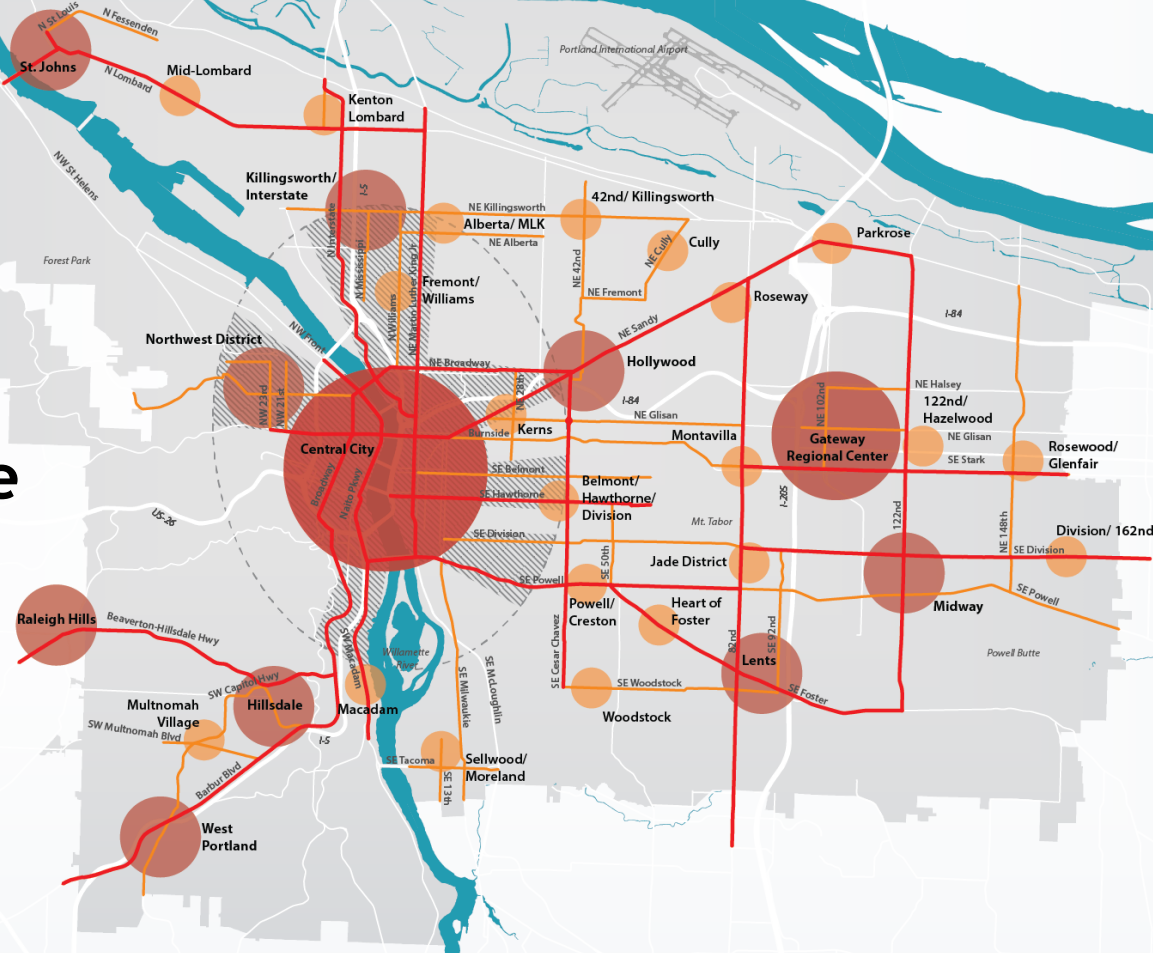
Mixed Use Zones
Project
Commercial/Mixed
Use Zones

CENTERS AND CORRIDORS

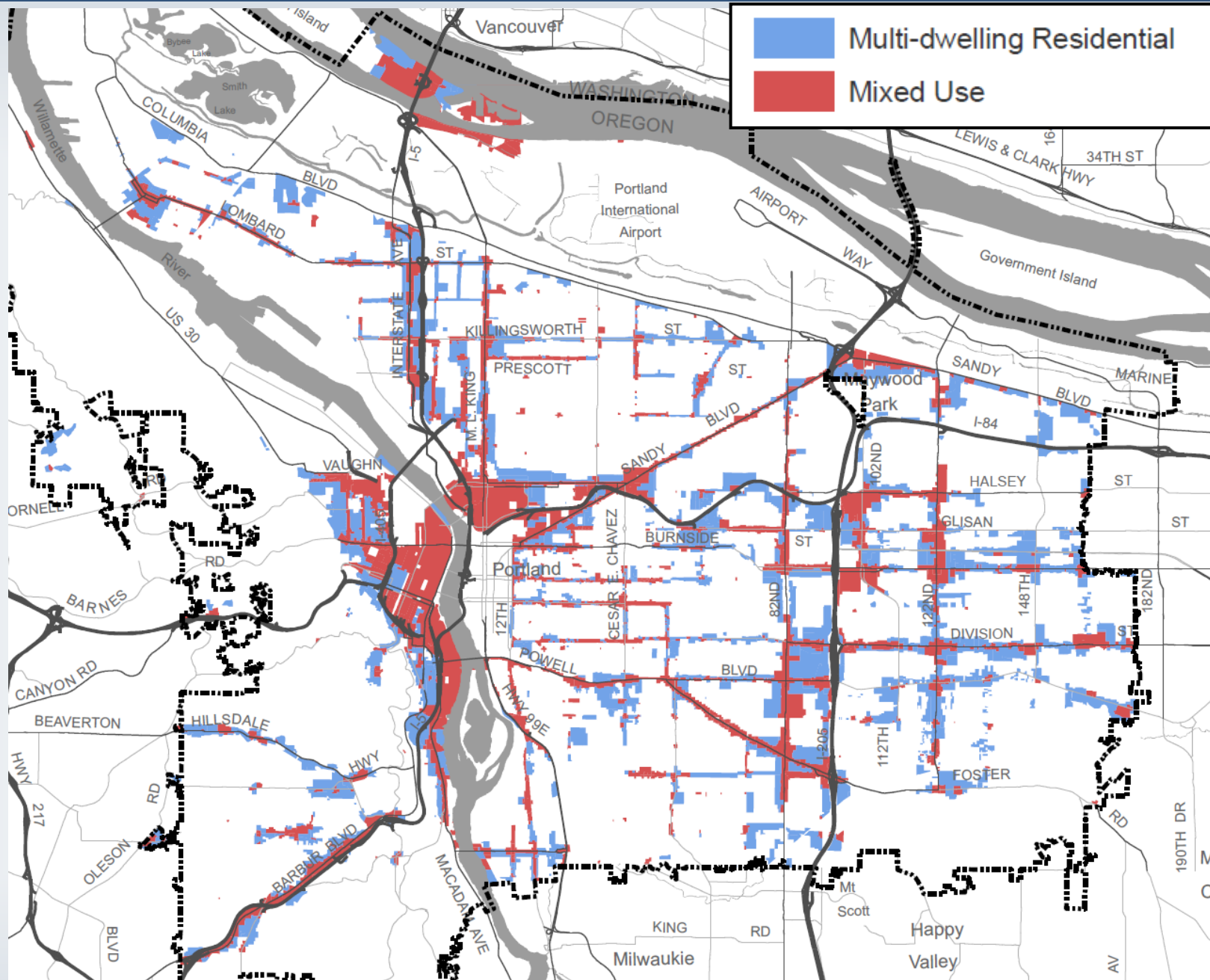
CENTERS	CORRIDORS
 Central City	 Civic Corridors
 Gateway Regional Center	 Neighborhood Corridors
 Town Centers	 Inner Ring Districts
 Neighborhood Centers	

Comprehensive Plan

80% of growth focused in and around centers and corridors



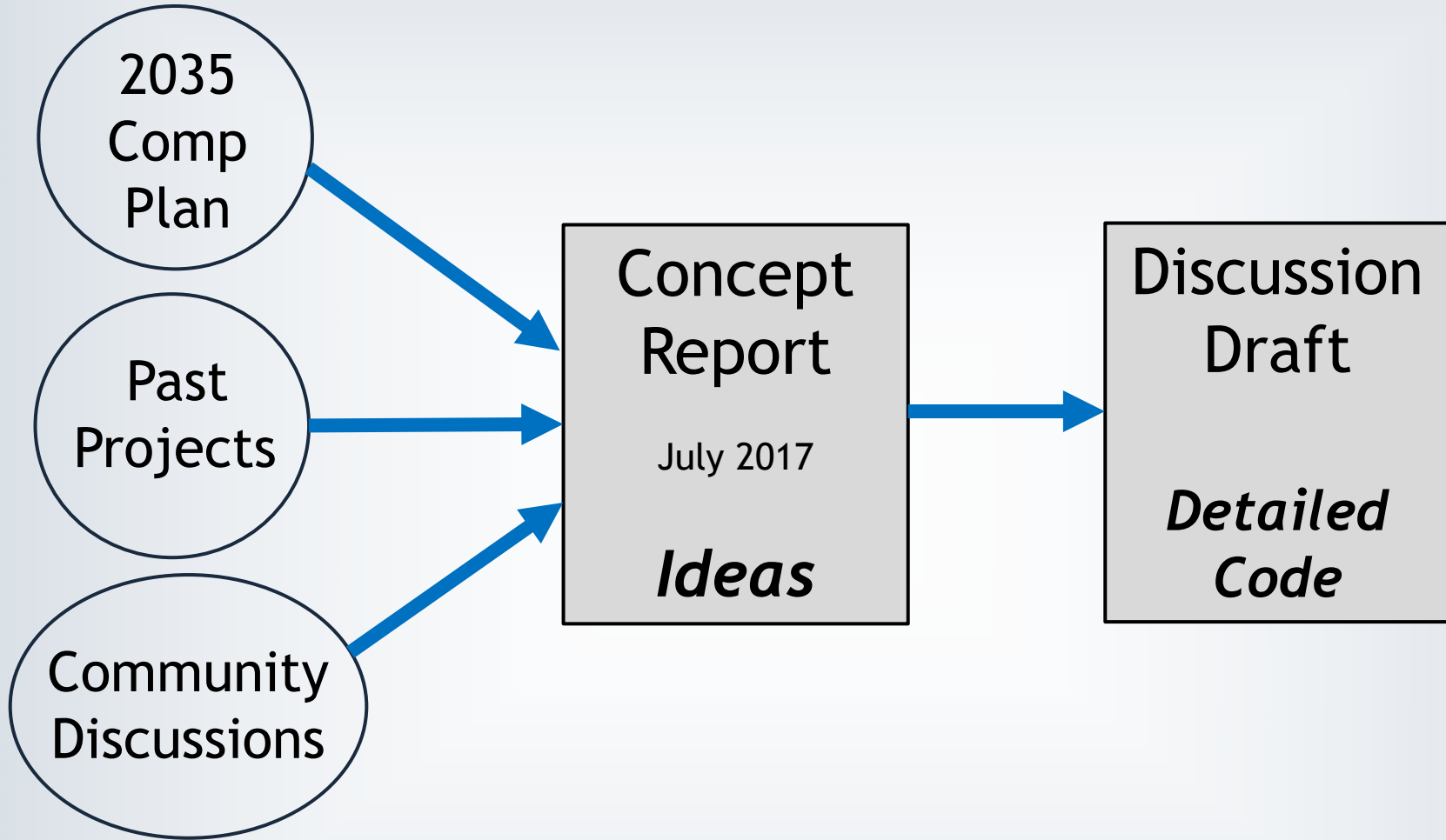
Zoning



What's the problem we're trying to solve?

- Policies guide us to make rules to encourage:
 - **Housing diversity**, including **affordable** and **accessible** housing
 - **Pedestrian-oriented street environments**
 - Respect for **neighborhood context**
 - Housing that supports residents' **health and active living**
 - **Nature and green infrastructure** in the urban environment
 - **Resource-efficient design and development**
 - **Street and pedestrian connections** that are safe and convenient
- Gap between these goals and what is being built.

How did we get to the Discussion Draft?



FALL 2016

WINTER – SUMMER 2017

FALL 2017 – SPRING 2018

SUMMER – FALL 2018

Phase 1:
Research and Assessment

Phase 2:
Concept Development

★ Phase 3:
Code Development

Phase 4:
Public Hearings / Adoption

Next Steps



FALL 2016

Phase 1:
Research and Assessment

WINTER – SUMMER 2017

Phase 2:
Concept Development

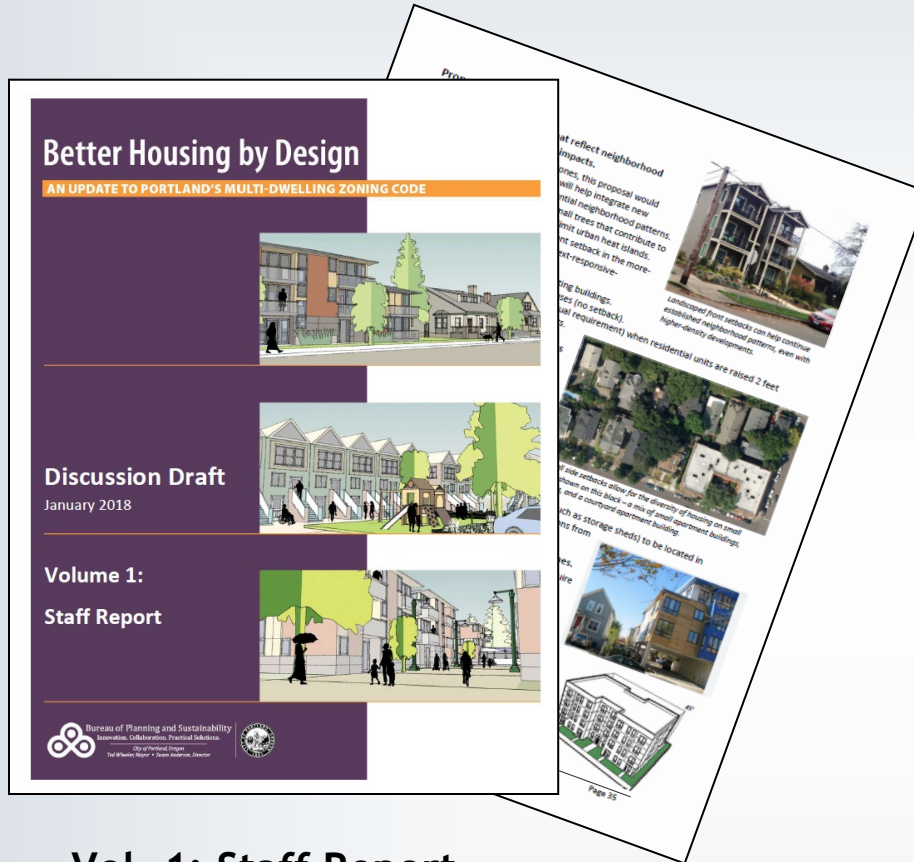
FALL 2017 – SPRING 2018

★ Phase 3:
Code Development

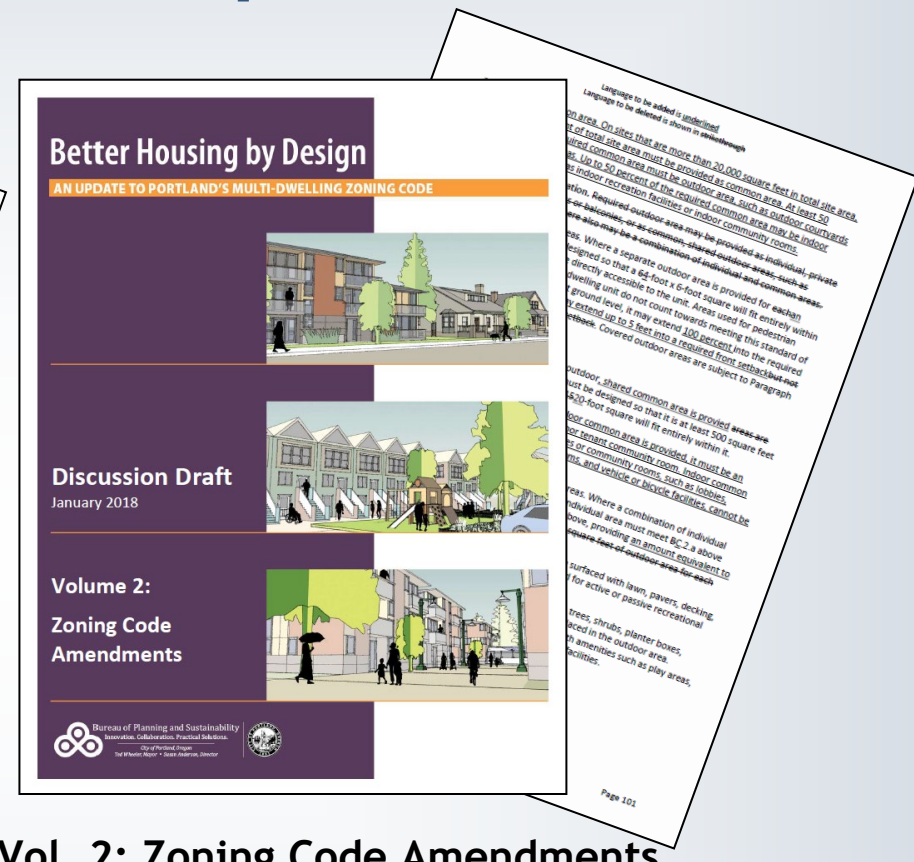
SUMMER – FALL 2018

Phase 4:
Public Hearings / Adoption

Discussion Draft Components



Vol. 1: Staff Report
Summary & analysis



Vol. 2: Zoning Code Amendments
Detailed code & commentary

Appendix A: Guidance from the Comprehensive Plan
Appendix B: Code Modeling Prototypes

Major Topics

**Diverse Housing Options
and Affordability**



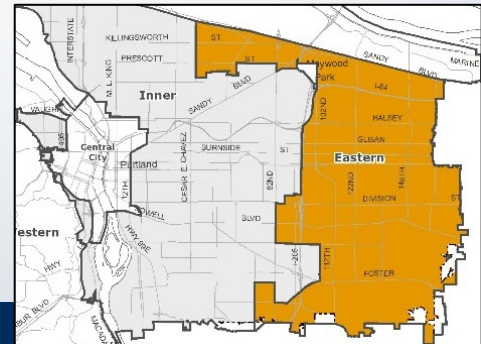
**Outdoor Spaces
and Green Elements**



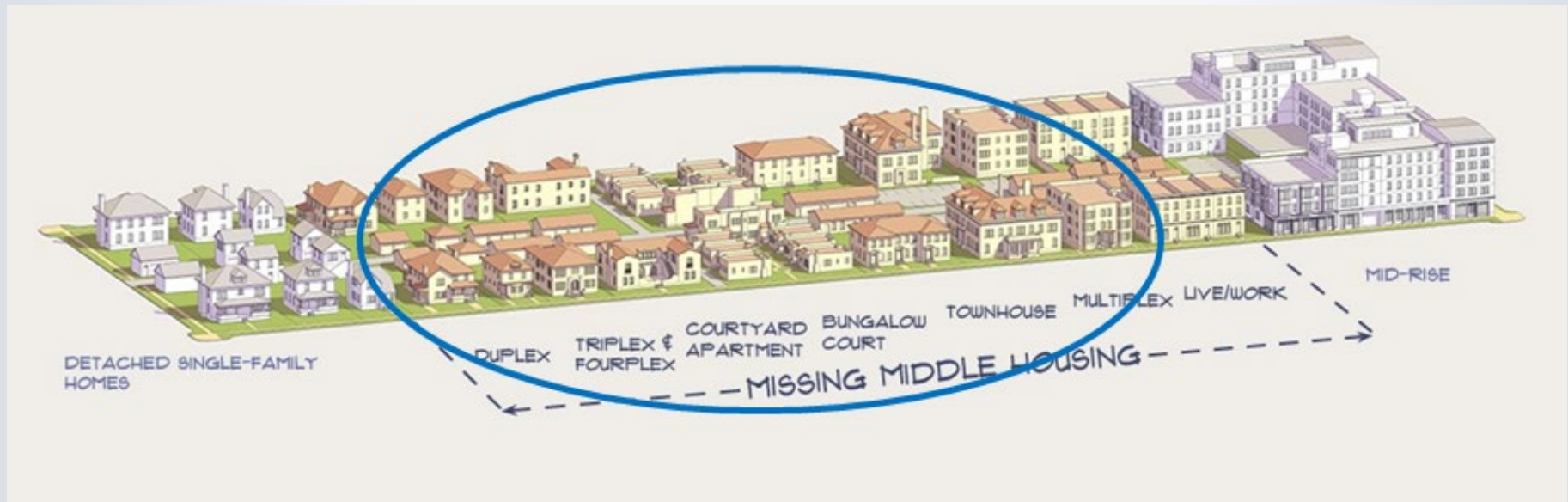
Building Design and Scale



**East Portland Standards and
Street Connections**



Topic Area



Diverse Housing Options and Affordability

Scale Based Zoning - Background



Historic examples of multi-dwelling “middle” housing
- Wide variety of housing with a 2-3 story scale

Scale Based Zoning - Background



Duplex



Fourplex



Courtyard Apartments (12 units)



Duplex - small lot



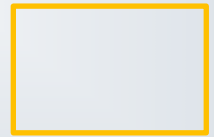
Apartments (9 units)



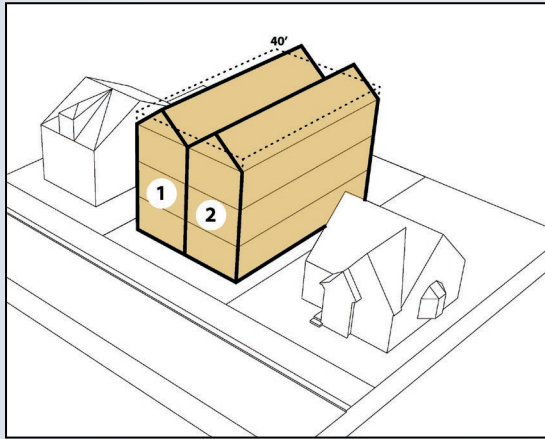
Courtyard Apartments (39 units)

Historic examples of multi-dwelling housing
- Wide variety of housing with a 2-3 story scale

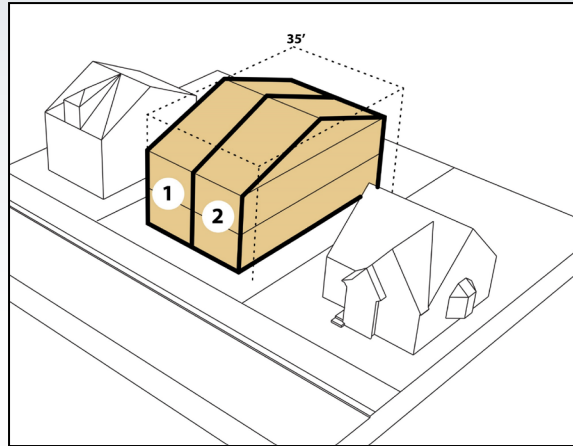
Allowed in R2 zone



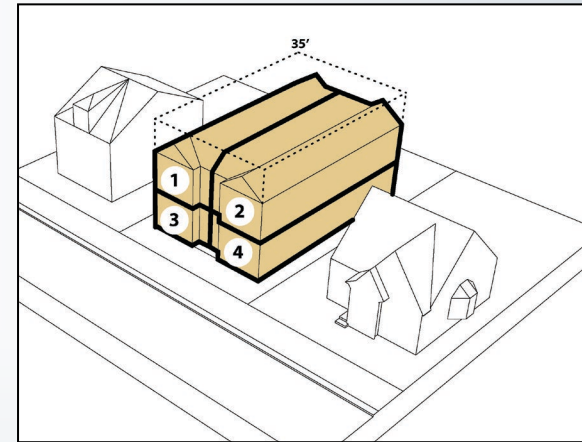
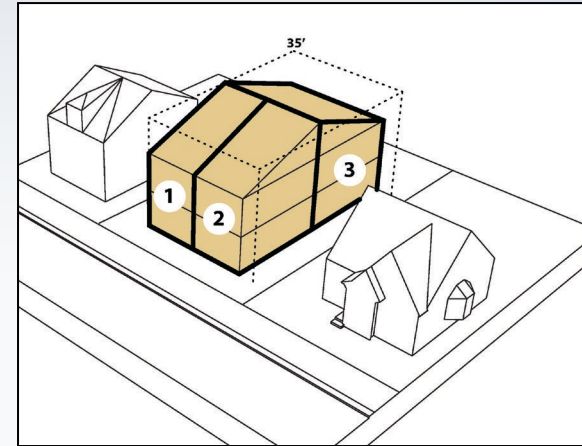
Scale Based Zoning



Current Approach
(maximum 2 units)



Proposed New Approach



Proposal: RM1 zone (R2 + R3)

- Regulate by building scale, with flexibility for what happens inside
- 1 to 1 FAR, 35' building height
- **Require visitable units (20% of units)** with greater density



Scale Based Zoning

Corridors

Both in R1 zone



34 units on 10,000 SF site

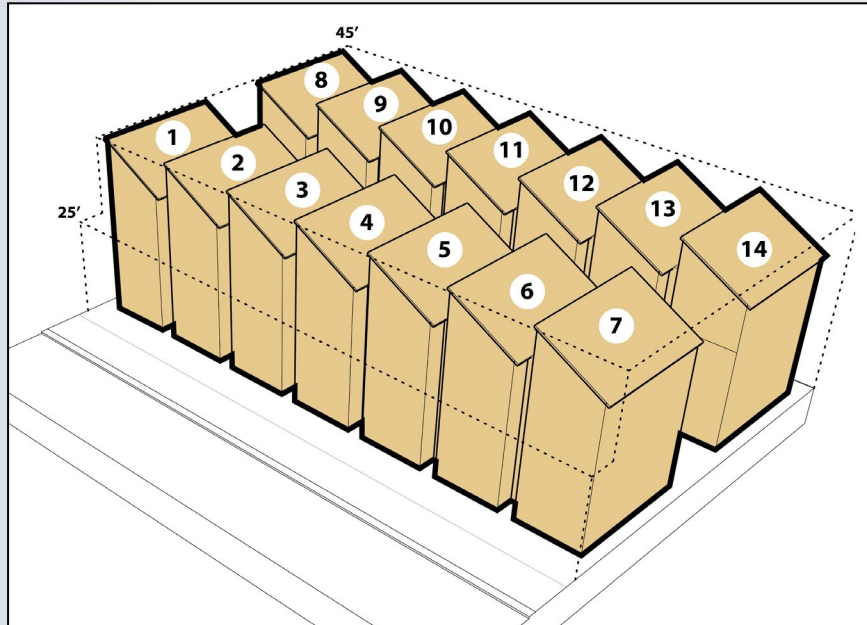


18 units on 18,000 SF site

Proposal: Regulate by building size, instead of units

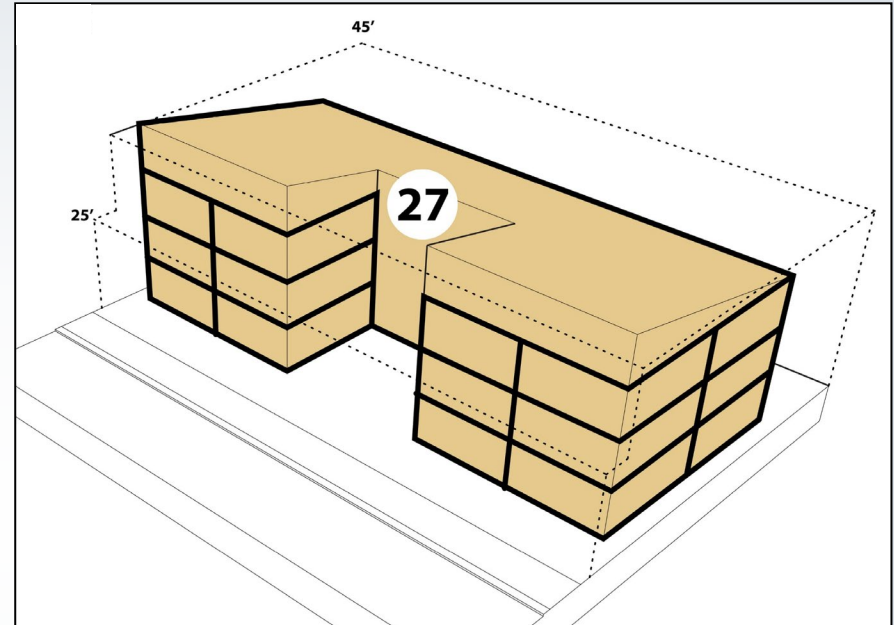
- Transit-supportive development along corridors
- Promote housing diversity, including physically-accessible units

Scale Based Zoning



Current Approach

(maximum 1 unit per 1,000 sq. ft. of site area)



Proposed New Approach

(regulate by size of building - FAR)

Proposal: RM2 zone (R1)

- Regulate by building scale, with flexibility for what happens inside
- 1.5 to 1 FAR, keep 45' building height
- **Require visitable units (20%)**

New Multi-Dwelling Zones

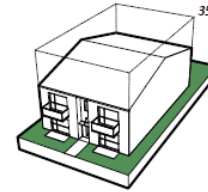
New Zone: RM1

Current Zones: R2 and R3

Maximum Height: 35 feet

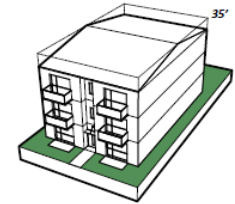
Max. Building Coverage: 50%

Base FAR



1 to 1

Bonus FAR



1.5 to 1

New Zone: RM2

Current Zone: R1

Maximum Height: 45 feet

Max. Building Coverage: 60%



1.5 to 1



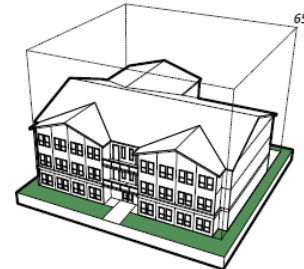
2.25 to 1

New Zone: RM3

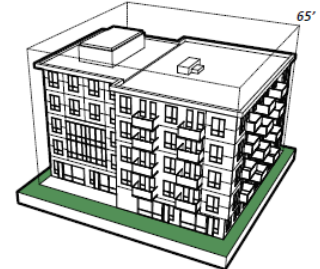
Current Zone: RH (2:1 FAR)

Maximum Height: 65 feet

Max. Building Coverage: 85%



2 to 1



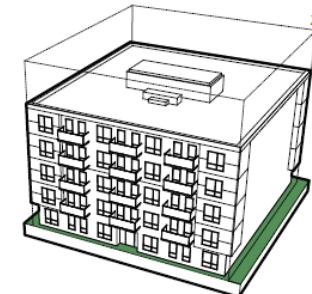
3 to 1

New Zone: RM4

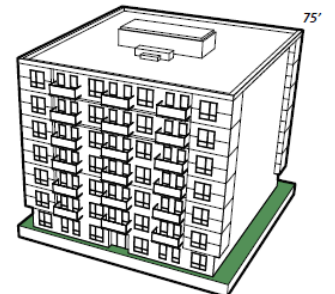
Current Zone: RH (4:1 FAR)

Maximum Height: 75 - 100 feet

Max. Building Coverage: 85%



4 to 1



6 to 1

Bonus FAR Options

**Base
FAR**

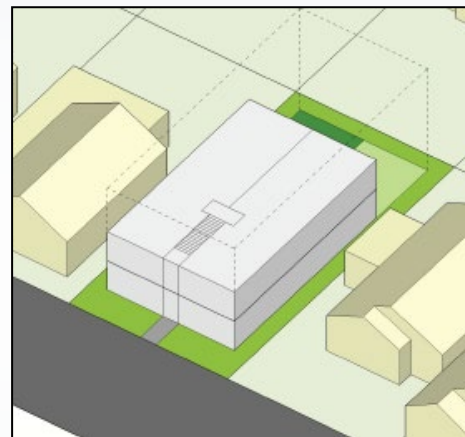
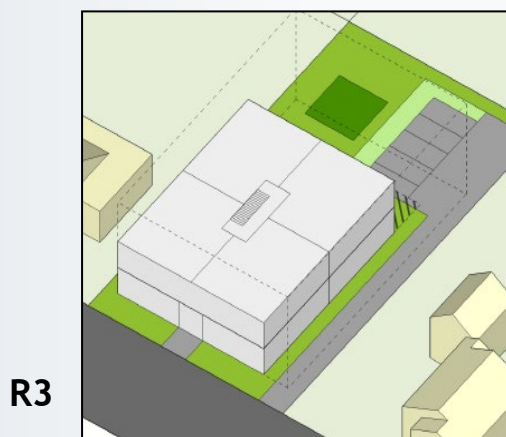
+50%

+100%

Base FAR	Bonus FAR Up to 50% above base	Bonus FAR 100% above base
<ul style="list-style-type: none"> Allowed by right Varies by zone 	<ul style="list-style-type: none"> Inclusionary housing: full 50% bonus Moderate income family housing: 25% bonus (at least half of units must have 3 bedrooms affordable at 100% of MFI) FAR transfers from sites preserving: <ul style="list-style-type: none"> Existing affordable housing <i>(new approach)</i> Trees <i>(new approach)</i> Historic resources 	<ul style="list-style-type: none"> Special bonus for deeper housing affordability (At least half of units must be affordable at 60% MFI) <i>(new approach)</i>

Merging of the R3 + R2 zones into new RM1 zone

- Both zones allow similar scale - intended to be compatible with single-family housing.
- New RM1 zone combines features of both zones

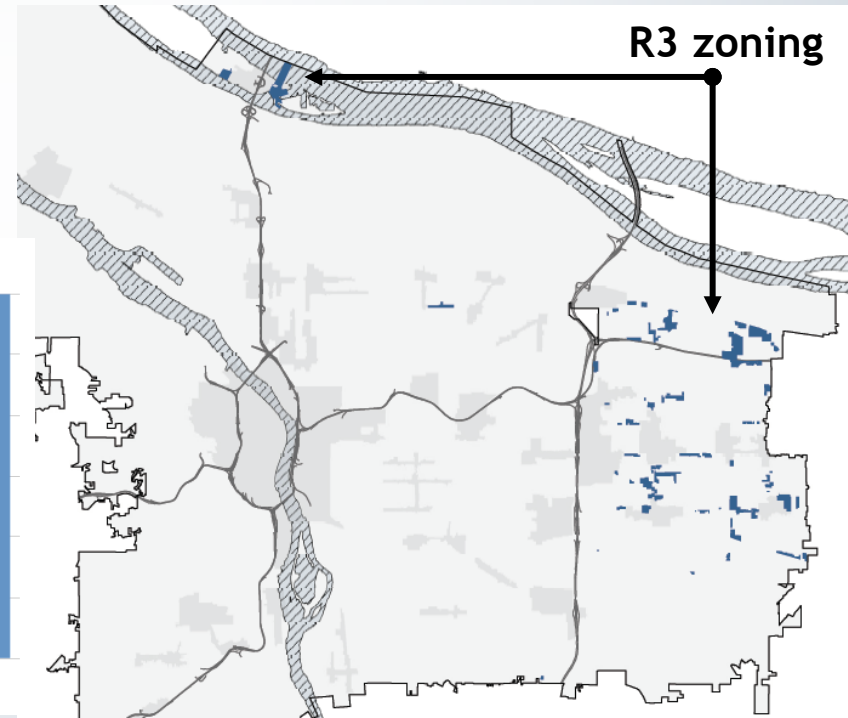
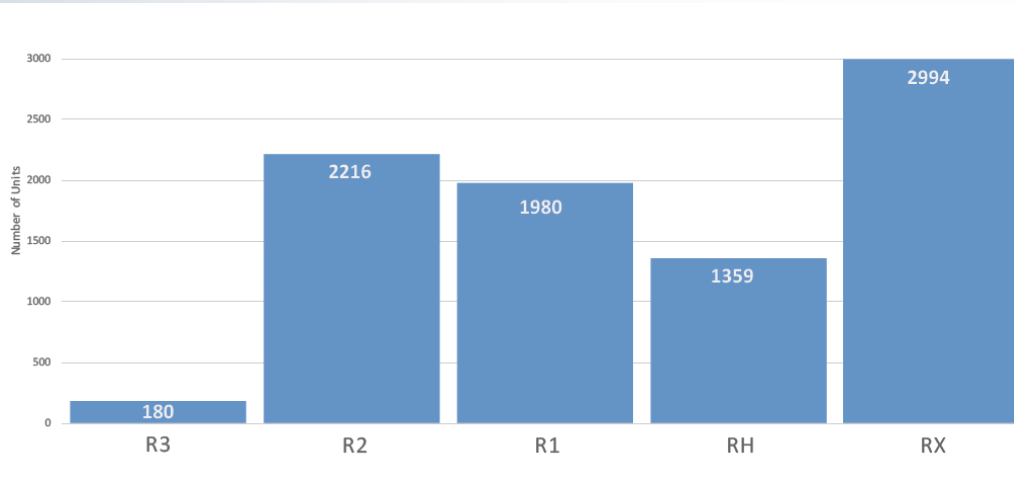


	R3	R2	New RM1
Height	35'	40'	35'
Lot Coverage	45%	50%	50%
Front setback	10'	10'	10'
Outdoor area	48 SF/unit	48 SF/unit	48 SF/unit
Landscaping	35%	30%	30%

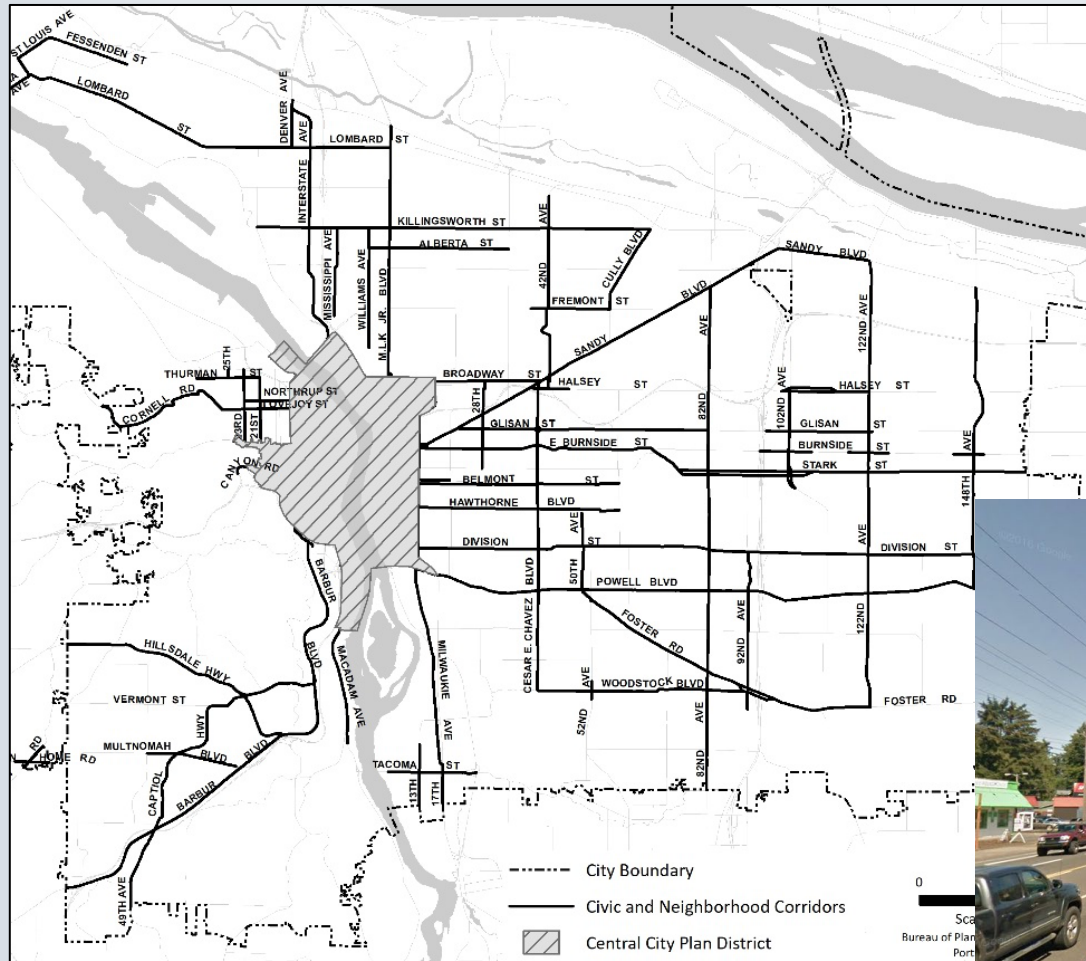
Merging of the R3 + R2 zones into new RM1 zone

- Relatively small amount of R3 zoning - 517 acres out of total of 5,160 acres in multi-dwelling zones.
- Little new development in the R3 zone - 180 units over the past 10 years.

New units by zone (2006 - 2016)



Allowances for Small-Scale Commercial Uses



Proposal: Provide allowances for small commercial uses in multi-dwelling zones along major corridors and near light rail stations.

Allowances for Small-Scale Commercial Uses



Examples: small businesses at ground levels of rowhouses

Proposal: Provide allowances for small commercial uses in multi-dwelling zones along major corridors and near light rail stations.

Topic Area



Outdoor Spaces and Green Elements

Outdoor Spaces



High-Density Residential Zone (RH)

- No outdoor space currently required.
- **Proposal:** Require outdoor space in the RM3 and RM4 (RH) zone.

Outdoor Spaces



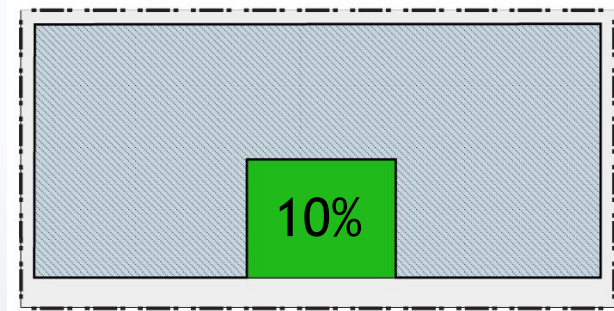
Shared outdoor space

- **Proposal:** Require common areas for large sites (more than 20,000 sq.ft.) - equivalent to 10% of total site area.
- Up to half of this amount can be indoor common area.

Outdoor Spaces



Examples of courtyards using about 10% of site area



Shared outdoor space

- **Proposal:** Require common areas for large sites (more than 20,000 sq.ft.) - equivalent to 10% of total site area.
- Up to half of this amount can be indoor common area.

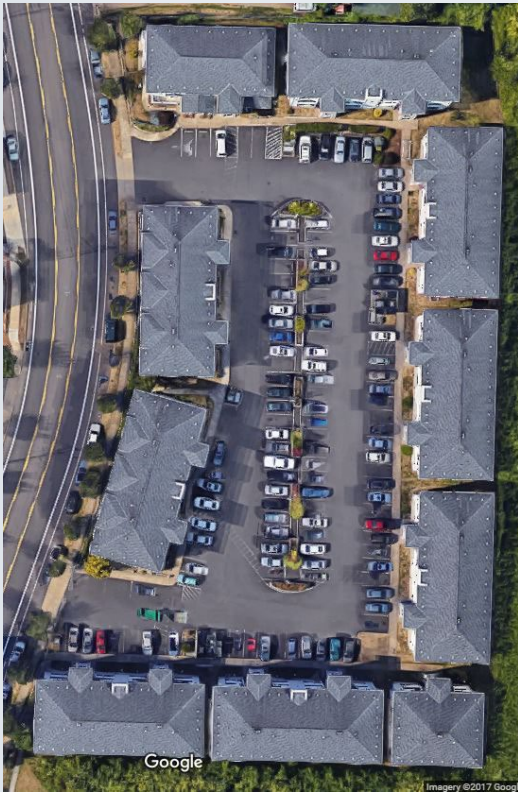
Alternatives to Conventional Landscaping



Proposal:

Allow urban green options (ecoroofs, raised courtyards & stormwater planters) to meet landscaping requirements.

Reduce Minimum Parking Requirements



Five-plex with no parking on small site

Projects providing current required 1 to 1 parking ratio

Proposal:

- Small sites (7,500 SF or smaller): no parking required for up to 30 units
- Other sites: require 1 space per 2 units (*when not close to transit*)

Limitations on Large Paved Areas

*RH zone
development with
large surface
parking lot*

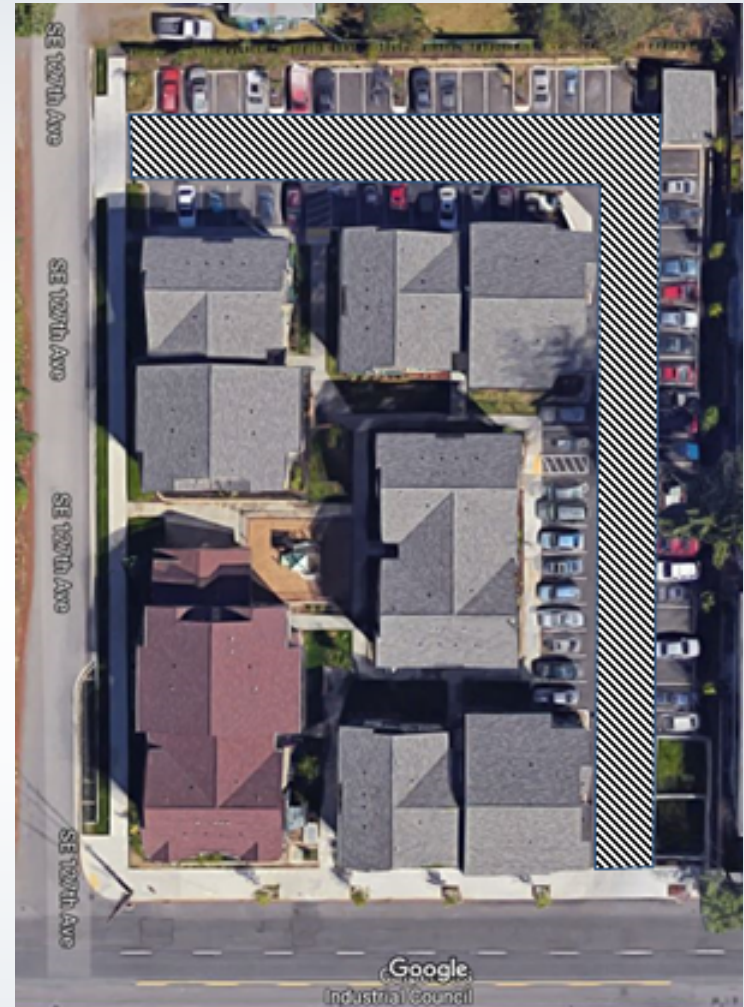


Proposal: Limit paved vehicle areas to 30% of site area.

Limitations on Large Paved Areas



Other materials (concrete, paving blocks, etc.) needed for surfacing the rest of the allowed vehicle area (up to total of 30% of site)

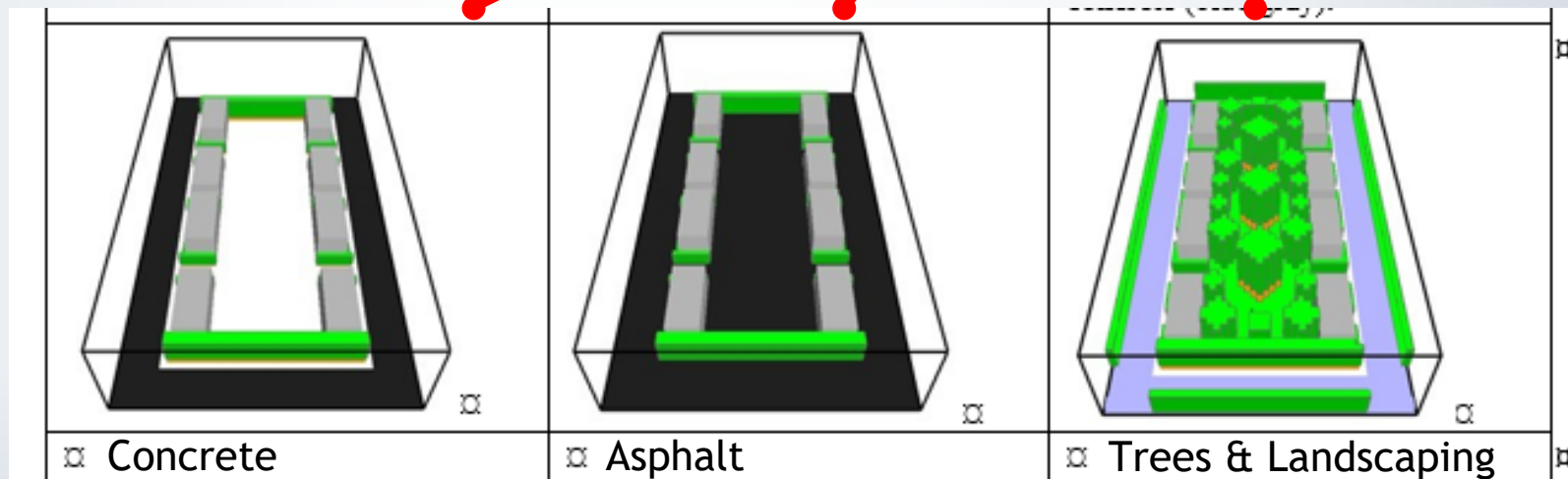
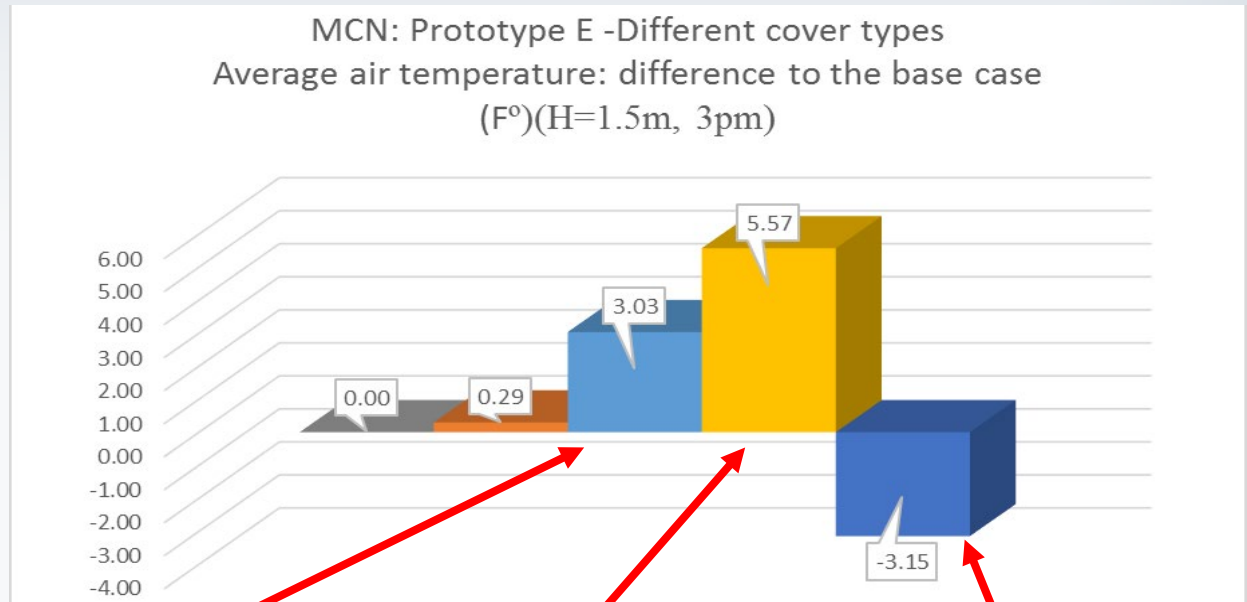


Proposal: Limit asphalt paving to 15% of site area.

Limits on Paved Vehicle Areas and Asphalt

Implements policies related to limiting urban heat islands and paved areas

Different materials have different heat impacts. Asphalt results in greater heat.



Topic Area



Building Design and Scale

Street Frontages

Multi-unit buildings especially should contribute to the street.



Gap between policy aspirations and what gets built

Street Frontages



Proposals:

- Limit front garages and structured parking (maximum 50% of building frontage)
- Require parking access from alleys (where exist)

Street Frontages



Allow:

- Rear or no parking options
- Front garages when no more than 50% of frontages
- Tuck-under parking (raised basement level)

Street Frontages



*Currently:
No front entrances
required*



Proposal:

Require front entrances (facing public streets or courtyards)

Front Setbacks



Roles in providing privacy and continuing neighborhood characteristics
(current requirements are 3' in R1 and zero in RH)

Proposal: Require 10' front setbacks in the RM2 (R1) and RM3 (RH) zones.

Front Setbacks



10' setbacks

- continuity with existing residential characteristics



Allowances for smaller setbacks based on:

- Adjacent buildings,
- Ground-floor commercial, or
- Raised ground floors.

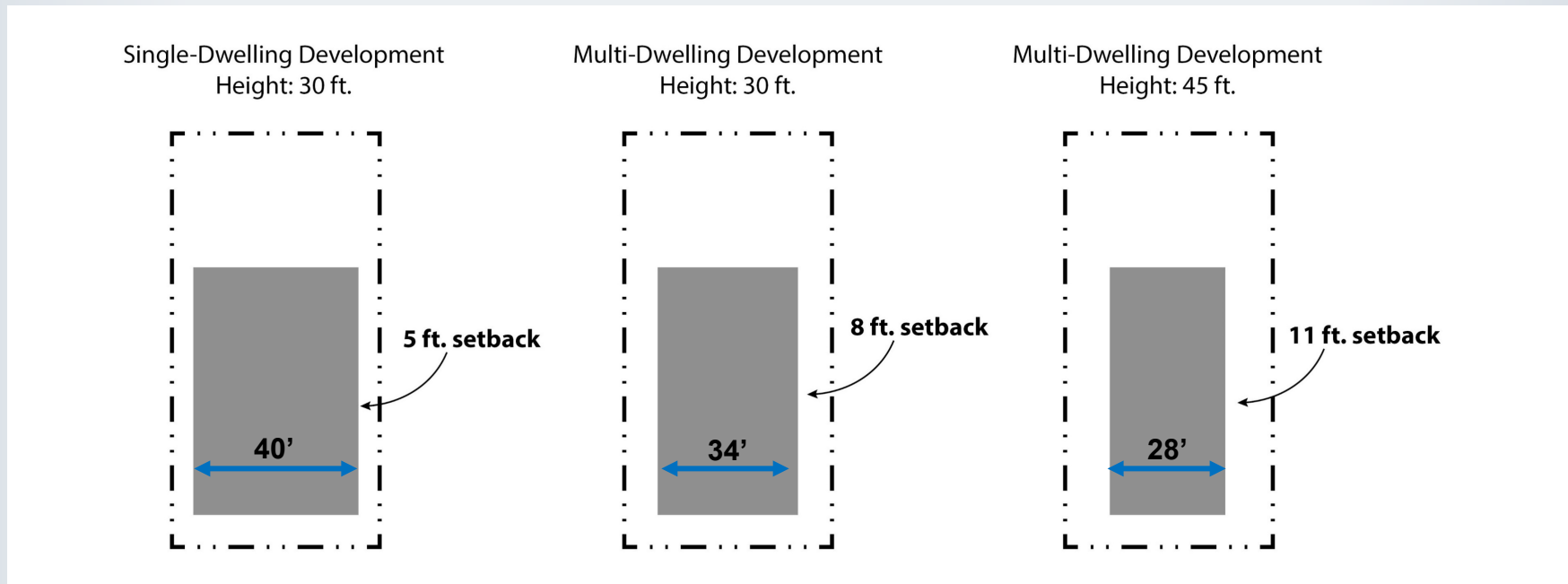
Scale - Transitions to Lower-Density Zones



Proposal

- Require transitions in scale adjacent to single-dwelling zones.

Simplify Side Setback Requirements and Reduce Barriers to Development on Small Sites



Current approach to setbacks in multi-dwelling zones

Proposal:

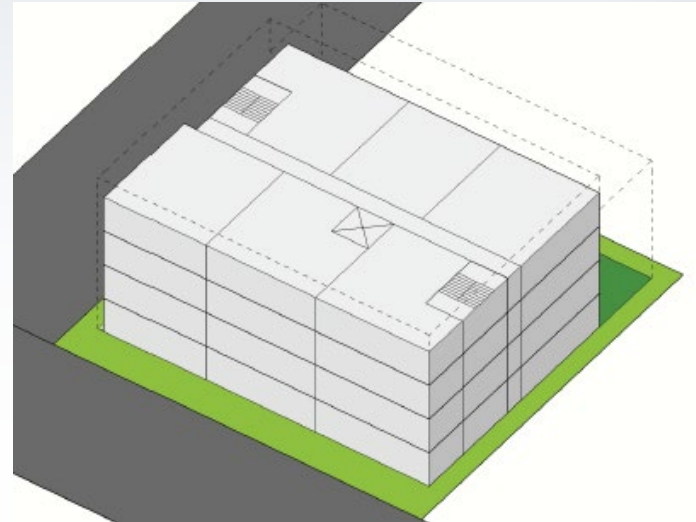
- Reduce required side/rear setbacks to 5' in most cases.
- 10' setbacks for higher-density zones next to single-dwelling zones and for buildings more than 55' tall.

Façade Articulation Requirements

Façade articulation



With



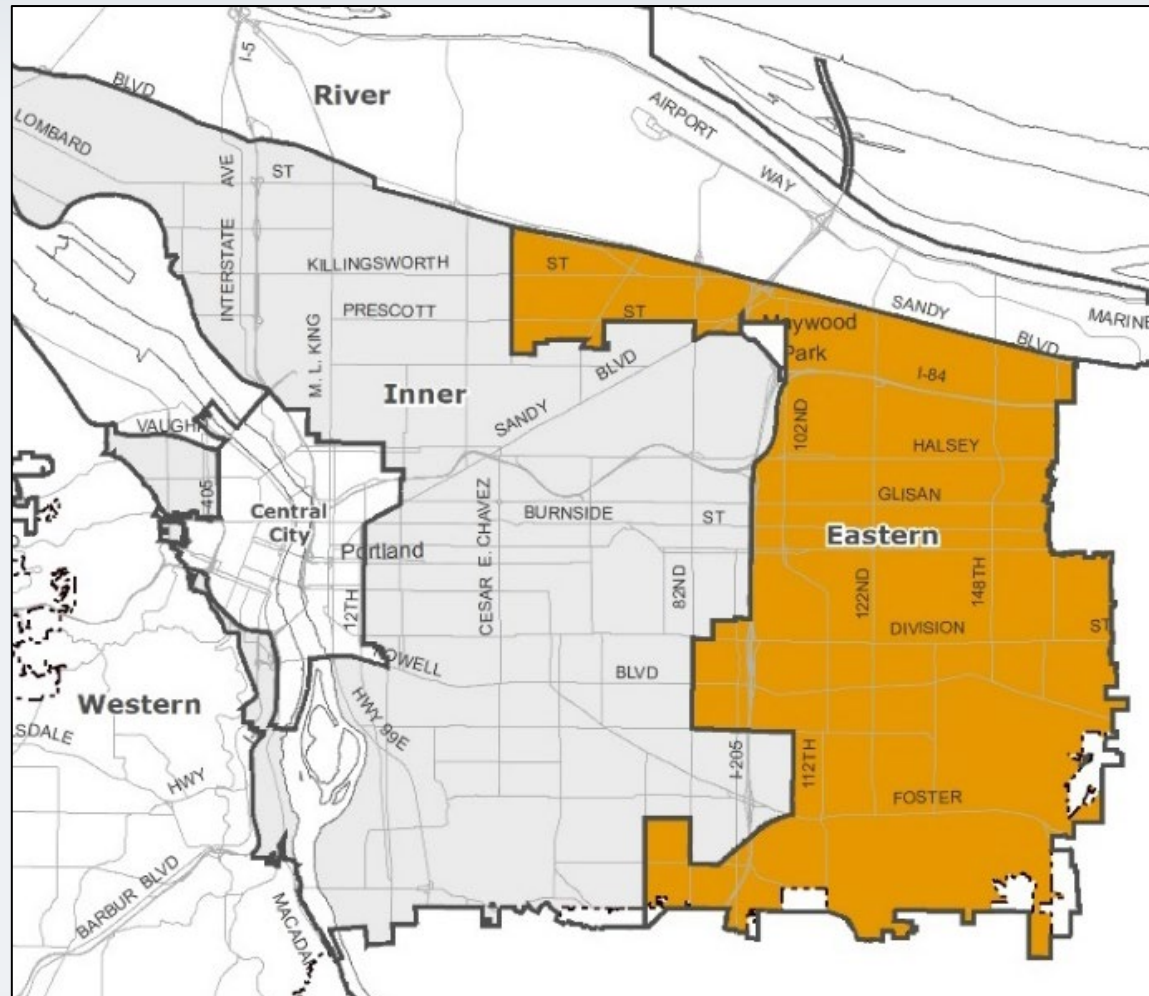
Without

Proposal:

Require large facades to be divided into smaller components (25% of façade offset).

- **RM2 (R1): required when over 35' and over 3500 SF area**
(more than 3 stories and 100' wide)
- **RM3 & RM4 (RH): required when over 45' and over 4500 SF area**
(more than 4 stories and 100' wide)

Topic Area



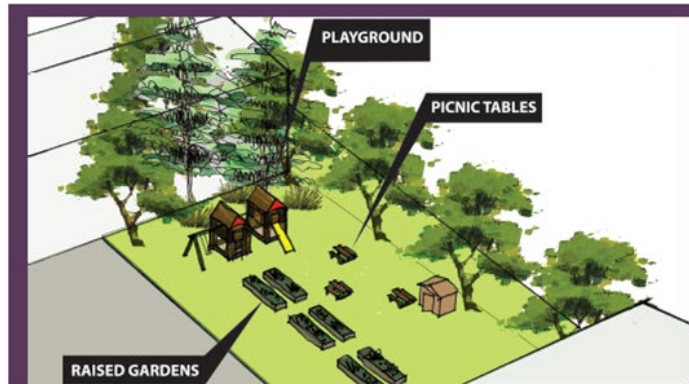
East Portland Standards and Street Connections

Topic Area



East Portland Standards and Street Connections

East Portland Standards - Background



Common open space areas



Space for large trees



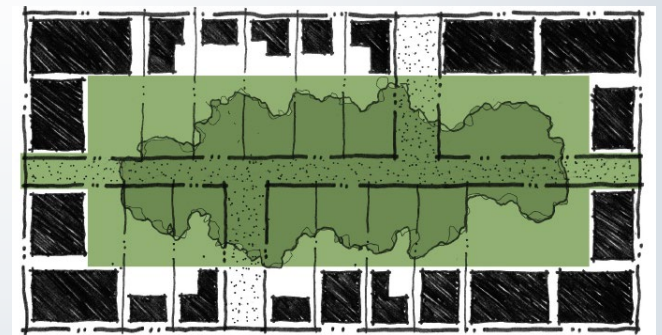
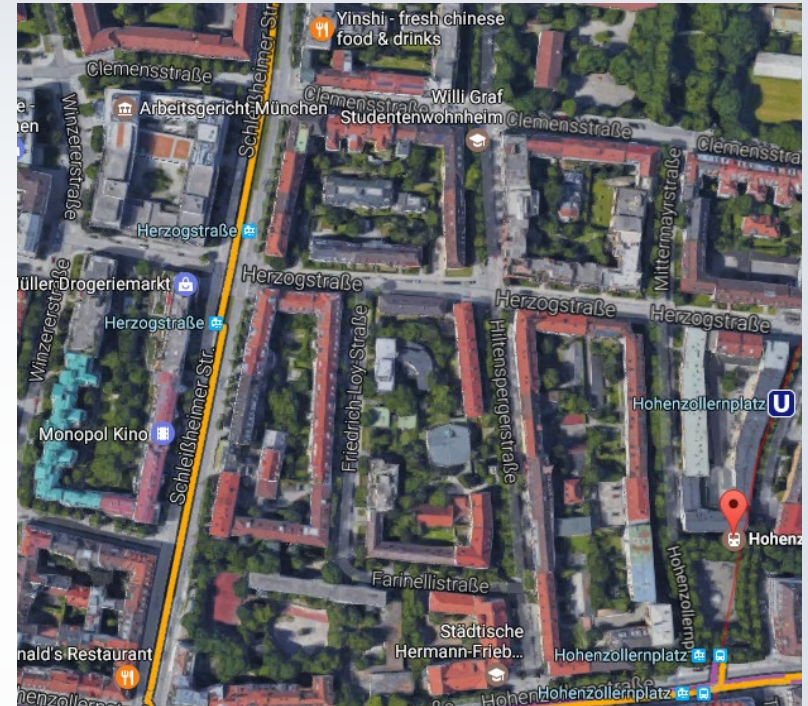
Landscaped front setbacks



Mid-block open space

Desired multi-dwelling development site design elements

East Portland Standards - Background



Community interest in keeping mid-block areas greener, less built up

East Portland Rear Setbacks



Example of recent development



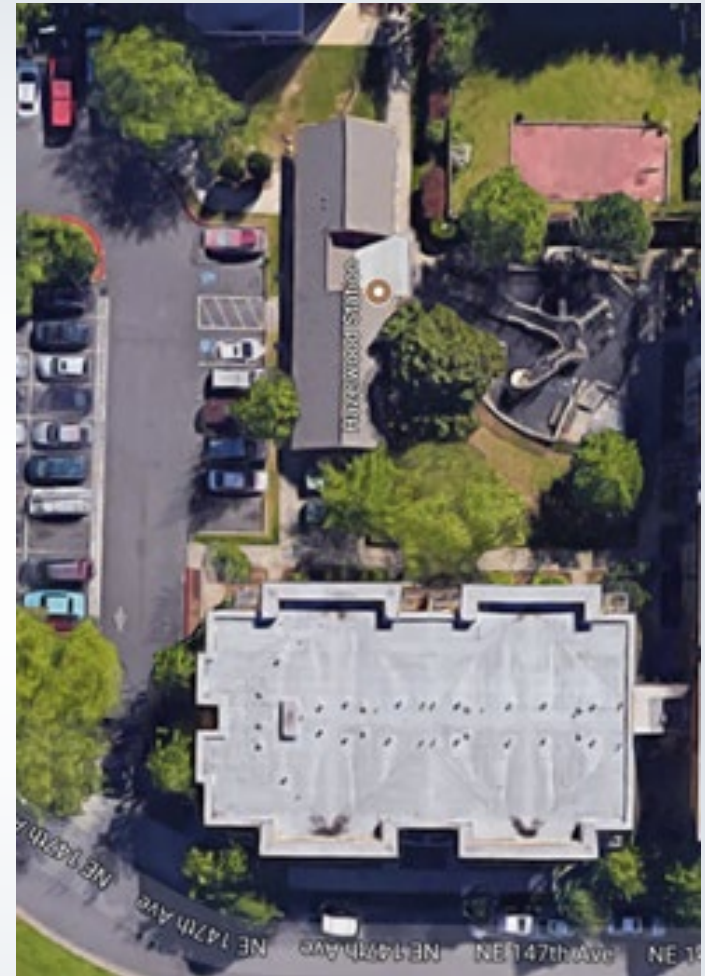
Example of 25% depth-of-site setback

Proposal:

Require rear setbacks equivalent to 25% of site depth.

East Portland Rear Setbacks

- *At least 50% of setback must be landscaped.*
- *Rest of setback can include buildings with indoor common area, or parking.*
- *Exemptions for tree preservation, corner sites, and sites less than 100' deep.*



Proposal:

Require rear setbacks equivalent to 25% of site depth.

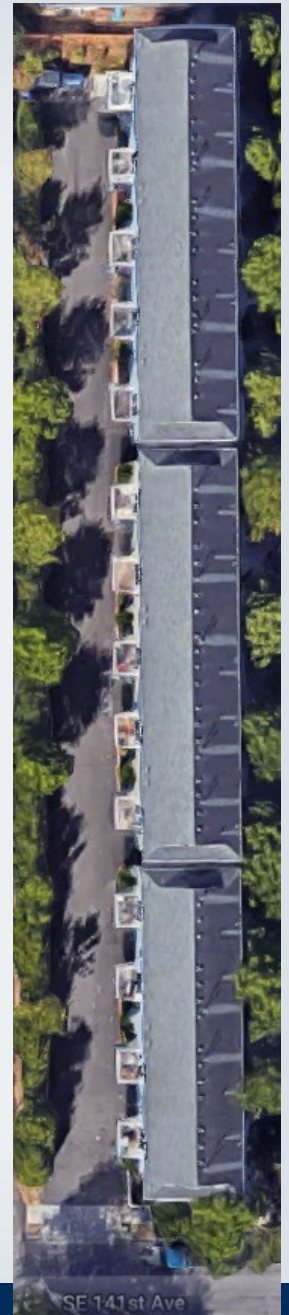
East Portland Narrow Sites



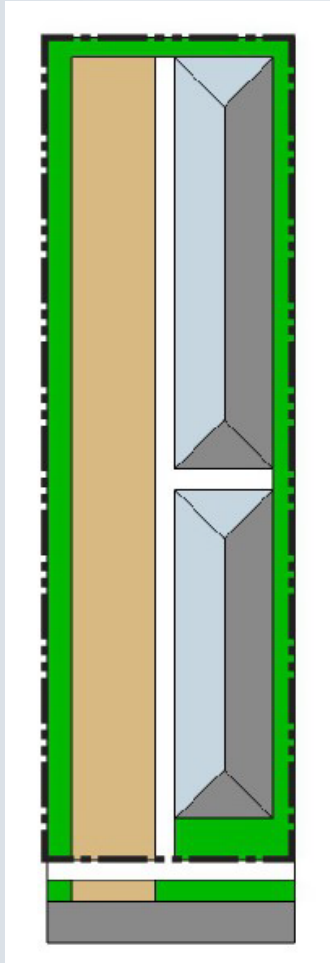
East Portland Narrow Sites

Problems with narrow sites:

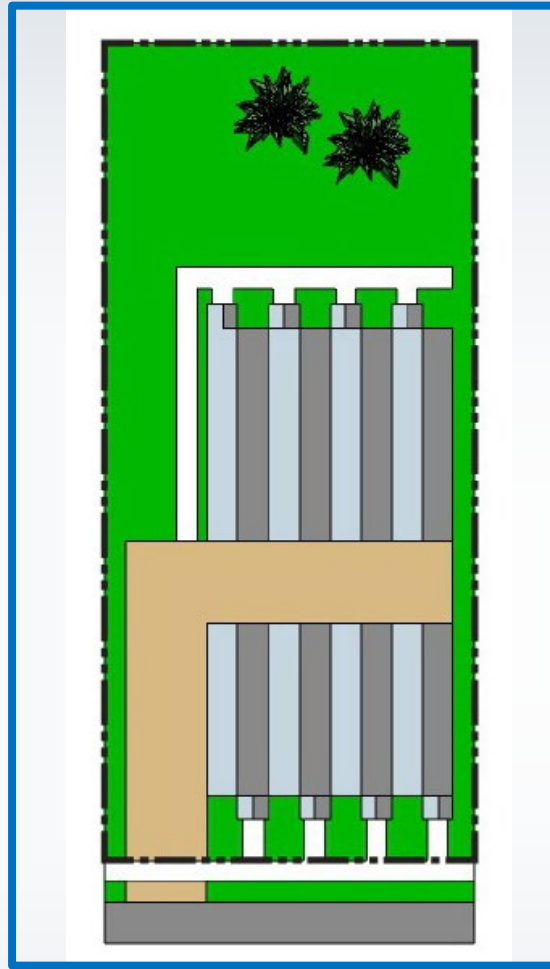
- Driveways/parking often occupy a large portion of site area
- No space for street connections
- Little orientation to public streets
- Limited room for outdoor spaces or trees
- Lack of efficiencies of scale and infrastructure



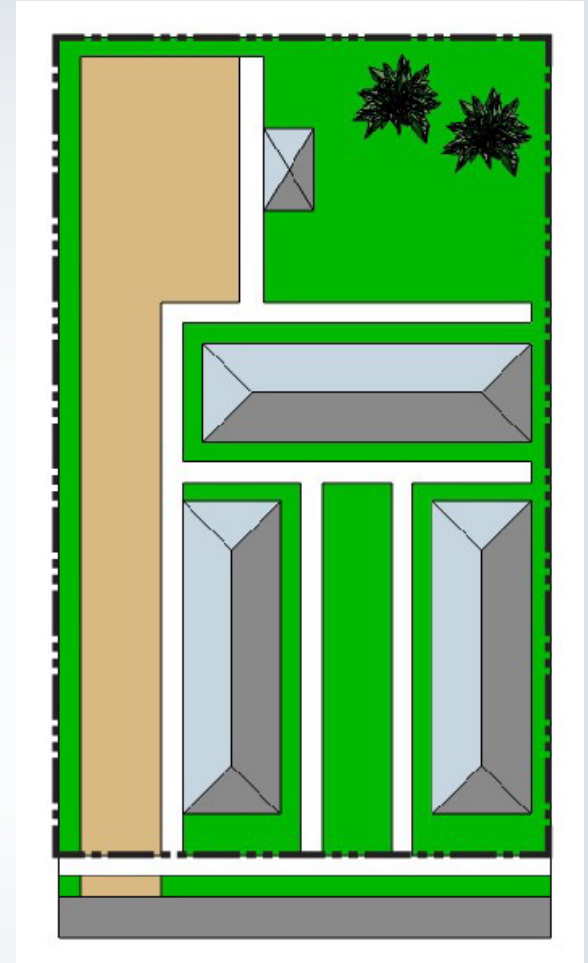
East Portland Narrow Sites



60'-wide site



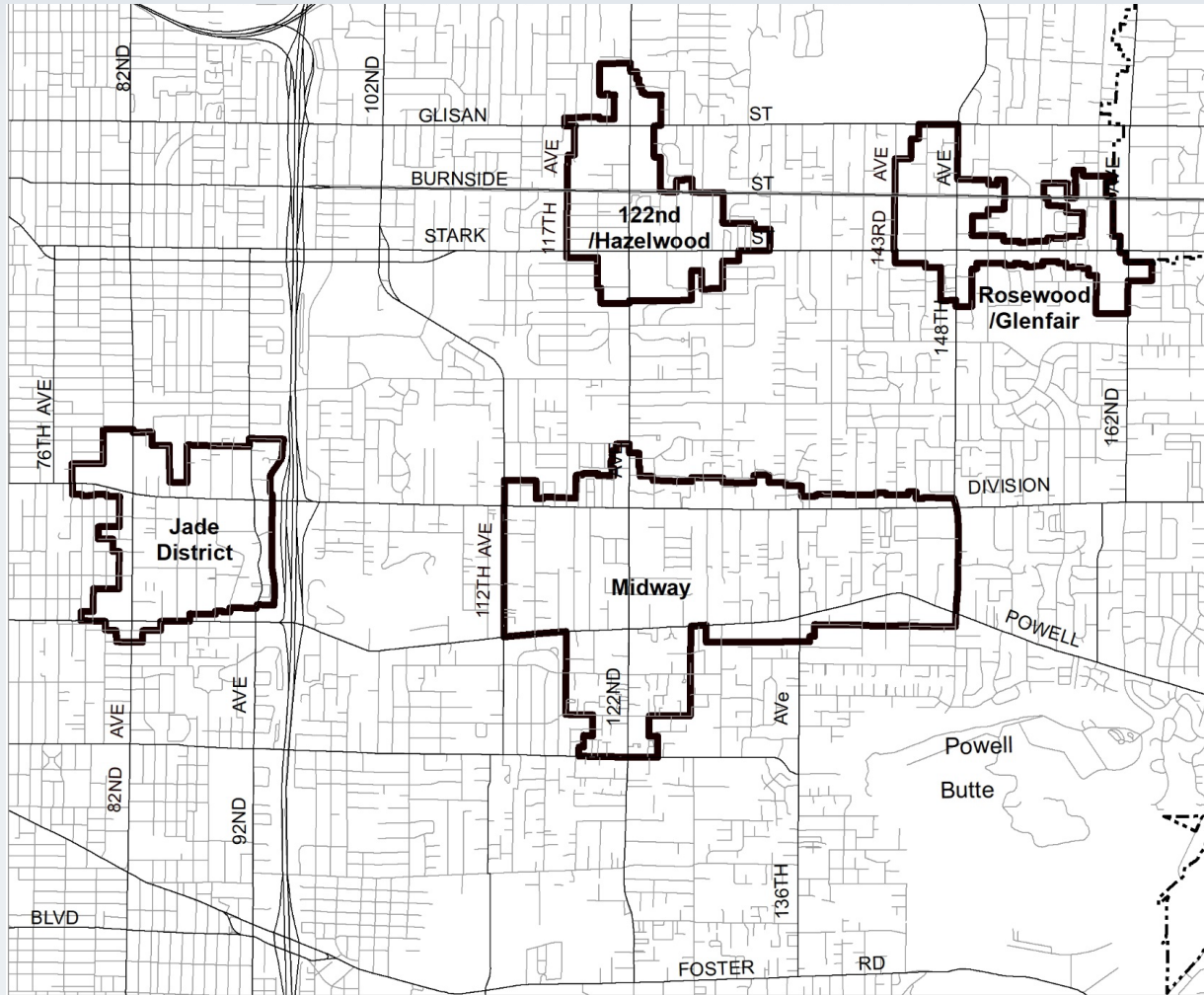
90'-wide site (*minimum*)



120'-wide site

Proposal: For sites more than 160' deep within East Portland centers, require a minimum street frontage of 90' for new development.

Limitations on Narrow Site Development in East Portland



Proposal: For sites more than 160' deep within East Portland centers, require a minimum street frontage of 90' for new development.

Reduce Disincentives to Providing Street Connections



Public Street

Currently, street space is subtracted from development allowances

Private Driveway

Proposal

Calculate development allowances (FAR) prior to street dedication.

Transportation and Parking Demand Management

Proposal

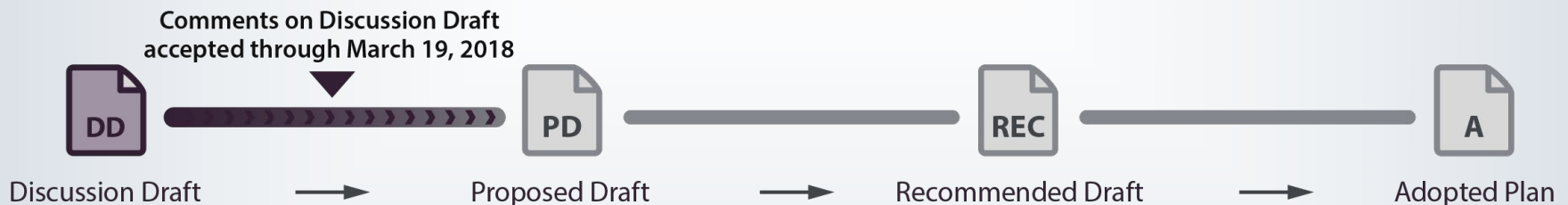
Require Transportation and Parking Demand Management (TDM) in the higher-density multi-dwelling zones (RM2 - RX).

Option for “pre-approved” TDM plans:

- **Multimodal Financial Incentives** - fee per unit equivalent to cost of TriMet pass (currently \$1,100) - applied toward TriMet passes, bike share membership, or car share programs.
- **Education and Information**
- **Annual Transportation Options Surveys**

Next Steps

- Discussion Draft Available: **January 22nd**
- Public Comment Period: **Jan. 22nd – March 19th**
- Proposed Draft: **May 2018**
- Planning & Sustainability Commission: **Summer 2018**



Project website: www.portlandoregon.gov/bps/betterhousing



Better Housing by Design:

An update to Portland's Multi-Dwelling Zoning Code

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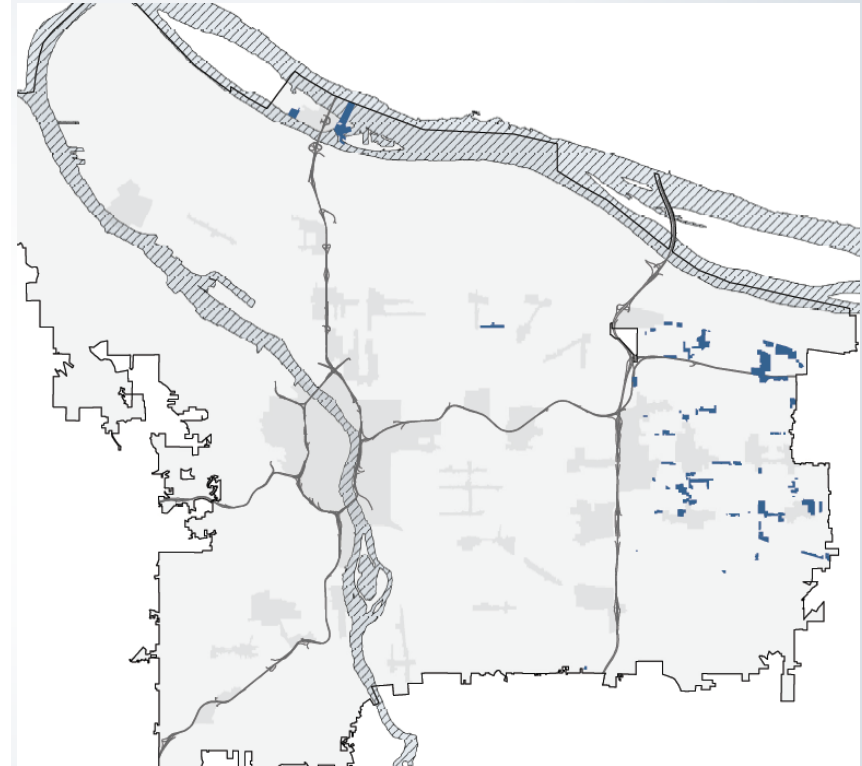
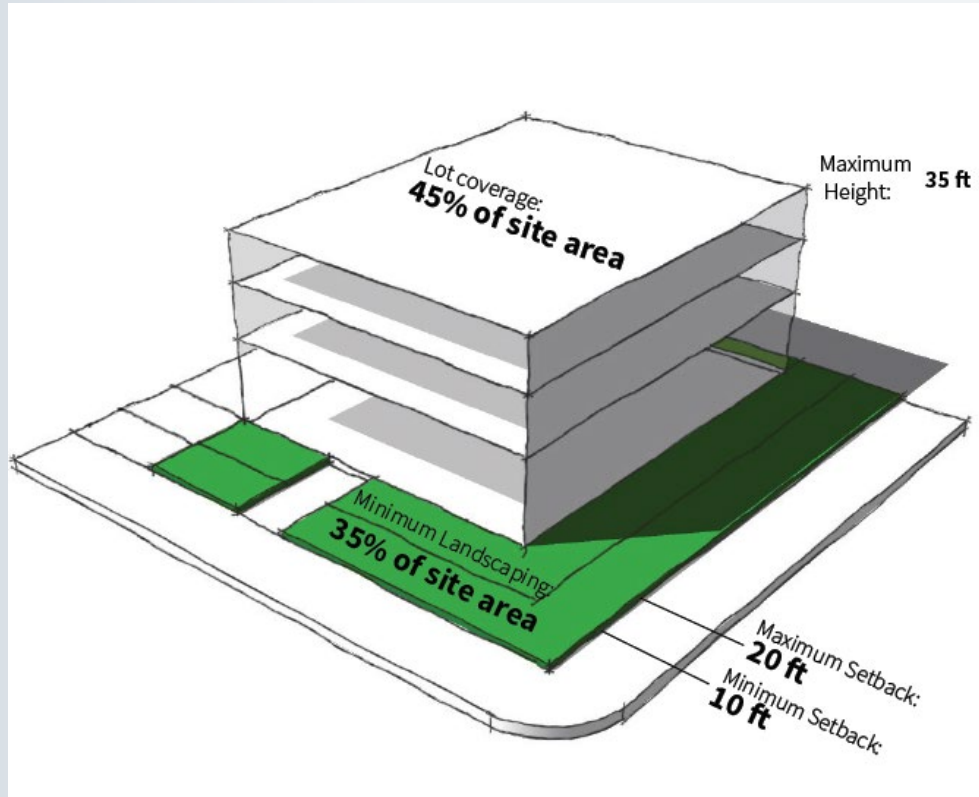


Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.



Density and Scale - Current Approach

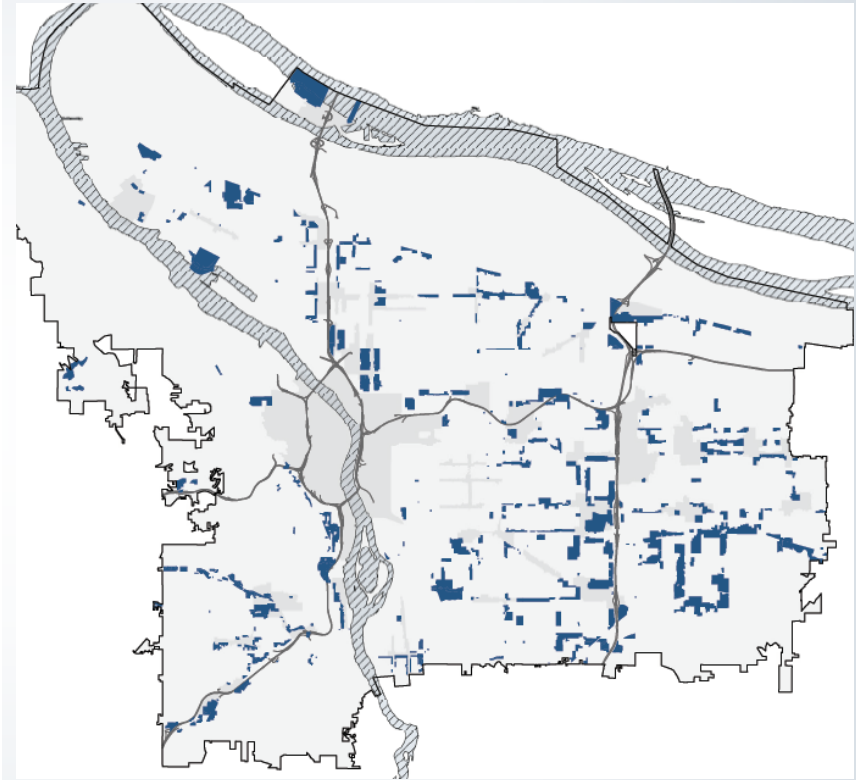
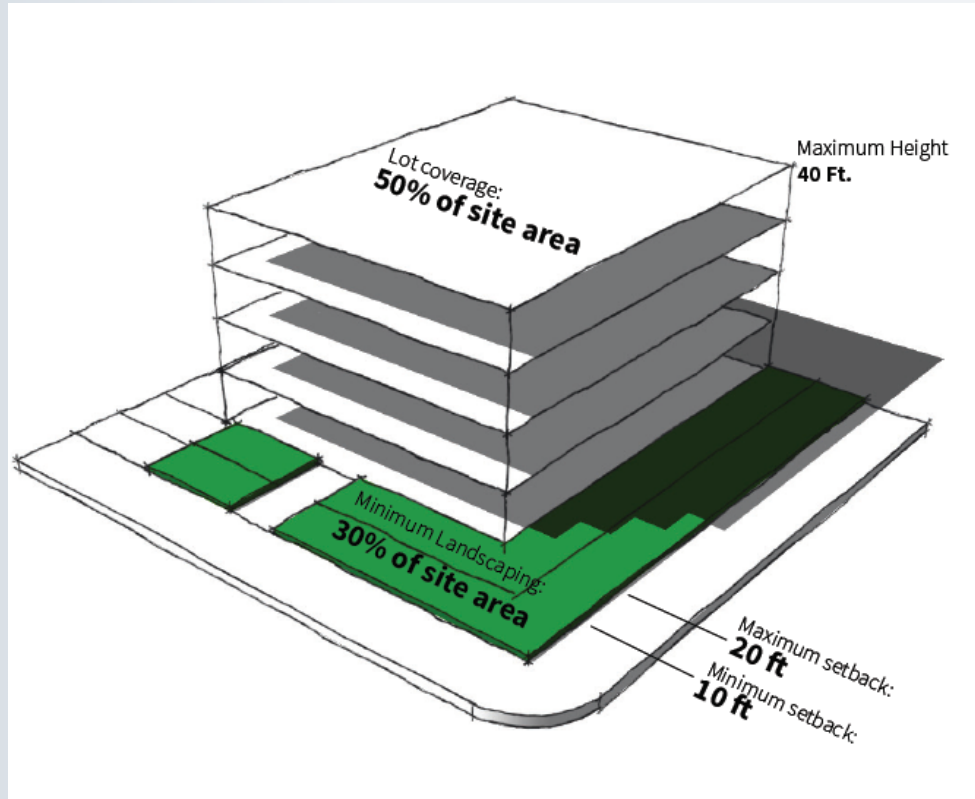
Background - R3 Zone



Maximum Density: 1 unit per 3,000 square feet of site area
(3 units on 10,000 square foot site)

Density and Scale - Current Approach

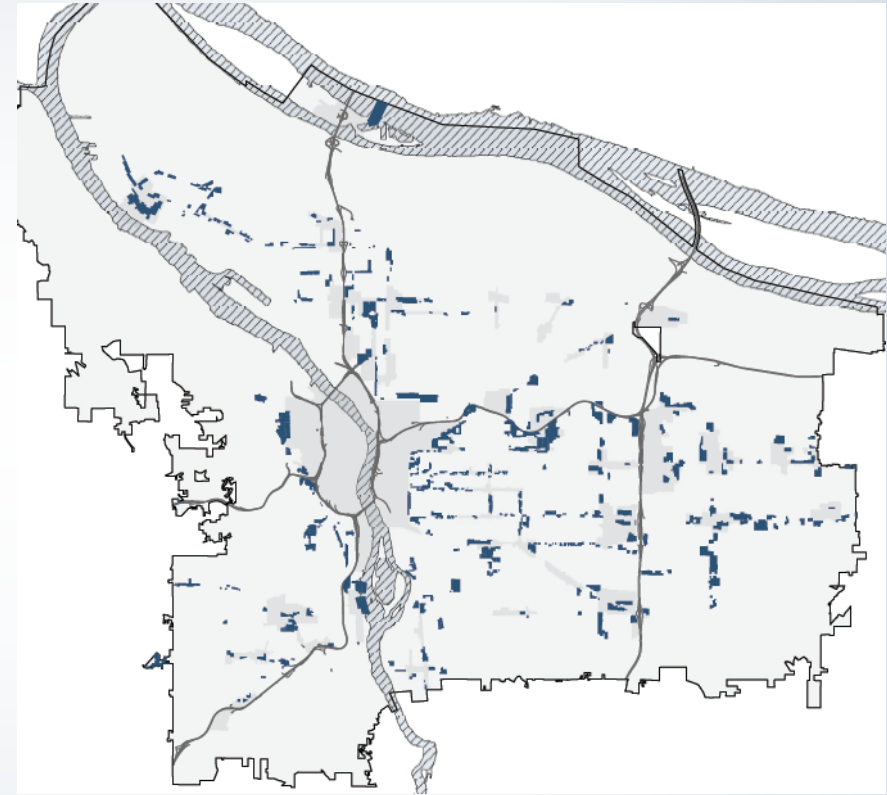
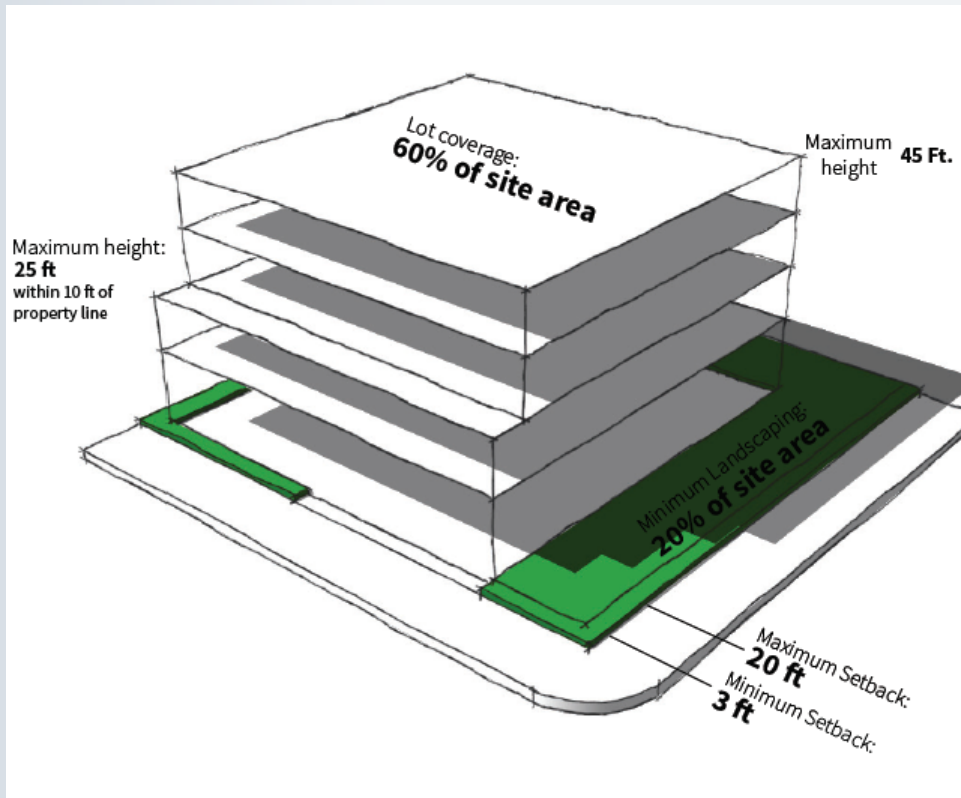
Background - R2 Zone



Maximum Density: 1 unit per 2,000 square feet of site area
(5 units on 10,000 square foot site)

Density and Scale - Current Approach

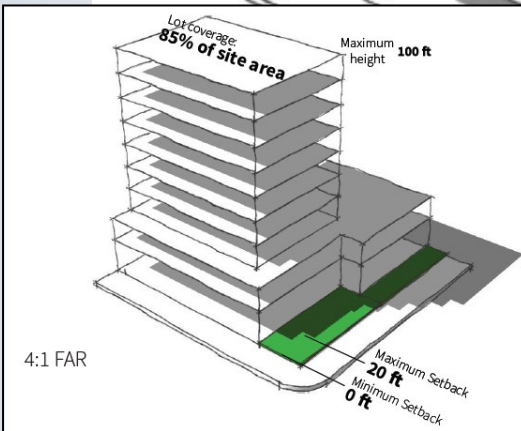
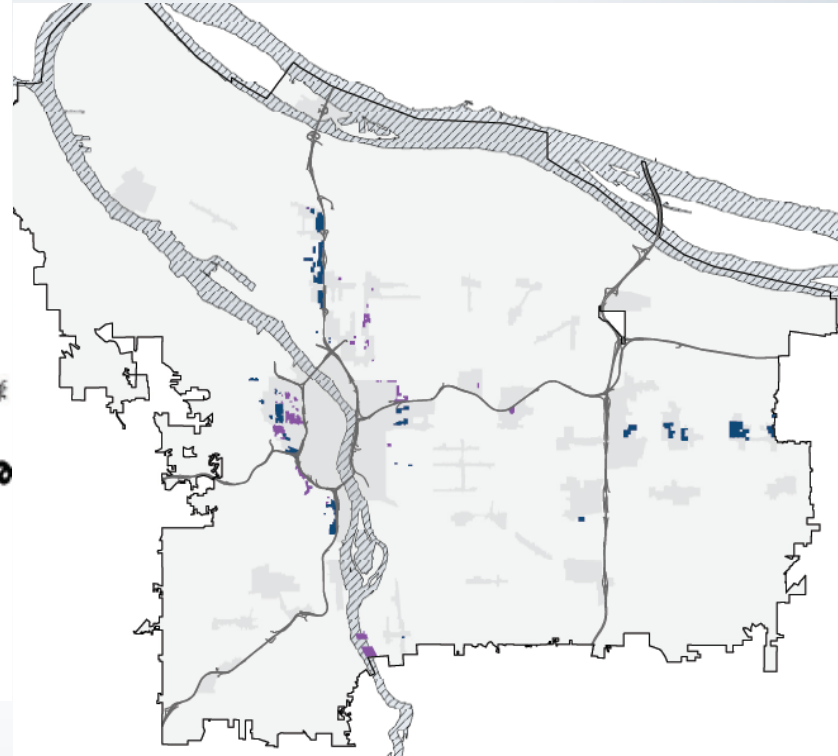
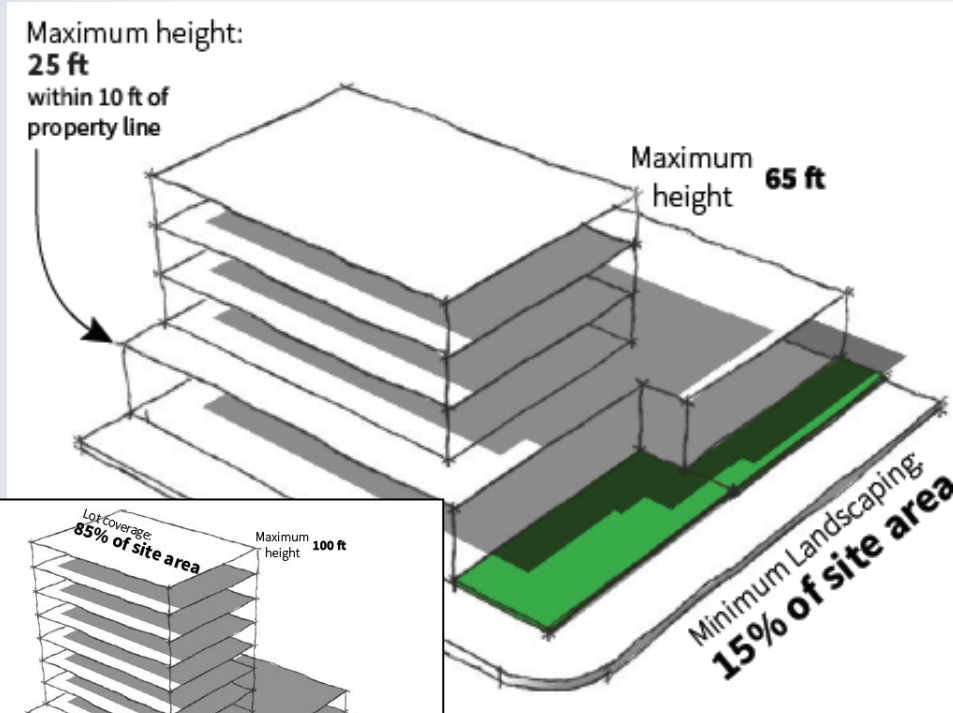
Background - R1 Zone



Maximum Density: 1 unit per 1,000 square feet of site area
(10 units on 10,000 square foot site)

Density and Scale - Current Approach

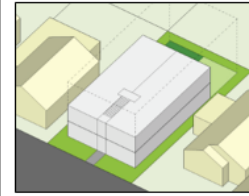
Background - RH Zone



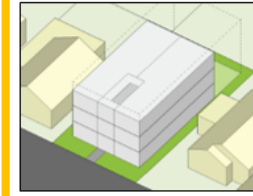
Maximum Density: 2:1 FAR or 4:1 FAR
(unit count varies, density regulated by FAR)

RM1

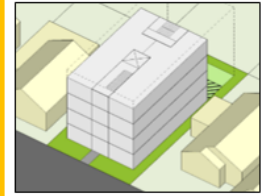
1 to 1



1.5 to 1

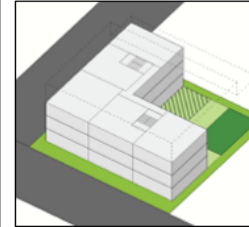


2 to 1 FAR

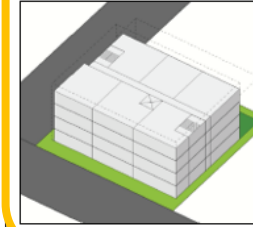


RM2

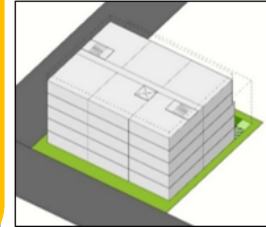
1.5 to 1



2.25 to 1



3 to 1 FAR



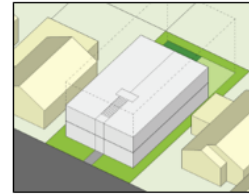
Achieving Bonus FAR

Proposal: New Affordable Housing Incentives:

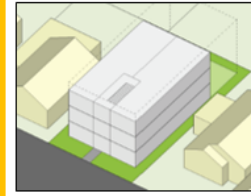
- **Inclusionary Housing Bonus.** Increase the inclusionary housing development bonus to 50% (beyond base FAR).
- **Moderate Income Family Housing Bonus.** Provide a development bonus (25% of base FAR) for projects in which at least half of units have 3 bedrooms and are affordable at 100% MFI.
- **Affordable Housing Preservation Development Transfer.** Provide a FAR transfer option for sites providing long-term preservation of existing affordable housing.

RM1

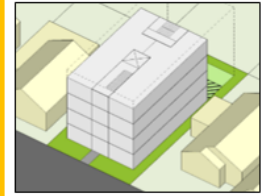
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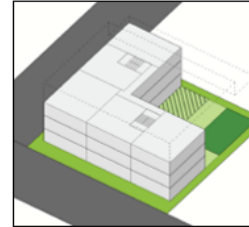


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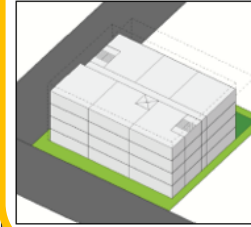


RM2

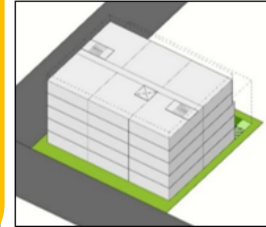
1.5 to 1



2.25 to 1



3 to 1 FAR



Achieving Bonus FAR

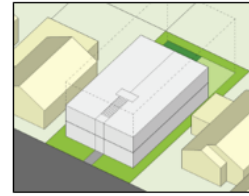
Other Development Transfer Options:

- **Historic preservation.** Transfer of unused development potential (FAR) in exchange for preserving historic buildings.
- **Tree preservation *(new)*.** Transfer of unused development potential from a site in exchange for preserving large trees.

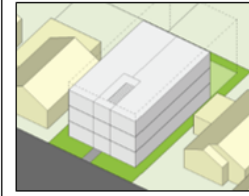


RM1

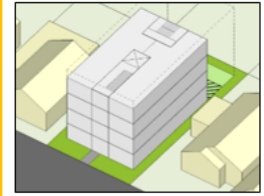
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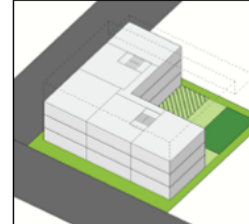


2 to 1 FAR

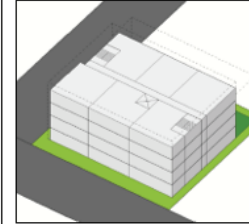


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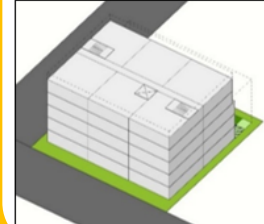
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2.25 to 1



3 to 1 FAR



Achieving Bonus FAR

- **Proposal:** Special Bonus for Deeper Affordability. Provides a greater development bonus (100% of base FAR, plus additional allowed height and building coverage) for projects in which at least half of the units are affordable at 60% MFI.

Development Bonuses: Prioritize Affordable Housing

Existing Development Bonuses	Proposed Concept Direction
Affordable housing	Prioritize by increasing amount of development bonus (beyond current 25 percent bonus, potentially to 50 percent).
Three bedroom units	Continue, in order to provide an incentive for family-sized units.
Outdoor recreation facilities Play areas for children Large outdoor areas	Remove as a development bonus, but address through new requirements for shared outdoor spaces.
Storage areas Sound insulation Crime prevention Solar water heating	Remove as a development bonus.
Tree preservation	Remove as a development bonus, but address through a new transfer of development rights allowance for tree preservation.