



# Better Housing by Design:

An update to Portland's Multi-Dwelling Zoning Code

Work Session #1

Planning and Sustainability Commission

September 25, 2018



Bureau of Planning and Sustainability  
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# Better Housing by Design Work Session

September 25, 2018

## Topics: Scale/FAR, Bonuses and Transfers, Density

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**A. Spectrum of zones** (single-dwelling, multi-dwelling, mixed-use)

**B. Specific items under consideration:**

1. Multi-dwelling zone FAR and scale
2. Historic district bonuses and transfers
3. RM4 zone 100' height
4. Pre-existing density transfers
5. Minimum density requirements



# Work Session Schedule and Topics

## September 25 (2.5 hours) – Work Session #1

- Spectrum of residential zones
- Multi-dwelling zone FAR and scale
- Bonus and FAR transfer provisions
- Minimum density

## October 9 (1.5 hours) – Work Session #2

- East Portland standards
- Street Connections
- Parking ratios / TDM

## November 13 (2 hours) – Work Session #3

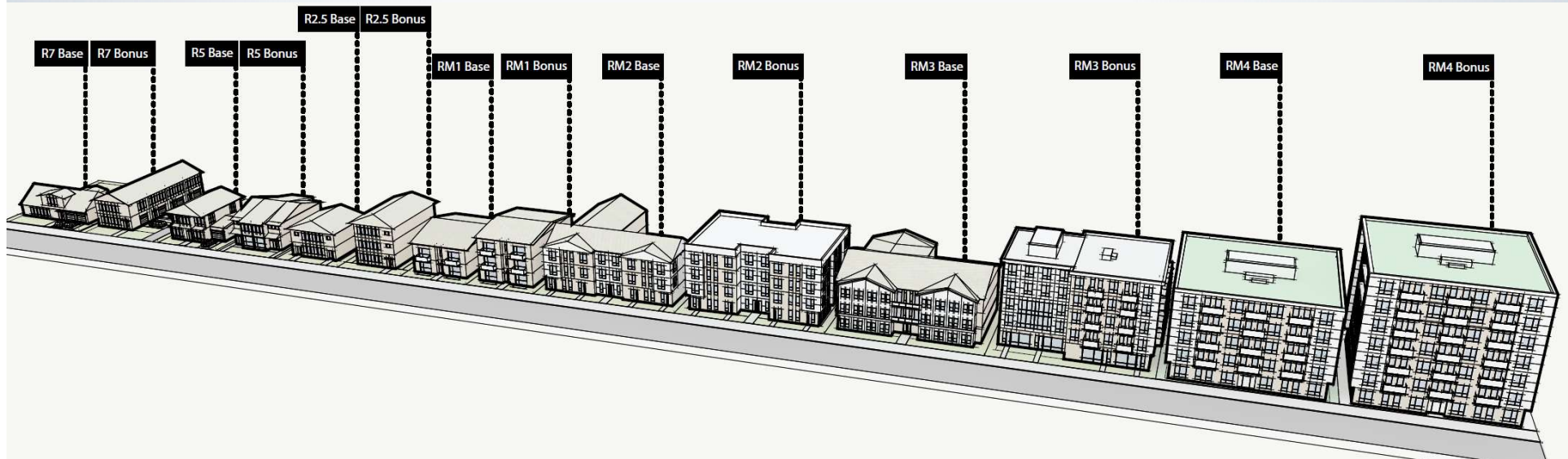
- Parking design
- Building design (setbacks, height transitions, etc.)
- Visitability

## December 11 (2.5 hours) – Recommendation

- Final reconciliation of decisions
- Vote on recommendation




# Spectrum of Residential Zones





# Spectrum of Single-Dwelling Zones



ZONE	R7 BASE	R7 BONUS	R5 BASE	R5 BONUS	R2.5 BASE	R2.5 BONUS
FAR	.4:1	.7:1	.5:1	.8:1	.8:1	1:1
MAX HEIGHT	30'	30'	30'	30'	35'	35'
COVERAGE	35%	35%	45%	45%	45%	45%
FRONT SETBACK	15'	15'	10'	10'	10'	10'
UNITS	1	3-4	1	3-4	2	3-4
BUILDING SQ.FT.	2,800 SF	5,600 SF	2,500 SF	4,000 SF	3,500 SF	5,000 SF



# Spectrum of Multi-Dwelling Zones



ZONE	RM1 BASE	RM1 BONUS	RM2 BASE	RM2 BONUS	RM3 BASE	RM3 BONUS	RM4 BASE	RM4 BONUS
FAR	1:1	1.5:1	1.5:1	2.25:1	2:1	3:1	4:1	6:1
MAX HEIGHT	35'	35'	45'	45'	65'	65'	75'	75'
COVERAGE	50%	50%	60% or 70%	60% or 70%	85%	85%	85%	85%
FRONT SETBACK	10'	10'	5'/10'	5'/10'	5'/10'	5'/10'	0'/5'	0'/5'
UNITS on 5,000 sf lot	2-4 or more	2-6 or more	3-8 or more	3-12 or more	5-10 or more	5-15 or more	5-18 or more	5-27 or more
BLDG SQ.FT.	5,000 SF	7,500 SF	15,000 SF	22,500 SF	20,000 SF	30,000 SF	40,000 SF	60,000 SF



# R5 through RM2 Zones



ZONE	R5 BASE	R5 BONUS	R2.5 BASE	R2.5 BONUS	RM1 BASE	RM1 BONUS	RM2 BASE	RM2 BONUS
FAR	.5:1	.8:1	.8:1	1:1	1:1	1.5:1	1.5:1	2.25:1
MAX HEIGHT	30'	30'	35'	35'	35'	35'	45'	45'
COVERAGE	45%	45%	45%	45%	50%	50%	60% or 70%	60% or 70%
FRONT SETBACK	10'	10'	10'	10'	10'	10'	5'/10'	5'/10'
UNITS	1	3-4	2	3-4	2-4 or more	2-6 or more	3-8 or more	3-12 or more
BUILDING SQ.FT.	2,500 SF	4,000 SF	3,500 SF	5,000 SF	5,000 SF	7,500 SF	15,000 SF	22,500 SF

## Major differences between RM1 and R2.5 zones include:

- No maximum density in RM1 zone.
- No requirement for land division for large site development in RM1, and allowances for broader range of housing types (multi-dwelling buildings, clusters of houses or plexes, etc.).
- R2.5 zone assumes land division or planned development for more than 4 units on a site.





# Multi-Dwelling and Commercial Zones



ZONE	RM1 BASE	RM1 BONUS	RM2 BASE	RM2 BONUS	RM3 BASE	RM3 BONUS	RM4 BASE	RM4 BONUS
FAR	1:1	1.5:1	1.5:1	2.25:1	2:1	3:1	4:1	6:1
MAX HEIGHT	35'	35'	45'	45'	65'	65'	75'	6:1
COVERAGE	50%	50%	60% or 70%	60% or 70%	85%	85%	85%	75'
FRONT SETBACK	10'	10'	5'/10'	5'/10'	5'/10'	5'/10'	0'/5'	85%
UNITS on 5,000 sf lot	2-4 or more	2-6 or more	3-8 or more	3-12 or more	5-10 or more	5-15 or more	5-18 or more	0'/5'
BLDG SQ.FT.	5,000 SF	7,500 SF	15,000 SF	22,500 SF	20,000 SF	30,000 SF	40,000 SF	5-27 or more
								60,000 SF



ZONE	CM1 BASE	CM1 BONUS	CE BASE	CE BONUS	CM2 BASE	CM2 BONUS	CM3 BASE	CM3 BONUS
FAR	1.5:1	2.5:1	2.5:1	3:1	2.5:1	4:1	3:1	5:1
MAX HEIGHT	35'	35'	45'	45'	45'	55'	65'	75'
COVERAGE	85% / 75%	85% / 75%	85% / 75%	85% / 75%	100% / 85%	100% / 85%	100% / 85%	100% / 85%
FRONT SETBACK	0' / 5'	0' / 5'	0' / 5'	0' / 5'	0' / 5'	0' / 5'	0' / 5'	0' / 5'
UNITS on 5,000 sf lot	Up to 6 or more	Up to 14 or more	Up to 14 or more	Up to 16 or more	3 - 14 or more	3 - 22 or more	5-16 or more	5-27 or more

# Multi-Dwelling and Commercial Zones

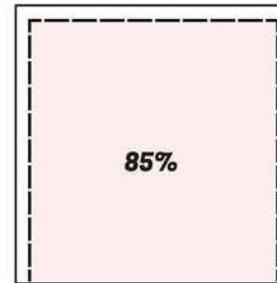
## Building coverage limits



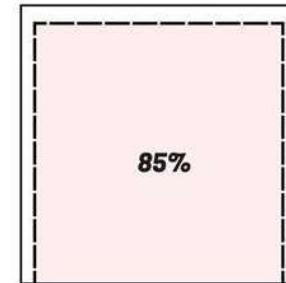
RM1



RM2



RM3



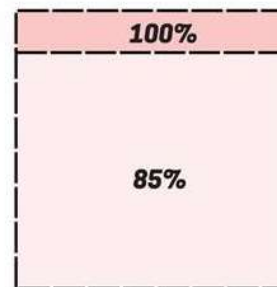
RM4



CM1



CE



CM2




CM3






# Multi-Dwelling and Commercial Zones: RM2 and CM2

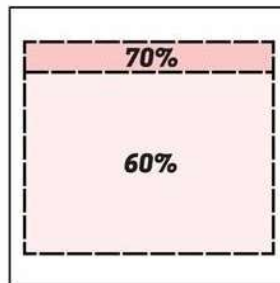


RM2 BASE	RM2 BONUS	
1.5:1	2.25:1	
45'	45'	
60% or 70%	60% or 70%	

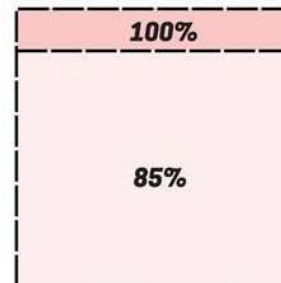


CM2 BASE	CM2 BONUS	CM BA
2.5:1	4:1	3:1
45'	55'	65'
100% / 85%	100% / 85%	100%

Building  
coverage  
limits



RM2



CM2



# TOPIC 1: FAR/Scale

## Options:

1. **Retain current code** *(keep maximum unit densities)*
2. **Support staff proposal** *(spectrum of FAR, height, coverage)*
3. **Increase base zone allowances beyond those in Proposed Draft**
4. **Change the zoning map**  
(upzone from RM1 to RM2 on corridors)



# New Multi-Dwelling Zones

## New Zone: RM1

Current Zones: R2 and R3

Maximum Height: 35 feet

Max. Building Coverage: 50%

*(63% of MDR zoning)*

## New Zone: RM2

Current Zone: R1

Maximum Height: 45 feet

Max. Building Coverage: 60% or 70%

*(29% of MDR zoning)*

## New Zone: RM3

Current Zone: RH (2:1 FAR)

Maximum Height: 65 feet

Max. Building Coverage: 85%

*(5% of MDR zoning)*

## New Zone: RM4

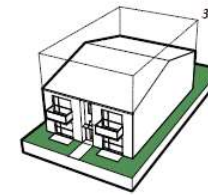
Current Zone: RH (4:1 FAR)

Maximum Height: 75 - 100 feet

Max. Building Coverage: 85%

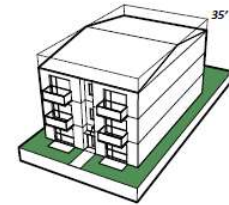
*(3% of MDR zoning)*

Base FAR



1 to 1

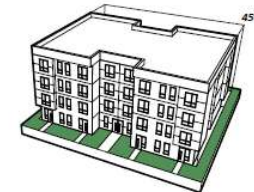
Bonus FAR



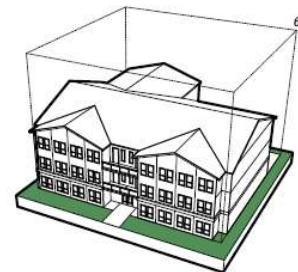
1.5 to 1



1.5 to 1



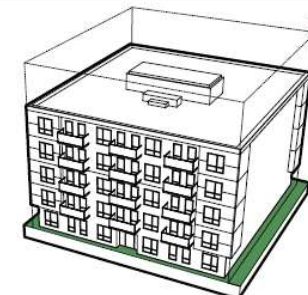
2.25 to 1



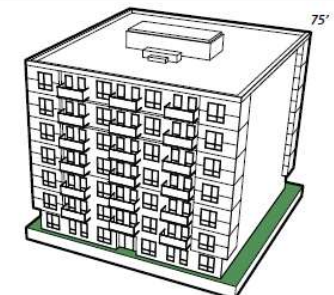
2 to 1



3 to 1



4 to 1



6 to 1



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# Bonus FAR Options

**Base  
FAR**

**+50%**

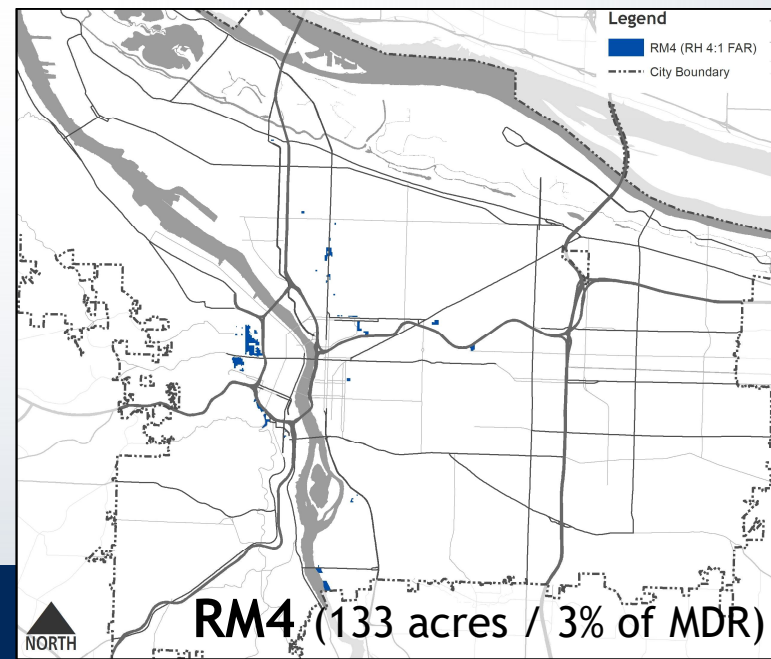
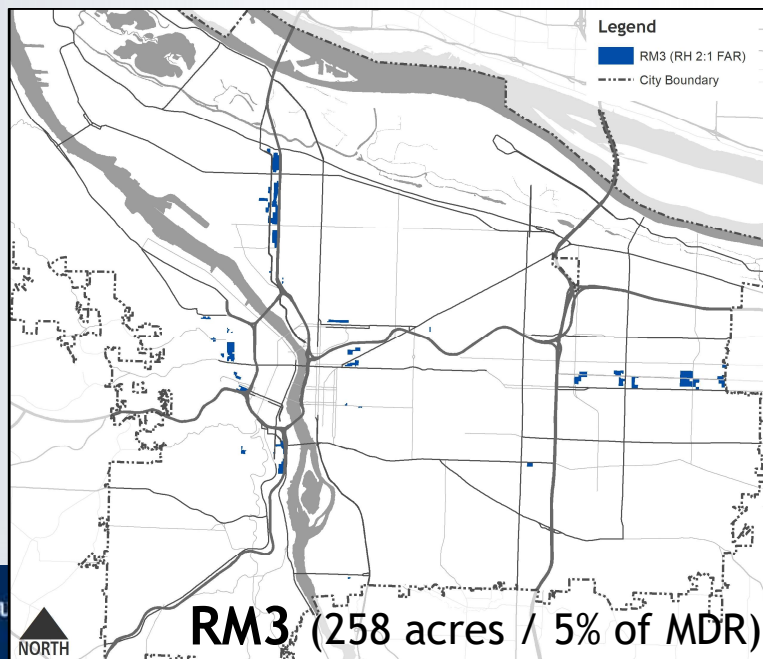
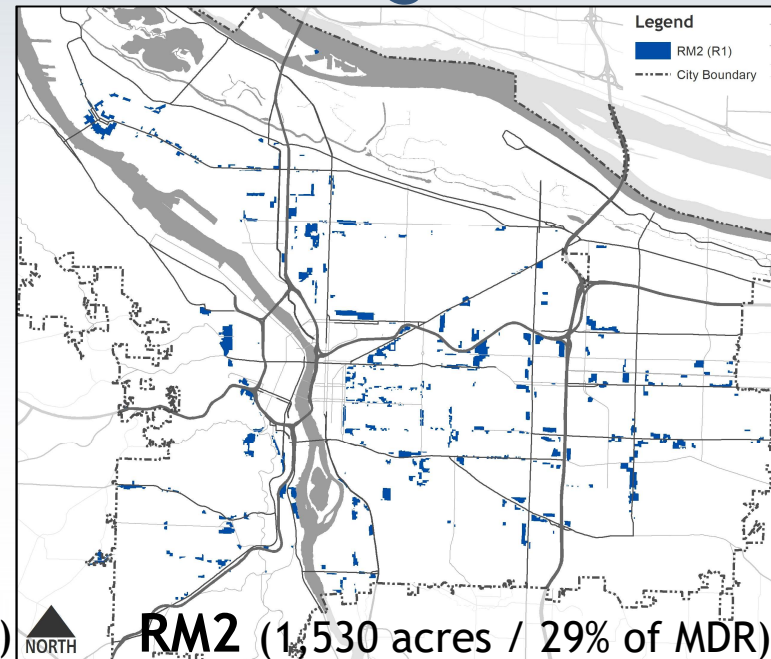
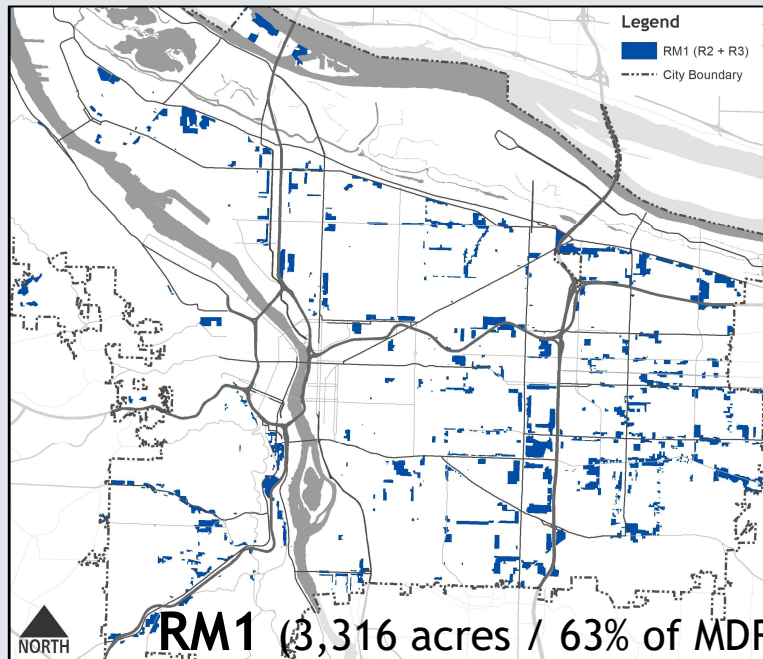
**+100%**

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



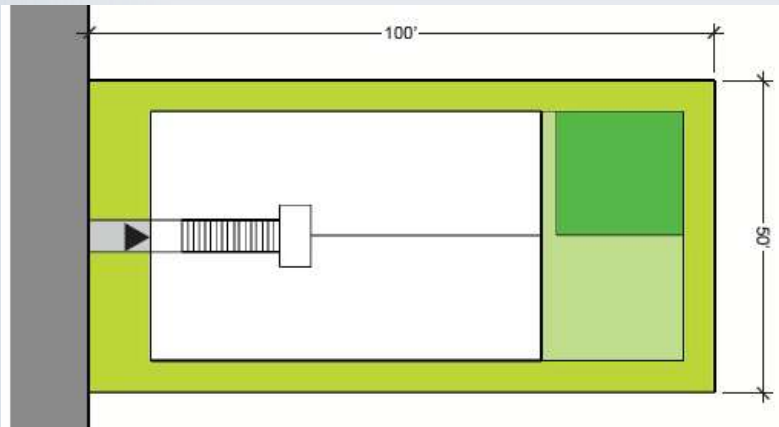


# Locations of the Multi-Dwelling Zones





# TOPIC 1: FAR/Scale



## **RM1 Zone (Base)**

Current Zone: R2 and R3

Base FAR: 1 to 1

Maximum Height: 35 feet

Max. Building Coverage: 50%

**Current (R2) maximum density:**

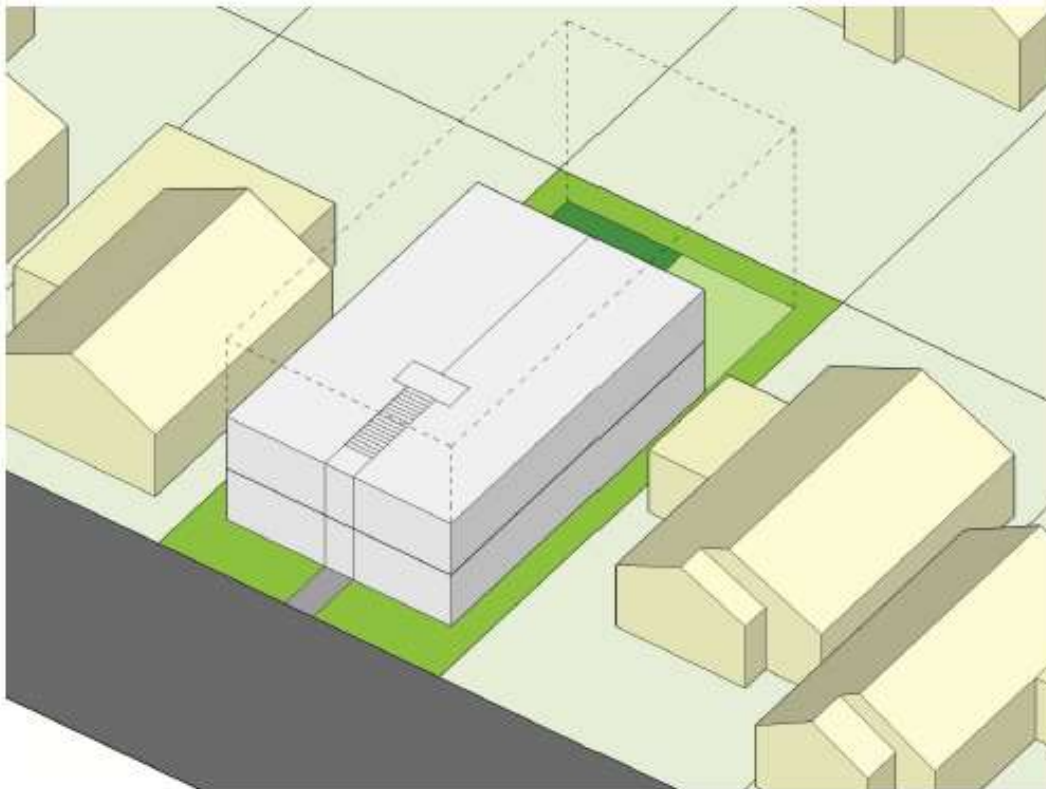
**2 units on 5,000 SF site**

*(1 unit per 2,000 SF of site area)*

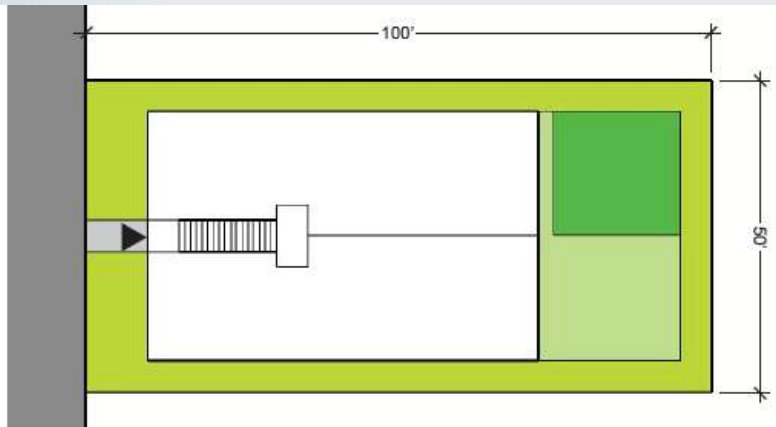
**Potential density with proposal:**

**4 or more units on 5,000 SF site**

*(5,000 SF of allowed floor area)*



# TOPIC 1: FAR/Scale



## **RM1 Zone (Bonus)**

Current Zone: R2 and R3

Bonus FAR: 1.5 to 1

Maximum Height: 35 feet

Max. Building Coverage: 50%

**Current (R2) maximum density:**

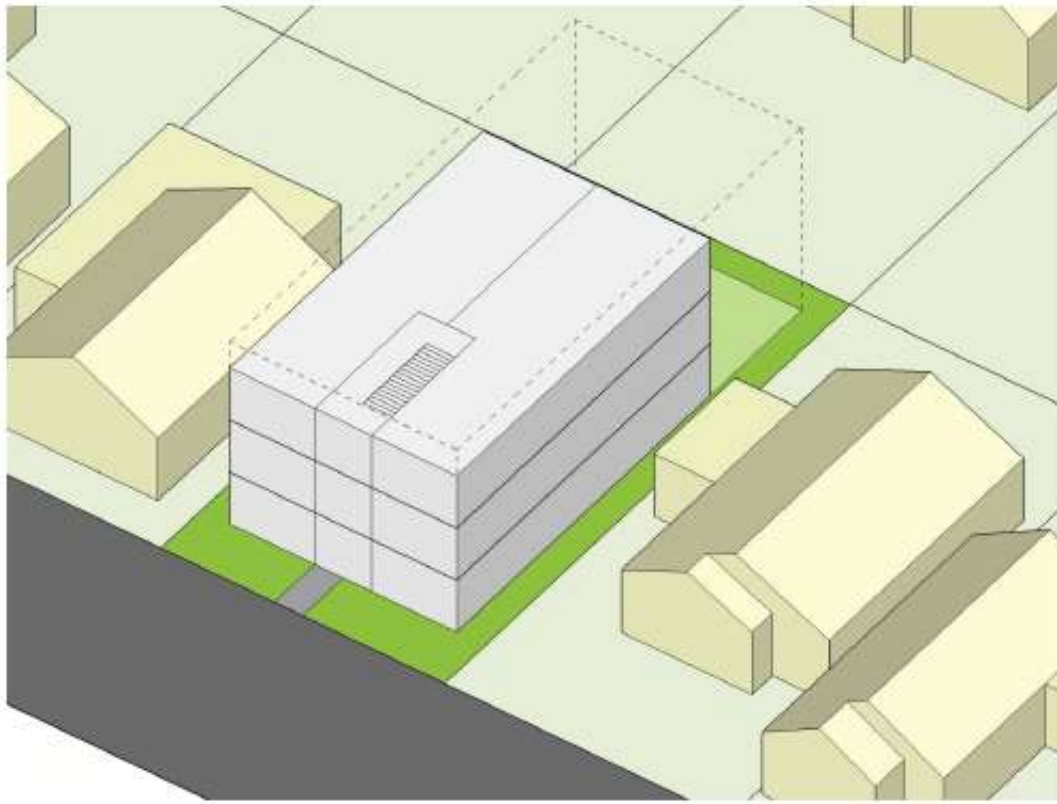
**2 units on 5,000 SF site**

*(1 unit per 2,000 SF of site area)*

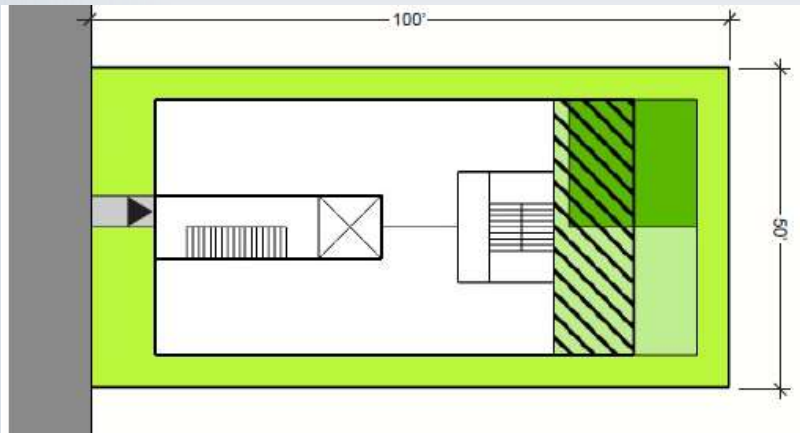
**Potential density with proposal:**

**6 or more units on 5,000 SF site**

*(7,500 SF of allowed floor area)*



# TOPIC 1: FAR/Scale



## RM1 Zone

### **(Deeper Affordability Bonus)**

Current Zone: R2 and R3

Bonus FAR: 2 to 1

Maximum Height: 45 feet

Max. Building Coverage: 60%

### Current (R2) maximum density:

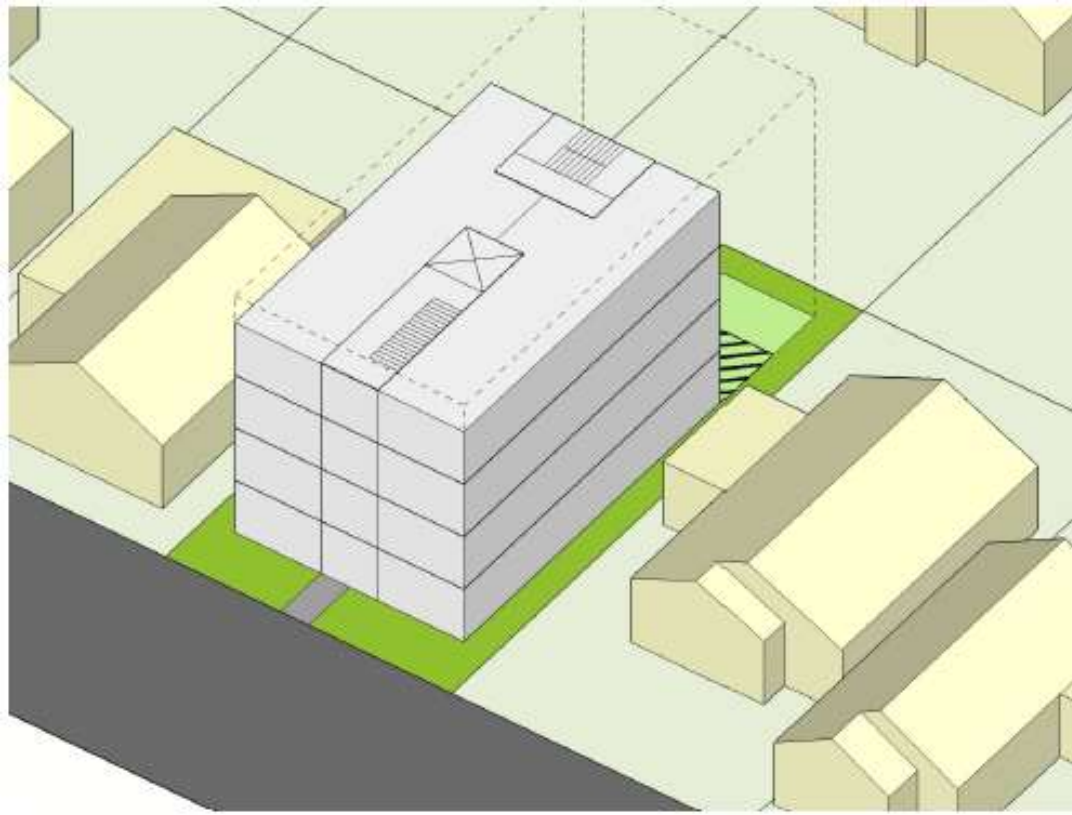
**2 units on 5,000 SF site**

*(1 unit per 2,000 SF of site area)*

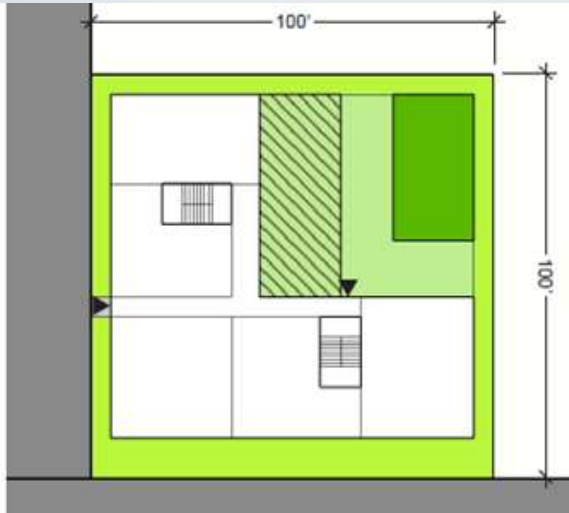
### Potential density with proposal:

**8 or more units on 5,000 SF site**

*(10,000 SF of allowed floor area)*



# TOPIC 1: FAR/Scale



## RM2 Zone (Base)

Current Zone: R1

Base FAR: 1.5 to 1

Maximum Height: 45 feet

Max. Building Coverage: 60% / 70%

Current maximum density:

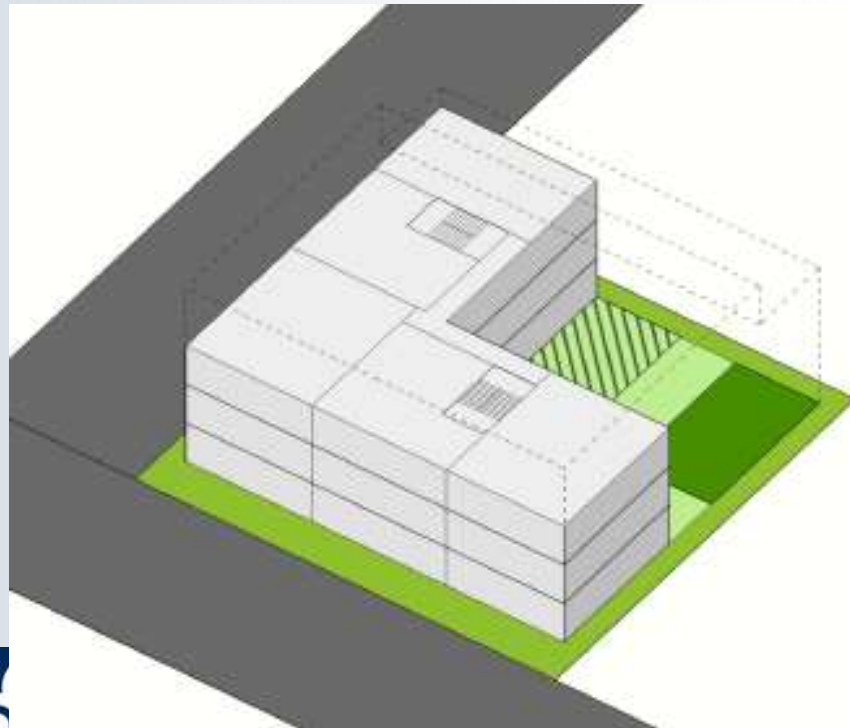
**10 units on 10,000 SF site**

*(1 unit per 1,000 SF of site area)*

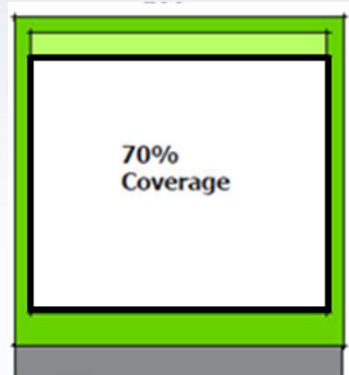
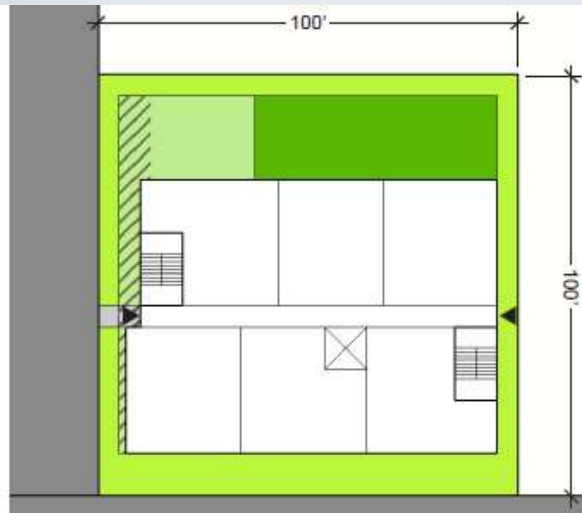
Potential density with proposal:

**15 or more units on 10,000 SF site**

*(15,000 SF of allowed floor area)*



# TOPIC 1: FAR/Scale



## RM2 Zone (Bonus)

Current Zone: R1

Bonus FAR: 2.25 to 1

Maximum Height: 45 feet

Max. Building Coverage: 60% / 70%

### Current maximum density:

10 units on 10,000 SF site

*(1 unit per 1,000 SF of site area)*

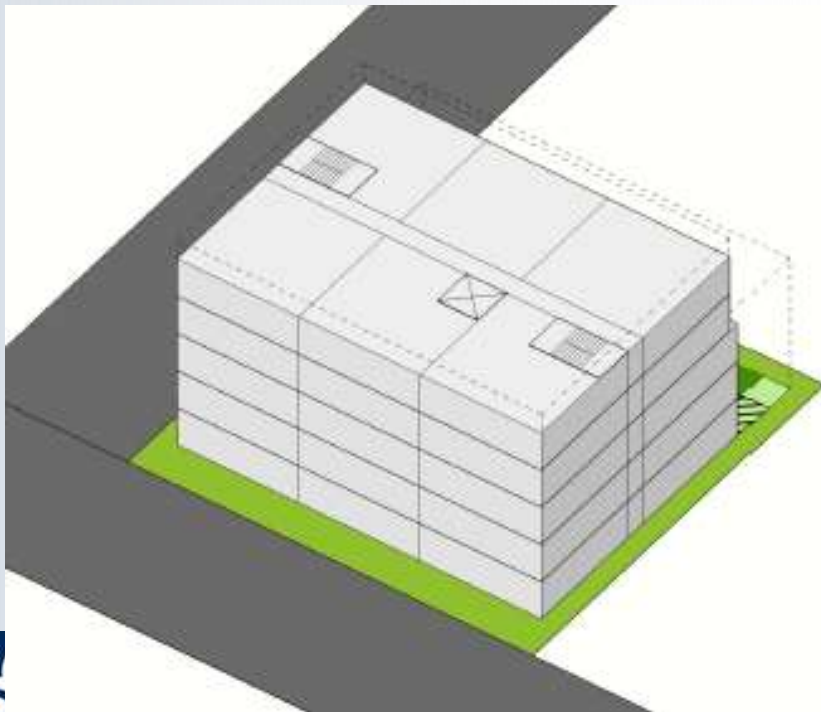
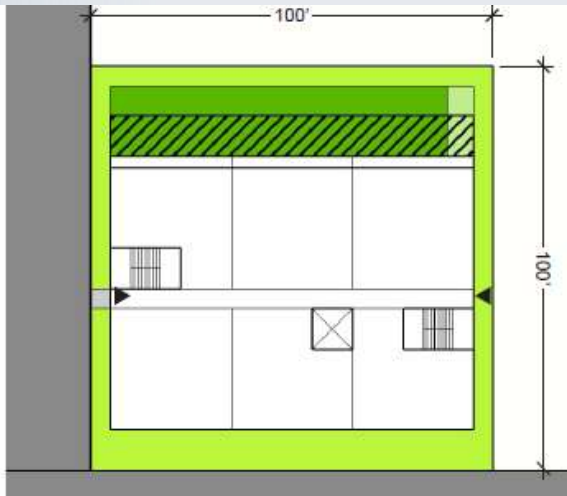
### Potential density with proposal:

**24 or more units on 10,000 SF site**

*(22,500 SF of allowed floor area)*



# TOPIC 1: FAR/Scale



## RM2 Zone

### **(Deeper Affordability Bonus)**

Current Zone: R1

Bonus FAR: 3 to 1

Maximum Height: 55 feet

Max. Building Coverage: 70% / 80%

### Current maximum density:

10 units on 10,000 SF site

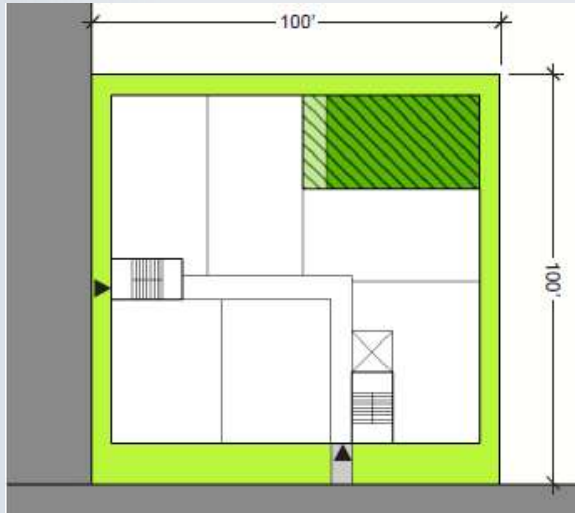
*(1 unit per 1,000 SF of site area)*

### Potential density with proposal:

**30 or more units on 10,000 SF site**

*(30,000 SF of allowed floor area)*

# TOPIC 1: FAR/Scale



## RM3 Zone (Base)

Current Zone: RH (2:1 FAR)

Base FAR: 2 to 1

Maximum Height: 65 feet

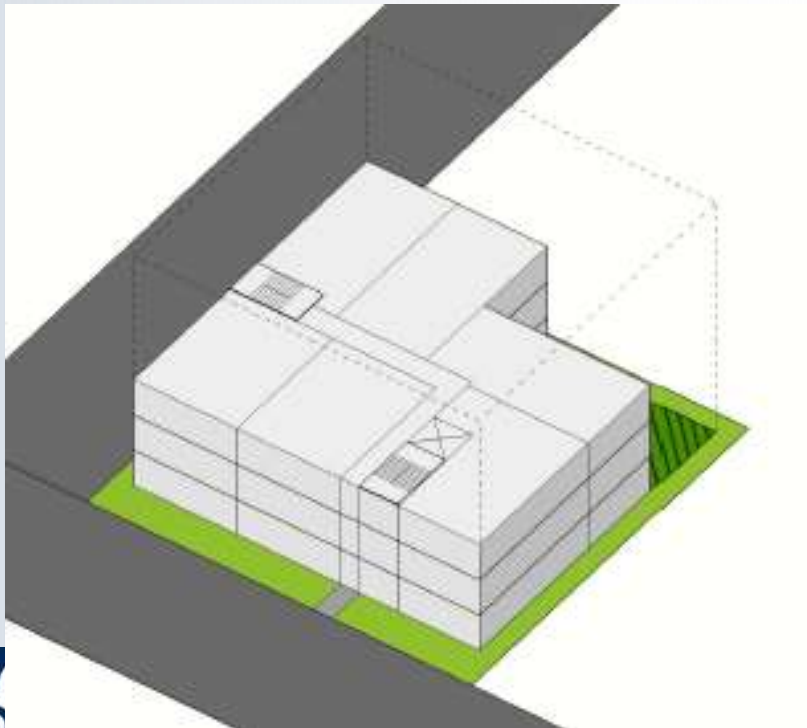
Max. Building Coverage: 85%

*Same base FAR allowances as current RH zoning*

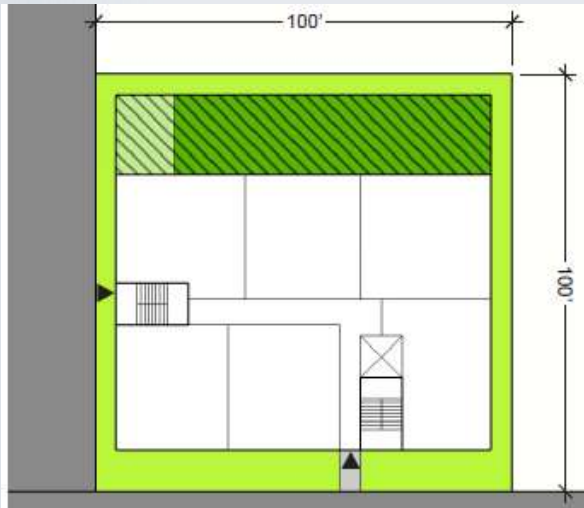
Potential density:

**18 or more units on 10,000 SF site**

*(20,000 SF of allowed floor area)*



# TOPIC 1: FAR/Scale



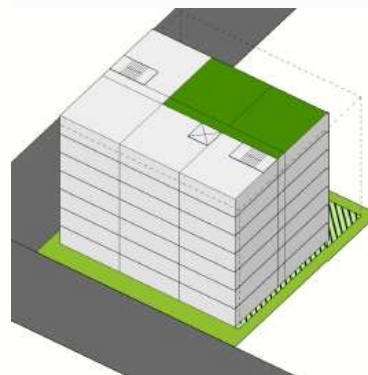
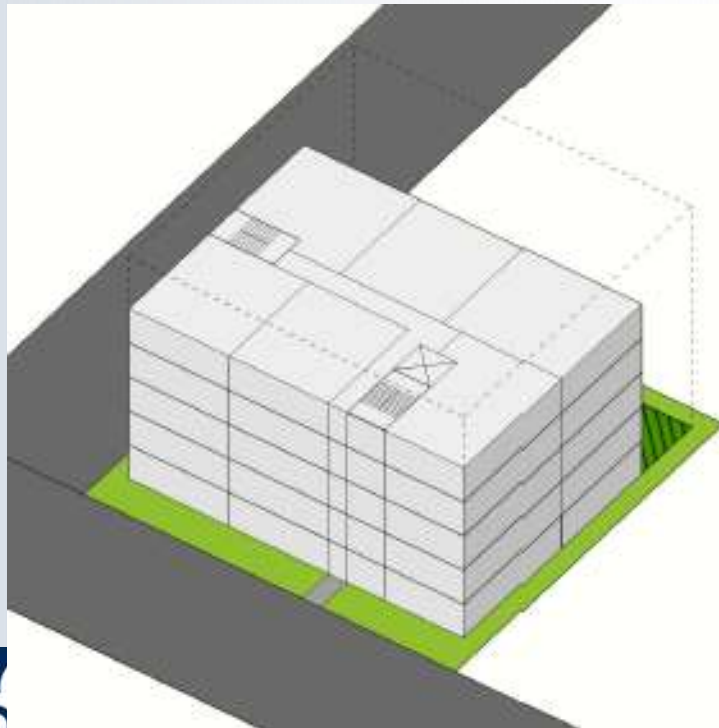
## **RM3 Zone (Bonus)**

Current Zone: RH (2:1 FAR)

Bonus FAR: 3 to 1  
Maximum Height: 65 feet  
Max. Building Coverage: 85%

### **Potential density:**

**30 or more units on 10,000 SF site**  
*(30,000 SF of allowed floor area)*



## **Deeper Affordability Bonus**

Bonus FAR: 4 to 1  
Maximum Height: 75 feet

### **Potential density:**

**42 or more units on 10,000 SF site**  
*(40,000 SF of allowed floor area)*

# TOPIC 1: FAR/Scale



## RM4 Zone (Base)

Current Zone: RH (4:1 FAR)

Base FAR: 4 to 1

Maximum Height: 75/100 feet

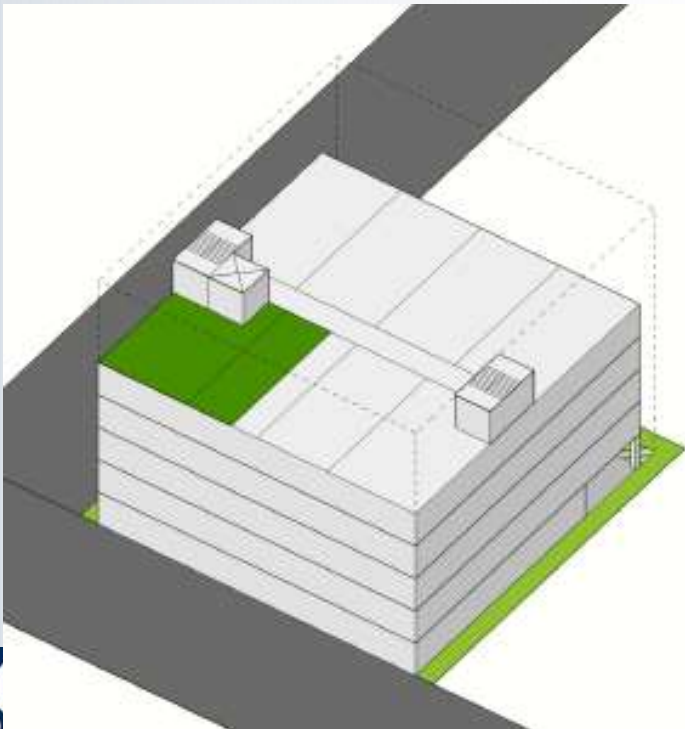
Max. Building Coverage: 85%

*Same base FAR allowances as current RH zoning*

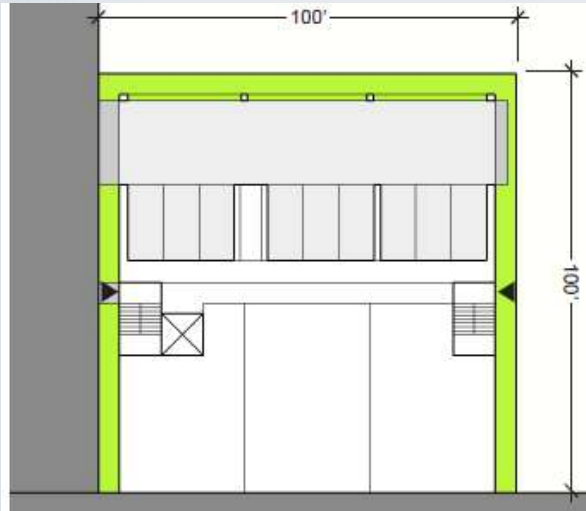
Potential density:

**36 or more units on 10,000 SF site**

*(40,000 SF of allowed floor area)*



# TOPIC 1: FAR/Scale



## RM4 Zone (Bonus)

Current Zone: RH (2:1 FAR)

Bonus FAR: 6 to 1

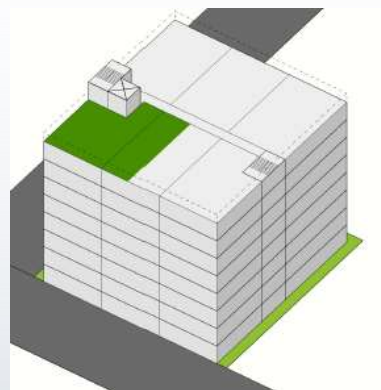
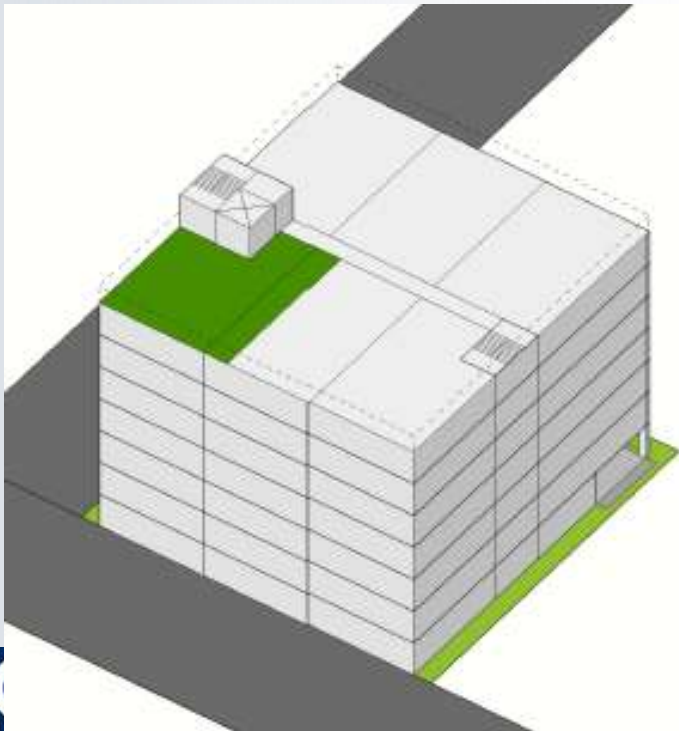
Maximum Height: 75/100 feet

Max. Building Coverage: 85%

### Potential density:

**52 or more units on 10,000 SF site**

*(60,000 SF of allowed floor area)*



## **Deeper Affordability Bonus**

Bonus FAR: 7 to 1

Maximum Height: 85 feet

### **Potential density:**

**64 or more units on 10,000 SF site**

*(70,000 SF of allowed floor area)*



# TOPIC 1: FAR/Scale



.6 to 1 (RM1)



1 to 1 (RM1)



1.2 to 1 (RM1 bonus or RM2)



1.4 to 1 (RM1 bonus or RM2)



1.7 to 1 (RM2 bonus or RM3)



2.3 to 1 (RM2 bonus or RM3)

Historic examples - approximate FARs



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# TOPIC 1: FAR/Scale



.7 to 1



1 to 1



1 to 1



1 to 1



1.2 to 1 \*



1.3 to 1 \*

**Contemporary examples in the R2 zone (RM1) - approximate FARs**

*\*Would require FAR bonus or transfer to achieve in RM1*



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# TOPIC 1: FAR/Scale



.8 to 1



1.2 to 1



1.3 to 1



1.5 to 1



1.8 to 1 \*



2 to 1 \*

**Contemporary examples in the R1 zone (RM2) - approximate FARs**

*\*Would require FAR bonus or transfer to achieve in RM2*



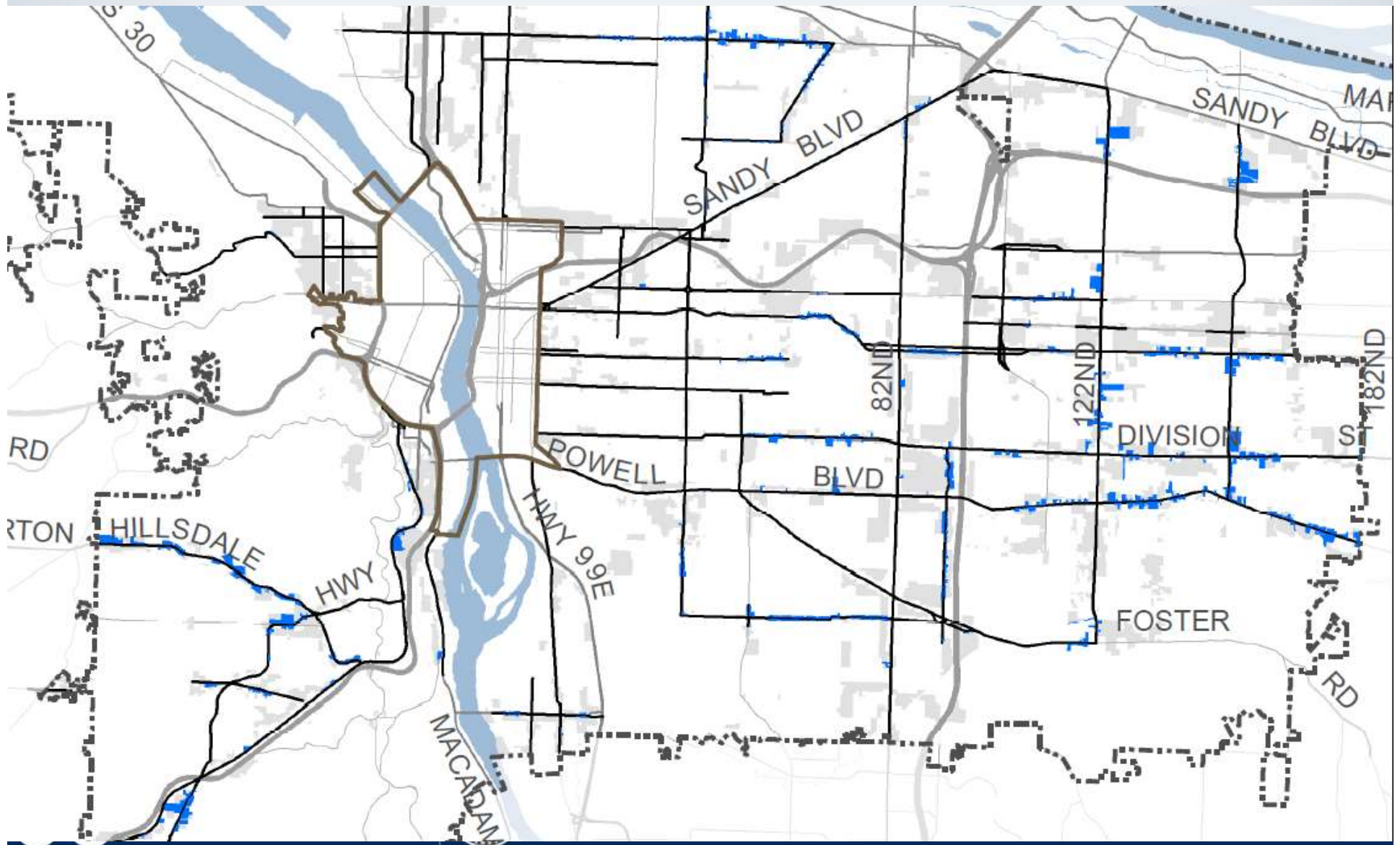
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# TOPIC 1: FAR/Scale

RM1 zoning abutting Civic or Neighborhood Corridors (660 acres)



# TOPIC 1: FAR/Scale

## Options:

1. **Retain current code** *(keep maximum unit densities)*
2. **Support staff proposal** *(spectrum of FAR, height, coverage)*
3. **Increase base zone allowances beyond those in Proposed Draft**
4. **Change the zoning map**  
(upzone from RM1 to RM2 on corridors)





## TOPIC 2: Historic District Bonuses & Transfers

### Options:

#### 1. Support staff proposal

- Allow IH and 3-bedroom bonuses in historic districts
- Do not allow for FAR transfers or deeper affordability bonus

#### 2. Modify proposal to allow FAR transfers into historic districts, but do not allow additional height or the deeper affordability bonus

#### 3. Change proposal to not exclude historic districts from any bonuses or FAR transfer options, including allowances for additional height



# 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"> <li>Allowed by right</li> <li>Varies by zone</li> </ul>	<ul style="list-style-type: none"> <li>Inclusionary housing: full 50% bonus</li> <li>Moderate income family housing: 25% bonus <i>(new approach)</i> (at least half of units must have 3 bedrooms affordable at 100% of MFI)</li> <li>FAR transfers from sites preserving:                             <ul style="list-style-type: none"> <li>Existing affordable housing <i>(new approach)</i></li> <li>Trees <i>(new approach)</i></li> <li>Historic resources</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Special bonus for deeper housing affordability (At least half of units must be affordable at 60% MFI) <i>(new approach)</i></li> </ul> <p><b><i>Not available in historic districts</i></b></p>



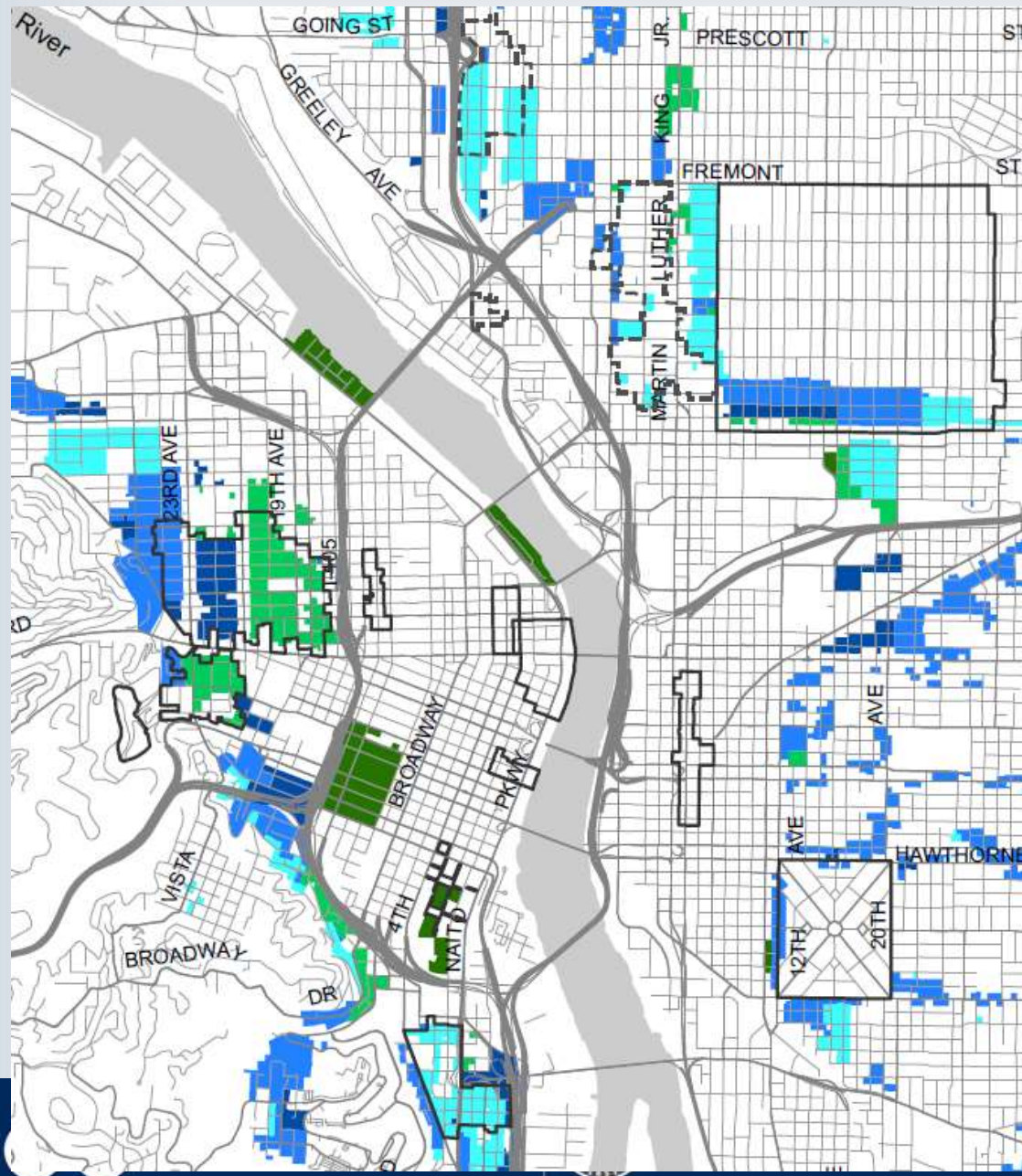
## TOPIC 2: Historic District Bonuses & Transfers

Historic district approaches vary by area and zone

	FAR	Height
Central City	Allows FAR bonuses and transfers	Not allowed
Mixed Use Zones	None allowed	Not Allowed
Multi-Dwelling Zones (BHD)	Allows FAR bonuses for IH and 3-bedroom units  No FAR transfers  No deeper affordability bonus <i>(provides additional FAR, height, coverage)</i>	Not allowed



## TOPIC 2: Historic District Bonuses & Transfers



**Percentage of Multi-Dwelling Zoning Located in Historic or Conservation Districts**

Zone	% and Acres
RM1	2% (70 acres)
RM2	5% (69 acres)
RM3	13% (35 acres)
RM4	41% (55 acres)
<b>Total</b>	<b>4% (229 acres)*</b>

## TOPIC 2: Historic District Bonuses & Transfers

### Options:

#### 1. Support staff proposal

- Allow IH and 3-bedroom bonuses in historic districts
- Do not allow for FAR transfers or deeper affordability bonus

#### 2. Modify proposal to allow FAR transfers into historic districts, but do not allow additional height or the deeper affordability bonus

#### 3. Change proposal to not exclude historic districts from any bonuses or FAR transfer options, including allowances for additional height



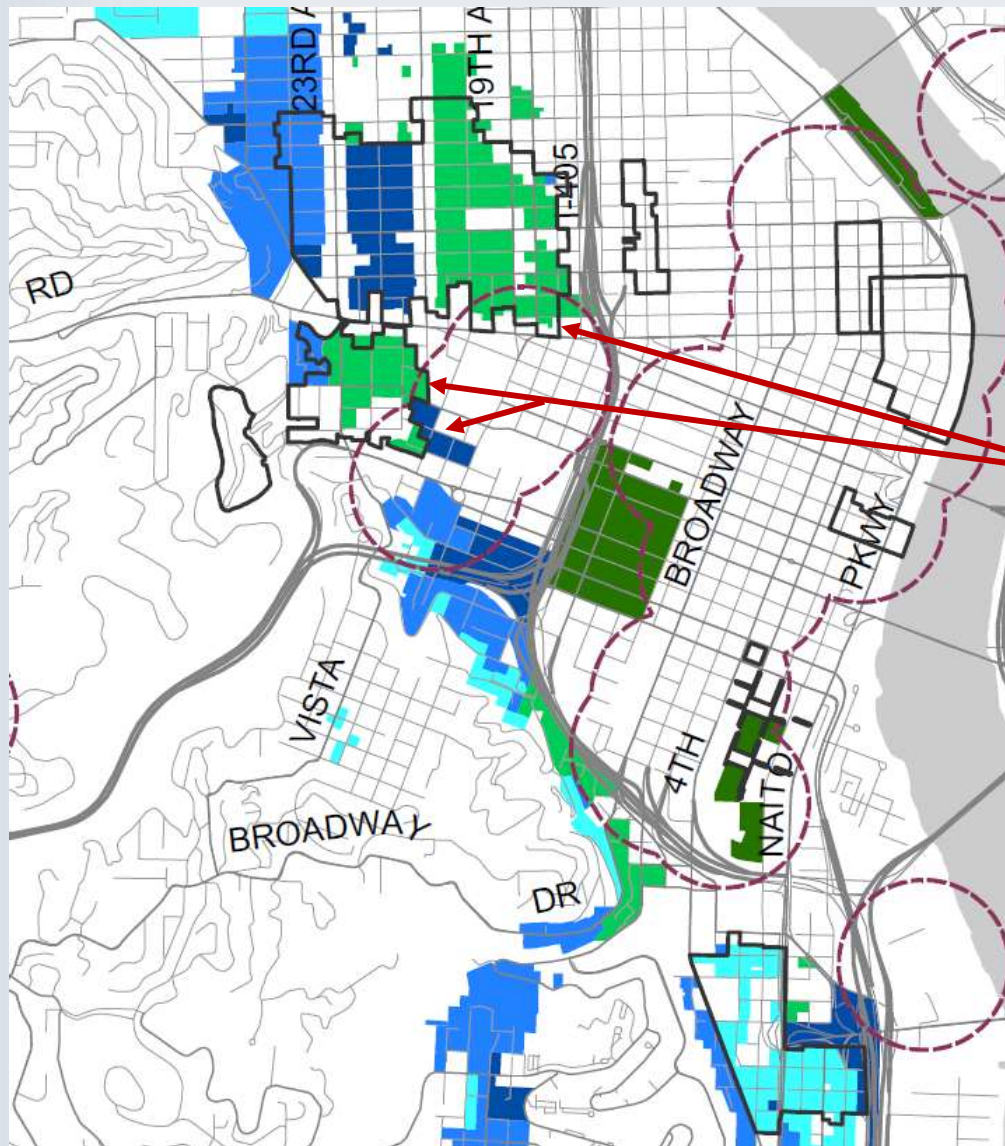


## TOPIC 3: RM4 Zone 100' Height

### Options for RM4 100' height allowance:

1. Limit to within 1000' of transit stations, and exclude historic districts (*staff proposal*)
2. Limit to within 1000' of transit stations, and do not exclude historic districts (*current regulations*)
3. Expand the allowance to also apply to streets with frequent transit service, but exclude historic districts.
4. Expand the allowance to also apply to streets with frequent transit service, and do not exclude historic districts.

## TOPIC 3: RM4 Zone 100' Height

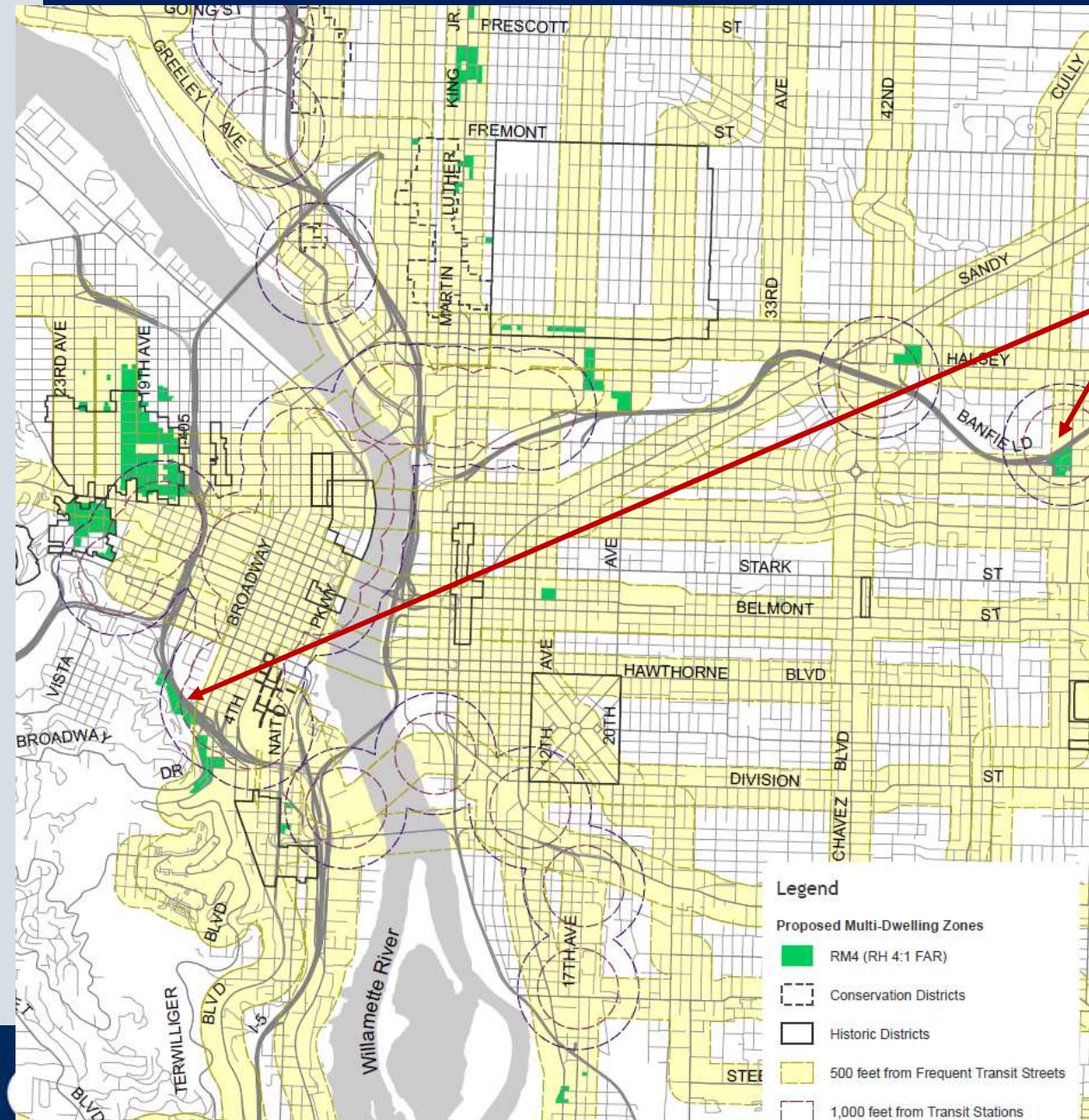


Areas where current  
RH zoning allows 100'  
height in historic  
districts.  
(10 acres)





## TOPIC 3: RM4 Zone 100' Height



### RM4 zoning:

Within 1000' of LRT station, but outside historic: 15 acres

Within 1000' of LRT station: 25 acres

Within 1000' of LRT station or within 500' of frequent transit, but outside historic: 68 acres

Within 1000' of LRT station or within 500' of frequent transit street: 122 acres



**Legend**

- Proposed Multi-Dwelling Zones
  - RM4 (RH 4:1 FAR)
- Conservation Districts
- Historic Districts
- 500 feet from Frequent Transit Streets
- 1,000 feet from Transit Stations

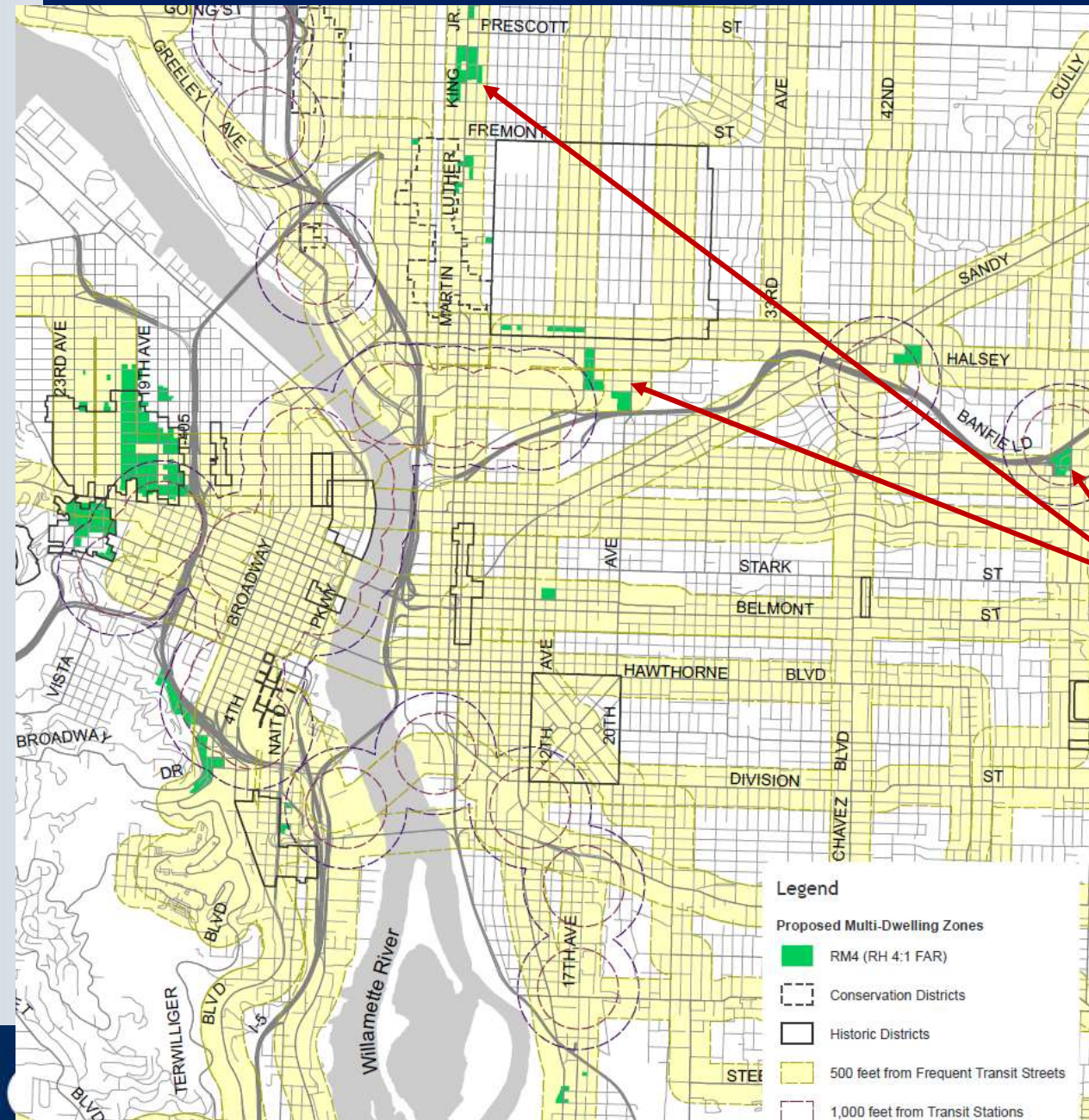
Within 1000' of LRT station, but outside historic: 15 acres

Within 1000' of LRT station or within 500' of frequent transit, but outside historic: 68 acres

Within 1000' of LRT station or within 500' of frequent transit street: 122 acres



## TOPIC 3: RM4 Zone 100' Height



### RM4 zoning:

Within 1000' of LRT station, but outside historic: 15 acres

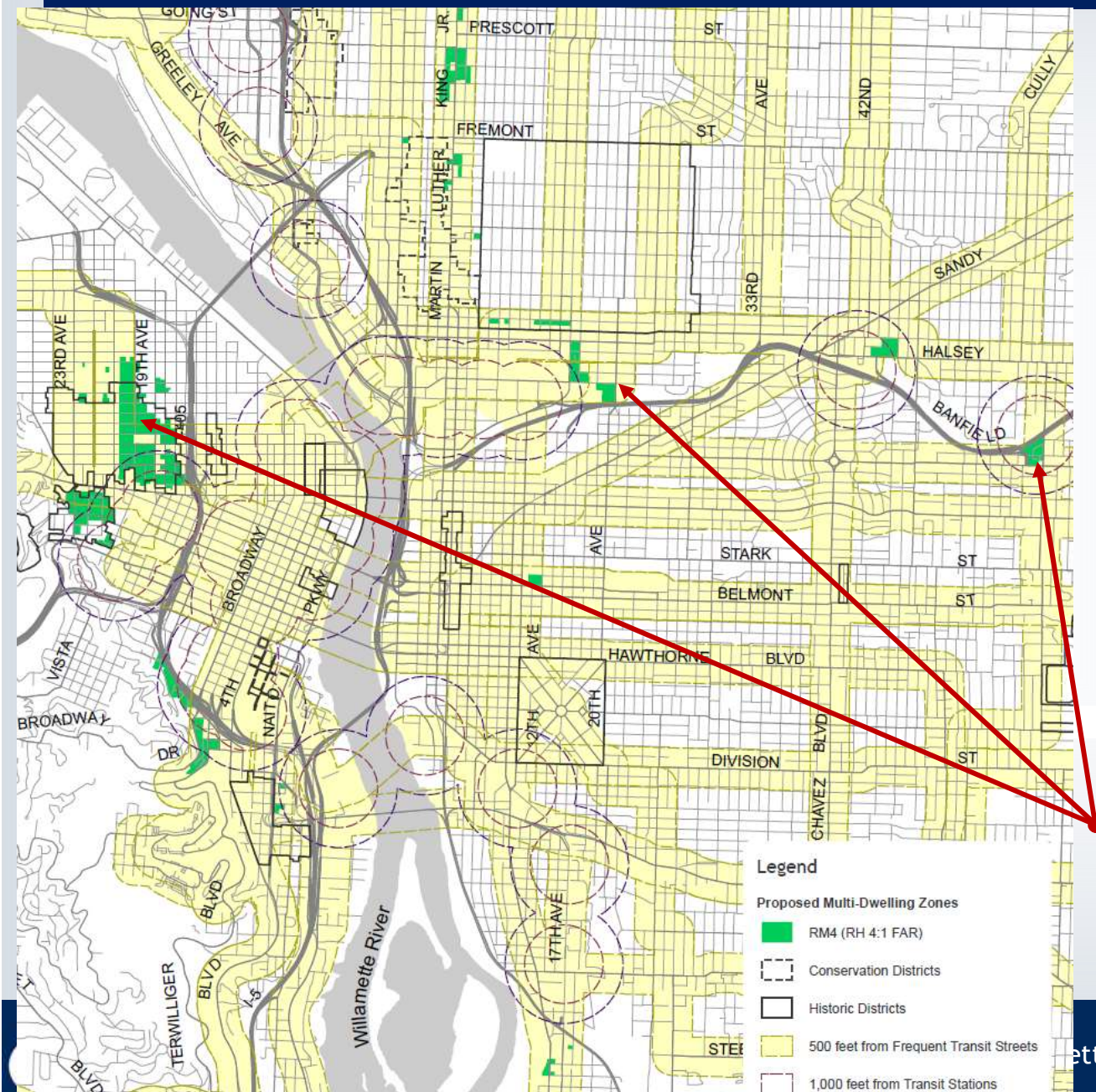
Within 1000' of LRT station: 25 acres

Within 1000' of LRT station or within 500' of frequent transit, but outside historic: 68 acres

Within 1000' of LRT station or within 500' of frequent transit street: 122 acres



## TOPIC 3: RM4 Zone 100' Height



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Within 1000' of LRT station or within 500' of frequent transit street: 122 acres



# TOPIC 3: RM4 Zone 100' Height

## Examples of recent development in the RH (RM4) zone



Above: NE MLK Corridor



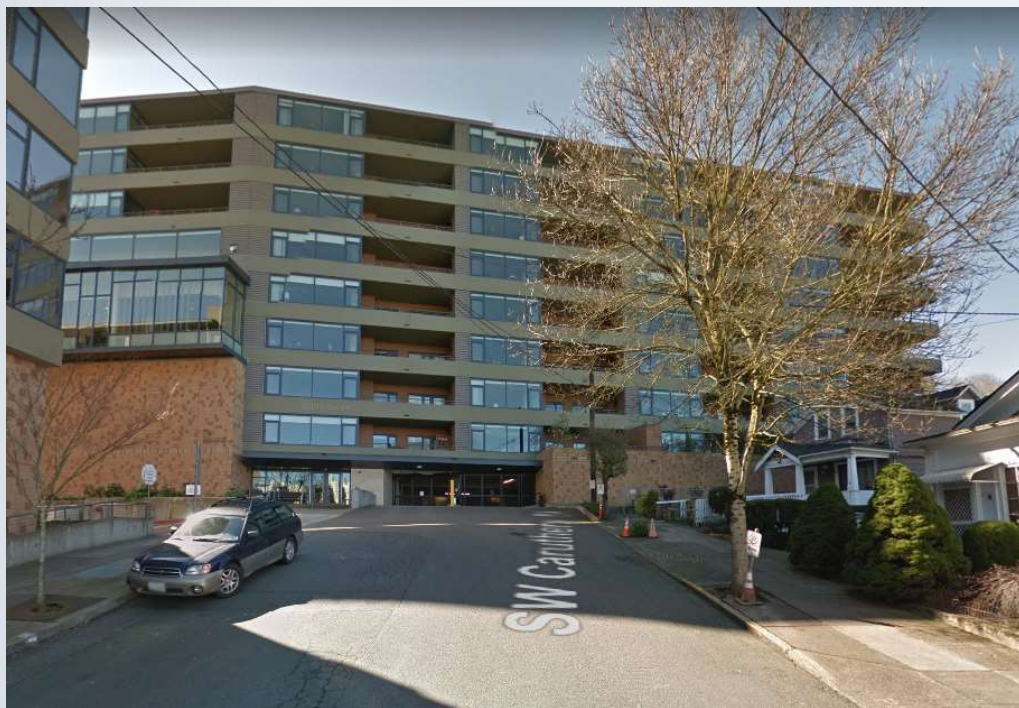
Right:  
Sullivan's Gulch



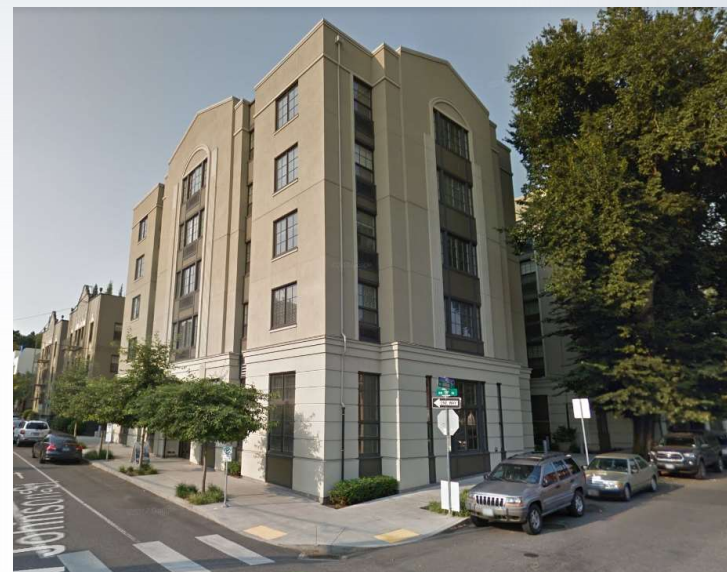


# TOPIC 3: RM4 Zone 100' Height

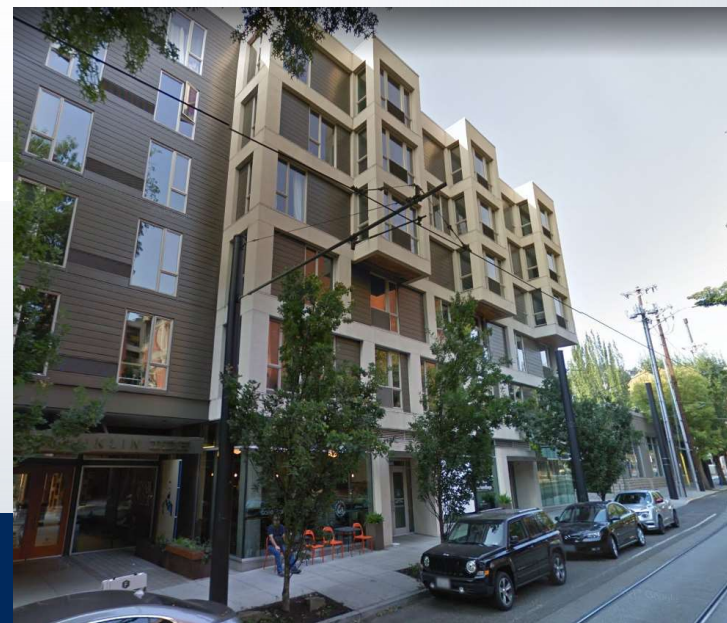
## Examples of recent development in the RH (RM4) zone



Above: South Portland (Terwilliger Plaza)



Right:  
Northwest District



## TOPIC 3: RM4 Zone 100' Height

### Options for RM4 100' height allowance:

1. Limit to within 1000' of transit stations, and exclude historic districts (*staff proposal*)
2. Limit to within 1000' of transit stations, and do not exclude historic districts (*current regulations*)
3. Expand the allowance to also apply to streets with frequent transit service, but exclude historic districts.
4. Expand the allowance to also apply to streets with frequent transit service, and do not exclude historic districts.

# TOPIC 4: Pre-existing Density Transfers

## Options:

### 1. Support staff proposal

- Development transfers shift to FAR approach.
- No provisions specific to properties that sent or received density under current unit-based regulations.
- Sending and receiving sites “start over” with new FAR allowances in the RM1 and RM2 zones.

### 2. Create regulations that translate unit-density transfers into corresponding decreases or increases in FAR allowances.





## TOPIC 5: Minimum Density Requirements

### Options:

1. **Modify proposal so units can be added to an existing building without meeting minimum density requirements, whether or not the building footprint is expanded.**
2. **Retain the current code, allowing any addition of units to a site with existing development to not have to meet minimum density requirements.**



# TOPIC 5: Minimum Density Requirements

## Current and Proposed Regulations

### Current

Units can be added to a site with existing development, without coming into full conformance with minimum density standards.

### Proposed Draft

Sites adding units must meet minimum density standards, with exceptions for:

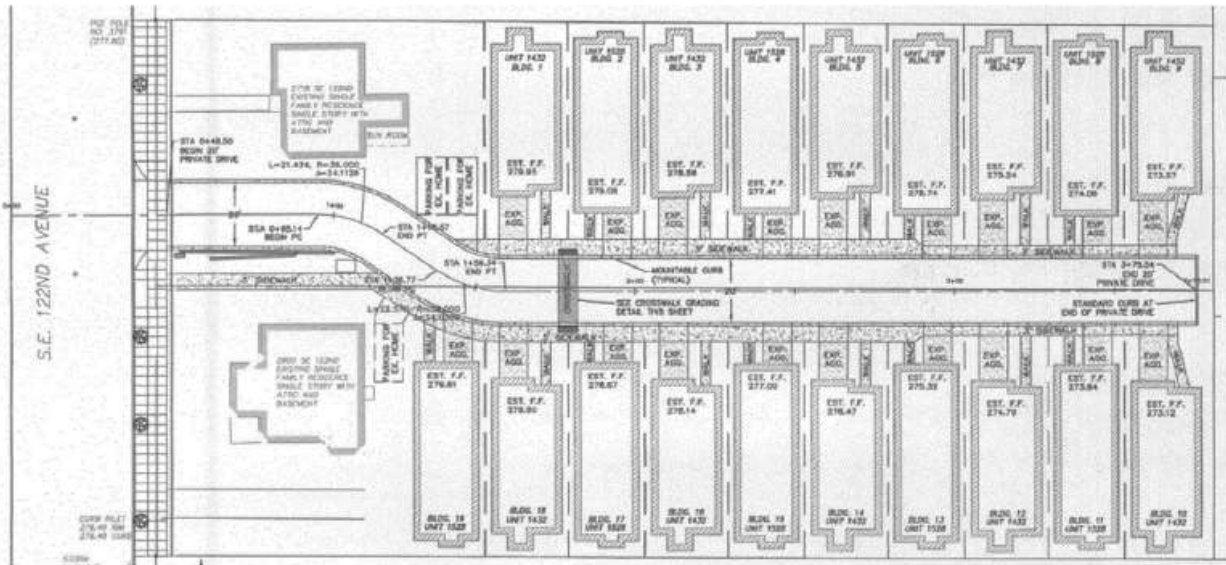
- ADUs
- Internal conversions not increasing building footprint
- Sites in flood or landslide hazard areas

*Both current and proposed regulations exempt properties with historic resources, and set lesser density requirements for tree preservation.*



## Examples of development not meeting minimum densities

- New structures added to site with existing development



**Left:** Proposal in the R1 zone (54,000 SF site) along SE 122nd, adding new houses to a site with 2 existing houses. Misses minimum density by 16 units.

*(Includes 21 units. Minimum density is 37 units)*

**Right:** Example of multi-dwelling building in the R1 zone that meets minimum density requirements.



# TOPIC 5: Minimum Density Requirements

## Examples of development not meeting minimum densities

- New structures added to site with existing development



**Three sites in the R2 zone.** Each are 14,600 SF lots, intended for a minimum of 6 units, but include only 3 units each.



**30,000 SF site in the RH zone along light rail.** 9 units added to site with existing house. Minimum density is 30 units.



## TOPIC 5: Minimum Density Requirements

### Options:

1. **Modify proposal so units can be added to an existing building without meeting minimum density requirements, whether or not the building footprint is expanded.**
2. **Retain the current code, allowing any addition of units to a site with existing development to not have to meet minimum density requirements.**





# Work Session Schedule and Topics

## September 25 (2.5 hours) – Work Session #1

- Spectrum of residential zones
- Multi-dwelling zone FAR and scale
- Bonus and FAR transfer provisions
- Minimum density

## October 9 (1.5 hours) – Work Session #2

- East Portland standards
- Street Connections
- Parking ratios / TDM

## November 13 (2 hours) – Work Session #3

- Parking design
- Building design (setbacks, height transitions, etc.)
- Visitability

## December 11 (2.5 hours) – Recommendation

- Final reconciliation of decisions
- Vote on recommendation





# Better Housing by Design:

An update to Portland's Multi-Dwelling Zoning Code

Work Session #1

Planning and Sustainability Commission

September 25, 2018



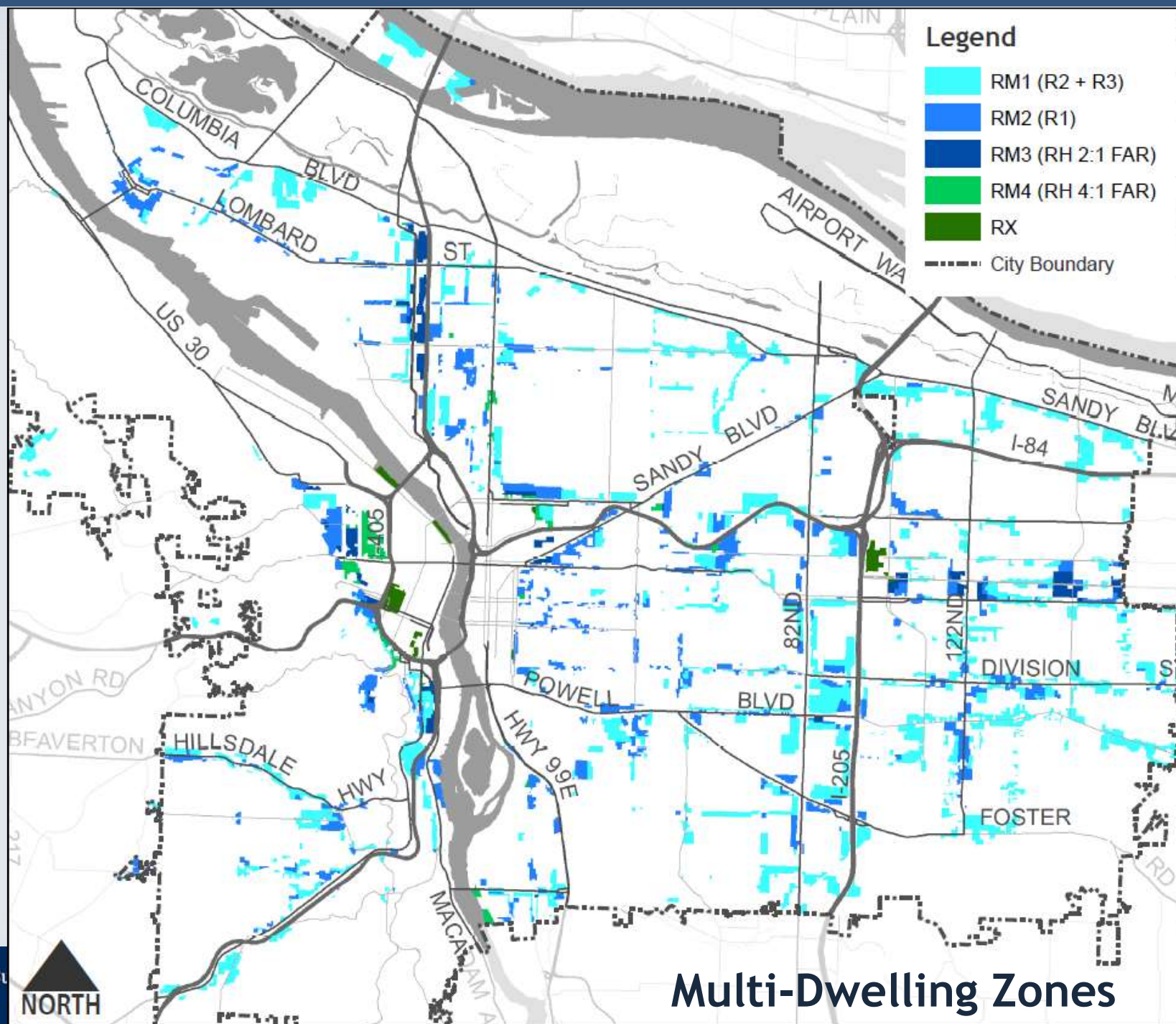
Bureau of Planning and Sustainability  
Innovation. Collaboration. Practical Solutions.



# Reference Slides







Multi-Dwelling Zones



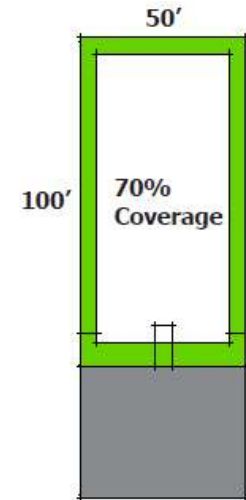
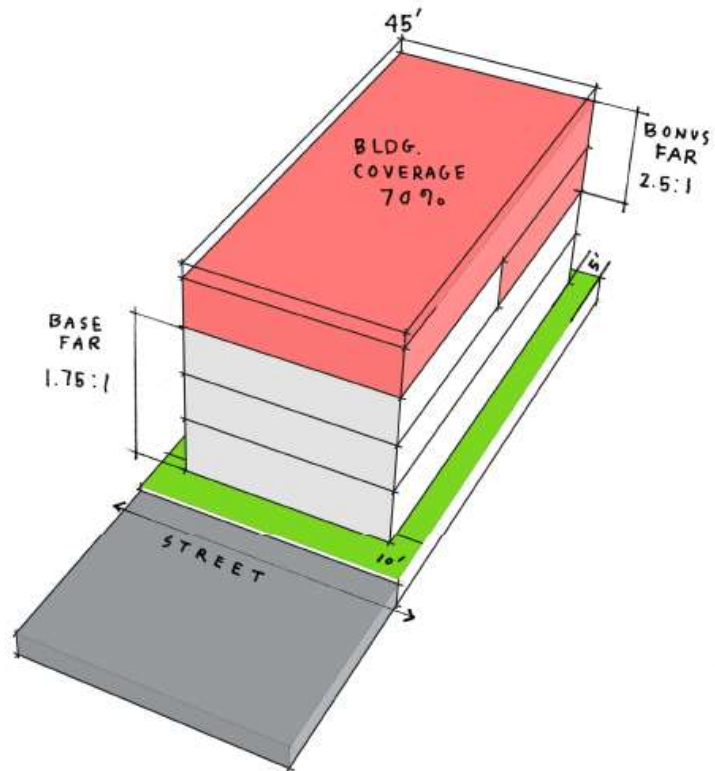
## RM2 Modelling

Site: 5000 sf

Building Coverage: 70%

Base FAR: 1.75:1

Bonus FAR: 2.5:1



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## RM2 Modelling

Site: 10,000 sf

Building Coverage: 70%

Base FAR: 1.75:1

Bonus FAR: 2.5:1

