## More Homes, More Choices

February 8<sup>th</sup>, 2023





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# Welcome! More Homes, More Choices Information Session

Please check in before finding a seat.

- Welcome
- Presentation
- World Café instructions
- World Café activity
- Share insights
- Closing



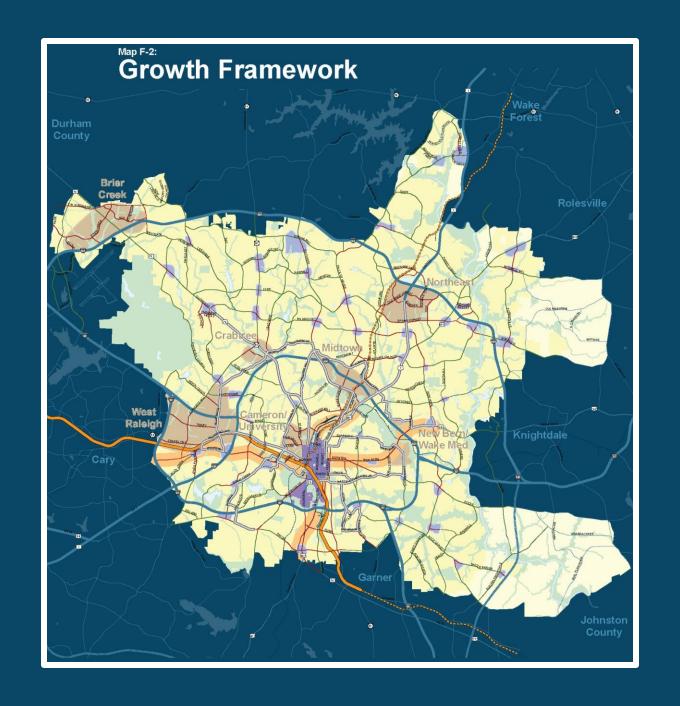
## More Homes, More Choices

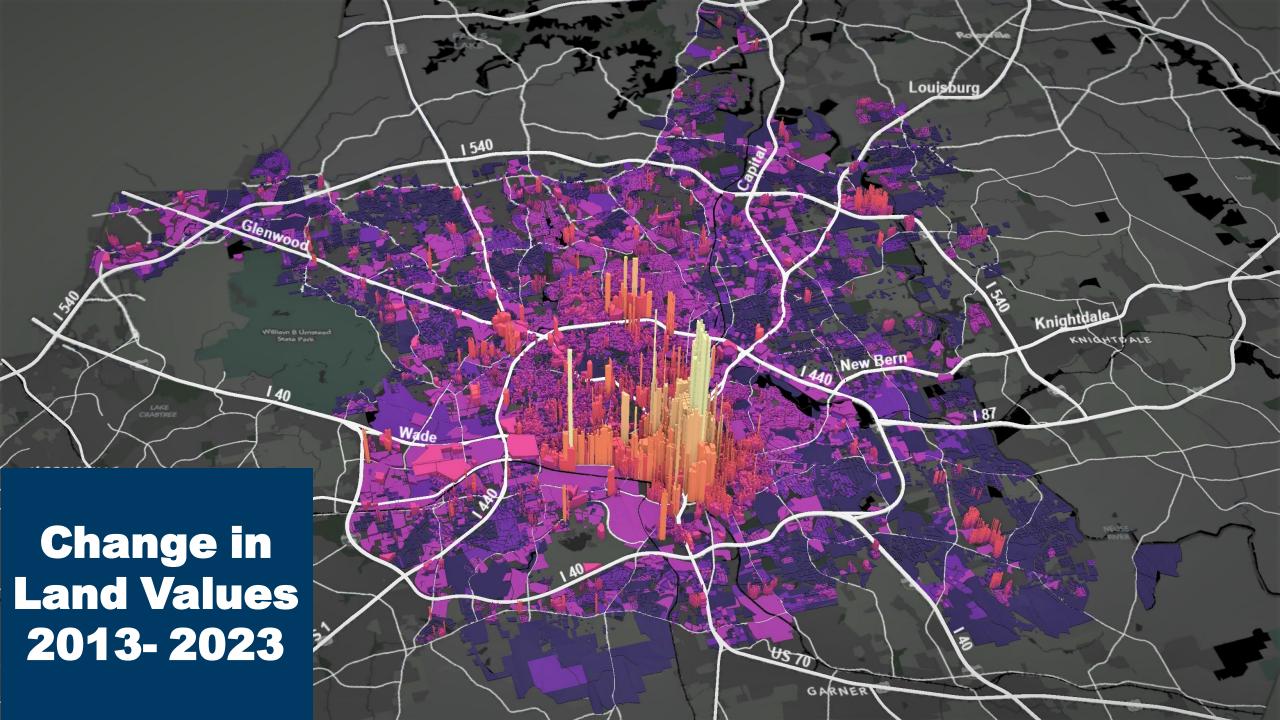
Patrick O. Young, AICP

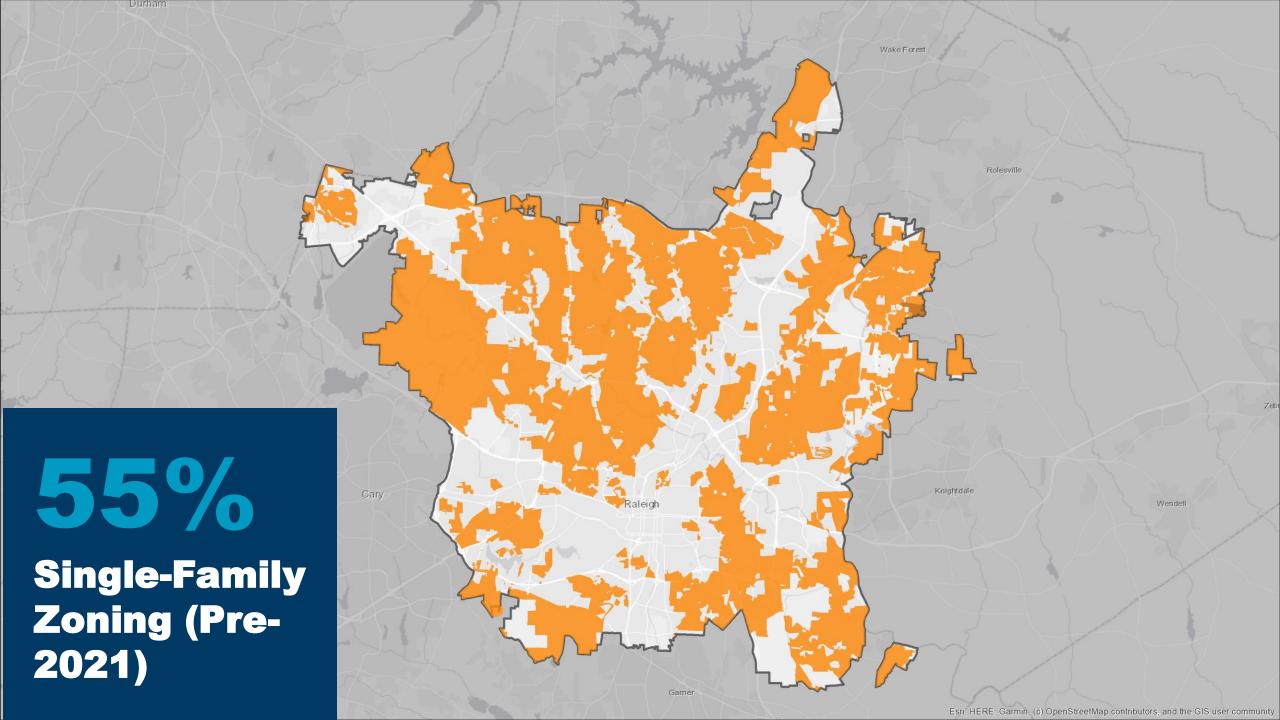
Planning and Development Director

# Comprehensive Plan: Housing Diversity and Access Policy Guidance

- Economic Prosperity and Equity
- Expanding Housing Choices
- Managing Our Growth
- Coordinating Land Use and Transportation
- Greenprint Raleigh Sustainable Development
- Growing Successful Neighborhoods and Communities







#### **Effect of High Demand on Housing:**

"Location, Location, Location"

Bought as a rental property in 1977:

\$13,000

Rent in 1995:

\$450/month for 3BR

Assessed value in 2018:

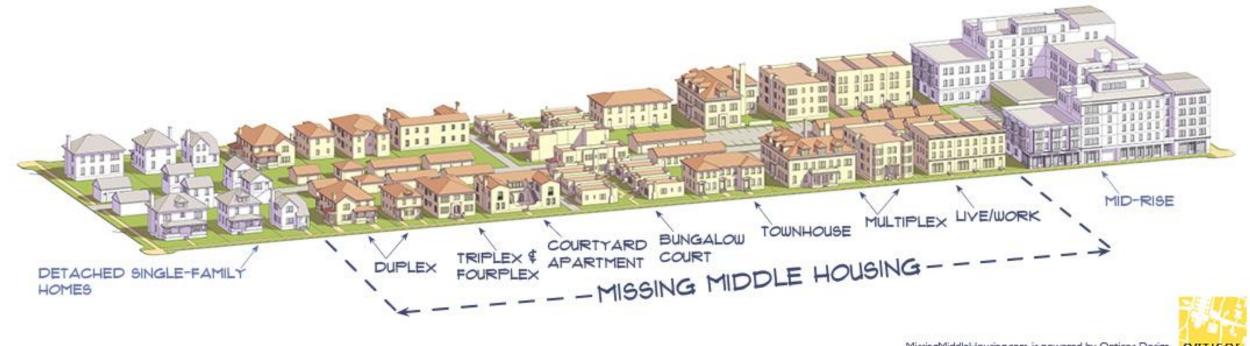
\$484,000

**Current Zestimate®:** 

\$791,000







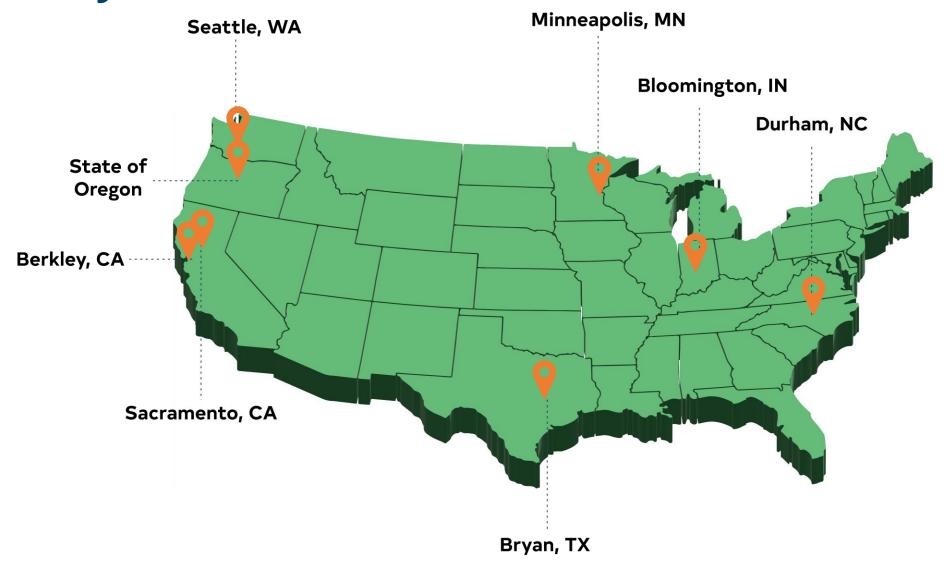




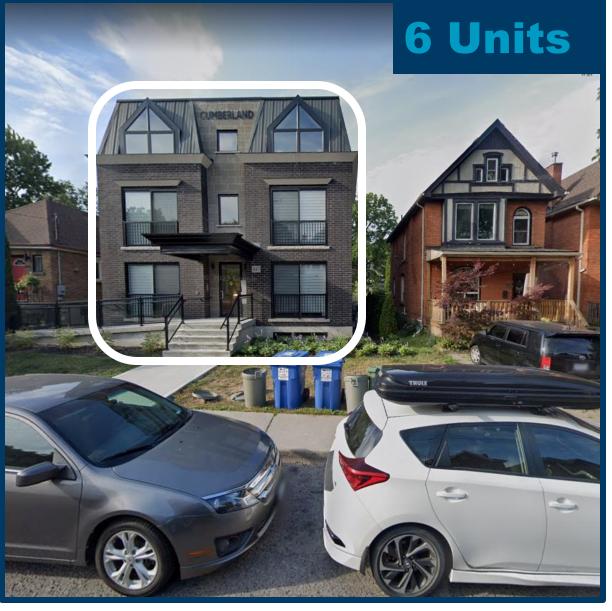
University Park
12 units/1.2 acres

Boylan Heights
4 units/.18 acres

## **Zoning Reforms Instituted Throughout The Country**







## **Average Annual Energy Usage by Housing Type**

**Detached House** 

**Townhouse** 

**Fourplex** 

**Apartment** 









82.7 BTU



56.5 BTU

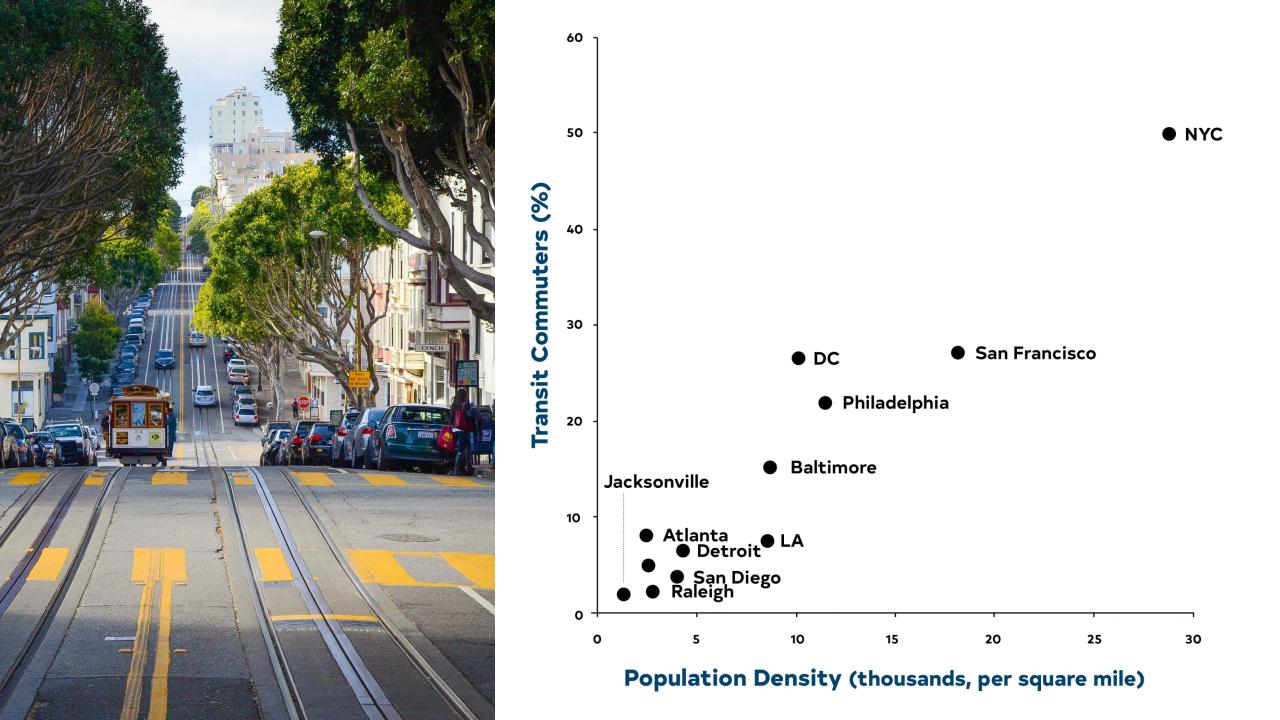


42.1 BTU

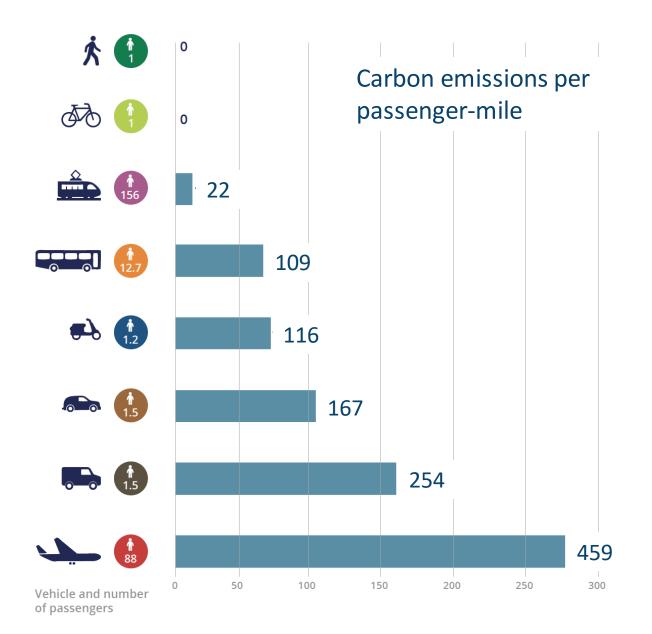


34.0 BTU





#### **Transportation Choices Affect Emissions**





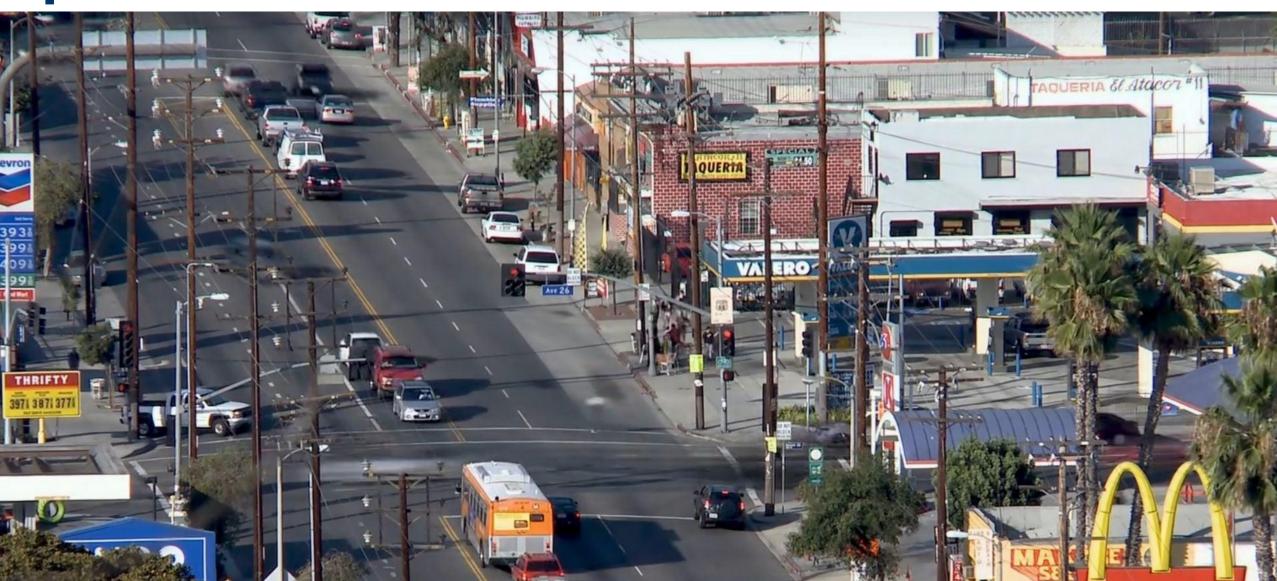




#### Places that look like this...



# ...produce a lot less carbon than places that look like this.





#### SINGLE FAMILY HOME

I've got a growing family; we need a place we can grow into.

We're roomates looking for an affordable place we can

**APARTMENT** 

share near school.

66

I'm ready to downsize. I need a low maintenance place where I can walk.

**ACCESSORY DWELLING UNIT** 

66

I love my house, it gives me the space and privacy I need. I'm never moving.

**DUPLEX** 

66

I'm a single young professional looking for my first house!

**STARTER HOME** 

#### Some tools are unavailable

Rent control

Mandatory affordable housing contributions

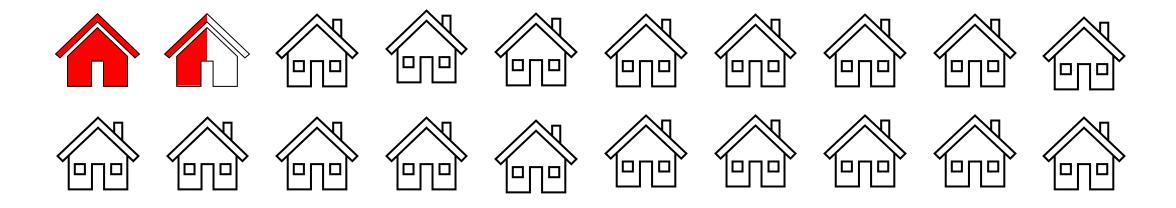


Mandatory inclusionary zoning

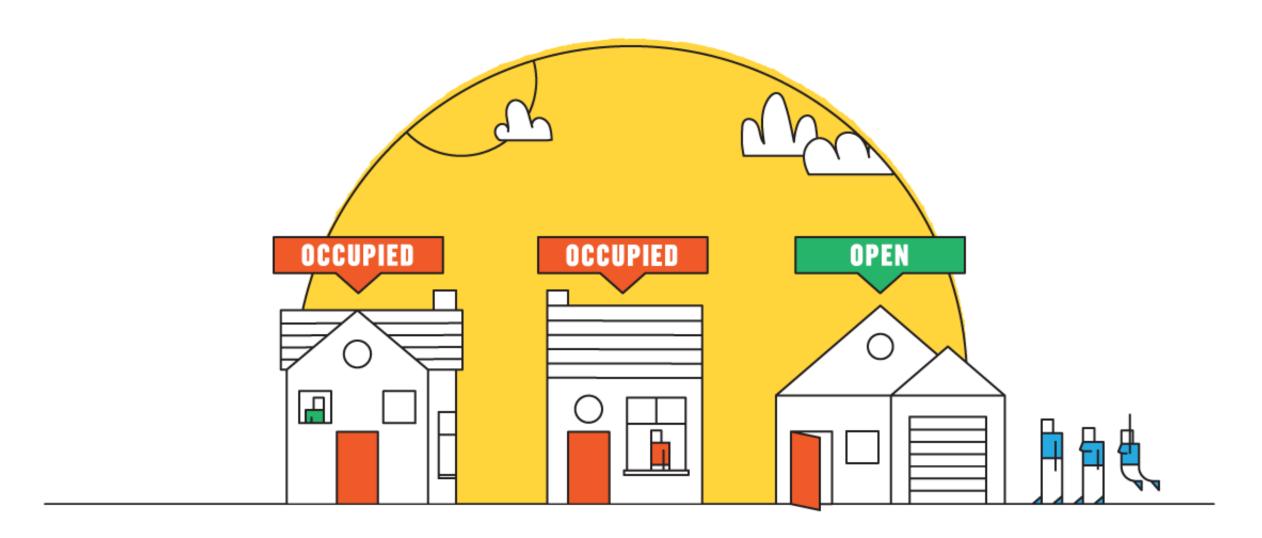


#### Scarcity of committed affordable housing

Only 8% of housing units produced in the last seven years were legally-binding "Affordable" units



### More Housing is Part of the Solution

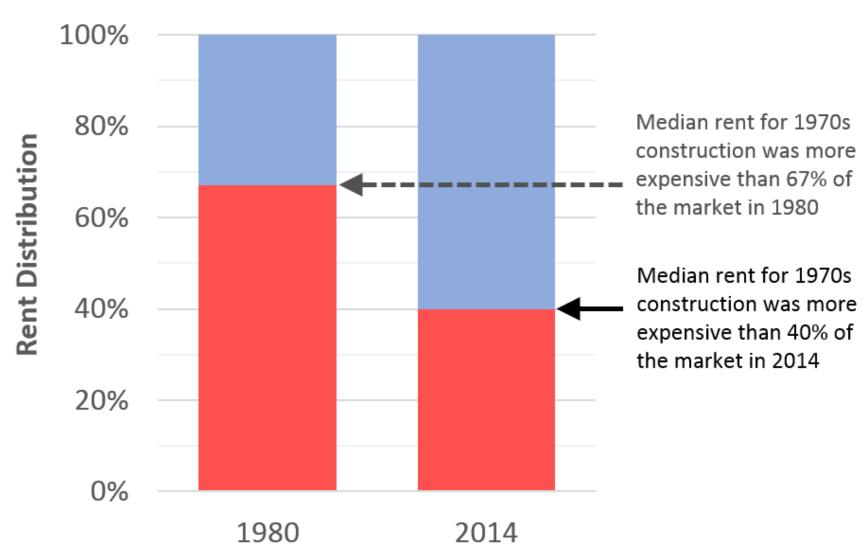


# W.E. UPJOHN INSTITUTE FOR EMPLOYMENT RESEARCH

..when a household moves into a new unit, they initiate a kind of housing musical chairs by vacating their existing unit. A second household then moves into that unit, in turn vacating a third unit. ... by the sixth link of this chain, Mast finds that approximately half of the movers are moving out of census tracts with belowmedian incomes. As many as 20 percent of movers are coming from the poorest tracts in the city.

#### **Housing Does Filter**

1970s-Built Rentals, 5 or More Units Clackamas, Multnomah and Washington Counties



Data: 1980 Census, 2014 American Community Survey | Source: IPUMS-USA, Oregon Office of Economic Analysis

# Long time horizon, but what we do NOW matters



# What has Raleigh done?

### **Text Change Elements**

- Minimum Lot and Site Width Standards
- Accessory Dwelling Units (also known as ADUs)
- 3. Attached Houses (also known as duplexes)
- 4. Two-Unit Townhouses
- 5. Density Changes

- 6. Townhouses in R-6
- 7. Small Apartments in R-10
- 8. Tiny Houses
- 9. Flag Lots
- 10. Compact and Conservation Developments
- 11.Frequent Transit
  Development



#### **Outreach**

- Virtual Ask-A-Planner
   Sessions
- 5,000+ unique page views
- 7,000+ video views
- 2,200+ social media engagements
- 1,700+ portal views

change to the City Code of Ordinances.

What is the Missing Middle?

How a text change called TC-5-20 can help improve Raleigh's housing options

Jump To:

HOUSING: THE MISSING MIDDLE → WHAT DOES TC-5-20 DO? →

WHY SHOULD EXISTING NEIGHBORHOODS ALLOW MORE HOUSING? →

MIDDLE HOUSING AND SUSTAINABILITY → FREQUENTLY ASKED QUESTIONS →

Raleigh aspires to be an inclusive city with a wide variety of housing for households at different stages of life, at different income levels, and with different neighborhood preferences. Raleigh is a great city and by growing togethe

and final decision.

Check out why Raleigh and other places such as Minneapo have adopted laws to accommodate Missing Middle housing CONTACT

(i)

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Planning Supervisor

Email Keegan
919-996-4630

DEPARTMENT:
Planning and Development

SERVICE CATEGORIES:

More Homes, More Choices

More Homes, More Choices

How can the Missing Middle 2.0 text change address housing needs in Raleigh?

MORE VIDEOS

MORE VIDEOS

MORE Homes, More Choices



for review and recommendat

of public question and comment.

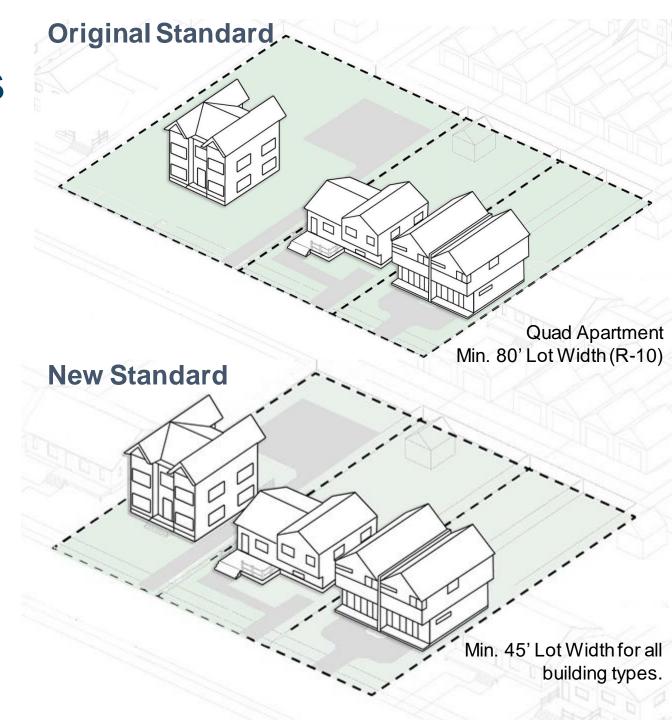
### Public Involvement

- Like single-family homes, missing middle projects are approved administratively - no public meeting(s) required
- Notice only required for subdivisions and largescale site plans
- Citizens can only appeal if they identify an error or oversight in how the development regulations are applied

#### **Minimum Lot/Site Widths**

 Synchronized minimum lot/site width standards across detached house, attached house, townhouse, and apartments can all be built on a lot or site of the same width

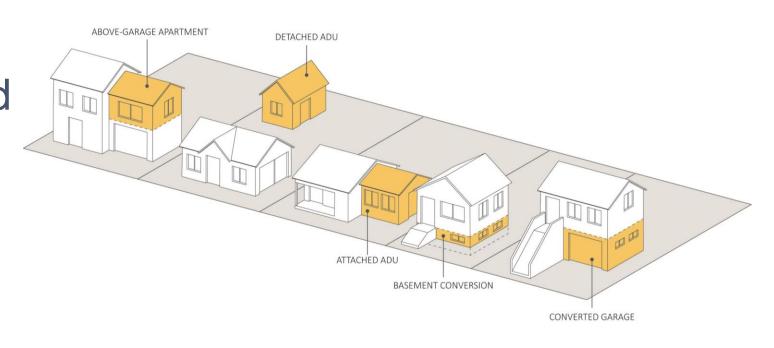




#### **ADUs**

 Attached and detached accessory dwelling units permitted with detached houses, attached houses, tiny houses and townhouses.









### **Attached Houses (aka Duplexes)**

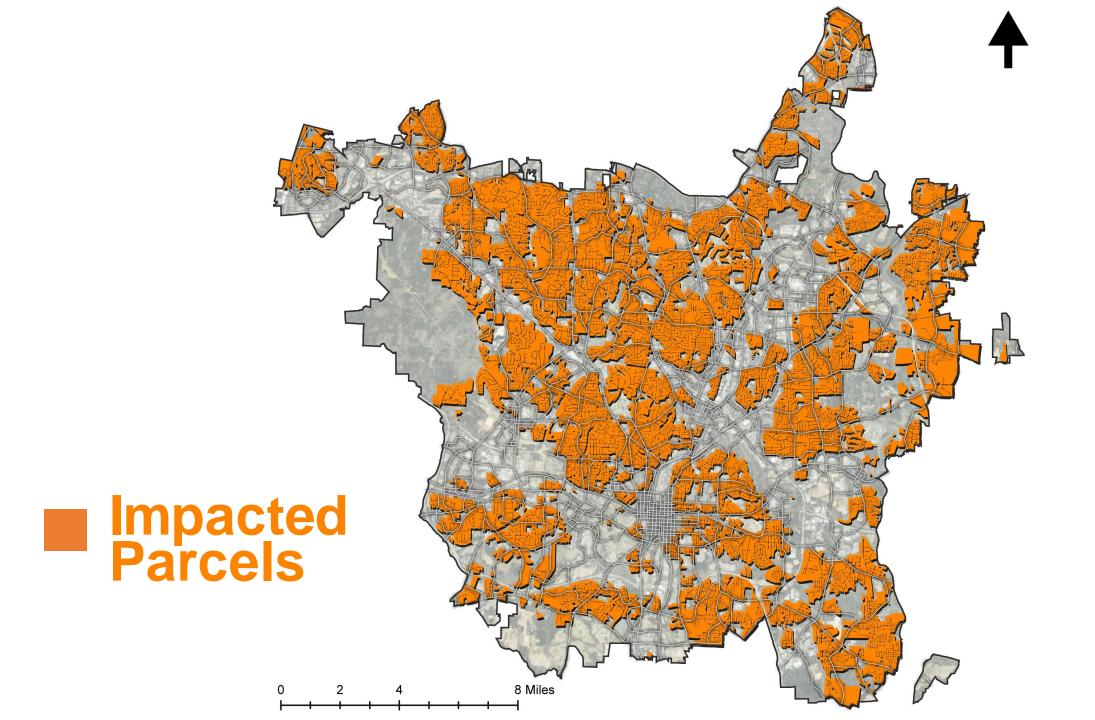
- Attached houses (two units on one lot) can be constructed on the same sized lot as a detached house (one unit on one lot)
- Applies to all residential districts except R-1





## **Impacted Parcels**

Zoning District	R-1	R-2	R-4	R-6	R-10	Total
Number of Parcels	N/A	1,338	47,971	41,549	24,819	115,677

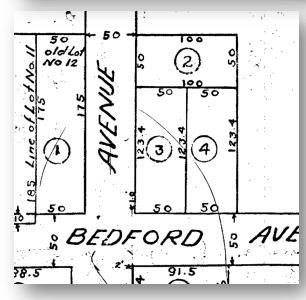


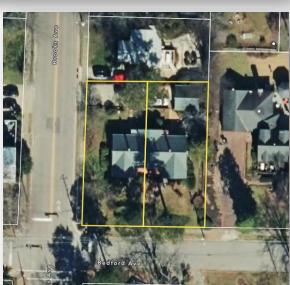
### **Two-Unit Townhouses**

- Two-unit townhouses (two units on one site; each unit on its own lot) can be constructed on the same size parent parcel as a detached house
- Applies to all residential districts except R-1

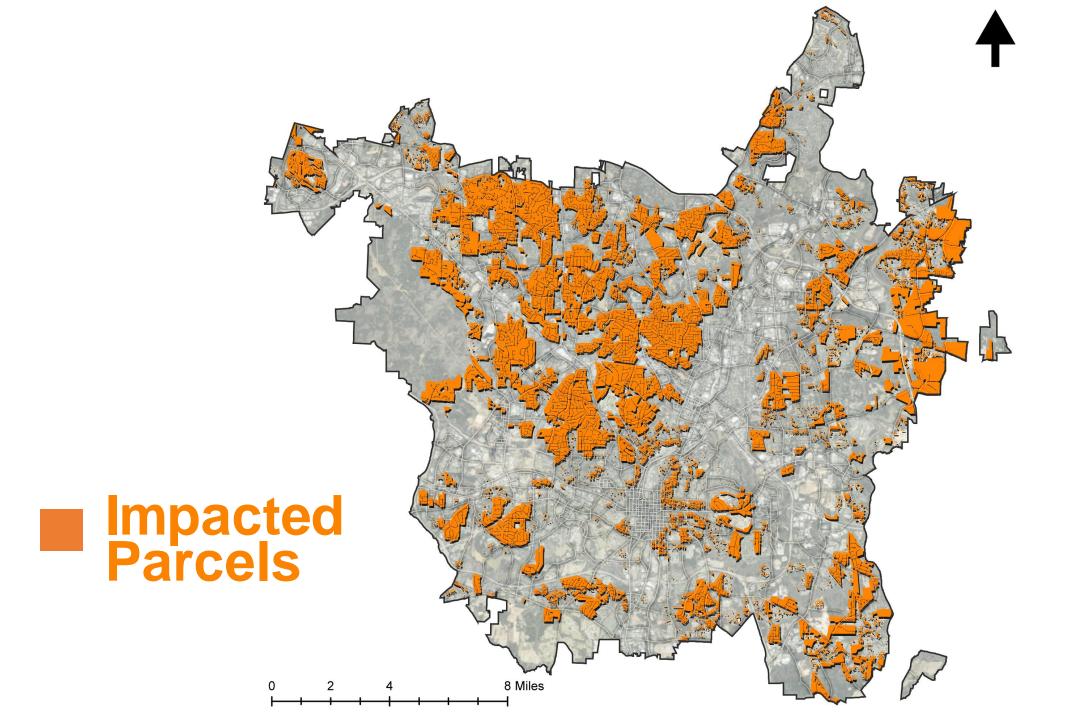








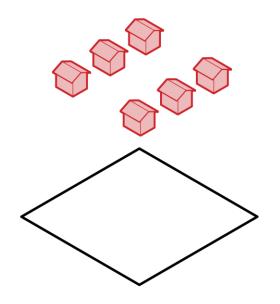
Zoning District	R-1	R-2	R-4	R-6	R-10	Total
Number of Parcels	N/A	1,099	36,462	5,176	8,398	51,135



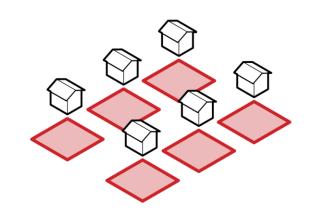
## **Density Changes**

- Eliminated dwelling unit/acre maximums in all residential districts except R-1
- Density now controlled by lot or site area per unit
- Result was modest density bonus in all affected districts
- Townhouses and Apartments afforded greater density than detached houses



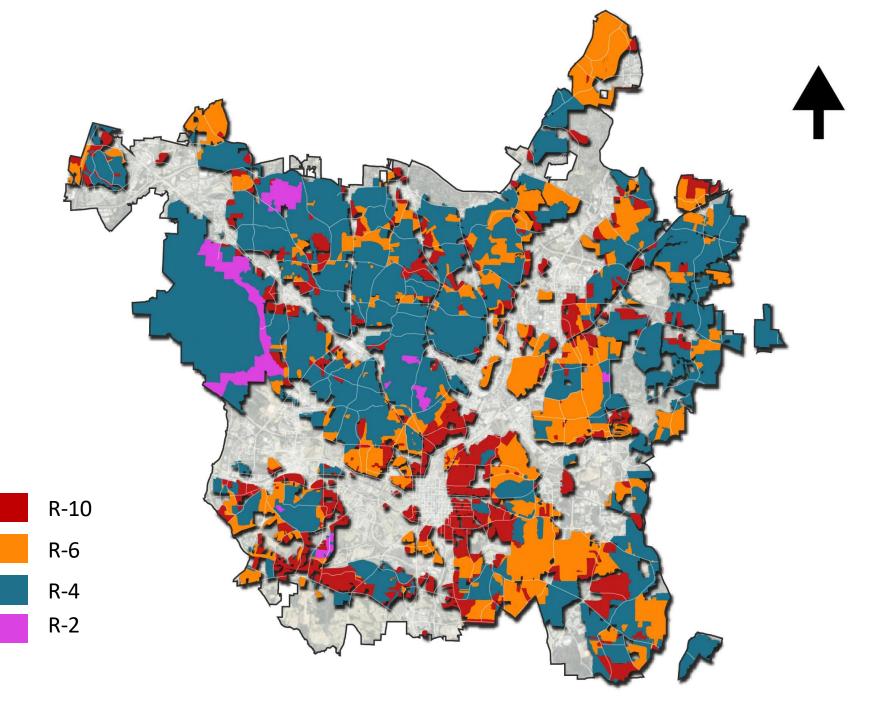


Six dwelling units allowed per one acre of land in R-6



Minimum area of land required for one dwelling unit in R-6

# R-2 through R-10 Zoning Districts



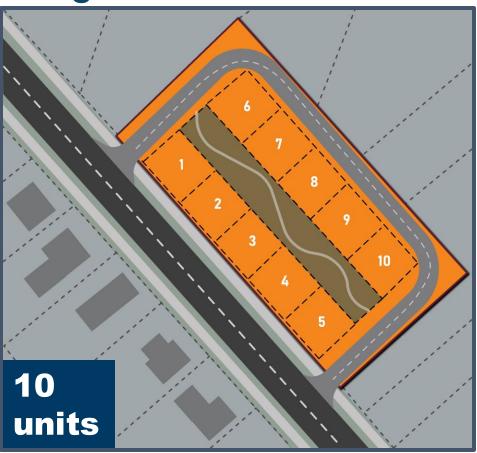
## R-10 Townhouse Example

Standard	R-10 Old	R-10 New
Min. site area	3,300 sf	N/A
Min. site area/unit	N/A	3,000 sf
Min. site width	44'	45'
Min. lot area	n/a	n/a
Min. lot width	16	16'
Max. density	10 du/ac	N/A
Effective max. density	10 du/ac	14.52 du/ac

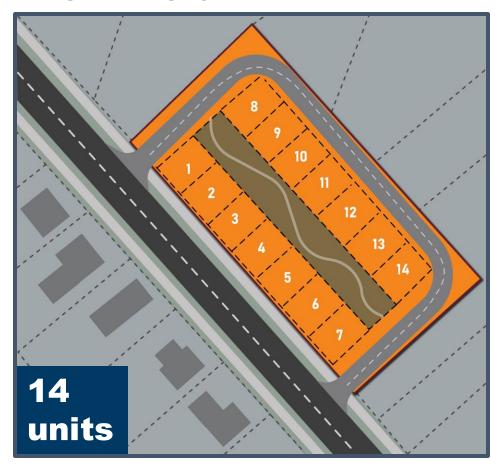
du/ac = dwelling units per acre

## R-10 Townhouse Example

Original Yield



**New Yield** 



### **Townhouses in R-6**

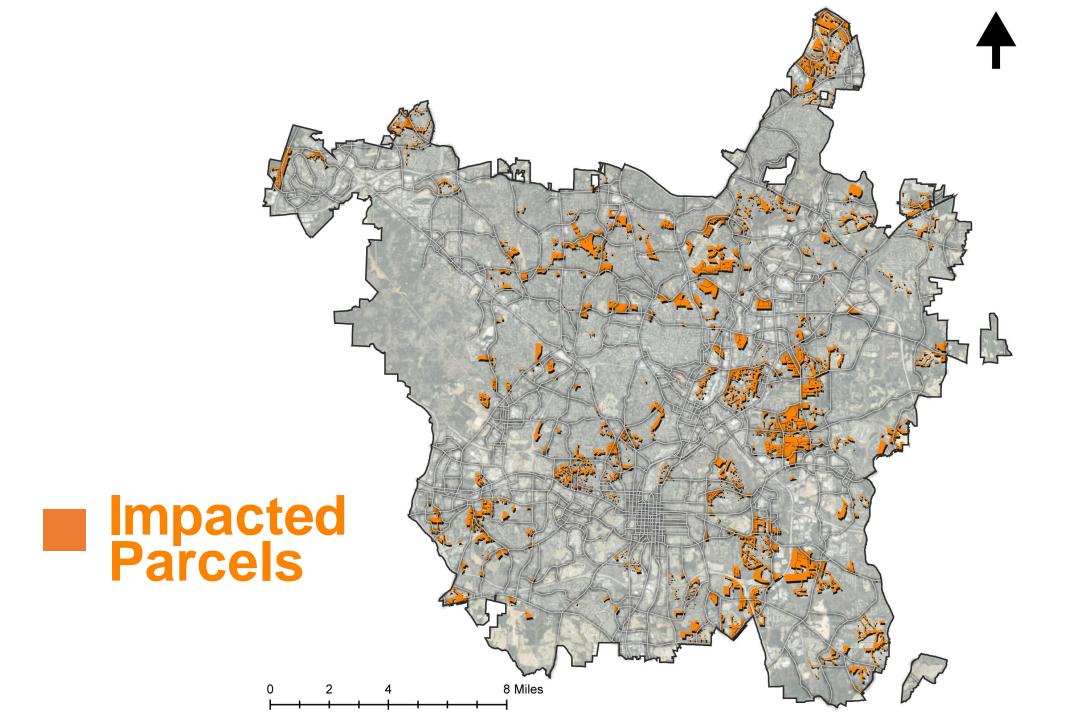
 Townhouses can now be constructed by-right in R-6 under the conventional development option







Zoning District	R-1	R-2	R-4	R-6	R-10	Total
Number of Parcels	N/A	N/A	N/A	6,877	N/A	6,877



## **Apartments on Smaller Lots in R-10**

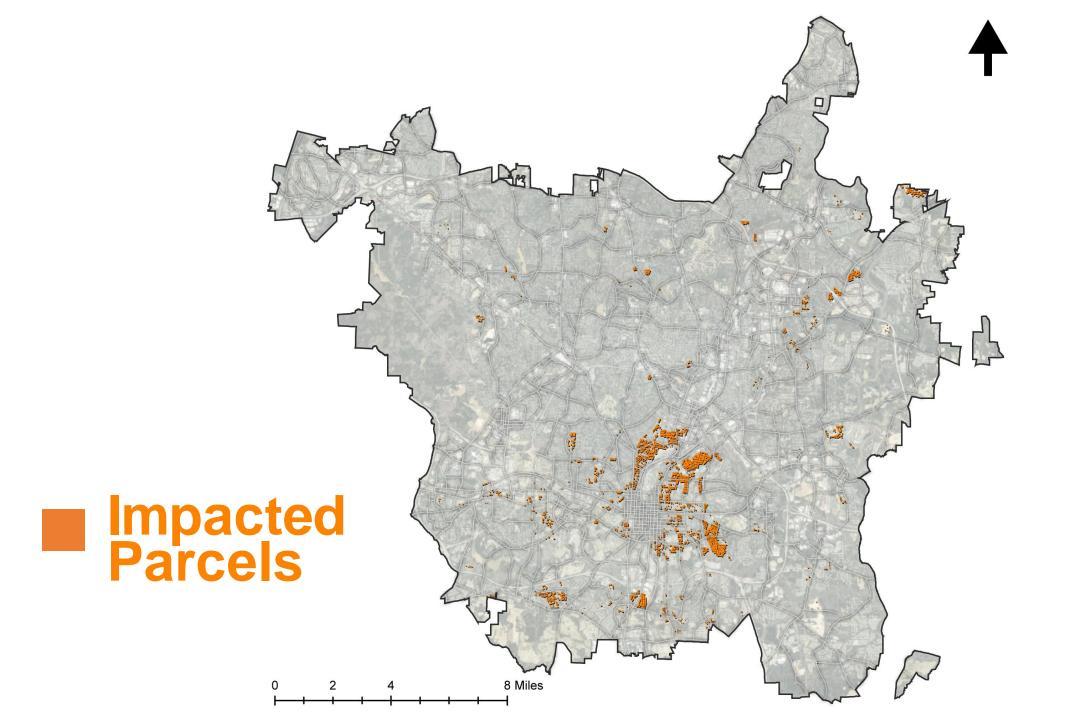
- Reduced the site size requirement for apartment developments from 15K sf to 7,500 sf
- Allows for a triplex on the minimum site size







Zoning District	R-1	R-2	R-4	R-6	R-10	Total
Number of Parcels	N/A	N/A	N/A	N/A	5,163	5,163



## **Tiny Houses**

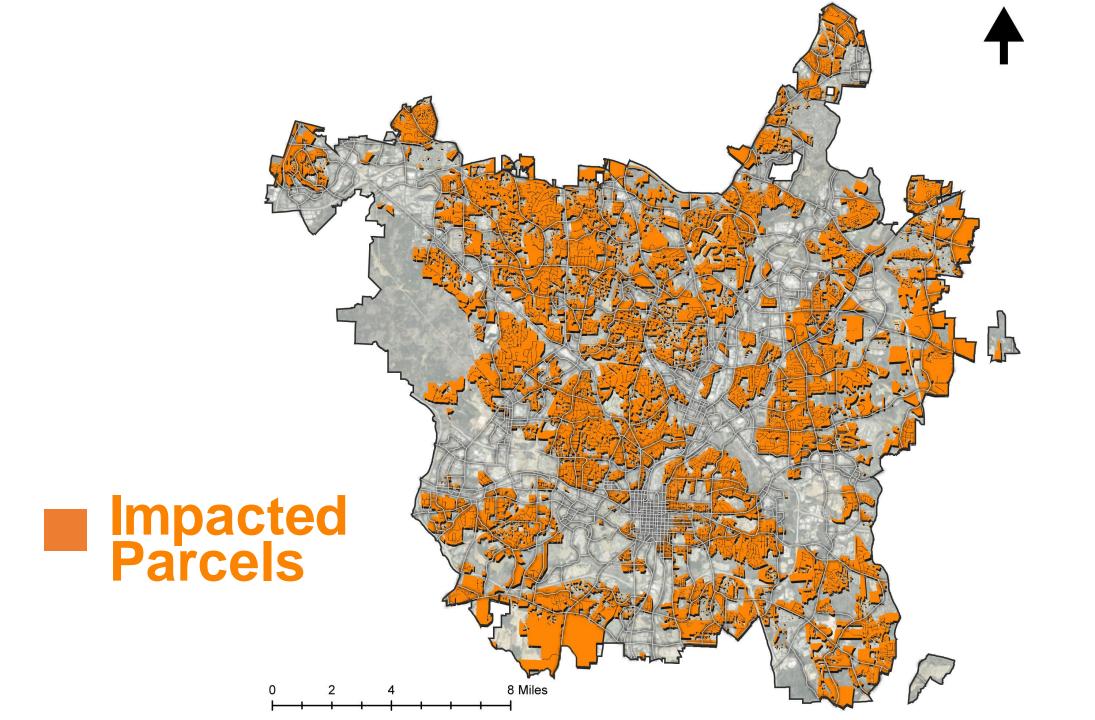
- Created a new building type max 800 sf footprint/1,200 sf floor area and 26'/2 stories in height
- Reduced lot size and setbacks
- Can be used for single or two-unit living
- Can be constructed as a Manufactured Home if 600 sf or less and if it adheres to certain design standards







Zoning District	R-1	R-2	R-4	R-6	R-10	Total
Number of Parcels	328	712	21,362	29,397	14,036	65,835

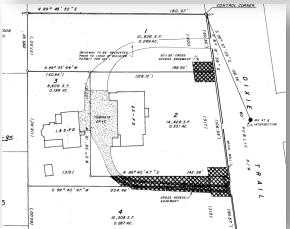


## Flag Lots

- Allows for a larger parcel to be subdivided into a flag-shaped lot and a residual lot
- Flag shaped lot can only contain a Tiny House
- Residual lot allowed reduced depth and width

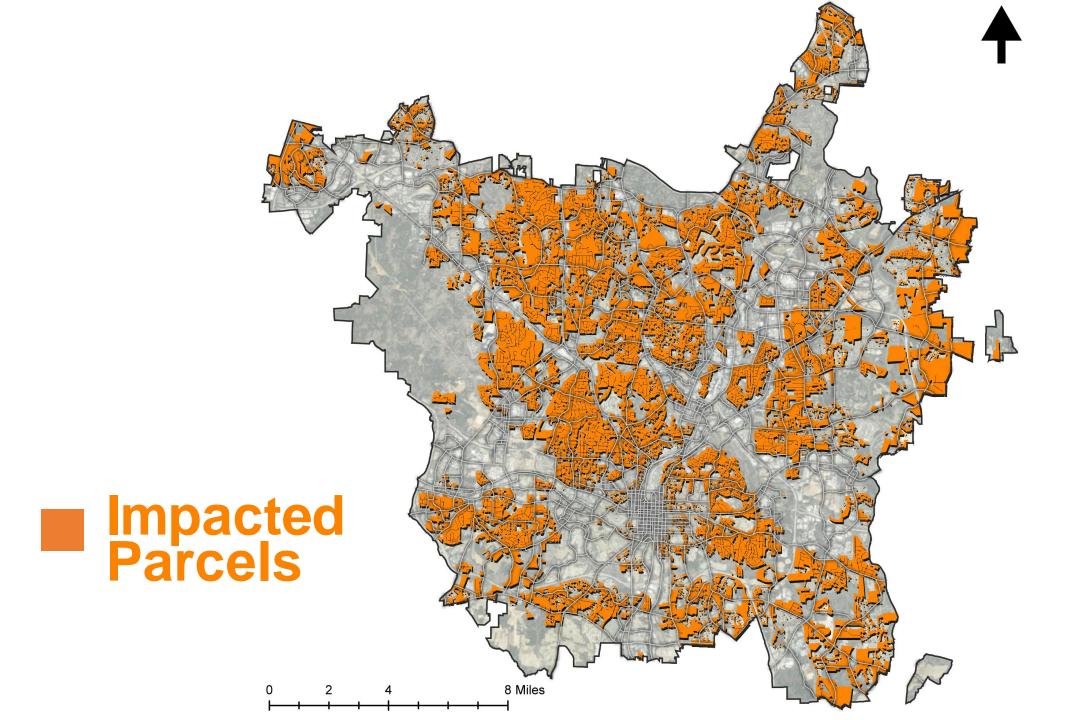








Zoning District	R-1	R-2	R-4	R-6	R-10	Total
Number of Parcels	N/A	N/A	25,226	14,650	7,210	47,126



## **Compact Developments**

- Preservation of 20% open space required
- Eliminated dwelling unit per acre and minimum site size requirements
- Open space = min. acres or % of site, whichever is greater
- Townhouses permitted in R-4
- Housing mix increased



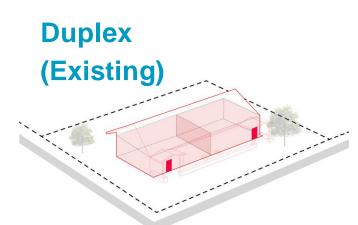




## **Frequent Transit Development Option**

- Permits all residential building types and increased density in R-4 through R-10.
- 20% of units over 12 must be affordable
- NCOD regs still apply



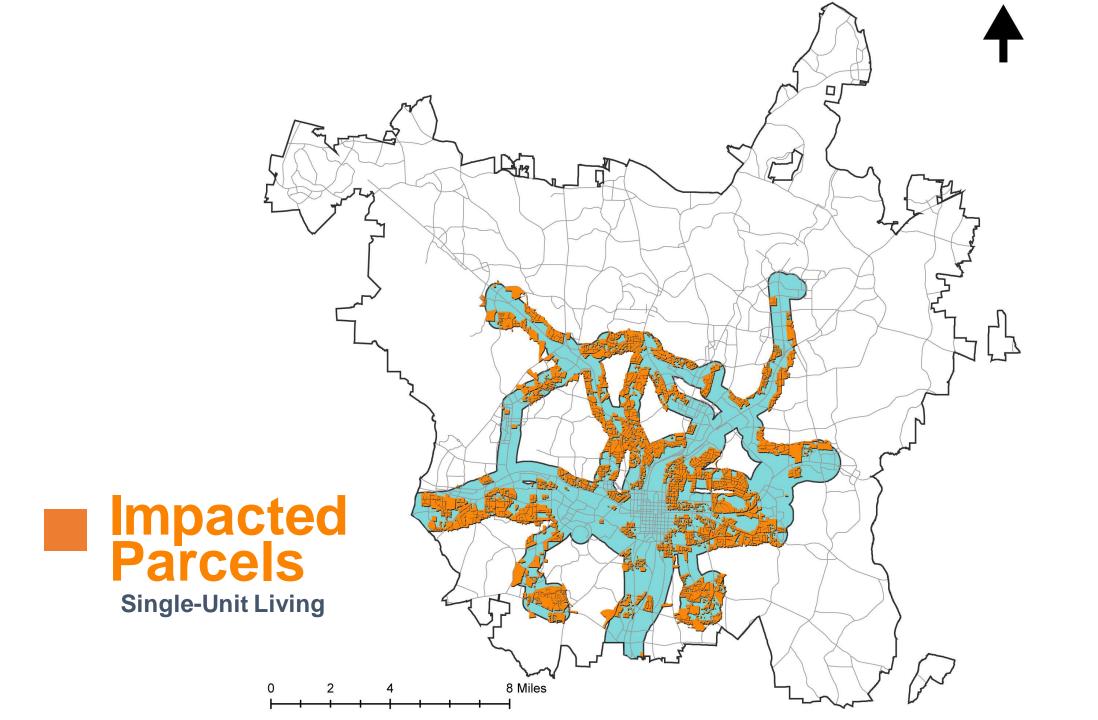


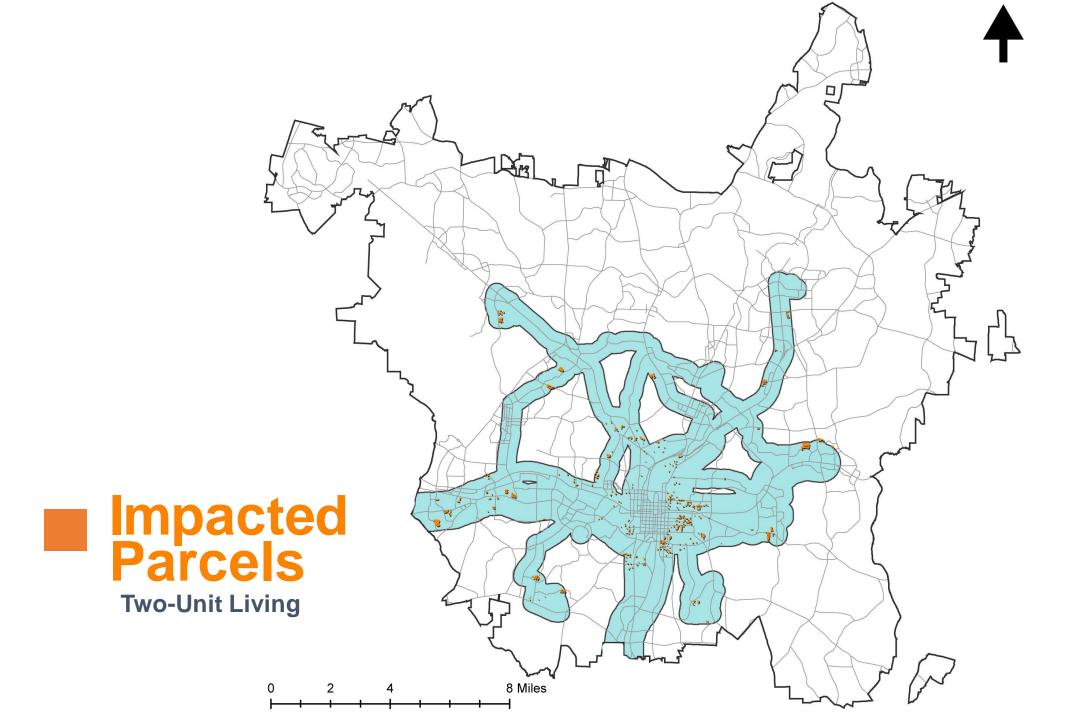


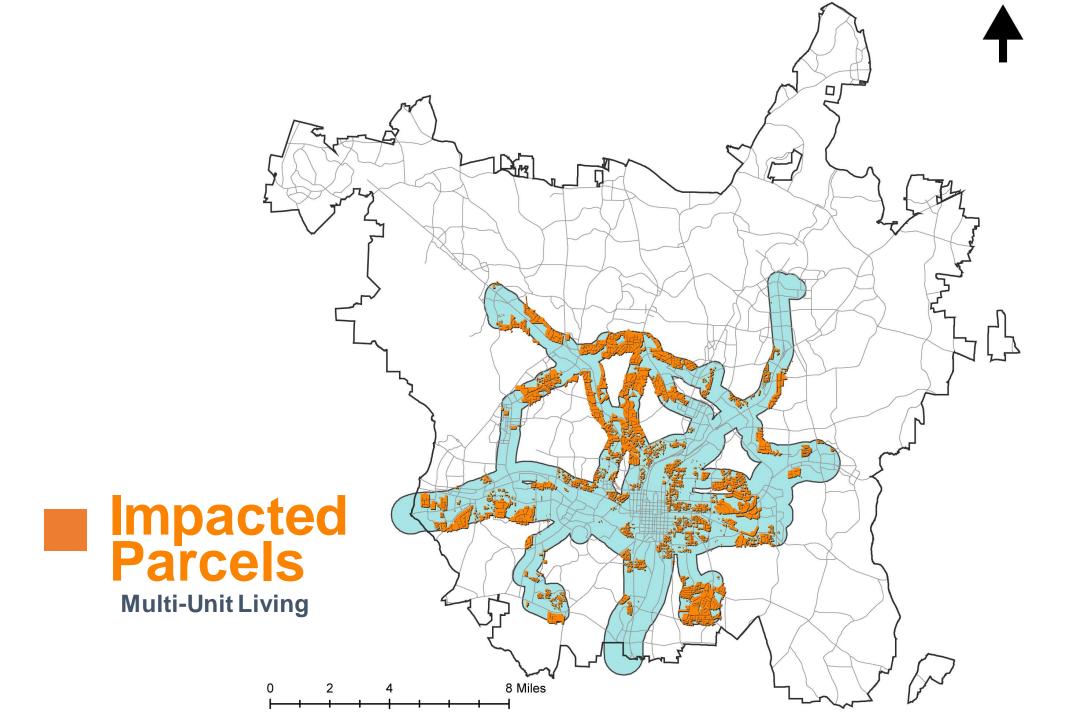




Zoning District	R-1	R-2	R-4	R-6	R-10	Total
# Parcels (1-unit living)	N/A	N/A	4,946	4,614	7,527	17,087
# Parcels (2-unit living)	N/A	N/A	705	419	803	1,927
# Parcels (3+-unit living)	N/A	N/A	6,839	4,323	4,701	15,863







- Duplexes
- Two-UnitTownhouses
  - ADUs
- Min. Lot/Site Widths

- Density Changes
- Townhouses in R-6
  - Small Apartments
    - in R-10
    - Tiny Houses
      - Flag Lots

- Compact and Conservation Developments
- Frequent TransitDevelopmentOption

## **Character Impact**





- Duplexes
- Two-Unit Townhouses
  - ADUs
- Flag Lots

- Tiny Houses
- Small Apartments in R-10
  - Min. Lot/Site Widths

- Density Changes
- Townhouses in R-6
  - Compact and Conservation
     Developments
  - Frequent TransitDevelopmentOption

## **Housing Unit Impact**





## Join us at our upcoming events to learn about zoning changes, housing affordability, and sustainable growth in the City of Raleigh.

Meetings are open to the entire public.

Wednesday, Jan. 11, 6-8 p.m.	Durant Nature Preserve, Campbell Lodge 8305 Camp Durant Road, District B
<b>Thursday, Jan. 19,</b> 6-8 p.m.	Five Points Center for Active Adults 2000 Noble Road, District E
<b>Thursday, Feb. 2,</b> 6-8 p.m.	Dix Park, the Greg Poole, Jr. All Faiths Chapel 1030 Richardson Dr., District D
Wednesday, Feb. 8, 6-8 p.m.	Virtual via Zoom
<b>Tuesday, Feb. 14,</b> 6-8 p.m.	Sertoma Arts Center 1400 Millbrook Road, District A
Saturday, Feb. 25, 10 a.mNoon	Barwell Road Community Center 5857 Barwell Park Drive, District C



For more information visit:

Raleighnc.gov

Search term: Missing Middle

## Sources

- Slide 4 Wake County Tax Administration
- Slide 5 U.S. Department of Energy
- Slide 14 European
   Environmental Agency
- Slide 15 U.S. Census
   Bureau

- Slide 18 City of Raleigh
- Slide 20 Zillow
- Slide 21 Upjohn Institute/Bloomberg
- Slide 22 Oregon Office of Economic Analysis

## Links

- Slide 14 <a href="https://www.eea.europa.eu/signals/signals-2016/articles/green-choices-policy-makers-investors">https://www.eea.europa.eu/signals/signals-2016/articles/green-choices-policy-makers-investors</a>
- Slide 20 <a href="https://www.zillow.com/homes/919-W-South-St-Raleigh,-NC-27603\_rb/6383530\_zpid/">https://www.zillow.com/homes/919-W-South-St-Raleigh,-NC-27603\_rb/6383530\_zpid/</a>
- Slide 21 –
   https://research.upjohn.org/cgi/viewcontent.cgi?article=1012&context=up\_p
   olicybriefs
- Slide 21 <a href="https://www.bloomberg.com/news/articles/2019-06-05/what-adding-luxury-housing-does-to-rents-elsewhere">https://www.bloomberg.com/news/articles/2019-06-05/what-adding-luxury-housing-does-to-rents-elsewhere</a>
- Slide 22 <a href="https://oregoneconomicanalysis.com/2016/05/25/housing-does-filter/">https://oregoneconomicanalysis.com/2016/05/25/housing-does-filter/</a>





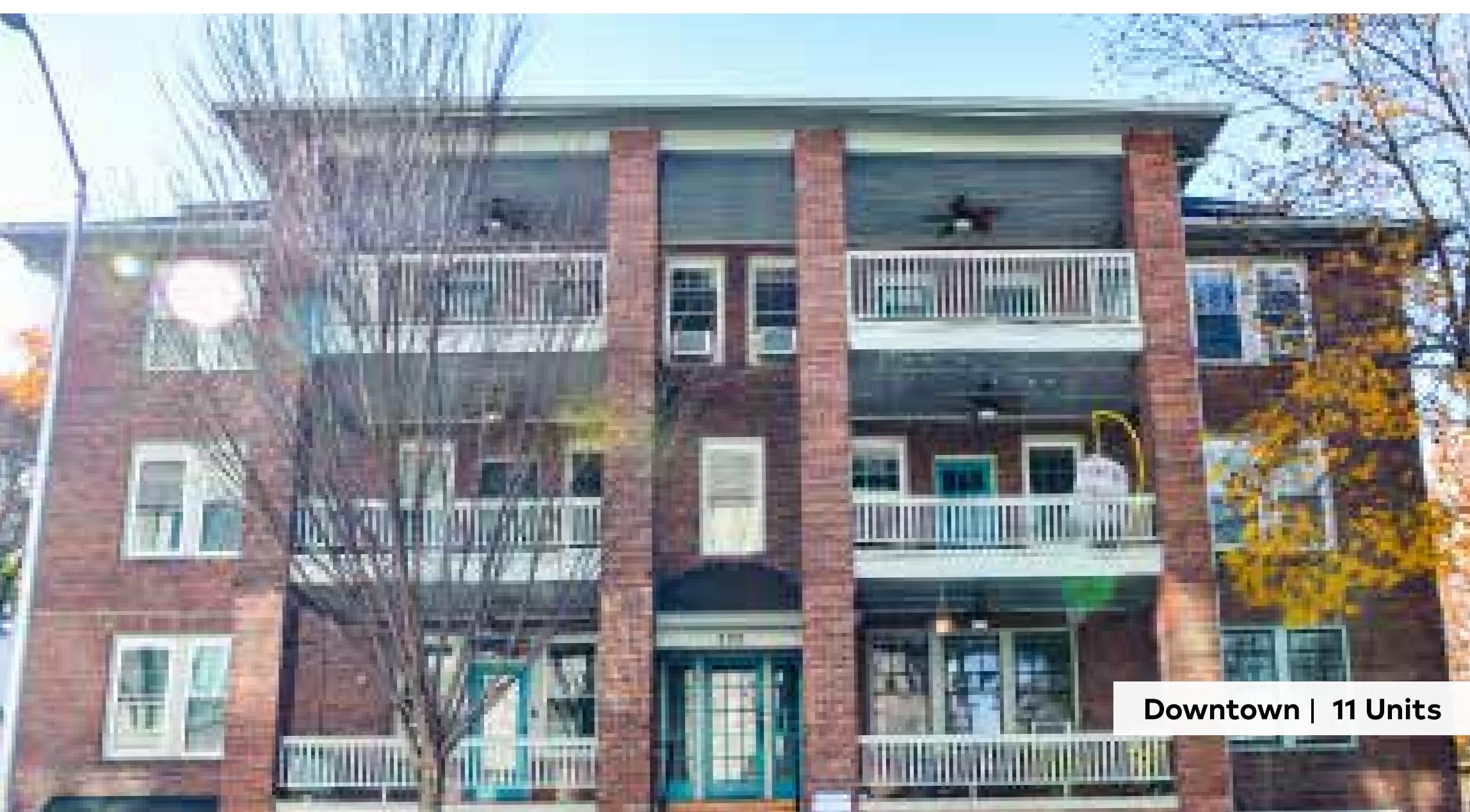






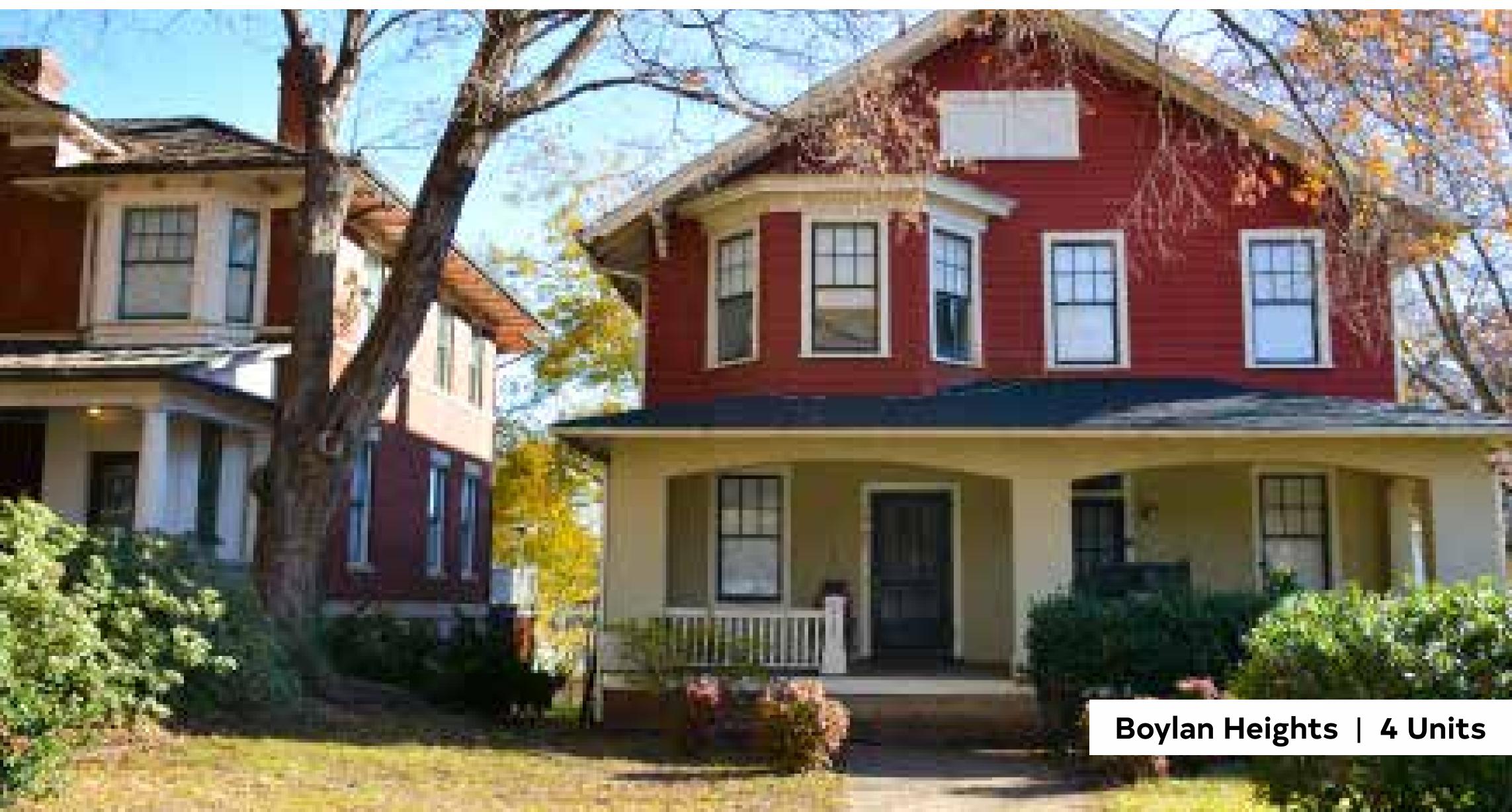
























## More Homes, More Choices Summary of Recent Zoning Changes

Raleigh aspires to be an inclusive city with a wide variety of housing for people at different stages of life, different income levels, and with different neighborhood preferences. Raleigh is a great city and by growing together, we can become even greater. If you're following the growth of the city, then you've likely heard the phrase "missing middle housing" as part of the conversation.

The term "missing middle" refers to housing types between detached single-family homes and large apartment buildings. This includes duplexes, triplexes, townhouses, and small apartments. Prior to the summer of 2021, these housing types were prohibited in many of Raleigh's neighborhoods.

Text changes (TC) are amendments to Raleigh's Unified Development Ordinance (UDO). The UDO contains all the development and zoning rules for the city. Collectively, TC-5-20 and TC-20-21 can be categorized into the following eleven (11) components:

### **Removal of Density Caps**

- » Eliminated dwelling unit/acre maximums in all residential districts except R-1
- » Result was modest density bonus in all affected districts
- » Density now controlled by lot or site area per unit
- » Townhouses and Apartments afforded greater density than Detached Houses

### Attached House (aka Duplex) Permissions

- » Attached houses (two units on one lot) can be constructed on the same sized lot as a detached house (one unit on one lot)
- » Applies to all residential districts except R-1
- » Also applies to all development options

### **Two-Unit Townhouse Permissions**

- » Two-unit townhouses (two units on one site; each unit on its own lot) can be constructed on the same size parent parcel as a detached house
- » Applies to all residential districts except R-1

### **Townhouses in R-6**

» Townhouses can now be constructed by-right in R-6 under the conventional development option

### **Apartments on Smaller Lots in R-10**

- » Reduced the site size requirement for apartment developments from 15K sf to 7,500 sf
- » Allows for a triplex on the minimum site size

### **Compact and Conservation Development Options Revisions**

- » Preservation of 20% open space required
- » Eliminated dwelling unit per acre and minimum site size requirements
- » Open space = min. acres or % of site, whichever is greater
- » Townhouses permitted now permitted in R-4 with Compact
- » Townhouses now permitted in R-2 with Conservation
- » Housing mix increased

### **Tiny House Building Type**

- » Max 800 sf footprint/1,200 sf floor area and 26'/2 stories in height
- » Reduced lot size and setbacks
- » Can be used for single or two-unit living
- » Can be constructed as a Manufactured Home if 600 sf or less and if it adheres to certain design standards

### Flag Lot Permissions

- » Allows for a larger parcel to be subdivided into a flag-shaped lot and a residual lot
- » Flag shaped lot can only contain a Tiny House
- » Residual lot allowed reduced depth and width

### Lot/Site Widths

» Synchronized lot/site width standards across detached house, attached house, townhouse, and apartments can all be built on a lot or site of the same width

### **Accessory Dwelling Units (aka ADU)**

- » Attached and detached accessory dwelling units permitted with detached houses, attached houses, tiny houses and townhouses
- » If detached, limited to 800 sf in floor area (1,000 sf in R-1) and 26'/2 stories in height
- » Can be constructed as a Manufactured Home if 600 sf or less and if it adheres to certain design standards

### **Frequent Transit Development Option**

- » Permits all residential building types and increased density in R-4 through R-10
- » 20% of units over 12 must be affordable
- » Neighborhood Conservation Overlay District regs still apply

## More Homes, More Choices Frequently Asked Questions

### What is a flag lot?

A flag lot is an irregularly shaped property, often with a narrow portion of land fronting on the street, that provides access to a larger portion of the lot to the rear. Flag lots are common in many cities and counties throughout the country and allow for the efficient use of oversized lots. Under these changes, a flag lot can be smaller than a traditional residential lot and therefore only tiny houses (1,200 sf max) are permitted on these lots.

### Why allow more housing near transit?

- » Access to reliable transportation can be a determining factor when deciding where to work or buy a home
- » High-frequency transit will provide increased mobility and opportunity.
- » Can ensure more people have access to the goods, services, amenities, and employment they rely on

### What areas are designated as proximate to high-frequency transit?

The City has adopted a map to designate specific areas within proximity of high-frequency transit. This map took into consideration existing and planned transit investments. The map has been incorporated into the City's Comprehensive Plan. To verify whether a property is located within a Frequent Transit Area:

- 1. Search for the property in iMAPs
- 2. Select the Raleigh Planning and Development layer
- 3. Select the Urban Form sublayer.
- 4. Frequent Transit Areas are shown in translucent white with a black border. (Note: To improve visibility, it may be helpful to deselect other layers.)

### How do these changes relate to the Transit Overlay District and Bus Rapid Transit?

The City is preparing for Bus Rapid Transit (BRT). Part of that process includes the creation of a Transit Overlay District (TOD). The TOD allows for denser residential development. It also requires pedestrian-oriented design along future BRT corridors. While the TOD and TC-20-21 have some elements in common, there are a few key differences. The TOD will:

- » Be mapped through a traditional rezoning process
- » Only apply to properties in the immediate vicinity of BRT routes.
- » Permit higher-density residential development
- » Prohibit auto-oriented uses.

In contrast, TC-20-21 applies to a larger area of the City, but permits a more modest increase in density.

### What is the Frequent Transit Development Option?

The Frequent Transit Development Option (FTDO) allows for:

- » Increased density
- » Multifamily housing near planned high-frequency transit service

Buildings will appear similar in size to those in residential districts, but more units can be located on a site than could otherwise be constructed today. While the primary goal of the FTDO is to provide additional housing near transit, larger projects will require the provision of affordable units.

In residential districts, 20% of the residential units over 12 established within a development site must be affordable to households earning 60% of the Area Median Income or less for a period of no less than 30 years.

In mixed-use districts, properties currently zoned for a maximum of three stories can construct an additional two stories if 20% of the bonus units meet the affordability criteria outlined above.

### How will this impact neighborhoods with a Neighborhood Conservation Overlay District (NCOD)?

NCODs typically regulate:

- » Subdivision of land through minimum and maximum lot sizes
- » Lot widths and depths
- » Form and scale of buildings through restrictions on height and setbacks

These regulations remain unchanged under this text change and will apply to any new building types permitted under these text changes. However, as is the case with the current code, anything not regulated by an overlay district is regulated by the underlying zoning.

### Can this impact the amenities surrounding my neighborhood?

Many residents value diversity, access to jobs, shopping, and other urban amenities. Neighborhoods with diverse housing types improve the spending power of a neighborhood. They also support more neighborhood-scale retail such as small restaurants or corner stores. More residents and increased commercial activity can also lead to a greater need for investment in public amenities like parks and pedestrian-friendly streetscapes.

### Will this lower the value of my house?

This is a common fear, but there is little evidence for it. The closest thing we have to a natural experiment is the existence of missing middle housing in old neighborhoods such as Oakwood, Boylan Heights, Mordecai, and Cameron Park that predate exclusive single-family zoning. These neighborhoods are among the most valuable in the city. Two- to four-unit buildings and townhouses in these neighborhoods does not appear to have suppressed the value of these areas. Some neighborhoods, like Yarborough Park, provide housing options that are more affordable than single-family.

### Will this result in the clear-cutting of lots?

The City's existing Tree Conservation Area requirements will continue to apply to larger projects (>2 acres). In addition, the City is currently pursuing additional changes to our tree preservation rules. If adopted, the changes would apply to these types of projects.

### Will this result in additional stormwater runoff?

Raleigh's existing Stormwater Control measures will apply. Smaller lots will be held to maximum impervious surface limitations while larger lots will be held to nitrogen reduction and stormwater runoff controls.

#### Will this increase traffic?

The intention of these text changes is to encourage denser development that will:

- » Shorten trip length
- » Reduce vehicle miles traveled (VMT)
- » Make walking, biking, and public transit more appealing

While most projects will not result in a significant increase in traffic, larger scale developments may require the completion of a traffic impact analysis (TIA). The TIA will determine if additional site improvements are needed.

### What guarantee is there that housing built as a result of these changes will be affordable?

Except for the Frequent Transit Development Option, described in more detail, above, most of these changes are not paired with legally binding affordability restrictions and will be market rate. The intention is to permit more and different types of housing to increase overall supply. Visit the Zoning Changes and Housing Choices webpage to read more about housing affordability and the missing middle.

### Will I be notified about these types of projects?

Unlike a rezoning or other legislative action, these projects are approved administratively following a comprehensive staff review. Except for subdivisions (the creation of multiple lots), no formal notice will be provided. This is true for most of the development you see in Raleigh. You can search the Current Development Activity webpage or the Permit and Development Portal to find out more about a specific project. You can also contact the City directly by calling 919-996-2682.







### Planning Glossary

### **Applicant**

Person(s) applying to rezone a property. Anyone can apply for a rezoning for any property. The only requirements are to pay the application fee, have a pre-application conference with the Planning Department staff, and hold a neighborhood meeting. Applicants may also refer to someone who has submitted for a building or zoning permit.

#### **Built Environment**

All the physical, human-made surroundings that make up a city, such as buildings, parks, streets, utility poles, etc.

#### Condition

Conditional Use (CU): Conditions can be offered by the owner to create more restrictive requirements for their property. They must be enforceable by the city and be more restrictive than city code.

#### **Density**

The number of dwelling units (house, apartment, townhouse, etc.) that can be built on a certain amount of land.

### **Frontage**

An additional layer of zoning that provides more detail on how the building relates to the street; frontages regulate how far back a building can be, where the parking is located, required street landscaping, and other design elements.

### Intensity

How much land use will affect the surrounding area. For example, a three-story mixed-use building with apartments on top and retail on the bottom is a more intense use than a single-family home.

### Rezoning

The process to change the zoning district designation, or what can and cannot be built on a piece of land.

### **Overlay District**

This is an additional layer of zoning which by design, is intended to:

- » Maintain the characteristics of the built environment,
- » Help protect the environment,
- » Limit an activity, or,
- » Promote health and safety.

For example, overlay districts can be applied to areas such as historic districts, watersheds, or areas surrounding an airport where noise can make residential development undesirable.

### Mixed-use Zoning (\_X)

The zoning code has multiple types of mixed-use zoning districts. These range from Residential Mixed-use (RX), where a variety of homes and limited retail is permitted, to Industrial Mixed-use (IX), where light manufacturing, retail, and limited housing is permitted. These districts always have a building height component. For example, an RX-3 district has a three-story height limit.

### Residential Zoning (R\_)

These zoning districts permit different types of dwelling units at varying densities. They can range from low density, such as single-family houses in a Residential-4 (R-4) district permitting up to four units per acre of land, to a moderate density Residential-10 (R-10) district, which permits up to ten units per acre of land.

### Zoning

The local law that regulates how property can be used: residential, commercial, industrial, etc. It also regulates building height and spacing, building type, how the building relates to the street, and other aspects of the built environment.

### **Zoning District**

The area in which a specific set of land use regulations apply.

## More Homes, More Choices:

Information Session

## Let us know your feedback



Thank you!