

AUSTIN LAND DEVELOPMENT CODE

PC Mapping Working Group
February 2018

SHAPING THE AUSTIN WE IMAGINE



#### CODENEXT MAPPING EVALUATION

# MAPPING WORKING GROUP POLICY PRIORITIES



#### PC MAPPING WORKING GROUP

#### **COMISSIONERS:**

- Stephen Oliver (chair)
- Fayez Kazi
- Conor Kenny
- Trinity White
- Nuria Zaragoza (outgoing)
- Todd Shaw (incoming)
- William Burkhardt (ex-officio)

The City of Austin Planning Commission (PC) established a working group to provide a venue for collaboration between PC and City staff/CodeNEXT consultants involved in the creation of the CodeNEXT zoning map. Working group appointees take on the responsibility of representing PC goals and objectives in the mapping process, and will work closely with staff and consultants to ensure feedback and recommendations from the Planning Commission as a whole are integrated into the map prior to City Council review.



#### WORKING GROUP GOALS

- To define a process by which the map would be easier to digest
- To create a gauge by which to test the map and our assumptions
- To take a more detailed look at the factors that could go into informing the map

#### It is **NOT**

- To create a map in secret
- To replace future planning efforts



#### HOW DID WE GET HERE

#### WHERE DID WE START?

Nearest Equivalency Map; Scenarios

#### DIAL IT IN FURTHER

- Priority Levers
  - Individual strategies that would objectively begin to inform the mapping process
  - Based on the goals of Imagine Austin and the Envision Tomorrow's capabilities



#### WHAT WE HAVE LEARNED

#### FINE TUNING

- Adjusted the scale to see if the effect was direct or exponential
- Eliminated some factors that were far fetched
- Tested some of our assumptions
  - Some levers had effect we expected but not necessarily where we would have assumed
  - Some levers had way less or way more of an impact on the number of units then we expected
- More data to come as the levers are run through the different indicators



#### HOW WILL THIS BE USED

#### **CHEAT SHEET**

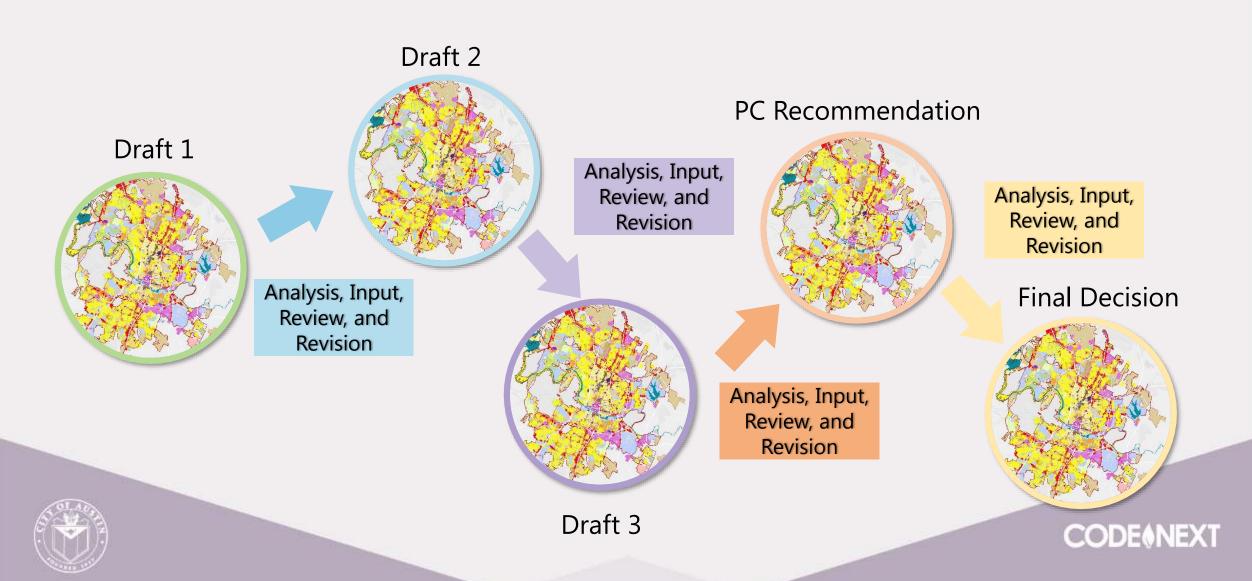
- Begin to grade the Levers based on the indicators and their feasibility
- A conversation aid to help us have a more nuanced, well informed conversation.

#### TONIGHT'S PRESENTATION

- Types of levers that could be used to help the commission to form a more sophisticated recommendation
- NOT necessarily what we would want to see implemented
  - Too blunt, need more nuance



## THE ITERATIVE APPROACH



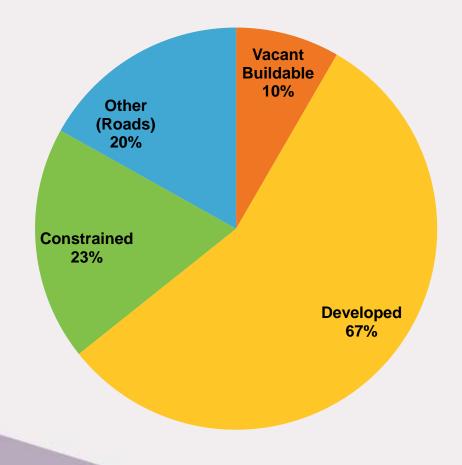
THIS ANALYSIS CAPACITY Capacity is the zoning entitlement on land that is vacant or feasible to redevelop

Capacity should be greater than forecast to prevent shortages in zoned land in a growing community

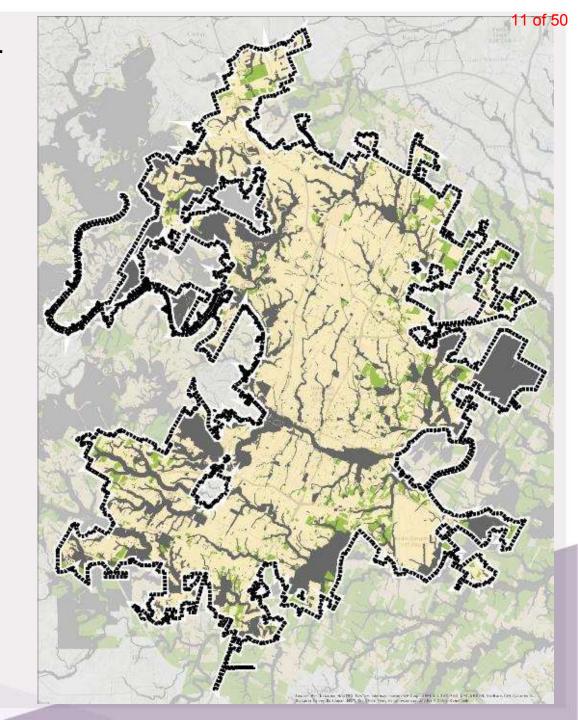
**FORECAST** 

CODE

## CAPACITY IS BASED ON VACANT AND UNCONSTRAINED LAND

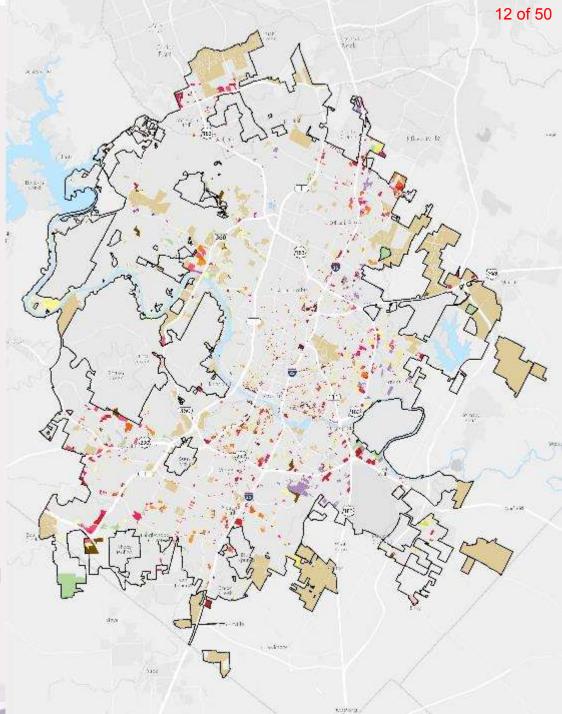






- Also on Parcels feasible to Redevelop
- Redevelopment feasibility changes based on the zoning entitlement
- We are using a pro forma economic feasibility test





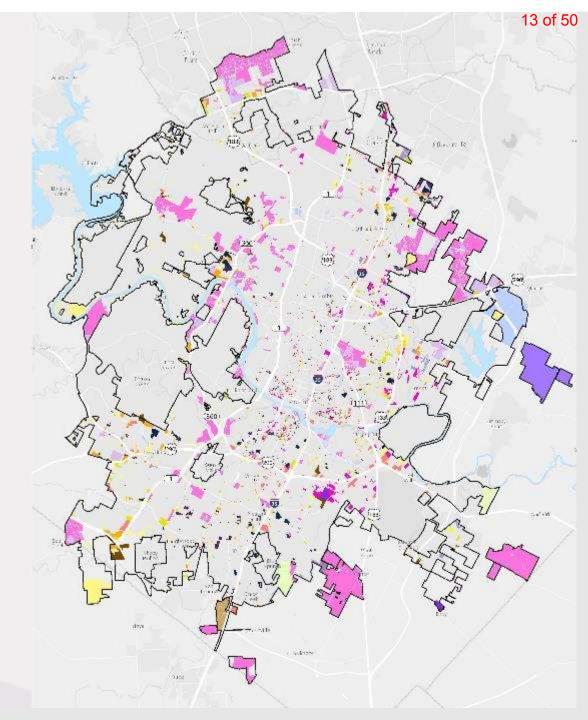
#### HOUSING CAPACITY

## "Nearest Equivalency" Map

Zoning Map with the CodeNEXT **closest equivalent zone** to current code entitlements

### **Capacity based on new zones**

 Calibrated Envision Tomorrow to calculate based on new zoning standards and map





#### **HOUSING**

#### **COMPARATIVE ASSESSMENT**

UPDATED BASED ON STATED SOLUTIONS

**CURRENT CODE** 

141,215 HOUSING UNITS

CODE NEXT EQUIVALENCY

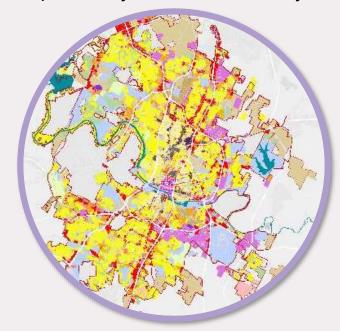
**139,420** HOUSING UNITS

1,795 Unit Delta



## TEST ZONING SCENARIOS TO LEARN THE EFFECTS OF PRIORITIES

"No Change" Zoning Map (Nearest Equivalency or Neutral Priority)







## SCENARIOS MADE OF PRIORITIES THAT WE CAN TURN OFF AND ON



PRIORITY 2

SCENARIO A

PRIORITY 3

SCENARIO B

PRIORITY 4

SCENARIO C



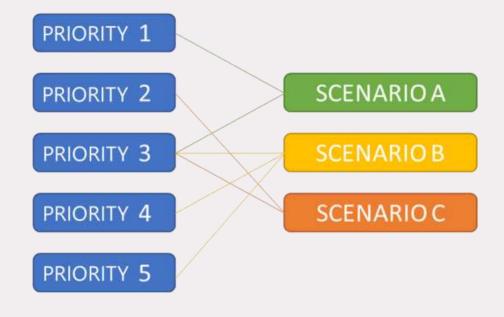


### IMPORTANT DISTINCTIONS

- Priority Levers and Scenarios are "crash test dummies" – <u>NOT</u> Zoning Map Proposals
- Designed to be distinctive <u>NOT</u> subtle or refined
- Illustrate and quantify directional impacts <u>NOT</u> accurate or representative the nuance if applied in practice



### GETTING TO A LIST OF PRIORITIES



Step 1: Test priorities independently Step 2: Test priority interactions



Step 3: Evaluate priority performance



## SCENARIO COMPARISON

	NEAREST EQUIVALENCY: Current Code With Draft 2 Language	SCENARIO A: Vacant Land and Non-Residential Infill	SCENARIO B: Increase Overall Housing Capacity	SCENARIO C: Maximize Income- Restricted Affordable Housing
Priority LEVERS:	N/A	3 – 5 – 7 – 8 - 9	1-2-3-4-6-9-10-11	1-3-4-6-9-10-12-14-15-16
HOUSING UNIT CAPACITY:	146,246	173,399	296,098	479,053
RELATIVE TO nearest equivalency:	N/A	<b>1.2X</b> (+27,093)	<b>2.0X</b> (+149,852)	<b>3.3X</b> (+332,807)
AFFORDABLE UNIT CAPACITY:	N/A	N/A	N/A	17,972
RELATIVE TO nearest equivalency:	N/A	+0	+0	+17,023



#### SCENARIO A:

VACANT LAND AND NON-RESIDENTIAL INFILL

Baseline nearest equivalency: 146,246

Priority 3: Density in IA Centers: **157,086** (+10,841)

Priority 5: Increased Entitlements around Schools (R3C): **160,425** (+3,338)

Priority 7: Limit Redevelopment of Single Family: **155,757** (-4,667)

Priority 8: Limit Redevelopment of Multifamily: **150,508** (-5,249)

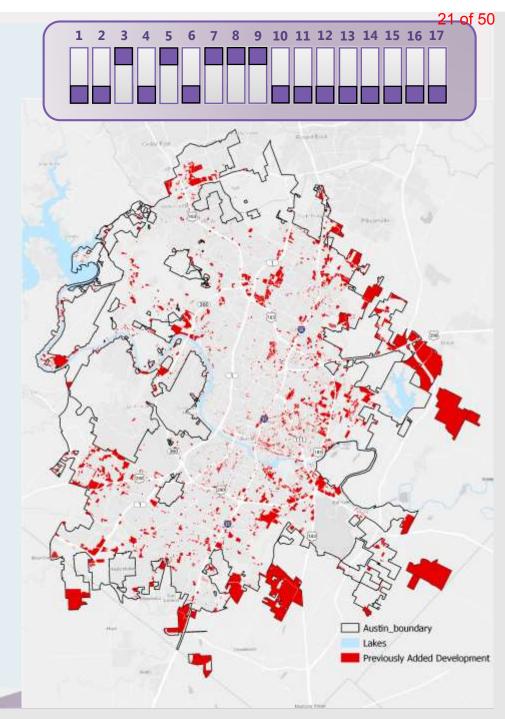
Priority 9: Encourage Infill in R Zones: 176,453 (+25,944)



TOTAL HOUSING UNIT CAPACITY

NEGATIVE CHANGE IN TOTAL CAPACITY

POSITIVE CHANGE IN TOTAL CAPACITY



#### SCENARIO B:

#### INCREASE OVERALL HOUSING CAPACITY

Baseline nearest equivalency: 146,246

Priority 1: Mixed Use in Commercial: **196,595** (+*50,349*)

Priority 2: ADUs Possible in More Locations: 206,563 (14,311)

Priority 3: Density in IA Centers: **221,624** (+10,679)

Priority 4: Density Along Major Corridors: **258,692** (+37,089)

Priority 6: Increased Entitlements around Schools (R4A): 263,799 (+5,107)

Priority 9: Encourage Infill in R Zones: 291,460 (+27,661)

Priority 10: Encourage Missing Middle Redevelopment: **296,098** (+4,638)

Apply Title 23 Compatibility: **290,605** (-5,493)

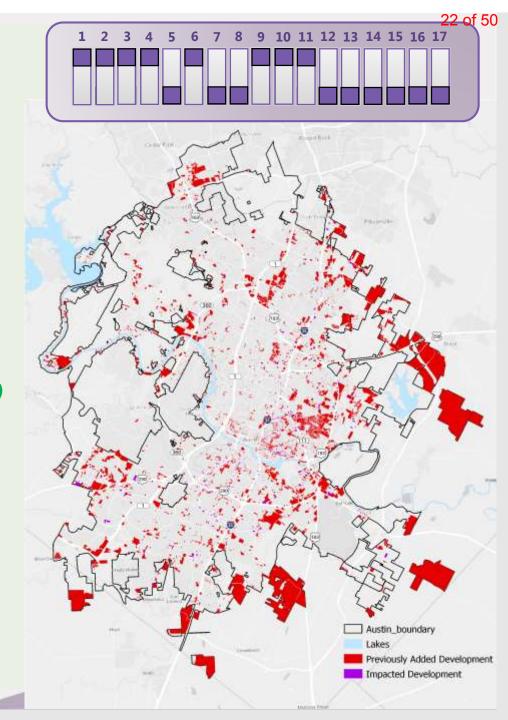
Priority 11: Remove Title 23 Compatibility: **296,098** (+5,493)



TOTAL HOUSING UNIT CAPACITY

NEGATIVE CHANGE IN TOTAL CAPACITY

POSITIVE CHANGE IN TOTAL CAPACITY



#### SCENARIO C:

MAXIMIZE INCOME-RESTRICTED AFFORDABLE HOUSING

Baseline nearest equivalency: 146,246

Priority 1: Mixed Use in Commercial: **196,595** | **0** (+**50,349** | +**0**)

Priority 3: Density in IA Centers: **206,563** | **0** (+9,968 | +0)

Priority 4: Density Along Major Corridors: **241,123** | **0** (+34,560 | +0)

Priority 6: Increased Entitlements around Schools (R4A): 245,881 | 0 (+4,758 | +0)

Priority 9: Encourage Infill in R Zones: **271,656** | **0** (+25,775 | +0)

Priority 10: Encourage Missing Middle Redevelopment: 275,978 | 0 (+4,322 | +0)

Priority 12: Apply Bonuses in Draft 2: **369,371** | **8,328** (+93,393 | +8,328)

Priority 14: Upzone + Bigger Bonuses: **489,566** | **8,837** (+120,195 | +509)

Priority 15: Match Existing Base Entitlements: **467,525** | **17,542** (-22,041 | +8,705)

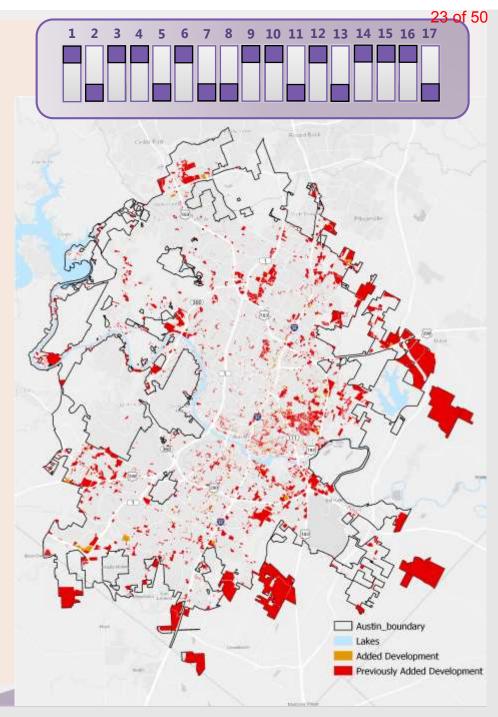
Priority 16: Mimic VMU: **479,053** | **17,972** (+**11,528** | +**430**)



TOTAL HOUSING UNIT CAPACITY

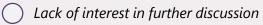
TOTAL AFFORDABLE UNIT CAPACITY

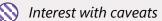
NEGATIVE CHANGE IN TOTAL CAPACITY
POSITIVE CHANGE IN TOTAL CAPACITY
CHANGE IN AFFORDABLE UNIT CAPACITY



## EVALUATED PRIORITY LIST

POLICY II	DESCRIPTION	CAPACITY	MAPPING WORKING GROUP EVAL
P1	Permit Mixed Use in Commercial Zones	46,324	00000
P2	ADUs in More Locations	10,525	00000
P3a	Increase density on non-residential land in IA Centers (1/8 mile)	11,679	00000
P3b	b Increase density on non-residential land in IA Centers (1/4 mile)		
P4	Increase density on non-residential land within 1/8 mile of major thoroughfares	39,894	00000
P5	Increase density within 1/8 mile of schools (R3C)	2,927	
P6	Increase density within 1/8 mile of schools (R4A)	4,313	
P7	Limit redevelopment of existing single family in R zones	(2,108)	00000
P8	Limit redevelopment of older multifamily properties	(3,512)	
P9	Encourage infill development of missing middle housing on vacant land	25,620	
P10	Encourage redevelopment of detached single family housing into missing middle housing	4,323	00000
P11	Remove title 23 compatibility requirements	1,360	00000
P12	Apply Draft 2 bonuses	76,848	00000
P14	Upzone to more intense zones, particularly zones with larger bonuses	73,664	00000
P15	Create new versions of some Draft 2 zones (MU/MS) so that the zones allow residential only as a bonus	89,640	00000
P16	Create new versions of some Draft 2 zones (MU/MS) to mimic the base entitlements of current VMU zones	16,380	
P17	Create new versions of Draft 2 small-scale zones (R1, R2, R3, R4, MU1 zones) that incorporate bonuses	10,525	
P18a	Missing Middle in IA Centers (R3C)	7,049	00000
P18b	Missing Middle in IA Centers (R4A)	8,805	
P19a	Missing Middle within 1/8 mile of major thoroughfares (R3C)	23,344	
P19b	Missing Middle within 1/8 mile of major thoroughfares (R4A)	28,266	





Interest in discussing further

Not evaluated as of 2/1/18



## POLICY PRIORITIES ALLOW US TO EVALUATE THE DRAFT MAP

POLICY 1: ALLOW MIXED USE IN COMMERCIAL ZONES

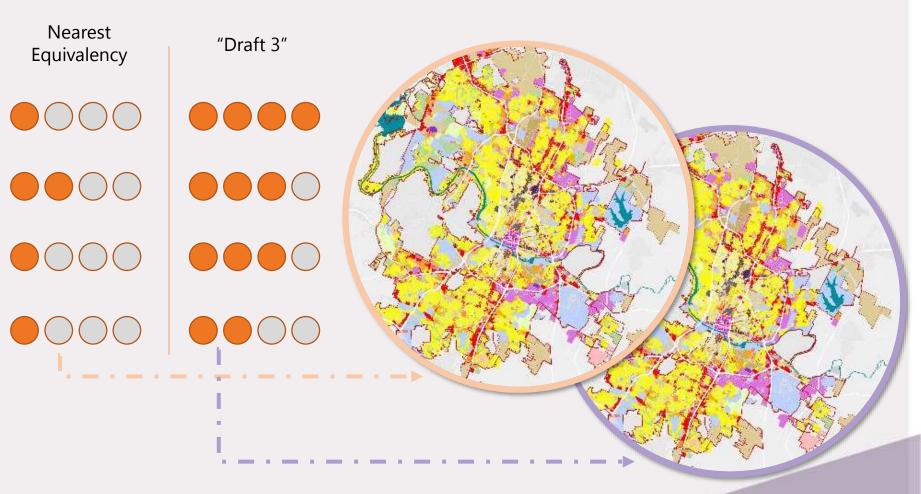
POLICY 2: ADUs EVERYWHERE

**POLICY 3: INCREASE** 

**ENTITLEMENTS IN IA CENTERS** 

**POLICY 4: INCREASE** 

**ENTITLEMENTS ON CORRIDORS** 





FOR ILLUSTRATIVE PURPOSES ONLY

#### COMPARE DRAFTS BASED ON REPORT CARD INDICATORS





2/7/2018



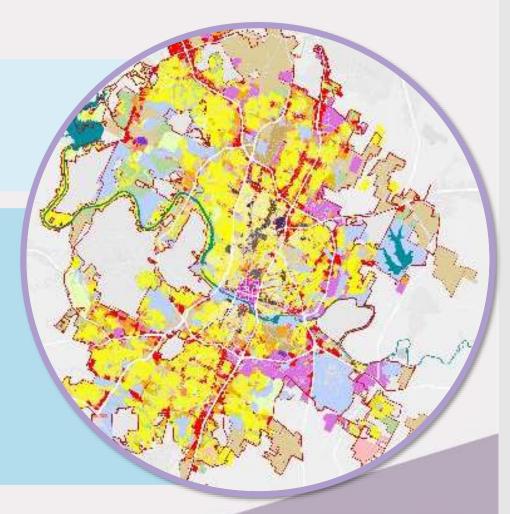
## NEAREST EQUIVALENCY

#### **Priority 0: "Nearest Equivalency" Scenario**

- Current code translated to "Draft 2" code
- Redevelopment based on feasibility in current code

#### What is "Nearest Equivalency?"

- This Zoning scenario would use the new Draft 2 language, but with proposed AHBP bonuses turned off
- Does not include MU zones in the Draft 2 code
- Priorities and scenarios are added to it to show how it would affect the city
- Both the Nearest Equivalency Map and Current Code have an estimated capacity of about 140,000 units





## EXPAND MIXED USE

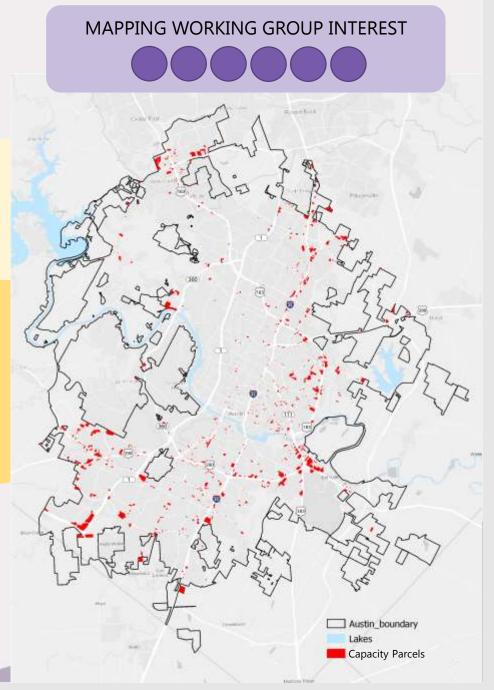
#### **Priority 1: Mixed Use in Commercial Zones**

• MU zones applied to areas zoned commercial in current code without "v" or "mu" in their zoning string

CAPACITY CHANGE

(RELATIVE TO NEAREST EQUIVALENCY)

+46,324
HOUSING UNITS





## ADUs EVERYWHERE

#### **Priority 2: Encourage ADUs and Increase Land Capacity**

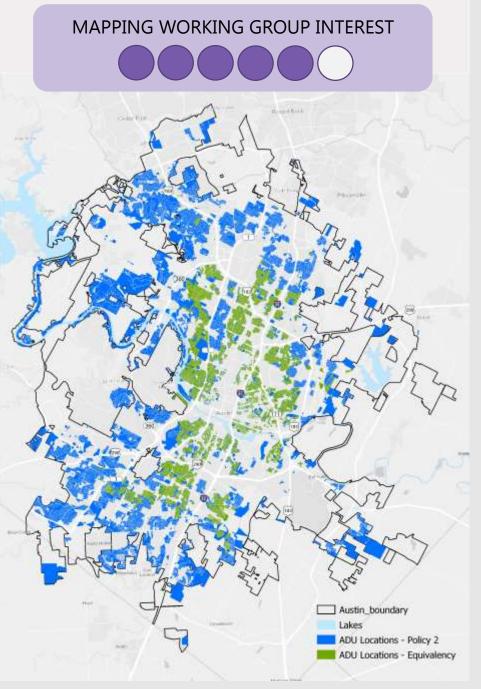
- ADUs possible on 148,922 parcels (94% of single-family zoned lots) up from 68,760 in "nearest equivalency" (43%)
- Package of incentives such as fee waivers, parking reductions, and internal ADUs encourage development
- Assume ADU production rises from 2.5% of annual permits to 10% (similar to Portland, OR)

**CAPACITY CHANGE** 

(RELATIVE TO NEAREST EQUIVALENCY)

+10,525
HOUSING UNITS





## IA CENTERS

#### **Priority 3: Increase Density in IA Centers**

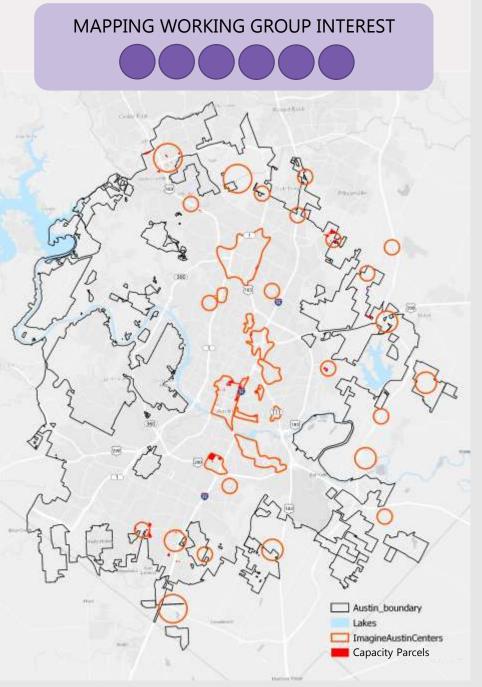
- Upzone parcels up to 1/8 mile away from Imagine Austin Centers to MS2B
- Exclude residential parcels
- Feasibility test is done to assess where redevelopment might occur

Note: Increasing distance to ½ mile adds an <u>additional</u> 5,558 units

CAPACITY CHANGE (RELATIVE TO NEAREST EQUIVALENCY)

+11,679
HOUSING UNITS





## CORRIDORS

#### **Priority 4: Increase Density Along Major Thoroughfares**

- Commercial land within 1/8 mile of Imagine Austin Corridors, Mobility Bond Corridors, and all other major thoroughfares.
- Exclude residential parcels
- Upzone parcels to MS2B
- Feasibility test is done to assess where redevelopment might occur

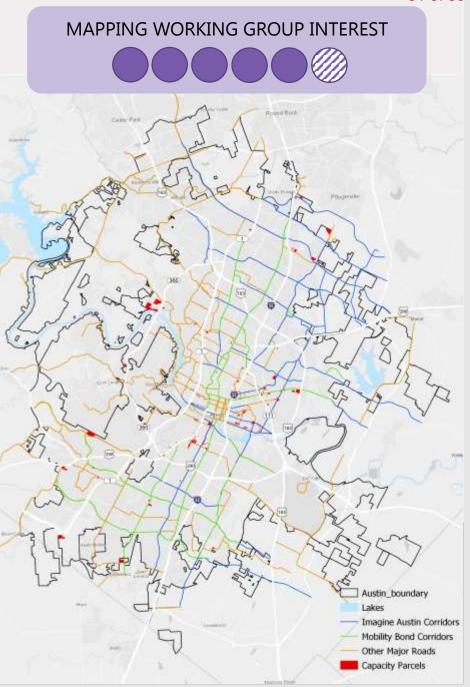
Note: Increasing distance to ½ mile adds an additional 13,800 units

CAPACITY CHANGE

(RELATIVE TO NEAREST EQUIVALENCY)

+39,894
HOUSING UNITS





## AISD SCHOOLS (R3C)

#### **Priority 5: Increase Density Around AISD Schools to R3C**

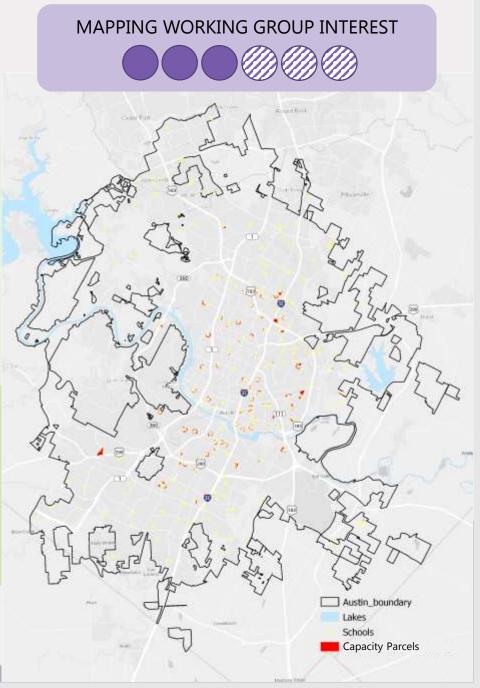
- Increase entitlements on parcels within 1/8 mile of public schools
- Parcels zoned R1 or lower upzoned to R2B
- Parcels zoned R2 upzoned to R3C
- Feasibility test is done to assess where redevelopment might occur

CAPACITY CHANGE

(RELATIVE TO NEAREST EQUIVALENCY)

+2,927
HOUSING UNITS





## AISD SCHOOLS (R4A)

#### **Priority 6: Increase Density Around AISD Schools to R4A**

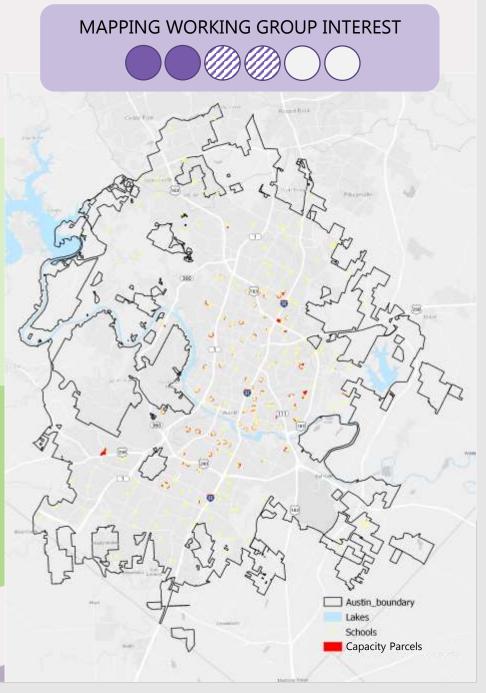
- Increase entitlements on parcels within 1/8 mile of public schools
- Parcels zoned R1 or lower upzoned to R2B
- Parcels zoned R2 upzoned to R4A
- Feasibility test is done to assess where redevelopment might occur

CAPACITY CHANGE

(RELATIVE TO NEAREST EQUIVALENCY)

+4,313
HOUSING UNITS







## LIMIT SINGLE FAMILY REDEVELOPMENT

## **Priority 7: Limit Redevelopment on Existing Single Family Parcels in R Zones**

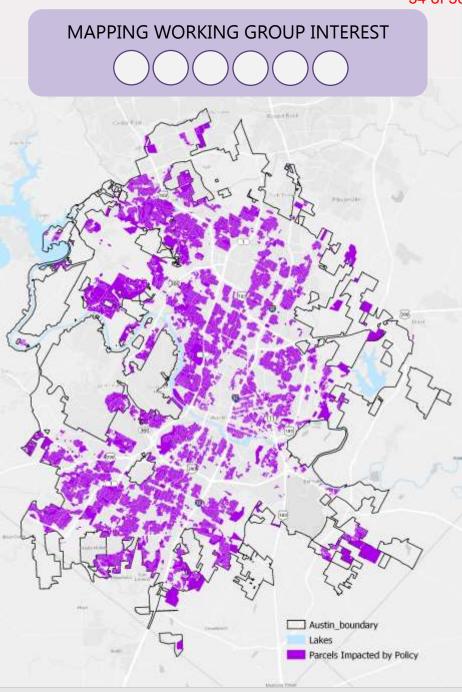
- Any R zoned parcel with an existing single family home is excluded from any future development
- In "nearest equivalency" this only blocks SF demolitions at the rate at which they already occur in Austin (~465 per year)
- When combined with other priorities, this Priority has a much larger impact

**CAPACITY CHANGE** 

(RELATIVE TO NEAREST EQUIVALENCY)

-2,108
HOUSING UNITS





## PRESERVE EXISTING MULTIFAMILY

## **Priority 8: Limit Redevelopment of Existing Older Multifamily Housing Stock**

- Entitlements on existing multifamily use (in any zone) are kept static
- Threshold for age is built before 1985
- Relatively small impact even when combined with other priorities

Note: P8 blocks ~7,800 units of capacity in Nearest Equivalency, but preserves ~4,300 existing multifamily units.

#### CAPACITY CHANGE

(RELATIVE TO NEAREST EQUIVALENCY)

-3,512 HOUSING UNITS





## MISSING MIDDLE INFILL

## **Priority 9: Encourage Missing Middle Housing on Vacant Land in R Zones**

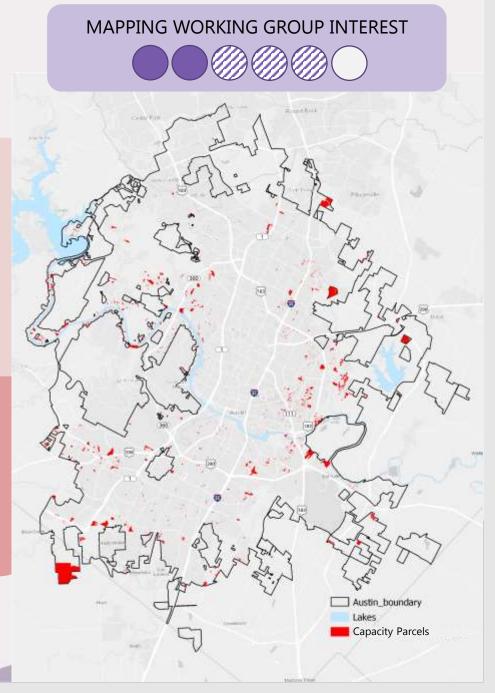
- R4A is applied to all vacant land zoned RR, LA, R1, R2, or R3 in "nearest equivalency"
- R4A allows a range of missing middle housing types including cottage courts, duplexes, and multiplexes

#### CAPACITY CHANGE

(RELATIVE TO NEAREST EQUIVALENCY)

+25,620 HOUSING UNITS







## MISSING MIDDLE REDEV

## **Priority 10: Encourage Redevelopment of Existing Single Family in R Zones to Missing Middle**

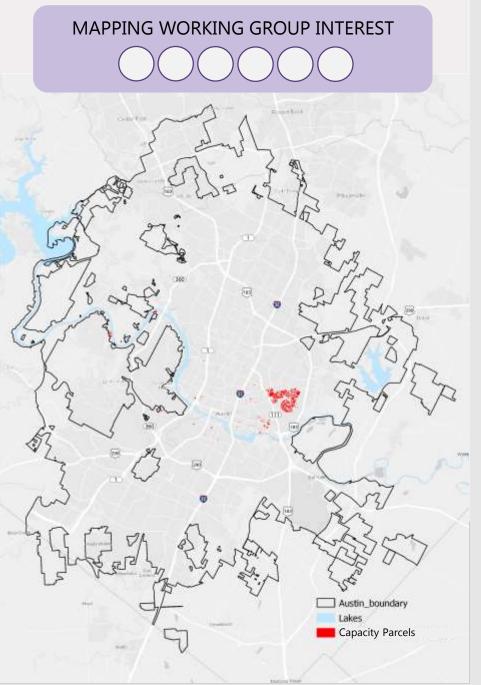
- R4A is applied to developed land zoned RR, LA, R1, R2, or R3 in "nearest equivalency" based on a feasibility test
- R4A allows a range of missing middle housing types including cottage courts, duplexes, and multiplexes
- Impacted land area is disproportionately in East Austin

#### CAPACITY CHANGE

(RELATIVE TO NEAREST EQUIVALENCY)

+4,323
HOUSING UNITS







## TURN OFF COMPATIBILITY

## **Priority 11: Remove Single Family Compatibility Requirements (Title 23 Compatibility)**

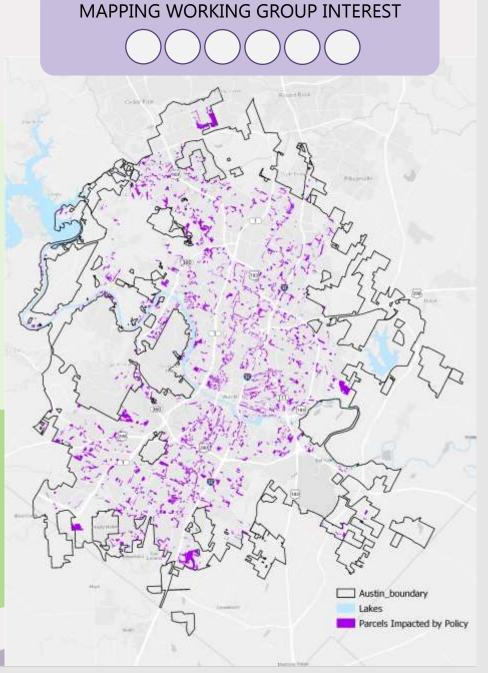
- Any redevelopment potentially impacted by compatibility is allowed to reach typical densities
- Relatively minor impact to "nearest equivalency" map
- When combined with other priorities such as #1, #3, or #4, impact of this Priority is much more pronounced

#### CAPACITY CHANGE

(RELATIVE TO NEAREST EQUIVALENCY)

+1,360 HOUSING UNITS







## DRAFT 2 BONUSES

#### **Priority 12: Apply Bonuses in Draft 2 Code**

- Any modeled development that has a bonus option, takes it. Represents bonus opportunity, not a forecast of bonus uptake.
- Bonuses are calculated relative to maximum base entitlements. For example, a bonus of 1 floor with a 4 floor base entitlement receives a 25% bonus.

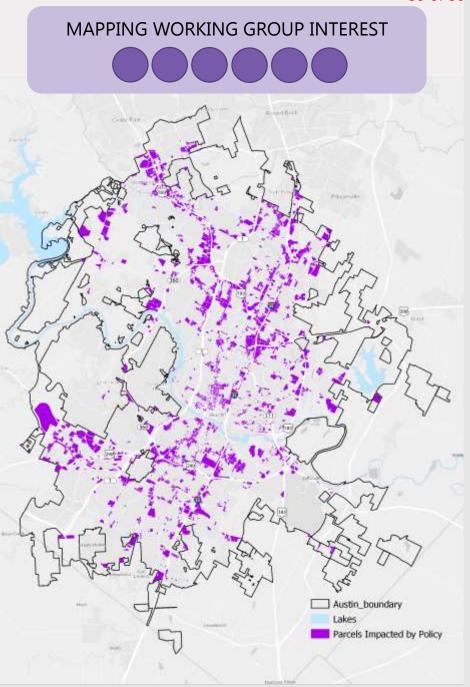
#### CAPACITY CHANGE

(RELATIVE TO NEAREST EQUIVALENCY)

+76,848
TOTAL UNITS

+949
AFFORDABLE UNITS







## MORE INTENSE BONUS ZONES

### **Priority 14: Replace Less Intense Bonus Zones With More Intense Bonus Zones**

- Specific RM and MU zones are upzoned to the next level of intensity
- Feasibility tests are run to estimate change in redevelopment potential
- Where bonuses apply, they are re-applied

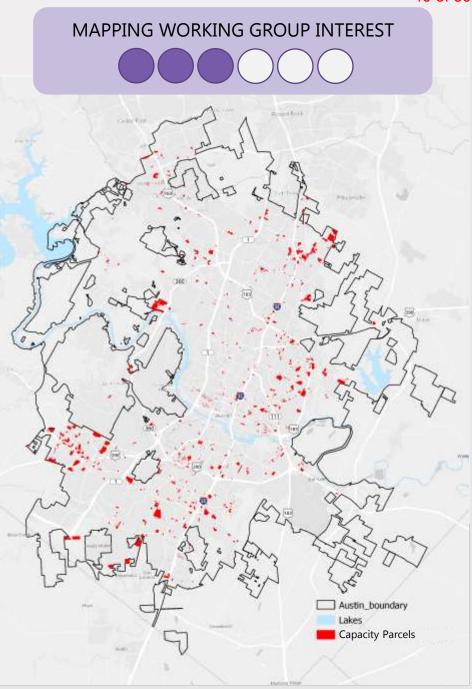
#### **CAPACITY CHANGE**

(RELATIVE TO NEAREST EQUIVALENCY)

+73,664
TOTAL UNITS

+1,903
AFFORDABLE UNITS







# RESIDENTIAL ONLY AS A BONUS

### **Priority 15: Apply Versions of MU That Mimic Existing Base Entitlements**

- Applied to parcels where MU zones were painted in existing commercial zones and the parcels did <u>not</u> have a "v" or an "mu" in their zone string
- Assume full participation in the affordable housing bonus
- Some parcels will drop out due to relative increase in commercial feasibility compared to base and bonus residential entitlements

#### CAPACITY CHANGE

(RELATIVE TO NEAREST EQUIVALENCY)

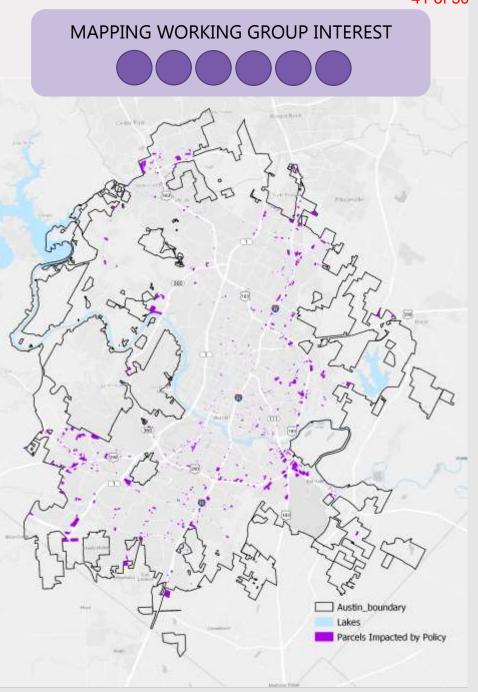
+89,518

+13,951

TOTAL UNITS

**AFFORDABLE UNITS** 







# RESIDENTIAL BASE AND BONUS

### **Priority 16: Apply Versions of MU That Mimic Base Entitlements of VMU**

- Applied to parcels where MU zones were painted in existing commercial zones and the parcels have a "v" or an "mu" in their zone string
- Assume full participation in the affordable housing bonus
- Some parcels will drop out due to relative increase in commercial feasibility compared to base and bonus residential entitlements

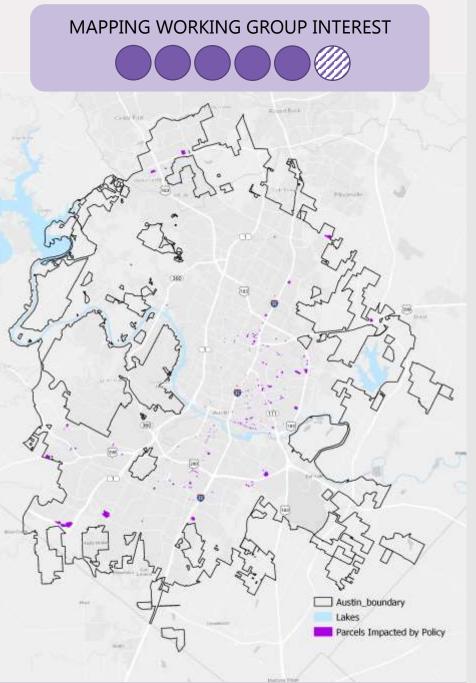
#### CAPACITY CHANGE

(RELATIVE TO NEAREST EQUIVALENCY)

+16,380

+2,231
AFFORDABLE UNITS







## SMALL SCALE BONUS ZONES

### **Priority 17: Create Bonuses for Residential Zones and Small Scale Mixed Use Zones**

- Allow additional affordable units to be built in R1, R2, R3, R4, and MU1 zones
- Typically allows an internal and external ADU if one of the ADUs is registered as part of the CodeNEXT Citywide Affordable Housing Bonus Program

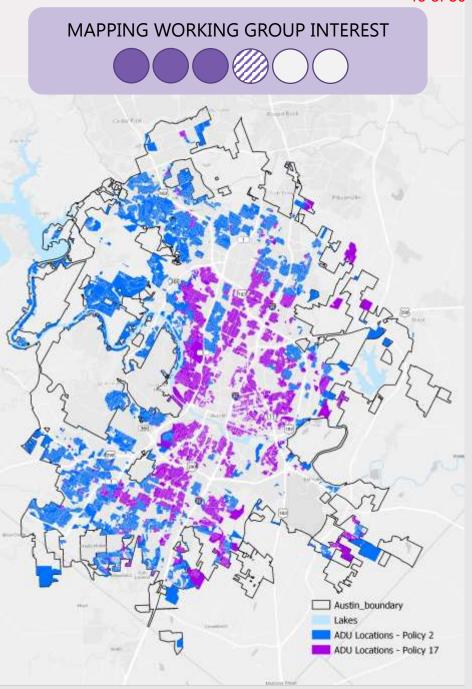
#### CAPACITY CHANGE

(RELATIVE TO NEAREST EQUIVALENCY)

Included in higher Policy 2

ADU Production Rate







# MISSING MIDDLE IN IA CENTERS

## **Priority 18: Upzone to Missing Middle Densities in Imagine Austin Centers**

- Within 1/8 of a mile of centers, upzone R zones to R3C
- Would allow missing middle along in areas identified by Imagine Austin as priorities for growth and investment.

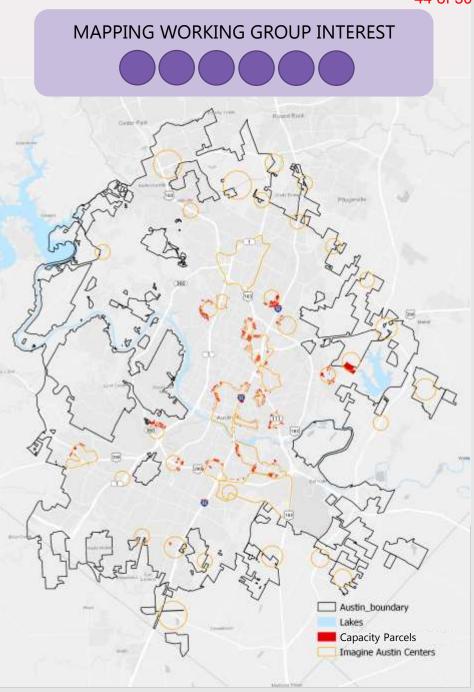
Note: Upzoning to R4A adds an additional 1,800 units.

CAPACITY CHANGE

(RELATIVE TO NEAREST EQUIVALENCY)

+7,049
HOUSING UNITS







# MISSING MIDDLE ALONG CORRIDORS

## **Priority 19: Upzone to Missing Middle Densities in Along Major Corridors**

- Within 1/8 of a mile of corridors, upzone R zones to R3C
- Would allow missing middle along in areas identified by Imagine Austin as priorities for growth and investment.

Note: Upzoning to R4A adds an <u>additional</u> 5,000 units.

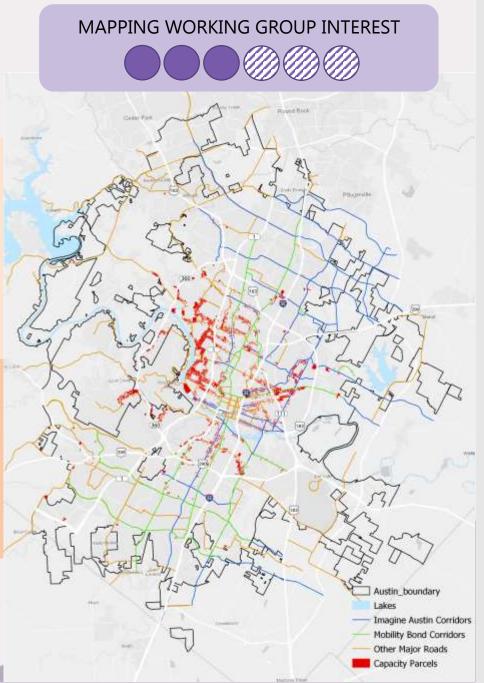
CAPACITY CHANGE

(RELATIVE TO NEAREST EQUIVALENCY)

+23,344
HOUSING UNITS

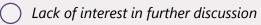


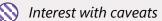
P18 AND P19 PROVIDE MORE CAPACITY THAN P9 AND P10 COMBINED



#### EVALUATED PRIORITY LIST

POLICY II	DESCRIPTION	CAPACITY	MAPPING WORKING GROUP EVAL
P1	Permit Mixed Use in Commercial Zones	46,324	00000
P2	ADUs in More Locations	10,525	00000
P3a	Increase density on non-residential land in IA Centers (1/8 mile)	11,679	00000
P3b	Increase density on non-residential land in IA Centers (1/4 mile)	17,238	
P4	Increase density on non-residential land within 1/8 mile of major thoroughfares	39,894	00000
P5	Increase density within 1/8 mile of schools (R3C)	2,927	
P6	Increase density within 1/8 mile of schools (R4A)	4,313	
P7	Limit redevelopment of existing single family in R zones	(2,108)	00000
P8	Limit redevelopment of older multifamily properties	(3,512)	
P9	Encourage infill development of missing middle housing on vacant land	25,620	
P10	Encourage redevelopment of detached single family housing into missing middle housing	4,323	00000
P11	Remove title 23 compatibility requirements	1,360	00000
P12	Apply Draft 2 bonuses	76,848	00000
P14	Upzone to more intense zones, particularly zones with larger bonuses	73,664	00000
P15	Create new versions of some Draft 2 zones (MU/MS) so that the zones allow residential only as a bonus	89,640	00000
P16	Create new versions of some Draft 2 zones (MU/MS) to mimic the base entitlements of current VMU zones	16,380	
P17	Create new versions of Draft 2 small-scale zones (R1, R2, R3, R4, MU1 zones) that incorporate bonuses	10,525	
P18a	Missing Middle in IA Centers (R3C)	7,049	00000
P18b	Missing Middle in IA Centers (R4A)	8,805	
P19a	Missing Middle within 1/8 mile of major thoroughfares (R3C)	23,344	
P19b	Missing Middle within 1/8 mile of major thoroughfares (R4A)	28,266	





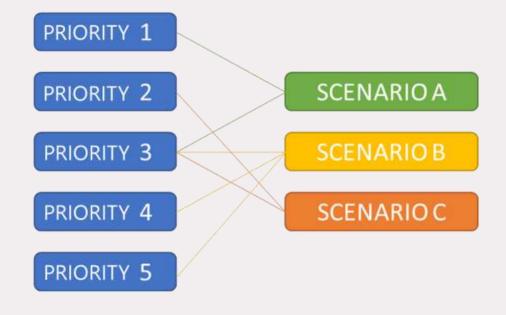
Interest in discussing further

Not evaluated as of 2/1/18



**CODE** NEXT

#### GETTING TO A LIST OF PRIORITIES



Step 1: Test priorities independently Step 2: Test priority interactions



Step 3: Evaluate priority performance



CODE NEXT

### DRAFT 3 – A HIGH LEVEL LOOK

	NEAREST EQUIVALENCY: Current Code With Draft 2 Language	DRAFT 2	DRAFT 3: Preview Version (2/12 release)	
BASE UNIT CAPACITY:	139,420	189,499	200,621	
BONUS UNIT CAPACITY:	5,174	85,646	83,220	
AFFORDABLE UNIT CAPACITY:	1,500	5,000	COMING SOON	
TOTAL UNIT CAPACITY:	144,594	275,145	283,841	



#### DRAFT 3 - PRIORITY PERFORMANCE

Policy	Nearest Equiv	Draft 3	Policy	Nearest Equiv	Draft 3
Mixed-Use in Commercial			Draft 2 Bonuses		
ADUs Everywhere			Bonuses Without Residential Base		
Density on Commercial in IA Centers			Mimic VMU Bonuses	00000	
Density on Commercial Along Corridors			Small Scale Bonuses (R1, R2, etc.)	00000	
Increase Density Around Schools	00000		Missing Middle in IA Centers	00000	
Limit Redevelopment of Older Multifamily			Missing Middle Along Corridors	00000	



**CODE** NEXT

#### NEXT STEPS

- 1. Draft 3 is due to be released on February 12<sup>th</sup>
- 2. Consultant team will produce Envision Tomorrow indicators for Draft 3.
- 3. PC priority evaluation can evolve as Draft 3 is studied.
- 4. The next round of map or text changes should address PC evaluation.
- 5. Mapping working group to schedule Draft 3 work sessions.

