



Land Use Management Ordinance Text Amendment Housing Regulations & Housing Choices for a Complete Community

April 10, 2023

Why are we doing this?

- September 2021 – Council members petition staff to create pathway for missing middle housing
- Projected Housing Needs, 2020-2040
 - Little variety in existing housing stock – single family homes and luxury apartments
 - Many needs are going unmet
 - Need to increase housing production by 35% (an average of 500 units annually)
- Complete Community Strategy

Timeline



Fall 2022

- Staff presents to Planning Commission, Housing Advisory Board, and Council Committee for Economic Sustainability (CCES)



Winter 2022-2023

- Staff presents to Housing Advisory Board and Planning Commission
- Council opens the legislative hearing (1.25) and closes the legislative hearing (2.22)
- Staff hosts Community Open Houses and neighborhood meetings



Spring 2023

- Staff hosts Community Open Houses and neighborhood meetings
- Council work session (4.10)
- *Return to advisory boards*
- *Town Council public hearing and action (TBD)*

Questions for Council

LUMO Clean-Up & Refining Missing Middle

- 1.Does the Council support this strategy for the LUMO clean up and refining missing middle?
- 2.Is Council supportive of moving forward with the uses and changes proposed?
- 3.What advisory boards should staff engage with for policy guidance?

Expanding Missing Middle Housing Choices

- 4.What are Council's reactions to this initial list of potential strategies?

Purpose of the Text Amendments



Clean up the Land Use Management Ordinance (LUMO)

Diversify Housing Types

Increase Housing Production

Encourage Compatible Infill

Promote Gentle Density

Where We've Been

Initial Proposal

LUMO “Clean Up” Text Amendments

- Setback and Height Exceptions
- Townhouse Development Regulations
- Updated Standards for Duplexes and Accessory Apartments

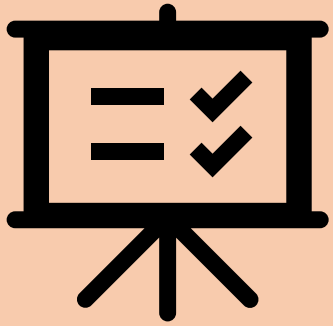
Opportunities to Increase Missing Middle Housing

- Remove density limitations
- Cottages on Compact Lots
- Admin. Approval of Triplexes and Fourplexes in R-1 and R-2
- Cottage Courts starting in R-2

Research and Stakeholder Engagement

- Meeting with city and county departments
- Analysis of existing infrastructure, access to transit, and walkability scores
- Engaging with affordable housing groups
- Met with UNC about student housing demands
- Consulting with similar cities about Missing Middle Housing efforts
- Community Outreach

Public Engagement



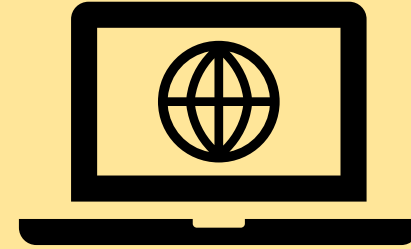
2 Public Information
Meetings &
7 Community Open
Houses

127 attendees



13 Neighborhood
Meetings

332 residents

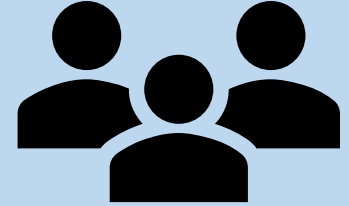


Digital Outreach

- Public Input Website
- Email Listserv
- Online Survey

471 Email Subscribers

**868 Survey
Participants**



5 Planning Staff
&
Staff from
Communications,
Housing, Inspections,
Ombuds, Managers
Office

**135 Staff Hours on
Public Meetings**

Summary of Community Feedback

- Student Housing
- Parking/Traffic
- Nuisances
- Infrastructure capacity
- Equity and diversity
- Locations for density
- Housing affordability
- Neighborhood character
- Tree canopy
- Out-of-town investors
- Demolitions and loss of neighborhood character
- Historic designations
- Occupancy
- Stormwater
- Unintended consequences
- Zoning as a promise of expectations

Summary of Proposed Changes

What this does not do:

- Make single-family houses non-conforming or prohibit single-family developments
- Eliminate single family residential zoning
- Supersede restrictive covenants or entitlements
- Guarantee affordable housing.
- Prevent student rentals.

What this is intended to do:

- **Preserve existing uses** in Neighborhood Conservation Districts (NCDs)
- Allows **administrative approval** for small, multi-family developments up to 4 units in zones that already allow 3-7 units
- Allows **site plan approval by the Planning Commission** for cottage courts
- Imposes standards to ensure that new development is **compatible with existing neighborhoods**

Staff Recommendation

Purpose of Text Amendments is the guide for staff recommendation

Clean up the Land Use Management Ordinance (LUMO)

Diversify Housing Types

Increase Housing Production

Encourage Compatible Infill

Promote Gentle Density

Setbacks & height exceptions

Townhouse development standards

Duplex & ADU standards

Prioritize dimensional standards over density restrictions

Introduce cottages on compact lots

Administrative approval of triplexes and fourplexes

Add new missing middle housing types in higher density districts.

Accessory Apartments for Cultural and Institutional Facilities as well as Places of Worship

LUMO Clean Up & Refining Missing Middle

Proposed Housing Types and Placement:

Accessory
Apartment



Duplex



Cottage on
Compact
Lot



Triplex



Fourplex



Cottage
Court



*LOWER
DENSITY*

*HIGHER
DENSITY*

LUMO Clean Up & Refining Missing Middle

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*LOWER
DENSITY*

*HIGHER
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Proposed for all residential zoning districts

LUMO Clean Up & Refining Missing Middle

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Court



*LOWER
DENSITY*

*HIGHER
DENSITY*

Proposed for all residential zoning districts except rural (RLD and RT)

LUMO Clean Up & Refining Missing Middle

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Apartment



Duplex



Cottage on
Compact
Lot



Triplex



Fourplex



Cottage
Court



*LOWER
DENSITY*

*HIGHER
DENSITY*

Proposed for all existing multi-family residential zoning districts and staff review

LUMO Clean Up & Refining Missing Middle

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Accessory
Apartment



Duplex



Cottage on
Compact
Lot



Triplex



Fourplex



Cottage
Court



*LOWER
DENSITY*

*HIGHER
DENSITY*

Proposed for all existing multi-family residential zoning districts and review by Planning Commission

LUMO Clean Up & Refining Missing Middle

Proposed Types & Placement:

Highest Density

Lowest Density

*Allowed in all
residential districts*



Accessory Apartment



Duplex

*Allowed in all residential
districts except rural
(RLD and RT)*



Cottage on Compact Lot

*Allowed wherever
multifamily is allowed
(R-3 and higher)*

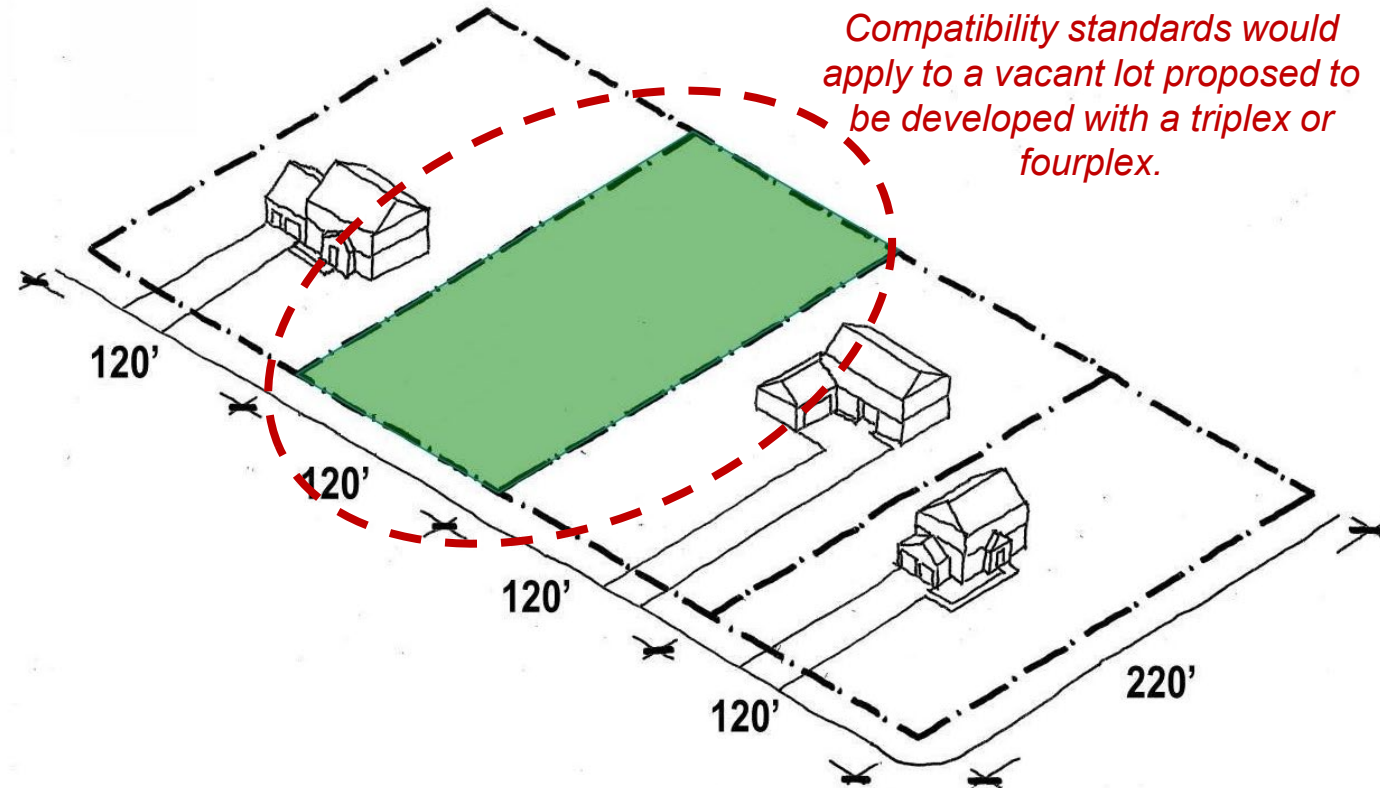


Triplex, Fourplex, Cottage Court

LUMO Clean Up & Refining Missing Middle

Neighborhood Compatibility For Triplexes & Fourplexes

- *Applies to new development in single-family neighborhoods in R-3 through R-6 zoning districts*
- Requires new buildings to be compatible with those found within 150' of the proposed site by regulating:
 - Building height
 - Roof forms, pitches, breaks, and massing
 - Street setbacks
 - Building width, articulation, and modulation of facades
 - Building orientation and entrances
 - Fenestration patterns (windows and doors)
 - Building materials
 - Parking in side or rear yard



Proposed Phasing of LUMO Clean Up & Refining Missing Middle

Original Proposal

Setbacks & height exceptions

Townhouse development standards

Duplex & ADU standards

Prioritize dimensional standards over density restrictions

Introduce cottages on compact lots

Administrative approval of triplexes and fourplexes

Add new missing middle housing types in most R- zoning districts:

- Triplexes
- Fourplexes
- Cottage Courts

Immediate Next Steps

Setbacks & height exceptions

Townhouse development standards

Duplex & ADU standards

Prioritize dimensional standards over density restrictions

Introduce cottages on compact lots

Administrative approval of triplexes and fourplexes

Add new missing middle housing types, inc. cottage courts, in higher density districts (R-3 and up)

Accessory Apartments for Cultural and Institutional Facilities as well as Places of Worship

Future Work

Strategically add new missing middle housing types in most zoning districts:

- Triplexes
- Fourplexes
- Cottage Courts

Expanding Missing Middle Housing Opportunities

Consider incorporating additional opportunities through the LUMO Rewrite:

- Identify criteria for strategic placement of triplexes, fourplexes, and cottages:
 - Opportunities through overlay zones
 - Identifying vacant and underdeveloped sites
 - Requirements for proximity to sidewalks, major streets, or transit service
- Limit the pace of triplex and fourplex construction through guardrails
 - Cap on the number of permits issues per year
 - A minimum separation distance

Questions for Council

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- 2.Is Council supportive of moving forward with the uses and changes proposed?
- 3.What advisory boards should staff engage with for policy guidance?

Expanding Missing Middle Housing Choices

- 4.What are Council's reactions to this initial list of potential strategies?

LUMO Clean Up & Refining Missing Middle

	R-LD5	RT	R-LD1	R-1A	R-1	R-2	R-2A	R-3	R-4	R-5	R-6	HR-L	HR-M	HR-X
Single Family	P	P	P	P	P	P	P	P	P	P	P	P	P	P
Single Family + Accessory Apartment	P	P	P	P	P	P	P	P	P	P	P	P	P	P
<u>Cottage on a Compact Lot</u>	-	-	-	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Duplex	✓	✓	✓	✓	✓	P	✓	P	P	P	P	P	P	P
Triplex	-	-	-	-	-	-	-	✓	✓	✓	✓	P	P	P
<u>Fourplex</u>	-	-	-	-	-	-	-	✓	✓	✓	✓	-	-	✓
<u>Cottage Courts</u>	-	-	-	-	-	-	-	✓	✓	✓	✓	-	-	✓
<u>Accessory Apartments for Cultural and Institutional Facilities as well as Places of Worship</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>
<u>Townhouses</u>	-	-	-	-	-	-	-	✓	✓	✓	✓	-	-	✓
Multi-Family (3-7 units <u>5-10 units</u>)	-	-	-	-	-	-	-	P	P	P	P	-	-	P
Multi-Family (7+ units <u>10+ units</u>)	-	-	-	-	-	-	-	-	-	-	CZ	-	-	-

Underlined Text - Changes to the table

A - Accessory Use

P - Permitted uses

✓ New Permitted Use

LUMO Clean Up & Refining Missing Middle

Cottage on a Compact Lot

- *Smaller, stand-alone house containing 1-2 units on a reduced sized single family lot*
- Min. Lot Size: 2,700 SF
- Max. Footprint: 1,000 SF
- Max. Floor Area: 1,600 SF
- Max. Unit Size: 1,600 SF
- Impervious Surface Ratio: 0.50
- Stormwater Management: Not Typical
- Tree Canopy Coverage: Not Applicable
- Max. Height: 29 FT
- Parking: Not applicable



	R-LD5	RT	R-LD1	R-1A	R-1	R-2	R-2A	R-3	R-4	R-5	R-6	HR-L	HR-M	HR-X
<u>Cottage on a Compact Lot</u>	-	-	-	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

LUMO Clean Up & Refining Missing Middle

Accessory Apartments

- *Accessory dwelling unit associated with either a single family home, institutional or cultural facility, or place of worship*
- Max. Floor Area: 1,000 SF



	R-LD5	RT	R-LD1	R-1A	R-1	R-2	R-2A	R-3	R-4	R-5	R-6	HR-L	HR-M	HR-X
<u>Accessory Apartments</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>	<u>A</u>

LUMO Clean Up & Refining Missing Middle

Duplexes

- *Two units side-by-side or one-over-the other*
- Min. Lot Size: Follows Zoning District
- Max. Footprint: Not Applicable
- Max. Floor Area: 3,000 SF/building
- Max. Floor Area Ratio: 0.40
- Impervious Surface Ratio: 0.50
- Stormwater Management: Not Typical
- Tree Canopy Coverage: Not Applicable
- Parking: Follows multi-family requirements



	R-LD5	RT	R-LD1	R-1A	R-1	R-2	R-2A	R-3	R-4	R-5	R-6	HR-L	HR-M	HR-X
Duplexes	✓	✓	✓	✓	✓	P	✓	P	P	P	P	P	P	P

LUMO Clean Up & Refining Missing Middle

Triplexes

- *Three units side-by-side or one-over-the other*
- Min. Lot Size: Follows Zoning District
- Max. Footprint: Not Applicable
- Max. Floor Area: 3,000 SF/building
- Max. Floor Area Ratio: 0.40
- Impervious Surface Ratio: 0.50
- Stormwater Management: Required
- Tree Canopy Coverage: 30%
- Parking: Follows multi-family requirements
- Neighborhood Compatibility Design Criteria



	R-LD5	RT	R-LD1	R-1A	R-1	R-2	R-2A	R-3	R-4	R-5	R-6	HR-L	HR-M	HR-X
Triplexes	-	-	-	-	-	-	-	✓	✓	✓	✓	-	-	P

LUMO Clean Up & Refining Missing Middle

Four-plexes

- *Four units side-by-side or one-over-the other*
- Min. Lot Size: Follows Zoning District
- Max. Footprint: Not Applicable
- Max. Floor Area: 3,000 SF/building
- Max. Floor Area Ratio: 0.40
- Impervious Surface Ratio: 0.50
- Stormwater Management: Required
- Tree Canopy Coverage: 30%
- Parking: Follows multi-family requirements
- Neighborhood Compatibility Design Criteria

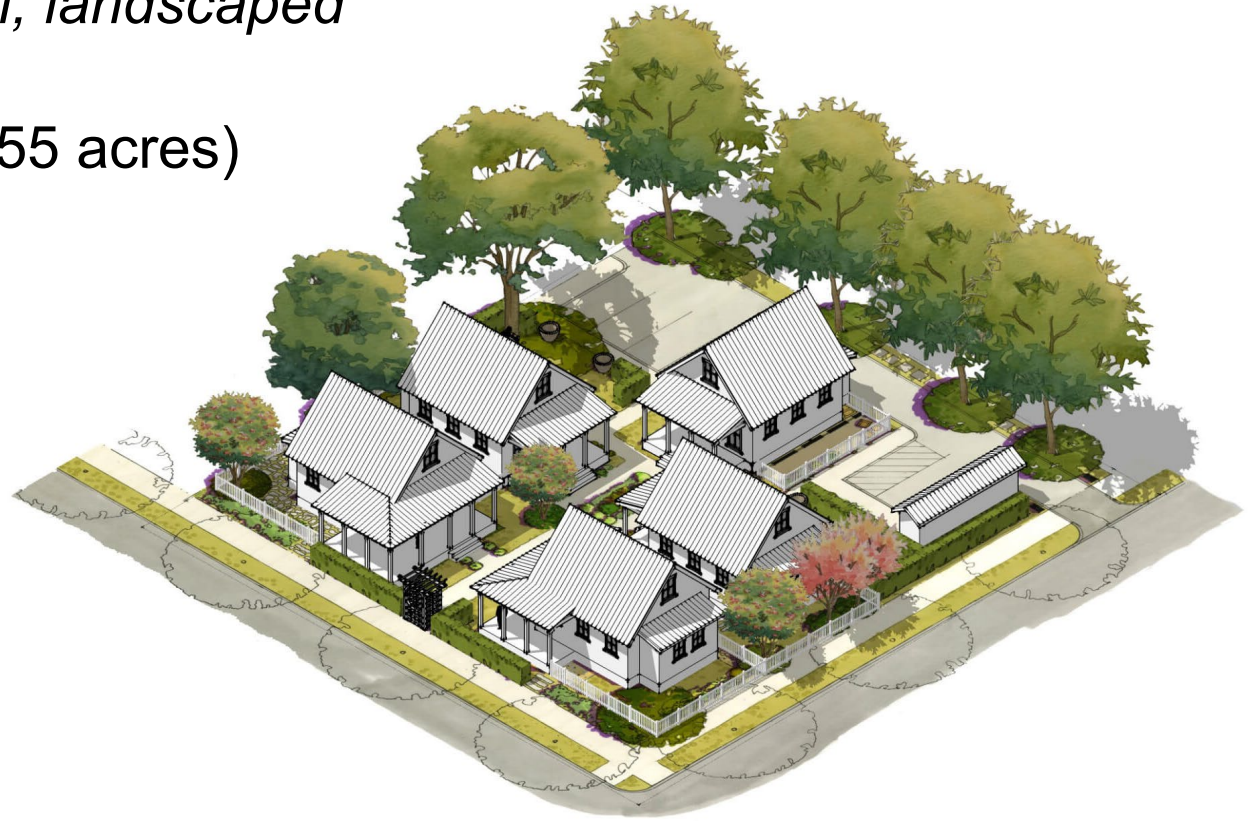


	R-LD5	RT	R-LD1	R-1A	R-1	R-2	R-2A	R-3	R-4	R-5	R-6	HR-L	HR-M	HR-X
<u>Fourplexes</u>	-	-	-					✓	✓	✓	✓	-	-	P

LUMO Clean Up & Refining Missing Middle

Cottage Courts

- 3 to 12 cottages oriented around a central, landscaped area
- Lot Size: 10,000 SF – 20,000 SF (0.22-0.55 acres)
- Max. Footprint: Not Applicable
- Max. Floor Area/cottage: 1,600 SF
- Max. Floor Area Ratio: Follows Zoning
- Impervious Surface Ratio: 0.50
- Stormwater Management: Required
- Tree Canopy Coverage: 30%
- Parking: 1 to 2 spaces/unit



	R-LD5	RT	R-LD1	R-1A	R-1	R-2	R-2A	R-3	R-4	R-5	R-6	HR-L	HR-M	HR-X
<u>Cottage Court</u>	-	-	-	-	-	-	-	✓	✓	✓	✓	-	-	P