

Residential Infill Pilot Program

Staff Analysis Report – 02/05/2020



The purpose of the Residential Infill Pilot Program is to promote innovative residential infill development types and housing choice, while ensuring that such development demonstrates high quality building and site design that is responsive to and harmonious with neighborhood patterns and character. In addition, the Pilot Program is intended to develop a body of successful, well-regarded examples of innovative residential infill in order to inform a future Council decision on development regulations and design standards for these infill housing types.

These changes would allow the Infill Pilot Program to continue to function by adding more spaces for applicants to replace the ones that have been filled. There are currently no spaces available for the Two-Family, one space for Cottage Housing, and three available for Multi-family. The changes would also add flexibility to address the specifics of each project and allow for a more streamlined project review without reducing the oversight that each project receives.

Project Summary

| | |
|-----------------------------------|---|
| Applicant: | Long Range Planning Department – City of Tacoma |
| Location and Size of Area: | Citywide |
| Current Land Use/Zoning: | R-1, R-2, R2-SRD, HMR-SRD, R-3 |
| Neighborhood Council: | Citywide |
| Staff Recommendation: | Authorize the staff report and exhibits for public review and comments. |
| Project Proposal: | <p>Amendments to:</p> <ul style="list-style-type: none">· TMC 13.05.115 – Residential Infill Pilot Program: Remove Accessory Dwelling Units and add Density-based housing; add additional spaces to accommodate applicants; update currently allowed project types; remove corner lot and entrance requirements for Two-family housing; and, simplify the permit process.· TMC 13.06.160 – Cottage Housing: Allow construction of Cottage Housing in rear yards when an alley is present; defer building separation standards to building code.· TMC13.06.640 – Conditional Use Permit: Align Conditional Use Permit and Infill Pilot Program requirements. Update the Residential Infill Pilot Program Handbook to reflect changes |



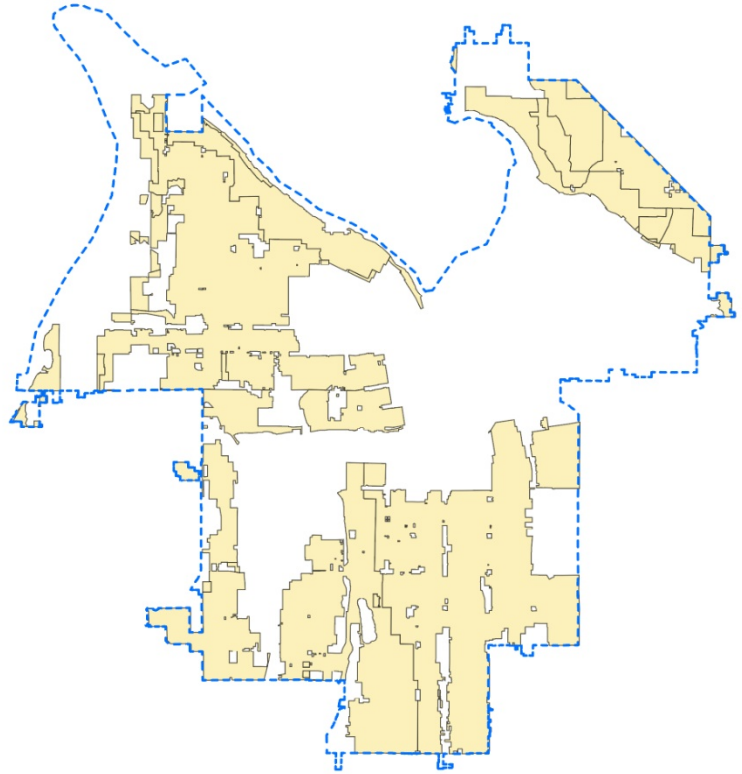
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1. Area of Applicability

TWO-FAMILY HOUSING IN THE R-2 DISTRICT

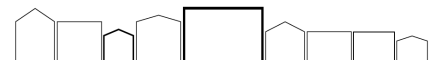
Zones: R-2



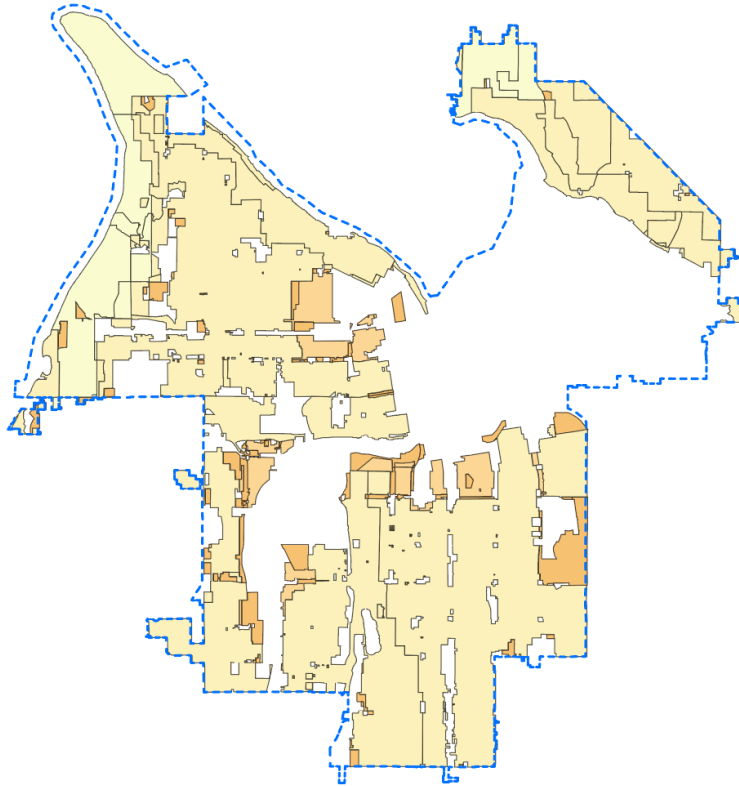
MULTI-FAMILY IN THE R-3 DISTRICTS

Zones: R-2*, R-3

* Applications to the Infill Pilot Program for renovations of existing structures, that do not increase building footprint, will



be reviewed in the R2 district.



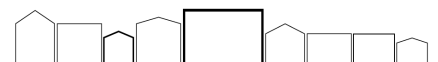
COTTAGE HOUSING

**IN ALL RESIDENTIAL
DISTRICTS EXCEPT**

HMR-SRD

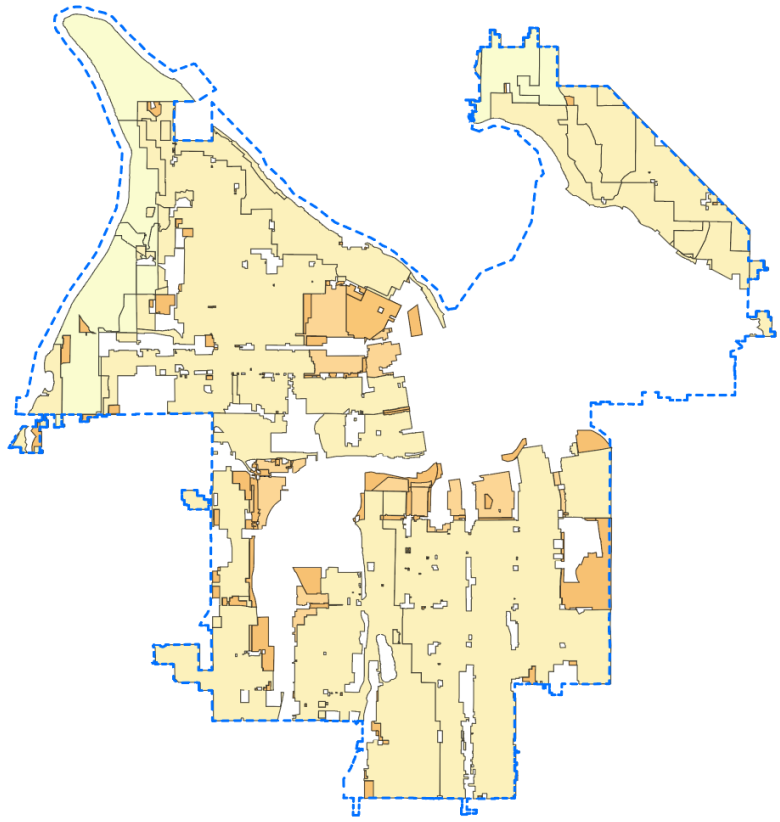
Zones: R-1, R-2,

R2-SRD, R3



DENSITY-BASED HOUSING IN RESIDENTIAL ZONES

Zones: R-1, R-2,
R2-SRD, HMR-SRD, R3



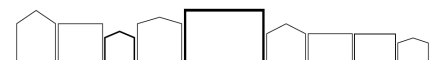
2. Background

In December 2015 the City Council adopted code enacting the Infill Pilot Program for the following housing types.

- Detached Accessory Dwelling Units in single-family zoning districts
- Two-family development on corner lots in the R-2 Single-family District
- Small-scale multifamily development in the R-3 District
- Cottage Housing in most residential districts

In 2018/2019 the **Detached Accessory Dwelling Unit (DADU)** typology was removed from the Infill Pilot Program and implemented as a permitted use in the land use code.

Three of each infill housing type were accepted into the Pilot Program and, if approved, allowed to apply for an Accessory Dwelling Unit Permit or a Conditional Use Permit and subsequently, a building permit. The intent of the Pilot Program is to promote innovative residential infill while ensuring that such infill demonstrates high quality building and site design that is responsive to and harmonious with neighborhood patterns and character. The goal of the program is, on a case by case basis, to allow successful and well-regarded examples of infill housing types to be built. These projects will be used to inform future Council decisions on Tacoma's regulatory approach to these housing types. The Detached Accessory Dwelling Unit



(DADU) typology was taken from the Infill Pilot and implemented into the land use code in 2018/2019.

3. Policy Framework

The Residential Infill Pilot Program is one of the functional applications of the direction set out in the One Tacoma Comprehensive plan. As stated in the Housing section, *Tacoma's growth strategy directs dense development Downtown, within designated Centers and along Corridors served by transit. However, to meet Tacoma's housing goals, infill would also need to occur in single-family areas, which constitute about 75 percent of the area where residential development is allowed. Along with focused high-density growth in Centers, allowing for "missing middle" housing options more broadly could support City goals such as promoting housing choice, helping families stay together and age in place, promoting active, healthy living and social interaction, supporting neighborhood shopping districts, making neighborhoods more inclusive, and reducing urban sprawl.* The following policies form the basis for the development and continuation of the Infill Pilot Program.

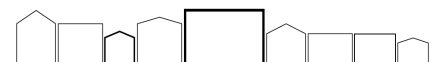
- Policy H–1.3 Encourage new and innovative housing types that meet the evolving needs of Tacoma households and expand housing choices in all neighborhoods. These housing types include single family dwelling units; multi-dwelling units; small units; accessory dwelling units; pre-fabricated homes such as manufactured, modular; co-housing and clustered housing.
- Policy H–1.6 Allow and support a robust and diverse supply of affordable, accessible housing to meet the needs of older adults and people with disabilities, especially in centers and other places which are in close proximity to services and transit.
- Policy H–1.7 Consider land use incentives (e.g. density or development bonuses, lot size reductions, transfer of development rights, height or bulk bonuses, fee waivers, accelerated permitting, parking requirement reductions, and tax incentives) in appropriate locations to facilitate the development of new housing units.
- Policy H–1.9 Apply infill housing approaches to create additional housing opportunities for low and mid-range (Missing Middle) housing types.
- Policy H–1.10 Establish and update a regulatory process to pilot infill of innovative housing types, as well as to pilot new development standards, affordability incentives and permit review processes.

4. Objectives

The proposed amendments achieve the *following objectives*, as described in TMC 13.02.045:

Addresses inconsistencies or errors in the development regulations – n/a

Responds to changing circumstances, such as growth and development patterns or the needs and desires of the community.



The proposed changes to the Residential Infill Pilot Program are designed to address the evolving landscape of the growth and development of Tacoma’s housing supply. These changes include adding a Density-Based Housing category, and making other minor adjustments to the project types currently allowed through the Infill Pilot Program – Two-family dwellings in the R2 District, Small-scale multifamily development in the R-3 District, and Cottage Housing in most residential districts. The proposed changes would provide three new spaces for each project type in each of the five Council Districts. In addition, the program addresses affordability through the development of additional, smaller units in more restrictively zoned areas of the city that will inherently create more housing choice and reduce per unit costs. The following objectives are the basis for what is proposed.

- Allow the Infill Pilot Program to continue by making new spots available
- Provide an equitable distribution of diverse housing options across the Tacoma.
- Provide flexibility to project applicants to address the challenges of their site.
- Streamline the review process to improve the oversight for each project, reduce processing time, and increase predictability

Maintain or enhances compatibility with existing or planned land uses and the surrounding development pattern – n/a

Enhances the quality of the neighborhood – the Infill Pilot Program addresses equity in Tacoma’s neighborhoods by providing a mechanism by which a diversity of housing types can be added throughout the city. These projects are each reviewed to ensure compatibility with their neighbors and the surrounding neighborhood.

5. Options Analysis

In reviewing next steps for the Residential Infill Pilot Program, the following options were considered by staff and presented for Planning Commission consideration.

Projects types: in April (04/03/2019) the Planning Commission reviewed findings from the ongoing operation of the Infill Pilot Program and discussed the following options.

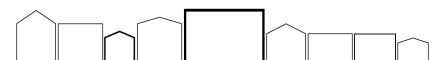
- Leave project types unchanged
- Add defined project types not in existing categories – ex. Rowhouses
- Provide applicants option to propose project type for committee review

The decision of the committee was that small changes to the existing categories and the Density-Based Housing option be selected for further review. At the February 5th, 2020 meeting the Planning Commission responded to the comments provided at the January 15th, 2020 Infrastructure, Planning, and Sustainability Committee meeting. These changes included removing the requirement that the Two-family Housing be limited to corner lots in the R-2 Zone. The criteria that indicated the Two-family Housing projects should have a general appearance of detached single-family was removed at this time as well as the requirement for the unit entrances to address separate streets or be accessed through a shared entrance.

Two-Family Housing
in the R-2 Zone



Multi-Family Housing
in the R2 + R-3 Zone



Cottage Housing in
all except HMR-SRD



Density-Based Housing
in all Residential Zones



The examination of Density-Based Housing was based on the findings from the first iteration of the Infill Pilot Program that flexibility for applicants to respond to specific conditions found on each site would allow for more opportunities for projects to be accepted into the program and allow greater flexibility for projects that meet the principles of the program to be approved. In addition, limiting these projects to the density limits as they are defined in the One Tacoma Comprehensive Plan ensures consistency with the vision for the communities where they are built.

Number of projects admitted: in order for the Infill Pilot Program to continue to operate and fulfill the objectives laid out in the Comprehensive Plan, new spaces for applicants needed to be created. The following options were provided to the Planning Commission at the April 3rd, 2019 meeting;

- Open up the same number (3) of new spaces in existing categories
- Open up additional spaces to allow more applicants into the program

The guidance from the commission was to add spaces to the program (3 from each category) and to add them by council district. The total is therefore 15 spaces for each project type citywide.

Project administration: Inefficiencies were identified by applicants and staff during the administration of the Infill Pilot Program that was provided to the Planning Commission at the April 3rd, 2019 meeting. These result in duplicate processes for the requirements of the Infill Pilot Program and the requisite Conditional Use Permit (CUP) application that required

- Two public notice mailings
- Two Directors Decisions be issued
- Consecutive notification periods

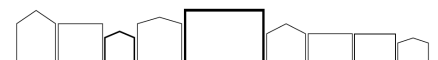
The proposed updates to the code would allow these processes to be combined without eliminating any of the notification or review. One public notice will be issued in accordance with the CUP processing times, which are longer than required by the Infill Pilot Program, and one Directors Decision will be issued.

Staff provided analysis and findings for these options to be reviewed at the September (09/18/2019) and December (12/04/2019) Planning Commission meetings. The guidance from those meetings provided the basis for the recommendations in this report.

Options not selected for further review: The following options were reviewed by the Planning Commission but did not receive significant support;

- Affordable incentives
- Multi-family housing in the R2 district
- Changes to lot size requirements beyond what is proposed
- Floor-area-ratio based density

6. Outreach Summary



2015-2019 – Outreach and implementation of Infill Pilot Program 1.0, review of applications, and development of findings
04/03/2019 – Planning Commission: review of applications and input
09/18/2019 – Planning Commission: preliminary review of program options
12/04/2019 – Planning Commission: final review and selection of options
12/18/2019 – Planning Commission: postpone release for public review to allow review by IPS Committee
01/15/2020 – IPS Committee: review of proposed project types and scope
01/15/2020 – Planning Commission: review of IPS discussion and final review of project types and draft changes
02/05/2020 – Present Draft Code, Set Planning Commission Public Hearing
03/04/2020 – Planning Commission Public Hearing

7. Impacts Assessment

The Residential Infill Pilot Program 2.0 is the continuation of an existing program that originated in 2015 and has successfully operated in Tacoma since 2017. As such, the Infill Pilot Program is well situated to quickly respond to what has been broadly identified as a primary issue needing immediate attention--equitable access to affordable housing. The program has been set up to accommodate added density through a diverse range of housing types in areas of the city that have minimal capacity under current zoning. Each project is reviewed on a case-by-case basis to ensure that all impacts are addressed and mitigated to the extent possible.

8. Plan and/or Code Exhibits

- Draft changes to TMC 13.06.640
- Draft changes to TMC 13.05.115
- Draft changes to TMC 13.06.160
- Draft Residential Infill Pilot Program 2.0 handbook

