AUSTIN LAND DEVELOPMENT CODE

Council Housing and Planning Committee





Focus on Affordability

- Income-restricted housing objectives in AHBP
- Citywide Affordable Housing Bonus Program (AHBP)
 development and calibration
- VMU and "-A" under CodeNEXT
- PC work group priorities/levers
- SMART housing

AHBP Policy Overview



DECEMBER 5, 2016 DRAFT



AUSTIN STRATEGIC HOUSING PLAN



THE CITYWIDE AFFORDABLE HOUSING BONUS PROGRAM DIRECTLY IMPLEMENTS

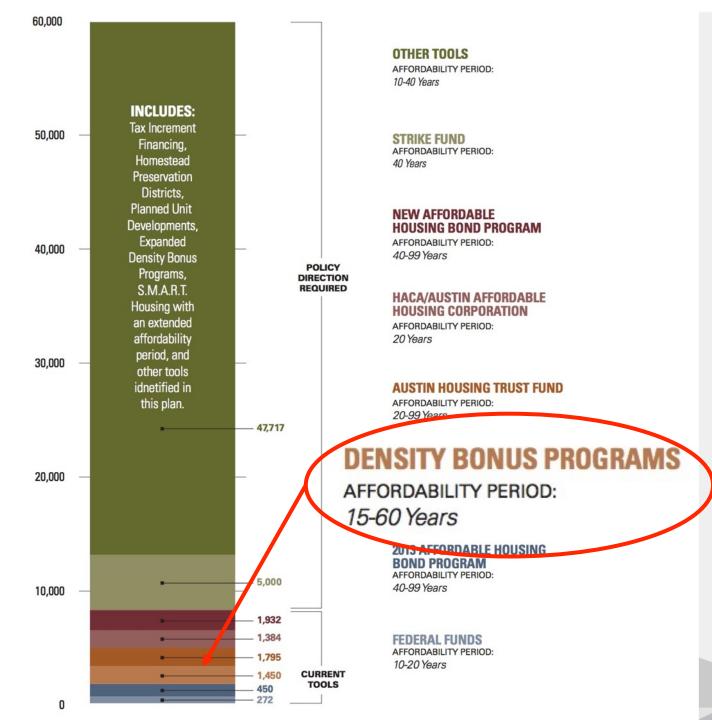
4 OF 65

AFFORDABLE HOUSING TACTICS DEEMED NECESSARY IN THE CITY'S HOUSING BLUEPRINT

- Explore all possible mechanisms to incentivize the development of income-restricted housing
- Implement consistent density bonus programs for centers and corridors
- Revise SMART Housing program
- Implement density bonus program for missing middle housing

POLICY OBJECTIVES

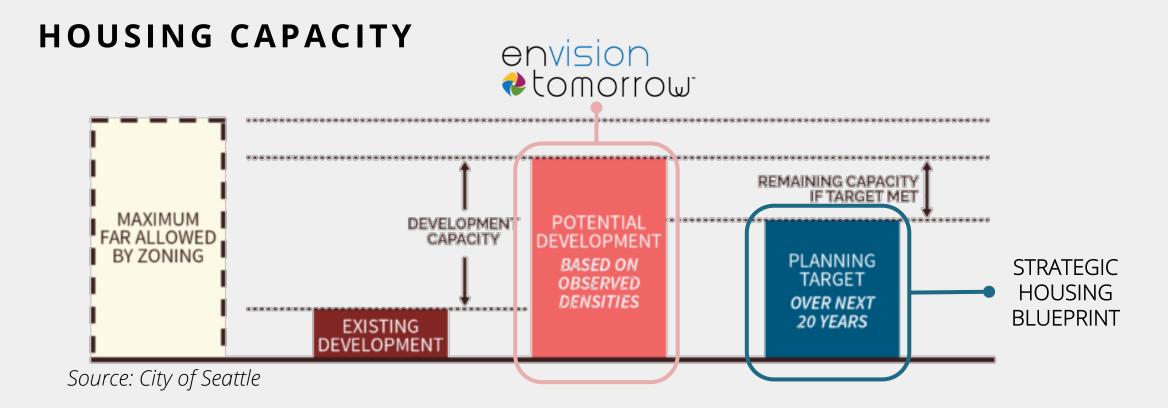
- Targeted to affordability goals from Austin Housing Blueprint:
 - Rental units: 60% MFI for 40 years
 - Ownership units: 80% MFI for 99 years
- Incentivize on-site affordable units whenever possible
- Calibrate to zones and geographies to maximize program uptake
- Option to incentivize the creation of 2- and 3-bedroom units
- Offer alternatives to increase participation in the voluntary program
- Promote affirmative marketing, unit dispersion & access
- Implement through program rules
- Enforce through land use restrictions, monitoring, and reporting

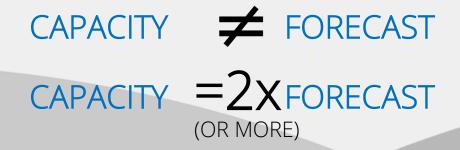


Most current density bonus programs will continue to exist in their present forms:

- Downtown (included in CodeNEXT)
- UNO (included in CodeNEXT)
- ERC (remains F25)
- NBG (remains F25)
- TODS (remain F25)
- VMUs with COs (remains F25)

CODENEXT D3

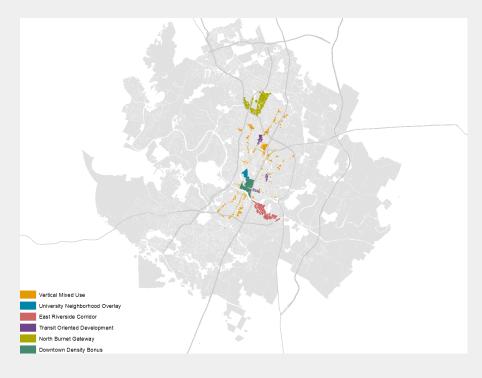




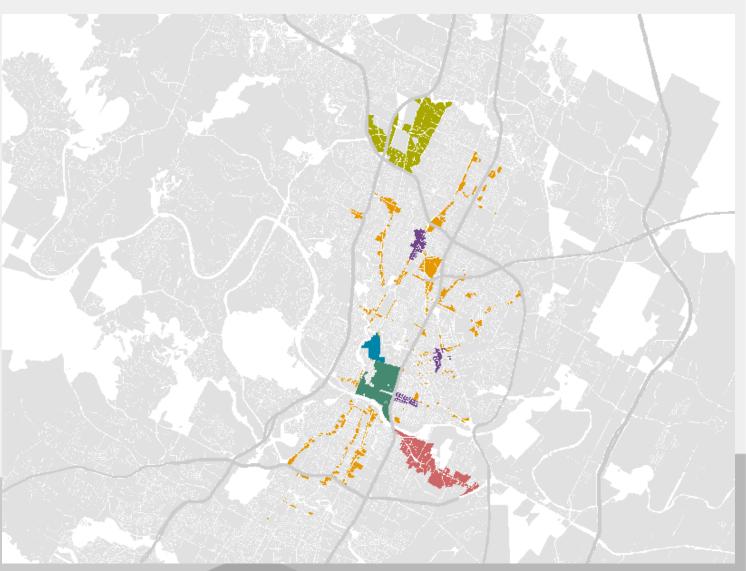
CAPACITY ESTIMATES

| | Current Code | DRAFT 2 | DRAFT 3 |
|---|--------------|---------|---------|
| BASE UNIT CAPACITY | 141,000 | 189,000 | 200,000 |
| AHBP BONUS UNIT CAPACITY | N/A | 86,000 | 87,000 |
| AHBP AFFORDABLE UNIT CAPACITY | N/A | 5,000 | 6,000 |
| CODENEXT UNIT CAPACITY | N/A | 275,000 | 287,000 |
| AFFORDABLE UNIT PRODUCTION FROM EXISTING BONUS PROGRAMS | 1,500* | 1,200** | 1,200** |

Existing Bonus Programs*

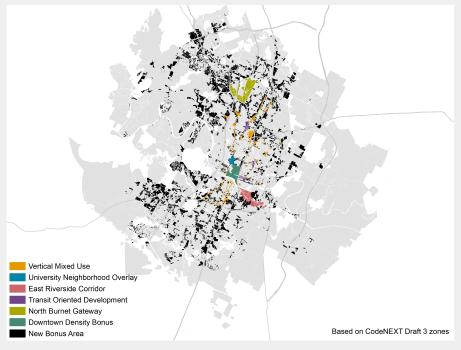


Current Code: ~5,600 Acres



*Does NOT include PUDs and negotiated bonuses

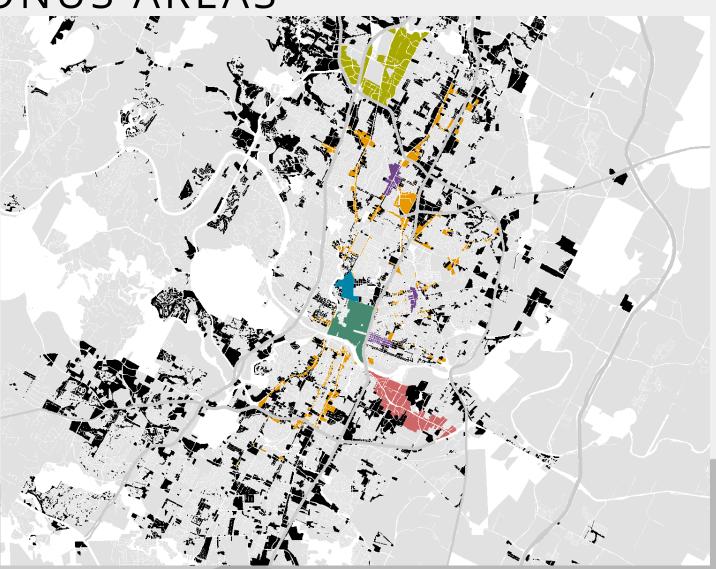
DRAFT 3: MORE PROPOSED BONUS AREAS



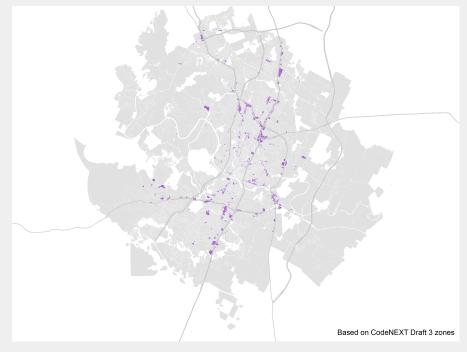
Current Code: ~5,600 Acres

CodeNEXT D2: ~24,100 Acres

CodeNEXT D3: ~30,000 Acres



DRAFT 3: AREA WITH **HEIGHT** BONUSES

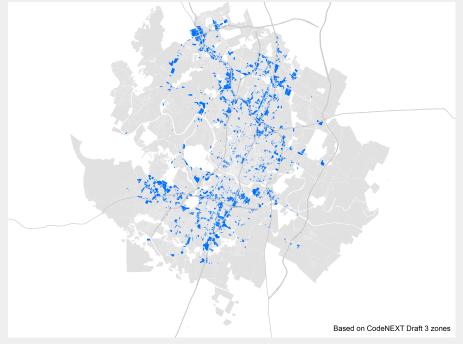


CodeNEXT D2: ~2,600 Acres

CodeNEXT D3: ~4,100 Acres

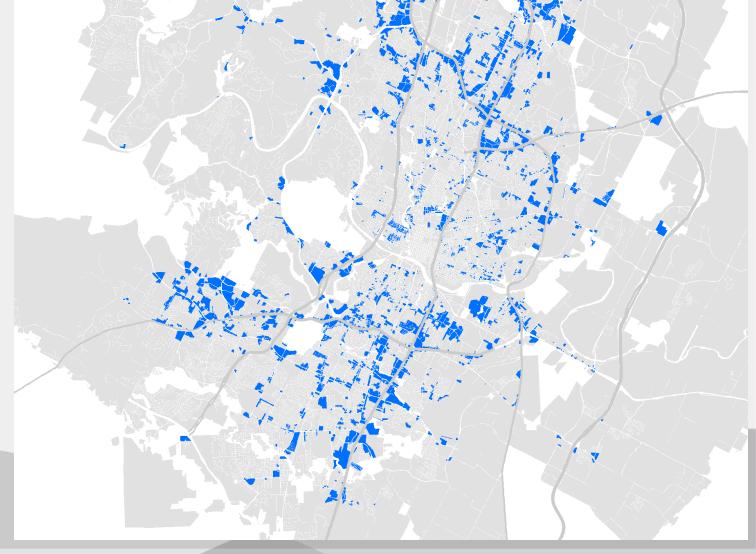


DRAFT 3: AREA WITH **UNIT** BONUSES*



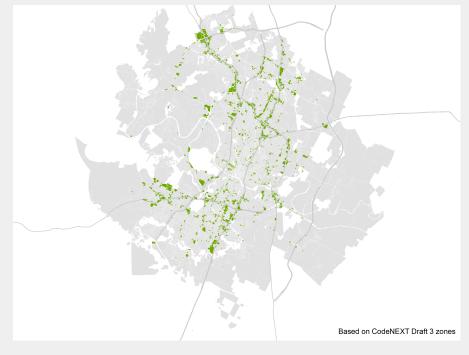
CodeNEXT D2: ~15,800 Acres

CodeNEXT D3: ~18,000 Acres



*Does NOT include affordable ADU bonus for large lot R1

DRAFT 3: AREA WITH **BULK** BONUSES

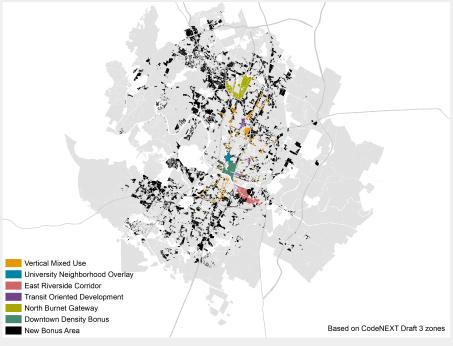


CodeNEXT D2: ~9,400 Acres

CodeNEXT D3: ~11,500 Acres



DRAFT 3: MORE BONUS AREA IN HIGH OPPORTUNITY LOCATIONS



Acres In High / Very High

% Bonus Acres In High / Very High

Current Code:

~1,400 Acres

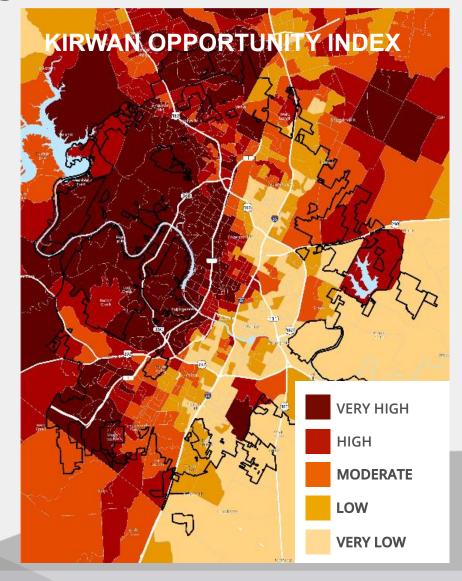
CodeNEXT D2: ~7,900 Acres

CodeNEXT D3: ~15,000 Acres

25%

33%

50%



Developing The AHBP



POLICY DEVELOPMENT INPUTS

- Organized market data from national and local sources
 - CoStar, Real Estate Transaction Standard, Capitol Market Research
- Sought inputs on methods
 - Developer roundtables with market-rate and affordable developers;
 - Stakeholder meetings with neighborhood reps, policy advocates, and real estate experts
 - Prior reports and analyses
- Gathered policy feedback
 - Council, PC, ZAP, CDC
 - Developers, stakeholders, and experts

POLICY DEVELOPMENT PROCESS OVERVIEW

- ECONorthwest was given the base entitlements for each zone by the CodeNEXT team
- ECONorthwest proposed bonus entitlements for each zone that could attract landowners and developers to participate; NHCD promoted bonuses in as many zones as possible
- Negotiation and compromise among CodeNEXT team (reflecting community input on many factors, especially those unrelated to the bonus program) resulted in adaptations to the base and bonus entitlements
- NHCD defined policy principles that guided the calibration of the policy, including making the the program as attractive as possible

POLICY DEVELOPMENT PROCESS OVERVIEW

- Program Rules will be created to implement the code language
- Adopted and updated through the rulemaking process (City Code 1-2), which mandates a stakeholder process
- Find out more in the "Proposed General Administrative Procedures for Affordable Housing Bonus Program" document on the CodeNEXT website: http://austintexas.gov/page/codenext-draft-3

How much does it "cost" to make a bonus unit affordable?

- The "cost" of each affordable unit is the difference between the value of a market-rate unit versus an affordable unit
- The "cost" of each affordable unit varies by geography and by product type

Example impacts of various units

| | Central Austin Apartment | Average Apartment | Central Austin Condo | Average Condo |
|---|--------------------------------|----------------------|----------------------------|------------------|
| Approximate value of a market-rate 2-bed unit | \$330K | \$250K | \$620K | \$400K |
| Approximate value of an income-restricted 2-bed unit (60% AMI for apartments; 80% AMI for for-sale) | \$0K | \$60K | \$140K | \$140K |
| Reduced value when delivering an affordable 2-bedroom unit rather than a market-rate unit | \$330K | \$190K | \$480K | \$260K |

How many affordable units can the public "buy" with the upside created by a bonus?

- The number of market-rate units required to offset the "cost" of an affordable unit varies by geography and by product type
- For the AHBP voluntary bonuses to function, developing a building using the bonus entitlements must be more attractive than using the base entitlements

Example affordability requirements

| | Central Austin Apartment | Average Apartment | Central Austin Condo | Average Condo |
|---|--------------------------------|----------------------|----------------------------|------------------|
| Reduced value when delivering an affordable 2-bedroom unit rather than a market-rate unit | \$330K | \$190K | \$480K | \$260K |
| Value produced by an incremental market-rate unit | \$35K | \$25K | \$40K | \$25K |
| Number of market-rate units that offset one affordable unit* | 9 | 7 | 12 | 10 |
| Percentage of bonus units that can be affordable if the public captures the full value of the bonus | 11% | 13% | 8% | 10% |
| Percentage of bonus units that can be affordable if the public captures half of the bonus value | 5% | 7% | 4% | 5% |

FEE IN LIEU OF ON-SITE AFFORDABLE UNITS

AHBP Calibration Principle:

Fees in-lieu of delivering on-site units should be set based on the cost of subsidizing affordable units in central Austin*, which will make delivering on-site units more attractive than paying fees in most parts of Austin

Per-unit Fees in Lieu of on-site affordable units

| Studio | 1-Bed | 2-Bed | 3-Bed |
|-----------|-----------|-----------|-----------|
| \$135,000 | \$180,000 | \$335,000 | \$440,000 |

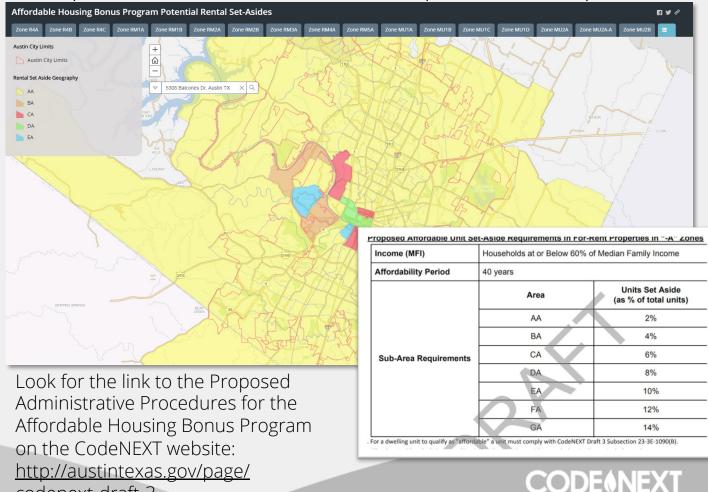
This information can be found in the "Proposed General Administrative Procedures for Affordable Housing Bonus Program" on the CodeNEXT website: http://austintexas.gov/page/codenext-draft-3

CALIBRATING AHBP

How many affordable units are required by the AHBP?

- Bonus "upside" varies by zone and by location
- "Cost" of an affordable unit varies by location and tenure
- Requiring too many affordable units will cause the land budget produced by a building using base entitlements to be greater than a building using the bonus

Example NHCD Affordable Unit Requirement Map (MU4B-A)



codenext-draft-3

VMU & "-A" SPECIFICS



GR/CS COMPARED TO MU3-A/MU4-A

| Zone | GR / CS in Current Code | MU3-A / MU4-A in CodeNEXT |
|------------------------------|-------------------------|--|
| Residential Uses | No residential allowed | "-A" indicates that residential is only allowed when participating in Affordable Housing Bonus Program; 100% of units are considered bonus units |
| Dwelling units/acre | No residential allowed | Multi-family & Co-ops: 54 (72 w/ AHBP) |
| Min. Lot Size | 5,570 sf | Multi-family & Co-ops: 5,000 sf |
| Min. Lot Width | 50' | Multi-family & Co-ops: 50' |
| Height (ft) | 60' | 60' (+15' w/AHBP for MU4) |
| Building Cover | 75% / 95% | 75% / 90-95% |
| Impervious Cover | 90% / 95% | 90% / 95% |
| Parking | Varies by use | Varies by use (residential reduction allowed with AHBP) |
| Affordability Requirement | No residential allowed | Varies by location |

GR-MU/CS-MU (VMU) COMPARED TO MU3/MU4

| Zone | GR-MU / CS-MU | MU3 / MU4 |
|---------------------------|---|--|
| Residential Uses | Allowed | Allowed |
| Dwelling units/acre • | | Multi-family & Co-ops: 36 (+18 / +36 with AHBP) Townhouse & Work/Live: 24 Duplex: 18 |
| Min. Lot Size | 5,570 sf | Multi-family & Co-ops: 5,000 sf Townhouse & Work/Live: 1,800 sf Duplex: 4,000 sf |
| Min. Lot Width | 50' | Multi-family & Co-ops: 50'Townhouse & Work/Live: 18'Duplex: 40' |
| Height (ft) | 60' | 60' (+15' w/AHBP for MU4) |
| Building Cover | 75% / 95% | 75% / 90-95% |
| Impervious Cover | 90% / 95% | 90% / 95% |
| Parking | Varies by use (40% reduction with VMU) | Varies by use (reduction allowed with AHBP) |
| Affordability Requirement | 10% of rental units & 5% of for-sale units with VMU | Varies by location |

GO/GR/CS/CS-1-V (VMU) COMPARED TO MS3

| Zone | GO/GR/CS/CS-1-V | MS3 |
|---------------------------|---|--|
| Residential Uses | Allowed | Allowed |
| Dwelling units/acre | 1-bedroom: 43 (unlimited with VMU) | Multi-family: UnlimitedLive/Work & Work/Live & townhouse: 24Duplex: 18 |
| Min. Lot Size | 5,570 sf | • 1,800 sf (5,000 sf when duplex allowed) |
| Min. Lot Width | | Multi-family: 18'Townhouse & Work/Live: 18'Duplex: 40' |
| Height (ft) | 60' | 60' (+25' with AHBP for MS3) |
| Building Cover | 60% / 75% / 95% / 95% | 90% |
| Impervious Cover | 80% / 90% / 95% / 95% | 95% |
| Parking | Varies by use (40% reduction w/ VMU) | Varies by use (reduction allowed with AHBP) |
| Affordability Requirement | 10% of rental units & 5% of for-sale units w/ VMU | Varies by location |

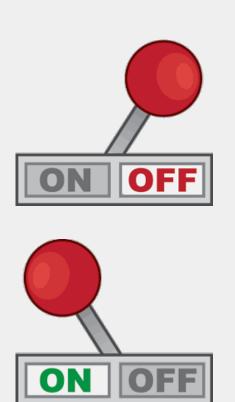
NO-V / LO-V / LR-V (VMU) COMPARED TO MS1/MS2

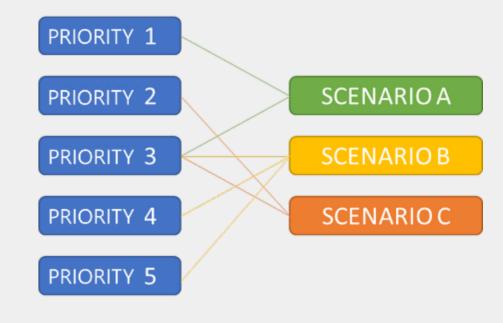
| Zone | NO-V / LO-V / LR-V | MS1 / MS2 |
|------------------------------|---|--|
| Residential Uses | Allowed | Allowed |
| Dwelling units/acre | Efficiency: 12 / 27/ 27 (unlimited with VMU) 1-bedroom: 10 / 21 / 21 (unlimited with VMU) 2+ bedrooms: 9 / 18 / 18 (unlimited with VMU) | Multi-family: Unlimited Live/Work & Work/Live & townhouse: 24 Duplex: 18 (Not allowed in MS1A) |
| Min. Lot Size | 5,570 sf | • 1,800 sf (5,000 sf when duplex allowed) |
| Min. Lot Width | 50' | Multi-family: 18'Townhouse & Work/Live: 18'Duplex: 40' |
| Height (ft) | 35' / 40' / 40' | 35' / 45' |
| Building Cover | 35% / 50% / 50% | 70% / 70% |
| Impervious Cover | 60% / 70% / 80% | 80% / 80% |
| Parking | Varies by use (40% reduction with VMU) | Varies by use |
| Affordability Requirement | 10% of rental units & 5% of for-sale units with VMU | N/A |

CodeNEXT Scenarios



CODENEXT SCENARIO TESTING





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



Step 3: Evaluate priority performance

- Priority Levers and Scenarios are "crash test dummies" <u>NOT</u> Zoning Map Proposals
- Some priorities have no clear implementation path <u>NOT</u> always tied to defined policy proposals
- Designed to be distinctive <u>NOT</u> subtle or refined
- Illustrate and quantify directional impacts <u>NOT</u> representative of the nuance if applied in practice

D3 Incorporation of priorities tested by the Planning Commission's Mapping Working Group

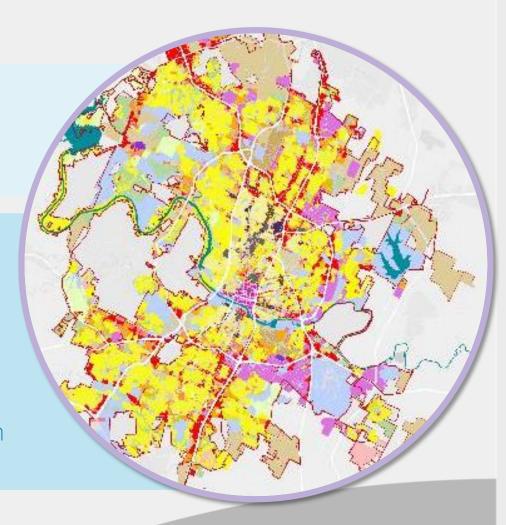
| Priority | Nearest Equiv | Draft 3 | Priority | Nearest Equiv | Draft 3 |
|--|---------------|---------|-------------------------------------|---------------|---------|
| Mixed-Use in Commercial | | | Draft 2 Bonuses | | |
| ADUs Everywhere | | | Bonuses Without Residential Base | | |
| Density on 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 | |

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



EVALUATED PRIORITY LIST

| POLICY IE | 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 | 00000 |
| P7 | Limit redevelopment of existing single family in R zones | (2,108) | 000000 |
| P8 | Limit redevelopment of older multifamily properties | (3,512) | 00000 |
| P9 | Encourage infill development of missing middle housing on vacant land | 25,620 | 00000 |
| P10 | Encourage redevelopment of detached single family housing into missing middle housing | 4,323 | 000000 |
| P11 | Remove title 23 compatibility requirements | 1,360 | 000000 |
| P12 | Apply Draft 2 bonuses | 76,848 | 00000 |
| P14 | Upzone to more intense zones, particularly zones with larger bonuses | 73,664 | •••000 |
| 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 | 00000 |
| 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 | |

Lack of interest in further discussion

Interest with caveats

Interest in discussing further

- Not evaluated as of 2/1/18

EXPAND MIXED USE

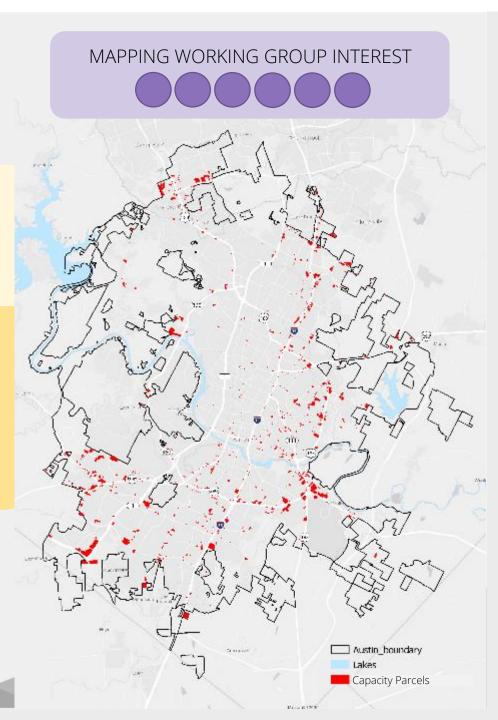
Priority 1: Mixed Use in Commercial Zones

• 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

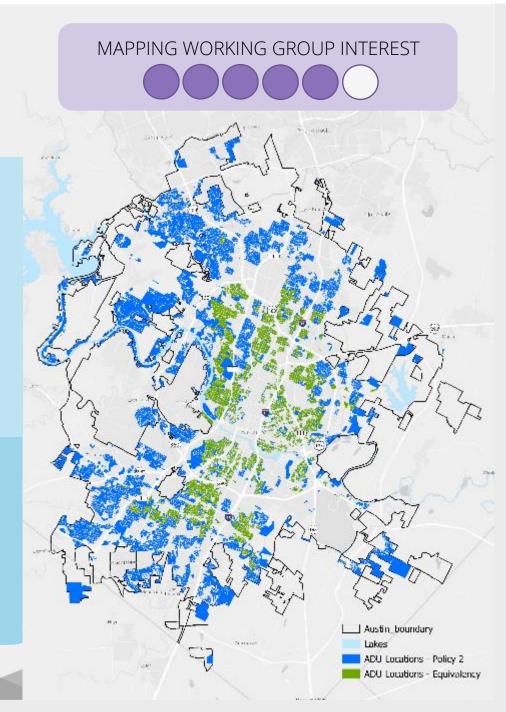
Priority 2: Encourage ADUs and Increase Land Capacity

- 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

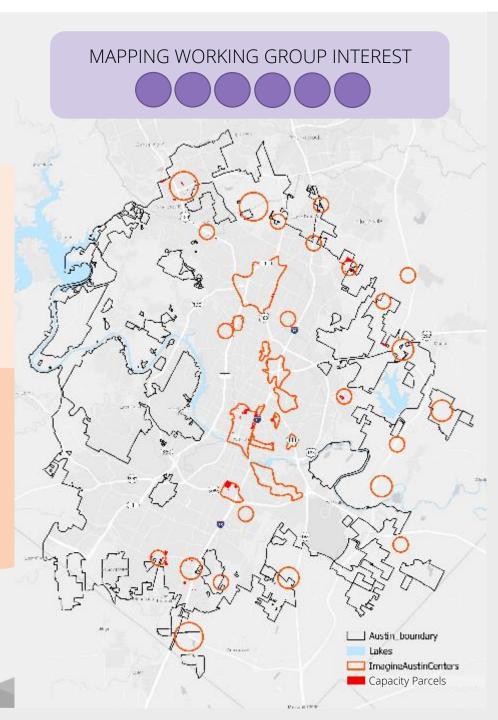
Priority 3: Increase Density in IA Centers

- 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 ¼ 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

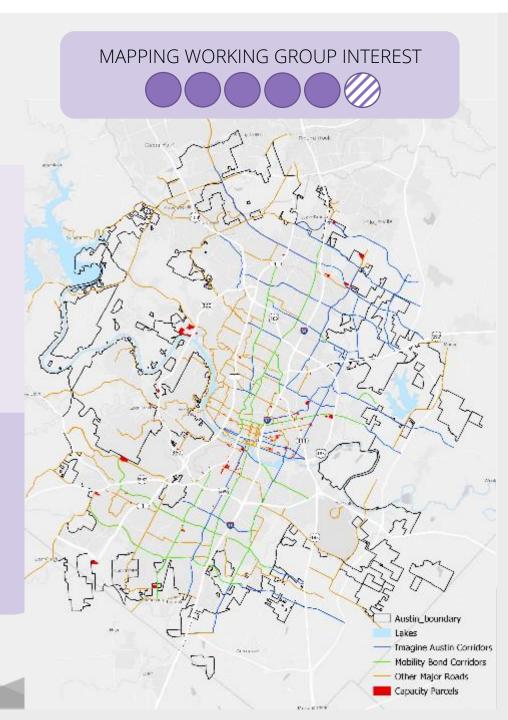
- Commercial land within 1/8 mile of Imagine Austin Corridors, Mobility Bond Corridors, and all other major thoroughfares.
- Exclude residential parcels
- Upzone parcels to MS2B
- Feasibility test is done to assess where redevelopment might occur

Note: Increasing distance to ¼ mile adds an <u>additional</u> 13,800 units

CAPACITY CHANGE

(RELATIVE TO NEAREST EQUIVALENCY)

+39,894
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

No clear policy action exists to achieve this priority



MORE INTENSE BONUS ZONES

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

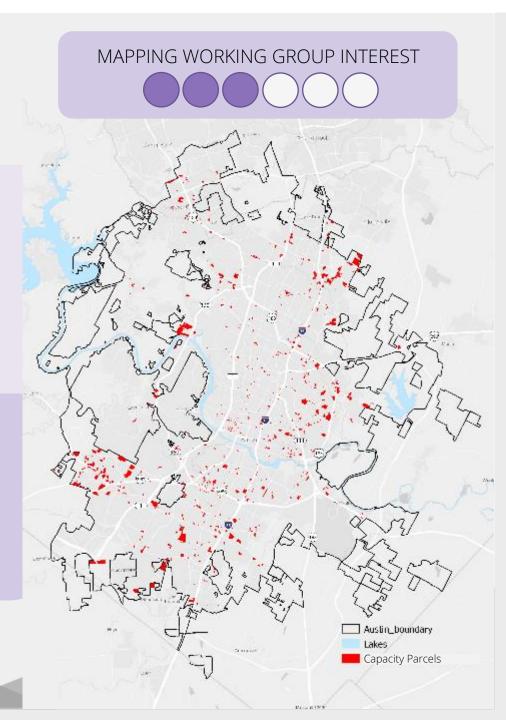
- Specific RM and MU zones are upzoned to the next level of intensity
- Feasibility tests are run to estimate change in redevelopment potential
- Where bonuses apply, they are re-applied

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

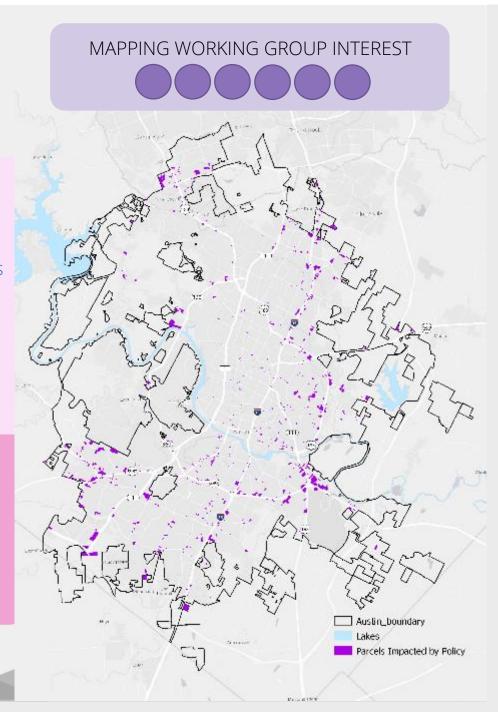
- Applied to parcels where MU zones were painted in existing commercial zones and the parcels did <u>not</u> have a "v" or an "mu" in their zone string
- Assume full participation in the affordable housing bonus
- Some parcels will drop out due to relative increase in commercial feasibility compared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

CAPACITY CHANGE

(RELATIVE TO NEAREST EQUIVALENCY)

+89,518

+13,951
AFFORDABLE UNITS



RESIDENTIAL BASE AND BONUS

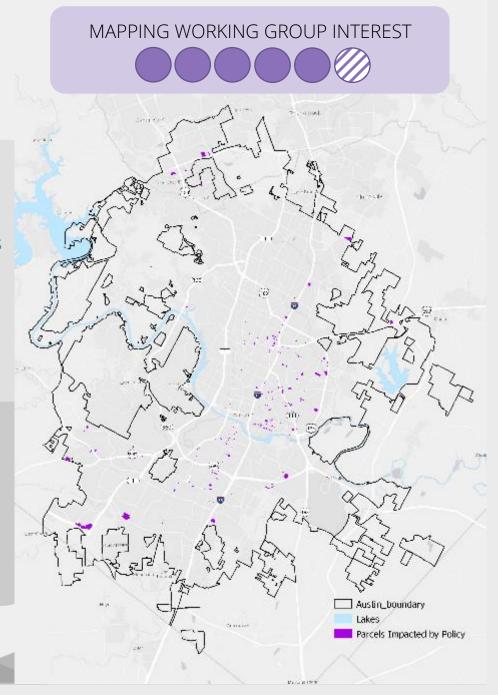
Priority 16: Apply Versions of MU That Mimic Base Entitlements of VMU

- 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
TOTAL UNITS AFFORDABLE UNITS





SMALL SCALE BONUS ZONES

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

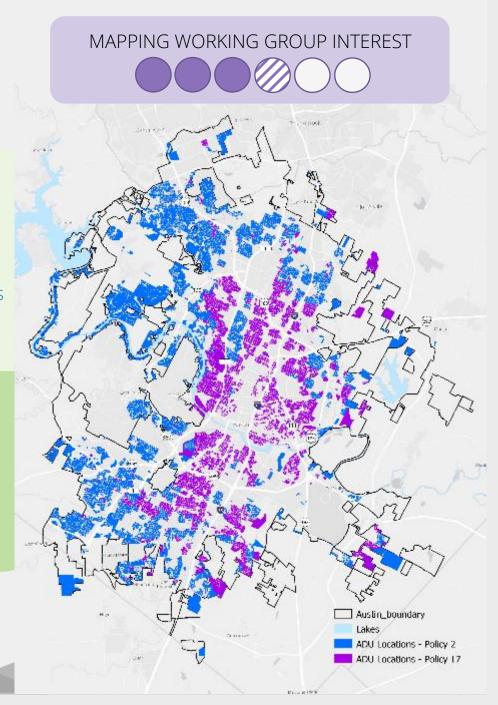
- Allow additional affordable units to be built in R1, R2, R3, R4, and MU1 zones
- Typically allows an internal and external ADU if one of the ADUs is registered as part of the CodeNEXT Citywide Affordable Housing Bonus Program

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

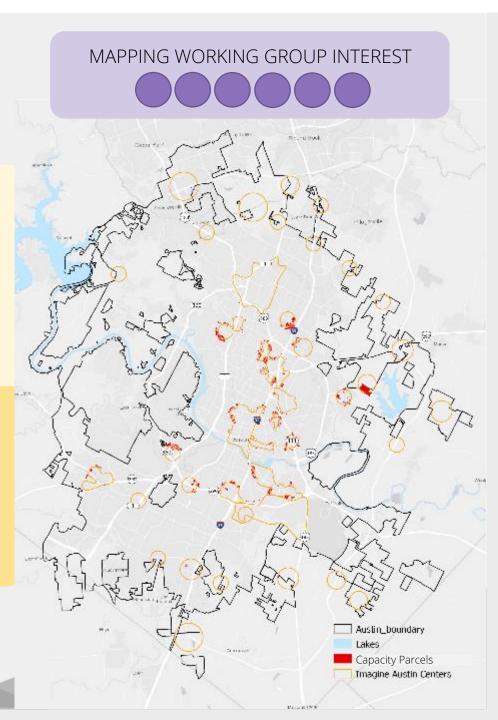
- Within 1/8 of a mile of centers, upzone R zones to R3C
- Would allow missing middle along in areas identified by Imagine Austin as priorities for growth and investment.

Note: Upzoning to R4A adds an <u>additional</u> 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.

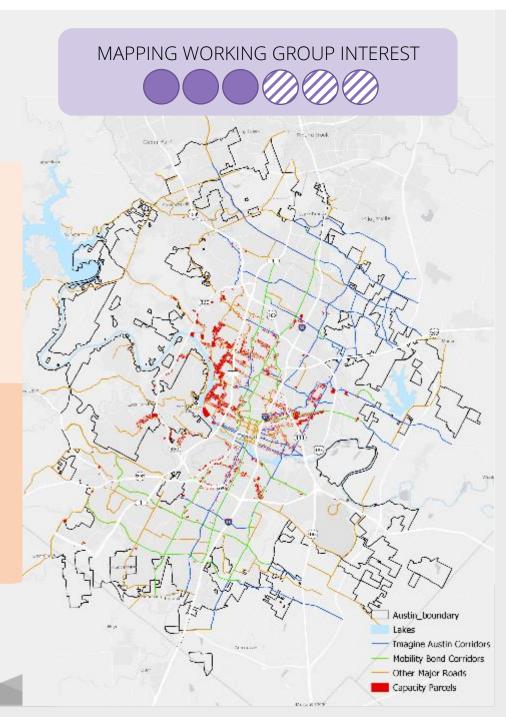
Note: Upzoning to R4A adds an <u>additional</u> 5,000 units.

P18 AND P19 PROVIDE MORE CAPACITY THAN P9 AND P10 COMBINED

CAPACITY CHANGE

(RELATIVE TO NEAREST EQUIVALENCY)

+23,344
HOUSING UNITS



S.M.A.R.T. Policy Update



EVALUATED EXISTING S.M.A.R.T. POLICY AND POTENTIAL "UPDATES" IN CODENEXT CONTEXT

- NHCD would like to see greater uptake of the SMART program by market-rate developments
- SMART would be folded into CodeNEXT, which presents an opportunity to improve the policy

Development options tested in S.M.A.R.T. policy evaluations

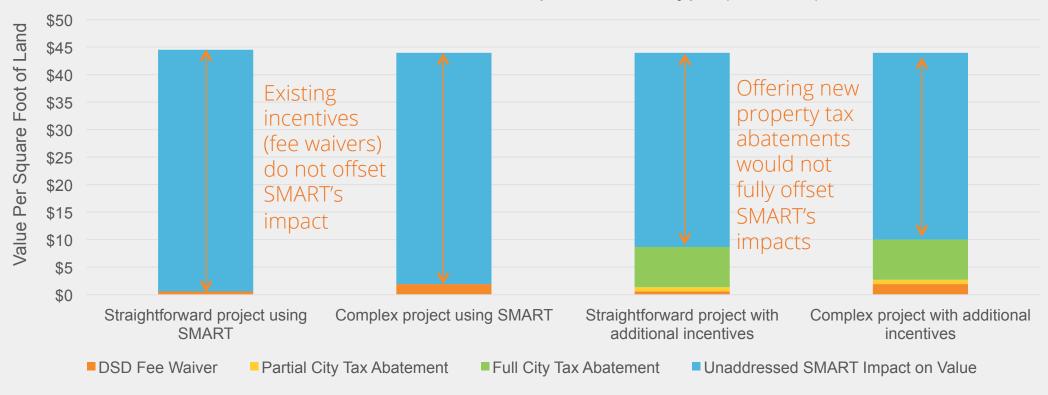
| Market-Rate Building Types | Site Complexities (for fee calculation) | SMART Policy | Additional Incentives |
|--|--|---|---|
| Duplex (2 units) Stacked Flats (60-75 units) Podium (125-160 units) Tower (275-350 units) | Straightforward (single DSD review, platted before 2007) Complex (multiple DSD reviews, drinking water protection zone, platted after 2014) | 1. 10% set-aside in base-entitled building (60% MFI for rental and 80%-100% MFI for sale) 2. 10% set-aside in bonus-entitled building (60% MFI for rental and 80%-100% MFI for sale) | Partial (on affordable units only) City of Austin property tax abatement for 10 years Full (on all units) City of Austin property tax abatement for 10 years Full county tax abatement for 10 years |

GENERAL SUMMARY OF RESULTS

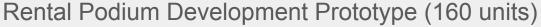
- Current SMART incentives partly off-set the impact of the SMART affordability requirement for prototypical urban infill projects
- While the value of fee waivers differed between a prototypical "straightforward" site/development and a more "complicated"* site/ development, there was little difference in the impact on project feasibility
- Tax abatements could have a larger impact on feasibility than existing SMART fee waivers
- Small-scale infill developments with few total units, such as a duplex, would not use SMART due to the effective affordability requirement (e.g., meeting the 10% set-aside would require one of two duplex units be affordable)

CODENEXT

Rental Stacked Flats Development Prototype (60 units)









S.M.A.R.T. NEEDS ADDITIONAL INCENTIVES

- To attract participation from market-rate developers, S.M.A.R.T. Housing needs additional incentives that will make the program financially attractive
- S.M.A.R.T. does not provide enough incentive unless developments are able to garner additional subsidies, like tax credits or grant funds, that typically do not apply to market-rate projects

Help us get it right.

We invite you to review and comment on the draft code document, ask questions, and stay connected.

www.austintexas.gov/codenext

codenext@austintexas.gov

Review and comment on the draft code https://codenext.civicomment.org/

Review and comment on the map http://codenext.engagingplans.org/

SHAPING THE AUSTIN WE IMAGINE



CODE NEXT