

1 - Agenda Of 2-24-2020

Documents:

[1 - AGENDA.PDF](#)

2 - Missing Middle Housing Study

Documents:

[2 - MISSING MIDDLE HOUSING STUDY - FINAL.PDF](#)



CITY COUNCIL OF THE CITY OF GREENVILLE WORK SESSION MEETING

**Greenville City Hall
206 S. Main Street
Third Floor Conference Room**

**Monday, February 24, 2020
3:30 p.m.**

CITY COUNCIL: Mayor Knox White; Councilmember Wil Brasington; Councilmember John DeWorken, Councilmember Dorothy Dowe, Councilmember Lillian Flemming; Councilmember Ken Gibson; Councilmember Russell Stall

CITY STAFF: City Manager John McDonough; City Attorney Michael S. Pitts; City Clerk Camilla G. Pitman

AGENDA

- 1. Call to Order** **3:30 p.m.**
- 2. Missing Middle Housing Study** **3:30 p.m.**
(Community Planner Monique Madison)
(Tony Perez, Opticos Design)
- 3. Executive Session:** **4:15 p.m.**
 - a. Economic Development / Legal Briefing** *(Mike Pitts)*
 - b. Boards and Commissions** *(Camilla Pitman)*
- 4. Adjourn** **5:00 p.m.**



Missing Middle Housing

Greenville, SC
February 24, 2020

Presenter:
Tony Perez
Senior Associate
tony.perez@opticosdesign.com





Why is MMH Important?

SECTION

1

**Walkable cities
are thriving
again**



Office tenants prefer
locations in walkable
urban environments
by

4:1 margin

~NAIOP Commercial Real
Estate Dev't Assoc.



"My grandmother started walking
five miles a day when she was 60.
She's 97 now, and we don't know
where the heck she is."

Ellen DeGeneres, talk show host



By Brad Broberg

Whether it comes from formal research or simple observation, the evidence keeps piling up. Lots of people want to live and work where they can walk more and drive less. The demand for walkability is trending faster than a Taylor Swift tweet.

- A clear majority of people — 60 percent — favor neighborhoods with a walkable mix of houses and stores rather than neighborhoods that require more driving between home, work and play, according to the latest Community Preferences Survey from the NATIONAL ASSOCIATION OF REALTORS®.
- A survey by the American Planning Association found that 56 percent of millennials and 46 percent of baby boomers want to live in more walkable neighborhoods with a mix of uses.
- Half of the respondents to an Urban Land Institute survey said that walkability is either the top priority or a high priority when deciding where they want to live. A little more than half — 52 percent — want to live where they don't need to use a car so often.
- A report from NAIOP, a commercial real estate development association, showed office tenants prefer locations in walkable urban environments — either in cities or vibrant suburban centers — by a four to one margin over typical suburban office parks. The report also found that rents are higher and vacancy rates lower in vibrant suburban centers than typical suburban office parks.

Now comes "Foot Traffic Ahead: 2016," a report published earlier this year by the George Washington University School of Business and Smart Growth America.

60% favor
neighborhoods
with walkable mix
of houses
and stores

~National Association
of Realtors

**56% of
millennials and
46% of boomers**
want to live in more
walkable
neighborhoods

~American Planning
Association

Neighborhood Living can be 'walkable'



Only Three Choices. People Want More!

Detached Single-Family House



Apartment/Flat



Townhouse





What is Missing Middle Housing?

SECTION

2

**Getting it Right:
It's Not Just
Medium-Density
Housing**



Missing Middle Housing



House-scale buildings
with **multiple units**
in **walkable** neighborhoods

ADU's





Duplex: Side-by-Side

20 per acre



Typical Lot Size	Density
55 x 100	16 du/acre
40' x 100' (w alley)	20 du/acre

Duplex: Stacked

13 per acre

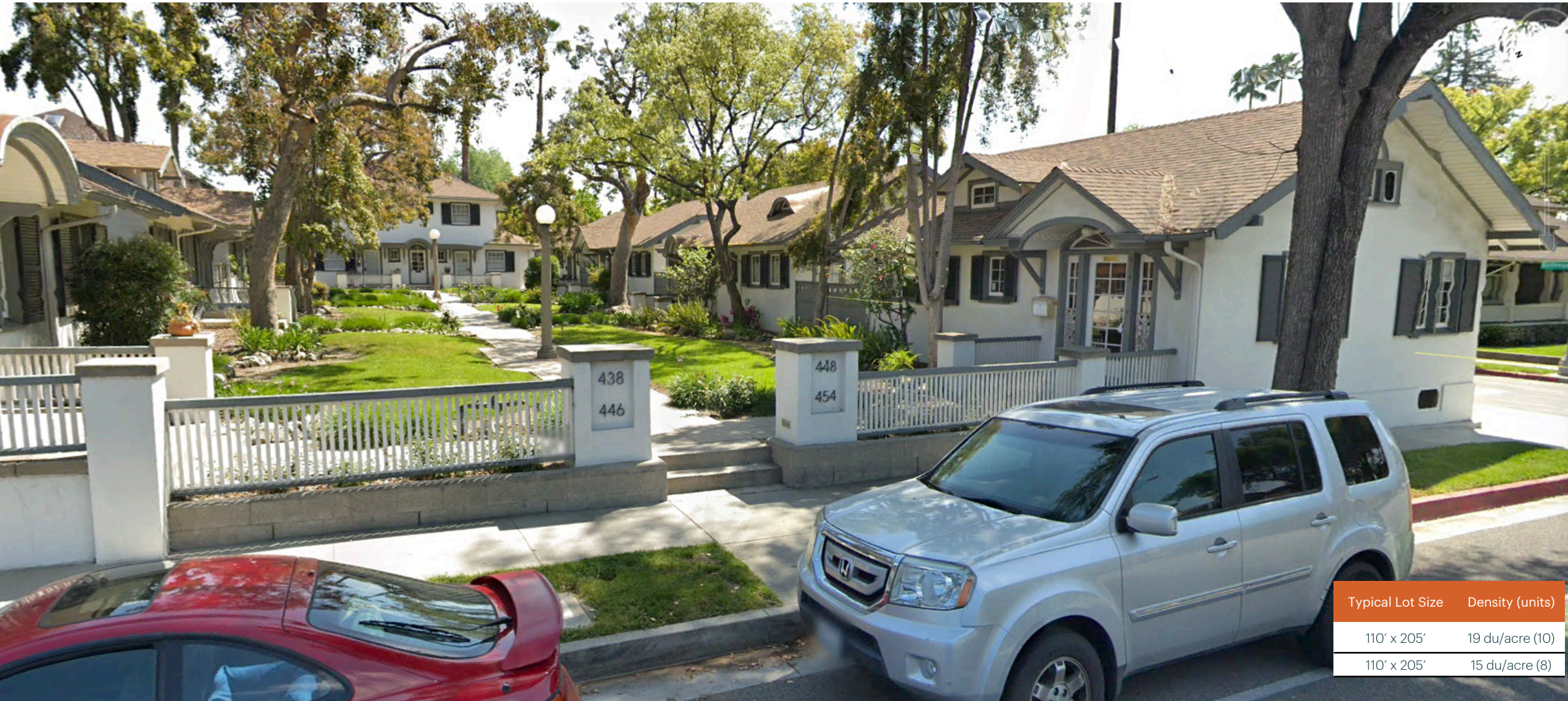


Typical Lot Size	Density
50 x 130	13 du/acre
35' x 100' (w alley)	25 du/acre



Cottage Court (Bungalow Court)

19 per acre



Typical Lot Size	Density (units)
110' x 205'	19 du/acre (10)
110' x 205'	15 du/acre (8)

Triplex

22 per acre



Typical Lot Size	Density (3 units / lot)
75' x 150'	17 du/acre
60' x 100'	22 du/acre



Typical Lot Size	Density (4 units / lot)
50' x 140'	25 du/acre
60' x 120'	24 du/acre

Multiplex: Small (Mansion)

22 per acre



Typical Lot Size	Density (5 units / lot)	Density (6 units / lot)
85' x 115'	22 du/acre	27 du/acre

Townhouse: Large

29 per acre



Typical Lot Size	Density
25' x 125'	14 du/acre
25' x 100'	17 du/acre
20' x 75'	29 du/acre

Townhouse: Small

25 per acre



Typical Lot Size	Density (4 units / lot)	Density (5 units / lot)
70' x 100'	25 du/acre	31 du/acre

Courtyard

28 per acre



Typical Lot Size	Density (8 units / lot)	Density (16 units / lot)
125' x 150'	14 du/acre	28 du/acre

Courtyard

28 per acre



Typical Lot Size	Density (8 units / lot)	Density (12 units / lot)
125' x 150'	18 du/acre	28 du/acre
100' x 100'	34 du/acre	n/a

Multiplex: Large

36 per acre



Typical Lot Size	Density (6 units / lot)	Density (12 units / lot)
70' x 110'	18 du/acre	36 du/acre



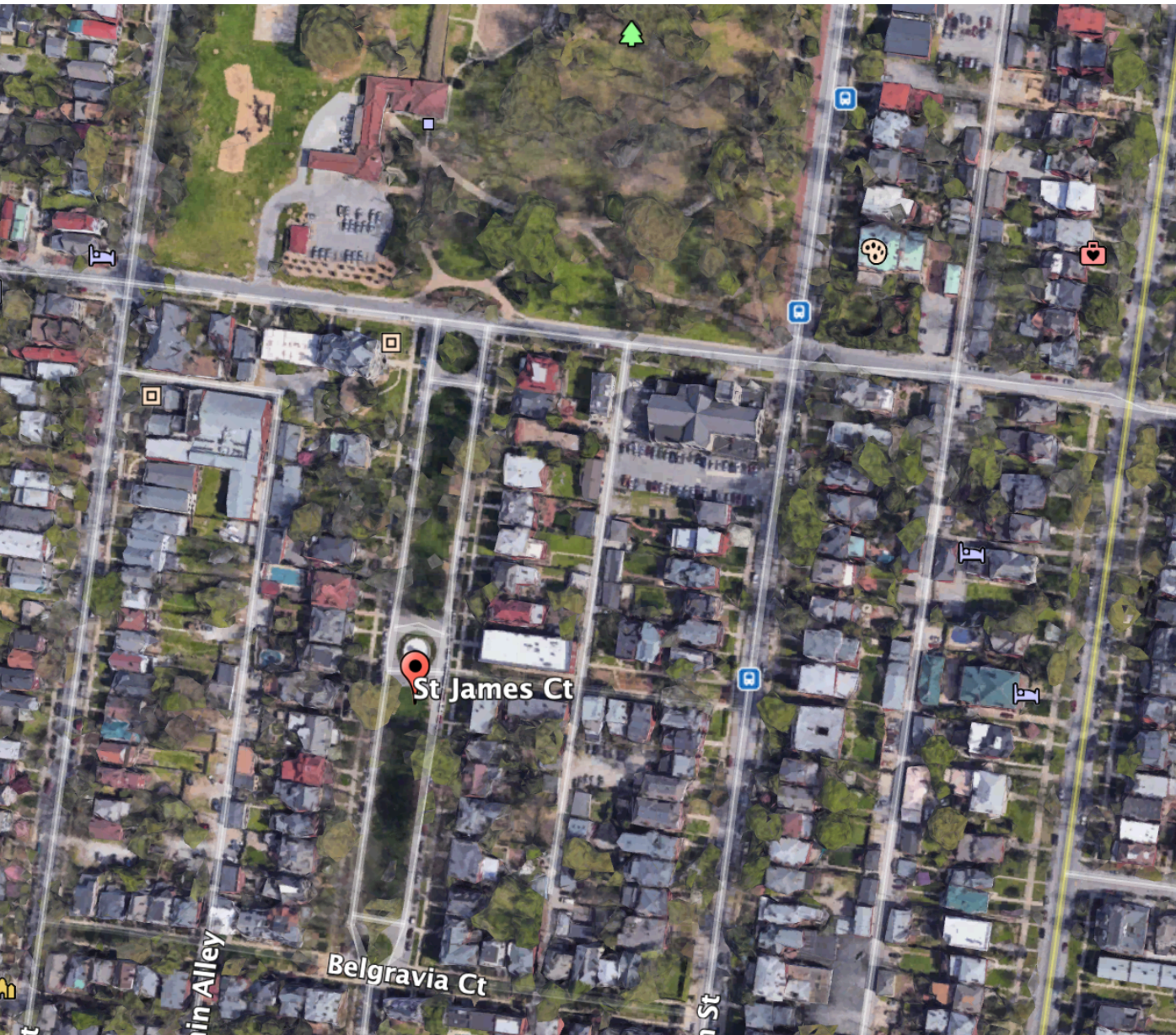
Where Do You Find Missing Middle Housing?

SECTION

3



In Neighborhoods: Across the U.S.



In Neighborhoods: Greenville, SC



Missing Middle Housing: Greenville, SC



Multiplex Small



Duplex: stacked

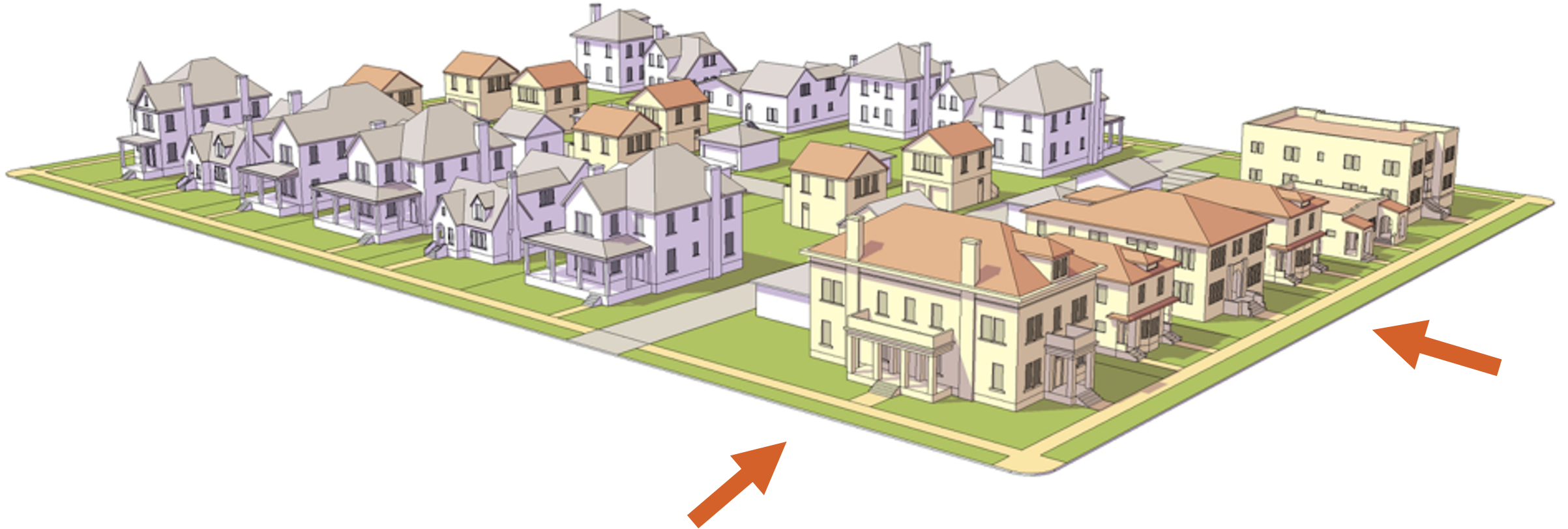


Multiplex Small

Strategy 1: Distributed Throughout a Block with Single-Family Homes



Strategy 2: On the End-Grain of a Single-Family Block



Strategy 3: Transition from Single-Family to Higher-Density Housing



Strategy 4: Transition from Single-Family to a Mixed-Use Corridor



**Getting it Right:
Missing Middle Housing is Not
Just Medium-Density Housing**

What are the
Important
Characteristics?

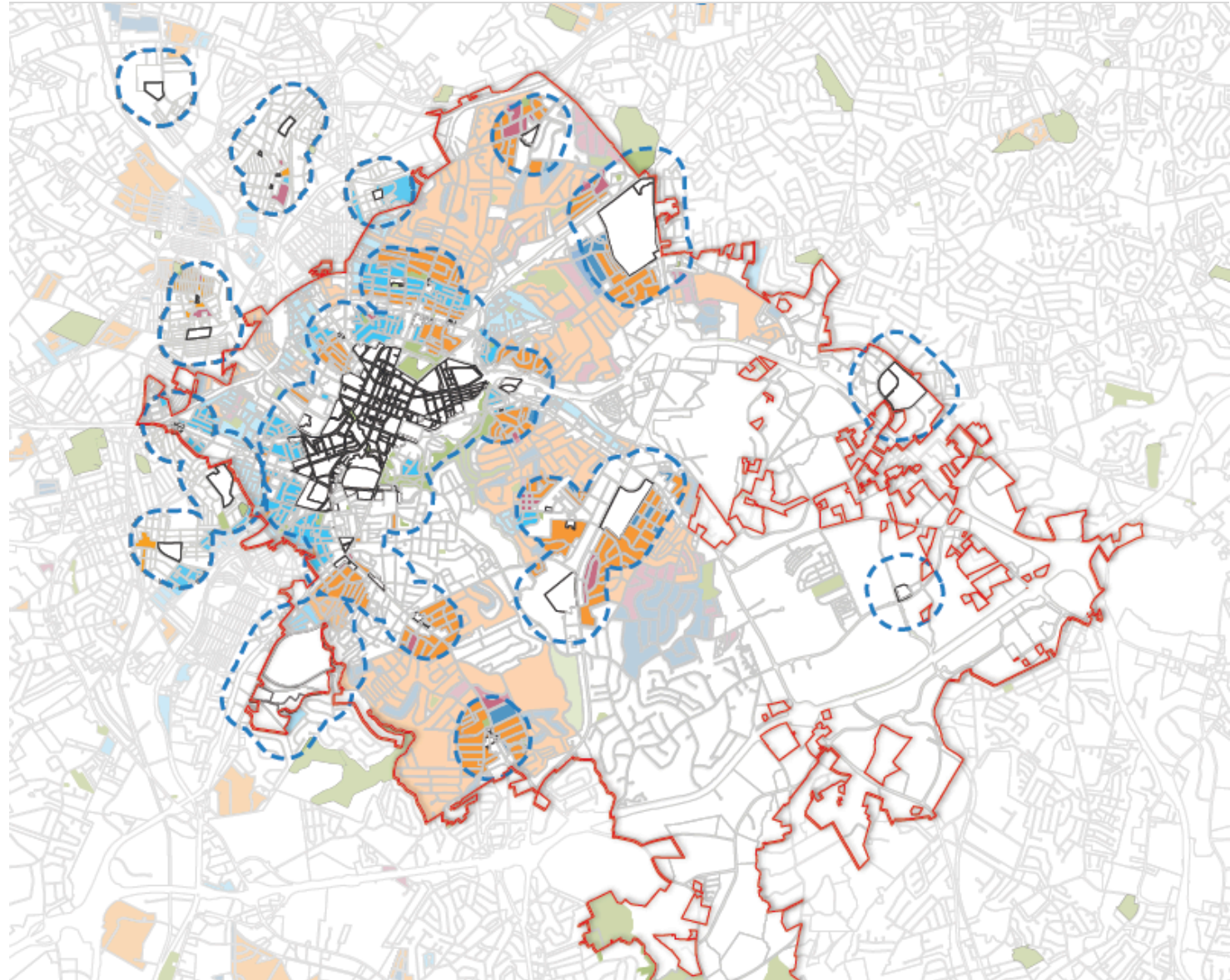
SECTION

4



What Can I Walk To?

Greenville's parcels within walkable services, food, shopping, transit



Compatible
with Single-
Family Houses

**Triplex that looks like a
house.**

“House-Scale”





Simple construction / Affordable by Design





What Barriers Exist to Creating Diverse Housing Choices?

SECTION

5

**Communities that want to be more
livable need to provide a more
diverse set of housing choices.**



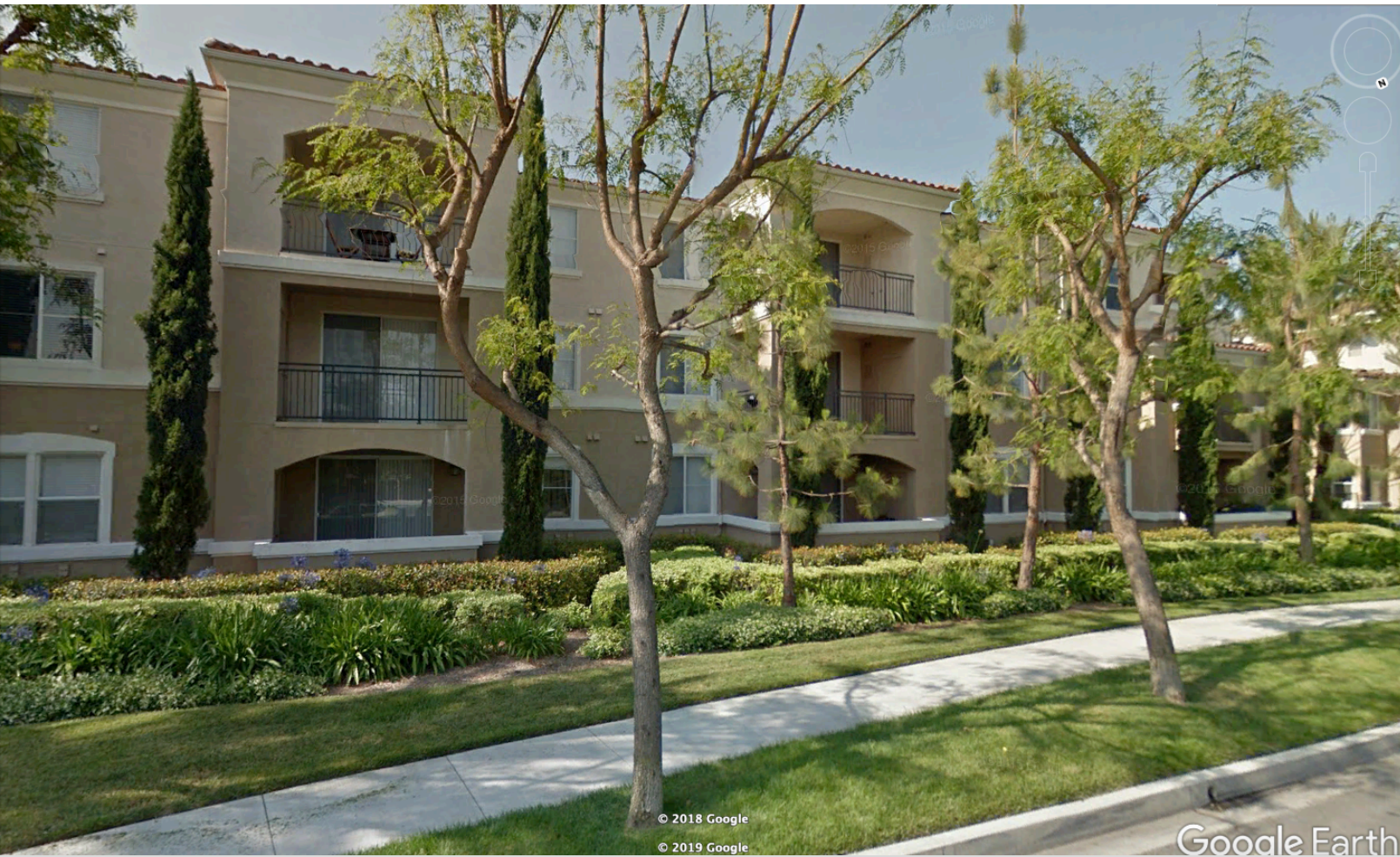
Density is an unhelpful Term

How many neighborhoods do you feel would be open to “increasing density” as a general concept?

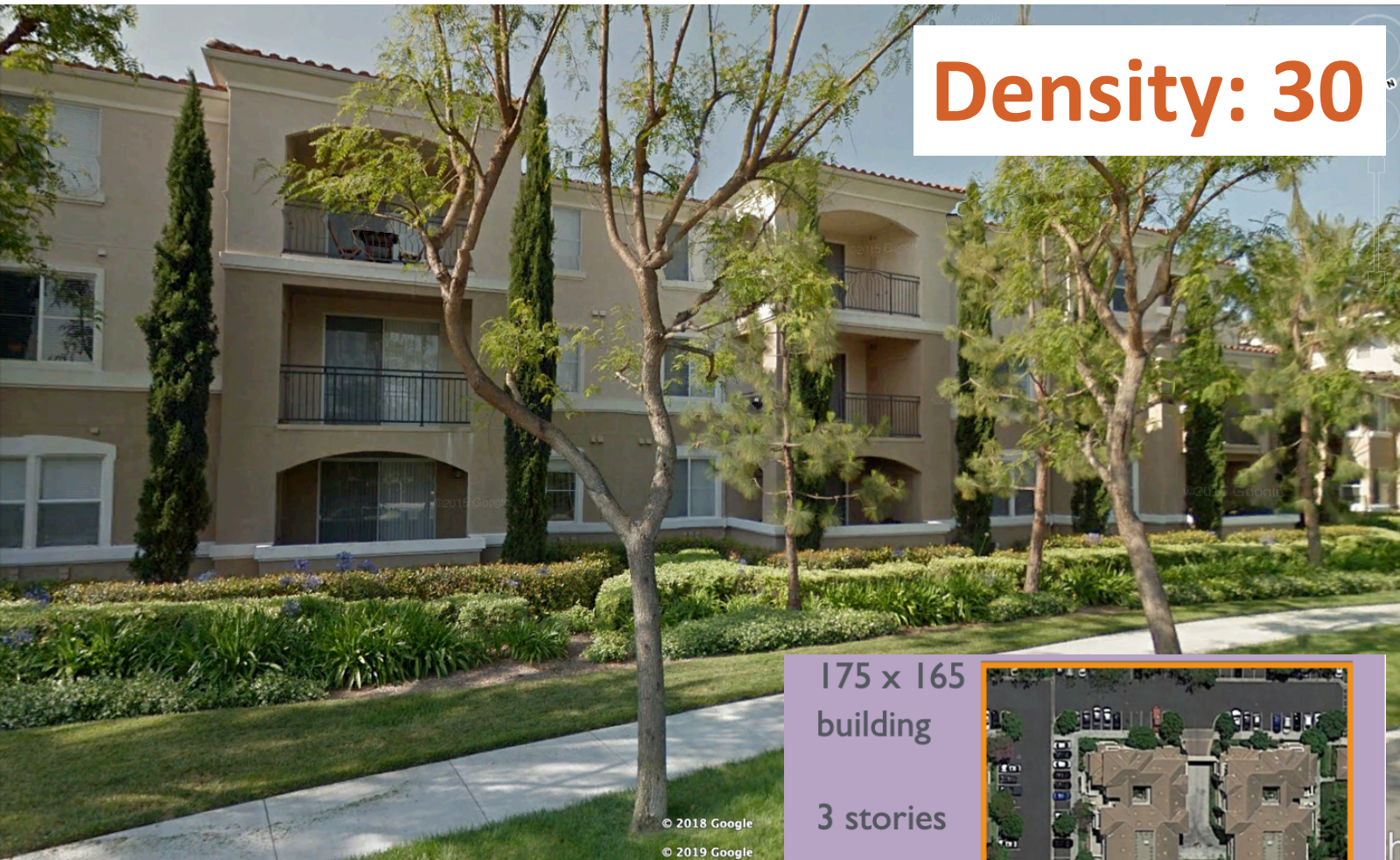
Housing choices, and options as alternative.



What do these two buildings have in common?



Nearly same density but totally different

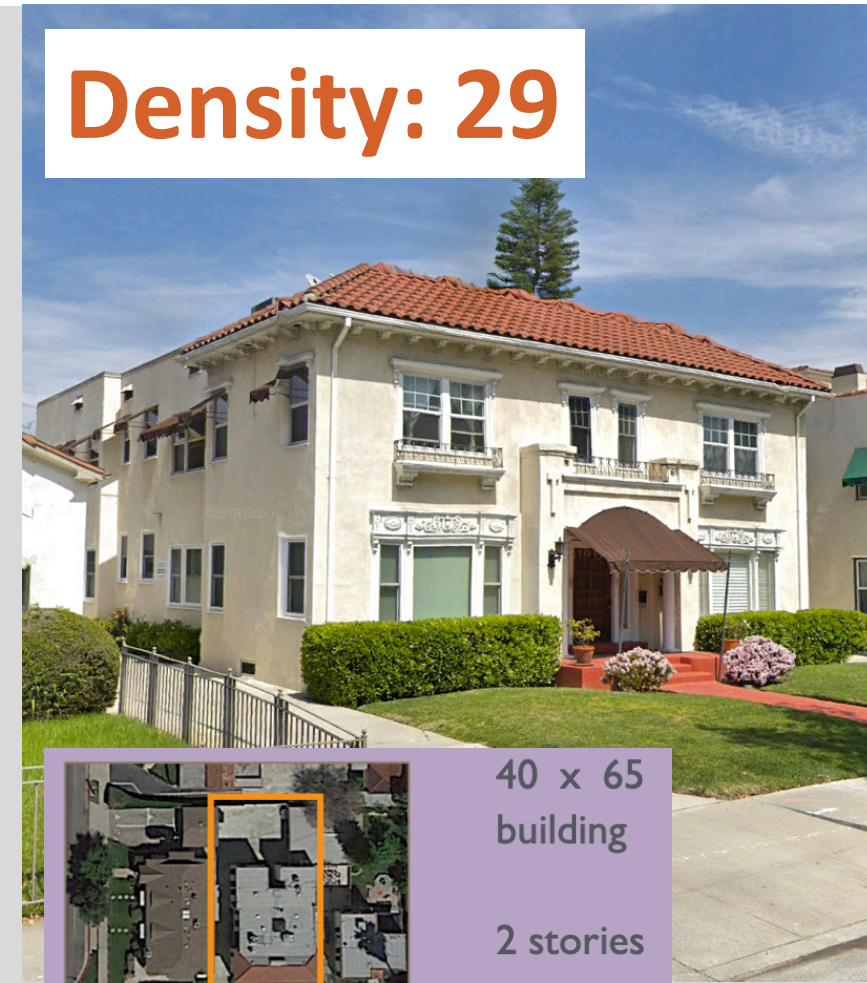
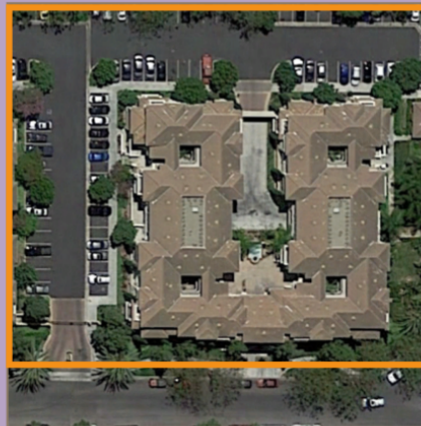


Density: 30

175 x 165
building

3 stories

60 units



Density: 29

40 x 65
building

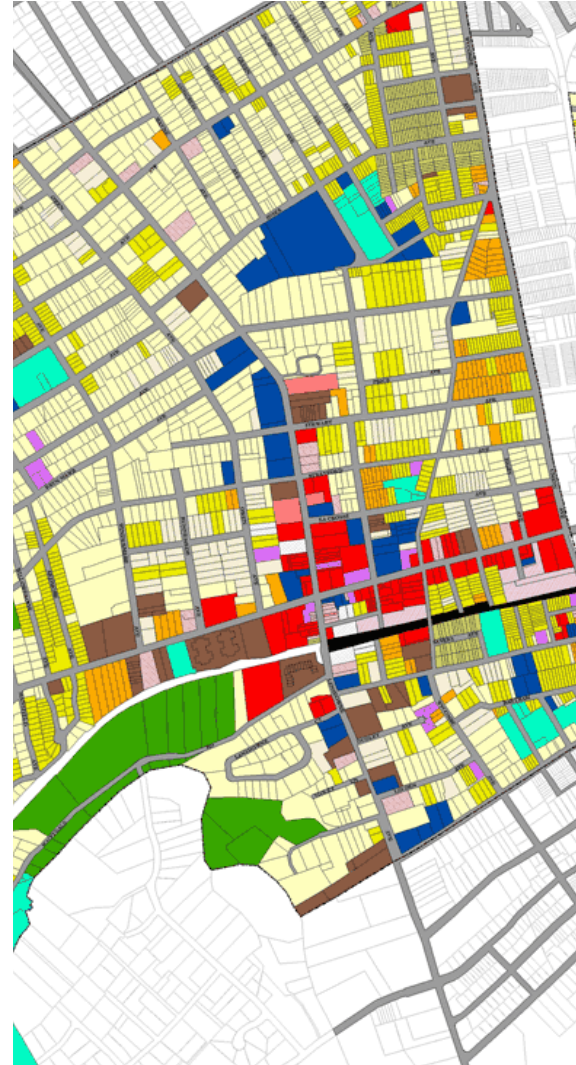
2 stories

5 units



Policy and Regulations (continued)

- **Comprehensive Plans and Zoning often limit development by restricting the number of dwelling units per acre**
- **Parking requirements are one size fits all**



How to Address:

Change comprehensive plan to allow for diverse housing options

Change zoning to regulate the form of buildings not dwelling units per acre

Work on parking regulations for Missing Middle Housing types

■ Why Does This Matter?

**Missing Middle Housing Is
Not Easily Classifiable
Based within Planning and
Zoning Systems**

SF
Single Family

MF
Multi-Family

Why are different standards Necessary?

To Ensure House-Scale Buildings

This apartment building extends most of the length of the lot despite the neighboring house-scale buildings.





What can you do to
enable MMH?

SECTION

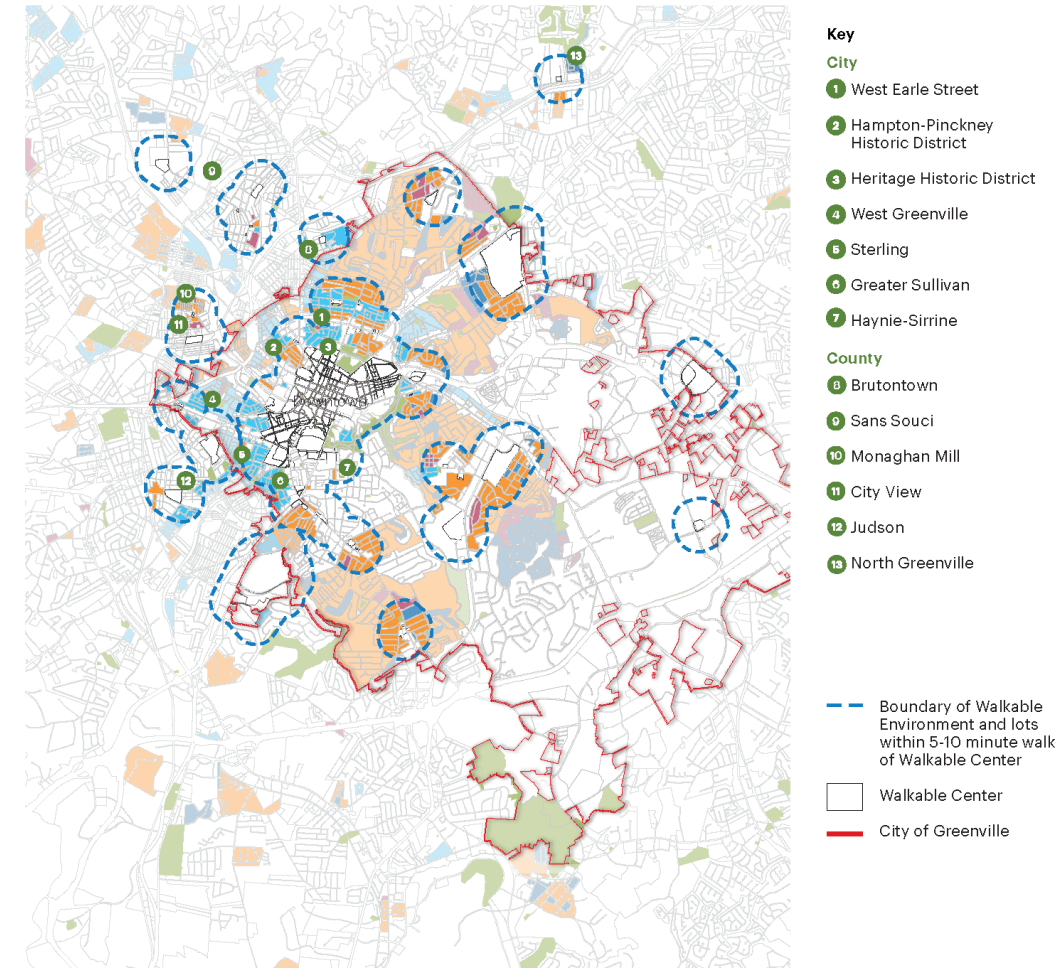
6



MMH Scan and Deep Dive 2019

Prioritize the Policy and Zoning recommendations

- Address recommendations 1-9 in Comp Plan Update
- Adjust existing standards for MMH (rec's 6-16)
- Identify a site for a pilot project and work with local builder(s) to serve as an example

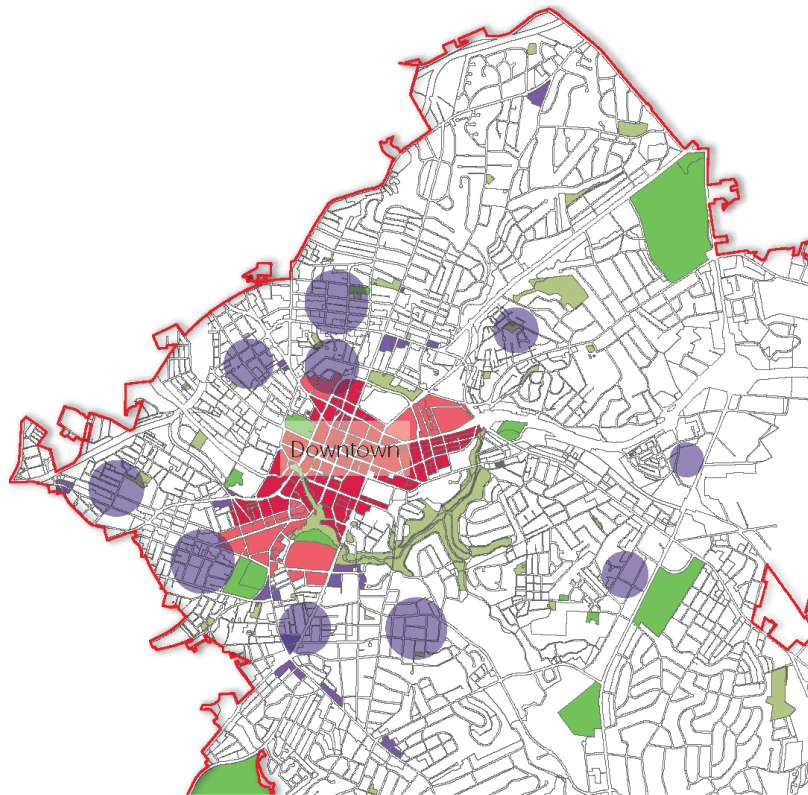
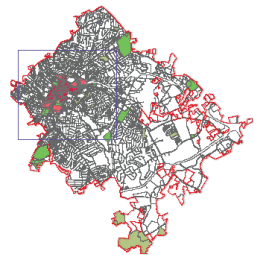


Missing Middle Scan

Missing Middle Housing in the City of Greenville

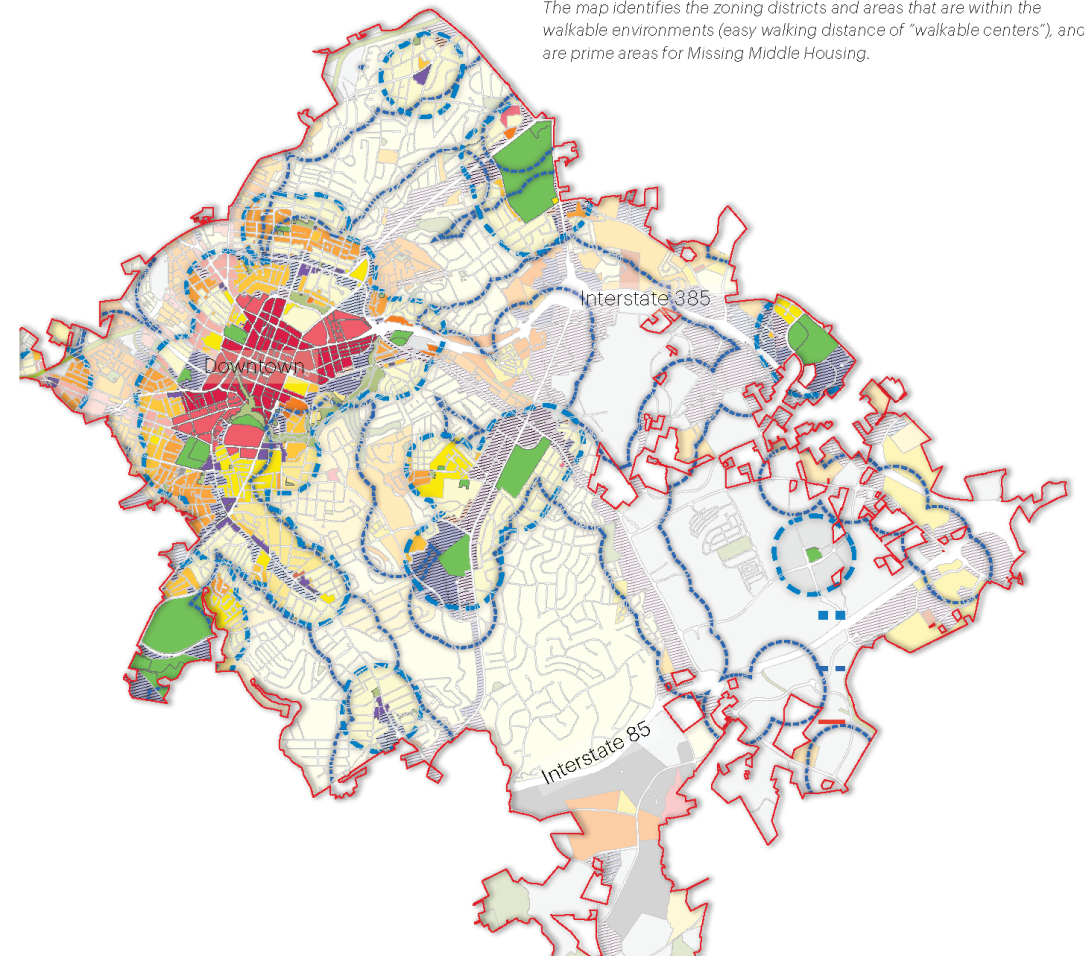
Key

- Areas Containing Missing Middle Housing



Current Zoning in Walkable Centers

The map identifies the zoning districts and areas that are within the walkable environments (easy walking distance of "walkable centers"), and are prime areas for Missing Middle Housing.





Townhouse

1 unit; resultant density: 27 du/ac



Courtyard Building

8 units (but could accommodate up to 16);
resultant density: 14 du/ac (28 du/ac)



Multiplex Small

5 units; resultant density: 17 du/ac



Multiplex Small

4 units in building, 1 in each Townhouse;
resultant density: 30 du/ac



Multiplex Small

4 units; resultant density: 24 du/ac

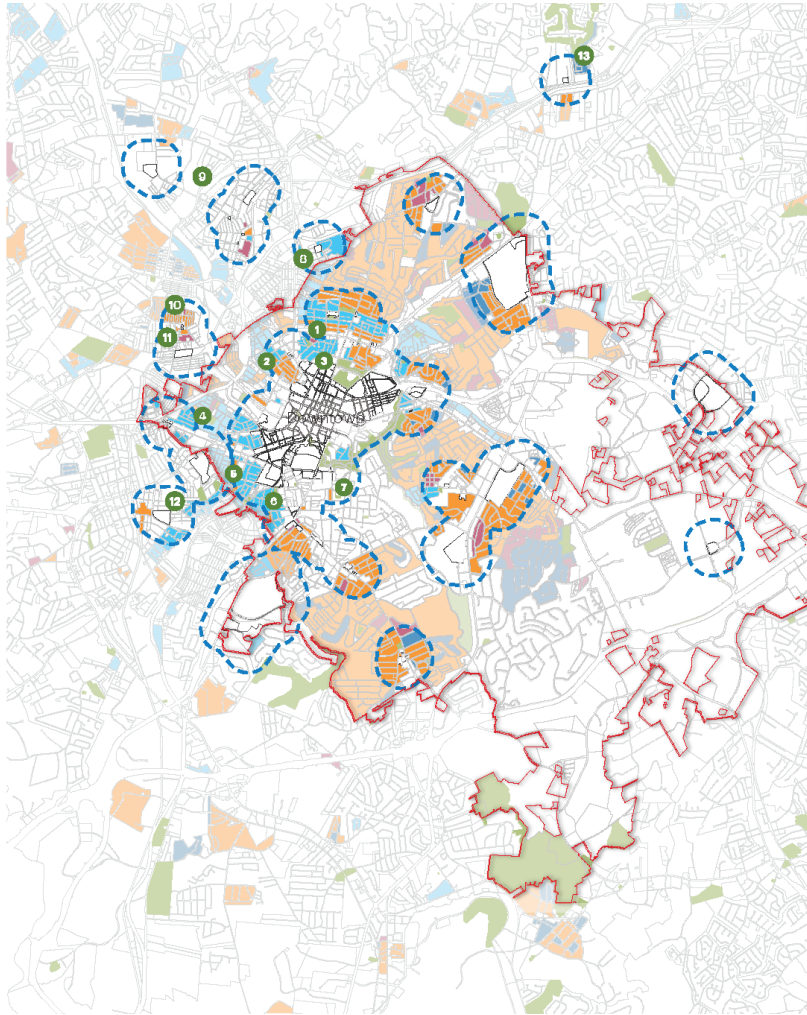


Multiplex Small

4 units; resultant density: 15 du/ac

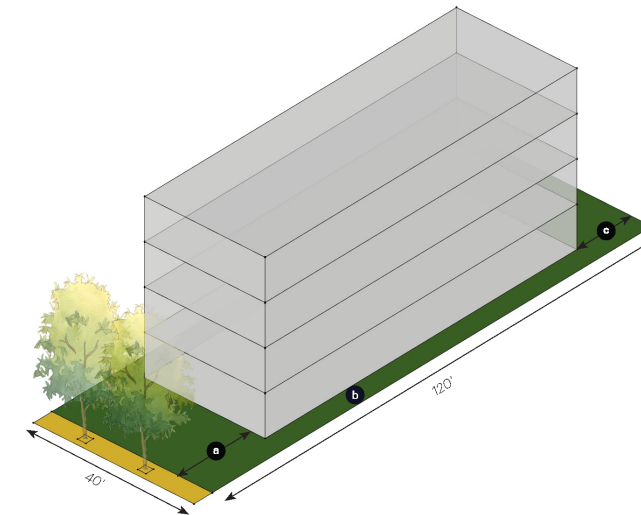
Barriers for MMH in the City of Greenville							
Barriers to MMH	Plan-it Greenville Comp Plan	Greater Pleasant Valley	Greater Sullivan	Green Avenue	Greenville Spartanburg	Greenville West Side	Haynie-Sirrine FBC
Max. Density Allowed: (Too Low)	●	●	?	?	?	●	?
Min. Lot Area: Too High	●	●	●	●	●	●	●
Max. Lot Coverage: Too Low	?	?	?	?	?	●	●
Max. Lot Coverage: Too High	?	?	●	?	?	●	●
Min. Off-Street Parking: Too High	?	?	?	?	?	●	●
Buffer Yards Required	?	?	?	?	?	●	●
Min. Open Space: Too High	?	?	?	?	?	●	●
Fire Sprinklers Required 3<units ²	●	●	●	●	●	●	●
Content is Supportive of MMH	●	●	●	●	●	●	●
MMH Types Identified	2 ¹	?	2 ¹	2 ¹	2 ¹	5	7
Notes:							
1Only reference to duplex, townhouses and multifamily.							
2Townhouses are exempt.							
3Most of area zoned R-6; small portion of area is RM-2, allows up to 20 units per acre.							
4Resulted in a very long Front-to-Back Duplex that presents scale and size issues.							
The PD, FRD, RDV and NRD are not shown because it is unclear what they allow given that each is reviewed on a case-by-case basis.							

Missing Middle Deep Dive



RM-1 Zone - Development Standards

Max. Envelope per Existing Standards



Left: The diagram illustrates the RM-1 zone's maximum development envelope.

- Key**
- Required Setbacks**
- a Front = 20'
 - b Side = 5' for single family attached and duplex (15' for multifamily)
 - c Rear = 15'

RM-1 Zone, 40' x 120' Lot Size	
Max. Envelope per Existing Standards	
Building Form	
Lot Area of Tested Lot	4,800 sf
Min. Required Lot Area	none
Max. Height	40'
Max. Lot Coverage	40%
Parking	
Min. Parking Spaces	2 per unit for single family; 1.5 per unit for multifamily
Density	
Max. Allowed Density	10 du/ acre



Left: Example of 40' x 120' lot and existing development.

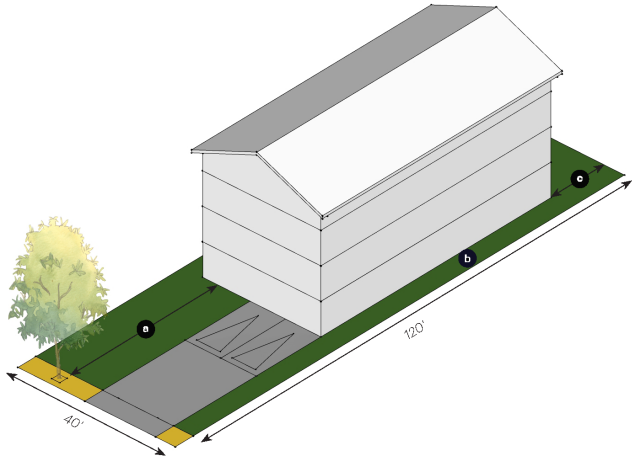
Missing Middle Deep Dive

RM-1 Zone - Allowed

Max. Potential Development per Existing Standards

Right: The diagram illustrates what type of development and form are possible after applying all standards.

- Key**
- Setbacks**
- a Front = 41'
 - b Side = 5' for single family attached and duplex (15' for multi-family)
 - c Rear = 15'



Note: Although the building complies with the zone standards, the resulting building is out of scale with the neighboring buildings. However, even though the zone allows a duplex, the standards do not allow it due to parking requirements and maximum allowed density.

RM-1 Zone, 40' x 120' Lot Size Allowable Development per Existing Standards	
Building Form	
Resultant Footprint	1,920 sf
Resultant Height/ Stories	35' / 3
Resultant Lot Coverage	40%
Parking	
Min. Spaces Required	2
Density	
Number of Units	1
Resultant Density	9 du/ acre
Limiting Factor	parking, density

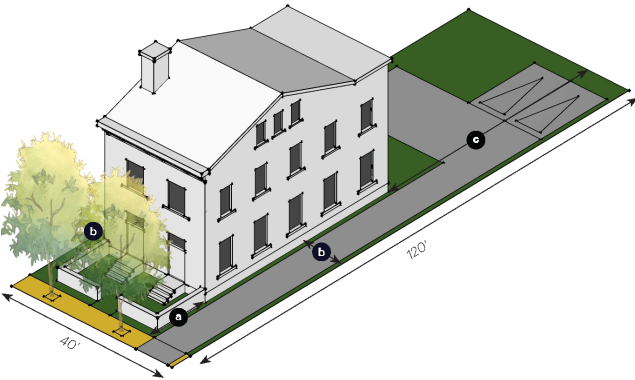


RM-1 Zone - Missing Middle

Option 1 - Stacked Duplex

Left: The diagram illustrates how the stacked duplex type can fit on this narrow lot while presenting the appearance of a house.

- Key**
- Proposed Setbacks**
- a Front = 15'
 - b Side = 5' (left), 10' (right)
 - c Rear = 50'



RM-1 Zone, 40' x 120' Lot Size Missing Middle Option 1	
Building Form	
Resultant Footprint	1,250 sf
Resultant Height/ Stories	32' / 2
Resultant Lot Coverage	26%
Parking	
Spaces Required	2
Density	
Number of Units	2
Resultant Density	18 du/ acre



Left: The stacked duplex provides a building footprint smaller than what the RM-1 zone allows.

4.1 Policy-Related Recommendations

Comprehensive Plans and Area Master Plans

1. **Walkable Centers and Walkable Environments.** Include and describe “walkable centers” and the short walking distance area around them (“walkable environments/neighborhoods”) in the Comprehensive Plan and identify that this is where MMH is allowed.
2. **MMH is different from Multifamily.** Many of the plans refer to “multifamily” as duplexes and apartment buildings but leave out the other options in between these two ends of the spectrum, making it unclear if the types in between are intentionally not allowed. If the term “small apartment building” is used, provide some understanding of what qualifies as small. Also, make a clear distinction between conventional multifamily development and Missing Middle Housing.
3. **Define MMH.** Describe MMH as “house scale buildings with multiple units in walkable neighborhoods”.
4. **Intent of MMH.** Establish that MMH is intended for infill lots as well as new blocks and lots.
5. **Palette of MMH Types.** Adapt the palette of MMH types presented in the MMH Scan™ by including the palette in the Comprehensive Plan to give clear direction for updating the zoning standards.
6. **Need New Standards for MMH.** Write a policy or an implementation action directing that new standards be created or adjustments to certain zoning districts be made for MMH because of proximity to “walkable centers”, its lower need for off-street parking, and its more compact development pattern.
7. **By-Right Review.** Establish that at least in “walkable environments/neighborhoods”, the standards need to be clear enough to not require discretionary review and incentivize MMH.
8. **Intended Physical Character.** Most of the existing land use classifications/designations do not provide enough information about the intended physical character and about what types of housing are intended. For example, are the buildings mostly detached or attached? How tall are the buildings? Are the multifamily buildings intended as MMH or as larger buildings? Identify the land use designations within the “walkable environments” and modify the description of these land use designations to describe the intended physical character to inform the updating of existing zoning standards or the creation of new standards.
9. **Housing Choices and Options.** Discontinue using “density”, “multifamily”, and “upzoning” as terms. Instead, use “housing choices” and “options”.
10. **Continuing Education.** Provide education on MMH to explain how it is different from conventional multifamily development and where it works.

4.2 Zoning-Related Recommendations

Zoning Districts and Standards

1. **Update the Zoning Standards instead of Requiring More Process.** Approach the implementation of MMH through clear standards that remove the need for discretionary review and do not require a PD or FRD. In order to make clear standards and in exchange for a non-discretionary review, the standards will need to be coordinated with the needs of the MMH types, as described in the MMH Scan™ and the Deep Dive.
2. **“Multifamily” is too general.** The current standards do not distinguish between multifamily on large sites and multifamily on infill lots, making it difficult to develop MMH on existing lots in neighborhoods. This tends to encourage aggregation of lots and when combined with the lack of maximum building width standards can quickly change the scale and character of a neighborhood.
3. **Walkable Centers.** Evaluate each “walkable center” identified in the MMH Scan™ to identify if the zoning allows the expected uses that will continue to make the center an amenity for the surrounding neighborhood(s).
4. **Where to allow MMH.** Allow the MMH types in existing zones within the walkable environment(s) mapped in the Comprehensive Plan as follows:
 - Zones that are primarily single-family residential: apply the lower end of the MMH palette;
 - Zones that are primarily non-single-family residential: apply the middle to upper end of the MMH palette.
5. **Housing Types.** Discontinue identifying multifamily as a type of housing and instead, identify it only as a use. Alternatively, discontinue the term “multifamily” and identify the use as “residential”, relying on supplemental standards in the zone to describe the allowed types and sizes of housing.
6. **House-Scale Buildings.** Define “house-scale” as up to 2.5 stories and 80 feet overall, including secondary wings. The “.5” portion of 2.5 stories identifies an attic story on a 2-story building.
7. **Building Footprint.** Building footprint, in addition to building height, is a significant factor in how building size is perceived. Regulate building footprint to consist of a main body and secondary wings with the maximum size defined by the zone. These standards need to be coordinated with the different lot sizes in each zone.
8. **Main Body and Secondary Wings.** Define the “main body” as no larger than 55 feet in width and depth. Secondary wings are extensions of the main body to allow for additional space but at a smaller size. For example, if the main body is 2 stories, the secondary wings are 1 story and less wide than the main body. This allows a building to be up to 80 feet maximum overall footprint while reducing the scale from the street and along side yards with neighbors.