

The background of the slide is a photograph of a residential street. It shows several houses with porches and columns, some with American flags. There are trees with some autumn-colored leaves and some bare trees. Two cars are parked on the street in the foreground. The entire image is framed by a white, hand-drawn style border.

# HOUSING CHOICES FOR A COMPLETE COMMUNITY

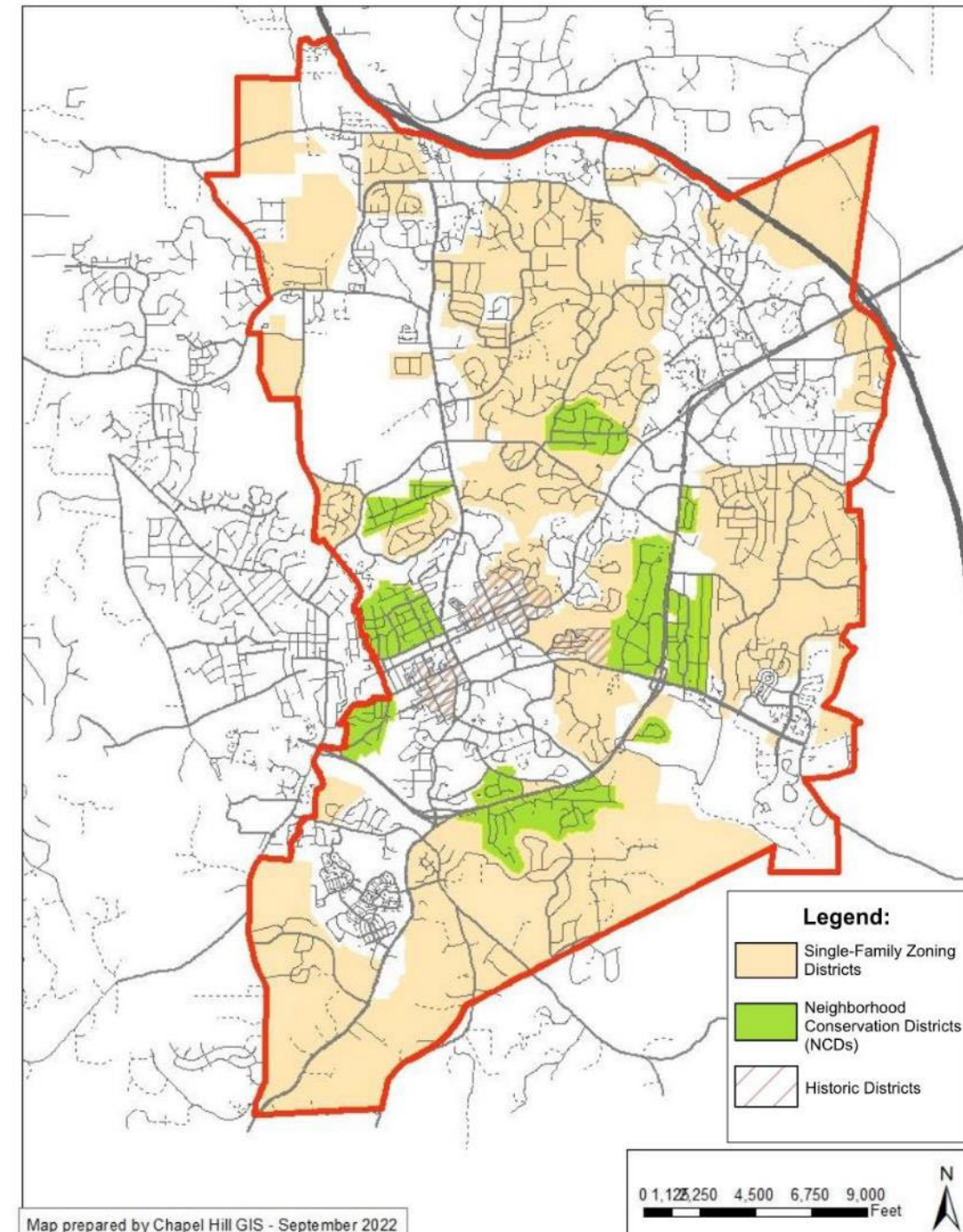
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Chapel Hill Planning Department  
December 2, 2022 CCES Meeting



# EXISTING CONDITIONS

- Much of Chapel Hill is zoned for Single-Family only
- Neighborhood Conservation Districts (NCDs) regulations supersede the underlying zoning and many NCDs prohibit duplex and other small-scale residential housing types
- Restrictive covenants and plat notes may also limit development to single-family only



# HARD TRUTHS

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- Housing supply has grown, but isn't meeting current needs
  - Most new housing is single family or apartments
  - 5% of units since 2010 are owner-occupied condos or townhouses
  - Households for different life stages
- 35% increase in housing production to meet needs (500 units/year)

## Projected Housing Needs

2020-2040

Town of Chapel Hill

October 12, 2021





# HARD TRUTHS

- 36% of households Cost-burdened
- Others forced to look outside the community
  - Longer commutes
  - More traffic/parking demands
  - Environmental implications



# HARD TRUTHS



## COMPLETE COMMUNITY STRATEGY

- Chapel Hill is an exclusive place
- No one is happy with the planning process or the planning outcomes
- Chapel Hill has a difficult urban form to remediate



# WHAT'S NEEDED

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- About 500 housing units annually
- Diversity of housing product at different price points to increase affordability
- Older neighborhoods need to evolve over time to better meet housing needs for all income levels



# TEXT AMENDMENT SUMMARY

## Part 1: Proposed Text Amendments

- Setback & Height Exceptions
- Townhouse
  - Definition
  - Development Standards
  - Subdivision Standards
- Updated standards for duplexes and accessory apartments

## Part 2: Opportunities to Increase Missing Middle Housing

- Add Missing Middle Housing Types & Development Standards
  - Triplexes
  - Fourplexes
  - Cottage Courts
- Allow these in most zoning districts
- Remove density limitations
- Allow triplexes and fourplexes to be approved via a process like that of single-family development (Expedited Review)

# DEFINITIONS

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*"Missing Middle is a range of multi-unit or clustered housing types compatible in scale with single-family homes that help meet the growing demand for walkable urban living. These types provide diverse housing options along a spectrum of affordability, including duplexes, fourplexes, and bungalow courts, to support walkable communities, locally-serving retail, and public transportation options."*

-MissingMiddleHousing.com



# DEFINITIONS

- Gentle Densification: Process of increasing density in existing single-family neighborhoods through the construction of townhomes, two- to four-family homes, and small-scale apartment or condominium buildings. *-Brookings Metro*

FIGURE 1

## More homes, less yard



Note: These are hypothetical examples created for this analysis. Structure types and building dimensions are typical of homes in Washington, D.C., verified against Computer Assisted Mass Appraisal residential data from [opendata.dc.gov](https://opendata.dc.gov).

# MISSING MIDDLE HOUSING AS INFILL

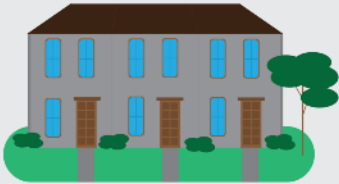
## Example Missing Middle Housing Types



Single-Family + Accessory Unit



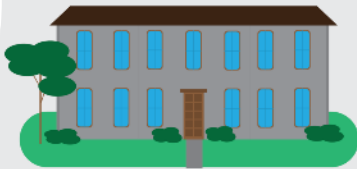
Duplex



Rowhome



Cottage Court



Triplex



Fourplex

- Creating opportunities by allowing more housing units on existing lots
- Increased density supports neighborhood retail, transit, and walkability
- More homes equal more affordability and economic opportunity
- Sensitivity to neighborhood context - allowing more units within the same allowed building envelope
- Does not prohibit single-family detached homes
  - Demand for this housing type
  - Interest in creating affordability through smaller lots sizes and smaller house sizes

# WHY MISSING MIDDLE HOUSING IS NECESSARY

## In General:

- Greater variety of household sizes and demographics require variety of housing choices
- Walkable and accessible amenities
- Variety of Transportation Options
- Need for affordable and attainable housing
- Sense of community

## Specific to Chapel Hill:

- Provides a range of housing options for current and future residents not currently met
- Future Land Use Map (FLUM) encourages duplexes, triplexes, fourplexes, and accessory apartments to have a review process like single family and recognized they could fit into the existing fabric of single-family neighborhoods if carefully integrated
- Compact, higher density and multi-family development creates demand for greenways, walking and biking paths, as well as transit.
- Density around existing transportation networks supported by the Mobility & Connectivity Plan as well as Climate Action Plan
- Range of unit types and sizes improves affordability
- Land use, form, and density that strengthen the community, social equity, economic prosperity, and natural environment



# PURPOSE OF THE TEXT AMENDMENT

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Diversify Housing types



Increase Housing Production



Encourage Compatible Infill Development

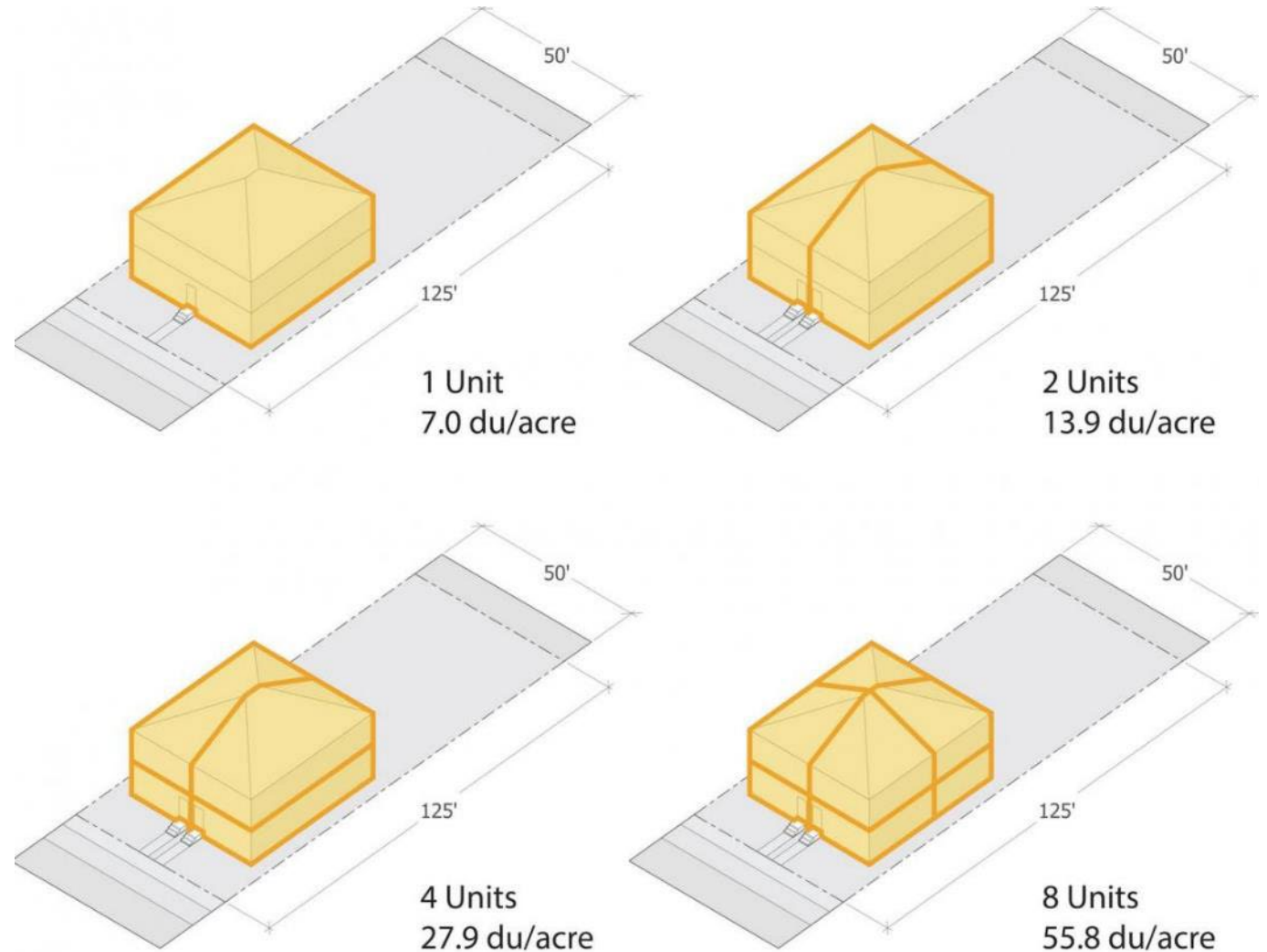


Strategically and Sensitive Increase Density

# OPPORTUNITIES TO INCREASE MISSING MIDDLE HOUSING

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- Eliminate density maximums
- Focus on lot size, setbacks, and building dimensions rather than number of units



# OPPORTUNITIES TO INCREASE MISSING MIDDLE HOUSING

	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
Duplex	-	-	-	<u>P</u>	<u>P</u>	P	<u>P</u>	P	P	P	P	P	P	P
Triplex	-	-	-	-	-	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	P	P	P
Fourplex	-	-	-	-	-	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	-	-	<u>P</u>
Cottage Courts	-	-	-	-	-	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	-	-	<u>P</u>
Multi-Family (5-10 units)	-	-	-	-	-	-	-	<u>P</u>	P	P	P	-	-	P
Multi-Family (10+ units)	-	-	-	-	-	-	-	-	-	-	CZ	-	-	-

*P: Proposed as a permitted use*





SPECIAL REGULATIONS  
FOR SPECIFIC USES

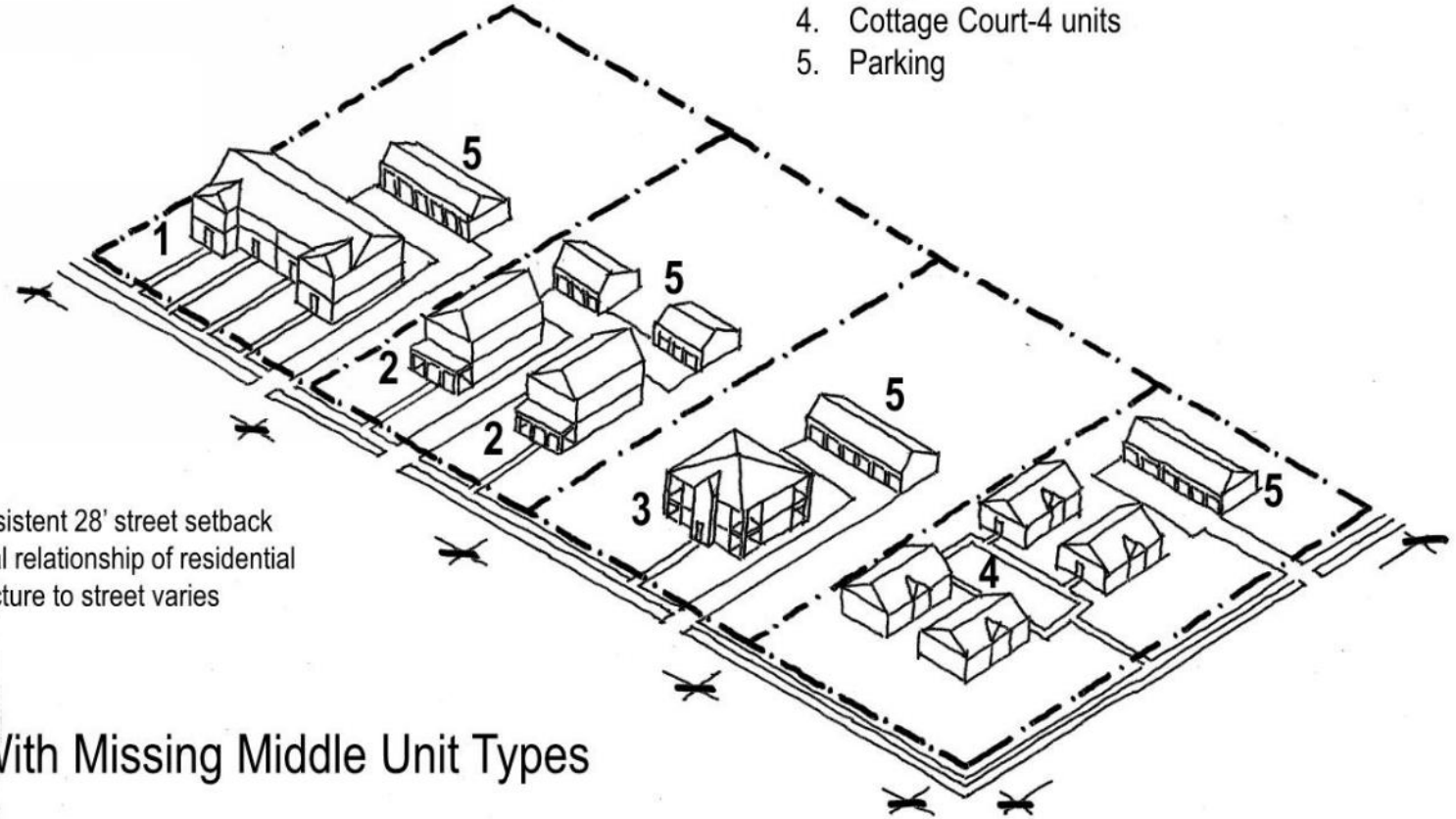
TRIPLEXES, FOURPLEXES, & COTTAGE COURTS

- Neighborhood compatibility in R- zoning districts in areas platted +20 years ago and +50% single family homes
- Considerations for permitting similar to Single Family Development
- Subdivisions that encourage home ownership

# CHAPEL HILL CONTEXT

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1. Townhouse-4 units
2. Duplex (stacked or side-by side)
3. Fourplex
4. Cottage Court-4 units
5. Parking



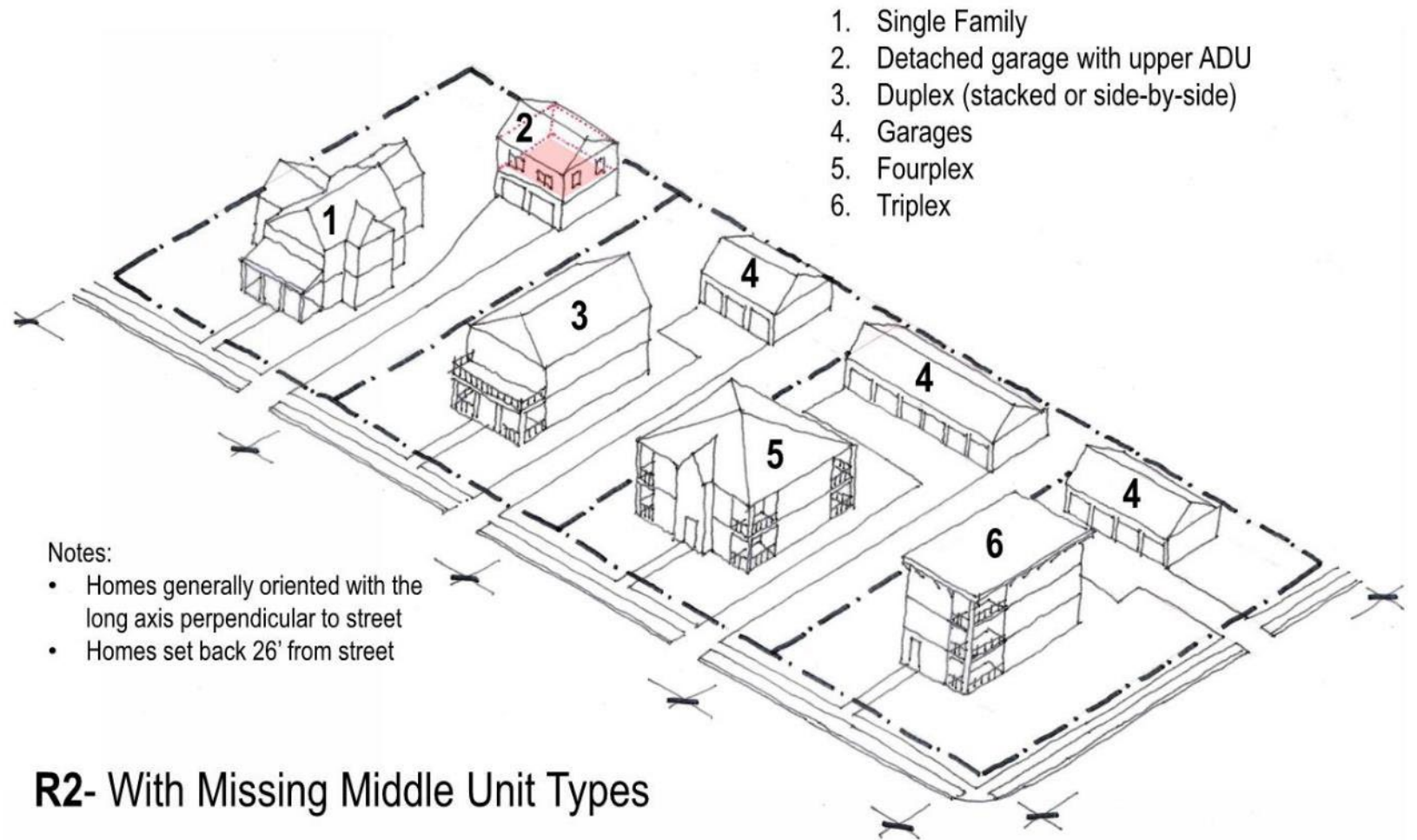
Notes:

- Consistent 28' street setback
- Axial relationship of residential structure to street varies

**R1- With Missing Middle Unit Types**

# CHAPEL HILL CONTEXT

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# PROJECTED IMPACTS

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## MINNEAPOLIS 2020 COMPREHENSIVE PLAN:

- 70% of land area zoned for detached, single-family
- January 2020 - rezoned to allow duplexes and triplexes
- Approximately 9,000 housing units permitted, including:
  - 62 new duplexes (0.68%)
  - 17 new triplexes (0.18%)

## COMPARISON TO CHAPEL HILL:

- 70.9% Land zoned for detached, single-family and duplex
- Add on average 262 housing units/year
- Using the same percentages as Minneapolis, this would lead to:
  - 1.78 new duplexes (0.68%) per year
  - 0.47 new triplexes (0.18%) per year
- This is not a quick fix, but one strategy to help create more housing



# TOOLS IN THE TOOLBOX

# PROCESS IMPROVEMENTS

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## Staff

- Single Family + Accessory Apartment
- Duplex
- Triplex
- Fourplex

## Planning Commission

- Site Plan Review for Cottage Courts
- Minor Subdivisions (Creating +4 lots)

## Town Council

- Conditional Zoning District (CZDs) for developments of five or more units
- Special Use Permits



# STAFF RECOMMENDATION

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- Investigate smaller lot sizes
- Remove obstacles to gentle density and smaller-scale development
  - Allow duplexes, triplexes, and fourplexes in most residential zoning districts
  - Administrative review and approval for developments up to 4 units



# FUTURE STUDY AREAS:

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Neighborhood Conservation Districts (NCDs)

- Intensive text amendment to consider as part of LUMO rewrite

Student Housing & Overcrowding

- Can't be solved by zoning only

Parking Demands

- Can't be solved by zoning only

Inclusionary Zoning

- Intensive text amendment to consider as part of LUMO rewrite

Housing Diversity

- Retrofitting existing neighborhoods and infill development does not solve housing shortage on its own

# METRICS:

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- Annual review of number of permits issued
- Track the number of new housing units constructed
- Re-evaluate and determine if additional tools are needed to incentivize housing construction



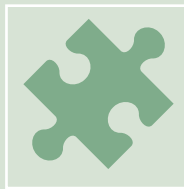
# DECISION POINTS



Should duplexes, triplexes, and fourplexes be permitted in most R- zoning districts?



Is there support for a review process for these uses similar to that of single family (by-right)?



Are there other items that Council wishes to address?



# WORK COMPLETED

Staff research on Missing Middle Housing



# WORK COMPLETED

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Research

Stress Testing

Staff  
Engagement

Community  
Engagement

Shaping Our Future

Complete  
Community

PublicInput  
(<https://publicinput.com/v3540>)

Met with  
developers and HBA

# RESOURCES CONSULTED

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- [AARP](#)
- [Accessory Dwellings.org](#)
- [American Planning Association](#)
- [Inclusionary Zoning.org](#)
- [Local Housing Solutions](#)
- [Missing Middle Housing](#)
- [Municipal and Research Services Center \(MRSC\)](#)
- [NC Sustainable Energy Association & NC Clean Energy Technology Center](#)
- [New Hampshire Housing](#)
- [Planning and Zoning for Solar in North Carolina](#)

## MUNICIPAL AND COUNTY CODES

- [Aberdeen, TX](#)
- [Bloomington, IN](#)
- [Durham, NC](#)
- [Raleigh, NC](#)
- [Lacey, WA](#)
- [Jersey City, NJ](#)
- [Johnston, IA](#)
- [Montgomery County, PA](#)
- [Prince George County, MD](#)
- [Santa Fe, NM](#)
- [Sea Tac, WA](#)

- [Seattle, WA](#)
- [Toronto, Canada](#)
- [Township of Depftord, NJ](#)
- [Washington, DC](#)
- [Wenatchee, WA](#)