

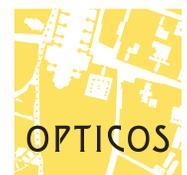


Missing Middle Housing Informational Report

City of Sacramento
**Missing Middle
Housing Study**
December 2022



MISSING MIDDLE HOUSING
SACRAMENTO



With consultants:

Cascadia Partners
Collaborative Design + Innovation
Unseen Heroes
Konveio

Prepared For:

**City of Sacramento
Community Development Department**

300 Richards Boulevard, 3rd Floor,
Sacramento, CA 95811
916.264.5011

Prepared By:

Opticos Design, Inc.

2100 Milvia Street; Suite 125
Berkeley, California 94704
510.558.6957

With Consultants:

Cascadia Partners

1022 NW Marshall St., Suite 380
Portland, OR 97209
971.808.2366

Collaborative Design + Innovation

www.cdiway.net
503.706.4740

Unseen Heroes

3433 Broadway,
Sacramento, CA 95817
916.692.5560

Konveio

www.konveio.io
877.405.9142

What's Inside?

Missing Middle Housing Informational Report

What is the MMH Study?

5

What is Missing Middle Housing?

23

Case Studies

55





What is the MMH Study?

CHAPTER
1

In this chapter

What is the Missing Middle Housing study?	6
The Housing Crisis	8
Housing in Sacramento	10
MMH Study Objectives	14
What Will the MMH Study Do?	16
Community-Vetted Solutions	20

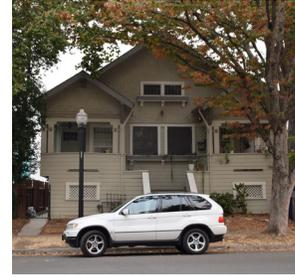
What is the Missing Middle Housing study?

A data-driven, citywide study to assess the "where, how and why" of Missing Middle Housing in Sacramento

The Missing Middle Housing (MMH) Study is a focused effort to explore ways to implement Missing Middle Housing in Sacramento. It will help the city to respond to the growing demand for housing choices, walkable living, and the urgent need for attainable housing at all income thresholds.

The year-long study acts upon Council direction from January 2021 to explore a set of approved strategies to facilitate the ongoing General Plan update (General Plan 2040). The study will include extensive citywide analysis to provide land use, zoning and policy recommendations to remove existing barriers and facilitate the production of Missing Middle Housing. It will inform the City's long-term planning approach and housing policy in the General Plan and Housing Element.

Housing affordability, equity and access are top priorities of the City of Sacramento. The Missing Middle Housing study will include analysis to assess displacement risk, and mitigating policies and measures to avoid displacement of existing residents and to maintain the current scale and feel of established neighborhoods.





“The Missing Middle Movement has begun. Are you ready to do your part to solve our housing crisis?”

Daniel Parolek
Principal, Opticos Design



The MMH study is a roadmap to increase housing choice and equity for current and future residents



The Housing Crisis

Decades of building low-intensity Single-Family Homes and zoning restrictions have suppressed the housing diversity that naturally occurred in cities prior to the 1950s.

In Sacramento, as in much of the region, the limited availability of multifamily housing options has contributed to the escalating crisis of housing access and affordability. Severe competition for limited housing inventory has led to ever-rising costs for both rental and ownership, and growing housing inequality.

There is a significant mismatch between current US housing stock and shifting demographics, combined with the growing demand for walkable urban living. This has been poignantly defined by recent research and publications by Christopher Nelson and

Chris Leinberger, and most recently by the Urban Land Institute’s publication “What’s Next: Real Estate in the New Economy.”¹ National trends are mirrored in Sacramento as well as the surrounding region.

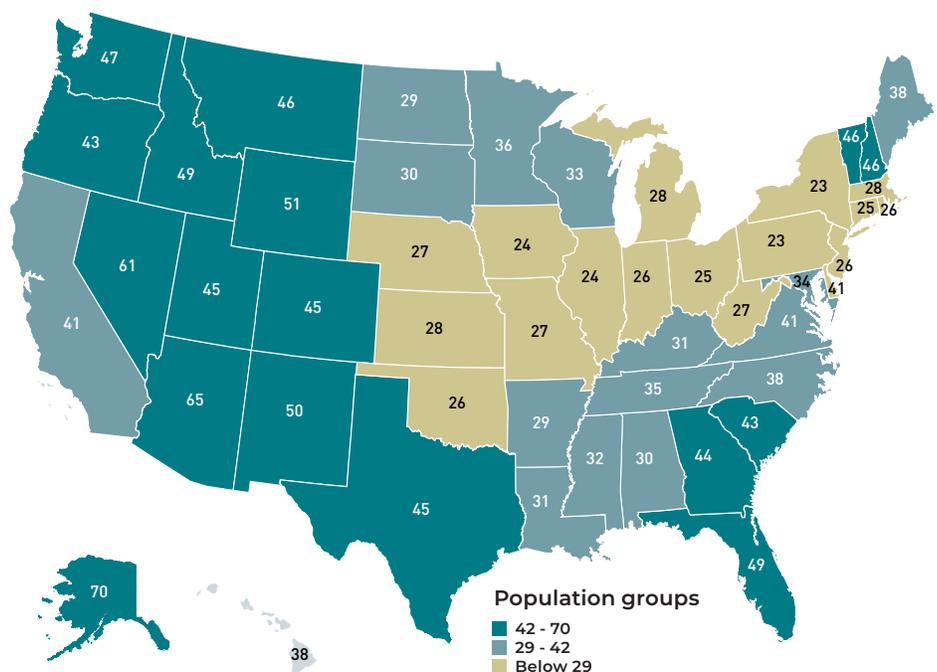
The solution to the national and regional housing crisis is not as simple as adding more multifamily housing stock using the same housing typologies that have been built over the past couple of decades. Instead, it will be necessary to shift the way we design, locate, regulate, and develop homes.

Projected percentage growth in population, 2010-2020

The US population is aging and this trend is expected to continue. For instance, Florida saw a 49% increase in its population aged 42 to 70. Source: Brookings Institute analysis of 2010 Census Bureau population projections; www.uli.org

Notes

¹<https://americas.uli.org/>



What can help?

To meet this urgent need for attainable housing, several steps need to be taken concurrently. A critical step is to increase the delivery of housing at all income levels, but in a manner that is sustainable and feasible, and does not adversely impact existing infrastructure capacities (of roads, utilities, etc.) and the quality of life of existing residents.

A critical strategy is to streamline and encourage the production of smaller, simpler, less complicated and less expensive housing projects in areas that have existing infrastructure and amenities. Missing Middle Housing can fulfill this requirement, and provide an efficient way to meet this pent up demand.

"To solve the national housing crisis, we need to rethink and evolve, reinvent and renew."

"What's Next: Real Estate in the New Economy"

Urban Land Institute, 2011

"Missing Middle types continue to play a role in providing homes to the "middle-income" market segment that typically straddles 60% to 110% average median household income."

Dan Parolek

Principal, Opticos Design

Housing for the future

Housing typologies for the coming decades will need to reflect changing demographics and household preferences.

By 2050:

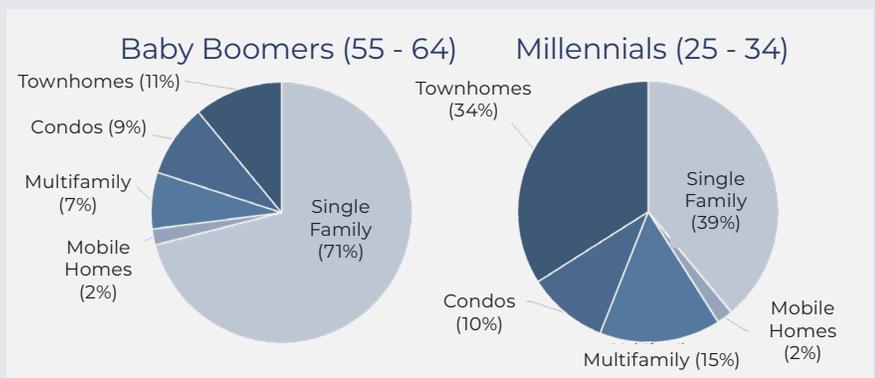
85% of US households will not have children

19% of Americans (1 in every 5) will be over 65 years of age

29% of the population will be LatinX (with a higher ratio of multi-generational family structure)

Changing preferences

Housing preferences are changing too. According to www.realtor.com, 29% of Baby Boomers (age 55 to 64) and 61% of Millennials (age 25 to 34) say they want housing choices other than Single-Family Homes.



Housing in Sacramento

Sacramento is experiencing a housing shortage as well as a lack of housing diversity. Demand for available housing is increasing as people from other metro areas are getting priced out and looking to move to Sacramento.

Sacramento, similar to other areas in the region, is facing rising housing unaffordability. The reasons for this are many, including a greater number of households relocating from nearby metropolitan areas and more expensive regions such as the Bay Area. Sacramento offers a high quality of life, and the increased demand on limited available housing will have a significant

impact on existing Sacramento residents unless steps are initiated to solve the crisis.

Sacramento's population characteristics are also projected to change. According to the Sacramento Area Council of Governments (SACOG), the City of Sacramento is projected to continue adding new residents to its current population of 525,000 (US Census, 2021)

Q CLOSER LOOK

Changing Demographics + Impact on Housing

According to the US Census, Sacramento's demographic makeup is changing. From 2010 to 2018, the fastest growing population group was that of persons aged 65-74, whose numbers increased by 43% as compared to an overall population increase of 6% during that same time period. In contrast, the population of persons aged 24 and under decreased from 36% to 33%. These demographic patterns reflect national trends, and are anticipated to continue for future decades. Due to the increasing senior population, it is anticipated that compact housing types near transit and

neighborhood serving amenities will be in demand.²

Research indicates that building middle-priced housing increases long-term regional affordability. As new market-rate housing is built, it causes higher-income people to move, vacating older housing stock that can now be accessed by lower-income households. Studies indicate that increasing housing supply tends to reduce housing prices, particularly over the long run. The City of Portland, for example, found that allowing smaller units citywide could reduce average housing costs by 56% over a 20-year period.³

Notes

² City of Sacramento Housing Element 2021-2029

³ Victoria Transport Policy Institute, www.cityofsacramento.org

⁴ City of Sacramento Housing Element 2021-2029

at a rate of about 1.1 percent per year. If this rate is realized, the City would add about 140,000 new residents by 2040⁴.

Of this population increase, the fastest growing population groups are of those aged 65 and older. Similarly, the number of single-person households is also anticipated to increase over the coming decades. Both these population groups can benefit from housing options other than the Single-Family Home. But over 66 percent of the city's current housing stock is that of Single-Family Homes.

The Sacramento housing market has become increasingly competitive, with average home sale prices at \$505,000 in 2022, an increase of 9.8 percent from 2021 - 2022 according to Redfin (www.redfin.com). With over half of Sacramento households falling into the "low", "very low", or "extremely low" income levels, the increase in home

prices has made it challenging for most local residents to purchase a home and realize the generational wealth that homeownership can provide. A household is considered "house-burdened" if it needs to spend more than 30 percent of its total household income on housing. That figure for Sacramento is high - 39 percent of its households fall under the "house-burdened:" category. The Housing Opportunity Index, a key measure to assess ownership housing affordability, reflects the percentage of homes that a household earning the area median income can afford. In Sacramento, the Housing Affordability Index dropped from a high of 83 percent in 2011 to 39 percent in 2020.

The impact of rising housing costs is typically felt more by renters than homeowners, increasing the probability of displacement. In Sacramento, approximately 45 percent of residents

39%

of households in 2021 spent > 30% of their income on housing.

45%

of residents are renters. Rents increased by 19% from 2021-22.

50%

of households at low, very low, or extremely low income levels.

66%

of the city's existing ~197,000 housing units is single-family.



44%
decrease
in housing
affordability,
2011 to 2020.

Housing Opportunity Index, City of Sacramento, 1991 - 2020

Source: Sacramento Housing Element 2021-2029, www.cityofsacramento.org

19%
annual rent increase in 2020-21 (fifth highest among 50 largest metros).

are renters. Average rents in the city increased by 19 percent from 2021 - 2022, an unprecedented increase.

According to new research from the website www.realtor.com, the Sacramento region saw the fifth highest increase in rental prices among the nation's 50 largest metro areas in 2021. As of December 2021, the median monthly rent in the Sacramento region reached \$2,103, an alarming increase of 19.5 percent from 2020, placing Sacramento's rents at an equivalent price point as the Washington, D.C., and Seattle metro areas.

Vacancy rates in Sacramento are lower than the region, and this along with the inadequate housing supply further restricts housing choice, and increases competition for the available inventory.

Housing needs projected for Sacramento are in stark contrast to what is being produced currently. On

average, 2,000 new housing units have been produced each year over the past decade and this increased to 3,364 units in 2021. This falls short of the approximately 5,700 new housing units needed annually for the city to meet its target of 45,580 new housing units required between 2021-2029 as its share of the Cycle 6 Regional Housing Needs Allocation (RHNA).

Multifamily housing will need to be an essential component of future housing in Sacramento, both to meet the pent up need and also for reasons of affordability. Research by the Victoria Transport Policy Institute reveals that townhouses typically cost 30 percent less per unit, and apartments up to 50 percent less per unit than Single-Family Homes of comparable quality.⁵

2,000

average number of new housing units per year over past decade.

5,700

new homes needed per year to meet RHNA 2029 targets.

~140k

new residents projected for Sacramento by 2040.

~45k

new housing units needed by 2029 to meet RHNA Cycle 6.

“Missing Middle Housing provides homebuilders with a practical way to address changing market and demographic trends - diversifying their portfolios and communities in the process.”

Amy Albert
Editor-in-Chief, Professional Builder

Impact of Middle-Income Housing on Affordability

A variety of housing strategies will be needed to meet Sacramento's housing needs. To advance housing choice and affordability, both market-rate and subsidised housing needs to be built.

Housing built with subsidies is typically provided to groups at low, very low and extremely low income thresholds as described by the state. Providing subsidised affordable housing is critical, however, the amount of local, state, and federal funding available to finance subsidised housing is inadequate. The city cannot rely solely on the production of income-restricted housing to meet the growing need in the community for attainable housing. Funding sources for building moderate-income housing are also limited.

Research indicates that building more middle-priced housing increases long-term regional affordability. As new market-rate housing is built, it causes higher-income households to move into the newer units, vacating older housing stock that can now be accessed by lower-income households, in a process called "filtering." Several studies indicate that increasing housing supply tends to reduce housing prices, particularly over the long run. The City of Portland, for example, found that allowing smaller units citywide could reduce average housing costs by 56 percent over a 20-year period.⁶

Missing Middle Housing can be an effective strategy to help provide more attainable, small-scale multifamily housing units in an incremental manner citywide.

Q CLOSER LOOK

Senate Bill 9 (SB 9) + Impact on Housing Production

Senate Bill 9 (SB 9) requires jurisdictions to ministerially approve two residential units on a parcel within a single-unit residential zone if the development meets specific objective criteria. The bill also requires ministerial review for subdividing one lot into two lots, each with a minimum area of 1,200 square feet, within a single-unit residential zone. It permits up to two units on each parcel (four total dwelling units on what was formerly a single-unit lot) and the new units can be achieved through new construction or conversions/additions to existing structures.

SB 9 applies for all single-family residential parcels not within historic

districts, ecologically sensitive zones and other protected areas. SB 9 is anticipated to help bring more housing units onto the market, and extend homeownership opportunities at more attainable price points for prospective buyers, who would be able to apply for traditional mortgages. But research indicates that the actual impact on housing production may be less than originally anticipated. In a 2021 study by the Turner Center of the University of California at Berkeley, Sacramento has 116,000 SB9-eligible parcels. However, out of that number, only 9,600 parcels (8%) are likely to produce market-feasible units.⁷

Notes

⁵ Victoria Transport Policy Institute, www.cityofsacramento.org

⁶ www.cityofsacramento.org

⁷ Turner Center, UC Berkeley <https://turnercenter.berkeley.edu/wp-content/uploads/2021/07/SB-9-Brief-July-2021-Final.pdf>

MMH Study Objectives

This study will aim to advance Sacramento's housing goals by striking a balance between stimulating housing production, increasing housing choice, and ensuring housing equity and access.

Advance City Council-approved GP2040 Key Strategy

To support the City of Sacramento's efforts to update its General Plan and Climate Action and Adaptation Plan (General Plan 2040 Update, public review draft targeted for the first quarter of 2023, and adoption targeted for Fall 2023), the Sacramento City Council approved a set of key strategies in January 2021. The Missing Middle Housing Study was initiated to gain a better understanding of the benefits and challenges of allowing a greater array of housing types, referred to in this study as Missing Middle Housing (MMH). This study will conduct technical analysis and in-depth community outreach to craft recommendations for citywide implementation of MMH.

Focus Efforts to Develop Sacramento-specific Solutions

The MMH study aims to understand existing conditions and research case studies and best practices to recommend solutions that are Sacramento-specific. The study focus is on MMH but should be considered as part of a broader community discussion on housing solutions and the other housing-focused strategies and planning efforts by the city to deliver more housing choices.

Provide More Local Control Over Outcomes

Recent policy direction and legislation from the state has been focused on meeting long-term housing goals such as increasing housing supply and affordability across jurisdictions, taking into consideration size, population, and changing demographics. State laws often enable local jurisdictions to respond with local as well as supplementary policies to achieve state housing goals. As long as minimum state requirements are met, these local regulations help to achieve statewide objectives, while still allowing the policies and process to be informed by the local context and respond to community input. These regulations help determine aspects of the built environment such as the building form (lot coverage, height, etc.), required on-site parking capacity, and the number of homes allowed in a building.

For example, as a statewide mandate, Senate Bill 9 was not focused on Sacramento's local context or shaped by input from residents. The city's MMH strategy is an opportunity for a collaborative process between the city and residents to shape a local MMH option, tailored specifically for Sacramento that can help ensure a more predictable built outcome.

Permit a greater array of housing types such as duplexes, triplexes, and fourplexes (also referred to as Missing Middle Housing) in existing single-unit neighborhoods.

Key Strategy, General Plan 2040 Update

Sacramento City Council, January 19, 2021

Q CLOSER LOOK

Why is this strategy being considered?

Through over two years of outreach for the 2040 General Plan Update, several priorities have risen to the top: climate change, equity, inclusive economic development and of course housing availability and affordability. Faced with steep increases in both rent and home prices caused by a severe housing shortage as well as limited housing options available, residents have expressed that they want a city where people of all backgrounds and income levels can afford to live. Sacramento needs a lot more housing, particularly, housing that is lower in cost and more attainable for our residents. For us to meet this tremendous need, we must build more attainable housing types that do not require subsidy, such as accessory dwelling units, duplexes, triplexes and fourplexes.

These Missing Middle Housing types are not regulated affordable housing, but by being lower in cost than single-family products by nature, can help to house many of our middle-income residents, hence the term “missing middle,” and add to the city’s overall supply of housing. These Missing Middle Housing types are not only more attainable rental options but could also provide opportunities for entry-level homeownership. The majority of the city’s neighborhoods are currently zoned for single-unit homes, the most expensive housing type to own or rent. Because of this lack of options, if you want to live in most of the city’s residential neighborhoods, you are largely limited to buying or renting the most expensive housing type on the market.

Additionally, by restricting the majority of the city’s neighborhoods to one housing type, existing zoning rules reinforce housing and social disparities among our communities. This strategy will not solve these disparities on its own but would signify a big step towards equity and inclusivity, or at least, remove a significant barrier to achieving that goal. This proposal can also help to create a more sustainable city by providing housing closer to employment, transit, and amenities, reducing greenhouse gas emissions and air pollution. In addition, research has shown that smaller homes carry a smaller carbon footprint than their larger counterparts.

Source: FAQs about the Missing Middle Housing Study

For more FAQs visit: <http://www.cityofsacramento.org/Community-Development/Planning/Housing/Missing-Middle-Housing/FAQs>

What Will the MMH Study Do?

The Missing Middle Housing Study is intended to be data-driven and transparent, to avoid subjective interpretation or inherent bias, and to fairly communicate the analysis findings to the community and decision-makers. The desired outcomes of the study and important study tasks are summarized in this section.

The City of Sacramento's Missing Middle Housing initiative has several important objectives, listed below. The desired outcomes of the Missing Middle Housing (MMH) study are aligned to meet these objectives.

- Increase housing supply and choice,
- Provide attainable housing options,
- Allow small-scale, incremental local housing development that can be financed by the average homeowner,
- Provide economic opportunity for passive retirement income,
- Create opportunities to house inter-generational households,
- Reduce racial and socioeconomic disparities reinforced by single-unit zoning, and
- Allow the housing market to respond to the downward trend in average household size.

Desired Outcomes of the MMH Study:

- A place-based, community-vetted approach to enable housing choice, livability and attainability.
- Empower residents to invest in their community through neighborhood-scale projects that can create generational wealth and new housing.
- Increase reliance on local investors and builders to provide much-needed housing.
- Establish zoning and design recommendations for MMH suitable for Sacramento.

Methodology

The Missing Middle study follows a sequence of analysis steps to provide context-sensitive strategies for enabling Missing Middle Housing citywide. The key analysis steps are summarized in the flowchart to the right.

Key Deliverables

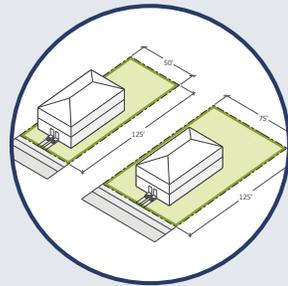
The MMH study will share its findings through four key reports, which will be available for public review:

- **Document 1: Missing Middle Housing Informational Report** (this document)
- **Document 2: Missing Middle Housing Scan™** (citywide place-based and feasibility analysis)
- **Document 3: Displacement Risk Assessment** (citywide assessment of displacement risk and strategies)
- **Document 4: Missing Middle Housing Deep Dive™** (zoning and policy recommendations).



Context mapping

The entire city of Sacramento will be analyzed in terms of existing physical character, street and block sizes, and level of connectivity. The intent is to identify existing Context Types, that will form the framework for further place-based analysis.



Lot character analysis

Every residential parcel will be categorized based on lot width and depth to identify which Missing Middle Housing types would fit on each lot based on typical building dimensions, access, off-street parking and other considerations.



Displacement risk assessment

Displacement risk will be assessed, based on many factors including education, race, income, housing market, and access to jobs. Based on the level of displacement risk, different mitigating strategies will be developed.



Market feasibility assessment

Different Missing Middle types will be analyzed for market feasibility in each context within the city, to assess whether the potential revenue from sale or rental is worth the development costs for developers or homeowners.



Context-specific Missing Middle Housing toolkits

Policy and zoning toolkits will be developed for each context type to enable Missing Middle, calibrated to ensure attainability, built form compatibility and financial feasibility, and will include strategies to avoid displacement.

Analysis Highlights

Citywide Context and Lot Analysis

For this study, the team will analyze existing neighborhoods to examine building and street patterns, infill potential and existing infrastructure. Through this analysis, a hierarchy of context types will be created based on the intensity of form and use, level of access and connectivity, and anticipated degree of change.

The context types will be determined by a variety of factors relating to physical form and character, including:

- existing building form,
- street and block pattern,
- lot sizes, widths and depths,
- connectivity and access,
- mobility options and transit, and
- access to amenities.

Along with the context type analysis, citywide mapping will be done to identify typical lot dimensions to understand which MMH types will fit.

Displacement Risk Assessment

Housing equity and access are key concerns for this study. The study includes a "Displacement Risk Assessment" task that will examine existing conditions to identify issues, define the type of displacement that can be assessed, and determine which communities could potentially be at risk. The study will provide recommendations to safeguard against displacement risk and potential solutions.

Feasibility Testing

Three critical metrics to assess the success of Missing Middle are testing for **Feasibility, Attainability and Livability**. Fulfilling all three criteria is what distinguishes Missing Middle from other multifamily housing, and the MMH study will aim to meet these criteria. The analysis will include "Test Fits," the design testing of typical Missing Middle prototypes on select lot configurations to assess the following aspects of viability:

- **Feasibility:** financial feasibility of particular housing types within each context type, evaluated through a static developer pro forma.
- **Attainability:** testing feasible Test Fits with median income thresholds to establish whether these are attainable to most residents.
- **Livability:** compatible physical form with the existing surrounding context and current scale and feel of the neighborhood.

The Test Fits also help identify existing regulatory barriers to developing Missing Middle Housing. Since these building types have inherent minimum dimensions, the Test Fits reveal the impacts and limitations of lot width and lot depth toward building size and off-street parking. The Test Fit process seeks to optimize the unit count for a given lot size with respect to desired building form, while achieving feasibility. Since this process involves actual building types and site layouts, the results are more precise than numeric calculations based on density or Floor Area Ratio (FAR) alone.

A Toolkit Approach to Solutions

Based on research, analysis, and community feedback, the study will provide fact-based recommendations for implementing Missing Middle Housing in Sacramento.

It is important that the recommendations are not generic and are tailored to different parts of the city to respond to local conditions.

The recommendations will be organized as “toolkits” to be applied in different contexts, to respond to existing opportunities and constraints, and provide outcomes that are feasible and compatible with neighborhood conditions.



S1	S2	M1	M2	M3	L1	L2
D1 House-Scale MMH	D2 House-Scale MMH	J1 Apartment	J1 1200 San Pablo Ave	K2 Townhouse	C1 Outlier: Podium/Mix	C1 Outlier: Podium/Mix
Multiplex	Multiplex	Apartment	Podium	Multiplex	Apartment	Apt Podium
29	39	38	153	46	87	147
60	60	100	100	100	100	100
150	150	125	125	150	190	190
9,000	9,000	12,500	12,500	15,000	19,000	19,000
8,970	8,540	13,260	35,000	14,040	29,250	48,750
7,176	6,832	10,608	28,000	11,232	23,400	39,000
9,000	8,700	13,200	34,800	14,400	29,000	48,800
7,200	6,960	10,560	27,840	11,520	23,200	39,040
6,000	6,000	8,640	23,360	10,080	19,520	32,960
1,200	960	1,920	4,480	1,440	3,680	6,080
5	7	9	37	14	32	54
1	1	2	7	2	6	10
6	8	11	44	16	38	64
5	5	9	-	15	-	-
-	-	-	-	-	-	-
1	3	3	-	-	-	-
-	-	-	44	-	-	-
-	-	-	-	-	38	10
-	-	-	-	-	-	54
6	8	12	44	15	38	64

236,291	\$ 218,984	\$ 314,235	\$ 1,087,022	\$ 415,480	932,021	\$ 1,570,817
4,846,987	\$ 4,491,983	\$ 6,445,837	\$ 22,297,888	\$ 8,522,667	19,118,389	\$ 32,221,886
4,846,987	\$ 4,491,983	\$ 6,445,837	\$ 22,297,888	\$ 8,522,667	19,118,389	\$ 32,221,886
4,802,305	\$ (4,893,361)	\$ (6,996,026)	\$ (17,028,698)	\$ (8,225,259)	(16,999,549)	\$ (25,618,469)
44,682	\$ (401,378)	\$ (550,189)	\$ 5,269,190	\$ 297,409	2,118,840	\$ 6,603,417
1%	-9%	-9%	24%	3%	11%	20%
No	No	No	Yes	No	Marginal	Yes
0.8	0.8	0.8	2.2	0.8	1.2	2.1

236,291	\$ 218,984	\$ 314,235	\$ 1,087,022	\$ 415,480	932,021	\$ 1,570,817
(4,802,305)	\$ (4,893,361)	\$ (6,996,026)	\$ (17,028,698)	\$ (8,225,259)	(16,999,549)	\$ (25,618,469)
4.9%	4.5%	4.5%	6.4%	5.1%	5.5%	6.1%
No	No	No	Yes	No	No	Yes
No	No	No	No	No	No	No

Above Example of context type analysis from Mountainview, CA, mapping existing built form and uses, access to transit and amenities.

Below Test Fit example that includes modeling building prototypes on existing lots to understand what can fit, and proforma analysis to test for financial feasibility.



Community-Vetted Solutions

Community engagement is a nuanced process of sharing and communicating ideas to local residents and stakeholders, seeking feedback and coming to consensus on methodology and approach. For the Missing Middle study, there are two phases of engagement, each including robust outreach, discussion and feedback.

Phase 1 Engagement

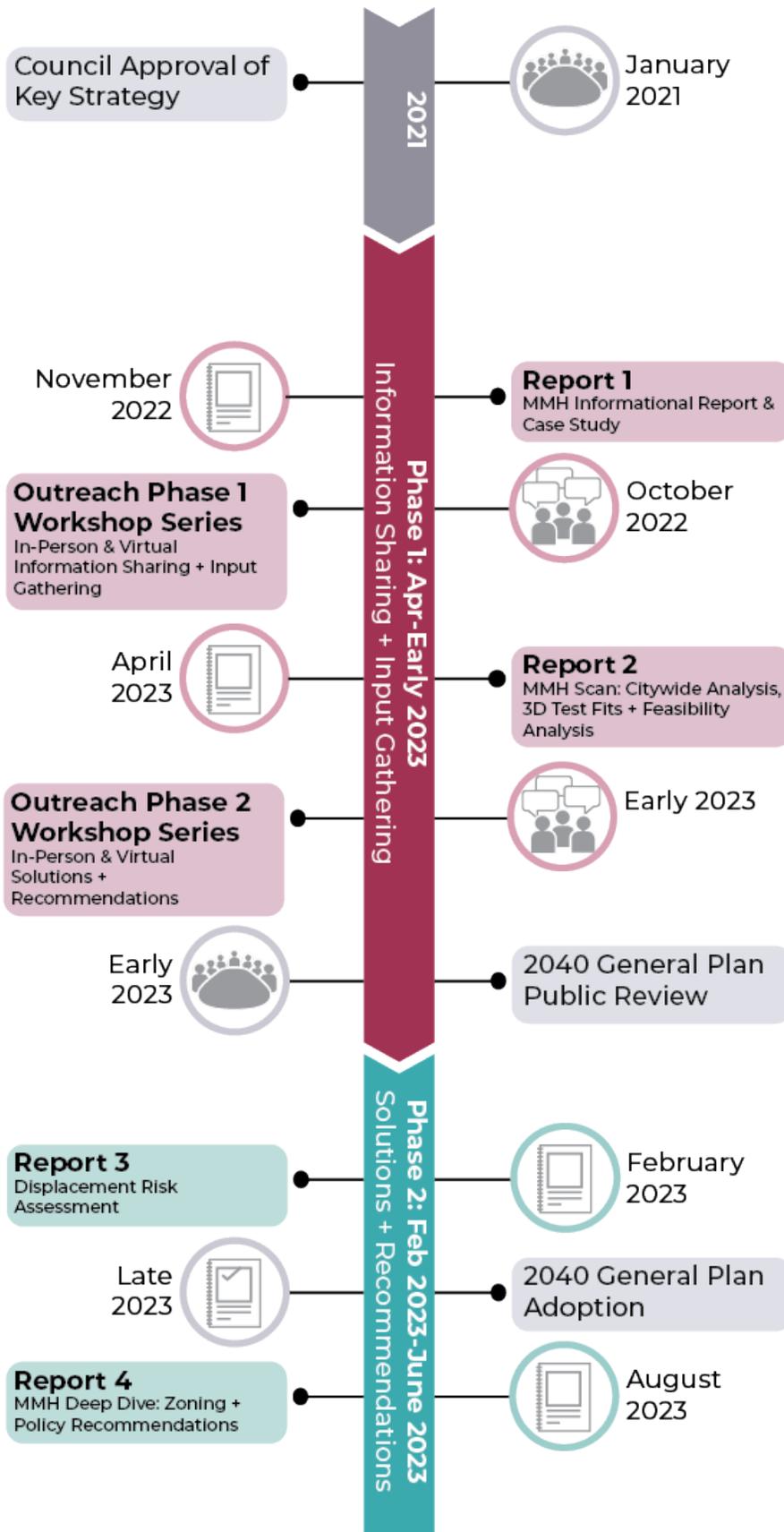
Phase 1, completed in November 2022, focused on "Information Gathering and Sharing". As the name suggests, this was an opportunity to listen to residents, understand community concerns, and provide clarifications. In this phase, the engagement was oriented around communicating fact-based information about Missing Middle Housing, its typical characteristics, benefits, and design considerations for Sacramento. Community feedback received on these topics will form a shared understanding of what Missing Middle Housing in Sacramento will look like - in terms of scale, size and built form; and potential issues that may arise as a result of implementing Missing Middle that would need to be addressed.

Phase 1 builds upon the City's prior community engagement efforts. The outreach focus was on including additional stakeholder groups to those contacted previously, to ensure that a wide variety of viewpoints was represented. Also guiding the process is a Missing Middle Housing Working Group (MMHWG) comprising of Sacramento's leading housing experts, industry professionals, and community leaders.

Critical to Phase 1 outreach was a workshop series, completed in October 2022, that provided information and also prioritized listening sessions to understand community concerns and priorities. Meaningfully engaging with individuals and groups, particularly with under-represented groups, will provide authentic and clear direction to the consultant team. The workshops were structured as a combination of in-person and virtual events to maximize participation.

Phase 2 Engagement

In Phase 2, the focus will be on "Solutions and Recommendations." This phase is anticipated to include community workshops and digital outreach, and the project team will share study findings to date, preliminary analysis-based recommendations, and get feedback to help shape the final recommendations that will be the outcome of the Missing Middle Housing study.







What is Missing Middle Housing?

CHAPTER
2

In this chapter

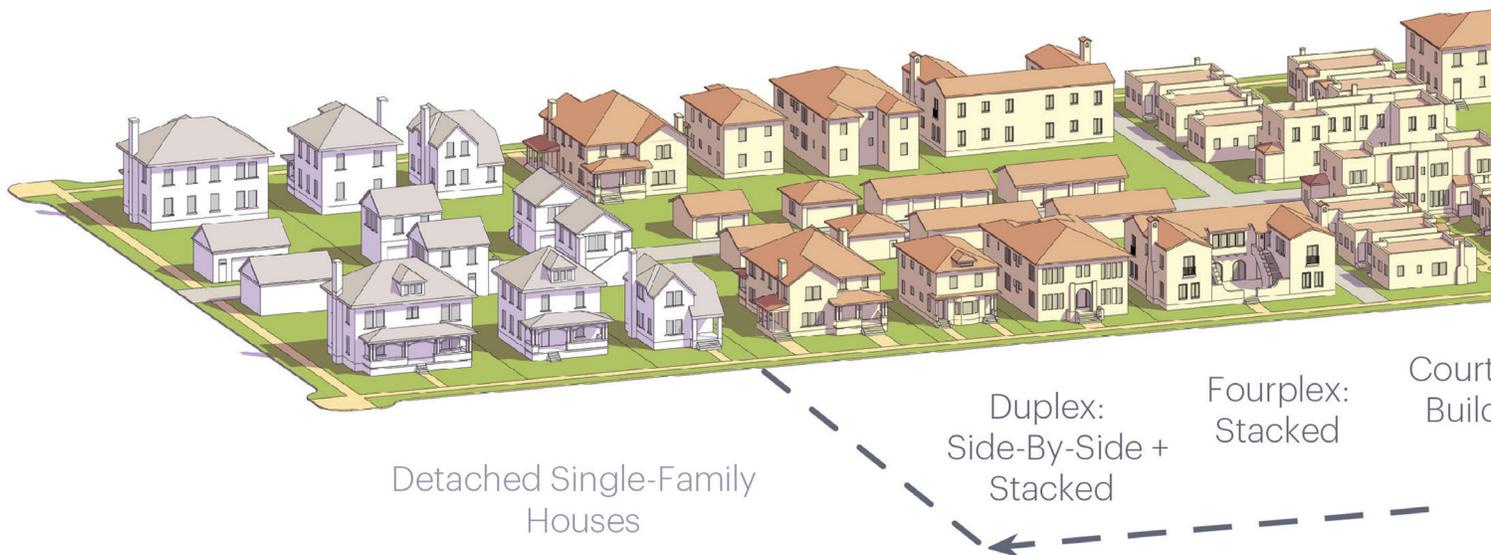
What is Missing Middle Housing?	24
"Middle" in several ways	28
Typical Missing Middle Housing Types	30
How and where can Missing Middle Housing work?	32
Why Should Sacramento Consider Missing Middle?	36
Potential barriers to MMH in Sacramento	50

What is Missing Middle Housing?

“Missing Middle Housing is a range of house-scale buildings with multiple units - compatible in scale and form with detached Single-Family Homes - located in walkable neighborhoods.”

Dan Parolek

Founder of the Missing Middle concept, www.missingmiddlehousing.com



Typical Characteristics

■ Small-footprint buildings

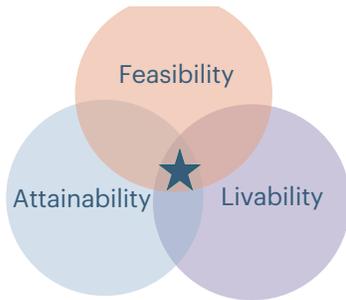
Missing Middle types typically have small- to medium-sized footprints, with a body width, depth, and height no larger than a Single-Family Home. This size compatibility makes them a good tool for neighborhood infill.

■ Smaller, well-designed units

These multifamily housing types typically have smaller-sized units that can help keep development costs down. Well-designed smaller units can attract a different market of buyers and renters whose needs are currently not being met.

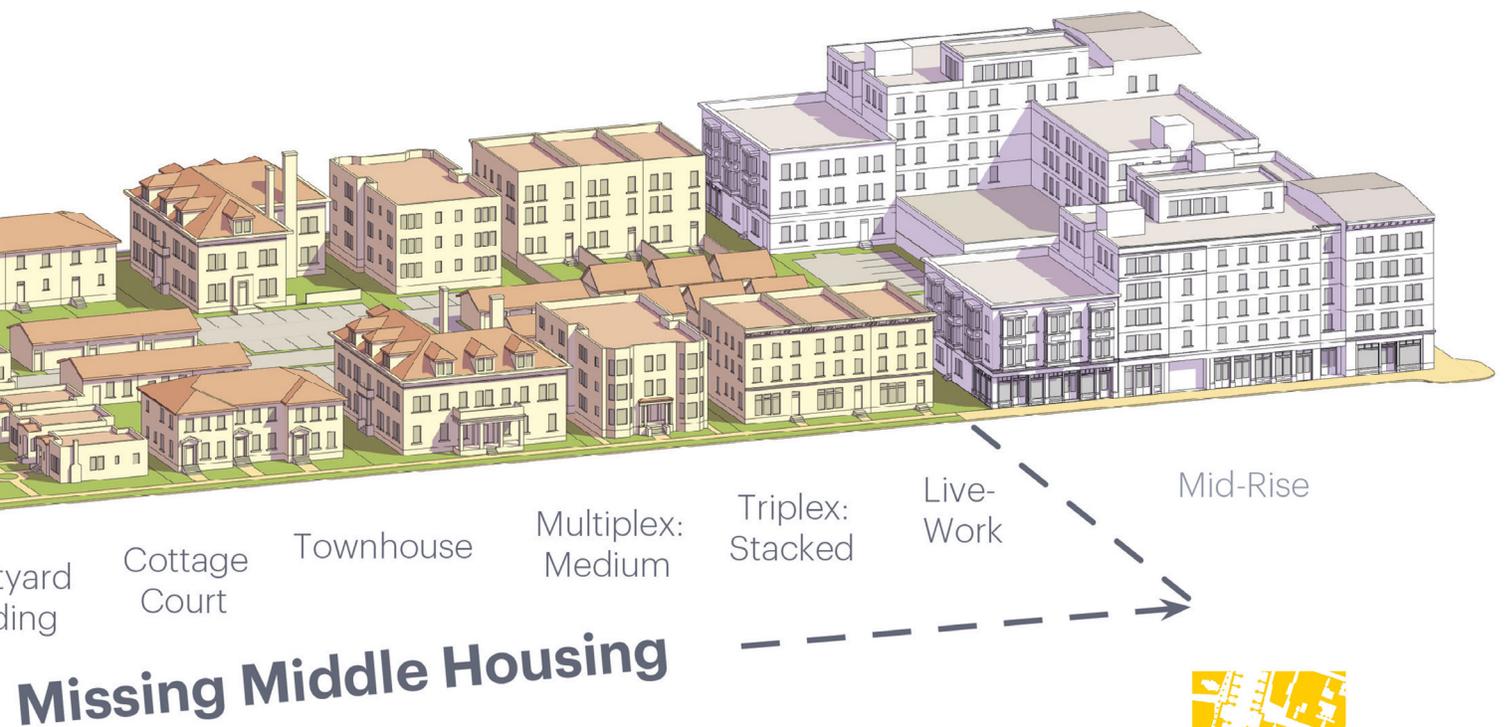
■ Create community

Missing Middle types integrate private open spaces, or shared ones as in a Cottage Court, which promotes a sense of community. These types also fit a variety of lifestyles, such as multigenerational homes, co-living, etc.



Key criteria for Missing Middle

Not all smaller-scale multifamily housing types are Missing Middle. Three key metrics for assessing a Missing Middle type is whether it provides attainability, livability, and market feasibility.



Missing Middle Housing

Copyright © 2020
Opticos Design, Inc. 

■ Marketable to many

Missing Middle types look and feel like a house, not a large building, with features such as entrances off a street and not an apartment hallway. They provide a good fit for many groups looking for this "middle" scale of home.

■ Promote walkability

Missing Middle types work best in, and support walkable environments where driving is a choice but not a necessity. They promote more active, healthy lifestyles and with more pedestrians, safer neighborhoods.

■ Provide local benefits

These housing types are a way of gently and incrementally introducing more housing without drastic changes to neighborhood character. Missing Middle can be a way to empower local residents and builders to gain equity.

Defining Missing Middle

For the purpose of this study, the term Missing Middle Housing (MMH) refers to house-scale buildings that contain more than one home such as Duplexes, Triplexes, Fourplexes, and Cottage Courts, usually built to the same scale as surrounding Single-Family Homes.

These types are compatible in scale with Single-Family Homes and help meet the growing demand for more housing choice and walkable urban living. MMH also responds to the shifting household demographics nationwide and can meet the need for more housing choices at different price points, including both rental and home ownership opportunities.

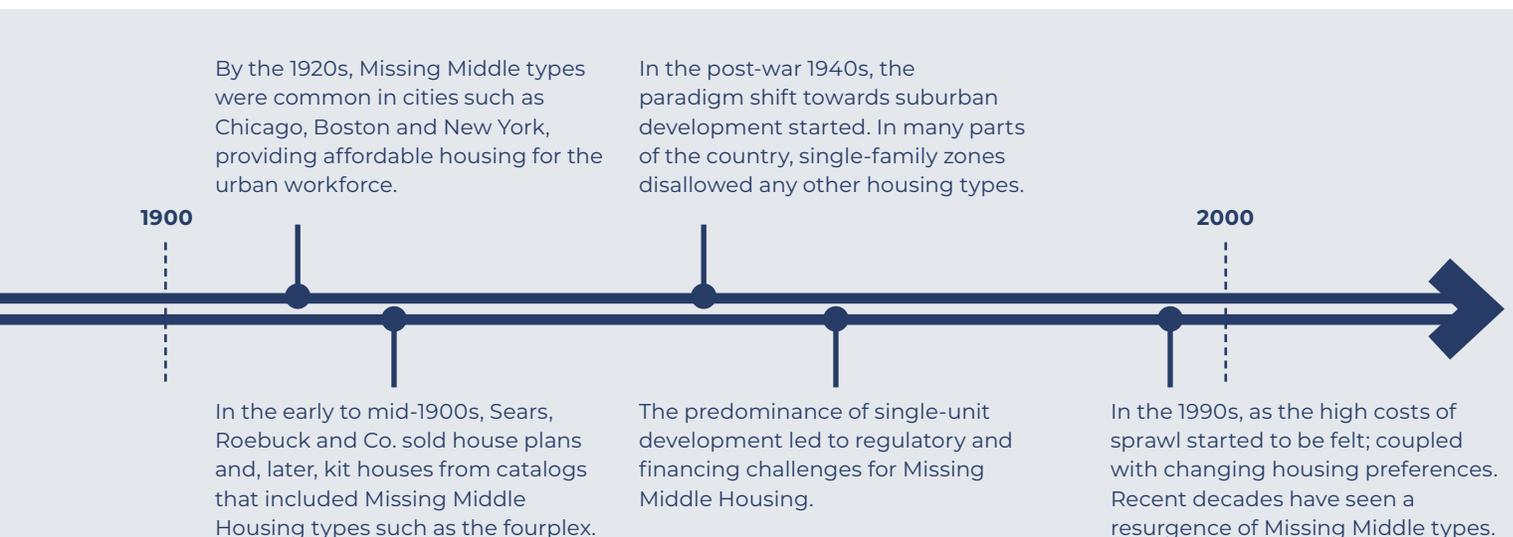
As Missing Middle Housing types have smaller building footprints than typical multifamily buildings, they blend in with Single-Family Homes without bulky or out-of-scale massing. This counters the misconception that multifamily housing can mean only large buildings that overpower Single-Family Homes and are thus not compatible in low-intensity residential neighborhoods.

What is not MMH

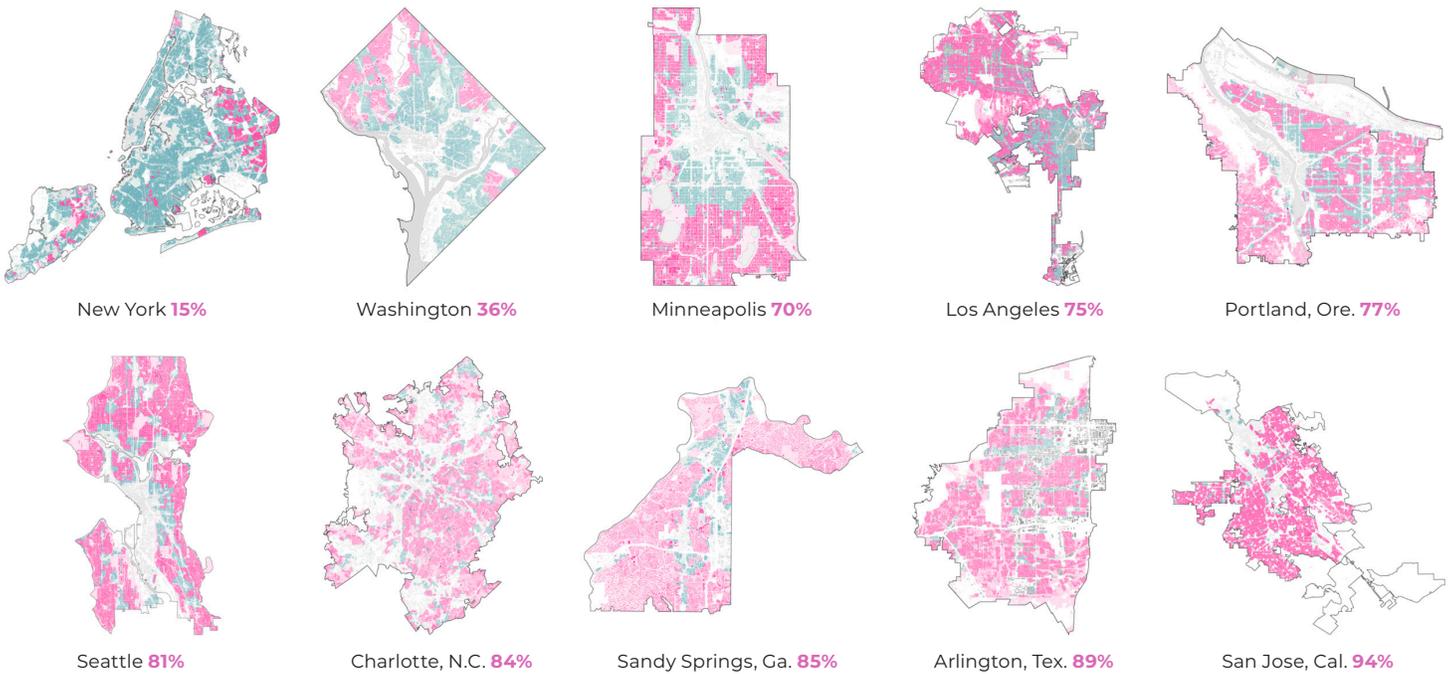
Missing Middle Housing (MMH) is more than just multiple units that fit into a house-scale building. Where MMH is located, and how it is oriented to public streets and spaces are critical attributes. It is important that MMH demonstrate good design so that they can be perceived as benefiting the architectural quality of a neighborhood.

For instance, the following characteristics define what may be a multi-unit building but is not MMH:

- Location of parking at the front of the lot, or the building frontage as predominantly garages. This does not help to activate the adjacent street or sidewalk.
- Lack of street-facing entrances, windows, and/or frontage elements such as porches or stoops. These building details are essential for creating a connection between the building and the street, and creating a walkable, pedestrian-friendly environment.
- Lack of diversity of building types on a block. MMH is most effective as part of a variety of housing types.



Residential land zoned for: ■ detached single-family homes ■ other housing



Why are they "missing"?

Missing Middle types are not a new concept - Duplexes, Fourplexes, Cottage Courts, etc., were commonly seen in cities up until the 1940s, and provided housing choices and affordable options in towns and cities across the country. They are labeled "missing" because very few of these housing types have been built in the past thirty to forty years.

In the post-war years, changes to zoning codes, incentives from the Federal Government, and changes to the real estate financing landscape led to the Single-Family Home being touted as the "American Dream," often located in suburban - car-dependent and less walkable places - where MMH types traditionally do not work well. Restrictive zoning and covenants used to allow only Single-Family Homes to "protect property values" actively disallowed Missing Middle types, and thereby housing diversity, in most cities.

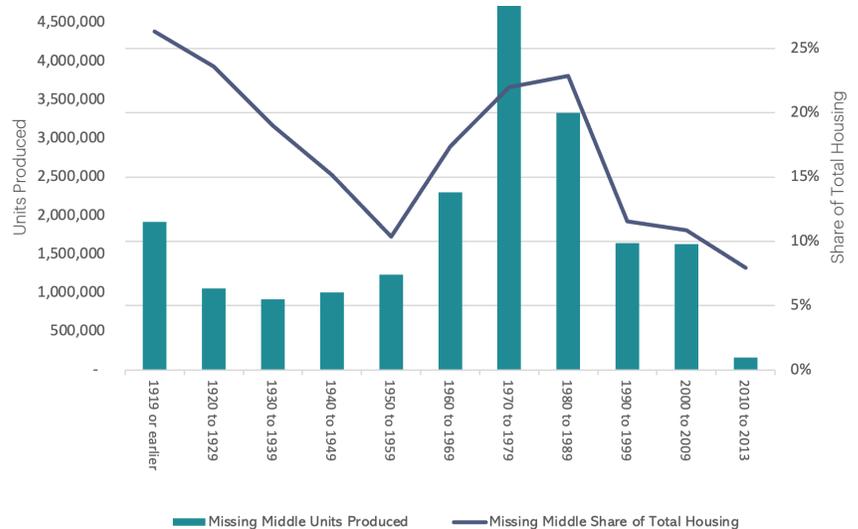
Recent shifts in consumer preferences nationwide signal a revival of MMH. A growing need for more housing choices, coupled with a rising preference for walkable living, is spurring the demand for these types. This offers a unique opportunity to re-establish MMH types in housing markets across the country to help address today's housing challenges.

Above: Single-family zoning in many cities across the US allow only detached Single-Family Homes; a major barrier for MMH.

Source: New York Times, www.nytimes.com; 2019

Below: Production of Missing Middle types from the 1900s to the 2010s.

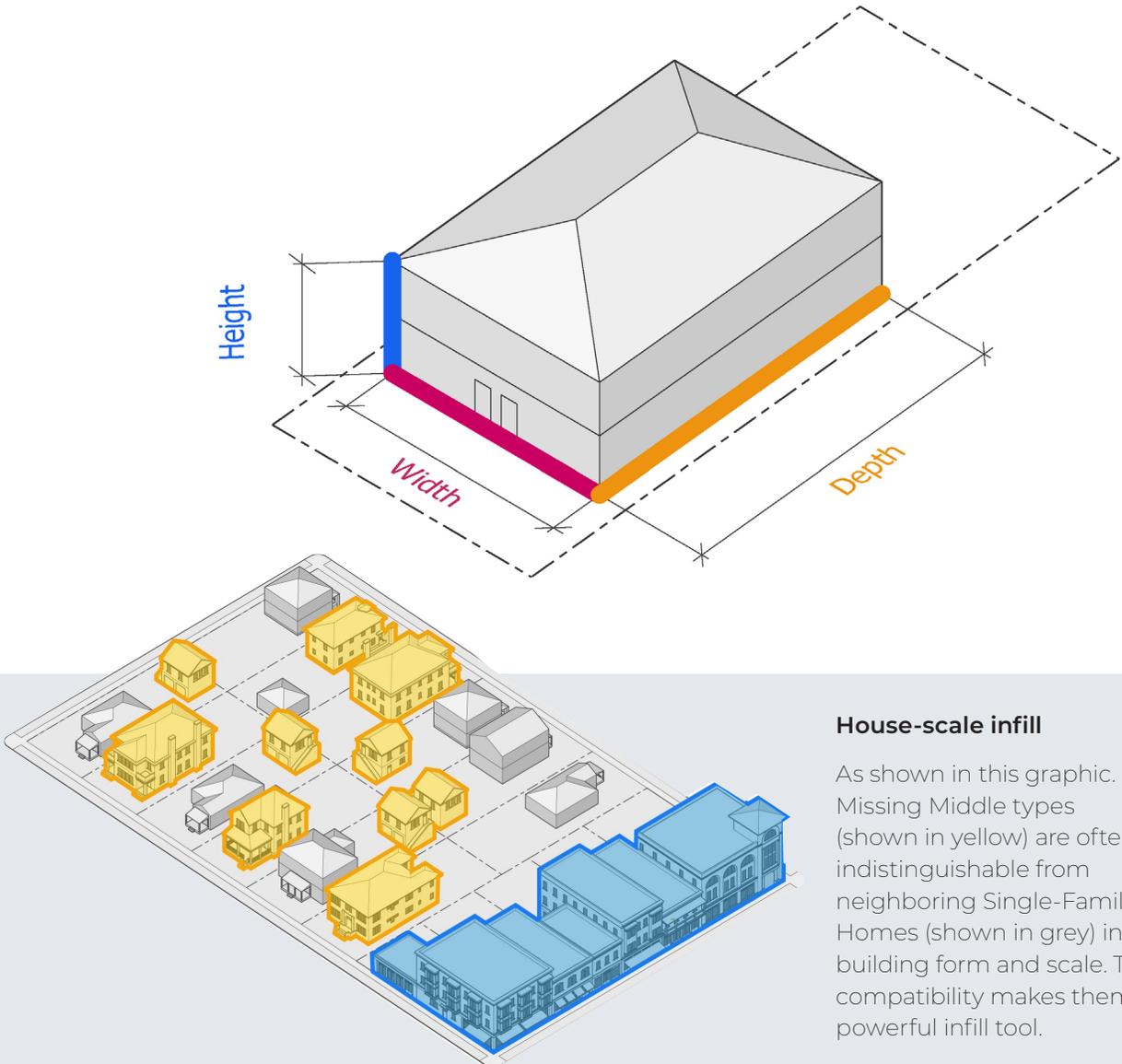
Source: American Housing Survey



"Middle" in Several Ways

A middle form and scale between Single-Family Homes and multifamily buildings.

Missing middle types, while providing more units than a Single-Family Home, look and feel similar to those. Even Missing Middle types such as Sixplexes and Eightplexes look like larger homes. This house-scale character is carefully regulated through limits on building width, depth and height; and also how the building "sits" on the lot.



House-scale infill

As shown in this graphic, Missing Middle types (shown in yellow) are often indistinguishable from neighboring Single-Family Homes (shown in grey) in building form and scale. This compatibility makes them a powerful infill tool.

They can deliver attainable housing choices to middle-income families.

Missing Middle types can provide attainable units without requiring subsidies, when compared to typical Single-Family Homes as well as larger multifamily projects. This is largely because MMH uses "Type V" construction, inherently less complicated and costly than the Type 1 (podium) construction required for larger multifamily buildings.

The "barbell" of affordable housing



Subsidized housing

At one end of the spectrum of strategies to provide more affordable housing is to create more housing subsidized with public funds, typically with income restrictions. While this is critical and must continue, this strategy alone will not be able to address the housing shortfall.

MMH are lower-cost by design

- Lower land costs
- Lower construction costs
- Smaller units
- Incremental development

Market-rate units that are lower-cost without subsidy

A proven strategy to make housing more affordable is to increase the supply of market-rate housing. If these units can be smaller and less costly to deliver, they can provide housing options at all income levels.



Market-rate housing

Typical market-rate multifamily options being produced in today's housing market is in the form of large buildings. High construction and land costs set price points that are not attainable to the vast majority of income groups.

Typical Missing Middle Housing Types

Typical Missing Middle Housing (MMH) types are summarized below. Some of these types, such as the Multiplex, work at different scales and can accommodate from three to 18 units. For Sacramento, the envisioned palette of Missing Middle types in residential areas will be at the lower end of the intensity spectrum.

While each MMH type has its own set of characteristics such as building width, depth and height, they also share some common characteristics:

- **Height.** Typically two to two and a half stories. A third story is typically

only considered for Upper Missing Middle types.

- **Units per building.** Typically two to 12 units per building, with a maximum of 19 units for Upper MMH.

- **Footprint.** Small "house-scale" buildings. For larger MMH, the building massing is articulated to retain the house-scale character.

- **On-site open space.** Shared open rear yard, side yard, or courtyard.

- **Parking.** Typically lower parking ratios than single-family, with parking location and access regulated.

The Palette of Missing Middle Housing Types

For more information visit www.missingmiddlehousing.com



Duplex Side-by-Side
2 units



Duplex Stacked
2 units



Cottage Court
5-10 units



Triplex and Fourplex
3-4 units





Multigenerational housing

Missing Middle Housing lends itself well to innovation, such as this example of a multi-generational home. Several housing units on a single lot can allow multiple generations to have both separate and shared living space.



Multiplex Small
6-10 units



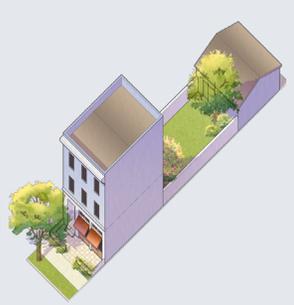
Multiplex Large
7-18 units



Courtyard Building
6-20 units



Townhouse
1 unit



Live/Work
1 unit



How and Where Can Missing Middle Housing Work?

Missing Middle Housing and Walkability

Missing Middle Housing (MMH) is most impactful in areas that are walkable with access to transit and amenities; where everyday amenities are within walking, biking, or rolling distance. MMH also works in areas that could become walkable with some improvements to pedestrian and bike connectivity. For example, most traditional downtowns have Missing Middle types. Similarly, a neighborhood with good street connectivity, amenities, and at least some transit, could also support MMH.

Many single-family neighborhoods can also become "MMH-ready" with the enabling of more housing of diverse types, upgrading the public realm to enhance street connectivity, and providing access to amenities.

While it is possible for MMH to be built in a suburban, auto-oriented context, they may not attract the same tenant types and may instead deliver less compact, less sustainable patterns of development. The result of this may not achieve the same returns or rents for developers given the growing demand for walkable living and access to amenities.

Incremental Change with Missing Middle

Thoughtful, incremental change can be just as significant in the long run as big, transformative changes. Missing Middle Housing supports community-driven,

incremental transformation through attainable housing that is gradually added to the existing stock. There are various ways in which Missing Middle types can be integrated into neighborhoods. They can be dispersed within a neighborhood block of Single-Family Homes; or be used to "book-end" residential blocks. They can also be used as effective transitions between higher-intensity residential or mixed-use development and lower-intensity residential neighborhoods. The graphics on the facing page highlight some of these approaches.

Housing Choice and Attainability

Housing preferences vary from one household type to the next, and also for the same household at different life stages. In order for MMH to work, there must be a balance between the trade-offs and the sought-after housing characteristics. For example, if a household greatly values a large house with a large backyard, then it may make sense for the household to choose a Single-Family Home, despite the larger cost of ownership and additional cost of car ownership for everyday needs.

MMH can deliver more attainable housing options given their smaller unit sizes. The trade-off for this compactness and proximity is the lack of large backyards and limited parking access. For an increasing number of buyers and renters, needing a car or several cars for daily needs is a financial



Distributed Throughout a Block with Single-Family Homes

Through gentle intensification, small Missing Middle types can be easily integrated into a single-family neighborhood. Since these types are "house-scale", they blend in well with the existing fabric.



On the End-Grain of a Single-Family Block

Corner parcels are frequently larger than interior parcels in many single-family neighborhoods. These corner or end-of-block parcels are great opportunities for intensification.



Transition from Single-Family to Higher-Intensity Housing

Larger Missing Middle types can serve as a great transition between large apartment or other higher-intensity housing and single-family neighborhoods. They create an effective buffer between the "block-scale" larger buildings and smaller "house-scale" residential buildings.



Transition from Single-Family to Mixed-Use Corridor

Missing Middle types can create great transitions in scale and massing between single-family neighborhoods and busier mixed-use corridors.

burden, as is a huge mortgage to support living in a Single-Family Home. Buyers or renters of these housing types are choosing to trade larger suburban housing for less space, less yard to maintain, and proximity to services and amenities such as restaurants, bars, markets, services, and employment.

demographic groups are among the fastest growing segments of the nation's population.¹

1. Source: NAR 2020 Community and Transportation Preference Survey.

Growing Demand for Walkable Living

The National Association of Realtors (NAR)'s Community Preference Survey indicates a growing preference for walkability, with an uptick since the Covid-19 pandemic. Nearly 51 million households nationwide would prefer to live in attached housing units in walkable neighborhoods - in other words, Missing Middle Housing. Of these 51 million who would prefer a MMH option, 11.7 million are households with children, 23.1 million are multi-adult households without children, and 16.6 million are single-person households, most of whom are sixty-five years of age or older. These

Walkable neighborhood
in East Sacramento.

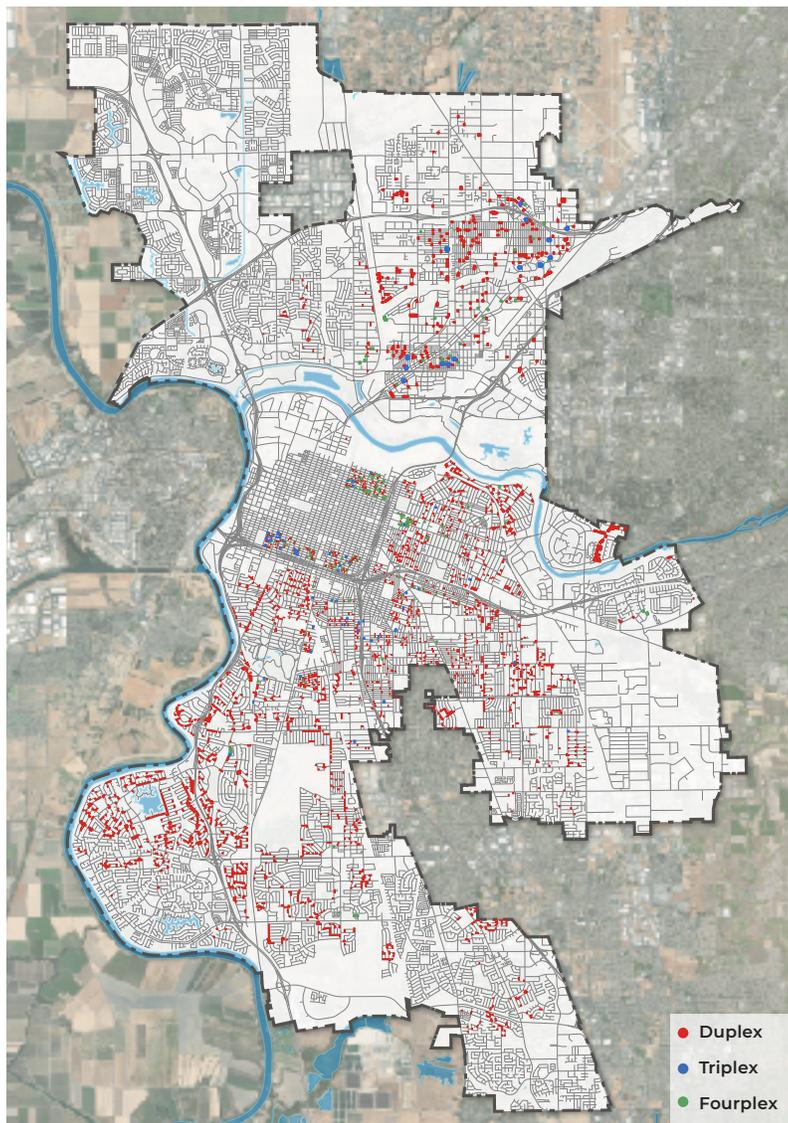


Missing Middle in Sacramento

Many great examples of Missing Middle Housing (MMH) exist throughout Sacramento, including over 3,500 Duplexes, Triplexes, and Fourplexes. Most Sacramento neighborhoods have good street connectivity and block and lot patterns that can support MMH.

The recent passing of Senate Bills 9 and 10 mean that more MMH and other multifamily types could be created throughout the city if proper standards are in place to regulate the built result of these projects. SB 9 allows up to

two units on any single-unit parcel, and up to four with an urban lot split. SB 10 encourages local governments to allow up to ten units in transit rich and urban infill sites. However, neither of these provide much guidance for building form and scale. By considering the needs of the communities in Sacramento and the existing contexts, the MMH study can provide guidance on how to encourage appropriately scaled MMH types throughout the city.



Existing Missing Middle types in Sacramento



Courtyard in Central City



Duplex in Land Park



Duplex in Oak Park

Why Should Sacramento Consider Missing Middle?

Changing demographics and household needs should be reflected in the housing choices for the coming decades.

While no two households are alike, considering the unique needs of Sacramento households from all walks of life will enable us to plan housing for everyone. The snapshots below illustrate a few of the unique housing needs of different household types and lifestyle preferences.

Demographic trends for Sacramento indicate a downward trend in average household size and an increasing number of elderly residents on a fixed income who need attainable age-friendly housing options as they downsize. Missing Middle Housing can

allow the market to respond to this growing need.

The Missing Middle Housing concept has the potential to empower local homeowners, builders, and civic leaders to reinvest in their communities to provide much-needed housing, strengthen the local economy, and build generational wealth. It also provides opportunities for multi-generational living and passive income.



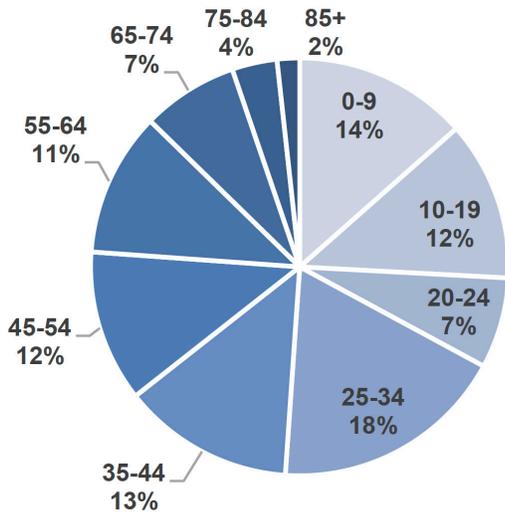


Table H 1-6 Households by Community Plan Area, 2018

Community Plan Area	Households	Population	Average Household Size
Arden/Arcade	44,355	101,071	2.28
Central City	22,167	35,547	1.60
East Sacramento	14,921	32,659	2.19
Fruitridge/Broadway	49,214	153,452	3.12
Land Park	14,765	33,831	2.29
North Natomas	20,936	59,979	2.86
North Sacramento	18,038	60,574	3.36
Pocket	19,952	45,706	2.29
South Area	33,718	116,863	3.47
South Natomas	16,623	46,012	2.77
Total	254,689	685,694	2.69

Age distribution and household sizes in Sacramento
 Source: City of Sacramento Housing Element 2021-2029

We are a multigenerational family. We need room for three generations to live together. Grandma and grandpa need their own space to retreat, but still want to be steps away from their kids and grandkids to be present in the family's daily life.

We are a family. We need space for our kids to live and play, and we'd like a backyard. We'd love if they could walk to school.





How Can MMH Expand Housing Choice?

There is a growing understanding that what we now refer to as "multifamily" was once a much more nuanced type of development than what the market has produced over the past 50 years.

As more people choose to live in cities and walkable neighborhoods, compared to suburban locations, it has spurred a rediscovery of great examples of Missing Middle Housing types from pre-World War II neighborhoods. These small-scale multifamily types have traditionally provided communities and developers housing choices that fall in-between the Single-Family Home and large apartment buildings. We now have



an opportunity to enable these types to once again help meet the housing needs of a changing population, in both new and established housing markets.

Increasing housing choice has many advantages. If neighborhoods have a variety of housing types, including housing units of different sizes and bedroom counts, it helps in creating more resiliency in the face of housing

Q MMH IN OUR CITIES

Pre-1940s neighborhoods typically have a variety of housing types, and they contain multifamily buildings ranging from Duplexes Triplexes and Fourplexes, to "Mansion" Apartment types with 5 to 10 units. These types are now referred to as Missing Middle Housing because they represent the palette of housing choices in

the middle, between Single-Family Homes and large apartment buildings. After the 1940s, suburban expansion shifted the focus away from Missing Middle types, and multifamily came to be associated with larger buildings that are often incompatible with the scale of many residential areas.

market fluctuations. It gives residents options to downsize or move without needing to leave the neighborhood or area and possibly disrupting their lifestyles by needing to, say, find a new job or school district.

The choice to downsize or move need not apply only in cases of market fluctuations - greater housing choice can enable the same household to stay rooted in the community but be able to change their accommodation as their needs change. For example, a household may evolve over 50 years from a single person to a couple to a family to an empty nester. The ability to navigate these life stages while having the choice to remain in the same neighborhood or area can have huge social and community benefits.

A population that is diverse in age, income level, household size and composition is widely considered to make a community more vibrant, cohesive, and desirable. For these reasons, policy makers and institutions such as the American Association of Retired Persons (AARP) and National Association of Home Builders (NAHB)

are advocating for more housing choice, and are supportive of Missing Middle Housing.

When considering where opportunities exist for improving housing choice in a typical community, we need to consider single-family areas since they often comprise the majority of areas zoned for residential use in most jurisdictions. However, most single-family zones do not allow Missing Middle Housing types. In an emerging trend, cities nationwide, including Portland, Spokane, Iowa City, Minneapolis and others have been adjusting their single-family zoning to allow more housing types.

“Communities and organizations, including AARP, are realizing that Missing Middle Housing is important in helping neighborhoods thrive while providing housing choices as people age.”

Dan Parolek

Principal, Opticos Design

Q MMH IN ZONING CODES

Increasingly, cities are revising zoning codes to encourage smaller home-building as one solution for addressing the national housing crisis. Here are a few examples:

Minneapolis, MN is allowing Triplexes by-right across all zones allowing residential use.

Portland, OR is updating its residential zoning to allow Duplexes, Fourplexes and Sixplexes (when affordable units are provided).

Spokane, WA is using a 12-month ordinance to permit Duplexes, Triplexes, and Fourplexes citywide.



How Can MMH Advance Housing Attainability?

Missing Middle Housing represents the "middle" building scale and form, but it also relates to its "middle" level of affordability. These types have historically delivered attainable choices to middle-income families.

Missing Middle Housing (MMH) increases housing attainability by delivering smaller units that can typically be produced and sold at lower costs than comparable Single-Family Homes. Key attributes of MMH that lead to attainability include:

■ Smaller spaces and shared costs.

Missing Middle types deliver multiple units on the same size lot as a Single-Family Home, allowing distribution of the land cost and making each unit inherently more affordable. Because the units tend to be smaller than conventional Single-Family Homes, they can be less expensive to build (provided land prices are not already inflated to the point where this advantage no longer applies). As shown in the table below, the median sale price of a Duplex in Sacramento was \$70,000 lesser than that of a Single-Family Home.

■ Cross-subsidize affordable units.

Missing Middle projects can also be designed creatively as mixed-income projects to deliver neighborhood-scale affordable-housing options. MMH has the potential to greatly expand the availability of housing that's attainable for households with a variety of incomes.

■ Reducing transportation costs.

Building parking is expensive, especially with the high cost of land in high-demand markets. The cost of building parking is passed on to the buyer or renter, thus increasing the cost of housing. In addition, the average annual cost of owning and operating a car in the US is nearly \$10,000. Missing Middle Housing supports walkable environments where car ownership can be a choice but not a necessity.

■ Income, Equity and Empowerment.

Historically, Missing Middle types provided lower-income households an opportunity to attain higher-quality living and to improve their economic situation. Since federal home loans can be used for buildings with up to four units, a homeowner can qualify to purchase a Missing Middle Housing building that would contain their own unit, plus up to three additional units. This can provide rental income to help subsidize their housing cost. Alternatively, smaller condominium residences enable a household to buy a starter unit, build equity, and then buy a larger home when needed.

Median home sale prices by building type, 2018

Source: City of Sacramento Housing Element 2021-29.

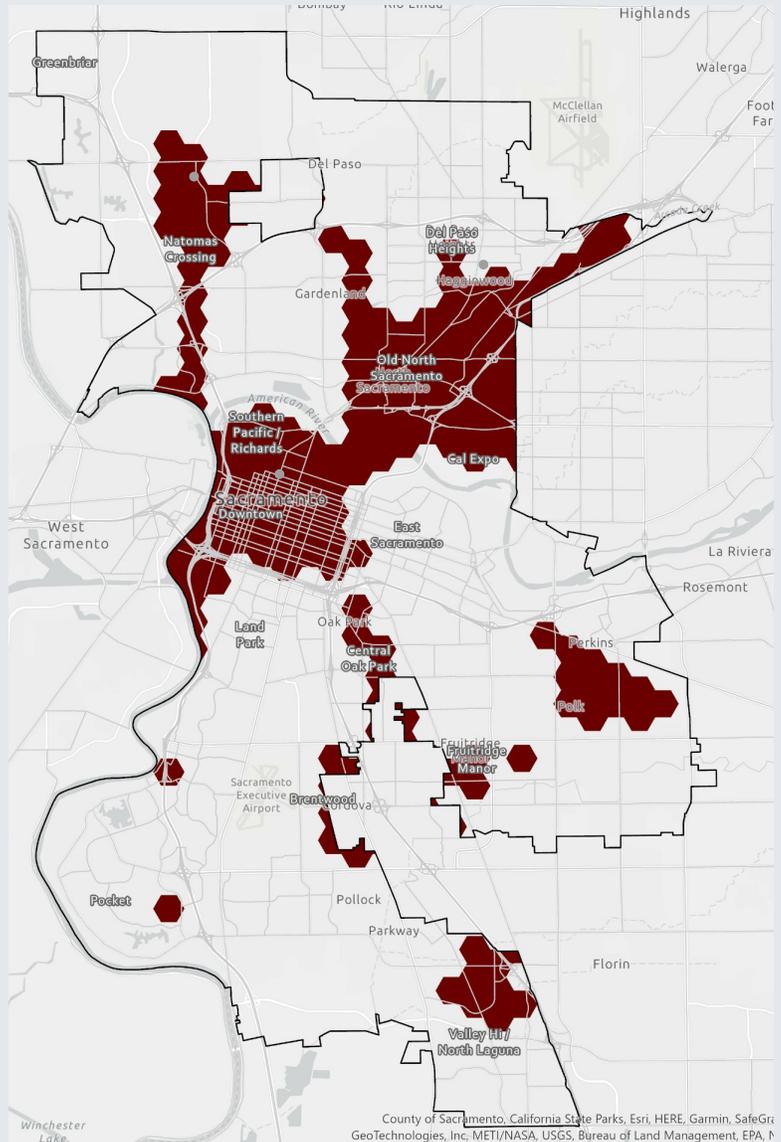
Property Type	Median Sale Price
Single Unit ¹	\$335,000
Duplex ²	\$265,000
Condominium	\$222,500
All Units	\$325,000

Housing Tenure in Sacramento

As discussed previously in Chapter One, Sacramento has seen a 44% decrease in housing affordability from 2011 to 2020. While this affects all residents, the impacts on renters may be more. Currently, 55% of residents are renters, and with rents increasing by 19% from 2020-21, affordability is a critical issue for the city.

Trends indicate that renters are also more likely to be displaced than home-owners in times of housing market volatility and rent increases. In Sacramento, there are distinct areas where the ratio of renters to owners is higher than the city average. This means that these areas, as shown on the map to the right, have a greater risk of displacement due to rent increases and the potential for the homes they currently rent to be bought and sold.

To increase housing affordability, a multi-pronged approach is needed. Housing production strategies such as MMH, in addition to neighborhood stabilization and tenant protection strategies, can help indirectly in decreasing displacement risk by retaining or adding to the affordable housing stock, as smaller-scale housing that can be offered at lower overall price points than larger homes¹.



Housing tenure vulnerability in Sacramento. Census tracts in Sacramento where the share of renter households is greater than the citywide average. Source: Cascadia Partners

Notes

¹ *The Landscape of Middle-Income Housing Affordability in California*, Turner Center, April 2022



How Can MMH Promote Housing Equity?

MMH offers an incremental approach to infill development and it is a great way to gradually transform a neighborhood physically, socially and economically, while promoting housing equity.

Past discriminatory practices of racially restrictive covenants and government-sponsored redlining have created barriers to homeownership and intergenerational wealth-building for many families of color. Present-day single-family zoning in high opportunity neighborhoods continues to reinforce the racial wealth gap and socioeconomic disparity we see today in our communities.

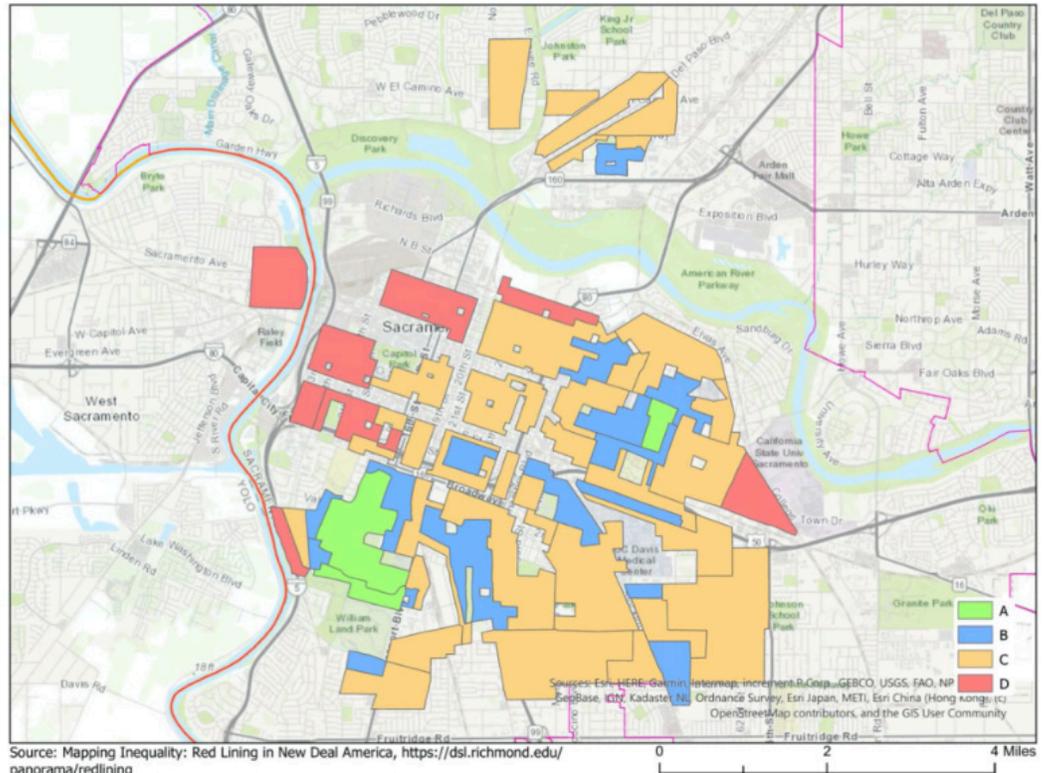
The prohibition of Missing Middle Housing (MMH) types and thereby lower-cost multifamily unit types, denies many low and moderate-income families the opportunity to live in neighborhoods with the best parks,

schools, and other desirable amenities. Allowing Missing Middle Housing types in Sacramento's neighborhoods will help create more equitable and inclusive communities by addressing the remnant forces of government policies of exclusion and racial segregation.

Small, incremental changes can be just as significant in the long run as big, transformative changes. MMH infill can support neighborhoods, residents, and homeowners, creating suitable environments for small businesses and local incubators to thrive. Notably, MMH offers the opportunity for renters to become homeowners, first-time

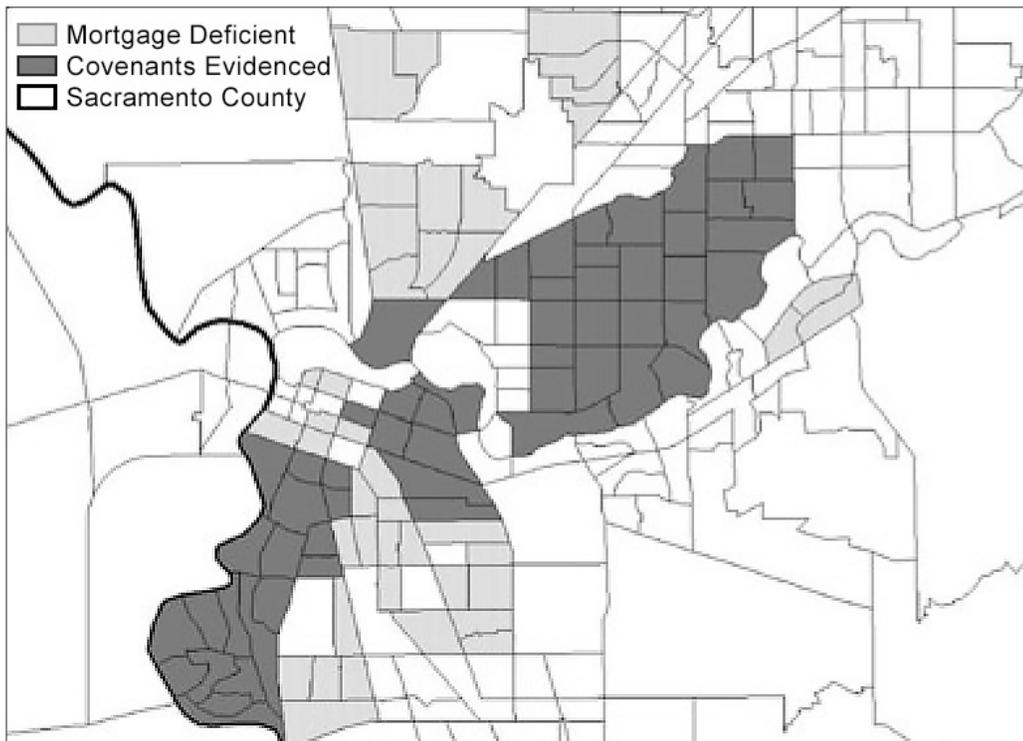
Redlining is an unfortunate part of Sacramento's past, and its impacts on equity are visible even today

Source: *HOLC Redlining in Sacramento in 1937, Mapping Inequality: Red Lining in New Deal America*, <https://dsi.richmond.edu/panorama/redlining>



buyers to find lower-cost housing, and new and current homeowners to get additional income through rent.

In addition, MMH supports a community-driven incremental transformation through attainable housing that is gradually added to the existing housing stock. In this way, MMH advances housing equity by reducing racial and socioeconomic disparities reinforced by single-unit zoning while acknowledging the need for improvements to the existing infrastructure. Development corporations and local banks can create additional financing tools to support incremental MMH developments.



Racially restrictive covenants prevented equity in home-ownership for generations; with many restricting allowed housing types to include only Single-Family Homes.

Source: Figure H 3-24, City of Sacramento's Housing Element 2021-2029. Image courtesy Dr. Jesus Hernandez (2009); Redlining Revisited: Mortgage Lending Patterns in Sacramento 1930-2004. International Journal of Urban and Regional Research. 33. 291-313. 10.1111/j.1468-2427.2009.00873.x.



How Can MMH Support Economic Growth?

MMH can provide pathways for local homeowners and builders to invest in their neighborhoods and build generational wealth through small-scale, incremental housing and mixed-use projects.



1

Small-scale, lower-cost Missing Middle projects allow local investors, builders to compete for MMH projects, strengthening the local construction labor market.



2

Provide passive income opportunities for local homeowners through conversions and additions to existing homes.



3

Support and help incubate small businesses through MMH types that offer smaller ground floor commercial spaces, that would otherwise not be available or affordable for starter businesses and local entrepreneurs.



4

Provide economic diversity to neighborhoods by adding more households of varying income levels, and in a pedestrian-oriented environment that increases foot traffic to support neighborhood-serving retail and services.

Establishing Walkable Mixed-Use Neighborhoods

MMH can support the gradual evolution of neighborhoods and the establishment of walkable neighborhood-serving centers.

By adding more housing in a gentle, incremental manner, MMH can help to transition from an auto-dependent development pattern to one with higher connectivity and more supportive of an active,

healthy lifestyle. Mixed-use walkable development patterns create new destinations, and space for neighborhood-serving retail, service, institutional and public uses in a pedestrian-oriented environment. This approach can be used to transform underutilized strip malls, large vacant parcels and redevelopment of places such as arenas and other large sites.



Existing condition: underutilized retail and parking



Near-term transformation: existing retail + new housing



Long-term change: evolution of a mixed-use neighborhood with Missing Middle Housing, community open spaces and trees, and active ground floors along the street with neighborhood-serving retail.



How Does MMH Promote Livability?

MMH types thrive in, and in turn support walkable environments with active, pedestrian-friendly streets, sidewalks and public spaces. They help build community by integrating well-designed open spaces as well as design elements such as porches and stoops that encourage everyday interaction.



1

Pedestrian-friendly, active living and healthy communities

Missing Middle supports walkability and an active lifestyle with reduced dependence on the car. Active streets and pedestrian activity promote healthier, safer communities.



2

More everyday casual interactions build community

Missing Middle Housing types regulate building frontages, street-facing entrances, active frontages, and shared open space that promote everyday interaction, casual conversations and a sense of community.



3

Age-friendly housing option

The diversity of housing types and sizes offered by MMH support aging-in-place, senior housing and co-living configurations.



4

Quality living experience

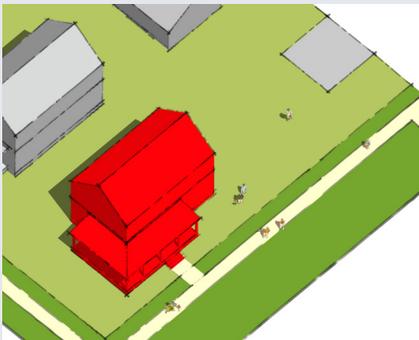
Missing Middle emphasizes smaller but well-designed interiors with natural light, dedicated entrances, and other features that provide an experience similar to a Single-Family Home. MMH also prioritizes outdoor space on the lot, often in shared configurations.

Aging-In-Place with Multi-Generational Housing

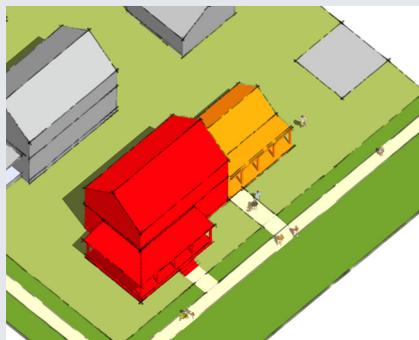
All too often, buildings are treated as static objects, but this attitude is in tension with the fact that the people inhabiting them are very much not. What if homes were permitted to accommodate the full life cycle of the people living there?

A greater mix of housing types helps meet differing income and generational needs, such as allowing seniors to age in place within their existing community. The Multi-Generational House is an example of a home in which different types of units provide for the needs of people at different stages of life. This building type has the added benefit of

allowing for incremental development and rental income opportunities, which can make it easier to finance and more affordable to build over time. The diagrams and narrative below show just one possibility, but these are illustrative of a broader concept that can be tailored to the unique circumstances of individual households.



Stage 1: The “Single-Family Home”. This story begins with an ordinary house on an ordinary lot: parents with young children moving into a new home whose downstairs living spaces and upstairs bedrooms promise to provide enough space for their family.



Stage 2: Wing Unit Addition. As their oldest child becomes a teenager, the family begins to consider adding a separate space to support her growing independence and to provide more space for younger siblings. They add a wing to the back of the house, containing a bedroom, bathroom, and living/dining room.



Stage 3: Carriage House Addition (ADU). Later on, they decide to add a carriage house adjacent to the alley. Initially, it is rented out to pay down the construction cost and to provide retirement income. Later on, this unit can provide a great opportunity for a graduating child needing a place to live while pursuing a new job and building savings, or a grandparent that wants to move closer to the family but still have a place of their own.



How Can MMH Respond to Climate Change?

Smaller homes offered through MMH types carry overall a smaller carbon footprint than larger homes — when efficiently sized and designed, they require less energy to heat and cool.

One of Missing Middle Housing (MMH)'s key principles is to align environmentally-friendly growth with attainable housing production. Since, by design and product type, MMH types tend to be smaller in footprint, they result in less carbon emissions per household, when compared to larger homes.

Research finds that residential energy use accounts for roughly 20 percent of greenhouse gas (GHG) emissions in the United States, and that in addition to decarbonizing our energy consumption and increasing the energy efficiency of our homes, fundamental changes to the built form of our communities are necessary to meet global and state GHG reduction goals. These changes include incentivizing smaller homes that have reduced energy demands per capita compared with their larger single-family counterparts.

Missing Middle types are smaller by design and require less energy to heat and cool, making them more energy efficient. By being the “Goldilocks” in terms of scale and size, Missing Middle Housing has the potential to reduce further sprawling development patterns and support low-carbon modes of transport, while also blending into the fabric of existing neighborhoods.

MMH can, through gentle infill, increase the number of households in an area, increasing the feasibility and efficiency of public transportation routes, pedestrian and bike infrastructure, and community amenities.

MMH works better in areas with pedestrian, bike networks, transit access and active uses. When in proximity to jobs and neighborhood amenities—especially when designed with an emphasis on walkability—MMH can break the link between housing



Promoting transit-oriented development means more opportunities for walkable neighborhoods and car-free transit, which would cut pollution and result in shorter commutes, less driving, less congestion, fewer road fatalities, and improved health outcomes from cleaner air."

The Alliance for Housing Solutions

and car dependence, and encourage more active, healthy lifestyles.

As communities adopt MMH housing ordinances, they have an opportunity to re-think and re-establish their environmental goals to consider how future growth can align with climate change issues, environmental hazards and mitigation strategies, such as stormwater and water management. New zoning enabling Missing Middle Housing can include environmental

incentives to promote reduced driveway and off-street parking requirements, and preservation of existing greenery and tree canopy.

Q THE COTTAGE COURT

Smaller footprint buildings are more "green" in terms of per capita consumption; while incentivizing residents to walk and bike.

For example, the Cottage Court MMH type is composed of buildings with very small footprints — sometimes as small as 500-600 square feet. These cottages are typically 1-1½ stories, detached, and oriented around a shared court running perpendicular to the street.

The courtyard itself is usually landscaped, taking the place of rear yards, and offering the opportunity for informal interactions among residents and the opportunity to enjoy the green space. The courtyard also addresses the street and encourages interaction with neighbors.



Potential Barriers to MMH in Sacramento

Regulatory Barriers

In many cases, zoning standards disallow multifamily buildings, ruling out Missing Middle Housing (MMH) types from being legally built. But this may not be the only regulatory factor that poses a barrier to MMH; there are many other regulations that can prevent MMH from occurring.

For example, many jurisdictions place a maximum limit on the **density** permitted in residential zones, typically measured in dwelling units per acre (du/ac). This is often based on the common misconception that higher density means larger, bulkier buildings. However, density is a simple calculation that is not an accurate predictor of built form. Many MMH types have moderate

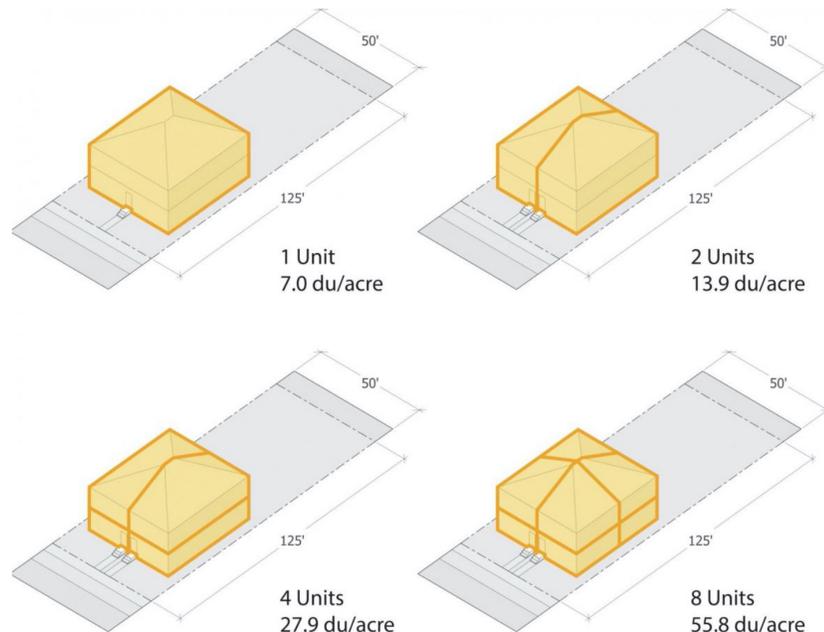
to high densities, but are "house-scale" and blend in with Single-Family Homes in residential neighborhoods. Frequently, MMH types cannot be built because their resultant density is higher than that the zone permits.

Another typical barrier to MMH is **minimum parking requirements**, measured as the number of parking spaces required per housing unit. Often, these minimum parking standards are so high that only larger parcels can work for MMH in order to fit the required parking. This can significantly limit the number of parcels on which MMH can be built.

Building heights and setbacks can limit MMH as well, since many cities use setbacks or building height limits for multifamily zones when adjacent to

Density is an imperfect determinant of built form

Density is a calculation of the number of dwelling units on a lot. The same building envelope and same size lot can yield a variety of densities based on how many units the building contains. Regulating by building size, form and massing can predict built outcomes more accurately than regulating by density.



single-family zones. These regulations are typically geared more towards large-scale apartment development and don't consider how small-scale infill housing may also be limited by it.

Minimum requirements for **private open space** can limit MMH, as it requires larger lots than necessary for MMH. While MMH types lay emphasis on well-designed open spaces, these are typically shared and not private spaces. Similar limiting regulations include side yard requirements, buffer yards, and rear yards.

Large front and side setbacks can pose a barrier to MMH as well, if they are not calibrated to lot size and can constrain the building envelope to the point of infeasibility. Large setbacks are often mandated with large multifamily buildings in mind, and similar to building heights and setbacks, may have the unintended result of inhibiting smaller-scale multifamily buildings as well as larger ones.

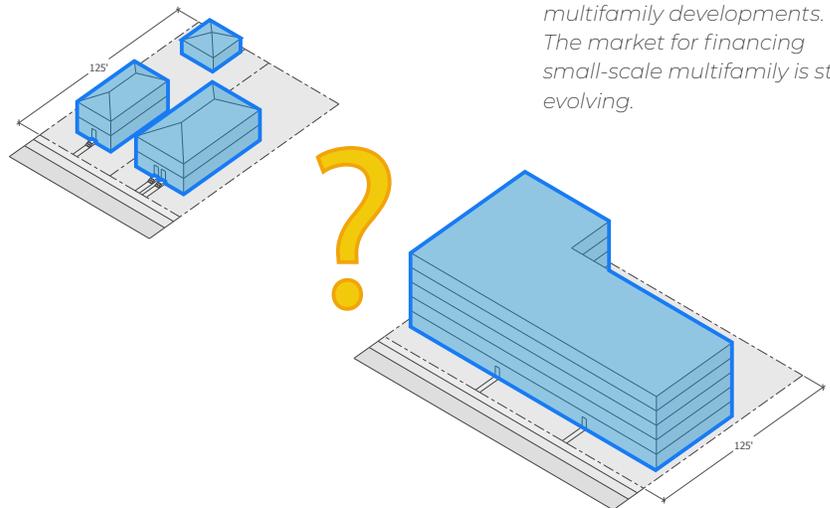
At times, jurisdictions allow Missing Middle but without adequate analysis and regulating standards. **Inadequate planning** for Missing Middle can lead to built outcomes that are incompatible, unattainable, or infeasible, and can undermine the success of future Missing Middle projects.

In some cases, a city's **impact fee** structure can also pose a barrier to Missing Middle if not calibrated to smaller multifamily units, particularly for small-scale builders.

Financing Barriers

Securing financing for Missing Middle projects can pose a challenge for many small-scale builders and homeowners since the home financing mechanism has been set up with the Single-Family Home, or the large multifamily apartment building in mind. The lack of precedents and comparable properties can hinder banks and financial institutions from offering financing at competitive interest rates. As a result, builders may need to take on more risk, such as a higher percentage of pre-sold units; and construction loan conditions are typically also more complex. Similarly, buyers find it more difficult to secure loans to buy condominiums, as well as more complicated assessment procedures.

Financing mechanisms are often skewed towards a few building types, such as Single-Family Homes, Townhomes, and larger "podium" style residential multifamily developments. The market for financing small-scale multifamily is still evolving.



Development Risk

Laws such as California's Senate Bill 800 exist for good reasons, but create **liability risk for small-scale developers** who might otherwise be interested in creating Missing Middle Housing. SB 800 (Construction Defect Liability, passed in 2002) was established to protect buyers from potential harm from poor construction quality. However, the unintended result is that many builders, particularly small-scale builders and developers, are wary of lawsuits and avoid small multifamily projects. This is a barrier for Missing Middle Housing condominium projects.

Missing Middle is not easily classified by industry standards, and that has hindered the growth of enough developers that specialize in this type of housing. Since these types were not allowed by many zoning codes till very recently, this market is yet to develop.

Implementation Barriers

When a building has three or more units, most jurisdictions treat those multifamily buildings the same as commercial buildings and require that the International Building Code (IBC)

rather than the International Residential Code (IRC) be followed. The IBC is more prescriptive than the IRC, and increases costs of construction, making it harder for most builders to build MMH efficiently, particularly small-scale builders.

Community Concerns

Affordable housing is becoming increasingly difficult to find in Sacramento. As housing prices rise, more and more communities are concerned about **affordability and displacement**. As new housing is built and neighborhoods get gentrified, there are valid concerns from long-time residents about getting priced out of desirable neighborhoods. While the intent of Missing Middle Housing is to provide more attainable housing, MMH projects may face opposition simply because any new housing is unfairly correlated with gentrification.

One of the city's top priorities is to promote positive change in communities which have experienced chronic disinvestment while ensuring that those same people are able to reap the benefits without risk of displacement. State housing law (AB 686) requires jurisdictions to take

“Over time, this has spawned a legion of attorneys who specialize in persuading condo association board members to sue their builder for something—anything! —because it’s better to be safe than sorry when the statute of limitations is running out.”

Dan Bertolet

Sightline Institute

meaningful actions to overcome patterns of segregation, address disparities in housing needs and access to opportunity, and foster inclusive communities. The primary action cities can take is to **provide more lower-cost housing options in areas of the city with the most access to opportunity**; and take steps to avoid displacement.

Phase One of community engagement for the MMH study was recently concluded and a summary of input received will be summarized in a separate report. However, community concerns that are often heard about adding more housing to neighborhoods relate to fears of overcrowding, reduced open space and room for trees, loss of street parking, and reduced privacy.

Concerns have also been expressed about outside investors purchasing available housing stock, driving up prices and leaving less opportunities for home-grown investment and homeownership. These concerns are valid and will need to be adequately investigated and addressed for Missing Middle to be successfully implemented in Sacramento.

“So much of the real estate industry is extractive, where far-away investors mine the value from properties that line our streets. MMH can create a more generative real estate model, where local people can invest in their own neighborhoods and in that process, create new life and value that benefits their community.”

Incremental Development Alliance



Community concerns often revolve around lifestyle issues such as perceived loss of greenery, concerns about trash collection, etc.





Case Studies

CHAPTER
3

In this chapter

How Portland Implemented Missing Middle Housing	56
How Spokane Implemented Missing Middle Housing	64
Other Cities That Have Implemented MMH	66

How Portland Implemented Missing Middle Housing

Portland implemented its Residential Infill Project (RIP) in 2020 to allow more housing options with a focus on Missing Middle Housing (MMH) types. The city of Portland chose to allow MMH citywide, rather than designate the types to certain areas and expanded on these types permitted in later phases. Portland made critical decisions in order to incentivize certain types of housing and to allow its residents to benefit from the results.

Background

As Portland continues to change, the needs of its residents is evolving. Growth forecasts for the 2035 Comprehensive Plan showed that Portland is projected to add 260,000 new residents, or 123,000 new households by 2035. The city's Growth Profile also shows that by 2035, 75 percent of households are predicted to have no children in them. According to OregonMetro.Gov, communities of color have seen a great increase in population in the metro area from 3 percent in 1960 to almost 26 percent in 2010. With the increase in population and decrease in household size, the need for smaller units is also growing.

Considering these projections for Portland's growth, as well as rising

unaffordability, the city recognized the need for more housing choices. This led to the initiation of the Residential Infill Project (RIP).

Residential Infill Project

The Portland Residential Infill Project (RIP) began to address the issues of rapid growth and change in household size by allowing more housing units to be built in residentially zoned neighborhoods. This project included two phases: RIP 1, which went effect on August 1, 2021, and RIP 2, which went into effect on June 30, 2022.

RIP 1 allowed more housing types citywide in certain residential zones and RIP 2 expanded on the housing options and the zones they were permitted in.

75%
of 123,000 new households
projected by 2035 will have
no children.

RIP 1

In order to allow for gentle infill, the first phase of the Residential Infill Project (RIP 1) allows for up to 4 units on most lots in the city's most common single-family zoning districts: R2.5, R5, and R7.

Missing Middle Housing (MMH) types permitted in addition to a Single-Family Home include the following combinations: Single-Family Home + ADU, Duplex, Triplex, Single-Family Home + two ADUs, Duplex + ADU and Fourplex. Additionally, RIP 1 uses a sliding Floor Area Ratio (FAR) allocation, rather than density, as the chief regulator of the built form. A Single-Family Home on its own can have an FAR of 0.5; two-unit combinations (Duplex or Single-Family Home + ADU) can have an FAR of 0.6, and three to four-unit combinations (Triplex, Fourplex, Single-Family Home + two ADUs, or Duplex + ADU) can have an FAR of 0.7.

Portland adopted supporting policies in this effort, including removing parking minimums, and creating visitability requirements for buildings with three or more units such as no-step entries, wider doorways and ground floor bathroom and living space.

RIP 2

Following RIP 1, RIP 2 was adopted in order to comply with House Bill

2001 (HB2001), a state law enacted to address the housing crisis in Oregon. HB2001, passed by the 2019 Oregon Legislature, requires cities with populations greater than 25,000 to allow Duplexes on any lot zoned for single-family, by June 30, 2022.

While RIP 1 had permitted MMH on three of the most common single-family zones, RIP 2 permits Duplexes and expands allowances for additional ADUs on all buildable lots in the R10 and R20 zones. Additionally RIP 2 adds other types of MMH, including attached houses (Townhouses) and Cottage Clusters (also known as Cottage Courts and Pocket Neighborhoods) in the R2.5, R5, and R7 zones. It also increases the allowed FAR for Fourplexes in the R5 and R2.5 zones.

In addition to HB2001, RIP 2 also addresses SB458 by allowing Middle Housing Land Divisions (MHL) for Duplexes, Corner Duplexes, Triplexes, Fourplexes, Cottage Clusters, and detached Duplexes. MHLs allow lot splits, creating a more straightforward ownership structure compared to the condominium process. MHL allows one unit per resultant new (split) lot, and the new unit receives its own utilities. MHL requires pedestrian access to the street for internal lots but does not require street frontage, minimum lot sizes or dimensions.



Cottage cluster example used for illustrating RIP 2

Source: www.portland.gov/bds/events/2022/6/16/lunch-and-learn-residential-infill-project-part-2-rip2

Impact of RIP 1 and RIP 2 on Housing Affordability

The sliding FAR implemented in the RIP creates incentives for more units that are smaller in size, as opposed to larger Single-Family Homes. This spreads the land cost over more dwellings and results in greater affordability.

Additionally, the **Deeper Affordability Bonus** allows up to 6 units on a lot previously zoned single-family if half the units are affordable.

As the graphic below shows, the effect of these measures on affordability is clear - while a Single-Family Home is affordable at 170 percent of Median Family Income (MFI), the affordability of a fourplex is 80 percent MFI, greatly expanding housing access.



Financial feasibility and housing affordability comparison

Source: Images from "The -Plex Paradox" webinar, hosted by the Turner Center and presented by Sandra Wood.

Public Outreach and Timeline

In the years leading up to the Residential Infill Project (RIP), Portland city staff had sought community input on proposed changes to residential zoning and had convened a Stakeholder Advisory Committee comprised of community members, architects, developers, and other Portland stakeholders.

Over an 18-month process initiated in 2015, this committee discussed housing issues and opportunities, and organized informational lunch-and-learns. The efforts culminated in a Concept Report, which was presented to the City Council and approved in December 2016. Following the Concept Report, staff developed the Zoning Code and map amendments to create the Discussion Draft. This Discussion Draft was open to the public for 2 months in 2017 to receive comments. These comments informed the Proposed Draft, which went before Planning and Sustainability Commission for further public discussion.

In early 2019, the Planning and Sustainability Commission placed their Revised Proposed Draft before City Council. On January 15 and 16, 2020, the City Council held public hearings and heard from over 100 people in addition to receiving over 500 written testimonies. Resulting amendments include the "deep affordability bonus" which allows up to 6 units on a site when half of those are affordable to households earning up to 60 percent of the Median Family Income (MFI), as well as density restrictions on sites in historic conservation districts.

In August 2020, the Residential Infill Project was adopted, with the changes taking effect in August 2021.

Notes

¹<https://americas.uli.org/>

The image is a screenshot of a presentation slide for a "Lunch & Learn" session. At the top left is the City of Portland seal. Next to it is the Bureau of Development Services logo with the tagline "FROM CONCEPT TO CONSTRUCTION". The main title of the slide is "LUNCH & LEARN" in large blue letters. Below that, it says "Residential Infill Project, Part 2" and "Including Middle Housing Land Divisions". On the left side, it lists "Sean Williams, City Planner, Bureau of Development Services". On the right side, it lists "Morgan Tracy, Project Manager, Bureau of Planning and Sustainability". At the bottom, it says "June 16, 2022". A blue footer bar contains the address "1900 SW Fourth Avenue | Portland, Oregon 97201" and the website "www.portland.gov/bds". On the right side of the slide, there is a video inset showing a man with a beard (Morgan Tracy) speaking.

"Lunch and learn" informational session for RIP 2

Source: Image from City of Portland's RIP 2 Lunch and Learns. Presented by Morgan Tracy.

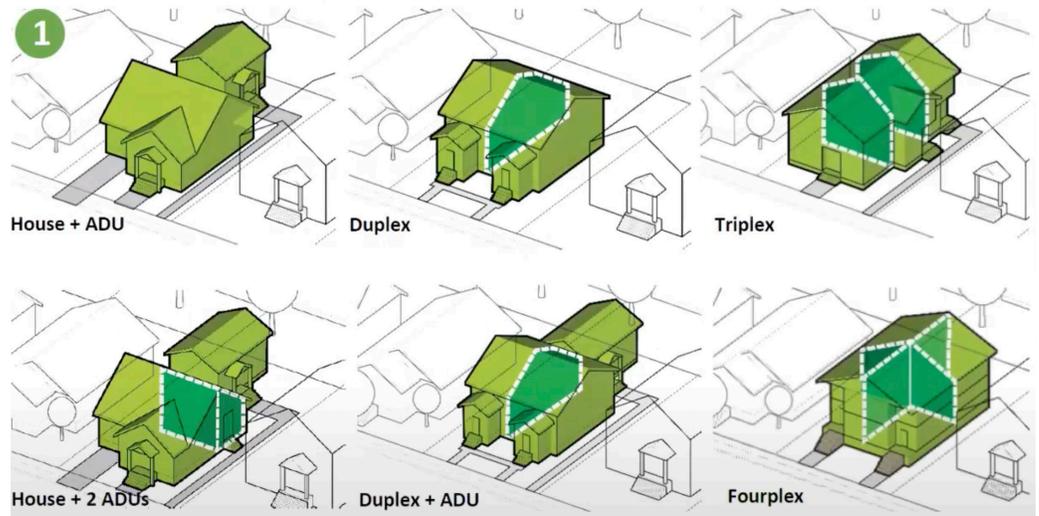
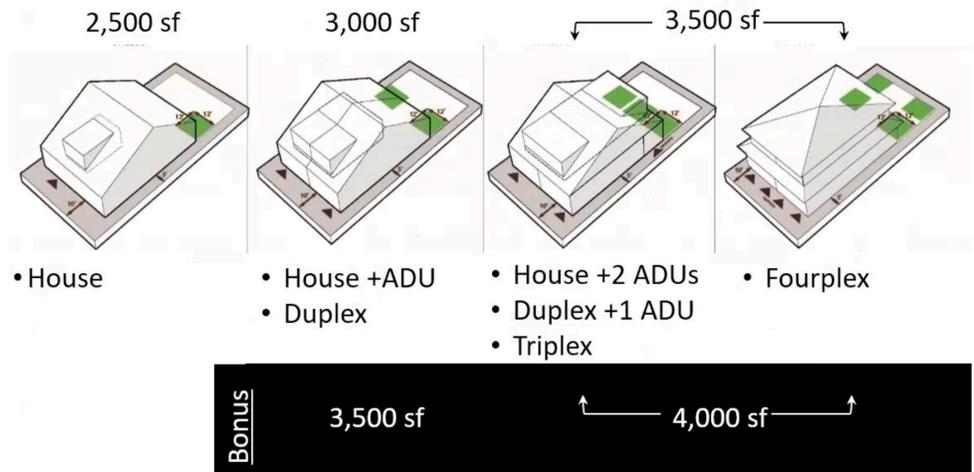


What lessons can be learned from Portland?

1. Regulate by building type and consider existing lot sizes.

Portland conducted various analyses to determine commonly occurring lot sizes within the city on residential parcels. This analysis looked beyond lot area and focused instead on the widths and depths of lots. By doing so, the city was able to determine the realistic dimensions of housing types that could fit on common lot sizes. This approach to choosing housing types yields more context-sensitive, house-scale results.

Additionally, Portland enabled Missing Middle types by specifically naming, defining, and regulating standards for these types, including Duplexes, Triplexes, Fourplexes, Townhouses, and Cottage Courts. Regulating each housing type with its own development standards leads to more predictable built results, and new homes that fit better into their surrounding context.



Diagrams illustrating RIP code changes

Source: Images from "The -Plex Paradox" webinar, hosted by the Turner Center and presented by Sandra Wood.

2. Regulate building scale and form over density standards.

Density is not an effective tool for regulating the scale of built results, as it is a simple calculation considering the number of units per parcel, but it does not consider the form of the building. Creating standards which incentivize more, smaller, and attainable units that are appropriately scaled was an integral part of the RIP process.

Portland achieved this by using a sliding Floor Area Ratio (FAR), with less FAR permitted for fewer units and an RIP bonus for affordable units.

Previous regulations had actually allowed much greater FAR with fewer units, resulting in out-of-scale large Single-Family Homes replacing older,

smaller houses. The sliding FAR now discourages the production of large, Single-Family Homes which dwarf their neighbors, and now incentivizes small, house-scale Missing Middle Housing types that offer more affordable units.

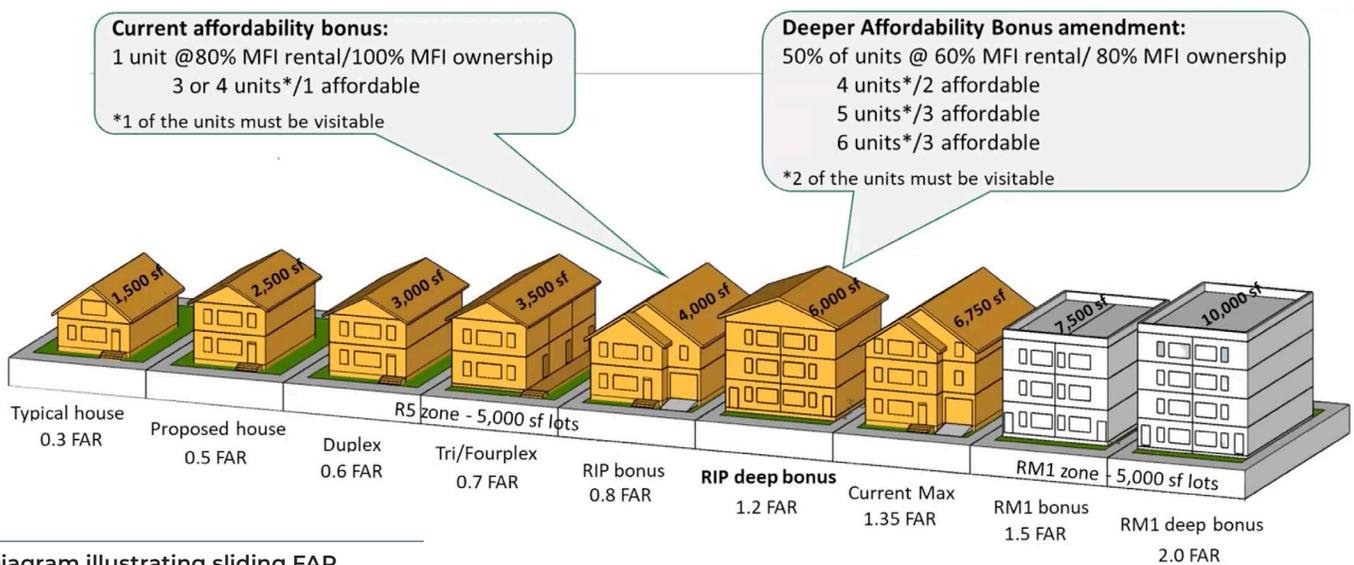


Diagram illustrating sliding FAR

Source: Images from "The -Plex Paradox" webinar, hosted by the Terner Center and presented by Sandra Wood.



What lessons can be learned from Portland?

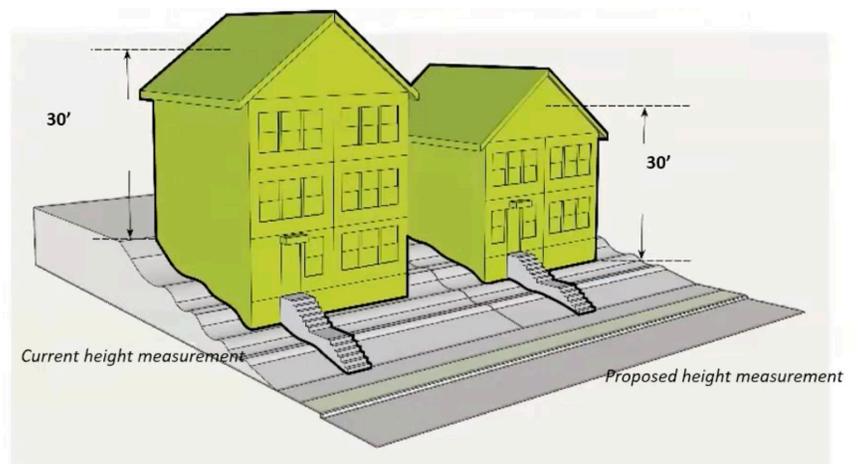
3. Create opportunities for homeowners.

In order to protect existing housing stock and create greater opportunities for residents to build equity, Portland incentivized home conversions to Missing Middle types. Incentives for home conversions include reducing the fees and other costs.

Portland also changed existing standards in response to community concerns, such as the way to measure building height (from the lowest point of the site and exclude dormer windows).

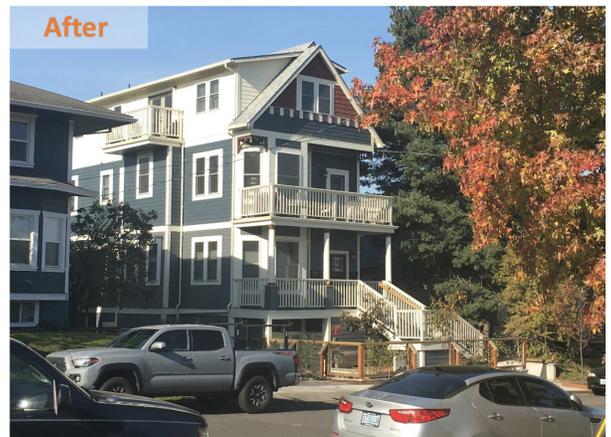
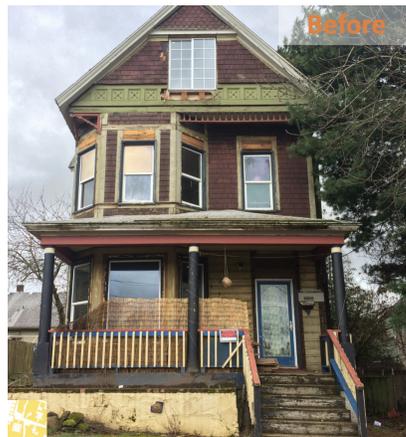
Diagram illustrating measurement adjustments

Source: Images from "The -Plex Paradox" webinar, hosted by the Turner Center and presented by Sandra Wood.



Example of a Single-Family Home conversion to a Fourplex

Source: Image of Dekum/Charles Fourplex in Portland, OR by Garlynn Woodsong.



4. Right-size parking standards.

In an effort to encourage more Missing Middle development, Portland removed parking minimums, but kept parking maximums. While Portland already had standards for parking placement which promoted better streetscapes and public realms, as a part of RIP, the city created additional parking location regulations for narrow lots.

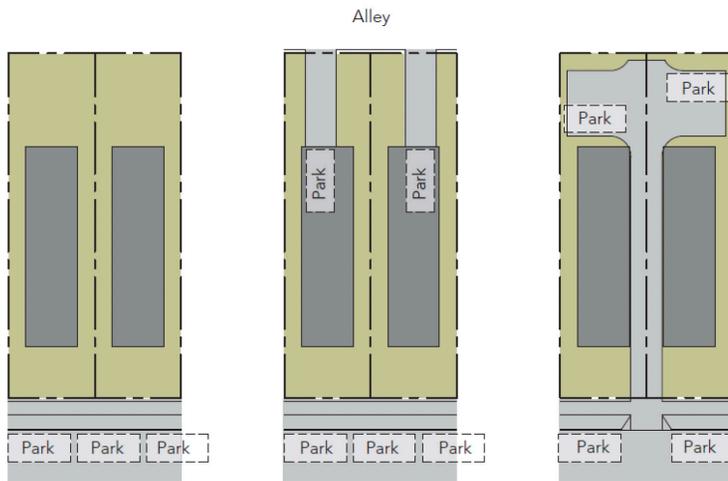


Diagram illustrating parking layouts for narrow parcels

Instead of a series of narrow lot curb cuts that eliminate on-street parking, shared driveways and alley-accessed parking are encouraged.

Source: Image from Portland RIP Summary, www.portland.gov

How Spokane Implemented Missing Middle Housing

The city of Spokane enacted its Building Opportunities and Choices for All (BOCA) Interim Ordinance to test how best to increase housing choice and attainability with Missing Middle.

Rationale and Methodology

The city of Spokane, Washington is facing a large flux of new residents combined with a significant shortage of attainable housing. As housing costs escalate, the city chose to break from the previous strategy of focusing on Single-Family Homes and large apartment complexes to solve the problem.

Instead, the city conducted a housing study in 2021. This Housing Action Plan (HAP) highlighted the impact of the housing shortage, especially on specific demographic groups. A Housing Emergency Proclamation was adopted the same week as the HAP Implementation Strategy, reiterating many of the same goals.

As a result, the Building Opportunities and Choices for All (BOCA) Interim Ordinance was adopted as an emergency need for a 12-month period without requiring a formal public hearing process. BOCA permits Duplexes, Triplexes and Fourplexes citywide for this 12-month period along with several other regulations to encourage housing.

Originally, the city had studied a range of alternatives for where Duplexes, Triplexes, Fourplexes, and Townhouses could be constructed based on access to transit. However, the City Council approved a citywide application.

Row of Townhouses in Spokane, WA

Source: www.kuow.org



Strategies to Address Community Concerns

Loss of Neighborhood Scale and Form and Speculative Development

A prominent concern expressed by the community was of speculative development resulting in the demolition of buildings which form the architectural character of a neighborhood, thereby changing the look and feel of the neighborhood. As a way to mitigate this concern, the city will use this pilot project to track permit rates as well as housing valuation.

Additionally, the city proposed a series of house-scale-based regulations, such as nuanced setbacks, larger front porches and increased Floor Area Ratio (FAR) to make development more feasible. In addition, shared driveways were allowed, stairs to upper levels disallowed on the front facade; and every parcel was granted the right to build an Accessory Dwelling Unit (ADU).

Displacement

The city has launched several initiatives to combat potential displacement:

■ Projects of Citywide Significance Grant

- For projects which help the homeless and youth, protect against COVID-19, or spur economic development, the city will pay a significant portion of the project fees, including plan review fees, impact fees, utility connection fees, etc.

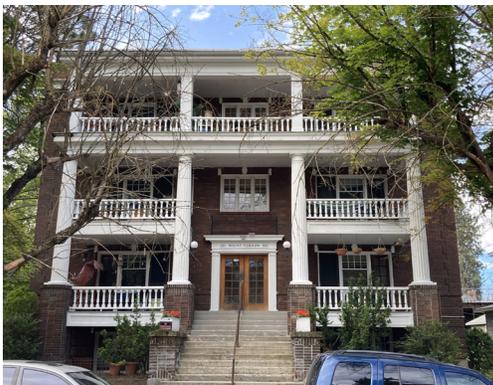
■ Multifamily Tax Exemption (MFTE)

- For projects which add at least four new units, the city awards a partial property tax waiver of about \$1,000 per year for every \$100,000 of the property's valuation for a period of eight years.
- If the developer reserves 25 percent of the units for low to moderate income households, the waiver extends to 12 years.
- If a developer is planning to tear down existing rental units which would displace low to moderate income households, they are required to relocate the households at the developer's expense

Other Strategies and Initiatives

The city is working to develop a "Spokane Collection" of architect-designed, pre-approved housing plans that can reduce time and cost for potential homebuilders.

In addition to the citywide MMH zoning, Spokane passed policies several years prior in the Infill Housing Toolkit to permit Cottage Housing with a conditional use permit in the RA through RTF zones. This creates additional ownership options with smaller units and shared open spaces.



Multiplexes in Spokane, WA

Source: www.kuow.org

Other Cities That Have Implemented MMH

Cities such as Minneapolis have enacted policy changes to enable Missing Middle Housing (MMH), with different strategies that Sacramento can learn from.

Minneapolis, MN

As a part of the city's new General Plan, Minneapolis 2040, new policies were implemented to permit Missing Middle in the city:

- Up to three units are permitted on all residentially-zoned lots.
- Minimum off-street parking requirements have been eliminated.
- Financing for buildings of two to 20 units of affordable housing through the Minneapolis Missing Middle Housing Pilot program.

Iowa City, IO

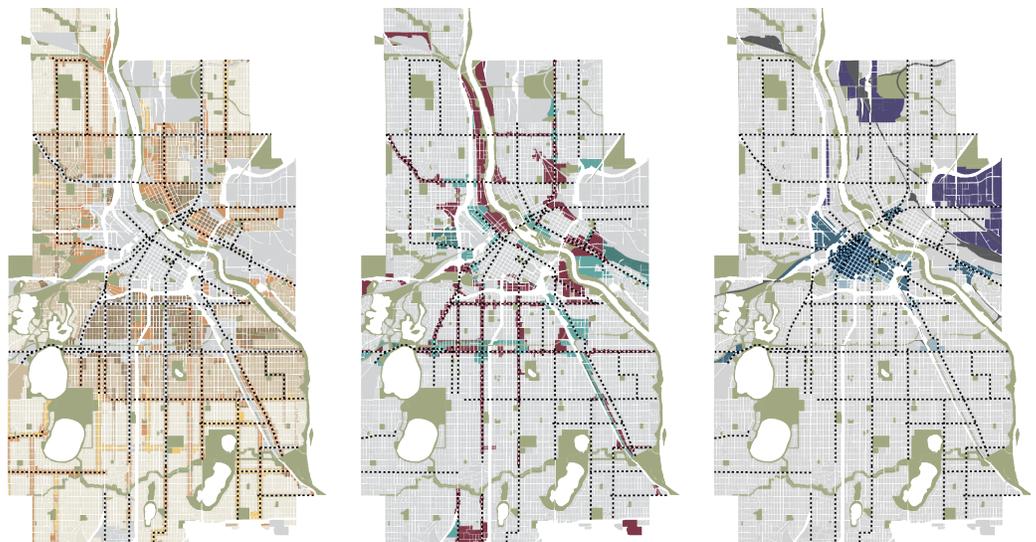
As part of an effort to redevelop the city's 900-acre South Districts of land, Iowa City implemented zoning changes to allow for Missing Middle. This rezoning includes a few key strategies:

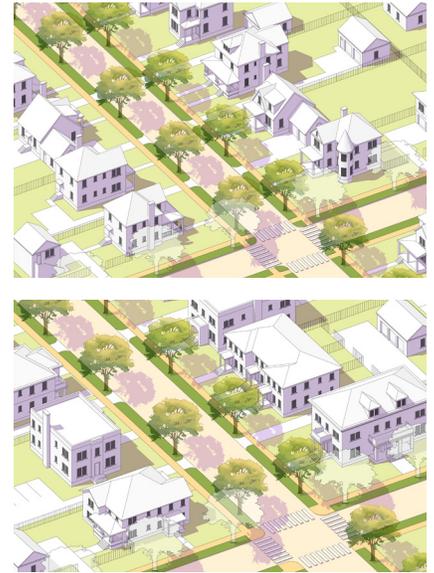
- A form-based code approach to regulate built results.
- A residential market analysis to determine the feasibility of MMH types, to ensure that the housing types being enabled by policy changes are also feasible under current market conditions.

Minneapolis Built Form District maps

From left to right: districts that are appropriate for MMH, districts where MMH is allowed but less appropriate, and districts where MMH is unlikely due to FAR and height requirements.

Source: www.minneapolis2040.com



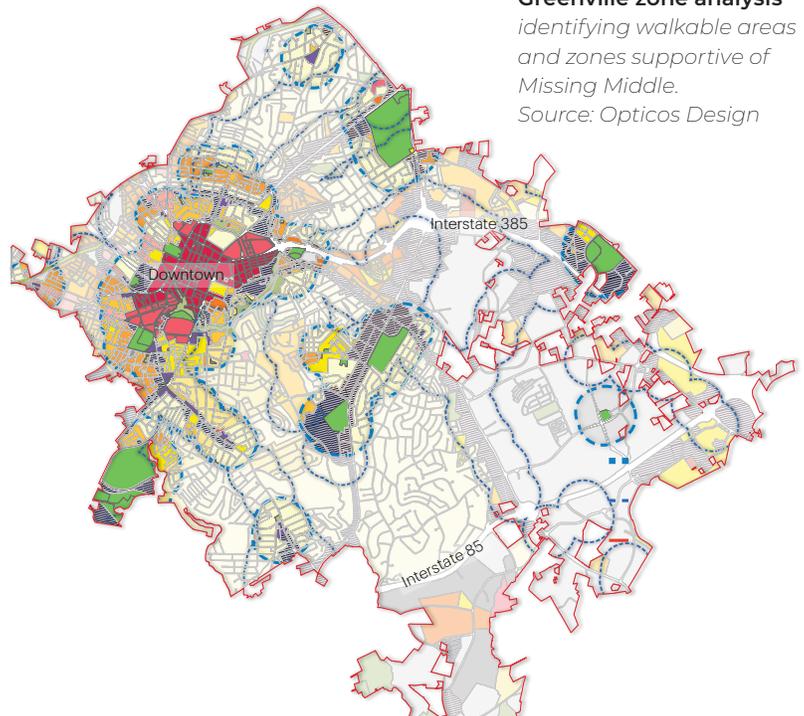


Greenville, SC

The City and County of Greenville is in the process of adopting zoning amendments to enable Missing Middle Housing. The process involved:

- Potential build-outs modeled for six zones identified as suitable for Missing Middle.
- Recommended standards to remove identified barriers established after design testing on 12 lot types.

Greenville zone analysis
identifying walkable areas and zones supportive of Missing Middle.
 Source: Opticos Design



Marin County

As a part of county-wide Objective Design and Development Standards (ODDS), Marin County has adopted a Form-Based Code toolkit that sets standards for enabling Missing Middle Housing types by-right. The form-based standards regulate the built form of these MMH types and the toolkit approach enables the standards to be calibrated to the specific local

conditions. Some of the MMH types permitted and regulated are:

- Carriage House
- House
- Duplex
- Cottage Court
- Fourplex
- Townhouse
- Courtyard
- Pocket Neighborhood

Zone: x03.050

x03.050 T4 Suburban Neighborhood Small (T4SN.S)

General note: The illustrations above are intended to provide a brief overview of the zone and are descriptive in nature.

1. Intent

A walkable neighborhood environment of small-to-medium footprint, moderately-intensity housing choices, supporting and within short walking distance of neighborhood-serving retail and services.

The following are generally appropriate form elements in the zone:

House Scale Buildings: Primarily Detached Buildings, Small-to-Medium Building Footprint, Small-to-Medium Front Setbacks, Small-to-Medium Side Setbacks, Up to 2.5 Stories without Bonus; up to 3 Stories with Bonus

2. Sub-Zones

T4SN.S-Open: This open sub-zone allows more uses, different signage and sometimes additional signage within the same form and character of the base zone.

House, Duplex, Stacked, Cottage Court, Fourplex, Neighborhood Townhouse, Neighborhood Courtyard, Pocket Neighborhood, and Multiple Neighborhood, and Multiple: Front Projecting, Porch Enclosed, Driveway and Stoop Frontage Types, Shopfront in Open Sub-Zone

February 13, 2021 Marin County Objective Design and Development Standards Toolkit 33

Zone: x03.050

x03.050 T4 Suburban Neighborhood Small (T4SN.S)

A. Building Types and Design Site Size

Building Types	Width	Depth	Standards
House-Scale			
Carriage House*	N/A	N/A	x06.040
House	50' min.	100' min.	x06.050
Duplex/Stacked	50' min.	100' min.	x06.010
Cottage Court	50' min.	120' min.	x06.080
Fourplex	50' min.	110' min.	x06.090
Neighborhood	18' min.*	100' min.	x06.100
Townhouse			
Neighborhood	70' min.*	150' min.	x06.110
Courtyard			
Pocket	150' min.	260' min.*	x06.120
Neighborhood	300' max.	500' max.	

Block Scale

None

Each design site shall have only one primary building type.

*Design sites of at least 3 acres or over 700' long or deep are required to include civic space and new streets per Chapter 10 (Specific to Large Sites).

*The Carriage House is not a primary building type.

*Accessories are coordinated with Section 4.00 (Building Form).

*For an L-shaped building: 100' min. for a U-shaped building

B. Building Form

Height	Without Bonus	With Bonus
Primary Building		
Stories	2.5 max.	3 max.
To Tallest Eave/Rampet	24' max.	34' max.
Overall	40' max.	40' max.
Ground Floor Finish Level		
Residential	5' min.**	5' min.
Non-Residential	5' min.	5' min.
Ground Floor Ceiling		
Residential	9' min.	9' min.
Non-Residential	12' min.	12' min.

Accessory Structures/ Footprint

Max. Design Site Coverage: See standards in Chapter 6 (Specific to Building Type)

None

Depth, Ground Floor Space: 20' min.**

**See Chapter 6 (Specific to Building Type) for references to housing and height standards.

**Common entries may be set at grade in compliance with local and federal accessibility standards.

**Shall be in compliance with Section 4.00 (Building Form) Accessory Structure Standards.

**For habitable/occupable space only, except in the Cottage Court, Building Type.

February 17, 2021 Marin County Objective Design and Development Standards Toolkit 34

Zone: x03.050

x03.050 T4 Suburban Neighborhood Small (T4SN.S)

1. Facade Design

Building Facade

Facade Zone Defined by Building: Front St., Side St., Backing St.† Facade required: 60' min., 150' min. with or abutting the facade zone.

Facade Design

All building facades shall be designed in compliance with Chapter 8 (Specific to Architectural Design).

†Design sites with slopes > 6% shall comply with Section 4.05.050 (Open Space) and Section 4.05.080 (Location of Bonus Height/Floor Area on Sloped Design Sites).

2. Setbacks

Setback (Distance from ROW Design Site Line)

Front (Facade Zone)	Interior Design Site	Corner Design Site	Side Street (Facade Zone)	Primary Building	Accessory Structure(s)
10' min., 20' max.	10' min., 20' max.	10' min., 20' max.	10' min., 20' max.	7' min.	5' min.

Side: Primary Building: 7' min., Accessory Structure(s): 5' min.

Rear: Primary Building: 15' min., Accessory Structure(s): 5' min.

Building Facade

Facade Zone Defined by Building: Front St., Side St., Backing St.† Facade required: 60' min., 150' min. with or abutting the facade zone.

Facade Design

All building facades shall be designed in compliance with Chapter 8 (Specific to Architectural Design).

†Design sites with slopes > 6% shall comply with Section 4.05.050 (Open Space) and Section 4.05.080 (Location of Bonus Height/Floor Area on Sloped Design Sites).

February 17, 2021 Marin County Objective Design and Development Standards Toolkit 35

Zone: x03.050

x03.050 T4 Suburban Neighborhood Small (T4SN.S)

A. Setbacks

Use Type	Vehicular Spaces**	Bicycle Spaces**
Residential Uses		
Studio or 1 Bedroom	1 min. per unit	1 min. per unit
2 or More Bedrooms	1.5 min. per unit	2 min. per unit
Non-Residential Uses per Building†		
< 1,000 sf	0 min.	0 min.
> 1,000 sf	1 min. per 1,000 sf	1 min. per 1,000 sf

Setback (Distance from ROW Design Site Line)

Front	Side Street	Side	Rear
40' min.	20' min.	5' min.	5' min.

Driveway: One-Way: 8' min., Two-Way: 10' min.

Curb cut/width: 8' min., Not Allowed

**See Subsection 4.05.040.5 for additional standards.

**See Subsection 4.05.040.3 for additional standards.

**See Chapter 4 (Specific to Sign) for allowed signs.

Curb cut width: 40' min. if any may be used.

Driveways may be shared between adjacent design sites but shall not exceed maximum allowed width.

Front access not allowed on corner design sites.

Bicycles may be parked anywhere on design site in compliance with pedestrian and vehicular access standards.

B. Frontages

Allowed Private Frontage Type	Standards
Porch Projecting	x07.040
Porch Enclosed	x07.050
Decorative	x03.060
Stoop	x07.070
Shopfront**	x07.100

Allowed Public Frontage Type

Standards
x05.060.3.1

**Open sub-zone only

C. Signage

Allowed Sign Type	Standards
Address Sign	x05.040
Projecting Sign**	x05.050
Award/Canopy Sign**	x05.060
Window Sign**	x05.070
Signage Sign**	x05.090
Directory Sign	x05.110

**Open sub-zone only

February 17, 2021 Marin County Objective Design and Development Standards Toolkit 36

Marin County Objective Design and Development Standards Toolkit
 Form-based standards for the T4N.S zone standards for Missing Middle Housing.
 Source: Opticos Design

AARP

AARP has been a champion of Missing Middle Housing, working for the past several years to provide educational materials about MMH and advocating for zoning changes to enable MMH across the country.

Created as part of its Livable Communities initiative and Opticos Design, AARP has created a free publication, "Discovering and Developing Missing Middle Housing," a resource for local leaders, builders and planning professionals, as well as community members.

MMH offers many building types that adapt well to senior housing, co-living and similar options. MMH also supports aging-in-place.

Program Information



Program Info	
Site No	106 - 07
Width	106' - 0"
Depth	100' - 0"
Area	10,600 sq ft (25,200 sq ft)
Units	6
Density	56.62 units/acre
Building Coverage	39%
Impervious Coverage	28%
Building Info	(1) Duplex Fourplex
Stories	2 2
Unit Count	2 4
Unit Size	- 3,340 sq ft
Parking Info	-
Garage	-
CR Street	6
CR Street	3

Key Code Barriers for this Site (Residential Low Density, RT District)

- Max. dwelling units per acre is too low (7.0/acre)
- Not allowing multiple units (Article 4.4 Residential Density)

Aerial from North Avenue

© 2017 Opticos Design, Inc. All rights reserved.

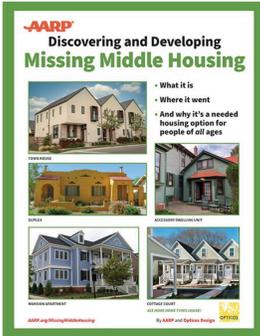


MENU **AARP**
Join Renew Help Member Benefits
★ AARP Rewards
Register | Login
🔍



Free Publication: Discovering and Developing Missing Middle Housing

What it is. Where it went. And why it's a needed housing option for people of all ages



AARP.org/Livable

Find articles, publications and more

🔍

AARP Livable Communities e-Newsletter

Free, Weekly Award-Winning Information and inspiration for local leaders

Subscribe Now!



See past issues: [Visit our newsletter archive >](#)

Our Free Publications!

See the complete list at [AARP.org/LivablePublications](#)

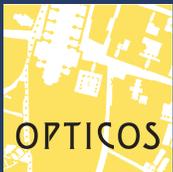
Above: Case studies for AARP with MMH types
 Source: Opticos Design

Below: "Discovering and Developing MMH"
 a publication created by AARP Livable Communities and Opticos Design.
 Source: www.aarp.org

December 2022

Missing Middle Housing Informational Report

69



With consultants:

Cascadia Partners
Collaborative Design + Innovation
Unseen Heroes
Konveio



MISSING MIDDLE HOUSING

SACRAMENTO