



Zoning Code Amendments for Housing

January 28, 2025

Planning Commission Hearing

What are the Proposed Amendments?



**Transit-Oriented
Development**



**Accessory
Dwelling Units**



**Parking
Reform**



**Inclusionary
Zoning**



**Minimum
Lot Size**



**How did we get
here?**

2016 Affordable Housing Task Force (AHTF)

- Convened by CM Lavelle & former Mayor Peduto, staffed by DCP
- Two working groups: Needs Assessment & Feasibility
- 5 Public Meetings with ~430 attendees
- Three Reports:
 - Inclusionary Zoning Feasibility Report
 - Housing Needs Assessment
 - Findings & Recommendations Document, recommending: (1) Housing Trust Fund (HOF); (2) Increased utilization of 4% LIHTC; (3) Preservation of Housing and Protection of Residents; (4) Inclusionary Housing
- Inclusionary Zoning Program suggested min 5% affordability, min 15-20% affordability with LERTA & development bonuses. Immediate next step: nexus study.

Grounded Solutions Report - 2017

- Created "Inclusionary Housing & Incentive Zoning Exploratory Committee" after AHTF
 - Created by Executive Order in February 2017
 - Met eight times through 2017
- Grounded Solutions, supported by Street Level Advisors, did further financial feasibility & modeling
- Report issued August 2017
- Created summary of recommended City-wide, mandatory IZ program

Zoning Implementation

- Performance Points (2017-18)
 - Created in response to two efforts:
 - Uptown EcoInnovation District zoning implementation – Uptown Public Realm
 - Riverfront Zoning – the RIV
 - Creating bonus system in the Zoning Code, including an option for affordable housing
 - Later expanded into Oakland with development of UC and R-MU Districts
- Inclusionary Housing / Zoning Overlay
 - Created as IPOD initially in Lawrenceville, made permanent as an overlay
 - Public Engagement throughout Lawrenceville with CW Gross & Community partners

Housing Needs Assessment – 2022 - Findings

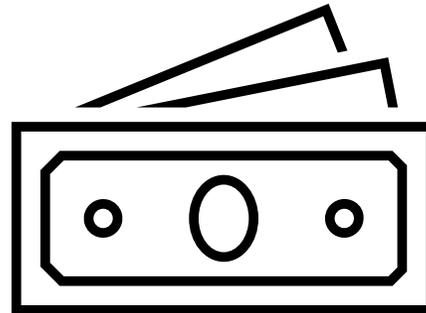
- Displacement is occurring – 3,000 low-income residents forced to leave the City in the five years between the two HNA documents
 - Residents cannot afford market / median rent in Pittsburgh and are being forced out
- New, higher-income jobs creating upward pressure in the housing market
- Continued increase in single- and two-person households is anticipated
- Most new household need is multi-family and small units
- Need for protection of LMI residents through ownership options and tenant protections
- Need for more supply of both market-rate and restricted affordable housing units to stabilize displacement and median rent

Recommendations from the Housing Needs Assessment

Recommendations to address the identified needs in the Housing Needs Assessment fall under three main categories:



Land Use



Subsidies



**Advocacy and Protecting
Tenants' Rights**

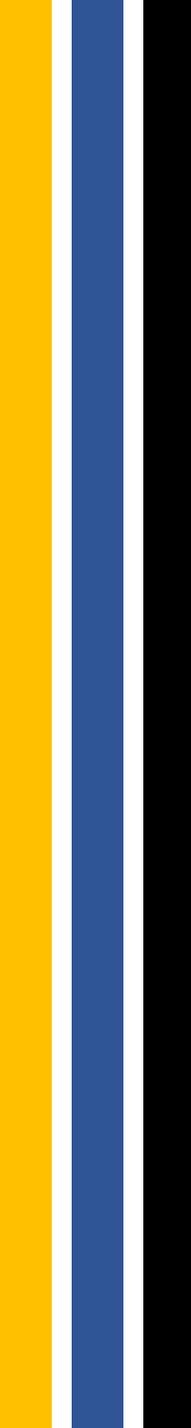
What is our plan to address this?

Series of Zoning text Amendments for PC Hearing 1/28

- New Inclusionary Zoning Program
- Accessory Dwelling Units
- Minimum Lot Size Reform
- Parking Minimum Reform

Zoning Map Amendments around TOD for PC Hearing 2/11

- Herron Station (revised)
- South Hills Junction
- Sheraden Station



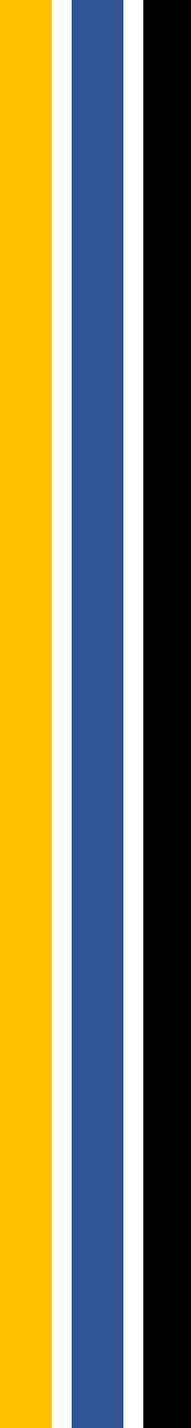
Outreach

Public Outreach

- July 2024
 - Beltzhoover Consensus Group
- August 2024
 - Knoxville Community Council
 - Oakland Planning and Development Corporation (OPDC)
 - Beltzhoover Consensus Group
 - Housing Justice Table
- September 2024
 - Squirrel Hill Urban Coalition
 - Beltzhoover Consensus Group and Mount Washington CDC
- October 2024
 - Hill District CDC
 - Polish Hill Civic Association
 - Pittsburgh Downtown Partnership
 - Sheraden
 - Housing Opportunity Fund
 - Point Breeze Organization
- November 2024
 - Strip District Neighbors
 - North Side Informational Briefing
 - North Oakland and Shadyside
- January 2025
 - Bloomfield-Garfield-Friendship
 - Polish Hill Civic Association

Other Outreach

- HNA Working Group – through 2022
- City Council
 - Rounds of meetings in late 2023 – to introduce the proposals and get insight on critical outstanding questions
 - Summer 2024 – to introduce our responses to those questions & more detailed proposals; discuss engagement strategy
- Advocates
 - December 2023 – post-Council, to outline critical outstanding questions and proposed solutions
 - Spring 2024 – further revisions to proposal
 - Summer/Fall 2024 – lead-in to public engagement
 - Winter 2024/25 - final proposals and lead-in to legislative process
- Developers
 - Part of HNA Working Group meetings
 - Developers meetings – December 2023, June 2024, August 2024



Inclusionary Zoning

What is Inclusionary Zoning?

- Requires new residential developments to make some units affordable to low- or moderate-income residents.
- Promotes housing affordability by integrating income-restricted units into market-rate projects
- Aims to reduce economic segregation by fostering mixed-income communities within urban areas.
- Currently active in Polish Hill, Lawrenceville, Bloomfield, and portions of Oakland.
- Developers have the option to create affordable housing units outside of their specific project site.

Inclusionary Zoning – New Citywide Program

- Greater flexibility and more incentives from existing IZ overlay district:
 - Development bonuses for complying
 - Allowing fewer IZ units total, as long as the same number of bedrooms are provided (aiming to encourage family-sized units)
 - Extend $\frac{1}{4}$ mile radius to $\frac{1}{2}$ mile radius for off-site affordability options

Inclusionary Zoning

- Development Bonuses
 - City currently has Performance Points System (915.07) to incentivize development features that benefit the city, including affordable housing provision.
 - Proposed IZ ordinance allows developments in areas that currently aren't eligible to receive two performance points for compliance with IZ requirement. Each point equals:
 - 15 ft of additional height (30 ft total)
 - 1 FAR (2 total)
 - For developments currently eligible for performance points, exempt from any applicable upper-story stepback requirements.
 - Residential Compatibility Standards for height not applicable to inclusionary developments.

Examples of Impact

- Bloomfield Shursave site (248 units, 25 affordable)
 - Zoning District: LNC, Inclusionary Housing Overlay District.
 - Changes to the IZ ordinance would remove the variances that caused denial of application.
 - Under updated IZ ordinance, a similar development would be permitted by-right.
- Shakespeare Market District Mixed-use site (231 units, 35 affordable)
 - Zoning District: UNC
 - Changes to IZ ordinance would remove the special exception requirement and variances, which caused significant delays in approval process.
 - Under updated IZ ordinance, a similar development would be permitted by-right.

Status of Inclusionary Zoning Projects

| | Development Name | Address | Total Units | AH Units | Neighborhood | Sale or Rent |
|--|------------------------|--------------------|-------------|-----------|-----------------------|--------------|
| Built Projects | | | | | | |
| | Arsenal Phase 2 | 147 39th St | 343 | 35 | Lower Lawrenceville | Rent |
| Total | | | 343 | 35 | | |
| Under Construction | | | | | | |
| | Albion | 5275 Butler Street | 267 | 27 | Upper Lawrenceville | Rent |
| | Holy Family | 250 44th Street | 55 | 5 | Central Lawrenceville | For Sale |
| Total | | | 322 | 32 | | |
| Approved by Planning Commission | | | | | | |
| | Dalian | 3812 Foster Street | 334 | 34 | Lower Lawrenceville | Rent |
| | 450 Melwood Avenue | 450 Melwood Avenue | 31 | 4 | North Oakland | Rent |
| | The Parker | 435 Melwood Avenue | 166 | 17 | North Oakland | Rent |
| | | 262 McKee Place | 169 | 17 | Central Oakland | Rent |
| | Foundry Phase II | 4107 Willow Street | 100 | 10 | Central Lawrenceville | Rent |
| Total | | | 800 | 82 | | |
| Complete Application | | | | | | |
| | 37th Street Apartments | 3634 Penn Avenue | 50 | 5 | Lower Lawrenceville | Rent |
| Total | | | 50 | 5 | | |

Inclusionary Zoning – Other Changes

- Rental units permanently affordable.
- Clarifies phased development requirements (every 10th unit must be an IZ unit)
- Clarifies that Dormitory uses are exempt from requirements.
- Ties the cost of the off-site unit to a construction index.
- Allows for-sale units to be sold by homeowners at a profit (max 2% per year)

Updates Since Briefing

- Staff Recommendation: Remove Golden Triangle Subdistricts A through D from Inclusionary Zoning to avoid conflict with LERTA.
- Staff Recommendation: Explore changes to development bonuses for developments where more than one upper story stepback is required.
- Staff Recommendation: Add new subsection to the Applicability Section which states the following: "The standards of Inclusionary Housing shall not be construed as reducing, conflicting with, or superseding any affordability incentives, goals, or requirements included elsewhere within the Zoning Code, or in any plans or policy documents adopted by the City."



Accessory Dwelling Units (ADUs)

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What is an ADU?

An accessory dwelling unit is a secondary housing unit situated on a single-family residential property.



Over the Garage



Garage Conversion



Stand-Alone Unit



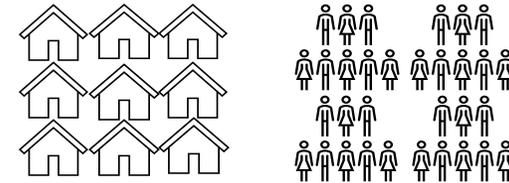
Basement or Attic Conversion

Accessory Dwelling Units (ADUs)

Why ADUs?



Sustainability



Denser Neighborhoods



**Multi-Generational Households
and Aging in Place**



**Rental Income for Owners of
Single-Family Properties**

ADUs – Current Proposal

- ADUs permitted by right as an accessory use to a primary Residential use, Community Center, or Religious Assembly.
- ADUs are not required to be owner occupied.
- Two (2) ADUs permitted per residential lot. No limit for ADUs accessory to Community Center or Religious Assembly.

ADUs – Current Proposal

- 1,000 square foot maximum per ADU.
- Permitted to be up to 2 stories/30 feet in height.
- Exempt from Residential Compatibility Standards.
- Detached ADU requires an Administrator's Exception (AE) to be built in rear and side yard setbacks.
- Conversion of an existing garage built in the setbacks into an ADU does not require an AE provided that the building footprint doesn't extend further into setback.
- ADU built above a garage in a rear or side yard setback does not require an Administrator's Exception if the rear yard abuts a Way.

Where has this worked before?



Seattle



San Diego

What would this look like in Pittsburgh?





Changes to Minimum Lot Sizes

Minimum Lot Size Reform

- Current minimum lot size and lot size per unit requirements don't align with the historic built environment, making new housing in many areas difficult to meet current zoning requirements.
 - DCP is proposing to remove *minimum lot size per unit* and reduce the *minimum lot size* requirements in all the residential subdistricts.
 - These reforms would allow residents to build on lots that are currently under the minimum lot size and minimum lot size per unit requirements without needing an Administrator Exception or Variance.

Citywide Lot Size Analysis

- We conducted research with GIS to confirm how the minimum lot size requirements impact all residential districts and found:

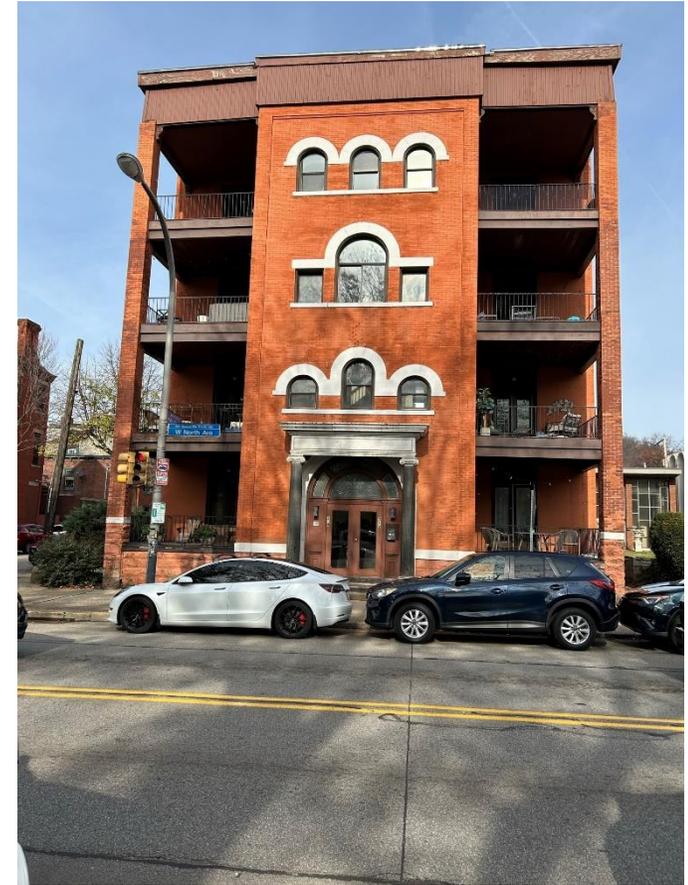
| District | Min Lot Area | Parcel Count | Percent | |
|-------------------|---------------------|--------------|------------|-----------------|
| Very-High Density | Total | 11,902 | | |
| | <1,200 SF | 4,370 | 37% | Existing |
| | 0 | 0 | 0% | Proposed |
| High Density | Total | 33,943 | | |
| | <1,800 SF | 6,205 | 18% | Existing |
| | <1,200 SF | 2,806 | 8% | Proposed |
| Moderate Density | Total | 28,838 | | |
| | <3,200 SF | 11,256 | 39% | Existing |
| | <2,400 SF | 6,678 | 23% | Proposed |
| Low Density | Total | 31,979 | | |
| | <5,000 SF | 16,512 | 52% | Existing |
| | <3,000 SF | 7,418 | 23% | Proposed |
| Very-Low Density | Total | 1,683 | | |
| | <8,000 SF | 573 | 34% | Existing |
| | <6,000 SF | 267 | 16% | Proposed |

Minimum Lot Size Reform – Proposed Lot Sizes

| | Current Minimum Lot Size | Proposed Minimum Lot Size |
|--------------------------|---------------------------------|----------------------------------|
| <i>Very Low Density</i> | 8,000 Sq. Ft. | 6,000 Sq. Ft. |
| <i>Low Density</i> | 5,000 Sq. Ft. | 3,000 Sq. Ft. |
| <i>Moderate Density</i> | 3,200 Sq. Ft. | 2,400 Sq. Ft. |
| <i>High Density</i> | 1,800 Sq. Ft. | 1,200 Sq. Ft. |
| <i>Very High Density</i> | 1,200 Sq. Ft. | 0 Sq. Ft. |

| | Current Minimum Lot Size <i>Per Unit</i> | Proposed Minimum Lot Size <i>Per Unit</i> |
|--------------------------|---|--|
| <i>Very Low Density</i> | 8,000 Sq. Ft. | N/A |
| <i>Low Density</i> | 3,000 Sq. Ft. | N/A |
| <i>Moderate Density</i> | 1,800 Sq. Ft. | N/A |
| <i>High Density</i> | 750 Sq. Ft. | N/A |
| <i>Very High Density</i> | 400 Sq. Ft. | N/A |

What does this mean for Pittsburgh?



Where has this worked already?



Houston, TX



Parking Minimum Reform

Existing Conditions

- The 1958 Zoning Code implemented off-street parking requirements for the first time.
 - Most of Pittsburgh was built prior to this requirement (the city's population had already peaked in 1950).
- The City has been amending the zoning code to reduce or remove entirely off-street parking minimums in various parts of Pittsburgh.
- Several cities in recent years including [Buffalo](#), [Minneapolis](#), Austin, Raleigh, and others have completely removed minimum off-street parking requirements.
 - This has assisted in development of more walkable, mixed-use neighborhoods, lower housing costs, and adaptive reuse of existing buildings.

What is being proposed?

- Removal of Parking Minimums for all uses/districts
- Reworking of Parking Maximums
 - Changed from specific use types to broader use categories
 - Parking Maximum tiers set by access to frequent transit rather than zones
 - To exceed the Parking Maximums, pay into Mobility Trust Fund
- Requirement for Transportation Demand Management for developments above a certain size threshold
- Remove ADA Parking Review from the Zoning Code to only PLI review of Building Code requirements (currently duplicative)
 - Include zoning code provision for zero-parked buildings to provide accessible pickup and drop-off locations
- Reduce new surface accessory parking in mixed-use/walkable Zoning Districts (currently already limited in new base Zoning Districts)

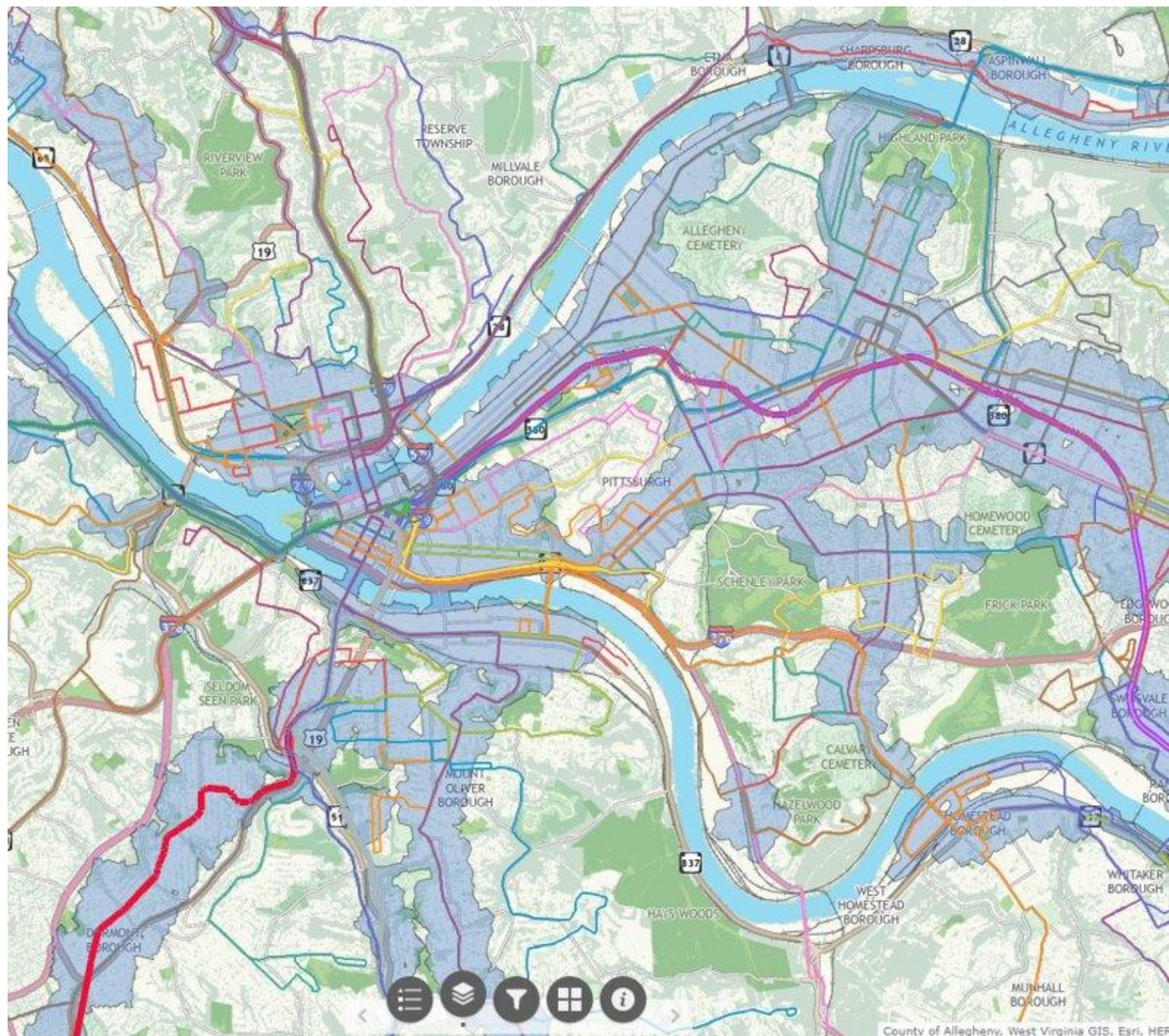
What this Ordinance Does

- Simplifies the code by removing minimum parking requirements and the various permitted reductions in parking requirements.
- Allows the market to decide how much parking is needed.
- Provides greater ease for reuse of existing buildings built prior to minimum parking requirements.
- Shifts focus of transportation demand to all transportation options, not just the car.
- Allows for more optimal use of urban space.

What this Ordinance Does Not Do

- Remove any legally existing parking spaces.
- Enact much greater restrictions on car parking than already exists.
- Prohibit the building of new parking spaces and structures.
- Produce a large discrepancy between what the market provides and what the requirements limit.
- Create a parking free-for-all.
 - New developments located in parking exempt or reduced parking areas still provide off-street parking spaces.
 - Banks and lenders financing new projects often require developers to provide some parking.

PRT's High Frequency Transit Walkshed



Parking Maximums Examples

- High Frequency Transit Zone is a quarter mile or less from a bus stop served by a bus at least every 15 minutes. Or a half mile away from a stop on a fixed transit route (busway or T).
- Multi-Unit Residential
 - 1 Per Dwelling Unit (High Frequency Transit)
 - 2 Per Dwelling Unit (Everywhere else)
- Commercial Uses
 - 1 Per 500 square feet (High Frequency Transit)
 - 1 Per 175 Square Feet (Everywhere else)
 - For example, a 10,000 retail store would have a maximum parking count of 20 spaces in the HFT areas, and 57 everywhere else

Mobility Improvement Trust

- Established as part of the Riverfront and Oakland zoning code but has not been fully implemented.
- Penalty for going over maximum number of parking spaces.
- Pay a fee per space over the maximum into the Mobility Improvement Trust.
- Funds intended to improve mobility options throughout the City. DOMI will administer and will be used in neighborhood where proposed development is occurring.
- Allows the applicant to get approval administratively rather than going before the Zoning Board. ZBA option will still be available.

Transportation Demand Management

- Transportation Demand Management (TDM) refers to the tools and strategies used to increase the efficiency of the transportation network by meeting the demand for travel through transportation options that do not contribute to peak hour vehicle congestion.
- The goal of TDM is to reduce single occupancy-vehicle trips by making it easier and more attractive to utilize transit, biking, walking, and other more efficient transportation modes.
- The City currently requires a TDM plan for large scale development projects.
- The proposed change formalizes the requirement in the Zoning Code and creates a points system that is directly proportional to the size of the development project.

Other Issues Addressed

- Off-site accessory parking permitted (without Special Exception)
- Reducing allowable number of surface parking spaces in EMI, SP & RIV zones
- Prohibit surface parking in the GT and RIV-NS zones
- Apply bicycle parking requirements to all multi-unit residential and commercial development.
- Minor changes to permitted use definitions and standards to reflect no minimum parking requirements
- Allow mechanized parking, or parking carousels, to exceed maximum height for accessory structures.

Updates Since Briefing

- Staff Recommendation: Increase the allowable height for parking carousels from 60 feet to 65 feet.
- Staff Recommendation: Include a provision in the Traffic Demand Management ordinance specifying that its effective date will be six (6) months from enactment.



The Bigger Picture

What's the point of these amendments?

- This suite of zoning amendments is one of several steps being taken to amend the zoning code to create more housing.
- Bigger picture:
 - Provide opportunities for residents of all income levels
 - Increase and diversify the housing supply
 - Allow all people to find housing they can afford
- These policies are intended to spur increasing the housing supply and creating walkable, pedestrian-friendly, and bicycle-friendly communities.
- There is still additional work to do to achieve these goals.



Thank you

WE APPRECIATE YOUR TIME