

Better Housing by Design

AN UPDATE TO PORTLAND'S MULTI-DWELLING ZONING CODE

Concept Report July 2017



Appendices:

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- **Appendix C: Climate Change and Urban Heat**



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APPENDIX A

Public Meetings and Events: Summary Notes and Comments

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Community Walks in the Jade District and Rosewood Neighborhood Centers

Notes - Jade District Multi-Dwelling Residential Area Walk

October 28, 2016

The purpose of this walk with community stakeholders was to explore how zoning code development regulations can be improved to help achieve better multi-family development outcomes and street connections, using the Jade District residential area as a case study.

Community Participants:

Todd Struble (Jade/APANO)
Maiyee Yuan (Jade/APANO)
Nick Sauvie (ROSE CDC)
Eric Pattison (ROSE CDC)
Ken Yu (Developer)



Summary of ideas from the walk:

- Need to be mindful of the impacts of regulations on small-scale developers and minimize regulatory complexity. Development by small-scale, locally-based builders is a good thing that Zoning Code regulations should accommodate.
- Would be good to identify regulatory approaches that include community-supportive requirements.
- Pedestrian connections to commercial areas are important, but we need approaches that address security concerns.
- Having development include usable outdoor space and have features that support community interaction is good.
- Consider alternative approaches to street design that provide more efficient opportunities for parking (such as angle parking), so that less parking needs to happen on site (leaving more space for outdoor areas for residents).
- Need to find ways to create incentives or reduce burdens for projects that include pedestrian or street connections, as the costs can be a disincentive to development.
- Allowing small business as part of multi-dwelling zone development on busy street corridors is a good idea.
- When talking to the community about design approaches, it will be important to use graphics and present alternatives to support this discussion.
- Some of the important issues in this area are about the need for investments in things like public parks and street improvements, rather than Zoning Code development standards.

NOTES:

Pre-walk conversation:

- This is a park-deficient neighborhood. We have a high number of youth in areas where they have to cross dangerous streets to go play somewhere.
- Want to encourage small-scale, locally-based developers. Concerned that more regulations could make it harder to develop, especially for small-scale developers. Adding regulations add costs and complexity. Community-minded requirements attract small scale local developers.
- Regulations are complex and confusing. Interpretation of regulations differ between City staff. Paid for early review in a project, yet still had to make changes.
- Concerned that code update project could add more complexity. Need to avoid this. How can a small developer understand such a complex code?

Stop 1 (Wing Ming Market parking lot – 2738 SE 82nd Ave.)

Behind this parking lot, a residential development driveway and walkway nearly reaches the commercial area, but is separated by fencing (there are no public pedestrian connections to the 82nd Avenue commercial corridor between SE Clinton and SE Brooklyn, a distance of about 1,000 feet). Questions:

- Where connections are needed, should the City require new development to provide public pedestrian connections between the residential and commercial areas?
- What concerns would you have about these pedestrian connections?

Comments:

- Concern that connection would result in cut-through auto traffic.
- Security concerns at night. Place changes at night. Parking area is locked up because of this.
- Used to be a connection here to the residential area, but developer of the new housing had it closed because of security concerns.
- More lighting would make a connection safer. Connections to houses is good for businesses. Brings customers!



Stop 2 (2767 SE 84th Ave., R2 zone: detached houses on street-like driveway [condominiums])

Detached houses or townhouses on a shared lot, such as this, are a common development type in East Portland.

- Detached house projects in the multi-dwelling zones tend to have little substantial usable outdoor space (minimum requirement is 48 SF per unit). Should regulations require larger amounts of outdoor space, or require units to be attached or in the form of multi-family housing so that outdoor spaces can be grouped into more usable dimensions?
- Should more be done to require street or pedestrian connections as part of this type of development? Should street-like driveways be required to have street trees?

- Looking south on SE 84th, what are your thoughts about providing pedestrian connections to abutting commercial sites (Fubon, in this case)?

Comments:

- In favor of attached housing units (instead of detached) to leave more room for increased usable outdoor space.
- Any connection is better than no connection
- More people brings more security.
- Private drives like these are used as communal space, play space for children.
- PBOT Cheap and Skinny Streets program was a good approach.
- Provide incentives to developer for providing connections.
- Alternatives to front garages and driveways would be good, if can mean less paving.



Stop 3 (8527 SE Clinton St., R1 zone: apartments fronting small courtyard)

This project was not required to have off-street parking due to proximity to frequent transit on Division. This allowed for a play area and community amenities, in contrast to otherwise similar projects that have the majority of unbuilt space used for vehicle parking areas.

- Should greater flexibility be provided in more locations for outdoors space to be provided instead of off-street parking?
- What are your thoughts about trade-offs between providing parking versus outdoor space?

Comments:

- Should encourage usable outdoor space.
- Has seen other examples of entries oriented to shared outdoor space- works well to create community.
- Jade District not even near capacity for on-street parking, so OK now to not always include off-street parking.
- I'm a big fan of green winning out over cars.
- Consider other on-street parking arrangements, such as angle parking. Provides more parking that could substitute for parking lots, and could mean not having to devote so much site area to parking.



Stop 4 (2743-2781 SE 85th Ave., R2 zone: narrow lot houses and rowhouses)

The first two narrow-lot houses have rear parking, while the attached houses have front garages.

- Should front garages be limited in the multi-dwelling zones, as they are in other types of zones, in order to limit interruptions to the pedestrian environment of the street frontage? (garages cannot occupy more than 50% of building facades in the single-dwelling zones).
- Note the backyard infill across the street (narrow houses) and large proportion of paved area – what are your thoughts about backyard infill development (common in East Portland)?

Comments:

- Pay attention to how people use space.
- Some people will park on the grass in the front yard.
- Cooper Street Bungalows (oriented to green common spaces) are a good alternate model.

Stop 5 (SE 85th Ave., behind Fubon)

This stretch of SE 85th features curb and stormwater facility improvements, and includes a pedestrian connection to Fubon.

- What works well or not-so-well about the street improvements here?
- Is the pedestrian connection to Fubon important to have?
- How could this connection, or future connections to other commercial destinations, be improved?

Comments:

- Important to have safe connections.
- This connection is on a greenway, yet the connection to Fubon is not bike-friendly, not accessible, and hidden.
- Safety is subjective, based on individuals' perceptions.
- It could feel safer with lighting, being more open.



Stop 6 (2866-2916 SE 85th Ave., R2 zone: flag-lot fourplexes behind houses)

Some community members have raised concerns about higher-density backyard infill development because of privacy impacts on adjacent properties, and there are also concerns about the amount of paving for vehicle access and parking.

- What are your thoughts on the appropriateness of flag-lot type development in the multi-dwelling zones?

Comments:

- What are the alternatives? People need to know what the choices are.
- Are you going to tell property owners they can't develop the back of their property?

Stop 7 (8423-8451 SE Brooklyn St., R2 zone: townhouses oriented to paved vehicle area)

In East Portland, multi-dwelling projects with large portions of site area devoted to vehicle area paving are common.

- Given policy objectives for minimizing impervious surfaces and urban heat island effects, should there be limitations on the amount of area that can be devoted to paved surfaces?

- What alternative development configurations could help minimize the amount of paved vehicle surfaces?

Comments:

- Other approaches with less paving would be better.
- Talk to developers who do this pattern/model, what are the reasons?
- Illustrate alternatives when discussing this topic with the community.



Stop 8 (8307 SE Brooklyn St., R2 zone: new apartment development)

- What are your thoughts about this development?
- What works well or not so well about its design features?

Comments:

- More of a sense of community would be provided with a central courtyard.
- ADA accessibility improves with stacked flat configuration.

Stop 11 (SE 89th Ave., adjacent to BES Property)

This area includes a BES property and several large partially vacant properties, along an unimproved street.

- If this land (BES property and adjacent partially-vacant property) were to become a public park, what are your thoughts about allowing greater densities on neighboring properties to allow more residents to be in close proximity to the park?
- Looking at the properties on the west side of the street, what design approaches could be used so that new development responds to the positive characteristics of the area, the Jade District, and/or East Portland?
- What thoughts do you have about the design of improvements to SE 89th Avenue – are there street design approaches that would be especially suitable to this area or East Portland in general?

Comments:

- BES asked us to stop saying this site can be repurposed. But at the very least, can there be something besides chain link fencing?
- Not many examples of density around parks in Portland.
- This area not developed because of street improvement requirements. Costs deter potential developers.
- Invest in robust community engagement, appropriateness determined by community.



- We are asking the community about a lot of things. There is a certain level of fatigue. Need to be strategic with project outreach.
- Need coordination amongst bureaus. Maybe Housing Authority could buy this land.
- Would be good if large property next to BES property could be a park. If could be, then zoning allowing more housing across the street would be good. Combination of City park improvements, plus greater development potential across street, could make it possible to do street improvements. Harney Park is good example of coordination on street improvements.
- Why could parks be included in the Pearl District, but not here?
- When talking to the community about potential design approaches, need to use visuals of various options. Residents don't even know what a flag lot is.
- Parking drives site plans.

Stop 12 (SE 89th Ave. & Division: live-work rowhouses)

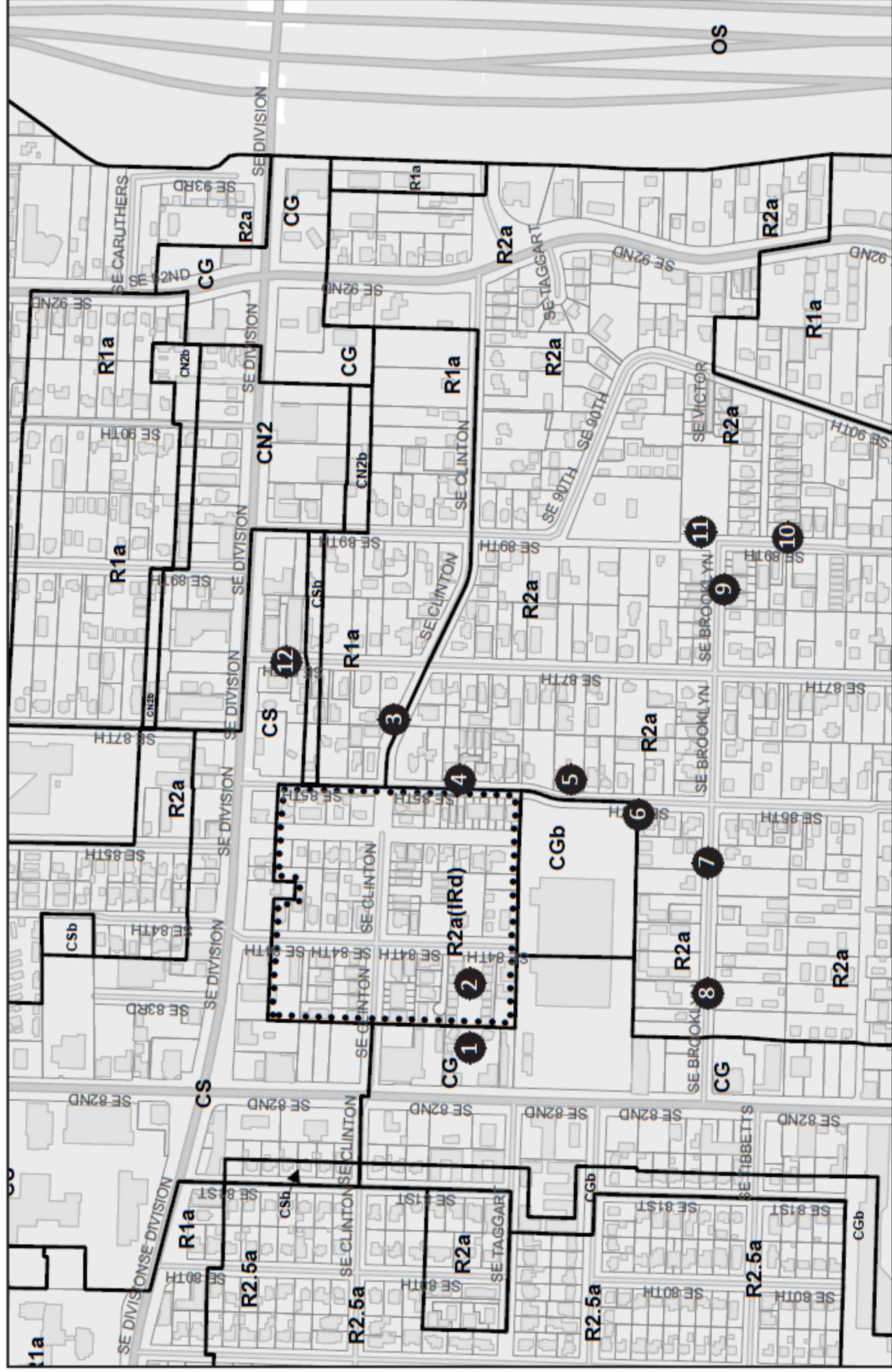
The rowhouses fronting SE Division were originally designed as a purely residential development, but now include small commercial spaces.

- What do you think about the possibility of allowing live-work units or other small commercial spaces along major corridors in the multi-dwelling zones, as a way of responding to the context of these streets and providing residents with positive opportunities?
- What ideas do you have for how rear alleys could be improved or made to be more multi-functional?

Comments:

- Good to allow small businesses on busy streets.
- Allowing alternative arrangements is good to avoid monoculture.
- Small commercial nodes are a Portland pattern.
- Let happen what is already happening organically.
- Would be good to know if alley and rear balconies encourage socializing between residents.





Notes - Rosewood/Glenfair Multi-Dwelling Residential Area Walk

November 1, 2016

The purpose of this walk with community stakeholders was to explore how zoning code development regulations can be improved to help achieve better multi-family development outcomes and street connections, using the Rosewood/Glenfair multi-family residential area as a case study.

Community Participants:

Jenny Glass (Rosewood Initiative)
Kristen Ross (Rosewood Initiative)
Yoana Molina (Rosewood Initiative and area resident)
Tom Martin (Rosewood Bikes)
Mary-Rain O'Meara (Human Solutions)
Bob Rosholt (area resident and developer)



Summary of ideas from the walk:

- Regulations should allow for some ground-floor commercial uses as part of multi-dwelling zone development near light rail stations and on major street corridors.
- Along street frontages, providing landscaped setbacks in front of residential units is good, providing residents with more privacy (buildings with raised stoops are another way of providing for privacy, while also supporting a pedestrian-friendly street environment).
- Providing outdoor spaces for residents is important, especially with the large number of families in the area.
- Parking is important to residents, as many people need to drive to reach their jobs.
- Would be best if projects could include off-street parking and also play spaces/gardens.
- Indoor community spaces can be useful for residents, but there can be safety/crime issues with unsupervised community rooms.
- Pedestrian connections can be useful, but they need to be accessible and have lighting for safety at night.
- It is good for multi-dwelling zoning to provide allowances for a variety of housing types (ownership-type housing, such as houses and townhouses, as well as multi-family development), providing opportunities for a range of different types of households and incomes. Single-level units without stairs should be part of the housing mix to support the aging population and mobility needs.

NOTES:

Stop 1 (NE 147th Ave. & Burnside, RH zone: Hazelwood Station, 4-story apartment complex)

Affordable housing development with accessible units, play area, Head Start program (walking along 147th, note play area behind buildings).

- The RH zone allows buildings to be built up next to sidewalks, but this raises questions about privacy for residents in ground-level units. Do you think it is important to have landscaping between buildings and the street?
- What are your thoughts about allowances for small commercial spaces or live/work units along major street corridors or near light rail stations?

Comments:

- Allowing ground-floor commercial would be good. Our model is mixed-use. Having commercial activates the area.
- This area lacks commercial services. We need commercial allowances for community needs and services.
- Yes, landscaped setbacks are needed.
- Lots of pedestrian traffic going by on way to Max stop, so setbacks for privacy would be good. Ground floor commercial could also help. Not just concerns about privacy, but also security.
- Yes, ground floor commercial would help, but I like additional landscaping.
- Look at East Coast approaches, with stoops and buildings lifted up creating privacy.
- This development's shared area is gated and is a reflection of lack of public parks. Area is gated to keep people out, likely other kids from surrounding area.
- As a mom, safety is important.
- Shared outdoor spaces build community, which helps reduce turnover and stabilizes the property.



Stop 2 (NE Couch & 147th Ave., RH zone: rowhouses with front garages)

Concerns have been raised about front garages and their impacts on the pedestrian environment of street frontages and the loss of on-street parking. Because of this, front garages are limited in other zones (garages cannot occupy more than 50% of building facades in the single-dwelling zones).

- Should front garages be limited in the multi-dwelling zones?
- Some of the trade-offs with other parking arrangements, include loss of backyards in the case of rear parking arrangements, and concerns about competition for on-street parking if no parking is provided. What are your thoughts on such tradeoffs?

Comments:

- I don't like the front garages.
- It is better than a parking lot, and the garages are more secure.
- Many of these garages are likely used as storage.
- I see the garages as being an appealing feature to the market.



Stop 3 (141 & 177 NE 147th Ave., RH zone: apartment developments)

Many apartment developments tend to include surface parking lots, but often have little usable outdoor space for residents.

- No outdoor space is required in the RH zone - should this be reconsidered?

Comments:

- Private sector market demands parking, but as non-profit developers we think about the quality of space and provide outdoor areas for residents.
- Don't choose between parking and outdoor space. I would do underground parking then cover it with a play area and courtyard on top. I would do both.
- Activity is important. Have units facing courtyard.
- We have used tuck-under parking to free up space.
- We are close to transit here, so there may be less need for so much parking.
- I might push back on that just a little. People in this neighborhood do drive to work. Transit does not always go where people work. For many lower-income people here, their car is their most valuable possession, so it is important to have a secure place to park. We will have a car culture in East Portland for some time.



Stop 4 (End of roadway on NE 147th)

NE 147th dead ends at this location, but the street right-of-way and pedestrian access continues north to NE Everett. What would you prioritize if this street, or similar connections, were to be improved for pedestrians?

- Is the preservation of Douglas fir trees important?
- Is a paved surface important?
- Would a narrower, less open pedestrian connection be acceptable?
- How important is lighting
- If you had to prioritize pavement, lighting, and width, what would be at the top of the list? What would be least important?

Comments:

- Douglas firs create shade deserts, where you can't grow anything.
- Plant new trees. Sometimes you just have to start over. The new trees will get large over time.
- People will still walk through regardless.
- I've gone on some ride-alongs with the police and lack of connectivity hinders their work.
- Also think about safety, these streets are very dark at night. I wouldn't feel comfortable walking through here. I would like to see some pedestrian scale lighting.
- I like pedestrian scale lighting, not ones 25 feet up in the sky.
- What about accessibility? A wheelchair or stroller can't get through here.



Stop 5 (247 NE 146th, R1 zone: Glendoveer Woods, 4-story apartment buildings with open spaces)

This is an example of a development on a relatively large site. The large site makes it easier to include substantial outdoors space, compared to development on smaller sites (see project to south), and could make it easier to include street connections.

- What do you think about the idea of requiring small sites to be combined into larger sites for these reasons, before development can occur?

Comments:

- The outdoor space is large, but how well used is it?
- Is this a family serving outdoor space? I suppose it depends on the programming of the units.
- It looks attractive.
- Feels like a facility or institution.



Stop 6 (217 NE 146th, RH zone: apartments/condominiums)

Nearly half of this site is devoted to paved vehicle areas, with very little outdoor space for residents (the RH zone has no requirements for residential outdoor space).

- Do you think it is important for development to include outdoor space for things like play areas, growing food, and trees? Should outdoor space be required?
- Given policy objectives for minimizing impervious surfaces and urban heat island effects, should there be limitations on the amount of area that can be devoted to paved surfaces?
- Should small sites like this be required to be combined into larger sites to provide more opportunities for residential open spaces and street connections?
- Should regulations try to address privacy issues, such as the situation here of the windows of apartment buildings facing each other with little separation?

Comments:

- Kids play in the parking lot, as there is no other place. Won't open windows if there is no privacy.
- This arrangement is pretty bad. Need outdoor space.
- Being so close to the sidewalk, the units on the street have to deal with street noise.
- Thinking back to your question about consolidating lots – I'm not a developer but I can see the appeal from a broader planning perspective.



Stop 7 (NE 146th north of Burnside, RH zone)

These properties have single-family houses, but their RH zoning allows substantial additional housing and change.

- When these properties develop, how might they be designed so that the future development reinforces the positive characteristics of the Rosewood/Glenfair area and East Portland?

- Is it important to preserve the Douglas Firs as part of more urban development or street improvements?

Comments:

- This would be a good area for duplexes, smaller buildings.
- Multi-family development should include kid play spaces.
- Courtyards make great play spaces.
- In Human Solution's projects, we incorporate garden spaces for residents.
- Maybe not every development needs their own outdoor space – what if we had little pocket parks for all the kids in the neighborhood?
- More public space, less private spaces.
- Consider alternative models like eco-villages or some of what Eli Spevak is doing in Cully. There is room for parking and a shop for bike repair, but also green space and gardens. They have all types of spaces and good amenities.
- LIHTCs require indoor residential community space. These spaces are used for birthdays or yoga classes. They are maybe around 1,000 square feet.
- It's a good idea to encourage those types of community spaces. We have a lot of families in East Portland that need space. Also need places to go.
- There are sometimes security or crime issues with indoor community spaces, when they are not monitored. Need to be careful to avoid abuses and make sure they are safe spaces.



West of SE 146th: R2 zone, backyard development – what are your thoughts about backyard infill development (common on the deep lots of East Portland)?

Comments:

- This looks like it's home ownership. It's good to have a variety of options to promote a range of different household incomes.

Burnside & SE 143rd: R2 zone, Fern Grove Apartments (accessible ground-level units, courtyard) – what works well or not so well about the design of this project? What are your thoughts about stacked-unit housing (such as here), versus townhouses or detached houses? Should multi-family housing be prioritized over single-family housing types in the multi-dwelling zones?

Comments:

- This project in particular could use more physical separation from the street.
- Consider single-level units for those who are not very mobile. We should consider aging populations.

Burnside & SE 141st: R2 zone, Irish Moss Apartments (accessible ground-level units, courtyard) – what works well or not so well about the design of this project? Is physically accessible housing something that should be incentivized?

Comments:

- The bike parking here is not correct. It's not covered, it's out in the open.
- Courtyard can double as stormwater facility, but then what do you do about kid safety?



Development Professionals Roundtable Discussions

The roundtable discussions were an opportunity to hear from development professionals (developers, designers, affordable housing providers) about their thoughts on what is working or not working well with Portland's multi-dwelling zoning code regulations, how they can be improved, and to receive initial feedback on potential new directions and implementation ideas. These professionals play important roles in the development of needed housing and have first-hand experience in using the zoning code, providing insights that are part of the broad range of community perspectives being considered as part of the Better Housing by Design project.

Project staff held a series of three roundtable discussions with development professionals during the assessment phase of the project in January and February 2017. Separate roundtables were held with affordable housing providers, designers, and builders and developers. The following summarizes the discussions from each of these roundtables.

Affordable Housing Roundtable Discussion – January 31, 2017

Participants

Nick Sauvie (Rose CDC), Lucy Corbett (REACH), Steve Messinetti (Habitat for Humanity), Mary-Rain O'Meara (Human Solutions), Julia Metz (PCRI), Travis Phillips (PCRI), Michael Fu (PCRI)

Questions

Existing Regulations – General

1. *What is working well or not well with the City's current zoning regulations as they relate to development in the multi-dwelling zones (R3, R2, R1, and RH) outside the Central City?*
 - Regulations, such as scale limitations and outdoor space requirements, can make large family-sized units difficult to do. The density bonus for 3-bedroom units is helpful.
 - We get pushback from community members on providing low amounts of parking. We want to be good neighbors and provide some parking for residents. Since on-street parking is not priced, it is difficult to price parking when on-street parking is free.
 - Form-based zoning: we want to fully utilize density but context may not be similar. Rapid transformation causes neighbor pushback.
 - Setback regulations make development hard to do on small sites, since setbacks in the multi-dwelling zones are based on building wall plane size and can end up between 5' and 14'. Increased height means more setback. This makes it hard to do anything more than 3 stories, even though zoning allows 6 stories. The setback requirement ends up shrinking the footprint and limits useable interior. We lose useable interior space just to provide a setback. This is bad in a housing crisis.
 - Large setback requirements compete with potential useable open space, such as central courtyards.
 - Avoid a monoculture, create a code that encourages a variety of building types. 80% of the city's land is single-family zoning – would like to see more land for multifamily.
 - Maybe there is an opportunity through design review to consider adjacent context.
 - Allow flexibility for new projects to relate to context.

- If an area is zoned for increased density, a developer should not be penalized for being first to develop there when existing context is low scale. Need to provide the community greater clarity as to what scale is allowed.
 - Designs get awkward when responding to the wall plane setback requirements. It is easier to develop multifamily in the commercial zones than in the multi-dwelling zones.
 - Open space ends up not being very usable on small sites. Consider proximity to parks, maybe offer an exemption to providing open space if project is located near a park.
 - Regulations need to provide more options. Would be good to provide a choice to meet some but not all objectives (“two out of three”), to better respond to site, location, variations, or differences.
2. *Are there particular regulations that may be adding significant costs that do not seem to be related to major policy objectives or desired outcomes?*
- It is hard to preserve trees on site, given all the other project elements (housing, parking, etc.). The process is timely and costly to remove a tree and there is no consideration of the quality of the tree.
 - Stormwater requirements have a lot of costs. Is it overkill?
 - The residential buffer for driveways seem pointless. We are required to move a driveway, but it is not helping anything.

Possible New Direction

3. **Form based zoning.** *A potential new direction is a “form based” approach to zoning that allows more flexibility for density and housing configurations within a prescribed development envelope. A form-based approach for multi-dwelling zoning on neighborhood side streets could prioritize these areas for relatively small building forms (2-3 stories), but allow for a diverse range of housing types and densities within this scale. For example, the R2 zone currently is limited to 2 units on a 5,000 square foot lot. A form based approach could allow a broader range of possibilities on such a lot – such as a triplex or fourplex – within a form that is not much different from a large house. What are your thoughts on this potential approach?*
- Would make sense to allow density flexibility. More units would help with affordability.
 - It is a good thing to allow higher densities with lower heights.
 - Form-based is an attractive option to get more units under one roof.
 - You could loosen the limit on the number of units, but not necessarily building scale.
 - Need to think about whether this would discourage family units. Many of the units in the older apartment buildings are not family size, and not up to current code.
 - The market prefers side-by-side (such as townhouses) over stacked units.
 - You could mix single-level accessible units at ground level, with townhouse units above
4. **Outdoor spaces.** *Concerns have been raised about the need for greater amounts of residential outdoor space for development in the multi-dwelling zones (current requirements are for 48 square feet per unit in most zones, but with no outdoor space required in the RH zone), especially given the many families with children living in apartments in East Portland. What are your thoughts about the possibility of increasing the amount of required outdoor space, and requiring some outdoor space in the RH zone? Would this add significantly to project costs and complexity?*

- Any ground square footage for outdoor space means you lose lots of vertical space for housing units, and rooftops are not very practical for outdoor space.
- Small leftover spaces of grass are not very usable. Better to have a large shared outdoor space that is more usable.
- If you don't have enough space for outdoor space, maybe make it be possible to pay into a fund, in-lieu of? Something that might help could be more flexibility in where open space can happen.
- When a developer is trying to maximize density, you could allow for greater height in exchange for including useable open space.
- The current landscape requirements are cumbersome/overly prescriptive.

5. **Front garages.** *For narrow-lot houses, rowhouses, and multi-dwelling buildings, the multi-dwelling zones do not currently limit the amount of ground-level building façade that can be devoted to front garages. This sometimes results in the majority of ground-level frontages devoted to garages, counter to policy objectives for pedestrian-oriented street environments. What are your thoughts on the possibility of limiting front garages to 50 percent of street-facing building facades (the approach currently used in the single-dwelling zones)?*

- Works better to limit front garages if you don't mandate off-street parking.
- Consider unintended consequences of eliminating garages.

6. **Street Connections.** *East Portland is an area with poor street connectivity, but not many new public street or pedestrian connections are being created as part of development in the area's multi-dwelling zones. What thoughts do you have regarding what Portland can do to make the creation of new street or pedestrian connections more feasible as part of new development? Some ideas for reducing the burden of providing street connections being considered by City staff include providing transportation SDC credits and not subtracting street connections from density calculations.*

- Providing street connections adds a lot of cost.
- Could you offer a fund for developers to pay into for the City, and then have the City purchase and build the needed connections?
- The City should pay for new roads.
- SDC waivers could help some developers, but wouldn't benefit affordable housing developers.
- Offer a tax abatement to defray costs of new connections.

7. **Amenity Bonuses** *The multi-dwelling zoning code currently includes a wide range of amenity bonuses that provide small increments of additional density for projects that include specified features (these include affordable units [a recent addition], recreation facilities, children's play areas, three-bedroom units, storage areas, sound insulation, crime prevention features, solar water heating, larger outdoor areas, and tree preservation). Have you found the bonuses to be useful and to improve livability for residents? What bonuses are especially useful and what are not so useful? Is the current range of bonuses good to continue, or should they be reconsidered?*

- Amenity bonuses are most useful when the project is close to achieving extra units. The bonuses enable rounding up. Bonuses help make sites more attractive if they are on the cusp. The ones we mainly use are: 3-bedrooms, storage, and sound insulation.
- Affordable housing developers are already being mandated by the state to provide some of the bonus amenities.
- These are not high enough priorities to be bonuses: crime prevention, solar water heaters, sound insulations.
- Get rid of the bonuses. Focus development bonuses on affordable housing.
- Are community rooms considered as recreation facilities? Maybe it should be in order to be in line with tax credit requirements.

Designers Roundtable Discussion – February 2, 2017

Participants

Art Duhon (Duhon Consulting & Design), Bayard Mentrum (Mentrum Architecture), Brett Schulz (Brett Schulz, Architect), Bill Wilson (William Wilson Architects), Ben White (Carleton Hart Architecture), Diana Moosman (MWA Architects), Mike Beamer (Green Hammer), Mildred White (BAMA Architecture), Michelle Shaheen (Works Progress Architecture), Rick Potestio (Potestio Studio), Kym Nguyen (Concept Design & Associates)

Questions

Existing Regulations - General

1. *What is working well or not well with the City's current zoning regulations as they relate to development in the multi-dwelling zones (R3, R2, R1, and RH) outside the Central City?*
 - Projects in R1 and RH in d overlay: Community Design Standards written for historic properties, but clients want contemporary design.
 - I second this – the standards are too prescriptive regarding roof pitch. Porches are a focus of standards.
 - When parking is required further than 500 feet from transit, it is hard to fit parking on small sites. Adds much complexity and costs. Should reconsider parking requirements.
 - Parking is regulated differently for different types of housing, which adds to complexity and confusion.
 - Get different answers about regulations from different City staff. New hires sometimes don't seem to know code very well.
2. *Are there particular regulations that may be adding significant costs that do not seem to be related to major policy objectives or desired outcomes?*
 - It is good to require outdoor space, but there should be flexibility for a variety of options.
 - D overlay applies to so much development. Often requires too high a level of review and Community Design Standards don't work well. Regardless of changes for multi-dwelling zones, they won't be effective unless some of the d-overlay review process and standards are made better.
 - One thing that is working is no FAR limits in R3, R2, and R1 zones - only have to deal with heights and setbacks.
 - In R2, the unit densities are too limiting.
 - In R1, the required building height step down (to 25') near the street doesn't work well.
 - The ground-floor window coverage requirements in the commercial zones are difficult to meet – should not require this everywhere.
 - If you lose space for building on a small lot, it increases costs.
 - In the multi-dwelling zones, the 15% window coverage requirement is a small amount.
 - Reducing amount of required parking would help.
 - Easier to do multifamily in commercial zones than in multi-dwelling zones.

Possible New Direction

3. **Form based zoning.** *A potential new direction is a “form based” approach to zoning that allows more flexibility for density and housing configurations within a prescribed development envelope. A form-based approach for multi-dwelling zoning on neighborhood side streets could prioritize these areas for relatively small building forms (2-3 stories), but allow for a diverse range of housing types and densities within this scale. For example, the R2 zone currently is limited to 2 units on a 5,000 square foot lot. A form based approach could allow a broader range of possibilities on such a lot – such as a triplex or fourplex – within a form that is not much different from a large house. What are your thoughts on this potential approach?*

- I think this makes sense for affordability.
- Strongly support a form-based approach.
- Support this, but need to reconsider how front garages are regulated. Garage limits are problematic for duplexes. Remove 20% rule for garage.
- The current R2 zone is too restrictive. Need to allow more density. Allow two ADUs for each unit. Limitation on numbers of units is a problem. More flexibility can allow private provision of more affordable housing.
- Allow buildings to be as close to the street as possible, this allows for more space at the back of the building.
- Need to allow more building height per floor. Need 11’ per floor (ceiling heights of 9-10’ are preferable). Don’t create height limits that end up with 8’-high ceilings. The smaller a unit is, the more interior heights you want for air and light. Limiting density goes contrary to our goals, we need more density.
- Small front setbacks are not good when buildings are poorly designed. Large townhouses (2,500+ square feet) are going on the market in close-in North/Northeast at \$800,000 to 1 million, this drives up housing costs. Need to limit building envelopes so the units are not so big and expensive.
- Limit building scale, but not units. Control the look of development, but provide flexibility for numbers of units. Also provide more flexibility for open space.

4. **Outdoor spaces.** *Concerns have been raised about the need for greater amounts of residential outdoor space for development in the multi-dwelling zones (current requirements are for 48 square feet per unit in most zones, but with no outdoor space required in the RH zone), especially given the many families with children living in apartments in East Portland. What are your thoughts about the possibility of increasing the amount of required outdoor space, and requiring some outdoor space in the RH zone? Would this add significantly to project costs and complexity?*

- Good to have a mix of private and shared outdoor spaces.
- 48 SF per unit makes sense for larger multi-story buildings.
- Provide a break in outdoor space requirements when near a park.
- Sometimes balconies end up being used for storage. Small outdoor spaces are often too little to be usable.
- Doing a project with REACH, which decided not to do balconies. Shared courtyards can function better. Requiring a balcony for every unit results in extra costs and are sometimes not used.

5. **Front garages.** *For narrow-lot houses, rowhouses, and multi-dwelling buildings, the multi-dwelling zones do not currently limit the amount of ground-level building façade that can be devoted to front garages. This sometimes results in the majority of ground-level frontages devoted to garages, counter to policy objectives for pedestrian-oriented street environments. What are your thoughts on the possibility of limiting front garages to 50 percent of street-facing building facades (the approach currently used in the single-dwelling zones)?*

- There are good reasons to limit front garages.
- Issue is that people don't use garages for parking, but for storage.
- Don't lose backyard space to solve a parking problem.
- Front garages can be designed well, see Boston for example. Problem is often the cheap door and trim.
- Limits on front garages end up creating very small garages that are not very usable. Need to rethink the way garages are regulated.
- Straddle lot line for shared access with garages in back, allow building to come forward.
- Lack of alleys is an issue.
- Can do a 9'-wide garage door, which could meet 50% garage limits, except that the limitation is based on interior dimensions. Better to base garage limit on width of garage door, instead of interior dimensions.
- Garages may be appropriate for courtyard housing to avoid driving through shared open space.

6. **Street Connections.** *East Portland is an area with poor street connectivity, but not many new public street or pedestrian connections are being created as part of development in the area's multi-dwelling zones. What thoughts do you have regarding what Portland can do to make the creation of new street or pedestrian connections more feasible as part of new development? Some ideas for reducing the burden of providing street connections being considered by City staff include providing transportation SDC credits and not subtracting street connections from density calculations.*

- Need to provide flexibility in street location. Hazelwood station – flexibility from the city allowed developer to bend the grid slightly to keep contiguous lot.
- SDC waiver when providing street connection would help, also not subtracting density.
- Would be good to have a fund to help pay for high costs of building new streets, timeline for review is very long and tedious.
- Big blocks in East Portland are an opportunity – take advantage of this. Should have strategies for innovative approaches like walkways, mews, woonerf type streets that become pedestrian focused.
- Need to be creative, looking at new approaches to development in East Portland, opportunities for courtyard housing, new housing types.
- Could increase heights or allow for a variety of heights to meet density goals, but also allow room on parcel for open space.

7. **Amenity Bonuses.** *The multi-dwelling zoning code currently includes a wide range of amenity bonuses that provide small increments of additional density for projects that include specified features (these include affordable units [a recent addition], recreation facilities, children's play areas, three-bedroom units, storage areas, sound insulation, crime prevention features, solar water heating, larger outdoor areas, and tree preservation). Have you found the bonuses to be*

useful and to improve livability for residents? What bonuses are especially useful and what are not so useful? Is the current range of bonuses good to continue, or should they be reconsidered?

- Amenity bonuses not benefiting the public realm, just residents.
- Why not have bonuses for solar photovoltaics, other sustainable features?
- The design overlay makes bonuses more challenging.
- Bonuses seem very selective and limited, adds time and complexity to review process.
- The affordable housing bonus is onerous for small projects.
- High-performance buildings (thick walls) get penalized if using FAR (form-based). Provide bonus for thick-walled construction, since provides energy efficiencies.
- Base building height on proximity, with smaller scale next to houses.
- Need to reconsider parking requirements.

Developers Roundtable Discussion – February 10, 2017

Participants

Guy Bryant (GPB Construction), Bob Rosholt, Trisha Paul (Energy Trust), Mike Mitchoff (Portland Houseworks), Vic Remmers (Everett Homes), Kym Nguyen (CDA), Garlynn Woodsong (Woodsong Partners), Eli Spevak (OrangeSplot), Adrian Vasile (Urban Development Group), Rob Justus (Home First Development)

Questions

Existing Regulations - General

1. *What is working well or not well with the City's current zoning regulations as they relate to development in the multi-dwelling zones (R3, R2, R1, and RH) outside the Central City?*
 - Would be good to increase the amount of land available for multifamily.
 - Restructure bonuses.
 - Parking minimums should be reconsidered/eliminated.
 - Detached accessory structures - use same allowances provided in the single-family zones, allowing accessory structures in setbacks.
 - We should have way more multifamily zoning. Many areas of R5 could go to R3.
 - Don't like setback regulations, based on building wall plane. Very complex, makes buildings funky and more expensive to build. Doesn't help anything.
 - I don't think anyone cares about larger setbacks, not very usable.
 - Townhomes can be same form as single-family house, should regulate setbacks in similar way.
 - Need to change the way density allowances are calculated, which now causes loss of units with ROW dedications. Would help if calculated density allowances gross, before ROW dedications.
 - Should be looking for ways to allow increased density, given need for more housing.
 - When buy or earn density through bonuses, projects become ineligible for adjustments – this should be changed.
 - 48 SF is not enough outdoor space for children. Should be options for shared area. Can't do much with 6' x 8'. 10' x 10' open space could work better.
 - Community Design Standard focuses on historic look instead of a contemporary styled building. This is too prescriptive.
 - To achieve 2' between and 5' behind for bicycle parking space, makes it difficult to fit. Would be good to allow bike parking structure in setbacks, along with garbage structures. Storage area bonus does not allow the storage areas to be used for bike parking. Should be changed.
 - Common house/facility with kitchen gets counted as a unit and pay separate SDCs. Need to have a way of providing this type of common amenity without it being counted as a housing unit.
 - Long-term bike parking - can we have option for fund to pay into?
 - Do not like ripping out perfectly good sidewalks just to go from 5' to 6', due to PBOT requirements when existing sidewalks do not meet current standards. This is wasteful and costly.
 - Traffic studies - if you are meeting zoned density for a small project with a pair of units, why is a traffic study necessary for a small land division? Just paid \$5,000 for a letter from

engineers. Should not require traffic studies for two-lot subdivisions. Need a threshold below which a traffic study is not required.

- I'm a big advocate of shared courts, but they are difficult to do because of regulatory complexity and process. Could make it easier by designating a single planner handle these projects who has specialized knowledge. This would save time and the learning curve of staff unfamiliar with the complex regulations. Also, please don't require trees to be planted before construction is done – damage to plantings happen when installed before construction completed. People love shared courts, but not getting done because they're too difficult to do right now.
- In R1, need minimum 10,000 SF lot to develop on it. Should change this.
- Front setback maximum of 10' -- should be more liberal to allow for garbage enclosures.
- In general, the biggest thing that makes our lives difficult are big changes. Don't be so broad with code changes that there are unintended consequences. So much in flux right now.
- How building coverage is calculated is an issue for rowhouses - they lend themselves to covered porches as outdoor space, but 3 walls are treated as coverage so can be difficult to include because of building coverage limits.

2. *Are there particular regulations that may be adding significant costs that do not seem to be related to major policy objectives or desired outcomes?*

(answered as part of Question 1)

Possible New Direction

3. **Form based zoning.** *A potential new direction is a “form based” approach to zoning that allows more flexibility for density and housing configurations within a prescribed development envelope. A form-based approach for multi-dwelling zoning on neighborhood side streets could prioritize these areas for relatively small building forms (2-3 stories), but allow for a diverse range of housing types and densities within this scale. For example, the R2 zone currently is limited to 2 units on a 5,000 square foot lot. A form based approach could allow a broader range of possibilities on such a lot – such as a triplex or fourplex – within a form that is not much different from a large house. What are your thoughts on this potential approach?*

- Need to change density regulations - they limit where I will do projects. Scale should be what guides development, not unit density.
- Scale should be treated differently on side streets versus main corridors. On main corridor, ground floor allowances should allow flexibility for active ground-floor uses, like commercial, that can change over time.
- Form-based approach would encourage more multi-family housing, but not Missing Middle housing like rowhouses. Need a zone and places for rowhouses.
- I like the form-based code model, but need density minimums so that the multi-dwelling zones don't become places for McMansions (if RIP goes in and limits house size in single-family zones, don't want the multi-dwelling zones to instead be the places for big houses).
- Form-based approach makes sense. Could potentially eliminate the need for bonuses.
- Maybe still need the bonus for 3 bedroom units, so that it is not just small units being built.
- The comp plan logic is that R1 and R2 zones are where we want lots of people to live. The more units we can get the better, especially for affordability. Mix of unit types/sizes is important.

- If you regulate by FAR in these zones, should be generous.
- When talking unit density, I have 3-bed units with a single person in them. Think of population density over unit density - will result in a better mix.
- Regulating by FAR makes sense for commercial/office, but is not good for regulating residential buildings, such as rowhouses.

4. **Outdoor spaces.** *Concerns have been raised about the need for greater amounts of residential outdoor space for development in the multi-dwelling zones (current requirements are for 48 square feet per unit in most zones, but with no outdoor space required in the RH zone), especially given the many families with children living in apartments in East Portland. What are your thoughts about the possibility of increasing the amount of required outdoor space, and requiring some outdoor space in the RH zone? Would this add significantly to project costs and complexity?*

- We focus on long-term livability so we already include shared open space, such as play areas. Important for encouraging long-term tenants.
- Consider basing outdoor space requirements on site size/density. Hard to fit outdoor spaces on small sites at higher densities.
- Many people, such as professionals, don't use outdoor spaces.
- For single-family development, 10' x 10' doesn't seem too onerous.
- 10' x 10' is too much on a small lot.
- Should have an option that offers exemption if close to a park.
- A problem with zoning code administration is that staff comments vary based on what planner is reviewing. Same house plan, same zone is regulated differently based on reviewer.

5. **Front garages.** *For narrow-lot houses, rowhouses, and multi-dwelling buildings, the multi-dwelling zones do not currently limit the amount of ground-level building façade that can be devoted to front garages. This sometimes results in the majority of ground-level frontages devoted to garages, counter to policy objectives for pedestrian-oriented street environments. What are your thoughts on the possibility of limiting front garages to 50 percent of street-facing building facades (the approach currently used in the single-dwelling zones)?*

- Do not do a blanket front garage limitation. Tuck-under garages reduce prominence.
- Need to preserve on-street parking, should be limitations on numbers of driveways close together.
- Rear parking doesn't get used. Maneuvering to get to rear is too difficult and lose useable backyard space. Would rather do no off-street parking than to do rear parking.
- Loss of on-street parking is the key consideration.
- Don't require parking if want to solve the problem of front garages. Builders will do no parking options, if allow this

6. **Street Connections.** *East Portland is an area with poor street connectivity, but not many new public street or pedestrian connections are being created as part of development in the area's multi-dwelling zones. What thoughts do you have regarding what Portland can do to make the creation of new street or pedestrian connections more feasible as part of new development? Some ideas for reducing the burden of providing street connections being considered by City staff*

include providing transportation SDC credits and not subtracting street connections from density calculations.

- PBOT standards for 8' sidewalks take up a lot of space and are expensive. Easier to get street connections if allow narrower streets.
- Would be easier to provide narrow ped./bike connections.
- The Fire Marshall will require a lot of space. Fire hydrants not located well.
- PBOT should contribute to the costs of connections, instead of depending on one property for a needed connection. Need to address costs if want more connections.
- Density allowances should not be reduced after ROW dedication.
- Currently, street connection requirements deter development. Have avoided sites due to possibilities of street connection requirements.
- Can't keep housing affordable with PBOT's street connections requirements and the costs to development. Study should be done to show impacts of street dedications on development feasibility, housing costs and rents.
- PBOT needs to be reasonable in their requirements, reduce costs.
- PBOT should build needed connections, then apply liens on property owners that get paid when property sells.
- Out of the box thinking (like above) is what needs to happen.
- These are debt driven decisions -- the roads are going to encourage investments and city will realize improved property taxes.

Developers Roundtable - Submitted Written Notes:

- Allow density calculation to be based on site area before all dedications.
- Community Design Standards:
 - Use of fiber cement (composite materials) in RH zone should be allowed.
 - In R1, R2, and R3, fiber cement (composite materials) should not be limited to 6" wide.
 - Vehicle areas should be allowed between building and street under certain conditions. 146 East for example. Also applies to East Corridor Plan District Requirement.
 - There should be more flexibility in how to assemble vertical and square windows to form a horizontal composite window.
 - For main entrance, an articulated breezeway should be allowed to meet the requirement. (also applies to East Corridor Plan District Requirement).
- Amenity Bonus Play Area: more flexibility in the choice of equipment and ground cover.
- Bicycle Parking: within a unit, a designated space should be enough. There is no need to require a locking device within a living unit.
- Tree regulations are too limiting and have not resulted in a saving of trees for our projects.
- East Corridor Plan District: Revise FAR diagrams for denser development along Light Rail.
- A church's conditional use definition should include "affordable housing" as one of the approved uses.
- Revise on-site circulation that requires 6' wide sidewalks for small developments – 5' is plenty.

Initial Public Workshop

February 25, 2017

A public workshop was held on February 25, 2017, to introduce the project to the public and provide an initial opportunity to discuss issues related to multi-dwelling development and street connectivity. The event was held at Portland Community College Southeast at SE 82nd and Division to accommodate community members who live in Eastern Portland, as well as a citywide audience (30 community members participated). The workshop included small group discussions on the topics of outdoor spaces, street frontage design, East Portland characteristics, and street connectivity. The following are notes from the small group discussions and a summary of input received from an online survey based on the workshop questions.

Outdoor Space and Site Design – Notes from Small Group Discussion

- Economics can be a barrier to large shared open space.
- Public to private gradient is important.
- Shared open space helps build community.
- Porches and patios should face shared open space.
- Lower the garage and put front porch on top.
- For park deficient neighborhoods, allocate land on private development or put money in a pot.
- Family housing needs to be programmed
- Tradeoff for open space if site is adjacent or near a neighborhood park.
- Open space requirements may take away from much needed units.
- Economic tradeoff regarding buildable square footage – Open space receives development incentives through more FAR.
- Narrow/skinny houses are a waste of open space.
- Semi-public courtyards – part of regulation
- Balconies/patios provide eyes on the street.
- Allow balconies to overhang the public right-of-way
- For family housing/aging in place, both private and shared open spaces are important.
- Increase the 48 square feet minimum requirement.
- Terraces; public to private gradient.
- Allow rooftop space for open space
- Open space amenity means increased costs.
- Don't require every unit to have open space requirement because it leads to increase in rent.
- Pocket parks, median strips.
- Vancouver B.C. is a case study for providing semi-public open space.
- Mid-block parks on big blocks – provide bonus transfers.
- Create pleasant/dynamic experience for pedestrians.
- Balconies can project into ROW, so they can provide open space without taking up so much space on the lot.
- Balconies can be really well-used – look at Chicago examples
- Larger context matters a lot in determining how much open space is needed. Is there a park nearby? Access to shared space at neighborhood level should make a difference.

- Cultural context affects how shared space is used.
- When shared space is used, it creates greater value than private space does, builds community.
- Shared space could be better when it's shared with smaller numbers of people, rather than a really big space for a very large number of people.
- Shouldn't require provision of expensive, use-specific shared space – should be flexible, easily repurposed for different tenant combinations over time.
- Recreation can happen in unlikely-looking places. For example, church parking lot used as a playground rest of the week.
- Shared space should be designed with an eye toward the demographic expected for the building given its characteristics (like size of units, number of bedrooms, etc.)
- Access to shared space shouldn't be limited to only the residents – can act as communal space for larger neighborhood.
- Parking is important, especially for people who don't have a choice not to drive.
- It's fine to have taller buildings if you get more space on the lot for open space, and parking too.
- Transportation Demand Management measures should be incentivized or required to address parking demand.
- Can't choose one option (detached, attached, stacked) – there should be options for site-specific situation – needs to be based on the site.
- Larger context is important – neighborhood parks, commercial destinations, etc. should be factored in.

Street Frontage Design – Notes from Small Group Discussion

- On-street parking is limited – need to take a portion of available space for off-street parking.
- Remove parking minimums
- Reduce or eliminate curb cuts for off-street parking in R1, RH etc. zones.
- We need to consider density and access to complete Centers – increased accessibility translates to a decrease in number of cars.
- Yes, this is a problem.
- Need to consider what happens on the ground floor.
- R1 and R2 can interrupt active uses on corridors.
- If we build in car storage, we diminish our ability to change over time.
- The front of the lot is the people zone, not cars. Garages in the back preserve this.
- We need to consider how design influences people's behavior – if we design for cars, we get cars.
- We should extend no parking requirements beyond just close to transit.
- No off-street parking requirements could reduce housing costs.
- Small sites limit flexibility, there is competition for space; I value open space over parking
- What is the City's policy on alleys? Alleys solve a lot of problems.
- What about considering shared mobility such as car share? We could design in exclusive shared mobility spaces.
- Having eyes on the street is the most important element.
- Without alleys in Inner Portland, we need garages.
- We should have no cars.

- Curb cuts remove on-street parking.
- The future does not include private vehicle storage.
- Garages don't build community.
- Driveways cost money.
- City should communicate good design solutions to developers.
- We should consider future flexibility to respond to life changes.
- Regulations should be different for Inner and East Portland contexts.
- Consider housing + transportation costs.
- Parking management systems are good.
- Choose 1: front garden or parking pad.
- We like the idea of a covered parking area to provide usable outdoor space.
- Nobody (*in one small group*) likes front garages, but provision of parking in the rear should be choice of property owner.

East Portland Characteristics – Notes from Small Group Discussion

- Swales can be dangerous – on Glisan, cars hit them.
- Watch setback restrictions to allow more open space in back.
- More density may be necessary – from 2-stories to 3-stories.
- I like the mid-block open space – bring people together. Example, Division & 33rd development is good for gathering.
- Currently mostly single-family homes around open space.
- No one solution. If park is nearby, development can be at edge. Combine outdoor spaces
- Look at BPS regulations, need green relief. Doesn't need to be much, but some.
- Start doing the mid-block. Incentivize development.
- Look at East coast, they have all sorts of amenities – common open space, trees, pools, etc.
- Area or District Plans cater to different areas, for example Jade District. More fine grained. They fit the context of the area, are not generic.
- Common space is intergenerational.
- Mid-block, people can get in and out.
- Incorporate green infrastructure.
- Consider new technology – timber pressed, taller buildings
- Consider Universal Design. Be adaptable over time. Wider doorways. Doesn't cost as much to age in place.
- Up to 5-stories in order to accommodate parking (under, in back), otherwise waste of space.
- Lot coverage requirements.

Street Connectivity – Notes from Small Group Discussion

- Invest public money to purchase lots and get new connections
- Use different strategies in different neighborhoods
- Lighting is needed for safety and security
- Neighbors along walkways don't know about their maintenance responsibility
- Private walkway liability issues

- One size doesn't fit all but basic safety issues are important
- Half street typology doesn't build sense of community
- Cully pathway example, with common garden - is pro community
- Consider ADA/wheelchair accessibility
- Proper bike lane width
- Fire access on bike path – how will fire response know path location
- Developers may not want public access on private streets
- Connections always need lighting / security
- Does not need to be either/or public versus private
- Racial equity: do communities of color feel comfortable (allowed) to use connection along or through a private site
- Developers may be discouraged from building
- Neighbors often exclude people from public right of way using signs, barriers, etc.

General – Miscellaneous Notes from Small Group Discussion

- BES should be here.
- Get rid of stigma around “condo”.
- Flexibility for diversity of housing types.
- Solar access
- Design is more than aesthetics
- Aesthetics are still important, though, and bad aesthetics aren't necessarily cheaper.
- Allow more units
- Design should make it easy to do affordable rental housing.
- More bonuses for affordability – flexibility to allow reduced costs if affordable housing is included
- Keep costs down
- Can we go taller and have it all?
- Growth is good – many places aren't growing, or are shrinking, and that's a terrible place to be in.
- But growth just for the sake of growth is bad.
- Climate change needs to be a focus.
- Growth should be in centers, but not corridors until issues of health and safety are addressed.
- Growth should be in inner PDX where there's a lot of infrastructure.

Initial Public Workshop – Online Survey Results

To provide additional opportunity for public input, staff posted an online survey based on the workshop discussion questions. 42 people responded to the online survey (which was open from April 10 through May 30). The following summarizes survey responses, ranking the options for each question in the survey based on the combined responses (a ranking of “1” represents the most popular option).

Better Housing by Design - Online Survey Results

If you were in charge of setting the rules, what uses of the site would you prioritize?	Rank
Shared space (like courtyards or children’s play areas)	1
Space for large trees	2
Private space (like balconies or small yards)	3
Landscaped space between the buildings and street	4
Space for parking cars	5
When there is a public park nearby, do you think property owners should be allowed to provide less outdoor space for residents?	Rank
Yes	1
Maybe	2
No	3
Which housing arrangement in the photos above do you think works better?	Rank
Stacked	1
Attached	2
Detached	3
If you were in charge of setting the rules, which of these would you prioritize?	Rank
Fewer driveways	1
Less pavement	2
More space in front yards for things like trees, gardens, porches and patios	3
More space in back yards for things like trees, gardens, porches and patios	4
Given your priorities above, which parking arrangement do you think works better	Rank
No onsite parking at all	1
Rear parking	2
Front parking	3
If you were in charge of setting the rules, which of these things would you prioritize?	Rank
Affordable housing: Include housing units that are affordable (based on income)	1
Accessible housing (not in the current code): Include housing units that are accessible to people of all ages and abilities	2
Street connections (not in the current code): Build new street or pathways on the property.	3
Tree preservation: Preserve more than the required number of trees on the site.	4
Three bedroom units: Include at least some housing units that have three bedrooms.	5
Sound insulation: Make sure that noise (from the street and other units) is reduced inside the units.	6
Other (please specify)	6
Larger outdoor areas: Provide more outdoor space per unit.	7
Solar water heating: Provide solar-heated water to all units.	8
Storage areas: Provide storage inside the units AND additional storage for large things like strollers.	9
Children’s play areas: Include an area with play equipment like a slide.	10
Outdoor recreation facilities: Include things like a basketball court, swimming pool, permanent picnic tables, etc.	11
Crime prevention: Include security features recommended by the Portland Police Bureau.	11
Which types of new connections would be a good fit for your neighborhood center?	Rank
Pedestrians and bicycles connection	1
Street with sidewalk(s)	2
Pedestrian-only connection	3
Paved roadway only	4

Stakeholder Working Group Meetings

A series of five Stakeholder Working Group (SWG) meetings were held from March through May 2017. These meetings included participants with a range of perspectives, including community group representatives, development professionals, tenant advocates, neighborhood residents, affordable housing providers and age-friendly advocates.

These meetings served as a forum for discussing issues and potential solutions, and to help inform City staff as they developed concepts. Each meeting focused on a different set of topics, with three of the meetings focusing on development and street connectivity issues in Eastern Portland. Participants in the SWG meetings were not appointed, and meetings were open to any interested community members. This approach allowed for a shifting set of meeting participants with interest and experience in the specific topics and geographies for each meeting.

Stakeholder Working Group Meeting Notes: March 7, 2017

Date: March 7, 2017

Time: 6:00 p.m. to 8:00 p.m.

Location: 9955 NE Glisan Street (Ride Connection Office)

Topics: East Portland Characteristics, Development Bonuses

Attendees:

Edward Love, Todd Struble (Jade District), Bob Rosholt, Katie Larsell (Planning and Sustainability Commission), Marissa Clarke-Ritter (Rosewood Initiative), Cora Potter, Michelle Anderson, Jenny Glass (Rosewood Initiative), Wendy Klein (Reach Community Development), Kym Nguyen (Concept Design), Arlene Kimura (Hazelwood Neighborhood), Simone Goldfeder (Constructive Form Architecture), Travis Phillips (PCRI), May Dea, Eavan Moore (Community Alliance of Tenants), Andrew Kurkinen, Soren Impey (Portland Tenants United), Sam Fuqua (North Tabor Neighborhood), Stephanie Kaza, Will Roberts.

Staff: Chip Lazenby (facilitator), Bill Cunningham (BPS), Denver Igarta (PBOT), Leslie Lum (BPS), Neil Heller (BPS)

General Comments/Questions

- I want to see holistic development – communal open spaces.
- Would like to see tie-ins to the Climate Action Plan, sustainable development approaches, higher energy efficiency standards.
- Higher quality construction important.
- Higher density ties into sustainability and affordability.
- Too many requirements can drive upfront costs.
- Residential mortgages can be more affordable due to interest rate being locked in for 30 years.
- Commercial Loans (5+ units) don't sync up with residential/commercial building code (3+ units).

East Portland characteristics

Participants discussed what features are especially important to include as part of multi-family development in East Portland (generally east of 82nd Ave./I-205), so that development better responds to the areas distinct characteristics and needs. Staff presented ideas for common open spaces, including space for large trees, mid-block open spaces, and landscaped front setbacks. Participants also discussed approaches for multi-family development along the area's large, multi-lane street corridors.

- Support for keeping the middle of blocks less built up, retaining open spaces.
- How do patterns of development along block edges and interior block open spaces develop incrementally? That is not the way development in the Jade District is happening now.
- Impacts on housing costs must be considered. Can incentives help reduce developer costs?
- Provide density reward for providing public street dedications.
- Use flexible street/sidewalk design options to preserve trees, maybe sidewalk goes into lot around a tree. Also consider tree-friendly paving options.
- Concerned about impacts on housing costs from requirements for streets and stormwater facilities. This increases rents. Need to find ways of maintaining affordability.
- Parking requirements add costs to housing – maybe trade parking for amenities.
- I would like to see functional, communal open spaces. Maybe a series of “mini-centers” on the interior block open space.
- Mid-block open spaces would be really good for our community.
- There is a lot of dense housing development in East Portland. Need to do this well. Children need outdoor places to play, also indoor gathering places.
- Need master plans for these areas with large blocks, providing guidance on appropriate development and connections.
- Dogs, Roofs, Standing Spaces:
 - Some multifamily does not have setbacks for walking dogs.
 - Pitched roofs look good.
 - People waiting for buses need additional standing space and shelter from the weather.
- Like the idea of front building setbacks and allowances for small business along major streets.
- Better streets will be better for businesses.
- Don't let allowances for commercial spaces replace potential for residential units.
- Like the idea of providing opportunities for live/work arrangements, but need to consider noise impacts on residents.
- We need space on the sidewalk for transit infrastructure.

Development Bonuses

Participants discussed priorities for development bonuses.

- Need more of a link between bonuses and sustainability. We need solar array and green roofs. Our current bonuses seem arbitrary – bonuses should tie directly to our city goals.
- Consider people density versus unit density - Ex: Could have seven 2-bed units or 14 1-bed units).
- Need more affordability tiers, such as for housing at deeper affordability levels than 60% and 80% MFI.

- Remove all existing bonuses and only focus on housing affordability.
- Quality design should be required no matter where in the city something is being built.
- How you design an amenity makes a big difference, such as providing semi-private outdoor spaces as a transition between common open spaces and residences.
- Be more multi-objective with development bonuses, aim to meet multiple goals/purposes.
- Question the use of density as the main bonus mechanism. What about using permit fee waivers, SDC reductions, tax abatements?
- Amenities don't always pencil, developers need incentive to make them work.
- Some of these amenities should be required, not optional, such as sound insulation and security features. Or, make them part of a package of requirements for the more important bonuses.
- Affordability isn't just about rent. Some existing bonuses affect household economics and/or family health, such as solar water heating (lower energy costs) and outdoor spaces.
- Bonuses for 3-bedroom units could be a concern in East Portland, such as in the David Douglas school district, given school crowding.
- Think about how regulations sync with construction costs (greater density/building height can cost more) – what are the market realities? – why would a developer choose to include this amenity?
- I need more information about these bonuses and how they work or why a developer would choose to use them or not.
- Add a bonus for quality design of buildings.
- We need alternative options for right-of-way connections that don't require building a full street.
- Consider flexibility in amenities bonuses that relate to needs in different parts of the city, such as 3-bedroom units in inner neighborhoods.

Development Bonus Priorities

Participants were asked to identify their top five highest priorities among the existing and potential development bonuses. Participants most frequently identified affordable housing as their highest priority. Other development bonuses that were identified as top priorities by more than half of the participants were: children's play areas, accessible housing, street connections, outdoor recreation facilities, and three bedroom units.

Participants suggested the following as additional development bonuses: indoor gathering spaces, sustainability approaches, energy efficiency (exceed energy code), senior housing, view planes.

Additional written comments on development priorities:

- I think a lot of my fellow East Portland neighbors hear "affordable housing" and associate it with "cheap," "poorly constructed," "subsidized," "Section 8," etc. The feeling of many East Portlanders is that we were incorporated against our will in the 80s + have had no seat at the table when decisions are made. Our tax dollars are taken by "Twee Portland" and goes to build more bike lanes for people who have access to all of the city's amenities. In the meantime, it seems like our open spaces are taken + developed by people who don't live here, so we have dense, "affordable housing." Maybe we could have a few housing projects that are well-built, destination homes?
- Sound insulation and crime prevention features should be a requirement.
- Perhaps weight bonuses based on neighborhood need? More 3 bedrooms close in, or more open space where parks are lacking.

- Accessible housing: 10-25% for at least 20% of units, near frequent service transit only.
- Street connections: include bike/ped only as an option.
- Outdoor recreation facilities: allow per unit sq. ft. to be combined into 1 area.
- Three bedroom units: inside of 60th only.
- Solar water heating: or other building or neighborhood scale energy systems.
- Affordable housing: we need other and better vehicles for affordability. The existing IZ thresholds are deeply flawed. Can't zone your way into affordability.
- Calibrate density bonuses wisely.
- Identify/weigh criteria differently in different neighborhoods.
- Accessible housing: have to do, code requires.
- Street connections: prioritize pedestrian/bike connections, not vehicular.
- Allow mixed use/retail – better design, stronger community.
- Larger required outdoor areas: commons, plus indoor, and require private outdoor space for each unit.
- Reduce on-site parking requirements.
- Allow for alternative street design to preserve trees, more outdoor space.
- We need another list of fee reduction bonuses.
- Why can't these be incentivized by reduced permit fees?
- Group (bonuses) by key city sustainability and livability goals: A) affordability; B) Climate/carbon goals, urban heat island mitigation; C) safety and livability.
- Three bedroom units: No - let market determine.
- Solar water heating: No – doesn't contribute enough to climate goals, is just a token.
- Children's play areas: Super important! East Portland is parks deficient.
- Three bedroom units: I think this serves families and leads to more stable housing. Single units create high turnover.
- Storage areas: this is a waste of space and I'm not sure how this encourages smart development.
- Solar water heating – I like this if it leads to lower utility costs for residents.
- I think urban forestry is important.
- Affordable housing without rent caps. If you can't limit future costs, how can you cap anything?
- These bonuses are all kind of the same – how do they stack up?
- Affordable housing – this should be a base line requirement.
- Balance the incentive by need of neighborhood. So 3 bedrooms higher in close in / open space outer, etc.

Additional Feedback

- Hold similar forums in East Portland cultural gathering places that will draw sub-communities (i.e., grade schools, churches/temples, etc.). Go where residents who care about community already form a natural nexus for leadership and support. Ex: PBOT holding forums at Velo Cult.
- Organize incentives under major city goals, right now "density" appears to be the only goal.

Stakeholder Working Group Meeting Notes: March 23, 2017

Date: March 23, 2017

Time: 6:00 p.m. to 8:00 p.m.

Location: 4815 NE 7th Avenue (Northeast Coalition of Neighborhoods Office)

Topics: Open Space Requirements, Scale-Based Approaches

Attendees:

Robert Mumford, Curt Schneider, Madeline Kovacs, Doug Klotz, Antonia Molina, Drew Chiasson, Alex Lortrakul, Rose Schaffer, David Schoellhamer, Simone Goldfeder, Alan Delatorre, Sam Noble, Michael Fu, Shawn Postera, Jim Gorter, Even Heidtmann, Bruce Nelson, Kate Piper, Sarah Iannarone, Katie Larsell, Michael Anderson, David Sweet, Graham Wright, Soren Impey, Marsha Hanchrow, Sam Fuqua

Staff: Chip Lazenby (Facilitator), Bill Cunningham (BPS), Radcliffe Dacanay (BPS), Marc Asnis (BPS), Neil Heller (BPS)

A. Open Space Requirements

Question 1: Should residential outdoor space be required in the high-density multi-dwelling zone?

- Vary requirements based on proximity to city park.
- Consider changing outdoor space requirements to per bedroom vs per unit.
- Open space requirements should be weighted toward shared space, requiring less open space per unit if combined into shared space as an incentive.
- Lack of street connectivity can make it difficult to reach nearby parks – ¼ mile distance to a park without connections should not count.
- Balconies are often not useful as outdoor space, often used as storage. More value in larger shared spaces.
- Requiring open space affects development costs. Allow inexpensive shared outdoor space options, like community gardens.
- Need more shared space. Shared spaces, including indoor community spaces, allow for social connections.
- Maybe require less outdoor space for Inclusionary Housing projects providing affordable units.
- Don't trade open space for affordability. Lower-income families need outdoor space, too.
- Keep in mind that any required open space on the ground also goes vertical for as many stories as the building is, so this can limit housing opportunities. This is especially so, and expensive, for small sites in high-density zones.
- Roof space is only so big and using as outdoor space can be expensive.
- Don't want outdoor space requirements to limit the ability to house people.
- Open space needs to be quality, useable space.
- Providing access to light needs to be a consideration in the design and location of open spaces.
- Need to consider outdoor space at different scales, such as shared outdoor spaces at the block scale, and outdoors spaces at the scale of individual properties. Need to consider context.
- Parking requirements compete with outdoor space in East Portland.
- Don't over-engineer outdoor space requirements based on lot sizes (such as the 20,000 SF threshold).
- Provide bonuses for Eco roofs. Eco roofs are a two-for-one, open space and sustainability.

Question 2: Should shared outdoors space be required for large sites (20,000 SF+)?

- East Portland should be treated differently – shared outdoor space is especially important there. Don't have just one citywide code.
- East Portland residents prefer family/community spaces and are willing to trade parking for it. Find a way to implement interior block pedestrian connections in East Portland.
- Use open space requirements as incentive for affordability.
- Requiring outdoor spaces won't create equality.
- Get away from arbitrary thresholds in your requirements (Inclusionary Housing thresholds will create many 19-unit buildings to avoid 20-unit threshold). Do not create incentives for breaking properties into smaller sites to avoid thresholds.
- Private vs public open space. City should provide public spaces/parks close to multi-family housing, rather than depending on each property to provide outdoor spaces. Need to look at bigger picture, not just what happens on individual properties.
- We could consider a suburban repair overlay in East Portland. Be innovative in East Portland.

Question 3: Should the amount of required outdoor space be increased in the lower-density multi-dwelling zones?

- Distinguish between useable and unusable space. Not only about amount required but quality of the space itself makes the difference - more is not always better.
- Shared social space (including indoor space) is key, rather than individual spaces.
- There is a danger in requiring too much that might limit innovative housing types.
- Access to light from two directions should drive outdoor space design, rather than a simple 48 square foot calculation.
- Look at changing R2 to not only be townhomes.
- Vary open space requirement based on proximity to city park.
- Consider the transition from single-family to multi-family, requiring more outdoor space adjacent to single-family zoning.
- Trade unusable side setbacks for better open space elsewhere on sites. We need functional, useable open space in the inner neighborhoods.

B. Scale Based Approach to Development Intensity

Question 1: What do you think about the idea of regulating by building scale instead of unit counts?

- Need to think about impact of this approach on size of units, family housing.
- Scale-based approach is good, especially if it provides more accessible units.
- Form-based approach is good. Neighborhood concerns are often about size of building, so scale can be more important than density.
- Experiment with FAR -based approach – it makes sense, but maybe start with an overlay area first.
- Scale-based approach makes sense to be cohesive with the Residential Infill Project.
- Just make sure that this approach doesn't allow large trophy houses (need minimum density).
- Provide development bonus to encourage family-sized units?
- Concerned about reducing allowed height/scale. May not win neighbors over anyway.

- FAR-based approach makes sense, but could reduce creation of family-sized units.
- Maybe tie this approach to particular housing forms, like courtyards (scale and access to light need to be considerations).
- Do away with side setback table. Sometimes requires 14' side setbacks, making it impossible to include courtyards or high-density development on small sites.
- What about a bedroom area ratio to encourage family units?
- Equity: private market encourages detached houses, which are not affordable. Need to create incentives for rental housing.
- Use extra FAR as bonus for affordability.
- We have a shortage of income and affordability, not family size homes.
- Parking requirements are a barrier to R1 zone development. Need to reconsider parking.
- Limiting by unit density results in large units and expensive housing, so FAR/scale-based approach is a good thing in allowing for smaller units that are more affordable. Still would allow family-sized units.
- 45% of Portland is zoned for single-family homes, we need more smaller units.
- Keep in mind that stacked units must be condos to be ownership housing.
- Form-based approach would provide needed flexibility.
- Housing with yards – maintenance is an issue for older adults.
- Need to find ways of incentivizing rental housing, such as through fee reductions.
- Consider creating incentives for small units, such as though lower “climate-impact” fees.
- Should also consider a minimum FAR.
- Even with changes, only a small portion of lots will get developed, so new approach will only have limited impact in housing production over the short term.

Question 2: What do you think about the idea of requiring buildings in the higher-density zones (45' or more height) to step down in scale to adjacent single-dwelling zones?

- No – should instead rezone the single-family housing next to higher density development.
- Transitions in scale next to single-family is important. Two most important neighborhood concerns are scale and then parking.
- Transitions are essential, and solar access.
- Should not just be a narrow corridor of density. The density needs to go back into the neighborhoods, instead of providing transitions in the narrow band of corridor density.
- Height step downs cause loss of housing units.
- Building height step downs provide space for socializing (with decks).
- Upzone the lower zone if there is a large disparity in scale.
- Instead of setbacks and step downs, look more at specific privacy issues – could be addressed by not having windows facing adjacent properties.
- Reduce setback requirements – these impact small sites.

Additional Comments

- Frontage requirements can be barrier to desired typologies.
- Eliminate parking requirements – adds costs and equity impacts.
- Housing type preference may change if they include desired amenities (outdoor space, storage).

- As population ages, yard care becomes increasingly difficult – shared space can help with this.

Submitted Written Comments

Garlynn Woodsong:

1) Using a Form-Based Code to regulate the multifamily R zones. I urge the City to do away with density restrictions in these zones, and instead to go with a form-based approach to regulate building scale. In order to maintain distinctions between the zones, I urge the use of height and/or FAR to distinguish between R1, R2, R3 and RH.

In that light, I think it makes sense for the height limits to be as follows:

RH: 55'+ more with bonuses

R1: 45'

R2: 35'

R3: 30'

The FAR should be a minimum of 1.0 for all of these, IMHO, with no max FAR within the height, lot coverage, and setback limits.

Currently, these zones can have a mandated 14' or more setback, when a tall wall faces an adjacent single family zone. This is excessive. The setback should be 5', though solar access provisions should be available to protect sunlight access for single family zones to the north, and to a lesser extent to the east and to the west. With a form-based code, all of this should be regulated in a simple manner; a retail street overlay would encourage a zero setback next to retail pedestrian streets, as well as active ground-floor uses that could include retail tenants in a flex space that could also allow for live/work.

2) Ground Floor Active Uses on Main Streets: I urge the City to allow / require space for active ground floor uses, including retail, for all multifamily R zones on corridors. I think that this would be a part of adopting a form based code to regulate the multifamily R zones. This would avoid the dead zones that happen on streets like Alberta where R zoning is interspersed with C zoning.

David Schoellhamer:

Thank you for the interesting discussion last night. Additional comments follow:

Open space:

question 2, Force large sites to have shared space?:

An advantage of large shared space is that it probably creates visual open space for the neighborhood.

General comment: Using balconies to satisfy open space creates a lot of opposition from adjacent neighbors who lose privacy. This would get worse if setbacks are reduced. Discourage

balconies that invade neighbors' privacy. Favoring shared space would accomplish this. Private space is not necessarily private for everyone.

question 3: increase open space requirement for R1-3?:

Increasing open space adjacent to single family zones would help smooth the transition from single to multi family. To alleviate affordable housing concerns, perhaps decrease required open space further from single family zones and near parks.

Scale based zoning

Setbacks and stepdowns are needed. Adjacent property owners lose solar access, property value, privacy, and quality of life when a transition is poorly executed. Abrupt transitions like the one shown below foment opposition within neighborhoods to the best intended plans to increase density.



The City should consider the following principles when deciding how to change zoning to increase density:

- 1) Develop neighborhood scenarios for future housing demand. Consider the demand for housing created by population growth and the paradigm that more supply is needed to increase affordability. A simple scenario is to start with the Growth Scenarios Report estimate of 20,000 new households in Southeast Portland by 2035. Sellwood-Moreland has 8.1% of the land area of Southeast Portland. Therefore, if growth is uniformly distributed in Southeast, Sellwood-Moreland would grow by 1,620 households.
- 2) Estimate how much growth can be accommodated with existing zoning, property turnover, and construction rates in each neighborhood. This should be a holistic approach that considers commercial, accessory dwelling units (ADUs), and existing multifamily and single family zones. For example, there are at least about 1,300 units presently under development in our neighborhood, a 22% increase from the total number of units in 2015.

3) If additional density is needed, introduce it gradually. Phase in the additional density by allowing only one additional unit per lot and years later evaluate supply, demand, and infrastructure resilience before increasing density further.

The housing scale and FAR slides at the meeting were very good, please post them.

David Schoellhamer
Sellwood Moreland Improvement League (SMILE)
Land Use Committee Chair

Graham Wright:

I did have a couple of followup thoughts to share from the March 23d meeting:

Upon reflection all of the ideas presented were too incremental and cautious in light of the climate action goals (glad someone brought that up). I think you can't be too radical - go ahead and require co-housing, period, and you'd be doing us all a favor I think.

I saw a news item where one of the European countries plans to phase out gasoline cars by 2030; this is the kind of thing we need to be doing.

A few months ago I went to a Commission hearing about the climate action plan, and all the action items presented by staff for the next five years likewise amounted to just dinking around. One of the commissioners noticed that and asked "well all of this put together doesn't get us there does it?" The answer was no, and in response to the followup question about what would, the answer was well, we need to get off of coal and cars. So let us get on it. The land use planning stuff I have seen from the city seems to have this "centers and corridors" idea deeply embedded, but I am not convinced this idea is compatible with decarbonized transportation.

United Neighborhoods for Reform
contact: Jim Gorter

RE: RESPONSE TO MARCH 23 STAKEHOLDER WORKING GROUP MEETING

United Neighborhoods for Reform (UNR) is a grassroots organization focused on preservation and responsible infill of Portland's single dwelling neighborhoods. It was formed in 2014 in response to the demolition of viable structures, the loss of neighborhood character and the loss of affordable single family homes. Forty-two Neighborhood Associations have formally endorsed a resolution supporting UNR's goals. Specific UNR objectives include:

- Limiting the demolition of viable, affordable single family houses,
- Promoting infill responsive to the scale and character of Portland's traditional neighborhoods,
- Requiring deconstruction rather than demolition,
- Eliminating the dispersal of hazardous materials released during demolitions, and
- Mandating infill development consistent with the 2035 Comprehensive Plan goals for focusing density in centers and corridors.

UNR is concerned about the interface of single dwelling zones and multifamily/multiuse zones, especially in inner neighborhoods.

In response to the questions asked by staff at the March 23 meeting, UNR recommends the following:

1. In accordance with the 2035 Comprehensive Plan, focus density around centers and corridors. Encourage development that will maintain neighborhood vibrancy and encourage new centers which create new twenty minute neighborhoods.
2. The problem is not the single dwelling zones. Do not convert these zones to multifamily zones. The problem is the underdevelopment of existing R1 and R2 zones. Encourage their full potential, and discourage or disallow single family development in these zones. The proposed changes to residential zoning rules would allow higher density in the R5 zone than in some multifamily zones. This is a crazy way to manage density.
3. Multifamily zones must be part of a middle housing strategy. Do not ask adjacent single family homes to bear the full burden of higher density. Use the middle housing model to require density transitions into multifamily zones.
4. Do not allow height and density bonuses immediately adjacent to single dwelling zones. Bonuses are already allowed on single dwelling lots adjacent to some higher density zones.
5. Require step downs on buildings adjacent to single dwelling zones.
6. Require building design which protects privacy, open space and sunlight for adjacent single family houses.

United Neighborhoods for Reform looks forward to working with you to create a Portland which protects the commitments that residents have made to their homes and neighborhoods while providing housing opportunities for all its citizens.

Stakeholder Working Group Meeting Notes: April 6, 2017

Date: April 6, 2017

Time: 6:00 p.m. to 8:00 p.m.

Location: 8114 SE Division St (Jade/APANO Multicultural Space)

Topics: Street/pedestrian connectivity and alternative development approaches for Eastern Portland, focusing on the Jade District as a study area.

Attendees:

Simone Goldfeder, Emily Guise, Curt Schneider, Kym Nguyen, Madeline Kovacs, Doug Klotz, Todd Struble, Sue Wierba, Michael Sonleitner, Soren Impey, Andre Oswill, Sue Fuqua, Diane Linn, Katie Larsell, Judy Low, Robert Schultz, Hector Dominguez, Khan Phan, Cody Aarons, Jen Lundstrom

Staff: Chip Lazenby (Facilitator), Bill Cunningham (BPS), Radcliffe Dacanay (BPS), Marc Asnis (BPS), Neil Heller (BPS), Denver Igarta (PBOT), Daniel Soebbing (PBOT)

C. Connections

Question 1: Where should a pathway be required?

- Phase connections in over time.
- Create a secondary network of pedestrian connections.
- Need to consider costs. Pathways are O.K. if it is not feasible to do a full street.
- Consider the larger context. Need to know where utility easements are, trees, disused ROW, etc., to know what opportunities and issues exist.
- Should be bike/ped only. Like pathways a lot. Many places don't want cars going through.
- Hard to deal with multiple property owners. Concerned about not getting a pathway all the way through to the next street, when only one property develops.
- At the very least, secure the right-of-way so improvements can be made later.

Question 2: What are important elements to consider in these types of connections?

- Houses should face toward pathway ("eyes on the connection" for safety).
- Need to include pedestrian path wayfinding signage, such symbols/arrows, to clearly indicate these are public connections.
- Need opportunities for street basketball, space for play, universal accessibility, ADA routes.
- Affordability is important. Need to balance desired amenities with cost considerations.
- Housing choice.

Question 3: Should we encourage driveway or lot consolidation?

- Would be great to be able to allow properties to share a driveway. Not allowed currently.
- Shared access would be an ideal outcome.
- Shared arrangements would be best, but how can this be done when each lot develops at different times?
- New development should share previous property's driveway.
- Amount of development brings more cars, and parking takes up road space. Need to require development to include parking to address parking problems.

- Parking increases housing costs. Reducing paved areas and parking could help affordability.
- Minimize new construction costs by building on existing elements.

D. Alternative Development Approaches Discussion

Participants were presented with examples of a range of alternative development approaches, in order to gauge if some outcomes are preferable than others. These alternative development examples were based on site configurations common in the Jade District, as a case study for medium-density development in East Portland. Participants were asked to rate each example as an outcome that would be “Preferred,” “OK/Acceptable,” or “Should Discourage.”

Alternative Development Approaches - Connections:



Separate Driveways:

0 preferred, 1 ok, 12 discourage



Full Street:

9 preferred, 0 ok, 0 discourage



Pedestrian Connection:

11 preferred, 0 ok, 1 discourage

Alternative Development Approaches - Housing



Detached Houses, Small Setbacks:

0 preferred, 2 ok, 8 discourage, 1 outlaw



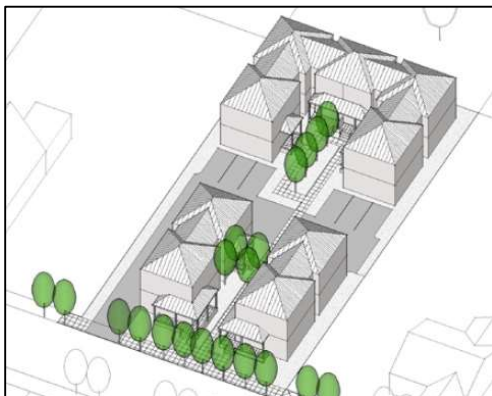
Attached houses, Rear Open Space:

2 preferred, 8 ok, 2 discourage



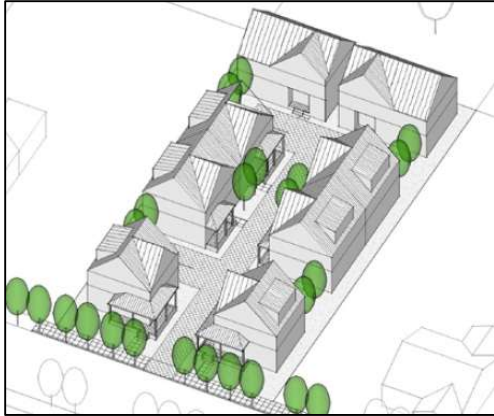
Stacked Units, Rear Open Space:

6 preferred, 9 ok, 1 discourage



Central Courtyard:

8 preferred, 4 ok, 2 discourage



Shared Court:

6 preferred, 2 ok, 6 discourage



Common Green Houses:

6 preferred, 4 ok, 1 discourage

Comments:

- Provide bonuses and incentives for connections.
- Encourage voluntary inclusion of affordable units.
- Do not subtract new street connections from development allowances.
- When we lose units, construction gets more expensive.
- Keep SDCs local – apply transportation SDCs toward local street improvements.
- Concerned about the many examples with houses or townhouses, as these will likely be ownership units and will be relatively expensive. Stacked rental units are more likely to be affordable.
- Homeownership needs to be an option for lower-income households, and compact houses and townhouses provide these opportunities in East Portland.

Stakeholder Working Group Meeting Notes: April 19, 2017

Date: April 19, 2017

Time: 6:00 p.m. to 8:00 p.m.

Location: 4815 NE 7th Ave (Northeast Coalition of Neighborhoods Office)

Topics: Street frontages – garages, entrances and setbacks; Inner Neighborhood development approaches

Attendees:

Eavan Moore, Simone Goldfeder, Susan Novak, Sam Noble, Doug Klotz, Laura Becker, David Schoellhamer, Ben Earle, Katie Larsell, Kym Nguyen, Soren Impey, David Sweet, Gina Whitehill-Baziuk, Gary Whitehill-Baziuk, Julie Hoffinger, Julia Metz, Terry Parker, Linda Nettekoven, Alessandra Novak, Jay Fesler, Margaret Davis, Sam Fuqua, Garlynn Woodsong, Jessica Engelman

Staff: Bill Cunningham (BPS), Neil Heller (BPS), Chip Lazenby (Facilitator)

Street Frontage Design – garages, entrances, and setbacks

Question 1: Should the amount of ground-level street frontage that can be garages be limited?

- Yes – should limit front garages.
- Need smaller front setbacks to make it easier to bring parking to rear.
- Garages add costs – focus on real multifamily housing, not townhouses.
- Garages are cheaper to build than finished space – so not more expensive, and providing off-street parking with front garages does not cause loss of parking (typically provides 2 spaces).
- Front garages and curb cuts - sacrifices public on-street parking for private parking.
- Off-street parking should always be required, but not necessarily garages.
- Equity concerns in catering to needs of households with two cars.
- Focus on the future - may not include private car ownership.
- Garages are used for storage and as multi-purpose space – windows in garages help activate.
- Better to have good street frontages and street trees.
- Rear parking can be converted later to other things, such as gardens, community spaces.
- Many people park on the street anyway, even when they have garages – so don't assume garages equate parking.
- Don't make assumptions about houses being occupied by low-income or high-income households. Can have multiple adults living together, with lots of different needs.
- Front garages are ugly and should be prevented.
- Parking permit program will help address competition for on-street parking near corridors and transit stations.
- More than 70% of apartment residents have cars – need to design for this.
- Corridor apartment development brings competition for on-street parking between rowhouse owners and renters. Off-street parking ensures rowhouse owners have parking spaces.
- Zoning code should be context sensitive – where alleys exist, parking access should from the alley, reinforcing neighborhood character.
- Figure out what areas are important to have pedestrian-oriented design, and focus pedestrian-oriented design standards in those areas.
- Front garages detract from positive street environments.

- Shared driveways could help reduce multiple curb cuts.
- Parking permit program – could change decisions on including off-street parking in new multifamily buildings.
- City should improve existing alleys so that they can be used.
- Garages can be designed to look nice – look at how design of front garages can be improved through design, promote good design instead of banning front garages.
- Reality is that many people use cars – need to build housing to reflect this reality.
- Reality is lower income households drive less – need to think about costs of requiring parking facilities.
- 59% of low-income people drive to work.
- Maybe bike/transit during week, but car is stored until weekend and used for out of town trips.
- Various lifestyles have various auto usage patterns.
- Parking permit programs are discriminatory toward existing residents (they didn't cause the parking shortage).

Question 2: Should a similar limit on garages apply to ground-level structured parking for larger multi-dwelling buildings?

- Structured parking along street frontages should only be allowed when partially below grade (3' above grade max).
- First floor parking eliminates ground-level, accessible units. This is contrary to our goals.
- Should be based on site/location – garages can be designed well, with visual screening.
- Should encourage mixed-use instead of structured parking along streets.
- Underground parking is very expensive and will increase rents.
- Use a hedge to screen the parking from sight.
- Visibility into parking garage is good for safety.
- Windows should provide views to people activity, not parking. Would be better to activate the ground floor – maybe even some commercial space.

Question 3: Should street-facing entrances be required for multi-dwelling development?

- Not having front entrances is unpleasant – Alberta example should not be allowed to happen.
- Apartment buildings should have entrance facing street, or to a courtyard connected to a street.
- Should be location specific – only require in pedestrian-oriented areas.
- Not having a front entrance is car biased - need to encourage bike/ped, not orientation to car parking.
- Can design a project well without street-facing entrances – this is a design issue, not something that should be required. Need to consider privacy issues.
- Entrance requirements can constrain certain desired typologies – consider clustered housing, especially on deep lots. More about where paths are located and connections to streets.
- Consider how you define “entrance” – should allow orientation to courtyards.
- Should we consider neighborhood context if neighborhood context is bad? When Alberta example was built, Alberta was not an active pedestrian area.
- Alberta example is a good example of a place that eventually became pedestrian oriented – design standards should support this.

- What to do about corner lots with more than one street frontage? Quiet side streets can be a better place for orientation and entrances than busy corridor.
- Entrances on the street offer safety, should be accessible.
- Keep opportunity for alternate arrangements.

Question 4 – Front Setbacks:

A: Should small front setbacks be required in the higher-density multi-dwelling zones?

B: Is it important to limit height to 25’ within 10’ of the street?

- Will we allow more height if we require a setback?
- Should allow a mix of zero setbacks, with portions of buildings setback with landscaping.
- R1 zone on corridors shouldn’t have step downs or setbacks – should match the mixed-use zoning on the corridors.
- Step down is bizarre, too limiting – don’t need this.
- Consider context if requiring setbacks – base requirements on what is there. In more residential areas, should have landscaping.
- Landscaped setbacks add costs and this is a city. Apartments should be urban. Also, setbacks are not useable space.
- Need building setbacks to provide space near transit stops.
- Consider functionality/usability. 3’ setbacks seem arbitrary.
- Look to Vancouver, BC (multifamily with landscaped setbacks) as example – we should respond to the Northwest “greenness,” good for residential areas.
- Consider tenant preferences – setbacks less important than affordability.

Question 5 – Revise side setbacks?

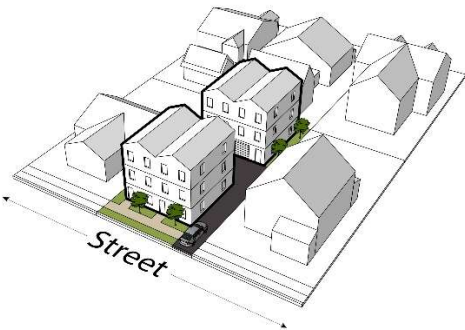
- Yes, definitely revise the side setback requirements. Courtyard apartments hard to do with existing requirements, even on large lots.
- Allow T-shape apartment buildings, with no side setbacks up near corridor street frontages.
- Reduce to 5’ and allow projections, accessory structures in setbacks.
- A uniform approach is not good – maybe reduce required setback on one side, larger setback provided on other side.
- Should be area specific. There are differences in Northwest versus 60th Avenue area, where setbacks are important.
- Minimal side setbacks allow for more useable space on lot, such as a rear yard.
- Should promote zero setback allowances.

E. Alternative Development Approaches – Inner Neighborhoods

Participants were presented with examples of a range of alternative development approaches, in order to gauge if some outcomes are preferable than others. These alternative development examples were based on site configurations common in Inner Neighborhood areas with multi-dwelling zoning.

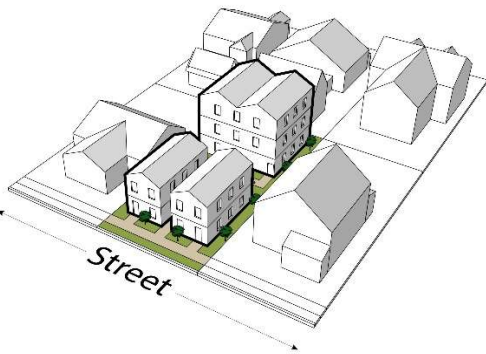
Participants were asked to rate each example as an outcome that would be “Preferred,” “OK/Acceptable,” or “Should Discourage.”

Alternative Development Approaches – Medium Density (Single Lot):



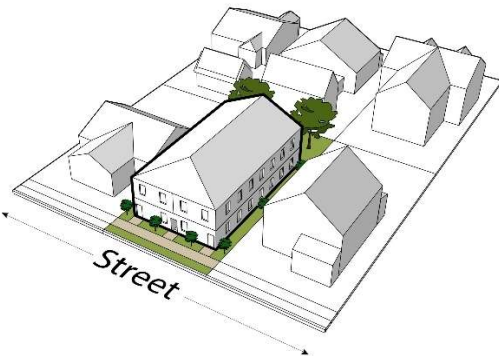
Family Size Townhouse Units:

3 preferred, 9 ok, 6 discourage



Small-scale Buildings Along Street:

1 preferred, 13 ok, 4 discourage



House-like Plex:

10 preferred, 6 ok, 1 discourage

Medium Density Double Lot – Access/Courtyard Options



Central Driveway (off-street parking):

0 preferred, 3 ok, 12 discourage



Courtyard (no parking):

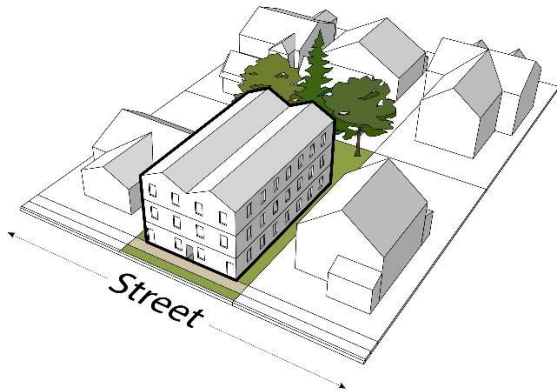
7 preferred, 10 ok, 1 discourage



Courtyard Cap Over Parking:

10 preferred, 6 ok, 0 discourage

Alternative Development Approaches – High Density:



Single-lot Development:

5 preferred, 8 ok, 0 discourage



Portland Courtyard:

10 preferred, 6 ok, 0 discourage



Perimeter Block:

13 preferred, 3 ok, 0 discourage

Comments:

- House-like Plex:
 - The house-like plex is an efficient use of space: small side setbacks, with some rear yard, veg garden in back, fenced for pets/kids.
 - We have a lot of beautiful existing examples of this type – plexes are a good housing type.

- Make these possible again. Multiple stacked units are more affordable than townhouses.
- Variety is important.

F. Submitted Written Comments:

David Schoellhamer

I attended the April 19 workshop, the presentations and comments were interesting. Here are some additional comments for you to consider:

Q1: Garages:

limiting the % frontage of garage is good, similar to single family zones. The building should be inviting to people, not cars.

Tuck under garages are better than grade level.

Grade-level garages on the front get worse as the width of the unit decreases

Q2: Ground level parking

This type of parking is not appropriate for our neighborhood. Residential use of the ground floor is preferred. If required, parking should be below grade like commercial zones.

Houseplex: While the pictures you showed were attractive, I worry that allowing such buildings in R1 would result in a 4 story boxy building rather than a nice looking oversized house. R1 should not have 4 story boxy buildings. Perhaps a sufficient FAR limit would prevent this.

Setbacks:

I had to catch a bus so I missed most of the setback discussion. A 5 foot setback seems reasonable if combined with a height reduction and FAR limitation discussed two workshops ago IF the neighboring property has the same or denser zoning. If the neighboring property is a less dense zone, then the set back should be dependent on the building height and a step down should be considered. The boundaries where zoning density decreases are where we have the greatest conflicts.

David Schoellhamer

Sellwood Moreland Improvement League (SMILE)

Land Use Committee Chair

Stakeholder Working Group Meeting Notes: May 3, 2017

Date: May 3, 2017

Time: 6:00 p.m. to 8:00 p.m.

Location: 16126 SE Stark Street (Rosewood Initiative Space)

Topics: Street/pedestrian connectivity and alternative approaches for high-density development in Eastern Portland, focusing on Rosewood/148th Avenue as a study area.

Attendees:

Andrew Kurkinen, Sarah Iannarone, Simone Goldfeder, Katie Larsell, Ken Marks, Jenny Glass, Sarai Rodriguez, Doug Klotz, Bob Rosholt, Basim Khadim (plus two others), Rick Potestio, Soren Impey

Staff: Bill Cunningham (BPS), Neil Heller (BPS), Radcliffe Dacanay (BPS), Denver Igarta (PBOT), Daniel Soebbing (PBOT), Chip Lazenby (Facilitator)

G. Street connections – pedestrian connections, safety features

Question 1: Should we consider pathways instead of full street connections?

- The problem with pedestrian only paths is lack of safety or the perception of being unsafe. These types of connections need homes facing onto them to provide more eyes on the connection.
- Better to get a partial street connection, for future full street connection, as these provide better visibility – from adjacent buildings and cars.
- Near schools, so many people are driving – need safe sidewalks on streets like Glisan.
- We need to figure out a way to incentivize these connections to be built or maybe even use eminent domain. We need funding. What about some sort of transportation overlay for value capture?
- We need street safety on major streets, like buffered cycle tracks, which are inexpensive.
- Like the idea of getting pedestrians off the main streets (unpleasant environment) by providing connections on secondary streets. Rather bike on Burnside, than on busy Stark street.
- Safety concerns with ped/bike pathways in East Portland, such as the I-205 bikeway – they have the tendency to become sketchy.
- As pedestrian, like being separated from cars/busy traffic to feel safe – need more separation on busy streets like Stark.
- If we do build pedestrian paths, make them straight with good sight lines. Would also need to include low pedestrian-oriented lighting and benches.
- Need to work with adjacent neighbors on safety and security concerns.
- Tall fencing along pathways create blind spots where one can start to feel trapped if in a bad situation, provides places for illegal activity.
- Build an active transportation network of narrow streets, with slow speeds that allow cars and pedestrians to mix, but only allow local auto access. Similar to neighborhood greenways approach.
- Concerned about sharing the road with cars who speed, issues for blind people. 135th has a greenway designation, but cars speed through.
- Put Stark on a road diet and allocate space to peds/bikes.
- Dead ends are fine if they include pedestrian path connections between them.

- On big streets, the real problem is speed, so:
 - Lower speed limit. This does not cost anything.
 - Narrow the streets.
 - Buffer the bike lanes, adding trees.
- Lighting is key for pedestrian connections.
- Need interruptions on long straight-aways to slow traffic on streets like Stark.
- We should create a connectivity index and use local SDCs to help fund important connections.
- For street connections, consider bonuses and SDC waivers.
- We need different/alternative types of streets, such as boulevard treatments on Stark, alternative approaches for ped/bike connections, and think about creating better connections out of connections that already exist (such as existing poorly-marked connections to schools).
- With easements, need to consider liability and crime issues on private land. What will insurance cover?

H. Alternative Development Approaches Discussion – Rosewood Area RH Zone

Participants were presented with examples of a range of alternative development approaches, in order to gauge if some outcomes are preferable than others. These alternative development examples were based on site configurations common in the RH zone in the Rosewood area, as a case study for high-density development in East Portland. Participants were asked to rate each example as an outcome that would be “Preferred,” “OK/Acceptable,” or “Should Discourage.”



Recent Example (ample parking, multiple buildings) 0 preferred, 1 ok, 6 discourage



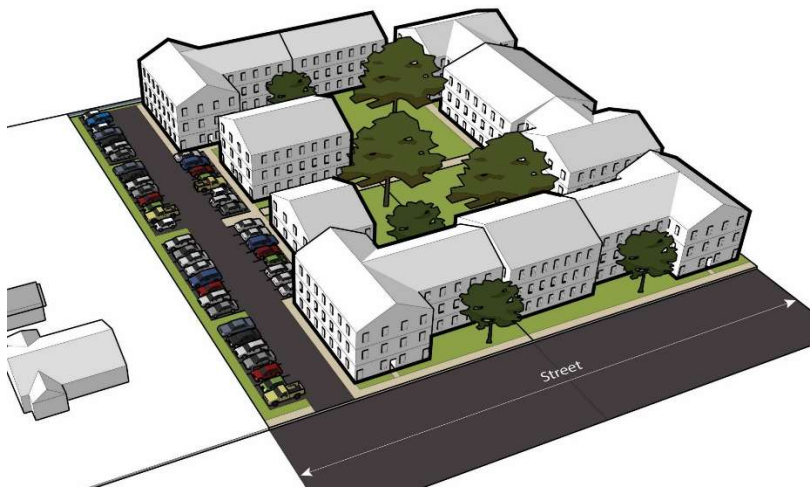
Mid-Block Open Space (less parking, single building) 0 preferred, 0 ok, 6 discourage



Side Open space and Tuck Under Parking: 0 preferred, 3 ok, 0 discourage



Multiple Buildings and Dispersed Open Space: 0 preferred, 3 ok, 3 discourage



Large Central Courtyard:

Comments:

- We should code for a changing future. One that we can't see right now. One that allows flexibility.
- Examples have too much parking. Build housing, not car storage.
- Consider climate action goals, less emphasis on cars.
- Use parking as trade for units/affordability.
- Cars are important to people living in the Rosewood area, such as for getting to work – transit doesn't go to where many people's jobs are. Parking is needed.
- It is hard to understand what the minimum standards are in the US – in Canada it is clear that residential has front gardens, while shops are built next to sidewalks, and pedestrian and bike connections are designed to feel safe.
- The prototypes do not illustrate good design – parking and buildings are clumped awkwardly.
- Go look at 1920s garden apartments. These are parked, but in an elegant manner, more dispersed way.
- Good to integrate parking into the buildings in order to gain positive elements.
- Buildings should have multiple entrances.
- Need to rethink the idea of 1 parking space per unit – this is too much. Auto-centric design is bad for livability.
- Parking is important in this area. If we commit to less parking, then we need to commit to better transit/bike/ped infrastructure. Right now, people in the Rosewood area do not have good alternatives to getting where they need to go.
- I drive because transit is inconvenient and walking is unsafe with little kids.
- Mid-block open spaces are not always the best idea. Better to have multiple open space types, allow a variety.
- Having outdoor space at the rear sometimes doesn't feel safe – better to have outdoor space surrounded by residences, not tucked in the rear, out of sight.
- I would feel safe having my children play in the large courtyard example – this type of development should be encouraged.
- Have buildings wrap central open space.

Public Open Houses on Draft Concepts

On June 1 and June 3, 2017, public open houses were held to present the draft code concepts and to receive initial public input prior to the release of the Concept Report. The June 3rd open house was held at PCC Southeast for the convenience East Portlanders. 46 community members participated in the two events.

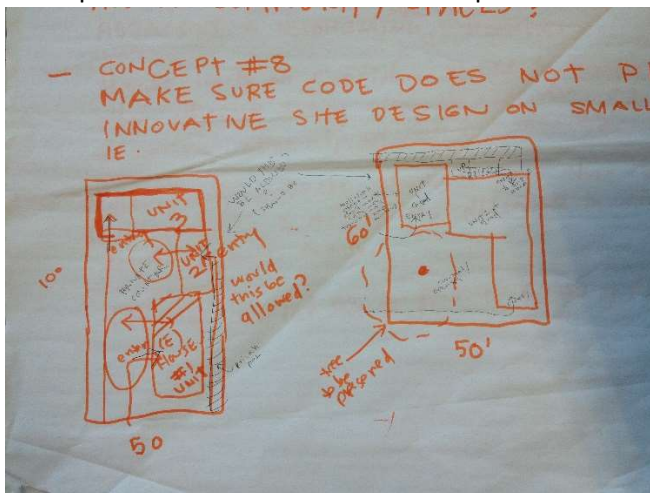
Code Concepts Open House: June 1, 2017

Time: 5-7p

Location: 1900 SW 4th Avenue, 7th Floor

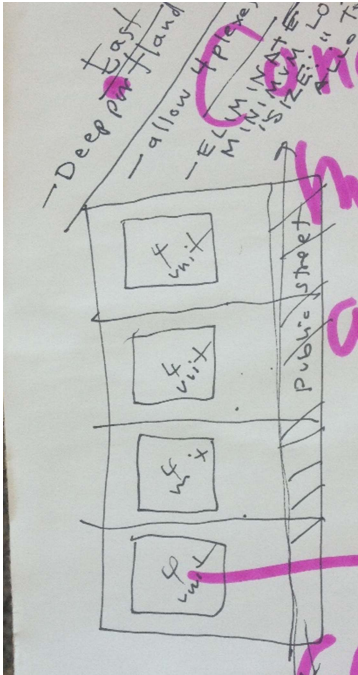
Comments on Code Concepts

- What took so long? Design concepts around 20 years – how can processes for East Portland be speeded up?
- How do you define “indoor community spaces”?
- Concept #8 – Make sure code does not preclude innovative site design on small lots:



- Adequate off-street parking that will meet residents' needs must be required – likely 3 spaces for every 4 units – the eastside must not become another NW Portland with cars stored on the streets.
- Setbacks must be in context (or greater) than adjacent neighboring properties.
- Height limits need to be responsive of adjacent and neighboring structure on properties.
- Height limits on corridors should be compatible with other adjacent zoning along the corridor, e.g., 45' when on corridors where adjacent CM2 is also 45'.
- “Multi-family” setbacks should be less than “single-family” house setbacks to reflect the difference in character desired in multi-family.
- Reduce minimum lot size in R1 to 5,000 Square feet.
- RH/R1 → Remove requirement for 10' front setback. Maintain in lower density multi-dwelling zones.
- Differentiate inner vs outer areas by increasing FAR along inner corridors.
- Increase base FAR in R1 to 2.5:1 along inner & outer corridors.
- Do not eliminate front setback or potentially only require 1st floor to setback.

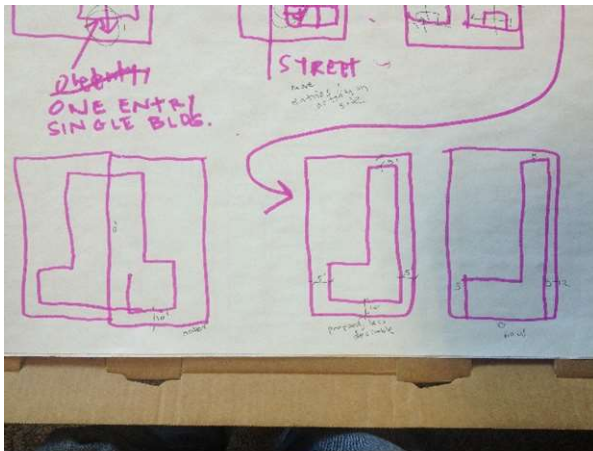
- On an East Portland “deep lot”, allow 4-plexes which are easier to sell. Eliminate minimum lot size to allow creation of multiple lots:



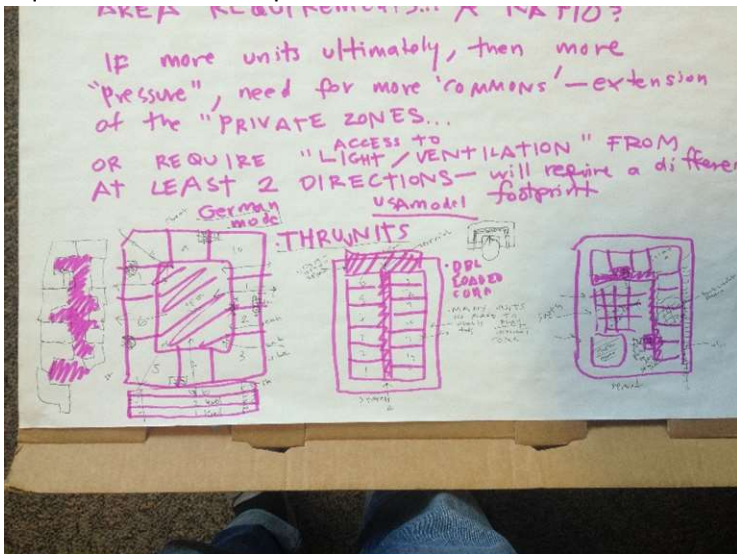
- Bonuses should be additional FAR not additional units. Use same currency.
- Please create a Portland specific Middle Housing graphic and show all the cars parked on the street.
- Include unit limit w/ FAR in R1 & R2, 259 square feet/unit increasingly being built.
- Scale-based zoning concepts like FAR approach except will likely result in “more units” but all smaller. Maybe ‘more flats’. Also fewer entries/eyes on the street, more “single entry”:



- Don't think 10' setback at front is a good idea – especially if not coupled with reduced side setbacks:



- Why “indoor community space” or outdoor? Should be *both*, maybe a *smaller* outdoor with indoor space with indoor but still an outdoor?
- Concern about total number of units in an FAR model. 7500 square foot building- 250 square foot units – that’s a lot of units.
- Couple higher ‘FAR’ density (more units, likely smaller) with more *outdoor* area requirements...a ratio? If more units ultimately, then more “pressure”, need for more ‘commons’ – extension of the private zones...or require access to “light/ventilation” from at least two directions – will require a different footprint:



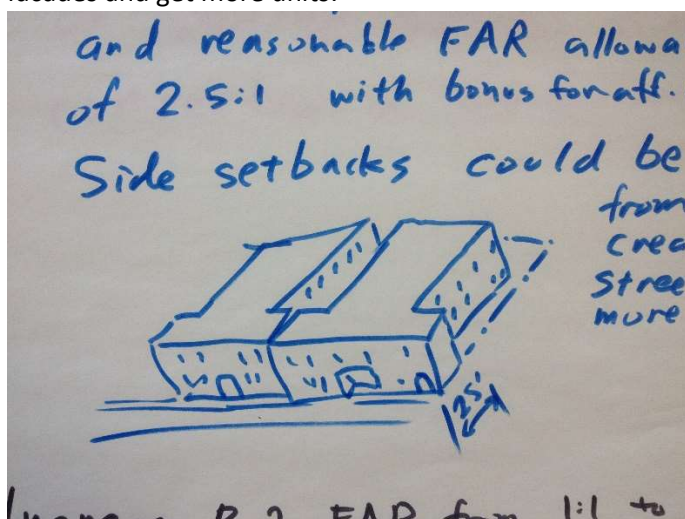
Code Concepts Open House: June 3, 2017

Time: 10am – 12 noon

Location: Portland Community College Southeast Campus, SE 82nd & Division

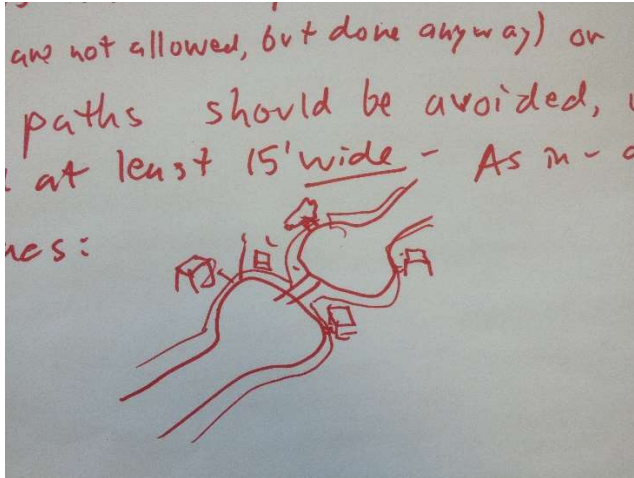
Comments on Code Concepts

- Eliminate all parking requirements for new development – use pricing & permitting to manage street parking. Parking mandates push up the price of the housing that is built.
- Require parking for all new development. People own cars even when they take transit to work, and park them in the surrounding area. This reduces the quality of life for residents of the existing housing stock. Parking can be tastefully designed, under or behind buildings.
- Street maintenance isn't free. Parking should never be free on-street, and current residents have no more right to park on the street than anyone else with a car.
- Height limit in R2 should remain at 40' to allow more flexibility in floor arrangement and roof types.
- Increasing height by 5' in R1 will allow for first floor to be raised in order to provide privacy for first floor residents. So R1 height limit would be 50' instead of 45'. 50' is what is allowed in wood-frame construction under building code.
- How about adjusting the zoning map to reflect the reality of current "single-dwelling" zones in inner neighborhoods? Lots of R2-type development on the ground in these areas already.
- Development rights transfer bonuses for parks space.
- We need to get as many units along corridors where transit access and amenities will mean that residents will use their cars less and reduce greenhouse gas emissions. So, in RH & R1 that are on transit corridors several regulations should be different from locations off the corridors. *On* corridors, especially inner neighborhoods, there should be zero front setback (perhaps with recessed residential first floor entries), increased lot coverage allowed (80%?), and reasonable FAR allowances such as a base FAR of 2.5:1 with bonus for affordable units. Side setbacks could be zero for the first 25' from the corridor to create better continuity of street facades and get more units:



- Increase R2 FAR from 1:1 to 1.5:1 so that it is a bit denser than R2.5.
- Comment periods need to be flexible with neighborhood association and land use meetings.

- Need to explore incentive for residential elevators (not commercial elevators) – including stacked closets or storage spaces that can be converted in the future.
- Pedestrian-only connections can be dangerous. There needs to be the same “eyes on the street” as other rights-of-way. It’s difficult to get builders to face houses onto a pedestrian path. Residents will use the garage-side entrance to the house even if it’s an “alley”. And the homeowners will attempt to “wall off” the pedestrian path with high fences (not allowed but done anyway) or 8’ hedges which are allowed. Pedestrian only paths should be avoided unless they’re no more than 5’ to 10’ *long* and at least 15’ *wide* – as in a connection between two abutting cul-de-sacs:



- I support change in dedication rules so the city can get public streets. Also support calculating density based on lot size *before* the public street dedication. Public streets are preferred over private.

Additional Comments Submitted on Draft Code Concepts:

From: Nicki Youngsma

I attended this morning's open house at PCC. I appreciate the opportunity to learn about development concepts and offering feedback.

Require residential outdoor space in the RH zone

I'm glad to see this suggestion. Having open space is important. I do have a comment about balconies: in my experience, they serve as places where people store things (bikes, BBQ's, plants) rather than spend time. Having places to store things is important, but I don't think balconies alone are enough; you need to have shared indoor and/or outdoor spaces too.

East Portland mid-block open areas

I live in East Portland and talked with Neil after the presentation about the East Portland mid-block open area concepts. I live in a block with perimeter development; there are a few single family homes and an apartment complex.

I agree that the perimeter development approach does hide green space. However, I believe it's a good approach for several reasons. It does preserve the rear yard pattern, which provides a sense of safety and privacy. I think it's a good way to preserve the large trees and wildlife habitat; our yard frequently sees birds and pollinators.

I imagine that the alternative concept--centralizing open space closer to housing units--can be good in some areas; however, I would lean toward the perimeter development, if there are trees and/or historic sites worth preserving. I like the idea of having enclosed or partially enclosed walkable, accessible spaces, such as courtyards, gardens, or play areas for socializing. If I want that experience, I usually go to the nearby schools and parks (Earl Boyles Elementary, Earl Boyles Park, Ron Russell MS, Ed Benedict Park).

The problem for me, though, in accessing those centralized green spaces is the issue of walking there. I often have to walk in the street with car traffic, or crisscross the street to stay on a sidewalk. I don't know if this is in the purview of your information gathering, but I'm sharing it because it's something that impacts my access to green, open spaces where I live.

Thank you for the opportunity to comment on this issue, and I look forward to learning more about the work your office is doing.

Sincerely yours,

Nicki Youngsma

From: Travis Phillips

Bill and team –

Thanks for continuing to include us in the BHD forums and good to see you last week. I did want to follow up with a little additional feedback after last week's info session. Where my comments relate to a specific recommendation, I've noted the concept number from the draft code concepts document distributed at the event, in case that's helpful.

Concept 7 (Street Frontages): require parking to be accessed from alleys. We're in agreement that this makes sense, but please note that code currently limits direct alley access to a maximum of 4 spaces per parcel. Especially for multi-dwelling development, it will be important to update the conflicting code language so developments can include appropriate quantity of parking.

Concept 9 and 11 (setbacks): I know you've already considered the conflicts with this, but just a reminder that increasing setbacks can have significant impacts regarding density, particularly on smaller sites. Additional flexibility regarding site coverage (including on 5,000 SF sites) could better achieve density goals

Concept 6a (FAR vs unit density): I know you're also attuned to this one and it came up from a number of participants last week, but switching to FAR calculations AND getting rid of incentives for development of family-sized units would be likely to result in development of predominantly small unit sizes, which isn't ideal.

Concept 14 (development allowances/street connections): I definitely support the idea of calculating development allowances prior to street dedications. Related to this, I'd add that some type of incentive

or support for development would be very beneficial where a developer is expected to add infrastructure (sidewalks, streets/paving, or stormwater facilities, for example). The expense and disincentive to improve unimproved areas of the city tends to lend itself toward development being focused where it's already happened while unimproved areas continue to suffer from disinvestment ... or that only large developments which can afford these improvements happen, which isn't ideal either.

Finally, I'd like to add that as the bureau is looking at parking recommendations with these updates (and in general), it is critical that the city look at this through a broader lens. Simply updating the code to change (and in many cases reduce) parking requirements may seem like a practical way to incent development of more homes, but it ignores the larger picture. For us as affordable housing developers, we don't charge residents for parking but we have to pay to build it (a challenge when we're faced with scarce resources). For market developers, they recoup the cost of developing parking by charging for it ... but when street parking is free, few residents are likely to pay to park. Obviously this has become a huge issue at a lot of developments (NW Portland now and SE Division a couple years ago come to mind). I believe PBOT looked at a neighborhood permit process not too long ago, but I'm unclear if it's still something a neighborhood can voluntarily subscribe to. Further, needing to get neighborhood consensus to create a parking district further complicates the issue and ends up creating the same situation that pits developers following code against neighbors fearing change.

From: Adam H.

I oppose 10' front setbacks in R-1 and RH. They should be reduced to zero.

Instead I would like to see more density along Inner Corridors and transit streets, so the max lot coverage should go to 100%. It will still be limited by side and rear setbacks.

I also want higher FARs in R-1. 1.5:1 (or even 2.25:1 with bonus) is not high enough to take advantage of these prime sites on excellent transit. I would like to see 2.5:1 base, and 3.5:1 bonus, or perhaps 2:1 and 3:1. We need to utilize these "high opportunity" sites.

Thank you

From: Tamara DeRidder

As you likely anticipated, my concern is that there is no planning for vehicle storage in clustered areas of multifamily housing. I am not so concerned about the 60th St. Station Area. But rather for those who are on 122nd or other places in east county. By not providing some means to establish even a parking commons forces those who can least afford to pay for on-site parking to park on the street. The reality will be a parking spot far from their apartment and likely to be a woman with a child in tow.

My understanding of the homeless was broadened when we provided a room for a homeless woman for over a month who is a student at Mt Hood CC.

She had a cash flow problem with her work and had lost her housing. She was sleeping in her car when my teacher friend mentioned her to me in at choir. She needed her car to get from school at Mt Hood to the home-care work she did for clients in N Portland. The last thing in the world she would/could do without was her car.

With your concepts there should be at least the mention of a Parking Commons idea along with the concept of Convertible Structured parking as supported in Seattle (from their TSP) "TDM14. Encourage Convertible Uses for Structured Parking. Explore education and incentive programs to encourage developers and property owners to convert unused structured parking to other more productive uses. Seattle is currently maturing into a more urban city evidenced by increasing density in urban centers and villages and the construction of rapid transit systems. Many households, however, still feel the need to own at least one car, or own a parking space to maintain resale value of their home. One interim strategy has been to build expensive structured parking. As Seattle matures, the demand for parking per capita should decrease, and there is likely to be a need to create parking structures that can be converted to other uses that better support urban living. Building structured parking with these future uses in mind will increase the versatility and value of the building."

In addition, I would like to draw your attention to several resources that you may like to consider in expanding your implementation of a healthy multifamily development. Although the city approved Comp. Plan does not include an Air Quality Overlay there is precedent where this has been implemented along major corridors and ports. OPB recently published an article about using VW settlement to help phase out dirty air. In it there is a map where you can enter your address to be shown the amount of diesel impacting your property, see:

<http://www.opb.org/news/article/volkswagen-settlement-fuels-a-fight-to-phase-out-dirty-old-diesel-engines/>

This shows that RCPNA area has 80% higher diesel count rate than the rest of the country just due to the freight traffic flow along I-84.

The best example I have found is in San Francisco.

See Article 38 of the San Francisco Health Code:

<https://www.sfdph.org/dph/eh/Air/Article38.asp>

This enacts an overlay along the major transportation corridors and shipyards. There are various requirements for air quality controls in construction depending on where you are located.

Enhanced ventilation (which would be required in diesel emitting traffic corridors) requirements are outlined:

[http://library.amlegal.com/nxt/gateway.dll/California/health/article38enhancedventilationrequiredforu?f=templates\\$fn=default.htm\\$3.0\\$vid=amlegal:sanfrancisco_ca](http://library.amlegal.com/nxt/gateway.dll/California/health/article38enhancedventilationrequiredforu?f=templates$fn=default.htm$3.0$vid=amlegal:sanfrancisco_ca)

EPA is in the process of refining an air modeling program called C-Line. I have attended one of their on-line training seminars. The system generates air shed impact areas based on trips per major roadway together with the wind direction. EPA indicated that they would have an updated model available in May that would be able to apply these factors on a realistic topography, rather than flat. But, in any case, the current C-Line is being used to successfully argue environmental justice impacts of new freeway bypasses. See: <https://www.cmascenter.org/r-line/>

I know for a fact that the City of Portland currently does NOT require enhanced ventilation systems for buildings of any type along high-traffic corridors. Would you please consider at least mentioning 'the consideration of enhanced ventilation systems' for residential buildings and schools? to promote health in areas that contain high traffic?

Thank you for your consideration.

Best,

Tamara DeRidder, AICP
Principal, TDR & Associates

From: Alan DeLaTorre

To Whom It May Concern:

I am following up with some comments that were not recorded at last Saturday's Better Housing by Design Workshop:

- Outdoor spaces that are to be required/incentivized should include accessible pathways for residents and visitors
- Social spaces in new multi-family housing should not always be outdoors (e.g., placing them inside buildings, under eaves) as we live in a wet climate; when they are outside, they should have both coverage (even partial) and accessible pathways
- Residential elevators are less costly and easier to maintain than commercial-grade elevators and should be considered for incentives in quad-plexes and non-commercial scale buildings (cost is under \$40,000k)
- Adaptable housing should incorporate stacked closets or external storage that could be converted to an elevator shaft in the future

From: Rob Mumford

Dear Mr. Cunningham,

Thank you for the workshops on Better Housing by Design. I was able to attend one of them and found it very exciting. Many smart people were in the room and I enjoyed listening to the thoughtful ideas presented forth. It gives me hope in the future development of our city.

With that said I just have a few comments:

1. 10' front setbacks in R-1 and RH. They should be reduced to zero. (or, to zero, except the first floor must be set back 5') While the allowance for less setback to match "adjacent" existing buildings is a help, it doesn't work if someone hasn't built out the CM-2 zoned lot next door to the site yet. The setback should be zero on all Inner Corridors and Transit Streets, or at least when there is any Mixed Use zoning along the same street, or within 200', say.

2. The current 60% max. lot coverage in R-1. We need more density along Inner Corridors and transit streets, so the max should go to 100%, or at least 80%. It will still be limited by side and rear setbacks.

3. Higher FARs in R-1. 1.5:1 (or even 2.25:1 with bonus) is not high enough to take advantage of these prime sites on excellent transit. I'm suggesting 2.5:1 base, and 3.5:1 bonus, or perhaps 2:1 and 3:1. There's a need to utilize these "high opportunity" sites.

I think a key idea I use for guidance is "Aging in Place." I love Portland and don't want to move far away as I age.

Better density is a way to solve this aging in place, and improving quality of life for all residents of Portland.

In my early forties now, I'd like to continue to live in my neighborhood over my lifetime and have walkable access to a variety of businesses (Doctors, grocery, hardware, therapists, community centers, financial advisors, dentists, and on and on). In short, a diverse amount of amenities close to our home within

walking distance improve all residents with quality of life. With better density these opportunities should increase.

Thank you for your time,

Rob Mumford

From: Garlynn Woodsong

Dear Better Housing By Design team,

In reviewing the initial draft code concepts, I wanted to share some support and some suggestions.

I support:

- Higher intensities (more like the Mixed Use Zones) in the R-1 and RH zones, and in any zones along Corridors in Inner Neighborhoods, near transit, services and shops.
- I'm a huge fan of form-based codes, and of regulating the size of the building instead of the number of residential units within. I believe the market should be allowed to decide how many units of what type and size are required in each building. Therefore, I support "Scale Based Zoning", which allows for more flexibility in unit numbers. In this context, regulating by FAR seems like a good idea.
- Reducing the side setbacks to 5' in residential neighborhoods, and to zero on corridors.
- Requiring flexible ground-floor space on retail corridors that could be used for either ground-floor retail or other active uses, or could be used as residences, depending on the whims of the market. We should not physically lock in residential ground-floor uses on mixed-use corridors, however.

I oppose:

- 10' front setbacks in R-1 and RH. They should be reduced to zero, at least on corridors. While the allowance for less setback to match "adjacent" existing buildings is a help, it doesn't work if someone hasn't built out the CM-2 zoned lot next door to the site yet. The setback should be zero on all Inner Corridors and Transit Streets, or at least when there is any Mixed Use zoning within, say, two blocks along the same street.
- The current 60% max. lot coverage in R-1. We need more density along Inner Corridors and transit streets, so the max should go to 100% along corridors. It will still be limited by side and rear setbacks.
- Higher FARs in R-1. 1.5:1 (or even 2.25:1 with bonus) is not high enough to take advantage of these prime sites on excellent transit. I suggest a 2.5:1 base FAR, and a possible 3.5:1 bonus FAR. We need to allow the market the flexibility to utilize the "high opportunity" sites represented by R1 and RH zones; these FARs are perfectly appropriate for the dense urban neighborhood contexts of these sites.

These comments are based only on the information currently available. I look forward to providing more comments as the project evolves.

Sincerely yours,

Garlynn Woodsong

From: Curt Schneider

Below are comments for your consideration. They follow the numbering system used in this draft.

2. For a 20,000 square foot site: The proposed 5% to 10% of site area roughs out to 1,000 square feet (20 x 50 as an example or 10 x 100) for 10% and 2,000 square feet (40 x 50 as an example or 20 x 100) for 20%.

The 5% proposal is totally inadequate as in the example a 10 x 100 strip is more like a setback than 'useable' open space. The proposals do not seem directed for families with imaginative children who want and need 'exploring space' or the like. 25% seems far more realistic (e.g. 5,000 square feet or 50 x 100). At that point kids can create play space.

Support the concept of some percentage of units fronting onto shared outdoor space.

3a. Agree on permitting raised courtyards with landscaping to meet a portion of the landscaping requirement---if adjacent to the sidewalk then some bench or sitting space for passerby folks to use or buffer from height of planter. No to counting ecoroofs as generally not accessible for human use.

3b. There should be a maximum amount of impervious surface---parking, roofs etc.

4. This really needs to be mapped and provided to the review planner when reviewing permits. Good ideas presented, e.g. Perimeter development! Good tools with options based on existing development pattern should be required of development requester.

7. The off street parking where a garage is proposed should be long enough to accommodate a vehicle e.g. 20 feet.

8. Agree!

9. Shallower setbacks might 'average the distance' between those of adjacent properties to illustrate a transition.

5. Unclear; would this allow by right certain 'limited' commercial uses in the R1 zone?

6a. Like!

6b. Visitable or accessible is unclear. Eyes on the street and access area is critical.

10. Agree!

11. Again should be mapped for Plan reviewer and some requirement when adjoining property has potential. How would/could Recreation portion of System Development Charges be required for nearby space, e.g. Within 150 feet be possible?

12. Don't know this works with FAR proposal. Needs work and examples.

14. Agree to change regulations so that providing street connections don't cause loss of development potential. However again some mapping of possible streets on situations would assist the developer and neighbors know what kind of development would be possible. Don't create dead end cul-de-sacs. Minimally a connecting path to the next street should occur. Timing and How to Do are the keys to making connections.

15. Agree.

16. Agree!!!

Thank you for this opportunity to comment.

Curt Schneider, Cathedral Park

From: Guy Bryant

COMMENTS ON "BETTER HOUSING BY DESIGN"

INTRODUCTION: "Rowhouses" have been the backbone of the "missing middle" since Ancient Rome so why do the majority of the Better Housing by Design (BHD) concepts presented strongly favor apartments? When added to the fact that the new Comp Plan added virtually no land zoned for rowhouses and the RIP also made building rowhouses much more difficult, it doesn't really seem like the "powers that be" are truly responding to the people's desire for more missing middle housing. Like the Comp Plan and the RIP, BHD concepts are reactionary and look in the rear view mirror. They wrongly assume the huge millennial generation will continue to prefer apartments, even after they create families. Looking forward, unless new supply of true missing middle rowhouses are developed, Portland's housing market will unfortunately consist of highly sought after and even more expensive single family houses and lots of apartments that will no longer meet the needs of young families.

As a infill builder for the missing middle for over 22 years, one whose projects are continually used by BDS as examples of "good" development, I beg you to slow down and consider the numerous known and unknown unintended consequences of these concepts. At the very least, realize that no two developments are exactly alike. Some are flat, some slope up, some slope down, some are on corners, some are interior, some are short and wide, some are narrow and deep, and some permutations are outside the ability of written code to adequately address. Adjustments used to be a built in flexibility, but unfortunately they are now frowned upon, even if they are for the purposes of "good" development.

1) Street Frontages - Pedestrian Orientation: Rowhouses with their residential pattern of front doors on the street foster a much more pedestrian friendly street environment than apartment buildings. Requiring front doors to be oriented to streets is a sound concept that already exists for true rowhouses on individual lots. The BHD example picture of "18 townhomes on an 18,000 SF R1 Lot" is actually an apartment building and not a rowhouse and is therefore misleading. Rowhouses not apartments offer a better solution for pedestrian friendly street frontages.

2) Street frontages - Garages: Rowhouses with attached garages are much accessible for people with mobility issues and also provide increased security for single women who are buying homes at TWICE the rate of single men. In fact one in five new home purchases are single women. The BHD example pictures of cars parked on the sidewalk are an unintended consequence of current and peculiar R1 garage entrance setback requirements. But more importantly, cars parked on sidewalks are breaking the law and are not symptomatic of the need for new code. If people can get finned for long grass shouldn't

we be able to simply call parking enforcement? Interior lots require front access and rowhouse frontages of 18 ft are typical. The 50% limitation doesn't work, especially when the garage wall is ridiculously calculated based on the INTERIOR SIDE OF THE GARAGE!!!!!!



This example, "Hawthorn Row" was an interior lot off Hawthorne that would not have sold without off street parking. The units are 18' wide, the garages are 12' wide (66%) but only the actual 8' wide garage door can be seen, why calculate the ratio on the 12' interior garage space? Additionally, a "garage setback" exception should be added to the "tuck under" exception. Such an exception would be for garages in alcoves that are set back from the building facade as done at Hawthorn Row.

If there is to be an exception for tuck under garages then then it needs to be defined as tuck under the grade of the lot, not tuck under the grade of the sidewalk!!!! Upward sloping lots, like half of NE Portland, where the level of the lot is 4 or 5 feet above the sidewalk, can't have garages below the grade of the sidewalk or the entire garage will consist of full flight staircases getting back up to the living area. The equivalent on a flat lot would be a garage tucked 8 ft under the sidewalk!!!

3) Scale based zoning dramatically favors apartments over rowhouses and will have huge unintended consequences. Rowhouses offer the diversity of housing that everyone is talking about. They can fill the "Gap" and be the pedestrian oriented resource efficient accessible housing that your goals are crying out for. But the R1 and R2 zones are just about the only zones left that are favorable towards rowhouses, and the new comp plan didn't create any more them. Passing this change will make each of the these zones just another apartment zone, virtually shutting out opportunities for the missing middle that the people are asking for!!!!!! In other words, the increased allowable density will drive prices above what will be feasible for Rowhouse development. The consequences of this concept directly oppose the state goals of the BHD. The title says "better" not "more". The comp plan and the RIP are ALREADY proving more density for apartments, R1 & R2 density is fine the way it is!!!

The second picture shoes an example of 5 lots that are 18' by 75' and result in an FAR of 1.44. They now are homes with owners that have a stake in the neighborhood that did not want to live in an apartment, but wanted to live more efficiently than detached housing. If scale based zoning were in effect it would most likely have been another 15 to 20 unit apartment building!!!! We already have ample land zoned for apartments, scale based zoning will decrease housing diversity and make it more difficult for young families to find suitable housing.



4) Private outdoor space is a very important goal and is critical to the function of decent urban living, and pretty much by definition, common area outdoor spaces don't work in a true rowhouse setting. The overwhelming reason most builders resist parking in the back in a rowhouse layout is because buyers want a private back yard even if small. The easiest way to accomplish both is to add another exception to the 50% rule that could be called the “set back” garage exception like I did on “Hawthorn Row”. It uses design to minimize the impact of the garage not a numerical calculation. This exception is based on the fact that measuring the interior of the garage for the calculation of the standard is foolish and counterproductive.

5) The biggest single simple thing we could do to solve the Portland housing puzzle is to allow gravel alleys in East Portland. Alberta Row II on NE 26th which you used as an example (Street Frontages: Garages) would not have happened if it were not for the eventual allowance to use the 10 foot gravel alley instead of have to fully improve it. Dedicated land, full improvement with stormwater treatment would have been over \$500,000 if not way over, it was a deal killer, period. Just the cost of engineering, drafting plans and getting estimates would have been a deal killer!!!!!! It was impossible. After years of sitting, new people in transportation finally relented and we re-graveled for \$5,000.

Rowhouses with gravel alleys and private outdoor areas in between rear parking and homes would be perfect low cost family housing for the missing middle in East Portland!!! It would revolutionize the Portland housing market, and I’m willing to build them. But common outdoor areas don't work with true rowhouses on individual lots and with scale based zoning they will all wind up being apartments, no diversity, no missing middle....

CONCLUSION: With good common sense design review we can achieve better housing by design. But trying to get language in the code to control every situation and permutation never works! Heck, a big reason why many people, particularly the “powers that be”, are anti rowhouse is because the long time language in the code that required rowhouses to have individual rooflines. It created the ugly and far too common “ticky tacky” rowhouse look that give them a bad reputation. Talk about unintended consequences that is example number one!! Beautiful rowhouses fill the gap in the missing middle from Philadelphia to Paris to Chicago to London, but none of them have individual rooflines, or common outdoor area. They tend to have deep lots that afford both rear parking as well as back yards as well as simple and cheap alleyways that make them feasible.

From: Rick Potestio

COMMENTS BY RICK POTESIO
PORTLAND HOUSING CONCEPT COMMENTS.

Issues:

East Portland's deep lots result in lots of pavement, and the large blocks make it harder for people to connect to places, transit and amenities.

CRITIQUE:

East Portland's large blocks can be served by transit as convenient as Portland's inner city. Trimet's bus routes in N/NE Portland are spaced about 10 blocks apart in a north-south and east-west direction, with about 100 blocks inside each quadrant. To achieve the same standard in East Portland, Trimet only needs to add a few north/south and east/west lines.

East Portland's large blocks and lots offer ample room to allow for innovative and creative integration of open space and buildings. Standards for driveways and interior circulation should be liberalized to allow for narrower dimensions. Parking can be tucked under buildings, or distributed in smaller portions, such that the typical interior road and parking lot arrangement can be discouraged.

East Portland's large blocks allow larger scaled amenities to integrate. This means retail footprints on the order of a New Season's store, or Green Zebra, can co-occupy a block, rather than fill one, hence block internalized pedbike connections between retail and housing can be achieved, creating a safe, auto free village like environment to be created.

PROPOSAL:

Compel Trimet to increase service in terms of routes and frequency.

Locate retail at block corners or street frontages, but require ped/bike routes to interior housing units. Reduce driveway standards, encourage micro parking lots or concealed parking at the periphery of the block/lot.

Require housing to surround/create interior garden courts that connect to block interiors. Discourage open space used for landscape strips or buffers that cannot be occupied.

Do not required perimeter or street fronting landscaping. Open space to be based on overall site design concept and to maximize usable space.

MID SCALE, MID CENTURY EXAMPLE:

With design review the city could require garage doors to be integrated into the overall design and of high quality. Required entry stairs, stoops, or doors to be prominently located and highlighted.

C-1) Increase enforcement and fines.

CONCEPT 1

Require residential outdoor spaces in the RH zone: 48sf of shared or private outdoor space per unit.

CRITIQUE:

All residences benefit from some form of outdoor space. Building typologies that are found in RH zones, may have limitations on the type of outdoor space that can be provided.

PROPOSAL:

Allow private required outdoor area to be divided into multiple areas, such as “Juliette balconies”.

Allow indoor space to be substituted for outdoor space.

Encourage roof top outdoor space with connected shared indoor space.

CONCEPT 2

Require shared outdoor spaces for larger sites.

CRITIQUE:

Larger sites may have larger single building footprints or may be in areas where properties are developed to the street line on all sides of a block. Tall buildings may shade outdoor areas rendering them un-friendly. Retail ground floors may not address the courtyard area. The unfortunate outcome of this Concept could be the un-used courtyards that are common in the Pearl District. Welcoming, useful courtyards need to be oriented to sunlight and to shared/public areas of a building.

PROPOSAL:

Encourage courtyards to be south facing or mostly free of shadow. Allow roof top outdoor spaces with connected indoor shared space to meet this requirement.

CONCEPT 3

Allow alternative kinds of landscaping and limit large surface parking lots.

CRITIQUE:

Raised courtyards and useable green-like roofs can meet this requirement. Green roofs and storm-water planters cannot be used for any social or recreational purpose and therefore should not be considered as alternatives to outdoor space.

PROPOSAL:

Encourage/allow alternative shared landscape solutions to private outdoor space. Such solutions should be occupy-able.

CONCEPT 4

Establish regulations to keep mid block areas greener and more open with development focused along streets.

CRITIQUE:

While in principle a good idea, many streets in large block/lot areas are inhospitable major high speed arterials. Hence orienting development to them is not necessarily a good strategy. With the intent of maximizing open and green space, development can take on Middle Scale Garden Apartment planning principles, in which buildings and open spaces are interwoven across the site.

PROPOSAL:

Required innovative, integrated building and open/green space site plans that balance between the two and focus housing units to gardens, courtyards, lawns, and recreational areas when block/lot size allows. Prioritize family scaled units towards largest green areas, and smaller units towards the street.

CONCEPT 6

Regulate by building scale/FAR instead of unit density.

CRITIQUE:

In principle this is an excellent concept, that approaches form based zoning approaches. However, reducing the size of a building by decreasing heights in particular is detrimental to overall flexibility in design and is counter to design principles in which compensate small floor areas with additional ceiling height.

Further, a city that is growing and becoming denser, must allow building sizes and scales related to this increase in population and intensification. The reduction of building size to approximate older, lower density building types is completely contrary to modern needs and opportunities.

Further, ceiling heights once assumed standard at 8'-0" are now obsolete in terms of the market. Retail tenants, office and creative work tenants and residential tenant/owners want taller ceilings to add light and offset the smaller floor areas of current retail, work and apartment/condo plans.

PROPOSAL:

Set height ranges based on both number of floors and height ranges of 50-60 feet in R1 zones and 40-45 feet in R2 zones. This allows for modern ceiling heights that meet consumer demand for both retail and residential use. It assumes a 12'-0"-14'-0" clear ceiling height on the ground floor on commercial streets and a standard 10'-0" clear ceiling height for residential floors with a 1'-2" floor assembly (allowing for acoustic treatments and structure). (Hence a 4 floor building on a commercial street may have a height exclusive of roof cornice or pitch of 48'-8".)

Allow all forms of Middle Scale housing in all zones, including R5, as evidenced across the city. This would mean that setbacks may be reduced, height limits may be increased, and parking access narrowed to replicate the efficiencies of original Middle Scale housing typologies.

CONCEPT 7

LIMIT GARAGES TO 50% OF THE STREET FRONTAGE.

CRITIQUE:

A) This concept does not account for the various types of housing that may front a street.

B) It also does not account for the variety of ways in which housing may be configured on a larger lot, or block.

C) Parking that straddles sidewalks is an enforcement problem, not a design problem.

PROPOSALS

A-1) Narrow lot row houses need more % of frontage to accommodate parking than a multi unit building that may be able to access parking through one opening in the street façade.

Therefore, parking percentages have to respect the typological dimensions of housing types. In the absence of design review, garage doors will need to be restricted in width. For example, in a building 20' wide or less, the max garage door may be 10'-0".

B-1) In a building with multiple units, or with a courtyard, or internal parking arrangement, the driveway maybe 20' max width and the garage door to a shared parking enclosure may be a max. of 16'-0" if facing the street.

CONCEPT 8

Require building entrances to be oriented to public streets and pathways or courtyards connected to public streets.

PROPOSAL

Be lenient on the standards for pathways, such that interesting arrangements of units and open space can be achieved

CONCEPT 12

Prioritize affordable housing by increasing the inclusionary housing development bonus and discontinuing all other development bonuses.

CRITIQUE:

With small projects, under 30 units, inclusionary zoning is a difficult objective in terms of pro-forma, financing and therefore project viability.

Affordability comes with balance in the market between supply and demand. Affordability can be achieved by other means: for example allow any primary unit in a project, regardless of zone, to have an ADU integrated into it. Hence a duplex should actually be a 4 plex of two primary units with an ADU on the ground floor in each.

Rather than basing inclusion on the basis of rental rates, think of inclusion in terms of the type of units provided. Currently, most units on the market are 1 bedroom or studio/micro units. Two and three bedroom units suited to families are rare.

PROPOSAL:

Allow any unit to have an ADU if incorporated into the building volume.

Redefine "inclusionary" as both inclusive of below market rate units or above market sized units, to accommodate both low income households or households with one or more children, or more that 2 adult members.

CONCEPT 13

Retain and incentive to preserve trees by modifying allowances for transfers of development rights to prioritize tree preservation along with historic preservation.

CRITIQUE:

Trees and historic buildings are a core factor of what makes Portland unique, livable and great. Trees and historic buildings should be preserved, and the preservation should not be a matter of complex trading of development rights.

PROPOSAL

Landmark significant trees and buildings.

Through design review, adjust any setback, FAR, height or other limitation per zoning on the site to compensate for and enable the preservation of trees and historic buildings.

In general, I fully believe that the code should encourage/require smaller setbacks on front and side yards, narrower streets, driveways and tighter parking lot standards. The code should follow FAR and FORM based principles that allow taller buildings to accommodate more open space, tree and historic building preservation. I believe that site design should be more creative, as exemplified by the numerous garden and courtyard apartment buildings in the city and that any/all forms of middle scale housing should be allowed in any/all zones, especially the 70% of the city that is zoned R5, R7 or R10.

I really do not think that the smaller is better approach to building scale and unit type suits a growing city that needs families with kids.

From: Doug Klotz

To: Bill Cunningham, Project Manager
Better Housing by Design Project.

I agree with much of the proposal. Here are my comments on the proposal as I understand it today:

I agree with the move from a “Unit-per-s.f. of site” regulation to “Scale-based” zoning. This will let developers choose the size of units they wish to build. This is important to accommodate the number of people moving to Portland (111 a day), and also the fact that 2/3 of the households are 1 or 2 people.

Inner Corridors

Add a set of regulations that apply to R-1 and RH, when located on Inner Corridors. Specifically, west of NE/SE 93rd Ave., where R-1 is mapped adjacent to, or within 150' of, a Major Transit Priority Street or Transit Access Street. These Inner Corridors are where there is the best transit service, close proximity to the Central City, and an environment that encourages walking for most trips.

In the R-1 and RH zones, the front setbacks should be reduced to (or kept at) zero. This allows better use of the lot, and also still allows setback first floors, even if the upper floors are built out to the property line/ROW line, as in this example at SE 12th and Salmon:



The “maximum 60% lot coverage” requirement in R-1 should be removed. This severely limits the number of units or configuration, even with the FAR-based regulation. Or, raise the maximum to 80%. We need more units in these areas.

The FAR for R-1, of 1.5: 1 base seems too low. Even if a 50% bonus with Inclusionary Housing is used, the Bonus FAR will only be 2.25:1. The lots on these Inner Corridors are too valuable to be squandered on such low-density buildings. These buildings, mapped right alongside CS (CM-2) buildings, should come close to the intensity of those buildings. So, a base of 2.5 (which is what can currently be achieved in R-1) and a bonus FAR of 3.25, would seem appropriate, and still be less than the 4:1 FAR allowed in CM-2. I would not be concerned about owners building out at 2.5, since they can almost do that under today’s regulations (a 2.2:1 FAR can be achieved), and there has not been much development in R-1 to date, aside from rowhouses.

The proposal to use a fixed 5’ side setback is preferable to the complicated setback table now in use. On Inner Corridors, the side setback could be reduced to zero for the first 25’ from the street lot line, to allow buildings to abut at the front, while still having setbacks at further back on the lot.

The Affordability FAR bonus should be supplemented by a “family-sized units” bonus for units with 2 or more bedrooms, giving an increase in FAR.

Increasing amount of Comp. Plan Designated Multi-family zoning

In order to increase the area of land within close proximity to Inner Corridors and transit-rich areas, increase the Comp Plan designation (“Up-designate”) areas for, say, two blocks on either side of Transit Streets, to R-1 or higher densities, and create a value-capture mechanism, to expand access to affordable housing, when these lots are upzoned to the Comp Plan designation through property owner request.

Rewrite the Alternative Design Density Overlay (“A” overlay) to eliminate useful provisions such as elimination of Amenity Bonuses.

Thank you.

Doug Klotz

From: Doug Klotz

To: Bill Cunningham

Better Housing by Design Staff

Examples of ground floor treatments that do not require 10' front setbacks

Here are several examples of multifamily residential buildings, with zero front setback, but where the first floor, with some sort of buffering between the ground floor residential units and the sidewalk.

Some examples recess the entire first floor below projecting upper floors, like at SE 12th and Salmon. The unit walls are set back about 3', and the doors are further into recesses (and up a few steps because of the grade):



In this example at 3250 NE MLK (facing the local street of NE Cook), the upper floors are not continuously at the property line, but project more than the "oriel window" or bay window standards would allow for a setback building, which uses landscaping to create ground floor "patios" for each street-facing unit.:



Some buildings use more deeply recessed (6') entries for each unit. This one at 88 SE 24th could be intended as "live-work", but, with some window modifications, could equally serve as a residential-only typology. The building is at zero setback.



Some buildings have very little setback, but plantings within the Frontage Zone of the Right of way provide buffering, such as this building at 2640 SE Ankeny:



Another option is a shallow setback (1 or 2'), and a deeper (6') "porch" that mimics more traditional entry designs, such as these at 2605 NE 7th:



All of these designs give a decent ground floor privacy and buffer effect, without sacrificing the unit numbers and floor plate size allowable with zero front setback.

Thank you.

Doug Klotz

Prepared By



Prepared For

Portland Bureau of Transportation

Appendix B

System-Level Connectivity Analysis and Concepts: Jade District and Rosewood Centers

January 2017

Background and Purpose

Study Background

The Portland Bureau of Transportation (PBOT) is coordinating with the Bureau of Planning and Sustainability (BPS) to improve street connectivity in Centers and explore revisions to the City's zoning code development standards, improve street connectivity, and potentially revise design standards that shape development in Portland's multi-dwelling zones. In this first of what may be several *Connected Center* studies, PBOT is undertaking an examination of regulatory and implementation measures that will enhance development patterns to create more attractive and integrated neighborhoods and community spaces, and to introduce new connections for improved access for walking, bicycling and motor vehicles.

Following up on the City's Comprehensive Plan Update, BPS is undertaking a Better Housing by Design study, with emphasis on in-fill and multi-dwelling housing. The project's objective is to improve the design of multi-dwelling development in neighborhoods outside Portland's Central City. The project's primary focus is development in the multi-dwelling zones (RH, RI, R2, and R3), located primarily along transit corridors, and similar development in commercial zones.

PBOT and BPS anticipate that public engagement for both projects will be integrated and carried out to ensure that plans will be specifically tailored to the needs of the community.

Study Objectives

The first two Portland 'centers' under PBOT's study include the *Jade District* and *Rosewood Neighborhood* centers – see **Figure I**. The key objectives of the PBOT study include

- Compiling *Best Practices* from other cities
- Conduct a system-level analysis of street connectivity in the Jade and Rosewood centers and develop plan concepts
- Conduct a site-level analysis of development prototypes and develop street/pathway connection concepts, and

- Establish a model for replicating Connected Centers plans in other centers citywide

This memorandum summarizes the study's evaluation of System-Level Connectivity and Analysis.



Figure I: Connected Centers: Jade District and Rosewood Neighborhood Centers

Importance of Connectivity

The notion of connectivity refers to the directness of transportation segments and the density of connections (intersections) in street and non-motorized path networks. A well-connected street and pathway network has many short links and intersections, and minimal dead-ends (cul-de-sacs). As connectivity increases, travel distances decrease and route options increase, allowing more direct travel between destinations, creating a transportation system that is more accessible, especially for pedestrians and people using bicycles or transit. In essence, *better connectivity makes it easier to walk or bike to places within the neighborhood*.

Increased street and non-motorized path connectivity also reduces per capita vehicle travel and improves overall accessibility, particularly for non-drivers.

Connectivity and Mode Share

A number of research efforts indicate that, amongst other land use characteristics, communities or neighborhoods with well-connected street and non-motorized systems tend to have lower levels of vehicle travel. These better-connected networks usually have shorter travel distances between trip ends, especially for bicycling and walking access to transit. Most notably, the Land Use, Transportation, Air Quality and Health (LUTAQH) research project sponsored by the Puget Sound Regional Council found that per household vehicle miles traveled (VMT) declines with increased street connectivity¹.

The Environmental Protection Agency (EPA) also found a positive correlation between performance of the transportation system (per-capita vehicle travel, congestion-based delay, accidents and emission) and increased street connectivity, pedestrian-friendly design features within the built environment, and more direct or shorter route options². The EPA findings indicated a modest decrease in per capita vehicle mileage with increases in roadway connectivity.

Public Safety

Common logic suggests that neighborhoods with greater levels of connectivity provide higher quality and more efficient emergency medical, fire and police response³.

Traveler Safety

Two recent studies have shown the correlation between street system connectivity patterns and traffic safety. Marshall and Garrick concluded as part of their study of over 130,000 vehicular crashes within twenty four California cities (populations ranging from 30,000 to 150,000) that the cities with the fewest fatalities are those with significant portions built before 1950, which include the more grid-like, street networks with greater route choice for motorists, pedestrians and bicyclists⁴. Gattis indicates that more-connected street networks tend to reduce travel speeds; and while the overall incidents of vehicular crashes remain the same, the reduction in speed equates to a significant reduction in the severity of crashes, particularly those involving pedestrians and cyclists⁵.

Healthy Living

Within the last decade significant research has drawn attention to the distinct connection between lifestyles and transportation systems in the United States, now known as Active Living. A growing body of work looks at how the built environment, particularly street connectivity, affects physical activity. One study showed that access to recreational facilities and quality street connections was positively associated with physical activity⁶.

Berrigan, et. al, completed a study of nine street connectivity measures for Los Angeles and San Diego Counties to identify underlying factors describing street networks associated with leisure walking and bicycling. The study sought to examine both the propensity and duration of Active Transportation, integrating health statistical data for residents based on a statewide health survey, and concluded that aggregate measures of street connectivity are statistically significant correlates of Active Transportation⁷.

Applied Connectivity Metrics

Jennifer Dill (Portland State University) completed initial research evaluating the range of connectivity metrics and found that traditional techniques (e.g. intersection density and link-node ratio) were not adept at analyzing the relationship between transportation and land use, and did not measure how changes at the tax parcel or neighborhood land use level can impact transportation system connectivity, nor assess the value of overcoming or reducing the real or perceived impacts of barriers to system connectivity (e.g. interstate freeways, railroad tracks, streams, poor land development patterns and disconnected street networks). Dill's research more fully introduced the Pedestrian Route Directness Index and its promise for applied analytics⁸.

Pedestrian Route Directness Index

The Pedestrian Route Directness Index (PRDI) is the ratio of the Euclidian (straight-line) distance between two points, divided by the actual route distance. The average PRDI score is the aggregate score of each study parcel result. In equation form:

$$\text{Pedestrian Route Directness Index} = \frac{\sum_{i=1}^n (S/r)_i}{n}$$

where

- n = number of destination points or parcels
- s = straight line distance
- r = route distance

For example, if streets are connected, relatively small, and have good sidewalks, people can travel nearly directly to destinations, resulting in a low index. If the street network has many unconnected dead-ends and blocks are large, people must travel farther to reach destinations, resulting in a higher index. A PRDI of 1.00 is the best possible rating, indicating that a person can travel directly to a destination.

PRDI findings for this project are summarized on pages 12-19 (Jade District), and 20-28 (Rosewood Neighborhood).

TriMet Pedestrian Network Analysis

TriMet staff measured parcel-level, PRDI connectivity scores across the Portland urban area for use in the Pedestrian Network Analysis study. The PRDI scores were used in part to evaluate baseline connectivity within ten focus areas. As follow-up to the Pedestrian Network Analysis, TriMet submitted support of PRDI as one of several applied metrics for use by metro areas planning agencies in their local, multimodal plans.

Systems-Level Connectivity

Supportive data and plans that assist the systems-level connectivity assessment include:

- Building Age (with general Zoning map)
- Transit System
- Bicycle System
- Pedestrian System

These data and plans are mapped individually and separately for both the Jade and Rosewood Districts.

The Pedestrian Route Directness Index is calculated for each land parcel within the two districts. Summary land use information (building square footage, by type) is tabulated for each district by generalized PRDI score category (e.g. bad, poor, fair, good, and great).

Based on the parcel-level PRDI connectivity score and mapping, the general type and location of connectivity barriers are identified and mapped within each district.

Individual measures of accessibility to Active Transportation destinations within each of the districts is summarized and mapped. Active Transportation destinations include:

- ✓ High Capacity Transit Stations (MAX)
- ✓ Schools
- ✓ Parks
- ✓ Healthy Food Stores
- ✓ Other (key destinations)

Finally, a series of new connectors are identified and used to re-calculate and map the PRDI score. These new connectors are intended for initial examination and further evaluation to help inform the planning process. Some or all of the new connectors may be included in the draft Plan.

Jade District

Study Area

The Jade District is generally bound by Harrison Street (north), Powell Boulevard (south), 80th Avenue (west), and I-205 (east).

Key arterial streets in the study area include 82nd Avenue (north-south), and Division Street and Powell Boulevard (east-west).

The internal study area street network is largely a series of long, north-south blocks between Division Street and Powell Boulevard, with limited, direct arterial crossings to the north and south. There is very limited east-west connectivity. Only Clinton Street links the Jade District between 82nd and 92nd Avenues. East of 84th Avenue, Clinton Street is an unimproved street, lacking curbs or sidewalks.

Figure 2 notes the existing dirt or gravel streets in the Jade District, including portion of:

EAST-WEST

- SE Lincoln St
- SE Clinton St
- SE Kelly St

NORTH-SOUTH

- SE 80th Av
- SE 84th Av
- SE 84th Pl
- SE 89th Av

Building Age

Figure 3 maps the existing building age within the Jade District by residential and commercial use.

Newer commercial buildings include Portland Community College, Fubonn and the Winco shopping centers. The commercial buildings along 82nd Avenue are mostly small and fairly old (pre 1950).

Newer residential buildings are interspersed throughout the Jade District, including several multi-family and attached housing developments along 92nd Avenue. There are multiple, older, single-family homes throughout the study area.

Data Use:

Further study and identification of potential new street and/or pathway extensions are more likely through or near land parcels with older buildings, which may be subject to future re-development.

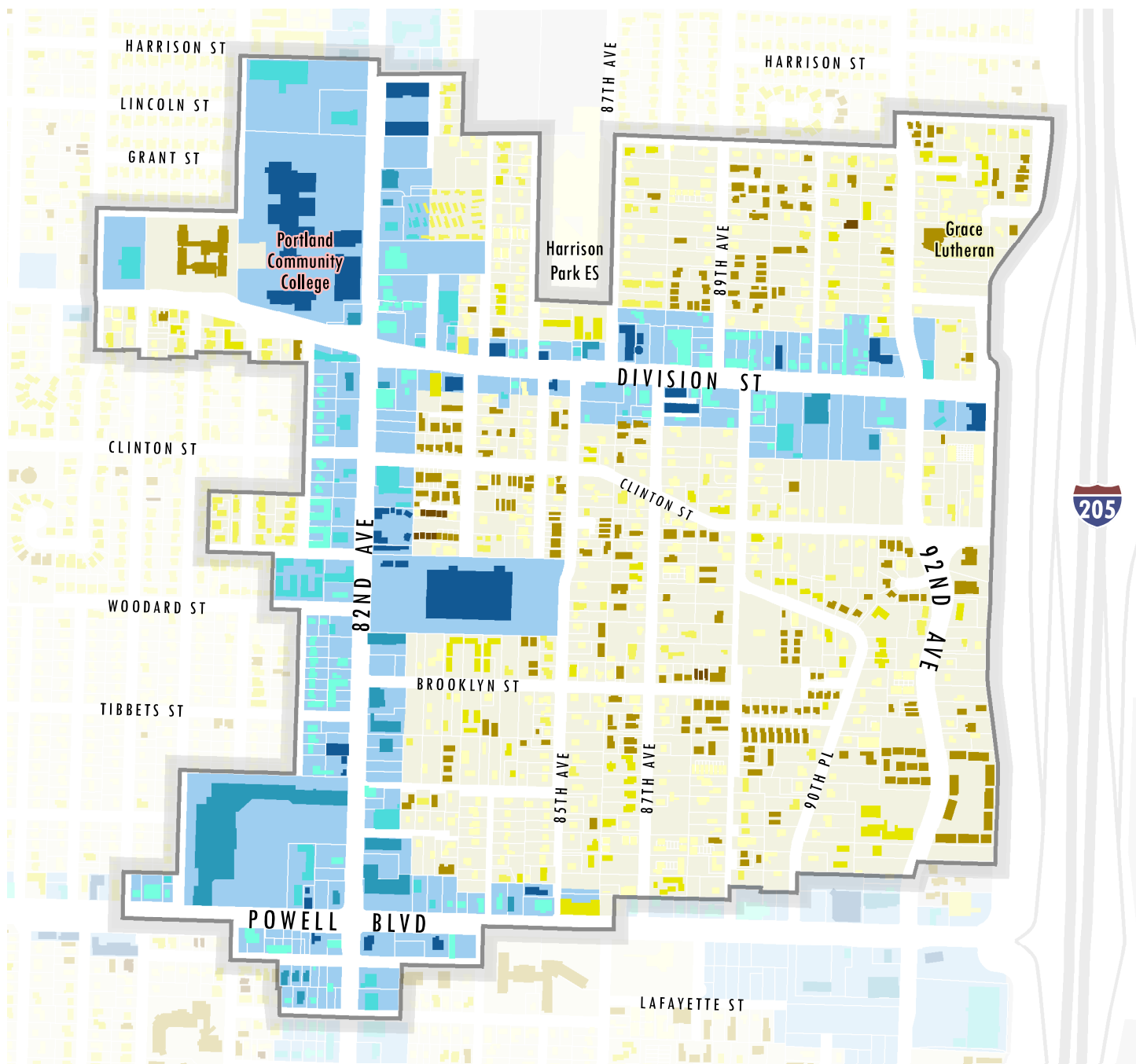
Data Source: Metro RLIS (2016)



Figure 2: Jade District -Unimproved Streets



Fubonn Shopping Center



Legend

General Zoning Designations

■	Commercial Zone
■	Residential Zone
■	Other Zoning Designation

Building Age	Residential	Commercial
Built before 1950	■	■
1951 to 1970	■	■
1971 to 1990	■	■
1991 to 2010	■	■
Built after 2010	■	■



► Building Age
JADE DISTRICT



Figure 3

Transit System

TriMet services the Jade District with MAX Green line service (Division and Powell stations) and three, frequent service (15 minute frequency - weekdays) bus routes:

<u>Route</u>	<u>Street</u>
4-Division/Fessenden	on Division Street
9-Powell Blvd	on Powell Boulevard
72-Kilingsworth/82 nd	on 82 nd Avenue

As illustrated in **Figure 4**, transit ridership (typical weekday, year 2015) is heaviest at MAX stations and at bus stops along 82nd Avenue at the intersections of Division Street and Powell Boulevard (connecting bus routes 4 and 9.

Data Use:

Planning of improved connectivity in consideration of transit access (stop and station destinations).

Data Source:

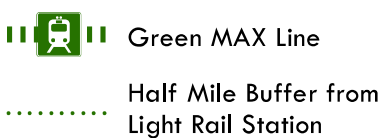
TriMet (2015)



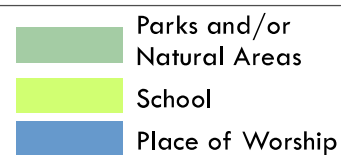
Bus Routes and Boardings



Light Rail



Other Features



 Transit System
JADE DISTRICT



Figure 4

Bicycle System

Figure 5 summarizes the City’s current inventory and plan for the bicycle network within and connecting to the Jade District.

There are existing, on-street bicycle lanes on Division Street and 92nd Avenue. The I-205 Trail passes along the Jade District, with access at Division Street and Powell Boulevard, and connection to the MAX Green line stations (Division and Powell). Shared Roadway routes serving internal Jade District include:

North-South

- 87th Avenue (north of Division Street)
- 85th and 87th Avenues south of Division Street

East-West

- Woodward Street, west of 82nd Avenue
- Brooklyn Street, east of 82nd Avenue to 89th Avenue

The City’s Plan is to add bicycle facilities along 82nd Avenue and Powell Boulevard.

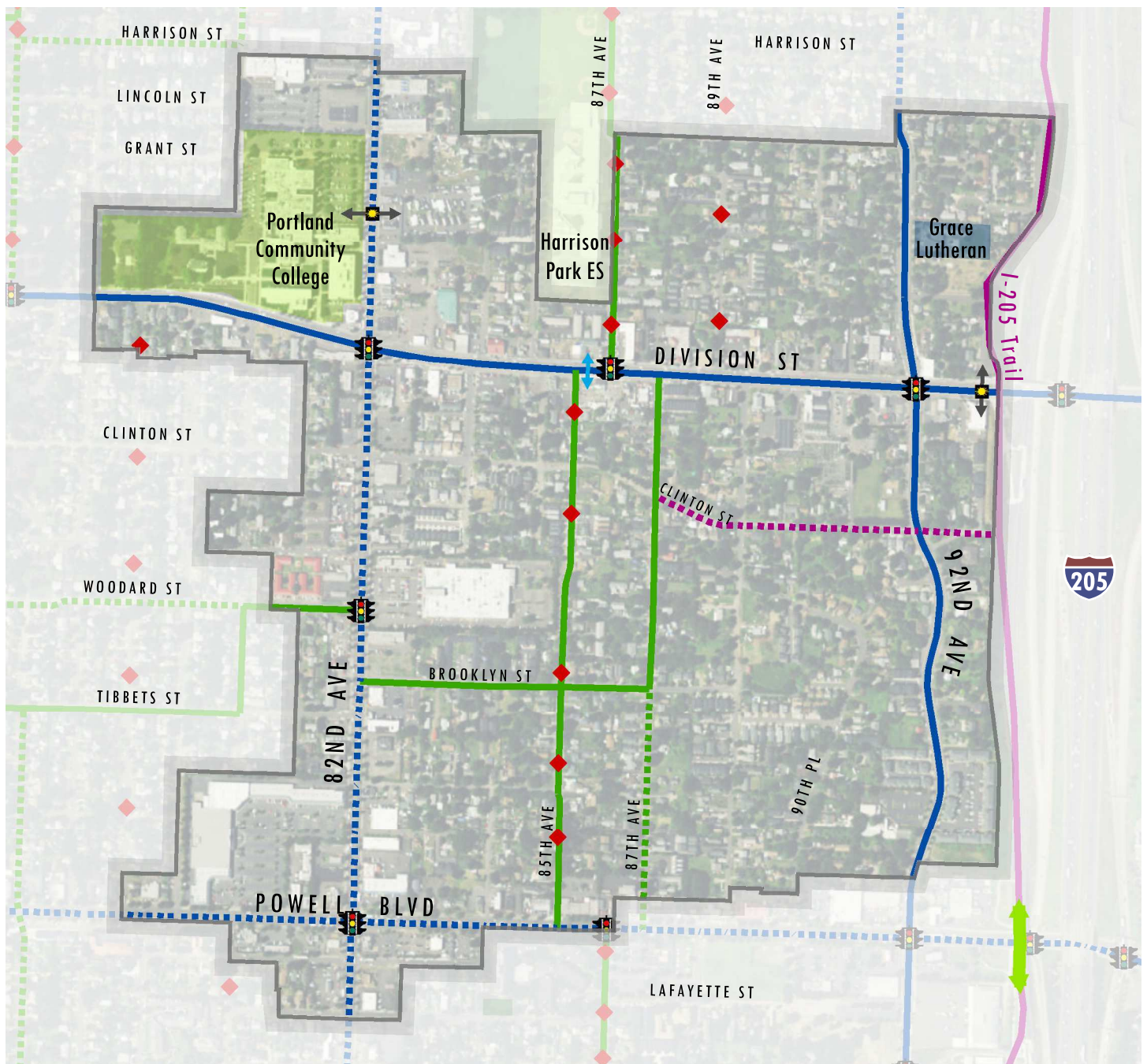
Note: Figure 5 illustrates the “suggested facility” types approved within the Portland 2030 Bicycle Plan. Refinements to the Plan are underway in a separate effort, and there are likely to be refinements to route designations with the Jade District. For example, the ‘trail’ designation on Clinton Street may be revised to “shared roadway” facility, since cars will share the road with bicycles.

Data Use:

Planning improved bicycle connectivity with consideration of existing and planned bicycle system, including shared roadway, trail and other separated bicycle facilities.

Data/Plan Source:

City of Portland (2016)



Bike Network

	Active/Planned	Recommended
Separated in Roadway		
Shared Roadway		
Trail		

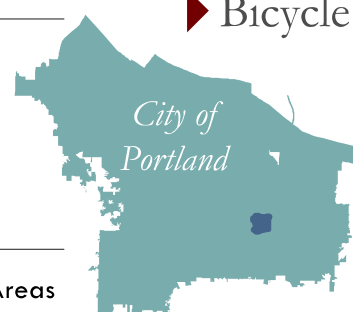
Traffic Control

- Rapid Flashing Beacon
- Pedestrian and Bicycle Crossing
- Pedestrian Bridge
- Pedestrian and Bicycle Bridge

Other Features

- Parks and/or Natural Areas
- School
- Place of Worship

Bicycle Network JADE DISTRICT



0 0.25 Miles

Figure 5

Pedestrian System

Figure 6 summarizes the City's current inventory of sidewalks within the Jade District. Many of the sidewalks along key arterial streets provide continuous connectivity. 92nd Avenue has fairly continuous sidewalks between Clinton Street and Powell Boulevard, but sporadic sidewalks north of Clinton.

The remaining streets internal to the Jade District study area have very limited and sporadic sidewalks. There are no continuous north-south or east-west sidewalks along the neighborhood residential streets.

Figure 6 also indicates the designated crosswalk and traffic signal facilities along study area arterial streets. The spacing between traffic signals and crosswalks is roughly 1/4-mile along 82nd Avenue, Division Street and Powell Boulevard.

There are two rapid flashing beacon signals with pedestrian crossings, one on 82nd Avenue north of Division Street, the second on Division Street at the connection to the I-205 Trail.

Data Use:

Planning improved pedestrian connectivity with consideration of existing pedestrian system, including existing (and missing) sidewalks and arterial street crossing facilities.

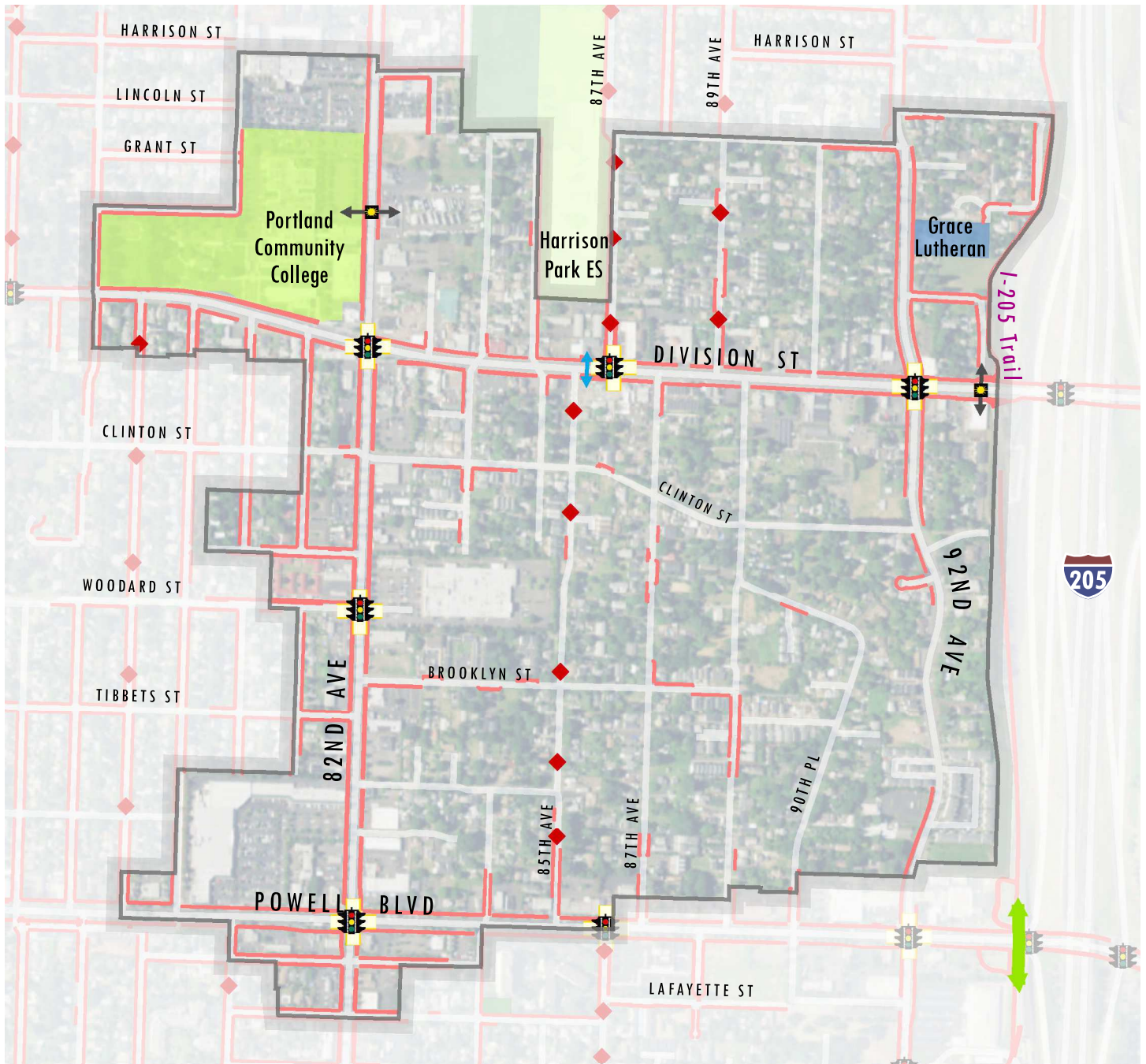
Data/Plan Source:

City of Portland (2015)



Brooklyn Street - typical street cross-section - mix of new, old and missing sidewalks








Source: Google Maps




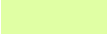

Sidewalk Network

Active/Planned **Recommended**
 Sidewalk —

Traffic Control

-  Traffic Signal
-  Rapid Flashing Beacon
-  Speed Bump
-  Crosswalk
-  Pedestrian and Bicycle Crossing
-  Pedestrian Bridge
-  Pedestrian and Bicycle Bridge

Other Features

-  Parks and/or Natural Areas
-  School
-  Place of Worship

Sidewalk Network JADE DISTRICT



0 0.25 Miles

Figure 6

Pedestrian Route Directness Index

The Pedestrian Route Directness Index (PRDI) was calculated for each land parcel within the Jade District and summarized in **Figure 7**.

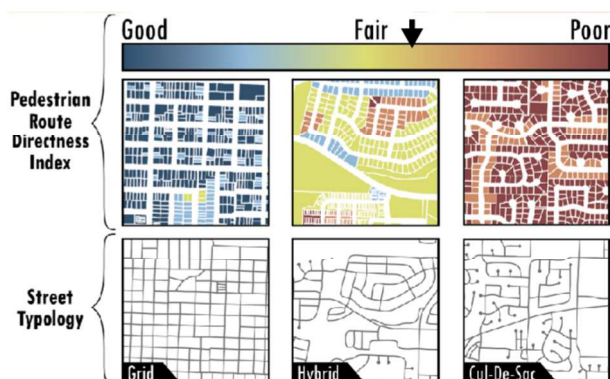
There are some pockets of good connectivity within the Jade District, given the smaller block sizes and street network surrounding the western section of Clinton Street. Fubonn is rated with good connectivity due to the small, but accessible gateway at its eastern edge on 85th Avenue. Similarly, PCC is also rated with good connectivity given its extensive internal pathway connectors and sidewalk linkages to 82nd Avenue, Division Street and 80th Avenue.

Much of the remaining areas with Jade District are rated from fair to poor connectivity, based on a number of prevailing factors:

- Numerous dead-end streets
- Limited arterial street crossings
- Discontinued and disconnected through-streets
- Long street blocks (lacking internal, pedestrian-bike connectors)
- Major freeway barrier (I-205)




For reference, the PRDI scale associated with the general range in street network typology is illustrated below. Examples of similar typologies and PRDI scores within the Portland metro region are also shown here.

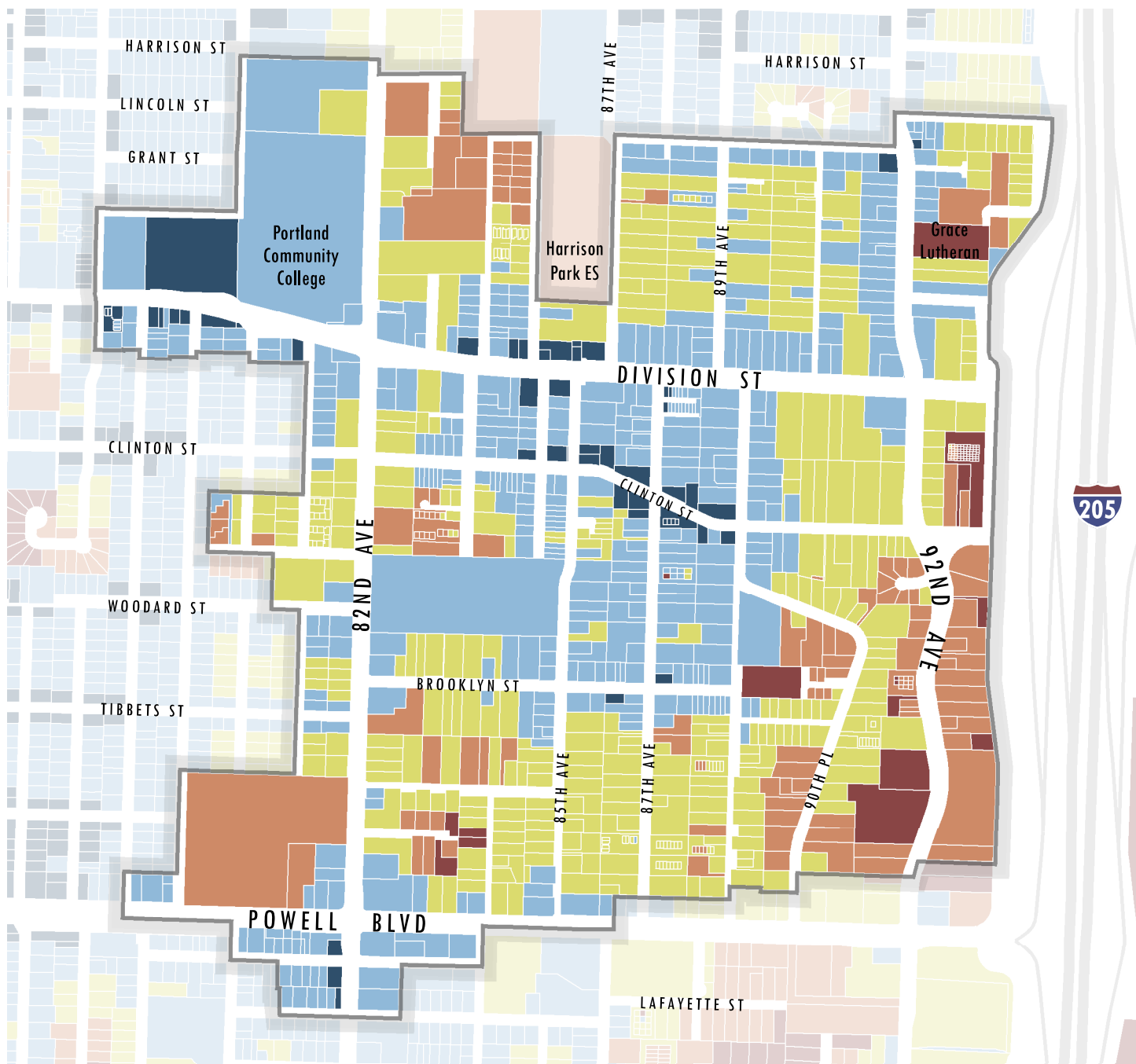
PRDI Associated with Street Network Typology



Data Use:

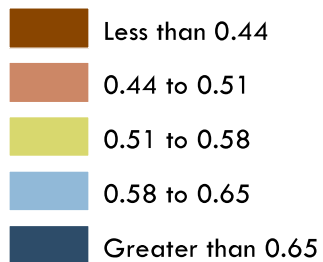
Nearest neighbor connectivity score to identify poorly connected parcels within the Jade District.

Range of Connectivity Scoring	
Portland Metro Region Examples	PRDI
Inner Southeast	Great
	
Jade District	Fair
	
Troutdale	Poor
	



Legend

PRDI Values



 Connectivity - Today
JADE DISTRICT



Figure 7

Walksheds to Local Destinations

Individual walkshed calculations were performed to measure and identify those land parcels (buildings) within the Jade District are within a 1/2-mile walking distance (1/4-mile of bus stops) of key neighborhood destinations. The following destination walksheds were calculated and mapped:

Data Use:

Planning improved pedestrian connectivity with consideration of AT destination walksheds.

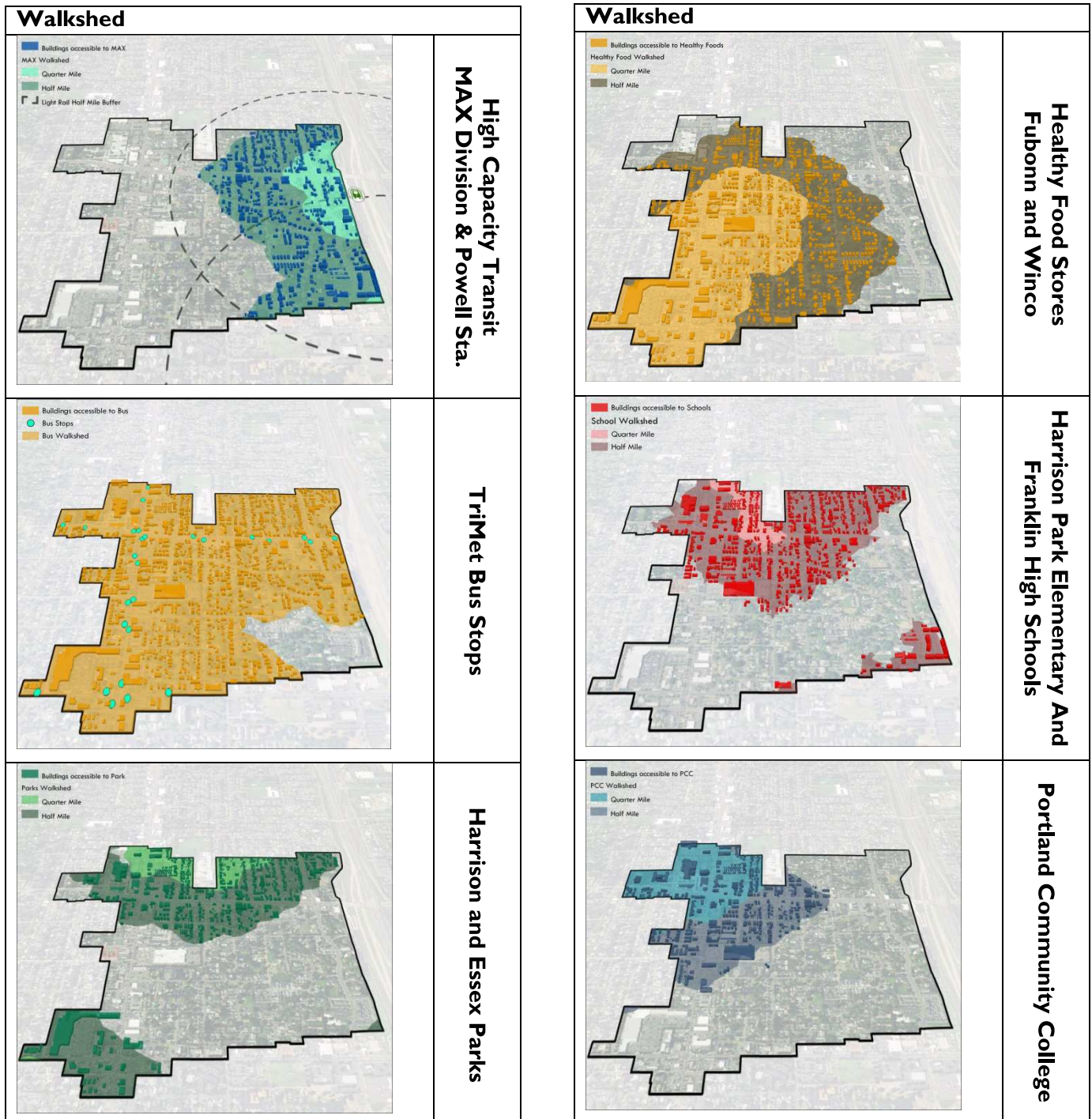
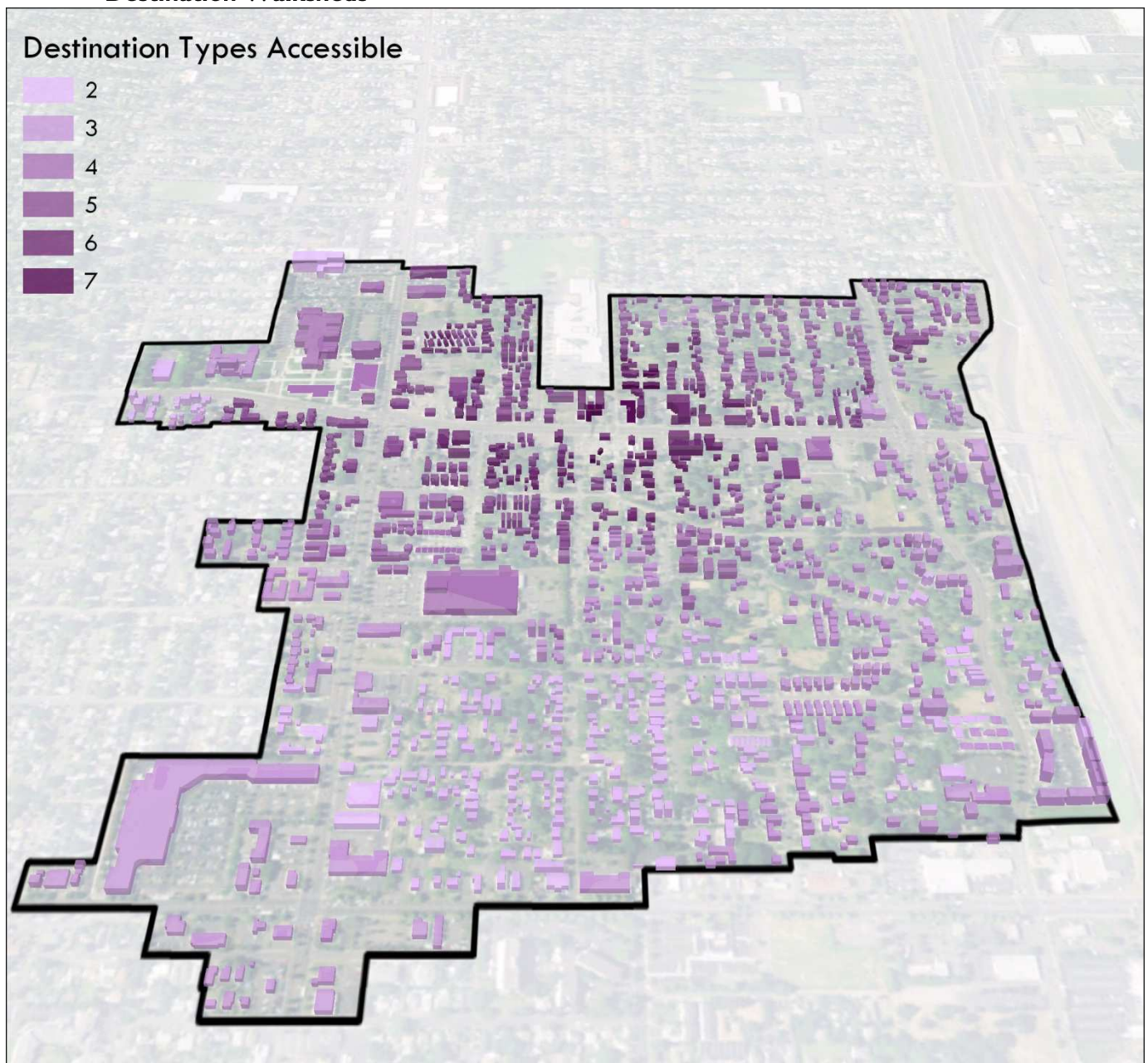


Figure 8 is a composite summary of the individual walkshed maps. The Jade District buildings with darker purple shading indicate accessibility to multiple destinations.

The highest accessibility is centered on both sides of Division Street near 82nd Avenue. The lowest connectivity is located between Brooklyn Street and Powel Boulevard, east of 82nd Avenue.

Figure 8 Composite Neighborhood Destination Walksheds



Barriers

The general type and location of barriers to walk and bicycle connectivity were identified by examination of the nearest neighbor connectivity results (PRDI), walkshed mapping, and supplemental observation of aerial maps of land development and street patterns from Google™,

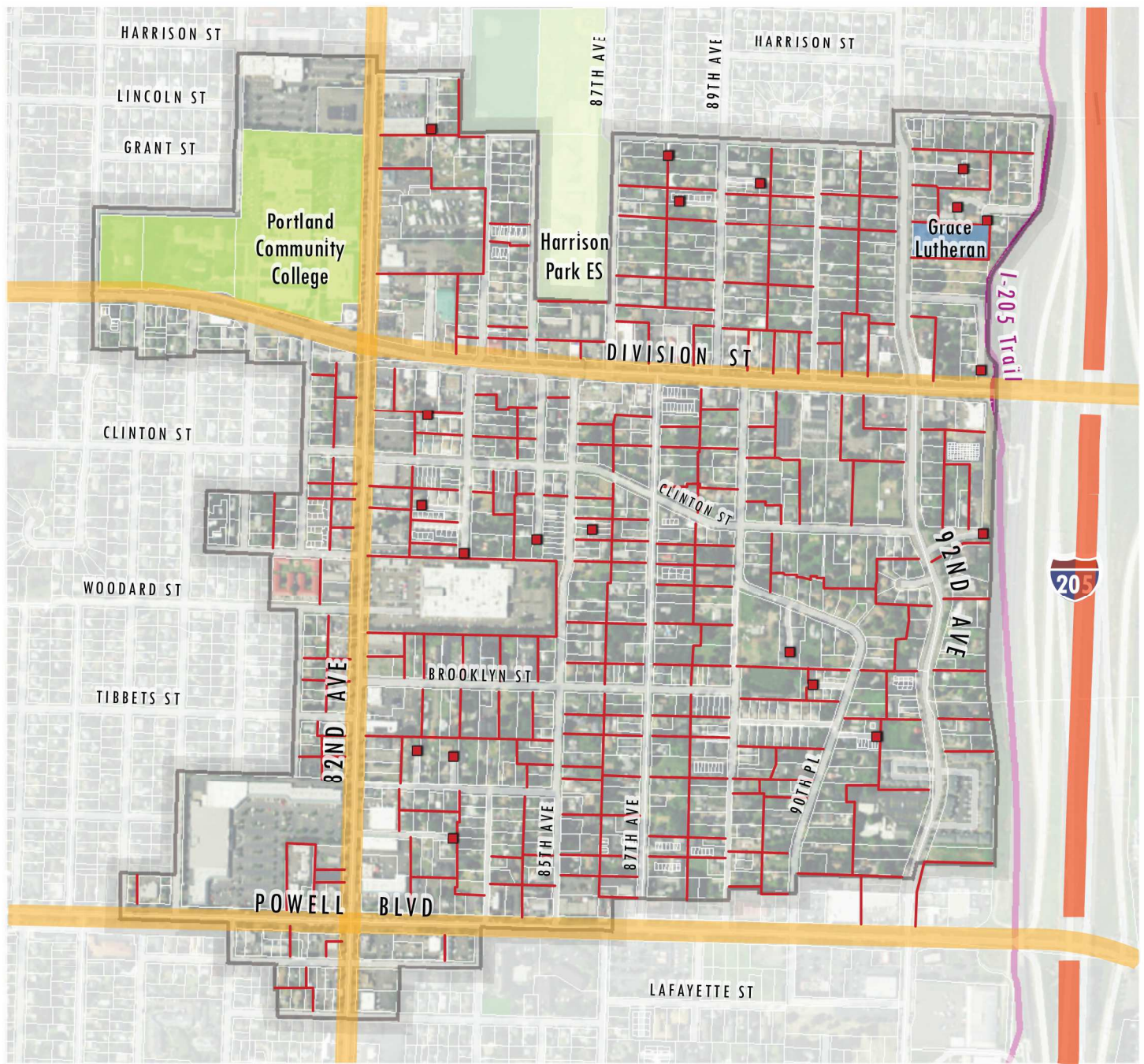
The major barriers noted include dead-end streets, property boundaries (often demarked with installed fences) and major arterials which have limited crossing facilities for walk and bicycle access. Even where signals exist on arterial streets there are often lengthy delays to pedestrians and cyclists.



84th Avenue - Dead End north of Fubonn

Source: Google Maps

Figure 9 maps the general barriers noted in the Jade District, through the connectivity assessment.



Connectivity Barriers

- Dead-end Streets
- Property Boundary - 'Hard Fence'
- Multi-Lane Arterials - Limited Crossings
- Interstate - No At Grade Crossings

Other Features

- Parks and/or Natural Areas
- School
- Place of Worship
- Multi-Use Trail

Connectivity Barriers JADE DISTRICT



Figure 9

Potential New Connectors

Considering the study multimodal systems, building age and existing nearest neighbor connectivity scoring outcomes, some new connectors could be considered in the planning process. The purpose of these new connectors is to improve the level of connectivity within more deficient areas of the Jade District.

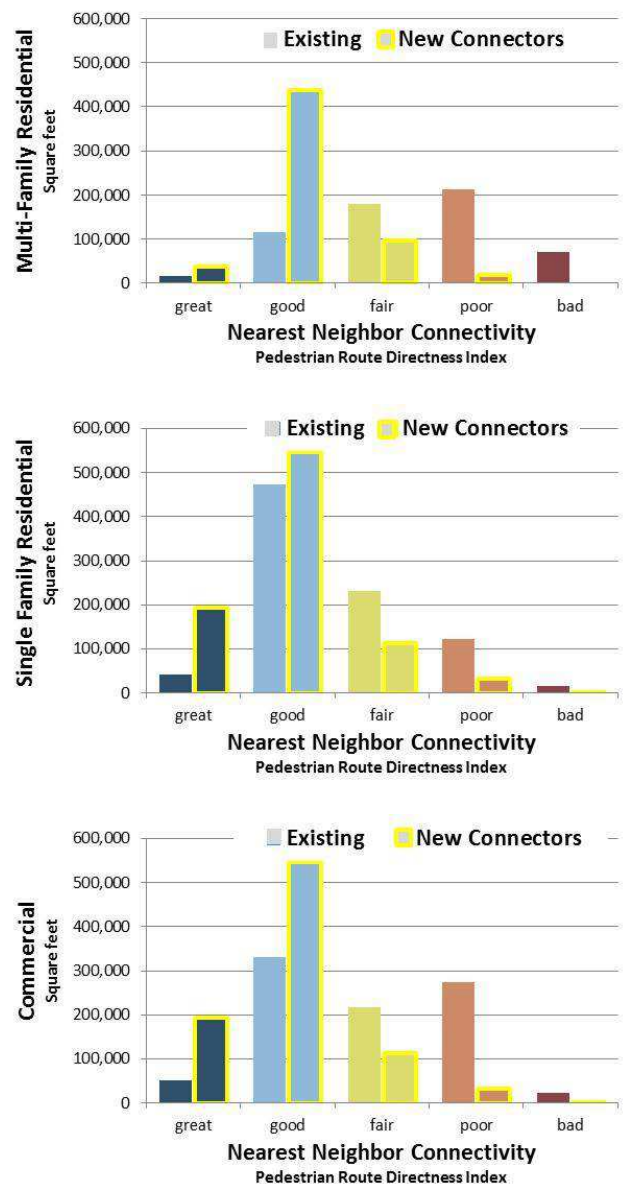
Potential new connectors may take the form of new local streets (with sidewalks) or pedestrian-bicycle pathways. New Jade District connectors are initially identified as follows:

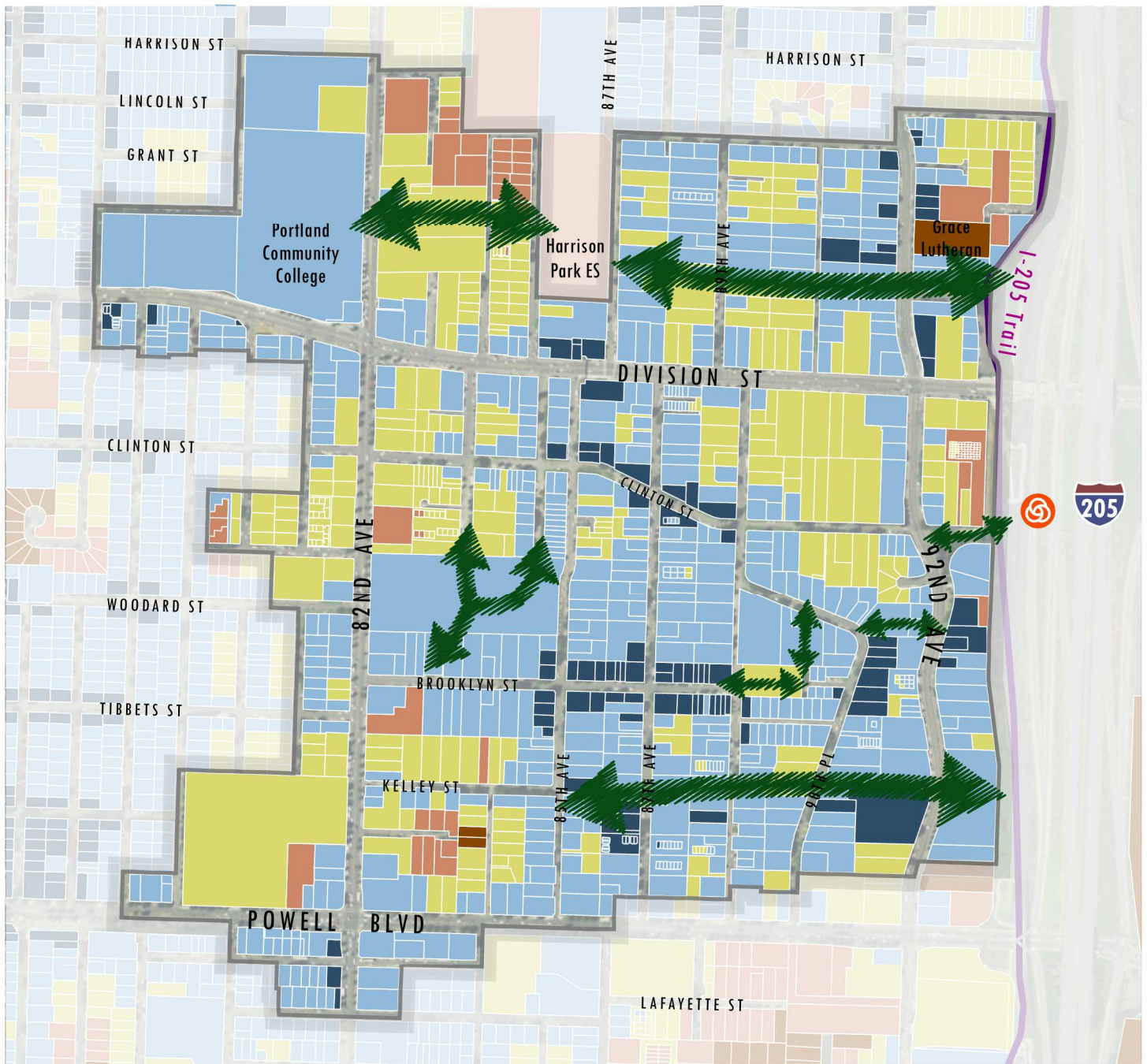
- East-west connector linking Harrison Park with 82nd Avenue and 92nd Avenue (north of Division Street)
- New north-south pathways accessing the Fubonn shopping center
- Extension of Brooklyn Street east with connections to Clinton Street and 90th Place
- New connection linking Clinton Street with I-205 Trail and MAX Division stations, and
- Street extension or new pathway connection linking Kelly Street east to 92nd Avenue.

The PRDI was re-calculated for the Jade District assuming these new connectors. The new connectors and resulting nearest neighbor connectivity scores are mapped in **Figure 10**. By comparison to the Existing PRDI, several subareas within the Jade District will achieve much higher connectivity due to the new connectors, raising district-wide connectivity from Fair to Good.

As illustrated in the charts to the right, the impact of the potential New Connectors significantly improves connectivity for multi-family residential, single family residential and commercial properties within the Jade District.






Comparing Existing and Potential New Links
Connectivity by major land use type





Legend

PRDI Values

	Less than 0.44
	0.44 to 0.51
	0.51 to 0.58
	0.58 to 0.65
	Greater than 0.65

Potential New Connections



 Connectivity - Future
JADE DISTRICT



0 0.25
Miles

Figure 10

Rosewood Neighborhood

Study Area

The Rosewood Neighborhood is generally bound by Glisan Street (north), Alder Street (south), 144th Avenue (west), and 162nd Avenue (east).

Key arterial streets in the study area include 148th and 162nd Avenues (north-south), and Glisan, Burnside and Stark Streets (east-west). Burnside Street includes the center-running MAX Blue line, with stations at 148th and 162nd Avenues. There are off-set designated pedestrian crossings along Burnside at key intersections, including 146th, 151st, 154th, 157th and 160th Avenues.

The prevailing public street grid within and around the Rosewood Neighborhood is made up of long, north-south blocks. There are limited local street connectors that link the mix of residential, commercial land school uses within the neighborhood.

There is very limited east-west connectivity aside from Burnside and Stark Streets.

Some of the study area streets are unimproved. The figure to the right notes the existing dirt or gravel streets adjacent to the Rosewood Neighborhood.

Building Age

Figure 11 maps the existing building age within the Rosewood Neighborhood by residential and commercial use. Much of the neighborhood low-density housing pre-dates 1990. Newer multi-family housing developments have recently been constructed in parts of the neighborhood (e.g. along 147th, north of Burnside Street).

Newer commercial buildings have been constructed along Stark Street at 148th Avenue. Examples of older shopping center buildings include the Village Square (Stark St/160th Ave). The commercial buildings along 82nd Avenue are mostly small and fairly old (pre 1950).

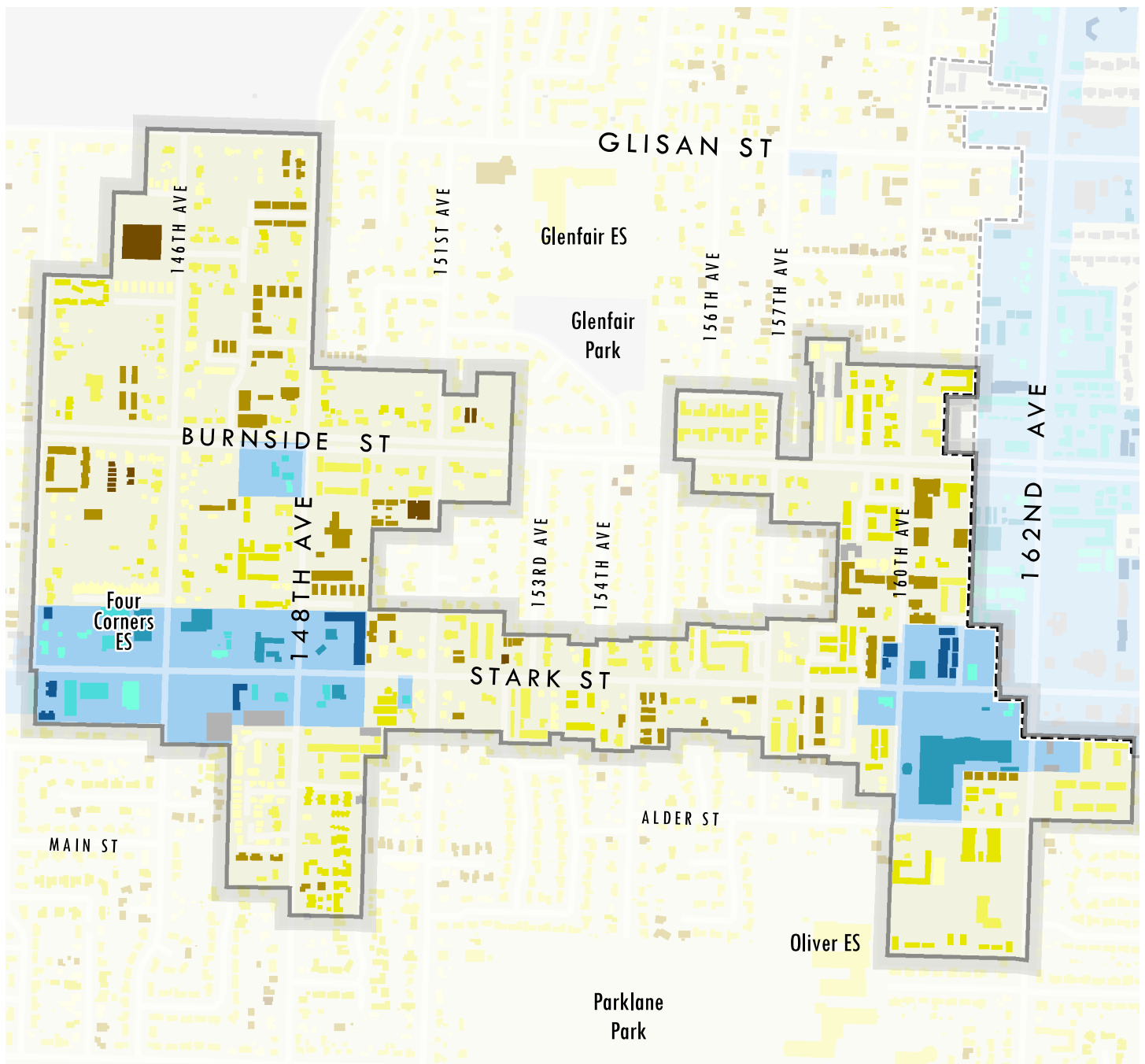
Data Use:

Further study and identification of potential new street and/or pathway extensions are more likely through or near land parcels with older buildings, which may be subject to future re-development.

Data Source: Metro RLIS (2016)



Rosewood Neighborhood-Unimproved Streets



Legend

General Zoning Designations

- Commercial Zone
- Residential Zone
- Other Zoning Designation

Building Age	Residential	Commercial
Built before 1950		
1951 to 1970		
1971 to 1990		
1991 to 2010		
Built after 2010		

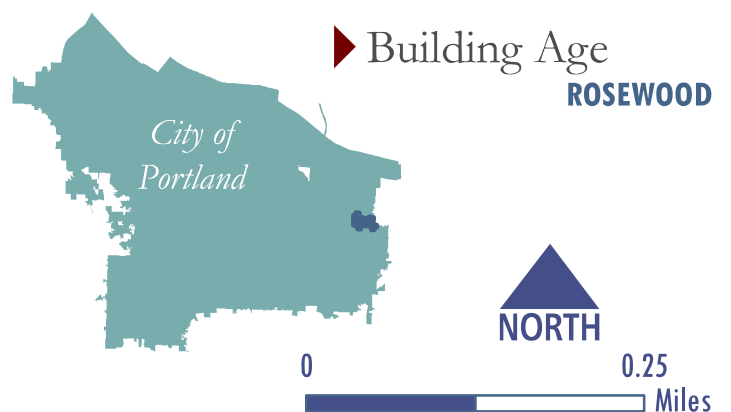


Figure 11

Transit System

TriMet services the Rosewood Neighborhood with MAX Blue line service (148th and 162nd Avenue stations) and two local bus routes:

<u>Route</u>	<u>Street</u>
20	Stark Street
25	Glisan Street

There are no north-south bus routes within the Rosewood neighborhood area.

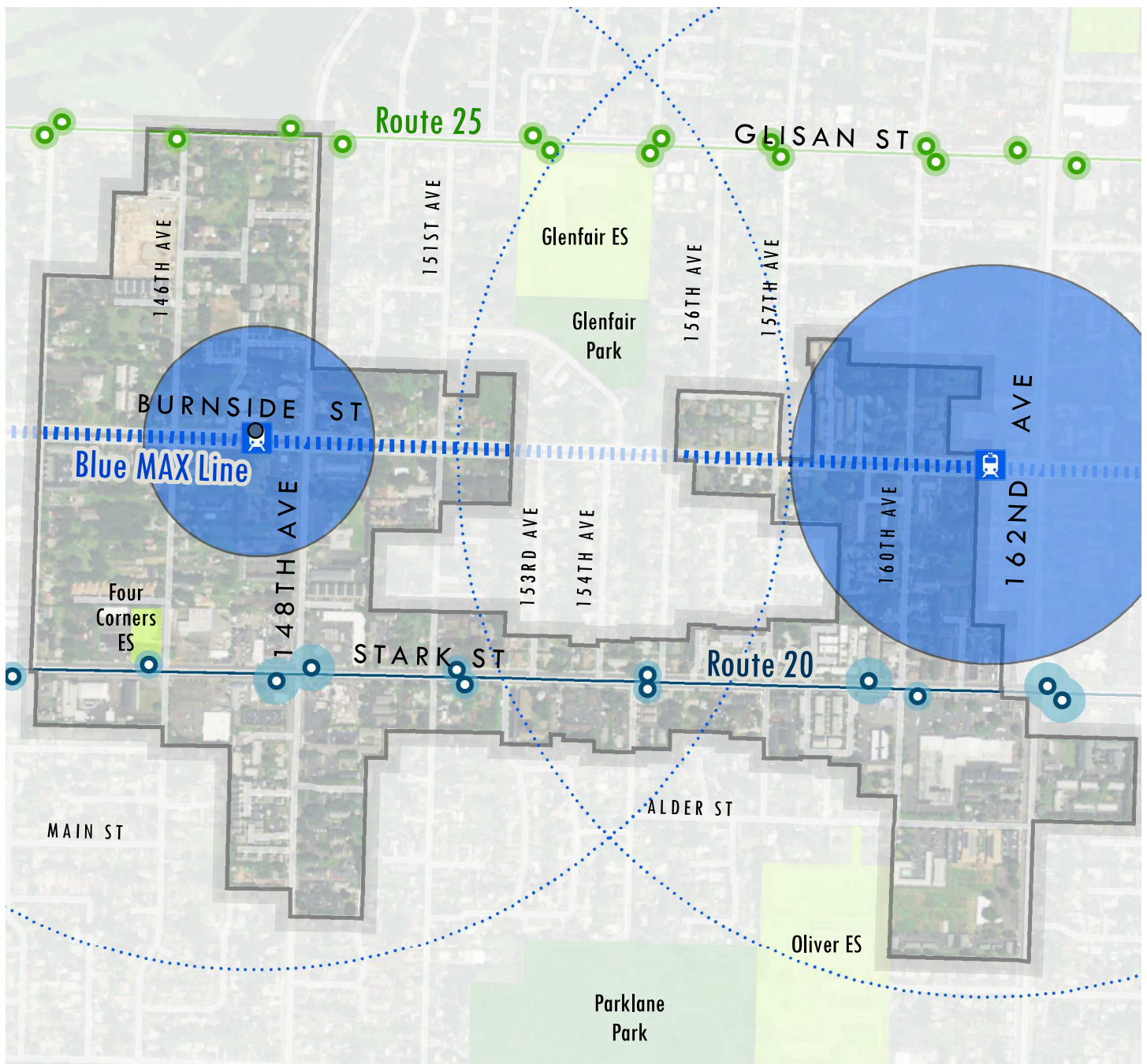
As illustrated in **Figure 12**, transit ridership (typical weekday, year 2015) is heaviest at MAX stations, particularly the 162nd Avenue station. Bus stop boardings are relatively inform along Glisan Street. There are higher bus stop boardings along Stark Street near significant commercial centers.

Data Use:

Planning of improved connectivity in consideration of transit access (stop and station destinations).

Data Source:

TriMet (2015)



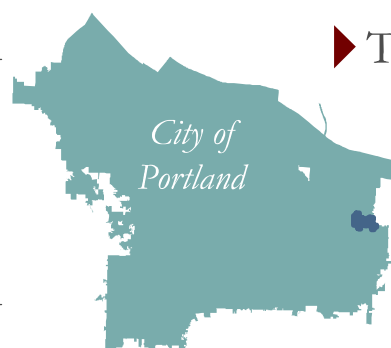
Bus Routes and Boardings



Light Rail



Other Features



Transit System
ROSEWOOD



Figure 12

Bicycle System

Figure 13 summarizes the City’s current inventory and plan for the bicycle network within and connecting to the Rosewood Neighborhood.

There are existing, on-street bicycle lanes on 148th and 162nd Avenues, and on Glisan and Burnside Streets. A Shared Roadway route along 151st Avenue serves internal Rosewood Neighborhood, with links to Glenfair Park and Glenfair Elementary School.

The City’s Plan is to add on-street bike lanes to 146th Avenue and Stark Street.

Note: Figure 5 illustrates the “suggested facility” types approved within the Portland 2030 Bicycle Plan. Refinements to the Plan are underway in a separate effort, and there are likely to be refinements to route designations.

Data Use:

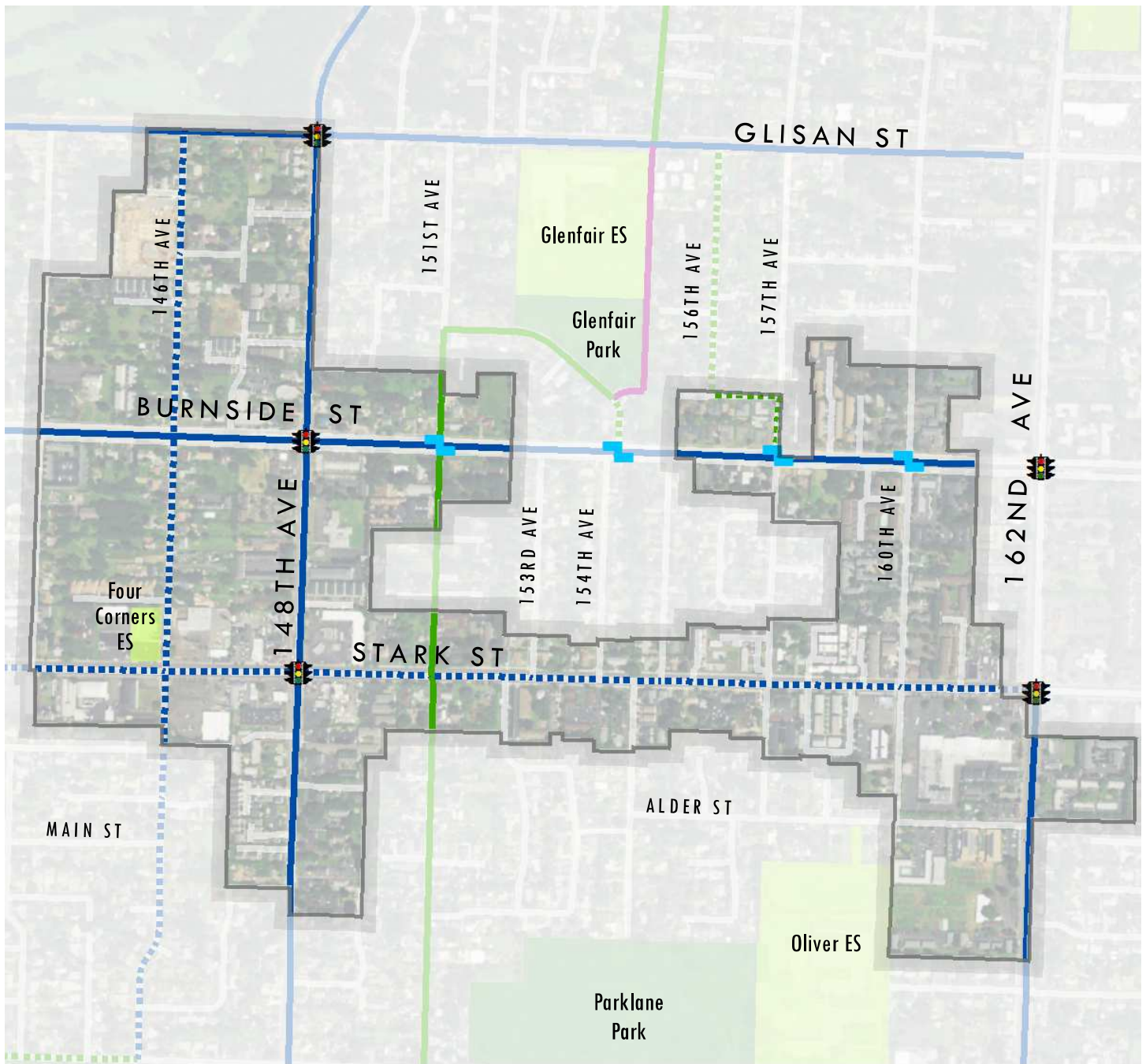
Planning improved bicycle connectivity with consideration of existing and planned bicycle system, including shared roadway, trail and other separated bicycle facilities.

Data/Plan Source: City of Portland (2016)









On-Street Bike Lanes - 148th Avenue



Source: Google Maps




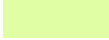
Bike Network

Active/Planned Bike Network	Recommended Bike Network
Bike Lane 	
Shared Roadway 	
Trail 	

Traffic Control

	Traffic Signal
	Off-set Pedestrian Refuge/Crossing

Other Features

	Parks and/or Natural Areas
	School

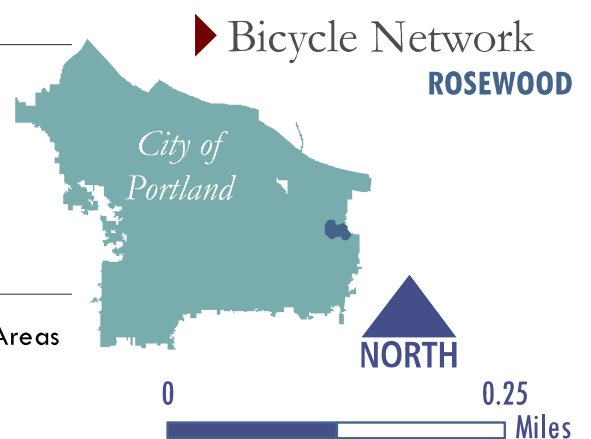


Figure 13

Pedestrian System

Figure 14 summarizes the City's current inventory of sidewalks within the Rosewood Neighborhood. Many of the sidewalks along key arterial streets provide continuous connectivity, including Stark and Burnside Streets. Sidewalks along portions of 148th Avenue are buffered from vehicle traffic lanes by the designated on-street bike and parking lanes.

Though many of the internal streets within the Rosewood neighborhood have sidewalks on each side, they are often disconnected or dead-end. As a result, there is very little, direct east-west pedestrian connectivity for localized travel as alternative to either Burnside or Stark Streets.

There are very limited north-south local streets with continuous sidewalks and pedestrian links between residential neighborhoods and commercial centers along Stark Street.

Figure 14 also indicates the designated crosswalk and traffic signal facilities along study area arterial streets. The spacing between traffic signals and crosswalks is roughly 1/2-mile along Burnside and Stark Streets. However, there are several, off-set pedestrian crossings of Burnside and MAX as shown in Figure 14.

Data Use:

Planning improved pedestrian connectivity with consideration of existing pedestrian system, including existing (and missing) sidewalks and arterial street crossing facilities.

Data/Plan Source:

City of Portland (2015)



Max, Off-Set Pedestrian Crossing - 154th Avenue

Source: Google Maps



Sidewalk Network

Active/Planned
Sidewalk

Recommended

Traffic Control



Traffic Signal



Off-set Pedestrian Refuge/Crossing

Other Features



Parks and/or Natural Areas



School

Sidewalk Network
ROSEWOOD



NORTH

0 0.25 Miles

Figure 14

Pedestrian Route Directness Index

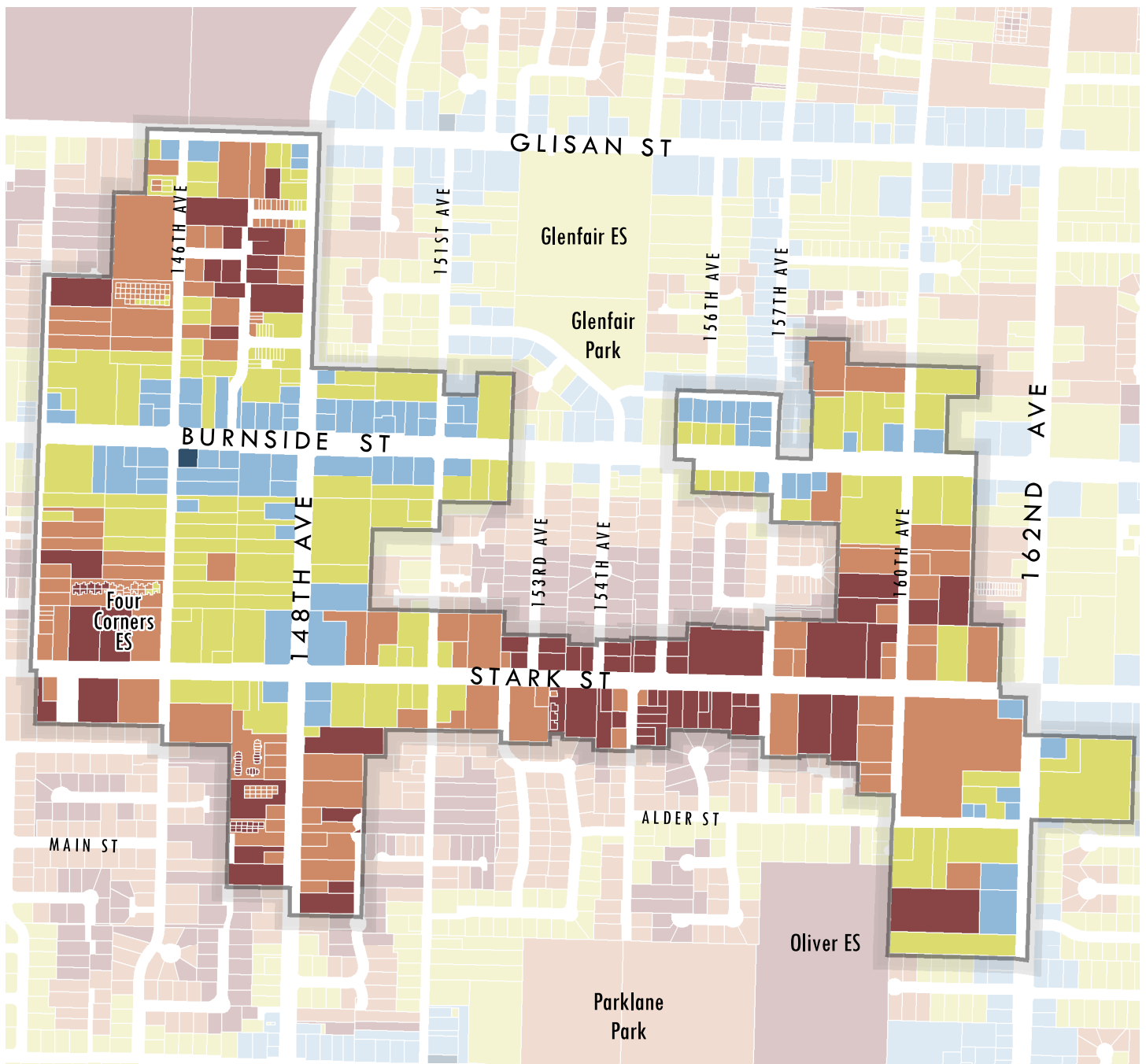
The Pedestrian Route Directness Index (PRDI) was calculated for each land parcel within Rosewood Neighborhood is summarized in **Figure 15**.

There are some pockets of good connectivity within the Rosewood Neighborhood, given the relatively smaller block size and street network between Stark and Burnside Streets and 147th and 148th Avenues. The Stark Street corridor is also fairly well connected, particularly along the section east of 154th Avenue, where Alder Street provides supporting connectivity.

Much of the remaining areas within the Rosewood Neighborhood are rated from fair to poor connectivity, based on a number of prevailing factors:

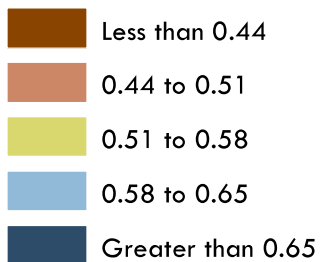
- Numerous dead-end streets
- Discontinued and disconnected through-streets
- Long street blocks (lacking internal, pedestrian-bike connectors)

In particular, the northwest and southwest corners of the study area exhibit poor connectivity due to a lack of local, east-west and north—south street connections.

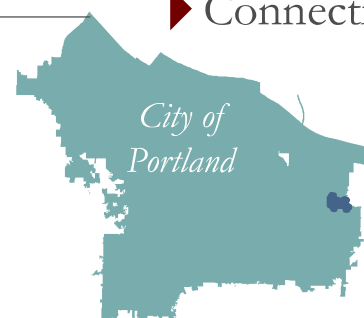


Legend

PRDI Values



 Connectivity - Today
ROSEWOOD

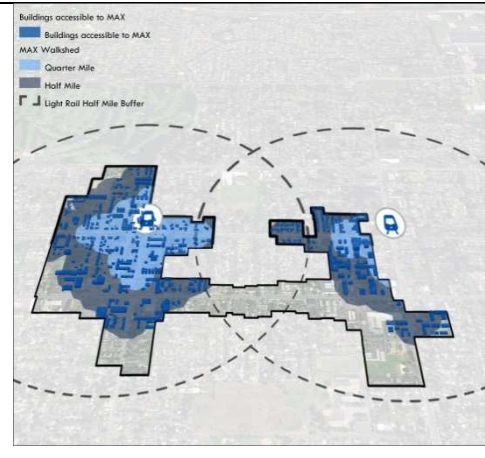
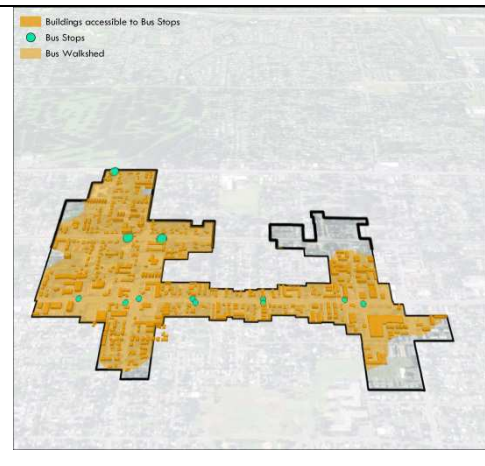
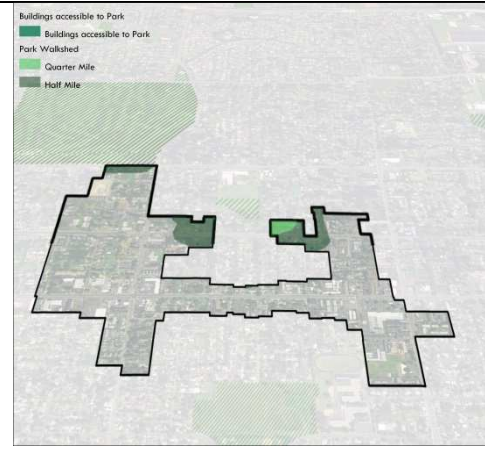


0 0.25 Miles

Figure 15

Walksheds to Local Destinations

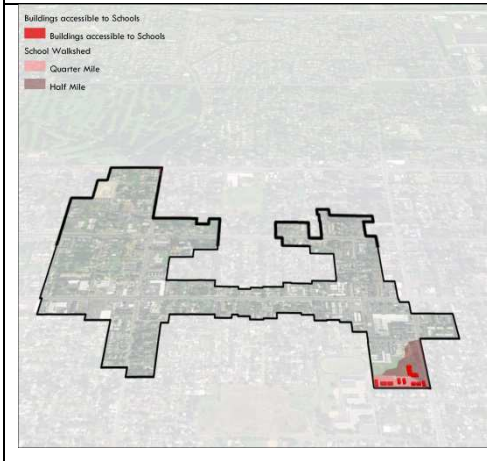

Individual walkshed calculations were performed to measure and identify those land parcels (buildings) within the Rosewood Neighborhood are within a 1/2-mile walking distance of key neighborhood destinations (1/4-mile of bus stops). The following destination walksheds were calculated and mapped:

Walkshed	High Capacity Transit MAX 148 th & 162 nd Sta.
 <p>Buildings accessible to MAX Buildings accessible to MAX MAX Walkshed Quarter Mile Half Mile Light Rail Half Mile Buffer</p>	
 <p>Buildings accessible to Bus Stops Bus Stops Bus Walkshed Quarter Mile Half Mile</p>	
 <p>Buildings accessible to Park Buildings accessible to Park Park Walkshed Quarter Mile Half Mile</p>	Glenfair Park

A composite walkshed map is also included, which summarizes the individual walkshed maps. The Rosewood Neighborhood buildings with darker purple shading indicate accessibility to multiple destinations. Given the limited number of destination walksheds (mostly transit), the highest accessibility is centered on both sides of Burnside Street and 148th and 162nd Avenues. The lowest connectivity is located along Stark Street and the southern portions of the Rosewood Neighborhood.

Data Use:

Planning and prioritizing improved pedestrian connectivity with consideration of destination walksheds.

Walkshed	Oliver Elementary School
 <p>Buildings accessible to Schools Buildings accessible to Schools School Walkshed Quarter Mile Half Mile</p>	
	Composite

Barriers

The general type and location of barriers to walk and bicycle connectivity were identified by examination of the nearest neighbor connectivity results (PRDI), watershed mapping, and supplemental observation of aerial maps of land development and street patterns from Google™,

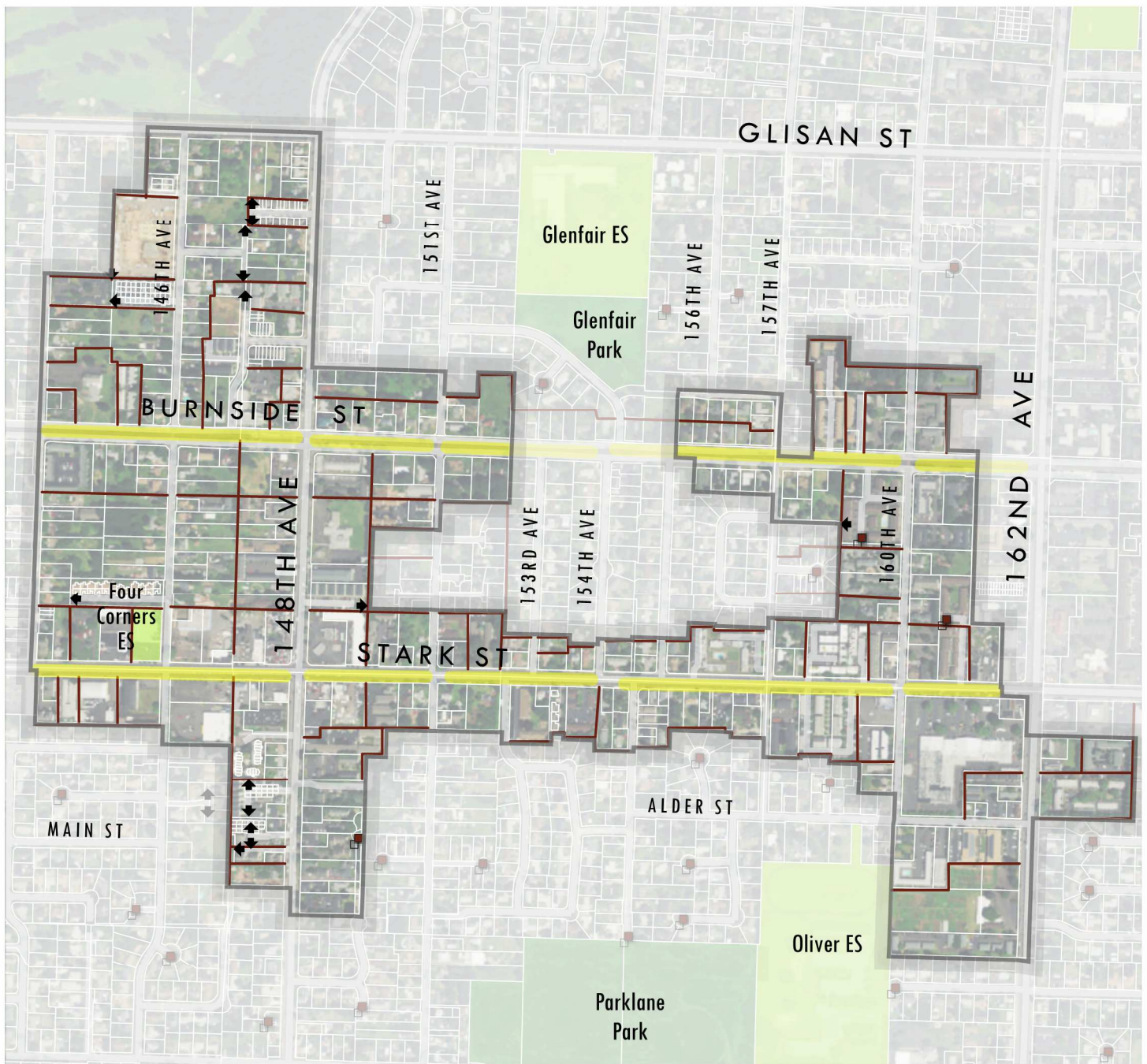
The major barriers noted include terminal streets (where final connections have not been completed), dead-end streets, property boundaries (often demarked with installed fences) and major arterials which have limited crossing facilities for walk and bicycle access. Even where signals exist on arterial streets there are often lengthy delays to pedestrians and cyclists.



147th Avenue - Dead End north of Burnside

Source: Google Maps

Figure 16 maps the general barriers noted in the Rosewood Neighborhood, through the connectivity assessment.



Connectivity Barriers

- Dead-end Streets
- ➔ Terminal Streets
- Property Boundary - 'Hard Fence'
- Multi-Lane Arterials - Limited Crossings

Other Features

- Parks and/or Natural Areas
- School
- Place of Worship

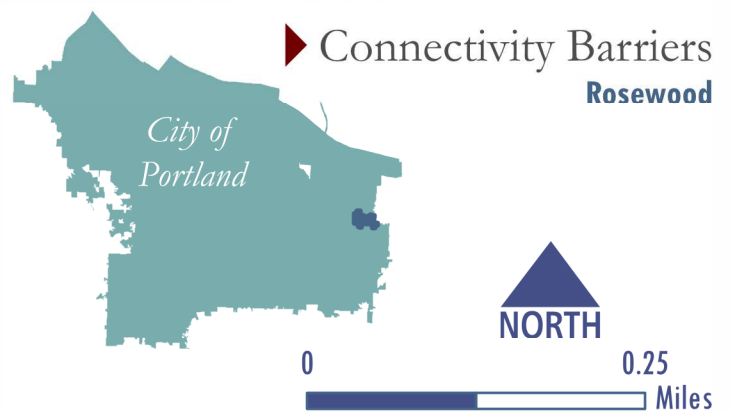


Figure 16

Potential New Connectors

Considering the study multimodal systems, building age and existing nearest neighbor connectivity scoring outcomes, some new connectors could be considered in the planning process. The purpose of these new connectors is to improve the level of connectivity within more deficient areas of the Rosewood Neighborhood.

Potential new connectors may take the form of new local streets (with sidewalks) or pedestrian-bicycle pathways. New Rosewood Neighborhood connectors are initially identified as new east-west street or pathway connectors linking public streets:

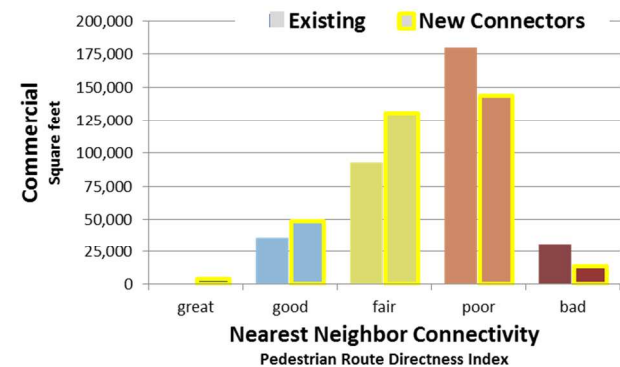
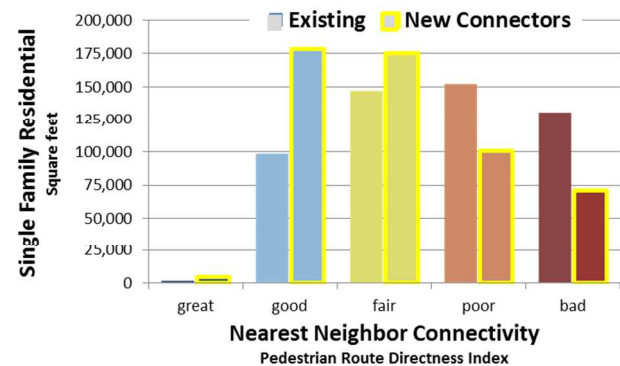
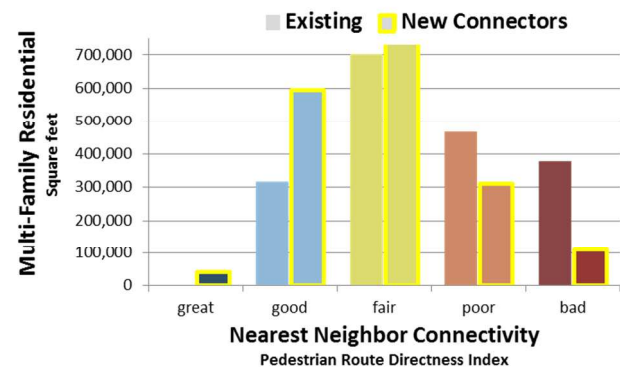
- (a) north of Burnside,
- (b) between Burnside and Stark Streets, and
- (c) south of Stark Street

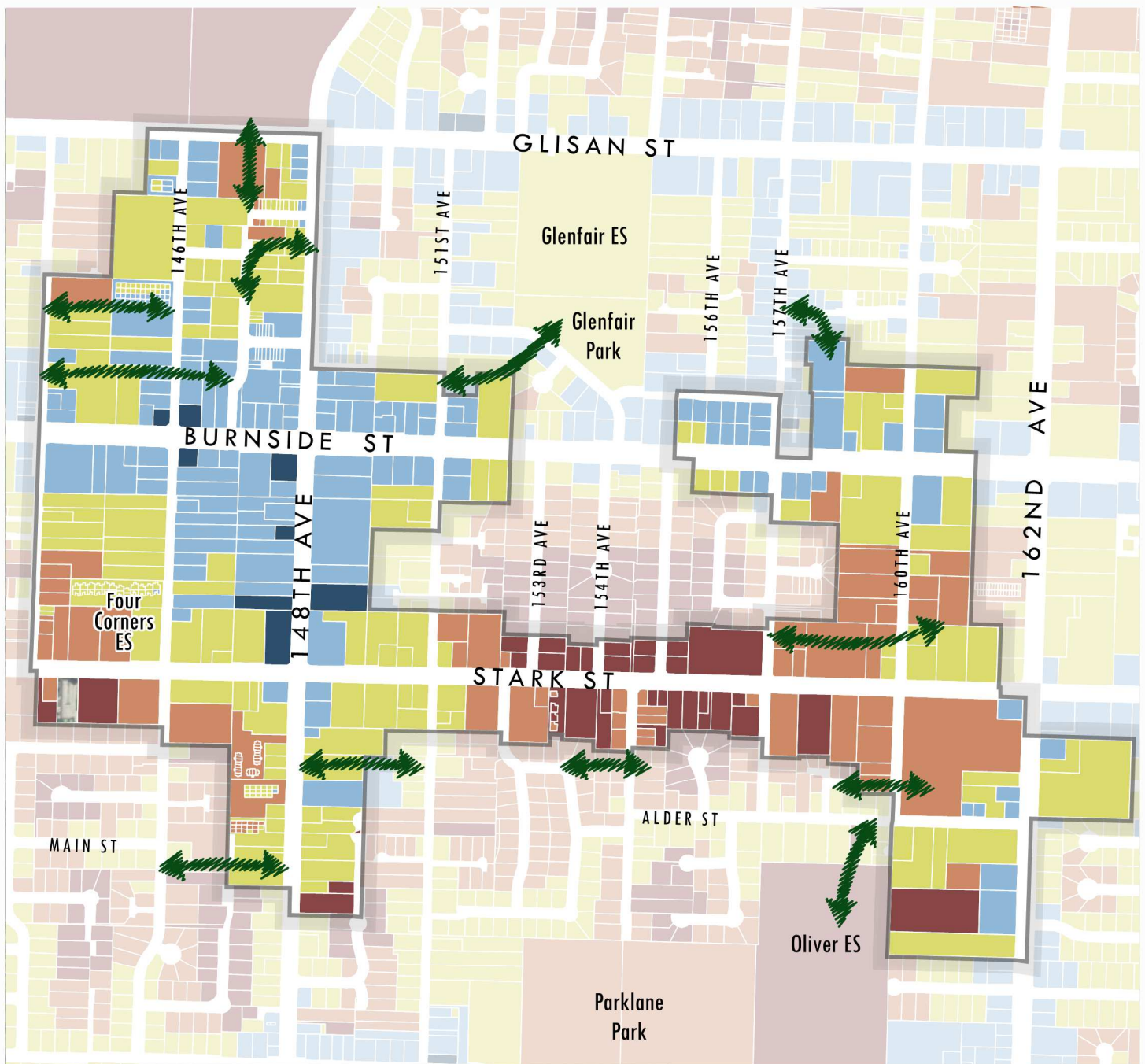
The PRDI was re-calculated for the Rosewood Neighborhood assuming these new connectors. The new connectors and resulting nearest neighbor connectivity scores are mapped in **Figure 17**. By comparison to the Existing PRDI, several subareas will achieve much higher connectivity due to the new connectors, raising district-wide connectivity from Fair to Good.

As illustrated in the charts to the right, the impact of the potential New Connectors significantly improves connectivity for multi-family and single family residential properties within the Rosewood Neighborhood, with a more modest improvement to connectivity for commercial properties.

As an important next step, additional connections across Stark Street between 148th and 162nd Avenues will likely further improve area wide connectivity.

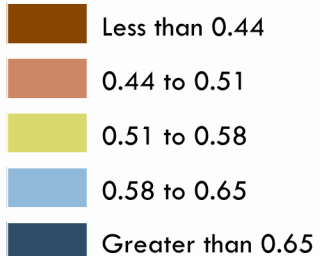
Comparing Existing and Potential New Links Connectivity by major land use type





Legend

PRDI Values



Potential New Connections



Connectivity - Future
ROSEWOOD



0 0.25 Miles

Figure 17

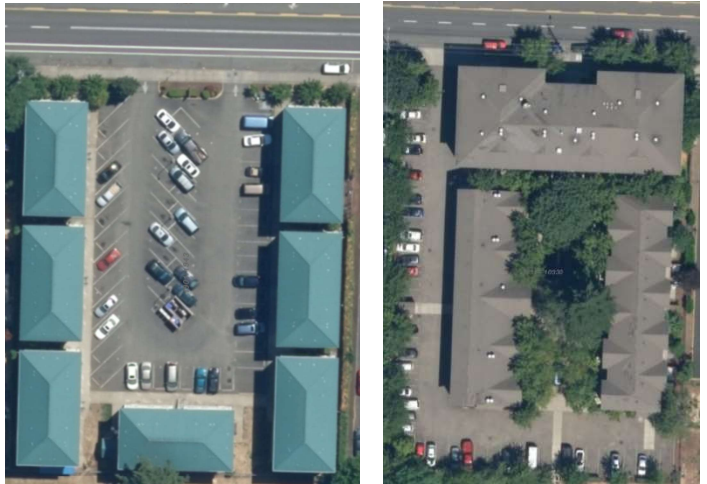
ENDNOTES:

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- ¹ Frank, L., Sallis, J., Saelens, B., and W. Bachman. *LUTAQH - A Study of Land Use, Transportation, Air Quality and Health in King County, WA*. December 2005.
- ² Characteristics and Performance of Regional Transportation Systems, Smart Growth Program, U.S. Environmental Protection Agency, 2004, Washington, DC.
- ³ Litman, T. *Roadway Connectivity: Creating More Connected Roadway and Pathway Networks*. Victoria Transport Policy Institute. www.vtpi.org/tdm/tdm116.htm. Accessed Apr. 24, 2010.
- ⁴ Marshall, W. and N. Garrick. Street Network Types and Road Safety: A Study of 24 California Cities. *Urban Design International*, April 2010.
- ⁵ Gattis, J.L. Urban Street Speed Related to Width and Functional Class. *Journal of Transportation Engineering*, Vol. 125, No. 3, May/June 1999, pp. 193-200
- ⁶ Giles-Corti B, and R. Donovan . Relative Influences of Individual, Social Environmental, and Physical Environmental Correlates of Walking. *American Journal of Public Health*, Vol 93, No. 9, September 2003.
- ⁷ Berrigan, D., Pickle, L., and J. Dill. Associations Between Street Connectivity and Active Transportation. *International Journal of Health Geographics*, 9:20, April, 2010.
- ⁸ Dill, J. Measuring Network Connectivity for Bicycling and Walking. *Transportation Research Board Annual Meeting, 2004*. Transportation Research Board of the National Academies, Washington, DC, 2004.

APPENDIX C

Climate Change and Urban Heat

The Better Housing by Design code concepts are intended to help implement not only Comprehensive Plan policies on urban development, but also Climate Action Plan objectives for reducing carbon emissions and preparing for climate change. The code concepts help implement Climate Action Plan objectives that call for creating vibrant neighborhoods with housing close to services, with safe and convenient street connections. The Climate Action Plan also calls for decreasing urban heat islands.



How development is designed, such as amounts of landscaping or surface parking, make a difference in localized temperatures and heat impacts on residents.

This appendix summarizes research and modelling related to urban heat island effects, with a focus on how different development approaches can result in different urban heat outcomes. This research, undertaken by the Sustainable Urban Places Research Lab at Portland State University, has helped inform the Green Site Design code concepts.

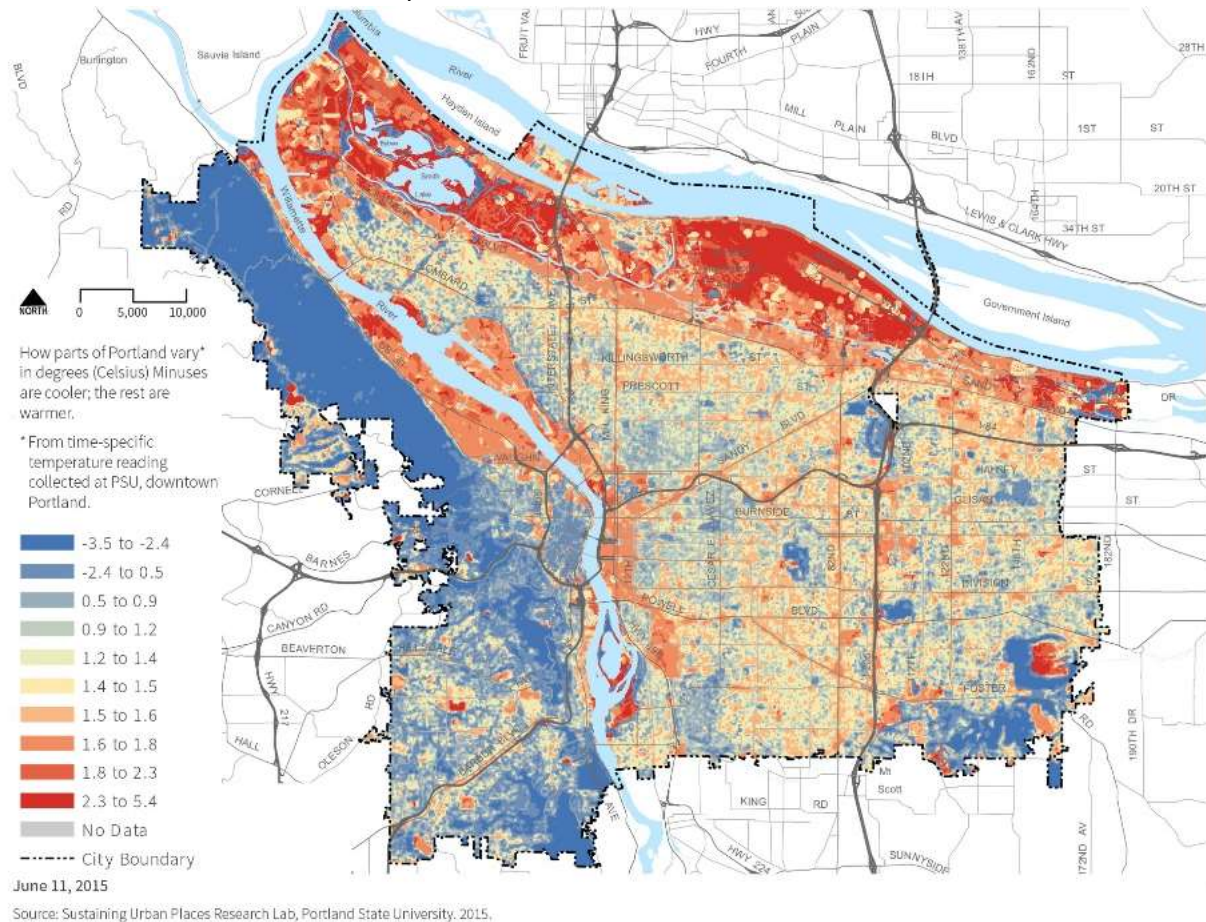
Addressing the primary cause of climate change – carbon emissions – remains a crucial component of the City’s climate work. Preparing for the impacts of a changing climate, especially for those most vulnerable to the impacts, is also required. The potential impacts from climate change will be substantial and serious, and preparing for them requires significant changes in Portland’s policies, investments and programs. Many of these changes are identified in Portland’s adopted Climate Action Plan (www.portlandoregon.gov/bps/climate).

Portland’s future is expected to include warmer winters with more intense rain events and hotter, drier summers with an increased frequency of high-heat days. Hotter, drier summers may result in several significant impacts for the Portland area, including poor air quality and increased heat-related illnesses and deaths for Portlanders.

Portland’s increased temperatures in the summer will be magnified by the urban heat island effect, which results from the higher concentrations of buildings and paved surfaces in the urban environment. These features can also that retain much of the daytime heat and inhibit overnight cooling. In addition to heat from these impervious surfaces, waste heat – like that radiating off a vehicle’s engine or from a building’s air-conditioning system – also contributes to the urban heat island.

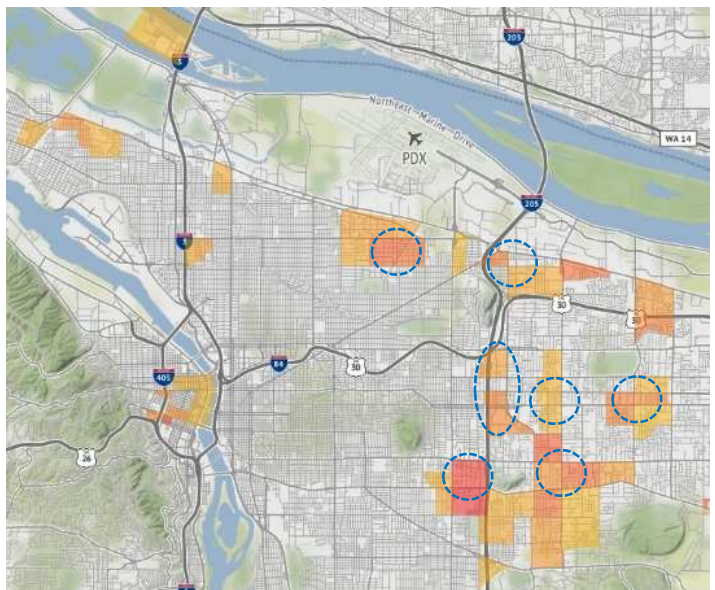
Many of the areas most impacted by Portland’s urban heat island effect (see Figure 1, next page) include parts of the Central City, major roads, and locations in and around industrial areas. Temperatures in Portland tend to be the coolest in Forest Park and neighborhoods with high concentrations of trees and less development. Higher temperatures are recorded along freeways and busy roads, and in industrial areas.

FIGURE 1: Certain parts of Portland are measurably hotter relative to other areas. *Source: Sustaining Urban Places Research Lab, Portland State University, 2015.*



Low-income populations and communities of color may be more susceptible to climate impacts, particularly heat and associated poor air quality. Many of Portland's urban heat island areas occur where these populations and those most vulnerable to heat live, including older adults living alone and people with health conditions that can be exacerbated by heat and reduce air quality such as asthma. Urban heat island areas with susceptible populations include urban centers in Eastern Portland with concentrations of multi-dwelling zoning, such as the Jade District and Rosewood centers.

FIGURE 2: Portland's urban heat islands overlap with parts of the city with higher percentages of people who are likely more vulnerable to increased temperatures (shaded areas show overlaps, with Eastern Portland centers circled). *Source: Image from www.climatecope.org, developed by the Sustaining Urban Places Research Lab, Portland State University.*



Initial findings from research underway by Dr. Vivek Shandas and Dr. Yasuyo Makido at Portland State University indicate that a key means of dealing with these impacts, and cooling the city more generally, is to increase vegetation and decrease the coverage of paved surfaces.

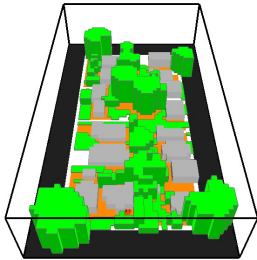
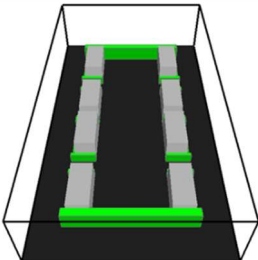
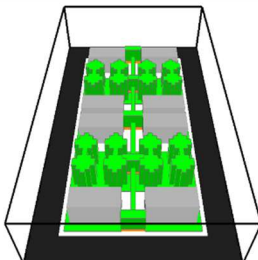
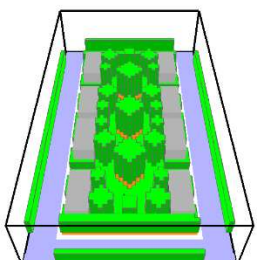




The researchers are using an advanced modelling technique to study specific locations in Portland and evaluate how different development patterns, including varying amounts of paving and vegetation, impact localized temperatures. Drs. Shandas and Makido's research has found several factors contribute toward cooling the area, as well as delaying the rise in temperatures during the day.

Their initial results indicate that decreasing paved surfaces, increasing vegetation on the property and increasing the reflectivity (albedo) of the building roofs (e.g., lighter colored roof shingles), roads and parking (e.g., lighter colored concrete rather than black asphalt) contribute to cooling the localized area (see Figure 3). These results suggest that the features and materials of development can yield very different urban heat outcomes, with one multifamily prototype (Prototype C in Figure 3, next page) reducing temperatures compared to the base case of predominantly single-family housing.



Different materials and features have different urban heat outcomes. Asphalt and dark roofs (upper left) result in higher temperatures, while concrete (such as pavers, upper right), eco roofs and light-colored roofs (lower right), and especially trees and landscaping (lower left) reduce urban heat effects.

Figure 3: The draft findings for three development prototypes indicate that increased pavement and decreased vegetation result in measurable increases in localized temperatures that contribute to urban heat islands. Initial findings suggest that increases in density can be achieved in ways that maintain and/or reduce local temperatures, when design approaches incorporate landscaping and reflective materials. *Source: Sustaining Urban Places Research Lab, Portland State University*

Base case	Prototype A	Prototype B	Prototype C
Existing conditions of a typical neighborhood block, with parking (white) and roads (black), vegetation (green), soil (brown) and buildings (gray).	Multifamily buildings (gray) with large amounts of asphalt paving and surface parking (black), and small amounts of vegetation (green).	Multifamily buildings (gray) with smaller amounts of surface parking (white) and increased vegetation (green).	Multifamily buildings (gray) with surface parking eliminated and vegetation maximized (green). Also, increased reflectivity (albedo) of roadway paving by use of concrete (blue gray).
			
			
Temperature: represents base case for comparisons.	Temperature: Increased 5.57 degrees Fahrenheit above the base case.	Temperature: Increased 1.26 degrees Fahrenheit above the base case.	Temperature: Decreased 3.15 degrees Fahrenheit below the base case.

