



Bureau of Planning and Sustainability

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## Mixed Use Zones Project Advisory Committee (PAC)

### Meeting #2 Summary

**Date:** March 19, 2014

**Time:** 4:00 p.m. to 6:00 p.m.

**Location:** 1900 SW 4th Avenue, Portland, 2nd Floor - Room 2500

**Committee members in attendance:** Jason Barnstead-Long, Bob Boileau, Lori Boisen, Tim Brunner, Steven Gilliam, Carol Gossett, Brendon Haggerty, Damien Hall, Heather Hoell, Duane Hunting, Michael Hayes, Sarah Iannarone, Lauren Jones, Doug Klotz, Charlotte Larson, Susan Lindsay, James McGrath, Jason Miner, Dennis Petrequin, Cora Potter, Curt Schneider, Vicki Skryha, Frank Walsh

**Staff in attendance:** Deb Meihoff (Facilitator), Desiree Williams-Rajee, Barry Manning, Bill Cunningham, Shannon Buono, Tyler Bump, Lora Lillard, Madeline Kovacs.

**Committee members not in attendance:** Daryl Garner, Karen Ward, Yu Te, Mike Warwick

**Members of the Public in attendance:** Linda Nettekoven, Jack Bookwalter, Ellen Burr, Gary Vance, Robert Moser, Rick Michaelson, Rex Burkholder

**Meeting Goals:** Review planning/zoning/design framework; learn about/consider equity issues; discuss case study field locations.

**Abbreviations:** Q = Question; C = Comment; R = Response (staff)

#### Welcome:

Deb Meihoff introduced the committee agenda. Committee members, staff, and members of the public then each introduced themselves. Deb then asked for suggested edits to the charter, and whether there are any comments. No one had any feedback. Deb thanked members for emailed comments from last time's meeting, and she called on attendees to let us know if there are any bio descriptions that need to be corrected.

Barry and Deb then shared that 19 committee members responded to the poll regarding meeting time. There will be one more poll sent out in a day or two with refined times for final scheduling.

April events and housekeeping: For the moment, plan on an April meeting but we will have to wait to finalize. Case study meetings are optional but committee members are encouraged to attend.



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### **PAC Process Updates and Feedback**

Barry briefly reviewed the over-arching goals of the Mixed Use Zones project, and the relationship between the work that this committee is charged with, and implementation of the Comprehensive Plan Update.

### **Overview of Planning/Zoning/Design Framework**

Staff team members Bill Cunningham and Shannon Buono, gave a presentation overview of the planning/zoning/design framework, including Planning Framework, Comprehensive Plan Update (CPU) and Map, Zoning overview and code structure, review of current mixed use type zones, and design review framework.

**LINK TO PPT PRESENTATION:** <https://www.portlandoregon.gov/bps/article/484812>

Bill suggested that committee members review the Comprehensive Plan Update Working Draft to get more familiar with how the urban design framework - centers and civic corridors - will be applied citywide. The current Working Draft (<http://www.portlandoregon.gov/bps/63364>) will be superseded by a Proposed Draft in Summer 2014. Information about Centers and Corridors is primarily found in Section II, Urban Design Framework.

Shannon gave an overview of the Portland Zoning Code: Title 33 of the City's Charter and Code (<http://www.portlandoregon.gov/bps/31612>).

Barry and Deb also reminded committee members of handouts, including the zoning code definitions and glossary of Comprehensive Plan terms (previously e-mailed as PDF files but also available online: <http://www.portlandoregon.gov/bps/article/429864>; <http://www.portlandoregon.gov/bps/article/53500>).

Q: It seems to me that three bureaus – Portland Development Commission, Portland Bureau of Transportation and Bureau of Planning and Sustainability - are all identifying communities using different frameworks/terms?

R: BPS is staying coordinated with PDC and PBOT. BPS, through the Comp Plan Update, is looking at the long term land use and development framework, and PBOT's and PDC's implementation activities should then be reconciled with the updated plan to ensure policy directions and citywide visions are carried out.

C: I notice that 162<sup>nd</sup> is not included as a corridor, it seems important, though – given that it borders Gresham and East Portland.

R: Let's come back to that – we will go into more depth regarding study sites and citywide application of centers and corridors designations.

Q: Will we be getting into writing design regulations into the new palette of mixed use zones?

R: We anticipate writing/incorporating some basic design elements into the zones. Any additional work on the design standards, housed in a different chapter of the code, will likely be follow-on work, after we update the base zone standards.



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C: The “Neighborhood Commercial” zoning district is meant to accommodate auto-oriented commercial and also residential use, but it seems like the model for this type of zoning is a car-oriented strip mall...

R: This is one of the reasons we are re-examining existing commercial zones – we need to review the need for and application of different zones.

C: If you compare Storefront Commercial with General Commercial zones on a street with frequent transit service, there is not much difference in height limits or standards - the difference seems to mostly result in an increase in auto-oriented development instead of truly mixed use.

R: General Commercial zoning can allow an auto-oriented development – it accommodates autos, but can also be developed in a very urban and pedestrian-oriented way. We will be looking for ways to allow and enhance that mixed use feeling. One ongoing question will be to what extent do we allow auto-oriented development, and how do we address major transit streets?

Q: Does state law limit design review to a percentage of the city? How is that determined?

R: Design review is limited to the areas in the city where the design overlay zone is applied. State law requires that for “needed housing” – the future number and types of housing units we need to accommodate projected growth - clear and objective design standards must be offered. However, there are exceptions – the Central City, Gateway and Historic Districts are places where discretionary review can be applied because of the significant development potential, historic resources, etc.

Q: Can this committee also look at transitions through zoning from commercial areas to lower density neighborhoods (the way zoning is applied on different properties)?

R: The Comprehensive Plan process is looking at how we apply land uses geographically. In many areas of the city, commercial or mixed use zoning along corridors is adjoined by zoning for low density multi-dwelling housing or rowhouses, which then transitions to lower density houses. That type of pattern exists along most corridors adjacent to residential neighborhoods, but in some places mixed use and commercial zones abut low density residential zones. Re-mapping those to provide a transition to higher density areas is a very sensitive topic – in some places there is not enough space or land to make that transition. For instance, in many places there are existing single family homes that share a back property line with commercial or mixed use zoned properties. In the case of limited opportunities, the transition may need to be accommodated on the commercial/mixed use property.

Q: Will the city be issuing an RFP for consultants?

R: Yes, we are now collecting and reviewing proposals from consultants who will augment the information and provide advice and services to the project.

Q: Are you looking at the community design guidelines?

R: We will probably be touching on community design standards (CDS), but as a by-product of our investigation into improving design standards in the base zones. There is a lot of interface with design issues/standards, but review of the Community Design Standards chapter of the code is not the primary focus of our project.

Q: In some places, the transition in height between zones is not much, so all you have is a difference of 15-feet of building height between residential and commercial or mixed use. But the transition in density between the two zones is much starker.

R: In some places in Portland, Commercial zoning abuts R5- Single family residential on 5000-square foot lots, which can be a significant transition. It will be important in some of these places to see how scale and density transitions can be accomplished within the 100 foot lot depth. (Much committee agreement). We are also looking at clarifying the floor area allowances in mixed use zones – currently residential is not counted in floor area limits.



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Deb asked attendees to please mark on the back of the comment forms any zoning questions that may require more discussion. That way, staff will be able to get a sense of which topics committee members would like additional information or discussion.

### Applying an Equity Lens

Desiree Williams-Rajee gave an overview of why it is critical that this committee consider issues of equity during the process. One of the great successes of the Portland Plan was to establish an equity framework for the city as a whole. We can more readily see now where we have not achieved equity, and better plan for where we need to be in the next 20 years. So what does this mean when equity goals are operationalized? One of the starkest indicators of disparity is often race. It is therefore always important for us to consider race, and to ensure that it doesn't fall off of the table during discussion.

Equity Exercise 1: Committee members were each handed a piece of paper with an illustration on one side, where of three people watching a game, one cannot see over the fence. The second side of the sheet was blank and simply said: "Draw your solution to the problem." At its core, the exercise asked committee members to think critically about how best to address the issue in an equitable manner. Desiree concluded by stating that more equitable outcomes are usually possible by utilizing existing tools. We need to think about how we choose to address issues of equity. For example: Do we lower the barrier for everyone, or do we focus on mitigation efforts that increase the height of those who can't see? Which is more effective in which set of circumstances?

Equity Exercise 2: The second equity exercise for the Mixed Use Zoning Project asked committee members to consider whether certain factors partly determine equity in zoning and land use. Most committee members circled "yes" or "possibly" when asked whether certain decision making and planning processes often disproportionately disadvantage already under-served people, or disproportionately help those with power, wealth, access, or other forms of privilege. Some committee members then had specific questions.

Q: A lot of my group's questions during this exercise were regarding understanding the questions themselves, such as: How do setbacks and building heights apply to any of these questions?

R: We will be discussing exactly this over the next few months in more and more detail. Sometimes nuance is very important, and standardized solutions have unintended consequences.

Q: I find that versatility is a tricky concept, because often those with privilege can take advantage of flexible systems, or allowances and exceptions that others can't.

R: Yes, this is a good point, one that can be tricky – some people may be better situated to advocate for tailored solutions that meet their needs, while others don't have the resources or access to ask for these things.

In summary: We need to continue to be conscious of: Who isn't at the table? Who represents those interests? Sometimes we do have more questions than answers, and that is what part of this looks like.

Some key questions that the committee was asked to consider into the future were:

- How do we see the mixed use zones project affecting different groups?
- How could positive effects/impacts be enhanced to those who have been traditionally under-served or disadvantaged?



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- How could negative effects/impact to those who have been traditionally under-served or disadvantaged be mitigated?
- What questions should we consider to ensure more equitable outcomes?

### Case Study Locations

As part of this project, BPS will be studying different parts of the city that represent different challenges and issues with the current mixed use and commercial zones – the case studies. Barry gave an overview of specific places that BPS is considering for case studies. The aim is to cover diverse geographic areas and pattern areas.

**LINK TO PPT PRESENTATION:** <https://www.portlandoregon.gov/bps/article/484813>

Q: Why does the map of case study areas look like you are you considering locations near centers but not in the centers?

R: The locations shown on the map are approximate. The main goal is to study different types of areas (prototypes) in more depth, so that we can understand a range of issues throughout the city. We are less concerned about studying every center and corridor. The market study will also influence the size and location of the study area.

C: I have lived in the Foster/Woodstock, and the Woodstock neighborhood feels like Portland's past, in terms of the existing building stock. I would think that looking at the "heart of Foster" [SE Foster Road, approximately 62<sup>nd</sup> to 67<sup>th</sup> Avenues] would be more informative about the future growth of mixed use and commercial development. Recommend having a case study centered on Heart of Foster, rather than Woodstock. Foster is unique.

C: Investment in the Lloyd District, which is outside the mixed use zone study area, has increased and the potential for activity there is very high – this could be a very good place to attract higher density. Market impacts from the new development may influence Broadway.

R: With the Hollywood study area, we are trying to capture a bit of Broadway, we hear you saying to move or extend the case study further west, to capture the effect of the new Lloyd District development. The market study for the Hollywood case study will likely extend to that area anyway.

Q: Given equity and city funding issues for East Portland ... there is a case study location shown on the map at 122<sup>nd</sup> and SE Division, but it seems there is considerable diversity of people, incomes, etc. throughout East Portland. How you are capturing that with just two case study locations?

R: There are more areas in East Portland we expect to study: Parkrose, Gateway, Rosewood/162<sup>nd</sup> (as far as you can go while still in Portland) and Lents.

C: Cully is not included, and with the work the City is already engaged with in that neighborhood, and the knowledge of lack of infrastructure, you may want to take a closer look there.

R: One objective of the study is to see the different options across mixed use and commercial zoning types, and we think we have that pretty well covered. Through years of study and engagement in Cully we know about a lot of the infrastructure and other issues of the area.

Q: The corridors are linear, but the impact and market area is broader than that. How are you addressing the broader area around linear commercial corridors?

R: When we study each area, we will be looking at places in the context of the surrounding community as



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well. For example, when we conduct a market study at Killingsworth and Interstate, we will be looking at corridors, too. We are looking at specific geographies, as well as across different types of buildings that are allowed in the commercial and mixed use zones.

Q: So what is the overall goal of case study locations?

R: To look at real examples of how new development is working/not working in particular environments, and to hear from neighbors and businesses about their experiences in more detail. We want to dig deeper into how different places may respond to or need different types of buildings and see if there are patterns that the zoning code needs to reflect.

Q: What is covered in the case study analysis?

R: We are still defining this, but they will probably include both hard data (unit rents, right of way/streets, recent development, etc.), also subjective data, such as neighborhood and business character, styles, and development trends.

Q: There have been many studies but little activity in Gateway. Maybe a tour would be a better idea, rather than another study. I have talked with developers- what does Gateway need to have things really take off? This is one of the biggest potential areas we could impact with this work.

R: Staff has talked about this – taking a tour of Gateway is a possibility.

### Public Comments

If a field study were conducted in Beaumont you would see the best and the worst of new development. Some buildings shown in the slides work well, while some other buildings going in have had lawsuits. It would appear that Division would be a similar place to study/ similar typology, but it's not – Division has transit and urban services, whereas Beaumont is very different.

Rex Burkholder: While I was on Metro Council, we looked at how to accommodate growth, and in-depth at the types of growth that Portland can expect to see over the next few decades. I would recommend that the committee think in 20-year span – things change fast and over time. Including information for the committee like the data in Chris Nelson's presentation from the University of Utah is incredibly helpful. For example:

- In Portland, over half the growth of households in the next 15 or so years will be people living by themselves;
- 78% of new households formed will be people over 65; and
- Only one in four households have children in school today and this will be the same in 2030. Most of those families will be people of color living east of 82<sup>nd</sup>.

Data like this is critical in terms of how you talk about housing stock, and thinking long term.

### Adjourn

Barry ended the meeting by asking committee members to email staff with any remaining questions.