



Bureau of Planning and Sustainability

Innovation. Collaboration. Practical Solutions.

Comprehensive Plan Council Work Session

February 2, 2016

9:30-11:30

Agenda

9:30 – Welcome, Agenda, Initial Amendment List

Staff overview of work session agenda, and initial amendment list.

9:40 – Centers and Corridors

Discuss the Urban Design Framework (Figures 3-1 to 3-3), and potential adjustments to these place designations.

Attachments: Urban design diagrams

10:00 – Mixed Use Design and Form

Discuss testimony related to mixed use design and form.

Attachments: Division Design Initiative, related staff response matrix

10:30 – Middle housing

Discuss staff-prepared options to expand middle housing choices.

Attachments: Middle housing memo, study area map, map of existing duplexes and apartment buildings surrounding the Central City

11:15 – Housing affordability work, and bonuses – briefing

Update on current housing affordability efforts, and proposed bonuses (staff proposals pending upcoming PSC recommendations).

Attachments: Central City and Mixed Use bonus structure summary



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Tentative Future Work Session Agendas

Updated 2/1/16

February 23, 9:30 AM

- Nonconforming uses and small commercial nodes
- Presentation of BPS map refinement recommendations
- Transportation strategy and related policy
- Transportation projects

March 1, 9:30 AM

- Anti-displacement policy
- Historic preservation policy
- Employment and industrial mapping
- Overview of other selected amendments, Q&A, next steps (details TBD)

March 9 - Publish report with compiled commissioner amendment proposals
(*specific language and maps*)

April 14, 6:00 PM – Public hearing on amendments

April 20, 2:00 PM – Public hearing on amendments (continued)

April 27 (tentative) – Formal amendment motions/votes.

May 25 and June 1 (tentative) – Adoption of findings, final vote.

Topic 1. Centers and Corridors

The Comprehensive Plan's Urban Design Framework describes the desired pattern, form and character of Portland's growth. By following the Urban Design Framework and its policies, we hope to:

- Foster a system of compact mixed use and commercial centers across the city that create and increase equitable access to low- carbon complete neighborhoods and community-serving services and businesses.
- Improve Portland's major corridors to become vibrant urban places and connections that complement centers and neighborhoods.
- Enhance Portland's public realm, integrate nature into the city, and link people, places, and wildlife through active transportation facilities, green infrastructure investments, urban tree canopy, and habitat connections.

Public testimony raised the following choices for City Council to consider related to the Centers and Corridors concept:

1. Multnomah
 - a. Retain Neighborhood Center designation unchanged; or
 - b. Retain Neighborhood Center designation but direct staff to consider lower CM1 zoning in some portions of the center; or
 - c. Remove the Neighborhood Center designation.
2. Beaverton Hillsdale Highway.
 - a. Retain Civic Corridor designation; or
 - b. Change the Civic Corridor designation to a Neighborhood Corridor designation.
3. Hayden Island Neighborhood Center
 - a. Adopt the plan without a Neighborhood Center and revisit later when transportation decisions have been made (after 2018 RTP); or
 - b. Add a Neighborhood Center, and direct staff to add a local bridge to the TSP project list (financially unconstrained list).
4. Northwest as a Town Center
 - a. Retain Town Center designation; or
 - b. Change Town Center designation to Neighborhood Center.

Topic 2. Mixed Use Design and Form

The mixed-use designations allows a broad range of commercial and employment uses, public services, and a wide range of housing options. Development will be pedestrian-oriented with a strong emphasis on design and street level activity. Buildings will range from low- to mid-rise in scale. More intense development in allowed core areas of centers and corridors and near transit stations. This transitions to less intense development adjacent residential areas and at isolated small nodes.

Public testimony raised questions about the scale and design of buildings, solar access, and relationship to abutting lower scale homes. There also were questions about historic preservation and transportation policies, which will be discussed at later work sessions.

The most and most specific testimony on these topics came from the Division Design Initiative. This group recommended a ten-point program of policies and actions. The table below describes how these points are addressed or not in the recommended Comprehensive Plan.

Design Initiative Element	Addressed in Comp Plan Policy?	Addressed in Comp Plan Map?	Addressed in Zoning Code and/or Map? (coming later in 2016)
Improve notification	Yes	NA	Follow-up project after 2016
Close the residential FAR gap	NA	NA	Yes, with Mixed Use Project
Add compatibility criteria	Yes	NA	Yes, 1. Design Review Assessment 2. Expand “d” overlay (Mixed Use Project), 3. Update of design guidelines (start 2017).
Density transition and missing middle	Yes	Upcoming session item - TBD	Follow up project, direction TBD
Incentives for re-use of buildings with character	Yes	NA	Yes, historic TDR provisions in Mixed Use Project
Relate building height to street width and specific nodes/intersections	Yes	Yes – centers designations create nodal focus	Yes, new street-related height standards (Mixed Use Project), zoning map will vary zones over length of corridor - nodes.

Design Initiative Element	Addressed in Comp Plan Policy?	Addressed in Comp Plan Map?	Addressed in Zoning Code and/or Map? (coming later in 2016)
Incentives for community amenities	Yes	NA	Yes, bonus provisions for affordable housing (Mixed Use Project)
Incorporate policy regarding solar access/shading.	Yes	No – Treats N/S and E/W streets the same.	Yes, Solar/shading analysis of proposed code has been done. Do not recommend permit-by-permit analysis.
Light, air, privacy, views	Yes	Yes – Existing scenic inventory map remains in plan.	Yes, new setbacks, step-downs, building articulation standards (Mixed Use Project)
Impact analysis of projects	No	Yes- analysis of recommended map in Scenario Report.	No, state law constraints, clear and objective standards required for needed housing.

Division Design Initiative elements not yet covered by policy, or pending code changes:

- No specific mechanisms for improved neighborhood notification have been proposed yet. Staff agrees it should be a follow up project, but it is not yet budgeted.
- The recommended Comprehensive Plan does not treat North-South streets differently than East-West streets, in terms of height, building massing. Staff recommends against this. There are other policy issues in play – such as access to transit, proximity to the Central City, and equity between city quadrants.
- The recommended plan does not vary heights and densities at specific nodes/intersections along all streets in centers and corridors. Policy supports this idea. But, this kind of fine tuning needs to be done as part of local area plans.
- Transitional zoning and middle housing decisions are pending further direction from Council.
- Impact analysis during permit submittal is not legal under Oregon’s land use system. Oregon has requirements for clear and objective development standards. Analysis of impacts is done during adoption of plans and zoning, not permit by permit.

Topic 3. Middle Housing

In response to interest from several Council offices, and recent hearing testimony, staff has summarized a range of options to increase the amount of land available for “middle housing” with the new Comprehensive Plan. For purposes of this discussion, “middle housing” is defined as multi-unit or clustered housing types that are compatible in scale with single-family homes. Middle housing has more and usually smaller units than typical detached single-family development. Examples include row houses, townhouses, and plexes (duplexes, triplexes, four-plexes), or small garden apartments. ADUs and clusters of small cottages also could be considered middle housing.

Generally, the recommended Comprehensive Plan provides enough zoned capacity to meet expected amount of housing needed over the next 20 years. That said, there are several reasons to add capacity for additional middle housing, including affordability, promotion of more complete communities, expanded homeownership opportunities, and expanded housing choice. Council heard testimony from a variety of stakeholders urging greater consideration of middle housing.

The City Council has several general options with respect to expanding middle housing options:

Middle housing strategies (map key)	Addressed in Comp Plan Policy?	Addressed in Comp Plan Map?	Addressed in Zoning Code and/or Map? (coming later in 2016)
Re-evaluate zoning in Inner-Southeast Portland (orange)	Yes	Limited – small areas in Buckman and Sunnyside	Limited – small areas in Buckman and Sunnyside
Evaluate R2.5 Comp Plan areas not yet zoned to R2.5 (yellow)	Yes	Yes – already designated R2.5	Yes - Staff is already evaluating zoning changes to match Comp Plan designations.
Add more R2.5 or R2 near centers (blue)	Yes	Not proposed	Not proposed
Parks-oriented density near centers and transit (red)	Limited	Not proposed	Not proposed
More flexibility in single dwelling R5 zone	Yes - some	NA	Considering expanded range of housing types in all or some R5, with Residential Infill Project.

Discussion points and questions:

1. Does one of these approaches appeal to you more than others?
2. Should middle housing be accommodated across wide areas of the City (such as all R5 areas, or through expansion of zones that already allow these housing forms (R2, R1)?
3. Should we consider new tools – such as a more flexible zoning overlays or plan districts that emphasize form more than density?
4. Are middle housing zones (R2.5, R2, R1) appropriate as transitions between mixed use areas and lower density single dwelling areas.
5. Process recommendation: Regardless of the path taken, staff recommends you adopt policy and direct further investigation of certain study areas (a follow up refinement project).