

Residential Infill Project – Stakeholder Advisory Committee (SAC)

Meeting #3 Summary Minutes **APPROVED BY SAC**

Date: Tuesday, November 3, 2015

Time: 6:00 p.m. to 8:30 p.m.

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

SAC Members in Attendance: Linda Bauer, Sarah Cantine, Alan DeLaTorre, Jim Gorter, John Hasenberg, Marshall Johnson, Emily Kemper, Douglas MacLeod, Maggie McGann, Rod Merrick, Mike Mitchoff, Michael Molinaro, Danell Norby, Vic Remmers, Brandon Spencer-Hartle, Eli Spevak, Teresa St. Martin, Barbara Strunk, David Sweet, Eric Thompson, Garlynn Woodsong,

SAC Members NOT in Attendance: Mary Kyle McCurdy, Rick Michaelson, Douglas Reed, Young Sun Song, Tatiana Xenelis-Mendoza

Staff/Consultants in Attendance: Joe Zender (BPS), Sandra Wood (BPS), Morgan Tracy (BPS), Julia Gisler (BPS), Todd Borkowitz (BPS), Desiree Williams-Rajee (BPS), Tyler Bump (BPS), Mark Raggett (BPS), Pei Wang (BPS), Kristin Cooper (BDS), Anne Presentin (EnvirolIssues), David Hyman (DECA Architecture)

Others in Attendance: Constance Beaumont, Ruth Adkins, Robin Harman, Manfred Grabski, Merrilee Spence, Doug Klotz, Nick Sauvie, Terry Griffiths, Melanie Pascual, Alex Golez, Ben Bortolazzo, Merilee Karr

Meeting Objectives:

- Adopt the SAC charter
- Create a shared understanding of the relationship between the Comprehensive Plan’s guiding principles for equity, the City’s growth and investment strategies, and the Residential Infill Project
- Learn about and discuss other cities’ examples and some Portland historical examples of Alternative Housing Options, identify other options and preferences

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

Post-Meeting Clarifications



WELCOME AND MEETING INTRODUCTION

Facilitator Anne Pressentin (EnviroIssues) thanked SAC members for their attendance, identified the meeting objectives (see above) and communicated basic logistics.

ADMINISTRATIVE ITEMS

SAC disclosure statements

Disclosure statements were received, however eight SAC members have yet to submit their forms. City staff sent a follow up reminder email to those SAC members.

Meeting #2 and #2a Summaries

Anne Pressentin asked if SAC members had questions or suggested edits.

C: It is not clear from the summaries about who is deciding on the project scope and what that scope is.

R: City staff will be addressing; this may be made clearer with the parameters update discussion.

Anne indicated that based on this input from SAC members, City staff will finalize Meeting #2 and #2a summaries.

Review and Adopt Revised SAC Charter

Anne reviewed SAC member suggested edits on the latest version of the SAC charter. They include:

- Correct “had” to “has” in first line (typo)
- Delete “to improve controls” from Section I.A., paragraph 4, line 1. The original wording assumes an outcome.
- Add “at least” to Section III.D, paragraph 1, line 1 to indicate the members are likely to have more meetings.
- Added clarifying language to Section III.D paragraph 2. The added language was the same in intent as the “Ground Rules” agreed to by the committee at the Oct. 6 (#2) meeting. This edit prevents duplication in the document.
- Revised language in III.D. (3) “Speak respectfully, and briefly; and ~~non-repetitively~~ limit repetitive comments.”

Anne suggested that SAC members vote on the charter using: 1) five fingers for support; 2) three fingers for ‘not ideal but I can live with it; or no fingers for ‘I can’t live with it.

Q: Was the SAC's project scope going to be included within the charter?

R: Anne made the following suggestions: Add "The SAC will meet to discuss issues identified in Work Plan and Project Parameters documents. ~~each~~ Each" to Section II, paragraph 2, after "2017."

Q: Can the meeting agenda move on?

R: Yes.

By a show of fingers and the lack of any member opposing, SAC members voted to adopt the charter as amended.

Parameters Update

Supervising Planner Sandra Wood (BPS) provided an update on items 'in' and 'out' of the SAC's project scope. Many SAC members want to discuss density and revisit the decoupling of density from minimum lot sizes. This will be discussed in an upcoming SAC meeting. Sandra indicated that she and other City staff believe that they and SAC members are closer to agreement than may be perceived.

Q: Is the decoupling of density from minimum lot sizes not open for discussion? I hear you saying those are givens and we are going to discuss the givens, but not change them.

R: It is important for all SAC members to fully understand the issues around the flexible lot size requirements that were added as part of the 2002 Land Division Code rewrite, and to be able to clearly distinguish between lots in new land divisions (which meet current density standards) and historically created lots (which may or may not).

Q: Will you please clarify whether or not if at SAC Meeting #4 (December 1, 2015), infill – particularly small lots in the R5 zone created through land division – will be discussed?

R: The lot size requirements for land divisions in the R5 zone is off the table but City staff will communicate the reasons for why that code flexibility was added as part of the land division code rewrite in 2002. However, lot width will be discussed.

C: The SAC does need to talk about some key principles regarding lot sizes with City staff. There are some staff-declared non-negotiable items that some SAC members see as unacceptable.

R: Not all members of the SAC understand the nuances related to land divisions; City staff needs to communicate these for members to fully understand the breadth of the issue, and to clearly distinguish between lot size issues in Land Divisions, and lot size issues in Lot Confirmations.

Q: Can these items be open to SAC discussion after City staff completes this communication?

R: This would be a question for the Mayor as any related code changes to land division regulations would demand additional budget, the collaboration with and support of multiple other City bureaus and would extend the project timeline.

Q: Can the SAC move on so that discussion on alternative housing options happens at 7:05pm, per the agenda?

R: Yes.

C: If the SAC is adamant that additional issues need to be addressed, they can advance these concerns through recommendations as part of this process so they won't be lost.

THE BIG PICTURE

Chief Planner Joe Zehnder (BPS) gave a presentation to contextualize alternative housing options within the achievement of broader City objectives, specifically in regards to key organizing principles on growth and investment that comprise Portland's Recommended Comprehensive Plan.

Link to Joe Zehnder's Presentation: <https://www.portlandoregon.gov/bps/article/552038>

Key Points

- Portland's Recommended Comprehensive Plan is slated for adoption by City Council in July of 2016. The periodic update, is the Comprehensive Plan's first overhaul since 1980.
- 80% of the projected 2035 population increase is forecasted to be located in Central City and centers and corridors (commercial and multi-dwelling zones in centers and corridors).
- 20% of the project growth is forecasted in other residential zones.

Post-Meeting Clarification: 30 percent of new growth is projected in Central City; 50 percent in centers and corridors; 20 percent in other residential areas

- As Portland has a diversity of topography and block sizes, and was developed in different eras, how could long-range planning in the city respond to these unique attributes? Pattern areas have been proposed to acknowledge this.
- The projected 2035 population increase amounts to about 1,000 new single dwelling housing units per year between 2010 and 2035. How will the city maintain its neighborhoods while still offering the preferred housing options to future residents?

- Creating complete neighborhoods is the focus of the City’s growth and investment strategies.

Q: Where do you draw the line between ‘small’ lot and ‘large’ lot?

Post-Meeting Clarification: For purposes of the Comp Plan analysis, we considered a “small lot” to be anything less than about 4,000 square feet. Attached houses are often on 1,600 sf lots (16x100). Many historic Portland lots are 2,500 sf (25x100), in places like Buckman, Lair Hill, parts of NW, inner NE.

Q: What is the specific forecasted population change between 2015 and 2035?

Post-Meeting Clarification: Metro’s forecast estimates 123,000 new households for the period 2010-2035. That represents a mix of natural growth (our children) and in-migration. This translates to about 260,000 additional people. Portland has already grown by about 19,000 additional new households for the period of 2010 to 2015. So that leaves about 104,000 additional households forecast for 2016-2035, or about 220,000 people.

Q: Where will the 20 percent population demand increase in the single-dwelling zone locate within Portland?

Post-Meeting Clarification: We have estimated that roughly 20 percent of the household growth will locate in single family development, in residential zones (22,000 households). That will equate to more than 20 percent of the population growth, because single family households are typically larger than households living in apartments.

Post-Meeting Clarification: About half of the 22,000 households will be small lot single family development, mostly in the R2.5, R2, and R1 zones near centers. Note that R1 and R2 are multi-family zones, but they allow small lot single-family rowhouses and small detached houses. About a third of the 22,000 households will be in the R5 and R7 zones. The remainder will be in the lower density areas (RF, R20, R10 and R7). The neighborhoods with the highest amount of potential new single-family development are Powelhurst Gilbert, Hazelwood, Lents, Centennial, and Pleasant Valley.

Q: How will the Residential Infill Project decisions affect Comp Plan outcomes?

Post-Meeting Clarification: It depends on what’s proposed. The Residential Infill Project is addressing code details that would likely not impact the outcomes because the Comp Plan analysis is at a citywide/macro scale. It is unlikely that the project could impact overall growth capacity, unless it drastically changes the overall allowed density. That said, the project could impact our ability to meet Com Plan goals if the project leads to large changes in code that reduce the supply of affordable housing or restricts housing choice. For example, removing

current alternative housing options could impact housing choice in many neighborhoods. The Comp Plan forecast is based partly on what zoning allows and partly on past trends of what the market has produced. For example, ADUs are allowed on every property with a single-family house (~150,000 lots), however only 3,000 have been assumed for the next 20 years.

EQUITY FRAMEWORK

Equity Specialist Desiree Williams-Rajee (BPS) gave a presentation to discuss equity issues related to Portland's housing trends.

Link to Desiree Williams-Rajee's Presentation:

<https://www.portlandoregon.gov/bps/article/552039>

Key Points

- The recently released *State of Housing in Portland* report (October 2015) – link: <http://www.portlandoregon.gov/phb/article/546056> – highlights current housing realities. Specifically, certain communities are not faring well in maintaining/acquiring housing affordability – particularly communities of color, who will comprise over 50 percent of Portland's population in the next 25 years.
- Recent City of Portland initiatives to address issues of equity include:
 - Creation of the Office of Equity and Human Rights (OEHR) that aims to achieve three citywide equity goals and identify how some vulnerable communities in Portland can be better served.
 - Development of an equity guiding principle (one of six) in the Recommended Comprehensive Plan that aims to include race as a discussion in all City planning issues (a subject that historically has often been underemphasized).
- There are many other types of inequities beyond race.

While preparing for this presentation, she consulted with staff on the problem statement.

- *How will single-dwelling development standards ensure that new or remodeled houses are integrated and complement the fabric of neighborhoods?*

She then applied an equity lens to it:

- *How will the single-dwelling development standards adapt to meet the needs of the next generation?*

Given the expected demographic changes, intergenerational equity includes racial equity because of documented changes in Portland's demographics.

Desiree asked SAC members to convene into four groups to each discuss (and share findings with the greater SAC about) these questions about intergenerational equity:

1. What assets of our neighborhoods would we like the next generation to inherit?
2. How might our neighborhoods need to change?
3. What are challenges we face now that we'd like future generations not to inherit?
4. (Bonus) What else might be considered to include the historic experience and future demographic shift of communities of color?
5. (Bonus) How will equitable opportunity be created for low-income families?

C: Income variety is disappearing in Portland; we prefer to maintain a diverse income spectrum.

Desiree ended her presentation with a brief SAC discussion about equity lenses, guided by the following questions, which she encouraged the members to apply during their work:

- Process Equity: Is the decision process inclusive, fair and open? Does it consider all communities?
- Distributional Equity: Is there fair and just distribution of benefits and burdens to all residents in the community?
- Intergenerational Equity: Do the decisions and actions today break the cycle of inequities so there is equity for future generations?

INTRODUCTION TO ALTERNATIVE HOUSING OPTIONS

Associate Planner Todd Borkowitz (BPS) and Supervising Planner Sandra Wood (BPS) gave a presentation on: efficiency in cities; a brief history of Portland's single-dwelling rules (including the 'one house per lot' standard and exceptions to the standard); and some new exceptions to for the SAC to explore. These potential exceptions included:

1. Large house conversions
2. Multiple accessory dwelling units (ADUs)
3. Vertically arranged (stacked) units
4. Horizontally arranged (rowhouse) units
5. Detached cottage clusters

Link to Todd and Sandra's Presentation: <https://www.portlandoregon.gov/bps/article/552040>

Key Points

- Most of Portland was initially zoned for multi-dwelling residential areas. In 1959, code changes resulted in most areas being changed to single-dwelling. Pre-1959 multi-dwelling homes still remain as part of the urban fabric of these neighborhoods.

- Currently, more than 44 percent of land in Portland is single-family residential and 60 percent of housing is single-dwelling detached buildings.
- Portland lacks a high percentage of ‘missing middle housing’ (a range of multi-unit or clustered housing types compatible in scale with single-family homes) such as duplexes/four-plexes, courtyard apartments and townhouses, particularly in single-dwelling zone, that commonly offer greater opportunities for affordable housing.
- Density standards ensure efficient use of land that meets the needs of future residents, while also maintaining urban livability and neighborhood character.
- Current exceptions to Portland’s ‘one house per lot’ standard in single-dwelling areas include:
 - Alternative Development Options: attached houses (non-corner lots); duplexes and attached houses on corner lots; Planned Developments (PDs); and transitional sites.
 - Accessory dwelling units (ADUs).
 - Alternative Design Density Overlay (‘a’ overlay): attached houses with standard setbacks on vacant lots in the R5 zone; and triplexes on lots in the R2.5 zone.

Q: What are the barriers to these existing alternatives?

R: Some of these alternatives are only allowed in limited geographies (corners, abutting commercial zones), PD’s require a pretty rigorous discretionary review. Attached houses and duplexes on corners are seen with some regularity and ADU’s are becoming more popular with the waiver of Systems Development Charges (SDCs).

Q: Is discretionary decision-making on design done by City staff or Commission?

R: Some projects can use community design standards (plan check). Others require Type II design discretionary review (City Staff). PD’s are reviewed either by staff (Type II process) or the Hearings Officer (Type III).

C: Please be clear about the economic impacts of creating new exceptions to Portland’s ‘one house per lot’ standard in single-dwelling zones versus just rezoning single-dwelling zones to multi-dwelling zones.

C: These options provide more opportunities to increase the diversity of housing affordability in single-dwelling neighborhoods.

C: Regardless of the approach, more density in single-dwelling neighborhoods is good.

C: Vertical stacked flats are similar to horizontal stacked flats, but the former do not allow for land ownership for each unit.

C: Boarding houses/rooming houses/micro apartments – separate bedrooms with a common kitchen and bathroom – are an important housing type to consider.

C: The SAC needs to remain aware that adding multi-dwelling exceptions in single-dwelling zones is just making them multi-dwelling zones. Why not just rezone single-dwelling areas instead?

SAC EXERCISE, PART I

SAC members were asked to share opportunities and questions/concerns for the five potential exceptions 'one house per lot' standards (listed above) and for other potential exceptions not suggested by City staff. They were asked to visit at least three of six stations on each of these topics and add their thoughts to chartpacks using markers or post-it notes. City staff members were at each station to facilitate discussion and answer questions.

Transcribed Comments

Large House Conversions - Opportunities

- More economic value for large old homes
- Allow by right for homes over a certain age (limit only to homes > xx years old)
- Salvage older/exist. homes
- Preserve neighborhood character
- Alt dev. model to "tear down"
- Provide unlimited density of units to designated historic resources
- Allow flexibility to additions of less than 75% of main building
- Incentives for basement units with seismic upgrade
- Affordability
- Avoid mega houses & demolitions
- Use for large old houses

Large House Conversions - Questions/Concerns

- Safety
- Safe conversions need to change building code?
- Building code makes economically impossible
- Age/size of orig. house need to meet commercial code → Related issues: setback/fire separation
- Hard/Complex expensive to convert
- Why aren't these allowed?
- How do we protect houses of historic significance from being carved up into multiple units?
- Does this apply to existing or new development?

- How can it help retain housing (existing) without simply creating the same ‘maxing-out’ problems seen in new development?
- Density inappropriate to neighborhood

Multiple ADU’s - Opportunities

- Allow ADU with duplex/triplex/quadplex
- One inside/ one outside
- Increases affordable housing
- Common wall for multi ADU.
- Preserves neighborhood character.
- Outright allowance of basement ADU’s
- As many as could fit? (w/ setbacks, height, etc.)

Multiple ADU’s - Questions/Concerns

- Rules for Short Term Rentals in ADU
- New sewer line/water if over 1+ ADU
- Short-term housing (Air BNB) , supports tourism not more density
- Req. 2_units increases challenge for plumbing/mechanical systems
- Issue: req’d to match existing aesthetics
- Depends upon lot size FAR, setbacks
- Will drive displacement
- Accelerate land value increases
- Will drive densification
- Change zone designation
- At what point does “multiple ADUs” become “Large House Conversions” or “Cottage Clusters”?
- Don’t require add’l parking
- Is there special provision for owner occupied? Should there be?
- Allowed similarly to corner lots, alley lots or as a form of clustered courtyard?
- Can universal design be required w/ multiple ADU’s?
- Perhaps SDC waivers are 100% for accessible ADUs (AADUs)
- Could stacked flat ADUs (2 units max) work?

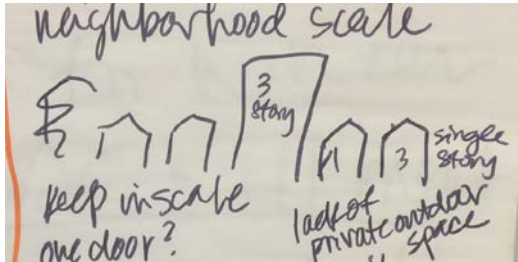
Vertical Stacking (Stacked Flats) - Opportunities

- Good infill for inner neighborhood with less land
- Good way to increase density
- Good way to match scale of existing
- Way to introduce more affordable housing to inner neighborhoods
- Accessible units on ground floor one way to ensure infill is accessible (most other options vertical)

- Multiple sizes in units

Vertical Stacking (Stacked Flats) - Questions/Concerns

- Ownership structure
- Neighborhood scale



- Keep in scale
- One door?
- Lack of private outdoor space
- Need to increase density above what is allowed by right (also an opportunity)
- Accessibility – Every unit? Only ground floor?
- Building code issues
- Parking
- Rhythm of doors
- 2 units per floor?
- Right choice for all neighborhoods?
- Consider
 - Displacement accelerates
 - Impact on adjacent land values
 - Alternatives will drive demolitions
- How is this specifically different from large house conversions?
- How can accessibility be incentivized in horizontal stacked flats? Density bonuses?
- Challenge – elevators are expensive

Horizontal Stacking (Row Houses) - Opportunities

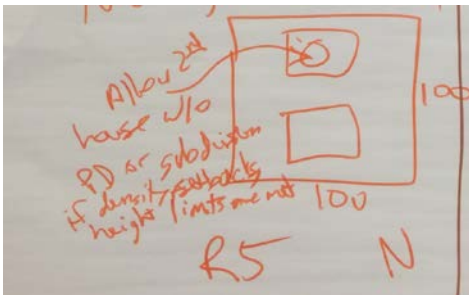
- Density added is key to get this happen (to what amount?)
- More opp. for fee-simple ownership
- Another option for housing (urban flare)
- Different price points/needed
- Design standards? Looks like a single house?
- Height 1.5 x or sliding scale based on unit size
- Most efficient types of single family house (energy)
- Private outdoor space
- Future market preference (millennials & empty nester)

Horizontal Stacking (Row Houses) – Questions/Concerns

- How to integrate w/ neighborhood fabric
- Ownership structure? Fee-simple/condo
- Garages? Required?
 - Off alley
 - Tuck under
- “Market” says detached house is preferred,
- Common wall stigma → less desired
- Need increased density to make builders go for attached vs. detached
- Market is not homogenous
- Need more row houses!
 - Is this a problem that can be solved w/ existing code mechanisms?
- How does this preserve open space? Natural habitat?

Detached Cottage Clusters - Opportunities

- OK as currently allowed without increased density
- Increased density in exchange for smaller houses (and/or accessibility)
- Do it anywhere (Yes) + everywhere
- Not just detached
- Allow 2nd house w/o PD or subdivision if density, setbacks, height limits are met



- Promotes community, social capital, safety
- Encourages sharing reducing consumption

Detached Cottage Clusters - Questions/Concerns

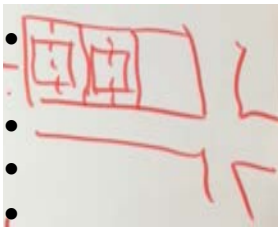
- Lengthy PUD process (need to simplify)
- Make the process simpler
- Increased density drives land values, demolition, displacement
- Proposal: Neutral re: subdivisions, PD
- Ownership structure
- Does each require separate ownership or could it operate more as ADU?

Other Alternative Housing Options

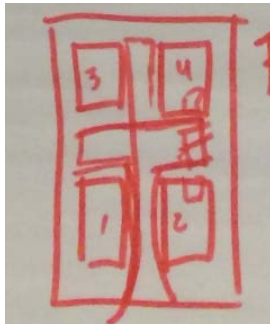
- Require ADU w/ houses larger than X sq. ft.



- Boarding house / A'pod'ments/microhousing/rooming house
- 2 Unit attached on interior lot with tuck under garages



- Remap the 'a' for consistency (not because the allowances are so great)
- Age in place
- Max 2 story
- Attached cluster housing – one story
- Multi-family with Dz Review
- Additional density on alleys
 - Alley way additional densities similar to connected corner lot houses?
- Expand multi-dwelling tools to SD Zones
- Amenity bonuses/density transfer
- Stacked townhouses (Montreal)
- What are economic pressures on exist housing stock if we allow more 'stuff'?
- Ballard Neighborhood in Seattle
 - 4 units/5000 sq. ft.
 - LD or condo or multi?



SAC DISCUSSION

Anne Presentin asked SAC members whether or not the exercise was effective and if some promising ideas emerged.

C: Preserving existing neighborhoods was a common theme.

C: SAC member discussions of accessibility issues is very positive.

C: There is concern that some areas can opt out of potential alternatives; but recognition that single-dwelling areas should not be treated monolithically.

C: Agreed. Introduce an R3.5 mixed single-/multi-dwelling zone to provide additional flexibility, map in appropriate areas

C: Affordability was a common theme.

C: Regarding equity, a focus on inner cities does not make effective use of schools further out from the inner city.

Q/C: Will new exceptions result in even more demolitions? If so, these recommendations would not appeal to people advocating against demolitions.

C: It's not the role of the SAC to appeal to anti-demolition advocates.

C: It is good that the City is considering these options. Smaller housing units are needed; and more of them. Increased development flexibility is desired (such as bonuses for preserving trees, etc...). The SAC should recommend options to remove obstacles to increasing density.

C: There are a lot of newcomers to Portland – this is a reality. There are not many vacant lots left in Portland, creating a need for other solutions. Alternative housing options provide a diversity of opportunities to address this population increase. The City should make it easier to build the right types of development. People should be able to live in the neighborhoods that they choose to live in. The SAC should consider recommending large house conversions as a means to support retention of existing housing.

C/Q: All of these alternative housing options will have an impact on existing housing stock. There could be unintended consequences if the wrong strategies are implemented. What is the economic impacts of each option? This will help the SAC visualize how many housing units will be built as a result of each option.

C: Portland needs more missing middle housing.

Q: (Question about City goals).

R: The alternative housing options are in response to population forecasts, not City goals.

C: Residents dislike demolitions, especially when contractors do not follow rules for controlling asbestos. There are pluses and minuses to demolitions – it results in a loss of good houses while also removing poorly-built houses and houses at end of their lifespan.

C: The SAC needs to be made aware of the implications of the alternative housing options.

Anne asked SAC members if alternative housing options helps address affordability and allows for greater density and how scale of new structures should be evaluated.

C: Density bonuses should be proportional to the size of a structure.

C: Scale of houses in neighborhoods vary extensively. As most of the alternative housing options would only result in two- or three-story buildings, they do not pose significant issues.

Anne asked SAC members what other questions we should be asking ourselves about the alternative housing options.

C/Q: These are good options being discussed. However, is adding options going to increase the complexity to Portland's development process? How can people be incentivized to build 'well'?

C: Agreed. We should be looking at Program approaches to simplify as well – like the FIR (Field Issuance Remodel) program.

C: Regarding ownership structures, all homes in these options would need to be condominiums the way that things are currently structured, creating a housing affordability issue.

C: These alternative housing options do lend themselves to increasing housing affordability.

C: Creating housing stock will make affordability for more future homeowners.

C: Units could be sold separately or be managed by 'mom and pop' landlords who typically do not raise rents as often and as high. Stacked flats offer opportunity to live in one unit and rent others to offset mortgage.

C: Townhouses are easy; condominiums are good, affordable options for some and can also be converted to rental properties that are 'mom and pop' landlord-owned.

C: The intergenerational equity question (*Do the decisions and actions today break the cycle of inequities so there is equity for future generations?*) at the end of Desiree Williams-Rajee’s presentation was very poignant.

C: Intergenerational equity discussions typically fail to address aging. This paradigm should change.

C: The automobile and its impact on neighborhoods was not discussed enough. In single-dwelling zones, accommodating garages can negatively impact/ruin a streetscape. If someone can live car-free, their housing affordability will be increased. Addressing required car parking in single-dwelling zones is important.

C: This raises the question on whether or not Portland’s current single-dwelling zones contribute to car-free styles.

C: Alternative housing options present an opportunity for residents to partner with developers and remain in their house, a ‘win-win’ for everyone.

SAC EXERCISE, PART II

Anne Presentin asked SAC members to respond to the following question and provide answer forms directly to City staff at the end of the meeting or email responses to Morgan Tracy (morgan.tracy@portlandoregon.gov) within two weeks of the November 3rd SAC Meeting #3 (by November 17th, 2015). The questions are:

Question 1: Where in the city should alternative housing be allowed within single dwelling zones? Indicate with either “Y” (Yes) “N” (No) or “L” (allowed with certain limitations)

Allowed Location (Citywide level)	Multiple ADUs	Internal Conversions	Cottage Clusters	Stacked Flats	Row House	Other
Citywide						
By pattern area						
By neighborhood						
Near centers						
Near parks						
Near transit						
In areas at high risk of gentrification						
In areas away from high risk of gentrification						
Other						

Question 2: In areas where alternative housing is allowed, where on an individual block should the placement of alternative housing types be prioritized? Indicate with either “Y” (Yes) “N” (No) or “L” (allowed with certain limitations)

Allowed Location (block level)	Multiple ADUs	Internal conversions	Cottage Clusters	Stacked Flats	Row House	Other
Anywhere						
At corners						
Next to commercial zones						
Close to schools						
Other						

Question 3: If you indicated certain limitations for Questions 1 and/or 2, what sorts of limits or requirements would be appropriate (examples: age of the house/structure, design controls of the house/structure, site size or lot configuration, range of additional units, type of review process required) Additional comments may also be placed on the back.

SAC ANNOUNCEMENTS

Live Large/Build Small (www.buildsmall-livelarge.com), a one-day summit on alternative housing options, will take place at Portland State University on Friday, November 6, 2015. There will also be a self-guided tour of accessory dwelling units (ADUs) in Portland (www.accessorydwellings.org/adu_tour/) on Saturday, November 7, 2015.

PUBLIC COMMENTS

Ruth Adkins: Ruth is with the Oregon Opportunity Network (www.oregonon.org) and Anti-displacement PDX (www.antidisplacementpdx.org). She advocates for diverse housing options and solutions to homelessness. She seeks an opportunity for her children and other Portland residents to afford a home. Ruth believes that Portland will still be a great place, even as it changes, but seeks it to be a more equitable and inclusive community.

Nick Sauvie: Nick is Executive Director of Rose Community Development (www.rosecdc.org), an organization that “connects our community to build good homes, healthy families and neighborhood opportunities in outer southeast Portland”. He believes that diversity helps build neighborhood character. He is also concerned that displacement, particularly within the African-American community, is problematic. Nick also believes that multi-dwelling buildings and good development should be easier to build in single-dwelling zones, as it helps provide more development certainty while creating quality units that meets demand for housing affordability. Nick stressed the importance of acting now to better address housing affordability. He highlighted the Cooper Street Bungalow Courts as a premier example of how more housing should be built in Portland.

Manfred Grabski: Manfred lives in the Burlingame neighborhood, a mixed neighborhood with modest homes built in the 1940s-1950s and based on the concept of the Garden City. Homes with modest architecture are surrounded by green spaces. They were made for blue collar

workers, who moved to the area to raise their families. People there know their neighbors and can walk to the grocery store. Neighbors are increasingly noticing developers demolishing homes with strong bones. Manfred believes that there is no reason to tear these buildings down except for to make a profit.

Manfred Grabski (transcribed from comment sheet): Changing character of SW Burlingame: change in scale; typ. single st. homes; new two st. homes; oversized houses; reduced setback. Honest architecture from 1940-50.

Robin Harman: Robin thanked the SAC for recently touring her Burlingame neighborhood. She seeks improvements to how the public can provide input on the SAC's process and to how SAC events are advertised to residents. Robin indicated that she speaks for other Portland residents. She also takes exception to a SAC member comment about irrational homeowners. Most people would like to live in a place with ample green space; nobody likes current development, particularly the people who made investments to live in the Burlingame area. Splitting lots less than 10,000 square feet equates to 'shoehorning' in small infill lots. While Robin is okay with infill, it's important to recognize "scale, scale, scale."

Robin Harman (transcribed from comment sheet): Maintain the integrity of R5. Preserve solar access. Dramatically increase setbacks. Decrease height. Provide living spaces in basements in ground.

Doug Klotz: Doug found it amazing that such radical ideas were being discussed by the SAC. He lives on SE Harrison St. in an R5 single-dwelling zone. Near his home, there are many housing types. He believes in doing whatever is needed to fulfill City housing goals. No parking should be required in many areas and the City should either abolish required minimums in all single-dwelling zones, or step down required minimums the closer a single-dwelling zone is to R2.5.

UPCOMING SAC WALKS

City Planner Julia Gisler (BPS) thanked SAC members for their attendance to the October 24th neighborhood walks. The next two walks (Outer East – morning, North/Northeast – afternoon) will take place on Saturday, November 14th. Time, routes and meeting locations are yet to be determined. All four neighborhood walks will be debriefed at the December 1st SAC Meeting #4.

POST-MEETING SAC COMMENTS

From Rod Merrick (SAC) via email to BPS staff on 12/1/15:

Comments RIPSAC Meeting #3

Topic 2 The Big Picture (Joe Zehnder, Chief Planner)

To put the topic of alternative housing options in context of the larger citywide objectives, we will present some key organizing principles from the Recommended Comprehensive Plan. Topic 4

Comment:

We need to plan for population growth and the form and character that will take. Many of us share the view that the city should consist of walking and bicycling scale neighborhoods, each with distinctive character, structured around centers and corridors with a “transect” of decreasing density providing a variety of housing choices that will accommodate residents at various stages of life. In several of the older streetcar neighborhoods these are gradually taking shape (or being restored).

Given the strong preference for single family housing exhibited in the recent Metro poll there is clearly a strong desire to own both house and ground with the attendant advantages of that model. That ownership structure has deep roots in the history of towns and cities in this country and is the favored model outside the centers even in the largest cities. Retaining and attracting a core of middle class residents has been one of the key strengths of Portland and single family ownership apparently remains essential to that aspiration for the great majority of working age families.

This was a highly selective presentation of key organizing principles from the Comprehensive Plan. The summary provided of the history of zoning in Portland also felt manipulative. Streetcar neighborhoods were represented as freeform residential areas allowing a mixture of density and housing types. This is a selective and partial representation of the facts describing a period dominated by real estate interests. One result of this was the creation of subdivisions characterized by deed restriction and covenants that were an overt response to resist the uncertainties of unbridled market pressures from the real estate industry. After 1914, zoning became legal. As elsewhere, Portland’s zoning codes/map were adopted to separate incompatible uses and provide *predictable* standards for owners and buyers. The implicit if not explicit proposition that housing the growing population can best be solved by “innovative” solutions applied across the city without regard to the zoning or history reveals a bias that aligns neatly with the financial drivers of the housebuilding industry: densify and redevelop.

Heavy emphasis on population increase assumptions (here and in the press) coupled with the pain of a housing shortage paints a picture of urgency but the numbers are only one ingredient, and likely a transient ingredient, in the spectrum of goals the comprehensive plan attempts to address. The concluding remark that with current zoning we have more than enough land in the single family zones to accommodate expected population growth calls into question the focus on the need for “innovative” solutions that would compromise other important values expressed in the Comprehensive Plan. The assumption that most Portlanders will be living in multifamily rental or condominium housing is not a given. But it will likely occur if we plan for that model.

Topic 3 Equity Framework

Transparency is an important equity consideration in the context of zoning. For infill regulation this translates to clarity of purpose and adoption with informed public assent. Predictable application and enforcement are also equity issues.

The current zoning code has increasingly moved away from both those principals. Increasingly it favors redevelopment interests without regard to displacement or affordability.

Retaining the R5 designation and redefining it by allowing by right a variety of densities and housing types is simply opaque and misleading.

Topic 5 Commentary

Members will be asked about preferences for suitable levels of scale and acceptable number of units and under what conditions various alternative housing types could be allowed in single dwelling zones.

Principle: Truth in Zoning

The regulations must be clear and predictable and easily understood by the general public. This is especially true in the single family zones where many if not most Portlanders live or aspire to live. Lot size and density of primary dwelling units should align based on ownership structure and shared tax lot structure.

Suggestions for Appropriate Development Standards for each SF zone (brainstorming here)

R20, R10, R7, R5, R2.5 designations indicate both density and lot size minimums in thousands of square feet. This is a commonly understood convention for zoning designations. The revisions to the code have eroded this understanding as well as public trust in the planning structure.

Minimum lot sizes for new lots will be at least 91% of minimum to be buildable. Variation from the standards should require a quasi-judicial process including a review of proposed scale, massing, setbacks, height, and off street parking and consistent with applicable Comprehensive Plan goals or other locally adopted standards (ie historic or plan district). (Post meeting 5: The exceptions to lot size: A lot adjacent to an environmental or natural resource zone in public ownership. Saving an existing house as a by-right is apparently not enforceable. Avoiding flag lots is a lot width issue)

ADUs for R20, R10, R7, R5 are allowed *proportional to lot size and limited by FAR*. The inclusion of auxiliary dwelling units effectively doubles the potential density of dwelling units. (ie R5 allows a primary dwelling unit and an auxiliary dwelling unit for every 5,000 SF of lot size with effective density of 2500 sf per unit). An auxiliary dwelling may be attached or detached.

Corner lots may be designated R2.5 where appropriate in some R5 neighborhoods within 500 feet of a town center or corridor except if the existing structure is designated an historic resource and that might be protected by a substantial demolition tax). ADUs not permitted in R5 corner lots.

For R2.5 and a proposed new R3.5 would allow alternative standards including remodeling of an existing house to accommodate multiple units as long as the effective density standard is met (ie 2500 SF/unit for R2.5). The R3.5 designation is designed to accommodate narrow lot and attached houses as well as smaller scale cluster housing on lots as small as 7000 SF.

A proposed R1.8 zone (1,800 SF) is a row house specific zone allowing 5 row houses on a 10,000 SF lot with minimum 18 foot lot width.

Zones R5 to R3.5 *allow* attached dwellings. For lots of 25 feet or less in width dwelling units *must be attached* if larger than 1000 SF above the basement level.

Transitional sites: Where adjacent to a C or Mixed Use, and additional primary or auxiliary dwelling may be added.

Garages and driveways: TBD.

Lot Widths: TBD

Building size should be limited by FAR, appropriate setbacks, height to lot size constraints. The core zoning standards should be adjustable and modified to fit the context. Zone for Context.

Rod Merrick 11/03/2015, Revised 12/01/2015

END OF SUMMARY MINUTES